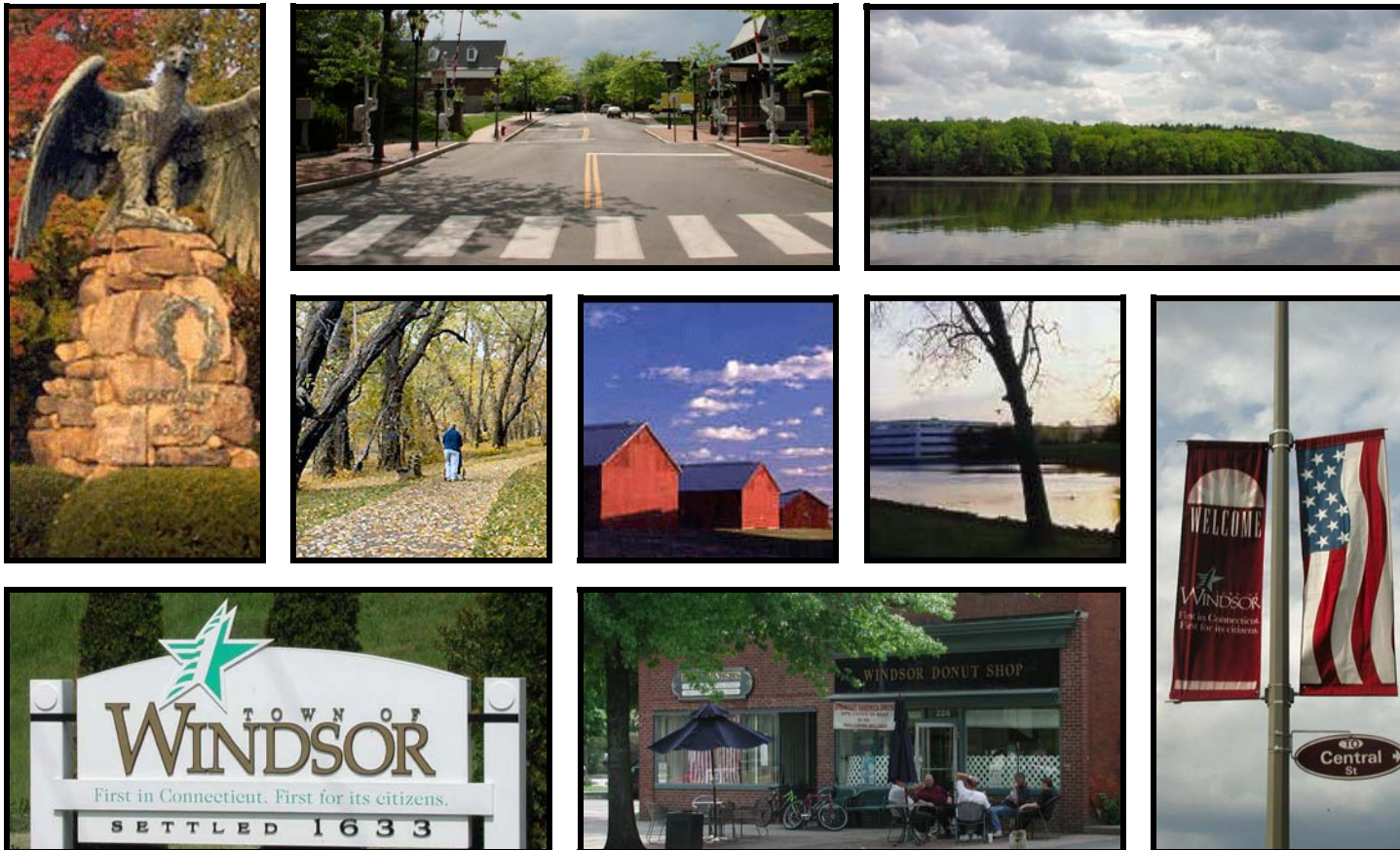


# WINDSOR



## 2004 Plan of Conservation & Development



**Windsor Town Planning and Zoning Commission**



# WELCOME

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Dear Windsor Residents,

Welcome to the 2004 Plan of Conservation & Development for Windsor. This Plan represents nearly two years of work, largely by the Plan of Conservation and Development Steering Committee, and later by the Town Planning and Zoning Commission, who conducted numerous public meetings and workshops involving both Town staff and the citizens of Windsor.

I would like to thank all of the citizens of Windsor who participated in the many public meetings and workshops. Their participation and input was used to formulate a vision for Windsor's future, setting the tone for the Plan and how it will be implemented. It is the hope of the Planning Commission and citizens that served on the Steering Committee that this Plan will be actively used as a guide to implement the continued good planning that has gained Windsor national recognition in the past.

A sincere "thank you" from me to the Plan of Conservation and Development Steering Committee, for without their participation at many, many meetings, this compelling and visionary document could not have been accomplished.

This Plan was adopted after a public hearing of the Town Planning and Zoning Commission on June 23, 2004 and shall have an effective date of August 24, 2004.

Sincerely,

Anita M. Mips

Town Planning and Zoning Commission Chair

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The maps contained in this plan are for planning purposes only and are not intended to provide site specific detail.

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# INTRODUCTION

# 1

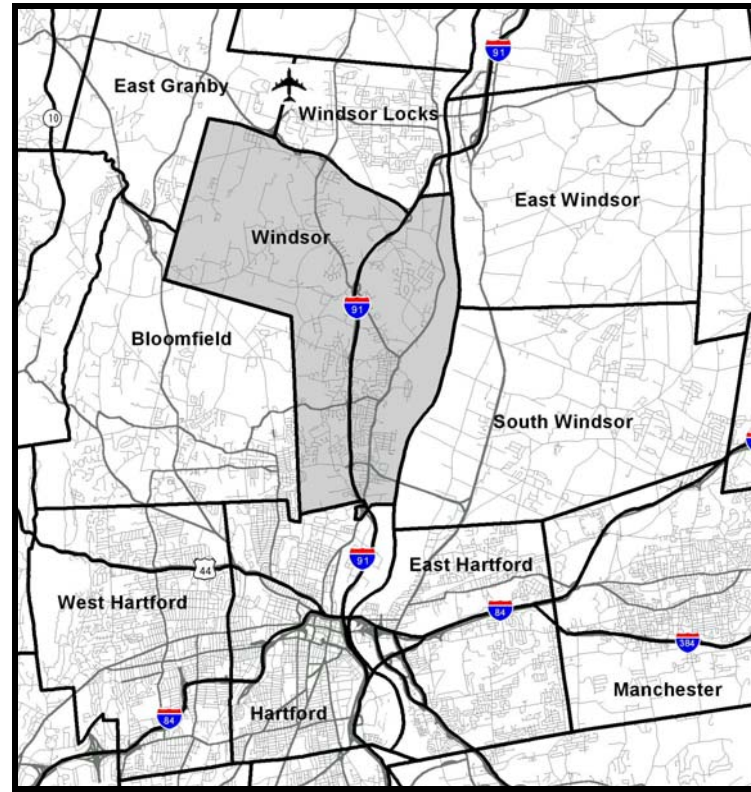
## Introduction to Windsor

Located in north-central Connecticut, Windsor is strategically located between Hartford, CT and Springfield, MA.

The oldest town in Connecticut, Windsor is a diverse, amenity-rich community: a recurring theme evident throughout this plan. Windsor's diversity stems from its variety of housing options, its broad commercial base, its racial and ethnic mix of residents, and its varied character, ranging from historic to modern and rural to urban.

Windsor is amenity-rich due to its unparalleled transportation facilities, excellent community facilities, ubiquitous utilities, wide variety of cultural facilities/events, abundant natural/scenic resources and rich heritage. This Plan of Conservation and Development is intended to continue and enhance Windsor's role as a diverse and amenity-rich community.

Windsor's Regional Location



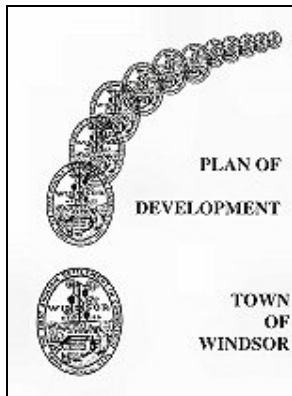
*This Plan has been prepared to help guide Windsor's future conservation and development ...*

## Statutory Reference

Section 8-23 of the Connecticut General Statutes requires that the Town Planning and Zoning Commission prepare, adopt, and amend a Plan of Conservation and Development for Windsor.

The requirements for the Plan are presented on the facing page.

### 1991 Plan



## About Plans of Conservation & Development

A Plan of Conservation and Development is a tool for guiding the future of a community. Its purpose is to establish a common vision for the community's future and provide strategies to guide conservation and development towards attaining that vision. While intended to guide conservation and development over the course of a decade, a Plan of Conservation and Development can lay the foundation for goals and visions reaching much farther into the future.

In addition to guiding the conservation and development of Windsor, this Plan is intended to address the social and economic development of the community as well.

This document is the fifth in a series of plans dating back to Windsor's first Plan of Development, adopted in 1955. A map-based plan was adopted in the mid 1960s followed by a more comprehensive plan, prepared by Brown, Donald, & Donald and adopted in 1973. The most recent plan adopted in 1991 was developed with the assistance of Harrall-Michalowski Associates of Hamden, CT.

These plans influenced Windsor's land use regulations and helped guide the overall conservation and development of the community over the last half century. Continuing Windsor's long planning tradition; this Plan will guide Windsor through the first decade of a new century and beyond.

This Plan of Conservation and Development is primarily an advisory document intended to provide a framework for consistent decision-making by the Town Planning and Zoning Commission (TPZ), other town boards and commissions and local residents with regard to conservation and development activities in Windsor over the next decade and beyond.

While the statutory responsibility to adopt the Plan rests with the TPZ, implementation will only occur with the diligent efforts of the residents and officials of the Town of Windsor. The Plan will only be effective if it is understood and supported by the people of Windsor, and implemented by local boards and commissions.

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

### **The Commission shall:**

- prepare, adopt and amend a plan of conservation and development ...
- review the plan of conservation and development at least once every ten years ...
- adopt such amendments to the plan or parts of the plan ... as the commission deems necessary to update the plan.

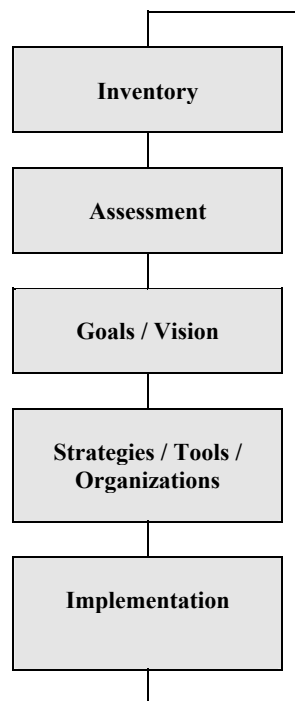
### **The Plan shall:**

- 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 for residential, recreational, commercial, industrial and other purposes and for the most desirable density of population in the several parts of the municipality.
- 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.
- be made with reasonable consideration for restoration and protection of the ecosystem and habitat of Long Island Sound ...
- make provision for the development of housing opportunities, including opportunities for multifamily dwellings consistent with soil types, terrain and infrastructure capacity, for all residents of the municipality and the planning region ...
- promote housing choice and economic diversity in housing, including housing for both low and moderate income households, and encourage the development of housing which will meet the housing needs ...
- take into account the state plan of conservation and development,...the regional plan of development...and note any inconsistencies it may have with said state plan.
- consider the use of cluster development to the extent consistent with soil types, terrain, and infrastructure capacity.
- consider the use of energy-efficient patterns of development, the use of solar and other renewable forms of energy and energy conservation

### **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.

## The Planning Process



## Other Information

Booklets on different topical issues, previously adopted plans, and other materials are available at the Town Hall and the Libraries.

## The Planning Process

The planning process used to prepare the elements of the Plan is illustrated by the adjacent flowchart.

To provide an understanding of the context in which the Plan was to be prepared, the planning process began by identifying local issues and preparing an inventory and assessment of conditions and trends in Windsor. A series of booklets and other handouts were prepared to guide discussion on topics covering conservation, development and infrastructure. Additional input was obtained throughout the process through:

- public meetings and community workshops that generated input and discussion,
- public forums that involved residents in planning for the future,
- other exercises and analyses performed during the process.

A Steering Committee consisting of members of the Town Planning and Zoning Commission (TPZ), other Town boards and commissions and residents at-large used these materials and public input as they developed alternative policies aimed at producing desirable outcomes.

The final phase, “Implementation”, takes place after the Plan is adopted and the various recommendations are put into action and evaluated. The TPZ has both the statutory responsibility to adopt the Plan and the lead role in overseeing the Plan’s implementation (see Chapter 15).

However, implementation will only occur with the diligent efforts of the residents and officials of the Town of Windsor. As a result, responsibility for implementation rests with all boards, agencies, and individuals in Windsor.

**Public Workshop Meeting**



**Kickoff Public Meeting**



# PLANNING CONTEXT

# 2

## Historical Context

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Windsor's basic landscape evolved slowly over millions of years as a result of natural and geologic processes. Over the course of a comparatively few 370 years since Windsor's first European settlement, residents have made significant changes in both the natural and developed landscape of Windsor.

Native American people are known to have inhabited the region as early as 10,000 years ago. By the early 1600s, several tribes, including the Wampanoags and their infamous Sachem, "King Phillip," were known to inhabit the region, living a nomadic life as hunter/gatherers supplemented by subsistence farming.

## Colonial Settlement

In 1614, Dutchman Adriaen Block sailed through Long Island Sound and up the Connecticut River, leading to the establishment of a trading post and fort in Hartford in 1633. In that same year, a company from Plymouth Colony established a trading post at the strategic confluence of the Connecticut and Farmington Rivers. The resulting settlement gives rise to Windsor claim as oldest town in Connecticut.

Windsor's location was also ideal for subsistence agriculture due to the fertile alluvial soils found in the floodplains of both major rivers. As Windsor's population increased, so did demand for additional farmland, causing the town to grow.

Windsor's location would become more strategic as a major crossroads, due to the establishment of Bissell's Ferry, a vital link between the two roads used to travel between Hartford and Springfield.

Windsor's growth and abundant water power would lead to the construction of Connecticut's first gristmill around 1639, followed by sawmills, textile mills, and tool shops.

*"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*

## Settlement Pattern

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Windsor's initial settlement was an enclosed village compound, surrounded by a tall log fence called a palisade (the origin of the name Palisado Avenue) that offered some protection from certain hostile Native American inhabitants of the area.

As the population grew and Native American conflicts subsided, settlement patterns became more dispersed as residents moved to outlying areas to be nearer to their fields.

## Community Formation

The conditions that resulted in the establishment of other communities in Connecticut generally proceeded as follows.

People built houses in outlying areas (that would eventually become other communities) so that they did not have to travel back and forth from the village to their fields on a daily basis.

Settlers then established parishes or ecclesiastical societies in outlying areas near their houses so that they would not have to travel back and forth to the meetinghouse for religious services on a regular basis.

Finally, parishioners established a town (with the approval of the General Assembly) so that they would not have to travel back and forth to the village for town meetings and other governmental purposes on a monthly or annual basis.

By the mid-1700s, residents were involved in agricultural activities (especially tobacco), brick-making, shipbuilding, and the production of “wooden ware” as well as other lumber products. The productivity of Windsor’s farmers helped make Connecticut the “breadbasket” of the Revolutionary War. By 1790, Windsor had grown to a community of about 2,700 residents.

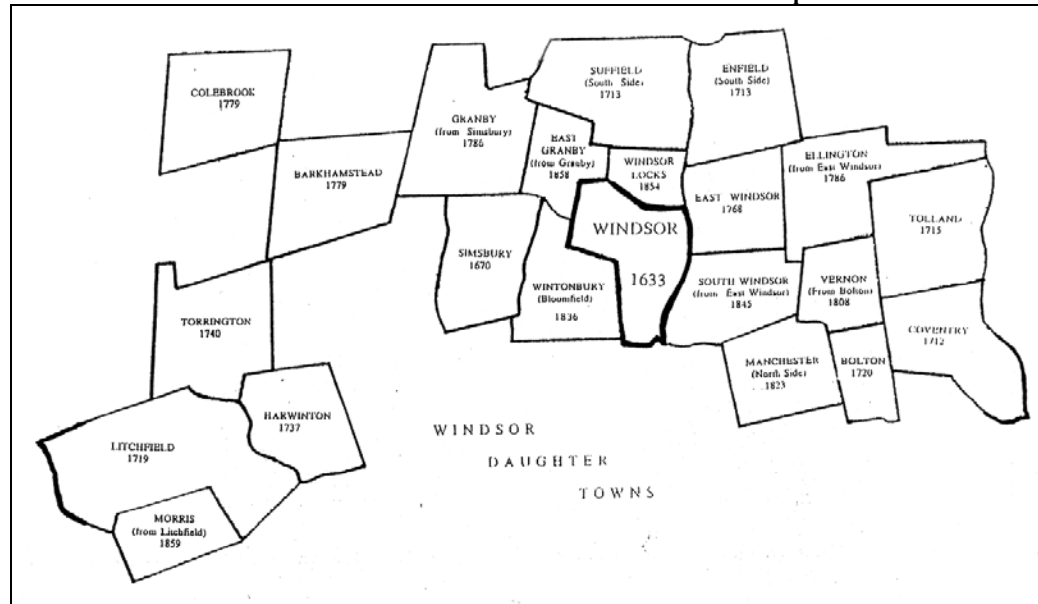
Since the Connecticut River was not navigable much further beyond Windsor, merchant ships trading with Europe and the West Indies would make Windsor an important trading center for tobacco, beef, lumber, wooden utensils, bricks, grain and cotton products before the first stone bridge was built in Hartford in 1820, effectively blocking their passage.

While agriculture was still the major economic activity in Windsor, other activities were also significant. Brick-making was a major industry and over one-fourth of the bricks used in Connecticut by 1845 were made in Windsor. Mills located in the Poquonock area (powered by the Farmington River) produced paper and cotton products.

## Establishment of Other Communities

As one of the first communities in Connecticut, Windsor encompassed a large geographic area. Windsor proprietors (property owners) were granted land rights in other parts of Connecticut as well.

Windsor’s Influence on Connecticut Municipalities



As Windsor’s population spread, the distances between homes, mills, meeting halls and churches became unmanageable for the transportation modes of the day. As a result, petitions were made to the General Assembly, creating 22 separate parishes, and later towns, out of the original Town of Windsor and the holdings of its proprietors.



## Community Evolution

The arrival of the railroad in 1844 coincided with the Industrial Revolution, a period of economic transformation in the country. Despite agriculture remaining the principal economic activity in town, Windsor saw significant change during this period. The Eddy Electric Company, a major national supplier of electroplating equipment after 1885, became the main industry in town and was eventually sold to the General Electric Company in 1910. The Windsor Canning Company, established in 1894, was well known for commercial canning of locally grown produce. The first Rainbow Dam was constructed in 1890 to harness the Farmington River for the production of electricity.

The introduction of trolley cars in 1895 marked the beginning of Windsor's transformation into a suburban community as trolley routes connected Windsor to both Hartford and Springfield, allowing residents to work in Hartford and other surrounding towns. Between 1900 and 1940, Windsor's population increased from about 3,600 people to about 10,000 people.

The first shade tent in New England was established in Poquonock in 1900, recreating the tropical growing conditions found in locations such as Sumatra that are ideal for shade leaf tobacco used for cigar wrappers. The Windsor Company, established in 1918 by John Luddy, produced tentcloth for shading tobacco and other plants. A Tobacco Experiment Station was established in 1921 at Bloomfield Avenue to experiment with refinements in growing shade leaf tobacco and by 1935 Windsor was the center of the shade tobacco industry in Connecticut.

**Shade Tobacco Field**



**Tobacco Barns**



## History of Planning

Windsor established a Town Plan Commission in 1918.

A 1920 court case (Windsor v. Whitney) clarified that a community could require the dedication of streets as a prerequisite to platting of lots.

A zoning commission and a zoning board of appeals were established in 1931.

The Town Plan and Zoning Commission was established in 1947 by combining the two commissions.

Subdivision regulations were adopted in 1955.

Windsor adopted its first Plan of Development in 1955.

A map-based Plan of Development was adopted in the 1960s.

A comprehensive Plan of Development was adopted in 1973.

The last Plan of Development was adopted in 1991.

## **Post-War Suburbanization**

Windsor, like many towns, experienced a surge of post World War II development as soldiers returned home to start families and purchase new homes. The construction of Interstate 91 and the emergence of the automobile as the predominant form of transportation in the 1950s fueled suburban residential expansion and led to the establishment of the Day Hill Road industrial area.

Between 1950 and 1970, Windsor's economy shifted from predominantly agricultural to industrial as companies such as the Taylor and Fenn Company, the Hartford Machine Screw Company, and Combustion Engineering swelled the number of manufacturing jobs in Windsor from 100 to roughly 5,400. Windsor's population nearly doubled during this period, increasing from nearly 12,000 to over 22,500 residents. By the year 2000, Windsor had grown to become a community of 28,237 residents.

## **Lessons of History**

Throughout its history, Windsor has taken advantage of its strategic location, beginning with its settlement at the confluence of two major rivers through today with its easy access to Interstates 91 and 291 as well as Bradley International Airport. From its earliest start as a trading post, through transitions to agricultural, industrial and now service based economies; Windsor continues to maintain a diversified economy. These factors that have contributed to Windsor's growth and prosperity, together with a diverse housing stock, an abundance of amenities, community character and overall quality of life are expected to continue attracting future residential and commercial growth.

**Windsor Train Station**



**Historic Home**



## Regional Role

Windsor serves as a regional employment center, a source of labor for surrounding communities, and a residential suburb. Windsor has both a positive jobs-to-housing ratio and jobs-to-worker ratio meaning that there is an abundance of jobs available in town relative to the number of households and workers.

**1997 Jobs / Housing / Workers Balance**  
(Ranked by jobs/housing ratio)

Town	Number of Jobs	Number of Housing Units	Jobs/Housing Ratio	Number of Workers	Jobs/Worker Ratio
Windsor Locks	14,790	5,101	290%	6,253	237%
Hartford	124,240	50,644	245%	42,402	293%
Bloomfield	18,100	8,195	221%	8,856	204%
East Granby	3,760	1,903	198%	2,590	145%
<b>Windsor</b>	<b>18,840</b>	<b>10,900</b>	<b>173%</b>	<b>14,834</b>	<b>127%</b>
East Hartford	30,600	21,273	144%	23,601	130%
South Windsor	11,720	9,071	129%	13,130	89%
<b>Connecticut</b>	<b>1,693,400</b>	<b>1,385,975</b>	<b>122%</b>	<b>1,664,440</b>	<b>102%</b>

Nov. 2001 DECD Connecticut Town Profiles

Despite having more jobs available than resident workers in town, Windsor only employs approximately one-quarter of its resident workers, sending three-quarters of its labor force to Hartford and other neighboring towns.

**2000 Commuting Patterns**  
(Ranked by percent)

Where Residents Commuted To:	Percent	Where Workers Commuted From:	Percent
<b>Windsor</b>	<b>26%</b>	<b>Windsor</b>	<b>16%</b>
Hartford	24%	Enfield	8%
Bloomfield	7%	Hartford	5%
East Hartford	5%	East Hartford	4%
West Hartford	4%	Manchester	4%
Windsor Locks	3%	Windsor Locks	3%
Manchester	2%	South Windsor	3%
South Windsor	2%	West Hartford	3%
Simsbury	2%	Simsbury	3%
Other	26%	Other	52%
<b>Total</b>	<b>100%</b>	<b>Total</b>	<b>100%</b>

2000 Census

2000 Census

## Changing Roles

Windsor's regional role has been changing over time as the local economy continues to shift from manufacturing and insurance towards a service-based economy and the skills of local residents continue to evolve.

For example, the share of Windsor residents commuting to local jobs decreased from about 40 percent in 1980 to 26 percent by 2000, indicating a structural mismatch between local jobs and local skills (especially in the manufacturing and trade sectors).

## Population Change

1940	10,068
1950	11,833
1960	19,467
1970	22,502
1980	25,204
1990	27,817
2000	28,237
2010	28,970
2020	29,750

US Census, OPM 1995.

## Comparative Growth

	Windsor	State
1940s	18%	17%
1950s	65%	26%
1960s	16%	20%
1970s	12%	3%
1980s	10%	6%
1990s	2%	4%
2000s	3%	1%
2010s	7%	5%

US Census, OPM 1995.

## Comparative Growth by Town 1990-2000

(Ranked by 1990s growth)

### Central City and Inner Ring Suburbs

Wethersfield	620
<b>Windsor</b>	<b>420</b>
Bloomfield	104
East Hartford	-877
Hartford	-18,161

### Outer Suburbs

South Windsor	2,322
East Granby	443
East Windsor	-263
Windsor Locks	-315

US Census, DECD

## People of Windsor

According to the U.S. Census Bureau, Windsor's population reached 28,237 residents by the year 2000: a modest increase of 1.5 percent since 1990. Comparatively, the population of Connecticut grew by 3.6 percent during this same period (see sidebar).

## Dynamics of Population Change

From 1940 to 1990, Windsor's population grew primarily due to net in-migration as people moved to suburban areas. During the 1990s, the trend reversed and Windsor experienced net out-migration, even as 667 new housing units were being constructed. This can be explained in part by the trend towards smaller households, an aging population and other socio-economic factors.

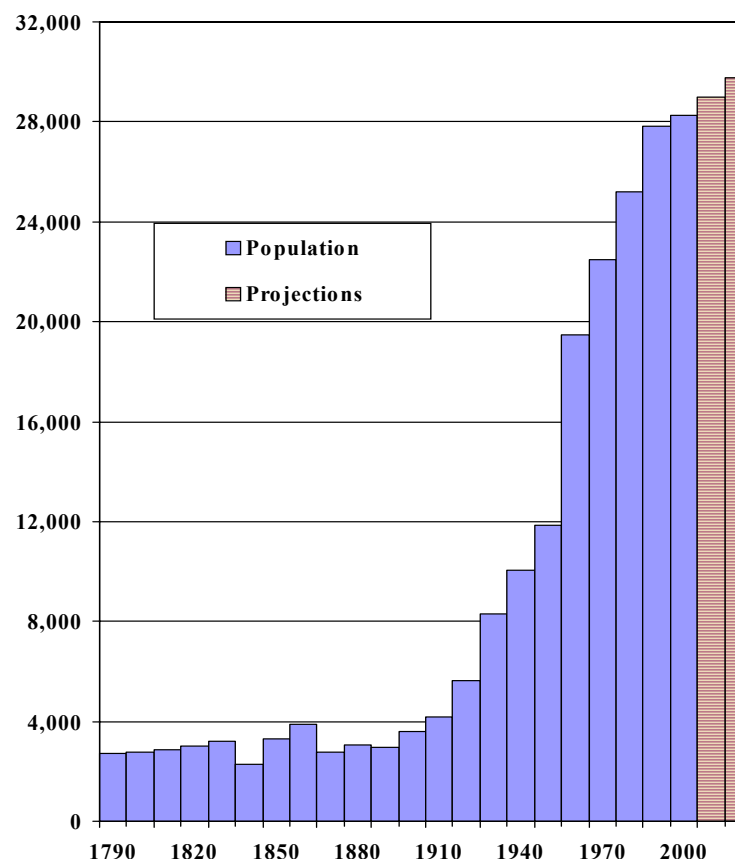
### Components of Population Change

	1950s	1960s	1970s	1980s	1990s
<b>Total Change</b>	<b>7,634</b>	<b>3,035</b>	<b>2,702</b>	<b>2,613</b>	<b>420</b>
Births	3,569	3,378	2,687	3,094	3,013
Deaths	1,308	1,722	1,971	2,114	2,040
<b>Change Due to Natural Increase</b>	<b>2,261</b>	<b>1,656</b>	<b>716</b>	<b>980</b>	<b>973</b>
<b>Change Due To Net Migration</b>	<b>5,373</b>	<b>1,379</b>	<b>1,986</b>	<b>1,633</b>	<b>-553</b>

Connecticut State Department of Health, Planimetrics

Compared to most inner-ring suburbs, Windsor has sustained more substantial growth but like most inner-ring suburbs, that growth has been eclipsed by the outer suburbs.

### Population Change (1790 – 2020)



## Dynamics of Migration

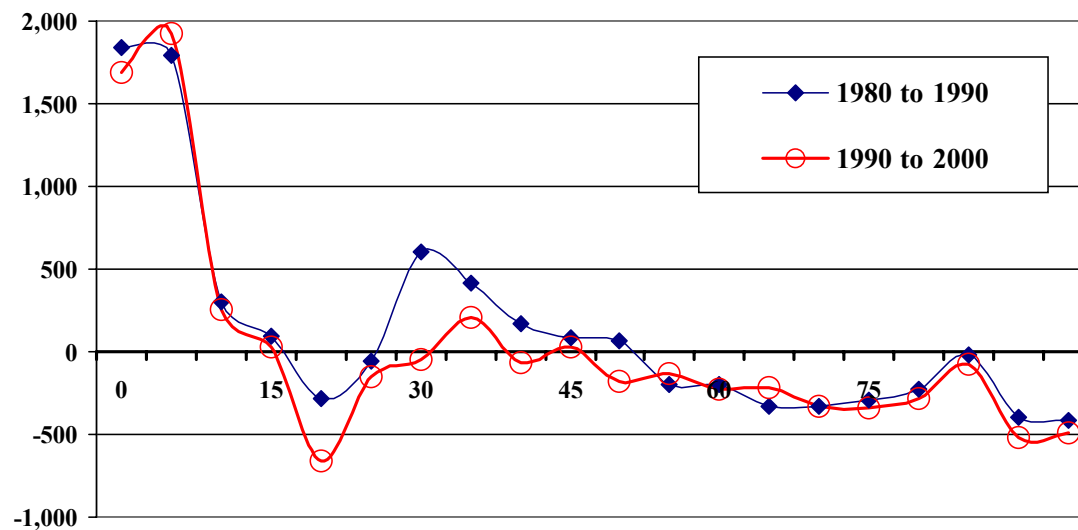
As the following table illustrates, the net migration patterns in Windsor shifted significantly between the 1980s and 1990s. The most significant shift is due to the reduced in-migration rate of the 30-54 age group.

**Migration Trends by Age Group**

Age Groups	Predominant Trend	1980 to 1990	1990 to 2000
0-19	Births / Net In-Migration	4,029	3,898
20-29	Net Out-Migration	-344	-811
30-54	Varies	1,336	-53
55-85+	Death / Net Out-Migration	-2,408	-2,614
<b>Total Change</b>		<b>2,613</b>	<b>420</b>

The 30-54 age group is in their prime wage earning years and is most likely to have school-aged children. The quality of education becomes a critical locational factor as this age group looks to purchase homes.

**Migration by Age Group**



## Population Dynamics

The overall composition of a community changes as a result of demographic changes in:

- new housing units (where new residents move in),
- sales of existing units (where new households moving in may be different than those moving out), and
- stable units (where existing residents may age, have children, move out, divorce, separate, marry, adopt, or die).

For planning purposes, the age composition of a community can be considered to include three major age groups with differing needs or concerns:

- In addition, each group can be further broken down into two or more sub-groups.

While changes in the total population are important to monitor as an indicator of future growth, an analysis of the age composition of the population can be a more effective tool for anticipating public facility and service needs over the next 20 years. The following table illustrates that while Windsor's total population is expected to experience only modest growth over the next 20 years, there will be significant change in the age makeup of the community. The most notable trend is the continued growth of the 55+ population, accounting for one-third of the total population by 2020. It should be noted that the growth of the 55+ population is not unique to Windsor as it is a national phenomenon caused by the aging of the "Baby Boom" generation.

1970 - 2000 Census, Projections by Connecticut Census Data Center (1995)

Based on these age specific projections, the following table describes the growth trend and general needs for each age group.

2-8



## Racial Diversity

Windsor has a more racially diverse population than many neighboring communities. Since 1970, the Town's racial diversity has increased significantly as upwardly mobile minority residents have been attracted to the amenities that Windsor has to offer.

### 2000 Racial Diversity (Ranked by percent non-white)

	White	Black	Other	Total
<b>Central City and Inner Ring Suburbs</b>				
Hartford	31%	41%	29%	100%
Bloomfield	41%	56%	2%	100%
East Hartford	67%	21%	13%	100%
<b>Windsor</b>	<b>67%</b>	<b>29%</b>	<b>5%</b>	<b>100%</b>
Wethersfield	94%	3%	3%	100%
<b>Other Suburbs</b>				
South Windsor	92%	3%	5%	100%
East Windsor	93%	5%	3%	100%
Windsor Locks	94%	3%	3%	100%
East Granby	97%	2%	2%	100%
<b>State</b>	<b>82%</b>	<b>10%</b>	<b>7%</b>	<b>100%</b>
<b>County</b>	<b>77%</b>	<b>13%</b>	<b>9%</b>	<b>100%</b>

"Other" includes American Indians, Alaska Natives, Asians, Native Hawaiians, and other Pacific Islanders  
US Census Bureau

### Percent Minority

	Windsor	State
1950	3%	3%
1960	4%	4%
1970	3%	7%
1980	12%	10%
1990	21%	13%
2000	33%	18%

US Census

### Celebrating on The Town Green



Housing Growth	
<b>1980</b>	8,793
<b>1990</b>	10,233
<b>2000</b>	10,900
U.S Census	

2000 Housing Mix		
	Town	State
<b>1-unit detached</b>	77%	59%
<b>1-unit attached</b>	6%	5%
<b>2-4 units</b>	10%	18%
<b>5+ units</b>	7%	17%
<b>Other</b>	0%	1%
CT-DECD		

Housing Tenure		
	Town	State
<b>Owner Occupied</b>	78%	63%
<b>Renter Occupied</b>	19%	31%
<b>For Rent or Sale</b>	2%	4%
<b>Occasional Use</b>	1%	2%
2000 Census		

'Affordable Housing'	
<b>Windsor</b>	6%
<b>State</b>	11%
Source: CT DECD	

Year Structure Built		
	Town	State
<b>1990s</b>	7%	9%
<b>1980s</b>	18%	13%
<b>1970s</b>	18%	15%
<b>1940-1960</b>	40%	41%
<b>Pre-1940</b>	17%	22%
CT-DECD		

## Housing Conditions

According to the U.S. Census Bureau, Windsor had 10,900 housing units in the year 2000. This represents an increase of 667 housing units (6.1 percent) since the 1990 Census. This is comparable to many inner ring suburbs but lower than the state average of 14 percent. Housing growth in Windsor slowed during the past decade relative to prior decades, due in part to the collapse of the housing market in the late 1980s and early 1990s as well as continued interest in large-lot housing in developing suburban communities. The bulk of Windsor's residential development has occurred on lot sizes ranging from 7,500 to 27,500 square feet, compared to 40,000 to 87,000 square feet commonly found in Hartford's outer ring suburbs.

Windsor's housing mix is heavily weighted towards owner-occupied single-family detached housing, far exceeding State averages and comparable to more rural neighboring communities. High owner occupancy is a good indicator of community stability.

The 1999 median house value reported in the 2000 Census was \$142,200, which places Windsor above the average of neighboring towns but relatively low compared to the State and outer ring suburbs. A more telling figure is the median sale price in 1999, which indicates that Windsor's housing prices are not as dissimilar from higher priced neighbors as median house values indicate.

Despite readily available affordably priced housing, only six percent of Windsor's housing stock meets the State definition of "affordable housing", making Windsor subject to the affordability provisions of Connecticut General Statute Section 8-30g until the Town reaches the State goal of ten percent.

	Median House Value (1999)	Housing Sale Prices (1999)
East Granby	\$168,800	\$159,400
<b>State</b>	<b>\$166,900</b>	<b>\$149,900</b>
Wethersfield	\$159,300	\$140,500
<b>Windsor</b>	<b>\$142,200</b>	<b>\$139,000</b>
South Windsor	\$167,500	\$138,495
Bloomfield	\$134,400	\$125,000
Windsor Locks	\$121,300	\$106,900
East Windsor	\$136,400	\$96,925
East Hartford	\$112,800	\$95,000
Hartford	\$93,900	\$82,000
2000 Census, CPEC		

Low-rise Condominiums



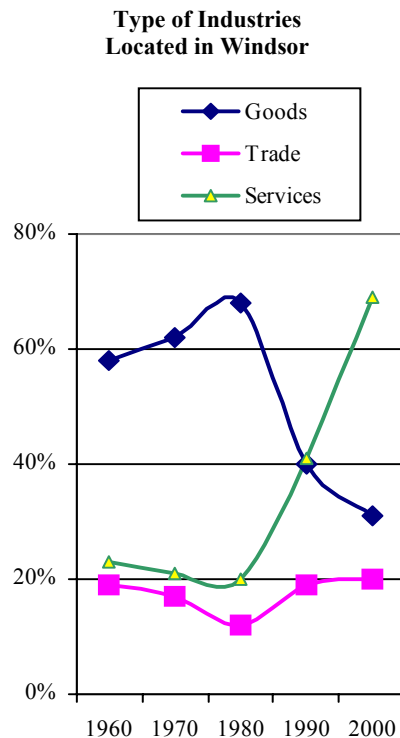
Single Family Home



## Economic Conditions

### Employment

Reflecting national and regional economic trends, the number of jobs in Windsor declined from 18,720 in 1990 to 17,500 by 2000. As indicated by the chart below, Windsor continued to shift towards a service based economy, in keeping with national trends



### Resident Income

At \$64,137, Windsor's 1999 median household income is higher than all of its inner-ring suburban neighbors and continues its historic trend of outpacing the State average. Due to its larger household size, Windsor's per capita income of \$27,633 makes it only the median value among neighboring towns, and lower than the State average.

One of Windsor's Major Employers



### Median Household Income

South Windsor	\$73,990
East Granby	\$68,695
<b>Windsor</b>	<b>\$64,137</b>
<b>State</b>	<b>\$53,935</b>
Bloomfield	\$53,812
Wethersfield	\$53,289
East Windsor	\$51,092
Windsor Locks	\$48,837
East Hartford	\$41,424
Hartford	\$24,820

2000 Census

### Per Capita Income

South Windsor	\$30,966
East Granby	\$30,805
Wethersfield	\$28,930
Bloomfield	\$28,843
<b>State</b>	<b>\$28,766</b>
<b>Windsor</b>	<b>\$27,633</b>
East Windsor	\$24,899
Windsor Locks	\$23,079
East Hartford	\$21,763
Hartford	\$13,428

2000 Census

## Definitions

**Developed Land** - land that has buildings, structures, or improvements used for a particular economic or social purpose (such as residential or institutional)

**Committed Land** - land that is used for a particular economic or social purpose (including open space)

**Vacant Land** - land that is not developed or committed

**Underdeveloped Land** - land that is developed or committed but that has development potential remaining (such as a house on a 2-acre parcel that may be subdivided into additional lots).

**Dedicated Open Space** - land or development rights owned by the Federal government, the State, the Town, land trusts, or conservation organizations intended to remain for open space purposes.

**Managed Open Space** - land owned by fish and game clubs, cemeteries, recreational clubs, and other organizations which is used for other purposes but provides open space benefits.

## Existing Land Use

A survey of land uses found that over 80 percent of Windsor's 19,869 acre area is committed to specific uses such as residential, commercial, industrial, agricultural, open space or other institutional purposes. The remaining area is either underdeveloped or vacant (11 percent) or water (6 percent).

**2002 Windsor Land Use Assessment**

Use	Acres	% Developed Land	% Total Land
<b>Agriculture</b>	<b>3,725</b>	<b>22%</b>	<b>19%</b>
<b>Residential</b>	<b>5,489</b>	<b>33%</b>	<b>28%</b>
Single Family	4,915		
Multi-Family	521		
Group Quarters	54		
<b>Business</b>	<b>768</b>	<b>5%</b>	<b>4%</b>
Office	499		
Retail / Service / Auto	186		
Lodging	69		
Mixed Use	14		
<b>Industrial</b>	<b>1,594</b>	<b>10%</b>	<b>8%</b>
Industrial	1,024		
Warehouse / Storage	475		
Public Utility	94		
<b>Open Space</b>	<b>2,185</b>	<b>13%</b>	<b>11%</b>
Dedicated Space	1,385		
Managed Space	801		
<b>Community Facilities</b>	<b>1,046</b>	<b>6%</b>	<b>5%</b>
Municipal Facilities	493		
Institutional/Other	553		
<b>Infrastructure</b>	<b>1,764</b>	<b>11%</b>	<b>9%</b>
<b>Developed / Committed</b>	<b>16,571</b>	<b>100%</b>	<b>83%</b>
<b>Vacant / Underdeveloped</b>	<b>2,201</b>		<b>11%</b>
Vacant	1,726		
Underdeveloped	475		
<b>Water</b>	<b>1,097</b>		<b>6%</b>
<b>Total Area</b>	<b>19,869</b>		<b>100%</b>

Planimetrics (Totals may not add due to rounding). Land use information from Windsor with field updates by Planimetrics.

## Existing Land Use Map

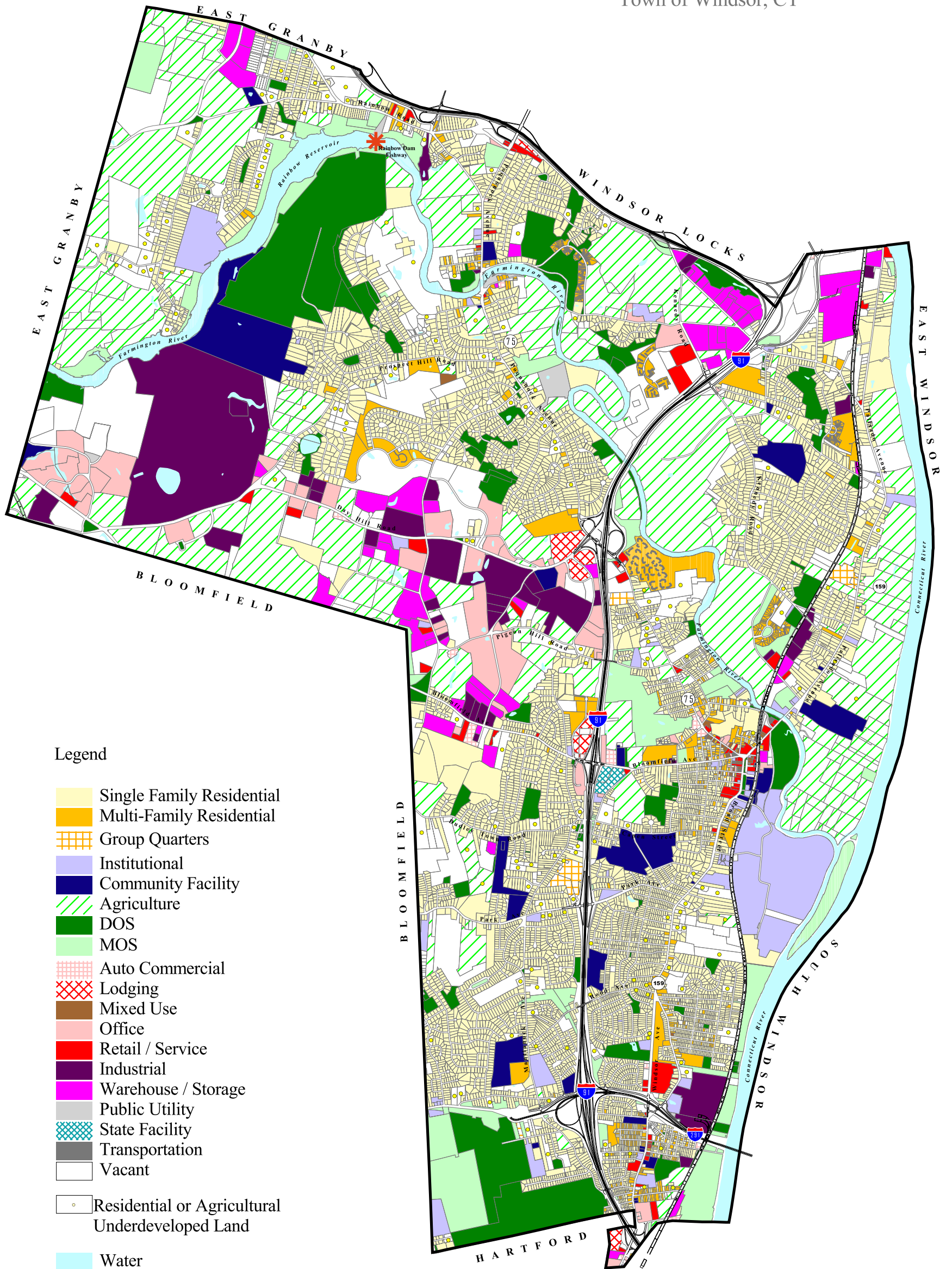
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# Existing Land Use

Town of Windsor, CT



0 4000 Feet



**Planimetrics**  
31 Ensign Drive, Avon, CT 06001 860-677-5267

## Current Zoning

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Windsor has seven active zoning districts for residential development (including the AG zone). Until now almost all of the residential development in Windsor has been in the six districts which are intended for single-family residential development at densities ranging from 3.0 to 1.2 units per acre. This variety of districts reflects the increasing preference for larger lot sizes as Windsor transitioned from a collection of rural villages to streetcar suburbs and then a post-war suburban community. However, this density pattern is higher than that of many other surrounding towns and certainly much higher than that of more rural second-tier towns. A 2002 UConn study by Dennis Haffley and Monica Lopez-Anvarb confirmed this in its finding. The average lot size zoning for single-family districts in the state was found to be 1.3 acres, while, for Windsor it reported that it was 0.3 acres. This is undoubtedly a factor in Windsor's median house prices being less than the regional median. Single-family residential development at 0.3 units per acre is permitted in the Agricultural Zone, but the primary function of the zone is for the retention of areas suitable for agriculture use, and until now few lots have been built at this relatively low density. Attached multi-family development is allowed in some residential zones but is intended primarily for the Planned Urban Development Zone and Design Development Districts that allow both single-family and multi-family housing at varying densities.

Windsor has nine zoning districts for commercial and industrial development. The majority of this land (4,011 acres) is zoned for either light or heavy industrial use and is concentrated primarily in the Day Hill Corporate Area with smaller but significant concentrations at the New England Tradeport (near the airport) and the northern end of Kennedy Road. The remaining seven zones are intended for other forms of business development including office, retail, service, and wholesale/storage uses.

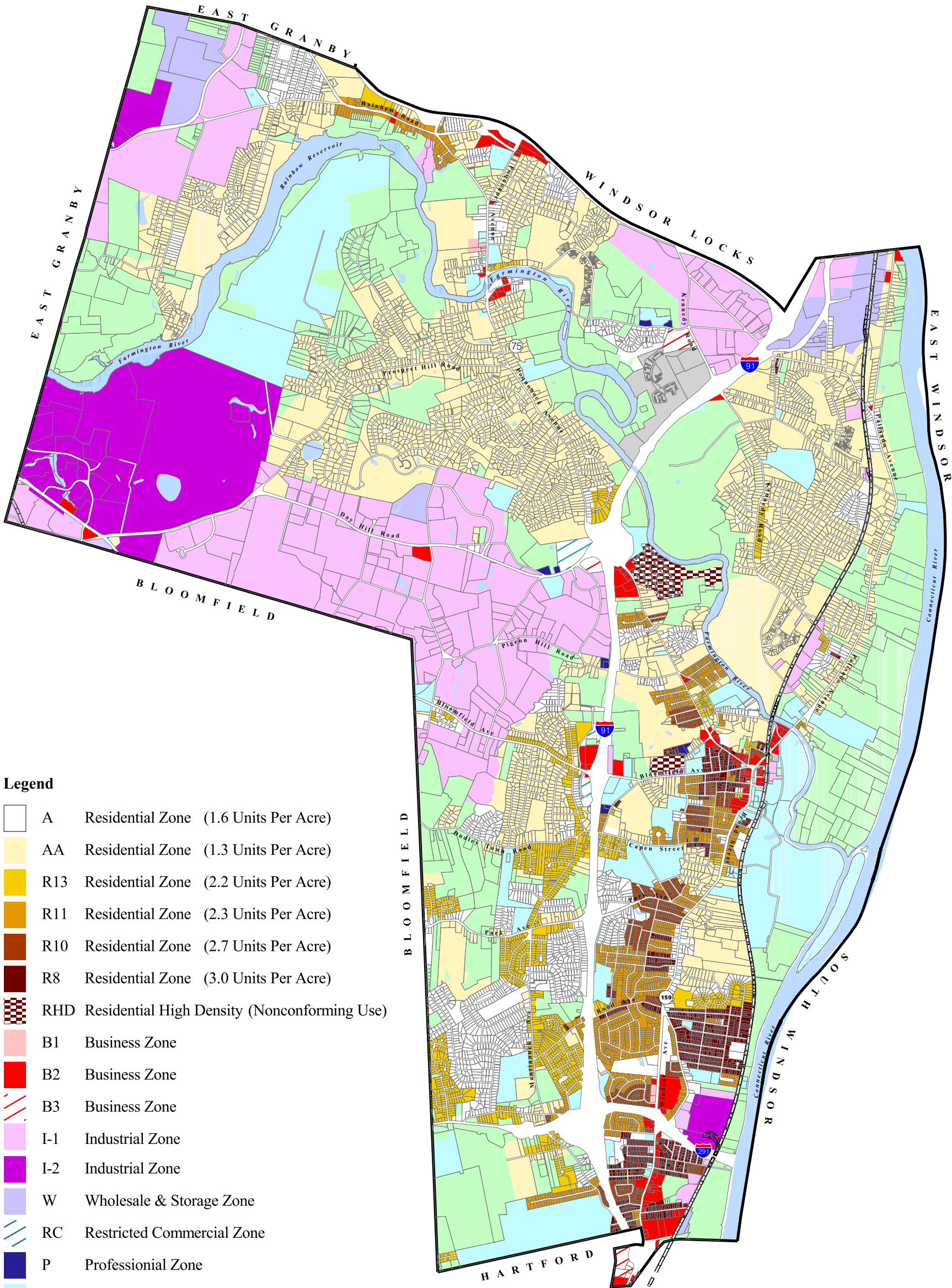
**Existing Zoning Map**  
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# Existing Zoning Map

Town of Windsor, CT



- Legend**
- A Residential Zone (1.6 Units Per Acre)
  - AA Residential Zone (1.3 Units Per Acre)
  - R13 Residential Zone (2.2 Units Per Acre)
  - R11 Residential Zone (2.3 Units Per Acre)
  - R10 Residential Zone (2.7 Units Per Acre)
  - R8 Residential Zone (3.0 Units Per Acre)
  - RHD Residential High Density (Nonconforming Use)
  - B1 Business Zone
  - B2 Business Zone
  - B3 Business Zone
  - I-1 Industrial Zone
  - I-2 Industrial Zone
  - W Wholesale & Storage Zone
  - RC Restricted Commercial Zone
  - P Professional Zone
  - NZ Public & Quasi - Public Zone
  - AG Agriculture Zone (0.3 Units Per Acre)
  - PUD Planned Urban Development Zone

0 4000 Feet



**Planimetrics**  
31 Ensign Drive, Avon, CT 06001 860-677-5267

## Buildout Scenario Results

Windsor's 1991 Plan of Development contained a residential buildout scenario. In that Plan, it was estimated that Windsor could potentially have an additional 2,556 housing units and eventually become a Town of 34,000 to 35,000 persons.

The buildout estimate in this Plan produces an estimate of an additional 1,962 units and an ultimate population of about 33,300 people.

Although much land was developed in the past decade, the current estimates have been developed using GIS data with the potential to be more precise than previous methods.

Windsor's recently adopted buildable land regulations effectively reduced the potential number of additional dwelling units. This regulation should be expanded to address all residential developments.

In addition, shrinking average household size changes the estimate of the number of people that a certain number of housing units will accommodate.

## Residential Development Potential

To illustrate the future residential development and population impacts of current land use policies in Windsor, an analysis of future residential development was conducted. For this analysis, future development was calculated for properties that are currently vacant or underutilized in terms of achieving maximum residential density (units per acre).

The land use survey identified 1,905 acres of residentially zoned land that are currently vacant or underutilized. There are also 2,025 acres of agriculturally zoned land that may be developed in the future, though at a low density of one unit per three acres (or by special use at two units per three acres as an open space subdivision). After considering minimum zoning requirements and subtracting constrained land such as wetlands and floodplains, in accordance with Windsor's recently adopted buildable land regulation (see table below) that the residential zoned land may support an additional 1,698 new housing units and the agricultural zoned land may support an additional 264 new housing units bringing Windsor's housing total to 12,862 dwelling units.

Developable Land by Census Tract and Zone

Tract	AG	AA	A	R13	R11	R10	R8	B1	B2	B3	I1	I2	W	NZ	PUD	Total
<b>4731</b>	103	45	24	45	1	0	0	0	1	0	0	0	0	0	0	<b>218</b>
<b>4734</b>	0	24	0	0	0	0	0	0	0	0	0	0	0	0	0	<b>25</b>
<b>4735.01</b>	61	406	7	0	0	0	0	0	0	0	812	240	0	0	0	<b>1,526</b>
<b>4738</b>	0	0	5	0	0	0	6	0	9	1	7	0	0	0	0	<b>30</b>
<b>4737</b>	0	67	8	5	3	0	9	0	0	0	0	0	0	0	0	<b>94</b>
<b>4736.02</b>	48	32	0	0	3	5	0	0	12	0	1	0	0	0	0	<b>100</b>
<b>4736.01</b>	224	264	1	4	0	0	0	0	3	0	32	0	20	0	0	<b>548</b>
<b>4735.02</b>	528	171	94	0	18	0	0	0	8	0	589	7	0	0	72	<b>1,488</b>
<b>Total</b>	<b>964</b>	<b>1,009</b>	<b>139</b>	<b>54</b>	<b>26</b>	<b>5</b>	<b>16</b>	<b>0</b>	<b>34</b>	<b>1</b>	<b>1,441</b>	<b>247</b>	<b>20</b>	<b>0</b>	<b>72</b>	<b>4,029</b>

Source: Windsor Assessor and Planimetrics. (Totals may not add due to rounding). Commercial and industrial acreages do not account for underdeveloped properties due to lack of additional information.

At the current average household size of 2.61 persons, Windsor could potentially add an additional 5,100 residents, raising Windsor's total population to over 33,300 residents. These figures represent an absolute maximum and are likely to change if household sizes continue to shrink and policy recommendations contained in this Plan are implemented.

A separate industrial buildout analysis was conducted for the Day Hill Corporate Area due to its strategic economic importance to the Town. The results of this analysis are presented as part of a more comprehensive analysis of the Day Hill Corporate Area found in Chapter 10.

## Fiscal Overview

### Revenues and Expenditures

Revenues represent one-half of the municipal fiscal equation and Windsor's annual revenues are approximately \$61 million, the majority of which is derived from local taxes. Windsor is more heavily reliant on local taxes than most towns and is above the state average. Windsor also receives less state aid than most towns, falling below the state average.

Expenditures are the other half of the budget equation, with education accounting for two-thirds of local spending. Total per capita local government expenditures in Windsor are less than the state average and lower than most neighboring towns. Despite this, education, public works, and police spending exceed state averages.

**1999-00 Per Capita Revenue Distribution**

	<b>Windsor</b>		<b>Connecticut</b>	
Current Taxes	\$1,651	76%	\$1,528	65%
State Aid	\$396	18%	\$603	26%
Surplus	\$11	1%	\$39	2%
Other	\$118	5%	\$172	7%
<b>Total</b>	<b>\$2,176</b>	<b>100%</b>	<b>\$2,341</b>	<b>100%</b>

"Other" revenue includes reimbursements, payments in lieu of taxes, grants, and other sources. Connecticut Policy & Economic Council

**1999-00 Per Capita Expenditures Distribution**

	<b>Windsor</b>		<b>Connecticut</b>	
Education	\$1,426	66%	\$1,318	56%
Public Works	\$202	9%	\$197	8%
Police	\$167	8%	\$156	7%
Debt Service	\$62	3%	\$169	7%
Fire	\$18	1%	\$79	3%
Other	\$301	14%	\$412	18%
<b>Total</b>	<b>\$2,176</b>	<b>100%</b>	<b>\$2,341</b>	<b>100%</b>

"Other" includes general government, recreation, library, land use, building, and other programs. Connecticut Policy & Economic Council

### Per Capita Data

Per capita revenue and expenditure figures are used to make comparisons between different entities but can be misleading if taken out of context.

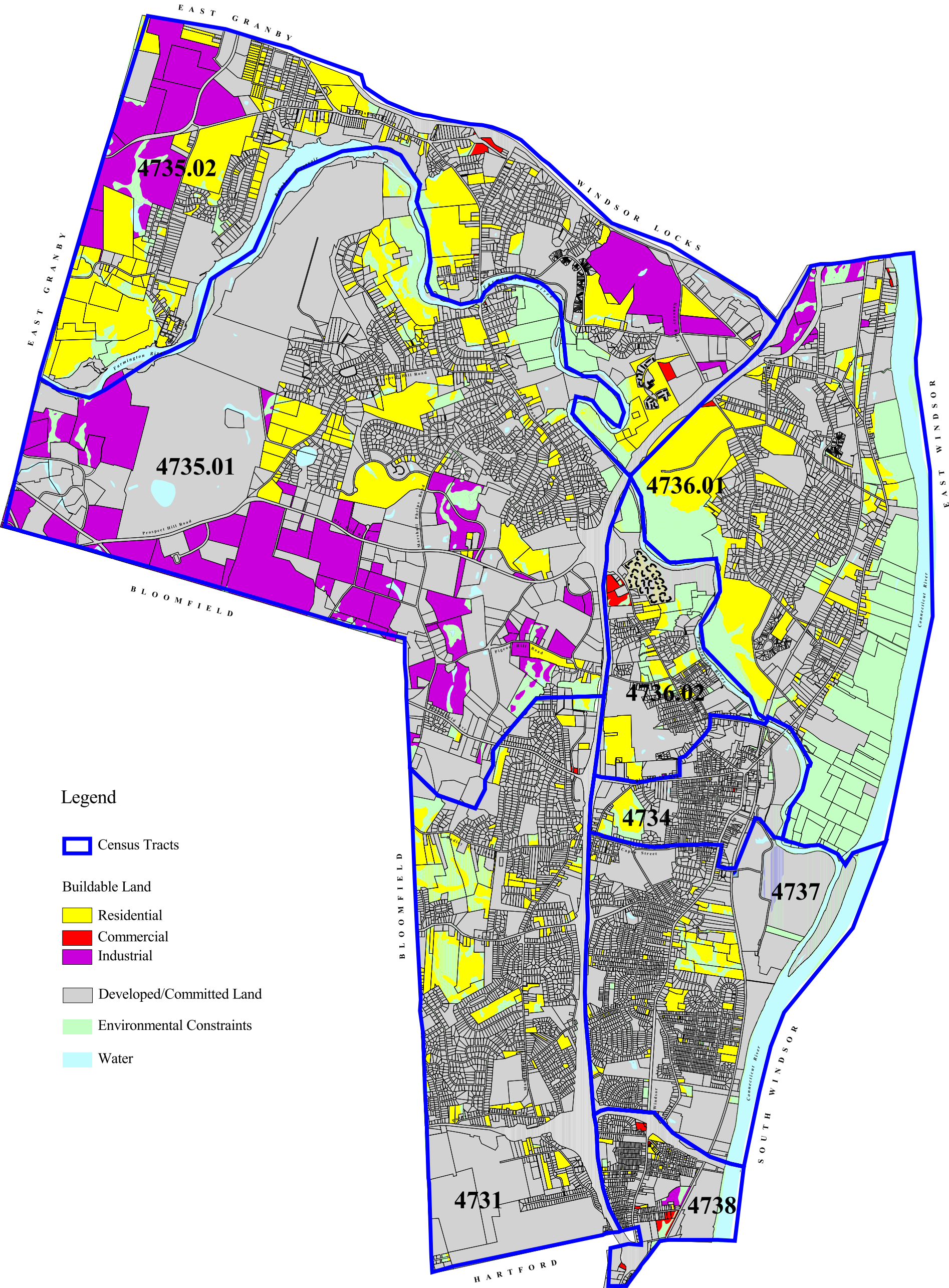
For example, per capita taxes is not the average taxes paid by each resident, it is simply the total of all taxes divided by the total population. Tax revenue includes both residential and business taxes with businesses paying a large share of total taxes due.

**Developable Land Map**  
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# Buildable Land by Census Tract

Town of Windsor, CT



### Legend

- Census Tracts
- Buildable Land**
  - Residential
  - Commercial
  - Industrial
- Developed/Committed Land
- Environmental Constraints
- Water

### Equalized Net Grand List

ENGL estimates the market value of property in every town across the state for a given year, adjusting for varying revaluation dates.

### 1999-00 Per Capita Revenue and Expenditure Comparison (ranked by per capita expenditures)

	2000 Population	Expenditures		Revenues	
		Total (millions)	Per Capita	Per Capita Taxes	Per Capita State Aid
Hartford	121,578	\$432	\$3,552	\$1,344	\$1,687
East Granby	4,745	\$11	\$2,387	\$1,838	\$358
South Windsor	24,412	\$58	\$2,383	\$1,796	\$451
<b>State</b>	<b>3,405,565</b>	<b>\$7,972</b>	<b>\$2,341</b>	<b>\$1,528</b>	<b>\$603</b>
Windsor Locks	12,043	\$28	\$2,331	\$1,543	\$629
Bloomfield	19,587	\$44	\$2,247	\$1,860	\$261
<b>Windsor</b>	<b>28,237</b>	<b>\$61</b>	<b>\$2,176</b>	<b>\$1,651</b>	<b>\$396</b>
East Hartford	49,575	\$105	\$2,125	\$1,452	\$608
East Windsor	9,818	\$21	\$2,112	\$1,447	\$522
Wethersfield	26,271	\$50	\$1,893	\$1,597	\$178

Connecticut Policy & Economic Council

### Tax Base

Windsor's 1998 Net Grand List, which includes all taxable real estate and personal property in town, was valued at more than \$2 billion. To make direct comparison between towns with varying revaluation dates, the net grand list can be adjusted to the estimated market value of the property (called the Equalized Net Grand List or ENGL) resulting in an estimated \$2.4 billion of taxable property in Windsor.

### Tax Base Comparison (ranked by per capita ENGL)

	Per Capita ENGL	State Rank	Percent Business	State Rank
East Granby	\$111,802	44	29%	44
Windsor Locks	\$108,948	46	44%	7
Bloomfield	\$93,313	67	43%	9
<b>State</b>	<b>\$90,548</b>		<b>27%</b>	
South Windsor	\$88,891	74	22%	68
<b>Windsor</b>	<b>\$87,981</b>	<b>76</b>	<b>36%</b>	<b>21</b>
Wethersfield	\$84,964	84	20%	78
East Windsor	\$77,244	102	42%	10
East Hartford	\$56,886	144	45%	6
Hartford	\$38,185	164	66%	2

CT Policy & Economic Council 1999-2000

On a per capita basis, Windsor's 1998 ENGL was lower than the state average but higher than most other inner ring suburbs. At \$87,981 ENGL per capita, Windsor ranked better than half of the 169 towns in Connecticut.

Windsor has a strong commercial tax base and ranks 21<sup>st</sup> in the state. Thirty-six percent of Windsor's net grand list is business related, taking more than one-third of the total tax burden off of Windsor residents.

## Community Input

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During the process of preparing this Plan of Conservation & Development, community input was gathered through several public meetings and workshops with residents, board and commission members and Town Staff to discuss issues that they felt were important to them and the community. Separate interviews were also conducted with Town Staff and residents representing diverse interests in the community. The combined results indicate that natural resource protection, community character, community facilities and business development were the most important issues facing Windsor.

Public meeting participants indicated that they were proudest of Windsor's recreation facilities, community character/spirit and community facilities/services with Northwest Park, the libraries and the Town Green receiving the most praise. Community facilities/services and community character/spirit were also identified along with business areas as the areas participants were least proud of. The Senior Center, the appearance of Wilson (and the lack of progress on the redevelopment parcel), and the shortage of shopping/dining opportunities (especially in Windsor Center) were cited most often as the causes of concern.

Windsor residents and leadership agree that the quality-of-life in Windsor depends on addressing priorities and setting goals for the future. It is the general consensus that the primary mission of this Plan is to identify how open space, residential neighborhoods and business development can blend together in a harmonious fashion, leading to the following overall vision.

**Promote an appropriate balance of conservation and development in order to enhance community character and improve the overall quality of life.**

While there may be refinements in this Plan over time, it is anticipated that this overall philosophy will remain relevant during the anticipated ten-year life of this Plan of Conservation & Development.

*Residents indicated that important issues for the Plan include:*

- *natural resource protection,*
- *community character*
- *community facilities, and*
- *business development*



*Community character is typically a reflection of the physical resources and appearance of a community ...*

## Community Character

Preserving and enhancing community character was identified by Windsor residents as an important issue to address during the planning process. While there is no accepted definition of what constitutes community character in Windsor, it is believed to include the following physical characteristics:

Category	Resource	Description
Enhancing	Natural / Scenic Resources	Water features, hillsides, wetland areas, and scenic features (vistas, stone walls, barns, fences)
	Open Space / Openness	Dedicated, protected, and managed open spaces and undeveloped land
	Historic Resources	Historic resources that contribute to a sense of history
	Community Structure	Windsor Center, Wilson, Poquonock, Day Hill Corporate Area, and other major features
Enhancing or Detracting	Residential Development	Older homes and neighborhoods establish character, new developments can detract
	Business Development	Walkable village areas enhance character, “strip development” can be seen as detracting
	Community Facilities	Community facilities / services can enhance or detract from community character
	Transportation	Streets, sidewalks, and other transportation facilities can affect community character
	Utilities	Piped utilities can support or threaten character, overhead / wireless utilities can detract,
	Community Design	Architectural styles can complement Windsor’s identity as an historic New England town

Strategies in subsequent chapters of this Plan have been made with consideration of how they may affect community character and enhance the overall quality-of-life in Windsor.

**Village Centers**



**Historic Structures**



**Scenic Features**



## Quality of Life / Community Spirit

---

### Quality of Life

While Windsor residents feel that quality of life is an important planning consideration, it is a subjective concept with each resident measuring it by their own set of values. To a parent of school-age children, quality schools are a major consideration in determining quality of life while a retiree might place more value on lower taxes or being able to walk to daily destinations.

Rather than attempting to improve the quality of life of individuals or interest groups, Windsor should enhance communitywide quality of life by focusing on those values where there is consensus, such as preserving and enhancing community character, and striking a balance between competing values, such as lower taxes and better town services.

Wherever possible, this Plan has attempted to achieve balance, whether comprehensively between conservation and development in general or specifically, such as between the needs of motorists and pedestrians. Strategies intended to generally improve the quality of life of Windsor residents are contained throughout this Plan.

*Quality of life is a subjective issue but Windsor can still make changes to generally improve the quality of life of all residents ...*

**Northwest Park**



**Summer Wind**



**Windsor Center Riverwalk**



*Community spirit tends to be a reflection of the emotional or social connection that people feel to their community ...*

## Community Spirit

Quality of life in Windsor is measured not only by the natural and man-made physical attributes dealt with in this Plan but by its social character as well. Strong community spirit can add to overall quality of life and create pride in the community. The following table identifies some of the resources that contribute to community spirit:

Category	Resource	Description
<b>Enhancing</b>	<b>Unique Events</b>	Events such as the Shad Derby and Concerts on The Green where residents join in a common activity
	<b>Volunteerism</b>	Volunteers and volunteer organizations help Windsor do more for its residents, making it a special place
	<b>Philanthropy</b>	Voluntary donations of time and money help make Windsor a special place
	<b>Shared Visions / Goals</b>	Establishing and attaining shared visions and goals
	<b>Open Communication</b>	Discussion of community issues and priorities is an important part of community spirit
	<b>Positive Recognition</b>	Positive recognition of local activities and events helps build community spirit and pride
<b>Detracting</b>	<b>Negative Communication</b>	A lack of communication or negative communication can undermine community spirit
	<b>Negative Recognition</b>	Negative recognition of a community can undermine community spirit and pride

Windsor is fortunate to have a strong sense of community spirit. Local organizations should continue to encourage activities that contribute to community spirit and pride since these activities will contribute to the overall quality of life of Windsor residents.

**Philanthropic Projects**



**Community Pride**



**Community Events**



# CONSERVE NATURAL RESOURCES

## 3

### Overview

Conservation of natural resources is important in terms of preserving environmental functions, protecting community character, and enhancing the quality of life for Windsor residents. Residents attending a planning workshop identified protection of natural resources as one of the top issues facing Windsor. Addressing natural resources at the beginning of the planning process allows for the early identification and protection of critical resources. This enables later analysis of development issues to be sensitive to these resources, leading to an appropriate balance between conservation and development.

*Continue to  
conserve  
Windsor's natural  
resources for  
future generations.*

#### Definition

"Natural Resource" is defined to include but shall not be limited to all mineral, animal, botanical, air, water, land, timber, soil, quietude, recreation and historical resources and direct solar radiation, wind, geothermal sources, wood and other forms of biomass. Scenic and aesthetic resources shall also be considered natural resources when owned by a governmental unit.

**Sensitive Soils**



**Water Resources**



**Loss of Wildlife Habitat**





## Evolution of Protection

The first phase of land use regulation in the United States typically regulated development patterns through the use of lot size regulations.

In such regulations, all land was treated the same regardless of whether it was a water body, wetland, steep slope, floodplain, or buildable land. Unfortunately, this type of regulation allowed the inappropriate use of environmentally sensitive areas and some developments occurred with little concern for the impact on the natural environment.

Since the 1960s, many communities have become more environmentally aware and have distinguished in their land use regulations between land that is “buildable” and land that is not (such as waterbodies, wetlands, steep slopes, floodplains, or other resources). This has helped to reduce development pressure on sensitive environmental areas and has encouraged development more in keeping with the natural capabilities of the land.

## Protect Important Natural Resources

Natural resource conservation priorities in Windsor (described in the table below) are based on: the value or function of the natural resource if preserved; the sensitivity of the resource to development; and/or the degree of constraint to development. This philosophy ensures that important resources and functions are preserved and appropriate areas are identified for development at appropriate densities.

<b>Resources for Preservation</b>	Resources so important to environmental quality or community character that alterations to these areas should be avoided to the extent feasible and prudent.	<ul style="list-style-type: none"><li>• Inland wetlands and Watercourses</li><li>• Steep slopes (&gt;25 percent)</li><li>• 100-year floodplain (1.0% probability of flooding)</li></ul>
<b>Resources for Conservation</b>	Resources with important functions that can be maintained while compatible activities take place nearby if development occurs in an environmentally sensitive way.	<ul style="list-style-type: none"><li>• 500-year floodplain (0.2% probability of flooding)</li><li>• Identified aquifers and aquifer recharge areas</li><li>• Unique or special habitat areas</li></ul>
<b>Resources for Consideration</b>	Resources of potential future importance that warrant consideration for environmentally sensitive development in order to maintain their value.	<ul style="list-style-type: none"><li>• Areas of high groundwater availability</li></ul>

## Buildable Land Regulations

One of the best ways to protect natural resources is to reduce development pressures on environmentally sensitive areas. Windsor recently modified Section 4.2.1 of the Zoning Regulations to require the deduction of wetlands, watercourses, steep slopes, and floodplains before calculating development yield in residential subdivisions. This regulation will help to protect important natural resources and ensure that residential development intensity is more closely related to the natural capabilities of the land. Consideration should be given to extending these provisions to multi-family and other common-interest residential developments that do not require subdivision approval.

## Protection of Unique Habitat or Species of Special Concern

Windsor has numerous locations identified in the Connecticut Department of Environmental Protection (DEP) Natural Diversity Database (NDDDB), illustrated on the following map. These areas contain unique habitats or species of special concern that may be threatened or endangered. Developers working in these areas should be required to consult with the DEP on the nature of area identified in the NDDDB and take appropriate measures to minimize the impact of their development on these fragile resources. A site specific investigation should be required to minimize impact on their habitat.

Since trees and vegetation help reduce erosion and sedimentation, help clean the air, and add to community character, strategies to reduce tree clearing and maintain existing vegetation should be considered.

#### **Natural Resource Protection Strategies**

1. Consider further refinements that improve the implementation and effectiveness of recent amendments to Section 4.2.1 of the Zoning Regulations governing residential density.
2. Developers working in areas identified in the Natural Diversity Database should be required to consult with the DEP on the nature of area and take appropriate measures to minimize the impact of their development on these fragile resources. A site specific investigation should be required to minimize impact on their habitat.
3. Consider strategies to reduce tree clearing and maintain existing vegetation
4. Consider inviting the Connecticut Natural History Museum to conduct their annual BioBlitz program at Northwest Park.

**Steep Slopes**



**Wetlands**



**Floodplain**



#### **Biological Diversity**

The Connecticut State Museum of Natural History runs an annual program called BioBlitz that is designed to increase public awareness of the impact that biodiversity within our parks and open spaces has on our daily lives. BioBlitz is essentially a contest between scientists from the University of Connecticut and other regional organizations to see who can document the most species in a 24-hour biological survey of a Connecticut park. Keney Park was the site of the first BioBlitz in 1999.

The public is invited to participate in the process as species are analyzed and tallied; allowing the scientists to share their knowledge and enthusiasm in the hopes of sparking scientific curiosity in younger residents and educating all residents on the benefits of biodiversity.

Northwest Park would make an ideal candidate for a future BioBlitz program, with possible long-term benefits for the Nature Center's interpretive programs as well.

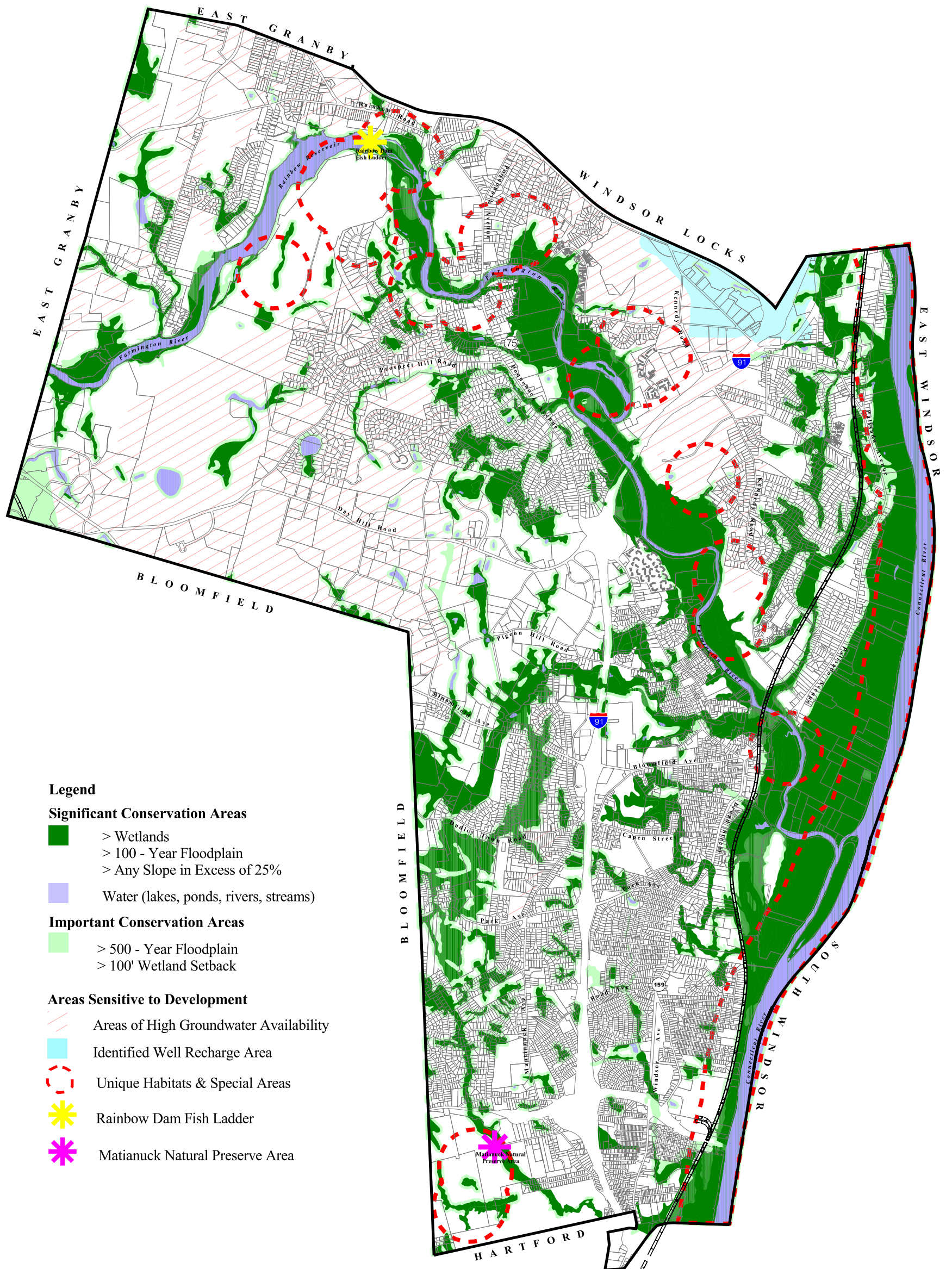
## **Natural Resource Conservation Plan** *(lift page up)*





# Natural Resources Conservation Plan

Town of Windsor, CT



0 4000 Feet



**Planimetrics**

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### **Non-Point Pollution**

Non-point source pollution refers to pollution from water flowing over land picking up contaminants (such as salt and sand from roads, pesticides, lawn fertilizers, and detergents from car washing).

More detailed information about land use standards and technical assistance for reducing non-point pollution is available from the University of Connecticut Non-Point Education for Municipal Officials Program (NEMO).

### **NPDES Phase II**

Six program elements must be addressed as part of the storm water management plans:

1. Public information and outreach
2. Public participation and involvement
3. Illicit discharge detection and elimination
4. Construction runoff controls
5. Post-construction runoff controls
6. Pollution prevention/“good housekeeping”

## **Protect Water Resources and Water Quality**

Protecting water quality should be the top priority for natural resource protection in Windsor. Rivers, streams, reservoirs, ponds, wetlands, marshes, vernal pools and aquifers contribute to biological diversity; provide potable water; and add to the overall quality of life in Windsor and the region.

### **Non-Point Source Pollution**

For years, water quality protection focused on eliminating the obvious “point” sources of pollution such as industrial discharges and underground storage tank leaks. Having made great strides in reducing or eliminating pollution from these sources, attention has now turned to dispersed “non-point” sources of pollution such as fertilizers, pesticides and petroleum products that are washed from lawns, streets and parking lots and concentrated in stormwater runoff.

**Decker’s Brook**



The National Pollutant Discharge Elimination System (NPDES) is a regulatory program intended to address the problems of polluted stormwater runoff. Phase I of the program involved permits issued to large municipal stormwater systems and construction activities exceeding five acres of disturbed land. Phase II of the program regulates discharges from small municipal stormwater systems such as those in Windsor and requires permits for construction activities that disturb one to five acres of land. The permitting process requires six program elements (see sidebar) to be addressed by municipal stormwater management plans. Windsor is in the process of complying with NPDES Phase II by preparing a permit application that will include such “good housekeeping” practices as regular street cleaning, reduction in the use of pesticides and salt, proper storage of sand and salt, and frequent catch basin cleaning.

Land use regulations can also be an effective tool for minimizing runoff and protecting wetlands from non-point sources of pollution by:

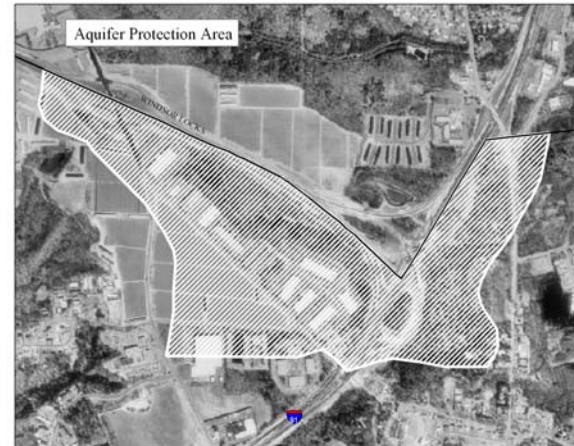
- minimizing impervious surfaces or increasing stormwater infiltration to allow for greater groundwater recharge and reduction of runoff into wetlands and waterbodies;
- encouraging natural drainage systems such as grassed swales, vegetative filters, and porous pavement;
- reducing the clearing and grading of sites to minimize the impact on natural drainage patterns and reduce the use of fertilizers and pesticides;
- providing buffers to wetland and watercourses to filter pollutants and protect them from direct receipt of runoff; and
- discouraging the use of products registered for limited use or prohibited under the Federal Insecticides, Fungicides, and Rodenticides Act (FIFRA), which is part of “good housekeeping” and best management practices.

## Aquifer Protection

The Connecticut Department of Environmental Protection (DEP) is in the process of implementing an *Aquifer Protection Program* to protect underground drinking water resources. Since the Metropolitan District Commission (MDC) provides drinking water throughout town from remote reservoirs, there are no public drinking water wells in Windsor that will fall under DEP jurisdiction. Preliminary mapping indicates that the recharge area for public water supply wells in Windsor Locks encroaches into Windsor in the vicinity of Kennedy Road and Route 20.

Regardless of whether Windsor is included in the regulatory program or not, it is still important to consider the impact of land uses in and near aquifer areas so that these resources are available for water supply. Model regulations limiting certain commercial and industrial activities such as gas stations and dry cleaners that pose a threat to these areas will eventually be adopted by the DEP, with mandated enforcement by an “Aquifer Protection Agency” within the affected communities. As the regulator of land uses, the Town Planning and Zoning Commission is best suited to take on that role.

**Aquifer Protection Area**



## Septic System Monitoring

Improperly operating septic systems are also a potential threat to water quality and the public health. The MDC provides townwide public sewer service but there are isolated gaps in coverage where residents and businesses still rely on septic systems.

While there has been no indication of wide-spread septic failures since the extension of sewers along the north shore of Rainbow Reservoir, a septic management program requiring periodic inspection and immediate resolution of failures can help minimize this potential source of water pollution in areas served by septic systems.

## Removal of Underground Oil Tanks

Leaking underground oil tanks are a common and potentially serious water quality concern. Although financial institutions are generally requiring the removal of residential underground oil tanks when lending for newly purchased or refinanced homes, this process is too sporadic to effectively address the problem, especially for older homes with lifelong residents. Windsor should discourage the installation of new residential underground storage tanks and encourage the removal of older tanks before they can do any harm.

### **Water Resource Protection Strategies**

1. Proceed with NPDES Phase II permit process and institute best management practices to comply with new standards.
2. Promote public education programs that address “non-point” pollution issues.
3. Encourage site designs that minimize impervious surfaces, promote infiltration of stormwater to replenish groundwater, and reduce runoff.
4. Encourage provision of vegetative buffers to wetland and watercourses to filter pollutants and protect them from direct receipt of runoff.
5. Reduce the clearing and grading of sites so as to minimize the impact on natural drainage patterns.
6. Encourage natural drainage systems such as grassed swales, vegetative filters, and porous pavement.
7. Monitor pending DEP Aquifer Protection Regulations and modify the Zoning Regulations to comply with new standards if applicable.
8. Consider a Septic System Monitoring Program to track isolated areas still utilizing septic systems.
9. Discourage the installation of new residential underground storage tanks and encourage the removal of older tanks.

**Manage Storm Drainage**



**Minimize Impervious Surfaces**



**Underground Storage Tank Removal**



## Coordinate Conservation Efforts

Windsor has a total of ten public and private organizations involved in various aspects of natural resource conservation, including four municipal agencies, three state and federal agencies and three private organizations. Oftentimes the activities of these organizations are uncoordinated and limited in scope, lacking a larger vision.

While Windsor is fortunate to have so many groups involved in natural resource protection, it lacks one organization to monitor and coordinate the efforts of all of these organizations. It is recommended that the Conservation Commission be designated as the agency to assume this role in Windsor, taking a long-term strategic view of natural resource protection and coordinating with other agencies for implementation of strategies. The Town should ensure that that the Commission is adequately staffed to effectively perform this function (currently assisted by the Northwest Park Conservation Officer).

### Conservation Coordination Strategy

1. Designate the Conservation Commission as the lead agency for monitoring and coordinating the conservation and preservation of natural resources.

Rainbow Dam Fishway Interpretive Sign



Rainbow Dam Fishway



### Conservation Commission

Appointed by the Town Council, the Conservation Commission's duties include:

- preparing an inventory of open spaces including marshlands, swamps and other wetlands for the purposes of obtaining information on the proper use of such areas;
- conducting research on the utilization of land in town; and
- disseminating education materials on protecting the environment.

### Other Municipal Agencies

Inland Wetlands and Watercourses Commission

Planning & Zoning Commission

Windsor Health Department

### State & Federal Agencies

Department of Environmental Protection

Environmental Protection Agency

Connecticut River Assembly

### Private Organizations

Connecticut River Watershed Council

Farmington River Watershed Association

Friends of Northwest Park



## **Energy Resources**

Section 8-23 of the Connecticut General Statutes requires this Plan to consider the “objectives of energy-efficient patterns of development, the use of solar and other renewable forms of energy and energy conservation.” Windsor’s Subdivision Regulations already require developers to consider solar access in the design of new subdivisions and the Town fully supports the use of solar furnaces and photovoltaic cells for residential and commercial applications.

Town staff can promote other energy conservation measures such as use of low flow water fixtures, water heater insulation blankets, etc.

This plan contains many other recommendations that will help to conserve energy. Examples include: conserving farmland to produce crops locally, promoting more efficient development patterns, promoting the creation of local jobs, creating walkable villages, and encouraging the use of other alternative forms of transportation.

## **Enhance Conservation Programs**

### **Extend Wetland Buffers**

With the recent addition of buildable land regulations, Windsor has good regulations aimed at protecting natural resources but there is room for improvement. The definition of regulated areas in the Inland Wetland and Watercourses Regulations currently extends 100 feet from inland wetlands and watercourses. The DEP recommends extending regulated areas to 150 or 200 feet in order to adequately protect these resources.

### **Promote the Use of Renewable Energy Resources**

Renewable energy resources such as solar and wind power are an important means of reducing dependency on fossil fuels and reducing air pollution. To promote the use of renewable energy systems, the state and federal governments offer tax credits or exemptions for commercial/industrial installations. Windsor is contemplating a similar property tax program.

### **Preventative / Proactive Programs**

Monitoring construction activity (especially sediment and erosion controls) during and after development as well as proactive enforcement programs can help avoid issues or problems stemming from erosion, sedimentation, filling of wetlands or other concerns.

Education programs and informational literature can be very effective in helping people understand the importance of natural resource protection. These programs can help prevent environmental damage from inappropriate disposal of hazardous household waste; encourage more environmentally sensitive development that protects wildlife habitat and other important natural resources; and even promote the benefits of donating land for conservation purposes.

### **Conservation Program Enhancement Strategies**

1. Increase the regulatory setbacks around wetlands and watercourses.
2. Inspect and ensure adequate soil erosion and sediment control measures during construction activities.
3. Promote the use of renewable energy resources through education and incentive programs.
4. Promote educational programs and disseminate literature on natural resource protection.

# PRESERVE OPEN SPACE

# 4

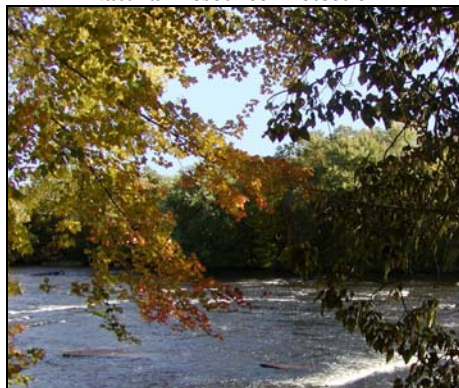
## Overview

Appropriately located open spaces of sufficient size and quality to be meaningful will help protect community character, conserve important natural resources, shape development patterns, and enhance the quality of life for Windsor residents.

Many residents attending public meetings during the planning process were concerned that land development was changing the character of the community, resulting in a feeling of less “openness” and creating a sense of urgency that more needed to be done to preserve open space in Windsor. Residents also expressed strong interest in providing for public access to preserved open space and establishing an open space strategy to guide open space preservation efforts.

*Windsor has significant opportunities to create a meaningful open space and greenway system that over the long term will enhance community character and quality of life.*

**Natural Resource Protection**



**Community Character Protection**



**Recreational Use**



## **Open Space Types**

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From an open space planning perspective, experience has shown that open space generally falls into four categories.

### ***Dedicated Open Space***

Land preserved in perpetuity as open space, often with public use.

### ***Managed Open Space***

Land set aside for some other purpose, such as a golf course or public watershed land that provides some open space value. Public use may not always be allowed.

### ***Protected Open Space***

Land protected from development, such as a conservation easement, but public use may not be allowed

### ***Perceived Open Space***

Land that looks or feels open, such as a fallow farm or private woodlands, but is not preserved as open space.

## **Implement an Overall Open Space Strategy**

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There are currently 2,215 acres of dedicated or managed open space in Windsor, accounting for five percent of Windsor's land area. It is important to keep in mind that there is no accepted standard for how much open space land a community needs. Every community is different in terms of physical features and residents' concepts of what would be appropriate.

### **Acquire More Meaningful Dedicated Open Space**

While the amount of open space in a community is important, the configuration and utility of that open space may be more critical factors. With the exception of several large tracts of open space, such as Northwest Park and Matianuck Sand Dunes Natural Area, Windsor's pattern of open space can best be described as "open space measles". The long-term goal in Windsor should be to create a more meaningful linked open space system.

Rather than acquire open space land because it is available for purchase or unquestioningly accept open space through the subdivision process, Windsor should strive towards creating a meaningful system of open spaces. While not precluding the acquisition of isolated parcels that may have individual merit, the Town should carefully analyze how each parcel relates to the overall open space strategy for Windsor.

Several ways to enhance existing open spaces include:

- purchasing adjacent land where expansion of an existing open space would afford additional recreational or open space opportunities, prevent fragmentation of significant wildlife habitat or achieve some other open space goal;
- seeking dedicated public ownership and/or use whenever practical; and
- converting managed open space (such as golf courses or utility company lands) to dedicated open space through outright purchase or conservation easements.

### **Work To Establish a Greenway System**

An isolated parcel of open space may preserve an important natural resource or maintain the appearance of undeveloped land, but it may not contribute to a meaningful open space system. If that same parcel of open space can be interconnected into a cohesive system, its value to residents and impact on the community grows significantly. Such open spaces can be connected by trails, providing increased accessibility, significant functional wildlife corridors, more opportunities for active or passive recreation, and enhanced quality of life for residents.

Over the long term, Windsor should work towards establishing an overall greenway/ trail network that interconnects open space areas together. Such a greenway system can build upon the efforts of Riverfront Recapture and others to create a greenway of regional or even statewide significance along the Connecticut River. This greenway/trail system should also



be extended along the Farmington River. The Windsor Center Trail could be a first link in a trail system connecting the Connecticut River Trail in Hartford, the Barber Street Boat Launch, the Bissell Bridge Bikeway, Pleasant Street Park, River Street Park, Welch Park, the Rainbow Boat Launch and/or Northwest Park.

Much of the needed land along the Connecticut River is already under State or Town control and significant stretches of the Farmington River remain undeveloped due to floodplains. Windsor should work with major property owners (such as the Stanley Works) to obtain reasonable public access to their properties and integrate them into an overall greenway trail network.

Establishing a greenway/trail system will be the most successful open space strategy for Windsor but it is also likely to be difficult, requiring dedication and effort. The following map depicts the Open Space Plan for Windsor and shows how greenways might interconnect different parts of Windsor with a townwide greenway/trail network.

#### Strategies for Acquiring More Meaningful Dedicated Open Space

1. Encourage open space preservation that contributes to an overall open space system.
2. Add to existing open spaces where appropriate.
3. Encourage open space strategies that result in dedicated public ownership and/or use.
4. Refine the Open Space Plan over time.
5. Establish an overall greenway/ trail network in Windsor that interconnects open space areas together.
6. Prepare more detailed plans for the main spine of the greenway/trail along the Connecticut and Farmington Rivers.
7. Work with major property owners (such as Stanley Works) to obtain reasonable public access to their properties and integrate into an overall trail network.

## Open Space Plan (lift page up)

#### Greenbelts and Greenways

A greenbelt is another word for a greenway. A greenway is a corridor of open space that:

- may protect natural resources, preserve scenic landscapes and historical resources or offer opportunities for recreation or non-motorized transportation,
- may connect existing protected areas and provide access to the outdoors,
- may be located along a defining natural feature, such as a waterway, along a man-made corridor, including an unused right-of-way, traditional trail routes or historic barge canals, or
- may be a green space along a highway or around a village.

Connecticut General Assembly  
Public Act 95-335

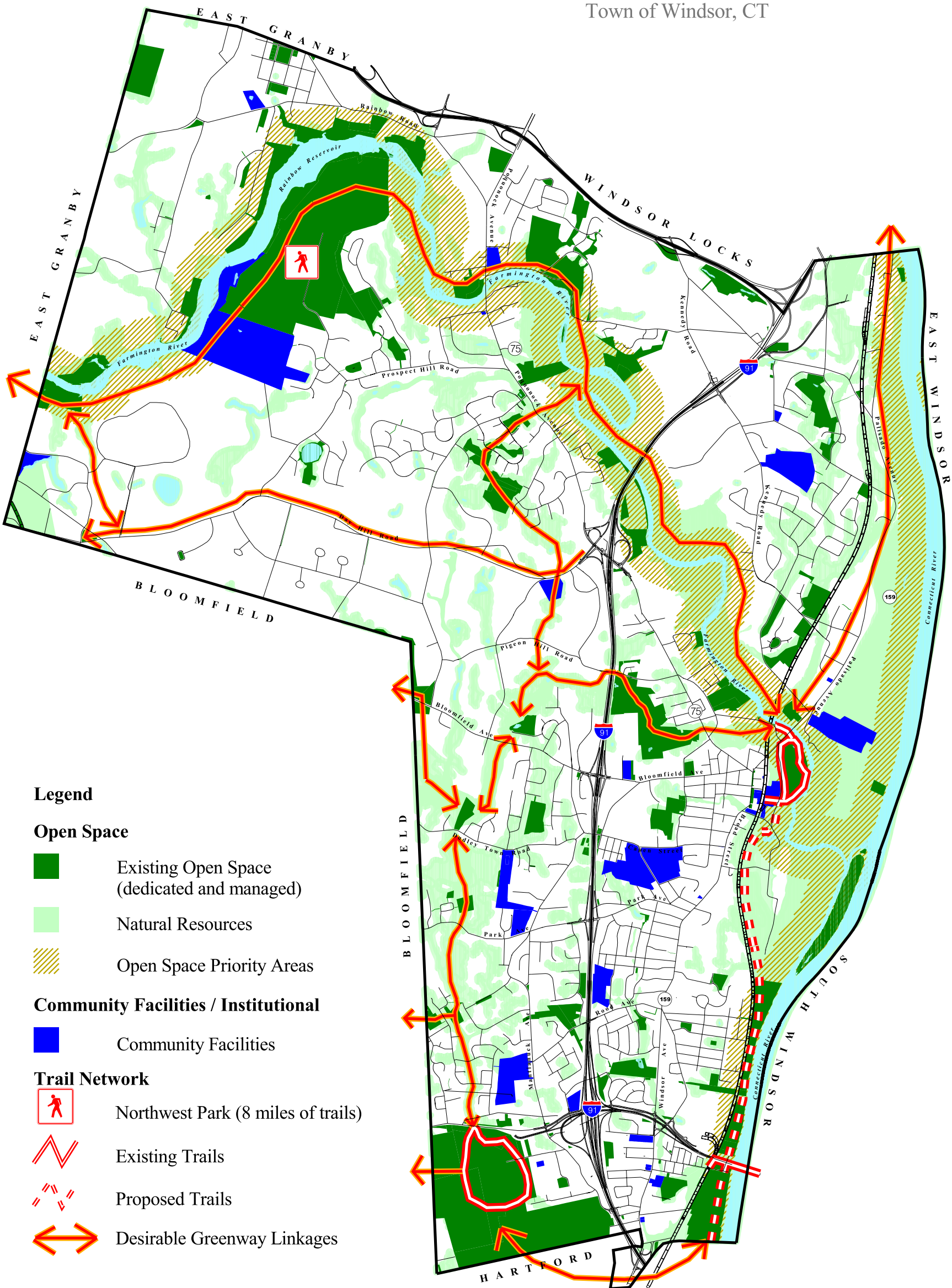
#### Existing Greenway Trails

<b>Northwest Park</b>	8.0 Miles Unpaved
<b>Windsor Center Trail</b>	1.3 Miles Paved
<b>Matianuck State Preserve</b>	1.5 Miles Unpaved
<b>Bissell Bridge Trail</b>	1.7 Miles Paved



# Open Space Preservation Plan

Town of Windsor, CT



**Legend**

**Open Space**

- Existing Open Space (dedicated and managed)
- Natural Resources
- Open Space Priority Areas

**Community Facilities / Institutional**

- Community Facilities

**Trail Network**

- Northwest Park (8 miles of trails)
- Existing Trails
- Proposed Trails
- Desirable Greenway Linkages

**Other**

- Water

0 4000 Feet



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### **Open Space Set-Asides**

Some communities in Connecticut require that up to 20 percent of the property in a subdivision be set aside in perpetuity as open space.

This land is required to be deeded to the municipality or a local land trust.

### **Regulatory Flexibility**

Some communities allow for density increases and/or greater dimensional flexibility as more open space is preserved on a parcel.

For example, Colchester adopted regulations where, for each one percent of the parcel preserved as open space above the minimum requirement (15%), the Commission may:

- increase density by 0.5 percent,
- increase the maximum lot coverage,
- reduce the minimum lot size requirement by 1.0 percent, and/or
- reduce the minimum lot frontage or setbacks.

## **Better Utilize Available Open Space Tools**

Open space can and should be obtained whenever property in Windsor is developed or redeveloped for residential use. On every application, the Town Planning and Zoning Commission (TPZ) should ensure that each application results in either an open space dedication or a fee-in-lieu-of open space payment.

### **Open Space Set-Aside Regulations**

An open space set-aside requirement is authorized under State Statute (CGS 8-25) as part of every subdivision. The TPZ recently amended the Subdivision Regulations to require that each residential subdivision set aside 15 percent of the development for open space purposes with the Commission retaining the ability to determine the location of open space. Such open space should be deeded to the Town whenever possible to ensure maximum control and accessibility. When town ownership is not practical, a reactivated Windsor Land Trust or another responsible conservation organization should be found to accept ownership, avoiding neighborhood associations as open space stewards.

Windsor currently allows for the off-site dedication of open space as part of a subdivision. The Commission can accept land in another part of Windsor if they believe that land to be more desirable in terms of achieving open space objectives such as adding to existing open space or implementing the greenway system.

### **Fees-In-Lieu-Of Open Space**

Another effective means of assuring quality open space is to accept a fee-in-lieu of open space. When dedicated open space in a subdivision is too small to be meaningful or does not fulfill a desired open space goal, a fee-in-lieu of open space allows the Town to purchase open space in more appropriate locations. The fee or combination of land and fee cannot exceed 10 percent of the fair market value of the undeveloped land. The donation of a fee is at the discretion of the owner/developer and receipt of a fee-in-lieu of open space remains at the discretion of the Commission. These funds can be used to acquire more meaningful open space elsewhere in town. Many communities have used this technique effectively to establish or supplement an open space acquisition fund. The TPZ recently adopted a fee-in-lieu-of open space provision for residential subdivisions and should use it to make the most effective use of its new set-aside requirement.

### **Regulatory Flexibility**

To further encourage the dedication of open space, some communities have adopted open space flexibility provisions that offer developers flexibility in lot area, lot width, yard setbacks, lot coverage, or other requirements in return for the dedication of additional open space (see sidebar). Windsor's TPZ should consider adopting similar provisions.

## **Open Space Development Patterns**

Windsor already provides for open space development patterns where homes are clustered on one part of the parcel so that significant open space can be provided on another part of the parcel. The Commission should consider encouraging or even requiring this type of development pattern in order to increase the amount of open space that is preserved in Windsor.

### **Create an Effective Open Space Fund**

There are several fiscal methods that Windsor can use to make available open space tools more effective. The Conservation Commission was successful in working with the Town Council to establish an Open Space Fund to set aside funds for the purchase of open space. This fund can be enhanced by annual contributions through the Town budget or Capital Improvement Program; by a one-time bond issue; or through receipt of fees-in-lieu-of open space from the Town Planning and Zoning Commission (TPZ). In the late 1980s, Groton residents approved a \$6 million bond for capitalization of an open space fund so that the money would be available to acquire open space when it became available. Windsor should consider these other funding methods to create a more effective fund that can be used immediately as opportunities for acquiring open space arise.

### **Open Space Grants**

To utilize an Open Space Fund more effectively, Windsor can use its limited funds to leverage additional funds through various grant programs. The State of Connecticut currently operates an open space grant program where they provide 50 percent matching funds for qualifying open space purchases. While there is significant competition among municipalities and other open space organizations, the State has managed to assist in the protection of a significant amount of open space over the years.

### **Encourage Philanthropy**

Many property owners have an emotional attachment to their land and given a choice, would prefer to see their property preserved in a way that enhances the community rather than developed. The active solicitation of land or development right donations or easements is an increasingly popular and successful open space implementation device that should be promoted in Windsor.

## **Open Space Types**

The Windsor Conservation Commission is developing open space definitions that divide open space into three functional types based on anticipated use:

### ***Natural Open Space***

Natural open space is land kept in its natural, unimproved state and can include forests, wetlands and meadows. It provides wildlife habitat, protects natural resources, and allows for passive recreational use such as hiking, cross country skiing, bird-watching or fishing. Natural open space typically requires minimal improvements.

### ***Recreational Open Space***

Land that provides areas for active recreation such as baseball, football, soccer, basketball or tennis. Recreational open space is typically more developed than natural open space areas.

### ***Agricultural Open Space***

Agricultural land for which the development rights have been purchased, or land previously designated as open space which is being leased for agricultural activities.

### **Strategies for Improving Regulatory Tools**

1. Adopt a regulation allowing the dedication of off-site open space or trails if the location is desirable.
2. Ensure that open space as part of a subdivision contributes to an overall system and is deeded to the Town, a land trust, or similar approved conservation organization.
3. Create a more effective open space fund through annual budget contributions and/or consider a municipal bond issue to provide seed money so that it can be used to acquire significant open space when it becomes available.
4. Establish incentives for private landowners to dedicate a portion of their land to trails for public use.

**Bissell Bridge Bikeway**



**Windsor Center Trail**



**River Street Park**



## Revitalize Open Space Organizations

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### Designate a Lead Open Space Organization

Windsor would benefit from designating the Conservation Commission or similar organization to be responsible for identifying, coordinating, recommending, promoting, and pursuing desirable open space strategies. While there have been several organizations involved in such efforts in the past, the Conservation Commission could pull together these uncoordinated activities on a permanent basis, possibly providing non-binding recommendations on open space acquisitions to the Inland Wetlands and Watercourses Agency, Town Planning and Zoning Commission and other agencies charged with acquiring open space and conservation easements as part of development approvals.

Open space preservation efforts in Windsor will also be made more successful through partnerships with other organizations such as land trusts, conservation organizations, state and federal agencies, and public interest organizations.

### Reactivate the Windsor Land Trust

The Windsor Land Trust was formed many years ago to take ownership of an island in the Farmington River but has been inactive ever since. The Windsor Land Trust should be reactivated to work hand-in-hand with the Town towards achieving the community's open space vision. For example, the land trust might be a more suitable recipient than the Town for passive open space with minimal access that protects natural or scenic resources.

The newly formed Greater Hartford Land Trust might be a suitable alternative for receiving open space. However, its regional focus may not allow it to react quickly if a key open space parcel became available for purchase in Windsor and its resources were temporarily committed elsewhere in the region.

#### Strategies for Revitalizing Open Space Organizations

1. Designate the Conservation Commission as the lead agency to recommend desirable open space preservation strategies.
2. Activate the Windsor Land Trust and/or work with the Greater Hartford Land Trust, encouraging them to aggressively pursue open space acquisition and preservation.
3. Promote open space preservation through partnerships with other organizations.

### Land Trusts

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Land trusts are important open space organizations since they can devote far more time and energy towards open space preservation than a municipality can.

More importantly, land trusts can, over many years, work with property owners to understand their motivations and needs and help them preserve their land as open space. Many property owners would, if given equal returns, prefer to preserve their land as open space.

Since taxes incurred from property sale or development can reduce the net proceeds to a landowner, land trusts can, with expert advice, show property owners how their land can be partially donated as open space and produce the same (or greater) return to the property owner. Such transactions can also reduce the amount of cash required to purchase the property as open space.

Activities of land trusts should be encouraged.



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# AGRICULTURAL RESOURCES

# 5

## Overview

For most of its 370 year history, Windsor has been an agricultural community. At its peak, Windsor was the center of the shade grown tobacco industry in the Connecticut River Valley. Today, the long slender tobacco barns and gossamer shade tents of the shade grown tobacco industry are interwoven into the fabric of Windsor and remain a significant part of the Town's character.

The land use survey conducted as part of this planning process found that roughly 3,661 acres or 18% of Windsor's land area is being used for agricultural purposes. Preserving agricultural land will help to maintain community character and the overall ambience of the community.

*Conserve agricultural resources in recognition of their role as an important part of Windsor's history and character.*

**Shade Grown Tobacco**



**Food Production**



**Vineyard**



## Encourage Preservation of Prime Areas for Agricultural Use

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“Prime farmland” is defined by the Connecticut Department of Environmental Protection (DEP) as “land that has the best combination of physical and chemical characteristics for producing food, feed, forage fiber, oilseed crops, and is also available for these uses” (i.e. undeveloped). This land could be cropland, pastureland, rangeland or forestland. Prime agricultural soils are mapped by the DEP and their location in Windsor is illustrated by the map on the following page.

“Additional farmland of statewide importance” is defined by the DEP as those that are “nearly prime farmland and that economically produce high yields of crops when treated and managed according to modern farming methods”. These areas may produce as high a yield as prime farmlands under the right conditions.

As the following map illustrates, there is not always a correlation between prime farmland, actual farming and the Agricultural (AG) Zone. The areas identified as prime agricultural soils at risk are currently zoned for some other purpose than agriculture but may still be actively farmed. The protected prime agricultural soils benefit from AG zoning that generally limits their use to agricultural purposes. However, the AG zone does allow for housing at a low density of one unit per three acres.

### Open Space Development

Open space development patterns can not only preserve significant amounts of open space and farmland, they can also significantly reduce development costs by requiring up to two-thirds less infrastructure such as roads, storm sewers and water and sewer lines

The AG Zone should not be considered as a holding zone, to be rezoned for higher density residential development in the future. The AG zoning of prime agricultural soils, especially those that are being actively farmed, should be maintained to preserve some of Windsor’s rich agricultural heritage in the most appropriate locations. Those AG zoned areas that are not actively farmed should retain their AG zoning for future agricultural use or as a last resort, for low-density housing at a density of 0.3 units per acre or less as a special permit. Such residential development should employ an open space development pattern that clusters development on one-third of the parcel while preserving two-thirds of the acreage for future farming or open space. AG zoned land that has already been put to more intensive uses such as nursing homes, and tiny isolated parcels that may be impractical to farm should be reevaluated for possible rezoning.

### Strategy for Encouraging Preservation of Prime Agricultural Areas for Agricultural Use

1. Maintain the Agricultural Zone as a tool to help preserve prime farmland soils for agricultural use.

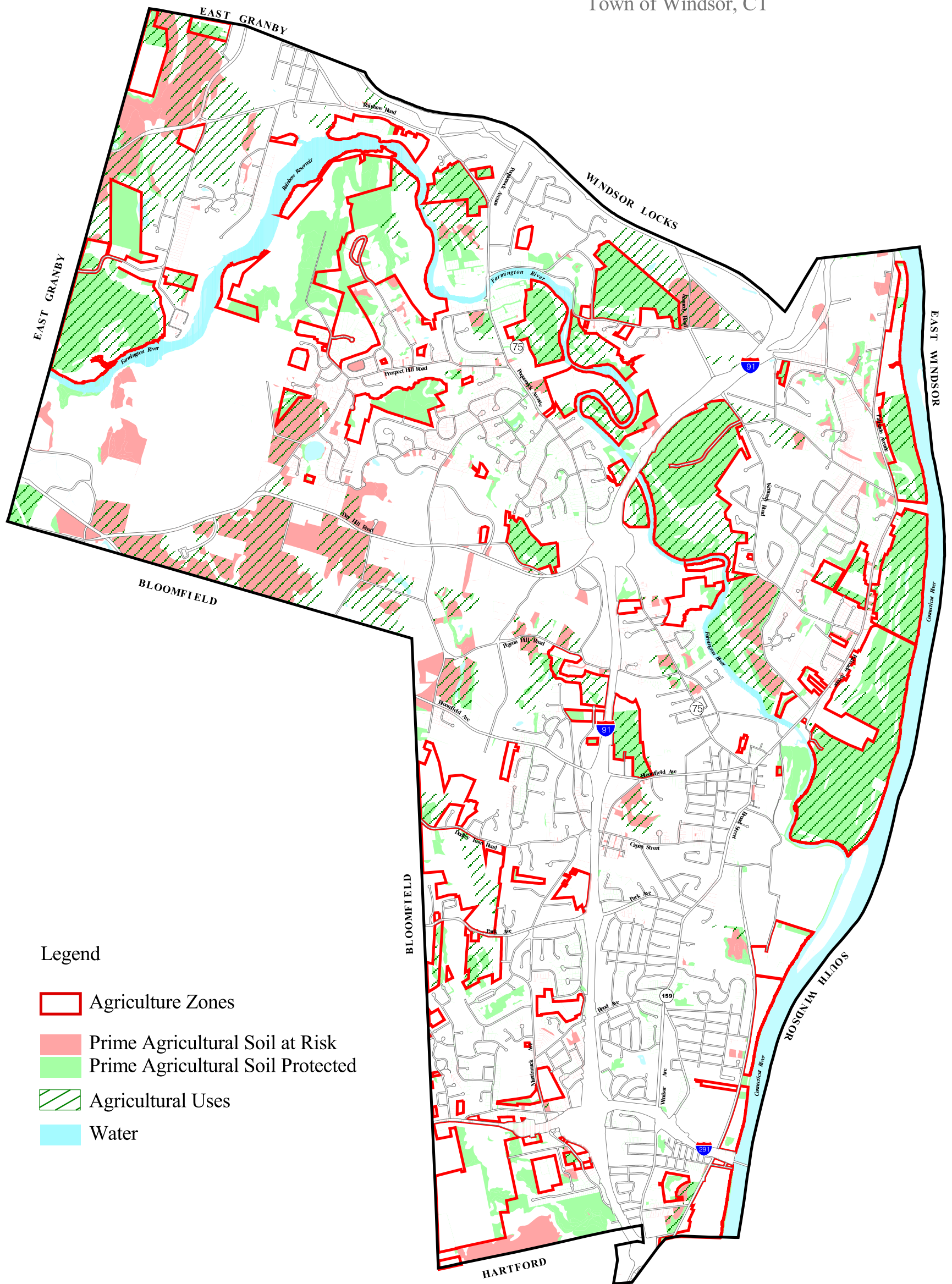
## Agricultural Resources Plan

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# Agricultural Resources Plan

Town of Windsor, CT



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**Planimetrics**  
31 Ensign Drive, Avon, CT 06001 860-677-5267

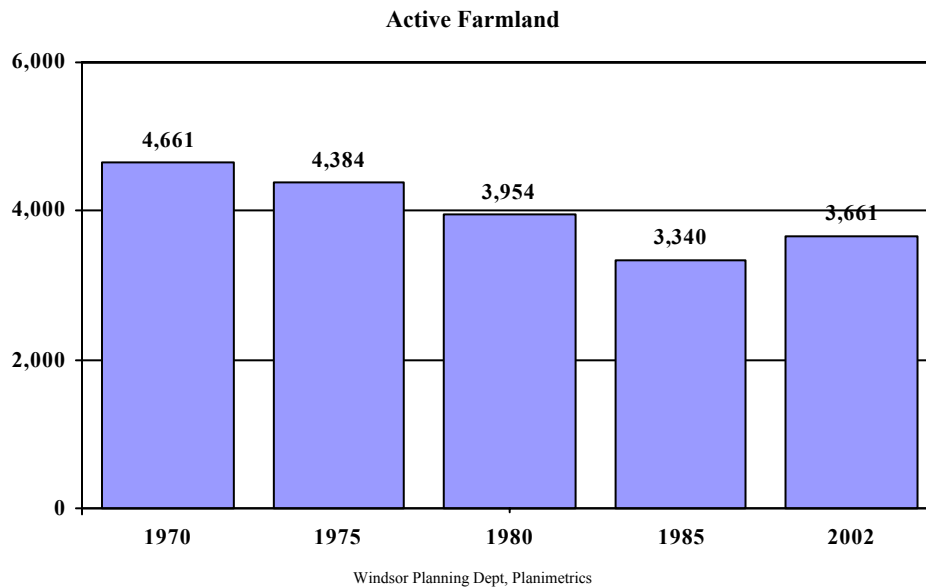
## Promote Preservation of Agricultural Land Uses

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The map on the preceding page illustrates land in Windsor that is used for agricultural purposes. There are four major areas of farmland concentrations:

- along the west bank of the Connecticut River, north of Windsor Center, almost to Windsor Locks,
- north of the Farmington River between I-91 and Rainbow Reservoir
- the northwest corner of Windsor, north of the Farmington River to the East Granby Town Line, and
- south of Day Hill Road/Prospect Hill Road to the Bloomfield Town Line between Marshall Phelps Road and the western Town Line of Windsor.

Over the last 30 years, the amount of agricultural land in Windsor has been declining. While there has been a recent increase due to the resurgent popularity of cigars, agricultural activities have been affected by a number of economic and other factors. As of 2002, approximately 3,661 acres are currently used for agricultural activities.



At a public workshop on conservation issues, a discussion group proposed that the goal for the community should be to preserve all 3,661 acres of existing agricultural land for farm use. Such a goal is not practical when considering that a significant portion of this land is already zoned for industrial uses and constitutes the bulk of available land for economic development in Windsor. For those agricultural areas that are not so vital to the economic wellbeing of the community, there are a number of programs that Windsor could undertake to preserve operating farms.



### **Purchase of Development Rights**

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Programs that purchase development rights assist farmers by:

- Preserving the best agricultural lands as farmlands,
- Providing and opportunity for farmers to purchase land at affordable prices,
- Providing working capital to enable farm operations to become economically stable,
- Helping farmers overcome estate planning problems, which often result in farmland loss.

### **Agricultural Zone -AG**

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The purpose of the Agriculture Zone as defined by the Windsor Zoning Regulations is to “provide for the retention of suitable areas for agricultural uses, because of the singularly primary role of agriculture in the socio-economic chain, because of its value in the community’s cultural heritage and as visual open space and to provide, where appropriate, for low density transitional uses”.

### **State Programs - Purchase of Development Rights**

The best method of preserving prime farmland is through a program that purchases development rights from farmers. The State of Connecticut has such a Farmland Preservation Program that accomplishing four things:

- the farms remain in private ownership and can be farmed in perpetuity;
- the farmland can never be developed;
- farmers receive an infusion of cash, eliminating the need to sell for development; and
- the land value for tax purposes is permanently reduced.

This is a voluntary program and applications from property owners are required to document existing farm use and prime agricultural soil types. Funding limitations at the state level have made this program very competitive but thousands of acres of farmland throughout Connecticut have been preserved.

Despite the positive benefits and no expense to the Town, no farmland has been preserved in Windsor through this program. Windsor should encourage local farmers to apply for this program and offer assistance if necessary.

### **Local Programs - Regulatory**

Windsor’s Zoning Regulations contain an Agricultural Zone (AG). The 1991 Windsor Plan of Development recommended that the Agricultural Zone be used to help preserve the agricultural heritage of the community. The map on page 5-2 illustrates the approximately 3,894 acres of land in Windsor that are zoned AG. Of this land, approximately:

- 1,680 acres are used for agricultural purposes (43%);
- 518 acres are used as managed or dedicated open space;
- 259 acres are vacant land; and
- 1,440 acres, or 37% of the zone, is developed for other uses, typically single-family residences.

The AG Zone allows for a variety of agricultural activities and the accessory uses necessary to support them. However, as previously noted, the zone allows single-family residential uses and subdivisions of 10 lots or less at the low density of 0.3 families per acre. The AG zone could be made a more effective preservation tool by increasing the open space set-aside requirement and reducing the allowable residential density to encourage preservation of agricultural lands.

### **Local Programs - Farm Assessment**

Windsor participates in a program authorized under Section 12-107 of the Connecticut General Statutes, often referred to as P.A. 490 that allows a community to assess farmland at a lower value when it is actively farmed. As a result, active farms benefit from a lower tax assessment, helping maintain the viability of the farm under sometimes difficult economic conditions. Windsor should continue to offer this program to assist farmers with maintenance of agricultural uses.

## **Local Programs - Purchase**

Towns have used local funds to purchase farms or development rights to for the benefit of the community. Towns can:

- purchase farms outright to operate them;
- purchase farms outright to lease them back to the farmer or others for farm use; or
- purchase development rights allowing the farm to remain in private ownership, but assuring the property will be used in perpetuity for agricultural uses.

The Conservation Commission is currently working on a local purchase of development rights program and should be recognized as the lead agency for promoting and coordinating farmland preservation.

## **Agricultural Land Trusts**

Land trusts are a good vehicle for preserving land. Agricultural land trusts are dedicated to holding and leasing farmlands. The American Farmland Trust operates nationwide to preserve farms and address farmland issues. The Working Land Alliance, a recently established Connecticut farmland preservation organization, has established the Connecticut Farmland Trust for the donation of land and funds for agricultural preservation.

## **Education**

Windsor could further assist farmers and be “farm friendly” by:

- providing for good signage and marketing of local farms in the community;
- organizing local fairs and events around agricultural themes; and
- considering adoption of a “right to farm policy” that supports agricultural activities.

### **Strategies for Promoting the Preservation of Agricultural Land Uses**

1. Encourage local farmers to apply for the Connecticut Farmland Preservation Program and assist them in submitting applications if necessary, in order to preserve farmland and agricultural uses.
2. Consider increasing the open space set-aside requirement and reducing the allowable residential density in the agricultural zone to encourage preservation of agricultural lands.
3. Continue the farm assessment program (PA 490) in order to assist farmers with maintenance of agricultural uses.
4. Consider establishing a municipal program for purchase of farm development rights.
5. Work with agricultural land trusts to preserve agricultural land in Windsor.
6. Implement educational and other farm friendly programs to support agricultural activities.
7. Recognize the Conservation Commission as the lead agency to promote and coordinate the preservation of farmland.
8. Assign the Conservation Commission the responsibility of establishing a goal for agricultural land preservation and monitoring the amount of agriculturally used land in Town.

**Shade Grown Tobacco Barns**



**Fallow Tobacco Field**



**Luddy/Taylor  
Connecticut Valley Tobacco Museum**



# PRESERVE HISTORIC RESOURCES

# 6

## Overview

Preservation of historic or architecturally significant buildings and sites is an important way for Windsor to maintain its sense of identity, preserve community character, and protect the Town's historical heritage. Windsor's history dates back to 1633 as the first permanent English settlement in Connecticut and is fortunate that much of its history has been preserved.

While historic resources were not identified as one of the highest priority issues in meetings held at the beginning of the planning process, residents did indicate that protection of historic resources is important in order to enhance community character and support our historic legacy.

*Preserve historic resources to protect community character and Windsor's historic legacy.*

**Historic Home**



**Historic District**



**Bell School**



## Historic Resources

Historic resources were identified from:

- the National Register of Historic Places (NRHP),
- the State Register of Historic Places (SRHP), and
- the Windsor Historical Society.

## Acronyms

LHD	Local Historic District
NHL	National Historic Landmark
NRHP	National Register of Historic Places
SRHP	State Register of Historic Places

## Historic Landmark or Historic Place?

National Historic Landmarks are exceptional historic resources that hold significant meaning for all Americans.

Listings in the National Register of Historic Places include districts, sites, structures, and objects that are significant in American history, architecture, archeology, engineering, and culture.

## Maintain Identification / Recognition Programs

Identifying and recognizing historic properties is the first step towards preserving them. The map on the following page identifies the location of recognized historic resources in Windsor.

Districts	Location	NHL	NRHP	SRHP	LHD
Palisado Avenue (National)	Palisado Avenue				
Palisado Avenue (Local)	Palisado Avenue				
Broad Street Green	Broad Street				
18 <sup>th</sup> / 19 <sup>th</sup> Century Brick Architecture	Various				

Sources: Windsor Historical Society, State Historic Commission. Some resources without addresses have not been mapped.

Sites	Location	NHL	NRHP	SRHP
Joseph Webb House	211 Windsor Avenue			
Capt. Benjamin Allyn, II House	119 Deerfield Road			
Bissell Tavern (Stage House)	1022 Palisado Avenue			
Hezekiah Chaffee House	108 Palisado Ave			
Oliver Ellsworth Homestead	778 Palisado Ave.			
John Fitch School	156 Bloomfield Avenue			

Sources: Windsor Historical Society, State Historic Commission. Some resources without addresses have not been mapped.

Museums	Location	Description
Oliver Ellsworth Homestead	778 Palisado Avenue	Museum in building owned by Daughters of the American Revolution
John & Sarah Strong House	96 Palisado Avenue	Operated by the Windsor Historical Society as a genealogical research center.
Stony Hill School	1195 Windsor Avenue	Open as a living museum.
Dr Hezekiah Chaffee House	108 Palisado Avenue	Leased from the Town by the Windsor Historical Society as a museum.
Huntington House Museum	289 Broad Street	Museum with collections in a variety of art media.
Luddy / Taylor Connecticut	Northwest Park	Showcases several old tobacco barns and the shade tobacco growing industry in Windsor
Valley Tobacco Museum	35 Lang Road	

Sources: Windsor Historical Society, State Historic Commission. Some resources without addresses have not been mapped.

# Historic Resource Preservation Plan

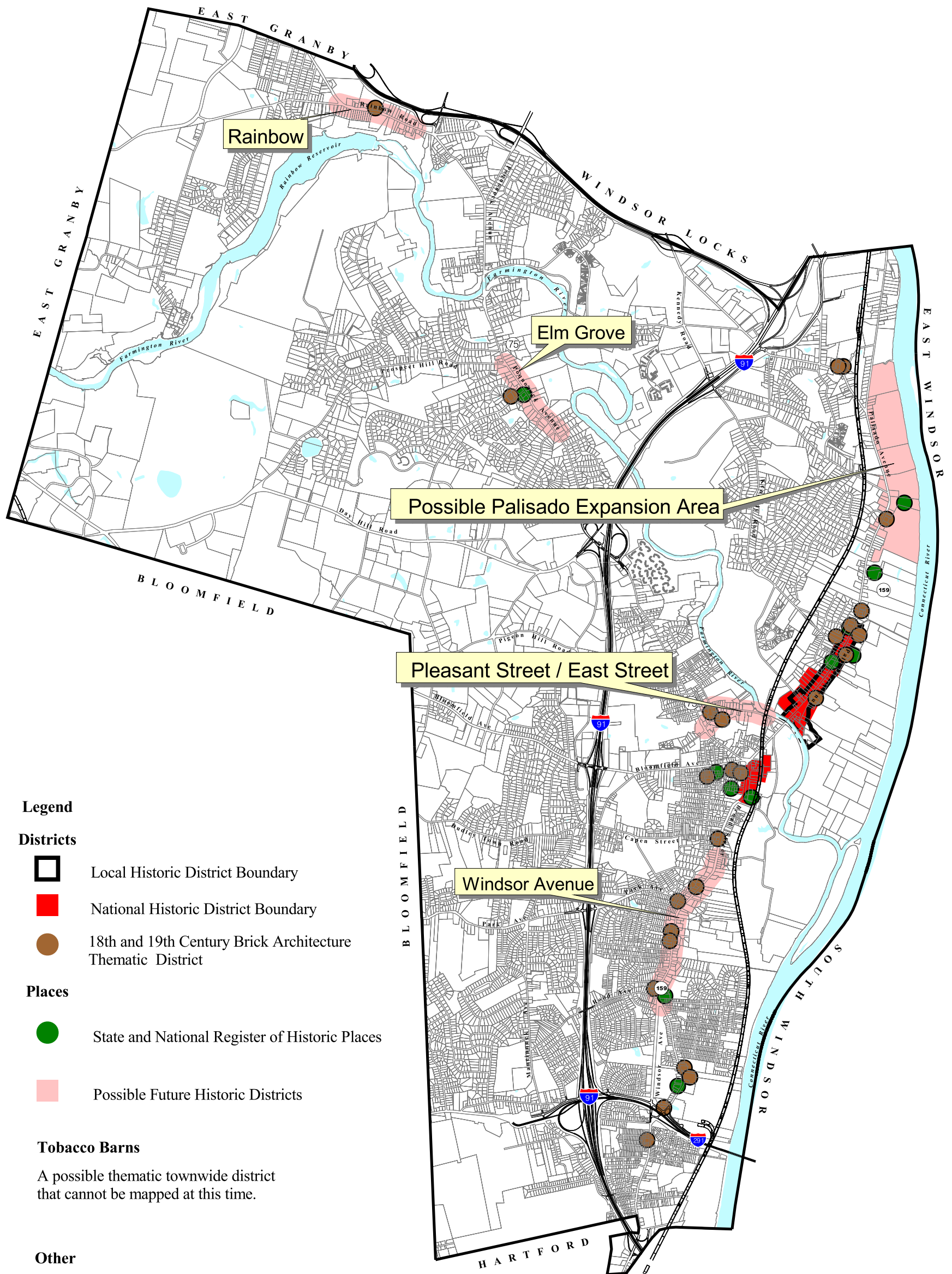
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# Historic Resources Plan

Town of Windsor, CT



## Legend

### Districts



Local Historic District Boundary



National Historic District Boundary



18th and 19th Century Brick Architecture  
Thematic District

### Places



State and National Register of Historic Places



Possible Future Historic Districts

### Tobacco Barns

A possible thematic townwide district  
that cannot be mapped at this time.

### Other



Water

2000 0 2000 Feet



Planimetrics

31 Ensign Drive, Avon, CT 06001

860-677-5207

## Update the Historic Resource Survey

A comprehensive survey of historic properties in Windsor was completed in 1981. It may be desirable to update the historic resource survey to identify any additional properties of historic or architectural significance.

There has also been little investigation of archeological resources in Windsor. The locations of early structures such as the original palisade as well as Native American settlements remain undocumented. During the planning period, it may be desirable to consider undertaking an assessment of sites of archeological significance such as the original settlement of Windsor.

## Nominate Properties for the Registers of Historic Places

While designation as a National Historic Landmark or listing on the National Register of Historic Places (NRHP) is largely ceremonial (see sidebar), it does increase the recognition of historic resources and encourages their preservation. Despite lacking regulatory controls, sensitive ownership is still one of the most effective means of preserving historic resources. For some owners, recognition programs help instill pride in owning and maintaining historic structures.

The 1981 historic resource survey identified four additional areas and one thematic group for potential designation as National Register Historic Districts. The thematic grouping for tobacco barns is needed to draw attention to this dwindling historical resource that is sometimes being neglected and even dismantled for the value of their silvered barn board and sturdy hardwood frames. Windsor should consider nominating these areas for designation as districts on the National Register of Historic Places.

Location	Description
Pleasant / East Street	From the Railroad Bridge to East Street then south on Poquonock Avenue
Elm Grove	Along Poquonock Avenue from East View Drive north and Prospect Hill Road
Rainbow	Along Rainbow Road in the old mill village area
Windsor Avenue	From north of Deerfield Road to Broad Street
Tobacco Barns	A thematic district designating groupings or complexes of barns (such as those at Northwest Park)

This designation will not hinder land use activities in these areas but will increase the recognition of the historic resources; provide some protection from state- or federally-funded projects; and make qualifying property owners / projects eligible for historic restoration tax credits.

## National Register

Designation as a National Historic Landmark or listing on the National Register of Historic Places (NRHP) is largely ceremonial. Recognition entitles a property owner to display a commemorative plaque but only directly affects activities involving federal and/or state funding. It has little or no impact on the activities of the private sector. For renovations to income-producing properties, preservation tax credits are available if renovation is conducted in accordance with federal guidelines.

## State Register

Listing on the State Register of Historic Places (SRHP) is also largely ceremonial. This recognition also only directly affects activities involving federal and/or state funding and has little or no impact on the activities of the private sector.

### **Continue to Recognize Locally Significant Resources**

Many older structures in Windsor are marked by historic plaques indicating the original owner and date of construction. Like the National Register, these efforts help increase recognition of historic resources and help encourage their preservation. In some communities, local historical societies are very active in identifying and placarding all buildings that are 100 or more years old. Windsor should encourage a similar effort.

#### **Identification / Recognition Strategies**

1. Update the historic resource survey during the planning period.
2. Consider conducting archeological surveys of important archeological sites such as the site of the original Windsor settlement.
3. Consider nominating appropriate areas for inclusion on the National Register of Historic Places.
4. Encourage programs to “plaque” historic and significant buildings.
5. Encourage activities that promote recognition of historic resources such as house tours and “Revolutionary Windsor”.

**Historic Plaque**



**National Register Marker**



**Windsor Historical Society**



## Maintain and Enhance Regulatory Programs

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The most effective preservation programs are simple and flexible as long as activities do not threaten historic resources or character. Threats to historic resources typically result from: changes in land use that may lead to their destruction; building modifications that alter their architectural or historic integrity; or deterioration from lack of maintenance.

### Local Historic District

Windsor has a local historic district on Palisado Avenue (regulated by the Historic District Commission) that has aided in preserving the historic character of this part of the community. Some interest has been expressed in expanding this district further north along Palisado Avenue to the Oliver Ellsworth Homestead but no formal proposals have been made. Approval would be required for such an expansion by a majority of the affected property owners and the Town Council (see sidebar).

There are two other National Register Historic Districts and five additional candidates for possible designation as local historic districts. Windsor should support efforts to establish local historic districts in any one of these areas and support efforts to expand the Windsor Historic District north.

### Village Districts

State Statutes (CGS 8-2j) allow a Planning and Zoning Commission to establish a “Village District” with aesthetic and other controls in identified village areas in order to protect the unique character of an area. Unlike a local historic district, the Commission can establish a village district without the consent of the property owners.

The Zoning Regulations currently contain guidelines for development in Windsor Center and Wilson (Section 11.3) that call for “design standards, flexibility of uses, and the preservation of meaningful historic buildings”. The Commission may wish to consider establishing village districts in these and other areas such as Poquonock, to enable additional design controls to protect the distinctive architectural, historic and scenic character that gives these areas their sense of place.

### Demolition Delay Ordinance

Windsor has a demolition delay ordinance to prevent the immediate destruction of historic structures. While not able to legally prevent the demolition of historic structures, such an ordinance can be an effective tool if a property owner is conscientious and willing to seek alternatives to demolition (see sidebar).

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### Local Historic District

A local historic district provides the most regulatory protection for historic resources. Generally, any activity that affects the exterior appearance of a property in the district must obtain a Certificate of Appropriateness from the local Historic District Commission (HDC).

In Windsor, a local HDC oversees activities in the Windsor Historic District located along Palisado Avenue.

Establishing a local historic district requires adoption of a local ordinance (approved by the local legislative body) and approval by two-thirds of the properties to be included in the district.

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### Demolition Delay

A demolition delay ordinance requires a waiting period before a qualifying historic structure can be demolished but it *does not* prevent demolition. The waiting period allows for discussions of ways to purchase or otherwise preserve the structure in place, relocate it, or document its historic significance.

### **Federal Tax Credits**

Income-producing properties listed on the National Register of Historic Places that are renovated in accordance with federal guidelines for historic preservation are eligible for federal tax credits as an incentive for maintaining the historic integrity of the property.

### **Regulatory / Taxation Incentives**

Some communities have established historic overlay zones to allow regulatory flexibility for historic structures, authorized “adaptive reuse” of historic buildings for non-residential uses, and other techniques. Similar measures can also be incorporated into village districts to provide flexibility in exchange for increased aesthetic controls. Windsor may wish to consider utilizing these regulatory techniques to enhance the protection of historic resources in the community.

Connecticut General Statutes Section 12-127a provides for abatement of local taxes that threaten historic resources while Section 12-65c-f authorizes the deferral of increased assessments resulting from the renovation of historic structures. Windsor currently defers increased assessments for renovation to residences that are 25 years of age or older and commercial buildings that are 40 years of age or older. Windsor may wish to consider adopting provisions for tax abatements when taxes are threatening the continued survival of historic structures.

#### **Strategies to Maintain and Enhance Regulatory Programs**

1. Maintain the local historic district and support the Historic District Commission.
2. Support activities to establish or expand historic districts.
3. Consider establishing other regulatory incentives to preserve historic properties and structures.
4. Consider establishing additional fiscal incentives to preserve or enhance historic properties and structures.



## **Encourage Historic Preservation Efforts**

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### **Primary Organization**

The primary organizations that have been working to preserve historic resources in Windsor are the Windsor Historical Society (a private non-profit organization) and the Historic District Commission (a regulatory body established by the Town). These efforts should continue to be encouraged.

Some communities have established a Historic Preservation Commission (a municipal agency) to coordinate the work done by historic preservation organizations and the Town. Alternatively, an existing organization could be given the responsibility of updating the survey of historic resources, preparing an overall plan for preservation activities and designating areas where future historic districts are desirable. Ideally it would have representation from all organizations in Windsor involved in historic preservation activities.

### **Certified Local Government**

The State Historical Commission has a Certified Local Government program that provides historic preservation grants and technical assistance to eligible communities. Windsor has been designated as a Certified Local Government should continue to use this status to pursue grants to assist in local historic preservation efforts such as updating the historic resource inventory.

### **“Sensitive Ownership”**

The most effective means of preserving historic resources is ownership by people or organizations that are sensitive to the historic significance of the resource and are financially and emotionally committed to maintaining that resource. Sensitive ownership should be encouraged and supported. In particular, educational programs and technical assistance related to historic preservation can be effective tools to assist owners of historic resources.

**Strategies to Encourage Historic Preservation Efforts**

1. Designate an agency (a new Historic Preservation Commission or the Windsor Historical Society) to coordinate historic preservation efforts.
2. Maintain the Historic District Commission to oversee exterior improvements in the Windsor Historic District.
3. Continue to encourage “sensitive ownership”.
4. Continue to provide educational programs and technical assistance related to historic preservation.
5. Coordinate with the efforts of other groups also interested in historic preservation.

# GUIDE HOUSING & RESIDENTIAL DEVELOPMENT

# 7

## Overview

Over the course of its history, Windsor's rate and pattern of development evolved with the needs and tastes of its residents. As development spread out from the village centers, there was always abundant land beyond the fringe of existing development, relatively unencumbered by natural constraints and waiting to be developed. With Windsor approaching its residential development limits, the Town must make the most of its limited land resources.

This chapter will examine residential development in Windsor and provide strategies to address changing housing needs; preserve and enhance existing neighborhoods; and protect overall community character.

**Single-Family Home**



**Multi-Family Condominiums**



**New Construction**



*Improve Windsor's existing housing as well as the pattern and quality of new development to: maintain housing diversity; bring housing values into balance with regional values; create more livable neighborhoods; and enhance the quality of life for all Windsor residents.*

*During the 1990's Windsor house values fared relatively the same as the county and its fellow inner-ring, suburban towns but declined slightly more than the state or outer ring suburbs.*

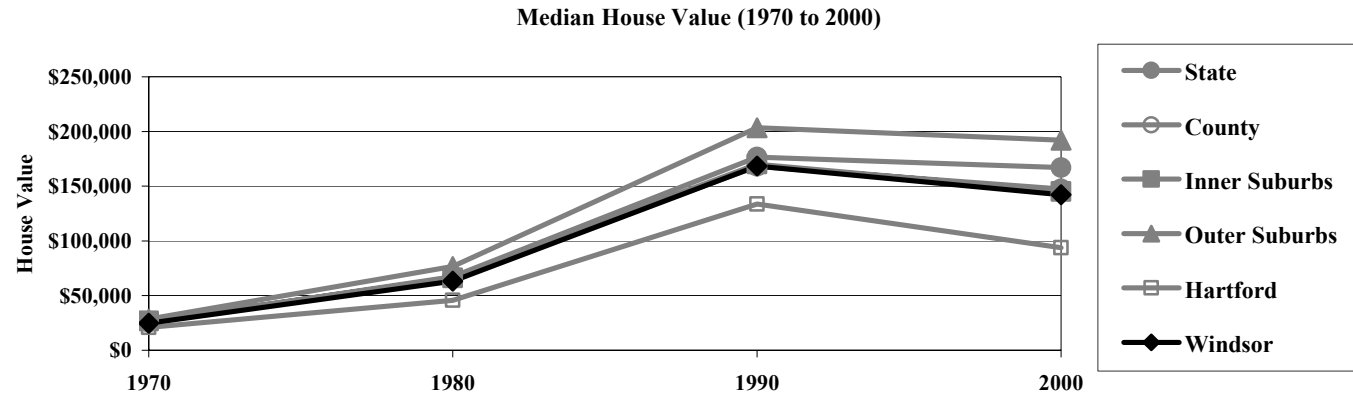
#### Home Value vs. Price

Median home values represent an average of homeowners' estimated home values as reported by a sample of households in the 2000 Census. Because these estimates are not always based on recent appraisals or sales, they can vary substantially from actual sales.

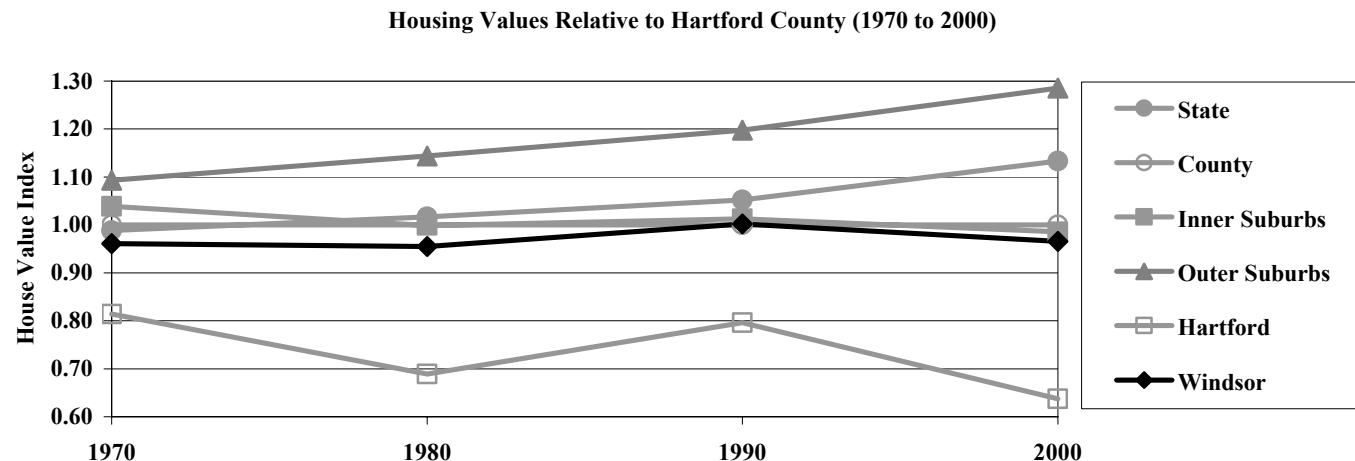
Median home prices reflect an average of actual sale prices. A small sample of homes sold in a given year may not be representative of Windsor as a whole.

## Preserve and Enhance Housing Values and Neighborhoods

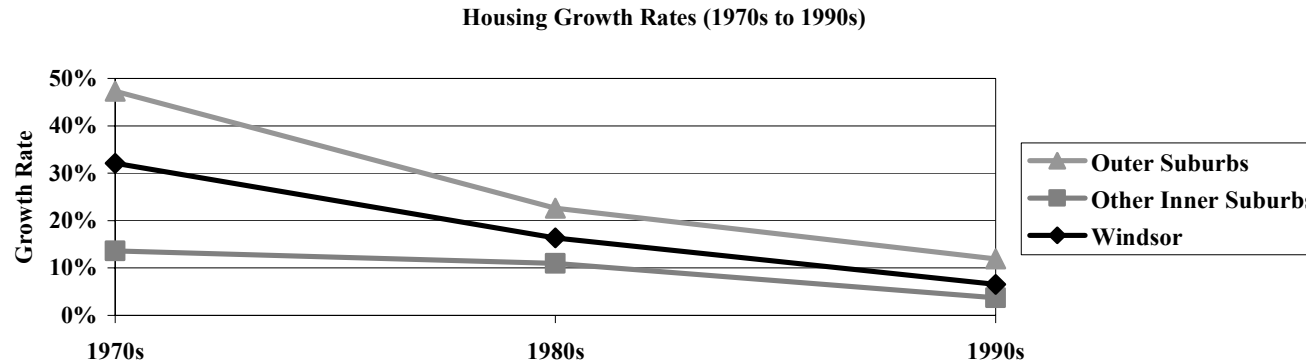
The 1970s and 1980s were a period of runaway housing inflation, where some towns in the Capitol Region experienced six-fold increases in housing values. During the real estate collapse of the 1990s, housing values throughout Connecticut declined significantly but have begun to recover in recent years.



To put Windsor's housing values into perspective, the following chart illustrates Windsor's house values relative to Hartford County as a whole over the last three decades. A value of one represents the county average for each census.



Over the last three decades, less populated second-tier suburbs were experiencing higher growth rates during a period of demand for larger, more expensive homes and lots, rendering the existing housing stock of inner-ring suburbs such as Windsor's, relatively older and cheaper when compared to these towns. Much of the construction that occurred in the inner-ring suburbs after World War II to accommodate returning soldiers and their families was dense, single-family and multi-family development. Currently, many of these single-family homes are somewhat obsolete and less desirable in today's predominantly single-family market, which places a premium on larger, high-quality homes on larger lots.



### Encourage Reinvestment

One way to help stabilize and perhaps increase the value of existing housing stock is to encourage investment in older neighborhoods and their functionally obsolescent homes. Many communities look to their older housing stock as treasures to be restored, attracting urban and now suburban pioneers willing to invest in these structures. With the Smart Growth movement gaining momentum nationwide, housing in cities and on the urban fringe is coming full-circle, becoming desirable once again.

Windsor's many multifamily homes are at once a source of affordable housing and an opportunity for absentee ownership, which can lead to disinvestment and the decline of older neighborhoods. Two- and three-family homes in Windsor could be converted to one- or two-family homes respectively with larger rooms, more bathrooms per unit and many of the modern amenities found in newer homes: all within minutes of jobs and cultural amenities in Hartford. Such conversions would not only reduce landlord absenteeism, they would create a housing value multiplier effect by reducing the number of inexpensive units by one or two and creating a single, higher value, owner occupied unit.

*Unlike typical inner-ring suburbs, Windsor has a considerable area (3930 developable acres) ,including the AG Zone) available for residential development. New single-family development should be in line with the current regional housing market to help enhance the value of Windsor's housing stock, recognizing that continuing efforts to improve the value of existing homes through renovation programs will also be effective to this end.*



*Windsor should focus on promoting itself as the amenity-rich community that it is.*

#### Components of Windsor Population Change

	1980s	1990s
Natural Increase	980	973
Net Migration	1,633	-553
Total Change	2,613	420

Source: US Census Bureau

#### Home Value vs. CAP Score

The trend-line in the chart to the right illustrates the countywide trend for expected cumulative CAP Test scores relative to median home value and the points along the trend-line represent each town in the county. Towns located above the trend-line experienced lower than expected CAP Test performance relative to housing values while towns located below the trend-line experienced higher than expected CAP Scores relative to housing values. Windsor is located on the trend-line, mirroring the countywide trend.

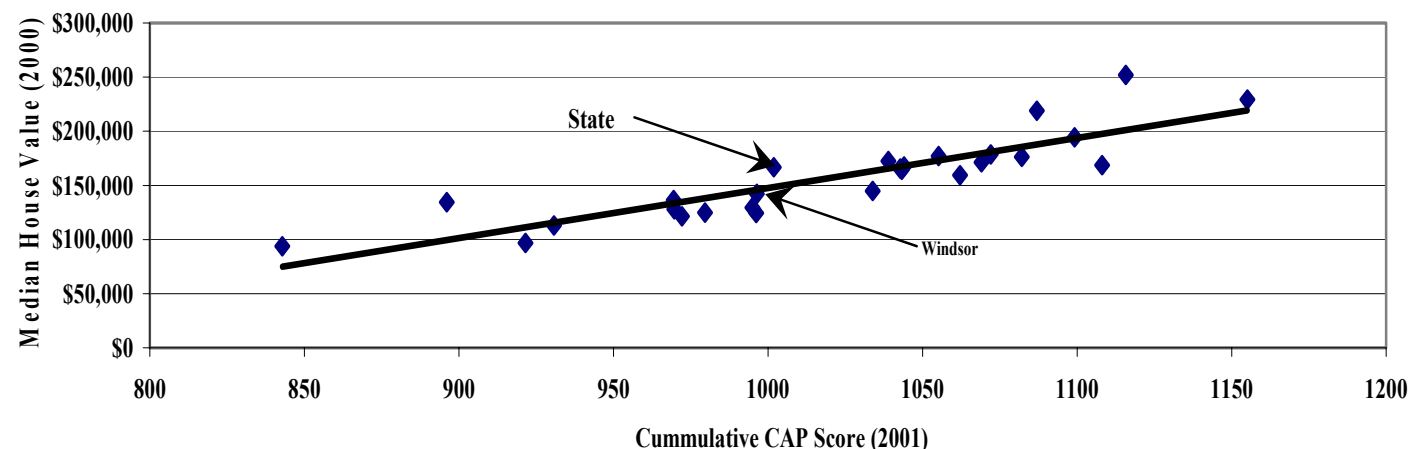
There is little the Town can do to attract such investment except maintain the stability of these older neighborhoods through the provision of quality services and the maintenance of streets and infrastructure. Windsor has effectively used Community Development Block Grants to this effect in the past. A relaxation of zoning standards for existing non-conforming homes to allow modest expansions might also help to spur investment.

Another issue facing some Windsor neighborhoods is a proliferation of group homes. Windsor and similar inner-ring suburbs are targeted for group homes because of the availability of affordably priced housing. While Windsor supports independent living for physically and mentally handicapped residents, the impacts of some of these facilities such as excessive parking demands can be out of character with their neighborhoods and increased service costs can be an unfair burden on the community. The Connecticut General Statutes prohibit Planning and Zoning Commissions from regulating group homes to mitigate any impacts. The State should strive to distribute these facilities fairly and subsidize the purchase of homes in more exclusive towns with higher housing prices.

#### Support Windsor Schools

There is an old adage that says “as the schools go, so goes the town.” Windsor may have been a case in point during the 1990s when severe budget cuts significantly impacted the school system and other town services, possibly contributing to a nearly 2,200 resident decline in net-migration relative to the 1980s. To illustrate this, median home values in Hartford County towns were compared against Connecticut mastery test scores as well as the median age and size of housing (number of rooms) to determine if there were correlations between these factors. The following chart illustrates a strong correlation between CAP scores and median home values throughout Hartford County, with Windsor nearly fitting the countywide trend. CAP scores were the strongest of the three variables for predicting the median home value in town.

Median Home Values by Hartford County Towns Relative to Cumulative 10<sup>th</sup> Grade Connecticut Mastery Test Scores



When faced with increasing taxes, many residents may not stop to consider all of the impacts of tax cuts or freezes. A small annual investment in Windsor's schools today can lead to marked improvements in the quality of education and an increased desire to live in Town, which in-turn can lead to increased housing values.

Luxury single-family home buyers are often looking for both a quality education for their children and a secure investment in their home. As one of the most significant factors in choosing a home and determining the value of homes, investment in Windsor's schools is the key to increasing the value of Windsor's existing housing stock and attracting the type of luxury single-family homes that are prevalent in the outer suburbs.

The health of a school system can also be a contributing factor in corporate relocation decisions, making economic development an easier task and turning a major shortcoming into a positive locational attribute. Increased economic development can eventually help offset and sustain the increased investment in schools, reducing the burden on residents.

### **Housing/Economic Development Paradox**

Economic development can help defray the cost of improving Windsor Public Schools, making Windsor more attractive to residential home buyers. However, by lowering the residential tax burden, it may also attract home buyers that are more concerned with lower property taxes and home values than quality schools, reinforcing Windsor's lower priced housing market.

#### **Strategies to Preserve and Enhance Housing Values**

1. Continue providing quality facilities and services to residents and businesses.
2. Increase the lot size in new residential developments wherever possible and avoid rezoning to higher residential densities or smaller lot sizes.
3. Support Windsor public schools, not only to provide quality education but as a means of improving Windsor's overall quality-of-life, residential property values and marketability for economic development.
4. Petition the State Legislature for more equitable distribution of group homes.
5. Promote Windsor as an amenity-rich community.

**Town Festivals**



**Transportation Facilities**



**Recreation Facilities**



## Statutory Reference

“The Plan shall make provision for the development of housing opportunities, including opportunities for multifamily dwellings consistent with soil types, terrain and infrastructure capacity, for all residents of the municipality and the planning region.”

“The Plan shall promote housing choice and economic diversity in housing, including housing for both low and moderate income households, and encourage the development of housing which will meet the housing needs.”

CT General Statutes 8-23

## Address Housing Needs

### Housing for an Aging Population

Like many towns, Windsor’s population as a whole is aging. With low residential growth rates, life expectancies growing longer due to advances in medicine, and the baby boom generation reaching full maturity, fully one-third of Windsor’s population is projected to be 55 years of age or older by the year 2020.

As residents grow older, their housing needs change due to changes in lifestyle, declining health and other factors. The following table illustrates the various housing options typically available to aging residents.

Category	Housing Options	Current Use Status	Possible Policy Options
<b>Remain in Current Home</b>	1. Remain in current home with no special Town services.	No restrictions	
	2. Remain in current home and rely on local senior programs.	No restrictions	Enhance existing senior services (meals-on-wheels, dial-a-ride, etc.)
	3. Remain in current home with elderly tax relief.	No restrictions	Enhance elderly tax relief programs.
<b>Accessory Housing Units</b>	4. Remain in home with accessory unit for related caretaker or caregiver.	Permitted by Special Use in residential zones	Continue current policies
	5. Move in with family in their home or accessory unit.	Permitted by Special Use in Residential Zones	Continue current policies
<b>Multi-Family Housing</b>	6. Move to a market rate condominium or rental housing.	Permitted by Special Use in Residential Zones	Locate in close proximity to existing village or commercial nodes.
	7. Move to a market rate active-adult or elderly housing development.	Permitted by Special Use in Residential Zones	Locate in close proximity to existing village or commercial nodes.
	8. Move to subsidized elderly housing development.	Permitted by Special Use in Residential Zones	Locate in close proximity to existing village or commercial nodes.
<b>Congregate Living Facility</b>	9. Move to congregate or assisted living facility providing some services.	Permitted by Special Use in Residential Zones	Locate in close proximity to existing village or commercial nodes.
	10. Move to a life-care facility providing extended services.	Permitted by Special Use in Residential Zones	Locate in close proximity to existing village or commercial nodes.
<b>Skilled Nursing Facility</b>	11. Move to nursing/ convalescent home.	Permitted by Special Use in Agricultural Zone	Consider allowing in compatible locations in other zones by special permit.

Active-adult housing, restricted to residents 55 years of age and older, is a popular option for “empty nesters.” Active-adult units tend to be smaller homes with first floor master bedrooms that can be easily adapted if residents become less mobile. Active-adult communities also often provide exterior maintenance and other amenities through dues paid to a homeowners association. There are currently five active-adult communities approved or under construction in Windsor today. If Windsor’s 55+ population peaks and begins to decline after 2020, the demand for such restricted units may decline as well, prompting requests for unrestricted occupancy. To ensure their continued viability, measures should be considered to provide for their eventual adaptive reuse (see sidebar).

Housing for older persons is restricted housing for residents 62 years of age and older. These units appeal predominantly to retirees and share many of the same features as active adult housing.

Elderly assisted living is financially, not medically assisted housing for residents 62 and older. Assisted living units are typically higher density, handicapped adaptable apartments that receive government subsidies to keep the units affordable to residents on fixed, retirement incomes.

Congregate housing is intended for older or infirm residents that require limited medical attention and other basic services. Congregate facilities are commonly higher density, handicapped-accessible apartments or condominiums with common elements such as dining halls, community rooms, limited medical facilities and convenience shopping.

Accessory apartments allow elderly or infirm residents to remain in their homes, or the homes of their adult children, who provide limited care. Accessory apartments can fit seamlessly into existing residential homes and neighborhoods, without altering the residential character of either.

Nursing homes are intended for older or infirm residents who are unable to function independently and require constant medical attention. Connecticut strictly controls the allocation of nursing home beds throughout the State.

A positive attribute of these housing styles is that when you consider that two-thirds of the annual Town budget goes to the public schools, these households do not create high service demands. Many older residents are eligible for tax relief to compensate for this discrepancy. On the down side of the equation, every existing Windsor household that downsizes from a conventional single-family home into one of these living arrangements makes their existing home available for a new household that may have school-age children.

When density bonuses are granted in return for meeting perceived housing needs for older persons, these developments should be located in or within walking distance of existing village nodes or similar concentrations of services. In doing so, residents will be within easy reach of basic services, less dependent on automobiles or dial-a-ride services, and will in-turn contribute to the economic viability of businesses in these areas.

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**Adaptive Reuse**

To reduce the potential for the functional obsolescence of active-adult units after 2020, Windsor should consider modifying the active-adult regulations in the future to provide for their adaptive reuse for conventional housing. The simple conversion of unfinished second floor space can be facilitated through the provision of stairs, dormers, rafters, ceiling joist construction (instead of truss construction) able to support floor loads, etc. at the time of construction.

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**Age Restricted Housing Paradox**

While age-restricted housing can have positive tax implications for the Town by generating more tax revenue than it requires in public service expenditures (due to lack of school children), too many age-restricted housing units could potentially lead to less support for the Town Budget (approximately two-thirds of which is the Windsor Public Schools Budget).

*The state definition of a qualifying affordable housing unit is artificial and does not account for the large percentage of Windsor's housing stock that is truly affordable. If Windsor was experiencing housing inflation similar to the 1970s and 1980s, the state definition, guaranteeing affordability over a 30 year period, would be more meaningful.*

## Housing Affordability

During the economic boom of the 1980s, Connecticut experienced housing inflation that drove the cost of housing out of reach of many low- and moderate-income households, prompting the passage of a housing affordability act to make every town accountable for addressing the State's affordable housing needs. While well intentioned, the act as interpreted by the court system opened many towns to abuses, prompting several amendments since its adoption. Since the "housing bubble" burst in the late 1980s and early 1990s, affordable housing has not been as major a concern in Windsor as it has been in the outer suburbs. Despite this, housing affordability remains an issue that bears discussion.

By state definition, as prescribed in Section 8-30g, an affordable housing unit must be: assisted housing, funded under a recognized state or federal program such as Section 8; CHFA-financed housing for income-qualifying persons or families; or deed-restricted to be affordable to moderate- and low-income persons or families for at least 30 years. A moderate-income household earning 80% of the regional median household income or a low-income household earning 50% of the regional median household income cannot spend more than 30% of its gross income on rent, mortgage, utilities, taxes or other basic housing costs. To spend more than 30% places such a family or household under financial stress.

A family of four earning \$61,000 in Windsor is considered a low-income household, eligible for affordable housing. A qualifying home for a low-income family of four would currently have to cost less than \$185,000.

As the following table illustrates, there are a high percentage of renter and owner households in Windsor earning less than \$50,000 that are paying too much for housing. At the very lowest income levels, there is little that a town can do to improve the condition of these households since a very-low-income household earning 50% of the regional median household income or \$38,000 can comfortably afford no more than a \$101,000 home.

Percentage of Households Spending more than 30% of Income on Housing Costs

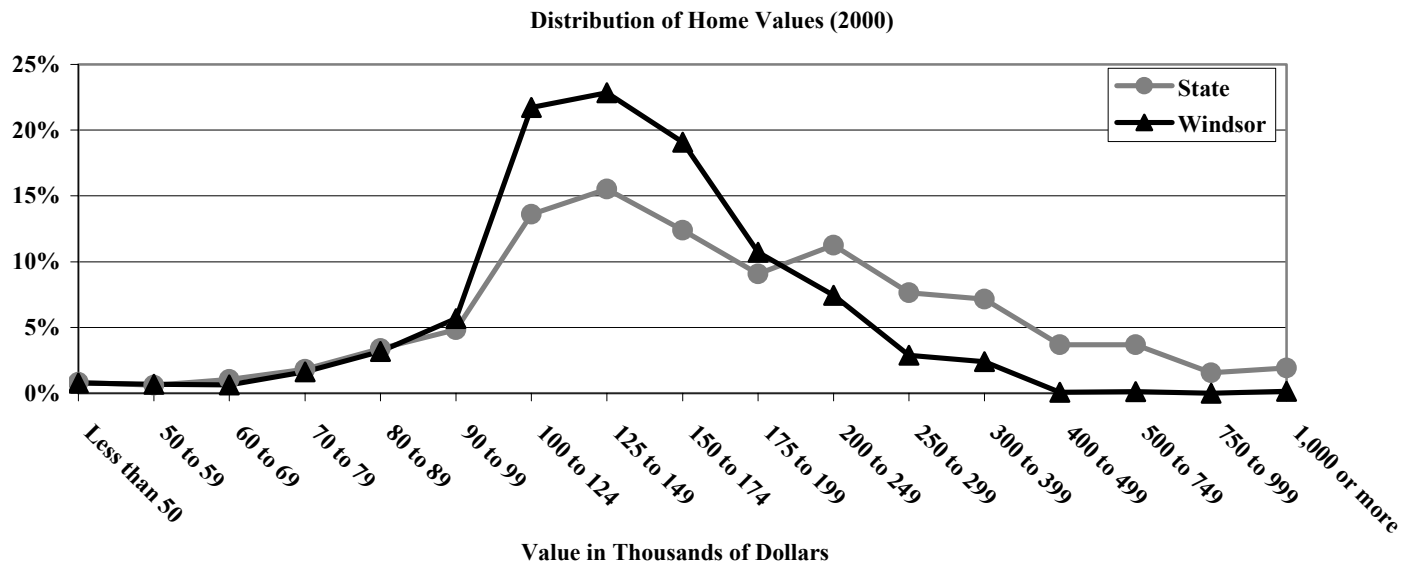
Household Income	Renters		Household Income	Owners	
	Windsor	State		Windsor	State
<\$10,000	74%	67%	<\$10,000	63%	78%
\$10,000-\$19,999	71%	72%	\$10,000-\$19,999	71%	74%
\$20,000-\$34,999	47%	47%	\$20,000-\$34,999	48%	46%
\$35,000-\$49,999	8%	13%	\$35,000-\$49,999	45%	41%
\$50,000-\$74,999	0%	4%	\$50,000-\$74,999	24%	23%
\$75,000-\$99,999	0%	2%	\$75,000-\$99,999	5%	9%
\$100,000+	0%	2%	\$100,000-\$149,999	1%	5%
			\$150,000+	0%	3%

Source: 2000 Census



Despite these numbers, over six percent of Windsor's housing stock meets the state requirement for affordability by virtue of either CHFA financing or Section 8 housing certificates. While there are no deed-restricted, affordable housing units at this time, approximately 82 percent of Windsor's housing stock was valued at less than \$185,000, which is roughly the affordability threshold.

The following chart illustrates the percentage of housing units in each price range. What is readily apparent is that the bulk of Windsor's housing stock is in the affordable to near-affordable price range, negating the need for significant, proactive affordable housing initiatives. What is also evident is that Windsor's housing prices are out of balance with those of other municipalities in the State. Efforts must be made to correct this imbalance and promote higher value housing.



One ongoing affordable housing initiative that should be continued is the use of Community Development Block Grant funds to rehabilitate older homes and retain or create affordable housing units in the process. This program also serves to stabilize property values by eliminating blight in some cases.

Acting in a passive capacity, Windsor should encourage affordable housing proposals that do not compromise quality for the sake of affordability. Density bonuses that could allow developers to reduce land and construction costs, combined with the ability to sell 80 percent of the units at market rate, should allow for the construction of quality housing developments in which the outward appearance of affordable units is indistinguishable from the market rate units.

### **Strategies to Address Housing Needs**

1. Continue to encourage and permit a variety of alternative housing styles for older persons, especially in the village centers.
2. Consider requiring structural adaptability of active-adult housing units so that they can be easily converted to conventional units in the future if warranted by declining numbers of elderly residents.
3. Continue to provide tax relief programs so that older residents can remain in their homes if they choose.
4. Maintain a passive approach to affordable housing as long as Windsor continues to have a large supply of affordable market rate housing units.
5. Continue to participate in State and regional affordable housing initiatives.
6. Ensure that the development of affordable housing that encourages homeownership and does not compromise quality for the sake of affordability.
7. Continue to use Community Development Block Grant (CDBG) and other funds to rehabilitate older homes, remove blight and preserve or create affordable housing units.

**Active Adult Housing**



**Congregate Housing**



**Assisted Elderly Housing**



## **Eliminate Zoning Conflicts**

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Throughout Windsor, there are residential developments that are in conflict with nearby incompatible land uses and/or zoning. There are also several undeveloped areas that are ripe for future conflicts and the Town has an opportunity to correct them before they occur.

### **Pine Acres**

An older neighborhood known as Pine Acres lies near the south end of Runway 06-24 of Bradley International Airport, yet still receives development pressure on its remaining vacant land. When the neighborhood was first created, Bradley Field was not the international airport that it is today. As the airport grows both physically and operationally, Pine Acres will continue to be a source of airplane noise complaints. If this area was zoned for the first time today, residential zones would not be put here. More housing should not be put in conflict with the airport, which is vital to the entire region.

One possible solution to this problem would be to rezone the balance of the undeveloped land to the south and west of the neighborhood to the AG Zone, thereby reducing the number of additional houses that can be built within the flight path. The Town Planning and Zoning Commission has adopted this approach by rezoning the area to AG. Additionally, Pine Acres and adjacent areas are referenced in the Bradley Airport Part 150 Study. The recommendations of this study should be incorporated as part of this Plan.

Another option at some point in the future would be to rezone to the W zone, allowing warehousing as a transition to the light industrial uses to the west. The area can be accessed from Route 20 or preferably added to the rear of existing developments to the west to meet coverage requirements for expansions of those facilities. The Zoning Regulations require a 50 foot wide landscaped buffer between residential and industrial/warehouse uses but the Town Planning and Zoning Commission (TPZ) may wish to consider additional measures.

### **Wilson**

In Wilson, there is industrially zoned land west of the railroad tracks, between East Barber Street and Wilson Avenue, as well as commercially zoned land south of and fronting on Wilson Avenue that threaten the stability of the adjacent residential neighborhood. These areas are poorly situated for their intended uses and discourage maintenance and investment in surrounding residential properties. These areas should be rezoned to appropriate residential densities.

Windsor Avenue contains a mix of commercial businesses and residences, interspersed along its entire length. Many properties along the east side of Windsor Avenue are zoned commercially despite their longstanding residential use, discouraging investment and upkeep. These properties should be rezoned to residential use where their commercial value is in doubt.

## **RLUIPA**

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The federal Religious Land Use and Institutionalized Persons Act (RLUIPA), adopted in 2000, prohibits local governments from implementing land use regulations that impose a substantial burden on the religious exercise of a person, assembly or institution, unless it can demonstrate that the imposed burden furthers a compelling governmental interest and is the least restrictive means of doing so.

Interpretation of RLUIPA by the courts has been limited thus far leaving the full impact of the law uncertain at this time. The Town Attorney should be consulted on any current or future regulations which may be impacted by RLUIPA.

## **Windsor Center**

A similar situation exists on the northwest corner of Sycamore and Broad Streets where a single-family home is zoned commercial. The commercial zoning discourages residential investment in the property and future commercial use of the property would destabilize the residential areas to the south and west. The Town Planning and Zoning Commission (TPZ) should proactively rezone this and the other noted properties to more appropriate zoning designations.

### **Enhance Buffers Between Incompatible Uses**

As residential, commercial and industrial development continues and available land becomes scarce, conflicts between these uses may increase. To reduce the potential for future conflicts, the TPZ should consider: 1) increasing the current buffer requirements for new commercial, industrial and warehouse uses when they abut residential zones; and 2) creating flexible buffer requirements that trade-off buffer width for additional landscaping such as berms, walls and vegetation.

### **Churches and Religious Institutions**

Section 2.4.15P of the Zoning Regulations allows churches and religious institutions by Special Use Permit in all zones but offers little guidance as to how to control the impacts of these uses other than the implied general considerations that Section 2.4.4 establishes for all special uses. Windsor should consider directing religious institutions to appropriate sites in the residential zones where they have traditionally served their congregations and strengthening the regulations in a manner similar to those governing clubs, social and fraternal organizations and other institutional uses. Careful consideration must be given to the impact of the federal Religious Land Use and Institutionalized Persons Act (RLUIPA).

### **Strategies to Eliminate Zoning Conflicts**

1. Rezone the remaining vacant land south and west of Pine Acres to either the AG Zone or W Zone and if the latter, consider additional buffers against the existing residential neighborhood.
2. Rezone vacant B-2 and I-1 zoned land to the east of Wilson to appropriate residential zones.
3. Rezone B-2 zoned residences on the east side of Windsor Avenue in Wilson and at the corner of Broad and Sycamore Streets in Windsor Center to appropriate residential zones.
4. Consider increasing the current buffer requirements for new commercial, industrial and warehouse uses when they abut residential zones and creating flexible requirements that trade-off buffer width for additional landscaping.
5. Consider strengthening Section 2.4.15P of the Zoning Regulations in accordance with the RLUIPA.

# SUPPORT BUSINESS AND ECONOMIC DEVELOPMENT

# 8

## Overview

Communities seek to attract economic development for a number of reasons including increased employment, availability of goods and services, and tax base. Windsor's primary economic development focus is to increase the tax base to help offset the cost of providing quality facilities and services to its businesses and residents.

The Day Hill Corporate Area with its tremendous economic development potential and the villages of Windsor Center, Wilson and Poquonock are key components in Windsor's economic development strategy. Due to their significance, they have been addressed comprehensively in Chapter 9 – Enhance Villages, and Chapter 10 – Day Hill Corporate Area.

Dispersed throughout Windsor, outlying commercial/industrial areas such as the New England Tradeport (near the airport) and the many highway interchanges together make a significant contribution to Windsor's economy. The commercial development of these areas must be handled carefully to ensure that their development does not undermine efforts to strengthen Windsor's traditional commercial centers and the Day Hill Corporate Area.

The theme binding Windsor's economic development efforts together should again be that Windsor is an amenity rich community, making it attractive to all types of businesses and their employees as a great place to live and do business.

*Attract a broad range of appropriately designed and located commercial/corporate uses that improve Windsor's tax base while enhancing shopping and employment opportunities for Windsor residents.*

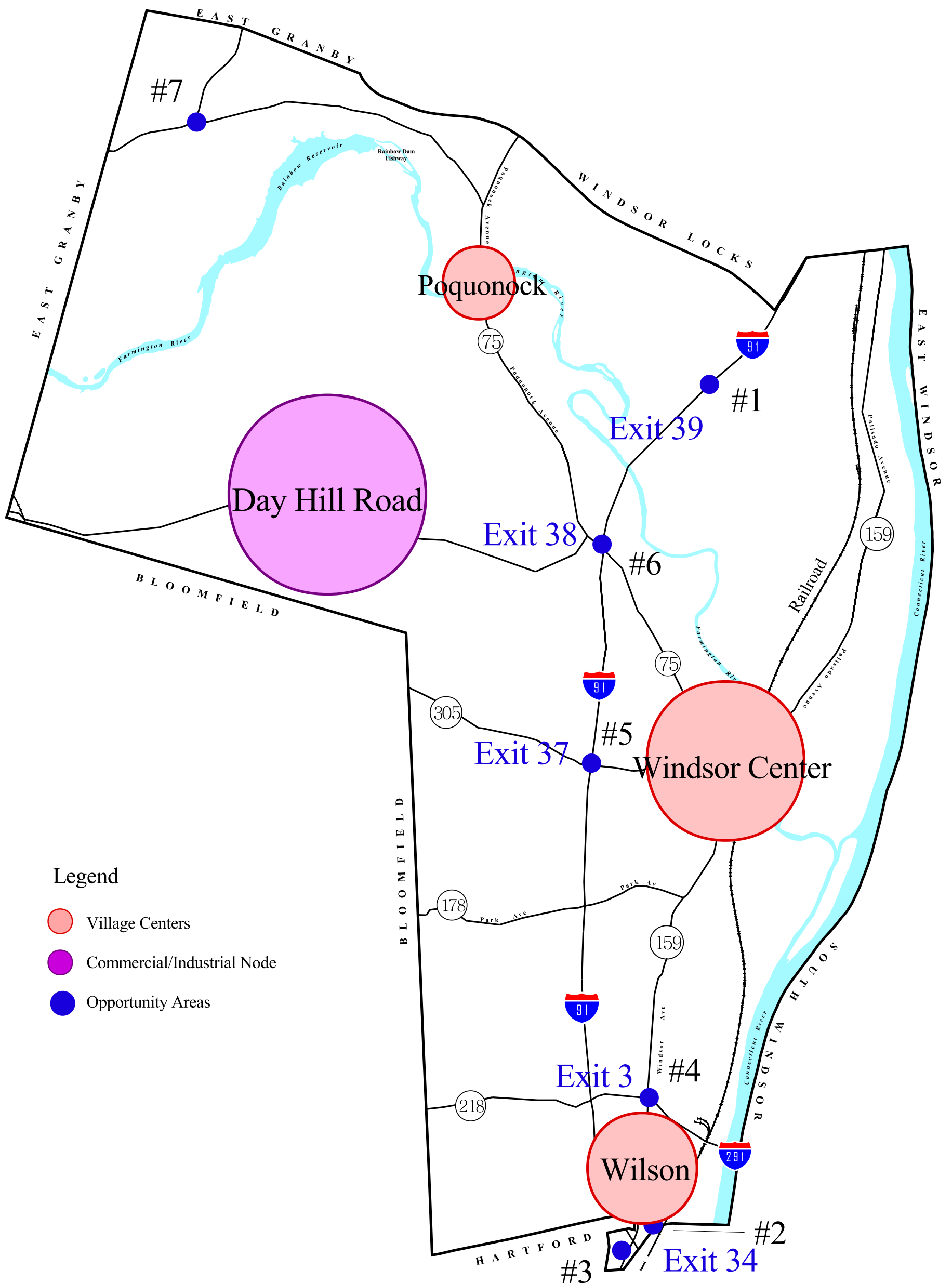
**Economic Development Plan**  
*(lift page up)*








# Economic Development Plan

Town of Windsor, CT



## Legend

-  Village Centers
-  Commercial/Industrial Node
-  Opportunity Areas

0 4000 Feet



**Planimetrics**  
31 Ensign Drive, Avon, CT 06001 860-677-5267

*Consider extending or encourage the extension of public sewers beyond the vicinity of the Kennedy Road PUD.*

*Further retail development in this area should be limited to the Kennedy Road PUD.*

## Opportunity Area Strategies

Nodes of commercial and industrial activity located outside of the traditional village centers and the Day Hill Corporate Area present opportunities for significant development or redevelopment as part of Windsor's overall economic development strategy. The map on the following page illustrates the location and distribution of these opportunity areas.

### Hayden Station Rd./Kennedy Rd./Archer Memorial Dr. - Opportunity Area #1

The Hayden Station Road/Kennedy Road/Archer Memorial Drive area is a dispersed area of manufacturing and warehousing with general office space limited to a small area served by both public water and sewers. Recent road improvements and relatively easy access to I-91, Route 20 and Bradley International Airport should continue to make this area an attractive alternative to the more formal Day Hill Corporate Area and New England Tradeport.



Windsor should consider extending or encourage the extension of public sewers beyond the Kennedy Road PUD. Doing so would increase overall business attractiveness by allowing more intensive use of available land and could encourage redevelopment of underutilized properties to higher and better uses. Without such extensions, development will continue to be limited to uses with minimal employees such as warehousing and highly automated manufacturing operations.

The partial interchange at Kennedy Road and I-91 limits the attractiveness of this area for retail use, requiring southbound patrons to use either Exit 40 or Exit 41 and

navigate their way to the Kennedy Road shopping area. Further retail development in this area should be limited to available buildings and land within the commercial portion of the Kennedy Road PUD.

## Exit 34 - Area #2



The B-2 zoned land and buildings along Meadow Road should be redeveloped to take advantage of adjacent Exit 34, extensive bus service along Windsor Avenue and close proximity to Hartford. The northernmost B-2 zoned land along Wilson Avenue is recommended to be rezoned to residential in Chapter 7. The balance of the land is most suited to highway-oriented commercial (gas, food and lodging) and regional shopping that takes advantage of the high visibility and access from adjacent I-91. Special care should be taken to minimize further intrusion and impacts on adjacent residential areas to the north. Meadow Road is currently being considered by the Connecticut Department of Transportation for a commuter railroad station (see

*Rezone inappropriate B-2 land to residential.*

*Encourage highway-oriented commercial and regional retail uses to take advantage of access and visibility from I-91.*

*Minimize intrusion upon residential areas to the north.*

Chapter 12). If selected, this area should be considered for transit oriented development to create the residential density needed to support the investment.

Decorative Street Signs



Wilson Avenue Commercial Land





*Encourage office and highway-oriented businesses to take advantage of access and visibility from I-91*

### Exit 34 - Opportunity Area #3



The B-2 and B-3 properties south of I-91 should also be redeveloped to take advantage of Exit 34, excellent bus service and close proximity to Hartford.

While upscale office development would be preferable, the economic reality of the area may warrant redevelopment into regional business opportunities that take advantage of the high visibility and access from adjacent I-91.

As this area is the southern gateway into town, care should be taken to ensure that attractive, quality development occurs that does not detract from ongoing enhancement programs taking place to the north.

**Carville's Ranch House**



**Flamingo Inn**



#### Windsor Shopping Center at Exit 3 – Opportunity Area #4

The Windsor Shopping Center currently meets many of the local shopping needs of Wilson/Deerfield residents as well as town and regional shoppers. For this reason, its continued survival is important to the surrounding neighborhoods, many of whose residents walk to and from the facility. The Town and State recently spent \$350,000 to improve the façade of the center to carry it into the 21<sup>st</sup> Century.

Like the Kennedy Road PUD, interstate access to the Windsor Shopping Center is limited by a partial interchange with I-291 although the Putnam Highway makes access to nearby I-91 relatively straightforward. Despite this, the shopping center is visible from I-291.

As an older shopping center predating stringent coverage requirements, nearly all of the site is covered by buildings or pavement, creating a large, unattractive expanse of pavement that affords little landscaping or refuge from heat. Chapter 12 contains recommendations for modifying parking requirements to reduce the amount of impervious surfaces and create more attractive commercial developments. If enacted, such changes could facilitate additional development of outbuildings and enhanced landscaping, especially along the street frontage.

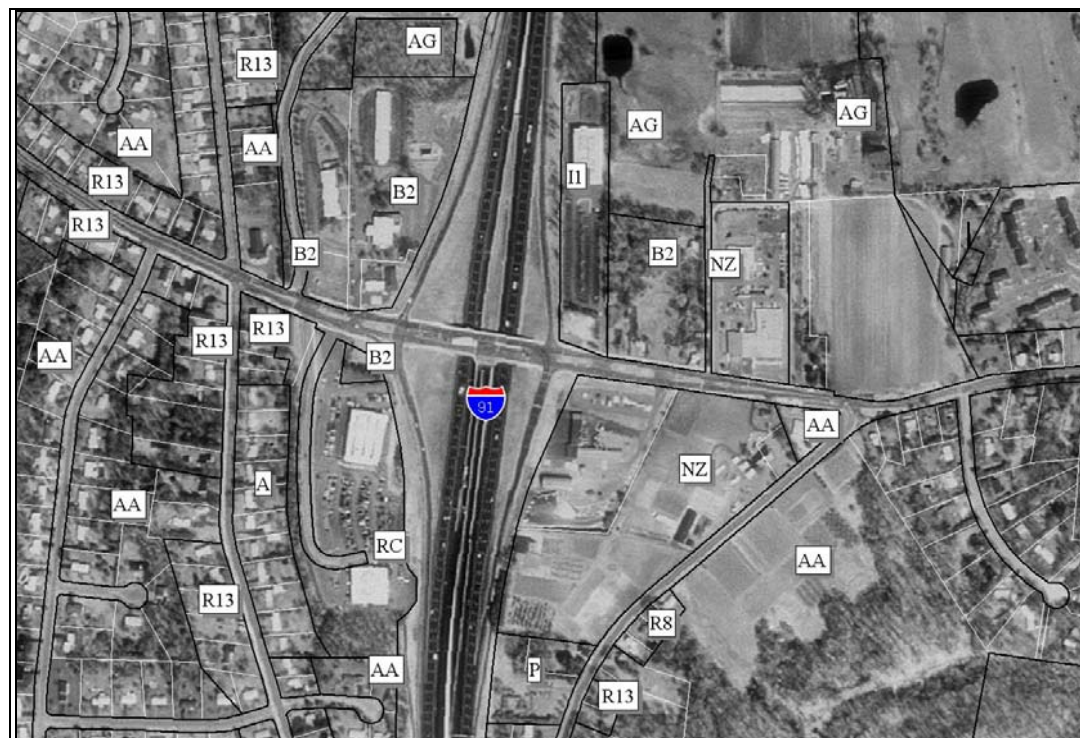


*If revised parking standards allow, additional outbuildings and landscaping, especially along the street frontage can be accommodated.*



*Encourage highway-oriented business that does not generate excessive peak-hour traffic or undermine efforts to enhance Windsor Center*

#### **Exit 37 - Opportunity Area #5**



Areas around Exit 37 contain significant commercial acreage to be developed or redeveloped. The former Tobacco Valley Inn (TVI) site is located at a key southern gateway into the Day Hill Corporate Area (DHCA) and also has the potential to negatively affect Windsor Center. The TVI site should be redeveloped as a hotel/banquet/restaurant facility or other highway-oriented commercial activity that will not undermine Windsor Center or generate excessive peak-hour traffic that would impair efforts to continue developing the DHCA.

**Bloomfield Avenue at Exit 37**



**Former Tobacco Valley Inn**



### Exit 38 -Opportunity Area #6

The southeast corner of Exit 38 contains a large B-2 zoned area that is highly visible from I-91. This area should be consolidated or cooperatively developed with retail and/or office uses that do not conflict with the DHCA by producing significant peak-hour traffic or adding curb cuts in an already critical accident location.



*Consolidate or cooperatively develop the southeast corner of Exit 38 with small-scale office, retail and alternative housing that does not create excessive peak-hour traffic or add curb cuts*

**Marriot Hotel**



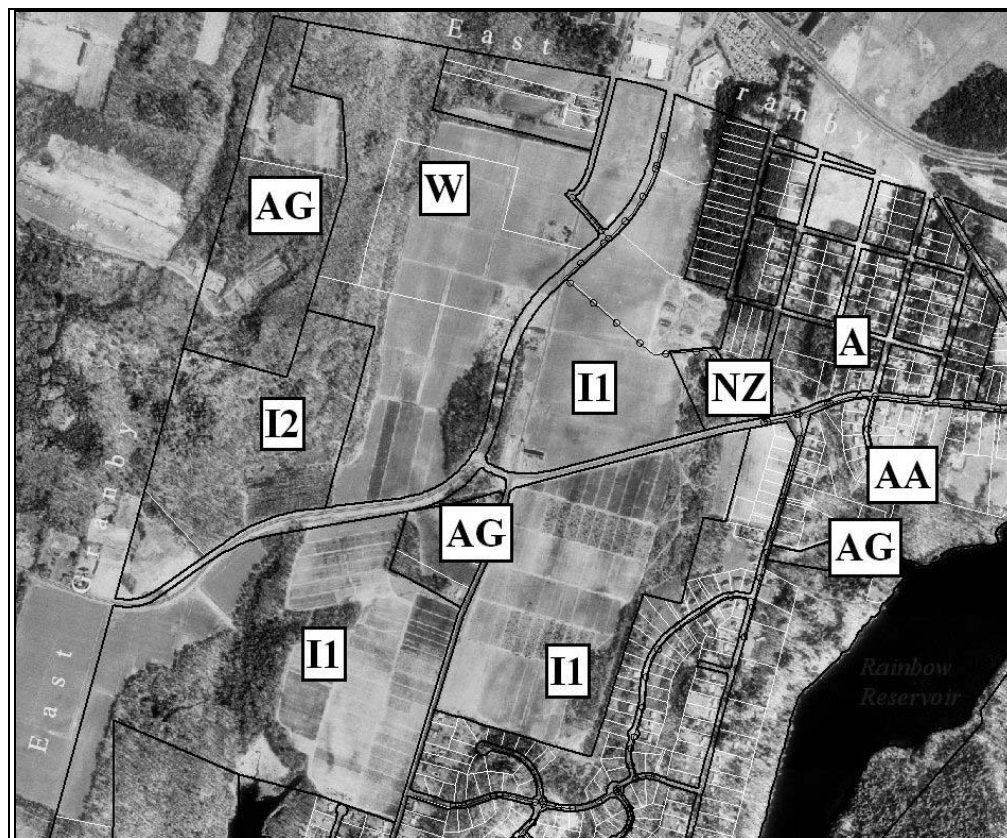
**Hilton Garden Inn**



*Continue to develop with manufacturing, warehouse and flexible space that is compatible with the nearby airport.*

*Pursue the completion of the Bradley Airport loop road.*

#### **New England Tradeport -Opportunity Area #7**



The New England Tradeport (Tradeport), with its 562 acres of vacant land and easy access to Bradley Airport, represents the greatest potential for economic development outside of the Day Hill Corporate Area (DHCA). The Tradeport should continue to be developed with manufacturing, warehouse and flexible space that are compatible in both building height and use with the takeoff and approach patterns of the nearby airport. Additional land may become available if a recommendation found in Chapter 7 is implemented, changing vacant residentially zoned land directly in the flight path of Runway 06-24 to more compatible warehouse use, appropriately buffered from the Pine Acres neighborhood.

International Drive, which is the main axis of development in the Tradeport, represents a vital link in a future loop road connecting Routes 187 and 189 to the southwest of the airport with Route 190 and I-91 to the northeast. Chapter 12 recommends completion of this loop road to relieve traffic congestion in the DHCA by diverting traffic to and from I-91 away from Bloomfield Avenue and Day Hill Road. With its increased connectivity, such a loop road would add to the attractiveness of the Tradeport as a corporate location.



### **Opportunity Area Strategies**

1. Consider extending or encouraging the extension of public sewers throughout the Kennedy Road/Hayden Station Road/Archer Memorial Drive area.
2. Rezone the B-2 land adjacent to Wilson Avenue to residential and promote highway-oriented commercial and regional shopping opportunities on remaining B-2 land that does not conflict with residential areas to the north.
3. Promote highway-oriented commercial and regional shopping opportunities or offices that take advantage of access from adjacent Interstate 91.
4. Strive for high-quality development around Exit 34 that creates an attractive gateway into Windsor and positively influences enhancement efforts in Wilson to the north.
5. If adopted, take advantage of reduced parking requirements by encouraging additional landscaping and possibly additional outbuildings at the Windsor Shopping Center.
6. Encourage the redevelopment of the Tobacco Valley Inn site into a hotel/banquet facility or other highway-oriented use that does not generate excessive peak-hour traffic or undermine efforts to enhance Windsor Center.
7. Continue to petition for the completion of a Day Hill Road northbound flyover at Exit 38.
8. Encourage the consolidated development of the area southeast of Exit 38 into retail and/or offices that do not conflict with efforts to develop the DHCA by producing excessive peak-hour traffic or adding curb cuts to an already critical accident location.
9. Rezone remaining vacant land south and west of Pine Acres to the AG Zone or W Zone and consider additional buffers for the latter against existing residential neighborhood.
10. Continue to petition for the completion of the Bradley Airport Loop Road to divert northbound traffic away from Day Hill Road and Bloomfield Ave.

## Marketing Strategies

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### Market Windsor in a Regional Context

The link between community image and corporate location is complicated. Both Windsor and its corporate areas are amenity-rich, making the town an ideal location for corporate development. Regional quality-of-life factors, such as hospitals and sports/cultural venues are available only minutes away in neighboring cities and towns.

Windsor has done an admirable job of touting its attributes to its residents through its website, public access television and various publications but must work harder to actively shape outsiders' perceptions of the Town by promoting its positive attributes in a regional context, comparable to other areas of the country.

The Metro Hartford Alliance, the State of Connecticut, Commonwealth of Massachusetts and other organizations have initiated a regional/interstate marketing strategy that promotes the I-91 corridor between Hartford, CT and Northampton, MA as "The Knowledge Corridor", taking advantage of the combined positive attributes of two states and regions such as 32 institutions of higher learning, new economy investment and central location between New York and Boston. Windsor should take maximum advantage of these marketing efforts, adding regional advantages to its own to give Windsor the positive reputation it deserves.

### Maximize Marketing Opportunities

The Connecticut Economic Resource Center (CERC) is a point of contact for many corporations interested in relocating to Connecticut. CERC maintains services called "SiteFinder" and "Quick Tracts" that allow buyers, brokers, and site selection consultants to easily find information on available buildings and land in Connecticut. "Quick Tracts" highlights properties that have available infrastructure and commitments by both the Town and owner that the properties are ready to build on in a matter of months. Both programs are voluntary and the "Quick Tracts" program is free. As of July 2003, only 150 of the 1,200+ vacant acres within the DHCA are listed in "SiteFinder" and no sites are listed on Quick Tracts. By comparison, The New England Tradeport has presumably its entire 562 acres of undeveloped land listed in SiteFinder. Brokers have used SiteFinder to their advantage, listing 41 buildings, but Windsor must do a better job with vacant land.

#### Marketing Strategies

1. Work cooperatively with the local and regional business organizations to promote Windsor as an amenity-rich community in a regional context
2. Work with property owners and brokers to take full advantage of State and regional site locator programs.

# ENHANCE THE VILLAGES

# 9

## Overview

The importance of the village has diminished over time in our automobile oriented society but planning principles such as “smart growth” and “neo-traditional design” are beginning to reverse this trend. Residents nationwide are looking to create livable communities and maintain a sense of place to distinguish their neighborhoods, villages and towns from homogeneous communities. Neo-traditionalism goes so far as to create new livable communities utilizing the best elements of traditional village design.

Windsor has not one but three villages: a dominant town center in Windsor Center and two smaller, distinct village centers in Wilson and Poquonock. Economic forces and cultural preferences have left Windsor’s three villages in varying states of decline from their respective heydays as the centers of town life but many of the structural elements and sense of place that made them vibrant, livable neighborhoods remain. These three villages are significant structural elements that contribute to the Town’s overall community character. By preserving and enhancing these villages, they can begin to return to their former stature.

*Protect and enhance Windsor’s villages to restore their prominence as the centers of community life and significant elements of community character.*

Windsor Center



Wilson



Poquonock





## **Windsor Center**

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Windsor Center has been the focus of many plans filled with recommendations for its preservation and enhancement and adaptive reuse of many of its buildings. Many of the recommendations of these planning efforts are echoed in this Plan or included by reference. While evidence of their implementation is evident throughout the Center, from the improvements at the train station / freight house to the banners that adorn the street lights, a more concerted effort is needed if Windsor Center is to return to its former prominence.

### **Protect and Enhance Character**

Windsor Center has a character and sense of place befitting the heart of the community. The first settlement of Windsor occurred not far from present day Windsor Center for the purpose of establishing a trading post, making the area the center of town commerce from the beginning. Religious, governmental, commercial, financial and cultural functions followed and grew, adding to Windsor Center's role as the functional center of Windsor.

Windsor has taken many steps to enhance the character of the Center and maintain a strong sense of place such as enhancements to the Town Green and streetscape improvements. Many of Windsor Center's functionally obsolescent buildings have been adaptively reused, with the latest additions being the Huntington House and former Union Street fire house. While these buildings add to the character and vitality of the Center, other buildings such as the Plaza building, that lack the distinguished character of their neighbors, are equally vital with their mass and pedestrian scale adding to the rhythm of the streetscape. To lose them, as the Windsor House was lost years ago, would further erode the historic character and charm of the Center and should be guarded against.

Since the adoption of the 1991 Plan of Development, new legislation has created the ability for planning and zoning commissions to better regulate architecture and other aesthetic qualities of development in the interest of protecting the unique character of villages: a power previously limited to historic district commissions. Windsor has adopted regulations making retail uses over 3,000 square feet a Special Use in Windsor Center but should also consider adopting a Village District to replace the Center Design District in order to better guide redevelopment within the Center and avoid issues similar to those experienced with the loss of the Windsor House.

Windsor Center is ahead of many small downtowns in that it has already implemented a Main Street program called First Town Downtown. Faced with competition from shopping centers and malls, First Town Downtown acts in a similar capacity to mall management. First Town Downtown coordinates the otherwise uncoordinated activities of Windsor Center businesses and other entities through collective advertising, promotional events, and economic development that complements existing businesses.

First Town Downtown has prepared a Corridor Enhancement Plan for Windsor Center that contains many of the same strategies that will be discussed in this and other chapters throughout this Plan. The Town should continue to work cooperatively with First Town Downtown to implement many of the enhancements found to be desirable in the Corridor Enhancement Plan for Windsor Center, which are summarized below:

- reduce the number travel lanes on Broad Street to three, one in each direction with a center turn lane;
- define safer on-street parking on both sides of Broad Street;
- convert one of the lanes on the east side of Palisado Avenue to a sidewalk with grass, trees, and lighting;
- improve the character of the railroad bridge and the immediate surrounding area;
- define crosswalks through the use of different paving materials (such as brick or colored paver);
- use bump-outs to create safer and shorter pedestrian crossings;
- implement a tree replacement schedule;
- continue the tree and lighting theme down Central Street and Palisado Avenue to link the downtown Green with the Palisado Green;
- create a system of “wayfinding” signs to direct residents and visitors to public facilities and business activities.
- unify streetscape character of the downtown with pedestrian scale ornamental lights;
- place benches, trash receptacles, and bike racks in key areas;
- locate interpretive panels at the Library, Town Hall, and trailhead marker to educate/direct visitors/residents;
- create a new one-way entrance at the Post Office with a center island and angled parking on the entrance side;
- move Post Office mailboxes to the end of the proposed center island on the exit lane with a pull-over area for easy driver access;
- improve sidewalk connection from the library to Broad Street;
- consider providing two additional crosswalks with pedestrian activated lights on Broad Street at the library and between the trailhead and Fleet Bank;
- consider eliminating the Town parking lot on the corner of Broad Street and Maple Avenue in favor of developing the site for a potential building;
- consider a coordinated parking lot design plan for the various lots between Broad Street and Court Street to improve circulation and to increase the number of parking spaces;
- consider developing the berm in front of the former Arthur Drugs as a potential building site to improve the streetscape character and provide a termination to the view north from the Green;
- consider improving the character of the lighting and parapet wall of the Rt. 159 bridge over the Farmington River. to make the area more inviting to pedestrians;
- consider adding a bike path on the Green.

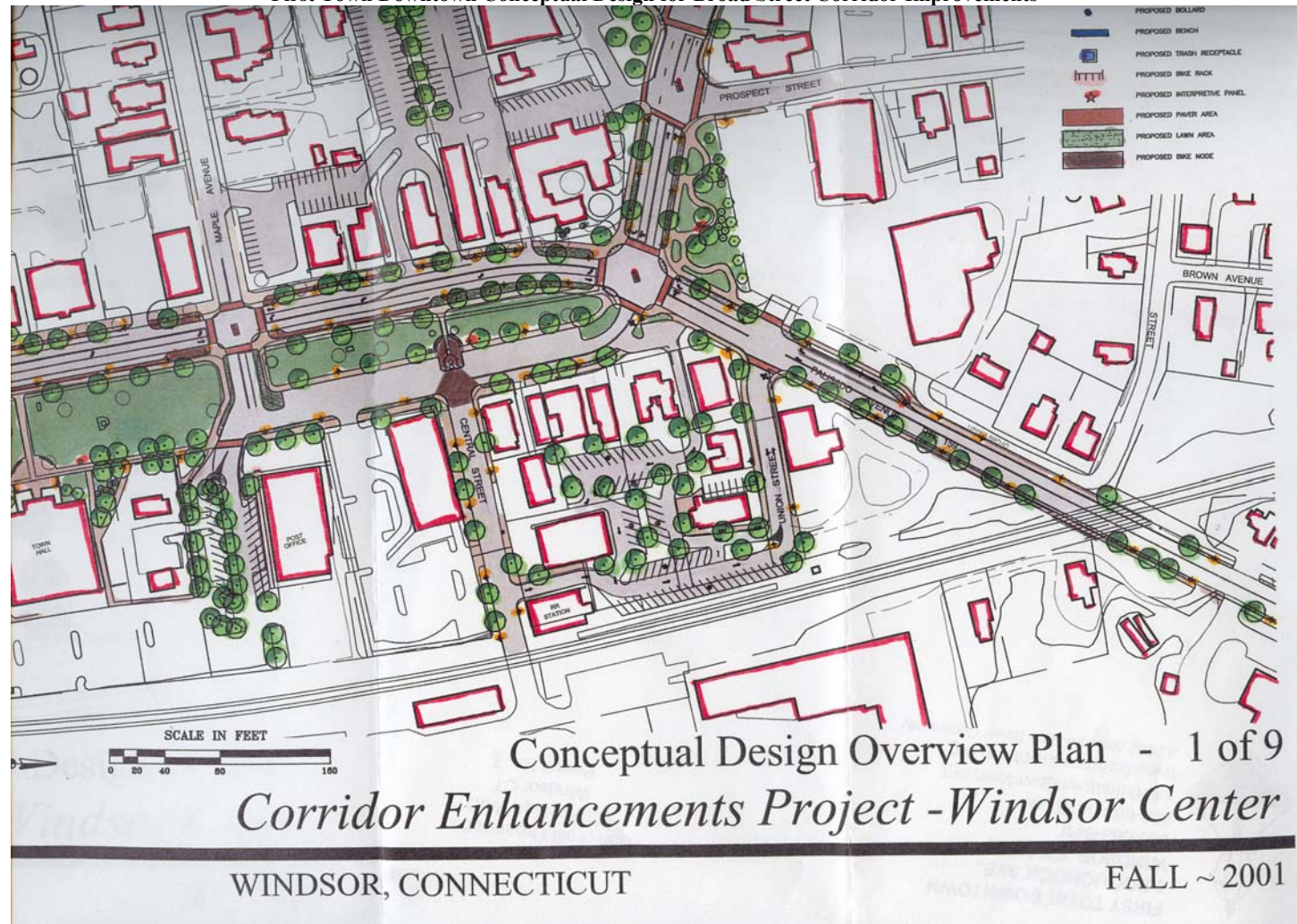
The CIP reflects the first steps by programming funds for reconfiguring the driveway and parking between the Post Office and Town Hall as well as for streetscape improvements.

### **“Wayfinding” Signs**

Wayfinding signs can be used to direct motorists and pedestrians to community facilities such as Town Hall, the Windsor Library and the Windsor Center Trail as well as clusters of business activities such as shopping or dining (without specifically naming businesses).

Wayfinding signs can be employed not only in Windsor Center but in Wilson, Poquonock, highway interchanges and other commercial/industrial areas.

First Town Downtown Conceptual Design for Broad Street Corridor Improvements



## **Balance Commercial and Residential Development**

Windsor Center needs to maintain a delicate balance of residential and commercial uses that complement one another. Moderate- to high-density housing within and around the Center creates a captive market for goods and services. Additional moderate- to high-density housing in the redevelopment area east of the Center would help support not only area businesses but the planned commuter rail service between Springfield, MA and New Haven, CT (see Chapter 12).

Offices and other low-intensity businesses serve as a transition between residences and the more intense commercial uses of the Center's core. As single family homes in the transition areas are converted to business, it is important to retain at least one dwelling in the structure to maintain the resident-business symbiosis that is so vital to the Center.

The 1991 Plan of Development included a detailed series of business, transition and redevelopment areas (illustrated on the following map and table on the next pages) that with minor modifications remain valid today.

**Intense Commercial Uses**



**Professional Office Serves as Transition**



**Residential Streets**



Area	Description	Recommendations
<b>Core Area</b>	<ul style="list-style-type: none"> <li>• Most intensely used B-2 and NZ zoned area</li> <li>• Contains diverse and historic architecture</li> <li>• Contains unifying elements such as brick pavers lighting and shared parking to the rear of buildings</li> </ul>	<ul style="list-style-type: none"> <li>• Continue to encourage office, retail and second floor residential use</li> <li>• Areas adjacent to the multi-modal transportation center warrant more intensive redevelopment</li> <li>• Consider replacing Center Design District regulations with Village District regulations to exercise the greatest control over development in this area</li> </ul>
<b>Transitional Area</b>	<ul style="list-style-type: none"> <li>• Serves as a transition between intensive uses of the Core and strictly residential areas south of Elm Street and west of Spring Street</li> <li>• The Transition Area is divided into three distinct areas</li> </ul>	<ul style="list-style-type: none"> <li>• See recommendations for sub-areas below</li> </ul>
<b>Business/Office Transition Area</b>	<ul style="list-style-type: none"> <li>• Zoned predominantly R-8 and R-11</li> <li>• Many single and two family homes already converted to offices and multi-family dwellings</li> </ul>	<ul style="list-style-type: none"> <li>• Consider allowing conversion of residential structures to office, low intensity retail and personal service uses while retaining at least one residential unit, especially where off-street parking is critical</li> </ul>
<b>Office/Residential Transition Area</b>	<ul style="list-style-type: none"> <li>• Similar in character to Business/Office Transition Area but directly interfaces with strictly residential areas, warranting tighter control.</li> </ul>	<ul style="list-style-type: none"> <li>• Conversions limited strictly to professional offices</li> <li>• Retention of at least one residential unit more critical</li> </ul>
<b>Controlled Business Transition Area</b>	<ul style="list-style-type: none"> <li>• Zoned predominantly B-2</li> <li>• Contains retail, office and limited residential uses</li> <li>• Less interface with single-family residences</li> </ul>	<ul style="list-style-type: none"> <li>• Consider Village District regulations to exercise the greatest control over development in this area</li> <li>• Encourage small office and retail uses</li> <li>• Avoid strip commercial development</li> <li>• Employ unifying elements to tie area to the Core</li> </ul>
<b>Redevelopment Areas</b>	<ul style="list-style-type: none"> <li>• Areas that are underutilized or contain buildings and/or uses that are not compatible with high-quality development standards for the Core</li> <li>• Redevelopment in these areas will allow expansion of the core away from stable residential areas</li> </ul>	<ul style="list-style-type: none"> <li>• Consider Village District regulations to protect the historic integrity of buildings in this area</li> <li>• Buffer residential uses from higher intensity uses and transportation facilities</li> <li>• Provide adequate parking and safe pedestrian access</li> <li>• Employ unifying elements to tie area to the Core</li> <li>• Provide alternative pedestrian access across RR tracks</li> <li>• Connect Mechanic Street with Palisado Avenue via Rowland Lane</li> </ul>
<b>Fringe Areas</b>	<ul style="list-style-type: none"> <li>• Considered gateways to Windsor Center</li> <li>• Primarily commercial uses</li> <li>• Located on State arterial roads</li> </ul>	<ul style="list-style-type: none"> <li>• Discourage high-traffic generators</li> <li>• Encourage low-intensity office, retail and personal service uses</li> <li>• Improve aesthetics through landscape and building design</li> <li>• Existing structures should be reused</li> <li>• Parking should be located to building side or rear</li> </ul>

The commercial development of Exits 37 and 38 has the potential to erode the commercial viability of Windsor Center if allowed to develop businesses that compete directly with existing businesses. For example, a modern grocery store located at either exit, with all of its attendant amenities, such as a bakery, bank, florist, pharmacy, video store and even general merchandise could have an impact on Windsor Center and many of its residents who depend on being within walking distance of basic goods and services. Chapter 8 has specific land-use recommendations for these areas.

### **Balance Parking and Circulation**

Parking, traffic, and pedestrian access are also issues that require balance in order for the Center to be successful. Over time, highway improvements have enhanced the movement of traffic through Windsor Center at the expense of pedestrian friendliness and the demand for off-street parking has consumed land needed to sustain the critical mass of activity that makes a village vibrant.

For parking to be functional, it must be convenient in both number and location. Since much of Windsor Center was developed prior to the adoption of zoning regulations, when residents were not so dependent on their cars, many properties are overdeveloped, with little opportunity for additional off-street parking. Efforts to provide shared off-street parking to the rear of buildings through inter-parcel access have been successful and should continue. The fact that Broad Street is essentially developed on only one side reduces the critical mass and scale necessary for a superior shopping street but affords the opportunity to add additional on-street parking without impacting existing businesses.

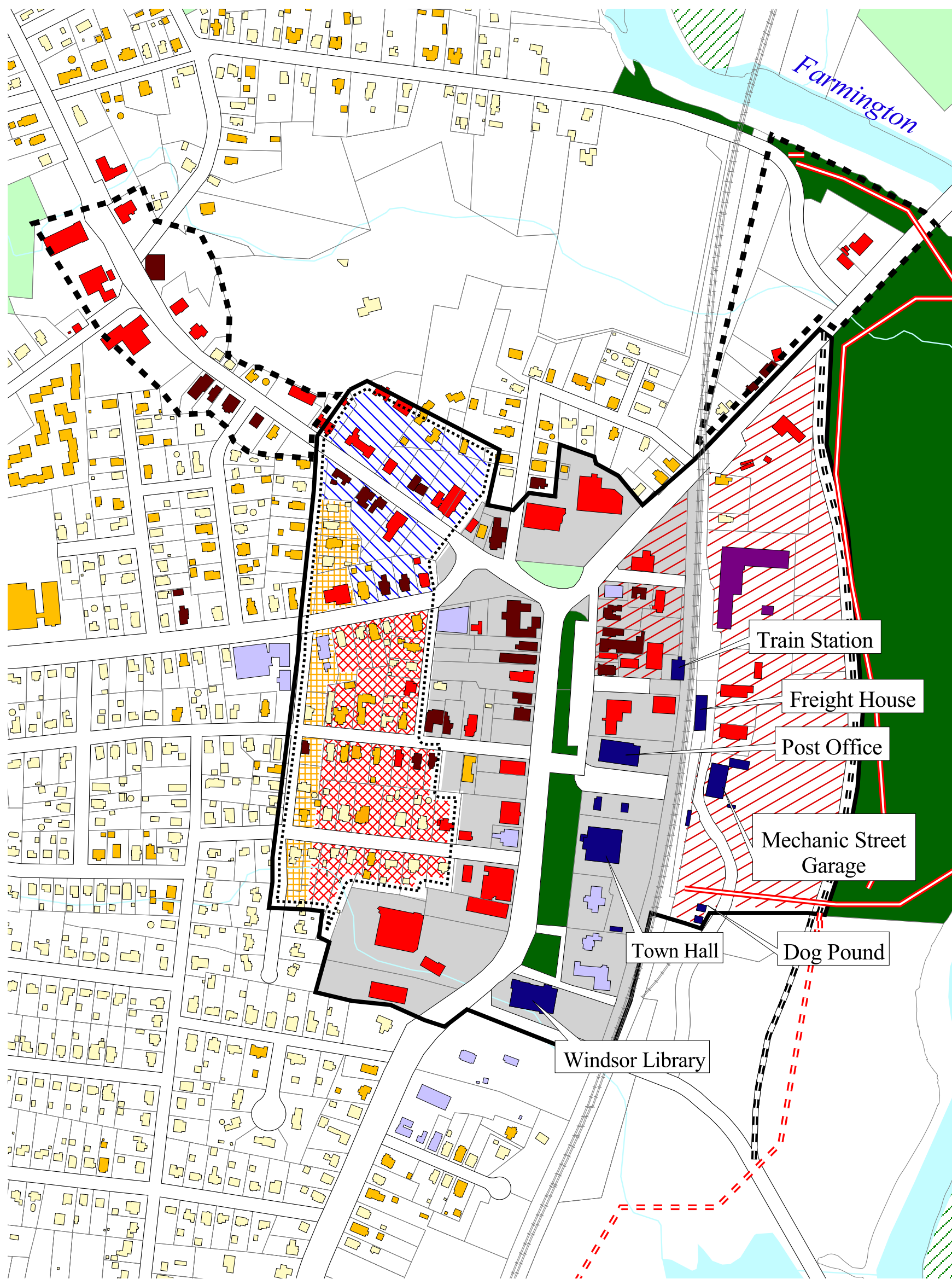
Windsor should consider taking ownership of the segment of Route 159 between Route 75 and Sycamore Street to afford greater flexibility in making the following improvements. To create additional on-street parking, slow down traffic and discourage high volumes of inter-town traffic through Windsor Center, reduce the number of through lanes by two, and convert the outside lanes to on-street parking. Reducing the width of Broad Street by two lanes also affords a number of other parking, pedestrian and mass transit improvements that are illustrated and described in more detail in the Corridor Enhancement Plan for Windsor Center prepared for First Town Downtown.

By increasing available on street parking, the Town parking lot on the corner of Maple Avenue, the lot adjacent to Windsor Federal Savings Bank and even the frontage of the plaza at the intersection of Routes 75 and 159 (as suggested in the Corridor Enhancement Plan for Windsor Center) can be developed with period style buildings that will help to recreate the cadence of buildings that make a successful shopping street.

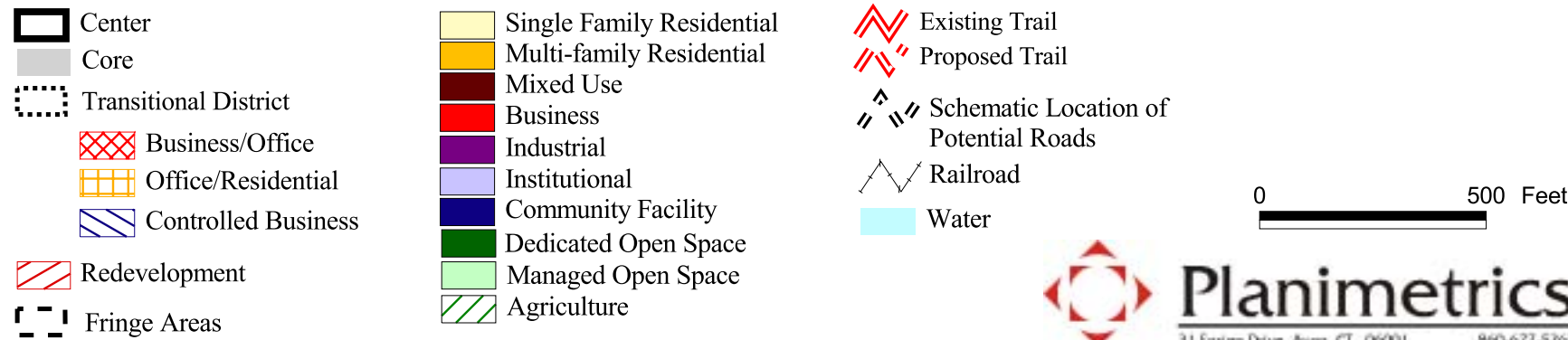
**Windsor Center Plan**  
*(lift page up)*



# Windsor Center Plan



## Legend



### **Strategies to Enhance Windsor Center**

1. Reinforce the current structure of a strong village center by promoting higher-density residential uses in and around the Center.
2. Discourage high-intensity commercial uses in the Center.
3. Encourage commercial uses that meet local needs and specialty/destination uses that enhance the commercial and visual attractiveness of the Center.
4. Consider adopting a Village District to provide a higher level of architectural and aesthetic control over redevelopment in the Center.
5. Continue to target key parcels for redevelopment.
6. Rezone inappropriate commercial land to residential use to encourage reinvestment and stabilize impacted properties.
7. Consider infill development on key parcels to enhance the shopping street environment.
8. Make more concerted efforts to implement the recommendations of the FTDT Corridor Enhancement Plan and other plans for Windsor Center to build momentum and spur private investment.
9. Consider transit-oriented development in Windsor Center to support investment in commuter-rail service.
10. Consider reinforcing “gateways” to provide a sense of entry at village boundaries.
11. Discourage inter-town through traffic on State arterial roads that would detract from the neighborhood character of the Center.
12. Explore options with the Connecticut Department of Transportation to facilitate traffic calming, parking and pedestrian improvements to Route 159.
13. Continue efforts to improve the overall environment of village areas through use of sidewalks, signage, graphic symbols, planting of trees, provision of street furniture, and other aesthetic and functional items that make the Center more desirable to pedestrians, residents and shoppers.

## Wilson

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Wilson developed for a different reason than Windsor Center. Wilson initially grew due to the manufacturing of brick and later as a streetcar suburb of Hartford. Wilson's dense development pattern and population allowed it to become a significant commercial node in its own right. Without a green or the gravity of the Town Hall to attract activity to a central location, Wilson's commercial development took on more of a commercial-strip character, along the length of Windsor Avenue. Despite significant changes over time, Wilson retains many of its original functions.

### Stabilize and Enhance Wilson

The issues facing Wilson are very different from Windsor Center. While additional retail activity is invited in the heart of Windsor Center, where adequate transition areas exist to buffer residential neighborhoods, Wilson requires the potential for future commercial and industrial activity to be scaled back in many areas in order to protect its primary function as a residential neighborhood. Chapter 7 and Chapter 8 contain several recommendations for rezoning commercial and industrial zoned buildings and land to residential use to stabilize and encourage investment in existing residential properties along Windsor Avenue and to remove the threat of inappropriate development at the end of Wilson Avenue and Skitchewaug Street that could destabilize the eastern side of Wilson.

The redevelopment parcel at the northern end of Wilson adjacent to I-291 is actually a consolidation of vacant parcels with potential for mixed commercial/residential development along its Windsor Avenue frontage, strictly commercial development along its interface with 291 (west of Deckers Brook), and multi-family residential use to the rear as a transition to the single-family development to the east. This parcel calls for an attractive development that will anchor the north end of Wilson and set the tone for redevelopment efforts to the south.

**Windsor Avenue Community Center**



**Multi-Family Housing**



**Redevelopment Parcel Awaits Development**



The southern end of Wilson is anchored by two large commercial areas to the north and south of Exit 34 of I-91. Chapter 8 contains specific recommendations for the redevelopment of these areas. Like the redevelopment parcel to the north, the redevelopment of these areas should be attractive, quality development that serves as a southern gateway into both Wilson and Windsor and sets the tone for the redevelopment of Windsor Avenue to the north. It should be noted that while the redevelopment and enhancement of commercial properties further north is encouraged, their conversion to highway-oriented regional shopping venues that invite excessive traffic into the heart of Wilson should be discouraged.

For decades, Wilson has been the focus of the Town's community development activities, utilizing Community Development Block Grant (CDBG) and other funds to: rehabilitate blighted residential properties; create / retain affordable housing units; make facade improvements to businesses; diligently repair and upgrade streets and drainage facilities; and pay for facilities and programs that benefit the entire neighborhood. These activities have all shown positive results and should be continued.

A comprehensive series of improvements to Windsor Avenue in Wilson are scheduled for funding in FY 2006 and should greatly enhance the quality of life in the neighborhood. Improvements include on-street parking, a new traffic light at Bina Avenue, granite curbing, decorative pavers, landscaped medians, street lighting and street furniture that will:

- add to Wilson's character and sense of place;
- create a more pedestrian friendly environment; and
- create "visual friction" or subtle cues that warn a driver that they are entering a more densely developed neighborhood and make speeding feel uncomfortable.

**Old Wilson Fire Station**



**Gateway Sign at Exit 34**

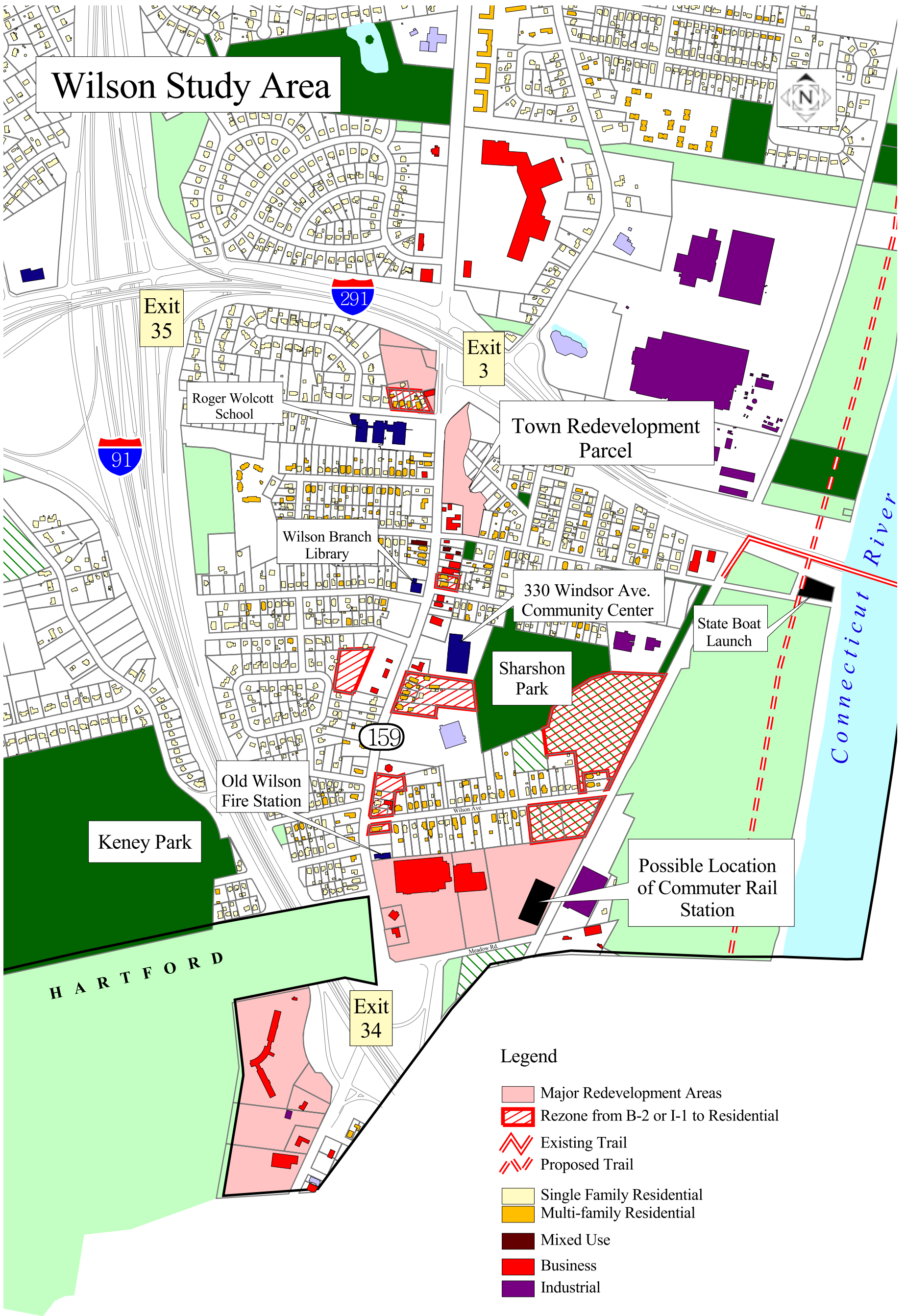


**State Boat Launch at East Barber Street**



**Wilson Plan**  
*(lift page up)*





0 500 Feet

**Strategies to Enhance Wilson**

1. Discourage high-intensity commercial uses in the center of Wilson.
2. Encourage commercial uses that meet local needs and enhance the attractiveness of the village.
3. Consider adopting Village Districts to provide a higher level of architectural and aesthetic control over redevelopment.
4. Continue to target key parcels for redevelopment.
5. Rezone inappropriate commercial and industrial zoned land to residential use to encourage reinvestment and stabilize impacted properties.
6. Make more concerted efforts to implement the recommendations of the Amadon Study and other plans for Wilson to build momentum and spur private investment.
7. Continue the housing rehabilitation, facade improvement and vigilant infrastructure maintenance programs using CDBG and other funds when available.
8. Consider transit-oriented development in Wilson (if selected for a second station) to support investment in commuter-rail service.
9. Consider reinforcing “gateways” to provide a sense of entry at Town and village boundaries.
10. Discourage inter-town traffic on Route 159 that would detract from the neighborhood character of the village.
11. Continue efforts to improve the overall environment of village areas through the use of sidewalks, signage, graphic symbols, planting of trees, provision of street furniture, and other aesthetic and functional items that should make the village more desirable to pedestrians, residents and shoppers.



## Poquonock

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Poquonock is another early mill village whose paper and textiles mills employed over 500 workers in their heyday. With all but one small mill being razed long ago, Poquonock lost much of the cohesiveness that makes Windsor Center and Wilson such identifiable neighborhoods today. In 1979, a tornado struck Poquonock, damaging or destroying buildings and killing many of the large trees that added to the character of the old, established neighborhood. Despite these hardships, Poquonock still meets many of the neighborhood's basic convenience shopping, service, banking, and spiritual needs.

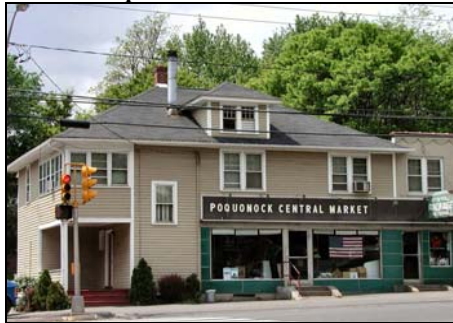
Residents at a Poquonock workshop ranked village enhancement and vehicular circulation as two of the most important issues facing the village. While most residents agreed that speeding and hotel traffic on Route 75 were issues that must be dealt with, they were split on the issue of village enhancement. Some residents want to maintain the status quo while others were interested in exploring concepts such as:

- beautifying and enhancing existing development,
- using alternative development patterns that reinforce the village atmosphere, and
- using open spaces and pedestrian enhancements as cohesive elements to tie the village together.

### Carefully Enhance Poquonock

The pattern of land use in Poquonock is predominantly residential with small clusters of B-1 and B-2 zoning along Route 75 and Tunxis Street. Multi-family dwellings, mixed-use buildings, several churches, the school, post office, fire house and Welch Park all contribute to the village character. Commercial development at the interchange with Route 20 is more highway-oriented in appearance but rounds out many of the basic village needs with banks, a pharmacy and a hardware store. Agriculture rounds out the existing uses and gives Poquonock a more rural character than either Windsor Center or Wilson: an attribute that residents want to preserve.

**Poquonock Central Market**



**Wide Open Feeling Invites Speeding**



**Poquonock Fire House**



Significant changes in land use are not required to preserve and enhance the character of Poquonock. The B-2 zoning of multi-family homes on Tunxis Street should be considered for rezoning to an appropriate residential zone to encourage their upkeep or improvement, especially adjacent to the river where intensive redevelopment might be inappropriate. The B-1 and B-2 zones south of Rainbow Road should be considered for rezoning to a village district to encourage attractive mixed-use development that is more in keeping with the traditional pattern of development. Such a district would allow the Town Planning and Zoning Commission to regulate the character of future development and might include such elements as:

- architectural and landscape design standards;
- reduced building setbacks with parking to the side or rear;
- pedestrian friendly elements such as sidewalks or seating areas; and
- mixed-uses that encourage two-story development that is similar to many buildings in the village.

Pedestrian and vehicular circulation are issues that can both enhance and detract from the character of Poquonock. Route 75, which is the spine of development in Poquonock, has been improved over the years to enhance vehicular circulation at the expense of pedestrians. Wide traffic lanes and shoulders create a sense of openness and driving comfort that tends to increase the speed of traffic through the village. They also create a broad expanse of pavement that may be daunting for some pedestrians to cross.

One way to slow down traffic is to create “visual friction” or subtle cues that warn a driver that they are entering a more densely developed neighborhood and make speeding feel uncomfortable. Elements of visual friction might include:

- entry signs at the fringes of the village, informing motorists that they are entering a special place;
- narrower travel lanes;
- village development patterns with buildings close to the street; and
- unifying elements such as street trees, pedestrian scale street lighting.

Many of these elements would also add to the sense of place that distinguishes the village from the surrounding town. Pedestrian improvements can also add to the sense of place and in some cases even slow traffic.

**Poquonock Plan**  
*(lift page up)*



# Poquonock Study Area

## Legend

- B-2 to Residential

B-1 & B-2 to Village District

Desirable Greenway Linkages

Single Family Residential

Multi-family Residential

Mixed Use

Business

Industrial


Institutional

Community Facility

Dedicated Open Space

Managed Open Space

Agriculture

Water
- The map displays the Poquonock Study Area, featuring the Farmington River flowing through it. Key landmarks and locations are labeled: Poquonock Post Office, Poquonock School, Welch Park, Poquonock Firehouse, River Street Park, and a Boat Launch. The map is color-coded according to the legend, showing various land uses such as residential (single-family and multi-family), commercial (business and industrial), institutional, and open space (dedicated and managed). Greenway linkages are highlighted in orange, and water bodies are in light blue. The map also shows agricultural areas with diagonal hatching. A north arrow is located in the upper left corner, and a scale bar (0 to 500 feet) is in the lower right corner.
-  **Planimetrics**  
31 Ensign Drive, Avon, CT 06001 860-677-5267



Small islands midway across pedestrian crosswalks can create a “safe harbor” for pedestrians in the middle of Route 75 so that they may cross as each lane becomes safe rather than waiting for both lanes to be clear. Such islands also require drivers to slow down and make slight adjustments to maneuver past them.

Like many areas of Town, Poquonock’s sidewalk network contains significant gaps that need to be closed to make the village pedestrian friendly. Both Welch Park and River Street Park lack sidewalks or trails connecting them to the heart of the village along Route 75. As a major arterial, Route 75 should have sidewalks along both sides of the road to allow residents to safely walk between the many village activities. These gaps should be remedied under the townwide sidewalk improvement program discussed in Chapter 12.

#### **Strategies to Enhance Poquonock**

1. Discourage high-intensity commercial uses in the village center.
2. Encourage commercial uses that meet local needs and enhance the attractiveness of the village.
3. Consider adopting Village Districts to provide a higher level of architectural and aesthetic control over redevelopment in the village.
4. Rezone inappropriate commercial land to residential use to encourage reinvestment and stabilize impacted properties.
5. Consider reinforcing “gateways” to provide a sense of entry at Town boundaries and village centers.
6. Discourage inter-town traffic on Route 75 that would detract from the neighborhood character of the village.
7. Continue efforts to improve the overall environment of village areas through use of sidewalks, signage, graphic symbols, planting of trees, provision of street furniture, and other aesthetic and functional items that make the village more desirable to pedestrians, residents and shoppers.

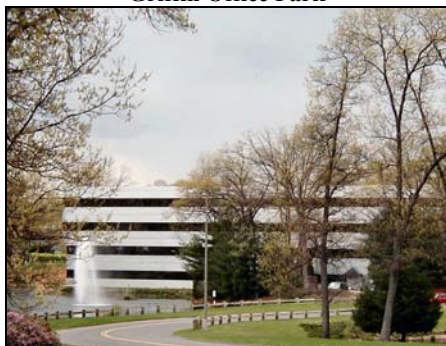
# DAY HILL CORPORATE AREA

# 10

## Overview

When Combustion Engineering broke ground in the 1950s, Day Hill and Prospect Hill Roads were little more than farm roads and I-91 was yet to be built. By 1960, the first segments of I-91 were completed, opening Windsor and the Day Hill Corporate Area (DHCA) to further expansion. Foreseeing the tremendous potential for economic development in the DHCA, Windsor zoned several thousand acres of land for industrial development and made substantial investments in the infrastructure and appearance of Day Hill and Prospect Hill Roads. In doing so, Windsor helped facilitate the development of the over 6.4 million square feet of floor area that exists today, making it a corporate and industrial powerhouse that is the envy of most suburban communities.

Griffin Office Park



Day Hill Road



Marriot Hotel



*Maintain the Day Hill Corporate Area's role as the Region's preeminent suburban business location by maximizing its economic development potential and strengthening its quality corporate image.*



## **Expand Traffic Capacity**

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The Day Hill Corporate Area (DHCA) is comprised of approximately 2,500 acres of industrial and commercial zoned land stretching from Day Hill Road south to Bloomfield Avenue and from I-91 west to the Bloomfield town line (see following map). To date, roughly 1,400 of these acres have been developed with over 6.4 million square feet of industrial and commercial floor area. Under current zoning requirements and assuming a similar mix of land uses to what already exists, there is potential for an additional 5 million square feet on the many underutilized parcels.

The remaining 1,100 acres of undeveloped land can accommodate 9.6 million or more square feet of floor area under current zoning requirements. Combining existing and potential new floor area results in the potential for over 20 million square feet of total floor area. To put this into perspective, the 14 million square feet of potential new floor area is equivalent to the current total office floor area of the City of Hartford. Despite this tremendous potential based on zoning requirements and available acreage, the ability to achieve that potential is dependent on other factors.

With the suburbanization of jobs and housing since the 1950s, traffic in the I-91 corridor has increased significantly. Less than 30 years after opening, the Connecticut Department of Transportation (ConnDOT) recognized that I-91 was destined to exceed capacity and reconstructed it. Although substantial improvements were made to Exits 37 and 38, compromises were made to save money and comply with current highway standards. With continuing growth, both State and Town investments in traffic capacity are reaching the end of their useful life unless serious consideration is given to significant reinvestment and/or changing the course of development in the area.

Traffic capacity, both within and at major access points to the DHCA, is a potential constraint on development. If traffic congestion is not addressed in a timely fashion, opportunities for development may be lost to more accessible locations. With the fate of the area firmly in the hands of the Connecticut Department of Transportation (ConnDOT) due to their control of Routes 75, 187, 189, 305 and I-91, significant lead time is necessary to lobby, secure funding, design, approve and build improvements to these roads.

A number of factors contribute towards the overall traffic conditions within the DHCA including: the capacity of the road network and its various components; the mix of land uses utilizing the road network; and pass through traffic between I-91 and Bloomfield and other northwestern suburbs.

An analysis of critical intersections indicates a series of improvements are needed to keep traffic flowing smoothly in and out of the area. The following chart illustrates the general peak-hour traffic condition of eight critical intersections surrounding the DHCA. As additional floor area is built, the new traffic will be distributed to these intersections, eventually causing each in turn to reach capacity unless the specified improvements are made. Each improvement buys additional traffic capacity, accommodating additional floor area, which in turn generates additional tax revenue.

The first step in addressing the traffic situation in the Day Hill Corporate Area (DHCA) is to make improvements to the intersection of Bloomfield Avenue and Addison Road and adjust signal timing throughout the entire area. These minor improvements will buy the time necessary to address the more serious problems on the horizon.

### **Comprehensive Traffic Study**

What is needed before the more serious traffic problems can be addressed is a detailed traffic study of the DHCA that models the entire road network, allowing the creation of a comprehensive improvement program with detailed cost/benefit analysis for each improvement. Such a study will help prioritize improvements and assign costs to them. Given the regional importance of Day Hill Road as a major route to Bloomfield, Simsbury and other towns to the north and west, the Capitol Region Council of Governments (CRCOG) and the Connecticut Department of Transportation (ConnDOT) should participate both officially and financially in such a study.

### **Improve Exit 38**

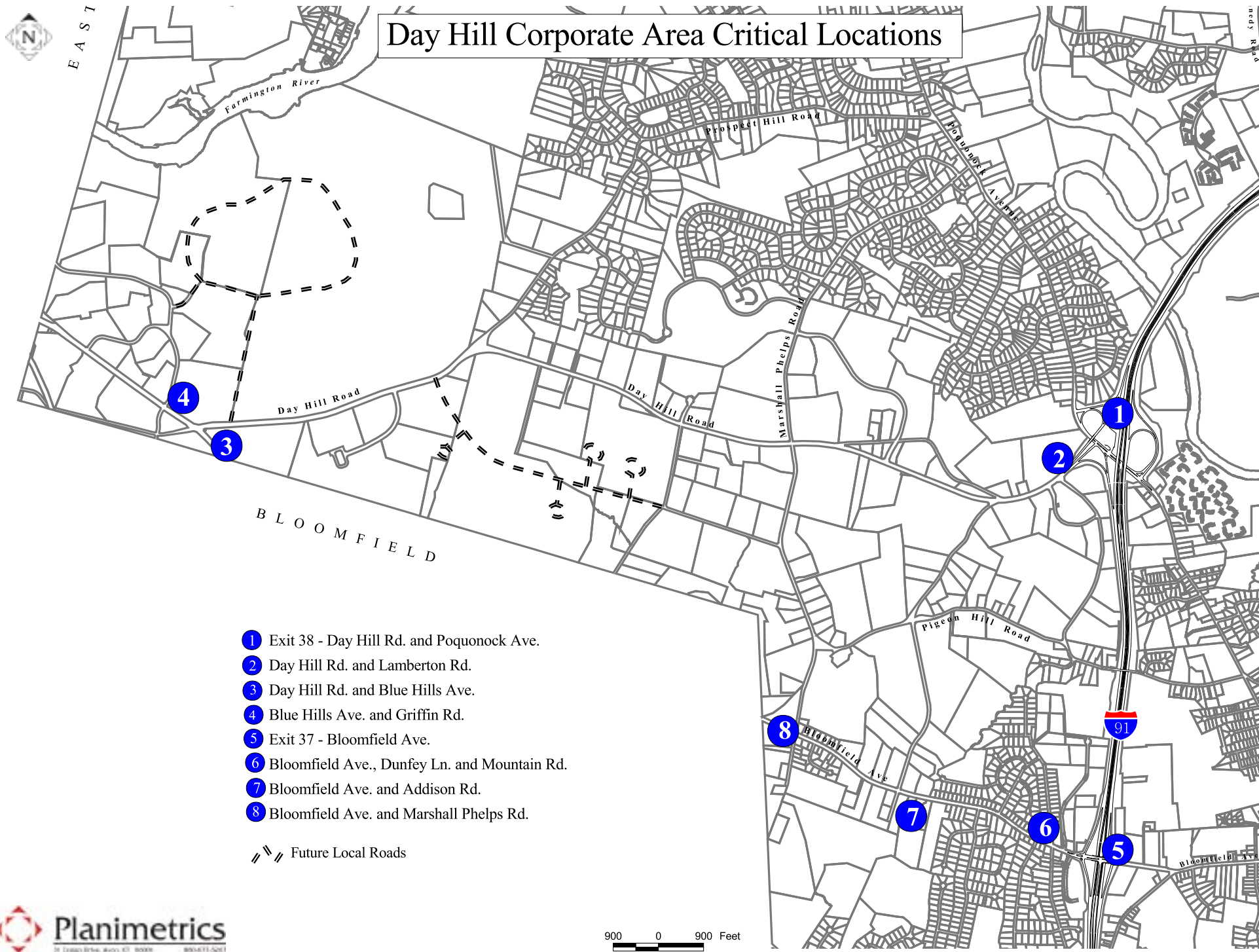
Regardless of the study outcome, Exit 38 on I-91 is critical to the continued success of the area. By omitting a northbound flyover as a cost saving measure when reconstructed over a decade ago, Exit 38 relies upon a dog-legged traffic movement between Day Hill Road and I-91 north during the evening rush hour.

Given the time frame needed to complete such a project, the Town and CRCOG should intensify efforts to construct a flyover so that it can be completed before traffic exceeds the capacity of one or more of the three intersections currently needed to convey northbound commuter traffic. This flyover is also among the recommendations included in the CRCOG Bradley Area Transportation Study.

### **Complete the Bradley Airport Loop Road**

International Drive represents the first segment in a Bradley Airport Loop Road, connecting Routes 187 and 189 with I-91 in Enfield. This road will enhance access, providing additional traffic capacity and divert northbound traffic from Bloomfield and the western reaches of the DHCA away from Day Hill Road and Bloomfield Avenue.

**TRAFFIC ANALYSIS**  
*(lift page up)*



- 1 Exit 38 - Day Hill Rd. and Poquonock Ave.
- 2 Day Hill Rd. and Lamberton Rd.
- 3 Day Hill Rd. and Blue Hills Ave.
- 4 Blue Hills Ave. and Griffin Rd.
- 5 Exit 37 - Bloomfield Ave.
- 6 Bloomfield Ave., Dunfey Ln. and Mountain Rd.
- 7 Bloomfield Ave. and Addison Rd.
- 8 Bloomfield Ave. and Marshall Phelps Rd.

Future Local Roads

[illegible]

An initial proposal for the Bradley Airport Loop Road is included in the CRCOG June 2002 Bradley Area Transportation Study. Its recommendations should be incorporated as part of this plan, with the addition of a recommendation to study improving the intersection of Route 20 and International Drive to the level of a grade separated interchange.

#### **Strategies for Expanding Traffic Capacity**

1. Make minor improvements to buy time for further study and implementation of a comprehensive improvement program.
2. Conduct a comprehensive traffic study of the entire DHCA to model the entire road network and allow the creation of a comprehensive improvement program with detailed cost/benefit analysis for each improvement.
3. Continue to petition for the completion of a Day Hill Road northbound flyover at Exit 38.
4. Continue to petition for the completion of the Bradley Airport Loop Road to divert northbound traffic away from Day Hill Road and Bloomfield Ave.

### **Maximize Revenue Potential**

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Physical road improvements are not the only means of extending traffic capacity. Changes in land uses utilizing the road network can also significantly impact the amount of traffic in the DHCA.

Not surprisingly, an analysis of tax revenue in the DHCA revealed that offices generate almost twice the taxes per square foot than warehouses and nearly 20 percent more than manufacturing. However, given that available land is abundant, costing the Town nothing, and traffic capacity is the more limiting factor, with improvements costing significant tax dollars, pursuing a high proportion of office space may not be the best way to maximize tax revenue.

As the following table illustrates, offices generate more than twice the peak-hour traffic of manufacturing and nearly four times that of warehousing. Because of this, manufacturing and warehouse space can generate twice the tax revenue of office space within the available traffic capacity, while minimizing improvements. Windsor should consider placing more emphasis on manufacturing and warehouse uses in appropriate locations, especially those that are more likely to experience traffic congestion in the future. Before doing so, an analysis should be done on the impacts of truck traffic versus passenger vehicle traffic on road maintenance.



Use	Mean Taxes Per Square Foot	AM Peak Trips Per Square Foot	Taxes Per AM Peak Trip	Tax Ratio Per AM Peak Trip Relative to Office	Tax Ratio Per Sq. ft. Relative to Office
Data Center	\$10.58	NA	NA	NA	\$5.71
Hotel	\$2.64	NA	NA	NA	\$1.42
Office	\$1.86	0.00222	\$835.59	\$1.00	\$1.00
Manufacturing	\$1.51	0.00092	\$1,636.67	\$1.96	\$0.81
Warehouse	\$0.96	0.00057	\$1,684.51	\$2.02	\$0.52
Other	\$1.57	NA	NA	NA	\$0.85

Source: Windsor Assessor's Office, Institute of Traffic Engineers Trip Generation Manual

Another concern with this strategy is that if surrounding towns that utilize our industrial roads to access I-91 do not adhere to this policy, they could continue to develop high traffic generating office buildings, using up Windsor's road capacity at a high rate. As a result, Windsor could end up with warehouses, traffic congestion and increased road maintenance while surrounding towns end up with office buildings in park-like settings. Because of this, Windsor should not exclusively pursue lower traffic generating uses.

As development occurs in either town, Windsor and Bloomfield should work cooperatively with the Connecticut Department of Transportation (ConnDOT) and State Traffic Commission (STC) to pursue improvements to Bloomfield Avenue, Day Hill Road, Poquonock Avenue and the I-91 interchanges for both towns' mutual benefit.

#### **Strategies for Maximizing Revenue Potential**

1. Study the comparative effects of manufacturing and warehouse based truck traffic vs. office based passenger vehicle traffic (generated by an equivalent amount of space) on roadway maintenance.
2. Consider focusing economic development activity on manufacturing and warehouse uses in appropriate locations where traffic congestion is critical.
3. Windsor and Bloomfield should work cooperatively with the Connecticut Department of Transportation (ConnDOT) and State Traffic Commission (STC) to pursue improvements to Bloomfield Avenue, Day Hill Road, Poquonock Avenue and the I-91 interchanges for both towns' mutual benefit.

## Rezone Excess Industrial Land

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If the recommended comprehensive traffic study of the Day Hill Corporate Area (DHCA) reveals a point of diminishing return on infrastructure investment, where the cost of improvements exceeds the tax revenue benefits, there will be a surplus of industrial land. In this instance, the least desirable industrial land (or most suitable for alternative uses) should be rezoned with emphasis on preserving traffic capacity and limiting future transportation expenditures.

Much of the vacant land within the DHCA is currently under cultivation or contains remnants of shade tobacco production that would facilitate their use if the fortunes of that industry improve again. Rezoning these areas to the agricultural AG Zone would be logical since they are already being put to productive use and would also help to preserve agricultural activities as recommended in Chapter 5.

Residential use is another alternative to industrial zoning but attempts to rezone would have to be carefully considered so that when housing becomes established, it does not oppose the continued industrial development of adjacent areas. Residential development can have a twofold impact on traffic patterns in the DHCA. Considering that the most critical movements of traffic are the peak-hour morning commute into the area and the peak-hour evening commute out, residential uses would create a reverse traffic flow during these times, utilizing relatively underutilized travel lanes. Better still, residents might also live and work in the area, requiring only a short commute or allowing walking or riding a bicycle to work. Higher-density multi-family housing might be used as a buffer to the single-family developments that surround the area and if targeted towards active-adults or seniors, could be revenue positive for the Town as well.

### **Strategies for Rezoning Excess Industrial Land**

1. If comprehensive traffic study determines that traffic capacity will limit the full potential of industrial zoned land within the DHCA, consider rezoning actively farmed land that exceeds anticipated traffic capacity to AG Zone.
2. If comprehensive traffic study determines that traffic capacity will limit the full potential of industrial zoned land within the DHCA, carefully consider rezoning to residential use where appropriate and encourage revenue positive housing such as active adult housing.

## **Maintain Quality Corporate Image**

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Contributing to the Day Hill Corporate Area's image as one of the premier business locations in the region is the quality of development that has occurred along Day Hill Road. While many towns have settled for ubiquitous metal buildings that have set the tone for all development to follow, Windsor has tried to maintain a higher standard, insisting on quality designs and materials, especially along the frontage of Day Hill Road.

As the nation and region continue to shift towards a service based economy and warehousing becomes more prevalent, maintaining high architectural standards along Day Hill Road will remain a challenge. Warehousing and manufacturing buildings often require utilitarian designs with long high walls and little or no windows. Allowing such buildings to be built along the frontage of Day Hill Road will undermine future attempts to attract quality office development to the Day Hill Road corridor.

To maintain the quality corporate image, a Day Hill Road Overlay District is recommended to limit the frontage of Day Hill Road to corporate office development within 500 feet of the road. The less visible areas to the rear and elsewhere within the Day Hill Corporate Area would remain open to manufacturing and warehousing facilities where the architectural standards need not be as stringent.

An added benefit of this strategy is that office development, while not prohibited in other areas, will tend to locate in the overlay zone, creating an artificial limit on office development, which has significantly higher traffic generation rates than warehousing and manufacturing. The result is that a limited amount of high-quality office development will be concentrated in the most appropriate location.

### **Strategy for Maintaining Quality Corporate Image**

1. Create a Day Hill Road Office Overlay District to limit the frontage of Day Hill Road to high-quality corporate office development.

## Construct a System of Trails

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With few exceptions, most roads within the Day Hill Corporate Area (DHCA) lack sidewalks, discouraging employees from walking, jogging or riding to and from work or during lunch breaks. During pleasant weather, roadsides are dotted with employees dodging cars and trucks as they walk, jog or ride along the shoulders. Even during winter months, hardier employees will venture out despite piles of snow filling the shoulders of roads, forcing them into the travel lanes.

A system of trails is needed to provide a safe location for these activities and link the DHCA with a townwide system of open space greenways and trails (see Chapter 4). The trail should be between eight and 12 feet wide and may be paved with bituminous concrete, stone dust or some other form of porous pavement, depending on its location and seasonal use. Once planned, the trail can be implemented piecemeal as new development occurs by requiring a trail segment as part of a site plan approval or even major site plan revisions. Existing employers can be requested to participate by providing a trail segment or funding for the benefit of their employees in much the same way that Combustion Engineering did along what was formerly Prospect Hill Road.

### Strategies for Constructing a System of Trails

1. Plan a trail system for the DHCA to provide a safe alternative to using existing roads and tie into a townwide trail system.
2. Require trail segments for new developments where appropriate as part of the site plan approval process.
3. Request current employers within the DHCA to provide or contribute towards trail segments to complete the network.

**No Sidewalks in Griffin Office Park**



**Windsor Center Riverwalk**



# MAINTAIN EXCELLENT COMMUNITY FACILITIES & SERVICES

# 11

## Overview

Community facilities and services contribute significantly to community character and quality of life. Throughout this Plan, it has been noted that Windsor is an amenity rich community. Nowhere is that more apparent than in its public facilities. In addition to traditional town functions, Windsor offers such services as a child day care center, an adult day care center, a Montessori, a cross-country ski center, a teen center and more.

This chapter will inventory and review the physical attributes of these facilities and services to ensure that they are appropriately located and sized to meet community needs during the planning period and beyond. Through its Capital Improvement Program (CIP), Windsor has already addressed many of the anticipated community facility needs during the life of this plan. The main community facility and service issues facing Windsor during the planning period are: relocating the public works complex, enlarging the Windsor Library, closing the landfill, enlarging the public safety complex, and providing additional athletic facilities.

*Continue to provide the excellent public facilities and services that contribute towards Windsor's role as an amenity rich community and high quality of life.*

**Town Hall**



**Public Safety Complex**



**Education Facilities**





## Priority

On the following pages, the priority codes assigned to different community facility needs should be interpreted as follows:

Priority	Description
1	Is a very high priority for addressing during the planning period
2	Is a high priority to address during the planning period
3	Needs to be considered or addressed during the planning period

## General Government

### Town Hall

Town Clerk	Recommendations	Priority
<ul style="list-style-type: none"><li>Continuing growth in real estate transactions could lead to record retention/vault space issues.</li></ul>	<ul style="list-style-type: none"><li>Consider option of digitally archiving land records.</li></ul>	2

### L.P. Wilson Community Center

Social Services	Recommendations	Priority
<ul style="list-style-type: none"><li>Social services lack adequate space and privacy for counseling clients at L.P. Wilson Community Center</li></ul>	<ul style="list-style-type: none"><li>Consider re-allocating space among Community Development, Parks and Recreation, Senior Services, and Social Services.</li></ul>	1
Senior Services		
<ul style="list-style-type: none"><li>Mature adult population (ages 55+) expected to increase to about 1/3 of population through 2020.</li><li>3000 S.F. to be vacated by the Caring Connection should alleviate space needs for the near future.</li></ul>	<ul style="list-style-type: none"><li>Continue to monitor growth in senior population to anticipate program and staff needs.</li></ul>	2

### Milo Peck Center

Discovery Center	Recommendations	Priority
<ul style="list-style-type: none"><li>Childcare program is at capacity with shrinking waiting list. No plans to expand program.</li></ul>	<ul style="list-style-type: none"><li>None.</li></ul>	
Montessori		
<ul style="list-style-type: none"><li>Program is at capacity with waiting list. No plans to expand program.</li></ul>	<ul style="list-style-type: none"><li>None.</li></ul>	
Parent Center		
<ul style="list-style-type: none"><li>No issues identified.</li></ul>	<ul style="list-style-type: none"><li>None.</li></ul>	

## 330 Windsor Avenue

Caring Connection Adult Day Care	Recommendations	Priority
<ul style="list-style-type: none"> <li>8,500 S.F. of space will allow program to more than double the current number of clients.</li> </ul>	<ul style="list-style-type: none"> <li>None.</li> </ul>	
Community Center		
<ul style="list-style-type: none"> <li>Facility hosts many functions including: Teen Center, recreation programs, Police Athletic Leagues, Caring Connection, and police substation.</li> <li>Additional parking and pedestrian bridge to Sharshon Park relieves traffic and parking issues in neighborhood to the east.</li> </ul>	<ul style="list-style-type: none"> <li>None.</li> </ul>	

## Other Facilities

Dog Pound	Recommendations	Priority
<ul style="list-style-type: none"> <li>Conflicts with development/redevelopment of east side of Windsor Center and possible commuter rail parking.</li> </ul>	<ul style="list-style-type: none"> <li>Relocate Dog Pound in Windsor or to Bloomfield.</li> </ul>	2
Old Wilson Fire House		
<ul style="list-style-type: none"> <li>Facility contains employee fitness center, police substation and meeting rooms.</li> </ul>	<ul style="list-style-type: none"> <li>None.</li> </ul>	

Senior Center at  
L.P. Wilson Community Center



Milo Peck Child Development Center



330 Windsor Avenue Community Center



Priority	Description
<b>1</b>	Is a very high priority for addressing during the planning period
<b>2</b>	Is a high priority to address during the planning period
<b>3</b>	Needs to be considered or addressed during the planning period

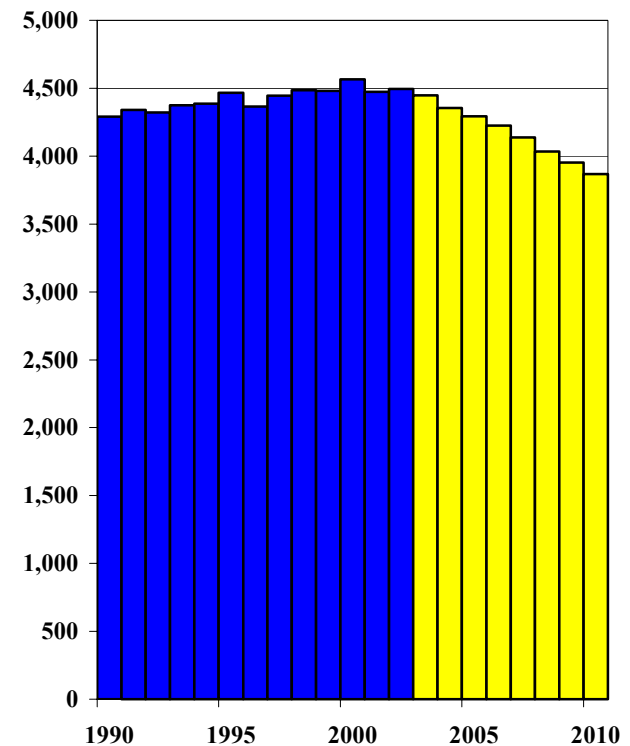
## Education Facilities

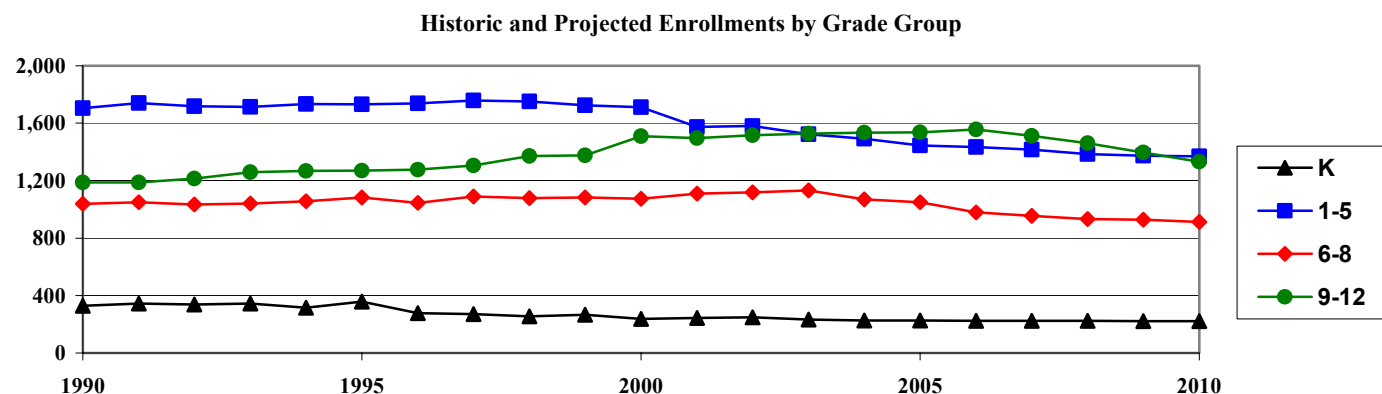
Overall Trends	Recommendations	Priority
<ul style="list-style-type: none"> <li>Youth population peaked in 2000.</li> <li>School enrollment peaked at 4,495 students in 2002-03 and is projected to decline system-wide through 2010.</li> </ul>	<ul style="list-style-type: none"> <li>None</li> <li>Evaluate feasibility of East View Drive school site. Seek alternative site if East View Drive site is inadequate before available sites become scarce.</li> </ul>	<b>2</b>

Historic and Projected Enrollments by Grade Group

Year	Pre-K	K	1-5	6-8	9-12	Total
1990-91	30	329	1,705	1,039	1,188	4,291
1991-92	19	345	1,740	1,049	1,188	4,341
1992-93	18	337	1,718	1,034	1,215	4,322
1993-94	20	343	1,713	1,042	1,258	4,376
1994-95	17	315	1,733	1,056	1,267	4,388
1995-96	23	358	1,732	1,084	1,270	4,467
1996-97	28	278	1,739	1,045	1,277	4,367
1997-98	20	271	1,758	1,091	1,305	4,445
1998-99	30	256	1,751	1,078	1,371	4,486
1999-00	31	267	1,725	1,083	1,376	4,482
2000-01	32	237	1,712	1,075	1,510	4,566
2001-02	49	244	1,574	1,109	1,497	4,473
2002-03	32	249	1,580	1,119	1,515	4,495
2003-04	32	233	1,523	1,131	1,528	4,447
2004-05	32	227	1,492	1,070	1,534	4,355
2005-06	32	227	1,446	1,051	1,537	4,293
2006-07	32	225	1,435	978	1,555	4,225
2007-08	32	225	1,416	954	1,512	4,139
2008-09	32	224	1,385	933	1,461	4,035
2009-10	32	223	1,373	928	1,397	3,953
2010-11	32	223	1,370	912	1,332	3,869

Historic and Projected Total Enrollments (Grades K-12)





Specific School Facilities	Recommendations	Priority
<ul style="list-style-type: none"> <li>Pre-K program located at Roger Wolcott School limited to special needs students.</li> <li>Kindergarten enrollment peaked in 2002-03 and is projected to decline through 2010.</li> <li>Currently ½-day kindergarten with three full-day classes but Board of Education wants full-day kindergarten.</li> <li>Elementary school enrollment peaked at 1,758 in 1997-98 and is projected to decline through 2010.</li> <li>Middle school enrollment projected to peak at 1,131 in 2003-04 before declining through 2010.</li> <li>High School enrollment projected to peak at 1,555 in 2006-07 before declining rapidly through 2010.</li> </ul>	<ul style="list-style-type: none"> <li>None.</li> <li>With declining student enrollments, there should be adequate capacity in the elementary schools pending any programmatic changes in the use of available space by the Board of Education.</li> <li>See above.</li> <li>Sage Park Middle School should have adequate capacity during the planning period.</li> <li>Windsor High School should have adequate capacity during the planning period.</li> </ul>	<div style="border: 1px solid black; padding: 10px; text-align: center; width: 40px; margin: 0 auto;">3</div> <div style="border: 1px solid black; padding: 10px; text-align: center; width: 40px; margin: 0 auto;">3</div>

**Poquonock Elementary School**



**Windsor High School**



**Sage Park Middle School**



## Enrollment Factors

In most communities, school enrollments are a function of overall demographic trends.

For example, the “baby boom” refers to a large number of people born in the United States between 1945 and 1965 (with a peak around 1955). As a result, school enrollments in the nation peaked around 1970 as the peak of the baby boom moved through the school system.

Since the baby boom peak was aged 35 in 1990, the birth rate in Connecticut peaked around that time. As a result, enrollments in many communities can be expected to peak around 2005 as this “baby boom echo” moves through the school system.

Net migration can also affect enrollment as students move in and out of the school system. As Windsor’s population continues to grow, so will its school enrollment as it is expected to maintain an enrollment ratio of approximately 15%.

## Recurring Peaks

Due to life stage and family formation cycles, enrollment peaks can be anticipated every 35 years which in Windsor’s case is 2035.

Priority	Description
<b>1</b>	Is a very high priority for addressing during the planning period
<b>2</b>	Is a high priority to address during the planning period
<b>3</b>	Needs to be considered or addressed during the planning period

## Public Safety

Police Department	Recommendations	Priority
<ul style="list-style-type: none"> <li>Last expanded in 1987, the Police Station at the Public Safety Complex is beginning to become overcrowded, with rooms being used for other than their intended purpose. The Public Safety Complex is slated for a concept study in FY 2005 to determine staffing, space needs and expansion/replacement options.</li> <li>New substation at 330 Windsor Avenue will maintain presence in Wilson neighborhood.</li> </ul>	<ul style="list-style-type: none"> <li>Await results of concept study to resolve both staffing and facility needs.</li> <li>None.</li> </ul>	<b>2</b>
Fire Department	Recommendations	Priority
<ul style="list-style-type: none"> <li>Volunteer department with approximately 130 active members in four companies need more members.</li> <li>The relatively new Wilson Fire Station, the new Rainbow Fire Substation and the recently expanded Poquonock Fire Station should meet needs over the next ten to twenty years.</li> <li>Hayden Station Fire Station is currently undergoing a concept study to determine staffing, space needs and expansion / replacement options.</li> <li>The Public Safety Complex is slated for a similar study in FY 2005.</li> <li>Palisado Avenue north of Clapp Road has no reliable source of water for fire protection.</li> </ul>	<ul style="list-style-type: none"> <li>Continue programs to attract/retain volunteers.</li> <li>None.</li> <li>Keep the funding of studies, design and construction of preferred alternatives on track in the CIP.</li> <li>If situation warrants, extend the water line north from Clapp Road or south from Windsor Locks or provide an alternative water source such as a cistern(s).</li> </ul>	<b>1</b>
Emergency Medical Response	Recommendations	Priority
<ul style="list-style-type: none"> <li>Town contracts with Windsor Volunteer Ambulance, Inc. (WVA) for ambulance/emergency medical services.</li> <li>WVA sub-contracts with American Medical Response for paid emergency medical personnel to supplement volunteer corps for 24-hour rapid response.</li> </ul>	<ul style="list-style-type: none"> <li>Continue to support WVA and their programs to attract/retain volunteers.</li> </ul>	<b>1</b>
Emergency Communications	Recommendations	Priority
<ul style="list-style-type: none"> <li>New radio system should enhance communications for all public safety services with increased range and capacity.</li> </ul>	<ul style="list-style-type: none"> <li>None.</li> </ul>	



## Public Works

James Lee Public Works Complex	Recommendations	Priority
<ul style="list-style-type: none"> <li>Facility is overcrowded and has no room for expansion in place and occupies prime real estate on Day Hill Road.</li> <li>Sand/salt storage facility needed.</li> </ul>	<ul style="list-style-type: none"> <li>Given current space needs and the anticipated closure of the Mechanic Street garage, a study of future space needs and possible alternative sites for all or part of the facility is needed.</li> </ul>	1
Mechanic Street Garage	Recommendations	Priority
<ul style="list-style-type: none"> <li>Planned for closure and disposal for redevelopment.</li> <li>Parks Department moved to Public Works Complex.</li> <li>Used mainly for winter storage, maintenance and storage of small equipment.</li> <li>Maintenance of building deferred indefinitely.</li> </ul>	<ul style="list-style-type: none"> <li>Property should be actively marketed before deferred maintenance eliminates possibility of adaptive reuse of building.</li> </ul>	2
Maintenance	Recommendations	Priority
<ul style="list-style-type: none"> <li>Road maintenance budget has been reduced over the years. Current funding and staffing levels may not be adequate to fully address road maintenance.</li> </ul>	<ul style="list-style-type: none"> <li>Deferred maintenance may save money in the short term but reconstruction is more expensive in the long term.</li> </ul>	2
<ul style="list-style-type: none"> <li>There are significant gaps in sidewalks and street with no sidewalks.</li> <li>Engineering Department maintains sidewalk deficiency list.</li> </ul>	<ul style="list-style-type: none"> <li>Continue with programmed construction and replacements in CIP.</li> </ul>	1
<ul style="list-style-type: none"> <li>Catch basin and detention pond cleaning is currently not a high priority.</li> <li>Catch basin cleaning equipment is old and staffing is inadequate.</li> <li>Funds for contracting catch basin cleaning are often redirected to higher priorities (i.e. snow plowing).</li> </ul>	<ul style="list-style-type: none"> <li>Under new NPDES Phase II stormwater guidelines, maintenance of stormwater drainage facilities will have to be performed regularly.</li> </ul>	1
<ul style="list-style-type: none"> <li>Staff of three is inadequate for preventative building maintenance and maintaining Town streetlights.</li> </ul>	<ul style="list-style-type: none"> <li>Add staff or prioritize/reassign duties before costly repairs result.</li> </ul>	2
Vehicles/Equipment	Recommendations	Priority
<ul style="list-style-type: none"> <li>Average age of equipment is getting older as new equipment funds are diverted to cover maintenance.</li> </ul>	<ul style="list-style-type: none"> <li>Increase vehicle maintenance budget to allow scheduled purchases of new vehicles.</li> </ul>	2

Priority	Description
<b>1</b>	Is a very high priority for addressing during the planning period
<b>2</b>	Is a high priority to address during the planning period
<b>3</b>	Needs to be considered or addressed during the planning period

## Public Works (Continued)

Waste Disposal	Recommendations	Priority
<ul style="list-style-type: none"> <li>Municipal solid waste landfill is projected to close in 2006.</li> <li>Windsor is close enough to Hartford CRRA facility for direct delivery after close of landfill. Other disposal locations would require a transfer station.</li> <li>Residents without pickup will continue to be able to bring waste to the Town facility for disposal.</li> </ul>	<ul style="list-style-type: none"> <li>Decisions on the direction the disposal of municipal waste will take must be made quickly so that necessary facilities can be planned, designed and constructed before closure occurs.</li> <li>Solid waste disposal activities such as sorting, recycling, volume reduction, or composting should be located in industrial or warehouse zones with sufficient buffering to reduce impacts on adjacent uses.</li> </ul>	<b>1</b>
<ul style="list-style-type: none"> <li>Bulky waste landfill is projected to close in 2006.</li> <li>Brush and leaves will continue to be processed into mulch.</li> </ul>	<ul style="list-style-type: none"> <li>See above.</li> </ul>	<b>1</b>
<ul style="list-style-type: none"> <li>CRRA has recycling center but it may be cheaper to maintain recycling center on site.</li> </ul>	<ul style="list-style-type: none"> <li>See above.</li> </ul>	<b>1</b>

**Public Works Garage**



**Transfer Station**



**Sanitary Landfill**

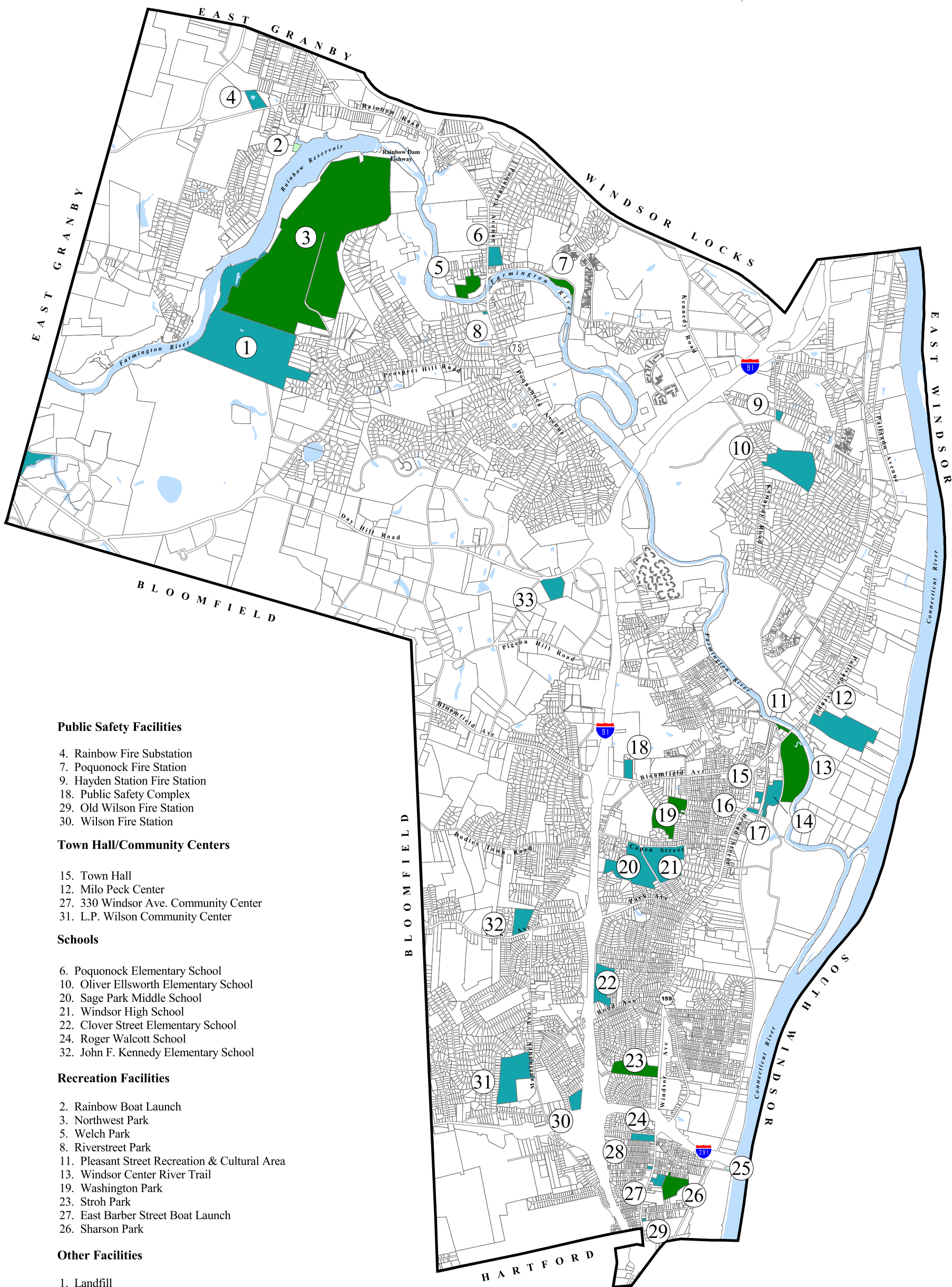


**Community Facilities Plan**  
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# Community Facilities Plan

Town of Windsor, CT



**Public Safety Facilities**

- 4. Rainbow Fire Substation
- 7. Poquonock Fire Station
- 9. Hayden Station Fire Station
- 18. Public Safety Complex
- 29. Old Wilson Fire Station
- 30. Wilson Fire Station

**Town Hall/Community Centers**

- 15. Town Hall
- 12. Milo Peck Center
- 27. 330 Windsor Ave. Community Center
- 31. L.P. Wilson Community Center

**Schools**

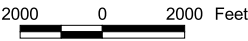
- 6. Poquonock Elementary School
- 10. Oliver Ellsworth Elementary School
- 20. Sage Park Middle School
- 21. Windsor High School
- 22. Clover Street Elementary School
- 24. Roger Walcott School
- 32. John F. Kennedy Elementary School

**Recreation Facilities**

- 2. Rainbow Boat Launch
- 3. Northwest Park
- 5. Welch Park
- 8. Riverstreet Park
- 11. Pleasant Street Recreation & Cultural Area
- 13. Windsor Center River Trail
- 19. Washington Park
- 23. Stroh Park
- 27. East Barber Street Boat Launch
- 26. Sharson Park

**Other Facilities**

- 1. Landfill
- 14. Parks Department Garage
- 16. Windsor Library
- 17. Dog Pound
- 28. Wilson Branch Library
- 33. James Lee Public Works Complex





## Recreation / Cultural Facilities

Demographic Trends	Recommendations	Priority
<ul style="list-style-type: none"> <li>Youth population (0-19) peaked in 2000 and is expected to decline while mature adult population (ages 55+) is expected to rise through 2020.</li> </ul>	<ul style="list-style-type: none"> <li>Monitor changing demographic and recreation trends to anticipate future program and facility needs.</li> </ul>	2

Outdoor Recreation	Recommendations	Priority
<ul style="list-style-type: none"> <li>Major facilities: Northwest Park, Sharshon Park, Stroh Park, Washington Park and Welch Park.</li> <li>Minor facilities: Barber Street Boat Launch, Custer Drive Playground, Deerfield Park, Fitch Court Playground, Lancaster Drive Park, L.P. Wilson Community Center, Pleasant Street Park, Rainbow Boat Launch, River Street Park, Trent Drive Park, Windsor Center Riverwalk, and all school facilities.</li> </ul>	<ul style="list-style-type: none"> <li>Need for more soccer, softball and lacrosse fields as well as basketball courts.</li> <li>Playground equipment needs to be brought up to code or replaced. (CIP FY 2005, unscheduled)</li> <li>Prioritize and schedule the many unscheduled athletic facility improvements in the CIP.</li> <li>Design and construct passive and active recreation facilities at the landfill site per the adopted 2002 Landfill Post-Closure Reuse Plan.</li> </ul>	2
<ul style="list-style-type: none"> <li>Connecticut and Farmington Rivers are untapped resource for greenways and extension of Windsor Center Riverwalk.</li> <li>Need Day Hill Road trail system for workers</li> </ul>	<ul style="list-style-type: none"> <li>See Chapter 12 -Transportation - Pedestrian and Bicycle Circulation.</li> </ul>	1
<ul style="list-style-type: none"> <li>Welch Pool needs enlargement.</li> <li>Aqua-fountains at Town Parks are obsolete and need replacement.</li> </ul>	<ul style="list-style-type: none"> <li>Proceed with scheduled improvement of Welch pool and schedule aqua-fountains for replacement.</li> </ul>	2

**Washington Park**



**Windsor Center Riverwalk**



**Northwest Park**



Priority	Description
<b>1</b>	Is a very high priority for addressing during the planning period
<b>2</b>	Is a high priority to address during the planning period
<b>3</b>	Needs to be considered or addressed during the planning period

## Recreation / Cultural Facilities (continued)

Indoor Recreation	Recommendations	Priority
<ul style="list-style-type: none"> <li>L.P. Wilson Community Center, Milo Peck Community Center, 330 Windsor Avenue Community Center and all school facilities.</li> <li>Indoor pool located at Windsor High School.</li> </ul>	<ul style="list-style-type: none"> <li>None.</li> <li>None.</li> </ul>	
Libraries	Recommendations	Priority
<ul style="list-style-type: none"> <li>Windsor library is undersized based on population/usage.</li> <li>Additions totaling 11,400 S.F. are proposed bringing total to 34,000 S.F.</li> <li>Parking shortage will be aggravated by additional space.</li> <li>Wilson Library owned by Windsor Library Association.</li> </ul>	<ul style="list-style-type: none"> <li>Keep planned additions on schedule.</li> <li>Work cooperatively with Grace Episcopal Church to connect the library parking lot with the Huntington House Museum and Town Hall parking lots to the rear of the church.</li> <li>None.</li> </ul>	<b>1</b>

**Windsor Library**



**Wilson Library**



**L.P. Wilson Community Center**





**Strategies to Address Current Needs**

1. Consider re-allocating space among Community Development, Parks and Recreation, Senior Services, and Social Services.
2. Continue programs to attract and retain volunteers.
3. Extend the water line north from Clapp Road or south from Windsor Locks or provide an alternative water source such as a cistern(s) for fire protection.
4. Study future space needs and possible alternative sites for all or part of the public works complex and Mechanic Street Parks Garage.
5. Continue with scheduled construction and replacement of sidewalks.
6. Perform regular maintenance of stormwater drainage facilities to comply with new NPDES Phase II stormwater guidelines.
7. Decide on method of municipal waste disposal so that necessary facilities can be appropriately located, planned, designed and constructed before landfill closure occurs.
8. Construct Welch Pool improvements.
9. Construct Windsor Library additions.
10. Work cooperatively with Grace Episcopal Church to connect the library parking lot with the Town Hall parking lot to the rear of the church.

### **Strategies to Prepare for Mid- and Long-Range Needs**

1. Consider digitally archiving land records to save vault space.
2. Continue to monitor changes in the senior population to anticipate program and staff needs.
3. Relocate dog pound in Windsor or to Bloomfield.
4. Complete concept studies to resolve facility needs for Public Safety Complex and Hayden Station Fire House.
5. Market the Mechanic Street Parks Garage for adaptive reuse while monitoring condition of the building.
6. Upgrade building maintenance before costly repairs result.
7. Increase Public Works vehicle maintenance budget to cover repairs without deferring new equipment.
8. Monitor changing demographic and recreation trends to anticipate future program and facility needs.
9. Construct greenway trails along the Connecticut and Farmington Rivers.
10. Construct a trail along the Day Hill Road Corridor.
11. Design and construct passive and active recreation facilities at the landfill site per the adopted 2002 Landfill Post-Closure Reuse Plan.
12. Prioritize and schedule recreation facility improvements in the CIP.
13. Evaluate feasibility of East View Drive school site and seek an alternative site if necessary before available sites become scarce.

# IMPROVE TRANSPORTATION FACILITIES

# 12

## Overview

Throughout its history, transportation has played a significant role in Windsor's growth and development. The Town has repeatedly taken advantage of its strategic location relative to the transportation modes of the day; from its settlement at the confluence of two major rivers to its nine interstate highway exits and easy access to Bradley International Airport today.

This chapter will look at Windsor's numerous transportation systems, including pedestrian and bicycle facilities, to ensure that they move people and goods safely and efficiently, support community structure, enhance community character and protect residential neighborhoods.

*Continue to capitalize on Windsor's strategic location to enhance the transportation network and provide safe, convenient transportation for all Windsor residents and businesses.*

**Roadway Circulation**



**Pedestrian Circulation**



**Transit**



Classifying Roads

Roads are typically classified based on their:

- function (through traffic versus access),
- major land use (business or residential),
- traffic volumes, and
- overall location.

Road Classification

**Limited Access Highway** – A regional, high speed road with controlled access points.

**Arterial Road** - A road primarily intended to carry regional traffic and serve major activity centers.

**Collector Road** - A road intended to serve business areas and/or distribute traffic between arterial roads and neighborhoods.

**Local Street** - A road primarily intended to provide access to abutting properties and not serve major through traffic.

Address Road Network Issues

As an older inner-ring suburb, Windsor has a well connected road network. With the Connecticut River as a barrier to east-west movement, the predominant flow of traffic is north-south along Interstate 91 and to a lesser degree, Routes 75, 159 and 187. Day Hill Road, Routes 178, 218, 305 and Interstate 291 carry east-west traffic with Interstate 291 being the sole route across the Connecticut River in Windsor.

Maintain Roadway Function

Access to public streets should be tailored to the function of the street. Direct access to arterials should be discouraged or prohibited, requiring shared driveways, interconnected parking lots, access roads and similar measures to reduce curb cuts and maximize the movement of through traffic. Acceleration/deceleration lanes could also be required at access points to facilitate the efficient flow of traffic. Collector roads can provide both direct and indirect access to adjacent land but access management measures should be encouraged. Local Streets are meant for direct access by residential uses and should not be used to accommodate high speed through traffic.

Maintain Traffic Circulation

As the name “arterial” suggests, Windsor’s road network is its circulatory system and traffic must flow freely within that system if the town is to remain healthy. Windsor’s eight arterial roads are the most critical links in the road network, conveying large amounts of traffic to and from local and collector streets as well as providing access to most of Windsor’s businesses. All of Windsor’s arterial roads are State roads except for Day Hill Road and International Drive.

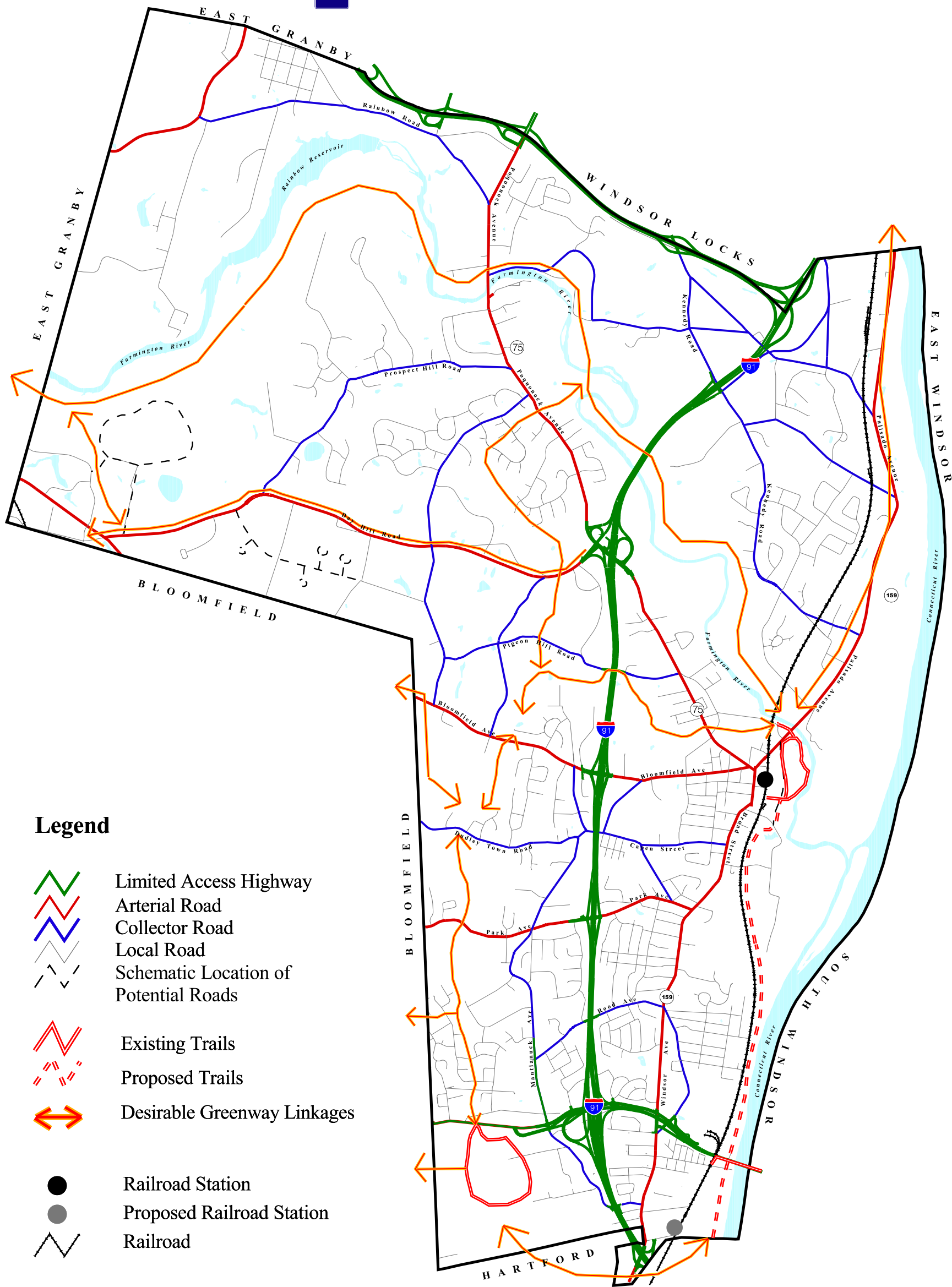
Road Classifications		
Limited Access	<ul style="list-style-type: none"><li>• Interstate 91</li><li>• Route 20</li></ul>	<ul style="list-style-type: none"><li>• Interstate 291</li></ul>
Arterials	<ul style="list-style-type: none"><li>• Route 75</li><li>• Route 159</li><li>• Route 178</li><li>• Route 187</li></ul>	<ul style="list-style-type: none"><li>• Route 218</li><li>• Route 305</li><li>• Day Hill Road</li><li>• International Drive</li></ul>
Collectors	<ul style="list-style-type: none"><li>• Addison Road</li><li>• Archer Memorial Drive</li><li>• Basswood Road</li><li>• Bina Avenue</li><li>• Capen Street</li><li>• Center Street</li><li>• Cook Hill Road</li><li>• Deerfield Road</li><li>• Dudley Town Road</li><li>• Hayden Station Road</li><li>• Kennedy Road</li></ul>	<ul style="list-style-type: none"><li>• Macktown Road</li><li>• Marshall Phelps Road</li><li>• Matianuck Avenue</li><li>• Mountain Road</li><li>• Pigeon Hill Road</li><li>• Rainbow Road</li><li>• River Street</li><li>• Rood Avenue</li><li>• Prospect Hill Road</li><li>• Sage Park Road</li></ul>
Local	<ul style="list-style-type: none"><li>• All remaining roads</li></ul>	

Transportation Plan  
(lift page up)



# Transportation Plan

Town of Windsor, CT



## Legend

- Limited Access Highway
- Arterial Road
- Collector Road
- Local Road
- Schematic Location of Potential Roads
- Existing Trails
- Proposed Trails
- Desirable Greenway Linkages
- Railroad Station
- Proposed Railroad Station
- Railroad

0 4000 Feet



Planimetrics

31 Ensign Drive, Avon, CT 06001 860-677-5267



**Average Daily Traffic (ADT) Volumes for State Roads (2001)**

	<b>Route</b>	<b>Location</b>	<b>ADT</b>
<b>Expressways</b>	<b>I-91</b>	From Route 159 to I-291	134,800
		From I-291 to Route 178	142,300
		From Route 178 to Route 305	138,300
		From Route 305 to Route 75	126,200
		From Route 75 to Kennedy Road	125,900
		From Kennedy Road to Route 20	112,100
	<b>I-291<sup>1</sup></b>	EB from Route 218 to I-91	13,400
		EB from I-91 to Deerfield Road	52,000
		EB from Deerfield Road to Bissell Bridge	58,600
	<b>Route 20<sup>1</sup></b>	EB from Hamilton Standard Road to Route 75	38,800
		EB from Route 75 to Kennedy Road	54,000
		EB from Kennedy Road to I-91	54,800
	<b>Route 75</b>	From Route 159 to Route 305	10,000
		From Route 305 to "Day Hill Mall"	7,500
		From "Day Hill Mall" to I-91 NB access	11,700
		From I-91 NB access to I-91 SB access	19,200
		From I-91 SB access to I-91 SB exit	15,200
		From I-91 to Rainbow Road	9,200
<b>Arterials</b>	<b>Route 159</b>	From I-91 to I-291	12,300
		From I-291 to Route 178	13,600
		From Route 178 to Route 75	13,500
		at Windsor Locks Town Line	3,300
	<b>Route 178</b>	From Bloomfield Town Line to Matianuck Avenue	11,400
		From Matianuck Avenue to I-91 SB access	14,900
		From I-91 NB access to Route 159	8,000
	<b>Route 187</b>	From Bloomfield Town Line to Day Hill Road	14,000
		From Day Hill Road to Route 189	13,300
	<b>Route 218</b>	From Bloomfield Town Line to I-291 EB access	34,700
		From I-291 EB access to I-91 SB access	23,300
		From I-91 NB exit to Route 159	8,700
	<b>Route 305</b>	From Bloomfield Town Line to Addison Road	13,600
		From Addison Road to I-91	18,600
		From I-91 to Cook Hill Road	13,300
		From Cook Hill Road to Mack Street	8,200
		From Mack Street to Route 75	6,300

Connecticut Department of Transportation <sup>1</sup>Represents one-way traffic only

The adjacent table summarizes average daily traffic (ADT) volumes on key segments of these State roads. Note that several road segments carry significantly higher traffic volumes than others on the same or similar roads. Route 75 between the I-91 access ramps carries twice the traffic of other Poquonock Avenue segments while Route 305 carries nearly three times the traffic between I-91 and Addison Road than a similar two-lane segment between Mack Street and Route 75. Route 218 between the Bloomfield Town Line and I-291 carries traffic volumes approaching the expressway volumes of Route 20, yet has an unsignalized intersection at Columbia Road.

The Connecticut Department of Transportation (ConnDOT) Traffic Accident Surveillance Report (TASR) tracks accidents on State highways. Intersections and road segments with critical accident rates are placed on the Suggested List of Surveillance Study Sites (SLOSSS) and monitored for continuing problems that might warrant future improvements. Windsor has eight locations on the SLOSSS which are detailed in the table on the following page.

## TASR

"Traffic Accident Surveillance Report" - Used by ConnDOT to evaluate roadways for indications of higher than statistically expected accident rates. When the ratio of actual accident rate (RA) to critical accident rate (RC) exceeds 1.0 and the number of accidents exceeds 15, the intersection or road segment is placed on the SLOSSS.

## SLOSSS

"Suggested List of Surveillance Study Sites" - Prioritized list used by ConnDOT of highest risk accident locations, as determined by TASR. Documented SLOSSS problems can help attract public funding for remediation.

## Suggested List of Surveillance Study Sites (SLOSSS) for Windsor

SLOSS Site	Accidents <sup>1</sup>	RA/RC
Route 187 at Day Hill Road	42	2.01
Route 218 at I-291 ramps	26	1.91
Route 75 at Day Hill Road	41	1.32
Route 75 south of I-91	16	1.32
Route 218 at Columbia Road	21	1.28
Route 159 and Deerfield Road and Rood Avenue	21	1.12
I-91 at Exit 34 Meadow Road	16	1.09
Route 75 at Marshall Phelps Road	15	1.01

<sup>1</sup>Accidents occurred over a three year period between 1998 and 2000 (ConnDOT)

The two most critical accident locations are Route 187 at Day Hill Road and Route 218 at the I-291 exit ramps, where actual accident rates are approximately double the critical accident rate. Given that both intersections may already be designed as efficiently as possible for at-grade intersections, further study into possible safety improvements is needed.

The middle grouping of SLOSS Sites, including Day Hill Road at Route 75, Route 75 immediately south of I-91, and Route 218 at Columbia Road are all areas previously identified as areas of concern based on traffic volumes. The Town has continuously lobbied the State for a flyover at Exit 38 to relieve traffic congestion and facilitate the most efficient flow of traffic. Without such a flyover, conditions at Exit 38 will only worsen until Day Hill traffic headed northbound onto I-91 causes the interchange to fail.

The high accident rate on the segment of Route 75 south of Exit 38 may be due to the transition between two and four lanes combined with six curb cuts in a short stretch of road serving an apartment complex, a gas station and three strip malls. If the land on the southeast corner of this interchange is developed, every attempt should be made to consolidate the curb cuts on the west side of Route 75.

The problem with Route 218 at Columbia Road is that there is a traffic light at nearby West Wolcott Avenue that is inaccessible from Columbia Road, leaving a church and part of a large neighborhood with a choice of using an unsignalized intersection at Columbia Road or navigating a convoluted series of roads through the neighborhood to reach the West Wolcott Avenue traffic light. Consideration should be given to moving the traffic light to Columbia Road and realigning the commuter parking lot driveway with the new light at Columbia Road.

As state roads, their maintenance and improvement is the responsibility of the Connecticut Department of Transportation (ConnDOT). To ensure that these roads and intersections continue to function safely and efficiently, the Town, together with the Capitol Region Council of Governments (CRCOG), through its Transportation Improvement Program (TIP), must secure ConnDOT approval for necessary improvements, with sufficient lead time to allow for their funding, design and construction in a timely manner.

The following Town roads need to be improved or reconstructed to reduce congestion, eliminate unsafe conditions or simply bring them up to acceptable standards:

- Baker Hollow Road (CIP FY 2008)
- Basswood Road (CIP unscheduled)
- Batchelder Road (CIP unscheduled)
- Bina Avenue
- Bloomfield Avenue (Route 305) west of I-91
- Columbia Road at Route 218
- Day Hill Road resurfacing (CIP FY 2006-2008)
- Elm Street (CIP 2005)
- Indian Hill Road (CIP unscheduled)
- International Drive from Rainbow Road to East Granby town line (four lane boulevard)
- Lang Road (CIP FY 2005)
- Maple Avenue (CIP unscheduled)
- Old Iron Ore Road
- Old Poquonock Road
- Pigeon Hill Road east of Addison Road (CIP unscheduled)
- Pleasant Street west of the railroad bridge (CIP FY 2007)
- Poquonock Avenue (Route 75) from Pigeon Hill Road to I-91
- Pond Road (CIP unscheduled)
- Prospect Hill Road from Harvest Lane to Poquonock Avenue (CIP unscheduled)
- River Street, except Strawberry Hills section (CIP unscheduled)
- Spring Street (CIP unscheduled)
- Stone Road south of Rainbow Road (CIP unscheduled)
- West Wolcott Avenue
- Windsor Avenue in Wilson (CIP FY 2006)

The following road connections should be made to improve traffic circulation as well as enhance public safety and convenience:

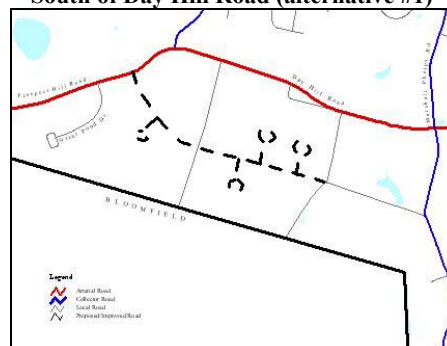
- Day Hill Road to I-91 North Flyover (CIP 2007),
- Three Rod Road to White Rock Drive,
- Rainbow Road/International Drive to Route 187 (only if the Griffin Line Busway is constructed and a conventional road can be included in the bridge over the Farmington River),
- a new road on or near Rowland Lane connecting the Windsor Center redevelopment area to Palisado Avenue (see Windsor Center Plan in Chapter 9),
- new roads parallel to and south of Day Hill Road (see map on following page), and
- new roads within the ABB land north of Day Hill Road (see map on following page).

The latter two road improvements would maximize development potential along Day Hill Road by providing multiple access points to vacant rear land and optimizing potential road frontage, without encouraging through traffic.

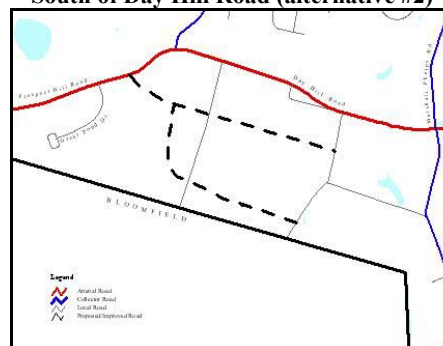
Like the Day Hill Corporate Area (DHCA), the New England Tradeport (Tradeport) at International Drive and Rainbow Road could benefit from a comprehensive traffic study. Such a study should consider the impact of completing the

Bradley Airport Loop Road as well as International Drive's ability to serve the Tradeport, function as a major regional arterial and efficiently interchange with Route 20.

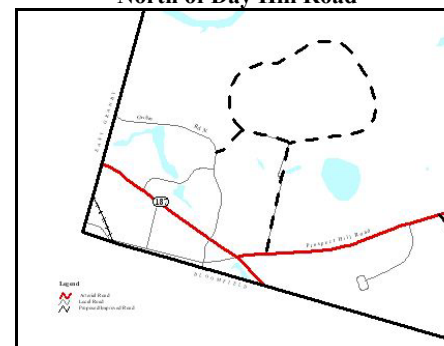
**Schematic of Proposed/Improved Roads  
South of Day Hill Road (alternative #1)**



**Schematic of Proposed/Improved Roads  
South of Day Hill Road (alternative #2)**



**Schematic of Proposed/Improved Roads  
North of Day Hill Road**



## Maintain Roadways

### Roadway Maintenance

Roads have a useful life and, if roads are allowed to deteriorate, they can be expensive to reconstruct.

The Town is developing a pavement management plan to help manage local roads and comply with accounting standards for maintenance of capital assets (Governmental Accounting Standards Board-Directive 34).

Once maintenance priorities and schedules have been established, adequate funding should be provided for these needs.

Windsor's local road system needs to be carefully managed so that it operates as safely, efficiently and cost effectively as possible. Tight budgets combined with harsh winters have strained the Town's ability to adequately maintain roads and storm drainage systems. Such deferred maintenance can cost the Town significantly more in the future if infrastructure has to be repaired or replaced prematurely.

### Strategies to Address Road Network Issues

1. Maintain roadway function by limiting access and land uses accordingly, especially along divided arterials.
2. Maintain traffic circulation through improvements to congested areas and areas identified in ConnDOT SLOSSS.
3. Conduct a comprehensive traffic study of the New England Tradeport to model the entire road network and allow the creation of a comprehensive improvement program with detailed cost/benefit analysis for each improvement.
4. Make scheduled improvements to existing town roads.
5. Maintain funding for ongoing maintenance of town roads.

# Modify Road and Parking Lot Design Standards

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## Road Standards

Windsor's roads support the many structural elements that contribute to Windsor's character and are themselves an element that can both contribute to and undermine that character. The width, degree of access, landscaping, availability of on-street parking and other road features should be appropriate to the function of the nodes that they serve. Matching the width, surface, geometry, and alignment of the road to anticipated traffic needs (access, volume and speed) creates an efficient circulation system. The following table identifies Windsor's road design standards for different road classifications, found in the Subdivision Regulations and Engineering Standards.

**Windsor Road Design Criteria**

Criteria	Arterial	Collector	Minor/Local	
	Residential / Commercial	Residential / Commercial	Residential	Commercial
Right-of-Way-Width	70 Ft	60 Ft	50 Ft	60 Ft
Pavement Width	40 Ft	34 Ft	30 Ft <sup>1</sup>	34 Ft
Maximum Grade (%)	8%	8%	8%	8%
Maximum Length of Cul-de-Sac <sup>1</sup>	850 Ft	850 Ft	850 Ft	850 Ft

Cul-de-sacs may be reduced to 24 feet in width by the Town Planning and Zoning Commission.

Given that roads are a significant source of stormwater and non-point source pollution that must be dealt with under the new National Pollutant Discharge Elimination System (NPDES) Phase II guidelines, Windsor should consider modifying these standards on at least local residential streets by reducing pavement width, eliminating curbing and using grass swales where appropriate, to promote road construction that is more environmentally friendly and in character with residential neighborhoods.

## Parking Standards

Communities use parking standards to ensure that each use has sufficient parking to meet its own needs without impairing traffic, public safety or the use of adjacent land. Parking standards are often designed to meet the parking demands of a few holiday shopping days a year, giving larger parking lots the appearance of being half empty for most of the year: an impression that retailers cultivate to attract shoppers. Unused parking wastes valuable land that could support additional development and detracts from community character by creating expanses of unused pavement. In addition, traditional asphalt pavement is an impervious surface that increases stormwater runoff and non-point source pollution that must be collected and treated before being released. Large parking lots such as Windsor Court and the Windsor Shopping Center



demonstrate that there is an excessive amount of parking on most days. The following table compares parking standards for commercial land uses in Windsor with other data sources.

Comparison of Commercial Parking Standards			
Land Use	Windsor	ITE Standard	Typical Zoning Standard
Retail Stores	<ul style="list-style-type: none"> <li>• 5.7 spaces / 1,000 SF of gross floor area.</li> <li>• 4.0 spaces / 1,000 SF of gross floor area in an enclosed mall.</li> </ul>	<ul style="list-style-type: none"> <li>• 3.97 spaces / 1,000 SF of gross leasable area.</li> </ul>	<ul style="list-style-type: none"> <li>• 5.0 spaces / 1,000 SF of gross floor area.</li> </ul>
Banks	<ul style="list-style-type: none"> <li>• 5.7 spaces / 1,000 SF of gross floor area.</li> </ul>	<ul style="list-style-type: none"> <li>• 4.23 spaces / 1,000 SF of gross leasable area.</li> </ul>	<ul style="list-style-type: none"> <li>• 5.0 spaces / 1,000 SF of gross floor area.</li> </ul>
Business Office	<ul style="list-style-type: none"> <li>• 4.0 spaces / 1,000 SF of gross floor area.</li> </ul>	<ul style="list-style-type: none"> <li>• 2.79 spaces / 1,000 SF of gross leasable area.</li> </ul>	<ul style="list-style-type: none"> <li>• 4.0 spaces / 1,000 SF of gross floor area.</li> </ul>
Restaurant	<ul style="list-style-type: none"> <li>• 20 spaces / 1,000 SF of gross floor area.</li> <li>• 5.7 spaces / 1,000 SF if located in a shopping center with five or more tenants and shared parking.</li> </ul>	<ul style="list-style-type: none"> <li>• 15.89 / 1,000 SF of gross leasable area.</li> </ul>	<ul style="list-style-type: none"> <li>• No generally accepted standard.</li> </ul>
Medical & Dental Clinics	<ul style="list-style-type: none"> <li>• 6.7 spaces / 1,000 SF of gross floor area.</li> </ul>	<ul style="list-style-type: none"> <li>• 4.11 spaces / 1,000 SF of gross leasable area.</li> </ul>	<ul style="list-style-type: none"> <li>• 6.0 spaces / 1,000 SF of gross floor area.</li> </ul>

ITE - Institute of Traffic Engineers (1987)

The Zoning Regulations currently allow developers to defer a portion of the required parking until such time as it is needed. Windsor should consider even more flexible parking standards that take into account:

- the scale of the commercial development,
- the variable peak parking demands among different uses,
- the proximity to pedestrian customers, and
- the availability of mass transit, all of which might reduce the need for parking.

Pervious pavement systems can also be employed to meet peak holiday demands while lessening the negative impacts associated with parking. Windsor might also want to consider setting maximum limits on parking, preventing larger retailers from providing parking well beyond the minimum requirements.

### **Road and Parking Lot Design Standards Modification Strategies**

1. Consider modifying the road design standards (Subdivision Regulations, Engineering Standards) for local residential streets.
2. Consider modifying the parking standards to allow for appropriate reductions in the number of parking spaces and establish maximum parking standards to avoid deliberate over parking.
3. Consider the use of alternative paving materials for infrequently used peak parking spaces.
4. Guide roadway improvements so that they enhance, rather than detract from, community structure and character.

**Windsor Court**



**Windsor Shopping Center**



**Market Circle**



## **Walkways**

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For the Plan, walkways are defined as areas used or intended for pedestrian circulation. Such walkways may be public or private and may be improved or unimproved.

## **Sidewalks**

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Sidewalks are defined as walkways located along streets. Sidewalks are typically improved (concrete, brick, asphalt) and dedicated to public use.

# **Enhance Pedestrian & Bicycle Circulation**

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## **Sidewalks**

Many of Windsor's roads have sidewalks, often on both sides of the road. As a result, residents can comfortably walk within most of Windsor's neighborhoods and many school children can walk to school or a bus stop. Despite this, there are still significant gaps and underserved areas in Windsor's sidewalk network. Windsor's industrial areas are especially overlooked, probably due in part to the lack of abutting residences, leaving health conscious employees to walk in the road or create their own informal paths.

The Engineering Department maintains a list of sidewalk deficiencies that calls attention to many of these issues and the Town is addressing them through its capital improvement program (CIP).

The following sidewalk strategies should be instituted or continued:

- give priority to sidewalks within one-mile walking distance from schools,
- ensure pedestrian access to all public facilities, parks and points of interest,
- accommodate pedestrians in industrial areas,
- provide sidewalks on at least one side of all collector roads and both sides of arterial roads, and
- attention should be given to crosswalks, which are critical to the safety and convenience of the sidewalk network.

**Industrial Areas Lack Sidewalks**



**Gap in Sidewalk Network**



**Pedestrian Crossing**



## Trails

Aside from the excellent system of trails found at Northwest Park, the Windsor Center River Trail is the only other significant trail currently available to residents. This trail represents a first step in creating a system of trails that could stretch from the Hartford Town Line all the way to Northwest Park. Such a trail would connect parks and boat launch facilities at Northwest Park, River Street Park, Pleasant Street Recreation and Cultural Area and the State boat launch at East Barber Street. It would also create a trail of regional significance by becoming part of the Riverfront Recaptured trail from Wethersfield Cove as well as linking to South Windsor over the Bissell Bridge. Such a trail would not only be a benefit to the people of Windsor, but would draw visitors from throughout the region, enhancing Windsor Center, Wilson and Poquonock. A pedestrian bridge over the railroad tracks between Mechanic Street and Maple Avenue Extension would help to link the trail and other uses east of the tracks with the balance of Windsor Center.

The Open Space Plan found in Chapter 4 illustrates additional greenways throughout Windsor that can be used as trail corridors, interconnecting many of Windsor's neighborhoods with parks, playgrounds, schools and other facilities. The Day Hill Corporate Area and other industrial areas should not be overlooked due to the needs of their daytime population.

## Bicycle Circulation

At the present time, bicyclists in Windsor must travel on streets designed primarily for vehicular use. Conflicts can arise between bicycles and vehicles, especially on some of the narrow or busier roads.

Whenever practical, road improvement projects should take bicycle circulation into account by providing such measures as wide paved shoulders or curb lanes and bicycle friendly catch basin grates. In some instances, planned sidewalks can be widened to accommodate both bicycles and pedestrians in a multi-use path.

## Trails

Trails are defined as dedicated (but often unimproved) walkways/bikeways located off streets.

## Bicycle Routes

A safe, convenient, comfortable, and secure bicycle-riding environment will encourage bicycle transportation as an important transportation mode and recreation activity.

The types of bicycle facilities that may be appropriate in Windsor include:

- shared roadway,
- wide curb lane,
- shoulder bikeway, or
- multi-use paths or trails.

Promoting Walking and Biking



Bike Tour



Dedicated Bike Lane



### **Strategies to Enhance Pedestrian & Bicycle Circulation**

1. Require sidewalks along all arterial and collector roads.
2. Give priority to sidewalks within one-mile walking distance from schools.
3. Ensure pedestrian access to all public facilities, parks and points of interest.
4. Accommodate pedestrians in industrial areas (See Day Hill Corporate Area recommendations).
5. Ensure safe pedestrian crosswalks.
6. Pursue completion of a greenway trail system along the Connecticut and Farmington Rivers.
7. Pursue a townwide system of greenways and trails linking neighborhoods, parks, and other facilities.
8. Consider bicycle circulation when planning for new or improved roads, making them as bicycle friendly as practical.

**Dial-a-Ride Bus**



**Windsor Station**



**Griffin Line Corridor**





## Support Mass Transit Initiatives

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### Bus Service

Windsor enjoys excellent bus service provided by Connecticut Transit utilizing 16 bus routes (see sidebar). Despite the wealth of routes to choose from, ridership remains low with less than two percent of Windsor's labor force riding the bus according to the 2000 Census. Workers commuting by bus into Windsor certainly raise ridership numbers but statistics for this are not available. Residents at an infrastructure workshop recommended increasing the frequency of busses to the village centers and the Day Hill Corporate Area to boost ridership. Subsidized intra-town bus service between and within village centers was also suggested to increase access to local businesses.

A busway has been chosen as the preferred alternative for the Griffin Line Corridor between downtown Hartford and Bradley International Airport. Windsor should continue to play an active role in the planning process. Once the busway and stations are finally located, carefully implemented transit-oriented development strategies that do not conflict with the nearby airport should be considered.

### Park-and-Ride

Windsor benefits from four park-and-ride lots at Exits 35, 37, 38 and 39 as well as high-occupancy vehicle (HOV) lanes along the I-91 corridor. Additional park-and-ride lots are located in Wilson and Windsor Center with the latter serving Amtrak riders as well. According to the 2000 Census, eight percent of Windsor's resident workforce carpooled to work with many undoubtedly utilizing these facilities.

### Dial-a-Ride

Working in cooperation with the Greater Hartford Transit District, Windsor provides dial-a-ride service to elderly or infirm residents allowing them to shop, visit doctors and perform other daily activities. Windsor's population is growing older, with fully one-third of all residents projected to be 55+ years of age by 2020. The senior population should be carefully monitored to anticipate future demand for this important service.

### Jitney Bus Service

Windsor should also consider studying the feasibility of jitney bus service for a nominal fee, to transport residents on a scheduled route in and between the village centers and other activity nodes. Residents at several planning workshops supported the concept and such a service would both enhance the villages and further reduce dependency on private automobiles.

### CT Transit Bus Routes

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BDL -	Bradley Flyer
K2 -	North Main St-Wilson
N2 -	Windsor RR Station
N3 -	Bradley via Poquonock Ave
N4 -	Portman St
N5 -	Bradley via Kennedy Rd
N6 -	Matianuck Ave
N7 -	Day Hill Rd
N7x -	Day Hill Rd Limited
T10 -	Blue Hills Ave-Day Hill Rd
T10x -	Blue Hills Ave-Day Hill Rd Limited
Nx, -	Hartford Limited
Tx -	Hartford Limited
15-	Windsor Express
5 -	Enfield- Somers/Windsor Locks Express
13 -	Enfield- Somers/Windsor Locks Express

## **Rail Service**

Amtrak Northeast Corridor Service is available at the Windsor Train Station in Windsor Center, with nine weekday and ten weekend trains. The Connecticut Department of Transportation (ConnDOT) and other organizations are planning commuter rail service from Springfield, MA to New Haven, CT, where connections can be made to New York City. Windsor Center has already been chosen for a station under the minimum build scenario. Wilson could also greatly benefit from such a service if headways between trains allow an additional station between Windsor Center and Hartford. Such a scenario would likely require the restoration of two-track operation to accommodate Amtrak, Boston & Maine freight operations and frequent enough commuter trains to attract sufficient riders.

Like the Griffin Line Busway, commuter rail service would benefit from transit-oriented development around the station, which could be the impetus needed to spur the redevelopment of the east side of Windsor Center. The Windsor/Bloomfield Dog Pound would need to be moved to accommodate the additional parking required to support the service. If feasible, a Wilson commuter rail station should be located at Meadow Road near Exit 34 to facilitate the flow of traffic to and from I-91. The underutilized commercial areas north and south of Exit 34 could also benefit from transit-oriented development (see Chapter 8).

## **Unconventional Modes**

Both the 1973 and 1991 Plans of Development endorsed unconventional modes of transportation including a heliport in the Day Hill Corporate Area to serve high-caliber corporate development in the area, and high-speed water transit by hydrofoil or hovercraft on the Connecticut River to Hartford and points south. The Mashantucket-Pequot Tribe has made hydrofoil service a reality in Connecticut, but under unique circumstances.

### **Transit Facility Strategies**

1. Consider appropriate transit-oriented development surrounding the Griffin Line Busway and Springfield-New Haven commuter rail stations.
2. Continue to monitor aging population to anticipate increasing demand on dial-a-ride services.
3. Consider studying the feasibility of jitney bus service in and between the village centers and other activity nodes.
4. Continue to monitor trends and support future initiatives in unconventional modes of transportation such as waterborne mass transit.

# GUIDE UTILITY INFRASTRUCTURE

# 13

## Overview

The availability of public utilities such as public water and sewer service can strongly influence development patterns. Therefore, the Plan must consider whether utilities such as water, sewer, and natural gas are suitably located and have adequate capacity to support the desired residential and commercial growth patterns expressed throughout this Plan.

With its central location and membership in the Metropolitan District Commission, Windsor is in excellent shape with respect to utility infrastructure with only a few issues to be addressed. The only major utility issues facing Windsor over the next ten years are stormwater management and possible sewer extensions.

*Ensure the adequate provision of utilities to accommodate future development and enhance quality of life.*

### Definition

Webster's Dictionary defines infrastructure as "the basic facilities needed for the functioning of a system."

In this Plan, the term infrastructure refers to utility services such as:

- piped utilities (water, sanitary and storm sewers and natural gas),
- wired utilities (electricity, telephone, cable TV and internet)
- wireless communications (telephone, paging, satellite TV and radio).

Piped Utilities



Wired Utilities



Wireless Utilities



## **Ensure Adequacy and Availability of Piped Utilities**

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### **Domestic Water Supply**

With few exceptions, Windsor residences and businesses are served by Metropolitan District Commission (MDC) water lines and enjoy comparatively low water rates. The MDC can meet present and future needs for the next 10 to 20 years.

### **Fire Supply**

The MDC also provides fire hydrants throughout Windsor. The Kennedy Road/Hayden Station Road area and the Poquonock Avenue/Route 20 area currently experience low water pressure for fire protection, requiring pumps and storage systems in taller buildings. Palisado Avenue north of Clapp Road has no reliable source of water for fire protection.

### **Sewer**

Properties in Windsor are generally served by the Metropolitan District Commission (MDC) sewer system. The northern portion of Windsor is served by the Poquonock Treatment Plant while areas south of that facility are served by the Hartford Treatment Plant. While adequately sized, the Poquonock facility may require expansion in the future to address a nitrogen non-compliance issue.

As noted under Development Issues, the Hayden Station Road/Archer Memorial Drive industrial areas lack sewer service, limiting them to low-intensity uses. Sanitary sewers would open this area to more intensive use, resulting in higher tax revenues. The cost of extending sewers can be paid through benefit assessments against the property owners or could be paid by the Town if cost effective.

### **Natural Gas**

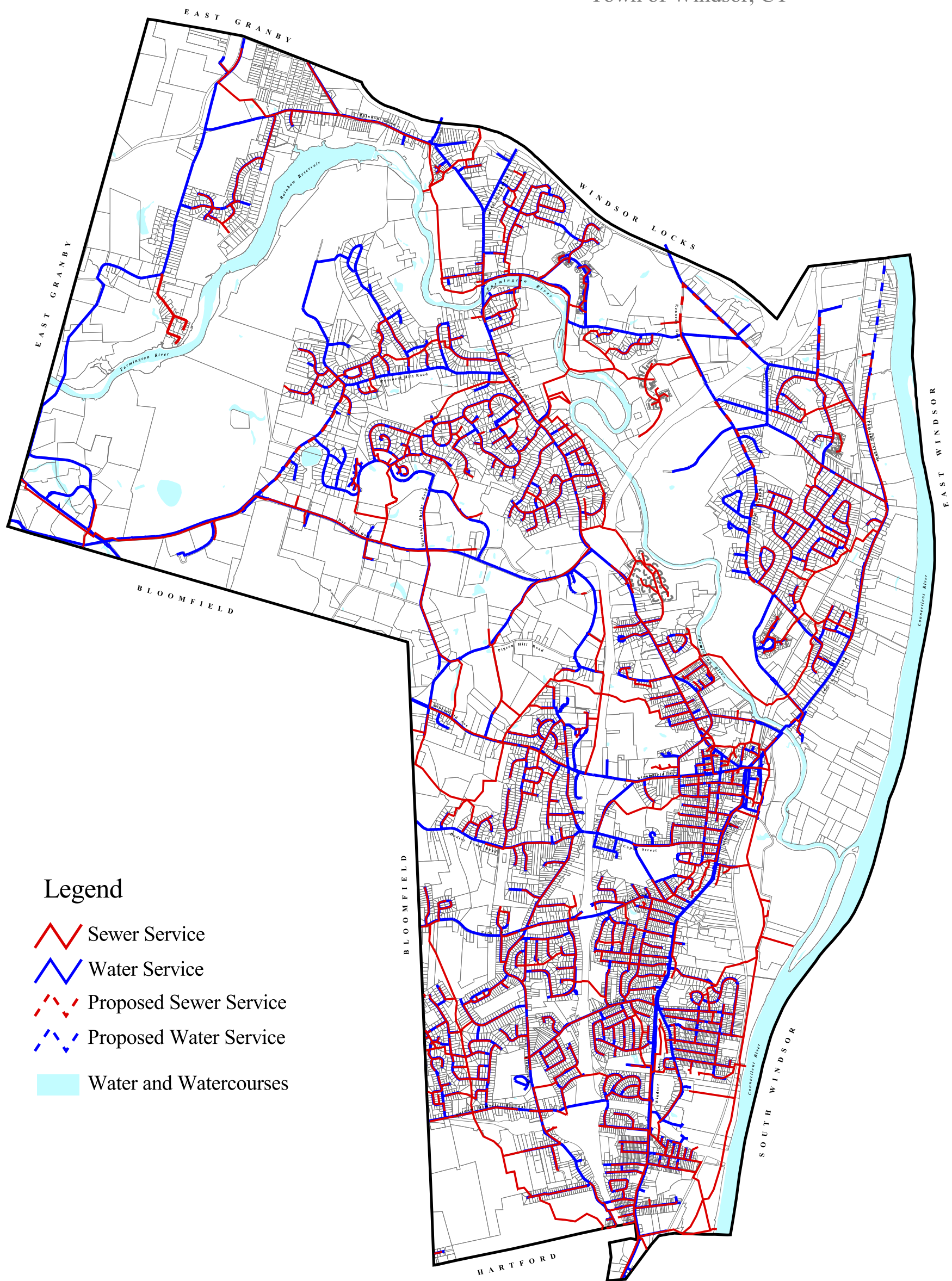
Natural Gas is provided by both Connecticut Natural Gas and Yankee Gas with mutually exclusive service areas. Due to heightened security requirements, neither company will provide maps of their available service areas but will report

**Utility Infrastructure Plan**  
*(lift page up)*








# Utility Infrastructure Plan

Town of Windsor, CT



## Legend

-  Sewer Service
-  Water Service
-  Proposed Sewer Service
-  Proposed Water Service
-  Water and Watercourses

0 4000 Feet



**Planimetrics**

31 Ensign Drive, Avon, CT 06001

860-677-5267



availability on a lot by lot basis. Gas service is generally available throughout Windsor and either company will pay for the extension of gas lines, if doing so is cost effective. There are no known issues with the provision of this service.

#### **Strategies to Ensure the Adequacy of Piped Utilities**

1. Consider extending or partially subsidizing the extension of sewers to industrial areas along Hayden Station Road and Archer Memorial Drive to make the area more attractive to high-quality office/industrial development.
2. Pursue the extension of water and sewer service to other areas illustrated on the Utility Infrastructure Plan

## **Ensure Adequacy of Other Utility Services**

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### **Stormwater**

Windsor has over 2,600 catch basins and 70 miles of drainpipes and swales, not including State and private facilities. There are also uncounted public and private stormwater detention ponds throughout the town that are difficult to maintain. As part of its efforts to meet the new NPDES guidelines, Windsor is inventorying its facilities.

Although no monitoring is mandated, the Town and large commercial properties will be responsible for meeting the new water quality standards regardless of the cost. How to pay for compliance, whether it is through increased property tax or the creation of a stormwater utility able to levy taxes or fees, is up to the Town to decide.

The 1991 Plan recommended a stormwater management study to investigate the impacts of development on the water quality and flood capacity in each of Windsor's seven watersheds. It also suggested the possibility of creating stormwater management districts with centralized collection areas that would be easier to maintain and that might also provide recreational opportunities. A stormwater utility might be the ideal vehicle to carry out such program.

### **Electricity**

While there have been instances of unreliable power service (frequency or duration of outages), CL&P is addressing these issues through tree trimming, redesigning circuits and installation of new wiring to improve performance.

### **Telephone**

Local telephone service is provided by SBC/ Southern New England Telephone (SNET) with no known service issues.

### **Digital Data Services**

- Dial-up service utilizes a standard telephone line at speeds approaching 56kbps (56,000 bits of data per second)
- Digital Subscriber Line (DSL) service allows the shared use of telephone and digital data transmission over a standard telephone line at speeds approaching 6Mbps (32 million bits per second)
- T-1, T-3 lines are dedicated lines that carry up to 1.5Mbps and 43Mbps respectively.
- Broadband Cable Modems share the same cable that brings cable TV into homes with data rates up to 2Mbps.

### **Wireless Services**

What started with radio and television broadcasting and basic mobile radio systems has evolved over the last decade to include:

- satellite phone, radio, and television.
- remote television and radio broadcasting, and
- a variety of personal wireless communication technologies ranging from text messaging to video phones.

### **Data / Internet**

Internet and other data services are provided by SBC/SNET, Comcast and others in the form of dial-up service as well as high-speed DSL, T1 line, T3 line and broadband cable modem access. Windsor should keep abreast of the most recent trends to ensure that the data infrastructure allows businesses to remain competitive.

### **Wireless Telephone/Personal Radio/Paging Services**

Interstate highways such as I-91 became the backbone of most wireless networks due to the high density of customers and as a result, Windsor has better than average wireless communication coverage. Small gaps in service may still exist.

Due to a Connecticut Superior Court ruling, the Connecticut Siting Council (CSC) currently has jurisdiction over all commercial telecommunication towers (municipal towers are exempt) but Windsor's comprehensive regulations must be considered by tower builders when applying to the CSC. Recent changes in Federal guidelines for phone number portability will likely increase the demand for wireless phone service and Town staff should work closely with the CSC and its applicants to ensure the most efficient and least visually intrusive network for Windsor.

### **Local, Cable and Satellite Television**

Windsor has regulations in place to regulate both conventional and satellite dish antennas available from several providers. Cable television is available from Comcast throughout Windsor with no known reliability issues.

### **Strategies to Ensure the Adequacy of Other Utility Services**

3. Proceed with NPDES Phase II compliance for stormwater pollution management.
4. Consider undertaking a comprehensive study of Windsor's watersheds to determine the feasibility, cost effectiveness and recreation potential of centralized stormwater management facilities.
5. Consider a stormwater management utility to fund, construct and maintain stormwater management facilities.
6. Continue to work with utilities to address reliability issues.
7. Keep abreast of the most recent trends to ensure that the data infrastructure allows businesses to remain competitive.
8. As demand increases, work closely with the CSC and its applicants to ensure the most efficient wireless network.

# FUTURE LAND USE PLAN

# 14

## Overview

The recommendations of each of the preceding chapters can be combined to present an overall Future Land Use Plan for Windsor. The Future Land Use Plan is a reflection of the stated goals, objectives, and recommendations of the Plan. In essence, the Future Land Use Plan is a statement of what the Windsor of tomorrow should look like.

Conservation



Development



Infrastructure



*The Future Land Use Plan is a depiction of the Plan's recommendations for the future conservation and development of Windsor...*

## Descriptions of Future Land Use Categories

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### **Natural Resources** (see Natural Resource Conservation Plan on page 3-3 for more detail)

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<b>Natural Resources</b>	Areas with significant environmental constraints that represent the highest priorities for conservation.
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### **Open Space** (see Open Space Preservation Plan on page 4-3 for more detail)

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<b>Dedicated Open Space</b>	Areas that are currently preserved for open space purposes.
<b>Managed Open Space</b>	Areas not preserved as open space that make a significant contribution to Windsor's feeling of "openness".
<b>Possible Trail Network</b>	An overall trail system that would interconnect open spaces and neighborhoods in a greenbelt system.

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### **Residential Areas**

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<b>Low Density</b>	Residential densities generally between 1.3 and 1.6 units per acre due to existing zoning, natural resources, infrastructure availability, or desirable patterns of development.
<b>Moderate Density</b>	Residential densities generally greater 1.6 units per acre due to existing zoning, natural resources, infrastructure availability, or desirable patterns of development.
<b>Existing Multi-Family Uses</b>	Areas where apartments, condominiums, congregate facilities or other multiple dwelling units exist.

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### **Commercial / Industrial** (see Chapters 8, 9 and 10 for more detail)

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<b>Commercial</b>	Areas that are suitable for retail, restaurant, service and general offices uses.
<b>Corporate Office</b>	Areas that are suitable for large scale corporate offices and campuses
<b>Industrial</b>	Areas that are suitable for manufacturing, assembly, warehousing and distribution

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### **Other Areas**

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<b>Comm. Facility / Institution</b>	Areas that have developed or are intended to develop with community facilities or institutional uses.
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CONSERVATION

Natural Resources



Open Space



Historic Resources



DEVELOPMENT

Community Structure



Housing / Residential Development



Business / Economic Development



INFRASTRUCTURE

Community Facilities



Transportation



Utility Infrastructure



# Future Land Use Plan

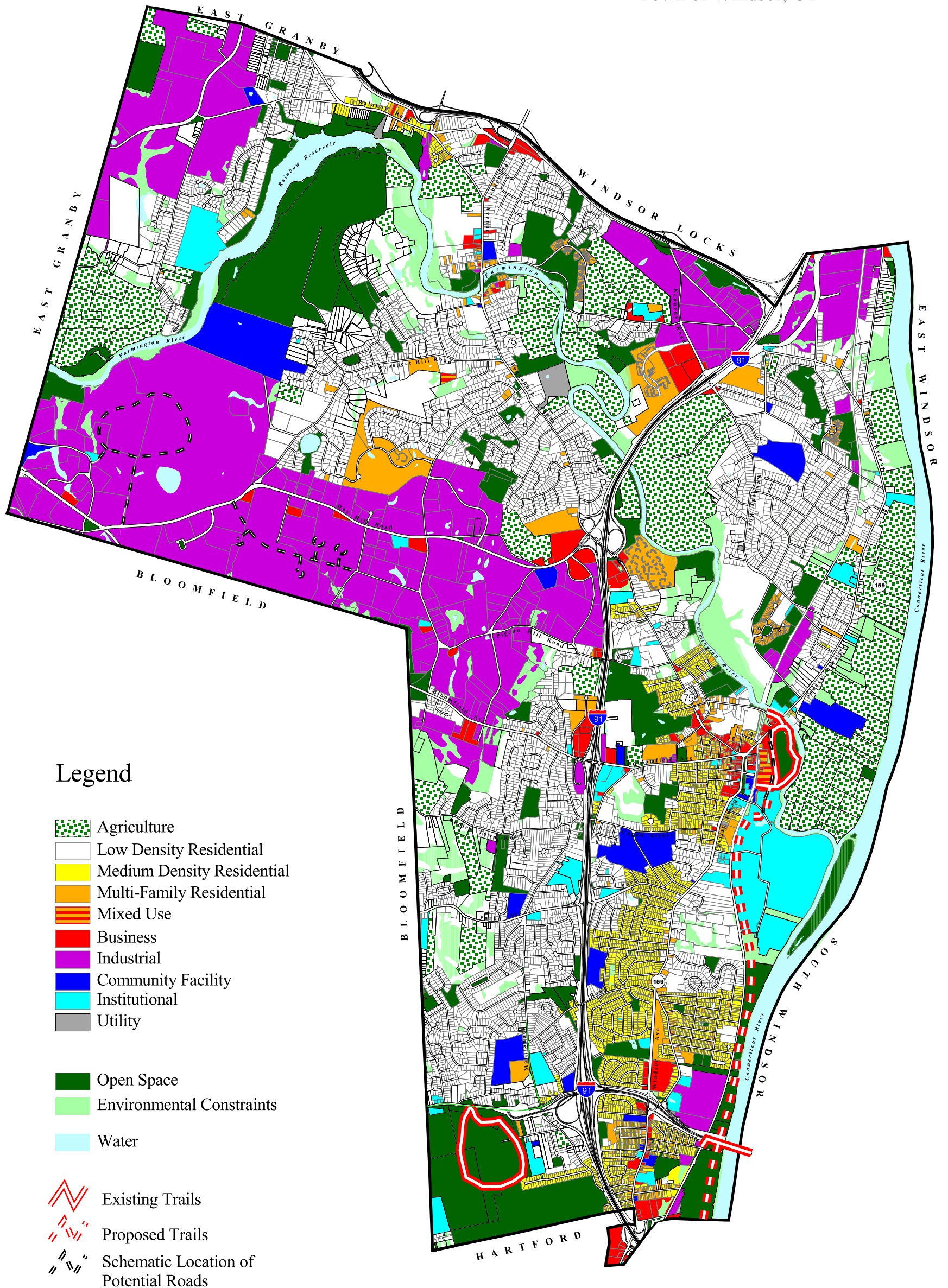
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# Future Land Use Plan

Town of Windsor, CT



## Legend

- Agriculture
- Low Density Residential
- Medium Density Residential
- Multi-Family Residential
- Mixed Use
- Business
- Industrial
- Community Facility
- Institutional
- Utility
- Open Space
- Environmental Constraints
- Water
- Existing Trails
- Proposed Trails
- Schematic Location of Potential Roads

0 4000 Feet

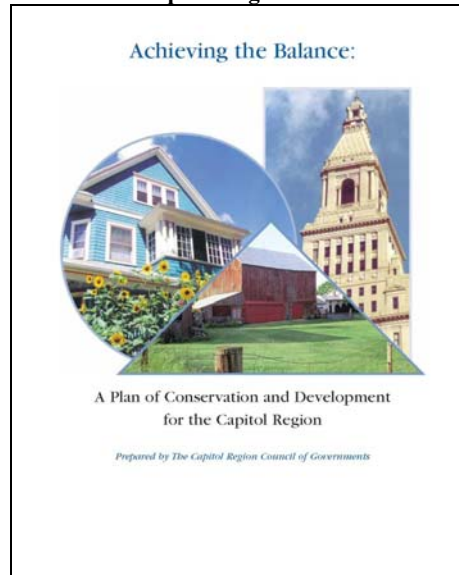
## Plan Consistency

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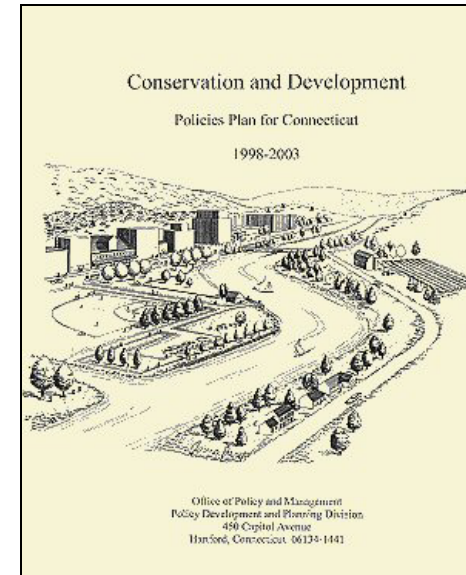
This Plan was compared with the 1998-2003 State Plan of Conservation and Development for consistency with that Plan and found to be consistent with the general policies as well as the Locational Guide Map specific to Windsor. The Future Land Use Map was also compared to the Draft 2004-2009 State Plan of Conservation and Development Locational Guide Map and found to be consistent as well.

In addition, this Plan was compared with the 2003 Plan of Conservation and Development for the Capitol Region for consistency with that Plan and again found to be consistent with both the policies and policy maps contained in that Plan.

**Capitol Region Plan**



**State Plan**



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## Overview

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Implementation of the strategies and recommendations of the Plan of Conservation and Development is the main purpose of the planning process.

Implementation of a Plan typically occurs in two main phases:

- Some major recommendations can (and will) be carried out in a relatively short period of time since they are critical to the implementation of the Plan.
- Other recommendations will be implemented over time because they may require additional study, coordination with (or implementation by) others, or involve the commitment of financial resources.

The Town Planning and Zoning Commission (TPZ), through regulation amendments, application reviews, and other means, can implement many of the recommendations in this Plan. The Commission is the steward of the Plan and has the primary responsibility of ensuring that the Plan's recommendations are implemented.

Other recommendations require cooperation and action by Town Staff and other local boards and commissions such as the Conservation Commission, Economic Development Commission, Town Council, and similar agencies. However, if the Plan is to be successfully realized, it must serve as a guide to all residents, applicants, agencies, and individuals interested in the orderly growth of Windsor.

## Progress to Date

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As the planning process has progressed, Town staff, boards and commissions have taken the initiative to begin implementing many of the strategies discussed and ultimately contained in this plan. The amount of progress thus far includes:

### *Conservation Recommendations*

- adopting mandatory open space requirements,
- adopting fees in lieu of open space,
- adopting buildable land regulations,
- working towards compliance with NPDES Phase II stormwater management guidelines,

### *Village Recommendations*

- scheduling implementation of elements of the First Town Downtown plans for Windsor Center,
- planning for improvements to Windsor Avenue in Wilson,
- marketing key redevelopment parcels,

### *Development Recommendations*

- rezoning Pine Acres,
- rezoned B-3 land in Wilson to B-2
- five active-adult communities in progress or completed,

### *Infrastructure Recommendations*

- walkability workshop in Poquonock
- planning for intersection improvements at Addison Road and Day Hill Road.

## Tools

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### Using the Plan of Conservation & Development

Using the Plan of Conservation and Development as a basis for land use decisions by the Town Planning and Zoning Commission (TPZ) will help accomplish the goals and objectives of the Plan. All land use proposals should be measured and evaluated in terms of the Plan and its various elements.

The Plan of Conservation and Development is not a static document that can only be amended every ten years. As technology moves forward at an increasing rate, it becomes more difficult to anticipate change during a ten year time frame. If dramatic change alters a premise on which recommended strategies are based or creates unanticipated issues, the TPZ can make interim amendments to this Plan to address them. In doing so, the Commission and other agencies can continue to comfortably make decisions that are consistent with an up-to-date Plan of Conservation and Development, regardless of what the future brings.

### Plan Implementation Committee / Annual Work Program

A Plan Implementation Committee (PIC) is an effective way to help implement the Plan. The PIC could use the implementation schedules that follow to develop an annual implementation program of issues to be addressed by boards and commissions.

The PIC would generally include representatives of various boards and would help to prioritize, coordinate, and refine implementation of the Plan. The PIC could meet two to four times a year to establish priorities and guide implementation of the Plan's recommendations. In addition, the Committee could assess the status of specific recommendations, establish new priorities, and suggest new implementation techniques.

Alternatively, the Planning & Zoning Commission can assume the responsibility for coordinating implementation of the Plan's recommendations.

### Implementation Committee

Oversight of implementation can be coordinated by the Planning & Zoning Commission or another committee.

An "ad hoc" committee made up of residents and representatives of local boards identified in the implementation schedules would be a significant step towards including a variety of Town agencies in implementing the Plan and monitoring progress. This Committee could provide status reports to the Planning & Zoning Commission, Town Council, and others.

Such a committee could meet quarterly to review implementation and coordinate local activities.



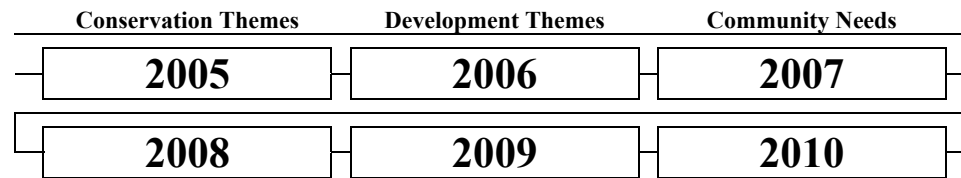
### **Annual Update Process**

An appropriate way to regularly update the Plan may be to update major sections of the Plan every year by:

- holding a public informational meeting to summarize the Plan recommendations and receive feedback from the community,
- holding a workshop session for local boards and other interested persons to discuss Plan strategies and suggest alternative language,
- revising Plan sections, as appropriate, and
- re-adopting the Plan (even if there are no text or map changes).

### **Annual Update Program**

A Plan that is only updated once every ten years can be silent on emerging issues, trends and current policy objectives, which could lead to conflicts in land use decisions or missed opportunities. When a Plan is considered strictly a reference document rather than a working document, its effectiveness in guiding the community can diminish over time. Windsor should consider keeping this Plan current and not waiting to update it every ten years. A preliminary schedule might be as follows:



Each review and update would extend the Plan's ten-year life until the community felt that a comprehensive update was required. A work program for annual updates of the Plan is discussed in the sidebar. A Plan Implementation Committee could also assist in this effort.

### **Updating Zoning and Subdivision Regulations**

Many of the recommendations in the Plan of Conservation and Development can be implemented by the Town Planning and Zoning Commission (TPZ) through regulation amendments, application reviews, and other means. The Zoning and the Subdivision Regulations provide specific criteria for land development at the time of applications. As a result, these regulations are important tools to implement the recommendations of the Plan. However, this is only true if the regulations reflect the recommendations of the Plan.

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

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

### **Capital Improvement Program**

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

The Plan contains several proposals (such as acquisition of a Town beach) whose implementation may require the expenditure of Town funds. The Plan recommends that these and other items be included in the Town's CIP and that funding for them be included as part of the Capital Budget.

### **Referral of Municipal Improvements**

Section 8-24 of the Connecticut General Statutes requires that municipal improvements (defined in the statute) be referred to the TPZ for a report before any local action is taken. A proposal disapproved by the Commission can only be implemented after a two-thirds vote by the Town Council. All local boards and agencies should be notified of Section 8-24 and its mandatory nature so that proposals can be considered and prepared in compliance with its requirements.

### **Inter-Municipal and Regional Cooperation**

Windsor can continue to work with other towns in the region, the Capitol Region Council of Governments, the State of Connecticut, and other agencies to explore opportunities where common interests coincide.


It is recommended that increased consideration be given to the Region's role in preserving natural resources, agriculture, establishing greenways and trail systems, preserving open space areas, and enhancing village areas.

### Sample Legend

<b>CC</b>	Conservation Commission
<b>DEP</b>	Department of Environmental Protection
<b>HD</b>	Health Department
<b>IWWC</b>	Inland Wetlands & Watercourses Commission
<b>Staff</b>	Town Staff
<b>TC</b>	Town Council
<b>TPZ</b>	Town Planning & Zoning Commission

### Priorities

<b>1</b>	High Priority
<b>2</b>	Moderate Priority
<b>3</b>	Lower Priority


	Policy
	Task

## Implementation Schedule

Implementation of the Plan is a gradual and continual process. While some recommendations can be carried out in a relatively short period of time, others may only be realized towards the end of the planning period or beyond. Further, since some recommendations may involve additional study or a commitment of fiscal resources, their implementation may take place over several years or occur in stages.

As illustrated below, implementation tables assign primary responsibilities and preliminary schedules to the Plan's recommendations. In many instances, the responsibilities are shared by a number of entities (see sidebar).

### Preserve More Meaningful Open Space




What	Who	Priority	Done
 6. Consider further refinements that improve the implementation and effectiveness of recent amendments to Section 4.2.1 of the Zoning Regulations governing residential density	TPZ	<b>2</b>	<input type="checkbox"/>

In addition, the tables identify both policies and tasks. Policies are long-term guidelines that do not readily lend themselves to a specific schedule or measurement. Tasks, on the other hand, are specific actions that can typically be scheduled, measured and their implementation readily identified.


Priorities are identified in the tables and are ranked according to a three step scale. High priorities are items that are either critical to the success of a planning strategy or are relatively easy to implement and can be handled without delay. Moderate priorities are policies and tasks that are not as time sensitive as high priorities and may be more difficult to implement due to funding constraints or complexity. Moderate priorities should be addressed by the middle of the ten year planning period. Lower priorities are typically longer range items that might require a "wait and see" approach or are preceded by higher funding priorities. Lower priorities may be addressed towards the end of the planning period and beyond.

## Natural Resources Implementation Program

### Protect Important Natural Resources

What	Who	Priority	Done
 1. Consider further refinements that improve the implementation and effectiveness of recent amendments to Section 4.2.1 of the Zoning Regulations governing residential.	TPZ	<b>2</b>	<input type="checkbox"/>
2. Developers working in areas identified in the Natural Diversity Database should be required to consult with the DEP on the nature of area and take appropriate measures to minimize the impact of their development on these fragile resources. A site specific investigation should be required to minimize impact on their habitat.	CC Staff TPZ	<b>1</b>	<input type="checkbox"/>
 3. Consider strategies to reduce tree clearing and maintain existing vegetation.	CC TPZ	<b>1</b>	<input type="checkbox"/>
 4. Consider inviting the Connecticut Natural History Museum to conduct their annual BioBlitz program at Northwest Park.	CC	<b>2</b>	<input type="checkbox"/>

### Protect Water Resources and Water Quality


What	Who	Priority	Done
 5. Proceed with NPDES Phase II permit process and institute best management practices to comply with new standards.	Staff	<b>1</b>	<input type="checkbox"/>
6. Promote public education programs that address “non-point” pollution issues.	CC	<b>2</b>	<input type="checkbox"/>
7. Encourage site designs that minimize impervious surfaces, promote infiltration of stormwater to replenish groundwater, and reduce runoff.	TPZ IWWC Staff	<b>2</b>	<input type="checkbox"/>
8. Encourage provision of vegetative buffers to wetland and watercourses to filter pollutants and protect them from direct receipt of runoff.	IWWC Staff	<b>2</b>	<input type="checkbox"/>

#### Legend

<b>CC</b>	Conservation Commission
<b>IWWC</b>	Inland Wetlands and Watercourses Commission
<b>Staff</b>	Town Staff
<b>TC</b>	Town Council
<b>TPZ</b>	Town Planning & Zoning Commission

#### Priorities

<b>1</b>	High Priority
<b>2</b>	Moderate Priority
<b>3</b>	Lower Priority


	Policy
	Task

**Legend**




<b>CC</b>	Conservation Commission
<b>IWWC</b>	Inland Wetlands and Watercourses Commission
<b>Staff</b>	Town Staff
<b>TC</b>	Town Council
<b>TPZ</b>	Town Planning & Zoning Commission

**Priorities**


<b>1</b>	High Priority
<b>2</b>	Moderate Priority
<b>3</b>	Lower Priority

	Policy
	Task



**Protect Water Resources and Water Quality (continued)**

	What	Who	Priority	Done
	9. Reduce the clearing and grading of sites so as to minimize the impact on natural drainage patterns;	TPZ Staff	<b>2</b>	
	10. Encourage natural drainage systems such as grassed swales, vegetative filters, and porous pavement;	TPZ Staff	<b>2</b>	
	11. Monitor pending DEP Aquifer Protection Regulations and modify the Zoning Regulations to comply with new standards if applicable.	Staff TPZ	<b>3</b>	<input type="checkbox"/>
	12. Consider a Septic System Monitoring Program to track isolated areas still utilizing septic systems.	HD	<b>3</b>	<input type="checkbox"/>
	13. Discourage the installation of new residential underground storage tanks and encourage the removal of older tanks.	Staff	<b>2</b>	
	14. Consider inviting the Connecticut Natural History Museum to conduct their annual BioBlitz program at Northwest Park	CC Staff	<b>2</b>	<input type="checkbox"/>

**Coordinate Conservation Efforts**

	What	Who	Priority	Done
	15. Designate the Conservation Commission as the lead agency for monitoring and coordinating the conservation and preservation of natural resources.	TC CC	<b>1</b>	<input type="checkbox"/>

**Enhance Conservation Programs**

	What	Who	Priority	Done
	16. Increase the regulatory setbacks around wetlands and watercourses.	IWWC	<b>1</b>	<input type="checkbox"/>
	17. Inspect and ensure adequate soil erosion and sediment control measures during construction activities.	Staff	<b>1</b>	
	18. Promote educational programs and disseminate literature on natural resource protection.	CC	<b>2</b>	<input type="checkbox"/>




## Open Space Implementation Program

### Acquire More Meaningful Dedicated Open Space

What	Who	Priority	Done
1. Encourage open space preservation that contributes to an overall open space system.	Town	<b>1</b>	
2. Add to existing open spaces where appropriate.	Town	<b>1</b>	
3. Encourage open space strategies that result in dedicated public ownership and/or use.	Town	<b>1</b>	
4. Refine the Open Space Plan over time.	CC	<b>3</b>	

### Work To Establish a Greenway System


What	Who	Priority	Done
5. Over the long term, work towards establishing an overall greenway/ trail network in Windsor that interconnects open space areas together.	Town	<b>1</b>	
 6. Undertake more detailed planning for the main spine of the potential greenway/trail along the Connecticut and Farmington Rivers.	Town	<b>1</b>	<input type="checkbox"/>
7. Work with major property owners (such as Stanley) to obtain reasonable public access to their properties and integrate into an overall trail network.	Town	<b>1</b>	

#### Legend

<b>CC</b>	Conservation Commission
<b>IWWC</b>	Inland Wetlands and Watercourses Commission
<b>TPZ</b>	Town Planning & Zoning Commission
<b>Staff</b>	Town Staff
<b>TC</b>	Town Council

#### Priorities

<b>1</b>	High Priority
<b>2</b>	Moderate Priority
<b>3</b>	Lower Priority


	Policy
	Task

**Legend**



<b>CC</b>	Conservation Commission
<b>TPZ</b>	Town Planning & Zoning Commission
<b>TC</b>	Town Council
<b>Town</b>	Town staff and agencies

**Priorities**



<b>1</b>	High Priority
<b>2</b>	Moderate Priority
<b>3</b>	Lower Priority

	Policy
	Task

**Establish Better Regulatory Tools**

	What	Who	Priority	Done
	8. Adopt a regulation allowing the dedication of off-site open space or trails if the location is desirable.	TPZ	<b>1</b>	<input type="checkbox"/>
	9. Ensure that open space as part of a subdivision contributes to an overall system and is deeded to the Town, a land trust, or similar approved conservation organization.	TPZ	<b>1</b>	
	10. Create a more effective open space fund through annual budget contributions and/or consider a municipal bond issue to provide seed money so that it can be used to acquire significant open space when it becomes available.	TC	<b>2</b>	
	11. Establish incentives for private landowners to dedicate a portion of their land to trails for public use.	TPZ	<b>1</b>	<input type="checkbox"/>

**Revitalize Open Space Organizations**






	What	Who	Priority	Done
	12. Designate the Conservation Commission as the lead agency to recommend desirable open space preservation strategies.	TC	<b>1</b>	<input type="checkbox"/>
	13. Activate the Windsor Land Trust and/or work with the Greater Hartford Land Trust, encouraging them to aggressively pursue open space acquisition and preservation.	CC	<b>1</b>	<input type="checkbox"/>
	14. Promote open space preservation through partnerships with other organizations.	CC	<b>2</b>	

## Agricultural Resources Implementation Program

### Encourage Preservation of Prime Areas for Agricultural Use

What	Who	Priority	Done
1. Maintain the Agricultural Zone as a tool to help preserve prime farmland soils for agricultural use.	TPZ	<b>2</b>	

### Promote Preservation of Agricultural Land Uses


What	Who	Priority	Done
2. Encourage local farmers to apply for the Connecticut Farmland Preservation Program and assist them in submitting applications if necessary, in order to preserve farmland and agricultural uses.	Staff DEP	<b>1</b>	
 3. Consider increasing the open space set-aside requirement and reducing the allowable residential density in the agricultural zone to encourage preservation of agricultural lands.	TPZ	<b>1</b>	<input type="checkbox"/>
4. Continue the farm assessment program (PA 490) in order to assist farmers with maintenance of agricultural uses.	TC	<b>3</b>	
 5. Consider establishing a municipal program for purchase of farm development rights.	TC CC	<b>1</b>	<input type="checkbox"/>
6. Work with agricultural land trusts to preserve agricultural land in Windsor.	CC	<b>2</b>	
 7. Implement educational and other farm friendly programs to support agricultural activities.	CC	<b>2</b>	<input type="checkbox"/>
 8. Recognize the Conservation Commission as the lead agency to promote and coordinate the preservation of farmland.	TC	<b>1</b>	<input type="checkbox"/>
 9. Assign the Conservation Commission the responsibility of establishing a goal for agricultural land preservation and monitoring the amount of agriculturally used land in Town.	TC	<b>1</b>	<input type="checkbox"/>

#### Legend

<b>CC</b>	Conservation Commission
<b>DEP</b>	Department of Environmental Protection
<b>IWWC</b>	Inland Wetlands and Watercourses Commission
<b>Staff</b>	Town Staff
<b>TC</b>	Town Council
<b>TPZ</b>	Town Planning & Zoning Commission

#### Priorities

<b>1</b>	High Priority
<b>2</b>	Moderate Priority
<b>3</b>	Lower Priority


	Policy
	Task

## Legend

<b>HDC</b>	Historic District Commission
<b>WHS</b>	Windsor Historical Society
<b>Staff</b>	Town Staff
<b>TC</b>	Town Council
<b>TPZ</b>	Town Planning & Zoning Commission




## Priorities

<b>1</b>	High Priority
<b>2</b>	Moderate Priority
<b>3</b>	Lower Priority



	Policy
	Task

# Historic Resource Protection Implementation Program


## Maintain Identification / Recognition Programs

What	Who	Priority	Done
 1. Consider updating the historic resource survey during the planning period.	WHS Staff	<b>2</b>	<input type="checkbox"/>
 2. Consider conducting archeological surveys of important archeological sites such as the site of the original Windsor settlement.	WHS Staff	<b>2</b>	<input type="checkbox"/>
 3. Consider nominating appropriate areas for inclusion on the National Register of Historic Places.	WHS Staff	<b>2</b>	<input type="checkbox"/>
4. Encourage programs to “plaque” historic and significant buildings.	WHS	<b>2</b>	
5. Encourage activities that promote recognition of historic resources such as house tours and “Revolutionary Windsor”.	WHS	<b>2</b>	

## Maintain and Enhance Regulatory Programs

What	Who	Priority	Done
6. Maintain the local historic district and support the Historic District Commission.	Town	<b>1</b>	
7. Support activities to establish or expand historic districts.	HDC WHS Town	<b>2</b>	
 8. Consider establishing other regulatory incentives to preserve historic properties and structures.	TPZ	<b>1</b>	<input type="checkbox"/>
 9. Consider establishing additional fiscal incentives to preserve or enhance historic properties and structures.	TC	<b>1</b>	<input type="checkbox"/>

## Encourage Historic Preservation Efforts


What	Who	Priority	Done
 10. Designate an agency (a new Historic Preservation Commission or the Windsor Historical Society) to coordinate historic preservation efforts.	TC	<b>1</b>	<input type="checkbox"/>
11. Maintain the Historic District Commission to oversee exterior improvements in the Windsor Historic District.	TC HDC	<b>1</b>	
12. Continue to encourage “sensitive ownership”.	HDC WHS Staff TPZ	<b>1</b>	
13. Continue to provide educational programs and technical assistance related to historic preservation.	WHS HDC	<b>2</b>	
14. Coordinate with the efforts of other groups also interested in historic preservation.	HDC WHS Staff TPZ	<b>2</b>	

## Legend

<b>HDC</b>	Historic District Commission
<b>WHS</b>	Windsor Historical Society
<b>Staff</b>	Town Staff
<b>TC</b>	Town Council
<b>TPZ</b>	Town Planning & Zoning Commission

## Priorities

<b>1</b>	High Priority
<b>2</b>	Moderate Priority
<b>3</b>	Lower Priority

	Policy
	Task




## Legend

<b>Staff</b>	Town Staff
<b>TC</b>	Town Council
<b>Town</b>	Town staff and agencies
<b>TPZ</b>	Town Planning & Zoning Commission


## Priorities

<b>1</b>	High Priority
<b>2</b>	Moderate Priority
<b>3</b>	Lower Priority


	Policy
	Task

## Housing and Residential Implementation Program


### Preserve and Enhance Housing Values

	What	Who	Priority	Done
	1. Continue providing quality facilities and services to residents and businesses.	Town	<b>1</b>	
	2. Increase the lot size in new residential developments wherever possible and avoid rezoning to higher residential densities or smaller lot sizes.	Town	<b>1</b>	
	3. Support Windsor public schools, not only to provide quality education but as a means of improving Windsor's overall quality-of-life, residential property values and marketability for economic development.	Town	<b>1</b>	
	4. Petition the State Legislature for more equitable distribution of group homes.	Town	<b>2</b>	<input type="checkbox"/>
	5. Promote Windsor as an amenity-rich community.	Town	<b>1</b>	






### Address Housing Needs

	What	Who	Priority	Done
	6. Continue to encourage and permit a variety of alternative housing styles for older persons, especially in the village centers.	TPZ	<b>2</b>	
	7. Consider requiring structural adaptability of active-adult housing units so that they can be easily converted to conventional units in the future if warranted by declining numbers of elderly residents.	TPZ	<b>2</b>	<input type="checkbox"/>
	8. Continue to provide tax relief programs so that older residents can remain in their homes if they choose.	TC	<b>2</b>	
	9. Maintain a passive approach to affordable housing as long as Windsor continues to have a large supply of affordable market rate housing units.	Town	<b>2</b>	
	10. Continue to participate in State and regional affordable housing initiatives.	Town	<b>2</b>	

### Address Housing Needs (continued)

	What	Who	Priority	Done
	11. Ensure that the development of affordable housing that encourages homeownership and does not compromise quality for the sake of affordability.	Staff	<b>1</b>	
	12. Continue to use Community Development Block Grant (CDBG) and other funds to rehabilitate older homes, remove blight and preserve or create affordable housing units.	Staff	<b>1</b>	<input type="checkbox"/>

### Eliminate Zoning Conflicts


	What	Who	Priority	Done
	13. Rezone the remaining vacant land south and west of Pine Acres to either the AG Zone or W Zone and if the latter, consider additional buffers against the existing residential neighborhood.	TPZ	<b>1</b>	<input type="checkbox"/>
	14. Rezone vacant B-2 and I-1 zoned land to the east of Wilson to appropriate residential zones.	TPZ	<b>1</b>	<input type="checkbox"/>
	15. Rezone B-2 zoned residences on the east side of Windsor Avenue and at the corner of Broad and Sycamore Streets to appropriate residential zones.	TPZ	<b>1</b>	<input type="checkbox"/>
	16. Consider increasing the current buffer requirements for new commercial, industrial and warehouse uses when they abut residential zones and creating flexible requirements that trade-off buffer width for additional landscaping.	TPZ	<b>1</b>	<input type="checkbox"/>
	17. Consider strengthening Section 2.4.15P of the Zoning Regulations in accordance with the RLUIPA.	TPZ	<b>1</b>	<input type="checkbox"/>

### Legend

<b>Staff</b>	Town Staff
<b>TC</b>	Town Council
<b>Town</b>	Town staff and agencies
<b>TPZ</b>	Town Planning & Zoning Commission

### Priorities

<b>1</b>	High Priority
<b>2</b>	Moderate Priority
<b>3</b>	Lower Priority


	Policy
	Task

## Legend

<b>COG</b>	Capitol Region Council of Governments
<b>CERC</b>	Connecticut Economic Resource Center
<b>EDC</b>	Economic Development Commission
<b>MDC</b>	Metropolitan District Commission
<b>TPZ</b>	Town Planning & Zoning Commission
<b>MHA</b>	Metro Hartford Alliance
<b>Staff</b>	Town Staff
<b>TC</b>	Town Council
<b>Town</b>	Town staff and agencies





## Priorities

<b>1</b>	High Priority
<b>2</b>	Moderate Priority
<b>3</b>	Lower Priority



	Policy
	Task

## Economic Development Strategies



### Opportunity Area Strategies

	What	Who	Priority	Done
	1. Consider extending or encouraging the extension of public sewers throughout the Kennedy Road/Hayden Station Road/Archer Memorial Drive area.	Town MDC	<b>1</b>	<input type="checkbox"/>
	2. Rezone the B-2 land adjacent to Wilson Avenue to residential and promote highway-oriented commercial and regional shopping opportunities on remaining B-2 land that does not conflict with residential areas to the north.	TPZ	<b>1</b>	<input type="checkbox"/>
	3. Promote highway-oriented commercial and regional shopping opportunities or offices that take advantage of access from adjacent I-91.	TPZ	<b>1</b>	
	4. Strive for high-quality development around Exit 34 that creates an attractive gateway into Windsor and positively influences enhancement efforts in Wilson to the north.	TPZ	<b>2</b>	
	5. If adopted, take advantage of reduced parking requirements by encouraging additional landscaping and possibly additional outbuildings at the Windsor Shopping Center.	Staff	<b>2</b>	
	6. Encourage the redevelopment of the Tobacco Valley Inn site into a hotel/banquet facility or similar highway-oriented uses that do not generate excessive peak-hour traffic or undermine efforts to enhance Windsor Center.	Town	<b>2</b>	<input type="checkbox"/>
	7. Continue to petition for the completion of a Day Hill Road northbound flyover at Exit 38.	Town COG	<b>1</b>	<input type="checkbox"/>
	8. Encourage the consolidated development of the area southeast of Exit 38 into retail and/or offices that do not conflict with efforts to develop the DHCA by producing excessive peak-hour traffic or adding curb cuts to an already critical accident location.	DOT Staff TPZ	<b>2</b>	

### Opportunity Area Strategies (continued)

	What	Who	Priority	Done
	9. Rezone remaining vacant land south and west of Pine Acres to the AG Zone or W Zone and consider additional buffers for the latter against existing residential neighborhood.	TPZ	<b>1</b>	<input type="checkbox"/>
	10. Continue to petition for the completion of the Bradley Airport Loop Road to divert northbound traffic away from Day Hill Road and Bloomfield Ave.	COG DOT Town	<b>1</b>	<input type="checkbox"/>

### Marketing Strategies


	What	Who	Priority	Done
	11. Work cooperatively with the local and regional business organizations to promote Windsor as an amenity-rich community in a regional context.	EDC Staff	<b>1</b>	<input type="checkbox"/>
	12. Work with property owners and brokers to take full advantage of State and regional site locator programs.	EDC Staff	<b>1</b>	<input type="checkbox"/>

### Legend

<b>COG</b>	Capitol Region Council of Governments
<b>DOT</b>	Metropolitan District Commission
<b>EDC</b>	Economic Development Commission
<b>TPZ</b>	Town Planning & Zoning Commission
<b>Staff</b>	Town Staff
<b>TC</b>	Town Council
<b>Town</b>	Town staff and agencies

### Priorities

<b>1</b>	High Priority
<b>2</b>	Moderate Priority
<b>3</b>	Lower Priority


	Policy
	Task

## Legend

<b>EDC</b>	Economic Development Commission
<b>FTDT</b>	First Town Downtown
<b>TPZ</b>	Town Planning & Zoning Commission
<b>Staff</b>	Town Staff
<b>TC</b>	Town Council
<b>Town</b>	Town staff and agencies



## Priorities

<b>1</b>	High Priority
<b>2</b>	Moderate Priority
<b>3</b>	Lower Priority

	Policy
	Task



## Village Enhancement Implementation Program

### Maintain and Enhance Village Centers


	What	Who	Priority	Done
	1. Reinforce the current structure of strong village centers by promoting higher density residential uses in and around Wilson and Windsor Center.	TPZ	<b>2</b>	
	2. Discourage high-intensity commercial uses in village centers.	TPZ	<b>2</b>	
	3. Encourage commercial uses that meet village needs.	EDC TPZ	<b>1</b>	
	4. Encourage specialty commercial and destination uses that enhance the attractiveness of the Wilson and Windsor Center.	EDC TPZ	<b>1</b>	
	5. Consider adopting Village Districts to provide a higher level of architectural and aesthetic control over redevelopment in the village centers.	TPZ	<b>1</b>	<input type="checkbox"/>
	6. Continue to target key parcels in Wilson and Windsor Center for redevelopment.	Town	<b>1</b>	
	7. Rezone inappropriate commercial and industrial zoned land to residential use to encourage reinvestment and stabilize impacted properties.	TPZ	<b>1</b>	<input type="checkbox"/>
	8. Consider infill development on key parcels in Windsor Center to enhance the shopping street environment.	Town	<b>2</b>	
	9. Make more concerted efforts to implement the recommendations of the FTDT Corridor Enhancement Plan and other plans for Windsor Center and Wilson to build momentum and spur private investment.	Town FTDT	<b>1</b>	
	10. Continue the housing rehabilitation, façade improvement and vigilant infrastructure maintenance programs in Wilson, using CDBG funds when available.	Staff	<b>1</b>	
	11. Limit commercial uses at Exits 37 and 38 to regional shopping, highway-oriented commercial and similar uses that would not compete directly with and undermine village centers.	TPZ	<b>2</b>	



### Maintain and Enhance Village Centers (continued)

What	Who	Priority	Done
 12. Consider transit-oriented development in Windsor Center and Wilson (if selected for a second station) to support investment in commuter-rail service.	Town	<b>2</b>	<input type="checkbox"/>
 13. Consider reinforcing “gateways” to provide a sense of entry at Town boundaries and village centers.	Town	<b>2</b>	<input type="checkbox"/>

### Balance Parking and Circulation


What	Who	Priority	Done
14. Discourage inter-town traffic on State arterial roads that would detract from the neighborhood character of village centers.	TPZ	<b>2</b>	
 15. Explore options with the Connecticut Department of Transportation to facilitate traffic calming, parking and pedestrian improvements to Route 159 in Windsor Center.	TC DOT	<b>1</b>	<input type="checkbox"/>
16. Continue efforts to improve the overall environment of village areas through use of sidewalks, signage, graphic symbols, planting of trees, provision of street furniture, and other aesthetic and functional items that should make the villages more desirable to pedestrians, residents and shoppers.	Town	<b>1</b>	

### Legend

<b>EDC</b>	Economic Development Commission
<b>FTDT</b>	First Town Downtown
<b>TPZ</b>	Town Planning & Zoning Commission
<b>Staff</b>	Town Staff
<b>TC</b>	Town Council
<b>Town</b>	Town staff and agencies

### Priorities

<b>1</b>	High Priority
<b>2</b>	Moderate Priority
<b>3</b>	Lower Priority


	Policy
	Task

## Legend

<b>COG</b>	Capitol Region Council of Governments
<b>DOT</b>	Connecticut Dept of Transportation
<b>TPZ</b>	Town Planning & Zoning Commission
<b>Staff</b>	Town Staff
<b>TC</b>	Town Council
<b>Town</b>	Town staff and agencies





## Priorities

<b>1</b>	High Priority
<b>2</b>	Moderate Priority
<b>3</b>	Lower Priority



	Policy
	Task

# Day Hill Corporate Area Implementation Program



## Maintain Traffic Capacity

What	Who	Priority	Done
 1. Make minor improvements to buy time for further study and implementation of a comprehensive improvement program.	DOT Town	<b>1</b>	<input type="checkbox"/>
 2. Conduct a comprehensive traffic study of the entire DHCA to model the entire road network and allow the creation of a comprehensive improvement program with detailed cost/benefit analysis for each improvement.	COG DOT Town	<b>1</b>	<input type="checkbox"/>
 3. Continue to petition for the completion of a Day Hill Road northbound flyover at Exit 38.	COG DOT Town	<b>1</b>	<input type="checkbox"/>
 4. Continue to petition for the completion of the Bradley Airport Loop Road to divert northbound traffic away from Day Hill Road and Bloomfield Ave.	COG DOT Town	<b>1</b>	<input type="checkbox"/>


## Maximize Revenue Potential

What	Who	Priority	Done
 5. Study the comparative effects of manufacturing and warehouse based truck traffic vs. office based passenger vehicle traffic (generated by an equivalent amount of space) on roadway maintenance.	Town	<b>1</b>	<input type="checkbox"/>
 6. Consider focusing economic development activity on manufacturing and warehouse uses in appropriate locations where traffic congestion is critical.	Town	<b>1</b>	<input type="checkbox"/>
7. Work cooperatively with Bloomfield, the Connecticut Department of Transportation and State Traffic Commission to pursue improvements to Bloomfield Avenue, Day Hill Road, Poquonock Avenue and the I-91 interchanges for both towns' mutual benefit.	DOT STC Town	<b>1</b>	



### Rezone Excess Industrial Land

What	Who	Priority	Done
 8. If comprehensive traffic study determines that traffic capacity will limit the full potential of industrial zoned land within the DHCA, consider rezoning actively farmed land that exceeds anticipated traffic capacity to AG Zone.	TPZ	<b>2</b>	<input type="checkbox"/>
 9. If comprehensive traffic study determines that traffic capacity will limit the full potential of industrial zoned land within the DHCA, carefully consider rezoning to residential use where appropriate and encourage revenue positive housing such as active adult housing.	TPZ	<b>2</b>	<input type="checkbox"/>

### Maintain Quality Corporate Image

What	Who	Priority	Done
 10. Create a Day Hill Road Office Overlay District to limit the frontage of Day Hill Road to high-quality corporate office development.	TPZ	<b>1</b>	<input type="checkbox"/>

### Construct a System of Trails


What	Who	Priority	Done
 11. Plan a trail system for the DHCA to provide a safe alternative to using existing roads and tie into a townwide trail system.	Town	<b>1</b>	<input type="checkbox"/>
<input type="checkbox"/> 12. Require trail segments for new developments where appropriate as part of the site plan approval process.	TPZ	<b>1</b>	<input type="checkbox"/>
 13. Request current employers within the DHCA to provide or contribute towards trail segments to complete the network.	TC	<b>2</b>	<input type="checkbox"/>

### Legend

<b>COG</b>	Capitol Region Council of Governments
<b>DOT</b>	Connecticut Dept of Transportation
<b>TPZ</b>	Town Planning & Zoning Commission
<b>Staff</b>	Town Staff
<b>TC</b>	Town Council
<b>Town</b>	Town staff and agencies

### Priorities

<b>1</b>	High Priority
<b>2</b>	Moderate Priority
<b>3</b>	Lower Priority

<input type="checkbox"/>	Policy
	Task

## Legend

<b>BOE</b>	Board of Education
<b>FD</b>	Fire Department
<b>PW</b>	Public Works Department
<b>TPZ</b>	Town Planning & Zoning Commission
<b>P&amp;R</b>	Parks and Recreation
<b>Staff</b>	Town Staff
<b>TC</b>	Town Council
<b>Town</b>	Town staff and agencies
<b>WVA</b>	Windsor Volunteer Ambulance

## Priorities

<b>1</b>	High Priority
<b>2</b>	Moderate Priority
<b>3</b>	Lower Priority









	Policy
<b>*</b>	Task

# Community Facilities Implementation Program

## Address Current Needs

	What	Who	Priority	Done
<b>*</b>	1. Consider re-allocating space among Community Development, Parks and Recreation, Senior Services, and Social Services.	Town	<b>1</b>	<input type="checkbox"/>
	2. Continue programs to attract and retain volunteers.	Town FD WVA	<b>1</b>	
<b>*</b>	3. Extend the water line north from Clapp Road or south from Windsor Locks or provide an alternative water source such as a cistern(s) for fire protection.	Town MDC	<b>3</b>	<input type="checkbox"/>
<b>*</b>	4. Study future space needs and possible alternative sites for all or part of the public works complex and Mechanic Street Parks Garage.	Town	<b>1</b>	<input type="checkbox"/>
	5. Continue with scheduled construction and replacement of sidewalks.	Town	<b>2</b>	
	6. Perform regular maintenance of stormwater drainage facilities to comply with new NPDES Phase II stormwater guidelines.	PW	<b>1</b>	
<b>*</b>	7. Decide on method of municipal waste disposal so that necessary facilities can be appropriately located, planned, designed and constructed before landfill closure occurs.	Town	<b>1</b>	<input type="checkbox"/>
<b>*</b>	8. Construct Welch Pool improvements.	Town	<b>2</b>	<input type="checkbox"/>
<b>*</b>	9. Construct Windsor Library additions.	Town	<b>1</b>	<input type="checkbox"/>
<b>*</b>	10. Work cooperatively with Grace Episcopal Church to connect the library parking lot with the Town Hall parking lots to the rear of the church.	Town	<b>1</b>	<input type="checkbox"/>

## Prepare For Mid- and Long-Range Needs


	What	Who	Priority	Done
	11. Consider digitally archiving land records to save vault space.	Staff	<b>2</b>	
	12. Continue to monitor changes in the senior population to anticipate program and staff needs.	Staff	<b>2</b>	
	13. Relocate dog pound in Windsor or to Bloomfield.	Town	<b>2</b>	<input type="checkbox"/>
	14. Complete concept studies to resolve facility needs for Public Safety Complex and Hayden Station Fire House.	Town	<b>1</b>	<input type="checkbox"/>
	15. Market the Mechanic Street Parks Garage for adaptive reuse while monitoring condition of the building.	Town	<b>2</b>	<input type="checkbox"/>
	16. Upgrade building maintenance before costly repairs result.	Town	<b>2</b>	
	17. Increase Public Works vehicle maintenance budget to cover repairs without deferring new equipment.	TC PW	<b>2</b>	
	18. Monitor changing demographic and recreation trends to anticipate future program and facility needs.	Staff	<b>1</b>	
	19. Construct greenway trails along the Connecticut and Farmington Rivers.	Town	<b>1</b>	<input type="checkbox"/>
	20. Construct a trail along the Day Hill Road Corridor.	Town	<b>2</b>	<input type="checkbox"/>
	21. Design and construct passive and active recreation facilities at the landfill site per the adopted 2002 Landfill Post-Closure Reuse Plan.	Town	<b>1</b>	<input type="checkbox"/>
	22. Prioritize and schedule recreation facility improvements in the CIP.	Town	<b>1</b>	<input type="checkbox"/>
	23. Evaluate feasibility of East View Drive school site and seek an alternative site if necessary before available sites become scarce.	BOE	<b>2</b>	<input type="checkbox"/>

## Legend

<b>BOE</b>	Board of Education
<b>FD</b>	Fire Department
<b>PW</b>	Public Works Department
<b>TPZ</b>	Town Planning & Zoning Commission
<b>P&amp;R</b>	Parks and Recreation
<b>Staff</b>	Town Staff
<b>TC</b>	Town Council
<b>Town</b>	Town staff and agencies

## Priorities

<b>1</b>	High Priority
<b>2</b>	Moderate Priority
<b>3</b>	Lower Priority

	Policy
	Task




## Legend

<b>COG</b>	Capitol Region Council of Governments
<b>DOT</b>	Connecticut Dept of Transportation
<b>GHTD</b>	Greater Hartford Transit District
<b>PW</b>	Public Works Department
<b>TPZ</b>	Town Planning & Zoning Commission
<b>Staff</b>	Town Staff
<b>TC</b>	Town Council
<b>Town</b>	Town staff and agencies



## Priorities

<b>1</b>	High Priority
<b>2</b>	Moderate Priority
<b>3</b>	Lower Priority




	Policy
	Task

# Transportation Implementation Program




## Address Road Network Issues

	What	Who	Priority	Done
	14. Maintain roadway function by limiting access and land uses accordingly, especially along divided arterials.	TPZ Town	<b>1</b>	
	15. Maintain traffic circulation through timely improvements to congested areas as well as areas identified in ConnDOT SLOSSS.	Town COG DOT	<b>1</b>	
	16. Conduct a comprehensive traffic study of the New England Tradeport to model the entire road network and allow the creation of a comprehensive improvement program with detailed cost/benefit analysis for each improvement.	COG DOT Town	<b>1</b>	<input type="checkbox"/>
	17. Make scheduled improvements to existing town roads.	Town	<b>1</b>	<input type="checkbox"/>
	18. Maintain funding for ongoing maintenance of town roads.	TC PW	<b>1</b>	



## Modify Road and Parking Lot Design Standards

	What	Who	Priority	Done
	19. Consider modifying the road design standards (Subdivision Regulations, Engineering Standards) for local residential streets.	TPZ Town	<b>2</b>	<input type="checkbox"/>
	20. Consider modifying the parking standards to allow for appropriate reductions in the number of parking spaces and establish maximum parking standards to avoid deliberate over parking.	PW	<b>2</b>	<input type="checkbox"/>
	21. Consider the use of alternative paving materials for infrequently used peak parking spaces.	TPZ	<b>1</b>	<input type="checkbox"/>
	22. Guide roadway improvements so that they enhance, rather than detract from, community structure and character.	All	<b>1</b>	

## Enhance Pedestrian & Bicycle Circulation

	What	Who	Priority	Done
	23. Require sidewalks along all arterial and collector roads.	TPZ Town	<b>1</b>	
	24. Give priority to sidewalks within one-mile walking distance from schools.	Town	<b>1</b>	
	25. Ensure pedestrian access to all public facilities, parks and points of interest.	Town	<b>1</b>	
	26. Accommodate pedestrians in industrial areas (See Day Hill Corporate Area recommendations).	TPZ Town	<b>1</b>	<input type="checkbox"/>
	27. Ensure safe pedestrian crosswalks.	All	<b>1</b>	
	28. Pursue completion of a greenway trail system along the Connecticut and Farmington Rivers.	Town	<b>1</b>	<input type="checkbox"/>
	29. Pursue a townwide system of greenways and trails linking neighborhoods, parks, and other facilities.	All	<b>1</b>	<input type="checkbox"/>
	30. Consider bicycle circulation when planning for new or improved roads, making them as bicycle friendly as practical.	Town	<b>1</b>	

## Support Transit Facilities


	What	Who	Priority	Done
	31. Consider appropriate transit-oriented development surrounding the Griffin Line Busway and Springfield-New Haven commuter rail stations.	TPZ Town	<b>2</b>	<input type="checkbox"/>
	32. Continue to monitor aging population to anticipate increasing demand on dial-a-ride services.	Town GHTD	<b>2</b>	
	33. Consider studying the feasibility of jitney bus service in and between the village centers and other activity nodes.	Town GHTD	<b>2</b>	<input type="checkbox"/>
	34. Continue to monitor trends and support future initiatives in unconventional modes of transportation such as waterborne mass transit.	Town	<b>2</b>	

## Legend

<b>COG</b>	Capitol Region Council of Governments
<b>DOT</b>	Connecticut Dept of Transportation
<b>GHTD</b>	Greater Hartford Transit District
<b>PW</b>	Public Works Department
<b>TPZ</b>	Town Planning & Zoning Commission
<b>Staff</b>	Town Staff
<b>TC</b>	Town Council
<b>Town</b>	Town staff and agencies

## Priorities

<b>1</b>	High Priority
<b>2</b>	Moderate Priority
<b>3</b>	Lower Priority


	Policy
	Task

## Legend

<b>MDC</b>	Metropolitan District Commission
<b>PW</b>	Public Works Department
<b>TPZ</b>	Town Planning & Zoning Commission
<b>Staff</b>	Town Staff
<b>TC</b>	Town Council
<b>Town</b>	Town staff and agencies



## Priorities

<b>1</b>	High Priority
<b>2</b>	Moderate Priority
<b>3</b>	Lower Priority




	Policy
	Task

# Utility Infrastructure Implementation Program

## Strategies to Ensure the Adequacy of Piped Utilities

	What	Who	Priority	Done
	35. Consider extending or partially subsidizing the extension of sewers to industrial areas along Hayden Station Road and Archer Memorial Drive to make the area more attractive to high-quality office/industrial development.	Town MDC	<b>1</b>	<input type="checkbox"/>
	36. Pursue the extension of water and sewer service to other areas illustrated on the Utility Infrastructure Plan.	Town MDC	<b>1</b>	<input type="checkbox"/>

## Strategies to Ensure the Adequacy of Other Utility Services

	What	Who	Priority	Done
	37. Proceed with NPDES Phase II compliance for stormwater pollution management.	Town	<b>1</b>	<input type="checkbox"/>
	38. Consider undertaking a comprehensive study of Windsor's watersheds to determine the feasibility, cost effectiveness and recreation potential of centralized stormwater management facilities.	Town	<b>2</b>	<input type="checkbox"/>
	39. Consider a stormwater management utility to fund, construct and maintain stormwater management facilities.	Town	<b>2</b>	<input type="checkbox"/>
	40. Continue to work with utilities to address reliability issues.	Town	<b>3</b>	
	41. Keep abreast of the most recent trends to ensure that the data infrastructure allows businesses to remain competitive.	Town	<b>2</b>	

# CONCLUSION

# 16

## Overview

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The Plan of Conservation & Development has been developed to prepare the Town of Windsor for the challenges that it will face during the next decade and beyond.

Throughout the preparation of this Plan, a great deal of information was collected, analyzed, presented and discussed during many interviews, meetings and workshops. Through this process, an overall vision, general goals and policies were developed, resulting in the specific strategies summarized throughout this Plan.

While challenging, the preparation of the Plan is not the most important step in the planning process. Once adopted, the Plan must be implemented in order for its strategies to be put into action and its vision fulfilled. While the task of implementation rests with all Windsor residents, boards and commissions, the responsibility for coordinating efforts and evaluating progress rests with the Town Planning and Zoning Commission and Town Staff.

The Plan is intended as a guide to be followed in order to enhance the quality of life and the community character of Windsor. It is intended to be flexible in order to allow adjustments in the manner that specific goals and objectives are achieved while maintaining stability in the long-term goals of the community.

During implementation, some goals may be achieved quickly, some goals will be achieved incrementally as time and money allow and the premise behind others will undoubtedly change, calling recommendations into question. Such situations are to be welcomed since they will mean that the Plan is being used.

The Plan of Conservation and Development is not static but a living document that is meant to be referenced, challenged and if changing circumstances warrant, amended to keep in tune with the goals and vision of the community. If Windsor is successful in implementing this Plan, the character of the community and its villages will be preserved and enhanced. Windsor's reputation as an amenity-rich community will grow, making it an attractive place to live, work, shop and play.

*The Plan of Conservation & Development has been developed to prepare the Town of Windsor for the challenges of the next decade and beyond.*



# ACKNOWLEDGMENTS

## The Residents of Windsor

### The Town Planning and Zoning Commission

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Anita M. Mips	Chair
Timothy Fitzgerald	Secretary
David Kelsey	
Elizabeth Parker	
Karl Profe	
Katherine Chiodo	Alternate
Robert Dallesander	Alternate
Michael O'Brien	Alternate

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### The Plan of Conservation and Development Steering Committee

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Anita M. Mips	Town Planning and Zoning Commission, Chair
Sharran Selig Bennett	First Town Downtown
Timothy Fitzgerald	Town Planning and Zoning Commission
Harry Freeman	
Adam Gutcheon	Conservation Commission
Heidi Hollick	
Eric Judge	Economic Development Commission
David Kelsey	Town Planning and Zoning Commission
Daniel Lynch	
Richard Quintero	

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# ACKNOWLEDGMENTS



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## Town Staff

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Peter Souza	Assistant Town Manager
Dr. Mario Zavarella	Town Planner
Jason Bachand	Assistant Town Planner
Cyd Groff	Environmental Planner
Marian Madison	Planning Secretary
James Hallisey	Community Development Coordinator
James Burke	Director of Economic Development
Brian Funk	Director of Public Works
Thomas Lenehan, PE	Town Engineer
Steve Kosofsky	Assessor

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## Technical and Administrative Assistance Provided By:



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Glenn Chalder, AICP	Principal	Bruce Hillson	Principal
Eric Barz, AICP	Senior Planner		
Leonard Desson	Planning Assistant		

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# Planimetrics

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