



# NORWICH

**2013 Plan of Conservation and Development  
Strategic Element**

**City of Norwich**

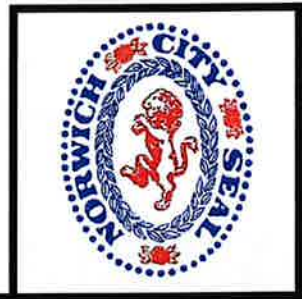
**Commission On The City Plan**

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**Cover Picture**

“View of the City from the Thames River”



September 2013

To the Residents of Norwich,

The Commission on the City Plan is pleased to present the "Strategic Element" of the 2013 Norwich Plan of Conservation and Development. The "Strategic Element" outlines a long term vision for the City of Norwich and programs to help achieve that vision. This plan is a continuation of the City's long tradition of planning for and guiding the physical, economic, and social development of the community.

The Plan reflects the thinking and contributions of a number of City residents. Although the Plan is formally adopted by the Commission on the City Plan, the initial work on the Plan was undertaken by a Plan Update Steering Committee made up of representatives from the City Council, Commission on the City Plan, Norwich Community Development Corporation, Planning Department, and the community. As part of their work, the Plan Update Steering Committee conducted community meetings around the City in order to involve neighborhoods and residents in preparing the Plan.

In addition to this "Strategic Element", the Commission on the City Plan has endorsed a companion document called the "Implementation Element". The "Implementation Element" provides additional detail about how Plan strategies can be implemented and the overall vision accomplished. That document describes who is responsible for implementing the recommendations of the Plan. It is envisioned that a Plan Implementation Committee will be formed to help coordinate and guide implementation of the Plan.

We look forward to working with you and others who share an interest in the long-term health and vitality of the City as we participate in implementing the Plan.

Sincerely,

Ralph F. Page, Chair  
Commission on the City Plan



# Planning Basics



## Introduction

Preparing for the future



## Planning Process

Charting a course



**Conditions & Trends**

What issues might be affecting Norwich



**Fundamental Principles**

Foundations of the strategies in the Plan





# Introduction

## Overview

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This Plan of Conservation and Development is a strategic plan for the physical development of Norwich. It is an advisory document which is intended to guide local actions and to provide a framework for consistent decision-making with regard to conservation and development activities over the next decade or so.

Since a Plan of Conservation and Development helps guide local actions towards outcomes considered beneficial for the community and/or desired by residents, there are few documents which have a greater potential long term influence on the City.

Norwich has a history of preparing plans for the entire community, different neighborhoods and places, and on different topics. Each plan has strived to enhance the community and the lives of its residents. It is in that spirit that this Plan of Conservation and Development has been prepared.

**Main Street**



**Looking Downriver**



**Mohegan Park**



**Historic Buildings**





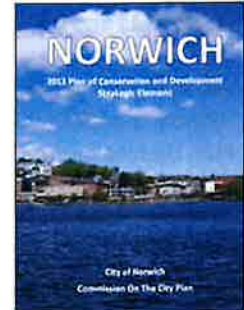
## Organization Of This Plan

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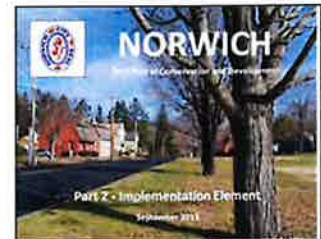
This Plan differs somewhat from prior plans in that it has been configured to promote a commitment to implementation. To help accomplish this, the Plan of Conservation and Development has been configured as a two-part document.

This part –the “Strategic Element” - is a statement of strategic directions which are considered important for Norwich in order to preserve and enhance those things considered integral to the vitality, livability, and quality of life in the City. It is “big picture” and strategic in nature so that Norwich residents will use it to discuss and refine the major directions of the community.

It is envisioned that the Strategic Element will be reviewed every 5-10 years (or as otherwise needed) to ensure that the strategic directions for Norwich are appropriate for addressing the issues facing the community.



The companion part –the “Implementation Element” – is a compilation of tasks and programs which will help accomplish the overall strategies. It identifies specific tasks to be completed, the entity responsible for completing the task, and the anticipated timeframe for completion. As tasks and programs are implemented and results are evaluated, it is envisioned and intended that the Implementation Element will be updated to acknowledge completed tasks and to add new tasks.



The Plan recommends that the Implementation Element be maintained and administered by a Plan Implementation Committee. The Committee would review the Implementation Element every year to ensure that the work program and tasks for the coming year (and beyond) reflect fiscal and operational capabilities.

While the Strategic Element of the Plan will be updated less frequently than the Implementation Element, the Strategic Element should evolve as the needs of the community change. As new issues come to light, the community should strive to update the Strategic Element by evaluating alternative approaches and selecting the best overall strategy for Norwich. The fact that a topic or issue is not addressed in the Strategic Element should not prevent it from being considered at some time in the future.

**Downtown Scene**



**Community Event**



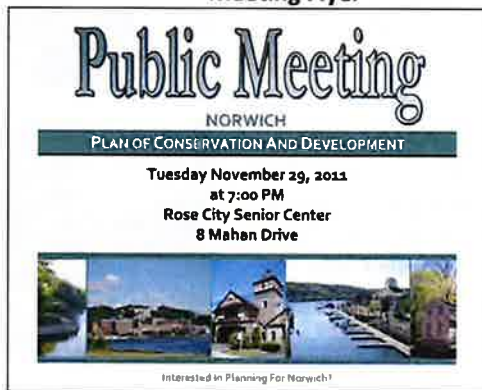
## Preparation Of This Plan

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While the Plan of Conservation and Development (POCD) is officially adopted by the Commission on the City Plan, this POCD was prepared with guidance from a committee made up of Norwich residents and representatives of different City boards and community organizations. The planning process also included a number of community participation exercises and workshops. This helped to ensure that the planning process included a wide variety of viewpoints and opinions so that it represents the best ideas and strategies for the future of the community.

Following a number of meetings where Plan ideas were discussed and Plan strategies were formulated and refined, a draft Plan was prepared to reflect the planning strategies. Draft plans were discussed and refined by the Plan Update Committee before being forwarded to the Commission on the City Plan for review and adoption.

**Public Meeting Flyer**



**Board / Commission Meeting**



**Community Meeting Exercise**



**Community Discussion**





The Plan was adopted at the August 20, 2013 meeting of the Commission on the City Plan with an effective date of September 21, 2013.

**EXCERPTS FROM CONNECTICUT GENERAL STATUTES  
SECTION 8-23 - PLAN OF CONSERVATION AND DEVELOPMENT**

**The Plan shall:**

- be a statement of policies, goals and standards for the physical and economic development of the municipality ..
- show the commission's recommendation for the most desirable use of land within the municipality ... and for the most desirable density of population ....
- be designed to promote with the greatest efficiency and economy the coordinated development of the municipality and the general welfare and prosperity of its people.

**The Plan may:**

- show the commission's recommendation for a system of principal thoroughfares, parkways, bridges, streets and other public ways; for airports, parks, playgrounds and other public grounds; for general location, relocation and improvement of public buildings; for the general location and extent of public utilities and terminals, whether publicly or privately owned for water, sewerage, light, power, transit and other purposes; and for the extent and location of public housing projects.
- include recommended programs for the implementation of the plan ...
- (include) such other recommendations ... in the plan as will ... be beneficial to the municipality.

**Community Facility**



**Scenic Place**





# Conditions & Trends

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## Overview

An overview of conditions and trends affecting Norwich provides some context to the Plan and the planning process.

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## Norwich's Past

The landform of the area we now know as Norwich was sculpted over millions of years by geologic and climatic processes. Human settlement of this area is believed to have occurred only in the last 10,000 years or so. Over time, these inhabitants organized themselves into tribes and, in this part of southeast Connecticut, the main Native American tribes were the Mohegans and the Pequots.

The earliest documented European exploration of this area occurred in 1614 as Dutchman Adriaen Block sailed through Long Island Sound and up the Connecticut River. The news of his journey started a competition between the Dutch and English to explore this area and to trade with the Native Americans they found here.

While lands along the Connecticut River were settled by Europeans as early as 1633, settlement of this area did not really commence until after the Pequot War of 1637 when a war party made up of European settlers and some other Native American tribes attacked a Pequot settlement near current-day Mystic and decimated the Pequots living there. The New London area was settled by Europeans around 1644 and settlement expanded to surrounding areas.

In 1659, an agreement was reached with the Mohegan tribe and European settlement began on the lands around the confluence of the Yantic, Shetucket, and Thames Rivers. While early European settlers focused primarily on subsistence agriculture, a maritime economy (shipbuilding, fishing, trade) also emerged.

During the 1700s, Norwich became an important colonial seaport since the confluence of the two inland rivers with a salt water port facilitated trade and shipping of a variety of goods. Chelsea Landing, the urbanized center of the city, experienced rapid development of wharves and warehouses, becoming a center for commerce.

The power of the rivers was harnessed to support construction of mills and support the growth of a number of other businesses such as rope making and ironworks. The abundant water power and busy port activity set the stage for significant growth during the "industrial revolution" when new technologies and processes created new opportunities for economic growth. There were a number of large mills built that operated in various sections of the city, but the highlight of industrial development of the time was Taftville's Ponemah Mill.

Norwich had all the ingredients to support economic growth and grow it did. In 1860, Norwich was the third largest city in Connecticut, exceeded only by New Haven and Hartford. The City evolved with defined villages and neighborhoods surrounding water-powered mills – a pattern still visible today.

The late 1800s were a grand time in Norwich. Local businesses prospered and fine homes along Chelsea Parade spoke to the importance and wealth of the community during this golden age. However, changes were afoot. The availability of steam engines reduced the need for water power and Norwich's competitive advantage for industry declined. The expansion of rail service to other areas meant that businesses were not as reliant on water transportation and that raw materials and finished products could be transported more quickly. It did not help Norwich that completion of the railroad bridge across the Thames River at New London in 1888 allowed trains heading west to New York, or east to Rhode Island and Boston, to bypass Norwich.

Business operations recalculated their costs of doing business and it was sometimes advantageous for businesses to relocate where total costs were lower. Textile mills, which had become major employers in Norwich and New England, began to relocate to the southern states for cheaper labor and to be closer to raw cotton. In the early 1900s, the arrival of the automobile and the expansion of the road network contributed to the changing dynamics of Norwich. After World War II, the interstate highway system also bypassed Norwich, echoing events from seven decades earlier.

In addition to the road system further eroding Norwich's locational advantage for businesses, it also brought other changes. The improved mobility provided by the automobile and changing societal ideals enabled people who worked in the city to move to rural areas, taking with them disposable income that had traditionally been spent in Downtown and other areas of the community. From the 1970s to 2000, Norwich lost about 13 percent of its population as people moved to outlying areas.

Retailers, recognizing changing consumer desires, also moved. In some cases, they moved within Norwich to places where land was cheaper and on-site parking could be provided. In other cases, they moved to other communities. Within Norwich, Downtown's traditional role as a thriving regional business focal point shifted. For many residents, their retail focus changed from Downtown to Norwichtown Mall (an indoor shopping center) and then later to Route 82 (a series of automobile-oriented shopping and dining establishments) and locations in other communities.

**1876 Map**



**Machinery At Ponemah Mill**

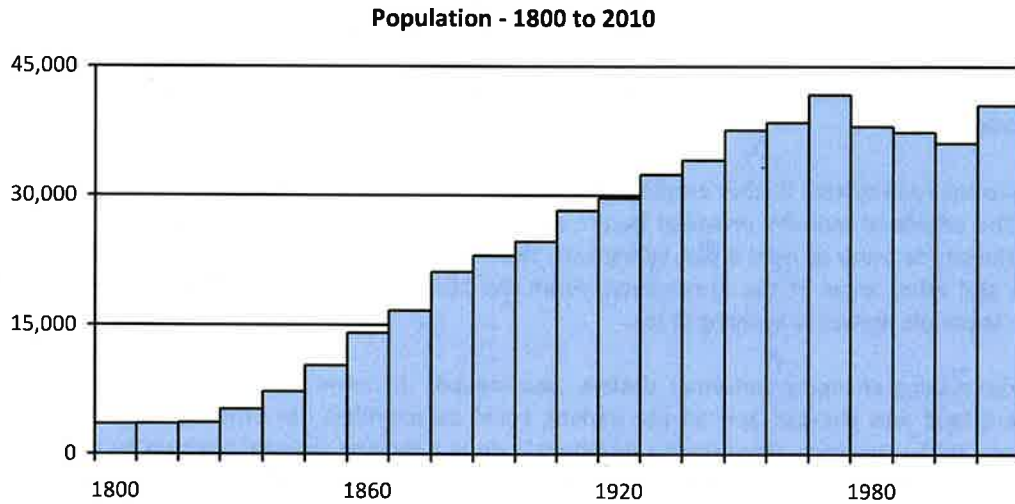




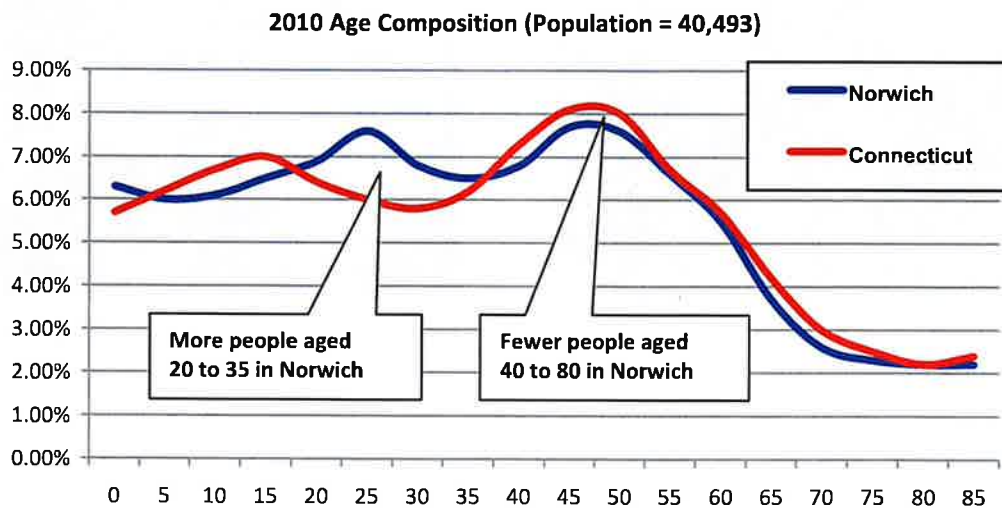
# Norwich's Present And Future

## Demographics

According to the United States Census, Norwich had 40,493 residents in 2010. As can be seen from the chart, Norwich grew significantly from the around 1830 to 1950 or so when preferences for suburban or rural lifestyles diverted regional growth to those areas. After the year 2000, Norwich's population grew again due to economic growth in the region and the growth of the gaming and entertainment sectors.



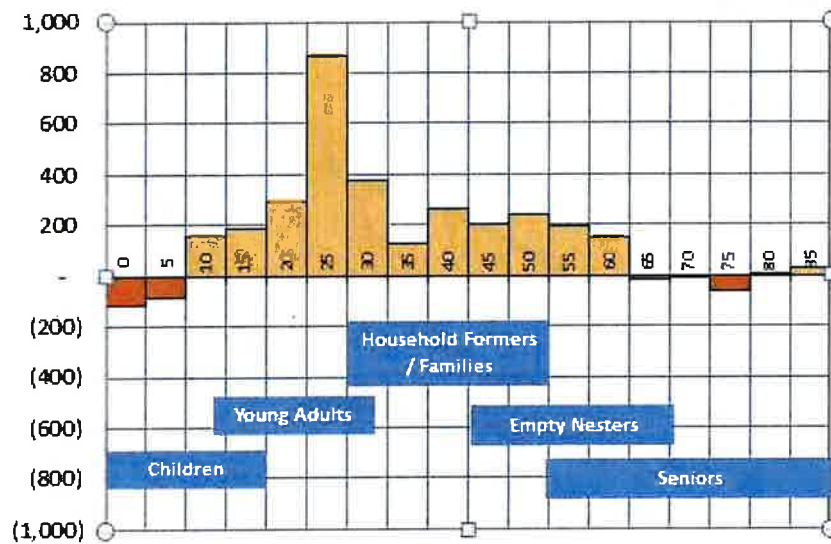
The changing age composition of a community is an important consideration in planning for its future needs. When Norwich's age composition in 2010 (the blue line) is compared to the overall age distribution for Connecticut (the red line), Norwich has more persons aged 20 to 35 (young adults and formers of families) and fewer persons aged 5 to 20 and aged 40 to 55 (typical family ages). Retaining these younger persons and families may be key to the future population growth and stability in Norwich.



The following charts compare the actual age composition in a Census year with the “expected” age composition (people in the prior Census aged 10 years, births added, deaths subtracted). The differences are the result of net migration (the net effect of people moving into Norwich and out of Norwich). When the value is a positive number, Norwich attracted more people in those age groups than it lost. When the value is a negative number, Norwich lost more people in those age groups than it attracted.

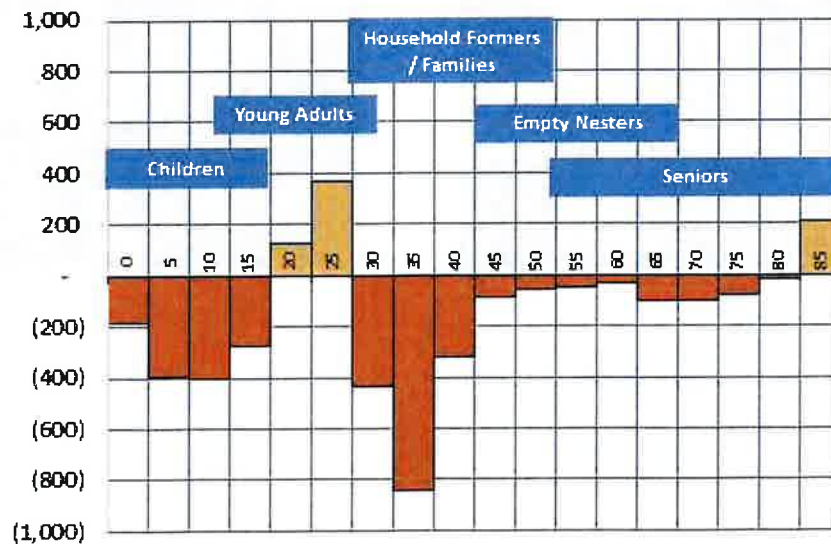
From 2000 to 2010, there was net in-migration to Norwich in almost all age groups. This may have been because of the availability of housing at affordable prices in response to the job growth at the region’s gaming venues.

**2000-2010 Migration (+2,799 people)**



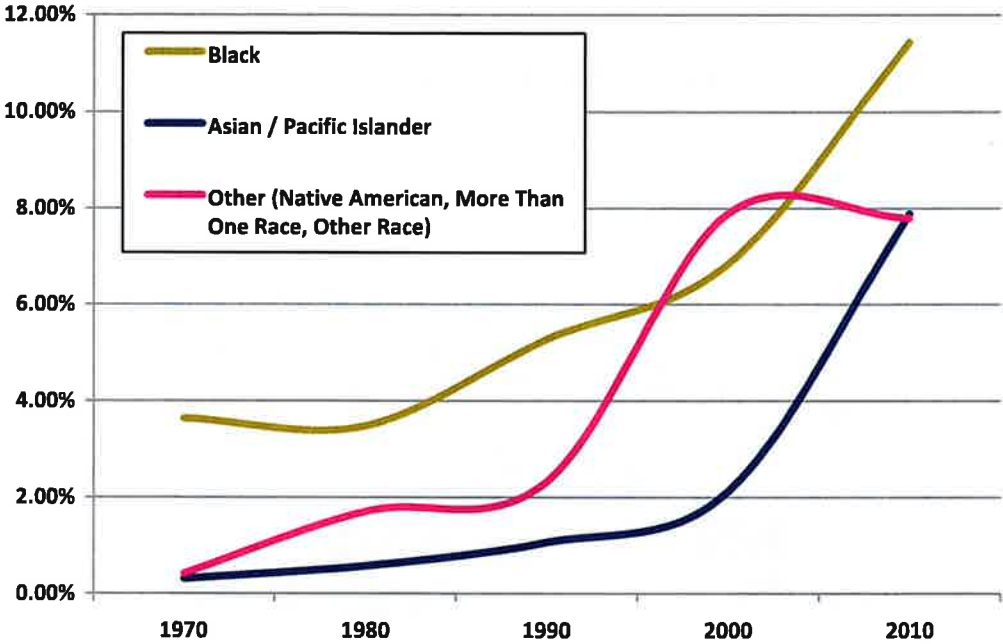
On the other hand, in the 1990s, most age groups exhibited net out-migration. This may have been because people were concerned about some of the quality of life aspects of living in the City.

**1990-2000 Migration (-2,668 people)**



Norwich is also becoming a more diverse community. As shown below, the share of the population which is black, Asian, Native American, or from another racial group (other than white”) has grown from about five percent of the population in 1970 to about 27 percent of the population in 2010. Between 2000 and 2010, the black population and the Asian population grew rapidly.

**Community Diversity (1970 to 2010)**



**Community Event**



**Community Event**

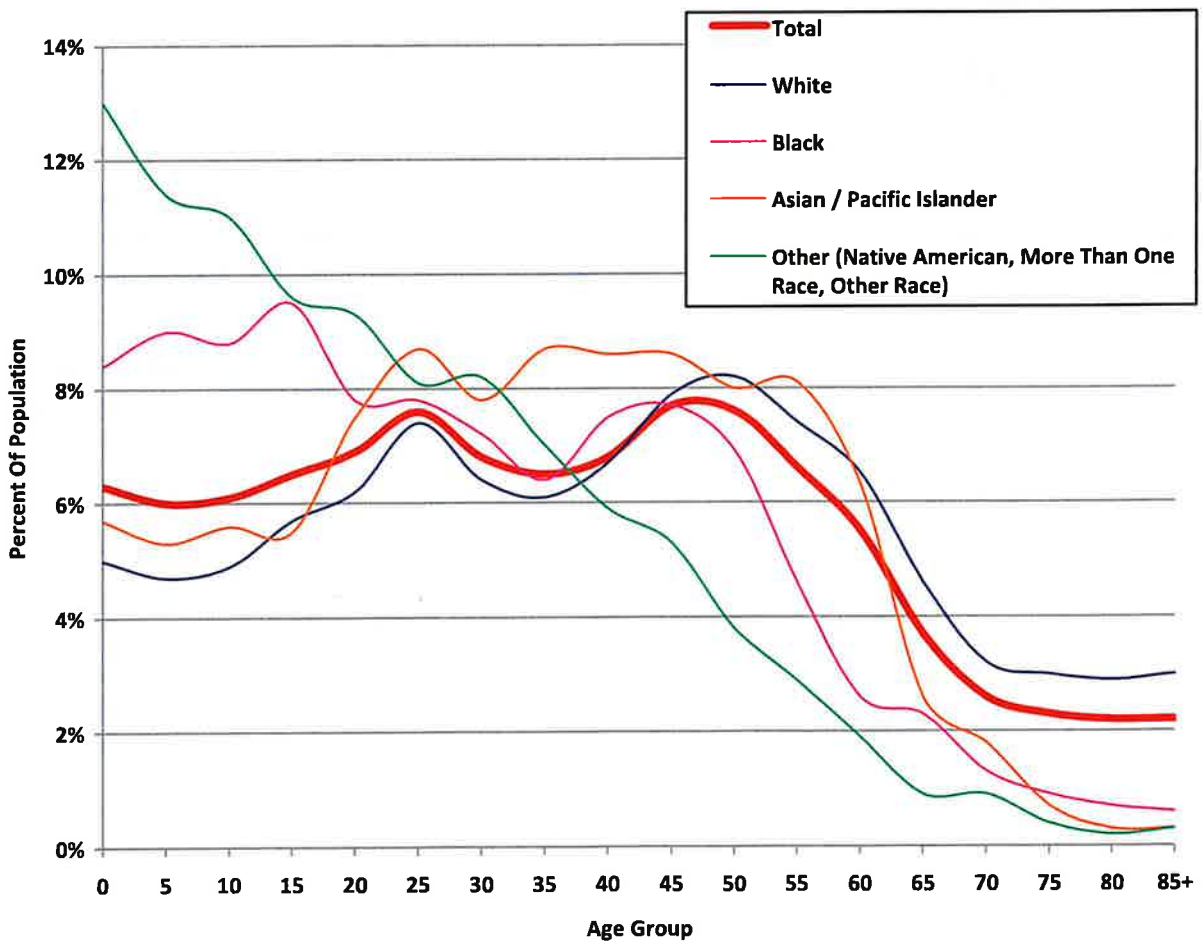




The changing racial and ethnic composition of Norwich also is reflected in the age composition of the community. The following chart and table compare the age composition of each racial/ethnic group with the age composition of Norwich as a whole (the red line in the chart).

**Age Composition Comparison (2010 Census)**

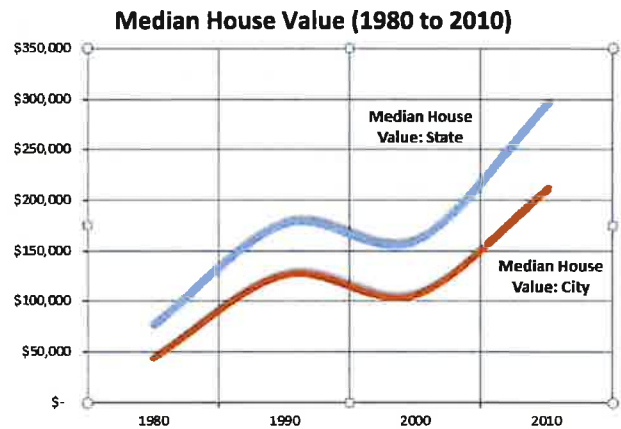
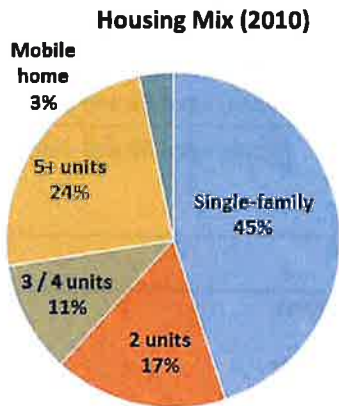
	<b>Higher Percentage Than Overall Community</b>	<b>Lower Percentage Than Overall Community</b>
<b>White</b>	<ul style="list-style-type: none"> <li>• People aged 45 and older</li> </ul>	<ul style="list-style-type: none"> <li>• People younger than 45</li> </ul>
<b>Black</b>	<ul style="list-style-type: none"> <li>• People younger than 35</li> <li>• People aged 40 to 49</li> </ul>	<ul style="list-style-type: none"> <li>• People aged 35 to 39</li> <li>• People aged 50 and older</li> </ul>
<b>Asian / Pacific Islander</b>	<ul style="list-style-type: none"> <li>• People aged 20 to 64</li> </ul>	<ul style="list-style-type: none"> <li>• People younger than 20</li> <li>• People aged 65 and older</li> </ul>
<b>Other (Native American , More Than One Race, Other Race)</b>	<ul style="list-style-type: none"> <li>• People younger than 40</li> </ul>	<ul style="list-style-type: none"> <li>• People aged 40 and older</li> </ul>



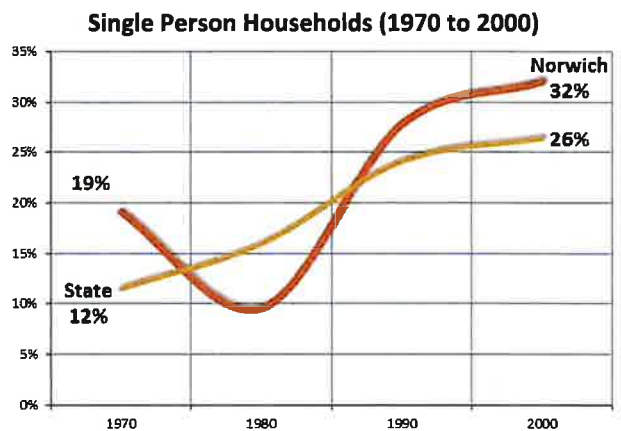
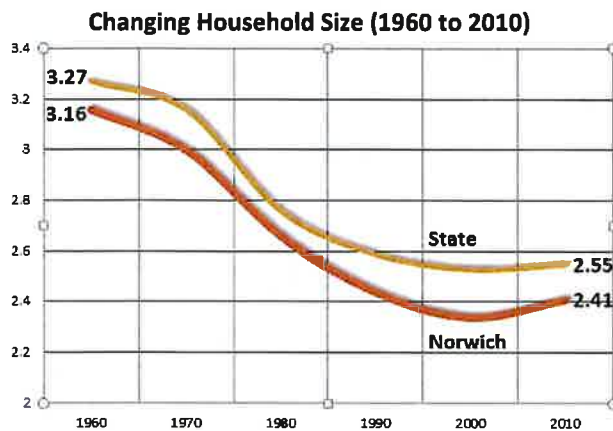
## Housing

Norwich has a very diverse housing stock. According to the 2010 Census, about 45 percent of the housing units in Norwich were single-family dwellings and about 55 percent were other forms of housing (two-family, multi-family, apartment, condominium, etc.).

The typical housing unit within the City is more affordable when compared to statewide housing values and those for some surrounding communities. In addition, Norwich has a higher percentage of housing which is assisted by state or federal agencies, financed by the Connecticut Housing Finance Authority, or which is deed-restricted to be affordable to people earning 80 percent or less of the area median income.

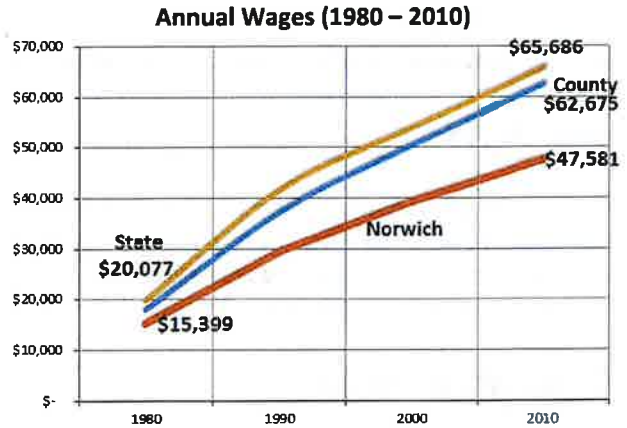
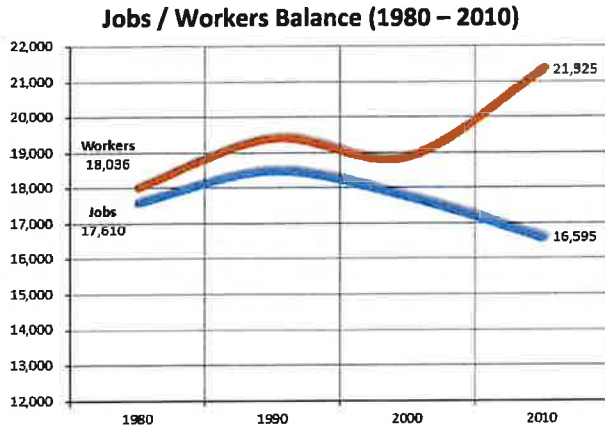


In terms of housing occupancy, the average household size (the number of residents divided by the number of occupied housing units) has been declining for some time. This helps explain how the City could be losing population at the same time it was building new housing units. Almost one-third of all housing units in Norwich are occupied by one person.



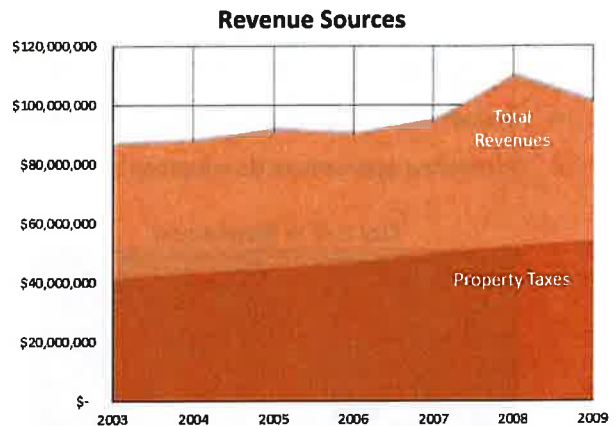
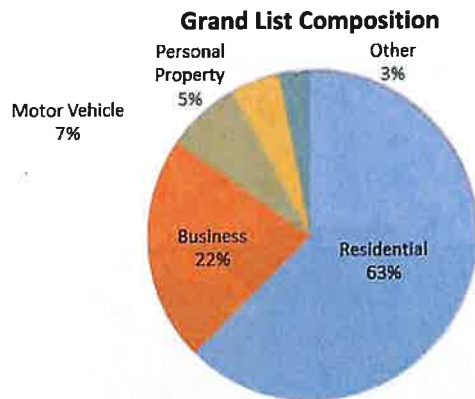
## Economics

The number of jobs in Norwich has been declining since 1990 although the number of workers has increased in the past decade. This means that job growth in the region has been occurring in other communities and at the gaming venues on tribal lands. During the same period, the average wages of Norwich residents have not been increasing as fast as they have for the typical Connecticut worker.



## Fiscal Considerations

While residential uses make up about 63 percent of all assessed property in Norwich, business uses contribute 22 percent. This is higher than many other communities. Property taxes contribute about one-half (53%) of the revenue received by the City. In other words, a significant component of City revenue comes from state grants and other sources.







# Fundamental Planning Principles

## Overview

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A number of public meetings and Steering Committee meetings were held during the course of reviewing the 2002 Plan and preparing this Plan. During that process, discussions were held regarding the overall vision and the key strategic principles which should guide the City as it approaches the future. From these discussions, the following fundamental principles emerged as the foundation for this Plan of Conservation and Development:

## Grow Strategically

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Norwich is one of the most diverse communities in Connecticut with landscapes ranging from a coastal port and urban center to rural areas with farms and woods. Within this diverse community, there are many places where development could be located. However, the overall economic health of the City and the quality of life in the City might not be maximized if efforts are not focused on areas and places that pay the biggest dividends.

Norwich will be best able to capitalize on opportunities that present themselves if it focuses on growing strategically:

- Directing development towards nodes / areas with the infrastructure (utilities, transportation) to support it.
- Promoting economic development and investment to support community vitality and stability.
- Supporting a range of housing opportunities and choices.
- Promoting appropriate development patterns (mixed uses, etc.).

**City Hall In Downtown**



**Greenville**



## Promote Livability

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Norwich has prospered most over the years when it has focused on providing for the common good of its residents and the general betterment of the community. By protecting and enhancing the character of residential neighborhoods and providing for amenities and services which enhance the overall community experience, Norwich will continue to attract new generations of residents.

Norwich will be a successful community if it maintains and enhances the quality of life of its residents:

- Supporting and enhancing the overall quality of life in the City.
- Preserving and enhancing a strong sense of place.
- Investing in healthy, safe, and walkable neighborhoods.
- Addressing community facility needs.
- Providing safe, reliable, and economical transportation choices.
- Preserving and enhancing open space, trails, water access.
- Preserving natural beauty.

**Community Events**



**Community Concerts**



**Farmers Market**



**Community Places**



## Leverage Assets

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Due to its rich history, strategic location and its diverse population, Norwich has a significant number of assets available to help achieve its objectives. However, this will only be true if the City recognizes these assets and utilizes them in appropriate ways.

Norwich should seek to utilize its considerable assets to enhance the overall community and the quality of life of its residents:

- Capitalizing on diversity of people and places.
- Accentuating cultural and historical assets.
- Conserving the natural environment and critical environmental areas.
- Preserving farmland and traditional rural lands.
- Conserving energy / resources (reducing, reusing and recycling resources).

**Coastal Assets**



**Character Assets**



**Natural Assets**



**Cultural Assets**





## Implement Plans

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Norwich has prepared plans in the past and will continue to prepare plans in the future. All plans are intended to discern ways to implement visions for a better future or to solve specific problems of today. Regardless of their intent or purpose, the most effective plans are the ones that lead to actions which help the community. The least effective plans are the ones that are cast aside or "sit on a shelf."

Norwich should continue to seek ways to implement this Plan and other plans which will help make Norwich a better place to live, work, and play:

- Encouraging collaboration in community planning.
- Investing in ourselves / community.
- Creating partnerships to accomplish community objectives.
- Making development decisions predictable, fair, and cost effective.

**Ground Breaking**



**Ribbon Cutting**





# Grow Strategically



## Community Structure

Direct development towards nodes with the infrastructure to support it

Promote appropriate mixed uses and development patterns



## Economic Development

Promote economic development and investment to support community vitality and stability

## Housing Development

Support a range of housing opportunities and choices in appropriate locations to accommodate a variety of types and needs



## Infrastructure

Provide for utilities to support appropriate development patterns in desired locations





# Reinforce Community Structure

## Overview

Community structure (the overall physical organization of a community) is an important consideration in the Plan because it is strongly correlated with people’s sense of place, overall community character, and the overall organization and prioritization of community policies. Structure is also an important guide for land use regulations and decisions.

Norwich has the opportunity to guide future growth based on community structure so that it will:

- Reinforce the historical development pattern,
- Maximize the vitality of these areas,
- Take advantage of existing infrastructure, and
- Help preserve rural areas.

The Plan recognizes two different dimensions of community structure:

- Planning districts or neighborhoods, and
- Focal points or nodes.

## A. Recognize Planning Districts

Norwich is an incredibly diverse community with an urban downtown, rural enclaves, and most everything in between. The Plan recommends using the concept of planning districts in order to build upon the neighborhoods affiliations in the city in terms of community focus and attention:

- Downtown
- Greeneville, Taftville, Norwichtown, Thamesville
- Business Park
- Occum, Bean Hill/ Yantic, East Side, West Side
- Plain Hill, Wawecus Hill

Preserving the rural areas of Plain Hill and Wawecus Hill is a key strategy of this Plan.

### Strategies

1. Utilize the concept of planning districts in order to enhance a “sense of place” for residents and build upon the neighborhoods affiliations in the city.
2. Recognize that different planning districts will have different development priorities and different conservation priorities.

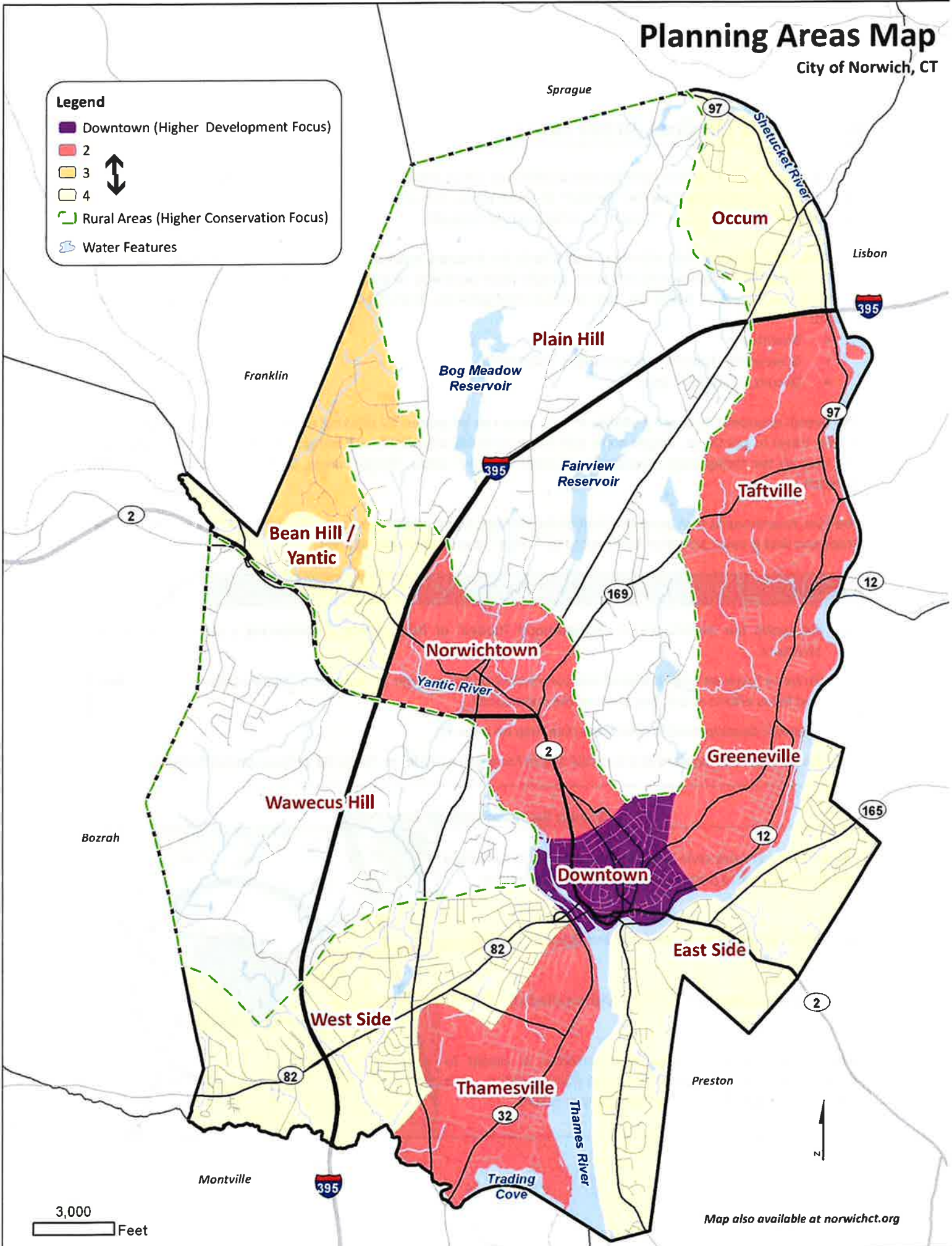


# Planning Areas Map

City of Norwich, CT

## Legend

-  Downtown (Higher Development Focus)
-  2
-  3
-  4
-  Rural Areas (Higher Conservation Focus)
-  Water Features



3,000 Feet

Map also available at [norwichct.org](http://norwichct.org)



## B. Focus On Core Areas And Nodes

Several planning districts also have structural elements which transcend neighborhood boundaries. These are the focal points or nodes reflecting the “centers” of these areas. It is often these areas that people first think of when they think of “Downtown” or “Occum” or other parts of Norwich.

The Plan recommends that attention and efforts be directed towards maintaining and enhancing these focal points. In studies of community character, people react positively to areas such as these, especially if they have a strong “sense of place” based on their physical configuration, overall appearance, economic vitality, and other factors:

- Downtown
- Greeneville, Taftville, Norwichtown, Thamesville
- Occum, Bean Hill/ Yantic

The overall economic strength / vitality of each area can be judged by thinking of the distance that people might readily travel to get there. Larger areas with more activities and vitality will attract people from a larger distance. The map on the facing page suggests the concept of “core” areas, “fringe” areas, and then outlying areas within Norwich.

The Plan recommends that greater attention be devoted to maintaining and enhancing “core” areas than “fringe” areas and that greater attention be devoted to “fringe” areas than outlying areas.

### Strategies

1. Recognize the importance of neighborhood “nodes” or focal points in reinforcing a strong community structure.
2. Strive to focus on neighborhood and community nodes in order to enhance a “sense of place” for residents and focus efforts within key areas of the community.
3. Promote development in core areas (see map on page 7).
4. Encourage development of a possible future focal point (node) on Route 82 at New London Turnpike.

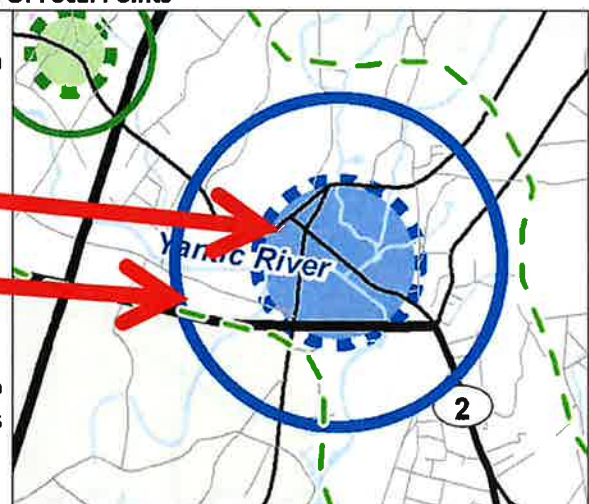
### Graphic Representation Of Focal Points

The following graphic style is used in the Plan of Conservation and Development to portray the concept of focal points:

**Core Area** – inner circle (dashed line and shaded)

**Fringe Area** – outer area (thick line and not shaded)

Please note that the graphic representation is meant to identify a general area and a potential walking radius. It is not meant to identify a specific boundary or extent







# Community Structure Map

City of Norwich, CT

## Legend

### Structure Nodes

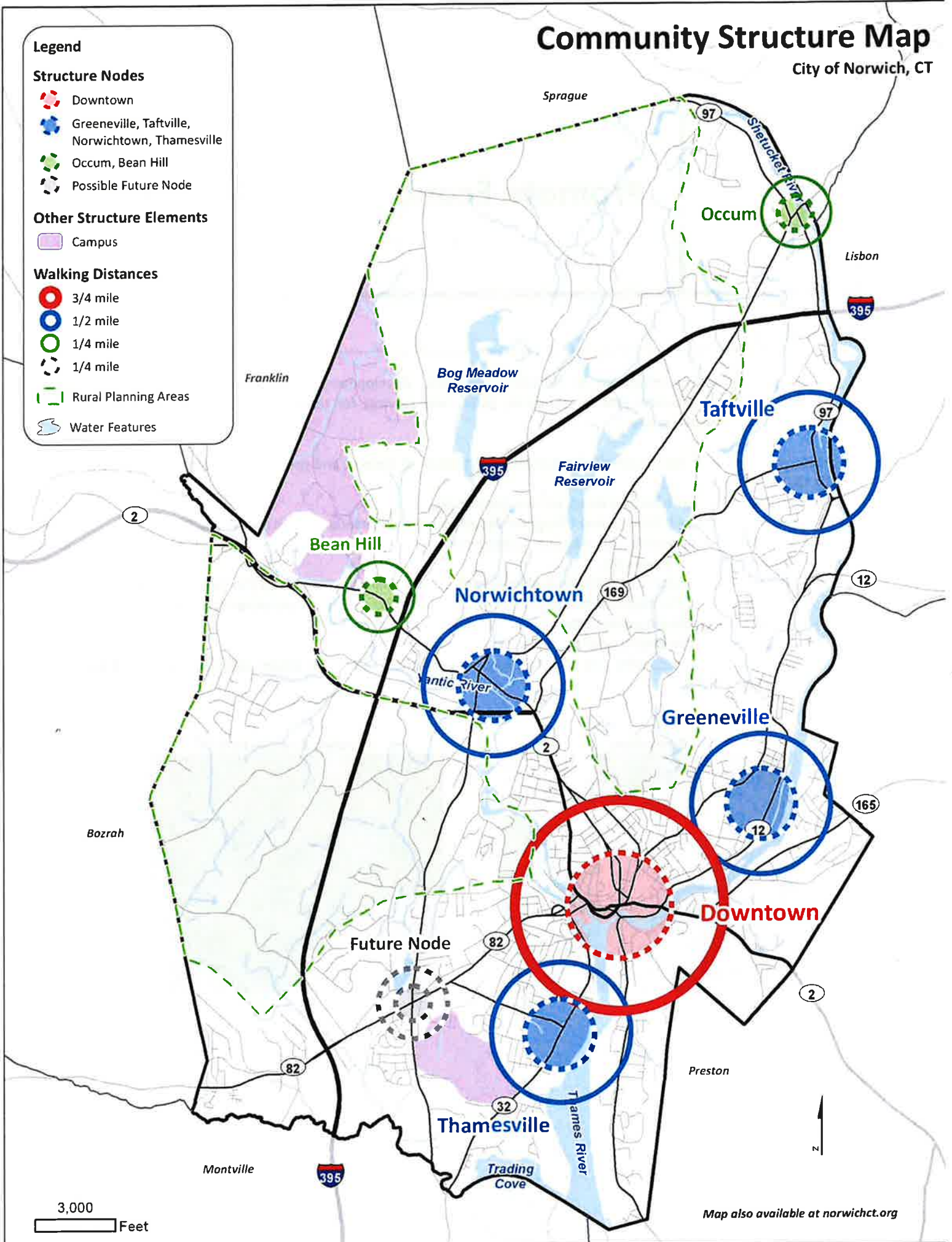
-  Downtown
-  Greenville, Taftville, Norwichtown, Thamesville
-  Occum, Bean Hill
-  Possible Future Node

### Other Structure Elements

-  Campus

### Walking Distances

-  3/4 mile
-  1/2 mile
-  1/4 mile
-  1/4 mile
-  Rural Planning Areas
-  Water Features





# Promote Economic Development

## Overview

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Economic development is important to Norwich. Economic development is the economic engine of the community because it provides jobs for residents, goods and services for residents and visitors, and net tax revenue to fund municipal services.

In recent years, Norwich has undertaken a number of initiatives to support and promote economic development within the community:

- Promoted the Business Park to attract new businesses,
- Established the Mill Enhancement Program Development to help renovate historic mill buildings,
- Completed assessments of possible contamination on some sites ("brownfields") to help with redevelopment of these sites,
- Helped preserve and reuse historic buildings such as the Wauregan Hotel, and the Thayer, LeRou, Alice, Chelsea Landing, Heritage Discovery, Woolworth, Beit, Courthouse Square and other downtown buildings,
- Assisted with redevelopment of the Marina at American Wharf,
- Assisted with redevelopment of the Norwichtown Commons, and
- Encouraged the expanded use of Dodd Stadium for college and high school sporting events and for regional festivals.

**Downtown**



**Norwich Business Park**





## A. Support Economic Development

Economic development is important to the overall development and economic health of the City and its residents. This includes retaining and supporting the businesses in Norwich today and attracting new business development in the future. It also includes attracting land uses and activities which provide meaningful employment and which provide more in municipal revenue than they require in municipal services.

### Strategies

1. Retain and support existing businesses.
2. Target desired markets and business sectors.
3. Actively market Norwich for business.
4. Continue to promote tourism, cultural attractions, sporting events, and special events as other facets of the City's economic development strategy and work closely with local and regional organizations to promote and accomplish this.
5. Use civic events and activities to showcase Norwich.
6. Use historic resources as a way to market the city and as a way to "tell the story" of Norwich.
7. Recognize Dodd Stadium as an opportunity to promote economic development and seek to expand use of the facility of sporting events and festivals.

**Downtown Redevelopment**



**Business Park**



**Downtown Business**



**Economic Development Opportunity**





## B. Support Community Structure

---

Economic activity which is consistent with the desired overall physical structure of the City will help enhance the overall quality of life in Norwich and help support long-term goals.

### Strategies

1. Guide business and economic development to downtown, core nodes, the Business Park, and other targeted development areas.
2. Continue to support development and redevelopment of node areas (“cores”).
3. Encourage infill development in targeted development areas (“future ready” areas).
4. Encourage redevelopment of existing mill buildings and seek ways to minimize code compliance issues which can complicate redevelopment of older structures.
5. Continue to help remediate brownfields (apply for grants, assign funding, provide staff support, implement the area-wide plan, etc.).
6. Use financial incentives (i.e. tax abatements) to support expansion of existing businesses and attract new businesses to targeted development areas.
7. Recognize the harbor area and the waterfront is a key development opportunity area.
8. Participate in planning for the redevelopment of the Norwich State Hospital site.
9. Investigate expansion of the Business Park.

## C. Facilitate New Economic Development

---

Since many communities are competing for economic development, Norwich should be sure to dedicate adequate resources to attracting economic development to the city.

### Strategies

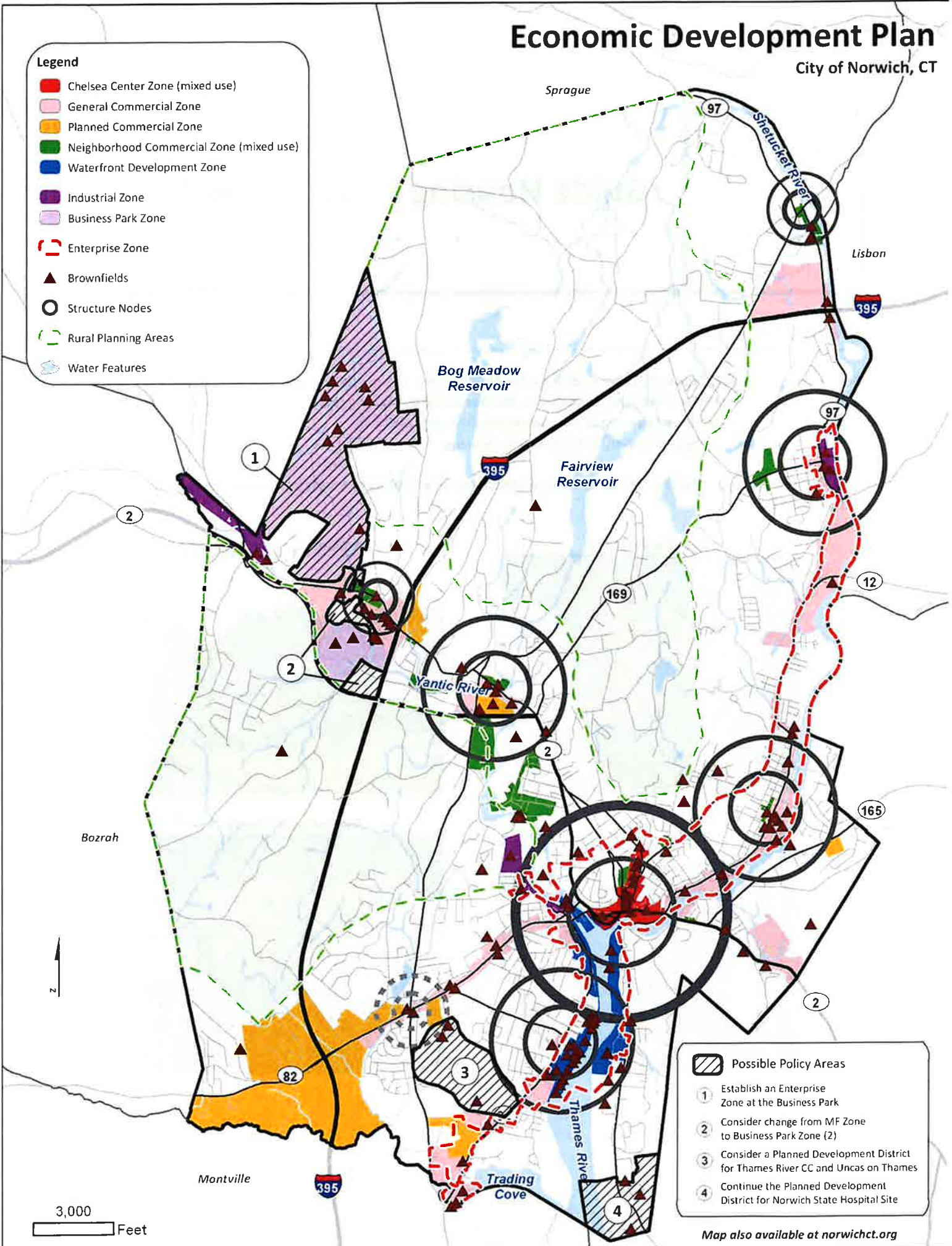
1. Continue to work effectively with the Norwich Community Development Corporation.
2. Utilize Norwich Public Utilities to help attract and retain businesses.
3. Continue to facilitate and streamline the economic development process in Norwich.
4. Review regulations to ensure that public policies and regulations facilitate desired growth (including adaptive reuse of buildings and sites) and that expansion / redevelopment is not harder than developing vacant land (i.e. – parking requirements, setbacks, etc.).
5. Seek to make full utilization of the programs offered by the State for “Targeted Investment Communities” including Enterprise Zones (CGS 32-70), Entertainment Districts (CGS 32-76), Qualified Manufacturing Plant (CGS 32-75c), Railroad Depot Zone (CGS 32-75a), and any others.

# Economic Development Plan

City of Norwich, CT

## Legend

- Chelsea Center Zone (mixed use)
- General Commercial Zone
- Planned Commercial Zone
- Neighborhood Commercial Zone (mixed use)
- Waterfront Development Zone
- Industrial Zone
- Business Park Zone
- Enterprise Zone
- Brownfields
- Structure Nodes
- Rural Planning Areas
- Water Features



### Possible Policy Areas

- 1 Establish an Enterprise Zone at the Business Park
- 2 Consider change from MF Zone to Business Park Zone (2)
- 3 Consider a Planned Development District for Thames River CC and Uncas on Thames
- 4 Continue the Planned Development District for Norwich State Hospital Site

Map also available at [norwichct.org](http://norwichct.org)





# Guide Housing Development

## Overview

For many generations, Norwich has provided for housing to meet the needs of many types of people - the young and the old, the wealthy and the poor, immigrants and descendants. During the past decade or so, the City has:

- Provided a significant amount of new workforce housing, and
- Increased the regional supply of multi-family housing.

The Plan recommends that the City continue to promote housing choices to meet the diverse needs of present and future residents.

**Single-Family Home**



**Condominiums On Old Pond Lane**



**Townhouse**



**Single-Family Home**



## A. Promote Neighborhood Stability

---

Maintaining stable residential neighborhoods is a key strategy for the City. Since research indicates that owner occupants help promote neighborhood stability and quality of life, the City will strive to promote home ownership and residents owners.

In addition, in order to provide a more organized and logical approach to creating multi-family housing opportunities, the City will consider modifying how it allows multi-family residential development. While a simpler approach (such as site plan approval only) may be appropriate in the downtown Chelsea Central District and other core areas, a more rigorous approval process would be appropriate in fringe areas and other outlying areas where the introduction of multi-family housing might have the potential to destabilize some single-family areas. A hierarchical permit structure should be considered to facilitate multi-family development in core areas while more carefully managing residential development in outlying areas.

### Strategies

1. Promote neighborhood stability and quality of life.
2. Continue efforts to increase homeownership and property values.
3. Consider modifying where and how multi-family development is allowed:
  - Allow multi-family development in node “core areas” as a permitted use (site plan approval).
  - Require a special permit process for multi-family development in node “fringe areas”.
  - Consider discouraging multi-family development in other areas outside node “core areas” and node “fringe areas” unless it meets other community objectives.
4. Consider rezoning areas in the “MF” Zone which contain established single family streets or sub-neighborhoods to a single-family zoning district.
5. Review zoning regulations in regard to standards for multi-family housing (location, scale, design, density, off-street parking requirements, etc.).
6. Support the maintenance / improvement of the existing housing stock (establish a revolving loan program, enforce codes, encourage maintenance, support housing renovation / rehabilitation, support urban homesteading, support first-time homebuyers, etc.).
7. Implement a team approach to enforcing housing and other codes to help prevent or eliminate blight.
8. Support and expand the Neighborhood Revitalization Zone program (CGS 7-600) to help revitalize neighborhoods through a collaborative process involving residents, businesses and government.



## B. Guide Housing Development

As for economic development, residential development which is consistent with the desired overall physical structure of the City will also help enhance the overall quality of life in Norwich and help support long-term goals. This includes several components:

- Encouraging multi-family development in node “core areas” and node “fringe areas”,
- Preserving areas for single family homes,
- Continuing to promote adaptive reuse of historic mills as multi-family housing, and
- Maintaining low density residential patterns in “rural” planning districts and encouraging “conservation design” of residential subdivisions in order to help preserve natural resources, open space, agricultural land, and community character.

### Strategies

1. Guide residential development in ways that support overall community structure.
2. Continue to promote adaptive reuse of historic mills as multi-family housing.
3. Encourage “conservation design” of residential subdivisions in rural planning areas in order to help preserve natural resources, open space, agricultural land, and community character.
4. Maintain low density residential patterns in “rural” planning districts.
5. Continue to provide for the creation and maintenance of housing which is affordable.
6. Anticipate the potential housing needs of an aging population (assistance with maintenance, social services, etc.).

Single Family Home



Multi-Family Complex

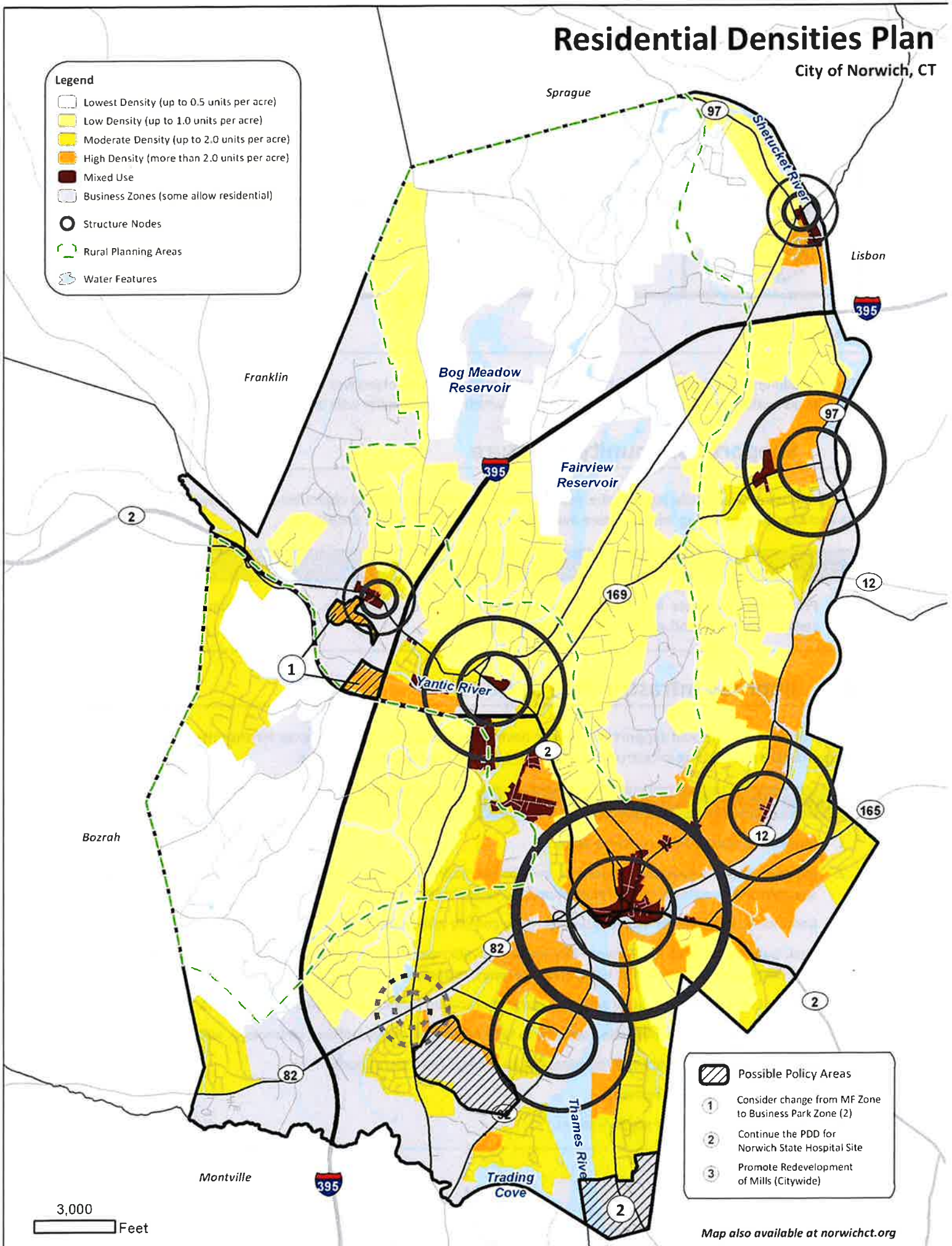


# Residential Densities Plan

City of Norwich, CT

## Legend

- Lowest Density (up to 0.5 units per acre)
- Low Density (up to 1.0 units per acre)
- Moderate Density (up to 2.0 units per acre)
- High Density (more than 2.0 units per acre)
- Mixed Use
- Business Zones (some allow residential)
- Structure Nodes
- Rural Planning Areas
- Water Features



## Possible Policy Areas

- Possible Policy Areas
- ① Consider change from MF Zone to Business Park Zone (2)
- ② Continue the PDD for Norwich State Hospital Site
- ③ Promote Redevelopment of Mills (Citywide)

3,000

Feet

Map also available at [norwichct.org](http://norwichct.org)



# Manage Utility Infrastructure

## Overview

The availability of infrastructure will help support the overall growth objectives of the City. Norwich is fortunate to have its own utility division (Norwich Public Utilities) which is very familiar with local needs and issues.

### A. Support Community Structure

Utility infrastructure should support the desired development patterns and objectives for the city. Caution should be exercised before letting infrastructure availability dictate development decisions.

#### Strategies

1. Provide for adequate infrastructure (water, sewer electric, natural gas, communications, etc.) to meet community needs and support desired growth patterns.

### B. Improve Infrastructure Systems

Utility infrastructure should support the desired development patterns and objectives for the city. Caution should be exercised before letting infrastructure availability dictate development decisions.

#### Strategies

1. Implement strategies to conserve water.
2. Improve the wastewater treatment system to address issues related to water quality, combined sewer/storm overflows, inflow/infiltration, and capacity constraints.
3. Continue to improve the stormwater system to comply with water quality requirements.
4. Seek opportunities to implement “low impact development” techniques (LID) which promote infiltration into the ground as opposed to using drainage pipes, especially in outlying areas.
5. Use the City’s fiber-optic cable system as a communication tool for businesses and residents.
6. Embrace wireless communication systems to take advantage of smartphone technology, wi-fi systems.
7. Enhance system reliability and the capability to recover from disruptions.
8. Expand the natural gas system.
9. Expand the public water supply system.



# Utility Infrastructure Plan

City of Norwich, CT

## Legend

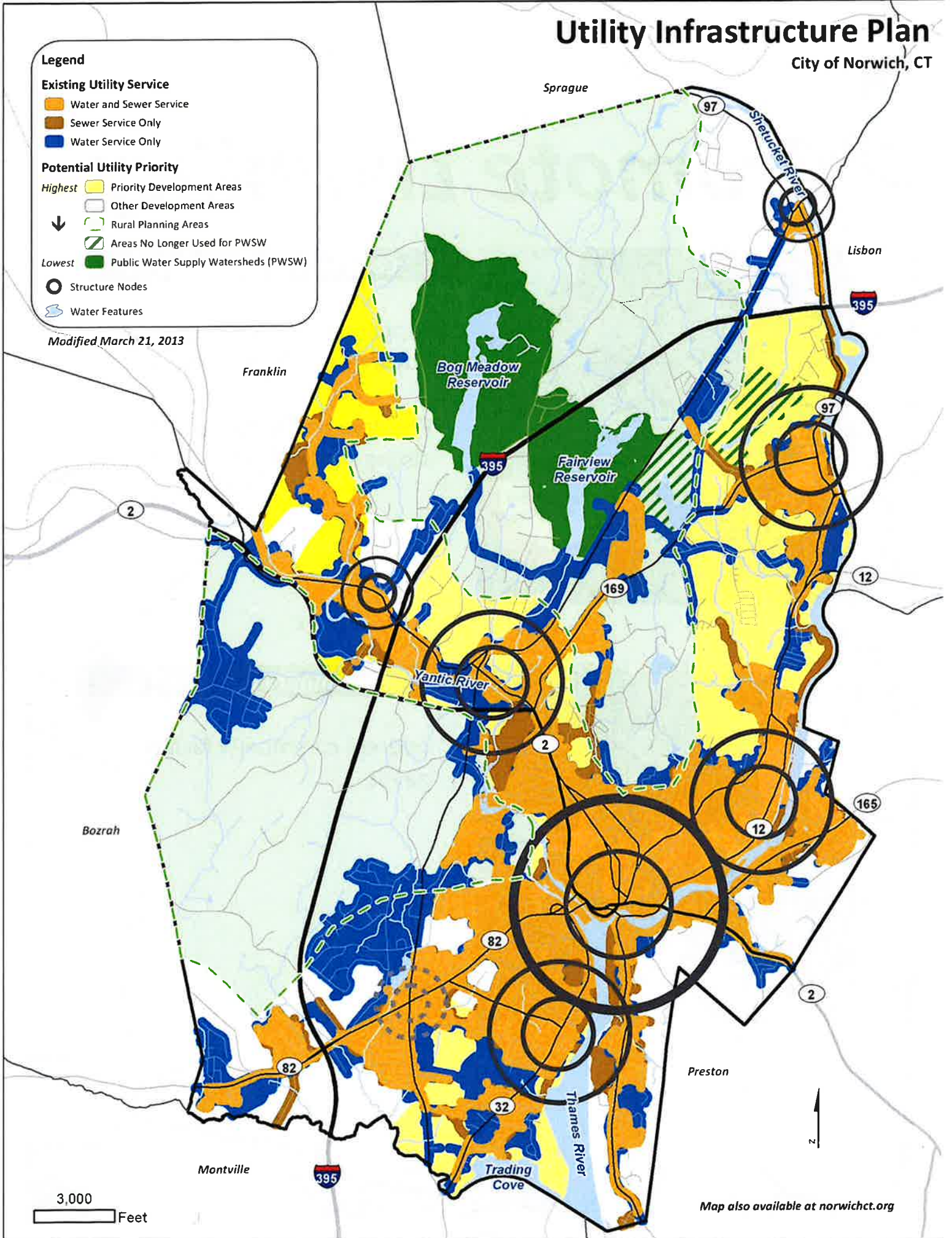
### Existing Utility Service

- Water and Sewer Service
- Sewer Service Only
- Water Service Only

### Potential Utility Priority

- Highest Priority Development Areas
- Other Development Areas
- Rural Planning Areas
- Areas No Longer Used for PWSW
- Lowest Public Water Supply Watersheds (PWSW)
- Structure Nodes
- Water Features

Modified March 21, 2013



Map also available at [norwichct.org](http://norwichct.org)



# *Promote Livability*



## **Community Character**

Support and enhance the quality of life in the City

Preserve and enhance a strong sense of place

Preserve natural beauty



## **Community Facilities**

Address community facility needs



**Open Space**

Preserve and enhance open space, trails, water access



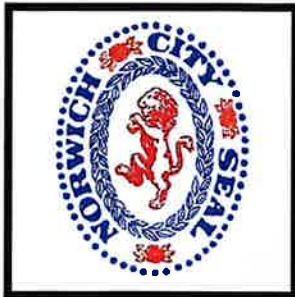
**Transportation**

Invest in healthy, safe, and walkable neighborhoods

Provide safe, reliable, and economical transportation choices







# Enhance Character / Spirit

## Overview

---

Community character reflects the physical appearance of a community while community spirit reflects the feeling of pride about the community. Both are important to the perception of livability of the community and both contribute to overall quality of life and property values.

### A. Enhance Physical Character

---

The physical character and appearance of Norwich is important to the overall perception of the city by residents, workers, and visitors. Small investments in maintain and enhancing physical character will pay significant dividends to local businesses and property values.

#### Strategies

1. Continue to promote beautification of Norwich.
2. Enhance community gateways (entry points into Norwich).
3. Work with Connecticut Department of Transportation to change signage along I-395 to direct people to "Historic Norwich".
4. Enhance wayfinding to key destinations, core areas, and parking.
5. Improve the aesthetics of public spaces.
6. Plant and maintain street trees.
7. Establish a design assistance team (using City staff) to help guide developers through the application approval process.
8. Consider the need to establish a design review process (regulatory) to help enhance character, especially in the core areas.
9. Consider establishing village districts in core node areas to help protect and enhance community character.
10. Establish a façade improvement program.
11. Evaluate lighting standards in order to highlight local assets and amenities, reinforce a welcoming environment in core node areas, and discourage excessive lighting (light pollution) in other areas.

## B. Preserve And Enhance Scenic Resources

---

Due to its topography, history, and development pattern, Norwich has a wide variety of scenic resources. These resources contribute to the character of the city and its overall quality of life and should be protected.

### Strategies

1. Continue to identify and protect scenic resources (views, vistas, scenic roads).
2. Protect scenic vistas, including ridgelines along the rivers, by acquiring these lands or requiring conservation easements.

## C. Expand Community Events

---

Community events and activities enhance the quality of life in the City. Norwich has been very active and creative in terms of hosting and promoting events in the city and this should continue.

### Strategies

1. Continue hosting and coordinating community events and seek to expand these activities.
2. Promote community events / activities (banners, posters, etc.) and continue to seek positive recognition for community events / activities.

**Scenic View**



**Community Events**



## D. Maintain And Enhance Quality Of Life

---

While there are many things that contribute to quality of life (and those attributes can vary from person to person), doing things which will maintain and enhance the lives of residents, workers, and visitors will pay significant dividends for the city.

### Strategies

1. Protect residential neighborhoods from negative influences (non-residential uses, through traffic, etc.).
2. Support residential neighborhoods with positive influences (community policing, community events, and a well-performing school system).
3. Strive to lessen the number of social service delivery facilities in the Downtown.
4. Develop strategies to minimize the impact of drug, alcohol, and other transitional residential uses on community character (indiscriminate placement, undue concentration, inadequate management and oversight).
5. Help convert blighted or foreclosed homes in distressed neighborhoods to occupied houses or to vacant land / open space.
6. Strengthen community-based policing / code enforcement in areas that need it.
7. Recognize and support the important role played by community facilities and organizations (such as Otis Library) in supporting residents of all ages and backgrounds in their informational, educational, social, cultural, economic, and recreational pursuits.

**Quality Of Life Patrol**



**Community Character**



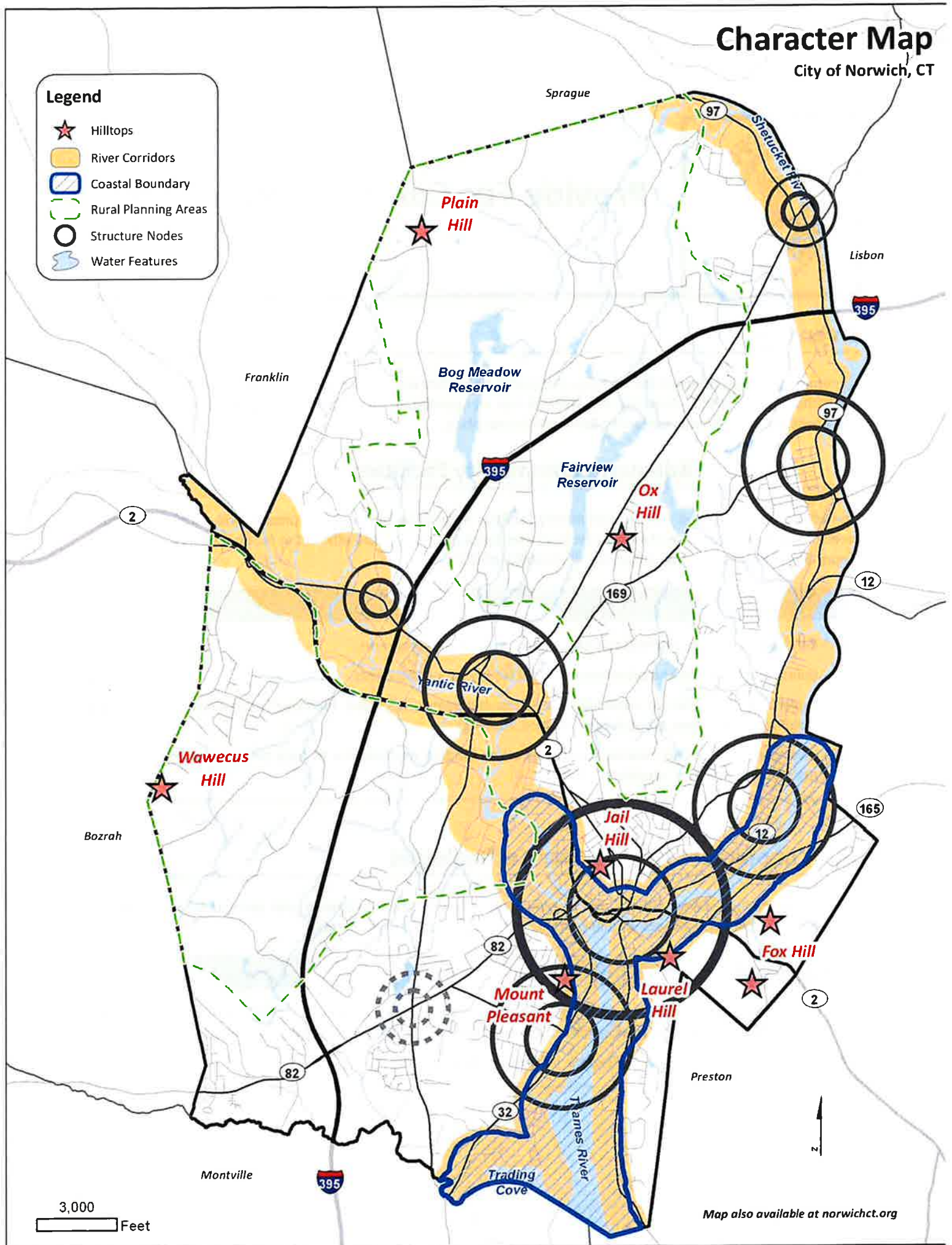


# Character Map

City of Norwich, CT

## Legend

- ★ Hilltops
- Yellow shaded area River Corridors
- Blue hatched area Coastal Boundary
- Green dashed line Rural Planning Areas
- Structure Nodes
- Blue wavy line Water Features



3,000 Feet

Map also available at [norwichct.org](http://norwichct.org)



# Provide For Community Facilities

## Overview

---

Community facilities enhance the livability of Norwich since they are the locations where services are provided for residents and properties. Ensuring that Norwich has an appropriate array of community facilities to provide for the needs of the community will make Norwich a better place.

### A. Maintain Adequate Community Facilities

---

The physical buildings and sites for community facilities need to be adequate for present and anticipated future needs. Making efficient use of existing facilities and being economical and efficient in facility planning will also be important to maintaining and enhancing the livability of Norwich.

#### Strategies

1. Continue to provide and maintain community facilities and programs.
2. Continue to evaluate and prioritize municipal facility issues and needs.
3. Explore opportunities to consolidate activities between school and municipal operations (facility use, building maintenance, grounds maintenance, funding).
4. Investigate the use of reserve funds and other funding mechanisms to help provide for the lifecycle maintenance needs of municipal facilities.

### B. Implement New Service Technologies

---

Modern technology allows for the use of new tools for providing information and services to residents and businesses. These opportunities should continue to be explored and implemented.

#### Strategies

1. Expand the use of technology to offer on-line services to inform residents of community news, document accumulated knowledge, and coordinate activities and management across municipal functions.
2. Maintain and improve the Geographic Information System (GIS).

## C. Encourage And Support Other Facilities

In addition to municipal facilities, there a number of other facilities which are maintained by public and private organizations which contribute to the overall livability of the City and the quality of life here. These facilities should also be promoted and supported.

### Strategies

1. Continue to support educational organizations such as Norwich Free Academy, Norwich Technical High School, and Three Rivers Community College.
2. Continue to support health and medical organizations such as Backus Hospital.
3. Support arts and cultural organizations such as museums and theaters.
4. Support other organizations and facilities which enhance the livability of Norwich.

**Norwich Free Academy**



**Backus Hospital**



**Three Rivers Community College**



**Slater Museum**







# Enhance Open Space / Greenways

## Overview

---

Open space will help protect community character and enhance the quality of life for Norwich residents. Due to the foresight and action of previous generations, Norwich has been fortunate to preserve some significant areas as parks and open spaces. These efforts should be continued for future generations.

### A. Maintain Existing Open Spaces

---

The existing open spaces in Norwich contribute to the livability of the city for residents, workers, and visitors. These open spaces should be maintained and improved.

#### Strategies

1. Maintain and improve existing open spaces and parks.
2. Expand existing parks and open spaces (such as Mohegan Park) as opportunities arise.

### B. Seek To Create An Open Space System

---

The value of Norwich's open space system will grow exponentially if existing parks and natural areas can be interconnected with trails as part of a greenway system.







#### Strategies

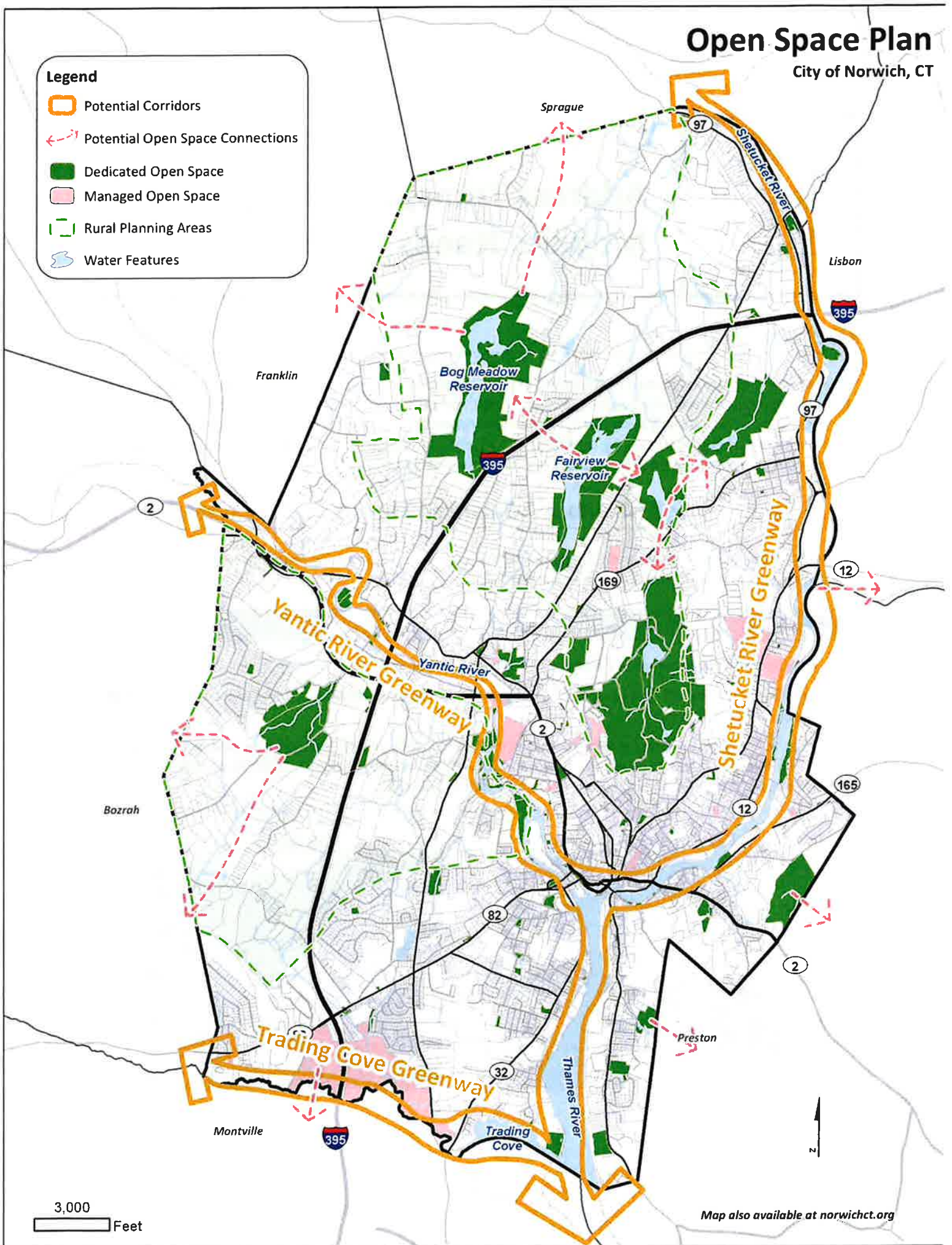
1. Create an overall interconnected city-wide open space / trail network with greenways (on land) and blueways (on water) along river corridors.
2. To help preserve open space in rural planning districts, consider revising the subdivision regulations to increase the amount of open space set-aside required and promote conservation development patterns.
3. Work with Norwich Public Utilities to identify ways to provide access to reservoir properties for passive land-based activities.
4. Establish a municipal land acquisition fund to expand existing and purchase new open space.
5. Seek out additional funding for open space acquisition from federal and state programs.
6. Partner with others to acquire open space.

# Open Space Plan

City of Norwich, CT

## Legend

-  Potential Corridors
-  Potential Open Space Connections
-  Dedicated Open Space
-  Managed Open Space
-  Rural Planning Areas
-  Water Features



3,000

Feet

Map also available at [norwichct.org](http://norwichct.org)





# Address Transportation / Mobility Needs

## Overview

The livability of a place is affected by the ability of people to get where they need to be and by having a variety of transportation options available (walking, bicycle, transit, etc.). The design of the transportation system is also a key consideration. Since many people acquire their perception of the character of an area based on what they see from the roadway, Norwich must be careful to ensure that the design of the transportation system (especially roadways) is appropriate for the for the areas outside of the traveled way.

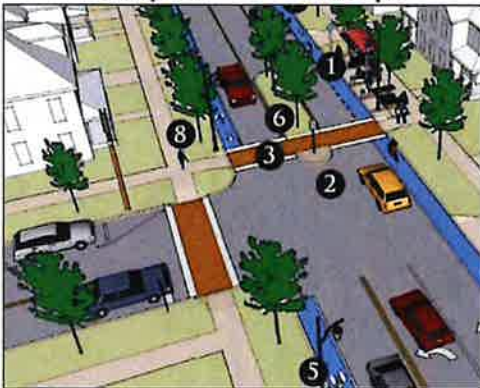
### A. Establish And Maintain A Balanced Transportation System

The existing open spaces in Norwich contribute to the livability of the city for residents, workers, and visitors. These open spaces should be maintained and improved.

#### Strategies

1. Provide for the transportation / mobility needs of the community.
2. Provide for a balanced transportation system which addresses pedestrian needs, bicycle needs, vehicular needs, and transit needs.
3. Seek to transform existing streets to “complete streets” with greater provision for pedestrians, cyclists, street trees, on-street parking (where appropriate), and transit/bus shelters in order to provide safe access for all users, regardless of age or ability (as per Public Act 09-154).

“Complete Streets” Concept



Bus Service





## B. Address Specific Roadway Needs

Although a primary goal is to establish and maintain a balanced transportation system, there are some specific roadway needs to be addressed.

### Strategies

1. Continue to maintain roads and bridges in order to extend their useful life and minimize the need for expensive reconstruction.
2. Improve access to the Norwich Business Park.
3. Encourage the establishment of roadway connections where beneficial to the community:
  - A pedestrian and road connection between Backus Hospital and New London Turnpike.
  - A pedestrian and road connection between Three Rivers Community College, the Uncas-On-Thames campus, and Route 32 (possibly including Norman Road).
4. Work with the Department of Transportation to create a full interchange at I-395 and Route 2 (the interchange is currently missing connecting ramps from I-395 SB to Route 2 WB and from Route 2 WB to I-395 NB).
5. Address issues along Route 82 (reduce the number of driveways and traffic conflicts, provide turning lanes, sidewalks, bike routes, street trees, and bus shelters).
6. In the downtown area, implement strategies to help get people into parking spaces quickly, provide a safe, and clean environment for parkers, and provide a walkable and attractive streetscape.
7. Review parking requirements and their applicability in village core areas, village fringe areas, and other areas.
8. Assess traffic signals and eliminate any signals that do not significantly mitigate congestion.

**Multiple Driveways On Route 82**



**Interchange Improvements**



## C. Enhance Provisions For Pedestrians And Bicycles

Successful and vibrant communities invest in pedestrian and bicycle improvements because they enhance the livability of the community and its quality of life. Norwich will seek to do the same. For pedestrians, sidewalks are a priority in node “core areas” and node “fringe areas”. Off-road trails (paved, stone dust, or dirt) would be the preferred approach for greenway trails and in rural areas.

### Strategies

1. Increase opportunities for walking and bicycling and promote these as viable transportation choices.
2. Identify priority areas for sidewalks and other pedestrian pathways.
3. Consider whether the City should participate in sidewalk repairs and replacement.
4. Identify priority areas for bicycle routes (on-road and off-road).
5. Seek to be designated a “Bicycle Friendly Community”.

**Pedestrian**



**Bicyclist**

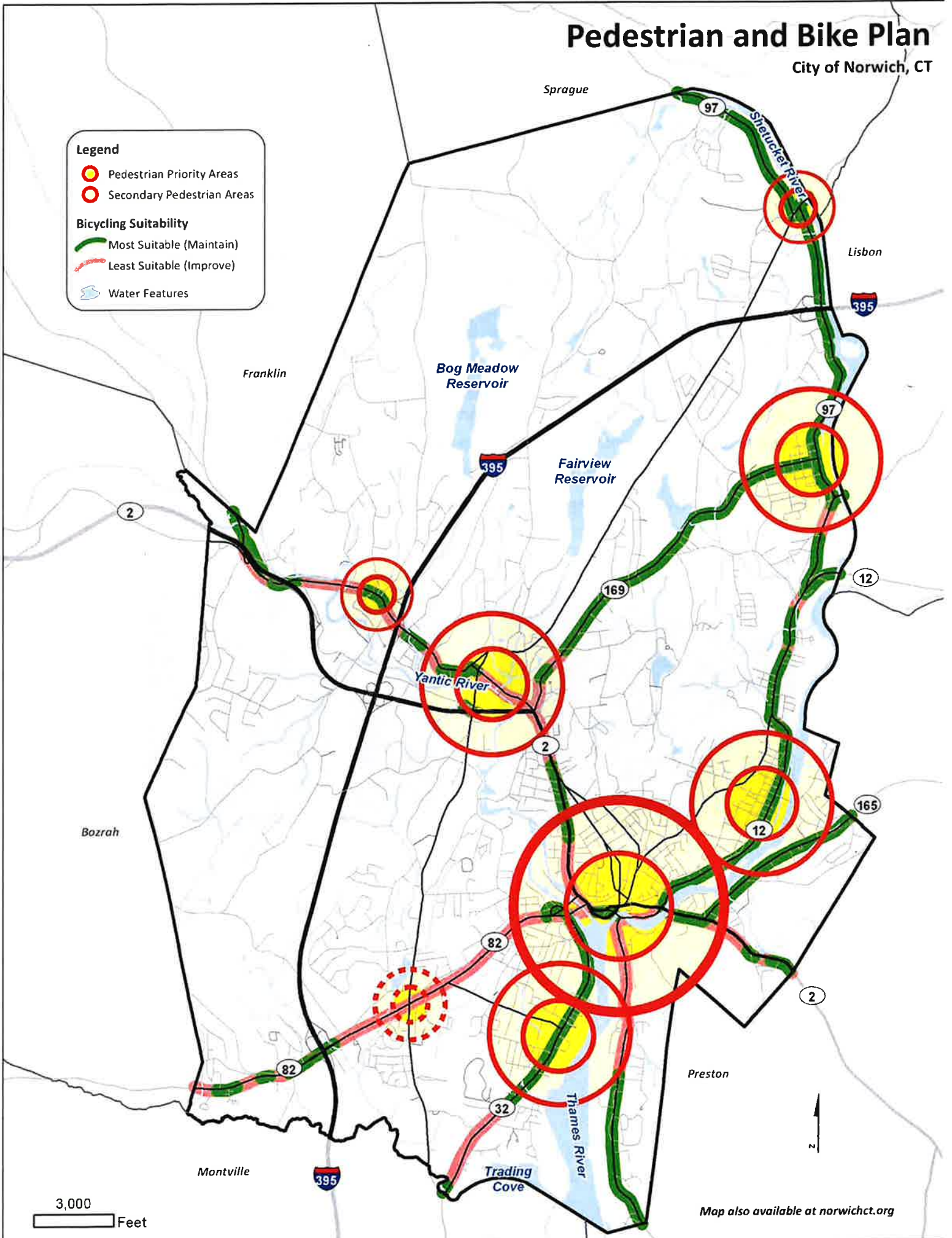


# Pedestrian and Bike Plan

City of Norwich, CT

### Legend

-  Pedestrian Priority Areas
-  Secondary Pedestrian Areas
- Bicycling Suitability**
-  Most Suitable (Maintain)
-  Least Suitable (Improve)
-  Water Features



3,000

Feet

Map also available at [norwichct.org](http://norwichct.org)



## D. Enhance Transit Services

Transit services (such as buses) are an important transportation option for a number of residents and businesses. Norwich is fortunate to have the Southeast Area Transit system providing bus service within Norwich and between Norwich and other destinations in the region.

The tan areas on the map on the facing show areas considered to be “transit accessible” since they are located within walking distance (approximately ¼ mile) of an existing SEAT bus route.

### Strategies

1. Seek to maintain and expand SEAT transit service.
2. Continue to support public bus service that benefits local businesses, workers, and residents (routes, frequency, headway, signs, stops, maps, on-line information, wi-fi technologies, GPS locationing).
3. Continue to support para-transit service (such as dial-a-ride) for people who need it.
4. Explore the opportunity to provide water transportation options.
5. Continue to support rail improvements, both passenger and freight.

**Bus Service**



**Intermodal Transportation Center**

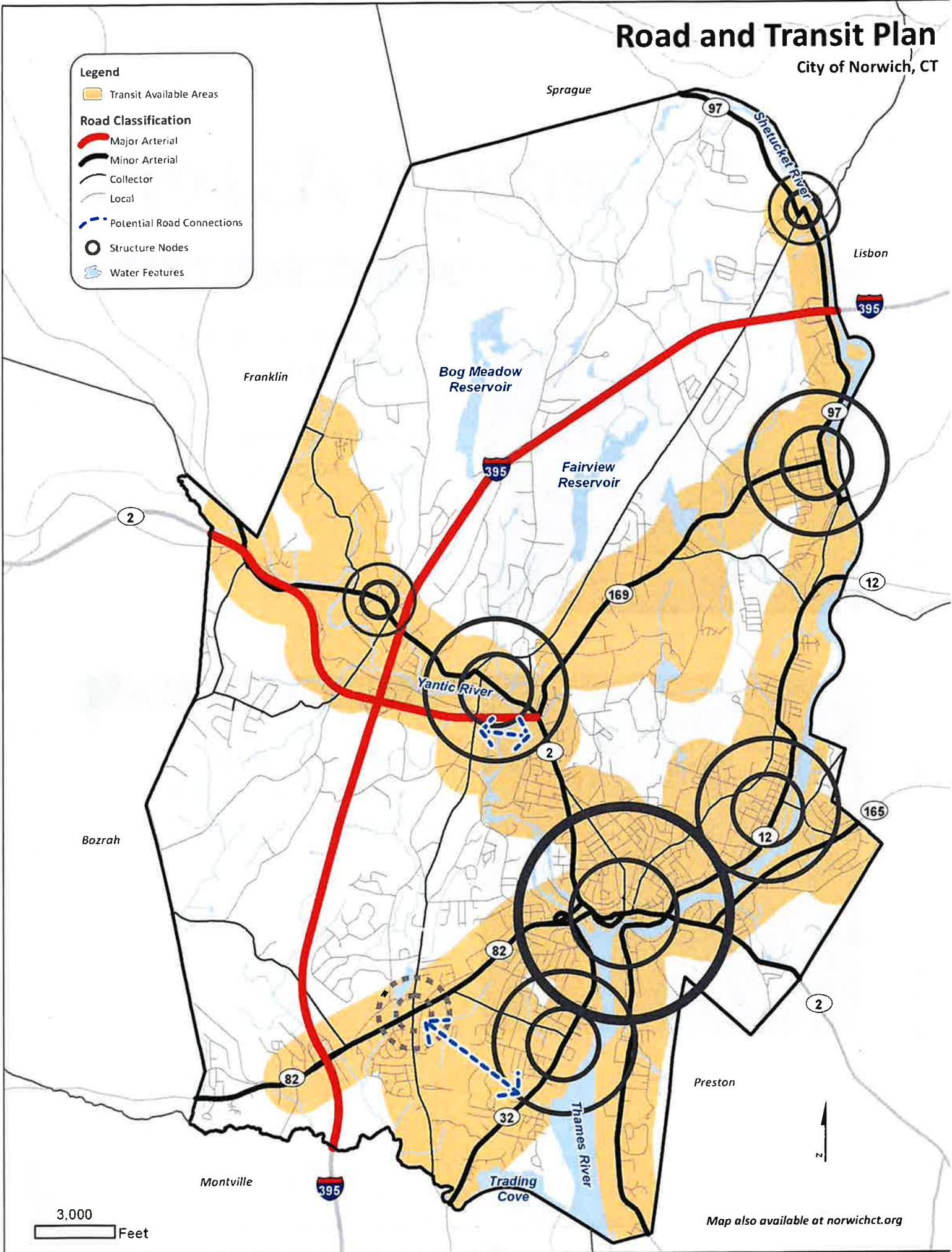


# Road and Transit Plan

City of Norwich, CT

**Legend**

- Transit Available Areas
- Road Classification**
  - Major Arterial
  - Minor Arterial
  - Collector
  - Local
  - Potential Road Connections
  - Structure Nodes
  - Water Features



Map also available at [norwichct.org](http://norwichct.org)



# *Leverage Assets*



## **Historic Resources**

Accentuate cultural and historical assets

Capitalize on diversity of people and places



## **Natural Resources**

Conserve the natural environment and critical environmental areas





### Coastal Resources

Conserve coastal resources and critical environmental areas



### Sustainability

Preserve farmland and traditional rural lands

Conserve energy / resources (reducing, reusing and recycling resources)





# Capitalize On Historic Assets

## Overview

Norwich has a wide array of historic assets which contribute to the overall character of the city. These resources also provide an opportunity to attract visitors.

### A. Protect Historic Resources

Protecting historic resources helps enhance the character of Norwich. These efforts should continue.

#### Strategies

1. Continue to protect and preserve historic resources:
  - Consider establishing additional local historic districts.
  - Nominate appropriate sites for the National and State Registers of Historic Places.
  - As resources permit, provide staff support to historic preservation organizations.
2. To help encourage restoration and rehabilitation of historic properties:
  - continue to provide tax abatements and assessment deferrals, and
  - explore ways to provide for building code flexibility.
3. Consider preparing a cultural resources plan for the City.

### B. Support Historic Preservation Efforts

The City should continue to support the historic preservation efforts of other organizations.

#### Strategies

1. Continue to support the efforts of private groups and “sensitive” owners.
2. Continue to encourage historic organizations to publicly recognize significant historic resources through signage, publicity, and ceremonies.
3. Maintain the designation as a Certified Local Government.
4. Become recognized as a Preserve America community.

# Historic Resources Map

City of Norwich, CT

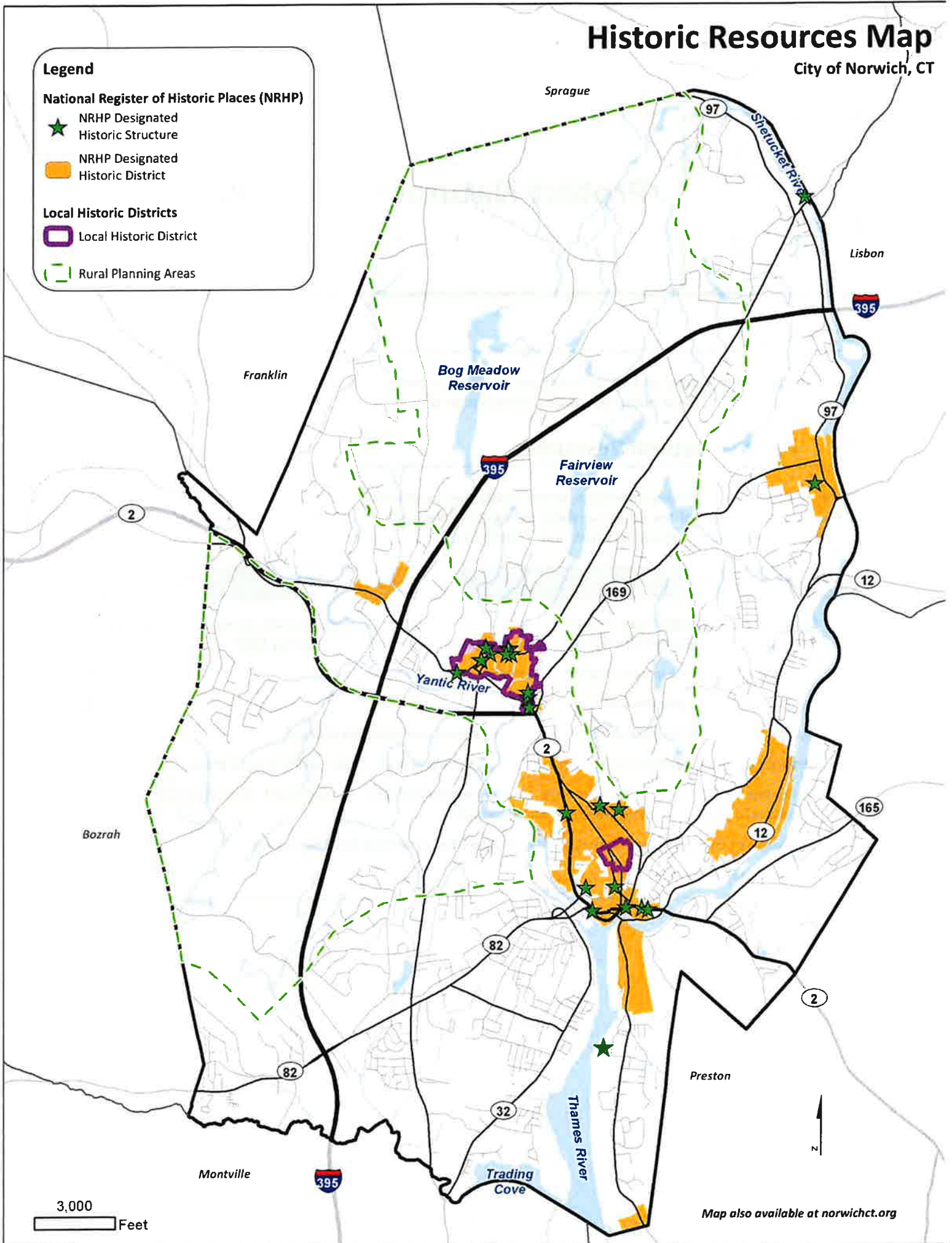
## Legend

### National Register of Historic Places (NRHP)

- ★ NRHP Designated Historic Structure
- NRHP Designated Historic District

### Local Historic Districts

- Local Historic District
- ▭ Rural Planning Areas







# Protect Natural Resources

## Overview

---

The abundance and variety of natural resources in Norwich contributes to community character and overall environmental health. These resources should continue to be protected.

### A. Protect Natural Resources

---

While all natural resources are important, water quality may be the most important natural resource issue in the coming years. Because of the extensive water resources in Norwich, special efforts should be taken to preserve water quality and address situations where water quality is adversely affected.

#### Strategies

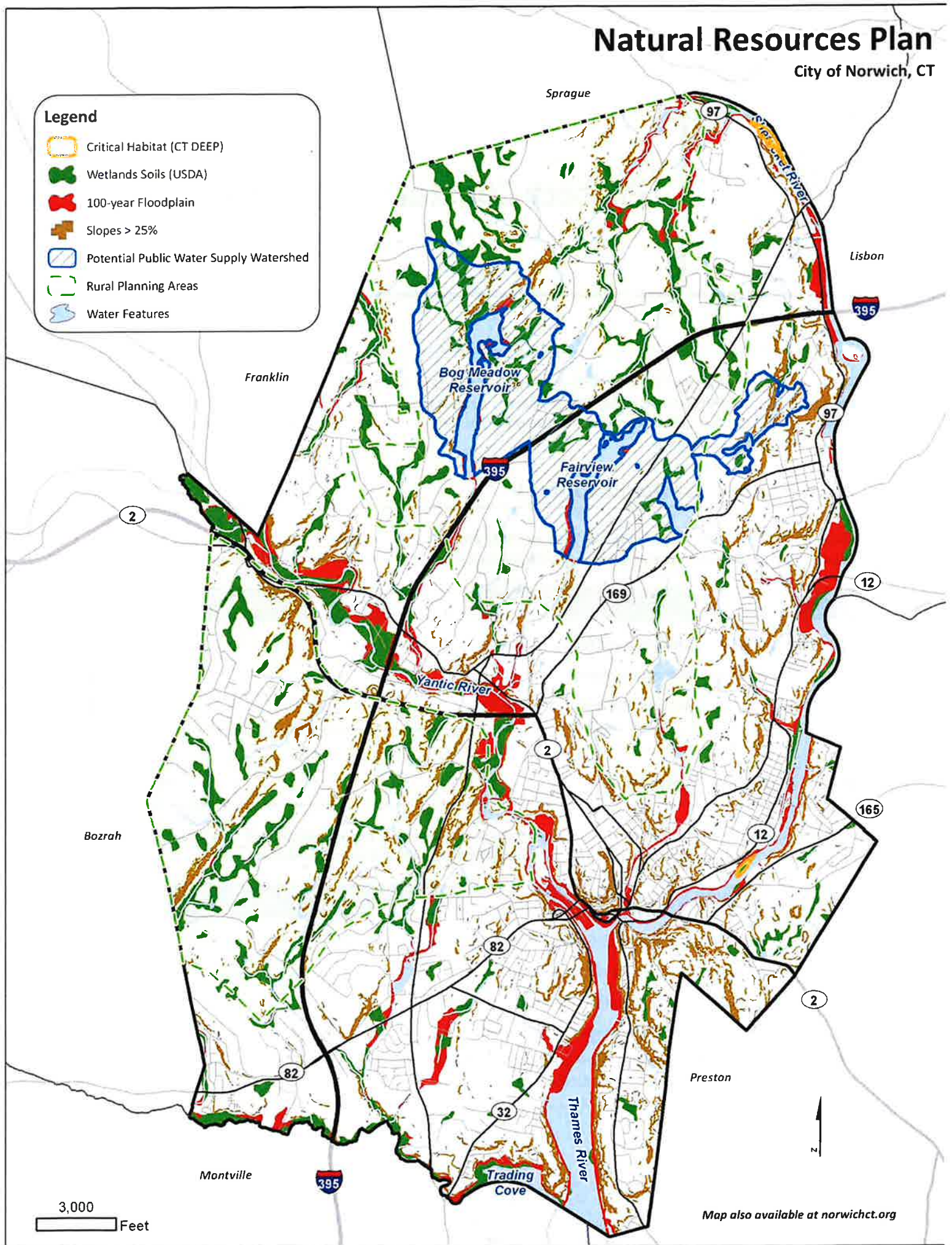
1. Strive to preserve significant natural resources such as wetlands, watercourses, steep slopes, 100-year floodplains, and areas identified in the “natural diversity database” maintained by DEEP.
2. Continue efforts to clean up contaminated landfill and “brownfield” sites.
3. Continue efforts to improve water quality.
4. Maintain a program for periodic cleaning of storm sewers and drainage systems.
5. Consider adopting a septic management ordinance to help protect water quality in rural areas.
6. Make regulatory changes as necessary to ensure consideration of significant and important natural resources as part of reviewing development proposals.
7. Seek ways to enable redevelopment of historic properties located in floodplain areas.
8. Address invasive species.

# Natural Resources Plan

City of Norwich, CT

## Legend

- Critical Habitat (CT DEEP)
- Wetlands Soils (USDA)
- 100-year Floodplain
- Slopes > 25%
- Potential Public Water Supply Watershed
- Rural Planning Areas
- Water Features



3,000 Feet

Map also available at [norwichct.org](http://norwichct.org)



# Protect Coastal Resources

## Overview

Although Norwich does not front directly on Long Island Sound, it is one of Connecticut's coastal communities because of the tidal influence on the Thames River. As a coastal community, Norwich has an obligation and a responsibility to protect coastal resources and to preserve waterfront lands for water-dependent uses (uses which require a waterfront location).

### A. Protect Coastal Resources

Coastal resources are located along the Thames River and parts of the Yantic and Shetucket Rivers in Norwich. Important issues include protecting water quality and considering the implications of potential sea level rise.

#### Strategies

1. Continue to implement state and federal programs for coastal management.
2. Continue to improve coastal water quality.
3. Evaluate the long-term implications of sea-level rise.

### B. Plan For Waterfront Areas

Norwich was historically a major port and waterfront access was a key component of port activities. While Norwich is no longer a major port, maintaining waterfront access is still a key consideration.

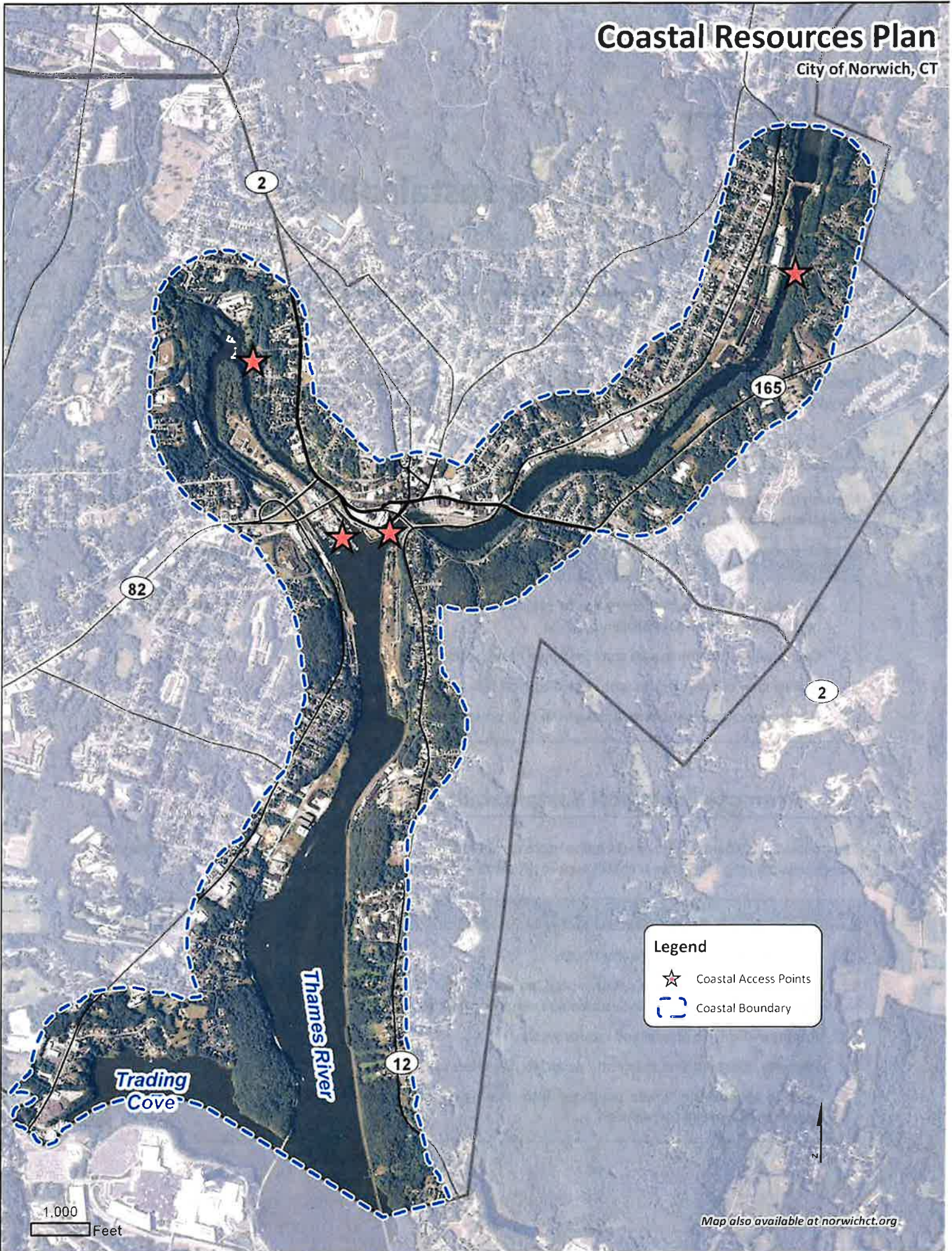
#### Strategies

1. Promote and preserve waterfront areas for water dependent uses.
2. Secure additional public access along the waterfront.
3. Continue to support dredging efforts for maritime navigation.
4. Implement the Harbor Management Commission's vision plan.
5. Revisit the extent of the Waterfront Development (WD) zoning designation and consider applying it only on properties with direct waterfront access.



# Coastal Resources Plan

City of Norwich, CT



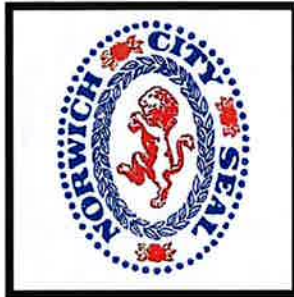
## Legend

- ★ Coastal Access Points
- ⋯ Coastal Boundary

1,000  
Feet

Map also available at [norwichct.org](http://norwichct.org)





# Promote Sustainability

## Overview

Society is becoming more aware of the environmental and ecological impacts of past lifestyles. In the future, Norwich seeks to promote activities which are more sustainable and more ecologically friendly.

### A. Promote Agriculture

Norwich is fortunate to have local farms and farmers. In the future, Norwich will strive to implement policies to help preserve farmers, farms, and farming.

#### Strategies

1. Establish an agricultural committee to explore how the city could help support farmers and farming and help preserve farms and farmland.
2. Coordinate local efforts with state farmland preservation programs.
3. Review land use regulations with regard to local farming and urban agriculture.
4. Use conservation development designs to help preserve farmlands if property is developed.

### B. Promote Ecological Sustainability

The concept of sustainability reflects being more sensitive in terms of all resources and more frugal in the use of non-renewable resources. Norwich will seek to promote more sustainable practices in the future.

#### Strategies

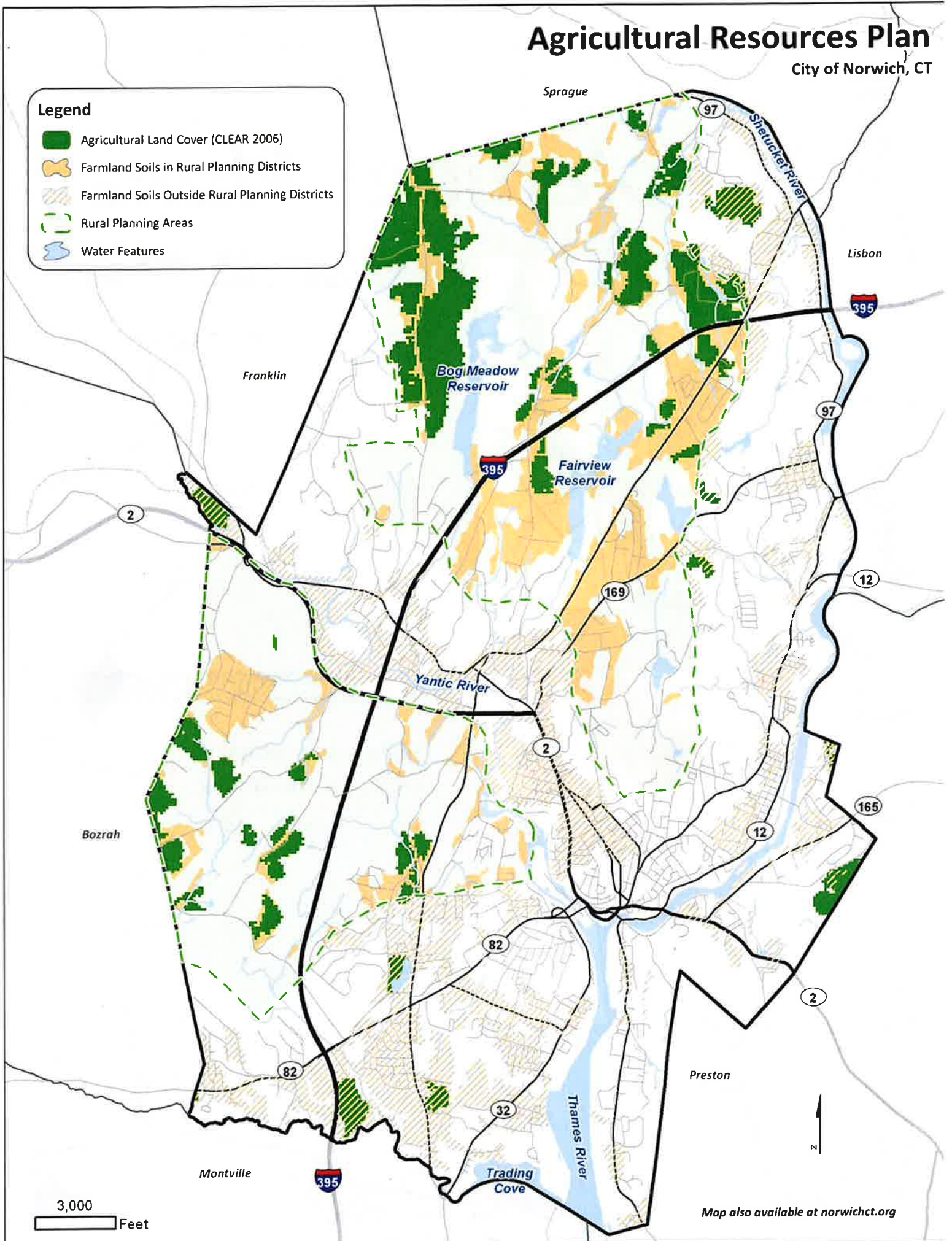
1. Promote efforts to reduce water usage.
2. Promote efforts to reduce energy usage, pursue the use of renewable energy, and implement the Energy Plan developed by the City's Sustainable Energy Committee.
3. Promote efforts to recycle and reduce waste.
4. Promote efforts to limit chemical / pesticide / fertilizer use.
5. Seek to incorporate "green practices" into municipal operations / municipal facilities, including being a leader in alternative fuel vehicles.

# Agricultural Resources Plan

City of Norwich, CT

## Legend

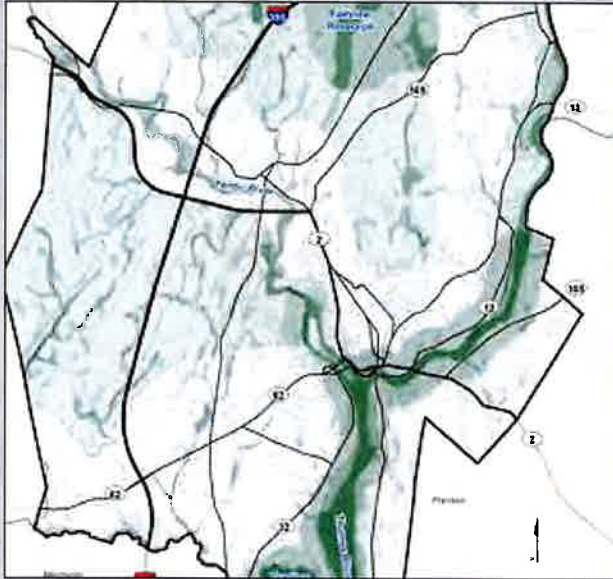
-  Agricultural Land Cover (CLEAR 2006)
-  Farmland Soils in Rural Planning Districts
-  Farmland Soils Outside Rural Planning Districts
-  Rural Planning Areas
-  Water Features



Map also available at [norwichct.org](http://norwichct.org)

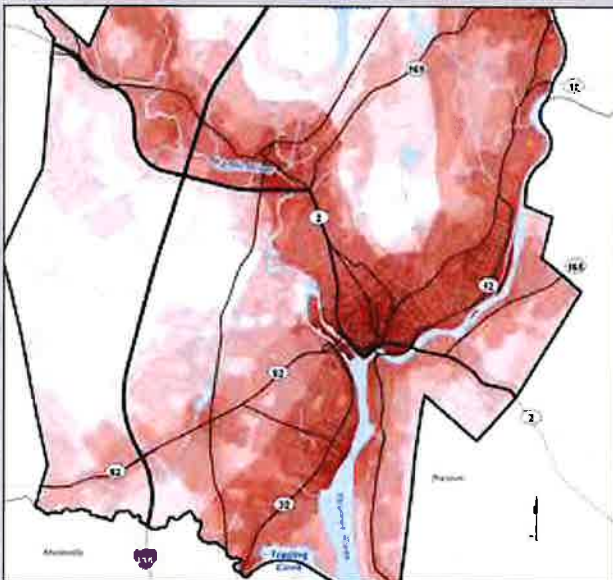


# *Implement Plans*



## **Conservation Vision**

Protect important resources



## **Development Vision**

Guide development to appropriate locations

## Implementation

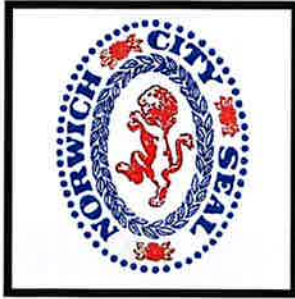
Implement Plan recommendations



## Next Steps

Continue to Plan for Norwich's future





# Balancing Conservation and Development

## Overview

---

The recommendations of each of the preceding chapters can be combined to present an overall “future vision” for Norwich. This “future vision” is a reflection of the stated goals, objectives, and recommendations of the Plan as well as an integration of the preceding elements of the Plan of Conservation & Development. In essence, this “future vision” is a statement of what the Norwich of tomorrow should look like.

This “future vision” consists of two map components (conservation and development) which, taken together, comprise a locational guide map for Norwich.

Each component spatially represents the conservation concepts and principles contained in the Plan or the development concepts and principles contained in the Plan. When a concept is being considered or a proposal is being reviewed, these maps will provide useful information regarding the potential appropriateness for that specific location. Since conservation and development attributes may both exist in a specific area, a thorough analysis of all potential impacts and mitigation measures, as well as, consideration of alternative sites, should be undertaken.

The maps are based on the best available information at the time the Plan was being prepared. If the criteria defining a particular site changes subsequent to the Plan’s adoption, a proposed project should be judged for consistency based on the most current data sources available at the time of evaluation.

## Conservation Vision

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The first part of the locational guide map shows areas which contain attributes which Norwich feels are important to conserve or preserve:

1. Rural planning districts
2. Wetlands
3. Watercourses and associated riparian areas (100 foot setback)
4. 100-year floodplains
5. Steep slopes (steeper than 25 percent)
6. Natural diversity database areas
7. Critical habitat areas
8. Public water supply watershed areas
9. Coastal areas

Darker shades indicate that there are more such resources located in that area.

If conservation resources and development resources (see page 67) exist in the same area, additional investigation may be needed to ensure that the both objectives are balanced.



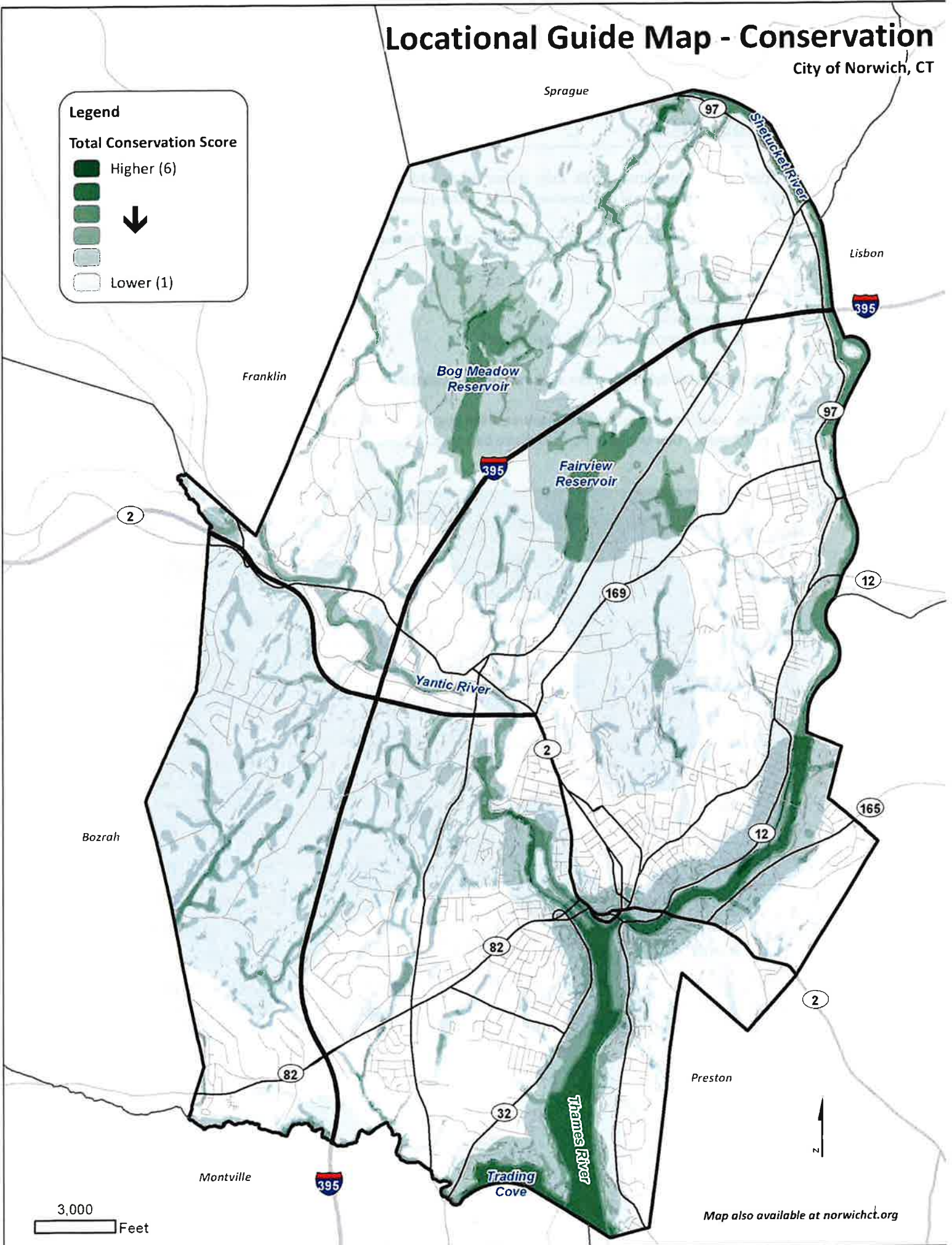
# Locational Guide Map - Conservation

City of Norwich, CT

**Legend**

Total Conservation Score

- Higher (6)
- ↓
- Lower (1)



3,000 Feet

Map also available at [norwichct.org](http://norwichct.org)

## Development Vision

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The second part of the locational guide map shows areas which contain attributes which Norwich feels are important to supporting the overall development vision of the community:

1. Planning areas (1-5)
2. Community structure (core / fringe / business park / other)
3. Brownfield
4. Bus route area
5. Public sewer area
6. Public water area
7. State enterprise zone (existing / proposed)

Darker shades indicate that there are more such resources located in that area.

If development resources and conservation resources (see page 65) exist in the same area, additional investigation may be needed to ensure that the both objectives are balanced.

### **Locational Guide Map Versus Future Land Use Plan**

This “future vision” as reflected in the locational guide map is different than Norwich has seen before.

While many communities prepare a “future land use plan” which shows a desirable use for each area of the community, Norwich is taking a different approach in this Plan. The selection of a specific use for each property was considered to be too limiting for such a diverse community where mixed use development on individual properties is one of the key foundations of the Plan of Conservation and Development.

Moreover, Norwich has a rich array of resources which are recommended for conservation or preservation. In some areas, these resources exist in intense concentrations (potentially making them more important for protection). In other areas, important resources might be found in core “nodes” where the Plan recommends that development efforts be focused (potentially implying a conflict between conservation and development).

A similar situation exists with regard to development considerations. While development could potentially occur in most areas of Norwich, some attributes and locations are considered to be a higher priority for development attention than others. How and where these development layers interact with each other is an important indication of where the City can reap the greatest dividends from focusing its efforts.

The locational guide map approach allows the City and others to identify the different attributes which exist in each area and to balance these as different activities are proposed.

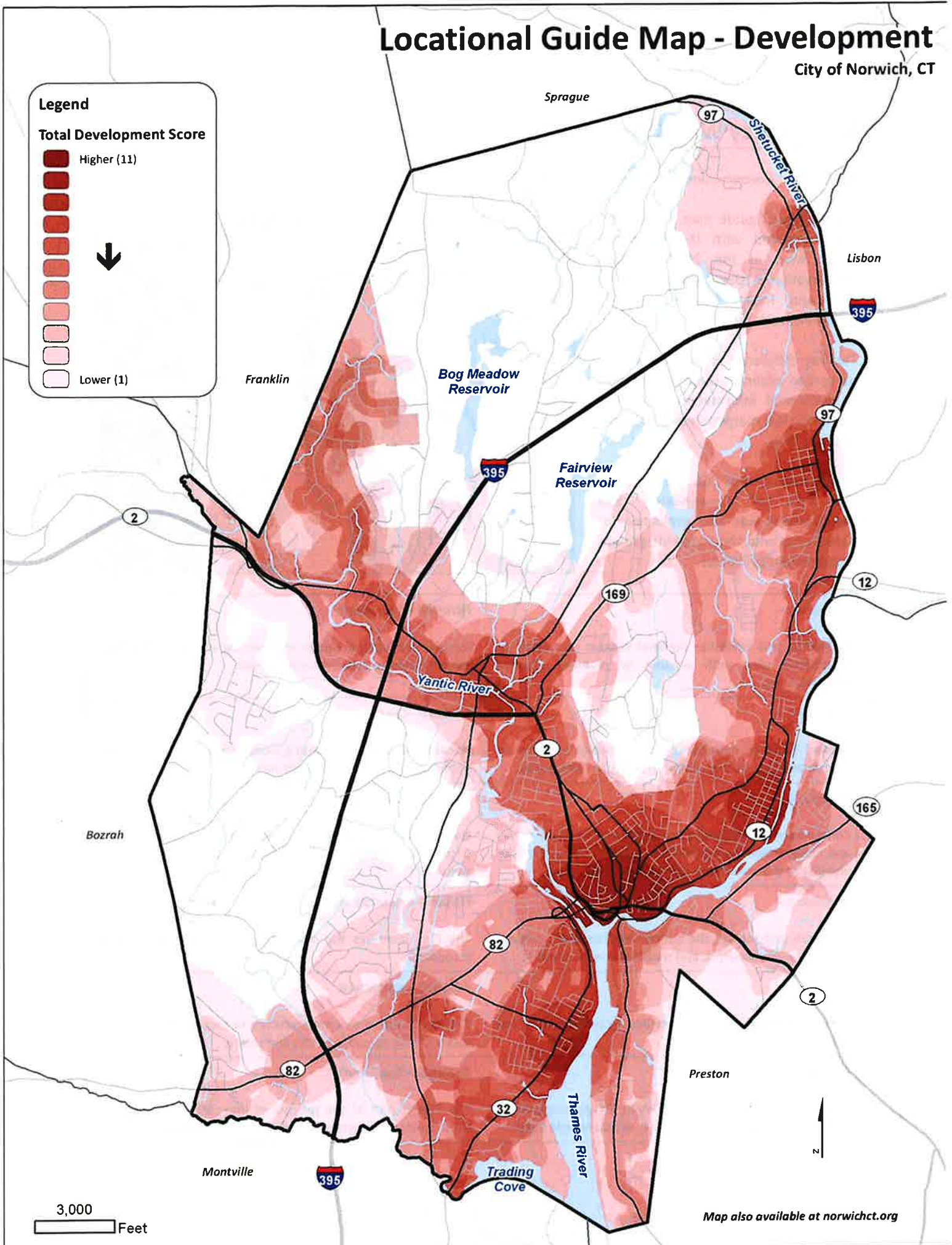
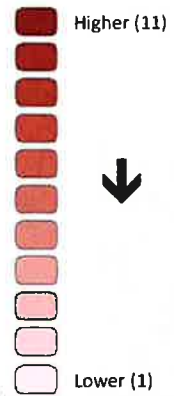


# Locational Guide Map - Development

City of Norwich, CT

## Legend

### Total Development Score



3,000 Feet

Map also available at [norwichct.org](http://norwichct.org)



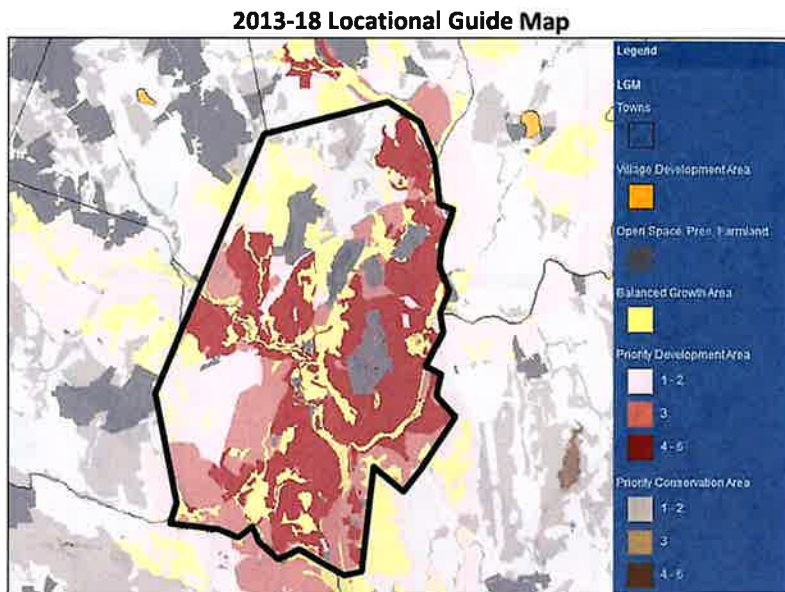
## Consistency With Other Plans

### Connecticut Conservation and Development Plan / State Growth Principles

The locational guide map in this Plan was compared with the Locational Guide Map in the 2013-18 State Conservation & Development Policies Plan and found to be generally consistent with that Plan.

The key difference is that Norwich is using two separate maps to describe its locational information while the State Plan has merged those attributes into one map.

In accordance with CGS Section 8-23, the Plan of Conservation and Development was also evaluated for consistency with the statewide growth management principles.



<p><b>Principle 1 –</b></p> <p><b>Redevelop and revitalize regional centers and areas of mixed-land uses with existing or planned physical infrastructure.</b></p>	<p><b>FINDING – Consistent</b></p> <p>Norwich is a regional center with existing and planned physical infrastructure to support future growth.</p>
<p><b>Principle 2 –</b></p> <p><b>Expand housing opportunities and design choices to accommodate a variety of household types and needs.</b></p>	<p><b>FINDING – Consistent</b></p> <p>Norwich has a diverse housing stock with a variety of housing opportunities to meet different needs.</p>
<p><b>Principle 3 –</b></p> <p><b>Concentrate development around transportation nodes and along major transportation corridors to support the viability of transportation options and land reuse.</b></p>	<p><b>FINDING – Consistent</b></p> <p>Norwich is a regional transportation node and the Plan encourages additional development in the areas served by transit.</p>
<p><b>Principle 4 –</b></p> <p><b>Conserve and restore the natural environment, cultural and historical resources, and traditional rural lands.</b></p>	<p><b>FINDING – Consistent</b></p> <p>The Plan identifies the importance of protecting important resources.</p>
<p><b>Principle 5 –</b></p> <p><b>Protect environmental assets critical to public health and safety.</b></p>	<p><b>FINDING – Consistent</b></p> <p>The Plan contains recommendations to protect environmental assets critical to public health and safety.</p>
<p><b>Principle 6 –</b></p> <p><b>Integrate planning across all levels of government to address issues on a local, regional, and statewide basis.</b></p>	<p><b>FINDING – Consistent</b></p> <p>The Plan is part of the process of integrating planning with other levels of government and with other agencies.</p>

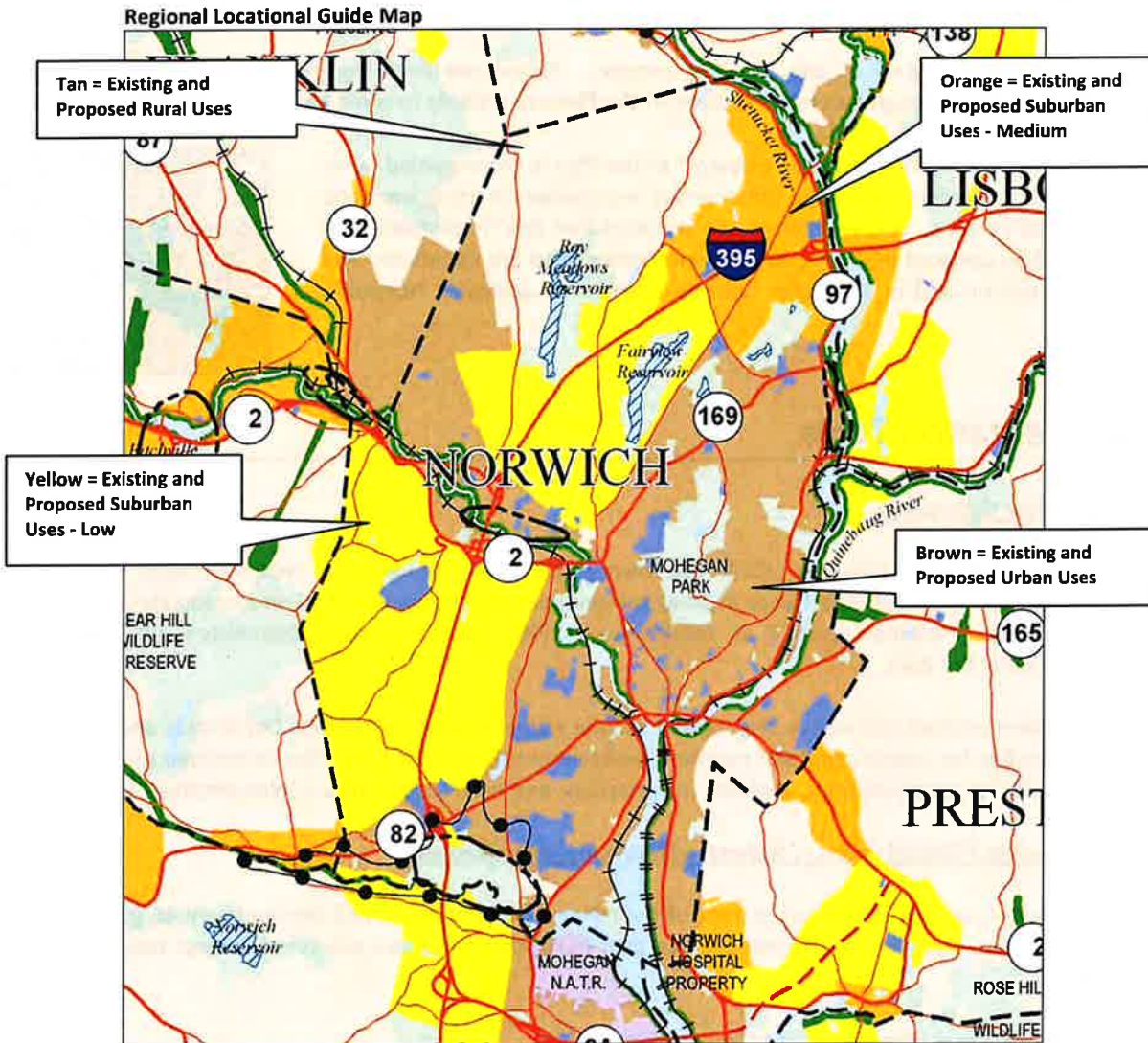
## Regional Plan Of Conservation and Development

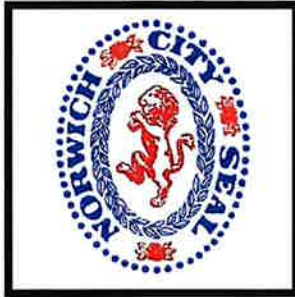
In addition, this Plan was compared with the 2007 Plan of Conservation and Development prepared by South East Connecticut Council of Governments. The biggest differences are that:

- the areas desired to retain rural uses are larger in this Plan than are shown on the regional plan, and
- the areas indicated for urban uses are smaller in this Plan than are shown on the regional plan.

Any other inconsistencies can be generally attributed to:

- differences in definitions of desirable uses or development densities, or
- local (as opposed to regional) desires about how Norwich should grow and change in the coming years.





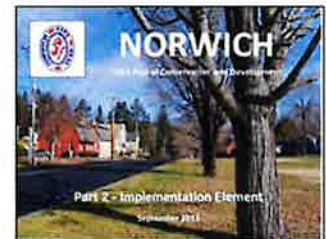
# Implementing The Plan

## Overview

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Implementation is the goal of any planning process. Experience over the years has shown that, without implementation, the strategic recommendations of the Plan are unlikely to come to fruition.

To aid implementation, this “Strategic Element” of the Plan is accompanied by an “Implementation Element” which identifies who is responsible for doing what and when it should be done. It is envisioned and intended that this “Implementation Element” will be updated over time as implementation tasks are completed and as new information and/or strategies become relevant to achieving Norwich’s goals.



## Implementation Tools

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### Implementation Committee

The Commission on the City Plan (CCP) has responsibility for coordinating implementation of the Plan’s recommendations. However, experience in other communities has shown that the Commission can be much more effective in Plan implementation if it establishes a Plan Implementation Committee (PIC) to oversee implementation of the Plan.

The Plan Implementation Committee (PIC) would include representatives of various City boards and commissions and be responsible for coordinating and monitoring implementation of the Plan. The Committee should assess the status of specific recommendations, evaluate the priorities, and even suggest new implementation techniques.

### Operating Budget / Capital Budget / Referral of Municipal Improvements

Communities that use the recommendations of their Plan of Conservation and Development to guide municipal spending priorities achieve the greatest success plan implementation and achieve the most benefit from plan preparation.

Norwich can achieve similar results and should strive to do so.



### Land Use Regulations / Enforcement

The Zoning Regulations and the Subdivision Regulations are key tools for guiding the development of Norwich and for implementing the recommendations of the Plan.

However, as the Zoning Regulations have been amended over time, the organization is not as clear and concise as it could be. The regulations are becoming less “user-friendly” over time and this makes land use objectives less transparent and understandable.

The City should consider undertaking a comprehensive reorganization of the zoning regulations and the subdivision regulations in order to make the regulations more user-friendly and continue to implement Plan recommendations.

Enforcement of regulations is an important related issue. It makes little sense to plan for the future of Norwich and develop regulations to encourage positive results if a lack of enforcement or implementation means that little progress is made. Special efforts should be made to support enforcement of local regulations and programs.

## **A. Implement Plans**

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The concept of sustainability reflects being more sensitive in terms of all resources and more frugal in the use of non-renewable resources. Norwich will seek to promote more sustainable practices in the future.

<b>Strategies</b>
<ol style="list-style-type: none"><li>1. Implement the recommendations of the Plan of Conservation and Development.</li><li>2. Establish a Plan Implementation Committee.</li><li>3. Use a consistency narrative to review planning proposals.</li><li>4. Attach the “Consistency Narrative – Cover Sheet ” to City application packages.</li><li>5. Use the Plan of Conservation and Development to guide municipal expenditures.</li><li>6. Seek opportunities for grants to fund City initiatives and implement Plan recommendations.</li><li>7. Undertake a comprehensive reorganization / update of the Zoning Regulations.</li><li>8. Update the Subdivision Regulations.</li><li>9. Make the POCD maps and other GIS maps available on-line.</li></ol>



## Next Steps

This Plan of Conservation and Development contains a number of recommendations intended to guide the future conservation and development of Norwich.

In preparing this Plan, the POCD Update Steering Committee and the Commission on the City Plan:

- reviewed and discussed information about Norwich,
- conducted public meetings and surveys to determine residents' attitudes,
- discussed conditions, trends, and issues affecting the community, and
- refined a number of strategies to help guide the community during the planning period.

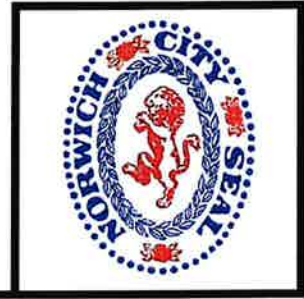
As a result, this Plan is believed to reflect the consensus of the community in terms of where Norwich should devote much of its effort over the next ten to twenty years to enhance the vitality, livability, and quality of life in the community. While situations and conditions will undoubtedly change, this Plan establishes goals for all Norwich residents to work towards.

The most critical step in bringing the Plan to fruition is implementing its recommendations. While that task rests with all residents of Norwich, it is also coordinated by the Commission on the City Plan and other City agencies.

By preparing this Plan of Conservation and Development, the POCD Update Steering Committee and the Commission on the City Plan feel that Norwich has taken a significant step forward towards enhancing the vitality, livability, and quality of life in Norwich.

# Acknowledgments

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## The Residents of Norwich

### POCD Update Steering Committee

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Ralph F. Page, Chair	Commission on the City Plan
Peter Davis	Director of Planning
Deberey Hinchey	City Council
Les B. King	Commission on the City Plan
Robert Mills	President, NDCD
Sofee Noblick	City Council
Keith Ripley	Norwich Resident

### Commission on the City Plan

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Ralph F. Page	Chair
Art Sharron	Vice Chair
Les B. King	
P. Michael Lahan	
Frank Manfredi	
John J. Mathieu	Alternate





# Acknowledgments

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## City Council

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Peter Albert Nystrom	Mayor
Peter Desaulniers	President Pro Tem
Mark Bettencourt	
H. Tucker Braddock, Jr.	
Debercy Hinchey	
Charles A. Jaskiewicz, III	
Sofee Noblick	

## City of Norwich

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Peter Davis	Director, Planning and Neighborhood Services
Jacque Barbarossa	Administrative Assistant / Update Committee Clerk
Alan H. Bergren	City Manager

Special thanks to Edward Juarbe and David Poore, GISP of Norwich Public Utilities for assistance with the GIS mapping information used in the preparations of this Plan of Conservation and Development.

## Planimetrics

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Glenn Chalder, AICP	President
Jason Vincent, AICP	Vice President (to June 2012)
Leonard Desson, GISP	GIS Manager



# Notes & Comments

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