

# WILLINGTON

PLAN OF CONSERVATION AND DEVELOPMENT  
2018 - 2028

EFFECTIVE - FEBRUARY 3, 2018



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The picture on the front cover of a rainbow on Moose Meadow Road was taken by Mark Palmer. Mark also took many other pictures within the POCD.

# WELCOME



February 2018

## Greetings!

This is the adopted 2018-2028 Plan of Conservation and Development (POCD) for Willington, Connecticut. The POCD was adopted on January 16, 2018 with an effective date of February 3, 2018.

The POCD was prepared over a 16 month period by the Planning and Zoning Commission based on input and guidance from Willington residents and other local boards and commissions. The POCD is believed to reflect a general consensus about how to approach the issues facing Willington today as well as issues expected to affect the community in the future.

We look forward to working with all Willington residents and property owners to implement the recommendations of the POCD.

Thank you for your interest!

*Willington Planning and Zoning Commission*

Walter E. Parsell III, Chairman  
Doug Roberts, Vice-Chairman  
George Andrew Marco, Secretary  
Randy Belair  
Joseph Hall  
Joe Lucia  
Edward Myles Standish  
Brittany Skorupski-Williams, Alternate  
Donald Courtois, Alternate



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GIS files and information used in the preparation of this POCD (including the source of map layers) is on file at Town Hall and at the Capitol Region Council of Governments (CROG).

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

**A Planning Commission shall:**

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

**The Plan of Conservation and Development shall:**

- be a statement of policies, goals and standards for the physical and economic development of the municipality, ...
- show the commission's recommendation for the most desirable use of land within the municipality for residential, recreational, commercial, industrial and other purposes and for the most desirable density of population in the ... parts of the municipality.
- be designed to promote with the greatest efficiency and economy the coordinated development of the municipality and the general welfare and prosperity of its people.
- be made with reasonable consideration for restoration and protection of the ecosystem and habitat of Long Island Sound ...
- make provision for the development of housing opportunities, including opportunities for multifamily dwellings consistent with soil types, terrain and infrastructure capacity, for all residents of the municipality and the planning region ...
- promote housing choice and economic diversity in housing, including housing for both low and moderate income households, and encourage the development of housing which will meet the housing needs ...
- take into account the state plan of conservation and development ... and note any inconsistencies it may have with said state plan.
- consider the use of cluster development to the extent consistent with soil types, terrain, and infrastructure capacity.

**The Plan of Conservation and Development may:**

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

# INTRODUCTION

# 1

This document is the 2018 Plan of Conservation and Development (POCD) for Willington, Connecticut. The process of preparing a POCD is intended to extract and confirm a community's consensus for its future. Through public meetings and community discussions, ideas are expressed and refined until a common vision is recognized and embraced.

Then, the POCD organizes and expresses this common vision for the future physical, economic, and social development of the community. By making informed decisions about the future and recommending policies that will help attain the overall vision, Willington sets the stage for promoting outcomes beneficial to the community:

- protecting things which are important to the community, and
- attaining the things which will enhance the overall well-being of the community and the quality of life of its residents.

Much has changed since the previous POCD for Willington was adopted in 2008 (older age composition, decrease in school enrollments, reduction of State aid to towns, growth of internet retail, etc.) and it is appropriate that current policies be reviewed and updated to ensure those policies are appropriate for the future.



Mark Palmer

## Introduction – Introduction

As part of preparing this POCD, Willington residents participated in a number of exercises to reach consensus on a vision:

- A workshop to solicit public input in a number of key topic areas.
- Review of the 2008 POCD (including implementation status of recommendations).
- Discussion of strategies in key topic areas (conservation, development, infrastructure, implementation).
- Preparation, review, and refinement of draft POCD documents.

The vision statement for this 2018 POCD is based on the vision statement from Willington's 2008 POCD:

### ***Willington's 2018 Vision Statement***

***Willington is a community that seeks to preserve its rural character and protect its natural, historic and agricultural resources. At the same time, the community recognizes the need to balance the conservation of these resources with residential and business development to meet the needs of its citizens and promote long-term fiscal stability.***

***To achieve this vision and enhance the quality of life in the community, Willington will strive to:***

- ***preserve and protect our environment,***
- ***create social, educational, recreational, agricultural, economic and housing opportunities,***
- ***balance conservation and development; and***
- ***encourage civic involvement and interaction at the local and regional level.***

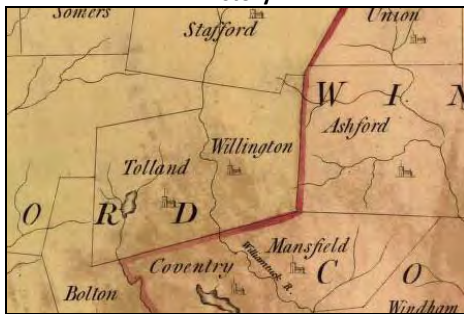


# CONDITIONS & TRENDS

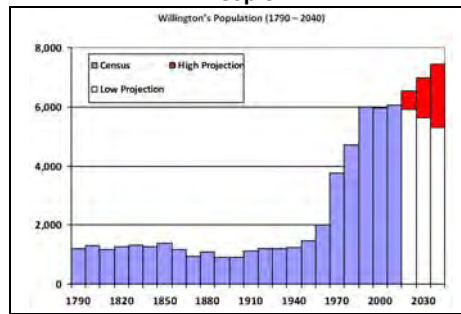


This section of the POCD provides a general overview of conditions and trends affecting Willington at the time this POCD was being prepared.

**History**



**People**



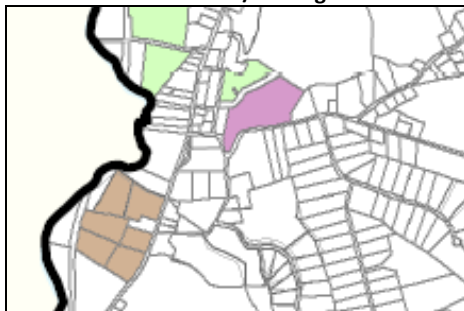
**Housing**



**Business**



**Land Use / Zoning**



**Fiscal**



## 2.1. History of Willington

The landscape of the area we now know as Willington evolved over millions of years as a result of massive geologic forces. While there is no written record, Native Americans are believed to have inhabited this area for about the last 10,000 years.

### European Settlement

Europeans “discovered” this part of the world in 1614 and Dutch and English trade with Native Americans eventually led to establishment of trading posts and settlements along the Connecticut River after 1633. Following the Pequot War of 1637, European settlement began to extend to other areas.

As new settlers arrived, they had to move to new areas in order to be able to acquire land sufficient for their needs. Agricultural techniques of the time were very different than today and a settler might have needed about 60-90 acres of land to support a family even though only 10-30 acres might be in use at a given time. The land needed crop rotation and resting in order to remain fertile.

### Establishment of Willington

Some early settlements may have occurred (the first house may have been built around 1717) but land ownership was not clear.

Then, in 1720, a patent for 16,000 acres of land in this area was “granted” to a group of proprietors (current or former Colonial government officers and General Assembly delegates). The proprietors set about attracting settlers to what was likely seen as a wilderness area. The lowlands along the Fenton and Willimantic Rivers were the most fertile lands and the most prized. However, settlers also received lands on the hillsides and other areas less arable.

The first divisions of land occurred in 1727 with ownership being transferred to people who had settled the area, purchased land from the proprietors, and/or made substantial contributions to the evolution of the community.

The municipality of Willington was authorized and recognized by the General Assembly in 1727. Records suggest there were 592 inhabitants at that time. While the original intention may have been to name this area “Wellington”, records seem to have mixed the names before finally settling on Willington.

## **Introduction - Conditions & Trends**

### **Settlement Patterns**

Population grew to about 650 people around 1750 and around 1,200 people by 1790. As a point of comparison, the 1790 Census reported 394 residents in Mansfield, 303 residents in Ashford, 236 residents in Tolland, and 100 residents in Union.

Applying the information about typical farm size and household size to Willington's land area suggests that the reason the population remained at about 1,200 residents for many years was that this may have represented the "holding capacity" of the land based on the agricultural practices of the time.

Communities settled earlier than Willington often had a central village area to provide for security and community. However, Willington was developed later and was extensively settled in a 10-year window based on the efforts and marketing finesse of the proprietors. As a result, Willington Hill became the site of the "meetinghouse" (but little else) because it was a central place for people to meet rather than an inhabited settlement.

### **Economic Evolution**

Over time, some of the settlers diversified from subsistence agriculture to small mills (saw mill, grain mill, etc.) to provide services to the community and trade evolved through local initiatives and itinerant vendors.

Around the mid-1800s, Willington began to experience the "industrial revolution" taking place around the world. Local streams and rivers supported the development water-powered mills and there were soon major enterprises making spools of thread, buttons, glass bottles, and other goods. These were marketed around the region and around the world. Train service came to Willington to support these businesses and allow for the import of materials and labor and the export of finished goods. Even so, population did not grow much in Willington.

### **Spread Of The Automobile**

However, following World War II, the desire for a less urban lifestyle and the improvement of the automobile and the road system resulted in new round of growth in Willington. Construction of the interstate highway system in the 1950s and 1960s encouraged the suburban development of residential areas and Willington was no different. Former farms were subdivided and developed and population quadrupled between 1950 and 1990.

By 1990, Willington had grown to be a community of almost 6,000 people and the overall pattern of the community became established.

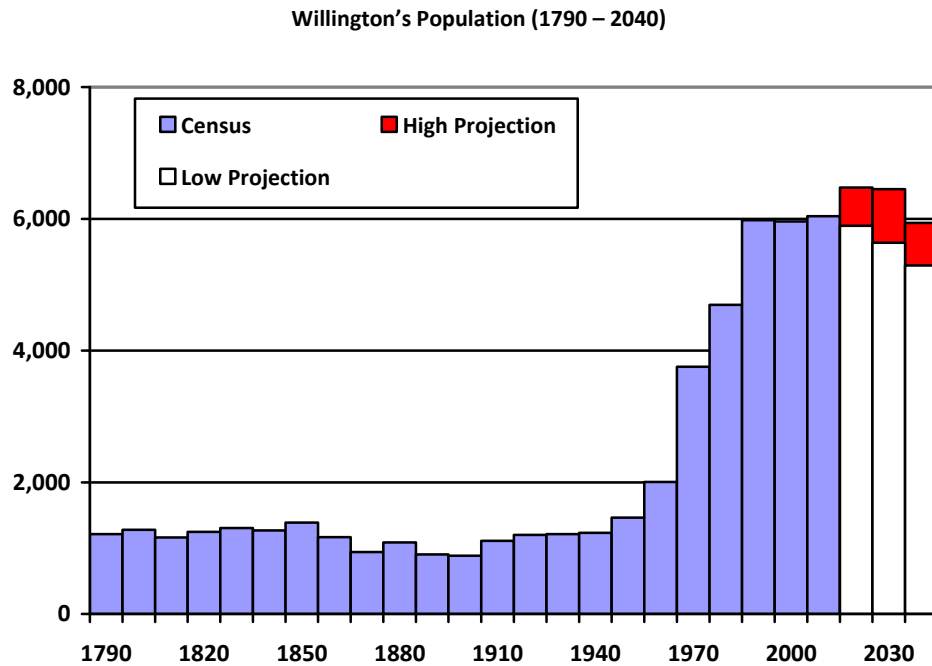
Willington's Population

1790	1,212	
1800	1,278	
1810	1,161	
1820	1,246	
1830	1,305	
1840	1,268	
1850	1,388	
1860	1,166	
1870	942	
1880	1,086	
1890	906	
1900	885	
1910	1,112	
1920	1,200	
1930	1,213	
1940	1,233	
1950	1,462	
1960	2,005	
1970	3,755	
1980	4,694	
1990	5,979	
2000	5,959	
2010	6,041	
2020	<i>5,895</i>	<i>6,474</i>
2030	<i>5,637</i>	<i>6,450</i>
2030	<i>5,290</i>	<i>5,937</i>

US Census data for 1790 to 2010. Projections are in italics. Low projections are based on Planimetrics cohort survival model. High projections based on 2017 Connecticut State Data Center cohort survival model.

## 2.2. People Of Willington

According to the Census, Willington had 6,041 residents in 2010. This represents an increase of 82 people in the prior decade. The sidebar shows Willington population growth since the 1790 Census with a range of population projections to the year 2040. The high projections were prepared in 2017 by the Connecticut Census Data Center at the University of Connecticut. While the exact timing is not clear, it is expected that Willington's population will stay flat or decrease slightly in the future due to changing housing preferences nationally and an aging population locally.



The amount of "natural increase" (births minus deaths) in Willington has slowed and Census data indicates that Willington experienced *net out-migration* during the 1990s and the 2000s.

### Components of Population Change

	1950s	1960s	1970s	1980s	1990s	2000s
<b>If the Census indicates the population changed this much in this decade ...</b>	<b>+543</b>	<b>+1,750</b>	<b>+939</b>	<b>+1,285</b>	<b>(20)</b>	<b>+82</b>
<b>And this much "natural change" occurred as a result of births and deaths ...</b>	<b>+206</b>	<b>+302</b>	<b>+364</b>	<b>+470</b>	<b>+369</b>	<b>+185</b>
Births	363	484	557	683	645	484
Deaths	157	182	193	213	276	299
<b>Then this many people moved in (or out) of Willington during that decade</b>	<b>+337</b>	<b>+1,448</b>	<b>+575</b>	<b>+815</b>	<b>(389)</b>	<b>(103)</b>

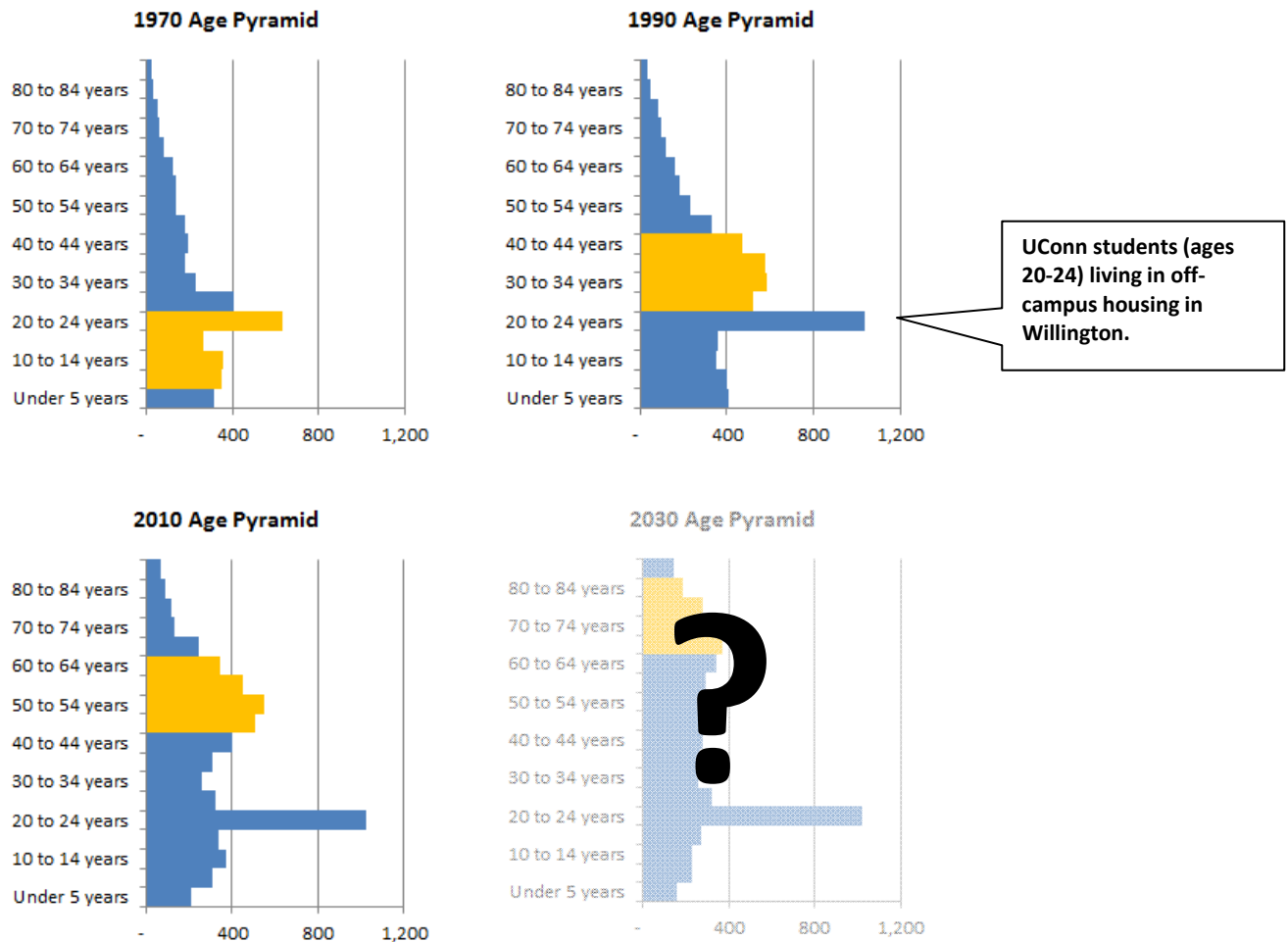
US Census, Connecticut Health Department reports,

## Introduction - Conditions & Trends

Looking at the age composition of Willington shows that there are really two components to Willington's population:

- the "native" population, and
- the "transient" population of students at the University of Connecticut.

In the following age composition charts, the number of people in each 5-year age group is represented by the width of the bar. Note the large number of people in the 20-24 age group, clearly un-related to the native population in Willington. People considered part of the "baby boom" (people born between about 1945 and 1965) are shown in orange.



It is reasonable to assume that Willington will continue to experience "turnover" of people aged 20-24 due to students at the University of Connecticut living in off-campus housing in Willington. In terms of the "native" population, the median age is trending older and this may result in a changing demand for municipal services and housing types. Of course, it must be remembered that these are projections and variations can occur, especially further into the future.

**Housing Units**

1960 (HH)	570
1970 (HH)	1,184
1980	1,740
1990	2,301
2000	2,429
2010	2,637

US Census.

## 2.3. Housing In Willington

Willington had about 2,637 housing units in 2010. From 1990 to 2010, Willington added an average of about 17 housing units per year. This is well below the growth rate in the 1970s and 1980s when Willington was adding about 60 housing units per year.

**Percent Non Single Family**

State	41%
Mansfield	39%
Ellington	35%
Willington	34%
Stafford	29%
Ashford	18%
Tolland	7%
Union	4%

CERC, 2016.

While the housing stock in Willington consists primarily of single-family detached homes, about one-third of the housing units are other types of housing (two-family, townhouse, apartment, etc.). About two-thirds of the housing units in Willington (68%) are owner-occupied.

**Median Sales Price (2013)**

State	\$274,500
Tolland	\$277,700
Union	\$267,800
Ellington	\$260,250
Mansfield	\$242,900
Willington	\$238,200
Ashford	\$233,000
Stafford	\$198,500

CERC, 2016

It is interesting to note that about 60 percent of all Willington households consist of one or two people. Often, the general impression is that housing units are occupied by more people. However, the aging of the population and other societal changes have resulted in smaller households.

**2010 Household Size**

1-2 people	60%
3-4 people	33%
5 or more people	6%

2010 US Census

**Average Household Size**

1960	3.48
1970	3.10
1980	2.77
1990	2.71
2000	2.52
2010	2.48

US Census

About 208 housing units in Willington are considered “affordable housing” (assisted housing, financed by CHFA mortgages, etc.). In 2015, according to the Connecticut Department of Housing, Willington had:

- 160 governmentally assisted units, and
- 48 households receiving financial/mortgage assistance.

**Affordable Housing**

State	11.6%
Mansfield	10.8%
Stafford	9.2%
Willington	7.9%
Ellington	5.7%
Ashford	4.2%
Tolland	3.5%
Union	2.6%

CT Department of Housing (2015)

Single-Family House



Multi-Family Building





## 2.4. Economy Of Willington

A local economy is important in terms of:

- providing for jobs for residents of the community and the region,
- ensuring a range of goods and services is available for residents, and
- providing tax revenue to support local services.

About 3,623 Willington residents were in the labor force (working or seeking work) in 2014 and there were about 1,524 jobs in Willington at that time. As a result, it can be seen that Willington is more of a residential community supplying labor to the region than it is an employment center.

With easy access to major travel routes (Interstate 84, Route 32, Route 195), Willington residents can easily connect to employment places in other communities. Journey-to-work data from the Connecticut Economic Resource Center (CERC) indicates the following:

Top Job Destinations of Workers From Willington	
Mansfield	341
Willington	272
Hartford	223
Manchester	205
Vernon	121
Tolland	112
Stafford	100

CERC, 2016

Top Residence Locations of Workers In Willington	
Willington	272
Stafford	132
Ashford	87
Tolland	86
Vernon	83
Windham	66
Mansfield	64

Jobs In Willington	
1960	130
1970	350
1980	350
1990	670
2000	770
2010	1,397

CT Labor Dept.

Jobs In The Community	
Mansfield	11,460
Tolland	3,763
Stafford	3,504
Ellington	3,486
<b>Willington</b>	<b>1,524</b>
Ashford	570
Union	120
<b>State</b>	<b>n/a</b>

CERC, 2016

Median HH Income	
Tolland	\$107,290
Union	\$84,405
Ellington	\$84,339
Ashford	\$77,250
<b>Willington</b>	<b>\$73,384</b>
<b>State</b>	<b>\$69,899</b>
Mansfield	\$66,404
Stafford	\$62,859

CERC, 2016

Median household income is one way to gauge the size or strength of the local economy. According to data from CERC, Willington has a median household income comparable to nearby communities.

**Definitions**

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

**Committed Land** - land that may not be developed but is dedicated or used for a particular economic or social purpose (including protected open space or managed open space).

**Vacant Land** - land that is not developed or committed. This land may not be developable depending on environmental constraints and other factors.

**Under-Utilized Land** – residentially zoned land that is not used to its full development potential. For example, a 20-acre parcel with a house in a two acre zone would be categorized as .two-acres of residential use and 18 acres of vacant land. On the land use map, such parcels have a yellow circle (for the residential use) and the remainder of the parcel is white (for the vacant land).

**2.5. Land Use In Willington**

According to digital mapping of the community, Willington contains approximately 21,494 acres of land. Overall, about 56 percent of the land in Willington is developed or committed to a land use (including protected open space).

**Land Use Tabulation**

	<b>Acres</b>	
<b>Residential</b>		<b>6,365</b>
Single Family Residential	5,729	
Multi-Family Residential	372	
Other (Multi-House, 2-3 Family, Mobile Home)	264	
<b>Commercial</b>		<b>418</b>
Business	117	
Industrial	301	
<b>Open Space</b>		<b>2,620</b>
Protected Open Space	2,297	
Managed Open Space	323	
<b>Institutional</b>		<b>331</b>
Town Facility / Land	194	
State Facility / Land	117	
Institution	20	
<b>Agriculture</b>		<b>1,017</b>
<b>Other</b>		<b>359</b>
Campground	131	
Cemetery	22	
Earth Removal	129	
Utility	77	
<b>Road ROW (estimated)</b>		<b>875</b>
<b>DEVELOPED/COMMITTED LAND SUBTOTAL</b>		<b>11,985</b>
Vacant / Under-Utilized / Potentially Developable		9,509
<b>TOTAL</b>		<b>21,494</b>

# Map 2-1 Land Use

Willington, CT



## Legend

### Residential

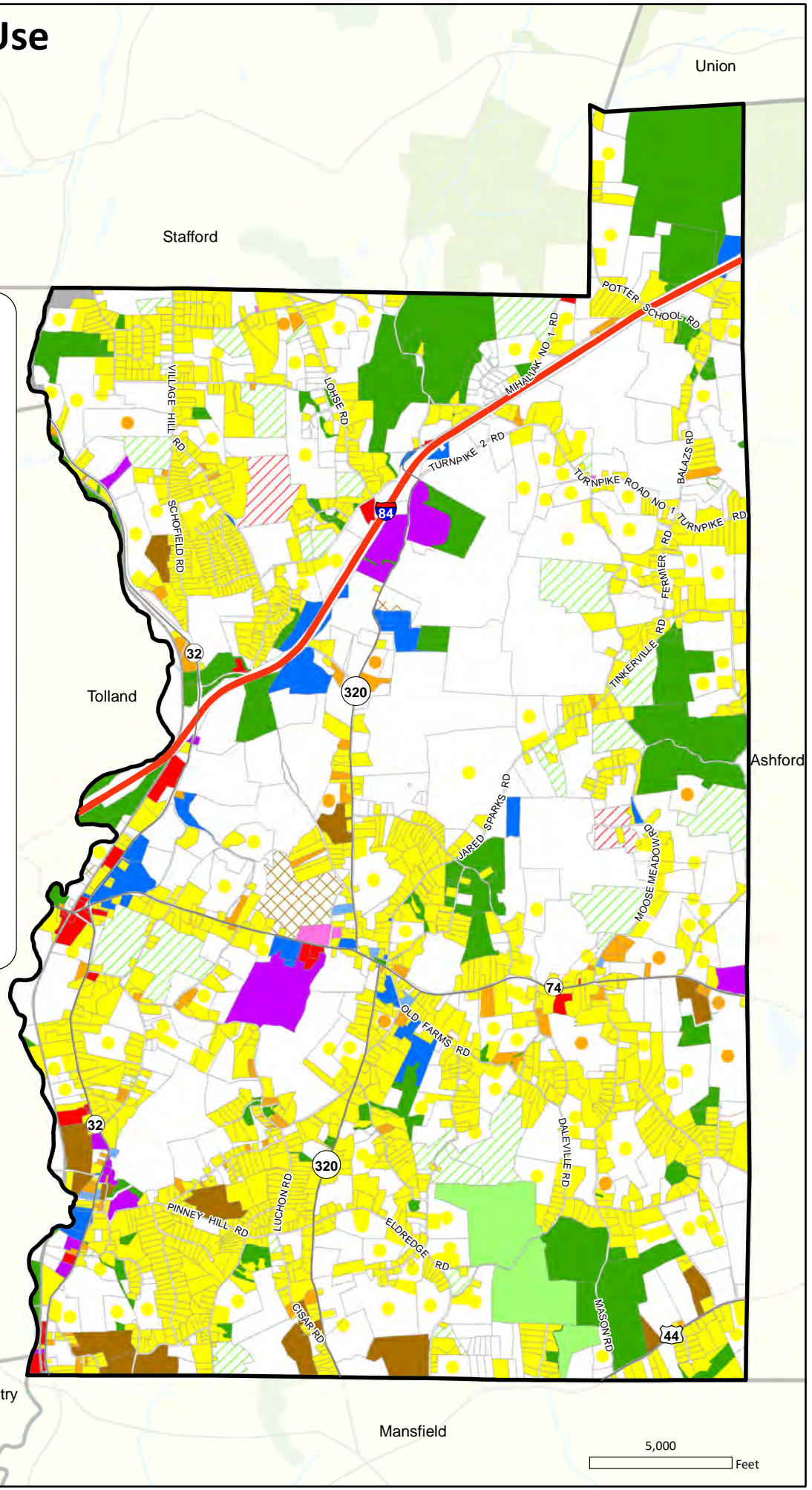
- Single Family
- Multi-Family Residential
- Other Residential

### Open Space

- Protected Open Space (including easements)
- Managed Open Space

### Other Uses

- Agriculture
- Business
- Industrial
- Town or State Facility / Land
- Institution
- Campground
- Cemetery
- Earth Removal
- Utility
- Vacant



5,000 Feet

## 2.6. Zoning In Willington

According to digital mapping of the community, about 91 percent of the land area in Willington is zoned for residential development. About four percent of the land area is zoned for business or industrial development. The remaining four percent is located within road rights-of-way.

Zoning Tabulation		Acres
<b>Residential</b>		<b>19,437</b>
Residential (R-80)	19,259	
Designed Community Residential (DCR)	119	
Designed Elderly Residential (DER)	59	
<b>Commercial</b>		<b>954</b>
Designed Commercial (DC)	290	
Designed Industrial (DI)	653	
Designed Neighborhood Commercial (DNC)	11	
<b>Other</b>		<b>185</b>
Designed Recreation (DR)	149	
Reserved Land (RL)	36	
<b>Road / Railroad ROW (estimated)</b>		<b>918</b>
<b>TOTAL</b>		<b>21,494</b>

## 2.7. Buildout Analysis

A buildout analysis conducted as part of the 2008 POCD estimated that, based on 2006 zoning, Willington had the potential to eventually become a community with about 13,500 residents and over four million square feet of commercial/industrial space. It is important to note that this was an estimate of what might be *physically* possible based on zoning and environmental constraints.

It is not clear in 2018 that this level of support exists *economically*. In addition, it is difficult to discern what the pace of population change might be (increase or decrease) as a result of changing age composition, changing locational preferences, the growth at the University of Connecticut, the extension of public water to the UConn campus, and other factors.



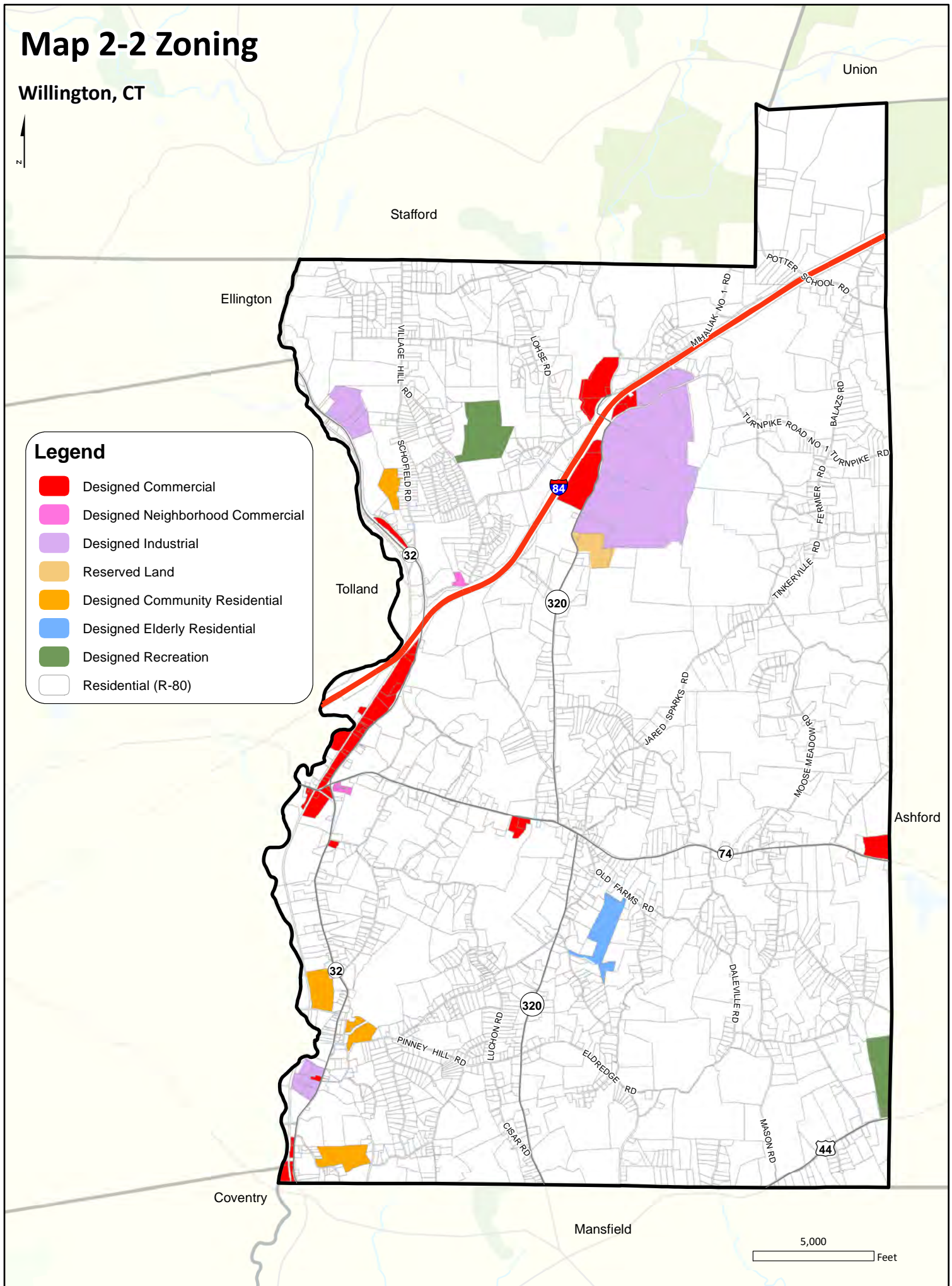
# Map 2-2 Zoning

Willington, CT



## Legend

- Designed Commercial
- Designed Neighborhood Commercial
- Designed Industrial
- Reserved Land
- Designed Community Residential
- Designed Elderly Residential
- Designed Recreation
- Residential (R-80)



Equalized Net Grand List

Equalized net grand lists are the estimated full market value of all taxable property in a municipality and are developed by the Connecticut Office of Policy and Management from sales / assessment ratio information.

Actual sales are compared to assessed values. For example, a home that sells for \$140,000 and has a sales assessed value of \$70,000 has a sales/assessment ratio of 50%.

## 2.8. Fiscal Overview

Key fiscal indicators which reflect the circumstances affecting Willington and surrounding communities are presented below. In 2018 and beyond, State budget challenges will likely reduce state aid to municipalities and make the local fiscal situation even more challenging for Willington and other communities.

Willington has the lowest equalized mill rate (taxes as a percent of market value) among nearby communities. On a per capita basis, Willington has the second lowest tax levy among surrounding communities. Compared to surrounding communities, Willington has a fairly strong tax base on a per capita basis.

$$\boxed{\text{Per Capita Equalized Net Grand List}} \times \boxed{\text{Equalized Mill Rate}} = \boxed{\text{Per Capita Tax Levy}}$$

	Per Capita Equalized Net Grand List (2014)	Equalized Mill Rate	Per Capita Tax Levy (2014)
Union	\$148,823	19.02	\$2,831
Tolland	\$119,688	22.01	\$2,634
Ellington	\$113,306	20.29	\$2,299
Ashford	\$94,748	23.30	\$2,208
Stafford	\$88,074	24.14	\$2,126
<b>WILLINGTON</b>	<b>\$106,053</b>	<b>18.67</b>	<b>\$1,980</b>
Mansfield	\$52,722	20.52	\$1,082

CERC, 2016

About 80 percent of Willington’s budget goes to education. This is higher than most nearby communities. Debt per capita is lower than most nearby communities.

	Education Share of Budget (2014)	Education Spending Per Pupil	Percent Business Tax Base
Ashford	81.3%	\$19,089	4.3%
<b>WILLINGTON</b>	<b>79.6%</b>	<b>\$18,017</b>	<b>11.4%</b>
Tolland	72.7%	\$14,495	6.4%
Mansfield	72.2%	\$17,513	11.3%
Stafford	71.5%	\$17,213	7.9%
Ellington	71.0%	\$12,984	7.2%
Union	62.8%	\$17,216	2.9%

CERC, 2016, CT Dep’t of Education, 2017



# COMMUNITY ISSUES & CONCERNS

# 3

This section summarizes community issues and concerns which were identified as part of the POCD update. These issues and concerns were identified through:

- working sessions of the Planning and Zoning Commission,
- input from a community meeting devoted to hearing from Willington residents,
- responses to a survey of members of local boards and commissions,
- responses to a survey of Town department heads,
- field trips around Willington, and
- independent research and investigation by the planning consultant that assisted the Commission with the POCD update.

**Community Meeting Exercises**



**Willington Day Exhibit**



Prouds Map

The “prouds” were tabulated after the meeting and revealed the following “top 3” elements:

Community Character

- Town Green / Old Town Hall
- Rural / quiet / peaceful
- Scenic character

Open Space

- Open spaces
- Fenton Ruby Preserve
- Joshua Trust

Community Facilities

- Schools
- River Road Complex
- Library
- Transfer Station

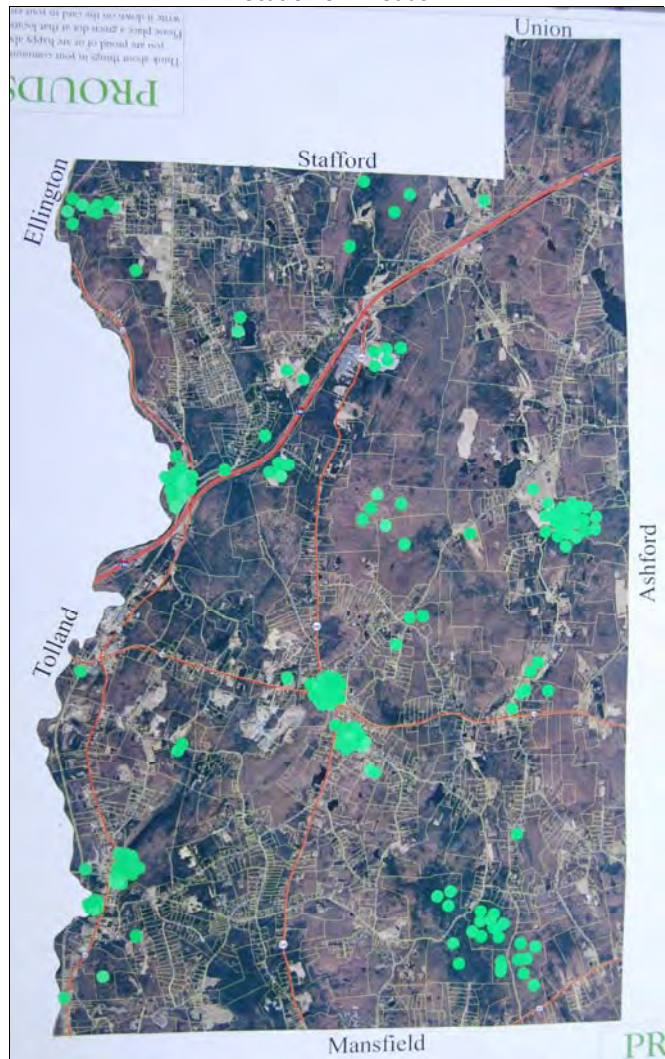
### 3.1. “Prouds” and “Sorrys”

People attending a community meeting at the start of the POCD update process were asked to identify things in Willington they were proud of and place a “green dot” on a map to signify it. They were also asked to write these “prouds” on a card and submit it at the meeting.

The identification of “prouds” tends to reveal things that create a strong connection between residents and their community and things that residents might like to encourage in the future. As indicated in the sidebar, Willington residents want to:

- Maintain and enhance community character,
- Preserve open space, and
- Maintain and enhance community facilities.

Location of “Prouds”



## Introduction – Community Issues

People attending the same community meeting were also asked to identify things in Willington they were sorry about and place a “red dot” on a map to signify it. They were also asked to write these “sorries” on a card and submit it at the meeting.

The identification of “sorries” tends to reveal things that concern or bother residents about their community (past, present or future) and things that residents might like to discourage in the future. As indicated in the sidebar, Willington residents want to:

- Guide business development,
- Maintain and enhance community character, and
- Maintain and enhance community facilities.

### Sorries Map

The “sorries” were tabulated after the meeting and revealed the following “top 3” elements:

#### Business Development

- Truck stops
- Vacancies at Phelps Plaza
- Abandoned gas station
- Lack of businesses

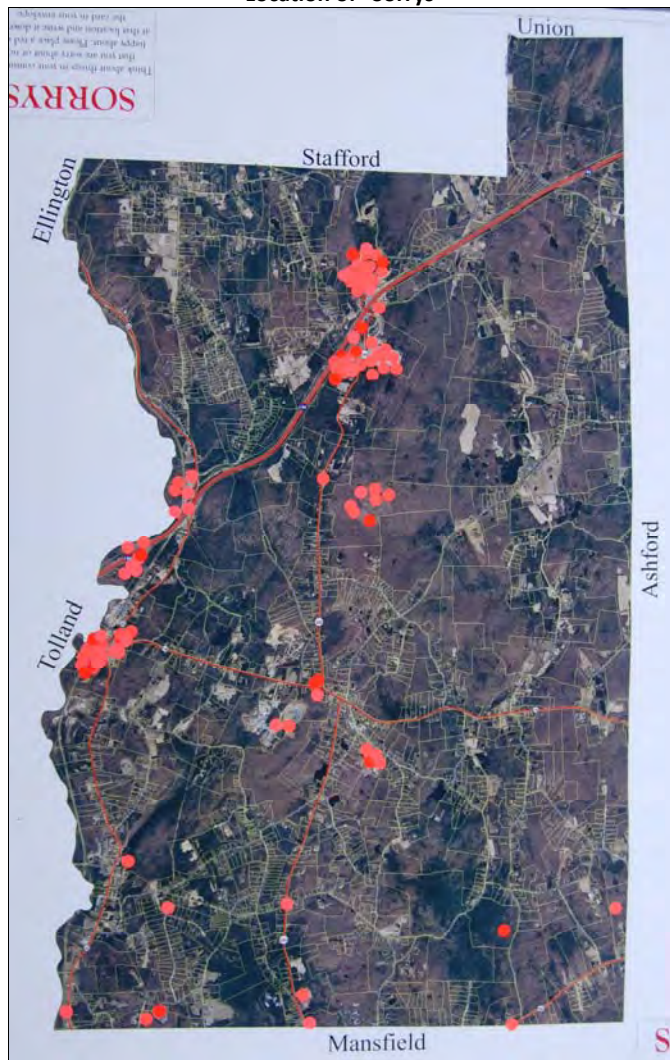
#### Community Character

- I-84 rest stops
- Impacts from State Police gun range proposal (since withdrawn)

#### Community Facilities

- Town Offices
- School facility planning / enrollment decline

Location of “Sorries”

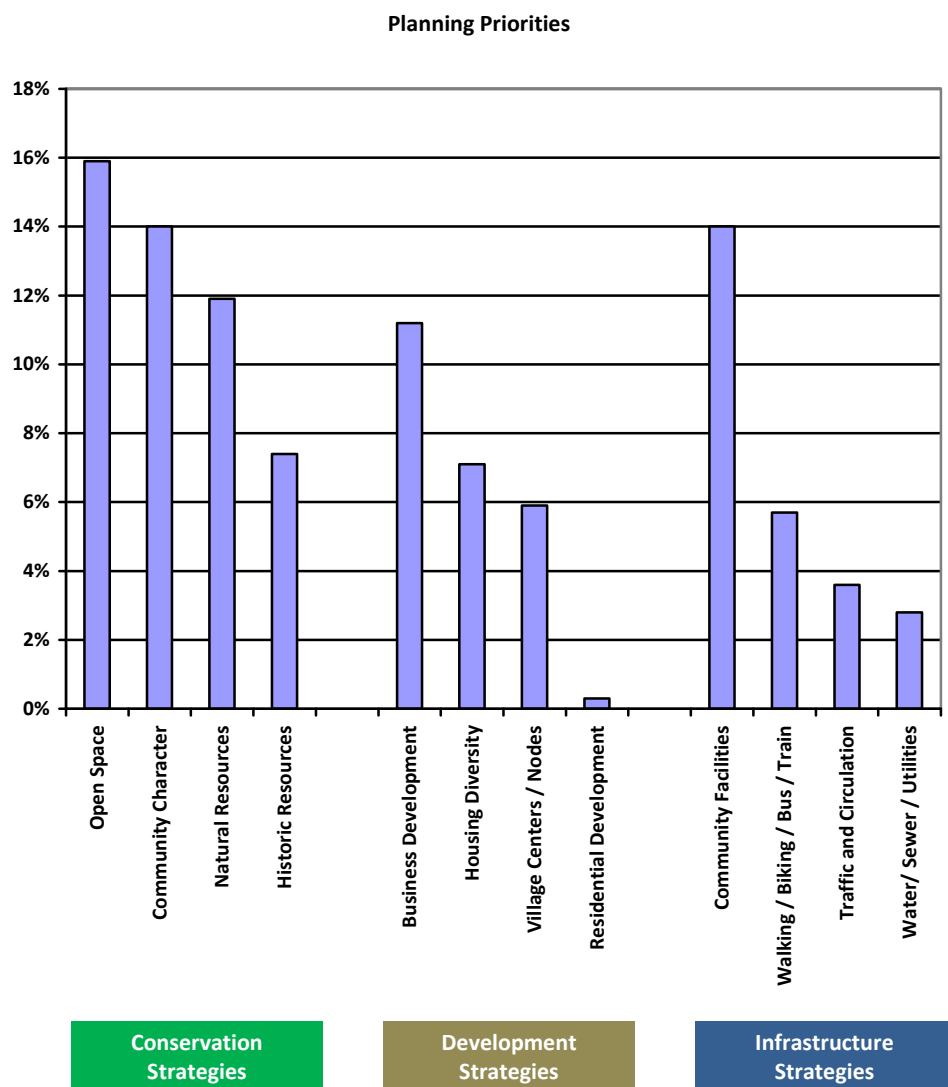


### 3.2. Key Issues and Topics

As part of the community meeting, participants were asked to identify the issues most important to them as part of the POCD update by placing “planning points” of different denominations in boxes representing topics typically considered as part of a POCD.

If the results of these separate exercises are combined, the following priorities emerged among the various elements typically addressed in a POCD.

The potential planning priorities identified were open space, community facilities, community character, natural resources, , and business development.



### 3.3. POCD Approach

To help organize the topics in the POCD, the Planning and Zoning Commission decided to organize the 2018 POCD around four main thematic elements:



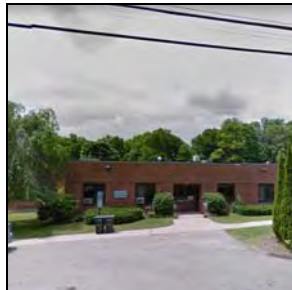
#### Conservation-Related Strategies

- Things Willington wants to protect or preserve in the future.



#### Development-Related Strategies

- How Willington wants to guide future growth or change to meet community needs and desires.



#### Infrastructure-Related Strategies

- Facilities / services Willington wants to support its overall vision and the quality of life of residents.



#### Implementation Strategies

- How Willington will approach implementation of POCD strategies.

#### Additional POCD Guidance

During the process of preparing this POCD, the Planning and Zoning Commission expressed the following desires for this POCD:

1. Crafting a shorter, well-illustrated document to improve upon the user-friendliness of the 2008 POCD.
2. Recognize and incorporate, to the extent possible, the extensive community involvement in the 2008 POCD.
3. Incorporate the Natural Resource Inventory and other studies completed in the last decade.
4. Reducing repetition by placing strategies in one logical place and providing cross-references where needed.
5. Identifying who will be responsible for implementation of a specific recommendation.
6. Create a summary goal statement for each topic and then group all of these on the outside back cover for easy reference.

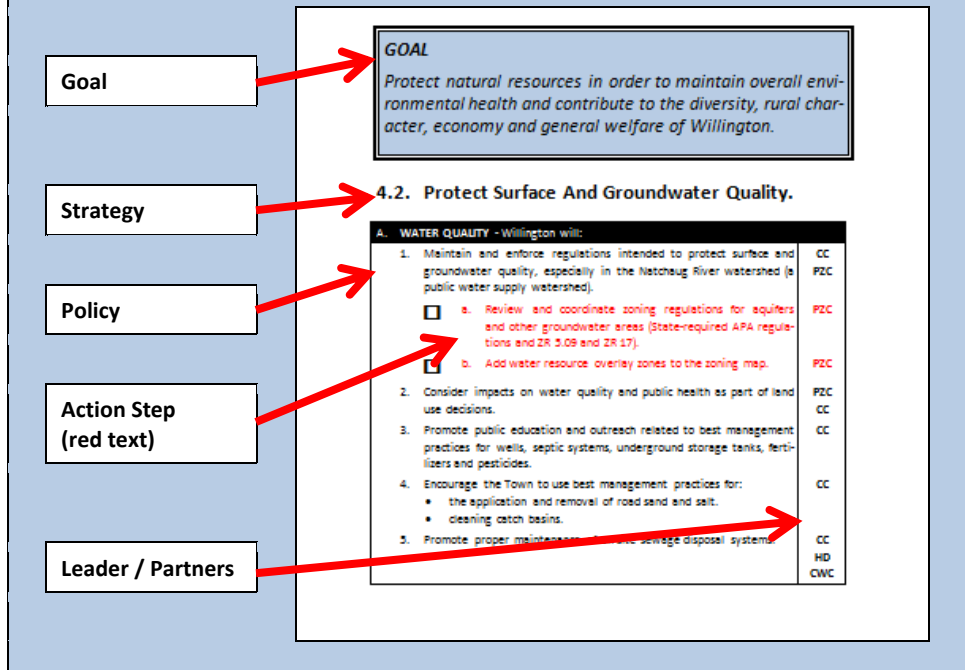


## POCD Recommendations

In the chapters that follow, the POCD identifies four types of recommendations:

- **Goal** – the overall purpose or outcome desired with regard to that topic.
- **Strategy** – a plan of action for accomplishing the goal.
- **Policy** - an *on-going* approach or position to help implement the strategy.
- **Action Step** – a *specific discrete task* which can be identified, initiated, managed, monitored, and completed to help implement the policy and/or strategy. The action steps are highlighted in red text to draw attention to the specific pro-active things that can be done to implement the POCD. The checkboxes are to highlight when they have been completed.

In addition, each policy and action step identifies leaders and partners. The top listed acronym is the “leader” and this is the organization with primary responsibility for implementation. The other acronyms are “partners” and these are other organizations involved in implementation. A legend for the acronyms used to identify leaders and partners is contained in the inside back cover.



Since a POCD is an advisory document, the use of the word “will” in the goals, policies and action steps in the chapters of the POCD imply intent and desire but it is not intended to connote a mandate.



# PROTECT NATURAL RESOURCES

# 4

Conservation of natural resources in Willington is important in terms of preserving environmental functions, protecting community character, and enhancing the quality of life for residents. Environmentally sound planning helps find an appropriate balance between conservation and development.

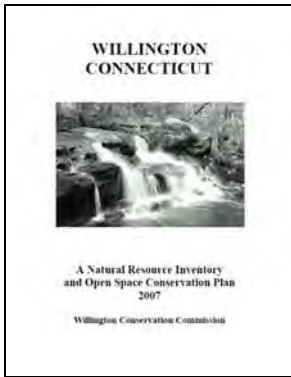
Natural Resources



Mark Palmer

## Conservation – Protect Natural Resources

### Natural Resource Inventory



The biggest threats to natural resources are:

- Climatic changes (outside of local control),
- Development changes, and
- Poor resource management.

Willington has a number of regulations in place to help preserve and protect natural resources at the time of development. For example, the Planning and Zoning Commission has adopted a definition of buildable land (and unbuildable land) which helps to correlate the amount of development on a parcel to the natural carrying capacity of the land. The resources included in this definition include wetlands, watercourses, floodplains, slopes steeper than 20%, soils with low percolations rates, and soils with shallow depth to groundwater.

### List of Maps

1. Streams, Waterbodies, Floodplains
2. Regional Drainage Basins
3. Drainage Sub-basins
4. Wetland and Steep Slope Soils
5. Aquifers (Stratified Drift)
6. Quinebaug Highlands Landscape
7. Land Cover
8. Productive Forest Soils
9. Endangered Species And Significant Natural Communities
10. Productive Wildlife Habitats And Corridors
11. Land in Agricultural Use
12. Productive Farmland Soils
13. Archeologically Sensitive Areas
14. Historic District And Properties
15. Committed Open Space
16. Conservation Priority Areas

Willington has also adopted some other regulations that help protect natural resources:

- Zoning setbacks from wetlands and watercourses.
- State-defined “aquifer protection regulations” and locally established water protection regulations.
- Requiring consideration of “low impact development” (LID) in new development of 5 acres or more.

### Natural Resource Inventory

Willington is fortunate to have a comprehensive Natural Resource Inventory (NRI) which was completed by the Conservation Commission in 2007 in order to:

- Identify important resources;
- Promote community awareness of the Town’s resources ;
- Create goals and recommendations to protect these resources;
- Generate active support for conserving these assets; and
- Provide decision makers with data to help make informed decisions.

**The maps in the NRI and the description of the various resources are hereby incorporated into this POCD for reference and more detailed explanation of the resources.**

The 2008 POCD was actually an amendment to the 2006 POCD to incorporate the 2007 NRI report. However, the strategies and recommendations were never fully coordinated between the 2006 POCD and the 2007 NRI report. Now that the strategies have been reviewed and refined as part of this POCD, the strategies in this POCD will supersede those in the NRI report. When the NRI is updated or new information becomes available, those new findings and recommendations can be used to inform the Planning and Zoning Commission and refine the overall natural resource protection strategies in this POCD.

## Conservation – Protect Natural Resources

Protection of water resources and water quality is the most important natural resource priority in Willington. This is because:

- water quality is an important measure of overall environmental health,
- most residents and businesses rely on on-site wells for their own water supply, and
- the Fenton River drains to a public water supply reservoir.

In the future, Willington intends to promote “low impact development” (LID) strategies as part of development projects (and public works projects) to help protect water quality and manage water quantity from runoff.

Map 4-1, “Hydrologic Soils Condition,” shows areas in Willington where the soil is naturally able (or unable) to support infiltration of rainwater and runoff. Since LID approaches seek to capture and treat stormwater runoff as close as possible to where the raindrop falls, this map provides insight into locations where this approach will be most beneficial.

Map 4-2, “Natural Resources,” shows the location of important natural resources. As stated previously, the maps in the NRI report should also be consulted for complementary information.

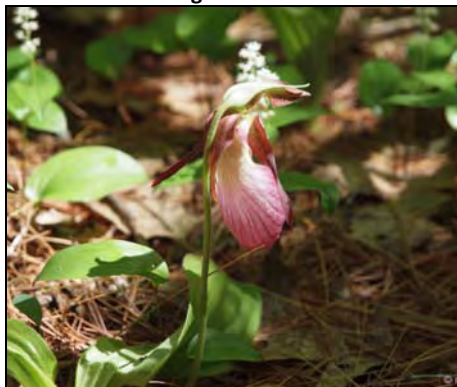
### **GOAL**

*Protect natural resources in order to maintain overall environmental health and contribute to the diversity, rural character, economy and general welfare of Willington.*

**Water Resource**



**Biological Resource**



Mark Palmer

## 4.1. Protect Surface And Groundwater Quality

<b>A. WATER QUALITY - Willington will:</b>	
1. Maintain and enforce regulations intended to protect surface and groundwater quality.	IWC APA PZC EHHD
<input type="checkbox"/> a. Review and coordinate zoning regulations for aquifers and other groundwater areas (State-required APA regulations and Section 5.09 and Section 17 of the Zoning Regulations).	APA PZC
<input type="checkbox"/> b. Add water resource overlay zones to the zoning map (State-required APA regulations and Section 5.09 and Section 17 of the Zoning Regulations).	PZC
2. Consider impacts on water quality and public health as part of land use decisions.	PZC APA IWC EHHD
3. Promote public education and outreach related to best management practices for wells, septic systems, underground storage tanks, fertilizers and pesticides.	EHHD CC
4. Encourage the use of best management practices for: <ul style="list-style-type: none"> <li>the application and removal of road sand and salt.</li> <li>cleaning catch basins.</li> </ul>	Town
5. Promote proper maintenance of on-site sewage disposal systems.	EHHD

*Legend of acronyms on inside back cover*

<b>B. LID (Water Quality) - Willington will:</b>	
1. Continue to promote “low impact development” (LID) strategies, where appropriate, to help protect water quality.	PZC
<input type="checkbox"/> a. Incorporate specific LID standards from the Connecticut Water Quality Manual into Section 4.20 of the Zoning Regulations.	PZC
<input type="checkbox"/> b. Consider modifying Section 5.03 of the Subdivision Regulations to refer to LID standards in the Zoning Regulations.	PZC
<input type="checkbox"/> c. Update engineering standards to incorporate “best management practices” for LID.	PZC

*Legend of acronyms on inside back cover*



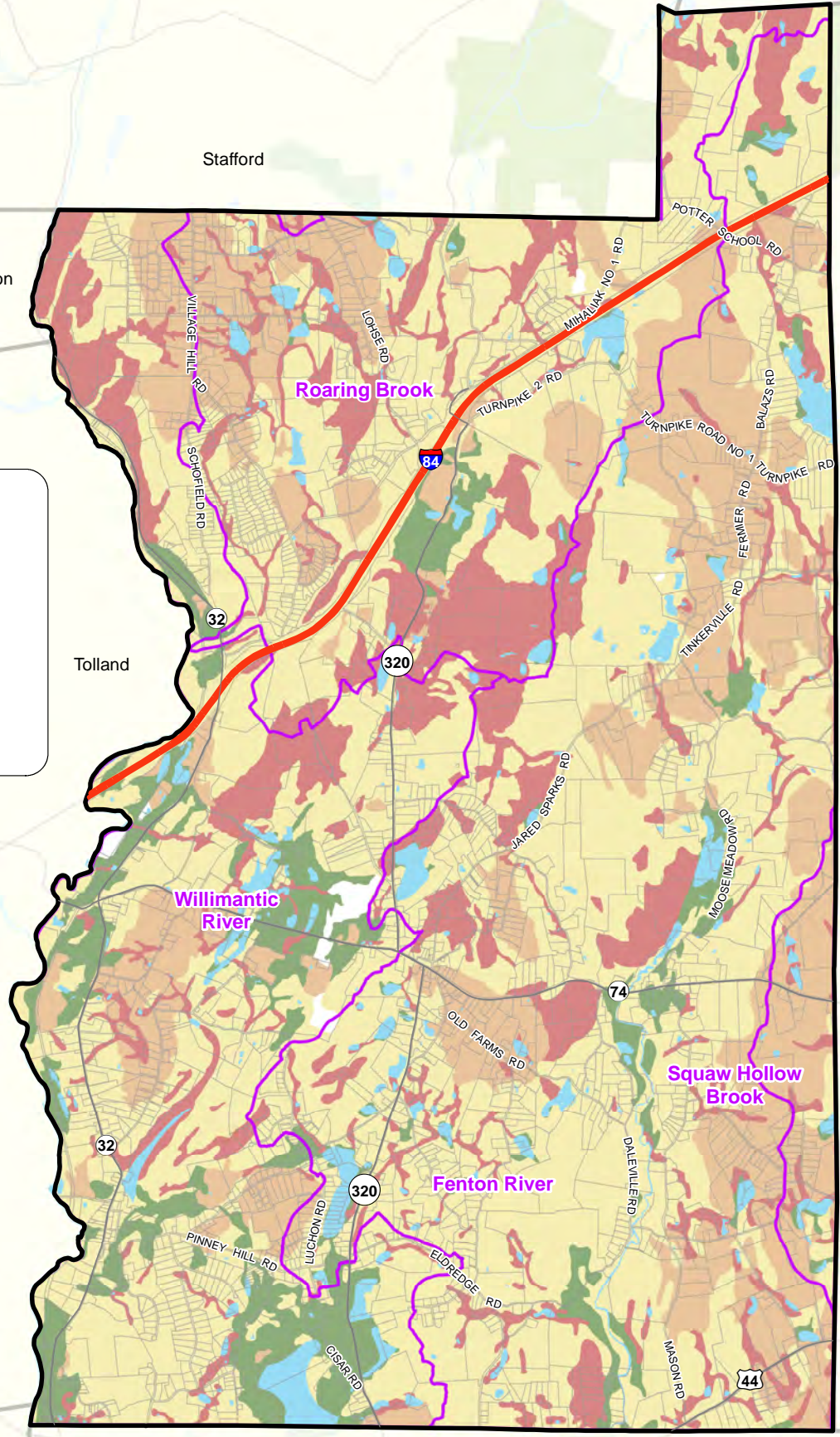
# Map 4-1 Hydrologic Soil Conditions

Willington, CT

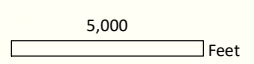


**Legend**

- Very Well Draining
- Well Draining
- Somewhat Restricted
- Restricted or Very Restricted
- No Soil Data
- Watershed Boundary



Hydrologic soil condition information is from the United States Department of Agriculture, Natural Resource Conservation Service. This information is suitable for community planning purposes but on-site soil investigation is needed for development activities.



## 4.2. Protect Water-Related Resources

A. WATER RESOURCES - Willington will:	
1. Preserve and protect watercourses and wetlands and their functions.	IWC
<input type="checkbox"/> a. Conduct an evaluation of wetland systems by watershed to quantify their functional value and prioritize protection efforts.	IWC
2. Maintain regulations and enforcement procedures regarding vegetation buffers between watercourses / wetlands and development or land disturbance (such as Section 4.13 and Section 4.23 of the Zoning Regulations).	PZC IWC

*Legend of acronyms on inside back cover*

B. FLOODPLAINS - Willington will:	
1. Continue to regulate activities in flood-prone areas in accordance with FEMA requirements.	PZC

*Legend of acronyms on inside back cover*

C. LID (Water Quantity) - Willington will:	
1. Promote “low impact development” (LID) strategies, where and when appropriate, to help manage water runoff and water quantity (prevent major increases in runoff quantity and prevent major decreases in stormwater infiltration).	PZC IWC PW
<input type="checkbox"/> a. Modify regulations to encourage the use of pervious surfaces and other appropriate LID techniques.	PZC

*Legend of acronyms on inside back cover*



# Map 4-2 Natural Resources

Willington, CT



Union

Stafford

Ellington

## Legend

-  Watercourse
-  Wetland
-  Steep Slope (15% or greater based on contours)
-  Natural Diversity Database (NDDB) Area
-  CT Level A Aquifer Protection Area
-  Stratified Drift Aquifer
-  Public Water Supply Watershed
-  100 Year Flood Zone
-  500 Year Flood Zone

Ashford

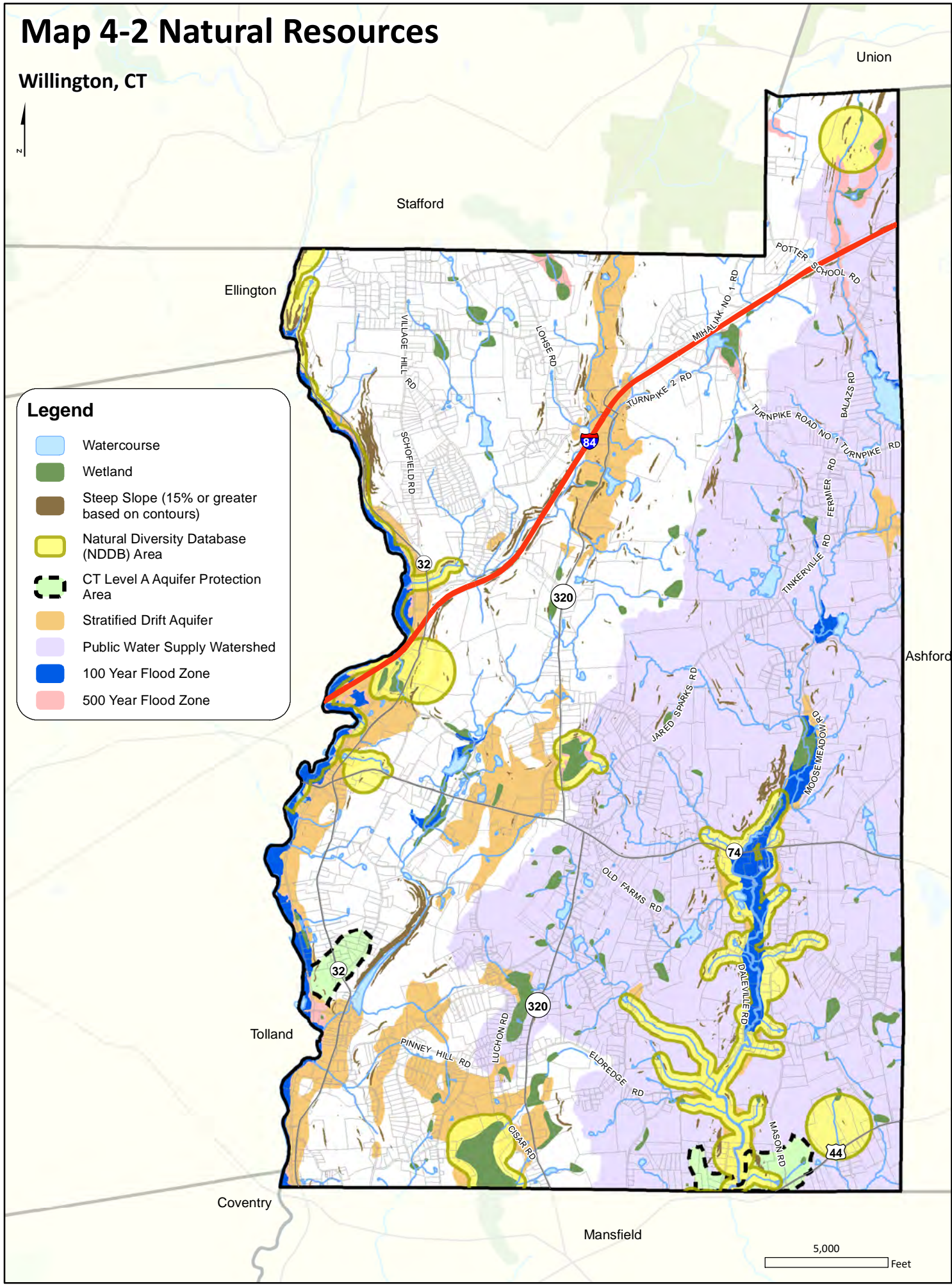
Tolland

Coventry

Mansfield

5,000

Feet



**Vernal Pools**

Vernal pools are temporary pools of water that provide habitat for certain plants and animals. Such wetland habitat is unique since its ephemeral nature (typically in the spring time) is important to the life cycle of the plants and animals found there.

For example, vernal pools do not support fish and so amphibian and insect species are thereby protected during their early life stages.

**Natural Diversity Database**

Map 4-2 on the preceding page shows “natural diversity database” areas.

The Natural Diversity Database, which is maintained by the Connecticut Department of Energy and Environmental Protection, contains information on the approximate locations of endangered, threatened and special concern species and significant natural communities in Connecticut.

This information is intended to be a pre-screening tool to identify potential impacts to state-listed species and to identify areas of potential conservation concern.

Since the DEEP maps are updated periodically (every 6 months or so) and new information is continually being added to the database, it is important to check the State website regularly.

**4.3. Protect The Overall Environment**

<b>A. LAND RESOURCES - Willington will:</b>	
1. Continue to protect steep slopes from development pressure.	PZC

*Legend of acronyms on inside back cover*

<b>B. NATURAL DIVERSITY - Willington will:</b>	
1. Continue efforts to preserve areas listed on the Natural Diversity Database (NDDDB) maintained by the Connecticut Department of Energy and Environmental Protection (DEEP) and special sensitive habitats and resources.	CC IWC PZC
<input type="checkbox"/> a. Modify the Zoning Regulations to require that NDDDB information be submitted on zoning applications.	PZC
<input type="checkbox"/> b. Update standards for the protection of vernal pool ecosystems into land use regulations.	IWC PZC
2. Seek to maintain wildlife corridors and minimize wildlife habitat fragmentation through design of development and provision of open space.	CC
3. Discourage the planting or sale of non-native invasive plant species and encourage the planting of native vegetation that supports local wildlife species.	CC IWC PZC
4. Educate landowners and others about sustainable forest management and wildlife conservation practices.	CC

*Legend of acronyms on inside back cover*

<b>C. IMPLEMENTATION - Willington will:</b>	
1. Maintain and update the Natural Resources Inventory as appropriate.	CC
2. Use natural resource maps in the decision making processes of Willington’s Inland Wetlands and Watercourses and Planning and Zoning Commissions.	PZC IWC
3. Encourage use of a “pre-application” process for proposed development within sensitive environmental areas.	PZC IWC
4. Encourage open space cluster and similar approaches to preserve natural resources and direct development away from sensitive areas.	PZC
5. Coordinate with local and regional natural resource protection agencies, groups, land trusts, and other organizations to protect natural resources.	CC

*Legend of acronyms on inside back cover*



# PRESERVE OPEN SPACE

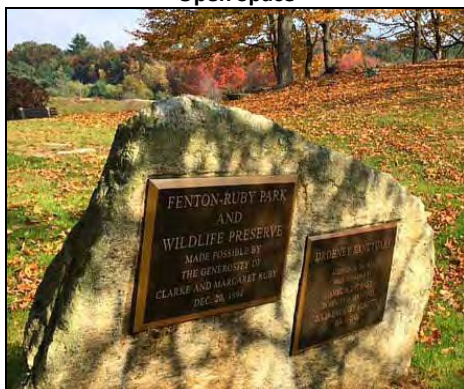
Open space, in adequate quantities and at appropriate locations, can help preserve the character of Willington and conserve important natural resources. It can also serve to protect water quality and enhance the quality of life by providing lands for passive recreation. Lastly, open space can provide economic benefits by improving property values. Willington treasures the open spaces it has preserved and the overall feeling of “open-ness” in the community.

Open Space

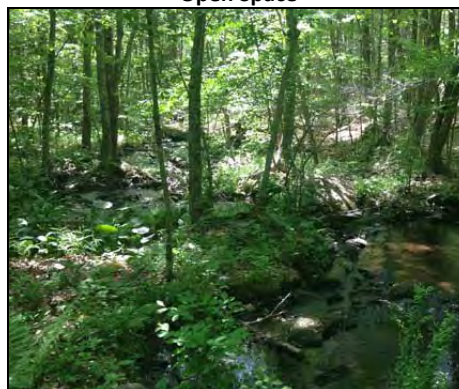


Mark Palmer

Open Space



Open Space



## Conservation- Preserve Open Space

### Significant Changes to Open Space Since the 2007 Natural Resource Inventory

The University of Connecticut placed fifty-year restrictive covenants effective February 2, 2010, on its Moss Forest acreage in Willington, now classified as Managed Open Space, and acquired the permanently protected land known as the "North Property" from Connecticut Forest and Park Association. There is limited public access to these properties along the portion of the Nipmuck Trail contained within them.

The Town of Willington purchased the 138-acre Royal Knowlton Preserve on Mason Road across from the University of Connecticut properties. This parcel includes a section of the Nipmuck Trail and some connecting trails developed by the Conservation Commission.

For the purposes of the POCD, open space can be defined in multiple ways:

- **Protected (or Committed) Open Space** - as defined in the 2007 NRI, "land or water that is permanently preserved in either a near-natural or agricultural state that is absent from commercial or residential development and where any development would be limited to agricultural structures or passive recreational improvements such as trails, swimming or picnic areas."
- **Managed Open Space** - land that is presently open and designated to remain so for an extended period.
- **Perceived Open Space** - land that is privately or publicly owned but that has no protection or commitment to remain as open space. The presence of this land creates a sense of complacency because residents tend to feel that a community "has a lot of open space" when, in fact, such land may be developed in the future.

As of October 1, 2016 total protected open space is 2,297 acres and managed open space is 323 acres, for a total of 2,620 acres, or 12% of the town's total land area (21,500 acres per digital mapping). Map 5-1, "Open Space," shows all of these properties including easement areas. A current listing of open space properties can be found on the Conservation Commission section of the Town of Willington website.

While there is no true standard of how much open space a community needs, the preservation of rural character is important to Willington residents. The POCD advocates that Willington strive to preserve 20% of the town's total land area, or about 4,300 acres, as committed open space.

### **GOAL**

*Preserve open space in order to protect important resources, enhance community character, and enhance the economy and quality of life in Willington.*

## Conservation- Preserve Open Space

### Tabulation of Protected and Managed Open Space October 1, 2016

Category	Protected Open Space (acres)	Managed Open Space (acres)	Public Access Allowed?
<b>State of Connecticut DEEP</b>	<b>1,162</b>		<b>Yes</b>
Nipmuck State Forest			
Nye-Holman State Forest			
Willimantic River Access			
<b>University of Connecticut</b>			<b>Limited</b>
Moss Forest		323	
North Property	96		
<b>Town of Willington</b>	<b>588</b>		<b>Yes</b>
Town Green			
Fenton-Ruby Park			
Royal Knowlton Preserve			
Talmadge Tract			
River Road Recreation Areas			
Subdivision Open Space			
<b>Joshua's Trust</b>	<b>58</b>		<b>Yes</b>
Tinkerville Brook			
Chenes Roches			
<b>Private w/ Conservation Easement</b>			
Easement to DEEP	11		No
Easement to Town	262		No
Easement to Joshua's Trust	120		No
<b>Totals</b>	<b>2,297</b>	<b>323</b>	

## 2007 Open Space Priorities

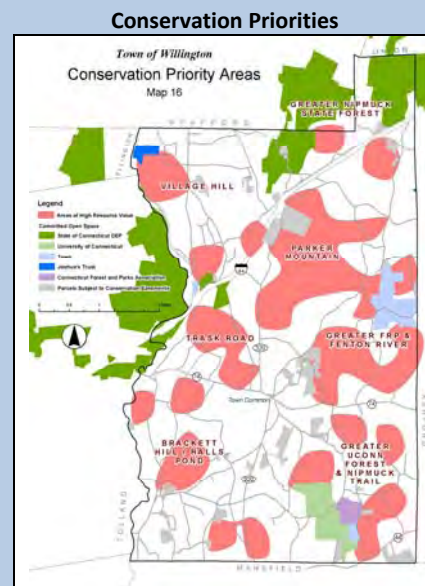
As part of the 2007 NRI, the Conservation Commission established a “point scheme” as a way to identify properties which might be higher priorities for open space preservation. As part of this process, large undeveloped parcels in town (25 acres or larger) were assigned a resource score based on totaling the points given for each of the following criteria below:

- Parcel between 25 – 50 acres in size (0.5 points)
- Parcel larger than 50 acres (1 point)
- Contains 10 acres or more of prime agricultural soils (1 point)
- Contains 25 acres or more of productive forest soils (1 point)
- Contains any wetland soils (1 point)
- Contains or is adjacent to a watercourse or water body (1 point)
- Overlies an aquifer protection area (1 point)
- Identified as an historic property (1 point)
- Adjacent to an area with endangered species from NDDB (1 point)
- Adjacent to existing open space (1 point)
- Adjacent to large (100+ acres) existing open space (additional 0.5 points)

Total scores ranged from 0.5 to 7.5 points for individual parcels. A total score of 5 points or more was considered to indicate the parcel had a high resource value.

Using this cutoff score, the Commission then identified generalized clusters of these parcels with high resource value and mapped them as conservation priority areas.

The Conservation Priority Areas (Map #16 in the 2007 NRI report) depicted these areas.



See pages 62-63 for discussion of ways to preserve open space at the time of development through a “residential density / conservation development” approach.



Conservation- Preserve Open Space

5.1. Preserve And Protect Open Space

Open Space Funding

The POCD recommends that Willington put monies into the “open space fund” as a way to have money set aside for open space preservation when the community wants or needs it.

Historically, Willington has “reacted” to properties becoming available and this has created a sense of crisis in the community rather than a thoughtful approach to preserving important open space lands.

The “reactive” approach used before (Fenton-Ruby and Knowlton) may not work in the future. Having an “open space fund” with available resources could be an important tool for Willington in the future.

A. PRO-ACTIVE APPROACHES - Willington will:	
1. Strive to implement the Open Space Conservation Plan prepared as part of the Natural Resource Inventory (2007) in terms of preserving at least 20 percent of the land in town as open space.	CC
2. Work with local land trusts and conservation organizations to educate landowners about land conservation options.	CC JT
3. Work with owners of land considered desirable for open space to explore means of preservation including acquisition, conservation easements, or purchase of development rights.	CC
4. Establish programs and procedures to support open space acquisition opportunities that will arise.	CC
<input type="checkbox"/> a. Strive to fund the municipal “open space fund.”	CC BOS BOF
<input type="checkbox"/> b. Identify specific properties that are desired for acquisition or permanent protection.	CC
5. Establish effective processes to adequately record, flag and enforce conservation easements.	CC
6. Coordinate and collaborate with land trusts and other entities to preserve open space.	CC
7. Seek potential funding sources (including state and federal grants) to preserve desirable open space.	CC BOS

Legend of acronyms on inside back cover

B. RE-ACTIVE APPROACHES - Willington will:	
1. Preserve open space (acquisition and/or easements) at the time of development (Section 5.15.2 of the Subdivision Regulations) where preserving land in that location makes sense: <ul style="list-style-type: none"> <li>• At least 20 percent open space in a “conventional” subdivision,</li> <li>• A higher open space requirement in an open space/cluster subdivision.</li> </ul>	PZC
2. Seek a “fee in lieu of open space” payment (Section 5.15.13 of the Subdivision Regulations) where preserving land in that location may not make sense with monies going into the open space fund.	PZC
3. Encourage or require (Section 6.02.1 of the Subdivision Regulations and Section 10.0 of the Zoning Regulations) the use of creative open space site designs that support open space goals and protect natural resources.	PZC CC

Legend of acronyms on inside back cover

**Greenways**

Greenways are linear open spaces that can provide a number of natural resource, open space, and other benefits.

Willington contains parts of three different State-designated greenway systems:

- **Nipmuck Trail** – a trail located in southeast Willington which is part of the Blue Blazed Trail System maintained by the Connecticut Forest and Park Association.
- **Willimantic River Greenway** – a greenway system along the Willimantic River and its tributaries to provide recreation, protect water quality, and provide for wildlife habitat.
- **Fenton River Greenway** - a greenway system along the Fenton River and its tributaries to provide recreation, protect water quality, and provide for wildlife habitat.

## 5.2. Strive To Create An Open Space “System”

A. <b>OVERALL RESOURCE VALUE</b> - Willington will:	
1. Focus on protecting land areas with the highest resource value as identified on the Open Space Conservation Plan prepared as part of the Natural Resource Inventory (2007).	CC

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B. <b>WILDLIFE HABITAT</b> - Willington will:	
1. Seek opportunities to protect land with significant value for wildlife habitat such as: <ul style="list-style-type: none"> <li>• Land with important resources identified in the Natural Diversity Database maintained by DEEP.</li> <li>• Land contiguous with protected open space, such as the Fenton-Ruby Wildlife Preserve.</li> <li>• Parcels with large forest blocks, grass lands, and shrubby fields.</li> </ul>	CC
2. Work with other organizations to encourage the University of Connecticut to place permanent or long-term protection on the Moss Forest acreage in Willington.	Town BOS CC

*Legend of acronyms on inside back cover*

C. <b>GREENWAY SYSTEM</b> - Willington will:	
1. Seek to connect open spaces with each other to the greatest extent possible to establish an overall greenway system for wildlife habitat, recreation, exercise, and alternative transportation.	CC
2. Identify and establish greenways that link open space within Willington, as well as with adjoining communities.	CC
3. Seek additional open space that provides access to the Willimantic River.	CC
4. Work regionally with other organizations and towns to connect and expand greenways.	CC
5. Encourage the establishment of a linear trail along the Willimantic River.	CC PRC

*Legend of acronyms on inside back cover*

D. <b>TRAILS</b> - Willington will:	
1. Seek to create an interconnected network of multi-purpose trails and other public ways for residents and visitors.	CC
<input type="checkbox"/> a. Publish maps with useful information about trails and access points for residents and visitors.	CC PRC

*Legend of acronyms on inside back cover*

# Map 5-1 Open Space

Willington, CT



Stafford

Union

Ellington

## Legend

### Protected Open Space

- State of Connecticut DEEP
- University of Connecticut
- Town of Willington
- Joshua's Trust
- Easement Area

### Managed Open Space

- University of Connecticut

Tolland

Ashford

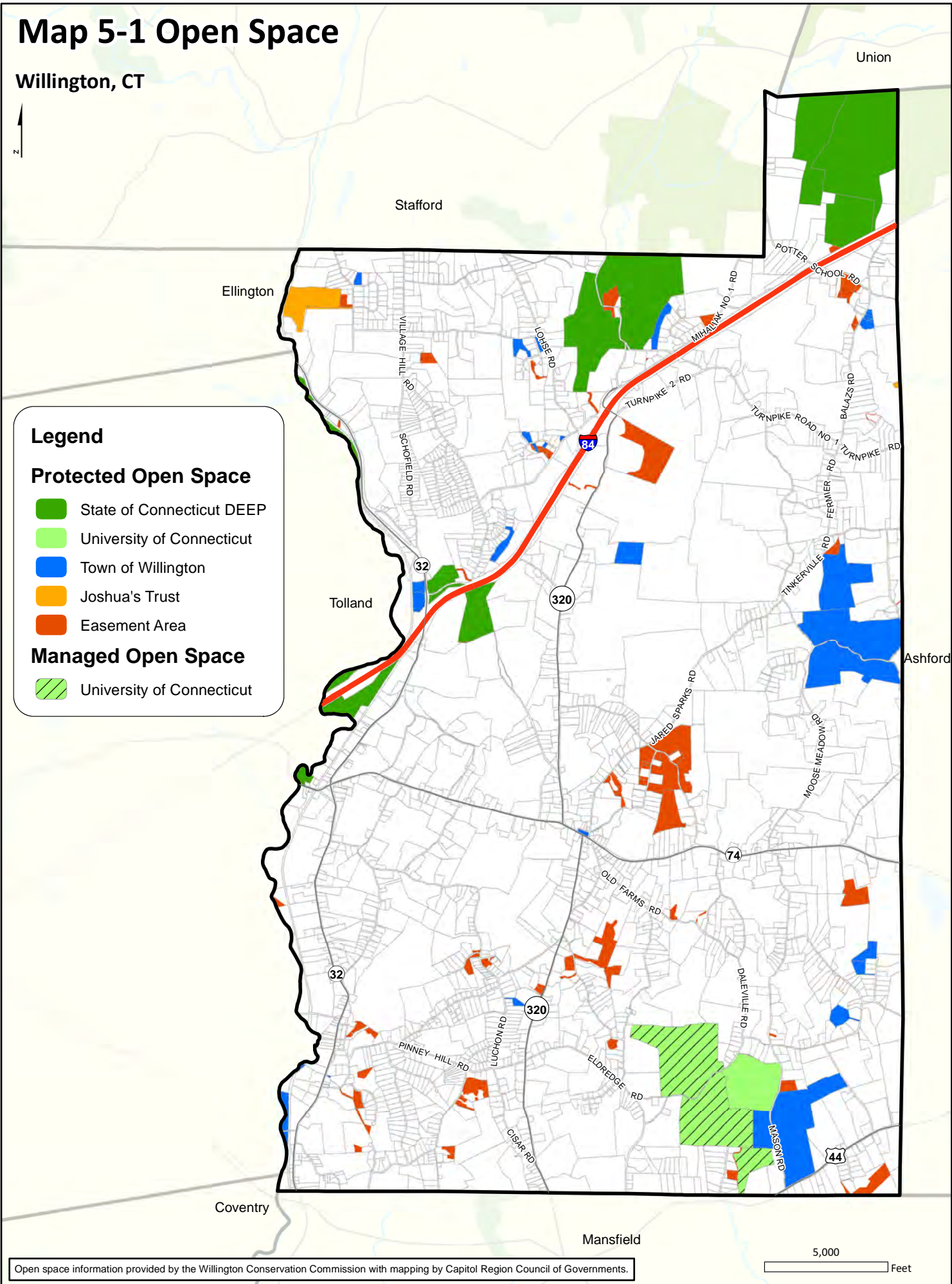
Coventry

Mansfield

Open space information provided by the Willington Conservation Commission with mapping by Capitol Region Council of Governments.

5,000

Feet



Land Management Plans

The POCD advocates for the preparation of “land management plans” for open space parcels in order to:

- identify important resources on each parcel,
- ascertain use potential (habitat only, timber management, passive use, active use, etc.), and
- recommend management strategies.

As management plans are prepared, the resources necessary for management of the parcels will become clearer. Management plans can be prepared before or after acquisition,

Management plans can help Willington (and other organizations) be good stewards of the land and not necessarily limit future uses or options.

### 5.3. Maintain And Enhance Open Space Areas

A. <b>OVERALL</b> - Willington will:		
1.	Effectively manage open space resources by maintaining a comprehensive database of information to address the unique needs of each open space area.	<b>CC</b>
	<input type="checkbox"/> a. Prepare a model “land management plan” template.	<b>CC</b>
	<input type="checkbox"/> b. Establish “land management plans” for Town-owned open space areas.	<b>CC</b>
	<input type="checkbox"/> c. Encourage “land management plans” be prepared for open space preserved as part of a subdivision.	<b>CC</b>
2.	Continue to encourage Town ownership of open space in order to provide the greatest control and the greatest benefit to the community (such as public access).	<b>CC</b>
3.	Continue cooperative ventures with other groups for development of passive recreational opportunities on existing open space lands.	<b>CC DEEP</b>
4.	Expand water based recreation sites within the current resource protection requirements in order to preserve and enhance appreciation of our water resources.	<b>PRC CC</b>

*Legend of acronyms on inside back cover*

**Open Space**



**Open Space**





# MAINTAIN AND ENHANCE COMMUNITY CHARACTER

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# 6

Although every Willington resident may have their own perception and interpretation of exactly what “community character” means to them, some common elements have been identified.

**Rural Character**



© mannanhs

Mark Palmer



## Conservation - Maintain And Enhance Community Character

Character resources in Willington likely include the following:

**Natural Resources** - Discussed previously.

**Perception Of Open Space** – In addition to the strategies discussed previously, encouraging the retention of undeveloped land is an important strategy that will help maintain and enhance community character.

**Building and Site Design** – For uses other than single-family residences, Willington uses the “Special Permit” process to seek building and site designs that will enhance community character. There are no architectural guidelines describing desired outcomes.

**Historic Resources** – Willington has the following recognized historic resources (as shown on Map #14 in the 2007 Natural resource Inventory report):

- Willington Common – a district included on the National Register of Historic Places (a mostly ceremonial designation) and smaller area designated as a local historic district (where certain activities require a Certificate of Appropriateness from the local Historic District Commission).
- South Willington - a district included on the National Register of Historic Places (a mostly ceremonial designation) in 2017.
- East Willington – an area included on the State Register of Historic Places (a mostly ceremonial designation).
- 126 individual structures and/or sites of historic significance identified by the Willington Historical Society.
- Several archeological sites reflecting some of the industrial operations located in Willington in centuries past.

Archeological resources are not as visible as historic structures but are important to preserve and protect as well. The Subdivision Regulations (Section 5.14 and 3.03.1) require consideration of archeological resources at the time of development.

**Farms and Farmland Soils** – Farms and agricultural lands contribute to community character, preserve the rural landscape, enhance the regional economy, and help make the region more self-sufficient in its food supply. While farms only generate modest tax revenue to a municipality, their service demands are very low and they are more “fiscally positive” than some forms of residential development which require more in service expenditures than they provide in tax revenue. Since the economics of farming are challenging, it is very important for Willington to be vigilant about supporting local farms and farming. This includes preserving farmland soils so that they will be available for future generations of farmers.

## Conservation - Maintain And Enhance Community Character

**Sand and Gravel Operations** - Willington has several areas with sand and gravel deposits and these areas can be targeted for mining operations and so it is important to have appropriate regulations in place to guide such activities to suitable locations, ensure that the excavation operation is conducted in a proper manner, and guarantee the site is restored upon completion.

**Scenic Features** – Willington has scenic resources and scenic features that contribute to community character. This includes scenic views, forests, pastures, watercourses, gravel roads, stone walls (which serve as visual reminder of areas once host to fields, pastures and livestock), and other features. Section 5.14 of the Subdivision Regulations provide for consideration of stone walls at the time of development.

The POCD recommends that attributes that contribute to the overall community character of Willington be maintained and enhanced.

### **GOAL**

*Maintain and enhance the overall character of Willington by preserving and protecting the resources and features that contribute to its overall ambience and quality of life.*

Scenic Area



Rural Character



**State / National Registers of Historic Places**

The National Register of Historic Places (NRHP) identifies resources significant in the history of the nation. The State Register of Historic Places (SRHP) identifies resources significant in the history of the state.

These designations are not regulatory in nature and only directly affect activities involving federal and/or state funding. Property owners may be eligible for tax benefits for improvements to these resources.

The designations may be for districts (areas containing multiple properties) or for individual properties.

**Local Historic Districts**

A local historic district is regulatory in nature and a local Historic District Commission regulates exterior changes in view from a public street. A super-majority of property owners must consent to the establishment of a local historic district.

A local historic property may be similarly protected or may be protected by ownership, easement, or other means consented to by the property owner.

**6.1. Protect Historic And Archeologic Resources**

<b>A. HISTORIC RESOURCES –Willington will:</b>	
1. Promote sensitive ownership and stewardship of historic resources.	HS HDC
2. Strive to protect and preserve historic resources since they contribute to Willington’s overall character and sense of place.	HS HDC
<input type="checkbox"/> a. Establish and maintain an inventory of the town’s historic and architectural resources.	HS
<input type="checkbox"/> b. Consider adoption of a Demolition Delay Ordinance for certain buildings or structures (older than a certain age, listed individually, or other criteria).	BOS
<input type="checkbox"/> c. Consider tax and zoning incentives for historic properties if it would help preserve historic structures.	BOS BOF PZC
3. Promote awareness of Willington’s historic sites, structures and districts.	HS
4. Support the listing of sites and districts on the National Register of Historic Places and the State Register of Historic Places.	Town
5. Support the Willington Historic District Commission (a regulatory entity) in their efforts to protect historic sites and areas.	Town

*Legend of acronyms on inside back cover*

<b>B. ARCHEOLOGIC RESOURCES –Willington will:</b>	
1. Strive to preserve and protect archeologic resources since they are an important part the history of Willington and Connecticut.	HS PZC

*Legend of acronyms on inside back cover*

**Willington Common**

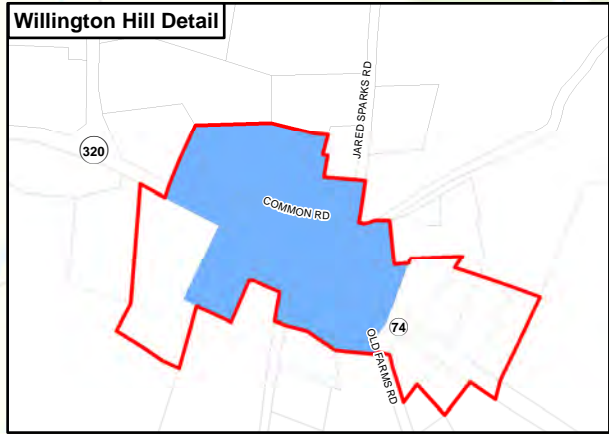


**Historic Building**








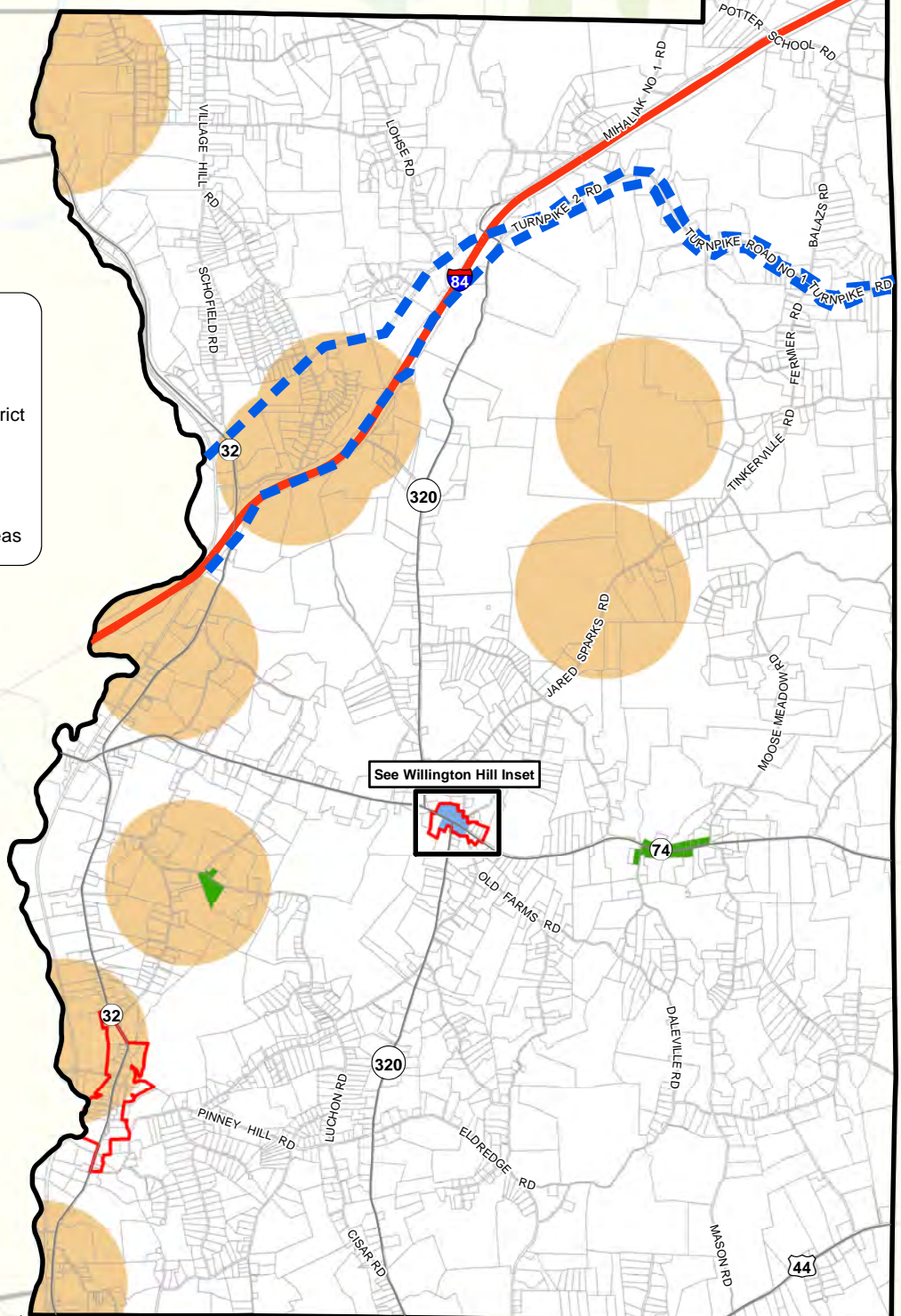
# Map 6-1 Historic Resources

Willington, CT

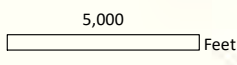


**Legend**

-  Hartford Road (1691-1718)
-  National Register Historic District
-  State Register Historic District
-  Local Historic District
-  Archaeologically Sensitive Areas



See Willington Hill Inset



Stafford

Ellington

Tolland

Coventry

Mansfield

Union

Ashford



## 6.2. Preserve Farmland And Agriculture

A. FARMS – Willington will:	
1. Support the continuation of agriculture as an economic activity in Willington.	Town
2. Continue to use the Public Act 490 “farmland tax valuation” program to encourage the retention of working farms.	Town
3. Work with local farmers and others to identify other mechanisms to support farmers and farming and preserve agricultural lands.	CC
<input type="checkbox"/> a. Consider adopting a “right to farm” ordinance to help support farming operations.	BOS
4. Promote regional opportunities to market locally-grown farm products.	EDC CC
5. Provide for agricultural activities (such as community garden or hay-ing opportunities) on suitable town-owned open space.	PRC CC BOS
6. Encourage the retention of quality agricultural soils for agricultural use.	CC
7. Encourage use of the Purchase of Development Rights Program administered by the Connecticut Department of Agriculture (and other programs) to permanently preserve farm parcels from development.	CC
8. If development is proposed, use techniques such as open space / cluster development to help preserve working farms and help preserve prime or important agricultural soils that could be utilized for commercial farming.	PZC

*Legend of acronyms on inside back cover*

**Preparing For Winter**



*Mark Palmer*






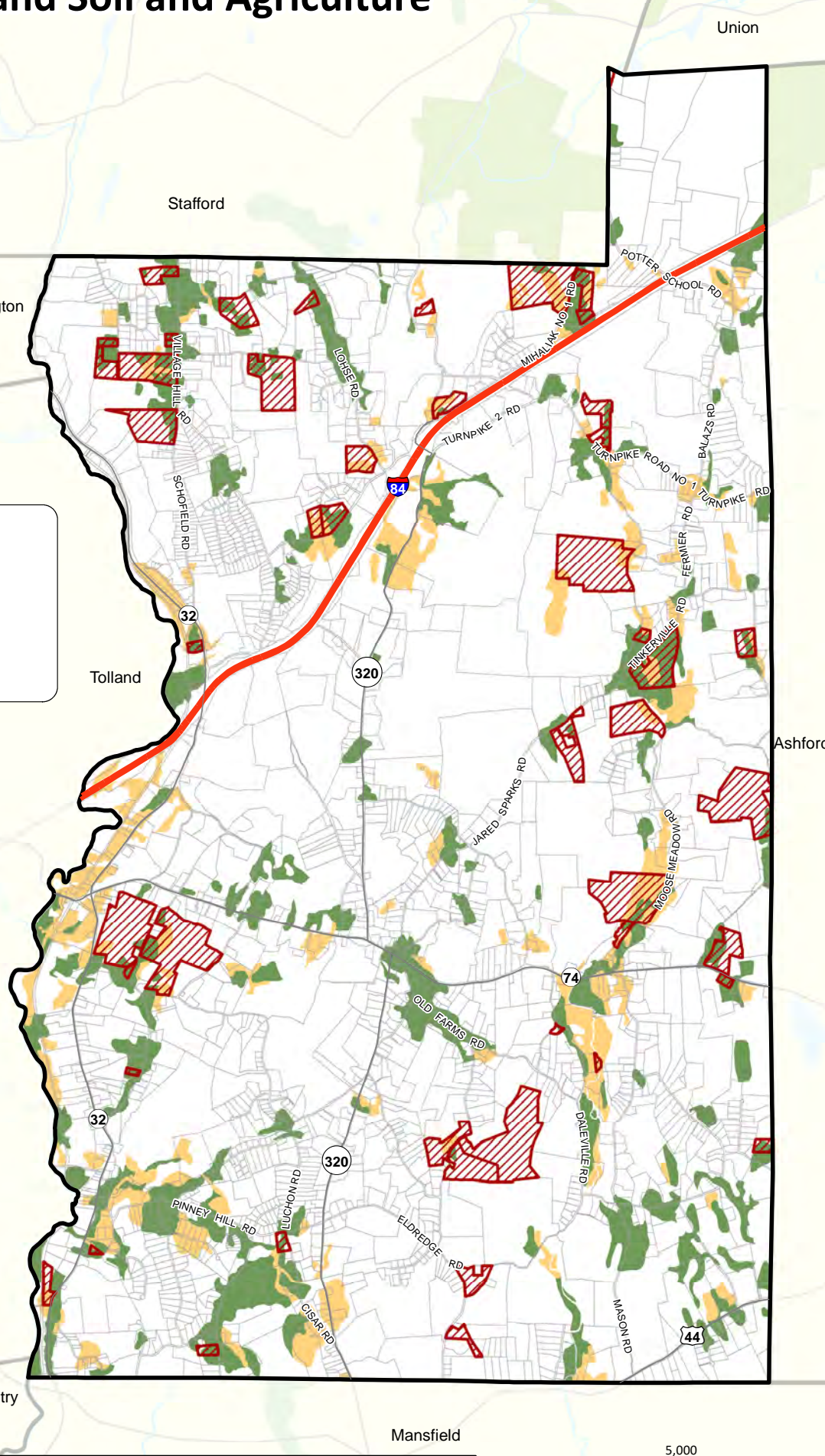
# Map 6-2 Farmland Soil and Agriculture

Willington, CT



## Legend

-  Agricultural Land Use
-  Prime Farmland Soil
-  Statewide Important Farmland Soil



Agricultural land use means that at least a portion of the property is recognized by the Assessor (as per PA-490) as being in agricultural use.

5,000

Feet

**Towers And Character**

Willington recognizes that wireless communication services have become an important means of communication and that towers are typically used to provide such services over a broad area.

The Town wishes to allow for the availability of wireless communications service while seeking the least obtrusive means of having such service available.

Willington seeks to encourage or require the siting of wireless telecommunications facilities in ways that will:

1. Allow for permitting of locations which are:
  - a. the least visually obtrusive.
  - b. least disruptive to the public health, safety, and welfare, and
  - c. consistent with the Plan of Conservation and Development.
- b. Protect the Town's visual quality and minimize any adverse visual impacts through proper design, siting, and screening.
- c. Minimize the number of towers, especially ground-mounted towers, and instead encourage siting on tall structures such as silos.
- d. Restrict the height to that needed to establish opportunities for co-location of multiple carriers.
- e. Provide for the orderly removal of abandoned antennas and towers.

**6.3. Protect Other Character Resources**

<b>A. OVERALL –Willington will:</b>	
1. Strive to preserve natural resources, open space, and other characteristics that contribute to community character.	CC IWC PZC
<input type="checkbox"/> a. Consider the need for a Town ordinance to address “blighted” properties, should they occur.	BOS
2. Use techniques such as open space cluster zoning, conservation easements, and purchase of development rights to protect archaeological, historical, and other character resources.	PZC

*Legend of acronyms on inside back cover*

<b>B. SCENIC RESOURCES –Willington will:</b>	
1. Preserve scenic views, vistas and resources that enhance the overall character of Willington.	Town
<input type="checkbox"/> a. Consider a Town ordinance to preserve stone walls along roadways.	CC BOS
<input type="checkbox"/> b. Consider adopting “siting principles” to guide possible future siting of telecommunication towers in Willington.	CC PZC
2. Preserve scenic roads.	CC PW
<input type="checkbox"/> a. Inventory scenic roads in Willington.	CC
<input type="checkbox"/> b. Consider establishing a scenic road ordinance.	BOS
<input type="checkbox"/> c. Seek to maintain the scenic characteristics of identified scenic roads.	PW DOT
3. Preserve stone walls and other cultural resources that contribute to community character.	Town
4. Continue preserving and maintaining the remaining gravel roads in town.	PW PZC
5. If development is proposed, use techniques such as open space cluster zoning to preserve scenic areas and features.	PZC

*Legend of acronyms on inside back cover*



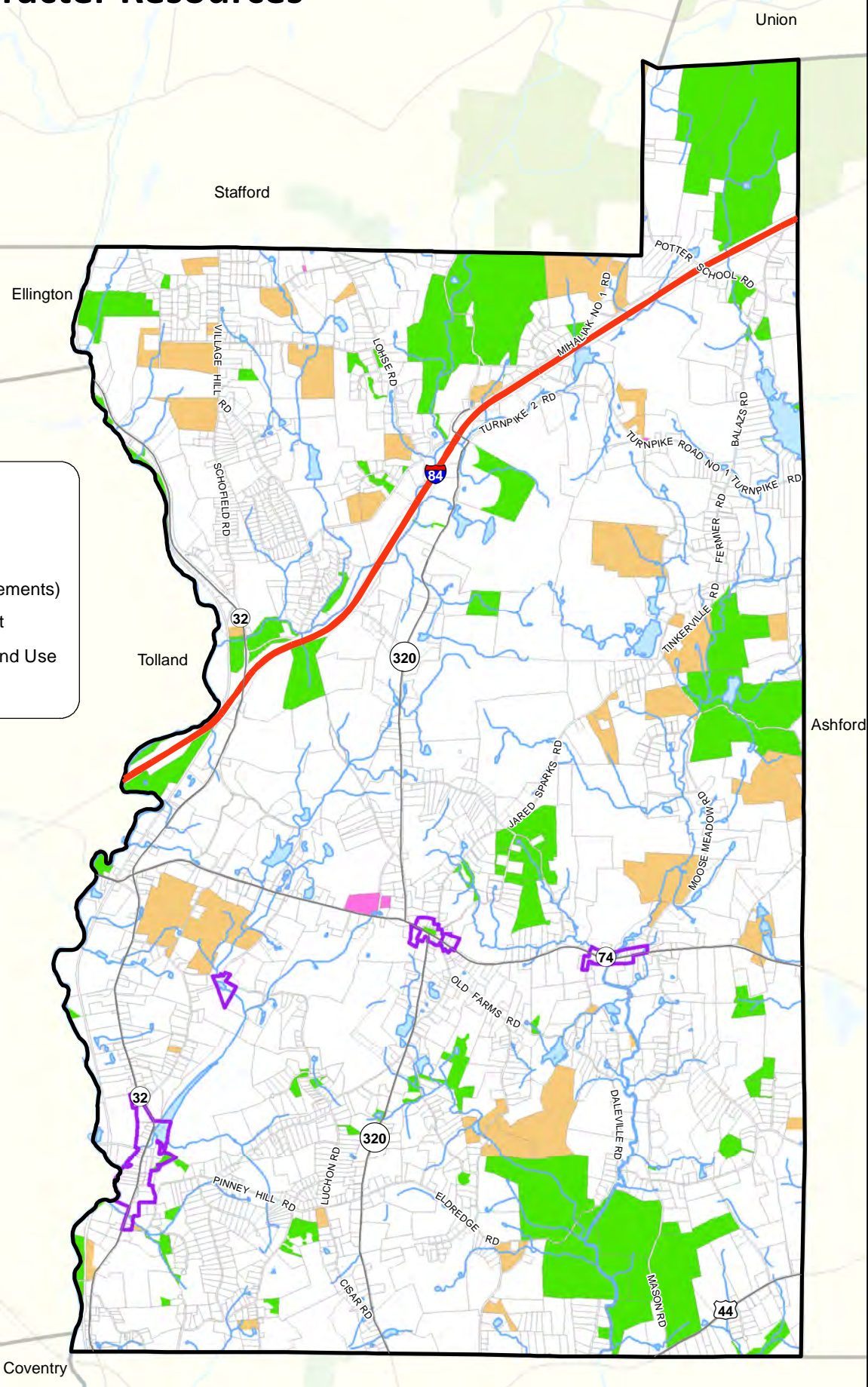
# Map 6-3 Character Resources

Willington, CT

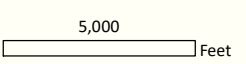


**Legend**

- Watercourse
- Open Space (including easements)
- Historic District
- Agricultural Land Use
- Cemetery



Scenic views and scenic roads not mapped at this time.



## Conservation - Maintain And Enhance Community Character

### PA-490

Public Act 490, enacted in 1963, allows owners of farmland, forestland and other land designated by a municipality (called the “open space” component) to be taxed at its “current use” value, rather than its highest and best use (“market value”).

This program makes it less expensive for owners to retain undeveloped land and this undeveloped land contributes to community character.

C. UNDEVELOPED LAND –Willington will:	
1. Continue to use the Public Act 490 “forest land tax valuation” program to encourage the retention of large parcels of forest land (25+ acres).	<b>Town</b>
2. Continue to use the Public Act 490 “open space land tax valuation” program to encourage the retention of undeveloped private land.	<b>Town</b>

*Legend of acronyms on inside back cover*

D. TREES / VEGETATION –Willington will:	
1. Recognize the importance of trees and vegetation to Willington’s overall character and environment and to public health.	<b>CC PZC</b>
2. When development occurs, protect significant trees from damage and consider requiring that multiple trees be planted for any tree removed.	<b>PZC</b>
3. Encourage the planting of native species and discourage the planting of invasive species.	<b>CC IWC PZC</b>

*Legend of acronyms on inside back cover*

E. NOISE / LIGHT POLLUTION –Willington will:	
1. Promote a “dark skies” approach to artificial lighting.	<b>Town</b>
2. Discourage residential glare and light trespass.	<b>Town</b>
3. Continue to manage noise transmission from land use activities	<b>Town</b>
<input type="checkbox"/> a. Consider submitting the noise provisions in the Zoning Regulations to DEEP for review.	<b>PZC</b>

*Legend of acronyms on inside back cover*

### Community Character



*Mark Palmer*



## Conservation - Maintain And Enhance Community Character

F. COMMUNITY DESIGN –Willington will:	
1. Promote good community design.	PZC
<input type="checkbox"/> a. Enact architectural / site design guidelines (can be introduced from other communities) which inform applicants of what is expected from a design perspective and promote appropriate development.	PZC
<input type="checkbox"/> b. Consider the establishment of one or more “village districts” to help promote good community design.	PZC

*Legend of acronyms on inside back cover*

### Possible Resource For Rural Design



### Possible Resource For Rural Design



### Importance of Design

The character of a community evolves over long periods of time.

As a result, character is the result of incremental changes involving many decisions made by many individuals over the course of many years. All decisions, from the seemingly inconsequential to the most profound, make a difference.

As a result, it is important to consider the long term impacts of building design on this place we call Willington.

### Village Districts

A “village district” is a special type of zoning district in Connecticut where a Commission is allowed to exercise aesthetic controls provided:

- The characteristics of the area which justify the establishment of a village district are identified in the POCD,
- The establishment of a village district is recommended in the POCD, and
- The Commission uses a “village district consultant” to help them evaluate aesthetic issues associated with a development proposal.



## Conservation - Maintain And Enhance Community Character

<b>G. COMMUNITY SPIRIT –Willington will:</b>	
1. Seek ways to maintain and enhance community pride and spirit.	<b>Town</b>
2. Encourage community and civic activities that promote and enhance community spirit.	<b>Town</b>
3. Encourage programs or services that bring the community together and allow people to celebrate the good things about Willington.	<b>Town</b>
4. Strive to keep people involved in the community as participants and volunteers.	<b>Town</b>

*Legend of acronyms on inside back cover*

<b>H. EXCAVATION SITES –Willington will:</b>	
1. Maintain regulations to ensure that sand and gravel operations are conducted in a proper manner and that site restoration upon completion is guaranteed.	<b>PZC</b>

*Legend of acronyms on inside back cover*

## STRENGTHEN VILLAGES

# 7

For the first century of Willington’s existence as a municipality, Willington Hill was the main focal point of the community. The “meetinghouse” was the place where religious and community affairs were conducted and people congregated here regularly. Although not quite centrally located, this was the place where the residents, mostly subsistence farmers, met as a community.

Over time, new focal points emerged. Mills were established where water power could be taken advantage of. People would congregate at saw mills, grist mills, and fulling mills to meet community needs.

Then, with the “industrial revolution” in the 1800s and the emergence of the railroad as a way to move raw materials and finished products, larger scale industrial operations became feasible. Due to local ingenuity and inventiveness, South Willington became a center for thread manufacture and this attracted workers. South Willington became the economic focal point in the community.

Village-type development patterns create places with a “sense of place” and these areas then become the basic building blocks of a successful community. Each village can and should be different to reflect the unique setting and history associated with each location.

The Plan recommends that Willington maintain and enhance village-type development patterns in South Willington, Willington Hill and West Willington.

### **GOAL**

*Foster village-type development patterns in South Willington and West Willington.*

**Sense of Place**

According to Wikipedia, the term “sense of place” refers to the character of a geographic place that makes it special or unique and fosters a sense of human attachment and belonging.

Places said to have a "sense of place" have a strong identity and character that is felt by local inhabitants and by visitors.

Places that lack a "sense of place" tend to have no special relationship to the places in which they are located - they could be anywhere. According to a famous quote from Gertrude Stein, "there is no there there."

## Common Elements Of Villages

**A. An Appropriate Basic Structure**

1. Centrally located at or near the intersection of major roads.
2. Organized around a comfortable walking distance for people (about ½ mile).
3. Having a compact core or focal point with higher intensity / mixed uses.

**B. Intensity & Mix of Use**

1. An intensity of use (a critical mass) in the village that creates a focal point.
2. A variety and mix of uses that creates an active environment.
3. Community focal points such as libraries, schools, recreation areas, fire houses, and places of worship that complement other uses and create activity.

**C. A Pedestrian-Oriented Streetscape**

1. Configured for people with streets, buildings, and spaces scaled proportionally for human users (not automobiles).
2. Having a sidewalk network (or “public realm”) that encourages pedestrian movement and opportunities for people to interact.
3. Having streetscape amenities (such as planters, benches, lighting, overhangs, display windows) that encourage use and enjoyment of the street as a place to congregate.

**D. Appropriate Building Design**

1. Buildings in the core area that are close to the street to create a sense of enclosure and scale.
2. Building facades that orient to the sidewalk in the core area and present a visual experience for pedestrians, as continuous as possible.
3. Building materials and designs that are harmonious, complement the streetscape, and have inviting entrances, windows, and sidewalk activities (such as dining areas or sidewalk displays).
4. Narrow lots and minimum setbacks that produce variety and a pedestrian-friendly streetscape (with rear areas used for parking and service).

**Inappropriate Streetscape For A Village?**



**Appropriate Village Streetscape?**



## Common Elements Of Villages (continued)

### E. Coordinated Parking

1. Adequate shared parking to meet the needs of users at different times of day and days of week.
2. On-street parking (where feasible) which invites people, calms traffic, encourages retail activity, and buffers pedestrian areas from through traffic.
3. Interconnected parking areas to the rear of buildings with appropriate way-finding tools.

### F. “Context-Sensitive” Transportation

1. Roads configured for a village setting (narrower lanes, slower speeds) using a “complete streets” philosophy where streets are designed for users.
2. Provisions for pedestrians (cross-walks, signals, etc.) and for bicycles (marked bike lanes, bike racks, etc.).
3. Bus, rail, and other forms of transit integrated into the village core with places to purchase coffee and news-papers, and other amenities.
4. Extreme sensitivity to pedestrian versus automobiles (turning lanes, mid-block curb cuts, sidewalk materials at driveways, etc.)

### G. Appropriate Infrastructure

1. Public utilities, where feasible, to enable an appropriate built environment.
2. Shared utilities, where feasible, to enable an appropriate built environment.
3. Underground utilities, where feasible, to help reinforce the overall village character.

**Inappropriate Parking Configuration  
For A Village?**



**Appropriate Parking Configuration  
For A Village?**



South Willington

Many of the recommendations for South Willington come from the Vibrant Communities Initiative (“VCI”) study of South Willington prepared by a team led by The Cecil Group from Boston, Massachusetts.



Village Districts

Since being legislatively authorized in 1998, village districts have been established in at least the following Connecticut communities:

- Branford
- Brooklyn
- Hebron
- Madison
- New Canaan
- Norfolk
- Portland
- Ridgefield
- Rocky Hill
- Tolland
- Waterford
- Wilton

## 7.1. Strengthen South Willington As A Focal Point

A. SOUTH WILLINGTON –Willington will:	
<p>1. Promote the South Willington village area as a mixed-use, pedestrian-friendly, village-style environment to:</p> <ul style="list-style-type: none"> <li>• create a community focal point,</li> <li>• provide a logical location to help address business and housing needs, and</li> <li>• diversify and strengthen the economic and social vitality of the village area.</li> </ul>	<p><b>PZC EDC</b></p>
<p><input type="checkbox"/> a. Consider establishing a new zoning district in South Willington that:</p> <ul style="list-style-type: none"> <li>• recognizes prevailing lot sizes and setbacks,</li> <li>• encourages mixed-use <i>buildings</i> (or mixed use developments if in a village-style pattern),</li> <li>• requires that buildings be situated closer to the road,</li> <li>• encourages or requires parking to the side or behind buildings (and limits or prohibits parking in front of buildings), and</li> <li>• removes impediments to village-type development (such as parking requirements that may be preventing re-use / redevelopment).</li> </ul>	<p><b>PZC</b></p>
<p><input type="checkbox"/> b. To maintain the intrinsic village character of South Willington, consider whether it makes sense to:</p> <ul style="list-style-type: none"> <li>• establish protections (such as a “village district” as authorized by CGS Section 8-2j), and</li> <li>• extend any such provisions beyond business and/or institutional development.</li> </ul>	<p><b>PZC</b></p>
<p><input type="checkbox"/> c. Undertake special studies, as needed, to:</p> <ul style="list-style-type: none"> <li>• prepare concept plans to better understand housing opportunities.</li> <li>• configure the streetscape for a pedestrian-oriented, mixed-use village more than a state highway.</li> <li>• investigate the feasibility of one or more shared (community) septic system(s) in South Willington.</li> <li>• consider ways to expand the public water distribution system.</li> <li>• improve broadband access and capacity.</li> </ul>	<p><b>PZC EDC</b></p>
<p>2. If Hall Memorial School is proposed or considered for adaptive reuse (the building reverts to the heirs if the Town does not use the building for a school), encourage reuse of the building as residential to help provide a solid anchor to the south end of the village.</p>	<p><b>PZC Town</b></p>
<p>3. As studies are completed, seek grant funding to defray the cost of improvements (such as sidewalk replacement, slowing vehicular traffic, and providing safe pedestrian crossings).</p>	<p><b>Town</b></p>

*Legend of acronyms on inside back cover*



# Map 7-1 South Willington

Willington, CT



- Legend For Zoning Designations**
- Designed Community Residential (DCR)
  - Designed Industrial (DI)
  - Designed Commercial (DC)
  - Residential (R-80)



## 7.2. Organize West Willington As A Hamlet

A. WEST WILLINGTON –Willington will:	
1. Work with property owners in West Willington to explore development approaches (mixed-use <b><u>buildings</u></b> and/or mixed-use <b><u>developments</u></b> ) that will result in a village-type development pattern albeit at a smaller scale than envisioned for South Willington.	PZC
2. If an appropriate development approach is identified, work with property owners in West Willington to enact regulations which will ensure a positive result.	PZC

*Legend of acronyms on inside back cover*

West Willington



GoogleEarth

# PROMOTE APPROPRIATE ECONOMIC DEVELOPMENT

Business and economic development are highly valued by communities because such uses provide goods and services, employment opportunities, and/or net tax revenues (revenues exceed costs). In public meetings and discussions as part of preparing this POCD, residents expressed a desire for ***appropriate*** economic development to help fund local programs and reduce residential taxes.

Overall, commercial and industrial development Willington is fairly limited and is focused in the following locations:

- Exit 71 of I-84 – a truck stop operated by Travel Centers of America and a FedEx Ground distribution center,
- West Willington – where Tolland Turnpike (Route 74) intersects with River Road (Route 32),
- South Willington (Route 32), and
- isolated development / zoned sites elsewhere.

## **GOAL**

*Promote appropriate business and economic development in well-located zoning districts, compatible with the community's character and vision for the future.*

Phelps Plaza



Diner / Cafe



**Locational Considerations**

According to the “Market Study for Willington Business Zones” prepared by Fairweather Consulting (2016), Willington’s economic situation is affected by:

- The three interchanges on Interstate 84
- Proximity to the University of Connecticut
- The lack of public water and sewer service in business areas
- Modest number of residents and slower projected population growth

**Retail Focus**

In terms of retail development, Willington may not have a “defensible” location where it has a superior location, superior vendor, and/or enough base population that will not be disrupted by others. For example, the opening of the Big Y Market in Tolland attracted food shoppers that had shopped elsewhere up to that point.

As a result, Willington may be a stronger and more defensible location for smaller niche businesses and services that serve primarily Willington residents.

**8.1. Support Existing Businesses**

A. EXISTING BUSINESSES –Willington will:	
1. Support the efforts of local businesses to thrive and grow in Willington.	EDC
2. Maintain an inviting business climate in Willington.	EDC Town
3. Encourage residents to support local businesses in Willington.	EDC Town
4. Support the continuation of agriculture as an economic activity in Willington.	CC

*Legend of acronyms on inside back cover*

**8.2. Attract New Economic Development**

A. ECONOMIC EXPANSION –Willington will:	
1. Work with local, regional, and state organizations to promote economic development generally and in Willington specifically.	EDC
2. Strive to be ready, willing and able to help companies or organizations looking to bring business or economic development to Willington.	EDC Town
<input type="checkbox"/> a. Provide information on available sites.	EDC Town
<input type="checkbox"/> b. Provide information on economic incentives.	EDC Town
<input type="checkbox"/> c. Provide information on and assistance with the land use permit and approval process.	EDC Town
3. Focus on target industries (distributions/logistics, business & professional services, advanced light manufacturing, education & knowledge creation, specialty retail).	EDC
4. Consider other ways to generate net tax revenue (including accommodating more housing for UConn students) and/or strengthen the tax base.	EDC

*Legend of acronyms on inside back cover*

**8.3. Support Appropriate Home-Based Businesses**

A. HOME-BASED BUSINESSES –Willington will:	
1. Support home-based businesses that expand economic opportunities without compromising neighborhood character.	PZC EDC
<input type="checkbox"/> a. Revisit home-based business regulations to evaluate appropriateness and enforcement/compliance to avoid compromising neighborhood character.	PZC

*Legend of acronyms on inside back cover*

# Map 8-1 Business / Economic Development

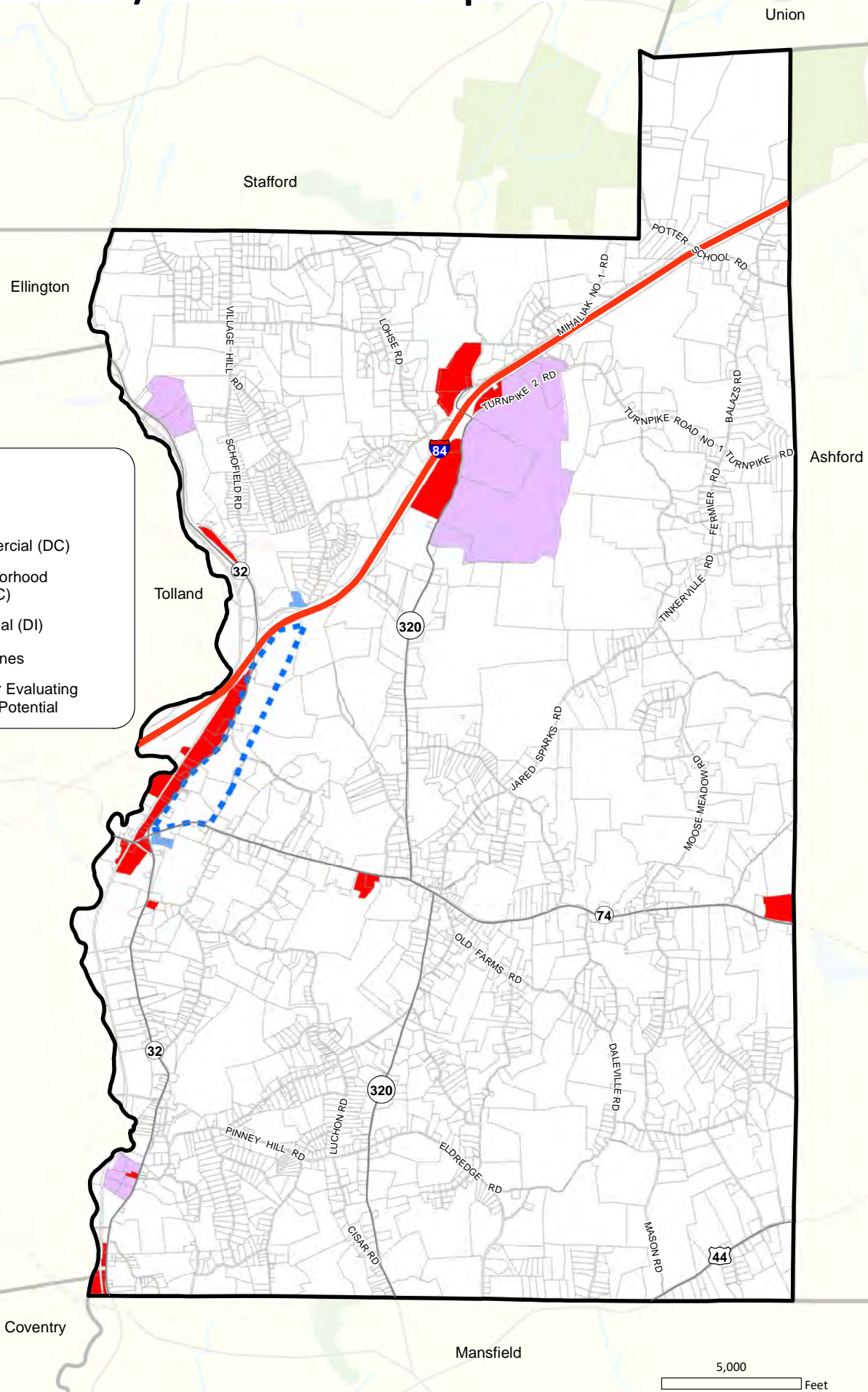
Willington, CT



## Legend

### Zone

-  Designed Commercial (DC)
-  Designed Neighborhood Commercial (DNC)
-  Designed Industrial (DI)
-  Non-Business Zones
-  Possible Area For Evaluating Business Zoning Potential





## 8.4. Ensure Appropriate Economic Development

A. ZONING DISTRICTS –Wilmington will:	
1. On the zoning map, evaluate the location and extent of business and industrial zones.	PZC
<input type="checkbox"/> a. Revisit the business districts to ensure they are appropriate in size and configuration where located since using property boundaries as zone lines may create overly large business districts in some locations.	PZC
<input type="checkbox"/> b. Revisit the industrial district to ensure it is appropriate in size and configuration where located.	PAC
<input type="checkbox"/> c. Evaluate the Exit 71 area for possible expansion of the industrial (or business) zone as a location for larger footprint uses.	PZC EDC
<input type="checkbox"/> d. Evaluate the east side of Route 32 for business development between Route 74 and I-84.	PZC EDC

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B. ZONING TEXT –Wilmington will:	
1. In the Zoning Regulations, evaluate the business and industrial zoning requirements and limitations.	PZC
<input type="checkbox"/> a. Consider simplifying the list of permitted uses (or creating broader groups) since the detail in the current table may prohibit some uses that could be appropriate.	PZC
<input type="checkbox"/> b. Consider whether any uses could be allowed without the requirement for a Special Permit.	PZC
<input type="checkbox"/> c. Evaluate the West Wilmington area as a possible location for smaller footprint uses as recommended in the EDC report.	PZC EDC
<input type="checkbox"/> d. Consider eliminating the language that “split zone lots” are subject to the most restrictive requirements since this has caused business zones to be enlarged beyond what may be supportable in certain locations.	PZC
2. Discourage “strip development” along roadways, because it can result in traffic hazards (congestion, conflicting traffic movements, pedestrian conflicts) and is visually unattractive (signs, visible parking between street and buildings).	PZC

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# GUIDE RESIDENTIAL DEVELOPMENT

# 9

This chapter on residential development is a key section in the POCD for a couple of reasons.

First, Most of the land in Willington is zoned for residential use. How Willington guides residential development on this land will have a major impact on whether the community is able to accomplish a number of POCD goals (protecting natural resources, preserving open space, preserving rural character, growing the tax base, etc.).

Second, all Willington residents look to the residential development policies of the town in terms of whether they will be able to meet their housing needs in Willington or if they will want (or need) to live elsewhere. As the age demographics of Willington change in the future, the “housing portfolio” of the community may need to be more diverse than it has been in the past.

As a result, the policies of the POCD need to guide residential development so that housing needs are met in ways that support the community’s vision.

## **GOAL**

*Provide for a range of housing opportunities for existing and future residents and a variety of development patterns appropriate for that area of the community.*

**Future Growth Rates**

The pace of housing development has slowed in Willington in recent years.

It is not yet clear whether this was due to economic changes following the home financing crisis in the mid-2000s or other reasons.

It remains to be seen whether there are larger demographic factors, changing housing preferences, or other factors which will affect future growth rates in Willington.

## 9.1. Protect Existing Neighborhoods

<b>A. PROTECT NEIGHBORHOODS –Willington will:</b>	
1. Protect existing and future residential developments from the impacts of incompatible uses.	<b>Town</b> <b>PZC</b>
<input type="checkbox"/> a. Review regulations on setbacks, landscape buffering, noise transmission, and light trespass in order to preserve the integrity of residential neighborhoods to the extent feasible and reasonable.	<b>PZC</b>
<input type="checkbox"/> b. Consider the need for an ordinance or other approach (with appropriate enforcement) to address the impacts of residential homes rented to un-related individuals on surrounding properties.	<b>PZC</b>

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## 9.2. Help Address “Crumbling Foundations”

<b>A. CRUMBLING FOUNDATIONS –Willington will:</b>	
1. Support efforts at the state and national level to address the issue of “crumbling foundations.”	<b>Town</b>
2. Consider changes to the Zoning Regulations to simplify the process of reconstructing / replacing a “crumbling foundation” or relocating the residence elsewhere on the property.	<b>PZC</b>
<input type="checkbox"/> a. Modify the Zoning Regulations to allow reduced setbacks by a “special exception” when reconstruction is in response to a “crumbling foundation (a variance without the need to demonstrate hardship).	<b>PZC</b>
<input type="checkbox"/> b. Allow other “reasonable accommodations” to ease the challenge of rebuilding a house in place.	<b>PZC</b>
<input type="checkbox"/> c. Allow temporary housing and/or temporary storage trailers on a site during reconstruction of a house replacing a crumbling foundation.	<b>PZC</b>
3. Continue to monitor the “crumbling foundation” issue so that additional strategies can be implemented as appropriate.	<b>Town</b>

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## Crumbling Foundations

In recent years, it has become apparent that some foundations in eastern Connecticut are cracking and crumbling due to the existence of a mineral called *pyrrhotite* in the stone aggregate which was used to mix the concrete. This issue was not discovered until recently and so thousands of foundations and slabs in eastern Connecticut are potentially affected.

A number of public agencies are evaluating the situation and considering how to address the situation. In the meantime, affected property owners are in a situation with no clear resolution. It may take years for affected property owners to obtain satisfactory relief. In the meantime, the financial implications for property owners are considerable.

There are tax base implications for the municipality as well. Affected property owners can request that the municipality re-asses their home value and towns have 90 days to do so. Whether there are dozens or hundreds of homes affected in any municipality, the revaluation alone will shift the tax burden to other property owners.

While there is little that a Plan of Conservation and Development can do by itself to alleviate or resolve this kind of situation, the Planning and Zoning Commission is considering the following:

- Modifying the Zoning Regulations to allow “variation” of the yard setbacks (for a home to be relocated to a new foundation on the property) without a need to demonstrate a zoning hardship,
- Allowing a “reasonable accommodation” to a zoning requirement by a Staff review / approval process, and/or
- Allowing temporary housing and/or temporary storage trailers on a site during reconstruction.



### 9.3. Guide Residential Development

A. RESIDENTIAL SUBDIVISIONS—Willington will:		
1.	Relate residential development potential to the characteristics of the land being subdivided.	PZC
	<input type="checkbox"/> a. Adopt a “residential density regulation” to limit the number of residential lots in proportion to the amount of buildable land, regardless of the development design.	PZC
2.	Encourage or require conservation development design (and discourage conventional design) as part of a new subdivision.	PZC
	<input type="checkbox"/> a. Review and simplify the “open space subdivision” regulations (Section 10 of the Zoning Regulations) to make it more usable as a development approach. <ul style="list-style-type: none"> <li>• Reduce the minimum parcel area,</li> <li>• Remove the Special Permit requirement,</li> <li>• Eliminate the “two plan” requirement.</li> </ul>	PZC
3.	Discourage residential development in a distinctly suburban pattern (“sprawl”) that does not reflect the unique characteristics of the property or the community.	PZC

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### Residential Density

A residential density regulation works as follows:

1. Willington adopts a buildable land definition (Zoning Regulations) that excludes:
  - Wetlands
  - Watercourses
  - Steep Slopes (in excess of 20 percent)
  - 100-Year Floodplain
2. Willington adopts a regulation (Zoning Regulations) that indicates that the number of lots that can be created in a subdivision in a two-acre zoning district is **0.3 lots per acre of buildable land** (or some other number).
3. Willington maintains the minimum lot size regulation of 2.0 acres.
4. The buildable area requirement for each lot is eliminated.



## Conservation Development Approach

Conservation development (called “open space development in Willington) is an approach that allows development to occur while protecting a site’s important features.

A key element of conservation development is that ***areas to be protected are typically identified first*** and then development occurs around the protected areas. This contrasts with a conventional approach where development is often laid out first and conservation areas are defined by what is left over.

## CASE STUDY – Conservation Development

### Conventional Subdivision Development



- 32 lots on 82 acre parcel
- Average lot size = 2.5 acres
- No open space preserved
- Scenic features converted into lots



### Conservation Subdivision Development



- 32 lots on 82 acre parcel
- 32 acres in lots (1.0 acre / lot)
- 50 acres preserved as publicly accessible open space
- Scenic features preserved



## 9.4. Diversify Housing In Village Areas

A. VILLAGE RESIDENTIAL–Willington will:	
1. Consider allowing for higher density housing and/or mixed use development in village areas consistent with: <ul style="list-style-type: none"> <li>• soil types, terrain, infrastructure capacity, and</li> <li>• Willington’s vision for the future.</li> </ul>	PZC
<input type="checkbox"/> a. Consider undertaking the preparation of a concept plan for the South Willington “village areas” in order to better understand housing opportunities.	PZC
2. Discourage or prohibit higher density housing and/or mixed use development outside of village areas.	PZC

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South Willington



# Map 9-1 Residential Development

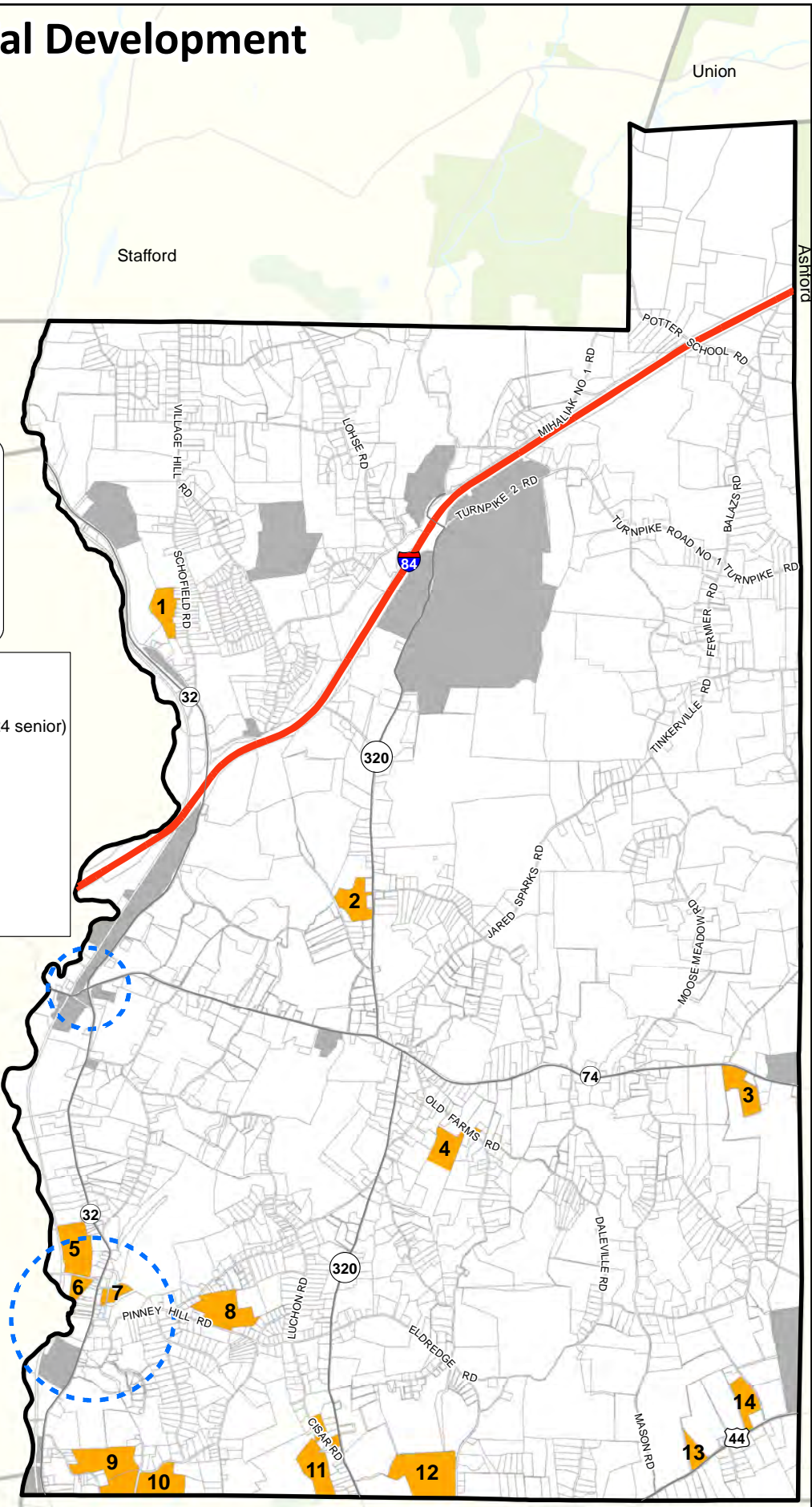
Willington, CT



## Legend

- Existing Multi-Family Residential Use
- Residential (R-80)
- Non-Residential Zone
- Potential Housing Opportunity Area

1. North Willington Village (27 condominiums)
2. Deer Park (45 apartments)
3. Ridgeview Heights (48 apartments)
4. Willington Woods (32 senior) / Button Hill (24 senior)
5. Rivers Edge (34 condominiums)
6. Rivers Edge (16 apartments)
7. Village Street (16 apartments)
8. Walden (110 apartments)
9. Willington Ridge (34 condominiums)
10. Cedar Ridge (100 apartments)
11. Woodhaven (131 apartments)
12. Willington Oaks (128 apartments)
13. Laurel Pond (8 apartments)
14. Natural Park 20 apartments



5,000 Feet



## 9.5. Address Housing Needs

A. GENERAL –Willington will:	
1. Evaluate ways to enhance the utility of the existing housing stock.	PZC
<input type="checkbox"/> a. Review the minimum floor area requirements in the Zoning Regulations for a residential dwelling and consider alternative approaches.	PZC
<input type="checkbox"/> b. Consider allowing “accessory apartments” to be occupied by caregivers and/or caretakers in addition to family members.	PZC

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B. AGING POPULATION –Willington will:	
1. Encourage ways to allow for a wider range of housing choices for the growing number of older households who want to stay in Willington (or move here) and who seek housing with lower maintenance demands or which offer other amenities.	Town HA
2. Address the housing needs of senior citizens on limited incomes.	HA
<input type="checkbox"/> a. Investigate ways to expand the supply of housing in Willington for senior citizens on limited incomes.	HA
3. Consider the need to expand municipal services for residents that choose to “age in place” in their residence in Willington (tax abatement, social services, nutrition, etc.).	SS Town

*Legend of acronyms on inside back cover*

C. MODEST INCOME –Willington will:	
1. Encourage housing choices for first-time home buyers.	Town
2. Consider other housing choices appropriate for modest income persons and households.	Town

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Senior Housing





## PROMOTE SUSTAINABILITY & RESILIENCY

For the purposes of this Plan, “sustainability” refers to the philosophy of encouraging activities that allow present generations to meet their needs without compromising the ability of future generations to meet their needs.

The term “resiliency” refers to the community’s ability to adapt to new circumstances and/or recover from sudden changes or adversity.

### **GOAL**

*Strive to become a more sustainable and resilient community.*

**Sustainability**



**Resiliency**



## 10.1. Become A More Sustainable Community

A. ENERGY – Willington will:	
1. Promote energy conservation by the Town and residents and businesses.	EAC Town
2. Encourage the use of “green building” strategies in community facilities.	BOS
3. Seek to transition to renewable energy for Town vehicles.	EAC BOS

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B. WATER CONSERVATION –Willington will:	
1. Encourage water conservation.	Town EHHD

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C. WASTE MANAGEMENT –Willington will:	
1. Promote recycling and reduction of the waste stream.	SWAC
2. Provide for disposal of solid waste and bulky waste with minimal environmental impacts.	SWAC

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## 10.2. Become A More Resilient Community

A. RESILIENCY –Willington will:	
1. Continually review and improve emergency response by public safety services (fire and emergency medical).	FD Town
2. Continue to coordinate with CRCOG and others on updating and refining the regional hazard mitigation plan and strategies to avoid, mitigate, or respond to such events.	Town FD
3. Participate with local organizations and regional agencies on.	Town FD
4. Monitor possible future changes to climate patterns and/or storm frequency or intensity before they become a threat.	Town
5. Over time, consider ways to adapt utilities, transportation, and other structures to future threats, if threatened.	Town

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# ENHANCE COMMUNITY FACILITIES

# 11

Community facilities support functions such as education, public works, public safety, and recreation, all of which are important to supporting local land uses as well as maintaining and enhancing the quality of life in Willington.

The POCD does not get involved in the day-to-day operations of individual departments. Rather, the Plan seeks to identify potential community facility needs (buildings and sites) so that they can be anticipated and planned for.

## **GOAL**

*Provide for community facilities and services to enhance the quality of life at a level adequate to meet community needs and provide the desired level of service.*

**River Road Recreation Facility**



**Library**



## Infrastructure-Related Strategies - Enhance Community Facilities

### Near-Term Needs

#### Education

- School enrollments have declined significantly and the inefficiency of maintaining two facilities for grades Pre-K to 8 has been recognized
- Regionalization was considered but residents did not support
- Issue is whether to consolidate to one facility (neither facility is perfect for this approach) or build a new facility
- A new facility would maximize State reimbursement and allow for meeting other needs (gymnasium, auditorium, meeting space, recreation fields, parking, ADA compliance, etc.)

Center School



Hall Memorial School



#### Town Office Building

- Building condition is poor (do “band-aid” fixes but more attention needed to roof, mechanical equipment, etc.)
- Building configuration is poor to meet municipal needs
- Best solution is another location (new or renovated building)
- Needs could be addressed once school facility issue is addressed

Town Office Building



Town Office Building



## Infrastructure-Related Strategies - Enhance Community Facilities

### Mid-Term Needs

#### Public Works Complex (including Waste Disposal / Animal Control)

- Larger salt shed needed to mix enough salt for storms and buy salt in bulk
- Additional maintenance / storage bays would help preserve equipment / meet needs

#### Recreation

- A lack of indoor facilities makes it difficult to meet existing needs and offer new programs
- Coordinate with School Department but each has their own needs
- Needs could be met by addressing school facility needs if this would result in new / expanded recreation facilities
- Have outdoor fields and facilities at River Road complex and school sites
- Could use more facilities but first step might be to light River Road facility to extend the number of hours that the facility can be used

### Longer Term Issues

#### Fire / Emergency Medical Response

- Currently have two departments with three stations (have some duplication of equipment)
- Maintaining adequate volunteer staff is a challenge
- One department is staffed (24/7) and provides medical response
- Both departments rely on each other and mutual aid from surrounding towns, especially during daytime hours
- Main station on Route 32 is in process of being expanded / updated
- Past studies have suggested consolidation of departments / stations / operations be considered
- Unclear if community willing / able to financially support two departments
- Redundancy of equipment and inefficiency of operations suggest consolidation of departments and/or regionalization of response over time

#### Social Services

- There is a lack of space to be able to meet existing needs (client service, food pantry, etc.
- Needs could be met by addressing Town Office Building needs

#### Senior Center

- Expansion of senior center may be needed in the future to address changing demographics and anticipated growth in senior population
- Facility is managed by ad-hoc group / not by a municipal department
- Service delivery / quality in an expanded facility may be enhanced by better defining the overall management structure

### Adequate Facilities/Services

The following municipal facilities and services are expected to be generally adequate through to 2030 with typical maintenance and attention to programmatic needs:

- Old Town Hall
- Library
- Police services (by State Police from Troop C in Tolland)



## 11.1. Address Near-Term Facility Issues

A. NEAR-TERM NEEDS—Wilmington will:	
1. Resolve the school facility issue as soon as possible.	BOE
2. As the school issue is resolved, address the Town Office Building issue and the need for indoor recreation facilities.	BOS
3. Address the need for a salt shed / storage space at the Public Works facility.	BOS PW

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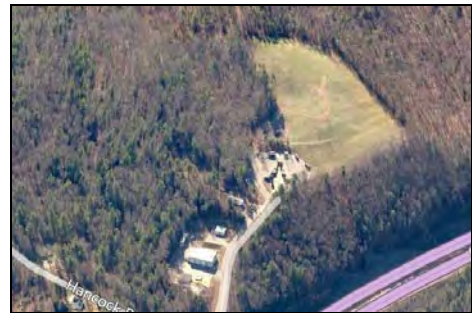
B. MAINTENANCE—Wilmington will:	
1. Continue to seek ways to manage / maintain existing facilities as efficiently and effectively as possible.	BOS

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**Fire Station**



**Public Works**



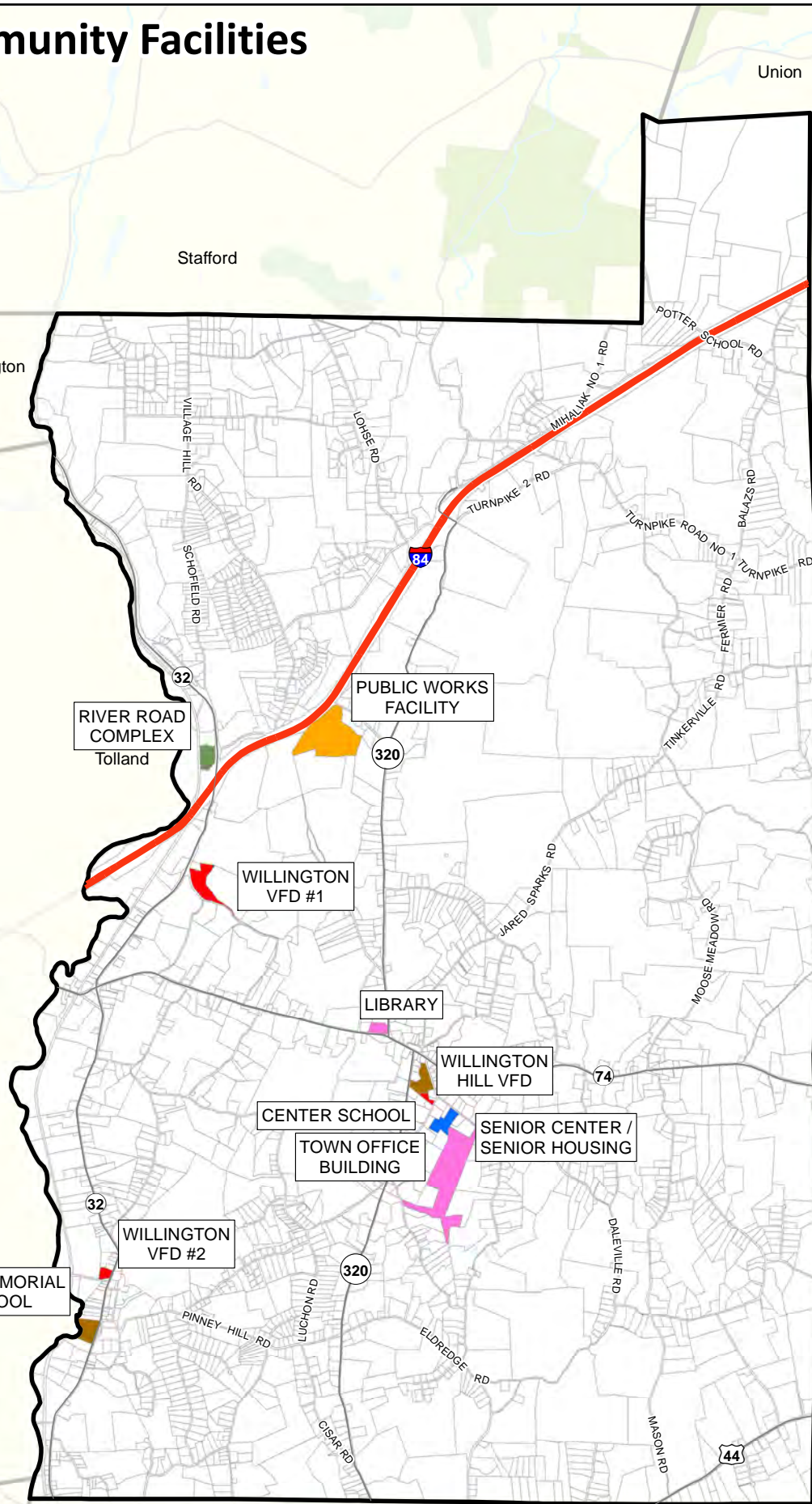
# Map 11-1 Community Facilities

Willington, CT

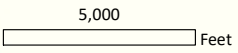


**Legend**

- General Government
- Public Safety
- Education
- Parks and Recreation
- Public Works
- Other



Some community facilities (such as schools) also contain recreational fields and/or facilities.



## 11.2. Anticipate Future Facility Issues

A. FUTURE NEEDS—Willington will:	
1. Strive to identify future facilities needs as early as possible so that they can be discussed and prioritized relative to the full range of community needs.	BOS
2. Evaluate parcels adjacent to existing facilities to determine which parcels might be advantageous to acquire to support possible future expansion of facilities: <ul style="list-style-type: none"> <li>• Active – seek a right-of-first refusal on potentially desirable properties.</li> <li>• Passive – evaluate properties that come to market</li> </ul>	BOS
3. If appropriate, consider the use of regional arrangements / facilities as a possible enhancement / replacement to local facilities.	BOS CRCOG

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B. PREPARATION –Willington will:	
1. Monitor utilization of the Senior Center to determine if programmatic changes are needed and/or whether expansion is needed to meet needs.	SS
2. Consider improvements to the River Road Recreation Facility (and other recreational facilities) to meet community needs.	PRC
3. Consider expanding the River Road Recreation Facility (or other recreational facilities) to meet community needs.	PRC
4. Consider ways to be address fire / emergency response issues – either locally or regionally.	BOS FD CRCOG
5. Make appropriate arrangements for one or more emergency shelters with appropriate facilities.	FD

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# ADDRESS TRANSPORTATION NEEDS

# 12

The transportation system in a community like Willington is functionally important to the day-to-day life of community residents, visitors, and businesses. This section of the POCD looks at the overall configuration of the transportation system and transportation modes (vehicular, pedestrian, bicycle, bus, etc.).

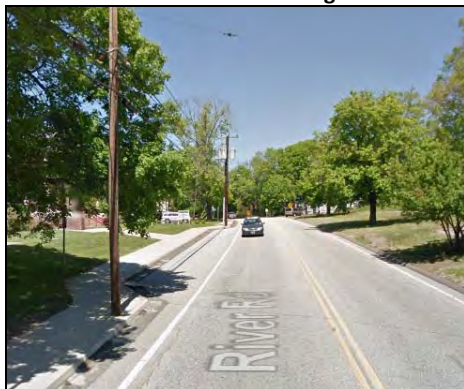
## Vehicular Transportation

Willington has a good road system in place to meet the basic circulation needs of residents and business users. The roadway system provides good road connections within Willington and to and between surrounding communities.

Pavement Management - The POCD recommends that Willington continue to maintain roadway pavement as efficiently and economically as possible to minimize the lifecycle cost of maintaining the roadway system.

Access Management - The POCD recommends that Willington encourage or require the sharing of driveways and curb cuts in commercial areas along major roadways (access management). If Willington can reduce and minimize the number of driveways that are created in commercial areas, overall traffic safety will be enhanced.

Arterial Road – Village



Arterial Road - Highway





## Infrastructure-Related Strategies - Address Transportation Needs

Map 12-1 “Transportation,” identifies the key elements of the roadway system in Willington. On the map, roads are grouped into different road classifications to reflect the function of the roadway as part of the circulation and land use framework of the community.

These classifications are used to characterize the roads that perform major regional circulation functions and guide possible future improvements.

<b>Interstate / Expressway</b>	
<ul style="list-style-type: none"> <li>• Interstate Route 84</li> </ul>	
<b>Arterial Roads</b>	
<ul style="list-style-type: none"> <li>• Route 74</li> <li>• Route 44</li> <li>• Route 32</li> <li>• Route 320</li> </ul>	
<b>Collector Roads</b>	
<ul style="list-style-type: none"> <li>• Adamec Road</li> <li>• Balazs Road</li> <li>• Battye Road</li> <li>• Cisar Road</li> <li>• Daleville Road (part)</li> <li>• Eldredge Road</li> <li>• Fermier Road</li> <li>• Jared Sparks Road</li> <li>• Kucko Road</li> <li>• Luchon Road</li> <li>• Lohse Road</li> <li>• Mason Road</li> </ul>	<ul style="list-style-type: none"> <li>• Mihaliak Road</li> <li>• Moose Meadow Road (part)</li> <li>• Old Farms Road</li> <li>• Parker Road</li> <li>• Pinney Hill Road</li> <li>• Potter School Road</li> <li>• Schofield Road</li> <li>• Tinkerville Road (part)</li> <li>• Turnpike Road</li> <li>• Village Hill Road</li> </ul>
<b>Local Roads</b>	
<ul style="list-style-type: none"> <li>• All other streets in Willington</li> </ul>	

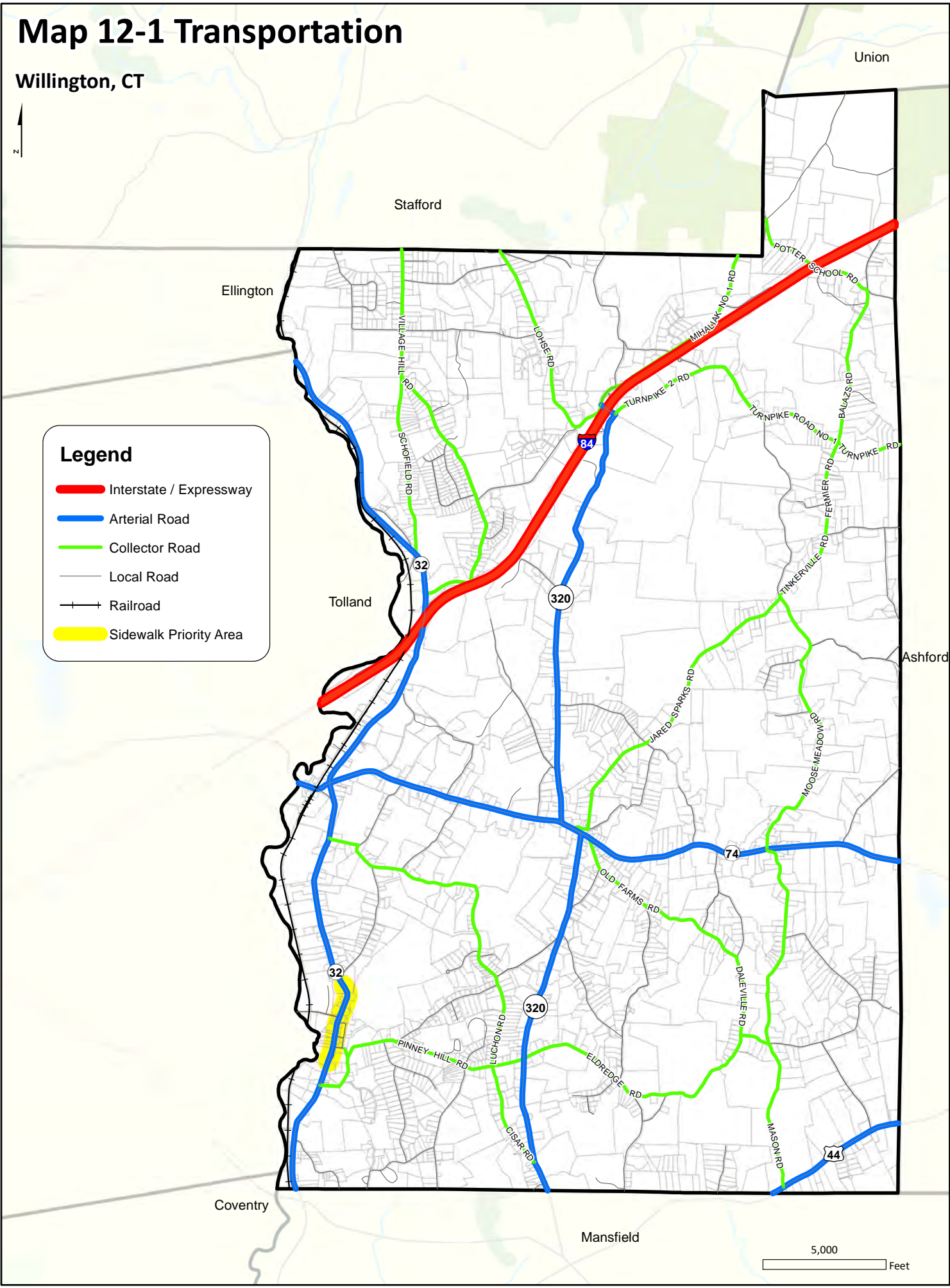
# Map 12-1 Transportation

Willington, CT



**Legend**

- Interstate / Expressway
- Arterial Road
- Collector Road
- Local Road
- Railroad
- Sidewalk Priority Area



5,000 Feet

## Infrastructure-Related Strategies - Address Transportation Needs

### Bicycle Routes

There are several potential bicycle routes in Willington identified by the Connecticut DOT.



**CONNECTICUT**  
2009 Bicycle Map

#### Legend

- Park & Ride
- Railroad Stations
- Least Suitable for Bicycling
- 
- 
- Most Suitable for Bicycling
- Cross-State Bicycle Route
- Other Existing Cross State Multi-Use Trail
- East Coast Greenway On-Road
- East Coast Greenway Off-Road
- Limited Access Highways (Bicycling Not Permitted)
- Primary US and State Highways
- Secondary State and County Highways
- Ferry
- Railroad Track
- State Park / Forest
- Municipal Boundary
- State Boundary

### Pedestrian / Bicycle Transportation

As a predominantly rural community, there are not many sidewalks in Willington. The main exception is in the village area of South Willington. The POCD recommends that the sidewalk network in this area be maintained and enhanced.

The POCD also recommends that the walking trails in Willington be preserved and maintained (and expanded, if possible).

The Connecticut Department of Transportation has prepared information identifying the potential suitability of State highways for bicycle use. The POCD recommend that Willington consider other ways to promote bicycle use in appropriate areas.

**“Complete Streets”** – The POCD recommends that Willington consider a “complete streets” approach to roadways – treating them as corridors and places for all transportation modes (pedestrians, bicycles, transit, people) , not just places for exclusively moving vehicles.

### Other Transportation

The POCD also recommends that Willington seek to expand transit and other transportation options available to Willington residents, workers and visitors.

#### **GOAL**

*Provide for safe and efficient transportation systems within Willington for vehicles, pedestrians, bicycles, and transit that balances circulation needs with the Town’s character and quality of life.*

## 12.1. Address Vehicular Transportation Issues

A. SAFETY–Willington will:	
1. Continue to work with the State Department of Transportation (DOT) to improve the safety of state roads consistent with the overall character of Willington.	Town DOT
2. Continue efforts to improve the safety of Town roads consistent with the overall character of Willington.	Town PW
3. Encourage or require the use of shared driveways and other “access management” techniques in commercial areas along major roads.	PZC
<input type="checkbox"/> a. Adopt access management provisions in the Zoning Regulations.	PZC

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B. CHARACTER–Willington will:	
1. Ensure that roadway improvements maintain or enhance the character of Willington to the extent feasible.	PW DOT
2. In village areas as designated in this POCD, strive to ensure that roadways exhibit and employ “context-sensitive” design strategies that reinforce the village character.	Town DOT
3. Revisit roadway standards to ensure that new roads constructed in new subdivisions will enhance the rural character of Willington.	PZC
<input type="checkbox"/> a. Review the road construction standards in the Subdivision Regulations.	PZC
4. Retain (and continue to maintain) unpaved roads, where appropriate, as an important part of Willington’s rural character.	PW

*Legend of acronyms on inside back cover*

C. MAINTENANCE –Willington will:	
1. Continue to maintain public roads as cost-effectively as possible using pavement management and other techniques.	PW
2. Seek to provide adequate road maintenance funding to maintain pavement quality and replace drainage pipes and catch basins that are failing due to age, materials, and crumbling concrete.	BOS BOF
3. Inventory and evaluate discontinued/unused roads and explore options to use these rights-of-way for trails and/or bikeways.	CC

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## 12.2. Promote Transportation Options

A. PEDESTRIANS—Wilmington will:	
1. In village areas designated in this POCD: <ul style="list-style-type: none"> <li>• promote and support pedestrian sidewalks.</li> <li>• seek to have sidewalks and crosswalks (and other “traffic calming” and pedestrian safety measures) installed as opportunities present themselves.</li> <li>• strive to make pedestrian facilities (such as sidewalks) the “primary” condition as opposed to those intended for vehicles (such as driveways).</li> <li>• Encourage pedestrian connections between adjacent commercial parcels.</li> </ul>	Town PZC PW DOT BOS
<input type="checkbox"/> a. In the future, consider the need and/or merit of adopting a sidewalk policy or ordinance to clarify responsibility for sidewalk maintenance and/or repair.	BOS
2. Be mindful of any and all opportunities to provide connectivity for pedestrians.	Town PZC
3. Encourage the provision of trails and pathways within open spaces and other lands to provide for recreational use and enjoyment (see recommendation in Section 5.3 about encouraging the establishment of a greenway trail along the Willimantic River).	CC Town PZC

*Legend of acronyms on inside back cover*

B. BICYCLES –Wilmington will:	
1. Seek to identify and support safe biking routes in the community, including unpaved roads, Town roads, and suitable State highways.	Town
2. Be mindful of opportunities to provide connectivity for bicyclists.	Town

*Legend of acronyms on inside back cover*

C. TRANSIT—Wilmington will:	
1. Seek to promote the availability of transit options for residents (for example, park-and-ride lots, ride-sharing programs, bus routes, etc.).	Town DOT
2. Seek to provide for dial-a-ride or similar services for elderly or disabled persons.	SS BOS

*Legend of acronyms on inside back cover*

D. RAILROAD—Wilmington will:	
1. Support efforts to retain and improve railroad service and the railroad line through Wilmington (freight service only at this time).	Town

*Legend of acronyms on inside back cover*

# ADDRESS UTILITY INFRASTRUCTURE NEEDS

Utility availability can support the overall land use objectives of a community. The POCD looks at the availability of some utilities (both capacity and location) to ensure they are adequate for community needs.

Piped Infrastructure	Provider / Status
<b>Water Supply</b>	Most properties in Willington rely on private wells. Public water service is only available to a small portion of South Willington.
<b>Sewage Disposal</b>	Properties in Willington rely on private septic systems as there is no public sewer service.
<b>Natural Gas</b>	Properties may contract for private propane delivery. No natural gas service is available.
<b>Stormwater Drainage</b>	Drainage on public roadways provided by Town and State agencies.

Wired Infrastructure	Provider / Status
<b>Electricity</b>	Properties contract directly with Eversource or other electrical provider/distributor. Recognize the growing interest in solar, wind, fuel cell, micro-grid and other approaches to distributed generation.
<b>Wired Communications</b>	Properties contract directly with cable and/or telephone providers.

Wireless Infrastructure	Provider / Status
<b>Wireless Communications</b>	Wireless services are provided by a variety of communication providers (coverage varies)

**GOAL**

*Strive to ensure that adequate utility infrastructure is available to meet community needs.*

**Water Quality**

Strategies related to protecting water quality are contained in Chapter 4 – Protect Natural Resources.

**Sewer Avoidance Area**

In accordance with CGS Section 8-23(g):

- (1) There are no areas in Willington served by existing public sewerage systems at this time,
- (2) There are no areas in Willington where public sewerage systems are planned at this time, and
- (3) As a result, all areas of Willington are considered to be areas where public sewers are to be avoided.

### 13.1. Promote Adequate Infrastructure Availability

A. WATER / SEWER–Willington will:	
1. Strive to ensure that all properties have adequate potable water supply and safe and sanitary sewage disposal.	EHHD
2. Seek opportunities to extend public water and/or public sewer utilities to serve the village areas as designated in this POCD.	Town

*Legend of acronyms on inside back cover*

B. STORM DRAINAGE–Willington will:	
1. Continue to implement low impact development approaches to stormwater management (also known as “green infrastructure”).	PZC
<input type="checkbox"/> a. Modify the Subdivision Regulations (Section 5.03.13 and 5.09) to add specific standards for low impact design.	PZC
2. Implement the Stormwater Management Plan required by the CT-DEEP General Permit for Stormwater (the “MS4 Permit”).	Town PW

*Legend of acronyms on inside back cover*

C. WIRED UTILITIES –Willington will:	
1. Continue to require new electric, telephone and cable TV utilities to be placed underground in new subdivisions or developments.	PZC
2. Require street lights to be energy efficient and designed to reduce “light pollution” if any such lights are to be provided in village areas or where desired for roadway safety.	Town PW
3. Upgrade telecommunications infrastructure (internet speed and capacity) to better attract high-technology facilities.	Town EDC

*Legend of acronyms on inside back cover*

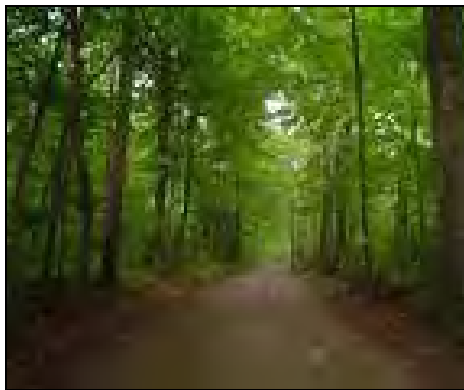
D. WIRELESS–Willington will:	
1. Enhance wireless communications capacity and capability while seeking to preserve scenic views and community character (see recommendation in Section 6.4 about siting principles for communications towers).	Town CC

*Legend of acronyms on inside back cover*

# FUTURE LAND USE PLAN

The map on page 85 illustrates the location and intensity of *future* land uses that are desired in Willington based on the recommendations of this POCD. Since this map illustrates the stated goals, policies, objectives, and recommendations of each of the Plan sections when combined together, it is called the Future Land Use Plan for Willington.

**Conservation**



**Villages**



**Economic Development**



**Infrastructure**





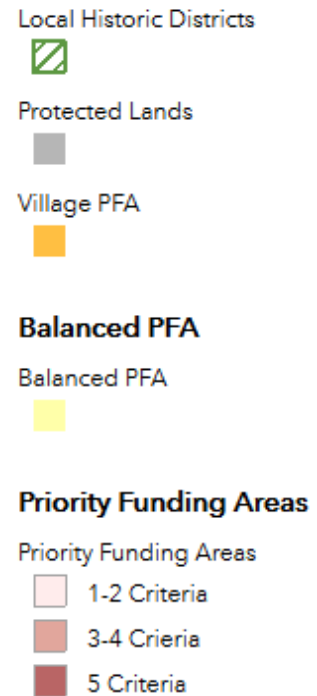
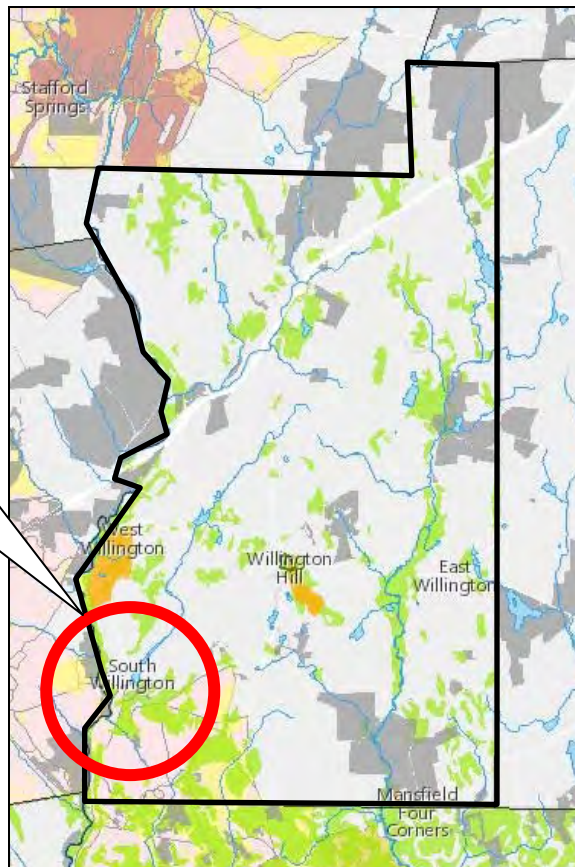
### 14.1. Consistency With State and Regional Plans

Willington’s Future Land Use Plan was found to be generally consistent with the State plan in terms of identifying areas for conservation and development and relative intensities. ***In the next update of the State Plan, Willington should advocate for the South Willington area being identified as a “village priority funding area” in order to enhance its eligibility for State funding, if any.***

In terms of consistency with a regional plan, Willington was part of the Windham Regional Council of Governments (WinCOG) until 2015 when it was absorbed into the Capitol Region Council of Governments. Although there is no current regional plan map that incorporates Willington, the plan is generally consistent with the WinCOG Plan then in effect (see sidebar).



State Plan of Conservation and Development



Consider requesting that South Willington be designated as a “village priority funding area” in addition to (or in lieu of) West Willington and/or Willington Hill.

# Map 14-1 Future Land Use

Willington, CT



## Legend

### Residential

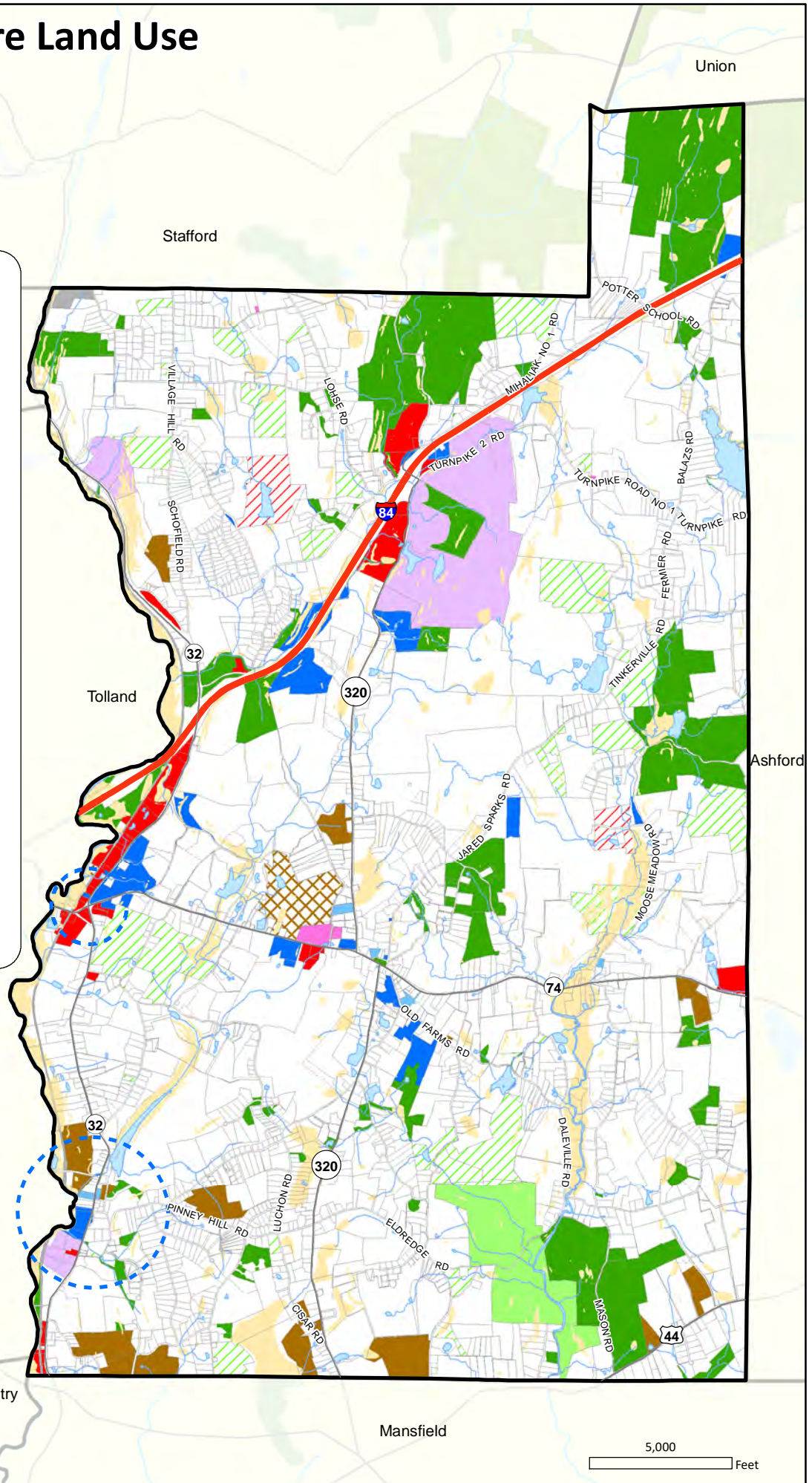
- Low Density Residential Area
- Existing / Potential Multi-Family Residential Area
- Potential Housing Opportunity Area

### Open Space

- Protected Open Space (including easements)
- Managed Open Space

### Other Uses

- Agriculture
- Business
- Industrial
- Town or State Facility / Land
- Institution
- Cemetery
- Campground
- Earth Removal
- Utility
- Natural Resource Constraint



5,000 Feet



## 14.2. Consistency With State Growth Principles

In accordance with CGS 8-23, the Plan of Conservation and Development has been evaluated for consistency with statewide growth management principles and found to be generally consistent with them.

<p><b>Principle 1 – Redevelop and revitalize regional centers and areas of mixed-land uses with existing or planned physical infrastructure.</b></p>	<p><b>FINDING – Not Inconsistent</b></p> <p>Willington is not a regional center and lacks water and sewer infrastructure. Still, the POCD promotes mixed land uses in the South Willington area to create a village priority funding area.</p>
<p><b>Principle 2 – Expand housing opportunities and design choices to accommodate a variety of household types and needs.</b></p>	<p><b>FINDING – Consistent</b></p> <p>The Plan recommends addressing housing needs and expanding housing opportunities and design choices to accommodate a variety of household types and needs in accordance with soil types. Terrain, and infrastructure capacity.</p>
<p><b>Principle 3 – Concentrate development around transportation nodes and along major transportation corridors to support the viability of transportation options and land reuse.</b></p>	<p><b>FINDING – Consistent</b></p> <p>The Plan recommends developing and strengthening existing villages and making them transportation nodes.</p>
<p><b>Principle 4 – Conserve and restore the natural environment, cultural and historical resources, and traditional rural lands.</b></p>	<p><b>FINDING – Consistent</b></p> <p>The Plan recommends conserving and restoring the natural environment as well as protecting and preserving cultural and historical resources and traditional rural lands.</p>
<p><b>Principle 5 – Protect environmental assets critical to public health and safety.</b></p>	<p><b>FINDING – Consistent</b></p> <p>The Plan recommends protecting environmental assets critical to public health and safety, such as aquifer protection areas, public water supply watersheds and other such resources.</p>
<p><b>Principle 6 – Integrate planning across all levels of government to address issues on a local, regional, and statewide basis.</b></p>	<p><b>FINDING – Consistent</b></p> <p>The Plan is part of the process of integrating planning with other levels of government and with other agencies. The Plan will be used to coordinate efforts with:</p> <ul style="list-style-type: none"> <li>• adjacent communities,</li> <li>• regional organizations, and</li> <li>• state agencies.</li> </ul>

## IMPLEMENTATION

Implementation of the strategies and recommendations of the Plan of Conservation and Development is the main purpose of the planning process. Implementation of a Plan typically occurs in two main phases:

- some of the recommendations can and should be given high priority since they are critical to the implementation of the Plan;
- other recommendations will be implemented over time because they may require additional study, coordination with or implementation by others, or involve the commitment of significant financial resources.

The Planning and Zoning Commission has the primary responsibility of promoting the implementation of all of the Plan's recommendations. The Commission can implement some of the recommendations of the Plan of Conservation and Development through amendments to the Zoning Regulations and/or Zoning Map, the Subdivision Regulations, application reviews, and other means.

Other recommendations may require cooperation with and action by other local boards and commissions such as the Board of Selectmen, Conservation Commission, and similar agencies.

However, if the Plan is to be realized, it must serve as a guide to all residents, businesses, developers, applicants, owners, agencies, and individuals interested in the orderly conservation and development of Willington.

### **GOAL**

*Implement the recommendations of the 2018 Plan of Conservation and Development.*

## Looking Ahead - Implementation

### Verb Chart

In planning, the use of verbs can be very important. While preparing this POCD, the Planning and Zoning Commission carefully considered the choices of verbs when crafting the strategies and recommendations.

In POCD discussions, some people felt that some verb choices were too weak and this might not lead to POCD implementation. As indicated in the “verb chart” below, they advocated for more “assertive/directive” verbs.

At the same time, other people felt that some of the verb choices were too strong and this might “turn some people off” and discourage them from embracing POCD strategies or undertaking key strategies.

Since many recommendations in the POCD cannot be implemented without the assistance and support of others, the Commission decided to adopt the POCD with more “suggestive/contemplative” verbs. During the implementation process, it is anticipated the Commission will work with the leaders and partners to turn “suggestive/contemplative” recommendations into “assertive/directive” actions.

	Assertive	Contemplative
Directive	must shall will	adopt approve designate endorse establish implement
Suggestive	can could may might should would	consider encourage evaluate explore investigate study



## Looking Ahead - Implementation

### Implementation Spreadsheet

At the same time this POCD was adopted, the Planning and Zoning Commission organized all of the goals, strategies, policies, and action steps in a spreadsheet as a way to facilitate and track implementation. The spreadsheet can be sorted by leader, partner, priority, and/or other variables.

In the case of policies (which are on-going and have no defined completion), the spreadsheet identifies the policy to be implemented, the entity responsible for implementing it, and the spreadsheet may be used to identify other relevant information (cost, priority, etc.). It is envisioned that the policies will be regularly updated as needed.

In the case of action steps (which are discrete tasks with a defined completion), the spreadsheet identifies the action step, the entity responsible for completing it, and the anticipated timeframe for completion. The spreadsheet may be used to identify other relevant information (cost, priority, etc.). It is envisioned that the spreadsheet will be regularly updated as tasks are completed and new tasks identified.

The spreadsheet is a separate document which is meant to be a working version of this POCD. Since changes to a POCD require a 65-day notice period before adoption, this spreadsheet was deliberately created as an independent document so that it could be reviewed, refined and updated more nimbly than the POCD and have higher utility as a result.

The Plan recommends that the spreadsheet be maintained by the Planning and Zoning Commission with input from other Town boards and agencies. The Commission should regularly review and update the spreadsheet to ensure that the work program and tasks for the coming year (and beyond) reflect fiscal and operational capabilities.

### POCD Spreadsheet

Wilmington 2018 Plan of Conservation and Development							January 2018	
Implementation Tables							Implementation Date	
Overall Implementation							Implementation Date	
<b>A. PZC Approach</b>							Overall Implementation Date	
Item	Priority	Task Date	Start/End	Task Date	Completion	Leader	Partner	
1. Apply policies and complete action steps in the POCD assigned to the Planning and Zoning Commission.	1	2018	2018	Ongoing	n/a	PZC		
2. Consider the policies of the POCD when reviewing land use applications (Special Permits, text change, and/or zone change applications).	1	2018	2018	Ongoing	n/a	PZC		
3. Update local resolutions, as needed, to implement the recommendations of the Plan of Conservation and Development.	1	2018	2018	Ongoing	n/a	PZC		
a. Update the Zoning Regulations to implement POCD recommendations.	1	<input type="checkbox"/>	2018	2018	OK	PZC		
b. Update the Subdivision Regulations to implement POCD recommendations.	1	<input type="checkbox"/>	2018	2018	OK	PZC		
4. Promote application of POCD policies and completion of POCD action steps by other Town boards and organizations, other municipalities, and state and regional agencies.	1	2018	2018	Ongoing	n/a	PZC		
<b>B. Other Actions</b>							Overall Implementation Date	
Item	Priority	Task Date	Start/End	Task Date	Completion	Leader	Partner	
1. Undertake regular review of POCD recommendations in order to promote, coordinate, and guide POCD implementation.	1	2018	2018	Ongoing	n/a	PZC		
2. Strive to encourage consistency between the long term goals of the POCD and the annual operating budget and the capital budget.	1	2018	2018	Ongoing	n/a	BOS	BOI	
3. Strive to ensure adequate resources (funding and staffing) to accomplish the goals of the POCD and implement the recommendations of the POCD.	1	2018	2018	Ongoing	n/a	BOS	BOI	

## 15.1. Implement The POCD

A. PZC APPROACH—Willington will:	
1. Apply policies and complete action steps in the POCD assigned to the Planning and Zoning Commission.	PZC
2. Consider the policies of the POCD when reviewing land use applications (Special Permit, text change, and/or zone change applications).	PZC
3. Update local regulations, as needed, to implement the recommendations of the Plan of Conservation and Development.	PZC
<input type="checkbox"/> a. Update the Zoning Regulations to implement POCD recommendations.	PZC
<input type="checkbox"/> b. Update the Subdivision Regulations to implement POCD recommendations.	PZC
4. Promote application of POCD policies and completion of POCD action steps by: <ul style="list-style-type: none"> <li>• other Town boards and organizations,</li> <li>• other municipalities, and</li> <li>• state and regional agencies.</li> </ul>	PZC
5. Continue to enforce regulations and implement other approaches to accomplishing POCD objectives.	

*Legend of acronyms on inside back cover*

B. OTHER ACTIONS –Willington will:	
1. Undertake regular review of POCD recommendations in order to promote, coordinate, and guide POCD implementation.	PZC
2. Strive to encourage consistency between the long term goals of the POCD and: <ul style="list-style-type: none"> <li>• the annual operating budget, and</li> <li>• the capital budget.</li> </ul>	BOS BOF
3. Strive to commit adequate resources (funding and staffing) to: <ul style="list-style-type: none"> <li>• accomplish the goals of the POCD, and</li> <li>• implement the recommendations of the POCD.</li> </ul>	BOS BOF

*Legend of acronyms on inside back cover*

Following adoption of the POCD, it is envisioned that the policies and action steps will be organized into an “implementation manual” which can be used to:

- prioritize the policies and action steps,
- sort the policies and action steps by responsible organization, and/or
- otherwise help manage implementation of the policies and action steps.

## NEXT STEPS

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# 16

This POCD for Willington is intended to be a dynamic document that is regularly referred to, discussed, reviewed, refined, and updated. It is not intended to be a static document that is never reviewed or amended. The world will change over the next decade and beyond and Willington should be prepared to change along with it in ways that are consistent with the overall community vision and desires.

By using the POCD this way, the Plan will be continually relevant and be regularly refreshed so that it incorporates new ideas that will advance Willington's long-term interests. Willington will be an even better place in the future because we will continue a rational planning process to guide the future of the community. That process could include the following steps:

- Understand where we are,
- Evaluate where we are going,
- Determine if there are better outcomes or strategies,
- Select preferred approaches,
- Implement policies and complete action steps, and
- Re-evaluate approaches for effectiveness.



# ACKNOWLEDGEMENTS

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## **Willington Planning and Zoning Commission**

Walter E. Parsell III, Chairman  
Doug Roberts, Vice-Chairman  
George Andrew Marco, Secretary  
Randy Belair  
Joseph Hall  
Joe Lucia  
Edward Myles Standish  
Brittany Skorupski-Williams, Alternate  
Donald Courtois, Alternate

## **Planning and Land Use Development Staff**

Susan Yorgensen, Planner / Zoning Enforcement Officer

## **Technical Assistance**

Glenn Chalder, AICP, Planimetrics, Inc.  
Michael Fazio, New England Geo-Systems



# LEGEND FOR LEADERS / PARTNERS



Code	Entity
<b>APA</b>	Aquifer Protection Agency (IWC)
<b>BOE</b>	Board of Education
<b>BOF</b>	Board of Finance
<b>BOS</b>	Board of Selectmen
<b>CC</b>	Conservation Commission
<b>CRCOG</b>	Capitol Region Council of Gov'ts
<b>DEEP</b>	CT Dept. of Energy / Env. Prot.
<b>DOT</b>	CT Dept. of Transportation
<b>EAC</b>	Energy Advisory Committee
<b>EDC</b>	Economic Development Comm.
<b>EHHD</b>	Eastern Highlands Health District
<b>FD</b>	Fire Department(s)

Code	Entity
<b>HA</b>	Housing Authority
<b>HDC</b>	Historic District Commission
<b>HS</b>	Historical Society
<b>IWC</b>	Inland Wetlands Commission
<b>PZC</b>	Planning and Zoning Commission
<b>PRC</b>	Park And Recreation Commission
<b>PW</b>	Public Works
<b>SS</b>	Social Services
<b>SWAC</b>	Solid Waste Advisory Committee
<b>Town</b>	Town Agencies and Departments
<b>ZBA</b>	Zoning Board of Appeals
<b>ZEO</b>	Zoning Enforcement Officer

## ***Conservation-Related Goals***

<b>Natural Resources</b>	Protect natural resources in order to maintain overall environmental health and contribute to the diversity, rural character, economy and general welfare of Willington.
<b>Open Space</b>	Preserve open space in order to protect important resources, enhance community character, and enhance the economy and quality of life in Willington.
<b>Community Character</b>	Maintain and enhance the overall character of Willington by preserving and protecting the characteristics that contribute to its overall ambience and quality of life.

## ***Development-Related Goals***

<b>Villages and Hamlets</b>	Enhance village-type development patterns in South Willington and West Willington.
<b>Economic Development</b>	Promote appropriate business and economic development in well-located zoning districts, compatible with the community's character and vision for the future.
<b>Residential Development</b>	Provide for a range of housing opportunities for existing and future residents and a variety of development patterns appropriate for that area of the community.
<b>Sustainability &amp; Resiliency</b>	Strive to become a more sustainable and resilient community.

## ***Infrastructure-Related Goals***

<b>Community Facilities</b>	Provide for community facilities and services to enhance the quality of life at a level adequate to meet community needs and provide the desired level of service.
<b>Transportation</b>	Provide for safe and efficient transportation systems within Willington for vehicles, pedestrians, bicycles, and transit that balances circulation needs with the Town's character and quality of life.
<b>Infrastructure</b>	Strive to ensure that adequate utility infrastructure is available to meet community needs.

## ***Implementation-Related Goals***

<b>Implementation</b>	Implement the recommendations of the 2018-2028 Plan of Conservation and Development.
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