A PLANNING PROGRAM
FOR THE TOWNS OF THE
BRIDGEPORT, CONNECTICUT, REGION

Submitted by

Douglas S. Powell, B.E., Yale Univ., 1947

225 Golden Hill Street
Bridgeport, Connecticut

May 1950

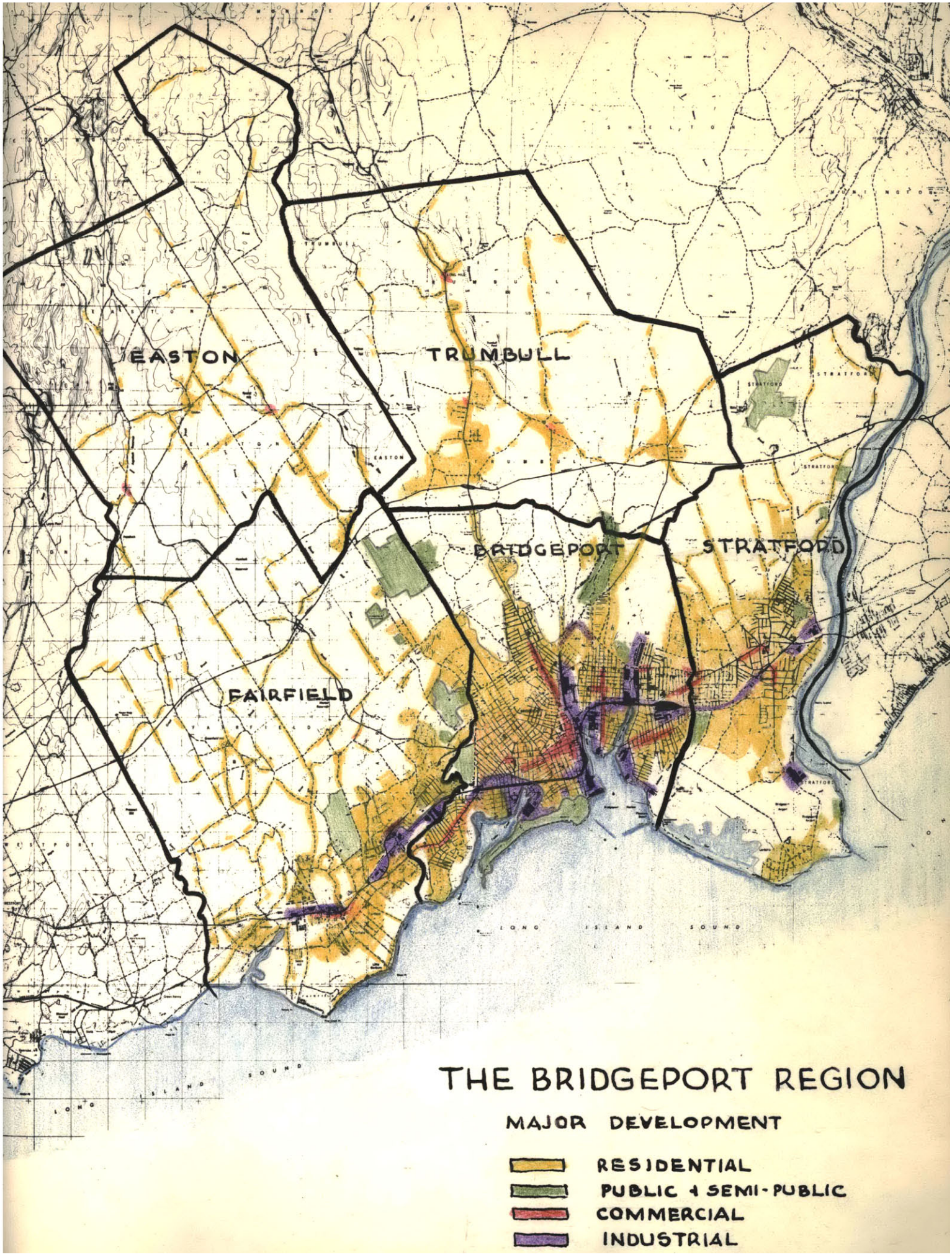
Professor Frederick J. Adams, Chairman
Department of City and Regional Planning
Massachusetts Institute of Technology
Cambridge, Massachusetts.

Dear Professor Adams:

I would like to submit this thesis entitled "A Planning Program for the Towns of the Bridgeport, Connecticut, Region" in partial fulfillment of the requirements for the degree of Master in City Planning.

Sincerely,

DOUGLAS S. POWELL


EASTON
TRUMBULL
BRIDGEPORT
STRATFORD
FAIRFIELD
LONG ISLAND SOUND
THE BRIDGEPORT REGION
MAJOR DEVELOPMENT
RESIDENTIAL
PUBLIC & SEMI-PUBLIC
COMMERCIAL
INDUSTRIAL

"If we could first know where we are, and whither we are tending, we could better judge what to do, and how to do it."

ABRAHAM LINCOLN

I am grateful to the many officials in the towns of the Bridgeport region and in the State government who so freely gave their time to provide the information and helpful suggestions that form the basis of this study. It would be difficult to list all who were helpful, but I would particularly like to mention the following: In Easton, Mr. Willard S. Gillette, Town Clerk, Mr. David W. Taylor, Chairman of the Easton Planning and Zoning Commission, Mr. Frank W. Knight, Superintendent of Rural Education; in Trumbull, Mr. William S. Bailey, First Selectman, Mr. Robert W. Dresser, member of the Town Planning Commission, in Stratford, Mr. Harry B. Flood, Town Manager, Mr. A. Bruce Schow, Secretary of the Stratford Planning and Zoning Commission, Dr. Charles E. Chaffee, Superintendent of Schools, and Mr. Richard E. Blake, Supervisor of Public Works; Mr. Frederick Stone of the Connecticut State Employment Service Office in Bridgeport; Mr. Elmer Coburn, and Mr. Frank Batstone of the Connecticut State Development Commission. Finally I wish to express my appreciation to Professor Roland Greeley who served as thesis advisor, and the other members of the faculty who guided me in this effort.

C O N T E N T S

LIST OF TABLES

INTRODUCTION

Society strives for order and system. But in looking about our cities and towns, however, we often find a sad and dismaying lack of order.

The factory worker turns from his place at an ingeniously designed milling machine only to find a great lack of order in the irritations of traffic as he tries to get home, in gray and dilapidated slums that he passes on his way (or lives in), or in the streets his young son and his chums play in, rather than playgrounds. Perhaps he silently wonders, as do most of us, how it is possible to produce so complex and successful an object as his machine, and not produce, through the same application of ingenuity and design, an ordered efficient community in which to live.

Perhaps the secret of this puzzling gap lies in organization. The milling machine is the product of an infinitely more complex organization than the machine itself -- of designing engineers with long years of training and experience behind them; of production managers who have perfected over a long period more and more efficient manufacturing procedures; of men to order basic materials at the right times; and finally of workers whose skills are applied in turning out the finished product.

But when we turn again from the machine to the city, do we find comparable organization established to deal with the growth and change of the city? Only in recent years has any real progress been made toward this end. With the formation of city

or town planning commissions specific responsibility to analyze and seek solutions to the problems of growth and change was delegated. The beginnings of an organization were thus made.

But progress in perfecting the organization has been slow. First of all lay commissioners soon found that they had neither the time nor the skills necessary to tackle the detailed work of laying out programs of study, marshalling the proper facts and figures to analyze, and then painstakingly to work out plans which fitted into the framework of our democracy. Technically trained personnel were needed to provide them with the facts, analysis, and advice upon which their particular skill -- the layman's judgment -- could be played. But competent, well trained personnel were not easy to come by for few people were trained as city planners. And so cities were faced with the problems of a lack of trained personnel. Many cities resorted to consultants only to find that while consultant plans were competent, the work of a planning commission was hardly finished with the completion of the plan and the departure of the consultant. For the plan had to be put into effect, and with the passage of time new problems arose that required new or additional plans, both of which required the work of trained personnel. Dependence on the consultant alone was obviously not the solution. What was necessary was a continuity to the work of planning through a permanent staff. Gradually as more trained city planners became available permanent staffs for city planning commissions became possible. Thus the progress toward an effective organization to deal with the problems of city growth and change made a major step forward.

With a growing number of universities training men and women as city planners, the supply of personnel is today no longer a problem of consequence. The large municipality can afford permanent well staffed planning departments. But what of the small municipality? In spite of problems that are pressing and perplexing, the cost of permanent staffs is too high for them, with the result that the earnest members of the local planning commission are, in essence, called upon by their fellow townsmen to accomplish the impossible -- to turn out plans for which they alone have neither the time nor skills to produce.

The writer had occasion to work among a group of towns in Fairfield County, Connecticut, where such was the case. Most of the towns had planning commissions but except for the few which had engaged technical staffs, their work was restricted to passing on routine or zoning problems, reviewing subdivision plats, and to doing little else. The more important work of making detailed studies that would indicate the trends of present and future growth, and of seeking solutions to the very perplexing problems facing the town in both the present and future, could not be tackled without some technically trained help.

The manner in which some of the commissions attempted to solve this problem is interesting. Fairfield engaged a Connecticut planning consultant to draw up a master plan. Upon completion of the plan the local commission felt the need of a full time planner to continue the work, but its request for such a man was refused by the town Finance Department. Resumption of

the work waits upon the allocation of funds. New Canaan had engaged a Massachusetts consultant for land use studies, preliminary to later planning work. Following completion of his work the town felt that it could solve the need for a permanent planner by combining his function with that of a town engineer. The town advertised for a man to do both jobs, but failed to secure one. Consequently, their planning program stopped until the time when they can re-engage a consultant to continue studies. The Stratford Commission, which admittedly was spending more time on zoning than planning, had the help of the town building inspector, who was charged with working with them in addition to his other duties. However, his work as Secretary to the Commission took up so much time in clerical details that he had virtually no time to put in on technical studies and plans.

It was apparent that some means or organization by which these towns could obtain the continuous services of technically competent personnel at a price which they could afford was necessary if planning was to serve its proper function.

This study directs itself to these two problems:

1. to devise a method of enabling the small municipality with limited funds to obtain both trained permanent personnel, and the important element of continuity for its planning program;
2. to devise an effective permanent framework to deal with problems common to several municipalities, the solution of which requires coordinated action.

It studies them as they occur in a group of municipalities in southeastern Connecticut.

The municipalities are the City of Bridgeport, and the towns of Fairfield, Easton, Stratford and Trumbull. The grouping is suggested in a study delimiting natural planning regions in Connecticut by C. Gregory Bassett. The work was submitted to the Connecticut Development Commission and to the Massachusetts Institute of Technology as a thesis. Mr. Bassett had included the Town of Monroe in his Bridgeport Region, and while the present writer concurs that it logically fits into such a grouping, he has omitted the town in this study.

The procedure of this report is

1. to describe the Region, its population and economy,
2. to define the problems common to all the municipalities of the Region,
3. to define the purely local problems,
4. to define the functions and framework of an organization that can provide the trained personnel who can carry out the technical studies which will enable the local planning commissions to plan solutions for these two groups of problems,
5. to devise an equitable method of financing such an organization.

CLEARTYPE

Trade Mark Registered

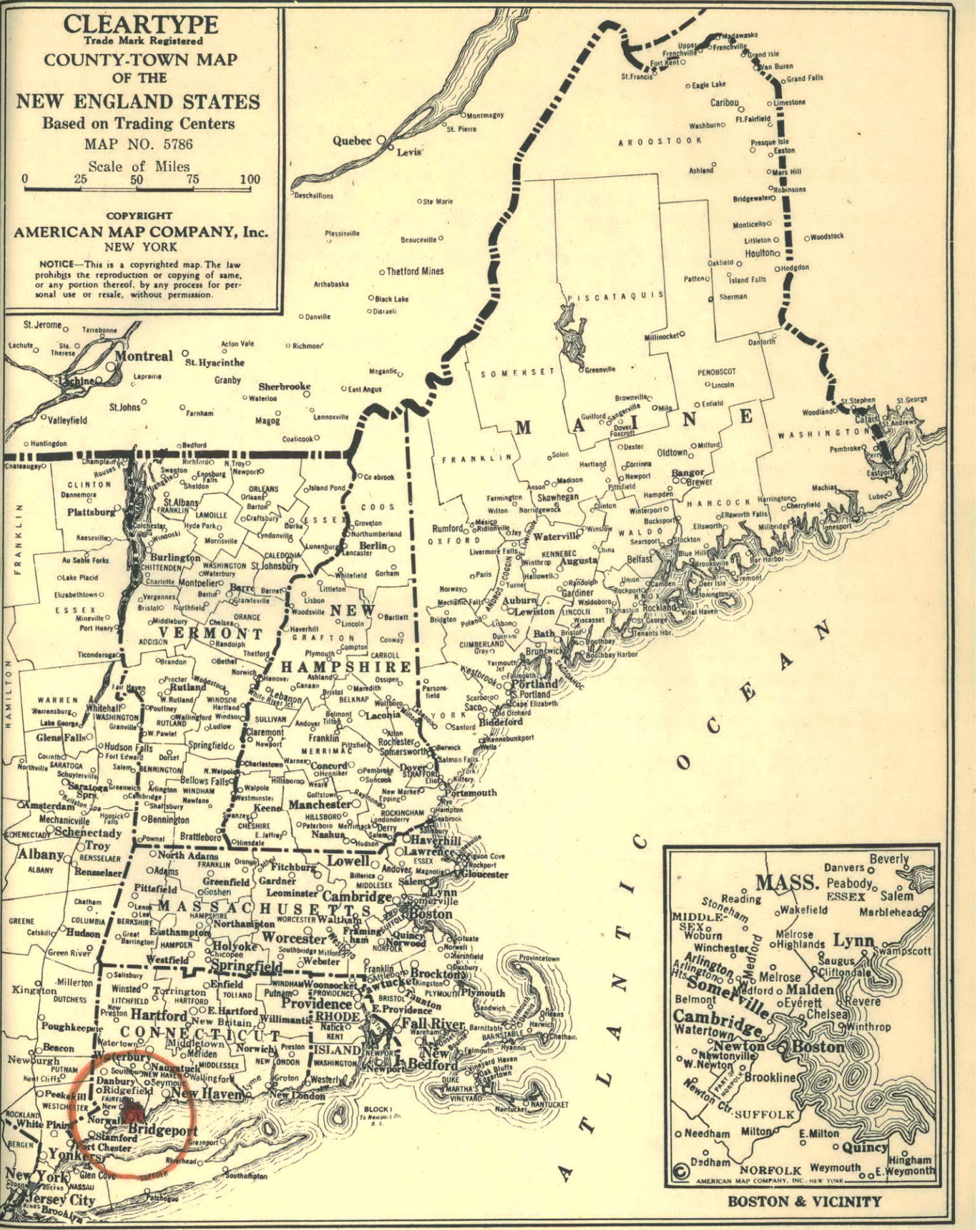
COUNTY-TOWN MAP OF THE NEW ENGLAND STATES

Based on Trading Centers

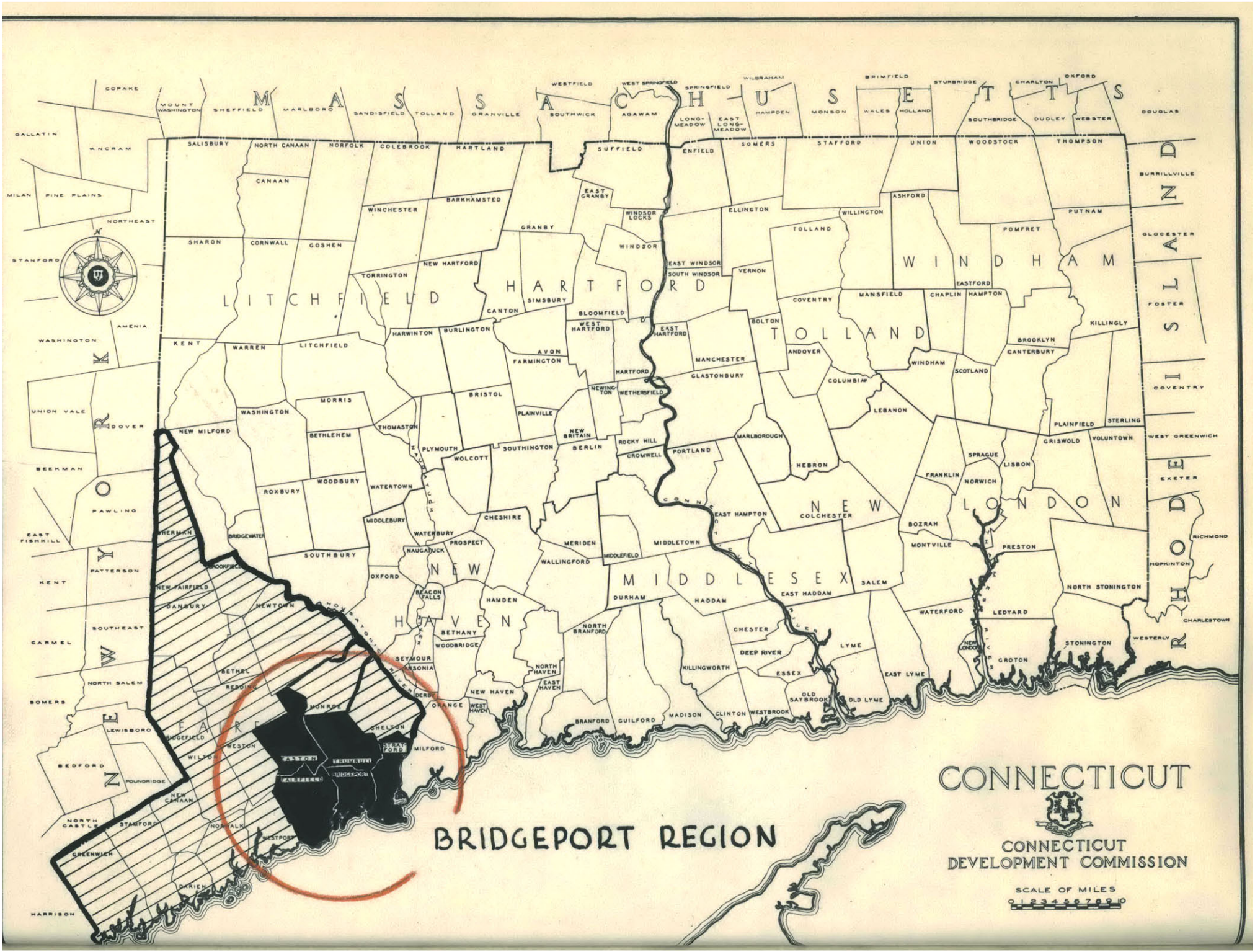
MAP NO. 5786

Scale of Miles

0 25 50 75 100



BOSTON & VICINITY


MASSACHUSETTS
RHODE ISLAND
LITCHFIELD
HARTFORD
WINDHAM
TOLLAND
NEW LONDON
NEW HAVEN
MIDDLESEX
FAIRFIELD
BRIDGEPORT REGION
CONNECTICUT
CONNECTICUT DEVELOPMENT COMMISSION
SCALE OF MILES
0 1 2 3 4 5 6 7 8 9 10

THE BRIDGEPORT REGION

The Bridgeport Region is a group of six towns in the southeastern section of Fairfield County, Connecticut. The towns lie at the edge of the New York City Region, and although some local residents commute there to earn their livelihood, the economy of the Bridgeport Region is almost entirely independent of the New York area.

The heart of the Region is the City of Bridgeport, a manufacturing center of national importance, a retail, wholesale, and service center whose market is the southwestern section of Connecticut, and the county seat of Fairfield County. Bridgeport's deep channel harbor also serves as an official port of entry to the United States. The towns of Fairfield and Stratford, flanking Bridgeport on the west and east respectively, are both industrial and residential suburbs. Easton and Trumbull to the north are still rural but are rapidly becoming suburban in character.

Historically the area is an old one, some of its development dating back to pre-revolutionary times. Curiously enough, the outer towns were the first to be established. It wasn't until after 1800 that Bridgeport was settled as a town, and not until 1836 that it was chartered as a city. Since that time the combination of its harbor and rail facilities have spurred its growth as a major manufacturing and trading center. As the following figures show, it was the leading manufacturing area in Connecticut in 1939:*

*United States Census Bureau: Census of Manufacturers 1939.

	Wage Earners	Value Added by Manufacture
Bridgeport	29,419	$85,862,219
Hartford	21,180	$65,163,252
New Haven	20,523	$58,100,218

The present physical development of the Region is shown on the frontispiece map. The industries, upon which the economy of the Region is largely based, are closely concentrated in Bridgeport near the harbor and its river inlets. From there they stretch east and west along the tracks of the New York, New Haven and Hartford Railroad into Stratford and Fairfield. The central Regional shopping district lies just west of the harbor along Bridgeport's Main Street. Radiating out from this center is a belt of dense housing, most of it in two to four family structures. In Stratford and Fairfield, the belt of concentrated housing ranges north and south of the railroad. These are mostly one family structures with a sprinkling of two family units. Inland toward Easton and Trumbull, the housing is exclusively of a one family character in an open, semi-rural setting.

The bulk of the business uses are in Bridgeport reflecting the fact that most of the shopping and business of the Region is carried on in that central city. Up to now the suburban towns have had little more than a minimum of local retail stores which have served mainly neighborhood needs. Similarly the bulk of the Region's indoor public recreation facilities.. bowling alleys, theaters, the YMCA and YWCA are located in Bridgeport.

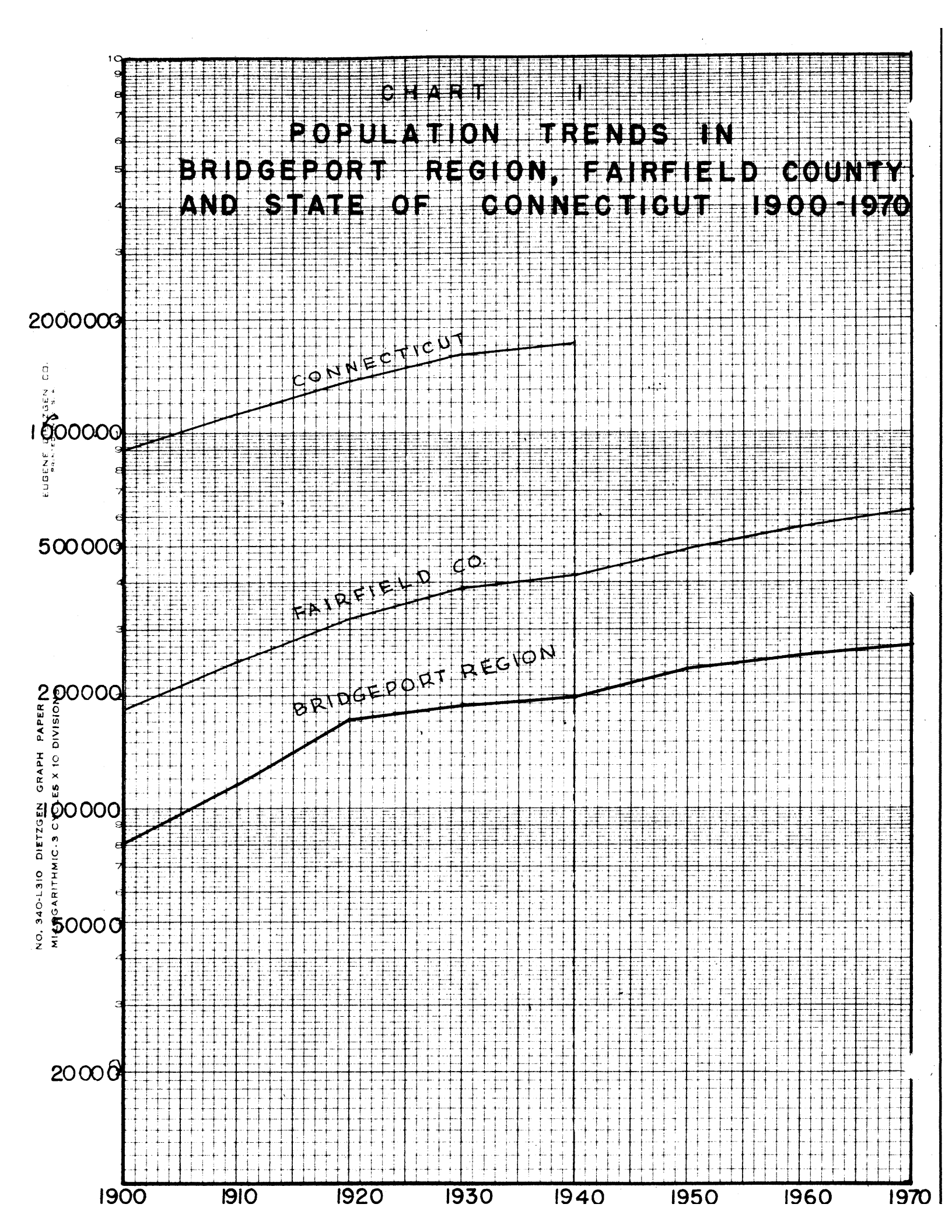


CHART II
POPULATION TRENDS IN
BRIDGEPORT REGION, FAIRFIELD COUNTY
AND STATE OF CONNECTICUT 1900-1970
2000000
1000000
500000
200000
100000
50000
20000
CONNECTICUT
FAIRFIELD CO.
BRIDGEPORT REGION
1900
1910
1920
1930
1940
1950
1960
1970
NO. 340-L310 DIETZGEN GRAPH PAPER
MI SEMILOGARITHMIC-3 CYCLES X 10 DIVISIONS

POPULATION OF THE REGION AND ITS TOWNS, 1900-1950

The trend of population growth in the Region along with the comparative trends for Fairfield County, and the State are shown graphically in Chart 1, on page 3a, and statistically in Table 1 on page 4. Between 1900 and 1920 the rate of growth was extremely rapid, more rapid in fact than in the County or State. This was a period covering the tail end of the heavy in-migration from Europe which swelled the populations of the east coast cities with stocks of hardy Polish, Italian, Irish, Czech, and Hungarian immigrants. It also covered the period of the first world war when Bridgeport's industry boomed under the pressure for munitions and machinery.

Following 1920, the Regional population growth slowed abruptly compared to the County and State trends, as the Region adjusted itself to the results of a post war industrial collapse. This occurred when the demand for munitions which were then the area's chief products was reduced to peace-time needs and thousands of workers were released from their jobs. Recovery was slow as vacated munitions plants were gradually taken over by new industries moving into the Region. Between 1930 and 1940, all areas, the Region, County and State, were growing slowly, reflecting the general economic depression prevailing over the entire nation. By 1940 the population of the Region was 197,392 persons.

The 1940 Regional population was distributed among the six municipalities as follows:

Bridgeport	147,121
Easton	1,262
Fairfield	21,135
Stratford	22,580
Trumbull	5,294

TABLE I

POPULATION TRENDS IN THE BRIDGEPORT REGION, FAIRFIELD COUNTY, AND STATE OF CONNECTICUT. 1900 - 1970

	1900	1910	1920	1930	1940	1950	1960	1970
State	908,420	1,114,756	1,380,631	1,606,903	1,709,242			
Fairfield County	184,203	245,322	320,936	386,702	418,384	490,000*	560,000*	620,000*
Bridgeport Region	81,689	116,594	170,991	187,783	197,392	233,400**	255,000**	270,000**
Bridgeport	70,996	102,054	143,555	146,716	147,121	160,000**	161,400**	159,500**
Easton	960	1,052	1,017	1,013	1,262	2,200**	4,400**	6,500**
Fairfield	4,489	6,134	11,475	17,218	21,135	30,000**	38,000**	44,500**
Stratford	3,657	5,712	12,347	19,212	22,580	32,000**	40,000**	46,000**
Trumbull	1,587	1,642	2,597	3,624	5,294	8,200**	10,700**	13,500**

* Estimates by Regional Plan Association of New York.

** Estimates by D.S. Powell

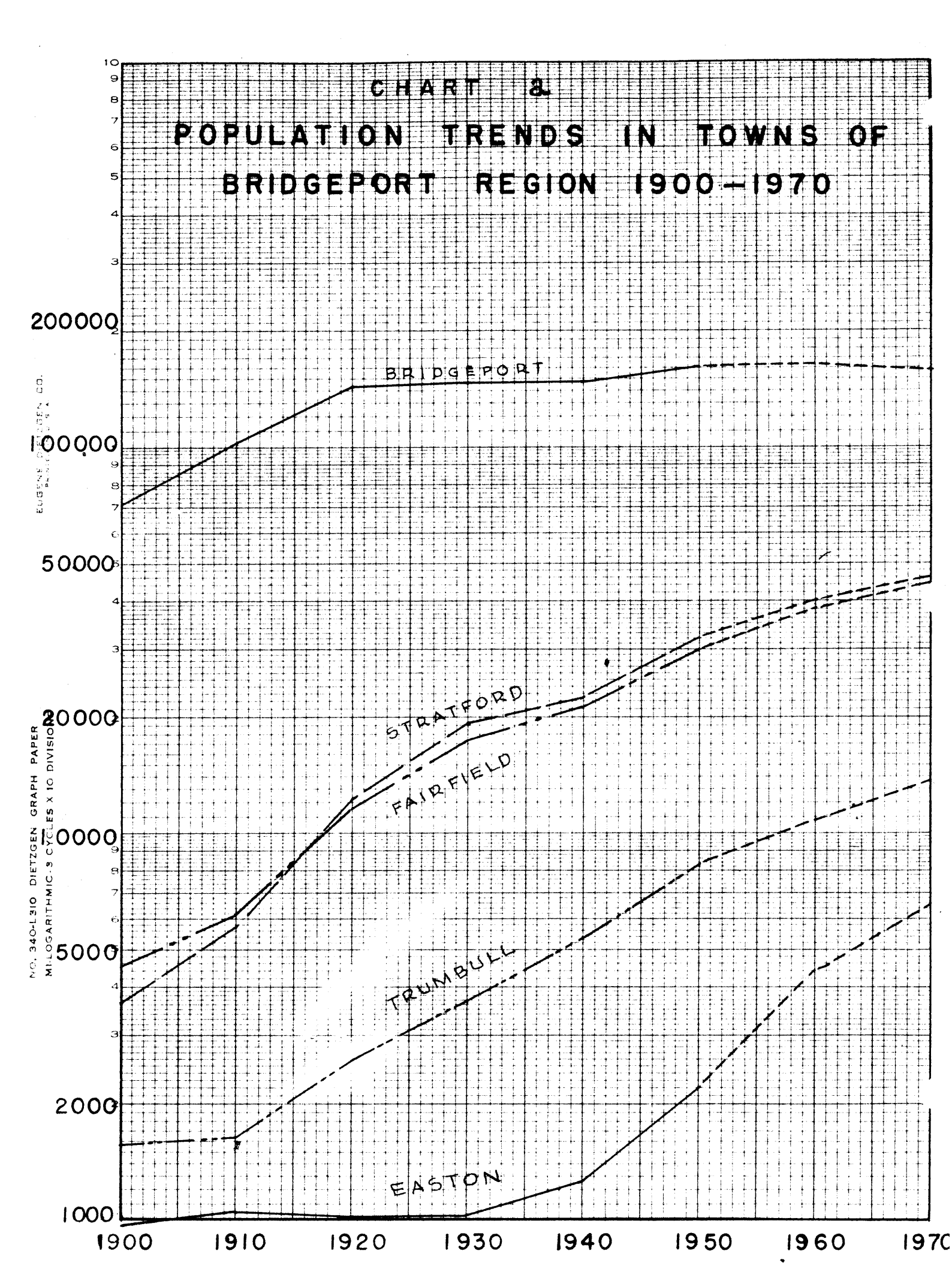


CHART 2
POPULATION TRENDS IN TOWNS OF BRIDGEPORT REGION 1900–1970
BRIDGEPORT
STRATFORD
FAIRFIELD
TRUMBULL
EASTON
200000
100000
50000
20000
10000
5000
2000
1000
1900
1910
1920
1930
1940
1950
1960
1970
NO. 340-L310 DIETZGEN GRAPH PAPER
MI-LOGARITHMIC-3 CYCLES X 10 DIVISIONS

The growth of population in the six towns from 1900 to 1940 is shown in Chart 2 on page 5a, and in Table 1 on page 4. The trends clearly illustrate the manner in which the Region developed. During the initial decade population was growing principally at the center and in the southern section i.e. in Bridgeport, Stratford and Fairfield. Trumbull and Easton showed very little change. During the next decade, rapid development spread into Trumbull; Stratford and Fairfield were growing at even faster rates than they had in the previous ten year period; and the rate of growth in Bridgeport had slowed down somewhat. Easton still showed little change. Between 1920 and 1930, virtually all regional development took place in the towns circling Bridgeport -- the central city registering only a slight increase in population. This continued during the following decade, during which rapid suburban development finally spread into Easton.

Estimates of the 1950 Regional population and its distribution among the six municipalities are as follows:

Bridgeport	160,000
Easton	2,200
Fairfield	30,000
Stratford	32,000
Trumbull	8,200
Regional total	233,400

These estimates were prepared from data on new dwelling units for which building permits were issued by the six municipal building departments between 1940 and 1948. This number added

to the number of dwelling units which were vacant in each town in 1940 result in the total number of dwelling units which were occupied by new families moving into the Region since the previous census. This is true since all dwelling units were pressed into use due to the housing shortage. The number of new families multiplied by the average family size in 1940 results in the 1948 population in each town. This data is shown in Table 2 on page 7.

Because of the serious amount of unemployment prevailing in the Region at present, it is proper to assume that no net in-migration of families will occur between 1948 and 1950, but instead a moderate out-migration will cause the population to drop slightly. The 4.6% factor to account for this decline due to out-migration as shown in Table 2 is based on:

1. a drop in the number of industrial workers in the area from a total of 65,490 at present (Dec. 1948) to an average of 57,500 by 1950.*

2. a drop in the ratio of industrial workers to the total Regional population to that which prevailed in 1940.

*Estimate made by Bridgeport Office, State of Connecticut Employment Service.

TABLE 2

POPULATION GROWTH IN THE TOWNS OF THE BRIDGEPORT REGION
1940-1950

	Bridgeport	Easton	Fairfield	Stratford	Trumbull
Units Vacant, for sale or rent in 1940	854	23	627	293	42
Building Permits Issued for new Dwelling Units					
1940-41	776		356	349	159
1941-42	1965		718	746	135
1942-43	793		152	724	43
1943-44	310	250*	173	125	1
1944-45	40		6	19	8
1945-46	96		65	61	89
1946-47	216		298	269	166
1947-48	365		530	384	223
Total additional Dwelling Units available for occupancy 1940-48	5415	273	2925	2970	866
Average family size	3.74	3.74	3.74	3.74	3.74
Additional population 1940-48	20,200	1,020	10,930	11,100	3,240
1940 population	147,121	1,262	21,135	22,580	5,294
1948 population	167,321	2,282	32,065	33,680	8,534
Factor for employment decline	4.6%	4.6%	4.6%	4.6%	4.6%
1950 population	160,000	2,200	30,000	32,000	8,200

*Assumed

BASIC ECONOMY OF THE REGION

The Bridgeport area is, first, a major manufacturing center, second, a retail and wholesale trading area and, third, a service center. These are its principal economic functions and it is through these functions that the Bridgeport region ultimately earns its support.

Table 2 shows that 65,490 persons, or 56% of the non-agricultural employment in the Bridgeport Labor Area* were manufacturing employees in December 1948. According to Weimer & Hoyt** the economic base of the region would be regarded as resting squarely and completely on manufacturing. Actually, this overlooks certain factors in the case of the Bridgeport region.

Although assuredly of minor importance in drawing income into the region in comparison to manufacturing, retail and wholesale trade and the professional and other services do contribute to the basic support of the region. A probable of the 18,580 retail and wholesale workers can be assumed to be basic workers. This is based on the fact that the population of Bridgeport, Fairfield, Easton, Trumbull and Stratford accounts for percent of the thousand retail customers trading in the local establishments. This leaves % coming from other towns in Southeastern Connecticut, who bring outside income into the region.

*The Bridgeport Labor Area includes the towns of Milford and Monroe in addition to the five towns of the Bridgeport Region.

**Weimer, Arthur M. & Homer Hoyt: Principles of Urban Real Estate, Pp. 38-55.

TABLE 3

Employment in the Bridgeport Labor Area*
December 1948

Manufacturing	65,490	56.0%
Wholesale and Retail trade	18,580	15.9%
Construction	3,760	3.2%
Transportation	2,240	1.9%
Communication and Utilities	2,140	1.8%
Finance, Insurance, etc.	2,130	1.8%
Service	5,440	4.7%
Miscellaneous, including Federal, State, City School, and Railroad employees (estimated)	17,220	14.7%
	117,000	100.0%

*Source: Bridgeport Labor Market Letter-Conn. State Employment Service, Employment Security Division, State Dept. of Labor.

The Bridgeport Labor Area includes the towns of Milford and Monroe in addition to the five towns of the Bridgeport Region

Likewise a probable of the service employment is basic. This is based on the assumption that out-of-region retail shoppers also patronize local service establishments and firms. Further, as the largest city in Fairfield County and as county seat, Bridgeport is the address of a wide range of professional firms of lawyers, architects, engineers, physicians, dentists, etc., many of whose clients come from beyond the regional boundaries. A number of residents in the region are commuters to jobs in New York and they are also basic workers since they bring income into the region. The majority of these live in Fairfield and Bridgeport - few coming from the other three towns either because they have no train service or less favorable schedules.

Basic workers thus fall into four groups -- manufacturing, wholesale and retail trade - professional and other services - and commuter employment. The following figures show the distribution of basic employment in these four groups.

	Number of basic workers	Percent of total
Manufacturing	65,490	
Wholesale & Retail Trade		
Service		
Commuters		
		100.0

Although manufacturing employment dominates the picture, it is nevertheless important to bear in mind that almost 10% of the region's basic employment lies in other fields.

The workers falling within the manufacturing group produce a wide variety of products, ranging from machine tools and

typewriters to helicopters and corsets. As the figures in Table 4 for December 1948 show, electrical equipment and machinery manufacturers are the largest employers. Their products are principally wiring materials and devices, home appliances, machine tools, automatic fabricating machines, motors, and sewing machines. Primary and fabricated metal manufacturers are the next largest employers, producing brass, aluminum, steel and products manufactured from these metals. Transportation equipment production largely falls in these categories: airplanes, helicopters and truck bodies. Apparel production is largely corsets, brassieres and other women's garments. The Remington Arms Company, which accounts for the ordnance production produces firearms and ammunition for military and sports purposes. Other major products manufactured in the Bridgeport area include phonograph records, valves, brake linings, precision instruments and drugs.

TABLE 4

Manufacturing Employment in the Bridgeport Labor Area*
December 1948

Electrical Equipment	13,100
Machinery	11,040
Fabricated Metals	8,630
Primary Metals	7,670
Transportation Equipment	6,160
Apparel	4,390
Ordnance	3,310
Instruments and Clocks	2,270
Stone, Clay and Glass	1,490
Food	1,370
Rubber	1,110
Printing and Publishing	890
Textiles	770
Chemicals	610
Other Manufacturing	2,680
	65,490

*Source: Bridgeport Labor Market Letter, Dec. 1948
Connecticut State Employment Service
Employment Security Division State Department of Labor

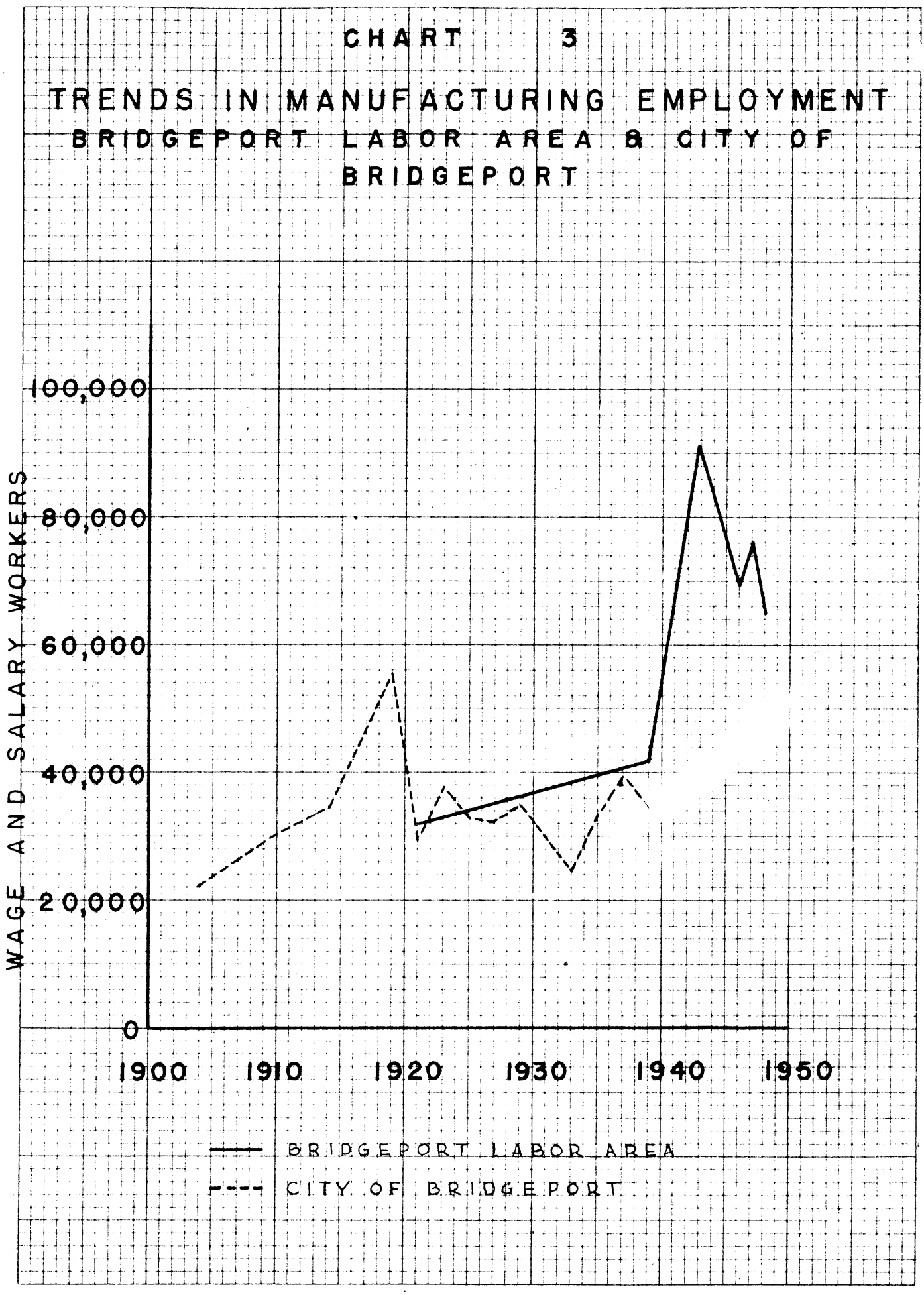


CHART 3
TRENDS IN MANUFACTURING EMPLOYMENT
BRIDGEPORT LABOR AREA & CITY OF BRIDGEPORT
WAGE AND SALARY WORKERS
100,000
80,000
60,000
40,000
20,000
0
1900
1910
1920
1930
1940
1950
BRIDGEPORT LABOR AREA
CITY OF BRIDGEPORT

The Trend of the Regional Economy

The long range trend of the regional economy has been upward as shown in Chart 3 on Page 13a and Table 5, Page 14. Through the years new industries have located in Bridgeport and along the main transportation ways in Fairfield and Stratford, thus swelling the ranks of manufacturing employees. The county population has steadily grown thus adding new customers and therefore new employees to the retail and wholesale establishments in the central business districts. Finally, more New Yorkers have moved out into this part of Fairfield County and joined the commuter ranks.

The Future Trend

One of the major questions in the regional picture is whether the past long-term trend of industrial expansion will continue in the future. This is dependent upon two things: 1) the "attractiveness" of the Bridgeport region to industries looking for new locations, and 2), the availability of sites.

For the most part, the Region stands in a firm position as regards attractiveness, although there are some weaknesses. One of these weaknesses concerns its location with respect to the national sales market. The distance between the center of the national population, now in Indiana, and the Bridgeport area grows constantly greater as that center moves westward. This increasing distance means increasing transportation costs which could be offset if production was located closer to the center of national sales market. It is likely that certain of the large local companies which serve the national market would

TABLE 5

Trends in Manufacturing Employment - Bridgeport Labor Area and City of Bridgeport

Year	Number of Industrial Wage Earners * Bridgeport	Conn.	% of Conn.	Number of Industrial Wage * Earners and Salaried Workers Bridgeport**	Bpt Labor Area
1904	19,492	181,605	10.7	22,200	
1909	25,775	210.792	12.2	29,300	
1914	30,042	226,264	13.4	34,600	
1919	48,933	292,672	16.7	55,600	
1921	25,892	210,990	12.3	29,500	32,000**
1923	33,207	263,232	12.6	37,800	
1925	28,763	242,362	11.9	32,700	
1927	28,415	240,806	11.8	32,400	
1929	30,671	251,861	12.2	34,900	
1931		192,174			
1933	21,334	183,322	11.6	24,200	
1935	29,603	224,086	13.2	33,285	
1937	34,747	262,620	13.2	39,500	
Apr. 1939	29,419	233,525	12.6	34,127	41,500
Oct. 1943					99,700
July 1945					77,000
Apr. 1946					69,300
Oct. 1947					76,140
Dec. 1948					65,490

*Source of these figures: U.S. Census of Manufactures - Bureau of the Census. Figures adjusted to include salaried workers in order to be comparable to Bridgeport Labor Area figures.

**Assumed.

leave the Bridgeport area for more westerly locations if their present plant investments could immediately be written off with little or no loss. It is, of course, obvious that factors of raw materials location, labor supply, and other considerations would enter into such a decision. Nevertheless the Bridgeport area which is today a center serving the national market with machine tools, wiring materials, etc., has this slowly increasing weakness in its economy.

The second weakness is one that will soon be partly improved. Truck transportation into and out of the region suffers considerably by crawling traffic conditions on the overcrowded and out-dated Boston Post Road and on the inflexible major street pattern of the Bridgeport Region. Within the next five to ten years, it is almost certain that the State of Connecticut will have completed its relocation of the Post Road in the Bridgeport area. The new road will be of limited access design running close to the main commercial and industrial centers in order to serve their traffic needs.

Probably the hardest to define but nevertheless important weakness in the Bridgeport area as an industrial location is its age and general physical condition. The modern industrialist in seeking locations for his manufacturing operation is increasingly interested in up-to-date facilities -- roads designed for modern traffic movement, easily accessible transportation terminals that can handle present-day freight loads and finally up-to-date housing and business areas and other general living and playing facilities, all of which

serve the modern needs of the factory, its management, and its employees. The industrial area where these needs are not adequately met or in which the facilities are older and less attractive than in other competing areas will not get its potential share of new industries.

Because these weaknesses are still outweighed by the traditional advantage of the Region's --

1. close proximity to the large eastern market of consumers.
2. excellent water, rail, and air transportation,
3. highly skilled and ample supply of labor,
4. good labor union relations,
5. moderate municipal tax rates,

it may still be considered as "attractive" as an industrial location.

Within the center of the region there are virtually no vacant industrial sites with rail sidings. Most of the existing vacant areas near the rail lines are in Fairfield and Stratford but these are generally swampy or rocky and would be suitable for new large industrial plants only after drainage or leveling.

Inspection of the areas which are not directly served by rail lines but which are near major highways reveals many vacant sites available for new small or moderate sized plants which can economically truck in and out their raw materials and finished products. Most of these sites are again in Fairfield and Stratford.

Probably the greatest boon in making new sites available will be the construction of the Post Road relocation. Present thinking is that the new highway will traverse the Region between the Long Island Sound and the New York, New Haven, and Hartford Railroad tracks and will cross the large area of salt marshes in Stratford which are slowly being filled in. The many acres of land already reclaimed and zoned for heavy industry will then be available as excellent sites for all sizes of plants if, as is likely, the highway passes close by.

In summary thus it appears that there is at present a substantial supply of sites for small and moderate sized plants which can truck their products out, and that it is likely there will be a substantially greater supply opened up when the relocated Boston Post Road is constructed. For these reasons it is felt that the trend of industrial employment in the Bridgeport region will continue to be upward in the future and new plants will continue to come into the area.

FUTURE POPULATION OF THE REGION

A complete survey of the future economic potential of the Region through which the future employment and population might be estimated is beyond the scope of this report. However, a sufficiently accurate indication of the population in 1960 and 1970 is possible through an alternate procedure. The procedure followed has been to make a series of estimates by various methods, to compare the estimates and then on the basis of the comparison to establish final figures.

The methods used are:

1. calculation of the future population by prolonging the trend of new private dwelling units constructed in the six towns during the normal building years of the past decade (1938-1948). The normal building years were taken as 1938-1942 and 1946-1948. This method assumes that the average number of dwelling units constructed per year in the Region in the future will equal the average number constructed per year during the normal years of the previous decade.
2. calculation of the future population by prolonging the past trend of the Regional population as a percentage of the County population. This method assumes that the Regional population will continue to grow at a slower rate than that of the County population. It also assumes that the future trend of the difference in the two growth rates will be similar to the trend in the past.

3. calculation of the future population by assuming that the rate of growth between 1950 and 1960 and between 1960 and 1970 will equal the rates of growth from 1920 to 1930 and from 1930 to 1940 respectively. This assumes that the rate of development in the present post-war years will be similar to the rate of development for the previous post-war years.

Population estimates for the Region for 1950, 1960, and 1970 were obtained from a local utility company and these are also included for comparison.

A resume of the estimates of the future Regional population by the various methods is as follows:

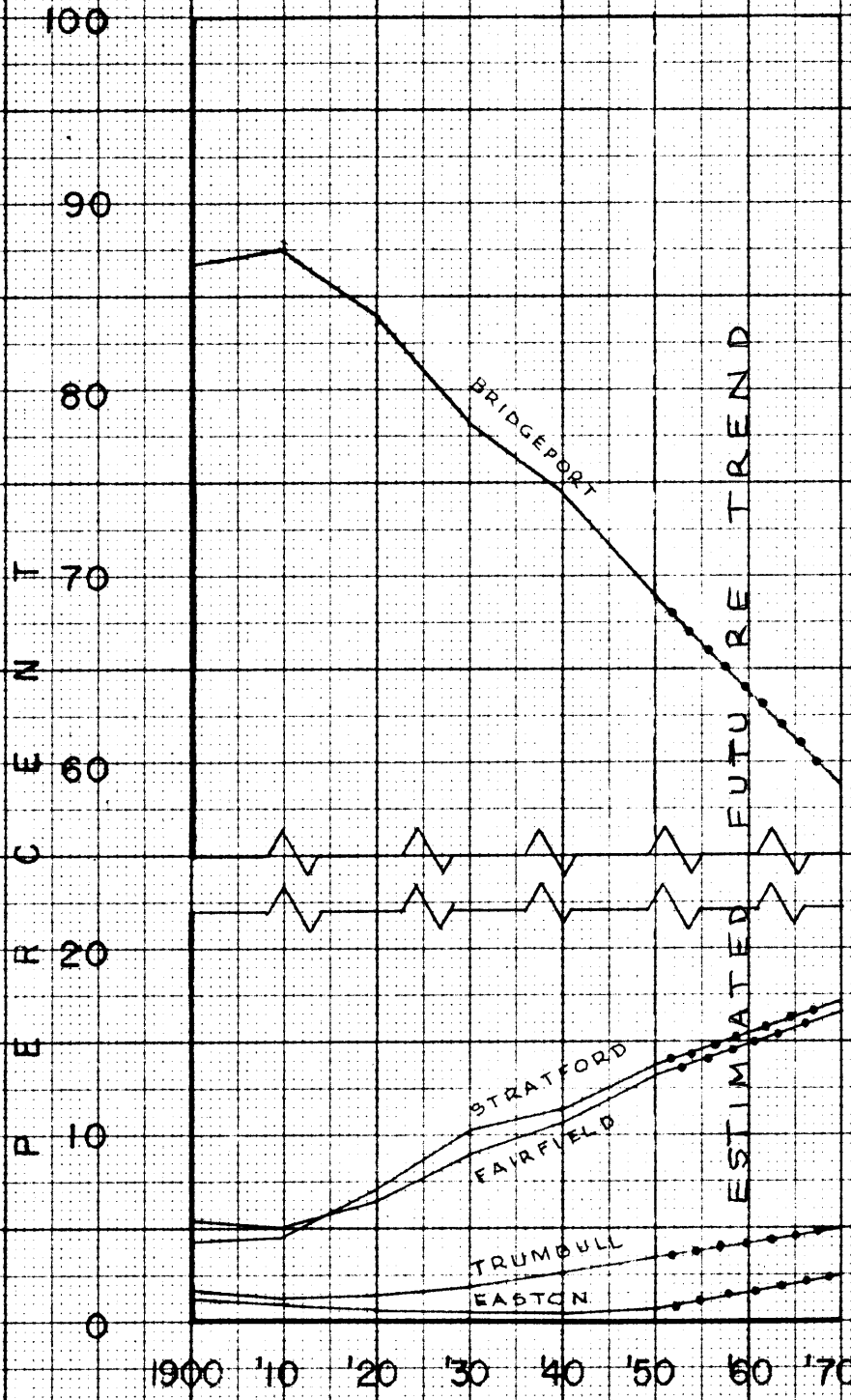
	Method #1	Method #2	Method #3	Utility Company
1950	233,400	233.400	233,400	240,000
1960	277,900	258,000	256,000	262,000
1970	313,900	273,000	269,000	275,000

The writer believes that the lower estimates will be closer to the future conditions and believes that a figure slightly more conservative than either two for 1960 would be justified to account for the effects of the present unemployment problem. A total of 255,000 persons is therefore believed to be a reasonable estimate for the 1960 population for the purposes of this report. This would mean an increase of 21,600 persons over 1950. A slower rate of growth between 1960 and 1970 is indicated by all methods, and the writer believes that a conservative figure of 270,000 to be a reasonable estimate for the 1970 population. This would mean an increase of only 15,000 over 1960.

*For calculations see appendix

CHART 4

TOWN POPULATIONS AS PERCENTAGES OF REGIONAL POPULATION



How the population in the future decades would be distributed among the six municipalities is as follows:

	1960	1970
Bridgeport	161,400	159,500
Easton	4,400	6,500
Fairfield	38,000	44,500
Stratford	40,000	46,000
Trumbull	10,700	13,500

The distribution was determined by extending the percentage trends of the local populations to the total Regional population, as shown on Chart 4 on page 20a and in Table 6 on page 21. The fact that these trends have been remarkably constant over the past forty-years and the fact that all of the towns have large supplies of buildable vacant land make this method a very reliable one in this case.

TABLE 6

Trends of Town Populations as Percentages of Regional Population, 1900-1970

Regional Population		Bridgeport	% of Region	Easton	% of Region	Fairfield	% of Region	Stratford	% of Region	Trumbull	% of Region
1900	81,689	70,996	86.9	960	1.2	4,489	5.5	3,657	4.5	1,587	1.9
1910	116,594	102,054	87.5	1,052	.9	6,134	5.3	5,712	4.9	1,642	1.4
1920	170,991	143,555	84.0	1,017	.6	11,475	6.7	12,347	7.2	2,597	1.5
1930	187,783	146,716	78.1	1,013	.5	17,218	9.2	19,212	10.3	3,624	1.9
1940	197,392	147,121	74.5	1,262	.6	21,135	10.7	22,580	11.5	5,294	2.7
1950	233,400	160,000	68.6	2,200	.9	31,000	13.3	32,000	13.7	8,200	3.5
1960	255,000	161,400	63.6	4,400	1.7	38,000	15.0	40,000	15.6	10,700	4.2
1970	270,000	159,500	59.0	6,500	2.4	44,500	16.5	46,000	17.1	13,500	5.0

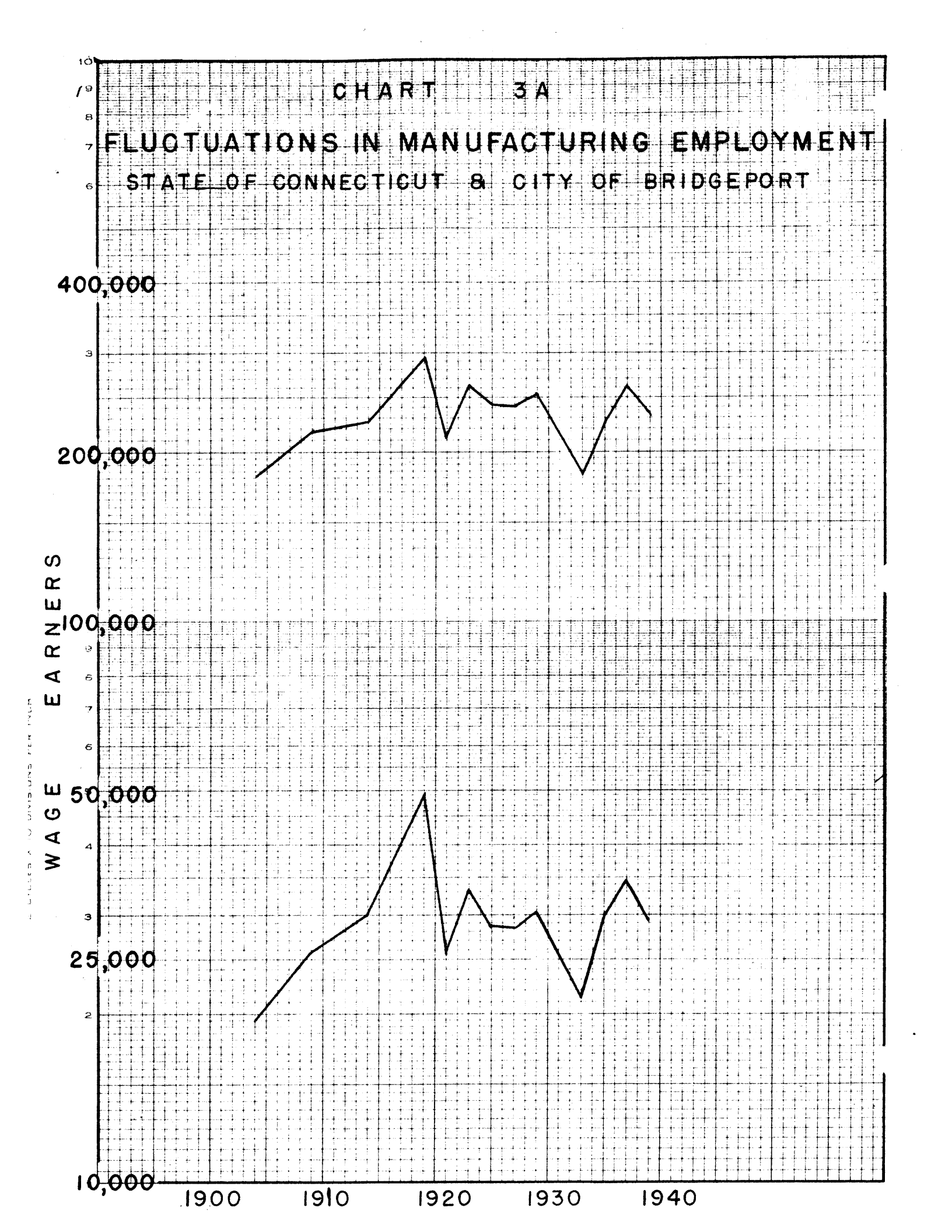


CHART 3A
FLUCTUATIONS IN MANUFACTURING EMPLOYMENT
STATE OF CONNECTICUT & CITY OF BRIDGEPORT
WAGE EARNERS
400,000
200,000
100,000
50,000
25,000
10,000
1900
1910
1920
1930
1940

MAJOR REGIONAL PROBLEMS

Fluctuating Employment

In spite of the long-term upward trend of industrial employment in the past, there were very severe fluctuations. This problem of sharply varying levels of employment is the most disquieting element in the regional economy, causing hardship in thousands of families, plunging retail business into serious slumps, and dislocating the various municipal budgets as funds are drained from needed projects to fill new demands on welfare departments.

As this is written, the regional economy is undergoing one of these sharp fluctuations. In October 1947 employment stood at 76,140. Since then it has steadily declined and in December 1948 stands at 65,490. The Bridgeport area has been classified as one of the thirty-five critical unemployment areas in the nation toward which government spending is directed in an attempt to relieve the problem. The City of Bridgeport has been forced to expand its public welfare expenditures and the town of Stratford feels the pinch badly enough to very carefully scrutinize all municipal expenditures so as to give reasonable leeway for the expected heavier demands on the local welfare rolls.

Although the local pattern of employment variation resembles in a general way the state and national patterns, the factor that sets the Bridgeport Region apart is the severity of its swings from high levels of employment to low levels. When the number of jobs is decreasing, the

decrease is at a faster rate and to a greater extent in the Bridgeport Region than in the State or Nation.

The explanation for this lies in the fact that its economy is almost completely industrial and, more specifically, in the character of its manufactured products which are predominantly of a durable nature. The demand for these products is very flexible and, therefore, any depression or slackening of trade affects the industries producing them very rapidly. In such a slackening, industrial and commercial expansion stops, replacements of heavy equipment are put off, and the demand for products of durable goods industries drops sharply, resulting in similar drops in employment. This is in contrast to industrial employment in non-durable goods industries, such as the clothing, food, or printing and publishing industries, where the perishable nature of the products results in a more constant demand.

The problem is a serious one, blighting as it does the lives of thousands of local families with an economic disease that slowly transmits itself to the physical structure of the regional community as needed improvements are postponed by both home-owner and municipal government resulting in declining neighborhoods and declining values. It is a problem that begs the most serious attention of both local governmental and private agencies.

What is needed to attack this Problem.

There are two avenues open in attacking this ailment of the Regional economy. One is to treat only the symptoms.

This has been the procedure in the past and is being followed now. It consists essentially of giving money to the family of the unemployed worker to tide it over until local employment picks up and the worker is back on the job, or else until the family moves out of the region. The system is expensive, but it keeps the family together with just enough money to get along. Indirectly, it keeps local retail business going through the money with which the unemployed family can continue to buy its most needed goods.

The second method is to treat not only the symptoms but the cause. The cause, as has been noted, lies in the predominance of durable goods production with its very flexible demand. It would not be desirable to attempt rid the Region of durable goods producers. They are the backbone of its industries. But it is desirable to decrease the percentage which their employees are to the total basic employment, thus minimizing the effect of the economic swings. This result can be achieved if future employment expansion falls largely to non-durable goods manufacturing, retail and wholesale trade, professional and other services, and commuters. As has been stated there are no indications that the Regional economy will not continue to expand over the long term. Detailed study is required, however, to answer such a question as this:

Will it be possible to encourage most of the future employment to occur within the groups mentioned above?

This in turn requires answers to such questions as these:

1. What is the Bridgeport Region's future potential as a non-durable goods manufacturing center? If it is becoming a potentially better area for such manufacturing, to what particular non-durable producers is it becoming most appealing and what particular producers will benefit the Region most as far as wage rates etc. are concerned? Does the Region now have the physical features such as the particular kinds of industrial sites required by such manufacturers to accommodate the potential future demand? If not what could or should be done to make such physical features available? How many additional workers might be employed as a result of improvements?
2. What is the Region's future potential as a retail and wholesale center? Does the Region now attract the maximum proportion of the Fairfield County and New Haven County shoppers possible? Or is there a sizeable segment of the populations of these counties which does not now shop in the Bridgeport Region but which could be attracted if difficulties of access to the business district, difficulties of parking, or too restricted a range of merchandise etc., were improved? Can a larger proportion of the populations of these counties be tapped as potential shoppers in the future? If so, what physical improvements would be required to tap this larger proportion? Where should these improvements go? How many additional workers might be employed?

3. What is the Region's present and future potential as a center for professional and other services? It would appear that its potential had been increasing over the past few decades. Witness the three new schools -- Fairfield University, Fairfield Preparatory School and Bridgeport University -- all providing many new jobs. Is the Region currently exploiting its full potential in these groups? What can it do to exploit the full future potential? How many additional workers might be employed as a result of action?

Traffic and Parking Problem.

Like almost all metropolitan areas, the Bridgeport Region has its traffic and transportation problem. Essentially the local movement pattern consists of:

1. a daily ebb and flow of commuters traveling from homes in the residential areas in the middle and northern sections of the region to jobs at factories lying in the elongated belt of plants that stretch out along the railroad and U.S. Route 1 in the southern parts of the region;
2. a similar ebb and flow of commuters who travel from the same residential areas but who converge on the region's business hub in Bridgeport where they work at retail, professional and other commercial and government jobs;
3. the daily converging flow of persons both from within and outside of the region seeking goods and services, including amusement, at the hub;


MERRITT PARKWAY
ROUTE 1A
ROUTE 1
ROUTE 1
ROUTE 1A
MAIN ST.
MAIN ST.
WHITE PLAINS ROAD
PARK AV.
SPORT HILL ROAD
BLACK ROCK TURNPIKE
LONG ISLAND SOUND
MAJOR REGIONAL HIGHWAYS
EAST-WEST ROADS
NORTH-SOUTH + RADIAL ROADS
PROPOSED POST ROAD RELOCATION
CENTRAL BUSINESS DISTRICT
INDUSTRIAL AREAS

4. the daily radiating flow of trucks and business vehicles delivering goods and services to the residential areas, the industrial and commercial areas;
5. the continuous flow of traffic from New York through the region toward New Haven and other New England cities.

The total amount of through traffic is greater than normal since the Bridgeport Area lies at the gateway to New England and cirtually all trucking from the New York City area to the major Massachusetts, Connecticut and Rhode Island cities must pass through Bridgeport along Route 1. In this regard the lower part of Fairfield County has been dubbed the corridor to New England.

Basically then, the patterns of flow group themselves as follows:

(a) traffic from all directions except south converging toward the center,

(b) traffic flowing laterally from east to west and west to east (thru traffic),

(c) traffic flowing in a combination of north, south and lateral movement (traffic to industries).

For the most part the existing highway pattern provides for these major movements. East and west flows use Route 1 which passes smack-dab through the central business district in Bridgeport, and Route 1A which bisects the residential areas about a mile north. For practical purposes these are the only direct east-west routes in the Region. North-south flows use Bridgeport's Main Street, which runs north to Trumbull, Park Avenue, which forms the part of the boundary between Fairfield and Bridgeport, East Main Street, which also runs north to

Trumbull, Stratfield Road to Easton, and Main Street in Stratford. Radial movements on northeast, northwest or north directions are least served. This is particularly true as one gets closer to the central business district where traffic is restricted to either north-south or east-west flow.

Almost the entire existing major highway system is congested, the congestion becoming more critical as one proceeds toward the center. The congestion is not, however, limited to the center, but extends well into Fairfield and Stratford, and up toward Easton and Trumbull. The most heavily congested are the east-west routes, but it is probable that the north-south roads are operating beyond their design capacities, since many time wasting delays occur on them, particularly at the hours of going to and from work.

The most critical aspect of the traffic problem occurs in downtown Bridgeport where irritation, delay and confusion are present throughout the day rather than being confined to the peak hours of traffic flow. This problem is a result of the very high volumes of traffic which more than exceed the safe and reasonable design capacities of the downtown streets. The high volumes are in turn partly due to the lack of alternate routes for east-west traffic through the region.

This second condition forces a very large number of both in-region and out-of-region vehicles to pass through the heart of the downtown area even though their destinations are beyond the center. Workers living in Stratford, for example, and having jobs in the belt of factories southwest of the center

along the railroad tracks must tangle with Main Street congestion whether they want to or not, if they are to travel between work and home on the most direct route now available. Similarly in the summer, persons living east of the Main Street business area are forced to buck this downtown traffic, whether they want to or not, in order to get from their homes to the popular beach and ball fields at Seaside Park. There are many other examples which could be cited. The Important thing is that this particular traffic should not have to pass smack-dab through the main shopping area, since much of it not only does not want to be there but it adds to the heavy volumes that do want to be there.

Even if this increment of traffic were taken away from the center by the provision of alternate routes, it is believed that the outmoded narrow design of the main streets, such as Fairfield Avenue, Main Street, East Main Street, John Street, Madison Avenue, etc., would still be inadequate to carry the remaining heavy volumes heading for business or shopping reasons for the center.

Finally, as part of the traffic problem, there is the parking problem. The demand for downtown space is extremely heavy, but the supply in the proper locations is similarly low. This is a well recognized fact, but one for which comparatively little has been done. Recent provisions for additional space have been made on the eastern side of the shopping area near the railroad station, and proposals have been made for the construction of a multi-story parking garage just east of Main Street. The concentration of new parking area east of Main Street stands in

contradiction to the recognized trend of business expansion from Main Street toward the west.

The traffic and parking problems are, of course, closely related to the basic economy of the region, as has already been noted in discussing the manufacturing segment of the regional economy. Even more important is the relationship between the traffic and parking problems and retail and wholesale trade and the professional and other services offered in the region. While manufacturing establishments can use both rail and motor vehicle transportation, these businesses depend entirely on busses, trucks and cars as carriers of both their goods and customers. As efficient a highway and parking system as possible is essential to the success of present business, and to the drawing of future business to the center. Taking the following facts into consideration:

1. the manifest inadequacies of the Region's present road system leading to the business district
2. the serious deficiency of parking areas near stores and offices once the business district is reached
3. the increasing use of the automobile by all income groups as transportation for shopping
4. the decentralization of homes away from the center of the region northward, forcing the use of the car for shopping

it is evident that the highway and parking facilities are far below standard for present traffic demands and will be even farther below for future demands unless something is done. It is also possible that the Bridgeport region is not tapping the full potential of shoppers who would like to use its stores

and services but are now forced to trade at other centers where the difficulty of access and parking is less. With the population of Fairfield County living beyond the Bridgeport Region, a large part of which can be tapped as customers of the region's stores, expected to increase a total of 130,000 persons between 1950 and 1970, it would seem reasonable to expect that a larger proportion of both the present and future County population could be attracted to the local stores if the repelling features of congested access roads and lack of parking were eliminated in the future. This would not only increase local retail and service trade but would increase employment in the non-manufacturing segment of the local basic economy. This in turn would decrease the percentage of basic employment in the durable goods industries, thus minimizing the effect of employment fluctuations in these industries on the total regional economy.

There are several proposals on tap now that will affect the traffic and parking problems. The first is the State Highway Department project for the relocation of U. S. Route 1 through the Bridgeport Region. This is part of a long range plan to relocate and improve Route 1 through the entire state from the New York border to the Rhode Island border. Parts of the program have already been carried out. These improvements have been centered in the rural and less congested areas. The remaining parts of Route 1 awaiting relief in the state are now centered in the built-up areas such as the Bridgeport region.

The highway is to be of limited access design having four or six lanes with a center mall dividing the two opposing

streams of traffic. It is to pass close to the commercial and industrial centers of the state to serve the streams of traffic which have those areas as their destinations. A preliminary study developed shortly before the war placed the highway in the Bridgeport Region in the strip of land lying between the Railroad and the Sound. A dotted line on the map of the present regional highway system shows where the proposed route would go. The construction of the highway would be a major step in providing a solution to the problem of traffic and parking congestion in the Region. It would mainly provide easier access to the central business district for both regional residents and out-of-region residents. It would provide measurably better access to the industrial areas and would open up new areas for future industrial development. It would provide an important alternate east west route for intra-regional movement. It would partially relieve the problems previously referred to where many vehicles are forced to travel through the business district whether they want to or not in order to reach their destinations just beyond the district. The new highway will not, however, improve access to the center of the Region from the north, northeast, or northwest where the greatest growth is now being registered.

The second proposal concerns the parking problem. A multi-story garage is proposed for the Region's central business center in Bridgeport. This project will undoubtedly help relieve the shortage of space but this writer does not believe

that it will solve the problem. The demand appears to be so great that it is doubtful that one or two such off-street areas will do the whole job. This is further borne out when the additional demand for parking space resulting from the future Regional and County population increases is considered.

What is Needed to Attack this Problem.

The traffic and parking problems are regional in their significance. They are closely related to the over-all economic problems of the Region. It is reasonable to expect that improved vehicular transportation can be an attraction to out-of Region industries which are looking for new sites in the Southern Connecticut area. It is also reasonable to expect that certain improvements themselves will open up additional areas within the Region for industrial sites. Better access to the main shopping center can increase trade in the service businesses and provide additional employment there, thus helping to stabilize the employment situation.

The Region is fortunate that the relocation of Route 1 will help solve its traffic problem. It will not solve the whole problem. But this new Route presents an opportunity of coordinating it with other improvements in such a way that the Regional traffic and parking problems are solved in their entirety.

Since there is little or no accurate information upon which to base plans for improvements -- data such as the actual number of parking spaces available in the downtown areas, the

actual demand for parking spaces at ordinary hours and at peak hours, the total volumes of vehicular flow at various critical points on the existing major roads in the Region, when these flows are heaviest, and how heavy they are at the peak hours, etc. -- a great deal of gathering of data and a great deal of study are necessary before a reliable solution can be reached. Only in this way, with all the data necessary, can a proper solution be reached.

Regional Recreation Problem

The provision of regional recreation facilities is generally confined to satisfying the need for large developments which no one town could afford to provide alone. In this regard an expansion of public beach facilities is one Regional recreation problem which can best be tackled by all five of the municipalities together.

In spite of miles of frontage on the Sound, the Region has surprisingly little area devoted to public beaches. There are several reasons for this. The first is that much of the shore is not suited for bathing -- a result of years of erosion by tides and currents which have stripped away the sands leaving only a rough bed of rocks and pebbles. Secondly, most of the usable beach frontage is occupied by private clubs, homes and summer cottages. The remaining areas are public beaches.

The following is a breakdown of the public beaches in the Region which front on the Sound, and their

approximate capacities in persons:

Town	Approximate Length	Average Depth	Area in sq. ft.	Capacity at 100 square feet per person
Fairfield				
Jennings Beach	1,600'	100'	160,000	1,600
Southport	600'	100'	60,000	600
Bridgeport				
Seaside Park	3,700'	60'	222,000	2,220
	1,600'	250'	400,000	4,000
Pleasure Beach	1,600'	250'	400,000	4,000
Stratford				
Lordship	500'	70'	35,000	350
Short Beach	1,000'	50'	50,000	500
Total				13,270

The total capacity of the beaches is 13,270 persons. This is 5.7% of the 1950 Regional population as estimated. Although there are no standards with which to compare this ratio, it is safe to assume that the present Regional supply of beach facilities falls below the demand, for all beaches are uncomfortably overcrowded during the summer months. This overcrowding will become progressively worse in the future as the population of the Region continues to grow unless additional space is provided. It thus appears that one of the Regional needs is an expansion of the beach facilities available to all regional residents, and a thorough survey of existing frontage which might be improved for future use as a Regional beach should be made.

Housing and Redevelopment

Certain aspects of the problems of housing and redevelopment should be attacked on the regional level. The need for redeveloping housing in blighted sections and in areas of arrested development has area-wide significance particularly when programs of redevelopment can be coordinated with the construction of other regional improvements. The relocation of the Boston Post Road may well present excellent opportunities of redeveloping the areas of blighted housing that now lie in the vicinity of the site of the proposed route. Some of this redevelopment might also provide new industrial sites.

The fact that housing problems in the Bridgeport area have regional ramifications has been amply demonstrated in the 1944 Study of the Housing Situation in Bridgeport, Connecticut produced by Roy Wenzlick and Company. It is believed therefore that careful study should be given to the regional aspects of housing and redevelopment problems in the Bridgeport Region.

* * * * * * *

The preceding pages have described certain of the problems common to all of the municipalities in the Region. These are problems which no one town can solve alone, but which instead can only be solved by all working cooperatively. The discussion of these problems has also outlined the type of information required upon which plans for future action could be based. The means by which Regional plans would be developed and carried out is reserved for the final section of this report.

SURVEY OF LOCAL PROBLEMS IN THE TOWNS OF THE REGION

THE TOWN OF EASTON

Easton is four miles north of Bridgeport. You go out there on either Sport Hill Road, which is State Route 59, or Black Rock Turnpike, which is State Route 58. Physically it is a large town but population-wise it is small, with only 2,200 persons. The land is quite rolling as it dips and rises over the ridges that characterize this section of Fairfield County, and as your car twists over the black top roads of Easton there are many vistas across tree covered hills.

Economic History

Historically, Easton is an old town. Before it was incorporated, it had been part of Fairfield. The long straight roads which run north from that town and which were laid out parallel to the original "long lots" of the early Fairfield settlers are reminders of those years. Like hundreds of New England towns in those days, Easton's people farmed between the ridges and where the land was flat. The produce was divided between that needed for home use and that taken to the Bridgeport markets to be sold for cash or for whatever tools and goods were required at home. Easton's farm economy was thus a simple one, and the problems of government were relatively small, being mostly a matter of keeping records of births, deaths, and property ownership, and collecting taxes to maintain the simple unpaved roads leading north from Bridgeport, and maintaining a small schoolhouse.

As the years passed through the Nineteenth Century, there were few changes in Easton. Unlike many other New England towns,

Easton did not become the location of small factories or mills to supplement its original farm economy. Instead, the fast-paced industrializing that was changing Bridgeport, Norwalk, Stamford, Danbury, and other Connecticut towns into manufacturing cities, by-passed Easton, mainly because no railroad touched it.

Slowly and indirectly, however, the speedy growth of manufacturing, the construction of new roads and railways, and the cheapening of transportation that was proceeding apace throughout the country did affect Easton, for produce grown more cheaply hundreds of miles away became the direct competitor of local produce in the Bridgeport markets. In the face of decreasing economic returns, Easton residents gradually stopped tilling their land, except for food for their own tables, and retired or began turning toward the job opportunities in business and industry in Bridgeport. So, particularly since 1900, Easton's traditional semi-independent farm economy slowly gave way to that of a suburban economy largely dependent upon business and industry in the Bridgeport area.

This gradual economic shift did not apparently affect the town population, for the declining trend in the number of farms was being offset by the initial expansion of the Bridgeport area population into Easton. By 1930 the influx of new families seeking country homes while maintaining city jobs, had reached such proportions in Easton that it marked the beginning of a period of rapid population growth which had progressively hit Stratford, Fairfield and Trumbull in earlier decades, as shown in Chart 2 on page 5a. By 1940, the town's population had risen to 1,262, a 25% increase over the 1930 figure and now the population stands at 2,200, 74% more than 1940.

Today Easton's economy can be explained with the word "commuter", for almost all of its families earn their incomes in out-of-town jobs. Those few who don't are supported by the scattered remnants of the town's former agricultural economy, the ten or so local business establishments, or the small number of jobs necessary to perform the functions of Easton's government. The town is now plainly a residential suburb, a fact which residents readily acknowledge and zealously seek to protect.

Physical Development

The homes of the people who live in Easton today are distributed in a way that reflects both the old agricultural days when farming separated families over the wide area of town, and the more recent suburban trend with its tendency to concentrate families. As you drive through the central and northern part of town, houses are scattered and far between, except for a small concentration near the center. In the southern part of Easton, and especially the southeastern section along Sport Hill Road, are more concentrated groups of homes built by families moving out from Bridgeport during the last two decades.

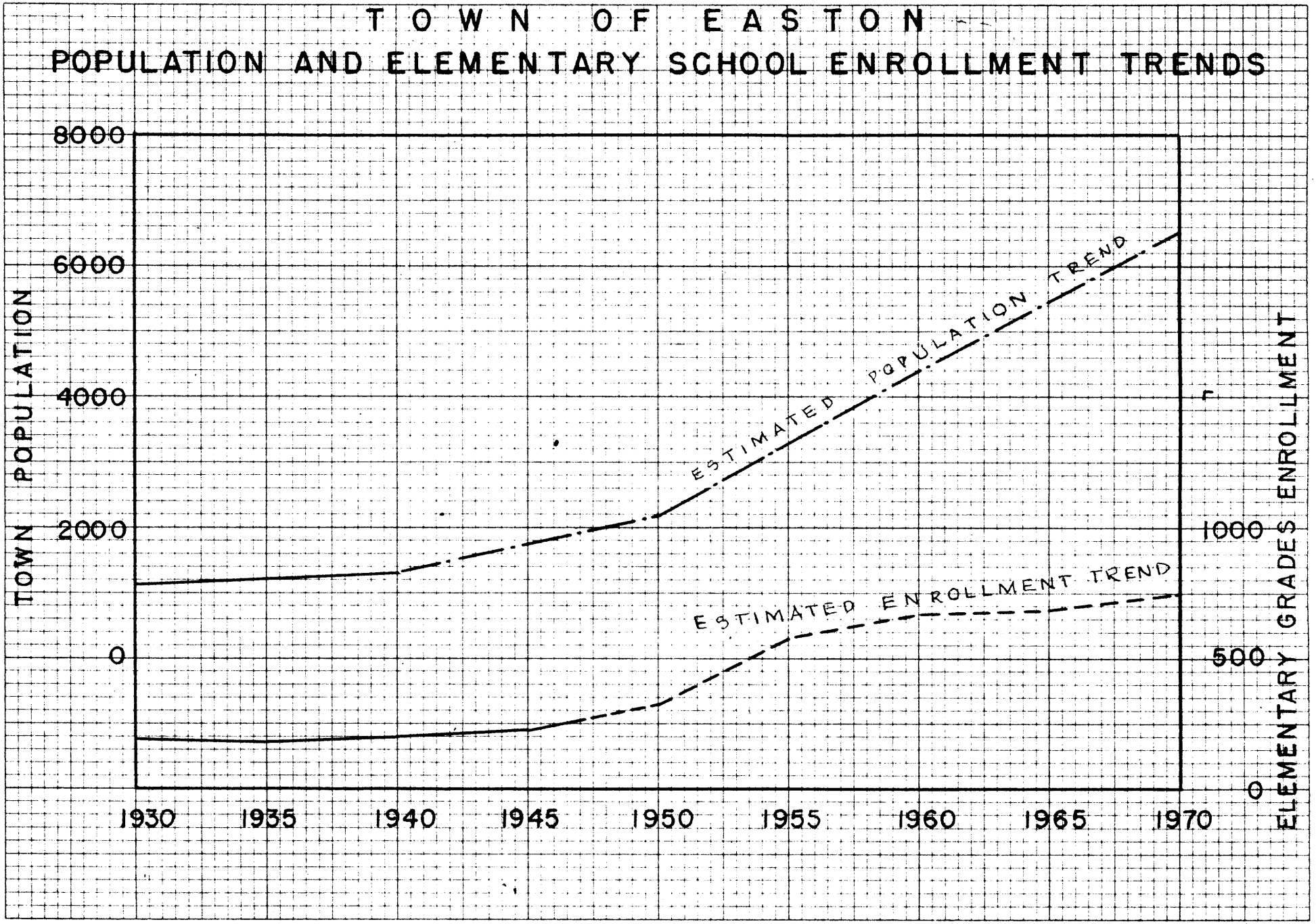
Easton people do virtually all of their shopping at stores in either Bridgeport or Fairfield. The very meager amount of local retail and service businesses consists of only two small general stores selling groceries, newspapers, and miscellaneous things, a couple of filling stations that supplement that business with lunch counter service, particularly in the summer,

and a few other minor businesses. There is no drugstore, barber, hairdresser, shoe repair store, nor are there any of the other convenience shops which normally accompany residential areas to serve day to day needs. This fact is the result of a conscious policy in Easton to zone out all business in a zealous (or perhaps over-zealous) desire to protect the residential character of town. The existing businesses are perforce non-conforming and as a result most are dilapidated, due to the illegality of rebuilding.

Easton educates its youngsters in a well constructed and now adequate eight grade elementary school near the geographical center of town. It doesn't have a high school, and consequently contracts with Bridgeport to handle this function. Easton provides bus service to carry the students down and back from the city. The elementary Staples School which formerly had six rooms was expanded in 1945 and again 1947, to a total of sixteen rooms to accommodate the pressure of new children who were mostly war babies.

Grown-ups and their children can swim and play soft ball if they are members of the association which maintains the pool and field at the western side of town. There is no town-owned playground, except the area which is graded but otherwise undeveloped adjacent to the Staples School. By American Public Health Association standards, Easton's present population of 2200 persons should have a total of four acres of playground space developed for court games, such as tennis and handball, fields for football or baseball, and play apparatus for small children.

CHART 5


TOWN OF EASTON
POPULATION AND ELEMENTARY SCHOOL ENROLLMENT TRENDS
TOWN POPULATION
8000
6000
4000
2000
0
ESTIMATED POPULATION TREND
ESTIMATED ENROLLMENT TREND
1000
500
0
ELEMENTARY GRADES ENROLLMENT
1930
1935
1940
1945
1950
1955
1960
1965
1970

Eastonites, through the town government, provide themselves with limited but up to now adequate police protection, and they adequately maintain their lengthy system of town roads with local taxes supplemented by State grants. The town government does not provide fire protection, that being handled by two independently organized volunteer companies. Water service, available to only a small portion of the town in the southeast, is provided by the privately owned Bridgeport Hydraulic Company, and, finally, no sewers exist, because of the rural character of the town.

Ranked in their importance, the major expenditures of Easton's government go to 1), schools; 2), road construction and maintenance; and 3), police protection.

Future Needs

Should the regional population estimates be realized, Easton would have a total of 4400 residents in 1960 and 6500 in 1970. This rapid increase would have a profound effect on the town. Although the almost rural residential character could easily be preserved, the added population would make it imperative to develop a small shopping center of grocery, drug, hardware, barber and beauty shop, to conveniently serve Easton's residents. Its 4,400 residents in 1960 would call for a shopping center of approximately three acres and by 1970 the total developed commercial area might require 4 acres.

Between 1960 and 1970, 22 classrooms, or six more than now exist, would be needed to house the elementary school children that would be part of the rising population. Similarly,

by 1960, at least 5 acres of developed playground space would be required and 3 additional acres by 1970.

Easton's zoning policy is designed to preserve its open, sparsely settled character; to restrict the town to residential uses; and to exclude both business and industrial uses. The southern section of town nearest the Bridgeport boundary requires minimum lots of one acre area. The remainder of town requires lots three acres in size. There is no doubt that this policy accomplishes the first purpose of preserving Easton's rural character. The decision to exclude business uses has been touched upon as becoming more and more unrealistic as the population increases. Certainly, one or two small business zones will be necessary. As the town grows it will be to its benefit if the major portion of the population is encouraged to group near the schools, shops, fire stations and other community facilities. In this way maximum convenience to residents is achieved, as well as maximum efficiency and economy on the part of the town government and other agencies which provide these services. The zoning policy can encourage such groupings if smaller lot sizes are permitted in the areas around schools and community centers, than are permitted in the outlying sections of town.

Easton's present zoning policy does not attempt any correlation with the location of its school. The district permitting homes on one-acre lots is in the southeastern corner, while the school is at the geographical center. Although the additional six classrooms that will be needed by 1970 might well be located somewhere in the present one-acre district to

serve the growing concentration of homes there, a one-acre zone surrounding the existing school would make its use more effective.

THE TOWN OF TRUMBULL

Just as Trumbull lies geographically between Easton and Stratford, so it seems to fall between the two in character. Its population of 8,200 is bracketed by Easton's 2,200 residents and Stratford's 32,000. While its present development is small compared to the large area within the town boundaries, the homes in Trumbull are clustered closer together than in Easton, but not as densely as in Stratford. Also in contrast to Easton's almost complete lack of retail stores, Trumbull has a moderate number, nearly 50 as against the very much larger number in Stratford. But unlike the comparative unity of the other towns, Trumbull is broken into three small but distinct communities -- Long Hill, which lies along the western side, -- Trumbull Center in the center, -- and Nichols which is located in the south-eastern section.

You can go north to Trumbull along several roads from Bridgeport. Each leads to one of the three communities -- Main Street, which is also State Route 25 to Long Hill, White Plains Road to Trumbull Center, and Huntington Turnpike to Nichols.

Economic History

Like the other towns, Trumbull is old. The area was settled back in pre-revolutionary times by farmers who tilled the rolling land, but it wasn't until 1797 that Trumbull as a town came into existence by separation from Stratford. Its economy in the early days was tied almost entirely to farming. There was a tungsten mine and a saddletree manufacturer, but

for the most part farming was the chief form of livelihood. Crops for sale were carted down to Stratford and later, as Bridgeport grew, down to that city. A railroad line between Bridgeport and Danbury was built through the town at about the close of the Civil War, giving impetus to the growth of a number of small industries that made paper, shoes and carriages. Thus the economic character of Trumbull was broadened from its original agricultural base.

Gradually, however, farming declined as it did in the other towns of the Region and the small industries petered out as eventually the rail service did. The gradual decline was offset by the growth of Bridgeport and the regional economy, and so families who gave up farming or who lost out as local plants dwindled could find support in Bridgeport's business and factories. By 1910 the swing from an independent economy to one which was part of the larger regional economy was well on its way toward completion. From that time on Trumbull became more and more a residential suburb whose residents worked in the Bridgeport, Stratford or Fairfield plants. Its population climbed steadily upward so that by 1940 it was 5,924 as against the 1,642 it had been in 1910.

Existing Development

Today Trumbull's population is an estimated 8,200. As is true in Easton, the homes of these 8,200 persons are distributed in a way that reflects both the old agricultural economy and the present suburban economy. The homes in the northern section are scattered along the winding roads. Most of these are old

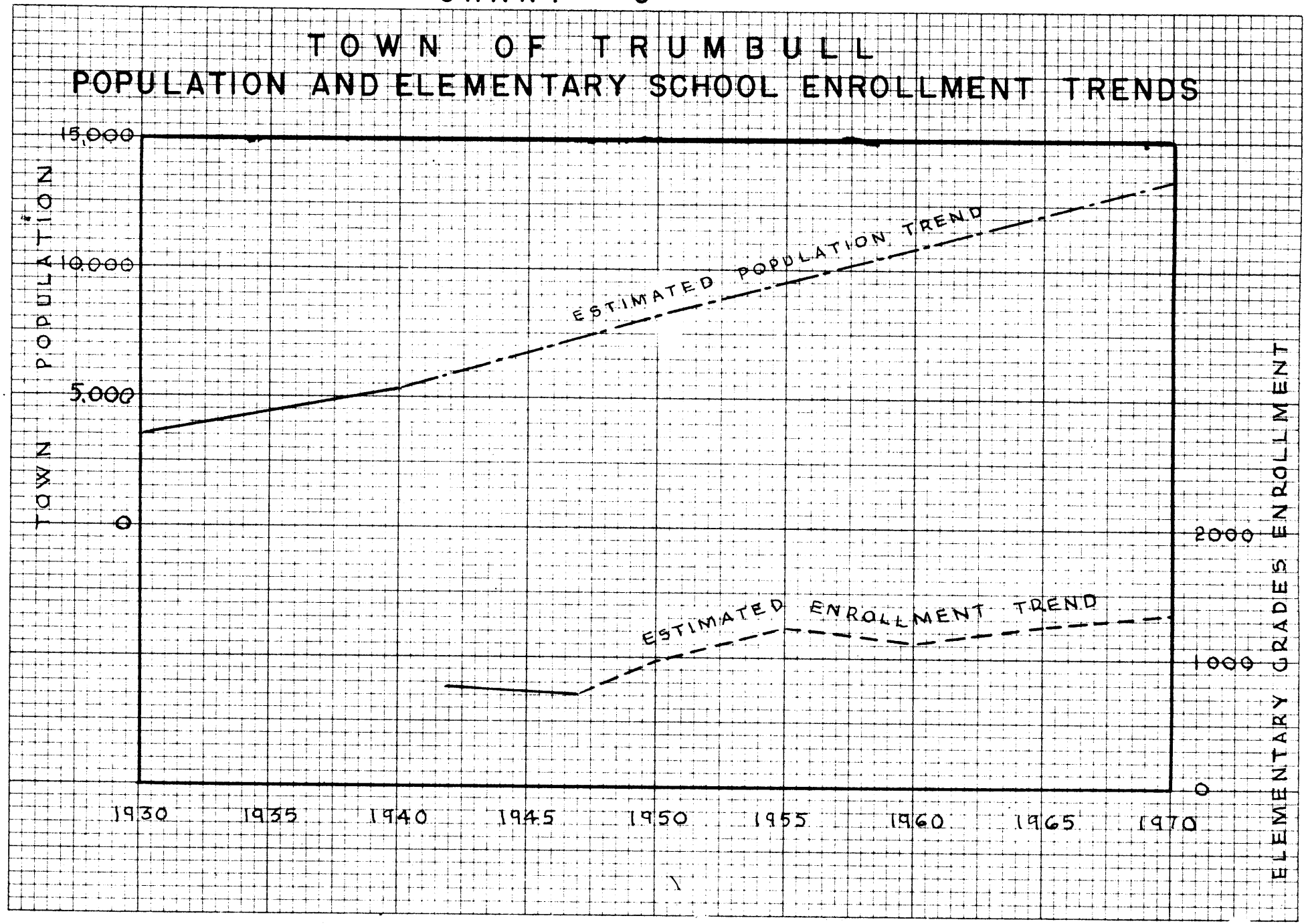
farm houses that date back to the decades of the 1800's. The homes that reflect the suburban pattern are pretty well concentrated in the three community centers -- Long Hill, which stretches north and south along the extension of Bridgeport's Main Street, Trumbull Center, and Nichols. Long Hill is the largest concentration, and it has spread out from Main Street, particularly in the area just north of the Merritt Parkway.

Trumbullites do most of their shopping in Bridgeport or Stratford, but there are two small shopping areas within the town where daily needs, such as groceries, drugs, meats, gasoline, etc. can be bought. One area is at Trumbull Center. The other is in the northern section, while a small number of individual grocery-general stores are spotted along the north-south line of Route 25.

The youngsters of Trumbull families are educated in four well located elementary schools that were originally built between 1920 and 1929 and subsequently added to. High School students are sent down to Bridgeport. Recently the elementary schools have been crowded to capacity and in order to accommodate the influx more classrooms have been added, bringing the total to 32 giving a student capacity of 960 allowing 30 students per classroom. With enrollment, the schools are adequate for the present.

Park and playground acreage in Trumbull totals some 217 acres. Most of the recreation area in town is undeveloped though, and the small areas which are developed are generally remote from the concentrations of homes. Tungsten Mine Park at

CHART 6


TOWN OF TRUMBULL
POPULATION AND ELEMENTARY SCHOOL ENROLLMENT TRENDS
TOWN POPULATION
15,000
10,000
5,000
0
ESTIMATED POPULATION TREND
ESTIMATED ENROLLMENT TREND
ELEMENTARY GRADES ENROLLMENT
2000
1000
0
1930
1935
1940
1945
1950
1955
1960
1965
1970

the site of the old mine, for example, consists of sixty acres, some of which are equipped with picnic tables and benches, but the park is located close to Trumbull's northern boundary, while most of the town's families live near the southern boundary. Fairchild Park with its seven acres of wooded picnic grounds is on the southern boundary and therefore better located. The remaining 150 acres - a large wooded tract - were just recently dedicated to the town and have not been developed. They are located nearer the center of the town where few families now live.

Developed playgrounds near homes are practically non-existent in spite of the impressive park acreage. Today school sites must serve the purpose but these are small and inadequate even for elementary groups. With its present population of 8,200, Trumbull should have a total of at least 10 acres of developed playgrounds.

The town offices are located at Trumbull Center in a converted home. The building barely manages to serve the space needs of the selectmen, town clerk, building inspector, and police headquarters, who have offices there, and its appearance hardly invites the amount of community pride which a town hall deserves. Trumbull's road maintenance equipment and its other municipal trucks and cars are today garaged in scattered places with no really adequate central maintenance areas.

If the regional population estimates are realized, it is probable that Trumbull would have a population of 10,200 by 1960 and 13,000 by 1970. The added population would require

expanded services. As regards schools, between 1950 and 1960, enrollment in the elementary grades (1-8) will rise to about 1,250 students. This would require a total of 41 classrooms or nine more than exist today. By 1970 the Town could reasonably expect an enrollment of 1,360 pupils requiring the addition of three more rooms. This amount of new construction which would be necessary in the future certainly justifies serious consideration of a local junior high school or even a complete four year high school.

Trumbull's present zoning policy is written around the express desire to protect the town's residential character. Almost the entire area is designated for single family homes on 12,500 square foot lots. A small area surrounding a former Bridgeport Hydraulic Company reservoir in the western section of town requires, however, one acre of land per single family unit. Commercial zoning amounts to two very small areas, together totaling approximately ten acres allotted to business and a correspondingly small area given over to industry.

As regards the non-residential zones, it is becoming more and more evident that further small business zones should be set aside for convenient shopping near the growing concentrations of homes, particularly on the western side of town. The almost insignificant area designated for industrial use reflects the fact that Trumbullites simply don't want industry in their town. Secondly it reflects Trumbull's low potential as an industrial location since it has no railroad and is off the main routes of commercial traffic.

Except for the small area already mentioned, the present ordinance permits the same density of population anywhere in Trumbull, regardless of distance from schools, shops, and water mains. This policy does not reflect the present residential pattern which as previously noted consisted of concentrations of homes at Long Hill, Trumbull Center and Nichols, and a rural scattering of homes in the other areas. The densities at the three centers appear to conform to the minimum zoning standard since most of the homes are on moderate sized lots. The homes that are farther out in the more rural areas, however, are located on substantially larger lots of roughly half acre to acre-or-more areas.

The present zoning of virtually the entire town for comparatively small quarter acre lots does not, therefore, appear to be consistent with actual conditions, nor does it afford adequate protection of the home owners in the outer areas. In order to bring zoning in line with the existing situation, larger lot requirements and, therefore, lower densities of population for the outlying areas would appear to be logical.

Even more important is the effect such a change in zoning would have on the future growth of the town and particularly on the trend of future municipal expenditures. The distinction in permitted densities would encourage much of the future residential development to proceed in the vicinity of the existing centers as long as suitable vacant land around them was available. This would ensure the most effective and efficient use of existing community buildings -- schools, libraries, fire stations, and the existing commercial areas.

For it is axiomatic that as the number of people who use a facility rises, the lower the per-capita cost of use becomes. In the case of schools, it would permit a greater range of facilities to be provided in each enlarged school - gymnasium, for instance, for the cost of each gymnasium would be apportioned over a larger number of pupils. Also encouraging new growth to concentrate within walking distance of the existing center would be cheaper from the point of view of providing bus transportation for the new school children than if the majority of this growth is scattered in all corners of the town, thus requiring extended routes and more buses.

What is Needed to Attack the Problems of Easton and Trumbull

From these brief surveys, it is evident that both Easton and Trumbull will need additional school, recreational and shopping facilities in the next two decades because of a continuing rapid population growth. No detailed study has been attempted here concerning the problems of additional roads, road maintenance, police protection, and additional governmental personnel that will be needed to serve the future population, but it is apparent that these requirements must also be met. It is also apparent that the present zoning policies and other policies that guide the physical development of the two towns should be revised in the light of future physical needs. Because Easton's government is now bonded to a point close to its legal limit, and because the suburban economy of both towns limits the source of their tax revenues to residential properties, careful planning will be required to assure that the new facilities can be provided when and where they are needed at costs that fit the paying capacities of each town.

Easton now has an opportunity that most older and built-up towns wish they could recapture -- that of planning the greater part of the physical development of the town before it happens. Trumbull is in a somewhat similar position. Now is the time for planning programs to be started in both towns if planning is to be of maximum benefit. The programs should start off with detailed surveys of the existing conditions in the towns. The surveys should include

the following:

a detailed survey of existing land uses to determine the way each property in the town is used,

a detailed study of the distribution of the populations in each town,

a detailed survey of all services now provided by the town government and a study of the costs of these services in recent years to determine the trends of these costs and how they may be reduced or minimized in the future,

precise estimates of the future population of the town based on a detailed survey of the Region's future economic potential,

determination of the future physical needs of the town on the basis of the future population,

studies to determine the vacant areas in the town which are most suitable for future residential development from the standpoint of servicing by the town.

Once these studies are completed the two towns will have the data on existing conditions and future trends necessary to prepare master plans and capital budgets which serve as general schedules for the construction of the needed future projects. The plans and budgets would be worked out by the planning boards with the selectmen, and existing finance, school, recreation and other commissions of the town government, and with the townspeople. Following agreement, the plans would be adopted and the work of putting them into effect would begin. The heavier work would then be over, but the problem of a continuing planning operation would begin, for as time progressed new problems would arise requiring technical study and a reorientation of goals that might mean revision of the plan.

THE TOWN OF STRATFORD

There are three roads that lead east from downtown Bridgeport to Stratford. Two of them are alternate routes of U.S. 1. Like the other towns of the region, Stratford has a lot of area within its borders, some 18.5 square miles which stretch northward from Long Island Sound for about ten miles between the easternmost boundaries of Bridgeport and Trumbull and the curving bed of the Housatonic River.

Along Stratford's shore of the Sound, there are a few sandy beaches but for the most part the coast line is peppered with pebbles and rocks left behind by years of eroding tides and currents. Just inland is a wide belt of flat marsh part of which has been built up and developed today as the Bridgeport Municipal Airport. As you go further north, the land rises almost imperciptibly in a long plain which breaks into flat undulating hills halfway between the Sound and the northern boundary of Stratford. From approximately the Merritt Parkway on, the terrain is comparatively rough and tree covered.

Economic History

Stratford's history, like that of the other towns, reaches back into colonial times. When first settled it was a farming community, but with anchorages on the Housatonic River which were protected from squalls on the Sound, the town later developed a small but thriving shipping trade. There was also a small amount of shipbuilding, the remnants of which can be seen today in the one or two pleasure boatyards that are situated on the Housatonic not far from the center of Stratford.

From earliest times, then, Stratford's economy was varied, based as it was on a number of activities - farming, shipping trade, and shipbuilding.

The trading and shipping element in Stratford's economy declined, however, as Bridgeport with its better harbor began to develop during the first decade of the 1800's. With the construction of the railroad which bisected the town on its course from New York to New Haven, and with the subsequent industrialization of this section of New England, this loss was offset as a number of small manufacturing plants were located in Stratford. Subsequently farming in Stratford began to show decline, but the families who had previously tilled their land could find employment in the small industries that were slowly developing.

By 1900 and afterward, Stratford's development was largely a result of the very rapid industrial expansion in Bridgeport. From that time on, the demand for worker housing was so great that it spilled over the city boundary into Stratford and as more and more Bridgeport workers swelled the population, Stratford's basic economy shifted from its original self-contained character and became part of the larger regional manufacturing economy. Later on, particularly after the first World War, as the regional economy expanded, more manufacturing plants pushed into Stratford searching for cavant sites along the main transportation ways. By 1939 with approximately 3000 jobs, 2000 of which were in manufacturing plants, and some 6,400 families living in Stratford, it was obvious that well over half of the families depended on

employment in other towns (Bridgeport mainly) for their support.

When the industrial development of Stratford which proceeded steadily after the first World War and which continued unabated during the 1930-1940 depression decade, is compared to the virtual standstill of similar development within the Bridgeport borders, it is evident that the overall increase experienced by the region in this period occurred almost completely in the outer towns. Population growth followed the industrial employment trend and Stratford, along with Fairfield and Trumbull, bore almost all of the population increase experienced by the entire region between 1920 and 1940. Bridgeport's population stood still during this period while Easton's had just begun to rise. Consequently between 1920 and 1940 the number of Stratford residents almost doubled from 12,347 to 22,580. To keep pace with this growth, the Town had to construct four new elementary schools and four additions to existent buildings. Sewer lines were extended, a new town hall was built and other facilities added to. During the past decade population growth was again sharply upward as manufacturing employment shot up from the 1939 figure of slightly greater than 2,000 to 10,833 in 1947. From the 22,580 residents of 1940 the population curve has risen to an estimated 32,000 for 1950 and is still rising.

Existing Development

Stratford's present physical development bears out the character of its economy. The major portion of its developed land is devoted to residences revealing its dormitory commuter

pattern. Approximately 25% of the dwellings in the town are in two family, three family, or apartment buildings and the average rent for all dwellings in 1940 was a little over $40 a month, indicating a moderate income level of the residents. The sixty to seventy industrial plants in Stratford stretching along either side of the New York, New Haven, and Hartford Railroad tracks and bordering parts of U.S. Route 1, are extensions of the continuous industrial development of the region which protrudes out from the heart of Bridgeport along the main transportation arteries. The small amount of business and commercial development other than manufacturing, reveals a retail pattern in Stratford which is geared mainly to the local daily needs - groceries, drugs, hardware, small appliances, gasoline, etc., and leaves less frequently needed and more specialized goods to be supplied by the larger stores of the nearby main shopping district of Bridgeport.

Stratford's residents readily acknowledge that their town is no longer of the small New England variety. It has a well distributed system of eleven regular elementary schools, a special class school, and a four grade central high school. The total of 131 elementary classrooms at an average of 30 students per class were just about adequate in 1948 to handle the slightly-greater than 4,000 pupil enrollment. The high school with its 48 rooms could similarly adequately handle its approximately 1,400 students.

With 41.6 acres of developed small neighborhood parks and playgrounds close to the homes of the 32,000 children and residents for whom they serve the most frequent needs for open

space and play, Stratford is now adequately served according to American Public Health Association standards. The various neighborhoods of homes which are almost all built up on lots of less than one quarter acre should by these standards have a total of 21 acres of small parks and playgrounds. On the other hand, the large parks and playgrounds which serve the more elaborate needs, such as picnicking or for more active organized games such as baseball or football, meet the standards.

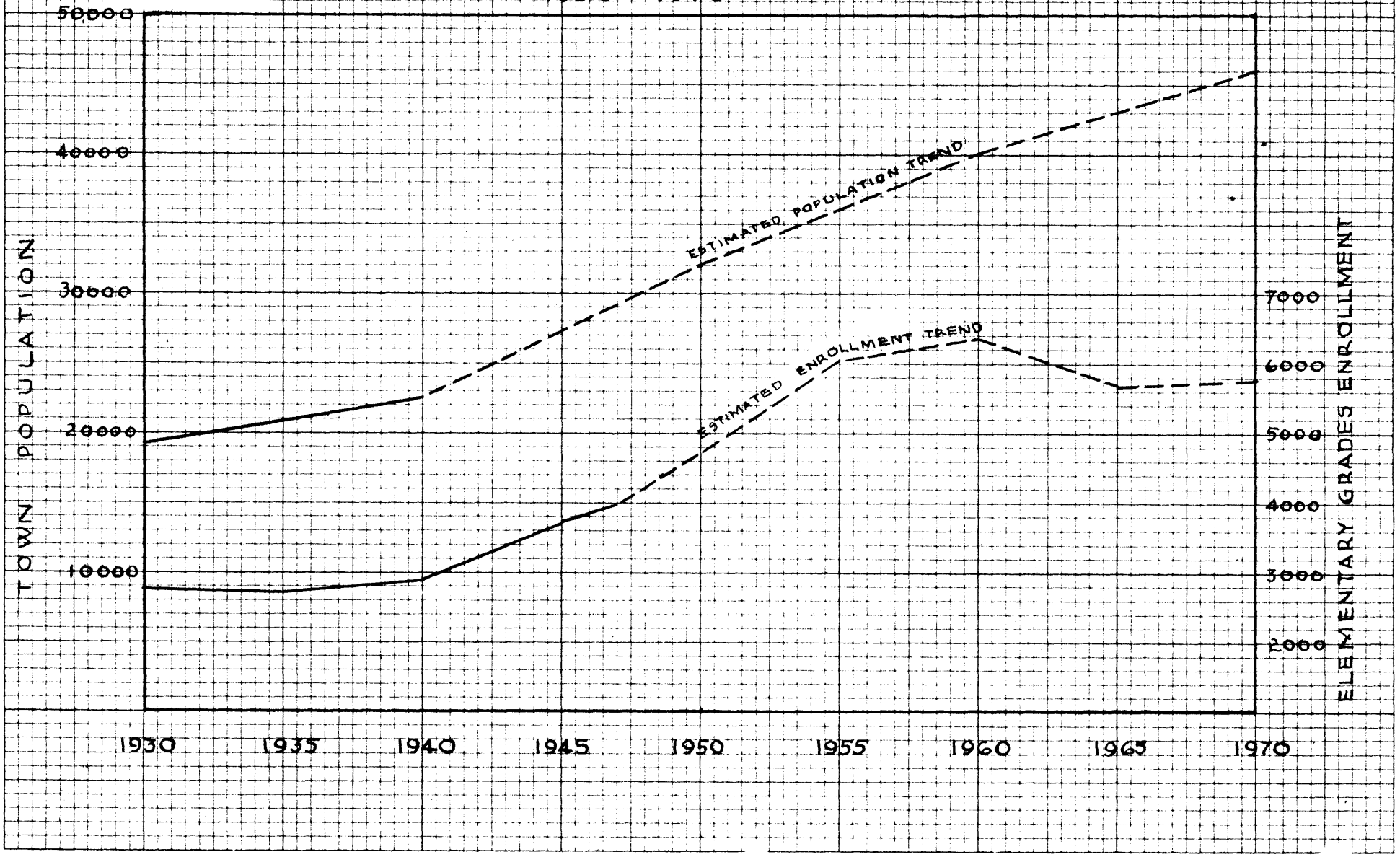
One of the most serious problems facing Stratford at present and one that has festered for some time, concerns the sewage disposal plant. The plant is operating at more than four times its design capacity. So serious is the problem that sewage has backed up in the mains and at times overflowed onto streets through storm drains. Moreover, the need for new facilities is not new but was pointed out by the plant supervisor as long ago as 1941. Plans for additions to the plant have been repeatedly drawn, but each time they were turned down when bids were found to be too high or when conflicting pressures for major expenditures occurred at the same time.

To add further discomfort, the plant (operating far beyond its capacity as it does) is located slightly more than a mile above the town-maintained bathing beach at the mouth of the Housatonic. In spite of a "B" or satisfactory rating from the Connecticut Health Department, the danger of serious future pollution appears relatively high when the margins of safety are so narrow.

The rush of new home construction since the war has highlighted the need for a new fire station in the north section

CHART 7

STRATFORD
POPULATION AND ELEMENTARY SCHOOL ENROLLMENT TRENDS
1930 - 1970



of Stratford where the greatest amount of building activity is located. Similarly additional library facilities are also required, for the demand for books has far outstripped the present quarters of the town-maintained library.

With the population of Stratford expanding further and further into the northern section of town, certain inadequacies in the road pattern up there are beginning to appear. The problem is two-fold. First, the existing pattern of major streets which is a hand-me-down from the old farming days when the roads converged from the outlying farm areas toward the town center near the banks of the Housatonic is now only half doing its job. It funnels all traffic toward Stratford's center whether its destination is there or, instead, Bridgeport, which lies in the opposite direction. Second, certain of the narrow east-west streets which connect these with major streets and which formerly received only minor use now often bear the brunt of traffic drained onto them from the minor streets of growing subdivisions on either side.

Future Growth

It is probable that Stratford's population will reach a figure of 40,000 by 1960 and 46,000 by 1970. The continued rapid development of the town will require many new physical facilities. In schools the accompanying calculations of probable future school enrollments due to the war-baby bulge and in migration of new families shows a need of 40 additional elementary school classrooms by 1959 than now exist to accommodate a total of

4,900 children in grades from kindergarten through sixth, if the standard of 30 students per classroom is to be followed. In 1959 the junior high schools will require a total of 66 classrooms or 36 more than are now planned for by the Board of Education. By 1960 a total of at least 16 additional acres of neighborhood parks and playgrounds would be needed to serve the 8,000 new residents. Similarly between 1960 and 1970, 13 acres more would be needed for the 6,000 new residents of that decade.

Additional sewer facilities will be required and it may be that long extension into the A zone in the northern part of town will be necessary since its quarter acre regulation is questioned by some authorities as sufficient space for individual sewage disposal, even if water is supplied in mains.

What is Needed to Attack the Problems of Stratford

Unlike the Towns of Trumbull and Easton, Stratford had a master plan developed for it in 1936 as a WPA project. The plan itself was adequate, and certain specific parts were put into effect. But because so much time has passed and so much growth has occurred in the period since its completion, most of the old plan must be considered out-dated. Because the foregoing brief survey has indicated the need for additional schools, recreational and other community facilities, a new master plan developed out of the old one appears essential to guide the continuing development of the town.

As noted previously, Stratford is no longer a small town, but instead is a small city. As such its problems

are no longer the relatively simple ones which face Easton or Trumbull. Instead, the need for improvements, new services or extensions of old services occur more and more frequently, and often simultaneously. This is what happened in connection with the need for additional high school facilities and expansion of the sewage disposal plant. But at the same time as the need for expenditures for new services and facilities increases, the need for reducing the burdens on local revenue resources increases. Thus the town is caught between two opposing forces, highlighting the importance of anticipating future additional services and improvements and scheduling these in relation to the town's ability to pay for them so that these needs do not pile up as they have heretofore.

Thus it appears that the future planning program for Stratford should include the development of a new master plan and a continuing program of future capital budgeting to anticipate and schedule future improvements.

THE TOWN OF FAIRFIELD

To the west of Bridgeport is the town of Fairfield, an openly developed residential and industrial suburb. Like Stratford, Fairfield has been undergoing steady and rapid growth since 1900. Its 1950 population is estimated at 30,000 persons, and should the regional population reach the estimates previously set forth, Fairfield should have 38,000 and 44,500 residents in 1960 and 1970 respectively.

Since a complete survey of the existing conditions and problems facing the town and a master plan for its future development have been recently completed, a discussion similar to those preceding is not deemed necessary for Fairfield. With the completion of the plan the problem facing the Fairfield Planning Commission is to put it into effect, to continue studies as further town problems arise, and to keep the capital budget of the plan up to date with changes in the town's growth and economic situation. To do this the Commission recognizes the necessity of obtaining technical assistance.

PROPOSED PLANNING ORGANIZATION

The foregoing sections of this report have described in general terms certain of the regional and local problems faced by the municipalities of the Bridgeport Region. The discussion of these problems has also outlined the necessary studies upon which plans to solve these problems should be based. It is the purpose of this section further to define the functions and administrative framework of an organization that can provide the trained personnel who can carry out these technical studies.

The Existing Planning Organizations in the Region.

On the local level all five municipalities have official planning commissions. They do not all operate under the same state legislation, and thus do not have the same powers. The Fairfield and Easton Commissions, which are also constituted as zoning commissions, derive their powers from the State Planning Enabling Act of 1947. The Trumbull Planning Commission operates under the 1930 State Planning Enabling Act, while the Stratford and Bridgeport Commissions derive their pwers from special acts.

The Bridgeport Commission is the only one which has a full time technical staff, consisting of a planning engineer, several draftsmen and a secretary. With the exception of Stratford, none of the other towns have technically trained planning staffs available for either full or part time work. The Stratford Commission has the assistance of its secretary, who is also the town's building inspector. Most of his working time for the Commission is spent on the secretarial

duties, leaving little, if any, time to be devoted to technical studies. Practically speaking, therefore, none of the town planning commissions, with the exception of Bridgeport, have technical assistance available to them with which to make the studies outlined in the previous sections.

There is no official regional planning agency for the Bridgeport Region. Therefore, there is no organization now constituted to develop plans to solve regional problems.

Some authorities have previously suggested that a single planning and zoning commission be established for the area. The 1944 Wenzlick report on the "Housing Situation in Bridgeport, Connecticut" stated:

> "...it does not seem logical to have separate planning and zoning boards in each of the five towns. We think that a single planning and zoning board acting for the entire area would be far more logical and effective as the problems confronting a planning and zoning group are really area problems requiring the coordination and integration of the various parts of the area."

While such proposals recognize the need for coordinated area-wide planning, they apparently overlook the fact that certain problems in the area are purely local in significance, and are best solved by local commissions. The strong feeling for individuality in the towns surrounding Bridgeport further precludes a single area-wide agency planning solutions for local school, park or playground locations, for example. But for such area-wide problems as the economic, traffic and beach problems it is hard to see how these can be solved properly without some form of area-wide planning agency in which all five municipal governments are represented.

It is, therefore, proposed that a new regional planning agency be formed to analyze and devise solutions to those problems of regional significance, and that this regional agency be also constituted to provide technical assistance to the existing local commissions in studying and devising solutions to purely local problems.

The regional planning agency would be formed by the governments of the five municipalities under the provisions of the State Regional Planning Enabling Legislation.* The agency would be headed by a commission of lay members appointed to it by the planning commission of each town. Representation on the commission would be proportionate to the populations of the towns, and according to the provisions of the legislation, the membership for each town in the Region would be as follows, using the estimates for the 1950 populations:

Town	Number of Members
Easton	2
Trumbull	2
Fairfield	3
Stratford	3
Bridgeport	5

* Chapter 26A of the 1947 Supplement to the General Statutes
See Appendix #

The commission would hire a staff sufficient to perform the dual functions of preparing studies and plans on regional problems and providing technical assistance to the local planning commissions. On the basis of its studies of area-wide problems, the regional agency would devise plans to solve them and transmit these plans to the local governments for their consideration and action.

In devising its plans the commission would of necessity work closely with the officials of the municipal governments and with other unofficial regional agencies in the area. Advisory committees composed of representatives of the Bridgeport Chamber of Commerce, the Community Chest, and other groups would provide the necessary broad base upon which the best judgment and opinions could be brought to bear in formulating plans based on the studies produced by the technical staff.

To carry out certain of the plans, special official regional agencies might be created by the municipal governments. If, for instance, the economic survey showed that the Region had a strong potential as a location for certain non-durable goods manufacturers and plans were devised for attracting these producers, the local governments might create a regional industrial development agency to work with the Chamber of Commerce in contacting the producers and in carrying out the plans.

The regional commission would not formulate plans for purely local problems. This function would be handled by the local planning commissions who would formulate their own plans on the basis of the technical studies produced for them by the staff of the regional agency. The regional commission would serve to prevent border discrepencies in the local plans and to integrate all of the work into a unified whole.

TABLE 7

TIME REQUIRED IN MAN-DAYS FOR STUDIES OF LOCAL PROBLEMS

AND LOCAL MASTER PLANS

STUDY	PLANNING ENGINEERS' TIME REQUIRED IN MAN DAYS					
	EASTON	FAIRFIELD	STRATFORD	TRUMBULL	BRIDGEPORT	
Existing Land Uses	25	10	20	25	60	
Population Distribution	2	3	3	3	10	
Existing Services And Detailed Study of Governmental Expenditures	15		28	20		
Areas Most Suitable For Future Residential Development	5		7	5		
Future Population		(DETERMINED BY REGIONAL STUDIES)				
Future Needs and Improvements	3		10	5		
Master Planning	12		20	15		
Capital Budget	12		20	15		
Special Work		50*				
TOTAL	74	63	108	88	70	403
% Of TOTAL	18.4	15.6	26.8	21.8	17.4	100.0

* Since Fairfield has a master plan 50 man days are assumed required for special studies of new problems and for annual capital budgeting.

TABLE 8

TIME REQUIRED IN MAN-DAYS FOR STUDIES OF REGIONAL PROBLEMS

AND

REGIONAL PLANNING

STUDY	PLANNING ENGINEER'S TIME
Economic Survey And Future Population	(Handled by Economist)
Traffic and Parking	90
Public Transportation	10
Regional Redevelopment And Housing	20
Regional Recreation	20
TOTAL	140

What will the costs of such an agency be, and how will the costs be distributed among the five minicipalities? In order to answer these questions estimates have been prepared of the amounts of time required for the studies outlined in this report. From the total amounts of time required, the needed personnel can be determined. This in turn will govern the total cost of the agency.

It is proposed that the first year's work be almost entirely devoted to intensive data gathering, analyzing, and master planning. The first year costs will thus be the maximum costs. After the completion of the plans, the work of the following years will consist of annual capital improvement budgeting, special studies to meet new problems that arise and other work to provide the necessary continuity to a planning program.

Tables 7 and 8 show the estimated time in man days required of planning engineers for work on the various studies for a) local planning and b) regional planning. The total time required for the local planning is 403 man days and the total time required for regional planning is 140 man days. In addition to the planning engineers, upon whose shoulders would rest the responsibility of much of the data gatherine, processing and analyzing and the preparation of maps involved in the studies, an economist would be required to produce the necessary economic surveys of the Region. This job, it is believed would require almost full time work. The balance of the economist's time would be devoted to assisting in the analyses of the governmental expenditures of the local towns and in the preparation of the capital budgets. To direct the work of the agency, to plan in detail the methods of the various studies, and to carry the

burden of most of the public relations aspects of the planning programs, a planning director would be required. Finally a typist-secretary would be needed to type reports and correspondence and to manage the filing.

It is anticipated that approximately one fifth of the time required for local work would be given over to routine matters that would arise during the year such as subdivision applications, zoning matters, etc. Therefore this time must be added to the total already calculated resulting in 403/ .8= 504 man days. The total time required of the planning engineers for both the regional and local work amounts to 644 man days. Assuming a five day working week, fifty weeks per year and ten days of legal holidays, there are 240 working days per year. Thus three planning engineers would be required.

The staff of the planning agency together with salaries based on the Findings of the National Survey on Planning Personnel, 1949 of the Subcommittee on Personnel Classification and Standards of the American Institute of Planners is as follows:

Director	$6,000
Economist	5,000
Senior Planning Engineer	5,000
Planning Engineer	4,200
Planning Engineer	3,600
Secretary	2,500
Rent, office supplies	3,000
Total	$29,300

The difference in salaries of the three planning engineers is based on differences in experience.

TABLE 9

DISTRIBUTION OF COSTS OF PLANNING AGENCY

FIRST YEAR

TOWN	LOCAL PLANNING WORK	POPULATION	% OF REGION	REGIONAL PLANNING WORK	TOTAL COST
Easton	$\frac{504}{644}$ x $12,800 x .184 = $1,840	2,200	.9	($\frac{140}{644}$ x $2,800 / $16,500) .009 = $ 175	$ 2,015
Fairfield	" " .156 = $1,560	30,000	13.3	" " " .133 = 2,560	4,120
Stratford	" " .268 = 2,680	32,000	13.7	" " " .137 = 2,640	5,320
Trumbull	" " .218 = 2,180	8,200	3.5	" " " .035 = 675	2,855
Bridgeport	" " .174 = 1,740	160,000	68.6	" " " .686 = 13,250	14,990
					$ 29,300

The manner in which the total cost is distributed among the five municipalities is as follows: Since the work for the local towns does not vary closely with the relative populations, the cost of the local planning work will be pro-rated to the towns on the basis of the time spent on this work by the planning engineers. The cost of the regional planning work, on the other hand, will be shared on the basis of the relative populations since the benefits received from this planning vary with the populations. Therefore the distribution of the costs of the planning as determined in Table 9 on page 70 is as follows:

Easton	$ 2,015
Fairfield	4,120
Stratford	5,320
Trumbull	2,855
Bridgeport	14,990
	$ 29,300

TABLE 10

DISTRIBUTION OF COSTS OF PLANNING AGENCY

SECOND YEAR

TOWN	LOCAL PLANNING WORK			REGIONAL PLANNING WORK					TOTAL
Easton	$\frac{160}{240}$ =	$4,200 x $\frac{30}{160}$	= $525	($\frac{80}{240}$ x	$4,200 /	14,500)	.009	= $ 150	$ 675
Fairfield	"	"	$\frac{50}{160}$ = 875	"	"	"	.133	= 2,120	2,995
Stratford	"	"	$\frac{50}{160}$ = 875	"	"	"	.137	= 2,180	3,055
Trumbull	"	"	$\frac{30}{160}$ = 525	"	"	"	.035	= 550	1,075
Bridgeport*	"	"		"	"	"	.686	= 10,900	10,900
									$ 18,700

* Local Planning Work Done By Existing Local Staff.

Following the completion of the various plans, the work of the planning agency would become one of administering the plans, of revising and drawing up new capital improvement budges to keep pace with changes in the needs and economic situations of the towns, and finally to prepare new studies as additional problems arise. This work would not require, it is believed, the amount of personnel needed to prepare the original master plans. Thus the annual cost of planning to the five municipalities would be much less after the first year.

Assuming that an average of fifty man days of work by a planning engineer would be required for Fairfield and Stratford, and thirty man days each for Easton and Trumbull, this would result in a total of 160 man days per year to be spent on local planning work. This is 80 man days less than the total put in by one planning engineer in one year. Assuming, therefore that these 80 days are put in on regional planning work, only one planning engineer would be required. Since the regional planning work would also be reduced, it is assumed that there would no longer be a need for a full time economist. Since, however, much of the regional planning work involves the specialized techniques of an economist, it is proposed that the services of a consultant be engaged for the amount of work required. The planning staff and annual costs would thus consist of:

Director	$6,000
Planning Engineer	4,200
Secretary	2,500
Consulting fees	3,000
Rent, office supplies	3,000
Total	$18,700

The distribution of these costs to the five municipalities would be as shown in Table 10.

While the estimates presented here must be regarded as approximate because of the limits of time for this s tudy, they do indicate a method of distributing the costs of such a planning agency, indicate also that technical planning assistance can be provided to the local towns at the same time that full scale regional planning is achieved and all at costs which are substantially less than if each town attempted to hire its own staff.

APPENDIX #1

FUTURE REGIONAL POPULATION ESTIMATE

METHOD #1

Future growth determined by past trend of dwelling unit construction in Region. Future rate of private dwelling unit construction assumed substantially equal to rate during "normal" building years 1938-1942 and 1946-1948.

PRIVATE DWELLING UNITS CONSTRUCTED 1938-1948

Year	Bridgeport	Easton	Fairfield	Stratford	Trumbull	Total
1938-39	217	30*	197	186	90*	723
1939-40	655	30*	239	296	140*	1360
1940-41	417	47*	356	349	159	1311
1941-42	565	50*	318	346	135	1394
1942-43	493	33*	152	224	43	945
1943-44	310	18*	173	125	1	527
1944-45	23	2*	6	19	8	58
1945-46	96	11*	65	61	89	322
1946-47	216	35*	298	269	166	984
1947-48	365	54*	530	384	223	1556

* estimated.

Average number of dwelling units constructed per year in Region, 1938-42 and 1946-48 1221

APPENDIX #1 (Continued)

Additional Population 1950-1960 assuming 1221 new dwelling units constructed and average family size 3.65 persons: 44,500

Total Regional Population 1960 277,900

Additional Population 1960-1970 assuming 1000 new dwelling units constructed and average family size 3.60 persons: 36,000

Total Regional Population 1970..... 313,900

Appendix #2

FUTURE REGIONAL POPULATION ESTIMATE

Method #2 Future population derived from trend of percentage of County population.

	Fairfield County	Bridgeport Region	% of County
1900	184,203	81,689	44.4
1910	245,322	116,594	47.5
1920	320,936	170,991	56.0
1930	386,702	187,783	48.5
1940	418,384	197,392	47.3
1950	490,000	232,000	47.3*
1960	560,000	258,000	46.0*
1970	620,000	273,000	44.0*

* Trend Projected.

Appendix #3

FUTURE REGIONAL POPULATION ESTIMATE

Method #3 — Future growth assumed at same rate of growth which occurred 1920-1930 and 1930-1940.

	1920	1930	% increase	1950	1960
Population	170,991	187,783	9.8%	232,000	256,000

	1930	1940		1960	1970
Population	187,783	197,392	5.1%	256,000	269,000

Appendix #4

AVERAGE FAMILY SIZE 1940

	Population	Number of Occupied Dwelling Units
Bridgeport	147,121	39,382
Easton	1,262	358
Fairfield	21,135	5,500
Stratford	22,580	6,066
Trumbull	5,294	1,476
	197,392	52,832

$\frac{197,392}{52,832}$ = 3.74 persons per family

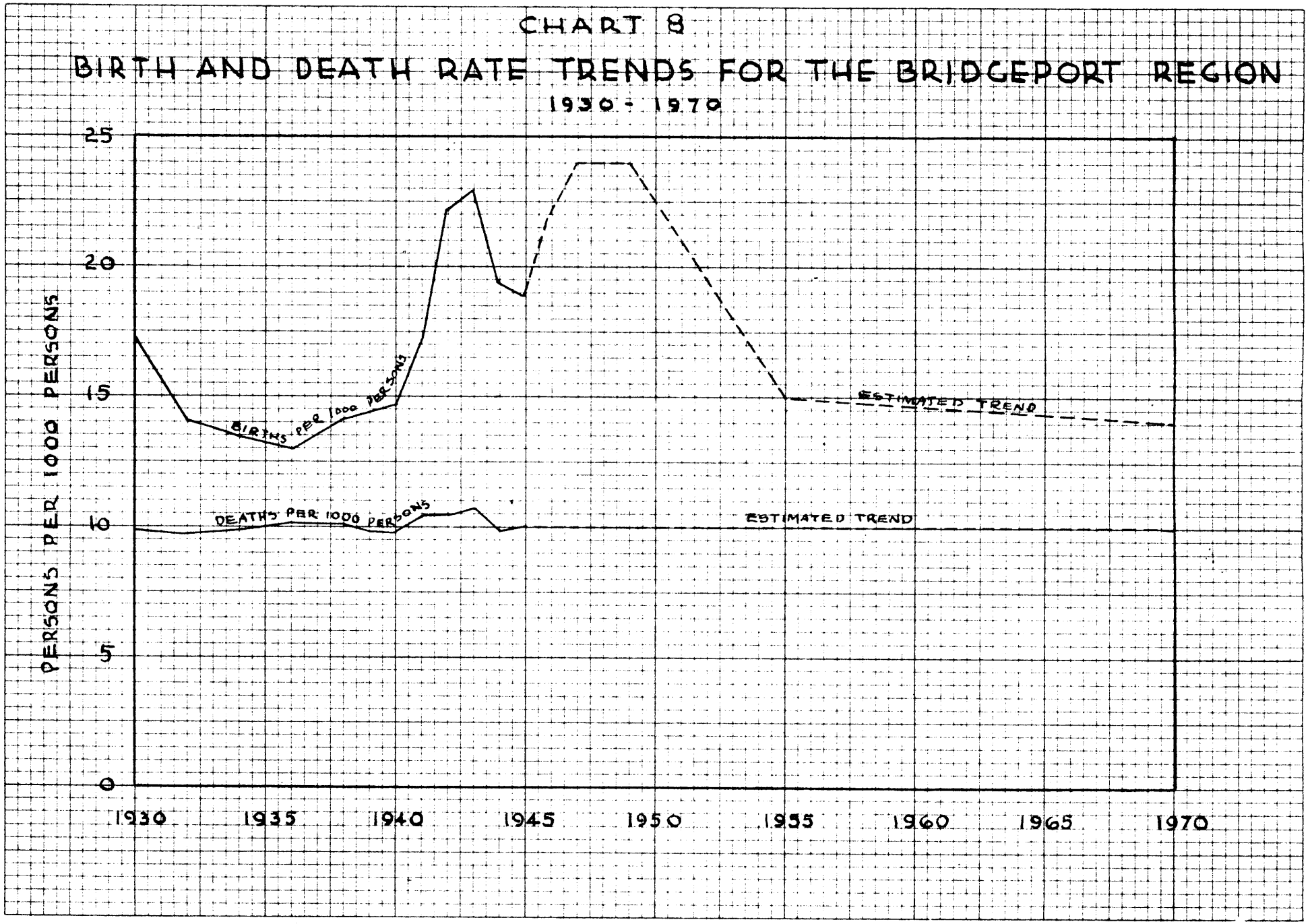


CHART 8
BIRTH AND DEATH RATE TRENDS FOR THE BRIDGEPORT REGION
1930 - 1970
PERSONS PER 1000 PERSONS
25
20
15
10
5
0
BIRTHS PER 1000 PERSONS
DEATHS PER 1000 PERSONS
ESTIMATED TREND
ESTIMATED TREND
1930
1935
1940
1945
1950
1955
1960
1965
1970

Appendix #5

The School enrollments for a given year were determined by entering in the first grade the children born to natives six years earlier and carrying them through the eight grades and adding to each grade children from the new families moving into town. Allowance was also made for children of pre-school age in new families moving into town.

For the purposes of estimating the future elementary school enrollments the following assumptions were made:

1. the future population of the town, already determined would increase in equal amounts each year during a ten year period.

2. the birth rate and death rate would be as estimated in Chart 8 .

3. the number of migrants to enter the town in a year would be equal to the yearly population increase minus the natural increase determined from the number of births over deaths.

4. ninety percent of the children born in the town would enter the first grade six years later or would enter kindergarden five years later and would continue through to the eighth grade.

5. the number of elementary school children per migrant family was .48, for grades one through eight plus kindergarden, and .43 for grades one through eight.

REGIONAL PLANNING

State Enabling Legislation

Chapter 26 A of the 1947 Supplement to the General Statutes

FORMATION

Sec. 115i. Regional planning authorities. Any two or more contiguous towns, cities or boroughs having planning commissions may by by-law, ordinance, rule or regulation adopted by the respective legislative bodies of such towns, cities or boroughs join in the formation of a regional planning authority. The area of jurisdiction of such authority shall be coterminous with the area of the respective towns, cities or boroughs comprising such regional planning authority.

JURISDICTION

WITHDRAWAL

Sec. 116i. Withdrawal from regional planning authority. Any town, city or borough which has adopted the provisions of this chapter may withdraw from such regional planning authority, but only six months after the legislative body of such town, city or borough shall have declared its intent to so withdraw by enactment of a by-law, ordinance, rule or regulation.

MEMBERSHIP

Sec. 117i. Membership of planning authority board. Each town, city or borough which adopts the provisions of this chapter shall be entitled to two representatives on the board of such authority and shall be entitled to additional representation on such board at the ratio of one member for each fifty thousand of population or fraction thereof over and above a population of twenty-five thousand as determined by the last-completed federal census. The appointment of such members of the board shall be made by the planning commission of each participating town, city or borough for such terms as shall be determined by each planning commission, but each member shall be an elector of the town, city or borough which he represents.

OFFICERS AND MEETINGS

Sec. 118i. Officers of board. Meetings. The board of each such authority shall annually elect from among its members a chairman, a treasurer, who shall be bonded, and such other officers as the board shall determine. All meetings of the board shall be held at the call of the chairman and at such other times as said board may determine. The treasurer shall receive all funds and moneys of the authority and shall pay out the same only upon the order of the board of such authority within the limits of such receipts. The board shall keep minutes of all its proceedings and official actions, showing the vote of each member or, if absent or failing to vote, indicating such fact, which minutes shall be filed in the office of the board and shall be a public record.

MINUTES

RECEIPTS

APPROPRIATIONS

DISBURSEMENTS

Sec. 119i. Funds. Employees and consultants. Any regional planning authority established under the provisions of this chapter is authorized to receive for its own uses and purposes any funds or moneys from any source, including bequests, gifts or contributions, made by any individual, corporation or association. Any participating town, city or borough is authorized to appropriate funds for the expenses of such authority in the performance of its purposes. Within the amounts so received by an authority, the board of the authority may engage employees and contract with professional consultants.

DEVELOPMENT PLAN

FOUNDATION

RELATIONSHIP TO LOCAL PLANNING COMMISSIONS

Sec. 120i. Plans. Each regional planning authority shall make a plan of development for the region within its jurisdiction, showing its recommendations for the general use of the area including principal highways and freeways, bridges, airports, parks, playgrounds, recreational areas, schools, public institutions, public utilities and such other matters as, in the opinion of the authority, will be beneficial to the area. Any regional plan so developed shall be based on studies of physical, social, economic and governmental conditions and trends and shall be designed to promote with the greatest efficiency and economy the coordinated development of the region within its jurisdiction and the general welfare and prosperity of its people. It shall assist the planning commissions of the several towns, cities or boroughs within the area of its jurisdiction in carrying out any regional plan or plans developed by such authority.