Meeting Infrastructure Needs

4

Overview

The Plan of Conservation and Development must recognize the anticipated needs for facilities and infrastructural assets both near and long term. Near term needs must be addressed to provide the services and amenities that residents desire and expect. Longer term planning is necessary, particularly for larger capital investments, to initiate the fiscal and design processes that are necessary to accomplish the community's goals.

Public facilities and infrastructure constitute the framework for the provision of municipal and utility services and for meeting a town's basic structural needs. These include:

- municipal facilities
  - town offices,
  - fire and police stations,
  - senior center,
  - community center,
  - libraries,
  - parks and recreational assets
- school system
- infrastructure
  - public works,
  - roads,
  - sewers, and
  - electric, gas, water, and communications systems

These assets and facilities are generally well-established and functional in East Windsor. However, the Town needs to evaluate these in the context of the potential for increased development and population growth. Additionally, near term considerations of space needs for municipal offices and service facilities and the East Windsor school system are necessary.

Attention to these structural issues will provide the municipal facilities and services necessary to support the Plan's visions of preserving community character, guiding growth, and encouraging economic development. The maps on pages A-36 and A-45 of the Appendix illustrate the location of the major municipal and public facilities in East Windsor.

East Windsor must initiate a program to provide adequate office and program facility space, including schools, to meet current and future needs for municipal services.

Survey Results:

- 69% of respondents believed that East Windsor needs better school facilities
- More than half (51%) suggested willingness to pay more taxes to support community facilities
- Over 66% agreed that Town Hall is too small for future needs
- Fewer than half (49%) believed recreational facilities were adequate

This Plan identifies a clear set of near and longer term priorities for meeting municipal facilities and infrastructure needs in East Windsor over the next ten years.

- First, the Town must have adequate facilities for offices and essential services to ensure efficient and effective discharge of government responsibilities. These include such diverse services as public administration, land use and environmental regulation, public safety, senior programs, and recreational opportunities.

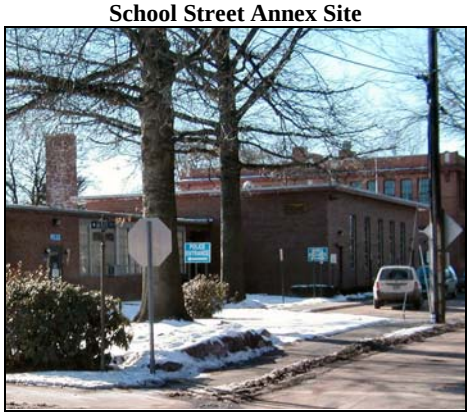
- Second, the community must commit to providing school facilities that will support continued improvement in the Town's education system.

- Third, transportation and sewer systems that are managed by East Windsor must be expanded, improved, and maintained as necessary to support economic growth, manage residential growth, and protect environmental quality in the Town.

Achievement of all of the visions articulated by this Plan is contingent on the Town's ability to provide essential services and manage the Town's growth. This section of the Plan identifies a primary strategy to address the current and near term needs for municipal offices and schools, public safety, and program facilities. Several other strategies are provided to address the balance of the issues identified pertaining to public facilities and infrastructure in East Windsor.

Town Hall

School Street Annex Site



Primary Strategy:

Address Municipal Facility Needs

Priority Municipal Space and Facility Needs

- Administrative Offices
- Public Safety Offices and Facilities
- Senior Center
- Current and Future School Facilities
- Recreational Opportunities

Overview

A Plan of Conservation and Development must recognize the anticipated needs for facilities and infrastructural assets both near and long term. Near term needs must be addressed to provide the services and amenities that residents desire and expect. Longer term planning is necessary, particularly for larger capital investments, to initiate the fiscal and design processes that are necessary to accomplish the community's goals.

East Windsor's municipal facility conditions and requirements are detailed in the Appendix and clearly demonstrate that the Town faces immediate and near-future needs for additional offices, program space, and educational facilities.

This Plan identifies an integrated municipal facilities program as the action step to implement this strategy to support the needs of a growing and active community. The sidebar table lists the priority municipal space and facility needs identified by this Plan of Conservation and Development.

Broad Brook Firehouse/Senior Center

East Windsor High School

Action: Develop an Integrated Municipal Facilities Program

These priorities will be addressed through the development of an Integrated Municipal Facilities Program that will identify opportunities for a. improvement and expansion of existing facilities, b. investment in property for future facility sites, included potential creation of a comprehensive municipal campus site. By integrating both of these options the Town will be able to meet short term requirements, invest in the community's future, and plan for longer term needs.

Based on evaluations and consideration of current conditions and available options, detailed in the Appendix, the Municipal Facilities Program consists of two basic steps: 1) implement cost effective improvements and expansions of existing facilities and 2) evaluate property acquisition to provide new facility capacity. The benefits of each action step are summarized in the following table.

A plus sign indicates positive effectiveness of the strategy to address the facility issue listed.

Strategic Options Evaluation

Facility Issue	Improve and Expand Existing Facilities	Evaluate Property Acquisition and Municipal Campus
Administrative Offices	+	+
Second Ambulance Site		+
Senior Center		+
Future School Site		+
Community Center		+
Warehouse Point Satellite Offices	+	
Recreational Opportunities		+
Timing and Cost Predictability	+	+
Comprehensiveness		+
Site Constraints	+	

Improve and Expand Current Facilities

Although expansion opportunity is limited at existing municipal facilities, particularly the Town Hall and the Town Hall Annex as detailed in the Appendix, the Municipal Facilities Program should evaluate reorganization and relocation of offices, renovations of underutilized space, and continued sharing of meeting spaces. This option alone is not a preferred approach to meeting the Town's needs, but it may afford some time for pursuing the long term resolution of municipal facility needs through the property acquisition option discussed below.

A more ambitious expansion concept for the existing Town Hall would entail the closure of Rye Street to permit additional building coverage and necessary parking. While such a plan would be more suitable for addressing school facilities needs, as illustrated by the figure on page 4-11, it could be modified to allow expansion of the government office use of the current Town Hall.

The school system has already instituted an interim program relying on modular classrooms to meet short term needs with minimal capital investment. Additional attention to temporarily address deficiencies in some core facilities, such as athletic facilities, lockers, and laboratories, may be possible.

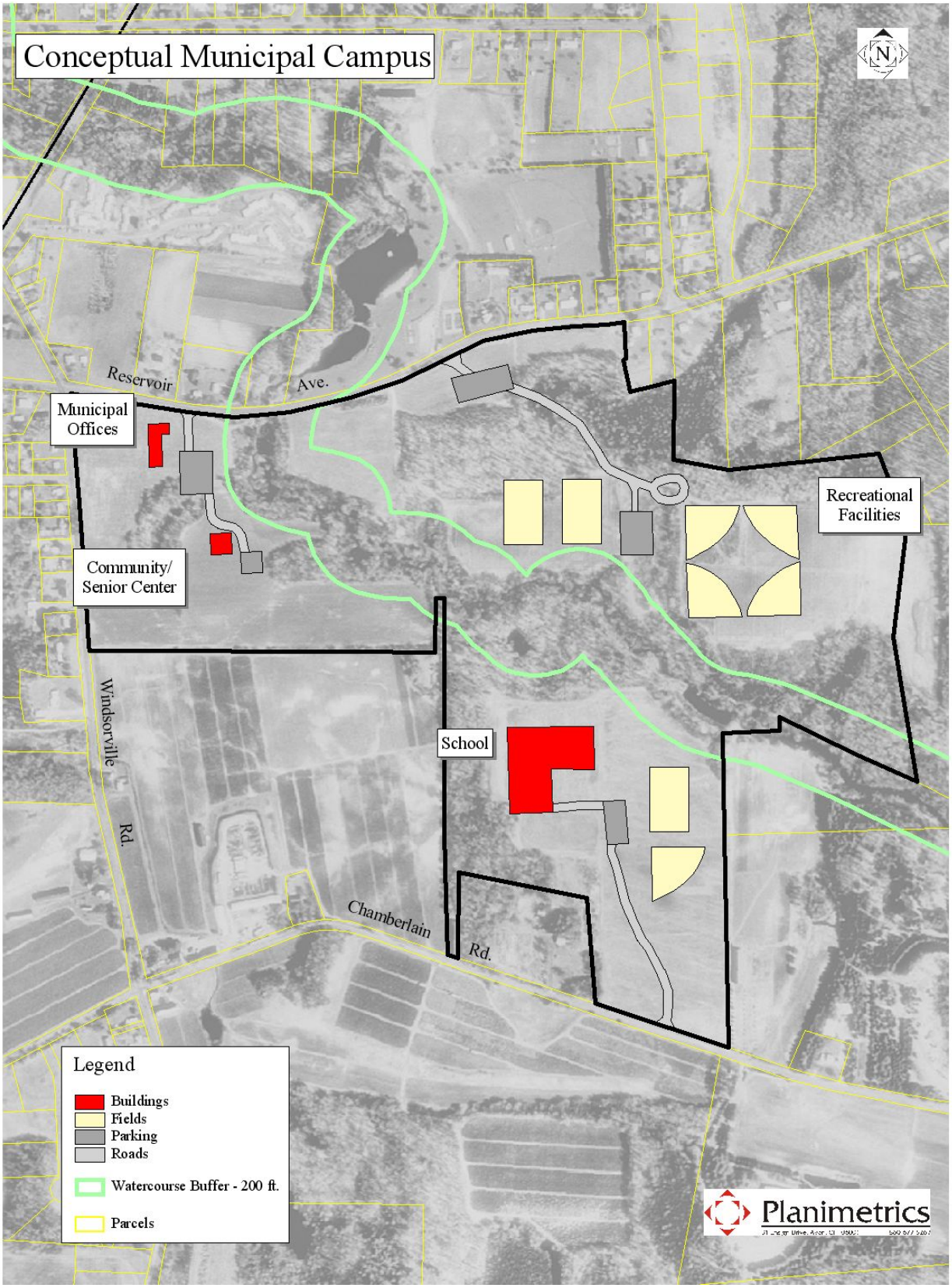
Evaluate Potential Property Acquisitions

One option is reconsideration of the acquisition of the former mill building in partnership with Hamilton Sunstrand and renovation for reuse as a municipal office and program complex. A second possibility is to acquire land for and initiate planning to establish a new municipal campus to locate some or most of the facilities that will be needed over the next ten to thirty years, including a new school site. A conceptual municipal campus plan, demonstrating such a comprehensive approach, is shown on page 4-6.

The table below provides a listing of the tasks associated with a Municipal Facilities Program action plan.

Integrated Facilities Program Action Steps

1. Update office needs assessment and identify preferred site and location characteristics for new municipal facilities.
2. Develop analysis of need and feasibility for a new school construction project, including evaluation of potential reconfiguration of use of the existing school structures if a new school is built.
3. Develop new school site criteria and incorporate them into the Town's overall consideration of land acquisition opportunities for municipal use.
4. Identify and detail senior center design requirements and site criteria.
5. Identify the availability of large properties with access to public sewer and water, centrally or conveniently located, and with development potential for municipal and school facilities.
6. Evaluate the potential for meeting future school system needs with a reconfiguration of the Broad Brook School complex to incorporate the current Town Hall Building and realign traffic and access.
7. Based on these assessments and evaluations, conduct necessary cost/effectiveness analyses to develop a comprehensive Integrated Municipal Facilities Program.
8. Based on these assessments and evaluations, initiate acquisition of property identified as appropriate to meet current and future facility site goals.


Conceptual Municipal Campus
N
Reservoir
Ave.
Municipal Offices
Community/ Senior Center
Recreational Facilities
School
Windsorville
Rd.
Chamberlain
Rd.
Legend
Buildings
Fields
Parking
Roads
Watercourse Buffer - 200 ft.
Parcels
Planimetrics

Strategy

Address Other Public Facility Conditions

Several public facility and infrastructure conditions in East Windsor cannot be addressed through the Municipal Facility Program or School Facility Planning discussed above. The following actions and tasks address these municipal and community needs.

Action: Evaluate the School Street Facility as a Satellite Town Office

East Windsor should conduct a cost/effectiveness analysis of the options available for the former school structure on School Street in Warehouse Point to establish a satellite Town Hall facility suitable for public meetings and small events, specific municipal office space, and police and ambulance headquarters space. The analysis should compare

a. removing the structure and replacing it with a new building, and
b. rehabilitating all or part of the existing structure for reuse.

Action: Analyze Current and Future Public Safety Facility Needs

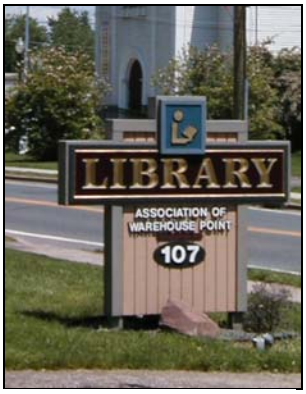
The following table lists tasks that the Town should undertake over the ten year period of this Plan to ensure adequate of facilities to provide for public safety.

Public Safety Facility Planning Tasks

- Coordinate with the fire departments to determine the timing of additional facility needs, particularly a fourth fire station in the Windsorville area of Town. Preferred site characteristics should be identified and building sites and existing structures should be evaluated as they may become available.
- Either in conjunction with the Municipal Facilities Program discussed above or separately, the Town should provide a second ambulance storage site in the vicinity of Broad Brook.
- Begin site and fiscal planning to expand or replace the existing ambulance headquarters and garage in Warehouse Point. Such planning may be incorporated into the Town Hall Annex evaluation discussed above.
- Complete renovations to the Police Station. Continue planning for additional expansion or relocation of some or all police functions in the future.

Warehouse Point Fire Station

Police Headquarters



Action: Continue to Provide Adequate Facilities for Parks and Recreation

As East Windsor grows, increasing demands will be place on existing recreational facilities, and additional parks, athletic fields, and indoor recreation resources will become necessary. East Windsor will need to optimize use of exiting facilities and coordinate planning for future needs with the other municipal programs discussed in this Chapter.

Three specific tasks that should be implemented by the Park and Recreation Commission and staff are listed in the following table.

Park and Recreation Facilities Planning Tasks

- Monitor Town planning for open space acquisition to incorporate passive recreational designs such as greenway paths wherever possible and identify potential multiple use opportunities.
- Develop specific facility and program needs assessment for indoor programs and additional athletic fields. Provide the assessment for incorporation in the Integrated Municipal Facilities Program and for future program and capital budget planning.
- Continue to coordinate the use of athletic facilities and fields with the East Windsor School System.

Action: Continue Support for East Windsor's Public Libraries

The two public libraries in East Windsor are both supported by municipal funding. In addition to continued fiscal support for these important cultural assets, the Town should cooperate with and assist the Warehouse Point Library Association in identifying options for expanding library space.

East Windsor Park

Volunteer Park

Strategy

Plan for Future School Facility Needs

Overview

East Windsor has three school locations: an elementary school and a middle school in Broad Brook and a high school on Route 5. The School Board recently reorganized the schools to address enrollment and demographic changes and for space efficiencies. Although this has provided adequate basic space for current conditions, it has not fully addressed the need for core facilities such as athletic facilities, lockers, laboratories, and cafeteria space, according to the Schools Superintendent.

Additionally, eight modular classrooms are installed at the Elementary School and the school administration is about to install five more. This strategy provides the administration with flexibility to respond to unexpected changes in enrollment. It also meets short term space needs to allow planning for longer term, more permanent changes. If enrollment declines, the modular units would be phased out over time.

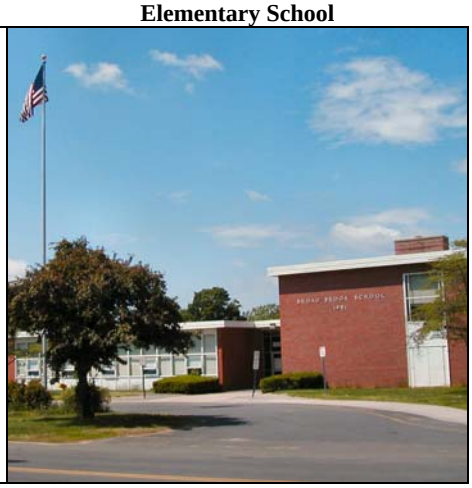
The Administration expects that the reorganization and the use of temporary modular classrooms could meet the system needs for 5 to 7 years. However, this strategy does not address programmatic and core facility needs, such as laboratories, lockers, and cafeterias, that may require additional space in the near future regardless of actual enrollment growth.

Action: Coordinate and Integrate School and Municipal Facility Planning

All of the recommended actions pertaining to school facilities will benefit from coordination with other town offices as the Integrated Municipal Facilities Program is initiated. The Town and the school administration should initiate discussions to coordinate future planning for school facilities. A liaison should be designated to maintain communications and information sharing between the Board of Selectmen, the school administration and Board of Education, and the Town Planning Office.

High School

Elementary School



Action: Evaluate Reconfiguration of Elementary School Campus

If the municipal offices from Town Hall were relocated, as part of the Integrated Municipal Facilities Plan, one option for use of the Town Hall could be to incorporate it as part of the Broad Brook Elementary School complex. This could include a connecting walkway or even building additions to connect the school with the Town Hall in the future. Options for use of the building might include school administration offices or the birth to school program, which needs to be associated with the elementary school.

A conceptual elementary school complex plan to illustrate the building, traffic, parking, and safe access considerations necessary for such a consolidation is shown on the facing page. The concept includes realigning access by closing off Rye Street to through traffic, relocating and expanding parking, and establishing safe pedestrian access throughout the complex. Although addition site design evaluation would be necessary, preliminary analysis shows that access and parking improvements as well as building expansion may be feasible at this location.

Action: Evaluate Need for and Feasibility of New School Construction

In conjunction with the planning for municipal offices and other facilities, the near and longer term needs of the school system must be considered. The options available for an Integrated Municipal Facility Plan include acquisition of property suitable for multiple municipal facilities, including a new school.

If a new school site were combined with a municipal campus design, some efficiency could be obtained, for example by shared use of athletic fields. The conceptual municipal campus illustrated on page 4-6 includes a hypothetical school site to demonstrate the feasibility of an integrated campus design.

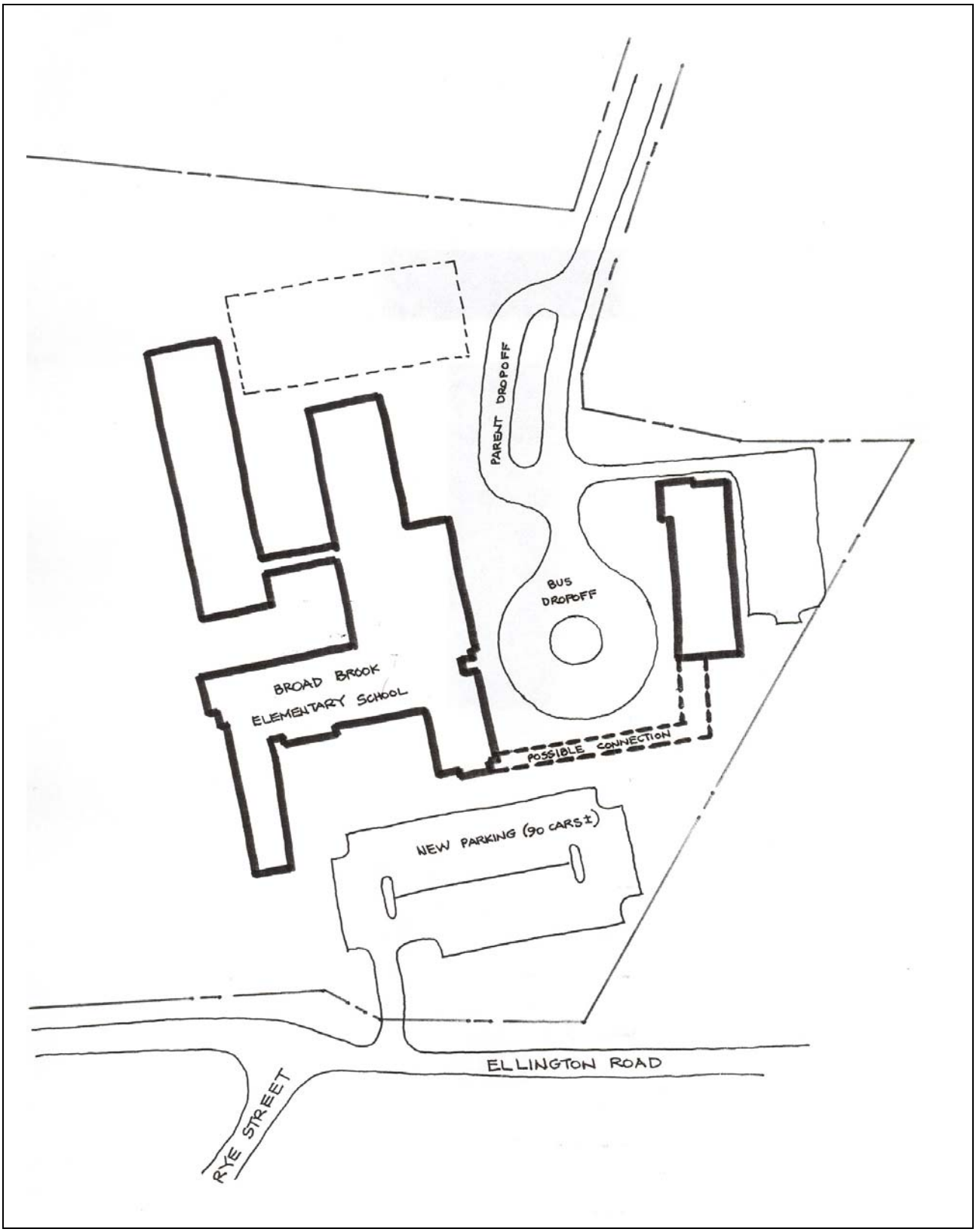
The construction of a new school might serve as the catalyst for a comprehensive reorganization of municipal facilities, even if not part of an integrated campus plan. For example, if a new high school were built, the middle school could be relocated to the current high school site and the current middle school would be available for such uses as town offices, senior center, community center and perhaps other uses. Potential reimbursement by the State for new school construction could provide a fiscal incentive for this approach.

Action: Identify and Implement Short Term Steps to Provide Core Facilities

Until a final decision on what level school to replace and a firm schedule to do so are reached, the school system will need to identify short term steps to ensure that the core facilities are adequate at all schools. This includes restructuring uses and schedules, continued use of temporary modular classrooms, and other actions to free up space for laboratories, cafeterias, lockers, and athletic facilities.

This task is properly the responsibility of the school administration and is an ongoing part of the schools management program.

Conceptual Broad Brook Elementary School Complex



Strategy

Meet Infrastructure Needs

As detailed in the Appendix, some infrastructure requirements are directly under Town control. Others must be monitored and influenced by the Town, but are the responsibility of other levels of government or private companies and utilities.

Action: Manage the Town Road System

East Windsor's roads provide good access and are well maintained. The following table identifies a series of steps to ensure that this important structural asset continues to provide safe and convenient access throughout Town.

Road System Management Tasks

- Adopt a road classification system (see map facing page)
- Complete development of and implement pavement management program.
- Revise street design standards consistent with residential development goals of the Plan of Conservation and Development to reduce environmental and aesthetic impacts of new development.
- Adopt standards for new road storm drainage that allows and encourages the use of drainage swales and infiltration systems where feasible.
- Continue drainage system improvements and address NPDES Phase II requirements.
- Budget and schedule for improvement of intersections on collector roads.
- Complete and maintain proper salt storage structure.
- Budget and schedule for regular street and catch basin cleaning.

Preliminary Road Classification

Interstate
Connecticut Route 91

Arterial
Connecticut Route 5
Connecticut Route 140

Major Collector
Connecticut Route 191
Newberry Road
Apothecaries Hall Road
O'Melia/Cemetary Roads
Rye Street
Wapping/Graham Roads
Rockville Road

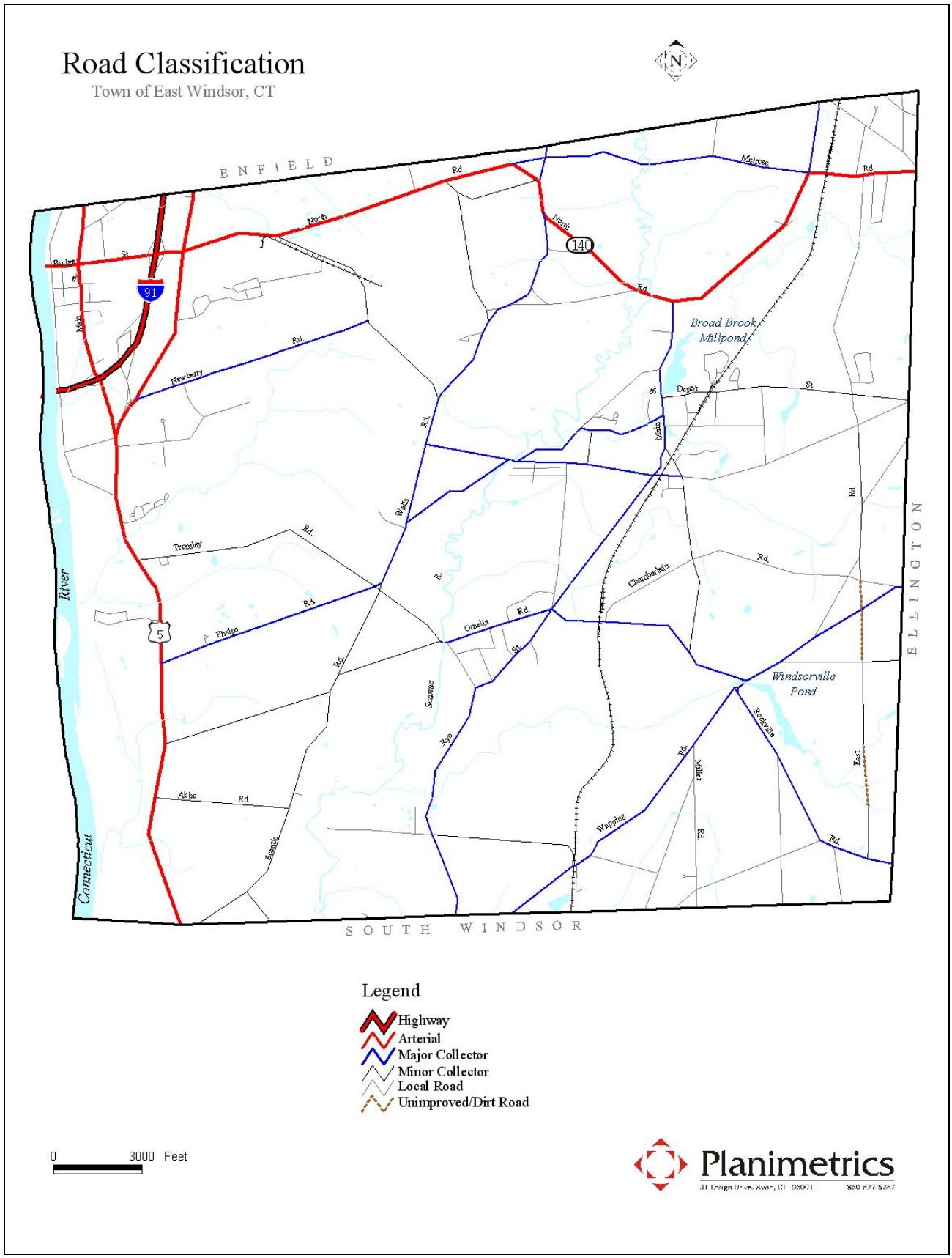
Minor Collectors
Scantic Road
Wells/Winkler Roads
Tromley Road
Windsorville Road
Deport Street

Based on 1998 Plan of Conservation and Development Analysis

Priority Intersection Improvements

- Rye Street
- Wapping/Graham Roads
- Rockville Road
- Scantic Road
- Wells/Winkler Roads
- Windsorville Road

Town Roads


Road Classification
Town of East Windsor, CT
N
ENFIELD
SOUTH WINDSOR
ELLINGTON
Connecticut River
Broad Brook Millpond
Windsorville Pond
North Rd.
Melrose Rd.
Newberry Rd.
Troutley Rd.
Phelps Rd.
Abbe Rd.
Wells Rd.
Ryan Rd.
Seamans Rd.
Omelia Rd.
Chamberlain Rd.
Wapping Rd.
Millers Rd.
Rockville Rd.
East Rd.
Depot St.
Main St.
Pinder St.
Main St.
91
140
5
Legend
Highway
Arterial
Major Collector
Minor Collector
Local Road
Unimproved/Dirt Road
0
3000 Feet
Planimetrics
31 Design Drive, Avon, CT 06001
860 677-5267

Action: Evaluate Extension of the Wastewater Collection System

Based on the 1992 Water Pollution Control Facilities Plan prepared for East Windsor, the Town established a sewer service area and a Sewer Avoidance Plan.

Because the wastewater treatment plant owned and operated by the Town has capacity in excess of two times that required for the current service area, and even greater if usage is compared to the 30 day average capacity, the Town may wish to consider revising the Sewer Avoidance Area boundary. It is unlikely that additional extensions of the system will be economically justified for the residential area that constitutes most of the avoidance area, and soils are generally adequate for on site treatment of residential waste water.

It may also occur that a development with fiscal and housing diversity benefits, such as an age restricted housing development, may be found suitable for a location abutting the current sewer service area, but within the designated avoidance area. Conceivably, environmental issues and development opportunities may warrant extension of service into the current avoidance area.

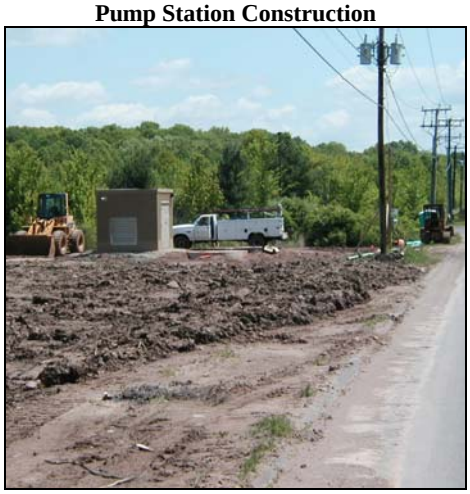
In addition to the capital improvement evaluation that would precede any sewer extensions, the site development approvals required for major developments would evaluate the benefits and effectiveness of a sewer connection compared to on-site treatment options. The Town will have ample opportunity to ensure that the benefits of any such sewer extensions will outweigh the costs and impacts.

As discussed in the Workbook on Business Development, extension of the sewer system to support additional commercial development may be an important strategy for the Town's goal of encouraging economic activity. Of primary consideration is the extension of the sewer line out Route 140 (North Road) to support a possible expansion of the business use district and to resolve existing waste management problems.

East Windsor should monitor development potential and actively seek projects that may benefit from and contribute to extension of the wastewater collection system along Route 140 and elsewhere as opportunities arise.

Wastewater Treatment Plant

Pump Station Construction



Action: Monitor Public Utility Capabilities

There are no indications of service problems or constraints with the provisions of electric, gas, and communications services in East Windsor. The Town, perhaps through its Economic Development Commission, should retain contacts with major utility providers to ensure responsiveness to development proposals and town-wide economic initiatives.

The Zoning Regulations provide standards for wireless communications facilities, which can help the Town guide such developments even when they are subject to the jurisdiction of the State Siting Council. These regulations should be kept current and referred to any applicants for local or state approval. Any such applications should be evaluated by the Town for ensuring protection of scenic and other environmental assets and for meeting telecommunications needs by residents and business in East Windsor.

Action: Maintain Municipal Signage

Properly designed and maintained signage is an effective tool to enhance community pride and promote the values of community assets to residents and visitors. This can be especially important as the Town seeks to encourage additional economic development. However, signage must also recognize the aesthetic sensitivity of many roads and areas of Town.

East Windsor should include sign maintenance in its road maintenance program. The Town would also benefit from a volunteer individual or group to assist in maintenance and identifying appropriate additional signage, and raising funds as may become necessary. A potential first step could be to advertise in the Town newsletter and on its website for interested volunteers.

Municipal Signage

Summary

The following table lists the strategies and action steps detailed in this Chapter of the Plan of Conservation and Development. Chapter 5 provides a detailed implementation plan with priorities, timeframe, and responsibilities for the strategies and action steps recommended by this Plan.

Core Strategy: Meeting Structural Needs

Strategies and Actions

Primary Strategy: **Address Municipal Facility Needs**

Action – Develop Integrated Municipal Facilities Program
Evaluate and Implement Improvements and Expansions of Existing Municipal Facilities

Evaluate Reconfiguration of Rye Street Town Hall and Elementary School Campus

Identify and Evaluate Potential Property Acquisitions

Strategy: **Address Other Public Facility Conditions**

Action – Evaluate the School Street Facility as a Satellite Town Office

Action – Analyze Current and Future Public Safety Facility Needs

Action: Provide Adequate Parks and Recreation Facilities

Action: Support East Windsor's Public Libraries

Strategy: **Plan for Future School Facility Needs**

Action – Coordinate and Integrate School and Municipal Facility Planning

Action – Evaluate Reconfiguration of Elementary School Campus

Action – Evaluate Need for and Feasibility of New School Construction

Action – Identify and Implement Short Term Steps to Provide Core Facilities

Strategy: **Meet Infrastructure Needs**

Action – Manage the Town Road System

Action – Evaluate Extension of the Wastewater Collection System

Action – Monitor Public Utility Capabilities

Action – Maintain Municipal Signage