

Plan of Conservation and Development



**Town of Hebron, Connecticut
2024**

The Town of Hebron gratefully acknowledges:

Cover photograph of the Old Town Hall in Hebron provided by
Amanda Brouwer, former Douglas Library Director

Acknowledgements

Town of Hebron, Connecticut — Plan of Conservation and Development

This update of the Plan of Conservation and Development, originally crafted and adopted in 2014, has been an ongoing deliberative process of the Planning and Zoning Commission for the past three years. Numerous meetings, workshop sessions, and outreach to many Hebron boards and commissions have resulted in a plan in which the town can take an enormous amount of pride. The Plan of Conservation and Development (also referred to as the “POCD” or “the Plan”) is designed to be a working tool for those who will use it – the town boards and commissions that establish Hebron’s goals, policies, and action items. Our purpose is to provide both a vision and a pragmatic road map that will be used on an ongoing basis to guide the future of our town.

The Planning and Zoning Commission is grateful to the many boards and commissions, members of the public, and the Town of Hebron staff members who attended meetings, offered support, ideas, suggestions, and encouragement during the development of this document. The Commission wants to recognize the help and support of Hebron’s Board of Selectmen and the Town Manager, Andrew J. Tierney.

There have been many members of the Planning and Zoning Commission, both present and past, who, over the past three years, have contributed significantly to the completion of the Plan of Conservation and Development. These members have spent countless volunteer hours and attended many extra meetings to research, review, discuss, revise, and edit the sections and topics contained in this plan as part of their contributions to Hebron’s future.

The production of this document would not have been possible without the guidance and expertise of POCD Consultant / former Director of Planning, Michael O’Leary, and current Director of Planning, Matthew Bordeaux.

In addition, the Town of Hebron wishes to acknowledge the contributions of our Town Engineering consultant, Thomas Fenton, P.E., of Nathan L. Jacobson and Associates for his expertise in contributing to the stormwater management and town roadways section of this plan. The efforts of David Campbell, also of Nathan L. Jacobson and Associates, are greatly appreciated as well. His skills in Geographic Information System (GIS) mapping are clearly evident in the maps contained in this document.

The current members of the Planning and Zoning Commission and Town staff:

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A special thanks goes out to Natalie Wood, a long-time member and former Chair who graciously guided the Commission until her recent departure due to a move out of town.

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Foreword

Purpose of the Plan of Conservation and Development

Undertaking a thoughtful and comprehensive update of a community's Plan of Conservation and Development is a way that a town plans for its future. While it is a mandate from the State of Connecticut for towns to have and update their plan every ten years, it is clearly more than just a state requirement. It is a way of assessing a town's current situation and circumstances, understanding important issues, and setting goals, policies, and action items that will guide future conservation and growth.

Section 8-23 of the Connecticut General Statutes requires that, "At least once every ten years, the commission shall prepare or amend and shall adopt a plan of conservation and development for the municipality". The purpose of a town plan of conservation and development is to record the best thinking of a town as to its future growth and to give direction to both conservation issues as well as to public and private development. The plan should encompass a long-term vision of the community but also offer guidance for short-term decision making.

The plan of conservation and development reflects the goals and objectives of a community at one point in time, assesses present economic conditions, and identifies lifestyles and issues important to the community at that moment. In recognition of this, state statutes require that a plan be updated at least every ten years. Thus, it is imperative that it reflects contemporary conditions and contemporary attitudes of the community.

It is important to note that the plan of conservation and development is not a regulation or ordinance, but it is an important advisory document. It is intended to guide the community towards positive outcomes and to provide a framework for consistent decision-making regarding conservation and development activities.

The standards for municipal plans of conservation and development in Connecticut are set forth in Section 8-23 of the Connecticut General Statutes.

The statutes require that in developing these plans, the commission **shall** consider the following:

- The community development action plan of the municipality, if any,
- the need for affordable housing,

- the need for protection of existing and potential public surface and ground drinking water supplies,
- the use of cluster development and other development patterns to the extent consistent with soil types, terrain, and infrastructure capacity within the municipality,
- the state plan of conservation and development,
- the regional plan of conservation and development,
- physical, social, economic, and governmental conditions and trends,
- 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,
- the objectives of energy-efficient patterns of development, the use of solar and other renewable forms of energy and energy conservation,
- protection and preservation of agriculture,
- the most recent sea level change scenario as updated, and,
- the need for technology infrastructure in the municipality.

In addition, the Connecticut General Statutes state that the plan of conservation and development **shall**:

- be a statement of policies, goals, and standards for the physical and economic development of the municipality,
- provide for a system of principal thoroughfares, parkways, bridges, streets, sidewalks, multipurpose trails, and other public ways as appropriate,
- 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:
 - to have compact, transit accessible, pedestrian-oriented mixed use development patterns and land reuse, and
 - to promote such development patterns and land reuse,
- 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,
- recommend the most desirable density of population in the several parts of the municipality,
- note any inconsistencies with the following growth management principles:
 - Redevelopment and revitalization of commercial centers and areas of mixed land uses with existing or planned physical infrastructure.
 - Expansion of housing opportunities and design choices to accommodate a variety of household types and needs.
 - Concentration of development around transportation nodes and along major transportation corridors to support the viability of transportation options and land reuse.

- Conservation and restoration of the natural environment, cultural and historical resources, and existing farmlands.
- Protection of environmental assets critical to public health and safety.
- Integration of planning across all levels of government to address issues on a local, regional, and state-wide basis.
- 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,
- 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, and,
- consider allowing older adults and persons with a disability the ability to live in their homes and communities whenever possible.
- In preparing such a plan, the commission shall consider focusing development and revitalization in areas with existing or planned physical infrastructure.

And the statutes state that any plan 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 sewerage systems 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.

In addition to the above minimum requirements, the statute identifies the following areas where the plan **may**:

- 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 support services in the home,
- 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 used by such persons,
- Expand the definition "family" in single-family zones to allow for accessory apartments for persons sixty years of age or older, persons with disabilities, or their caregivers.

And the statutes further state that the plans **may** show the commission's, and any special committee's, recommendation for:

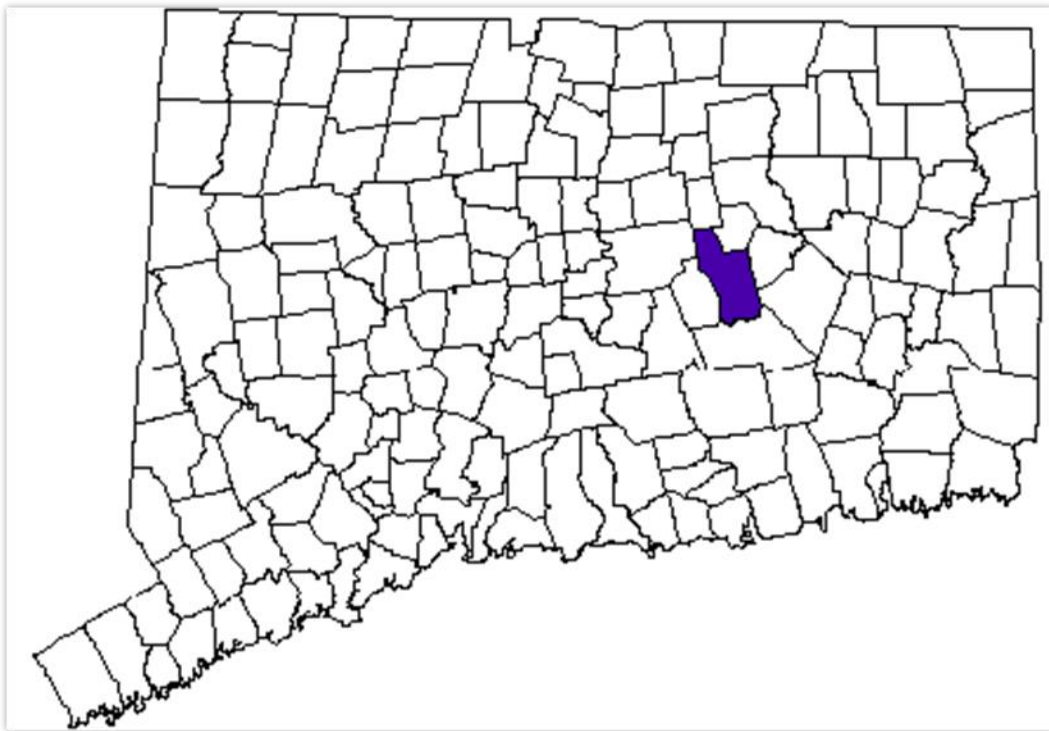
- conservation and preservation of traprock and other ridgelines,
- airports, parks, playgrounds, and other public grounds,
- the general location, relocation, and improvement of schools and other public buildings,
- the general location and extent of public utilities and terminals, whether publicly or privately owned, for water, sewerage, light, power, transit, and other purposes,
- the extent and location of public housing projects,
- programs for the implementation of the plan, including (A) a schedule, (B) a budget for public capital projects, (C) a program for enactment and enforcement of zoning and subdivision controls, building and housing codes, and safety regulations, (D) plans for implementation of affordable housing, (E) plans for open space acquisition and greenways protection and development, and (F) plans for corridor management areas along limited access highways or rail lines, designated under Section 16a-27,
- proposed priority funding areas, and
- any other recommendations as will, in the commission's or any special committee's judgment, be beneficial to the municipality.
- And the plan **may** include any necessary and related maps, explanatory material, photographs, charts or other pertinent data and information relative to the past, present, and future trends of the municipality.

The requirements of the state statutes - mandating a plan, and its periodic updating, as well as specifying a public adoption process, highlight the fact that the Plan is a public document. Without the broad knowledge of the public concerning the POCD, its value is greatly diminished.

The Plan of Conservation and Development is the Town of Hebron's document to help plan for its future. This Plan is intended to be used by both the public policy makers and citizens of the Town to better understand the community, and to best plan for its future.

Above all, the plan is a roadmap to where we all think the town should be in the next 20 years. It is a document of the citizens and should reflect their best thinking for what the future of Hebron should be.

Section 1. Community Profile



“Make no little plans; for they have no magic to stir men's souls...make big plans
and aim high....” **Daniel H. Burnham, architect & urban planner (1846-1912)**

Introduction

The Community Profile section of the Plan of Conservation and Development is intended to provide a description of the Town of Hebron (or “the Town”) and its past growth, and then utilize this information to project future trends. As the character of Hebron is different from all other towns, so too are its history and growth patterns unique. It is an important function of the POCD to see how the Town has developed; why it has developed the way it did and understand the rate and type of past growth. Only with this understanding can we properly plan for and guide future growth. This 2024 Plan of Conservation and Development will also document the changes that have occurred in the community since the adoption of the 2014 Plan and will identify the accomplishments that were made by the Town in achieving numerous goals and objectives identified in that last Plan.

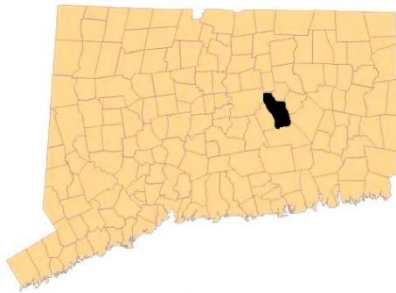


The experience of past growth and development in the community raises unique issues, which should be addressed in future planning. This understanding of the past and a look to the future is the purpose of the Community Profile section of the Plan of Conservation and Development.

The Community Profile section of the Plan is divided into four parts. [Subsection A](#) provides a brief introduction and summary of the Town of Hebron's geography, size, and character. [Subsection B](#) documents and describes the existing land use make-up of the community. [Subsections C](#) and [D](#) contain a current description of the Town's housing stock and population. These two sections will also include analysis of recent growth during the last planning period and include a comparison to surrounding towns and the region.

A. Community Description

The Town of Hebron, incorporated in 1708, is located in central Connecticut, approximately 20 miles southeast of Hartford. The Town is bisected by Route 66, which runs east-west through the Town, and by Route 85, which runs north-south.

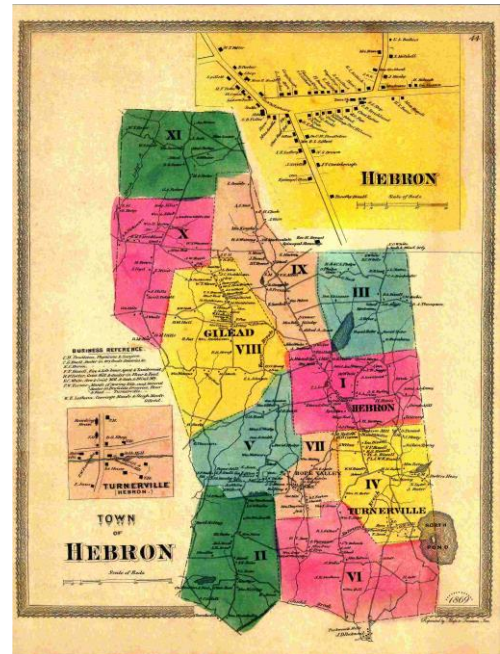


The Town contains 37.5 square miles (24,000 acres of land). With a 2020 US Census population of 9,098, it has a population density of approximately 243 persons per square mile. The topography within Hebron is primarily rolling hills, typical of the eastern uplands of Connecticut. The Town's landscape remains traversed with numerous stone walls as a tribute to its proud agricultural heritage, with several farms still in operation, and over 1,000 acres permanently

preserved as agricultural land by farmland preservation programs. Many historically significant homes and buildings line the roads throughout the Town of Hebron.

The landscape of Hebron is diverse, ranging from woodlands to open fields and marshlands, with many areas preserved in their natural state. Many indigenous species of vegetation and wildlife can be found throughout the Town. The terrain in Hebron ranges in elevation from 204 feet above sea level in the southwest corner to 772 feet above sea level in the northeast corner. The landscape of the Town contains numerous streams within the Salmon River basin, all having high water quality.

The 2020 U.S. Census count for Hebron reported that the Town had a population of 9,098 people. This was a 6% decrease in total population since the 2010 U.S. Census. Despite this slip in town population from 2010-2020, Hebron has experienced significant residential growth in the previous five decades once it was discovered as a highly desirable and convenient housing location. It is expected that Hebron's future population will continue to grow but at a much slower pace than in the past.



B. Land Use

The land use of the community is the focus of a significant amount of local planning efforts and subsequent public policy discussions and zoning and subdivision regulations. The perceived character of a town, its quality of life, as well as its economic health is, in large part, a reflection of its land use make-up. It is therefore important to know and understand the Town's land use fabric as background for establishing policies intended to regulate future land use changes.

Methodology

For the 2024 Plan update, the Town's Geographic Information System (GIS) is the primary source for land use calculations. The land use data is derived mainly from the Hebron Assessor's land use codes. This should provide an accurate record of existing land use tabulations and changes over time.

The following assumptions were made in determining land use area calculations:

- If a parcel of land is occupied by some land use, but the majority of land is vacant, a portion of land is calculated as developed, and the remainder of the parcel is calculated as vacant.
- Privately owned open space is calculated as vacant land, as that land is not permanently committed to open space.
- Farmland not permanently protected under a farmland preservation program is calculated as vacant, because it can still be developed.
- Preserved agriculture parcels, where development rights were purchased by the State of Connecticut, are considered as permanent open space.

Residential Land Use

Residential land use is the largest single land use category in Hebron. A total of 32.8% of the overall land in Town is used for residential purposes. Single family development accounts for 32% of the Town's land, whereas multi-family land use accounts for about 0.8% of Hebron's land area. Of all the developed land in Town, or land that is committed to some type of land use (such as permanent open space), approximately 50% of it is used for residential purposes.

Land Uses in Hebron		
February 2024		
Developed / Committed Land		
Land Use	Acres	% of Town
Single Family	7,630	32.03 %
Multi-Family	192	00.81%
Institutional	253	01.06%
Commercial	109	00.46%
Industrial	17	00.07%
Roads	780	03.27%
Sub-total: Developed Land	8,981	37.71%
Town Open Space	2,106	08.84%
State Open Space	3,284	13.79%
Sub-total: Open Space	5,390	22.63%
Preserved Agriculture	1,118	04.69%
Sub-Total: Open Space / Preserved Agricultural Land	6,508	27.32%
Total Developed / Open Space / Preserved Agricultural Land	15,489	65.03%
Vacant Land		
Land Use	Acres	% of Town
Private Open Space	1,463	06.14%
Vacant	6,867	28.83%
Total Vacant Land	8,330	34.97%
Total		
Total Hebron Land Area	23,819	100%

Business & Industrial Land Use

As a primarily rural town, Hebron's business and industrial sectors are still emerging, and this land use category is likely to remain a relatively small segment of the overall Town.

Business use occupies 109 acres in Hebron and is primarily located in Hebron Center, although there are other commercial areas along Church Street (CT Route 85). While there are other smaller business districts, the Route 66 corridor is seen as the most likely location for future growth. This is specifically due to the present concentration of businesses in this area, the existence of the Village Square District (for future expansion of the business district on the south side of Rt. 66), and the availability of public sewers and public water in this area.

Land devoted to industrial uses is limited to approximately 17 acres. These sites are generally located in the older industrial areas, particularly in the Amston Village District located on Church Street. The total amount of land in Hebron developed to date with business and industry amounts to one-half of a percent of the Town's land area.

Agricultural Land Use

Over 2,000 acres within the Town is presently being farmed, accounting for about 10% of the total land area of the community. This tremendously affects the positive impression many people have of the Town, retains a land use that is an important historic aspect of the community that dates back to its origins, and maintains a vibrant economic activity in the community.

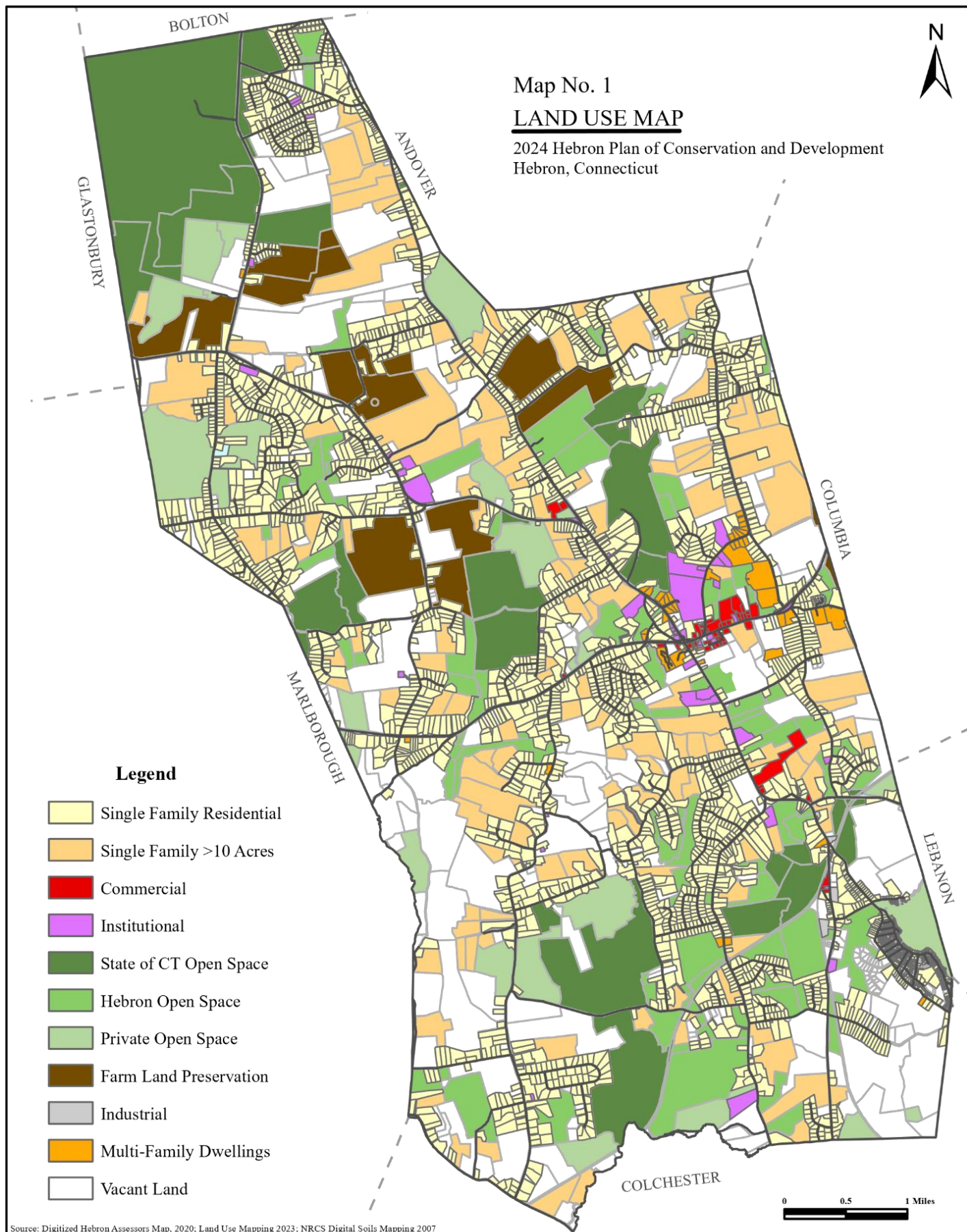
Of the total land area devoted to agriculture, 1,118 acres (4.7% of the Town) is permanently preserved through the State's highly successful Farmland Preservation program. Approximately 200 acres of land was added to this land use category through this program since the last Plan of Conservation and Development was adopted in 2014. As permanently preserved open land, these 1,118 acres are shown under the permanent "open space" land use category in various sections of the Plan. The remaining agricultural land, over 1,000 acres, is not permanently preserved. These areas are shown as part of the vacant land category as this land is subject to possible future development.

Institutional Land Use

Land devoted to institutional uses (churches, cemeteries, town and regional schools, firehouses, etc.) accounts for about 253 acres of land in Town, or 1.1% of the Town's land area. These uses are routinely found throughout residential neighborhoods as they generally serve residential land uses.

Developed and Committed Land

A total of 15,489 acres of land are now considered to be either developed or committed to permanent open space. This land area represents approximately 65.03% of the total land area in Hebron. This area is comprised of 8,981 acres developed as houses, stores, offices, schools, roads, etc., 5,390 acres of public open space, and 1,118 acres of preserved agricultural lands.



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Vacant Land

This leaves 8,330 acres of land in Hebron which are considered vacant, representing approximately 34.97% of the Town's land area. This acreage is comprised of non-protected farmland, privately owned open space, and other vacant properties. Private open space is included in this category as those properties are generally larger parcels of land, presently being used for very low intensity uses, but potentially could be developed in the future for higher density uses.

A 1987 land use analysis of the Town, conducted by RPPW, Inc., a planning consulting firm, determined that as of 1987, approximately 17,430 acres were vacant. This represented 73% of the Town's land area.

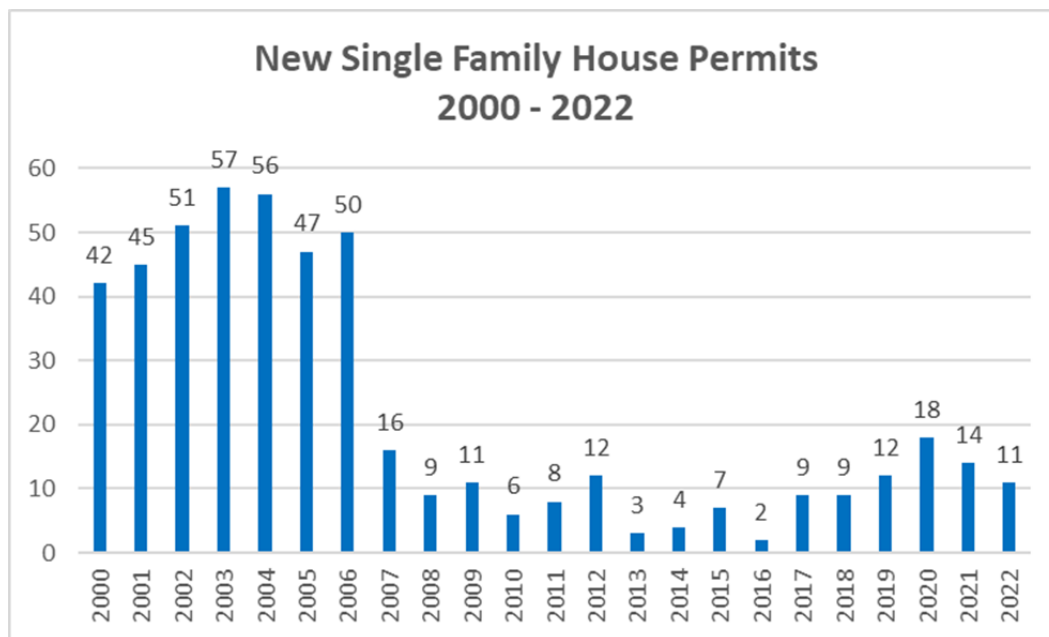
In the intervening 36 years (1987 - 2024), over 9,100 acres were converted from the vacant land use category to a developed / committed land use category. This acreage represents approximately 38.2% of the entire Town land area. The majority of this acreage was converted to single-family development. Other lands were developed with business uses, became open space through either the subdivision process or through outright purchases, or became protected farmland via the purchase of development rights. The remaining acreage was developed for institutional uses or other types of land use changes.

Of the 8,330 acres of land now vacant, approximately 143 acres are located within the Town's business districts, and approximately 8,187 acres are residentially zoned. An analysis of this vacant land, and the potential that this holds for future housing and population growth, is contained later in this Plan.

C. Housing

Number of Housing Units

Hebron's housing stock is primarily single-family housing, although there exist some small apartment buildings and duplex units constructed around Hebron Center in the 1970s and 1980s, as well as some apartment and condominium developments on Wellswood Road. With the introduction of sewers around 1990, some additional diversity in the housing stock began to appear. A private housing development for Hebron's senior population was constructed within the sewer service district in the 1990s. At the same time, a Town-owned senior housing development was constructed along with a senior center next to the Town center. In the past decade, another 55-and-older community was constructed in the Town center on Loveland Road, and a cluster, single-family, non-age restricted development began construction in the same area. Most recently a 113-unit assisted living development was constructed on John E. Horton Boulevard.



Single-Family Housing: Hebron has experienced a significant growth in the number of new single family housing units each decade since 1960 through the mid-2000s. From 1960 through 2000, the Town averaged over 650 permits for new single-family dwellings every ten years. The early 2000s began with a similarly strong construction market, with the years 2000 through 2006

experiencing an average of 50 new single family housing units per year. However, the national economic downturn beginning in 2007 had a dramatic effect nationwide on the construction industry in general and the single-family housing market in particular. Since 2007, the number of new single family home permits has averaged less than 10 permits per year. The Town experienced a slight increase in the number of permits during the 2020 pandemic year as people sought to move to more rural locations. However, this appears to be a short-term event.

Hebron's Affordable Housing Units

In 2022, Hebron approved its first affordable housing plan, the "2022-2027 Plan for Housing Choices" (Plan). The data in this section is derived from that Plan.

Affordable housing is defined in Section 8-39a of the Connecticut General Statutes as housing that costs thirty percent or less of the household income. A household spending more than 30 percent of its income on housing might be considered "housing cost burdened." Data from the American Community Survey estimates that 852 existing households in Hebron are potentially housing cost burdened since they are spending 30 percent or more of their income on housing. This includes 751 owner-occupied households and 101 renter households.

Naturally Affordable Units

There are affordable housing units in Hebron and all communities that are considered "naturally affordable" as they are affordable to a household at 80% of the area median income, and they are not the result of any government programs or controlled by a deed restriction.

The Plan states that these are the naturally affordable housing units in Hebron:

- Hebron may have had about 1,137 ownership units in 2019 valued at \$250,000 or less (affordable to a household at 80% of area median income).
- Hebron may have had about 191 rental units in 2019 which had a gross rent of \$1,500 or less per month (affordable to a household at 80% of area median income).

Since almost all of the above units are not deed-restricted, they are not considered by the State of Connecticut toward meeting the criteria for affordable housing and do not count towards Hebron's affordable housing totals.

State of Connecticut Recognized Affordable Housing

To meet the State definition of affordable housing, they must fall into one or more of the following categories:

- It is assisted housing,
- The owners have a CHFA/USDA mortgage,
- The tenants receive tenant rental assistance, or
- The unit meets the requirements for a deed-restricted unit.

The State “Affordable Housing Appeals List” prepared by the Department of Housing recognizes 105 housing units in Hebron qualifying as “State defined affordable housing units.” These units count towards the Affordable Housing Appeals List. The 105 recognized affordable housing units listed below represent 2.9% of the 3,567 total housing units in Hebron.

Assisted Housing:

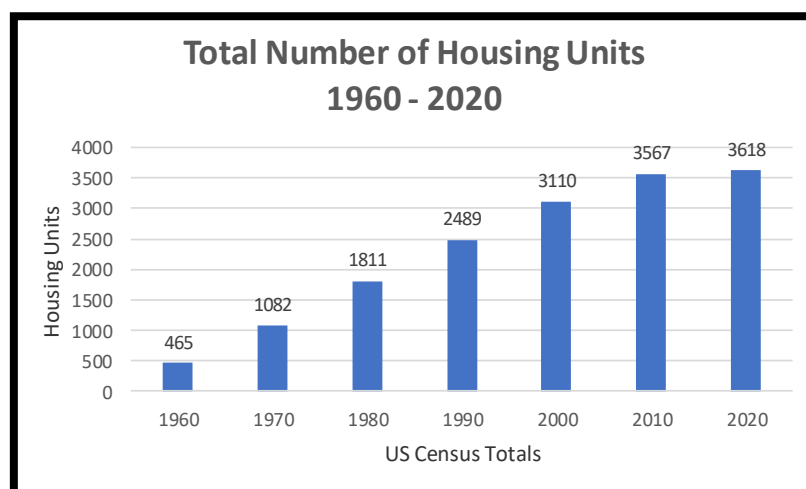
Stonecroft Village (Housing Authority) – 25 units
Hillside Farms Apartments - 32 units
Bolton Group Homes – 1 unit

Other Housing:

Tenant Rental Assistance - 3
CHFA/USDA Mortgages – 44

Although there are additional units in Hebron that are deed restricted, they do not meet the State’s definition of affordable housing, so they are not included in the totals for Hebron.

Overall Residential Growth: In reviewing historic housing unit growth, during the 1960 - 2000 period, the rate of growth in the number of housing units in Hebron has been near the highest rate of growth in any single town in the region. The overall number of housing units reported by the US Census report was in 1960 – 465 units; in 1970 – 1082 units (132% increase); in 1980 - 1,811 units (67% increase); in 1990 - 2,489 units (37.4% increase); in 2000 – 3110 units (25% increase); in 2010 – 3567 units (14% increase); and, in 2020 – 3618 units (1.4% increase). In both the 1980s and 1990s, Hebron had the highest or second highest percentage increase in housing units of any town in the Hartford Capitol Region. However, these numbers, as well as the chart below, show that housing growth in Hebron has significantly slowed in the past two decades.

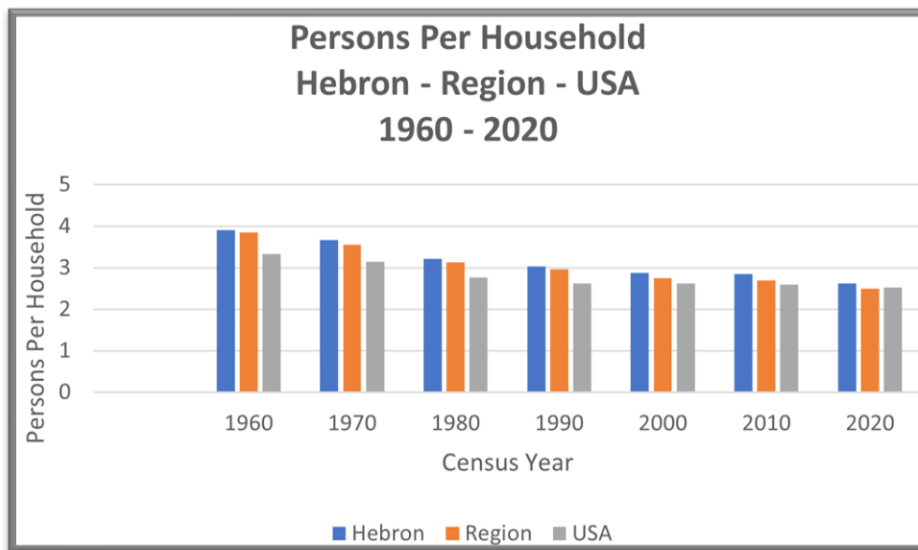


Household Size

Average household size has been decreasing nationally since the post-World War II period. Hebron's average number of persons per household has dropped from 3.91 in 1960, to 3.66 in 1970, to 3.21 in 1980, to 3.03 in 1990, to 2.88 in 2000, and 2.85 in 2010. The 2020 census reported the current persons per household size to be 2.5. This represents a 36% decrease over this period.

This drop in the average size of households over time is a national and state demographic trend and is attributed to a number of factors including lower birth rates, higher divorce rates, later marriages, increased longevity, and a generally higher number of single person households. However, it is interesting to note that the decline in the persons per household rate is leveling off, and in fact has started to rise in some states during this past decade. The economic slow-down and impacts of the pandemic during the past few decades has slowed new housing starts, prompted an increase in multi-generational housing, and forced many college students and other young people to return to their parents' home due to a limited housing supply, housing cost, and at times uncertain employment opportunities.

It is worth noting a comparison of Hebron's persons per household with those of other area towns. Although the average is significantly declining, Hebron's average persons per household has been consistently higher than those of surrounding towns. From 1990 through 2010, Hebron had the highest average number of persons per household in the Capitol Region. While this is no longer the case, according to the 2020 Census, Hebron still has one of the highest average household sizes in the region.

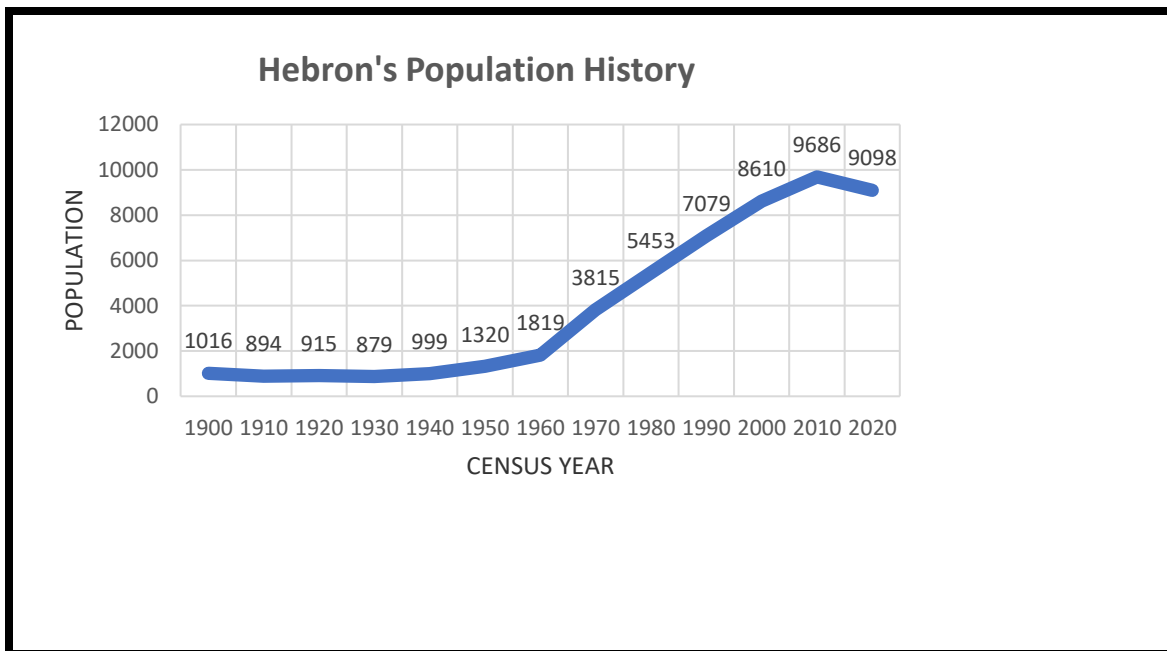


This can be seen simply as a reflection of a generally younger town, somewhat typical of eastern Connecticut towns, which have attracted younger families for a few reasons including comparatively attractive real estate values, a higher level of municipal services, excellent educational opportunities, an attraction to the rural character of the community, desirable state and municipal open space, and park and recreation opportunities.

D. Population

Historic Growth

Hebron's population, like many rural, outlying Connecticut towns, remained relatively stable until the post-World War II period. This is when the population experienced a modest upswing. However, it was not until the 1960s that Hebron was discovered as a convenient place to live and commute to work.



The decades of the 1960s through the 1990s saw significant growth in terms of new population, which outpaced many, and at times all, of its surrounding neighbors. This rate of growth is particularly significant when compared to regional and statewide populations, which have remained relatively stable during the past two decades.

Population growth during the most recent decades is particularly important to review because they are the most recent trends that would suggest what future growth is likely for the town.

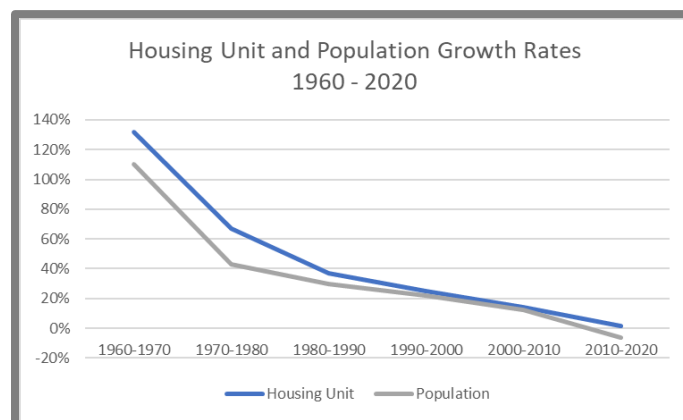
Hebron's population in 1960 was 1,819. This grew by 109.7% to 3,815 by 1970. The 1970s saw the Town's population grow to 5,453 by 1980, a 42.9% increase. This rate of growth was

unabated during the 1980s, which saw a 29.8% increase in population to 7,079 by the 1990 U.S. Census. The 2000 Census determined that the town population grew to 8,610, a 21.6% rate of growth, and the 2010 US Census population figure was reported at 9,686, a 12.5% increase. The 2020 US Census reported a population of 9,098, a 6% decrease since 2010. This was the first population decline in Hebron's US Census figures since the early 1900s. This decline was somewhat surprising but was reflective of the soft housing market in Hebron, and similar small towns, in this decade. In fact, of the seven towns that abut Hebron, all but one had a loss in population reported between 2010 and 2020. This was similar throughout eastern Connecticut and for most smaller towns in western Connecticut, as the state's population during this period was relatively flat (+0.9%), and most population growth occurred in the cities. The state's overall population increased by 31,847 people in the last decade, with population growth in Fairfield County, where there are 40,590 more people than there were in 2010. Hartford County increased by 5,484 and New Haven County increased by 2,358. The other counties — Litchfield, Windham, Tolland, Middlesex, and New London all lost population. Overall, the state's ten largest municipalities increased by 37,109 people, while the other 159 towns got smaller by 5,262.

It is interesting to note that following the 2020 Census, and during the 2020 pandemic, Hebron saw a spike in housing starts and population increase, as there was a noticeable increase in people seeking housing in more rural areas, particularly when work-from-home situations became more available. The State's Department of Public Health has estimated the Town's 2021 population to have jumped to 9,512, a 4.5% increase from the 2020 Census numbers.

Historic Housing Growth vs. Population Growth

As noted in the previous section on Housing, over the last 10 years housing grew at a rate of 1.4% compared to the negative 6% population growth. In fact, since 1960 the number of housing units in town grew by 678% compared to the population increase of 400%. The following chart demonstrates growth in both of these categories and shows that housing growth outpaced population growth each decade. This is also reflected in the above decrease in persons per household.



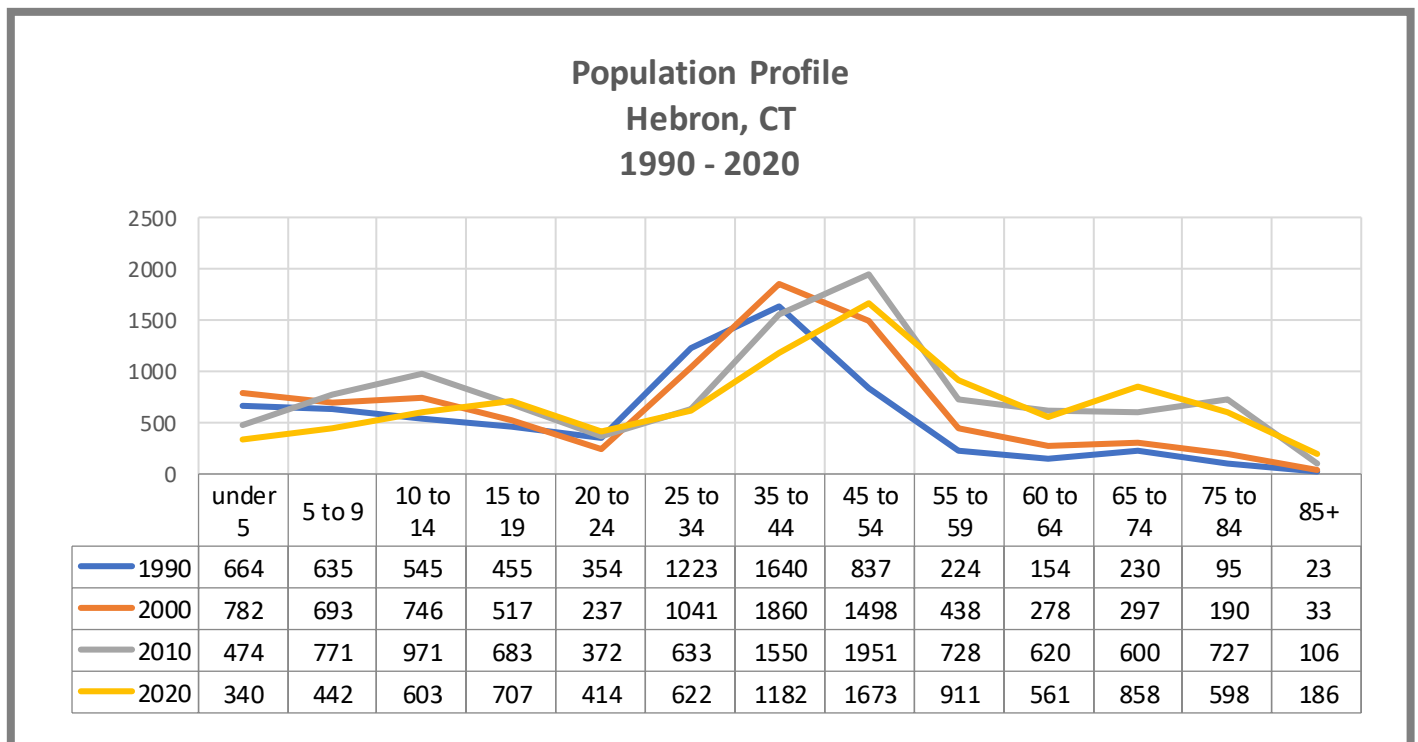
Age Changes Within the Population

While overall growth changes to the Town's population are important to document, age changes within the Town's population are equally significant to understand. The 2012 Census data has shown significant developments within two specific age groups that have impacts on the character of the community as well as on public policy and community services.

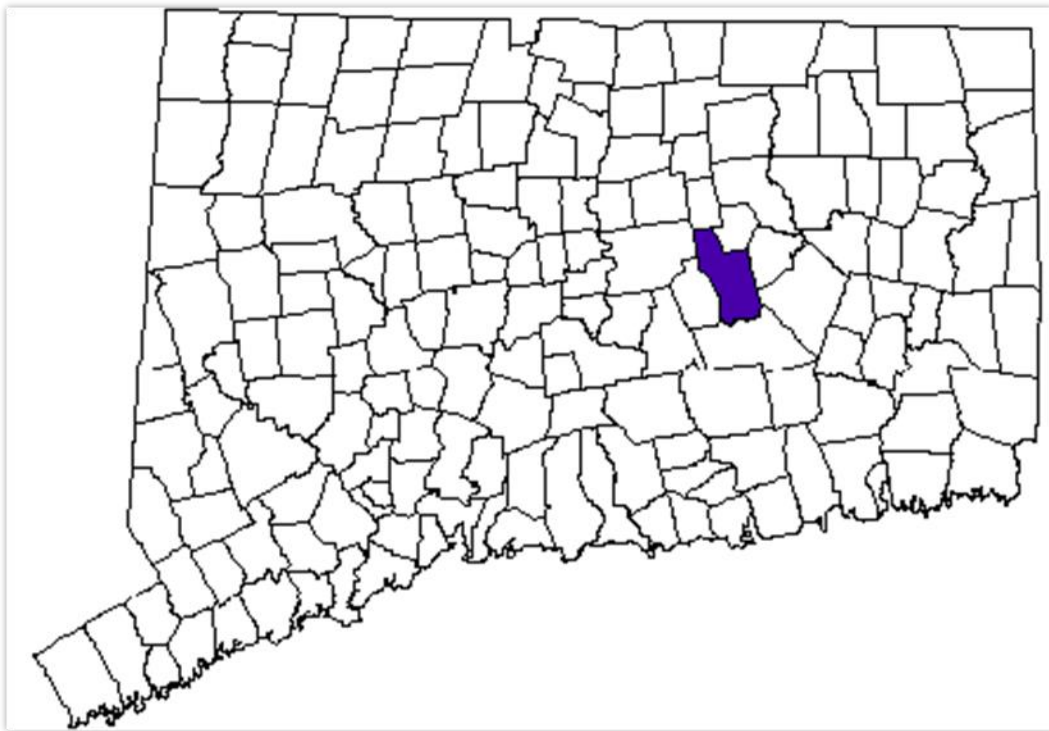
Between 2010 and 2020, Hebron's school age population (between ages 5 and 19) decreased by 27%; and a similar decrease was reported in the under-5 population. At the other end of the age spectrum, the Town's elderly population is another age group growing more rapidly than the population as a whole. The age group 65 years old and older increased by 14.9%; and the over 85 population increased by 76.4%. Increased demand for services for the elderly is likely and planning for housing for this segment of the population is also warranted.

Also of interest are the middle-aged groups. The 25 – 34-year-old age group, this mobile young population, just beginning their careers, declined by 39% from 2000 to 2010, but decreased only slightly in the past decade (-1.4%). But the prime working age groups, the 35 – 44 age group decreased by 23% from 2010 to 2020, and the 45 - 54 age group declined by 14%.

These changes to Hebron's population profile over recent decades can best be seen graphically in the following chart, "Population Profile; Hebron, CT; 1990 – 2020".



Section 2. Conservation Plans & Policies



"I look forward to an America which will not be afraid of grace and beauty...which will preserve the great old American houses and squares and parks of our national past, and which will build handsome and balanced cities for our future." - **John F. Kennedy**

A. Sustainability

The concept of sustainability has become a more common topic in recent years, not only in government but also across the spectrum of development, conservation, business, and society in general. In Connecticut, this concept became more widely known in local communities through the efforts of Sustainable CT, a non-profit organization which operates a voluntary certification program for towns through a menu of best practices covering a wide range of topics.

Sustainability describes a condition in which human use of natural resources is in balance with nature's ability to replenish them. The goal of sustainability is to create the smallest possible ecological footprint, by producing the lowest quantity of pollution possible, efficiently using land, composting, or recycling used materials and, if possible, converting them in a waste-to-energy process. As a result, the community's overall environmental impact will be minimized. In the context of community planning, consideration is also given to the modes of transportation, proximity of living spaces to workplaces, mixed-use development, and the impact structures have on the surrounding environment, stormwater, wastewater, solid waste, light pollution, and site disturbance.

Planning for sustainability promotes responsible development — it is not anti-development. It strives to achieve the greatest common good for all segments of our population, to protect the health of the environment, and to ensure future generations of the resources they will need to survive and progress. The key to achieving a sustainable community and sustainable development is to understand the relationship among three concepts – environmental sustainability, economic sustainability, and social sustainability. To be fully sustainable, the Town must work on all three simultaneously, which will create a balance. No single element can be successfully achieved without all three elements being attained.

Many of the goals and policies contained in the Plan seek to promote responsible development practices and a plan for future town growth that specifically supports sustainability.



Accomplishments

The State of Connecticut and the Capitol Region Council of Governments (CRCOG), the planning region of which Hebron is a member, have taken a variety of initiatives in studying and promoting efforts aimed at sustainability. However, the most significant steps are those that happen at the local level. Since the 2014 Plan, the Town of Hebron has taken a variety of steps in becoming a more sustainable community:

1. In Hebron Center, natural gas lines were installed providing an option to residents and business from the prevalent oil-fired heating systems.
2. The Town converted from oil-fired burners to natural gas in the Town Office Building, Horton House, Douglas Library, Fire Company No. 1, and the Russell Mercier Senior Center.
3. The Douglas Library underwent extensive improvements making for a more efficient building, including new energy efficient windows, LED lighting throughout, HVAC upgrades, and new roofing membrane with increased insulation.
4. At Burnt Hill Park, the park operations building had natural gas extended and converted the furnace from oil-fired to natural gas.
5. In 2018, Hebron received a Bronze Designation for its Sustainability efforts from Sustainable CT.
6. In 2019, the Planning and Zoning Commission revised their regulations on solar panels to encourage their use by residents and businesses.
7. In 2022, the Town completed Electric Vehicle (EV) Charging Stations at the Town Office Building, senior center, and at Burnt Hill Park.
8. Solar panel projects have been implemented on several Town Buildings and are being planned for the Town Office Building, senior center, Company No. 2 Fire Station, and additional units for the Parks Operations Building.
9. A "Swap Shack," open seasonally, has been established at the Transfer Station for residents to drop off and pick up, for free, gently used items, thereby reducing items from entering into the waste stream, a cost savings.

Environmental Sustainability Efforts

The Conservation sections of this Plan contain numerous policies to protect natural resources including floodplains, wetlands, aquifers, watercourses, groundwater, core forests, and more. These are all key elements of Environmental Sustainability and are included in this section by reference.

Beyond the policies and action items contained in the Conservation sections, other initiatives are worth considering.

- **Increase Educational Efforts.** There are many sustainability initiatives and conservation efforts that can be undertaken by private citizens as well as the Town. Working with other appropriate organizations, the Town could post information and links

to resources on the Town website, include them on handouts at the Town Office Building, and/or include them with Town mailings such as tax bills.

- **Promote Energy Conservation.** The Town has taken important steps in the past to increase the efficiency of its buildings. These efforts should continue and be expanded to look at the increased use of solar panels and innovative ways to conserve energy such as more energy efficient Town vehicles. In addition, the Planning and Zoning Commission should continue to review its land use regulations to promote and incentivize energy efficiency and energy generation.
- **Promote Walkability and Bike Infrastructure.** Sidewalks, pedestrian trails, bike paths, bike repair stations, bike racks, and bike lanes, especially if they are interconnected, provide a variety of benefits. These provide an alternative to short trips, otherwise requiring a car, an opportunity for healthy exercise, connections to neighborhoods, connections to home and work for some, easy access to public facilities (particularly in the Town Center), and reinforce an active and accessible town center. Efforts to improve a mixed-use Hebron Center should continue as a more efficient use of land, and as a way of taking advantage of the existing public infrastructure of water and sewer service.
- **Continue Open Space Preservation.** Hebron has a robust and successful open space acquisition and preservation program as noted in this Plan. Continuing to complete the Greenways identified in this Plan connects people with nature, provides health benefits for people walking and biking, brings a greater quality of life, protects natural resources such as floodplains and wetlands, provides wildlife corridors with habitat for biodiversity, preserves forested areas and particularly old forest areas for their carbon storage capability, as well as other important benefits. This is a key component to a sustainable community.
- **Promote Low Impact Development (LID) practices.** Hebron's land use regulations have incorporated Low Impact Development (LID) standards for a number of years. These techniques are important to reduce stormwater runoff and filter the accompanying pollutants. Continuing to develop these standards and enforce their implementation to develop a growing green infrastructure will reduce the impact on the environment, as well as provide aesthetic benefits.
- **Continue Participation in the Sustainable CT Program and the Salmon River Watershed Partnership.** Hebron was a leader in the Sustainable CT program by becoming Bronze certified in the inaugural year of this program. By continuing this program, Hebron can become aware of other useful and attainable sustainability concepts. The Town has been an active supporter and participant in the Salmon River Partnership Program. Their work assists Hebron's efforts to protect water quality.
- **Climate Change Conscious.** Many of the policies in this Plan focus on climate change mitigation such as preserving forest land and wetlands, promoting pollinator pathways, encouraging sustainable farming practices, encouraging native tree planting, and acquiring open space. Efforts can be made to monitor and increase these practices.

Economic Sustainability Efforts

The Development sections of this Plan contain numerous policies that promote Economic Sustainability. Several are mentioned here as they are key elements in a balanced sustainability model.

- **Promote Mixed-Use Development.** Sustainable development is an environmentally sensitive and economically viable land development pattern. It has a goal of directing development to existing town or business centers, minimizing public investment in new infrastructure, reducing auto dependence, encouraging economic growth, and creating a unique sense of place.
- **Consider a Permit-Friendly Approach for Appropriate Development.** This Plan and the Town's land use regulations set forth goals, policies and regulations that very well define what is appropriate and desirable economic development. Develop standards for those projects that clearly meet those criteria and create a permit process that facilitates such development and reduces time and expense.
- **Reduce Paved Parking Requirements.** Continue to review the need for parking, encourage shared parking between different users, encourage pedestrian access between parking areas to easily access different businesses on foot, and look to increase the percentage of pervious parking. Regulations can be adopted to incentivize all of these efforts. Such efforts will reduce environmental impacts and minimize waste and costs.
- **Work with Key Partners to Encourage Innovative Development.** Outside of the applications process, reach out to the Economic Development Commission, regional Chambers of Commerce, local realtors, and developers to understand the complexities of the type of mixed-use development deemed desirable by the regulations.
- **Encourage Ecotourism.** Utilize Hebron's resources such as the Air Line State Park Trail, and Town parks and open spaces, in combination with events such as the Connecticut Freedom Trail, Hebron Maple Festival, and Hebron Harvest Fair to promote ecotourism.

Social Sustainability Efforts

This is the third element of a Sustainable community. While they are all interrelated, this focuses on the human element of housing, quality of life, and livability.

- **Develop a Complete Streets Plan.** Streets are an important part of the livability of the Town. Complete Streets are designed to balance safety and convenience for everyone – drivers, pedestrians, bicyclists, the elderly, and children. Development of a Complete Streets Plan would guide the appropriate locations of sidewalks, bike paths and lanes, safe street crossings, medians, accessible pedestrian crossings, traffic calming measures, and other techniques.

- **Create a Connected Pedestrian System.** Hebron has developed sidewalks in Hebron Center and several locations of off-road trails and bike paths and should continue to expand these systems and interconnect them wherever possible. Safe pedestrian systems connecting people to stores and public places contribute to a livable town center and promote mixed uses and higher densities.
- **Implement the Findings of The Plan for Housing Choices.** This recently adopted Plan contains several initiatives and ideas for a variety of housing types needed to serve the entire population. More housing at various densities best serves residents of all incomes and ages and will reinforce an economically healthy and environmentally sustainable Hebron Center.
- **Town Festivals and Cultural and Recreational Opportunities.** Hebron has a rich variety of events, sponsored by the Town and private organizations. The Maple Festival, Hebron Day, the Hebron Harvest Fair, the July 4th Fireworks and the Parade, and the Holiday tree lighting are among these. Support for the groups that provide these activities will continue to enrich the community.

Goals, Policies, and Action Items

The above statements and the provisions of the Conservation sections that are incorporated by reference, represent the policies of this Plan regarding a sustainable community. They are intended to guide actions, over time, by affected boards, commissions, and residents of the Town on this topic. The following are more specific Action Items.

Action Items:

1. Consider applying for climate change resiliency grants to address hazard mitigation concerns.
2. Consider zoning regulation amendments to promote the use of renewable energy sources and infrastructure and green building standards.
3. Per Connecticut Public Act 22-25, consider a zoning regulation amendment to require that new construction of a commercial building or multi-unit residential building with thirty or more parking spaces include electric vehicle charging infrastructure that is capable of supporting level two electric vehicle charging stations.
4. Continue to seek grant opportunities for EV charging stations.
5. Support programs providing carbon credits or ecosystem service credits for the preservation of forests and wetland systems.
6. Encourage the exploration of “greywater” reuse systems.
7. Consult sources such as the Connecticut Institute for Resiliency and Climate Adaptation (<https://circa.uconn.edu>), the State’s Climate Action Plan (https://portal.ct.gov/media/DEEP/climatechange/GC3/GC3_Phase1_Report_Jan2021.pdf) and i-Tree (<https://itreetools.org>) for municipal guidance on climate change resiliency, mitigation and adaptation measures (including nature-based solutions), and quantifiable benefits and value of trees/forests.
8. Consider the implementation of food waste collection and recycling programs, such as a food composting site or food waste diversion to a food waste digester facility, to reduce

food waste in the trash disposal stream. Encourage efforts to donate suitable leftover food from restaurants / schools for people or animal feed.

9. Consider applying for the State DEEP's Sustainable Materials Management Grant Program to initiate food scrap collection programs.
10. Consider establishing a Sustainability, Resiliency and Adaptation Committee or Green Committee subcommittee to evaluate and provide recommendations relative to Hebron's preparedness for more extreme weather events and associated potential climate change impacts.

B. Underground Drinking Water Supplies

One of Hebron's most important resources is its underground drinking water supply. Whether by individual private wells or by community wells, all of Hebron's population depends on its underground water supply for its drinking water.



Groundwater, particularly for single family houses, is essentially available everywhere in the State of Connecticut. An aquifer is a geologic formation that can yield a usable amount of water; but the amount of water that a particular aquifer can yield is directly related to the physical characteristics of the geologic formation and the amount of the recharge received by the aquifer.

Bedrock aquifers are relatively low yielding and are the most common aquifers found in the State and within the Town of Hebron. Stratified drift aquifers are the most productive sources of groundwater and experts in the field see these as the State's most likely source of future drinking water supplies. As such, these areas should be protected from all sources of contamination.

The Town has several areas designated as productive coarse-grained stratified drift aquifers. These are shown on the map contained within this section and are generally located at the Raymond Brook Marsh, in the Judd Brook Marsh, and at several areas along the Jeremy River.

To date, the Town has undertaken efforts to protect its most extensive aquifer in the Raymond Brook Marsh area. In the Zoning Regulations, the Groundwater Protection Overlay (GPO) District has been established around this aquifer and its watershed, which contains standards aimed at protecting this resource.

Accomplishments

Since the adoption of the 2014 Plan, the following actions have been taken to further the goals contained within this Section:

1. During the 2018 update of the Hebron Zoning Regulations, a new Groundwater Protection Overlay (GPO) District was reviewed and established over the Raymond Brook Marsh aquifer area and its watershed.
2. As part of 2018 Zoning Regulation update, the Commission reviewed maps and data from the Connecticut Department of Energy and Environmental Protection (DEEP) and looked at all aquifer areas in Hebron and determined that all other aquifer areas were

well protected by the Town's Inland Wetland Regulations, Floodplain Regulations and Town-owned open space acquisitions.

3. Provisions have been included in the Zoning and Subdivision Regulations to encourage the use of subsurface infiltrators, sheet drainage from paved areas, and open drainage swales in new developments to promote recharge of groundwater.
4. The 2018 update to Zoning Regulations includes an impervious limit for parking areas in new development to decrease stormwater discharge off site.
5. The Town used pervious pavement in two municipal parking lots in Hebron Center to increase groundwater recharge and as another example of Low Impact Development (LID) practices.
6. Following up on the "Municipal Land Use Evaluation Project" sponsored by the Salmon River Watershed Partnership, the Planning and Zoning Commission amended the Subdivision Regulations to reduce road width requirements that will have the effect of decreasing stormwater runoff.
7. The Town worked with the Connecticut Water Company in the update of their Water Supply Plan and successfully encouraged them to recognize and include the Raymond Brook Aquifer as a future water supply source in their long-range plan.
8. Extensive open space acquisition efforts by both the Town and the State of Connecticut have targeted the Raymond Brook and Judd Brook Marsh areas; both areas are considered potential sources of future drinking water supplies.
9. The Town has continued its membership and support of the Salmon River Watershed Partnership in a region-wide effort to identify measures to enhance and protect water supplies.

Goals, Policies, and Action Items

The goals, policies, and action items in this section of the Plan have been set forth to further the protection of Hebron's present and potential underground drinking water supplies.

Goal A: Preserve and protect Hebron's finite groundwater resources and their recharge areas.

Policies:

1. Protect important existing and potential water supply aquifers from land uses and practices that pose a high risk to water quality.
2. The Raymond Brook Marsh, Hebron's most valuable potential large yielding aquifer, has been identified in the Groundwater Protection Overlay (GPO) District in the Zoning Regulations, and should continue to be monitored and protected by regulation and other measures. This complex system is an important stratified drift deposit. Its large size, low relief, peat and muck soils, mix of wetland types, variety of surrounding vegetation types, and proximity to a major watercourse combine to make it extremely valuable.
3. Currently the Town relies entirely on private and small community wells tapping primarily low yielding bedrock aquifers. Land use types, densities, and practices should be

compatible with the need to protect these on-site water supplies. Discourage development, which would exceed the on-site carrying capacity in these areas.

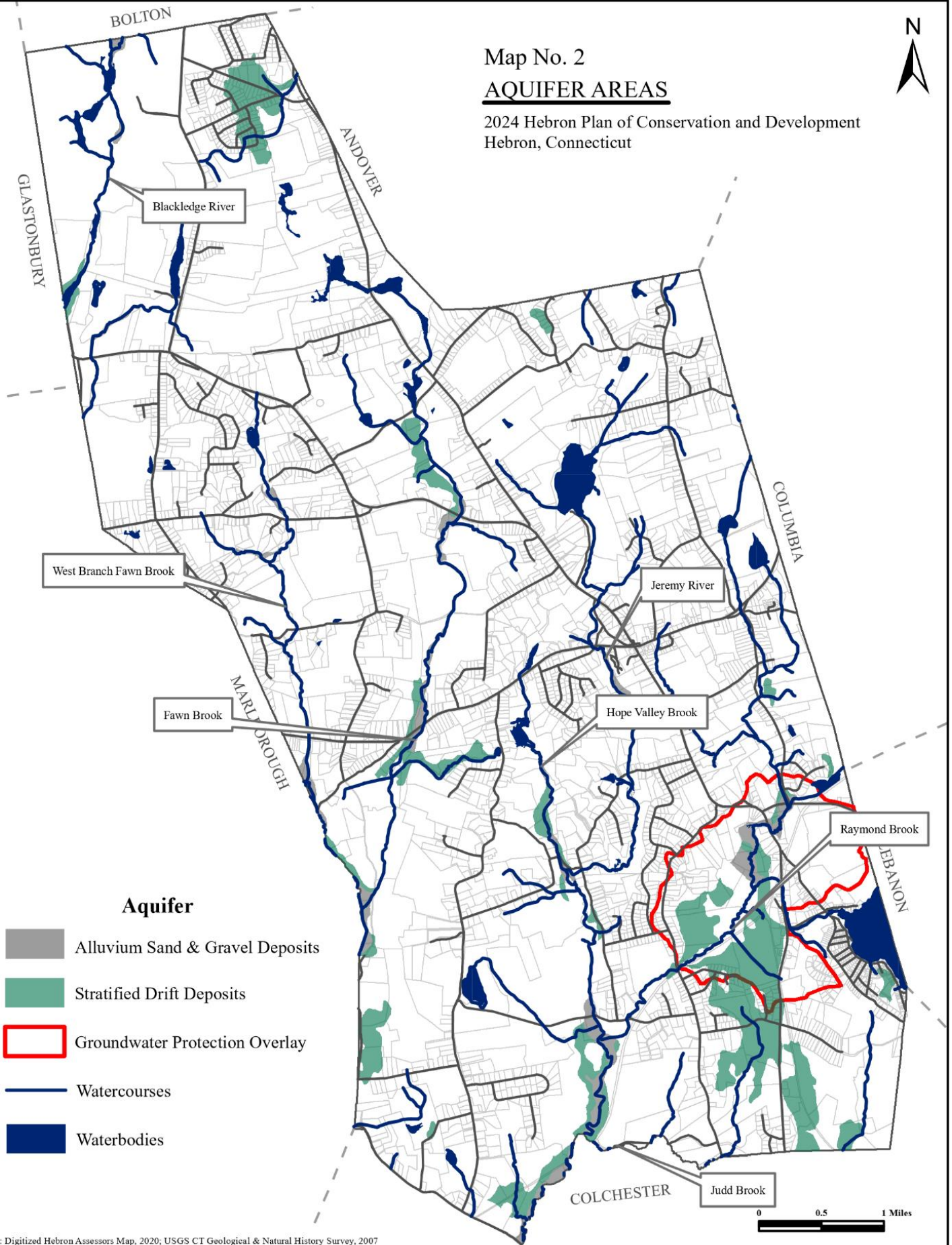
4. Maintain ownership of any potential drinking water supplies within Town-owned land. The Town should retain ownership of the water supply even if the Town authorizes another entity to extract such supply.
5. Future open space land acquisition efforts should continue to consider the protection of alluvial sand and gravel deposits and stratified drift deposits.
6. Encourage cooperative efforts among the Connecticut Water Company, the State of Connecticut, and local land use agencies to protect future water supply recharge areas.

Action Items:

1. Investigate and encourage measures that will promote the safe recharge of groundwater supplies. Consider such measures as discharge of roof drains into subsurface infiltrators, sheet drainage from paved areas, open drainage swales rather than closed drainage systems, rain gardens, and pervious driveways / parking areas.
2. Where pest management is utilized on Town-owned properties, employ integrated, low-impact or organic pest management practices and encourage private property owners to use similar practices.
3. Communicate the negative impacts of harsh chemical lawn treatments to drinking water supplies and discourage their use.
4. Evaluate current road de-icing practices and materials, ascertain possible impacts of such practices / materials to private and public water supplies, and encourage using materials that are biodegradable and the least harmful to water quality.
5. The Planning and Zoning Commission should consider amending the Zoning Regulations to protect public and community water supply wells by setting specific separating distances for the location of bulk salt and hazardous substance storage, gasoline filling stations and similar uses.
6. Continue to support the Salmon River Watershed Partnership in their efforts to protect water supplies, cooperate in any additional studies, and consider their future recommendations for municipal actions.
7. The Departments of Public Works and Parks and Recreation should investigate alternative means of eliminating unwanted vegetation along guardrails, culverts, etc., rather than the use of herbicides so that these do not enter the waterways, kill native vegetation, and negatively impact bees and other pollinators. Encourage the Connecticut Department of Transportation to undertake similar efforts.
8. Support the Conservation Commission's efforts to provide public information regarding the conservation and pollution prevention of groundwater.

Map No. 2 AQUIFER AREAS

2024 Hebron Plan of Conservation and Development
Hebron, Connecticut



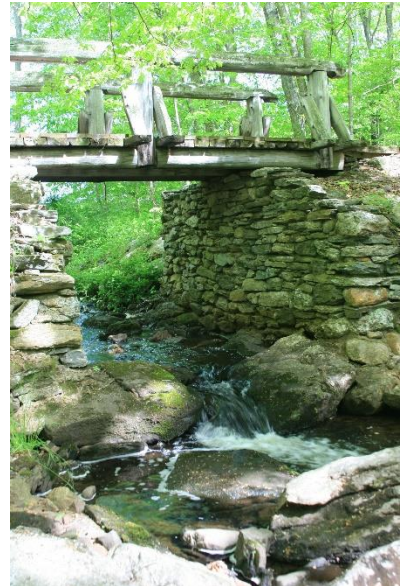
Source: Digitized Hebron Assessors Map, 2020; USGS CT Geological & Natural History Survey, 2007

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C. Stream Corridors, Bodies of Water and Wetland Soils

As discussed in other sections of the Plan, Hebron's stream corridors form the framework for the Town's open space and preservation efforts. Likewise, the State of Connecticut's open space parcels are also located on these waterways.

The great majority of the land area of Hebron drains to the south and to the west. These watercourses all drain to the Salmon River and ultimately the Connecticut River. Their water quality is of utmost importance to the water quality of the Salmon River where extensive state efforts have been made to reintroduce the Atlantic Salmon. The open space preservation efforts along these watercourses, as well as other conservation measures and development standards applied near watercourses, serve to maintain the high water quality that presently exists.



The streams in the central and western portions of Hebron - the Jeremy River, Fawn Brook, West Branch of Fawn Brook, and the Blackledge River - are all classified as Class A streams. As such, these are potential supplies for drinking water, as well as providing fish and wildlife habitats, and are appropriate for a variety of recreational and agricultural uses.

Watercourses are part of a balanced system. Their water quality depends upon the drainage basins and recharge areas in which they are located. Discharges into the drainage basin affect the quality of the water in the streams; in turn, the water quality of the streams affects the quality of the associated underground water supplies. The vegetation and tree canopy along the stream corridors regulate the temperature of the water, support associated habitat areas, prevent erosion, and preserve the soils and vegetation required to filter water.

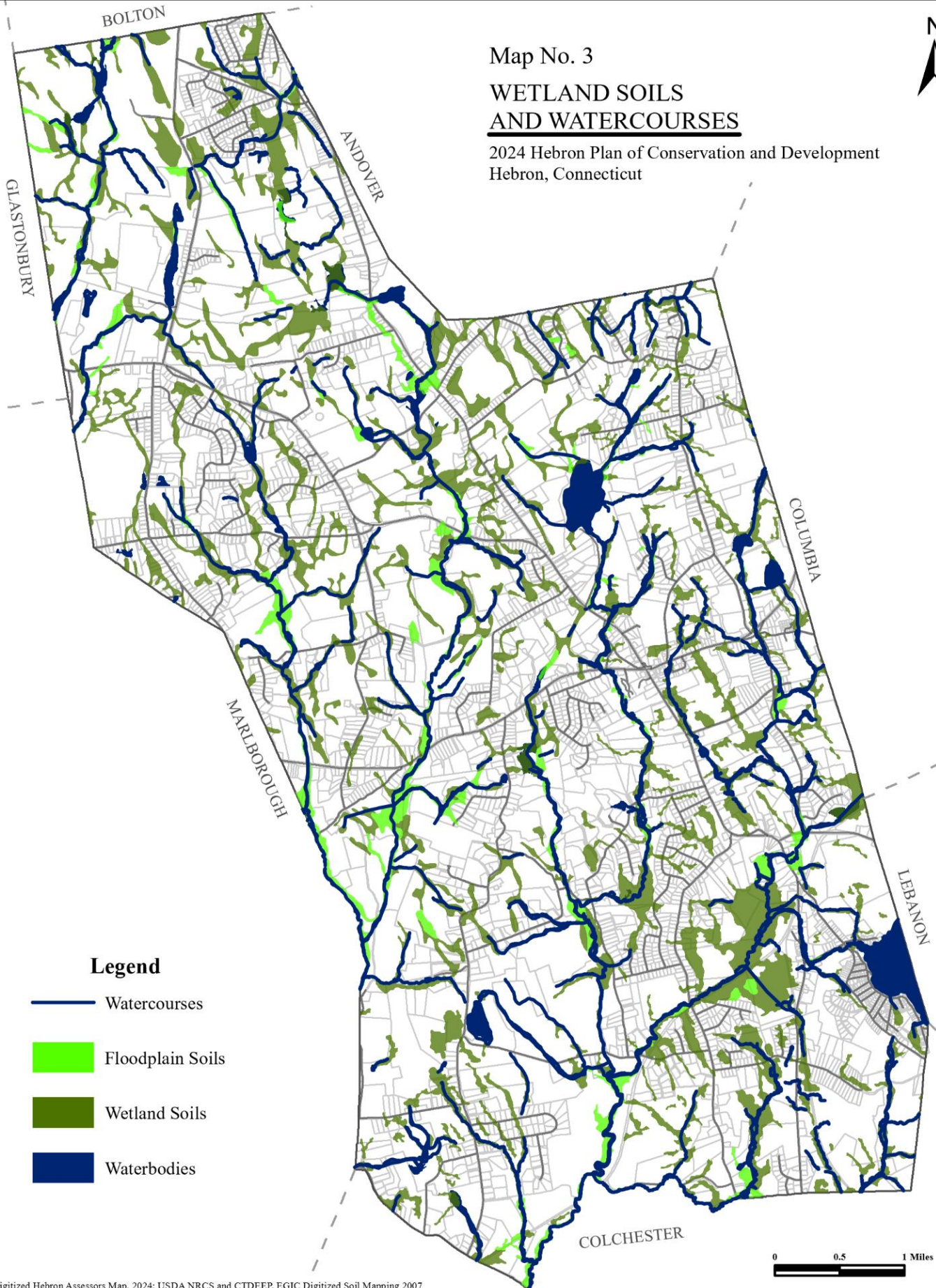
Accomplishments

Numerous efforts have taken place since the adoption of the 2014 Plan of Conservation and Development to achieve the adopted goals, policies, and action items in this Section. These include:

Map No. 3

WETLAND SOILS AND WATERCOURSES

2024 Hebron Plan of Conservation and Development
Hebron, Connecticut



Source: Digitized Hebron Assessors Map, 2024; USDA NRCS and CTDEEP, EGIC Digitized Soil Mapping 2007

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1. With the 2018 update of Hebron Zoning Regulations, a maximum amount of paved impervious parking lot area was established to limit impervious cover in the watershed.
2. Several open space purchases and dedications have occurred in significant stream corridors to continue the permanent preservation of greenbelts along these important systems. These purchases include the Fish, Serra, Alpert, Leary, Hibbert, Horton, and Bernstein properties.
3. New trails have been developed in Raymond Brook Preserve. Phase 1 and Phase 2 trails have been constructed, connecting Kinney Road, Church Street and Millstream Roads by trails. These are part of the planned trail connection of Hebron Center to the Air Line Trail. The Town has received a Notice of Grant Award for the Phase 3 trail that will further this connection.
4. The Salmon River Watershed Partnership has implemented a water quality monitoring program within the watershed and within Hebron. Results of testing have been shared and placed on the Salmon River Watershed Partnership (www.salmonriverct.org), State and Town websites.
5. The Town joined all other Salmon River Watershed towns in developing the “Salmon River Watershed Partnership.” The Partnership developed goals and objectives for all towns in the basin that point out the importance of the Salmon River from both an environmental and economic perspective. Stream monitoring was conducted in the Fawn and Judd brooks as part of this effort. The Partnership is ongoing, and the Town has been an active participant and provides an annual contribution to support its efforts. Also, several regulation amendments have been adopted as recommended in the “Municipal Land Use Evaluation Project.”

Goals, Policies, and Action Items

The Town’s stream corridors, waterbodies and wetland soils are a large interrelated system that deserves protection and monitoring so that it can be enjoyed by future generations. The following goals, policies, and action items are established to provide guidance for Town officials and residents to continue to improve on past preservation efforts.

Goal A: Protect the natural functions of stream corridors and surface waters and maintain them in their natural state. Prevent the degradation of water quality and habitat that aquatic systems provide and maintain the natural water flow to and from all aquatic systems.

Policies:

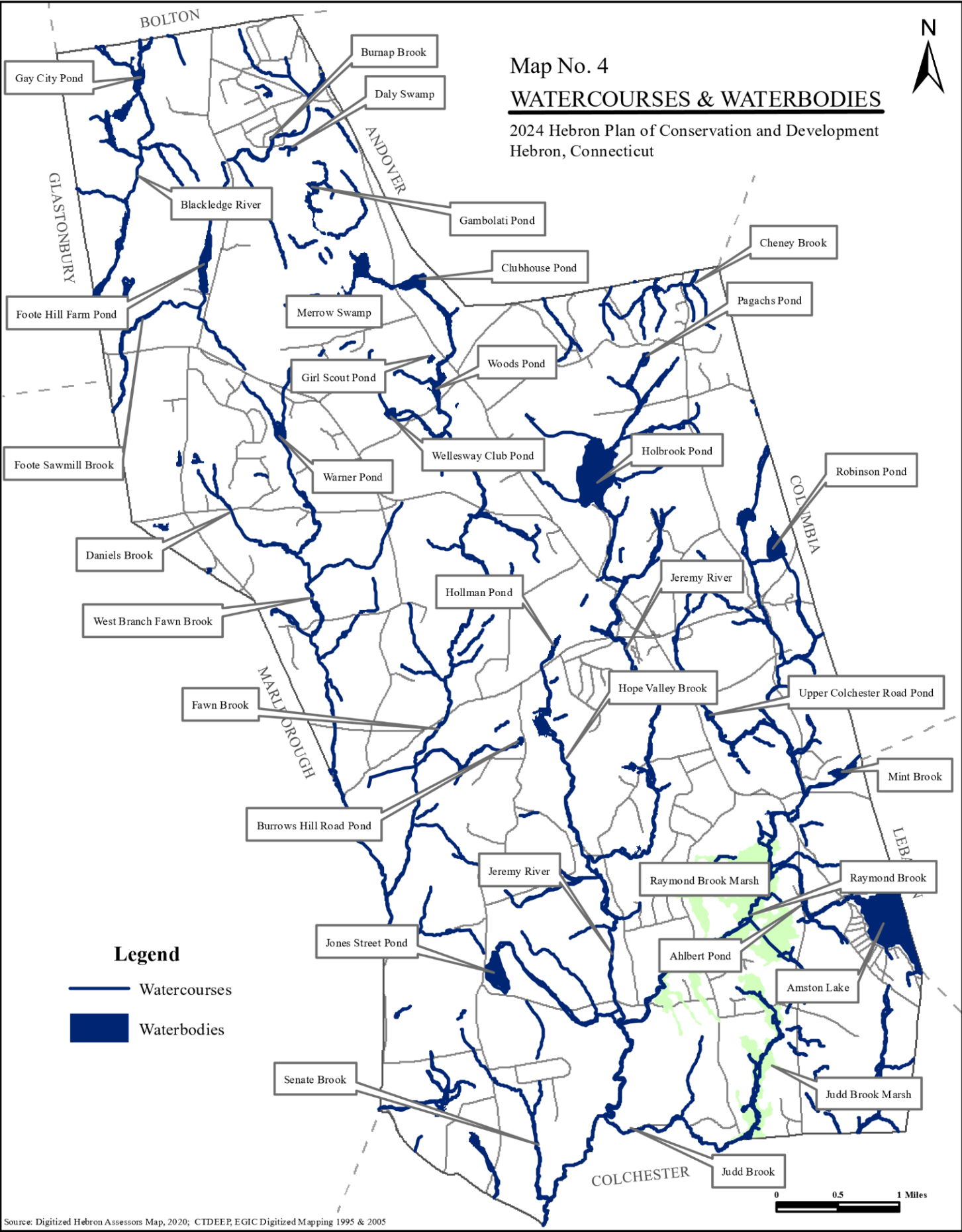
1. Restrict impervious surface in all regional and sub-regional watersheds to less than ten percent (10%) in the aggregate (not on an individual site basis).
2. As part of the Town’s Greenway concept, encourage the dedication of open space and conservation easements along corridors of significant value.
3. Encourage and preserve trail networks along stream corridors to allow access for nature and historical study as well as recreation, as appropriate due to the ecological and environmental sensitivity.

4. Maintain the integrity of stream banks, streambeds, and the associated tree canopy, and restore where appropriate.
5. Support and assist the Salmon River Watershed Partnership efforts to help protect streams and watercourses and continue to consider the implementation of other planning efforts as they emerge from future studies.
6. Future open space land acquisition to protect the water quality of the Town's watercourses, waterbodies, sensitive wetlands, and Wetlands of Special Concern should be considered.
7. Keep native vegetation intact within municipally owned / maintained riparian corridors to prevent the introduction of non-native invasive plants.

Action Items:

1. Maintain the maximum amount of vegetation along watercourses and wetlands, particularly on slopes greater than fifteen (15%) percent.
2. Restrict clear-cutting and discourage the removal of native vegetation in stream corridors.
3. Continue to assess wetland areas and strengthen Inland Wetlands and Watercourses Regulations for ecologically sensitive areas.
4. Identify, monitor, and appropriately treat or control aquatic non-native invasive species on Town-owned properties.
5. Work with public and private agencies, non-profit groups and affected property owners to acquire and protect land adjacent to stream corridors and waterbodies.
6. Encourage nature walks and historical site walks with featured speakers to draw attention to the importance of aquatic systems and cultural assets along waterways.
7. In association with the Salmon River Watershed Partnership, continue the ongoing water quality monitoring program (i.e. to test pH levels, salinity, siltation, and stormwater discharges) in the Town within all major watercourses and major bodies of water.
8. Work with fishing groups to promote the recreational benefits of stream corridors.
9. Promote educational activities and programs, such as essay contests, to raise awareness of the importance of stream corridors as well as of aquatic and streamside plants and wildlife.
10. Evaluate current roadside herbicide treatment, practices / materials (i.e. along guardrails), ascertain possible impacts of such practices / materials to wetlands, waterbodies, and watercourses, and consider mechanical means of vegetation control.
11. Consider organizing a volunteer network to help contain / limit non-native invasive plants on municipally owned riparian corridors by clipping / pulling etc. and reducing spread of such plants.
12. The Department of Public Works should evaluate road deicing procedures and materials and utilize Best Management Practices to seek safer alternatives to sodium chloride, which has negative impacts to vegetation, waterways, freshwater inhabitants, and water supply wells, and consider using materials that are biodegradable and least harmful to these water resources.
13. Identify and restore open streambanks as appropriate.

Map No. 4
WATERCOURSES & WATERBODIES
 2024 Hebron Plan of Conservation and Development
 Hebron, Connecticut



D. Amston Lake

Amston Lake is a 184-acre body of water located in the southeast portion of Town and bisected by the Hebron-Lebanon town line. The drainage area of the Lake is approximately 680 acres and is located predominately in Hebron, and partially in Lebanon and in Colchester. The lake has a mean depth of approximately 6 feet. The water level is controlled by an earthen dam, with a concrete spillway, on the west side of the lake. The outlet of the lake is an unnamed watercourse that feeds into the Raymond Brook Marsh and eventually into the Raymond Brook.



Amston Lake is the centerpiece of a residential neighborhood that must be taken into consideration in developing goals and objectives for this area. This neighborhood has developed with a mix of seasonal and year-round dwellings. Following the introduction of public sewers and a community water supply system in the neighborhood, the Hebron Planning and Zoning Commission, in 1992, established comprehensive amendments to the Amston Lake District zoning regulations. These regulations were designed to protect the unique residential character of this special neighborhood and the quality of the lake from the potential impacts of new development. These regulations, still in effect today, include a minimum of 10,000 sq. ft. for new construction, created a review process by the Planning and Zoning Commission for all new site disturbances, and established minimum standards for the conversion of seasonal cottages to year-round dwellings.

Several engineering studies and environmental reports have been completed for the Town on Amston Lake over the years. “The Environmental Review Team Report of Amston Lake”, completed in 1985, provides useful base information on the lake and its watershed. The “Environmental Impact of Additional Residential Development on Amston Lake”, prepared for the Planning and Zoning Commission by Pare Engineering Corp., in 1989, provides some of the basis for the Amston Lake District zoning regulation provisions. In addition, in 2008, the Town commissioned another study, “Analysis of Stormwater Conveyance Systems Discharging to Amston Lake”, to comprehensively study the Town’s stormwater drainage system that discharges into the Lake. The study provided recommendations for future actions by the Town and the Amston Lake Tax District. The Town and the Tax District have cooperated on addressing this study’s recommendations.

The above studies have provided valuable information on what impacts to the Lake have occurred, and how the Town and area residents can address these impacts. Implementation ranges from large drainage projects undertaken by the Town to small but significant individual

actions and improvements taken by homeowners. Over time, principal contributors of phosphorous to the lake have been identified as soil erosion, atmospheric fallout and septic systems. Uncontrolled contributions in any of these categories can accelerate the premature aging of the lake. Maintaining the water quality of the lake and its attractive appearance, as well as keeping the lake in a condition that remains usable for recreation purposes and as a valuable wildlife habitat, is an important objective of this Plan. While the Town has undertaken a few steps in this area, there are other actions that the Town and the Amston Lake Tax District and its residents can take to protect this valuable resource.



Accomplishments

Since the adoption of the 2014 Plan of Conservation and Development, several positive actions have been taken to further the goals and objectives established for this area. These include:

1. The Town and the Amston Lake Tax District have coordinated on several stormwater retrofit projects to minimize stormwater impacts on the Lake.
2. The Town and the Amston Lake Tax District have each constructed stormwater improvements to improve water quality.
3. The Planning and Zoning Commission and the Conservation Commission routinely require the use of rain gardens and or infiltrators in new construction to reduce negative impacts to Amston Lake.
4. The Town undertook a major stormwater quality improvement at the intersection of Deepwood Drive and Wood Acres Road by installing a Vortex sediment control structure.
5. In 2016, Deepwood Drive improvements completed by the Town included new catch basins with sumps to remove sediment from stormwater discharge.
6. The Public Works Department schedules the streets in the Amston Lake area early in the Spring for cleaning of sand from streets and catch basin sumps.
7. The Planning and Zoning Commission, in its 2018 update to the Zoning Regulations, added improved design and development standards to ensure that new development is compatible with the neighborhood.

Goals, Policies, and Action Items

The following goals, policies, and action items are established to guide Town officials in implementing land use regulations, road maintenance practices and other policies and methods that will best preserve the long-term health of Amston Lake and the Amston Lake neighborhood.

Goal A: Deter further environmental and ecological deterioration of Amston Lake and its drainage area.

Policies:

1. Continue to implement rigid site development standards in the Amston Lake District and the surrounding area.
2. Continue to enforce mandatory bonding for erosion control measures and all necessary public improvements associated with new construction.
3. Encourage expeditious native species re-vegetation to disturbed areas and require environmentally sensitive practices.
4. The entire area of Amston Lake and its associated watercourses, flood plains and wetlands, as defined in Section 22a-38 of the Connecticut General Statutes, are considered environmentally sensitive areas, as determined by the Hebron Conservation Commission, and as such, these areas shall be protected and not negatively impacted as future development occurs.
5. Encourage the use of pervious rather than impervious surfaces in the Amston Lake basin to minimize stormwater runoff, as well as encourage the use of other techniques such as retrofitting downspouts into drywells, use of rain gardens, and other stormwater management techniques throughout the Amston Lake neighborhood.
6. Encourage a native vegetation buffer around the Lake and discourage use of herbicides, pesticides, and fertilizers.

Action Items:

1. The Town should work with the Amston Lake Tax District to inform residents of the negative effects chemically treated lawns will have on the Lake water quality.

Goal B: Protect the Amston Lake residential community from further over-development and seek to preserve or enhance property values.

Policies:

1. Permit the conversion of seasonal dwellings to year-round dwellings only when the Planning and Zoning Commission is assured that the minimum standards of the public health code and state building code have been met and that special performance standards in the Zoning Regulations are satisfied.
2. Encourage the use of conservation easements where practical to help protect the water quality of Amston Lake and area wetlands.
3. Maintain existing regulations that will prevent any further reductions in size of substandard lots or increasing the degree of nonconformity of any such lots.

Goal C: Provide for adequate roadways, potable water, and sewer and drainage infrastructure development.

Policies:

1. Ensure that future development will not negatively impact the delivery of emergency services.

2. Assist in the establishment of additional, high quality water supplies for the Amston Lake district when and where appropriate.
3. Continue to mandate the implementation of water conservation measures for all new construction or seasonal dwelling conversions to year-round occupancy.
4. When resurfacing roads in the future, install standard catch basin sumps to remove sediment from stormwater.

Action Items:

1. The Town and the Amston Lake Tax District should seek to cooperatively implement the recommendations of the “Analysis of Stormwater Conveyance Systems Discharging to Amston Lake” study to best protect the water quality of Amston Lake.
2. Consider the design and construction of a retention area and water quality basin along the edge of Bass Lake Road to improve the stormwater discharge to the Lake from this watershed.

E. Private Open Space and Institutional Lands

Hebron is fortunate to have within its borders a number of privately held properties that offer open space and private recreation opportunities to its owners or to its members, and at times to the general public. These properties include golf courses (Blackledge Country Club and Tallwood Golf Course), private fish and game clubs, the extensive property and facilities owned by Oak Hill known



as “Camp Hemlocks,” the Hebron Lions Fairgrounds, and others. Although these are important open spaces and recreational properties and provide significant benefits to Town residents, these are privately owned lands and are not permanently preserved.

The private open space as shown on Map No.14: “Existing Open Space” in Subsection K shows a total of 1,117 acres within this open space category. This is a significant and growing acreage within the community that now accounts for 4.6% of the total land area of Hebron.

Many times, these properties are open to the public by either membership in the club or organization, by appointment, or by the cost of admission. The scenic quality they add to the Town’s landscape, however, is possible to be enjoyed by all residents. These large, mostly undeveloped, parcels also serve to protect the watersheds and drainage basins in which they are located. In their current condition, these lands do not require any significant commitment of town services.

This section is included in the Plan to acknowledge these properties are an important part of the Town’s open space and recreation inventory. In addition, this section of the Plan strongly encourages cooperation between the Town and these property owners to foster additional opportunities for open space and recreation for all Town residents beyond what can be provided on public lands.

Accomplishments

Since the adoption of the 2014 Plan of Conservation and Development several actions have been taken that affect private open space and institutional lands:

1. A complete inventory of all public and private open space properties was accomplished in 2018 by a Parks and Recreation Commission subcommittee.

2. The Town Parks and Recreation Department has initiated discussions with Camp Hemlocks and Blackledge Country Club concerning opportunities for public recreation activities on these properties. Also, they have a long-standing relationship with the Hebron Lions who provide soccer fields on their property for town youth leagues. The Town recently purchased St. Peter's ballfield, located on Church Street, after decades of a cooperative relationship with St. Peter's Church, which included hosting town-sponsored sports on this privately held land.
3. In 2021, the Planning and Zoning Commission approved an application by Blackledge Country Club to add additional private open space facilities by way of a new practice facility / driving range that will add a new recreational activity on private land to town residents.

Goals, Policies, and Action Items

Goal A: Continue to recognize the importance of critical private open space, institutional, and recreation lands within the Town of Hebron, and seek to preserve their recreational, open space, and environmental values as well as their role in helping to form the rural attributes of the Town.



Policies:

1. Build and maintain a relationship between the Town of Hebron and the owners of private institutional lands to maximize the benefits to Town residents and these property owners.
2. Investigate all possible partnerships between public and private entities to maximize recreational and open space benefits of these parcels of land to Town residents, e.g., conducting recreation and education activities for Town residents on these private lands as an income source for those private landowners.
3. In acknowledging that these lands are a critical component of the Town's open space system, the Town should work with the owners of these lands to assist in keeping these properties in their open state.
4. Where needed, assist owners of these lands in securing the services of the Connecticut River Coastal Conservation District, Connecticut Resource Conservation & Development's Environmental Review Team program, Connecticut Department of Energy and Environmental Protection, Nature Conservancy, Connecticut Audubon Society, the Northeast Wilderness Trust, and other organizations to provide the necessary technical expertise to assist in the stewardship of these properties, and to enhance their natural functions. These Goals and Policies should establish a framework where a good relationship between the Town, its residents, and the owners of these private lands and facilities is maintained.

5. Consider the purchase of development rights or conservation easements of significant private and institutional lands if necessary to ensure long term preservation of these properties.
6. Encourage owners of private open space to practice organic management of land, identify and remove invasive species, and preserve forests and wetlands.

Action Items:

1. Update and maintain an inventory of all the privately held open space, institutional, and recreational lands in the Town of Hebron as generally shown on Map No.14: "Existing Open Space" along with an inventory of acreage, facilities, and special functional or environmental attributes.
2. Advise private and institutional landowners of the benefits of the "Pollinator Pathway" initiative and controlling / removal of non-native invasive plants species.

F. Agriculture and Farming

Agriculture has long been tied to the history of Hebron. For most of its history, agriculture was the primary business activity carried on in the community. As such it has left its imprint on the Town with the lingering pattern of open meadows against the forest edge.



The Town's active farms continue to be a positive factor in the community. They provide jobs and income and contribute to the Town's economic base. The view of existing farm buildings and farming operations along several of the Town's roadways is a significant contributing factor to the rural character of the community. Because these farming operations encompass large acreage, the continuation of farming in the community keeps these large parcels in an undeveloped state, contributing significantly to the open feel of the Town and requiring little to no demand for town services.

Farming can also help make Hebron more sustainable. Small, local farms tend to use fewer synthetic fertilizers and agrochemicals, grow a greater diversity of crops, and produce more organic food than large-scale corporate farms. Because the distance between farm to table is substantially less than food grown in other states or internationally, transaction and transportation costs are greatly reduced, which results in lower consumption of fossil fuels and lower emissions of greenhouse gases. In short, local farms produce fresher, more healthy food without depleting the earth's resources or polluting its environment.

It is a significant objective of this Plan to establish Town goals, policies, and action items that protect existing farms, encourage their continuance in the community, promote new farms, and encourage open communication between the Town and the farming community to foster a positive and productive relationship.

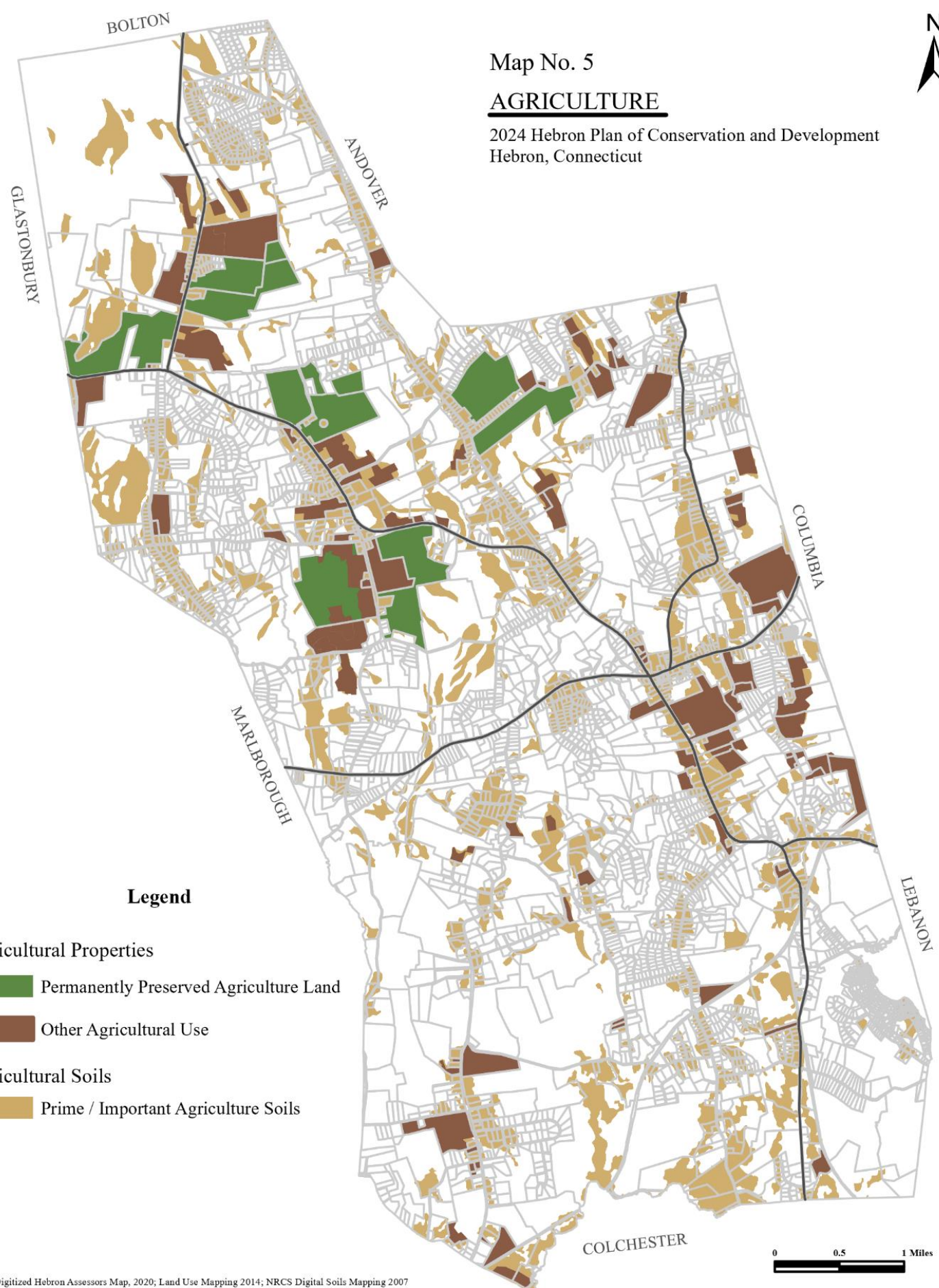
There are several significant ways that the Town could promote and actively encourage farming in the community. One effort the Town should actively pursue is the purchase of development rights from interested property owners rather than allowing these lands to become residential subdivisions.



Map No. 5

AGRICULTURE

2024 Hebron Plan of Conservation and Development
Hebron, Connecticut



Legend

Agricultural Properties

- Permanently Preserved Agriculture Land
- Other Agricultural Use

Agricultural Soils

- Prime / Important Agriculture Soils

Source: Digitized Hebron Assessors Map, 2020; Land Use Mapping 2014; NRCS Digital Soils Mapping 2007



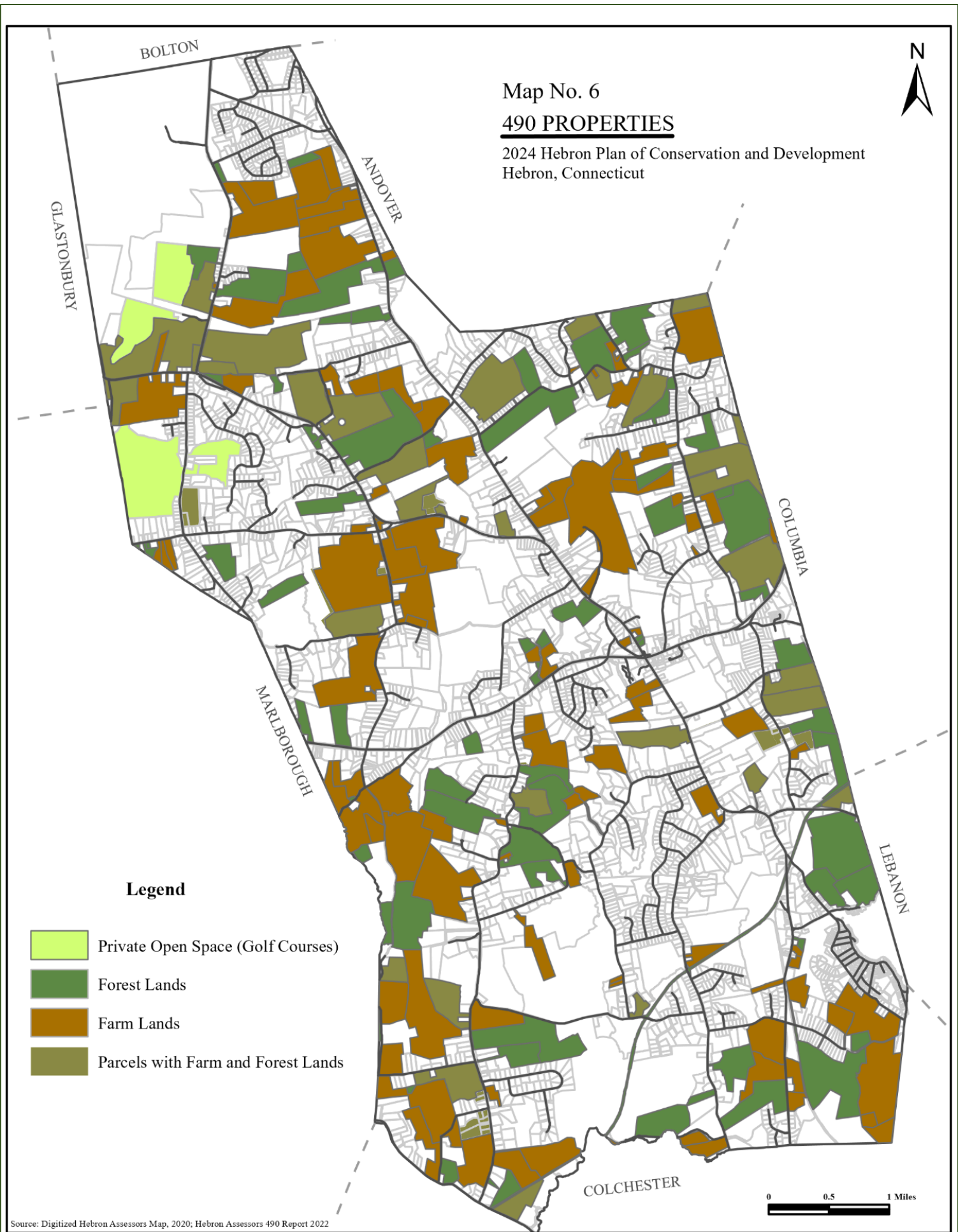
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The Town should encourage the State of Connecticut in this activity and assist them with whatever means are available to the Town. Hebron should lobby to have the State adequately fund the existing agricultural preservation program to reduce the present backlog and to make this a more viable option for local farmers. The Town should also consider pursuing the purchase of development rights from local farms. A focus of these efforts should be in those areas with the best agricultural soils and in areas of substantial acreage. These areas are generally shown on Map No.16: "Future Open Space Plan".

Accomplishments

The following significant actions have occurred in achieving the Town's objectives in this area since the adoption of the 2014 Plan of Conservation and Development:

1. As part of the 2018 update to the Zoning Regulations, farmers markets were made permitted uses on active farms in Hebron.
2. The Zoning Regulations update also permitted farm stands on all active farm properties.
3. In 2020, the Planning and Zoning Commission, after hearing a request from a local farmer, and after consulting with the Connecticut Farm Bureau, researched, drafted, and adopted a comprehensive Agritourism zoning regulation.
4. Subdivision Regulations were amended to require a buffer between new residential lots and active farmland as well as a notice to be placed on subdivision maps as information to new residents.
5. A Community Garden for Town residents is being maintained at Burnt Hill Park by the Parks and Recreation Department.
6. Planning Department staff assisted the property owner in his successful application to the State Farmland Preservation Program that resulted in the permanent preservation of the 200-acre Porter farm.
7. The State of Connecticut purchased a 104.8-acre property previously owned by the Fracchia family and has continued to allow farming operations on the land by a local farmer.
8. The Town continued to co-sponsor a community festival, the Hebron Maple Festival, which showcases working farms, educates guests on farming techniques and tools, and celebrates the agricultural history of the community as well as its importance to the Town's rural character and quality of life.



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Goals, Policies, and Action Items

The following goals, policies, and action items are hereby established to further the interest of the agricultural community in Town.

Goal A: Protect and promote agriculture and farming as a viable natural resource industry and as a primary example of Hebron's rural landscape.

Policies:

1. Protect productive farmland soils that emphasize agricultural, horticultural and forest uses as defined in Hebron's Natural Resources Inventory.
2. Assist local property owners who are interested in the Farmland Preservation Program in working with the State's Department of Agriculture to purchase the development rights of local farms, or in working with the US Department of Agriculture in the purchase of conservation easements.
3. Consider using local open space land acquisition funds to purchase development rights from interested farm owners as a supplement to the state program. The Town should also explore the Joint State-Town Farmland Preservation Program.
4. Continue to promote local farm products at retail outlets, roadside stands, local fairs, farmers markets, and the Hebron Farmers and Crafters Market.
5. Encourage active tree farming as an agricultural use and consider introducing a town-wide holiday festival to support this activity.
6. Help support town festivals like Farm Day Tours and the annual Maple Festival.
7. Work with the Connecticut Department of Agriculture and local landowners to encourage the use of best forest management practices.
8. Support participation in programs such as the farmland, forestland and open space assessment program authorized by Public Act 490 (Section 12-107 of the Connecticut General Statutes), to maintain agricultural and forest lands in their present conditions.
9. Continue to support community gardening such as the program at Burnt Hill Park, and expand these opportunities as needed.
10. Continue and possibly expand farming uses on Town-owned open space by offering area farmers the opportunity to lease plots to grow produce or grasses for livestock feed on existing agricultural fields. The use of synthetic fertilizers, pesticides, and herbicides should be highly discouraged. Use of Neonicotinoids, a class of chemical insecticide that is especially harmful to honeybees and other pollinating insects, should be prohibited. No-till farming, and other climate-resilient / regenerative practices (such as planting of



cover crops, rotational grazing, keyline plowing) and organic farming should be encouraged.

11. Encourage "Pollinator Pathway" practices, such as allowing / providing organic areas of native wildflowers, shrubs, and/or trees in such areas as between agricultural fields.
12. Encourage local farmers to partner with the Windham Region Chamber of Commerce which can provide business resources to farmers to best manage and grow their operations.

Action Items:

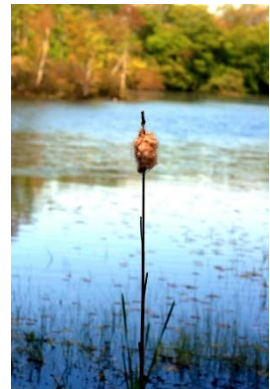
1. The Conservation Commission should publicize such programs as Connecticut FarmLink (ctfarmlink.org) which helps match farmers seeking farmland with available farmland to preserve agricultural land and farming.
2. Review and research zoning and subdivision regulations and other ordinances or regulations to reduce the impacts to local farmers and farming operations from new residential development.
3. Consider the implementation of Section 12-81m of the Connecticut General Statutes, enabling legislation that provides abatement of up to 50% of property taxes on dairy farms, vegetable farms, nursery farms, fruit orchards and vineyards to assist current farm operations and encourage new farming operations.
4. Support efforts to publicize assistance programs such as the Connecticut Farm Viability Grant Program.
5. Promote educational activities focusing on agriculture and support school efforts to create their own gardens.

G. Wildlife, Plant Life and Other Significant Natural Features

Wildlife and Plant Life

The natural systems and natural resource areas within Hebron support a rich variety of wildlife and plant life. These communities add greatly to the richness, quality of life, and interest in the community and perform multiple vital ecosystem functions.

The diversity and quality of wildlife and plant life in Hebron is due to several factors. The fact that much of the community is undeveloped is a significant factor. Also, the undeveloped portions of Town are rich in their diverse patterns of hardwood forests, wetlands, floodplains, and smaller areas of evergreen forests. These various environments support a combination of water, food, and shelter, which together create significant habitats for biologically diverse plant and animal life. These natural, undeveloped areas also serve as essential systems of carbon storage, water and air purification and preservation, and soils conservation and enrichment.



Large, intact forests are critical habitats for wildlife and native plant life and are essential for a properly functioning ecosystem. Such forestland, when left intact to become old growth forests, becomes increasingly diverse in wildlife and plant life species, and, among other things, serves as critical refuge for birds due to loss or destruction of their habitat elsewhere. Old growth forests are less apt to become invaded by invasive plant species and are more resilient to natural disasters (wildfires, windstorms, droughts, and flooding) and pests due to the increased diversity of tree species. Old growth forest floors also provide for healthier soil and enhanced mycorrhizal interaction between tree species resulting in a healthier network of trees. The preservation of such natural ecosystems is critical to addressing our current challenges of biodiversity and climate change.

Accomplishments

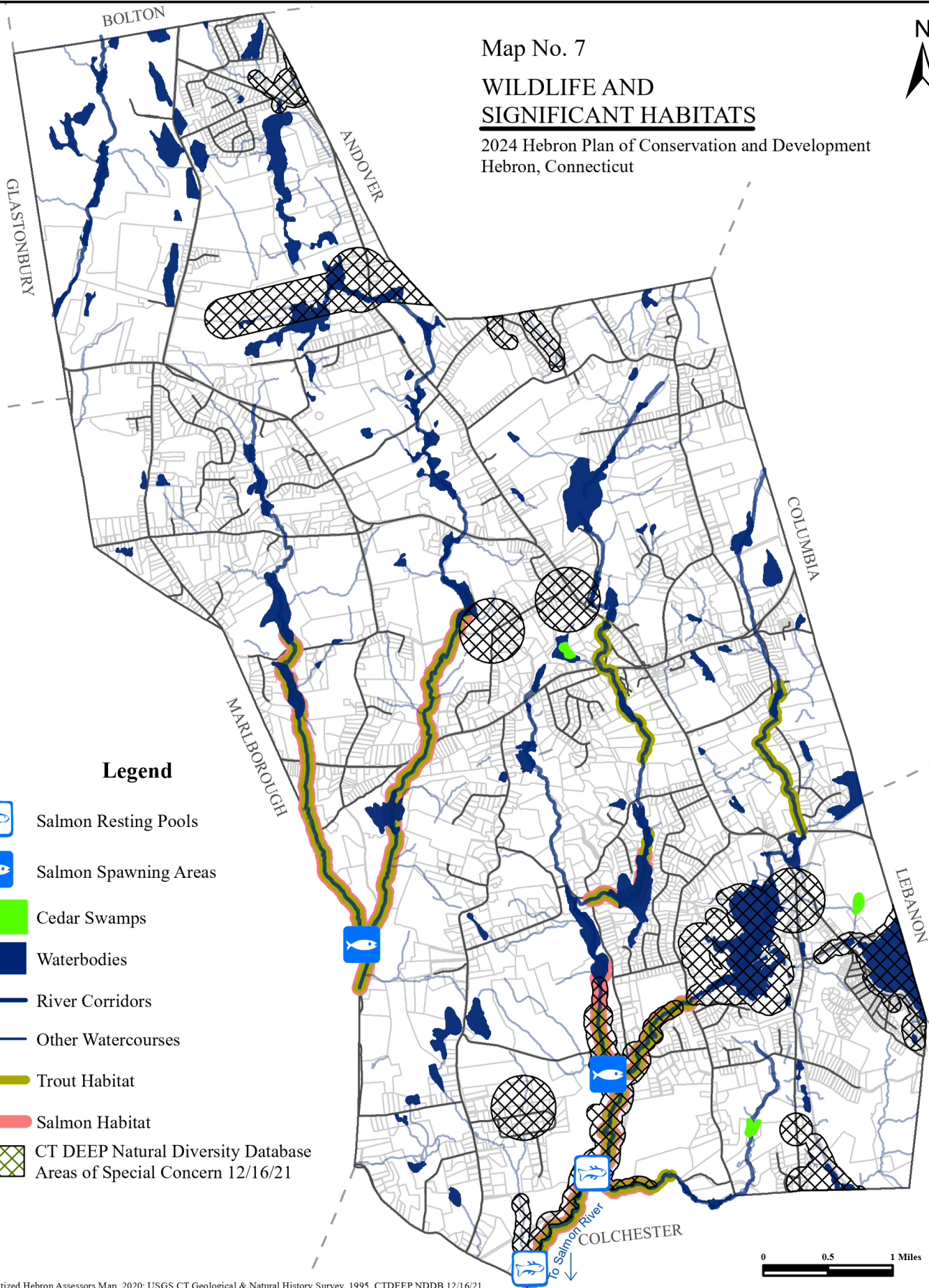
Several actions have occurred since the adoption of the 2014 Plan that have served to achieve the goals and objectives contained in that document:

1. The Town has actively pursued open space purchases, particularly in greenway corridors, which are critical to wildlife habitat and in areas listed as “special concern,



Map No. 7

**WILDLIFE AND
SIGNIFICANT HABITATS**

2024 Hebron Plan of Conservation and Development
Hebron, Connecticut



Legend

-  Salmon Resting Pools
-  Salmon Spawning Areas
-  Cedar Swamps
-  Waterbodies
-  River Corridors
-  Other Watercourses
-  Trout Habitat
-  Salmon Habitat
-  CT DEEP Natural Diversity Database
Areas of Special Concern 12/16/21

Source: Digitized Hebron Assessors Map, 2020; USGS CT Geological & Natural History Survey, 1995, CTDEEP NDDDB 12/16/21

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threatened, and endangered” by DEEP, including the Hibbert (81.9 acres) and Bernstein (215.5 acres) properties.

2. The Parks and Recreation Department employed a forester to inventory open space areas and make recommendations on forest management.
3. The Planning Department continues to make educational materials available on the benefits of native plantings as well as the latest list of non-native invasive plant species and native plantings.
4. The Zoning Regulations were amended in 2020 to require the use of native plant species in all landscape plans.
5. Public outreach regarding identification, removal and adverse impacts of invasive plant species and promotion of the many critical benefits of native plant species commenced with articles published in various publications.
6. A pollinator pathway demonstration garden in Raymond Brook Preserve, featuring native plantings, received National Wildlife Federation Certified Wildlife Habitat recognition.

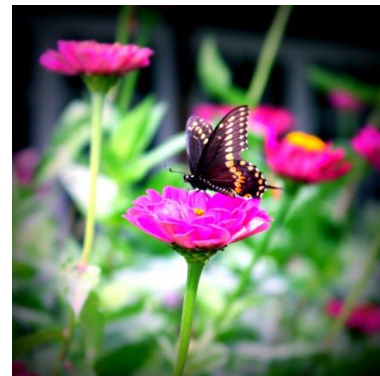
Goals, Policies, and Action Items

The following goals, policies, and action items speak to these environments, the important role they perform, and most importantly how the Town's policies and actions can work to protect these features significant to the preservation of wildlife and plant life in Hebron.

Goal A: Preserve natural systems and their functions to protect Hebron's indigenous wildlife and plant life, maximize carbon storage, and preserve and improve the quality of water, air, and soils.

Policies:

1. Preserve large undisturbed and contiguous blocks of land to sustain diverse wildlife and plant life habitat.
2. Protect forested watercourses and hilltops, which serve as corridors for wildlife movement.
3. Protect significant habitat areas such as edge areas (ecotones) where two or more different habitat types meet and areas having a mixed plant growth, particularly those having a vertical diversity of plant material (such as large canopy trees, understory trees, shrub growth, and emergent vegetation).
4. Preserve continuous habitat strips within new developments that will promote wildlife movement.
5. Support cluster design of new development to conserve habitat areas.
6. Identify, manage, and protect all wildlife and plant life areas that are listed as "special concern, threatened, and endangered" by the Connecticut Department of Energy and Environmental Protection.
7. Support and protect trail corridors that will highlight wildlife areas and raise understanding of natural systems.



8. Continue to encourage the use of native vegetative plantings in future land use applications.
9. Continue to purchase or acquire open space land to protect wildlife corridors and areas of unique and native plant life.

Action Items:

1. Adopt measures limiting and regulating clear-cutting of forestland.
2. Inventory natural areas including specific field investigations to identify and record wildlife and plant life communities, particularly those in wetland areas. Seek grant funds to conduct an update or enhancement to the Natural Resources Inventory Report, dated September 1989.
3. Work with conservation organizations such as the Northeast Wilderness Trust, Harvard Forest, the Highstead Foundation, Connecticut Audubon, and The Nature Conservancy to develop protection measures for habitat areas and their species.
4. Conduct education workshops on the identification and importance of wildlife habitat and the community ecosystem.
5. Encourage the implementation of best stewardship practices, including reserving intact forest to become Old Growth ("Old Forestland Management") within Town-owned open space properties. Contact forest ecologists or others experienced in forest ecology to provide recommendations to ensure a healthy functioning ecosystem.
6. Contact land stewardship forest ecologists, associated land trusts, and others with scientific expertise to provide educational materials and recommendations on best practices to ensure healthy, diverse, properly functioning forests on private land.
7. Continue to provide public outreach on the benefits of native vegetative plantings and make available the latest list of non-native invasive plant species and their negative consequences.
8. Consider an on-going outreach endeavor to solicit public reporting of endangered and special concern species to Town staff (Town Planner and Wetlands Agent), the Conservation Commission or directly to the State DEEP, at <https://portal.ct.gov/DEEP/Endangered-Species/Contributing-Data>.
9. Encourage resident and business participation in ongoing maintenance to keep natural ecosystems intact. For example, facilitate guided trail hikes serving to educate about the identification and control of non-native invasive plants, and consider the establishment of a local "Friends of the Forest" or "Forest Rangers" group with the aim to identify and safely remove non-native invasive species from town open spaces.
10. Support Pollinator Pathway native plant garden initiatives throughout Town including at municipal facilities and Town open spaces where appropriate. More information on this beneficial, community-based effort can be found at www.pollinator-pathway.org.
11. Continue to purchase or acquire open space and conservation easements to protect intact forest for its carbon storage value, its capacity for future carbon sequestration and storage, as well as its performance of additional multiple ecosystem services.

Other Significant Natural Features

There are many significant natural features throughout the Town that are worthy of recognition, are an integral part of the Town's natural environment or natural history, and that provide an indispensable link to Hebron's past.

It is important to identify these features and recognize them for their significance to the fabric of the natural makeup of the Town so that they can be enjoyed and protected by present and future generations. Although these features are seen as worthy of protection and inclusion in the Plan, they also can be easily overlooked by the casual observer. All too often, these are the types of natural features that only missed if they are lost or impacted by neglect, development activities or natural decay. The features highlighted in this section can be protected through a variety of means. These could be through public education, private preservation efforts, efforts from the Town's public officials, and through improved development regulations.

Accomplishments

Several steps were taken during the previous 10 years to help achieve the goals and objectives in that part of the Plan.

1. The Town's Wetland Agent conducted a workshop with RHAM students and the Salmon River Watershed Partnership in April of 2016 to document vernal pools at Burnt Hill Park.
2. The 2018 update to Zoning Regulations allowed Conservation Subdivisions by right to better preserve Hebron's natural features and promote low impact development.
3. The 2018 update to Zoning Regulations included a detailed and comprehensive review of Hebron's flood plain regulations by DEEP staff and the Town incorporated all their recommendations.
4. The Town has sponsored archeological studies and surveys on Town projects to assess and protect these attributes, specifically at the Peters House, and with the Phase 2 trails in the Raymond Brook Preserve.

Goals, Policies, and Action Items

The following goals, policies, and action items are set forth in this Plan to seek protection for these significant natural features.



Goal A: Provide conservation measures for significant natural features, unique terrain, landforms, and vegetation that are worthy of preservation for present and future generations' health, safety, and aesthetic well-being.

Policies:

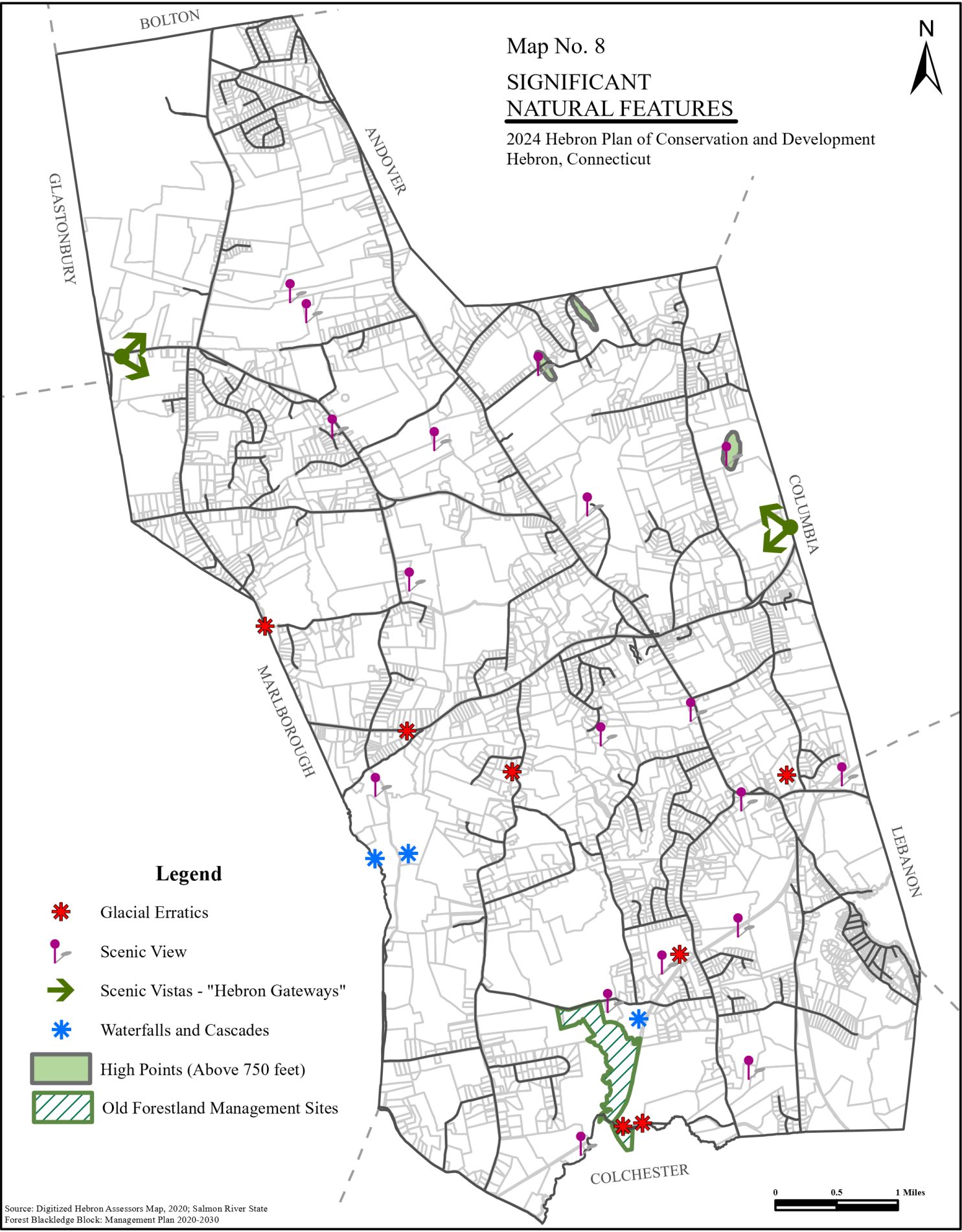
1. Identify and protect large growth and specimen trees and patches of forest left undisturbed for one hundred years or more.
2. Provide innovative subdivision and land development techniques to ensure the conservation or preservation of Hebron's natural features.
3. Identify and protect flood plain areas.
4. Identify and protect archeological sites.

Action Items:







1. Inventory and protect unique geological landforms: vernal pools, springs, drumlins, glacial erratics, boulder trains, caves, cliffs, and ravines.
2. Make provisions in Town regulations to require studies of potential archeological sites to preserve resources of significant archeological interest, particularly in any significant proposed developments.
3. Consider an on-going outreach endeavor to solicit public reporting of significant natural features to Town staff (Town Planner, Wetlands Agent, and Director of Parks and Recreation) and Conservation Commission.

Map No. 8
**SIGNIFICANT
 NATURAL FEATURES**

2024 Hebron Plan of Conservation and Development
 Hebron, Connecticut



Legend

-  Glacial Erratics
-  Scenic View
-  Scenic Vistas - "Hebron Gateways"
-  Waterfalls and Cascades
-  High Points (Above 750 feet)
-  Old Forestland Management Sites

Source: Digitized Hebron Assessors Map, 2020; Salmon River State
 Forest Blackledge Block: Management Plan 2020-2030



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H. Scenic Vistas and Streetscapes

The rural look and feel of Hebron are best appreciated by the scenic views of the countryside from the Town's major and secondary roads. As one travels through the Town, the agricultural fields and open meadows, surrounded by forests, defined by stonewalls or tree lines, and punctuated by historic farm buildings, exemplify the enduring, rural image of Hebron. These aspects of the Town can be best described with two interrelated categories: scenic vistas and streetscapes.

Scenic Vistas

Scenic vista is a term that this Plan uses to talk about special views of the Town that capture the rural character of the community. Scenic viewpoints exist in various parts of the Town. Not surprisingly, many of these are from the higher elevations that exist in the north and northeast parts of town. In addition, some of the broad wetland and marsh areas also provide these scenic views looking back at the higher elevations.



Accomplishments

The Town has taken steps since the adoption of the 2014 Plan to further the goals and objectives in that Plan:

1. The newly constructed trails through the Raymond Brook Preserve were carefully designed to be located around the edge of agricultural fields and along existing stone walls to provide scenic views to trail users.
2. The Planning and Zoning Commission proposed the funding of a tree replanting program in the 2020-2021 budget. The Town did accomplish some tree replacement planting in front of Town Hall and on the Hebron Green in 2019.

Goals, Policies, and Action Items

It is the goal of this Plan to identify areas that can be designated as scenic and to encourage any new development to preserve them by creative design, use of cluster developments and wise placement of open space and conservation easements.

Goal A: Protect the aesthetic, natural, historic, and cultural viewpoints and road attributes that provide opportunities as scenic vistas and rural streetscapes.

Policies:

1. Restrict clearing and development of hilltops and other prominent high points in Hebron.
2. Protect natural and managed clearings along highland areas for viewpoint access.
3. Restrict obstacles from being introduced in existing viewpoint areas.
4. Recognize that large lowland wetland areas, for example Raymond Brook Marsh and abandoned railroad rights-of-way, provide unique viewpoints that should be protected.
5. Prioritize the protection of identified scenic areas and viewpoints during the design and review of new developments.
6. Take all possible measures to ensure that future tree trimming along streets is limited to the maximum extent possible, taking into consideration legitimate public safety concerns.

Action Items:

1. Inventory and map all significant high points, scenic vistas, unique rural streetscapes, and other significant natural features such as cliffs, ravines, caves, etc.
2. Establish and maintain a trail network in appropriate locations taking into consideration available viewpoints along trailsides.

Streetscapes

Streetscapes also deserve special attention. Hebron has numerous examples of older country roads. These streets, with their historic stonewalls and canopy trees lining the pavement edge, add much to the rural feel of the Town. These aspects can be easily lost when adjacent land is developed, stonewalls are removed, numerous curb cuts are allowed which remove the tree line edge, and if other poor design decisions are made.



Accomplishments

Since the adoption of the 2014 Plan, the Town has taken the following actions to implement the approved goal and objectives:

1. The 2018 update to Zoning Regulations allowed Conservation Subdivisions by right providing design flexibility to preserve important natural features.
2. The establishment of Conservation Easements along existing roadways for the purpose of preserving existing rural streetscapes is standard practice with all new residential subdivisions.
3. Research was conducted, and standards were adopted for rural road subdivisions to allow more design flexibility that will serve to better preserve existing conditions.

Goals, Policies, and Action Items

Goal A: Ensure that rural streetscapes are recognized and that their preservation is made a factor when land development or street improvement and tree removal decisions are made.

Policies:

1. Through innovative subdivision and zoning regulations, such as clustering, discourage strip development along existing Town roads to minimize the number of curb cuts, control visual impact, and reduce interruptions to traffic.
2. Consider the requirement of conservation easements along existing Town roads to preserve the existing vegetation, stone walls, and features of the Town's rural streetscapes.
3. The natural and historical features / character of the Town's rural streetscapes should be considered as a major factor during the Town's design for improvements to existing roads.
4. Minimize light pollution along Town residential streets, within subdivisions, and within commercial properties by utilizing dark-sky complaint fixtures.
5. Identify Town roads where Scenic Road designations would be appropriate and work to support and encourage their designation.
6. Recognize the native trees species are indeed providing a pollinator pathway and are vital to native species survival.
7. Take measures to ensure that future tree trimming along streets is limited to the extent possible, taking into consideration legitimate public safety concerns.

Action Items:

1. Initiate an "Adopt A Road" program within the Town of Hebron, particularly along rural roads, to encourage volunteer efforts in maintaining these important scenic roads.
2. To maintain a long-term vision of scenic roadways, establish a street tree replanting policy and identify Town roads where street trees are deficient, or have been removed.
3. Seek grant funding opportunities (i.e., "America the Beautiful" and "Urban and Community Forestry" grant programs) to fund street tree replacement / establishment along Town roads throughout the Town, including business zones.
4. Identify publications on the most appropriate native street tree pollinator species to understand when street trees are required by regulation or otherwise desired and incorporate such tree species into the Town's Design Guidelines.
5. Identify and remove invasive plant species considered highly detrimental to street tree survival (i.e., extensive areas of bittersweet) along Town roads.

I. Areas of Historical Heritage

Hebron has a rich and diverse history with thousands of years of continuous habitation. Hebron was shaped by Indigenous people, colonial settlers, both enslaved and free African Americans and European immigrants. Following the gift of the Mohegan sachem Attawanhood in 1675 to the Saybrook Legatees, the first colonial settlement sites were established along Church Street, leading to the founding of Hebron in 1704. Hebron, incorporated as a Town in 1708, retains many reminders of its rich history. Historic homes, old schoolhouses, distinctive churches, cemeteries, remains of manufacturing and mill sites, objects, and buildings such as the Old Town Hall, the Douglas Library, and other structures on the Hebron Green are important ties to Hebron's past. Hebron is listed on the "Connecticut Freedom Trail." See www.ctfreedomtrail.org for details of this listing. For more information on Hebron's history, go to the Hebron Historic Properties



Commission website (www.hebronnpc.org) and the Hebron Historical Society website (www.hebronhistoricalsociety.org) including reference to the HHS's "Historic Diversity and Archeological Sites" map and legend.

In the interest of recognizing and protecting its historic resources, the Town has already taken several significant steps in this direction. A "Historical and Archeological Resources Inventory" identifying significant sites was compiled in the 1980s. This Inventory was a start on the comprehensive survey of historical sites. The Historic Properties Commission helped facilitate the creation of a National Register Historic District around the Hebron Green, the Planning and Zoning Commission adopted specific regulations affecting the Hebron Green zoning district, and a separate section of this Plan was designated for Historical Heritage.

Accomplishments

Since the adoption of the 2014 Plan of Conservation and Development, the Town and other organizations have taken many important steps to further the objectives stated in this section and to preserve aspects of Hebron's history:

1. A 2017 amendment to the Hebron Zoning Regulations incorporated the "Village District" provisions of the Connecticut General Statutes to the entire Hebron Green District as one method of protecting this unique area.
2. The Town has continued to fund restoration efforts at the Peters House through grants from the State Historic Preservation Office (SHPO) and the Town's Capital Improvements Program. This is a Town-owned, architecturally, and culturally significant 18th century property intended to be used for town and community activities upon completion of its renovations.
3. The Town utilized a grant through the State Historic Preservation Office (SHPO) to conduct an archeological dig at the Peters House and in 2019, an "Archaeology Day" was held to share the results with the public.
4. The Hebron Historical Society assisted in the research and publication of "Lost Mill Sites in Hebron, Connecticut" (December 15, 2016) by Richard N. Symonds, Jr., identifying historic mill sites in Hebron.
5. Annual historical celebrations, in conjunction with Hebron Day, including Juneteenth, have been held at the Peters House, located at the entrance to Burnt Hill Park.
6. A QRC (Quick Response Code) History Tour, "Trails and Tales, Meet your Neighbors," has been created within Hebron Center by the Hebron Historical Society.

Goals, Policies, and Action Items

This Section of the Plan calls attention to these historic resources and sets forth their preservation as a significant part of the Plan.

Goal A: Locate, document, protect and preserve Hebron's rich, historic heritage for the education, enrichment and enjoyment of all citizens and promote the environmental, economic, and cultural benefits of historic preservation. Historic resources include homes, schools, religious institutions, cemeteries, historic markers, objects, and remains of older manufacturing and mill sites, as well as the outbuildings, landscaping and spaces associated with them. Additional resources include old rail lines, roadways, stonewalls, laneways, notable archeological areas, and scenic views and vistas that are an integral part of their historic setting.

Policies:

1. Continue to facilitate the designation of historic districts, archaeological sites, and historic properties where appropriate to assure preservation of historic assets.

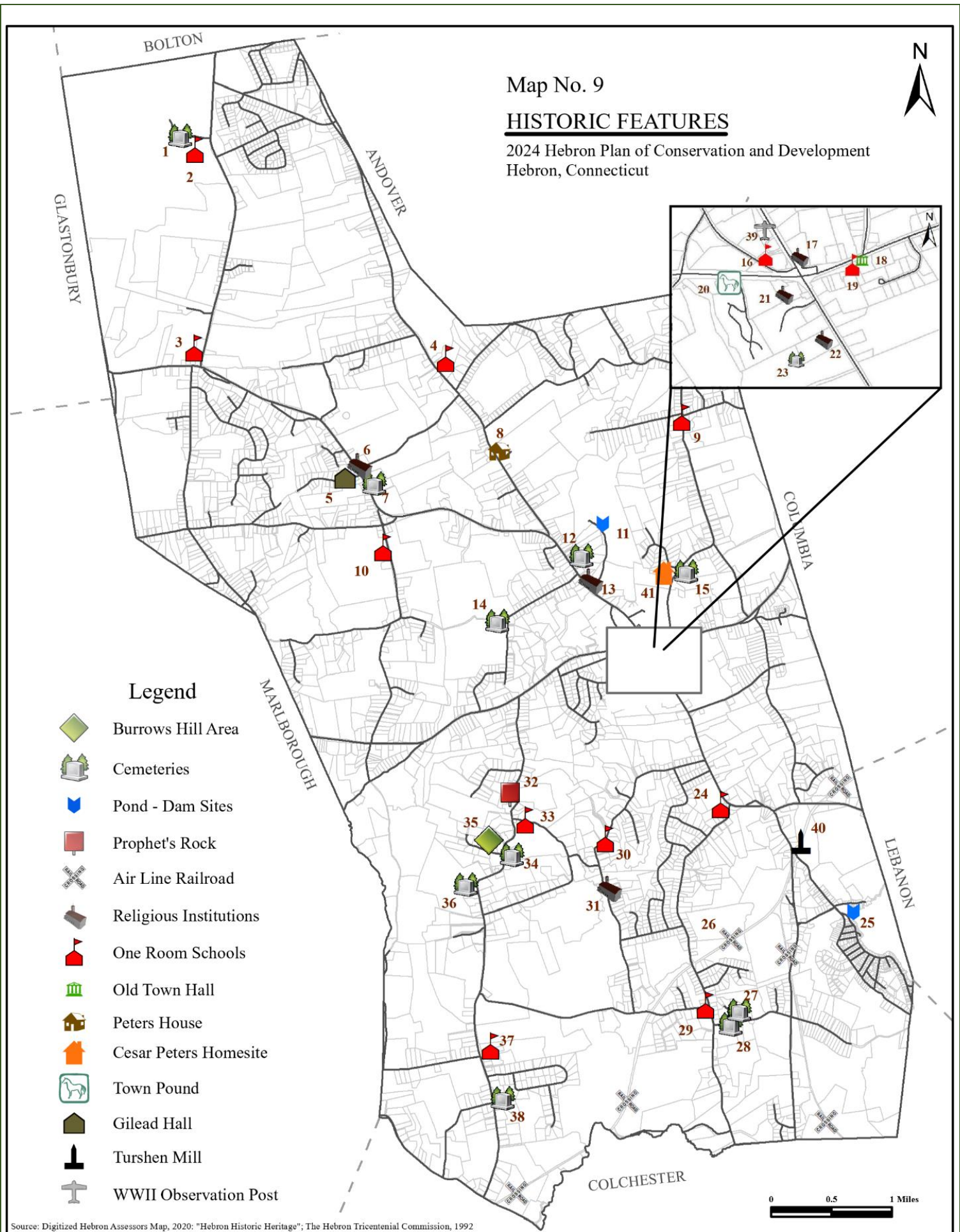
2. Continue to review and amend zoning and subdivision regulations to require new land development to protect and complement historic resources.
3. Encourage preservation of Hebron's historic schoolhouses, historic buildings, and any other historic sites and seek to protect them from demolition, decay or inappropriate modification through grants, financial incentives, and other means.
4. Encourage preservation and maintenance of historic buildings, landscaping, and cemeteries by public and private landowners, with particular emphasis on the buildings near the Hebron Green.
5. Support maintenance and recreational use of historic rail lines and restoration of other historic laneways.
6. The Hebron Historic Properties Commission and the Hebron Historical Society, with the assistance of the Town, should develop and conduct workshops to encourage residents and commercial entities to research and further inventory unique historical aspects of their properties and promote educational programs to keep Hebron's legacy alive for all its citizens.
7. Continue to support the restoration and public use of the Peters House and encourage use by private groups, Town sponsored events, community uses, and educational activities at this site.
8. Promote the establishment of an annual Hebron Historical House / Historical Sites Tour to increase interest in preserving these historic assets.
9. On behalf of the Town and Historic Properties Commission, continue to apply for available historic preservation and restoration grants and partner, as appropriate, with not-for-profit organizations to apply for grants.



Action Items:

1. To provide a historic perspective and assist in evaluating historic attributes of potential and already acquired open space land purchases, consider adding a member of the Historic Properties Commission or Hebron Historical Society to the Hebron Open Space Land Acquisition Committee.
2. Encourage the exploration and documentation of significant historic sites associated with Native American and African American history and activities.
3. Update the 1980s "Historical and Archeological Resources Inventory" with the assistance of the Historic Properties Commission, the Hebron Historical Society, and other qualified entities.
4. Promote research on the archaeological and historical significance of town-owned properties.
5. Consider amending existing zoning regulations to protect aspects of existing historic buildings when renovations are proposed.

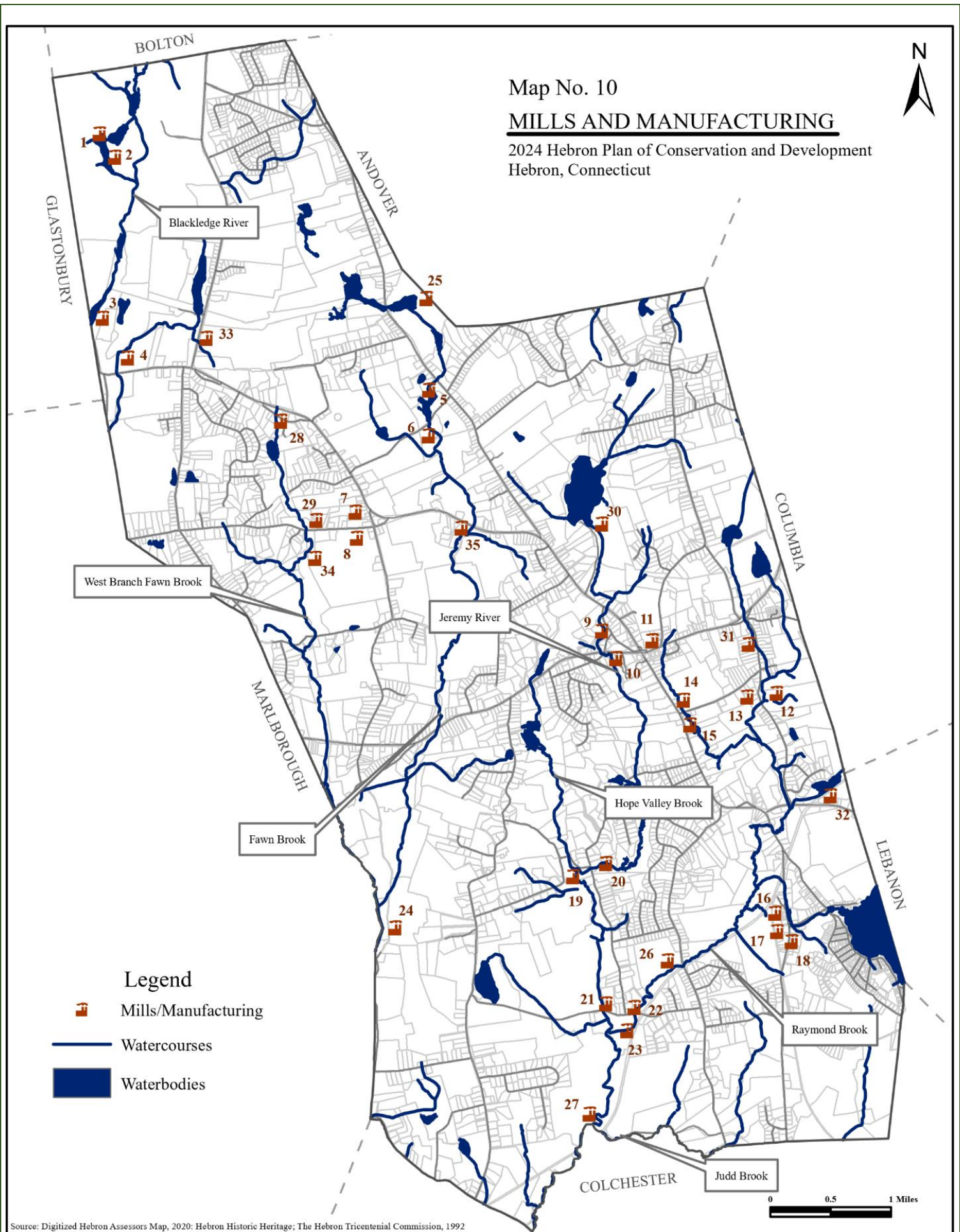
6. Review the historic building restoration and certificate of appropriateness process, in consultation with affected property owners, for compatibility with the Secretary of the Interior's Standards for Rehabilitation with the assistance of the Historic Properties Commission, the Hebron Historical Society and other qualified entities.
7. Encourage participation in identifying Hebron trees for eligibility in Connecticut's Notable Trees Inventory.



Historic Features Map — Legend

- 1. Gay City Cemetery**
- 2. District XI – Sumner School site**
- 3. District X – White School**
- 4. District IX – East Street School**
- 5. Gilead Hall**
- 6. Gilead Congregational Church**
- 7. Gilead Cemetery**
- 8. Peters House**
- 9. District III – Jagger School**
- 10. District VIII – Gilead Hill School**
- 11. Holbrook Pond**
- 12. Church of England Cemetery (Godfrey Hill Cemetery)**
- 13. The Church of England (St. Peter’s Church) site**
- 14. John Rollo Grave Site**
- 15. Andover Road Cemetery (Old Hebron Cemetery)**
- 16. Gull School (present location)**
- 17. First Congregational Church**
- 18. Old Town Hall**
- 19. District I – Center School**
- 20. Town Pound**
- 21. United Brethren of Hebron Synagogue**
- 22. St. Peter’s Episcopal Church**
- 23. St. Peter’s Cemetery**
- 24. District IV – Turnerville School**
- 25. North Pond (Amston Lake)**
- 26. Air Line Railroad**
- 27. Jones Cemetery**
- 28. Gott Cemetery**
- 29. District VI – Gull School site**
- 30. District VII – Hope Valley School site**
- 31. Hope Valley Church**
- 32. Prophet’s Rock**
- 33. District V – Burrows Hill School**
- 34. Burrows Hill Cemetery**
- 35. Burrows Hill Area**
- 36. Bulah Stark Grave Site**
- 37. District II – Jones Street School**
- 38. Jones Street Cemetery**
- 39. WW II Civilian Aircraft Observation Post**
- 40. Turshen Mill**
- 41. Cesar Peters Home site**

Source: “Hebron’s Historic Heritage”, by The Hebron Tricentennial Commission; Revised 2006; and, Updated by Hebron Historic Properties Commission, 2023



Mills and Manufacturing Map — Legend

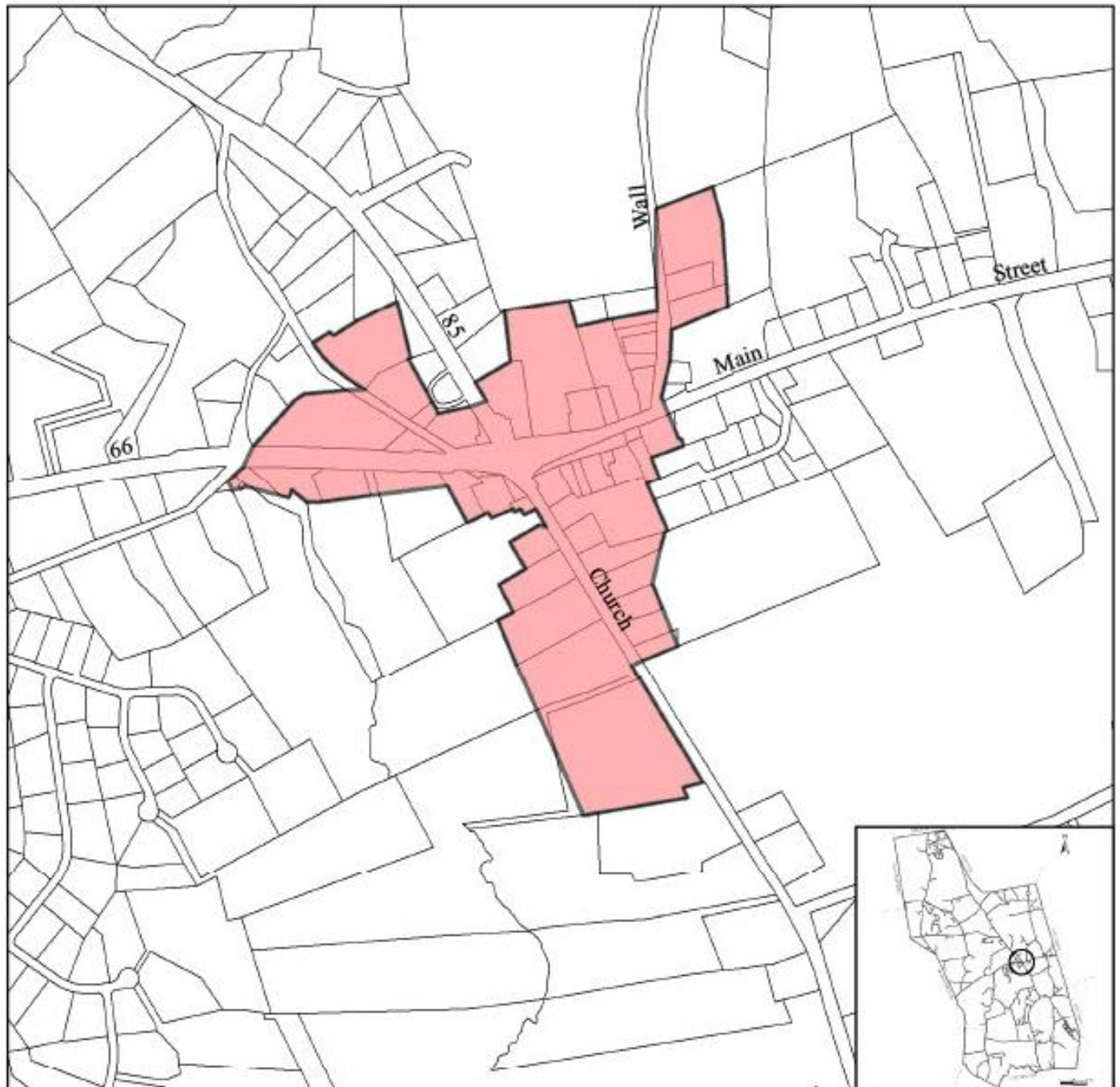
- 1. "Factory Hollow" at Gay City State Park**
- 2. Charles Sumner Paper Mill site**
- 3. Daniel Hodge's Sawmill site**
- 4. Strickland's Grist Mill site**
- 5. Hiram Brown's Sawmill site**
- 6. Gristmill site below Woods Pond**
- 7. W. E. Latham & Co.'s Wagon Shop**
- 8. Blacksmith Shop**
- 9. Levi Collins' Fulling Mill site**
- 10. Fuller / Porter Grain Mill site**
- 11. Mitchell's Blacksmith Shop**
- 12. David Strong's Brick Kiln site**
- 13. George Tennant Sawmill site**
- 14. Ezra Backus Mill site**
- 15. Frederick Bissell Sorghum Mill site**
- 16. The Hendee Co. Blast Furnace site**
- 17. Phineas Turner Silk Mill and complex site**
- 18. New Owner Charles Ams at Turner Mill complex**
- 19. Benjamin Skinner Mill sites (3)**
- 20. Daniel Burrows Cotton Mill site**
- 21. The Hebron Manufacturing Co. Mill site**
- 22. Daniel and David Burrows paper Mill site**
- 23. Washington Manufacturing Co. Mill site**
- 24. Socrates Tarbox paper Mill site**
- 25. Bliss Mill site**
- 26. Wilcox Axe Factory site**
- 27. Dewey's Grist Mill site**
- 28. J. W. Buell Mill site**
- 29. Mill off Martin Road site**
- 30. Holbrook Saw & Shingle Mill site**
- 31. Strong Shingle Mill site**
- 32. Wilcox Sawmill site**
- 33. Buell's Woodturning Shop site**
- 34. Tanning Factory / Mill site**
- 35. Gilead Creamery site**

Source: "Hebron's Historic Heritage", by The Hebron Tricentennial Commission; Revised 2006; and, Updated by Hebron Historic Properties Commission, 2023

Map No. 11

**HEBRON CENTER
NATIONAL REGISTER HISTORIC DISTRICT**

2014 Hebron Plan of Conservation and Development
Hebron, Connecticut



0 0.125 0.25 Miles

Source: Digitized Hebron Assessor Map, 2013; Town of Hebron Zoning Map, 2012

NATHAN L. JACOBSON & ASSOCIATES, INC.

J. Recreation

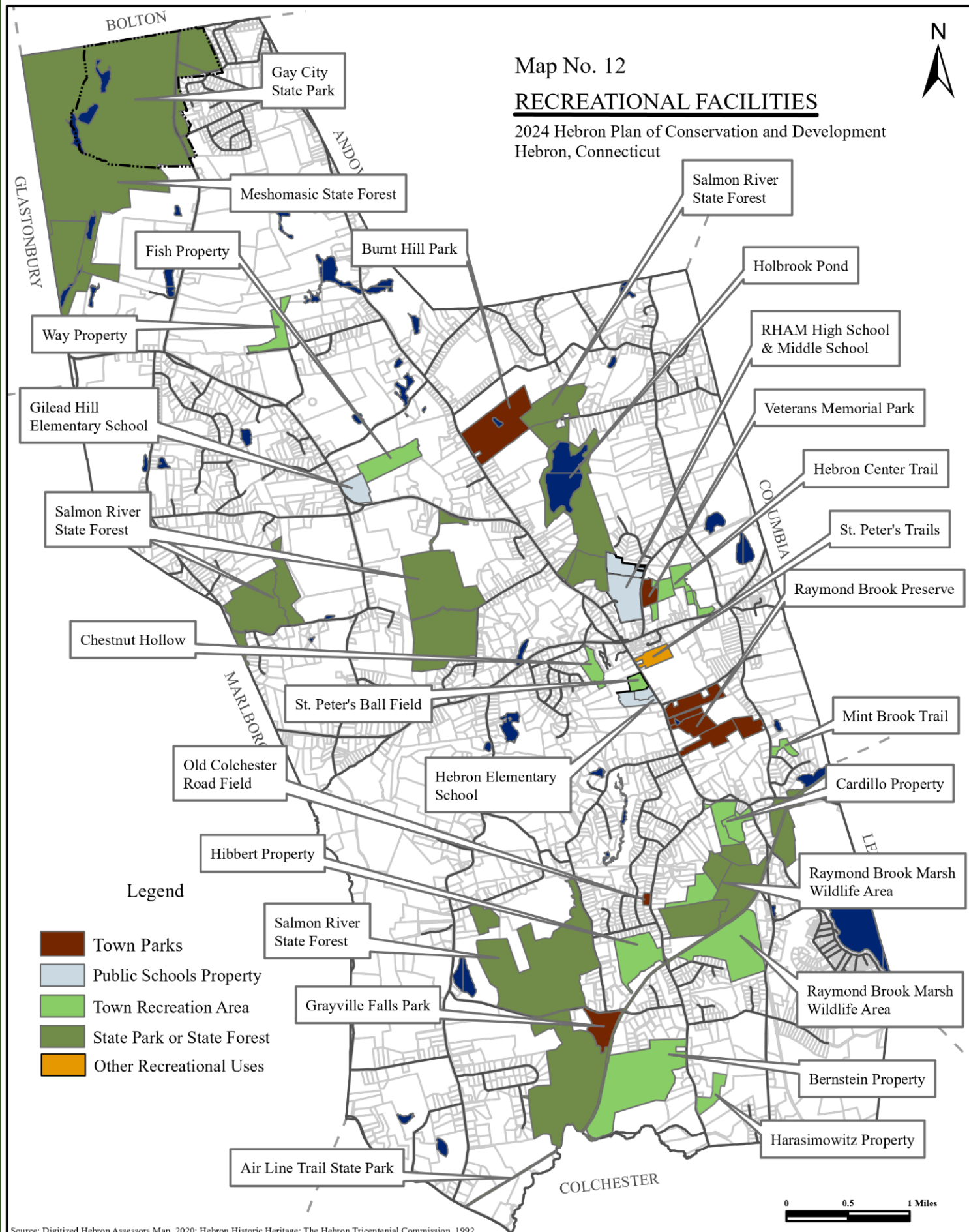
Open spaces, parks, sports fields, and recreational programs are considered essential community resources in the Town of Hebron. These resources enhance the social, psychological, and physical well-being of residents by providing them with enjoyable leisure-time activities in pleasant settings. Open space and recreational facilities also provide economic benefits, such as increases in tax revenues and nearby property valuations, as well as increased retail sales of sports equipment and concessions. A unique opportunity exists to promote Hebron as a destination to visit and enjoy the Town's numerous recreational assets, which in turn would enhance local economic activity.



Recreation programs are available for all age groups of Hebron residents. The athletic organizations such as baseball, football, soccer, and lacrosse are supported through field maintenance and scheduling of field use. The youth basketball program is run by the Parks and Recreation Department. Volunteer coaches are selected by and receive training from the staff. The PREP (Parks and Recreation Enrichment Program) program provides before and after school care for Hebron children. Summer adventure camps are also run for different age groups and interests. PREP staff undergoes periodic training to maintain state requirements in childcare. Programs for adults include yoga, aerobic exercise, basketball, pickleball, volleyball, and bus trips to area attractions. The Department informs residents of available programs through the year.



Open space in the community provides tax revenues in excess of any municipal services that these properties demand and therefore are one of the best land uses in terms of a cost-benefit analysis. Other benefits derived from the preservation of open space and park areas include conservation of land, purification and protection of water and air, preservation of wildlife habitats, continuation of a visual resource, and sequestration of carbon. In a 2022 Housing Needs Survey, open space was identified by Hebron residents as one of Hebron's most attractive qualities. While these broader benefits are important, and they have been identified elsewhere in this Plan, this section will focus on meeting Hebron's need for active and passive recreation.

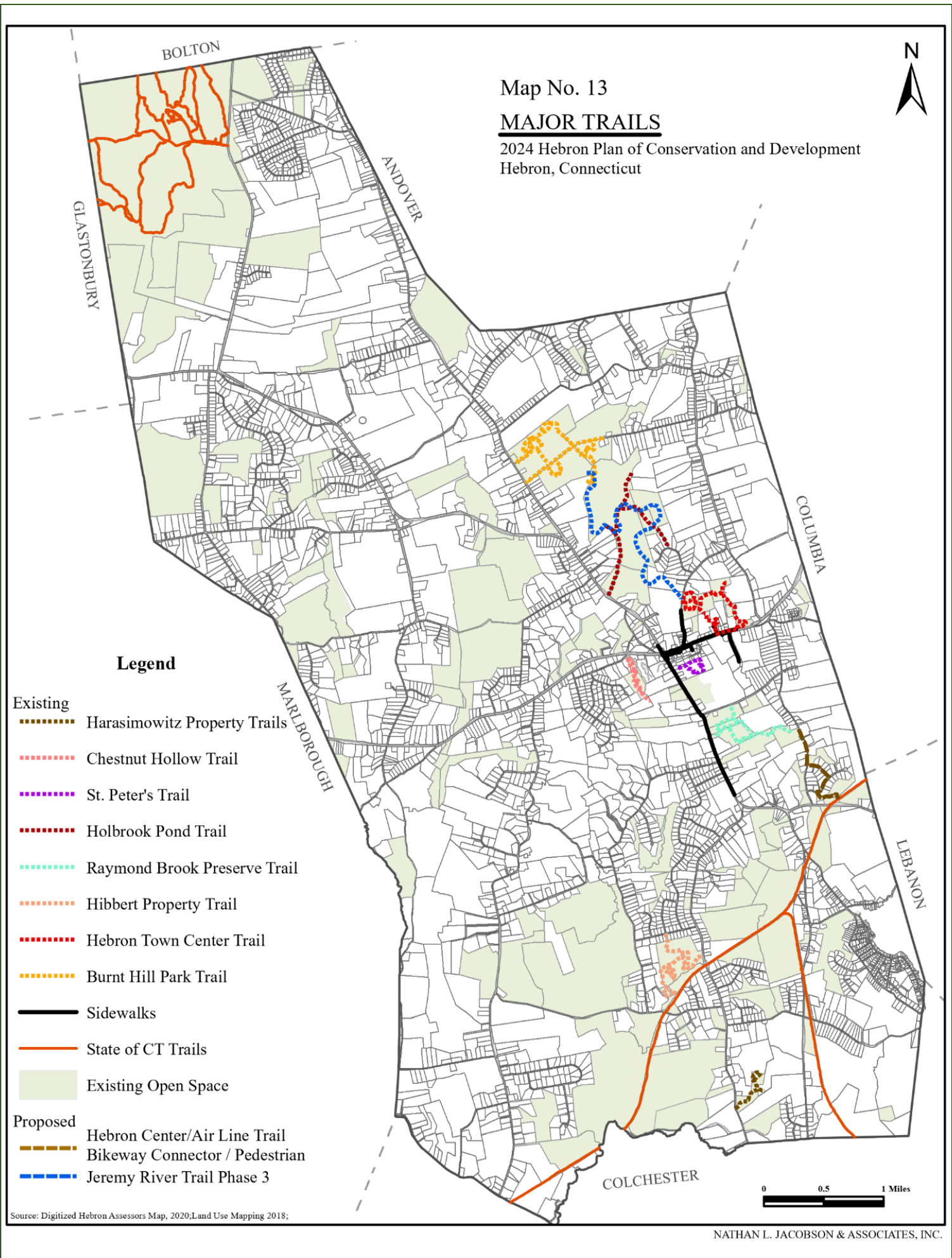


The Town of Hebron is committed to maintaining its rural heritage and has had an active Open Space Land Acquisition Committee since 1998. The Committee and the Town have been active in purchasing open space parcels for both active and passive recreation.

Since the adoption of the 2014 Plan of Conservation and Development, the Town has taken many important steps to further the objectives stated in that section of the Plan and generally to improve recreational facilities for Hebron residents and the larger community:

Accomplishments

1. The Town Center Project and the Parks and Recreation Department are coordinating on planning Town Center activities.
2. In 2021, the Economic Development Commission (EDC) created marketing brochures promoting Hebron's open space and recreational amenities.
3. The Town received a grant from the Connecticut Recreational Trails Grants Program to construct Phase 1 trails at Raymond Brook Preserve, and two other grants have been received (2018 & 2019) to construct Phase 2 (CT Rec Trails) & Phase 3 (Community Connectivity) trails. Both Phase 1 and Phase 2 trails have been constructed.
4. In 2018, a new parking area was constructed off Church Street for the Raymond Brook Preserve. In 2021, another parking area was built off Millstream Road as part of the Phase 2 trails.
5. The Parks and Recreation Commission completed work on a revised Parks Master Plan (2018).
6. The Parks and Recreation Director has contacted a forester to provide recommendations on forest management for selected town-owned parcels, and the report was received in 2020.
7. The Planning and Zoning Commission has held a discussion with the Parks and Recreation Director on identifying and controlling invasive plants on Town-owned properties.
8. In 2021, the Parks and Recreation Commission approved a Girl Scout Gold Award project, the goals of which are to mark existing trails, identify unique features, publicize certain town open spaces, and assist in the aggregation of community "Trail Rangers" to voluntarily identify and remove invasive species and report any trail hazards to the Director of Parks and Recreation.
9. A regional 12-town Air Line State Park Trail Master Plan (ctrcd.org/airlinetrail/) was developed by the Connecticut Resource Conservation & Development (CTRC&D) to inventory adjacent lands along the Trail, promote the trail system, provide for common amenities (informational kiosks, signage), seek connections to other trails and to town centers among other related endeavors, all to enhance economic opportunities of towns along the trail.
10. Town Staff developed a Town Center Trail Map brochure that is featured on the Parks and Recreation Department website, and other Town open space trails are currently being mapped for future publication on the Parks' website.



Passive recreation activities have increased in Hebron as evidenced by the number of people using the Air Line Trail, the trails at Burnt Hill Park and Raymond Brook Preserve, the Hebron Center Trail, informal trails at the Way, Harasimowitz, Fish, and Hibbert open spaces, Town sidewalks, and other facilities in town. These activities include walking, wheelchair use, biking, and horseback riding. With the purchase of additional open space land the Parks and Recreation Commission, in conjunction with other town boards, has an overall vision of linking different parcels to create a continuous corridor of greenways, which will enhance trail and passive recreation opportunities. One such planned trail system is the Jeremy River Trail, which will link Burnt Hill Park to RHAM using state lands around Holbrook Pond and town-owned properties. Also in progress is the 3-phase trail project that will provide a trail connection from Raymond Brook Preserve to the Air Line Trail off Route 207. The ultimate goal is to have a trail connection from the Air Line Trail to the Town Center.

Parks and Recreation Department

Offices and Facilities

The Parks and Recreation Department is located in the Park Operations Building at Burnt Hill Park. The building includes office space, a maintenance shop, and vehicle and equipment storage, as well as a common space used for small meetings and limited programming. Completed in 2012, the Park Operations Building is a wood frame structure constructed on a concrete slab with a wood-framed gable roof. A metal prefabricated addition is used for storage and a repair shop. Burnt Hill Park was the site of a poultry farm until the Town of Hebron acquired the property in 2009. The property has not required any renovation since it was first developed. Heating in the Operations Building is provided by two 150 MBH boilers. Cooling is provided by a split system in only part of the building.

Facility Needs

Insulation in the garage of the facility is lacking. The HVAC systems are nearing the end of their lifecycles and will require replacement. A generator provides limited back up power, and solar cells on the roof supplement power consumption. An additional meeting room or expansion to a larger common space could alleviate the need for recreational programming to rely on the use of other facilities. Parking is limited with spaces during the daytime hours for the use of staff and EV charging stations. Expansion of the lot would provide additional spaces for programs and events located in the Park Operations Building as well as the park as a whole. Currently, one accessible parking space is located in the parking area for the building, however the balance of the parking area is in poor condition and the accessible route needs improvement.

Duties

The Parks and Recreation Department has the responsibility of mowing and maintaining all town-owned property. This includes athletic fields, parks, elementary schools, town office buildings, the library, and various open space parcels located in subdivisions throughout Hebron. This amounts to over 200 acres of mowing on a weekly basis with certain athletic fields

being mowed more frequently. Athletic fields are also painted according to league schedules. The Air Line State Park Trail and other trails are periodically groomed with stone dust and kept free of branches and debris. During the fall and winter, new trails are laid out. This requires tree cutting, brush clearing and sometimes stone dust application. The Parks and Recreation staff are also responsible for snow removal from all town sidewalks.

Equipment must be repaired and replaced as needed. During the winter months, the Parks staff performs maintenance of equipment, which previously had to be contracted out, resulting in reduced costs to the Town. Repairs to park facilities due to vandalism are taking up important resources in both time and materials; and security measures are being expanded to try and minimize these expenditures.

Inventory

The Town currently has several parks and recreation facilities, owned by the Town, the State of Connecticut, the regional school district, or private property owners that serve the active and passive recreation needs of town residents. These existing facilities include:

Burnt Hill Park

A town-owned park located on a 170-acre site on East Street. Gravel parking lots are available near each playing field and covered pavilion. A grass overflow area for parking is also available near the Parks and Recreation Department office. It contains the following facilities:

- Three irrigated soccer/football/lacrosse fields (regulation size)
- Two sixty-foot baseball fields
- A covered picnic pavilion
- Bathroom facilities
- Parks and Recreation Department office, meeting space, equipment storage facility
- Over three miles of walking trails
- Community garden area
- Butterfly Way Station pollinator habitat created by Girl Scouts
- Additional acreage for future field space

Raymond Brook Preserve

A town-owned passive recreation park located on a 106-acre site providing over two miles of pedestrian, biking, and horse-riding trails. Three gravel parking areas located off Church Street, Kinney Road and Millstream Road provide easy access. The park includes a bridge over Raymond Brook, a Pollinator Pathway Garden, and a small pond. Area farmers currently use fields in this park for hay and corn, helping to maintain the park and Hebron's agricultural heritage. A grant was awarded to connect Raymond Brook Preserve with the Air Line Trail by 2024.

Veterans' Memorial Park

A town-owned park located on a 17-acre site on Wall Street. A paved parking lot of approximately 100 spaces is situated near the front of the park. It contains the following facilities:

- An irrigated soccer field (200' x 300')
- Two child playscapes
- A baseball field (70' baselines; 225' foul lines; 250' to pocket)
- A softball field
- A walking trail: (9/10 mile in length) which connects to the new Town Center Trail
- A maintenance storage shed, bathroom and concession
- An outdoor basketball court (50' x 94')
- A skateboard park
- A Native Plantings streetscape

Grayville Falls Park

Offers passive recreation opportunities, such as picnicking, walking, fishing, quiet enjoyment of the waterfalls and river, access to the Air Line Trail State Park, as well as active recreation opportunities at the horseshoe court and large mowed field for spontaneous sports. The park is fairly remote, has rugged terrain, is very natural in character, and therefore lends itself to passive uses.

Old Colchester Road Field

A town-owned field located on a 3.8-acre site on Old Colchester Road. Improvements include a small, unpaved parking area, a baseball/softball field with 60-foot baselines, and a small multi-purpose field that is superimposed over the outfield of the baseball/softball field.

Gilead Hill Elementary School

Used for community recreation and summer sports. Outdoor recreation facilities include two softball fields with 60-foot baselines and a football field that is superimposed over the outfields of two softball fields. There also exists a small field area that is used by the baseball league informally as a "T-Ball" field. Outdoor lighting was installed to permit extended use of the field in the fall. Other sports and recreation facilities include a small "pick-up" basketball court and a modular playscape located to the rear of the school that is used by students at recess and is also available for public use during non-school hours. For recreational facilities, there is a small, tile floor basketball court and stage area in the cafeteria/gymnasium. A



trail system was constructed to the rear of the school grounds for recreational and educational purposes.

Hebron Elementary School

Used for community recreation and summer sports, as well as the Farmer's Market. For outdoor use there is a multipurpose field, quarter-mile gravel walking track, a nature trail, and a playscape that is used by the schools and is available for public use during non-school hours. For indoor recreational facilities, there is a multi-purpose/basketball gymnasium with a stage area, and a multi-purpose room with a striped 45'x76' basketball court.

RHAM Regional Schools

Comprised of RHAM Middle School and RHAM High School. Both schools are located near the Hebron Center on a campus that shares a common athletic field. This facility contains 2 basketball courts, 6 tennis courts, a softball field, two 90-foot baseball fields, an outdoor track, an auditorium, and two multipurpose fields. Hebron Parks and Recreation staff work cooperatively with RHAM to share field space and building use for basketball in the winter months and camp activities in the summer months. The Town has a contractual agreement with RHAM for turf management, which is a service provided by the Parks and Recreation Department.

St. Peter's Field

8.5-acre site located on Church Street, north of Hebron Elementary School. This land was purchased by the Town in 2019 and was previously leased from St. Peter's Episcopal Church since 1941. The property contains a ball field primarily used for youth baseball and has 70-foot baselines.

Air Line Trail State Park (ALT) and Colchester Spur

Provides a multi-use trail for hiking, wheelchair use, biking, jogging, cross-country skiing, and horseback riding. This Trail, owned by the State of Connecticut, runs through Town open space properties that are rich in cultural and natural assets, as well as State Forests and Town parks. It provides access to, and outstanding views of, the Raymond Brook and Mint Brook marshes and physically connects to the towns of Colchester and Lebanon. The trail extends further to the towns of Thompson and Portland. The Town-owned Grayville Park, the Mussman, Hibbert, and Bernstein open space properties, and the Salmon River State Forest all abut the ALT and provide options for further connections. The ALT has been joined to the Hop River Trail in Willimantic and is thus connected to the East Coast Greenway. The East Coast Greenway runs 3,000 miles from Maine to Florida, connecting 15 states and 450 cities. Thus, the Air Line Trail is a major asset offering great recreational, environmental, economic, and cultural value to Hebron.

Salmon River State Forest

Partially located in Hebron, containing opportunities for hiking, birdwatching, and fishing. These extensive lands include the Holbrook Pond facility where boating and fishing are permitted. A significant portion of the Forest abutting the Air Line Trail was designated by the State of Connecticut DEEP as an Old Forestland Management Site in December 2020.

Gay City State Park

Located in Hebron on the Bolton town-line, it contains hiking and mountain biking trails, picnicking facilities, cross country skiing opportunities, historical features for exploring, a Scout campsite, and a beach for public swimming.

Town Center Open Space and Trail System

A series of open space parcels adjacent to Veterans Park and extending north of the Town business district east to the Loveland Road residential developments. This area of open space, consisting of 44 acres, was dedicated by various developers through the Town's land use process. The open land serves to protect water quality in the contribution area of a community well, and a pedestrian trail has been constructed for public use.

Blackledge Country Club and Tallwood Country Club

Provide ample opportunities for golfing within the community. These privately owned facilities provide 54 holes of golf, and both include driving ranges and practice facilities. Blackledge also has three golf simulators. These are open to the general public in two separate locations in Town and maintain hundreds of acres in open space.

Camp Hemlocks

Easter Seals of Oak Hill / Camp Hemlocks offers public swimming at their indoor swimming pool on a fee basis.

For the location of all these recreational areas see: Map No.12: "Recreational Facilities".

Goals, Policies, and Action Items

Goal A: Offer and promote recreation and leisure services to a broad base of the Hebron population and to visitors.

Policies:

1. Publicize activities and facilities through the Parks and Recreation Department's seasonal publication, social media, news organizations, and user groups. Promote open space trails by including maps on the Parks and Recreation website.
2. Continue to pursue available grant funding to maintain, map, and extend current trail systems and enhance park facilities.

3. Use open space areas to promote outdoor educational opportunities for Town and area residents and particularly for Hebron students.

Action Items:

1. Obtain public opinion on future recreational needs, desires, improvements, and programs.
2. Work with the Economic Development Commission and others in marketing the Town's many recreational opportunities to enhance local economic development, and to bring recreational activities such as running races, a Farmer's Market (at Hebron Elementary School), and the annual Holiday Festival to the Town business center. Also, there is Hebron Day held annually at Burnt Hill Park.
3. Work with The Town Center Project and other non-profit groups to expand and improve programs and facilities.
4. Rebuild/upgrade the skateboard park and build pickleball courts at Veteran's Memorial Park.
5. Construct a Disc Golf Course and install a playscape at Burnt Hill Park.
6. Work with interested volunteer groups, i.e., Trail Rangers or Friends of the Forest, to promote and map open spaces and lead trail hikes, assist the Parks and Recreation staff with trail maintenance, and additional volunteer projects.
7. Consider sponsoring additional trail hike events such as National Hike Day in November and conduct guided hikes on open space trails led by the Parks and Recreation staff and/or Conservation Commission in conjunction with volunteer organizations.
8. Encourage or establish a Hebron Hiking Group.
9. Publicize on the town website all individual town open spaces with maps, property features, available parking, address or location, and directions.
10. Promote passive recreational assets in Hebron Views and more extensively on social media platforms.
11. Work with CTtrails.org, ctrailfinder.com, or similar entities to promote Hebron trails statewide. They provide a state-sponsored interactive online map that promotes compatible local business and public health benefits that passive recreational activities afford.
12. Establish kiosks at town open spaces with pertinent site features and amenities.
13. Enhance the Air Line Trail experience by pursuing state funding for such items as benches, bicycle parking racks, and historic site markers.



Goal B: Make all parks, open space areas, and recreation facilities attractive, safe, accessible, and easy to maintain.

Policies:

1. Continue and expand usage of low impact field maintenance programs as new products and methods become available.
2. Maintain existing sports facilities to maximize their use, extend their life, and avoid injuries to users.
3. Increase security measures to limit costly vandalism.

Action Items:

1. Establish parking facilities at certain Town-owned properties to improve accessibility and safe entry to recreational opportunities.
2. Utilize the recently completed Master Plan to guide the development of each town park, sports / recreation facility, and recreation program. Collaborate with other interested agencies, including the Conservation Commission, in the development of additional passive recreational facilities.
3. Utilize volunteer groups, such as Trail Rangers or Friends of the Forest, to mark existing trails / trail heads and report hazardous conditions to the Director of Parks.
4. Consider an “Adopt a Trail” initiative for individuals interested in preserving and making minor improvements to a specific existing trail under the guidance of the Director of Parks.
5. Provide permanent signage identifying pollinator meadows as pollinator habitat; and provide other signs on town trails and open spaces that provide a history of the trail or open space, such as the history of the Air Line Trail, and history of Grayville Park, etc.

Goal C: Provide proper stewardship over Town Open Space to provide passive and active recreational activities, to sustain natural features, and to protect the environmental characteristics of these lands.

Policies:

1. Identify and control invasive plants listed by the Connecticut DEEP on Town-owned properties and use native plantings for new landscape projects.
2. Protect watersheds/watercourses including native vegetation along riparian corridors.
3. Encourage farming use on certain Town-owned properties for the dual purpose of maintaining such land in an open condition, and to maintain and promote the agricultural character of the community. Such use should be compatible with open space goals of preserving soil/water quality and sustaining pollinators by avoiding the use of pesticides and herbicides (i.e., neonicotinoids) harmful to pollinators and wildlife.

Action Items:

1. Organize a volunteer group, i.e., Trail Rangers or Friends of the Forest, to identify and manually remove invasive species from parks and town open spaces. The volunteer group could also lead trail hikes and report hazardous conditions to the Director of Parks.
2. To provide a variety of habitats for plants and animals, maintain some open space fields as pollinator meadows following recommended Pollinator Pathway practices.
3. Identify and control non-native invasive plants as listed by the Connecticut DEEP on Town-owned properties, especially along edges and trails where non-native invasives can gain a foothold. Preserve maximum native vegetation to prevent non-native plant invasion and spread. As necessary, consult a land practitioner (i.e., forest ecologist, field botanist, etc.) familiar with Natural Area Stewardship for guidance in controlling non-native invasive species.

K. The Open Space Plan

This subsection of the POCD provides a plan for preserving what is best about the unique natural assets of the Town. The findings, goals, policies, and action items of each of the other subsections within "Section 2: Conservation Plans & Policies " are taken into consideration within this final subsection. Together they form the basis for the "Future Open Space Plan" that is contained herein.

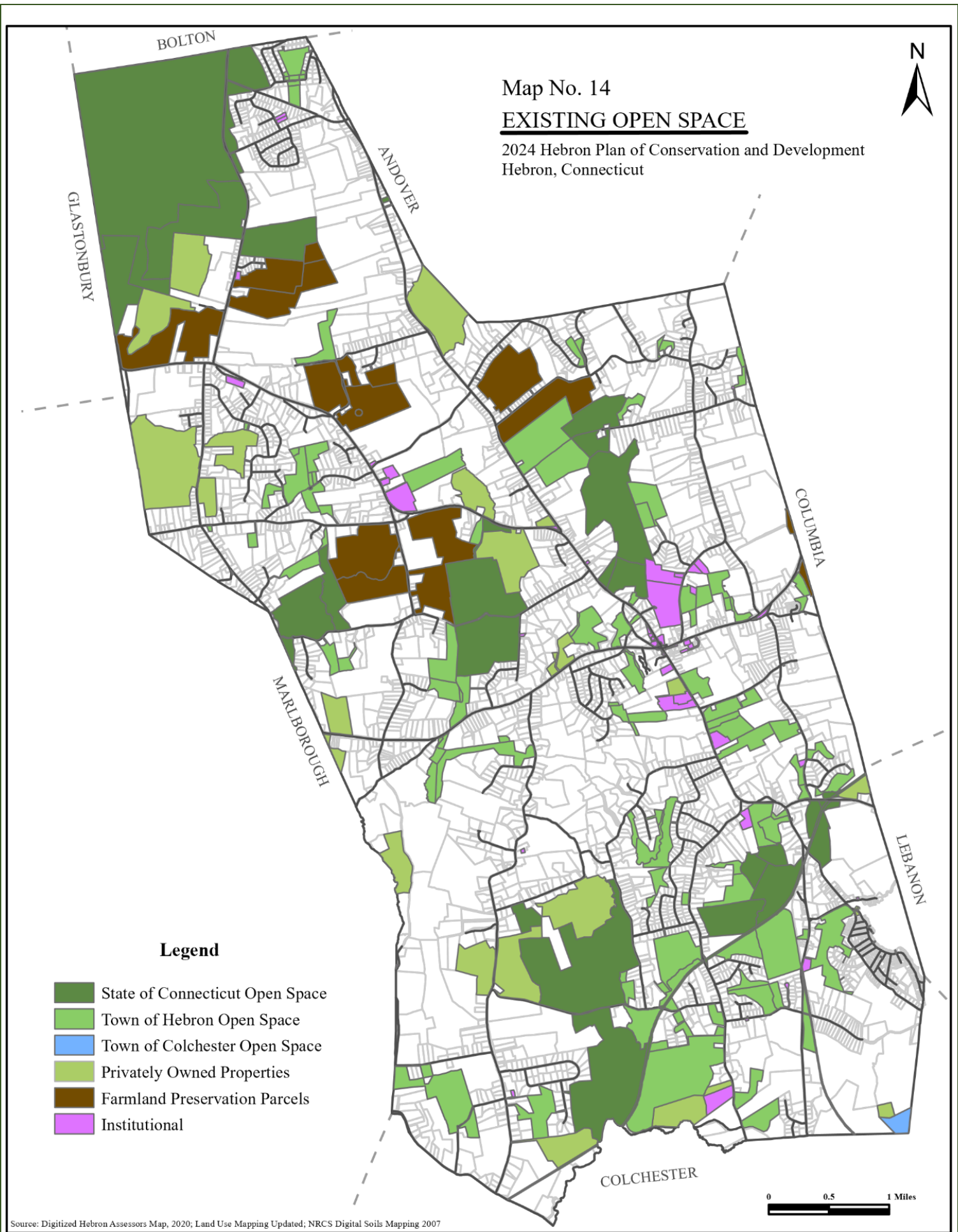


The character of Hebron is defined more by its physical make-up than by any other factor. Its rural, hilly topography, bisected by several pristine watercourses, is one of its most defining characteristics.

The highest elevations in Hebron are in the north and northeast portions of the Town, and these high points define the edge of the Connecticut River basin. The lowest elevations lay in the southern areas of the community. The Town's series of brooks and watercourses flow from the north and northeast portions of Town to the south and southwest.

Aside from the acquisition of Burnt Hill Park, a multi-use recreational complex, the Town's primary open space initiatives to date have been stream corridor preservation and implementing the Greenway concepts contained in previous Plans of Conservation and Development. Significant progress has been made in preserving greenways along these natural systems by both the State of Connecticut and the Town of Hebron. In addition to these efforts, the Town's open space acquisition efforts have included the protection of upland wetlands and forests, particularly in areas where large tracts of contiguous, currently undeveloped land still exist.

This subsection of the Plan of Conservation and Development contains a description of the Town's existing open space inventory and displays these areas on Map No.14: "Existing Open Space". Also contained in this subsection is Map No.16: "Future Open Space," showing areas designed to complete the planned Greenways, to retain sufficient areas of Open Space in Hebron, to retain the Town's rural and historic landscape, to protect the Town's clean watercourses and water bodies, to protect potential future drinking water supplies, to protect its intact forests, wildlife corridors, and air quality, to preserve farmland soils, to help preserve biodiversity, and to provide areas for present and future generations to enjoy and recreate.



In addition to these quality-of-life benefits, the open space as shown in this Plan serves the economic interests of the Town. As documented in several studies, open space provides more in revenues to a town than the cost of services that open space requires, therefore its preservation helps to mitigate future property tax burdens. These studies also have documented that the presence of open space enhances the value of nearby properties. In addition, open space can aid the local economy by generating private expenditures on food, lodging, recreational equipment, and other purchases due to recreational opportunities open space may provide. A 2022 Housing Needs Survey revealed that Hebron's Open Space was one of the top three out of fourteen reasons that residents moved to Hebron or continued to live in Hebron.

The term "Open Space" is a concept that means many things to many people. As used in this Plan, open space has a broad meaning consistent with the definition provided in Section 12-107b of the Connecticut General Statutes. Open Space means any preserved or restricted land which maintains the conservation of natural resources, protects natural streams and water supplies, promotes conservation of soils and wetlands, enhances the value to the public of abutting or neighboring parks, forests, wildlife preserves, nature reservations or other open spaces, enhances public recreation opportunities, preserves historic sites, or otherwise promotes orderly land development.

The following significant actions have occurred in achieving the town's objectives in this area since the adoption of the 2014 Plan of Conservation and Development.

Accomplishments

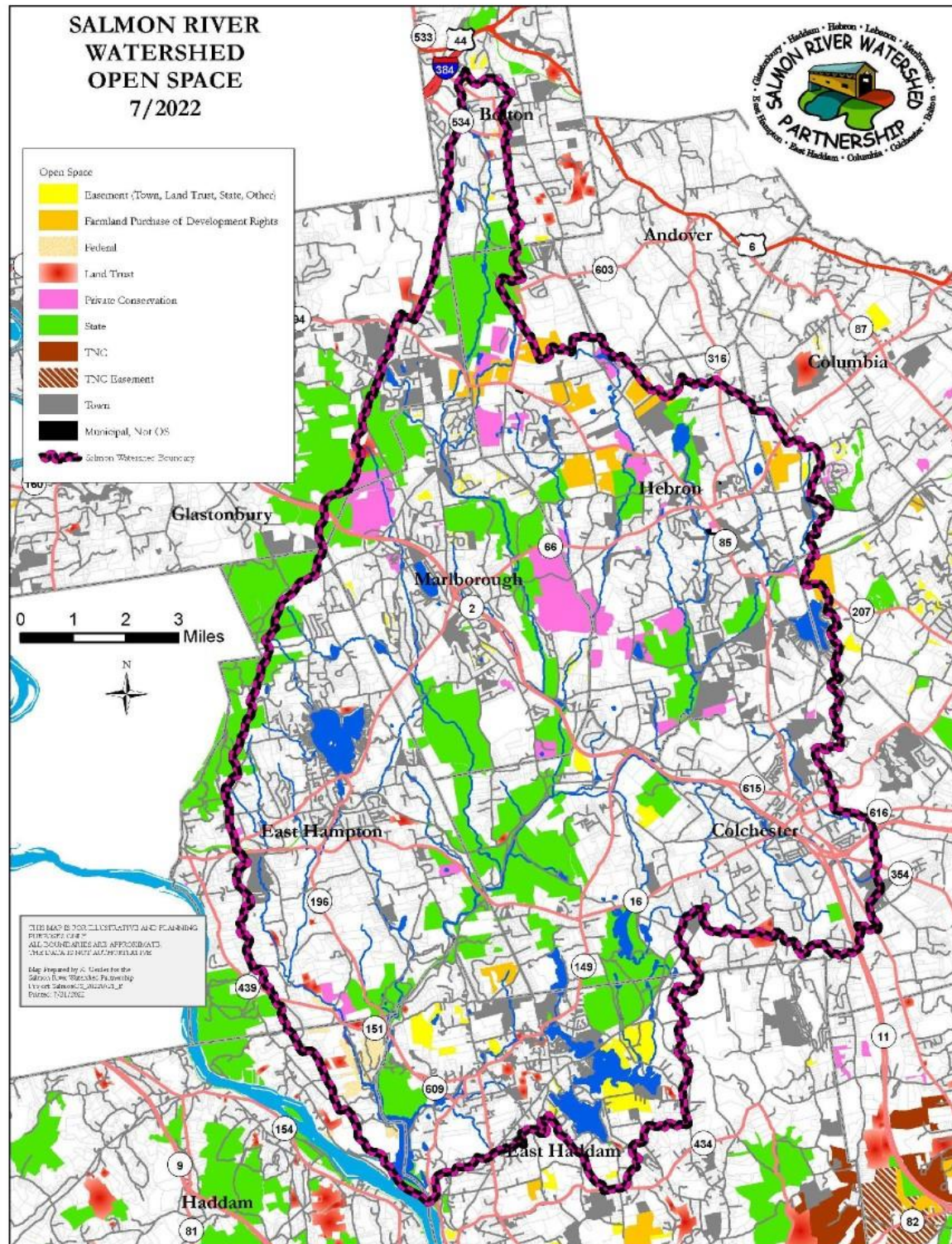
1. The Town's Open Space and Land Acquisition Committee (OSLAC) has continued to conduct a detailed study of land parcels in Town using Map No.16: "Future Open Space" of the 2014 Plan as a guide. Unique and significant parcel attributes were documented to ascertain the most important parcels to protect and preserve. Such properties deemed "high priority parcels" took into consideration the protection of natural resources, the preservation of prime farmland soils, and the potential for recreational activities.
2. The OSLAC has published several public outreach documents relating to the Town's open space purchases and preservation methods. In addition, the Committee has contacted priority parcel landowners to communicate the availability of the Committee in aiding in any future preservation consideration.
3. As a result of the Town's open space acquisition program, approximately 940 acres of Town open space have been purchased or protected with the financial assistance of the Open Space Land Acquisition Fund and state DEEP grants. Open Space purchases have been guided by the Future Open Space map in this Plan and are generally intended to create continuous Greenways along major stream corridors. In addition, significant areas of farmland and property along the Air Line Trail have been protected with the use of open space funding.
4. Open Space acquisitions since 2014 have included the following:
 - 2015 purchase of the 19.4-acre Leary property on Millstream Road adding to the 106-acre Raymond Brook Preserve.
 - 2016 purchase of the 9.4-acre Daly Road open space.

- 2017 purchase of the 10-acre Serra property on Grayville Road adjacent to the Salmon River State Forest.
 - 2018 acquisition of the 47.5-acre Fish open space behind Gilead Hill School and adjacent to Fawn Brook.
 - 2018 acceptance of a donation of the 20.2-acre properties of the Alpert, et.al. families along the Colchester Spur of the Air Line Trail.
 - 2018 purchase of the 82-acre Hibbert property located along Old Colchester Road and having frontage on the Air Line Trail and including both banks of Raymond Brook.
 - 2019 purchase of 35 acres of the Horton property north of Kinney Road for open space.
 - 2020 acquisition of the 8-acre St. Peter's Field from St. Peter's Church to preserve an existing ballfield for youth sports.
 - 2022 acquisition of the 215-acre Bernstein property along Old Colchester Road, the Air Line Trail and Judd Brook.
 - 2024 acquisition of the 115-acre O'Conner property south of Hoadley Road.
5. The State of Connecticut purchased two large parcels of the Fracchia property containing 280 acres, the larger parcel being directly adjacent to Gay City State Park.
 6. The State of Connecticut purchased development rights under the Agricultural Preservation Program over the 200-acre Porter Farm permanently preserving this land as farmland.
 7. The Town continues to operate the Public Act 490 Program to encourage owners of environmentally sensitive properties to maintain their land in an undeveloped state.
 8. The Planning and Development Department budget contains \$5,000 each year as the Town financial contribution to the Salmon River Watershed Partnership program.
 9. The 2018 update to the Zoning Regulations makes Conservation Subdivisions allowed by right which permits clustered lots resulting in more open space than conventional subdivisions.
 10. The Town has continually supported the Open Space Land Acquisition Fund with annual contributions from the General Fund.
 11. An Environmental Review Team study was conducted to identify and assess the vital natural and historic assets of the Hibbert and Bernstein open space properties. This was requested in 2021 by the Hebron Conservation Commission and was completed by the Connecticut Resource Conservation and Development (CTRC&D).

Map No. 15

SALMON RIVER WATERSHED OPEN SPACE

2024 Hebron Plan of Conservation and Development
Hebron, Connecticut



NATHAN L. JACOBSON & ASSOCIATES, INC.

The goals, policies, and action items contained in this section are the guidelines that suggest how the Town moves from its present inventory to accomplish the open space shown on the "Future Open Space" plan. The "Future Open Space" plan in this subsection graphically shows how these goals, policies, and action items can be put into place. This map is not all-inclusive, but it does show a general representation of the more critical open space corridors and areas that the Town can plan to preserve.

Goals, Policies, and Action Items

Goal A: Maintain the open, rural character of Hebron by preserving the existing systems of natural resources, natural features, and significant ecological systems. These open space ecosystems and resources include forests, fields, prime farmland soils, meadows, marshes, swamps, wetland soils, floodplain areas, watercourses, and bodies of water.

Policies:

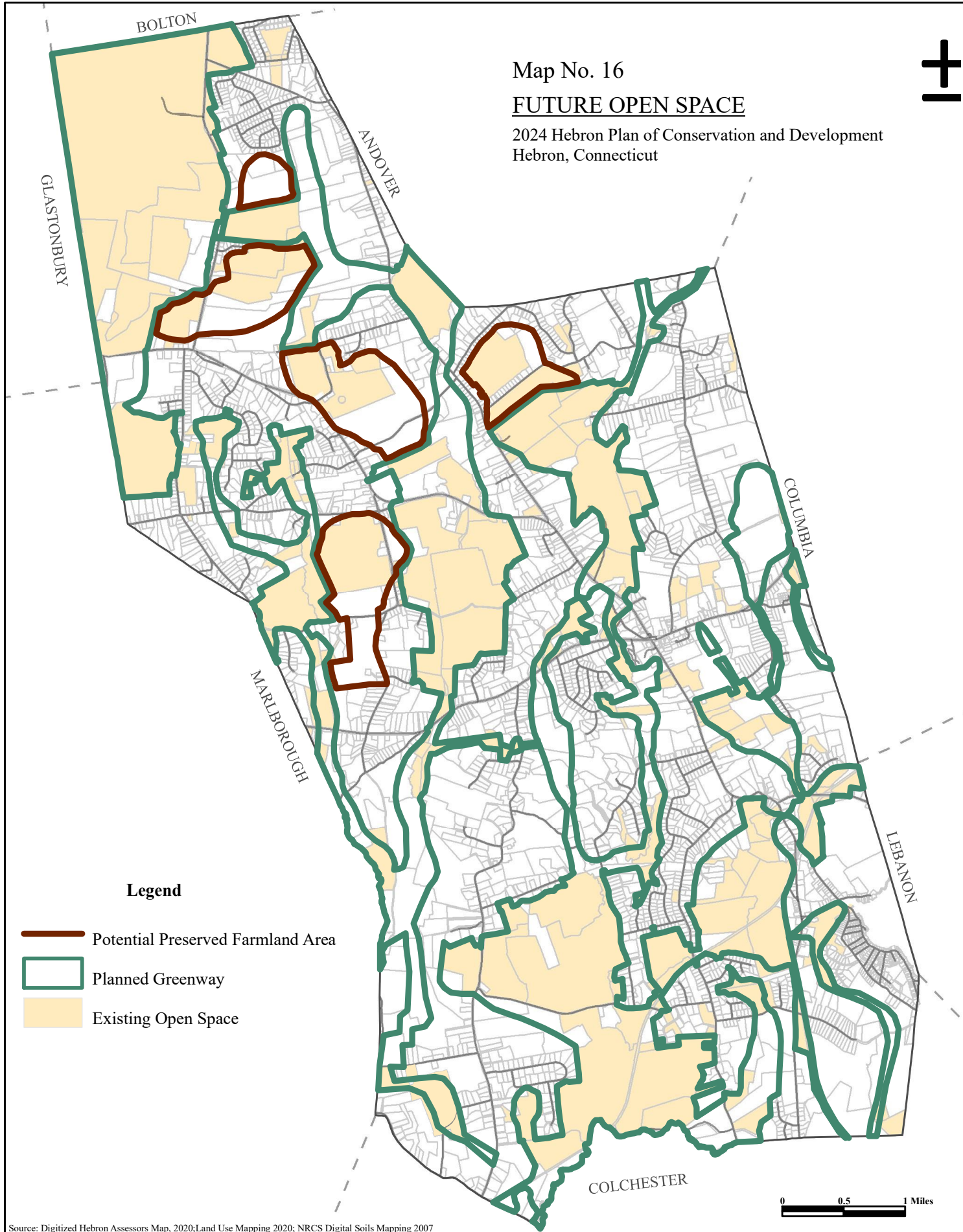
1. Land acquisitions, where possible, should consider a comprehensive list of topics, including: the extension of open space corridors to achieve large areas of preserved land essential for biodiversity and wildlife habitat; the protection of endangered species and species of special concern as shown on the State's Natural Diversity Data Base map; the protection of areas having the potential of future drinking water sources; preserving scenic views; protecting unique plant life; preserving existing trails; the provision of areas for recreational activities; and the acknowledgment that open space land helps mitigate the many impacts of climate change as forests and wetlands sequester and store enormous amounts of carbon.
2. Encourage participation in programs such as the open space assessment program authorized by Public Act 490 (now Section 12-107e of the Connecticut General Statutes), that provide incentives for landowners of key sensitive parcels to maintain their land in an undeveloped condition.
3. Continue the Town's participation in the Salmon River Watershed Partnership and work to further the goals and objectives of this important program.
4. Assess and protect wetlands and watercourses in the Town of Hebron (see the Inland Wetlands and Watercourse Regulations' riparian corridor protection areas and the Natural Resources Inventory).
5. Encourage the State of Connecticut to expand, maintain, and improve their parks and properties in the Town and to develop long range plans for these properties, considering environmental aspects and recreational opportunities for Town residents and visitors.
6. Continue to encourage permanent conservation and preservation of properties abutting existing State lands.
7. Encourage Town and State officials to work toward the goal of establishing greenways and natural open space corridors along major watercourses and natural systems. The existing Town and State open space lands should be connected to form these corridors throughout the Town.

8. Continually review and refine open space policies that apply to new development designed to protect natural and historical features, provide recreational opportunities, and minimize the impact of new development from existing Town roads.
9. Continue to utilize the Fee-In-Lieu of open space regulation, particularly in smaller subdivisions where no practical open space or recreational opportunities exist on site.
10. Support the full funding, as allowed by Town Ordinance, of the Town's Open Space Land Acquisition Fund, which would be used to purchase quality open space and recreation areas or to acquire other easement or development rights as recommended in the Plan of Conservation and Development.
11. Work with conservation groups such as The Northeast Wilderness Trust, the Highstead Foundation, The Nature Conservancy and the Connecticut River Coastal Conservation District and forest ecologists to further conservation and education efforts regarding the Town's open space systems.
12. The Town of Hebron "Future Open Space" map is hereby established within this subsection. This will serve as a guide for future efforts to expand, preserve, and improve the open space system in the Town. The Plan should be continually updated with the input of all appropriate Hebron boards and commissions, as well as the public.
13. Encourage and promote the voluntary donation of open space or the dedication of conservation easements on private lands to the Town for the preservation of valuable natural assets.
14. Assess and protect areas that have large tracts of nearby or contiguous undeveloped land in Hebron.
15. Coordinate with adjacent towns to preserve open spaces in Hebron that are contiguous to existing or potential open space in bordering towns.
16. Consider nominating a mature native town-owned open space forest (or forests) as a candidate(s) for the Old Growth Forest Network. This designation would provide enhanced recognition of the town's intent to preserve forests in old growth stewardship and draw further region-wide interest to Hebron's open spaces. For further information visit www.oldgrowthforest.net.
17. Continue to promote the benefits and attributes of Hebron's Open Spaces through public outreach events (Hebron Day / Maple Fest), publications (Hebron Views) and presence on social media as well as the town's website.

Map No. 16

FUTURE OPEN SPACE

2024 Hebron Plan of Conservation and Development
Hebron, Connecticut



Action Items:

1. With consultation from forest ecologists and other professionals, and with input from all interested Hebron boards and commissions, seek grant opportunities to create an open space stewardship plan for Town-owned properties, taking into consideration recreational opportunities, protection of intact forest areas (especially those with specimen trees and areas having Old Growth Forest potential), promotion and protection of biodiversity, and preservation and provision of optimal habitats for plants and animals, while enhancing carbon sequestration and storage, improving resiliency, mitigating the introduction of invasive species, and promoting a healthy ecosystem.
2. Create and implement local programs that provide incentives for owners of key environmentally-sensitive, undeveloped land to maintain and preserve their property in an undeveloped state, or to sell their land to the Town, a land trust, or other entity that would maintain the space in an undeveloped state.
3. Continue to study and encourage aggressive cluster or open space subdivision and zoning techniques to allow flexibility in new development, which will reduce the size of individual lots without increasing overall density, enhance the preservation of natural features, preserve larger areas of open space, and include design controls.
4. Continue to expand existing educational activities (field walks, interpretive markers, cooperative activities with the schools, nature trail booklets, marked trails, Earth Day events, etc.) that will make the public aware of the important roles that natural systems perform, including mitigation of climate change, and threats to these systems such as those posed by non-native invasive species.
5. The Town should aggressively continue to seek funding through state, federal and private grant opportunities to expand the open space system.
6. Encourage the use of State/Federal ecosystem service payments to landowners of undeveloped land based on the tons of carbon stored per acre that their land provides.

Open Space Inventory

The following is a summary of the existing open space in the Town of Hebron. This inventory includes Town and State-owned lands as well as lands owned by private groups and individuals. Since some of this land is privately owned, it cannot be thought of as being permanently protected as "open"; nevertheless, at this time these privately held lands are acknowledged to be a part of the Town's open space network. This table and the text that follows are updated to include all currently held open space as of February 2024.

Open Space Inventory As of February 2024

Ownership	Acreage	% of Town
Town of Hebron	2,106	8.8%
State of Connecticut	3,284	13.8%
Sub-Total: Public Open Space	5,390	22.6 %
Preserved Agricultural Land	1,118	4.7%
Sub-Total: Permanently Preserved	6,508	27.3 %
Privately Owned	1,463	6.1%
Total Open Space	7,971	33.4%

The Open Space Inventory shown above shows that all types of open space represent 33.4% of the Town's 37.2 square miles (23,819 acres) and represents both permanent publicly owned open space, permanently preserved agricultural land, as well as privately owned open space. Permanently preserved open space (State owned, Town owned and permanently preserved farmland) represents 6,508 acres, or 27.3% of the land area of the Town.

These percentages can be compared with the established State of Connecticut open space goals. The Connecticut General Assembly established a goal of having 673,210 acres (21%) of the State's land area preserved as open space (Section 23-8 of the Connecticut General Statutes). The goal calls for 352,634 acres (11%) of the State's land area to be acquired by DEEP's partners, including municipalities, nonprofit land conservation organizations and water companies and for 320,576 acres (10%) of the State's land area to be held by DEEP as part of the State's system of parks, forests, fisheries, and natural resource management areas. As of November 2021, it is estimated that DEEP partners held 250,666 acres or 71.08% of the State's goal and that DEEP held 262,047 acres or 81.74% of the State's goal. In total, 512,713 acres have been preserved (76.16% of the total goal), leaving an additional 160,497 acres remaining to meet the 21% goal.

Although the Town has exceeded the 21% open space goal within Hebron (when you include both Town-owned and State-owned properties), and considering that the 21% is a statewide average, thus including cities and other urban areas, this percentage of open space had been considered an absolute minimum objective within the Town of Hebron. In fact, the Town's "Future Open Space" map shows a total of 41% of the Town's land area within future open space Greenways. This land is a combination of State-owned lands, Town-owned open space, privately owned open space, and other protected lands.

Open Space Corridors and Greenways

There are several different types of "open space" of importance to the community. The following describes existing and planned greenways. Greenways are linear open space corridors generally located along some natural or man-made physical feature. Many of the Town's greenways occur along its watercourses. These existing and planned greenways can serve a variety of purposes, including both environmental functions as well as recreational opportunities.

Blackledge River Greenway

The portion of the Blackledge River, a Class A watercourse, located in Hebron is almost entirely protected within the confines of Gay City State Park. This watercourse flows south and southwest in the Town's northwest corner. The Blackledge is significant for many reasons. It is a significant tributary stream passing through Marlborough to the Salmon River in Colchester. As such, protection of the water quality of this important stream serves to protect the equally vital Salmon River. The Plan encourages the protection of the remaining portions of the Blackledge River corridor. This is a significant wildlife habitat and is specifically recognized as such by the State of Connecticut. Also, given the amount of land within this corridor now in public ownership, it provides for significant regional passive recreational opportunities.

Fawn Brook Greenway

This drainage area occupies the central and western portions of the Town, mainly north of Route 66. The main branch of Fawn Brook, a Class A watercourse, has its headwaters at Merrow Swamp, north of Jagger Lane. The brook flows generally south through Clubhouse Pond at Camp Hi-Hoti, south and west until it meets the West Branch of Fawn Brook at the Marlborough Town Line. Fawn Brook ultimately drains into the Blackledge River in Marlborough.

The State of Connecticut for years stocked the Fawn Brook with salmon as a testimony to the high quality of this watercourse. This program was discontinued in 2012.

This corridor already contains several preserved parcels such as portions of the State of Connecticut Salmon River State Forest, Camp Hi-Hoti, and Lions Park. Recent open space land acquisitions of the Way and Fish properties protect the headwaters of Fawn Brook, namely Merrow Swamp and Fawn Brook Marsh, both Statewide Wetlands of Special Concern. Due to the presence of large undeveloped areas within the corridor, opportunities exist to establish a greenway by connecting these existing protected parcels.



West Branch of Fawn Brook Greenway

The West Branch of Fawn Brook, a Class A watercourse, extends from north of Warner Pond south to meet with the main branch of Fawn Brook near the Marlborough Town line. Approximately seventy-five (75) acres within this greenway around Warner Pond were permanently preserved through Town subdivision open space requirements. Other areas of this drainage basin have been purchased by the State as part of the Salmon River State Forest. This greenway should be made continuous. In so doing, it will serve as a significant open space opportunity, and a means to protect the water quality of the Fawn Brook system, and ultimately the Blackledge River to which it joins. In addition to the publicly owned open space in this Greenway, extensive land holdings of the Holcomb and Zacher families within this greenway corridor contain conservation easements, in favor of the Connecticut River Watershed Council, adding greatly to the land preservation efforts in this area.

Raymond Brook Greenway

The Raymond Brook corridor extends from north of Robinson Pond (north of Route 66 and east of Loveland Road) south along Millstream Road, through the Raymond Brook Marsh, along the Air Line Trail, until it joins the Jeremy River. A main tributary to the Raymond Brook runs through the recently acquired Raymond Brook Preserve, which will remain essentially undeveloped and which, in turn, will maintain the high water quality in this corridor.

This Greenway contains one of the most environmentally vibrant wetland systems in the entire region, the Raymond Brook Marsh, a Wetland of Statewide Special Concern. Protecting undeveloped parcels and forming a continuous greenway is vital to protecting the water quality and environmental diversity of this system. Since the adoption of the 2014 Plan, extensive open space acquisitions have occurred with this purpose in mind. As the Raymond Brook system also traverses through the Town's Groundwater Protection Overlay district, preservation and future open space land acquisitions will continue in order to protect potential future Town drinking water supplies.

The Jeremy River Greenway

The Jeremy River, a Class A watercourse, forms another significant natural river corridor extending from north of Holbrook Pond, across Route 85 at Marjorie Circle, through several open space parcels acquired through the Town subdivision process and by land donations, and then travels through the Hope Valley wetlands and portions of the Salmon River State Forest. After this it joins with Raymond Brook and then Judd Brook before continuing south into the Town of Colchester where it meets with the Blackledge River to form the Salmon River.

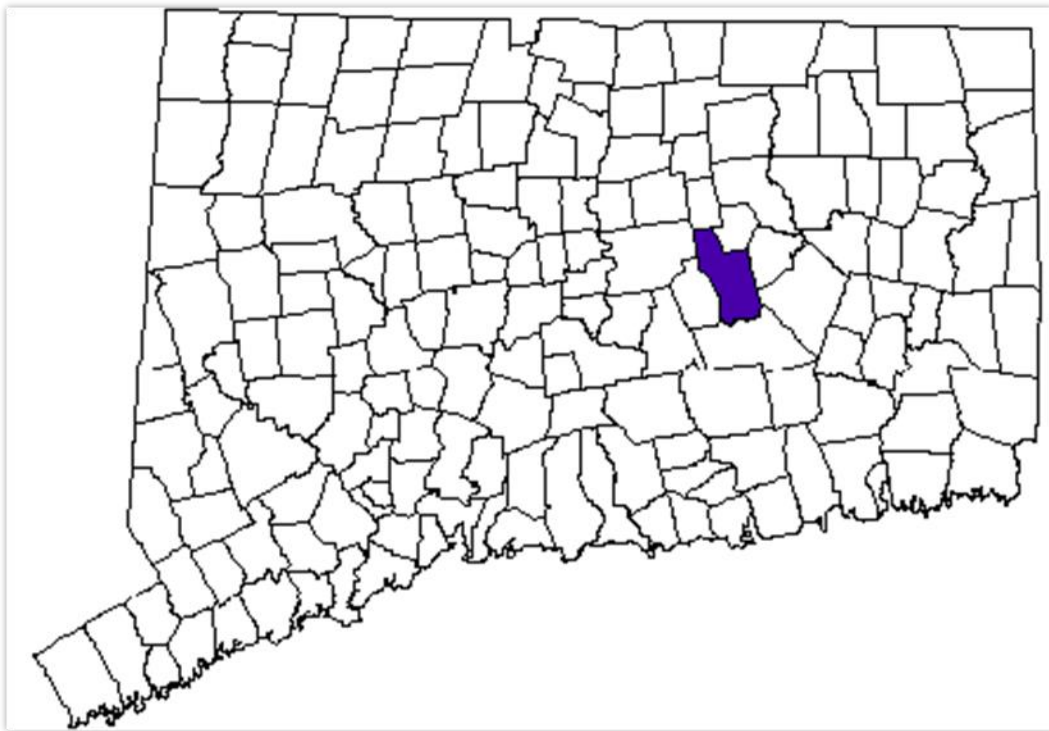
This watercourse system contains sufficiently high water quality to support trout, adult salmon, and fry salmon. It contains a vibrant salmon resting pool at its junction with Judd Brook. While significant portions of this watershed are protected by public ownership, efforts to connect this greenway to protect its water quality, recreation value, and wildlife habitats are imperative.

Other Special Areas



As can be seen on the Open Space Plan, beyond Hebron's brook corridors there are other special areas that are important for preservation. These include the Air Line Trail Recreational Greenway, the ongoing Air Line Trail to Hebron Center Trail connection, the planned Jeremy River Recreation Trail and other trail extensions, scenic vista viewpoints, important farmlands containing prime farmland soils and possible locations for upland open space corridors, and future community recreational areas. These are shown on the "Future Open Space" map as well as other maps in the POCD and are discussed in detail in the relevant subsections of this Plan.

Section 3. Development Plans & Policies



“It is within the legislative power to determine that the community should be beautiful
as well as healthy, spacious as well as clean, well-balanced as well as carefully
patrolled.” - **The United States Supreme Court: Berman v. Parker**, 348 US 26, 33 (1954)

A. Introduction

This Section of the Plan focuses on the two areas that make up the development areas of Hebron and will include the plan and policies that will guide future development. This will include the **Business** districts of Hebron as well as the **Residential** districts of the community.

Business

The Town's businesses are contained in six different zoning districts: the Main Street District; the Hebron Green District; the Village Square District; the Neighborhood Convenience District; the Amston Village District; and the Commercial / Technology District.

The largest concentration of businesses is within Hebron Center which contains the Main Street

Business and Commercial Districts	
Main Street	104 acres
Hebron Green	36 acres
Village Square	136 acres
Neighborhood Convenience	19 acres
Commercial / Technology	83 acres
Amston Village	49 acres
Total:	427 acres

District, the Hebron Green District, and the Village Square District. Together these districts comprise 276 acres, or 65%, of the 427 acres in Hebron zoned for Business. This area in the center of Town has historically been the hub of the business area. This section of the Plan will show significant efforts continue to be taken, consistent with past planning efforts that go back decades, which seek to reinforce that concept. These efforts have included the continued expansion of major public utilities and other significant public improvements along Main Street – sidewalks, curb cut improvements, entry signage, landscaping, and grant-funded façade improvements.

Periodically, the Town commissioned studies to focus efforts to strengthen and expand Hebron Center's Business Districts. In 2013, the Town funded a Hebron Center Market Study. In 2021, a Branding & Marketing Study was conducted by a firm hired by the Economic Development Commission. Both studies included an extensive outreach element to gather input from Town residents and local businesses and provided a direction on where the Town should concentrate future marketing and expansion efforts. This



was an opportunity to take stock of Hebron's existing conditions, comparing Hebron to similar, benchmark communities, evaluating the Town's strengths and weaknesses in attracting new businesses, and finally determining what market sectors would be the best candidates on which to concentrate future marketing efforts for the purpose of attracting them to Hebron. Some basic findings of the 2021 Study are as follows:

A Branding & Marketing Study of Hebron, CT

Summary of Demographic Findings:

- Hebron's 2020 population per the US Census was 9,098 *
- Hebron's total population decreased by 6.1% since the 2010 US Census *
- The number of children decreased by 32% since 2010*
- Hebron's median age increased from 41 to 45 since 2010
- Hebron is highly educated with 51% of adults holding a Bachelor of Arts degree
- Hebron has an affluent population with a median household income of \$118,000

***Note:** Hebron has seen some dramatic shifts during and since the 2020 Covid-19 pandemic, with people moving into Hebron, presumably from a denser urban area, for a more rural setting that seemed desirable during that time.

Some evidence of this is that the CTData Collaborative estimates Hebron's 2021 population to be 9,512, a 4.6% increase since 2020; and Hebron Public Schools report an increase in their schools' population by 10% from 2020.

Survey of the top reasons why people choose to live in Hebron

- Rural characteristics

- Public school system
- Open space and natural resources
- Location
- Near family and friends

Key Takeaways

- Educated, affluent population with disposable income
- Likely to spend money on:
 - Upscale dining
 - Entertainment
 - Outdoor recreation
 - Health and fitness
- Daytime population of workers with relatively lower incomes
- Population is declining and becoming older

Summary of Business / Economic Findings

- 281 total businesses in Hebron with 2,101 employees
- 1,194 employees commute into Hebron to work
- 4,278 employees live in Hebron but work elsewhere
- Top industries in Hebron:
 - Local government
 - Retail
 - Health care
 - Accommodations & Food services
 - Administrative support

Where Should Marketing Efforts be Focused:

- Attracting new residents
 - A growing population will naturally create demand for businesses
 - Target audiences:
 - people who work outside of Hebron
 - people with school age children
 - first time homebuyers

- people who live in more expensive towns
- people interested in outdoor recreation
- **Promoting existing businesses and community assets**
 - raise awareness of existing assets
 - target audiences
 - Hebron residents
 - Residents of surrounding communities
 - People within 60-minute drive interested in outdoor recreation
 - People interested in rural/small town events
- **Attracting new businesses**
 - Marketing supplements other economic development efforts
 - Target audiences:
 - Identified target industries
 - Locals who are interested in starting a business

The Town will work to implement the findings of the Branding & Marketing Study and follow through on its recommendations.

The Town has had a long-standing objective to enhance the Town's attractiveness to businesses, both existing and new. In the last 10 years, the percentage of the Town's real property portion of the grand list that comes from the Town's business community has ranged from 3.30% (2012 data) to 4.23% (2021 data – a revaluation year). The business / industrial portion of the grand list has shown a gradual increase over the years as shown in the table below. The average percentage over the past 20 years is 3.55%. A policy of the Town, and one of the missions of the Economic Development Commission, has been to increase this percentage over time. This will help balance the tax burden between residential and commercial properties, as well as provide needed commercial services to Town residents.

COMPARATIVE ASSESSED VALUATIONS		
Town of Hebron		
Grand List as of 10/1	Residential Real Property (%)	Commercial / Industrial Real Property (%)
2021	81.55	4.23
2020	81.33	4.80
2019	81.86	4.95
2018	81.85	5.33
2017	83.70	3.85
2016	83.64	3.97
2015	85.04	3.36
2014	85.19	3.35
2013	85.30	3.30
2012	85.30	3.30

The Town has embarked on numerous efforts to encourage the growth of the Town's business sector. The Board of Selectmen approved the sale of tax liens, to forgive some back taxes, in exchange for agreements to clean up contaminated commercial sites. The Town has also approved a policy and system of permitting tax abatements for new commercial and industrial development. In addition, the establishment of the Town's public sewer system and growing public water system have been major enhancements to the Town's business climate.

Finally, the establishment of the Village Square District, the adoption of the Mixed Use Overlay Districts (MUOD), Capital Improvement Program (CIP) and grant-funded physical improvements throughout the Main Street and Hebron Green districts have been undertaken to make Hebron's business districts more attractive for new development.

Residential

The second section of the Development portion of this Plan analyzes the Town's residential development and what is anticipated for Hebron residential districts in the future. This is a significant part of the Town's Development Plans & Policies because Hebron is primarily a residential community, and the way it manages residential development will be essential in determining the overall character of the community.

As seen above in the Branding & Marketing Study, there is a recommendation to attract new residents and residential development to spur additional business growth. The Town also adopted the "2022-27 Plan for Housing Choices" in 2022. This was a study required by new State legislation but was also an important opportunity for the Town to understand housing needs in the community. This study sets specific strategies and objectives to encourage housing for all income groups.

In this section, the Plan takes an extensive look at the available residential land remaining for development. It provides calculations for how much developable versus non-developable land remains in Town and describes what this can mean for possible residential development in terms of future housing and population growth.

Based on this analysis, the Plan will include residential development goals, policies, and action items that should guide future land-use regulations governing this development.

Finally, this section will look at the efforts that the Town is making to permit additional housing options in the future. The establishment of public sewers and public water in the Town Center and other locations has opened the possibilities of permitting a wider range of housing types for



the present and future population. Steps have already been taken to provide housing options, including the Town-owned housing development for the elderly, two approved and built 55-and-older higher density housing developments, two non-age restricted subdivisions and cluster residential developments, and a new 114-unit assisted living development were approved; and, a revision to the Accessory Apartment Regulations was adopted to allow detached accessory units consistent with recent changes in state statutes. In addition, the Town adopted several

locations for the new Mixed Use Overlay District (MUOD) which provides opportunities for higher density housing in mixed-use development in and around the Town's business districts. Not only will this allow housing for additional segments of the population, but it will bring customers, at a higher density, close to the Town's business districts.

Some of the basic findings of the 2022 Housing Study are as follows:

2022-2027 Plan of Housing Choices

Overview of Housing in Hebron

- **2020 Census reported 3,628 housing units**
- **92% were single-family detached units, and 95% were occupied**
- **Median house value in 2019 was \$298,400**
- **Median gross rent in 2019 was \$1,015 per month**
- **Households which are "Cost-burdened" (cost of housing exceeds 30% of income):**
 - **23% of owner households**
 - **65% of owner households earning less than \$75,000/year**
 - **53% of renter households**
 - **64% of renter households earning less than \$75,000/year**

Affordable Housing in Hebron

- **Naturally Affordable Housing (affordable to a household at 80% of area median income – but not deed restricted and not recognized by the State)**
 - 1,137 ownership units in 2019 were valued at \$250,000 or less
 - 191 rental units in 2019 which had a gross rent of \$1,500 or less
- **Affordable housing recognized by the State**
 - 105 housing units, or 2.94% of Hebron's housing stock
 - This percentage was found to be similar to other towns of Hebron's size

Plans and Regulations in Hebron

- **Hebron's Plan of Conservation and Development contains goals and objectives to promote housing choices, options, and affordability**
- **Zoning Regulations have been updated accordingly:**
 - Accessory housing units are allowed by staff-approval only
 - Accessory housing units are now allowed attached or detached
 - MUOD created to allow higher density housing
 - Multi-family housing already allowed in several zoning districts with PZC approval with densities of 2.5 units to 6 units per acre

Hebron's Infrastructure

- **Connecticut Water Company owns and operates the Hebron Center Water system**
 - The system has significant supply challenges
 - The Company has added wells and is investigating other options
- **Hebron Center is entirely within the Sewer Service District**
 - There are no capacity issues
 - All Hebron pump stations are currently being upgraded

Affordable Housing Plan Working Group Survey

- **80% agreed that guiding the design to fit Hebron is needed**
- **60% agreed Hebron should explore ways to promote home ownership opportunities which are more affordable**
- **56% agreed that accessory dwelling units should be encouraged**
- **53% agreed that Hebron should focus on ways to locate housing options in areas served by public water and sewer**
- **50% agreed that Hebron should look at Town-owned properties which could be used for housing**
- **Participants identified the following important characteristics**

- Rural characteristics
- School system
- Open space and natural resources
- Location
- Near family and/or friends

Affordable Housing Vision

- Provide for a variety of housing options
- Increase the number of State-defined affordable housing units by 75 units in 5 years

Affordable Housing Strategies

- Identify Town-owned land to meet affordable housing goal
- Amend regulations
 - Modify definition of affordable housing in Zoning Regulations
 - Incorporate affordable housing option in MUOD locations
 - Expand MUOD to additional areas
 - Modify Planned Residential Development Regulations
 - Require / incentivize affordable housing
 - Increase density bonus provisions for affordable housing
 - Consider amending Section 2.F.3 of the Zoning Regulations
 - Use this to create deed-restricted units not just units for elderly
 - Remove requirement for “certificate of need”
 - Work with State to add to Affordable Housing Appeals List:
 - 25 units at Stonecroft Village
 - Group homes
- Support Other Efforts
 - Establish and support an Affordable Housing Advisory Committee
 - Support other groups seeking to create housing
 - Modify accessory apartment regulation
 - Consider “middle-housing”
 - Support “age-in-place” concepts
- Guide the design of higher density housing
- Address water supply issues

- **Establish a Housing Trust Fund**

Note: By the end of 2022, several findings within the Plan for Housing Choices have been accomplished:

- **The definition of Affordable Housing has been modified in the Zoning Regulations.**
- **The Planned Residential Development regulations have been modified to better incentivize affordable housing; and,**
- **The accessory apartment regulations (a process to permit smaller living units within single-family residences or in a separate building on single-family properties) have been modified consistent with recent state statute requirements.**

B. Business Districts

I. Hebron Center

Overall Boundary and Concept

The Hebron Center is defined in this Plan as an area encompassing approximately 725 acres generally bounded by the RHAM middle-school / high school complex and Wall Street to the north, Loveland and Millstream roads to the east, Kinney Road to the south, and the Jeremy River, Marjorie Circle, and Gristmill Road to the west, as shown on Map No.17: “Hebron Center”.

Hebron Center contains the Town’s main business districts: the Hebron Green District, the Main Street District, and the Village Square District. In addition, there are areas of Residence-1 District, as well as the Planned Residential Development District. All properties within Hebron Center are entirely or partially within the Town’s sewer service district, and the core of Hebron Center is served by public water. The Plan will address each of these areas individually in the remaining portions of this section.

It has been Town policy to encourage the development of Hebron Center in a manner different from the remaining parts of Town. Hebron Center represents the main shopping area of the community, offering a range of community services, and also serves as the central gathering place for important public events. Therefore, the Town Zoning Regulations and Sewer Service District policies make this area the most appropriate location for higher density uses and mixed-use development which, when concentrated in a single area, help to reinforce the idea of a Town Center.

It is important to recall that this area contains the historic center of Hebron. While development will continue to occur here, and change is inevitable, new development will be encouraged to occur in such a way that respects the Center’s historic roots and its present-day character.

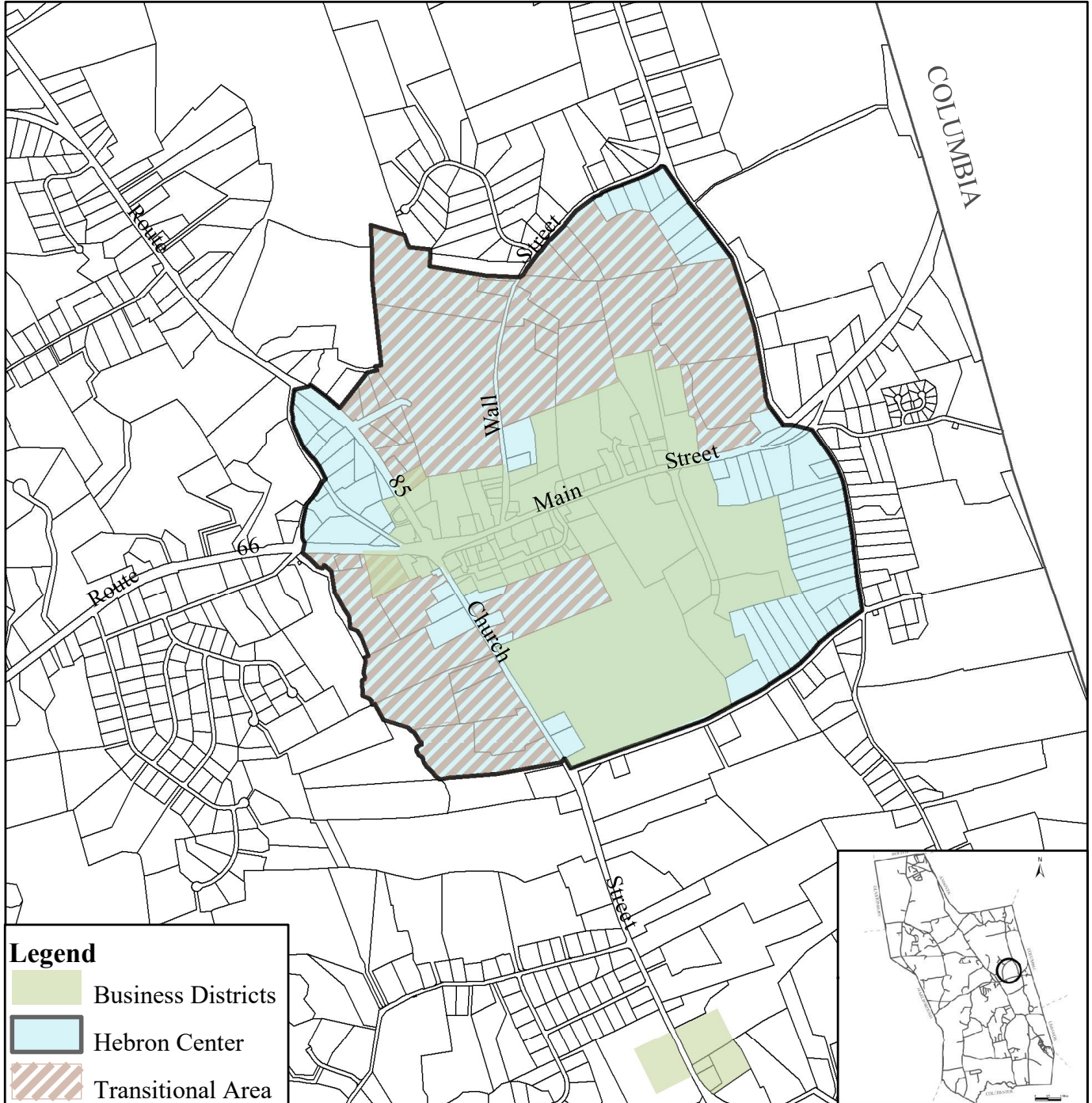
Accomplishments

Since the adoption of the 2014 Plan of Conservation and Development, several significant changes and accomplishments, funded through both State of Connecticut grants and local Capital Improvement Program (CIP) funds, have affected this area of Town:

Map No. 17

HEBRON CENTER

2024 Hebron Plan of Conservation and Development
Hebron, Connecticut



Source: Digitized Hebron Assessors Map, 2020; Town of Hebron Zoning Map, 2017

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1. Grant-funded improvements have continued in Hebron Center, including sidewalks, lighting, benches, landscaping, and parking lot improvements.
2. Continued to update the Zoning Regulations to implement the findings of the Main Street Charrette which was sponsored by the University of Connecticut: mixed-use areas; build-to lines; etc.
3. In 2015, the Planning and Zoning Commission adopted the Mixed Use Overlay District (MUOD) regulations to promote mixed-use developments in and near Hebron's business districts.
4. In 2018, Zoning Regulation amendments were adopted to require parking in business districts to be located to the side and rear of buildings to avoid large parking areas between the buildings and the street.
5. 2018 Zoning Regulation amendments established for the first time "Build-to Lines" along Main Street to reinforce more of a town-center design of building closer to the sidewalks.
6. A Local Transportation Capital Improvement Program (LOTICIP) application was approved in 2017 for the redesign of the Main Street / Wall Street intersection that will provide a better traffic flow and enhance pedestrian safety and crossings at the intersection.
7. A Small Town Economic Assistance Program (STEAP) grant funded parking lot was approved behind the Douglas Library which ties into private parking lots.
8. In 2018, Zoning Regulation amendments established a maximum number of impervious parking spaces.
9. A LOTICIP application was approved in 2019 to construct Church Street sidewalks, which have been completed.
10. The Marjorie Circle bridge was totally reconstructed with the use of STEAP grant funds.
11. The Connecticut Water Company installed a new public water supply well and purchased another existing high yield well, both on Wall Street, and connected them into the Hebron Center Water System.
12. A Branding & Marketing Study commenced in 2021 to understand the economic potential of the area and to help focus marketing efforts.
13. In 2022, the Town adopted the "2022-2027 Plan for Housing Choices" with recommendations for higher density housing and mixed-use development in Hebron Center.
14. In 2022, the Town was awarded a STEAP grant to construct a pedestrian bridge from the Douglas Library parking lot to Pendleton Drive, including new sidewalks and lighting. This will serve as an important connection between these two business areas.



Goals, Policies, and Action Items

Goal A: Develop a visually coherent and definable Hebron Center that is the civic, commercial, social, educational, recreational, and cultural focal point of the community. Encourage an economically sound commercial district as a base from which town services can be provided that does not adversely affect water supplies or the environment and allows for an appropriate mix of business and residential land uses commonly found in historic town centers.

Policies:

Overall Design Concept:

1. Discourage strip commercial development and continue to work to encourage a compact Hebron Center.
2. Continue to implement the findings of the University of Connecticut's Main Street Charrette Program for future development in Hebron Center.



Appropriate Land Uses:

1. Continue to promote a wide range of uses in Hebron Center, including commercial, residential, and recreational.
2. Retain current businesses and encourage new businesses to locate in Hebron, which are compatible with the Town's character.
3. Encourage the use of the newly adopted MUOD to encourage higher quality, mixed-use development, including greater density and infill opportunities, as well as providing for diverse housing types, all of which will support businesses in Hebron Center.

Quality Design Standards:

1. Carefully guide the development and placement of buildings, new signage, lighting, parking, etc., to assure that all are compatible with the historic character of the town.
2. Apply the adopted design guidelines for architectural quality in new development to ensure appropriate and coherent architectural treatment in Hebron Center.

Safe Street Systems

1. Encourage safe and efficient traffic patterns and walking systems that will interconnect all business zones while being compatible with Hebron's small-town character.

2. Reduce curb cuts while still providing good traffic circulation and encourage street connectivity within Hebron Center.
3. Work with the Connecticut Department of Transportation to design and implement well-planned traffic calming improvements within the Route 66 right-of-way so that traffic speeds are more compatible with the Town's Main Street.
4. The Town should work to create and adopt a Complete Streets policy to plan, design, and build streets that enable safe access for all users, including pedestrians, bicyclists, and motorists.

Parking Lots

1. Encourage interconnection between parking lots to reduce traffic impacts on Main Street.
2. Continue to encourage public-private efforts to promote additional and safe common parking in Hebron Center. This will provide efficiencies of scale allowing new private development to construct less parking and make these business areas more walkable.
3. Promote shared parking agreements and use among various private business parcels.
4. Encourage additional electric vehicle charging stations within Hebron Center.

Pedestrian Ways

1. Provide safe pedestrian access within and between sites to help reduce the impact of vehicle traffic.
2. Continue to encourage the establishment of sidewalks in the public right-of-way throughout Hebron Center.
3. Work with the Connecticut Department of Transportation to continue to install crosswalks and pedestrian cross buttons to encourage pedestrian activity in Hebron Center.
4. Connect Hebron Center with sidewalks / bikeways to the Air Line Trail.
5. Connect Hebron Center trails with a new trail through the RHAM complex, the Salmon River State Forest and to Burnt Hill Park.



Landscaping

1. Require native street tree plantings along the Town roadways.
2. Require significant landscaping of commercial sites, encourage attractive landscaping in public and private places, and include the use of native shade trees, perennials, shrubs, and other native plant materials.

Public Infrastructure Improvements

1. Continue the use of local revenues and state grants to fund needed public infrastructure improvements within Hebron Center.

II. The Main Street District

The Main Street District serves as the Town's central shopping area. This is generally the area on both sides of Route 66 (Main Street) from Wall Street east to Ted's plaza (see Map No. 18: "Main Street District" in this section). This District is comprised of 43 separate parcels of land totaling approximately 104 acres. This represents 0.5% of the total land area of the Town. The Main Street District presently contains the following uses:



Land Uses in the Main Street District	
(by square feet)	
Retail / Service / Office	209,227 sf.
Fire Station	9,150 sf.
Total Business / Institutional Square Feet	218,377 sf.
Residential	2 dwelling units

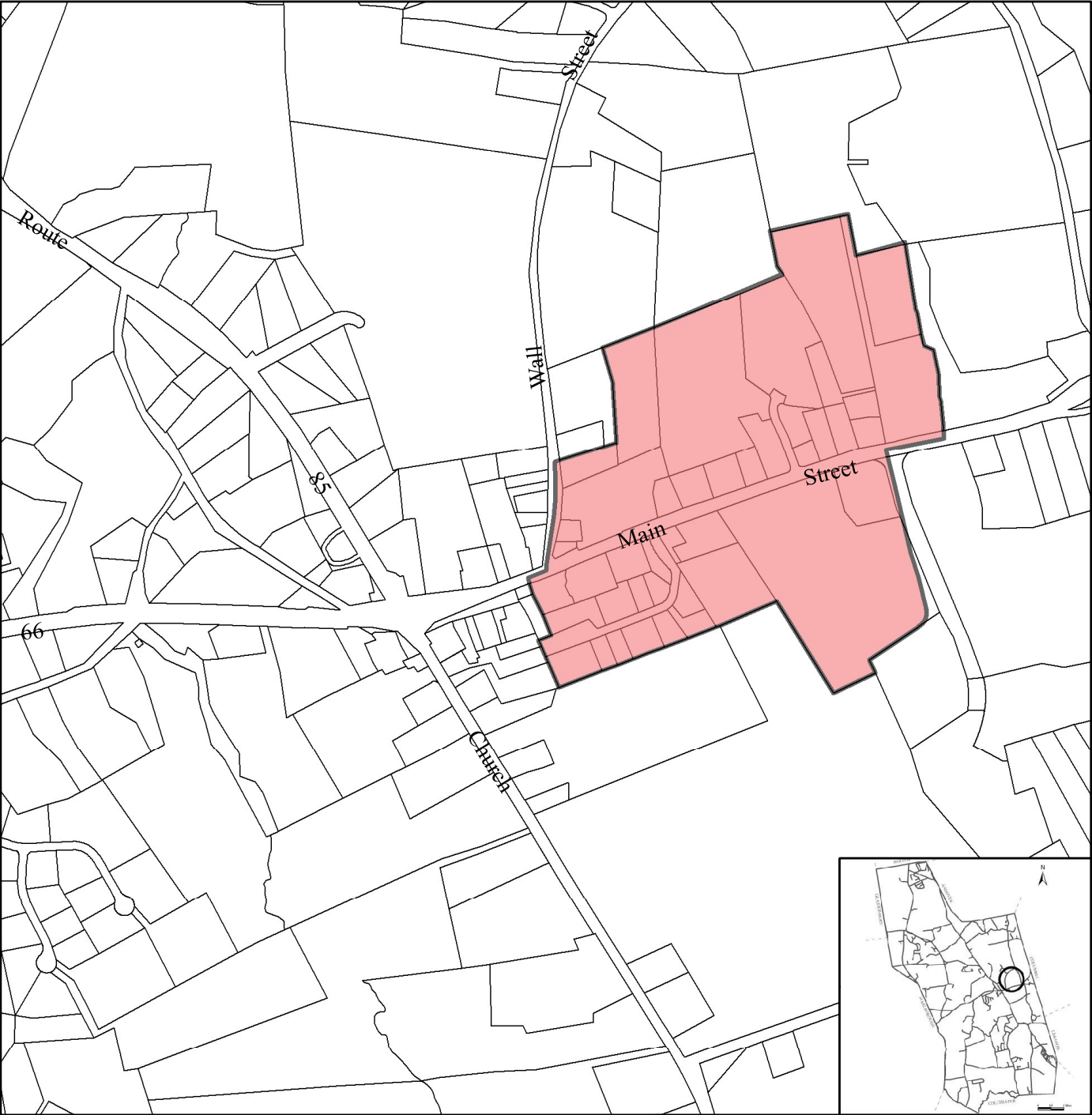
Since the 2014 Plan of Conservation and Development was adopted, the growth in business square footage in the Main Street District has been approximately 7%. The majority of that growth was in the retail sector.

There are presently 42 parcels of land located in the Main Street District, of which 36 are partially or entirely developed. Of the 6 vacant parcels, 4 are privately owned and 2 are owned by the Town. The 4 privately owned and vacant parcels total approximately 33 acres with about 13 acres being wetlands. This results in only about 20 acres of land in the Main Street District that are currently buildable. However, infill development and redevelopment may be possible on a number of existing developed parcels.

Map No. 18

MAIN STREET DISTRICT

2024 Hebron Plan of Conservation and Development
Hebron, Connecticut



0 0.125 0.25 Miles

Source: Digitized Hebron Assessors Map, 2020; Town of Hebron Zoning Map, 2012

The limited amount of usable business land in this main business district is a significant planning concern, as this is a very small inventory of commercial land to serve the population of Hebron. The adjacent Village Square District was created to address this concern. This new area for future commercial and mixed-use growth was planned to be compatible with the Main Street District and to be connected to it with roadways, pedestrian access points, and



compatible uses. In addition, the Town has undertaken a variety of efforts to bring additional value to the parcels and businesses in the Main Street District. Public infrastructure improvements such as the Main Street sidewalks, benches, landscaping, and other enhancements have been implemented, helping business owners in this area to attract customers and tenants. In addition, the Town's successful Façade Improvement Program has brought upgrades to several private properties in

this area. The Town has begun planning efforts and infrastructure improvements to re-make the Route 66 corridor into Main Street a walkable, connected, mixed-use, vibrant Town Center.

As Hebron's population continues to grow, the remaining areas of the Main Street District will face development pressure. The changes that result should be positive to the Hebron business district by adding job opportunities, increasing business-based taxes, and encouraging businesses to expand in a manner that will serve Hebron's population. As this occurs, increased efforts will be needed to manage this new development so that it will be attractive, safe, and compatible with the overall character of Hebron.

The Town has been, and continues to be, proactive in studying Hebron Center to understand the best way to plan and promote the main business districts of the community. To this end, several initiatives were undertaken. A Market Study of the Hebron Center business district was completed in 2013. This study focuses on efforts to promote, market, and best develop a viable business district. Its main recommendations are to: 1) Relentlessly promote Hebron; 2) Encourage infill development; 3) Encourage mixed-use including higher density housing in Hebron Center; 4) Encourage community events along Main Street; and 5) Aggressively market the community. At the same time, an Incentive Housing Zone (IHZ) Study was conducted to see how mixed-use development can bring new vitality to Main Street. As part of the IHZ study, a comprehensive Design Guidelines document was developed to guide the appearance of all new commercial, mixed-use, and higher density residential development in a way that ensures compatibility with Hebron's existing character. In May 2022, the Town approved a "2022-2027 Plan for Housing Choices." While this was a Town-wide study, it has implications for Hebron Center. It reviewed the housing needs in the community and set specific strategies and objectives to encourage housing for all income groups. In 2021, the Town commenced a Branding & Marketing Study which includes an analysis of where the Town should concentrate future marketing and expansion efforts.

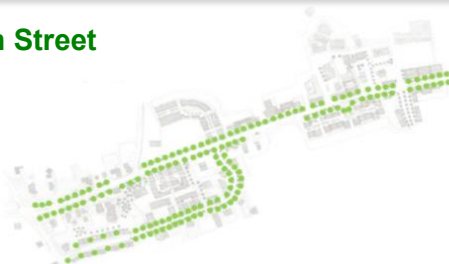
All these efforts are consistent with the “Main Street Charrette,” a multi-evening planning session organized by the University of Connecticut that helped residents create a “vision” for the future of Hebron’s Main Street. Conducted in 2011, this was the first Main Street Master Planning process for Hebron Center. The Charette results are still valid. The basic findings can be summarized as follows:

Main Street Hebron Vision Plan (from: Hebron Main Street Charrette):

- Create an area for community gatherings
- Increase economic viability through addition of commercial opportunity:
 - Increase housing along Main Street
 - Medium density infill development in commercial areas
- Preserve and enhance the historic district
- Create connections and improve walkability
- Improve overall aesthetic appeal
- Redevelopment of older commercial sites should include:
 - Parking in the rear
 - Public and community space for events
 - Infill along Main Street
- Infill opportunity at current firehouse site
- Development criteria for all new commercial development:
 - Street trees
 - Buildings close to street
 - Create public gathering spaces
 - Parking away from Main Street and shared by multiple tenants
 - Allow infill of commercial buildings along Main Street
- Sidewalks:
 - Make connections along Main Street
 - Increase pedestrian walkability
- Consolidate parking lots:
 - reduce curb cuts
 - parking moves off Main Street
- Main Street tree canopy
- Green space connections throughout Main Street area and beyond
- Traffic calming along Route 66:
 - Street trees
 - Medians in Route 66

Proposed Main Street

Tree Canopy:



Accomplishments

Since the 2014 Plan of Conservation and Development, the following have taken place concerning the Main Street District, consistent with that Plan's objectives:

1. Through the Site Plan and Special Permit review processes for changes to existing sites, the Planning and Zoning Commission has required site and building improvements to bring them more into compliance with Town Regulations.
2. The 2018 updates to the Hebron Zoning Regulations included changes applicable to the Main Street District:
 - a. Required future parking to be located to the sides and rear of buildings;
 - b. Created a "build-to" line along Main Street; and,
 - c. Improved lighting standards for commercial sites.
3. In 2022, the Town was awarded a Small Town Economic Assistance Program (STEAP) grant to construct a pedestrian bridge from the Douglas Library parking lot to Pendleton Drive, including new sidewalks and lighting. This will serve as an important connection between these two business areas.
4. In 2015, the Commission adopted the Mixed-Use Overlay District (MUOD) language in the Hebron Zoning Regulations and located a MUOD area along Main Street to encourage mixed-use development.
5. Extensive trails have been constructed in Raymond Brook Preserve, funded by state grants, with trails being a critical part of the planned pedestrian / bikeway connection between Hebron Center and the Air Line Trail.
6. The Economic Development Commission oversaw the development of marketing materials and a promotional video to encourage development interest in Hebron Center.
7. In 2019, a Local Transportation Capital Improvement Program (LOTICIP) grant was approved to reconstruct the Main Street / Wall Street intersection that will provide full pedestrian access at this intersection including crosswalks and pedestrian controls.

Goals, Policies, and Action Items

Goal A: Provide an economically healthy, active, diverse, attractive, and safe central business area that serves the shopping and service needs of the entire community.

Policies:

1. Continue to guide future development in the Main Street District in a manner that will best serve the residents and businesses of Hebron.
2. Continue to apply the adopted Design Guidelines which will guide the architectural appearance of all new development in the Main Street District.
3. Where changes of use, building expansions or site changes occur on current non-conforming business sites, require building and site improvements that will bring them more into compliance with Town regulations.

4. Continue to enforce, and where necessary improve, signage and lighting requirements to avoid unsightly or excessive signs or excessive “light pollution.”
5. Encourage safe pedestrian access within and between commercial sites and throughout the entirety of Main Street.
6. Encourage interconnections between parking lots, and the sharing of parking spaces by adjoining uses, which can reduce the number of curb cuts as well as the overall number of parking spaces.
7. Require appropriate and attractive landscaping of commercial sites.
8. Encourage the use of the MUOD in the Main Street District to promote mixed-use development and a more vibrant Main Street.
9. Use the findings of the Branding & Marketing Study to market the Main Street District for new compatible businesses and services.

Action Items:

1. Plan and seek funding for the completion of a sidewalk / bikeway connection between the Town Center and the Air Line Trail.
2. Seek grants and other funding sources to implement the Jeremy River Trail, a connection between the Town’s business center and Burnt Hill Park.
3. Work with the Connecticut Department of Transportation to design and implement well-planned traffic calming improvements within the Route 66 right-of-way so that traffic speeds are more compatible with the Town’s Main Street.
4. Work with the Connecticut Department of Transportation to install crosswalks and pedestrian walk buttons at appropriate locations to encourage pedestrian safety and activity along Main Street.
5. Study the appropriate boundaries, and the regulation language, of the MUOD in the Main Street District. Determine the pros and cons of expanding the boundaries to other areas in this zoning district and review the regulation to explore the practicalities and the economics of how affordable housing and mixed-use development can work in this District. Engage the local business and development community in this discussion.
6. Seek grants or other funding to complete the planned street tree canopy plantings along Main Street.
7. Promote the installation of Electric Vehicle (EV) charging stations as part of new development in the district.
8. Continue to enhance Main Street amenities such as bike racks, bike stations, and sidewalks.

III. Hebron Green District

The purpose of the Hebron Green District is to provide for appropriate and compatible mixed uses within the Town's historic center that do not disrupt the scale, charm, or general architectural character of the area. This district is further intended to preserve the functional and economic vitality of the area while maintaining and enhancing its significant historical and cultural resources.



The Hebron Green District is located at and around the intersection of Connecticut Routes 66 and 85. It consists of approximately 36 acres divided among 33 properties. Of this total acreage, approximately 16 acres (consisting of entire lots and portions of lots) are undeveloped. The principal land uses are a church, synagogue, present and old Town Hall, Public Records Building, the Douglas Library, American Legion Hall, offices, a coffee shop, bakery, and several residences. This mixed-use area contains over 60,000 square feet of floor area. The great majority of the properties are wholly or partially within the Hebron Center National Register Historic District.

Accomplishments

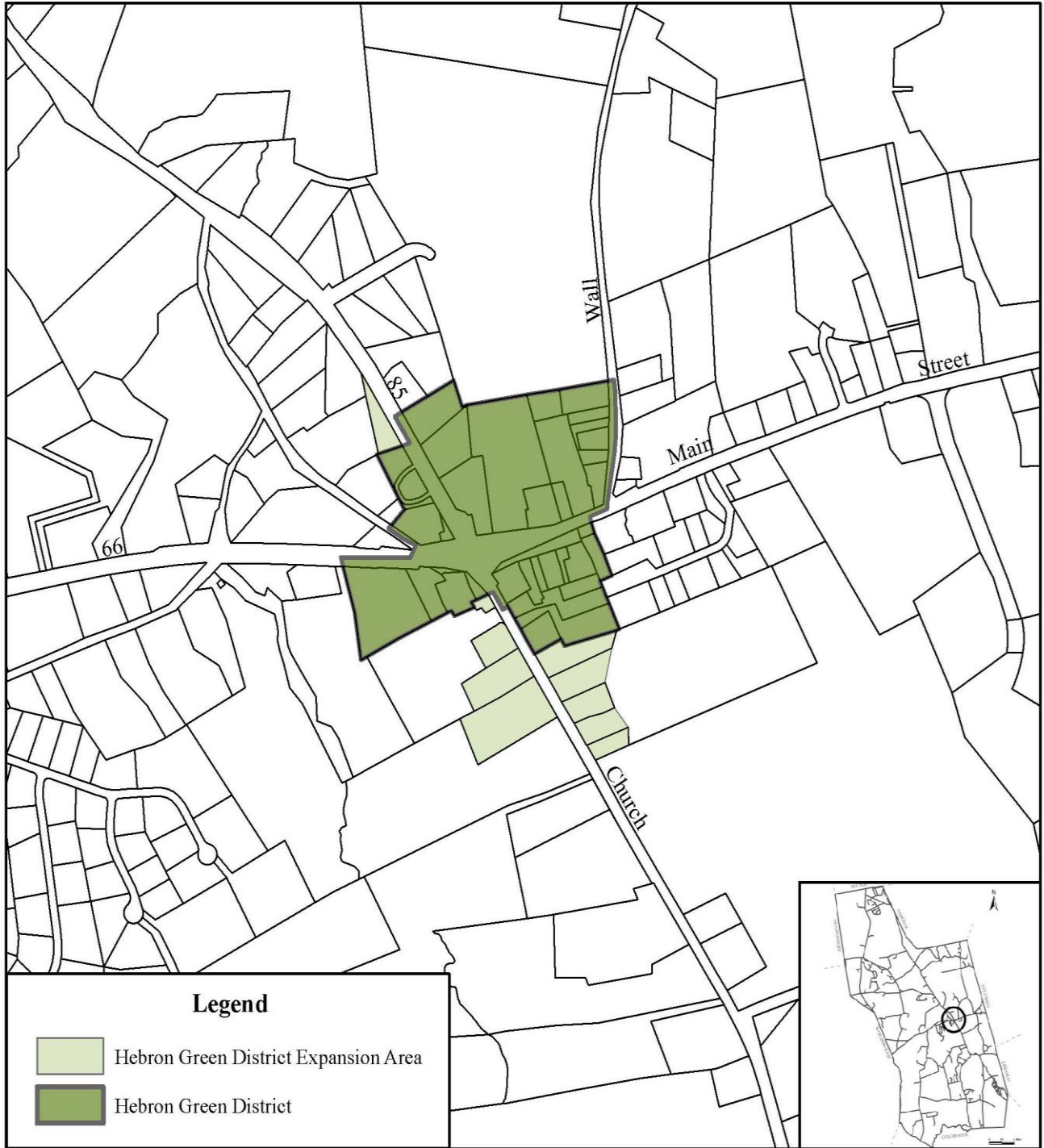
Since the adoption of the 2014 Plan of Conservation and Development the following changes and accomplishments have occurred:

1. Architectural Design Guidelines have been adopted by the Planning and Zoning Commission and used to manage new development in this District.
2. In 2017, the Hebron Zoning Regulations were amended to establish a Village District over the entire Hebron Green District.
3. The Town appointed a Village District Consultant, as required by state statute, to advise the Commission on new development in the adopted Village District.
4. In 2015, the Planning and Zoning Commission rezoned two additional parcels to the Hebron Green District consistent with the Plan of Conservation and Development.
5. Additional public parking was constructed in 2017 behind the Douglas Library funded by a successful Small Town Economic Assistance Program (STEAP) grant application. This parking is connected to and shared with the adjacent private commercial parking spaces through a permanent easement agreement.

Map No. 19

HEBRON GREEN DISTRICT

2024 Hebron Plan of Conservation and Development
Hebron, Connecticut



Source: Digitized Hebron Assessors Map, 2020; Town of Hebron Zoning Map, 2017

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6. In 2016, the Town applied for and was awarded a Local Transportation Capital Improvement Program (LOTICIP) grant to construct the Church Street sidewalks which are partially located in the Hebron Green area.
7. In 2015, the Planning and Zoning Commission approved the Mixed-Use Overlay District (MUOD) over the entire Hebron Green District to encourage higher density and mixed-use development.
8. In 2019, the Planning and Zoning Commission approved phase one of a mixed-use development on the Toomey property utilizing the MUOD and Village District regulations.
9. In 2021, a mixed-use development was approved at 14 Main Street in the Hebron Green District utilizing the MUOD and Village District regulations which restored and reused two historic buildings and approved an additional building.
10. In 2022, the Town was awarded a STEAP grant to construct a pedestrian bridge from the Douglas Library parking lot to Pendleton Drive, including new sidewalks and lighting.



This will serve as an important connection between these two business areas.

In recognition of the 300 years of history that have transpired at this location, and in respecting the legacy of the historic landmarks which are passed down to the present, the following goals, policies, and action items have been established.

Goals, Policies, and Action Items

Goal A: Historic preservation must be achieved through the use of economic and zoning incentives, allowing historically significant structures to be preserved and adaptively reused in a way that maintains the “look” and “feel,” as well as the aesthetics and character of the District.

Goal B: The Hebron Green should remain the focal point of the Town and should continue to serve as an attractive entrance to Hebron Center.

Policies:

1. The Hebron Green District may be expanded in adjacent areas, which demonstrate a spatial and functional relationship to the district. Such areas shall be limited in scope and shall be generally consistent with Map No.19: “Hebron Green District,” included in this section.
2. The abandonment of various Town roads and closure of highway curb cuts in and around the Hebron Green shall be done in a way that facilitates proper traffic circulation and improves the overall appearance of the Hebron Green District.

3. When new development and site improvements occur, the Town shall encourage combined parking facilities and the placement of parking areas to the rear of Green-fronting structures. This would minimize expanses of asphalt and generally improve the aesthetics and circulation of the district.
4. The Planning and Zoning Commission should carefully apply the adopted Design Guidelines for construction proposed in the Hebron Green District to ensure compatibility of new construction with the established area.
5. Land use agencies should include consultation with the Historic Properties Commission during any public or private proposals or changes planned in the Hebron Green District.
6. Continue to seek ways to preserve historic buildings and protect them from demolition.

Action Items:

1. Continue to establish comprehensive improvements to the Hebron Green District such as brick sidewalks, safe pedestrian crossings, benches, period lighting, landscaping, appropriate signage, and other improvements in and around the Hebron Green.
2. Pursue a long-term capital project to relocate all aboveground utilities in the Hebron Green District below ground.
3. The Planning and Zoning Commission should look to develop an overall Master Plan for future development in the Hebron Green District which would include a review of the boundaries of the Hebron Green Expansion Area.
4. Consider traffic calming measures throughout the Hebron Green District to improve public safety in this highly traveled area.
5. The Town of Hebron should continue to actively pursue public-private agreements and improvements to guide the most appropriate development, parking, and other infrastructure in the Hebron Green District consistent with this Plan.
6. Promote directional signs to identify public parking and other places of public interest in the Hebron Green District.

IV. Village Square District

The Village Square District is the name given to the newest business expansion area within Hebron Center (see Map No. 20: "Village Square District"). This District was first conceived in the 2004 Plan of Conservation and Development and, since then, significant steps have been taken to establish the district, provide initial infrastructure, and approve its first major development. The Village Square District is bordered on the north by Route



66, on the West by Route 85 and on the south by Kinney Road. The total acreage is approximately 136 acres, and the entire site is within the Town's Sewer Service District and is also served by public water from the Connecticut Water Company.

This area had been identified for years as a potential business expansion area capable of providing additional locations for the Town's commercial tax base, as well as employment opportunities and services to serve Hebron's growing population. After a review of several alternative sites around Town, it was determined that this is the preferred site.

The Village Square site has a pattern of open fields and some very distinctive stonewalls and tree lines. The slopes are generally moderate, and wetland soils comprise less than one-third of the total area. A narrow area of wetlands is located in the middle of the site extending from Route 66 to Kinney Road and a second wetland system is located on the western portion of the site, parallel to Route 85. A unique set of zoning regulations and Master Plan was created for this site, working with these natural resources and cultural features, and incorporating them into the concept of a well-planned, mixed-use, new village center containing a variety of retail, office, industrial, commercial, residential, recreational, and perhaps municipal uses. The planning for this district, and the goals within this Plan of Conservation and Development, seek to follow the pattern of a traditional New England village rather than a suburban sprawl development. This vision includes pedestrian access, shared parking lots behind buildings, quality architecture, and a compatible mixture of uses, all centered on a new Village Square.

From an economic development viewpoint, this 136-acre district represents a location for long term economic development growth in the Town of Hebron. The mixed-use nature of the District would bring a higher density population to this part of Hebron Center. It will provide an area for new businesses to locate and existing businesses to grow, enhancing the local commercial tax

Map No. 20

VILLAGE SQUARE DISTRICT

2024 Hebron Plan of Conservation and Development
Hebron, Connecticut



Source: Digitized Hebron Assessors Map, 2020; Town of Hebron Zoning Map, 2017

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base. The Town recognizes the importance of having this property available for larger commercial sites and for planned developments, and it is important to maintain a long-term vision for this property.

Accomplishments

Since the adoption of the 2014 Plan of Conservation and Development, the following has taken place concerning the Village Square District:

1. In April of 2016, the Hebron Zoning Regulations were amended to permit assisted living developments in the Village Square District at the request of a private developer interested in development within this District.
2. In July of 2016, the Planning and Zoning Commission approved a modification to the Master Concept Plan for the Village Square District and approved a Special Permit and Site Plan approval for an assisted living facility.
3. In 2018, Colebrook Village at Hebron, an assisted living development, with over 100,000 square feet of floor space and containing 113 senior living, assisted living, and memory care units, was completed and became the first private development project in the Village Square District and the single largest taxpayer in Hebron.
4. In 2019, the Town of Hebron purchased 83.9 acres of the Village Square property fronting Kinney Road as well as John E. Horton Boulevard for open space and municipal use.
5. The Town had ongoing discussions with the Connecticut Water Company about additional water supply in Hebron Center, which is critical to future development in the district. They prepared a new Water Supply Plan in 2020.
6. While not located in the Village Square District, the recent completion of the trails in the Raymond Brook Preserve is a crucial element in the objective of establishing a bikeway / pedestrian connection between the Village Square District / Hebron Center area to the Raymond Brook Preserve and the Air Line Trail to the south.

Goals, Policies, and Action Items

Goal A: Continue to support and implement the Village Square concept to provide for a mix of land uses in an integrated, tasteful environment which is aesthetically pleasing and attractive to the town residents as a pleasant area to shop, eat, transact business, recreate, and, for some, to reside. This will be guided by the approved Master Concept Plan and the Village Square district regulations with an emphasis on broadening the tax base, promoting job creation, and allowing the delivery of desirable goods and services to the town.

Map No. 21

**VILLAGE SQUARE DISTRICT
MASTER PLAN**

2024 Hebron Plan of Conservation and Development
Hebron, Connecticut



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Policies:

1. Development within the Village Square should be consistent with the goals, policies, and action items of this Plan and the Village Square District regulations, which envision a mixed-use zone containing elements of commercial, retail, office, professional, residential, cultural, educational, recreational, and light industrial uses. Industrial condominiums and industrial incubator space should be encouraged.
2. As provided for in the Village Square District regulations and the approved Master Concept Plan, residential uses should be integrated with the commercial / retail uses, as had historically occurred around the Hebron Green, which includes shop owners, and other living quarters above and nearby the businesses.
3. Development should be land / soil / topography based, with consideration given to preserving natural and historic features. Streams and wetlands should serve as buffer areas and provide opportunities for passive recreation such as walking paths and trails.
4. Buffer areas along the boundary of the Village Square District shall be provided to establish a transition to adjacent established residential areas; this can be provided by the use of open space, residential uses and/or retention of existing vegetation within these buffer areas.
5. Visual coherency is important. Development should be mixed, but also “integrated.” Design standards, as contained in the approved Master Concept Plan and the Town’s Design Guidelines, should be enforced by a “design development – site review” process through the Planning and Zoning Commission, which encourages businesses interested in the longer-term welfare of Hebron.
6. As set forth in the Village Square district regulations, the development should be “human scale.”
 - Building heights should be no higher than 3 stories. Many buildings should be built at the street line.
 - Adequate parking should be provided behind buildings with landscaping and trees, within easy walking distance of a variety of features.
 - Perimeter walkways should be provided around the zone that ties into the Hebron Green walks and other walkways within Hebron Center.
 - Integrated sidewalks and trails should be constructed to facilitate walking from Hebron Elementary School and Stonecroft senior housing to the Douglas Library and the central business district.
 - A focal point for the new business center should be a new Town Green, which can establish an identity to the area and serve as a new community-gathering place.

Action Items:

1. A bikeway / pedestrian connection should be planned and implemented between the Village Square District / Hebron Center area to the Raymond Brook Preserve and the Air Line Trail to the south. Public amenities such as benches, bike racks, and bike racks, and bike stations should be considered.
2. Take measures to ensure that an adequate, sustainable supply of water is available for this district and that new water supply locations, if established within the district as

shown in the Master Concept Plan, are adequately protected with open space or other protective buffers.

3. Promote the installation of Electric Vehicle (EV) charging stations as part of new development in the district.

V. Transitional Areas

Transitional Areas, as used in this document, are defined as land within the Hebron Center but outside the business districts (Main Street, Hebron Green, and Village Square Districts) and excluding established residential areas (see Map No.22: “Hebron Center Transitional Areas”).

Transitional areas can serve as a buffer between business and residential zones. The Transitional Areas now include municipal, educational, recreational, and higher density residential uses. Higher density development is permitted within the transitional area due to almost all the area being in the Town’s sewer service district and having easy access to the Town’s two major arterial roadways – Connecticut Routes 85 and 66.



The Town-owned senior center is located within the Transitional Area. Educational land uses in this area include the RHAM regional high school, RHAM regional middle school and Hebron Elementary School. Athletic fields, facilities and trails at Veterans Memorial Park, Hebron Elementary School and at the high and middle schools comprise the recreational land uses within Hebron Center Transitional Areas. Also located within this area are several duplexes, multi-family developments, and public and private elderly housing developments.

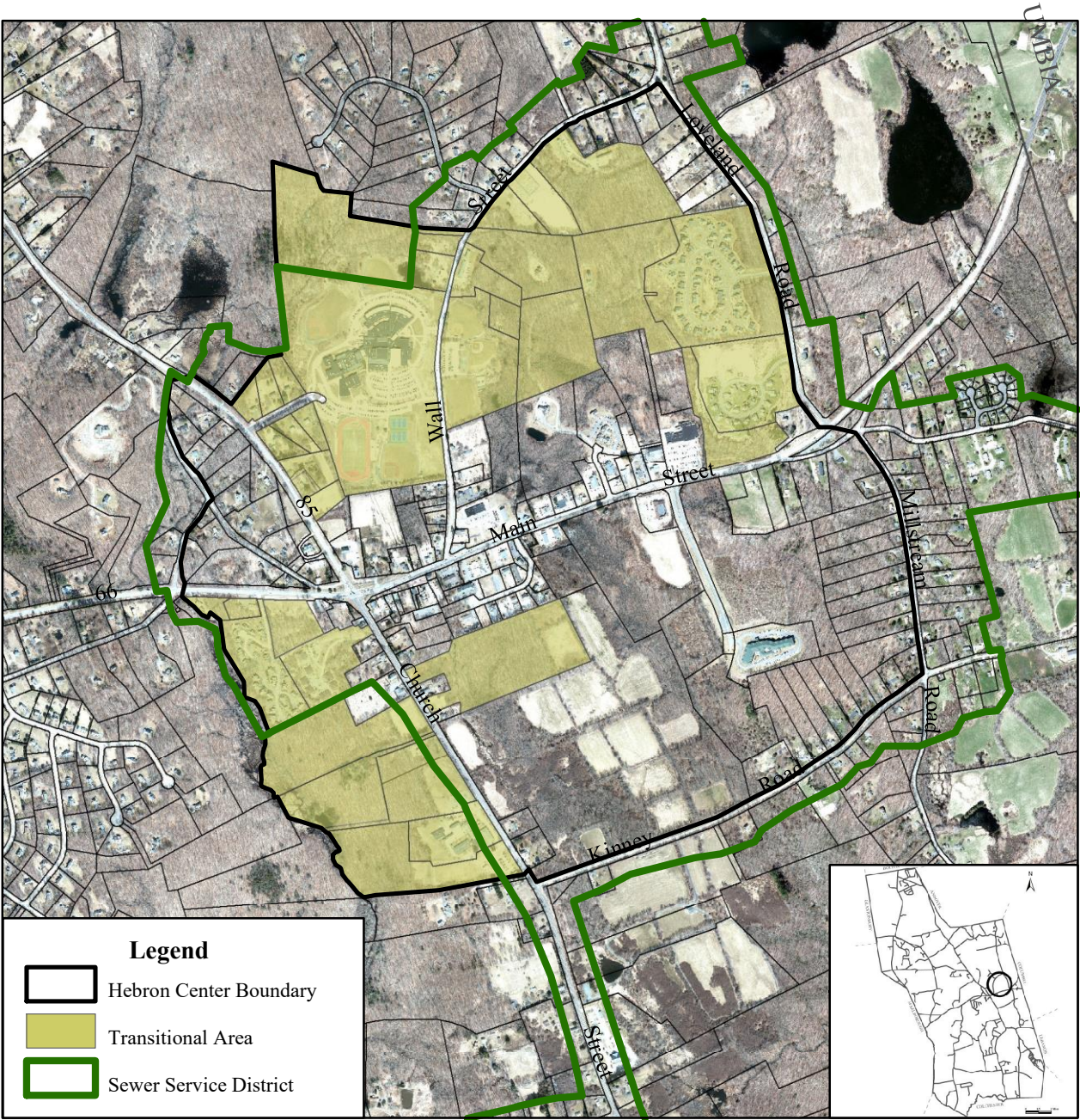
Accomplishments

1. The Town applied for and was awarded a Local Transportation Capital Improvement Program (LOTICIP) grant to extend sidewalks south along Church Street from Main Street.
2. Construction of the Church Street sidewalk was successfully completed in 2020.
3. Phase 1 of pedestrian trails / bike paths were constructed in Raymond Brook Preserve. The Town applied for and was awarded a DEEP Recreational Trail program grant for Phase 2 and Phase 3 trails and these trails were constructed from the Phase 1 terminus to Millstream Road.
4. The Town Capital Improvement Program (CIP) as well as a Small Town Economic Assistance Program (STEAP) grant included funding to design and construct the Wall Street sidewalk project. In addition, RHAM constructed a portion of the sidewalk along their street frontage with their improvement project in 2019.
5. Several open space land acquisitions have served to further the policy of creating an open space greenway linking Hebron Center and Transitional Areas.

Map No. 22

HEBRON CENTER
TRANSITIONAL AREA

2024 Hebron Plan of Conservation and Development
Hebron, Connecticut



Source: Digitized Hebron Assessors Map, 2020; Town of Hebron Zoning Map, 2017; USGS Connecticut Orthoimagery 2019

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6. A 2018 update to the Zoning Regulations added Senior Housing as an allowed use in the Hebron Green and Residential zones.
7. The Town purchased the Rifkin property, located on West Main Street, in 2017 as a location for future senior housing.
8. The Hebron Center water system was expanded from Main Street south along Church Street to serve additional properties in and outside transitional areas.
9. In 2020, RHAM completed a campus improvement project adding parking, establishing a formal parent drop-off / pick-up lane and other improvements.

Goals, Policies, and Action Items

Goal A: Encourage the use of transitional areas as an appropriate place to establish and maintain municipal, civic, educational, cultural, recreational and higher density residential facilities.

Goal B: The location of uses, as noted above, in transitional areas close to Hebron Center is most desirable as this: a) provides easy access to public facilities; b) promotes walkability between these uses; c) facilitates shared parking; d) takes advantage of major roads and the proximity to public sewers and water; and e) serves to reinforce the concept of an identifiable Town Center.

Policies:

1. Future development of land in the Transitional Areas should be compatible with other Transitional Area facilities, commercial and retail establishments of the Town Center, and cultural, historical, recreational, and civic facilities and sites, including properties on the National Register of Historic Places.
2. Because of the existing public infrastructure (utilities, roads, and sewers), utilize land within the Transitional Areas to accommodate new or larger municipal, educational, recreational, and higher density residential uses, and related parking as appropriate.
3. Enhancement of Transitional Areas should occur, including the installation of park benches, flower and community gardens, and other public amenities, together with the establishment of pedestrian sidewalks, bicycle paths, and walking trails to enhance the visibility, attractiveness and enjoyment of the Town Center by helping to minimize traffic volume, improve traffic circulation and enhance the accessibility to municipal, educational, recreational, residential, commercial, cultural and historical sites.
4. The Town should continue to create an open space network (greenway) to link Hebron Center and Transitional Areas to adjacent areas. This will create an extended greenway corridor as identified in Map No.16: "Future Open Space", contained in Section 2.K, "The Open Space Plan" of this document.
5. The State of Connecticut's Plan of Conservation and Development should be considered in planning future development within the Transitional Area.

Action Items:

1. Take measures to ensure an adequate, sustainable supply of water is available in Transitional Areas and ensure that any new water supply wells are adequately protected with open space or other protective buffers.
2. Consider, in consultation with the Water Pollution Control Authority (WPCA), the possible extension of the Sewer Service District (SSD) to serve additional portions of the Transitional Areas where appropriate.
3. Promote the installation of Electric Vehicle (EV) charging stations as part of new development in the district where practical.

VI. Neighborhood Convenience District

The Neighborhood Convenience District was established to allow low intensity business and service uses for the surrounding residential neighborhood. The purpose of this District is to permit the purchase of certain convenience items without requiring trips to the more congested Route 66 Main Street District or to shopping areas in surrounding towns.

The existing Neighborhood Convenience District is located on Church Street just north of its intersection with Old Colchester Road. It is generally located in the Town's sewer service district. The size of the existing Neighborhood Convenience District is 18.67 acres with 12.06 acres on the east side of Church Street, and 6.61 acres on the west side of the street.

The developed portion of this District is located on the east side of Church Street and includes a variety of neighborhood commercial and service uses. The remainder of the district lies on the opposite side of Church Street and is currently vacant. This portion of the district has gentle grades; however significant wetlands separate the front portion of the property from the rear acres.

As a neighborhood shopping district, there is great value in this area being connected to the surrounding residential neighborhood in a way that pedestrians can feel safe in walking to and from the services that this district provides. A major accomplishment since the 2014 Plan, and an implementation of one of the major objectives of this section of that Plan, the Church Street sidewalk project was completed, connecting Hebron Center to the Neighborhood Convenience District. This sidewalk system also connects surrounding residential neighborhoods within this District as well as the new parking lot in the Raymond Brook Preserve. This sidewalk system promotes pedestrian safety as well as economic activity in this District. A long-range plan to provide a pedestrian connection from the Church Street sidewalks to the Air Line Trail should be actively pursued. This would greatly add to the vitality of the Neighborhood Commercial District.

Accomplishments

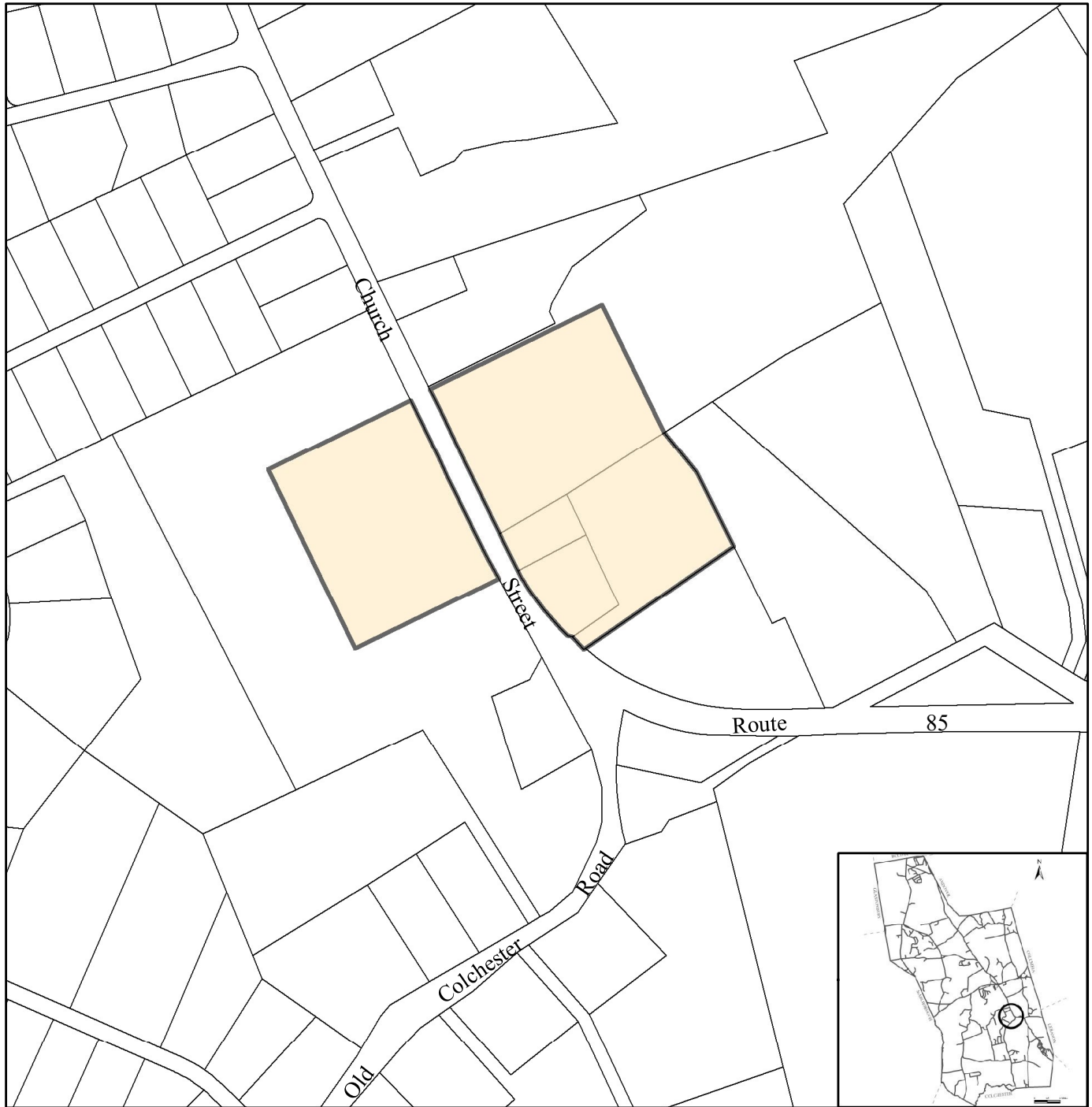
Since the adoption of the 2014 Plan of Conservation and Development, the following accomplishments have occurred affecting the Neighborhood Convenience District:

1. 2014 amendments to Zoning Regulations for the Neighborhood Convenience District included an expansion of allowable uses and improved development standards to increase the economic viability of the district while ensuring better compatibility with surrounding residential areas.

Map No. 23

**NEIGHBORHOOD
CONVENIENCE DISTRICT**

2024 Hebron Plan of Conservation and Development
Hebron, Connecticut



0 250 500 Feet

Source: Digitized Hebron Assessors Map, 2020; Town of Hebron Zoning Map, 2017

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2. 2015 amendment to the Zoning Regulations added a Mixed Use Overlay District (MUOD) to a portion of the district to permit possible mixed-use and residential development.
3. In 2016, Planning Department staff conducted a detailed history of the origins and the boundaries of the Neighborhood Convenience District and reported it to the Planning and Zoning Commission. The Commission concluded at the time that the present boundaries should remain as they are.
4. The Town applied for and in 2017 was awarded a Local Transportation Capital improvement Program (LOTICIP) grant for the construction of the Church Street sidewalk project which terminated within the Neighborhood Convenience District. Town Capital Improvement Program (CIP) funds supported the design. Construction was completed in 2020.
5. In concert with the Church Street sidewalk project, the owners of the Paradise Towne Shoppes, the largest development in this District, completed a comprehensive redevelopment of the site including major building and site improvements greatly enhancing its character and compatibility with the surrounding area.

Goals, Policies, and Action Items

Goal A: Continue to provide a limited range of goods and services, such as convenience grocery stores, and small-scale restaurants to the surrounding neighborhood while being a “good neighbor” to nearby residents.

Policies:

1. Continue to encourage the types of businesses, and site standards, to permit those that fit the definition of a “good neighbor” including the following:
 - Business hours generally limited to daylight hours;
 - Minimal outside noise;
 - Light traffic volume;
 - Lighting designed to limit “light pollution” to the surrounding residences;
 - No objectionable odors; and,
 - Sufficient landscape screening to adjoining properties.
2. The boundary of the District and its commercial uses should be well-buffered from surrounding residential uses.
3. Continue to plan for a pedestrian connection from the Church Street sidewalks to the Air Line Trail.
4. Promote the use of the established MUOD to encourage additional housing opportunities that will also increase the economic viability of the Neighborhood Convenience District.

Action Item:

1. Promote the installation of electric Vehicle (EV) charging stations as part of any mixed-use development in this District.

VII. Commercial/Technology District

The Commercial / Technology (C/T) District is located near the junction of Old Hartford Road and Jones Street, with frontage along the north side of Old Hartford Road. The Air Line Trail, an abandoned railroad right-of-way now used as a hiking and biking trail, is located along the north side of the District. The land in the C/T District totals 83 acres contained in 5 parcels of land. Approximately 50 of these acres are potentially developable.

This zone was originally designated in 1977 when the conventional wisdom was to place industrial zones at exits along major limited-access highways. The Hebron Economic Development Commission made development of this zone a priority in the 1980s. Hebron partnered with Colchester in the 1990s to jointly develop an industrial park, which was eligible for 75% reimbursement by the State of Connecticut at the time. Efforts to change the “Rural Conservation” designation in the Regional Plan of Conservation and Development assigned to this area via a legislative committee were unsuccessful, after meeting with strong resistance. Attempts to secure permission to permit vehicular access over the State-owned Air Line Trail railroad right-of-way were also unsuccessful.

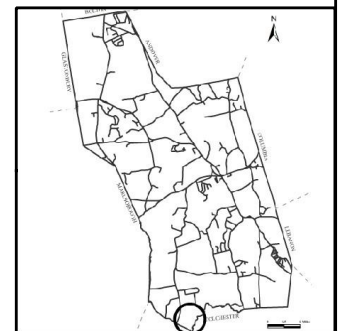
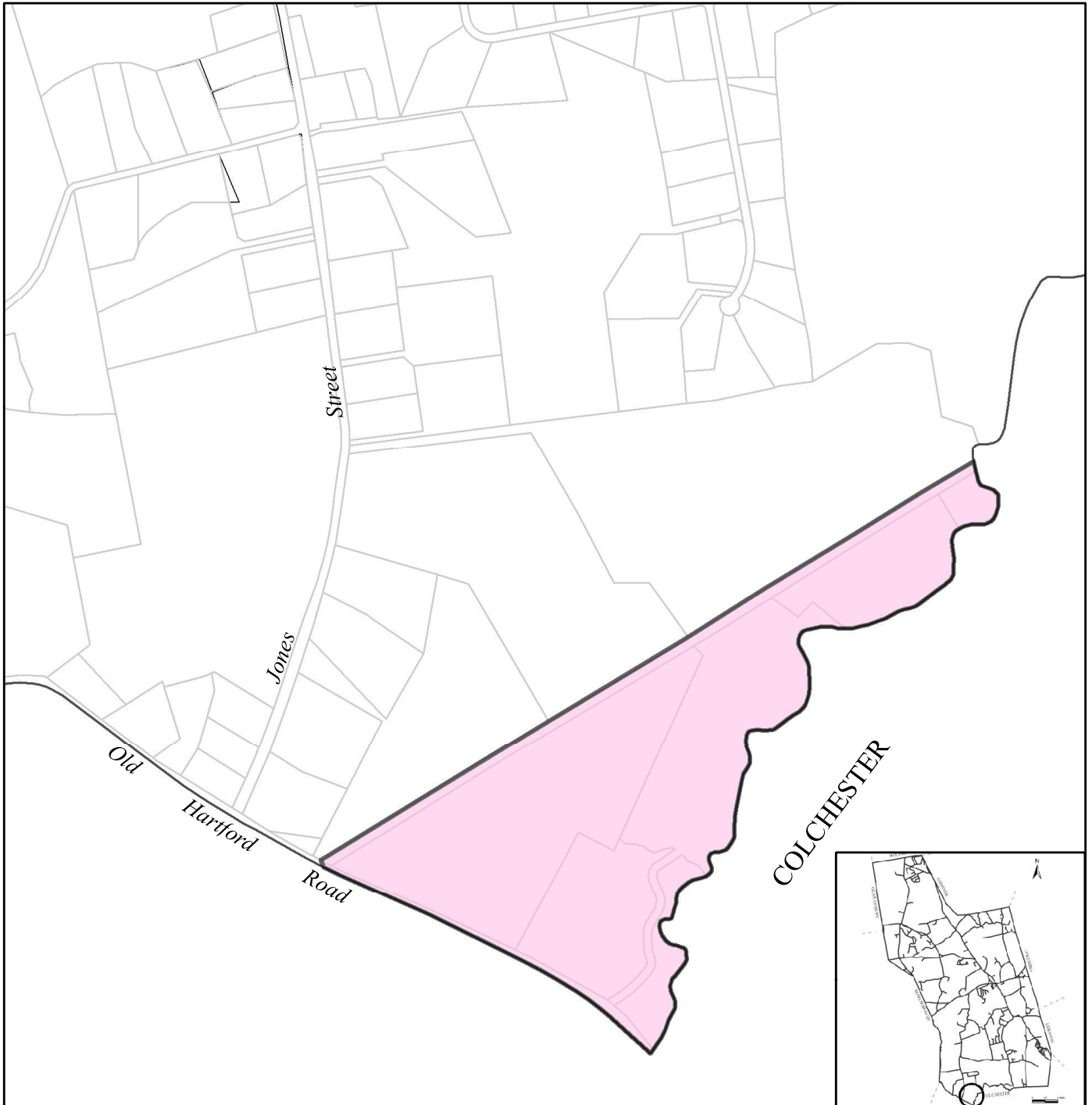
Recognition of the area’s environmental sensitivity, and a reevaluation of the proper land uses for this area, were the main reasons for the rezoning of substantial portions of the original District to residential.

The C/T zoned parcels generally have moderate slopes throughout, with somewhat steeper slopes along the Jeremy River near the eastern boundary of the District. The soils along the western edge are primarily wetland soils, while the soils to the east are mostly suitable for development. The Jeremy River forms the eastern boundary, and Senate Brook, a tributary to the Jeremy River, cuts through the Commercial / Technology District. This area is regarded as highly environmentally sensitive by the State, due to its drainage into the Jeremy River, which then flows into the Salmon River, which has high preservation value. An extensive Conservation Easement exists along the west boundary of the District to buffer the Air Line Trail from any future development. Given these environmental restrictions this area is very low priority for any economic development funding by the State. That being said, there are developable portions of the district generally on the eastern portions. No development activity occurred in this District since the 2014 Plan. However, as part of the 2018 revisions to the Zoning Regulations, the District name was changed from the Commercial / Industrial District to the Commercial / Technology District acknowledging that there is less potential in this area for typical “industrial” development.

Map No. 24

COMMERCIAL
TECHNOLOGY DISTRICT

2024 Hebron Plan of Conservation and Development
Hebron, Connecticut



0 0.125 0.25 Miles

Source: Digitized Hebron Assessors Map, 2020; Town of Hebron Zoning Map, 2017

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Goals, Policies, and Action Items

Goal A: Continue to encourage appropriate and limited commercial or industrial development for the present C/T District parcels having frontage on Old Hartford Road.

Policies:

1. Continue to review land use regulations in the District to encourage appropriate economic development of these parcels while protecting surrounding natural resources.
2. Any land remaining in the C/T District should be developed with sufficient safeguards to protect the surrounding natural features and resources.

Action Items:

1. Consider the permanent preservation of the Skungamaug Fish and Game Club and other properties along the Jeremy River consistent with the recreational use of the Air Line Trail and environmental value of the river system.
2. Promote the installation of Electric Vehicle (EV) charging stations as part of any new development where practical.

VIII. Amston Village District

The Amston Village District extends along both sides of Church Street (Connecticut Route 85) south from the North Pond Road intersection to just south of Lake Road, and consists of a mix of business, industrial, and residential uses on approximately 49 acres of land across 33 parcels. Only four parcels (13 acres) within the Amston Village District are vacant, and three parcels contain vacant buildings.



This District boasts a rich history centered on former businesses and industries in what was once called Turnerville. In the 1850s and 1860s, Phineas Turner, originally of North Coventry, began purchasing land around North Pond (now Amston Lake). Recognizing the potential for water-powered manufacturing on these sites, he acquired sizable acreage, including a mill owned by the Hendee Company, around the lake and downstream to what is now Church Street. By 1888, Turner had expanded production at the mill and was drawing water from Amston Lake ten hours a day to manufacture ribbon and fringe at what was now three separate mills. Before the mills closed in 1907, they employed one hundred and twenty people.

The success of Turner's businesses led to the establishment of a prosperous village with mills, boarding houses, a store, and a schoolhouse. With these, Hebron became known as an important manufacturing town.

Charles Ams later purchased Turner's mills. He tried numerous industrial ventures including luxury automobile production, the manufacture of form moldings, and a distillery. Over the years, the district's rich history has left a pattern of mixed land uses - industrial, business, and residential – which are still allowed in the Amston Village District.

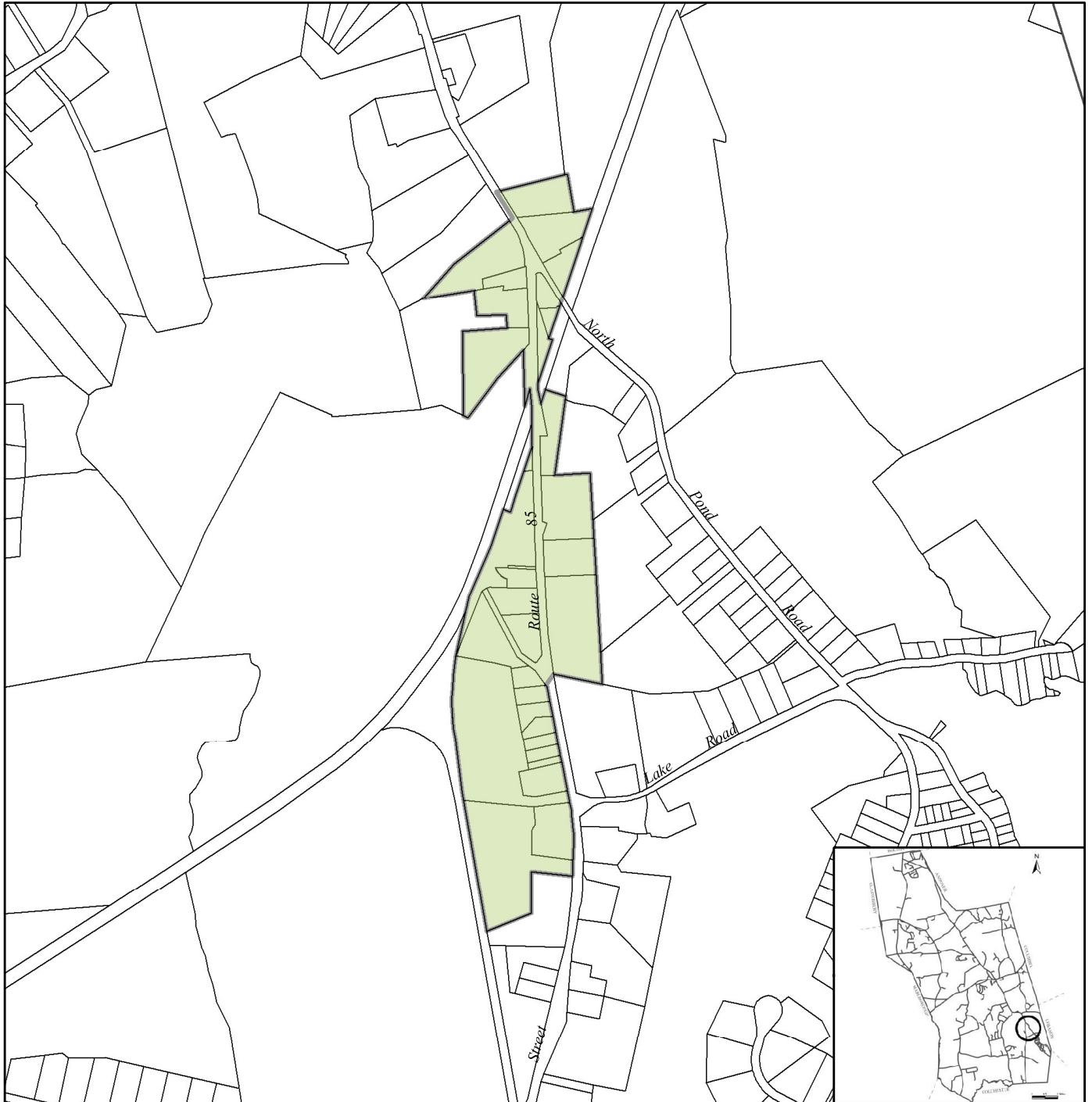
Today, much of the Amston Village District is in a flood plain and the entire District is within the Groundwater Protection Overlay (GPO) District, an overlay zone established in Hebron's Zoning Regulations to protect the sizable underlying aquifer and its groundwater. An aquifer - and particularly this aquifer - is a high water-yielding subsurface condition that has the potential to be a significant water supply source for the Town in the future.

In determining future uses in this area, these significant qualities of the land must be considered and renewed efforts must be made to identify and remediate any sites which may have become contaminated as a result of its prior industrial use.

Map No. 25

AMSTON VILLAGE DISTRICT

2024 Hebron Plan of Conservation and Development
Hebron, Connecticut



0 0.125 0.25 Miles

Source: Digitized Hebron Assessors Map, 2020; Town of Hebron Zoning Map, 2017

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Accomplishments

Since the adoption of the 2014 Plan, several activities and accomplishments have taken place in the Amston Village District:

1. In February of 2015, a Making Places Grant was submitted by the Town and approved by the Connecticut Trust for Historic Preservation for the Turshen Mill, located at 459 Church Street. This funded several studies to encourage redevelopment of this historic building, including research and a nomination to the National and State Registers of Historic Places; a building-conditions analysis including structural, mechanical, electrical, plumbing, architectural, and hazardous building materials testing; a Phase I Environmental Site Assessment (ESA); and a pro-forma of development scenarios.
2. In July of 2015, an application was approved by the Capitol Region Council of Governments (CRCOG) for a Phase II/III ESA of the Turshen Mill site.
3. In May of 2015, a Mixed-Use Overlay District (MUOD) was approved for a portion of the Amston Village zone.
4. In January of 2016, the Town applied for Small Town Economic Assistance Program (STEAP) grant to extend public water into Amston Village as a way to encourage economic development; however, the application was not approved.
5. In June 2021, the Town was notified by the Department of Economic and Community Development (DECD) of approval of a grant under the Municipal Brownfield Grant Program for remediation of the Turshen Mill site.
6. In June of 2021, the Town was notified by DECD of conditional approval of a grant under the Municipal Brownfield Grant Program for remediation of the Town-owned 501 Church Street.

This District has seen little reinvestment or economic activity. Several vacant buildings exist, some in disrepair, which serves as a disincentive to development in the area. The Town should take positive steps to provide public infrastructure improvements, as needed, and to be creative in finding ways to encourage private investment.

Goals, Policies, and Action Items

Goal A: Preserve the ecological integrity of the Amston Village District area while recognizing the present and long-standing mixed-use pattern of development. Actively pursue cooperative public and private efforts focused on the revitalization of the District through a variety of mechanisms.

Policies:

1. Encourage new businesses that are ecologically sensitive, and which will blend aesthetically and functionally with the existing residential and business community as well as the Air Line Trail.

2. Enhance the existing and future business sites within the Amston Village District by careful control and upgrade of signage, lighting, landscaping, and parking areas.
3. Ensure the preservation of the water quality in the underlying aquifer particularly by careful maintenance, use, and storage of any chemical or hazardous material.

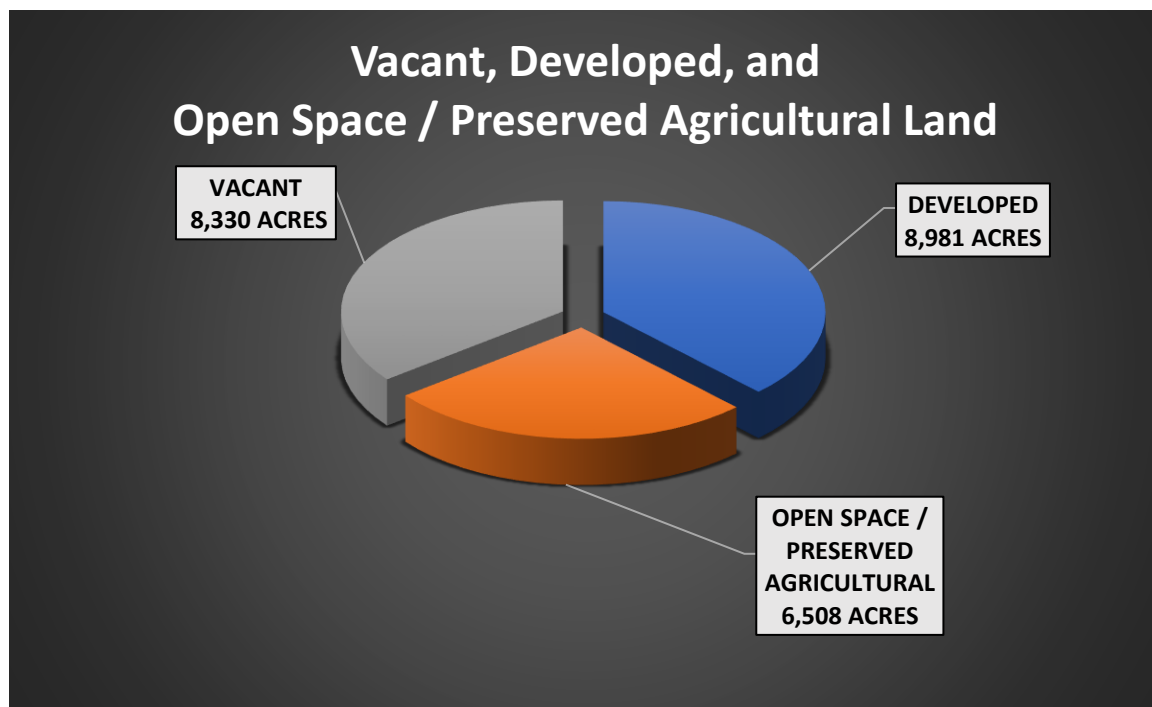
Action Items:

1. The Town should consider, through the capital improvements program, funding to enhance public spaces (such as streetscapes) to encourage other private improvement efforts.
2. The Town should continue to work with DEEP and DECD to successfully clean up brownfield sites in order to improve the aesthetic appearance and viability of sites and attract new businesses to this area.
3. The Town should develop a specific Amston Village Action Plan that identifies the strengths and opportunities in this District and sets forth needed public and private steps to bring reinvestment and redevelopment to this area.
4. The Town should work with appropriate entities and encourage the extension of public water supply within the district to support appropriate development.
5. Capitalize on the Amston Village District's Air Line Trail recreational asset by continuing Hebron's involvement in the "Twelve-Town Air Line Trail State Park Master Plan" initiative which seeks to promote the region and the Town as an ecotourism draw.
6. Promote the installation of Electric Vehicle (EV) charging stations as part of any new mixed-use development in the district.

C. Residential Development

I. Residential Land Analysis

This section of the Plan uses the land use and vacant land data established in the Community Profile section of this Plan and presents an examination of vacant residential land in Hebron. The analysis will include calculations indicating which portions of this vacant land are buildable and which areas contain environmental and other constraints to development. The analysis will also include a carrying capacity for future residential development in Town. The chart below shows a land use summary of Hebron.



The land use data in the above chart is taken from the more detailed land use data contained in the Community Profile section of this Plan. In the above chart, “Developed Land” means all land committed to a permanent land use (homes, businesses, roads, etc.), “Public Open Space” means land permanently committed to open space (Town and State owned open space, agricultural land where development rights have been sold, etc.), and “Vacant Land” means any land not yet developed which may potentially be developed with a higher intensity use (vacant land, unprotected agricultural land, privately owned open space, etc.).

The above chart identifies all the land in Hebron, regardless of the zoning districts. For the following Residential Land Analysis calculations, focus will be on residentially zoned land only.

How Much of Our Town is Zoned Residential?

- **98% of the Town is residentially zoned.**

Of the approximately 24,000 acres of land that make up Hebron, approximately 23,600 acres are zoned for residential development, approximately 98% of the Town. This includes both developed and undeveloped residentially zoned land. Of the developed residentially zoned land, this includes single family subdivisions, other parcels developed as house lots, other uses found in residential zones such as churches, schools, etc., and open space owned by the Town and the State. The vacant residentially zoned land consists of farms, forests, open meadows, and non-permanent open space (golf courses, etc.).

How Much of Our Residential Land is Developed / Committed?

- **65% of the residentially zoned land in Hebron is developed or committed to permanent open space.**

Of these 23,600 acres of residentially zoned land in Hebron, about 7,822 acres are developed with housing, approximately 253 acres are developed with “institutions” (schools, fire stations, and other public facilities), 5,390 acres of residential land is public open space, and about 1,118 acres is privately owned agricultural land but permanently preserved due to the State of Connecticut’s acquisition of its development rights. Along with the roadways that serve these properties, about 15,363 acres of these 23,600 residentially zoned acres are considered developed or permanently committed to open space or permanently preserved agricultural land. This represents about 65% of the residentially zoned land in Hebron.

How Much of Our Residential Land is Still Vacant?

- **35% of residentially zoned land in Hebron is vacant.**

With 15,363 acres, or 65% of the Town’s residentially zoned land being developed or committed to permanent open space, approximately 8,237 acres or about 35% of the residentially zoned land in town is vacant.

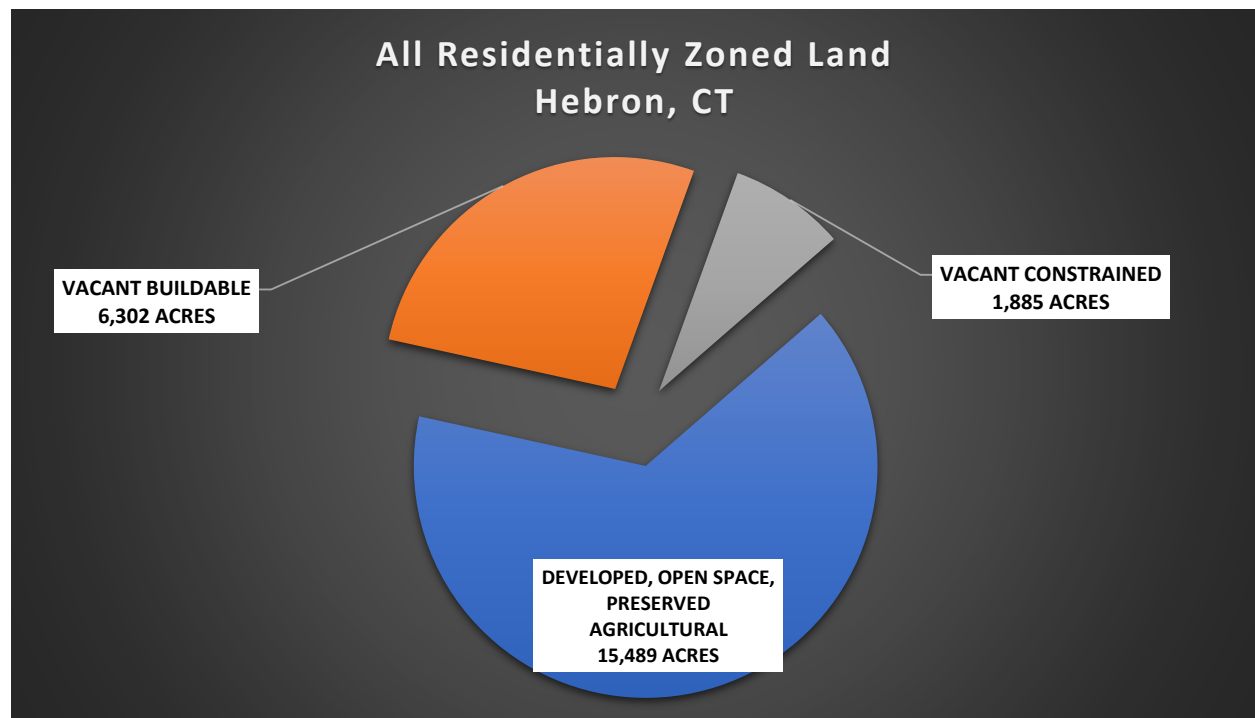
How much of this Vacant Residential Land is Buildable?

- **Approximately 77% of the remaining vacant land is considered buildable.**

The "Conditions Affecting Future Residential Development" (Map No.26) is a composite of other maps contained in the Plan. This map shows in one color all land that has been developed or permanently committed to a particular land use. The map also shows all parcels which are vacant. The map further shows what general areas of presently vacant lands are “constrained”

by a significant natural resource that will limit the development of that parcel. These “constraints” are steep slopes, wetlands, and flood plains.

Of the approximately 8,237 acres of residential zoned land vacant as of February 2024, approximately 6,302 acres (77%) are considered buildable, and 1,885 acres (23%) have constraints to development. Constraints are flood plain soils, wetland soils, and soils with steep slopes of over 15%.



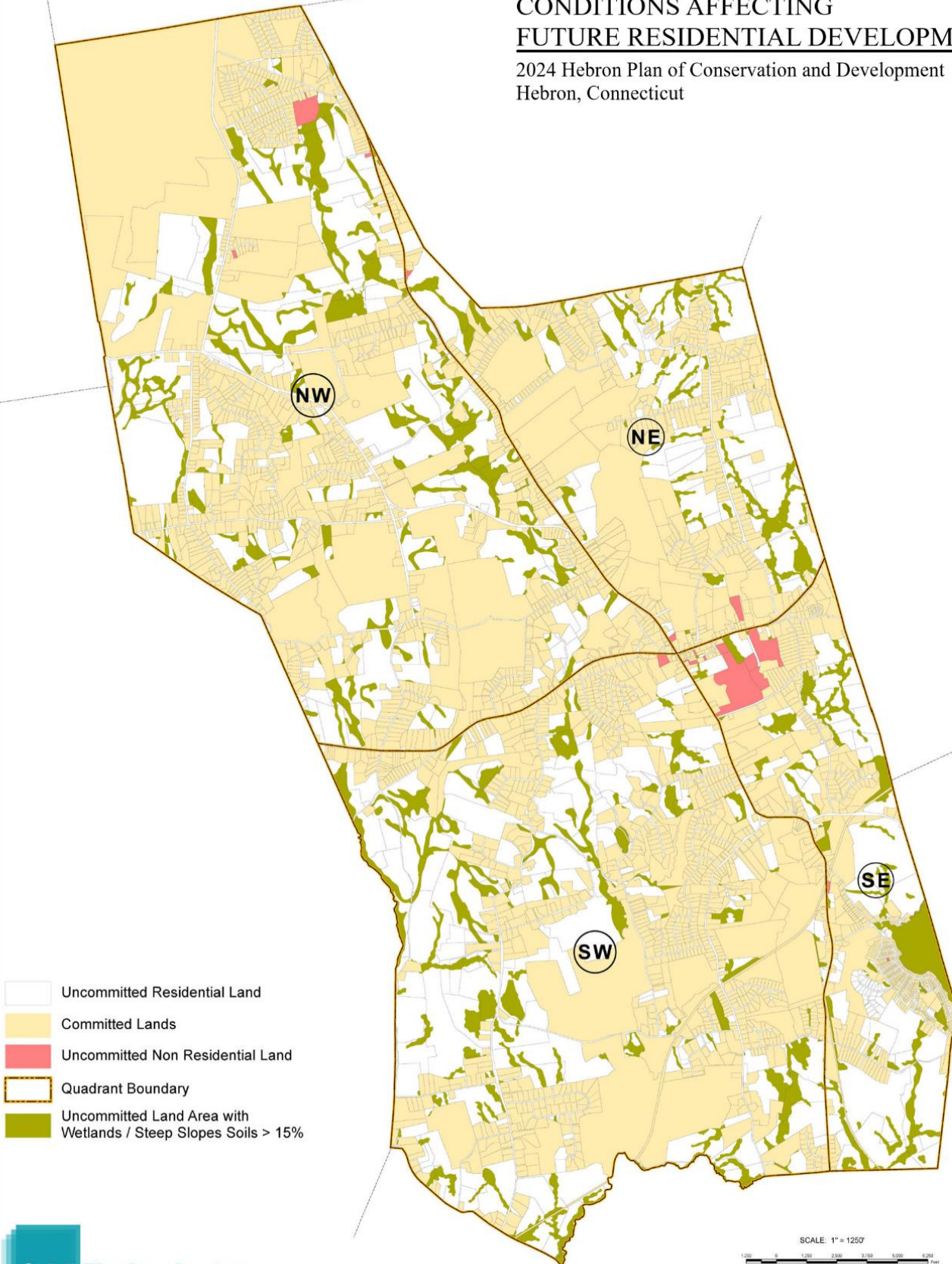
Where is this Vacant Land Located?

- **Approximately half the remaining vacant land is located north of Connecticut Route 66 and half is located south of Route 66.**

For the purpose of evaluating the vacant land in Town, the "Conditions Affecting Future Residential Development" map divides Hebron into four quadrants, generally defined by Routes 66 and 85. A summary of residential vacant land is shown in the subsequent table.

Map No. 26
**CONDITIONS AFFECTING
 FUTURE RESIDENTIAL DEVELOPMENT**

2024 Hebron Plan of Conservation and Development
 Hebron, Connecticut



NOTES

THIS MAP IS BASED ON THE TOWN OF HEBRON, CONNECTICUT.
 IT IS INTENDED FOR REFERENCE AND PLANNING PURPOSES ONLY.
 PROPERTY LINES CURRENT TO JANUARY 1, 2023.

Vacant Residentially Zoned Land Hebron, CT				
Quadrant		Total Vacant Residential Acres	Vacant but Constrained Residential Acres	Vacant Buildable Residential Acres
NW		2,706	649	2,057
NE		1,096	230	866
SW		3,155	662	2,493
SE		1,230	344	886
Total		8,187	1,885	6,302

The above chart shows that of the remaining vacant land in Hebron, 46% is located north of Route 66 and 54% is located south. This is symbolic of the development history of Hebron, which did not concentrate its growth around any central point or town center. Hebron's development history has been one of an agricultural community that has gradually experienced residential development in a dispersed fashion throughout town. What this means for the future is that growth, and the impacts of that growth, will not likely be concentrated in any one neighborhood. More than any other factor, the location of future growth will be determined by the availability of developable land.

Vacant Land Analysis

It is important to know how much land in the community is presently vacant, how much vacant land is buildable, and how much vacant land contains features that present obstacles to development.

An analysis of vacant land and its natural features highlights the amount of vacant land area that contains fragile areas worthy of protection. Much of our land use regulations (wetland regulations, floodplain regulations, and buildable land area regulations) have been established to protect certain natural features, and to encourage development that is respectful of existing landforms. Also, an understanding of the remaining vacant land is important in arriving at an estimate of potential future housing and population growth in the community.

Analysis of Buildable and Constrained Vacant Residentially Zoned Land Hebron, CT					
Quadrant		Vacant but Constrained Residential Acres	Percent	Vacant Buildable Residential Acres	Percent
NW		649	24%	2057	76%
NE		230	21%	866	79%
SW		662	21%	2493	79%
SE		344	28%	886	72%
Total		1,885	23%	6,302	77%

The above table shows that no one section of Hebron is significantly more encumbered by unbuildable land than another. The percentage of buildable land in each quadrant ranges from 72% to 79% of the total vacant residentially zoned land. The percentage of constrained land in each quadrant ranges from 21% to 28% of the total vacant residentially zoned land.

The term “buildable” is meant to describe land that is free of wetlands, floodplains, or steep slopes, while the term “constrained” is meant to describe land containing any of these features. The purpose of this analysis is only to describe how much remaining vacant residential land contains limitations to development.

Other Residential Development Potential

Since the last Plan of Conservation and Development was adopted in 2014, the Planning and Zoning Commission has taken significant steps in increasing the potential for mixed-use development at higher densities in the business districts. The adoption of the Mixed Use Overlay District (MUOD) allows property owners to consider mixed-use development proposals incorporating multi-family units in what were previously considered exclusively business districts. While Hebron land use is primarily single-family oriented, the adoption of zoning techniques such as the MUOD allows for a diversification of the housing stock, particularly in areas near the business districts in town.

The following are the number of acres now classified under the MUOD district:

- Main Street District: 33 acres
- Hebron Green District: 38 acres
- Neighborhood Convenience District: 6 acres
- Amston Village District: 3 acres

While it is unlikely that all, or even a majority, of these acres would be developed in a mixed-use fashion containing multi-family units, these 80 acres need to be taken into consideration in projecting potential future numbers of dwelling units possible in Hebron. This will be considered in Section 3. C. III, Potential Housing and Population Growth.

II. Plan for Residential Growth

Residential development goals and policies are established to guide future residential growth within the Town's vacant land. These policies will serve as a basis for the Town land use regulations which serve to carry out these policies.

The establishment of clear goals and policies to guide future residential development is important. These goals and policies will help to preserve the character of the Town as future growth occurs and will see that future residential growth best serves the needs of town residents.

Accomplishments

Since the adoption of the 2014 Plan, there have been several accomplishments in meeting the goals and policies outlined therein:

1. The Planning and Zoning Commission created and approved the new Mixed Use Overlay District in 2015 which allowed and promoted multi-family development in a mixed-use setting.
2. In 2016, the Planning and Zoning Commission adopted an amendment to the Zoning Regulations to permit high density assisted living developments.
3. In 2017, the Town purchased the Rifkin property, adjacent to the Stonecroft senior housing site, for the purpose of constructing multi-family housing for the Town's growing senior population.
4. An amendment to the Zoning Regulations in 2018 was adopted to permit high density senior housing in the Hebron Green District as well as residential districts.
5. As part of the comprehensive update to the Hebron Zoning Regulations conducted in 2018, the Conservation Subdivision process was established as the preferable residential subdivision technique.
6. In 2022, the Town adopted the 2022-27 Plan for Housing Choices, the first affordable housing plan for Hebron.

Goals, Policies, and Action Items

Goal A: Provide for residential growth, which is varied, safe, and attractive, which meets the needs of future town residents, and which protects the town's significant natural features.

Policies:

1. Allow residential densities that are based on the natural limitations and opportunities offered by topographic and soil conditions, proximity to roads, and the economic provisions of public services.
2. Encourage attractive residential neighborhood design that relates to the land's natural and cultural features.
3. Broaden the range of housing types so that a full cross section of the population can be served.
4. Establish regulations and policies that encourage a sufficient supply of safe and affordable housing for all income groups.
5. Encourage clustering of residential developments where clustering will preserve natural and or cultural features that give Hebron its special character.
6. Encourage innovative design of residential developments by establishing flexible land use regulations.
7. Encourage the use of the Mixed Use Overlay Districts (MUOD) as a technique to construct mixed-use developments with the potential for more varied and affordable housing.

Action Items:

1. Consider incentivizing “sustainable built” housing units per Public Act 21-29.
2. Study the appropriate boundaries and the regulation language of the MUODs. Determine the pros and cons of expanding the boundaries and review the regulation to explore the practicalities and economics of how affordable housing and mixed-use development can best work. Engage the local business and development community in this discussion.

III. Potential Housing and Population Growth

After looking at past housing and population projections, this section looks at the potential for future housing and population growth in Hebron. It takes into account the vacant land analysis discussed previously, then it applies the established residential development policies, and finally extends its past trends of growth in housing and population.

What were the Past Population Projections for Hebron?

- In 1987 the estimate was that our population could one day grow to 36,000 people.
- In 2004 the capacity population was projected at 20,689 people.
- In the 2014 Plan, the capacity population was projected to be 17,459 people.

Previous Plans of Conservation and Development contained projections for housing units and population growth. It is helpful as a planning tool, and important from a planning history standpoint, to continue to document those past projections and to compare them to present day projections.

1987 Plan of Development: In 1987, RPPW, Inc., a planning consulting firm hired to assist the Commission in preparing an update of the Plan, produced a Vacant Land Analysis / Ultimate Population Potential. This analysis concluded that as of 1987, an additional capacity existed for over 9,000 additional dwelling units. They estimated that this could result in a total capacity population in Hebron of 36,000 people.

2004 and 2014 Plans of Conservation and Development: In the most recent Plans, it was concluded that some housing unit and population forecast assumptions within the 1987 methodology were too aggressive. It was discovered that the development that was occurring in town was at a density 45% lower than predicted by RPPW, Inc.

A different methodology was employed in these Plans. The projection for future housing and population growth was based on applying the average densities of residential developments actually approved during previous years. It then applied these densities to the existing vacant land inventory. These densities are significantly lower than those used in the 1987 methodology. The reasons for this are many: since 1987 there has been a more aggressive open space requirement in residential subdivisions; more stringent wetlands regulations have been implemented; finally, there have been improved public health code requirements. These conditions still exist.

How Many More Dwelling Units Can Be Built in Town?

- The build-out analysis in this 2024 Plan shows that there could be an additional 2,601 dwelling units built.

The 2024 POCD utilizes a methodology similar to the previous two plans in its build-out analysis. One exception is a new category to account for potential future multi-family residential units within the Mixed Use Overlay Districts (MUOD). These are districts which permit mixed-use developments in four different business districts. There are some assumptions that are necessary to project the potential number of units that are likely to be created in these districts and are explained in the notes below the table.

Potential Additional Dwelling Units

Within Vacant Residentially Zoned Land by Quadrant

Area	NW	NE (SSD)	NE	SW (SSD)	SW	SE (SSD)	SE	AL	Total
Vacant Acreage "X"	2706	19	1077	23	3132	109	1121	Note #1	
Projected Density	X	X	X	X	X	X	X		
	0.25 (R1)	2.5	0.25 (R1)	2.5	0.20 (R2)	2.5	0.25 (R1)		
Potential Dwelling Units	677	48	269	58	626	273	280	30	2,261

Note #1: Based on one potential house for each 10,000 s.f. of lots of record.

Note #2: Sewer Service Districts (SSD) have the potential for higher density.

Potential Additional Dwelling Units

Within Mixed-Use Districts

Area	Village Square	MUOD (MS, HG, NC, AV Districts)	Total
Projected Density	Note #1	80 MUOD acres X 50% X 6 units/acre	
Potential Dwelling Units	100	240	340

Note #1: Based on Approved Master Concept Plan

Note #2: For the purpose of this Plan, it is assumed that 50% of the available MUOD areas will ultimately be used for mixed-use developments at an average of 6 units / acre.

The preceding table shows a summary of this methodology. This concludes that there is a potential for an additional 2,261 dwelling units on the 8,187 uncommitted residential acres existing as of February 2024. In addition, there is the potential for 340 additional units in business districts where mixed-use developments are permitted. This future growth of 2,601 new dwelling units, combined with the number of housing units as of the 2020 Census (3,618), plus the number of new housing units approved between the 2020 Census date and the end of 2023 (48), would result in a total dwelling unit potential of 6,267 dwelling units at capacity.

It should be noted that these projections are based on numerous factors and assumptions. Changes can occur to these factors that will dramatically alter these calculations. Changes may occur to local or state regulations or public policies. Unforeseen changes may occur within the marketplace itself. Because of this, this calculation should be constantly revisited. It should also be understood that these are hypothetical buildout calculations. They are not the likely capacity. Any event that changes a maximum development for any parcel (e.g., a purchase of land for open space, use of land for an institutional rather than a residential use, etc.) will reduce these numbers.

It should be noted that this methodology considers privately owned open space (e.g., golf courses) as vacant, and potentially developable. Although development of these lands is possible, it is less likely than other vacant lands. Therefore, these estimates can be assumed to be conservative estimates resulting in estimates on the very high side of potential future forecasts.

How Large Could Hebron's Population Grow?

- **The projection in this Plan shows that there could be a maximum capacity population in Hebron of 15,040.**

Capacity Population Projections

This method relies on the ultimate dwelling unit capacity previously discussed. As with any such projection and method, there are certain inherent assumptions that are necessary which could alter the results. Because there are assumptions and constantly changing conditions, these projections should be re-evaluated periodically.

For the purpose of this projection, the above-noted methodology for forecasting potential future dwelling unit growth will be used as a basis for capacity population projections. And the previous calculations resulted in a potential maximum of 6,267 dwelling units.

Due to normal vacancies that occur in the marketplace, a certain vacancy rate has to be assumed for the total number of housing units. The most recent U.S. Census indicated a vacancy rate of approximately 4%, which is a common vacancy rate in a suburban setting. Therefore, 6,267 total dwelling units would yield approximately 6,016 households in Hebron.

The Community Profile section of the Plan included information on the changing persons-per-

household statistic. As noted, this is a dynamic factor that has changed dramatically over the past 50 years. The 2020 Census determined that Hebron had an average of 2.5 persons per household. While this average may change in the future, the most recent demographic data shows that this rate is stabilizing and not expected to change as dramatically as what has occurred in the past. For the purpose of projecting a capacity population figure, this Plan will use this average.

Based on the estimated 6,016 households, with an average person-per-household figure of 2.5, the capacity population figure we can use for planning purposes is 15,040, if all land currently available and zoned is developed at current person-per-household levels.

As noted earlier in the projections for future dwelling units, these figures may be dramatically altered with changes to public policies such as future open space purchases by the Town or state, changes to zoning or subdivision regulations and changes to other land development regulations or changes in the marketplace itself. This underscores the need to constantly re-visit this analysis.

What Will Hebron's Population be in the Next 10 to 20 Years?

- **The short-to-mid range population projections by the State of Connecticut Data Center show an estimated population in Hebron of:**
 - **8,484 people in 2030; and,**
 - **7,887 people in 2040.**

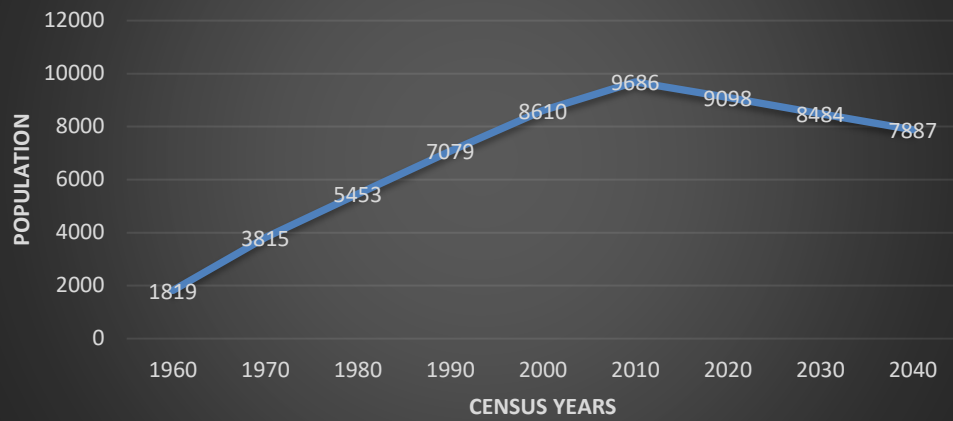
Short-To-Mid-Range Population Projection

For most planning purposes, a short to mid-range population projection is useful. Beyond a 10-to-20-year planning period, so many factors may change that projections beyond that period are of questionable value.

The next table shows the historic population growth for Hebron from US Census data from 1960 to 2020. In addition, it includes population projections for 2030 and 2040 from the State of Connecticut Data Center. These projections are created for all Connecticut towns, counties, and the State itself, and are based on multiple data sources, including state and locally derived fertility rates. What these projections show is a leveling out of the Town's population growth, which we began to see in the 2020 US Census results.

It is important to keep in mind that these projections are based on current trends including slower single-family residential growth than in past decades, lower birthrates, and a generally aging population. These trends could change as they have done in the past, so such projections should be revisited often. For instance, an increased interest in multi-family housing, and recently adopted zoning techniques, such as the Mixed Use Overlay District, could result in higher density developments affecting these population projections.

Historic Population Growth and State of CT Data Center Projections



IV. Housing Diversity

The Town encourages a wide range of housing types to serve all of Hebron's population. Diversity of housing is important to serve all of a town's population, including those in various age groups, at various periods of their career path, and at various income levels. Housing diversity also provides choices for the Town's residents who may prefer different options as their lifestyles change or as age and circumstances might suggest different housing styles. Housing patterns that are clustered and are in higher densities also tend to reinforce the concept of a more viable Town Center and can serve as transitional land uses between higher density commercial areas and outlying single family uses.

In 2022, the Town adopted the 2022-27 Plan for Housing Choices for the Town of Hebron. This effort was in response to Section 8-30j of the Connecticut General Statutes which requires that each municipality prepare and adopt an affordable housing plan and update it at least once every five years thereafter. While Hebron has studied housing issues previously (such as the 2012 Incentive Housing Zone study and the 2014 and prior Plans of Conservation and Development), this was the first affordable housing plan for Hebron.

The Plan for Housing Choices includes detailed documentation of the current housing stock in Hebron and the issue of housing affordability, including the fact that the current housing market does not well serve the housing needs of all segments of people seeking housing in Hebron. The study contains a specific list of strategies to address Hebron's housing needs; a summary of its findings is included in the introduction to the Development Plans & Policies portion of the Plan (Section 3.A. Introduction).

The 2022-27 Plan for Housing Choices for the Town of Hebron was endorsed by the Planning and Zoning Commission in 2022 and is further endorsed by this Plan of Conservation and Development. The land use commissions will need to review the recommendations of the Plan to determine ways to begin implementing regulations and procedures that could permit a better variety of housing choices.

The Plan for Housing Choices is consistent with past housing studies and policies of previous Plans of Conservation and Development, such as encouraging an increased density of uses, including a mix of housing and businesses in and around the Town Center. This concept would fulfill multiple purposes: it would permit alternative housing for those who prefer small housing units nearer to shopping and services; it would provide more affordable housing choices; and a more dense and mixed-use approach would reinforce the concept of a vibrant Town Center and would serve to bring more customers to Town Center businesses.

Accomplishments

Since the adoption of the 2014 Plan, the following specific actions have occurred to implement the policies contained in this section of that Plan:

1. A 2015 amendment to the Hebron Zoning Regulations adopted the Mixed Use Overlay District permitting multifamily dwellings in mixed use developments.
2. The Planning and Zoning Commission approved a Zoning Regulation amendment in 2016 to permit high density assisted living developments.
3. As part of the 2018 update to the Hebron Zoning Regulations, higher density senior housing was permitted as a use in the Hebron Green District.
4. The 2018 Zoning Regulations update modified the accessory apartment regulations (a process to permit smaller living units within single-family residences or in a separate building on single-family properties) to allow them by-right.
5. As part of the 2018 comprehensive update to the Hebron Zoning Regulations, the Conservation Subdivision process was established as the preferable residential subdivision technique.
6. In 2022, the definition of Affordable Housing was modified in the Zoning Regulations.
7. In 2022, the Planned Residential Development regulations were modified to better incentivize affordable housing.
8. In 2022, the accessory apartment regulations were modified consistent with recent state statute requirements, including allowing such units to be in separate structures on a residential property.
9. In 2022, the Town adopted the 2022-27 Plan for Housing Choices, the first affordable housing plan for Hebron.

Goals, Policies, and Action Items

Goal A: To provide diversity in the types of housing within the Town that will satisfy the needs of all socioeconomic and demographic levels.

Policies:

1. Encourage the implementation of mixed land uses that may permit businesses and residences to coexist within developments to the benefit of both types of uses.
2. Establish flexible site development standards that will reduce the costs of housing.
3. Establish and maintain regulations that permit child, family, and group day care facilities, adult day care homes, congregate care facilities, neighborhood retirement housing, housing for the elderly, entry-level housing, and accessory apartments.



Goal B: To provide appropriate areas within the Town where alternative forms of housing may occur.

Policies:

1. Promote the Hebron sewer service district as the area within the Town that has the infrastructural capabilities to support more affordable and higher density single-family cluster housing and multi-family housing.
2. Recognize that there are areas located within the sewer service district that are considered to be transitional land use areas, located within or adjacent to established non-residential zoning districts, which may be considered suitable for higher density single-family cluster housing developments or multi-family housing.

Goal C: To encourage the construction of housing, both rental and owner occupied, in an acceptable quantity and quality to meet the economic means of the Town's population. Particular attention should be given to housing for the elderly, lower-income families, and to those just entering the workforce.

Policies:

1. Continue to permit the construction of new single-family homes on small lots at Amston Lake, which is an established lower-cost housing neighborhood. In addition, the zoning regulations should continue to permit the conversion of seasonal dwellings to year-round occupancy, provided that State of Connecticut health and building codes are met.

Action Items:

1. Consider establishing inclusionary zoning provisions that will require a certain percentage of dwelling units to be dedicated to Hebron's affordable housing program as per Section 8-2i of the Connecticut General Statutes. Such provisions may include density bonuses as an incentive to construct affordable housing.
2. Consider new or modified regulations that will permit more flexible site development standards so as to reduce the costs of housing. Such standards may include community septic and water supply systems; road, driveway, and parking standards; floor area requirements; and lot area and frontage requirements.

Goal D: Review the recommendations and strategies of the 2022-27 Plan for Housing Choices to determine the optimum manner to allow expanded housing opportunities in Hebron.

Policies:

1. Support the findings and recommendations of the 2022-2027 Plan for Housing Choices.

Action Items:

1. Review the strategies listed in the Plan to determine which land use regulations and policies should be revised to expand housing opportunities.
2. Support the efforts of other boards and commissions to further the recommendations of the Plan.
3. Update the Plan every 5 years as required by Section 8-30j of the Connecticut General Statutes.

D. Future Land Use

The Future Land Use Map (Map No.27) contained herein is a general overview of the Commission's vision of the most desirable future development patterns for the Town overall. It is a reflection of the goals and policies contained throughout this Plan. These goals and policies set forth appropriate locations for future open space, agricultural preservation, and economic development opportunities including mixed use development, higher density residential, public facilities, and lower density residential development. The Connecticut General Statutes also require each Town Plan to "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." The Future Land Use Map included in this section is a generalized plan and it is acknowledged that there may be inconsistencies between the uses shown on this map and the actual use of individual properties. This map is based in part on the existing land use map, Map No.1: "Land Use", and Map No.16: "Future Open Space."

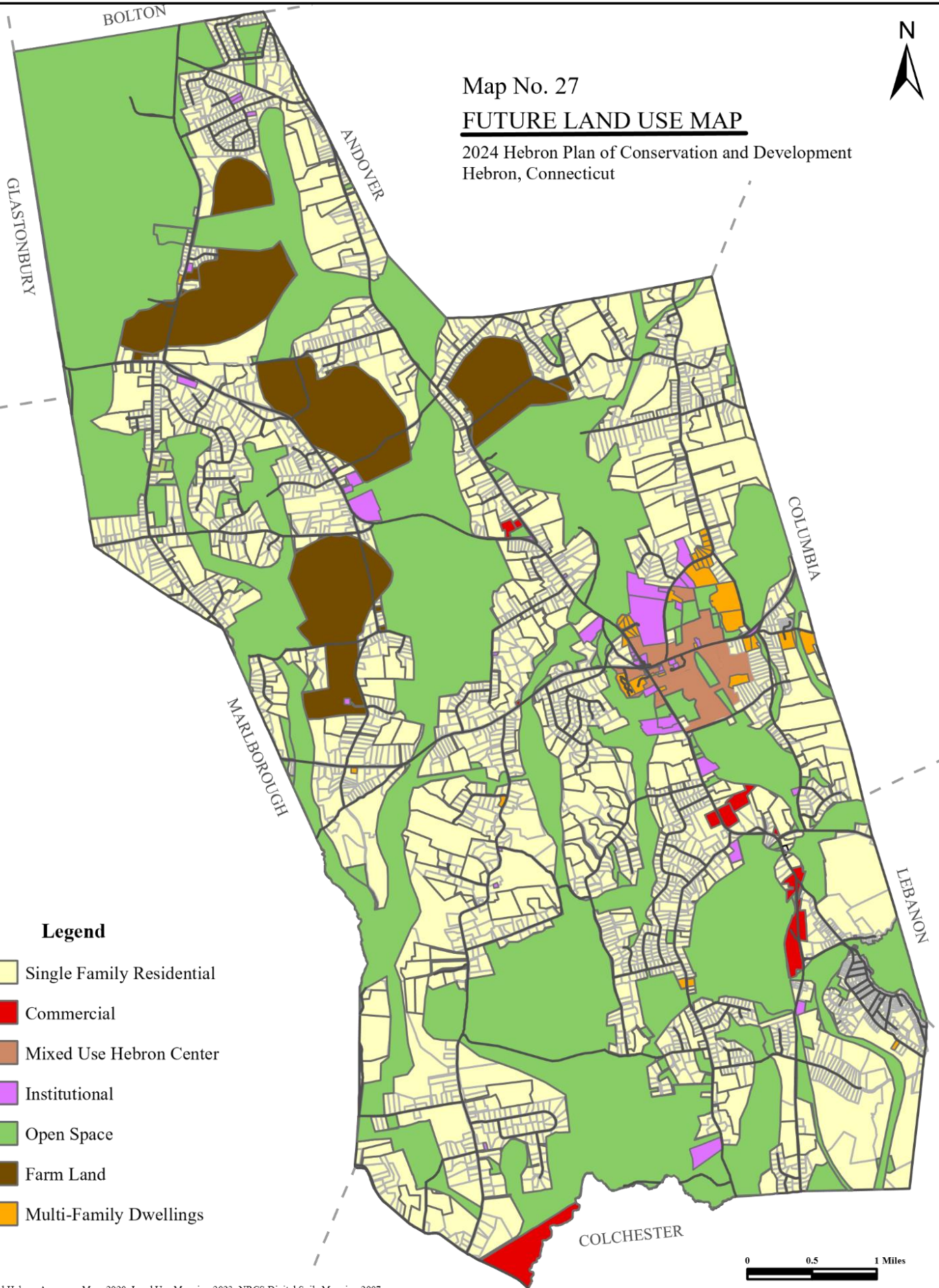


Hebron Center Mixed Use District

This is Hebron's main business district along Main Street / Route 66. It contains three business districts: the Hebron Green, Main Street, and Village Square districts, as well as some surrounding residentially zoned properties included in the Transitional Areas. Although comprised primarily of business districts, almost all these areas are eligible, under Town Zoning Regulations, for mixed use development. This is one of the few areas of Hebron served by public sewers, public water, and the two main state roadways in town, which all support higher density business and residential uses in a mixed-use "downtown" setting. Years of planning policies and regulations have determined that this is a unique area of Hebron that can fulfill the economic development and housing goals and policies as set forth in this Plan.

Commercial

Outside of Hebron Center, the town has three other smaller commercial districts that serve neighborhoods and unique areas of the community. The Neighborhood Convenience District serves the neighborhood south of the town center along Church Street with a lower density commercial area providing convenience goods and services. It also has the opportunity under the Mixed Use Overlay District to include housing in a mixed-use setting. Several vacant properties remain in this district with the potential for future development. The Amston Village District further south along Church Street contains an area formerly zoned industrial which










Map No. 27

FUTURE LAND USE MAP

2024 Hebron Plan of Conservation and Development
Hebron, Connecticut

Legend

-  Single Family Residential
-  Commercial
-  Mixed Use Hebron Center
-  Institutional
-  Open Space
-  Farm Land
-  Multi-Family Dwellings

Source: Digitized Hebron Assessors Map, 2020; Land Use Mapping 2023; NRCS Digital Soils Mapping 2007

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contains former mill buildings, other non-residential uses, as well as residential. This area is a historic, and current, mixed-use neighborhood with opportunities for new development and redevelopment. The Commercial / Technology District is another lower density commercial district on Old Hartford Road along the Colchester town line.

Open Space

The Plan shows the areas of existing open space and the planned greenways as shown on Map No.16: "Future Open Space." These areas are generally aligned with brook and river corridors and their associated floodplains and wetlands. Preserving these areas in an open space classification protects these fragile natural resources, provides recreational opportunities for town residents, mitigates natural hazards of storms and flooding, maintains wildlife corridors, preserves the water quality of associated watercourses, and is consistent with the goals and policies contained in this Plan. The areas shown within these greenways include existing and potential future open space as: town parks and open space, state open space, privately owned open space, and conservation easements as defined in this Plan.

Agricultural

Hebron has a rich agricultural history which continues in many active farms throughout the community. Over 1,000 areas of farmland are now permanently protected under the State of Connecticut's Farmland Protection Program. Other areas adjacent to existing protected farmlands are shown as potential farmland preservation areas as they have the potential to also be included in this program because of excellent soil conditions. These existing and potential areas are shown on the Future Open Space map as well as the Future Land Use map. Agricultural uses provide the rural vistas that have defined Hebron throughout its history and are an important economic asset in the community.

Institutional

Institutional uses are an indispensable part of a town's land use makeup. These include Hebron's elementary schools, the Regional District's middle and high schools, places of worship, cemeteries, fire stations, town offices, including the public works complex, and others. These generally, but not exclusively, are found in residential areas as they are a support use to town residents and residential neighborhoods.

Single Family Residential

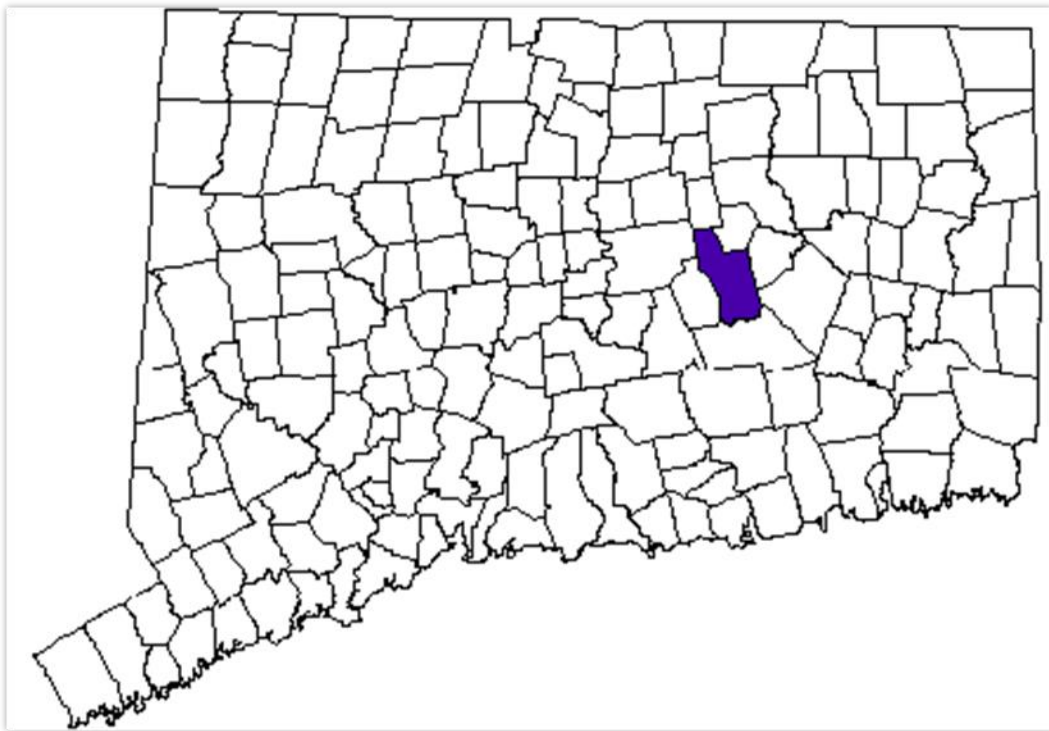
Hebron is primarily a residential community with the majority of the Town's land area zoned for residential uses and uses deemed accessory to residential areas. The majority of Hebron's residential areas are zoned for low density residential use with a minimum of one-acre residential lots; however, the area generally in the southwest portion of town is zoned for two-acre residential lots, while the Amston Lake area is a medium density residential neighborhood with residential lots averaging 10,000 square feet. The areas shown on the Future Land Use

map as Residential contain watercourses, environmentally sensitive areas such as wetlands, watercourses and steep slopes which should be protected as the abutting lands are developed.

Multi-Family Residential

Most multi-family development is likely to occur in the Hebron Center Mixed Use District where public water and sewer services overlap. Much of the Hebron Center area is subject to the Mixed Use Overlay District which allows multi-family housing in a mixed-use setting; the Village Square District permits multi-family residential development as one of the many land uses allowed in this mixed-use district. In addition, several of the business districts outside Hebron Center have the potential for future mixed-use development, and several small multi-family developments currently exist in and near Hebron Center.

Section 4. Municipal Infrastructure



“Good fortune is what happens when opportunity meets with planning.” - **Thomas Edison**














Map No. 28

TOWN FACILITIES

2024 Hebron Plan of Conservation and Development
Hebron, Connecticut



Legend

-  Commuter Parking
-  Douglas Library
-  Fire Station
-  Parks and Recreation Offices & Facilities
-  Police Services
-  Public Works Facility
-  Sewer Pump Station
-  Senior Center
-  Town Hall
-  Town Owned Cemetery
-  Transfer Station
-  Public Schools Property
-  Regional Public School Property

Source: Digitized Hebron Assessors Map, 2020; Hebron Historic Heritage; The Hebron Tricentennial Commission, 1992

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The Municipal Infrastructure section of the Plan of Conservation and Development is intended to provide a description and inventory of the Town's public facilities, an assessment of the demand placed on these facilities, and the Town's best forecast as to the need to expand these facilities in order to meet current and future demands.

It is an important function of the Plan of Conservation and Development to review these critical public facilities in the context of the Town's forecasted future needs, but with an eye to minimizing the fiscal impact on the Town's residents. By properly addressing these issues in the Town's major planning document, future needs are addressed in a rational manner such that the Plan of Conservation and Development serves as a guide for future town expenditures, priorities, and capital improvement projects.

A. Education

Public Schools

The Town of Hebron presently houses four separate schools. Gilead Hill School (GHS) is an elementary school that serves Hebron students from pre-kindergarten to grade two. Hebron Elementary School (HES) is an intermediary school that serves Hebron students from grades three through six. Hebron, Andover, and Marlborough together form Regional School District Number Eight (Region 8) and, as a region, are collectively served by the RHAM (Region of Hebron, Andover, and Marlborough) complex of schools consisting of RHAM Middle School and RHAM High School (RHAM-MS and RHAM-HS, or collectively RHAM). RHAM-MS teaches grades seven and eight, and RHAM-HS serves grades nine through twelve. As members of Region 8, the towns of Hebron, Marlborough, and Andover are taxed to support the regional district schools corresponding to their town's percentage of total RHAM students.



Hebron Elementary School

Hebron Elementary School (HES) was built in 1947 and is located on Church Street, south of Hebron Center, on 22.5 acres of land which include parking areas, a playscape and a nature trail. In 2020, the Town purchased an additional eight acres from St. Peter's Church that is located north of the school. This land contains an existing parking lot for the school that was constructed years ago on an easement in favor of the town, and the remainder of the property contains a baseball field which has been managed and used by the Parks and Recreation

Department. During the past fifty-seven years, there have been four separate additions to the school; in 1957, in 1963, in 1988, and in 2000. As a result of the 2000 addition, HES now contains approximately 75,866 square feet, which includes twenty-five classrooms. Of those, two are dedicated for Special Education, one for Occupational and Physical Therapy, another for Vocal Music, one is used for Challenge and Enrichment, and one is for Spanish. HES also includes a library-media center, art and music rooms, gymnasium, multipurpose room/cafeteria, support service rooms, and the office area. After eighteen years of service, the six modular classrooms on the north side of the main building were demolished in 2023. A major investment in the building came about due to the presence of lead in the water. Replacement of the pipes in the building began in August 2019 and was completed in May 2020, at a cost of \$775K, with 54% reimbursement from a state grant.

Gilead Hill Elementary School

Gilead Hill School (GHS) was built in 1967 in response to a growing Hebron student population. It is located on 25.4 acres of land in the Gilead section of Hebron, which includes parking areas, a playscape, baseball fields, and a football practice field. Since 1967, there have been three additions to the building; in 1970, in 1988, and in 2000. As a result of the last addition, the school is now 70,387 square feet and contains twenty-nine classrooms including one room for the AHM Family Resource Center, two rooms for the Hebron Parks and Recreation PREP (before and after school) Program, one room for Occupational and Physical Therapy, two for Special Education, one for STEAM (Science, Technology, Engineering, Arts, and Math) / Spanish, one for tutoring and storage, and one as a conference room, as well as a library-media center, art and music rooms, a gymnasium/cafeteria, support service rooms, an activity room, the office area, and the Board of Education (BOE) central office.

RHAM Middle School and RHAM High School

After a referendum in 2000, Region 8 authorized the construction of a new 368,970 square foot high school facility which includes the Region 8 middle school (63,190 square feet). In the project, the old high school was demolished, major renovations and additions were made to the middle school, and a new high school was erected connected to the middle school. The entire school complex sits on 76.82 acres and includes surrounding parking areas, baseball, softball, and soccer athletic fields, tennis courts, and a 400-meter synthetically surfaced track circling the natural turf competition field. In 2008, administrative offices were added to the high school section of the complex and a concession building on the side of the track and competition field was constructed in 2013.

Private Schools

In addition to the above listed public schools, Hebron has three private pre-kindergarten facilities; KinderRHAMa at RHAM High School, Discovery Zone on Pendleton Drive, and Christ Lutheran Early Childhood Center. In addition to these private schools, there are several private homecare facilities located throughout the Town, typically offering age-appropriate curriculum-

based instruction. There is one private, special education school for students ages 16-21 with disabilities, Oak Hill School, operated out of Camp Hemlocks.

Hebron Demographics Related to School Population Projections

Hebron Population

The demographics of a community such as population changes, building permit activity and other factors have a direct impact on school population projections. As noted in the Community Profile section of the Plan, as of the 2020 U.S. Census, Hebron had a population of 9,098 people. This number represents a 6% decrease in population from the population in Hebron at the 2010 census (9,686). Likewise, between 2010 and 2020, Hebron's school age population (children between ages 5 and 19) decreased by 27%, and Hebron's under-5 population decreased by 28%. However, Hebron has seen some dramatic shifts during and since the 2020 Covid-19 pandemic when work from home opportunities allowed people more flexibility in housing choices, drawing people to more rural settings. Some indicators showing this are the uptick in the number of residential building permits since 2020, estimates by CTData Collaborative of Hebron's 2021 population being 9,512, a 4.6% increase since 2020, and Hebron Public Schools reporting an increase in their school's population of approximately 10% from 2020.

Hebron Housing Starts

Typically, the number of new housing starts (new house construction) in a town is a leading indicator of the number of births by about three years, since young couples usually choose to

Building Permits Issued for New Single-Family Houses	
Year	Single-Family
2023	5
2022	11
2021	14
2020	18
2019	12
2018	9
2017	9
2016	2
2015	7
2014	4

start a family within three years of moving to a new location. In recent years, the rate of growth in Hebron, which began in the 1980s, has continued, albeit at a slower rate. Specifically, between 2000 and 2010, the number of households in Hebron increased by 14.7%, but between 2010 and 2020 the number of households increased by only 1.4%. However, as shown in the table,

there has been an increase in new residential permits since the Covid-19 pandemic. Hebron is not unique in experiencing a slower rate of new housing starts. While the number of housing starts in Connecticut have held steady this decade, they are far lower from the earlier peaks in

the number of permits the state saw in the 1990s and 2000s. Residential construction never fully bounced back following the 2008 housing crisis.

Hebron Birth Rates

Hebron births are another key factor to consider in school population projections, particularly in the short term (5 year) projections. Although the number of Hebron births over the past ten years is lower than the peak birth rates from the early 2000s, the rates shown in the adjoining table show a strong and consistent rate of births.

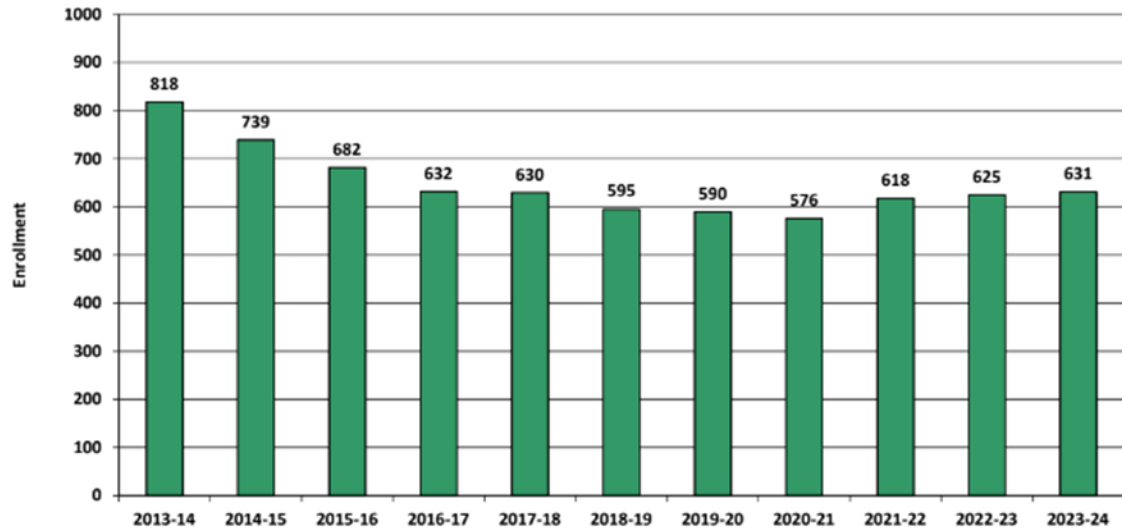
Year	Number of Births
2023	78
2022	77
2021	72
2020	96
2019	79
2018	66
2017	64
2016	76
2015	54
2014	66

Hebron School Enrollment and Projections

The New England School Development Council (NESDEC) utilizes a cohort component (survival) technique, modified to incorporate district-specific demographic information such as student migration, resident births, and HUD-reported building permits to formulate enrollment projections for school districts. In their 2023 report to Hebron Public Schools, they provided the following information. The chart below outlines historical enrollment data from the 2013-14 school year through 2023-24 for students in grades K through 6. Please note, Hebron Public Schools serve PreK through 6th grade, so approximately 58 FTE (Full Time Equivalent) students should be added to the counts mentioned below based on the preschool, special education, and lottery spaces available in the program. From a low of 576 (634 PreK-6) students in the 2020-21 school year, enrollment has grown to 631(689 PreK-6) in the 2023-24 school year.

Historical Enrollment

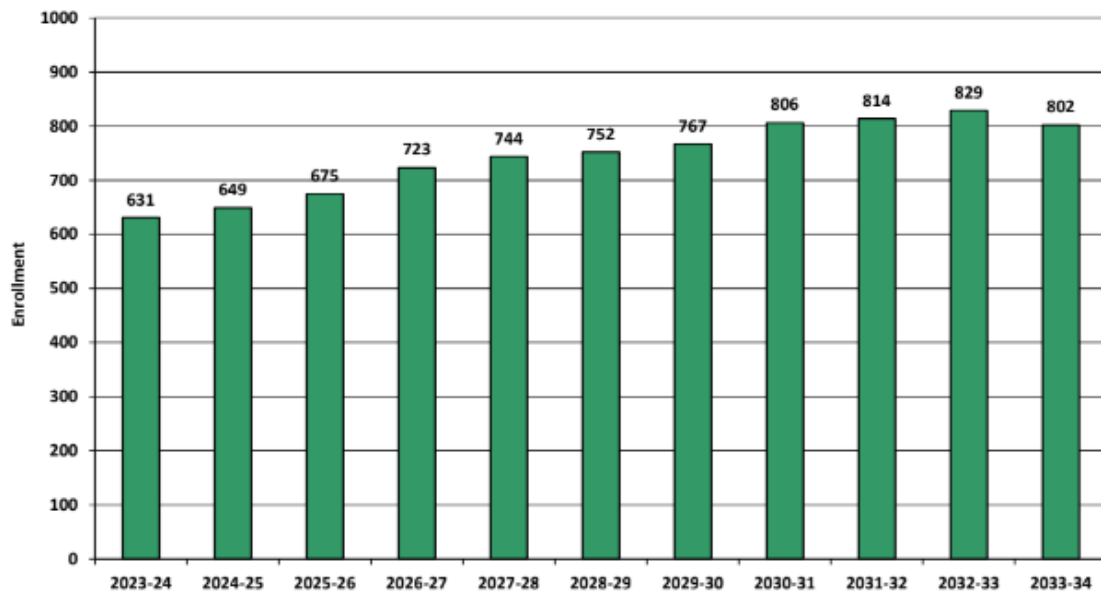
Grades K-6, School Years 2013-14 to 2023-24



Below, NESDEC outlines projected enrollment from the 2023-24 school year through 2033-34.

Projected Enrollment

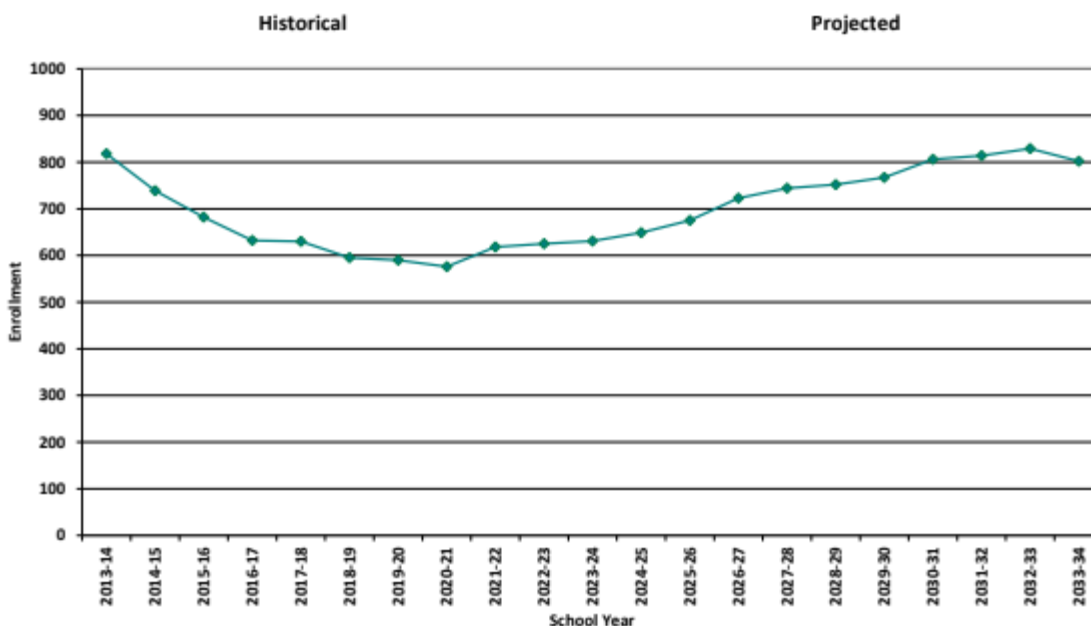
Grades K-6, School Years 2023-24 to 2033-34



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The final chart combines both historical and projected enrollment, showing a trend line from a low of 576 (634 PreK-6) students in the 2020-21 school year, to a high of 829 (887 PreK-6) students by 2032-33.

Historical & Projected Enrollment



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Enrollment and Its Effect on Capacity in Hebron Schools

Capacity, as it affects a school, bears explanation. Capacity is defined by square footage standards for different spaces within a building (classrooms, gymnasiums, cafeteria, etc.) and is based on “Space Guidelines for School Construction” developed by the School Facilities Unit of the Connecticut State Department of Education and other generally accepted school design practices and standards. Capacity is also influenced by decisions of the Hebron Board of Education, including class size policies, program offerings, and “utilization factors” (the percentage of the day a particular space is used). To a certain point it is possible to increase class size and thereby increase capacity, although the effects of doing so may, depending on the source referenced, be detrimental to education. Gains in capacity made by increasing class size is limited: 1) by the ability to physically fit the students and associated desks and equipment into the classrooms; 2) by the requirements imposed by fire codes; 3) by the ability of core facilities (bathrooms, lunch room, library, music, art, physical education, etc.) to meet the needs of the students; and 4) by class size guidelines set by the local board of education.

Each of the Town's two elementary school buildings could house more students, but since all classrooms are currently utilized, increased enrollment as shown in the projected enrollment charts above would come at a cost to programs and offerings currently housed in each school. As noted earlier, some classrooms house special education programs, occupational and physical therapy, Spanish, Challenge & Enrichment, and two town-sponsored programs, all with dedicated space. If enrollment reached the levels in the NESDEC projections, it may require the Town to reallocate the use of dedicated space for these other pieces of Hebron's educational infrastructure.

Gilead Hill School, with its current space utilization, has 20 grade level classrooms. Looking at maximum class sizes per BOE guidelines, and 2024 classrooms per grade-level, the total capacity of Gilead Hill School is 385. Hebron Elementary School, with its current space utilization, has 19 grade level classrooms. Looking at maximum class sizes per BOE guidelines, and 2024 classrooms per grade-level, the total capacity of Hebron Elementary School is 436. This means, without redistribution or elimination of access to dedicated space for school and town sponsored programs that currently have them, the district-wide student capacity is 821. While there is less confidence in any projection beyond a 4-to-5-year period, if the projected enrollment were to occur, the district would reach maximum capacity of current conditions in the 2028-29 school year. Because longer-range projections are often undependable, it is important to review these projections and their potential impacts on facility needs each year.

Goals and Policies

Goal A: Continue to accommodate Hebron's school-aged population with educational facilities and infrastructure that will allow students to perform to the maximum extent of their abilities.

Policies:

1. Continue to maintain existing schools and other structures and sites in order to maximize their use as educational facilities and meet short- and long-term needs.
2. Continue to investigate designs that would facilitate the construction of a safe school drop-off area at both Hebron Elementary School and Gilead Hill School.

Goal B: Encourage and support the sharing of Town infrastructure.

Policies:

1. Encourage the sharing of Town spaces, either in the construction of new facilities or in the renovation of existing facilities, in order to accommodate space needs for educational staff and to promote the potential to share educational and town staff and equipment.
2. Complete the project of constructing sidewalks from the RHAM High School complex up Wall Street to approximately Ridge Road.
3. Connect the Jeremy River Trail System, originating at Burnt Hill Park, to the RHAM High School complex.

Goal C: Encourage opportunities by the schools and affiliated organizations to maintain, rehabilitate, research, and study Town open space, historical sites, State or Town parks and trails, etc. so as to reaffirm and strengthen a sense of civic spirit within the student body.

Policies:

1. Encourage and support the Town departments in the continuation of, and/or creation of new programs similar to the Hebron Clean-Up Day.
2. Recommend that school administrators and teachers encourage community-oriented activities as part of meeting certain course objectives (such as an individual or team project as part of a course requirement).
3. Encourage participation in programs such as the Salmon River Partnership water quality testing initiative.

B. Emergency Services

States and communities across the country have seen major changes and events that have impacted the manner and the ability to provide appropriate emergency services for its residents. Primary among these are increasingly frequent weather anomalies (record-setting winter snow falls, more frequent windstorms, warming weather in general, increased periods of drought, severe flooding), and increased security concerns.

These conditions will continue to impact the ability of the town to provide timely and appropriate emergency services and underscore the importance of thoughtful planning to ensure the Hebron's emergency service facilities, sites, and equipment are adequate to the task.

The emergency services that will be reviewed are Fire Protection, Emergency Medical Services (EMS), Police Services, and Emergency Management.



I. Fire Protection

The Hebron Fire Department is a municipal agency that provides fire, rescue, hazardous materials response, and emergency medical services within the Town of Hebron and to areas of surrounding towns by automatic and mutual aid agreements. To cover the long and fairly narrow configuration of the Town, the Department operates out of three stations: Company #1, located on Main Street; Company #2, located on Church Street in the Amston area; and Company #3, located on North Street in the Gilead section of town. This logical distribution of resources continues to allow for a quick first response within the recommended response times while providing mutual backup when needed. In 2023, the average response time was 8 minutes and 26 seconds, which is within the recommended guidelines. In terms of its personnel, currently the Department has a full-time appointed Fire Chief, a Deputy Chief, three Assistant Chiefs, two Captains, an administrative EMS Captain, three Lieutenants, a Fire Police Captain, and approximately thirty volunteers. Responses are made to over 1,100 calls per year, an increase from 740 calls in 2014, of which over two-thirds are for emergency medical services.

Company #1 is Hebron's central fire station, located at 44 Main Street on a 1.4-acre site. Situated in the center of Town, this company has primary fire protection duties for the Town's business district as well as the RHAM Middle and High schools. The building is approximately

40 years old, 9,500 square feet in area, and has four emergency vehicle bays. The building also houses the Resident State Trooper's office and associated vehicle bay, and the offices for the Hebron Police.

A 9,400 square foot Company #2 fire station was constructed in 2005 and is located at 663 Church Street, on a 4.0-acre parcel of land, in the Amston section of the community. The new fire station has three double-loaded equipment bays and houses administrative offices. This facility has primary fire protection responsibilities for the southern section of Town, as well as serving as back-up for Company #1.

Company #3 is located on North Street and was constructed in the 1970s on 1.82 acres of land donated by the Foote family. The station is 3,080 square feet in size and contains three vehicle bays.

Accomplishments

Since the adoption of the 2014 Plan, the following has occurred concerning the Fire Department:

1. The 2018 update to the Hebron Zoning Regulations contained new standards for common driveways and now requires maintenance agreements.
2. In 2022, a Connecticut Department of Energy & Environmental Protection Volunteer Fire Assistance Grant of \$2500 was awarded and used towards purchase of firefighting nozzles and foam delivery appliances.
3. In 2022, a Connecticut Water Grant of \$1667.32 was awarded and used for the purchase of two gated large diameter hydrant valves.
4. In 2023, a Connecticut Department of Energy & Environmental Protection Volunteer Fire Assistance Grant of \$2500 was awarded and was used towards purchase of firefighting helmets and flashlights.
5. The Hebron Center Water System continues to expand in Hebron Center with the provision of hydrants to continue to provide appropriate fire protection in this area.
6. ARPA (American Rescue Plan Act) funds were utilized to purchase battery powered rescue equipment and firefighting personal protective equipment.
7. In 2023, a full-time Fire Chief position was established for the first time in Hebron.
8. In 2023, a new roof coating was installed on the Company #1 roof to extend the life of the metal roof.

Future Needs

The most pressing facility needs concern Company #1. Space within the building is at a premium and is less than adequate for the existing equipment and administration, the needs of the State Police, and the Hebron Police. The building continues to show the problems of an aging structure. While there are efficiencies of fire and police sharing the facility, the various needs of the separate agencies in a small space make being in the same building problematic. In addition to the building's size constraints, the site itself is problematic as it is limited in size,

provides no room for future expansions, has limited parking, and has extremely limited room for the maneuvering of the large vehicles it houses. A 2023 facilities study documented several building deficiencies related to plumbing problems, electrical issues, drainage problems, and required ADA improvements.

Given the issues with the lack of adequate space for personnel, and the building conditions, the Town should do a needs assessment of the existing building and determine the space needs for the various functions that are located there and recommend if and when it is advisable to build a new Company #1, or a “Municipal Safety Complex”, that would house the Fire Department, Resident Trooper, Police, and Emergency Management. If a new building were constructed, locating the Emergency Management operations back to the Company #1 building would



free up the space needed at the Town Office Building. If it is advisable to build a new building, a decision will have to be made on the location of the building. Company #1 occupies prime real estate along Route 66 in the commercial district of Town. As the Town embarks on ambitious efforts to attract economic development to the Town, the existing 1.4-acre lot would be an attractive parcel, and a more logical site, for economic development. However, based on the historical pattern of emergency calls, remaining near the center of Town is sensible. A centrally located Fire Station is appropriate to cover the senior housing facilities on Loveland Road and John E. Horton Boulevard, Stonecroft senior housing complex, RHAM schools, and Hebron Elementary School, as well as the increasing density of businesses in this area.

Company #3 has no capability for expansion; it is currently served by a holding tank, as the septic field had previously failed, and the site itself is very small. It can continue to serve as a satellite station housing equipment which first responders in the Gilead section of Town could access. If further development in this part of Town creates a demand for a larger facility, a new site would have to be found.

Water

An adequate and convenient source of water for firefighting purposes is essential to fire department operations.

The Hebron Center public water system, operated by the Connecticut Water Company, provides a reliable water source for most potential emergencies. This system was one of the reasons for improved ISO ratings for businesses in the Town Center.

Outside the Town Center, the Fire Department depends on dry hydrants, natural water sources, and water tankers to bring water to a fire, as opposed to a public water supply system. A fire pond and dry hydrant type of water supply system is typical in a rural residential community. The fire department continues to update their inventory of all fire ponds and all dry hydrant locations in Town, and this information has been entered into the Town's GIS mapping system to be more readily available to fire personnel.

Goals, Policies, and Action Items

Goal A: The Town should continually review its emergency service needs and current facilities to ensure proper service and protection for its citizens.

Policies:

1. Support and encourage the proper expansion of the public water system within Hebron Center.
2. Support the inclusion of full fire protection facilities with new water systems in the Town's business districts.
3. With the input of the Fire Department, develop a plan for fire department station improvements / replacements that has the least impact on the municipal budget. A study should commence including a space needs assessment of the uses within Company #1 and the possible construction of a new building or a combined "Municipal Safety Complex" building.
4. The Department should continue to assess its current vehicular, communication and equipment upgrade or replacement needs through the Town's Capital Improvement Program and possible grant funding.

Action Items:

1. In conjunction with the Fire Department, develop standards for dry hydrant installation and maintenance.
2. Continue to review potential incentive programs to encourage additional volunteers to join the Department.

II. Emergency Medical Services

Emergency Medical Services (EMS) are provided by the Fire Department and are based from the Company #1 Fire Station on Main Street. The Hebron Fire Department operates two Basic Life Support (BLS) ambulances, staffed by both paid personnel and approximately 15 volunteer Emergency Medical Technicians (EMTs).

Hebron's EMS operations are state licensed and each EMT must achieve and retain certification for BLS services. EMTs either report directly to a call or respond to Company #1 to staff the ambulance. EMTs carry oxygen and a medical bag with them to ensure availability of such equipment for use at the scene. Paramedics, dispatched from Windham Hospital, provide more advanced medical care.



Accomplishments

Since the adoption of the 2014 Plan, the following has occurred concerning Emergency Medical Services:

1. A per-diem staff structure was established to ensure overnight (11:00pm to 7:00am) and weekend day (7:00am to 5:00pm) coverage due to the lack of volunteers on certain days and hours. Two full-time Firefighter/EMTs provide weekday daytime coverage (7:00am to 5:00pm).

Future Needs

Additional space is needed at Company #1 for medical supplies and decontamination equipment. Conversion to a high band radio system is being planned. The equipment needs of the department are partially funded through the Town's Capital Improvement Program and ambulance billing revenue, as well as through grant opportunities when they become available.

Goal and Policies

Goal A: Provide EMS for town residents in an effective and efficient manner to achieve desired first responder arrival goals and to provide quality BLS advanced medical care and ambulatory service.

Policies:

1. To support the Fire Department in its EMS facility, vehicular, and equipment needs.
2. To encourage appropriate roadway connections and an overall efficient Town road system to facilitate better response time for EMS.

III. Police Services

Police services are currently based at the Company #1 Fire Station on Route 66, Main Street. The police area within Company #1 consists of two vehicle bays (575 square feet) and an office area (370 square feet). The Town contracts for the services of one Resident State Trooper, hires four part-time Hebron Police officers, two School Resource Officers (one for the elementary schools and one for the RHAM schools), a part-time administrative manager, and the Chief of Police (currently a duty of the Town Manager). The Town is provided 24-hour police protection through the Resident State Trooper, Hebron Police Officers, and state troopers from Troop K in Colchester assigned to respond to calls in Hebron. Troop K is located at 15 Old Hartford Road in Colchester.



The Hebron Resident Trooper and Hebron Police Officers provide a full range of services including emergency response, criminal and accident investigation, crime prevention, and community service projects. Hebron is one of three towns to use the Juvenile Review Board (JRB) as a diversion program for juveniles through the Andover Hebron Marlborough Youth Services (AHM).

Accomplishments

Since the adoption of the 2014 Plan, the following has occurred concerning Police Services:

1. Implemented the required procedures to meet the training and certification requirements of its Police Officers pursuant to Connecticut Public Act 22-119.

Current Facilities, Conditions, and Inadequacies

Operational space at the current location is inadequate, as office, reception, parking, record and evidence space is crowded. Police Barracks in Colchester provide detention, investigation / interrogation, and lock-up space. The department currently utilizes two vehicles replaced on a three-year cycle.



Future Needs

The need for police staffing appears to be satisfied for the foreseeable future. As previously discussed, if a new Municipal Safety Complex building is considered, inclusion of the police services should be included providing the needed office, storage, and parking space.

Goals and Policies

Goal A: Provide adequate facilities, communication and equipment to meet the needs of the police services department in order to achieve an effective and appropriate level of public safety within the community.

Policies:

1. Analyze current deficiencies of police department facilities to determine current and future needs of the department.
2. Assess whether the current facility site provides an effective and efficient location from which police services are provided.
3. If the current site does not provide an adequate location to provide services, sites in the central area of town to relocate the primary operations of the department should be identified, possibly in conjunction with a Municipal Safety Complex with fire department operations.
4. The department should continue to assess its current vehicular, communication and equipment upgrade or replacement needs through the Town's Capital Improvement Program and possible grant funding.
5. Continue to meet the training and certification requirements of its Police Officers pursuant to Connecticut Public Act 22-119.

IV. Emergency Management

A part-time Emergency Management (EM) Director runs the Town's EM operations. He is responsible for securing and administering grants, and making sure the Town is in compliance with the National Incident Management System (NIMS), an eligibility requirement of certain grant funding.

Emergency Management is part of NIMS, the national standard for incident management which provides a consistent, nationwide approach and vocabulary for multiple agencies or jurisdictions to work together to prevent, mitigate the effects of, and respond and recover from, all domestic disasters. Towns receive training from the State from NIMS, which is part of the Federal Emergency Management Agency (FEMA), which reports to Homeland Security.

EM is currently housed in the Town Office Building. RHAM High School serves as the Town's emergency shelter, as well as for the Towns of Andover and Marlborough.

Currently, Hebron's EM Director works with the Capitol Region Council of Governments (CRCOG) in updating the Town's Natural Hazards Mitigation Plan, which deals with minimizing risk from natural disasters such as flooding and forest fires, and reinforces the need to administer wetlands and flood zone regulations.

Accomplishments

Since the 2014 Plan was adopted, the following accomplishments were achieved:

1. The EM Director and the Town Planner worked with CRCOG in updating the Natural Hazards Mitigation Plan, completed in 2019.
2. A \$2 million grant was secured from the Connecticut DECD to provide an Emergency Electrical Generator System capable of allowing both the RHAM Middle and High School to become full-service Emergency Shelters. An RFP soliciting Electrical Design and Professional Engineering Services was issued and bids opened November 2023. An award will be approved by the Hebron Public Buildings Committee in 2024.

Future Needs:

As previously discussed, if a new Municipal Safety Complex building is considered, the offices of the EM Director and equipment should be included to best provide coordination of emergency responders and to open up space in the Town Office Building.

Goal and Policies

Goal A: The Town should continue to provide funding and resources for the Emergency Management operations of the Town to best protect its citizens in times of emergency.

Policies:

1. The Emergency Management Director should continue to work to make the Town compliant with NIMS and aggressively seek out State and Federal grants to assist with the Emergency Management needs of the community.
2. The Emergency Management Director should continue to secure Emergency Management Performance Grants as a source of necessary yearly funding.
3. Ensure that the Emergency Management space needs are considered in the planning for a new or expanded Municipal Safety Complex.

C. Public Works

This section of the Plan will identify the services provided by the Town's Public Works Department and will describe its current resources and facilities. In addition, this section will review the needs of the Department and what will be required to operate successfully into the immediate and foreseeable future.

Background

The Public Works' current facilities are located at 550 Old Colchester Road, in the southernmost part of town, on a 19.6-acre rectangular-shaped parcel, the site of a former gravel pit. This town-owned parcel is abutted by Camp Connecticut to the north and west and a parcel owned by Eversource to the south. To the east, across Old Colchester Road, are located some single-family residential parcels as well as a parcel of Town-owned open space.



This site houses all of Public Works' major buildings and equipment, and it also is the site of the town's closed landfill and current transfer station. Of the 19.6-acre site, the landfill encompasses about fourteen and one-half (14 ½) acres, leaving approximately five (5) acres to accommodate the Public Works Department's buildings, equipment, and materials as well as the transfer station and the animal control facility. The site has five hundred feet of road frontage, and within that frontage there are five curb cuts onto Old Colchester Road.

The town employs 13 full-time employees in its public works department and one full-time and one part-time employee at the transfer station. According to the Director, the staff size is considered minimal for a Town of this size and is shorthanded for snowplowing responsibilities and vehicle maintenance. Services provided by the department include road maintenance and reconstruction, solid waste disposal, snow and ice control, roadside mowing, brush removal, curbing and curb replacement, maintenance of Town buildings and grounds, vehicular maintenance of department vehicles as well as all other Town-owned vehicles, site improvement and construction activities, and drainage maintenance and improvements. In addition, the Public Works Department assists in maintenance of Town-owned trails.

Accomplishments

Since 2014, the following has been accomplished with regards to the Public Works Department and its operations, and the Town's efforts to address the deficiencies in those facilities that were noted in the 2004 and 2014 Plans of Conservation and Development:

1. Several studies were completed to look at space needs and potential site plans for a new Public Works complex: (a) A space needs analysis of the Public Works functions was conducted by the engineering firm of CME Associates, Inc., titled: "Town of Hebron, Connecticut Department of Public Works Facility Building and Site Program, January 28, 2013"; (b) A 2015 study was completed by BL Companies, titled "Feasibility Study; Department of Public Works" looking at the feasibility of an expanded facility at the existing location; (c) The Town Public Building Committee extensively researched and analyzed vacant parcels for potential public works sites; (d) A concept plan was developed by the Town Engineer consultant for a new public works complex in the Village Square; (e) An online survey was conducted to solicit the opinion of Town residents on the location of a new facility. All of these studies were conducted as tools to guide the future development of a new facility.
2. The Town Engineering consultant studied the property adjacent to the existing Public Works property, now owned by Eversource, to determine its appropriateness for a Public Works yard expansion.
3. In 2023, a new committee, the Department of Public Works Action Committee, was formed by the Board of Selectmen, to research and find a solution for the Public Works complex that satisfies current and future needs.

Current Facilities, Conditions, and Inadequacies

The entire Public Works operational facilities are restricted to a five-acre portion of the aforementioned 19.6-acre parcel. The 14-acre town landfill, operated from 1962 until it was closed in 1995, cannot be utilized or altered in any manner. The landfill, capped with clay and then topsoil, requires monitoring wells for leachate and mowing twice per year.

Public Works Complex

The five-acre portion of the site dedicated to the Public Works Complex encompasses several structures including the 100 ft. x 60 ft. steel maintenance / office garage; a 100 ft. x 40 ft. cement block building (80 ft. x 40 ft. used for cold storage and 20 ft. x 40 ft. used for animal control); a 26 ft. x 40 ft. salt shed; and two hangers being 70 ft. x 10ft. and 60 ft. x 10 ft. in size. The site also includes above ground propane, gasoline and diesel tanks, underground oil-water separator and septic system, and an area for outdoor storage of construction materials, sand and gravel, and some equipment. The



Town has secured the required Industrial Stormwater General Permit for the drainage systems at this site.

The 6,000 square foot maintenance / office building is not in adequate condition and is undersized for the operations it houses. The equipment bay area is crowded, lacks vehicle lifts, is inadequately lit, is height restrictive and has little room for parts inventory storage. The building lacks training or meeting rooms, has inadequate lunch and shower areas, and inadequate record storage space. There is also a lack of office space for the Director and the Road Foreman.

In the 2013 CME report, as well as a 2010 Facilities Study conducted by the Town, several code deficiencies were identified in the building. Additionally, numerous instances of excessive wear and tear and examples of the building being too small and spaces too cramped to be considered adequate to serve the Department's needs safely and efficiently were noted. The conclusion of the 2013 CME report was similar to the previous facility study indicating that the overall facility is inadequate, the current buildings are undersized, and the existing site as presently configured is too small to use for expansion.

The 3,200 square foot cold storage building is also structurally inadequate. The facility study identified numerous code violations, some wear-and-tear items, and several developing structural issues. The 800 square foot animal control facility, attached to the cold storage building, includes ten canine kennel enclosures with heated indoor / outdoor access and short run areas.

The salt shed was rebuilt in 2004 to cover the amount of salt and sand / salt mix required in the Town. The Town has moved toward the use of treated salt for ice control on the Town's roads and this salt shed only holds a half-year supply, which is considered inadequate. The Town does store a small quantity of salt / sand at a satellite location in the north end of Town on Salt Box Road.

There are sixty (60) vehicles and trailers that are included in the Town's vehicle / equipment inventory that the Public Works Department utilizes and / or maintains. The Department requests replacement of its Public Works vehicles on a timely basis through the Town's Capital Improvement Program (CIP). A Town-wide vehicle replacement schedule is updated each year, and replacements are funded through the CIP. This process is important to maintain so that multiple vehicles do not come up for replacement in the same year.

Transfer Station



In addition to facilities of the Public Works complex, the site is also host to the solid waste disposal facilities for the town. These facilities include two attendant stations, a compactor and its wooden shell, ten roll-off containers (which collect recyclables, household trash, bulky waste, metal, brush, leaves, and grass clippings), a roll-off truck, and a backhoe. All municipal solid waste, bulky waste and recycling materials are transported to Casella Waste Systems in Willimantic, CT. Also, electronics are

collected by a separate vendor selected by the Public Works Department. Brush and other vegetation are accepted by Earthgro, a permitted compost facility. An on-site compost area is not practical due to site constraints. Recyclables include newspapers/magazines, white paper, cardboard, metal food containers, glass, and most plastics. Hazardous waste is collected on specified dates throughout the year coordinated through CREOC (Capitol Region East Operating Committee) for its eight member towns. This occurs at the Olcott Street disposal facility in Manchester. The transfer station does collect and recycles waste oil, anti-freeze, batteries, and tires. Dried latex paint is accepted and is disposed of in the household trash compactor. The Hebron Green Committee established the "Swap Shack", a storage shed located at the Transfer Station, which allows Hebron residents to give away or trade gently used items that are clean and in working order. Currently, the Swap Shack is open on Sundays except during winter months. As with the Public Works facilities, the Department requests replacement of Transfer Station vehicles and equipment on a schedule through the CIP.

There is a fee schedule approved by the Board of Selectmen to dispose of certain large items such as bulky waste, appliances, tires, furniture, mattresses, and brush. A private waste disposal contractor also serves the Town and offers single-stream recycling.

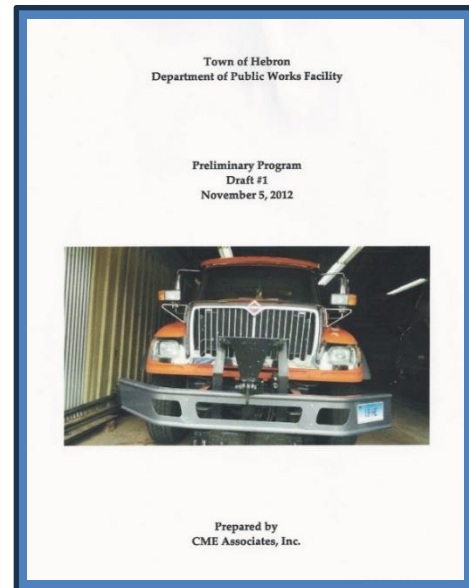
While the physical condition of the transfer station is adequate, the facility is considered overcrowded and inadequate in terms of space for the future. The Town Facility Study identified several code deficiencies and safety concerns with the Transfer Station offices. Also, State regulations require that some method be used to prevent stormwater from entering the containers.

Future Needs

Due to the inadequate conditions of the existing facilities as noted above, and the lack of remaining usable acreage at its present location, a new public works facility is required. The Town needs to develop a plan as to: a) how to use the current facilities; and b) what and where to build new facilities.

Public Works Complex: An eight-to-ten-acre site is desirable to meet the Public Works Department's current and future needs. The 2013 CME needs assessment identified the need for 1,500 square feet of administrative facilities, 1,200 square feet of support facilities, and 16,600 square feet of equipment facilities. A larger salt shed and covered exterior equipment storage areas are also needed.

The Public Works facilities are clearly the Town facilities most in need of replacement and upgrading. The Town needs to follow up on the 2013 CME study and the 2015 BL Companies study to find a solution that satisfies current and future needs for this important Town operation. In 2023, new studies are underway, and a new task force, the Department of Public Works Action Committee, has been established by the Board of Selectmen to accomplish this task.



Transfer Station: With either the relocation of the Public Works complex, or the redevelopment of the existing site, the needs of the Town's Transfer Station and the deficiencies noted in the previous studies must be addressed.

Goals and Policies

Goal A: Public Works Complex: To provide adequate facilities, usable land, and storage areas to ensure an efficient and effective delivery of public works services.

Goal B: Transfer Station: To provide adequate facilities to safely collect, store and dispose of solid waste and recyclables.

Policies:

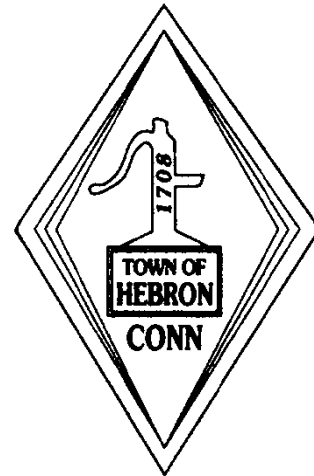
1. Support development of a Master Plan for a new Public Works Facility utilizing the space needs analysis contained in the 2013 CME and 2015 BL Companies reports. Potential sites should be selected to ensure future expansion of the department, look comprehensively at Town maintenance equipment and operational efficiencies, consider adequate salt storage facilities, and equipment and vehicle storage needs. Care should be taken to adequately buffer abutting neighbors from view of the complex, wherever possible. Proper precautions to protect wetland soils are essential due to high vehicular use and the nature of storage materials necessary to operate the department. Following the Master Plan study, the Town needs to make a decision on which option to pursue, and quickly move to implementation, even if it is done in phases.
2. Support the efforts of the Department of Public Works Action Committee, formed in 2023, as it looks to find the best solution to a new Public Works complex.

3. The Department should continue to assess its current vehicular fleet and other equipment and structures for periodic replacement through the town's Capital Improvement Program.
4. Consider ways to modify and expand the Town's recycling program to all acceptable materials. Establish a plan for educating residents and businesses on the Town's recycling program to increase the percentage of residents who recycle, thereby reducing the amount of the Town's solid waste and associated expenses.
5. Consider a site for composting plant materials in an effort to reduce the costs of disposal.
6. Expand the animal control facilities, when practical, to separate house cats from dogs; or consider current regional efforts to establish animal control facilities / services with neighboring towns.

D. Town Offices

Background

The town offices currently consist of 3 buildings: the Town Office Building, the Horton House, and the Town Records Building. The facilities are used by 21 town employees. The Horton House (2 levels plus a basement) is 2,705 sq. ft.; the Town Office Building (2 levels) is 8,246 square feet, and the Town Records Building (1 level) is 432 square feet. The office complex sits on a total of 4.67 acres and is served by a parking lot that forms a semi-circle around the Town Office Building, and which contains 48 regular and 5 handicapped parking spaces.



Town Office Building

The Hebron Town Office Building is a wood-frame construction building with a brick veneer located at 15 Gilead Street (Route 85). After its initial construction in 1963, it was nearly doubled in size with a two-story, 36 feet by 54 feet addition, constructed in 1982. In 2009, a small addition was completed which added an elevator and addressed several ADA accessibility issues in the building.

The Town Office Building houses the day-to-day activities of the following departments and offices: the Town Clerk, the Finance Department, the Town Manager, the Tax Collector, the Assessor, and the Registrar of Voters. Up until 2011 it held offices for the Parks and Recreation Department and the Probate Judge. That year, Burnt Hill Park and its associated facilities were completed, and the Parks and Recreation Department moved to new offices at the park, and the Probate Judge offices were established in Glastonbury as Hebron is part of the Glastonbury-Hebron Probate district. In addition to office space dedicated to the departments, the Town



Office Building houses restroom facilities, storage closets, a kitchen and break room and two records vaults. The Town Office Building also contains a main meeting room on the lower level with a capacity of 39 people where various staff, boards and commissions hold day and evening meetings. A smaller meeting room, the Marion Celio Room, was created on the main floor having a capacity of 15. Because of ADA counter height issues with some departments, this

room has been used to provide a space for reviewing records for those individuals who require it.

A 2023 facilities study included a review of the Town Office Building. The results of this review indicated no significant code issues with the current building, and noted the ongoing improvements and modifications mentioned above.

As the Town has grown, it is apparent that the space in the Town Office Building will eventually be inadequate to meet the needs not only of the community, but also of the various Town departments which serve the community's needs. The inadequacy of space in the Town Office Building is apparent in the small-capacity meeting room which has the effect of causing many evening meetings to be held in other locations, the lack of waiting room or seating area space for the public who must wait for an appointment, the limited space in the vaults for the growing inventory of town records, and the lack of expansion space for all departments in the existing structure. The connection of the buildings to the public sewer system has freed up space on the property (to the north of the building) for a possible expansion of the meeting room but also for office and storage space, if additional space needs are to be addressed in the future. As the need grows, this option should be studied as the most cost-effective long-term solution.

Accomplishments

Since the 2014 Plan was adopted, the Hebron Town Office Building has undergone several significant building improvements.

1. The non-functioning old passive solar wall panels were removed; the roof drainage was replaced and re-routed to prevent gutter over-flow; attic insulation was supplemented to meet code requirements; self-latching mechanisms were installed on fire doors; a new gas-fired furnace was installed when natural gas was extended to the site in 2018; mini-splits were installed to replace the inefficient window air conditioners; an emergency generator was installed in 2015 along with an upgraded service panel; and, Wi-Fi was provided throughout the complex in 2014.
2. In the Town Clerk's vault, new filing systems were purchased to house maps, vital records, land records, archived town records and active and archived board and commission minutes; and many of these records were digitized to reduce space requirements. In addition, more efficient cabinetry for the vaults was purchased through the State of Connecticut Historic Document Preservation Grants which has alleviated the present storage needs.
3. New Electric Vehicle (EV) charging stations were installed at the Town Office Building parking lot for use by Town residents.

The Horton House

The Horton House, named for long-time town employee Mrs. Daniel G. Horton, who served as Probate Judge, Probate Clerk, and librarian, was built in approximately 1865 by Dr. Orrin White. The building features seven fireplaces, wide plank flooring and is of the Greek Revival style. In 1988, the Town purchased the Horton House, together with the 1.2 acres of land on which it sits. The property and building were renovated shortly thereafter to accommodate the Town's land use departments. Currently, the property is listed as a historic property in the Town's land records.



The Horton House accommodates the Planning Department, the Building Department, the Wetlands Agent, and the plans and files for the WPCA Administrator and contains an office for the Chatham Health District. In addition, it offers public access to Town Land Use personnel and to information about Town properties. While not suffering the same space constraints as the Town Hall, the Horton House faces challenges typical of a historic structure with regards to storage of land use and building permit records, and ADA compliance. In addition to office space for Land Use departments, the two-story Horton House contains a single restroom facility per floor. It also contains a very small meeting area with a capacity of 8 people.

In 1989, shortly after purchase by the Town, the building underwent a series of renovations, including the installation of the current rest room facilities, the reinforcement of floor framing to support live loads of 50 psf (pounds per square foot), the installation of a new roof, and the repair and replacement of exterior clapboards. Other major improvements were conducted in 2009, 2011 and 2012 (some with the assistance of a State Historic Preservation Office grant) concerning an improved access sidewalk to the main entrance, improvements to the roof gutter system and drainage system resulting in a much dryer basement, reconstruction of the two chimneys, and repainting of the building and restoring the Marjorie Circle entry door to its original design.

Accomplishments

Since the 2014 Plan was adopted, several additional improvements have been made to the Horton House.

1. A new gas-fired furnace was installed in 2018 with the extension of natural gas to Hebron Center. An emergency generator was installed in 2015 along with an upgrade to the electrical service panel. Window air conditioner units were replaced by a more efficient system of mini splits throughout the building. In 2023, a new concrete floor was laid in the basement in order to further address moisture issues.

The Town Records Building

The Town Records Building is a twenty-four by eighteen square foot building, and it houses the overflow records from the Town Office Building vaults used by several Town departments. The building has its own electrical system which supports lights, two aged space heaters, and two dehumidifiers that drain to the outside of the building. There is no running water or bathroom



facilities, and the building is not climate controlled with regards to heating, although moisture is addressed with the two dehumidifiers. Typically, a town department will retain its own records in the vault in the Town Office Building. When a set of records can be closed out at the department level, the records are moved from the Town Office Building to the Town Records Building, where they remain for the duration of the statutorily required retention period before they are ultimately destroyed. If a member of the public wants to view any of the records contained

in the Records Building, they must make an appointment with the Town Clerk, who will remove the required records from the Records Building and deliver them to the requestor at the Town Office Building. Similarly, if Town Staff wishes to view any records, they must follow the same procedure. Since the demand to see records stored here is low and the present use of the building adequately meets the needs of the public and Town departments, there is no need to expand this building or to re-deploy it for any other use, since doing so would necessitate offsite record storage. The Town Records Building is a historical landmark; the building has often been open to the public on Hebron Maple Festival Weekend.

Goals and Policies

Goal A: Provide effective and efficient Town government services while minimizing infrastructure and operational costs.

Policies:

1. Continue to monitor the space needs of the Town Hall complex operations and as needed study the options for expanding the Town Office Building to provide adequate meeting rooms, office, and storage spaces.
2. Once a decision is made as to the long and short term uses for the Town Hall Complex, make renovations to the building(s) to address ADA and code compliance issues.
3. Support staff efforts in requesting CIP funds to accomplish maintenance needs and structural analysis at the Horton House.

E. Library

The current Douglas Library is only the latest chapter in a long history of Hebron literary clubs and other similar associations dating back to 1844. In 1897, Ida Porter Douglas, wife of a prominent Hebron physician, Charles C. Douglas, both long time members of the Hebron Literary Society, led efforts to purchase land and build a public library for Hebron's residents. The original Douglas Library was expanded in 1957 and served the community until the new state-of-the art building was completed in 1999. Located on the south side of Main Street in the heart of the historic Hebron Green, the site's limited size resulted in the design of a multi-level, ADA compliant, Victorian-style addition and renovation to the original library building. Working with state guidelines for projected growth, the Library was expanded at that time to accommodate the needs of the community for years to come. Today, the Library houses 45,000 total print items (books and magazines) as well as a significant investment in digital materials (audio books, DVDs, and music) and resources such as portable Wi-Fi hotspots, 3D printers, a 3D pen, a book scanner, and others in its 16,800 square feet, having ample room for future acquisitions and expansion of staff.



For most of its history, the library was owned by the Douglas Library of Hebron Association, a private, non-profit corporation. The Association received income from a trust fund established by Dr. Douglas. This income was insufficient to fully support operations, and in 1989, the Library began to receive annual appropriations from the Town of Hebron. Since 2001, the Douglas Library has received approximately 98% of its budget from the Town (the trust income is deposited into the Town's general fund). The Friends of the Douglas Library raise money for the library from book sales and other fundraisers which help fund circulation materials and programs. In 2012, The Hebron Board of Selectmen appointed a Library Study Task Force to study and review alternatives for the provision of library services, the framework for the future of the Douglas Library and the agreement between the Town of Hebron and the Douglas Library of Hebron Association. The study concluded with a recommendation for the Town to take full ownership of the Douglas Library and all the associated property. In 2013, the Town approved Town ownership of the Douglas Library and approved an Ordinance governing its operation. As specified in the Ordinance, the Town now appoints the Library Board of Trustees, the Library's governing body.

Accomplishments

Since the 2014 Plan was adopted a number of improvements to the Douglas Library and its site have been accomplished:

1. In 2012, the Town was awarded a grant under the State's Small Town Economic Assistance Program (STEAP) and used those funds to construct 40 new parking spaces to the rear of the library to supplement the original 39 spaces immediately adjacent to the building entry. This is considered sufficient for the use of daily patrons and when the library's meeting rooms are used for public forums.
2. Building improvements were completed, including replacement of flooring, installation of a new HVAC system, and installation of new energy-efficient windows. With the assistance of a State Library Construction Grant, the roof was also brought up to current building codes.
3. A 2022 STEAP grant was approved to connect the library parking lot via a pedestrian bridge and sidewalk to Pendleton Drive, connecting these two neighborhoods in Hebron Center.
4. In 2022, after a year of work by the Douglas Library of Hebron Strategic Planning Committee, the Library Board of Directors approved a 5-year strategic plan, "Strategic Plan 2022-2027 – W.I.S.E. Decisions", to create concrete, measurable objectives organized under the headings of Welcoming, Integral, Safe and Evolving.

Some remaining needed improvements are the repaving of the original 39 space parking lot, as well as restoring some landscaping and sidewalks around the building.

Goals, Policies, and Action Items

Goal A: To support the informational, educational, cultural, and recreational needs of all members of the Hebron community by providing access to a professional staff, a state-of-the-art facility, quality resources, programs, and services, and preserving records of the Town's history that are entrusted to the library. (Strategic Plan 2022-2027 W.I.S.E. Decisions Mission Statement)

Policies:

1. To encourage the continued development of the Library's facilities and operations to meet the changing needs of the community.
2. To foster the use of the facility as an arts and cultural resource.
3. To support and implement the findings of the "Strategic Plan 2022-2027 W.I.S.E. Decisions".

Action Items:

1. Support the repaving of the original 39 space parking lot adjacent to the building entrance.
2. Revitalize the landscaping and walkways around the building.

F. Cemeteries

Hebron has a number of small, historic cemeteries dating back to 1723 that help document the development of the Town and serve as reminders of its past. Below is a list of all the Town's cemeteries. Also included are two additional cemeteries not officially recognized in Town Records: the individual gravesites of John Knowlton Rollo¹ and Bulah Stark². The Rollo gravesite is located on the south side of the discontinued portion of Slocum Road within the Salmon River State Forest. It contains a well-preserved headstone encircled by a stone wall.¹ The Stark site is located at 320 Burrows Hill Road on private property.



The other Hebron Cemeteries are listed below. Of these, three are in active use (New Hebron Cemetery, St. Peter's Cemetery, and Gilead Cemetery):

1. Jones Cemetery, Niles Road, 1846-1900 (10 family graves)
2. Gott Cemetery, Niles Road, 1795-1865 (45 visible markers)
3. Godfrey Hill Cemetery, Gilead Street, 1741 - 1842 (90 markers)
4. Old Town Cemetery, Wall Street, 1723 – present, (309 markers)
5. New Hebron Cemetery, Wall Street, 1961 – present (294 markers)
6. Jones Street Cemetery, Jones Street, 1777 - 1934 (170 markers)
7. Burrows Hill Cemetery, Burrows Hill Road, 1816 - 1940 (53+ markers)
8. St. Peter's Cemetery, Church Street, 1819 – present (1,441 markers)
9. Gay City Cemetery, North Street, 1808-1838 (6 markers)
10. Gilead Cemetery, Gilead Street, 1751 – present (1,143 markers)
11. John Rollo Grave Site, Slocum Road – discontinued section, 1777 (one marker)
12. Bulah Stark Grave Site (aka Stark Cemetery), 320 Burrows Hill Road, 1813 (one marker)

¹ John K. Rollo's given name was "John Knowlton Rollo," however, through some quirk of history, "Nolton" was scribed on his headstone instead of "Knowlton." Corporal John Rollo was a Revolutionary War soldier who heeded the call of the "Lexington Alarm," (a route and series of signals started by William Dawes and Paul Revere which called militia units from Massachusetts, Connecticut, New York, and New Jersey to arms). Rollo supported the Boston-area colonists for a total of twenty-one days. He passed away in 1777, although he did not fall in battle. Interestingly, the majority of the Rollo family rests in the Gilead Cemetery; however, because it was suspected that John K. Rollo died of smallpox, the stringent rules of the day would not allow him to be buried or moved to a more populated location out of concerns of spreading the disease. Corporal Rollo was rumored to have been buried with his horse—again out of concerns of spreading the dreaded disease.

² Bulah Stark is listed in the Tolland County Connecticut Cemetery Records as being laid to rest in the Stark Cemetery on Burrows Hill Road and now identified as 320 Burrows Hill Road. Bulah Stark was the wife of Captain Benjamin Stark of New London, and she died on September 18, 1813, at the age of 24 years, 10 months. The information about Mrs. Stark was copied from her gravestone.

The Town of Hebron's Parks and Recreation Department maintains the grounds, primarily through mowing operations, at the Burrows Hill Cemetery, Jones Street Cemetery, Old Town Cemetery, and the two Niles Road cemeteries (Jones and Gott Cemeteries). The others are maintained by private parties, and the Rollo site is maintained by a Hebron resident.

The Hebron Historical Society has been active in efforts to preserve and protect historic gravestones and cemeteries. Recently, CODE (Coalition on Diversity and Equity) organized clearing brush and cleaning up the historic portion of the Wall Street Cemetery. However other maintenance functions are important to preserve these grounds and historic headstones.

To date, none of the religious organizations in Town have expressed a need for more burial space. Both the New Hebron Cemetery and Gilead Cemetery are non-denominational. New Hebron has approximately 5 acres of available land, and Gilead has approximately 6 acres. Both associations anticipate having adequate room to serve the community for the foreseeable future.

Goals and Action Items

Goal A: To maintain and carefully preserve Hebron's cemeteries as beautiful places to continue their active use, as well as to serve as a valuable resource of Hebron's diverse history.

Action Items:

1. The Town, private organizations, and volunteers should coordinate their efforts in maintaining town cemeteries including re-setting, repairing, and cleaning headstones, and documenting information of those interred in each cemetery.
2. Continue to explore undocumented burials of Indigenous peoples and African Americans in Hebron cemeteries.
3. Capture and document information on deteriorating gravestones.

G. Roadways, Bridges, Stormwater, and Walkways

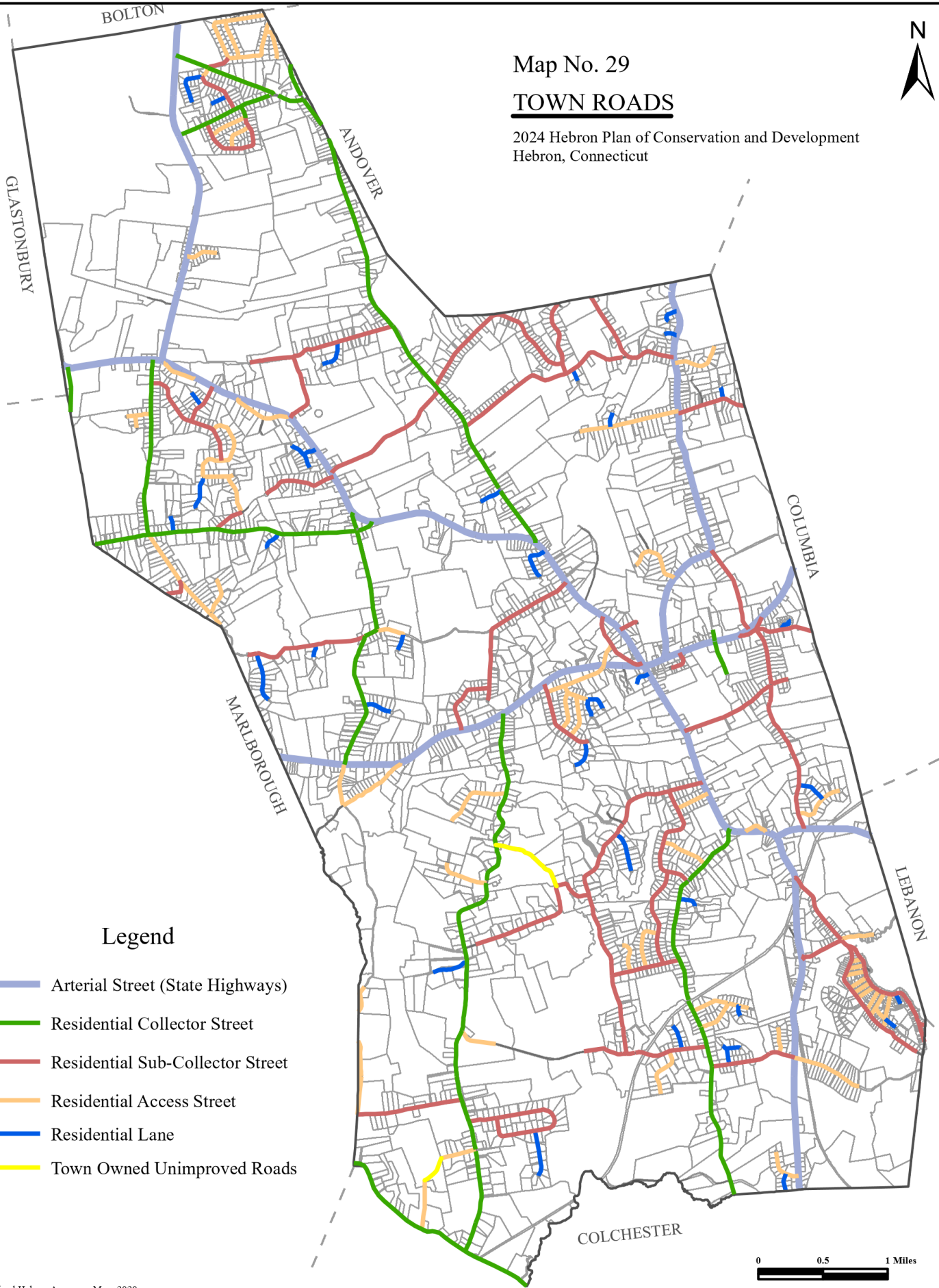
This section of the Plan will provide an overview of the Town's existing transportation system, identify infrastructure, note improvements that have occurred since the adoption of the 2014 Plan, review any existing areas of concern, and outline the Town's current program for maintaining and improving roadways. This section will also include goals and policies for the bridges and walkways, now and into the foreseeable future, to guide officials in managing, improving, and developing this system. For the purposes of this Plan, the Town's transportation system consists of roadways, bridges, and walkways.



Roadways

As of December 31, 2021, there were 101.87 miles of road in Hebron. Of this amount, the State of Connecticut maintains 22.23 miles (21.8 percent), the Town maintains 78.04 miles (76.6 percent), and 1.6 miles (1.6 percent) are privately owned and maintained roads.

The main State roads in Hebron are Connecticut Routes 66 and 85. The main north-south roadway in Hebron is Route 85, known as Gilead Street north of Route 66 and as Church Street south of Route 66. The main east-west roadway is Route 66, called Main Street east of Route 85 and West Main Street west of Route 85. Route 66 is the most heavily travelled roadway in Town, used by both commercial and passenger car traffic, and serves commuter traffic from eastern Connecticut traveling west to access Route 2 and the greater Hartford area. State Routes 85 and 66 intersect in the center of town, in the historic Hebron Green area. The intersection is controlled by one of the three traffic signals in town. The other state roads in town are Route 316 (Wall Street), extending north from Route 66 and eventually into Andover; Route 207 (Lebanon Road), extending from Route 85 in Amston and running east to the Lebanon town line; finally, Route 603 (London Road), running east-west through a residential area of Hebron between Route 85 and the Andover town line.



Map No. 29

TOWN ROADS

2024 Hebron Plan of Conservation and Development
Hebron, Connecticut

Legend

- Arterial Street (State Highways)
- Residential Collector Street
- Residential Sub-Collector Street
- Residential Access Street
- Residential Lane
- Town Owned Unimproved Roads

Source: Digitized Hebron Assessors Map, 2020:

Hebron has several town-owned main collector roads including East Street, West Street, Burrows Hill Road / Jones Street, Old Colchester Road (all north / south roads) and Martin Road (an east / west road). Most of these major roads run north / south due to the general topographic layout of Hebron, and in particular due to the many north / south running major watercourses. The lack of east / west collector roads, particularly in the southern half of town, somewhat hampers an efficient roadway network and causes trips that are not local in nature travelling through local subdivision streets. As can be expected, the majority of streets in town are local streets serving individual, mostly residential, properties.

A Town Roadway map (Map No.29) is included in this section showing the distinction between State, Town, and privately maintained roads, as well as the functional classification system used by the State of Connecticut.

Road Maintenance: The State of Connecticut Department of Transportation (CT DOT) offices which oversee all new construction on state roads in Hebron (including permitting and inspections) fall under the purview of the CT DOT District 2 office for areas south of Route 66, and the District 1 office for areas north of Route 66. The maintenance of state roads in Hebron is handled by three different CT DOT garages: the Colchester garage for areas south of Route 66; the East Hampton garage for Route 66; and the Bolton garage for roads north of Route 66.

Town roads are maintained by the Hebron Public Works Department. This includes the Director, his Administrative Assistant, the Road Foreman, and 10 employees. In addition, there are two employees working at the Town's transfer station, one full-time and one part-time. Winter snow removal involves 12 of these employees. Responsibilities of the Department include paving and resurfacing, snow and ice control, roadside mowing, brush removal, drainage maintenance, curbing and curb replacement, and road, drainage, and infrastructure improvement projects. Due to a State-wide concern of the impacts of sand build-up in watercourses, waterbodies and wetlands, and the significant costs associated with the sweeping of roadways and vacuuming of catch basins to remove the sand, Hebron has moved away from sand to using treated salts on town roads in the winter. The Town uses their one sweeper for spring clean-up of roads and no longer contracts for sweeping services.

Public Works personnel have been participating in the Green Snow Pro training program sponsored by UCONN. Green Snow Pro is a voluntary salt applicator certification program. Program staff trains municipal public works employees and private contractors. This training includes information about the science of salt, the downstream impacts of salt, how to properly apply salt in given weather conditions, and how to calibrate equipment. All highway crew members are scheduled to complete this training.

Funding: The road network in Hebron is generally in good condition and normal maintenance by the State and the Town should keep the existing roads at this standard. There is a fairly consistent level of funding for road maintenance and repairs. The General Fund has included general road maintenance costs in each annual budget, and the Capital Improvement Program (CIP) has included monies for more significant road improvement projects. Over time there has been a slightly increasing percentage coming from the CIP account. It is critical to maintain a

sufficient level of funding for this important Town asset. If the appropriate funding levels are not maintained in the road budget, the excellent quality of the Town's road maintenance efforts could suffer. There are studies that clearly show it is far less expensive to properly fund a yearly road maintenance budget than to fund the repair costs associated with deferred or neglected maintenance.

In 2019, the Town hired VHB to perform a pavement management study of town roads to determine the existing conditions of the roadway pavement, and to recommend options to address the conditions discovered. One option recommended was to catch up on maintenance issues by passing a one-time referendum for a roadway bond. Later in 2019, a \$2.4 million roadway improvement bond was proposed and was approved at referendum. Since then, these funds have been spent on improving numerous major town roads and school parking lots. The study also established a pavement management system being used by the Town and recommended properly funding a road maintenance budget on an annual basis.

To supplement local funds, there have been recent efforts to seek out grant funding for roadway work. A 2020 Local Transportation Capital Improvement Program (LOTICIP) grant application was approved by the Capitol Region Council of Governments (CRCOG) for a \$3 million grant to reconstruct Martin Road. Construction under this grant is expected to commence in 2024. More recently, an application was made under the State Transportation Rural Improvement Grant Program (TRIP) for rehabilitation of Jones Street.

Traffic Counts: The average daily traffic (ADT) is a common metric used to measure the volume of traffic on a road. It represents the total number of vehicles passing a point on a road in both directions during a 24-hour period. The most heavily traveled roads in town are Routes 66 and 85. The most recent traffic counts available from the CT DOT are from 2020. Given the pandemic that year, traffic counts were substantially lower across the State. For this Plan, the next most recent counts from 2017 will be used. The highest ADT recorded in Hebron was 15,200 on Route 66 just west of its intersection with Route 316. This count has increased from 14,000 ADT as reported in the 2014 Plan. The ADT on Route 66 through Hebron's business district ranged from 9,300 to 15,200. Route 85 showed a traffic count of 8,400 north of Route 66, and 12,000 south of Route 66. While these counts reflect relatively busy state roads, the data shows that traffic is within the roadways' design capacity.

Accident History: The University of Connecticut's Transportation Institute reports traffic accidents on all Connecticut's roads. During the years 2020 - 2022, between 59 and 87 traffic accidents were reported annually on roads in Hebron. During this period, injuries occurred with 27.2 % of all accidents, and one fatality was reported. Of the 228 total accidents that occurred in this 3-year period, 3 were pedestrian-vs-car accidents. Over 73% of all accidents occurred on state roads. There were no locations on town roads that exhibited a concentrated or high traffic incident rate, and there were no locations that met the criteria for inclusion on the state's list of road safety concerns, known as S.L.O.S.S. (Suggested List of Surveillance Study Sites).

Traffic Signals: There are three full traffic signals in town: one at the intersection of Routes 85 and 66, another less than 1/8th of a mile east at the intersection of Routes 66 and 316, and the

Town's newest traffic signal, located at the intersection of Route 66 and John Horton Boulevard, which was installed in 2013.

Scenic Roads: Consistent with its rural character, Hebron has many primary and secondary roads that cross natural areas, including some that present scenic vistas of the surrounding area. The Zoning and Subdivision Regulations recognize the value of preserving this rural character, as illustrated by the setback requirements for building development, the use of appropriate screening and plantings, as well as the recommendation of the Planning and Zoning Commission to use conservation easements along town roads to preserve tree lines and stonewalls.



Beyond the typical measures to preserve the rural character of roads in Hebron, it is also possible for a road to be designated a “Scenic Road” under the Town’s Scenic Road Ordinance. The process to be designated a scenic road can be initiated by the residents owning property along a particular road or by the Planning and Zoning Commission, according to the criteria set forth in the Scenic Road Ordinance. A Scenic Road designation can place limitations on improvements to and alterations of such designated roads, except those required for safety purposes. To date, one road has been designated as a Scenic Road in town: Burrows Hill Road, from Route 66 south to Hope Valley Road.

Hebron Center / Village Square: Some if not all of the roads in the Village Square development, adjacent to Main Street, are likely to become town roads. The Master Concept Plan for this development shows a road connecting Main Street to Kinney Road near to an improved intersection with Church Street. The main road through the development will be a town road, and the layout and design should be carefully guided and planned to improve overall circulation in the whole of Hebron Center.

A traffic impact study was prepared as part of the Village Square approval process, which identified anticipated traffic generation from this development as well as the need for future roadway improvements. The Town of Hebron should proactively review improvements in this area, in conjunction with the CT DOT. As new development occurs, it will be necessary to balance the need for safe traffic flow through Hebron Center with the distinctive, existing character of the center of town. It is recommended therefore that contextual street design and traffic calming measures must be considered and implemented to lessen the impact of increased traffic and to maintain reasonable speeds.

Accomplishments

Since the 2014 Plan of Conservation and Development was adopted, several improvements to town roads have been accomplished:

1. A 2020 Local Transportation Capital Improvement Program (LOTICIP) grant application was approved by the Capitol Region Council of Governments (CRCOG) for a \$3 million grant to reconstruct Martin Road.
2. In 2024, a \$985,200 grant was awarded by the CT DOT under the State Transportation Rural Improvement Program (TRIP) for rehabilitation of Jones Street.
3. In 2019, the Town hired VHB to perform a pavement management study of town roads to determine the existing conditions of the roadway pavement and recommend options to address the conditions discovered.
4. In 2019, a \$2.4 million roadway improvement bond was approved at referendum. Since then, these funds have been expended on several major town roads and school parking lots.
5. A LOTICIP-grant-funded improvement project for the Wall Street / Main Street intersection will add turning lanes, replace the existing traffic signals, and add a full set of pedestrian crossing buttons, and is scheduled to commence construction in 2024.

Bridges

There are four significant bridges in Hebron within the town road rights-of-way: one on Marjorie Circle, two on Grayville Road, and one on Old Colchester Road. The Marjorie Circle Bridge was recently reconstructed as it was determined to be structurally deficient based on a prior State of Connecticut inspection. The Old Colchester Road bridge is currently under design by the CT DOT as it is considered structurally deficient. The State lists other “bridges” in town having culvert spans greater than 20 feet and, therefore, are included in the National Bridge Inventory.



There are numerous small private driveway bridges leading to private homes. Inspection of these bridges is not required, and it is the responsibility of the homeowner to maintain them in good condition. The Fire Chief has expressed concerns about their ability to carry the weight of fire trucks.

Accomplishments

Since the adoption of the 2014 Plan of Conservation and Development, the following was accomplished:

1. The Marjorie Circle Bridge was completely reconstructed and funded through the State's Local Bridge Program.

2. The State has begun design work to completely replace the Old Colchester Road bridge. Design is currently underway by the CT DOT and construction is tentatively scheduled for 2025.

Goals, Policies, and Action Items

Goal A: Maintain a safe primary and secondary road and bridge network throughout the Town and maintain such roads and bridges in good condition.

Policies:

1. Work with the CT DOT in managing the needed improvements to Routes 66 and 85 as development occurs in Hebron Center, and in a manner that slows traffic through the Center, encourages pedestrian movements along Main Street, and incorporates a design reflecting the character of Hebron.
2. Encourage roadway improvements and traffic calming measures when approving subdivisions and curb cuts on town roads to minimize speed and decrease the risk of accidents.
3. Reduce the number of existing and future curb cuts and provide for improved internal circulation by encouraging: (1) the use of common driveways; (2) connections between commercial parking lots; and (3) a roadway connection from Pendleton Drive into the Village Square road system, as vehicles currently exiting Pendleton Drive often have trouble making a left-hand turn.
4. Encourage the town to adequately increase road maintenance budgets, as recommended by the VHB study, as the mileage of town roads increases and as inflation raises the cost of materials and provide a stable funding source in the general fund.
5. Encourage appropriate roadway connections and an efficient overall town road system to facilitate better response times for emergency vehicles.
6. Continue to use the Pavement Management System to evaluate and assess the local road system, and to identify roadways most in need of maintenance or improvement.

Action Items:

1. The Town should take the initiative in working with the CT DOT in designing and implementing traffic calming measures, and pedestrian improvement measures, along Main Street (Route 66).
2. The Town should initiate a Complete Streets Plan including traffic calming measures and a transportation system that takes into consideration cars, bicycles, and pedestrians.
3. Research and adopt standards to ensure that small bridges on private driveways are constructed to support the weight of fire and emergency vehicles.
4. Wellswood Road has been identified as a substandard roadway. The grade of the roadway as it approaches the intersection with Millstream Road is steep and does not meet accepted road standards. Throughout its length there are areas of excessive grades, curves, drainage and sight-line problems that should be addressed.

5. The Lake Road / Ames Road / North Pond Road / Deepwood Drive intersection is an area that does not meet typically accepted design standards. This should be reviewed to determine if a more typical intersection design can be achieved to slow speeds and better control traffic movements.
6. Continue to work with the State DOT on the design and replacement of the Old Colchester Road bridge.

Goal B: Reduce environmental impacts from the construction of new roads and minimize increases in town maintenance costs and paved acreage.

Policies:

1. Minimize the amount of impervious areas and the linear feet of future town roads by encouraging cluster and open space development.
2. Encourage the creative design of subdivision roads, and any reconstruction of existing roadways, to minimize road widths, incorporate alternate cul-de-sac designs (vegetated island), and promote low impact development practices (such as leaving a vegetated island) as outlined in the Town Subdivision Regulations and as recommended in the Salmon River Watershed Partnership studies.
3. Advocate for the preservation of the town's scenic roads which are essential to Hebron's rural and scenic nature.
4. Continue to utilize Conservation Easements along existing roads to protect stone walls and tree lines, and thus the character of existing Hebron roads.
5. Support measures to limit the removal of trees within town rights-of-way, balancing the need for public safety and preserving town character.
6. Continue to investigate and encourage the use of environmentally friendly products for snow / ice removal and weed control.

Stormwater

Infrastructure: An integral part of town infrastructure relates to the conveyance, control, and management of stormwater runoff. Hebron's drainage system includes two bridges, which were discussed previously, along with numerous culverts of varying size, which convey watercourses beneath town roads. Also, many of the Town's roadways have surface or subsurface drainage provided by conveyance systems consisting of drainage inlets and piping or roadside swales. In addition to ongoing regular maintenance, the Public Works Department periodically undertakes drainage improvement projects to enhance the safety and functionality of the road system through better handling of stormwater runoff. Such improvements can minimize roadway flooding in severe storms, eliminate icing conditions and extend the longevity of roads by minimizing the impacts of freeze-thaw cycles.

It should be noted that repair and rehabilitation of existing drainage culverts and systems will be an ongoing necessity in the immediate and long-term future. Specifically, drainage systems with corrugated metal piping and masonry or concrete block catch basins that

were constructed 40 to 50 years ago are reaching the end of their useful life. These required repairs must be considered in future Public Works budgets.

Water Quality Aspects of Stormwater Management: In addition to the control and conveyance of stormwater runoff, an aspect of stormwater management which is increasingly relevant and important is the impact of runoff on water quality. The management and control of runoff from developed land is a concern in the context of the surrounding environment. Increased runoff from both impervious and managed surfaces has been shown to have both direct and indirect impacts on water quality, stream channel geomorphology, and aquatic systems due to pollutant inputs and changes in the magnitude, frequency, and duration of stormwater discharges to receiving waters. The practice of stormwater management is intended to reduce or mitigate these impacts.



On a broad scale, the controls used to manage stormwater runoff can be classified as land use controls or source controls. Land use controls involve the regulatory processes, including zoning, which govern land development and other activities. Typical examples would be stream or wetland buffer requirements, steep slope restrictions, impervious coverage limitations or requirements for erosion and sedimentation control. Source controls can be structural or non-structural and are intended to reduce pollutants at or near their source. Non-structural controls include best management practices such as illicit discharge detection, spill prevention, and storm drainage system maintenance. Structural controls are practices designed to reduce or mitigate impacts from stormwater runoff such as settling basins or infiltration practices.

On a smaller scale, the stormwater management controls used in land development design practices can be categorized as: storage controls, such as retention basins; infiltration controls, such as vegetated swales; or end-of-pipe controls, such as hydrodynamic separators.

Historically, the emphasis on stormwater management has been flood control and reducing peak runoff rates. This typically resulted in development projects incorporating large detention or retention basins. While such measures can be effective in mitigating increased flows, they can also be an unattractive nuisance. The upkeep of these facilities often falls through the cracks, with private entities not capable of carrying out maintenance tasks, and time-strapped municipal public works departments struggling to keep up with them due to the other responsibilities required of their department.

In recent years, the approach to land development practices has been evolving as it relates to the control of stormwater runoff by better integrating the stormwater management components of a project into the overall project design. This is best accomplished by

incorporating low impact development (LID) techniques such alternative design standards for streets and parking areas, minimizing and disconnecting impervious surfaces, breaking up drainage systems so as to create multiple points of smaller discharge, and treating stormwater at the source through infiltration practices instead of by end-of-pipe, large-scale storage basins.

The Town of Hebron has been progressive in its approach to stormwater management. The Town commissioned or participated in several studies which evaluated the impacts of stormwater runoff and recommended actions to minimize those impacts and improve water quality. Amendments to the land use regulations have incorporated specific stormwater management guidelines and have allowed for reduced impervious surfaces and incorporation of LID techniques in new land development projects. Further, the Town has incorporated LID practices in recent municipal-sponsored projects.

EPA Stormwater Phase II Program: The current EPA Stormwater Phase II Program is implemented on the state level by the DEEP via the General Permit for the Discharge of Stormwater from Small Municipal Separate Storm Sewer Systems (MS4s). The MS4 General Permit was initially issued in 2017. This mandatory permit applies to all towns with an Urbanized Area (UA) and census populations exceeding 1,000 in that UA. The Town of Hebron falls within this threshold and therefore must comply with the Permit requirements.

The intent of the General Permit is to ensure that each municipality takes steps to keep the stormwater entering its storm sewer systems clean before entering water bodies. More specifically, the Permit requires that the Town prepare and execute a Stormwater Management Plan which addresses six minimum control measures (MCMs). These measures are as follows:

1. Public education and outreach on stormwater impacts
2. Public Involvement/Participation
3. Illicit discharge detection and elimination
4. Construction site stormwater runoff control
5. Post construction runoff management in new development and redevelopment
6. Pollution prevention/good housekeeping for municipal operations

The Town of Hebron has been very proactive in these areas, specifically:

- The Town has regulations in place to allow for integration of Low Impact Development (LID) measures into stormwater management for subdivision and site plan developments, and several sites have implemented LID measures since the early 2000s.
- The Town submitted the Registration and the Stormwater Management Plan in 2017 for the current modified permit.
- All required Annual Reports have been submitted including the 2022 MS4 Annual Report.
- The Town updated their Zoning Regulations in 2018 to be consistent with the new General Permit requirements.

- The Public Works Department has initiated a program for regular maintenance of town-owned post construction stormwater practices (i.e., subdivision stormwater basins).
- The Town constructed two municipal infrastructure projects incorporating LID practices (pervious pavement).
- In cooperation with the Salmon River Watershed Partnership, stormwater samples are collected annually from six (6) stormwater outfalls, two (2) within residentially zoned areas, two (2) within commercially zoned areas, and two (2) within industrially zoned areas.

Accomplishments

Since the adoption of the 2014 Plan of Conservation and Development the following was accomplished:

1. The Town continues to participate in the Salmon River Watershed Partnership by annually contributing to their operating budget, by implementing recommendations to our land use regulations, and by encouraging the continuation of water quality testing throughout the watershed.
2. The 2018 update to the Hebron Zoning Regulations contains multiple provisions to encourage LID initiatives promoting reduced impact to water quality by new development, including establishing a maximum number of impervious parking spaces.
3. Town improvements such as the new parking lots behind the Douglas Library and Pendleton Drive incorporated pervious pavement designs as a means of low impact development.
4. The Public Works Department has initiated a systematic schedule of maintenance of detention basins, water quality basins, and sediment structures in subdivisions to ensure these improvements continue to function as intended.
5. During the fall of 2021, a team of UCONN students as well as Extension faculty conducted a “Hebron Stormwater Runoff Reduction Plan”, which was an evaluation of potential stormwater infrastructure opportunities on town-owned land in Hebron.

Goals and Policies

Goal A: Maintain stormwater infrastructure throughout the town and safely convey stormwater runoff to minimize potential impacts to roads and property.

Policies:

1. Assess, prioritize, and undertake necessary repairs to existing drainage systems nearing the end of their useful life.
2. Continue to evaluate roadway conditions and make drainage improvements as needed to improve the safety and functionality of the Town's road system.

Goal B: Control and manage stormwater runoff from existing infrastructure and new development to minimize impacts to water resources.

Policies:

1. Prioritize and implement stormwater quality retrofit projects as outlined in the various stormwater management studies that have been completed to improve the quality of stormwater runoff.
2. Continue to incorporate LID techniques where possible in municipal infrastructure improvement projects.
3. Continue to evaluate land use regulations to promote the reduction of impervious surfaces and incorporation of LID techniques in new development projects as well as retrofit projects on Town roads.
4. Evaluate Public Works Department maintenance practices including use of materials for snow and ice control, with consideration toward reducing the water quality impacts resulting from these activities.
5. Continue to prioritize maintenance activities such as cleaning of drainage structures and road sweeping so that priority and frequency are given to areas with more direct impacts to water resources.
6. Identify, inventory, and establish a maintenance schedule for all post-construction stormwater practices.

Walkways

Walkways will include a description of both sidewalks and pedestrian paths. For the purposes of this section, the term “sidewalks” refers to pedestrian ways located alongside roadways, through residential neighborhoods or through established commercial developments. Sidewalks are usually paved or are constructed of brick or some impervious material. “Pedestrian paths” on the other hand, for the purposes of this section, shall refer to pedestrian walkways that are not usually alongside a roadway. They often are not paved and are covered with a pervious material. Pedestrian paths also include trail networks through town or state-owned or maintained areas, such as Gay City State Park.



The Town of Hebron has greatly expanded its sidewalk system in recent years, with sidewalks on the north and south side of Main Street (within the business district), through the Hebron Green area, north on Gilead Street to the Town Hall, north on Wall Street to RHAM, and along Liberty Drive and John E. Horton Boulevard. Most recently, sidewalks were constructed along Church Street from Hebron Center to the Neighborhood Convenience District. These sidewalks were funded partially by town CIP funds, but primarily via grants from the Small Town Economic Assistance Program (STEAP) and the LOTCIP program. This expansion of sidewalks serves to

improve pedestrian flow throughout the center of town and reduces vehicle use for short journeys (i.e., store to store), as well as providing important recreational uses.

In addition to sidewalks, Hebron has also created an excellent system of pedestrian paths in the center of town, extending from Veterans Park east, through Town open space, connecting to the Liberty Drive sidewalks, extending further east through the Loveland Road residential developments, and connecting to Main Street just east of Ted's IGA Supermarket - forming a large loop walking system around and through the Town Center.



There are significant pedestrian paths on state-owned properties. The State owns and maintains a substantial path / nature trail network at Gay City State Park. Another outstanding path system is the Air Line Trail, a reclaimed railroad line. This trail, which is part of an extensive and growing statewide network, passes through the southern portion of Hebron. It crosses significant nature areas, wetlands, and streams. It has a stone dust surface and is frequented by joggers, cyclists, and walkers. The Air Line Trail is located on property owned by the State of Connecticut and has been fully upgraded by the Town using state grant funds. It is now the responsibility of the Town to maintain the trail surface of the Air Line Trail within Hebron, while the State assists with major improvements as needed.

The Recreation section of the Plan contains more information and maps on trails within Hebron and plans for future connections.

Accomplishments

Since the adoption of the 2014 Plan of Conservation and Development, the following was accomplished:

1. Using 2016 LOTCIP grant funding, the Town extended the Hebron Center sidewalk system south along Church Street to the Neighborhood Convenience District, which was completed in 2019.
2. The Hebron Center Trail was completed with the construction of a pedestrian bridge by the developer of Loveland Farms and the extension of the stone dust path to the Main Street sidewalks just east of Ted's IGA Supermarket, creating a 2-mile pedestrian loop.
3. Funding has been secured through the CIP program and State grants, and a design has been completed, to extend the Wall Street sidewalks north from RHAM to Ridge Road.
4. The Town constructed a STEAP grant-funded sidewalk connection between Main Street and AHM through the fire station site at 44 Main Street.
5. Raymond Brook Preserve trails were extended from Phase I trails in the park, across Raymond Brook, to Millstream Road using a DEEP Recreational Trails grant.
6. Using a CT DOT Connectivity grant, design work is underway on the pedestrian connection from Raymond Brook Preserve trails to the Air Line Trail.

7. The Town was awarded a STEAP grant to construct a pedestrian connection between the library parking lot and Pendleton Drive up to the AHM location.

Goals, Policies, and Action Items

Goal A: Further encourage pedestrian traffic and cycling through the continued development of sidewalks, bikeways, and pedestrian paths.

Policies:

1. Continue to encourage pedestrian access and non-vehicular travel through the development of sidewalks and pedestrian paths throughout the business districts in Hebron Center in all appropriate locations.
2. Advocate, in coordination with the CT DOT, for installation of pedestrian crosswalk zones, pedestrian push buttons, and pedestrian walk lights at the major intersections in Hebron Center.
3. To promote health and public safety, consider, where appropriate, requiring the establishment of a pervious pathway along new subdivision roads. Also consider pathways along existing roads as part of any road improvement projects.
4. Review potential locations for public access points, parking, and new trails in newly acquired open spaces, particularly as required by the conditions of state grants.

Action Items:

1. Complete the funded and designed sidewalk extension along Wall Street from RHAM north to Ridge Road.
2. Continue to plan and implement the long-term objective of connecting the Hebron Center via a pedestrian path or bikeway to the Air Line Trail and its Spur.
3. Continue to plan and execute the expansion and interconnection of trail systems including the connection from Burnt Hill Park to RHAM and Hebron Center (the Jeremy River Trail).
4. Work with the State of Connecticut in implementing pedestrian crossing signals at Air Line Trail crossings of roadways in Town.

H. Utilities

I. Water

Both the residential and business sections of the Town of Hebron rely largely on private wells for their drinking water supply. This is typical in a rural, residential New England community of this size and density. To a great extent, private wells adequately provide for the water supply needs of the Town.

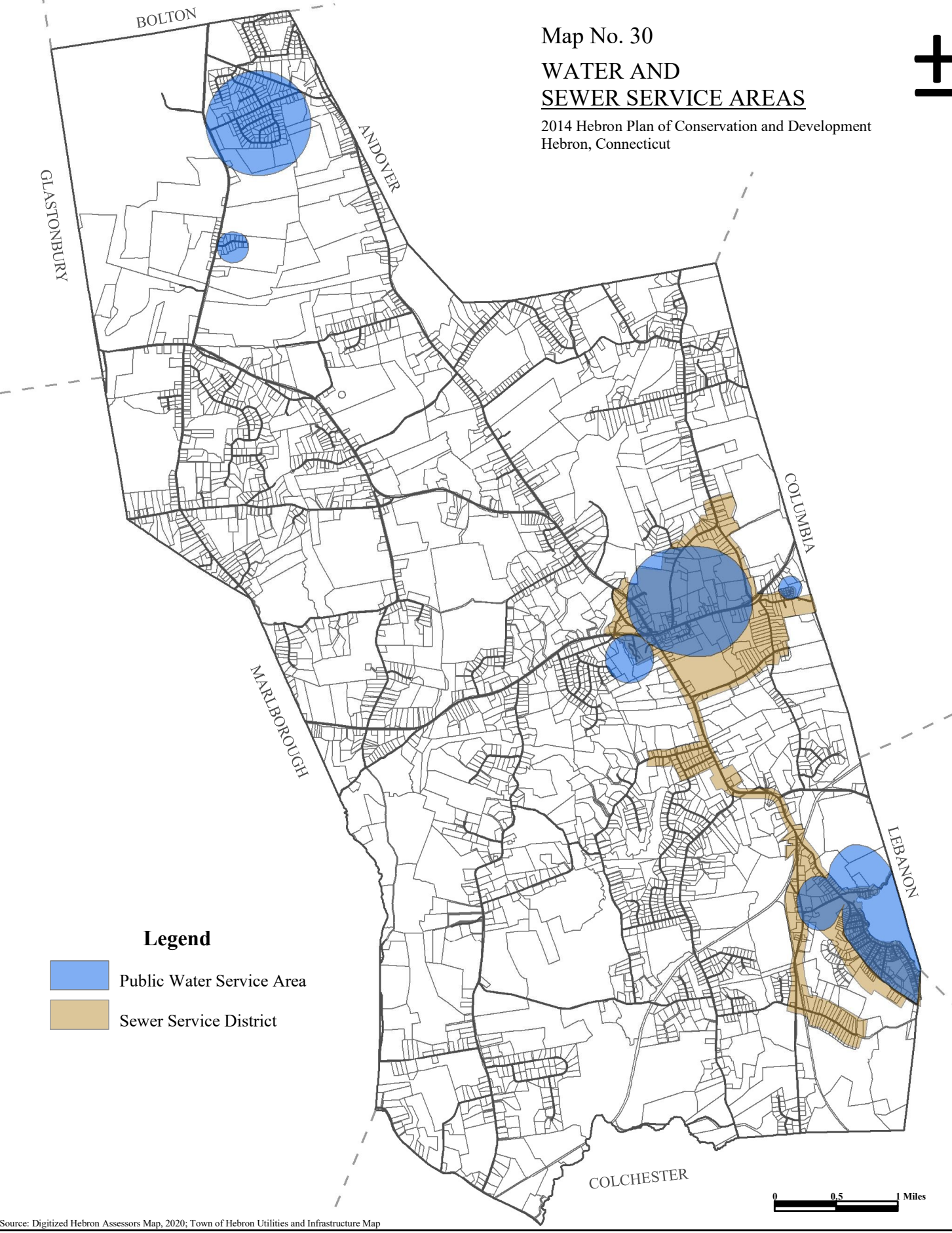
However, there are several areas in Hebron where there is a public water supply system, and in these areas, it is generally supplied by the Connecticut Water Company (CWC), who in 2008 acquired the former Birmingham Utilities systems in Hebron. CWC is a privately owned water company, headquartered in Clinton, Connecticut, and has been granted a franchise from the State of Connecticut Public Utilities Regulatory Authority (PURA) to operate a water company in Hebron. CWC also operates under the review and oversight of the state's Department of Public Health to ensure that the systems, and the water supplied, meets the current public health standards.

Currently CWC owns and operates several public water supply systems within Hebron, bringing public water to residences and businesses in these areas: Amston Lake; Wellswood; London Park; Hebron Center; and Christ Lutheran Church.

Amston Lake System

The Amston Lake neighborhood is the largest area in Hebron served by CWC. The Amston Lake System was originally designed and built to serve a seasonal community. As of the 2018 Water Supply Plan, the system serves 364 customers in Hebron, Lebanon, and Colchester, many of which are now year-round users.





Source: Digitized Hebron Assessors Map, 2020; Town of Hebron Utilities and Infrastructure Map

NATHAN L. JACOBSON & ASSOCIATES, INC.

This system is supplied by two drilled rock wells located in distinct parts of the system. The Church Street Well is located off Church Street in Hebron. The Island Beach Well is in Lebanon. An additional well, the Firehouse Well, located on Deepwood Drive in Hebron, is reserved for emergency use. The two active wells have a combined yield of 63 gallons per minute (GPM).

The Church Street Well was added in 2015, representing a significant improvement to the system. This improvement was undertaken primarily to meet the peak water supply demands during the summer months in the Amston Lake neighborhood.

This well has a withdrawal rate of 40 GPM. The water is treated and then pumped to the 75,000-gallon atmospheric storage tank located on St. Ronan Road. The Island Beach Well has a withdrawal rate of 23 GPM. The water is treated and after treatment the water is stored onsite in a 62,000-gallon atmospheric storage tank. Water is then boosted to the St. Ronan tank. All wells are equipped with emergency standby power for continued service during power disruptions.

The system's highest demands occur in the summer and exceed 50,000 gallons per day (gpd). The lowest demand days occur in the winter months when only year-round customers are served. CWC has obtained a Water Diversion Permit from the state's Department of Energy and Environmental Protection (DEEP). The Water Supply Plan indicates that based on operating experience the available supply is limited to 91,000 gpd.

The distribution system in Hebron consists of approximately 18,600 feet of water mains. Many of the older original mains, which were cast iron or galvanized pipes, have been replaced with ductile iron pipe or PVC pipe in recent years. Installation of individual water meters at each service location was accomplished to encourage water conservation. As of 2018, 99% of service connections were metered. The 2018 Water Supply plan indicates a priority is the development of a backup source for the Church Street Well.

London Park System

The London Park System serves approximately 78 residences in a subdivision along London Road. The system was originally constructed in the 1950s.

The system is supplied by two stratified drift wells located off Jan Drive. Each well pumps at approximately 25 GPM. The combined 50 GPM is blended prior to being treated. The water is then stored onsite in a 27,000-gallon atmospheric storage tank prior to being pumped into the distribution system. As of 2018, the distribution system includes 9,500 feet of pipe. Emergency standby power for continued service during power disruptions is available. All service connections are metered. Based on operating experience, the available supply is 72,000 gpd but is limited in the absence of a diversion permit to 50,000 gpd. The system's average daily demand is 9,131 gallons per day.

Wellswood System

This system was constructed in 1993 to serve a cluster housing subdivision of 21 single-family homes on Wellswood Road. Two drilled rock wells supply the system, with each well pumping at

approximately 5 GPM. No treatment is required. The water is stored in two 2,500-gallon atmospheric storage tanks. A 1,000-gallon hydropneumatics tank with booster pumps supplies water to the distribution system. As of 2018, the distribution system includes 850 feet of pipe. Emergency standby power for continued service during power disruptions is available. The system has an available water supply of 10,000 gpd with an average daily demand of 1,500 gpd. Each unit is individually metered to encourage water conservation.

There are no plans for expansion or upgrades to this system in the near future.

Hebron Center System

The Hebron Center System was originally constructed in 2002 / 2003 to serve the new RHAM high and middle school complex, a planned age-restricted housing development on Loveland Road, and the Hebron Business Park on Liberty Drive. The Town of Hebron, Regional School District #8, the water company, and private businesses all partnered to develop this system. Full fire protection, including fire hydrants, is provided in this system. The system was designed to allow for an expansion throughout the center of Town, including the Village Square District. In 2018, the Hebron Center System incorporated both the Mill at Stonecroft system and the Country Manor systems.

This system is served by three drilled rock wells at the Hebron Center site, a single drilled rock well located on the adjacent Country Manor parcel, and the newest drilled rock well located on Wall Street. These five wells have a combined yield of approximately 100 GPM. All water from these wells enters a central treatment building where they are treated for iron and manganese, and chlorinated. The water is then pumped into a 183,000-gallon storage tank before being pumped into the distribution system. As of 2018 the distribution system includes 21,406 feet of pipe and included 169 customers. Two additional wells which formerly supplied the Mill at Stonecroft system are reserved for emergency use. Emergency standby power for continued service during power disruptions is available. Each service is individually metered to encourage water conservation.



As this system expands, new well sources and interconnections with other CWC systems are likely. The CWC Water Supply Plan (2018) acknowledges that in Hebron Center, while supply is sufficient for average daily purposes, it is limited during peak demand periods, and additional supply is needed for the system to adequately meet peak demand, and to meet planned system growth through the planning period. The Water Supply Plan mentions the efforts to work with the Town in seeking other locations for new wells in Hebron Center and also mentions the intent to investigate the ultimate interconnection of the Hebron Center system with the Amston Lake system.

In 2019, seeking permission for the new Wall Street well, Connecticut DEEP authorized a new Diversion Permit for the well field which allows a combined withdrawal of up to 110,000 gpd from the three Hebron Center wells, from the Country Manor Well, and from the Wall Street Well. According to the permit application, the company was not seeking increased production due to the new well but rather shifting withdrawals among the five wells. The company's 2018 Water Supply Plan states that based on experience, the safe and available water supply is limited to 96,000 gpd. The diversion permit limits the distribution of water supply to the area of Hebron Center, and to no more than 250 service customers.

Christ Lutheran Church System

This system serves the church and a day care facility on the same site on Church Street. The system is supplied by two drilled rock wells, which pump at approximately 3 and 7 GPM. No treatment is required. The water is stored in a 5,000-gallon atmospheric storage tank.

There are no immediate plans to expand or upgrade this system.

In addition to the systems owned and operated by the Connecticut Water Company, there is another public Community Water System in Hebron providing water supply to a small residential neighborhood.

Abby Drive System

This is a system serving exclusively the Abby Drive neighborhood located off North Street in the northern part of Hebron. The system serves approximately 25 single family homes. The owner of the system is Abby Water, LLC located in Columbia, CT. The system has a single six-inch diameter drilled well, located inside the pump house at 10 Abby Drive. The well has a reported capacity of 25 GPM. The system includes a 6,000-gallon atmospheric storage tank. Water is transferred to a 2,500-gallon pressure storage tank via booster pumps prior to being introduced into the Abby Drive distribution system.

Conservation Efforts

The CWC has a Water Conservation Plan as part of its operations to promote responsible use of water, so as to make the most efficient use of current supplies. The Plan includes educational materials provided to all customers, encouraging large users to conserve water through water use audits, and by communicating directly with customers on practical ways to avoid waste. They have conducted a Water Drop Watcher program for elementary school classes to teach students about water conservation. A Water Drop Challenge to single family homes aims to reduce water usage and provides a bill credit for successful participants.

Accomplishments

1. The Planning and Zoning Commission, with recommendations from the Chatham Health District, amended the Subdivision Regulations to improve well protection radii.

2. Each expansion of the Hebron Center System has included hydrants as part of those improvements, ensuring continued and expanded fire protection services.
3. In 2015, the CWC added a new productive 40 GPM well to the Amston Lake System to address peak demand requirements.
4. During the past 10 years the CWC has replaced many of the older original water mains, which were cast iron or galvanized pipes, with new ductile iron pipe or PVC pipes; they have also installed individual water meters at each service location to encourage water conservation.
5. In 2017, the CWC made substantial improvements to the London Park System with a complete upgrade of their pumps and storage facilities supplying this neighborhood.
6. In 2018, the CWC tied the Mill at Stonecroft and Country Manor Water Systems into the Hebron Center System.
7. In 2020, the CWC added the Wall Street Well into the Hebron Center System.
8. In 2023, the Town received a CT Community Challenge Grant of \$2.106 million to develop additional water supply sources to support new development in Hebron Center.

Goals and Policies

Goal A: Continue to develop appropriate policies that protect private water supply wells, the principal source of water for current and future residents of Hebron.

Policies:

1. Actively seek the assistance and expertise of the Connecticut Department of Public Health and the Chatham Health District to develop appropriate protective regulations for private water supply wells.
2. Incorporate into the Town Subdivision Regulations, and other ordinances as appropriate, the highest protective standards for private water supply wells.
3. Continue to consider the protection of aquifers with future open space acquisition purchases.

Goal B: Encourage the proper development and management of public water supply systems in appropriate locations and where needed to support present and future land uses as identified in this Plan.

Policies:

1. Encourage CWC to continue to invest in the existing Hebron public water supply systems to deliver the highest quality product to Hebron residents.
2. Encourage CWC to continue to promote water conservation measures.
3. Work with CWC and the State Department of Public Health to promote water conservation for all residents and commercial establishments within the Town through educational efforts and other measures.

4. Encourage the provision of hydrants and full fire protection for all new public water systems within Hebron's business districts and work with the Fire Department to determine needed mechanisms, such as a Town Ordinance, to achieve this objective.
5. Encourage efforts to extend the Hebron Center System into other appropriate areas within Hebron Center.
6. Encourage the CWC to continue to investigate the interconnections of the Hebron Center and Amston Lake systems and investigate potential additional sources in the Raymond Brook Marsh and aquifer area.
7. Work with the CWC to develop additional water supply sources in the Hebron Center System to support appropriate economic development growth and housing choices.
8. Encourage CWC and State regulatory agencies to evaluate any potential impacts to the surrounding recharge areas as further water systems and expansions are proposed.
9. Through proper planning and site design, attempt to use open space dedications and wetland buffer areas as the protective areas around public water supply wells.
10. Rights to future drinking water supplies on town-owned land should remain in Town ownership.
11. Public water supplies located in Hebron should primarily (or exclusively) serve Hebron town residents / businesses.
12. Develop regular communications with water companies and provide notification of development proposals within a 200-foot radius of a public water supply well.
13. Explore the potential effectiveness of a hydrological study seeking additional public water supply sources in the Hebron Center system.

II. Sanitary Sewers

The Town installed public sewers in the early 1990s in response to an order from the CT Department of Environmental Protection to remedy areas of septic system failures. Approximately 17 miles of sewer lines have been installed and are supported by 9 pump stations.



Sewers were installed along the following roads: Route 85 from

Route 66 south to Crouch Road, Crouch Road, North Pond Road, Brennan Road, portions of Hope Valley Road, Slicer Drive, portions of Millstream Road, Kinney Road, portions of Wall Street, Main Street, and Wellswood Road. Sewers were also installed in the Hebron portion of the Amston Lake area. The system in this area was sized to accommodate flows from the Amston Lake area of Lebanon. In 2012, the Town of Lebanon began construction of a sewer system in this neighborhood and in 2013 connected them into the Hebron sewer system.

Presently the average combined sewage flow from the towns of Hebron and Lebanon is between 200,000 and 300,000 gallons per day (GPD). The planned maximum flows from Hebron were expected to be approximately 500,000 gallons per day. The sewage is pumped to the Town of Colchester and then pumped to the treatment plant in East Hampton. Hebron's basic sewer infrastructure (i.e., the pipes) is designed to a capacity of 1 million GPD. This is not the case for the pumps at the various sewer pump stations, which can be upgraded on an 'as needed' basis. The combined Hebron, Lebanon, and Colchester sewage flows are approximately 700,000 GPD. This flow all enters the Colchester pumping station, which is presently operating at an approximate two-thirds capacity. The East Hampton Treatment Plant was designed to handle 3.9 million GPD and presently receives approximately 1.5 million GPD. The Town of Hebron is responsible for the cost of capital expenditures equal to our percentage of flow to both the Colchester and East Hampton facilities. As these expenses would likely be bonded by the towns involved, the towns should continue to share information on these issues and future expenses on an ongoing basis.

When the sewer system was originally designed and installed, extensive discussions were held to define its purpose, and a specific sewer service area was mapped. The primary purpose of the system was to address areas of septic failures. A secondary purpose was to promote economic development consistent with the goals and objectives of the Town's Plan of Conservation and Development, primarily in the Hebron Center area. This is evident on the Sewer Service District (SSD) map which shows a large area in the center of Town within the district, and which is now classified as the Village Square District – an area of planned future

economic development in Town. At the time of the Master Plan approval for the Village Square District, an analysis was performed of the amount of flow that would be generated by this project. The estimate at the time, given the projected uses, was a maximum of 67,000 GPD at full build-out. It was concluded that the overall system can support this build-out. That study identified one area in the Hebron infrastructure that will need to be upgraded, which is a short area of sewer pipe in Church Street near Old Colchester Road.

Agreements between the Town and the State were clear that the purpose of the system was to avoid development in environmentally sensitive areas. To support this concept the Town has adopted policies that limit expansions of the sewer service district and that serve to implement these original agreements.

Accomplishments

Since the adoption of the 2014 Plan of Conservation and Development, the following was accomplished:

1. In 2019, the Town approved a referendum to bond improvements to the Town's sewer system. A total of \$7.6 million was authorized to upgrade all nine pump stations. Currently Phase I of this project is nearing completion, which rebuilt four stations and installed generators at all nine locations.

Goal and Policies

Goal A: Continue to manage the Town's sewer service system in a way that supports the land use goals in the Plan of Conservation and Development.

Policies:

1. Allow future expansion of the Sewer Service District only in those instances where it would be required to serve the Town's needs.
2. Continue to implement the policy that the sewer system should not permit development in environmentally sensitive areas.
3. Establish a consistent regular discussion between the Planning and Zoning Commission and the Water Pollution Control Authority and others to discuss the boundaries of the Sewer Service District as well as the sewer system in general, as it may impact upon potential future development in Hebron.
4. The towns of Hebron and Colchester should continue to share information with each other and their respective Boards of Selectmen regarding the capacities of the system and its facilities so that future planning for improvements is clearly understood.

I. State Regulated Public Utilities

While most local land use decisions are under the control of the Town and in particular the Planning and Zoning Commission and the Conservation Commission, there are several types of facilities where the State of Connecticut, under the Public Utility Environmental Standards Act (CGS 16-50g), reserves such rights and delegates such powers to the Connecticut Siting Council. The following facilities, above certain specific thresholds, are included:

- Electric transmission lines
- Fuel transmission facilities
- Electric generating or storage facilities
- Electric substations
- Community antenna television towers
- Telecommunication towers

Among the Siting Council's responsibilities are balancing the need for adequate and reliable public utility services at the lowest reasonable cost to consumers with the need to protect the environment and ecology of the state and to minimize damage to scenic, historic, and recreational values; and providing environmental standards for the location, design, construction, and operation of public utility facilities.



Among the facilities listed above that are most likely to be found in small towns such as Hebron are renewable energy sources, like solar photovoltaic, solar thermal, wind, fuel cells, geothermal, landfill gas, and telecommunication towers. While the approval of these facilities is solely under the authority of the Siting Council, there is the opportunity for local input. The Council reaches out to affected towns, and by holding a public hearing in any town where a facility is located, local input and comments are received.

While each application would be unique and deserves individual review and analysis, the following Goals and Policies are intended to establish a basis for Hebron's input when such facilities are proposed in town. The first set of Goals and Policies are intended to guide review of all facilities reviewed by the Siting Council, and the second set of Goals and Policies are specifically intended for the review of applications for telecommunication towers.

Public Facility Applications

Goals and Policies

Goal A: Review and comment on applications for any proposed facility before the Connecticut Siting Council for locations within the Town of Hebron, with the goal of protecting neighborhoods, the environment, and ecology of the Town, and minimizing damage to scenic, historic, and recreational values.

Policies:

1. All applications made to the Siting Council for facilities proposed in Hebron should be reviewed by the Board of Selectmen, the Planning and Zoning Commission, and any other affected agencies, and such agencies should provide coordinated comments to the Siting Council.
2. All applications shall consider impacts to the immediate neighborhood, the overall rural character of the town, and impacts to wildlife, natural resources, prime agricultural lands, and forest lands.
3. Disturbance to prime farmland soils and forests should be discouraged.
4. Such facilities should be placed in a manner with the least visual impact sufficiently buffered by topography, remaining forest cover or by planted coniferous and deciduous native tree species.
5. The design of such facilities should be compatible with the rural character of the affected area.
6. Any applications impacting wetlands or regulated areas as defined by the Inland Wetlands Regulations, should be referred to the Conservation Commission for input.

Telecommunications Applications

From 1976 to 2002, the Federal Telecommunications Act (Act) allowed municipalities to regulate various aspects of digital communications facilities proposed by cell phone companies who made applications to towns / cities to position cell towers within a municipality. Typically, a town or city was able to regulate not only the height of cell towers, but also the appearance, noise, and screening for the site. In 2002, a State Supreme Court ruling removed local approval of telecommunication sites and granted the Connecticut Siting Council exclusive jurisdiction in determining the application specifications of cell towers. While all parties agreed on the importance of allowing this emerging technology to prosper, not all agreed that the Siting Council was the party to enforce the Act. Many were concerned that the Siting Council would not honor the input of towns and neighboring property owners in their interest not to create blight in the town and neighboring communities. Fortunately, concerns over Siting Council enforcement have not materialized and, to date, additional build-out of towers by telecommunications companies has been responsibly regulated by the Siting Council with



considerable influence by towns to the mutual benefit of both municipalities and telecommunications companies.

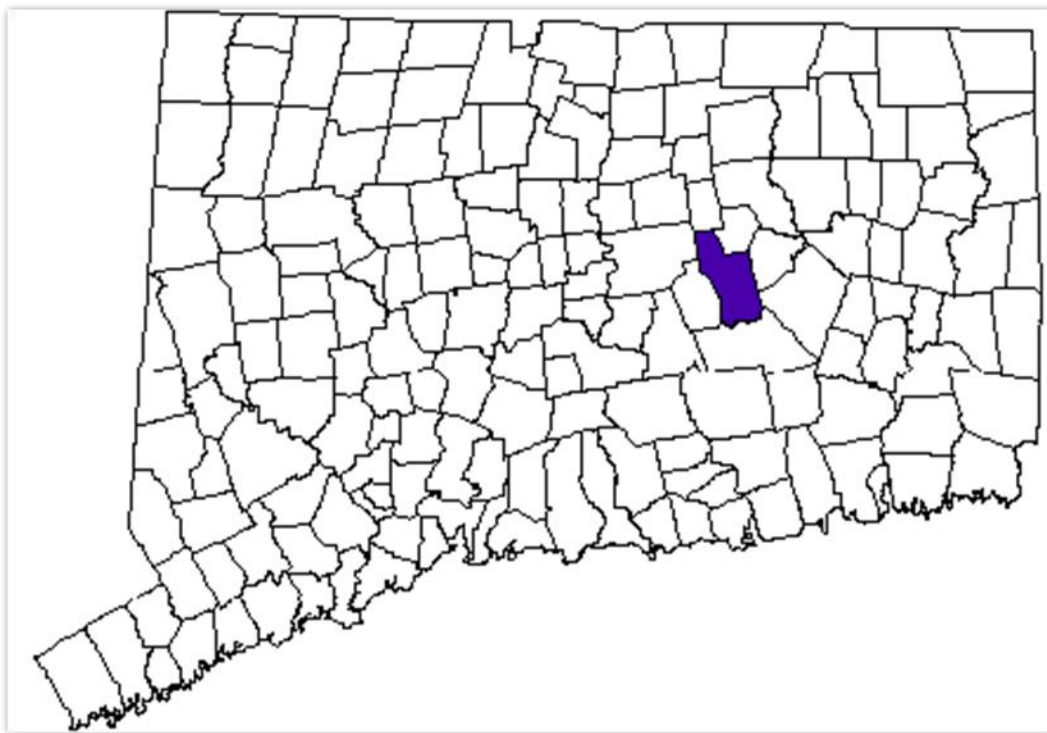
Goals and Policies

Goal A: Review and comment on cell tower applications before the Siting Council for locations within the Town of Hebron with the goal of protecting neighborhoods and minimizing any adverse effects through careful design, siting, and screening.

Policies:

1. Maximize the use of existing and approved towers and other structures to accommodate new telecommunication facilities in order to minimize the number of necessary sites in the community.
2. Encourage co-location of facilities.
3. Site facilities below visually prominent hilltops.
4. Encourage creative design.
5. Protect historic and residential areas from adverse impacts.
6. Avoid potential damage to adjacent properties through proper engineering and careful siting.
7. Locate antennas for new telecommunications sites primarily in the following order of preferences:
 - a. On or within existing buildings and structures such as water towers, utility poles, and silos using camouflage techniques to blend the facilities into the character of the neighborhood.
 - b. On or within new buildings or structures, using camouflage techniques to blend the facilities into the character of the neighborhood.
 - c. On existing or approved towers.
 - d. On new towers less than 75 feet in height located in commercial or industrial zones.
 - e. On new towers less than 75 feet in height located in residential zones.
 - f. On new towers 75 feet or greater in height located in commercial and industrial zones.
 - g. On new towers 75 feet or greater in height located in residential zones.
8. Require that all towers be a monopole design.
9. Require, in appropriate locations, that towers be of such design and treated with an architectural material so that it is camouflaged to resemble a tree with a single trunk and branches on its upper part; or, that towers be concealed within or camouflaged on an existing or proposed agricultural building or silo particularly in the rural or agricultural areas of the community; or, to require other available measures to camouflage proposed facilities.
10. To require appropriate screening of the proposed facility to minimize the visual effect to abutting property owners.
11. To work with the Connecticut Siting Council to develop a Master Telecommunications Plan for the Town.

Section 5. Consistency with State & Regional Plans



“Planning is a process of choosing among those many options. If we do not choose to plan, then we choose to have others plan for us.” - **Richard I. Winwood**

Consistency with State and Regional Plans

In preparing a Plan of Conservation and Development, a town is obligated to follow certain requirements and guidelines set forth by the State of Connecticut and as contained in the Connecticut General Statutes. The [Foreword](#) of this Plan explains a summary of this process and these requirements. One of the requirements contained therein is that in preparing the plan, the Commission **shall** consider, among other things, the following:



- the state plan of conservation and development
- the regional plan of conservation and development

Also, state statutes go further to require that local Plans of Conservation and Development must note any inconsistencies with the following growth management principles which are found in the State Plan of Conservation and Development:

1. Redevelopment and revitalization of commercial centers and areas of mixed land uses with existing or planned physical infrastructure;
2. expansion of housing opportunities and design choices to accommodate a variety of household types and needs;
3. concentration of development around transportation nodes and along major transportation corridors to support the viability of transportation options and land reuse;
4. conservation and restoration of the natural environment, cultural and historical resources, and existing farmlands;
5. protection of environmental assets critical to public health and safety; and
6. integration of planning across all levels of government to address issues on a local, regional, and state-wide basis.

Both the State of Connecticut and the Capitol Region Council of Governments (CRCOG) periodically update their respective Plans to keep them current and to meet their statutory requirements. The State of Connecticut Office of Policy and Management's most recent and adopted Plan is: **"Conservation & Development Policies: The Plan for Connecticut: 2018-2023"**. They are currently working on a draft of the 2025-2030 Plan, but that Plan is not scheduled for adoption until 2025. Also, the Capitol Region Council of Governments most recent Plan is: **"Capitol Region Plan of Conservation and Development; Vibrant. Green. Connected. Competitive: 2014-2024."** CRCOG is also working on an update to the regional plan that is expected to be drafted by 2024.

State Plan

The State Plan is based on the growth management principles found above and as listed in state statutes. While several of these principles are regional in nature, they are based on well-accepted, smart growth planning principles that are entirely consistent with the goals and objectives of the Hebron Plan of Conservation and Development.



- The first principle listed above promotes the revitalization of commercial centers and concentrated, mixed-use development in areas of existing or planned infrastructure. The third principle calls for the concentration of growth along transportation corridors. Both principles parallel the goals and policies in the Hebron Town Center section. For years, the planning philosophy of Hebron development policies has been to discourage sprawl development and concentrate new development around the infrastructure of Hebron Center and in a manner that supports and utilizes the existing development in Hebron Center. Newer zoning techniques such as the Mixed Use Overlay Districts as well as the Village Square District encourage the concept of higher density and mixed uses in this area, again consistent with these principles. These efforts minimize the potential of extensions of public utilities, support a village center approach to development, and allow other policies to work in other areas of Town such as open space greenway and conservation goals and objectives.
- The second principle of expanding housing opportunities is entirely consistent with the recently adopted “2022-2027 Plan for Housing Choices” as well as the “Housing Diversity” section of this Plan that contains goals and policies aimed at continuing to develop ways of encouraging mixed-use development with diverse and more affordable housing opportunities. This Plan also emphasizes the implementation and use of other mechanisms such as the recently expanded accessory apartment zoning regulations and other techniques to allow and encourage a variety of housing types to meet the needs of all the Town’s population segments.
- The fourth and fifth principles of the state’s plan promoting the preservation and protection of natural features are supported by each of the sections in the Hebron POCD’s comprehensive and extensive Conservation Plans & Policies section. These sections establish goals and policies to preserve natural and historical and cultural features within the Town. The Town’s open space acquisition program has also been used to protect these unique natural features.
- The last principle of the state plan encourages planning to address issues at a local, regional, and state level. Several sections of Hebron’s plan specifically look beyond its borders to ensure that the Town’s policies are supported by the efforts of neighboring towns. This is clearly demonstrated by Hebron’s active role in the Salmon River Watershed Partnership and by including the watershed-wide open space map in this Plan. Hebron is also active in many of the efforts and committees

of the Capitol Region Council of Governments and has worked cooperatively with state agencies and their many available grant programs to achieve common goals and objectives.

Regional Plan

The regional plan was developed by CRCOG and has been in effect since 2014. The formation of this plan included a high degree of involvement and participation of the member towns in the Capitol Region. The Plan begins with a statement which is consistent with Hebron POCD goals and policies:



“Our success in maintaining the character of our individual communities, and the entire region, is often measured by how well we preserve our important historic and natural resources, while at the same time allowing for compatible new development that serves human needs. Our continued strength as a region will depend upon our ability to maintain the high quality of life and opportunities that many of our citizens now enjoy, while working to extend these opportunities to all current and future residents of our region.”

CRCOG’s plan, while at times dealing with issues of a regional nature and necessarily focusing on the urban core areas that exist in the region, also identifies many of the same primary planning concerns that are at the heart of the Hebron Plan of Conservation and Development. These include:

- Natural Resource Conservation including Sustainability,
- Watersheds and Water Quality,
- Open Space and Farmland Preservation,
- Land Use,
- Public Sewer and Water Service,
- Transportation,
- Housing and Economic Development.

The goals and policy recommendations contained within each of these chapters in CRCOG’s regional plan are supportive of and compatible with the Town’s goals and policies both in Hebron’s open space planning and conservation goals, as well as in Hebron’s economic development objectives.

The Regional Plan also provides valuable data for the region in which Hebron is located as well as data for communities surrounding Hebron. From a planning and public services standpoint, this data and the comparisons are extremely useful. As the economic well-being and quality of life of any town is well-tied to the health of the region as a whole, it is to the Town’s benefit to be supportive of the goals, policies, and objectives that guide the region, and to work with neighboring towns to make it a vibrant place in which to work and live.