



# Plan of Conservation & Development 2022

Salem Planning & Zoning Commission



Town of Salem  
Effective 1/10/2023

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## Chapter 1: Executive Summary and Introduction

This Salem Plan of Conservation and Development (POCD) is revised and updated by the Planning and Zoning Commission (PZC) in compliance with Section 8-23 of the Connecticut General Statutes (CSG). The overall purpose of The POCD is to recommend goals and objectives to guide the Salem's decision making concerning the use of land and other matters affecting the safety, welfare and prosperity of its residents. It is important to note that while The POCD is an advisory document only, it should, because of its comprehensive scope and the broad citizen input it reflects, provide valuable guidance to the decision-making process of the various Boards and Commissions of Salem.

In 2021, the town conducted a town-wide survey (2021 POCD Survey). The purpose of the 2021 POCD Survey was to obtain the thoughts, views and desires of the townspeople as well as relevant and current data on the status of land use, town demographics, regional and national trends, for use in developing the Town Vision, updating POCD, providing guidance to for the various Boards and Commissions for the economic and physical development of Salem.

The values endorsed by Salem residents in the 2012 POCD Survey include:

- Salem's rural character, historic character, and agricultural appearance,
- Quality of life (*educational, social and recreational*),
- Environment and natural resources,
- Sense of community and volunteerism,
- Economic Strength,
- Housing Options.

### **Critical Issues and Opportunities**

In 2012, revisions to POCD addressed the following critical issues and opportunities:

- Protection of the rural character and agricultural appearance of Salem,
- Assuring availability of housing that is supported by the land and that is suitable for all income levels,
- Protecting water quality,
- Adopting low impact development principles,
- Encouraging energy conservation,
- Continue to fulfill Salem's commitment to the Eightmile River Watershed Management Plan.

These issues remain relevant and are addressed in the 2012 POCD. Additional areas of focus that are addressed in the 2022 POCD. The 2022 POCD will include:

- Promoting development patterns and land reuse; recommending the most desirable use of land within the municipality for residential, recreational, commercial, industrial, conservation and other purposes, and include maps showing such proposed land uses,
- Reviewing an expansion of housing opportunities and design choices to accommodate a variety of household types and needs via the Affordable Housing Plan,
- Actively pursuing conservation and restoration of the natural environment and cultural/historical resources.

### **Structure and Implementation**

The plan is divided into 13 chapters, with Chapters 1-3 and 13 providing the executive summary, introduction, background, vision statement, and statutory authority of the Plan. The bulk of the document, Chapters 4-12, contain the details and recommendations of the plan. They are arranged as follows:

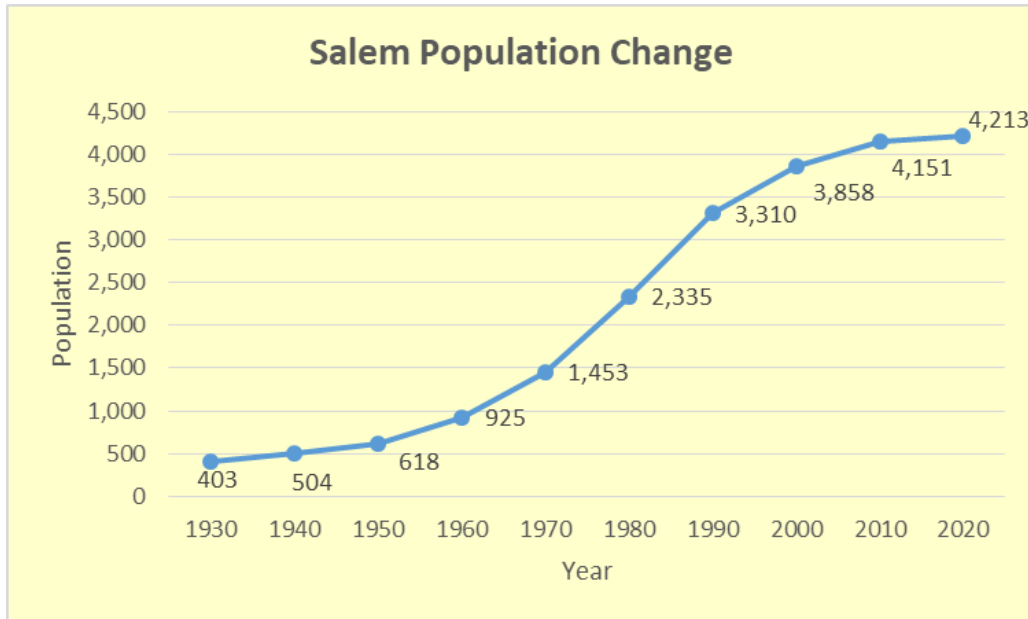
- Chapter 4: Natural Resources
- Chapter 5: Agriculture and Forestry
- Chapter 6: Historic and Archaeological Resources
- Chapter 7: Economic Development
- Chapter 8: Town Infrastructure and Services
- Chapter 9: Housing
- Chapter 10: Transportation
- Chapter 11: Recreation and Trails
- Chapter 12: Regionalism

Each section lists recommended actions to be completed. The table at the end of each chapter (and provided in full in Chapter 3) lists the priority in terms of years, and the responsible parties. It is the intention of the PZC to review the recommended actions for completion at the end of each priority cycle. Annual progress will also be included in the Town's Annual Report.

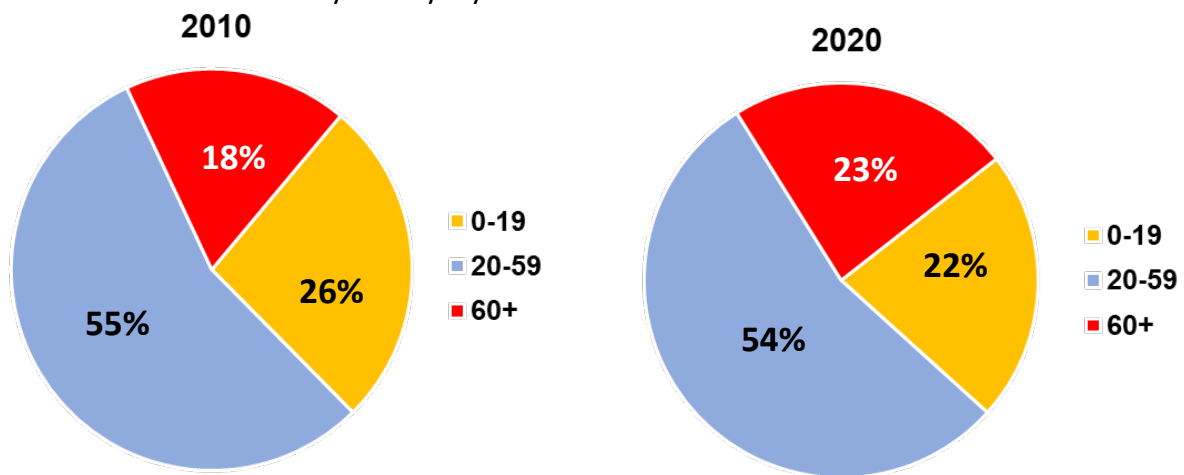
## Chapter 2: Changes and Trends in Salem

### Population

Census Bureau data shows that the total population of Salem has increased 1% from 4,151 to 4,213, from the 2010 Decennial Census to the 2020 Decennial Census, with the adult population 18 years of age and older increasing by 247, or 8%, and the under 18 population decreasing by 185, or 17%, over the same decade<sup>1</sup>. The chart below shows Salem's total population growth over the past 100 years.



There has been a larger growth in the older population cohorts and the winnowing influence of population under 19. This is a profound change from the situation covered in the 2012 POCD which may have many and varied implications on land use issues under review in the 2022 POCD. The charts below show the change in Salem's age distribution over the last two decades, per US Census American Community Survey 5 year estimates.

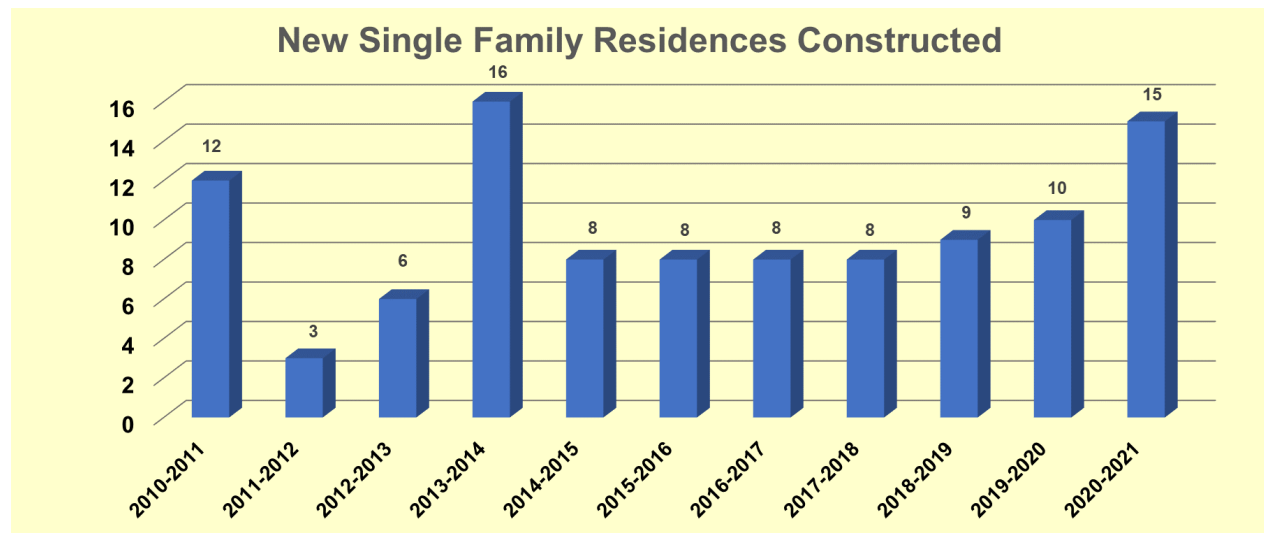


<sup>1</sup> 2010 and 2020 US Decennial Census

## Housing (Chapter 9)

Historically, Salem residents have valued the rural character of the Town, with its numerous single-family homes, its farms, and many acres of preserved lands. Salem has a land area of 28.92 square miles [74.9 km<sup>2</sup>], and the 2010 Decennial Census showed that the Town had 1,635 housing units. This translates to 54.9 housing units per square mile [21.21 housing units/km<sup>2</sup>]. The 2020 Decennial Census shows that Salem had 1,719 housing units, which translates to 59.4 housing units per square mile [23.00 housing units/km<sup>2</sup>]. Approximately 89% of these housing units are single-family residences (SFR) with the remaining 11% made up from duplexes, apartments, condominiums, and mobile homes. Overwhelmingly, Salem is a rural bedroom community with a SFR median value of \$306,900 compared to \$246,800 for New London County. Almost three quarters of the 2021 POCD Survey respondents indicated the major reason they located in Salem was the town's rural character.

Over the 11-year period from 2010 to 2021, a total of 103 new SFRs were permitted and constructed. Over this same period, nine duplexes, one triples, and a 48-unit age-restricted apartment project were permitted and constructed.



## Natural Resources (Chapter 4)

Salem is proud to make up one-third of the municipalities federally recognized for preserving and protecting the Eightmile River Watershed, a National Wild and Scenic River System. This watershed designation comprises two-thirds of Salem, and runs across multiple zoning districts, including most of the business and town service areas.

Salem has exceeded the State of Connecticut open space land acquisition and preservation goals through municipal, private, and not for profit organizations, or conservation easements. Open space in Salem has grown from 21% by area to 31% in the past decade exceeding the Connecticut Department of Energy and Environmental Protection's statewide goal of 21% conserved open

space by 2023. The response to the 2022 POCD survey showed the vast majority of the respondents indicated the acquisition of open space for public use was very important (42%) or somewhat important (40%) to them.

### **Agriculture and Forestry (Chapter 5)**

Public Act 490 (PA 490) is a State of Connecticut’s law (Connecticut General Statutes Sections 12-107a through 107f) that allows farms, land owners with forested land, or open space land to be assessed at its used value rather than its fair market value or highest and best value (as determined by the property’s most recent “fair market value” revaluation) for purposes of local property taxation.

**PA 490 (acres)**

<b>Year</b>	<b>Farm Acres</b>	<b>Forestry Acres</b>
2009	6019.60	1807
2012	5970.58	2407.78
2021	2722.71	6414.78

### **Historic and Archaeological Resources (Chapter 6)**

Salem is home to several homes listed in the National Register of Historic Places including the Woodbridge Farm, The Simon Tiffany House, and the Able Fish House to name a few. In 1980 the area around the Salem Town Green was designated a Historic District on the National Register and has remained much the same as it was in 1840. Salem was the home to several notable people, among them are Samuel M. Hopkins, Hiram Bingham III, Hiram Bingham IV, and Oramel Whittlesey.

Salem has historically been a farming community with small population growth because of the makeup of the land. In recent decades, however, Salem has become a bedroom community. In the decades since the introduction of Route 11 (1972), Salem’s population has nearly tripled from 1,420 to 4,096, however, Salem has maintained the attractive rural character that the vast majority of the 2021 POCD Survey respondents cited as one of the major reasons for locating to, or staying in, Salem. The establishment of a Village Center District was proposed as a goal in the 2012 POCD (Chapter 10), but has been removed from this updated version, as the townspeople were not interested in proceeding.

### **Economic Development (Chapter 7)**

With the preservation of the rural character of Salem a prime directive, Salem’s industrial, commercial, and general business zones are exclusively located along the State Routes 11, 82, 85, and 354 which pass through Salem. The most centralized business district is located at the intersection of CT Routs 82 & 85 approximately a mile south of the town hall.

Several new businesses have been permitted, built, and become successful in the last decade since the 2012 POCD was effective. Going forward the Economic Development Commission (EDC) will continue to be actively involved in helping retain existing businesses, promoting economic development of new ventures, and supporting filling any vacant storefronts or existing buildings. In support of the EDC's vision, the Planning and Zoning Commission (PZC) has assigned an active liaison member to discuss the land use aspects of economic development with the EDC.

### **Town Infrastructure and Services (Chapter 8)**

Salem's school system is comprised of a primary school (K-8) housed in a town-owned building near the Town's center. Secondary school students primarily attend East Lyme High School under a long-term contract with the Town of East Lyme. East Lyme High School is ranked in the top 9% of public high schools nationally and ranked #36 in Connecticut<sup>2</sup>, and ranked #2 in New London County<sup>3</sup>. One of the major reasons cited by a majority of the respondents to the 2021 POCD Survey for locating to, or staying in, Salem, was the excellent school system.

Salem offers a free public 7,000 square foot library for lending books, movies, and music, and offers meeting space including a youth library and study carrels. Computers are also available for use by library patrons.

Public water and public sewer systems are not available in Salem. There are no sewer treatment plants or piping in Salem at the time of this update and there are no plans to install public sewer, or provide such availability anywhere in Salem. Water is supplied to the residents of single-family homes, accessory apartments, and smaller multi-family homes via privately owned wells permitted through the local health department, Uncas Health District. Larger apartment, condominiums, or age restricted properties have wells that are considered public water supply systems and monitored by a Certified Water Operator. Similarly, sewage disposal for residential commercial and smaller public buildings is handled via individually designed or engineered on-site septic systems reviewed and permitted by Uncas Health District. Larger apartment complexes, condominiums, or age-restricted properties have small community septic systems reviewed and permitted by Uncas Health District or regulated by the Connecticut Department of Energy and Environmental Protection.

Currently the Town does not provide trash pick-up at the curb. Private contractors are available for this service. Trash is brought to the Town of Salem Transfer Station. The site also collects recyclables.

Utility services consist of electricity and cable. Electric service in Salem is provided primarily by Eversource, who maintains above ground services (pole to pole) along State and Town roads. Overhead wires also carry the cables of Salem's cable and internet service provider, which is Xfinity/Comcast. There is no natural gas service available in Salem.

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<sup>2</sup> US News and World Report, Best High School Rankings

<sup>3</sup> NICHE



## **Regionalism (Chapter 12)**

Salem recognizes the importance of working in collaboration with the region for the benefit of the town's residents. Regional collaboration not only saves the town money through the streamlining of processes, but also provides Salem with more options and opportunities than might be otherwise available. Currently Salem embraces regionalism through the agreement with East Lyme, which allows Salem residents to attend secondary school in their school system, and through the contracting of a Town Planner through the Southeastern Connecticut Council of Governments since 2013. Salem has an agreement with Uncas Health District for health-related services and reviews, and agreements with neighboring municipalities for emergency call coverage. Salem also works with near-by fire companies for mutual aid assistance.

## **Transportation (Chapter 10)**

The Salem Public Works Department is responsible for the maintenance and snow removal for over 40 miles of roads. In 2012 the Connecticut Department of Transportation (CTDOT) completed installation of a roundabout at the intersection of Routes 82 and 85. This improved traffic flow and reduced traffic accidents in the vicinity. Many 2012 POCD Survey respondents expressed a desire to have more sidewalks in Salem. Salem has a population density of approximately 4.5 acres per resident. This level of density creates a challenge for construction of sidewalks as their utility would be diminished due to the spacing between homes and local amenities. Additionally, the construction of sidewalks would require the removal of trees and stone walls which are crucial parts of Salem's rural character.

Many 2012 POCD survey respondents expressed the desire for the town officials of Salem to continue to pressure State officials to complete Route 11. This theme was echoed by the respondents to the 2021 POCD Survey. The volume of traffic on Route 85 through Salem was cited by many as a potential reason to move from Salem. Since it is unlikely that Route 11 will ever be completed, Salem should explore solutions with the CTDOT to limit or prohibit large commercial and hazardous material vehicular traffic, as well as reduce the through traffic volume on Route 85 through Salem to preserve the rural character of the town.

## **Recreation and Trails (Chapter 11)**

The last 10 years have seen significant development of Salem's trail network and recreational opportunities. A town pavilion was completed on the Salem Community Park property (formerly the Gadbois property) in 2012. A network of trails connecting Music Vale Road, Salem School, and the Town baseball fields was also developed.

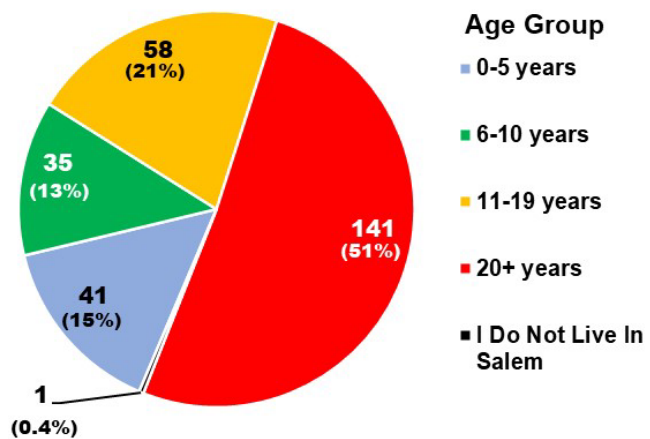
As stated previously, a vast majority of the 2021 POCD Survey respondents (82%) considered it somewhat or very important to acquire additional open space. Additionally, 27% of the 2021 POCD Survey respondents) thought the recreational areas were insufficient.

## Important Results and Insights from the 2021 POCD Survey

In 2021, the town conducted a town-wide survey (2021 POCD Survey). The purpose of the 2021 POCD Survey was to obtain the thoughts, views, and desires of the townspeople as well as relevant and current data on the status of land use, town demographics, regional and national trends, for use in developing the Town Vision, updating the POCD, and providing guidance for the various Boards and Commissions for the economic and physical development of Salem. There were 277 respondents to the 2021 POCD Survey, however not all the respondents responded to all of the questions. The following are some of the highlights from the Survey.

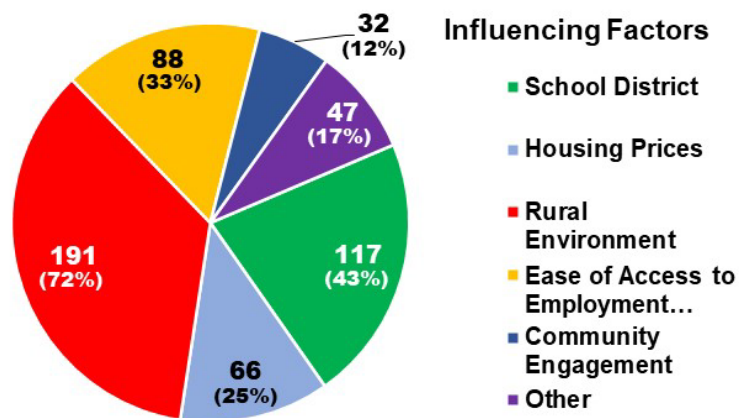
### **Question 2: How long have you lived in Salem?**

There were 276 responses to this question with 72% of the respondents having lived in Salem for more than 10 years.



### **Question 4: What factors influenced your decision to locate in Salem? (Select all that apply)**

There were 269 respondents to this question. The two most important factors that respondents cited that influenced them to locate in Salem were the Town's rural character (72%) and the excellent school system (44%). This is similar to the 2012 POCD Survey results.



**Question 5: What influences your decision to stay in or leave Salem?**

There were 244 responses to this question with the following being representative of the most common themes:

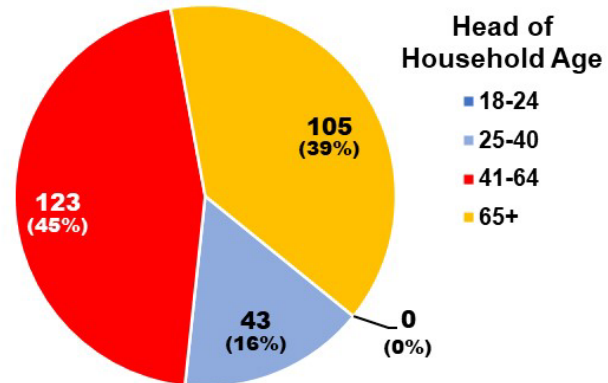
- Family
- Preservation of rural charm
- Rural, open space, community engagement, and small town ambience

High taxes were cited by many as a reason they were planning to leave Salem, especially after retirement. It should be noted that 45% of respondents indicated that their head of household was 41-64 years of age and looking toward retirement with 39% of respondents being over 65 years of age (Question 12).

**Question 12: What is the age of your head of household?**

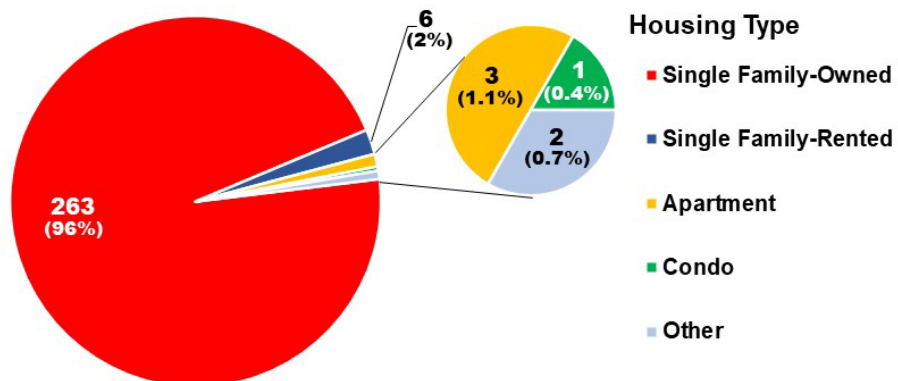
There were 271 respondents to this question in the 2021POCD Survey, with the vast majority (84%) of the respondents over 40 years of age of which 39% were over the age of 64). It should be noted no one under the age of 24 responded to this question.

There were 403 respondents to the 2012 POCD Survey with 64% of them being above 45 years of age of which 20% were over the age of 64. This resulted in the results of the 2021 POCD Survey reflective of an older group of responding households.



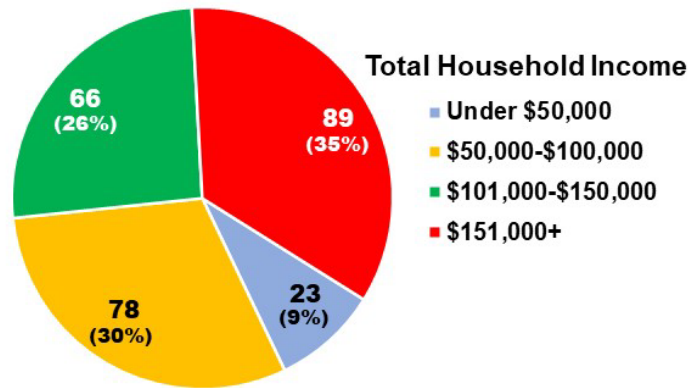
**Question 16: What type of housing best represents your circumstances?**

There were 275 responses to this question. The overwhelming majority (96%) reside in owner-occupied single-family homes.



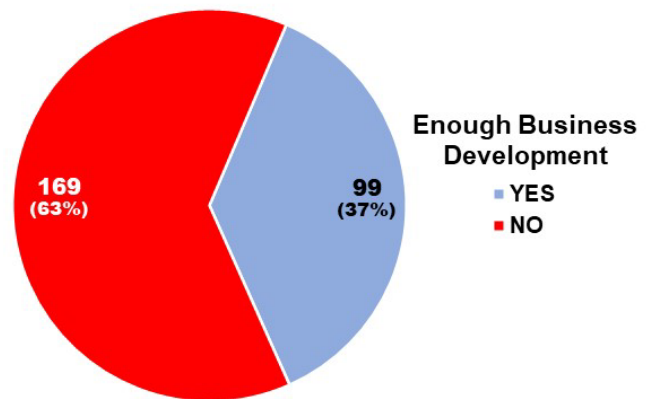
**Question 17: Which of the following represents your total household income?**

There were 256 responses to this question. Well over half (61%) of the respondents' household total income was greater than \$100,000.



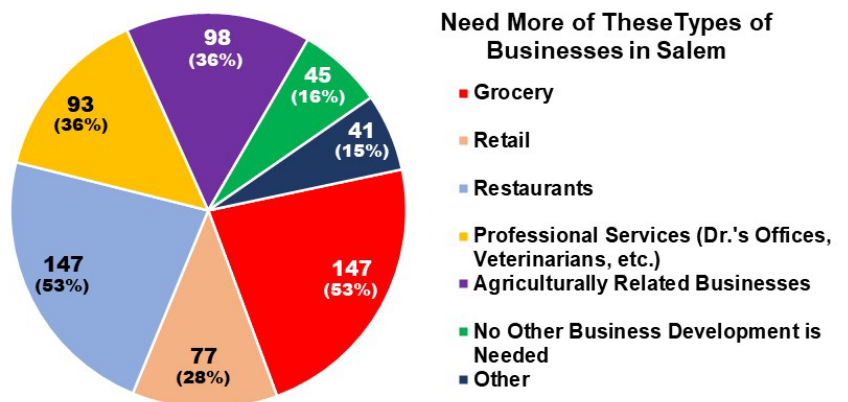
**Question 21: Do you believe Salem has enough business development?**

There were 268 responses to this question with the majority (63%) of the respondents' opinion that there is *not* enough business development in Salem. However, a sizeable number of respondents (37%) believe Salem has enough business development.



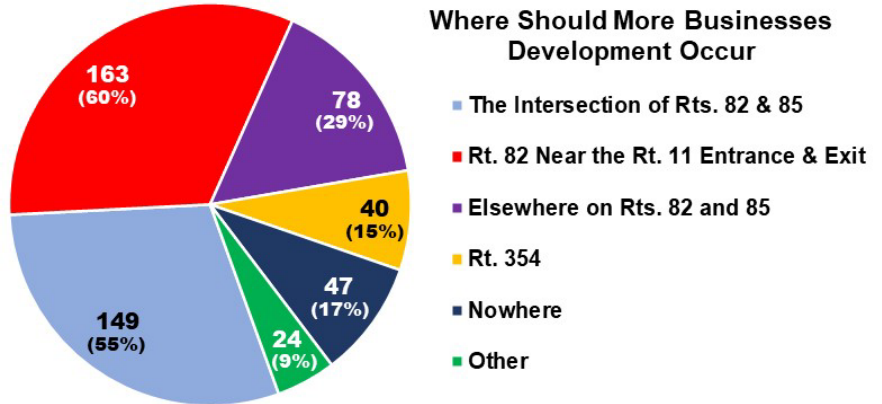
**Question 24: What businesses would you like to see more of in Salem? Check all that apply.**

There were 275 responses to this question with the majority indicating the businesses they wanted to see more of were grocery and restaurants (53%) with professional services and agricultural businesses (36%) second. However, similar to question 21, many (16%) respondents believe no other business development is needed.



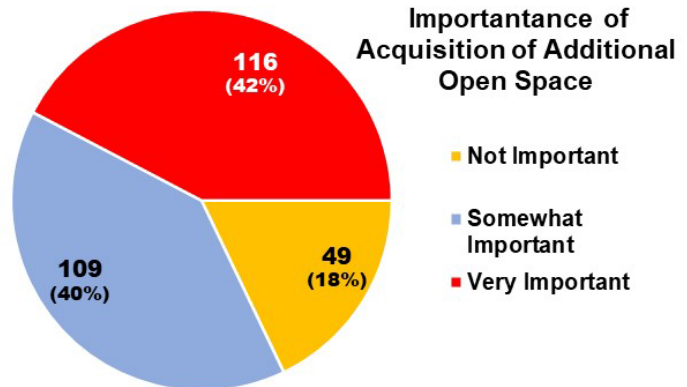
**Question 25: Where in Salem would you like to see more business development occur? Check all that apply.**

There were 272 responses to this question. The majority of the respondents indicated the areas on Route 82 near the Route 11 entrance and exit (60%) and the intersection of Routes 82 and 85 (55%). The respondents also considered elsewhere on Routes 82 and 85 (29%) and Route 354 (15%) to be good places for business development. However, similar to the responses to questions 21 and 25 above, significant number (17%) of respondents did not want to see any more business development in Salem.



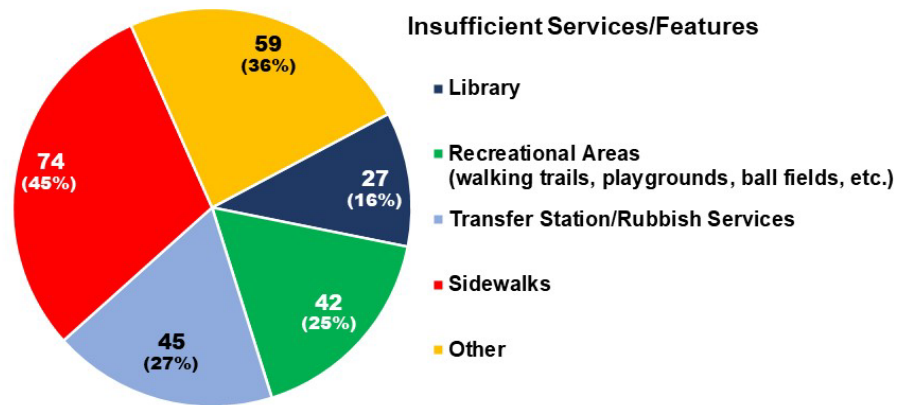
**Question 26: How important is the acquisition of additional open space for public use in Salem?**

There were 272 responses to this question. The vast majority of the respondents indicated the acquisition of open space for public use was very important (42%) or somewhat important (40%).



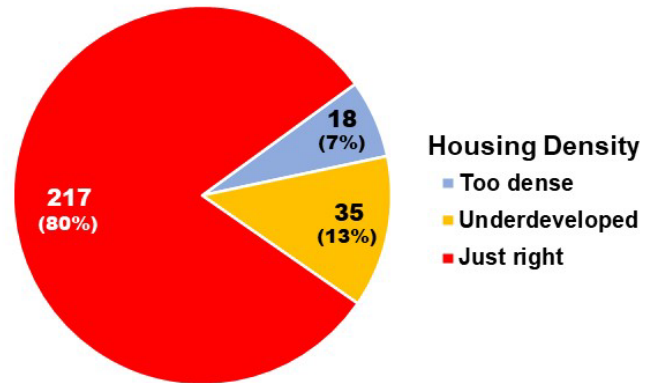
**Question 27: Do you think that any of these services/features are insufficient in Salem? Check all that apply.**

There were 166 responses to this question. Almost half of the respondents (45%) felt there is a need for more sidewalks. A little more a quarter (27%) felt the transfer station/rubbish services were insufficient and a little less than one sixth (16%) felt the library services were insufficient. Three percent of the respondents felt the library was excessive or not needed at all.



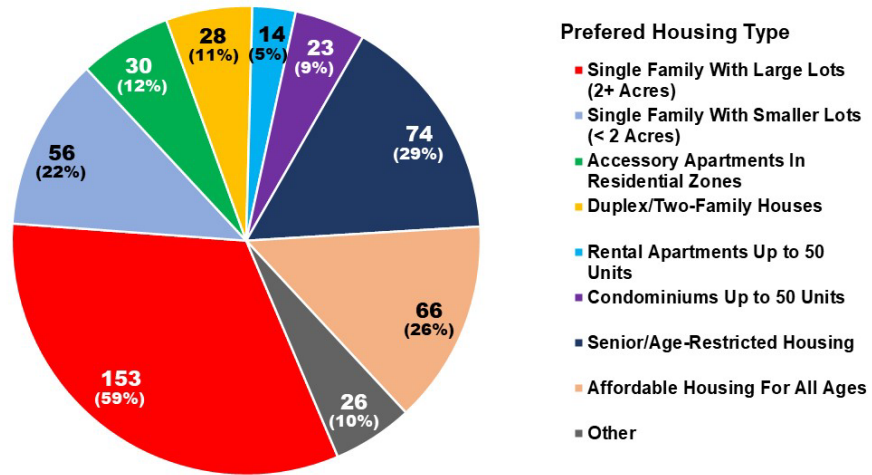
**Question 28: How do you view the density of housing in Salem?**

There were 270 responses to this question. The overwhelming majority (80%) of the respondents' opinion is that the housing density in Salem is just about right.



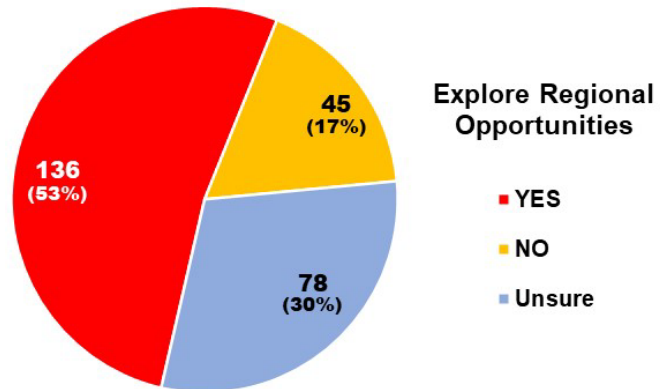
**Question 29: What types of housing would you prefer more of in Salem? Check all that apply.**

There were 270 responses to this question. The overwhelming majority (81%) of the respondents would prefer single family homes with 59% preferring larger lots (> 2 acres) and 22% preferring smaller lots (< 2 acres) in Salem. Just under one third (29%) would also like to see senior/age restricted housing and just over one quarter (26%) would like to see affordable housing for all ages.



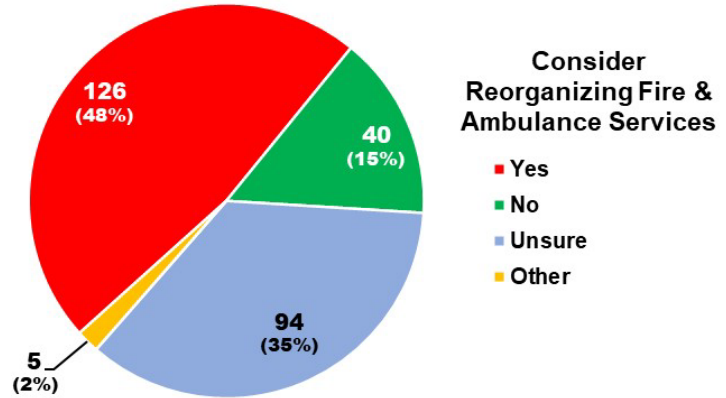
**Question 33: Should Salem explore regional opportunities for sharing some school central office functions like superintendent, finance office positions, etc. to maintain education quality and control increasing budgets? Please add any comments in the 'Other' box.**

There were 259 responses to this question. The response to this question was mixed. Just over half of the respondents (53%) felt Salem should explore regional opportunities to maintain education quality and control increasing budgets, however, a substantial portion of the respondents did not want Salem to explore regional opportunities or were unsure (17% and 30% respectively for a total of 47%).



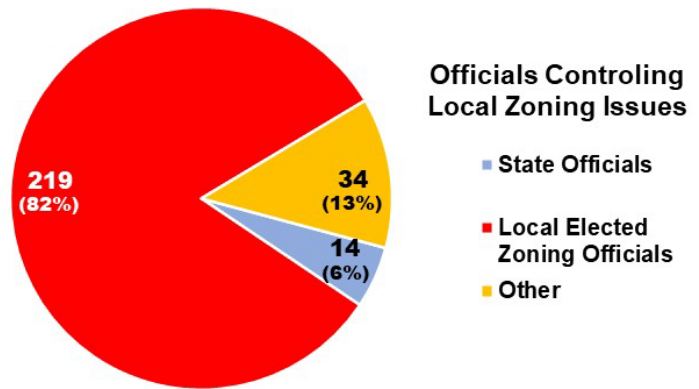
**Question 34: With the reductions of volunteerism that affects Salem and all of Connecticut, should we consider reorganizing fire and ambulance services to maintain public safety and control increasing budgets? Please add any comments in the 'Other' box.**

There were 265 responses to this question. The respondents were almost evenly split. Half (50%) of the responders did not feel Salem should consider reorganizing the fire and ambulance services to maintain public safety and control increasing budgets or were unsure (15% responded NO and 35% responded UNSURE). However, just under half (48%) felt the town should consider reorganizing the fire and ambulance services.



**Question 35: Currently proposed bills in the State legislature would grant the State more authority over local zoning issues. In your opinion, should Salem zoning issues including density, town character, and housing stock types, be in the hands of: State officials, local elected zoning officials, or other?**

There were 267 responses to this question. The overwhelming majority of the respondents (82%) felt Salem zoning issues including density, town character, and housing stock types, should be in the hands of local elected zoning officials. A small number of respondents (6%) felt Salem zoning issues should be in the hands of CT State officials.





## Key Takeaways from the 2021 POCD Survey

1. Salem's population growth has slowed over the last decade.
2. A much larger percentage of responding households were over the age of 64 which may bias the results toward the views of those about to retire or are retired.
3. The rural character and agricultural appearance of Salem, and the excellent schools remain a major reason people moved to Salem and residents remain in Salem.
4. By far the majority of the housing is single-family owner-occupied homes.
5. The overwhelming majority of the respondents' opinion is that the housing density in Salem is just about right.
6. Just under one-third of the respondents would also like to see senior/age-restricted housing and just over one-quarter would like to see affordable housing for all ages.
7. The majority of the respondents want more business development. In particular, grocery stores, restaurants, professional services, and agriculturally related businesses were among the types the respondents would most like to see developed in Salem. However, a little over one-third of the respondents thought no more business development was needed.
8. The majority of the respondents indicated the areas currently zoned for business/commercial/industrial development is where they would want to see business development.
9. A large number (almost half of the respondents) would like to see more sidewalks.
10. A significant number of respondents indicated the transfer station/rubbish services and library services were insufficient.
11. A large number of respondents (almost half) felt Salem should consider reorganization of the fire and ambulance services to maintain public safety and control increasing budgets.
12. The overwhelming majority of the respondents' opinion is Salem's zoning issues including density, town character, and housing stock types, should be in the hands of local elected zoning officials.

## Chapter 3: Vision Statement

Salem is a town poised for the future and shaped by the past. It has an excellent school system, proximity to employment centers, and residents with a strong sense of community spirit as demonstrated by their volunteerism and cooperation. These qualities, along with a rural charm inherited from its agricultural roots and history were among the top factors cited by the POCD Survey respondents for locating in Salem and make it an inviting place to live. The POCD Survey results also indicated the preservation of Salem's natural resources and open spaces were important to the respondents.

The goal of the vision statement to reflect the sentiments, desires, and priorities of Salem residents for Salem's leadership in order to inform them and to foster cooperation among the various Boards and Commissions.

The following is the vision for Salem.

The high quality of life will be maintained by:

- Continuing to maintain Salem's rural character, historic character, and agricultural appearance.
- Continuing to support the sale of local farm and agriculture products,
- Continue to promote and support the use of Public Act 490 as a means of preserving farmlands, forests and open space,
- Continuing to promote and support an excellent school system,
- Continuing to review an expansion of housing opportunities and design choices to accommodate a variety of household types and needs.
- Continuing to engage dedicated people for staff and volunteer positions; people who foster cooperation among Salem's citizens and government groups to get things done.
- Continuing to expand the variety of educational, social, recreational and library programs available.
- Continuing to increase opportunities for people to gather by promoting existing sites, and developing new public places.
- Continuing to expand an extensive system of bikeable, walkable greenway trails to connect open spaces and neighborhoods.

Salem will work to reduce dependence on residential property taxes by encouraging economic development that:

- Is concentrated in appropriate areas,
- Continues to maintain or enhance Salem's rural character, historic character, and agricultural appearance,
- Continues to promote attractive building designs incorporating common

traditional elements,

- Continue to provide and improve conveniences for the community,
- Continue to attract businesses that draw customers to Salem,
- Continue to balance the economic development of Salem with preserving Salem's natural resources.

Salem will protect its natural resources by:

- Continuing the implementation of the Eightmile River Watershed Management Plan with Lyme and East Haddam,
- Continuing to work with the towns of Bozrah, and Montville to ensure current land use policies are consistent and provide for the protection of the Gardner Lake Watershed,
- Continuing to maintain open space in accordance with the Town's Open Space Plan,
- Continuing to ensure regulations adequately protect water supply and quality,
- Continuing to sponsor "educational" events for all age levels to raise awareness,
- Developing a process to identify areas of unique value to Salem and a means to provide protection of those areas, as well as creating a Natural Resources Inventory.

Housing in Salem will:

- Be consistent with Salem's rural character, historic character, agricultural appearance, and quality of life,
- Accommodate our unmet housing needs by permitting a variety of housing types and configurations that encourage Salem's residents, including senior citizens and young adults, to remain in the community.

Salem will retain a town meeting form of government that strives to be responsive, transparent, and efficient. The selectmen, boards, commissions, and committees will be accessible to our citizens and provide for their safety, education, and recreation. Salem's government will take advantage of innovation and technology to contain costs and improve town services, and strive to communicate effectively with its citizens and other local, state, and federal government groups.

Salem will continue to seek opportunities to partner with the surrounding communities to achieve mutual goals in such areas as education, health, safety, recreation, and to preserve and protect our natural resources.

Our view of Salem's future will focus the community's decisions and actions. This will help to achieve our vision for maintaining quality of life, regionalism, housing, government, economic development, and natural resources.

<b>Chapter 4: Natural Resources</b>			
<b>Goal</b>	<b>Action Step</b>	<b>Responsible Party</b>	<b>Completion Timeframe (in years)</b>
<b>Identify, Map, and Protect Salem's Natural Resources</b>	Consider creation of Conservation Commission separate from the Inland Wetlands and Conservation Commission.	IWCC, BOS	4-6
	Create and maintain a Natural Resources Inventory	IWCC	1-3
	Develop a process to identify areas of unique value to Salem	IWCC	1-3
	Develop means of protection for areas of unique value	IWCC, PZC	4-6
	Require areas of unique value to be shown on plans of development	PZC	4-6
	Encourage Low Impact Development (LID) making Salem attractive to this type of development	PZC	1-3
<b>Education</b>	Educate and train town residents, leaders, and staff on protecting natural resources (open space, aquifer, wetlands, septic systems, etc.)	IWCC	1-3
	Utilize the town website to provide resources and educational material on these protections	BOS	1-3
<b>Climate Adaption and Sustainability</b>	Create a Salem Climate Action Plan to protect those corridors of the town's waterbodies and watersheds from extreme weather events such as flooding	IWCC	1-3
	Create a map of natural hazard areas	IWCC	1-3
	Consider road and drainage improvements for frequently flooded Town roads	BOS/PW	1-3
	Consider policies that limit development in flood-prone areas and incentivize development in upland areas	PZC	1-3
<b>Stormwater Quality</b>	Implement the Connecticut Stormwater Quality Manual (2004), as amended, in the Town Ordinances and Subdivision Regulations	BOS, PZC	1-3

<b>Invasive Species and Best Management Practices</b>	Maintain a list of municipal invasive species, as seen in Appendix 2 of this Plan	IWCC	1-3
	Encourage local nurseries to sell native plants	IWCC, EDC	4-6
	Encourage developers and the town to only utilize native plants	BOS, PZC	7-9
	Create Best Management Practices	IWCC	1-3
	Educate public on Best Management Practices	IWCC	4-6
<b>Eightmile River Watershed Management Plan</b>	Review, prioritize, and evaluate the status of implementation of the Tier 1 and Tier 2 tools from the Eightmile River Watershed Management Plan	IWCC, PZC	4-6
	Request an investigation into the modification of buffer width and agricultural expansions, tree canopies, etc.	IWCC, PZC	1-3
<b>Gardner Lake Watershed</b>	Consider protections similar to the Eightmile River Watershed Management Plan to protect this natural resource	IWCC, PZC	4-6
	Work with Bozrah and Montville to ensure current land use policies are consistent as to the protection of Gardner Lake water quality utilizing recent study from the Gardner Lake Authority	IWCC, PZC, GLA	1-3
<b>Protection of Wetlands</b>	Create ordinance under CGS 22a-42g for fines for wetlands violations	BOS	7-9
<b>Aquifer Protection and Areas of Aquifer Potential</b>	Enact Town Ordinance for Aquifer Protection	BOS	4-6
	Educate Town residents regarding the importance of aquifer protection	IWCC	4-6
<b>Chapter 5: Agriculture and Forestry</b>			
<b>Goal</b>	<b>Action Step</b>	<b>Responsible Party</b>	<b>Completion Timeframe (in years)</b>
<b>Continue to support agricultural uses of existing farmlands</b>	Review the Special Agriculture Floating Zone to consider additional permitted uses	PZC	1-3

<b>Creation of Agricultural Commission</b>	Consider creation of an Agricultural Commission to promote local agriculture	BOS	7-9
	Join a regional agricultural council if and when it is created	BOS	7-9
<b>Utilization of Town land for farming</b>	Consider utilizing public land for farming, such as a Community Garden or Community Supported Agriculture	BOS/PZC	1-3
<b>Farm tax exemptions</b>	Enact additional farm tax reductions or exemptions on personal property tax	BOS/Assessor	4-6
<b>Support sustainable agriculture</b>	Support and encourage sustainable practices throughout local farms	BOS/PZC	4-6

**Chapter 6: Historic and Archaeological Resources**

<b>Goal</b>	<b>Action Step</b>	<b>Responsible Party</b>	<b>Completion Timeframe (in years)</b>
<b>Promote the identification and preservation of special historic and archaeological resources</b>	Produce and update regularly a database of all historic resources and archaeologically sensitive areas in Salem. Items of special cultural heritage should be noted to determine if they need special attention.	CC, HS	4-6
	Generate and periodically update a map identifying the location of special historic and archaeological resources in Salem.	CC, HS	4-6
<b>Protect and maintain the ancient cemeteries in Salem</b>	Add a 25 foot protective buffer measured from surrounding walls or any identified human burial in the absence of any other boundary.	PZC	1-3
<b>Town Signage and Maintenance</b>	Maintain Town signs at borders on Routes 82, 85, and 354.	BOS, PW, HS	1-3
<b>Educate residents about rich archaeological and historical past</b>	Generate and circulate educational materials that define, locate, and provide the history of historic and archaeological resources in Salem.	CC, HS	7-9
	Sponsor events that dramatize and memorialize significant historic and archaeological resources in Salem.	BOS, CC, HS	1-3

	Encourage display cases in Town facilities to display Salem historic memorabilia.	BOS, CC, HS	1-3
<b>Chapter 7: Economic Development</b>			
Goal	Action Step	Responsible Party	Completion Timeframe (in years)
<b>Increase availability and attractiveness of commercial land in Salem</b>	Encourage PZC to identify or rezone optimal parcels for commercial development adjacent to State roads.	PZC/EDC	1-3
	Develop a social media presence to highlight and advertise Salem owned businesses.	EDC	1-3
<b>Prepare periodic inventories of Salem businesses</b>	Prepare or update Business and Service Directory.	EDC	1-3; 4-6; 7-9
	Conduct cluster analyses of Salem businesses to better allow business symbiosis and customer sharing.	EDC	1-3; 4-6; 7-9
	Evaluate untapped potential of business clusters (e.g. recreational support, ecotourism, farming extensions, antiques, etc.) for recommendations to PZC for zoning district adjustments and mapping.	EDC	1-3; 4-6; 7-9
<b>Encourage cooperation of Salem businesses including invisible home occupations</b>	Analyze clusters of home occupations/cottage industries in Salem.	EDC	1-3
	Suggest possible synergies among small businesses and cottage industries.	EDC	4-6
<b>Encourage Town/citizen support for local businesses</b>	Support local business recovery from COVID-19 pandemic by endorsing incentive grants and any other grants that may become available from State or Federal sources.	EDC	1-3
	Work with the Eightmile River Wild and Scenic Coordinating Committee, Salem Land Trust, Inland Wetlands and Conservation Commission and Recreation Commissions, and the BOS to apply for State/Federal grants to develop facilities for ecotourism.	EDC	1-3

<p><b>Continue to support age-restricted housing as a tax positive economic development and to respond to increased demand for smaller/rental/condominium units</b></p>	<p>Review the existing Zoning and Subdivision Regulations to see where improvements could be made to encourage these types of housing.</p>	<p>EDC</p>	<p>1-3</p>
<p><b>Chapter 8: Town Infrastructure and Services</b></p>			
<p><b>Goal</b></p>	<p><b>Action Step</b></p>	<p><b>Responsible Party</b></p>	<p><b>Completion Timeframe (in years)</b></p>
<p><b>Update the review of uses and future needs for Town-owned buildings and property</b></p>	<p>Update the existing Municipal Land Use Plan (MLUP) from 2010 for changes through 2022.</p>	<p>PZC</p>	<p>1-3</p>
	<p>Form a committee with wide interest stakeholders.</p>	<p>BOS</p>	<p>1-3</p>
	<p>Assess uses and needs detailed in the MLUP.</p>	<p>BOS</p>	<p>4-6</p>
	<p>Attach updated MLUP to the 2022 POCD as an appendix.</p>	<p>PZC</p>	<p>1-3</p>
<p><b>Increase support for mandated reporting by Planning and Zoning Commission</b></p>	<p>Consider creation of special fund to provide added staff or consulting support for 10-year cycle POCD, 5-year cycle Affordable Housing Plan, and 10-year cycle MLUP at \$5,000 per budget year.</p>	<p>PZC/BOS</p>	<p>1-3</p>
<p><b>Provide annual report to the Board of Selectmen</b></p>	<p>Provide status of POCD recommendations to the BOS every three years.</p>	<p>PZC</p>	<p>1-3</p>
	<p>PZC Chair to request annual updates of the POCD action steps.</p>	<p>PZC</p>	<p>1-3</p>
<p><b>Enhance library services in response to survey respondents</b></p>	<p>Explore actions to improve library services</p>	<p>BOS/Library Board</p>	<p>4-6</p>
<p><b>Enhance services at the Transfer Station in response to survey respondents</b></p>	<p>Consider additional recycling, separating glass from paper.</p>	<p>BOS/PW</p>	<p>1-3</p>
	<p>Consider increasing hours of operation for working families.</p>	<p>BOS/PW</p>	<p>1-3</p>



	Consider creation of a composting/mulch area.	BOS/PW	7-9
	Consider providing curbside waste pickup for Salem residents.	BOS/PW	4-6
	Consider ways to facilitate and reduce costs of disposal bulky items.	BOS/PW	1-3
<b>Promote hazardous waste disposal</b>	Promote and educate residents about appropriate hazardous waste disposal.	BOS/PW	1-3
<b>Enhance viable industrial growth along industrial corridor</b>	Promote and explore grant funding for extension of three-phase electrical service to the industrial parcels.	BOS	4-6
<b>Create an emergency shelter for extreme power outages and residential medical needs</b>	Explore the feasibility of equipping Town buildings with emergency power sources to provide power during extended outages for daytime charging, heating/cooling, and 24-hour medically necessary life-preservation devices.	BOS/EMS	1-3
<b>Conduct an engineering study to identify specific problem areas of traffic congestion and safety, and identify cost of improvements and viability of sidewalks</b>	Explore grant opportunities for an engineering study of local roads for traffic congestion and safety; consider improvements and sidewalks.	BOS/PW	4-6
<b>Provide a well-equipped and accessible Emergency Operations Center (EOC)</b>	Provide an accessible location of the EOC and provide appropriate communications equipment for EMS/Fire/Fire Police/Public Works and field partners during manmade and natural disasters.	BOS/EMS	1-3
<b>Promote energy efficiency in Town buildings</b>	Increase energy efficiency when Town buildings are renovated or constructed, while using grants if available.	BOS/PW	1-3

<p><b>Promote the use of the Everbridge system for Town-wide communication</b></p>	<p>Promote registration on the Everbridge system through mailings or Wednesday folders at the school. Teach seniors how to get updates on their phones, etc. at the Senior Center.</p>	<p>BOS/EMS</p>	<p>1-3</p>
<p align="center"><b>Chapter 9: Housing Stock and Population Change</b></p>			
<p><b>Goal</b></p>	<p><b>Action Step</b></p>	<p><b>Responsible Party</b></p>	<p><b>Completion Timeframe (in years)</b></p>
<p><b>Salem should document the numbers, types, and diversity of residential homes in Salem and assess changes necessary to meet future needs.</b></p>	<p>The Planning and Zoning Commission should work with the Tax Assessor to extract current housing data, create a list and count the types of housing, and assess needs to respond to 2020 population/age distribution.</p>	<p>PZC</p>	<p>1-3</p>
	<p>The Town should work with Uncas Health District to find reasonable changes in net buildable area for varied housing types.</p>	<p>PZC</p>	<p>1-3</p>
	<p>The Town should work with the Building Official to adjust as needed minimum floor area of dwellings as per Building Code.</p>	<p>PZC</p>	<p>1-3</p>
	<p>The Town should consider possible changes to zoning and subdivision regulations to expand the opportunity for smaller starter homes and age-restricted/senior housing or multifamily apartments. These could include reduction in lot sizes for houses; reduction in minimum home/apartment size; reduction in net buildable area requirements; density bonuses for conservation subdivision lots or affordable apartments units; and others.</p>	<p>PZC</p>	<p>1-3</p>

<p><b>The Town should make changes to accessory apartment regulations and other regulations in direct response to House Bill 6107 by January 1, 2023.</b></p>	<p>The Town should implement the eight specific steps shown in the text of Chapter 8 of this Plan.</p>	<p>PZC</p>	<p>1-3</p>
<p><b>The Town should make changes that would increase affordable housing units in Salem.</b></p>	<p>The PZC should support the Board of Selectmen (BOS) and Board of Finance (BOF) providing incentives directly from Town budget funds or indirectly from State grant programs helping to provide cost assistance for either community water or community septic systems to developers willing to build a percentage of affordable units with deed restrictions either for multifamily apartments or senior housing.</p>	<p>PZC</p>	<p>4-6</p>
	<p>The PZC should support the BOS in evaluating the feasibility in participating in the Southeastern CT Community Land Trust for affordable housing projects in Salem.</p>	<p>PZC</p>	<p>1-3</p>
	<p>The PZC should support the BOS in engaging local legislators to push for a more realistic definition of affordable housing in rural towns like Salem or for reduced affordability goals for rural towns who host multiple watershed lands for city water systems and who have attained open space goals.</p>	<p>PZC</p>	<p>1-3</p>
	<p>The PZC should use baseline Census data along with annual updates to assess any progress or possible adjustments needed in the five year review of the Salem Affordable Housing Plan.</p>	<p>PZC</p>	<p>4-6</p>
<p><b>Chapter 10: Transportation</b></p>			
<p><b>Goal</b></p>	<p><b>Action Step</b></p>	<p><b>Responsible Party</b></p>	<p><b>Completion Timeframe (in years)</b></p>

<p><b>The road network in Salem should provide safe and convenient access to residences, businesses, and other destinations while preserving the Town's rural character.</b></p>	<p>The Town should periodically update the long-range maintenance and improvement plan and schedule for all Town roads.</p>	<p>BOS</p>	<p>1-3</p>
<p><b>The Town should facilitate pedestrian and vehicular circulation in areas with commercial and municipal activities.</b></p>	<p>The Town should require new commercial developments to provide pedestrian access to adjacent commercial uses when it is logical that customers will travel between uses.</p>	<p>PZC</p>	<p>1-3</p>
	<p>The Town should consider adding sidewalk requirements to the Subdivision Regulations.</p>	<p>PZC</p>	<p>4-6</p>
	<p>The Town should evaluate which Salem roads may benefit from the addition of sidewalks. The Town Planner should research any grant opportunities that may exist to fund sidewalk installation.</p>	<p>PZC</p>	<p>4-6</p>
<p><b>Existing and future roads should preserve the rural character of the community.</b></p>	<p>Roadway improvements should not significantly alter the horizontal and vertical layout of the road or widen the road except where such actions are the only means of addressing a safety issue.</p>	<p>BOS/PW</p>	<p>Ongoing</p>
	<p>The Town should investigate measures to reduce impervious surfaces and increase infiltration on new roads through a variety of low impact techniques.</p>	<p>PZC/PW</p>	<p>4-6</p>
<p><b>Salem should have accessible transportation options, especially for senior citizens who may no longer be able to drive.</b></p>	<p>The Town should evaluate the need for a vehicle/staff services which could be used by Salem's senior citizens.</p>	<p>BOS/BOF</p>	<p>4-6</p>
	<p>The Town should consider partnering with nearby towns that already provide senior transportation.</p>	<p>BOS</p>	<p>1-3</p>

<b>Improve the safety of Routes 82 and 85 that traverse the local neighborhoods of Salem.</b>	Since Route 11 will likely not be completed, the Town should explore limiting heavy commercial truck traffic and vehicles carrying hazardous materials on Routes 82 and 85 in Salem with the CT State Department of Transportation (CTDOT).	BOS	1-3
	In order to improve traffic flow and safety, the Town should develop a list of roads intersecting Routes 82 and 85 where left-turn and turning lanes could be added to improve traffic flow and safety.	PZC	1-3
	The Town should continue to apply public pressure on Salem's State representatives and the CTDOT to improve the safety of Routes 82 and 85.	BOS	Ongoing

**Chapter 11: Recreation and Trails**

<b>Goal</b>	<b>Action Step</b>	<b>Responsible Party</b>	<b>Completion Timeframe (in years)</b>
<b>Improve the quality and utilization of open space trails</b>	Educate the public about the Salem Trail System to promote usage.	REC	1-3
	Complete the trails connecting major active areas of Salem.	REC/BOS	7-9
	Pursue grants for trail planning and construction.	PZC/REC	4-6
<b>Develop and improve municipal properties for recreational activity</b>	Develop a recreation plan outlining recreation enhancements for municipal properties.	REC	1-3
	Develop and implement rules, policies, and procedures for allowed use of municipal property (e.g.; farmers markets, art shows, concerts, etc.).	REC/BOS	1-3
	Implement Recreation Commission 10-year plan for Forsyth Road site, including parking lot, pavilion, concession stand, and restrooms.	REC/BOS	1-3
	Implement additional recreational opportunities outlined and developed in the municipal property recreation plan.	REC	4-6

<b>Chapter 12: Regionalism</b>			
<b>Goal</b>	<b>Action Step</b>	<b>Responsible Party</b>	<b>Completion Timeframe (in years)</b>
<b>Provide or obtain the best possible Town services and/or necessary goods at the most reasonable cost.</b>	Work with SCCOG and CRCOG Purchasing Council when hiring or buying services or equipment.	BOS	1-3
	Investigate any services (either currently provided or which could be provided) that have a potential to be shared with surrounding municipalities.	BOS	4-6
<b>Salem should continue to take an active role with the SCCOG to stay informed of regional occurrences and provide updates from Salem.</b>	The First Selectman should remain active on the Council of Governments, and ensure that a proxy attends meetings if unavailable.	BOS	1-3
	The PZC should ensure that a representative attends meetings of the Regional Planning Commission.	PZC	1-3

**BOS:** Board of Selectmen    **CC:** Conservation Commission    **EDC:** Economic Development Commission  
**EMS:** Emergency Management    **GLA:** Gardner Lake Authority    **HS:** Historical Society  
**IWCC:** Inland Wetlands and Conservation Commission    **PW:** Public Works  
**PZC:** Planning and Zoning Commission    **Rec:** Recreation Commission

## Chapter 4: Natural Resources

The Town of Salem has successfully maintained its rural setting, picturesque landscapes, and intact ecosystems. The most recent Plan of Conservation and Development (POCD) Survey indicates the most important factor residents consider when moving to Salem is its rural environment.

A key component of the POCD is to identify those unique or special resources that exemplify the rural character of the Town of Salem. Protecting and mapping the locations of these special resources will help to ensure that future development activities will be sufficiently reviewed by various Commissions and Agencies to help minimize potential negative impacts to those critical resources. Consideration should be given to establishing a separate Conservation Commission to routinely identify and update our resource maps. As the Town of Salem grows and develops, efforts should be made to ensure that such development will be consistent with modern, Low Impact Development (LID) practices to further minimize impacts to the environment.

LID is a simple concept - designing and undertaking land re/development in a way that minimizes the effect of rainwater run-off and contaminants that modify and pollute our rivers, streams and harbors. These designs can also be designated to lessen our impacts on other aspects of the environment, including physical waste reduction through composting and recycled building materials<sup>4</sup>.

The term LID refers to systems and practices that use or mimic natural processes that result in the infiltration, evapotranspiration, or use of stormwater in order to protect water quality and associated aquatic habitat. LID employs principles such as preserving and recreating natural landscape features, minimizing effective imperviousness to create functional and appealing site drainage that treat stormwater as a resource rather than a waste product. EPA currently uses the term green infrastructure (GI) to refer to the management of wet weather flows that use these processes, and to refer to the patchwork of natural areas that provide habitat, flood protection, cleaner air and cleaner water. At both the site and regional scale, LID/GI practices aim to preserve, restore and create green space using soils, vegetation, and rainwater harvest techniques. LID is an approach to land development (or re-development) that works with nature to manage stormwater as close to its source as possible. There are many practices that have been used to adhere to these principles such as bio-retention facilities, rain gardens, vegetated rooftops, rain barrels and permeable pavements. By implementing LID principles and practices, water can be managed in a way that reduces the impact of built areas and promotes the natural movement of water within an ecosystem or watershed. Applied on a broad scale, LID can maintain or restore a watershed's hydrologic and ecological functions<sup>5</sup>.

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<sup>4</sup> University of Connecticut: Office of Sustainability. *Low Impact Development*.

<https://sustainability.uconn.edu/low-impact-development-2/#>

<sup>5</sup> United States Environmental Protection Agency. *Urban Runoff: Low Impact Development*.

<https://www.epa.gov/nps/urban-runoff-low-impact-development>

Secondary to identifying the unique and special resources, the POCD balances the interest in future development uses with conservation of open space resources. The conservation of our natural resources will help ensure the physical health of our natural community and the quality of life in the Town of Salem. It is critical that town residents, leaders and staff be educated on the identification of and importance of protecting our natural resources. This includes open space, aquifer protection, wetlands and proper septic system maintenance.

The Town of Salem is exploring options for integrating climate adaptation and sustainable principles and practices into our land use and conservation planning. While Salem does not experience coastal flooding like our neighboring Towns of Lyme, Old Lyme and East Lyme, Salem does experience extreme weather events which contribute to inland flooding. The creation of a Climate Action Plan, to include developing a map of natural hazard areas, would provide guidance to residents and developers to protect areas of Salem affected by climate change such as extreme weather and inland flooding. The Town should consider roadway alterations and drainage improvements to those Town owned roads and properties that experience significant flooding and emergency access issues. Research suggests that the U.S. will experience more intense hurricanes that carry higher wind speeds and more precipitation as a result of global warming (*see Map 2: Areas at Risk of Flooding*) (Southeastern Connecticut Council of Government, Regional Plan of Conservation and Development 2017; Resilience, Climate Change and Rising Sea Level, p 124). The Town may consider policies that limit development and redevelopment in flood-prone areas while providing incentives to encourage development in upland areas. Areas that are affected by extreme weather, including Darling Road, experiences flooding from storms. Most, but not all, of the flooding locations are stormwater related.

The Town of Salem, utilizes the Connecticut Guidelines for Soil Erosion and Sediment Control (2002), to protect its natural resources during development. This is applicable to all roads within the Town of Salem in the Town Ordinance (Chapter 94, Section 94.08, B 1) and is further reinforced in the Subdivision Regulations (Chapter 6, Section 6.10).

The 2004 Connecticut Stormwater Quality Manual provides guidance on the measures necessary to protect the waters of the State of Connecticut from the adverse impacts of post-construction stormwater runoff. This manual focuses on site planning, source control, and stormwater treatment practices and is intended for use as a planning tool and design guidance document by the regulated and regulatory communities involved in stormwater quality management. The Town of Salem should consider requiring the application of these principles in the design and construction of municipal roads and drainage areas via a Town Ordinance and Subdivision Regulation<sup>6</sup>.

The Town of Salem sits on top of four regional basin drainage divides: the Eightmile, the Yantic, the Thames Main Stem, and the Southeast Western Complex; as well as three major drainage

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<sup>6</sup> State of Connecticut Department of Environmental Protection. *2004 Connecticut Stormwater Quality Manual*. [https://portal.ct.gov/-/media/DEEP/water\\_regulating\\_and\\_discharges/stormwater/manual/StormwaterManualCompletepdf.pdf](https://portal.ct.gov/-/media/DEEP/water_regulating_and_discharges/stormwater/manual/StormwaterManualCompletepdf.pdf)



basins - the Connecticut River, the Thames River, and the Southeast Coast (*see Map 3: Regional Watersheds*). This geography provides residents with a potable water supply, clean lakes and streams suitable for recreational uses and support of wildlife populations.

The natural hydrologic cycle of rainwater infiltration and groundwater recharge helps to maintain the high-water quality of our rivers and streams because of the low amount of land development in Salem, which in turn supports the richness and diversity of our forested habitats. Indeed, Salem is home to a variety of critical habitats (*see Map 4: Critical Habitats*).

Important to the protection of our basins, watersheds and aquifers, is protection from invasive species and following best management practices for stormwater, and agricultural water runoff. The Town would benefit from the creation and updating of a Municipal list of Invasive Species using the latest Connecticut Invasive Plant List. The Economic Development Commission could encourage local nurseries to carry local native plants and land use agencies and commissions could encourage developers and the Town to utilize native plants in development.

Best Management Practices (BMP's) can be developed utilizing various state and public agencies such as Connecticut Department of Energy and Environmental Protection (CTDEEP), Connecticut Conservation District, USDA Natural Resources Conservation Service, Eightmile River Watershed Committee, UCONN Clear for addressing stormwater runoff and agricultural runoff in our community. Public outreach and education are critical to implementing this tool.

The Town of Salem is proud to make up one-third of the municipalities federally recognized for preserving and protecting the Eightmile River Watershed, a National Wild & Scenic River system. This watershed designation comprises two-thirds of Town, and runs across multiple zoning districts, including most of the business and town service areas. The Eightmile River Watershed is highly protected, and the zoning regulations applicable to the watershed have been recently strengthened for better enforcement (*see Map 3: Regional Watersheds*).

The Eightmile River Watershed Management Plan identified six outstanding resource values and five Tier One Management Tool Recommendations for implementation by local municipalities working with the Eightmile River Wild and Scenic Coordinating Committee, as the most effective means to protect this exceptional natural and cultural resource shared by Salem, Lyme and East Haddam. The six outstanding resource values of the Eightmile River Watershed are:

- A. Watershed Hydrology
- B. Water Quality
- C. Unique Species and Natural Communities
- D. Distinct Geology
- E. Watershed Ecosystem
- F. Cultural Landscape

The five “Tier One” Management Tool Recommendations identified in the Eightmile River Watershed Plan are:

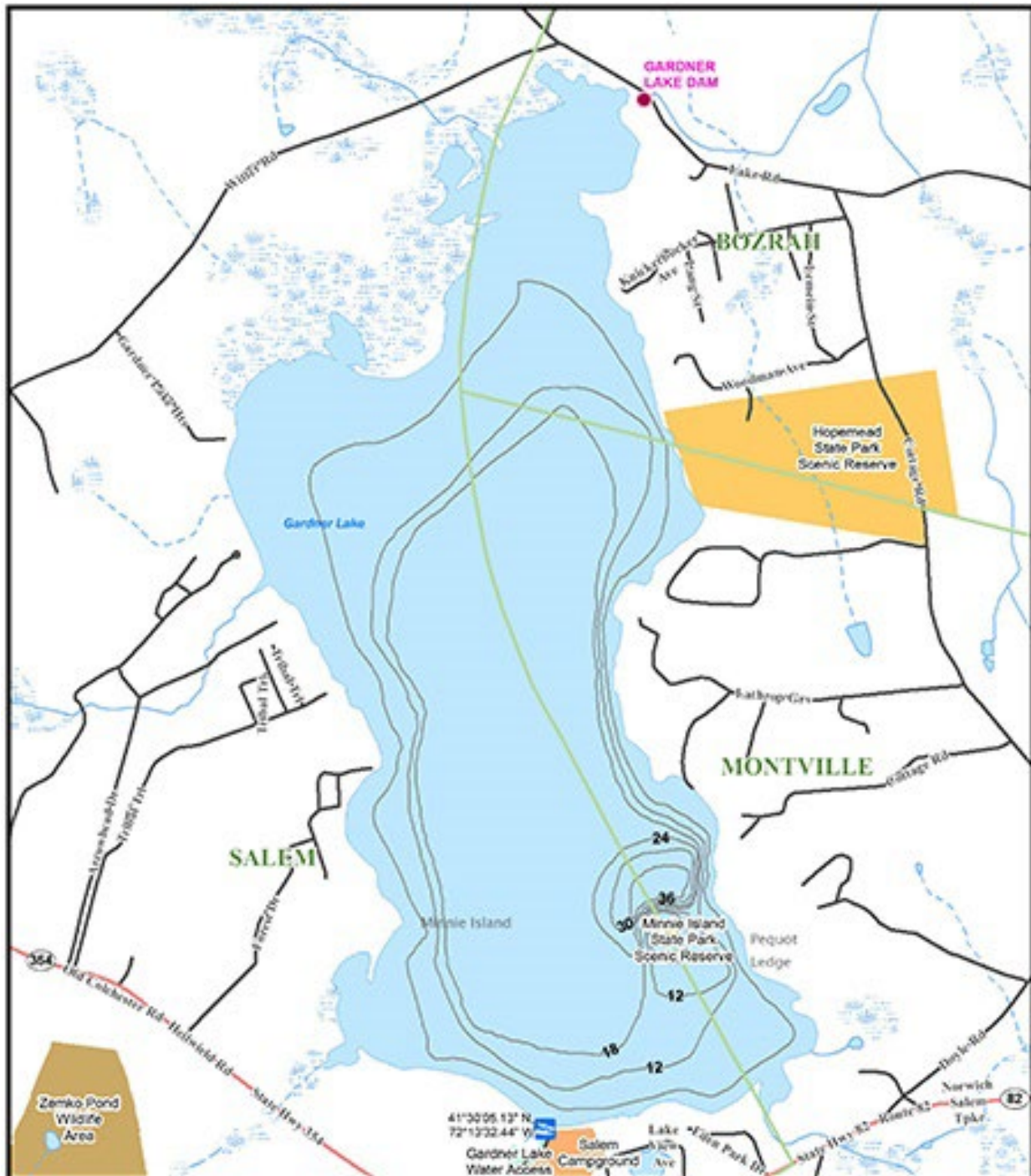
1. Riparian Corridor Protection - The Eightmile River Watershed Overlay District was recently updated by P&Z in 2021 to provide concise language, and effective enforcement.
2. Habitat Fragmentation - *Recommended Action*: Commit to making protection of important habitat blocks an open space conservation priority and be a partner in pursuing federal funding to support such types of acquisitions.
3. Increases in Impervious Surfaces - *Recommended Action*: Each community sets a maximum impervious surface goal of 10% for any local watershed and 4% for the Eightmile River Watershed as a whole. (p. 88)
4. Stormwater Management - *Recommended Actions*:
  - (i) Require the 2004 CT DEEP Stormwater Quality Manual be used as guidance for the design, implementation and maintenance of all new and existing stormwater systems in each community.
  - (ii) Complete and implement a Stormwater Management Plan for each municipality's stormwater system as described in the State's General Permit for the Discharge of Stormwater from Small Municipal Separate Storm Sewer Systems (not likely to apply to Salem).
  - (iii) Adopt the University of Massachusetts guidance for watercourse crossings, an approach that is used by the Army Corps of Engineers (New England Region).
5. Eightmile Watershed Land Protection Program - *Recommended Action*: Establish an Eightmile River Watershed Land Protection program that takes a cooperative approach to implementing an open space conservation strategy for the Watershed.

The Watershed Management Plan also outlines Tier Two management tool solutions (*see Appendix 1: Eightmile River Watershed Management Plan, for further details on the importance of protecting the outstanding resource values of the Eightmile River Watershed, and a summary of Tier One and Tier Two Management tools*).

Some of the Tier 1 and Tier 2 Tools have been implemented. For example, Salem has established an Eightmile River Watershed Overlay District encompassing all perennial streams and rivers in the Eightmile River Watershed (*see Appendix 2: Planning and Zoning Regulations - Section 25A - Eightmile River Watershed Overlay District*). The Town of Salem Planning and Zoning Commission (PZC) and Inland Wetlands and Conservation Commission (IWCC) continue to work with the Eightmile River Wild and Scenic Coordinating Committee to review, and prioritize all Tier 1 and Tier 2 Tools, and complete the adoption of all prioritized management recommendations to fulfill our obligation to protect this Federally-recognized watershed.

Salem should explore a collaboration with stakeholders for funding to investigating the minimum buffer width for agricultural expansions and for tree canopy/understory temperature effects, and establish a baseline monitoring of the trees in the corridor with cutting edge technology from the air in winter and summer leaf color surveys.

Our extraordinary natural assets don't stop there. We also share the popular and publicly accessible recreation area of Gardner Lake, with two neighboring towns, Bozrah and Montville.



Connecticut Department of Energy and Environmental Protection

The Towns of Salem, Bozrah and Montville should continue to work together to ensure consistency among the land use policies and regulations pertain to protection of the Gardner

Lake water quality utilizing information from the recent study the Gardner Lake Authority commissioned.

Consideration should be given to creating protective measures for the Gardner Lake Watershed similar to those already adopted for the Eightmile River Watershed. These protective measures would provide similar resource protections to the Town of Salem's other surface water resources and watersheds. Working with the neighboring Towns of Montville and Bozrah to develop innovative and comparable land use regulations in the Gardner Lake Watershed would provide for uniform land use management and protection around the entire Lake, helping to preserve this natural resource (*see Map 3: Regional Watersheds*). For example, water quality, invasive aquatic weeds, and management of its nitrogen and phosphorus levels should be reviewed (*see Map 5: Water Quality*).

The Town of Salem has identified aquifers (areas of underground water), and created an Aquifer Protection Zone and Area of Aquifer Potential (*see Map 6: Zoning*). The Town has developed a process for adoption of an Aquifer Protection Ordinance, guided by the model regulations from the CTDEEP. Securing future availability of the water supply for Salem residents and business utilizing land use policies will protect the aquifers from the impact of development, catastrophe and terrorism. Education of residents is critical to this protection, as are policies regarding development.

Salem has exceeded state open space land acquisition and preservation goals through municipal, private and not-for-profit organizations (e.g., Salem Land Trust), or conservation easements. Open space in Salem has grown from 21% by area to 31% in the past 10 years, exceeding the CTDEEP's statewide goal of 21% conserved open space by 2023 (CTDEEP 2021) (*see Map 7: Open Space*).

Preservation of the Town of Salem's Inland Wetlands is the priority of the Town of Salem IWCC (*See Map 8: Wetland Soils*). The Town of Salem should consider implementation of Connecticut General Statute 22a-42g, which provides that any municipality may, by ordinance, levy a fine of not more than \$1,000.00 for violations of its' regulations.



*Salem is home to the incomparable Walden Preserve and other wildlife sanctuaries.*

<b>Chapter 4: Natural Resources</b>			
<b>Goal</b>	<b>Action Step</b>	<b>Responsible Party</b>	<b>Completion Timeframe (in years)</b>
<b>Identify, Map, and Protect Salem's Natural Resources</b>	Consider creation of Conservation Commission separate from the Inland Wetlands and Conservation Commission.	IWCC, BOS	4-6
	Create and maintain a Natural Resources Inventory	IWCC	1-3
	Develop a process to identify areas of unique value to Salem	IWCC	1-3
	Develop means of protection for areas of unique value	IWCC, PZC	4-6
	Require areas of unique value to be shown on plans of development	PZC	4-6
	Encourage Low Impact Development (LID) making Salem attractive to this type of development	PZC	1-3
<b>Education</b>	Educate and train town residents, leaders, and staff on protecting natural resources (open space, aquifer, wetlands, septic systems, etc.)	IWCC	1-3
	Utilize the town website to provide resources and educational material on these protections	BOS	1-3

<b>Climate Adaption and Sustainability</b>	Create a Salem Climate Action Plan to protect those corridors of the town's waterbodies and watersheds from extreme weather events such as flooding	IWCC	1-3
	Create a map of natural hazard areas	IWCC	1-3
	Consider road and drainage improvements for frequently flooded Town roads	BOS/PW	1-3
	Consider policies that limit development in flood-prone areas and incentivize development in upland areas	PZC	1-3
<b>Stormwater Quality</b>	Implement the Connecticut Stormwater Quality Manual (2004), as amended, in the Town Ordinances and Subdivision Regulations	BOS, PZC	1-3
<b>Invasive Species and Best Management Practices</b>	Maintain a list of municipal invasive species, as seen in Appendix 3	IWCC	1-3
	Encourage local nurseries to sell native plants	IWCC, EDC	4-6
	Encourage developers and the town to only utilize native plants	BOS, PZC	7-9
	Create Best Management Practices	IWCC	1-3
	Educate public on Best Management Practices	IWCC	4-6
<b>Eightmile River Watershed Management Plan</b>	Review, prioritize, and evaluate the status of implementation of the Tier 1 and Tier 2 tools of the Eightmile River Watershed Management Plan	IWCC, PZC	4-6
	Request an investigation into the modification of buffer width and agricultural expansions, tree canopies, etc.	IWCC, PZC	1-3
<b>Gardner Lake Watershed</b>	Consider protections similar to the Eightmile River Watershed Management Plan to protect this natural resource	IWCC, PZC	4-6
	Work with Bozrah and Montville to ensure current land use policies are consistent as to the protection of Gardner Lake water quality utilizing recent study from the Gardner Lake Authority	IWCC, PZC, GLA	1-3
<b>Protection of Wetlands</b>	Create ordinance under CGS 22a-42g for fines for wetlands violations	BOS	7-9
<b>Aquifer Protection and Areas of Aquifer Potential</b>	Enact Town Ordinance for Aquifer Protection	BOS	4-6
	Educate Town residents regarding the importance of aquifer protection	IWCC	4-6

**BOS:** Board of Selectmen    **EDC:** Economic Development Commission    **GLA:** Gardner Lake Authority  
**IWCC:** Inland Wetlands and Conservation Commission    **PW:** Public Works    **PZC:** Planning and Zoning Commission

## Chapter 5: Agriculture and Forestry

Agriculture is a vital part of Salem’s history, character, and past economy. Historically, Salem was home to both large and small family-owned farms, as well as family-owned lumber mills. The nature of agriculture in Salem has changed, with more small farms, direct to consumer sales, and greenhouses, and less of the dairy and lumber production of the past. Salem is still a rural agricultural community, with many of the small farms of the past remaining as preserved land. We have more pleasure horse farms now, and fewer dairy or beef farms. Rather than operating lumber mills, private landowners sustainably timber their own forestland and sell to commercial lumber companies.

The preservation of past agricultural lands provides for future agricultural uses in Salem, for vegetable crops, pastures for dairy or beef, or other animals, hay, apiculture (beekeeping), berries, and fruit trees. With land preservation, even as agricultural needs change, the working land will still be there to provide the soil necessary for human or animal food production and the forests will still provide lumber and firewood (*see Map 9: Farmland Soils*).

Agriculture in Salem is no longer only a soil-based activity occurring exclusively outdoors. Local forms of agriculture can be as diverse as the raising of dairy cows, chickens sold for meat or used for eggs, greenhouses for vegetables or plants, orchards, maple syrup, dairy production for cheese and ice cream, the growing of Christmas trees, and cultivation of landscaping materials.

The Special Agriculture Floating Zone is an example of how Salem can support agriculture and compatibility with the POCD. The Special Agriculture Floating Zone, and other potential zones like it, will and could help preserve the historic agricultural character of Salem. In its efforts to help preserve farmland, Salem should consider additional uses to the agricultural floating zone.

One of the most unique uses of prior farmland in Salem is the Fox Farm Brewery on Music Vale Road. Opened in 2017 on the land of the Fox family, which now consists of about 30 acres of land. The Salem Herb Farm, which sits on Route 85, was previously used as a nursery, with exquisite gardens and plantings. The family that owns the farm, and whose family have owned it for generations, converted the property into an event venue to host weddings and special events. Both of these businesses required special permitting under the town’s Zoning regulations.

Salem has provided and should continue to provide alternative uses for farmland that promote economic development within the rural character of the Town, while preserving pristine farmlands. The creation of an agricultural commission to advocate for and implement policies that promote agriculture locally and should join a regional agricultural council as noted in the 2017 Regional Plan of Conservation and Development by SCCOG. Salem may want to consider utilizing public land for farming purposes, continuing support for the Community Garden Program, where residents can grow their own food on small plots. Community Supported

Agriculture (CSA) on town owned property could further support farming and agriculture while providing an economic return to the Town on parcel sitting unused.

One of many challenges to agriculture besides land development, is fewer young people choose to be farmers. This contributes to the loss of farms, as aging farmers are forced to sell off land.

Southeastern Connecticut should be aware of the potential threats posed by projected shifts in climate, and weather events. “The Governor’s Steering Committee on Climate Change produced a report in 2010 documenting the expected impacts of climate change in Connecticut, including: Negative impacts on agriculture, especially shellfish, maple syrup, and dairy...”. [SCCOG 2017 Regional Plan of Conservation and Development p 124]. Specifically, towns like Salem are more likely to be at risk of flooding, and hurricane damage, increased frequency and/or severity of both summer and winter storms.

Public Act 490 (PA 490) is Connecticut's law (Connecticut General Statutes Sections 12-107a through 107-f) that allows your farm, forest, or open space land to be assessed at its use value rather than its fair market or highest and best use value (as determined by the property's most recent "fair market value" revaluation) for purposes of local property taxation. Without the lower use value assessment, most landowners would have to sell the land because they would not be able to afford the property taxes on farm, forest, or open space land.

Salem’s local farms and agricultural products are an asset to the region and our community. As consumers are seeking to connect with local food producers and local agricultural products and artisans, Salem should consider a farmers’ market or locally located co-op to support the expansion of agriculture and connect potential consumers with these locally sourced products.

PA 490 was passed by the legislature in 1963. Every state has a Use Value Assessment law for farm, forest and open space land, with different rules in regard to its particular Use Value Assessment law. The legislature identified PA 490 as an important preservation tool for land in the 1960’s. Tax savings can be significant but are different for each situation. Public Act 490 allows farmers to continue to farm, and other landowners to continue to own forest and open space land without being forced to sell it to pay the local property taxes. Should an owner wish to remove land designated as farm, forest or open space they may be subject to a conveyance tax penalty, especially if it is within a ten-year period of the initial date of classification.

Applications for PA 490 are made by through an Application to the Town Assessor. The state law sets no minimum for farmland. Some towns offer the PA 490 Open Space classification as a municipal option and can set minimum acreages for open space. Owners of forest land (generally 25 acres or more), must employ the services of a certified forester to complete a Qualified Foresters Report. The Qualified Foresters Report must be dated on or before October 1<sup>st</sup> in the year in which the land is to be classified. The forest landowner can then submit the forest land application accompanied by the Qualified Foresters Report to the assessor between September 1 and October 31.



Once the forest land owner has been granted a farm, forest, or open space land classification under PA 490, the classification can only be removed if the use of the land changes or the land ownership changes. Once the ownership of the land changes (for whatever reason), the farm, forest, or open space land classification is lost, and the new owner(s) must reapply. The town does have the right to periodically ask the landowner for an update of the usage of their PA 490 land.

When the legislature passed PA 490 in 1963, it included (and continues to this day) in the law's wording that "it was in the public interest to encourage the preservation of farm, forest, and open space land." Thus, in this respect PA 490 is fair to both the Town and other taxpayers. Even with the lower property taxes collected, the towns do not sacrifice property tax revenues because of PA 490.

Studies conducted across the nation, and closer to home by the American Farmland Trust, have conclusively proven that property tax revenues generated by farm, forest, or open space land, are far greater than the expenditures by the town to service that land. Under the current structure, the residential sector costs a town more to service than the amount of property tax generated from that sector. Because commercial and industrial development require services and attract more residents, these sectors may also result in increased tax burdens. Thus, farm, forest, and open space land can help control and maintain reasonable rates of property taxation for all of a town's taxpayers.

Connecticut offers farmers various tax reduction or exemption programs on personal property tax. State mandated programs include a \$100,000 exemption for farm machinery, horses or ponies, farmer's tax exemption permit, PA 490, and property tax exemptions for farm tools and farm equipment.

Salem should consider municipal option tax reduction programs such as an additional \$100,000 exemption on farm buildings (CGS 12-91), additional \$100,000 exemption for farm machinery, horses and ponies (CGS 12-91 (b)), property tax exemption on horses or ponies (PA 14-33), or property tax abatement (CGS 12-81 (m)).

Efforts should be made to encourage landowners to preserve large tracts of farmland, either through PA 490 Farmland program, agricultural easements (or sale of development rights), which provide permanent preservation of farmland.

In Connecticut, while the results vary among small towns, studies have repeatedly shown that these undeveloped lands cost less than half of the property taxes paid on them, for the community services provided. Residential land repeatedly costs the towns more than they pay in taxes for community services. The most recent study found was completed for the town of Lebanon in 2007 by the Last Green Valley and shows that for every \$1.00 paid in property taxes on open space, farm and forest land, these lands used \$0.17 in services. In this same study Residential properties cost the town of Lebanon \$1.12 in community services for each \$1.00 paid

in taxes. In the Lebanon study Commercial/Industrial lands used \$0.16 in services per \$1.00 in taxes paid. This category too varies among towns (see *Map 10: Forest and Farm PA 490 Land*).

**PA 490 (Acres)**

Year	Farm Acres	Forestry Acres
2009	6019.60	1807
2012	5970.58	2407.78
2021	2722.71	6414.78

In 1996, U.S. Secretary of Agriculture Daniel Glickman issued a Memorandum on United States Department of Agriculture (USDA) sustainable agriculture policy. It stated, "USDA is committed to working toward the economic, environmental, and social sustainability of diverse food, fiber, agriculture, forest, and range systems. The USDA will balance goals of improved production and profitability, stewardship of the natural resource base and ecological systems, and enhancement of the vitality of rural communities. The USDA will integrate these goals into its policies and programs, particularly through interagency collaboration, partnerships and outreach." [Secretary's Memorandum 9500-6: *Sustainable Development* (USDA, Office of the Secretary, Sept. 13, 1996)]

The goal of achieving a sustainable planet, one that will accommodate the basic needs of its present inhabitants while preserving the resources that will enable future generations to flourish, has gained increasing acceptance. Although certainly not mainstream at this point, sustainable agriculture is now being addressed by the agricultural community in significant ways. For example, the National Institute of Food and Agriculture includes Integrated Pest Management (IPM), Rotational Grazing, Soil Conservation, Water Quality/Wetlands, Cover Crops, Crop/Landscape Diversity, Nutrient Management, Agroforestry and Alternative Marketing strategies in their list of sustainable farm and ranch practices<sup>7</sup>.

"Too often communities focus on developing land versus preserving agriculture. Both have their pluses, but only agriculture provides sustainable value in terms of the environment, municipal finance, aesthetics, and food security, which can be appreciated by everyone." Philip Chester, Lebanon Town Planner. [Conservation and Development Policies: The Plan for Connecticut 2013-2018, P18].

While Connecticut lost 12.1% of its farmland from 1997 to 2002, the largest percentage of any state, according to the 2002 USDA Census of Agriculture, farmland made a small comeback in the state of Connecticut between 2002 and 2012, with a total acreage of 436,539, an increase

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<sup>7</sup> US Department of Agriculture. *Sustainable Agriculture Programs*.

<https://www.nifa.usda.gov/grants/programs/sustainable-agriculture-programs>

of 79,385 acres. In 2017, the most recent USDA Census of Agriculture, farmland again was reduced to 381,539 acres, a reduction from 2012 of 55,000 acres of farmland<sup>8</sup>.

This land became housing developments, shopping centers, highways and roads. Farmland is an easy type of land for developers to build upon; it contains good drainage, is generally flat or gently rolling, bedrock is not close to the surface, and not usually wetlands. In small towns such as Salem, this is a developer’s dream. Little to no tree clearing, excellent soil for drainage for septic systems, and it is conducive to the creation of residential and commercial uses under zoning regulations and subdivision regulations. Particularly in small rural towns, this sets up a competition for the “best” soils between land for food sources, timber and natural resource protection, and development.

<b>Chapter 5: Agriculture and Forestry</b>			
<b>Goal</b>	<b>Action Step</b>	<b>Responsible Party</b>	<b>Completion Timeframe (in years)</b>
<b>Continue to support agricultural uses of existing farmlands</b>	Review the Special Agriculture Floating Zone to consider additional permitted uses	PZC	1-3
<b>Creation of Agricultural Commission</b>	Consider creation of an Agricultural Commission to promote local agriculture	BOS	7-9
	Join a regional agricultural council if and when it is created	BOS	7-9
<b>Utilization of Town land for farming</b>	Consider utilizing public land for farming, such as a Community Garden or Community Supported Agriculture	BOS/PZC	1-3
<b>Farm tax exemptions</b>	Enact additional farm tax reductions or exemptions on personal property tax	BOS/Assessor	4-6
<b>Support sustainable agriculture</b>	Support and encourage sustainable practices throughout local farms	BOS/PZC	4-6

**BOS:** Board of Selectmen **PZC:** Planning and Zoning Commission

<sup>8</sup> US Department of Agriculture. *Census of Agriculture: Connecticut*. [https://www.nass.usda.gov/Publications/AgCensus/2017/Full\\_Report/Volume\\_1\\_Chapter\\_1\\_State\\_Level/Connecticut/](https://www.nass.usda.gov/Publications/AgCensus/2017/Full_Report/Volume_1_Chapter_1_State_Level/Connecticut/)

## Chapter 6: Historic and Archaeological Resources

The source of the town's name is ancient and fascinating. Salem is a Hebrew word interpreted as "peace" or "at peace," and also "perfect" or "complete." It is a biblical place name appearing first in the Book of Genesis, and later Salem is cited as the city of God's dwelling place in Zion. According to the first century Romano-Jewish historian and military leader Flavius Josephus, "The general opinion among the Jews was that Salem was the same as Jerusalem...," thus the names were interchangeable.<sup>9</sup>

The Town of Salem was incorporated in 1819 as a religious parish from lands that were formerly part of Montville, Lyme, and Colchester. In the early 18<sup>th</sup> century, settlements spread into a remote area around Gardner Lake, known as Paugwong by the Mohegan Tribe. Paugwong was a favorite hunting ground of the Tribe until it was sold to the colonists. Through the years before incorporation, Salem had several names, including New Salem, Salem Parish, The Society of Salem, and Paugwong.

The name New Salem Parish was in honor of Colonel Samuel Browne, a wealthy merchant from Salem, Massachusetts. Colonel Browne, the largest landowner in Salem, CT, had a large population of enslaved people who worked on his plantation. This 9,500 acre plantation was confiscated by the Connecticut General Assembly during the Revolution and sold off. William Browne, a Tory (a sympathizer of the British Crown against American independence) who inherited the plantation, fled America to become the Governor of Bermuda.

Salem has always been a farming community with small population growth because of the makeup of the land, but in recent decades, Salem has become a bedroom community. Although the population has nearly tripled from 1,420 to 4,250 residents since the introduction of Route 11 in 1972, Salem maintains the attractive rural character that many cite as the reason they locate their families here.

### Notable People from Salem

Samuel M. Hopkins (1772-1837) was born in Salem and became a lawyer and a United States Representative for New York.

Hiram Bingham III (1875-1956) was an explorer, Lieutenant Governor of Connecticut, and United States Senator, who led an expedition to explore the "lost city" of Machu Picchu in Peru in 1911. He brought back an abundance of valuable artifacts which he deposited at Yale University and the National Geographic Society. After much negotiation, Yale returned many of the items to the Peruvian government in 2011.

Hiram Bingham IV (1903-1988) rescued thousands of Jewish people from death in concentration camps during World War II, while he was the Vice Consul in Marseilles, France. In 2006, a U.S.

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<sup>9</sup> Flavius Josephus. *The Antiquities of the Jews*. Circa AD 93.

postal stamp was issued in his honor, and in 2011, the Simon Wiesenthal Center posthumously awarded him their Medal of Valor.

### Notable Places in Salem

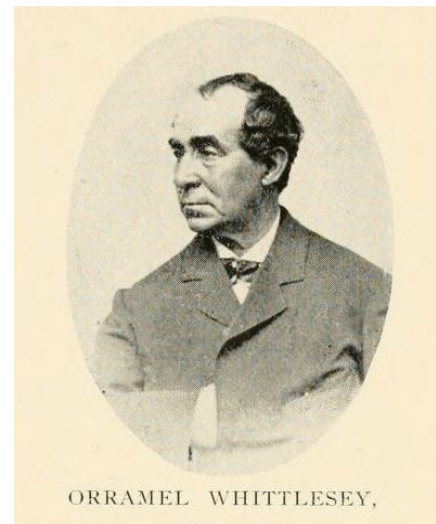
The Congregational Church of Salem (TCCS) has been in continuous service since 1728 (for context, it was not until 1732 that George Washington was born). Originally, the church was located on Music Vale Road, and then relocated to property on Witch Meadow Road, where a cemetery is still maintained (*see Map 11: Cemeteries*). In 1838, the church was rebuilt in its current location on the town green. In 2030, TCCS will celebrate its tercentennial anniversary as Salem's oldest continuously operating institution as it still serves the spiritual needs of local people. The primary church building is prominent on the town green and is also the first building depicted on the Town seal. Today's TCCS maintains several buildings on the green which benefit its work and the community. The annual Applefest held by TCCS is one of Salem's best attended and most anticipated civic events. Applefest began in 1970 as a TCCS fundraiser by church members including Judy Gadbois and Priscilla Howard. The 53<sup>rd</sup> annual Applefest was held in the year this document was published.

The Whittlesey Piano Factory was established in 1833 by the Whittlesey brothers on Route 85 somewhere near where the Salem Firehouse exists today. The fortepianos were made of rosewood and mahogany and all of the fine workmanship was performed by hand. Two pianos remain permanently on display in the Salem Historical Society.



*Whittlesey fortepianos*

Salem became widely known upon the founding of Music Vale Seminar by Oramel Whittlesey in 1835. This women's music seminary was very successful for over 40 years and educated hundreds of young ladies from many different parts of the United States, Canada, and the West Indies. It is important to note that private schools for women were not very common during this time. Students would arrive at Norwich and then were taken to the school in two colorful wagons called the Robin and the Bluebird. The seminary burned down in 1868 and was rebuilt. After a second fire in 1897 only the foundation remained and is now marked with a sign. The school is credited with being the first music conservatory in the United States. Oramel Whittlesey was greatly respected by the local farming community and held positions of Justice



of the Peace, Judge of Probate, Postmaster, and State Senator from the old Ninth Senatorial District.

A stagecoach made daily trips from New London with the mail and the Hartford post coach made the trip once a week. Salem resident David Wordell has an antique carriage and sleigh museum on the Olde Ransom Farm on Route 85 that houses many examples of carriages and sleighs of the time period. A replica of the Bluebird carriage from the Music Vale Seminary, seen below, is also in his collection.



*David Wordell in the driver's seat of his Bluebird Carriage replica at the Salem Green with period dress re-enactors at the 2019 Salem Bicentennial Celebration. Photo by Susan Wordell*

Fairy Lake Farm, which covered 2,800 acres, was one of the first farms with electricity in rural United States. Frederick C. Rawolle, Jr., was an inventor holding a patent used in the oil drilling business. This patent earned him 50 million dollars, which vanished with the fall of the stock market in 1929. However, between 1917 and 1924, he had completed his land acquisitions and electrified the farm at a cost of one million dollars. At that time the nearest electrical power was twelve miles away in New London. The Town of Salem was not electrified until 1947, as part of the Rural Electrification Program.

Several Salem houses are listed on the National Register of Historic Places. These include the Woodbridge Farm on Woodbridge Road, the Simon Tiffany House on Darling Road, and the Abel Fish House on Rathbun Road. In 1980, the area around the Salem Town Green, which has not changed much since 1840, was designated a Historic District on the National Register. Establishment of a Village Center District was proposed as a goal in Chapter 10 of the 2012 Plan of Conservation and Development, but has been removed from this updated version, as the townspeople were not interested in proceeding.

**Chapter 6: Historic and Archaeological Resources**

<b>Goal</b>	<b>Action Step</b>	<b>Responsible Party</b>	<b>Completion Timeframe (in years)</b>
<b>Promote the identification and preservation of special historic and archaeological resources</b>	Produce and update regularly a database of all historic resources and archaeologically sensitive areas in Salem. Items of special cultural heritage should be noted to determine if they need special attention.	CC, HS	4-6
	Generate and periodically update a map identifying the location of special historic and archaeological resources in Salem.	CC, HS	4-6
<b>Protect and maintain the ancient cemeteries in Salem</b>	Add a 25 foot protective buffer measured from surrounding walls or any identified human burial in the absence of any other boundary.	PZC	1-3
<b>Town Signage and Maintenance</b>	Maintain Town signs at borders on Routes 82, 85, and 354.	BOS, PW, HS	1-3
<b>Educate residents about rich archaeological and historical past</b>	Generate and circulate educational materials that define, locate, and provide the history of historic and archaeological resources in Salem.	CC, HS	7-9
	Sponsor events that dramatize and memorialize significant historic and archaeological resources in Salem.	BOS, CC, HS	1-3
	Encourage display cases in Town facilities to display Salem historic memorabilia.	BOS, CC, HS	1-3

**BOS:** Board of Selectmen    **CC:** Conservation Commission    **HS:** Salem Historical Society  
**PW:** Public Works    **PZC:** Planning and Zoning Commission

## Chapter 7: Economic Development

As a rural and predominantly bedroom community where people commute to their jobs from, Salem's tax base is primarily supported by single family residential properties, with a secondary base of commercial properties comprised of small, locally owned retail and service businesses. Large industrial commercial properties are few in number, with rock quarrying and stone products comprising the majority of industrial businesses. Salem has an active Economic Development Commission (EDC) which is appointed by the Board of Selectmen. The EDC's principal goal is to promote retention and expansion of the commercial and industrial tax base with an emphasis on businesses of appropriate type and scale to preserve the rural character of the town.

With preservation of rural character a prime directive, Salem's industrial, commercial, and general business zones are exclusively located along the state roadways (State Routes 11, 82, 85 and 354) which pass through Salem. The most centralized business district is located approximately 1-mile south of Salem's Town Hall, at the intersections of Routes 82 and 85 (formerly known as Salem Four Corners). Average daily vehicle count at this intersection is 12,300 vehicles<sup>10</sup>, with traffic counts as high as 15,000 vehicles per day during the summer months (June thru August). The Town of Salem's demographic make-up currently supports its local economy well, while allowing for opportune future commercial growth. It boasts a median household income of \$109,460; median home value of \$288,500; and a median rental rate of \$1,347 (American Community Survey Data, 2019).

Since the effective date of the 2012 Plan of Conservation and Development (POCD), several new businesses to Salem have been permitted, built, and have become successful. New businesses to Salem include but are not limited to: Harris Brook Commons, Anytime Fitness, Gardner Lake Liquors, Statewide Pawn, Salem Health Mart, American Attic Antiques, R +W Heating Energy Solutions, Fox Farm Brewery, Salem Valley Veterinary Clinic, Dollar General, and others. Over the same period, several existing commercial buildings have been repurposed to suit the needs of Salem residents. Such examples include: Dunkin Donuts, Arborio Brothers, The Mill Resale Company, Right of Way Solutions, Two Sisters Trading Post, The Red House Cultural Arts Center, The Herb Farm, Symons Farm, and others.

Recreational facilities within Salem, which directly contribute to its economic wellbeing, include two seasonal campgrounds; a recently added a State Park (Gardner Lake State Park) containing a beach and a boat launch; a hiking trail network; the scenic Eightmile River Watershed (federally designated as wild); as well as active equestrian and farming activities.

The EDC continually encourages the Planning and Zoning Commission (PZC) to review zoning regulations and maps to promote future economic growth. With such encouragement, the PZC undertook many important changes in their zoning regulations over the decade since the 2012 POCD. As an example, after federal designation of the Eightmile River Watershed, PZC enacted,

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<sup>10</sup> CT Dept. of Transportation - Traffic Monitoring Count Data – 2018



and recently revised, overlay zone support regulations to preserve this natural resource for the sake of wildlife and outdoor recreation, and further promote ecotourism and enhance interest in visiting Salem. In addition to this, PZC added “Special Agricultural Floating Zones” which opened opportunities to repurpose underutilized agricultural buildings or farmlands. Successful implementation of this regulation included the conversion of an herb farm into an active event/wedding venue known as “The Salem Herbfarm”, and a former dairy barn converted for usage as a microbrewery “Fox Farm Brewery”.

While outside of its normal purview, the EDC additionally considered the expansion of residential development as it pertains to continued economic growth within the town, and recommended revisions specific to age restricted/senior housing. In response to such recommendations, the regulation allowing age restricted/senior housing have been extensively revised by the PZC and are now being used to complete a 48-unit age-restricted rental apartment complex, where primary residents are required to be 55+ years of age, with no resident under 18 years of age.

The EDC, in conjunction with other boards/commissions, has adopted new initiatives to help promote the retention of businesses, while simultaneously supporting their economic health and their contribution to the needs of town citizens. Such initiatives include “buy local” branding; trifold tourism brochures (2018), and two Businesses and Services Directories (distributed in 2019 and 2021). Additionally, the EDC plans to amend and distribute a third directory (2022/2023) which will include the myriad of home based businesses that were previously unknown; develop a social media presence to highlight our local and home businesses; and create initiatives to provide Salem based business access to local trade shows and Chamber of Commerce functions in order to brighten Salem’s commercial economic future.

Moving forward, the EDC will continue to be actively involved in helping retain existing businesses, promoting economic development of new ventures, and supporting the filling of any vacant storefronts or existing commercial buildings. In support of the EDC’s vision, the PZC has assigned an active liaison member to discuss the land use aspects of economic development with the EDC. It is expected that the role of this liaison will focus discussion on the inventory of undeveloped “Industrial”, “Highway Commercial”, and “Business Zone” parcels as defined by zoning regulations; and further judge their potential for development. Subject to this inventory, it is expected that the EDC would submit a recommendation to PZC, to either expand or changing the zoning designation of applicable parcels that might meet the needs of Salem residents and business developers, as to broaden the commercial tax base.

To further support Salem’s economic development, the EDC will place an emphasis on commercial development to include grocery, retail, restaurants, and professional services. It is anticipated that such businesses will be located near the intersections of Routes 85 and 82; Routes 82 and 11; and further, found within the commercial districts along Routes 85, 82, and 354. To attract these new businesses and continue to support existing businesses, the EDC will advise and recommend to the PZC measures which will promote housing of smaller footprints,

and amend regulations reducing the required minimum square footage, thereby allowing for future population growth and increasing the potential customers for Salem businesses. This desire appears to be reflected in the town survey.

<b>Chapter 7: Economic Development</b>			
<b>Goal</b>	<b>Action Step</b>	<b>Responsible Party</b>	<b>Completion Timeframe (in years)</b>
<b>Increase availability and attractiveness of commercial land in Salem</b>	Encourage PZC to identify or rezone optimal parcels for commercial development adjacent to State roads.	PZC/EDC	1-3
	Develop a social media presence to highlight and advertise Salem owned businesses.	EDC	1-3
<b>Prepare periodic inventories of Salem businesses</b>	Prepare or update Business and Service Directory.	EDC	1-3; 4-6; 7-9
	Conduct cluster analyses of Salem businesses to better allow business symbiosis and customer sharing.	EDC	1-3; 4-6; 7-9
	Evaluate untapped potential of business clusters (e.g. recreational support, ecotourism, farming extensions, antiques, etc.) for recommendations to PZC for zoning district adjustments and mapping.	EDC	1-3; 4-6; 7-9
<b>Encourage cooperation of Salem businesses including invisible home occupations</b>	Analyze clusters of home occupations/cottage industries in Salem.	EDC	1-3
	Suggest possible synergies among small businesses and cottage industries.	EDC	4-6
<b>Encourage Town/citizen support for local businesses</b>	Support local business recovery from COVID-19 pandemic by endorsing incentive grants and any other grants that may become available from State or Federal sources.	EDC	1-3

	Work with the Eightmile River Wild and Scenic Coordinating Committee, Salem Land Trust, Inland Wetlands and Conservation Commission and Recreation Commissions, and the BOS to apply for State/Federal grants to develop facilities for ecotourism.	EDC	1-3
<b>Continue to support age-restricted housing as a tax positive economic development and to respond to increased demand for smaller/rental/condominium units</b>	Review the existing Zoning and Subdivision Regulations to see where improvements could be made to encourage these types of housing.	EDC	1-3

EDC: Economic Development Commission PZC: Planning and Zoning Commission

## Chapter 8: Town Infrastructure and Services

The Town of Salem has a significant list of Town owned properties, many of which provide municipal services to taxpayers. Many of these are located North of the Salem Roundabout (previously Salem Four Corners), from Music Vale Road to Round Hill Road. Along this State Route 85 is the Salem Elementary School, serving grades K-8. High school students grades 9-12 primarily attend East Lyme High School under a long-term contract with the Town of East Lyme.



*Salem School, 200 Hartford Road*

The former home of the Salem Public Library sits alongside the school. Utilizing the first round of American Rescue Plan Act funds in 2022, the old library will be converted to a “free” library where books are sold on a donation basis. The building will be upgraded to provide a handicap accessible restroom and will also serve as an additional meeting space for Town organizations.

Continuing North Route 85, is the Austin O. Gallup House (circa 1840), locally known as the Zemko Sawmill property, which was purchased by the Town in 2013. The Zemko Sawmill property is approximately 13 acres, which are used for municipal purposes, including a public works storage area, the community garden, and a building for training utilized by the Fire Departments. Further North on Route 85 is the Salem Town Green. The Salem Historical Society occupies the Salem Town House (circa 1749), moved from Norwich and reconstructed in 1831. Next door is the Salem Center School, commonly known as the Town Grange, which is used as a meeting space for various organizations. This area is the major portion of Salem’s Historic District.

Built new in 2004 in response to a town survey on municipal priorities, the Salem Free Public Library offers 7,000 square feet to Salem residents for the lending of books, movies, music, and as additional meeting space. The Greek Revival Style building provides a children’s library and program room, a youth library with study carrels, adult stacks with task and social seating, two meeting rooms, public restrooms, and a staff area. Computers are available to library patrons as well. Respondents (16%) to the current Plan of Conservation and Development (POCD) Survey indicated the library services are insufficient, and that exploration and actions should be taken to improve this service.



*Salem Free Public Library, 264 Hartford Road*

The Salem Town Hall is located immediately North of the Library and serves all residents and taxpayers of the Town of Salem four days a week.



*Salem Town Hall, 270 Hartford Road*

The final structure three-quarters of a mile North on Route 85 is the Salem Volunteer Fire Company. Here volunteers as well as paid staff train and meet, and Emergency Services Equipment and Apparatus are stored.

Behind the Salem Town Hall, on Round Hill Road, two parcels of land contain the Public Works Building for storage of equipment and the Town of Salem Recreation Ball Fields. The Round Hill Rec-Plex contains a Babe Ruth Field, Major Little League Field, T-ball field, a skinned softball field, a full regulation-sized soccer field, 2 tennis courts with lights, 1 basketball court with lights, a 10-yr and under playscape, cinderblock concession stand with restrooms and storage, 6 dugouts with storage, and assorted picnic tables and benches for families to enjoy.

Other important properties that serve the needs of the community are the Town of Salem transfer station/recycling station located on Rattlesnake Ledge, which is operated on the previously used landfill.

The Multi-Purpose Path, also known as the Harris Brook Trail, with parking lot and trail head located on Music Vale Road, is a source of passive recreation for the public to enjoy the outdoors. The main trail runs from the parking area to Round Hill Road, with spurs that lead to Route 85, the back of the Salem School, the back of the Zemko Sawmill Property, and even through the Salem Cemetery to the Salem Town Hall. There are 2 intermittent water crossings associated with these spur trails. The main trail is approximately one mile long with a parking lot and 3 intermittent water crossings.

Purchased in 2005, Salem Community Park (formerly the Gadbois property) is a large parcel of land located between Route 82 and Forsyth Road. This approximately 95 acre parcel is home to a beautiful wooden pavilion available for community use which is accessible from Route 82. Running water and electricity are located on the site as well. A disc golf course and some trails are also provided. Accessed through the Forsyth Road entrance, the property contains recreation fields for various sports activities run by the Recreation Commission and the school.

Residents of the Town of Salem have expressed a desire to protect the rural character and agricultural appearance of Salem, while providing adequate and affordable services. The challenge is to maintain the quality of life for ourselves and future generations, while preserving our natural resources, rural character and economic strength.

Currently, the Town of Salem does not provide trash pickup at the curb. Trash is brought to the Town of Salem Transfer Station on Rattlesnake Ledge, which sits on the former landfill. Town labeled trash bags are available for purchase and can be packed with burnable trash for deposit at the transfer station. The site also collects recyclables such as clean cans and bottles and clean paper. Twenty-seven (27%) percent of the current POCD Survey respondents consider the current transfer station to be insufficient. The Board of Selectman should consider exploring improvements to this service. Based on the current POCD Survey results, residents would like to see further recycling available for glass from paper, greater hours of operation for working families to utilize the transfer station, a compost/mulch area, and the availability of curbside

pickup without hiring an outside business. While the Town of Salem does host Amnesty Days, residents find it costly and difficult to dispose of bulky items.

Utility services in Salem consist of electricity and cable. Electric service in Salem is provided primarily by Eversource, who maintains above ground services (pole-to-pole) along State and Town roads. Three-phase electrical service is available along Route 85, Route 354, Route 82 East of Route 11, and Rattlesnake Ledge Road. The industrial parcels in the Town of Salem, located along West Road near Route 11, do not have access to this type of electricity. The rural character of Salem lends itself to frequent power outages due to inclement weather, which are inconvenient to residents who are served by private wells and septic systems which require electricity to operate. These power outages have led some Salem Residents to request an Emergency Shelter in Town in the event of power outages for those with medical situations and equipment that require electricity, such as oxygen machines.

Overhead wires also carry the cables of the Town's cable and internet service provider, which is Xfinity/Comcast.

In 2019, a natural gas transmission line was installed in the State Right of Way from Route 82/Route 163 in Montville along Route 354 into Colchester. No lateral connections are available along this line.

Public Water is not available in Salem. Water is provided to residents of single-family homes, accessory apartments, and smaller multi-family homes via privately owned wells. These are permitted through the local health department, Uncas Health.

Larger apartment, condominium or age restricted properties have well water that is considered public water supply systems and are monitored by a Certified Water Operator (CWO). Public water supply is a public or private water system that provides water to at least 25 people. All of the existing public water supply systems in Salem served by a community well have private contracts or agreements with companies or people who are CWOs in the State of Connecticut. These water supplies are the responsibility of the individual associations.

The new age restricted development on Route 82, is a multi-metered system. The private well is owned and controlled by the Southeastern Connecticut Water Authority (SCWA), who maintains the Exclusive Service Area of Salem, pursuant to an agreement with the Town of Salem, established under the Eastern Connecticut Water Utility Coordinating Committee (ECWUCC). The ECWUCC was established in 2018, to satisfy the requirements of Connecticut General Statutes §25-33e, §25-33g and §25-33h. Included in the responsibilities of the ECWUCC was establishing Exclusive Service Areas for the Town's within their region. Salem's Exclusive Service Area is assigned to (SCWA), who is responsible for the well and the water of the communities they service. More information on Connecticut's Water Utility Coordinating Committee (WUCC) process can be found here: <https://portal.ct.gov/dph/Drinking-Water/WUCC/Water-Utility-Coordinating-Committee>. Information on the SCWA can be found here: <https://www.waterauthority.org/>.

The State of Connecticut Department of Public Health (CTDPH) approves the well sites through many phases of work/construction. Locally Uncas Health signs off on the well permit, but not until receiving approval from the Department of Health. Upon completion, the well, well head, and structures are turned over to the CWO or (SCWA).

There are 3 types of public drinking water systems:

1. Community Water Systems- which serve at least 25 residents throughout the year.
2. Non-transient, Non-Community System- which are not community systems and regularly serve at least 25 of the same people over six months of the year at places like schools and office buildings.
3. Transient Non-Community Systems - which do not meet the definition of a non-transient, non-community water system such as restaurants, parks, etc.

Salem has some of all these types of systems which are registered with the CTDPH:

**Community Water Systems:**

Salem Manor Condominiums, System #1 & #2

Crystal Lake Condominiums

**Non-Transient Non-Community Systems:**

Salem Elementary School

Quality Daycare and Coop Nursery

Salem Marketplace

Salem Town Center LLC

Colonial Center

Indian Field Coop Campground Association, Inc.

Harris Brook Commons

**Transient Non-Community Systems:**

Henny Penny

Salem Farms Campground Inc.

Salem Free Public Library

Salem Town Hall

Witch Meadow Lake Campground Wells #1, #3, #4

Fox Farm Brewery

Burnett's Country Gardens

Dollar General Salem

Salem contributes to the source water for New London and other adjacent Town's water supplies with multiple acres of Class II watershed land in Salem. Fairy Lake, Mill Pond, and Barnes Reservoir are part of and under the control of the New London Water Authority. They are usually kept in a drawn down condition by the Authority, which stores the water in Lake Konomoc in Montville Waterford.



Class II Watershed land is shown on the Open Space Map (*see Map 7*) and the Water Quality Map (*see Map 5*). Class II watershed land is taxed at a reduced rate per acre. A portion of the Deep River Watershed (mostly located in Colchester) is in the Northeast corner of Town, which is the source water for the Norwich Water Supply. This lies along Route 354, where some parcels have limitations on their development due to their proximity to the water supply watershed.

Public Sewer is not available in Salem. There are no sewer treatment plants or piping in Salem, and at the time of this update, there are no plans to install public sewer, or provide such availability anywhere in Town. Individually designed or engineered Septic Systems are typical for residential, commercial and smaller public buildings in Salem, with review and permitting required through Uncas Health District (up to 2000 gallons of design flow per day). With rural development, 31% permanently protected open space, and the Eight Mile River Wild and Scenic Watershed covering approximately 2/3 of the town land area, there is a reduced likelihood of ever having a sewer treatment facility in Salem. Larger apartment complexes, condominiums or age restricted properties have small community septic systems under review by the Uncas Health District (for design flows between 2000 gallons and 7500 gallons per day) or State of CTDPH (design flows over 7500 gallons per day), depending on number of units served, and capacity level. These small community systems provide primary septic service and a reserve area. Community (and conventional) systems with a design flow greater than 7,500 gallons per day are regulated by State of Connecticut Department of Energy and Environmental Protection Subsurface Sewage Disposal Program.

The Town of Salem has a small public works staff, who provide general road maintenance, snow removal to approximately 40 miles of Town roads and properties, property maintenance to most Town owned properties, including lawn mowing. The narrow, winding town roads, which provide the rural character that so many residents love, provide a difficult topography and line of site problems, making storage of snow very difficult during winter storms, and limit the possibility of fulfilling residents' desires for sidewalks and bike routes. While approximately 30% of POCD Survey respondents desire sidewalks throughout Town, unless roads can be widened at the expense of tree removal, stone wall removal, easements and takings, this desire is mostly unattainable on existing roadways. The Town of Salem should consider an engineering study to identify specific problem areas of congestion and safety and identify the related cost of improvements to these areas. The Town of Salem continues its efforts to maintain its rural roadways in this budget year by funding various public works equipment, such as a new plow truck, a new front end loader, and the purchase of an over-the-rail mower.

Fire and Emergency Services are provided by the Salem Volunteer Fire Department, which is located north of the Salem Round About on Route 85, and the Gardner Lake Volunteer Fire Department (GLVFD) located on Route 354, near Gardner Lake. Both departments have a paid staff person during the day, providing Emergency Medical Services and Fire Fighting Services. Both departments are supported by professionally trained volunteers in Emergency Medical Services and Fire Fighting Services. Each department houses and maintains various forms of equipment and apparatus utilized in life saving measures, as well as rescue and firefighting. Each department receives financial support from the Town of Salem, volunteer fundraising, and GLVFD

maintains the Ambulance which charges for its service. The Town of Salem provides mutual aid to other area town's and receives mutual aid from other area towns, when our own staff/volunteers are providing services.

Emergency Services/Emergency Preparedness Agency provide a command center to respond to manmade or natural disasters that may occur. The command center is in the older Town Hall Annex where there are some infrastructure issues, resulting in the need for a backup location at the Salem School. Currently the Town of Salem is looking to update the location for this reason. Police services are provided by two Resident State Troopers under support contract to the Town of Salem. They have office facilities in Town Hall. The Town of Salem is covered by responding officers out of Troop K in Colchester as well.

The Municipal Land Use Plan (MLUP) (2010) was to be updated in 2020, and to be included in the present update of the POCD (2022). Rather than hold up the update to the POCD (2022), the Planning and Zoning Commission will complete this effort on a high priority basis and attach it as an appendix to the POCD (2022) after it is enacted.

Town wide communication is provided via Everbridge, which keeps residents and employees informed of emergencies and events within the Town. These alerts advise residents of weather, town emergencies, school and town meetings, etc. While this system is an excellent resource it does not provide information to residents who have not registered for the convenience or who do not have internet access.

<b>Chapter 8: Town Infrastructure and Services</b>			
<b>Goal</b>	<b>Action Step</b>	<b>Responsible Party</b>	<b>Completion Timeframe (in years)</b>
<b>Update the review of uses and future needs for Town-owned buildings and property</b>	Update the existing Municipal Land Use Plan (MLUP) from 2010 for changes through 2022.	PZC	1-3
	Form a committee with wide interest stakeholders.	BOS	1-3
	Assess uses and needs detailed in the MLUP.	BOS	4-6
	Attach updated MLUP to the 2022 POCD as an appendix.	PZC	1-3
<b>Increase support for mandated reporting by Planning and Zoning Commission</b>	Consider creation of special fund to provide added staff or consulting support for 10-year cycle POCD, 5-year cycle Affordable Housing Plan, and 10-year cycle MLUP at \$5,000 per budget year.	PZC/BOS	1-3
<b>Provide annual report to the Board of Selectmen</b>	Provide status of POCD recommendations to the BOS every three years.	PZC	1-3

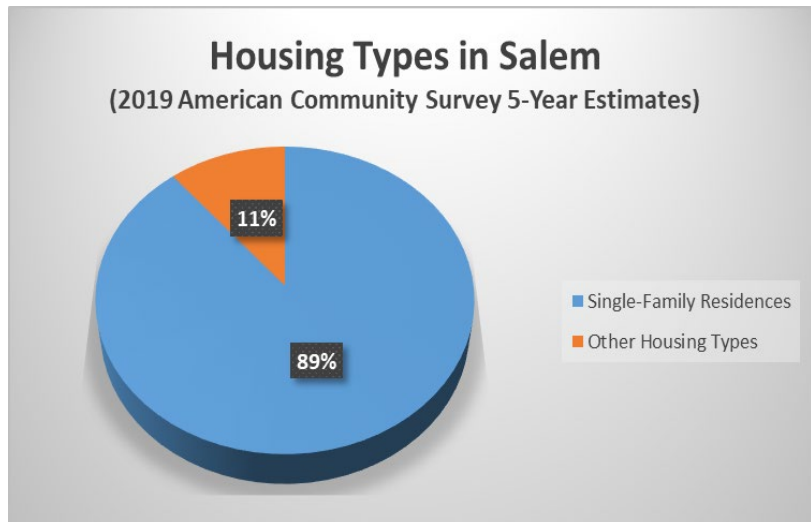
	PZC Chair to request annual updates of the POCD action steps.	PZC	1-3
<b>Enhance library services in response to survey respondents</b>	Explore actions to improve library services	BOS/Library Board	4-6
<b>Enhance services at the Transfer Station in response to survey respondents</b>	Consider additional recycling, separating glass from paper.	BOS/PW	1-3
	Consider increasing hours of operation for working families.	BOS/PW	1-3
	Consider creation of a composting/mulch area.	BOS/PW	7-9
	Consider providing curbside waste pickup for Salem residents.	BOS/PW	4-6
	Consider ways to facilitate and reduce costs of disposal bulky items.	BOS/PW	1-3
<b>Promote hazardous waste disposal</b>	Promote and educate residents about appropriate hazardous waste disposal.	BOS/PW	1-3
<b>Enhance viable industrial growth along industrial corridor</b>	Promote and explore grant funding for extension of three-phase electrical service to the industrial parcels.	BOS	4-6
<b>Create an emergency shelter for extreme power outages and residential medical needs</b>	Explore the feasibility of equipping Town buildings with emergency power sources to provide power during extended outages for daytime charging, heating/cooling, and 24-hour medically necessary life-preservation devices.	BOS/EMS	1-3
<b>Conduct an engineering study to identify specific problem areas of traffic congestion and safety, and identify cost of improvements and viability of sidewalks</b>	Explore grant opportunities for an engineering study of local roads for traffic congestion and safety; consider improvements and sidewalks.	BOS/PW	4-6

<b>Provide a well-equipped and accessible Emergency Operations Center (EOC)</b>	Provide an accessible location of the EOC and provide appropriate communications equipment for EMS/Fire/Fire Police/Public Works and field partners during manmade and natural disasters.	BOS/EMS	1-3
<b>Promote energy efficiency in Town buildings</b>	Increase energy efficiency when Town buildings are renovated or constructed, while using grants if available.	BOS/PW	1-3
<b>Promote the use of the Everbridge system for Town-wide communication</b>	Promote registration on the Everbridge system through mailings or Wednesday folders at the school. Teach seniors how to get updates on their phones, etc. at the Senior Center.	BOS/EMS	1-3

**BOS:** Board of Selectmen   **EMS:** Emergency Medical Services   **PW:** Public Works   **PZC:** Planning and Zoning Commission

## Chapter 9: Housing

Housing stock is driven largely by market factors and changes in the total population or its age distribution. The 2010 Decennial Census indicated 1,635 total housing units in Salem compared to 1,719 housing units in the 2020 Decennial Census. Approximately 89% of these housing units are single family residences (SFR), with the remaining 11% consisting of duplexes, apartments, condominiums, and mobile homes.<sup>11</sup> The vast majority of SFRs have three or four bedrooms (75.3%), while only 19.3% of these residences have fewer than three bedrooms<sup>12</sup>. Additionally, a 48-unit age-restricted rental apartment projected is scheduled for completion in 2022, and not included in these statistics. Overwhelmingly, Salem is a rural bedroom community with a median SFR value of \$288,500



compared to the \$241,700 median SFR value over New London County and a median family income of \$109,460 which is significantly higher than the County median of \$71,000.<sup>13</sup> Except for homes on larger farm or forest lots, and smaller homes on lots small as 0.10 acres near Gardner Lake, most SFRs are located on 1 to 2 acre frontage lots or rear lots over 3 acres.

Census Bureau data shows that the total population of Salem has only increased 1% from 4,151 to 4,213 from the 2010 Decennial Census to the 2020 Decennial Census, with the adult population over 18 years of age increasing by 247, or 8%, and the under-18 population decreasing by 185, or 17%, over the same decade<sup>14</sup>. Thus, besides slow overall growth in the last ten years, there has been larger growth in the older population cohorts and winnowing influence of children under 18. This is a profound change from the situation covered in the 2012 Plan of Conservation and Development (POCD) which may have many varied implications on land use issues under review in this 2022 POCD.

Besides the issue of providing more smaller and more economical housing units both for younger first-time home buyers or senior residents who may be empty-nesters or unable to maintain their SFR units, Salem, at a 2% affordable housing number versus the State goal of 10%, has made little progress over the last 20 years in attaining the Statewide goal of affordable housing (housing owned or rented with deed restrictions to maintain units with residents who are paying 30% or

<sup>11</sup> US Census American Community Survey 2019 5-Year Estimates.

<sup>12</sup> Ibid.

<sup>13</sup> Ibid.

<sup>14</sup> US 2010 and 2020 Decennial Census.

less of local median family income for rent or mortgages). This 2% affordable housing rate is discussed in the Salem Affordable Housing Plan (Appendix 4) and for Salem consists of 30 SFR with Connecticut Housing Finance Authority (CHFA) mortgages and two rental-assisted units (under C.G.S. Chapter 138a or Section 142 of the U.S. Code). Besides the market considerations in Salem which are dominated by SFRs, the disincentives to private development of more multifamily units (such as the lack of public water or sewer and public transportation), and the need for affordability to be deeded over long periods of time to meet the state definition of affordability, there are several other factors that make increase in the affordable housing numbers more difficult. These include the lack of any definition for a rental rate in Salem due to the small data set size of rental units on which to base the rate. The Housing Plan suggests that the median rental rate in New London County of \$1100/month would likely be considered affordable if applied to Salem, with a median family income of \$113,000. 2021 legislative changes in the qualification formula for CHFA mortgages make it less likely for towns east of the Connecticut River like Salem to have successful new applications. The State Rental Assistance Program (RAP) that has two relic units in Salem has not been active since 2012.

2021 legislative directives for all towns including Salem to enact by 1/1/23 were promulgated in HB6107 and include eight primary areas:

- 1.) Accessory Dwelling Units (ADUs) or accessory apartments in Salem Zoning Regulations must be allowed to be at least 1,000 square feet or 30% of the total net area of the ADU plus the main residential unit, and the ADU could be either alongside or within the main residential unit;
- 2.) To expand (not merely encourage or promote) opportunities for multifamily housing, duplex, or triplex homes etc. through zoning regulation changes, incentives, or other specific measures;
- 3.) To change the zoning regulations that reference conformance to “character” preservation without clear and explicit physical standards for same;
- 4.) To change zoning regulations by removing minimum floor area for apartments or minimum residential size that is larger than the minimum unit size established by Building Code;
- 5.) To reduce parking requirements for housing not to exceed one space per studio or one-bedroom unit or two spaces for larger housing units;
- 6.) To ensure that zoning regulations do not treat mobile manufactured homes with narrowest dimension of 22 feet or more differently from other types of stick-built housing;
- 7.) To require 5 hours of training, including one hour of training dealing with affordable housing, for Planning and Zoning Commission (PZC) members within one year of being sworn in; and
- 8.) To adopt an Affordable Housing Plan for the town by June 1, 2022 to be reviewed and updated every five years.

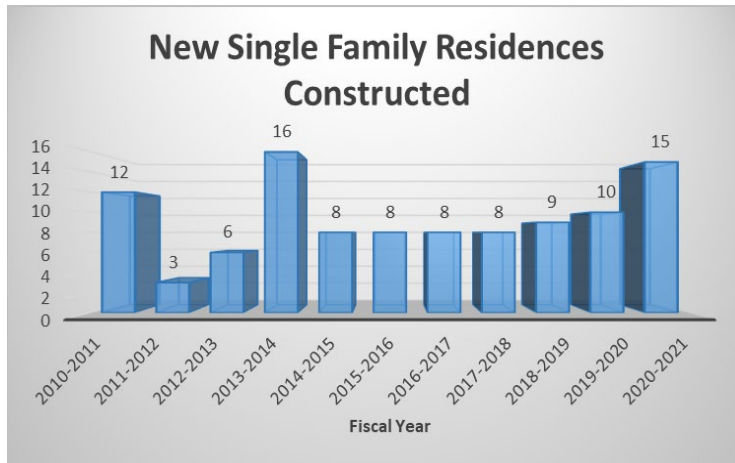
The Salem Affordable Housing Plan (2021) was prepared by the Southeastern CT Council of Governments and the PZC in parallel with the discussion of the housing section of the POCD and

was taken to public hearing and approved with minor modifications in September 2021. It is attached as Appendix 4 and has been referred to throughout Chapter 9. During the public hearing for adoption of this plan, several suggestions were made by the public or PZC members to expand more affordable and multifamily housing in Salem. These included:

- 1.) Adjustment to accessory apartment (ADU) regulations in Salem called for by HB6107 along with the possible relaxation of the requirement of one of the ADU or main residential unit being owner-occupied;
- 2.) Urging local legislators to take action changing the state definition of an affordable housing unit where deed restriction and lack of state subsidized infrastructure poses huge disincentives for a rural town;
- 3.) Urging local legislators to take action to reduce the 10% affordability goal to a more realistic percentage for rural towns which have attained or surpassed the state open space preservation goal of 21% and which contain watershed or reduced tax water company land for two regional city water systems;
- 4.) Encourage participation of Salem in the Southeastern Connecticut Community Land Trust.

Except for a few more densely populated neighborhoods near Gardner Lake, most of the growth in Salem housing and associated population over the last fifty years has manifested itself as single family residences (SFRs) on one- or two-acre lot subdivisions where the developers have used frontage/rear lots on existing town roads or constructed cul-de-sacs rather than create new town through roads. The map of permanently protected open space (*Map 7*) shows the large parcels preserved for important natural resources, wildlife corridors/habitat, or public hiking. Salem has attained 31% level of the total land area in open space (beyond the state goal of 21%) through the activities of the local Salem Land Trust, the Nature Conservancy, private property owners, and other conservation groups. The map of Public Act 490 farm or forest and 10-mill tax rate land (*Map 10*) shows the large number of high-acreage parcels which enjoy a reduced per acre tax rate status at least temporarily for putting off sale or development of these parcels through subdivision thus helping to preserve natural resources and rural appearance that all Salem residents enjoy.

While all Salem residents benefit from this open space, reduced tax land, and preservation of natural resources, the net availability of developable housing parcels may be reduced or made more costly for builders to develop in the regional marketplace. To assess the 2021 housing stock, PZC reviewed annual summaries of building permit types and construction values from 2010 to 2021. Over this 11-year period, a total of 103 new single family homes were issued building permit which is an average of 9.3 SFRs per year with a range of 3 to 16 each year. This rate of housing production is less than half of previous decades. Over this 11-year period, nine duplexes and one triplex were permitted, suggesting an overall multifamily rate of 1.3 per year. During 2021, an age-restricted apartment project of 48 units was permitted and completed to help serve the increasing Salem and regional need for active senior housing. The total construction value permitted by the Building Department ranges from \$4.3 million in 2010 to



\$11.4 million in 2021, with a mean yearly contribution of about \$6 million to the Salem taxable base.

To respond to a changed reality of population growth and age distribution and to balance the needs of Salem to develop more varied, smaller, and more affordable housing units with preserving unique parcels for open space, PZC has considered in preparing this document possible

responses or changes in the zoning and subdivision regulations. These include:

- 1.) The PZC to work with the Building Department and Tax Assessor to develop a baseline and annual count of SFR, accessory apartments, duplexes, triplexes, multifamily apartments, condominiums, age-restricted/other senior housing units that represent the numbers and types of Salem housing stock;
- 2.) The PZC should work with the Uncas Health District to investigate the feasibility of reducing net buildable area requirements necessary to allow smaller lot sizes for future housing units;
- 3.) The PZC should investigate with the Building Official the feasibility of reducing minimum house and apartment floor area in conformance to HB6107;
- 4.) The PZC should work with the Salem Board of Selectmen (BOS) and the Salem Board of Finance (BOF) to include in the annual budget incremental funds to provide for future incentives for developers or the Southeastern Connecticut Water Authority to develop community septic systems or community water systems for multifamily projects over 8 units where 25% of the apartments are designated as affordable;
- 5.) The PZC should also investigate other suitable and reasonable incentives which could be used to expand the number of duplexes or triplexes on existing two-acre lots where at least one of the housing units would be deed restricted as affordable;
- 6.) Amend the zoning or subdivision regulations to allow for density bonuses or dimensional relief when specific numbers of deed restricted affordable units are proposed;
- 7.) The PZC should consider ways to expand use of conservation subdivision concepts with housing on smaller neighborhood lots amid larger area of strategically located open space and with the same number of resulting homes or value to property owner/developer;
- 8.) The PZC could require preliminary concept plans for both conventional and conservation subdivision layouts with projects creating more than 8 new lots, with PZC choice of which layout proceeding to final design engineering and public hearing, and with the smaller lots being used to increase special features of open space, decrease length, cost, and stormwater volumes for new town roads.
- 9.) The PZC should investigate the feasibility of changing some Rural A land to Residential A to allow for greater housing density in certain areas.



To respond to the need for starter-homes, more affordable smaller homes or apartments and expand the opportunity for younger citizens and for the aging senior populations who may want to downsize but still live in Salem, the PZC can investigate the possible changes to zoning and subdivision regulations as discussed in this chapter should the specific change prove to be reasonable and show effectiveness in the annual assessment of the housing stock.

With future changes, the PZC will annually monitor progress toward attaining the 10% affordable housing goal set by the State and a primary topic in the five-year review cycle necessary in the Salem Affordable Housing Plan. Although multiple regulations changes can be implemented by PZC, there is little reason to expect that they will result in major increases in affordable housing in Salem. Why would this be true? The Salem PZC has the authority to regulate land use through the CGS and local regulations in conformance with same. PZC however will never be the developers of Salem parcels where private decisions or financial exigencies control what products they choose to introduce to the local housing market.

With the obstacles to developing affordable or smaller housing, only small increases in the percent affordability can be expected unless Salem works with legislators to modify the State definition of affordability or adjust the goal for affordability that rural towns like Salem are expected to achieve.

<b>Chapter 9: Housing Stock and Population Change</b>			
<b>Goal</b>	<b>Action Step</b>	<b>Responsible Party</b>	<b>Completion Timeframe (in years)</b>
<b>Salem should document the numbers, types, and diversity of residential homes in Salem and assess changes necessary to meet future needs.</b>	The Planning and Zoning Commission should work with the Tax Assessor to extract current housing data, create a list and count the types of housing, and assess needs to respond to 2020 population/age distribution.	PZC	1-3
	The Town should work with Uncas Health District to find reasonable changes in net buildable area for varied housing types.	PZC	1-3
	The Town should work with the Building Official to adjust as needed minimum floor area of dwellings as per Building Code.	PZC	1-3
	The Town should consider possible changes to zoning and subdivision regulations to expand the opportunity for smaller starter homes and age-restricted/senior housing or multifamily apartments. These could include reduction in lot sizes for houses; reduction in minimum home/apartment size; reduction in net buildable area requirements; density bonuses for conservation subdivision lots or affordable apartments units; and others.	PZC	1-3

<p><b>The Town should make changes to accessory apartment regulations and other regulations in direct response to House Bill 6107 by January 1, 2023.</b></p>	<p>The Town should implement the eight specific steps shown in the text of Chapter 9 of this Plan.</p>	<p>PZC</p>	<p>1-3</p>
<p><b>The Town should make changes that would increase affordable housing units in Salem.</b></p>	<p>The PZC should support the Board of Selectmen (BOS) and Board of Finance (BOF) providing incentives directly from Town budget funds or indirectly from State grant programs helping to provide cost assistance for either community water or community septic systems to developers willing to build a percentage of affordable units with deed restrictions either for multifamily apartments or senior housing.</p>	<p>PZC</p>	<p>4-6</p>
	<p>The PZC should support the BOS in evaluating the feasibility in participating in the Southeastern CT Community Land Trust for affordable housing projects in Salem.</p>	<p>PZC</p>	<p>1-3</p>
	<p>The PZC should support the BOS in engaging local legislators to push for a more realistic definition of affordable housing in rural towns like Salem or for reduced affordability goals for rural towns who host multiple watershed lands for city water systems and who have attained open space goals.</p>	<p>PZC</p>	<p>1-3</p>
	<p>The PZC should use baseline Census data along with annual updates to assess any progress or possible adjustments needed in the five year review of the Salem Affordable Housing Plan.</p>	<p>PZC</p>	<p>4-6</p>

PZC: Planning and Zoning Commission

## Chapter 10: Transportation

Salem is a rural municipality in New London County. The vast majority of Salem residents commute outside of town for work, and most shopping is also done in surrounding communities. While a Dollar General recently opened in 2019 which provides some access to necessities, residents are still heavily dependent on personal automobiles. Therefore, there is a substantial need for a well-maintained, efficient road system in Salem.

The town is responsible for over 40 miles of roads that it maintains and plows. Due to the terrain and the rural nature of the town, these roads are mostly narrow and characterized by hills and curves, with speed limits set at 25 MPH. New subdivisions, and therefore new roads, are rare in Salem, so the road network has remained static in the recent past.

The State provides one East/West route through Salem (Route 82) and three North/South routes (Routes 11, 85, and 354), of which only one (85) extends from the northern to the southern border of the town (the other two serve only the northern half of town). A roundabout at the intersection of Routes 82 and 85 was completed by the Connecticut Department of Transportation in November of 2012, which reduced congestion and traffic accidents in the vicinity.

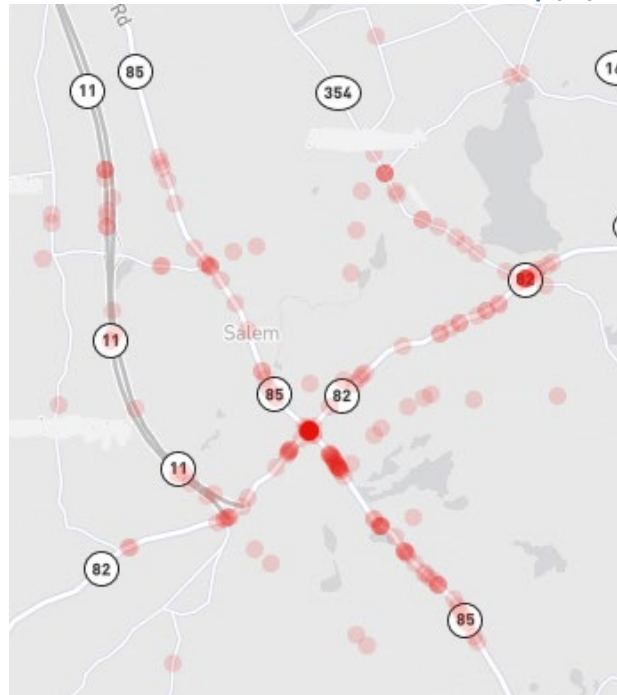


*The 'Four Corners' roundabout, at the intersection of Route 82 and 85*

A significant fraction of Salem's population lives on Route 85 or in cul-de-sacs off of Route 85. As a result, during peak travel times it is both difficult and dangerous to enter the Route 85 traffic

stream. Crash data shows a particularly troublesome intersection located at Route 85 and Forsyth Road.

**Heat map for occurrences of traffic accidents in Salem (1/1/2018-9/30/2021)**



Source: UConn Connecticut Crash Data Repository

According to the Connecticut Department of Transportation, Annual Average Daily Traffic (AADT) in 2018 for the portion of Route 85 south of the roundabout was 12,800 trips per day. This is the highest flow of traffic in Salem, followed by Route 82 west of the roundabout, which generates an average of 9,300 trips per day. These high numbers are believed to be higher in the summer months, as Routes 82 and 85 are heavily used by beachgoers traveling from the Hartford region to the shore. Further AADT counts are presented here:

Traffic Counts (Average Daily Trips) based on 2018 CT Department of Transportation Data	
Route 85 (Four Corners north to Round Hill)	4,100
Route 85 (Round Hill north to Rattlesnake)	3,700
Route 85 (Rattlesnake north to Sullivan)	3,000
Route 85 (Four Corners south to Montville)	12,800
Route 82 (Four Corners west to Route 11)	9,300
Route 82 (Four Corners east to Harris)	3,900
Route 82 (Harris east to Route 354)	4,300
Route 354 (Route 82 north to Witter)	3,000
Route 11 (Route 82 north to Witch Meadow)	9,700
Route 11 (Witch Meadow north to Colchester)	9,800

Route 85 is the primary connector between the Hartford region and the New London region. Route 85 is currently the official emergency evacuation route for the New London/Groton metropolitan area in the event of a weather, accident, or terrorist related emergency.

Salem is a sparsely populated rural community with approximately 4.5 acres per resident. This level of density makes it difficult for pedestrians to be able to access amenities on foot. This density also creates a challenge for construction of sidewalks, as their utility would be diminished due to the spacing between homes and local amenities.

Currently, no public transportation is available within Salem. This factor could limit the ability of senior citizens to access shopping and medical appointments. With a 48-unit age-restricted development currently being constructed on Route 82 near Route 354, some public transit options may be useful in the future.

The recommendations that follow include actions to help preserve the rural character of the community and to facilitate safe and convenient pedestrian and vehicular circulation within and through Salem. Previous decennial plans have included recommendations to extend Route 11. Such a recommendation is no longer included, as it is no longer seen as feasible due to lack of funding.

<b>Chapter 10: Transportation</b>			
<b>Goal</b>	<b>Action Step</b>	<b>Responsible Party</b>	<b>Completion Timeframe (in years)</b>
<b>The road network in Salem should provide safe and convenient access to residences, businesses, and other destinations while preserving the Town's rural character.</b>	The Town should periodically update the long-range maintenance and improvement plan and schedule for all Town roads.	BOS	1-3
	The Town should require new commercial developments to provide pedestrian access to adjacent commercial uses when it is logical that customers will travel between uses.	PZC	1-3
	The Town should consider adding sidewalk requirements to the Subdivision Regulations.	PZC	4-6
<b>The Town should facilitate pedestrian and vehicular circulation in areas with commercial and municipal activities.</b>	The Town should evaluate which Salem roads may benefit from the addition of sidewalks. The Town Planner should research any grant opportunities that may exist to fund sidewalk installation.	PZC	4-6

<b>Existing and future roads should preserve the rural character of the community.</b>	Roadway improvements should not significantly alter the horizontal and vertical layout of the road or widen the road except where such actions are the only means of addressing a safety issue.	BOS/PW	Ongoing
	The Town should investigate measures to reduce impervious surfaces and increase infiltration on new roads through a variety of low impact techniques.	PZC/PW	4-6
<b>Salem should have accessible transportation options, especially for senior citizens who may no longer be able to drive.</b>	The Town should evaluate the need for a vehicle/staff services which could be used by Salem's senior citizens.	BOS/BOF	4-6
	The Town should consider partnering with nearby towns that already provide senior transportation.	BOS	1-3
<b>Improve the safety of Routes 82 and 85 that traverse the local neighborhoods of Salem.</b>	Since Route 11 will likely not be completed, the Town should explore limiting heavy commercial truck traffic and vehicles carrying hazardous materials on Routes 82 and 85 in Salem with the CT State Department of Transportation (CTDOT).	BOS	1-3
	In order to improve traffic flow and safety, the Town should develop a list of roads intersecting Routes 82 and 85 where left-turn and turning lanes could be added to improve traffic flow and safety.	PZC	1-3
	The Town should continue to apply public pressure on Salem's State representatives and the CTDOT to improve the safety of Routes 82 and 85.	BOS	Ongoing

**BOF:** Board of Finance    **BOS:** Board of Selectmen    **PW:** Public Works    **PZC:** Planning and Zoning Commission

## Chapter 11: Recreation and Trails

The last ten years have seen significant development of Salem's trail network and recreational opportunities. A town pavilion was constructed at Salem Community Park (formerly the Gadbois property) in 2012. A network of trails connecting Music Vale Road, Salem School, and the Town baseball fields was developed including several bridges over water crossings. The town has promoted its trail network with various events such as the hidden "footprint" events, as well as other activities for children.



*2021 Hidden Footprint Medallion*

In addition, Salem has continued to promote trails on land owned by the Salem Land Trust, which has acquired additional properties in town.

The town should consider further development of these trails including improving trail conditions, adding additional kiosks, and additional events. Town trails could also be enhanced with the addition of a walking path around the Round Hill Road complex to encourage healthy activities and provide a safe and accessible walking area away from Town roads.

In the Plan of Conservation and Development (POCD) survey, 82% of respondents considered it somewhat or very important to acquire additional open space. The State's goal is to protect 673,210 acres or 21% of Connecticut's land as open space by the year 2023. Salem has achieved an outstanding 31% of open space protection through acquisition by private and not-for-profit organizations (e.g. Salem Land Trust) or conservation easement. The Town should be open to acquiring additional open space as well as improving trails on existing open space. In addition, the town should actively pursue grants for both trail construction and improvement.

As the town has expressed great interest in open space via the POCD survey (42 of the 166 respondents (27%) thought the recreational areas were insufficient), the Town should actively seek to educate the public on the availability and opportunities already available to the town. The municipal multipurpose trail as well as the properties open to the public with trails owned by the Salem Land Trust provide many opportunities for residents to enjoy our natural resources.

Education could take place through many avenues including mailings, partnerships with other organizations, social media, and email campaigns.

The Salem recreation committee has provided input on some desired expansions to recreational opportunities including a disc golf course, seasonal ice rink, volleyball courts, and a potential dog park. The Town should look into the feasibility of these options, and support the Commission in pursuing these goals. The recreation committee should develop a municipal property recreation plan outlining areas of improvement, and then work towards implementing these areas over the period of this POCD.



Salem continues to offer seasonal baseball, soccer, and basketball opportunities for children on municipal property. The town should continue to promote youth sport opportunities within Salem, or in partnership with neighboring towns.



<b>Chapter 11: Recreation and Trails</b>			
<b>Goal</b>	<b>Action Step</b>	<b>Responsible Party</b>	<b>Completion Timeframe (in years)</b>
<b>Improve the quality and utilization of open space trails</b>	Educate the public about the Salem Trail System to promote usage.	REC	1-3
	Complete the trails connecting major active areas of Salem.	REC/BOS	7-9
	Pursue grants for trail planning and construction.	PZC/REC	4-6
<b>Develop and improve municipal properties for recreational activity</b>	Develop a recreation plan outlining recreation enhancements for municipal properties.	REC	1-3
	Develop and implement rules, policies, and procedures for allowed use of municipal property (e.g.; farmers markets, art shows, concerts, etc.).	REC/BOS	1-3
	Implement Recreation Commission 10-year plan for Forsyth Road site, including parking lot, pavilion, concession stand, and restrooms.	REC/BOS	1-3
	Implement additional recreational opportunities outlined and developed in the municipal property recreation plan.	REC	4-6

**BOS:** Board of Selectmen    **PZC:** Planning and Zoning Commission    **REC:** Recreation Commission

## Chapter 12: Regionalism

The Town of Salem recognizes the importance of working in collaboration with the region for the benefit of Salem residents. Regional collaboration not only saves the Town money through the streamlining of processes, but also provide the Town with more options and opportunities than might be available otherwise. Currently, Salem embraces regionalism through the agreement with East Lyme, which allows Salem residents to attend secondary school in their school system, and through the contracting of a Town Planner through the Southeastern Connecticut Council of Governments since 2013. By having an on-call contract Planner, the Town does not need to pay a full-time staff person, but still has access to a Planner when needed. The Town also has an agreement with Uncas Health District for health-related services and reviews, an agreement with neighboring municipalities for emergency call coverage, and works with nearby fire companies for mutual aid assistance. In addition, the Town has worked with the Eightmile River Wild and Scenic Coordinating Committee, which includes two neighboring towns, for the purposes of revising and enhancing regulations to protect and preserve the Eightmile River. The Town also actively participates in the Niantic River Watershed Committee and the Gardner Lake Authority.

While Salem has utilized some of the benefits of regionalism, the Town should always be open to new opportunities that fit with the goals of the Town. The Town should continue to make use of its membership in the Capital Region Council of Governments Purchasing Council, which provides programs and services to its members with the goal of saving money. Salem should also continue to work with the Southeastern CT Council of Governments to keep updated on regional topics and share Salem updates with other towns.

<b>Chapter 12: Regionalism</b>			
<b>Goal</b>	<b>Action Step</b>	<b>Responsible Party</b>	<b>Completion Timeframe (in years)</b>
<b>Provide or obtain the best possible Town services and/or necessary goods at the most reasonable cost.</b>	Work with SCCOG and CRCOG Purchasing Council when hiring or buying services or equipment.	BOS	1-3
	Investigate any services (either currently provided or which could be provided) that have a potential to be shared with surrounding municipalities.	BOS	4-6
<b>Salem should continue to take an active role with the SCCOG to stay informed of regional occurrences and provide updates from Salem.</b>	The First Selectman should remain active on the Council of Governments, and ensure that a proxy attends meetings if unavailable.	BOS	1-3

	The PZC should ensure that a representative attends meetings of the Regional Planning Commission.	PZC	1-3
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## Chapter 13: Statutory Authority

Municipalities are required by law to have Plans of Conservation and Development (POCDs). Municipal Planning Commissions are required to prepare or amend, and adopt POCDs at least once every ten years, and to regularly review and maintain POCDs during their lifetime.

The Connecticut Statutes, in particular Section 8-23, detail the requirements for municipal POCDs. Per the statute, Commissions must consider the following when adopting a POCD (items with an asterisk have been added since 2012):

1. The community development action plan of the municipality, if any;
2. The need for affordable housing;
3. The need for protection of existing and potential public surface and ground drinking water supplies;
4. The use of cluster development and other development patterns to the extent consistent with soil types, terrain and infrastructure capacity within the municipality;
5. The state plan of conservation and development adopted pursuant to chapter 297;
6. The regional plan of conservation and development adopted pursuant to section 8-35a;
7. Physical, social, economic and governmental conditions and trends;
8. The needs of the municipality including, but not limited to, human resources, education, health, housing, recreation, social services, public utilities, public protection, transportation and circulation and cultural and interpersonal communications;
9. The objectives of energy-efficient patterns of development, the use of solar and other renewable forms of energy and energy conservation;
10. Protection and preservation of agriculture;
11. The most recent sea level change scenario updated pursuant to subsection (b) of section 25-68o; (\*) and
12. The need for technology infrastructure in the municipality. (\*)

Additionally, adopted POCDs must do the following (items with an asterisk have been added since 2012):

1. Be a statement of policies, goals and standards for the physical and economic development of the municipality;
2. Provide for a system of principal thoroughfares, parkways, bridges, streets, sidewalks, multipurpose trails and other public ways as appropriate;
3. Be designed to promote, with the greatest efficiency and economy, the coordinated development of the municipality and the general welfare and prosperity of its people and identify areas where it is feasible and prudent (i) to have compact, transit accessible,

pedestrian-oriented mixed use development patterns and land reuse, and (ii) to promote such development patterns and land reuse,;

4. Recommend the most desirable use of land within the municipality for residential, recreational, commercial, industrial, conservation, agricultural (\*) and other purposes and include a map showing such proposed land uses;
5. Recommend the most desirable density of population in the several parts of the municipality;
6. Note any inconsistencies with the following growth management principles: (i) Redevelopment and revitalization of commercial centers and areas of mixed land uses with existing or planned physical infrastructure; (ii) expansion of housing opportunities and design choices to accommodate a variety of household types and needs; (iii) concentration of development around transportation nodes and along major transportation corridors to support the viability of transportation options and land reuse; (iv) conservation and restoration of the natural environment, cultural and historical resources and existing farmlands; (v) protection of environmental assets critical to public health and safety; and (vi) integration of planning across all levels of government to address issues on a local, regional and state-wide basis;
7. Make provision for the development of housing opportunities, including opportunities for multifamily dwellings, consistent with soil types, terrain and infrastructure capacity, for all residents of the municipality and the planning region in which the municipality is located, as designated by the Secretary of the Office of Policy and Management under section 16a-4a;
8. Promote housing choice and economic diversity in housing, including housing for both low and moderate income households, and encourage the development of housing which will meet the housing needs identified in the state's consolidated plan for housing and community development prepared pursuant to section 8-37t and in the housing component and the other components of the state plan of conservation and development prepared pursuant to chapter 297;
9. Consider allowing older adults and persons with a disability the ability to live in their homes and communities whenever possible. Such plan may: (i) Permit home sharing in single-family zones between up to four adult persons of any age with a disability or who are sixty years of age or older, whether or not related, who receive supportive services in the home; (ii) allow accessory apartments for persons with a disability or persons sixty years of age or older, or their caregivers, in all residential zones, subject to municipal zoning regulations concerning design and long-term use of the principal property after it is no longer in use by such persons; and (iii) expand the definition of "family" in single-family zones to allow for accessory apartments for persons sixty years of age or older, persons with a disability or their caregivers. In preparing such plan the commission shall consider focusing development and revitalization in areas with existing or planned physical infrastructure (\*); and
10. Any municipal plan of conservation and development scheduled for adoption on or after July 1, 2015, shall identify the general location and extent of any (1) areas served by existing sewerage systems, (2) areas where sewerage systems are planned, and (3) areas

where sewers are to be avoided. In identifying such areas, the commission shall consider the provisions of this section and the priority funding area provisions of chapter 297a. (\*)

Municipalities are not limited to these topics in their preparation of a POCD, and may review and include other information as desired.

Through a review of this POCD, the Salem Planning and Zoning Commission has determined the Plan to be consistent with the State Plan of Conservation and Development, the Regional Plan of Conservation, and the growth management principles as contained in State Statute.

### **Acceptance Procedures per CGS 8-23**

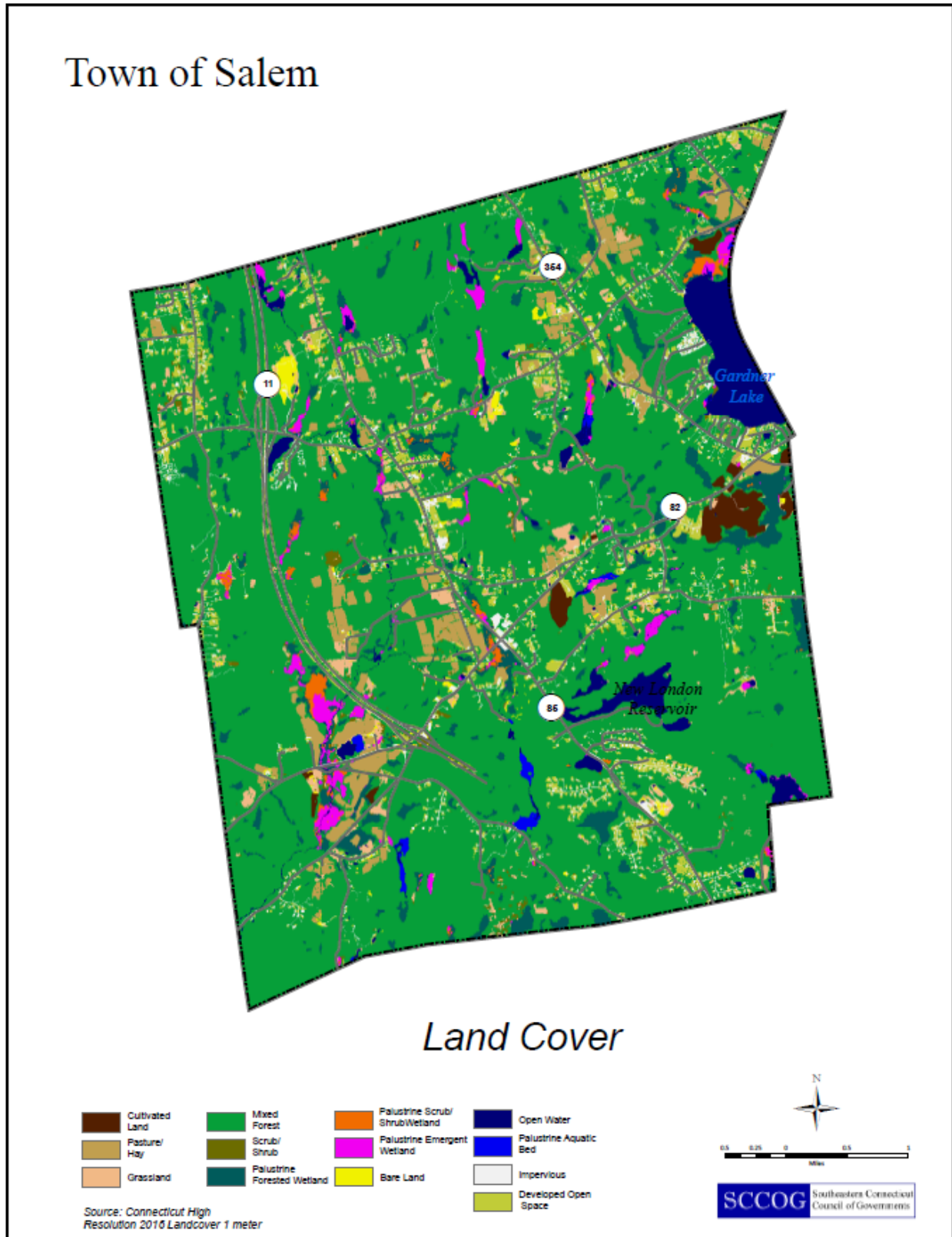
1. A plan of conservation and development or any part thereof or amendment thereto prepared by the commission or any special committee shall be reviewed and may be amended, by the commission prior to scheduling at least one public hearing.
2. At least sixty-five days prior to the public hearing on adoption, the commission shall submit a copy of such plan or part thereof or amendment thereto for review and comment to the legislative body or, in the case of a municipality for which the legislative body of the municipality is a town meeting or representative town meeting, to the board of selectmen. The legislative body or board of selectmen, as the case may be, may hold one or more public hearings on the plan and shall endorse or reject such entire plan or part thereof or amendment and may submit comments and recommended changes to the commission. The commission may render a decision on the plan without the report of such body or board.
3. At least thirty-five days prior to the public hearing on adoption, the commission shall post the plan on the Internet web site of the municipality, if any.
4. At least sixty-five days prior to the public hearing on adoption, the commission shall submit a copy of such plan or part thereof or amendment thereto to the regional council of governments for review and comment. The regional council of governments shall submit an advisory report along with its comments to the commission at or before the hearing. Such comments shall include a finding on the consistency of the plan with (A) the regional plan of conservation and development, adopted under section 8-35a, (B) the state plan of conservation and development, adopted pursuant to chapter 297, and (C) the plans of conservation and development of other municipalities in the area of operation of the regional council of governments. The commission may render a decision on the plan without the report of the regional council of governments.
5. At least thirty-five days prior to the public hearing on adoption, the commission shall file in the office of the town clerk a copy of such plan or part thereof or amendment thereto but, in the case of a district commission, such commission shall file such information in the offices of both the district clerk and the town clerk.
6. The commission shall cause to be published in a newspaper having a general circulation in the municipality, at least twice at intervals of not less than two days, the first not more than fifteen days, or less than ten days, and the last not less than two days prior to the date of each such hearing, notice of the time and place of any such public hearing. Such

notice shall make reference to the filing of such draft plan in the office of the town clerk, or both the district clerk and the town clerk, as the case may be.

1. After completion of the public hearing, the commission may revise the plan and may adopt the plan or any part thereof or amendment thereto by a single resolution or may, by successive resolutions, adopt parts of the plan and amendments thereto.
2. Any plan, section of a plan or recommendation in the plan that is not endorsed in the report of the legislative body or, in the case of a municipality for which the legislative body is a town meeting or representative town meeting, by the board of selectmen, of the municipality may only be adopted by the commission by a vote of not less than two-thirds of all the members of the commission.
3. Upon adoption by the commission, any plan or part thereof or amendment thereto shall become effective at a time established by the commission, provided notice thereof shall be published in a newspaper having a general circulation in the municipality prior to such effective date.
4. Not more than thirty days after adoption, any plan or part thereof or amendment thereto shall be posted on the Internet web site of the municipality, if any, and shall be filed in the office of the town clerk, except that, if it is a district plan or amendment, it shall be filed in the offices of both the district and town clerks.
5. Not more than sixty days after adoption of the plan, the commission shall submit a copy of the plan to the Secretary of the Office of Policy and Management and shall include with such copy a description of any inconsistency between the plan adopted by the commission and the state plan of conservation and development and the reasons therefor.

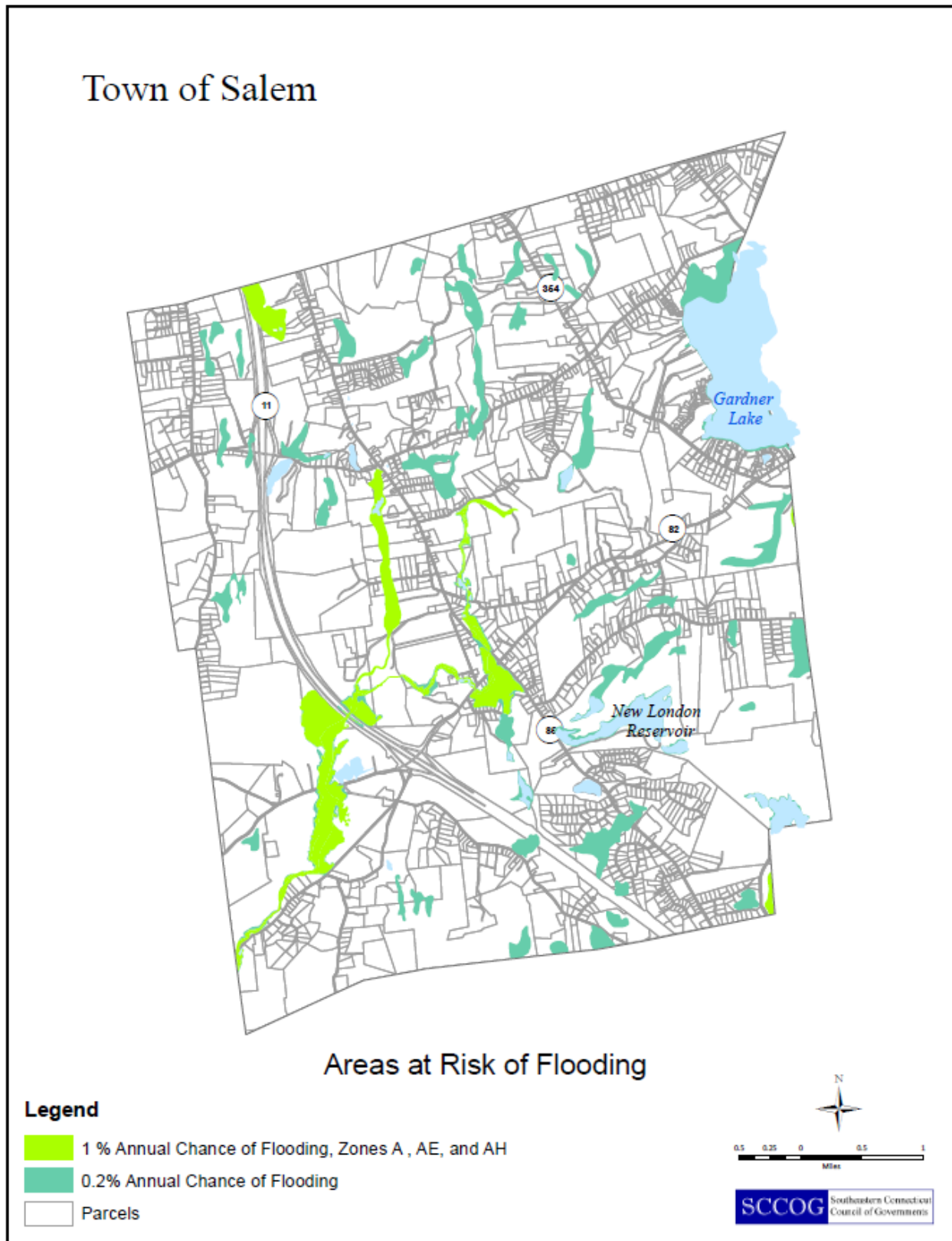


Map 1: Land Cover

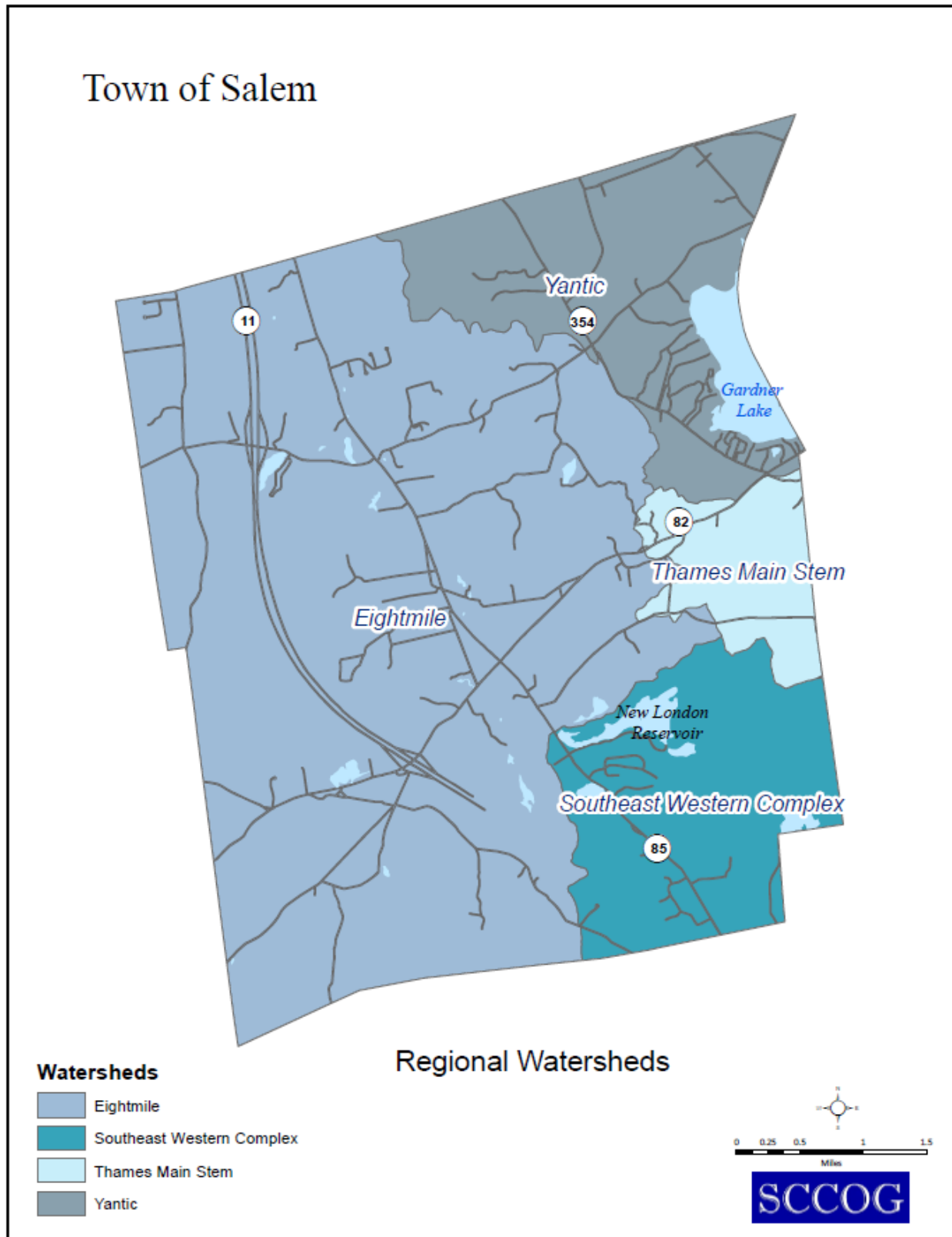




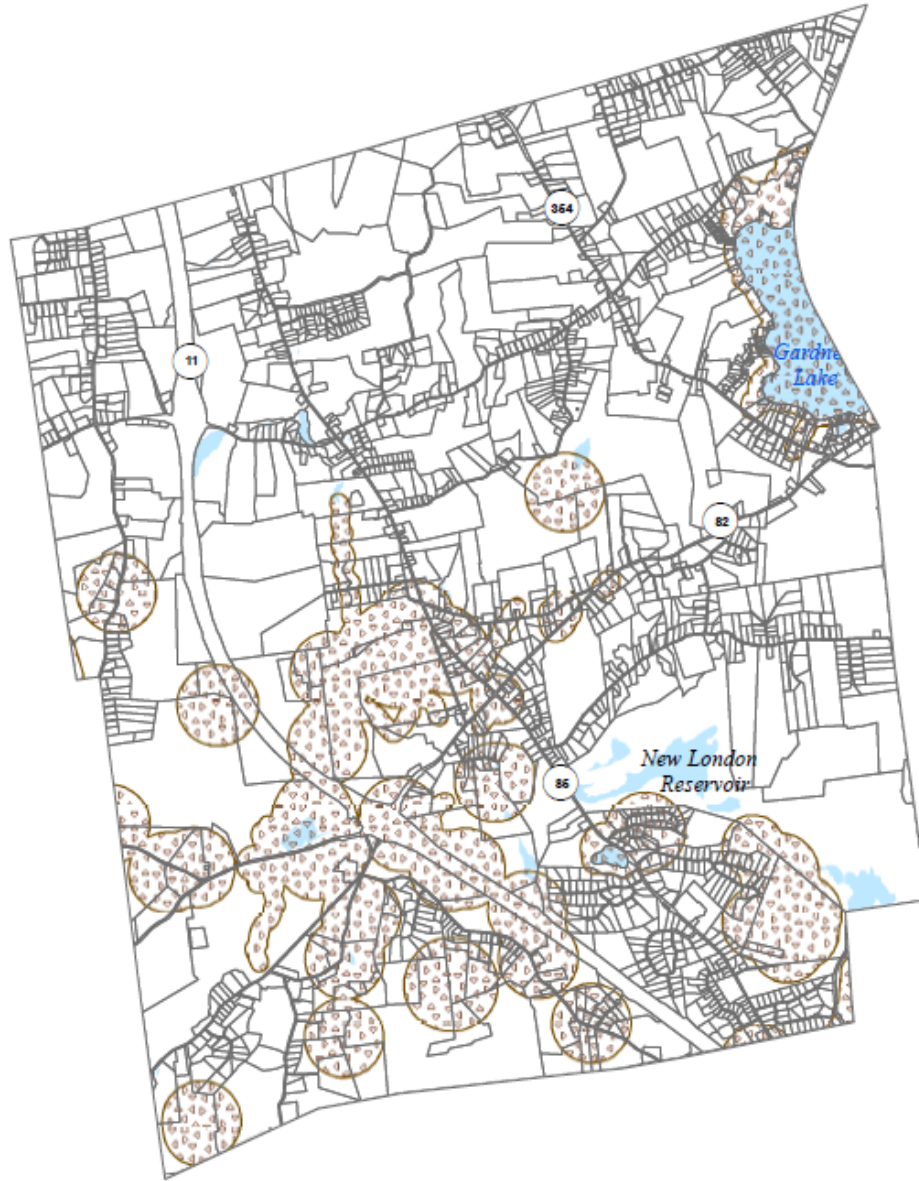
Map 2: Areas at Risk of Flooding




Map 3: Regional Watersheds



# Town of Salem



## Legend

 Natural Diversity Area

Maps represent general locations of endangered, threatened, and special concern species. Locations updated every six months and randomized within the polygon area.

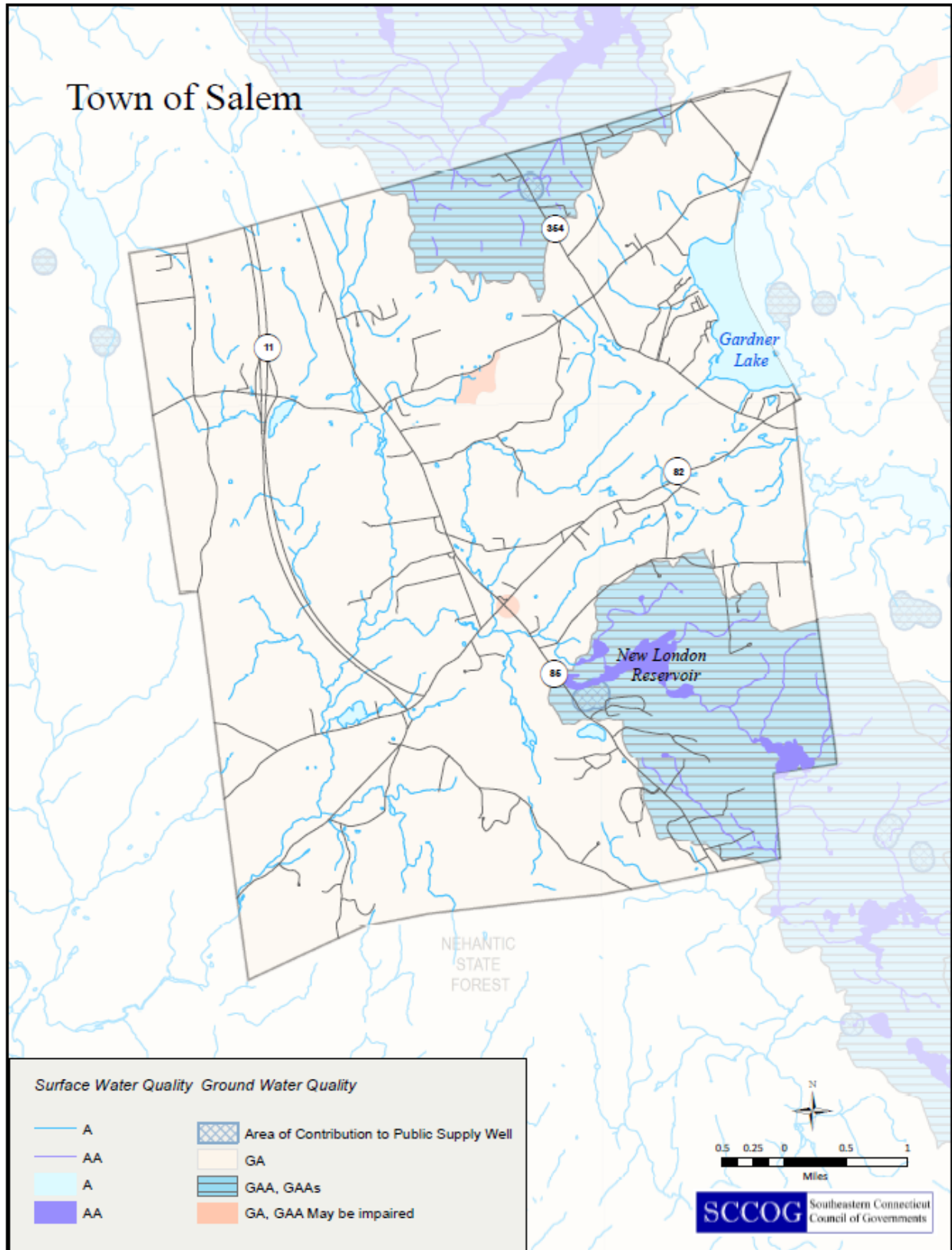
Source: Maintained by DEEP, scientists, and landowners.  
Last update June, 2021

## Critical Habitat

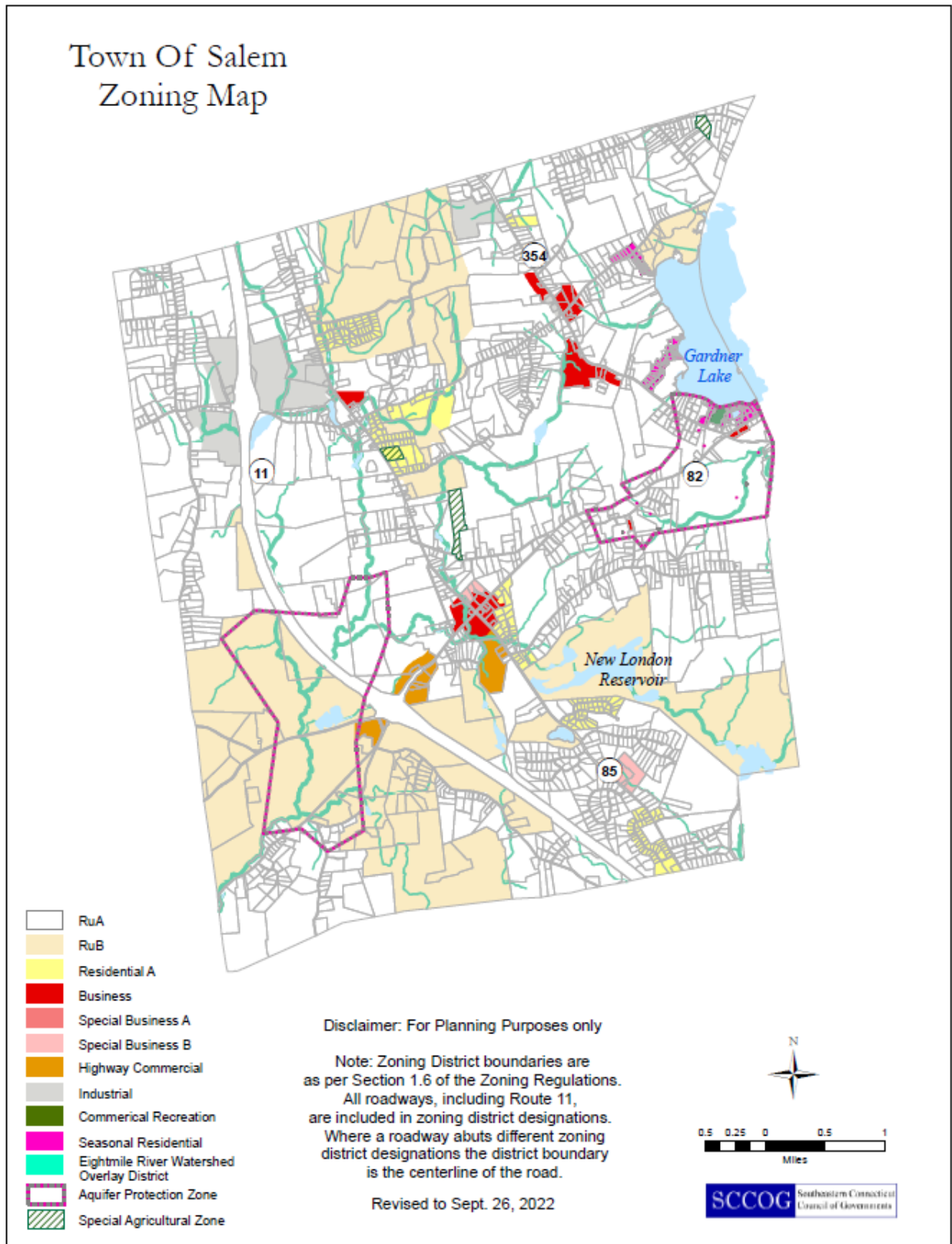


**SCCOG** Southern Connecticut Council of Governments

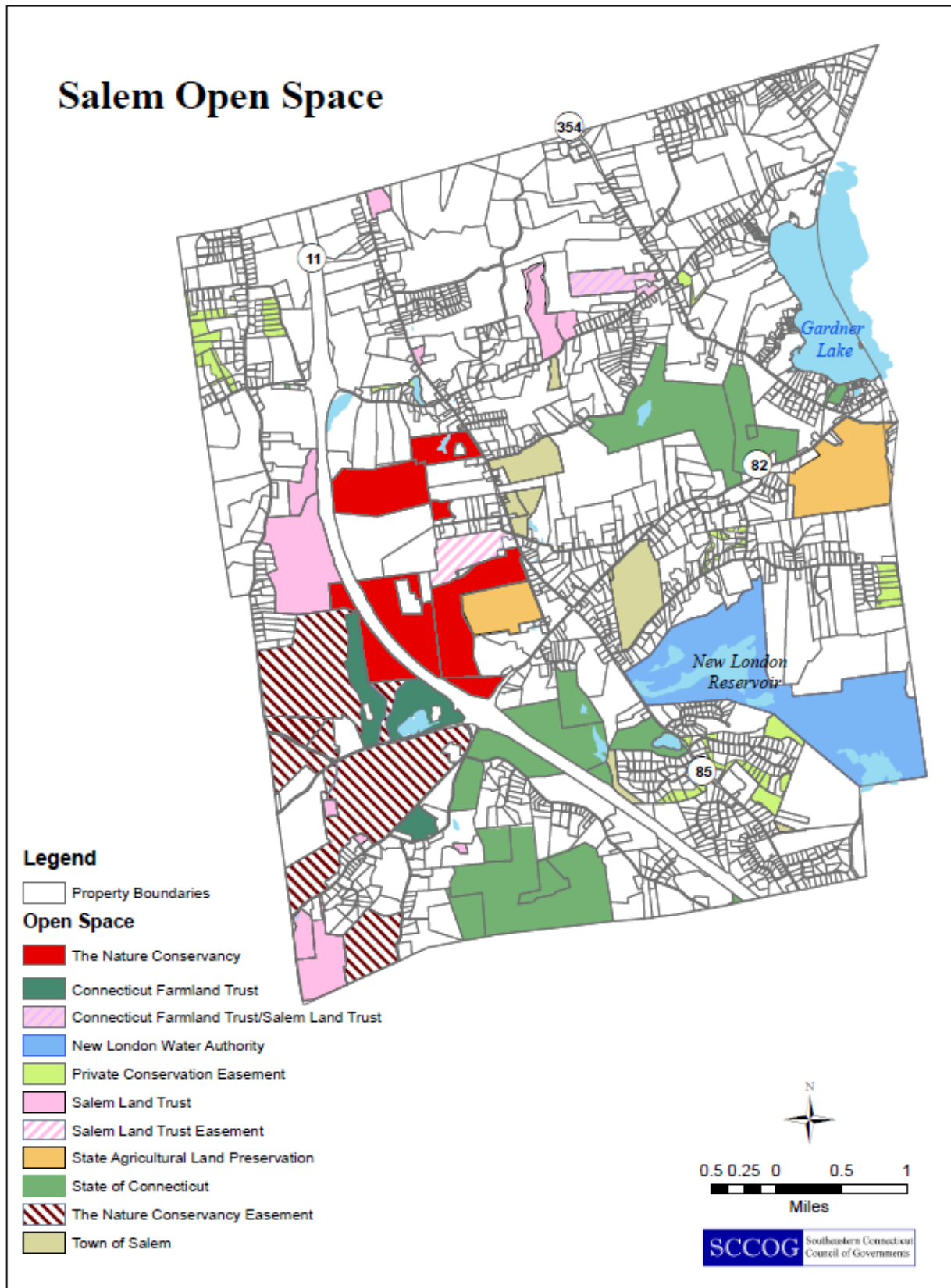
Map 5: Water Quality

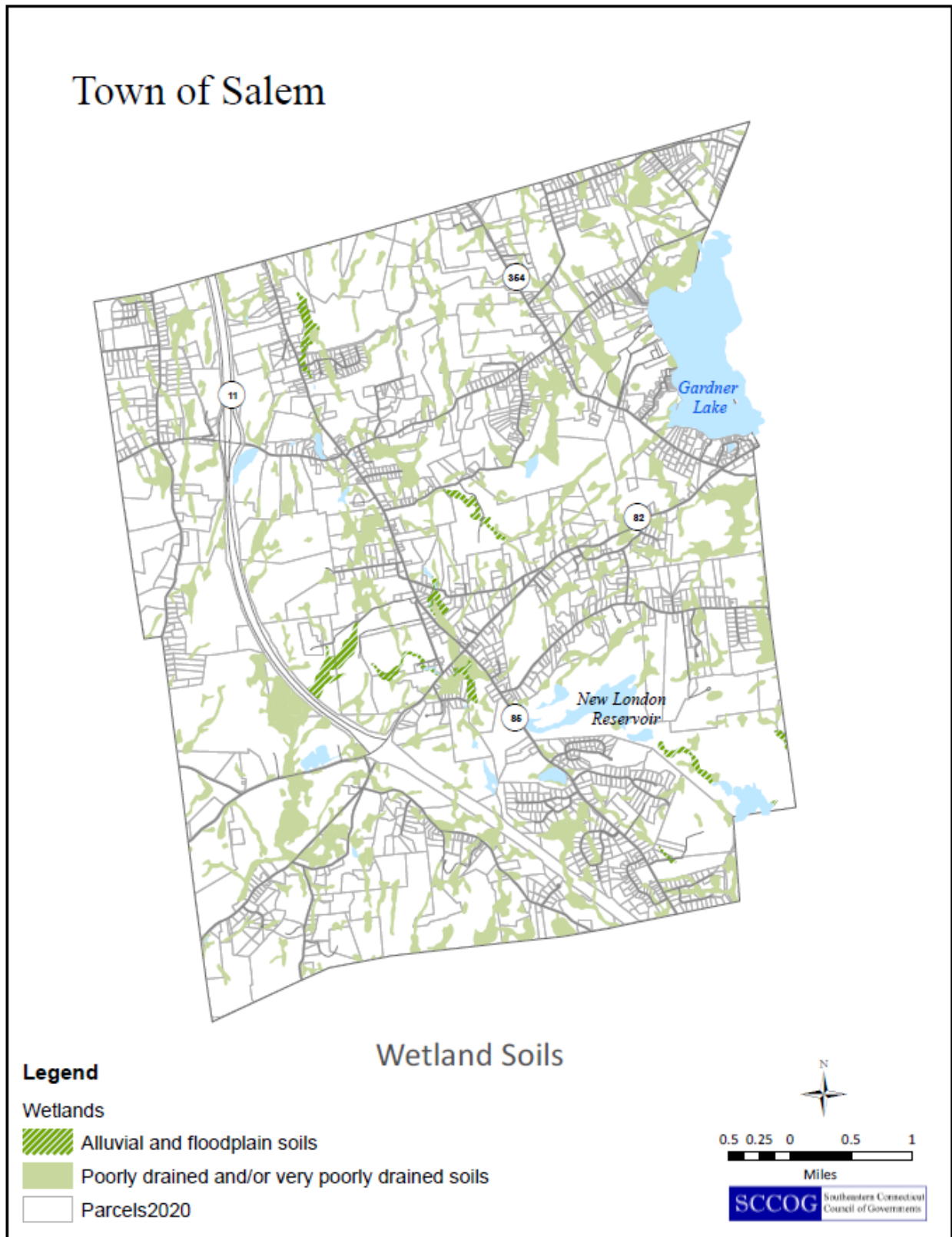


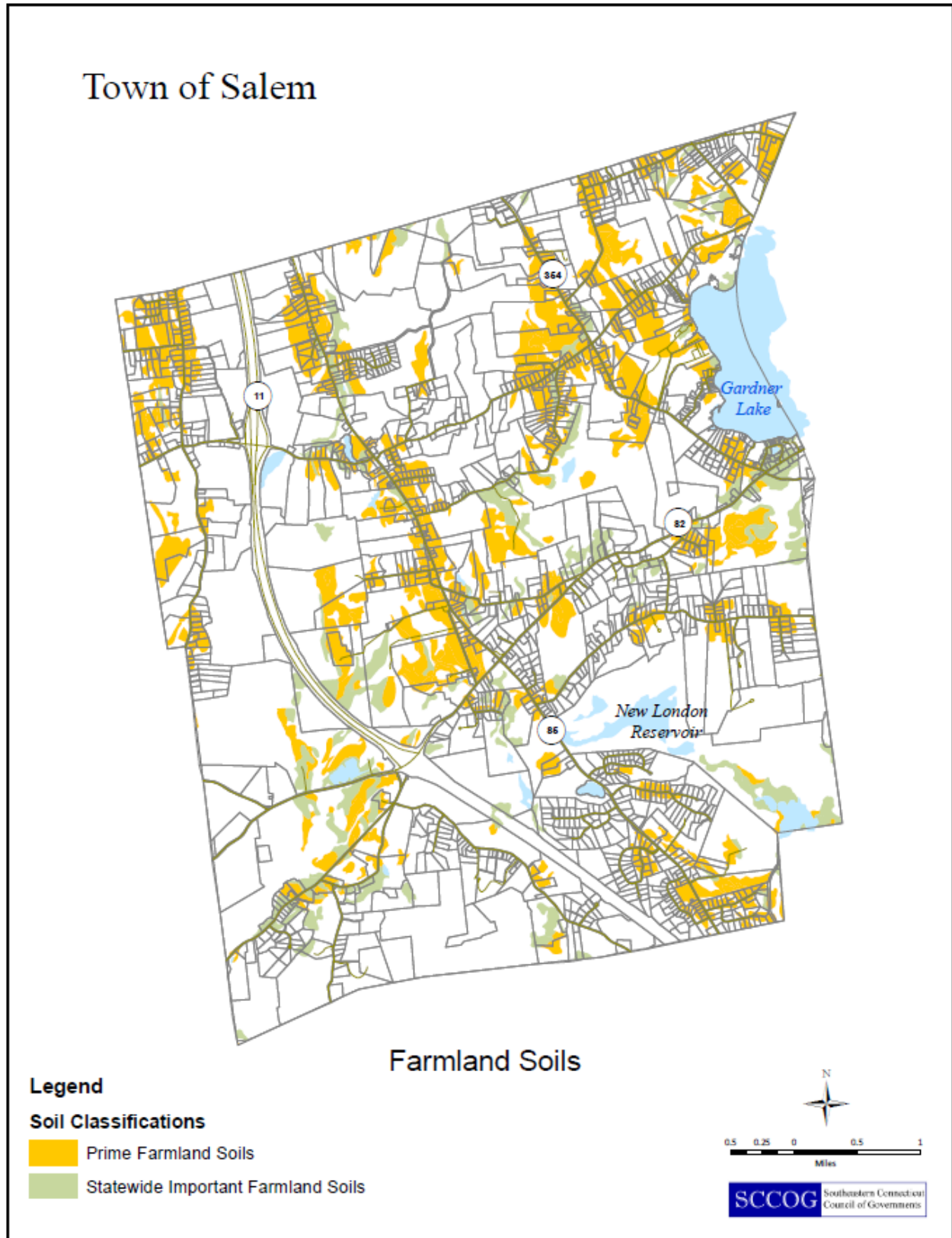
Map 6: Zoning



Map 7: Open Space

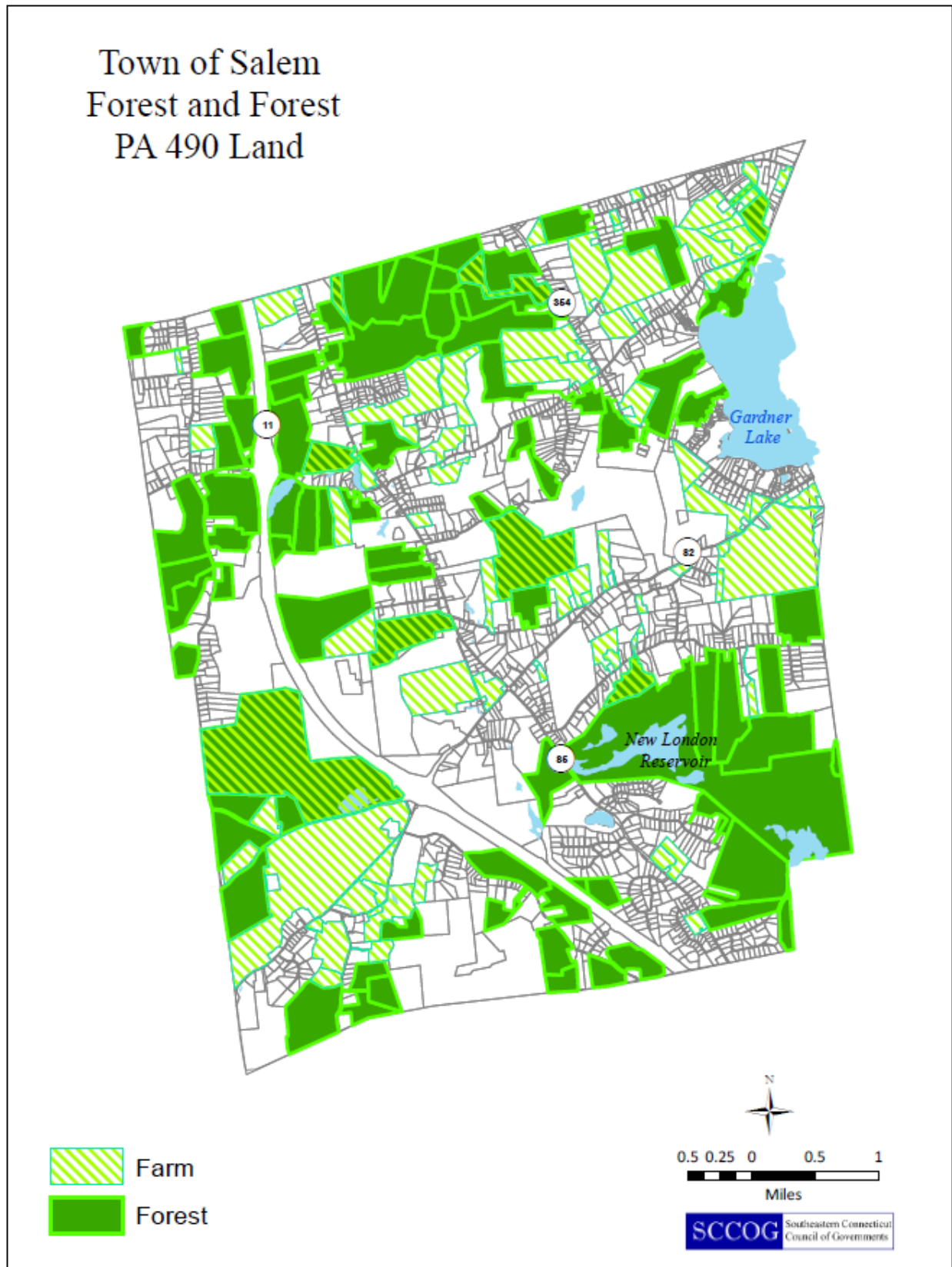




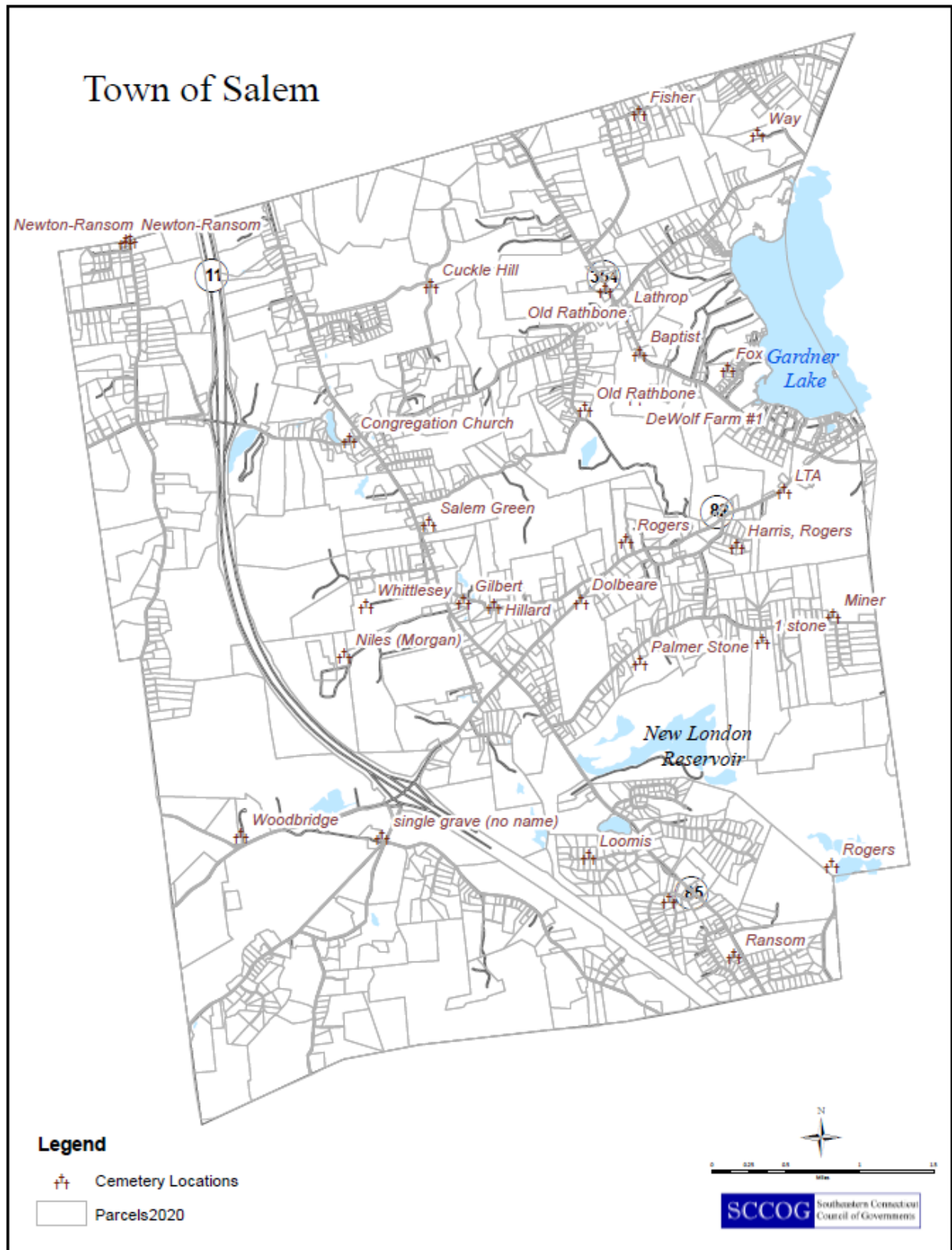




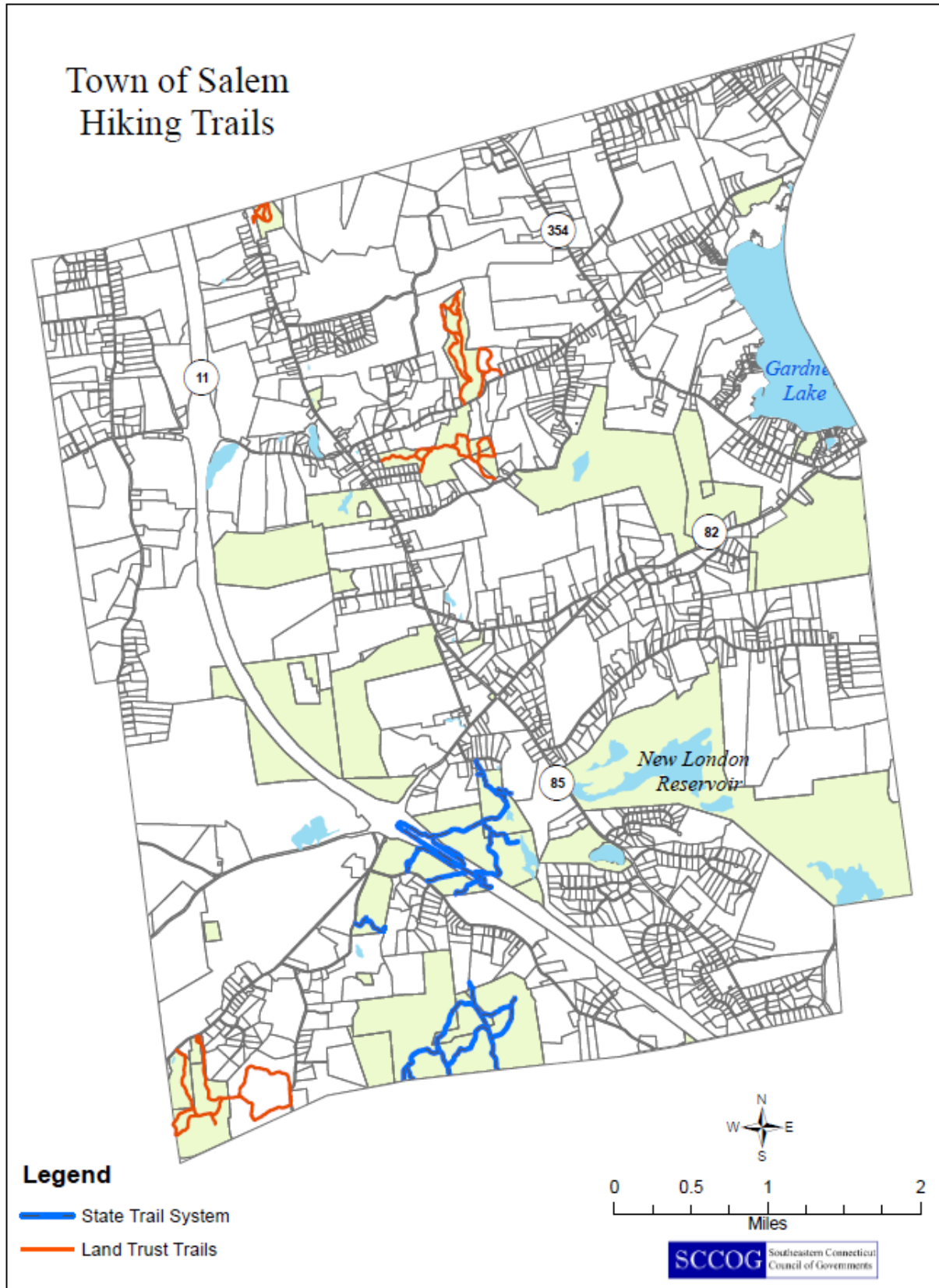
Map 10: PA 490 Forest and Farm Land



Map 11: Cemeteries



Map 12: Trails



# Affordable Housing Plan

September 28, 2021

Prepared by Southeastern Connecticut Council of Governments Staff

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# Introduction

## What is Affordable Housing?

Generally, housing is considered *affordable housing* if its occupants are lower-income households who pay no more than 30% of their income toward housing costs, including mortgage, rent, property tax, and utilities. *Affordable housing* created or maintained under government subsidies or programs is usually intended for occupancy by households earning no more than 80% of median income, which funding programs often measure at the regional or state level. HUD’s calculations for the Norwich-New London area define a family of four earning up to \$78,500 per year as low-income under HUD’s 80% Area Median Income calculations.<sup>i</sup> Housing programs usually require that occupants pay 30% of their income for their housing and subsidies cover the remaining operating costs.

HUD Metro Area	Median Family Income	Income Category	Persons in Family			
			1	2	3	4
Norwich-New London Metro	\$91,800	Low Income (80%)	\$54,950	\$62,800	\$70,650	\$78,500
		<i>Equiv. Monthly Housing Budget</i>	\$1,374	\$1,570	\$1,766	\$1,963
		Very Low Income (50%)	\$35,950	\$41,050	\$46,200	\$51,300
		<i>Equiv. Monthly Housing Budget</i>	\$899	\$1,026	\$1,155	\$1,283
		Extremely Low Income (30%)	\$21,600	\$24,650	\$27,750	\$30,800
		<i>Equiv. Monthly Housing Budget</i>	\$540	\$616	\$694	\$770

Affordable housing is created either with the support of government subsidies assisting in the cost of its construction and long-term affordability provisions, or in the case of some mixed-income set-aside developments, through profits earned through the development of market-rate units supporting the construction cost and long-term affordability provisions of the affordable housing units. Recent public investments in affordable housing in southeastern Connecticut include Stonington’s Spruce Meadows (new mixed-income apartments), Waterford’s Victoria Gardens (mixed-income elderly apartments), and Groton’s Branford Manor (capital improvements to existing 100% affordable apartments).<sup>ii</sup> Common sources of funding include the Federal Government’s Low Income Housing Tax Credit Program and the State of Connecticut’s Competitive Assistance for Multifamily Properties (CHAMP) program. Different funding programs can target different types of housing or affordability for households at different income levels. Most affordable housing developments that depend on government subsidies receive funding from multiple State of Connecticut or federal programs.

## Why Plan For Affordable Housing?

Under Connecticut law, municipalities are delegated the authority to regulate land use development according to laws set forth in Title 8 of the Connecticut General Statutes. Local zoning regulations establish rules for the location and type of housing that can be constructed in Connecticut. State statutes specify the conditions under which municipalities may adopt local land use plans and regulations. CGS § 8-23 establishes a requirement for municipalities to adopt local Plans of Conservation and Development, which document policies and goals for the physical and economic development of a municipality. CGS § 8-2 outlines the authorities municipalities are granted to adopt local zoning regulations. Both CGS § 8-23 (planning) and § 8-2 (zoning) direct municipalities to consider the need for affordable housing, both locally and at the regional level, and to adopt zoning that encourages the development of multifamily dwellings and housing at different price points. CGS § 8-30j, added in 2017, established an additional obligation for municipalities to adopt Affordable Housing Plans that will specify how the municipality will increase the number of local “affordable housing developments.”

The § 8-30j requirement for Affordable Housing Plans was passed in recognition of increasing challenges for Connecticut residents in finding adequate affordable housing, especially outside of Connecticut’s most urban communities. Since 2000, the share of Connecticut renters who pay more than 30% of their income towards housing rose from 37% to 46% in 2019. Homeowners with mortgages also saw their budgets stretched, with 20% of homeowners housing cost-burdened in 2000 and 31% in 2019. In Southeastern Connecticut, one in four households earns less than 80% of the area median income and is housing cost-burdened.

*§ 8-30j(a): “At least once every five years, each municipality shall prepare or amend and adopt an affordable housing plan for the municipality. Such plan shall specify how the municipality intends to increase the number of affordable housing developments in the municipality.”*

The 8-30j Affordable Housing Plan statute references the definition of *affordable housing developments* included in CGS § 8-30g, which defines them as *assisted housing* that receives government subsidies to provide affordable housing for low and moderate households, or a *set-aside development* where deed restrictions ensure that at least 30% of the housing units are occupied by low-income households at affordable rates for at least 40 years. This definition of housing would include any deed-restricted affordable housing created as part of a mixed-income development, as well as affordable housing built or preserved with the support of state or federal programs.

The Affordable Housing Plan is an opportunity for municipalities to more closely examine housing needs and review how existing housing inventories and land use policies do or do not address those needs. The planning process also prompts a review of potential actions that municipalities may take that would enable or promote the development of housing that is affordable and accessible to lower-income residents. In 2020, the Connecticut Department of Housing worked with the Regional Plan Association to develop guidance on how municipalities might approach the development of Affordable Housing Plans ([https://portal.ct.gov/-/media/DOH/AHPP-Guidebook\\_RPA\\_120120.pdf](https://portal.ct.gov/-/media/DOH/AHPP-Guidebook_RPA_120120.pdf)), and provided small grants to support municipal work to prepare plans. The initial deadline for compliance with the requirement for an Affordable Housing Plan statute is June 2022, five years from the statute’s effective date.

## Plan Development Process

The development of an Affordable Housing Plan for Salem is being overseen by Salem’s Planning & Zoning Commission, with opportunities for members of the public to provide suggestions and feedback. Ultimately, the Plan will be considered by the Commission for adoption.

# Housing Conditions in Salem and Southeastern Connecticut

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## Affordability

A 2018 review of housing conditions in southeastern Connecticut prepared by the Southeastern Connecticut Council of Governments (SCCOG) in partnership with the Southeastern Connecticut Housing Alliance (SECHA) showed that demand is most acute in southeastern Connecticut for lower-cost housing and rental housing. The portion of southeastern Connecticut households that can afford the housing they live in has dramatically decreased in the last twenty years. Since 2000, the share of renters who cannot afford their housing, and are therefore housing-cost-burdened, increased from 31% to 46%. As previously mentioned, as of 2018, 29,000 households in southeastern Connecticut earned less than 80% of the area's median income and were housing cost-burdened, or one in four households.

The rise in housing challenges is linked to a growing mismatch between incomes and housing costs. Adjusted for inflation, income growth in the region has been stagnant, growing less than 1% between 2000 and 2019, while for-sale housing prices and rents have increased 23% and 19%, respectively.

SCCOG's projections of future housing needs estimate that based on the expected demographics of future southeastern Connecticut households, demand will continue to increase for lower-cost and multifamily housing. Of the approximately 7,000 additional households expected by 2030, more than half are expected to be low-income, partially due to growth in the number of senior citizens, as baby boomers continue to age into retirement, as well as young workers who typically earn lower wages. New housing production of a little more than 500 units per year would satisfy expected new need for housing, but not address existing unmet needs.

Salem has just over 1,750 housing units, of which approximately 92.5% are owner-occupied. The median value of an owner-occupied home in Salem is approximately \$274,300, which is roughly \$35,000 more than the median value for homes in New London County (which is \$239,000).<sup>iii</sup> Median household income in Salem is the highest of any municipality in the county at approximately \$113,000, significantly higher than the county median of \$71,000.<sup>iv</sup> According to census data, there are only about 125 multifamily homes in Salem, and data on rental values is not available due to the small data sampling size. The median rent in New London County is approximately \$1,110 per month.

## Local and Regional Housing Market

Housing in southeastern Connecticut's suburban and rural municipalities skews toward larger single-family homes, while one-bedroom units are concentrated in the region's urban centers. Many of the region's suburban and rural communities have few alternatives to the single-family home, with single-family housing making up over 90% of housing in some communities. Homeownership is also more common in

rural/suburban towns, with urban households slightly more likely to rent (54%) than own, and suburban/rural households much more likely to own their homes (80.1%).<sup>v</sup>

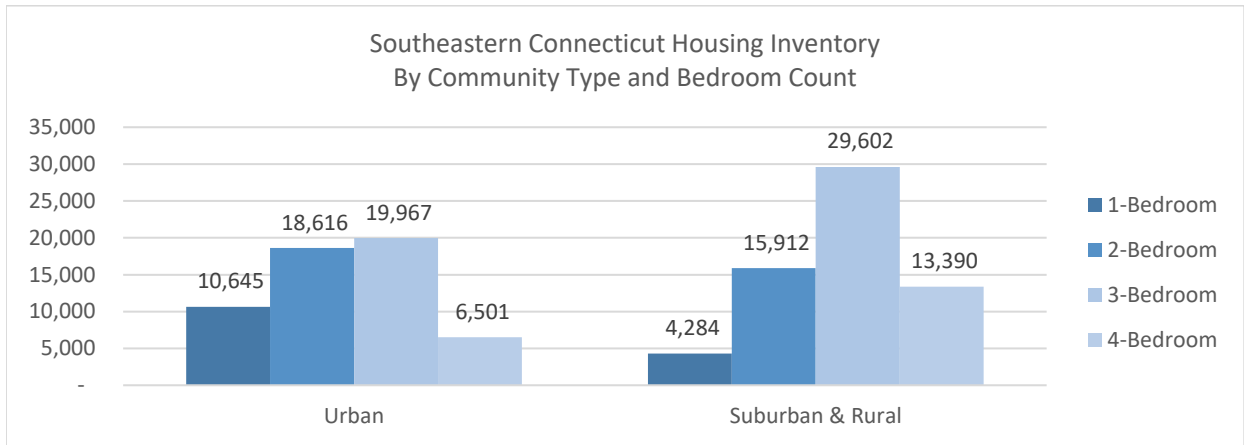


Figure 1. Housing in Southeastern Connecticut: Units by Number of Bedroom and Urban or Suburban/Rural Community Type. Additional 0-bedroom and 5+ bedroom units not shown. Source: U.S. Census American Community Survey (ACS) 2018 5-Year Estimates.

Housing construction in southeastern Connecticut has remained sluggish since the 2008 recession began, with annual production hovering around 300 units per year. Housing construction has traditionally focused on the production of single-family homes in suburban and rural municipalities. Recent spikes in multifamily construction in suburban/rural towns occurred in 2014 and 2015, but these levels were not sustained in 2016 and 2017. Building permit data reported to the U.S. Census indicates that from 2000 to 2017, permits for 275 new housing units were awarded in Salem, with 11,689 being issued throughout the county. The median sales price for a single family home in Salem was \$269,130, with 33 sales in 2019.<sup>vi</sup> More recent county-level data shows median sales price increased from \$230,000 in 2019 to \$270,000.<sup>vii</sup>

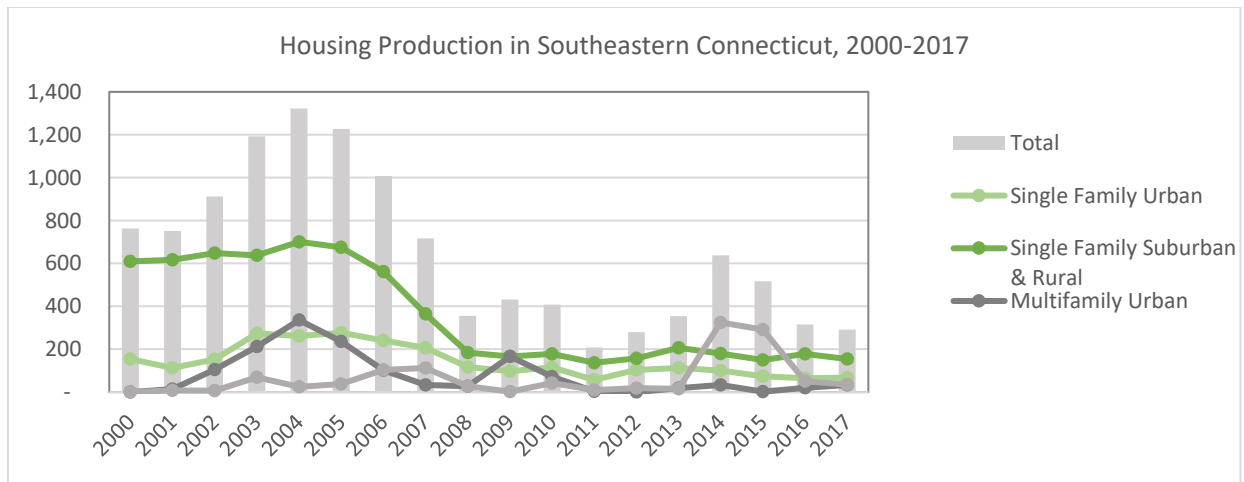


Figure 2. Housing Production Levels by Housing Type and Community Type, 2000-2017. Source: U.S. Census via Connecticut Department of Economic and Community Development.



## Housing Production and Regulation in Salem

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### Salem Zoning

SCCOG's 2018 Regional Housing Needs Assessment reviewed zoning regulations and the availability of vacant land in all of its member municipalities. The review revealed that large-lot, residential zoning is the most common in the region, based on overall land area. New opportunities for single-family homes exist in all towns, while 14 of the region's towns have opportunities for multifamily development on land in or close to sewer service areas, and an additional four municipalities (including Salem) enable multifamily development in areas not served by sewer.

Much of the land in Salem is zoned for one- or two-family housing development (Rural A, Rural B, and Residential A zones). Multifamily developments (two or more buildings on one lot with three or more family units in aggregate) are permitted in the Rural A Zone following approval of a Special Exception from the Planning and Zoning Commission. A "Net Buildable Area," as defined by the Zoning Regulations, of 40,000 square feet is required for the first family unit, plus 20,000 square feet for each additional family unit. These developments are limited to 80 family units in total, with each dwelling containing no more than four family units.

Salem also permits, through Special Exception, Age Restricted Residential Developments, to house residents aged 55 and older. These developments are conditionally permitted in the Rural A, Business, Special Business B, Highway Commercial, and Industrial Zones. Such developments require five acres in the Rural A Zone, two acres in the Industrial Zone, and one acre in the other mentioned zones. Density is permitted at the rate of four units per acre of the total lot, minus any portions of the lot regulated by the Inland Wetlands and Conservation Commission, areas within the FEMA 100 year flood zone, and the areas where natural slopes exceed 25% over a distance of 40 feet.

One accessory dwelling units is allowed as a secondary use to a single family dwelling in Salem. Such dwelling units are referred to as "Accessory Apartments" in the Zoning Regulations. Accessory apartments must not exceed 40% of the area of the primary dwelling unit or 800 square feet, whichever is less. Accessory apartments are only allowed on lots which have at least one acre of land outside of regulated wetland areas. Accessory apartments may be in separate structures, provided that (1) the structure appears aesthetically consistent with the principal structure, and (2) the structure is less than 100 feet from the principal structure. The apartment, or the principal structure, must be occupied by the owner of the property.

**Summary of Salem Housing Production Regulations (from 2018 Southeastern Connecticut Regional Housing Needs Assessment)**

*Town of Salem- No sewer is present*

**Single-Family:** Permitted in the Rural Zone A, Rural Zone B, and Residential Zone B (all residential zones).

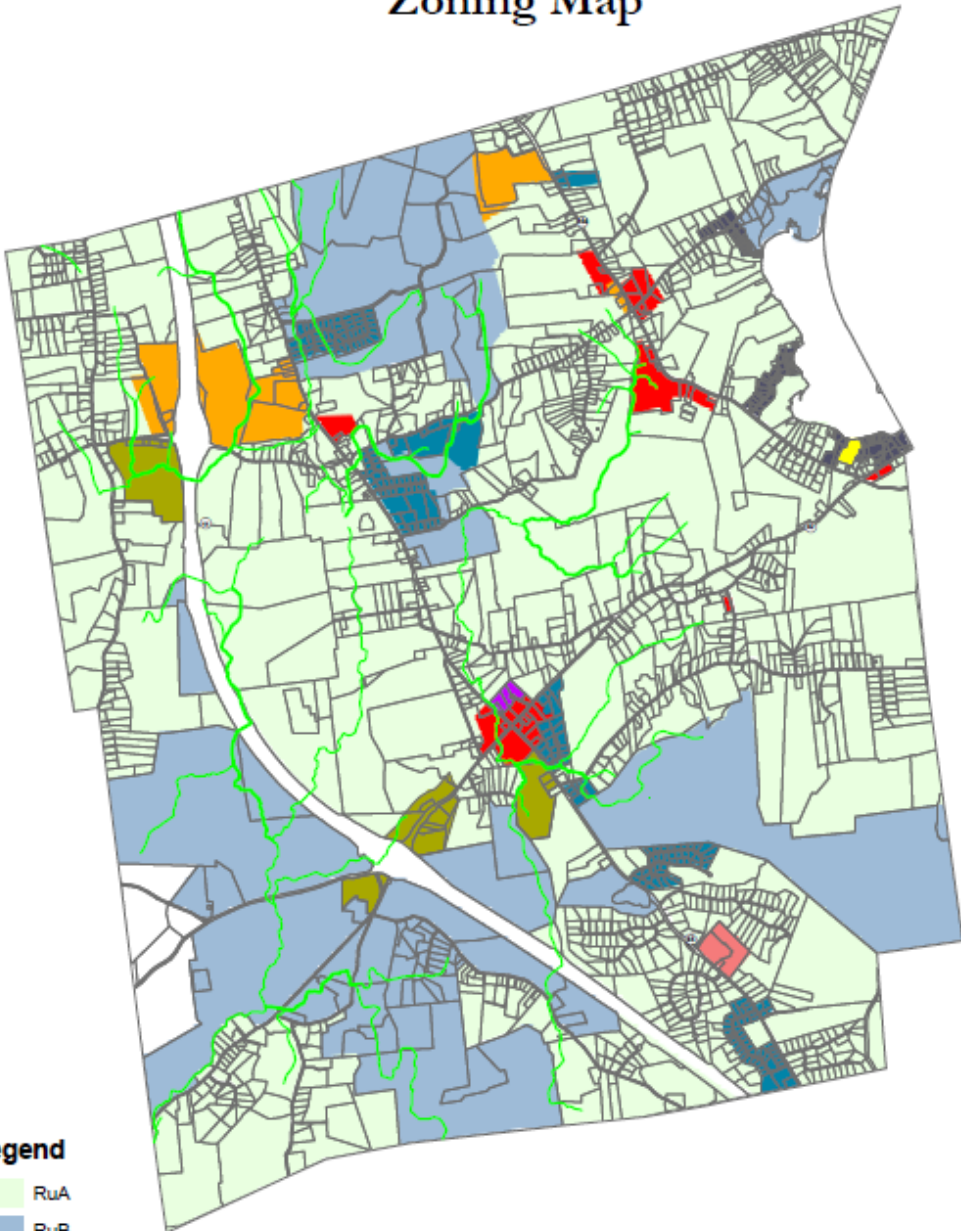
**Two-family:** Permitted in Rural Zones A and B. Multi-Family: Allowed by Special Permit in Rural Zone A

**Mixed-Use:** Allowed by Special Permit in the Business Zone (BZ).

**Accessory Apartments:** Permitted in all residential zones

**Clustered Development:** Allowed by Special Permit in Rural Zones A and B

# Town Of Salem Zoning Map

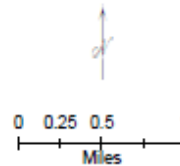


**Legend**

- RuA
- RuB
- Residential A
- Business
- Spec. Bus. A
- Spec Bus B
- Highway Comm.
- Industrial
- Comm. Recreation
- Seasonal Residential
- RCOZ

Disclaimer: For Planning Purposes only

Note: Zoning District boundaries are as per Section 1.6 of the Zoning Regulations. All roadways, including Route 11, are included in zoning district designations. Where a roadway abuts different zoning district designations the district boundary is the centerline of the road.



**SCCOG** Southern Connecticut Council of Governments

Revised to Feb. 5, 2020

## The Local Plan of Conservation and Development

The Salem Plan of Conservation and Development (POCD) was most recently updated in 2012, and is currently being prepared for approval of an update in 2022. The 2012 POCD noted the following goals and statements related to future housing development in Salem:

- Salem should develop a proactive, long-range plan to ensure Salem complies with State regulations regarding affordable housing.
- Salem should encourage affordable housing development.
- Housing in Salem should encourage a balance of housing, including affordable housing that is tied to the ability of the land to support housing development.
- Salem should reduce the minimum housing footprint and/or lot size.
- Housing in Salem will be consistent with the town's rural character and quality of life.
- Housing will accommodate unmet housing needs by permitting a variety of housing types and configurations that encourage Salem's residents, including senior citizens and young adults, to remain in the community.

Many of these goals also have specific suggestions to meet them, including creating a database of the housing stock in Salem, designating a point person to ensure consistency with State affordable housing requirements, establishing a 'fast track' process to champion affordable housing projects. Many of these concepts could still prove valuable in encouraging the creation of affordable housing in Salem.

## Affordable Housing Appeals Act (§ 8-30g)

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Connecticut's Affordable Housing Land Use Appeals statute, C.G.S. § 8-30g, was established in 1997 to enable the development of affordable housing in municipalities where zoning regulations would otherwise prevent its construction. Municipalities are subject to § 8-30g of the Connecticut General Statutes when less than 10% of the municipal housing stock meets the statute's definition of affordable. The statute encourages development approvals for deed-restricted affordable housing by requiring that upon appeal of a development proposal for affordable housing that is rejected by a municipality with less than 10% affordable housing, the municipality must demonstrate that public interests in health, safety, or other matters clearly outweigh the need for affordable housing.

The State of Connecticut's 2019 Housing Appeals List shows that 2% of housing in Salem counts as affordable housing for the purpose of determining the applicability of the § 8-30g statute. In determining the percent of affordable housing present in a municipality, the CT Department of Housing counts the following:

- Assisted housing units or housing receiving financial assistance under any governmental program for the construction or substantial rehabilitation of low and moderate income housing that was occupied or under construction by the end date of the report period for compilation of a given year's list.
- Rental housing occupied by persons receiving rental assistance under C.G.S. Chapter 138a (State Rental Assistance/RAP) or Section 142f of Title 42 of the U.S. Code (Section 8). This category currently makes up 2 of the 32 units counted as affordable in Salem.
- Ownership of housing currently financed by the Connecticut Housing Finance Authority and/or the U.S. Department of Agriculture. This currently makes up 30 of the 32 units that are counted as affordable in Salem.

- Deed-restricted properties or properties with deeds containing covenants or restrictions that require such dwelling unit(s) be sold or rented at or below prices that will preserve the unit(s) as affordable housing as defined in C.G.S. Section 8-39a for persons or families whose incomes are less than or equal to 80% of the area median income.

As noted above, the vast majority of the 32 qualifying homes in Salem are homes financed with CHFA or USDA mortgages (30 homes). Two homes are occupied by tenants who receive rental assistance. These two categories are difficult to regulate or encourage through planning and zoning policies. The remaining two categories (financial assistance for developments or deed restrictions) could be encouraged through zoning policies. For example, for multi-family or age-restricted developments, the Zoning Regulations could require that a certain percentage of the units be deed restricted. The former category of financial assistance for developments could be made easier through regulations which are easy to navigate for a developer. However, it is still difficult, as the Town cannot require that developers create housing in Salem.

As mentioned, municipalities that have 10% or more of their housing inventory falling into the above categories are exempt from § 8-30g appeals. Municipalities may also be granted four-year temporary exemptions by demonstrating progress in facilitating new affordable housing. The threshold for achieving a four-year moratorium is new affordable housing created in the municipality earning "Housing Unit Equivalent" points equal to the greater of two percent of existing housing or 50 points. New housing qualifies for between ½ and 3 Housing Unit Equivalent points based on the size of the unit (more bedrooms earn more points), restrictions on occupancy (senior-only housing earns fewer points), and the affordability level of the unit (affordability to lower income levels earns more points). The Town of Salem would need 50 points to achieve a moratorium from appeals, achievable with between 17 and 100 new affordable homes, depending on their size, affordability target, and restriction on occupancy to seniors only.

## Action Plan Options

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Connecticut municipalities have flexibility in determining how they act to improve access to affordable housing. This plan should include steps appropriate to the Town of Salem that may be taken with the goal of creating additional affordable housing units in Salem, consistent with the other development and conservation goals of the Town. Some of the strategies that have been implemented or considered by Connecticut municipalities are the following:

### *Expand the capacity of the municipality to support ongoing housing initiatives*

- Consider creating a standing affordable housing committee/subcommittee to advance actions supporting housing.
- Consider working with the Southeastern CT Community Land Trust to aid in their goal of developing affordable housing in Southeastern Connecticut.

### *Increase Opportunities for Multifamily Development*

- Review potential modifications to single-family zoning that would enable low-density, low-impact multifamily developments.
- Consider allowing duplexes/two-family homes in any zone which permits single-family homes.
- Identify sites that could accommodate multifamily housing, including municipally-owned sites.

### *Support First-Time Home-Ownership and Aging-In-Place*

- Work with local realtor community to publicize availability of USDA and CHFA low-interest home loans.
- Apply for State of Connecticut Small Cities funding for rehabilitation of existing housing occupied by low-income residents, first time homebuyers, etc.
- Create municipal tax relief programs/down-payment/closing cost assistance for elderly, low income, first time buyers, etc.

### *Expand availability of lower-cost housing*

- Consider modifying Accessory Dwelling Unit provisions to enable the rental of these units without an owner of the property being required to live in one.

### *Increase availability of deed-restricted affordable housing*

- Consider adopting inclusionary zoning provision (portion of new development must be deed-restricted affordable).
- Work with housing land trusts or other non-profits to acquire and rehabilitate existing housing for deed-restricted affordable housing.

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<sup>i</sup> HUD FY 2020 Income Limits Summary for Norwich-New London, CT HUD Metro FMR Area (towns of Bozrah, East Lyme, Franklin, Griswold, Groton, Ledyard, Lisbon, Lyme, Montville, New London, North Stonington, Norwich, Old Lyme, Preston, Salem, Sprague, Stonington, Voluntown, Waterford).

<https://www.huduser.gov/portal/datasets/il/il2020/2020summary.odn>

<sup>ii</sup> CHFA 2019 Summary of Programs. [https://www.chfa.org/assets/1/6/2019\\_CGS\\_8-37bb.pdf](https://www.chfa.org/assets/1/6/2019_CGS_8-37bb.pdf).

<sup>iii</sup> U.S. Census American Community Survey 2018 5-Year Estimates.

<sup>iv</sup> Ibid.

<sup>v</sup> Ibid.

<sup>vi</sup> New London County 2019 Sales by Town, Eastern CT Association of Realtors.

<sup>vii</sup> Fourth Quarter New London and Windham County SOLD Comparisons - 2020 vs. 2019, Eastern CT Association of Realtors.