



TOWN OF GREENWICH

PLAN OF CONSERVATION & DEVELOPMENT
1998

RTM APPROVED MAY 1998

PLAN OF CONSERVATION AND DEVELOPMENT

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INTRODUCTION

This Plan is prepared pursuant to the special planning act for Greenwich that charges the Planning and Zoning Commission to "prepare and adopt. . . a plan for the development of the Town. . . based on studies of physical, social, economic and governmental conditions and trends. . . to promote the development of the Town and the general welfare and prosperity of its people."

The Commission began its review of the 1984 Plan of Development Land Use Plan, which was adopted in 1985, in the summer of 1995. It is now called the Plan of Conservation and Development, consistent with State law. The 1998 Plan of Conservation and Development, (the Plan) has been prepared by the Commission for approval by the Representative Town Meeting (RTM). Aided by its professional staff, the Commission prepared the Plan using data from many sources:

- informal meetings of the Town Planner, staff, and Commissioners with leaders from the RTM, Board of Estimate and Taxation, Board of Selectmen, other land use boards, PTA's, and civic associations to identify issues.

- public hearings in five areas of town, Cos Cob, Western, Northern, Eastern, and Central, on the concerns, issues, and trends in these neighborhoods. All meetings were held in public schools and the Town Hall.

- public hearings in Town Hall on the major topics of the Plan: Housing, Commercial Uses, Environment and Open Space, Historic and Architectural Resources, Inland Water Resources, Coastal Water Resources, Transportation, and Public Facilities and Utilities.

- extensive research by the Commission's staff, including Census data, building department and tax assessor records, and the plans of other towns, the State, and regional planning agencies.

- new computerized maps, research, and review provided by consultants.

- an extensive library of materials, plans, and documents from many sources, including the League of Women Voters of Greenwich.

The Plan presents an overview of the Town's existing conditions and issues based upon the facts found in meetings and research. It reaffirms and refines the goals of the 1984 Land Use Plan with modifications as a result of more detailed study and the passage of time. It presents goals along with the policies and recommendations proposed for achieving them.

The events of the past decade make it all the more imperative that the Town agree on a plan for its conservation and development. This Plan reflects the will of the community. When it is adopted by the Commission and approved by the Representative Town Meeting it will serve as a guide for the Commission's decisions on land use, for Zoning Regulations, for Subdivision Regulations, and for Municipal Improvements.

The Commission has begun to consider how to implement the Plan. Achieving the Plan's goals is a gradual and continuing process. Many recommendations require initiation by other Town Departments. Funding must be approved by the Board of Estimate and RTM. The Town Planner will work with appropriate Town departments and groups to develop an Implementation Plan within six months of RTM approval. The Commission will review and revise the Plan at regular intervals in an ongoing effort to make the Town a better place for today's citizens and their children.

The tools available to the Planning and Zoning Commission to implement the Plan's recommendations include:

Building Zone Regulations - These regulate land uses and activities and are an important tool to implement the Plan provided they are updated to reflect the Plan's recommendations. The Commission adopts its building zone regulations after public hearings.

Subdivision Regulations - These regulate land subdivision and street configuration and, if they reflect the Plan's recommendations, are another important implementation tool. The Commission adopts subdivision regulations after public hearings, and they must then be approved by the RTM.

Municipal Improvement Approvals - The Town Charter and State Statutes (CGS-8.24) require the Commission to review and approve any municipal improvement proposed by another Town agency with a finding that the proposal is consistent with the Plan of Conservation and Development and benefits the public.

1.0 PRINCIPLES AND GOALS

A Town Plan is a course for the future, not a list of specific solutions. Achieving its goals cannot be accomplished by regulation or spending alone, but will require the commitment of many citizens and public bodies. Due regard must be given to all environmental, economic, social, and political conditions. Private property rights and public interest must be kept in balance.

In making its recommendations, the Commission relies on planning principles that have guided the past development of the Town.

1.1 Principles

Land use must be environmentally sound, protecting the air, water, and other natural resources used by all. In general, areas served by public water and sewer and close to shopping and public transportation are zones appropriate for higher density development, while areas served by wells and septic systems are more appropriate for lower density development.

The Town must maintain a sound economic base; Greenwich's conservative pay-as-you-go fiscal policies and planning and zoning regulations keep development demands in balance with the supply of services.

Development should be compatible with and preserve existing land use patterns, which are one of the Town's major assets; land uses should preserve a sense of community around historic centers, schools, and other institutions.

The Town Plan of Conservation and Development, reflecting the basic objectives of Greenwich citizens, is the basis for the zoning map, the building zone regulations, subdivision regulations, and planning and implementation by all Town departments.

Enforcement of all laws, ordinances, and regulations, from speed limits to building codes, is essential.

1.2 Goals

Preservation of the Town's predominantly residential character and its neighborhoods and provision for a variety of housing to meet the needs, desires, and resources of the Town's diverse population.

Commercial areas that accommodate businesses that provide the variety and quality of goods and services that residents want.

Preservation of the natural landscape to protect resources, enhance aesthetics, and provide recreational opportunities.

Preservation of notable historic and architectural resources.

Effective management of inland waters to assure an abundant supply of drinking water, minimize flood danger, and protect the wetlands and watercourses and natural habitats.

Protection of inland and coastal waters to minimize flood danger, improve water quality, and protect the shores and ecosystem of Long Island Sound.

Safe and convenient means of travel providing access to homes, jobs, schools, shops, recreation, and cultural resources.

Public facilities to serve the needs of local residents and businesses.

2.0 THE TOWN OF GREENWICH

Greenwich is a town of 50 square miles in the southwest corner of Connecticut, 30 miles from New York City and surrounded by areas that are being developed rapidly and more intensively. Greenwich is the gateway to New England and is on the primary transportation route between New York and the major urban centers of New England. The Town is therefore vulnerable to continual external development pressures.

2.1 History

Greenwich has a rich history. Its natural and political history have shaped its development patterns and produced the distinctive place it is today.

The rocky ridges and irregular coastline are evidence of geologic upheaval and glacial erosion over 12,000 years ago. The Native Americans who were here when the first Europeans settled in 1640 left their names and many important archeological sites. The settlers left roads and buildings that still bear their names.

Greenwich was settled as a collection of village centers, mostly near the coastline, and as farmland to the north. Through the years, farms were replaced by residential estates, and large parcels of land were turned into smaller estates, subdivisions, golf courses, schools, other public facilities, and nature preserves. Some of these properties are now Town-owned parks and open space. That development pattern persists to this day.

2.2 Government

Although it has the population of a small city, Greenwich retains the traditional government of a New England town, with a board of three Selectmen, headed by a First Selectman, and a 230-member legislative body, the Representative Town Meeting (RTM). All are elected for two year terms. The First Selectman has direct authority over several major government functions, Public Works, Parks and Recreation, Police, Fire, and Law. Responsibility for other major functions and departments rests with autonomous boards, the Planning and Zoning Commission, the Planning and

Zoning Board of Appeals, the Inland Wetlands and Watercourses Agency, the Board of Health, and the Board of Social Services. Members of these boards are nominated by the Board of Selectmen and appointed by the RTM for 3- to 4-year terms. Two other autonomous boards, the Board of Education and the Board of Estimate and Taxation, are elected with candidates chosen by political parties, as are candidates for the Board of Selectmen.



All Town departments are staffed by paid professionals. Except for the Selectmen, all Town boards and the RTM are made up of unpaid citizen volunteers. All parts of Greenwich share the same government, school system, property tax rate, and access to public facilities.

In addition to the volunteers in government offices, Greenwich depends on many residents who serve in unofficial capacities. This volunteer network supports and supplements the work of Town departments and institutions and gives the Town cultural and social values far greater than what government could provide. In

addition to Town Departments, several non-profit agencies with boards of their own have public/private partnerships with the Town that enhance the quality of life in Town. These include the various libraries and the Bruce Museum.

2.3 Geography

Greenwich is bounded on the south by Long Island Sound, on the east by the City of Stamford, and on the north and west by Westchester County in New York. Two main rivers drain the Town, the Byram on the west and the Mianus on the east. Lesser brooks, Brothers, Strickland, and Horseneck, lie between these two rivers, and all flow into Long Island Sound. The entire Town is dotted with numerous lakes and ponds, all man-made. Much of the Town has inland or coastal wetlands.

The upper Mianus is part of the public water supply system. The Connecticut-American Water Company has two main reservoirs in Greenwich, Rockwood and Putnam Lakes, and two pumping stations, one on the Mianus River, the other on Rockwood Lake. Converse Lake, privately owned and located in the Town's northeast watershed, is a source of potable drinking water in emergency drought circumstances. Mianus Pond, between the Post Road and Palmer Hill Road, is designated as a possible future water supply, but is currently unsafe for drinking.

2.4 Land Use

For 300 years, the development of Greenwich was not planned; it happened. Denser development was concentrated along the coast, with farming inland. Several mill communities, Glenville, Cos Cob, North Mianus, and Riversville, grew up along the rivers in the 18th and 19th centuries.

The biggest change in land use started in 1848 when the railroad came through Greenwich and the real estate boom began. New Yorkers bought less farm

produce from Greenwich farmers because they could get it for less from farther away, but they bought up farmland for homes within easy commuting distance from the City. The conversion of farmland to residential uses is almost complete today. Only 363 acres remain as 17 parcels designated as farmland by State standards.

Commercial and industrial uses have also changed. Mills, factories, taverns, blacksmith shops, country stores, and boarding houses have changed to new commercial uses or have been converted to residential, institutional, or public uses.

Many buildings were erected before zoning was adopted and often do not conform to the building zone regulations, but retain certain non-conforming rights.

Historically, Greenwich grew around several neighborhoods that remain almost as towns within the Town. Some like Cos Cob, Central Greenwich, Riverside, and Old Greenwich have their own business district, post office, school, train station, and places of worship. Others like Byram, Chickahominy, Glenville, and Banksville have some but not all of these services. Other areas such as North Mianus, Pemberwick, Stanwich, Round Hill, and Quaker Ridge remain as place names, but are less clearly defined.

Adoption of Zoning in 1926 and Town Planning in 1947 brought efforts to plan land uses consistent with existing uses, social needs, and environmental considerations. In 1952, the Town's Special Acts combined both functions into a single agency with the authority and zoning tools to guide public and private development toward implementing the Town's policies and objectives.

The major categories of land use are business and residential. Residential zones range from high density to rural density. All development is subject to building zone regulations, and except for single family and two-family homes, requires Planning and Zoning review and approval. The Town has additional special purpose zones for

conservation of the environment, affordable housing, housing for the elderly, and historic resources.

The Town's Zoning map recognizes that development is largely in place and reinforces the historic patterns. Areas now served, or eventually to be served, by sewers are developed at higher densities than those without public sewer. This Plan and zoning codes anticipate the maintenance of existing patterns of development. New commercial, industrial, and retail uses, and higher-density housing will be concentrated along major transportation routes and new residential development will occur on underdeveloped lots on and in subdivisions of larger properties.

2.5 Transportation

The Town is crossed by four major state and federal highways, I-95 and Route 1 to the south, the Merritt Parkway through the center, and Route I-684 across the northwest corner. Metro North, with four convenient stations in town, and Amtrak trains run parallel to I-95 and Route 1. Most local roads run north and south. East-west local roads are scarce. While bus, van, and taxi service exist, most people depend on personal automobiles. The road network consists of 265 miles of public roads, 56 miles of private roads, and 21 miles of state and federal roads.

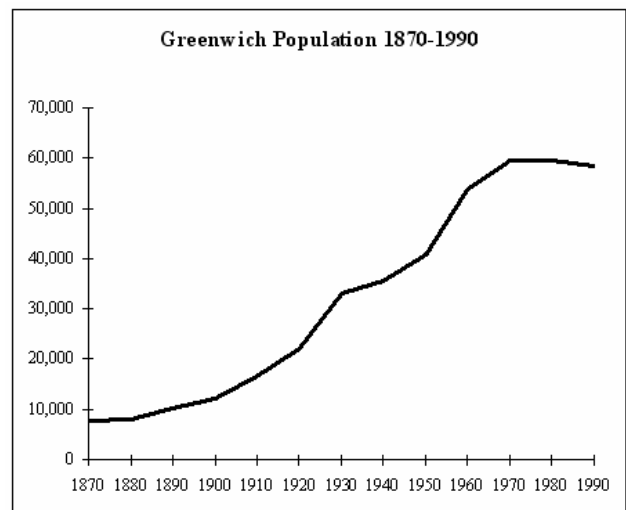
U.S. Route 1, the historic Post Road, is the chief commercial artery. Locally it is named Putnam Avenue, but is commonly called the Post Road. The Merritt Parkway, built in 1935 for cars only, was placed on the National Register of Historic Places in 1993. Interstate highway construction started in the mid 1950's. Routes I-95 and I-684 are principal routes for commuters and truck traffic through Greenwich. Trains came to Greenwich in 1848, when a double-track railroad was laid between New York City and New Haven. Westchester County Airport, on the western edge of Town, handles aircraft owned by individuals,

Town of Greenwich

corporations, and commercial airlines and ranging from single engine propeller to multi-engine jet planes.

2.6 People

The population of Greenwich remained below 10,000 until 100 years ago. The most rapid growth spurts occurred after World War I and World War II. By 1950, the under-20 population was as large as the entire population in 1900. From then until 1970, all segments of the population grew, especially those of school age and 40-59, presumably their parents. Since 1970 the resident population measured by the Census has actually declined slightly, from 59,395 in 1970 to 58,441 in 1990.



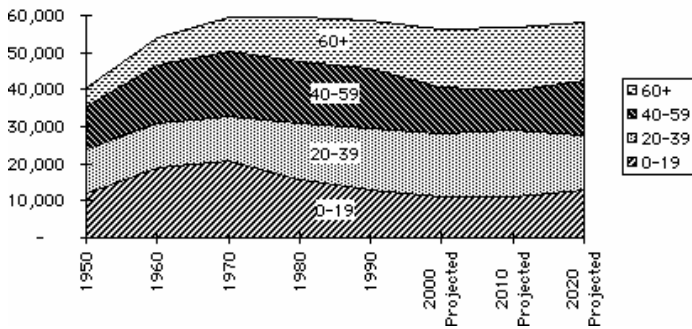
While the number of people has remained relatively stable in recent decades, the decline in average household size has required the construction or conversion of many more dwelling units to house the same number of people. In 1950, the population of 40,835 lived in 10,524 households, with an average of 3.88 persons in each. In 1990, 58,441 persons lived in 23,515 households, each with an average of 2.6 persons. More households had single heads of household or women as the heads of household or consisted of unrelated persons.

The 1990 Census shows an aging population. Those over 60 were 22% of the

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population and the median age rose from 38.6 in 1980 to 39.9 in 1990. While still a small number, those over 85 are increasing faster than any other group.

Greenwich Population by Age Groups 1950-2020 (Projected)

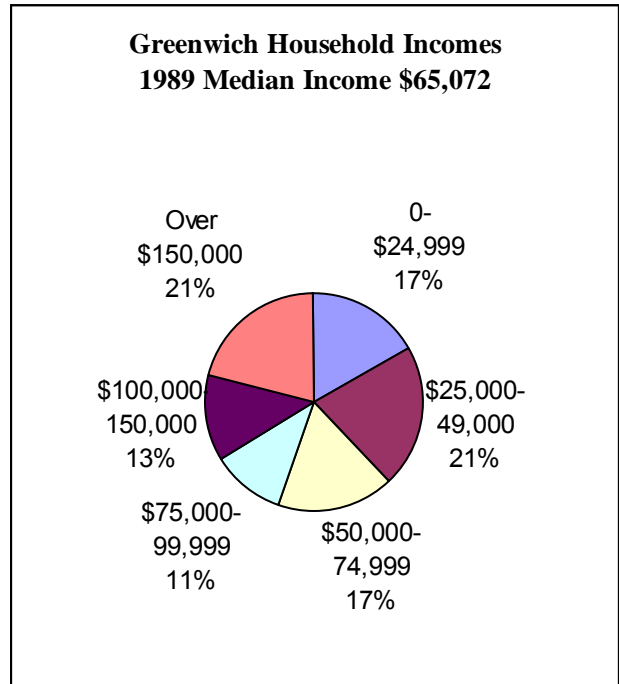


The population of Greenwich is more diverse than ever. The 1990 Census showed that while Greenwich's population is predominantly white, the minority population has nearly doubled from 3.6% in 1980 to 6.7% in 1990. One-sixth of all public school students, with 38 different first languages, are learning English as a second language. This compares with one-ninth of the students ten years ago.

2.7 Jobs and Income

Greenwich is a job center where 33,093 people are employed. More people (20,641) come to work in Greenwich than go to work elsewhere (14,737). The 1990 Census showed 12,452 residents were employed in Greenwich, a number that has remained fairly constant for twenty years. From 1970 to 1990, those who commuted out increased from 11,018 to 14,737, and those who commuted into Greenwich nearly doubled, from 10,578 to 20,641. Greenwich became a net provider of jobs during the past 25 years, when many offices moved to the suburbs.

The 1990 Census reports that 520 new jobs were generated in the 1980-1990 decade, while 1,212 new housing units were built, by far the highest ratio of new housing units to new jobs in the Southwestern Regional Planning Area.



The median household income in Greenwich in 1989 was \$65,072 compared with \$30,278 ten years earlier. The 1990 Census reported 1,743 persons in Greenwich, or 3%, living below the poverty level.

2.8 Trends

Greenwich is in the largest metropolitan area of the United States and is affected by regional trends. The move of corporate offices to Greenwich and neighboring suburbs that began in the '60's has increased development pressures here. After feeling some effects of national recession early in the decade, Greenwich has had a resounding recovery, with prosperity for many of its citizens.

Greenwich is fortunate in its location, natural features, and historic development. Its attractions as a residential community sustain high property values here. The Town's appeal as a place to live and do business increase the demands for Town services. Greenwich is hard-pressed to keep up with demands on its roads, schools, libraries and other municipal buildings, parks, parking, sewers, drains, and water

supply. The finite nature of natural resources, particularly water, and the continuing loss of undeveloped land are critical.

The shortage of buildable land has led owners to alter or replace existing buildings, to split oversized lots, and to build on land with severe constraints such as steep slopes and wetlands. This has led to a loss of traditional neighborhood appearance and character. Utility wires, signs, fences, walls, lighting, tree removal, and large buildings all contribute to a more urban appearance.

Although the Town's population has not grown in the last twenty years, its use of land, water, power, roads, public services, and facilities has increased. The school-age population has risen since the 1990 Census. More families have two wage earners, more use day care, and more enroll their children in organized sports, increasing demand for public recreational and child care facilities. The number of older citizens is growing. This trend may continue as the State phases out the inheritance tax, which in the past motivated some to move to inheritance tax-

free states such as Florida. This senior population has a whole new set of demands.

The nature of work has changed. Industry and manufacture of goods are now minimal, while many advanced technical and professional services are being performed in small office buildings or in homes. Demands for more personal and retail services have created lower-paid entry-level jobs.

With more cars and trucks, more inbound commuters, and more use of Westchester Airport and the federal highways and more commercial development on its borders, Greenwich suffers from traffic congestion and air and noise pollution. As a result, there is a growing demand for noise barriers and controls, safer roads and walks, and more parking spaces.

The Town government has installed computers in all departments and is adopting a Geographic Information System. With improved data collection and inter-departmental communication, the Town will be better able to track and plan for changes as they occur.

3.0 HOUSING

GOAL: Preservation of the Town's predominantly residential character and its neighborhoods and provision for a variety of housing to meet the needs, desires, and resources of the Town's diverse population.

ACTION PRIORITY: Control size of single family houses, increase and protect affordable entry level housing, and encourage comfortable, attractive senior housing.

Greenwich is one of the most desirable places to live in the New York metropolitan area. The migration of business and jobs from New York City to White Plains, Greenwich, and Stamford has increased the demand for housing here. All types of dwellings in Greenwich are likely to be more expensive than comparable properties in neighboring towns.

3.1 Residential Zones

The Town's residential zones provide for a wide variety of housing types, from one-room apartments in multi-family buildings to single-family homes of more than 10,000 square feet on four acres or more. The zones are classified according to population density:

High Density - (RMF) - Up to 18 families per acre. These areas, near the central business district, are almost entirely built up with apartments. Future high density residential development will be restricted to existing business zones.

Medium Density - (R-6, R-7, R-12, and R-20) 2 to 12 families per acre. Most of this area is served by the critical utilities - Town water and sewers.

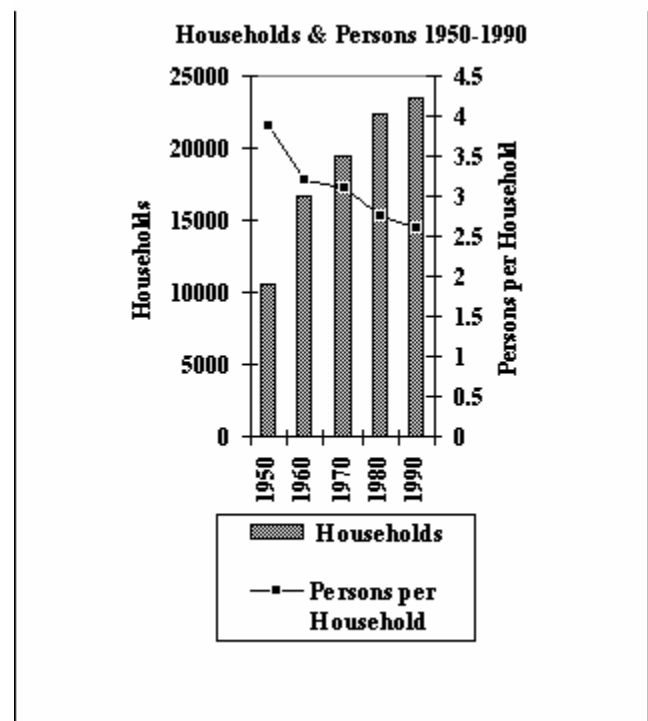
Low Density - (RA-1 and RA-2) one or two acres per family. These areas extend north from the medium density band to the Merritt Parkway and include the three peninsulas, Belle Haven and Field Point, Mead's Point, and part of Riverside. Most of these are served by septic fields.

Rural Density - (RA-4) 4 acres or more per family, is north of the Merritt Parkway. Much of this area, which depends on on-site septic systems, is characterized by severe

development constraints including wetlands, poor soils for septics, steep slopes, and rocky terrain.

3.2 Household and Housing Characteristics

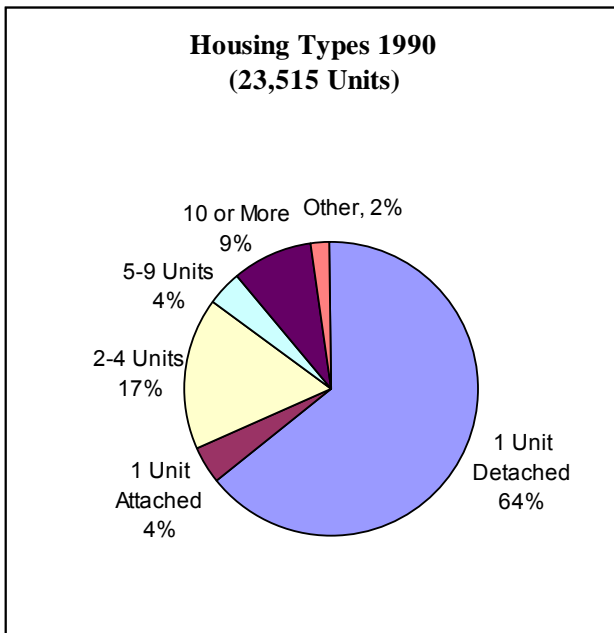
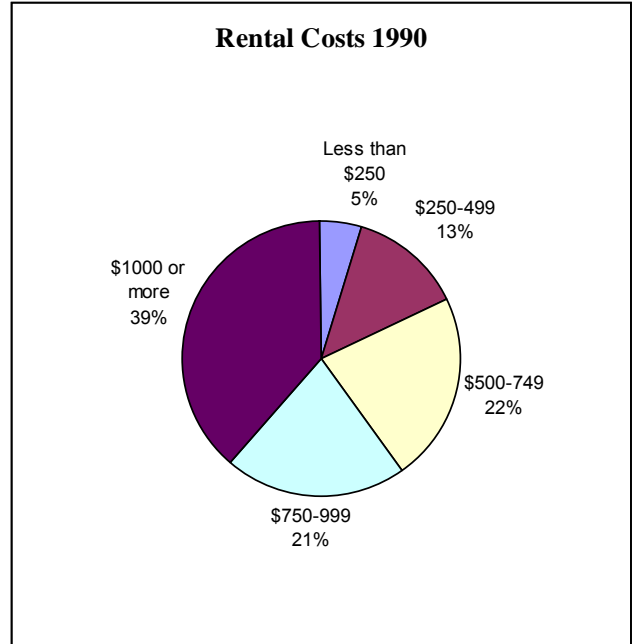
According to the U.S. Census, in 1990, Greenwich had 1,212 more housing units than in 1980, but 1,137 fewer inhabitants. Average household size declined from 2.74 to 2.6. While the average household size declined, the average age of residents rose from 38.6 in 1980 to 39.9 in 1990.



Two-thirds of Greenwich homes are for single families, mostly detached houses, one to a lot. A single family lot may have a garage, shed, or other structures usually associated with a home, and may have two roomers or boarders in the main house.

In 1981 the Planning and Zoning Commission regulations were amended to allow accessory apartments for the elderly. In 1994, the regulations were again amended to allow accessory apartments affordable to persons of moderate income as defined by State statute. At the same time home offices were allowed in all residential zones as long as they are small, within an existing building, and do not alter the essential residential character of the home or the neighborhood. Home offices must have adequate parking, no non-resident employees, and no more than three business visitors a day.

for parking on the street.



3.3 New Housing Construction

The Town's building department recorded 1,275 dwelling units added between January 1, 1986 and December 31, 1995.

<u>New Dwelling Units</u>	<u>% of Total</u>	
Single Family	590	46%
Two-family	178	14%
Multi-family	<u>507</u>	<u>40%</u>
	1,275	100%

Another 60 dwelling units were created by conversion of single-family homes to two- or three- family homes. The table below shows, by zone, the number of single-family permits issued from January 1, 1986 through December 31, 1995.

Residences in the R-6 zone may have two dwelling units. If they are on oversized lots and meet zoning requirements, they may have more. Apartments for three or more families are allowed in the RMF zone. Many R-6 neighborhoods were developed on undersized lots that were created before zoning, and they are too small to provide on-site parking. Narrow roads leave little room

<u>New Single Family</u>	<u># of Units</u>	<u>% Increase</u>
RA-4	133	23%
RAC-4	21	4%
RACC4-HO	2	0%
RA-2	100	17%
RA-1	107	18%
RAC-1	5	1%
R-20	33	6%
R-12	99	17%
R-7	71	12%
R-6	19	3%
Total	590	100%

3.4 Owners and Renters

1980			
Total Units	Owner Occupied	Renter Occupied	Vacant
22,303	14,775 66.2%	6,745 30.2%	783 3.5%
1990			
Total Units	Owner Occupied	Renter Occupied	Vacant
23,515	15,049 64.0%	7,143 30.4%	1,323 5.6%

The Census showed that 7,143 units, 30% of all housing, were renter occupied in 1990. Another 15,049 units were owner-occupied, and 1,323 units (5.6%) were vacant. Except for a higher vacancy rate in 1990, these percentages were little changed from 1980.

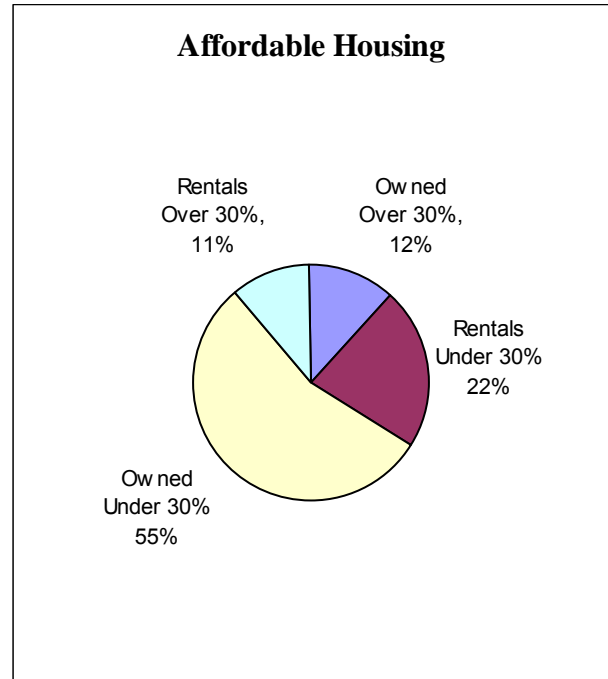
3.5 Affordability

Housing costs in Greenwich increased for both owners and renters during the decade. The median sales price of houses more than tripled from \$165,800 in 1980 to more than \$500,000 in 1990, rose another 30% to \$640,000 in 1995, and continues to escalate.

Rental costs also rose, but less sharply than house values. The median monthly rent in 1990 was \$875, up more than 150% from \$341 in 1980.

The 1990 Census shows that 12% of all units in Greenwich were affordable to households with income defined as

moderate, which is at or below 80% of the Federal Housing and Urban Development Adjusted Median Family Income.



Housing affordability is most often expressed in terms of the percentage of a household's income that is spent on housing. Housing is considered affordable if it costs no more than 30% of the household's gross income. Between 1980 and 1990, the percentage of households in Greenwich that spent over 30% of their income on housing rose from 20% to 23%.

In 1987 the Planning and Zoning Commission adopted new affordable housing regulations to allow for a bonus of additional housing units to be built in business zones if half of the bonus housing units meet certain income, rental, and purchase price guidelines and are deed restricted in perpetuity. These new regulations have resulted in 25 affordable units in six development projects.

In 1989, the State legislature passed a law to provide more affordable housing for persons of moderate income. The law recognized as "affordable" only housing that was either publicly subsidized or deed-restricted. By this definition, 1,134 units, or

4.8% of Greenwich housing are "affordable." The State law (Sec. 8-30g, as amended) provides that in a town with less than 10% of its housing affordable, a builder may be exempt from local zoning regulations if 25% of the proposed units in a project are deed-restricted to be "affordable" for 30 years. Affordability is defined as housing costs not exceeding 30% of the household income when such gross income does not exceed 80% of the area or State median, whichever is less. Under this law, 11 units are being built in one project.

3.6 Public Housing

The Greenwich Housing Authority, established fifty years ago, is responsible for public housing for families and for the elderly and disabled having low or moderate incomes. In 1985 it had 574 units of affordable housing. Between 1985 and 1996, the Housing Authority added 28 units in the Town Hall Annex, 72 units in McKinney Terrace, 40 units from reconstruction of Parsonage Cottage, a home for the aged, and 37 more at scattered sites where it bought and rehabilitated multifamily homes. In 1997 the Housing Authority acquired the Greenwich Close Apartments on Brookside Drive with 130 units, of which 17 will be affordable under the State's criteria.

The Housing Authority currently manages 16 properties with 737 units. It also administers "Section 8" housing under a special federal program that pays a portion of rent for 183 residences with 272 units. The public housing managed by the Housing Authority is restricted to persons with limited incomes, currently \$33,950 for single persons under the federal standard, slightly higher under the State's criteria. It derives its funds from rentals, governmental loans and subsidies, fees and grants, but no operating funds from the Town.

3.7 Special Housing Needs - Elderly and Others

In 1996 22% of Greenwich's population was over 62, a 30% increase since 1985. The so-called "frail elderly", those over 75, increased from 2,507 to 4,087 between 1980 and 1990, a 63% increase.

Most senior citizens want to remain in their own homes as long as they can or, if forced by their circumstances to move, to live with family members. This need is well recognized by governmental and charitable agencies whose primary goal is providing moderately priced home care. The concept is labeled "aging in place" as long as feasible. When home care is no longer sufficient, some form of group living with professional caregivers is necessary.

Over 175 accessory apartments have been created in private homes where either the owner or apartment dweller is over 62.

The Housing Authority has 291 independent living units at Agnes Morley, Quarry Knoll, and McKinney Terrace for seniors who are over 62 and have income below the federal maximum. The waiting time for admission to these homes is currently one to two years. The waiting time is much shorter at the newly renovated Parsonage Cottage, which has 40 units for the frail elderly, 32 of them affordable.

Charitable agencies also provide housing for seniors. Bishop Curtis Homes of Greenwich adjoining St. Catherine's Church has 31 units for the elderly. New quarters for Hill House on Riverside Avenue will house 37 persons in a group setting. Residence in these two homes is limited to seniors with incomes below the federal limits. The Mews houses over 100 persons in single rooms and suites.

The Commission approved applications for group living facilities for seniors in private homes (GLIE) and a zone

for continuing care (CCRC), but none has yet been built under these regulations.

A new type of senior housing is growing rapidly across the country to provide assisted living services without the full roster of medical and other services of a licensed nursing home. Connecticut now licenses an Assisted Living Services Agency that can function in a managed residential community called an "Assisted Living Facility," or ALF. An ALF provides small units of housing to seniors with meals, laundry, social and recreation activities, transportation, personal care, and the availability of a nurse. The Mews and Parsonage Cottage recently qualified as ALF's and Greenwich Woods recently was approved for 29 ALF units.

The Town has three nursing homes offering skilled nursing care, all with essentially 100% occupancy. Nathaniel Witherell is owned by the Town. Greenwich-Laurelton and Greenwich Woods are private nursing homes on King Street. The State of Connecticut has imposed a moratorium on granting additional nursing home licenses.

The Greenwich Association of Retarded Citizens (GARC) provides housing for retarded persons under Title 19 of Social Security in 16 group homes and apartments in Greenwich and Stamford. Pathways has three group homes for mentally disabled persons.

3.8 House Size and Adequacy

While households grew smaller and the population grew older, houses grew larger. More houses were built (many of them much larger than their neighbors) and many houses had additions, but fewer people lived in them.

Greenwich limits the size of a single family homes according to lot size in all zones except in the two- and four-acre zones.. Limits on Floor Area Ratio (F.A.R.) in all zones proposed in 1989 were withdrawn when they received little support.

With the spate of mega houses built in the '90's, considerable interest has been expressed in reconsidering this issue. Although they cannot be used for housing, accessory buildings have size limits in all zones.

The Census measures substandard housing as any that lacks its own plumbing or has more than 1.1 persons per room. Greenwich had 539 such units in 1980 but only 361 in 1990.

The Town has building zone regulations for size, location, and use of all buildings and a building code for construction requirements . All construction of multi-family, commercial, municipal, and institutional buildings must be reviewed by the Planning and Zoning Commission for architectural design, site plans, uses, and parking. In most instances, single-family and two-family residential buildings that meet zoning and building codes require building permit review and approval only.

3.9 Development Potential

Over 83% of the potential number of dwelling units that can be built in Town have already been built, a total of 24,291, including 1,557 in business zones. Many of the remaining developable lots have physical constraints that may adversely impact their development. The RA-2 and RA-4 zones have a large number of undeveloped lots - 855 - but they are in the areas of severe impediments to construction: poor soils, steep slopes, rock outcroppings, and wetlands. Development is proceeding rapidly nevertheless. In the last ten years, 257 permits were issued for new homes in the RA-2 and RA-4 zones, but only 90 in the R-6 and R-7 zones. The R-6 and R-7 zones, already highly developed and with many non-conforming buildings, could have another 1,950 dwelling units under current zoning. The environment and the preservation of attractive residential areas may suffer if development of these remaining areas is allowed to continue without new controls.

Another 1,200 building lots could be created on land that is now vacant. Another 3,300 homes are possible on lots that already have some development, some of these from the conversion of single family to

two-family houses. In total, an additional 4,500 dwelling units could be built if all possible lot splits, subdivisions, and conversions from one to two-family were made.

Potential Number of Residential Unit Development

	<i>No. of Existing Units</i>	<i>Potential New Units on Vacant Land</i>	<i>Potential New Units on Developed Land</i>	<i>Total Potential Inc.</i>	<i>Potential %</i>
<i>Increase</i>					
RA-4	1,458	229	154	383	20.8
RA-2	2,270	162	310	472	17.2
RA-1	2,284	190	419	609	21.1
R-20	1,007	100	354	454	31.1
R-12	4,269	182	501	683	13.8
R-7	3,589	153	309	462	11.4
R-6	6,083	205	1,283	1,488*	19.7
RMF	1,152				0.0
RPR	200				0.0
R-PHD-E,SU	422				N/A**
Business Zones	<u>1,557</u>				<u>N/A**</u>
Total	24,291	1,221	3,330	4,551	18.7%

*Many of these would result from conversion of single-family to two-family homes, which are permitted by right in the R-6 zone.

** It is not possible to project dwelling unit potential in non-residential, mixed use zones.

3.10 Policies and Recommendations

To preserve the character of residential neighborhoods,

- a. Strictly enforce and adhere to zoning regulations,
- b. Limit Floor Area Ratios in the two and four acre zones,
- c. Re-examine Floor Area Ratios in other zones,

- d. Consider site coverage limits for all zones,
- e. Consider modified setbacks in all residential zones,
- f. Preserve existing front yard setbacks for streetscapes.

Encourage a variety of housing types, sizes and locations for Town's diverse population, especially for those with low and moderate income and the elderly.

4.0 COMMERCIAL USES

GOAL: Commercial areas that accommodate businesses that provide the variety and quality of goods and services that residents want.

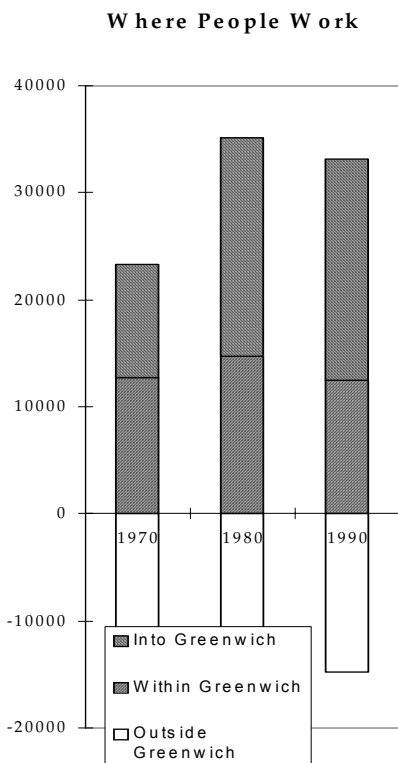
ACTION PRIORITY: Improve the Central Greenwich, Byram, Post Road, and other local business districts' appearance, parking, and traffic without extensive regionalization of shops and shoppers; limit size of buildings; and encourage residential mix.

The business zones are in the historic village centers, including Central Greenwich, along the Post Road, and in the northwest corner of Town, which was isolated when Route I-684 was built.

The conditions that make Greenwich attractive to residents have drawn businesses here as well. Starting in the 1960's, several large corporations discovered Greenwich and put offices in

clothing) to business services in the '80's (computers, printing, etc.) to regional attractions (national chains, specialized restaurants) in the '90's.

Greenwich is a job center. Latest figures indicate that 40% more people (20,641) come to work in Greenwich than leave to work elsewhere (14,737). The number of jobs in Greenwich stood at 33,770 in 1996, up from 30,610 in 1992, the low point since 1990. For the three years ending in 1996, the unemployment rate has been a steady 3%.



place of shops, hotels, a large estate, and a nursing home. Locally owned stores have given way to national chains. The trend along the Post Road and Greenwich Avenue has shifted from serving local residential needs in the '70's (laundry, groceries, Town of Greenwich

4.1 Business Zones

Each part of Town has a local business zone to provide goods and services mainly to its nearby residential area. The prime retail and service area of the Town is in central Greenwich. Other business uses, mainly offices, fast food stores, and automotive uses, are permitted along the Post Road and the railroad. Residential uses are permitted and some 1,557 dwelling units are found in all of these business zones.

One exception to these areas is a low density business executive office zone (BEX-50) in the triangle of northwest Greenwich that is cut off by I-684. Another special business zone, the Waterfront Business (WB) zone, is found along the Byram and Mianus Rivers and at Greenwich Harbor. Its purpose is to preserve the waterfront for uses that depend on it and to provide public access to the water.

4.2 Local Neighborhood Centers

The historic village centers are zoned

for local businesses, services, and retail uses (LBR) that serve the neighborhood and do not depend on attracting business from a wider area. These centers give local residents shopping and services at a small town scale within walking and biking distance for many.

Old Greenwich, Riverside, Byram and Cos Cob are historic village shopping areas with local service, and retail businesses (and apartments above stores) designed to provide for the shopping needs of the surrounding residential neighborhoods. Similar village shopping areas are Glenville, Banksville, Pemberwick and Chickahominy. These should be preserved largely in their current state with only small scale local businesses to preserve their existing character.

4.3 Central Greenwich

Central Greenwich is the business area that serves all the Town. Here the zones are CGB and CGBR. In central Greenwich, the prime retail and service area of the Town is found on Greenwich Avenue and Putnam Avenue between Dearfield Drive and Milbank Ave. All of Greenwich Avenue is a National Historic District with small scale stores. Around this is a mixed use moderate density zone. This area has a large number and a wide variety of businesses, including small offices and public uses set among residences and significant historic buildings and streetscapes.

Downtown Greenwich is a town center with cultural and Town government facilities, retail development and primarily service commercial development whose essential character would be altered by major growth, expansion or change in the nature and scale of uses. New development should contribute to the center's character. Apartments are encouraged above ground floor commercial uses to provide diversity and more

affordable small units.

Despite the aim of the 1984 Land Use Plan that Greenwich should not become a regional shopping center, it is becoming just that. While White Plains and Stamford have built large shopping malls, Greenwich has remained a town with shops along its main street. Many of the national chains that are found in the neighboring malls have also come to Greenwich, and we cannot control location in a free market economy.

The Planning and Zoning Commission has taken steps to reduce potential development and preserve small retail establishments. There has been an ongoing reduction of allowable business square footage in the business zones, as typified by the overall reduction in the allowable F.A.R. in the LB and LBR zones, elimination of third floor commercial use and substitution of residential use on the third floor in the CGBR zones only, limitation of restaurant use to the ground floor use in the CGBR zone, and requirement of on site parking spaces for buildings in excess of 15,000 square feet in the CGBR zone.

The trend on the Post Road and Greenwich Avenue has shifted from serving the local residential market to business services for the daytime employee market, specialized restaurants, and national chain stores appearing as local small retail shops.

While Stamford and White Plains have large indoor malls and Stamford and Port Chester are considering "Big Box" stores, Greenwich is keeping its smaller storefront establishments. Nevertheless, national chains are finding that many customers prefer the "Main Street " and are moving here, replacing local "mom and pop" businesses. Some of them stay open for longer hours and on Sundays.

Since 1959, when rear building lines were drawn for Greenwich Avenue, the Town has provided municipal parking and has not required retailers to provide their own spaces in the CGBR zone. This

enables retailers to attract as much business as possible without regard for the parking needs that may result. As business improves, rental rates rise and less profitable businesses leave. This is another factor that tends to accelerate the trend of national chain stores.

4.4 Post Road

The Post Road has a mix of business, residential, and non-profit institutional uses that compete with its use as a federal highway. It is one of the main places where travelers see our Town.

Businesses on the Post Road include offices, two hotels, restaurants, car dealerships, several shopping centers and strip malls, fast food outlets and single family homes. On the eastern and western end of the Post Road are two Planned Housing Design overlay zones which are providing higher residential density, small units and more open space. The designation of PHD areas on the Post Road in the 1970's was approved by the RTM as an amendment to the 1964 Land Use Plan and Map. Residences in the business zones may be demolished or converted to commercial use. The Town encourages adaptive re-use of residential-style structures. The institutions found along the Post Road include places of worship, libraries, the YMCA and YWCA, and the Cos Cob School.

The Post Road has open spaces and green areas such as Mianus Pond, Mill Pond, the section between Maple Avenue and Indian Field Road (the High School fields and Milbrook Club) a small town park (Edgewood Park) on West Putnam Avenue, and front yards where homes and buildings are set back far from the road. In many other places, landscaping is sacrificed to asphalt and building. The Town and volunteer groups such as Green and Clean and garden clubs plant trees and flowers along the Post Road.

The Post Road also has 8 structures

listed on the National or State Register of Historic Places and one National and one National Historic District. Until the office buildings were built on West Putnam Avenue that area was an underutilized strip with buildings in poor repair. Now it is beautified by exceptional landscaping, with buildings set back from the road and in most cases out-of-sight parking.

The State of Connecticut, which controls the entire Post Road, decides on highway design, including width and traffic signals. However, many of the projects are first proposed by the Town's Department of Public Works. The Post Road gets the overflow traffic when the Connecticut Turnpike is congested.

4.5 Commercial Activity

Retail sales of all sorts are reported by the State, based on sales tax receipts. They show retail sales in Greenwich in 1996 by category

Automotive Products	\$246,278,720
Miscellaneous Goods	195,919,366
Eating and Drinking Places	73,165,453
Food Products	69,697,536
Hardware	54,037,399
Home Furnishings/Appl	25,163,867
General Merchandise	24,684,860
Apparel & Accessories	<u>23,668,300</u>
	\$712,615,501

It should be noted that large retailers with more than one establishment usually report all sales and use taxes from their primary locations, not always in the town where they actually do business.

Real estate sales follow retail sales in total value. Sales of single family homes totaled \$553,834,484 in 1995 and \$640,166,476 in 1996.

Construction is another important industry, for which building permits are a good indicator. The value of building permits in Greenwich went from \$108 million in 1985 to \$122 million in 1995. In 1996, the value of building permits rose to an all-time high of

\$227 million.

4.6 Offices

Office buildings are dominant among the Town's biggest taxpayers. Most of the large office buildings were built in the 1960's and 1970's. Development of corporate offices and commercial space slackened in the last ten years. With the national and regional economic downturn of the late '80's and early '90's, office vacancy rates rose as high as 25%, many companies reduced their work forces, and some moved out of the area. In their place have come several smaller national firms (Tenneco, Witco) and many banking, trading, and financial service companies. Demand for office space has resumed in the last five years. Many of the new firms offer banking, commodity trading, and financial services. Instead of providing spacious headquarters for corporate officers, these firms, using advanced telecommunications, have more employees per square foot than previous occupants of these spaces. This brings more traffic and demand for additional parking.

4.7 Manufacturing

By the 1980's, Greenwich has lost most of its remaining manufacturing businesses and jobs. A few, such as Hasco, Arnold Bakers, and Bato remain. The Town has potential sites for firms doing high tech, research and small manufacturing and should not discourage manufacturing that might provide job opportunities and strengthen the Town's economy as long as it is compatible with its neighbors.

4.8 Mixed Uses in Business Zones

Current zoning allows and promotes

mixed use development in business zones. Greenwich Avenue, with retail, office, and residential uses in one building, provides needed affordable small housing units as well as small office and retail space to serve local needs. Development such as Greenwich Court (former Clam Box) on the Post Road in Cos Cob combines affordable and market rate housing, retail, and office space and blends well with adjoining residential zones.

4.9 Development Potential

According to the 1995 Tax Assessor information, there are approximately 744 acres of commercially zoned land in Greenwich, 23% of which is vacant or in Town, institutional, or residential uses. The remaining 77%, or 573 acres, is developed with over 8 million square feet of commercial uses. Two million more square feet of commercial space could be added to existing commercial buildings.

Land that is now vacant could have another 430,000 square feet of commercial use added. In addition the vacant IBM parcel in the BEX-50 zone, could have 267,000 square feet of offices.

If all apartments and 1-3 unit residential buildings in the commercial area were converted, another 1 million square feet of business uses could be added. Preserving the existing residential uses in the business zones precludes added commercial floor area and traffic, continues the tradition of mixed uses in the business zones, and adds to the Town's housing stock.

**Potential Commercial Development
(in thousands of square feet)**

<i>Zone</i>	<i>Existing Commercial I Floor Area</i>	<i>Potential on Vacant Land</i>	<i>Potential for New Additions</i>	<i>Potential for Residential Conversions</i>	<i>Total Potential Increase</i>	<i>Percent Increase</i>
BEX 50	554	267	--	--	267	48%
CGB	1,044	47	517	198	762	73%
CGBR	1,161	12	197	227	436	38%
GB	2,356	206	481	188	875	37%
GBO	1,233	74	87	15	176	14%
HRO	12	--	--	2	2	17%
LB	659	48	351	111	510	77%
LBR-2	697	15	389	417	821	118%
LBR-1	37	8	11	36	55	149%
WB	615	20	414	3	437	71%
TOTALS	8,368	697	2,447	1,197	4,341	52%

4.10 Policies/Recommendations

1. To improve the appearance and vitality of Central Greenwich, the Post Road, and local business districts,

- a. Encourage mixed business and residential development in commercial zones,
- b. Add trees and landscaping in traffic islands, pocket parks, and setback areas,
- c. Improve lighting, sidewalks, and street furniture,
- d. Provide longer traffic signal phases for pedestrians on the Post Road,
- e. Keep traffic-directing personnel, but no stop signs or lights, all along Greenwich Avenue,
- f. Protect Greenwich Avenue as the historic retail and business center of Town,
- g. Maintain continuity of retail uses at street level,
- h. Develop plans for Post Road and Byram Business Zones,
- i. Require better architecture, signage and landscaping for business areas.

- 2. To improve parking and traffic,
 - a. Prohibit expansion of business zones and any increase in permitted Floor Area Ratio in all business zones,
 - b. Establish and manage long-term parking areas so as not to encroach on residential zones,
 - c. Encourage the combination of adjoining privately-owned sites for employee and shopper parking and public use of private parking lots after hours,
 - d. Develop a traffic management plan for Central Greenwich,
 - e. Prevent long-term employee, commuter, and car dealer parking within areas designated for shopper parking.
 - f. Examine the intensification of existing and new uses and added employees in buildings relative to parking available on site.

3. To encourage local businesses and discourage "Big Box Stores," consider a square footage limit or maximum linear frontage for personal services and retail establishments.

4. Maintain and encourage water dependent business uses and environmentally sensitive public access in the Waterfront Business zones on Long Island Sound and the Mianus and Byram Rivers.

5. Evaluate the location, need and impact of potential increase in commercial floor area.

6. Prevent commercial impacts and activities from encroaching on residential areas.

5.0 ENVIRONMENT AND OPEN SPACE

GOAL: Preservation of the natural landscape to protect environmental resources, enhance aesthetics, and provide recreational opportunities

ACTION PRIORITY: Plan to acquire more open space and protect environmentally sensitive areas by regulation.

Among the things that make Greenwich so attractive are its numerous open spaces and unspoiled natural features - public parks, beaches, wooded areas, massive rocks, lakes, rivers, fields, and scenic views. Nearby Stamford and New York, with similar terrain, have lost or destroyed many of these features, making Greenwich that much more appealing.

Preservation of the environment and open space were of little concern when Greenwich was a town of 10,000 people. Today, with an average of 127 homes built every year for the past 10 years, Greenwich is fast losing what has been one of its big attractions.

By protecting the natural environment, Greenwich also reduces costs. While development is commonly thought to enhance a town's tax base, numerous studies have shown that most development leads to higher costs for government than the tax revenues it produces. Building in rocky areas and woodlands and on steep slopes is even more costly as it requires more site work and may increase soil erosion, flooding, and pollution. We pay a price when development exceeds the land's natural capacities.

The preservation of the natural environment can actually increase property values. A prime example of this is Greenwich Point, which the Town bought for \$550,000 in 1945 and which adds value to every property in Town. Long Island Sound is another asset that must be protected for its importance to all who live here.

Open Space in Greenwich, a plan adopted by the RTM in 1977 states: "The extensive rocky terrain, shallow soils, and inland and coastal wetlands pose severe

limits for development, but provide opportunity for open space preservation and recreation." It describes in detail the Town's topography, hydrology, soils, and vegetation and provides guidelines on watershed planning, wildlife habitat protection, development in areas presenting significant natural constraints, aesthetic enhancement through preservation of buffer areas and historic buildings and districts, and the role of large open spaces in a natural parks system.

The physical geography of Greenwich does not change; the use of land does. The most striking change in land use in Greenwich is the loss of open space to development. Over half the residential open space in 1977 has since been subdivided.

Between 1986 and 1995, 109 new lots were created by lot splits and 250 from subdivisions. Many of these lot splits and approved subdivisions have not yet been fully developed. The Assessor's records show that another 1,200 building lots could be created on land that is now vacant. Another 2,047 homes could be built on lots that already have some development.

5.1 Open Space Inventory

Since 1964 the Conservation Commission has kept an Open Space Index, listing all deed restricted properties that are preserved as open space. It also lists large parcels of vacant land that could be developed. The latest inventory shows 3,369 acres of protected open space and 4,291 residential acres that could be developed. This tally does not include vacant lots, properties under 5 acres in the half-acre and smaller zones, or those under 10 acres in the one, two, and four-acre zones.

OPEN SPACE INVENTORY IN ACRES

	1979		1996		Acres protected	% change
Public Parks	1,264		1,322		+58	+4.6 %
Semi-Public*	914		1,221		+307	+33.6 %
Semi-Private**	<u>281</u>		<u>826</u>		<u>+545</u>	<u>+194.0 %</u>
Total Restricted Open Space Land	2,459		3,369		910	+37.0%
Private Open Space	<u>6,728</u>		<u>4,291</u>		<u>-2,437</u>	<u>-35.6 %</u>
Total	9,187		7,660		-1,527	-16.6 %

*(Audubon, Land Trust, Nature Conservancy)

** (Open Space Set-asides)

Between 1979 and 1996, the Town gained 58 acres of parkland by receiving Mianus Pond and the Power Plant site from the State and purchasing Laddins Rock. A total of 910 additional acres were protected between 1979-96. In 1996 the Town's total restricted open space was 3,369 acres, just over 10% of the Town's total land area.

The location of open space can be as important as its size. Town parks and other restricted open space protects rivers, the seashore, and residential neighborhoods.

Much of the Town's protected open space is in the watersheds of the Mianus and Byram rivers and along the shores of Long Island Sound. Open spaces on the Town's borders form a buffer from commercial uses in neighboring Westchester County and the city of Stamford. Small spaces are valuable, too, as pocket parks in areas of dense development.

More than two thousand acres that were counted as private open space in 1979 were subdivided into building lots by 1996. The open space set-asides from these subdivisions and donations to conservation organizations protected 852 acres. Most undeveloped land is privately owned and could be developed. The biggest landowners are the water company, with 546 acres, and private recreation clubs with 1,659, a total of 2,205. The 1996 Open Space Inventory lists another 2,086 acres

that belong to individuals.

While open space is disappearing, developed land is being used more intensively. The high price of land leads many to "max- out" their properties - putting as much on the land as possible. This further reduces the appearance of openness and puts more pressure on the environment.

5.2 Protection of the Environment and Open Space

Greenwich is rapidly losing its remaining natural areas to development. Often the development process disturbs fragile environmental areas. This disturbance has the potential for causing significant detrimental impacts to both the remaining natural environment and the existing quality of life in Greenwich.

To protect the environment, preserve open space, and more effectively control development, the Town can tighten zoning, subdivision, and wetland regulations, acquire more land directly or through public-private partnerships, and provide more incentives to conserve land.

5.3 Regulations

Since 1926, Greenwich building zone regulations have set minimum lot size and limited the size and location of buildings. Subdivision regulations allow the Town to require a part - either 15% or 40% (for a conservation zone) - of a subdivision to be set aside as open space or for park and

playground purposes. Current zoning requires space between buildings, which may result in a loss of large open spaces.

Under State law adopted in 1972, wetlands regulations protect the natural environment by limiting activities in and near wetlands and watercourses. When wetlands remain part of the developed lot, they may be degraded by the homeowners, often inadvertently.

5.4 Acquisition

Donations and acquisition are the only sure way Greenwich can preserve certain critical open spaces. Some owners have given property to the Town or offered it at a bargain price, thereby being credited with a charitable tax deduction. If the Town wants to own a property, it may first secure an option or right of first refusal. An alternative to Town acquisition of a property is a conservation easement. Under a conservation easement the owner still retains title to the property but gives up certain development rights. Donations by private owners to a non-profit Land Preservation organizations, such as the Greenwich Land Trust, and Greenwich Audubon, also can deed restrict and protect open space while securing tax deductions.

5.5 Public Private Incentives

Conservation Zones - In certain circumstances, where significant environmental features exist, a property may be rezoned as a conservation zone. This permanently deed-restricts at least 40% of the property for open space, while allowing either the clustering of houses or their development on smaller lots on the remaining portion of the land.

Public Act 490 - Under Connecticut law the owner of farmland, forest, or open space may apply for a reduced tax assessment in return for a commitment to keep the designated use for at least 10 years. A sale within 10 years carries a tax penalty. All forest and farmland in

Greenwich that is eligible under State law is already protected under Public Act 490, but no private residential properties, only country clubs and an archery club, are designated as open space by the Tax Assessor shown on the Planning and Zoning Open Space map officially approved by RTM. For eligibility, the parcel must meet the definition of open space as set forth by the Planning and Zoning Commission and approved by the RTM.

Semi-Public Conservation - The Greenwich Land Trust, Greenwich Audubon Society and the Nature Conservancy are tax exempt conservation organizations that own and protect open space for education, scientific, and environmental purposes. As with donations to the Town, gifts to these organizations entitle the donor to a charitable tax deduction and relief for property tax.

5.6 Issues

Residents in every part of Town complain that Greenwich is being overdeveloped. Now that the number of large open space tracts has fallen below 100, it is urgent that the Town inventory the parcels and pursue options to acquire permanently preserve those private tracts of importance to the Town.

The land needed for housing, recreation, and business is discussed in the chapters on housing, public facilities, and commercial uses. Residents are also concerned about air, noise, and water pollution and the appearance of public roads and parks. These issues are discussed in the chapters on transportation, water, and public facilities.

5.7 Policies/Recommendations:

1. To protect environmental resources,
 - a. Map natural resources, steep slopes, wetlands, and environmentally sensitive areas on the GIS system,

- b. Further restrict development on

steep slopes and environmentally sensitive areas through setback, coverage limits, and non-development easements.

2. To preserve more open space,
 - a. Establish a funding mechanism to buy property, acquire title options or conservation easements on environmentally sensitive properties,
 - b. Consider expanding the use of Public Law 490 to protect open space
 - c. Encourage land donations to conservation organizations for permanent restrictions,
 - d. Review and update the Open Space master plan and map adopted by the RTM in 1977.

3. Define "Buildable Lot Area" by deducting wetlands, waterbodies, and steep slopes from available or allowable FAR.

4. Consider an Open Space or Park Zone for parklands.

5. Review the current Conservation Zone to determine if changes are needed or if it already meets community needs.

6.0 HISTORIC AND ARCHITECTURAL RESOURCES

GOAL: Preservation of notable historic and architectural resources.

ACTION PRIORITY: Encourage quality design and preservation of historic residential, commercial, and public buildings.

Greenwich has been a favorite place for people to live as far back as we can trace. Archeologists have uncovered evidence of human activity 12,000 years ago. More recent activity is not buried, but in plain view. Many of our roads, village centers, houses, public buildings and parks, stone walls, dams, ponds, and even trees were set in place between fifty and three hundred and fifty years ago. Preservation of the Town's historic and architectural heritage adds value to all properties and helps to define the Town.

The Town's classification of land into different zones follows historic patterns, with low density development in the northern areas formerly farms and forest, and higher density near Long Island Sound, where residential and commercial activity began. Buildings constructed before zoning are legally non-conforming. The Town benefits when this encourages maintenance of notable buildings with appropriate uses.

The Town's zoning regulations have existed since 1926 and provide zoning and economic incentives to encourage historic preservation. The Town has two historic zones to encourage owners to preserve historic buildings and important vistas. The HO (Historic Overlay) zone may allow more residential and business uses than the underlying zone. In exchange the owner provides the Town a perpetual facade preservation easement. Examples of the application of the HO zone are The Mill in Glenville, the Gimbel estate on King Street, and the residence at 96 Maple Avenue.

The HRO (Historical Residential Office) zone allows office uses in residential zones if the buildings are found to have historic merit and are within 1,000 feet of a

business zone. The HRO zone does not require a preservation easement. Several such developments are found on Milbank Avenue and the Post Road.

The Central Greenwich Business (CGB) zone surrounds the main shopping area of central Greenwich and retains many structure built as residences in the late 19th and early 20th centuries. Many have been converted to business uses but retain much of their original design features, setbacks, and landscaping. These areas were surveyed as part of an inventory of historic, cultural, and architectural resources in business and residential streets in central Greenwich. Consultants found merit in many individual buildings, but were equally impressed with the area as a whole and recommended preservation efforts. The CGB zone permits a modified Floor Area Ratio and other standards to provide economic incentives to preserve the residential styled structures and adapt them to new uses.

6.1 Public Buildings

Some important historic landmarks have been lost, such as the Hospital's Benedict building and the Pickwick Arms hotel. Others have been renovated to meet today's needs. The home of Robert Bruce is now the Bruce Museum, and the old Town Hall has become an Arts and Senior Center. Today's Board of Education building, the Town Hall Annex, the Western Greenwich Civic Center, the senior housing at McKinney Terrace, and the Town Hall all began as schools. The main Greenwich Library building, once a Franklin Simon department store, is adding a wing designed by world famous architect Caesar Pelli.

6.2 Historic Homes

The Town and its Historical Society have made an inventory of historic resources. It shows 1,634 structures at least 50 years old that retain some of their historic characteristics. While the Town cannot stop an owner from changing - even demolishing - a structure, it can and does encourage preservation of historic buildings. Among its many activities to increase public awareness of the Town's heritage, the Historical Society places plaques on buildings that have been authenticated as historic. The Greenwich Chamber of Commerce has obtained plaques for many of the historic buildings in Central Greenwich.

In 1986, the Junior League of Greenwich published *The Great Estates of Greenwich*, describing 46 great estates built from 1880 to 1930, as Greenwich was

transformed from "a farming community into a quiet, genteel town." While a few of the estates remain intact, most have had their acreage subdivided and a few have been converted to institutional uses. In addition to their homes, owners of the Great Estates gave the Town roads, libraries, schools, parks, beaches, and golf and yacht clubs.

6.3 Historic Districts

National, State, and local government all recognize historic structures and districts.

Listing on the National Register of Historic Places provides a guide for protection of properties and structures that merit preservation for federal, state, and local governments, planners, private groups and individuals to those properties in Connecticut and throughout the nation. Greenwich has 25 historic places, structures and districts on the National Register.

6.4 National Register of Historic Places and Structures (in order of age)

Thomas Lyon House	1 Byram Road/cnr W. Putnam	c. 1690
Knapp Tavern (Putnam Cottage)	243 East Putnam	c. 1690
Bush-Holley House	39 Strickland Road	c. 1732
Samuel Ferris House	1009 E. Putnam Ave., Riv	c. 1760
Sylvanus Selleck Mill	124 Old Mill Road	1796
First United Methodist Church	61 E. Putnam Avenue	1868
Josiah Wilcox House	354 Riversville Road	1838
Great Captain's Island Light House		1868
Riverside Ave. Bridge		1871
New Mill & Depot Bldg.	350 Pemberwick Road	c. 1875, 1881
Sound Beach RR Station	160 Sound Beach Ave., OG	c. 1894
Cos Cob RR Station	55 Station Drive, CC	c. 1894
Mianus River RR Bridge		1896-1918
Greenwich Arts Center (Old Town Hall)	299 Greenwich Avenue	1904
French Farm	516 Lake Avenue	1906-1915
Cos Cob Power Plant	Sound Shore Drive	1907
Greenwich Y.M.C.A.	50 E. Putnam Avenue	1914
U.S. Post Office	310 Greenwich Avenue	1916
Byram School (McKinney Terrace)	700 W. Putnam Avenue	1925
Merritt Parkway		1934-1942

6.5 National Historic Districts

Putnam Hill Historic District	c. 1690-1909
Round Hill Historic District	c. 1728-1926
Strickland Road Historic District	1732-1937
Greenwich Ave. Historic District	1860-1940
Municipal Center Historic District	1893-1938

The State Historic Preservation Office must approve a property for designation before it can be considered for the National Register. All National Register properties are also on the State Register.

Listing on the National Register does not restrict an owner's use, development, or sale of a property, but provides for review of federally-funded projects that might affect it.

The Putnam Hill Historic District has been reinforced by using an HO zone at Old Church Road, where new buildings were modeled on the old, by applying the HRO

zone to the "Columns" on the Post Road between Maple and Park Avenues, and by plans of Christ Church to restore its former rectory, the Tomes-Higgins house, which was designed by Calvert Vaux, partner of Frederick Law Olmsted and designer of the Metropolitan Museum of Art. These historic and architecturally significant structures have been preserved through zoning requests.

In addition to those listed on the National Register, the State Register includes the following:

6.6 State Register of Historic Places

John Addington House	211 West Putnam	1723
Mead Farm	9 Pear Lane	c. 1825-1900
Indian Harbor Yacht Club	710 Steamboat Road	1920
Montgomery Pinetum Conservatory/Greenhouse		c. 1928
Cos Cob Firehouse	200 Post Road, CC	1928
O'Neil Outdoor Theater	Lia Fail Way, CC	1934-1937

As with the National Register, listing on the State Register does not protect a property except in case of State-funded projects that might affect it.

Historic District Commission

The local Historic District Commission (HDC), empowered by State statute, can do more to preserve historic resources than either the State or federal government. The HDC should be consulted whenever a public or commercial building with historic features is altered. It advises the Planning and Zoning Commission on the merits of a building that is in the CGB zone or considered for an HO or HRO designation.

The HDC is charged with encouraging and forming local historic districts. The local historic district designation is the most effective way to ensure the preservation of our architectural heritage. Greenwich has two local historic districts, on Strickland Road, Cos Cob, and on Round Hill Road at John Street.

A local historic district requires an application from two-thirds of the owners in a neighborhood that meets the HDC's criteria. Under its terms, property owners agree to make no alterations that would

affect the district's integrity without a certificate of appropriateness from the HDC. Greenwich successfully defended its historic district in court when an owner on Strickland Road tried to divide his property in a way that would have destroyed the historic streetscape. The Connecticut Supreme Court held that historic concerns may properly be considered by the Planning and Zoning Commission.

6.8 Scenic Roads

Designation of a Scenic Road under State law can be approved by the Planning and Zoning Commission upon the application of the owners of a majority of lot frontage on the road. A road may be designated scenic if it is not a main road and meets at least one of the following criteria: narrow, unpaved, or bordered by scenic views, stone walls, large trees, waterways, or natural terrain.

Owners of properties on scenic roads preserve their property rights but have a right to a public hearing by the Planning and Zoning Commission, which makes recommendations to the Department of Public Works before changes other than routine maintenance may be made to the road.

Greenwich adopted a scenic road ordinance in 1994, and property owners have since obtained scenic road designation for Buckfield Lane, Cliffdale Road, Selden Lane, and Burying Hill Road.

6.9 Architectural Review

The Architectural Review Committee, which is advisory to the Planning and Zoning Commission, considers all new construction and alterations except for single and two-family homes. It reviews design, materials, signs, graphics, lighting, and landscaping. The Architectural Review Committee encourages new building design compatible with existing neighborhood architecture and appearance.

6.10 Archeological Inventory

For large subdivisions and municipal improvements, an owner must submit to Planning and Zoning an environmental assessment, including an archeological study by a qualified archeologist. For smaller sites, the Commission may ask for an environmental impact statement, including an archeological review. Greenwich has an active group of volunteer and professional archeologists and is considered a leader in recognizing its archeological heritage, which includes Native American sites, burial grounds, and remnants of historic structures and pre-historic sites.

6.11 Trees, Historic Rural Roads, Streetscapes, Landscapes

The landscape and trees of Greenwich are the setting for its buildings and are part of the Town's historic and aesthetic resources. The Town maintains and replaces trees, many planted over 100 years ago, along its streets and roads. Subdivision and wetlands regulations protect some trees on private property. The Conservation Commission has identified the oldest, largest, and most unusual trees, some of them State and national champions. Some parts of the Town still have dense forest cover that may never have been cleared.

6.12 Issues

Greenwich is a prosperous, dynamic town, not a museum. The preservation of historic and architectural resources must be balanced with other activities. Conservation of the environment, open space, the water, and waterfront generally can contribute to preserving what is historically valuable or aesthetically pleasing. Through the building permit process, an owner can learn how to use a property and still preserve and enhance the Town's historic and architectural heritage.

With land at premium prices, owners

are often tempted to tear down historic buildings to build new ones. Regulation of house size could reduce this temptation. Similarly, tax relief for owners who preserve historic homes on large properties could help to preserve them.

Although the Town requires public notice and a 90-day stay whenever a historic building is slated for demolition, no building yet has been spared by the demolition permit process. However this process does allow time for the Historical Society to document and photograph both the interior and exterior of the endangered building.

6.13 Policies/Recommendations

1. Encourage owners of historic properties to join the Historical Society 's program "Signs of the Times" program.
2. Inventory, designate, and publicize historic and traditional neighborhoods.
3. Identify potential scenic roads to encourage residents to apply for Scenic Road designation.
4. Identify neighborhood design elements and guidelines for homeowners and builders.
5. Encourage the maintenance of tree lawns, the areas between sidewalks and paved highways, to enhance and beautify the Town's streetscapes and neighborhoods.
6. Require Town buildings, landscaping, and street "furniture" to meet or surpass the standards expected of private developers.
7. Encourage the preservation of existing structures deemed to be significant by allowing flexibility through zoning incentives.
8. Consider conservation easements to protect historic properties.
9. Encourage HDC to continue preservation efforts and investigate neighborhoods which might be suitable for Historic District designation.
10. Establish a public-private partnership to create a Preservation Plan for Greenwich.

7.0 INLAND WATER RESOURCES

GOAL: Effective management of inland waters to assure an abundant supply of drinking water, minimize flood danger, and protect the wetlands and watercourses and natural habitats.

ACTION PRIORITY: Remedy sanitary sewer and flood control systems, finish the wastewater treatment plant, study the quality and quantity of inland waters, and promote public awareness of responsible land use practices.

Water is essential to life. It puts the green in Greenwich and enables us to drink, clean, play, and grow things. No matter how water is used, it all eventually goes into the ground, into the air, or into watercourses, which all flow into Long Island Sound.

The State's Clean Water Act passed in 1985 requires local planning and zoning commissions to consider the protection of existing and potential public water supplies in land use plans and regulations.

The Town has had water shortages three times in the last decade and learned that the quality of water in the Mianus Pond no longer met State certification as a possible backup for drinking water. During the most recent water shortage, in 1995, Greenwich customers of the water company were affected less than well users because the water company bought water from Bridgeport Hydraulic and reduced its leaks and sales to New York customers.

Since the Town invested \$42 million in Phase I of the upgrade of the wastewater treatment plant, the quality of water in Long Island Sound has improved and local shellfish beds have been opened for the first time since the 1960's. At the same time, however, the quality of surface water has declined because of increased development and impervious surfaces. The quality of drinking water and rivers has declined, while malfunctions of storm drains and the sewer system have increased. Byram Beach was closed for 54 days in 1995 and 75 days in 1996 because of elevated bacterial levels

after heavy rains. The Town hired an environmental consulting firm to investigate the sources of bacteria.

7.1 Public Water Supply

The Connecticut-American Water Company supplies approximately 14,500 residential and 1,500 non-residential (i.e. commercial, industrial, institutional, and governmental) customers in its Greenwich service area. Its main supply for Greenwich is the Mianus River. The Mianus River flows north from northeast Greenwich into Westchester County, through Stamford, and back into eastern Greenwich, where it empties into the Sound. Water from the Mianus River and Converse Lake is piped into Putnam and Rockwood Lakes, the company's two reservoirs in Greenwich, which are in the Horseneck Brook watershed.

Greenwich consumes 50% more water per capita than the State average, much of it for watering lawns. The water company estimates the safe annual yield of its surface water supply system at 15 million gallons a day. The company hopes to add a 3 million gallon storage tank in western Greenwich to aid in distribution at peak times.

7.2 Wells

While most people get their water from the water company, approximately 7,000 Town residences are served by wells. The well-service area is mainly the northern

part of Town, where most lots are two acres or larger and all are served by septic systems. This also is where most new development is occurring.

Testing is required for all new wells. The Health Department monitors water quality in the 33 public wells that serve 25 or more persons and recommends that homeowners test their well water annually and have septic systems cleaned annually. In case of drought, the Town Health Director can order water conservation measures to protect the drinking water supply.

Well water comes from the ground, while the public water supply comes from surface sources, rivers, and reservoirs. Most wells go through rock and collect water from rock fissures. Because of the extensive ledge rock and high water table in parts of Greenwich, most wells are drilled deep to assure a safe and adequate supply. The Greenwich Health Department records show depth and yield of all wells, but they have not been mapped or put into a usable data base. The rapid development in the areas served by wells and the increased use of well water for plant irrigation make it imperative to know about the quantity and quality of well water.

The last U.S. Geological Survey (USGS) of Greenwich, over 25 years ago, showed two sand and gravel (stratified drift) aquifers in Greenwich, neither supplying drinking water for the public water supply of Greenwich. One is in the BEX-50 area of northwest Greenwich (which serves up to 600 office employees); the other under Innis Arden Golf Club in Old Greenwich, near the coast. Location of the extent and nature of these aquifers requires an updated study which should also include well locations, yields, and quality. The Health Department, with the full support of the Board of Health, is working with USGS to develop such a study, which will require Town funding and moneys from private and philanthropic sources as well.

Among the questions that should be addressed by the proposed USGS study are the following:

Where is the water level in the bedrock and aquifers?

What parts of the bedrock and aquifers are the most productive and what parts are most susceptible to pollution?

What are the quality levels of ground and surface water resources of Greenwich?

How can the Town predict what changes in land use, precipitation, and the addition of more wells will do to both the quality and quantity of ground water available to residents?

7.3 Preserving Water Quality and Quantity

Although the delivery of water is not a municipal function, the Town has a responsibility for assuring an adequate and potable water supply both for those on individual wells and those on the "public" system. The Town must maintain an alert monitoring and response system and strive for coordination among all governmental agencies responsible for water quality and supply.

The quality of water from both private wells and the public drinking water supply depends on surrounding land use. Some current concerns are proper waste disposal, maintenance of sewers and septic systems, and protection of wetlands and watercourses.

The greatest threat to water quality is from non-point source pollution. The most common non-point sources of pollution are failing septic systems, erosion and siltation, leaking sewers, oil and chemical spills, landfills, road salt, pesticides and fertilizers, animal waste, and storm water runoff. New engineering standards on drainage, runoff, and impervious surfaces need to be adopted by the Town to address non-point source pollution. Point sources of pollution, such as

municipal wastewater treatment plants and industrial discharges, are prohibited from dumping in waters that feed water supply reservoirs.

Greenwich's wastewater treatment plant built in 1964 became inadequate in 1980's and the Town was required by court order to upgrade it. The new wastewater treatment plant, designed to handle a daily average of 12.5 million gallons, went on line in 1994. Phase II of the treatment plant upgrade will improve the treatment of and disposal of sludge and should be completed by 2001 if federal funding is approved in 1998.

The Public Works Department is now in the process of designing and constructing a new force main across the Mianus River, upgrading four pumping stations, and lining sanitary sewer lines to prevent infiltration. In addition, some parts of Town within the sewer service area have not yet had sewer lines extended to them.

The Greenwich Health Department is especially concerned about areas with small lots, ledge rock, high ground water, and soil conditions that limit effective septic systems. When a water supply is contaminated, it must be treated. Correction of pollution is costly and often changes the taste and appearance of the water. The best solution is to prevent pollution.

7.4 Aquifer and Watershed Protection

Converse Lake, Rockwood and Putnam Reservoirs, and the Mianus River are all water bodies that contribute directly or indirectly to the public drinking water supply of Greenwich. Pollution of these drinking water sources increases with added runoff from impervious surfaces and sources of non-point pollution within the Town and in neighboring Stamford and Westchester towns. Increased pollution of these drinking water sources needs to be reduced quickly and effectively.

Drinking water sources and the rivers that flow into Long Island Sound can be protected with regulations to control the sources of pollution. Many communities and regional districts in Connecticut and Massachusetts have mapped and adopted watershed and aquifer overlay zones limiting activities that degrade the waters.

Greenwich recently defended a conservation area in the northwest corner of Town when New York and Connecticut requested the Town's approval for construction of a new highway ramp through it to connect Route I-684 to the reconstructed and widened Route 120 in New York. The Planning and Zoning Commission denied the request to donate Town-owned land for this ramp because, among other reasons, it could threaten the aquifer and the drinking water supply in the area.

7.5 Flooding

At times Greenwich has too much water. The Town's drainage system has not kept pace with development. Runoff increases wherever land is disturbed or covered with impervious surfaces that reduce absorption of water. The effects of any given project may be slight and hard to measure, but the results are cumulative. Builders of new construction are required to provide drainage on their own properties and not add runoff onto their neighbors. Home owners nevertheless are increasingly experiencing flooded yards and wet basements due to more intense development around them.

Some of the Town's storm drains need to be enlarged to carry heavy rains. Although the Town does not have combined sewers, many of the sanitary sewer lines currently allow storm water and ground water to enter and overflow may result until improvements are made.

7.6 Wetland Protection

Inland wetlands are important to protect fresh water quality and control storm water runoff. Under Connecticut statute and Town ordinance, the Inland Wetlands and Watercourses Agency must preserve, protect, and regulate the interlocking web of swamps, marshes, bogs, streams, lakes, and ponds that is essential for an adequate supply of surface and ground water. The wetlands provide hydrological stability, control flooding and erosion, recharge and purify surface and ground waters, and maintain natural plant and animal communities. The Agency's staff and members review all activities on properties where wetlands and/or watercourses are found. In 1995, 250 projects were reviewed compared with 1,335 building permits issued that year.

7.7 Policies/Recommendations

1. To assure an abundant supply of drinking water,

- a. Encourage acquisition of significant open spaces through public and private sources to protect watersheds.
- b. Study well water yield and quality to determine need for watershed and aquifer protection.
- c. Consider adopting a watershed overlay zone to protect public drinking water and an aquifer protection zone to protect potential well water supplies.
- d. Implement Department of Health recommendations for septic system and well maintenance.
- e. Encourage water conservation by all residents.

f. Promote the use of natural landscaping techniques that reduce the need for irrigation.

g. Develop a management plan to assure an abundant supply of drinking water, protect wetlands, and watercourses, and minimize flood danger.

h. Reach agreements, where necessary, with nearby communities on common development standards in our watersheds.

2. To minimize flood danger,

a. Strengthen Building Zone and Subdivision regulations to reduce runoff, minimize impervious surfaces, control uses in flood plains, and require detention infiltration/absorption/recharge areas on development sites.

b. Develop and implement an appropriate plan to address federal, state, and local storm water management requirements.

3. To protect the wetlands and watercourses,

a. Accelerate the Inflow and Infiltration and pump station upgrades to repair the sanitary sewer system.

b. Develop a watershed management plan for Mianus and Byram River watershed, including non-point source pollution prevention, open space protection, habitat protection, and educational/recreational needs.

c. Adopt pollution prevention policies for all town agencies and facilities.

8.0 COASTAL WATER RESOURCES

GOAL: Protection of inland and coastal waters to minimize flood danger and protect the shores and ecosystem of Long Island Sound.

ACTION PRIORITY: Protect the benefits of Long Island Sound, minimize flood danger, and preserve the waterfront business districts.

Greenwich has a 27-mile coastline on Long Island Sound across its 5-mile width. It also has 30 offshore islands ranging in size from 0.1 acre to 28-acre Calves Island, which belongs to the YMCA. The Town owns seven of these islands, including Great Captain's and Little Captain's (Island Beach). By far the greatest part of Greenwich's waterfront is devoted to private residential uses. Next come Town properties, notably Greenwich Point, Grass Island, and Byram Park. Approximately 1/10 of the waterfront is zoned for business.

When Greenwich was a farming community, the waters of Long Island Sound were used mainly for fishing and shipping; waterfront land was not very valuable. Now that the Town is mainly residential, waterfront property is desirable for recreation and building sites and is some of the most expensive in Town.

Because the waterfront is an asset shared by everyone in Greenwich, the Town needs to protect its coastline and the waters of Long Island Sound.

8.1 Protecting Long Island Sound

Over 8 million people live and work in the Long Island Sound watershed. The Sound provides seafood, transportation, recreation, and prime sites for homes and businesses. The Sound is also essential for the region's waste disposal. Every land use in the watershed affects the Sound, since runoff carries eroded soil, fertilizers, pesticides, toxic wastes, and sewage effluent into it. Improper waste disposal threatens the Sound's existence as a functioning ecosystem and, ultimately, its capacity to provide for those human uses,

as well as a source of food supply and recreation.

8.2 Connecticut's Coastal Management Act

Recognizing that the waters of Long Island Sound and its coastal resources are unique, fragile, and of great value to the State, the legislature adopted the Coastal Management Act effective January 1, 1980.

Excessive growth and economic development in the coastal area cause loss of living marine resources, wildlife, and nutrient-rich areas, and endanger other vital natural systems and scarce resources. The law seeks to improve public management of Connecticut's coastal area by coordinating the impact of development on both coastal resources and future water-dependent development, and to preserve public access to the waterfront.

In July 1980 Greenwich adopted a Coastal Overlay zone in accordance with the State statute. All property within 1000 feet of the mean high water line (or from the inland boundary of mapped tidal wetlands or landward of the 100-year coastal flood zone, whichever is furthest inland) is subject to coastal site plan review. The Planning and Zoning office maintains the official map of the coastal overlay zone.

Applications for building permits, subdivisions, rezoning, special permits, and municipal improvements within this zone are among the activities subject to coastal site plan review by the Planning and Zoning Commission and, where applicable, the Planning and Zoning Board of Appeals. Applications for shoreline flood and erosion control structures, including bulkheads,

canals, and breakwaters, must also be reviewed by the Office of Long Island Sound Programs of the State Department of Environmental Protection, and, where applicable, the US Army Corps of Engineers.

With exceptions of gardening, grazing, harvesting of crops, and interior modifications to buildings, all activities within 1,000 feet of Coastal Overlay Zone are subject to coastal site-plan review. Activities to conserve or preserve soil, vegetation, water, fish, wildlife, and other land and water resources may also be exempt from review. Most of the waterfront properties have been developed as single family residences.

The Town's compliance with Coastal Zone regulations entitles all owners of property in the zone to flood insurance underwritten by the federal government. If the Town did not enforce the coastal regulations, all owners might lose this protection. Severe storms in 1992 and 1996 damaged many private properties and destroyed Town property at Greenwich Point and Island Beach.

Until passage of the Coastal Management Act, many industries traditionally located on the water had given way to such uses as restaurants, hotels, and apartments. The Coastal Management Act gives preference to water-dependent uses that require direct access to marine or tidal water. These include recreational and commercial boating and fishing and related activities, industrial uses that depend upon water-borne transportation or require large volumes of cooling or process water, and uses that provide general public access to marine or tidal waters. Allowing non-water-dependent uses would drive out water-dependent uses and reduce public access to the waterfront.

8.3 Waterfront Business Zone

Even before 1980, the Planning and Zoning Commission enacted a Waterfront

Business (WB) Zone "recognizing that waterfront properties in Greenwich are an extraordinary and limited resource," and "to assure that these limited waterfront areas are reserved for the uses they are uniquely suited for and are not preempted by uses which can be more appropriately located elsewhere."

Approximately two miles of the Greenwich coast are zoned Waterfront Business. The principal business uses permitted are those that depend on a waterfront location including:: boat storage, rental, sales and repairs, dock and port facilities, sale of marine supplies and provisions, and similar marine-oriented uses to serve recreational boating needs. The four WB zones are on the west side of South Water Street south of Mill Street in Byram (0.5 mile), on the west side of Steamboat Road in central Greenwich (0.3 mile), and two areas in Cos Cob, the east side of River Road south of the Post Road and on Long Island Sound in the area of Stolt-Nielsen offices and the Waterford condominium (1.2 miles).

The Waterfront Business zone along River Road in Cos Cob borders a single family residential neighborhood, and most of that along South Water Street in Byram borders R-6 zoning. The existing water dependent uses in the zone are generally characterized by seasonal use, little if any nighttime activity, low density of buildings, and little traffic, and are compatible with the residential character of their neighbors.

8.4 Federal Clean Water Act

With passage of the Clean Water Act in 1985 Congress appropriated funds for the Environmental Protection Agency to research, monitor, and assess the water quality of Long Island Sound. The resulting Long Island Sound Study identified problems and solutions that could be achieved with cooperation of governmental agencies, universities, environmental groups, industry, and the public.

The Long Island Sound study first identified three top problems:

- low levels of dissolved oxygen (hypoxia),
- toxic substance contamination, and
- the impact of water quality problems and of habitat degradation and loss on the health of living resources

Later, when many beaches were closed because of medical wastes that washed ashore, the study added two more issues for study:

- disease-producing contamination
- floatable debris

Attention was focused on Greenwich's wastewater treatment plant when the Connecticut Fund for the Environment sued the Town under the Federal Clean Water Act, forcing it to upgrade the plant. The first phase began in 1988 and is now complete. Phase II should be completed by 2001. Other towns on both sides of the Sound have made similar efforts, and the results are already noticeable in higher levels of dissolved oxygen and the return of several species that had diminished or disappeared.

8.5 Waterfront Recreation

Long Island Sound is a recreational resource where many people enjoy swimming, boating, fishing, and other water sports. The Town has Town owned beaches in Old Greenwich, Byram, and at Island Beach and Great Captain's Island. It has Town owned marinas, moorings, and docking facilities in Old Greenwich, Cos Cob, and Greenwich. Several clubs (Mianus River Boat Club, Old Greenwich Boat Club, Greenwich Boat and Yacht Club, Byram Boat Club) lease facilities on public land and are generally open to Greenwich residents. Other clubs (Rocky Point, Riverside, Indian Harbor, Belle Haven) own their facilities for use by their members and guests. Several commercial boating facilities and marinas in Cos Cob and Byram are open to anyone. The Town owned facilities are the least expensive and the most in demand. Waiting lists are managed by the Department of

Parks and Recreation.

8.6 Issues and Trends

While Long Island Sound water quality has been improved in the past ten years, Greenwich can still do more to:

- complete Phase II that will treat and dispose of sludge from the municipal wastewater treatment plant
- repair storm drains and pumping stations
- prevent floatable debris, diesel oil, and boating waste from entering the Sound
- ensure that septic systems in the Coastal Overlay Zone do not pollute the Sound

Properties in the Waterfront Business zone are assessed at the same value as General Business properties, despite limitations on their use. Owners of WB properties say they cannot sell or get a fair return on their investment because of the limitations.

Greenwich residents have limited access to the waterfront except in the public parks and the Waterfront Business Zone. Some Town-owned parcels and many privately owned parcels in the Waterfront Business Zone do not depend on their waterfront locations and do not allow public access, but they continue to exist because they predate the zoning regulation.

Boat clubs that lease Town property and the Town maintained slips charge much lower rates than private marinas and have long waiting lists for slips and moorings. Private marina operators feel that the Town's low rates undercut their ability to operate legally conforming businesses.

Full use of the public waterway is limited by some waterfront businesses that encroach on the federal channel and by need for dredging, which is a responsibility of the Army Corps of Engineers.

Waterfront property owners who build docks and seawalls affect their neighbors' use of the waterfront. Public and private structures in flood zones are subject to storm damage and require expensive

repairs. If a plan is approved that does not meet flood zone coastal regulations, the entire community's eligibility for federal flood insurance may be jeopardized.

8.7 Policies/Recommendations

1. Protect and enhance the integrity and quality of the waterfront and coastal waters to ensure their recreational and economic benefits and minimize risks to marine and human health.

- a. Put into effect the recommendations for Inland Water Resources,
- b. Review the zoning of islands and coastal properties.

2. To minimize coastal flooding enforce the Coastal and Flood Zone regulations strictly.

3. To preserve the Waterfront Business Zone,

- a. Study three sensitive areas: the Power Plant, Cos Cob Harbor, and the Byram Waterfront Business zone.
- b. Discourage non-conforming uses in the WB zone.
- c. Address assessment policy with respect to the WB zone.
- d. Any changes in the existing non-conforming uses in the WB zone should be compatible with the surrounding residential areas and water dependent uses with increased public access.

4. Examine uses on public and private properties in the Coastal area to mitigate adverse impacts from stormwater, septic and chemical runoff into Long Island Sound.

5. Review and revise Flood Hazard Overlay Zone Regulations and bring into compliance.

9.0 TRANSPORTATION

GOAL: Provide safe and convenient means of travel providing access to homes, jobs, schools, shops, recreation, and cultural resources.

ACTION PRIORITY: Improve safety and reduce traffic congestion and air-pollution through road design, enforcement, and alternatives to the single-occupant automobile; provide and manage parking for shoppers, Town resident-commuters, and employees.

Transportation is as important to Greenwich as sewers, water, and open space. People need to move into, out of, and around Town with a minimum of expense and inconvenience. The 1984 Land Use Plan states that planning for growth should anticipate that the automobile will continue to be the basic mode of transportation. Now, virtually every public and private body recognizes the need to relieve congestion on roads to reduce air pollution, sustain economic vitality, improve living conditions, and maintain the Town's residential character.

To do this, Greenwich must encourage alternatives to the single-occupant automobile. Experience shows that an alternative must be competitive with the private automobile: it must pick up a person at or near home and go where the traveler wishes to go quickly, economically, and reliably.

9.1 The Automobile and Roads

Since 1970 the number of people commuting to work in Greenwich nearly doubled from 10,578 to 20,641. The number of automobiles registered in Town increased by 14,000 to 52,000. Although state and federal highways were widened and improved, traffic continued to outpace improvements, not only on these highways but on local roads as well. It has now reached saturation at rush hour. In the Greenwich area, I-95 operates at 180% of its designed capacity and averages more than one accident a day. When an "incident" occurs on the Turnpike, parallel roads must bear the overflow, including the Post Road

in Greenwich. Traffic increased 23% between 1989 and 1994 on the Merritt Parkway. The State improved the Parkway and some inter-changes, but this attracted even more traffic onto Town back roads. Escalating development in North Castle, New York and North Greenwich severely threatens the limited capacity of many roads, notably King Street.

Federal and State environmental bodies report that the region's congestion has resulted in extremely high levels of air pollution.

Responsible Town agencies correct problem intersections and safety hazards, but they appear primarily concerned with increasing speed, volume, and capacity of the roads for automobiles. This may not be sufficient to cure the problems caused by excessive automobile traffic.

9.2 Mass Transit

Connecticut Department of Transportation (ConnDOT) and Metro-North with Metropool, a transit consultant, have adopted plans for mass transit to cut excessive auto traffic but have made little headway in implementing them. Metro-North's added intracounty rail service has attracted commuters, but financial losses may cause it to be dropped. Commuter groups, the Greenwich Chamber of Commerce, SWRPA, and SACIA (Southwestern Area Commerce Industry Association) have called for improved scheduling of this and its regular interstate route, reduction of train changes in Stamford, and improved parking at Regional train stations. The four Greenwich parking

lots have added substantial numbers of spaces which now total 2,500 spaces with 3,500 permits sold. However, mass transportation funding is being cut by reductions of federal subsidies and the State gas tax.

Local corporations have met the minimum standards required by the Federal Clean Air Act, but have done little more to direct their commuters away from cars and toward rail and bus transportation and car pooling. Some employers in the Greenwich Office Park provide their own shuttle bus service.

The Greenwich Commuter Connection, which runs a jitney bus between the Greenwich train station and points along the Post Road, was started in 1992 with federal funds. It had 26,228 riders in 1996, a 9% increase over 1995. The number of riders is rising faster now. The Commuter Connection is subsidized by ConnDOT and operated by Transportation Association of Greenwich (TAG), a non profit provider for the elderly and disabled.

Although the resident population is stable in the area, employment here is increasing, and the mix of incoming commuters has shifted towards lower income workers who often use mass transit. Connecticut Transit (CTTransit), a subsidiary of ConnDOT, operates buses between Stamford and Old Greenwich and between Stamford and Port Chester. These buses have steadily increased ridership despite the fact that their schedules and their stops are poorly marked. ConnDOT says the latter line served 371,182 riders in 1996, up from 150,036 in 1991. Many of the buses are old and do not accommodate the elderly and disabled. Neighboring towns of Norwalk, Westport, and Stamford provide mini-vans under the Easy Access program of ADA (Aged and Disabled Act) for the aged and disabled from points within a 1 1/2-mile-wide corridor of the Post Road to connect with their CTTransit bus service.

The following traffic counts show how much traffic comes by road, rail, bus, and van.

TRAFFIC COUNTS	
	<u>Daily Average</u> (^{'96 unless noted})
I-95	107,316*
Route 1	19,-31,000 ***
Merritt Parkway (I-15)	40,940**
Metro North	
Inbound (to NYC)	5,738 on/503 off
Metro North	
Outbound (from NYC)	383 on/5,161 off
Greenwich Commuter Connection	100
K-Line (Stamford-Port Chester)	1,016
* 1993	
** 1994	
*** 1995	

Agencies such as the Hospital, Red Cross, Senior Center, churches, retirement homes, and local corporations and hotels operate their own van services with little central scheduling or other cooperative arrangements that could reduce costs and increase ridership.

Private taxis and airport limousines offer important, but expensive, transportation not otherwise provided. A taxi company honors 10% discount vouchers for seniors that they can purchase from the Town for 65% of face value.

In 1996 the First Selectman proposed a Transportation Task Force whose initial assignment was to examine corporate and non profit alternative transportation for special users and others. A problem it faces is the prevailing mindset that drivers are all entitled to park in front of their destinations.

9.3 Other Forms of Transportation

The Selectmen's Sidewalk Committee has recommended additional sidewalks, but there has been little funding for improvements in the sidewalks along the Post Road and elsewhere. More sidewalks

that can be safely used by school children, shoppers, the aged, and disabled should be planned and implemented. Lanes along roads, striped and marked crosswalks, and appropriate signals would give pedestrians priority over vehicles.

Walking trails are available at several Town parks, but Town roads have few paths for walkers, runners, or bikers. The business districts and railroad stations have few parking facilities for bikes. Bridle paths are not recognized in the Building Zone Regulations and remain only by the good nature of the landowners. Recent new large developments have interrupted the trails.

Progress is now being made by the major automobile companies with electric cars and vehicles using natural gas fuel. Prototypes have appeared in Greenwich.

Westchester Airport, on the western border of Town, has a daily average of 272 planes and 2,640 passengers. While most of the planes are small and carry few passengers, the airport also serves three commercial airlines that fly to other airports across the country.

Westchester Airport has recently enlarged its terminal and parking facilities, with a voluntary limit on commercial passengers and flights through 2004. The airport has a voluntary curfew that prohibits flights from midnight to 6:30 a.m. It operates a 24-hour hotline to take complaints from individuals affected by aircraft noise or curfew violations. While Greenwich cannot control the Airport, it has a Selectman's Airport Committee that monitors Airport activities and maintains contact with Westchester officials, the Federal Aviation Administration, Congressional representatives, and other interested parties.

The Town operates ferry boats to its island beaches in the summer, but there is no regular year-round boat service. Several companies have explored the possibility of a commuter ferry that might operate from Cos Cob or Greenwich Harbor.

9.4 Issues

The State and SWRPA have long-range plans of conservation and development that recognize the severe problems of automobile congestion in Greenwich. Attention should be paid to these plans and to the following:

Automobile traffic on State and federal highways and on many local roads is reaching saturation at rush hour. Federal and State environmental bodies report that this congestion has resulted in extremely high levels of pollution.

Insufficient parking at the region's stations and the lack of coordinated train and bus schedules pose the major hurdles for Greenwich's incoming commuters' use of the intertown service.

The various van services have little central scheduling or other cooperative arrangements that could reduce costs and increase riders.

The central Greenwich business and residential district (CGBR), while an attractive place for shopping, recreation, and living, is the focus of constant public criticism of its congested traffic and shortage of parking spaces to aid the local businesses and residents. Many studies and plans have been put forward and parking spaces have been added but many management issues have not been addressed.

Automobiles, large vans, and buses create a formidable concentration of traffic around schools in the mornings and afternoons. The Board of Education operates over 80 buses for students from over a mile away, but it has had little success in dealing with this crush of traffic.

9.5 Policies/Recommendations

1. To improve safety:

- a. Provide crosswalks, signals, signs, and sidewalks in densely developed areas and biking and jogging paths on or next to appropriate roads,
- b. Use more traffic “calming” methods such as narrow roads, on-street parking in business zones, humps, circles, and islands, consistent with safety and efficiency of traffic flow,
- c. Enforce speed limits,
- d. Post weight limits on local roads to preclude heavy truck traffic

2. To reduce traffic congestion and improve air quality:

- a. Follow the State's and SWRPA's plans to relieve congestion where they are appropriate.
- b. Advocate better train service,
- c. Encourage coordination of non-profit, corporate, and public van and bus services with mass transit train and bus lines and operation throughout the Town to increase parking at appropriate railroad stations,
- d. Encourage adults and students to use alternatives to the single-occupant automobile,
- e. Provide more bike racks at train stations, public buildings, and in business zones,
- f. Support SWRPA's efforts to get freight off I-95 and onto the rails or perhaps even barges.
- g. Maintain LOS (Level of Service) "C" as the Town standard consistent with the scale and character of the area.
- h. Update the 1977 Transportation Plan for Central Greenwich, and adopt a Traffic Management Plan for the Central Greenwich area for all roadway and

traffic improvements.

- i. Working with SWRPA, encourage Stamford, and other area towns to build more commuter parking for their residents outside their downtown area along all station stops..

- j. Increase platform access and length of platforms, and pick-up and drop-off points at railroad stations.

3. To provide better parking for shoppers, Town resident-commuters, and employees:

- a. Encourage the combination of adjoining privately-owned sites for employee and shopper parking and public use of private parking lots after hours.
- b. Prevent long-term employee, commuter, and car dealer parking within areas designated for shopper parking.
- c. Examine the intensification of existing or new uses and added employees in buildings relative to parking available on site.
- d. Eliminate parking permits for non-residents and businesses in Town owned commuter lots.
- e. Improve the management of existing parking spaces in central Greenwich to maximize the use of public and private garages and lots, including valet parking.

4. The First Selectman should promptly establish a combined representative governmental, corporate, and non-profit organization to push for improvements in transportation, look for ways to coordinate van systems in scheduling, staffing and bulk purchases, lead the implementation of alternatives to automobile traffic in the Town and region, and obtain financial help for new systems.

10.0 PUBLIC FACILITIES

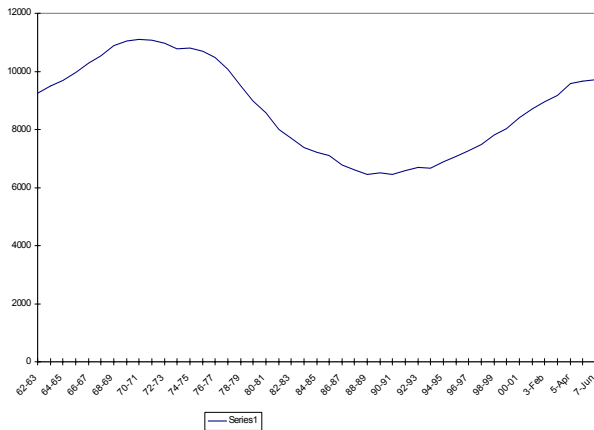
GOAL: Provide adequate public facilities to serve the needs of local residents and businesses.

ACTION PRIORITY: Assess public facilities and their disposition, acquisition, and improvement to meet present needs and future development of the Town.

10.1 Schools

The public school enrollment, which is consistently about three-quarters of the school age population, reached a low of 6,453 in 1988-89, but has been climbing ever since. Schools that were closed in the late 70's and early 80's are reopening, and new facilities are being built. The public school system expects to have 9,726 students in 2007, 2,234 more than in 1997, a 30% increase. Enrollment in 1997 and enrollment projected to 2007 is still below the Town's all-time high of 11,110 in 1970-71.

Public School Enrollment 1962-1997
and Projected to 2007



The first wave of enrollment has hit hardest in the elementary schools, necessitating additions in five elementary schools: Old Greenwich, Riverside, North Mianus, North Street, and New Lebanon, which are largely completed. Peak enrollment is expected to occur in the elementary schools around the year 2003.

The middle schools are in design and construction stages for 23 more classrooms in Central and Eastern Middle schools, where peak enrollment is expected in 2007. Additions to the high school, now under construction, will serve 2,900 students anticipated as the bubble continues to move through the educational system. The Board of Education does not anticipate the construction of any new schools in the next ten years.

The number of special education students continues to rise as a result of government mandates. Dundee School, which was closed and leased to a private school because of declining enrollments, has been taken back. It is being renovated specifically to serve special education students and will re-open in 1998.

Educating our children must continue to be a top priority. Therefore, these additions to school facilities head the list of needed capital improvements in the next decade.

10.2 Department of Public Works

Overall, DPW is responsible for maintaining the Town's infrastructure. Key responsibilities that impact land use involve wastewater treatment; solid waste disposal; waste recycling; highway, sidewalk, and storm drainage maintenance and repair; maintenance and construction of Town buildings other than those of the Board of Education, building permits and inspections, and traffic engineering. The DPW will be developing a build out plan for infrastructure and a needs assessment for future projects.

10.3 Sanitary Sewer System

The Town completed the first phase of improvement to the wastewater treatment plant in 1994. The wastewater treatment plant was upgraded both to meet more stringent environmental standards and to ensure that the Town had the necessary capacity to treat wastewater that could be generated from the approved planned sewer area which was approved in 1991 by RTM, an amendment to the 1984 Land Use Plan . The planned sewer area can be accommodated by the designed capacity of the plant at 12.5 mgd and 31 mgd max. peak flow. The second phase, to treat and dispose of the sludge generated at the plant, should be completed by 2001 if federal funding is approved in 1998.

Sewage overflows that occur in Byram and Old Greenwich after heavy rains, pollute the neighborhoods, the Sound, Greenwich Cove, and shellfish beds, and must be eliminated.

Because of the age of the Town's sewer pipes, the remedial Inflow and Infiltration (I&I) work now underway should be significantly increased in scope and speed. The Department of Public Works completed a study of the hydraulic capacity of four pump stations in 1997. The on-going program of relining sewer pipes continues at a slow pace and only a few miles of pipe have been completed, while about 40 miles remain to be undertaken. Upgrades to the Town's pumping stations are also required since they directly contribute to our sewer overflowing problem.

Another area under study is the Mianus River watershed, where failing septic systems are suspected as contributing to water pollution. Sewers should be extended to the small lots along the Mianus River as indicated in the approved "to be sewerred" areas outlined on the Town's sewer map.

10.4 Solid Waste Disposal

The Town's Holly Hill Facility contains the transfer station, recycling center, and compost area. Now that the incinerator is no longer used, it could be demolished. The Public Works department has a master plan for a phased upgrade of the Holly Hill complex in order to improve operations and increase safety and convenience for users and workers.

10.5 Traffic and Parking

The Town has 265 miles of public roads that must be maintained adequately for public safety while preserving the Town's rural and residential character. The Department of Public Works identifies needs for pavement, sidewalk, and curb repair and can use the new Geographic Information System (GIS) to plan a workable and affordable maintenance program. The Traffic and Engineering Department should evaluate areas that lend themselves for traffic calming methods. More stringent new environmental regulations may increase the costs of snow and ice removal, but generally benefit the entire Town. There is a need to develop agreement on Town wide standards for minimum roadway widths.

Parking, especially in the business districts, continues to concern many. While parking may increase traffic volume, most residents see a valid need in certain areas.

As traffic increases, so does the need for safer and more convenient pedestrian access. Sidewalks for children to walk to school safely would reduce traffic congestion caused by parents driving.

10.6 Buildings

In addition to facilities that are assigned to the Board of Education, the Town owns and maintains 150 facilities, many more than in any other town in Fairfield county. These include:

Parks and Recreation	98
Public Works	38
Fire Department	7
Police Department	4
Nathaniel Witherell	2
Fleet Garage	1

The DPW works with these departments to inspect the facilities and determine their maintenance needs. The 1997 inspection found many of them in poor condition. A major effort is needed to determine whether all these facilities are needed and, if so, to keep them in good, functional condition.

Among the facilities that need special study are the Cos Cob Power Plant and its site, the Cos Cob Power Plant Pumping Station, the existing Police facility, the Holly Hill facility, the civic centers, Great Captains Lighthouse, and all the public restrooms.

The Cos Cob power plant site, even with its difficult environmental limitations, should be studied for its recreation potential. Removal of asbestos and fly ash from the power plant and its demolition will be costly, but the cost effectiveness should be weighed against the price and availability of land for this purpose.

10.7 Fire Department

Fire fighting in areas where there is no public water is a special problem which can be addressed through dry hydrant locations. The proposed fire station on North Street at the Merritt Parkway to be completed in 1998 will greatly shorten response times in the northeast section of Greenwich.

The Central Fire Station on Havemeyer Place, although well-situated for fire-fighting in the downtown business district, is not well-located for rapid response to distant fires outside the center of Town. Analysis of space requirements and possible sites is needed to determine the best location for a central facility. There are two long-term plans for the Fire Department: the Carroll Burackert & Associates Study of Fire Services -1989, and the internal department study known as the Greenwich Fire Department Strategic Plan of November 1996.

10.8 Police Department

The Police Department operates from two buildings in the center of the downtown business district and should be consolidated into one building for increased efficiency. If the Fire Department is relocated, the building on Havemeyer Place currently occupied by both the Fire and Police Departments would be the logical place for such a consolidation as it contains the jail and would provide a continued police presence downtown. The present facility lacks parking for residents coming to the station, and police cars are using parking spaces in the prime retail section of the downtown, but this could be remedied with a new facility.

10.9 Parks and Recreation

Greenwich is fortunate in having a fine park system. To meet future needs, we must plan on increasing Town-owned space at least in proportion to the expected residential growth.

As detailed in Chapter 5, Environment and Open Space, much of Greenwich's open space and recreation land belongs to conservation organizations, the water company, and private groups such as the Boys and Girls Club, the boy Scouts,

and Country Clubs. These provide an important supplement to publicly owned parks. In addition to large parks, the Town benefits from public and private "pocket parks" in/near more densely populated neighborhoods.

The Parks and Recreation Department needs to inventory its facilities and determine its needs. Many people have expressed a desire for more playing fields and other spaces for active recreation. Additions to the schools are encroaching on their playgrounds and playing fields while the demand for such facilities is increasing because of the growth of the young population and the emphasis on the value of physical fitness and organized competitive sports for all age brackets. The need for passive parks and the capacity of existing parkland should be studied and future acquisitions of land planned to meet both active and passive uses and needs. The utilization of both the Eastern and Western Civic Centers for recreational programs should be reviewed.

The Town has investigated the causes of pollution at Byram Beach, which closed that recreation area frequently in 1995-97. The Town should implement the recommendations of its study and work quickly to restore this valuable resource to the community.

10.10 Libraries

Two independent non-profit libraries exist in Greenwich under a public/private partnership with the Town. The Town pays their operating costs including maintenance; the Libraries raise funds to enhance their buildings. All library buildings are currently being enhanced with privately raised funds. Perrot has a new addition. The Main Greenwich Library is expanding to accommodate larger business and music collections. Cos Cob Branch Library will move from rented space to its own building this year. Byram Branch Library will refurbish its interior next year. The

information age makes libraries even more important as public facilities for the future than they were in the past.

10.11 Public Utilities

Long term plans of the local utility companies, Connecticut American Water Company, Connecticut Light and Power, Connecticut Natural Gas, Cablevision, and the two telephone companies may exist, but have not been included because of lack of information. The water company has been discussing some long term proposals with the Town, but proposed locations for new water lines or storage facilities are unknown.

The increase of electric, telephone, and cable television services, and satellite communications has brought a clutter of wires, dishes, antennas, transformers, poles, towers, and junction boxes. Although subdivision regulations require utilities to be placed underground a long term plan is needed to put existing lines underground, too.

10.13 Policies/Recommendations

1. To enable the Town's infrastructure to meet today's needs:
 - a. Accelerate DPW's programs of pumping station and sewer line upgrades for improving wastewater treatment and collection,
 - b. Assess the problem areas in the Town's infrastructure and develop a list for prioritizing projects.
2. To ensure the public facilities will meet the Town's future needs,
 - a. Maintain the integrity of the Town Sewer map,
 - b. Create a long-term plan to install sewers where indicated on the approved sewer map as "to be sewered areas,"
 - c. Develop and implement a master plan to improve the Holly Hill complex,
 - d. Prepare master plans for all parks to include maintenance, preservation of

the natural environment, improvements in safety, acquisition, programs, and coordination with the Board of Education, private schools, and other private facilities.

e. Develop long-term plans and phasing of implementation of new Police and Fire Department facilities and

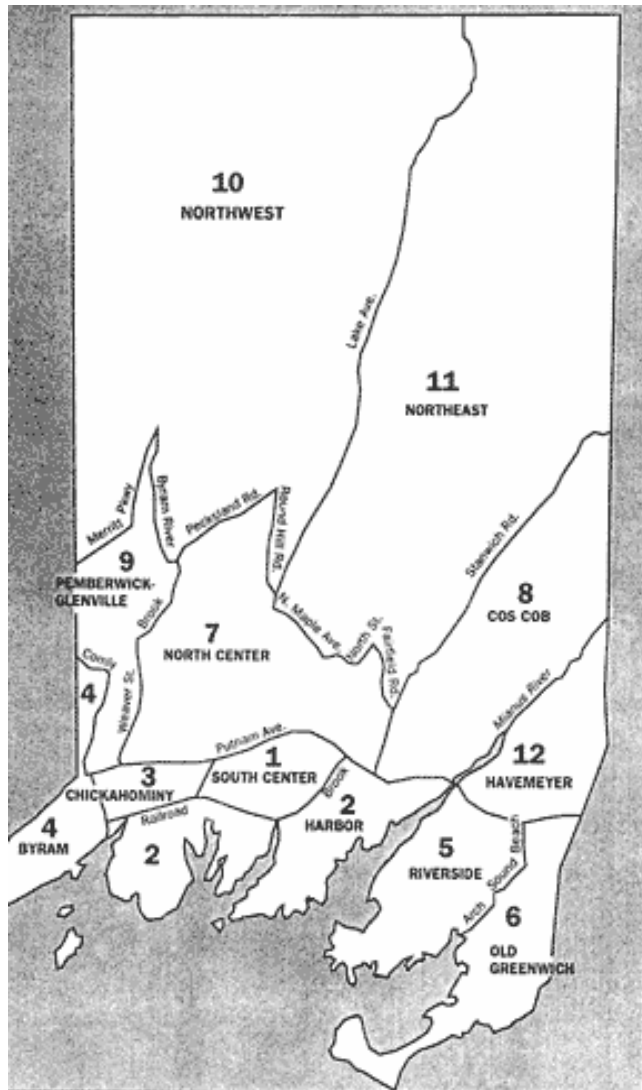
projects,

f. Hold an annual review of Planning and Zoning with Town departments on long-term plans for municipal improvements, given the potential of 4,500 more dwelling units under present zoning.

11.0 NEIGHBORHOODS

Over the years, several communities grew that persist to this day as centers, each generally with its own business district, post office, school, houses of worship, train station, firehouse, highway exit, and community center or park. These are Central Greenwich, Cos Cob, Old Greenwich, Riverside, Byram, Chickahominy, Glenville, and Banksville. Other areas such as North Mianus, Pemberwick, Stanwich, Round Hill, and Quaker Ridge remain as place names but are less clearly defined and have fewer services. Residents within these areas form neighborhood associations to serve their common interests. These associations differ widely in size and purpose.

For its public hearings on the Plan, the Commission divided the Town into five main areas: Central, Cos Cob, Eastern, Northern, and Western. These areas generally follow RTM district lines.



11.1 Central Greenwich

Central Greenwich (RTM Districts 1, 2, and 7) includes the main Town center with the central Greenwich business district and all Town offices, the waterfront and harbor, residential areas, many public and private institutions, and schools that serve the entire Town.

Europeans bought Central Greenwich from the Native Americans in 1670, thirty years after the purchase of what is now Old Greenwich. It was known as Horseneck Plantation for a neck of land that was a horse pasture. The Horseneck settlement slowly became larger and more important than the earlier one and took the name Greenwich, while the older settlement was called Greenwich, Old Town.

Business developed along the Post Road and up Greenwich Avenue from the harbor, and homes were built nearby. Several large office buildings were built in Central Greenwich in the 1960's and '70's before the Town changed the zoning regulations to preclude further large office development and to preserve the area for businesses that serve local needs.

Central Greenwich housing includes apartments over stores in the business district, multi-family buildings, housing for

the elderly, and public affordable housing, as well as every type of residential zone up to and including RA-1. Most of the district is served by public water and sewers except that Mead Point, Field Point Circle, and Indian Harbor peninsulas have no public sewer.

The waterfront is mainly residential with little commercial activity. Most uses that depended on the waterfront had been replaced with commercial offices and multi-family residences before the State Coastal Area Management Act and Greenwich Waterfront Business Zone were established to protect water-dependent uses and coastal resources. As a result, this area has many non-conforming uses including an office building, a hotel, and apartments. Conforming uses include a private yacht club, a public boat club and boating facility, and the Town dock.

In summer, Town ferry boats take residents to and from the public parks on Island Beach and Great Captain's Island. Other public waterfront parks are Bruce Park, Roger Sherman Baldwin Park, and Grass Island. Grass Island is also the site of the public sewage treatment plant. Between Greenwich Avenue and the Town Hall are Greenwich Common and Havemeyer Field (16.8 acres, including Town Hall), forming a large central park.

Within walking distance of downtown shops, Central Greenwich still has neighborhoods and homes little changed in 100 years or more. Greenwich Avenue and a section of the Post Road designated the Putnam Hill Historic District are on the National Register of Historic Places. Some important historic landmarks have been lost, such as the Hospital's Benedict Building and the Pickwick Arms Hotel. Others have survived and taken on new uses as municipal buildings.

In addition to the Town Hall, Fire and Police headquarters, High School, train station, and the Arts and Senior Center, Central Greenwich has three major supermarkets, a post office, two motion

picture theaters, numerous restaurants serving a wide range of tastes, a YMCA, YWCA, Red Cross, Family Center, Teen Center, Greenwich Hospital, Greenwich Library, places of worship, and several private schools and clubs.

11.2 Cos Cob

Cos Cob (RTM District 8 and part of District 2) runs along the west bank of the Mianus River from Long Island Sound to the Stamford line.

The harbor area, where fisherman and farmers once shipped their catch and produce, is used today mainly for pleasure boats. Next to the harbor is the historic coal-fired power plant that supplied the New Haven Railroad with electricity. Today the power plant site is a Town property that awaits a plan for its reuse.

Cos Cob has every residential zone except the four-acre zone. Between the Post Road and the waterfront, along Strickland Road, is a historic district, including grand sea captains' homes and the first Cos Cob post office. It is home to the Historical Society's headquarters at Bush-Holley House, which was the center for the Cos Cob school of impressionist painters in the late 19th century.

Because of the railroad, the river, and the harbor, Cos Cob was a transportation center and industrial area. Some of the smallest lots in Cos Cob were laid out for tradesmen and workers in the mills and factories on the river. When Cos Cob School was built in 1915, the center of activity shifted to "The Hub" from two earlier sites, the Lower Landing (Harbor) and Upper Landing (North Mianus). After World War II, homes were built on lots subdivided from former farms and forest land.

Some of the small lots near the Mianus River and Pond are still served by septic systems, although designated for possible future connection to public sewers. Septic failures in this area may be polluting the Mianus Pond, which is designated a backup public drinking water supply.

Cos Cob has virtually every public facility for an independent village: a business district, elementary and middle schools, a library, post office, train station, firehouse, and parks.

The Post Road, US Route 1, goes through the main business center of Cos Cob between I-95 exits 4 and 5. Traffic there is congested during rush hours and whenever the turnpike is backed up. Other businesses are south of the Post Road, between the railroad and the turnpike, on Valley Road, and in the Waterfront Business zone on River Road, where the majority of businesses are water-dependent marinas and boat yards.

Cos Cob has much protected public open space, including Mianus Pond, the Montgomery Pinetum, Mianus River Park, the Power Plant site, and several smaller parks, Loughlin Avenue, Suburban Avenue Park, Sachem Nature Preserve, Mill Pond Park, Lower Landing and Strickland Waterfront Park, Bible Street Playground, and Greenwich Audubon Society's Caldwell Preserve/Wildlife Sanctuary.

Cos Cob also has two large, significant undeveloped private properties next to the Pinetum, the 71-acre Pomerance and 43-acre Tuchman parcels.

11.3 Eastern Greenwich

East of the Mianus River lie three communities, Old Greenwich (District 6), Riverside (RTM District 5), and North Mianus (District 12).

Old Greenwich

The oldest of these communities is Old Greenwich, once called Sound Beach, a name that survives for the main street and the fire department. For early settlers, the First Congregational Church was the seat of religion and government. It faces Binney Park, named for its donor, Edwin Binney of Binney & Smith, makers of Crayola crayons. Many of the streets of Old Greenwich are named for Native Americans (Nawthorne,

Tomac, Wahneta) or early settlers (Hendrie, Heusted, Lockwood).

The outstanding geographic feature of Old Greenwich is Greenwich Point (also known as Tod's Point after its last private owner, J. Kennedy Tod), where tradition says the first settlers landed in 1640. It is now a 147-acre waterfront park purchased by the Town in 1945 for \$550,000. The Point is open year 'round for education and recreation, including water sports, shellfishing, running, cycling, skating, birdwatching, and walking. It has a seaside museum and public boat club. As many as 12,000 residents visit on summer weekends, clogging access roads and parking lots. Other public open spaces are Binney Park, the Eastern Greenwich Civic Center playing fields, and Laddin's Rock, an 18-acre preserve on the Stamford line.

The older homes in Old Greenwich were built as farmhouses, summer cottages, or homes for factory workers. The Eastern Greenwich Civic Center and fields once belonged to the Electrolux Company. When the factory moved away in 1986, its site was developed with homes, the Old Greenwich Gables condominiums, and a small office building. The former Conde Nast printing plant property on Route 1 is now home to Fortune Brands, the Hyatt Hotel, and another condominium, the Common.

The City of Stamford forms Old Greenwich's eastern border. Office development on Cummings Point in southwestern Stamford has brought traffic through Old Greenwich from I-95 and the Merritt Parkway. There is concern that high-volume discount stores that Stamford zoning may permit on the Post Road next to Old Greenwich would put even more traffic onto Greenwich roads.

Old Greenwich's local business district on Sound Beach Avenue keeps a low profile with one and two story buildings and black and white signs. Many residents can walk or bike from their homes to the school, the village, or the train station.

All of Old Greenwich is on public water and sewer, except that the one-acre zone north of Palmer Hill Road is on septic systems. Old Greenwich has an elementary school, firehouse, train station, post office, and its own Perrot Library.

Riverside

Riverside lies between the Mianus River and Longmeadow Creek. Except for businesses on the Post Road and a few scattered non-conforming uses, it is all residential. Until 1870, Riverside was called Mianus Neck, and Riverside Avenue was named Potato Road.

Riverside's growth began after World War I, when its few large farms and waterfront estates were developed. Lots range from 7,500 square feet to one acre. Riverside has one of the Town's public housing developments, Adams Gardens. Hill House is a non-profit assisted living facility with 37 units for the elderly.

Between Hill House and the Turnpike is one of Riverside's two public parklands. The other is .17 acres on Glen Avon Drive.

The original post office on Riverside Avenue is now a small convenience store. Next to it is a bridge that was a railroad trestle over the Housatonic River until 1894, when it was moved to its present site to carry foot and vehicular traffic. Many Riverside people can walk to the train station.

Riverside has its own elementary school and Eastern Middle School, which serves all of eastern Greenwich.

The Thruway Shopping Center, built in 1955 next to Exit 5 of I-95, is on the Post Road. The Exit 5-Post Road intersection is one of the worst in the state for traffic volume, air pollution, and accidents.

North Mianus

North Mianus was once a main center on both sides of the Mianus River where the Post Road crossed what is now the Palmer Hill Bridge. The west side of the river is now part of Cos Cob. The east side of North Mianus and post-World War II developments in northern Old Greenwich and Riverside make up RTM District 12. A small local business area and the North Mianus School remain on Palmer Hill Road. The old North Mianus School, on the west side of the river, once used as a community center, is zoned for housing, but now stands vacant. Across Valley Road from this former school, on the bank of Mianus Pond, is the Town's newest parkland, the former DeLuca truck site. Another park in North Mianus is the 27-acre Edward Schongalla Natural Park on MacArthur Drive.

All of Eastern Greenwich has public water, but sewers have not been finished within the Town's approved sewer boundaries. Some of these lots are zoned R-12 and their septic systems may be polluting Mianus Pond. One-acre lots in Hillcrest Park and Riverside, outside the sewer boundaries, also have septic systems.

11.4 North Greenwich

The northern part of Town (RTM districts 10 and 11) is the most rural. Most of North Greenwich is zoned for lots of one to four acres, with almost no public sewer, public water, sidewalks, or stop lights. All roads are local two-lane roads except for the Merritt Parkway and I-684 across the northwest corner.

North Greenwich rises to 570 feet above sea level. Natural ridges force the main roads to run north-south, parallel to the ridges and rivers. Flat areas once farmed remain cleared and landscaped, but many areas have extensive wetlands and waterways and heavily wooded rocky, steep slopes.

Homes in North Greenwich include small farmhouses built in the 1700's, a few old estates, modest homes built after World War II, and new mansions of 10,000 square feet or more. North Greenwich has had more growth than any other part of Town since the last Town Plan. Of the 592 single family homes built in the decade, 370 (62%) were in the one- to four-acre zones, mostly in North Greenwich.

Schools, community centers, clubs, and places of worship are the main centers of North Greenwich. The only shopping center is in Banksville, a historic community on the Greenwich-Stamford-North Castle, New York line.

While most of North Greenwich is zoned for large lots, many lots that were developed before zoning are small. Banksville has the only R-20 zone in North Greenwich. Two areas south of Sherwood Avenue between King Street and the Merritt Parkway are RA-1 and RA-2.

The eastern part of North Greenwich lies in the Mianus River watershed, source of the public water supply. This area includes Banksville, with its small lots, the former Conyers Farm, where Planning and Zoning allowed oversized lots with a minimum of 10-acres instead of an open space set-aside. Conyers Farm includes Converse Lake, an auxiliary water source for the water company's two reservoirs, Rockwood and Putnam Lakes.

Beside the open spaces preserved by large lots, North Greenwich has significant large properties in private ownership: the Boys and Girls Club Camp, the Boy Scout Reservation, the Connecticut-American Water Company lands and reservoirs, the Convent of the Sacred Heart, and Tamarack, Fairview, Round Hill, Stanwich, and Burning Tree Country Clubs. The semi-public National Audubon Society, the Greenwich Land Trust, Greenwich Audubon Society, and The Nature Conservancy all own open space that is permanently protected. The Town owns Bruce Golf Course and the undeveloped 297-acre

Babcock nature preserve, which is used for passive recreation.

When Route I-684 separated 225 acres from the rest of Greenwich, the Town zoned that area for office buildings on a minimum of 50 acres. The offices formerly of American Can are now shared by Witco Chemical and other smaller companies. Next door, North Castle, New York, has two main office buildings, IBM and Travelers, with less than a million square feet. Another two million square feet of offices are allowed by zoning on King Street in North Castle, and construction is underway. With new office and residential construction, the New York Department of Transportation expects to have 3,600 more vehicles on King Street during both the morning and afternoon peak driving hours by the year 2002. Many of these vehicles will use the Merritt Parkway and local Greenwich roads. On the northeastern border, North Castle and Stamford are mainly residential.

Westchester County Airport, which has recently expanded its terminal, is just off King Street, the western border of Greenwich. Greenwich pays for the convenience of the airport with car traffic in the immediate area and aircraft noise all over Town.

11.5 Western Greenwich

Western Greenwich consists of three main communities, Chickahominy (District 3), Byram (District 4), and Glenville (District 9). Each has its own local business district and school. Most of the area has public water and sewer.

Chickahominy

Chickahominy, south of West Putnam Avenue and west of Prospect Street, was settled by Civil War veterans, who named the area after the Battle of the Chickahominy River in Virginia. After the turn of the century, the population grew rapidly. The only residential zone is R-6, which permits multi-family homes. After World War II, two

large multi-family housing projects, Putnam Green and Armstrong Court, a public housing development, were built in District 3. An inventory of residential lots in 1982 found that 96% were developed, a figure that is still true today.

The Hamilton Avenue School and St. Roch's Church are important centers facing each other on St. Roch's Avenue. The local business center is on Hamilton Avenue, the main route between Exits 2 and 3 of I-95. The Dorothy Hamill Skating Rink and Western Middle School are in western Chickahominy.

Commercially zoned West Putnam Avenue has several large office buildings, auto dealers, and fast food outlets. Arnold Bakery, at the western boundary, is the largest remaining factory in Greenwich. The Town incinerator, now closed, and dump were built in Chickahominy in 1938. The dump, now the transfer station, is where all Greenwich garbage haulers and residents take solid wastes for recycling or transfer to sites out of Town.

Byram

Byram (District 4) is the extreme southwestern section of Greenwich, bounded by Long Island Sound and the Byram River on the south and west. Byram was once called East Port Chester and got its mail through a New York post office. Now it has a Greenwich zip code.

Geographically, Byram is defined by its river, its rock, and its shore. The Byram River was a harbor and an important source of water power in the last century, making Byram an industrial area. The quarry, which reputedly shipped stone for the Brooklyn Bridge and the Statue of Liberty, is now Byram Park, one of the Town's four public beaches.

The Connecticut Turnpike cuts between the main center of Byram and its shore. In addition to traffic from Exit 2, the Turnpike affects all of southern Greenwich with noise and air pollution. The truck weigh station that replaced the former toll station is

intended to prevent overweight and defective trucks from endangering lives.

Byram shore has large lots with large homes that were once summer cottages. North of the railroad and turnpike, most lots are small, with many multi-family homes.

With its small lots and rocky ground, Byram needs a good sewer system. As recently as 1950, industries dumped their wastes directly into the river. Despite new sewer plants in Port Chester and in Greenwich, pollution from several sites has forced the closing of Byram Beach many times in recent summers.

Byram has its own Byram Shubert Library, a branch of the Greenwich Library, and New Lebanon School. The former Byram School has been converted to housing for the elderly, part of McKinney Terrace, which also has affordable housing.

Glenville

Glenville, (District 9) has a local business district, a school, post office, community center, and firehouse. It is easily reached from King Street and the Merritt Parkway to the west and north and from Glenville Road, Weaver Street, and Pemberwick Road to the east and south.

Glenville grew around mills on the Byram River. The most important of these, today's "The Mill," was a cotton and grist mill in the 1790's, a stone mill in 1820, and a felt mill in 1851. Many older homes in Pemberwick and Glenville once belonged to mill workers. When the felt works moved out in 1977, the old buildings were remodeled and adapted to accommodate residential, office, and retail uses.

Historically, Glenville, like Byram, was oriented toward Port Chester. Before World War II, buses from New York brought people to work here and to King Street, where there were convalescent homes and hospitals even then.

South of the Glenville center was a farm that remained in the Lyons family until the 1970's. Condominiums were built under a planned unit development zone that sets aside private and public open space. The historic homestead and farm buildings were preserved under a conservation zone.

Between Glenville and Byram is an area called Pemberwick, once part of Byram, that has a small local business district and park, but lacks other features of a residential center.

Most of Glenville north of the center

was developed after World War II on larger lots with wells and septic systems. A property of 250+ acres on Glenville Road that belongs to the Indian Spring Land Company remains undeveloped and is classified as forest land.

The new Glenville School was built on Indian Spring Land off Riversville Road, leaving the old school to be the Western Greenwich Civic Center, with adjoining playing fields.

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