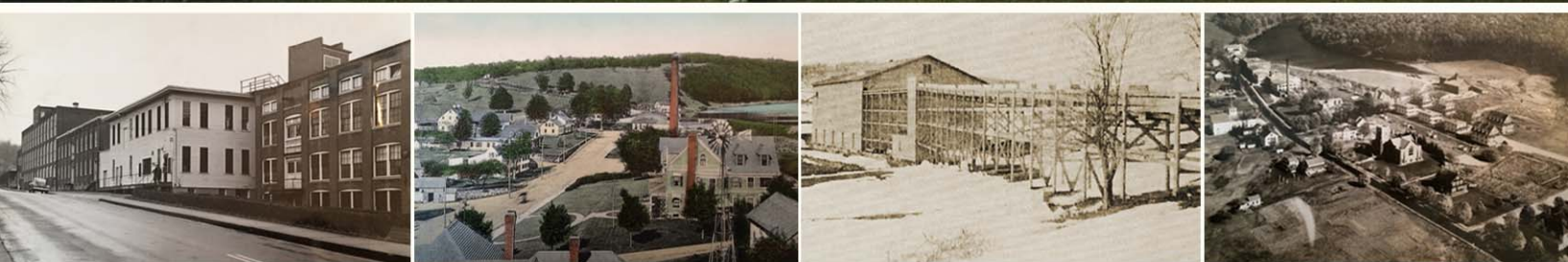




NELSON EDWARDS COMPANY ARCHITECTS LLC  
HUTTON ASSOCIATES INC / PLANNING INTERACTION  
ECONOMIC STEWARDSHIP INC  
ARCHAEOLOGICAL AND HISTORICAL SERVICES INC

Village Centre, South Willington, Conn.



# EXECUTIVE SUMMARY

## SOUTH WILLINGTON PRESERVATION PLANNING STUDY

### VIBRANT COMMUNITIES INITIATIVE

OCTOBER 30, 2015  
REVISED NOVEMBER 23, 2015

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\* Historic images of South Willington on cover provided by Archaeological and Historical Services, Inc., Rich Mailhos and Alex Park.



## ACKNOWLEDGEMENTS



## ACKNOWLEDGEMENTS

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A community planning study as broad and encompassing as the South Willington Preservation Planning Study, Vibrant Communities Initiative is the work of a great many people and organizations, without whom this project could not have been initiated or completed.

The Town of Willington wishes to thank the Connecticut Trust for Historic Preservation for the Vibrant Communities Initiative (VCI) grant that allowed this study to go forward. The impetus for the grant application and actual work on behalf of the application was undertaken by the Friends of Mill Works, with special thanks to Richard N. Symonds. Critical support for the application and study effort came from the office of the First Selectman and entire Board of Selectman, and invaluable assistance with final details for the grant application and its submission came from Assistant Assessor Carol Noyes.

The consultant team has tremendous gratitude for the contributions and perspective of the Vibrant Communities Study Committee, Richard Symonds, chair and Christina Mailhos, First Selectman. The entire committee offered extensive background and technical expertise as did Willington Planning-Zoning / Wetlands Agent Susan Yorgensen. Invaluable help came from Friends of Mill Works; the Willington Historical Society; Willington Board of Education Superintendent, David C. Harding; George (Andy) Marco, Chair of the Willington Planning and Zoning Commission; Town Land Use Attorney Mark Branse; Tom Buccino, Bob Shabot and CT Trust for Historic Preservation Liaison, Brad Schide. The team has a special thank you to Robin Campbell, in the First Selectman's office for helping to manage the day to day details of their work and Richie Mailhos and Alex Park for sharing their documentary "Hall Heritage: The Industrialization of a Small Town" at the public workshop.

The investigations of this study and final recommendations to the Town of Willington for preservation planning and economic development reflect the history, experiences, suggestions, criticisms, and hopes for the very special area of South Willington that formed around and under the auspices of the Gardiner Hall Jr. Company. The following individuals each contributed to the team's final recommendations (in alphabetical order):

### **Vibrant Communities Initiative Committee Members**

Richard N. Symonds, Chair  
Christina B. Mailhos, First Selectman  
  
Thomas D. Buccino, Jr., The Mill Works  
Joe Froehlich, Town Historian  
Kim Kowalyshyn, Selectman, EDC member  
John Patton, Property owner  
Robert Shabot, Willington Historical Society, Willington Historic District Commission  
  
Ex Officio: Brad Schide, CT Trust for Historic Preservation

### **Town of Willington Land Use Department and Commissions**

Mark K. Branse, Branse & Willis, LLC (attorney for Planning and Zoning Commission)  
George A. Marco, Chairman, Planning and Zoning Commission  
Mark Masinda, Chair, Willington Zoning Board of Appeals; VP, Willington Fish and Game Club  
Susan Yorgensen, Planning-Zoning / Wetlands Agent



**Town of Willington / Regional / State**

Teri Gareau, Willington Recreation Department  
David Greci, CT Department of Public Health  
Michael Hart, CT Department of Energy and Environmental Protection  
David C. Harding, Superintendent  
Jody Schmidt MS, RS, Eastern Highlands Health District

**Interview / Workshop Participants** (in addition to those above)

Mary Buccino, The Mill Works Community  
Katherine Brody, Eastern CT Tourism Board (formerly NE Region)  
Lois Bruinooge, Executive Director, The Last Green Valley  
Alice Cassels, Hall Foundation  
Susan Kosowitz Dinallo, Kosowicz Family Trust  
John Elsesser, Town Manager, Town of Coventry and Tolland County Chamber of Commerce  
Fatima Lobo, Phelps Crossing Shopping Center (attorney for)  
David and Pam Lussier, The Mill Works Community  
James D. Humphrey, President, Willington Fish and Game Club  
Richard Mailhos  
Richie Mailhos, Hall Memorial School (group documentary "Hall Heritage: The Industrialization of a Small Town")  
Linda Painter, Town Planner, Town of Mansfield, CT  
Alexander Park, Hall Memorial School (group documentary "Hall Heritage: The Industrialization of a Small Town")  
Steven H. Park  
Christine Stetson, Village Springs Water Company; The Hall Foundation  
Susan Schur, Willington Historical Society  
Bob Shabot, Willington Historical Society, Willington Local Historic District Commission  
Lawrence Silbart, Vice Provost for Strategic Initiatives, University of Connecticut  
Ralph H. Tulis, PE, Chairman, Willington Plan of Conservation and Development Committee  
Beverly Wood, Director for University Planning, University of Connecticut  
Wayne Wright, Phelps Crossing Shopping Center  
Danny York, Treasurer, Willington Fish and Game Club

With appreciation,

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**Hutton Associates Inc / Planning Interaction**

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**Economic Stewardship, Inc.**

Elaine Van S. Carmichael, AICP

**Archaeological and Historical Services, Inc.**

Bruce Clouette, Ph.D.  
Marguerite Camell Rodney, M.Phil.



## EXECUTIVE SUMMARY & IMPLEMENTATION STEPS

NELSON EDWARDS COMPANY ARCHITECTS LLC ♦ HUTTON ASSOCIATES INC / PLANNING INTERACTION  
ECONOMIC STEWARDSHIP INC ♦ ARCHAEOLOGICAL AND HISTORICAL SERVICES INC

### Introduction

During the years of the Gardiner Hall Jr. Company (1860 – 1954) South Willington was a center of innovation, industry and a progressive program of community development that included worker housing, church, school, infrastructure for water and fire protection, street trees and other public amenities, in addition to the actual manufacturing complex for thread. With the closing of the company the vibrant community slowly drifted away.

In the present day small businesses are located in the former mill buildings but the complex is not fully utilized and is bedeviled by a host of issues much larger than the properties themselves. For the residential community the location of the state run residential care facility in the former William Henry Hall House has posed security and neighborhood challenges for residents. The speed of travel on State Route 32 coupled with irregular placement of sidewalks that are now in poor condition presents pedestrian safety issues and undermines the feeling of a residential neighborhood. Home ownership is evolving from single family or duplex ownership to rental property.

In spite of all the challenges facing South Willington the village center is rich with historical importance, has tremendous legacy of Queen Anne, Colonial Revival, Craftsman and vernacular style homes, 19th-century barns, brick and masonry mill buildings, a Gothic Revival church, and Colonial Revival school and is surrounded by scenic and natural resources. To the east of the village Hall's Pond with the original spillway for the mill and a beach on private land made available to the public during the summer season. To the west, the scenic and natural resource of the Willimantic River. Surrounding the entire village area are steep slopes that act as natural buffers. Taken in total the village presents a unique aspect not readily matched by other areas and one that can thrive as long as the impediments for managed growth are identified and directed in positive ways, and protections are set up to maintain the intrinsic village character.

### Study Goals

In the fall of 2014 many recognized that the Town had limited land use regulations in place to protect valuable historic assets within the South Willington village and needed a clearly articulated plan to promote appropriate new economic development in the village area through adaptive reuse and redevelopment.

In response to these issues the Town, in partnership with the Friends of Mill Works, applied to the CT Trust for Historic Preservation for a Vibrant Communities Grant. The purpose of the grant program is to help municipalities plan for preservation of cultural, architectural, historic and scenic resources while identifying tools, opportunities, avenues for economic development. The desired outcome identified by the Town of Willington in their application was to identify meaningful steps that could be taken to guide future growth.

Upon receipt of the grant the Town of Willington issued a Request for Proposal (RFP) that identified four specific areas of focus:

- Update of the existing Historic Resource Inventory and preparation of a National Register Historic District Nomination for the South Willington area;



- Evaluation of a possible Village District Zoning plan (pursuant to CT General Statutes 8-2j) or Preservation Ordinance, including Design Guidelines;
- Review of preservation tools such as Delay of Demolition and Blight Ordinances and
- Target of one structure for possible rehabilitation, utilizing the Federal and State tax credits and / or grant programs.

Study deliverables included:

- Fully vetted National Register Nomination
- Village District Zoning Plan or Preservation Ordinance and Design Guidelines
- Summary of the advantages of Delay of Demolition and Blight Ordinances
- Selection of one key property for rehabilitation with analysis, diagrammatic representations, development and operating pro-forms.

## **Methodology and Process**

The consultant team began work in April 2014 with detailed review of all available documents, a workshop meeting with the Vibrant Communities Initiative Study Committee and meetings with Town staff to review goals, issues, process and outreach and to gather the background material that would inform their work. Over the course of the next three months the consultant team interviewed stakeholders and other parties who responded to the team's invitation to speak with them and who could offer perspective on the issues and challenges facing the region generally, the town as a whole and South Willington in particular. Team members conducted one-on-one and group meetings, conference calls, a public outreach and informational gathering presentation and charrette workshop. One month after the study team's efforts began the Town of Willington / Economic Development Commission began a "Market Study for Willington's Business Zones" with Fairweather Consulting. While the South Willington study looked at one small area of town and the "Market Study" was regional both teams identified common impediments to economic growth.

One change to the study scope involved update to the Historic Resource Inventory. When town staff, committee members and knowledgeable residents could not locate the Historic Resource Inventory for update the consultant team checked the files at the State Historic Preservation Office and contacted the Curator for Archives and Special Collections at the Thomas J. Dodd Center Research Center (UConn) – the final repository for inventories – for any catalogued or uncatalogued surveys for the town of Willington or South Willington. No inventory was found to exist. The Town did have a list of historic buildings prepared by the Willington Historical Society that was incorporated into the 2006 Town of Willington Plan of Conservation and Development as Appendix 6. It was mutually agreed by the study team and study committee that creation of a Historic Resource Inventory was beyond the scope of the RFP and the update would be eliminated from the study. Without the inventory the consultant's time would need to include primary research for the National Register Historic District nomination.

Over the course of the six-month study, findings were periodically reviewed with the Study Committee, town staff, relevant commission members and regional agencies to ensure the team's findings and recommendations remained consistent with town plans and priorities, regional agency capabilities, and study goals. In the case of the proposed new Village District regulation draft language was reviewed by the Town's Land Use attorney for consistency with established municipal ordinance. A full legal review of the proposed zone change, amendment to the Town's 2006 Plan of

Conservation and Development, adoption of Village District regulation, Design Guidelines, Delay of Demolition and Blight Ordinances will be required but is beyond the scope of this study.

A final public meeting will be scheduled during the month of November, 2015 to review study findings and to discuss future implementation steps.

## Findings

The overwhelming sense the study team had from conversations with residents, business owners, and other stakeholders was the degree to which Willington residents care for the South Willington village area. Long term property owners in the area, and residents who grew up in the area and now living in other areas recall the sense of community that historically pervaded the village area. Stories were told of people who watched out for each other, the return each year of the Hall Memorial School graduates to stand under their class banners, and of those who residents who moved away only to move back again. And yet each of the individuals we spoke with acknowledge the village has changed. The quality of life is different, the opportunities are gone, the challenges for business ownership great and the village area in general reflecting a change of fortunes. The Hall Family Foundation, a legacy from the philanthropic past with established endowments to support the church and school and to provide for targeted social needs, cannot counter the current market forces on the village center.

The issues identified by those we interviewed include:

- Speed of travel on Rt. 32 (River Road) and lack of safe pedestrian travel and crossings  
*Note: the Town undertook a sidewalk study report that was completed in September, 2014. The conclusion of the report is that the Town should seek grant monies for streetscape enhancements and historic preservation in order to defray the cost of new sidewalks, and we would add, traffic calming and safe crossings.*
- Erosion of the feeling of security due to the presence of, and situations presented by the residents of the state-run residential care facility. While some improvement in residential management has been cited in recent times the facility continues to be a disincentive for owner-occupied residences and property values.
- The lack of congruity between the existing R-80 (residential) zoning that applies to most of the South Willington area and the layout and uses of the existing village properties that pre-date the adoption of zoning in 1970. See page 11 of this section for a graphic comparison of R-80 zoning and existing village layout vis-à-vis property setback. See page 10 of this section for the property uses in South Willington as identified by the Assessor's office and documented in the 2006 Town of Willington Plan of Conservation and Development.
- The perception of difficulty in proceeding through the Special Permit process versus "as of right" uses for businesses. While Special Permit is seen as a tool to maximize control of property/town development it adds a layer of uncertainty to the outcome, particularly for business owners.
- The lack of public infrastructure for water, sewer and (per concurrent EDC study) state of the art broadband access. The lack of these connections means that

commercial enterprises in existing buildings often cannot market or rent their properties for highest and best uses.

- The difficulty for existing commercial properties, such as the former mill complex, with little excess land to be able to meet current on-site parking requirements.
- The general perception that Willington is not well marketed as a residential place to live. The growth in town is less than that of the state and significantly less than Tolland County as a whole (*Fairweather Consulting, September 25, 2015 presentation.*)
- The town of Willington is perceived as reclusive in the general region as they do not participate in regional efforts such as The Last Green Valley or the Corridor 195 study.

## **Recommendations and Summary**

The following is a brief overview of the topical work areas and recommendations. Detailed information on each study area, as well as the work products, are contained in Sections III and IV. General information relevant to the study or implementation efforts is contained in the Appendix.

## **National Register Historic District**

At the start of the study it was mutually acknowledged by the town's Study Committee and consultant team that listing of the village of South Willington on the National Register of Historic Places offered tremendous benefit to property owners and potential property developers. The National Register of Historic Places "is the official list of the Nation's historic places worthy of preservation. Authorized by the National Historic Preservation Act of 1966, the National Park Service's National Register of Historic Places is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect America's historic and archaeological resources." (NPS) Among the benefits:

- National Register designation, once approved, does not control the uses or design within the district – that is the purview of municipal zoning – but offers a layer of review and protection from the impacts of Federally-funded development.
- Properties listed on the National Register are automatically listed on the Connecticut State Register.
- National Register listing lends a recognized historic context to the market profile of buildings and makes projects within the district eligible for Federal or State tax credits and other historic preservation related grants and programs.

A summary of Federal and State tax credits as well as information sheets prepared by DECD/SHPO for the National Register and State Register are contained in Sections V.B, V.C and V.D of the Appendix.

At the time of this study's conclusion the draft National Register Nomination has been completed by Archaeological and Historical Services, Inc. The request to proceed with the study is still pending response from the State Historic Preservation Office. The Nomination form submitted with this



study is complete in every way with the one exception of the Universal Transverse Mercator (UTM) Grid System coordinates which are added only after acceptance of the proposed district boundary by the State Historic Preservation office.

The timeframe for State Historic Preservation Office review, State Historic Preservation Board review and National Park Service review are beyond the control of the study team. An outline for the sequence of steps to complete the listing process is contained at the end of this section in "Implementation Steps". Once the pending nomination receives the "Approval for Study" by the State Historic Preservation Office an informational meeting should be scheduled with property owners to explain what listing means and to address questions.

### **Village District Regulation or Preservation Ordinance**

The 2006 Town of Willington Plan of Conservation and Development identified creation of Village District Zones as Growth Management Strategy # 4. Based on our review of the unique character of South Willington and issues currently facing this section of town we feel that the flexible Village District regulation will provide the Town with important tools for managing the desired growth of the village area while reducing the exposure to the haphazard growth that often occurs along state roads.

The CT Village District regulation is authorized by Connecticut General Statutes in 1998 under Public Act 98-116, Section 8-2j, as amended. It is a management tool overseen by the Planning and Zoning Commission and intended to better guide building, streetscape, site design while allowing for compatible village growth. A copy of the enabling statute is contained in the Appendix at the end of this report.

Village Districts can be created as overlays to existing municipal zoning or as individual stand-alone districts. In the case of South Willington, the identified disconnect between the existing R-80 zoning and the historic village center, argues in favor of creating a new Village District zone. Removal of the deviations between the historical development and current zoning criteria will benefit property owners who wish to develop their property, bring more certainty to the development process and reduce the administrative burden of the variance process on property owners, town staff and commission members alike.

From an administrative standpoint a Village District requires an amendment to the Plan of Conservation and Development, change to the existing municipal ordinance, appointment of an advisory committee and development of Design Guidelines.

Use of a Village District zone in South Willington provides greater flexibility than the former R-80 residential zone for mixed use in the village area. Given the historic commercial core of the village, and established evolution away from single family ownership, the provision for mixed-use by Special Permit benefits property owners and encourages greater investment in the existing building stock.

It is our recommendation that the new Village District zone be coterminous with the South Willington National Register Historic District. For the purpose of this study we call this new zone the "South Willington Village District" zone.

## **Village District Design Guidelines**

Design Guidelines are required for a Village District Zone. The intent of the guidelines is to better serve the community and those that are seeking to develop property by adding certainty into the development process and promoting early communication. The Guidelines provide a tool to enable the town to have more voice in the design of public infrastructure projects such as DOT improvements. Design Guidelines establish and articulate the characteristics of the existing village center that are important – be they natural features, landscape elements or buildings – and include provision for consideration of landscaping, maintenance of public views, natural topographic features, roadway and public infrastructure, development patterns, buildings and other structures in the review process. The intent of the Guidelines is to provide a document that offers inherent flexibility while providing meaningful direction for those who seek to develop their properties, and those who review the proposals.

Administratively, once a Village District is established, the Planning and Zoning Commission receives and reviews applications for changes within the designated Village District. Regulated changes include new construction and substantial exterior reconstruction or rehabilitation visible from the public way (commonly understood to be roadway, sidewalk, public parking lot, etc.) The intention is to guide new construction or substantial renovation but not to burden property owners or town agency with another layer of management for routine maintenance or minor alterations. The Design Guidelines submitted for consideration with this report include a tiered system of review (See Section I.4 of the draft Design Guidelines.)

Project review is performed by an advisory entity to the Planning and Zoning Commission. The advisory entity may be an appointed Review Board with at least one member who is a registered architect, landscape architect or certified planner or may be a designated advisor such as registered architect, landscape architect or certified planner, under contract to the town. Comments from the Review Board or Advisor on the proposed application are forwarded to the Planning and Zoning Commission for consideration.

Village Districts and Design Guidelines can be tailored and scaled to individual areas within a town. Once the review process framework is adopted guidelines for other areas within the town can be formulated and added.

## **Summary of Demolition Delay and Blight Ordinances**

Delay of Demolition and Blight ordinances are municipal tools increasingly in use by nearby towns in Tolland and Windham counties to protect property values, historic resources and in the case of Blight Ordinance, public safety. A graphic illustration indicating which towns have incorporated each of these tools (at the time of this study) is included in Section III.D. Both ordinances offer valuable protections for the town.

Delay of Demolition is a tool to allow for informed dialogue about alternatives to demolition for a proposed structure slated to be demolished, but ultimately does not prevent the demolition of a building or structure. The ordinance can be tailored in a variety of different ways and can apply to buildings listed on the National or State Register Properties, or town survey (of which there is one

prepared by the Willington Historical Society) or simply by age of the structure. It is important to mention that not all buildings rise to the level of needing the protections afforded by a Delay of Demolition ordinance so integration of a quick signoff for routine, non-historic or “non-contributing” structures should be implemented as part of this policy. A detailed review of Delay of Demolition ordinance is included in Section III.D.

There are quite a few towns in Tolland and Windham counties that have established blight ordinances and these too they can be implemented in a variety of ways. Refer to Section III.C for detailed description of the options and a sample blight form.

### **Rehabilitation Study of a Historic Structure**

Many potential projects for a rehabilitation study presented themselves for consideration during our work. With varied choices that included incubator offices in the former mill complex or small-scale adaptive reuse of a former residence into a coffee shop or similar venture, we realized that the largest issue facing South Willington and the town was the dwindling school enrollment with potential to cause vacancy of the Hall Memorial School building. This potential vacancy would further diminish the village area and burden the town and Hall Foundation (who resume ownership should the building cease to be used for educational purposes) with an empty building of approximately 66,000 GSF (Town Assessor database.) Conversely, adaptive reuse of the building into a viable economic enterprise, utilizing available federal and state tax credits, would help provide a solid anchor to the south end of the village. This revitalization, in partnership with the former mill complex buildings at the north end, would serve to solidify the economic base for the area. The village thus bracketed would have increased economic draw. A large renovation, such as the one profiled in the rehabilitation study additionally offers the potential for Tax Increment Financing which if initiated, would catalyze and fund the public infrastructure upgrades so desperately needed by the entire village area.

### **Organization of Study Components**

To facilitate topical review and distribution we separate the work products for each study task in their own section. Useful background or reference information is included in the Appendix.

### **Conclusion**

The products of this study are designed to help advance and guide managed economic growth and protection of the unique heritage of South Willington. They are a starting point rather than an end in and of themselves. The issues are complex and the recommendations we include for planning and zoning regulation change and village district offer the first steps in what needs to be a systematic and organized approach to growth.

At the conclusion of our work, we recommend the Town seek further grant funding for the additional professional planning that will benefit all property owners within the South Willington area and provided a springboard backbone for solid economic growth. The studies are:

- I. Engineering design for shared (community) septic system(s) assuming a projected future build out of South Willington;



2. Engineering design and negotiation with the water company for expansion of the public distribution system for water.
3. Streetscape design for traffic calming, sidewalks, shared parking and infrastructure such as lighting that responds to the unique aspect of the historic village center; addresses the needs to public service vehicles and personnel to respond quickly to emergencies; pedestrians to feel safe; and traffic to move in accordance with state Department of Transportation (DOT) requirements. *It is important to note that an integrated plan for streetscape improvements South Willington is developed the town will be in a better position to work with the DOT. Note, given the sequence of construction the infrastructure backbone (i.e. public utilities) should be in place before wholesale streetscape improvements are made*

Once the design studies are complete they will allow for additional grant applications to defray the cost of the improvements either through STEAP (Small Town Economic Assistance Program) grants or implementation and proceeds of a Tax Increment Financing (TIF) zone.

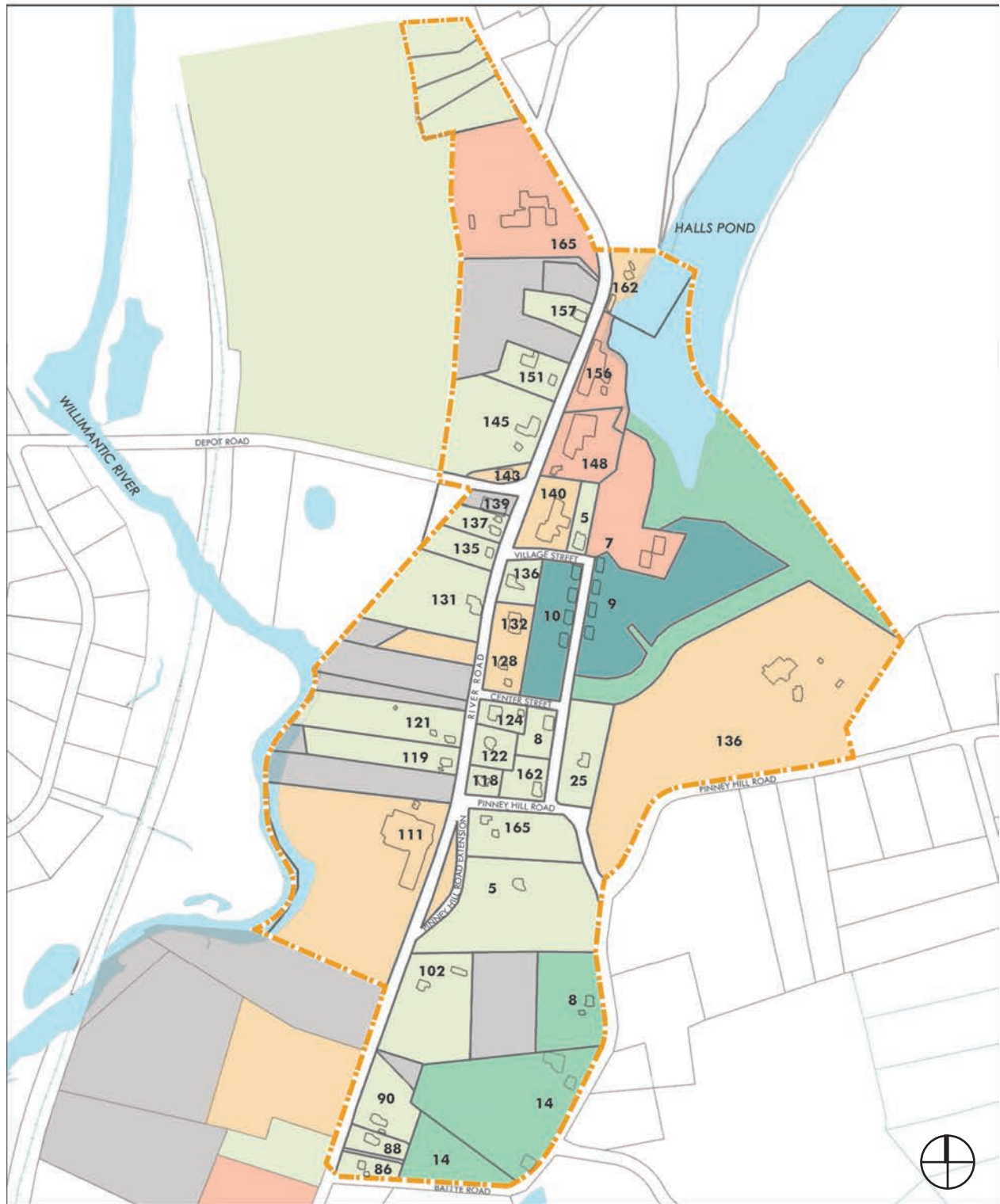
We appreciate the opportunity to work with the Town of Willington and we look forward to answering your questions and helping you plan the next steps.

South Willington Existing Zoning



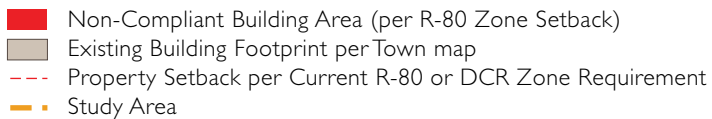
- DCR - Community Residential Zone
- R80 - Residential Zone
- DI - Industrial Zone
- Study Area

South Willington Assessor's Use Classifications



- |             |                        |
|-------------|------------------------|
| Residential | Apartment              |
| Commercial  | Farm/Forest/Open Space |
| Industrial  | Vacant                 |
|             | Study Area             |





# Implementation Steps - South Willington Preservation Planning Vibrant Communities Initiative

Preservation Planning Tool / Study Component	Task	Performed by	Date	Remarks
National Register Listing	Submission of Draft Study area to State Historic Preservation Office (SHPO)	AHS	completed	Draft Study area was submitted on 9/10/15. Comments were to have been forwarded back "within a week of two" (i.e. 9/25/15)
	Walk NR District Boundaries	SHPO, AHS and Town Representatives	TBD	
	Direction to Proceed / Approval for Study	SHPO	TBD	
	Complete draft NR Nomination	AHS		AHS completed 99% of the NR Nomination (as far as they can go without input from SHPO)
	SHPO Review of draft Nomination	SHPO	TBD	
	Informational meeting with Property owners	Town, Study Committee, AHS	TBD	Explain the process, address questions
	Submit final Nomination to SHPO	AHS	1 week	Remaining 1% of work is addition of the Universal Transverse Mercator (UTM) Grid System coordinates to document the geographic location. This is set after final boundary is accepted.
	Final SHPO comments	SHPO	TBD	
	Final Edits	AHS	TBD	Assume two weeks for edits
	Submission to SHPO / State Historic Preservation Board (SHPB)	AHS	TBD	
	Notification of State Historic Preservation Board meeting to affected property owners	SHPO	TBD - SHPO	Notification occurs 30 days before SHPB meeting
	State Historic Preservation Board Meeting	SHPB, SHPO, AHS	TBD - SHPO/SHPB	AHS will attend the SHPB meeting to answer questions about the nomination
	Address SHPB review comments and resubmit Nomination to SHPO	AHS	TBD	1 week
	Transmittal of Nomination from SHPB to National Park Service (NPS)	SHPB	TBD	Assume two weeks
	NPS Review of Nomination	NPS	TBD	
	Listing on the National Register	NPS	TBD	

Implementation Steps - South Willington Preservation Planning Vibrant Communities Initiative				
Preservation Planning Tool / Study Component	Task	Performed by	Date	Remarks
PoCD Update, Zoning Revision for New VD Zone; Design Guidelines	Prior step requiring completion: Acceptance of final NR boundary			
	Appoint Village District Committee including appropriate professional or independent consultant (as permitted by Village District act)	Town	TBD	
	Confirm Village District boundary	Planning and Zoning / Wetlands Agent / Committee	TBD	Boundary is recommended to be coterminus with the final NRHD boundary.
	Review language change to Planning and Zoning Regulations; Amendment to Town PoCD	Town Staff, relevant commissions, Land Use Attorney	TBD	Draft language proposed by Study committee and is included in III.B
	Review of Design Guidelines	Town Staff, Planning and Zoning Commission, Land Use Attorney	TBD	Draft Design Guidelines proposed by Study committee and is included in Section III.C
	Revise relevant town maps	Town staff	TBD	
	Referral process for all changes	Planning and Zoning Commission / Town Land Use Attorney	TBD	
	Conduct public Planning and Zoning hearings for changes in accordance with CGS Sec. 8-3	Planning and Zoning Commission / Town Land Use Attorney	TBD	
	Adopt Zoning Amendment	Planning and Zoning Commission	TBD	

Implementation Steps - South Willington Preservation Planning Vibrant Communities Initiative				
Preservation Planning Tool / Study Component	Task	Performed by	Date	Remarks
Delay of Demolition and Blight Ordinances	Town of Willington Review	Planning and Zoning / Wetlands Agent; PZC; Building Official; Land Use Attorney and other intersted parties	TBD	
	Establish agreement for criteria for definition of historic structure as it relates to either ordinance (LHD listing, NR and SR listing; age of structure, etc.)	Planning and Zoning / Wetlands Agent; PZC; Building Official; land use attorney and other intersted parties	TBD	
	Review of proposed changes ro Town Regulations by Land Use attorney		TBD	

# Implementation Steps - South Willington Preservation Planning Vibrant Communities Initiative

Preservation Planning Tool / Study Component	Task	Performed by	Date	Remarks
Economic Development Steps	Identify South Willington's waste water needs, presuming buildout, and related infrastructure costs.	Town Land Use Office in consultation with Sanitarian		
	Identify other South Willington infrastructure needs, presuming buildout within the district, e.g., sidewalks, utility undergrounding, etc.	Town Land Use Office in consultation with Public Works		
	Analyze Potential TIF District Boundaries (e.g., investigate property assessments, project revenue streams, etc.)	Town Land Use Office in consultation with Assessor		
	Identify boundaries and committed incremental revenue streams for a future TIF District as authorized by <i>An Act Establishing Tax Increment Financing Districts</i> , P.A. 15-57, effective 10/1/15. Note: Can include hotel taxes.	Town Land Use office in consultation with Assessor and Town Attorney		
	Affirm intent to build new elementary school, presumed to be at time T.	Town of Willington Board of Education, Finance Committee and Selectmen	T	Assumes 3.5 years to completion
	Establish implementation timeline for new school with occupancy to occur at date O.	School Superintendent's Office	T+1 month	
	Convene discussions between the Town and Foundation to establish mutually agreeable principles around the disposition of the Hall School.	First Selectman	T+3 months	
	Identify alternative approaches to managing the Hall School asset to determine what interests the Hall Foundation.	First Selectman	T+6 months	
	Affirm Intent to Investigate Hall School Adaptive Reuse	First Selectman	T+6 months	
	Create MOU with Hall Foundation Re: Adaptive Reuse Study Process	First Selectman	T+9 months	
	Commit to municipal contributions to adaptive reuse, e.g., waste water system and other infrastructure improvements.	Town of Willington Finance Committee and Selectmen	T+12 months	
	Conduct market analysis to affirm or identify feasible adaptive reuse plans for Hall School under the asset management plans acceptable to the Hall Foundation.	Town Land Use Office	T+12-18 months	
	Conduct fiscal impact analysis of feasible adaptive reuse plans to assess their impact on municipal finances.	Town Land Use Office	T+ 12-18 months	
	Choose a preferred adaptive reuse plan that makes sense for both the Town and the Foundation.	Town Planning and Zoning Commission, Selectmen	T+21 months	
	Hire Project Manager	First Selectman	T + 24 months = O - 18 months	
	Research potential developers.	Town Land Use Office	O-15 months	
	Convene a "Star Chamber" to obtain developer insights and advice.	Town Land Use Office	O-12 months	

Implementation Steps - South Willington Preservation Planning Vibrant Communities Initiative				
Preservation Planning Tool / Study Component	Task	Performed by	Date	Remarks
	Prepare a developer RFP noting negotiable and non-negotiable considerations.	Town Land Use Office	O-9 months	
	Manage the developer selection process and subsequent negotiations.	Town Land Use Office	O-6 months	
	Ground breaking event	Town officials	O	
		Note: above responsibilities to include consultant assistance as relevant		



TOPICAL WORK PRODUCT:  
**NATIONAL REGISTER DISTRICT NOMINATION**  
ARCHAEOLOGICAL AND HISTORICAL SERVICES INC



**United States Department of the Interior**  
National Park Service

# National Register of Historic Places Registration Form

This form is for use in nominating or requesting determinations for individual properties and districts. See instructions in National Register Bulletin, *How to Complete the National Register of Historic Places Registration Form*. If any item does not apply to the property being documented, enter "N/A" for "not applicable." For functions, architectural classification, materials, and areas of significance, enter only categories and subcategories from the instructions.

## 1. Name of Property

Historic name: South Willington Historic District

Other names/site number: \_\_\_\_\_

Name of related multiple property listing: \_\_\_\_\_

(Enter "N/A" if property is not part of a multiple property listing)

## 2. Location

Street & number: River Road (Route 32), roughly bounded by Battye Rd to the south and just past Fisher Hill Rd to the north; Village St, Center St; Pinney Hill Rd; Pinney Hill Rd Ext. – see Item 7 for addresses

City or town: Willington State: CT County: Tolland

Not For Publication: ☐ Vicinity: ☐

## 3. State/Federal Agency Certification

As the designated authority under the National Historic Preservation Act, as amended,

I hereby certify that this \_\_\_ nomination \_\_\_ request for determination of eligibility meets the documentation standards for registering properties in the National Register of Historic Places and meets the procedural and professional requirements set forth in 36 CFR Part 60.

In my opinion, the property \_\_\_ meets \_\_\_ does not meet the National Register Criteria. I recommend that this property be considered significant at the following level(s) of significance:

\_\_\_national \_\_\_statewide \_\_\_local

Applicable National Register Criteria:

\_\_\_A \_\_\_B \_\_\_C \_\_\_D

\_\_\_\_\_  
Signature of certifying official/Title:

\_\_\_\_\_  
Date

\_\_\_\_\_  
State or Federal agency/bureau or Tribal Government

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In my opinion, the property \_\_\_ meets \_\_\_ does not meet the National Register criteria.

Signature of commenting official:

Date

Title :

State or Federal agency/bureau  
or Tribal Government

#### 4. National Park Service Certification

I hereby certify that this property is:

- \_\_\_ entered in the National Register  
\_\_\_ determined eligible for the National Register  
\_\_\_ determined not eligible for the National Register  
\_\_\_ removed from the National Register  
\_\_\_ other (explain:) \_\_\_\_\_

Signature of the Keeper

Date of Action

#### 5. Classification

##### Ownership of Property

(Check as many boxes as apply.)

Private:

☒

Public – Local

☒

Public – State

☐

Public – Federal

☐

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**Category of Property**

(Check only **one** box.)

Building(s)	<input type="checkbox"/>
District	<input checked="" type="checkbox"/>
Site	<input type="checkbox"/>
Structure	<input type="checkbox"/>
Object	<input type="checkbox"/>

**Number of Resources within Property**

(Do not include previously listed resources in the count)

Contributing	Noncontributing	
<u>57</u>	<u>15</u>	buildings
<u>0</u>	<u>0</u>	sites
<u>3</u>	<u>1</u>	structure
<u>1</u>	<u>0</u>	objects
<u>61</u>	<u>16</u>	Total

Number of contributing resources previously listed in the National Register 0

**6. Function or Use**

**Historic Functions**

(Enter categories from instructions.)

DOMESTIC/multiple dwelling

DOMESTIC/single dwelling

DOMESTIC/secondary structure

EDUCATION/school

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INDUSTRY/PROCESSING/EXTRACTION/manufacturing facility  
INDUSTRY/PROCESSING/EXTRACTION/industrial storage or  
COMMERCE/TRADE/warehouse  
INDUSTRY/Waterworks  
RELIGION/church-related residence  
RELIGION/religious facility

**Current Functions**

(Enter categories from instructions.)

COMMERCE/TRADE/business  
COMMERCE/TRADE/specialty store  
COMMERCE/TRADE/warehouse  
DOMESTIC/multiple dwelling  
DOMESTIC/Single Dwelling  
DOMESTIC/Secondary Structure  
EDUCATION/school  
GOVERNMENT/fire station  
LANDSCAPE/forest  
LANDSCAPE/unoccupied land  
LANDSCAPE/parking lot  
RELIGION/church-related residence  
RELIGION/religious facility  
SOCIAL/clubhouse  
VACANT/not in use

---

**7. Description**

**Architectural Classification**

(Enter categories from instructions.)

LATE 19<sup>TH</sup> AND 20<sup>TH</sup> CENTURY MOVEMENTS/Bungalow/Craftsman  
LATE 19<sup>TH</sup> AND 20<sup>TH</sup> CENTURY MOVEMENTS/Commercial Style  
LATE 19<sup>TH</sup> AND 20<sup>TH</sup> CENTURY REVIVALS/Colonial Revival  
LATE 19<sup>TH</sup> AND 20<sup>TH</sup> CENTURY REVIVALS/Late Gothic Revival  
LATE VICTORIAN/High Victorian Eclectic  
LATE VICTORIAN/Italianate  
LATE VICTORIAN/Queen Anne  
LATE VICTORIAN/Victorian  
NO STYLE

**Materials:** (enter categories from instructions.)

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Principal exterior materials of the property: WOOD/Weatherboard, Shingle, BRICK

Foundation	<u>STONE, BRICK, CONCRETE</u>
Walls	<u>WOOD/Weatherboard, Shingle, BRICK, STONE</u>
Roofs	<u>ASPHALT</u>
Other	<u>WOOD, BRICK</u>

### **Narrative Description**

(Describe the historic and current physical appearance and condition of the property. Describe contributing and noncontributing resources if applicable. Begin with a **summary paragraph** that briefly describes the general characteristics of the property, such as its location, type, style, method of construction, setting, size, and significant features. Indicate whether the property has historic integrity.)

---

### **Summary Paragraph**

See continuation sheets

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### **Narrative Description**

See continuation sheets

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## **8. Statement of Significance**

### **Applicable National Register Criteria**

(Mark "x" in one or more boxes for the criteria qualifying the property for National Register listing.)

- |                                     |                                                                                                                                                                                                                                                                               |
|-------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <input checked="" type="checkbox"/> | A. Property is associated with events that have made a significant contribution to the broad patterns of our history.                                                                                                                                                         |
| <input checked="" type="checkbox"/> | B. Property is associated with the lives of persons significant in our past.                                                                                                                                                                                                  |
| <input checked="" type="checkbox"/> | C. Property embodies the distinctive characteristics of a type, period, or method of construction or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components lack individual distinction. |
| <input type="checkbox"/>            | D. Property has yielded, or is likely to yield, information important in prehistory or history.                                                                                                                                                                               |

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### Criteria Considerations

(Mark "x" in all the boxes that apply.)

- ☐ A. Owned by a religious institution or used for religious purposes
- ☐ B. Removed from its original location
- ☐ C. A birthplace or grave
- ☐ D. A cemetery
- ☐ E. A reconstructed building, object, or structure
- ☐ F. A commemorative property
- ☐ G. Less than 50 years old or achieving significance within the past 50 years

### Areas of Significance

(Enter categories from instructions.)

ARCHITECTURE  
COMMUNITY PLANNING & DEVELOPMENT  
INDUSTRY

### Period of Significance

1840-1954

### Significant Dates

1860  
1870  
1911  
1916  
1922

### Significant Person

(Complete only if Criterion B is marked above.)

Gardiner Hall Jr.

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**Cultural Affiliation**

N/A

\_\_\_\_\_  
\_\_\_\_\_

**Architect/Builder**

N/A

\_\_\_\_\_  
\_\_\_\_\_

**Statement of Significance Summary Paragraph** (Provide a summary paragraph that includes level of significance, applicable criteria, justification for the period of significance, and any applicable criteria considerations.)

See continuation sheets

\_\_\_\_\_  
**Narrative Statement of Significance** (Provide at least **one** paragraph for each area of significance.)

See continuation sheets



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## 9. Major Bibliographical References

**Bibliography** (Cite the books, articles, and other sources used in preparing this form.)

See continuation sheets

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### Previous documentation on file (NPS):

- ☐ preliminary determination of individual listing (36 CFR 67) has been requested
- ☐ previously listed in the National Register
- ☐ previously determined eligible by the National Register
- ☐ designated a National Historic Landmark
- ☐ recorded by Historic American Buildings Survey # \_\_\_\_\_
- ☐ recorded by Historic American Engineering Record # \_\_\_\_\_
- ☐ recorded by Historic American Landscape Survey # \_\_\_\_\_

### Primary location of additional data:

- ☒ State Historic Preservation Office
- ☐ Other State agency
- ☐ Federal agency
- ☐ Local government
- ☐ University
- ☐ Other
- Name of repository: \_\_\_\_\_

**Historic Resources Survey Number (if assigned):** \_\_\_\_\_

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## 10. Geographical Data

**Acreage of Property** 70.33

Use either the UTM system or latitude/longitude coordinates

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**Latitude/Longitude Coordinates (decimal degrees)**

Datum if other than WGS84: \_\_\_\_\_  
(enter coordinates to 6 decimal places)

- |              |            |
|--------------|------------|
| 1. Latitude: | Longitude: |
| 2. Latitude: | Longitude: |
| 3. Latitude: | Longitude: |
| 4. Latitude: | Longitude: |

**(To be provided upon SHPO approval of district boundaries)**

**Or**

**UTM References**

Datum (indicated on USGS map):

☐ NAD 1927    or    ☐ NAD 1983

- |          |           |           |
|----------|-----------|-----------|
| 1. Zone: | Easting:  | Northing: |
| 2. Zone: | Easting:  | Northing: |
| 3. Zone: | Easting:  | Northing: |
| 4. Zone: | Easting : | Northing: |

**Verbal Boundary Description** (Describe the boundaries of the property.)

The district boundaries are shown on the attached boundary map, which is based on the Willington GIS map.

**Boundary Justification** (Explain why the boundaries were selected.)

The district boundaries follow the parcel boundaries of the properties that were owned by the Gardiner Hall Jr. Company in 1956, encompassing the mill complex and its ancillary buildings, the village church, the school, and the workers' housing that comprises the South Willington village.

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## 11. Form Prepared By

name/title: Marguerite Carnell Rodney, Architectural Historian  
organization: Archaeological and Historical Services, Inc.  
street & number: 569 Middle Turnpike  
city or town: Storrs state: CT zip code: 06268  
e-mail: mrodney@ahs-inc.biz  
telephone: 860-429-2142  
date: October 30, 2015

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## Additional Documentation

Submit the following items with the completed form:

- **Maps:** A **USGS map** or equivalent (7.5 or 15 minute series) indicating the property's location. (To be provided upon SHPO's approval of boundaries)
- **Sketch map** for historic districts and properties having large acreage or numerous resources. Key all photographs to this map.
- **Additional items:** (Check with the SHPO, TPO, or FPO for any additional items.)

## Photographs

Submit clear and descriptive photographs. The size of each image must be 1600x1200 pixels (minimum), 3000x2000 preferred, at 300 ppi (pixels per inch) or larger. Key all photographs to the sketch map. Each photograph must be numbered and that number must correspond to the photograph number on the photo log. For simplicity, the name of the photographer, photo date, etc. may be listed once on the photograph log and doesn't need to be labeled on every photograph.

## Photo Log

Name of Property: South Willington Historic District  
City or Vicinity: Willington  
County: Tolland  
State: CT

South Willington Historic District

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Photographer: Marguerite Carnell Rodney

Date Photographed: June, September & October 2015

Number of Photographs: 33

Location of Original Digital Files: Archaeological and Historical Services, Inc.

Description of Photograph(s) and number, include description of view indicating direction of camera:

Photo #1

Mill complex, 156 and 148 River Road, camera facing northeast.

Photo #2

8 Center Street, camera facing southwest.

Photo #3

165 Pinney Hill Road, camera facing southeast.

Photo #4

5 Pinney Hill Road Extension, camera facing northeast.

Photo #5

86 River Road, camera facing east.

Photo #6

Sign, 86 River Road, camera facing northeast.

Photo #7

90 River Road, camera facing northeast.

Photo #8

102 River Road, camera facing northeast.

Photo #9

Hall Memorial School, 111 River Road, camera facing southwest.

Photo #10

119 River Road, camera facing southwest.

Photo #11

122 River Road, camera facing southeast.

Photo #12

124 River Road, camera facing southeast.

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Photo #13

Clara Hall Elliott Memorial Church (now Federated Church of Willington), 128 River Road, camera facing southeast.

Photo #14

Parsonage, 128 River Road, camera facing northeast.

Photo #15

131 River Road, camera facing northwest.

Photo #16

136 River Road, camera facing northeast.

Photo #17

Barn, 139 River Road, camera facing southwest.

Photo #18

William Henry Hall House (now High Chase Residential Care Home), 140 River Road, camera facing east.

Photo #19

South Willington Firehouse, 143 River Road, camera facing northwest.

Photo #20

Gardiner Hall Jr. House, 145 River Road, camera facing southwest.

Photo #21

Mill buildings, 148 River Road, camera facing northeast.

Photo #22

Blacksmith Shop, 148 River Road, camera facing east.

Photo #23

151 River Road, camera facing southwest.

Photo #24

Mill buildings, 156 River Road, camera facing southeast.

Photo #25

Mill buildings, 156 River Road, camera facing northeast.

Photo #26

Filter House/Spring Reservoir, 156 River Road, camera facing north.

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Photo #27

Sluice and Drug House, 156 River Road, camera facing southeast.

Photo #28

157 River Road, camera facing southwest.

Photo #29

179 River Road, camera facing southwest.

Photo #30

Auto House and Barn at 7 Village Street, camera facing east.

Photo #31

Root Cellar and Barn at 7 Village Street, camera facing southwest.

Photo #32

Mill Tenements, 9 Village Street, camera facing northeast.

Photo #33

Mill Tenements, 10 Village Street, camera facing north.

Figure #1

Birdseye view of mill complex from the 1925 Factory Insurance Association map #2107  
"Gardiner Hall, Jr. Co., South Willington, Conn." Collection of the Gardiner Hall, Jr.  
Museum at The Millworks, 156 River Road, Willington, CT.

**Paperwork Reduction Act Statement:** This information is being collected for applications to the National Register of Historic Places to nominate properties for listing or determine eligibility for listing, to list properties, and to amend existing listings. Response to this request is required to obtain a benefit in accordance with the National Historic Preservation Act, as amended (16 U.S.C.460 et seq.).

**Estimated Burden Statement:** Public reporting burden for this form is estimated to average 100 hours per response including time for reviewing instructions, gathering and maintaining data, and completing and reviewing the form. Direct comments regarding this burden estimate or any aspect of this form to the Office of Planning and Performance Management, U.S. Dept. of the Interior, 1849 C. Street, NW, Washington, DC.

**United States Department of the Interior**  
National Park Service

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**Narrative Description**

Summary

The town of Willington is located in northeastern Connecticut, bounded by Stafford to the north, Ashford to the east, Mansfield to the south, and the Willimantic River to the west, which separates it from Tolland. The South Willington historic district, which comprises the mills, the housing, the church, the school, and the barns built and owned by the Gardiner Hall Jr. Company, is a roughly linear area located primarily along River Road (Route 32) in South Willington. The site is generally flat, with a gentle rise at the north end of the district, past the mill buildings. The mill complex, which is the core of the district, is located along River Road and consists of brick masonry and wood-frame buildings ranging from 1 to 3 stories in height (Figure 1; Photograph 1). The mill is located at the south end of Hall's Pond, a long, narrow artificial pond fed by Conant Brook and several springs. Houses in the district were built ca. 1840 to 1930, and most between 1880 and 1910. There are many examples of Queen Anne and Colonial Revival styles, and some vernacular houses with characteristics of both styles or with no particular style. They are located along River Road and on several blocks on the east side of River Road, just south of the mill complex. Most houses are single-family, and some have been subdivided into two or more apartments. A group of multi-family dwellings, constructed as mill workers' "tenements," are clustered along Village Street. Many houses have been well maintained and the district retains a high degree of preservation and historic integrity. The Clara Hall Elliott Memorial Church (1911) and the Hall Memorial School (1922) were built to serve the mill community. Large barns were also built by the company for various purposes. There are a few later 20<sup>th</sup>-century buildings, including the South Willington Firehouse (1962), a commercial development on the west side of River Road north of the mill complex (ca. 1960-1985), and residential garages. At present, there are several lots along River Road that remain vacant or are used for parking for the church and the mill building tenants. The following inventory describes the buildings and structures in the district.

**Inventory of Resources**

Center Street

House, 8 Center Street, Queen Anne style, ca. 1900. Multi-family, 3 stories, gambrel roof with east cross gable, partial cornice returns, shed-roofed dormers, 3 corbelled brick chimneys. 1<sup>st</sup> and 2<sup>nd</sup> floor porches with Tuscan columns above flared shingled railings. Photograph 2. 1 contributing building.

Pinney Hill Road

House, 162 Pinney Hill Road, ca. 1888. Multi-family, 2 stories, front-gable roof with east cross gable, no cornice returns, 2 brick chimneys. Front and side porches with hipped roofs, Tuscan columns, railings with square balusters. Low front-gabled outbuilding with paneled and glass door, no windows, drop siding. 2 contributing buildings.

House, 165 Pinney Hill Road, ca. 1888. 1 ½ stories, 2-story rear addition, side-gable roof with partial cornice returns, 2 gabled wall dormers; wraparound porch with square posts, railing with square balusters, partially enclosed on south side; new entrance porch on north side. Front gabled 2-bay garage with brick chimney, altered façade. Photograph 3. 1 contributing building, 1 non-contributing building.

Pinney Hill Road Extension

House, 5 Pinney Hill Road Extension, ca. 1888. 1 ½ stories, cross-gable roof, 2 brick chimneys, polygonal



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wraparound porch with pierced posts, railing with square balusters. Detached garage. Photograph 4. 1 contributing building, 1 non-contributing building.

River Road

House, 86 River Road, ca. 1900. 1 ½ stories, side-gable roof, vinyl siding, wraparound porch with solid railing, turned posts and brackets, no cornice returns, central brick chimney. Detached two-bay garage. Bronze sign mounted on iron pipe: "SOUTH WILLINGTON CONNECTICUT HOME OF THE GARDINER HALL JR. CO. PIONEER MANUFACTURERS OF COTTON THREAD FOUNDED 1860." Photographs 5 and 6. 1 contributing building, 1 non-contributing building, 1 contributing object.

House, 88 River Road, ca. 1908. 1 ½ stories, side-gable roof, partial cornice returns, wall dormer with paired windows, 2 brick chimneys, vinyl siding. Enclosed porch with bay windows and brick veneer. 1 contributing building.

House, 90 River Road, ca. 1900. 1 ½ stories, side-gable roof, partial cornice returns, central wall dormer with paired windows, 2 brick chimneys. Front porch with hipped roof supported by Tuscan columns above solid railing. Photograph 7. 1 contributing building.

House, 102 River Road, ca. 1930. 1 ½ stories, side-gable roof with two wall dormers, shed-roofed porch with turned posts and railing balusters, brick chimney, aluminum siding. Porch enclosed on south side. Home of Gilbert F. Spicer, a Gardiner Hall Jr. Co. salesman. Board-sided barn north of house. Photograph 8. 2 contributing buildings.

Hall Memorial School, 111 River Road, Colonial Revival style, 1922. 1 story on raised foundation, 5-bay central section, flanked by 4-bay wings with blank panels between windows. Hipped roof, brick with limestone trim, 2 brick chimneys, portico with pediment, dentils, Tuscan columns. Window openings have keystones and late 20<sup>th</sup>-century casements with transom panels. 2 additions on south side, 1 on west side, all after 1956. Photograph 9. 1 contributing building.

House, 119 River Road, Queen Anne style, ca. 1900. 2 ½ stories, front-gable roof with jerkinhead, hip-roofed porch with turned posts and railing balusters, brick chimney at roof ridge. Photograph 10. 1 contributing building.

House, 121 River Road, ca. 1900. 2 ½ stories, front-gable roof with rear cross gable that extends to first floor at rear wall, brick chimney at roof ridge. Front porch with hipped roof, turned posts with brackets, railing with turned balusters. Arched-top attic window with keystone and pilasters in façade gable, vinyl siding. Detached two-bay garage. 1 contributing building, 1 non-contributing building.

House, 122 River Road, Queen Anne style, ca. 1900. 2 ½ stories, side-gable roof with front and rear cross gables, 2 corbeled chimneys at ridge. Duplex with two entrance doors; front and side porches have shed roofs, turned posts with brackets, railings with square balusters. Photograph 11. 1 contributing building.

House, 124 River Road, Queen Anne style, ca. 1900. 2 stories, hipped roof with cross gables, tall brick chimney. Wraparound porch with turned posts, brackets, railing with square balusters. Gable ends have wood shingles above windows. Detached two-bay garage. Photograph 12. 1 contributing building, 1 non-

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contributing building.

Clara Hall Elliott Memorial Church, now Federated Church of Willington and parsonage, 128 River Road, Gothic Revival-style church, dedicated 1911. Multicolored, random ashlar sandstone with limestone trim, clock tower, buttresses, stained glass windows with limestone tracery. Note: mailing address of church is 132 River Road. Photograph 13.

Colonial Revival-style house, ca. 1928. 2 ½ stories, side-gable roof, partial cornice returns, exposed chimney at north end. Wood shingles, front entry porch with pediment and full cornice return, square posts. North side porch with hipped roof, paired square posts with trellis infills, railing with turned balusters. Detached two-bay garage. Photograph 14.

2 contributing buildings, 1 non-contributing building.

House, 131 River Road, ca. 1850. Multi-family, 1 ½ story, front gable with partial cornice returns, small attic windows on south side, tall corbelled brick chimney. 2-story additions (ca. 1900) with hipped roofs, exposed brick chimney. Wraparound porch has turned posts, brackets with pierced trefoils, railing with square balusters. Photograph 15. 1 contributing building.

House, 135 River Road, ca. 1865. Multi-family, 2 ½ stories, gable roof with partial cornice returns, brick chimney. Two central entrance doors removed from façade; entrances now at north and south gable ends. Modern doors and replacement 1/1 windows. Exterior wood stair at south end to attic level. 1 contributing building.

House, 136 River Road, ca. 1852, remodeled in Queen Anne style. 2 ½ stories, hipped roof with gabled dormers, 2 corbelled brick chimneys. Clapboards at first story and basement, staggered shingles above. Wraparound porch with square posts, brackets; railing at north and northwest with square balusters. Walk-out basement at north side. Home of Adolf Korper, Gardiner Hall Jr. Company bookkeeper and paymaster, South Willington postmaster. Photograph 16. 1 contributing building.

House, 137 River Road, ca. 1850. 1 ½ stories, side-gable roof, no cornice returns, brick chimney at ridge. Vinyl siding, front porch with shallow hipped roof, square posts, lattice porch ends, frieze, railings. Detached single-bay garage. 1 contributing building, 1 non-contributing building.

Gardiner Hall, Jr. Company Grey Barn, 139 River Road, Italianate style, ca. 1885. Large bank barn, 3 levels, front gable, slate roof. Rough ashlar granite foundation, unpainted clapboard siding, 12/12 windows, round vents in gable ends. Large batten door at east end, with paneled 2<sup>nd</sup>-story door above. Square cupola, 2 arched top windows per side, pyramidal roof, brackets, large flagpole. Building previously used as a carriage and wagon house, general storage. Photograph 17. 1 contributing building.

William Henry Hall House, now High Chase Residential Care Home, 140 River Road, Queen Anne style, 1896. 2 ½ stories, cobblestone foundation, vinyl siding. Cross-gable roof with front gabled dormers, cornice with dentils, 2 brick chimneys. On façade, 2<sup>nd</sup> floor window lintels have ornamental swags except central oval window; attic windows surmounted by fan-shaped panels. Front porch with hipped roof, paired Tuscan columns on pedestals, pediment filled with wreath and swags, central half-round section with metal railing; porch enclosed at north end. At south side, half-round bay with swag ornament above 1<sup>st</sup>-floor

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windows, 2<sup>nd</sup>-floor flared overhang and enclosed porch, 2 hipped-roof dormers, exposed brick chimney. On north side, enclosed 2<sup>nd</sup>-story porch, metal fire escape stair, L-shaped single-story addition (1965). Low rock-face ashlar granite retaining wall at sidewalk. Photograph 18. 1 contributing building.

South Willington Firehouse, 143 River Road, 1962. Single story, brick, flat roof, three bays. Photograph 19. 1 non-contributing building.

Gardiner Hall Jr. House, 145 River Road, ca. 1848. 1 ½ stories, front-gable roof with bay window in façade gable end, full cornice return, corbeled chimneys, aluminum siding. 2<sup>nd</sup> story overhangs the first, forming roof of front porch, supported by fluted Doric columns. Chamfered square posts with jig-sawn brackets on south porch; 2 gabled dormers above. Turned posts, square spindles and railing with square balusters on north porch, wraps around lower 1 ½-story north wing with angled corner, gabled dormers above. Detached 2-story garage building with vertical siding. Coursed rubble granite retaining wall at sidewalk. Photograph 20. 1 contributing building, 1 non-contributing building.

Mill complex, 148 River Road, built for the Gardiner Hall Jr. Company (Photograph 21). Building numbers provided are the Gardiner Hall Jr. Company's building numbers in 1928. Additional mill buildings are located at 156 River Road.

Buildings

Thread Mill (Building 1), 1860. 3 stories and basement, rubble stone foundation, wood frame with clapboard siding, about 79 feet x 75 feet, shallow side-gable roof. Previous uses: 1<sup>st</sup> floor spooling, 2<sup>nd</sup> floor stamping and winding, 3<sup>rd</sup> floor dressing and finishing, basement wood turning and spool making. Rear wing has horizontal water turbine fed by 36-inch steel penstock (which crosses tailrace from mill at 156 River Road). Upper level previously used for reeling and spooling. Alterations: additions on both sides of central front tower making façade a flush wall, roofline, fenestration, entrances. Photograph 21.

Boiler House (Building 2), 1904. Brick, 1 ½ stories, flat roof with parapet. 2-story addition at rear behind smoke stack. Altered fenestration and entrances. Replaced 1-story brick building. Photograph 21.

Machine Shop (Building 3), ca. 1906. 3 stories with raised basement, brick, heavy-timber interior frame, about 63 feet x 87 feet, gable roof. Previous uses: 1<sup>st</sup> floor machine shop, 2<sup>nd</sup> floor storage and printing, 3<sup>rd</sup> floor dressing room and carpenter. Alterations: elevator added ca. 1915; roof raised to become front gable roof, with wood clapboard infill at gable ends, ca. 1977. Many 1<sup>st</sup> floor windows replaced. Photograph 21.

Ash House (Building 12), 1897. 1 story, parallelogram, gable roof, brick structure with vertical batten siding and door.

Blacksmith Shop (Building 13), 1897. 1 story, parallelogram, built over sluice, concrete foundation at west end, shallow gable roof with covered entrance at north gable end, brick structure with vertical siding, altered fenestration. Photographs 21 & 22.

Hose Shed, ca. 1923. 1 story, square, brick, pyramidal metal roof with finial, vertical batten door, hydrant extant. Photograph 21.

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Smoke Stack, ca. 1930. Brick, about 100 feet high. Replaced an earlier polygonal smoke stack. Photograph 21.

Stone-lined Tailraces. Thread Mill (Building 1) tailrace runs under Building 1, emerging above ground on east side of Ash House, parallel to race from Bleach & Dye House (Building 6 at 156 River Road), joining it under Blacksmith Shop. Bleach & Dye House tail race runs south along east side of mill buildings, turning 90 degrees and running west under Ash House and Blacksmith Shop and under River Road, eventually emptying into Willimantic River. Photograph 22.

6 contributing buildings, 2 contributing structures.

Demolished Buildings:

Gardiner Hall Jr. Company General Store & South Willington Post Office (Building 4), 1870. 2-story wood frame building; 1<sup>st</sup> floor post office & company store, 2<sup>nd</sup> floor hall for meetings and religious services, located in vacant space between this parcel and 156 River Road. Building was dismantled, moved from site after 1956.

Dry House (Building 10), 1860. 2 stories, wood frame, built over sluice, connected with covered wood passage to Spool Storage Shed. Demolished after 1956.

Spool Storage Shed (Building 11), 1914. 2 stories, wood frame, connected with covered passage to Dry House. Demolished after 1981.

House, 151 River Road, Colonial Revival style, ca. 1928. Multi-family, 2 ½ stories, gambrel roof with partial cornice returns, corbelled brick chimney, vinyl siding, 6/1 replacement windows. Full length shed-roofed dormer across façade. Front entry porch with paneled square posts, modern paneled door with full-length sidelights. South side single-story addition, flat roof that forms 2<sup>nd</sup>-floor porch with modern wood railing and exterior stair. 1 ½-story 2-bay garage, single story 2-bay garage. Previous site of wood-frame boarding house (ca. 1872), demolished in 1920s. Photograph 23. 1 contributing building, 2 non-contributing buildings.

Hose shed, located in parking lot between 151 and 157 River Road, ca. 1923. 1 story, about 7 feet square, pyramidal metal roof with finial, vertical batten siding and door. Site of former wagon house, demolished in 1930s or early 1940s. One contributing building.

Mill complex, 156 River Road, built for the Gardiner Hall Jr. Company (Photographs 24 & 25). Building numbers provided are Gardiner Hall Jr. Company's building numbers in 1928. Additional mill buildings are located at 148 River Road.

Buildings

Packing & Shipping Building (Building 5), 1870. Brick, interior heavy timber frame, 2 stories with raised basement, about 80 feet x 46 feet, shallow gable roof, windows replaced mid-1990s. Previous uses: 1<sup>st</sup> floor packing and shipping; 2<sup>nd</sup> floor dryer, yarn storage, general storage. Photograph 25.

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Bleach & Dye House (Building 6), 1916. Brick, interior heavy timber frame, 3 stories with 1<sup>st</sup> floor partially below grade, about 123 feet x 65 feet, flat roof, windows replaced mid-1990s. Previous uses: 1<sup>st</sup> floor dye house; 2<sup>nd</sup> floor dryers; 3<sup>rd</sup> floor yarn storage. Shallow northern 2 bays originally office space. At rear of main building is "Drug Room" (1916) for dye storage: brick, single story, shed roof, built over race. Photograph 24, 25 & 27.

Pump House (Building 7), 1923. Brick, 2 bays wide, 2 stories high, about 22 feet x 32 feet, flat roof. Wood overhead door. Paired 9/9 wood windows at 1<sup>st</sup> floor, 2 bays of paired replacement 6/6 windows at 2<sup>nd</sup> floor. Built for fire protection system. Photograph 24.

Filter House/Spring Reservoir (Building 8), 1913. Concrete foundation, wood clapboard siding, gabled asphalt roof with 3 modern sidelights on west side, gabled dormers on east side for paneled door, 6/6 window. Modern overhead doors in north and south gable ends. Photograph 26.

Oil and Paint House (Building 9), 1916. Wood frame structure, 1 story, about 600 square feet, gabled asphalt roof, built over race.

Hose Shed (no building number), ca. 1923. Located north of Pump House. 1 story, about 7 feet square, pyramidal metal roof with finial, vertical batten siding and door. Photograph 24.

Structures

Earthen dam with concrete retaining wall along River Road, ca. 1910. Hose Shed, Filter House/Spring Reservoir, and parking lot are constructed on this structure. Photograph 24.

Mill waterworks, including dam, intake and gate valves, short sluiceway, remnants of 1975 overshot waterwheel, stone-lined tailrace (which continues to 156 River Road). Photograph 27.

Wood deck, railing supported by plain square balusters, located above dam, ca. 1990.

6 contributing buildings, 2 contributing structures, 1 non-contributing structure.

Demolished buildings:

1916 Bleach & Dye House, which replaced ca. 1869 1 ½-story wood-frame dye house.

House, 157 River Road, 1840. Multi-family, 2 ½ stories, side-gable roof, rear ell, partial cornice returns, altered corner pilasters, 2 corbeled brick chimneys, replacement 1/1 windows, double front doors, 2-story front porch with turned posts, brackets, replacement balustrade at 2<sup>nd</sup> floor. Home of Otis Dimock (ca. 1790-1869), co-founder of Willington Thread Company (1840). Converted to boarding house in the early 20<sup>th</sup> century. Site of demolished conveyor system for delivery of ice from Hall's Pond to storage building adjacent to the railroad depot. Photograph 28. 1 contributing building.

162 River Road, now Willington Fish & Game Club, ca. 1930. 1 story, gable roof with partial cornice returns, brick chimney, stone foundation, walk-out basement. Altered with porch: square posts, plain brackets and railing with square balusters; vinyl siding, 1/1 replacement windows. Detached garage. Site of demolished ice house (ca. 1865) located northwest of the house. 2 contributing buildings.

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River Road Executive Park, 165 River Road, ca. 1960-1985. 1 ½ stories, gable roofs, clapboard and vertical board siding. Site of former Hall dairy barn (1912) that burned in 1982 and was replaced by a commercial building complex of similar form and scale. 3 non-contributing buildings.

House, 177 River Road, Craftsman style, ca. 1925. 1 ½ stories, side-gable roof with enclosed hipped-roof porch, attached one-bay garage with flat roof, vinyl siding, altered fenestration. 1 contributing building.

House, 179 River Road, Craftsman style, ca. 1915. 1 ½ stories, side-gable roof with large gabled dormer, exposed rafters and brackets. Front porch sheltered under main roof, square posts on shingled pedestals, railing with square balusters. Detached single-bay garage with similar roof details. Photograph 29. 2 contributing buildings.

House, 181 River Road, Craftsman style, ca. 1915. 1 ½ stories, side-gable roof with large gabled dormer, exposed rafters and brackets, exposed brick chimney. Front porch sheltered under main roof, square posts on shingled pedestals, railing with square balusters. 1 contributing building.

House, 183 River Road, Craftsman style, ca. 1920. 1 ½ stories, gable roof, exposed rafters, exposed stuccoed chimney. Enclosed front porch sheltered under main roof, square posts on shingled pedestals. 1 contributing building.

Village Street

House, 5 Village Street, Queen Anne style, ca. 1880. Multi-family, 2 ½ stories, front-gable roof with full cornice return, flared overhang at 2nd floor, vinyl siding, 2/1 windows. East side hipped-roof entrance porch, west side 1<sup>st</sup> and 2<sup>nd</sup> floor porches, all with turned posts; 2 brick chimneys. 1 contributing building.

Barns, 7 Village Street, Queen Anne style, ca. 1910. Large bank barn, 3 levels plus basement, front gable asphalt roof, cupola not extant. Rough ashlar granite foundation exposed at south end, clapboard siding at first floor, staggered shingles above with flared overhang at 2<sup>nd</sup> floor and 2 diamond-shingle patterns on west wall. North wall wood panel and glass doors at 1<sup>st</sup> and 2<sup>nd</sup> levels, paneled door with diagonal battens at 3<sup>rd</sup> level; south wall basement level overhead door. 2/2, 6/6, and smaller single-pane windows, hoist beam in north gable end. Previous use: 1<sup>st</sup> floor carpenter shop and shook storage; 2<sup>nd</sup> floor hay storage. Photographs 30 & 31.

Auto House for the Gardiner Hall Jr. Company, ca. 1910. 2 levels plus basement, concrete foundation, clapboard siding at first floor, staggered shingles above with flared overhang at 2nd floor. Small pent roof, dentils, stepped parapet above flat roof, paneled and glass door and hayloft door, hoist beam, 2/2 windows. Enlarged between 1921 and 1930, infilling T-shaped plan. Southwest corner connected to gabled barn with small shed-roofed addition. Photograph 30.

Underground storage structure, earthen roof, sloped ashlar-scored concrete wall, "1917" stamped above wood batten door. Photograph 31.

2 contributing buildings and 1 contributing structure.

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Houses, 9 Village Street, 4 multi-family houses built as workers' "tenements." At south end of parcel, 2 ½ story side-gable house, ca. 1886, vinyl siding, central entrance porch with peaked roof, turned posts, railing with square balusters, 2 entrance doors. Roof has 4 gabled dormers, 2 blind peaks above 2 central dormers, 2 brick chimneys at ridge. North and south gable ends have full-width porches, railings with square balusters, no roofs; 2<sup>nd</sup> floor porches not extant. Photograph 32.

To the north, 3 houses, ca. 1876, Italianate style, 2 stories, shallow hipped roofs, 2 brick chimneys, 2/2 windows. 1 has wraparound porch (3 sides) with turned posts, railing with square balusters; 2 have 1<sup>st</sup> and 2<sup>nd</sup> story porches, similar form and details. Photograph 32.

4 contributing buildings. Note: mailing addresses of buildings are 9, 11, 13, and 15 Village Street.

Houses, 10 Village Street, 4 multi-family houses built as workers' "tenements." At south end of parcel, 2 ½ story side-gable house, ca. 1886, vinyl siding, 2/2 windows, central entrance porch with peaked roof, turned posts, railing with square balusters. Roof has 4 gabled dormers, 2 blind peaks above 2 central dormers, 2 brick chimneys at ridge. North and south gable ends have 1<sup>st</sup> and 2<sup>nd</sup> floor porches with exterior stairs; cornice returns are pent roofs that form 2<sup>nd</sup> floor porch roofs.

To the north, 3 houses, ca. 1876, Italianate style, 2 stories, shallow hipped roofs, 2 brick chimneys, 2/2 windows, wraparound porches (3 sides) with turned posts, railing with square balusters. Photograph 33.

4 contributing buildings. Note: mailing addresses of buildings are 10, 12, 14, and 16 Village Street.

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**Summary**

The resources in the South Willington Historic District are significant on a local level for their association with Willington's textile industries (National Register Criterion A). The mill complex was an important cotton textile manufacturing center that contributed to the development of South Willington. It remains intact along with barns, a church, a school, and housing for workers that represent Hall's paternalistic social program for mill employees. The district is also significant, on a local level, for its association with Gardiner Hall Jr., an innovator in the thread industry (Criterion B). He founded the Gardiner Hall Jr. Company in 1860 and the firm remained in operation until 1954. The manufacture of textiles, primarily cotton thread, continued for almost 100 years on this site and provided a livelihood for several generations of workers. The buildings in the district represent a well preserved textile mill community (Criterion C). The mill buildings are good examples of mid-19<sup>th</sup> to early-20<sup>th</sup>-century industrial architecture. The Colonial Revival school and the Gothic Revival church are excellent examples of their types and retain much of their historic integrity. The houses, ranging from a high-style dwelling for a mill owner to more modest single-family dwellings and multi-family tenements, represent the lives of mill owners, workers, and their families. The houses include good examples of the Queen Anne and Colonial Revival styles, along with several Craftsman bungalows, many of which retain high levels of integrity.

**Willington Industries in the 18<sup>th</sup> and 19<sup>th</sup> Centuries**

In the 18<sup>th</sup> century, Willington's industries were small and local, typical business types for small towns. They included sawmills, gristmills, and wool fulling and carding mills. Industries expanded in the 19<sup>th</sup> century, with factories that produced glass, buttons, hats, shoes, combs, and furniture. Other Willington businesses included lace making, coffin and barrel production, a tin shop, butter and cheese making, a silk mill, and tanning and shoemaking (Demers 1983: 208, 209, 215-233).

Beginning in the mid-19<sup>th</sup> century, textile production in South Willington grew to become the largest industry in the town. Origen Hall (1806-1879) founded the Willington Thread Company in Willington in 1840 with partners Otis Dimock and Elisha Johnson. The following year, Origen Hall built a fulling and cloth-dressing mill in South Willington (Symonds 2014: 66; Demers 1983: 233). In 1848, Origen's brother Gardiner Hall (1809-1879) founded a company with Origen Hall, Andrew Fuller, and Dr. Jason Safford, to produce cotton wadding and batting (Symonds 2014: 67). Two years later, Gardiner Hall formed a partnership with Origen Hall, Timothy Merrick, and Lewis Brigham called Hall, Merrick & Brigham and converted the business into a thread factory. During the economic depression of 1857, the business closed and Gardiner Hall moved to Willimantic to supervise the construction of the Willimantic Linen Company's cotton thread mill. He worked there for 7 years, returning to Willington in 1864 (*Commemorative* 1903: 203).

**The Gardiner Hall Jr. Company**

In 1860, Gardiner Hall Jr. (1839-1915) founded a spool cotton thread business first called the Hall & Manning Company, then renamed the Hall Thread Company. It failed about a year later with the onset of the Civil War and the accompanying shortage of cotton. In 1861, Hall designed a machine for finishing of thread and went to the Willimantic Linen Company, where he worked in the bleaching department. The following year, he returned to South Willington and founded another thread company called the Gardiner Hall Jr. Company, as the sole proprietor. In 1862 he also married Fanny Parker from England; they had 4 daughters: Clara, Rosa, Ida, and Elizabeth, and a son, William Henry. In 1864, his two brothers-in-law, John R. Champlin and Marcus M. Johnson joined his business. In 1868 Gardiner Hall Sr. bought Marcus Johnson's share and remained in the business until his death in 1879. After John Champlin's death, Gardiner Hall Jr. remained the sole owner (*Commemorative* 1903: 203; Symonds 2014: 15-16). Marcus M. Johnson later headed the National Thread Mill (1882) in



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Mansfield; Gardiner Hall Jr. sued his company for \$20,000 in 1883 for infringement of his spool printing press patent (Roth 1981: 232; Demers 1983: 235).

The company purchased cotton yarn, bleached and dyed it, and doubled and twisted the yarn into thread, finishing it and winding it on birch spools that were fabricated and labeled on site (Roth 1981: 232). Besides the thread-dressing machine, which he patented in 1861, Gardiner Hall Jr. obtained patents for a machine that printed labels on spools (1870), and a thread-tension regulator for sewing machines (1879). The company continued to improve spool manufacturing and printing, receiving updated patents in 1876. The quality of the products and the company were considered very good:

“Yarns from best cotton, made elsewhere. No picking, carding or spinning done on premises. Buildings good; machinery superior, embodying several important improvements and economical arrangements by proprietors. Goods are superior quality and finish. Business in all details has the personal supervision of owners, who are regarded as entirely trustworthy men. Premises were in orderly, good, and neat condition. Tenement and other property distant is of very good character” (Hall’s Thread Mill, 1877 Barlow Insurance Map).

The mill was established on Conant Brook. Although the stream is not long, together with the spring-fed pond it provided plenty of power for the mill. The pond, about 21 acres in size, was created with a dam. Early names included Lake Beauty and Lake Congerhale; later it became known as Hall’s Pond (Froehlich 2014: 124). The extant mill buildings were constructed between 1860 and 1923. The 1860 Thread Mill (Building 1) is where the majority of the manufacturing processes took place: spool-making, spooling, winding, stamping, dressing, and finishing (Photographs 1 & 21). Coloring took place in an 1869 dye house at the northern end of the complex. The narrow wing at the rear contained a large turbine or iron wheel (Symonds 2014: 18). The upper level of this wing was used for reeling and spooling. The Packing and Shipping Building (Building 5) was completed in 1870 (Photograph 25). The extant blacksmith shop, which is built over the sluice, and the adjacent ash house, were both built in 1897 (Photographs 21 & 22). The Machine Shop (Building 3) was built ca. 1906, with a machine shop on the 1<sup>st</sup> floor, storage and printing on the 2<sup>nd</sup> floor, and dressing room and carpenter shop on the 3<sup>rd</sup> floor (Photograph 21). The company’s largest building campaign was completed in 1916, with the new Bleach & Dye House, which included office space, the Drug House for dye storage, and the Oil & Paint House (Photograph 24). The Bleach & Dye House was powered with a breastshot wheel, which was later replaced with an overshot wheel for improved efficiency. The overshot wheel was replaced in 1975, but the new wheel removed shortly thereafter at the behest of the Connecticut Department of Environmental Protection (Symonds 2014: 18).

Ancillary company buildings include the Gardiner Hall Jr. Company Gray Barn (ca. 1885) at 139 River Road, used as a carriage and wagon house as well as general storage (Photograph 17). Another large barn (ca. 1910) at 7 Village Street housed a carpenter’s shop and storage for shooks on the ground level, with hay storage on the level above (Photographs 30 & 31). The adjacent flat-roofed Auto House (ca. 1910) was a garage for company vehicles, with an underground gasoline fuel tank and pump on the north side (Photograph 30).

The Filter House/Spring Reservoir (1913) was part of a system that delivered potable water to the mill complex and the village (Photograph 26). Water from a spring known as the “factory” spring on the east side of Hall Pond ran through a 2-inch pipe to this structure. Similarly, conduit ran from the “domestic” spring under Hall’s Pond and down Route 32 to provide drinking water to the mill complex and the school and houses in South Willington. This water delivery system was in use until the mid-1980s.

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In the early 1920s, an innovative fire protection system was constructed for the mill and the village, extending as far south as the Hall Memorial School. The 1923 Pump House, at the south end of Hall's Pond, delivered water from the pond to the Fire Reservoir (1924), located between the northwest side of the pond and Fisher Hill Road. The capacity of the Fire Reservoir was 114,000 gallons. The water supply was gravity fed and controlled with valves to service fire hydrants and building sprinkler systems. It continues to supply water for the dry sprinkler system for the mill buildings at 156 River Road. The Fire Reservoir collapsed in the winter of 2010-2011 and was rebuilt on the original foundation in February 2011. A modern structure with vinyl siding, it is not included in this nomination.

**South Willington Village**

In addition to the mill complex, Gardiner Hall Jr. constructed a village—essentially a rural company town—for his workforce. The commercial and social center of the village was the general store building (1870). Above the store, the second floor had a large public hall used for a variety of meetings. In 1889 the South Willington Post Office was added on the first floor. The store remained in business for about 80 years; by the mid 1950s the building was primarily office space. When the building was dismantled in the mid-20<sup>th</sup> century, the post office was moved to Building 1, where it remained until it closed in 1980.

Gardiner Hall Jr. supported education. The Pinney Hill School (not extant) was built in 1877 as a single-room schoolhouse, which was renovated and enlarged to two stories sometime after 1900 with Hall's direct involvement and support (*Commemorative* 1903: 204). The Hall Memorial School was built to honor three generations of the Hall family (Photograph 9). It opened in September 1923 with several classrooms to accommodate Willington's 7<sup>th</sup>- and 8<sup>th</sup>-graders, along with an auditorium on the first floor and a gymnasium above it (Froehlich 2014: 126; Demers 1983: 193). The building also housed the Willington Public Library, which remained in the school building until a new town library was completed in 2006.

The Halls were American Baptists, and church services for the village were held in the hall above the general store (*Commemorative* 1903: 204, 206). In 1899, Clara Hall Elliott, daughter of Gardiner Hall, Jr. and Fanny Parker Hall, died at the age of 30. The Gothic Revival-style Clara Hall Elliott Memorial Church, dedicated in 1911, was built in her memory (Photograph 13). It has served as a second location for the Federated Church of Willington, also founded in 1911, which formally united the town's Congregational Church and the Willington Baptist Church. With the new building, the congregation could alternate between two locations, expanding its geographical reach within the town.

Along with serving as a source of power for the mill, Hall's Pond was a center for leisure activities. It was stocked with trout and other fish (*Commemorative* 1903: 204). There was a steamboat—built by company workers—for excursions on the lake after 6 p.m. on weekdays and after 3 p.m. on weekends (Symonds 2014: 17). A bathhouse, with a hipped-roof porch built above it, was erected at the south end of the pond (Froehlich 2014: 125).

The village had a wide variety of housing. Gardiner Hall Jr. lived across the street from the mill in a fairly modest Greek Revival house (ca. 1848) at 145 River Road, with a front-gable-and-wing form and fluted Doric columns. It was expanded with a rear addition and modified with an Italianate-style porch on the south side, as well as a Queen Anne wraparound porch on the north side (Photograph 20). His daughter, Rosa O. Hall, inherited the house after his death (Weigold 1991: 131). His son, William Henry Hall, built an impressive high-style Queen Anne house (1896) at 140 River Road, just south of the mill (Photograph 18). Adolf Korper (1846-1912), the company bookkeeper and paymaster, as well as the South Willington postmaster, lived next door at 136 River Road (built ca. 1852 by millworker John Merrick), which Korper remodeled in the fashionable Queen Anne style

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(Photograph 16). The first immigrant from Czechoslovakia to settle in Willington, Korper also served as the town's first selectman 1886-1911 (Demers 1983: 86, 93, 140, 226). Gilbert Spicer (1856-1923), a company salesman, lived at 102 River Road (Photograph 8).

A variety of single- and multi-family houses was provided for other workers. In 1910, the Gardiner Hall Jr. Company had 119 employees. Of these, about 67% were tenants, 15% were boarders, and 18% were homeowners (Demers 1983: 90). A company boarding house was located at 151 River Road, which was demolished and replaced by a Colonial Revival house ca. 1928 (Photograph 23). Between 1876 and 1900, multi-family houses were built along Village and Center Streets, with large back yards that provided space for gardening (Photographs 2, 32 & 33). Storage for produce was provided in the community root cellar (1917), just west of the large barn at 7 Village Street (Photograph 31). At the north end of the village, Otis Dimock's house at 157 River Road (1840) was converted into another boarding house in the early 20<sup>th</sup> century (Photograph 28).

### **Mill Workers**

When Hall founded the company, he had 6 employees, undertook the bleaching himself, and produced 9,600 spools of thread per week (roughly 500,00 annually) (Demers 1983: 234). In 1903, the company had more than 150 workers and produced 36 million spools per year (*Commemorative* 1903: 204). Relations between management and labor were relatively tranquil. In 1877, the work day was 11 hours. In 1903, men worked 10.75 hours and women worked 10.25 hours, 6 days a week (Demers 1983: 371). There were no unions and no strikes at the Gardiner Hall Jr. Company, although workers benefited from Connecticut labor legislation, such as restrictions on child labor in factories.

After the Civil War, when the company was facing labor shortages, Gardiner Hall Jr.'s son, William Henry Hall, travelled to Ellis Island to find workers. Most of the new employees were from Czechoslovakia and other central and southern European countries. Many settled permanently in Willington, significantly altering the town's population demographics. In the early 19<sup>th</sup> century, the town was almost all white and of English descent; in 1805 there were 15 black residents. In 1870, less than 9% of the heads of households were from outside the United States, including some Irish families. By 1880 the percentage of foreign-born heads of households had doubled, although it remained lower than the state average (Demers 1983: 82-83). In 1910, roughly 44% of the Gardiner Hall, Jr. Company's employees were foreign-born.

### **Gardiner Hall Jr.**

Gardiner Hall Jr. was an astute businessman with extensive investments in other companies and different industries. Besides his namesake company in South Willington, Gardiner Hall Jr. owned a cotton thread mill in North Windham, E. H. Hall & Son, founded by his uncle Edwin H. Hall. He invested heavily in other textile companies and in other industries. He invested in the Windham Silk Company, and he was a stockholder in the Ponemah Mill in Taftville. He was the largest individual stockholder in the Berkshire Cotton Manufacturing Company in Adams, Massachusetts, as well as 1/3 stockholder of the Greylock Shirt Company in North Adams. He also held stock in the International Fire Company in New York City and the White Mountain Paper Company in Portsmouth, New Hampshire. He was a director at the W. H. Davenport Fire Arms Company and also the Hopkins & Allen Arms Company, both in Norwich. He was also an original incorporator of Stafford Savings Bank and the Greylock Savings Bank (*Commemorative* 1903: 204-205).

In South Willington, ice production was another industry for Hall. An 1869 Willington map depicts an "Ice House" just north of the mill complex on the west side of Hall's Pond. That year Gardiner Hall Jr. had a large chute with a steam-powered conveyor belt constructed across River Road, part of which was located at 157 River

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Road (Weigold 1991: 129). The conveyor system was 2,760 feet long, allowing ice cakes to be cut and removed from the frozen pond for rail transport. In 1896, a larger, well-insulated ice house was constructed by a Mr. Perry of New London, adjacent to the South Willington railroad depot. The ice was taken by the Central Vermont Railroad to New London and sold to the New York, New Haven and Hartford Railroad for use in parlor cars (Demers 1983: 220-221, 234). Neither the ice houses nor the conveyor system are extant.

Gardiner Hall Jr. also enjoyed life as a gentleman farmer, like many successful businessmen at the turn of the 20<sup>th</sup> century. His farm had about 600 acres, mainly pastures, and its own workforce distinct from the thread mill. The barns were considered “models of their kind” (*Commemorative* 1903: 204). The farm had a large dairy barn (1912) and Hall also kept horses, oxen, and hogs (Demers 1983: 257; *Commemorative* 1903: 204). The dairy barn, located at 165 River Road, burned down in 1982.

**South Willington in the 20<sup>th</sup> and 21<sup>st</sup> Centuries**

Gardiner and Fanny Parker Hall’s son William Henry Hall (1867-1922) graduated from Wesleyan University in Middletown in 1892, then went to work in his father’s business, taking it over as General Manager after Gardiner Hall Jr.’s death in 1915. In addition to running the company, he was very active in Republican politics, serving as the local registrar of voters, town treasurer, and member of the school committee. He was also representative in the Connecticut State Legislature, and a member of the House in 1893, 1895, and 1897; he was elected to the House 9 times. In 1899 he represented the 24<sup>th</sup> Senatorial District; he was elected to the Senate 3 times and served as senate president pro tempore (*Commemorative* 1903: 206; Froehlich 2014: 122). He was also very interested in agriculture and continued to manage the Hall farm (Demers 1983: 81). He became a trustee of the Connecticut Agricultural College (which became the University of Connecticut), and his Holstein cows were local award winners (Froehlich 2014: 114).

When William Henry Hall died in 1922, his sister Ida’s husband, Robert T. Jones, took over as General Manager until he retired in 1926. He was replaced by William Henry Hall’s son-in-law William R. L. Bee, who was married to William’s daughter Doris. Continuing the company’s history of innovation, William R. L. McBee received additional patents for the company for packaging color-matched thread and sewing tape, in 1934 and 1936 (The Millworks 2014: Appendix B).

In 1927, the business was incorporated and Rosa O. Hall, William’s sister, became President. She took pride in Willington Village and wielded a large amount of control, making sure that the streets were clean and the sidewalks were swept weekly; the window shades were kept drawn at the same level (Weigold 1991: 131). Well into the 1950s, the company mowed all the lawns that bordered River Road, maintained the roads in the village (except River Road, CT Route 32), and collected garbage and ashes (“Gardiner Hall Jr. Company of South Willington” 1953). Rosa O. Hall served as president of the company for 29 years—longer than her brother—until the company closed in 1954 (*Connecticut Circle* 1953). William Henry Hall’s house was sold in 1957, and converted for use as a convalescent home (Froehlich 2014: 113). The Hall family donated land for the firehouse, which was built in 1962, just south of Gardiner Hall Jr.’s house (Froehlich 2014: 95).

Textile production gradually shifted from New England to the South over the course of the 20<sup>th</sup> century. The causes for this migration are complex, including cheaper labor, less union activity, and the construction of newer one-story factories that more easily accommodated modern machinery. The cost of renovating and rebuilding mills in the North were higher than building new factories in the South (Koistien 2002: 482-520; Beardsley 1993:125).

**United States Department of the Interior**  
**National Park Service**

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**Continuation Sheet**

South Willington Historic District

Name of Property  
 Tolland County, CT  
 County and State

Name of multiple listing (if applicable)

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Some of the company-owned houses were purchased by renters, but many were bought by absentee landlords to rent to college students and lower-income families. By the 1970s, the village was in a state of disrepair (Madden 1977: 26). The buildings at the north end of the mill complex at 156 River Road were purchased by Thomas and Irma Buccino, who used it for their machining business. They sold their business in 1980 and leased the mill buildings to other industrial and manufacturing businesses. Their son, Thomas Buccino Jr., took over management of the property in 2010 and the buildings were renovated. The buildings at the south end of the complex were purchased by the Kosowicz family in the early 1970s for their family manufacturing business, along with commercial and industrial tenants. All the mill buildings are generally in good condition.

**Importance of Gardiner Hall Jr. and the Gardiner Hall Jr. Company in Willington History**

Gardiner Hall Jr. and his company were directly responsible for the development of the village of South Willington and made a major contribution to the town's economy and population growth (Criterion A). The mill complex and the surrounding village remains largely intact as a representation of Willington's industrial past. Gardiner Hall Jr. was among the most significant businessmen in Willington. His technical innovations and business acumen made it possible for him to build a successful textile industry, employing hundreds of local and immigrant workers. His business and his interest in agriculture singularly shaped the development of South Willington (Criterion B).

The mill complex was the largest in Willington, and also larger than the National Thread Mill (1882) in Mansfield. The company was smaller than major cotton mills in Connecticut's eastern uplands, such as the America Thread Mill Company in Willimantic (1857-1916), the Wauregan Mill (1853-1868) in Plainfield, and the Ponemah Mill (1865) in Baltic (Roth 1981: 232; Spencer 1993: 46-48). On a local level, this district represents the most significant industrial complex in the town of Willington, which lasted for almost 100 years under one family's ownership.

While the majority of the individual mill buildings are not particularly distinguished in terms of design, the complex as a whole is an excellent local example of late 19<sup>th</sup>- and early 20<sup>th</sup>-century industrial architecture, with both buildings and setting retaining a remarkable degree of integrity (Criteria C). The majority of the buildings are well maintained and remain in use for commercial and light industrial businesses. The village of South Willington also retains much integrity, with a variety of houses that represents the full social strata of the community. In part due to Gardiner Hall Jr.'s interest in agriculture, the village retains some of its agricultural character, with extant barns and former gardens in the village that remain as open space. The Gothic Revival church and the Colonial Revival school, built as memorials to Hall family members, are also good local representations of their type that retain a high degree of integrity.

In 1919, the town of Willington adopted a seal featuring a spool of thread, a design suggested by William Henry Hall (Demers 1983: 234). A symbol of the Gardiner Hall Jr. Company's importance in the town's history, the seal remains in use today.



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**Continuation Sheet**

Oil Mill District

Name of Property

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**United States Department of the Interior**  
**National Park Service**

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Oil Mill District

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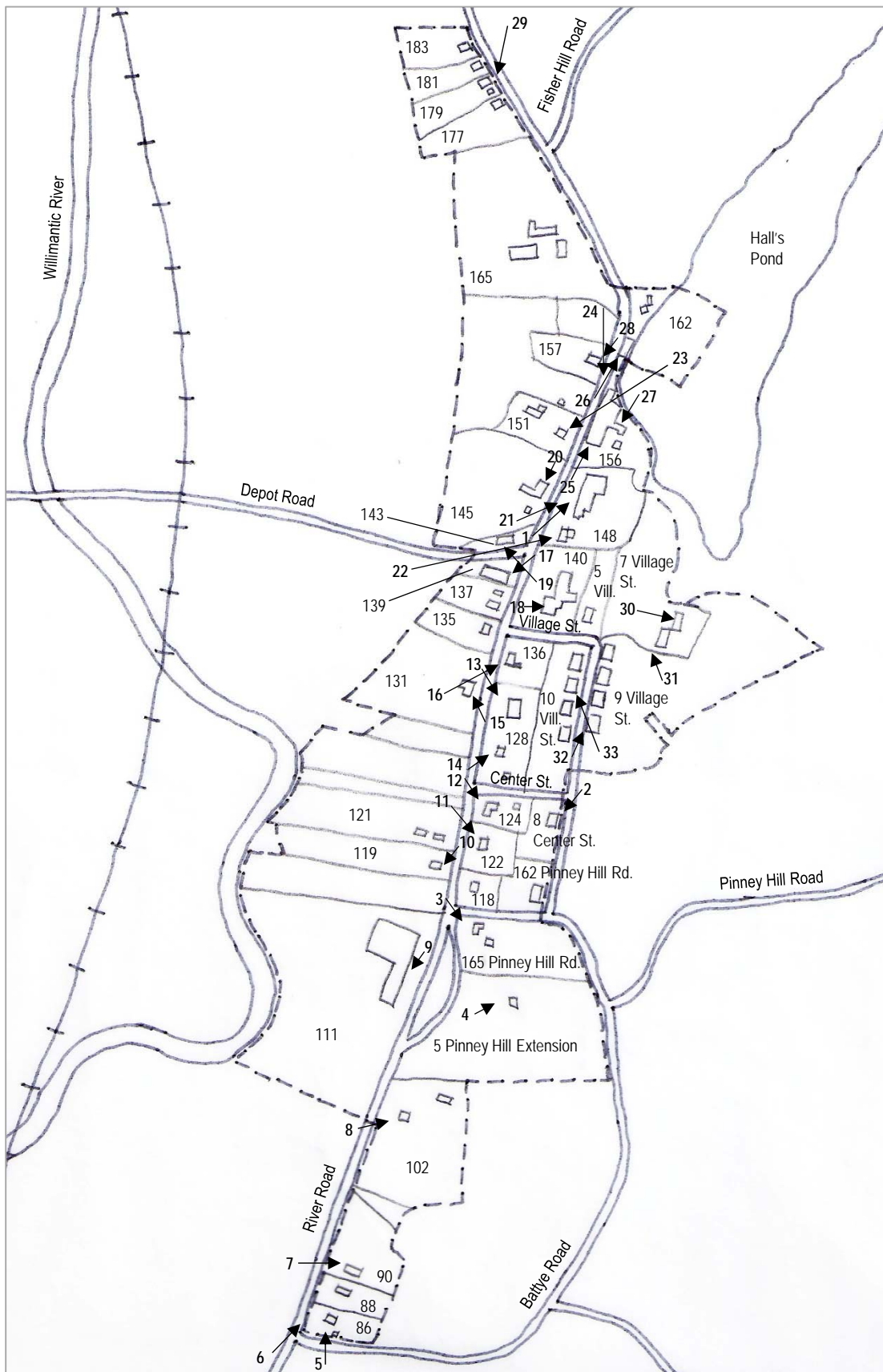
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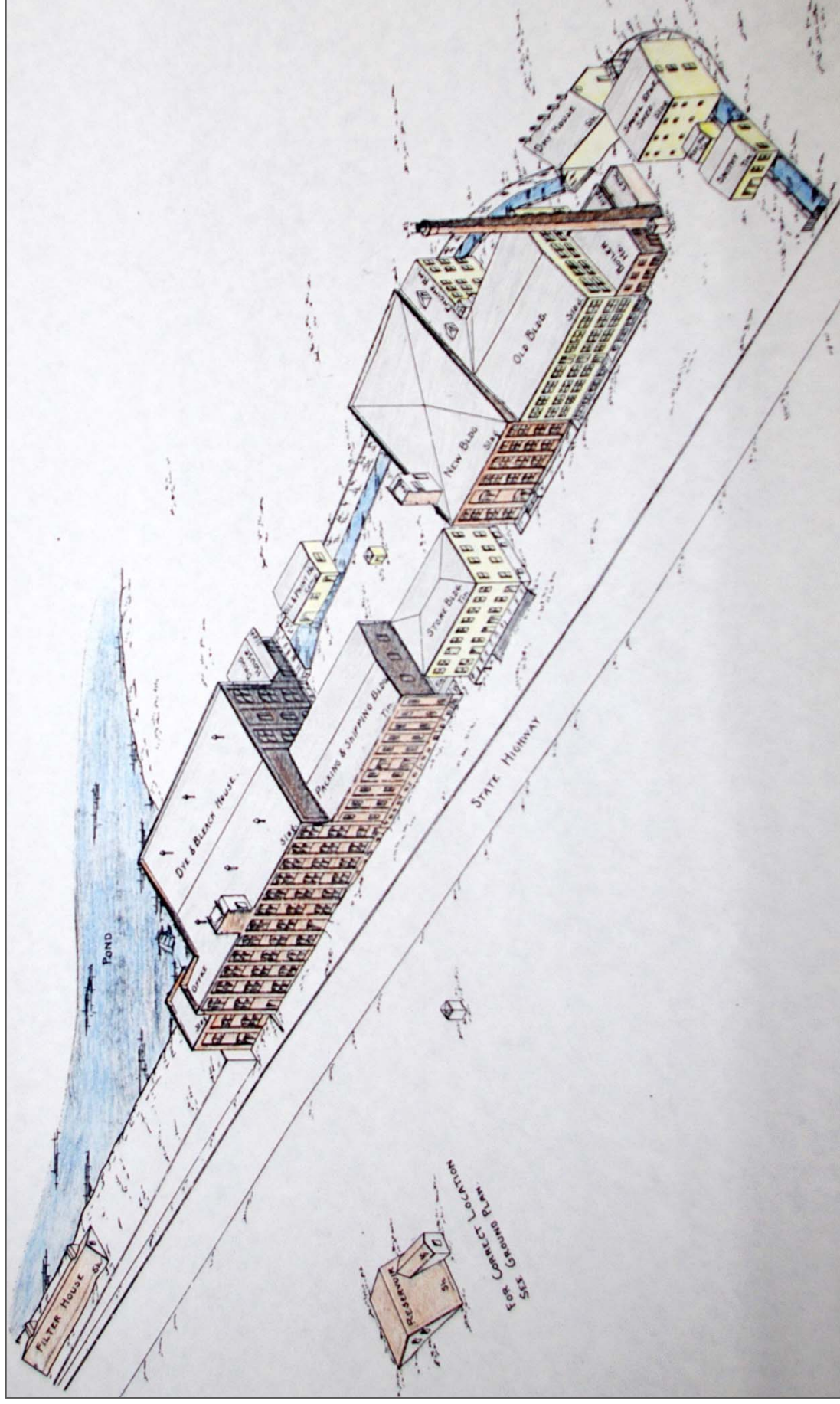
Willington Historical Society Photograph Archive, 1876-1936.



South Willington Historic District Boundary Map & Photo Key  
Willington, Connecticut







South Willington Historic District  
Tolland County, Connecticut

Figure 1 of 1





Mill Complex at 156 and 148 River Road  
South Willington Historic District  
Tolland County, Connecticut

Photo 1 of 33





8 Center Street  
South Willington Historic District  
Tolland County, Connecticut

Photo 2 of 33





165 Pinney Hill Road  
South Willington Historic District  
Tolland County, Connecticut

Photo 3 of 33





5 Pinney Hill Road Extension  
South Willington Historic District  
Tolland County, Connecticut

Photo 4 of 33





Photo 5 of 33

86 River Road  
South Willington Historic District  
Tolland County, Connecticut





Sign at 86 River Road  
South Willington Historic District  
Tolland County, Connecticut

Photo 6 of 33





90 River Road  
South Willington Historic District  
Tolland County, Connecticut

Photo 7 of 33





102 River Road  
South Willington Historic District  
Tolland County, Connecticut

Photo 8 of 33





Hall Memorial School at 111 River Road  
South Willington Historic District  
Tolland County, Connecticut

Photo 9 of 33





119 River Road  
South Willington Historic District  
Tolland County, Connecticut

Photo 10 of 33





122 River Road  
South Willington Historic District  
Tolland County, Connecticut

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124 River Road  
South Willington Historic District  
Tolland County, Connecticut

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Clara Hall Elliott Memorial Church (now Federated Church of Willington) at 128 River Road  
South Willington Historic District  
Tolland County, Connecticut

Photo 13 of 33





Parsonage at 128 River Road  
South Willington Historic District  
Tolland County, Connecticut

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131 River Road  
South Willington Historic District  
Tolland County, Connecticut

Photo 15 of 33





136 River Road  
South Willington Historic District  
Tolland County, Connecticut

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Gardiner Hall Jr. Co. Grey Barn at 139 River Road  
South Willington Historic District  
Tolland County, Connecticut

Photo 17 of 33





William Henry Hall House (now High Chase Residential Care Home) at 140 River Road  
South Willington Historic District  
Tolland County, Connecticut

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South Willington Firehouse at 143 River Road  
South Willington Historic District  
Tolland County, Connecticut

Photo 19 of 33





Gardiner Hall Jr. House at 145 River Road  
South Willington Historic District  
Tolland County, Connecticut

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Mill Buildings at 148 River Road  
South Willington Historic District  
Tolland County, Connecticut

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Blacksmith Shop and Sluice at 148 River Road  
South Willington Historic District  
Tolland County, Connecticut

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151 River Road  
South Willington Historic District  
Tolland County, Connecticut

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Mill Buildings at 156 River Road  
South Willington Historic District  
Tolland County, Connecticut

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Mill Buildings at 156 River Road  
South Willington Historic District  
Tolland County, Connecticut

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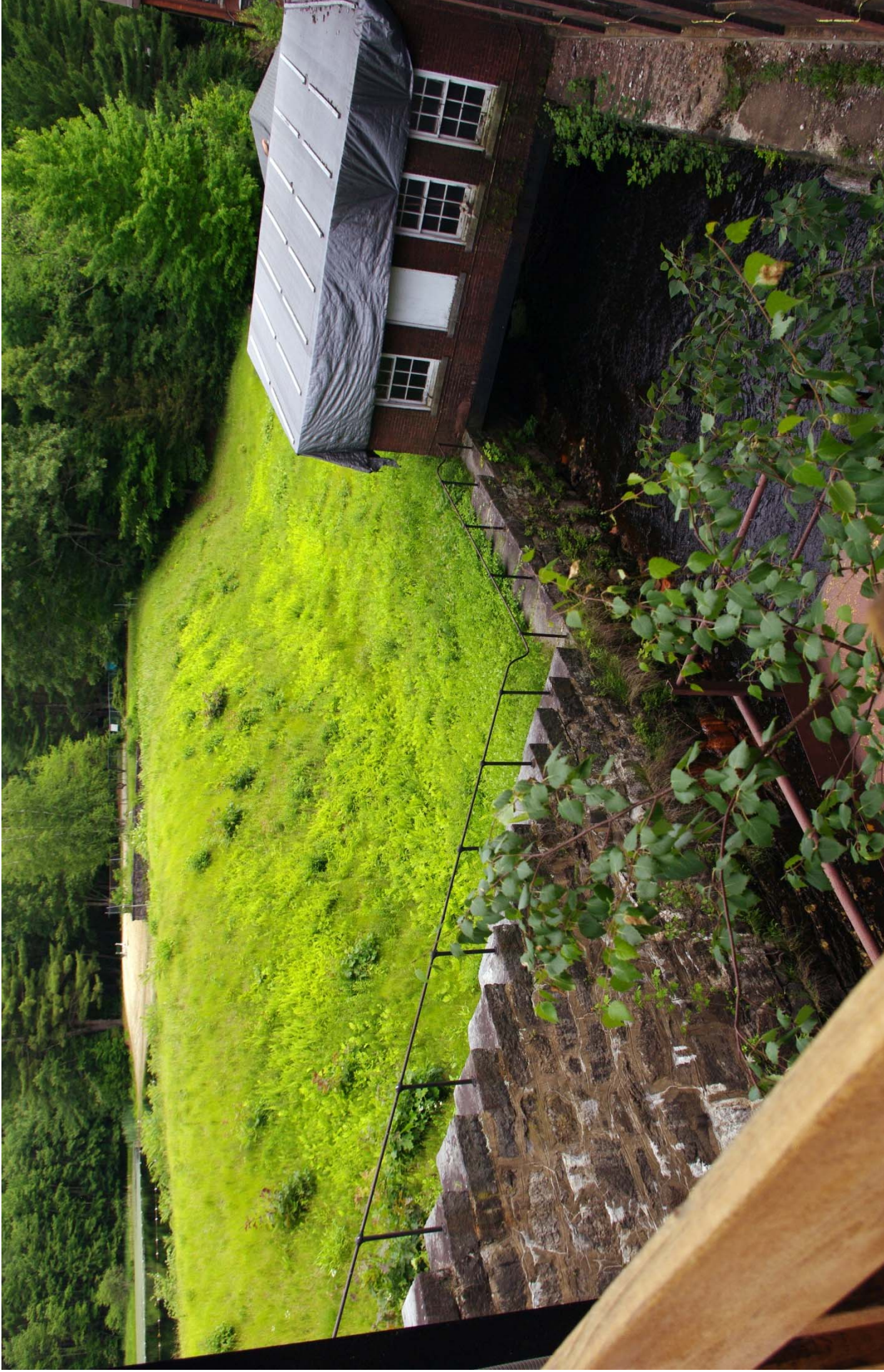




Filter House / Spring Reservoir at 156 River Road  
South Willington Historic District  
Tolland County, Connecticut

Photo 26 of 33





Sluice and Drug House at 156 River Road  
South Willington Historic District  
Tolland County, Connecticut

Photo 27 of 33





157 River Road  
South Willington Historic District  
Tolland County, Connecticut

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179 River Road  
South Willington Historic District  
Tolland County, Connecticut

Photo 29 of 33





Auto House and Barn at 7 Village Street  
South Willington Historic District  
Tolland County, Connecticut

Photo 30 of 33





Root Cellar and Barn at 7 Village Street  
South Willington Historic District  
Tolland County, Connecticut

Photo 31 of 33





Mill Tenements at 9 Village Street  
South Willington Historic District  
Tolland County, Connecticut

Photo 32 of 33





Mill Tenements at 10 Village Street  
South Willington Historic District  
Tolland County, Connecticut

Photo 33 of 33



TOPICAL WORK PRODUCT:  
**ZONING FRAMEWORK AND VILLAGE DISTRICT REGULATION**  
HUTTON ASSOCIATES INC / PLANNING INTERACTION



The South Willington Village District comports with the policies and practices set forth in the Town of Willington's 2006 Plan of Conservation and Development (PoCD). In particular, the South Willington National Register District—presently under review as part of the usual local, regional, state, and national approvals process—reinforces the PoCD's emphasis on preservation and growth.

This section documents how the South Willington Village District presents an integrated approach to preservation and growth, building on existing Town policies (approved in the 2006 POCD) and capitalizing on current opportunities to create a strategy for public-private-civic economic development. It:

- Applies to the area of South Willington related to the Gardiner Hall Jr. Company which has been put forth for recognition on the National Register of Historic Places;
- Promulgates revisions to the municipal zoning code to allow for regulations tailored to the historic development patterns in South Willington, thereby promoting contextual development with the historic village center, which predates the adoption of municipal zoning regulation;
- Creates a 'Village District' as part of the municipal Zoning Regulations to encourage local implementation of the proposed development approach using such tools as the aforementioned zoning criteria and supplemental design guidelines to “protect the distinctive character, landscape and historic structures of such areas” (Public Act NO. 98-116 AN ACT AUTHORIZING THE ESTABLISHMENT OF VILLAGE DISTRICTS)

The two-column summary on the following page demonstrates how the proposed Village District reflects the growth-based planning rationale already adopted via the PoCD, which set the stage for the zoning and design guidelines established by the new district's enabling language.

Pertinent Town of Willington 2006 Plan of Conservation and Development policies	South Willington Village District Approach
<i>‘As stated in the Vision Statement of the PoCD, one of the principal goals of the community is to “balance conservation, preservation, growth, and development” (p5-5)</i>	The South Willington area, in the context of the Town as a whole, represents a perfect opportunity to demonstrate and implement such a balance.
<i>‘Protect Willington’s significant historical properties from destruction or architectural degradation, and preserve them for the education, enrichment and enjoyment of all its citizens...Establish an official inventory of the town’s historic and architectural resources which can then be employed as a meaningful reference in conservation, preservation and development planning...Consider a demolition delay ordinance that provides a waiting period before granting a demolition permit for historic buildings, structures or parts thereof, that are 75 years old or more...Consider the establishment of a Village District (or districts) to appropriately sited areas of Willington (e.g. the South Willington Village area)’ (p 4-40)</i>	The research supporting South Willington's designation as a National Register Historic District provides the framework for historic preservation, demolition delay and Village District establishment
<i>[Growth Management Strategy #4]: ‘Institute “Village District(s)” that will allow for multi-uses and denser development in areas that would benefit from shared parking/lowered required parking in exchange for meeting design standards that would be consistent with “Traditional Neighborhood Development” and are sensitive to historical context of town or district. The Zoning Commission can establish Village Districts, following a public hearing, where it feels it is desirable. According to state statute (CGS 8-2j), the PZC could then</i>	The proposed Village District, based on the South Willington historical context, embodies such recommendations for mixed use development and shared parking (among other incentives).



<p><i>regulate construction activities in Village Districts to “protect the distinctive character, landscape and historic structures of such areas and to maintain and protect the character of the Village District”.’</i> (p 5-11)</p>	
<p><i>[Growth Management Strategy #11]: ‘Initiate Neighborhood Master Plans or Concept Plans for potential economic development areas in order to obtain “conceptual” approval for new commercial or industrial development. The purpose of this advance planning is to attract prospective developers or business owners to invest and construct new facilities and give them more confidence that the project has the support of the town.’</i> (p 5-12)</p>	<p>Similarly, the South Willington approach builds on the Village District to provide a strategy for economic development that has town-wide implications.</p>
<p><i>‘[The Special Permit system] of land use regulation permits the Planning and Zoning Commission to control the establishment of uses on a project-by-project or lot-by-lot basis.’</i> (p 5-4)</p>	<p>This ‘growth management’ approvals system works best with an agreed process and set of zoning criteria and design guidelines that give a clear direction for consideration by the Commission, while maintaining its ability to provide informed discretionary judgment (the lack of such standards can be a counterproductive source of frustration for development applicants). The South Willington approach provides direction as a positive growth encouragement tool and embodies needed standards in its Village District.</p>
<p><i>[Re school policy:] ‘...the possibility exists that enrollment growth could begin which would create classroom shortages sooner than anticipated. Since neither the Center School nor the Hall Memorial School have the land area necessary to support the</i></p>	<p>Although the 2006 PoCD found no need for school growth, the above advice to prepare for the future is even more relevant today in 2015. The steps set in motion by such an eventual new facility can lead to positive</p>

<i>construction of new classroom space and related core facilities (cafeteria, library, parking, playing fields, etc.), any significant construction of classrooms would have to occur in a new building. Because of the long timeframe required to acquire a suitable site and plan, design and construct a new school, the Willington School Building Committee advises town officials to begin identifying potential future school sites and initiating negotiations for the purchase of the most suitable site to ensure that an appropriate site is available when the need for a new school arises.’ (p 4-20)</i>	<p>economic development opportunities for the Town as a whole.</p>
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## A Framework for South Willington Design Criteria

The Village District legislation (drafted as a new zoning district with boundaries coterminous with the National Register Historic District) provides, among other benefits, the ability to establish Design Guidelines as the basis for Special Permit approvals for use and site development. These features address a systemic issue noted by South Willington stakeholders: lack of criteria leading to lengthy reviews and a cumbersome decision-making process. By establishing design criteria, the Guidelines help streamline project decision making.

### Design and Development Concerns

Stakeholder and public input (including workshops with Study Committee members and a three day on-site charrette featuring open design sessions) revealed several significant concerns about design matters affecting the character of South Willington. Remedies have been incorporated into the development policies and design guidelines included within the proposed South Willington Village District zone and associated regulations, as shown in the table below:



Stakeholder Concern	South Willington Village District Guideline
<p><i>New buildings should respect the built context of South Willington</i></p>	<p>Although the built form of the area varies widely, new construction should match the setbacks and bulk of similar adjacent buildings:</p> <ul style="list-style-type: none"> <li>- new residential/ mixed-use buildings along Rt 32 should mimic the 'large house' scale of existing structures;</li> <li>- multi-family structures near the original Hall worker housing should match their height, bulk, and pedestrian-friendly design features;</li> <li>- building at or near the school should match or carefully contrast with the older structure;</li> <li>- buildings near the mills can project a more commercial nature, but should be of compatible materials and of a smaller bulk that does not compete with the presence of the larger historic structures.</li> </ul>
<p><i>Renovation of buildings for similar or compatible uses should continue the design principles of the original structure.</i></p>	<p>Renovation of existing contributing buildings should carefully continue the existing charm of the district:</p> <ul style="list-style-type: none"> <li>- continue similar materials, color and window/ door treatment;</li> <li>- maintain existing scale and bulk;</li> <li>- enhance front and side yard landscaping to encourage pedestrian activity;</li> </ul>

Stakeholder Concern	South Willington Village District Guideline
<p><i>Public infrastructure should be provided to enhance the district as a whole.</i></p>	<p>Sharing common facilities, whether public or private, will have a positive impact on the economic development potential of the area and its property owners:</p> <ul style="list-style-type: none"> <li>- maintain and enhance sidewalks, crosswalks, and pedestrian amenities to unite the district visually and functionally;</li> <li>- allow sharing of waste treatment facilities as allowed and approved by appropriate local, regional, or state bodies;</li> <li>- expand or enhance water supply, including agreements with adjacent municipalities.</li> </ul>

### South Willington Village District Design Guidelines

The Village District Design Guidelines, developed as a response to the above concerns, establish a process for implementation and a set of standards. Under the proposed zoning ordinance, these standards provide direction to encourage informed discretionary approval by the Commission and its advisory committee.

These Guidelines, produced as a separate document, are incorporated by reference to the Town of Willington Plan of Conservation and Development and associated relevant zoning legislation.



## SOUTH WILLINGTON VILLAGE DISTRICT

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*[This document has been reviewed by Mark Branse, Attorney for the Planning and Zoning Commission, for general conformance with Town policy and regulation prior to distribution at the request of the study team. A complete legal review will be required after appropriate Town agency review. The second and formal review is outside of the scope of this study and will be undertaken by the Town.]*

### **I. Purpose and Applicability**

I.1 The standards that follow establish preferred patterns and a design framework for development in the South Willington Village District, located within the Town of Willington, to protect and enhance the overall quality of the built environment. Some of the design standards found in the Appendix to this regulation also apply to activities that occur in public areas, such as streets and sidewalks. They are intended to guide Town officials as well as private citizens in making land use and land management decisions.

The District establishes an area of the Town where special land use, design and development provisions can be invoked by way of the Special Permit process.

The quality of life traditionally enjoyed by South Willington residents and workers resulted in large measure from the physical form and design of the area's now historic structures - its community institutions, including the Gardiner Hall Jr. Company Mill complex (the economic generator of the district), the Hall Memorial School and the Federated Church of Willington, as well as various duplex housing units (originally built as worker housing), and larger single family houses.

The new community vision for the South Willington pattern of development is to replicate this past achievement - to preserve and enhance the area's original inviting and attractive urban design - a community and street environment that encourages regional access and informal resident interaction. However, the area's future lies both in its physical design and in a return to its historical, entrepreneurial economic activity - a blend of commercial, residential and institutional uses, supported by the adaptive reuse of buildings for retail, service, office and tourism related enterprises. The South Willington District includes design guidelines to both protect existing historic scale and walkability where it exists, and provide incentive for additional pedestrian amenities in auto dominant areas. As detailed in the outline of design intent, process, and design guidelines included by reference to this legislation, new buildings and renovations of existing buildings will respect this desired human scale.

### **I.2 Description of District Boundary**

**[Town to add from National Register District Nomination when accepted]**

## **2. South Willington Village Established as Village District:**

2.1 South Willington Village District is declared to be a village district as authorized under CGS Section 8-2j and shall conform to the Village District Procedures and Requirements provided in Section 29-9.J of these Regulations.

2.2 Although established as a whole, the District may be implemented in phases as sub-area plans and evolving detailed design guidelines are established.

2.3 In considering the future development of the area, the Commission, acting with the counsel of its Advisory Committee, shall determine whether a proposed development is in harmony with these evolving requirements below and the Design Guidelines contained by reference to these Regulations. Failure of the applicant to conform to these procedures, requirements and guidelines may be grounds for denial of a special permit or site development plan application.

#### 2.4 Scope of Review and Standards for the South Willington Village District

These regulations shall protect the distinctive character, landscape and historic structures within the district and shall regulate, on and after the effective date of such regulations, demolition, new construction, substantial reconstruction, and rehabilitation of properties within such district and in view from public roadways, the Willimantic River, or public pedestrian walkways, including, but not limited to:

- (1) The design and placement of buildings
- (2) The maintenance of public views
- (3) The design, paving materials and placement of public roadways
- (4) Elements that the Commission deems appropriate to maintain and protect the character of the village district (including sidewalks, parking, water and wastewater utilities)
- (5) Other elements, such as economic development policies and incentives not part of this zoning ordinance, should be coordinated through parallel ordinances by the Board of Selectmen to take advantage of the Village District boundary and internal development potential.

### 3. Requirements for South Willington Village District

#### 3.1 Village District and Design Guideline Review

All special permit and site plan review applications for new construction and substantial reconstruction within the district and in view from public roadways and public pedestrian walkways shall be subject to review and recommendation by the Village District Advisory Committee to the Commission, as described in Section 4 below.

The Village District Advisory Committee shall review an application and report to the Commission within thirty-five days of receipt of the application. The Committee may rely on its professional design member(s) for specific design guideline review. Such report and recommendation shall be entered into the public hearing record and considered by the Commission in making its decision.

Failure of the Advisory Committee to report within the specified time shall not alter or delay any other time limit imposed by the regulations.

#### 3.2 New or Renovated Building Criteria and Design Guidelines

Adaptive Reuse is encouraged where new uses can enhance the economic feasibility of existing



underutilized buildings.

The following dimensional standards and other criteria shall be allowed in the South Willington Village District, subject to any additional design guideline limitations as provided in this section (see Appendix), based on design review procedures as defined in the Appendix. In the event of any conflict, the most restrictive limitation shall control.

[Table of dimensional standards to be provided based on Table 8.02 in Town Zoning]

The South Willington Village District Design Guidelines, a process for review and the design and development standards to be used by the Commission and its Advisory Committee are incorporated by reference.

### 3.3 Uses and mixed uses

#### 3.3.1 Individual uses

Individual uses permitted shall be based on the list below, subject to Special Permit and Design Review by the Commission, its Advisory Committee, or other official body. As part of this review an examination of the proposed use in terms of its impact and appropriateness shall be combined with a description of the adherence of its proposed building to other zoning concerns and to the District design guidelines as incorporated by reference to this Section.

#### 3.3.2 Mixed Uses

Mixed-uses, defined as a combination of allowed uses co-located within individual buildings in the District, shall be allowed as a Special Permit approval by the Commission where the Commission finds that: (a) the proposed uses are compatible with each other as designed into the existing or proposed site and building(s); (b) the site can meet the parking requirements of these Regulations; (c) the site demonstrates the ability to provide sufficient water supply and effluent disposal capacity to support the proposed uses; (d) the signs for the building are integrated into a single, unified sign plan which incorporates all proposed uses; (e) the mix of uses contributes to the purposes of the District as set forth in Section 1.1 of these Regulations. When the Commission approves a mixed use, there shall be no change of any such use to a different use without further review and approval by the Commission as an amendment to the Special Permit.

[Table of uses to be inserted, based on Table 5.04 of Town Zoning]

### 3.4 Adaptive Reuse

This provision shall apply to any historic building or buildings located on one lot in the Village District Zone where the building:

- (1) Existed prior to these regulations
- (2) Is a contributing building to the National Register Historic District, or
- (3) As a mill building has historically had industrial or other commercial uses located within it and continued to house such uses, or
- (4) As a residential building has contained one or more dwelling units located within it and

continued to house such uses.

To prevent constant re-approvals, miscellaneous special permit uses listed in section 3.3 may be given a blanket approval for particular sections of the existing building.

To encourage adaptive reuse and provide flexibility within the various spaces of the building, under a similar blanket approval these uses may relocate their existing occupied gross floor area within the building space, or may expand the occupied gross floor area by such uses, or may expand the gross floor area occupied by such uses in either new building(s) or additions to the building space, provided that the Commission is satisfied that approved parking or utility impacts are not increased.

### 3.5 Location and Sharing of Parking

3.5.1 Shared Parking Spaces. Individual parking spaces, whether on-site or off-site, may be shared as per Section 18.13 Shared Use of Parking Spaces: as part of a Village District Special Permit, the Commission may, by specific provision in the motion of approval, permit the same parking space(s) to be calculated for more than one (1) building or use where evidence is provided which indicates that such buildings or uses will have peak occupancy or parking demand during different times of the day or week.

3.5.2. Off-Site Parking Lots. “Off-site” parking lots shall be defined as off-street parking that is not located on the subject lot but on private or public property upon which the proposed use has the exclusive right by lease, easement, ownership, or otherwise, to utilize for parking. In evaluating off-site parking lots, the Commission shall consider the proximity of such parking to the proposed use and to the existence of sidewalks, crosswalks, or other pedestrian walkways that provide safe passage between the off-site parking lot and the proposed use.

3.5.3 Shared Off-Site Parking Lots. Within the District, spaces in a shared off-site lot may be substituted for on-site parking required of individual uses. These spaces may be either reserved for individual users or allocated on a first-come basis. This possible substitution can occur in two related steps:

- 3.5.3.1 A special permit procedure to allow use of spaces in a shared lot (on either publicly-owned or negotiated private property subject to approved contractual agreement) as satisfaction of zoning requirement for parking, upon verification by Town of adequacy of supply and approval of an agreement with Town, user, and shared space provider;
- 3.5.3.1 Once permission is granted, a negotiated payment in lieu of providing spaces may be assessed on a per space basis, with funds set aside in a pool designated for parking lot maintenance and administration.

### 3.5.4 Sharing of Utilities: Waste Water, Water and Storm Water

As a means to enhance land use flexibility within the District, and subject to approval by the Commission and other relevant Town, regional, or State bodies, utilities or needed land for utilities will be encouraged for shared use among sites or the District as a whole (shared septic systems need not be located on the lot where the proposed use is to be located):

- (1) Waste water treatment systems (hardware/package plants and/or required land for drainage fields)
- (2) Water systems (new wells or local systems, as well as sharing of existing systems by

agreement with local or adjacent municipalities)

- (3) Detention ponds, infiltration areas, or other storm water management systems shared by multiple lots.

### 3.6 Public Access Infrastructure: Corridor, Streetscape, and Walkway

Within the District, and subject to approval by the Planning & Zoning Commission and other relevant Town, regional and/ or State bodies, public access infrastructure or needed land may be provided to serve the District as a whole or groupings of related sites, with funding provided by public, private or civic sources:

- (1) Gateway landscaping--, announcing the entry into the District from both the north and the south-- and wayfinding signage—educating and directing pedestrians, bicyclists and other visitors to district destinations;
- (2) Prominent pavement-emphasized crosswalks, located between destinations, parking areas and key intersections, of a contrasting color and material that call drivers' attention to the fact that they are going through a pedestrian zone;
- (3) Vertical bollards and light poles at these locations, coupled with landscaping and light pole banners;
- (4) Sidewalk/ pedestrian connections as needed and feasible (this will require careful design, as the right of way is limited through the center of the District)

Specific standards for such items are part of the South Willington Design Guidelines and are incorporated by reference to this section.

## 4. Administration

A South Willington Village District Advisory Committee shall be appointed by the Commission for staggered three-year terms, and may be removed by the Commission for good cause shown. In conjunction with regularly appointed Town and regional agencies and commissions, this committee will provide advisory recommendations to the Commission on the appropriateness of proposed projects within the District, as measured against the design and development guidelines incorporated by reference in this Section.

At least one member shall be a registered architect, landscape architect, or planner in order to provide professional review of proposed projects relative to the design guidelines.

Members could include, for instance:

- (1) Town representatives: First Selectman, Director of Planning, Representative of other relevant Town Commissions such as the Local Historic District Commission;
- (2) Civic representatives: Hall Foundation, Willington Historical Society, local or regional environmental, educational or cultural advocacy group
- (3) Private representatives: Local property owners, Friends of Millworks, regional Chamber of Commerce, regional tourism agency;

The chair should be chosen by vote of the Committee.



## SOUTH WILLINGTON VILLAGE DISTRICT (SWVD) REGULATION

The following is an update to the Zoning Regulations for the Town of Willington (as amended 4-01-2015) to “Section 5-Use Regulations.”

<b>TABLE 5.04</b>		
Uses	Zones	
Categories	5.02	
	Existing	Proposed
> Subcategories	R-80	SWVD
<b>Residential</b>		
Dwelling, Single Family (D)	P	P
Dwelling, Two Family (D)	SP	SP
Dwelling, Multi-Family (D)		
Decks	SE/A	SP
Home Occupations (D)	SP/A	SP
Community Residences Mentally Ill (D)	P	SP
Community Residences Mentally Retarded (D)	P	SP
Convalescent Homes (D)	SP	SP
Rest Homes (D)	SP	SP
Garages, parking	A	A
<b>Manufacturing</b>		
> Food & Kindred Products		SP
> Textile Mill Products		SP
> Knit Goods		SP
> Apparel & other finished fabric products <b>excluding</b> leather tanning		SP
> Lumber & Wood Products		SP
> Furniture and Fixtures		SP
> Printing, Publishing & Allied Industries		SP
> Stone, Clay & Glass Products <b>excluding</b> structural clay, abrasives, asbestos		SP
Fabricated Metal Products		SP
General Hardware Products		SP
> Miscellaneous Manufacturing & Processing		SP
Excavation and Fill	SP	SP
Temporary Construction Buildings	A	A
<b>Agriculture</b>		
Farms (D)	P	
Farm Stands	SP/A	SP
Agricultural Related Activities/Animal Husbandry/Horticultural Services	SP	SP
Forestry Activities & Related Services	P	

<b>TABLE 5.04 (cont'd)</b>		
Uses	Zones	
Categories	5.02	
	Existing	Proposed
> Subcategories	R-80	SWVD
<b>Agriculture (continued)</b>		
Nursery: Plants, flowers, etc.	SP	SP
Commercial Greenhouse	SP	SP
Pleasure Horse	A	
<b>Transportation, Communication &amp; Utilities</b>		
Railroad, Rail Transit, etc.	SP	
Motor Vehicle Transportation:		
> Bus Transportation Terminals		
> Motor Freight Terminals		
Aircraft Transportation:		
> Airports Flying Fields		
> Helistops		
Automobile Parking Lots and Garages, Commercial		
School Bus Parking & Related Facilities	A/SP	A/SP
Communication		
Co-located Wireless Telecommunications Facility	SP	SP
Utilities		SP
<b>Wholesale Trade</b>		
<b>Retail Trade</b>		
Building, Materials & Hardware		SP
Farm Equipment/Heavy Equipment		SP
General Merchandise		SP
Food		SP
Automobile Dealers		SP
Gasoline Service Stations		SP
Marine, Aircraft & Accessories		SP
Apparel & Accessories		SP
Personal & Business Services		SP
Miscellaneous Retail Trade		SP
Eating/Drinking/Lodging:		
Restaurants (D)		SP
Alcoholic Beverages		SP
Hotels/Motels (D)		SP
Conference/Convention Centers		SP
Tourist Homes (D)		SP

## SOUTH WILLINGTON VILLAGE DISTRICT (SWVD) REGULATION

The following is an update to the Zoning Regulations for the Town of Willington (as amended 4-01-2015) to "Section 5-Use Regulations."

<b>TABLE 5.04 (cont'd)</b>		
<b>Uses</b>		
Categories	5.02	
	Existing	Proposed
> <i>Subcategories</i>	R-80	SWVD
<b>Retail</b> (continued)		
Vending Machines		SP
<b>Services</b>		
Financial/Insurance/Real Estate Services/Office: General Professional > <i>Banks (open to public)</i>		SP
> <i>Banking Services/Offices (not open to public)</i>		SP
> <i>Credit Services (open to public)</i>		SP
> <i>Credit Services (not open to public)</i>		SP
> <i>Security &amp; Commodity Brokers/Exchanges/Services</i>		SP
Insurance Services (open to public)		SP
Insurance Services (not open to public)		SP
Real Estate & Related Services		SP
Holding & Investment Services (open to the public)		SP
Holding & Investment Services (not open to the public)		SP
<b>Personal Services</b>		
Funeral/Mortuary		SP
Laundry/Drycleaning/Laundromat		SP
Shoe Repair, Tailoring/Upholstery/etc.		SP
Photographic Studios		
Business/Professional Services (open to public)		SP
Business/Professional Services (not open to public)		SP
> <i>Research &amp; Development</i>		
Warehousing & Storage		
Advertising Services		SP
Repair Services		
> <i>Automobile Repair Services</i>		
Professional Services (not open to the public)		SP
Professional Services (open to the public)		SP

<b>TABLE 5.04 (cont'd)</b>		
<b>Uses</b>		
Categories	5.02	
	Existing	Proposed
> <i>Subcategories</i>	R-80	SWVD
<b>Personal Services</b> (continued)		
Hospital		SP
Legal Services		SP
Government Services (D)		
> <i>Legislative/Judicial</i>	SP	SP
> <i>Police</i>	SP	SP
> <i>Postal</i>	SP	SP
> <i>Educational</i>	SP	SP
> <i>Library</i>	SP	SP
> <i>Commuter Parking Lots</i>		SP
> <i>Fire Departments</i>	SP	SP
Non-government Services		
> <i>Nursery School/Day Care(D)</i>		SP
> <i>Day Care Center (D)</i>	SP	SP
> <i>Family Day Care Home</i>	A	
> <i>Group Day Care Home</i>	SP	
> <i>Elderly Day Care Home</i>	SP	
> <i>Educational (non-profit)</i>	SP	SP
> <i>Religious</i>	SP	SP
> <i>Charitable/Philanthropic</i>	SP	SP
> <i>Cemetery</i>	SP	SP
> <i>Library</i>	SP	SP
Commercial Dog Kennel	SP	
Dog Kennel Accessory to Dwelling, Less than 4 dogs	SE/A	SE/A
Veterinary Hospital	SP	SP
Veterinary Outpatient Clinic (D)		SP
<b>Cultural, Entertainment &amp; Recreational</b>		
Cultural/Nature/Sports/Recreational Activities, Parks and Playgrounds (non-profit)	SP/A	SP
Recreational Activities		
Club (D)	SP	SP
Golf Course	SP	SP
Theater, Legitimate & Motion Picture		
Historic & Monument Sites	SP	SP

## SOUTH WILLINGTON VILLAGE DISTRICT (SWVD) REGULATION

The following is an update to the Zoning Regulations for the Town of Willington (as amended 4-01-2015) to “Section 8 - Area, Yard and Height Requirements.”

TABLE 8.02 - Schedule of Dimensional Requirements											
For Uses Listed Below			The Following Dimensional Regulations Apply								
Zones		Uses herein referred to in abbreviated form refer to the Uses listed in detail in Section 5 and in the Use Table		Lot Coverage Maximum (% of total lot area)		Lot Area, Minimum (sq. ft. or acres)	Lot Frontage, Lot Width, Minimum (feet)	Front Yard, Minimum (feet)	Side Yard, Minimum (feet)	Rear Yard, Minimum (feet)	Maximum Building Height (feet)
				Buildings	Pavement						
Existing	R80	Single-family detached	Lot	15% [3]		80,000 sf	200	50	25	50	40
		Two-family detached	Lot	15% [3]		160,000 sf	400	50	25	50	40
	DCR[1]	All Uses permitted in Designed Community Residential Zone	Zone	25% [3]		10 acres	300	100*	100*	100*	40
			Lot	25% [3]		40,000 sf	150	25	25	25	40
Proposed	SWVD	Rt 32*1	Lot	25%		20,000 sf	200	20	25	25	40
		Mill Complex*1	Lot	25%		*2	200	20	25	25	40
		Village Street Area*1	Lot	25%		10,000 sf	100	20*3	25*3	25*3	40

\* Effective April 1, 2015, Per Section 5.07.03.01 Setbacks: “Except along an abutting DCR zone or property line, no building or structure shall be located less than **two hundred (200) feet** from the perimeter property line or the zone line, whichever is less.”

<sup>\*1</sup> See Illustration 1 on following page for the Proposed South Willington Village District various sub-areas.

<sup>\*2</sup> Town and Zoning Commission to consider whether Mill Complex is a separate sub-area within the Rt-32 zone.

<sup>\*3</sup> Town and Zoning Commission to review setbacks for Village Street Area. Front yard and side yard setbacks to match historic development pattern.

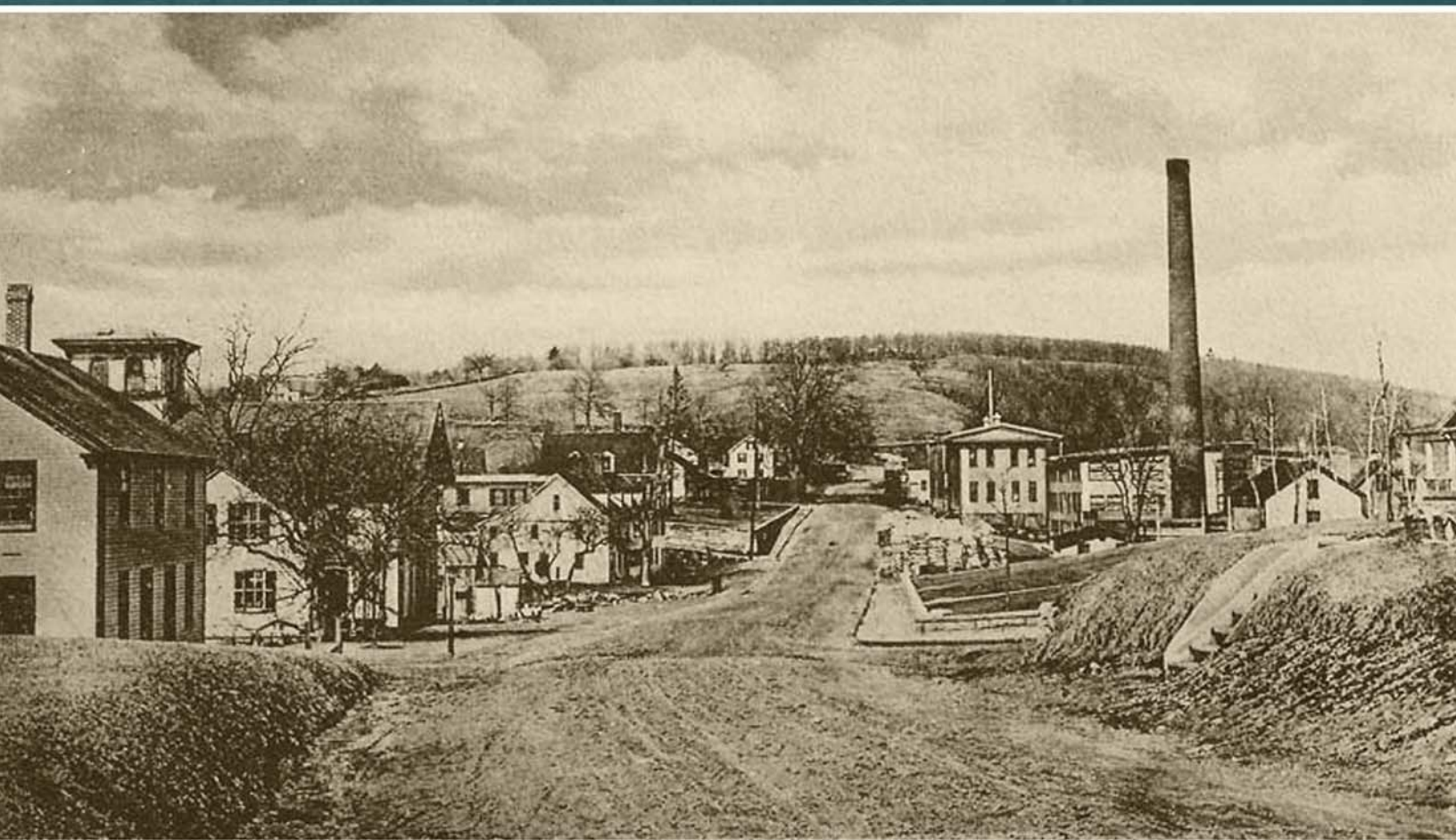




TOPICAL WORK PRODUCT:  
**VILLAGE DISTRICT DESIGN GUIDELINES**  
NELSON EDWARDS COMPANY ARCHITECTS LLC



DRAFT FOR REVIEW  
OCTOBER 30, 2015



# SOUTH WILLINGTON VILLAGE DISTRICT DESIGN GUIDELINES

*Willington, Connecticut*

WILLINGTON PLANNING & ZONING COMMISSION



# South Willington Village District Design Guidelines

*Town of Willington  
Planning and Zoning Commission*

Prepared under the auspices of the  
South Willington Preservation Planning Study  
Vibrant Communities Initiative

*October 30, 2015*



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## **PART I - INTRODUCTION**

### **1.1 - Purpose of Design Guidelines**

1. The purpose of the Design Guidelines is to:
  - a. Promote, protect and enhance the unique character, settlement pattern, architecture, and landscape of South Willington and its purposes pursuant to Connecticut General Statutes 8-2j;
  - b. To encourage site planning and architectural design that will enhance the character of the South Willington and to ensure that new development secsitively fits into the village;
  - c. Preserve a careful balance between character and function;
  - d. Promote economic and social vitality.
2. For the purpose of these Design Guidelines the term “South Willington Village District” refers to the geographic area coterminous with the South Willington National Register Historic District.
3. The Design Guidelines are part of the Town of Willington’s Zoning Regulations. The design criteria shall be applied to all applicable development.

### **1.2 - Objectives of the South Willington Design Guidelines**

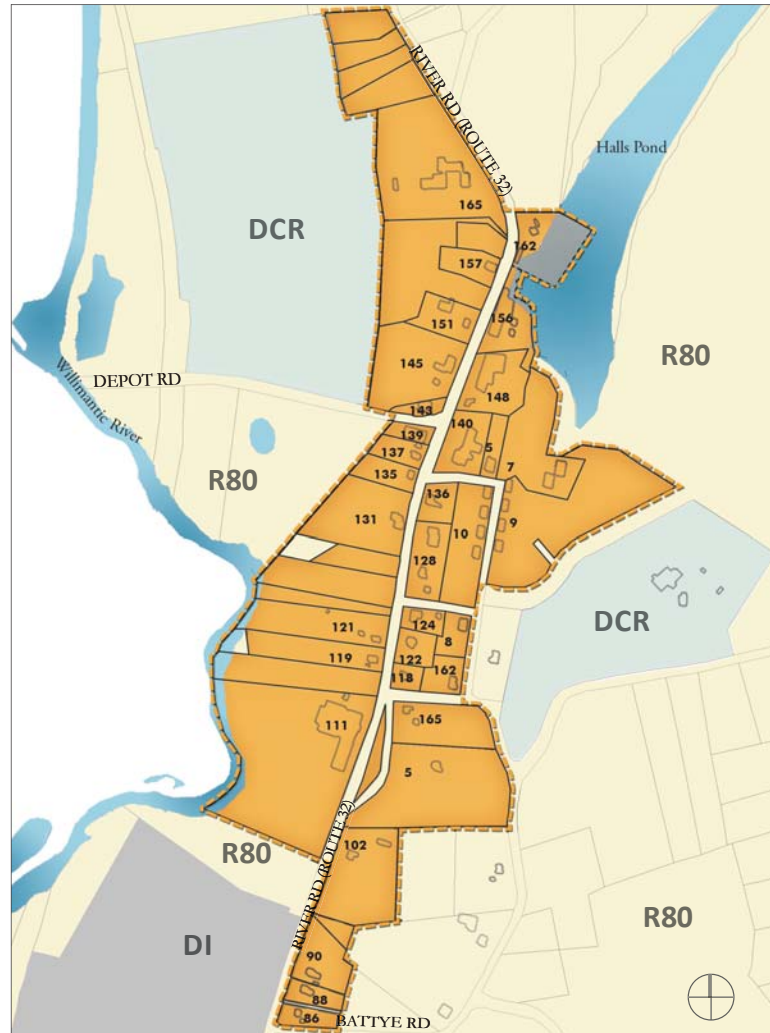
1. The South Willington Design Guidelines have six principal objectives:
  - a. To encourage site planning and architectural design that will maintain and enhance the character of South Willington and ensure that new development fits into the village;
  - b. To protect the buildings and sites that contribute to the South Willington National Register District as listed;
  - c. To identify items that impact the quality of life and livability of the zone;
  - d. To promote pedestrian oriented streetscapes and neighborhoods;
  - e. To provide guidance and flexibility in application of development standards;
  - f. To improve communication and participation among building owners, developers, neighbors and the town early in the design and siting of new or substantially reconstructed commercial, mixed use and residential development.



## 1.3 - Application

### 1.3.1 - The Design Guidelines shall apply to South Willington Village District including:

- a. The alteration, expansion, substantial reconstruction of an existing building or construction of new buildings;
- b. The maintenance of public right-of-way views;
- c. The design, paving materials, placement, lighting and signage of vehicular circulation including public and private roadways;
- d. The design, paving materials, placement, lighting, signage, street furnishing of pedestrian circulation including sidewalks and walking trails
- e. The design, paving materials, placement, lighting and screening of public and private parking areas;
- f. The design and placement of new and modified landscape areas, lighting, fencing, and walls;
- g. The design, installation and lighting of any sign;
- h. The demolition of any structure greater than 75 years of age;
- i. The elimination of any landscape area.



**Location of South Willington Village District /  
South Willington National Register Historic District**

National Register District   
Community Residential Zone (DCR)   
Residential 80 Zone (R80)   
Industrial Zone (DI)

### 1.3.2 - The Design Guidelines Shall Apply to Properties Within the District and in View from the Public Way

The Design Guidelines shall apply to properties within the district and in view from the public way. For the purpose of these Design Guidelines the “public way” shall be considered any area that routinely receives members of the public (i.e. streets, sidewalks, a private lot open to the public).

## 1.4 - Description of the Review Process

Not all construction work requires the same level of review. The following is intended to be a summary of the various levels of review. Please consult with the Town Planner for determination of which level of work a project is considered.

### 1.4.1 - LEVEL 1

**Maintenance including Repair-in-Kind or Replacement-in-Kind (No review required; determination made in consultation with Town Staff)**

*Level 1 work includes ordinary maintenance that does not alter the existing exterior features of the building or site and has no material effect on the integrity of the property. This includes work to roofs, eaves, gutters, siding, trim, windows, doors, porches, chimneys, foundations, lighting, site paving and fencing. See Part 4.4 for a detailed explanation of Repair-in-Kind or Replacement-in-Kind.*

Level 1 work not subject to review may include:

- a. **Roof:** Repair-in-kind or replacement-in-kind of existing roof, eave, flashings and gutters with new roof, eaves, flashings and gutters of the same style, material, material color and locations.
- b. **Siding and Trim:** Repair-in-kind or replacement-in-kind of siding and trim including material, exposure, finish and location.
- c. **Windows and Doors:** Repair-in-kind or replacement-in-kind of windows, doors and storm panels including material, opening size, sash type, muntin profile, lite pattern and location.
- d. **Foundations and Chimneys:** Repair-in-kind or replacement-in-kind of concrete or masonry elements. Repairs that change chimney height or design are subject to Level 2 review.
- e. **Signage:** Repair-in-kind or replacement-in-kind of existing including material, design, location and illumination.
- f. **Fencing**

### 1.4.2 - LEVEL 2

**Minor Modification (Staff Review)**

*Level 2 work includes small non-structural changes to the existing building or site. Small non-structural changes include replacement of existing elements with new elements of different design or material, and the addition of non-structural elements.*

Examples of Level 2 work that are subject to staff review include:

- a. **Footprint:** No change. See Level 3 and Level 4 for changes to Building footprint.
- b. **Roof:** Replace an existing roof with a new roof of different material. For example, replace asphalt shingle roof with asphalt shingle roof of a different style or pattern, or replace asphalt shingle roof with a metal panel roof or wood shingle roof.
- c. **Siding and Trim:** Replace siding material with new material of a different type. For example, replace wood clapboard siding with cement clapboard siding of the same or different size and exposure or cover existing siding with a new siding such as vinyl siding.

- d. **Windows and Doors:** Replace existing windows and doors with new windows and doors of a different size or design or material. For example:
- Replace existing 6 over 6 sash design, double hung, wood window with 6 over 6 sash design, double hung, fiberglass window of the same size; or
  - Replace existing 6 over 6 sash design, double hung, wood window with 6 over 6 sash design wood window with snap-in muntins; or
  - Replace existing 6 over 6 sash design, double hung, wood window with 6 over 6 sash design wood window insert (commonly referred to as replacement window).
  - In the above description “6 over 6” sash is used to describe an layout pattern of muntin bars and lites. The concept applies equally to 1 over 1, 2 over 2, 8 over 12 or any other pattern of lites.
- e. **Foundations and Chimneys:** Rebuild existing foundation or chimney with different material or to a different size. For example:
- Rebuild an existing brick chimney in stone; or
  - Rebuild an existing brick chimney to a different height or width.

### 1.4.3 - LEVEL 3

#### Substantial Renovation (Staff Review and Design Review)

*Level 3 work includes structural changes to the existing building or site. This includes any exterior work requiring a building as well as any alterations to the building façade, building footprint, roof line, as well as paving, parking, landscape buffers, site lighting and signage. This work may involve a Special Permit.*

Level 3 work subject to review includes:

- a. **Building Footprint:** Alter the existing building footprint including alterations to or removal from the existing building footprint.
- b. **Roof:** Alter existing roof or eaves for construction of new dormers, roof extensions, cupola, or roof areas.
- c. **Siding and Trim:** Will be considered in conjunction with Level 3 alterations.
- d. **Windows and Doors:** Remove, relocate or construct new window or door areas.
- e. **Foundations and Chimneys:** Will be considered in conjunction with Level 3 alterations.
- f. **Signage:** New or change to existing signage including material, design, location and illumination type or level.
- g. **Landscape Buffers, Paving and Site Lighting:** Will be considered in conjunction with Level 3 alterations.

### 1.4.4 - LEVEL 4

#### New Construction or Rebuild of Existing (Staff Review and Design Review)

*Level 4 work includes new construction, substantial renovations, and major structural alterations to the existing building and site. This includes and exterior work requiring a Building Permit or site work requiring a Special Permit under Zoning.*

*Building and landscape elements that will be reviewed include the building footprint and placement,*



*building mass, roof lines, exterior elevations, all materials, windows and doors; the site plan including parking, site paving other than parking, landscape buffers, site lighting, signage and street furnishings.*

*The review will consider not only the proposed building or renovation but the relationship of the proposed construction / modification to the existing streetscape, adjacent buildings, view sheds and public spaces.*

[Town to add coordinating language for Site Plan Application; Building Permit Application, Roadway or Sidewalk work.]

## 1.5 - Collaborative Engagement

1. Preliminary design review is encouraged at conceptual planning stages to ensure that the guidelines outlined in this document are appropriately applied.
2. Although not specifically mentioned in the design review process, engaging the public may be an essential component of a successful project. At a minimum abutting property owners may be contacted to informal discussions in order to understand concerns during initial planning stages. The amount and type of public outreach will likely vary in relation to many factors including, but not limited to the proposed use and scale of the proposed development.

## 1.6 - Definitions

See “Section 3 - Definitions,” in **Zoning Regulations for the Town of Willington, Connecticut**. Additional definitions are provided in relation to these Design Guidelines and are indicated below:

<b>Amenity</b>	Aesthetic or other features of a development that increase its usability to the public or marketability
<b>Architrave</b>	The bottom band of an entablature, located immediately above the column capitals.
<b>Articulation</b>	The division of a building into meaningful parts and the manner in which portions of a building’s form are expressed (materials, pattern, modulation, color)
<b>Bracket</b>	Overhanging member projecting from a wall or other elements to offer physical or visual support to a weight
<b>Clapboard</b>	A wood siding commonly used as exterior covering on a building of frame construction; applied horizontally and overlapped, thicker along the lower edge than along the upper
<b>Complete Street</b>	Street designed and operated to enable safe access for all users - pedestrians, bicyclists, motorists and transit riders – of all ages and abilities
<b>Contributing</b>	A building, site, structure or object within an historic district that adds to the values or qualities of that district because it was present during the period of significance and possesses historical integrity, or because it independently meets NRHP criteria.
<b>Corner Board</b>	Board used as trim on the external corner of wood frame structure and against which the ends of siding are fitted
<b>Cornice</b>	Sloping sides of a pediment, or top band of an entablature
<b>Cutaway Bay</b>	A projecting front bay with 45-degree angled walls at both corners. The upper front gable end wall overhangs the bay. The roof projection is often supported by brackets.
<b>Eave</b>	The underpart of a sloping roof overhanging a wall
<b>Ell</b>	A secondary wing or extension of a building at right angles to the principal dimension.
<b>Entablature</b>	In Classical architecture and derivatives, an elaborate horizontal band and moulding supported by columns or pilasters
<b>Façade</b>	Exterior side of a building, usually, but not always the front. Often distinguished from other faces by architectural detail
<b>Fenestration</b>	Pattern of one or more openings in the wall(s) of a structure including windows, doors, louvers, vents, storefronts, skylights. Fenestration patterns vary depending on architectural style



<b>Frieze</b>	The flat middle portion of an entablature.
<b>Gable</b>	The triangular upper portion of wall between the edges of a dual-pitched roof. The gable slope and shape varies depending on architectural style
<b>Historic Resource</b>	A building, structure or site that is at least 50 years old and: (1) is associated with events or persons of significance; (2) embodies the characteristics of an important architectural style, method of construction, or plan type; or (3) may potentially yield cultural and archaeological information.
<b>In-Kind</b>	See Appendix for detailed explanation.
<b>Integrity</b>	A condition or description of a property that is physically unaltered or one that retains enough historic character, appearance or ambiance to be recognized to the period or periods when the property achieved significance.
<b>Modulation</b>	A stepping back or projecting forward of sections of a building's façade as a means of breaking up the building's apparent bulk
<b>National Park Service</b>	The agency within the Department of the Interior responsible for administering all national historic sites and national parks
<b>National Register of Historic Places (NRHP)</b>	The official list of the nation's cultural resources worthy of preservation, as established by the National Historic Protection Act (NHPA.) Listing in or eligibility for inclusion in the NRHP provides limited protection by requiring review and comment on the effect of federally assisted projects on these resources. Listing also provides eligibility for federal tax credits.
<b>Non-contributing</b>	A building, site, structure or object within an historic district that does not add to the values or qualities of that district because it was not present during the period(s) of significance, it no longer possesses historical integrity owing to alterations or it does not individually meet NRHP criteria.
<b>Pedestrian Scale</b>	Proportional relationship of the physical environment (buildings, streets, parking lots, trees) to human dimension
<b>Pediment</b>	In Classical architecture, a triangular gable usually having a horizontal cornice as well as cornice moulding for rake return. May also be used to crown an opening in the façade.
<b>Pilaster</b>	Non-structural, decorative pier or pillar engaged with adjacent wall surface, often comprised of elements of a classical order. In Greek Revival architecture pilasters were often used as corner detail
<b>Pitch</b>	The slope of a roof, usually expressed as the ratio of vertical rise to horizontal run.
<b>Rake</b>	Eave or cornice that runs along the gable end of the roof.

- Significance** Having attributes or characteristics of a resource that make it valuable, usually determined by NRHP eligibility criteria
- Spindlework** Wood details having circular cross section, such as balausters turned on a lathe; occasionally called spoolwork.
- Stickwork** Wood trim boards applied in patterns. Typically common in Queen Anne style
- Streetscape** Visual and functional character of an entire street as created by the interrelation of buildings, setbacks, paving materials, lawns, sidewalks, plantings, lighting, signage and street amenities
- Trim** Any visible element which covers or protects joints, edges, or ends of another material. Trim around window openings is known as casing
- Trademark Design** Architectural style, form, massing developed for the purpose of corporate branding. Does not conform to existing architectural style within a geographic area.
- Turret** A small projecting tower at the corner of a building, or above the roof a larger tower; typically circular or octagonal in plan; roof shapes include rotunda, dome, spired or other variation.
- Vernacular** Architecture that makes use of common regional forms and materials at a particular place and time. Houses are often built by individuals familiar with local materials, regional climate conditions and local building customs and techniques.

*See Section 4.2 for graphic illustration of building components.*

## 1.7 - List of Relevant Municipal, State and Federal Resources

### Town of Willington

- **Town of Willington Planning and Zoning Commission**  
[http://www.willingtonct.org/public\\_documents/willingtonct\\_planzone/planzone](http://www.willingtonct.org/public_documents/willingtonct_planzone/planzone)  
(or as amended)
- **Zoning Regulations for the Town of Willington, CT**  
[http://www.willingtonct.org/public\\_documents/willingtonct\\_planzone/12-15-2012%20zoning](http://www.willingtonct.org/public_documents/willingtonct_planzone/12-15-2012%20zoning)  
(or as amended)
- **Willington Inland Wetlands and Watercourses Regulations**  
[http://www.willingtonct.org/public\\_documents/WillingtonCT\\_WetRegs/IWW\\_Regs.pdf](http://www.willingtonct.org/public_documents/WillingtonCT_WetRegs/IWW_Regs.pdf)  
(or as amended)

### State of Connecticut

- **Village District Legislation**  
[http://search.cga.state.ct.us/dtsearch\\_pub\\_statutes.html](http://search.cga.state.ct.us/dtsearch_pub_statutes.html) (or as amended)
- **University of Connecticut Plant Database**  
<http://www.hort.uconn.edu/plants/> (or as amended)

### Federal Government

- **FEMA Map Service**  
<https://msc.fema.gov> (or as amended)
- **Secretary of the Interior's Standards for the Treatment of Historic Properties**  
<http://www.nps.gov/history/hps/tps/standguide/> (or as amended)
- **South Willington National Register Historic District**  
*[To be completed upon listing on the National Register of Historic Places]*

### Other

- **International Dark-Sky Association**  
<http://www.darksky.org/> (or as amended)
- **International Green Construction Code**  
<http://www.iccsafe.org/CS/IGCC/Pages/default.aspx> (or as amended)
- **USGBC (US Green Building Council)**  
<http://www.usgbc.org/> (or as amended)



## PART II - DEFINITION OF RESOURCE

The following information is provided to describe the overall area known as South Willington as well as the two distinct sub-areas within the village.

### 2.1 - History and Statement of Significance

The South Willington National Register Historic District is a roughly linear area along River Road (Route 32) in South Willington. The core of the district is the building complex of the Gardiner Hall Jr. Company, founded in 1860 and in operation until 1954. Scattered north and south of the mill building complex is a variety of single and multi-family dwellings, associated with the company, most dating from the mid-19th century through the first few decades of the 20th century. Houses are located on River Road, Pinney Hill Road, Village Street, and Center Street.

The mill complex is significant as a textile manufacturing center that contributed to the development of South Willington, along with a church, a school, and housing for workers that represents Hall's paternalistic social program for the mill employees (Criterion A). The manufacture of thread provided a livelihood for workers over several generations. The mill buildings are good examples of mid to late-19th century industrial architecture (Criterion C). The Colonial Revival school and the Gothic Revival church are excellent representations of their types and retain much of their architectural integrity. The houses include good examples of the Queen Anne and Colonial Revival styles, along with several Craftsman bungalows, many of which retain high levels of integrity. In addition, several barns remain extant and are good examples of their building types. There are a few noncontributing buildings, including a utilitarian brick 3-bay firehouse at 143 River Road (1962), a modern pavilion at the school's sports fields, and a former farm at 165 River Road that has been rebuilt and converted into a commercial property with offices and storage space.

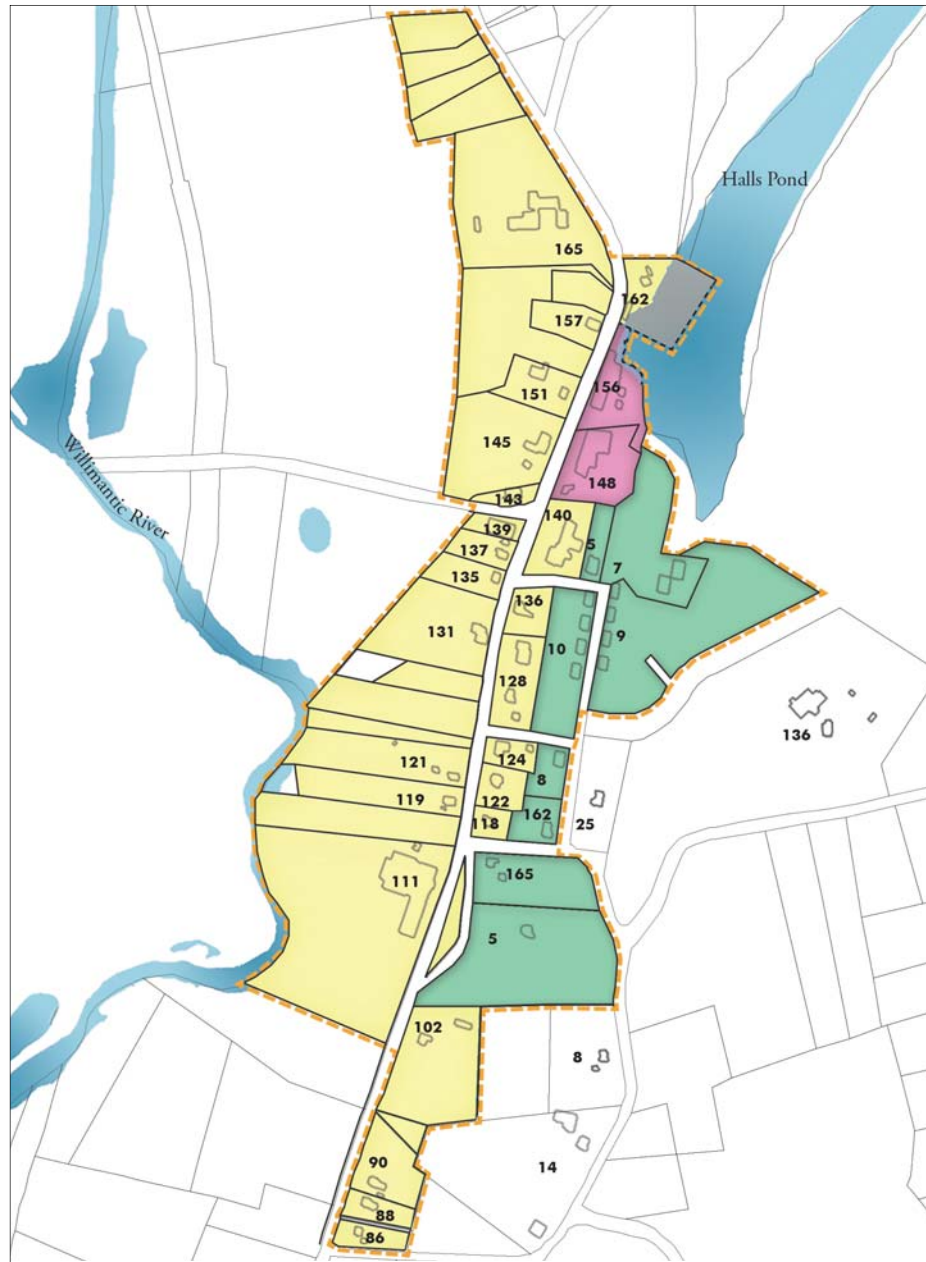
The National Register of Historic Places is the official list of the Nation's historic places worthy of preservation. Authorized by the National Historic Preservation Act of 1966, the National Park Service's National Register of Historic Places is part of a national program to coordinate and support public and private efforts to identify, evaluate and protect America's historic and archaeological resources. Listing can be in the form of individual sites and/or buildings or a grouping of sites and buildings such as the South Willington National Register District.

*For additional information refer to the South Willington National Register Historic District Nomination form on file with the Secretary of the Interior.*

## South Willington Village District Design Guidelines

For the purpose of these Design Guidelines, South Willington is made up of 3 unique areas within the overall village that are distinguished by their patterns of use, architectural character and proximity to natural resources.

The areas are Route 32 (River Road), Rt. 32 Mill Complex and Village Street area. Refer to Section 2.3 for photo description of the existing architectural character in each area.



**South Willington Village District Areas**

- Route 32 (River Road)
- Village Street Area
- Rt. 32 Mill Complex
- National Register District



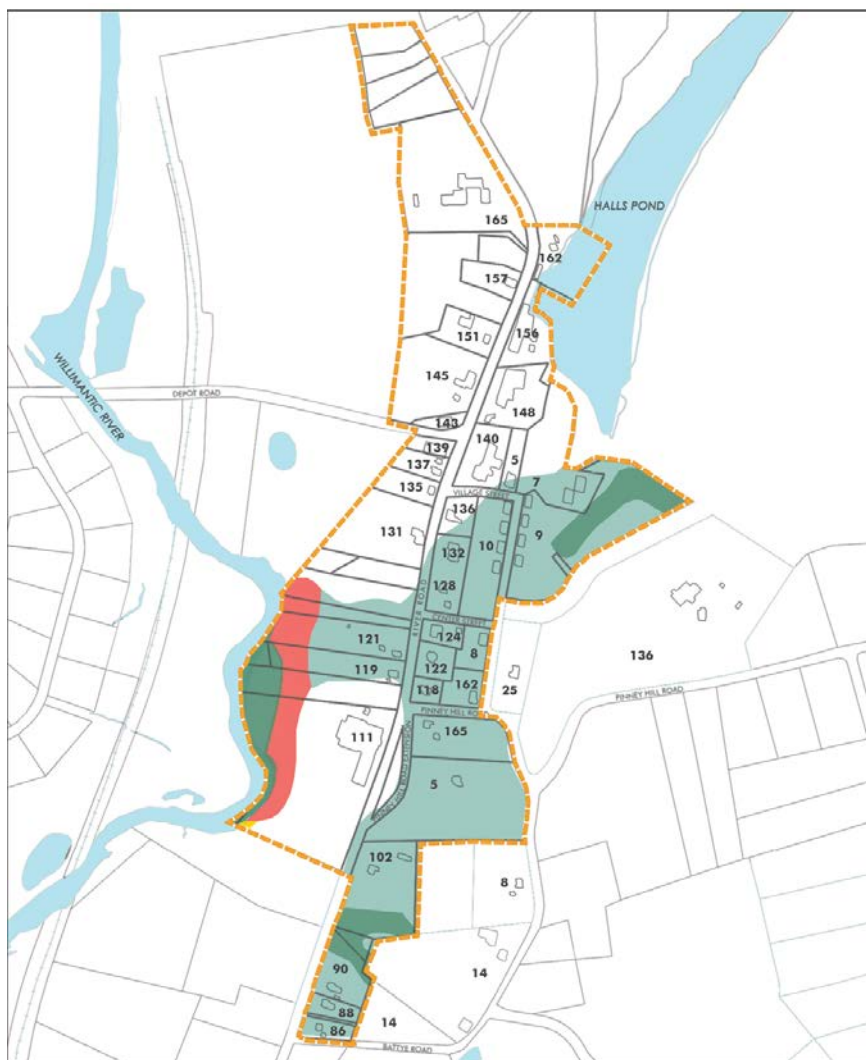
## 2.2 - Identification of Existing Resources

The placement of buildings, orientation of views, site development, curb cuts and other improvements shall take these resources into account and not adversely alter, change or impact their characteristics.

### 2.2.1 - Natural Resources

For the purpose of these Design Guidelines, South Willington Village District has or abuts several unique natural resources that contribute to the character of the natural environment. These unique features include woodlands, significant topographical change adjacent to Halls Pond (and spillway) and the Willimantic River, inland wetlands, and aquifers.

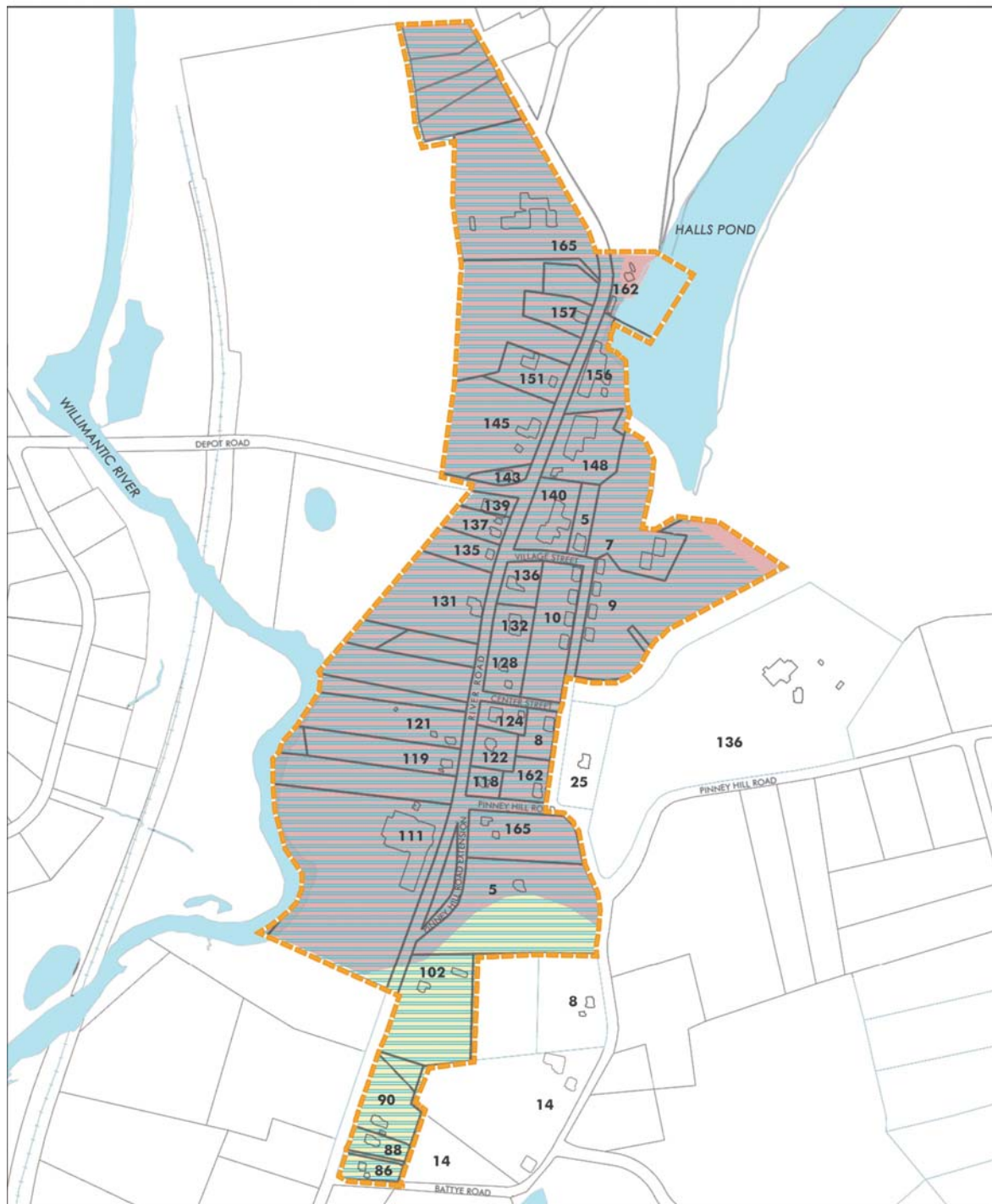
### Natural Resources / Wetlands and Water Bodies, Areas of Topographical Change



- Steep Slopes (15% or more)
- Prime and Important Farmland Soils
- Inland Wetlands
- F.E.M.A. Flood Zones
- National Register District



## Drainage Basins and Aquifers



-  Drainage Basin: Willimantic River (covers all of study)
-  Aquifers (State designated)
-  Aquifers: Primary Recharge Areas
-  National Register District



### 2.2.2 - Open Space

*In addition to the inherent open spaces of the natural resources listed in 2.2.1 above, South Willington Village District has or is in close proximity several public open spaces that contribute to the character of the village including, but not limited to:*

- a. Property south of Hall Memorial School

### 2.2.3 - View Sheds

*The character of rural and small towns is additionally informed by views between buildings or elements termed "view sheds". Carefully managed view sheds can preserve visual access to unique features. The existing view sheds within South Willington Village District are:*

- a. Halls Pond
- b. Willimantic River
- c. Space between buildings
- d. Road corridors
- e. *Note: The road corridors and views across Halls Pond provide most of the distant view sheds within South Willington Village District*

### 2.2.4 - Natural Focal Points

*Existing natural focal points within or near the village include, but are not limited to:*

- a. Halls Pond
- b. Halls Pond spillway
- c. Topographic diversity, including areas to the east and west of South Willington Village District
- d. Woodlands

### 2.2.5 - Development Pattern

*South Willington Village was laid out:*

- a. Well organized and linear street pattern
- b. Mixture of commercial and residential properties along Rt. 32 and residential properties along Village Street and Center Street
- c. Street trees along major thoroughfares (Rt. 32 and Depot Road)
- d. Delineation of public ways with well crafted walls, curbs, bridges
- e. Diverse architectural styles (organic evolution) and building materials

### 2.2.6 - Historic Focal Points

*Prominent historic focal points within or near the village include, but are not limited to:*

- a. Gardiner Hall Jr. Company mill complex buildings
- b. Gardiner Hall Jr. Company mill village
- c. Historic structures or sites identified in Appendix 6 of the 2006 Town of Willington Plan of Conservation and Development (identified by the Willington Historical Society)

### 2.2.7 - Architectural Focal Points

*Architectural focal points within the Village include, but are not limited to:*

- a. Gardiner Hall Jr. Mill complex
- b. Federated Church of Willington (formerly the Clara Hall Elliott Memorial Church)
- c. Hall Memorial School
- d. Traditional linear settlement pattern along River Road and Village Street
- e. Diverse architectural style of homes within the village including Greek Revival, Queen Anne, Colonial Revival, Craftsman and vernacular
- f. Historically the village was a mixture of two and two and half story buildings with periodic punctuation of occasional vertical elements such as chimneys, windmills, flagpoles

### 2.2.8 - Neighborhoods

*South Willington Village District is naturally sub-divided into unique areas that reflect the historic settlement patterns. The Design Guidelines recognize the importance of:*

- a. Individual village area identity
- b. Relative scale and compatibility of existing buildings to one another within each area and between areas

### 2.2.9 - Historic Landscape Elements

*The streetscape of South Willington and character is informed by the presence and character of:*

- a. Stone masonry retaining walls at areas of elevation change
- b. Stone bridges and embankments
- c. Stone curbing
- d. Mature street trees along major thoroughfares (Rt. 32 and Depot Road)
- e. Open yards with sufficient space between buildings to allow for distant views within the village



## 2.2 - Identification of Existing Resources / Character Defining Landscape Elements



*Historic photo showing street trees*



*Historic image showing original landscape*



*Willimantic River*



*Halls Pond*



*Street trees leading up to village center*



*Remaining street trees*



*Street trees*



*Fieldstone wall*



## 2.2 - Identification of Existing Resources / Character Defining Landscape Elements



*Stone masonry retaining wall - (former) mill complex*



*Stone masonry bridge*



*Stone masonry retaining wall and stone curb*



*Stone masonry wall*



*Views between buildings from Rt. 32 to Village Street*



*Views between buildings*

## 2.3 - Description of Unique Areas Within South Willington Village District

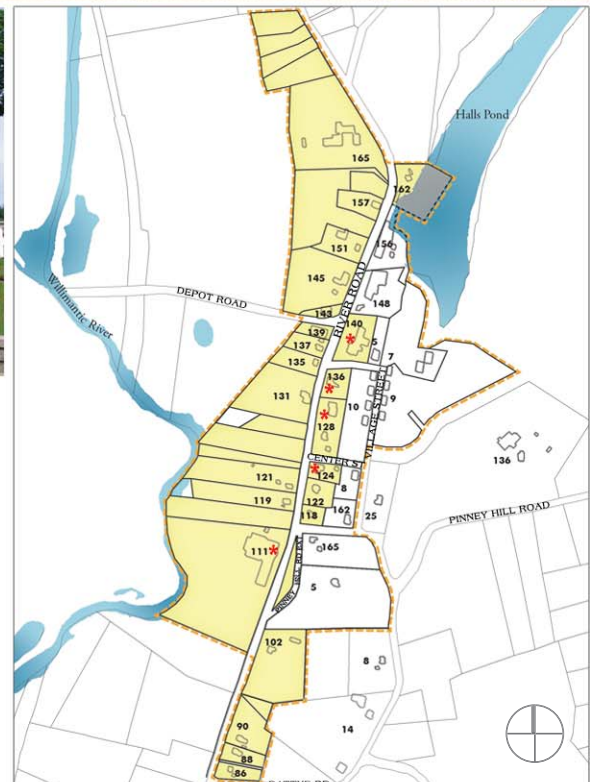
For the purpose of these Design Guidelines South Willington is made up of 3 unique areas within the overall village that are distinguished by their patterns of use, architectural character and proximity to natural resources.

The areas are Route 32 (River Road), Route 32 Mill Complex and predominately residential areas of Village Street, Center Street, and Pinney Hill Road. Refer to illustrations (2.1) for specific location of the areas and photo description of the existing architectural character.

Development within these areas shall reinforce the unique characteristics of each area.



### 2.3.1 - South Willington Village District / Area: Rt. 32 (River Rd) Corridor

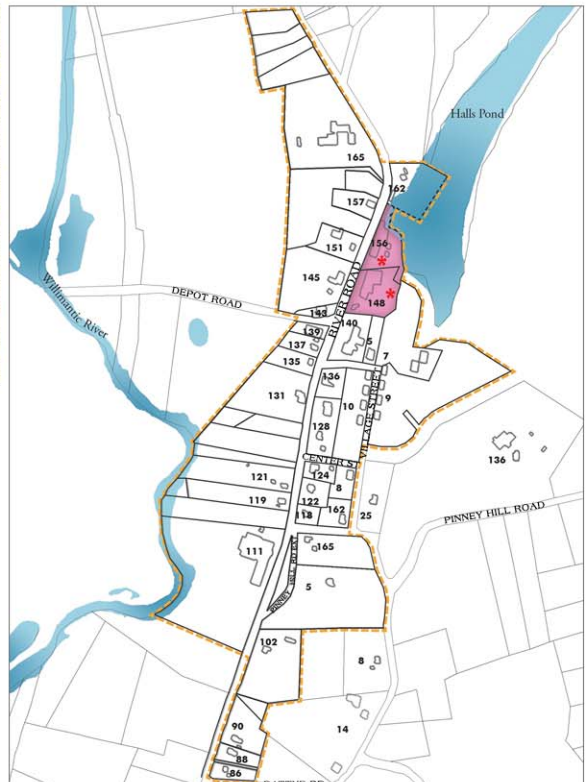


#### DESCRIPTION

The Rt. 32 corridor is marked by a wide diversity of styles including Greek Revival, Queen Anne, Colonial Revival, Craftsman, Vernacular style buildings. The Rt. 32 corridor is characterized by a mixture of residential and civic structures, generous set-backs from the street, street trees, and street amenities such as sidewalks, stone retaining walls and bridge.



### 2.3.1 - South Willington Village District / Area: Rt. 32 Mill Complex



#### DESCRIPTION

The mill complex as a whole is an example of late 19th and early 20th century industrial architecture, with buildings and setting retaining a remarkable degree of integrity. The buildings are set close to the street and each other.



## 2.3.2 - South Willington Village District / Area: Village St, Center St, Pinney Hill Rd



10



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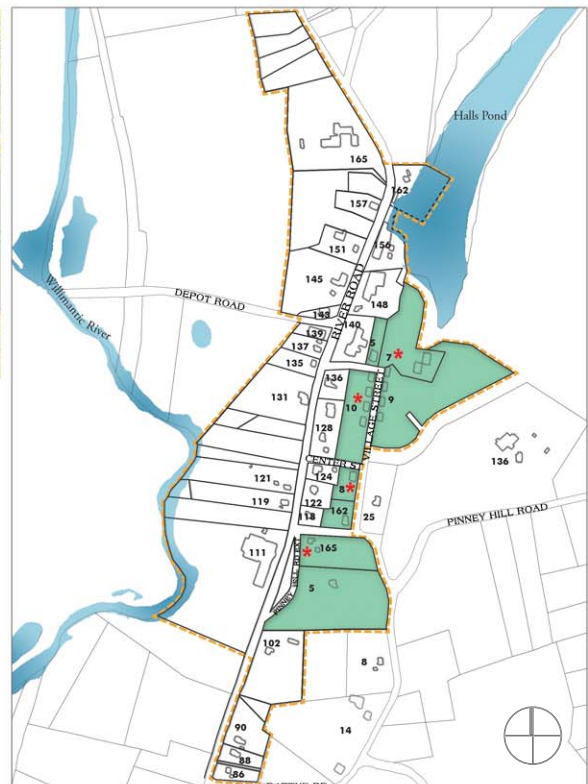
7



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### DESCRIPTION

The areas east of Rt. 32 / River Road are characterized by residential development. Most of the structures are duplex housing units for the original mill community. The buildings are set much more closer to the street than along Rt. 32 and they are placed in close proximity to one another. The residential buildings all have porches.





## PART III - PRINCIPLES OF DESIGN

### 3.0 - Intent

The Design Guidelines are intended to assist and guide property owners, developers and the Town of Willington in choosing appropriate design strategies that maintain the integrity of the historic village and natural environment.

### 3.1 - Review

Review will consider:

- a. Public and private roadways
- b. Public and private driveways
- c. Public and private parking lots
- d. Public and private sidewalks, passageways and alleys
- e. Building siting, orientation to street and mass in and of itself, and in relation to adjacent buildings
- f. Building design and materials; style, fenestration pattern and details
- g. Landscape design
- h. Fences, walls and landscape screening
- i. Street furnishings

### 3.2 - Sustainable Design and Integration

It is the intention of these Design Guidelines to promote use and integration of sustainable design principles.

#### Goals

- a. Use of local materials
- b. Encourage resource conservation
- c. Effective stormwater management
- d. Lessen pollutant load in untreated stormwater entering Town treatment system and natural waterways
- e. Use of appropriate erosion and sedimentation controls
- f. Reduction of heat generating materials including the heat island effect from pavements
- g. Follow the principles of “Dark Skies” design including lower light levels, reduction of light pollution to adjacent properties, and energy efficient lighting design
- h. Preference will be given to planting materials that are native, disease resistant, and tolerant of drought, salt and auto emissions
- i. Shared use for common resources including shared parking and curb cuts
- j. Pedestrian orientation and scale

### 3.3 - Public Infrastructure / Traffic Calming

South Willington is bisected by CT Rt. 32 (River Road). It is the intention of these Design Guidelines to promote traffic calming techniques to promote pedestrian safety within the village.

#### Goals:

- a. Enhance the quality of life
- b. Create safe and attractive streets
- c. Reduce negative effects of motor vehicles on the environment
- d. Promote pedestrian, bicycle, other non-motorized forms of transportation
- e. Promote mass transit forms of transportation
- f. Incorporate multi-modal transportation to meet the preferences and needs of all stakeholders

#### Objectives:

- a. Manage motor vehicle speeds
- b. Maintain response time for public service vehicles
- c. Increase pedestrian and vehicular safety
- d. Reduce frequency of accidents
- e. Reduce the need for police enforcement
- f. Enhance the streetscape
- g. Promote environmentally sustainable streetscapes
- h. Provide parking and storage for bicycles and other non-motorized forms of transportation

## 3.4 - Demolition

It is the intention of these Design Guidelines to promote development that maintains the integrity of the historic village and site features.

- a. Demolition of structures and sites listed on National Register of Historic Places are subject to protections afforded by the Connecticut Environmental Protection Act to prevent their unreasonable destruction.
- b. Demolition shall take into consideration the impact upon the resources and characters described in Part 2 and not adversely impact said resources.
- c. Demolition of significant landscape features (i.e. stone masonry, field stone walls and specimen trees) is discouraged.

[Note for Town: Cross coordinate with Delay of Demolition ordinance, if enacted]



## 3.5 - Site Planning

It is the intention of these Design Guidelines to promote integrated development:

### **3.5.1 - *Strengthen the relationship of South Willington to adjacent areas and establish relationships within South Willington.***

South Willington is adjacent to two important areas: Halls Pond to the east, the Willimantic River to the west, and is bisected by CT Rt. 32, a major north/south thoroughfare.

#### **Goals:**

- a. Clear and organize pedestrian connections within parking areas and linkages to the development they serve – including integration of public right of way and other nearby properties the Design Review Committee feels in the best interest for neighborhood.
- b. Create pedestrian, bicycle and non-motorized linkages between South Willington and other important municipal areas.

### **3.5.2 - *Promote development that preserves and respects the unique environmental resources and the existing village character of South Willington. See Part II for a discussion of existing village character.***

#### **Goals:**

- a. Respect the historic patterns and features of the building environment such as relative scale, density, relationship and orientation to the street and abutting buildings
- b. Protect the natural, historic and cultural resources
- c. Preserve and enhance views
- d. Appropriately respond to slopes and landforms: new construction shall maintain the natural grade of the lot as much as possible. Existing topographical features of the site should be preserved
- e. Protect mature and specimen vegetation
- f. Protect and preserve stone masonry and field stone walls
- g. Provide linkages to open space and recreation
- h. Provide screening of parking areas and loading zones
- i. Provide appropriate development and landscaping for public alleys and passageways
- j. Consider ways to reduce or combine curb cuts and driveway entrances through shared use
- k. Consider design of street corners to strengthen overall village fabric
- l. Respect existing building lines, mass, and their relationship to existing streetscape
- m. Building location relative to streets shall take into account the location of adjacent buildings
- n. Respect existing street scale
- o. Provide concealed lighting sources, avoid relative difference in brightness, and reduce light pollution
- p. Conceal or screen all HVAC equipment for view from public rights-of-way and areas of public assembly. Protect residential properties from noise, traffic and risk of hazards
- q. Drive-in windows shall be discouraged

**3.5.3 -** *It is the intention of these Design Guidelines to preserve and enhance the streetscape for pedestrians. New development shall:*

- a. Create continuous pedestrian interest and activity
- b. Provide sufficient lighting for safety during dusk and nighttime periods while not intruding into private property
- c. Maintain the scale and character of South Willington

## 3.6 - Landscape Design

It is the intention of these Design Guidelines to complement the natural, historic and scenic resources of South Willington, to enhance human scale, reinforce circulation paths, highlight entrances, preserve view sheds, and provide shade and seasonal interest.

### Goals:

- a. Plantings shall enhance human scale and complement the historic village and natural resources, including architecture and existing topography.
- b. Plant materials and other landscape elements shall be used to create suitable buffers between residential and commercial properties while maintaining the historically open feel of the village area. The design of buffers shall consider the appearance from both commercial and residential viewpoints.
- c. Parking lots shall be separated from the street and adjacent properties by plantings, earth berms, walls and/or other landscape elements to minimize the view of vehicles while still allowing the public to see the building. Plantings within parking lots to reduce heat islands and address on site drainage for water are encouraged.
- d. Wherever practical, existing or specimen trees or other unique plantings shall be preserved providing the species are not considered invasive. The landscape plan shall illustrate which vegetation will be preserved and what protection measures will be taken during construction.
- e. Vehicular pavement shall be compatible with the period of the building and localized neighborhood character.
- f. Pedestrian pavement shall be compatible with historic paving and curb materials.
- g. The uses of plant materials and landscape elements that require a low degree of maintenance is strongly encouraged. To the extent possible all plantings in public areas shall be native and resistant to insect infestation, drought, disease, roadside salt and auto emissions, and hardy to Willington, Connecticut (Plant Hardiness Zone 5) winters.



## 3.7 - Architectural Design

It is the intention of these Design Guidelines to retain the character of the existing village (to promote compatibility) between old and new while recognizing that each building is expressive of its own time.

*Refer to Part IV for style sheets on the various architectural styles found within the South Willington National Register Historic District. The sheets are intended to help those renovating existing buildings rather than to suggest design conformity for new building.*

### Goals:

- a. Avoid trademark design
- b. Create variety through general compatibility rather than strict conformity
- c. Building forms shall reflect the continuity of density, streetscape rhythm, yard setbacks and community character
- d. Orient buildings to street and other buildings in accordance with established pattern within a given sub-area. Note the diversity of orientation in some areas
- e. Building mass shall be proportional, considered in relation to adjacent buildings and not overwhelm adjacent structures and properties
- f. Rooflines should be simple, functional and reflective of broader community building typology. Roof configuration and slope shall be reflective of existing building typology
- g. Building materials shall be durable and functional and the application of materials should be in keeping with regional and local historic patterns. Contemporary materials that have the same visual characteristics (i.e. cement plank clapboards, or composite trim boards) may be acceptable on a case-by-case basis depending on the proposed detailing, location and integration into building design
- h. Fenestration pattern (windows and doors) shall be proportional to building facades and the ratio of window and door area to wall area should be similar to that found in nearby historic buildings
- i. Details (i.e. rakes, eaves, trim boards, cornice) shall remain in proportion to overall elevation design
- j. Building equipment, storage and service areas shall be integrated into the site plan and architectural composition in ways that minimize visual, and audible impact on adjacent properties
- k. Accessory structures shall be complementary in location on site, use of materials and relative scale.

## 3.8 - Other Design Elements

### Lighting

- a. Light placement and lamping shall meet “Dark Skies” design recommendations. See List of Resources in Part 1.7 for information on “Dark Skies.”
- b. Light posts for individual residential properties shall be of a character that is compatible with the period of architecture for the property.

### Signage

- a. Integrate signage into overall design site and building design to ensure compatibility
- b. Reflect the character of the architecture, site and neighborhood without occurring at the expense of individual expression
- c. Reduce and avoid visual clutter
- d. Sign lighting shall be used judiciously and specifically to illuminate necessary information
- e. Illuminate only the sign surface to avoid light spill onto adjacent property
- f. Screen any external lighting from view by passers-by
- g. Balance signage illumination with surrounding light levels
- h. Replacements for existing oversized signs should be resized for location rather match pre-existing conditions
- i. Neon or marquee signs are prohibited

### Street Amenities and Furnishings

It is the intention of these design guidelines to promote reinforcement of the historic character, wayfinding and pedestrian interaction.

- a. Consider incorporating passive outdoor seating and gathering areas
- b. Pedestrian scale sidewalk lighting
- c. Benches within public open spaces

### Awnings

Awnings are architectural elements and should complement the architecture of a façade.

- a. Awnings should not obscure important architectural details
- b. Multiple awnings of a single building shall be consistent in size, profile and locations. On multi-tenant buildings awnings can vary in color and detail but shall be located at the same height and have similar profile

### Exterior Infrastructure (i.e. mechanical, electrical, telecommunications, satellite, solar)

It is the intention of these Design Guidelines to locate utilities away from or screened from public view.

- a. Whether rooftop or ground mounted, consideration shall be given to provide appropriate screening of views from adjacent properties or along public rights-of-way.

- b. Appropriate sound mitigation measures including screen and insulated walls, and plantings, shall be adopted to maintain acoustical comfort on adjacent properties or within public rights-of-way. Acoustical mitigation control shall be designed by appropriate professional specializing in acoustics and ensuring appropriate decibel and vibration levels are within comfortable level for surrounding and adjacent environment.
- c. When exterior infrastructure requires specific orientation make effort to explore locations in conformance with requirements that are shielded from public rights-of-way.
- d. In renovations, re-use and additions, all un-used transformers, meters, wires and utility connections shall be removed.



### 3.8 - Other Design Elements / Signs / Appropriate



\* Signage from South Willington



### 3.8 - Other Design Elements / Signs / Inappropriate



\* Signage from South Willington

## **PART IV - REFERENCE MATERIALS**

### **4.1 - Style Sheets with Definition of Key Features**

While these Design Guidelines cannot give a full description of every building type or architectural style one may encounter in South Willington, this section is designed to provide general background and stylistic features of building types in South Willington.



## 4.1 - Style Sheets with Definition of Key Features

### ITALIANATE

1820-1880

The Italianate style began as a reaction to the formal classical ideals in art and architecture.

Characteristics include:

- Two or three stories (rarely one)
- Rectangular or cubic proportions
- Low-pitched roof with widely overhanging eaves having decorative brackets
- Tall, narrow windows commonly arched and with elaborate crowns. Typically with 2-over-2 or 1-over-1 sash design
- Entrance or full width bracketed porch
- Many examples of this style have square cupola or tower



### CRAFTSMAN

1905-1930

The Craftsman style was the dominant style for smaller houses built throughout the country during this period. Inspired by the English Arts and Crafts Movement.

Characteristics include:

- Low-pitched, gabled roof (occasionally hipped) with wide, unenclosed eave overhang
- Exposed wooden structural elements
- Typically 1 1/2 stories
- Full or partial wide porches
- Columns or pedestals frequently extended to ground level



## GREEK REVIVAL STYLE

1825-1860

The Greek Revival was the dominant style of American domestic architecture in the middle years of the 19th century.

Characteristics include:

- Gable end or side gable facing street
- Gable or hipped shaped roof with low slope and wide bands of trim or elaborate entablatures
- Cornice line of roof emphasized with wide bands of trim (frieze)
- Many with entry porch with columns and/or decorative pilasters
- Double hung windows of usually six over six design
- Entry door with elaborate door surrounds and often surrounded on the top and sides by narrow panes of glass held in delicate frames.



\*



\*



\* *South Willington examples*



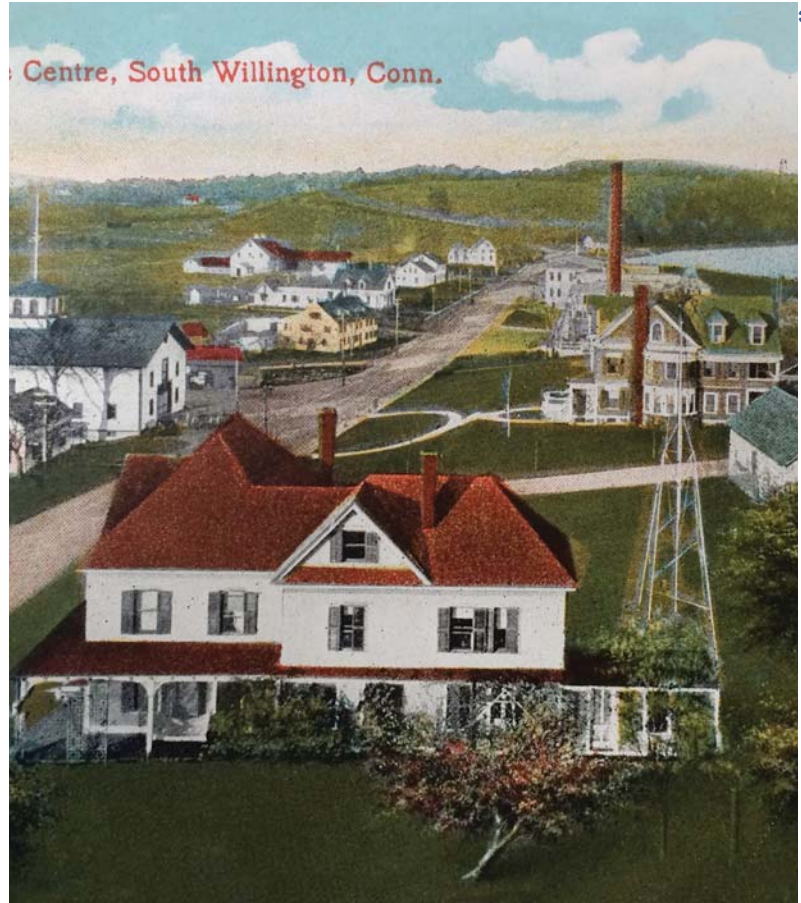
## QUEEN ANNE STYLE

1880-1910

The Queen Anne style, popularized by a group of 19th-century English architects, borrowed from late Medieval models of the preceding Elizabethan and Jacobean eras.

Characteristics include:

- Steeply pitched roof of irregular shape with dominant front-facing gable
- Asymmetrical and complex massing of forms
- Asymmetrical façade with partial or full-width porch
- Cutaway bay windows and other devices to avoid smooth-walled appearance
- Usually 2 1/2 stories tall
- Ornate detailing and spindle work
- Patterned shingles



\* *South Willington example*



## ***WILLINGTON VERNACULAR***

Late 19th Century - Early 20th Century

The term “Willington Vernacular” was applied by the consultant team to the relatively large group of late nineteenth century buildings identified in the National Register nomination as “vernacular”. In reviewing the buildings we discovered many commonalities between the buildings and felt they represented a local variant of late nineteenth century residential architecture that should be understood and celebrated.

Characteristics include:

- Diminutive scale
- Typically 1 1/2 stories
- Simple gable roof shape
- Front porches



\* *South Willington examples*

## COLONIAL REVIVAL STYLE

1880-1940

The Colonial Revival movement sought to revive elements of architectural style, garden design, and interior design of the American colonial architecture around the period of the Revolutionary War and marked a return to simplicity after the preceeding Queen Anne Style.

Characteristics include:

- Two stories with the ridge pole parallel to the street
- Roof shape may include gable, gambrel and hip
- Symmetrical front façade with accent columned entry
- Elaborate front doors with decorative crown pediments, sidelights, and windows in pairs or threes flanking the front entrance.
- Double-hung windows flanked by shutters



\* *South Willington examples*



## 19TH C. INDUSTRIAL

Late 19th - Early 20th Century

Mill construction, as used in the late 19th - early 20th century.

Characteristics include:

- Heavy timber girders, beams and columns as framing inside load-bearing masonry walls
- Columns and girders would be “fire-cut” chamfered corners to eliminate sharp 90-degree edges that easily ignite.
- Often 3-4 stories
- Traditional mill construction utilized the least possible number of heavy wooden beams with double-layered tongue and groove deck and floor. Beams and deck would be planed smooth to provide high resistance to ignition.



\* *South Willington examples*



## 4.2 - Identification of Building Components



Gable  
Rake  
Muntin  
Eave  
Clapboard  
Casing  
Window Sill  
Corner board



Raking Cornice  
Rake Return  
Pilaster



Cornice  
Frieze  
Architrave  
Watertable

Entablature

## 4.3 - Explanation of “Repair-In-Kind” or “Replacement-In-Kind”

*As a general rule, new work should be a replica of the old feature in all respects, except improved condition.*

### WINDOWS:

- a. Replace wood windows with vinyl, metal or wood-clad windows. *(Not In-kind)*
- b. Replace 6/6 double hung wood windows with true divided lights with custom made 6/6 double hung wood windows with true divided lights. *(In-kind)*
- c. Replace 6/6 double hung wood windows with true divided lights with custom made 6/6 double hung wood windows with “snap-in” muntins. *(Not In-kind)*

### DOORS:

- a. Replacing a flat wood door with a flat metal door. *(Not In-kind)*
- b. Replacing a 6 panel solid wood door with a 6 panel solid wood door with same panel configurations. *(In-kind)*
- c. Replacing a modern metal storm door for another modern metal storm door of a different design. *(Not replacement In-kind)*
- d. Replacing a modern metal storm door for another of exactly the same design. *(In-kind)*

### DECORATIVE WOOD TRIM:

- a. Replacing existing wood porch trim, railings, etc. with metal, vinyl, or mass-produced stock wood trim products that are not the same as existing. *(Not In-kind)*
- b. Replacing existing wood porch trim, railings, etc. with custom cut/milled or stock wood trim products that are identical in profile and cut as existing. *(In-kind)*

### PAVING:

- a. Replacing broken concrete sidewalks (not public) with new poured concrete. *(In-kind)*
- b. Replacing broken concrete sidewalks (not public) with new brick. *(Not In-kind)*

### ROOFING:

- a. Replacing a black, composite shingle roof with another black composite shingle roof. *(In-kind) However, the old roof must be removed before installing the new roof. Built-up layers of roofing is contrary to the Design Guidelines.*
- b. Replacing a slate or metal roof with composite shingles. *(Not In-kind)*
- c. Repairing a roof with the same materials. *(In-kind)*

### GUTTERS AND DOWN SPOUTS:

- a. Replacing a section of gutter or down spout with same shape and material. *(In-kind)*
- b. Replacing half-round gutters and/or round down spouts with box or ogee gutters and down spouts. *(Not In-kind)*

**PORCH FLOORS:**

- a. Replacing a tongue-and-groove porch floor with concrete or pressure-treated decking material. (*Not In-kind*)
- b. Replacing a tongue-and-groove porch floor with tongue-and-groove wood of same width. (*In-kind*)

**PAINTING:**

- a. Painting a brick or stone wall that is not currently painted. (*Not In-kind*)
- b. Repainting the wood siding, brick or stone on your house, which is already a painted surface, even if in a different color. (*In-kind*)

**SIDING:**

- a. Replacing rotted sections of wood siding with wood cut to match. (*In-kind*)
- b. Placing vinyl siding on a building with wood, asbestos, brick or concrete siding. (*Not In-kind*)



END PAGE



TOPICAL WORK PRODUCT:  
**DEMOLITION DELAY & BLIGHT ORDINANCE SUMMARY**  
NELSON EDWARDS COMPANY ARCHITECTS LLC

## EXECUTIVE SUMMARY: DEMOLITION DELAY ORDINANCES

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Demolition delay ordinances are a way of opening up conversation about the value of an historic structure to the community as a means of exploring alternatives to demolition, but they do not prevent demolition.

When an application for a demolition permit is submitted for a property above certain age (at least 50 years), a demolition delay ordinance would delay the approval of the permit for a predetermined amount of time. While it is possible to delay the permit for up to 180 days (6 months), most municipalities choose to delay for only 90 days (3 months). During this time, the intent to demolish the structure is made public, and a public hearing takes place. The public hearing is intended to let the property owner understand the concerns of the public as to why the structure is important to the community, and opens up a dialogue as to how to reconcile the desires of the property owner with the community's interest in the structure. The property owner is under no obligation to accommodate the desires of the community, and the demolition permit is not impeded by any of the comments or suggestions made by the town or the public. After the demolition delay period is over, the demolition permit is processed regularly, and issued to the property owner without any further stipulations, after which the structure may be demolished.

The purpose of the dialogue is to give all interested parties a chance to find alternate solutions to the demolition of the structure. The property owner may decide not to demolish the structure upon hearing the value it has to the community, or they may elect to revise their design to keep the important aesthetic features of the structure. They may work with a historical society to find a way to move the structure to a different location without demolishing it, or they may decide to sell the property to an interested buyer more sensitive to the concerns of the community. They may also decide to demolish the structure and proceed with their development as originally planned. However, when a historic building is to be torn down, some agencies request documentation of the building be performed prior to demolition for historic record (plans, photographs, etc.). The purpose of the ordinance is to bring that conversation to light before any irreparable damage is done to an historic structure or community.

### DEMOLITION DELAY PROCESS (BASED ON CT MODEL ORDINANCE):

When an application for a demolition permit is submitted to the town, the building official reviews the application and if the structure is over a certain age (at least 50 years), then the following occurs:

- Within 5 days of the application being submitted, the Building Official forwards the application to the Historic Review Committee. The Historic Review "Committee" may consist of one person, such as an historical consultant; an organization, such as the historical society; or a group of individuals with appropriate credentials or experience appointed by the Board of Selectmen. The Historic Review "Committee" is charged with administering this ordinance and to manage the town's historic resources inventory. Alternatively, the Building Official can assume the function and responsibilities of the Historic Review "Committee".
- Within 15 days of the application being submitted, the Historic Review Committee makes a written determination as to whether the property is of historic significance and provides this document to the building official and the property owner, listing their reasons of why the structure is or is not historically significant.
- If the property is deemed not to be historically significant, the application is processed normally.



- If the property is deemed historically significant, a public hearing is scheduled within 25 days of the application being submitted.
- After the public hearing, and within 30 days of the application being submitted, the Historic Review Committee shall decide by majority vote as to whether demolition delay shall be invoked, and shall inform the Building Official and the property owner as to their decision.
- If demolition delay is not invoked, the application is processed normally
- If demolition delay is invoked, steps are taken to inform the public about the intent to demolish, including postings in the local newspaper, letters to adjoining property owners, and a sign posted on the property.
- During this time, the property owner is encouraged to pursue and give due consideration to all possible alternatives to demolition
- Once the delay period is finished, the demolition permit is issued regularly

#### PENALTIES:

In the event that demolition takes place, in part or in whole, before the delay period is over and the demolition permit is issued, a penalty is incurred. The penalty can take the form of a fine, a prison sentence, and/or a denial of building permits for the property owner for a specified period of time. Though the latter penalties may seem harsh, they are intended to prevent keen developers or corporations from subverting the demolition delay by absorbing the cost of the penalty into their construction costs. For example, a \$500 fine could be easily incorporated into the cost of building a big box store to allow for the store to open 6 months earlier than if they heeded the demolition delay. Outright denial of a building permit for a period of up to 2 years on all of their properties within the town would make a corporation or developer think twice before demolishing a structure before the end of a demolition delay.

#### ADVANTAGES:

- Prevents historic structures from being hastily demolished by developers, corporations, or property owners insensitive to the structure's historic or cultural value.
- Provides a means for community input on what structures are part of their shared heritage
- Allows for alternatives for demolition to be explored
- Does not prevent property owner from demolishing the structure within their normal rights
- Can be town-wide, or tied to a historic resource inventory or historic register listing

#### DISADVANTAGES:

- Demolition permits will take longer to process
- All suggestions made by the town and the public are non-binding; important historic structures may still be demolished regardless of public outcry
- A Historic Review "Committee" may need to be established to evaluate claims. Alternatively, the responsibility could fall to the building official or their delegate.

#### VARIATIONS:

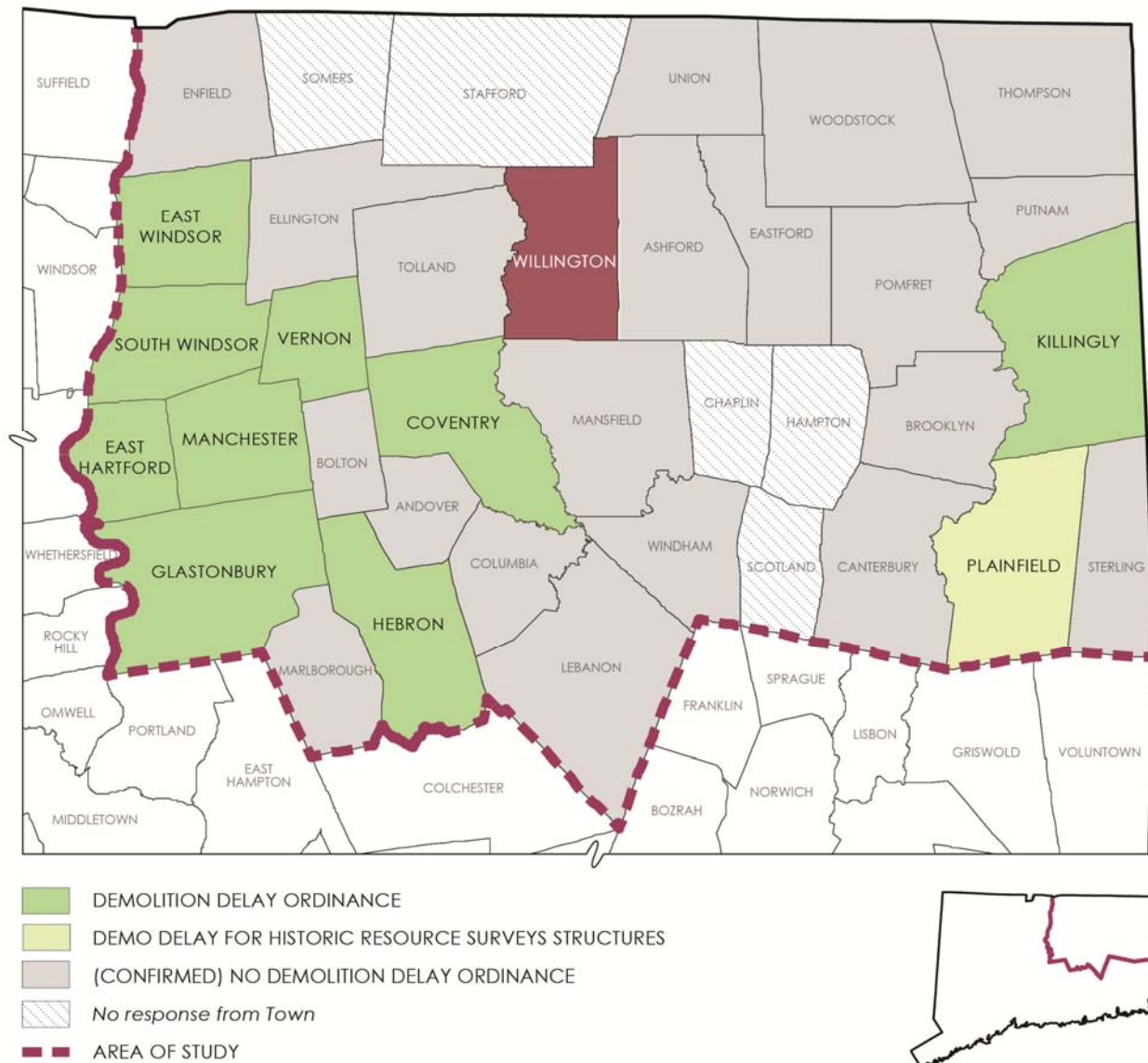
- PLAINFIELD: Demolition delay only applies to those properties listed in the town "Historical Resources Survey"
- HEBRON: There is no Review Committee; all intentions to demolish a property over a certain age are automatically made public. If no written objections are received within 15 days of

public notification, the permit is issued normally. If written objection is made within 15 days, the demolition delay period is extended to 90 days

#### CONSIDERATIONS FOR TOWN REVIEW:

- Include a stipulation that should a structure ultimately be demolished, HABS documentation of the structure should be undergone prior to demolition as a means of preserving historical record for the town.
- Willington should either identify an historically significant age for buildings to be subject to the demolition delay, or tie the demolitions delay directly to an historic resources inventory, managed by the town. An historic resources survey would need to be conducted and administered. Alternatively, the List of Historic Structures or Sites identified in Appendix 6 of the Willington Plan of Conservation and Development could be used as the historic resources inventory.
- For administrative ease, we suggest using the age of the existing building to be demolished as the criteria for invoking the demolition delay.

#### MAP OF DEMOLITION DELAY ORDINANCE LEGISLATION IN NORTHEAST CONNECTICUT:



## EXECUTIVE SUMMARY: BLIGHT ORDINANCES

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Towns have an interest in maintaining public health and safety, as well as property values within their jurisdiction. To ensure that property owners take responsibility to maintain their properties such that they do not pose a health or safety risk to the public, and that they do not adversely affect property values around them, towns may enact a litter ordinance, a blight ordinance, or enforce a property maintenance code.

- Litter ordinances are designed to combat the accumulation of trash (including unregistered vehicles) on a property, which might affect adjacent property values or provide the means for insect/vermin infestations.
- Blight ordinances go a step further to incorporate provisions for unsafe structures or vegetation that poses a fire hazard or interferes with adjacent public or private properties.
- Property maintenance codes are the most stringent, with more detailed requirements for a litany of property maintenance concerns.

Blight ordinances represent the middle ground between simple litter ordinances and expansive property maintenance codes, with emphasis usually placed on maintaining public health and safety.

### PROCESS:

Under a blight ordinance, a citation may be issued in two ways:

- A complaint may be filed by any town resident to the town building official, either in writing or by completion of a form (see page III.D-6 for a sample form)
- A citation may be issued directly by a town official (usually the building official, but can be expanded to include other town officials)

A citation includes a description of the violation as well as a timeline to allow for correction of the violation, based on the nature of the offense and the ability of the property owner to remedy the offense (elderly or disabled persons are typically given more time to fix the violation). The allotted time is typically no more than 60 days, in which time additional complaints against the property are typically not handed out as additional citations. If the situation is not corrected within the time given, then a Civil Penalty is given for each day after the specified date that the condition is not fixed; each day is considered a new violation and is fined accordingly.

The amount of the fine can be predetermined based on the offense, or may be determined on a case-by-case basis, but is typically no more than \$100 per violation (remember, each day is a new violation). This financial penalty is carried as a lien against the property. Some blight ordinances stipulate that the town may take legal action against the property owner to fix the offense, and add the cost of the work as well as the attorney's fees to the lien. Property owners may appeal the citation within a specified amount of time after issuance, as well as any subsequent fine or civil penalty based on a violation.

### ADVANTAGES:

- Provides a means for the town to hold property owners accountable for unsafe conditions
- Provides a process for the remediation of properties that might draw in illegal activities or vandalism
- Maintains a record for the town of blighted properties and neglectful owners



#### DISADVANTAGES:

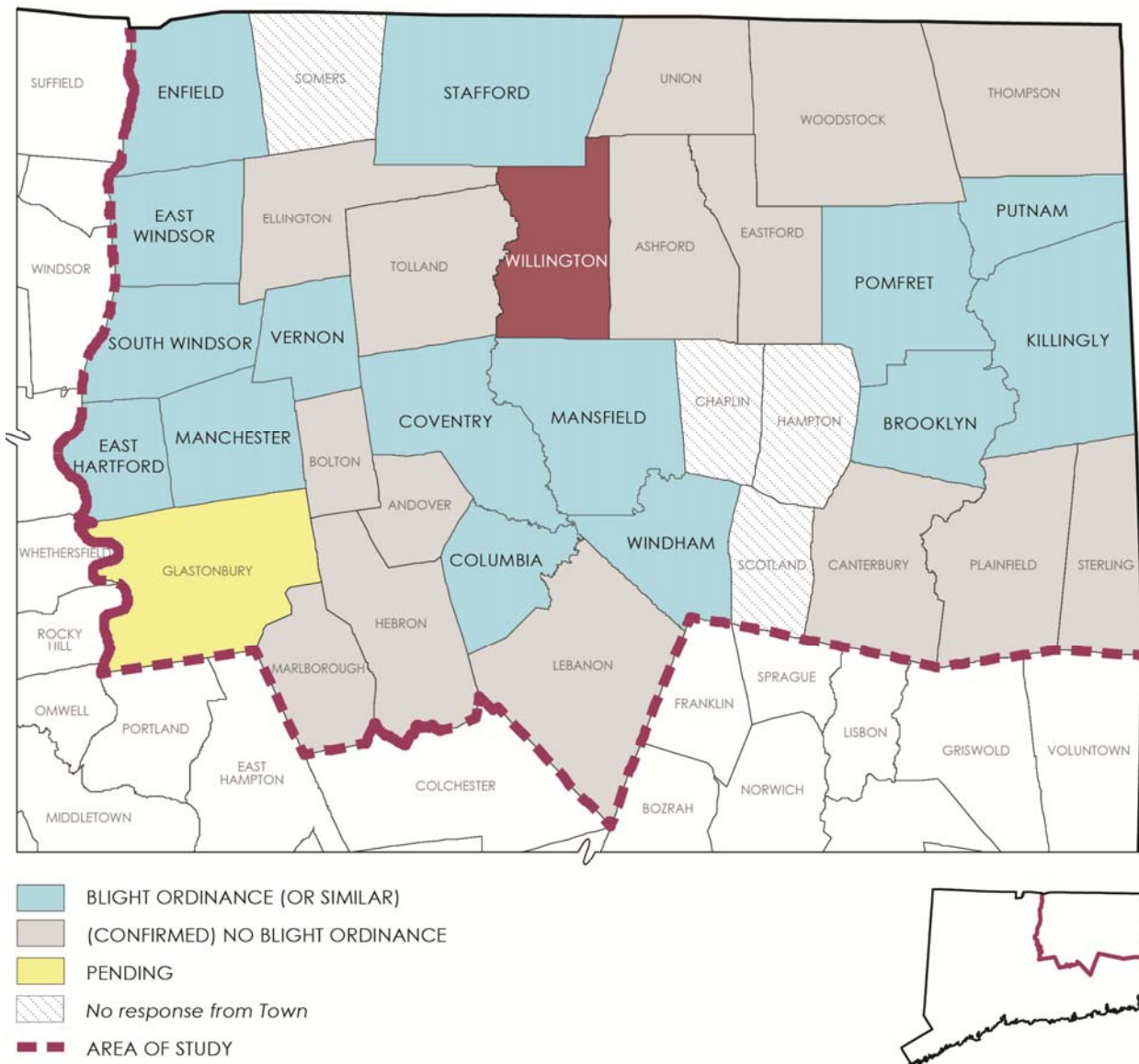
- Provides a means for bad neighbors to exact revenge on each other with the blight enforcement officer having to respond to their claims

#### ADDITIONAL BLIGHT ORDINANCE SUGGESTIONS:

- Exemptions may want to be included for properties used primarily for agricultural purposes
- Complaint forms filled out anonymously should not be considered, to ensure accountability for those who have had blight complaints made against them

See the next page for a suggested sample blight complaint form.

#### MAP OF BLIGHT ORDINANCE LEGISLATION IN NORTHEAST CONNECTICUT:



## SAMPLE ANTI-BLIGHT COMPLAINT FORM

Complainant Name: \_\_\_\_\_ Date: \_\_\_\_\_

Complainant Address: \_\_\_\_\_

Complainant Phone Number: \_\_\_\_\_ Complainant Email: \_\_\_\_\_

Blighted Property Address or Location: \_\_\_\_\_

Select all blighted conditions present at this property (a minimum of two must be present to be considered blight):

- ☐ A building or structure in a state of dilapidation or decay, unfit to serve the purpose for which it was designed / constructed
- ☐ Missing, broken or boarded windows or doors
- ☐ Collapsing or deterioration of exterior walls roofs stairs, porches, or chimneys
- ☐ Exterior walls contain holes, which break loose easily or contain rotting materials
- ☐ Deteriorating foundation walls that contain open cracks or breaks
- ☐ Overhang extensions, including but not limited to canopies, marquees, signs, awnings, porches, stairways, fire escapes, and of which show dilapidation or improper building materials or construction, or standpipes and exhaust ducts which contain rust or other dilapidation
- ☐ Chimneys, flues, and similar appurtenances which are in a state of disrepair
- ☐ Evidence of vermin or insect infestation
- ☐ Debris, garbage, or trash improperly stored or accumulated on the premises, including abandoned vehicles
- ☐ Vegetation which physically hinders or interferes with the lawful use of abutting premises or block or interfere with the use of any public sidewalk and/or right-of-way or any road sign
- ☐ Vegetation which is dead, decayed, or diseased constituting a hazard to persons or adjacent properties, and/or which poses a fire hazard
- ☐ Evidence of graffiti or vandalism
- ☐ Premise is attracting illegal activity constituting a public nuisance, as documented in police department records
- ☐ There exists at this location the remains of a structure that has been damaged by fire or other casualty, which is exposed to the elements and can no longer serve the purpose for which it was constructed

Additional Comments:

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Complainant Signature: \_\_\_\_\_



TOPICAL WORK PRODUCT:  
**REHABILITATION STUDY OF HISTORIC STRUCTURE**  
ECONOMIC DEVELOPMENT FINDINGS AND RECOMMENDATIONS  
ECONOMIC STEWARDSHIP INC ♦ NELSON EDWARDS COMPANY ARCHITECTS LLC



## REHABILITATION STUDY OF HISTORIC STRUCTURE

### ECONOMIC DEVELOPMENT FINDINGS AND RECOMMENDATIONS

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Willington residents are remarkable for their devotion to their community; unlike people who grow up in many suburban communities, Willingtonians return to raise their families and choose to remain in town long after they retire. Community ties run deep, with many residents feeling deep attachment to South Willington as the physical manifestation of the area's most prominent founding family and striking reminder its proud industrial past. Perhaps no structure embodies the community's reverence for its heritage than the shared experience of Hall Memorial School, given to the Town for educational purposes by the Hall family that once owned most of South Willington.

Across the country, stewards of vibrant communities point to historic building stock as a key ingredient in creating places with character. In South Willington, however, many historic structures remain vacant or underutilized, their potential unfulfilled. But why? With its appealing scale, striking historic buildings, water features, and readily available markets coupled with easy Interstate access, South Willington already boasts assets other communities crave. What can Willington do to better capitalize on the Hall Mill District's potential?

#### **Impediments to Investment**

From a technical perspective, most of the disincentives to invest in South Willington lie within the community's capacity to correct. Improvements to the community's somewhat cumbersome approval process, currently underway, will make Willington a more appealing choice to property developers. However, most of the impediments to South Willington's emergence as an engine for character-enhancing economic growth reflect infrastructure deficiencies, including:

- Reliance on septic systems and related limited availability of wastewater treatment capacity (which also creates approval process hurdles);
- Convoluted public water delivery system and related capacity issues;
- Uncomfortable pedestrian environment created by crumbling and inconsistent sidewalks and heavy, high speed traffic, coupled with a narrow right-of-way that hinders incorporating protective medians or bike lanes, and;
- Lack of parking.

From a practical perspective, however, the Town of Willington's conservative approach to municipal finances makes investing in these infrastructure improvements unlikely. The Town eschews taking on debt, raising property taxes and increasing public services past what a low-growth budget can comfortably support. For the Town to support a major investment in South Willington, any expenditures would have to be offset by proportionate increases in revenues to do no harm to municipal finances.

## Regional Context

South Willington is convenient to other area activity nodes, as shown in the map below:



From a commercial real estate perspective, Willington remains somewhat sleepy, reflecting regional economic activity patterns that concentrated growth elsewhere (principally Hartford and its western suburbs), community desires and impediments to growth like those noted above. Surrounding communities with more location-based economic advantages, especially Tolland and Mansfield, have been benefitting from Willington residents' purchasing power. To some extent Willington has become the "hole in the donut," because many region-serving uses, from grocery stores to retail to office space, are already located elsewhere. Within Willington itself, commercial development has been directed to the area around the former train station, with the notable exception of efforts to make South Willington's remaining Gardiner Hall Jr. Company mill buildings viable enterprises housing home-grown businesses.

## Two Birds, One Stone

South Willington's future has, however, been on the minds of many local residents thanks to the growing realization that the much beloved Hall Memorial School can no longer meet the modern elementary education requirements. Over the years, a series of additions and other improvements resulted in a quirky space which, while featuring many lovely spaces and charming in its eccentricity, functions poorly. Moreover, Central School, which educates the community's 6-8th graders, also falls

short. Lately the idea of building a new facility to house K-8th grades has developed traction in Willington, which has always valued its children's education.

The notion of investing a new school facility immediately raises questions about what to do with the Central and Hall schools, both significant assets. Retrofitting Central School into new Town offices holds some appeal, especially since the two sites are located in close proximity to each other. For the Hall School, however, identifying a logical disposition has been elusive, in part because of agreements negotiated years ago between the municipality and the Hall Foundation, the family's charitable arm. In short, once the Town vacates Hall Memorial School, its ownership will revert to the Hall Foundation. However, the Hall Foundation's mission concerns supporting Willington's school system (among other good works) and its representatives affirm their interest in working with the Town to determine who the site could best support local education.

How best to leverage the Hall Memorial School? Is there a scenario that creates benefits that accrue to the Town and its school district, the Hall Foundation, the Village, and Willington residents. Is there a way to redevelop Hall School in a way that fulfills important economic and community development goals? The ideal project will:

- Enhance the tax base.
- Deliver customers to other Willington businesses, increasing their viability and property values.
- Increase the Village's competitiveness as a place to live, work and visit.
- Breathe new life into a beloved structure that has become obsolete vis-à-vis its original purpose.
- Allow Willington townspeople to continue their relationship with Hall Memorial School.
- Provide a way for the Hall Foundation to continue supporting education in Willington, thereby offsetting costs for the Town.

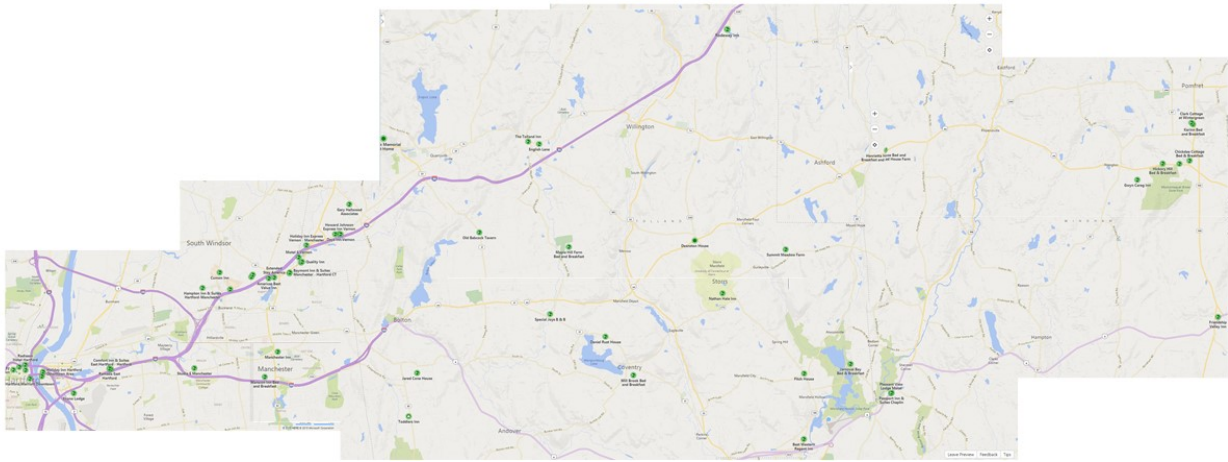
### **Test Concept – Conference Hotel**

Surplus schools across the country have been successfully adapted for reuse as a variety of uses, including senior housing, arts centers, condominium, office buildings, and hotels. Preliminary market research reveals strong support for additional lodging in the region, a use that also generates customers for nearby retail and restaurants and makes significant contributions to the tax base.

Given that the University of Connecticut is just a few minutes away from South Willington, it's surprising that there are so few hotel rooms relative to the strength of the available market. Moreover, one of the immediate area's larger lodging accommodations, the venerable Nathan Hale Inn, is soon to be closed because its new owner, UConn itself, plans to retrofit the property to house students.

The map that follows underscores the paucity of hotel rooms. Moreover, outside of downtown Hartford and the Bradley International Airport, most of the region's lodging accommodations are either low-end properties or very small bed-and-breakfast operations, which creates an opportunity for a mid-range full service hotel.





Other sources of market support include:

- Willington townspeople, many of whom live in smaller houses and therefore put visiting friends and family up in area hotels. Hall Memorial School alumni might well be tickled to stay in its storied classrooms. NOTE: Willington residents also lament the dearth of options for hosting weddings and other family celebrations and would find this facility nostalgic and appealing.
- Businesses east of Hartford, including FedEx, which have few options especially east of Vernon.

How might a developer approach the Hall Memorial School opportunity from a physical and financial vantages? It's easy to envision how Hall School might work as a hotel:

- Classrooms converted into airy, spacious guest rooms;
- the library and other common areas functioning as conference facilities and breakout rooms,
- indoor and outdoor event space, including a courtyard that could support tents for summer weddings and other celebrations;
- a restaurant taking advantage of views to the Willimantic River;
- additional retail entities—perhaps a shop, spa, gymnasium, or yoga studio—that offered welcome amenities for guests while also drawing upon nearby market areas for support.

However, Hall Memorial School isn't large enough to support a viable number of guest rooms; hotels thrive when market support facilitates economies of scale. The illustrations that follow at the end of this chapter show how the property could be reconfigured to accommodate a small conference hotel by combining the redevelopment of the existing Hall Memorial School facility with new construction. The new construction also solves several technical matters, including accommodating Americans with Disabilities Act requirements, providing a safe drop-off and pick-up point, and establishing pleasant outdoor space for use by hotel and restaurant patrons.

Below, a numeric sketch exploring likely development costs associated with the preceding

construction program. The numeric sketch offers a reasonableness check to determine whether feasibility seems likely given probable market support and typical performance. It is neither a market study nor a true financial analysis, but shows how major variables contributing to sustainability exert mutual influence. Just as architects' preliminary sketches contain the seeds of the eventual design, the numeric sketch holds the DNA for the pro formas that will give project sponsors and developers a better understanding of the inherent risks and potential rewards, so they can approach the decision to proceed with confidence.

#### Numeric Sketch

## Hall School Improvements Budget Estimate

	Square Feet	Cost per Square Foot	Total
<b>Land</b>			\$ -
<b>Site and Structural Improvements</b>			
Demolition of Non-Historic Additions	1,600	\$ 2.00	\$ 3,200
Renovation of Historic Facility	31,000	\$ 150.00	4,650,000
Renovation of Non-Historic Facility	40,800	\$ 135.00	5,508,000
New Construction	64,500	\$ 115.00	7,417,500
Parking and Driveway Milling, Grading and Paving	35,000	\$ 2.50	87,500
Landscaping	25,000	\$ 15.00	375,000
Occupiable Square Feet	136,300	\$ 132.36	\$ 18,041,200
<b>Soft Costs</b>	Percent		
Design, Engineering, Legal, etc.	8.0%	hard costs	\$ 1,443,296
Transaction and Financing Fees	2.0%	hard costs	360,824
Contingency	7.5%	all but profit	1,488,399
Developer Profit	10.0%	all costs	2,133,372
			\$ 5,425,891
<b>Total (Occupiable Square Feet)</b>	136,300	\$ 172.17	\$ 23,467,091
<b>Furniture, Fixtures and Equipment Allowance</b>			\$ 2,000,000
<b>Total</b>			\$ 25,467,091
Less: Federal Historic Tax Credits Net of Discounts and Fees			988,125
Less: CT Historic Tax Credits Net of Discounts and Fees			790,500
<b>Total Effective Cost of Development</b>	<b>136,300</b>	<b>\$ 173.80</b>	<b>\$ 23,688,466</b>

Redeveloping any structure can be a complex proposition, especially one with both historic fabric and a convoluted layout. However, as shown in the improvements budget, two factors contribute to the feasibility of recruiting a developer to the Hall School opportunity: the ability to offer

- Low- or no-cost land
- Historic tax credits, presuming approval of the National Register District application presently being considered. Upon approval, commercial projects in the Village that entail renovating historic structures will be eligible for both federal and state historic tax credits. Federal and state tax credits, which can be combined, improve the financial attractiveness of qualifying developments. Eligible projects can receive federal tax credits on up to 20 percent of eligible rehabilitation expenses while the analogous state program awards up to 25 percent with a \$4.5 million per project cap. The tax credits can be syndicated by the successful applicant to other investors as a way to generate cash. Note: not all of the Hall Memorial School is eligible, but the case can be made for improvements to the original structure.

Preliminary cost estimates suggest an overall development budget, net of tax credits, totaling about \$23.7 million or just under \$175 per square foot.

Although that figure may seem heroic at first blush, its context includes prospective revenues and expenditures associated with operations. The numeric sketch includes the table that follows, which sets forth a series of different performance parameters illustrating five scenarios with varying occupancy rates and event rentals. Other variables have been held constant for clarity.

Note that under modest performance, the hotel can support debt service associated with its entire construction cost (e.g., no equity contribution). As performance improves, so too does the availability of surplus revenue that could, in some way, be directed to the benefit of the town... perhaps as a ground lease to the Hall Foundation or under some other mechanism. This revenue stream exists quite apart from the availability of property and other tax revenues, whether directed to the General Fund or deployed via a Tax Increment Finance District, discussed below.

## **Additional Benefits**

Several additional benefits of redeveloping Hall School are also available to the Town of Willington:

- Future development must comport with the site's septic capacity as determined by the region's Sanitarian. However, the school site could also potentially accommodate a small package plant that could serve the entire village, creating more development potential onsite as well as elsewhere within its service district. Examples include both mills, the barn at the corner of River and Depot Roads, the several large structures built as single-family residential dwellings that lend themselves to adaptive reuse for commercial purposes, and various undeveloped parcels scattered throughout the village.
- As noted earlier, renovating the Hall Memorial School into a small conference hotel generates tax revenues for the Town. That revenue stream could, of course, flow to the general fund, but it could also be a significant boon to a Tax Increment Finance district set up to repay debt incurred to pay for Village improvements, e.g., sidewalks and even the sewer system mentioned above, which would also generate income.



# Hotel Operations

## Assumptions

Season (days)	365	Annual Rental Income (Restaurant)	\$ 85,000
Rooms:	113	Annual Rental Income (Spa, Retail)	\$ 36,000
Average Room Rate	\$ 150	Net Income per Event (w F&B)	\$ 3,000
Staff:	12	Occupiable Square Feet	136,300
Average Salary	\$ 32,000	Interest:	6%
Benefits	20%	Term (years):	20
		Construction Budget	\$ 23,688,466

## Income

	Performance Range				
Average Room Rate	\$ 150	\$ 150	\$ 150	\$ 150	\$ 150
Average Occupancy Rate	65%	67%	70%	72%	75%
Total Room Nights	26,809	27,634	28,872	29,696	30,934
Total Room Revenues	\$ 4,021,388	\$ 4,145,123	\$ 4,330,725	\$ 4,454,460	\$ 4,640,063
Misc Net Other/Room/day	\$ 1.00	41,245	41,245	41,245	41,245
Total Room Revenues	\$ 4,062,633	\$ 4,186,368	\$ 4,371,970	\$ 4,495,705	\$ 4,681,308
Number of Events	25	50	100	125	150
Net Event Rental Income	\$ 75,000	\$ 150,000	\$ 300,000	\$ 375,000	\$ 450,000
Restaurant Rent	85,000	85,000	85,000	85,000	85,000
Retail, Spa Rent	36,000	36,000	36,000	36,000	36,000
Total Other Income:	\$ 196,000	\$ 271,000	\$ 421,000	\$ 496,000	\$ 571,000
TOTAL INCOME	\$ 4,258,633	\$ 4,457,368	\$ 4,792,970	\$ 4,991,705	\$ 5,252,308

## Operating Costs

Profit	10%	\$ 406,263	\$ 418,637	\$ 437,197	\$ 449,571	\$ 468,131
Franchise Fee	0%	\$ -	\$ -	\$ -	\$ -	\$ -
Staff		384,000	384,000	384,000	384,000	384,000
Benefits		76,800	76,800	76,800	76,800	76,800
Outreach/Communications	\$ 2.00	272,600	272,600	272,600	272,600	272,600
Maintenance/Equipment	\$ 2.50	340,750	340,750	340,750	340,750	340,750
Utilities	\$ 1.75	238,525	238,525	238,525	238,525	238,525
Taxes, Misc. & Contingency	20%	262,535	262,535	262,535	262,535	262,535
Total Costs Before Debt		\$ 1,981,473	\$ 1,993,847	\$ 2,012,407	\$ 2,024,781	\$ 2,043,341
Available for Debt Service		\$ 2,081,159	\$ 2,192,521	\$ 2,359,563	\$ 2,470,925	\$ 2,637,967
Supports:		\$ 23,870,733	\$ 25,148,040	\$ 27,064,002	\$ 28,341,309	\$ 30,257,271
Required:		\$ 2,065,268	\$ 2,065,268	\$ 2,065,268	\$ 2,065,268	\$ 2,065,268
Available for Reinvestment in Town		\$ 15,891	\$ 127,252	\$ 294,295	\$ 405,656	\$ 572,698

In Connecticut, Tax Increment Financing projects utilize new tax revenue streams to finance project debt. State statutes allow municipalities to siphon newly created revenue streams from property taxes as well as sales and hotel taxes. The incremental revenue stream generated from a TIF project first goes towards paying down the bonded debt. Any excess revenues (beyond what is needed to retire the debt obligations) are considered additional revenue for the municipality in the case of property taxes and additional revenue for the state for TIF projects associated with the sales and hotel taxes.

### **Additional Cautions and Economic Development Considerations**

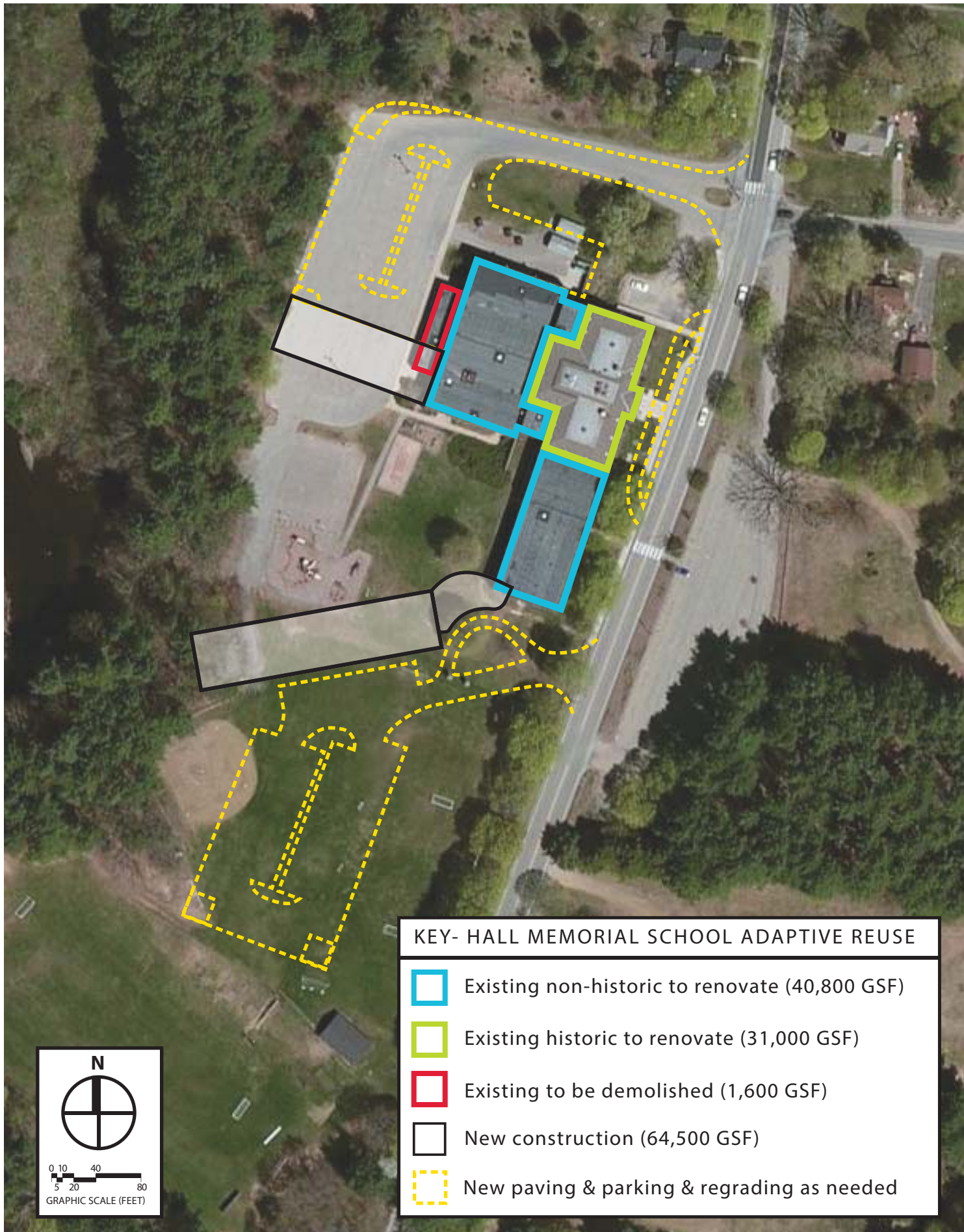
Clearly the Hall Memorial School redevelopment idea holds promise for the Town of Willington and its historic mill district, presuming it elects to build a new educational facility. Of course, much additional inquiry into the notion's physical and financial feasibility, along with market support and the implications for both the Town and the Foundation lies ahead, especially since any project will take several years to implement given the need to build a replacement school. Other cautions and considerations include:

- Development contemplated for the rest of the Hall Memorial School site, if any—additional guest rooms, condominiums, more demised retail space, etc.—should be studied with an eye towards its impact on existing Mill district enterprises.
- The more time elapses, the higher the likelihood that another entity will decide to pursue the conference hotel development opportunity and/or that the Town of Mansfield will rethink its decision to exclude lodging from the Storrs Center development.
- Fortunately, the market may be able to absorb more than one hotel—market research will be essential—and other uses may well prove feasible, most obviously residential. Demand for riverside condominiums in the region is fairly well established, but is much less likely to deliver positive direct fiscal impacts (tax revenues relative to the cost of providing public services) to the Town.
- Other Town initiatives to help increase South Willington's viability as a development opportunity, including those described in other chapters, should be pursued regardless of whether the redevelopment of Hall Memorial School goes forward. Even small initiatives—funding a façade improvement program or steering local homeowners towards the Connecticut Historic Home Rehabilitation Tax Credit Program (see Appendix B)—can have a significant impact. Moreover, they provide evidence to future investors that the Town is serious about South Willington's future.
- From an economic development perspective, the South Willington Village Committee recommended elsewhere should be viewed as more than a design review body. Its mission encompasses both heritage and community revitalization. It's also a natural “home room” for initiatives like the façade improvement program described above. Starting with a small town allocation or funding obtained via a successful grant application, Willington could easily—there are many successful examples to emulate—implement a phased improvement program and leave the mechanics to the South Willington Village Committee. Façade improvement programs provide incentives to encourage property owners and businesses to improve the exterior appearance of their buildings and storefronts. They can focus on either commercial

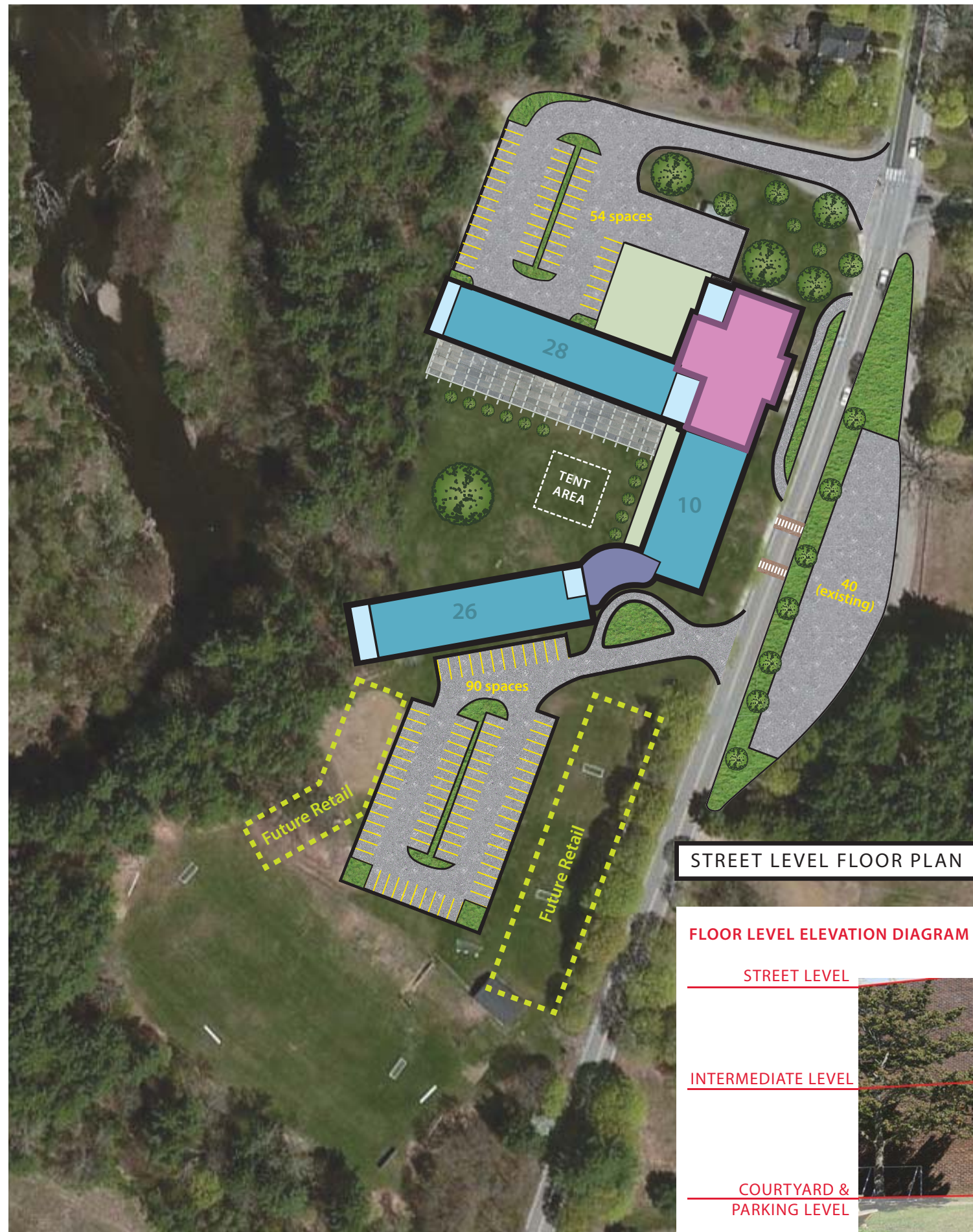
or residential properties. Help can come in the form of small matching grants, favorable loan terms, and design assistance.

Last, but not least, a project of this scope requires sustained resolve and due diligence: it will not be easy. Commitment, hard work, dedicated leaders and purposeful partnerships can accomplish the recommendations set forth in this strategy. Willington's tenacious spirit runs deep and the community can look to the Halls for inspiration: how to attend to business matters while remaining kind to their neighbors and devoted to their families. That legendary combination of planning and improvisation will serve Willington well in this endeavor. Onward!



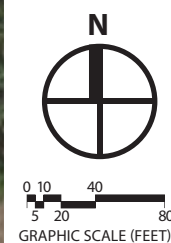




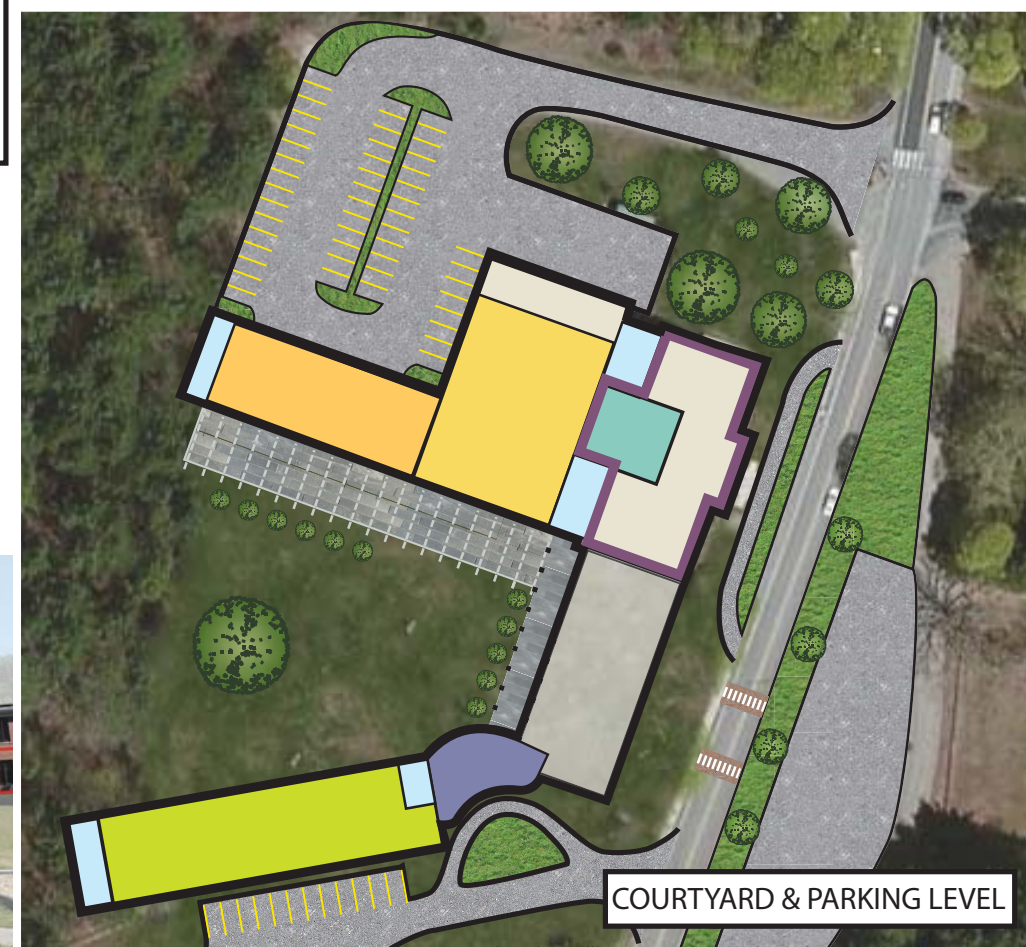
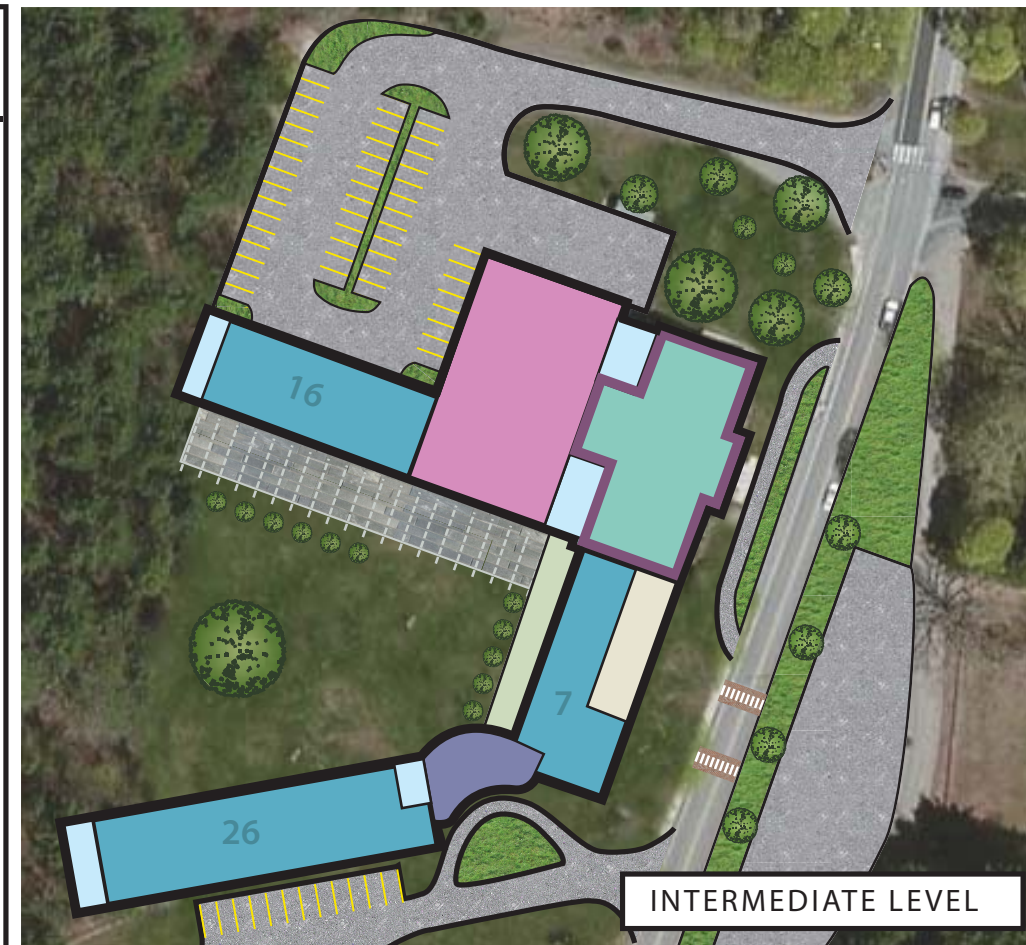


**KEY- PROGRAM FOR ADAPTIVE REUSE OF HALL MEMORIAL SCHOOL**

- Lobby
- Conference
- Hotel (113 Rooms)
- Spa/Gym
- Retail
- Conference/Event Space
- Restaurant
- Stairwell & Elevators
- Green Roof Below
- Service / Mech.
- Historic School Area
- Building Footprint



**FLOOR LEVEL ELEVATION DIAGRAM**







## APPENDIX



## SOUTH WILLINGTON VCI STUDY – LIST OF MEETINGS AND AUDIO CONFERENCES

March 26, 2015	Project Kick-off meeting / information gathering
April 9, 2015	Project Review with Committee chairs
April 16, 2015	Progress Meeting with Committee
April 29, 2015	Stakeholder meetings Outreach Presentation to Economic Development Commission
May 11, 2015	Stakeholder meetings
Mar 12, 2015	Stakeholder meetings
June 25, 2015	Stakeholder meetings and Public Informational Presentation
June 26, 2015	Stakeholder meetings and Design Charrette
June 27, 2015	Design Charrette, continued and Public Presentation of Information gathered
September 14, 2015	Zoning Review with Town Planner and Planning and Zoning Chair
September 15, 2015	Progress Meeting with Committee
November, 2015	Public Presentation of findings and Action Steps

## HISTORIC TAX CREDIT PROGRAMS IN CONNECTICUT

Connecticut values its architectural history, recognizing that structures with distinctive character evince the state's economic and cultural heritage and contribute to its appeal as a place to live, work, visit, and invest. Historic tax credit programs deliver financial incentives to encourage property owners to invest in rehabilitating qualifying structures, thereby arresting creeping blight in urban areas and curbing sprawl in suburban and rural communities. Both the federal government and the State of Connecticut presently offer historic tax credits, which provide a dollar-for-dollar reduction of the applicable income tax liability and thus effectively discount renovation costs.

Since renovating historic structures can be expensive, especially when it entails adaptive reuse, the historic tax credits often means an otherwise infeasible development can proceed. That's because they provide a vehicle for obtaining gap financing from traditional and non-traditional lenders. For the most part, eligibility for historic tax credits is associated with a project, as opposed to the property owner, so they can be "sold" to third-party investors, including banks. Similarly, not-for-profit organizations, which have no income tax liability, capture value from the credits by "syndicating" them to outside investors. For tax credit investors, the difference between the cash they provide and the value of the offset in income tax liability comprises their return.

The historic tax credit investments are attractive because they are low-risk, produce returns quickly and offset other gains. Three historic tax credit programs<sup>1</sup> are offered in Connecticut; see the chart below for pertinent details.

<sup>1</sup> To streamline the tax credit system, the State consolidated prior allocations into the Connecticut Historic Rehabilitation Tax Credit Program.

Program	Federal Historic Preservation Tax Incentives	Connecticut Historic Rehabilitation Tax Credit Program	Connecticut Historic Home Rehabilitation Tax Credit Program
Threshold Designation Criteria	Income property listed on the National Register of Historic Places individually or located in a registered historic district and certified by the National Park Service as contributing to the district's historical significance.	Inclusion on the State or National Register of Historic Places either individually or as part of an historic district.	Inclusion on the State or National Register of Historic Places and located within a targeted area
Eligible Applicant	Property owner - a person, firm, limited liability company, nonprofit or for-profit corporation or other business entity that possesses title to the historic property.	Property owner - a person, firm, limited liability company, nonprofit or for-profit corporation or other business entity that possesses title to the historic property.	Private homeowners and non-profit housing development corporations
Who Can Receive Credits?	Individuals or business firms that have ownership standing in the property. The owner must hold title to the building for 5 years after completing the rehabilitation.	C Corporations with tax liability as defined by CGS Chapters 207-212. Tax credits can be assigned, transferred or conveyed in whole or in part up to 3 times	The tax credit can be assigned to a qualified corporation providing cash but not applied to an individual's personal tax liability

Program	Federal Historic Preservation Tax Incentives	Connecticut Historic Rehabilitation Tax Credit Program	Connecticut Historic Home Rehabilitation Tax Credit Program
Eligible Projects	Rehabilitation of income-producing properties that meet the IRS definition of "substantial" and receive NPS certification that the building is a "certified historic structure" and the rehabilitation meets the Secretary of the Interior's Standards for Rehabilitation and is consistent with the historic character of the building and, where applicable, with the district in which it is located.	Rehabilitation of an historic commercial, industrial, institutional, cultural, government or residential building for residential use (5+ units), including rental or condominium units, mixed residential and nonresidential use or non-residential use consistent with the surrounding historic district. Prior approval of work is required.	Rehabilitate 1-4 unit residential buildings. Project expenditures must total at least \$25,000. All work must be pre-approved.
Qualified Rehabilitation Expenditures	Costs chargeable to capital account as defined by the Internal Revenue Code—generally all hard costs and some soft costs, but not site improvements.	Hard costs associated with rehabilitation of the certified historic structure; site improvements and non-construction costs are excluded. All work must comply with the Secretary of the Interior's Standards for Rehabilitation.	All construction costs associated with the historic property except for site improvements, soft costs and appliances. Work must comply with the Standards for Rehabilitation.
Tax Credits	20 percent of total qualified rehabilitation expenditures	25 percent of total qualified rehabilitation expenditures (30 percent for projects including qualified affordable housing). State tax credits may be combined with the 20 percent Federal historic tax credits. Tax credit cap: \$4.5 million per building and \$31.7 million in annual reservations.	30 percent of eligible rehabilitation expenditures up to \$30,000 per dwelling unit (or the amount reserved, if less), for the rehabilitation of 1-4 family buildings. After completion of rehabilitation work, one unit must be owner-occupied for a period of five years.
When Can Credits Be Claimed	The tax year in which the building is placed into service. Straight line depreciation rules apply.	The tax year in which the building or, in phased projects, an identifiable portion of the building is placed in service	The tax year in which the voucher is issued. Unused credits can be carried forward to any or all of the next four years.
Fees	Varies with project size. Capped at \$6500 payable in two installments pegged to the application phases	Varies: capped at \$5K for for-profit developers and \$2.5K for not-for-profit developers. \$1K for receiving the voucher.	
Agency/ies	National Park Service and Internal Revenue Service in partnership with the State Historic Preservation Office	The State Historic Preservation Office, part of the Department of Economic and Community Development	The Offices of Culture and Tourism, part of the Department of Economic and Community Development
Contact	Julie Carmelich - 860-256-2762 or julie.carmelich@ct.gov	Julie Carmelich - 860-256-2762 or julie.carmelich@ct.gov	Mary Dunne - 860-256-2756 or mary.dunne@ct.gov



## NATIONAL REGISTER OF HISTORIC PLACES FACT SHEET

### *Criteria for Evaluation*

The quality of significance in American history, architecture, archeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and:

- a. that are associated with events that have made a significant contribution to the broad patterns of our history; or
- b. that are associated with the lives of persons significant in our past; or
- c. that embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant distinguishable entity whose components may lack individual distinction; or
- d. that have yielded, or may be likely to yield, information important in prehistory or history.

Properties that are less than 50 years of age, or moved or reconstructed buildings are generally not eligible for National Register listing unless exceptional significance can be shown.

### **The National Register DOES**

1. Identify significant buildings, structures, sites, objects, and districts.
2. Encourage the preservation of historic properties by documenting their significance and by lending support to local preservation activities.
3. Enable federal, state, and local agencies to consider historic properties in the early stages of planning projects.
4. Provide for review of federally funded, licensed, or sponsored projects which may affect historic properties.
5. Make qualified owners of historic properties eligible for federal and state grants for preservation activities.
6. Encourage the rehabilitation of income-producing historic properties through tax incentives.
7. Provide eligibility for the CT Historic Homes Rehabilitation Tax Credit program for owner-occupied historic homes in targeted urban areas.
8. Provide protection from unreasonable destruction under Connecticut General Statutes, Section 22a-19a.
9. Allow consideration of fire and life safety code compliance alternatives when rehabilitating historic buildings.

### **The National Register DOES NOT**

1. Restrict the rights of private property owners in the use, development, or sale of private historic property.
2. Require that properties be maintained, repaired or restored.
3. Automatically lead to historic district zoning or landmark designation.
4. Force federal, state, local or private projects to be stopped.
5. Provide for review of state, local, or *privately* funded projects which may affect historic properties.
6. Guarantee that grant funds will be available for all historic properties or projects.
7. Provide federal tax credits to owners of residential historic properties, unless those properties are rental and treated as income-producing by the IRS.
8. Provide a marker plaque for registered properties (owners may purchase a plaque from the SHPO)

## Frequently Asked Questions

### *What is the National Register?*

The National Register of Historic Places is the official list of buildings, structures, districts, objects, and sites significant in the history, architecture, archeology, engineering, and culture of Connecticut and the nation. In Connecticut the State Historic Preservation Office of the Department of Economic and Community Development administers this program.

### *What are the results of listing?*

1. Registered properties and properties determined eligible for the Register receive a measure of protection from the effects of federal and/or state agency sponsored, licensed or assisted projects through a notice, review, and consultation process.
2. Owners of depreciable, certified historic properties may take a 20 percent federal income tax credit for the costs of substantial rehabilitation as provided for under the Tax Reform Act of 1986.
3. Municipal and not-for-profit owners of listed historic properties may apply for matching state historic preservation grants.
4. There are no restrictions placed on private owners of registered properties. Private property owners may sell, alter or dispose of their property as they wish, although an owner who demolishes a certified registered property may not deduct the costs of demolition from his/her federal income tax. In Connecticut listing on the National Register may provide protection from unreasonable destruction under Connecticut General Statutes, Section 22a-19a.

### *What are the benefits of registration?*

Registration is primarily an honor bestowed on historic properties by the state and federal governments. It recognizes the historic significance of a property and encourages present and future owners to continue to practice thoughtful stewardship. Owners of registered properties may donate historic preservation easements (which can reduce real estate taxes), qualify for the state and federal historic rehabilitation tax credits, receive technical assistance from department staff for maintenance and rehabilitation projects, and [purchase plaques](#)<sup>i</sup> that mark the property's significance.

### *Is registration expensive?*

Some property owners successfully complete the Approval for Study process and National Register of Historic Places nomination with advice from department staff. In these cases, there is no fee for registration with the SHPO or the National Park Service. Others, however, may wish to pay a consultant to do the work for them. In many cases, SHPO suggests that the owner hire a consultant to facilitate the process. We suggest that they review our [Consultants Directory](#)<sup>ii</sup> and contact several consultants to compare estimated costs.

*I have heard horror stories about being part of a historic district. Will I have to get permission to repair or make alterations to my home? Will I have officials looking over my shoulder if I'm on the National Register?*

No. Only locally designated historic districts or municipal zoning ordinances are subject to local zoning ordinances and procedures. Sometimes, a property or district may be listed at the national, state, and local levels but it is only the *local designation* that requires review of work visible from a public right-of way. .

*Do I have to open my property to the public if it is registered?*

No. Listing in the National Register of Historic Places does not require that you open your house to the public.

*Will registration or listing increase or decrease my property values and tax burden?*

Many factors influence property values, particularly in today's economic climate. Registration appears to have little effect, although some studies have shown, as one would expect, that well-kept, attractive, older properties and neighborhoods experience a slight rise in values over the long run.

*Can a property be nominated individually if it is within a district?*

Yes. However, this designation is slightly redundant. Property owners in districts are already eligible for the same benefits as owners of individually listed properties. In other words, if a property is listed as a contributing structure within the district, it is on the National Register just as much as if it were listed individually.

*How do I get a plaque?*

Many sites listed in the National Register arrange for a commemorative plaque. Unfortunately the National Register of Historic Places does not issue plaques as a result of listing; rather we leave it up to the individual owners if they are interested in having one. In Connecticut we offer National Register [plaques for sale](#) <sup>iii</sup> through the SHPO. Properties listed in the National Register of Historic Places are not required to have plaques.

How do I get a copy of the file you have on a property?

The National Park Service has digitized our records and have made them available online in their database at:

<http://nrhp.focus.nps.gov/natreghome.do?searchtype=natreghome>

For properties that have not been digitized and put into the database (this includes everything listed after 2008) you can request a copy by contacting the National Register Coordinator. Please be sure to include your name, mailing address, the historic name of the property, its location, including the State and County. If the property is in a historic district, please include the name of the district. Depending upon our work schedules and how many requests we receive our turnaround time for copy requests is about three weeks.



*I am pretty sure that a property is listed, but I cannot find it in your database, why is that?*

The property is most likely located within a historic district. Unfortunately, our database does not include every address within historic districts. If you know the name of a historic district that the property is in, we can look in the file and verify that it is a contributing resource in the district.

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- <sup>i</sup> Plaque page
  - <sup>ii</sup> Link to Consultants directory.
  - <sup>iii</sup> Go to Plaque Form

## STATE REGISTER OF HISTORIC PLACES FACT SHEET

### *Criteria for Listing*

Connecticut's State Register includes districts; sites; buildings; structures and objects of national, state or local significance. These resources must possess integrity of location, design, setting, materials, workmanship, feeling and association and:

1. that are associated with events that have made a significant contribution to our history and the lives of persons significant in our past; or
2. that embody the distinctive characteristics of a type, period or method of construction; or that represent the work of a master; or that possess high artistic values; or that represent a significant and distinguishable entity whose components may lack individual distinction; or
3. that have yielded, or may be likely to yield, information important in prehistory or history.

### *Methods of Listing*

- Properties that were surveyed in 1967-68 state inventory were adopted by the predecessor of the Historic Preservation Council in 1975
- Properties that have been listed on the National Register of Historic Places are automatically listed on the State Register
- Properties included in local historic district or historic property study reports that have received favorable recommendation by the State Historic Preservation Office pursuant to Section 7-147b of the Connecticut General Statutes are listed on the State Register of Historic Places.
- Properties that have been submitted to the Historic Preservation Council for consideration will be listed upon approval.

### **The State Register DOES**

1. Identify historically significant buildings structures, sites, objects, and districts according to the State Register Criteria for Evaluation.
2. Encourage the preservation of historic properties by documenting the significance of historic properties and by lending support to local preservation activities.
3. Enable State and local agencies to consider historic properties in the early stages of planning projects.
4. Provide for the review of State-funded or assisted projects which may affect historic properties.
5. Make owners of historic properties eligible to apply for State restoration funds.
6. Provide for special consideration under State Building and Fire Codes for historic properties.
7. Provide for special consideration under the Americans with Disabilities Act.
8. Provide for review under State Lead Poisoning law for historic properties requiring abatement.

### **The State Register DOES NOT**

1. Restrict the rights of private owners in the use or development of private historic property.
2. Lead automatically to historic district designation under Connecticut General Statutes Sec. 7-147.
3. Force Federal, State, local or private projects to be stopped.
4. Provide for review of local or privately funded projects which may affect historic properties.
5. Guarantee that grant funds will be available for all significant historic properties.
6. Provide automatic tax benefits to owners of historic properties.

# Questions and Answers About Local Historic Districts

Prepared by the Connecticut Commission on Culture & Tourism

## ***1. What Is the Basic Purpose of a Local Historic District?***

The local historic designation is intended to preserve and protect the distinctive characteristics of buildings and places of historical and architectural significance to the community.

## ***2. What Are the Benefits to Property Owners of a Local Historic District?***

Statewide and nationally, experience demonstrates that the existence of a Local Historic District (LHD) creates community pride, fosters neighborhood stabilization, and enhances the appearance and authentic historic character of a designated area.

## ***3. How Is a Local Historic District Established?***

Under state law, an interested group of citizens may request that an LHD Study Committee be appointed by the municipality to investigate the potential for a district and to prepare a report.

## ***4. What Happens When the Study Committee Finishes Its Report?***

The report is submitted to the local government, the local planning and zoning authority, and CCT for review and comment. A public hearing is held to allow all interested citizens an opportunity to comment on the report.

## ***5. Can a Local Historic District Be Established Without the Consent of the Property Owners?***

No. State law requires a referendum among property owners in the proposed district. Two-thirds of those voting must approve of district status. The results of the referendum go to the municipal legislative body for final approval.

## ***6. What Happens When the Municipality Approves the Establishment of a Local Historic District?***

The Historic District Commission (HDC) of five regular and three alternate members is appointed by the municipal government.

## ***7. How Does the Local Historic District Affect Property Owners?***

Any proposed exterior changes to a property which are visible from the public right-of-way are legally subject to review and approval by the Historic District Commission. Changes include new construction as well as demolition activity. After an owner submits an application for the HDC's agenda, a formal public hearing is held. In its review, the HDC considers (1) the impact of the proposed changes and (2) the appropriateness of the change to the character of the district. After the formal hearing, at its regular meeting, the HDC reaches a decision. If it finds the proposed change appropriate, it issues a certificate of appropriateness. Work may then proceed contingent



upon other town requirements such as building permits, building codes, or zoning approvals.

***8. Does the Historic District Commission Control the Use of Buildings?***

No. Use is controlled by municipal zoning regulations where such regulations are in effect.

***9. What If a Property Owner Wants to Alter the Interior of a Building?***

Any change can be made to the interior of a building without approval of the HDC.

***10 What About Building Maintenance and Paint Colors?***

The HDC has no authority over paint color or any work that is commonly considered routine maintenance and repair.

***11. Would Property Owners Have Anything to Say About How an Historic District Commission Discharges its Duties?***

Each application to the HDC requires a public hearing and notice of such a hearing. Property owners may attend the hearings and express their opinions.

***12. What Is the Historic District Commission's Role Regarding New Construction in the Local Historic District?***

The HDC rules only on the appropriateness of proposed new construction. This requirement does not mean that all new construction must be historic in design or appearance.

***13. Can a Property Owner Appeal a Decision of the Historic District Commission?***

Yes. Appeals can be made to the superior court for the judicial district in which the municipality is located.

***14. Can the Local Historic District Status Be Repealed?***

Yes. The ordinance creating the LHD can be repealed by the city or town in the same manner as any other municipal ordinance.

*For more information, contact the Connecticut Commission on Culture & Tourism, One Constitution Plaza, 2<sup>nd</sup> floor, Hartford, CT 06103; telephone 860-256-2800.*

Substitute House Bill No. 5485  
Substitute House Bill No. 5485

PUBLIC ACT NO. 98-116

AN ACT AUTHORIZING THE ESTABLISHMENT OF VILLAGE  
DISTRICTS.

Be it enacted by the Senate and House of  
Representatives in General Assembly convened:

(NEW) (a) The zoning commission of each municipality may establish village districts as part of the zoning regulations adopted under section 8-2 of the general statutes, as amended. The regulations establishing village districts shall protect the distinctive character, landscape and historic structures of such areas and may regulate, on and after the effective date of such regulations, (1) alterations and improvements in such areas and (2) substantial reconstruction and rehabilitation of properties within the district and in view of public roadways, including, but not limited to, (A) the design and placement of buildings, (B) the maintenance of public views, (C) the design, paving materials and placement of public roadways and (D) other elements that the commission deems appropriate to maintain and protect the character of the village district. In adopting the regulations, the commission shall consider the design, relationship and compatibility of structures, planting, signs, roadways, street hardware and other objects in public view. Such regulations shall encourage the conversion and preservation of existing buildings and sights in a manner that maintains the historic, natural and community character of the district. The regulations concerning the exterior of structures or sites shall be consistent with the "Connecticut Historical Commission -The Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings", revised through 1990, as amended. The regulations shall provide (i) that proposed buildings or modifications to existing buildings be harmoniously related to their surroundings, to the terrain and to the use, scale and architecture of existing buildings in the vicinity that have a functional or visual relationship to a proposed building or modification, (ii) that all spaces and structures visible to the public from public roadways be

designed to add to the visual amenities of the area consistent with those of the village district in and around the proposed building or modification, (iii) that the color, size, height, proportion of openings, roof treatments, building materials and landscaping of commercial or residential property and any proposed signs and lighting be evaluated for compatibility with the local architectural motif and the maintenance of views, historic buildings, monuments and landscaping, and (iv) that the removal or disruption of historic traditional or significant structures or architectural elements shall be minimized.

(b) All development in the village district shall be designed to achieve the following compatibility objectives with other uses within the immediate neighborhood of the proposed development: (1) The arrangement and orientation of any proposed building or site improvement shall be similar in the immediate neighborhood; (2) the building and layout of buildings and parking lots shall reinforce existing buildings and streetscape patterns and the placement of buildings and parking lots shall assure there is no adverse impact on the immediate neighborhood; (3) proposed streets shall be connected to the existing neighborhood road network, wherever possible; (4) open spaces of the proposed development shall reinforce open space patterns of the immediate neighborhood, in form and siting; (5) locally significant features of the site such as distinctive buildings or vistas, shall be integrated into the site design; (6) the landscape design shall complement the neighborhood's landscape patterns and reinforce functional qualities; (7) the exterior signs, site lighting and accessory structures shall support a uniform architectural theme and present a harmonious relationship with the surrounding neighborhood; and (8) the scale, proportions, massing and detailing of the proposed building shall be in proportion to the scale, proportion, massing and detailing in the neighborhood.

(c) All applications for new construction and substantial reconstruction within the district and in view from public roadways shall be subject to review and recommendation by an architect or architectural firm selected and contracted by the commission and designated as the village district architectural consultant for such application. The village district architectural consultant shall



review an application and report to the commission within thirty-five days of receipt of the application. The report and recommendation of the village district architectural consultant shall be entered into the public hearing record and considered by the commission in making their decision. Failure of the village district architectural consultant to report within the specified time shall not alter or delay any other time limit imposed by the regulations. The commission may seek the recommendations of any town or regional agency or outside specialist with which it consults, including, but not limited to, the municipality's historical society, the Connecticut Trust for Historic Preservation and The University of Connecticut College of Agriculture and Natural Resources. Any reports or recommendations from such agencies or organizations shall be entered into the public hearing record.

(d) No decision of a commission under this section shall be effective until a copy thereof, certified by the commission, containing the name of the owner of record, a description of the premises to which it relates and specifying the reasons for its decision, is recorded in the land records of the town in which such premises are located. The town clerk shall index the same in the grantor's index under the name of the then record owner and the record owner shall pay for such recording.

(e) As used in this section "neighborhood" means the existing buildings and land uses adjacent to and extending from a proposed development to a definable boundary such as a primary collector or arterial boundary, a significant change in character or land use or a major natural feature.

Approved May 22, 1998

