

Town of Burlington



200 SPIELMAN HIGHWAY
BURLINGTON, CONN. 06013

PLANNING & ZONING COMMISSION

August 1, 1997

To Burlington Residents,

Town of Burlington Planning & Zoning Commission

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James Chard, Secretary
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The Planning & Zoning Commission is pleased to present the 1997 Plan of Conservation & Development for Burlington, Connecticut. It contains many recommendations, both large and small, that are designed to:

- improve and maintain the overall quality of life in Burlington, and
- preserve and promote the rural character of Burlington.

Over a two year period, the Commission dedicated special meetings to the preparation of the Plan, conducted a resident survey, and held a series of public meetings to generate discussion and input. Based on comments received, changes were made to address relevant comments and concerns.

As a result, the Commission believes that the Plan reflects the consensus of the community and establishes a working blueprint for the future of Burlington. We hope that you agree and will work to implement the Plan.

Sincerely,

BURLINGTON PLANNING & ZONING COMMISSION

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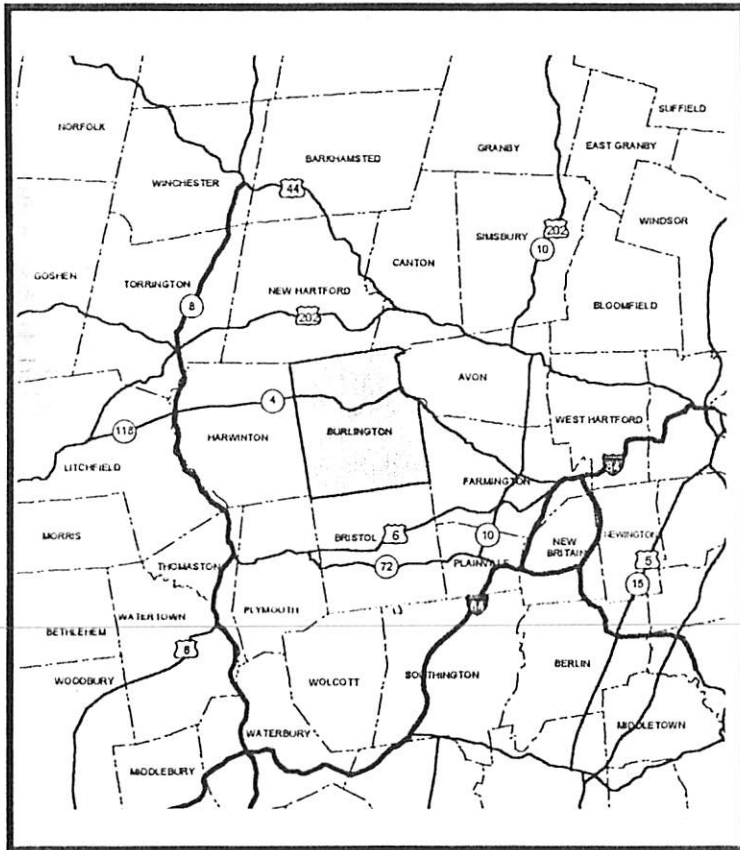
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Central Connecticut Regional Planning Agency
who helped prepare the maps that
are integral to this
Plan of Conservation & Development.**

INTRODUCTION

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INTRODUCTION TO BURLINGTON

Burlington is located in west-central Connecticut at the edge of the Litchfield Hills. The town is bounded on the north by New Hartford and Canton, on the east by Avon and Farmington, on the south by Bristol, and on the west by Plymouth and Harwinton. Burlington is located at the western edge of Hartford County.

Burlington has been growing quickly in recent years. In 1990, Burlington had a population of 7,026 people within its area of about 30.5 square miles (19,495 acres). By 1994, the U.S. Census Bureau estimated that Burlington grew by over 1,000 people (15 percent) since 1990 and was one of the fastest growing towns in Connecticut during that period.

Burlington is expected to continue to grow due to its location (near Hartford and other employment centers), rural character, and physical beauty. This Plan of Conservation & Development has been prepared to help address this potential growth.

This Plan has been prepared to help Burlington address inevitable future growth and change....

INTRODUCTION TO PLANS OF CONSERVATION & DEVELOPMENT

A Plan of Conservation & Development is a tool for responding to the changes that will inevitably occur in Burlington's future. Section 8-23 of the Connecticut General Statutes indicates that a Plan of Conservation and Development "shall show the commission's recommendations for the most desirable use of land within the municipality for residential, recreational, commercial, industrial, and other purposes..." Thus, it can be seen that the purpose of the Plan is to:

- evaluate current land use patterns and regulations,
- establish a vision for the future of Burlington, and
- recommend policies that will help attain that vision.

A Plan can be prepared for many reasons:

- State statutes require a Plan be prepared every ten years,
- a Plan allows residents to prepare for (not just react to) changes that occur or are proposed,
- a Plan presents a structure to help attain Burlington resident's vision for the town's future.

Rather than a binding document that must be followed to the letter, a Plan of Conservation & Development is an advisory document that is intended to:

- promote consistent decision-making;
- guide land use decisions, ordinances and regulations;
- facilitate public facility and infrastructure planning, and
- guide road circulation and land acquisition.

The Plan will be effective only if Burlington residents:

- understand and support the Plan, and
- implement the Plan recommendations.

Recommendations in the Plan are meant to guide local residents, municipal boards, developers, and other persons when making decisions about growth and development in Burlington over the next decade or so.

The process of developing the Plan of Conservation & Development for Burlington was an intensive one. Over a two-year period, the Planning and Zoning Commission met regularly by itself and with its consultant to review and discuss the data and recommendations that comprise the Plan.

Efforts were made to encourage and consider input from Burlington residents. For example:

- an informal survey of residents was conducted,
- different town agencies and individuals were interviewed,
- booklets summarizing issues were placed at the Library for review by interested persons, and
- public meetings were held to solicit input and generate discussion.

Comments received during this process were reviewed and included in the Plan of Conservation & Development, when appropriate. As a result, it is believed that this Plan represents a consensus by Burlington residents about the future of the town.

The Plan of Conservation & Development became an official document after a public hearing and adoption by the Planning & Zoning Commission. The public hearing on adoption was held on March 26, 1997 and the Plan of Conservation & Development was adopted at a meeting on June 11, 1997. The effective date of the Plan of Conservation & Development is August 1, 1997.

OVERALL PLAN PHILOSOPHY

From the resident survey, public meetings, and the input of Burlington residents, three common themes emerged that reflected the foundation for, and the overall philosophy of, the Plan of Conservation & Development.

**Improve and maintain
the overall quality of life
in Burlington.**

**Preserve and promote
the rural character
of Burlington.**

**Strive to implement
the recommendations
of the Plan.**

OVERVIEW OF THE PLAN

The section on Overall Conditions and Trends contains background information that describes Burlington's history, region, and characteristics (people, land use, and infrastructure).

The Natural Resource Conservation chapter describes the natural resources of Burlington and identifies strategies to conserve significant resources for future generations. The major recommendations are to:

1. protect water quality, and
2. preserve ridgelines.

Housing and Residential Areas describes the characteristics of housing in Burlington, the use of residentially zoned lands, and the estimated development potential of the community. This section recommends reconfiguring the residential zoning framework in the community so that there is not a conflict between the zoning and subdivision regulations regarding minimum lot size. In addition, it recommends considering other residential development types (senior citizen housing, cluster development, affordable housing) that will meet identified local housing needs.

The chapter on Economic Development discusses current economic activity in Burlington, the future potential, and the amount of land zoned for non-residential uses. Another major recommendation of the Plan is to modify the existing non-residential zoning in Burlington to:

- reduce the number of areas zoned for such uses (and relate them better to the overall form of the community),
- eliminate some non-residential zones from the regulations, and
- modify the uses permitted in such zones.

To prepare for the future Transportation & Circulation needs of Burlington, this chapter includes recommendations such as addressing, in some strategic areas, observed:

- safety concerns,
- accident concentrations
- lack of road connections, and
- road improvements.

The chapter on Community Services & Facilities assesses Burlington's needs for civic, government, educational, and recreational facilities. The major immediate needs are for additional recreational facilities and improvements to the Police Department and Public Works facility. Longer term needs will likely include a future school site and additional recreation facilities.

An analysis of Open Space in Burlington reveals that the town has a significant amount of watershed and State forest lands (almost half of the community). However, there is very little town owned open space land. More town-owned open space would provide more open space in the community and, more importantly, reserve land for future community services and facilities.

A section on Special Studies has been included to address other issues that are important to the future of Burlington. These issues include:

- Historic Preservation,
- Burlington Center, and
- Miscellaneous Issues (such as regulatory review and maintenance, respecting private property rights, social and cultural development, and fiscal considerations).

All of these recommendations are then summarized in the section entitled Future Land Use Plan.

Finally, the chapter on Implementation summarizes:

- who should implement certain recommendations,
- what should be implemented, and
- when it should be implemented.

MAJOR RECOMMENDATIONS

The major recommendations of the Plan are as follows:

1. Undertake a comprehensive revision of the Zoning Regulations (and Map) in Burlington including:
 - reviewing the number, location, extent, and permitted uses of non-residential zones,
 - regulating lot sizes in the Zoning Regulations rather than the Subdivision Regulations,
 - adopting other regulatory recommendations in the Plan of Conservation & Development.
2. Undertake a comprehensive review and revision of other land use regulations (Subdivision Regulations, Wetland Regulations).
3. Provide community facilities for present needs and plan efficiently for future needs (including recreational and community facilities that may be used in the interim as open space).
4. Make road improvements and road connections as needed for the eventual development of the community.

OVERALL CONDITIONS & TRENDS

2

HISTORY OF BURLINGTON

European settlement of west-central Connecticut began around 1640 in an area then known as Tunxis Plantation (incorporated as Farmington in 1645). Burlington, which was part of that territory, was not settled in earnest until about 1740 due to the ruggedness of the terrain and as land of adequate size to farm was becoming scarcer in other areas.

The early settlers of West Britain (now Burlington) were scattered and the meeting house was the only real focus of community life. Residents regularly traveled long distances to meeting houses in other areas until the first meetinghouse was built in 1783.

In 1785, West Britain and New Cambridge (now Bristol) successfully petitioned the legislature to become a separate municipality known as Bristol. Since it was difficult to conduct joint meetings due to traveling conditions, the ecclesiastical societies took turns holding town meetings and appointing representatives to the General Assembly.

As a result of these difficulties, West Britain residents successfully petitioned the General Assembly to create a separate municipality. In 1806, the Town of Burlington was formed.

While the 1810 Census reveals that Burlington had more residents at that time than Bristol (1,457 to 1,428 people), Bristol grew while Burlington shrank.

In the decades that followed, transportation improvements (canals and railroads), the Industrial Revolution, and the urban transformation that followed created new opportunities outside of Burlington's borders. Burlington essentially remained a rural agricultural society and the population did not grow much beyond what the land could support.

In the twentieth century, much land was bought in Burlington to build reservoirs and provide water supply for other areas. Later, automobiles and telephones began to change settlement patterns. Rising standards of living allowed workers to separate their place of work from their place of residence and suburban development pressures increased. Burlington was a logical place for growth to occur and the town grew from 1,082 people in 1930 to 7,026 people in 1990.

This short history of Burlington helps put current development patterns and future decisions into historical perspective. More detailed information on Burlington history can be found in the Burlington Room at the Library.

Important influences on the Plan include:

- *our history,*
- *the region,*
- *the people of Burlington,*
- *existing land uses, and*
- *infrastructure.*

REGIONAL INFLUENCES

Compared to neighboring towns, Burlington is more of a residential area than an employment or business area. In fact, Burlington has the lowest jobs-to-workers ratio (0.21) of any of the nearby towns. As a result, residents must rely on the larger region to provide employment.

Burlington is an attractive community for residential growth. Burlington is a reasonable commute to many towns in the region. Compared to nearby towns, Burlington has a low population density, low property tax rates, and a low crime rate. It also has high average income, a significant amount of open space, and the school system is highly rated. Burlington also contains important regional resources like:

- watershed land and reservoirs that provide the water supply to the Hartford, Bristol, and New Britain regions,
- Nassahegan State Forest and the State fish hatchery that provide benefits to the region and the state, and
- Mountain Meadows Airport that provides an airfield to many residents in northwest Connecticut.

Job growth in Burlington has not kept pace with population growth because, compared to other towns, Burlington:

- is less developed and less populated,
- is not as convenient to major transportation routes, and
- has little infrastructure or services to offer businesses.

These regional relationships and influences are expected to continue and are likely to influence Burlington's future growth. The major growth in Burlington is likely to be residential development.

PEOPLE OF BURLINGTON

While Burlington had a 1990 population of 7,026 persons, the U.S. Census Bureau estimated the 1994 population to be in excess of 8,000 people. Burlington has experienced significant population growth for several decades.

Burlington Population Growth

	Starting Population	Change In Decade	Percent Change
1930's	1,082	164	15.2%
1940's	1,246	600	48.2
1950's	1,846	944	51.1
1960's	2,790	1,280	45.9
1970's	4,070	1,590	39.1
1980's	5,660	1,366	24.1
1990's	7,026	-	-

Population change is made up of natural increase (births minus deaths) and net migration (move in minus move out). Migration, the source of most recent growth, declined during the 1980s while natural increase grew significantly. However, the estimated population growth between 1990 and 1994 is predominantly a result of in-migration from new housing.

Components of Population Growth

	1960's	1970's	1980's
Natural Increase	334	379	637
Net Migration	946	1,211	729
Total Increase	1,280	1,590	1,366

Burlington is a community of many younger families with children. Burlington has proportionately more residents in the 0-19 and 35-54 age groups than the county or the state. On the other hand, there are fewer residents aged 55 and over.

With regard to socio-economic factors, Burlington residents:

- have a high level of educational attainment,
- tend to have high household incomes,
- tend to work in service and manufacturing businesses,
- tend to work in production and technical jobs, and
- live in a racially homogeneous community.

As shown in the following table, the Connecticut Census Data Center expects Burlington's population to continue growing through the planning period.

Population Projections by Age Groupings (OPM 1995)

Ages	1990 actual	2000	2010
0-4	564	489	492
5-19	1,617	1,849	1,845
20-34	1,411	1,171	1,462
35-54	2,473	2,930	2,709
55-64	504	796	1,394
65 +	457	587	930
Total	7,026	7,822	8,832

However, the recent population estimates by the United States Census Bureau suggest that Burlington has been growing even faster than these projections and may have over 8,000 residents in 1996. Since this growth is most likely due to immigration, the Year 2000 Census may show more growth in the 0-19 and 35-54 age groups than these estimates.

Projection by age groupings can be useful in gauging the implications of growth for municipal services, types of housing, and impacts upon the school system.

The school-age children (ages 5-19) population is generally expected to grow about 15 percent to the year 2000 and stabilize to the year 2010. However, more current and detailed school enrollment projections should be relied upon for school planning purposes (see page 28). In addition, more recent growth trends suggest that school enrollment projections should be updated regularly.

The 20-34 age group (generally renters and/or first time home buyers) is expected to be stable to the year 2000 and increase about 25 percent to the year 2010.

The 35-54 age group has been the source of much of Burlington's recent growth. This age group is expected to increase about 18 percent in size to the year 2000 and then decline about 8 percent to the year 2010.

The 55 and over age groups are expected to more than double to the year 2010. Increases in municipal services (social services and senior activities) and changes in desired housing types (smaller units) might be anticipated. However, this estimate may be tempered due to a lack of services in the community.

Due to these population changes, the median age in Burlington is expected to increase from about 30 years old in 1980 and 34 years old in 1990 to about 38 years old in the year 2000 and 40 years old in the year 2010.

LAND USE IN BURLINGTON

Burlington contains approximately 19,495 acres. The 1995 land use survey found that about 69 percent of Burlington was either developed or the land had been committed to a specific use. The remaining land was vacant, uncommitted to a specific use, or under-developed.

The predominant land use categories in Burlington were:

- open space land (State Forest, watershed lands, cemeteries, and agricultural lands) representing almost half of all land in town, and
- residential (about 20 percent of all land in Burlington).

According to Assessor records, five of the top ten landowners in Burlington control about 8,256 acres of open space or watershed lands.

Ten Largest Landowners (1995)

Owner	Acreage
New Britain Water Department	3,160 acres
Metropolitan District Comm.	2,431 acres
State of Connecticut	1,805 acres
HCD, HMP, Johnnycake	705 acres
Bristol Water Department	675 acres
Dunning	351 acres
Toffolon	256 acres
Mountain Meadows	237 acres
Ventres	215 acres
Nature Conservancy	185 acres
Total	10,020 acres

After evaluating existing zoning, natural resources, and development constraints, it was estimated that Burlington may be a community of about 15,000 people if remaining undeveloped land is built to its full potential.

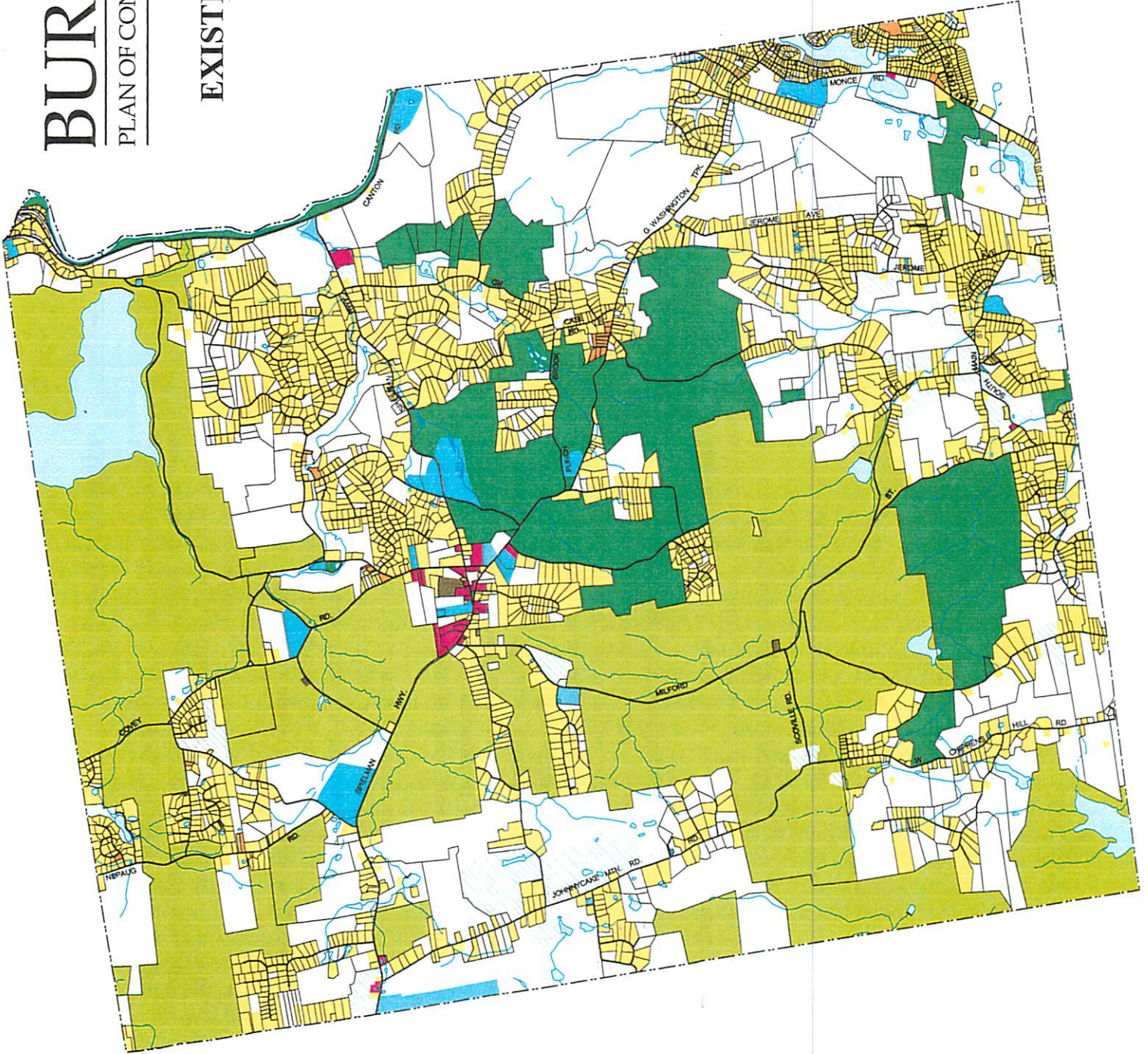
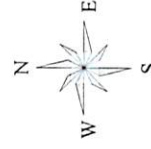
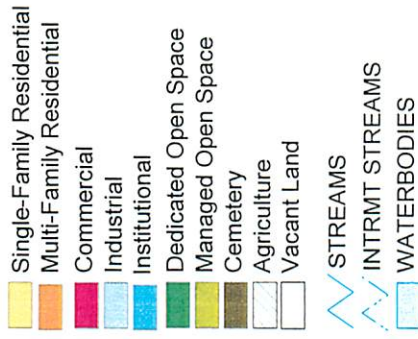
1995 Burlington Land Use Summary

Land Use	Total Acres	Percent of	
		Deve- loped	Total
Residential			
Single-family	3,860		
Multiple-family	31		
Subtotal	3,891	29%	20%
Business			
Office	15		
Retail	26		
Automotive	2		
Restaurant	8		
Commercial Recreation	8		
Heavy Commercial	1		
Industrial	60		
Subtotal	120	0.9%	0.6%
Institutional Facilities			
Public Facilities	143		
Utility Facilities	2		
Private Institutional Fac.	66		
Subtotal	211	1.6%	1.1%
Open Space Lands			
Dedicated Open Space	2,057		
Managed Open Space	6,331		
Cemetery	13		
Agriculture	461		
Subtotal	8,862	66%	46%
Roads (allocated)	284	2.1%	1.5%
Developed / Committed	13,368	100%	69%
Vacant / Underdeveloped	6,127		31%
Total Land Area	19,495		

BURLINGTON

PLAN OF CONSERVATION & DEVELOPMENT

EXISTING LAND USE (1995)



Planimetrics
Riverside Farm, 126 Linbury Road, Avon, CT 06001 860-977-3257



CENTRAL CONNECTICUT REGIONAL
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PUBLIC WATER SERVICE

Burlington contains public water supply facilities for:

- the Metropolitan District Commission,
- the Connecticut Water Company,
- the Bristol Water Department,
- the New Britain Water Department, and
- the Unionville Water Company.

While Burlington contains many water company supply facilities, there is very limited public water service in town.

- The Metropolitan District Commission (MDC) has no service connections in Burlington.
- The Connecticut Water Company, which purchases water from the MDC for their 40+ customers in the Collinsville area of Burlington, does not anticipate extending service elsewhere in Burlington.
- The Bristol Water Department (16 connections along Stafford Avenue in Burlington) is considering new reservoir construction (Cook's Dam) in Harwinton and further expansion in Burlington is unclear at this time.
- The New Britain Water Department has no service connections in Burlington but is considering possible future construction of:
 - a new reservoir at Lamson Corners (on Route 69 northwest of Whigville Reservoir) and,
 - a dam on Burlington Brook and a pipe to divert water to the new reservoir.
- The Unionville Water Company currently serves no customers in Burlington but eventually expects to serve the area around Lake Garda from a capped well on the west side of Stafford Avenue and a storage tank site in Burlington.

PUBLIC SEWER SERVICE

There are small areas in Burlington that are served by public sewers at the present time. Burlington has inter-town agreements with Canton, Bristol, and Farmington for sewer service for these properties.

However, the Lake Garda and Whigville areas were recently identified as areas where sewers were warranted due to small lot sizes and soil conditions. In the case of Lake Garda, there was also evidence of algae blooms in the lake due to discharges from septic systems and other sources.

Plans for sewer expansion in these areas were initially opposed by residents due to concerns that sewers would lead to high density development on presently vacant properties. As a result, the Water Pollution Control Authority adopted a town-wide goal of sewer avoidance that is directed at:

- providing sewers to existing development only for septic problems that threaten public health and where no reasonable alternatives exist, and
- preventing sewer extensions to presently vacant property.

On the other hand, there may be locations in Burlington where sewers should not be avoided in order to:

- encourage economic development,
- provide for business and industrial uses, or
- avoid problems of water pollution.

NATURAL RESOURCE CONSERVATION

3

NATURAL RESOURCE OVERVIEW

Natural resources help determine the relative suitability of lands for conservation or development.

Steep Slopes (>15 percent)

Steep slopes, which are found in many places in Burlington:

- can increase the cost and difficulty of constructing and maintaining roads, buildings and septic systems, and
- are not well suited for development, except at very low densities or where improvements are carefully designed.

Soil Resources

Soil conditions influence lot sizes and development patterns. This is especially true in Burlington where sites must typically support both a well and a septic system without them interfering with each other or with other sites around them.

Soil constraints include:

- Poorly drained soils that hold water and are not well suited for almost any type of development.
- Hardpan soils that have a layer of compact soil reducing water infiltration.

- Shallow and rocky soils that may not be deep enough in certain areas to properly treat septic waste.
- Excessively drained soils (sand and gravel) that can be sources of water supply.
- High groundwater (either seasonally or year-round) that constrain use or development.

Floodplains

Floodplains are areas around watercourses that can flood and be a threat to life and property. Detailed floodplain elevations at specific locations can be determined by reference to the flood insurance studies and maps on file in Town Hall.

Water Supply Areas

Much of the land in Burlington is located in public water supply watershed areas. That is, those areas drain to reservoirs in Burlington or Bristol that provide public water supplies to residents of the region. Protecting these resources, and ground-water watershed areas that can provide adequate yields for public water supply wells (such as exists in the Lake Garda area) is important.

We must protect and preserve important natural resources in order to preserve and promote the rural character of Burlington....

Plan Goal

Water Quality

The protection of water quality is an important goal in Burlington and throughout Connecticut. Most Burlington watercourses and groundwater areas are known or presumed to meet drinking water standards. Known exceptions are:

Water Quality Exceptions

Area	Type	Reason
Farmington River	Surface	Upstream discharges
Bunnell/Burlington Brook	Surface	Upstream discharges
Former Landfill	Ground	Disposal area
Town Salt Storage	Ground	Salt

Summary

The following table and map combine these environmental constraints to illustrate Burlington's development potential in general terms. By identifying these constraints, conservation and development efforts can be directed in harmony with the ability of the land to support them.

The summary map indicates that lands on the western side of Burlington tend to have considerable or severe constraints to development. Other areas may have moderate to considerable constraints.

However, since this analysis is not accurate enough for review of individual parcels (due to scale, quality of data, and other considerations), conservation and development reviews should be performed on a site-by-site basis.

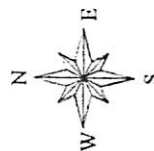
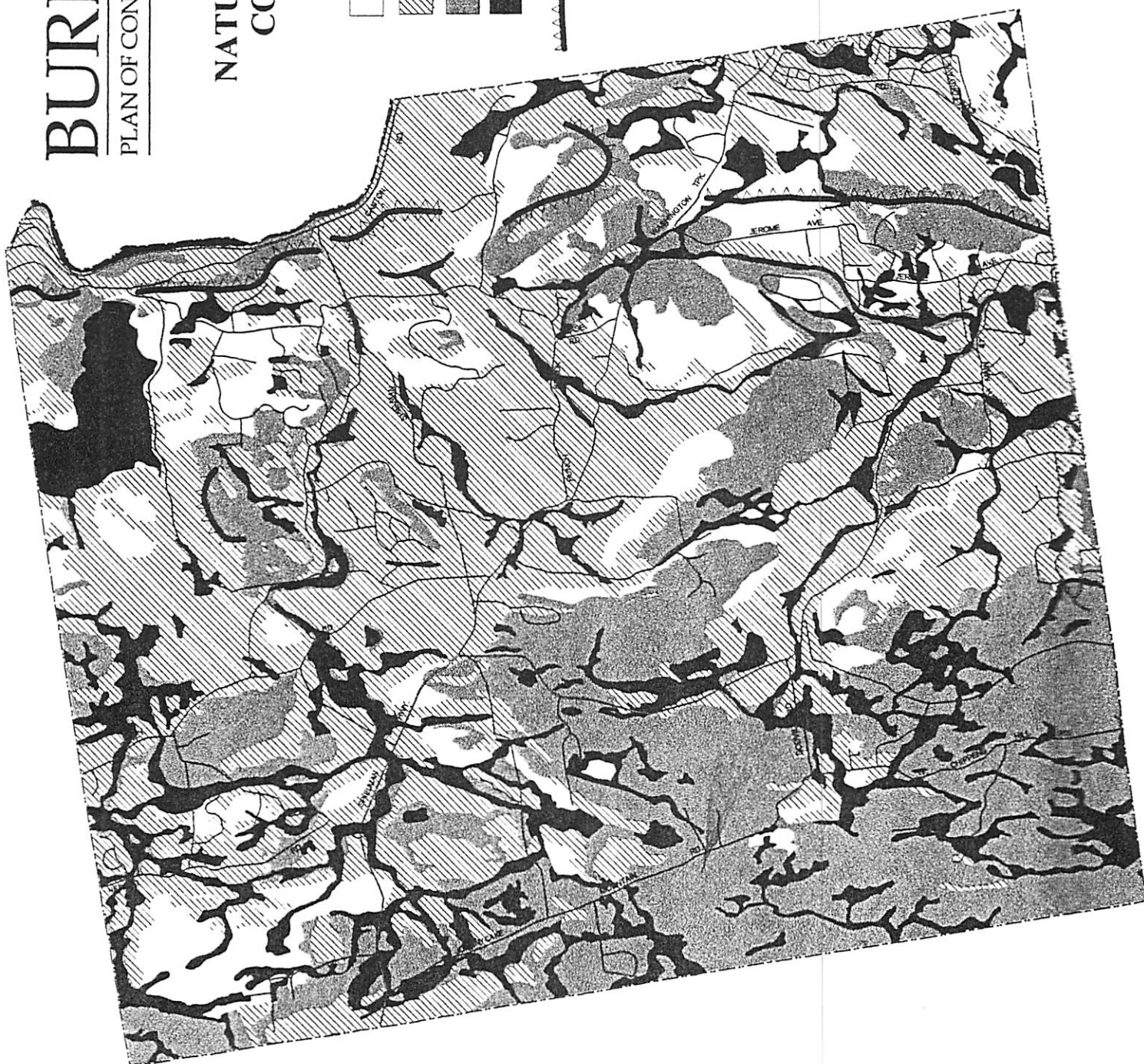
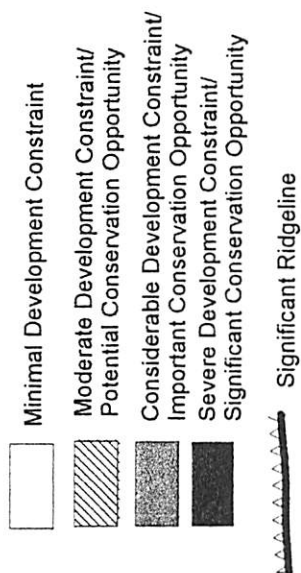
NATURAL RESOURCE SUMMARY TABLE

Definition	Proposed Criteria
Minimal	
Having only few or slight restrictions on development	<ul style="list-style-type: none"> Well drained soils, less than 15% slopes
Moderate	
Having moderate or localized severe restrictions on development which can be overcome with sound planning and construction	<ul style="list-style-type: none"> Excessively drained soils Well drained soils, 15-25% slopes Well drained soils, high seasonal water table Shallow or rocky soils, less than 15% slopes Hardpan soils, less than 15% slopes Floodplain (0.2% probability) Areas of high groundwater availability (aquifers)
Considerable	
Having some severe or very severe limitations on development which may be overcome with sound planning and construction	<ul style="list-style-type: none"> Any soil with slopes greater than 25% Shallow or rocky soil in public watershed Hardpan soil in public watershed Shallow or rocky soils, 15 to 25% slopes Hardpan soils, 15 to 25% slopes Hardpan soils, high seasonal water table Floodplain (1.0% probability)
Severe	
Having only severe or very severe limitations on development	<ul style="list-style-type: none"> Poorly drained soil (wetlands) Water courses

More detailed information on natural resources may be found in Plan of Conservation & Development Memorandum #4 (on file at Burlington Public Library and the Town Hall). That report has more detailed information and identifies other reference materials.

PLAN OF CONSERVATION & DEVELOPMENT

NATURAL RESOURCE CONSERVATION



Planimetrics



**CENTRAL CONNECTICUT REGIONAL
PLANNING AGENCY**

ASSESSMENT

Natural resources strongly contribute to Burlington's rural character. While almost 86 percent of Burlington residents surveyed found the natural setting the most attractive aspect of Burlington, more needs to be done to protect this character and setting. Natural resources that need additional protection in Burlington during the planning period include:

- water quality (both surface water and groundwater), and
- ridgelines (to preserve scenic views).

Additional recommendations are also necessary to protect other natural resources and features.

CONSERVATION PROGRAM

1. **Enhance protection of surface water and groundwater quality in Burlington, especially in public supply watersheds, by drafting appropriate regulations.**
 - a. Review the permitted uses in the zoning regulations in relation to their risk to groundwater quality and the location of public supply watershed areas.
 - b. Review zones in watershed areas to ensure water quality protection.
 - c. Draft water quality protection regulations (and zones) as information becomes available from the Department of Environmental Protection.
 - d. Consider adopting an ordinance for underground fuel tanks.
 - e. Provide for household hazardous waste collection.
2. **Update stormwater management techniques.**
 - a. Require stormwater detention on all developed sites to result in no increase in the peak rate of runoff.
 - b. Require stormwater infiltration on developed sites, as appropriate, to reduce the total amount of runoff.
 - c. Encourage the use of settling ponds and chambers to help renovate water quality from developed sites.
 - d. Require sedimentation ponds or chambers at stormwater outlets.
3. **Enact ridgeline protection regulations.**
 - a. Encourage preservation of important ridgelines as part of an open space network in Burlington (including open space dedication or through the use of conservation easements).
 - b. Adopt regulations to protect identified ridgeline areas from development impacts.
4. **Incorporate floodplain restrictions in the Zoning Regulations.**

Establish floodplain regulations in the Zoning Regulations to protect floodplain areas from encroachment.
5. **Continue to protect important resources.**
 - a. Protect the functions of inland wetland and watercourse areas.
 - b. Consider soil constraints to development (such as drainage, slope, and water table).
 - c. Discourage development on steep slopes.
 - d. Monitor soil erosion and sediment control techniques on plans and on sites.

OPEN SPACE

4

OVERVIEW

By most measures, Burlington has a significant amount of open space. Burlington has a high percentage of public open space (due to Nassahegan State Forest) and a considerable amount of total open space (due to the watershed lands) in town. Overall, Burlington presently has about 9,000 acres of total open space (about 46 percent of the town).

Total Existing Open Space (acres)

	Total Area	Facilities (est.)	Open Space and Recreation
Dedicated Open Space	2,057	0	2,057
Managed Open Space	6,331	0	6,331
Other Open Space	474	13	461
Public Facilities	143	68	75
Other Facilities	68	34	34
TOTAL	9,073	115	8,958

Public Open Space Summary (SCORP)

	Burlington		Region		State
	Acres	%	Acres	%	%
Federally Owned	0.0	0.00	707	0.66	0.36
DEP Owned	1,727	8.82	2,778	2.60	6.41
Town Owned	84	0.43	4,768	4.46	2.41
TOTAL	1,811	9.25%	8,252	7.72%	9.18%

ASSESSMENT

Open space in Burlington will help preserve community character and enhance the quality of life for residents. In fact, the survey found that over half of Burlington residents indicated that natural parks were the recreational facility they wanted most in Burlington.

Burlington has a significant amount of watershed land and State forest land that should continue to be preserved and protected as open space. While Burlington residents enjoy the benefits of having this land in town, they have little say over the use of this property and cannot ensure its preservation.

Town open space should also be acquired in order to provide for community services and facilities and to help protect community character.

There is no true standard of how much open space land Burlington needs. The optimum amount of open space in Burlington may be that amount which the community can afford and is willing to purchase or otherwise preserve.

We must preserve open space to protect the rural character of Burlington.....

Plan Goal

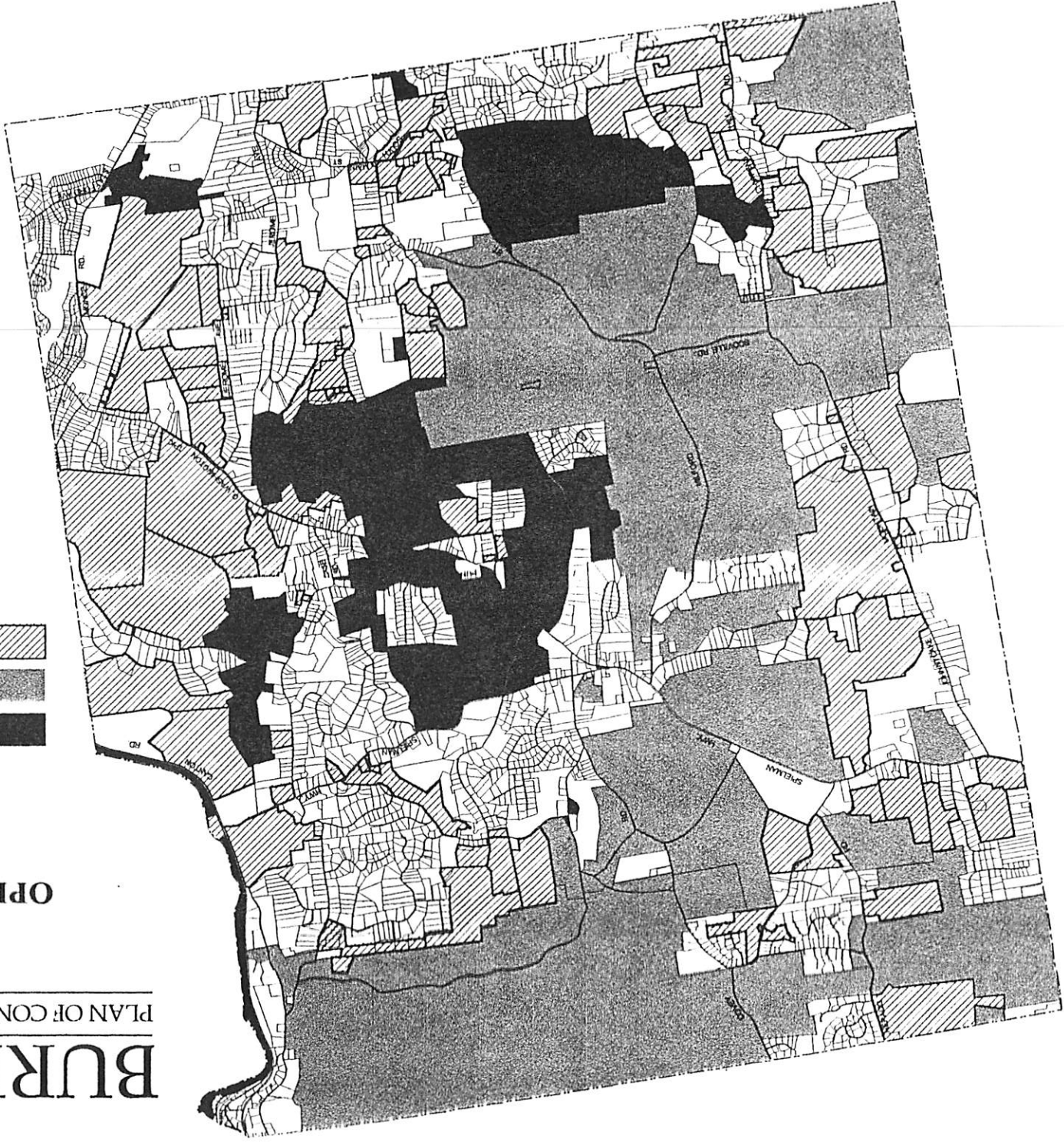
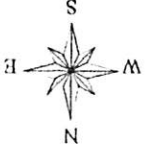
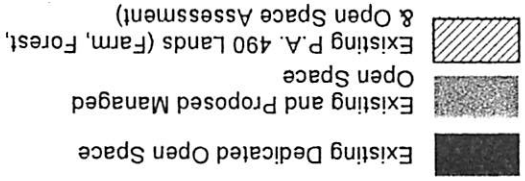
OPEN SPACE PROGRAM

- 1. Encourage implementation of the Open Space Plan.**
 - a. Encourage the Town of Burlington to acquire open space parcels that will significantly contribute to the open space network in Burlington.
 - b. Encourage other public acquisition of open space parcels that will significantly contribute to the open space network in Burlington.
 - c. Encourage private ownership (such as land trusts) of lands that provide open space but do not make a significant contribution to a town-wide network.
 - d. Where appropriate, preserve existing trails (including the Blue Trail and its segments) and encourage actions that provide for open space connections, trails, and greenways for people and wildlife in Burlington.
- 2. Encourage creation of an Open Space Fund.**
 - a. Encourage creation of an open space fund that can be used to acquire significant open space parcels.
 - b. Alternatively, consider getting Town Meeting authorization for bond proceeds that will be used to fund open space acquisition.
- 3. Strengthen open space requirements.**
 - a. Adopt subdivision regulations that require open space set-asides for all parcels.
 - b. Adopt subdivision regulations that provide for "fee-in-lieu-of-open-space" donations.
 - c. Provide for cluster developments (that increase open space but not housing units) as a Special Permit in residential zones when significant open space resources or connections can be made.

- 4. Encourage preservation of existing open spaces and undeveloped lands.**
 - a. Allow all residential parcels with at least five acres of land to be eligible for PA-490 open space assessment.
 - b. Recommend that the Town exercise its "right of first refusal" to acquire Burlington land owned by any of the water companies, when appropriate.
- 5. Preserve and promote agricultural uses.**
 - a. Maintain agricultural uses as permitted uses in the zoning regulations.
 - b. Promote use of the farm assessment (PA 490).
 - c. Encourage actions that promote agricultural uses.
- 6. Promote private open space preservation.**
 - a. Promote use of forest assessment (PA 490).
 - b. Promote use of open space assessment (PA 490).
 - c. Encourage land donations to land trusts and other preservation organizations.

PLAN OF CONSERVATION & DEVELOPMENT

OPEN SPACE PLAN



HOUSING & RESIDENTIAL AREAS

5

HOUSING IN BURLINGTON

Burlington contained 2,372 housing units in 1990 and about 2,637 housing units in 1994. Burlington's growth during the 1980s (906 housing units) was:

- faster than for the county and most nearby towns, and
- almost as many houses as were built during the previous two decades combined (1,010 units).

Burlington Housing Growth

	Units at Start	Change in Units	Percent Change
1960's	816	346	42.4%
1970's	1,162	664	57.1
1980's	1,826	906	49.6
1990	2,732	-	-

Burlington housing units are predominantly detached single family dwellings (SFD) and due to the recent growth, these units are generally far younger than in other communities in Hartford County.

In Burlington, owner occupancy is much higher than the county or the state and there are few rental units. Housing units generally have more rooms (7.3 rooms) and more bedrooms (3.6 bedrooms) than the county and state average.

In 1990, typical house values and rents were higher in Burlington than for the county or state. In addition, housing became less affordable in Burlington during the 1980's as median housing costs increased faster than median incomes.

Income/Housing Costs Comparison

1980-90	Town	County	State
Change in Median Household Income	125%	102%	108%
Change in Median House Value	189%	161%	164%
Change in Median Contract Rent	167%	149%	136%

In fact, almost one third of all owner households in Burlington were spending more than 30 percent of their income on housing in 1990. Overall, housing units affordable to persons earning the typical income for the Hartford region are under-represented in Burlington.

It has been noted that Burlington has a lower percentage of persons over age 55 than either the county or the state. While this may be due to the fact that Burlington is attracting younger families, it may also reflect the lack of housing or services for older persons.

We must provide for safe, healthy, and attractive neighborhoods that are compatible with Burlington's environment and rural character....

Plan Goal

LAND USE, ZONING & DEVELOPMENT POTENTIAL

Residential zones are the predominant zoning classification in Burlington, with the R-30 residential zone applying to the vast majority of the town. Note that much of the residential zone areas are occupied by open space uses.

Utilization of Residential Zoning Districts

Zone	Total Area		Used		Vacant
	Area (acres)	Percent of Town	Area (acres)	Percent of Zone	Area (acres)
R-15	582	3.0%	377	64.8%	205
R-30	18,007	92.4%	12,713	70.6%	5,294
Total	18,589	95.4%	13,090	70.4%	5,499

Future residential development in Burlington may occur:

- on land that is currently vacant,
- on land that is under-developed, and/or
- by redevelopment of existing parcels.

As part of the Plan, these lands were identified and their physical, regulatory, and environmental constraints analyzed.

After considering the impact of these constraints in residential zones, it was estimated that these areas may support an additional 2,344 residential lots (assuming no multi-family uses, or conversion of open space land to development). As a result, Burlington may eventually contain about 5,000 dwelling units based on current land use policies. Using current average household sizes, the eventual residential population in Burlington may approach about 15,000 people. Of course, this estimate may change based on the recommendations of this Plan or future events.

REGULATORY REVIEW

There is an inconsistency between the zoning and subdivision regulations in Burlington regarding minimum lot size.

While the zoning regulations refer to the R-15 (15,000 square foot minimum lot size) and R-30 zones (30,000 square foot minimum lot size), the regulations also refer to Section 4.08 of the Subdivision Regulations. That section contains a requirement that minimum lot size be related to natural resource constraints and that no lot can be less than one acre (43,560 square feet) in size. In effect, no new lot in Burlington can be less than one acre in size. This regulatory framework has been in place since at least 1981.

This inconsistency between the zoning and subdivision regulations is troubling since State statutes authorize zoning to regulate the size of lots while subdivision regulations are authorized to regulate the process of creating new lots.

ASSESSMENT

The Housing and Residential Areas component of the Plan is important since Burlington is one of the fastest growing towns in Connecticut in recent years.

For a community with such substantial water supply resources, it is surprising to see that the minimum lot size requirements of the zoning regulations could be less than one acre in area. The 1992-97 State of Connecticut Plan of Conservation & Development suggests:

"as a general density guideline in water supply watersheds and water supply aquifers, minimum lot sizes of one dwelling unit per two acres of "buildable" area. (Buildable area would exclude wetlands)."

1992-97 State C&D Plan (page 65)

Similarly, a report entitled "Carrying Capacity of Public Water Supply Watersheds" (CT-DEP Bulletin #11, 1990) found that:

"(B)ased on a review of the literature it appears that in most cases a minimum lot size of 2.0 acres is sufficient for the dilution of nitrate to acceptable levels."

Carrying Capacity Report (page 41)

Thus, there is some technical and policy support for the concept of larger residential lot sizes in Burlington, especially in public water supply watershed areas.

The Planning & Zoning Commission has already recognized that larger minimum lot sizes are warranted through:

- adoption of Subdivision Regulation 4.08, and
- inclusion of an R-45 zone in the Zoning Regulations (although no R-45 zone is located on the Burlington zoning map).

A 1994 survey for the Plan found that many Burlington residents feel the same way. In fact, almost 40 percent of respondents wanted to encourage single-family residential development on two acre or larger lots. Another 40 percent wanted to encourage single-family homes on half or one acre lots. Only three percent wanted to encourage homes on lots smaller than one-half acre.

Several themes emerge:

- since State statutes authorize zoning regulations to regulate lot size, the minimum lot size requirement should be located in the zoning regulations.
- the minimum lot size requirement should be evaluated based on whether a property is located in a public water supply watershed.

The Plan also encourages housing diversity in appropriate locations in Burlington in order to meet housing needs of present and prospective residents. These needs include housing for senior citizens, housing that is more affordable, and alternative housing types or development types.

It has been noted that there may be an inherent conflict between encouraging housing diversity and a recommendation for larger minimum lot sizes. Since larger minimum lot sizes can frustrate meeting identified housing needs, more aggressive steps to provide for housing diversity may be necessary.

To varying degrees, these policy directions have some support in the community also. For example:

- about 66 percent of respondents felt that having elderly housing available for senior citizens in Town was important or very important,
- about 42 percent felt that having affordable housing available for moderate income residents was important or very important, and
- about one-third of the respondents felt that alternative housing types (condominiums, apartments, cluster development) should be encouraged in Burlington.

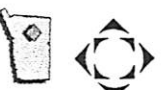
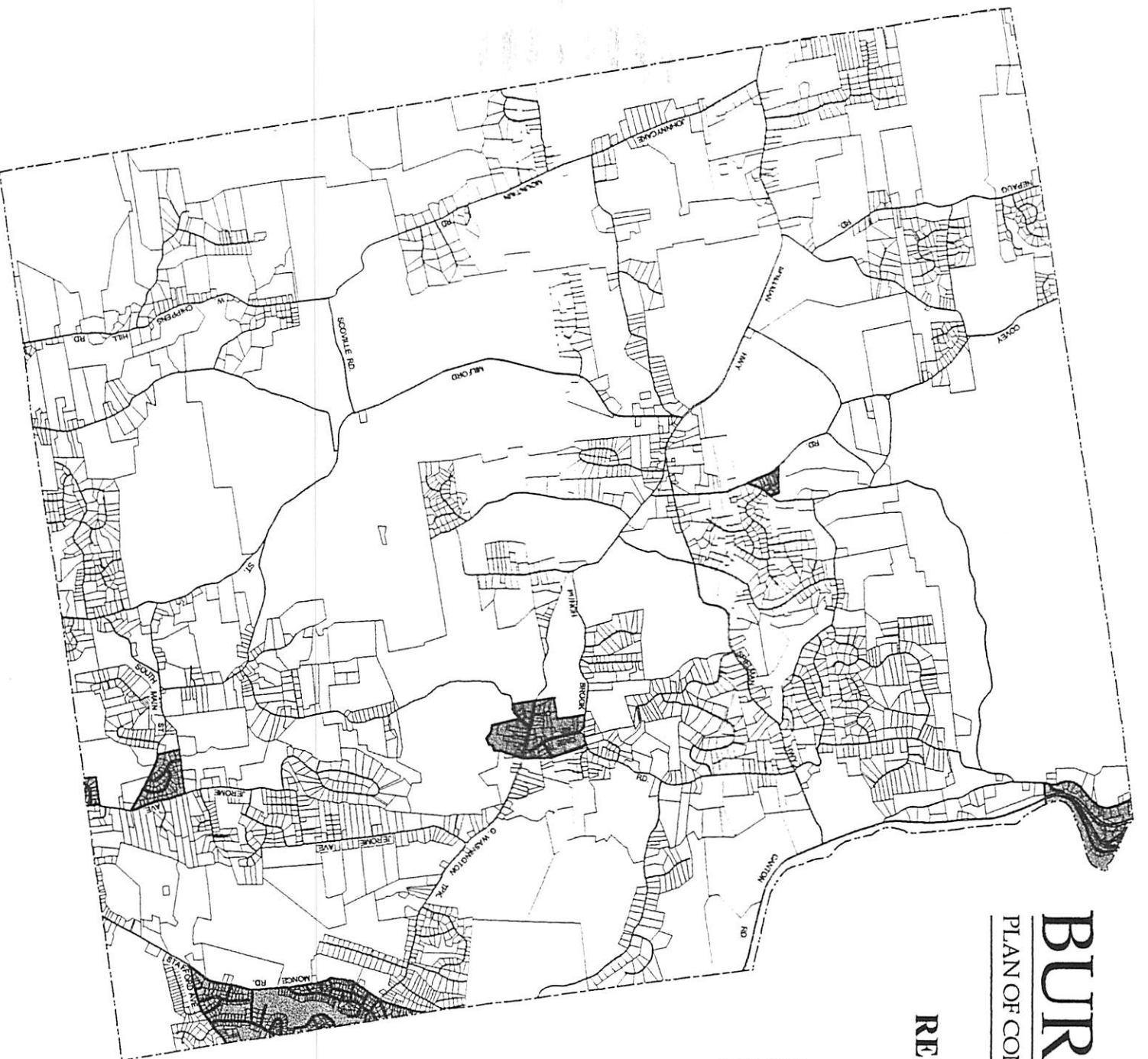
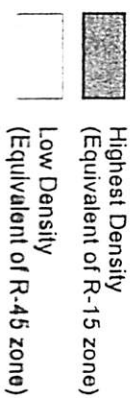
RESIDENTIAL DEVELOPMENT PROGRAM

- 1. Use zoning regulations to control minimum lot sizes.**
 - a. Modify the zoning regulations to incorporate applicable provisions from Section 4.08 of the Subdivision Regulations.
 - b. Minimize existing properties that may become non-conforming as a result of new lot size regulations by exempting any building lot correctly filed in the Town Clerks office before the effective date.
- 2. Maintain subdivision regulations that may require larger lot sizes.**
 - a. Clarify the Subdivision Regulations to indicate that larger lots may be required in areas that are not served by public water and/or sewer.
 - b. Clarify the wording of Subdivision Regulation 4.08 regarding how to calculate the appropriate lot area for a given lot.
- 3. Strive to meet identified local housing needs.**
 - a. Encourage development of senior housing for local needs in appropriate locations.
 - b. Consider affordable housing developments that are consistent with Burlington's character and the requirements of state statute.
- 4. Consider adopting zoning regulations that allow for cluster development.**
 - a. Require that any cluster development not result in an increase in the number of dwelling units allowed by the minimum lot size required for the zone.
 - b. Require that a cluster development result in the preservation of significant open space or other natural resources.
 - c. Only allow cluster development as a Special Permit in residential zones where consistent with soil types, terrain, and infrastructure capacity.
- 5. Consider other regulatory changes for residential areas.**
 - a. Evaluate whether two-family homes in the R-15 zone (on a 30,000 square foot lot) should be eliminated or allowed by Special Permit from the Planning & Zoning Commission.
 - b. Evaluate minimum floor area requirements and consider whether they should be reduced or eliminated.
 - c. Encourage compliance with the house numbering ordinance in order to facilitate emergency response.
 - d. Consider adopting maximum grade regulations for driveways in order to allow for emergency response.
 - e. Consider other requirements for driveways (such as minimum width, maximum grade, turning radius or surface treatment on long driveways) for emergency response.
 - f. Reevaluate regulations of home-based businesses and consider more stringent enforcement of businesses that have not registered with, or been approved by, the Planning & Zoning Commission.
 - g. Reevaluate regulations for accessory apartments in order to provide more specific guidelines.

BURLINGTON

PLAN OF CONSERVATION & DEVELOPMENT

RESIDENTIAL DENSITIES PLAN



Planimetrics

125 Salisbury Road, Avon, CT 06001 860-837-3344

CENTRAL CONNECTICUT REGIONAL
PLANNING AGENCY

ECONOMIC DEVELOPMENT

6

ECONOMY OF BURLINGTON

Businesses are important to Burlington since they can provide employment, offer goods and services, and enhance the local tax base. Employment in Burlington has been increasing over time, both in overall numbers and percentage change. Most jobs in Burlington are in service producing businesses.

Historic Growth In Employment

	Starting Employment	Change	
		Number	Percent
1970s	290	+340	+117%
1980s	630	+380	+60%
1990s	1,010	-	-

1990 Employment

	Burlington	Bristol Region	State
Goods Producing	22.8%	31.3%	24.9%
Manufacturing	5.0	26.1	20.9
Construction	17.8	5.2	4.0
Service Producing	77.2%	68.7%	75.1%
Services	8.9	21.5	26.1
Trade	15.8	22.8	22.2
Government	49.5	14.5	13.0
Other	3.0	9.9	13.8

Available information on retail sales seems to indicate that only about ten percent of local retail sales potential (disposable income earned by Burlington residents) is being captured in Burlington (by sales at local businesses).

Not surprisingly, it appears that Burlington residents are making many of their retail purchases out of town. Since some Burlington sales are surely made to people who are not residents, Burlington residents are making even more purchases elsewhere.

In terms of the tax base, business uses provided almost eight percent of all real estate tax revenue raised in Burlington in 1990. If business equipment is considered, the contribution was even higher. However, in comparison to the state average, Burlington had a low business tax base component.

1990 Tax Base Composition

	Burlington	CT Average
Residential	83.1%	62.0%
Business	7.8	20.4
Other	2.6	4.7
Total Real Estate	93.5%	87.1%
Personal Property	6.5	12.9
Total Grand List	100%	100%

We must encourage economic development that provides employment, products, or tax revenue and that is compatible with Burlington's character....

Plan Goal

LAND USE, ZONING & DEVELOPMENT POTENTIAL

Business and industrial zones affect only about 4.6 percent of the land area in Burlington. Most of the land is in the industrial (I-1 and I-2) zones. Note that business zones are much less developed than residential zones.

Utilization of Business Zoning Districts

Zone	Total Area		Used		Vacant
	Area (acres)	Percent of Town	Area (acres)	Percent of Zone	Area (acres)
CB	180	0.9%	112	62.2%	68
NB	73	0.4%	36	49.3%	37
I-1	295	1.5%	54	18.3%	241
I-2	358	1.8%	76	21.2%	282
Total	906	4.6%	278	30.7%	628

After considering development constraints in business zones, it was estimated that the potential exists for an additional 3,573,000 square feet of business development. Most of this development potential (88 percent) is in the industrial zones.

However, if history is any indication, there is not likely to be a major business development boom during the planning period. This is due to regional traffic circulation patterns, poor access to major highways or rail routes, the lack of public water and public sewer, low population density, spread out development, and other factors.

LOCAL NEEDS

How much non-residential land does Burlington need? If Burlington will eventually be a community of about 15,000 people, how much area is needed to provide:

- an adequate supply of goods and services,
- reasonable employment, and/or
- a meaningful contribution to the Grand List?

Goods & Services

Retail sales in Connecticut totaled about \$8,665 per capita in 1990. Similarly, services rendered in Connecticut were about \$5,030 per capita in 1990. As a result, the 7,026 residents in Burlington in 1990 could support annual goods and services purchases of about \$95 million dollars. If all of these sales and receipts could be captured, Burlington could support (with sales of \$250 per square foot) about 380,000 square feet of retail/ service space in 1990.

Of course, there is "net leakage" in that some Burlington households will buy goods (mail order, automobiles, specialty goods) and services (lodgings, health services, entertainment) elsewhere and people from elsewhere will buy things in Burlington. In fact, it is estimated that Burlington residents only make 10 to 20 percent of their purchases locally due to the types of businesses and traffic patterns in Burlington. Other popular places for acquiring goods and services are Bristol, Avon, Farmington, and Torrington.

Using constant 1990 dollars, the 15,000 Burlington residents at eventual development might support about 800,000 square feet of retail and service space. While it is reasonable to estimate that the capture rate will improve, Burlington will likely be overshadowed by retail and service locations and opportunities in surrounding towns.

If the capture rate improves to 33 percent, Burlington may support about 270,000 square feet of retail and service space and (at an overall yield of 5,000 square feet/acre) may require about 60 acres of developable area to satisfy this need.

In order to allow for flexibility in how this need is met and in order to allow for potential efficiency losses due to configuration or natural resources, retail/service zones of about 75 acres are suggested by this analysis.

Employment

Since about 45 percent of Burlington's population was in the labor force in 1990, about 7,000 Burlington residents may be in the labor force at full development. Statewide averages suggest that about 50 percent would be employed outside of the retail and service sectors (previously accounted for). At 200 square feet of work space each, these workers would occupy about 700,000 square feet of floor space.

Although only about 10 percent of Burlington workers were employed locally in 1990, it is possible that this may increase to 20 percent at full development. As a result, Burlington may need about 140,000 square feet of other employment space (office, industrial) and may require about 30 acres of developable area to satisfy this need.

Additional business (office/industrial zones) of about 40 acres are suggested by this analysis in order to allow for flexibility in how providing employment opportunities for local residents might be met.

Tax Base

In 1990, only about eight percent of Burlington's tax base was non-residential real property (an additional three percent is estimated to be personal property owned by businesses).

Comparing the 1990 Grand List to land use areas results in a per acre estimate of assessment by residential and non-residential uses. Assuming that all vacant residential land is developed as such, about 300 acres of business development (developed to the same intensity that it is today) may be needed to maintain the eight percent non-residential real estate value at full development. About 600 acres of business development might be needed to double (to 16 percent) the non-residential real estate contribution to the Grand List.

This analysis can be influenced by several factors. For example, the relative contribution of non-residential property to the Grand List can also be increased by:

- less residential development,
- more intensive non-residential development (square feet per acre),
- more valuable non-residential development (assessment per acre).

ASSESSMENT

Compared to non-residential land in other towns, Burlington's lands are less accessible to rail and major highway (for employees, customers, and materials), have a small customer base, do not have sewer or water services available, and are not centrally located to major population centers.

As a result, it is unclear how much demand there is likely to be for business development in Burlington during the planning period and beyond. The lack of historical demand can be seen in the amount of existing business zoned land in Burlington that is vacant or underdeveloped.

While Burlington desires additional non-residential development in order to enhance employment, goods and services, and the tax base for local residents, this development must be compatible with the overall character of Burlington.

At the present time, the non-residential zones in Burlington are spread throughout the town with little relationship to the overall structure of Burlington. In addition, the myriad non-residential zones may have adverse relationships to and from adjacent land uses or zones.

As a result, the economic development strategy must evaluate the location and extent of each of the non-residential zones in order to create an overall economic development plan that is compatible with Burlington's character.

ECONOMIC DEVELOPMENT PROGRAM

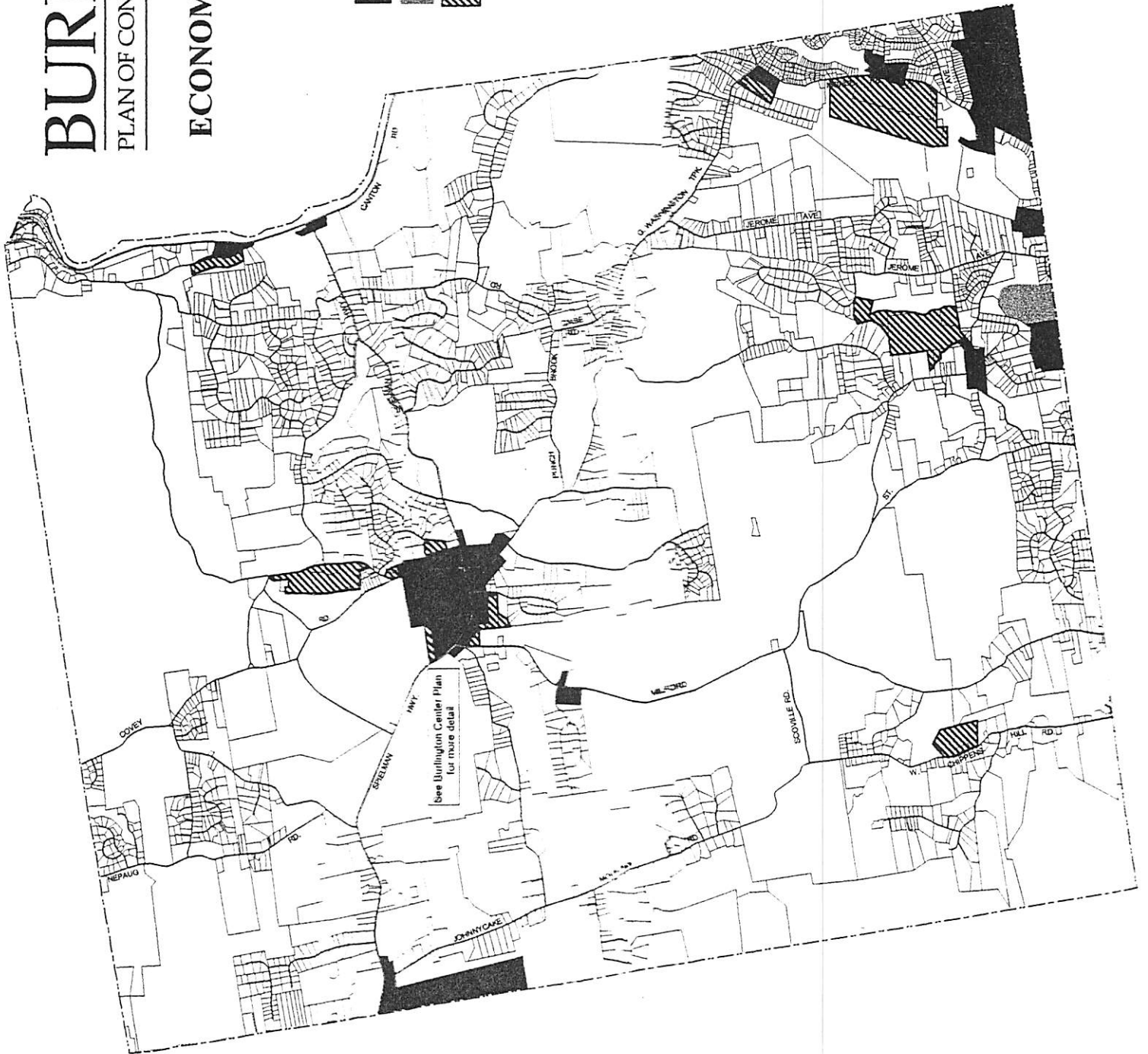
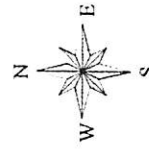
- 1. Encourage compatible economic development in Burlington.**
 - a. Encourage an active Economic Development Commission.
 - b. Actively participate in programs with the Central Connecticut Economic Development Committee.
- 2. Review business and industrial zone locations.**
 - a. Evaluate the location and extent of existing business and industrial zones in Burlington (especially in watershed areas).
 - b. Rezone existing areas that are inappropriate for business or industrial development.
 - c. Identify and zone other lands for economic development, as appropriate.
- 3. Review business and industrial zoning regulations.**
 - a. Review existing uses for compatibility with Burlington's location, setting, and infrastructure.
 - b. Delete the GB zone from the regulations.
 - c. Consider combining the I-1 and I-2 zoning designations.
 - d. Review the minimum zone requirement in the Industrial zone.
 - e. Delete incompatible uses from business and industrial zones.
 - f. Identify new non-polluting uses that are compatible with Burlington.

BURLINGTON

PLAN OF CONSERVATION & DEVELOPMENT

ECONOMIC DEVELOPMENT PLAN

- Retain Existing Zone
- Establish New Zone
- Eliminate Existing Zone



Providence, Rhode Island 02903 401-477-5387

CENTRAL CONNECTICUT REGIONAL
PLANNING AGENCY

- 4. Consider modifying certain regulatory provisions.**
 - a. Consider rezoning the airport to a new zone that allows for compatible economic development.
 - b. Require a Special Permit from the Planning & Zoning Commission (not Zoning Board of Appeals) for automobile service stations in the CB and I-2 zones.
 - c. Consider allowing earth material processing in residential zones with a Special Permit from the Planning & Zoning Commission rather than having industrial zones spread throughout the community.
 - d. Consider modifying regulation of home-based businesses to encourage registration and compliance with reasonable standards.
- 5. If appropriate, provide adequate infrastructure for economic development.**
 - a. Consider the feasibility of providing adequate infrastructure (water, sewer, roads) in selected areas for economic development.
 - b. Investigate ways to preserve infrastructure capacity for economic development (and not housing) through sewage allocation or other techniques.
- 6. Investigate ways to encourage development in, and expand the economic potential of, Burlington Center.**

TRANSPORTATION & CIRCULATION

7

TRANSPORTATION OVERVIEW

The transportation system in Burlington is an important factor in its growth and development. The Plan is primarily concerned with the configuration of the overall traffic network, and the movement of vehicular and pedestrian traffic.

The major east-west road in Burlington (and the most heavily traveled road) is Spielman Highway (Route 4). The major north-south roads in Burlington include Canton Road (Route 179) and Milford Street (Route 69).

Other major roads in Burlington include George Washington Turnpike, Monce Road, Stafford Road, Punch Brook Road, Nepaug Road, Johnnycake Mountain Road, Covey Road, Stone Road, West Chippens Hill Road, and Jerome Avenue.

Comparison of traffic volumes at selected locations indicates that traffic levels had increased about 50 percent in Burlington between 1983 and 1995. However, this increase in traffic volumes is consistent with:

- population growth in Burlington and surrounding towns,
- the increase in the number vehicles per household, and
- logical travel routes through and within Burlington.

ROADWAY DEFICIENCIES

The following table identifies locations on state highways with high accident rates. The locations with more than 15 accidents are monitored by the State for potential improvements.

Accident Experience (1991-93)

Worst Locations	#	#/mile	Rate	Notes
Rt. 4 - (3 lane section)	16	57	1.74	S-curve
Rt. 4 - Rt. 69 to G.W.T.	16	67	1.59	Center
Rt. 4 @ Rt. 179	17	Spot	1.49	To get signal
Other Locations				
Rt. 4 @ Covey Road	14	Spot	2.96	
Rt. 69 - E. Chppns to Scoville	5	23	1.28	
Rt. 4 @ Barnes Hill/Punchbrook	6	Spot	1.27	
Rt. 179 @ Rt. 4	16	Spot	1.04	
Rt. 4 @ Rt. 69	11	550	0.96	
Rt. 4 - Smith Lane to Lyon Road	15	22	0.78	
Rt. 69 - Reservoir to E. Chippens	7	10	0.77	
Rt. 69 - Bradley to Reservoir	7	10	0.75	
Rt. 4 - Mt. Springs to Vineyard	10	17	0.72	
Rt. 69 - Scoville to Rock Rd	14	7	0.68	
Rt. 179 - Ford to Burlington	10	10	0.41	
Rt. 4 - Rt. 179 to River Road	22	12	0.41	

We must provide for the safe and efficient movement of persons and goods throughout Burlington while considering the scenic character....

Plan Goal

Some roads, especially those that travel through watershed or state forest land, are unimproved or do not meet the road design criteria. These roads include:

- Upson Road
- Smith Street
- East Chippens Hill Road (part)
- Johnnycake Mtn. Road (part)
- Miller Road (part)
- Stone Road (part)
- G. Washington Turnpike (part)

In addition, some recently constructed roads appear to be deteriorating at a rate faster than would be expected. This may indicate that road inspection during construction is not being adequately performed.

To improve response times and prevent accidents, the Police Department would like to see fewer cul-de-sacs, fewer unimproved roads, more road connections, and better road improvements in Burlington.

More road connections would improve fire response times as well. The fire department also noted that some driveways are too narrow, steep, or winding to be served with existing equipment.

OTHER TRANSPORTATION MODES

There is no regularly scheduled transit service in Burlington. However, ride-sharing is encouraged for the residents of Burlington. A town-operated commuter parking lot is located on Route 4 in the center of town.

The Senior Center has a bus to transport Burlington senior citizens to shopping, appointments, and the senior center. There is no cost for the service.

Mountain Meadows Airport is located on Route 4 at the Burlington/ Harwinton town line. The hangar and other facilities are located in Harwinton while the 3,400 foot airstrip is located in Burlington. The airport is the only public commercial airfield in the northwest corner of the state.

While there are no sidewalks in Burlington at the present time, there are several pedestrian routes. For example, the Tunxis Trail (part of Connecticut's Blue Trail system) travels through Burlington. In addition, there is a proposal to convert the former rail line along the west bank of the Farmington River to a pedestrian trail and bikeway. This route would provide an alternative connection to the Farmington Valley Greenway in Farmington (to the east) and Simsbury (to the northeast).

ASSESSMENT

While there are some roadway features that contribute to the rural character of Burlington, roadway deficiencies in Burlington must be addressed. These include:

- unsafe locations,
- accident concentrations,
- road connections, and
- unimproved roads.





At the same time, roadway improvements should be done in a way that preserves the character as much as possible.

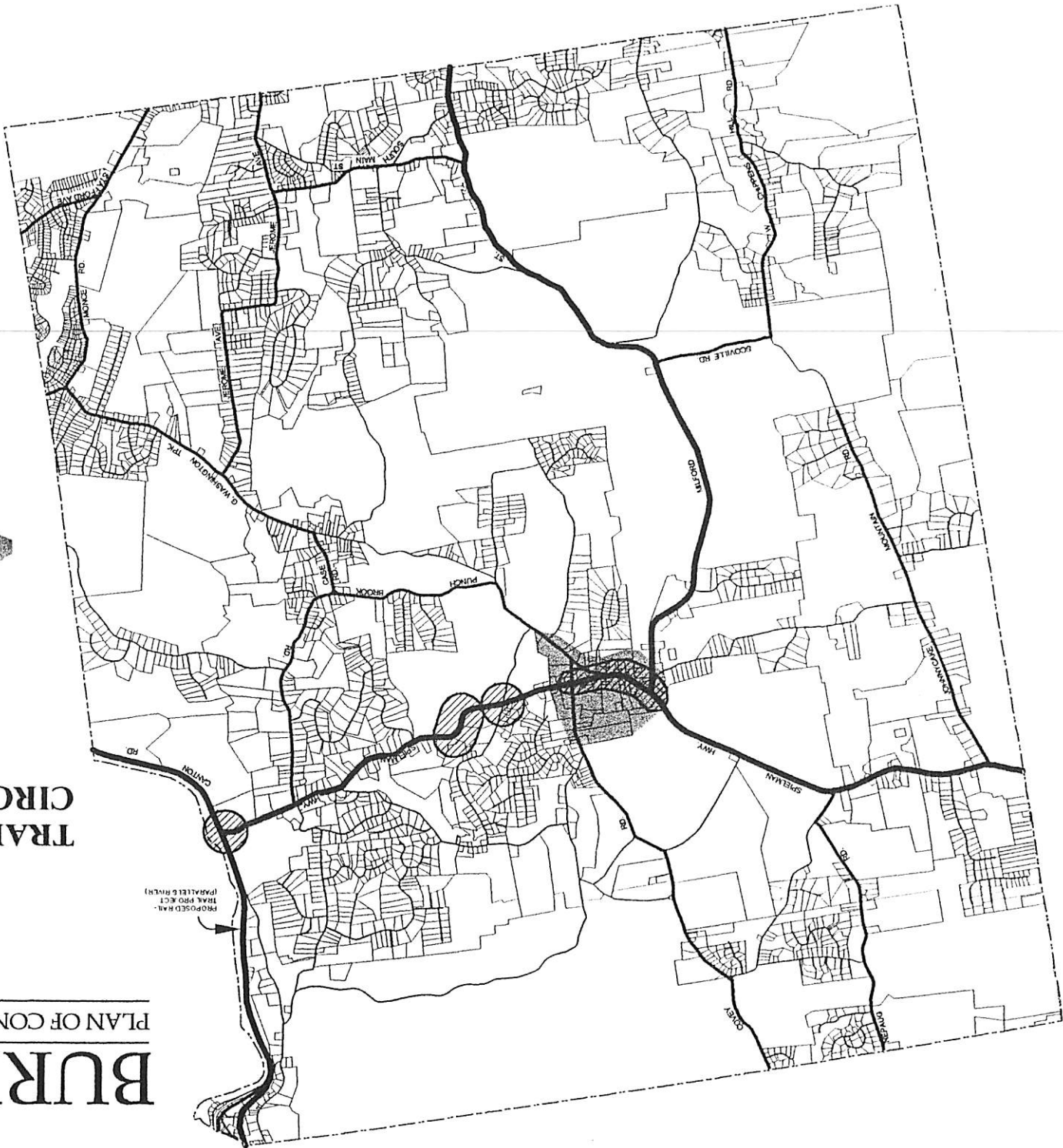
Attention should also be focused on encouraging other transportation modes such as pedestrians, bicycles, transit, and the airport.

BURLINGTON

PLAN OF CONSERVATION & DEVELOPMENT

TRANSPORTATION AND CIRCULATION PLAN

-  Arterial Road
-  Collector Road
-  Proposed Road Improvements
-  Proposed Pedestrian/Bikeway Areas



Planimetrics
10001 800-477-5367
155 Elm Street, Suite 100, Burlington, CT 06011

CENTRAL CONNECTICUT REGIONAL
PLANNING AGENCY

TRANSPORTATION PROGRAM

- 1. Improve unsafe areas and accident concentrations.**
 - a. Encourage the State Department of Transportation to undertake safety improvements on state highways.
 - b. Encourage the Town of Burlington to undertake safety improvements on local roadways.
- 2. Develop a cohesive overall circulation pattern for Burlington's eventual growth.**
 - a. Implement the Transportation Plan road hierarchy.
 - b. Encourage completion of unimproved roads in order to link outlying areas to the Town Center and improve overall circulation.
 - c. Where road connections may be required to adequately provide for future circulation needs, place high priority on preserving the valued qualities of existing neighborhoods.
 - d. Ensure that proper provision is made for future road connections to adjacent undeveloped properties.
- 3. Review the road standards for Burlington.**
 - a. Review the subdivision regulations and town road specifications to ensure that standards for lighting, guiderails, walkways and other parameters are compatible with Burlington's rural character.
 - b. Review the requirements for road inspections to ensure that construction follows approved plans and specifications before the Town accepts the roadway (and future responsibility).
- 4. Encourage pedestrian and bicycle travel.**
 - a. Require the provision of sidewalks in the Burlington Center area.
 - b. Encourage completion of the 'rail-to-trail' project along the Farmington River.
 - c. Encourage walkways, bikeways and trail construction in other appropriate areas.
- 5. Encourage other transportation modes.**
 - a. Encourage the development of transportation services (transit, dial-a-ride, etc.) that serve Burlington.
 - b. Recognize Mountain Meadows Airport as an important regional transportation resource.

COMMUNITY SERVICES & FACILITIES

8

COMMUNITY FACILITIES OVERVIEW

Community services and facilities make a significant contribution to Burlington's character and quality of life.

Town Hall Site

The Town Hall building contains offices for most municipal departments, law enforcement personnel, the Senior Center and several meeting rooms. The Public Works garage is also located at the Town Hall site.

The building and the site appear adequate for anticipated local needs during the planning period except for:

- additional space for law enforcement functions, and
- expansion of the Public Works garage.

Fire/Ambulance

While fire and ambulance facilities appear adequately sized for the planning period, the main issues facing the Volunteer Fire Department are the lack of road connections, water resupply, and recruiting / maintaining volunteers. The number of fire stations (with increased staffing and cost) does help to overcome the lack of road connections.

Public Library

The new library is expected to be adequate for the planning period and expansion room in the building and on the site are available if needed.

Education Facilities

Recent enrollment projections prepared for Regional School District #10 (Burlington and Harwinton) indicate that existing school facilities are also expected to be adequate for the planning period.

School Facilities Summary

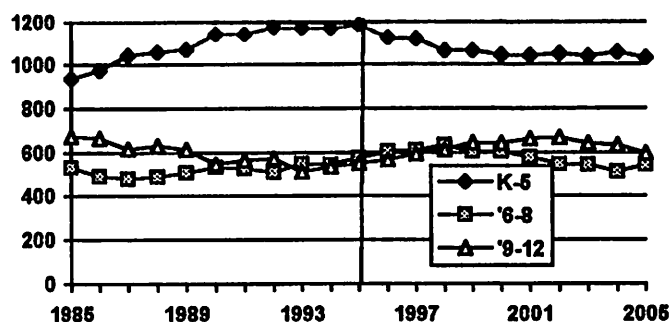
School Name	Class Rooms	1995-96 Enrollment	Maximum Capacity
Lake Garda (K-5) Burlington	36	741	850
Harwinton School (K-5) Harwinton	28	464	660
Har-Bur Middle (6-8) Burlington	26	578	640
Lewis Mills High (9-12) Burlington	34	565	850
TOTAL	140	2,348	3,000

We must provide adequate community facilities to meet the current and future needs of residents....

Plan Goal

While fluctuations occur by grade group, overall enrollments are expected to remain stable for the next ten years.

Region #10 Enrollment Projections (1995)
(prepared by State Department of Education)



Existing Recreation

Recreational facilities are used intensively and any increase in demand (or reduction in current facilities) could result in unmet recreational needs. Since some local recreation programs are held on private property, more reliable arrangements for recreational programs are desired.

The adjacent table summarizes recreation facility needs in Burlington. Additional storage space is also desired.

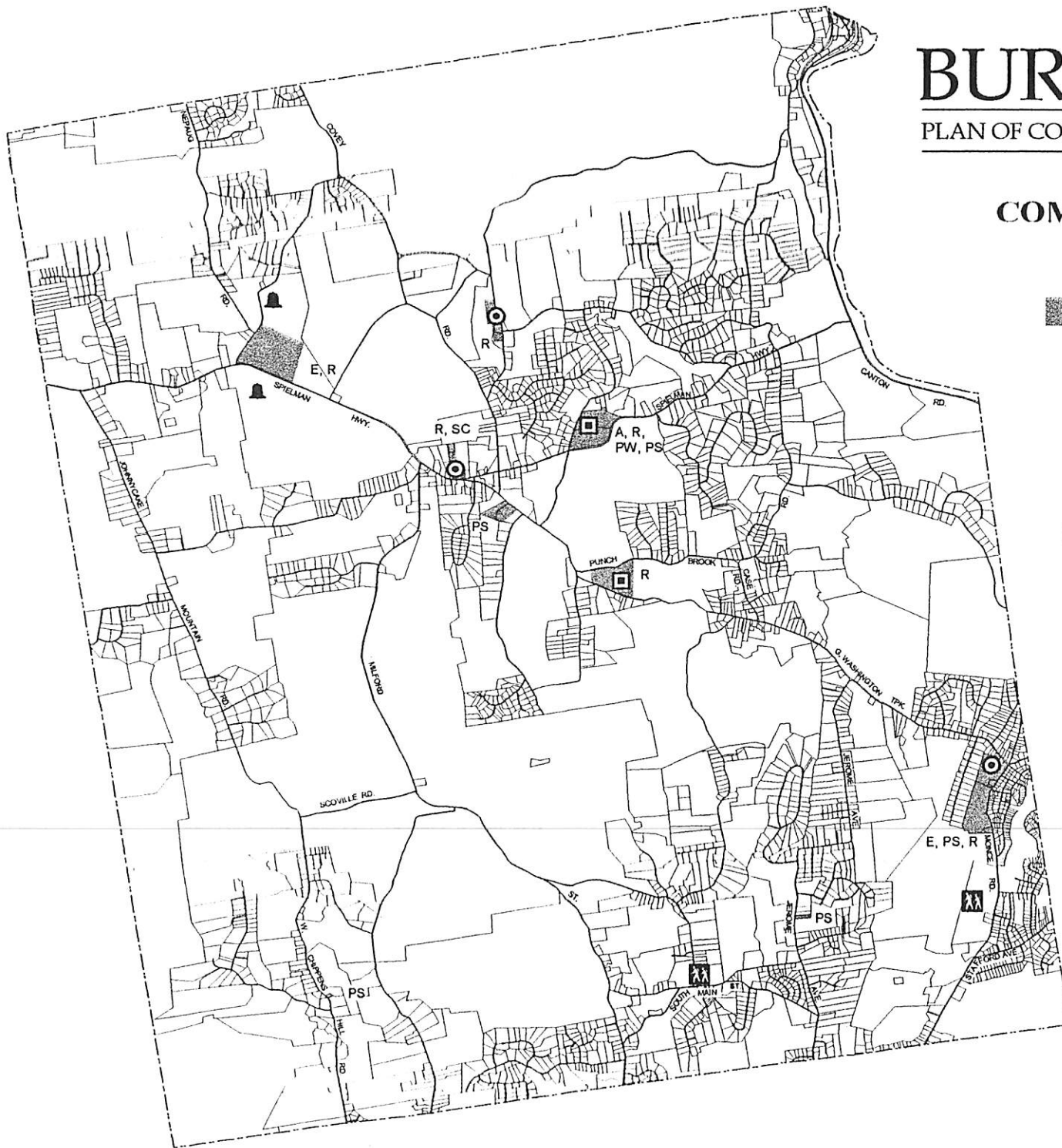
Other Facilities

Other community facility needs that may occur during the planning period include:

- elderly housing, or
- a teen drop-in center.

Recreation Facility Needs Summary

Type of Activity	Existing	Private	Future Need
Some facilities overlap due to use in different seasons			
Baseball			
Baseball Fields	2		Yes
Softball Fields	5	1	
Little League Fields	3	2	Yes
Other Backstops	3		
Court Activities			
Tennis Courts	7		Yes
Basketball Courts	2		Yes
Basketball Nets	6		Yes
Field Activities			
Football Field	0		
Soccer Fields	9	3	
Mini-Soccer Fields	5	2	
Running Track	1		
Multi-purpose Fields	3	1	
Indoor Activity Areas			
Gymnasiums	3		
Outdoor Activity Areas			
Open Play Areas	4		
Paved Play Areas	2		
Play Equipment	4		
Skating Pond/Area	1		
Picnic Areas	1		Yes
Water Activities			
Pond/Pool	1		Yes
Overall			
Storage Space	Yes		Yes



BURLINGTON





PLAN OF CONSERVATION & DEVELOPMENT

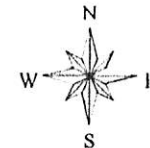
COMMUNITY FACILITIES PLAN

 Existing Facility

E Education
R Recreation
A Administration
PW Public Works
PS Public Safety
SC Social/Cultural

Potential/Proposed Facilities

-  More permanent recreation arrangements desired.
-  Expand existing facility.
-  Possible future school site.
-  Possible future recreation facility (fields, courts).



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**CENTRAL CONNECTICUT REGIONAL
PLANNING AGENCY**

ASSESSMENT

In the survey of residents, many respondents felt that community services and facilities needed improvement (such as recreation, schools, police, sewer, water, fire). This reflects the importance placed on these facilities to contribute to the overall quality of life in Burlington.

Most facilities appear adequate for the planning period. However, prudent long term planning suggests that facilities should be planned for the possible eventual population of the town. For example, it is reasonable to expect that housing and population (and school enrollments) will increase to the point that there will some day be a need for additional school capacity, especially at the elementary level. Since each of the Region #10 elementary schools is nearing capacity and a future new school might be desirable, it would be prudent to select and acquire a future elementary school site in the near future.

COMMUNITY FACILITIES PROGRAM

1. **Meet identified community facility needs during the planning period.**
 - a. Provide an expanded facility for the Public Works Department.
 - b. Provide adequate facilities for law enforcement functions.
 - c. Provide needed recreational facilities (such as basketball and tennis courts, baseball fields, and swimming, skating, and picnicking areas).
 - d. Provide for recreation storage.

2. **Maintain existing community facilities.**
3. **Anticipate and plan for future facility needs.**
 - a. Work with Region #10 to acquire a site for a future elementary school (possibly near the middle/high school complex) that can be used for recreational purposes in the meantime.
 - b. Provide for future recreational needs by:
 - acquiring currently leased recreational facilities, or
 - developing new recreational sites.
 - c. Regularly project school enrollments so that the impact of future housing growth and migration can be reflected in enrollment projections.
 - d. Study the need for a community center (teens, seniors, and others) during the planning period.
 - e. Encourage the fire department to develop a plan for fire ponds and dry hydrants in appropriate areas.
 - f. Provide for other programs as the needs arise.
4. **Carefully monitor placement of uses at the Town Hall site in order to use the site most efficiently.**
5. **Implement a prudent community facility program.**
 - a. Consider the ultimate needs of the Town when planning and designing facilities.
 - b. Allocate existing sites to potential uses so that land deficiencies can be addressed.
 - c. Continue to share utilization of sites (schools and recreation, for example).

SPECIAL STUDIES

9

HISTORIC PRESERVATION

Historic resources in Burlington should be preserved for future generations. The historic resources recognized by the State Historical Commission in Burlington are identified on this page and the following page.

While properties on the National Register of Historic Places may have some protection, financial aid, and technical assistance available, the State Register is more for honorary recognition. Nevertheless, all of these listings are important to the cultural history of Burlington.

HISTORIC PRESERVATION PROGRAM

1. Encourage historic preservation.
2. Consider adopting adaptive reuse regulations.
Consider regulations that allow reuse of historic structures in ways that enhance their preservation.
3. Consider adopting a scenic road ordinance.
Consider an ordinance that protects the historic flavor and rural character of selected roads in Burlington.

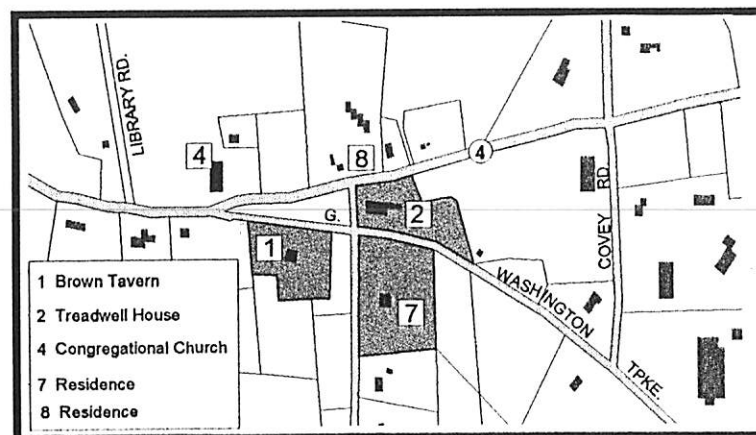
Burlington's Historic Resources

#	Name	Location	Notes
1.	Brown Tavern	Town Green	National Register
2.	Treadwell House	Town Green	
3.	John Wiard House	Upson/Rt.4	
4.	Congregational Church	Town Green	
5.	Hinman House	Route 4	s/s Rt 4, w of Lyons
6.	Residence	East Chippens Hill	Stone house
7.	Residence	Town Center	Brick
8.	Residence	Town Center	
A.	Hart's Corner Historic District	Monce/Stafford	National Register

We must protect Burlington's historic resources....

Plan Goal

BURLINGTON CENTER INSET MAP



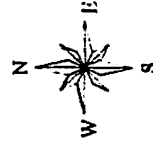
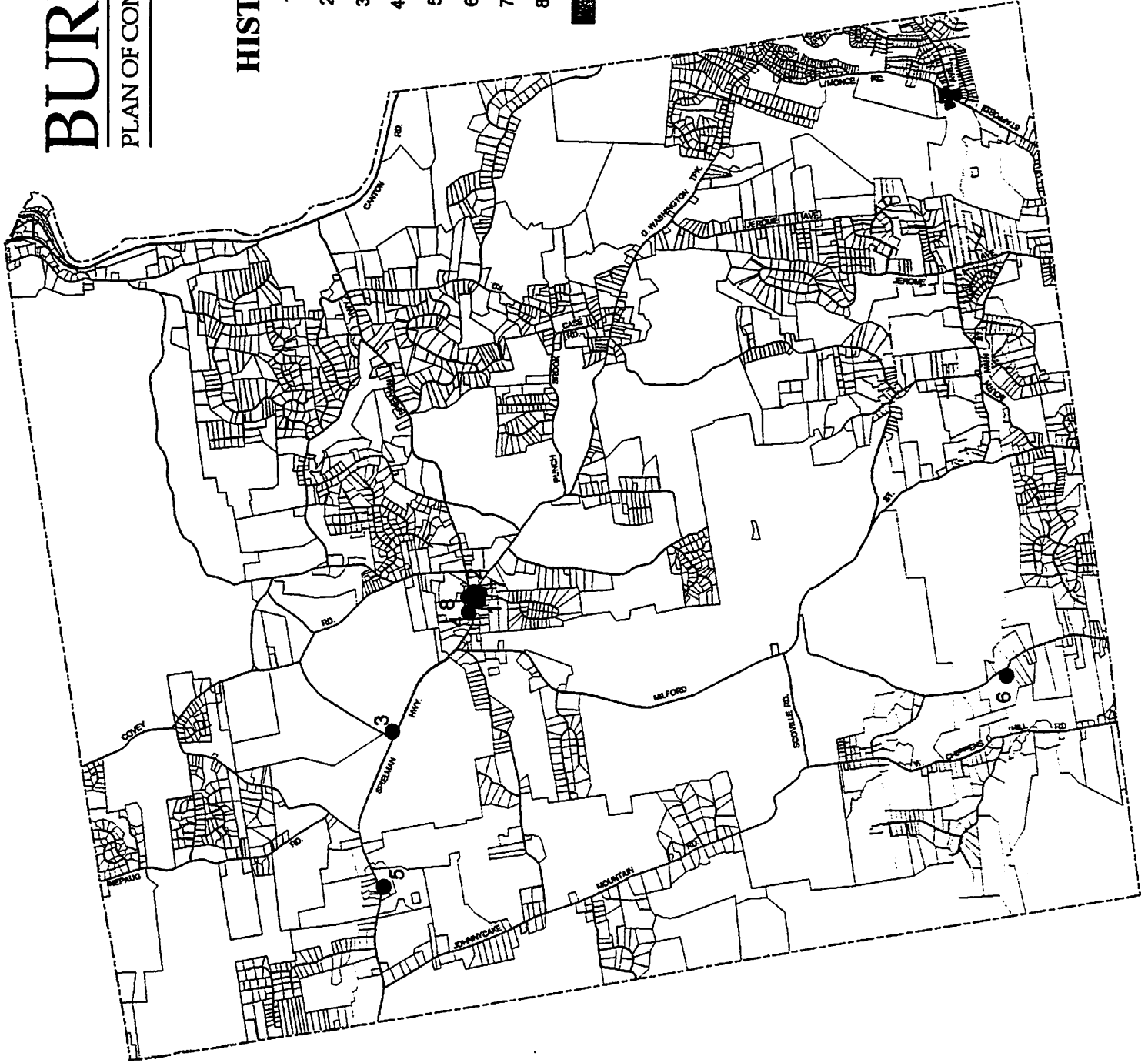
BURLINGTON

PLAN OF CONSERVATION & DEVELOPMENT

HISTORIC RESOURCES

- 1 Brown Tavern
- 2 Treadwell House
- 3 Wiard House
- 4 Congregational Church
- 5 Hinman House
- 6 East Chippens Hill House
- 7 Residence
- 8 Residence

Hart's Corner Historic District



Providence, Rhode Island, 02903-1500



CENTRAL CONNECTICUT REGIONAL
PLANNING AGENCY

BURLINGTON CENTER

Burlington Center has the potential to be the major focal point of Burlington.

Although the Center contains many significant uses (stores, restaurants, offices, Congregational Church, library) and is zoned for non-residential development, it has not evolved as a focal point of the community for a variety of reasons:

- it is surrounded by open space land that separates it from the residential areas of Burlington,
- it has not achieved a critical mass of business activity that would help to draw new businesses and customers,
- it is located on a busy road (Route 4) that tends to carry traffic through the community, and
- its many parts are separated from each other by the road network and topography.

Fortunately, these situations can be addressed so that Burlington Center can achieve its potential.

Detailed Planning

The Plan recommends that more detailed planning for Burlington Center take place during the planning period.

Such planning will require more accurate and detailed mapping that may be prepared from up-to-date aerial photographs or other means. These maps will ensure that the development potential and configuration potential in the Center can be accurately determined and that the best policy decisions will result.

Zoning

Burlington Center is fortunate to be zoned CB, Center Business and this zone can be tailored to the unique needs of the Center. In the short term, the requirements of the CB zone should be evaluated to ensure that permitted uses and other zoning requirements are appropriate for Burlington Center.

In addition, the perimeter of the CB zone should also be evaluated for appropriateness. Several areas presently zoned CB are recommended for rezoning to other districts. In addition, some other areas are proposed for rezoning to the CB zone. Once more detailed study of Burlington Center has been completed, additional zoning modifications can be made so that the Center will develop in the desired manner.

Business uses should generally be encouraged to locate closer to the street with parking areas located to the side or rear. Building design and materials should reinforce the historic flavor of Burlington Center.

Land Use

Retail uses are most appropriate between Route 4 and a new proposed interior access road. Less intensive office and service uses may be best located around the perimeter of the Center. Industrial uses are less compatible with the character of the Center.

Residential uses may be appropriate in or adjacent to the Center as a transition between business uses and surrounding residential areas.

We must encourage the development of Burlington Center as the focal point of the town...

Plan Goal

Traffic Circulation

The existing road network brings actual and potential customers to the Burlington Center area but does little to encourage them to stop. In fact, the current configuration of the road network is more conducive to through traffic.

Traffic circulation is the key to a healthy Burlington Center. If development is to occur and utilize just the existing roads, traffic problems that are already evident will worsen over time. Relocating roads or building new roads will also become more difficult (and more expensive) over time.

An integrated and coordinated road network will help:

- create better business sites in the Center,
- improve overall circulation, and
- attract businesses and customers to the area.

A new intersection of Route 4/69 with a new access road will:

- create a focal point to Burlington Center that will invite traffic off Route 4, and
- address sight distance, separating distance, and topographical issues that affect intersections in the area.

The intersection of Library Lane has a very poor sight line and this intersection should be relocated or closed once the interior access road is completed. In addition, the intersection of Route 4 and George Washington Turnpike should be closed (and traffic redirected to Savarese Lane) once grade and sight line issues at this location are resolved.

Due to the need for coordination among property owners and state and local agencies, the Plan advocates flexibility in the final road alignment provided adequate access is provided to all of the adjacent properties in the CB zone.

In order to avoid traffic hazards and maintain road capacity, curb cuts onto Route 4 should be minimized. Access from secondary streets should be encouraged. Common driveways and access easements between adjacent parcels should be required. The common driveway locations should be carefully selected for safety and convenience.

Pedestrian Circulation

In order to encourage more activity in the Center, pedestrian circulation should be encouraged. While sidewalks are uncommon in Burlington, the Center is a different place. Sidewalks will enhance the character of the Center and encourage more activity and contribute to the economic vitality of the Center.

Ideally, sidewalks to and from buildings will connect to sidewalks between buildings and along the street. An overall sidewalk system in the Center that connects to other bikeways and pedestrian trails through the open space surrounding the Center will help to make the Center the focal point of the community.

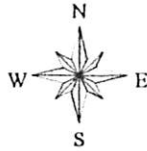
Social and Cultural Facilities

The Center is a logical place for the development of social and cultural facilities in Burlington. While such facilities presently include the library and the Little League field, they could be expanded in the future to include a town park, a gazebo, a bandshell, a playground, or other public facilities. Complementary private activities could also help to further the Center as the social and cultural focal point of the community.

BURLINGTON

PLAN OF CONSERVATION & DEVELOPMENT

-  Building
-  Zone Border
-  New Road Location
-  Close Road



BURLINGTON CENTER PLAN

Reconfigure intersections of Rt.4/Rt.69/Rock Road to create a focal point in the center.

Develop interior access road.

Relocate or close intersection of Rt.4/Library Road.

Close section of George Washington Turnpike from Savarese Lane to Rt.4.

Rezone outlying areas from CB to Residential.

Minimize I-1 zone in the center.

Carefully manage curb cuts and encourage access from secondary streets.

Rezone cemetery to CB and allow cemetery use.

Re-evaluate permitted uses in the CB zone.

Prepare a more detailed plan of Burlington center to refine these concepts as more detailed maps become available.

NOTE: This Plan is intended to stimulate discussion and encourage formation of a vision for Burlington center.

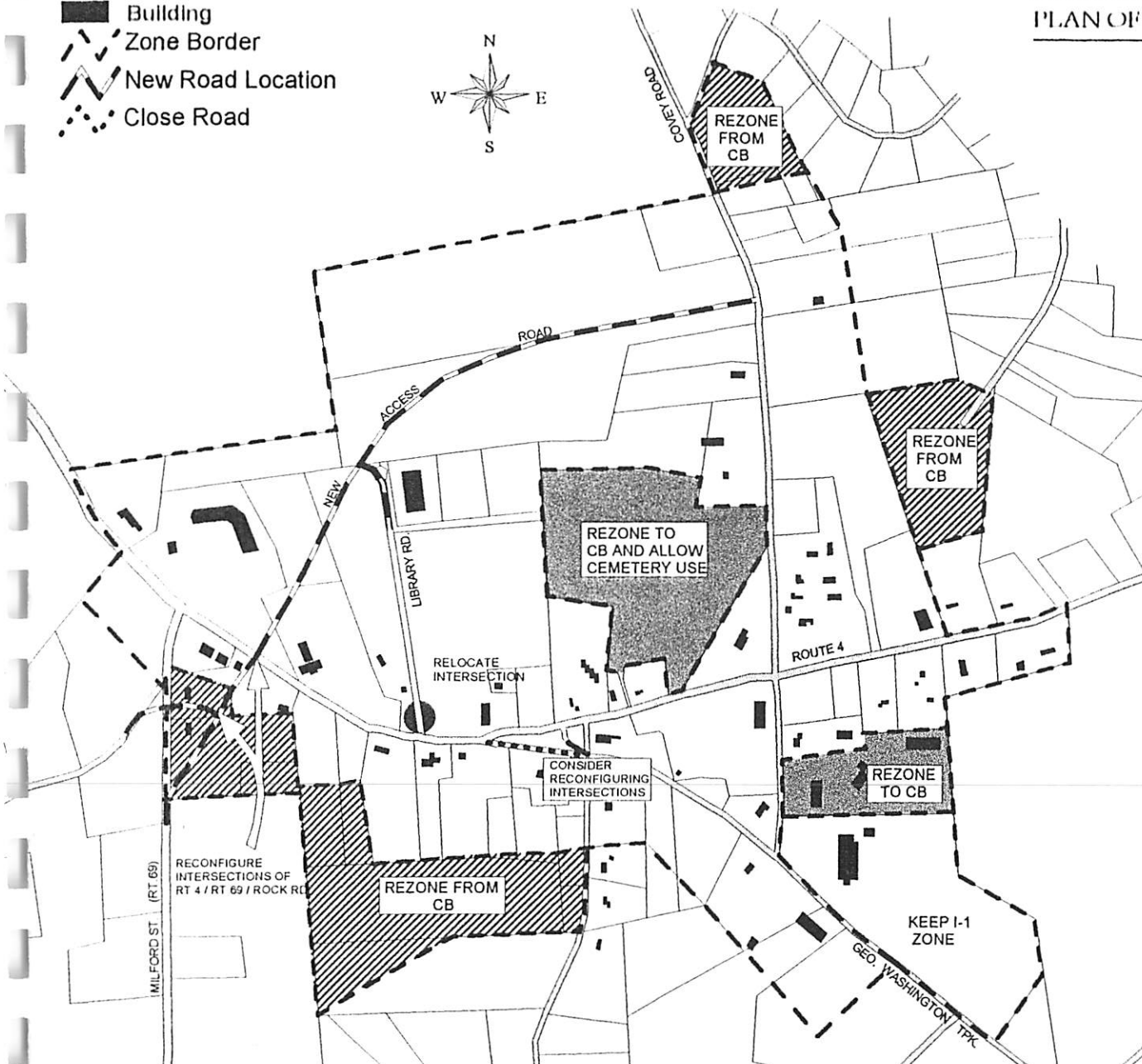


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**CENTRAL CONNECTICUT REGIONAL
PLANNING AGENCY**



*We must continue
the orderly physi-
cal development of
Burlington....*

Plan Goal

MISCELLANEOUS ISSUES

Regulatory Review & Maintenance

Regulations relevant to land use and development activities in Burlington include:

- the Zoning Regulations,
- the Subdivision Regulations,
- the Wetland Regulations, and
- various Town ordinances such as:
 - ordinances establishing commissions,
 - road excavation,
 - on-street parking,
 - flood plain management and compliance,
 - street numbering,
 - inter-municipal sewerage, and
 - solid waste agreements and regulations.

In order to control growth and promote orderly development, it is recommended that these regulations be reviewed and updated on a regular basis in order to:

- clarify existing provisions (especially definitions),
- delete redundant language,
- add important regulations, and
- add new statutory requirements.

These regulations should be comprehensively reviewed and updated following adoption of the Plan so that the recommendations and policies in the Plan will begin to be implemented.

In particular, the following changes should be considered:

- add water quality protection criteria in the Zoning and Subdivision Regulations,
- review stormwater management provisions,
- enact ridgeline protection measures,
- add floodplain provisions to the Zoning Regulations,
- revise residential lot size requirements,
- review home occupation requirements,
- comprehensively review non-residential zones and regulations,
- review road standards and requirements,
- review earth removal regulations and criteria (especially in watershed areas),
- strengthen open space requirements in the Subdivision Regulations, and
- review other requirements (such as limiting certain special permits to one per applicant and/or one per property).

Social & Cultural Development

The Plan also encourages programs and activities that expand the social and cultural opportunities for Burlington residents. Such activities could include art festivals, drama productions, outdoor music shows, carnivals, and similar events. Whether conducted through public agencies (such as the Recreation Department) or private groups (such as civic organizations), the "community" of Burlington will be enhanced by the provision of social and/or cultural activities.

While social and cultural activities can be conducted in many locations, adequate facilities should be encouraged at appropriate places in Burlington. Examples could include a gazebo or band shell in the center, open fields for a variety of activities, or other facilities.

Private Property Rights

In reviewing land use proposals and regulations, it is important to maintain an appropriate balance between public rights and private rights.

While the community has a right to protection of public health, safety, and the general welfare, property owners also have a right to use their property in accordance with local, state, and federal regulations. Finding the appropriate balance is one of the most challenging (yet most important) functions of local land use commissions.

In order to find and maintain this balance, community involvement in maintaining regulations and reviewing applications will be important. Private property rights must be respected where there is no threat to public health, safety, or the general welfare.

Fiscal Considerations

Fiscal pressures in Burlington result from:

- a high reliance on residential real estate taxes since there is little non-residential development in town,
- high education expenditures per capita due to a higher proportion of pupils per capita,
- high public works expenditures per capita due to a higher proportion of road miles per capita, and
- lower state aid per capita than the state average.

As a result, while there are likely to be many expressed needs and desires for the future social and physical development of Burlington, we must respect the fiscal conditions that may influence our ability to implement the Plan or satisfy other needs or desires for the community.

We must promote the social and cultural development of Burlington...

We must respect the fiscal conditions that influence our ability to implement the Plan...

We must respect private property rights...

Plan Goals

10

FUTURE LAND USE PLAN

OVERVIEW

The recommendations of each of the preceding chapters can be combined to present an overall Future Land Use Plan for Burlington.

The Future Land Use Plan, presented on the facing page, is a reflection of the stated goals, objectives, and recommendations of the Plan as well as an integration of the preceding elements of the Plan of Conservation & Development.

In essence, the Future Land Use Plan is a statement of what residents would like the Burlington of tomorrow to look like.

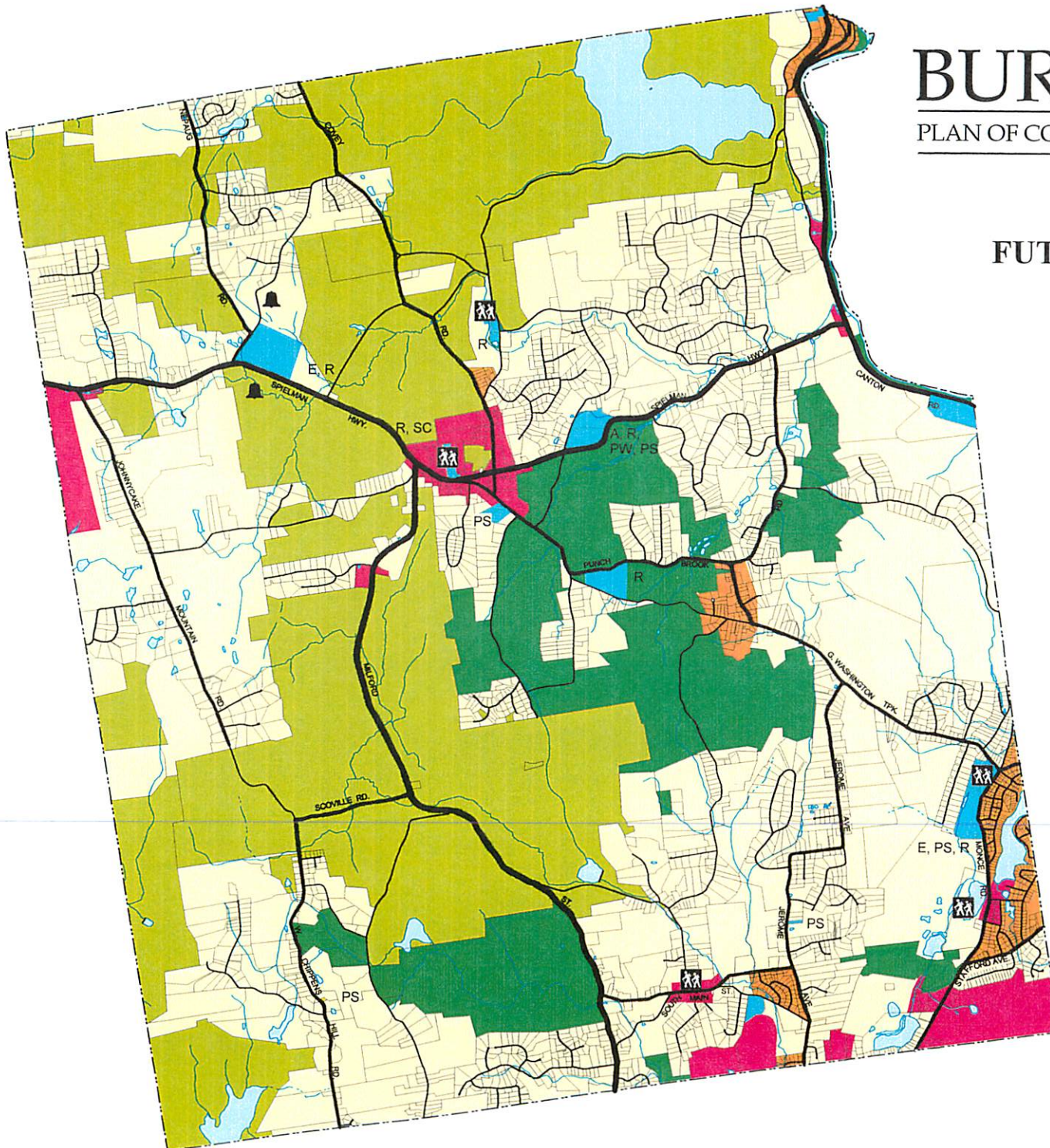
This Plan was compared with the Locational Guide Map in the 1992-97 and the Draft 1998-2003 State Plan of Conservation & Development and found to be generally consistent with that Plan. Any inconsistencies can be generally attributed to:

- the scale of the mapping, or
- local (as opposed to State) desires about how Burlington should grow and change in the coming years.

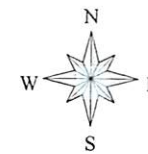
BURLINGTON

PLAN OF CONSERVATION & DEVELOPMENT

FUTURE LAND USE PLAN



- Higher Density Residential
- Low Density Residential
- Dedicated Open Space
- Managed Open Space
- Economic Development Area
- Existing and Proposed Community Facilities and Institutions
- Future School
- Future Recreation Area (fields, courts)
- Arterial Road
- Collector Road
- STREAMS
- INTRMT STREAMS
- WATERBODIES



IMPLEMENTATION

11

Many of the recommendations in the Plan of Conservation and Development can be implemented by the Planning & Zoning Commission through zoning amendments, application reviews, and other means. The Commission has the primary responsibility of implementing the Plan's recommendations.

Other recommendations require the cooperation of, and actions by, other local boards and commissions such as the Board of Selectmen, Board of Finance, and similar agencies. However, if the Plan is to be successfully realized, it must serve as a guide to all residents, applicants, agencies, and individuals interested in the orderly growth of Burlington.

SCHEDULE

Implementation of the Plan is a gradual and continual process. While some recommendations can be carried out in a relatively short period of time, others may only be realized towards the end of the planning period, and some may be even more long-term in nature (beyond the end of the planning period).

Further, since some recommendations may involve additional study or a commitment of fiscal resources, their implementation may take place over several years or occur in stages.

TOOLS

There are several tools that are available to implement the Plan's recommendations. These tools can influence the pattern, character, and timing of future development in Burlington - either public or private - so that it is consistent with and promotes the goals, objectives, policies, and recommendations of the Plan of Conservation and Development.

The tools available to the Commission include:

- the Plan of Conservation and Development,
- Zoning and Subdivision Regulations,
- Capital Improvements Program, and
- Referral of Municipal Improvements.

Plan of Conservation & Development

Using the Plan of Conservation & Development as a basis for land use decisions by the Planning & Zoning Commission will help accomplish the goals and objectives of the Plan.

All land use proposals should be measured and evaluated in terms of the Plan and its various elements.

We must strive to implement the recommendations of the Plan...

Plan Goal

Zoning and Subdivision Regulations

The Zoning and the Subdivision Regulations provide specific criteria for land development at the time of applications. As a result, these regulations are important tools to implement the recommendations of the Plan. However, this is only true if the regulations reflect the recommendations of the Plan.

In the near future, the Planning & Zoning Commission should undertake a comprehensive review of the zoning regulations, zoning map, and subdivision regulations and make whatever revisions are necessary to:

- make the regulations more user-friendly,
- implement Plan recommendations, and
- promote consistency between the Plan and the regulations.

Capital Budget

The Capital Budget (or Capital Improvement Program) is a tool for planning major capital expenditures of a municipality so that local needs can be identified and prioritized within local fiscal constraints that may exist.

The Plan contains several proposals (land acquisition, street improvements, community facility development, for example) whose implementation may require the expenditure of town funds. The Plan recommends that these (and other) items be included in the town's Capital Improvements Program and that funding for them be included as part of the Capital Budget as the highest priority items are identified.

Referral of Municipal Improvements

Section 8-24 of the Connecticut General Statutes requires that municipal improvements (defined in the statute) be referred to the Planning & Zoning Commission for a report before any local action is taken. A proposal disapproved by the Commission (presumably since it does not conform to the Plan of Conservation and Development among other considerations) can only be implemented after a two-thirds vote.

All local boards and agencies should be notified of Section 8-24 and its mandatory nature so that proposals can be considered and prepared in compliance with its requirements.

SUMMARY

These methods represent the main tools for implementing the recommendations of the Plan of Conservation and Development. If utilized, they can be very effective in implementing the recommendations of the Plan.

CONCLUSION

12

As indicated in the Introduction, the Plan of Conservation & Development is a statement of a future vision for Burlington and strategies to attain that vision.

In preparing the Plan, the Planning & Zoning Commission:

- reviewed and discussed information about Burlington,
- undertook a survey and public meetings,
- developed goals and objectives for Burlington, and
- recommended a number of directions and strategies to consider and implement during the planning period.

During this process, a vision for Burlington's future was established.

By establishing and communicating this future vision for Burlington, an important first step is made towards attaining that vision. As the Cat indicated to Alice in Lewis Carroll's Alice in Wonderland -- it doesn't much matter which way you go if you don't know, or care, where you want to get to.

The second step of realizing the vision comes from preparing recommendations which establish an action program. In essence, the destination has been established and the means of reaching that destination are now known.

The final step in attaining the vision is the implementation of the Plan of Conservation & Development. While that task rests with all residents of Burlington, it is also coordinated by the Planning & Zoning Commission and other Town agencies.

While situations and conditions will undoubtedly change during the planning period, the Plan establishes a beacon for all Burlington residents to work towards. In addition, it provides flexibility in exactly how to attain that vision.

The adopted goals, objectives, and policies of the Plan of Conservation & Development are truly a guide to realizing the future vision of Burlington. Through the implementation of these guidelines, it is hoped that Burlington's vision of the future will come to be.

By preparing this Plan of Conservation & Development, the process of attaining that vision has already begun.