## COMMUNITY FACILITIES

VISION: Vernon's community facilities will meet our needs and protect our health, safety, and welfare. The Town will continue to provide an array of recreational opportunities and other amenities which contribute to the Town's quality of life. The Town will continue to find cost-effective solutions to meeting community needs.

#### STRATEGIES

MAINTAIN

Community structure when planning for new facilities

200

ADDRESS Current community facility and service needs

ANITICPATE & PLAN FOR **Future needs** 

# **Community Facilities**

N

Community facilities include those that provide: services to residents (town governance, social services, education, DPW), public safety (fire, police, EMS) and amenities (recreation, library). The quality of facilities and services contributes to a community's quality of life – for residents and businesses.

Vernon's community facilities are listed below and shown on the Community Facilities Plan map.

# on Map	Name	# on Map	Name
1	Center Road School	20	Public Works Dept; Social Services
2	Lake Street School	21	Youth Services
3	Maple Street School	22	Sewer Treatment Plant
4	Northeast School	23	Recycling Center
5	Skinner Road School	24	Board of Education
6	Vernon Center Middle School	25	Henry Park
7	Rockville High School	26	Dart Hill Park
8	Emergency Services Station #641	27	Talcott Park
9	Fire Station #1	28	Legion Field
10	Dobsonville Fire Station #2	29	Walker's Reservoir
11	Fire Station #3	30	Valley Falls Park
12	John Ashe Fire Station #4	31	Lafayette Park
13	Fitton Fire House #5	32	Dart Hill North Trails
14	Vernon Police	33	Newhoca Park & Camp Newhoca
15	Police Sub-Station	34	Center 375
16	Town Hall	35	Tankerhoosen & Phoenix Mill Park
17	Town Hall Annex	36	Boulder Ridge
18	Senior Center	37	Building Department
19	Public Library		



#### Impacts on Community Facilities and Services

Factors that will influence future community facility needs include:

- Change in demographics, particularly age (e.g., an older population might increase emergency calls, drive a need for more senior center space, etc.)
- Population growth (more residents creates need / demand for more services)
- State mandates (e.g., juvenile detention)
- Regionalizing services (could increase need for space if Vernon hosts services, or decrease if hosted elsewhere).
- Technology (e.g., deliver more services online; more digital storage)

These and other factors are important considerations when studying and planning for community facilities. The following highlights findings from this planning process. It does not take into consideration the costs or fiscal resources to undertake these projects. While the summary uses the word "need" it does not distinguish between those items which are necessary for a department to fulfill its function versus those items which are desirable for quality of life or other purposes.

Administration / Services						
Town Hall	Internal updates completed and additional updates are planned. Electronic storage could reduce future space needs. Longer term it is desirable to have all land use departments in one facility (this can also make it easier for applicants, more "business friendly"). There is also a lack of municipal meeting space in Rockville. Options for space in the Citizens Block or the Senior Center building (if Senior Center were to move). Importance of keeping Town Hall and most administrative services in Rockville to draw people to Rockville and demonstrate Town's commitment to Rockville.					
Schools	Overall, the quality of schools is key to attracting families / homeowners.					
Schools	Overall, the quality of schools is key to attracting families / homeowners.					
	Space in schools meets current needs but is at capacity. Loss of existing space in schools should be avoided. There is also a current need for storage space, but it is not a pressing need.					
	School enrollment has been declining. However, school enrollments tend to be cyclical. If a school is closed due to declining enrollments, the Town should consider retaining the building and possibly leasing out space. If enrollment increases again, it is very difficult to find land for a new school.					
	The school bus company that provides bus service in Vernon leases land for bus storage near I-84.					
Public	Space is generally adequate, though there is a need for more covered storage .					
Works	DPW has developed a plan for storage and prefers to have on-site.					
Waste Disposal	There is enough space at the transfer station to meet needs (only 3 out of 7 acres are currently used).					
Social	There is a desire for better office and program space (privacy issues with current					
Services	configuration). Overall, the central location works well. It is assumed that these needs could be met by reconfiguring existing municipal space.					
Youth	Their rented space is adequate for current needs (20 children in a program). If					
Services	programs increase in size, additional space would be needed. Longer term, a community center is desirable.					

Public Safety					
Police	Police headquarters is 30 years old and does not meet current needs. State mandates might drive future need for more space. Money had been previously allocated for conducting a needs analysis for space. The analysis should move forward and address space needs and location options. The current location is central and contributes a civic presence to Vernon Center. Creative options should be explored to retain the police headquarters in Vernon Center.				
Fire	Station 541 on Prospect is not adequate and the site is too small to accommodate an expansion. A number of factors could influence the number and location of stations needed in Vernon. One factor is the whether a switch to a paid force might be needed in the future. A study that analyses trends and determines space needs can address these issues. This Plan recognizes that Vernon aspires to maintain its tradition of having a volunteer fire department. The Fire Department also expressed a desire to have a large meeting space.				
Ambulance	Two ambulances are kept at the Public Safety Building. No additional space needs have been identified.				
Emergency Shelters	There are 6 emergency shelters in Vernon (see sidebar) and agreements with Tolland and Ellington to share, when necessary. According to local emergency management officials, it is not anticipated that additional shelters will be need over the next 10 years.				

Other Servic	es and Amenities
Parks and Recreation	While there is a desire for some facility upgrades and need for indoor storage space at Henry Park, maintenance of existing facilities is a priority. Long term there is a desire for a gym / community center in Rockville.
	Volunteer groups maintain some amenities, while the Town maintains the remainder. One issue to consider is whether additional volunteer groups should be encouraged. Understanding the cost savings would be useful.
	The Parks & Recreation Dept. carefully manages its athletic fields to meet demand as best as possible. A continued focus on managing existing fields will reduce the need to find land for new fields. Management approaches can include expanding the use of existing fields (e.g., installing artificial turf allows greater use; installing lights allows longer use) and restricting the use of fields (e.g., restricting use by out-of-season sports). There may be future needs for additional football and lacrosse fields. Other options that should be explored include sharing facilities with neighboring communities and encouraging the private sector to provide for-profit recreational amenities. If new fields are needed, the Town should first analyze if existing fields or other town-owned land can meet needs.
Senior Center	While there are no pressing needs, over the long term more office space and space for computer training is needed. If in the future, the Town considers moving the senior center (or using the facility to meet other needs), a central location (e.g., along Route 30) may better meet seniors' needs.
Library	The library is not technically a "municipal" facility (it is privately operated); but it is an important community facility. An on-site expansion is planned. The library leases some of its parking to hospital, but it may need this parking for library use in the future. The library plays important role in attracting residents to Rockville. Its continued presence here is critical.

## Vernon's Emergency Shelters

There are 6 emergency shelters in Vernon, as identified in the Emergency Operation Plans:

- Center 375
- Vernon Center Middle School
- Tolland Agricultural
  Center Building
- Vernon Congregational Church
- Church of the Nazarine of Rockville
- Church of the Risen Savior

## When Planning for New or Expanded Community Facilities, Maintain Vernon's Community Structure

The character (and overall community structure) of Rockville and Vernon Center are positively affected by the presence of civic uses. When planning for new civic uses or expanding civic uses, the Town should strive to keep these two areas as civic hubs.

Municipal facilities should strive to be "good neighbors" with little impact on neighboring uses. When new facilities are built, they should be in locations where the types of activities and impacts (e.g. traffic, noise, lighting) have a minimal effect on nearby residences.

Conversely, when new development is proposed adjacent to existing municipal facilities, these developments should be carefully planned to minimize impacts to buildings when the facilities are being used. This can help ensure that existing facilities remain viable over the long term. One example is when new housing is built next to recreation fields. The new residents might find that the noise, lighting, or other impacts are not compatible with their neighborhood and could press for limited use of the fields. These situations should be minimized so that community facilities can be used to their fullest potential.

When Planning for New or Expanded Community Facilities, Maintain Vernon's Community Structure:

- 1. Maintain Rockville as the focal point for town governance and the library.
- 2. Maintain a "campus" style setting for public safety, other municipal services, and amenities (e.g., recreation fields, the new arts center) in Vernon Center.
- 3. For other parts of town, continue to locate community facilities in areas that are appropriate for the type of use and best meet the needs of residents / users.
- 4. When new community facilities are built, minimize impacts on adjacent neighborhoods.
- 5. When new neighborhoods are built adjacent to existing community facilities, ensure that the site layout minimizes possible impacts that the community facility could have.

## Address Current Community Facility and Service Needs

Maintenance of existing facilities emerged as a key priority. Some departments noted that they would benefit from additional space and the Town has reconfigured space to better meet the needs of various departments. This approach of addressing needs by optimizing existing space should continue.

The majority of residents are satisfied with recreational facilities in Vernon (88% are satisfied with parks, 71% with playgrounds, and 70% with athletic fields). Keeping these facilities well-maintained will ensure continued enjoyment.

#### Address Current Community Facility and Service Needs:

- 1. Continue to update and maintain public buildings and schools, including the provision of energy conservation measures.
- 2. Continue to update and maintain parks and recreation facilities.
- 3. Continue to re-use and reconfigure existing space, share facilities, and employ technology innovations to meet needs and minimize the need for new land or buildings.

## Anticipate and Plan for Future Needs

It is important to understand changes and trends that will influence the need and demand for community facilities in Vernon. For example, as our population ages, will it be more difficult to retain a volunteer fire department? If so, would our current facilities accommodate a change to a paid force? These are just two of many questions related to future facilities in Vernon. A comprehensive assessment of facility needs can identify opportunities for sharing a facility or space, determine timing for new facilities or expansions, and identify possible state or federal funding sources.

Multiple departments raised the idea of creating a community center either in Rockville or another location. Roughly half (51%) of residents polled would support a community center even if it meant a increase in taxes. If such a community center could efficiently meet the needs of multiple departments and there is adequate public support, the Town might explore this idea further over the long term.

Lastly, when new buildings are planned or substantial upgrades are undertaken, design plans should facilitate the incorporation of the latest communications technologies.

#### Anticipate and Plan for Future Needs:

- 1. Monitor how demographic changes might affect the needs and demands on Town services and facilities.
- 2. Retain school buildings / sites to meet long-term education needs.
- 3. Conduct a space needs assessment for the police station and investigate options for expansion.
- 4. Examine space needs and locational considerations for fire stations.
- 5. Determine approaches for meeting recreation demands.
- 6. Determine if a community center would help meet demands for recreation and other community activities.
- 7. Continue to seek innovative ways to provide quality-of-life amenities, such as through grants, public-private partnerships, etc.
- 8. Look for state and federal funding opportunities when facilities are built or expanded.



#### **Road Classification**

The following classification is partially based on guidelines by the Federal Highway Administration and the Town's subdivision regulations.

Interstate – Road with controlled access intended to move larger volumes of traffic.

Major Arterial – Intended to carry regional traffic and serve major activity centers. In theory, serving abutting land is subordinate to moving traffic.

#### Minor Arterial -

Interconnects and augments major arterials, provides for trips of moderate length, might serve minor traffic generators.

**Collector** – Collects traffic from local roads and neighborhoods and connects with minor and major arterials.

Local Road – All other streets, primarily providing direct access to abutting land. Generally not appropriate for high traffic generators.

Legend

Average Daily Traffic\* 20,000+ 10,000 - 19,999 <

## **Transportation**

Vernon's transportation system consists of roads, public transportation, and pedestrian and bicycling facilities. Transportation, especially the road network, continues to be one of Vernon's strengths. Overall, a community's transportation system should support existing and desired land use patterns and provide for the mobility of its residents, workers, and visitors. Viable alternative transportation options (including public transit and walking) expand mobility options for residents or workers who do not have a car or are unable to drive. This is particularly important in communities that have a large or growing senior populations.

Many components of Vernon's transportation infrastructure are under the jurisdiction of state and regional entities. While Vernon does not have direct control over these other entities, continued collaboration can ensure that Vernon's transportation system meets local needs.

## Maintain Overall Circulation Patterns and Minimize Congestion

Vernon's well-developed road network provides convenient access to jobs and other destinations in the Town and the region. Input at public workshops and through the telephone survey highlight this convenience as a contributor to a high quality of life in Vernon. Regional commuters, who depend upon Vernon's roads to reach I-84, add traffic but present business development opportunities for providing services to these commuters.



The Connecticut Department of Transportation (ConnDOT) has classified roads in Vernon (see sidebar and Transportation Plan). The classification generally seems reasonable, although Route 83 between Windsorville Road and West Road might be better classified as a Minor Arterial rather than Major based upon lower traffic volumes and the character of the area.



To evaluate and manage potential traffic impacts, the Planning and Zoning Commission can require Traffic Impact Statements when development is proposed. Another approach used by communities is to tie allowable land uses to road classification. High traffic generators are generally not considered appropriate on local roads and, often, collector roads. Therefore certain uses are only allowed on arterials. This can be particularly helpful when siting non-residential uses (schools, nursing homes, religious facilities) in residential zones.

Recent improvements to Route 83 in Vernon Circle are expected to address traffic flow in this area. The Town should work with the State and property owners to undertake additional measures to better manage traffic in Vernon Circle and along other parts of Routes 30 and 83. Measures might include improvements to signal coordination and traffic calming.

Other areas of town tend to experience some congestion during morning and evening rush hours (generally roads that provide access to I-84, such as the Route 30/31 intersection). As additional development occurs, opportunities to improve circulation patterns should be explored.

#### Maintain Overall Circulation Patterns and Minimize Congestion:

- 1. Consider incorporating road classification into zoning regulations to manage potential traffic impacts.
- 2. Continue to require Traffic Impact Statements for developments which might generate high levels of traffic.
- 3. Work with the State and property owners to undertake additional measures to manage traffic on Routes 30 and 83.
- 4. To manage congestion near I-84 access points:
  - a. continue to work with the State on options / improvements
  - b. as development occurs, look for opportunities to make improvements

#### **Continue to Require and Encourage Access Management**

"Access Management" is an overarching strategy to optimize access to land while ensuring for the safe and efficient flow of traffic. Curb cut (driveway) management is a key component of access management. Multiple curb cuts in close proximity to one another impact traffic flow, increase the potential for accidents, and increase the number of conflict points between pedestrians and vehicles.

The Planning and Zoning Commission has worked to reduce or combine curb cuts when development occurs. Additional steps could include:

- adding access management provisions to its zoning regulations (i.e., requiring driveways connections between adjoining properties or reserving areas for future connections),
- encouraging the creation of access roads that run behind multiple properties
- preparing an access management plan which would provide specific recommendations for access to properties along a corridor, and
- update zoning regulations to require compliance with the plan when properties are developed or redeveloped.

The State has ultimate control over the location and number of curb cuts for properties along state roads. The recent improvements to Route 83 in Vernon Circle have helped address issues there; the island limits the ability to make left-hand turns. The Town should continue to work with the State to ensure its decisions are consistent with town policies for access management. This is especially important for Routes 83 and 30 and will be important as development occurs along Route 31 near exit 67.

Continue to Require and Encourage Access Management:

- 1. Continue to work with land use applicants and the State Traffic Commission to reduce / minimize curb cuts.
- 2. Consider incorporating access management provisions into the Zoning Regulations.
- 3. Create an access management plan for Route 83.

## **Continue to Implement Traffic Calming Measures**

Traffic calming helps to slow traffic down, thereby making streets safer for pedestrians, bicyclists and drivers. Certain physical conditions tend to cause drivers to slow down, such as roads that are narrow or appear narrow due to activity along the roads (e.g., on-street parking). Other traffic calming techniques include installing curb extensions, medians, and speed humps. The appropriate treatment varies based upon the type of road and its use.

The Town has successfully employed traffic calming techniques and should continue to do so as appropriate. The Town should also review the roadway widths required for new roads to see if they can be reduced.

Continue to Implement Traffic Calming Measures:

- 1. Implement traffic calming measures on a case-by-case basis as needed.
- 2. Examine road width requirements and determine if they can be reduced.

## **Continue Road Maintenance**

The Town should continue to program funds for maintaining and improving its roads. Maintaining existing road infrastructure is an important priority for safety, convenience, and from a cost efficiency perspective; regular maintenance can extend the useful life of a road and thereby delay the need for reconstruction. The Town has also undertaken aesthetic improvements when upgrading roads since roads can greatly influence the character of a neighborhood.

Bridge improvements and reconstruction are a community priority. A number of bridge projects are underway or planned.

**Continue Road Maintenance:** 

- 1. Continue to program funding for regular maintenance.
- 2. Continue bridge improvements and reconstruction.

## Improve Public Transit Service

Vernon is one of 16 communities that belongs to the Greater Hartford Transit District. The District plans, develops, operates, maintains, and provides transportation and related services such as transportation centers and parking facilities. CT Transit operates local and commuter bus service. Buses connect Rockville and the Route 83 corridor to Manchester and downtown Hartford. The Vernon Express provides direct service between commuter parking lots and Hartford.

Workshop attendees would like to see more user-friendly bus service. The Town could encourage CT Transit to better identify and maintain bus stops, make route maps more accessible, and provide more bus shelters. However, the survey revealed that very few residents (19%) would use the bus if service were improved / expanded. As future residential and business development occurs along bus routes, there could be increased demand. If demand increases, the Town could work with residents and employers along bus routes and CT Transit to determine if route expansions are warranted. In addition, the Express service should continue to be offered in Vernon.

Paratransit (door to door service) is provided by the Hockanum Valley Community Council. The Senior Center also provides some bus transportation, mainly to bring seniors to the center and for special trips and events. The private sector and the Housing Authority also meet demand for door-to-door transportation – many senior and elderly housing developments provide transportation to their residents.

The Town may receive funding for the creation of a multi-modal transportation center. While the location and details are still in the planning stages, such a facility could help make it easier for residents and others in the region to use public transit in Vernon. One site under consideration is the commuter parking lot on the western stretch of Route

C.

30. This location is near the highway, close to Vernon Center, and near the Rail Trail, making it a good candidate.

Improve Public Transit Service:

- 1. Continue to work with the region and public transit providers to make existing bus service more user-friendly.
- 2. Monitor future demand for bus service and, if warranted, work with public transit providers to extend routes / increase service.
- 3. Ensure that the express commuter bus continues to connect Vernon to Hartford.
- 4. Support the continued provision of para-transit service.
- 5. Support the creation of a multi-modal center in Vernon.

## **Enhance Pedestrian and Bicycle Travel**

Trips made by foot or on bicycle can reduce traffic and have environmental and health benefits. While a community cannot change people's behavior, it can increase opportunities and reduce barriers to walking and biking. This can occur through public investment or through improvements made by the private sector.

In terms of public investment, the Town has a track record of providing and promoting pedestrian and bicycle infrastructure. The Town has maintained the historic walkable environment in areas such as Rockville and has invested in sidewalks in other areas where walking is a suitable means of transportation. The Skinner Road School participates in the Safe Routes To School movement which encourages children to walk to school. Finally, Vernon's Rail Trail provides a central bicycle corridor, allowing pedestrian and bicyclists to easily get around town and to Bolton and Manchester. These public-led efforts should continue.

Sidewalk maintenance and construction requires funding and difficult choices have to be made annually about where limited dollars can best be used to enhance the sidewalk network. Residents support building sidewalks in areas such as Route 30, Route 83 and Vernon Circle – 75% support building them here and just over half (57%) support them even if it would increase their property taxes. The Town should explore options for funding sidewalks, such as a sidewalk fund.

The Town has taken cost-efficient approaches by obtaining grants and incorporating sidewalk improvements as road work is done. This approach of including sidewalk upgrades when roads are repaired is akin to a "Complete Streets" approach. Complete streets take all users – pedestrians, bicyclists and drivers – into account when improving roads.

#### Sidewalk Plan

The Sidewalk Plan suggests which areas of Vernon could be highest priority for sidewalk construction and maintenance. It can also help the Planning and Zoning Commission determine when a private development should include sidewalks.

Highest priority areas are those areas where there is more likely to be a demand for sidewalks or there is a desire to increase pedestrian activity.

Areas received "points' if located within:

- ¼ mile of most commercial zones (SED, PC, C, RC, RDBR or HD-RC zones)
- ¼ mile of existing high density residential areas
- 1⁄4 mile of a bus route or commuter parking lot
- ¼ mile of an existing sidewalk
- A "node"
- ¼ mile of any public school

Areas rated highest met multiple criteria.

New development or redevelopment on arterials, collectors, and most local through streets should be required to install sidewalks in high priority areas and encouraged to in medium priority areas.

Streets listed in the Town's current Sidewalk Policy are either High or Medium on this Sidewalk Plan. In terms of the private sector, the zoning regulations require that "sidewalks shall be installed for all new development in all areas" and further calls for granite curbs in "sidewalk policy areas." Subdivision regulations require sidewalks on at least one side of the street, unless waived by the Commission.





But determining when to waive sidewalks proves challenging. The private-sector approach to expanding the sidewalk network is piecemeal since it is based upon when and where development occurs. As a result, landowners may feel frustrated that they are required to provide sidewalks when there are no sidewalks on adjacent properties. Having a clear plan that identifies priority areas for future sidewalks could help clarify how individual sidewalk additions fit into the larger, long-term picture. Conversely, there are areas of Vernon where sidewalks might not be necessary. The Sidewalk Plan Map can aid in the determination of when to require sidewalks.

Other pedestrian and bicycle amenities (pathways connecting adjacent properties, bicycle racks, benches, etc.) can be provided as new development or redevelopment occurs. In addition to the off-road Rail Trail, on-road bike accommodations are important components of a bicycle transportation system. A "Complete Streets" approach can identify ways to accommodate bicyclists when improving roads.

**Enhance Pedestrian and Bicycle Travel:** 

- 1. Use the Sidewalk Plan (or one similar to this one) to:
  - a. help prioritize spending for construction of sidewalks,
  - b. help prioritize maintenance of sidewalks, and
  - c. help determine when to require new development to install sidewalks.
- 2. Schedule the review and maintenance of sidewalks and repair them as necessary.
- 3. Continue to incorporate sidewalk improvements into road projects, where feasible.
- 4. Encourage new development to provide pedestrian and bicycle infrastructure.
- 5. Explore options for funding sidewalks, such as a sidewalk fund.



## **Address Parking Needs**

Ensuring an adequate amount of and convenient location of parking in downtown areas can be a great challenge. Downtowns, including Rockville, are appealing in large part due to pedestrian-friendliness. Yet most visitors and workers mainly arrive by car and need a place to park. Parking strategies in a downtown should balance convenience for driv-ers, providing a walkable and attractive streetscape, and not inadvertently freezing redevelopment through unachievable parking requirements.

There are a number of parking spaces throughout Rockville; however, many of the parking lots are privately owned. At certain times, visitors to the Town Hall or Senior Center have trouble finding on-street parking or a space in the municipal lot while private lots sit near-empty. The Town should continue to investigate options for structured parking to increase capacity at its municipal lot and work with private landowners to allow public parking on their sites.

Town-wide, providing more parking than is necessary can have environmental and economic impacts (see discussion of economic impacts on page 89). The Town provides some flexibility in meeting parking requirements. Additional measures might be beneficial. The table on the following page outlines alternative approaches to parking requirements and indicates which approaches might be appropriate in Rockville or the remainder of the Town.

#### Address Parking Needs:

- 1. Consider building structured parking in the municipal lot in Rockville.
- 2. Encourage landowners to share parking in Rockville.
- 3. Rethink parking requirements to reduce the environmental and economic impacts of providing too much parking.





## Possible Regulatory Approaches to Parking

	Appropriate for:		
Parking Approaches	Rockville	Remainder of Town	
RECALIBRATE			
Continue to require a minimum number of spaces, but recalibrate space requirements to better match demand.	$\checkmark$	✓	
"5/8ths" Rule – reduce parking requirements by 5/8ths in areas where public parking or on-street parking is available.	$\checkmark$		
Set a minimum and <u>maximum</u> number of spaces.	$\checkmark$	✓	
REDUCE*			
Allow reduction in spaces if applicant can demonstrate the spaces are not needed (no fee-in-lieu required).	$\checkmark$	$\checkmark$	
Allow reduction if other <u>private</u> parking spaces are available nearby and owner has a legal agreement with owner of other spaces to share (no fee-in-lieu required).	$\checkmark$	~	
Allow reduction if other <u>public</u> parking spaces are available nearby (on-street or public lot) – in this case, the fee-in-lieu of parking payment should be required because a cost is borne by the Town.	$\checkmark$		
*Vernon's zoning regulations allow payment in lieu of parking for u	o to 20% of the requir	ed spaces.	
DEFER			
Can build lesser number of spaces but must reserve an area for future parking spaces in case demand warrants a need for them.		✓	
ELIMINATE			
Eliminate minimum parking requirements for some or all uses.	$\checkmark$	✓	