

# Town of Putnam, Connecticut



## Plan of Conservation and Development 2016



**TOWN OF PUTNAM, CONNECTICUT**  
**Plan of Conservation & Development**  
**Adopted June 27, 2016**  
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or as noted



**TOWN OF PUTNAM, CONNECTICUT  
 PLAN OF CONSERVATION AND DEVELOPMENT  
 TABLE OF CONTENTS**

	<u>Page</u>
<b>Foreword</b>	xiii
<b>Chapter 1: Overview of the Purpose and Process of the Plan of Conservation &amp; Development</b>	1
<b>Chapter 2: Community Overview</b>	7
• Introduction to the Town of Putnam	7
• Location and Region	8
• Government	8
• Tax Base Analysis	10
○ <i>Grand List Trends</i>	10
○ <i>Putnam Grand List by Category</i>	11
○ <i>Tax Structure</i>	11
○ <i>Spending</i>	11
• Demographics	12
○ <i>Population Trends</i>	12
○ <i>Population Projections</i>	14
○ <i>Households</i>	19
○ <i>Population Dispersal</i>	19
○ <i>Income Trends</i>	19
• Housing	21
○ <i>Housing Trends</i>	21
○ <i>Subsidized Housing Units</i>	25
○ <i>Housing Market</i>	25
• Inferences of Statistics on Demographics and Housing	26
• Livable Communities and Aging in Place	27
• Goals and Objectives: Demographics and Housing	29

	<u>Page</u>
<b>Chapter 3: Physical Characteristics and Natural Resources</b>	31
• Water Resources and Quality	31
• Topography and Soils	34
• Forest Cover and Agricultural Fields	38
• Natural Diversity Data Base (NDDDB) Areas and Map	39
• Goals and Objectives: Physical Characteristics	42
<b>Chapter 4: Cultural / Historical Resources</b>	43
• Historical Resources	43
○ <i>Historical Importance of Textile Manufacturing and Rail Service in Putnam</i>	43
○ <i>Structures Listed in the National Register of Historic Places</i>	44
○ <i>Inventory of Other Structures and Areas of Historical Significance</i>	44
▪ <u>Structures</u>	44
▪ <u>Areas</u>	45
○ <i>Industrial and Related Sites of Historical Significance and the River Mills Heritage Trail</i>	46
○ <i>Other Structures and Sites of Historical and Archaeological Significance</i>	47
○ <i>Aspinock Historical Society</i>	47
○ <i>Locations of Sites and Areas of Historical Significance</i>	48
○ <i>Encouraging Historic Preservation: Survey and Planning Grant Program, and             Historic Restoration Fund Grants Program</i>	48
• Cultural Resources	50
○ <i>Putnam Arts Council</i>	50
○ <i>Connecticut Arts Council and Office of the Arts</i>	50
○ <i>Designated Regional Service Organizations</i>	51
• Goals and Objectives: Cultural / Historical Resources	52

	<u>Page</u>
<b>Chapter 5: Land Use</b>	53
• Administration	53
• Growth Patterns	53
• Existing Land Use Patterns	56
• Landfill Areas	59
○ <i>Putnam Town Landfill</i>	60
○ <i>Wheelabrator Putnam Inc.</i>	60
• Sustainable Development / Smart Growth in Putnam	60
○ <i>Brownfields</i>	60
○ <i>Greyfields</i>	61
○ <i>Greenfields</i>	61
○ <i>Leadership in Energy and Environmental Design for Neighborhood Development (LEED-ND)</i>	61
○ <i>Creative Placemaking</i>	63
○ <i>Sustainability and Smart Growth Land Use in Putnam</i>	64
• Cost of Community Services Studies	67
• Agricultural, Forestry, and Open Space Land Uses in Putnam	68
○ <i>Existing Protected Open Space</i>	69
○ <i>Prevalent Programs in Connecticut for Encouraging Preservation of Farmland, Forest Lands, and Open Space Land</i>	72
▪ <u><i>Public Act 490 (Taxation of Agricultural, Forest and Open Space Lands)</i></u>	72
▪ <u><i>Connecticut Farmland Preservation Program</i></u>	75
▪ <u><i>Farm Viability Grants</i></u>	75
▪ <u><i>The Connecticut FarmLink Program</i></u>	76
▪ <u><i>USDA/NRCS Connecticut</i></u>	76
▪ <u><i>AGvocate Program</i></u>	77
○ <i>Agritainment, Agritourism, and Agriculturally Related Uses</i>	77
○ <i>Preservation of Old Stone Walls</i>	78
○ <i>Blueways</i>	80
○ <i>Greenways</i>	80
• Gateways	82
• Goals and Objectives: Land Use	85

	<u>Page</u>
<b>Chapter 6: Public Services / Facilities</b>	87
• Introduction	87
• Town Hall and Library	88
• Armory	90
• Public Works & Municipal Garage	90
• Educational Facilities	90
• Fire Services	91
• Police Services	93
• Waste Management	93
• Water & Sewer: WPCA	93
○ <i>Water</i>	94
○ <i>Sewer</i>	97
• Stormwater Sewers and MS4 Program	99
• Public Health Services	101
• Social Services	101
• Parks and Recreation Facilities	102
• Capital Improvements Program	105
• Goals and Objectives: Public Services / Facilities	106
 <b>Chapter 7: Transportation</b>	 107
• Existing Roads	107
• Functional Road Classification	107
• Accident Data	110
• Traffic Counts	111
• Pavement Management System	116
• Bridges and the Connecticut Local Bridge Program	116
• Public Transit	117
• Rail Service	117
• Downtown Parking and Circulation	118

	<u>Page</u>
• Sidewalks	120
• Bicycle and Walking Trails	123
• Signage and the Putnam Downtown Center Signage and Wayfinding Master Plan	123
• Planning for Complete Streets	124
• Let’s GO CT!	125
• Goals and Objectives: Transportation	128
<b>Chapter 8: Economic Development</b>	129
• Economic Development Activities in Putnam	129
• Economic Conditions, 2014 – 2015	132
○ <i>Prevalent Economic Sectors</i>	132
○ <i>Market Areas and Economic Development Trends and Activities</i>	133
▪ <u><i>Industrial Development</i></u>	133
▪ <u><i>Quinebaug Regional Technology Park (QRTP)</i></u>	135
▪ <u><i>Retail/Commercial</i></u>	137
▪ <u><i>Office</i></u>	137
▪ <u><i>Tourism</i></u>	138
• Existing Employment	139
○ <i>Major Putnam Employers</i>	139
○ <i>Labor Force</i>	139
○ <i>Journey to Work</i>	140
• Employment Outlook and Implications for the Labor Force	142
• Economic Development Incentives Available in Putnam	143
○ <i>State Tax Incentives: General</i>	143
○ <i>Rehabilitation Area Program Ordinance</i>	143
○ <i>I-395 Enterprise Corridor Zone Tax Benefits</i>	145
○ <i>Commercial Property Assessed Clean Energy (C-PACE)</i>	145
○ <i>Siting Clean Energy on Connecticut Brownfields and on Other Commercial/Industrial Sites</i>	145
• Goals and Objectives: Economic Development	146

	<u>Page</u>
<b>Chapter 9: Consistency with State and Regional Plans of Conservation and Development</b>	147
• Conservation and Development Policies: The Plan for Connecticut	147
○ <i>The Written Document</i>	147
▪ <u><i>Consistency with the Written State POCD</i></u>	148
○ <i>Locational Guide Map</i>	149
▪ <u><i>Use and Application of the Locational Guide Map</i></u>	150
▪ <u><i>Locational Guide Map &amp; Criteria Applicable to Putnam</i></u>	152
▪ <u><i>How to apply the Locational Guide Map</i></u>	154
▪ <u><i>Consistency with the State Locational Guide Map</i></u>	155
• Regional Planning in the Putnam Area: Northeastern Connecticut Council of Governments (NECCOG)	156
○ <i>2015 Regional Hazard Mitigation Plan</i>	156
○ <i>Comprehensive Economic Development Strategy (CEDS)</i>	156
○ <i>Unified Planning Work Program</i>	157
○ <i>Consistency with Regional Planning Activities</i>	158
<b>Chapter 10: Implementation</b>	159
<b>Figures:</b>	
• Figure 1-1: THE “THREE Es” OF SUSTAINABILITY	4
• Figure 2-1: LOCATION MAP	9
• Figure 2-2: CENSUS TRACTS & SPECIAL SERVICES DISTRICT MAP	20
• Figure 3-1: WETLANDS AND WATERCOURSES MAP	32
• Figure 3-2: SURFACE WATER QUALITY MAP	33
• Figure 3-3: TOPOGRAPHY MAP	35
• Figure 3-4: SLOPES MAP	36
• Figure 3-5: SOILS MAP	37
• Figure 3-6: PRIME AGRICULTURAL SOILS & AGRICULTURAL SOILS OF STATEWIDE IMPORTANCE MAP	40
• Figure 3-7: NATIONAL DIVERSITY DATA BASE MAP	41
• Figure 4-1: HISTORICALLY SIGNIFICANT SITES AND AREAS MAP	49

	<u>Page</u>
• Figure 5-1: HISTORICAL GROWTH PATTERNS OF PUTNAM SPECIAL SERVICE DISTRICT	54
• Figure 5-2: CURRENT ZONING MAP	55
• Figure 5-3: 2012 AERIAL PHOTO	57
• Figure 5-4: 2010 LAND COVER MAP	58
• Figure 5-5: PROTECTED AND OTHER OPEN SPACE MAP	71
• Figure 5-6: PA 490 PROPERTIES MAP	74
• Figure 6-1: LOCATION OF TOWN FACILITIES MAP	89
• Figure 6-2: MUNICIPAL WATER SUPPLY AREAS MAP	96
• Figure 6-3: SANITARY SEWER SERVICE AREAS MAP	98
• Figure 6-4: MS4 STORMWATER AREAS MAP	100
• Figure 7-1: FUNCTIONAL ROADWAY CLASSIFICATIONS MAP	109
• Figure 7-2: AVERAGE DAILY TRAFFIC (ADT) COUNTS TAKEN IN 2004 BY THE CONNECTICUT DEPARTMENT OF TRANSPORTATION MAP	114
• Figure 7-3: AVERAGE DAILY TRAFFIC (ADT) COUNTS TAKEN IN 2013 BY THE CONNECTICUT DEPARTMENT OF TRANSPORTATION MAP	115
• Figure 7-4: SIDEWALKS MAP	122
• Figure 8-1: PUTNAM REHABILITATION AREA MAP	144
• Figure 9-1: LOCATIONAL GUIDE MAP	153
• Figure 10-1: LAND USE PLAN MAP	161
• Figure 10-2: PHYSICAL IMPROVEMENT PLAN MAP	162

**Tables:**

• Table 2-1: Putnam Net Grand List Trends, 2002 – 2012	10
• Table 2-2: 2012 Grand List	11
• Table 2-3: Population Trends	12
• Table 2-4: Population by Age Group	13
• Putnam Population – 2010	14
• Putnam Population Projection – 2015	15
• Putnam Population Projection – 2020	16
• Putnam Population Projection – 2025	17

	<u>Page</u>
• Table 2-5: Putnam Population Projections 2015 - 2025	18
• Table 2-6: Putnam Median Income Trends 1999 & 2012	21
• Table 2-7: Putnam Housing Profile 2000 & 2012	22
• Table 2-8: Housing Trends	23
• Table 2-9: Building Permits for New Dwelling Units 2003 – 2013	24
• Table 2-10: Total Population in Occupied Housing Units by Tenure by Year Householder Moved Into Unit	25
• Table 2-11: Town of Putnam Housing Transactional Data	26
• Table 5-1: Land Cover Types	56
• Table 5-2: Protected Open Space Areas	70
• Table 5-3: PA 490 Lands in Putnam	73
• Table 6-1: Town of Putnam Recreation/Open Space Facilities	104
• Table 7-1: Functional Road Classifications Putnam, Connecticut	108
• Table 7-2: Accident Data	110
• Table 7-3: Putnam, Connecticut Average Daily Traffic (ADT) Trends, Selected Roadway Segments	112
• Table 8-1: 2012 ZIP Code Business Patterns (NAICS) 06260 – Putnam, CT	134
• Table 8-2: Largest Employers in Putnam	139
• Table 8-3: Travel Time to Work	140
• Table 8-4: Workers Commuting <u>from</u> Putnam, 2000 and 2010	141
• Table 8-5: Workers Commuting <u>to</u> Putnam, 2000 and 2010	141
• Table 10-1: Plan Implementation Table	164

## **Foreword**

In Connecticut, the Plan of Conservation and Development (POCD) is the document that guides a town in making its **land use decisions** that in turn define the development of the town. This guidance in the making of land use decisions is accomplished by the implementation of action items put forth in the plan, which have been derived from the general goals and the more specific objectives established by the Town in its preparation of the plan. Upon adoption, a town's POCD is in effect for a 10 year period, and if the plan is not updated and adopted within this 10 year period the town is not eligible to receive certain state discretionary funds; however, the state has by passage of Public Act 15-95 extended the date by which the POCD must be completed to July 1, 2016. Putnam's POCD was last amended and adopted effective August 22, 2005.

By statute, a town's POCD is developed by its Planning Commission, who may appoint one or more special committees to develop and make recommendations for the plan; the membership of any such special committee may include residents of the municipality and representatives of local boards dealing with zoning, inland wetlands, conservation, recreation, education, public works, finance, redevelopment, general government and other municipal functions. In November – December 2013, the Putnam Planning Commission determined that this POCD update would best be accomplished totally in-house (other than minor technical assistance in GIS mapping) through existing staff and through the efforts of a POCD Update Committee, who would, upon completion of a draft of the update, recommend that the Planning Commission accept this draft for the public hearing that is required by statute to be held before the Commission adopts the Plan. This POCD Update Committee conducted 18 meetings between January 2014 – February 2016. The Committee consisted of the entire Planning Commission, and representatives of the Zoning Commission, Inland Wetlands and Watercourses Commission, Putnam Redevelopment Authority / Economic Development Commission, Zoning Board of Appeal, and the Board of Selectmen, as well as the Town Historian. In this effort, the Town Planner has been working with the Committee and Town staff, particularly the Town Administrator, DPW Director, Economic and Community Development Director, the Recreation Director, and the Superintendent of Schools, over the past two years. The Commission decided to diligently and thoroughly do this update in-house because of not only obvious cost savings, but also because the Commission is of the opinion that involving town representatives directly in the planning process has created a greater understanding among those who will be implementing the POCD of the issues that need to be addressed through its goals and objectives, and therefore greater buy-in to the plan is being achieved without wasting resources through taking a more academic approach on setting plan objectives that may not be realistic or in line with the Town's goals. By taking such a hands-on approach, this document truly will be implemented because those involved in its creation have a vested interest in seeing it through.

Essentially, in sum, the Town of Putnam 2016 POCD provides the framework for sustainable planning for a livable community via the principles of smart growth. Some of the major themes of the POCD are:

- Provide for the needs of an aging population;
- Focus new housing development and housing rehabilitation within and adjacent to existing densely populated areas that are within a walkable distance to Putnam’s core downtown area;
- Preserve and maintain the characteristics of Putnam’s rich history and important heritage areas;
- Retain the rural character of East Putnam and West Putnam while expanding agricultural activity within Town;
- Infill gaps in existing developed areas and, where appropriate, redevelop existing land uses, before going on to develop raw land;
- Encourage “green and clean” new development and greening of existing development;
- Encourage redevelopment / repurposing of vacant or underutilized historic mill buildings;
- Develop the Quinebaug Regional Technology Park to create good paying jobs (“living wage”) through businesses focused on up and coming technologies in the green economy.

The content of this Plan gives the anticipated steps to be carried out over the ten-year planning period to make the implementation of the plan a reality.

The Town of Putnam Planning Commission wishes to thank all members of the public, Boards, Commissions and Town staff, particularly the members of the POCD Update Committee, who gave substantial amounts of their time and vital input in the creation of this document.

# Chapter 1

## **Overview of the Purpose and Process of the Plan of Conservation and Development**

Connecticut General Statutes, Chapter 126, Section 8-23, requires Connecticut communities to prepare a Plan of Conservation and Development (POCD) and update it at least every ten years so that trends can be monitored and policies reviewed. The Planning Commission is charged with this task. The Planning Commission is charged with the regular review and maintenance of the POCD and the adoption of amendments to the plan or parts of the plan as the commission may deem necessary to update the plan. This process, which can be accomplished by the Planning Commission and/or a special committee designated for this purpose, gives the community the opportunity to assess all aspects of past and future growth and then decide on how and in what manner it wants its development and conservation to be achieved. In other words planning provides a town with the opportunity to look at the "Big Picture": to take the time to reflect on what the consequences have been of previous actions and decisions, while discussing options for continuing or changing its course of action. In order for a town to be eligible to receive certain state discretionary funds to implement appropriate sections of the plan, this ten-year update is mandatory.

Following are excerpts from the Connecticut General Statutes, Section 8-23, relative to the adoption, content, amendment or modification, and implementation of the Plan of Conservation and Development:

The Planning Commission shall:

- prepare or amend and shall adopt a plan of conservation and development at least once every ten years,
- regularly review and maintain such plan,
- adopt such amendments to the plan or parts of the plan as the commission may deem necessary to update the plan,
- at any time, may prepare, amend and adopt plans for the redevelopment and improvement of districts or neighborhoods, which, in its judgment, contain special problems or opportunities or show a trend toward lower land values.

In preparing the plan, the commission or any special committee shall consider the following:

- The community development action plan of the municipality, if any,
- the need for affordable housing,
- the need for protection of existing and potential public surface and ground drinking water supplies,
- the use of cluster development and other development patterns to the extent consistent with soil types, terrain and infrastructure capacity within the municipality,
- the state plan of conservation and development adopted pursuant to chapter 297,
- the regional plan of conservation and development adopted pursuant to section 8-35a,
- physical, social, economic and governmental conditions and trends,

- the needs of the municipality including, but not limited to, human resources, education, health, housing, recreation, social services, public utilities, public protection, transportation and circulation and cultural and interpersonal communications,
- the objectives of energy-efficient patterns of development, the use of solar and other renewable forms of energy and energy conservation, and
- protection and preservation of agriculture.

The plan of conservation and development shall:

- be a statement of policies, goals and standards for the physical and economic development of the municipality,
- provide for a system of principal thoroughfares, parkways, bridges, streets, sidewalks, multipurpose trails and other public ways as appropriate,
- 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 and identify areas where it is feasible and prudent
  - to have compact, transit accessible, pedestrian-oriented mixed use development patterns and land reuse, and
  - to promote such development patterns and land reuse,
- recommend the most desirable use of land within the municipality for residential, recreational, commercial, industrial, conservation, agricultural and other purposes and include a map showing such proposed land uses,
- recommend the most desirable density of population in the several parts of the municipality,
- note any inconsistencies with the following growth management principles:
  - Redevelopment and revitalization of commercial centers and areas of mixed land uses with existing or planned physical infrastructure;
  - expansion of housing opportunities and design choices to accommodate a variety of household types and needs;
  - concentration of development around transportation nodes and along major transportation corridors to support the viability of transportation options and land reuse;
  - conservation and restoration of the natural environment, cultural and historical resources and existing farmlands;
  - protection of environmental assets critical to public health and safety; and
  - integration of planning across all levels of government to address issues on a local, regional and state-wide basis,
- 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 in which the municipality is located, as designated by the Secretary of the Office of Policy and Management under section 16a-4a,
- 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 identified in the state's consolidated plan for housing and community development prepared pursuant to section 8-37t and in the housing component and the other components of the state plan of conservation and development prepared pursuant to chapter 297.

In preparing such plan, the commission shall consider focusing development and revitalization in areas with existing or planned physical infrastructure.

Such plan may show the commission's and any special committee's recommendation for:

- conservation and preservation of traprock and other ridgelines,
- airports, parks, playgrounds and other public grounds,
- the general location, relocation and improvement of schools and other public buildings,
- the general location and extent of public utilities and terminals, whether publicly or privately owned, for water, sewerage, light, power, transit and other purposes,
- the extent and location of public housing projects,
- programs for the implementation of the plan, including
  - a schedule,
  - a budget for public capital projects,
  - a program for enactment and enforcement of zoning and subdivision controls, building and housing codes and safety regulations,
  - plans for implementation of affordable housing,
  - plans for open space acquisition and greenways protection and development, and
  - plans for corridor management areas along limited access highways or rail lines, designated under section 16a-27,
- proposed priority funding areas, and
- any other recommendations as will, in the commission's or any special committee's judgment, be beneficial to the municipality.

The plan may include any necessary and related maps, explanatory material, photographs, charts or other pertinent data and information relative to the past, present and future trends of the municipality.

Any municipal plan of conservation and development scheduled for adoption on or after July 1, 2015, shall identify the general location and extent of any (1) areas served by existing sewerage systems, (2) areas where sewerage systems are planned, and (3) areas where sewers are to be avoided. In identifying such areas, the commission shall consider the provisions of this section and the priority funding area provisions as defined in the Connecticut General Statutes.

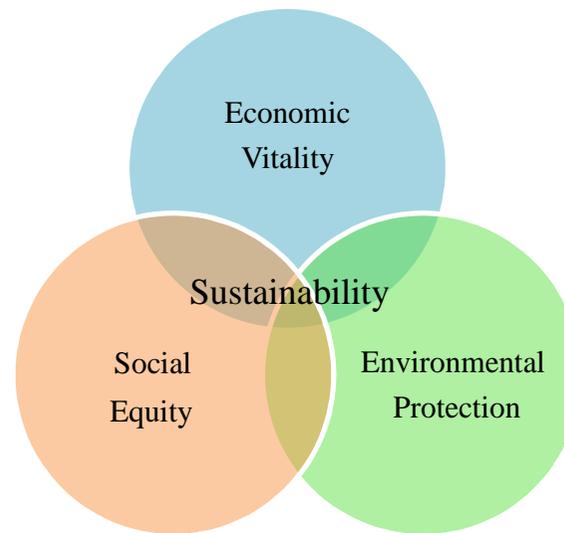
Putnam wants to grow and prosper but not at the expense of its rural character and natural resources. It wants to raise its standard of living and levels of educational attainment without driving up housing costs and driving out residents. Many communities treat planning as a perfunctory mandate, emphasizing individual components such as housing, encroachment, transportation, and land use rather than examining the interrelationships and correlation among these various components. This focus on individual plan components with little interrelation is often referred to as "silos" where planning is done in isolated segments that are not cohesively coordinated. The need to strike this balance provides a perfect backdrop for preparing a blueprint for the future in the form of a sustainable Plan of Conservation and Development (POCD) through the use of the Triple Bottom Line. Such a plan provides the framework that allows a community to understand the continuum of its physical growth and resource capacity while providing a robust economy for and meeting the social needs of Putnam's residents. The achievement of sustainability through the use of the Triple Bottom Line is the interrelated approach used for preparation of this Plan.

In a community planning process, sustainability is based on the premise that a community's environmental resources are to be developed and conserved in such a manner that economic and social needs of the community's present and future generations are met. This is achieved by

balancing the community’s economic development with the means to achieve its social needs within the natural and built environment such that these existing and future needs will continually be met. This concept of sustainability, often referred to as the “Triple Bottom Line”, is based on a balance of planning for environmental, economic and societal needs (or social equity), commonly referred to as a balance of these “Three Es”, i.e. Environment, Economy, and Equity, on a community level

Figure 1-1 is a graphic representation of Triple Bottom Line sustainability planning applied on a community planning level. Each circle represents one of the Three Es: the environment, the economy, and equity. Each of these circles is connected to, and dependent upon, the others. The illustration shows how these three circles of sustainability interact with one another in Triple Bottom Line sustainability planning; sustainability planning is achieved when the policies put forth in the plan “intersect” within the three circles and satisfy all of the three Es.

**Figure 1-1: The “Three Es” of Sustainability**



Related to the concept of sustainability in planning are the tenets of Smart Growth. The American Planning Association (APA) has defined Smart Growth as:

Smart Growth is not a single tool, but a set of cohesive urban and regional planning principles that can be blended together and melded with unique local and regional conditions to achieve a better development pattern. Smart Growth is an approach to achieving communities that are socially, economically, and environmentally sustainable.<sup>1</sup>

<sup>1</sup> American Planning Association: Policy Guide on Smart Growth; Originally Ratified by Board of Directors, April 15, 2002; Updated Guide Adopted by Chapter Delegate Assembly, April 14, 2012; Updated Guide Ratified by Board of Directors, April 14, 2012; <https://www.planning.org/policy/guides/adopted/smartgrowth.htm> accessed 7/8/15

Further, APA has declared the following relative to Smart Growth:

The American Planning Association supports the development of mixed use, mixed income livable communities where people choose to live, work, and play because they are attractive and economical options rather than forced decisions. The American Planning Association identifies Smart Growth as that which supports choice and opportunity by promoting efficient and sustainable land development, incorporates redevelopment patterns that optimize prior infrastructure investments, and consumes less land that is otherwise available for agriculture, open space, natural systems, and rural lifestyles. Supporting the right of Americans to choose where and how they live, work, and play enables economic freedom for all Americans.<sup>2</sup>

“Principles of Smart Growth” are defined in Connecticut Public Act 09-230 as follows:

“Principles of smart growth” means standards and objectives that support and encourage smart growth when used to guide actions and decisions, including, but not limited to, standards and criteria for:

- (A) integrated planning or investment that coordinates tax, transportation, housing, environmental and economic development policies at the state, regional and local level,
- (B) the reduction of reliance on the property tax by municipalities by creating efficiencies and coordination of services on the regional level while reducing interlocal competition for grand list growth,
- (C) the redevelopment of existing infrastructure and resources, including, but not limited to brownfields and historic places,
- (D) transportation choices that provide alternatives to automobiles, including rail, public transit, bikeways and walking, while reducing energy consumption,
- (E) the development or preservation of housing affordable to households of varying income in locations proximate to transportation or employment centers or locations compatible with smart growth,
- (F) the conservation and protection of natural resources by (i) preserving open space, water resources, farmland, environmentally sensitive areas and historic properties, and (ii) furthering energy efficiency.<sup>3</sup>

It is intended that through the implementation of this Plan of Conservation and Development the balance of the “Three Es” of Sustainability and the Principles of Smart Growth will be achieved in a way that provides for the betterment of the Town of Putnam to the greatest extent possible. While it is necessary to divide the plan into its several sections so that all relevant subject matter can be addressed in the setting of goals and

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<sup>2</sup>American Planning Association: Policy Guide on Smart Growth; Originally Ratified by Board of Directors, April 15, 2002; Updated Guide Adopted by Chapter Delegate Assembly, April 14, 2012; Updated Guide Ratified by Board of Directors, April 14, 2012;

<https://www.planning.org/policy/guides/adopted/smartgrowth.htm> accessed 7/8/15

<sup>3</sup>State of Connecticut: Conservation & Development Policies: The Plan for Connecticut 2013-2018 Prepared by the Office of Policy and Management In accordance with Connecticut General Statutes Section 16a-29; [http://www.ct.gov/opm/lib/opm/igp/org/cdupdate/2013-2018\\_cd\\_plan.pdf](http://www.ct.gov/opm/lib/opm/igp/org/cdupdate/2013-2018_cd_plan.pdf)

objectives and their implementation activities, it should be recognized that all of these goals, objectivities and activities are interrelated in terms of environment, economics and equity in the achievement of sustainability.

With this document, which updates the POCD approved in 2005, Putnam has chosen to proactively manage its future by openly and directly tackling its weaknesses while capitalizing on its strengths. This has resulted in a document which, through its implementation strategy, will be useful to the entire community. Implementation takes place after the POCD is adopted and the various recommendations are put into action and evaluated. While the Planning Commission has both the statutory responsibility to adopt the POCD and the lead role in overseeing its implementation, active participation and efforts of the Town officials as specified in Chapter 10 is necessary to attain the POCD's implementation. The Planning Commission will use this Plan as a guide when:

- Reviewing referrals from the Zoning Commission to amend the zoning regulations and to amend zone district boundaries.
- Preparing reports on municipal improvement referral requests mandated by Connecticut General Statutes (Chapter 126, Section 8-24).
- Reviewing and preparing reports on inter-town zoning and subdivision referrals from the Northeastern Connecticut Council of Governments.
- Reviewing and commenting on the Town's Capital Improvement Projects and Budget.

The Board of Selectmen and other Town boards and commissions will also find the POCD relevant when making decisions on the acquisition, disposition or development of land, and on other activities specified throughout the plan, in bringing about sustainability for the Town of Putnam.<sup>4</sup>

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<sup>4</sup>Sources (general reference):

US EPA website: EPA Home, Region 4, Pollution Prevention (P2) and Innovation, What is Sustainability? <http://www.epa.gov/region4/p2/sustainability.html> accessed July & August 2014, July 2015

Overview of the Village Toolkit: Presentation at "Village Development in RI: A 'How To' for Planners, Developers, & Community Advocates" Workshop, Thursday, October 2, 2014

[http://nbwctp.org/programs/Village%20wkshp/Planning%20Strategies\\_Design%20Approaches\\_Case%20Studies%20\(Peter%20Flinker\).pdf](http://nbwctp.org/programs/Village%20wkshp/Planning%20Strategies_Design%20Approaches_Case%20Studies%20(Peter%20Flinker).pdf) accessed October 2014, July 2015

County of Marion, California website: Marion Countywide Plan

<http://www.marincounty.org/depts/cd/divisions/planning/sustainability/~media/Files/Departments/CD/Planning/CurrentPlanning/Publications/County%20Wide%20Plan/CountyWidePlan.pdf> accessed June 25, 2014

[http://www.marincounty.org/~media/files/departments/cd/planning/currentplanning/publications/county-wide-plan/cwp\\_2015\\_update.pdf?la=en](http://www.marincounty.org/~media/files/departments/cd/planning/currentplanning/publications/county-wide-plan/cwp_2015_update.pdf?la=en) accessed July 8, 2015

Ursinus College website <http://www.ursinus.edu/netcommunity/page.aspx?pid=4351> accessed July & August 2014

City of Norwalk, Connecticut website: Plan of Conservation & Development City of Norwalk <http://www.norwalkct.org/DocumentCenter/Home/View/389> accessed July & August 2014, July 2015

City of Fort Collins, Colorado website: City Plan, Fort Collins <http://www.fcgov.com/planfortcollins/pd/cityplan.pdf> accessed July & August 2014, July 2015 [handouts and materials from Comprehensive Planning for Sustainable Communities APA Planners Training Workshop, Boston, June 16 – June 17, 2014]

## Chapter 2 Community Overview

### **Introduction to the Town of Putnam**

Putnam was incorporated in 1855 by combining several villages and residential enclaves associated with textile manufacturing mills and a Norwich and Worcester railroad station. In 1872, the New York and New England Railroad reached Putnam; thus, two railroads linking New York to Boston and Northern New England intersected in Putnam. The area became the transportation center of the Northeast, boasting several grand hotels. Putnam has changed over the last several decades – it is no longer the type of bustling mill town that transformed rural New England into the nation's industrial leader. Despite economic hardship, the Town has displayed remarkable resiliency, mainly due to a combination of factors that perhaps are not individually significant but collectively sustaining. The Town offers a stable, affordable residential base and an abundance of natural beauty and rural character. With a vibrant Downtown, a near-capacity industrial park, Day Kimball Hospital, a Superior Courthouse, and a critical mass of big box retail, Putnam is playing an increasing role as the region's institutional, governmental and employment center. Access, now provided by I-395, is the primary reason.

As much as things seem to have changed, they have essentially stayed the same. Highway interchanges, not mills and railroad stations, now generate development. This is even true of residential development, for today's population is willing to accept commuting times measured in hours rather than minutes, and increasingly Putnam residents are working elsewhere.

For the last several years, Putnam's growth as a tourism destination has no doubt brought direct benefit to Downtown's restaurants and specialty shops, most particularly its antiques shops, for which Putnam has become renowned. While industry is primarily confined to the industrial park and commercial businesses strung along most of the State routes, the period architecture and walkable scale of Downtown have allowed its art galleries, antique and other shops, restaurants, services, and tourism in general, to thrive. Also, the Town has become a well-known destination for its many festive social activities focused in the Downtown area, such as First Fridays, the Annual Classic Car Show, and River Fire.

The structures and land use patterns found within Putnam's present day downtown core area, including several large mill complexes immediately at its fringe, are daily reminders of the 1955 flood which caused destruction of or major damage to 477 dwelling units, 26 stores and offices, and all the industries along the Quinebaug River. Total damage exceeded \$13 million (the equivalent of \$115.6 million in 2014). An urban renewal project spearheaded redevelopment of the area, including the construction of the Riverfront Commons shopping center. Of the remaining mill structures, several are in operation as either manufacturing, storage, or office uses, and one (Cargill Falls Mill on Pomfret Street) has been proposed for rehabilitation as a mixed use commercial/residential structure per the Town's Industrial Heritage Overlay District under the Zoning Regulations.

## **Location and Region**

Putnam is located in the northeastern section of Connecticut, which is often referred to as “The Quiet Corner” because of the area’s relatively rural character in comparison to other parts of Connecticut. The Town is bordered by Thompson, CT to the north, Glocester, RI and Burrillville, RI to the east, Woodstock, CT to the northwest, Pomfret, CT to the west, and Killingly, CT to the south (see Figure 2-1). Putnam is approximately twenty minutes from Worcester, MA, eighty minutes from Boston, MA, and forty minutes from Providence, RI. As a result, the Town’s employment, culture and economy tend to be related to Massachusetts and Rhode Island as well as to Connecticut. The town has a total area of 20.4 square miles, of which, 20.3 square miles are land and 0.1 square mile (0.54%) is water. Recognized villages in Town are the rural East Putnam area located generally east of CT Route 21, the semi-rural Putnam Heights area in the vicinity of Exit 46 (formerly exit 96) off I-395 and generally along CT Route 21 (Liberty Highway) southerly of Heritage Road / Five Mile River Road, the rural area of West Putnam located generally west of River Road, and the urbanized Special Services District, the area of the formerly independent City of Putnam, which includes Downtown Putnam.

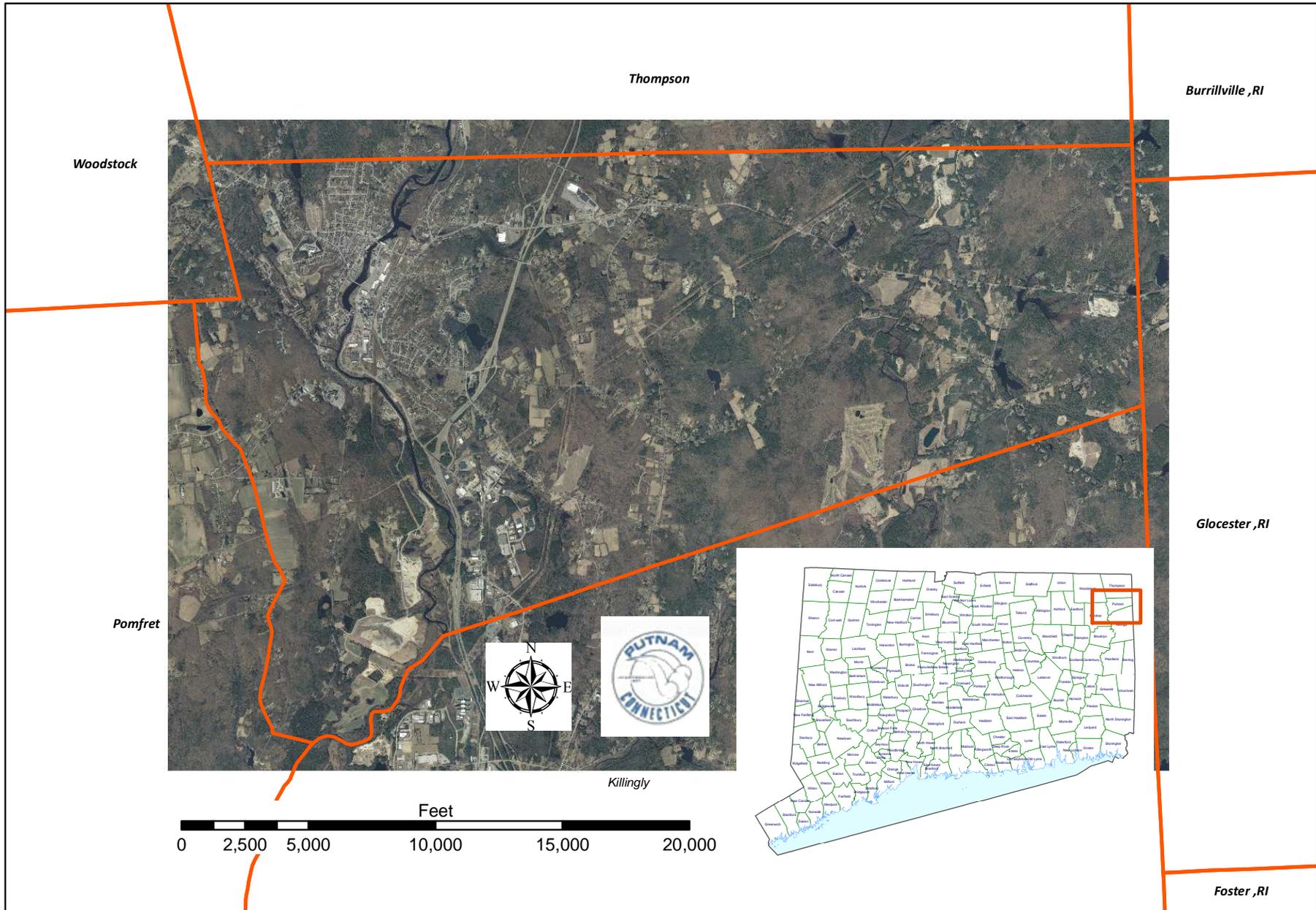
Putnam is a member municipality of the Northeastern Connecticut Council of Governments (NECCOG). NECCOG, founded in 1987, is a voluntary, statutorily authorized association of local chief elected officials representing municipalities in northeastern Connecticut. As a continuing association of local governments without taxing power, NECCOG functions primarily as a service and advisory body and catalyst for joint and regional action; it is not another level of government. Towns are able to be members in NECCOG while not always participating in every NECCOG project or service. NECCOG’s services and programs vary from one-on-one assistance to full regional initiatives. The fundamental strength of NECCOG is that it is driven by its member chief-elected officials, who in turn are accountable to their town citizenry that elected them.

Putnam is located in the heart of The Last Green Valley, a National Heritage Corridor spanning 35 towns in eastern Connecticut and south-central Massachusetts. The Corridor was designated by Congress in 1994 because of its unique and irreplaceable resources, including important archaeological sites, excellent water quality, beautiful rural landscapes, architecturally significant mill structures and mill villages, and large acreages of parks and other permanent open space. Every municipality, including Putnam, signed a Community Compact pledging to protect and enhance the nationally significant resources; to sustain and connect diverse habitats and rural landscapes; and to ensure the long-term social, economic, and environmental health and vitality of the communities of the National Heritage Corridor.

## **Government**

Putnam has a town meeting form of government with a Mayor, a six member Board of Selectmen, and a five member Board of Finance. Since 1999, a Town Administrator, appointed by the Mayor and the Board of Selectmen, has been responsible for administration of all departments and agencies of Town government. Town staff provides technical services to town officials and the public, and assist volunteer boards and commissions with decision-making.

Figure 2-1: LOCATION MAP



The Putnam Special Services District was created in January 1984 by the Consolidated Charter of the Town and City. The District, with the same boundaries as the old City and acting through a five member District Authority, has the power to levy taxes and make appropriations in order to provide certain public services within the District. In Putnam, the services provided by the District include police, fire, emergency dispatch and street lights. In addition to property taxes established by the Town, property owners in the District pay taxes to the Special Services District for these services. Property owners outside of the Special Services District pay fire protection-related taxes directly to two separately organized fire districts (East Putnam and West Putnam), each with its own tax collector, with only property taxes payable to the Town. Police coverage outside of the Special Service District is provided by the Connecticut State Police.

Land use issues are the responsibility of four commissions/boards (Planning Commission, Zoning Commission (who is also the Aquifer Protection Agency), Inland Wetlands and Watercourses Commission, and the Zoning Board of Appeals), with staff assistance provided by one part-time Wetlands Agent (who is also the Aquifer Protection Agent and the Floodplain Administrator for the Town,), one part-time Building Official (who is also the Zoning Enforcement Officer), one full-time Planner, and one full-time Clerk.

## Tax Base Analysis

### *Grand List Trends*

As shown on Table 2-1, Putnam's 2012 net grand list totaled \$628 million, of which \$533 million or 82% was comprised of real estate. Personal property and motor vehicles contributed another \$43 million or 8% and \$54 million or 10% respectively, for a total of 18% of the net grand list. The net grand list has grown 0.96% since the post-revaluation year of 2008. Putnam has a better than average base of business property taxpayers, 23% of the grand list as compared to the 16.8% state average in 2010.

**Table 2-1: Putnam Net Grand List Trends, 2002 – 2012**

Category	2002 Assessment \$000,000's (*)	% of total Net Grand List 2002	2012 Assessment \$000,000's	% of total Net Grand List 2012	\$ increase (\$ decrease) '02 – '12 \$000,000's	% increase (% decrease) '02 – '12
Real Estate	264 (338*)	74.4%	534	81.8%	197	58.0%
Personal Property	44 (56*)	12.3%	64	9.8%	8	14.3%
Motor Vehicles	44 (56*)	12.3%	54	8.3%	(2)	(3.6%)
Total Gross Grand List	355 (454*)	100%	653	100%	199	43.8%
Exemptions	16 (20*)		25		5	25.0%
Net Grand List	339 (433*)		628		193	44.6%

(\*) = Inflation Factor added to convert actual 2002 dollar figure values to 2012 dollar figure values

Source: Assessor's Office Records, Town of Putnam

***Putnam Grand List by Category***

Table 2-2 is a summary of the Town's 2012 Grand List. Residential real estate carries 56% of the tax burden in Putnam. High reliance on residential real estate is the rule rather than the exception among Connecticut towns, where reliance on homes routinely constitutes the majority of the tax base. Putnam also has a well-developed commercial and industrial sector, which together constitute 23% of the 2012 grand list.

**Table 2-2: 2012 Grand List**

Use	Net Value of Assessment	Percentage of Total Grand List
Residential	\$351,936,248	56%
Commercial	\$106,837,789	17%
Industrial	\$37,707,455	6%
Vacant Land	\$18,853,728	3%
<b>TOTAL Real Estate</b>	<b>\$515,335,220</b>	<b>82%</b>
<b>Total Grand List</b>	<b>\$628,457,585</b>	<b>100%</b>

Source: Assessor's Office Records, Town of Putnam

***Tax Structure***

There are some areas of concern in Putnam's tax structure, however. Although Putnam has a better than average base of business property taxpayers, it also has a very high reliance on state aid. For the year ended 2010, Connecticut Data Collaborative data indicate that state aid to Putnam constituted 43.62% of town revenues, the tenth highest level of such reliance statewide. Based on the 2010 Census population number of 9,584 persons, the per capita state aid to Putnam residents was \$975 in 2014. In times of diminished state revenues and budget woes, having a high reliance on state aid can be challenging. The loss of State aid often results in an increase in local taxes so that service levels can be maintained. This particularly impacts low and moderate income households and those on fixed incomes.

***Spending***

For the year ended 2010, Connecticut Data Collaborative data indicate that Putnam ranks low state-wide in its non-education expenditures per capita – 165<sup>th</sup> out of 169 towns. Low spending per capita reflects the delivery of a more limited range and depth of services. While this is in part explained by a lower cost of living and doing business in the region, it is also indicative of lower funding for key services other than education.

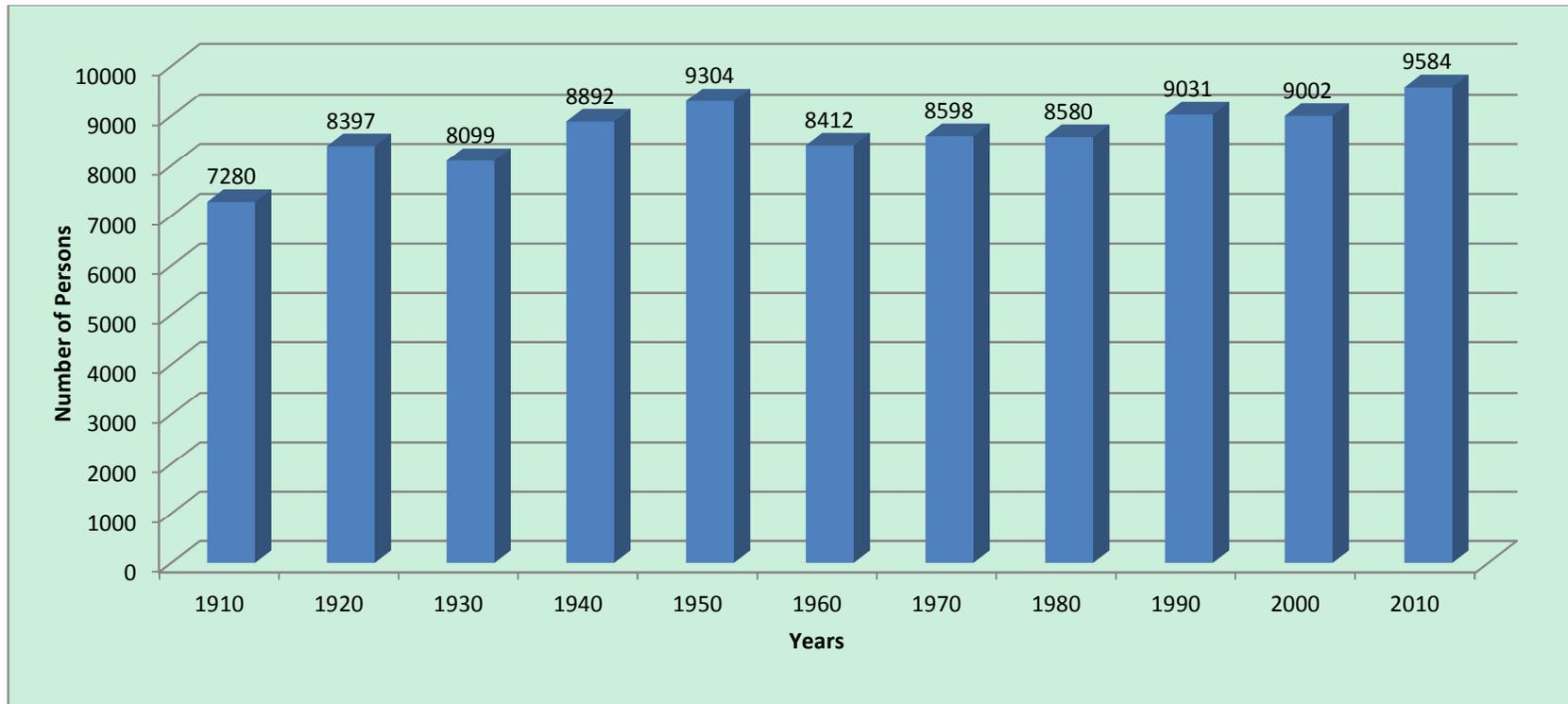
As in most communities, the biggest part of the town budget is the education expenditure. The profile is a mixed one. In one key respect, Putnam compares fairly well: Per pupil education expenditure is on par with the state average as of the 2010 – 2011 school year, \$13,782 vs. \$13,944.

## Demographics

### *Population Trends*

In the last 100 years, Putnam's population has remained remarkably stable. There have been periods of notable growth, such as 1910 to 1920 when the population grew by 1,117 as well as times of notable decline, such as the 1950 to 1960 decade when there was a population loss of 892. Overall, between 1910 and 2010, the population has changed only 31.6% or an increase of 2,304 people (see Table 3). This represents an average annual increase of only 23 people per year. In the 2010 Census, Putnam recorded an increase in population of 582 people (6.5%) over the 2000 Census. These population changes are represented in Table 2-3.

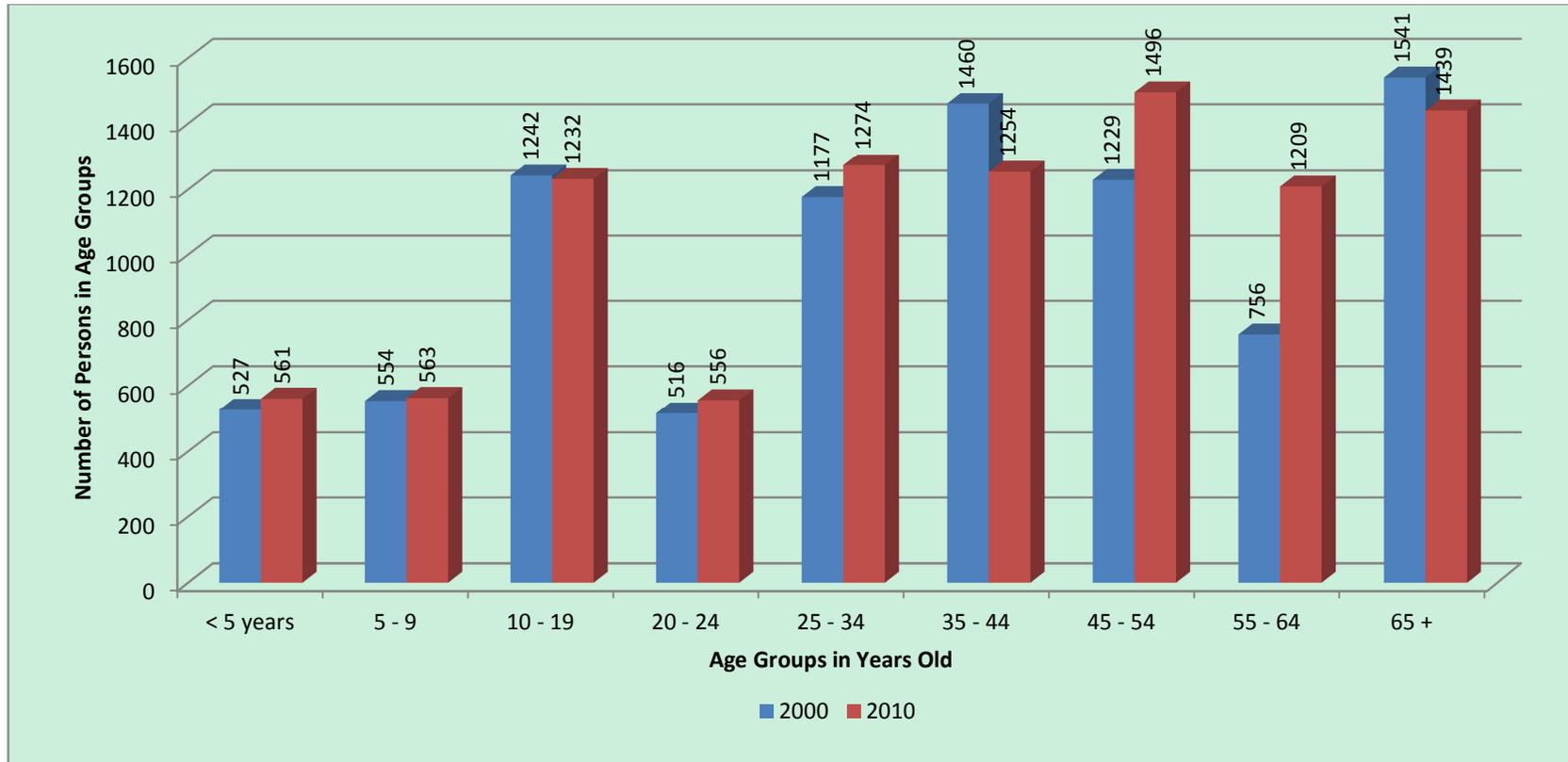
**Table 2-3: Population Trends**



Source: U. S. Census Bureau

In the decade between the 2000 Census and the 2010 Census, age groups under 34 years (except for the age 10 to 19 category, which registered a slight loss in population of 10 persons) showed minor gains in population over the last 10 years while the age group 35 to 44 years showed a significant decline of 214 persons. The 45 to 54 and 55 to 64 age groups showed significant increases of 267 and 453 respectively, and the age 65 years plus groups decreased slightly in population by 102 persons. These changes are represented in Table 2-4.

**Table 2-4: Population by Age Group**

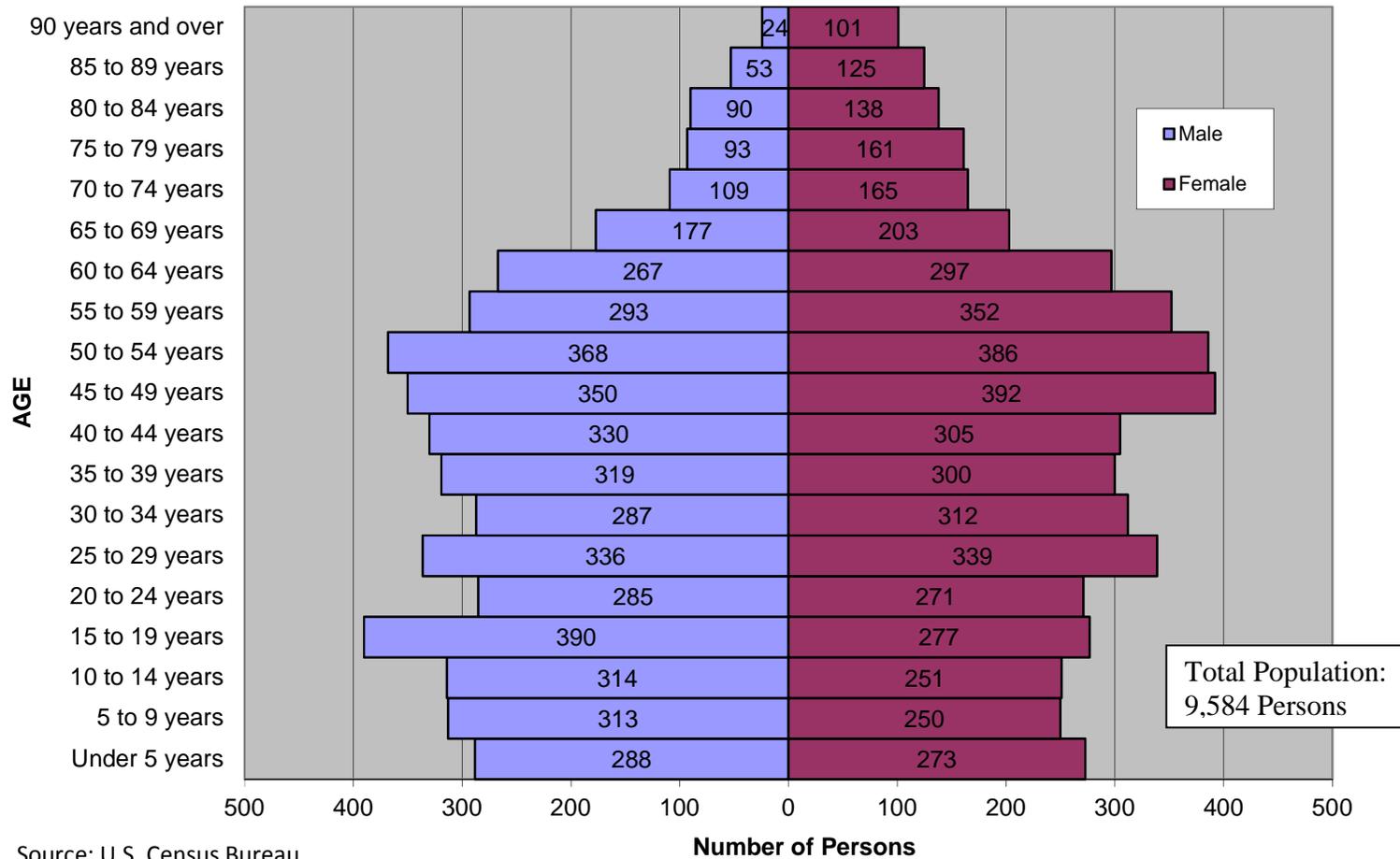


Source: U.S. Census Bureau

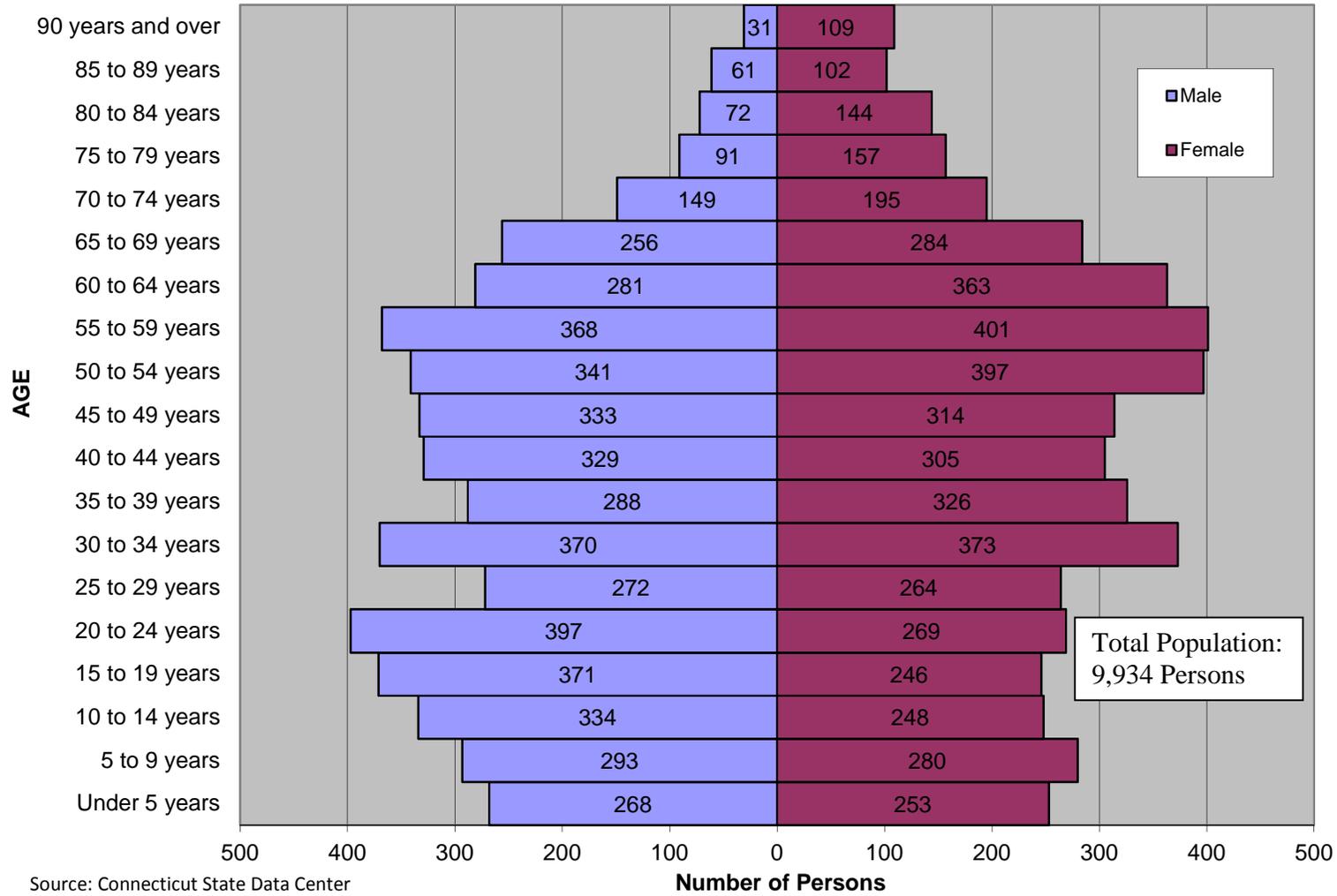
**Population Projections**

The following four charts represent population projections over the 2015 to 2025 planning period, in five-year increments by age and gender, as prepared by the Connecticut State Data Center. The U.S. Census Bureau’s 2010 count is the base year, and the years 2015, 2020 and 2025 are projected based on mortality and survival rates, birth rates, migration, and other factors considered by the Data Center in their projections.

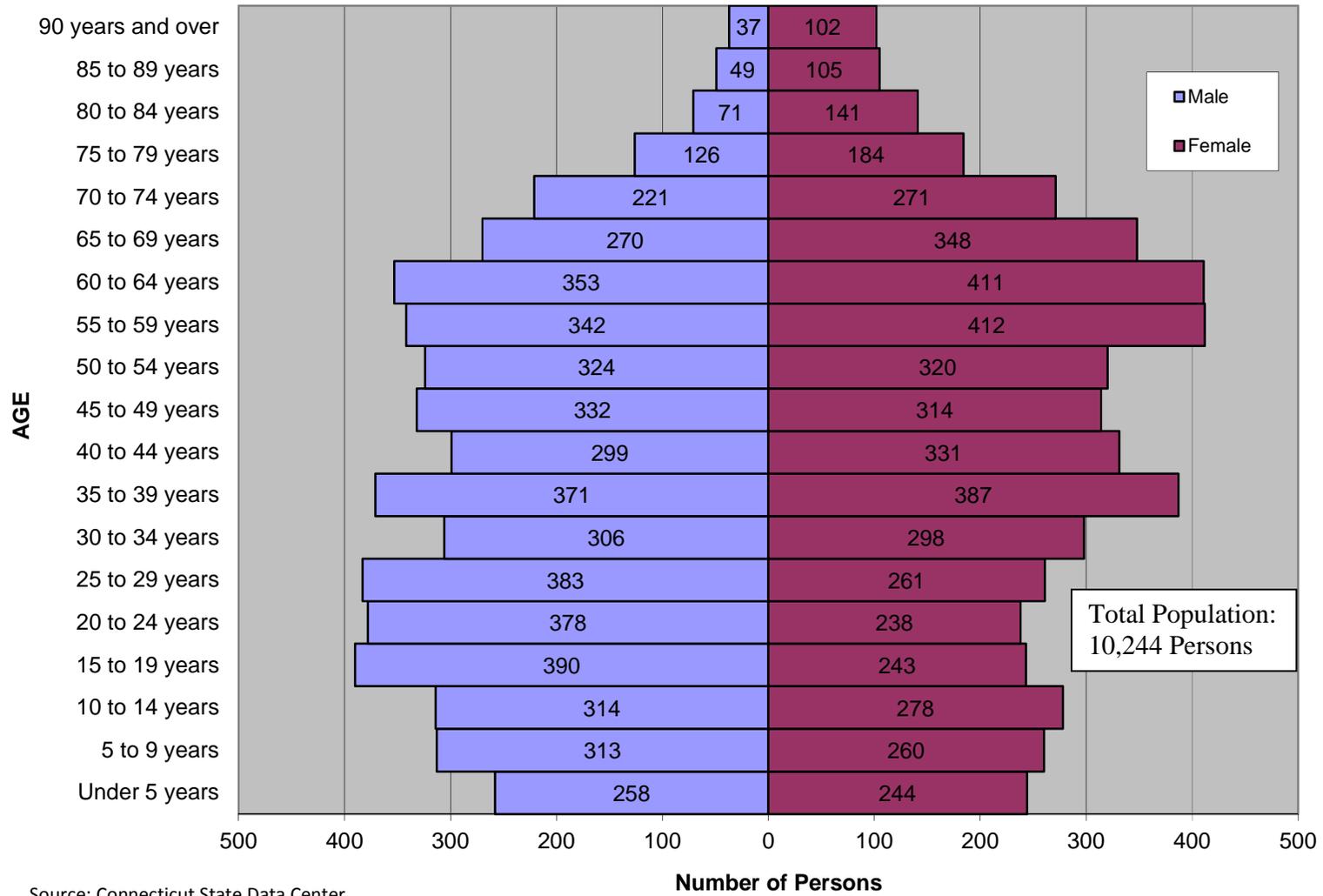
**Putnam Population - 2010**



### Putnam Population Projection - 2015



### Putnam Population Projection - 2020



### Putnam Population Projection - 2025

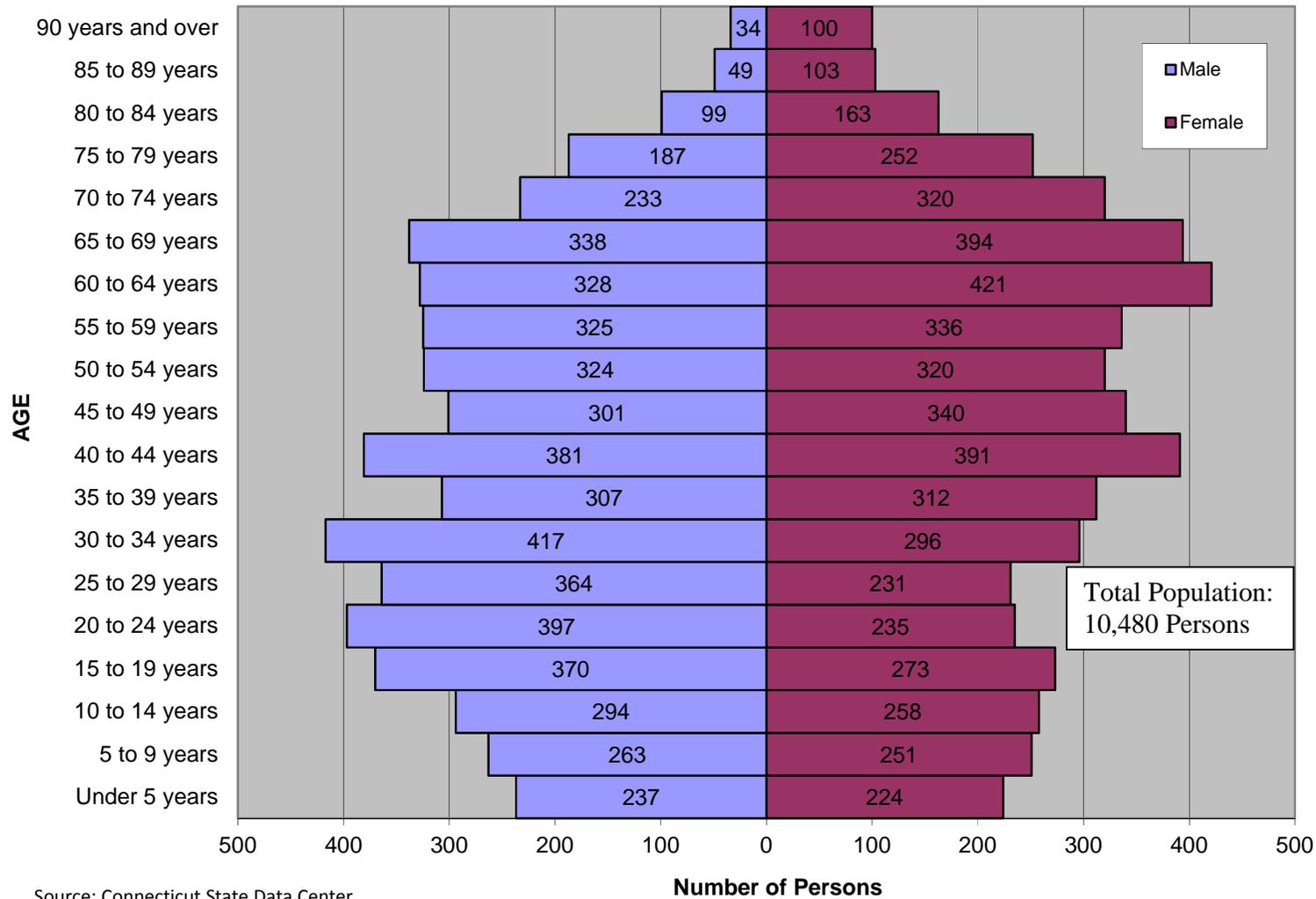
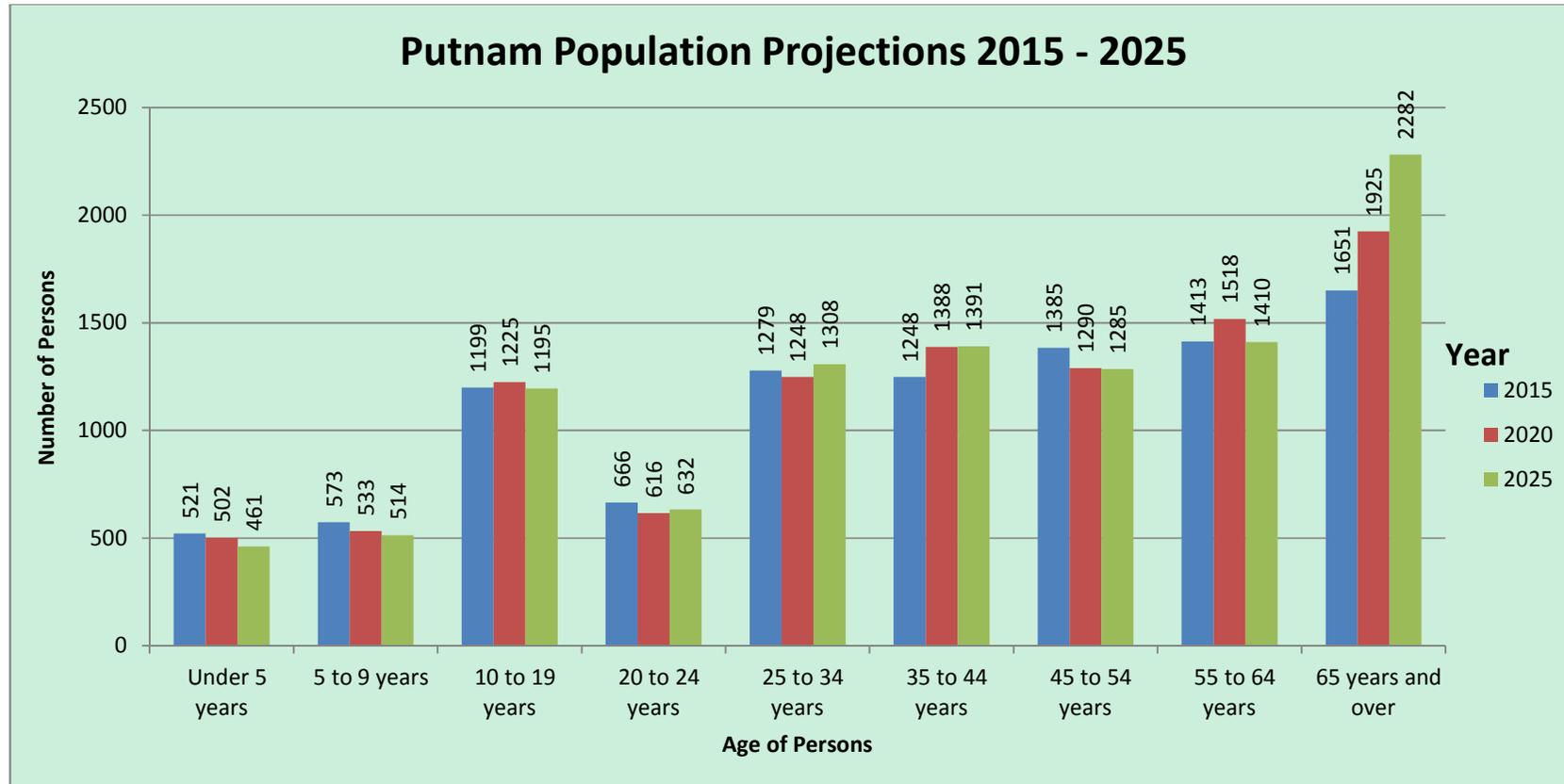


Table 2-5 represents the same population projections over the 2015 to 2025 planning period, as prepared by the Connecticut State Data Center, using the same age groups as in Table 2-4. Most age groups are expected to remain relatively stable, except for the 65 years and over age group, which is expected to grow by approximately 630 persons during the 2015 to 2025 planning period. This is due to the aging of the “Baby Boomer” generation, a nation-wide phenomenon. Assuming that most of these persons will be “aging in place”, i.e., living in their homes for most of their lives, as is the stated choice of many aging boomers, there are many needs to plan for under this scenario.

**Table 2-5:**



Source: Connecticut State Data Center

## ***Households***

Putnam's current household profile has some notable aspects. According to the 2010 U.S. Census, these include:

- A high concentration of single person households, representing 31.0% of all households. By comparison, Windham County has 24.6% single person households. More than 1,200 households in Putnam are single individuals.
- The single households are represented in higher proportions for both men and women. Single men account for 12.5% and single women 18.5% of all Putnam households.
- A lower concentration of households is represented by married couple families in Putnam, 41.7% compared to 50.0% for Windham County.
- Other families, typically female-headed, are slightly more common in Putnam, 13.3% compared to 12.3% for Windham County.

Looking at trends in Putnam household composition, census data from 2000 and 2010 indicate that Putnam has gained 160 non-family households and has also gained 107 family households. In the 2010 Census, Putnam recorded an increase in population of 582 people (6.5%) and a corresponding gain of 267 households (7.2%) over the 2000 Census. The slight increase in percentage of households in relation to the population increase occurred as a result of a slight decrease in average household size. In 2000, the average household was 2.38 persons; in 2010, the average household was 2.33. This trend of smaller households is widespread and reflects an aging of the population. The great majority of non-family households are singles of all ages. A smaller subset of non-family households consists of nonrelatives and unmarried partners living together, which increased by 187 and 89 respectively. These increases indicate that all housing types are on the increase, but that the trend for non-family household formation will continue to increase at a greater pace than that of family household formation. Many of these non-family households will be singles.

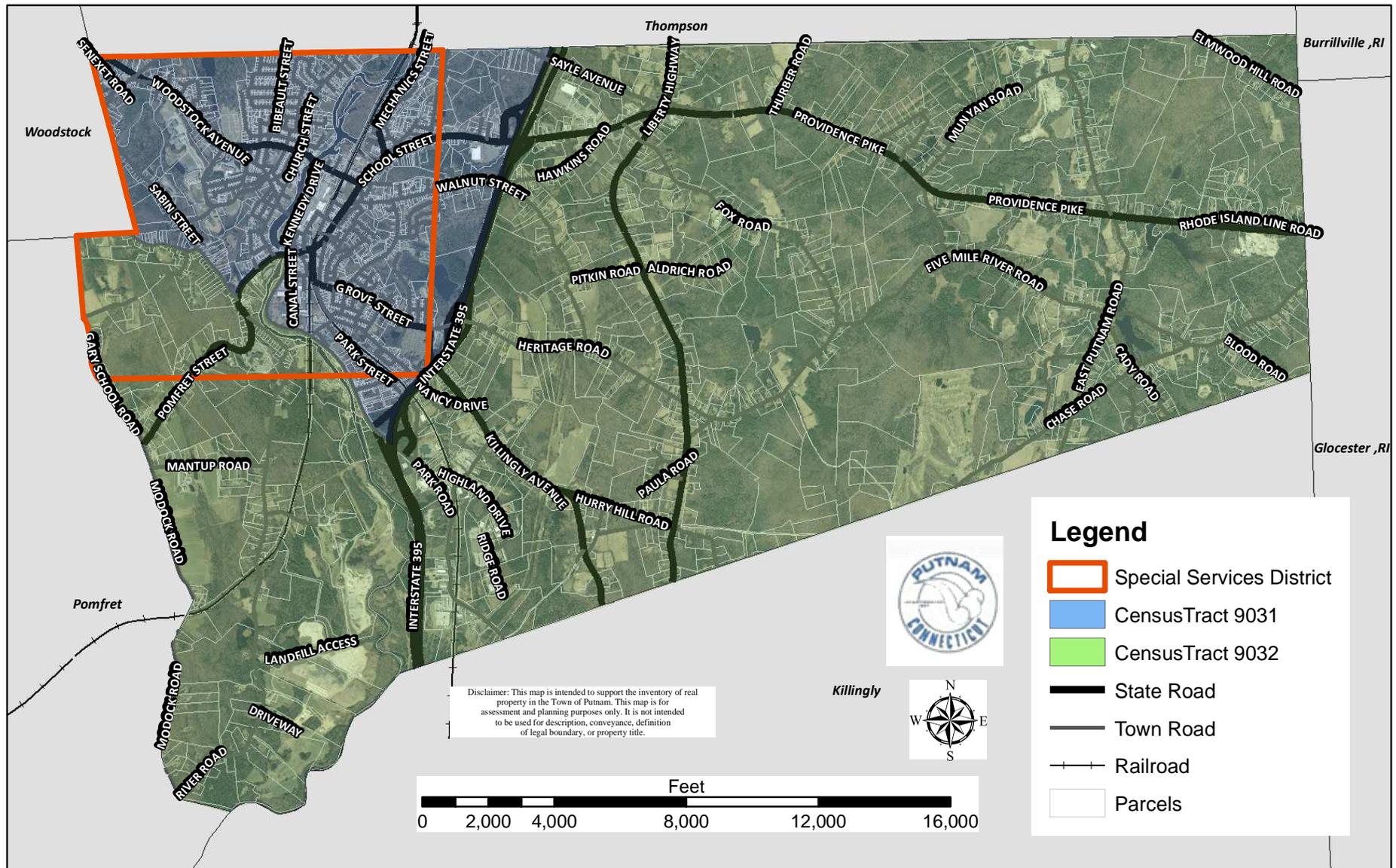
## ***Population Dispersal***

Examining data at the tract level provides a geographic sense of the distribution of the population as well as an indication of where changes occurred. There are two census tracts in Putnam, Tract 9031 and Tract 9032. The boundary of Tract 9031 closely approximates the boundary of the Special Services District (see Figure 2-2). According to the U.S. Census Bureau's 2010 Census, 75.5% of the Town's population and 77.0% of the Town's housing units were located in the Special Services District (Tract 9031). The data indicates that these residents tended to be younger (median age 40.3 years in Tract 9301 vs. 47.1 years in Tract 9032), are more likely to live in non-family households (42.3% vs. 29.6%) and therefore in households of smaller average size than in Tract 9032. They were also less likely to be homeowners (48.6% vs. 89.4%). In the ten years between the 2000 and 2010 Censuses, Tract 9031 gained population (483 people), and showed an increase of both family households (60) and non-family households (105).

## ***Income Trends***

Putnam's household income distribution is fairly evenly dispersed over a wide range in the 2008-2012 American Community Survey 5-Year Estimates of the U.S. Census Bureau. There continues to be a core of lower income distribution; Putnam's poverty rate for all families increased from 4.87% in the 2000 U.S. Census to 9.7% in 2012 according to the 2008-2012 American Community Survey 5-Year Estimates. The poverty

**Figure 2-2: CENSUS TRACTS & SPECIAL SERVICES DISTRICT**



level for all individuals increased from 7.7% % in the 2000 U.S. Census to 16.0% in 2012 according to the 2008-2012 American Community Survey 5-Year Estimates. For the year ended 2010, Connecticut Data Collaborative data indicate that the poverty rate in Putnam was 13.7 %, the fourteenth highest poverty rate out of the 169 Connecticut communities. According to the 2008-2012 American Community Survey 5-Year Estimates, there is good distribution in the middle income and higher ranges up to \$150,000, however.

Putnam's median income trends have been negative, with substantial decreases of greater than 20% in all median measures, as shown below. Median incomes have not kept up with inflation of 37.8% for 1999 - 2012. Table 2-6 summarizes median income trends. While non-family median income lags, it is heavily weighted towards single wage earner households and therefore is lower. Also, it is decreasing at a faster rate. As mentioned previously, non-family households are expected to increase faster than family households do over the near future. As a comparison to the data in Table 5, according to the Connecticut Office of Policy and Management (OPM), in 2011 Putnam's median household income was \$51,171, or 73.9% of the state median of \$69,243 at the time, and Putnam's average per capita income was \$26,994, or 71.7% of the State average of \$37,627 at the time. [Source: Municipal Fiscal Indicators, Fiscal Years Ended 2007 – 2011, Connecticut Office of Policy and Management (OPM), December 2012]

**Table 2-6: Putnam Median Income Trends 1999 & 2012**

Income Data by Household Type	1999	2012	% Increase (Decrease)
Median Household Income	\$43,010 (*\$59,268)	\$46,440	(21.6441%)
Median Family Household Income	\$53,460 (*\$73,668)	\$56,477	(23.3358%)
Median Nonfamily Household Income	\$25,140 (*\$34,643)	\$25,476	(26.4613%)
Per Capita Income	\$20,597 (*\$28,382)	\$23,526	(17.1094%)

Source: 2000 U. S. Census & 2008-2012 American Community Survey, U.S. Census Bureau  
 (\*) = Adjusted to 2012 numbers by an inflation factor of 1.37801389 [Source: U.S. Census Bureau]

## Housing

### *Housing Trends*

Housing data for 2000 and 2012 reveals the following trends:

- Putnam's housing is older than average for the area; much of it was built during the period of industrialization, resulting in 46% of the units having been built before 1950. Statewide, about 30% of housing is older than 1950. Further, about 38% of Putnam's housing was built before 1930, compared to about 23% of housing statewide having been built before 1930. [Source: U.S. Census Bureau, 2008-2012 American Community Survey]
- Essentially, half the housing is single unit (single family) and half is multi-family. The trend over the last 12 years (see Table 2-7) has been toward the creation of new 2 - 4 family housing (in the form of condominiums), with little creation of new single-family homes [Source: 2000 U.S. Census, 2008-2012 American Community Survey, U.S. Census Bureau].

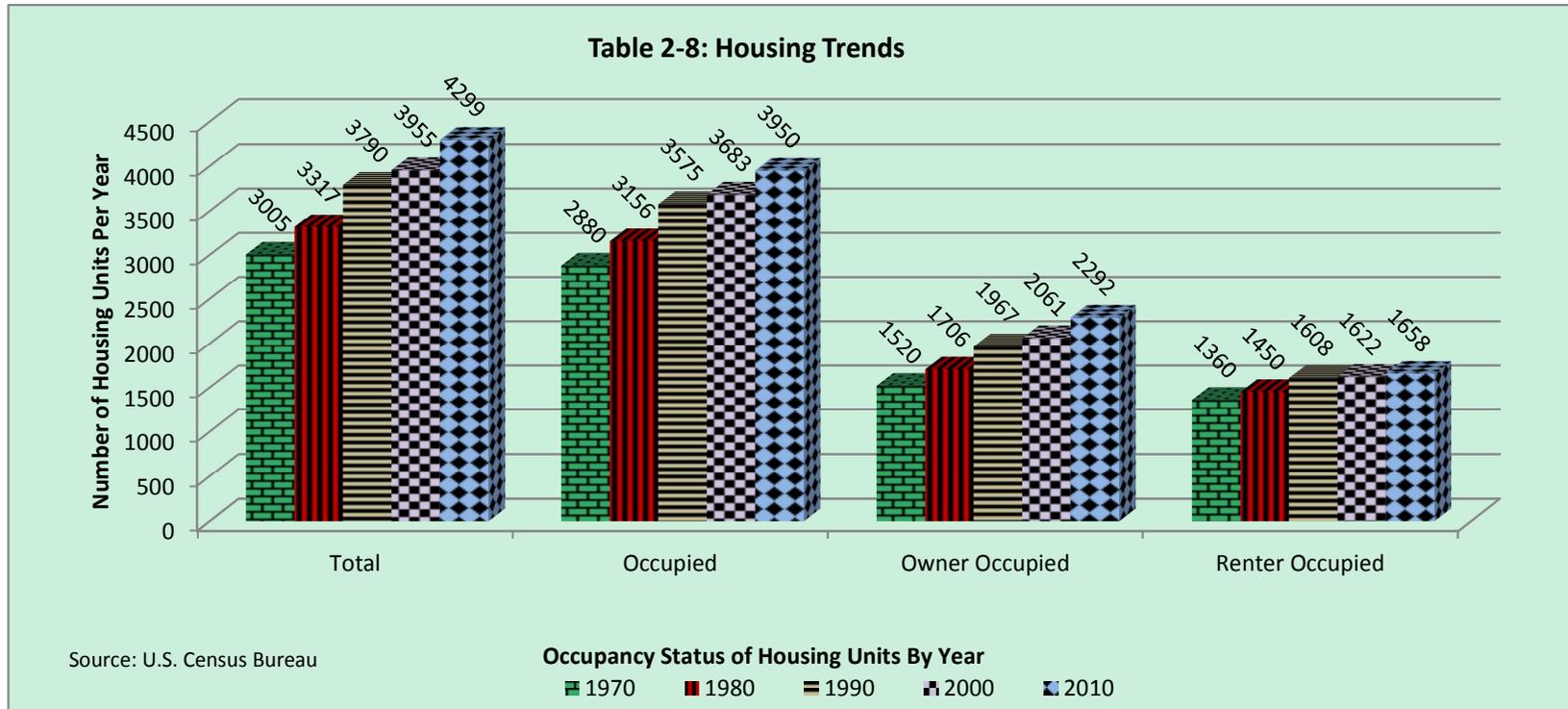
- Putnam witnessed an increase of 11 detached single family homes and 86 attached single family homes, averaging 8 a year for the period [Source: 2000 U. S. Census, 2008-2012 American Community Survey, U.S. Census Bureau].
- The rental vacancy rate decreased from 7.0% to 4.2% [Source: 2000 U. S. Census & 2008-2012 American Community Survey, U.S. Census Bureau].
- The number of single-family homes sold decreased from 78 in 2000 to 56 in 2012; in 2012, 19 condominiums were sold (number of condominiums sold not available for 2000) [Source: Eastern Connecticut Association of Realtors].
- Between the years 2000 to 2012, the change in tenure of owner-occupied housing units was 827 and of renter-occupied units was 1,321, for a total turnover of 2,145 dwelling units out of a total of 4,258 dwelling units within the Town [Source: 2008-2012 American Community Survey, U.S. Census Bureau].

**Table 2-7: Putnam Housing Profile 2000 & 2012**

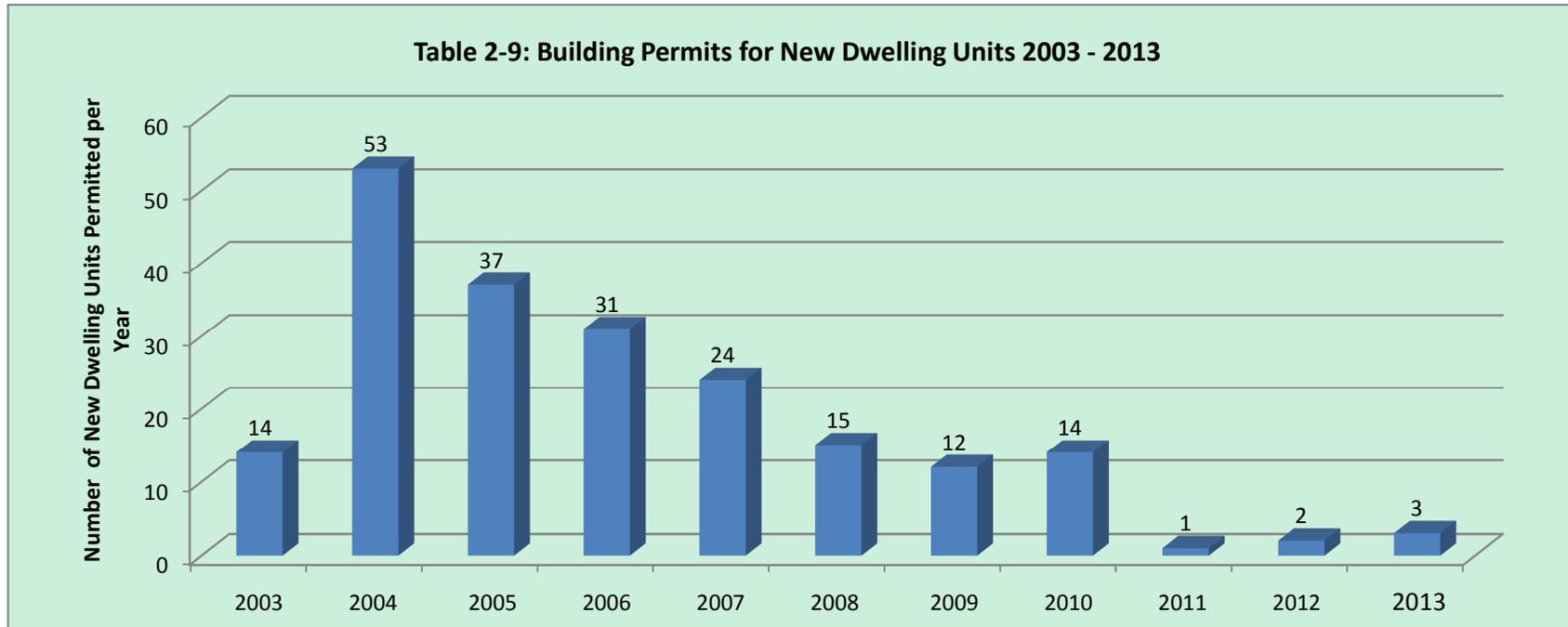
Year End	All units	1 unit	2 unit	3 – 4 units	5+ units	Other
2000	3,955	2,132	581	777	465	0
2012	4,258	2,143	628	986	501	0
Unit Increase	303	11	47	209	36	0

Source: 2000 U. S. Census, 2008-2012 American Community Survey, U.S. Census Bureau

In contrast to population numbers that have fluctuated up and down, housing construction in Putnam had shown consistent increase through 2006, with a marked decline in the construction rate of housing since then. Table 2-8 summarizes changes in the number of housing units over the last forty years and shows consistent increases in construction and occupancy. The rate of growth for owner-occupied units has consistently exceeded that for renter-occupied units, though Putnam remains a key source of rental housing in the region.



The record of building permits issued from 2003 – 2013 for new dwelling units appears to demonstrate trends in the housing market corresponding with the housing boom of the mid-2000s, whereby the number of permits peaked in 2004, and the subsequent decline in the housing market associated with the recession of 2007 – 2008, whereby the number of permits bottomed out in 2011. The data in Table 2-9 shows this trend.



Source: CT DECD

Despite this trend in the decline of housing construction since 2004, significant population mobility since 2000 is indicated by 2008-2012 American Community Survey, U.S. Census Bureau data that an estimated 57.7% of householders have moved into their living unit in 2000 or later; and further that an estimated 83.0 % of renters have moved into their living unit in 2000 or later (see Table 2-10 for details). Part of the attraction of Putnam may be its relative housing affordability although, according to 2008-2012 American Community Survey, U.S. Census Bureau data, it is estimated that 41.2% of homeowners and 33.1% of renters still spend more than 30% or more of their gross income (the break-off point for “affordability”) on housing. However, information presented at the POCD Update Committee meeting sessions indicated that there are issues with absentee landlords who do not properly maintain their properties and/or the conditions of buildings (energy inefficiency, code violations, etc.), which invariably force tenants to move frequently. Further, indications are that in many cases tenants are moving out from one place to another – one month paid and they move on; leases are being broken and people are moving in on other peoples’ leases. Traditional and standard housing rehabilitation programs such as the Community Development Block Grant, while addressing some targeted residential buildings, have not made significant inroads into alleviating these substandard housing conditions.

**Table 2-10: Total Population in Occupied Housing Units by Tenure by Year Householder Moved Into Unit**

	Putnam Town, Windham County, Connecticut	
	Estimate	Margin of Error
Total population in occupied housing units:	9,286	+/-117
Owner occupied:	5,234	+/-631
Moved in 2010 or later	135	+/-65
Moved in 2000 to 2009	2,159	+/-583
Renter occupied:	4,052	+/-603
Moved in 2010 or later	998	+/-680
Moved in 2000 to 2009	2,256	+/-555

Source: U.S. Census Bureau, 2008-2012 American Community Survey

### ***Subsidized Housing Units***

The Putnam Housing Authority's inventory presently includes 124 public housing units, 40 state elderly units, 27 State Section 8 units, and 34 Section 8 vouchers, for a total of 225 housing units. Thames Valley Council for Community Action, Inc. (TVCCA), who is in charge of some Section 8 vouchers in Putnam, has 25 subsidized Section 8 vouchers within the Town. In private ownership complexes, Ella Grasso Gardens Apts. has 72 subsidized housing units, Dana Court Apts. has 30, and Little River Acres has 90. According to the State of Connecticut's 2013 Affordable Housing Appeals List - Exempt Municipalities, out of a total number 4,299 housing units in Town, there are 662 total assisted units in Putnam (which include 383 Governmentally Assisted Units, 79 Tenant Rental Assistance Units, and 200 CHFA/USDA Mortgages), for a total of 15.40% of housing units in Town receiving assistance.

### ***Housing Market***

As shown in Table 2-11, Putnam's housing market values of housing units sold have declined from the peak year of 2006 to the present (year ending 2013). The median value of single family homes sold has decreased 29.7% since 2006, while the median value of condominiums has shown a 30.9% decrease since 2006. However, a 14.6% increase in the median sale price and a 23.2 % increase in the number of single family homes sold from 2012 to 2013 indicate that the housing market may be rebounding. Table 2-11 further indicates that the annual number of sales transactions peaked in 2005, while median sale price peaked in 2006 and has dropped off sharply since then. Putnam Assessor's Office records indicate that within the period from October 1, 2009 – October 1, 2013, there was a total of 338 sales, of which 72 were foreclosures and 266 were valid sales. Consequently, 21.3% of sales in this period were foreclosures, bringing down sale prices in general; these foreclosure sales, along with the decreasing values of real estate since the recession beginning in 2008, are likely the main reasons for the drop in median sale prices.

**Table 2-11: Town of Putnam Housing Transactional Data**

Year	Single Family Homes		Condominiums	
	Median Sale Price	Number of Sales	Median Sale Price	Number of Sales
2013	\$154,600	69	\$150,250	16
2012	\$134,900	56	\$157,000	13
2011	\$144,900	51	\$172,500	14
2010	\$145,000	60	\$148,500	12
2009	\$164,575	56	\$142,000	17
2008	\$188,000	51	\$157,000	15
2007	\$195,500	64	\$190,000	25
2006	\$219,900	87	\$217,400	38
2005	\$205,500	94	\$213,500	57
2004	\$174,000	81	\$155,250	20
2003	\$164,000	83	\$117,500	9

Source: Eastern Connecticut Association of Realtors

## Inferences of Statistics on Demographics and Housing

The following planning inferences can be derived from the above statistics on demographics and housing:

- The Town’s population is expected to be aging in place over the 10-year planning horizon of this POCD. There is expected to be a significant number of new retirees in the 65 – 69 age group by 2025, and, also, significant increases are expected in the Town’s 81+ year old population; this indicates there will be a need for increased health services, housing retrofits or new housing, and enhanced transportation services, to accommodate the needs of an increase in the population with reduced mobility and age-related health issues.
- The “Millennials”, the generation of people born between about 1985 – 2000, are generally perceived to be looking to live in walkable, transit-friendly urban settings with nightlife. Although this 25 – 39 year old age group is generally not increasing per se over the 10-year planning period, new dwelling units will be necessary to accommodate those residents as they establish families, because, as seniors choose to age in place their dwellings will not be available for turnover to these new families; this indicates a need to plan for new starter housing. Accordingly, newly established households in 25 – 39 year old age group can be expected to increase; and, if present trends prevail, as expected, many of these newly-established households will have fewer children than typically found in the past (or no children). The older Millennials can be expected to be looking to purchase homes; or if single, to be looking for apartments.

- Based on current and expected future trends, non-family households are expected to increase faster than family households do over the 10-year planning period.
- “Generation X”, the generation of people born between about 1970 – 1984, can be expected to be generally established in housing, and/or can be expected to move up in the housing market or establish new residency in Town over the 10-year planning period.
- Empty nesters in the 50 – 64 age group can be expected to be looking to downsize to condominiums or apartments in some instances over the 10-year planning period.
- The Town must think of housing needs regionally as well as locally, particularly in the context of the local and regional workforce (see more on the workforce in Chapter 8, Economic Development, of this Plan).
- The town should support age-diversity in the future development of the community. An age-diverse population enhances the quality of life for all, from Millennials to older adults to the professionals needed to support older people, as well as families.
- There may be a need for increased transit services as the population gets older and people begin to abandon their cars in favor of transit; also, trends show that Millennials do not favor automobile ownership to the degree that previous generations have, thereby leading to the potential need of transit services and/or improved walkways and bicycle ways for the Millennials. Sidewalk improvements will also be important for aging Boomers as their mobility decreases with age.

## **Livable Communities and Aging in Place**

*Public Act No. 13-109, AN ACT CONCERNING LIVABLE COMMUNITIES*, was approved June 6, 2013. The Act requires that the Connecticut Commission on Aging shall establish a "Livable Communities" initiative to serve as a forum for best practices and a clearinghouse for resources to help municipal and state leaders to design livable communities to allow residents of this state to age in place. Per the Act, "livable community" means a community with affordable and appropriate housing, infrastructure, community services and transportation options for residents of all ages, and "age in place" means the ability of residents to stay in their own homes or community settings of their choice regardless of age or disability. The Act further requires that the Commission on Aging shall establish and facilitate partnerships with (1) municipal leaders, (2) representatives of municipal senior and social services offices, (3) community stakeholders, (4) planning and zoning boards and commissions, (5) representatives of philanthropic organizations, and (6) representatives of social services and health organizations to (A) plan informational forums on livable communities, (B) investigate innovative approaches to livable communities nationwide, and (C) identify various public, private and philanthropic funding sources to design such communities. The Act also required the Commission on Aging to establish a single portal on its Internet web site for information and resources concerning the Livable Communities Initiative, which is in place.<sup>5</sup>

<sup>5</sup> Source: Connecticut Commission on Aging Website <http://coa.cga.ct.gov>

In addition to the information on Livable Communities available on the Connecticut Commission on Aging website at <http://coa.cga.ct.gov>, more information on Livable Communities can be found on the AARP website, at <http://www.aarp.org>.

**Following are brief descriptions of four emerging trends in the concept of Livable Communities: (1) Universal Housing Design; (2) Co-housing; (3) Accessory Dwelling Units; and (4) Community Land Trust.**

### **(1) Universal Housing Design**

Universal Design is the design of products and environments to be usable by all people, to the greatest extent possible, without the need for adaptation or specialized design. Some commonly found universal design features include: (1) No-step entry; (2) One-story living; (3) Wide doorways (32-36 inches wide), which allow wheelchairs to pass through; (4) Wide hallways (36-42 inches wide); (5) Extra floor space; (6) Floors and bathtubs with non-slip surfaces; (7) Handrails on steps; (8) Grab bars in bathrooms; (9) Thresholds that are flush with the floor; (10) Good lighting; (11) Lever door handles; and (12) Rocker light switches. More reading and information about Universal Design can be found on the AARP website, at <http://www.aarp.org><sup>6</sup>

### **(2) Co-housing**

Cohousing communities are neighborhoods in which residents actively participate in community design and operation, and share common facilities and good connections with neighbors. The six defining characteristics of cohousing are: (1) Participatory process; (2) Neighborhood design; (3) Common facilities; (4) Resident management; (5) Non-hierarchical structure and decision-making; and (6) No shared community economy.<sup>7</sup>

### **(3) Accessory Dwelling Units**

Accessory dwelling units (ADUs) are small, self-contained living units that typically have their own kitchen, bedroom(s), and bathroom space. Sometimes known as granny flats, elder cottage housing opportunities (ECHO), mother-daughter residences, or secondary dwelling units, ADUs are apartments that can be located within the walls of an existing or newly constructed single-family home or can be an addition to an existing home. In some instances ADUs can be freestanding cottages on the same lot as the principal dwelling unit or a conversion of a garage or barn.

The benefits to the homeowner and the ADU occupant are many. For the homeowner, ADUs provide the opportunity to offer an affordable and independent housing option to the owner's grown son or daughter just starting out or to an elderly parent or two who might need a helping hand nearby. The unit could also be leased to unrelated individuals or newly established families, which would provide the dual benefit of providing affordable housing to the ADU occupant and supplemental rental income to the owner. Supplemental income could offset the high cost of a home mortgage, utilities, and real estate taxes. Finally, leasing an ADU to a young person or family can provide an elderly homeowner with a sense of security and an opportunity to exchange needed work around the house and yard for a discount on rent. ADUs may offer a viable housing option for the Town considering the current economic climate, lower household size, increasing numbers of aging baby boomers indicated by the

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<sup>6</sup> Source: Homebuilders & Remodelers of Central Connecticut <http://hbahartford.com/universal-design>

<sup>7</sup> Source: The Cohousing Association of the United States <http://www.cohousing.org/>

expected increases in the over 65 population, and limited affordable housing choices. They could provide a low-impact way for the Town to expand its available housing options.<sup>8</sup>

#### **(4) Community Land Trusts (CLTs)**

CLTs are nonprofit organizations—governed by a board of CLT residents, community residents and public representatives—that provide lasting community assets and permanently affordable housing opportunities for families and communities. CLTs develop rural and urban agriculture projects, commercial spaces to serve local communities, affordable rental and cooperative housing projects, and conserve land or urban green spaces. However, the heart of their work is the creation homes that remain permanently affordable, providing successful homeownership opportunities for generations of lower income families. Permanently affordable homeownership programs invest public funding into a property in order to make home purchase affordable for a family of modest means. The organization supports the residents to attain and sustain homeownership. In return, the homeowner agrees to sell the home at resale-restricted and affordable price to another lower income homebuyer in the future. Consequently, the homeowner is able to successfully own a home and build wealth from the investment, while the organization is able to preserve the public’s investment in the affordable home permanently to help family after family. Along with CLTs, some Community Development Corporations (CDCs), Community Development Financial Institutions (CDFIs), Habitat for Humanity affiliates, and government-based inclusionary zoning programs have permanently affordable homeownership programs.<sup>9</sup>

## **Goals and Objectives: Demographics and Housing**

### **Goal: PROVIDE SAFE, QUALITY, AND ATTAINABLE HOUSING, AND RELATED PUBLIC FACILITIES, FOR ALL PUTNAM RESIDENTS**

**The following Objectives are recommended to allow the Town to achieve the overarching goal of providing safe, quality, and attainable housing, and related public facilities, for all Putnam residents. Recommended Action Steps to fulfill the objectives are listed in Table 10-1.**

**Objective:** Institute programs that will allow “Aging in Place”, i.e., planning for older adults and individuals with disabilities to remain in their homes and within the community

**Objective:** Provide additional housing opportunities for the “Millennial” generation

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<sup>8</sup> Source: American Planning Association <https://www.planning.org/pas/quicknotes/pdf/QN19.pdf>

<sup>9</sup> Source: National Community Land Trust Network <http://cltnetwork.org/faq/>

**Objective:** Initiate a comprehensive program to assist residents and property owners to repair, upgrade and rehabilitate, or replace older housing units that do not meet current codes (fire, energy, accessibility, etc.)

**Objective:** Eliminate blighted housing

**Objective:** Initiate new measures to ensure decent and safe affordable housing

**Objective:** Revitalize and rehabilitate the existing housing stock of neighborhoods in Town where needed

**Objective:** Work toward the elimination of homelessness in town

**Objective:** Provide assistance for properties that are facing foreclosure

**Objective:** Modify zoning and subdivision regulations to bring about Smart Growth and innovative solutions to 21<sup>st</sup> Century housing issues

Sources (general information):

- Capitol Region Council of Governments [http://www.crcog.org/community\\_dev/livable\\_toolkit.html](http://www.crcog.org/community_dev/livable_toolkit.html) accessed 5-17-15
- American Planning Association: Multigenerational Planning Using Smart Growth and Universal Design to Link the Needs of Children and the Aging Population <https://www.planning.org/research/family/briefingpapers/multigenerational.htm> accessed 5-17-15
- Connecticut's Legislative Commission on Aging <http://coa.cga.ct.gov/index.php/livable-communities> accessed 5-17-15
- Connecticut's Legislative Commission on Aging <http://coa.cga.ct.gov/> accessed 5-18-15
- MetLife Foundation Partners for Livable Communities City Leaders Institute on Aging in Place Community Report Card [http://www.livable.org/storage/documents/reports/AIP/City\\_Leaders\\_Institute\\_scorecard\\_only.pdf](http://www.livable.org/storage/documents/reports/AIP/City_Leaders_Institute_scorecard_only.pdf) accessed 5-18-15
- New Contexts for Aging and Livable Communities Webinar, American Planning Association, Ohio Chapter, June 3, 2015 [http://www.ohioplanning.org/aws/APAOH/asset\\_manager/get\\_file/102952/06.03.15\\_pdf.pdf](http://www.ohioplanning.org/aws/APAOH/asset_manager/get_file/102952/06.03.15_pdf.pdf) accessed 7-31-15

## Chapter 3

### **Physical Characteristics and Natural Resources**

Physical characteristics influence a town's development patterns. Some characteristics may constrain or limit development while others attract and encourage it. Historically, Putnam's development patterns were influenced by the water power of the Quinebaug River, the desire to use that water power for economic gain, and the practical need to work and live close to the growing economic hub even when that meant overcoming the challenges of building on the hillsides along the river.

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

The town is drained by the Quinebaug River, which runs south from the Town of Thompson through the center of town and on to the Town of Killingly. A tributary of the Quinebaug, the Five Mile River, runs south from the Town of Thompson through East Putnam and on to the Town of Killingly. These are the Town's main rivers. Each has an associated network of small rivers, brooks and wetland systems that drain into it. The drainage areas of these two rivers are sub-drainage basins of the Thames River. In general terms, more than two-thirds of the town is located on the Quinebaug sub-basin and the eastern one-third of town is on the Five Mile regional sub-basin. Within Putnam, the Little River and Carpenter Brook feed into the Quinebaug from the west, while Little Dam Tavern Brook and Perry/Culver Brooks feed in from the east. Several of these streams have ponds associated with them including Tavern Brook Pond and Aldrich Pond (Little Dam Tavern Brook), Wheaton's Brook Pond and Park Pond (associated with the Little River tributary) and Mantup Road Pond and Carpenter Pond (Carpenter Brook). Little Dam Tavern Brook also has an extensive wetland system associated with it. Tributaries to the Five Mile River include Munson Brook, Mary Brown Brook, Torry Brook and Cady Brook. Associated ponds include Hawkins Pond and Chapman Pond (Mary Brown Brook) and Cady Pond. All of the tributaries have associated wetland systems, with the river itself and Mary Brown Brook having relatively extensive systems. Figure 3-1 shows the Town's Wetlands and Watercourses. Understanding these resources and their interrelationship is important because they serve various public functions such as sources of water supply for residents (whether from the public water company or private wells); support for aquatic resources, wildlife, and recreation; and support the state's economic growth.

As part of its management of the State's resources the State has established existing and projected water quality classifications in both surface water and groundwater categories, depending on intended use. The highest classification applies to existing or potential drinking water supply sources and tributaries, fish and wildlife habitat, recreational use, and agricultural and industrial supply. The classifications work downward from there, with designations reflecting diminishing public health functions/uses and increasing degradation of existing water quality. Classifications are reported in terms of present condition and future goals to be achieved or maintained if already at an appropriate water quality for intended use. Figure 3-2 is a guide to the water quality classifications for surface water and groundwater in Putnam as published by the State. In the majority of cases in the Quinebaug sub-basin present conditions (represented by the first letter symbol) do not meet water quality criteria that support designated uses (see map legend). The second letter symbol indicates the classification that is the goal for water quality in that resource area.

**Figure 3-1: WETLANDS AND WATERCOURSES**

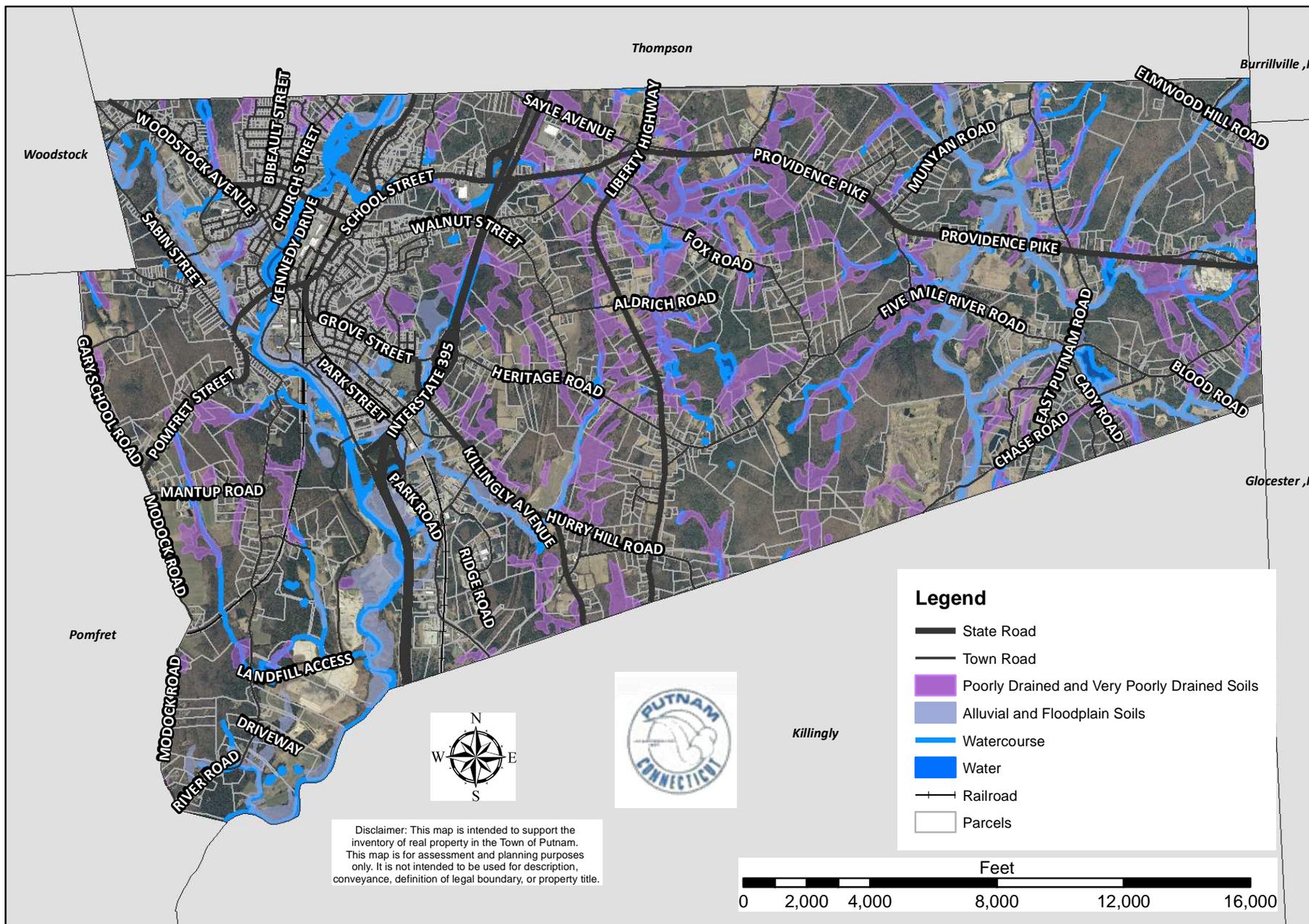
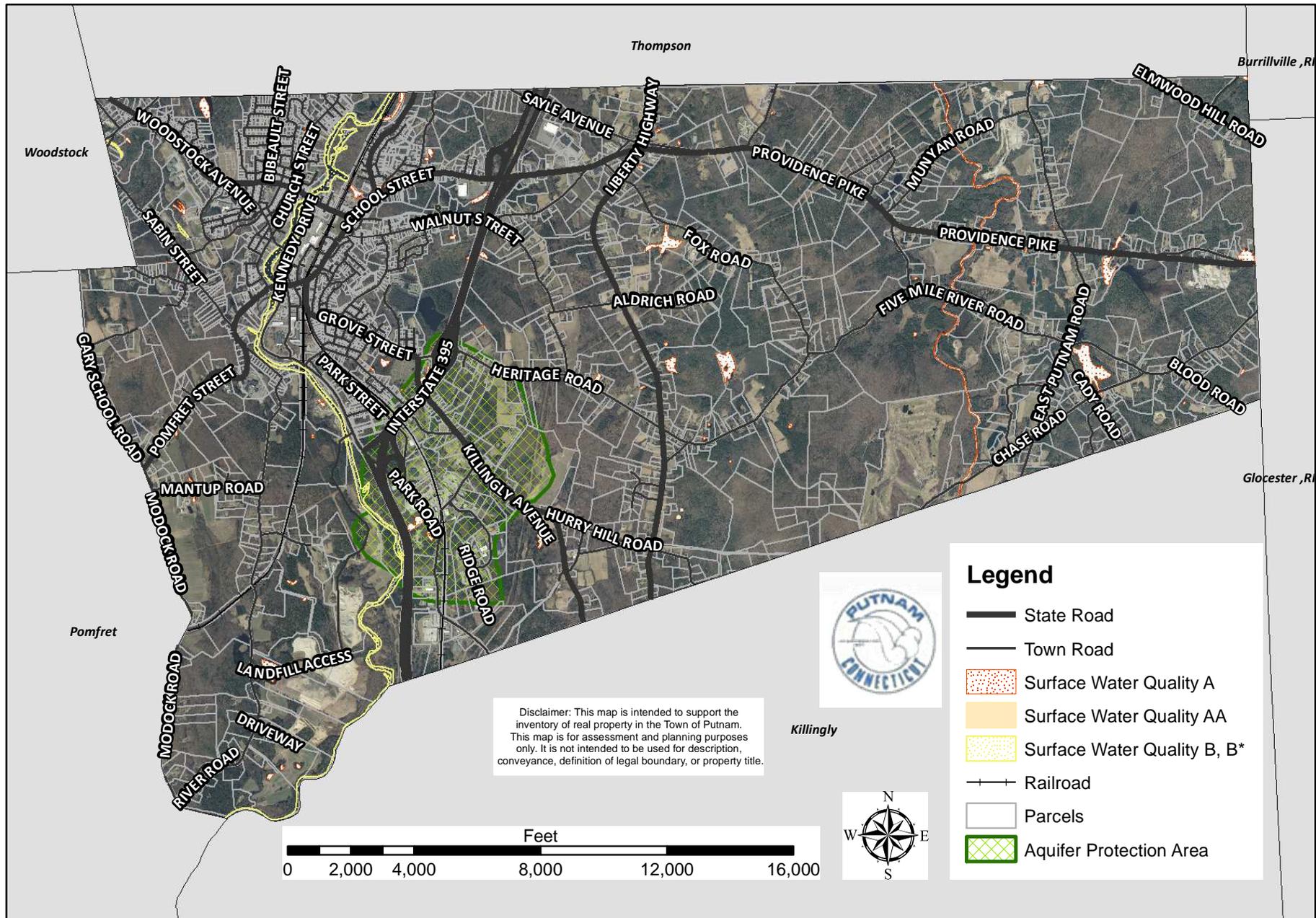


Figure 3-2: SURFACE WATER QUALITY



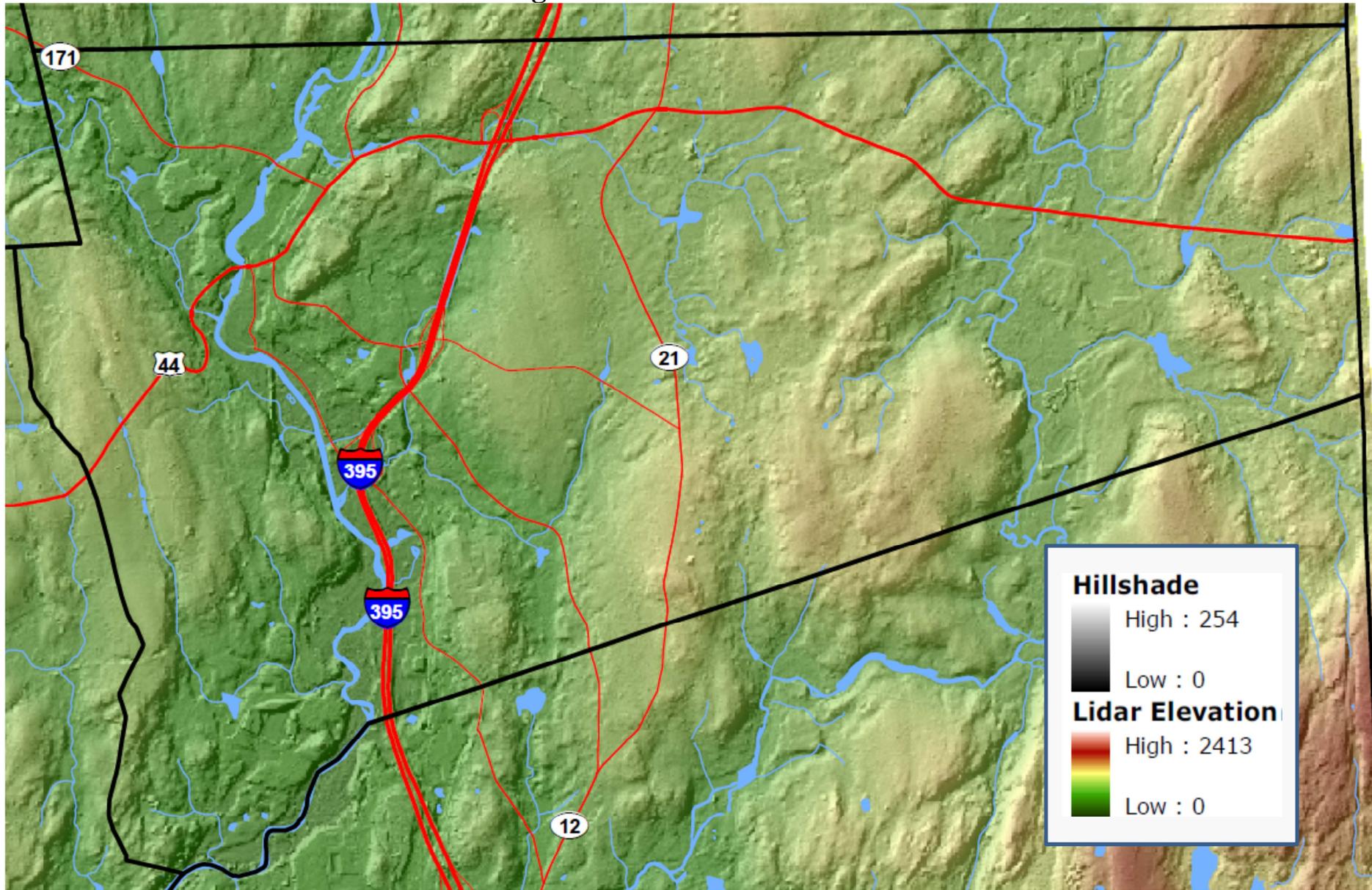
Existing or potential water supply areas are of course of most concern for maintaining high water quality. Note that the classifications for the Little River (the surface supply source for the Putnam WPCA) indicate that the raw water in the river presently does not meet the criteria for use as a public water supply without treatment, which is provided at the plant on Peake Brook Road. Land uses on the watershed upstream of the water treatment plant that may be contributing to degradation of the water quality include salt storage areas of the State DOT and the Town of Woodstock, runoff from agricultural uses such as manure piles and milk waste lagoons, the Woodstock landfill, and industrial discharges. Appropriate stormwater management and source protection measures need to be in use throughout the watershed area to assure protection of water quality even though treatment is being provided. The 2009 *Muddy Brook and Little River Water Quality Improvement Plan*, prepared by the Eastern Connecticut Conservation District, Inc., [http://www.ct.gov/deep/lib/deep/water/watershed\\_management/wm\\_plans/little\\_river\\_final6\\_29\\_10.pdf](http://www.ct.gov/deep/lib/deep/water/watershed_management/wm_plans/little_river_final6_29_10.pdf), offers a number of suggestions on achieving these management and protection measures. A major step taken by the Town of Putnam in this regard since the preparation of the 2005 Plan of Conservation and Development has been the designation of 200' greenbelt buffer zones adjacent to several major watercourses in Town. Per the Inland Wetlands and Watercourses Commission's regulations, any land alteration within these greenbelt areas is a regulated activity subject to permitting by the Commission. The Little River is one of these watercourses, although the portion of the river above the treatment plant is within the Town of Woodstock and therefore not subject to the Town of Putnam's 200' buffer zone.

The second public water supply source for the Putnam WPCA is the Park Road Well Field. As an active water supply its classification is GAA. The well field's proximity to the Quinebaug River makes it vulnerable to the effects of historic and current land uses that have impacted the river's water quality. These include sewage treatment plants in Putnam and Thompson, Putnam salt storage and landfill areas, DOT salt storage and industrial and agricultural discharges. Most of these are non-point sources (occurring as leachate or as runoff rather than direct discharge to the river via a piped system). Groundwater protection is important throughout the community because those parts of town not served by public water depend on groundwater sources for individual wells. These areas are designated and need to be maintained as GA areas by controlling the sources of degradation and pollution. Pursuant to the State of Connecticut's Aquifer Protection Area (APA) program, in 2008 the Town implemented APA regulations to protect the Park Street wells from environmental degradation. A Level A APA map was adopted in 2010, and in 2012 all of the businesses within the APA were registered according to the APA Regulations. In August 2015, a revised Level A APA map was approved by DEEP, which is based on additional wells within the well field coming on line in 2014. The Zoning Map, Figure 5-2, depicts the APA as revised per DEEP in August 2015.

## **Topography and Soils**

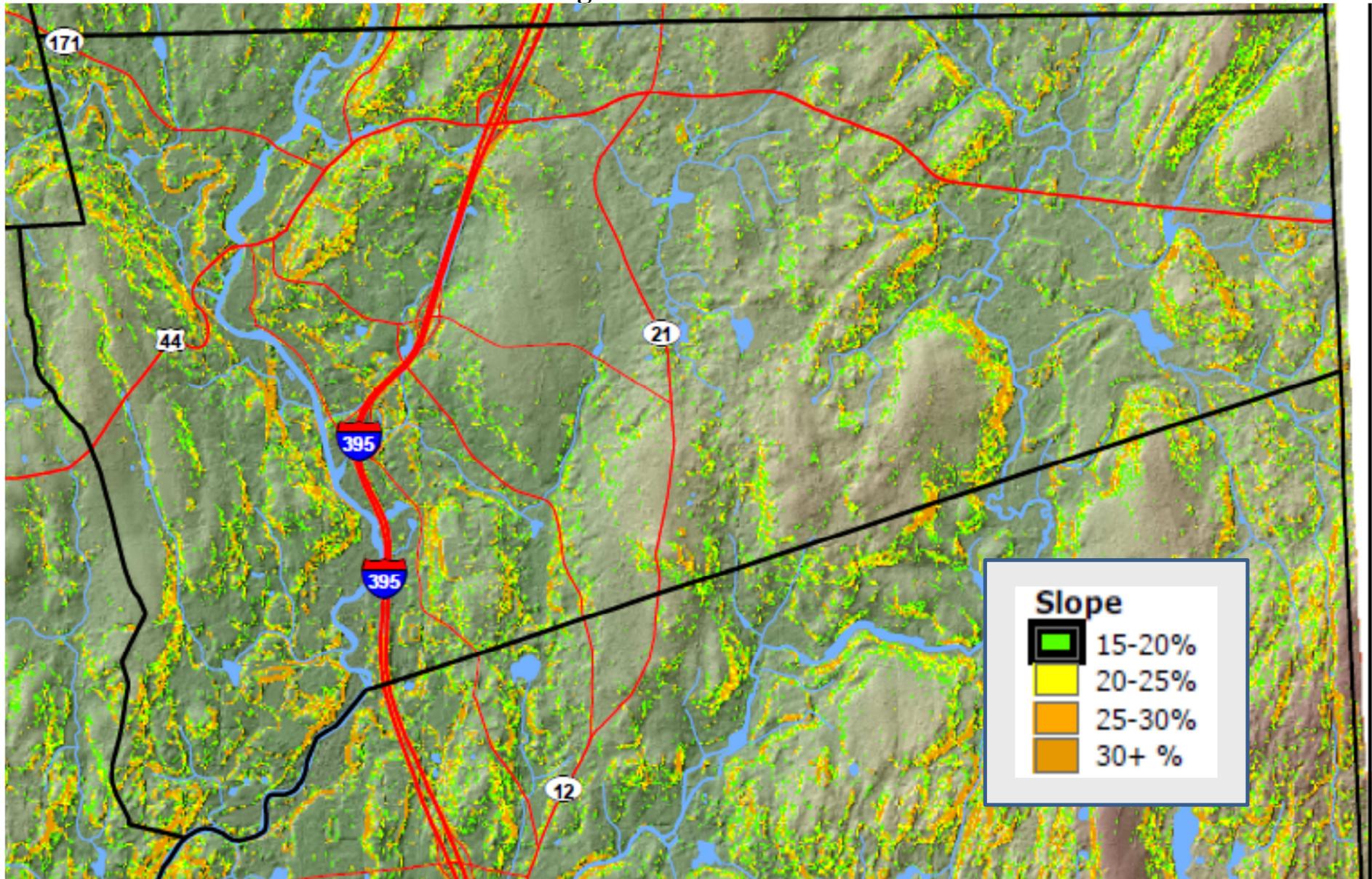
Land with the fewest constraints is usually developed first, so that as a community matures undeveloped areas dwindle to the land that is more difficult, and therefore often more costly, to develop. These areas are usually environmentally sensitive such as steep slopes, wetlands or floodplain, requiring engineered solutions to overcome these natural development constraints. Topography is shown on Figure 3-3.

**Figure 3-3: TOPOGRAPHY**



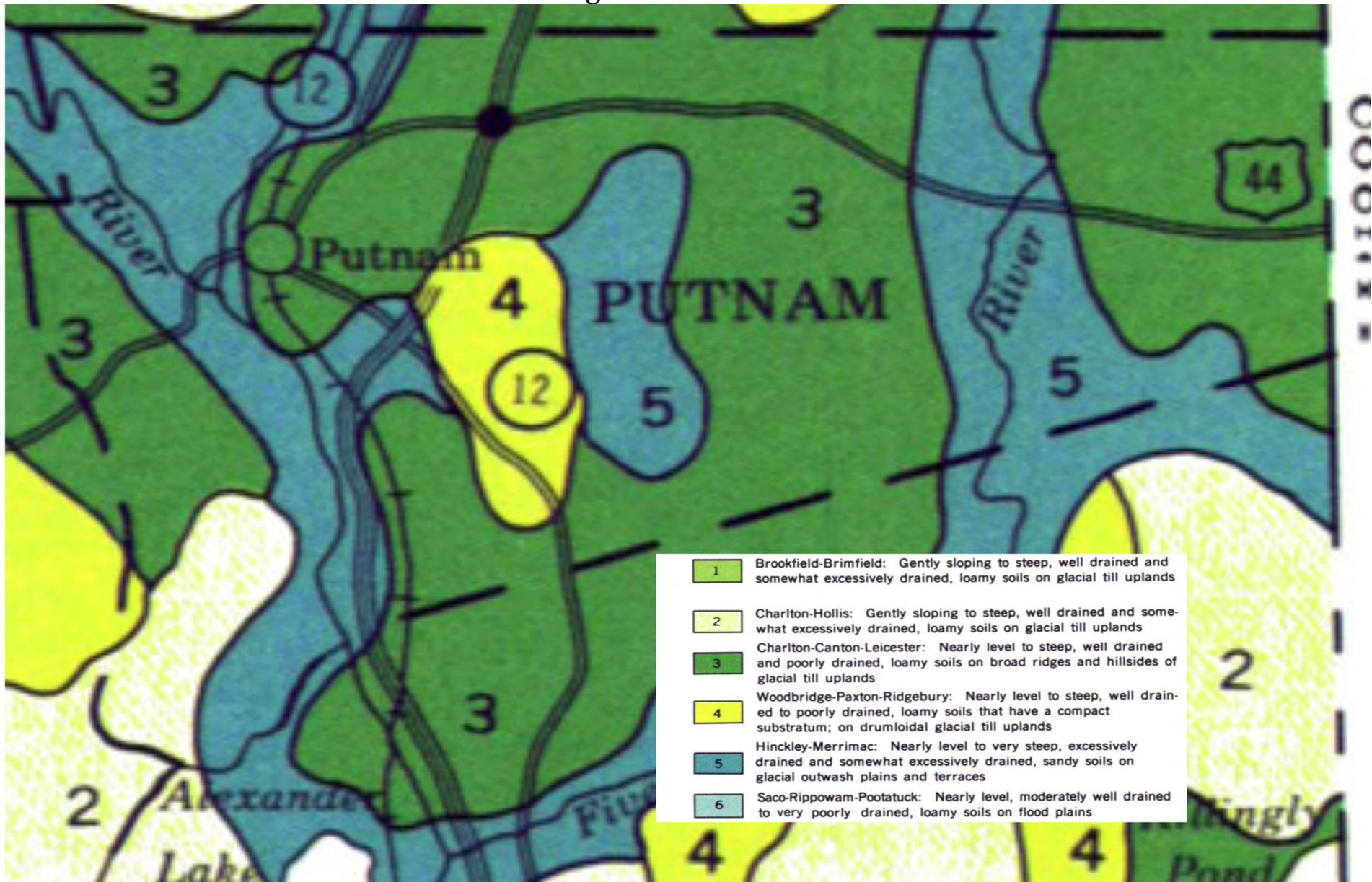
Source: Center for Land Use Education and Research (CLEAR), UCONN

**Figure 3-4: SLOPES**



Source: Center for Land Use Education and Research (CLEAR), UCONN

Figure 3-5: SOILS



Source: NRCS, USDA

Putnam is located in the Eastern Uplands of Connecticut, an area of rugged terrain characterized by north-south running hills. Areas of Significant Slopes in Putnam are shown on Figure 3-4. Putnam is surrounded by the rolling Windham Hills on the west and the more rugged Mohegan Range on the east. The Quinebaug River runs through lowlands that extend south all the way to Griswold. There is also an area of relatively flat topography east of I-395 which includes extensive wetland areas. Torrey Hill and Elmwood Hill bracket this flat area through which the Five Mile River flows.

Soils vary in characteristics that impact their suitability for development such as slope, drainage or stoniness. The soils in Putnam are the result of the geologic forces that created its landscape of hills and rivers. Because of these characteristics it is not surprising to find that like much of the County, any areas containing soils that are impacted by slope, have a stony quality or are wet or poorly drained. Some of these soil properties can be mitigated through engineering solutions, at an added development cost. Figure 3-5 shows very generalized soil types in Putnam (for greater details on soils, use the following links, and follow the prompts: <http://www.nrcs.usda.gov/wps/portal/nrcs/main/ct/soils/>; and/or, <http://ctecoapp1.uconn.edu/simpleviewer/ezviewer.htm>).

The undeveloped land areas in Putnam have the potential to be impacted by slope or wetland soil conditions, essential elements of Putnam's natural landscape. As the man-made landscape continues to expand the Town must be vigilant against adverse impact or loss of these areas. In addition to scenic and cultural value, they play critical roles in maintaining safe water supply, as well as providing areas for wildlife habitat. Remaining undeveloped areas, particularly areas outside the Special Services District, will therefore increasingly be impacted by physical characteristics that will make factors such as erosion control, stormwater management, stormwater pollution control, groundwater recharge, on-site sewage disposal and wetland and watercourse protection, important considerations for reviewing and approving development proposals. For these reasons the Town should take measures to avoid development on steep slopes and on land deemed not suitable for development due to poor or wet soils.

## **Forest Cover and Agricultural Fields**

The town of Putnam is the least forested town in the NECCOG region as well as the smallest in area; nonetheless, in 2010, 58.3 % of the Town's land cover was designated as forest (see Table 5-1 and Figure 5-4 of this Plan for further details). In 2010, 7.1% of Putnam's land cover was designated "Agricultural Field" (see Table 5-1), less than the regional average and the regional median. Most of the town's forested land and agricultural fields are located in East Putnam, away from the dense downtown, and, to a lesser extent, in West Putnam between River Road and Modock Road and to the west of Sabin Street. Forests in Putnam are mostly made up of oak and pine trees, underlain by sandy soil.

Figure 3-6 shows areas of prime agricultural soils and agricultural soils of statewide importance. It is noteworthy here that much of the Prime Agricultural Land in Putnam is located just adjacent to Liberty Highway (Route 21) (see Figure 3-6), an area that is primarily within the R40 residential zoning district, not the AG2 agricultural zoning district (see Figure 5-2); consequently, zoning considerations might be given within the R40 district to, if desired, continue the agricultural uses of these lands in lieu of housing or other development allowed in the R-40 district, in addition to other agricultural incentives. Another section of Town that is designated as having prime agricultural soils is located in East Putnam

generally westerly of East Putnam Road (see Figure 3-6); this land is within the AG2 agricultural zoning district, however (see Figure 5-2). In order to encourage the use of these prime agricultural lands for agricultural purposes, the Town may wish to explore, and, if deemed appropriate, implement other agricultural incentives for these areas, such as tax breaks or purchase of development rights, or zoning and/or economic development incentives that further encourage agricultural and/or agricultural-related land uses.

Putnam is located within the Southern New England Heritage Forest, an area that spans approximately 1.4 million acres in Connecticut, Massachusetts and Rhode Island. This area was identified by the Blue Ribbon Commission on Land Conservation in its 2010 Report to the Governors, and has been supported by the Northeast State Foresters as a priority area for conservation because it is considered the last remaining rural landscape in Southern New England.

Further information on agricultural and forest lands and the plans therefor is provided in Chapter 5, Land Use, of this Plan.

## **Natural Diversity Data Base (NDDB) Areas and Map**

Natural Diversity Data Base Areas represent known locations, both historic and extant, of state listed species and significant natural communities. State listed species are those listed as Endangered, Threatened or Special Concern under the Connecticut Endangered Species Act. The Natural Diversity Data Base Areas are a generalized representation of species and community locations. The exact locations and species names have been masked to protect sensitive species from collection and disturbance. Natural Diversity Data Base Areas are represented as polygon areas and mapped for use at 1:24,000 scale (1 inch = 2,000 feet). This dataset is updated every six months and reflects information that has been submitted and accepted up to that point. Natural Diversity Data Base Areas are intended to be used as a pre-screening tool to identify potential impacts to state listed species.<sup>10</sup>

The Natural Diversity Data Base maps represent approximate locations of endangered, threatened and special concern species and significant natural communities in Connecticut. The locations of species and natural communities depicted on the maps are based on data collected over the years by DEEP staff, scientists, conservation groups, and landowners. In some cases an occurrence represents a location derived from literature, museum records and specimens. These data are compiled and maintained by the Natural Diversity Data Base. The maps are intended to be a pre-screening tool to identify potential impacts to state-listed species. These data are also used by groups wishing to identify areas of potential conservation concern.<sup>11</sup>

Figure 3-7 shows the NDDB map for Putnam.

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<sup>10</sup>Source: Connecticut Environmental Conditions Online Website: UCONN  
[http://cteco.uconn.edu/guides/resource/CT\\_ECO\\_Resource\\_Guide\\_Natural\\_Diversity\\_Database\\_Area.pdf](http://cteco.uconn.edu/guides/resource/CT_ECO_Resource_Guide_Natural_Diversity_Database_Area.pdf)

<sup>11</sup>Source: Connecticut Department of Energy and Environmental Protection Website  
[http://www.ct.gov/deep/cwp/view.asp?a=2702&q=323464&depNav\\_GID=1628](http://www.ct.gov/deep/cwp/view.asp?a=2702&q=323464&depNav_GID=1628)

**Figure 3-6: PRIME AGRICULTURAL SOILS AND AGRICULTURAL SOILS OF STATEWIDE IMPORTANCE**

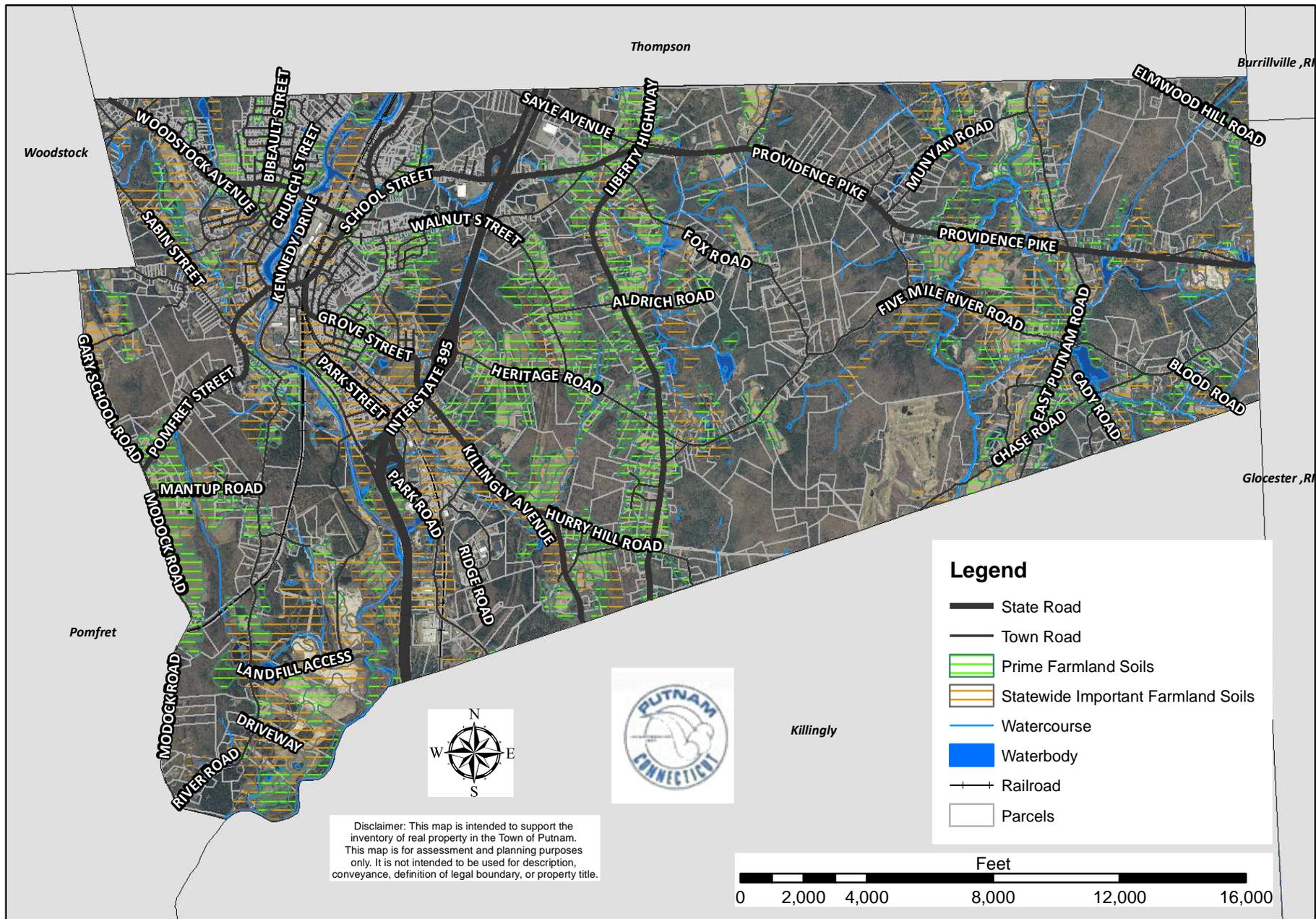
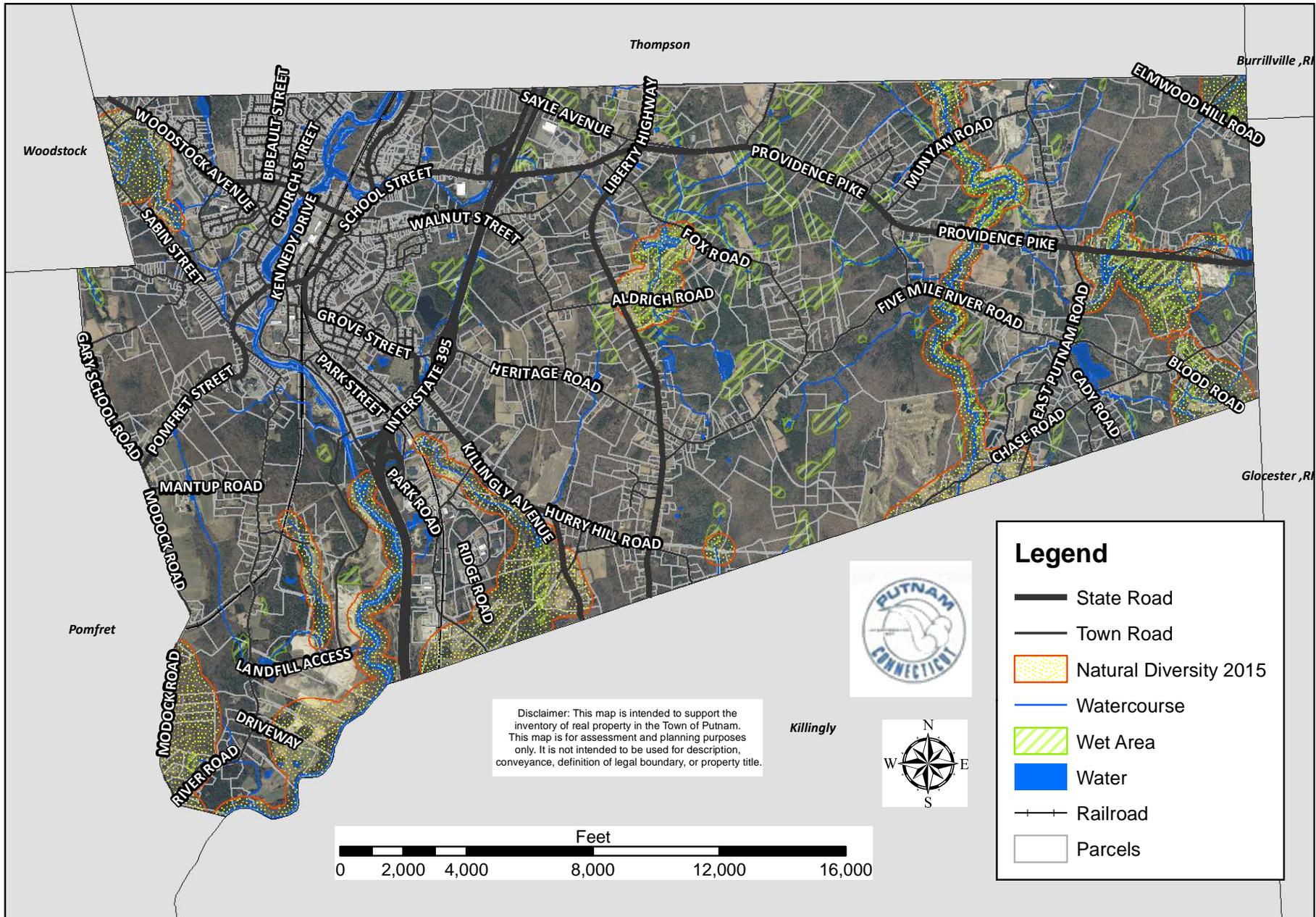


Figure 3-7: NATIONAL DIVERSITY DATA BASE



## **Goals and Objectives: Physical Characteristics**

**Goal: PROTECT THE NATURAL PHYSICAL CHARACTERISTICS OF THE TOWN IN ORDER THAT THESE RESOURCES WILL CONTINUE TO BE AVAILABLE TO ALL PRESENT AND FUTURE PUTNAM RESIDENTS**

**The following Objectives are recommended to provide the Town with the ability to protect its natural physical characteristics that are vital to the future economic and social well-being of all present and future Putnam residents. Recommended Action Steps to fulfill the objectives are listed in Table 10-1.**

**Objective:** Continue to provide for and protect the quality and quantity of water resources, both above ground and underground, to meet the potable water needs of the Town and for the continuance of the health of the Town's natural ecosystems

**Objective:** Avoid large-scale non-agricultural development within the R40 zoning district in the area located adjacent to Liberty Highway generally south of Route 44, which is designated as having prime agricultural soils, and on land in East Putnam so designated, located generally westerly of East Putnam Road

**Objective:** Avoid development on steep slopes and on land deemed not suitable for development due to poor or wet soils

**Objective:** Encourage development methods that respect natural habitats and ecosystems

## **Chapter 4**

### **Historical / Cultural Resources**

#### **Historical Resources**

Historic Preservation is broadly defined in the Connecticut General Statutes as “research, protection, restoration, stabilization and adaptive re-use of historic buildings, structures, objects, districts, areas and sites significant in the history, architecture, archeology or culture of this state, its municipalities, or the nation”. This also includes “promoting and publicizing the historical heritage of Connecticut”.<sup>12</sup>

Over the past several years it has become clear that Putnam has a lot of positive things to offer because it has a rich history: an impressive mixture of scenic river landscapes, waterfalls, old mill buildings, well-preserved Victorian period houses and a late 19<sup>th</sup>/early 20<sup>th</sup> century downtown that retains its pedestrian scale. This setting proved a perfect match for the establishment of an antiques district. This in turn focused attention on the myriad of benefits that can derive from preserving and sharing the town's history and led the Town to become proactively involved. As a result, the Putnam River Trail was built along the east bank of the Quinebaug River with a connection across the river at the southern end of Simonzi Park to allow future link-up with the Airline Trail. The mills along the portion of the Putnam River Trail between Pomfret Street (Route 44) and Providence Street are the focus of the River Mills Heritage Trail (see below).

#### ***Historical Importance of Textile Manufacturing and Rail Service in Putnam***

It has been noted previously that Putnam was incorporated in 1855 by combining several villages and residential enclaves associated with textile manufacturing mills (further referenced below) and a Norwich and Worcester railroad station. In 1872 the New York and New England Railroad reached Putnam; thus two railroads linking New York to Boston and Northern New England intersected in Putnam. The area became the transportation center of the Northeast, boasting several grand hotels. The station was rebuilt and augmented several times, with the most recent and present configuration having been established in 1906. From the 1890s through the early 1940s, the Putnam Train Station was a bustling passenger train transportation center. In the early 1940s, there were ten passenger trains a day connecting Putnam to Hartford, New London, and Worcester, and one train went as far as Boston in one direction and Waterbury in the other. After World War II, the railroad's unstable financial condition, coupled with competition from cars and bus service, led it to discontinue marginal passenger service wherever possible. The destruction of the trestle over the Quinebaug River during the 1955 flood caused abandonment of the Putnam to Willimantic line. By the early 1960s, Putnam was being served by only four trains, a morning and afternoon run in each direction between Worcester and New London, usually consisting of a single self-propelled rail diesel car (or RDC, commonly known as a “Budd” car). The last day of regular passenger service at the station was April 30, 1971.<sup>13</sup>

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<sup>12</sup> Source: State of Connecticut, Department of Community and Economic Development, Office of the Arts website, COA Grant Programs, Information Sessions, PowerPoint presentation, March 2015 [http://www.ct.gov/cct/lib/cct/FY16\\_PPT\\_InfoSessions.pdf](http://www.ct.gov/cct/lib/cct/FY16_PPT_InfoSessions.pdf)

<sup>13</sup> Source: United States Department of the Interior, National Park Service, National Register of Historic Places website, Registration Form, Putnam Railroad Station (entered into the National Register of Historic Places on 7-24-07) <http://pdfhost.focus.nps.gov/docs/NRHP/Text/07000742.pdf>

### ***Structures Listed in the National Register of Historic Places***

The structures in Putnam presently listed on the National Register of Historic Places are:

- Israel Putnam School, corner of School and Oak Streets, listed in 1984
- Old High School (now Putnam Town Hall), 126 Church Street, Victorian Gothic, 1874, C.C. Buck, architect, listed in 1993
- Cady-Copp Cottage, 115 Liberty Highway, listed in 2001
- Former Train Station, 35 and 45-47 Main Street, listed in 2007
- Cargill Falls Mill, 42 and 48 Pomfret Street, listed in 2014

This designation affords the property certain protections from state and federal actions (accorded once the eligibility designation is made) and opens up benefits such as potential tax credits.

There are no listed historical districts in Putnam.

### ***Inventory of Other Structures and Areas of Historical Significance***

Initial information on the historical significance of other structures in town can be obtained from the Historic Resource Survey of 181 properties completed in 1987 for the Putnam Redevelopment Agency. This survey encompassed much of Downtown Putnam and identified structures that appeared to meet the criteria to be eligible for listing on the National Register, as well as potentially eligible districts. These recommendations are summarized below (as updated by the 2005 POCD and by the Town Historian in 2014):

#### Structures:

- Putnam Congregational Church, Main Street, Romanesque, 1870
- Pomfret Street Bridge, concrete arch, 1925<sup>14</sup>
- St. Mary's Church and Rectory, Providence Street, Gothic Revival, 1904, Joseph D. Jackson, architect
- Railroad Station, Union Square, Mediterranean, c. 1905
- Baptist Church, Woodstock Avenue, Gothic Revival, 1904
- International-style house, Letters Street, 1940, Edward Durrell Stone, architect<sup>15</sup>

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<sup>14</sup>This bridge underwent reconstruction by the State of Connecticut in 2015; its historic integrity was maintained to the greatest extent possible

<sup>15</sup>Category updated in 2003 by TPA Design Group: "Planning on Putnam Town of Putnam Plan of Conservation & Development 2005": TPA Design Group, 2005

Areas:

- Main Street commercial area, an area of Victorian, Art Deco, and Colonial Revival commercial buildings, including business blocks, former banks, the Putnam Post Office, and the Congregational Church. These buildings illustrate the historical development of Putnam as a commercial center in the late 19<sup>th</sup> and early 20<sup>th</sup> centuries. The district could extend south to include the Chickering Building and railroad station, and also 85 Main Street, 88 Main Street, and the Shoppers Guide Building, as well as Jessica Tuesday's (Adam's Freight).<sup>16</sup>
- Wilkinson Street residential area, several large ornate Victorian houses most in the Second Empire or Italianate style, associated with leading merchant and manufacturer families of Putnam. Logical boundaries for this district would also include houses on Bellevue, Hammond and Prospect Streets.
- Victorian houses at 219 – 263 School Street, a cohesive row with Queen Anne stylistic influence. Such a district might include adjacent areas of Providence and Walnut Streets.

At the time of the survey most of the structures were found to be in good condition.

While completing the 1987 survey in its target area the consultants took note of areas outside the study area that contained historic structures. Areas recommended for further study as summarized in the 1989 Plan of Development are summarized below:

- Some two dozen buildings on Church Street, Woodstock Avenue, and adjacent side streets. Primarily large Victorian houses of leading families, most are fairly well-preserved and potentially constitute a National Register-eligible district.
- Quinebaug Avenue, an area with several Greek and Gothic Revival houses.
- Streets leading out of town (notably Grove Street area and Woodstock Avenue / Providence Street area), which have houses from a variety of periods.
- Putnam Heights, the old town center of Killingly, which includes a number of fine houses and a c. 1815 meeting house. State Register forms and extensive research material produced by the Aspinock (Putnam) Historical Society are available on this area; however, updated forms are needed.

Other than the four properties listed on the Federal Register since 1989, there has been no further formal work done on the survey of historically significant buildings and areas in Town. However, the Economic Development Commission received a Preservation of Place grant from the Connecticut Main Street Center for the purpose of developing design guidelines for the Downtown area. The intent of these design guidelines will be to effectuate the preservation of the historical character of the Downtown area when developments or renovations are proposed. This design guidelines project is further referenced in Chapter 5, Land Use, of this Plan.

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<sup>16</sup>Category updated in 2014 by the Town of Putnam Town Historian

### ***Industrial and Related Sites of Historical Significance and the River Mills Heritage Trail***

The statewide Inventory of Historic Engineering and Industrial Sites (Matthew Roth 1981) includes five mills in Putnam:

- Morse Mill, 241 Church Street, 1846
- Rhodes/Nightingale Mills, 328 Kennedy Drive, 1841±
- Monohansett Mill, Monohansett/Canal Street, Second Empire style, 1868
- Pomfret Cotton Mills/Saxon Woolen Mills (a/k/a Cargill Falls Mill), 52 – 58 Pomfret Street, 1824±
- Powhattan Mill, 107 Providence Street, Second Empire style, 1872

These mills are the focus of the River Mills Heritage Trail. The River Mills Heritage Trail is a loop extending to the west side of the river between Pomfret Street (Route 44) and Providence Street (Route 171). This approximately 1.1-mile biking and walking trail commemorates Putnam's link to the American Industrial Revolution. The trail overlaps two sections of the Putnam River Trail and begins on Kennedy Drive at the Monohansett Mill historical marker. Following the brown trail directional signs, the trail crosses the Quinebaug River to the Cargill Falls Mill on Pomfret Street - the oldest cotton mill site in the nation (1807). Crossing Pomfret Street (Route 44), the trail then follows the westerly side of Church Street where one passes the Morse Mansion, the Victorian Gothic Putnam Town Hall (the Old High School) listed on the National Register of Historic Places and the Gothic Revival Baptist Church (at Woodstock Avenue), identified as being eligible for listing on the National Register. The trail then crosses Church Street and heads to the western bank of the Quinebaug River for views of mills across and up the river before coming upon the Morse Mill. The trail then heads on to Providence Street, offering outstanding bridge views of mill dams and the prominent Belding/Powhatan Mill. Heading back towards Kennedy Drive, one can visit the display at Miller Park before returning to Kennedy Drive and the adjacent Rhodes and Nightingale Mills. From there the Putnam River Trail can then be followed back to parking, shops and restaurants in the downtown area. Small adjacent areas of associated worker housing are present at most of these mill locations and provide an added opportunity to discuss the social history aspects of the development of the textile industry in Putnam. The creation of the River Mills Heritage Trail also provides the opportunity to formalize a thematic resource nomination of the mills to the National Register of Historic Places.

The Industrial Heritage Overlay District (IHOD) was adopted as an amendment to the Zoning Regulations in 2006 and amended in 2013. The purpose of the IHOD is to encourage redevelopment of several of these former mill complexes into mixed use structures and sites that represent land uses appropriate for the 21<sup>st</sup> Century while respecting the structures' historical integrity. More of this type of activity will be necessary if the mills are to remain a viable part of the landscape. Presently (in 2015), the Cargill Falls Mill has been approved for redevelopment under the IHOD regulations as a mixed use commercial/residential structure, and the Town has recently received brownfields grant funding for studies, which are under way, to explore feasibility and clean-up options for adaptive re-uses of the Belding Mill. (More information on these sites is presented in Chapter 5, Land Use, and Chapter 8, Economic Development, of this POCD.)

### ***Other Structures and Sites of Historical and Archaeological Significance***

Evaluation of archaeological sensitivity and resources has been limited to several site-specific archaeological surveys completed in conjunction with development projects, notably the recent Quinebaug Regional Technology Park survey. Another often overlooked historic/cultural resource is cemeteries. Putnam has a number of historic cemeteries and family plots that contribute to the Town's cultural landscape.

Many if not most of the Town's historical/cultural documents, photographs, memorabilia, etc. are presently (in 2015) housed within the town-owned former Adult Education building at 208 School Street. In discussion at the POCD Update Committee meeting sessions, Committee members generally noted that, while this building is overseen and utilized by the Aspinock Historical Society (see below), over the course of time the building, which was constructed prior to 1900, has come into disrepair (leaky roof, crumbling foundation and dry rot, for example). This dilapidated condition is jeopardizing the integrity of the many invaluable and irreplaceable records stored there, necessitating either eventual major rehabilitation of the building or the construction of a new building to house these invaluable and irreplaceable records in order that comprehensive knowledge of Putnam's rich history can continue to be retained and made available for research by present and future generations, and, potentially by the Putnam Public Schools.

### ***Aspinock Historical Society***

The Aspinock Historical Society was founded in 1972 by a group of citizens who felt the need of its services. The organization for a number of years met in members' homes. Before long, many photos and other archival materials began to accumulate. When the town-owned GED Education building closed, and was unoccupied, the Mayor and Board of Selectmen voted to lease it to the society, in perpetuity for \$1.00 per year. It now serves as a research center with valuable historic material available for use by the media and others performing research. The Research Center also doubles as a museum as members erect and display items of local and regional history. The archive committee handles many inquiries for information. The Society has had a number of re-enactors and illustrated lectures on local and national history. Members have conducted many escorted tours. The Society oversees the following buildings/exhibits:

- Boxcar Children Museum: Gertrude Chandler Warner, life-long resident of Putnam is the prolific author of the famous Boxcar Children Mysteries. Now in three languages, the books are as popular as ever. As a school teacher for 32 years, she impacted the lives of some 1,600 of the town's school children. Residents celebrated her birthday in 2008 and plan on making it an annual event. The Boxcar Museum is open May thru October and is managed by volunteers.

- The Cady Copp Homestead at Putnam Heights: The home, circa 1735, served as a parsonage and a school for area young men, of whom one of the more notable was Manasseh Cutler. After graduating from Yale, he attended the 1787 Constitutional Convention in Philadelphia. Inquiring as to what plans our founding fathers had for orderly settling of the new nation, he ended up co-authoring The Northwest Ordinance, considered the second most important document after The Declaration of Independence addressing the slavery issue 75 years before the Civil War. There is an effort underway to restore the home with grant monies and fund raising efforts.<sup>17</sup>

### *Locations of Sites and Areas of Historical Significance*

Figure 4-1 shows the locations of existing National Register properties and historically significant properties and areas that are deemed to appear to meet the criteria to be eligible for listing on the National Register, as well as potentially eligible districts, structures and areas recommended for further study, and the sites listed in the statewide Inventory of Historic Engineering and Industrial Sites, all as referenced above.

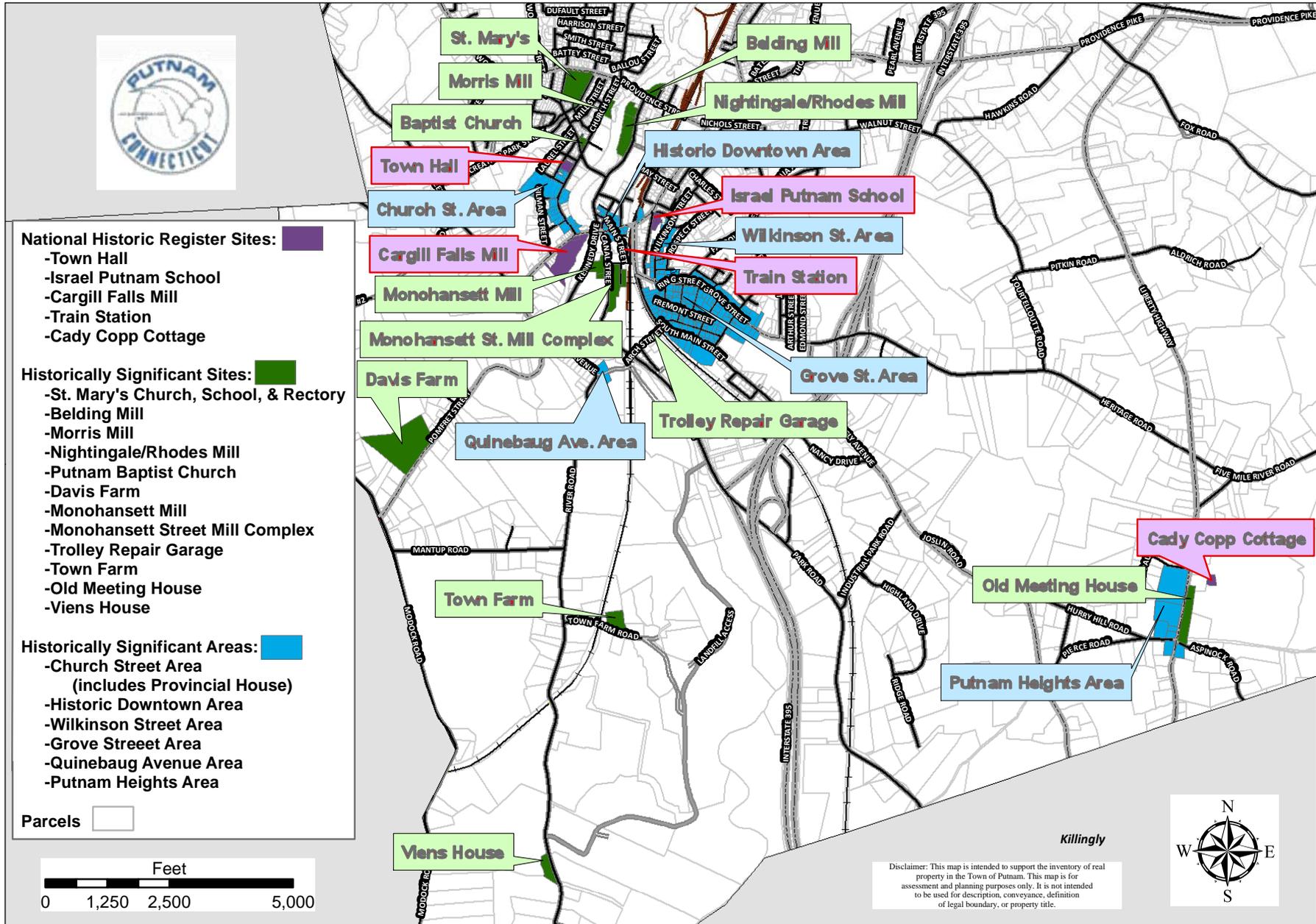
### *Encouraging Historic Preservation: Survey and Planning Grant Program, and Historic Restoration Fund Grants Program*

The Connecticut State Historic Preservation Office (SHPO) offers Survey and Planning Grants to be used for a variety of historic preservation planning purposes as described on SHPO's website. The Town and/or the Aspinock Historical Society may choose to apply under this program in order to initiate a historical inventory for the areas listed above, which could lead to other programs that encourage historical preservation, such as historic tax credits, historic preservation public education events or publications, and design guidelines, as well as preparation of applications for the state and national Historic Registers. Likewise, the Town and/or the Aspinock Historical Society may choose to apply under SHPO's Historic Restoration Fund Grants program to seek grant funding for the rehabilitation of the former Adult Education building. Although at this writing (July 2015) grant funding under these programs is on hold, the programs themselves are still on the books; accordingly, grants under these programs have traditionally been available and it is expected that funding will be restored in the future.<sup>18</sup>

<sup>17</sup> Source: Aspinock Historical Society website: <http://aspinockhs-putnam.weebly.com/index.html>

<sup>18</sup> Source: Department of Economic and Community Development, Offices of Culture and Tourism website: <http://www.cultureandtourism.org/cct/cwp/view.asp?a=3933&q=414860>; <http://www.ct.gov/cct/cwp/view.asp?a=3933&q=317350>

Figure 4-1: HISTORICALLY SIGNIFICANT SITES AND AREAS



## **Cultural Resources**

### ***Putnam Arts Council***

The Putnam Arts Council (PAC) is an appointed council of citizen artists, educators, and arts enthusiasts promoting the arts & cultural assets of greater Putnam. The Putnam Arts Council's charge is to support and promote local artists, the art community and art as an economic force. Its mission is to celebrate art and culture in all venues and to celebrate the creative workforce as a part of economic development and arts and culture as a part of all neighborhoods. Arts and cultural events sponsored by the PAC have been an economic boon to the town, whereby the arts are an economic driver. The Council builds on the interrelationships of the arts with history, economic and community development, culinary activities, and numerous cultural and recreational events that Putnam has become known for, such as First Fridays (recently recognized by the Connecticut Economic Resource Center, Inc. as a project celebrating economic development through the arts and culture), the Fire & Ice Festival, the Main Street Car Cruise, and The Great Pumpkin Festival. In recent years, the town has created an *Al Fresco* (i.e., "out in the open air") theme to its cultural events. The downtown is now home to an assortment of restaurants (many of which feature outdoor dining), bars, cafes, art galleries, boutiques, theaters, and, there are still several antique shops downtown, building on what the town has to offer and making Putnam one of the favorite tourist spots in the state as an arts and cultural center. Also, the Putnam Arts Council works with the State Arts Council and WindhamARTS (see below), all of whom are functioning in conjunction with each other.<sup>19</sup>

### ***Connecticut Arts Council and Office of the Arts***

The Connecticut Arts Council (CAC) has a goal of promoting the arts statewide. The CAC, which falls under the Department of Economic and Community Development (DECD), is charged with strengthening the arts and making artistic experiences widely available to residents and visitors. The Department of Economic and Community Development's Office of the Arts (COA), functioning as the CAC's staff, develops and strengthens the arts in Connecticut and makes artistic experiences widely available to residents and visitors. Through its grant programs, the office invests in Connecticut artists and arts organizations and encourages the public's participation as creators, learners, supporters, and audience members. Through its program and services, the office connects people and places to the arts and helps to build vital communities across the state. Arts disciplines may include, but are not limited to, the following: Dance / Movement, Music (instrumental or vocal), Spoken word, Theater, Performance art, Visual arts (painting, drawing, sculpture, illustration), Photography, Video / Animation, Poetry, and Literature.<sup>20</sup>

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<sup>19</sup> Sources: The Hartford Courant Website <http://www.courant.com/reminder-news/rnw-pt-p3-putnam-osbrey-ct-art-council-0123-20150116-story.html>; Putnam Business Association Website <http://www.discoverputnam.com/#!/about-putnam/c1jnn>; <https://www.facebook.com/PutnamArts>

<sup>20</sup> Sources: Connecticut Department of Economic and Community Development Offices of Culture and Tourism Website [http://www.cultureandtourism.org/cct/lib/cct/COA\\_Grant\\_Overview\\_Guidelines.pdf](http://www.cultureandtourism.org/cct/lib/cct/COA_Grant_Overview_Guidelines.pdf); <http://www.ct.gov/cct/cwp/view.asp?a=3948&q=464520>

For Fiscal Year 2016, the following Grant Opportunities are overseen by the Connecticut Office of the Arts (COA):

- FY16 Arts-Based Project Grants:
  - Arts Learning (arts in education projects)
  - Arts & Community Impact (arts-based community development projects with a cross sector partner)
  - Community Public Art (community-based public art projects)
  - Creative Arts Promoting Preservation (CAPP) (arts-based projects that promote/preserve historic properties/sites) [Under this program, the State Historic Preservation Office, in partnership with the Connecticut Office of the Arts offers matching, progress-based payment grants to Connecticut municipalities, 501(c)3 and 501(c)13 non-profits who engage the arts community in creative ways that promote the preservation of historic places.]
  - Regional Initiative Grants [new for FY16] (localized support for small arts-based projects)
- FY16 General Operating Support:
  - Supporting Arts in Place (general operating support)<sup>21</sup>

### ***Designated Regional Service Organizations***

In addition to support from COA staff, the Office of the Arts partners with Designated Regional Service Organizations that serve as local field offices to constituents and citizens. This statewide network plays a key role that is mutually beneficial to the state's citizens and the creative economy, the regional arts and cultural infrastructure, and COA's goals, programs, and services. These service organizations support Connecticut's economy and provide arts and cultural leadership at a regional level. The Designated Regional Service Organizations:

- Develop, convene, and sustain the arts industry and develop and sustain cross-sector relationships
- Provide coordinated marketing, technical assistance, advocacy, and other services and programs
- Support specific COA programs and services<sup>22</sup>

The Regional Service Organization supporting Putnam is WindhamARTS. WindhamARTS strives to create authentic collaborations between the arts, culture, history, tourism, business and government in North Eastern Connecticut. Presently WindhamARTS oversees the Regional Initiative Grants program applicable to Putnam.<sup>23</sup>

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<sup>21</sup> Source: Connecticut Department of Economic and Community Development, Offices of Culture and Tourism Website <http://www.ct.gov/cct/site/default.asp>

<sup>22</sup> Source: Connecticut Department of Economic and Community Development, Offices of Culture and Tourism Website <http://www.ct.gov/cct/cwp/view.asp?a=3933&q=510484>

<sup>23</sup> Source: Windham Arts Website <http://www.windhamarts.org>

## **Goals and Objectives: Historical / Cultural Resources**

**The following Goals and Objectives are recommended to allow the Town to achieve the overarching goal of preserving its heritage and culture. Recommended Action Steps to fulfill the objectives are listed in Table 10-1.**

### **GOAL: PROTECT AND PRESERVE THE TOWN'S REMAINING HISTORICALLY OR ARCHITECTURALLY SIGNIFICANT STRUCTURES, CULTURALLY SENSITIVE SITES AND OTHER AREAS OF UNIQUE OR EXCEPTIONAL HISTORICAL IMPORTANCE**

**Objective:** Continue to support architectural and archaeological preservation efforts including the preservation of key historic sites

### **GOAL: PROMOTE KNOWLEDGE OF AND PRESERVATION OF THE TOWN'S RICH HISTORY**

**Objective:** Include Town history in school curricula of the Putnam Public Schools

**Objective:** Provide adequate record storage and display areas for the Town historic records

### **GOAL: SUPPORT AND PROMOTE LOCAL ARTISTS, THE ART COMMUNITY AND ART AS AN ECONOMIC FORCE**

**Objective:** Celebrate art and culture in all venues and celebrate the creative workforce as a part of economic development and arts and culture as a part of all neighborhoods

## **Chapter 5**

### **Land Use**

#### **Administration**

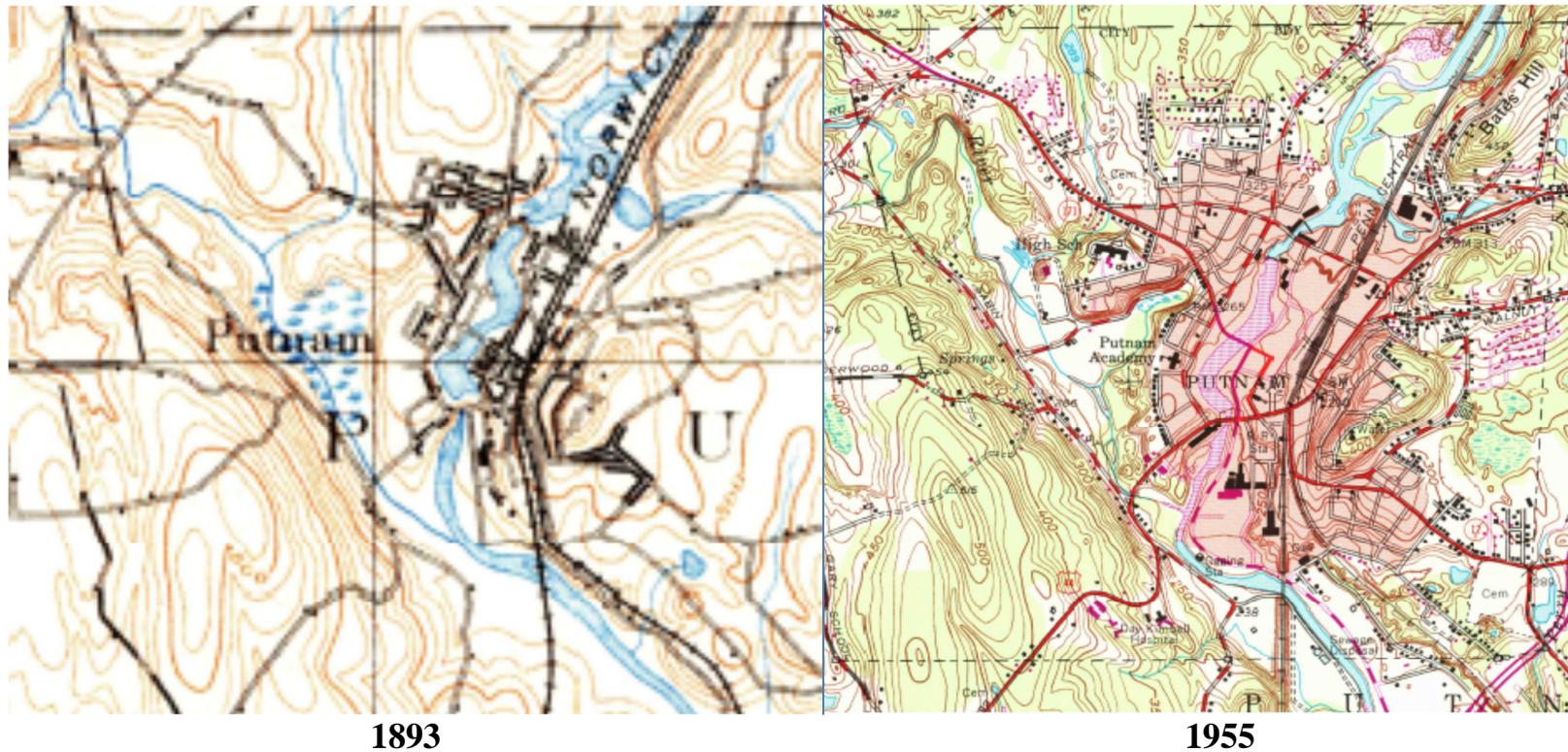
Zoning, Subdivision, Inland Wetland, and Aquifer Protection Area Regulations govern use and physical aspects of land development in Town. Zoning Regulations have been in effect since 1957 for the Special Services District (City of Putnam at the time) and 1960 for the remainder of the Town, Subdivision Regulations since 1956, Inland Wetland Regulations since 1974 (with the most recent update being in 2007), and Aquifer Protection Area Regulations since 2009. In June 2014, the Zoning Commission adopted a complete restatement of the Zoning Regulations, which was based on the relevant policies and goals put forth in the 2005 Plan of Conservation and Development, and in November 2015 the Planning Commission adopted such a complete restatement of the Subdivision Regulations. Pursuant to this restatement of the Zoning Regulations, the Zoning Commission conducts site plan review for applications for uses other than single-family and two-family dwellings and accessory buildings or expansions of or additions to such buildings, and/or for special permits; the filing of plot plans is required in order to obtain Building Permits and Certificates of Zoning Compliance, both required by the Zoning Regulations. The provisions of regulatory documents should be reviewed and updated at the conclusion of this Plan of Conservation and Development process to assure consistency with the Plan's policies and goals.

#### **Growth Patterns**

From its very beginning Putnam has grown as a commercial and industrial center for surrounding rural areas. Putnam's early settlers were farmers and the town's early development occurred in a typical agrarian pattern of farms supported with village centers that grew up around early stage coach routes (such as Putnam Heights), and saw and grist mills along the Quinebaug River. The coming of the railroad heightened opportunities and led to construction of large industrial mills along the river. These areas then became the focus of development as workers needing houses, schools, churches and shops close to their workplaces were drawn to the mills. Historically, Putnam's development patterns were influenced by the water power of the Quinebaug River, the desire to use that water power for economic gain, and the practical need to work and live close to the growing economic hub even when that meant overcoming the challenges of building on the hillsides along the river.

Figure 5-1 includes an 1893 USGS map showing the area shortly before it incorporated as a City in 1895. The core area grew in a traditional grid pattern, its density eventually supported by physical and social infrastructure and full services. Most of Putnam's growth continued to radiate out from this core (the incorporated city) until the 1950s. Today this area is known as the Special Services District. Figure 5-1 also includes a 1955 USGS map that shows the growth of the City.

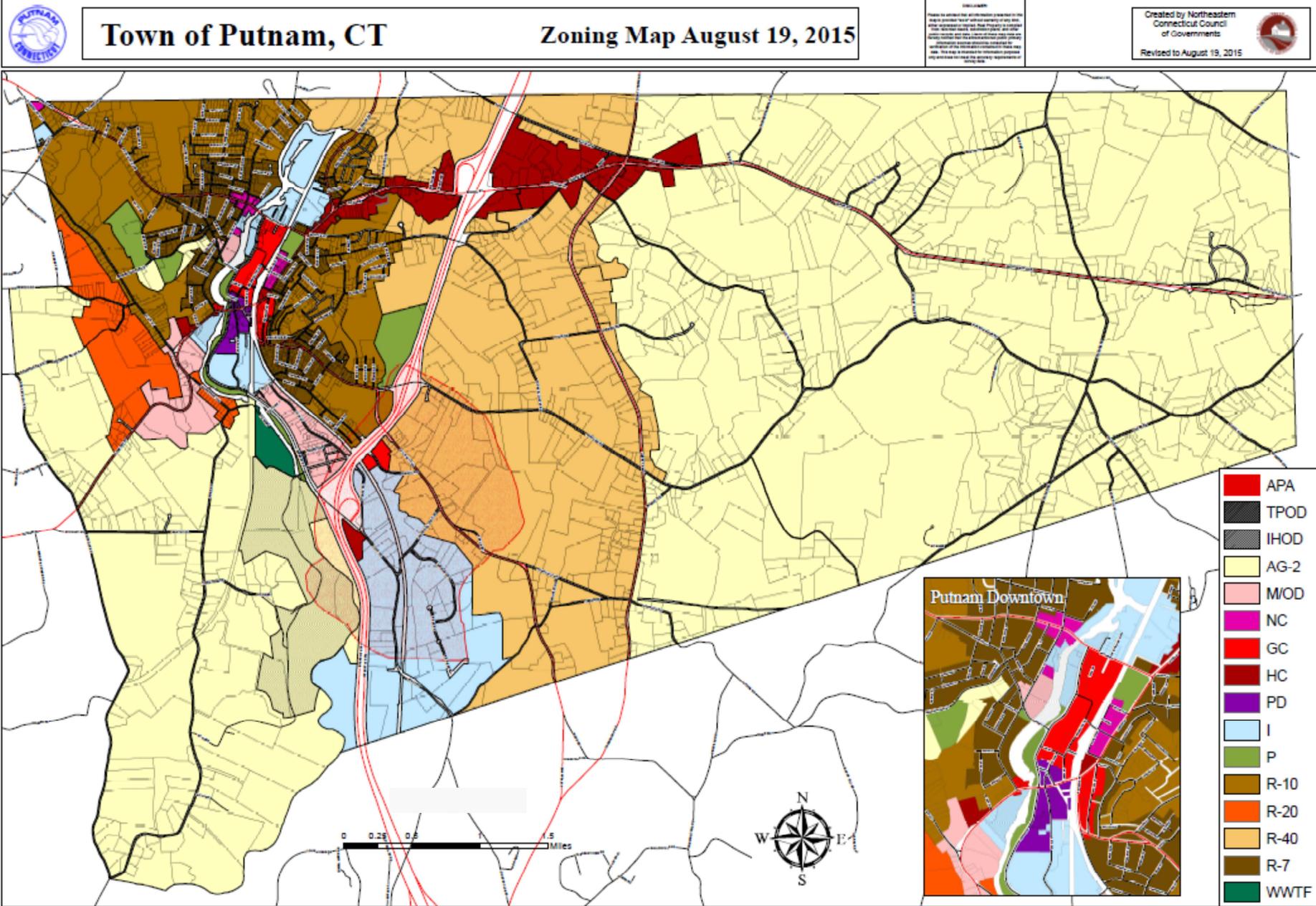
**Figure 5-1: HISTORICAL GROWTH PATTERNS OF PUTNAM SPECIAL SERVICE DISTRICT**



Source: USGS

Figure 5-2 is the current zoning map, which reflects current land use patterns pursuant to zoning districts; generally, open land and agricultural uses are found in the AG-2 district in East Putnam and West Putnam, the older commercial uses are found closer to the downtown areas in the NC, GC and PD districts, highway-oriented commercial uses are found in the HC district, housing is found primarily within the “R” districts with denser housing within or adjacent to the downtown/Special Services District, and industrial uses are found within the Industrial Park adjacent to Exit 45 (formerly exit 95) off I-395 and within the older industrial areas in the proximity of the Quinebaug River within the Special Services District. Further descriptions of the purposes of the various zoning districts may be found in the zoning regulations.

Figure 5-2: CURRENT ZONING MAP



Source: Town of Putnam Zoning Regulations, NECCOG GIS

Figure 5-3 consists of a 2012 aerial photo of the town showing the town's overall growth pattern. Figure 5-4 shows a map of 2010 land cover, which indicates types of land cover in Town showing extensive areas of forested and open space lands. The percentages of land cover types for the Town, for the years 1995, 2002, and 2010, can be found in Table 5-1, which demonstrate that relatively little land use change has occurred within the past 20 years from already established patterns.

Putnam is fortunate that, with a few exceptions, the suburbanization that has occurred to date has not been in the form that marks so many Connecticut communities – the large, cookie-cutter subdivision. In contrast, the residential areas of Putnam outside the Special Services District have predominantly developed along existing streets, retaining much of the rural landscape. However, residential development outside the Special Services District can be expected to increase in the next ten years, which could place pressure on the retention of this rural character. The recently passed Open Space Residential Development subdivision provision within the Zoning Regulations is intended to help to retain this rural landscape.

**Table 5-1: Land Cover Types**

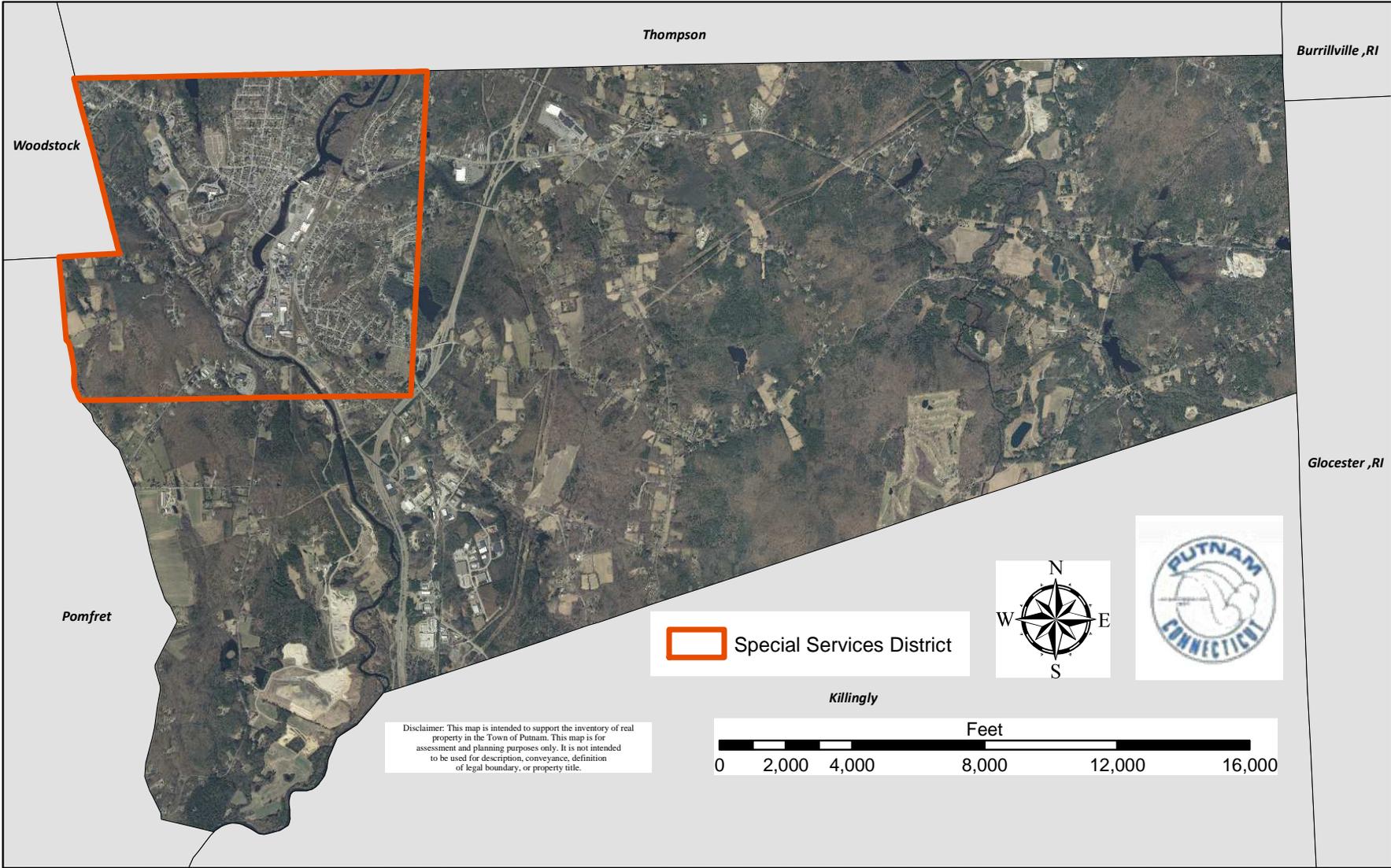
Land Cover Type	1995	2002	2010
Developed	17.1%	18%	18.3%
Turf & Grass	4.6%	5.4%	5.7%
Other Grasses	2.1%	2.6%	3.9%
Agricultural Field	7.3%	7.1%	7.1%
Deciduous Forest	43.2%	41.7%	40.9%
Coniferous Forest	12.8%	12.2%	11.7%
Water	1.8%	1.8%	1.7%
Non-Forested Wetland	1.6%	1.7%	1.7%
Forested Wetland	5.7%	5.7%	5.7%
Barren Land	2.8%	3%	2.5%
Utility ROW (Forest)	0.9%	0.9%	0.9%

Sources: UCONN <http://clear.uconn.edu/projects/landscape/your/town.asp?townname=116>;  
NECCOG <http://neccog.org/wp-content/uploads/2014/10/Chapter4.1-4.16.pdf>

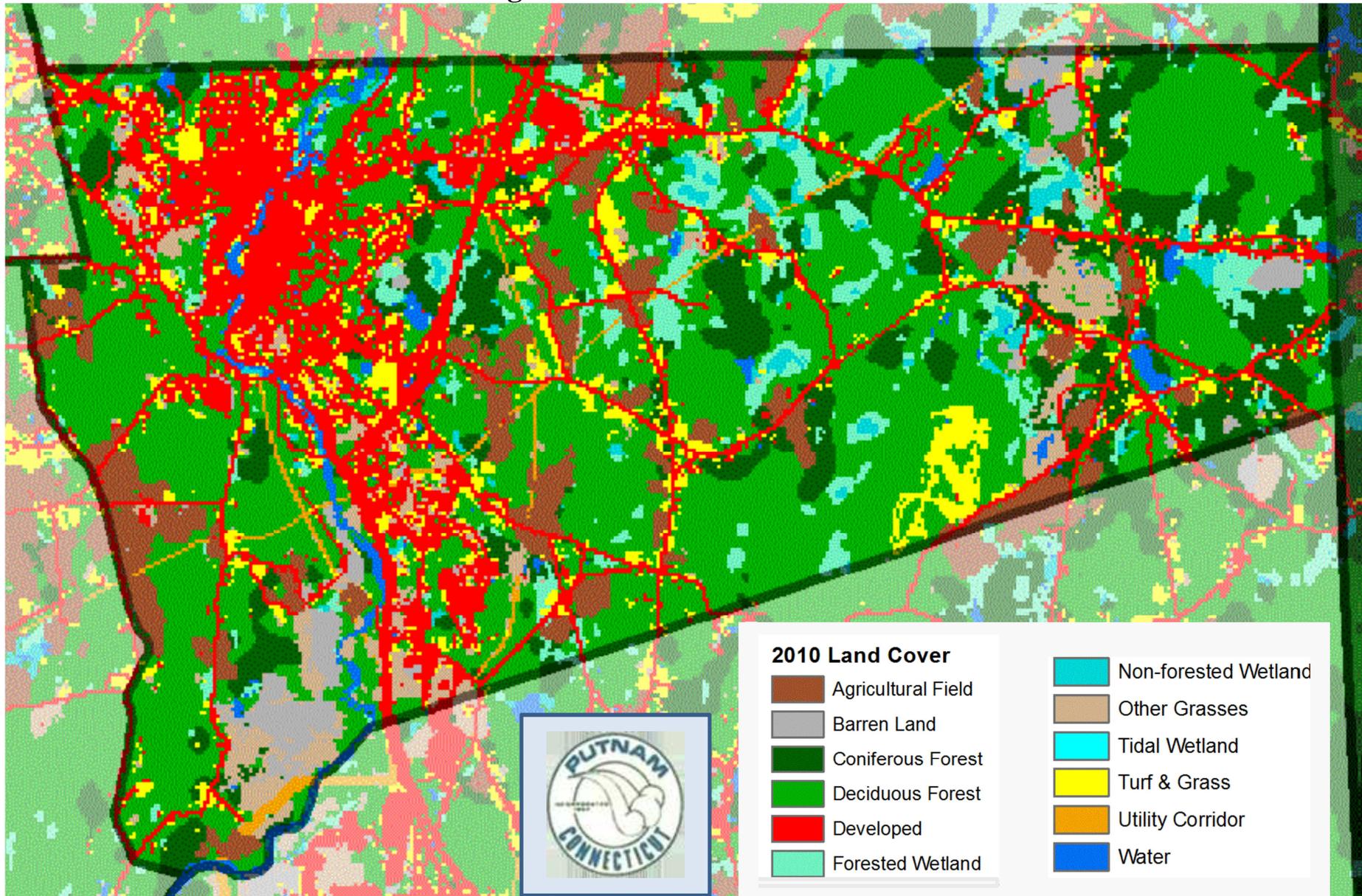
## Existing Land Use Patterns

Putnam's existing land use patterns, as evidenced on Figures 5-3 and 5-4, are very distinct. Even before I-395 cut the town in two, industrialization had created a city within a town, leading to the establishment of two distinct governmental units. This governmental separation lasted nearly 90 years, during which time the city versus town land use patterns became firmly established. A diversity of uses in the city provided employment and services for the town, which remained rural and primarily residential with some commercial areas on major travel routes. Industrial and commercial development was centered in the core area with its mills and downtown until I-395 interchanges induced non-residential development

Figure 5-3: 2012 AERIAL PHOTO



**Figure 5-4: 2010 LAND COVER**



Source: NECCOG <http://necog.org/wp-content/uploads/2014/10/Chapter4.1-4.16.pdf>

outside its boundaries. The focus of industrial development has now shifted to the existing Putnam Industrial Park and to the developing Quinebaug Regional Technology Park, both of which are located adjacent to or in close proximity to the I-395 Exit 45 (formerly exit 95) interchange. Presently there is limited industrial activity in the mills, one being custom woodworking within the Monohansett Mill. Small office-type uses can be found in the Belding and Cargill Falls mills, with all other mill activity having ended 25-30 years ago. Though several mills are now vacant or nearly vacant and will probably never again be used for the large-scale manufacturing uses they once housed, several are being adaptively reused either in their entirety or partially for non-manufacturing uses such as storage, office space, and service industries.

The downtown remains remarkably intact, its elevation saving it from the devastating flood of 1955. Those areas that were destroyed by the flood were rebuilt in typical urban renewal era designs and site layouts: low rise strip buildings set back from the street, with extensive asphalt parking lots in front of the buildings. This design is in sharp contrast to the adjacent buildings of the downtown, which are, for the most part, in classic “downtown” design, directly aligned with and contiguous to the sidewalks and reliant on parking in the rear of the buildings, the town parking lots, or on-street parking. Large-scale retail development in the form of big-box and chain stores and fast-food restaurants, with their standard corporate design features, is generally located adjacent to the I-395 Exit 47 (formerly exit 97) interchange on Route 44. A number of older neighborhood retail areas are located along Providence Street and School Street west of Exit 47 (formerly exit 97) and in clusters along Providence Street. Several medical and related office uses have been developed in the vicinity of the Day Kimball Hospital, located west of the Downtown area on Route 44, as well as along the easterly side of Kennedy Drive north of the I-395 Exit 45 (formerly exit 95) interchange, and along South Main Street (Route 12) as well.

Housing characteristics reflect the Town's development pattern. Out of all of the Town's housing units, 77.3% are located in the densely developed Special Services District. More than one-half (67%) of these units are located in multi-unit structures, predominantly structures containing 2 to 4 units. Some 33% of units in the District are single family detached units. In contrast, 86% of the units outside the District are single-family detached dwellings.

## **Landfill Areas**

The amount of land in Putnam devoted to community and commercial landfills represents a substantial amount of land resources. Continued productive use of the land, as well as determination of environmental and health issues that may be associated with the landfill use, are important considerations for the future of Putnam. Many communities have succeeded in creating opportunities and deriving economic or community benefit from areas once devoted to landfill operations. It is critical that the Town plan for and follow through on implementation of beneficial reuse of these areas.

### ***Putnam Town Landfill***

The former Putnam Town Landfill, located adjacent to the Wheelabrator Ash Landfill off River Road (with access from Kennedy Drive), is an inactive 12.5 acre municipal landfill that accepted hazardous wastes. The landfill was capped in 1999 – 2000. Periodic groundwater monitoring of the leachate continues to date. The Town is exploring the potential of using this site for installation of a solar photovoltaic array that could be integrated into the local electrical system.

### ***Wheelabrator Putnam Inc.***

The Wheelabrator Putnam Ash Residue Landfill is a nine million cubic yard landfill that accommodates the ash from all of Connecticut's waste-to-energy facilities. The landfill is located off River Road (with access from a private road extending from Kennedy Drive). This facility, opened in 1999, has historically averaged 350,000 to 450,000 tons of ash per year. There are roughly 10 years of remaining permitted site life. The Town of Putnam receives a fee based on airspace used. The landfill is nearing 5 million cubic yards used, with about 4 million cubic yards of storage remaining. The landfill has contributed approximately \$40 million in fees to the Town of Putnam. The 187-acre site contains six 10-acre ash disposal cells designed to be built sequentially throughout its 25-year life, for a total of 60 acres of permitted landfill footprint. The remainder of the site is comprised of natural buffers, an administration building, a private access roadway and other supporting facilities. A comprehensive Environmental Monitoring Program is in place for the landfill, which requires Wheelabrator to provide monthly reports on all media: groundwater, surface waters, storm water, river sediments, wastewater, and ecological habitat. All reports are submitted to CT DEEP and to the Town of Putnam. At this writing (August 2015) Wheelabrator is operating a demonstration of a recyclable non-ferrous metals recovery system on the landfill site for ash deposited in the landfill, which Wheelabrator hopes to expand to a permanent operation, and the Town of Putnam has recently approved a Ground Lease to expand the disposal area.<sup>24</sup>

## **Sustainable Development / Smart Growth in Putnam**

### ***Brownfields***

The federal government (EPA) defines brownfields as "abandoned, idled or underused industrial and commercial properties where expansion or redevelopment is complicated by real or perceived environmental contamination." A brownfield is defined by Connecticut General Statutes §32-9kk(a)(1) as "any abandoned or underutilized site where redevelopment, reuse or expansion has not occurred due to the presence or potential presence of pollution in the buildings, soil or groundwater that requires investigation or remediation before or in conjunction with the restoration, redevelopment, reuse and expansion of the property." Typically brownfields are abandoned or severely underutilized because for various reasons, either physical or economic, they cannot feasibly be used for their original purpose. More often than not, some level of environmental

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<sup>24</sup> Sources: Wheelabrator Technologies, Wheelabrator Putnam Inc. website <http://www.wheelabratortechnologies.com/plants/ash-landfills/wheelabrator-putnam-inc/>; Recyclable Metals Recovery, Putnam Ash Residue Landfill, Presentation to Board of Selectmen, October 6, 2014, Wheelabrator Putnam Inc.

remediation is necessary to bring brownfields back to a productive use, generally requiring government intervention in the form of grants, low-interest loans, or other financing methods involving the backing of government agencies. Often zoning changes are in order as well.<sup>25</sup>

### ***Greyfields***

There are no formal state or federal definitions for “greyfields”; however, the term has often been used over the past decade or so to refer to empty or nearly empty parking lots associated with closed or underperforming retail and commercial sites. Unlike brownfields, greyfields typically do not require environmental remediation, and therefore their redevelopment is not as dependent upon outside funding sources for cleanup activities. Greyfields are generally a result of changes in economic conditions whereby their original land uses have become economically obsolete. In some cases greyfields are the result of overdevelopment of parking lots. In order that a greyfield may be put to its highest and best use, zoning changes and/or a public-private partnership of some kind may be in order.<sup>26</sup>

### ***Greenfields***

Likewise, there are no formal state or federal definitions for “greenfields”; however the term is generally understood to refer to undeveloped land areas such as forested land, farmland, or open fields that are typically found on the outskirts of urban areas. Because there are generally no environmental remediation measures necessary in the development of greenfields, businesses and industries would typically prefer developing greenfields to avoid the complications and financing involved with redevelopment of brownfields; however, extensive development of greenfields at the expense of not redeveloping brownfields and greyfields and other infill properties, can, unless appropriately planned, lead to serious loss of open space and other conditions contrary to the principles of sustainable development and smart growth.<sup>27</sup>

### ***Green Building and Leadership in Energy and Environmental Design for Neighborhood Development (LEED-ND)***

The Connecticut Green Building Council (CTGBC) was established in 2001. Its purpose is to promote and educate the construction industry, building owners, and policy makers as to advantages of green building. The CTGBC works with the U.S. Green Building Council (USGBC) to hold "LEED" training in Connecticut. Developed by the U.S. Green Building Council in 1998 and amended several times since then, the latest being in 2014, Leadership in Energy and Environmental Design (LEED) is a system for applying green, sustainable building and neighborhood design, construction, operations, and maintenance. LEED is a voluntary rating system through which points are assigned for the various green and sustainable criteria to be met by the proposed project. The LEED rating system consists of benchmarks that define green building for interior spaces, entire structures, and, with the creation of LEED for Neighborhood Development (LEED-ND) in 2009 (amended in 2014), whole neighborhoods. LEED-ND is a rating system that incorporates the principles of smart growth, New Urbanism, and green building into a national

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<sup>25</sup> Source: Brownfields Center at the Environmental Law Institute <http://www.brownfieldscenter.org/faq.cfm> accessed 6-1-15

<sup>26</sup> Source: Wikipedia, the free encyclopedia [http://en.wikipedia.org/wiki/Greyfield\\_land](http://en.wikipedia.org/wiki/Greyfield_land) accessed 6-1-15

<sup>27</sup> Source: Brownfields Center at the Environmental Law Institute <http://www.brownfieldscenter.org/faq.cfm> accessed 6-1-15

standard for green neighborhood design. Unlike other LEED rating systems that are focused on individual buildings, LEED-ND provides opportunities for sustainable development solutions ranging from small green business start-ups to large-scale ecosystems. Like other LEED rating systems, LEED ND certification is awarded at four levels, depending on the point thresholds achieved:

- Certified, 40–49 points
- Silver, 50–59 points
- Gold, 60–79 points
- Platinum, 80 points and above

In particular, LEED ND benefits are characterized by the following:

- **Scale.** The total number of green benefits is multiplied when counted at a neighborhood scale, possibly including dozens of buildings and hundreds of occupants.
- **All-inclusiveness and interaction.** Neighborhood planning is by nature all-inclusive, and that all-inclusive scope brings about unique opportunities to capture interactive benefits. An example would be infiltration of rainwater roof runoff.
- **Longevity.** Once constructed, neighborhoods may exist for hundreds of years. Therefore sustainable neighborhood design potentially provides green bonuses for generations, for a much greater return than on most other green investments.

While it is recommended that LEED-ND not be used in its entirety as a standard set of development guidelines, it nevertheless can be used as a baseline set of standards for green and sustainable development and redevelopment projects. It is suggested that LEED-ND be used, where practical and beneficial, as such a baseline in this context, possibly coupled with incentives, financial or otherwise, to encourage green and sustainable projects<sup>28</sup> (for example, see CT C-PACE, Chapter 8 of this POCD).

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<sup>28</sup> Sources:

Connecticut Department of Energy and Environmental Protection website, Green Building

[http://www.ct.gov/deep/cwp/view.asp?a=2714&q=324910&depNav\\_GID=1645](http://www.ct.gov/deep/cwp/view.asp?a=2714&q=324910&depNav_GID=1645) accessed 5-21-15

U.S. Green Building Council LEED v4 Neighborhood Development Guide Applies to new land development projects or redevelopment projects containing residential uses, nonresidential uses, or a mix. Projects can be at any stage of the development process, from conceptual planning to construction. Built Project | Plan Preface The Case for Green Neighborhood Developments <http://www.usgbc.org/guide/nd>

U.S. Green Building Council LOCAL GOVERNMENT & LEED FOR NEIGHBORHOOD DEVELOPMENT  
<http://www.usgbc.org/wp-content/uploads/2013/10/LEED-ND-and-Local-Government-Sheet.pdf>

City of Columbia, MO Report from the City Manager and Staff to the City Council dated October 26, 2009 Re: Leadership in Energy and Environmental Design for Neighborhood Development (“LEED-ND”) Rating System  
[http://gocolumbiamo.granicus.com/MetaViewer.php?view\\_id=2&clip\\_id=133&meta\\_id=9912](http://gocolumbiamo.granicus.com/MetaViewer.php?view_id=2&clip_id=133&meta_id=9912)

Local Planners Catalog of LEED-ND Measures A Restatement of LEED-ND Using a Local Plan/Code Framework  
[http://www.usgbc.org/sites/default/files/local\\_planners\\_catalog\\_of\\_leeed\\_nd\\_measures1.pdf](http://www.usgbc.org/sites/default/files/local_planners_catalog_of_leeed_nd_measures1.pdf)

U.S. Green Building Council A Local Government Guide to LEED for Neighborhood Development <http://www.usgbc.org/Docs/Archive/General/Docs6131.pdf>

U.S. Green Building Council LEED v4 for NEIGHBORHOOD DEVELOPMENT Updated October 1, 2014  
[http://www.usgbc.org/sites/default/files/LEED%20v4%20ND\\_10.01.14\\_current\\_0.pdf](http://www.usgbc.org/sites/default/files/LEED%20v4%20ND_10.01.14_current_0.pdf)

## *Creative Placemaking*

In the National Endowment for the Arts' report *Creative Placemaking*, Ann Markusen and Anne Gadwa describe creative placemaking as a situation in which "partners from public, private, non-profit, and community sectors strategically shape the physical and social character of a neighborhood, town, city, or region around arts and cultural activities. Creative placemaking animates public and private spaces, rejuvenates structures and streetscapes, improves local business viability and public safety, and brings diverse people together to celebrate, inspire, and be inspired."<sup>29</sup> On its website, the Connecticut Office of the Arts describes Creative Placemaking more simply, as "... creating cities, towns and villages where people want to come to live, to work, to play and to learn." The website further cites Putnam's First Fridays as such a partnership, citing the Town and the Putnam Business Association's efforts in this program.<sup>30</sup>

The Connecticut Department of Economic and Community Development, Offices of Culture and Tourism, Office of the Arts website <http://www.ct.gov/cct/cwp/view.asp?a=3933&q=502482>, goes on to cite *Placemaking Chicago | Project for Public Spaces*:

Placemaking Chicago | Project for Public Spaces describe placemaking as a "multi-faceted approach to the planning, design and management of public spaces. Put simply, it involves looking at, listening to, and asking questions of the people who live, work and play in a particular space, to discover needs and aspirations. This information is then used to create a common vision for that place. The vision can evolve quickly into an implementation strategy, beginning with small-scale, do-able improvements that can immediately bring benefits to public spaces and the people who use them."<sup>31</sup>

Also on the Connecticut Department of Economic and Community Development, Offices of Culture and Tourism, Office of the Arts website is a link to the report entitled *Ten Policies to Increase the Impact of the Arts on Placemaking*, by Kip Bergstrom, Deputy Commissioner, Connecticut Department of Economic and Community Development, Office of the Arts (February 2013), which gives the following ten policies and backup to each to follow in bringing about this endeavor:

- Policy #1: Foster partnerships between creative and visionary mayors.
- Policy #2: Balance funding between institutional and entrepreneurial/market approaches.
- Policy #3: Focus the measurement of arts outcomes on the role of the arts in creating distinctive places that are magnets for talent.
- Policy #4: Tailor placemaking strategies to the neighborhood context.
- Policy #5: Use housing and historic preservation policy to promote and maintain diversity.
- Policy #6: Promote the reintegration of art and science.

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<sup>29</sup> Source: National Endowment for the Arts, *Creative Placemaking*, Ann Markusen and Anne Gadwa <http://arts.gov/sites/default/files/CreativePlacemaking-Paper.pdf>

<sup>30</sup> Source: Connecticut Department of Economic and Community Development, Offices of Culture and Tourism, Office of the Arts website <http://www.ct.gov/cct/cwp/view.asp?a=3933&q=504252>

<sup>31</sup> Source: Connecticut Department of Economic and Community Development, Offices of Culture and Tourism, Office of the Arts website <http://www.ct.gov/cct/cwp/view.asp?a=3933&q=502482>; Placemaking Chicago website <http://www.placemakingchicago.com/about>

- Policy #7: Encourage churn among arts organizations and foster the rapid recycling of failed arts entrepreneurs.
- Policy #8: Link creative placemaking initiatives to form regional learning communities.
- Policy #9: Use art to help make urban schools the best places to develop pattern recognition skills.
- Policy #10: Use public art to radically enhance the public realm and create conditions for serendipity.<sup>32</sup>

Clearly, the Town of Putnam has taken many of the actions noted in the previous paragraphs in this section and along the way has done a commendable job in bringing about creative placemaking in its land use activities, as well as the spreading of historical and cultural knowledge of and economic development for the Town. Land use policies should reflect this continuing work on placemaking for the benefit of the entire Town.<sup>33</sup>

### ***Sustainability and Smart Growth Land Use in Putnam***

The Town of Putnam has taken several significant steps in the implementation of land use activities that encourage the reuse and infill of brownfields and greyfields and avoid the development of greenfields in an unsustainable manner:

- 1) As previously referenced, the Industrial Heritage Overlay District (IHOD) was adopted as an amendment to the Zoning Regulations in 2006 and amended in 2013. The purpose of the IHOD is to encourage redevelopment of several of these former mill complexes into mixed use structures and sites that represent land uses appropriate for the 21<sup>st</sup> Century while respecting the structures' historical integrity. More of this type of activity will be necessary if the mills are to remain a viable part of the landscape. (A listing of these several former mill complexes may be found in the IHOD section of the Town of Putnam Zoning Regulations.) Presently the Cargill Falls Mill has been approved for redevelopment under the IHOD regulations as a mixed use commercial/residential structure with 82 apartments and approximately 30,000 square feet of retail/office use. To date, site remediation has been completed, demolition activities have commenced, and in-place funding will be used to remediate the interior of the structure and remodel the structure according to approved plans.
- 2) Recently, the Town has received brownfields grant funding for studies, which, as of this writing are under way, to explore feasibility and clean-up options for adaptive re-uses of the Belding Mill. Similar to the Cargill Falls Mill site referenced above, site remediation for the Belding Mill has been done, and these studies will be focused on interior remediation work. By employing the same or similar processes at other mill sites, the full potential and highest and best land uses may be able to be realized for these other former mill sites as well while preserving historical character.

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<sup>32</sup> Source: Connecticut Department of Economic and Community Development, Offices of Culture and Tourism, Office of the Arts website, *Ten Policies to Increase the Impact of the Arts on Placemaking*, Kip Bergstrom, Deputy Commissioner, Connecticut Department of Economic and Community Development, Office of the Arts (February 2013) [http://www.ct.gov/cct/lib/cct/Ten\\_Policies-Impact\\_of\\_the\\_Arts\\_on\\_Placemaking.pdf](http://www.ct.gov/cct/lib/cct/Ten_Policies-Impact_of_the_Arts_on_Placemaking.pdf)

<sup>33</sup> Further Resources on Placemaking: [http://www.pps.org/reference/what\\_is\\_placemaking/](http://www.pps.org/reference/what_is_placemaking/); <http://www.artscapediy.org/Home.aspx>

- 3) The zoning regulations adopted in 2014 encourage infill of greyfields and downtown properties by reducing the parking requirements for retail uses and by allowing shared off-street parking.
- 4) The zoning regulations adopted in 2014 encourage the preservation of open spaces in the development of single-family subdivisions by requiring, in most cases, that Open Space Residential Development methods are employed, retaining 40 percent or more of the total land in the subdivision for open space uses and /or preservation, thereby reducing the development of greenfield areas.
- 5) The zoning regulations adopted in 2014 encourage the development of environmentally sound, green and energy-efficient sites through landscaping methods, Low Impact Development methods, and building siting methods as specified in the regulations.
- 6) Putnam's Downtown area has been transformed, in recent years, as a dining and entertainment destination for the region, due in large part to the successful planning and implementation of many incremental and deliberate placemaking actions, enabling Downtown Putnam to achieve its potential as a mixed-use and walkable town center where people come to live, work, play and learn. Putnam was named by Boston Magazine in 2012 as "One of the Best 15 Small Towns to Visit in New England". Along with these efforts, Putnam has received five Preservation of Place grants from the Connecticut Main Street Center since the approval of the Town's 2005 Plan of Conservation and Development, bringing in funding for new initiatives that can be further integrated into, and leveraged into, additional comprehensive Main Street preservation and revitalization programs.<sup>34</sup> Three of the resulting planning studies, *Downtown Putnam Parking Study and Buildout Analysis*, Town of Putnam Connecticut, CME Associates, Inc., May 2008, *Downtown Putnam Walking Audit*, October 2011, Prepared for Town of Putnam by CME Associates, Inc., and *Putnam Downtown Center Signage and Wayfinding Master Plan*, Prepared by BETA/GLA Landscape Division, Fall 2013, for Town of Putnam Economic and Community Development, all of which are ready for implementation, are further described in Chapter 7, Transportation, of this POCD.
- 7) Visions 2020: In 2010, the Town received a Preservation of Place grant from the Connecticut Main Street Center to conduct a series of visioning sessions for the Downtown area, for the project that has come to be known as Visions 2020. The result of the study was a list of recommendations in the form of action statements for measures that may be considered to enhance the Downtown area. These vision statements were in the four general categories of: (1) Streets & Sidewalks; (2) Economic & Business; (3) Aesthetics & Welcome; and (4) Planning & Zoning. Most of these recommended actions have been in some way either already addressed or have been incorporated in some way into the Goals, Objectives and Recommended Action Steps for implementation of this plan as can be found throughout the plan; thereby the Visions 2020 project has been a valuable tool in planning for the Town
- 8) Downtown Putnam Design Review: In 2015, the Town of Putnam received its fifth Preservation of Place grant from the Connecticut Main Street Center. The purpose of this grant was to fund a study to determine if support exists for design review in Downtown Putnam and if so, recommend methods to implement such a process. In a letter from the project consultant that summarized the project, it was concluded that support does exist for design review in not only downtown, but likely in other commercial districts of town, with the caveat that, based on

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<sup>34</sup>Source: Connecticut Main Street website: <http://ctmainstreet.org/housing-agency-municipal-officials-receive-special-main-street-awards>

input to the study, a design review process should not be overwhelming or onerous, or demand significant costs (of either application or construction) to complete. This summary letter relative to the study includes references to the following appendices:

- Appendix A: Recommended Zoning Regulations Amendments to Initiate Design Review: A small area of Downtown is recommended to be delineated as the Downtown Putnam Design District, as noted in this appendix. Such a district will help connect Providence Street visually with the more historic ‘main street’ area and riverfront, the focal point of visitors and community pride (see map in appendix) The provided recommended zoning amendments will establish the above noted district and the design review process, including defining submission materials and criteria for a design review board.
- Appendix B - Design Guidelines: The draft design guidelines are organized in four sections; 1. Overview – explaining the purpose of the guidelines and their use; 2. The Street – which emphasizes the importance of public streetscapes and how to help ensure the built environment positively contributes to it. 3. Building Design – Major elements that contribute to building character, as well as covering the main building typologies found in the proposed district. 4. Site Design – major elements that contribute to quality site experiences and reinforce architecture.

In concluding, the author of the summary letter offered the following final recommendation:

“The town should consider obtaining funding for further work associated with advancing design review. Downtown Putnam is a gem in Northeastern Connecticut and helps anchor its tourism industry. It has unique features that represent the settlement of New England in a compact, small scale and understandable setting, which is comfortable for visitors. Tourists seek these destinations and are willing to go out of their way to experience such a location. Putnam will positively benefit from design review, increasing community pride, visitors and thus a stronger business and tax base.”<sup>35</sup>

9. The POCD Update Committee has given special attention to the potential future uses of four particular sites that are considered to be of unique value to future land uses within the Town:
  - a. Dempsey Center: The majority of this state-owned property including several former residential units and institutional space, which is located on Pomfret Street (Route 44), is up for sale by the state. The Town has determined that it will not be purchasing this property. The most feasible options for this property may be for neighboring property owners EASTCONN and Day Kimball Hospital to utilize portions of the Dempsey Center to expand their operations. The Town may offer outreach to assist these entities in such expansion.

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<sup>35</sup> Source: Letter from TranSystems of Meriden, CT (project consultant) to Delpha Very, Economic and Community Development Director, dated September 30, 2015

- b. St. Mary's School building: This building, which is presently vacant, would be a prime candidate for adoptive reuse such as residential condominiums. This would be consistent with the residential character of the surrounding area. The Town may offer outreach to assist the property owner in this endeavor.
- c. Provincial House of the Daughters of the Holy Spirit: Presently this building is in use as a convent, nursing home and assisted living facility. However, the Order of the Daughters of the Holy Spirit is decreasing in size and increasing in age, and thus the Order is considering selling the property at some point in time. This building is essentially a mansion that should be preserved as a part of the Town's heritage. The Town should offer to work with the property owners to get the building listed on the National Register of Historic Places as a means of preservation, and to initiate zoning provisions, which will encourage the building's adaptive reuse for economic development. A historical hotel has been suggested as a potential use.
- d. Present Town Hall building: The Town Hall is subject to replacement according to plans for public facilities (see Chapter 6, Public Facilities/Services, of this POCD). As noted in Chapter 4 of this POCD, the Town Hall is listed on the National Register of Historic Places; therefore the exterior of the building must be preserved according to historical standards, but extensive remodeling can still be done to the interior. An advantage in this regard is that the building has an elevator. It is suggested that this building be given consideration as a component of the creative economy, with uses such as artists' studios or other cultural programming.

Although major steps have been and are planned to be taken by the Town, as noted above, to encourage sustainable development and smart growth, additional measures as noted elsewhere in this plan still should be employed to continue this process for the Town to attain coordination of the Three Es of sustainability such that the needs of the community's present and future generations are met.

## **Cost of Community Services Studies**

Cost of Community Services (COCS) studies are a case study approach used to determine the fiscal contribution of existing local land uses. American Farmland Trust (AFT) developed COCS studies in the mid-1980s to provide communities with a straightforward and inexpensive way to measure the contribution of agricultural lands to the local tax base. COCS studies' findings are displayed as a set of ratios that compare annual revenues to annual expenditures for a community's unique mix of land uses. COCS studies involve three basic steps:

1. Collect data on local revenues and expenditures.
2. Group revenues and expenditures and allocate them to the community's major land use categories.
3. Analyze the data and calculate revenue-to-expenditure ratios for each land use category.

COCS studies help address three misperceptions that are commonly made in rural or suburban communities facing growth pressures:

1. Open lands—including productive farms and forests—are an interim land use that should be developed to their "highest and best use".
2. Agricultural land gets an unfair tax break when it is assessed at its current use value for farming or ranching instead of at its potential use value for residential or commercial development.
3. Residential development will lower property taxes by increasing the tax base.

While an acre of land with a new house generates more total tax revenue than an acre of land devoted to agriculture or forestry, working lands and other open lands require little public infrastructure and few services. On average, because residential land uses do not cover their costs, they must be subsidized by other community land uses. COCS studies show working lands generate more public revenues than they receive back in public services, similar to commercial and industrial land uses. This is true even when working land is assessed at its current agricultural use. In numerous COCS studies in communities and counties within 25 states across the nation (including nine communities in Connecticut) from 1992 – 2007, the median cost per dollar of revenue raised to provide public services to different land uses was as follows:

- Commercial & Industrial: **\$0.29 (\$0.27 for Connecticut towns)**
- Working & Open Land: **\$0.35 (\$0.31 for Connecticut towns)**
- Residential: **\$1.16 (\$1.09 for Connecticut towns)**<sup>36</sup>

Accordingly, it is assumed that a COCS study for Putnam would yield similar results.

## **Agricultural, Forestry, and Open Space Land Uses in Putnam**

In 2010, 7.1% of Putnam’s land cover was designated “Agricultural Field” (see Table 5-1), less than the regional average and the regional median and, with the exception of Killingly, less in comparison to nearby towns in Northeastern Connecticut. Putnam is the least forested town in the NECCOG region as well as the smallest in area; nonetheless, in 2010, 58.3 % of the Town’s land cover was designated as forest. However, with combined forested and agricultural land at 66.4 % of the Town’s land, Putnam also has the least amount and percentage of undeveloped land in the NECCOG region.

With regard to existing agricultural-related programs, the Town sponsors a Farmers’ Market, on Mondays, Thursdays and Saturdays from late spring (generally early June) to mid-fall (generally late October) at the Riverview Marketplace Pavilion, located at 18 Kennedy Drive. The Farmers Markets are organized by the Putnam Economic Development Commission. Also, the Town through the Economic Development Commission sponsors a Community Garden at 41 Smith Street in Putnam, which is within walking distance of many homes and apartments, serving as a source of locally grown, healthy fresh food during the growing season. In 2015, the garden is approximately ½ acre in area. Presently (in May 2015) approximately 10 gardeners maintain their own beds, and strawberry plants and blueberry and raspberry bushes are shared amongst the gardeners.<sup>37</sup>

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<sup>36</sup> Sources: American Farmland Trust Farmland Information Center Fact Sheet Cost of Community Services Studies [http://www.farmlandinfo.org/sites/default/files/COCS\\_08-2010\\_1.pdf](http://www.farmlandinfo.org/sites/default/files/COCS_08-2010_1.pdf) ; Farmland Information Center website: <http://www.farmlandinfo.org/>

<sup>37</sup> Sources: KITCHEN GARDENERS INTERNATIONAL, Dr. Robert R. Johnston Community Garden <http://kgi.org/dr-robert-r-johnston-community-garden> accessed May 26, 2015; Conversation with Putnam Community and Economic Development Director, May 29, 2015.

In discussion at the POCD Update Committee meeting sessions, the Committee members generally noted that, while Putnam has over the years has done a commendable job in promoting and implementing economic development measures, the Town has not generally taken similar actions to stress the importance of conserving what undeveloped land is left and the importance, in terms of sustainability (i.e., balancing the “Three Es” referenced in Chapter 1), the need to encourage, through incentives to landowners and potential farm operators, the return of more agricultural production to the Town, in addition to conserving active forestry land and permanently preserving important open space land. The Committee has recommended that, in order to conserve the open space aspects of town, as referenced in this chapter, in the POCD’s implementation, the Town should, whether through a Charter revision or by Ordinance, establish a Conservation Commission pursuant to Section 7-131a of the Connecticut General Statutes. The Conservation Commission’s first order of business should be to establish a comprehensive Open Space Plan, which would coordinate the disparate aspects of preserving the open space characteristics of the Town referenced in this chapter in a manner that best fulfills the Three Es of sustainability. Upon its completion, the Open Space Plan should be incorporated into this POCD as an amendment. Suggestions of the Committee for the interim during the time the Conservation Commission is formulating this Open Space Plan and its formal adoption were that the Town explores the formation of an Agricultural Commission and the establishment of a Right-To-Farm ordinance, and the establishment of a program to incentivize agricultural activities as not only as a way to preserve and maintain the Town’s open space character but as economic development as well.

### *Existing Protected Open Space*

Protected Open Space is defined by the Connecticut Department of Energy and Environmental Protection (DEEP) Protected Open Space Mapping (POSM) project as:

- Land or interest in land acquired for the protection of natural features of the state's landscape or essential habitat for endangered or threatened species; and
- Land or an interest in land acquired to support and sustain non-facility-based outdoor recreation, forestry and fishery activities, or other wildlife or natural resource conservation or preservation activities.<sup>38</sup>

In other words, protected open space is land restricted by a recorded deed, easement or other legal instrument that prohibits the land from being developed. It is important to note that much land in Town that appears to be open space presently, particularly in much of East Putnam, is in fact not protected from development such as single-family subdivisions; further, land restricted as open space under PA 490 (as described above) can only be classified as temporarily protected land at best.

Figure 5-5 depicts the protected open space parcels in Putnam, which are listed in Table 5-2.

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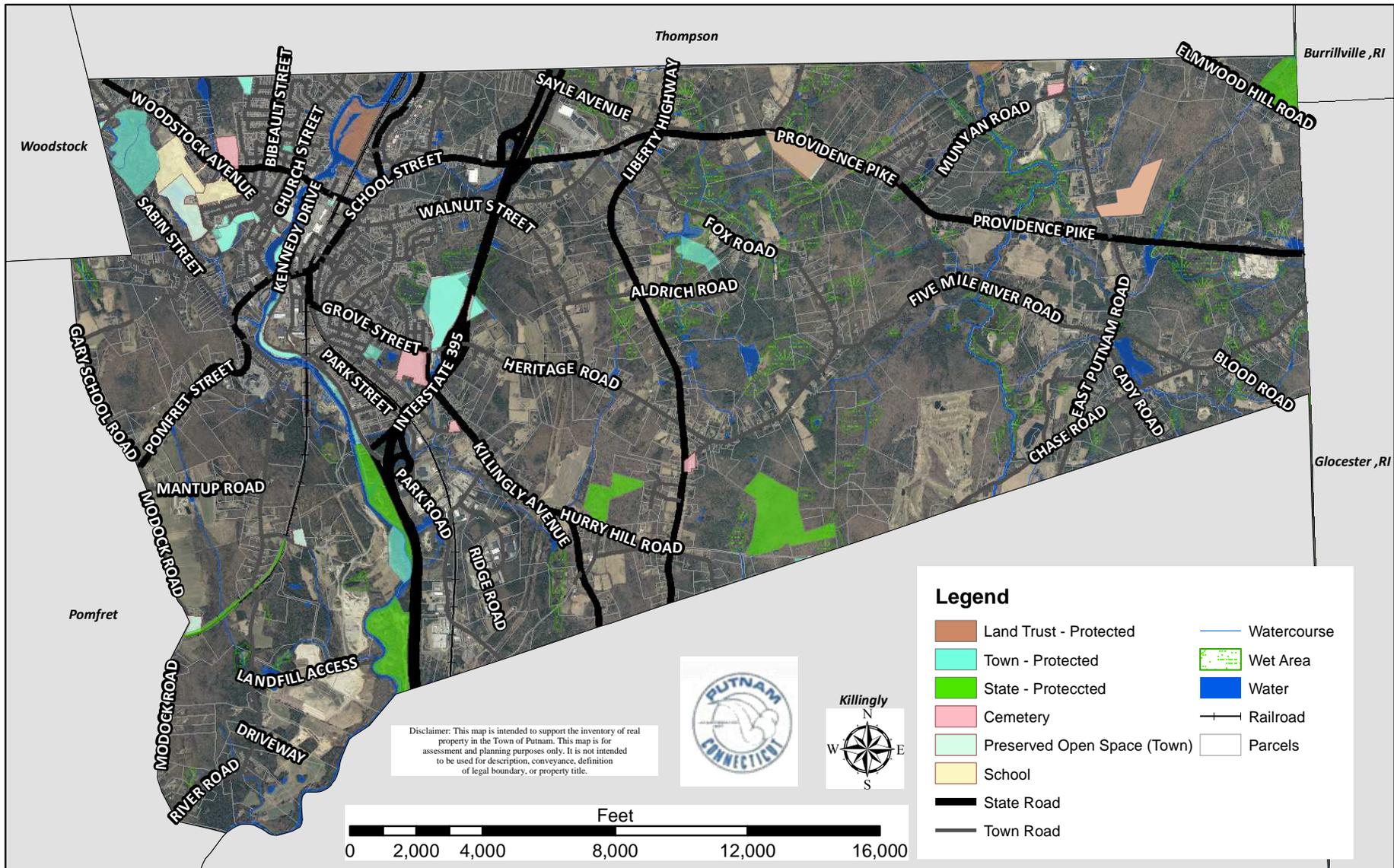
<sup>38</sup> Source: Connecticut Environmental Conditions Online, Protected Open Space Mapping (POSM) webpage [http://cteco.uconn.edu/guides/Protected\\_Open\\_Space.htm](http://cteco.uconn.edu/guides/Protected_Open_Space.htm)

**Table 5-2: Protected Open Space Areas**

<b>Owner</b>	<b>Address</b>	<b>Acreage</b>	
Town of Putnam:	4 Heritage Road (includes Perry Pond)	45 Ac.	
	8 Heritage Road	4.3 Ac.	
	6 Letters Street	0.05 Ac.	
	22 Chase Street	4.17 Ac.	
	323 Mechanics Street	0.20 Ac.	
	350 Mechanics Street	0.26 Ac.	
	349 Modock Road	36 Ac.	
	58 Powhattan Street	0.72 Ac.	
	367 Kennedy Drive	0.08 Ac.	
	99 Town Farm Road	12.50 Ac.	
	41 Smith Street	1.40 Ac.	
	20 Recreation Park Road	0.26 Ac.	
	39 Recreation Park Road	0.93 Ac.	
	56 Recreation Park Road	1.41 Ac.	
	66 Recreation Park Road	5.20 Ac.	
	67 Recreation Park Road	1.37 Ac.	
	258 South Main Street	0.72 Ac.	
	30 King Street	3.20 Ac.	
	413 Sabin Street	35 Ac.	
	150 Woodstock Avenue	0.47 Ac.	
440 Woodstock Avenue	21 Ac.		
Wyndham Land Trust:	Aldrich Road rear	15.6 Ac.	
	335 Providence Pike	29 Ac.	
	305 East Putnam Road	29.05 Ac.	
State of Connecticut:	136 Munyan Road	6.2 Ac.	
	Air Line State Park Trail (Northern Section):	235 River Road	12.21 Ac.
	Natchaug State Forest:	2 Kennedy Drive	38.8 Ac.
		242 Park Road	56.3 Ac.
	Quaddick State Forest:	264 Elmwood Hill Road	39 Ac.
	119 Old Moffitt Road	79.5 Ac.	

Sources: Town of Putnam Recreation Department & Assessor's Office Records; NECCOG GIS

**Figure 5-5: PROTECTED AND OTHER OPEN SPACE**



### ***Prevalent Programs in Connecticut for Encouraging Preservation of Farmland, Forest Lands, and Open Space Land***

Following are summaries of the most prevalent programs in Connecticut that may be used for encouraging farmland preservation, forest lands, and open space.

#### ***Public Act 490 (Taxation of Agricultural, Forest and Open Space Lands)***

PA 490 (Section 12-107a-f of the Connecticut General Statutes) allows farm, forest and open space land to be assessed on the basis of its value as currently used rather than its fair market value at its highest and best use, i.e., what it might be worth if it were to be developed for a more intensive use such as residential subdivisions. Since farmland, forest land, and open space land require few if any public services such as education, use value taxation is warranted for these lands that have limited impact on local government expenditures. Use value taxation also reflects the concern that market value taxation at full market value would result in forced conversion of valuable farmland, forest land, and open space into more intense uses, most particularly residential subdivisions, that would likely cost municipalities far more over time than the loss of a percentage of current tax revenues (see the reference above to COCS studies).

The Town Assessor makes the determination whether land qualifies as farmland based on information provided in standard state forms submitted to the Assessor by the landowner. Per the statutes, an assessor may consider, among other things, the acreage, the percentage of such acreage in actual use for farming or agricultural operations, the productivity of the land, the gross income derived from farming and the nature and value of the equipment used for farming. The state law sets no minimum amount of agricultural land to qualify.

The minimum acreage for PA 490 Forest Land is set by statute at 25 acres or more in area bearing tree growth. This may be (A) one tract of land of 25 acres or more contiguous acres, which acres may be in contiguous municipalities (it should be noted that this may be exclusive of the zoned lot size if a residence is on the parcel); (B) two or more tracts of land aggregating 25 acres or more in which no single component tract shall consist of less than 10 acres; or (C) any forested tract of land which is contiguous to a tract owned by the same owner which has already been classified as forest land. The application must be made on the standard state form and submitted to the assessor before October 1st. A Qualified Forester's Report completed by a certified forester must accompany the application. The local assessor can provide a list of foresters qualified to complete the report. Filing information accompanies the application.

Unlike the PA 490 farmland and PA 490 forest land classifications, which are subject to uniform criteria for all towns statewide, PA 490 open space is an optional land classification for a municipality to adopt. The terms "farmland" and "forest land" are often referred to in general terms as "open space", but under PA 490 they are distinct land use value classifications that have specific statutory requirements. The Town of Putnam has adopted this open space provision of PA 490, with the qualification criteria being a minimum of five acres; if there is a dwelling on the parcel, then there must be a minimum of seven acres to qualify.

Land classified as PA 490 land owned less than ten years is subject to a conveyance tax that will apply if the land is sold, transferred or land use has changed. This tax must be paid to the town upon conveyance of the PA 490 land. In some cases this tax can be higher than the amount of property tax saved. A new owner of land that was under PA 490 classification by a former owner has to reapply for classification if he or she wants to continue the classification, as classification ceases when there is a sale, transfer, or change in land use. In addition if land classified under PA 490 is sold, the assessor is required by law to notify the new owner of the benefits of PA 490. Persons wanting to classify land under the PA 490 farmland classification must do so by application to the town assessor in September or October of each year.<sup>39</sup>

Table 5-3 shows the number of lots and amount of acreage devoted to PA 490 land in Putnam by these three use categories, each category's percentage of the total PA 490 land, and the town wide percentage of PA 490 lands out of all of the land in Town. Figure 5-6 shows the locations of the various PA 490 lands in Town.

**Table 5-3: PA 490 Lands in Putnam**

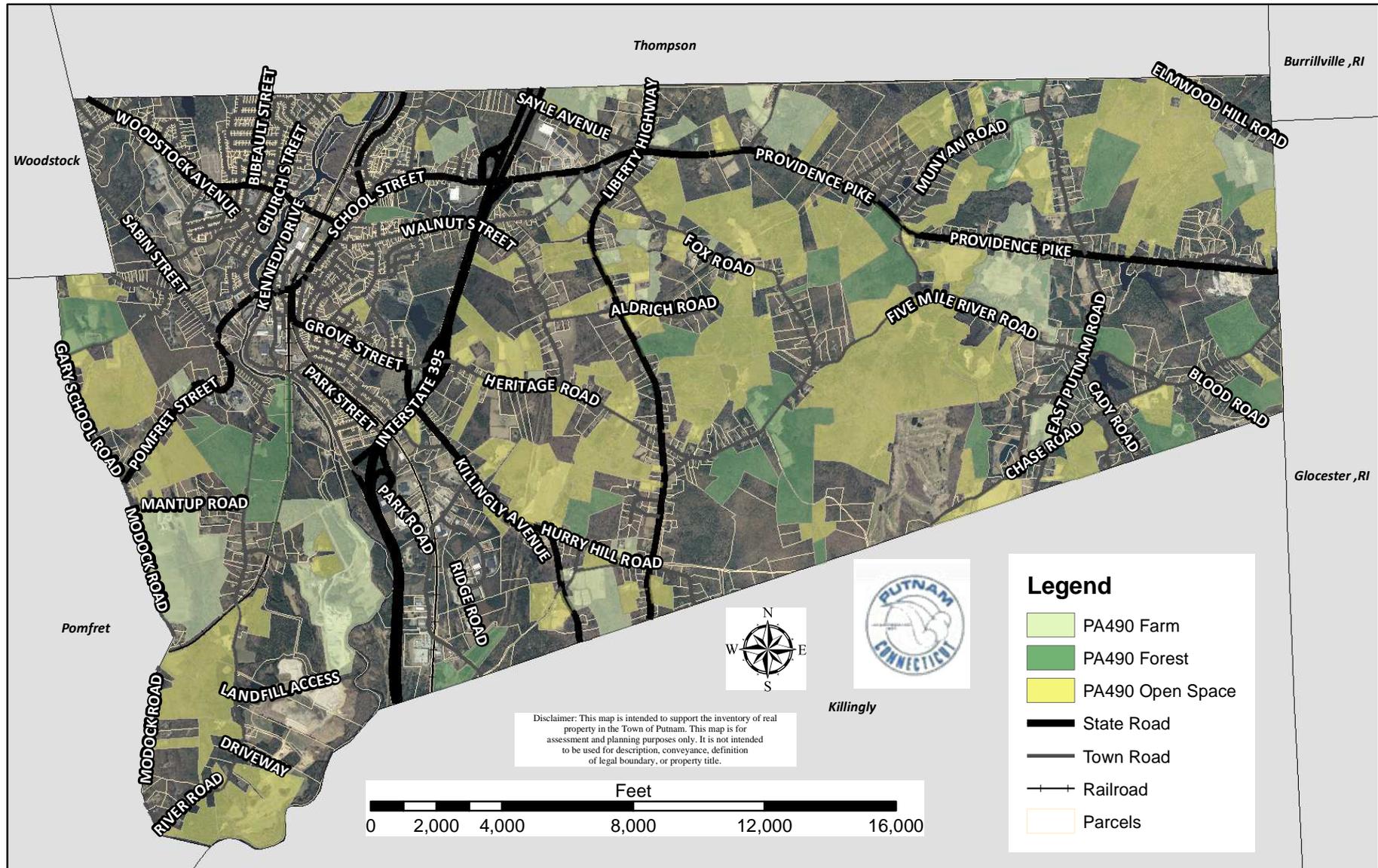
<b>Use</b>	<b>Total Number of Lots PA 490 Land</b>	<b>Total Amount of Acreage PA 490 Land</b>	<b>Percent of Total Acreage of PA 490 Land in Town</b>	<b>Percent of Total PA 490 Acreage of all Land in Town*</b>
Agricultural	29	956.22	20.57%	7.33%
Forestry	32	947.8	20.40%	7.27%
Open Space	131	2,743.52	59.03%	21.03%
Totals	192	4,647.54	100%	35.62%

\* Putnam's total land area is 13,046 acres (approximately 20.38 square miles)

Sources: Town of Putnam Assessor's Office Records; Green & Growing A Call to Action A Comprehensive Regional Plan to Sustain and Expand Food, Fiber, and Forest Production and Related Agricultural Economies in The Last Green Valley, The Last Green Valley, Inc., Danielson, CT, 2011, p. 85  
<http://aginfolgv.org/upload/documents/GreenGrowingWeb.pdf> accessed 5-19-2015

<sup>39</sup>Source: Connecticut Farm Bureau Association, Inc.: Connecticut's Land Use Value Assessment Law, PUBLIC ACT 490, A Practical Guide and Overview for Landowners, Assessors and Government Officials [http://www.ct.gov/doag/lib/doag/marketing\\_files/complete\\_490guide\\_cfba.pdf](http://www.ct.gov/doag/lib/doag/marketing_files/complete_490guide_cfba.pdf)

**Figure 5-6: PA490 PROPERTIES**



### Connecticut Farmland Preservation Program

One of the main ways that Connecticut farmland is preserved is through the Connecticut Department of Agriculture (DOAG) acquiring development rights to agricultural properties. The farms remain in private ownership and continue to pay local property taxes. A permanent restriction on nonagricultural uses is placed on these properties. The program is voluntary on the part of the farm owner. Applications are evaluated according to state regulation criteria. Successful applicants will own active farms that contain a high percentage of prime farmland soils and are in established farm communities; the program has averaged 65% prime and important farmland soils on its preserved farms. The intent of the farmland preservation program is to secure a food and fiber producing land resource base, consisting primarily of prime and important farmland soils, for the future of agriculture in Connecticut as a viable economic activity. The program tries to accomplish this by preserving active farms that are clustered with other farms, therefore stabilizing a viable farming region, while providing farmers a viable economic alternative to selling their farm for residential or commercial development.<sup>40</sup>

There are two properties in Putnam that are under the Farmland Preservation Program:

- 229 Richmond Road, Assessors Map 13, Lot 11; 60.94 Acres
- 90 Mantup Road, Assessors Map 36, Lot 46; 175.76 Acres<sup>41</sup>

### Farm Viability Grants

The Connecticut Department of Agriculture makes Farm Viability Grants available to municipalities and non-profits in order to help in the support of agricultural projects. Farm Viability Grants may be used for:

- Local capital projects that foster agricultural viability, including, but not limited to, processing facilities and farmers markets
- Development and implementation of agriculturally friendly land use regulations and local farmland protection strategies that sustain and promote local agriculture
- Creation of new marketing programs and venues through or in which a majority of products sold are grown in the state

Funding is through the Community Investment Act and tied to a \$40 fee generated by the recording of documents on municipal land records. Grants are awarded on a competitive basis and matching funds must be supplied by the recipient. Grantees have one year to complete the funded project.<sup>42</sup>

The Town of Putnam has received two Farm Viability Grants in the past: one to help establish the Farmers' Market, and one to establish a Senior Nutrition Program through the resources of the Farmers' Market and Day Kimball Healthcare.

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<sup>40</sup> Source: Connecticut Department of Agriculture website, Farmland Preservation Program webpage: <http://www.ct.gov/doag/cwp/view.asp?a=3260&q=399016#programoverview> accessed September 4, 2015

<sup>41</sup> Source: Putnam Assessor's Office Records

<sup>42</sup> Source: Connecticut Department of Agriculture website <http://www.ct.gov/doag/cwp/view.asp?Q=554092&A=1401> accessed September 2015

### The Connecticut FarmLink Program

The Connecticut FarmLink program is a clearinghouse for the transition between generations of farmers, with the goal of keeping farmland in production. The new generation of farmers looking for farmland to work can use the Connecticut FarmLink website, which is run by the Connecticut Department of Agriculture, to find partners, to transition and plan, and to help agricultural lands to remain in production. Farm owners or farm seekers can use the program to share information with other owners and seekers registered with FarmLink. Aspiring or beginning farmers looking for property to start their own farming operation, and those who already own agricultural land and may be selling or leasing acreage, can connect through FarmLink, matching current or future farmer, with the intention of meeting both parties' needs. Farm owners and farm seekers using the website register by completing an application which includes a description of the farm or potential needs for farmland. A posting of "Seekers" and "Owners" is updated regularly on the website. **By** using this information, a match between owners and seekers can potentially be made<sup>43</sup>.

### USDA/NRCS Connecticut

The United States Department of Agriculture / Natural Resources Conservation Service Connecticut website has a webpage entitled “Get Started with NRCS”<sup>44</sup>, which includes a link to a resource document for new farmers entitled “New Farmer Bucket List Key Resources for New and Beginning Farms in Connecticut”<sup>45</sup>. These links provide numerous resources and information sources for beginning farmers in Connecticut.

The United States Department of Agriculture / Natural Resources Conservation Service Connecticut website also has a webpage devoted to two prominent conservation programs: (1) the Environmental Quality Incentives Program (EQIP) and (2) the Agricultural Management Assistance (AMA) Program.

EQIP is a voluntary conservation program for those engaged in livestock, forestry, or agricultural production – including organics. The program offers financial and technical assistance to implement conservation practices on eligible agricultural land, and provides payments for implementing conservation practices that have a positive environmental impact, while protecting long-term agricultural production and sustainability. Eligible crop production includes—but is not limited to—field-grown ornamentals, fruits, orchards, plant materials in greenhouses, row crops, vegetables, and vineyards.

AMA provides financial assistance to help manage risk and solve natural resource issues through conservation, as well as for seasonal high tunnels (a type of greenhouse).<sup>46</sup>

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<sup>43</sup>Sources: WINY Website: <https://www.facebook.com/winyradio> accessed 8-24-15; Connecticut Department of Agriculture, Connecticut FarmLink Website: <http://www.ctfarmlink.org/> accessed 8-24-15

<sup>44</sup>Source: USDA/NRCS Connecticut website <http://www.nrcs.usda.gov/wps/portal/nrcs/detail/ct/home/?cid=stelprdb1252233> accessed August 2015

<sup>45</sup>Source: USDA/NRCS Connecticut website [https://www.cfba.org/images/resources/new\\_farmer\\_bucket\\_list\\_fall\\_2014.pdf](https://www.cfba.org/images/resources/new_farmer_bucket_list_fall_2014.pdf) accessed August 2015

<sup>46</sup> Source: USDA/NRCS Connecticut website <http://www.nrcs.usda.gov/wps/portal/nrcs/detail/ct/home/?cid=NRCSEPRD413648>

### AGvocate Program

The AGvocate Program, funded by CT Department of Agriculture Farm Viability Grants, began in early 2009. Administration of the program is through the Eastern Connecticut RC&D Area, Inc. In order to help municipalities become more “farm friendly”. the AGvocate Program provides Northeast Connecticut Towns a year of technical assistance to promote agriculture through activities such as: the initiation of Agriculture Commissions; the review and implementation of tax reduction options; planning for farmland protection; encouraging buy local opportunities, exploring methods to promote local farms; including agriculture in town plans; amending zoning regulations to allow agricultural and related uses; and pass right-to-farm ordinances. To take part in the program, towns must identify key players who agree to commit their time for the duration of the program. Over the course of the year, the AGvocate Program Director works with town officials, farmers and interested citizens to identify and implement goals to become more farm-friendly. Full commitment from the town’s officials and citizens is one aspect of what makes the AGvocate Program so successful. Since 2009, 14 towns have participated in the AGvocate Program: Ashford, Bozrah, Brooklyn, Canterbury, Eastford, Franklin, Hampton, Killingly, Pomfret, Scotland, Sterling, Thompson, Windham and Woodstock.<sup>47</sup>

### ***Agritainment, Agritourism, Agriculturally Related Uses, and Non-Agricultural Uses for Agricultural Land***

In addition to their customary activities, i.e., production of crops and livestock for food, many farms supplement their income by, in addition to the traditional roadside stands, "agritainment" (agriculture plus entertainment) or “agritourism” (agriculture as a tourist attraction) through agriculturally related uses. Activities such as u-pick-it or pick-your-own, hay rides, corn mazes, pumpkin patches, fall festivals, Halloween attractions, school field trips, equestrian center including riding, farm-based bakeries and kitchens, and wineries, which can supplement farm income, bring in new customers and create new economic development opportunities, are an important part of many Connecticut farmers’ financial sustenance. The Town could increasingly encourage this type of gainful agricultural initiative by creating appropriate zoning regulations that encourage such uses and events as determined appropriate by the Town while limiting permits and fees required to hold such farm related events. Further, given the seasonal nature of agriculture, farm families often look to supplement farm income with non-agricultural business opportunities, such as bed-and-breakfasts, antique or gift shops, or farm and garden equipment repair shops, and even in some cases events such as weddings,. The Town could enact zoning regulations that accommodate such non-agricultural businesses where and when compatible with agriculture. Also, state law includes the processing, packaging and storing of farm products incident to ordinary farming operations within the state definition of agriculture (CGS § 1-1(q)). The Town could help in the production of such farm products by allowing processing facilities incident to the agricultural operations conducted on the particular farm by right or by minimizing the information required for special permit applications.<sup>48</sup>

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<sup>47</sup> Sources: The Last Green Valley Website [http://www.aginfotlgv.org/agvocate\\_program](http://www.aginfotlgv.org/agvocate_program); Planning for Agriculture A Guide for Connecticut Municipalities 2012 Edition A Publication of American Farmland Trust and Connecticut Conference of Municipalities [http://ctplanningforagriculture.com/guide/2012\\_planning\\_for\\_ag.pdf](http://ctplanningforagriculture.com/guide/2012_planning_for_ag.pdf) p. 21 accessed 5-21-15

<sup>48</sup> Sources: White Hutchinson Leisure & Learning Group Website: Agritainment & Agritourism <https://www.whitehutchinson.com/leisure/agritainment.shtml>;

Municipalities can also do more through agricultural economic development. Although towns may appreciate the economic activity of local agriculture, historically farmers generally have been on their own to seek state or federal assistance for diversification, marketing, business planning and infrastructure needs. Yet, like other small businesses, farm businesses need local officials to understand their business needs, to help seek opportunities for product and market development, and to be advocates on their behalf with state and federal officials.<sup>49</sup>

In discussion at the POCD Update Committee meeting sessions, the Committee members have suggested that the Town explore, where not already in place, appropriate zoning regulations to encourage farm related and non-agricultural activities such as those referenced above in suitable locations, as a part of overall marketing and revitalization of agriculture in Town.

### ***Preservation of Old Stone Walls***

In discussion at the POCD Update Committee meeting sessions, Committee members favored taking measures to preserve and protect the integrity of old stone walls. While no Connecticut state laws specifically authorize, protect, or promote the preservation of, old stone walls, such walls may be protected under historic preservation laws that allow municipalities to designate historic places. This type of designation may include a structure or a scenic road with an old stone wall. There are also state laws that allow municipalities to abate taxes on an historical or architecturally significant property, which may include a stone wall. Another method to preserve old stone walls is through a Town's subdivision regulations.<sup>50</sup>

The most common (and perhaps the most effective) way to protect old stone walls is for a Town to adopt a scenic roads ordinance pursuant to Section 7-149a of the General Statutes. Provisions that allow municipalities to abate taxes on an historical or architecturally significant property, which may include a stone wall, could be adopted under Section 12-127a of the General Statutes. As an example of preserving old stone walls through a Town's subdivision regulations, Redding's subdivision regulations give "Standard Conditions for Subdivision Applicants" which among other conditions state that:

There shall be no disturbance of any stone walls except where interrupted by necessary facilities shown on the approved Site or Lot Development Plan. Any disturbed sections of wall abutting the driveway entrance shall be restored to replicate the existing walls. All stone walls shall be maintained in their present condition (Standard Conditions 8(g)).<sup>51</sup>

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Planning for Agriculture A Guide for Connecticut Municipalities 2012 Edition A Publication of American Farmland Trust and Connecticut Conference of Municipalities [http://ctplanningforagriculture.com/guide/2012\\_planning\\_for\\_ag.pdf](http://ctplanningforagriculture.com/guide/2012_planning_for_ag.pdf); Rhode Island Department of Environmental Management: Community Guidance to Maintain Working Farms and Forests <http://www.dem.ri.gov/programs/bpoladm/suswshed/pdfs/farmfor.pdf>

<sup>49</sup> Source: Connecticut Department of Agriculture: Planning for Agriculture (A Guide for Connecticut Municipalities) <http://ctplanningforagriculture.com/farm-viability.php>

<sup>50</sup> Source: OLR Research Report, May 8, 2009, 2009-R-0194, STONE WALL PRESERVATION LAWS, By: Jillian L. Redding, Legislative Fellow <http://www.cga.ct.gov/2009/rpt/2009-R-0194.htm>

<sup>51</sup> Source: OLR Research Report, May 8, 2009, 2009-R-0194, STONE WALL PRESERVATION LAWS, By: Jillian L. Redding, Legislative Fellow <http://www.cga.ct.gov/2009/rpt/2009-R-0194.htm>

A subdivision regulation such as this would be most effective if it were administered along with a scenic road ordinance as referenced above.

State highways are designated as scenic roads according to different laws and regulations. As excerpted from the Connecticut Department of Transportation's website:

#### CRITERIA FOR DESIGNATION OF SCENIC HIGHWAYS:

A potential state scenic highway must abut significant natural or cultural features such as agricultural land or historic buildings and structures which are listed on the National or State Register of Historic Places, or afford vistas of marshes, shoreline, forests with mature trees, or other notable natural or geologic feature which singularly or in combination set the highway apart from other state highways as being distinct. The Highway shall have a minimum length of one (1) mile and shall abut development which is compatible with its surroundings. Such development must not detract from the scenic or natural character or visual qualities of the highway area.

#### Guidelines for Requesting Designation:

1. Requests for state scenic highway designation from any agency, municipality, group or individual should be directed to the Commissioner of the Department of Transportation.
2. The applicant must prepare a report for submission to the Commissioner which shall include the following:
  - a. A statement of the highway segments or areas to be included.
  - b. A description of natural and cultural resources and features of scenic interest.
  - c. A description of existing land use.
  - d. Photographs of outstanding and representative scenery.
  - e. A list of properties on the National or State Register of Historic Places. The applicant may contact the Connecticut Historical Commission [(860) 566-3005] for assistance in identifying properties which have been historically designated along a proposed scenic highway.
3. The Scenic Roads Advisory Committee shall make a systematic evaluation of the extent and quality of historic, scenic, natural and cultural resources for the proposed scenic highway.
4. The Scenic Roads Advisory Committee may review any reports, letter, articles, or other documents which is deemed necessary to assist in its recommendation. It may also request additional information from the applicant to clarify any information provided in the report. Its recommendation shall be forwarded to the Commissioner for action.<sup>52</sup>

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<sup>52</sup>Sources: Connecticut Department of Transportation Website: Connecticut Scenic Roads <http://www.ct.gov/dot/cwp/view.asp?a=2094&q=305520>; Regulations of Connecticut State Agencies, TITLE 13b. Transportation, Agency Department of Transportation, Subject, Designation of Scenic Roads, Inclusive Sections, R.C.S.A. §§ 13b-31c-1— 13b-31c-5 <https://eregulations.ct.gov/eRegsPortal/Browse/RCSA/%7BA6CCF3DD-8495-41AC-945C-0CB90936A16F%7D>

## ***Blueways***

Putnam is located within the Thames River Watershed, the third largest land area draining into Long Island Sound. The Quinebaug River, which runs through the center of Putnam, is the largest and longest river in the watershed. It is an important resource for recreation, fish and wildlife habitat, and industrial use including power generation. Approximately 45 miles of the Quinebaug River, including the segment from Simonzi Park in Putnam to Route 101 in Pomfret, have been designated as a National Recreation Water Trail. Provisions have been made in the permitting of the Cargill Falls Mill rehabilitation project (noted above), which is just north of and adjacent to Simonzi Park, for storage of and use of kayaks and canoes within this portion of the Quinebaug River. A boat launching area is also planned adjacent to the Quinebaug River near the proposed crossing area of the Putnam River Trail at the existing Wheelabrator bridge (see below).

## ***Greenways***

According to DEEP:

"Greenway" means a corridor of open space that (1) may protect natural resources, preserve scenic landscapes and historical resources or offer opportunities for recreation or non-motorized transportation, (2) may connect existing protected areas and provide access to the outdoors, (3) may be located along a defining natural feature, such as a waterway, along a man-made corridor, including an unused right-of-way, traditional trail routes or historic barge canals or (4) may be a greenspace along a highway or around a village. (CGS section 23-100).

The 2005 POCD, Future Land Use Plan [Map], made reference to "Greenbelt Protection" being proposed along major watercourses in Town. The Inland Wetlands and Watercourses Commission has since amended its regulations by adopting a 200' upland review area for regulated activities that corresponds with these greenbelts as they are depicted on the Future Land Use Plan [Map], with a specific reference to that Plan [Map]. In discussion at the POCD Update Committee meeting sessions, the Committee members stressed the importance of coordinating open space areas, present and future, for the accommodation of greenways along these greenbelt areas, to provide corridors of open space for the purposes (1) through (4) referenced in the above paragraph, as well as for protection of waterways and their surrounding greenbelt areas for natural uses such as wildlife corridors or aquatic habitat.

Existing greenways in Putnam include the following:

### 1. Putnam River Trail

This approximately 3-mile biking and walking trail begins, at the time of this writing, at the parking lot for the Farmers Market Pavilion and Memorial Dog Park on Kennedy Drive and winds its way north along the eastern shore of the Quinebaug River. The trail runs adjacent to Kennedy Drive through for about 3 miles before terminating at Providence Street. A 200-foot pedestrian bridge located across from the Arch Street / Kennedy Drive intersection, which was built on the stone foundation of an old railroad trestle, connects the River Trail with the Air Line Trail. From this point north, the River Trail is a part of the East Coast Greenway that will link many U. S. cities. The path of the trail

runs through woodlands, two parks (Simonzi Park and Rotary Park), an antique shopping district, and near revitalized mills. Five interpretive plaques commemorating the founding of Putnam, Putnam's railroad history, textile mills, and founding citizens are located along the upper end of the trail. The river's natural resources and the impact of The Great Flood of 1955 are highlighted as well. There are three bridges adjacent to the trail, each offering scenic views of the river.

The Town has plans to extend the River Trail into the Quinebaug Regional Technology Park, thereby providing a direct bicycle / pedestrian link between Downtown Putnam and the Tech Park, as well as to the Air Line Trail (see below), by the end of 2016.

Presently the Town is exploring methods and funding sources for work needed to stabilize bank erosion along the Quinebaug River in sections of Simonzi Park between the river bank and the River Trail. A stabilization plan prepared by CME Engineering in 2008 has not been implemented to date because of unavailability of a funding source due to the Town not having a natural hazard mitigation plan. However, this work has been listed as a planned Local Mitigation Action in the *Regional Natural Hazard Mitigation Plan* that has recently been prepared by NECCOG, wherein, now that this Natural Hazard Mitigation Plan has been done, the USDA Emergency Watershed Protection Program, as listed in the Plan, may be a potential funding source for this work. In addition to the potential funding for this work from the USDA Emergency Watershed Protection Program, the Connecticut Flood and Erosion Control Board (FECB) program provides state financial assistance to municipalities that have an active Flood and Erosion Control Board<sup>53</sup> for preventing potential hazards due to flooding, stream bank erosion or beach erosion. In addition, the FECB program may repair municipally owned dams (not used for water supply) or undertake non-structural measures that mitigate flood damages.<sup>54</sup>

## 2. Air Line Trail

The Air Line State Park Trail is an abandoned rail corridor between East Hampton and the Massachusetts state line that has been acquired by the Connecticut State Park System, under control of the Connecticut Department of Energy and Environmental Protection (CT DEEP). The Air Line State Park Trail is divided into three sections:

- South section (from Main Street in East Hampton to the Willimantic River)
- North section (from Tuckie Road in Windham to Town Farm Road in Putnam)
- Thompson section (from Route 12 in Thompson to the Massachusetts state line)

The North section of the trail from Windham to Putnam is part of the East Coast Greenway, which will extend from Key West, Florida to Calais, Maine when completed.

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<sup>53</sup> Most municipalities allow the governing board to act as a FECB if one is not specifically designated.

<sup>54</sup> Sources: 2015 Northeastern Connecticut Council of Governments Regional Hazard Mitigation Plan <http://necog.org/wp-content/uploads/2014/10/2015-Northeastern-Connecticut-Council-of-Governments-Regional-Hazard-Mitigation-Plan1.pdf> accessed 7/7/15; Connecticut DEEP Website: Flood and Erosion Control Board (FECB) Program: Purpose and Requirements April 2015 [http://www.ct.gov/deep/lib/deep/water\\_inland/dams/engr\\_serv/FECBBrochureApril2015.pdf](http://www.ct.gov/deep/lib/deep/water_inland/dams/engr_serv/FECBBrochureApril2015.pdf) accessed 7/7/15; Connecticut DEEP Website: Flood and Erosion Control Board Program [http://www.ct.gov/deep/lib/deep/water\\_inland/dams/engr\\_serv/FECBPrioritizingProjectsApplication.pdf](http://www.ct.gov/deep/lib/deep/water_inland/dams/engr_serv/FECBPrioritizingProjectsApplication.pdf) accessed 7/7/15

The Northeastern Connecticut Council of Governments (NECCOG) has applied and been approved under Connecticut Department of Transportation (CT DOT) Transportation Alternatives program for improvements to the Air Line Trail within the towns of Pomfret, Putnam and Thompson. The conceptual plan has been completed for resurfacing and maintenance of drainage structures along portions of the trail by CT DEEP personnel with assistance from municipal public works departments. The purpose of the project is to improve the trail surface and maintain drainage structures along portions of the trail that are presently in poor condition. Resurfacing the trail will increase the usability of the trail for all forms of recreation from hikers and bikers to horseback riders. Improvements will also bring portions of the trail up to the required standards for inclusion in the East Coast Greenway.

The section of trail extending northeasterly from the Pomfret/Putnam town line to Town Farm Road is completely undeveloped. It has not been cleared and is overgrown, with a rough surface, tree falls, and several wet areas with drainage problems. It is necessary to climb embankments to cross some roads where former bridges have been filled in. It is not really passable at the time of this writing, and presently must be done on foot if attempted.

North of Town Farm Road, the rail bed is privately owned, but the town of Putnam has, through a grant, obtained an easement along the right of way, which will allow the construction of the trail from Town Farm Road to the Quinebaug River. This would extend the public trail to Kennedy Drive in Putnam, where a footbridge has already been constructed to carry the trail over the Quinebaug River and connect to Putnam's River Trail. As of this writing the Town of Putnam has obtained the easement, and construction of this section of the trail is expected to commence in 2016 or 2017 in combination with completion of the construction of the Air Line Trail by the State of Connecticut, and/or the Town of Pomfret in conjunction with a sewerage connection from Pomfret to the Putnam sewage treatment plant. Presently, this is expected to take place in 2017.<sup>55</sup>

## Gateways

Because gateways are the main entrances to the community for visitors and residents, they are like a home's front door. They provide identity and make a statement about the pride and self-image of those who live there. Tidy, attractive entrances make a better impression and offer more of a sense of welcome than do cluttered and poorly maintained ones. Its gateways are the opportunity to for a community to offer a sense of arrival; to distinguish itself from surrounding communities, to convey its community confidence and quality of life, and to leave a positive and lasting impression that will make people want to come back.

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<sup>55</sup> Sources: Connecticut Department of Energy and Environmental Protection Website: Air Line State Park Trail [http://www.ct.gov/deep/cwp/view.asp?a=2716&q=479336&deepNav\\_GID=1650](http://www.ct.gov/deep/cwp/view.asp?a=2716&q=479336&deepNav_GID=1650); Wikipedia: Air Line State Park Trail <[http://en.wikipedia.org/wiki/Air\\_Line\\_State\\_Park\\_Trail](http://en.wikipedia.org/wiki/Air_Line_State_Park_Trail)>; Public Informational Meeting Brochure, Project No. 172-421, Air Line Trail North Resurfacing Project in the Towns of Pomfret, Putnam and Thompson: NECCOG, July 2013

Each of Putnam's gateways is related to a facet of community life. Some directly support identifiable economic functions while others are primarily access points for residents and visitors. Each has its own “audience” and physical setting. The state routes – 44, 171, 12 and 21 – primarily serve local and regional workers and shoppers, with Route 44 providing connections to I-84 and Rhode Island. The three exits from I-395 are the primary links by which manufacturing and business users and tourists arrive in town. For these visitors, directional and services available signage are particularly important if they are to have a comfortable and welcoming stay. The following is a summary of Putnam's primary gateways.

- **Route 44 at Quinebaug Avenue**

A standard CT DOT sign at this location signifies that you are entering downtown Putnam. One emerges from the rural character of Route 44 in Pomfret and the steep, winding section of roadway near the Dempsey Center and Day-Kimball Hospital into a stretch that is in transition in a land use sense. This part of the Route 44 corridor increasingly houses medically-related offices while the section closer to downtown Putnam contains vacant mill buildings and older commercial structures. This primary gateway from the west brings you directly to the center of Town at the Cargill Falls via the historic Pomfret Street Bridge. [It is noted that at this writing (August 2015) this bridge is under reconstruction by CT DOT.]

- **Exit 45 (formerly exit 95) from I-395 (Kennedy Drive/Park Road to the Putnam Industrial Park and other industrial development to the south and west, and Kennedy Drive to Route 44/Downtown to the north)**

This gateway presents the corporate face of Putnam. Businesses are clearly visible from I-395 but there is limited directional signage at the Kennedy Drive interchange, which serves as access to the Putnam Industrial Park and other industrial development to the south, the site of the developing Quinebaug Regional Technology Park to the west, and the downtown on the north. As one proceeds north on Kennedy Drive toward downtown land uses transition from corporate and industrial to small-scale professional offices and the rear facades of large mill complexes that frame the river, the trail and the access to the town center and a route to the downtown from the south via Kennedy Drive.

- **Exit 47 (formerly exit 97) from I-395 (East Putnam/Route 44)**

This gateway serves a regional commercial area that is a mixture of large-box retailers, fast food franchises and local businesses. CT DOT signs on I-395 announce the availability of “food, phone, gas and diesel” but directional signage is lacking at the end of the exit ramp to direct those unfamiliar with the area. This is a missed opportunity to present the area to southbound travelers on I-395 as a travel center and to generally promote Putnam as a service center and community.

- **Exit 46 (formerly exit 96) from I-395 (Route 12/Putnam Heights)**

This gateway primarily serves as access to residential areas, historic areas and a route to the downtown from the east. CT DOT signs on I-395 announce the availability of “food, phone, gas and lodging” but again directional signage at the end of the ramp is limited, lacking or in poor

condition. The route to downtown traverses a neighborhood of Putnam with historic character and provides an attractive view of the town and some of its historic resources from the vicinity of Grove and Main Streets. Traveling east from the interchange leads to residential areas and the historic Putnam Heights area. There is no signage to indicate the presence of these historic resources.

- **Route 171/Providence Street**

Traffic from Woodstock traverses Route 171 into Putnam. A good opportunity to create an attractive gateway would be in the vicinity of Wicker Street. At this point there is a visual transition to an established, densely developed mixed-use area. Establishing a welcoming gateway here would not only alert drivers to the change in character, but could serve as a catalyst to foster public and private physical improvements to upgrade and promote the corridor's many small businesses located in a village context, particularly those along Providence Street and to a lesser extent those few businesses on Woodstock Avenue.

In 2013 the Town created the Downtown Signage and Wayfinding Master Plan. The plan serves to create a public signage program that establishes a consistent design style for Putnam's informational and wayfinding signage in the downtown and throughout the town including the gateways referenced above. Through its implementation, that plan is intended to resolve most of the signage problems referenced above relative to Gateways. Further detail on the Downtown Signage and Wayfinding Master Plan can be found in Chapter 7, Transportation, of this Plan.

## Goals and Objectives: Land Use

The following Goals and Objectives are recommended to allow the Town to achieve the overarching goal of achieving sustainable development. Recommended Action Steps to fulfill the objectives are listed in Table 10-1.

**Goal: PROVIDE A RESPONSIBLE, COMPREHENSIVE FRAMEWORK FOR THE DEVELOPMENT AND CONSERVATION OF LAND IN TOWN THAT MEETS THE SOCIAL AND ECONOMIC NEEDS OF ALL OF PUTNAM'S PRESENT AND FUTURE RESIDENTS IN AN ENVIRONMENTALLY SOUND MANNER, WHILE RETAINING THE TOWN'S EXISTING COMMUNITY CHARACTER IN TERMS OF LAND USE CHARACTERISTICS.**

**Objective:** Encourage, through incentives to landowners and potential farm operators, the return of more agricultural production to the Town, in addition to conserving active forestry land and permanently preserving important open space land.

**Objective:** Establish techniques to encourage infill and redevelopment of already densely populated / built areas as priority development areas before building on raw land; said areas to include Downtown / Special Services District (including Providence Street), the Industrial Park, and sections of Route 44 already within the Highway Commercial zoning district

**Objective:** Improve the appearance and function of existing commercial corridors

**Objective:** Plan for and implement positive, productive reuses for community and commercial landfill areas

**Objective:** Beautify Putnam's gateways and public areas, and continue to improve downtown's appearance and functionality

**Objective:** Improve and expand existing and construct new walking /bicycle/cross-country skiing trails, greenways, parks, and similar open or natural land uses

**Objective:** Promote and employ green and sustainable land use development and construction methods

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## Chapter 6 Public Facilities / Services

### **Introduction**

Over the course of the past two decades, the Town has grappled with an obvious need to upgrade two major public buildings, the Town Hall and its Library (now located within Riverfront Commons on Kennedy Drive). In 2000 the Town began the process of addressing Town Hall and other public facility needs with a space needs analysis by Ames and Whitaker, Architects for Town Hall and the Library as well as a new Community Center. This comparative site study investigated numerous potential sites, settling on two viable alternatives: renovation of the former Putnam Catholic Academy building (which now houses the Putnam Science Academy) or construction of a new building at Tarr Park. In 2001, the analysis was expanded in a study by the Downes Group/Jacunski, Humes Architects, to include consideration of the Putnam High School building. With the Putnam Science Academy having become a valued institution within the Putnam community since its inception in 2003, the former Putnam Catholic Academy building is no longer considered feasible for these purposes. Likewise, the Putnam High School building is no longer considered a viable option for these purposes, as plans and funding are currently under way for the building to “renovate as new” for the Town’s high school needs to the year 2030 and beyond.

In 2011, the Town purchased the Armory building and property on Keech Street, located adjacent to Putnam’s public schools and associated athletic fields including the Murphy Park sports complex, from the State of Connecticut. This sale of the building and property to the Town was predicated on the site being used for municipal purposes only; if not, ownership would revert back to the State, and the Town cannot sell it. The building formerly housed the Connecticut National Guard. Subsequently, the Public Facilities Study Committee, formed by the Board of Selectmen in 2011, is at this time continuing to explore the best municipal use for the Armory building and the most feasible options for the locations of the Town Hall and Library, whether on separate sites or within a single municipal complex. A Library Exploratory Building Committee was appointed by the Board of Selectmen in December of 2011, and the firm Johnson Roberts Architects developed a feasibility study in 2013 with potential sites/schemes for an enlarged, modern library. The possibility of community space within the library has been discussed. The Facilities Study Committee is presently looking at space needs and the possibility of renovation or new construction, including the possibility of a combined library/town hall building that could also house the Town’s historical records (see details below). The Facilities Study Committee is also looking towards the use of the Armory to house the Recreation Department and use its existing recreational facilities, as a senior activities center, as a maintenance building for the Water Pollution Control Authority (WPCA), and as a voting site for Precinct 1 (see details below).

For the Plan of Conservation and Development update town agencies were asked to report on physical improvements undertaken since completion of the last Plan of Conservation and Development (2005) as well as to indicate anticipated need for additional facilities or land acquisitions in the next ten years. These results are included in the following summaries. Figure 6-1 shows the locations of existing Town facilities referenced in this section.

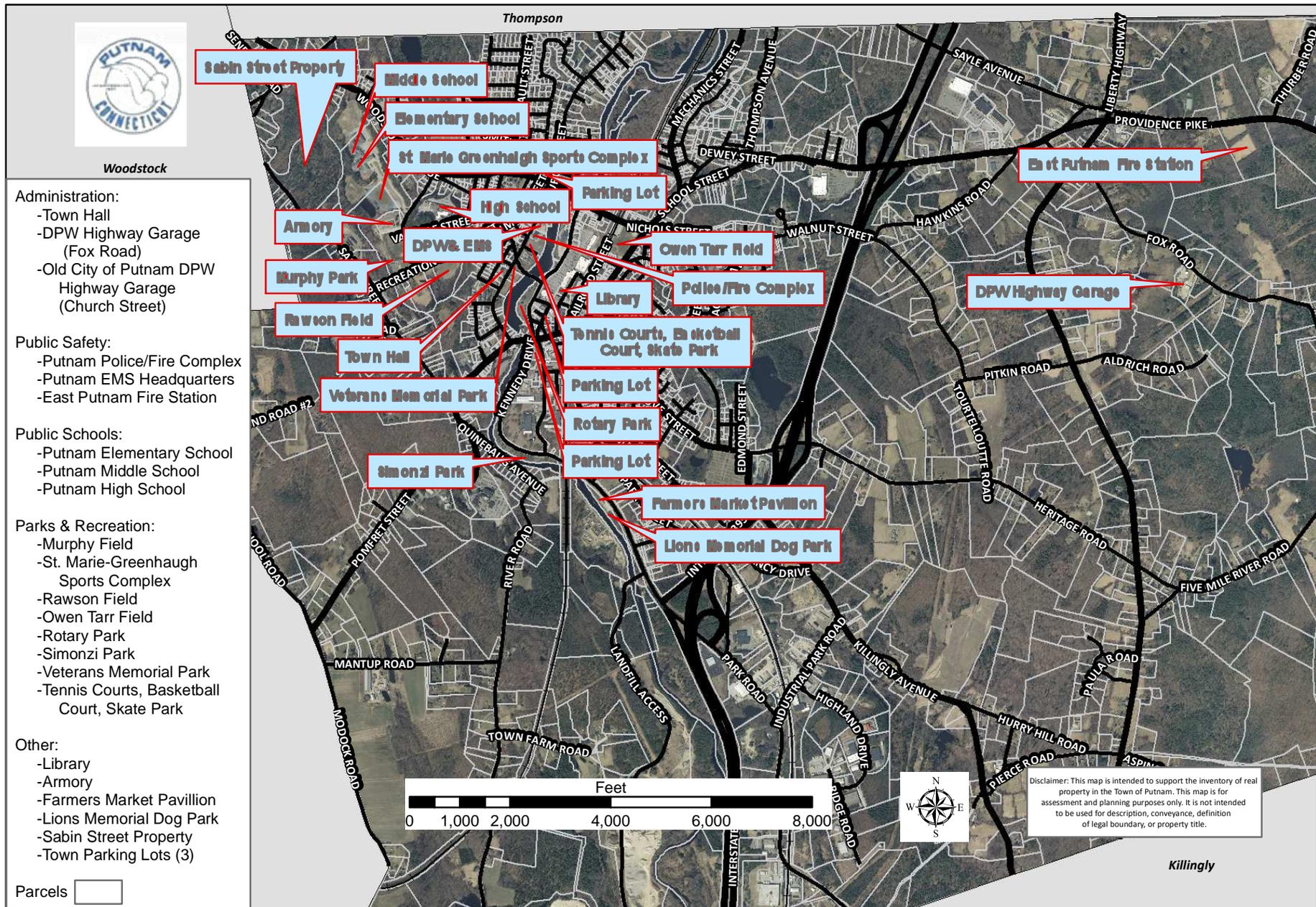
## **Town Hall and Library**

Computer upgrades and related office equipment additions for record storage were the prevalent changes in the last ten years for departments located at Town Hall. No expansion of work space or parking area has been undertaken to deal with the major deficiencies of cramped space and lack of off-street parking cited in the 2005 Plan of Conservation and Development. These deficiencies have been exacerbated by technology and needs for additional personnel. The issue of record storage continues to be a major need, increasingly paired with concerns about the ability of the current building's infrastructure to adequately and safely meet the needs of new technologies already in place or operationally desirable to be brought into Town hall (e.g. a climate-controlled vault for the Town Clerk's office or a Geographic Information System (GIS) and related equipment for use by the various Town departments and agencies). It was estimated in the 2000 Ames and Whitaker study that net useable building area of 16,029 square feet will be required to accommodate all administrative functions in Town Hall (Community and Economic Development, the Director of Public Works and some Board of Education departments are now located off-site) as well as to provide for expansion through the year 2020. The existing Town Hall provides a net useable area of only 7,100 square feet. In a study of the feasibility of renovating the existing Town Hall that was recently commissioned by the Facilities Study Committee, it was determined that to bring the Town Hall up to code would require an expenditure of \$4,000,000. It is noted that the Town's FY 2016 CIP includes funding for the immediate need to repair roof leaks within the existing Town Hall structure and for IT funding to establish a comprehensive GIS program for the Town.

Maintenance and refurbishment activities at the library since completion of the 2005 POCD have included exterior painting, lining of the chimney, removal of shrubs, painting of interior walls and window trim on the main floor adult side and offices, the addition of a security system with motion detectors and door contacts, the addition of handicapped doors in front of library, new signage in front of the library using the new logo and tagline, and a wireless network. Space deficiencies are exacerbated by necessary expansion of programs and services, as well as technology needs. Physical expansion of the building (9,000 square feet built in 1955 with children's wing added in 1979) or a new library building is needed to maintain adequate space for people, books, technology and staff. A space needs assessment from the State of Connecticut estimates that 16,726 square feet of net useable library space should be adequate through the year 2030. The present library is centrally located within the Downtown area at the southerly edge of the Riverview Commons shopping center, with 7 parking spaces in the rear and with use of the shopping center parking in the front.

After studying numerous options for the fulfillment of the space and service needs of the Town Hall and the Library, the Facilities Study Committee has recommended the construction of a combined Town Hall/Library facility on a portion of the Owen Tarr Field athletic complex at Providence Street and School Street. This structure would also provide needed storage to house Town historic records (see Chapter 4 of this POCD) and possibly provide a senior center to meet needs of the Town's burgeoning senior population (see Chapter 2, Population Projections, of this POCD). However, the construction of this facility comes with the caveat that athletic fields presently located at the Owen Tarr complex would need to be relocated in order to maintain the same level of recreational service presently provided by the Town. To accomplish this the Town is embarking on a plan to construct several new fields on a Town-owned property off Sabin Street, with access through the present Murphy Park sports complex which is directly across the Little River from the Sabin Street property, thereby in effect extending the Murphy Park complex and centralizing the Town's sports facilities.

**Figure 6-1: LOCATION OF TOWN FACILITIES**



## **Armory**

As required when the Armory was purchased from the state, the Town of Putnam will retain ownership of the building. Plans are to relocate the Recreation Director's office from Town Hall to the Armory, thereby placing the Director's office directly adjacent to the Town's recreation fields and associated school recreation areas and facilities. The building will have a gym, functional bathrooms and shower facilities, offering support for numerous recreational activities. Additionally, activities for seniors will be offered within the building, and consideration is being given for the building to be a voting location for District 1 and West Putnam as well. Further, it is planned to use a portion of the building as a maintenance area for the WPCA.

## **Public Works & Municipal Garage**

The Town of Putnam Public Works Department is responsible for planning, design, construction and maintenance of town-owned roadways, drains, buildings, grounds, equipment, and services. The Town employs thirteen individuals in a comprehensive public works program covering over approximately 65 miles of road, 24 miles of storm sewer, over 900 catch basins, over 90 acres of park and athletic fields, and 35 pieces of various types of motorized equipment. A conscious effort is made to train and utilize personnel in areas where there is a direct cost benefit in relationship to the job performed by the Town in comparison to using alternative service delivery methods. Alternative service delivery methods are used extensively where there is a proven cost savings. The Department employs a capital equipment replacement program to replace vehicles on a regular basis.

The municipal garage facilities have essentially been consolidated at the Fox Road location. The Public Works Department retains responsibility for the Church Street property where the City of Putnam DPW was formerly housed, and continues to use approximately one-half of the building for departmental vehicle storage. The other half of the Church Street building has been remodeled to accommodate two ambulances and associated emergency medical services. It is expected that additional vehicle storage areas and a salt/sand storage building will be needed in the future. There is adequate space at the Fox Road location to accommodate these expansion needs.

## **Educational Facilities**

The Putnam School District is composed of four buildings:

- Putnam Elementary School (Grades PK-5): This school was built in 1975 and has 106,592 sq. feet.
- Putnam Middle School (Grade 6-8): This school was built in 1992 and has 90,930 sq. feet.
- Putnam High School: (Grades 9-12): This school originally built in 1955 and had several additions. The high school is 87,000 sq. feet.
- Putnam Alternative Learning School (PALS): This program is officially part of the high school but operates out of a building at Murphy Park. PALS occupy 1,280 sq. feet.

In 2013, the town passed a renovation project for Putnam High School. This \$36.5 million will renovate Putnam High School "as new". As part of the renovation, the PALS program will be incorporated back into the high school building along with the Board of Education offices. The project will also provide for a new Medical Pathway program. Working in collaboration with Quinebaug Valley Community College, students in the Medical Pathway program will be able to gain college credits in several medical fields along with being able to participate in internships in the medical field.

In 2012 and 2013, the Putnam Board of Education solicited student enrollment projections from NESDEC. NESDEC is an education nonprofit consulting firm out of Massachusetts. NESDEC predicts that through 2017, K-5 enrollment will increase. Grades 6-8 enrollment will remain somewhat flat and high, school enrollment will increase. Overall projected ten year enrollment will increase from 2007 figures by approximately 160 students. Two factors will have the greatest impact on Putnam's future enrollment, a slightly increasing birth rate and resumption of in-migration to the district. This increase in in-migration will be caused by an improved economy, improvements in the high school facility and an increase in test scores as well as improved programming at each of the district's schools.

## **Fire Services**

***The Putnam Fire Department*** (PFD) was established in 1875 serving the former City of Putnam now identified as the Special Service District portion of the Town of Putnam and is located at the 189 Church Street Police/Fire Complex. The PFD is a "Volunteer" Fire Department serving the general population of approximately 7,250+/- within the District.

The Putnam Fire Department consists of the Fire Chief, three (3) Assistant Chiefs, Department Engineer, Safety Officer, Four Captains, Four (4) Lieutenants and thirty-six (36) firefighters. There are four (4) individual companies within the department, two (2) Engine Companies with a Captain and Lieutenant, one (1) Ladder Company with a Captain and Lieutenant and one (1) Rescue Company with a Captain and Lieutenant. Additionally, the Department has a Captain/Engineer responsible for training apparatus driver/operators and a Captain/Safety Officer responsible for a variety of department and fire ground operations that involves firefighter safety and personal protective equipment.

Presently PFD maintains seven (7) apparatus within the station house on Church Street:

2010 Squad 478	1992 Engine 278
2003 Ladder 178	1989 Engine 378
1999 Engine 178	2001 Service 478
1985 Rescue 478	

Squad 478 is the initial 1<sup>st</sup> response apparatus vehicle followed by Ladder 178, Engine 178 and Rescue 478. Additional apparatus will respond pending the nature of the specific incident involving structure fires.

The Putnam Fire Department has typically averaged approximately 180 +/- responses annually within the Special Service District ranging from structure fires, vehicle fires, hazardous material incidents, box alarms, accidental/unintentional alarms, and mutual aid to neighboring fire departments.

***The West Putnam Fire District***, being South of the Special Service District and West of the Quinebaug River, presently does not have any formal fire department protection available, and has contracted the services of the Putnam Special Service District Fire Department. The West Putnam Fire Tax District is responsible for providing Fire Service Protection to their respective population within the West Putnam District. The general population of the West Putnam Fire District, which is generally residential in character, is estimated at 300+/-.

***The East Putnam Fire District*** was formed in 1958 to provide fire protection and oversee emergency services for the taxpayers and residents of the district, which encompasses about 70% of the land mass of the Town of Putnam.

While the district is authorized to conduct a number of municipal responsibilities such as police protection, recreational fields and facilities, and sewage treatment, it focuses its annual budget on the training, equipment, and personnel needed to fund a professional, modern, 21<sup>st</sup> century volunteer fire department.

The East Putnam Fire Department consists of 30 highly trained members, 28 of whom are state qualified for interior firefighting. Twenty-seven are cross-trained as Emergency Medical Technicians. Seven members are also state certified fire service instructors. This ensures that when EPFD responds to a call, it has the fire and medical personnel to handle the situation. Due to this extensive medical training, EPFD holds a coveted R1 medical license from the State of Connecticut.

EPFD is equipped with six vehicles: two attack trucks for knocking down fires, a tanker for providing water, a rescue/EMT truck, a forestry/service vehicle for off-road fires and emergencies, and a military Humvee for additional off-road and bad weather capability. EPFD is also equipped with the “jaws of life” for extricating trapped vehicular accident victims.

In 2001, the district started a program of saving money for a new, modern fire station to replace the converted garage the district had leased since the 1950s. By 2011, it had enough funds to purchase its own piece of property at 263 Providence Pike. In 2013, it broke ground on a new, 13,000 sf facility that was designed and built to last 100 years. By August 2014, both the district and the department had moved into their new home.

The new facility includes plenty of office space, which was virtually nonexistent in the old station, including a district municipal office for the first time. It also has a large community room with a capacity to hold 100 people for meetings, fire service classes, hall rentals, and other activities. With its emergency backup generator and full kitchen, this new station can also serve as a resource and refuge for residents in times of disaster, providing a place to charge electronics and obtain fresh water and other supplies.

## **Police Services**

Putnam Special Services District police services are also headquartered at 189 Church Street, within a structure built in 1966 and an attached portable structure. The Department is dedicated to maintain a safe and secure environment for the community utilizing the concepts of community policing. Security systems wired directly in to the Police Department are available to commercial or industrial firms. The Special Services District police force consists of fifteen full-time officers, a chief, a deputy, thirteen patrolmen (including sergeants and detectives), eight auxiliary, three full-time and nine part-time dispatchers, one part-time Evidence Technician, and one full-time and three part-time clerical positions, and includes patrol, investigation, bicycle units and DARE (Drug Abuse Resistance Education) instructors for public school programs. The Town utilizes the 911 emergency telephone system with control dispatch. The Putnam Emergency Dispatch Center, which handles all emergency and routine calls for the Putnam Fire Department, Putnam Police Department and the Putnam Ambulance Corps, is also housed at this location. There has been preliminary discussion about expanding Putnam's police services to cover the Industrial Park and the Quinebaug Regional Technology Park.

Police services outside the Special Services District are handled by the Connecticut State Police.

## **Waste Management**

Prior to 1998, the Town operated a local landfill that has been closed and capped in accord with Connecticut DEEP standards. The Public Works Department is responsible for periodic inspections and reporting on groundwater monitoring wells located at the site. The Town engages a vendor to provide curbside trash and recycling pick-up to residential structures of 6 families or less. The trash is hauled to the waste-to-energy facility in Lisbon, Connecticut owned by Wheelabrator Lisbon, Inc.; recyclables are sold to various markets.

## **Water & Sewer: WPCA**

The Water Pollution Control Authority (WPCA) is responsible for water and sewer services in the Town of Putnam. The Authority advocates a strict regimen of maintenance and quality control for its facilities and operating systems.

## *Water*

With limited exception, the Town's water and sewer service areas correspond to the Special Services District and the Industrial Park. Presently the water service area is being expanded to include the Quinebaug Regional Technology Park. Water service is also provided to approximately 17 residences on Oak Hill Drive in Thompson, approximately 43 residences in Woodstock, and to commercial development on Route 44 east of Exit 47 (formerly exit 97) to Hawkins Road. An estimated 25 residences in the Special Services District have private wells. The facilities associated with the water system include a 4 mgd pre-fabricated building and treatment unit facility built in 1994; two one million gallon water storage tanks: one located on Richmond Road and one located on Ridge Road; well house buildings; more than 250 fire hydrants; and approximately 38 miles of distribution piping.

There are two primary water supply sources for the Putnam municipal water company, operated by the Putnam Water Pollution Control Authority:

- (1) Surface water from the Little River is diverted via a man-made dam to the Peake Brook Road water treatment plant (WTP) located in Woodstock. This source provides approximately 40% to 60% of total water demand. The Town's Peake Road water treatment plant has a three million gallon daily maximum capacity with an average daily production of 800,000 gallons. A 7,000 foot 12-inch water main connects the water plant with the downtown area. In October of 2013 the Connecticut Department of Energy and Environmental Protection issued a Water Diversion Permit to the Putnam WPCA allowing Putnam to withdraw a maximum of 1.80 million gallons of water per day from the Little River for public water supply needs. The permit is valid for 25 years until October 2038.
- (2) The Town's second water source is groundwater from a well field off Park Road. Groundwater is diverted to the water system from 10 production wells located in the well field. Diverted groundwater provides about 40% to 60% of total demand. In January 2014, the WPCA received from DEEP a permit to withdraw 1.80 million gallons of water per day from the Park Road Well Field. This permit expires after 25 years in January 2039. A portion of the Town's drinking water system improvement projects in this well field, including the construction of a new treatment building, the installation of six new production wells, one replacement well, and the activation of one inactive well, have been completed.

The Town's water supply is adequate, but the WPCA continues to investigate additional supplies to enhance the current supply. The WPCA executed an agreement on March 25, 2010, with the Connecticut Water Company to supply up to 0.8 MGD of additional water from sources outside the Putnam system. Via an interconnection to Killingly in Tracy Road, emergency water supply service is provided at the Killingly border. This interconnection to Killingly also allows Putnam to purchase water from Connecticut Water Company.

Fire protection flows are good to excellent in all areas of the Town served by this municipal service.

Under a Supplemental Environmental Program, the Water Pollution Control Authority has installed a treatment facility to recycle water used in the filtration process instead of depositing it into the sewer system.

The WPCA is exploring options for the removal of manganese and iron from the water supplied by the Park Road wellfield wells.

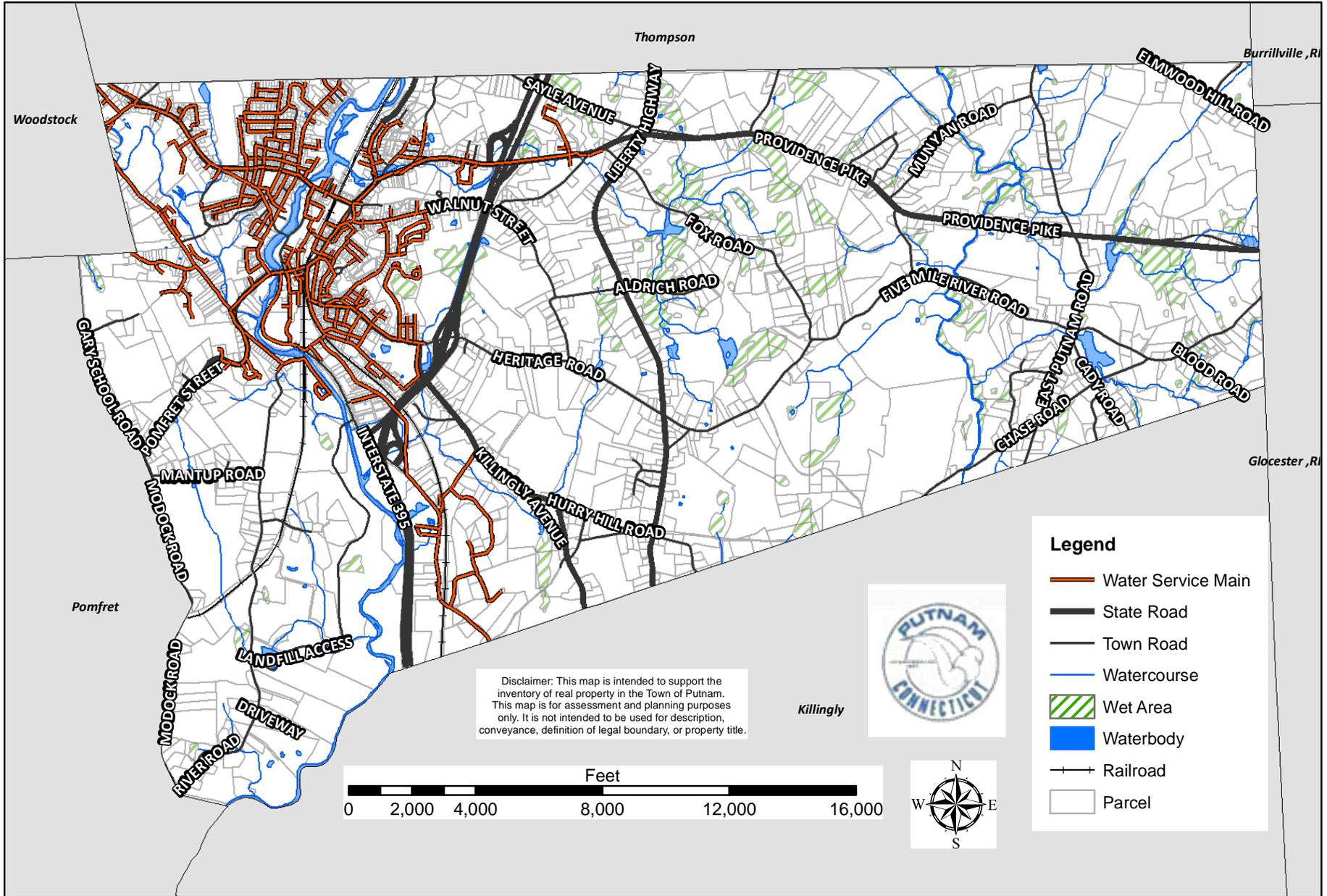
A \$15,495,000 project to reline or replace old pipes in the water system has been approved and engineering for the project is completed. Currently work is under way to reline and/or replace approximately 32,000 linear feet of existing water mains. BETA Engineering has completed the plans. Work on the water mains commenced in 2015 and will be completed in 2017.

The Town's "Water Supply Plan" (CME Engineering, Inc.), has been revised and submitted to the Connecticut Department of Public Health, where it is under review. In the interim before the Plan's formal approval, the WPCA continues to operate under the plan as revised and submitted.

Water rates for the Town are based on use: 0-20 = \$4.98 per thousand gallons; 20.1 – 50 = \$5.17 per thousand gallons; over 50.1 = \$5.37 per thousand gallons. After all water increases, the rates are as follows: 0 - 20,000 = \$5.97 per thousand gallons; 20,100 to 50,000 = \$6.20 per thousand gallons; over 50,000 = \$6.45 per thousand gallons. Minimum quarterly charges for service are in effect and based on meter size. Based on the increase above, the Town has adopted water rates that are expected to be sufficient to pay debt service incurred for the Water Project.

Figure 6-2 shows municipal water supply areas.

**Figure 6-2: MUNICIPAL WATER SERVICE AREAS**



## *Sewer*

The Town of Putnam WPCA's sewage system serves the densely populated areas of Town, primarily the Special Services District, and the industrial park. The existing sewage treatment plant, in operation since 1971, has an average daily flow capacity of 3.5 mgd. Since preparation of the last Plan of Conservation and Development in 2005 the WPCA has completed a 100% treatment plant upgrade. The average daily effluent of the system is approximately 1.2 million gallons and the sewer treatment plant has a reserve capacity of 1.7 million gallons. Improvements to the wastewater treatment plant and the change from chlorine gas to the safer sodium hypochlorite in the disinfecting process has improved the effluent to the point that it is of consistently better quality than the river into which it is discharged (the Quinebaug River). Improvements to the sewer pumping stations and collection system have been ongoing, and the WPCA has completed an \$18.8 million project funded by the USDA to upgrade the headworks and disinfection system, construct an administration building, construct a third secondary settling tank, upgrade the existing sludge pumping system, repair existing buildings, update the plant's electric service, modify the aeration tanks, add a new blower building, add a chemical phosphorus removal system, add an intermediate pumping system, and add an effluent filtration system. This project is almost 100% complete. The Water Pollution Control Authority, through this issue, is going to upgrade or rebuild the ten (10) existing lift stations in the system. The lift station contract has been awarded and work is progressing on this project with a completion date by the end of 2015.

Sewer rates for most users are billed quarterly at \$91.85 depending on the type of usage. Industrial rates are metered with a rate of \$4.85 per thousand gallons. Based on increases recommended by the Consultant and the Town's own adopted sewer rate increase, sewer revenues are expected to be sufficient to pay sewer utility expenses, including debt service.

In 2015, the Connecticut General statutes were amended to require the following:

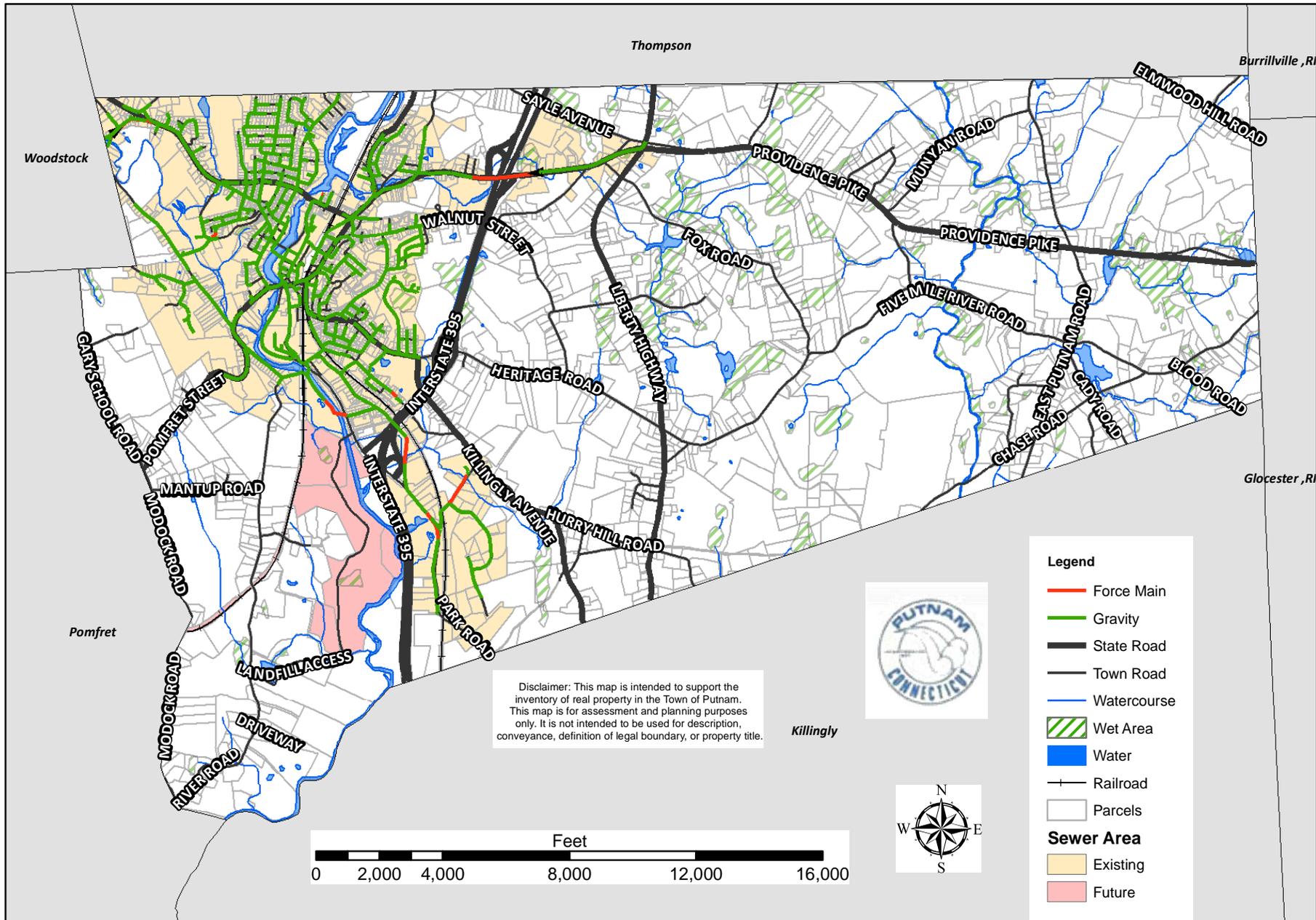
Any municipal plan of conservation and development scheduled for adoption on or after July 1, 2015, shall identify the general location and extent of any (1) areas served by existing sewerage systems, (2) areas where sewerage systems are planned, and (3) areas where sewers are to be avoided. In identifying such areas, the commission shall consider the provisions of this section and the priority funding area provisions as defined in the Connecticut General Statutes.

Presently, sewer service outside the Special Services District is confined to Route 44 east of Exit 47 (formerly exit 97) to Route 21 (Liberty Highway), and the Putnam Industrial Park. Within the past year the sewer service has been expanded to the Quinebaug Regional Technology Park Phase 1, and is presently serving the YMCA.

The Town of Putnam is actively negotiating with the Town of Pomfret to allow Pomfret to tie into the sewer plant to serve that town's need for disposal of wastewater from two private schools (Pomfret and the Rectory) and the Loos Corporation.

Figure 6-3 shows existing and planned publically-initiated sanitary sewer service expansion areas, including planned sewer service to the Quinebaug Regional Technology Park and the planned sewer service to Pomfret along the Air Line Trail. As a way of encouraging infill and redevelopment, the POCD does not advocate the extension of the public sewer beyond these areas; however, conceivably the sewer service area could be further expanded as a result of growth by private developer initiated extensions for sewer service as a condition of project approval.

**Figure 6-3: EXISTING AND PROJECTED FUTURE SANITARY SEWER SERVICE AREAS**



## Storm Water Sewers

Approximately 20 miles of the town-maintained roads include a piped storm water system. The town is subject to the EPA Municipal Separate Storm Sewer System (MS4) program, which is primarily centered in the Special Services District and surrounding urbanized area. An MS4 is defined by EPA as a conveyance or system of conveyances that is: (1) Owned by a state, city, town, village, or other public entity that discharges to waters of the U.S.; (2) Designed or used to collect or convey stormwater (including storm drains, pipes, ditches, etc.); (3) Not a combined sewer; and (4) Not part of a Publicly Owned Treatment Works (sewage treatment plant). The MS4 Program is a comprehensive program to improve the quality of stormwater runoff, the purpose of which is to eliminate or greatly reduce the entrance of pollutants into local watercourses – which are generally the ultimate receptor of stormwater runoff that enters stormwater catch basins. This EPA-mandated program requires that local municipalities take certain measures to reduce the quantity of pollutants that stormwater runoff carries into storm sewer conveyance systems, thereby increasing the quality of the receiving waters. The DPW reports annually to the Connecticut Department of Energy and Environmental Protection, who is the program administrator for Connecticut communities, per MS4 Program requirements.

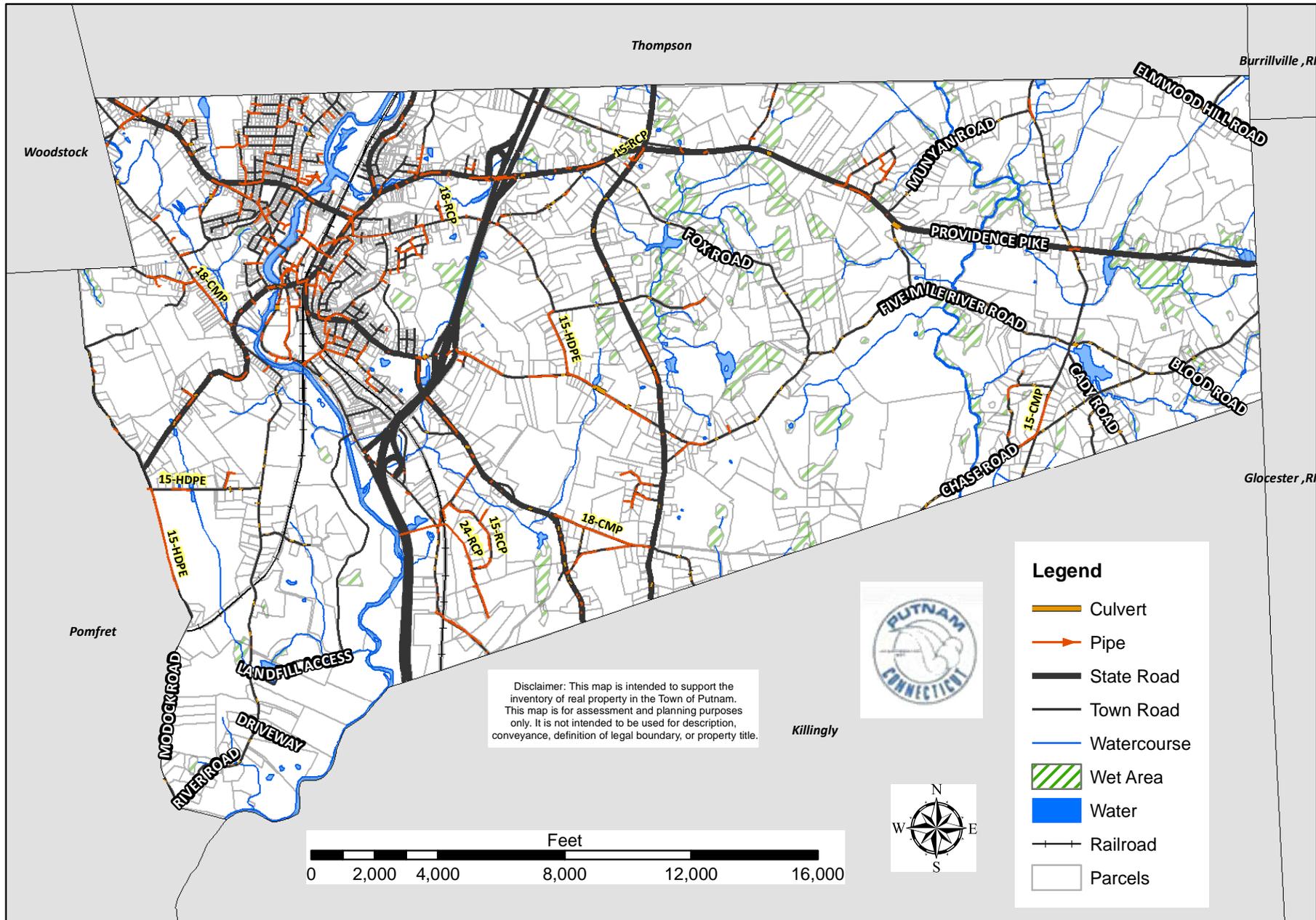
In the fall of 2013, the Town, with the assistance of students in the Putnam High School Transition Program as part of the work component of their Program, stenciled all of the storm drains in the MS4. This stenciling was done to remind residents that they should not dump pollutants into storm drains because anything dumped into a storm drain ultimately ends up in a local watercourse. Over time some of the stenciling has faded or will fade, bringing the opportunity for students to re-stencil the storm drains in future years.

In 2013 the Town adopted a *Municipal Storm Sewer Management Ordinance*. The Ordinance establishes methods for controlling the introduction of pollutants into the municipal separate storm sewer system by regulating the contribution of pollutants into the system, prohibiting illicit discharges and illegal connections to the system, preventing non-stormwater discharges into the system, and establishing the legal authority to carry out all necessary enforcement procedures.

The DPW regularly employs “good housekeeping” measures such as annual street sweeping and catchbasin cleaning in its street maintenance activities, and regular monitoring of stormwater discharges is done as required per the stormwater general permit.

In connection with the engineering for the above referenced water main repair/replacement project, the Town has collected all of the field data needed to create Geographic Information System (GIS) datalayers that show all of the Town’s MS4 area stormwater structures and appurtenances. This is in addition to the collection of all of the field data needed to create GIS datalayers of the Town’s existing sanitary sewer system and of the Town’s existing water distribution system. Upon full implementation of a town-wide GIS over the next several upcoming months, these datalayers will provide the baseline information necessary for investigating and locating needed upgrades/repairs to the stormwater system and any illicit connections to the sanitary sewer system or otherwise, as well as the ongoing work on the water distribution that is under way in 2015. Figure 6-4 shows the MS4 storm water areas.

**Figure 6-4: MS4 STORMWATER AREAS**



## **Public Health Services**

Public health services for Putnam are provided by the Northeast District Department of Health (NDDH). The NDDH office, located in Brooklyn, services 11 area towns. The Department provides all services required of a Connecticut public health agency by statute. This includes review of on-site septic systems and water supplies.

## **Social Services**

### **Following are social services and agencies available to Putnam residents:**

- United Services is one of Connecticut's most comprehensive private, non-profit behavioral health centers, providing mental and behavioral health education, prevention, treatment and social services to the adults, children, families and businesses of Northeast Connecticut since 1964.
- National Alliance of Mental Illness Windham County (NAMI) is a national non-profit grassroots organization founded in 1979 offering free services to the mentally ill and their families. NAMI offers support groups, education, public awareness and advocacy. The motto of NAMI, "you are not alone", is supported by all the services they offer.
- The Access Community Action Agency is a federal and state designated non-profit Community Action Agency (CAA) that has been working with the low-income population of eastern Connecticut since 1965. The Agency takes a comprehensive, holistic approach to examining the poverty related issues that its clients and their families face, and with them develop customized individual plans to help them overcome the challenges they face.
- The Greater Putnam Interfaith Council (GPIC) is a council of lay members and clergy representing faith communities within the town of Putnam and surrounding towns in Northeast Connecticut. Interfaith Human Services of Putnam (IHSP) is a human service organization whose mission is to serve people in need or in transition in the greater Putnam area. The GPIC provides public awareness about the services of the IHSP and promotes programs on faithfulness and mutual understanding among all faith communities. The GPIC is also the group that the Town of Putnam relies upon for faith based events such as a Memorial Day service, The Healing Wall, and 9/11 Memorial services, and the longest running Thanksgiving Service in Putnam.
- The Daily Bread Food Pantry is a client choice Food Pantry. Individuals visiting the food pantry are assisted by a volunteer and together they select the items needed for the family. This provides them with the opportunity to choose what they will eat instead of being provided with a predetermined bag of food items. Open three days a week, the Food Pantry provides emergency, supplemental food assistance as well as personal care items for people in need that meet the criteria for assistance. Clients receive Milk and Farmer's Market Coupons [in season]. Coupons are distributed by family size. The IHSP-Daily Bread Food Pantry is a member of the Connecticut Food Bank and also receives and distributes government surplus staples to clients.
- The Thompson Ecumenical Empowerment Group (TEEG), while based in Thompson and Woodstock, makes some services available to Putnam residents, including food distribution for individuals and families in crisis, community garden and nutrition education, fuel/energy

assistance, music lesson scholarship applications, Diaper Bank referrals, Parents Empowered Education Series, Gambler's Anonymous, and Anger Aside (a grant-dependent six week anger management course for individuals and couples).

Residents seeking social services may be referred to these agencies if appropriate, or are referred to the "211" line, the United Way of Connecticut's help line, for assistance in finding state or federal social services that are most appropriate for their particular needs.

The Town offers a limited budget in general assistance for emergencies and family relocation, generally in the range of \$3,500. The Town also operates a residential rent rebate program for qualified seniors.

## **Parks and Recreation Facilities**

The Recreation Department outlined goals in the 2005 Plan of Conservation and Development that have been met during the past ten years. The Department has been able to meet the goals outlined in the 2005 plan, as follows:

- The Department has been able to do improvements to Murphy Park that included the dismantling of the dam in Little River. The river is now a passive recreation area for fishing and boating.
- The Town is in the process of being involved with the Greater Hartford YMCA that would bring an indoor swimming pool, community rooms, and a gymnasium and fitness center for town availability. This facility is being built off of Kennedy Drive near Exit 45 (formerly exit 95) on Rte. 395, in conjunction with the Quinebaug Regional Technology Park.
- The irrigation system at all of our parks was upgraded with the upgrade to our pump station.
- Paving was done at Owen Tarr Park to upgrade the walking trail and parking lot.
- With cooperative efforts from Economic Development and Public Works the Town created a Farmers' Market Pavilion along with a Dog Park as part of the River Trail along Kennedy Drive.
- Economic Development did a streetscape project on Providence Street that created two pocket parks for passive use.
- The track at St. Marie-Greenhalgh Sports Complex was re-surfaced and should last for the next ten years.
- Rotary Park has a new driveway entrance and has eliminated the bubbler while upgrading the water connections to install a bathroom in the Bandstand at Rotary Park.
- The Lions Memorial Dog Park has been completed and is in service.

Development activities envisioned over the next ten years include the following:

- Completion of the YMCA.
- Completion of the construction of a link in the River Trail from its present terminus at the Farmers' Market Pavilion to the trail system that will be constructed along with the YMCA and the Quinebaug Regional Technology Park.

- Completion of the construction of the Air Line Trail from its present terminus at the River Trail along Kennedy Drive to Modock Road (the State of Connecticut, and/or the Town of Pomfret in conjunction with a sewerage connection from Pomfret to the Putnam sewage treatment plant, will be constructing the section of the trail from Town Farm Road to the Pomfret town line).
- Working on relocation of the tennis courts, basketball courts, and skate park that are presently located on Church Street adjacent to the Police Station and Fire Station to Murphy Park.
- As noted above, the Town of Putnam is developing a plan to relocate the Owen Tarr Park sports fields, presently located on Providence Street, to a Town-owned property on Sabin Street that is located behind the practice football field off of Wicker Street. This new athletic complex is planned to have baseball fields, softball fields, soccer fields, a football field, a utility building, lighting and irrigation. This complex is planned to be developed in conjunction with the usage of Owen Tarr Park for a Town Hall/Library/Municipal center, which is planned to also include a Town playground within remaining green space at the site.
- Also as noted above, the Town plans to rehabilitate the Armory building for offices, gym space, and meeting rooms with a kitchen, and it is planned to relocate the Recreational offices to the building as well. A senior activities center is planned to be located within the Armory building as well.
- In order to replace recreational land that would be lost at Owen Tarr Field upon the construction of the Town Hall/Library complex on that site, the Town will be working on the establishment of a recreation area on Town-owned land off River Road, located proximate to the entrance road to the former Town Landfill site.

The school system will be building a new gymnasium as part of the High School remodeling project. The property behind Putnam Middle School is still in need of a better concept to serve the school system's outdoor sports (baseball, soccer, softball). There is a plan designed to re-create the property into new baseball, soccer and softball fields; this would serve school and recreation needs.

The Recreation Department notes a need for building work at Owen Tarr Park and Murphy Park to accommodate needed interior remodeling.

The Recreation Director feels that attention should be paid to existing facilities, and that the Town has adequate recreation space for the foreseeable future.

Table 6-1 provides a comprehensive listing of the Town of Putnam's existing recreation and open space areas (non-protected). Figure 6-1 shows the location of these areas.

**Table 6-1: Town of Putnam Recreation/Open Space Facilities**

**Active Recreation Areas:**

St. Marie-Greenhalgh Sports Complex – Wicker Street

- Track and football / soccer field with grandstands, multi-purpose building

Murphy Park – Keech Street:

- Multi-purpose ball fields, bleachers, rest rooms, recreation building, summer camp, nature trail, and toddler’s playground

Owen Tarr Park – Providence Street and Route 44:

- Lighted baseball/softball/soccer field, walking track

Skateboard Park – Church Street:

- Skateboard area, three tennis courts, one basketball court

Rawson Field – Recreation Park Road:

- Youth Soccer Field

King's Field - South Main and King Streets:

- Youth field, sledding

School Fields – Israel Putnam Way:

- Two softball fields, one soccer field, one practice football field

Hampshire Heights (Putnam Housing Authority properties):

- One basketball court, community building, two playgrounds

Project Adventure areas at the Middle School and High School

Simonzi Park – Kennedy Drive

Rotary Park and Bandstand – Kennedy Drive

Putnam River Trail – along Kennedy Drive and the Quinebaug River

Farmers’ Market – Kennedy Drive

Lions Memorial Dog Park – Kennedy Drive

**Table 6-1 (continued)**

**Passive Recreation Areas:**

Veteran's Memorial Park – Bridge Street and Church Street

Miller Park – Kennedy Drive and Providence Street

Civic Memorial Park – Grove Street and Ring Street

Providence Street Pocket Parks (2):

- Corner of Providence Street and Marshall Street
- Providence Street Parking Lot

Public Benches – one on Grove Street, one on Providence Street, two at Wilkinson Street/Genevieve Street intersection, and one at park on Chase Street

Hurlbert's Pond (leased – public skating allowed)

Sources: Town of Putnam: Recreation Department, Assessor's Office Records

## **Capital Improvements Program**

The primary implementation tool for the items referenced in this chapter would be the Capital Improvements Program (CIP). Presently, Putnam's CIP is based on a five-year planning horizon, which is updated on an annual basis to set the capital improvements budget for the upcoming fiscal year. The purpose of the CIP is to set the path to the funding of non-recurring (generally one-time) expenditures in excess of \$5,000 and having a life cycle of greater than one year, typically 10 years or more (as opposed to annual operating budgets, which fund day-to-day activities). Every year the Planning Commission reviews and reports on the annual capital improvements budget, pursuant to Section 8-24 of the Connecticut General Statutes.

From the outset of this Plan of Conservation and Development update, it has been intended to put forth potential ways to improve the linkages between the Capital Improvements Program (CIP) and the POCD in the future. This includes linkages relative to ongoing budgetary needs such as equipment replacement (for example, vehicles or computer hardware), specific budgetary items such as public facility construction and/or renovation (for example, the High School presently, sidewalks and bridges presently and in the future (see the Bridges and the Connecticut Local Bridge Program subsection and the Sidewalks subsection of Chapter 7, Transportation, of this POCD) and the Town Hall/Library in the future), and economic development/enhancement projects (see the Quinebaug Regional Tech Park subsection of Chapter 8, Economic Development, of this POCD).

In designing the CIP, it is of utmost importance to include the costs of upgrades to facilities and replacement of equipment on an ongoing basis. This is particularly important for the DPW/WPCA and the Parks and Recreation facilities. Too often a community will neglect the funding of this aspect of the CIP, particularly in difficult economic times when scarce revenue sources are allocated to other areas of the community's budget, causing the community to fall behind in maintenance and equipment upgrade and replacement needs, after which it is difficult to catch up financially. Consequently the CIP must be designed to establish a balance in the annual capital improvement budgets between present and future capital needs and the annual operating budgets of the Town. This design should include a ranking system for prioritizing capital improvements by need and benefit to the Town.

### **Goals and Plan Objectives: Public Facilities/Services**

**The following Goals and Objectives are recommended to allow the Town to achieve the overarching goal of providing adequate public facilities and services. Recommended Action Steps to fulfill the objectives are listed in Table 10-1.**

**Goal: PROVIDE PUBLIC FACILITIES AND SERVICES IN THE TOWN THAT WILL CONTINUE TO MEET THE APPLICABLE SOCIAL AND ECONOMIC NEEDS OF ALL OF PUTNAM'S PRESENT AND FUTURE RESIDENTS.**

**Objective:** Manage ongoing upgrades, replacement and construction of necessary public facilities through the Capital Improvements Program

**Objective:** Maintain a high level of Town safety and maintenance services, and access to social services

**Objective:** Continue the ongoing planning for the future Town Hall, Library, recreation fields, and adequate record storage and display areas for historic records of the Town, and the future use of the Armory building

## Chapter 7 Transportation

### Existing Roads

The Town of Putnam is traversed by Interstate 395, U.S. Route 44, Connecticut Route 12, Connecticut Route 21 and Connecticut Route 171. As of December 31, 2012 the Town of Putnam had a total of 86.53 miles of public roads. Seventy-five percent of these (65.22 miles) are maintained by the Town. The remainder (21.31 miles), which is maintained by the Connecticut Department of Transportation (CT DOT), consists of U.S. Route 44, and Connecticut Routes 12, 21, and 171. See Figure 7-1.

### Functional Road Classification

For planning purposes the regional planning agency (as required by the Federal Government) has categorized these roads based on the service they are intended to provide in the road network. Broadly defined these “functional classifications” are interstates (some statewide as well as interstate travel), arterials (carry most of the trips entering and leaving urbanized areas), collector roads (link to the arterials), and local streets (provide access to adjacent land. More detailed definitions for these classifications are as follows:

1. **Interstates** are defined as those highways that serve substantial statewide or interstate travel.
2. **Principal Arterials** serve the major centers of activity of urbanized areas, the highest traffic volume corridors and the longest trips. These roads carry a high proportion of the total urban area travel even though it constitutes a relatively small percentage of the total roadway network. The principal arterial carries most of the trips entering and leaving the urban area, as well as most of the through movements bypassing the central city.
3. **Minor Arterials** are defined as those roads that provide service to large towns or areas within the County not served by the arterial system; and roads that link these towns or areas with the arterial system.
4. **Rural Minor Collector and Urban Collector Roads** are defined as those roads that bring traffic from a local road to a major collector road; provide service to smaller communities not served by other larger systems; and link local traffic generators with their rural areas.
5. **Local Roads and Streets** are defined as roads that traverse relatively short distances; serve primarily as access to adjacent land; and all other roads not already classified as arterials or collectors.

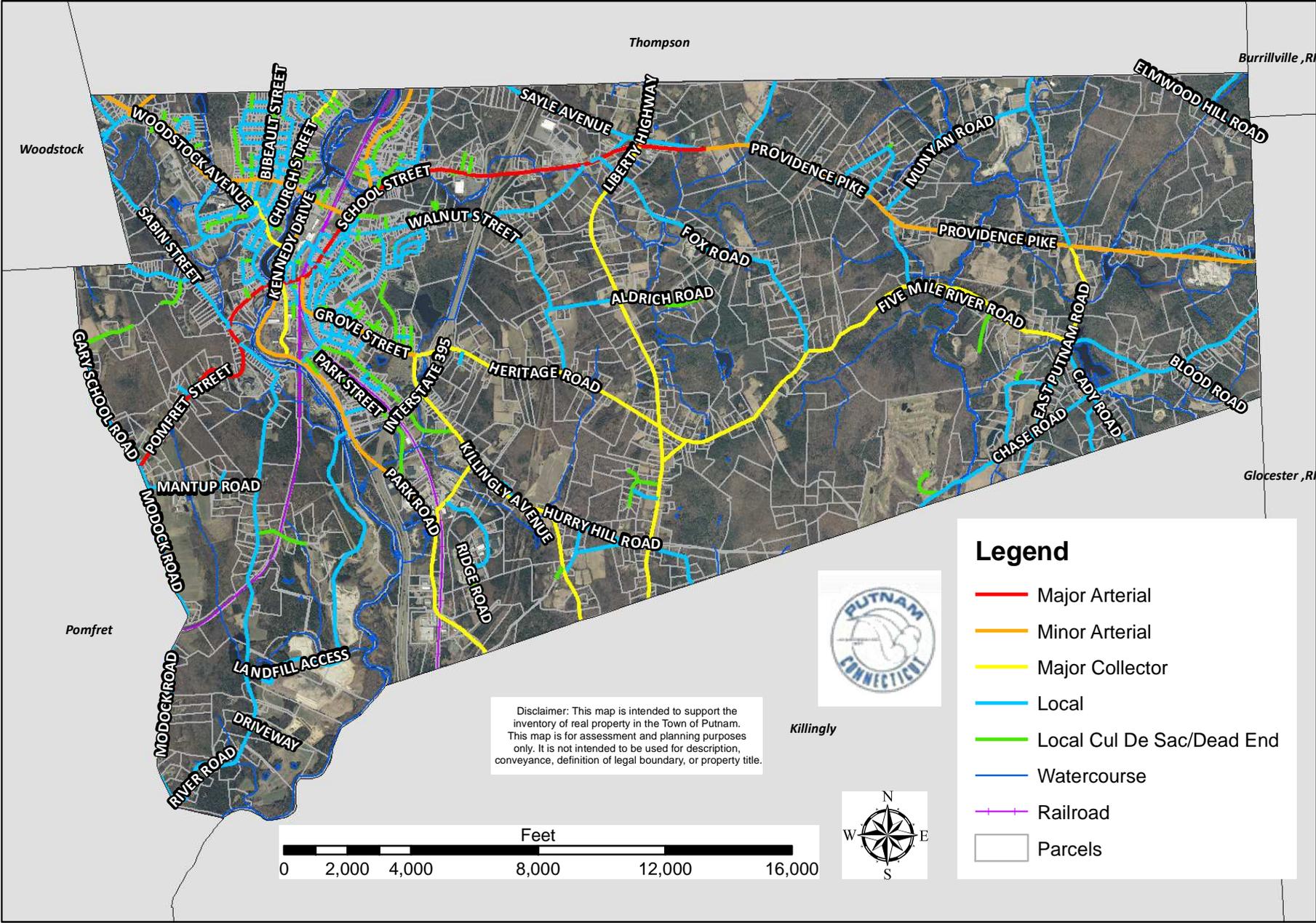
These functional classifications are important because roadways that are classified as Minor Arterials, Principal Arterials or Interstate are eligible for Federal Aid or Non-Federal Aid through the regionally administered Transportation Improvement Program (TIP) for road reconstruction projects. Functional classifications are also useful in the Town’s deliberations on zoning map and text changes, whereby zoning can be tailored to the adjacent roadway’s carrying capacity, and, conversely, roadway changes and modifications can be tailored to service the land uses permitted under the zoning classifications along the roadway. Table 7-1 is a summary of the functional classifications of the roadways in Putnam as shown on Figure 7-1.

**Table 7-1: Functional Road Classifications, Putnam, Connecticut**

<b>Classification</b>	<b>Locations</b>
Interstate	I-395
Principal Arterial	Route 44 from Quinebaug Avenue to Thurber Road
Minor Arterials	Route 171 (Woodstock Avenue / Providence Street) Route 12 from School Street to Thompson Town Line Kennedy Drive from Exit 45 (formerly exit 95) I-395 to Providence Street Park Road from Exit 45 (formerly exit 95) I-395 to Industrial Park Road Route 44 from Pomfret Town Line to Quinebaug Avenue Route 12 from Front Street to Killingly Avenue / Heritage Road Route 44 from Thurber Road to the Rhode Island State Line
Collector Roads	Woodstock Avenue / Bridge Street from Wicker Street to Kennedy Drive Church Street from Route 44 (Pomfret Street) to the Thompson Town Line Canal Street from Front Street to Kennedy Drive Park Road from Industrial Park Road to Killingly Town Line Industrial Park Road from Park Road to Route 12 (Killingly Avenue) Route 12 (Killingly Avenue) from Grove Street / Heritage Road to the Killingly Town Line Heritage Road / Five Mile River Road from Grove Street / Route 12 (Killingly Avenue) to East Putnam Road East Putnam Road from Five Mile River Road to Route 44 (Providence Pike) Route 21 (Liberty Highway from the Thompson Town Line to the Killingly Town Line) Wilson Street from Route 21 (Liberty Highway) to Five Mile River Road
Local Roads	All other roads

Source: Connecticut Department of Transportation

**Figure 7-1: ROADWAY FUNCTIONAL CLASSIFICATION**



## Accident Data

Accident data for all public roadways in the state has recently been compiled by the University of Connecticut, in the Connecticut Crash Data Repository. Data available in the Repository is for the period 1995 – 2012. Table 7-2 shows the intersections in Putnam with the highest cumulative number of accidents involving two motor vehicles occurred in the period from January 1, 2010 – December 31, 2012.

**Table 7-2: Accident Data – Intersections with the highest cumulative number of accidents involving two motor vehicles  
January 1, 2010 – December 31, 2012**

<b>Intersections:</b>	<b>No. of Accidents:</b>
I-395 / Route 44 Interchanges*	24
Route 44 / Kennedy Drive	21
Route 171 / Church Street	14
Route 44 / Route 171	14
I-395 / Kennedy Drive Interchanges	13
Route 44 / Mechanics Street (Route 12)	9
Route 44 / Route 21	9
Route 171 / West Thompson Road	8
Route 44 / Stop & Shop driveway	7
Route 171 / Woodstock Avenue	7
Route 44 / South Main Street (Route 12)	7
Kennedy Drive / Bridge Street	6
Route 44 / Walmart driveway*	6
Route 44 / Mary Crest Drive	4
Route 44 / Gary School Road	4
Route 44 / McDonalds driveway	4
Monohansett Street / Main Street	3
171/ Van Den Noort Street	3
Kennedy Drive / Massicotte Circle	3
Route 12 / Ring Street	3

Source: UCONN, Connecticut Crash Data Repository

\*Note that no figures are available for the combined Walmart driveway and I-395 southbound on and off ramps intersection at Route 44, which was constructed in 2013.

The state's Suggested List of Surveillance Study Sites (SLOSS) lists locations at which the rates of accidents are excessive in relation to the volume of traffic. The SLOSS is reviewed annually by CT DOT; locations are selected for improvements based on severity and cost-effectiveness of improvements, which may range from signage or signalization to road reconfiguration. The SLOSS is not made public, but the DOT may consider the intersections listed above, which are all along state highways, for priority funding to make roadway improvements that would enhance performance and safety at these intersections. In discussion at the POCD Update Committee meeting sessions, Committee members noted that the Town should monitor state programs whereby the Town may have the opportunity to work with the state to make safety and efficiency improvements to these intersections, such as signal retiming, creation of dedicated turning lanes, and (with particular attention to the Providence Street/School Street/Barber Street/Nichols Street, and the Main Street/Front Street/Pomfret Street intersections), the possibility of the construction of roundabouts.

## **Traffic Counts**

Average daily traffic (ADT) counts taken in 2004 and 2013 by the Connecticut Department of Transportation are shown on Table 7-3 and shown on Figures 7-2 and 7-3, which summarize counts at locations on selected segments of the roadways listed in Table 7-3 where the ADT is greater than 2,000. Traffic trends on these roadways were determined by comparing the 2013 counts to the 2004 counts. All but two roadway segments experienced traffic volume decreases. The two segments that experienced a rate of increase were Pomfret Street (Rt. 44) west of Church Street and Front Street (Rt. 44) west of South Main Street. Roadway segments showing notably less traffic in 2013 than they did in 2004 include Grove Street (Rt. 12) north of Industrial Park Road, School Street (Rt. 44) east of the I-395 southbound exit, and School Street (Rt. 44) west of Providence Street (Rt. 171).

In discussion at the POCD Update Committee meeting sessions, Committee members, having reviewed Table 7-3, noted that, with a few exceptions, overall, traffic counts on Putnam's roadways have decreased substantially over the past ten years or so. Consequently, the Committee members have suggested that transportation planning over the 10-year planning horizon of this POCD should not be focused on the creation of new roadways (with the obvious exception of the roadways associated with the Quinebaug Regional Technology Park, a portion of which is under construction at this writing, for key economic development purposes), but, rather, transportation planning efforts should be focused on repair, refurbishing, updating, and, if necessary, replacement, of existing transportation infrastructure and services, with the ultimate goals and objectives of increasing transportation safety and efficiency while working toward the creation of a state of the art multi-modal transportation system within the Town. Such a transportation system would not be focused strictly on automobile travel; rather, it would also include enhancements to all modes of transportation available to Putnam residents and visitors, including but not limited to bicycles, walking, transit, and rail. This chapter gives further information on the various aspects of transportation infrastructure and services that warrant attention in this regard.

**Table 7-3: Putnam, Connecticut, Average Daily Traffic (ADT)\* Trends, Selected Roadway Segments**

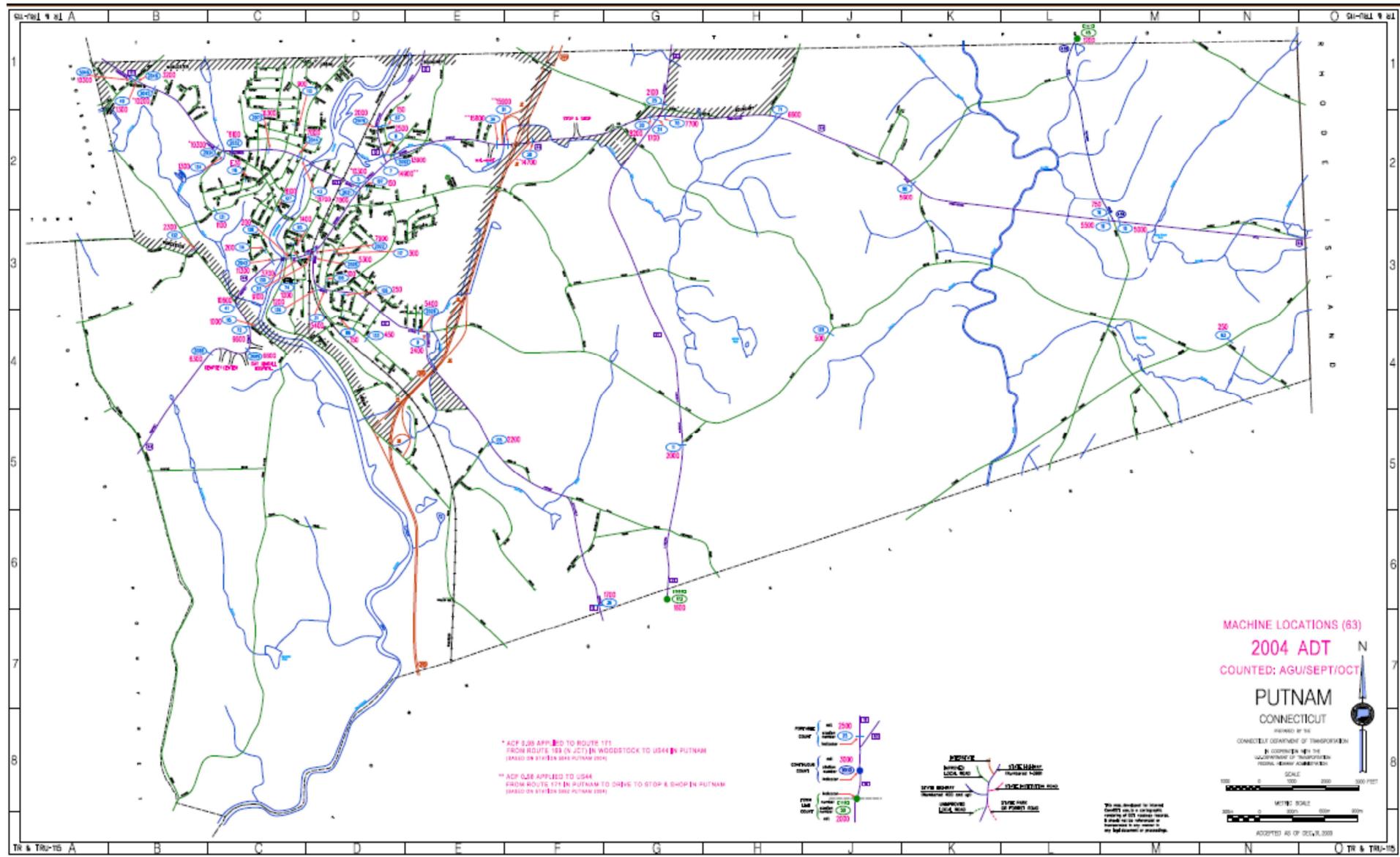
<b>Roadway Segment</b>	<b>2004</b>	<b>2013</b>	<b>% change 2004 – 2013</b>
Woodstock Ave (Rt. 171) west of W. Thompson Rd.	10,300	8,900	-13.59%
Woodstock Ave (Rt. 171) east of Old CT Rt. 91	10,200	9,600	-5.88%
Woodstock Ave (Rt. 171) west of Wicker St. / Providence St.	10,300	9,300	-9.71%
Providence St. (Rt. 171) west of Church St.	7,000	6,900	-1.41%
Providence St. (Rt. 171) west of School St. (Rt. 44)	10,300	9,600	-6.80%
Pomfret St. (Rt. 44) at Day Kimball Hospital	6,800	6,800	0
Pomfret St. (Rt. 44) west of Quinebaug Ave.	9,600	9,200	-4.17%
Pomfret St. (Rt. 44) west of Sabin St.	10,600	9,500	-10.38%
Pomfret St. (Rt. 44) west of Church St.	11,300	11,600	2.65%
Front St. (Rt. 44) west of S. Main St.	9,100	10,000	9.89%
School St. (Rt. 44) west of Providence St. (Rt. 171)	7,800	6,200	-20.51%
School St. (Rt. 44) west of Mechanics St. (Rt. 12)	14,900	12,900	-13.42%
School St. (Rt. 44) east of Bates Ave.	13,900	12,000	-13.67%
School St. (Rt. 44) west of I-395 southbound exit	15,300	14,200	-7.19%
School St. (Rt. 44) east of I-395 southbound exit	15,800	12,200	-22.78%

**Table 7-3 (continued)**

<b>Roadway Segment</b>	<b>2004</b>	<b>2013</b>	<b>% change 2004 – 2013</b>
Providence Pike (Rt. 44) east of I-395 northbound exit	15,900	13,200	-16.98%
Providence Pike (Rt. 44) west of Liberty Hwy. (Rt. 21)	8,200	7,700	-6.10%
Providence Pike (Rt. 44) east of Liberty Hwy. (Rt. 21)	7,700	6,900	-10.39%
Providence Pike (Rt. 44) east of Thurber Rd	6,600	5,900	-10.61%
Providence Pike (Rt. 44) west of E. Putnam Rd.	5,500	5,300	-3.64%
Providence Pike (Rt. 44) east of E. Putnam Rd.	5,000	4,200	-16.00%
Mechanics St. (Rt. 12) north of Olney St.	2,000	1,900	-5.00%
Kennedy Dr. south of Arch St.	Not Available	11,800	--
Kennedy Dr. north of I-395 northbound exit ramp	Not Available	8,300	--
Grove St. (Rt. 12) northwest of Edmond St.	5,400	4,300	-20.37%
Heritage Rd. west of I-395 southbound exit ramp & east of Grove St. / Killingly Ave. intersection (Rt. 12)	Not Available	3,900	--
Killingly Ave. (Rt. 12) south of Grove St. / Killingly Ave. intersection (Rt. 12)	2,400	2,200	-8.33%

Source: Connecticut Department of Transportation

**Figure 7-2: AVERAGE DAILY TRAFFIC (ADT) COUNTS TAKEN IN 2004 BY THE CONNECTICUT DEPARTMENT OF TRANSPORTATION**



Source: Connecticut Department of Transportation



## Pavement Management System

The Town's Pavement Management System is used to prioritize the repair/resurfacing of roadways, as a component of the Capital Improvements Program (CIP). The POCD will follow the recommendations of the Pavement Management System.

## Bridges and the Connecticut Local Bridge Program

In Connecticut, there are more than 3,400 bridges and culverts on municipally maintained roads. Construction and maintenance of these often-expensive structures is solely the responsibility of the municipalities. Recognizing the difficulty that municipalities have in meeting this responsibility, in 1984, the General Assembly enacted P.A. 84-254 (now known as Sections 13a-175p through 13a-175w of the Connecticut General Statutes) as part of the State's Infrastructure Renewal Program. In 2013, there were major revisions made to the Program under PA 13-239, including significant increases in the grant percentage and streamlining of the administrative process. The Program provides for State financial assistance to municipalities for the removal, replacement, reconstruction or rehabilitation of local bridges. Under this program, a municipality may qualify for a grant ranging from 15% to 50% to cover eligible project costs. CT DOT has also endeavored to make Federal funding available for municipal bridge projects as much as possible from Connecticut's off-system allotment from the Federal Highway Administration's Highway Bridge Program (HBP - formerly known as HBRRP). Note that all of the funding administered by the Local Bridge Program office is for "Fix-It-First"-type projects (except for preservation projects using Federal funds). That is, only projects that repair, replace, remove, or improve an existing bridge can be considered for funding. New bridges in a location that did not previously have a bridge or other type of crossing are not eligible<sup>56</sup>

In Putnam, there are two bridges for which federal grant funding has been obtained at 80% of project cost: (1) Recreation Park Road over Little River, Bridge Replacement, FY 2013 funds; and (2) Woodstock Avenue #1 over Little River, Superstructure Replacement & Substructure Modifications, FY 2012 funds. These two projects are included in the Town's current Capital Improvements program (CIP). As of May 2016, design/engineering is under way for these two bridges. Funding for the Recreation Park Road Bridge has been in place in the CIP over the past two fiscal years, and the remainder of the funding for this bridge work is listed in the CIP for Fiscal Year 2017-2018, meaning this bridge is scheduled to be replaced by June 30, 2018. Funding for the Woodstock Avenue Bridge is listed in the CIP for Fiscal Years 2016-2017 and 2017-2018, meaning that the work on this bridge is scheduled to be completed by June 30, 2018 as well. Also in May 2016 the Town and WMC Consulting Engineers are working on the replacement of the twin culverts on East Putnam Road over Mary Brown Brook, a project that is listed in the CIP for Fiscal Years 2017-2018, 2018-2019, and 2019-2020. As for future bridge work, there is a need to repair the stone arch bridge on Bates Avenue, which is, effective May 2016, listed in the CIP for Fiscal Year 2020-2021. Funding for this culvert and bridge work is not available through the FHWA Local Bridge Program; consequently, the Town is investigating financing options through the State Local Bridge Program at a 50/50 state/town split, and USDA funding. The other bridges on the Town's infrastructure are inspected by the State, and they give the Town ratings for their use and that projects the replacement or rehabilitation. Funding for such replacement or rehabilitation would also be in the Town's CIP.<sup>57</sup>

<sup>56</sup> Source: Connecticut Department of Transportation Website: <http://www.ct.gov/dot/cwp/view.asp?a=3197&q=300022> (accessed on June 15, 2015)

<sup>57</sup> Sources: CONNECTICUT DEPARTMENT OF TRANSPORTATION LOCAL BRIDGE PROGRAM Fiscal Year 2016 [http://www.ct.gov/dot/lib/dot/FY\\_2016\\_Local\\_Bridge\\_Program\\_Manual.pdf](http://www.ct.gov/dot/lib/dot/FY_2016_Local_Bridge_Program_Manual.pdf) (accessed on June 15, 2015); Putnam DPW Director on June 18, 2015; Putnam Town Administrator on May 4, 2016; Town of Putnam 5 Year Capital Plan as of May 4, 2016

## Public Transit

The Northeastern Connecticut Council of Governments (NECCOG) provides the day-to-day administration of the Northeastern Connecticut Transit District (NECTD). NECTD, which operates seven days per week, is the regional public transportation provider for northeastern Connecticut. Rides are available for all residents and visitors to the region. NECTD is operated by the member towns of Brooklyn, Killingly, Putnam, and Thompson. The District serves, in addition to its member towns, the towns of Eastford, Plainfield, Pomfret, Woodstock, and Union.

The District provides two types of service: deviated-fixed route service and dial-a-ride door-to-door service for qualified elderly and disabled persons. The deviated fixed route service operates in the towns of Brooklyn, Killingly, Putnam and Thompson with various scheduled stops located throughout the service area. Persons may pick up the bus at the designated stops or may flag the bus down at a viable/safe location for pick-up along its route. The bus may be deviated from the published route by contacting the District by 1:00 p.m. the day prior to the pick-up date. Due to scheduling constraints, off route service may be limited. The elderly and disabled service, which provides door-to-door service for qualified persons living in Brooklyn, Canterbury, Killingly, Eastford, Plainfield, Pomfret, Putnam, Woodstock, and Union, is available seven days per week by reservation with NECTD.

The deviated-fixed route service operates a northern and southern loop with shuttle connections between the loops. The District's Loop Service provides continuous service in the Putnam Special Services District and North Grosvenordale area (Northern Loop), and the East Brooklyn, Danielson, Rogers, Dayville area (Southern Loop).

When requested, the District will provide alternative format schedules and other transit related information. All buses are fully ADA certified and have wheel chair lifts. Additionally, all buses are equipped with bicycle racks.<sup>58</sup>

In planning for multimodal transportation, the expansion of transit services is a major item for consideration. Additional transit services for elderly and handicapped riders and to additional workplaces (such as the Industrial Park and, in the near future, the Quinebaug Regional Technology Park) will be important factors in transportation planning over the 10-year planning horizon of this Plan.

## Rail Service

The Providence and Worcester Railroad presently operates a freight line running north-south through Putnam's western/central section, including the downtown area, presently servicing two businesses in proximity to the Town's industrial park, namely, International Paper and Impact Plastics.

As previously noted in this Plan, the Putnam Train Station was a major passenger train transportation center in the past, but due to changes in modes of transportation passenger service was discontinued in 1971. However, in 2006 the Governor proposed and the General Assembly passed Public Act 06-136, *An Act Concerning the Roadmap for Connecticut's Future*, which authorized \$2.3 billion for numerous transportation initiatives. One of the many

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<sup>58</sup> Source: Northeastern Connecticut Transportation District (NECTD) website <http://www.nectd.org/index.php>

initiatives was the Eastern Connecticut Mobility Study / New London to Worcester Commuter Rail Implementation Plan,<sup>59</sup> the purpose of which was to provide for the Connecticut Department of Transportation (CT DOT) to evaluate the transportation and mobility needs of residents and businesses in eastern Connecticut and to assess and develop a plan for implementing commuter rail service between New London, Connecticut and Worcester, Massachusetts,<sup>60</sup> which would pass through Putnam. Conversely, there has been no funding appropriated for this study / plan to date; however it is strongly recommended that the Town continues to monitor any funding and/or activity in this program that, as an extremely important link to passenger rail access, will allow such passenger access to be incorporated into the Town's overall multimodal transportation planning efforts.

## Downtown Parking and Circulation

In 2008, the *Downtown Putnam Parking Study and Buildout Analysis* was commissioned by the Community and Economic Development Department, based on recommendations found in the 2005 Plan of Conservation and Development. The study was focused on the Main Street / Route 44 intersection area roughly bounded by Kennedy Drive to the West, the Providence-Worcester Rail line to the East, Masicotte Circle to the North, and Monohansett Street to the South. In addition to a parking study, analysis and recommendations, Traffic / Circulation Recommendations were given as well. While much has been done since that time to revitalize the Downtown area, the frequently-expressed concern of both the public and merchants of a perceived lack of parking in the Downtown area remains. The study noted that, while existing parking may be adequate, the total buildout of the Downtown area would likely create unmet parking demand. The following Parking Recommendations were given (some of these recommendations have since been vetted and/or ruled out by the Special Service District's Parking Advisory Committee, as noted):

- A. **Employee / Proprietor Parking.** Downtown business owners and employees parking their vehicles directly in front of the business, in the most convenient and coveted customer parking spaces, is severely detrimental to the commercial health of downtown. The Parking Advisory Committee has made this situation known to downtown business owners, who have made efforts to thwart this detrimental practice; nevertheless, downtown employers and business owners, particularly those without dedicated off-street parking, should continue to stress the importance of employees not occupying prime on-street parking spaces.
- B. **Parking Meters on Main Street.** The Parking Advisory Committee has chosen to rule out this option, preferring to keep all Downtown parking free and instead enforcing a two-hour limit to on-street parking at peak demand times.
- C. **Creation of a Parking Authority.** The Parking Advisory Committee has ruled out this option, instead preferring to enforce parking restrictions through the Putnam Police Department.
- D. **Shared Off-Street Parking in Non-Peak Times.** It was recommended that, as a remedy to an inadequate supply of public parking at peak times, most particularly during evening hours, private parking lots such as Putnam Bank, Citizens National Bank, AT&T, and the Congregational Church of

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<sup>59</sup> Source: Connecticut Department of Transportation website, Connecticut On the Move Strategic Long-Range Transportation Plan 2009 – 2035 June 2009  
[http://www.ct.gov/dot/lib/dot/documents/dpolicy/lrp/2009lrp/lrp2009\\_final\\_document\\_june\\_2009.pdf](http://www.ct.gov/dot/lib/dot/documents/dpolicy/lrp/2009lrp/lrp2009_final_document_june_2009.pdf)

<sup>60</sup> Source: Connecticut Department of Transportation, 2007 MASTER TRANSPORTATION PLAN 2008-2017  
[http://colchesterct.gov/Pages/ColchesterCT\\_WebDocs/docs/Reports/Master%20Transportation%20Plan%20\(2007\).pdf](http://colchesterct.gov/Pages/ColchesterCT_WebDocs/docs/Reports/Master%20Transportation%20Plan%20(2007).pdf)

Putnam, allowed the general public to park on their property, this demand could be amply satisfied. The Parking Advisory Committee continues to investigate and promote this parking option.

E. **New Public Parking Areas.** In a buildout condition there was estimated to be a daytime parking deficit of approximately 100 parking spots at buildout. To accommodate this increased demand, it was recommended that new parking areas need to be made available. The following were suggested:

1. **DMV Building and Adjacent Land:** The space occupied by the Connecticut Department of Motor Vehicles (DMV) in the Kennedy Drive municipal lot could be better served as permanent, full-time parking. Moving the DMV to another location in Putnam would free up this space for an additional 15 - 25 parking spots. In addition, the Town could acquire (via lease, purchase or condemnation), a section of the substantially underused mill property to the south of the municipal lot on Canal Street. Together, this additional area could add nearly 100 spots of publicly-available, off-street parking.
2. Parking Decks could be developed in much of the downtown area.
3. The properties along Front and Livery Streets could be redeveloped with multiple office or retail buildings, mirroring the dimension and scale of other downtown buildings. In addition, there would be ample room along Livery Street to provide approximately 75 additional parking spots for shared use.

It was noted that if all of these recommendations were taken up, between 200 – 250 parking spots could be created in the downtown area. The Parking Advisory Committee continues to investigate and explore these options to create additional parking areas.

The *Downtown Putnam Parking Study and Buildout Analysis* also gave the following Traffic / Circulation Recommendations:

- A. **Reverse One-Way Flow on Main Street and Canal Street.** Presently, short sections of the north sides of Main Street and Canal Street flow in a one-way direction. This condition requires cars entering the downtown area from Route 44 / Kennedy Drive to turn left onto Canal (heading north) and circulate around the corner on to Main Street. For these vehicles to turn left or right onto Route 44, or to cross Route 44 to access the Southern section of Main Street, they must cross lanes of traffic on Route 44 and contend with pedestrian traffic at the top of a rise with poor sight lines. The study suggests reversing the flow of one-way traffic in this area, requiring cars to head North from Route 44 onto the North section of Main Street, and then to circulate around the corner and back South on Canal towards Route 44. This would eliminate unsafe entering from Main Street onto Route 44 and promote a safer condition for pedestrians, and would open up other possibilities for traffic flow and parking improvements.
- B. **Allow Vehicular Access Across Railroad Tracks.** Upgrading the existing pedestrian crossing of the Providence & Worcester railroad tracks to an at-grade vehicular crossing would allow vehicles to enter the Downtown area directly from South Main Street as well as improving the egress from the Main Street area. If this railroad crossing is enabled, the Town may also then wish to consider the possibility of making the South section of Main Street one-way as well, running North-South from Route 44 and outletting either to Monohansett and Canal or to the railroad crossing and South Main Street. This layout, combined with the reversed one-way flow at the North end of Main Street, would promote a much smoother flow of traffic at the Route 44 / Main Street intersections and would improve the pedestrian environment at that crossing as well.

- C. **Improve Pedestrian Pathways.** Crosswalks across Canal, Main Street, and Route 44 could be upgraded, possibly with textured pavers or a slightly elevated, brick-textured walkway. Pedestrian-oriented lighting could be improved along Route 44 and efforts could be undertaken to ensure that the sidewalk is maintained. Finally, attention to the active occupancy of buildings and a façade improvement program would ensure that the pedestrian pathways are friendly and the aversion to perimeter parking areas would be minimized, and the perception of the distance from parking lots to destinations will naturally improve.
- D. **Incorporate Additional Signage.** For parking, circulation, pedestrian routes, and overall access to downtown facilities, a high-quality signage program was recommended.<sup>61</sup> The Town has addressed this through the *Downtown Signage and Wayfinding Master Plan* (see below, this chapter).

Additionally, in discussion at the POCD Update Committee meeting sessions, Committee members suggested exploring the feasibility of a trolley transporting people to and from Owen Tarr Park and other outlying parking areas to and from downtown during events such as First Fridays, when additional parking spaces for the Downtown are needed most.

## Sidewalks

Putnam's sidewalks are important to the Town's (especially the Downtown's) walkability, safety for pedestrians, maintaining health of residents, and building the Town's livability. As can be seen on Figure 7-4, Putnam has an established system of sidewalks, which is concentrated within the Special Services District but also has been developed across the portion of Route 44 along Walmart's frontage. The Town has 23 miles of sidewalks in total. Except for a couple of sidewalks on short cul-de-sac streets within fairly recently approved subdivisions, there are no other sidewalks within the remainder of the town not shown on Figure 7-4.

As a result of the existing sidewalk network, many residents of the Special Services District are within a reasonable walking distance to the Downtown area, and many school children can walk to school or a bus stop. Despite this established sidewalk system, there are several gaps in important areas, notably the lack of a complete sidewalk connection from the Downtown area to Day Kimball Hospital. Also, in discussion at the POCD Update Committee meeting sessions, Committee members noted that many of the existing sidewalks are in various stages of disrepair; this situation has been referenced in both the Town's 2011 Downtown Putnam Walking Audit Report (see below) and the DPW's recent (September 2014) Sidewalk Inventory as well.

The 2011 Downtown Putnam Walking Audit put forth a wide range of walkability issues. The focus of the study was on inventorying, data gathering, surveying, and rating, not on the prioritization of specific improvements or repairs; however, it was concluded that there are a few areas that stand out as needing improvements:

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<sup>61</sup> Source: Downtown Putnam Parking Study and Buildout Analysis for the Town of Putnam Connecticut: CME Associates, Inc., May 2008

1. The extension of, and improvement to, the sidewalk extending along Route 44 from Kennedy Drive toward and up to Day Kimball Hospital should be a top priority for local or regional transportation funds.
2. Street furniture and amenities such as benches, trash cans, shelters, signage, public art, etc. can be installed at low costs relative to the expense of intersection redesign or sidewalk extension, and the positive impact on the pedestrian environment can be substantial. Further, the design and placement of these amenities can contribute greatly to a unified Downtown aesthetic and sense of place.
3. Physical or structural devices to slow traffic speeds and create a calmer pedestrian environment such as pedestrian islands, speed humps, elevated crosswalks, or textured pavement at intersections would not only slow traffic, but also make a strong statement about the importance of pedestrians in the transportation hierarchy and the town's commitment to walkability. Because of the variety of traffic calming approaches at intersections and of the various critical intersections in the Downtown, it is difficult to target a single solution or most important intersection. It would be appropriate, however, to target the most visible intersections for maximum impact; these would include Kennedy Drive and Route 44, Route 44, South Main Street and School Street (just east of the railroad overpass), Main Street and Route 44, Kennedy Drive and Bridge Street, Providence Street and School Street, Providence Street and Kennedy Drive, and Church Street and Bridge Street. The most visible intersection in this regard is the core intersection of Route 44 (Pomfret Street/Front Street) and Main Street. The addition of traffic calming measures would improve traffic safety here. Further, as noted above per the 2008 Downtown Parking study, reversing the direction of traffic flow on Main Street would significantly change the traffic circulation and also improve the pedestrian environment.
4. The issue of maintenance is vitally important to a strong sense that an area is friendly to pedestrians. A strong commitment to maintaining pedestrian access from property owners and businesses, enforced by an active Town or Special Services District staff, will have the longest-lasting impact on improving Downtown Putnam's pedestrian environment.<sup>62</sup>

Accordingly, in discussion at the POCD Update Committee meeting sessions, Committee members asserted that sidewalk work, both repairs and new construction, should have a high priority. On a positive note in this regard, the Town recently received a \$65,000 grant to repair deficient handicapped access ramps and/or install ramps at intersections where there are none, and the DPW has budgeted \$750,000 for sidewalk repairs in the FY16 Capital Improvements Program budget; this and other funding for sidewalk repair activity is included in the Town's current Capital Improvements program over subsequent years. As sidewalks are an important, if not the most important, ingredient in the making of a livable community, sustainable development, smart growth, clean energy, green construction, creating healthy places, and, indeed, just about all of the goals that are striven for in this POCD, it is recommended that sidewalk reconstruction and new construction be the top transportation priority of this POCD.

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<sup>62</sup> Source: Downtown Putnam Walking Audit, October 2011, Prepared for Town of Putnam by CME Associates, Inc.



## **Bicycle and Walking Trails**

Aside from the River Mills Heritage Trail (referenced as a historical resource in Chapter 4 of this Plan) and the Putnam River Trail (referenced as a Greenway in Chapter 5 of this Plan), at present there are no formally established off-road bicycle and/or walking trails in the Town of Putnam. However, as noted in Chapter 5, the Putnam River Trail is an established greenway that is an important first step in creating a system of off-road trails that could eventually provide bicycling and walking links between the Downtown and the Quinebaug Regional Technology Park and the Air Line Trail as a connection to the greater regional trail system and the East Coast Greenway.

Otherwise, at the present time, bicyclists in Putnam must travel on streets designed primarily for vehicular use. Conflicts can arise between bicycles and vehicles, especially on some of the narrow or busier roads. Whenever practical, road improvement projects should take bicycle circulation into account by providing measures such as wide paved shoulders or curb lanes and bicycle friendly catch basin grates. In some instances, planned sidewalks can be widened to accommodate both bicycles and pedestrians in a multi-use path. This scenario might be investigated for the following: (1) a connection from the northerly terminus of the Putnam River Trail at Providence Street to the segment of the Air Line Trail within Thompson, which begins approximately ½ mile north of the town line off Riverside Drive (Route 12 in Thompson) via Mechanics Street (Route 12 in Putnam); (2) completion of a greenway trail system along the Quinebaug River, pursuing access to the Air Line Trail, the Quinebaug Regional Technology Park, and the Quinebaug River Trail in Killingly (at Park Road); and (3) over the long term, a town wide system of greenways and trails linking neighborhoods, parks, and other facilities. Further, the Town should consider bicycle circulation when planning for new or improved roads, making them as bicycle friendly as practical. This could be addressed through a Complete Streets program (see Planning for Complete Streets, below, this chapter).

## **Signage and the Putnam Downtown Center Signage and Wayfinding Master Plan**

In 2014 the Town Department of Public Works completed a comprehensive traffic sign inventory. This project requires no immediate action.

However, in 2013 the Town created the *Downtown Signage and Wayfinding Master Plan*, which serves to create a public signage program that establishes a consistent design style for Putnam's informational and wayfinding signage in the downtown and throughout the town including the gateways referenced in Chapter 5 of this POCD. The Putnam Downtown Signage and Wayfinding Master Plan outlines an overall public signage program for the Town of Putnam, which includes sign design guidelines, sign location recommendations, and applications for different types of public signage in Putnam. The signage program's recommended wayfinding and informational signage conforms to a unified design style, i.e. sign colors, fonts, and graphics (such as the town logo). This unified design style can be applied to both road/vehicle oriented signage as well as pedestrian oriented signage (such as trail and park signs). This plan provides a more easily recognizable wayfinding system and a way of directing and informing visitors to key destinations, and is also a "branding" or image tool that is beneficial to marketing the town and its resources. The plan outlines a program to comprehensively tie together various types of town signage, and provide guidance on the design of any future town signage.

The Downtown Signage and Wayfinding Master Plan's goals are:

- Establish a public signage program, focusing on signage for the Downtown and surrounding areas;
- Create attractive and easily recognizable signage for wayfinding and marketing/branding, with a design applicable to multiple types of Town signage; and
- Add new “wayfinding” signage guiding visitors to Putnam’s public destinations and local information.

This comprehensive signage system throughout Putnam will direct visitors to the downtown area shops, businesses, parks, trails, public parking lots, public restrooms, public buildings, and the Hospital. The goal is to reduce driver confusion and promote walking and biking within the town. The unified theme of the signage will help to remove the existing visual clutter of multiple types of signs currently found throughout the town.<sup>63</sup> The Downtown Signage and Wayfinding Master Plan is ready for implementation upon determination of funding sources.

## Planning for Complete Streets

Over the past several decades, transportation planning at the local level for smaller communities such as Putnam has tended to be focused on the design of streets that provide efficient movement of automobiles to and from local access points, often to the detriment of other modes of transportation. “Complete Streets” are streets that safely and effectively accommodate everyone’s transportation needs via and to all modes of transportation, including walking, bicycling, transit, and rail, in addition to automobile travel, to employment, business, and educational facilities. The term Complete Streets encompasses much more than making physical changes to a community’s streets; Complete Streets means changing transportation planning, design, maintenance, and funding decisions. A Complete Streets policy provides the framework for a community to plan and design its transportation projects, including but not limited to streets, to meet the transportation needs of every community member or visitor, regardless of age, ability, or mode of transportation. Such a policy provides a community with opportunities to save money, accommodate more peoples’ transportation needs, and create an environment where every member of and visitor to the community can travel efficiently, safely and conveniently. Under a Complete Streets policy, street planning and design, rather than focusing strictly on automobile transportation, may also include provisions for amenities such as sidewalks, bicycle facilities (such as protected bike lanes), dedicated bus lanes, comfortable and accessible public transportation stops, frequent and safe crossing opportunities, median islands, accessible pedestrian signals and ramps, curb extensions, narrower travel lanes, roundabouts, multimodal bridges, and more.

The National Complete Streets Coalition has identified the following ten elements of an all-inclusive Complete Streets policy:

1. Includes a vision for how and why the community wants to complete its streets
2. Specifies that ‘all users’ includes pedestrians, bicyclists and transit passengers of all ages and abilities, as well as trucks, buses and automobiles.
3. Applies to both new and retrofit projects, including design, planning, maintenance, and operations, for the entire right of way

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<sup>63</sup> Source: Putnam Downtown Center Signage and Wayfinding Master Plan Prepared By: BETA GLA Landscape Division Fall 2013 Prepared For: Town of Putnam Economic and Community Development

4. Makes any exceptions specific and sets a clear procedure that requires high-level approval of exceptions.
5. Encourages street connectivity and aims to create a comprehensive, integrated, connected network for all modes
6. Is adoptable by all agencies to cover all roads.
7. Directs the use of the latest and best design criteria and guidelines while recognizing the need for flexibility in balancing user needs.
8. Directs that Complete Streets solutions will complement the context of the community.
9. Establishes performance standards with measurable outcomes.
10. Includes specific next steps for implementation of the policy

The Coalition has identified the following four key steps to the effective implementation of a Complete Streets policy:

1. Restructure procedures to accommodate all users on every project
2. Develop new design policies and guides
3. Offer workshops and other educational opportunities to transportation professionals, community leaders, and residents
4. Institute better ways to measure performance and collect data on how well the streets are serving all users<sup>64</sup>

It is recommended that the Town keeps the Complete Streets criteria in its “Transportation Toolbox” as a means to continue to improve its options in the attainment of multimodal transportation improvements.

## Let’s GO CT!

In 2013, the Connecticut Department of Transportation (CT DOT) initiated TransformCT, a responsive, strategic planning process to engage the people of Connecticut and invite them to share their views on the critical transportation issues, challenges, and opportunities facing the State. Over a period of 18 months, the Department reached out to the public, stakeholders, and partners (a broad spectrum of elected officials, industry advocates, and businesses) through large and small events, work sessions, surveys, webinars, and online interaction. There were more than 16,500 visitors to TransformCT.org, where thousands of ideas and comments were collected.

A number of important value statements emerged from TransformCT to help shape a vision for transportation and the people and businesses it serves. Those values envision a Connecticut where:

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<sup>64</sup> Source: Smart Growth America National Complete Streets Coalition website (accessed August 2015):

- <http://www.smartgrowthamerica.org/complete-streets/a-to-z>
- <http://www.smartgrowthamerica.org/documents/cs/resources/cs-policyworkbook.pdf>
- <http://www.smartgrowthamerica.org/complete-streets/complete-streets-fundamentals#presentation>
- <http://www.smartgrowthamerica.org/complete-streets/changing-policy/policy-elements>
- <http://www.smartgrowthamerica.org/documents/cs/policy/cs-policyelements.pdf>

- A strong economy is supported by an improved multimodal and intermodal transportation system that contributes to a statewide environment in which businesses and people thrive.
- Travel is safe on all modes of transport.
- Transportation infrastructure is in a state of good repair.
- Transportation services provide efficient mobility for people and goods.
- Congestion is managed.
- The natural environment is protected, air quality is good, and energy is conserved.
- Urban, suburban, and rural centers have become more livable, resilient communities that provide opportunities for walking and bicycling, and are enhanced by accessible transportation systems.

Let's GO CT! is the state of Connecticut's ambitious 2015 Transportation Needs program plan that has resulted from TransformCT. The Program will be implemented in two phases: (1) the 5 Year Ramp-Up Plan, the first phase, will consist of immediate, short-term investments within the 5-year budget cycle to jump start investment; and (2) the second phase looks forward 25 more years and will comprise the long-term, 30-year vision for Connecticut transportation. Both phases will include statewide investments and investments in each of the four State transportation corridors: New York to New Haven, New York to Hartford, New Haven-Hartford-Springfield, and Eastern Connecticut. Over the 30-year period, all projects are itemized, statewide and by corridor. The 30-year Vision cost is estimated to be a \$100 Billion investment, with the 5-year ramp up cost being estimated to be a \$10 Billion investment in transportation.

The Goals for Connecticut's Transportation Plan include:

#### Statewide Programs:

- Best-in-Class pavement preservation program
- Best-in-Class bridge preservation program to achieve & maintain good state of repair
  - Upgrade highway bridges to meet 100,000 lb. national standard,
- Expand overnight parking for trucks,
- Implement fully-automated truck permitting for wide & heavy loads,
- Expand Rail Freight Improvement Program:
  - upgrade freight rail lines across the entire state
  - upgrade rail facilities to 286,000 lb. national standard
  - upgrade & maintain freight lines to preserve potential for passenger service
- Increase intermodal connections:
  - Improve intermodal facilities & infrastructure
- Bus Program
  - Improve & expand urban bus service by 25%, providing urban residents access to bus service within half-mile of home
  - Integrate operating services, information and customer service statewide including consolidated, coordinated para-transit (dial-a-ride) services

- Upgrade bus maintenance facilities
- State-of-the-art service & information delivery, i.e. real time multimodal information & smart card fare collection systems
- Bike & Pedestrian:
  - Design for Bikes & Pedestrians
  - Support livable & walkable communities:
    - complete streets policy
    - context sensitive designs that respect community values
    - Trail Program Expand program to fill gaps in the regional trail system & maintain existing trails.
    - Urban Bike/Pedestrian Connectivity Program
    - New program to improve accommodations for pedestrians in community centers.

Municipal Programs:

- Double the State's investment in municipal roadways
- Double the State's investment in municipal bridges
- New municipal traffic signal replacement program
- New urban bike/pedestrian connectivity program to make urban centers more bikeable, walkable, safe, livable and prosperous
- Support Transit-Oriented Development in community centers

Eastern Connecticut Corridor (those goals likely to affect Putnam):

- Bus: expand service 25%
- Tourism: improve access from other regions to recreational & tourism centers
- Freight: improve freight rail & port infrastructure for more efficient freight transport. Includes estimated capital costs to improve the existing New England Central Railroad (ECR) and Providence & Worcester (P&W) rail freight lines in Eastern Connecticut from New London north to Massachusetts, *preserving options for future passenger rail service*. Improvements include tracks, sidings and grade crossings.<sup>65</sup>

In proceeding with transportation planning, the Town should plan to work within the parameters of the Let's Go CT! Program.

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<sup>65</sup> Source: Let's Go CT! Connecticut's Bold Vision for a Transportation Future February 2015  
[http://www.transformct.info/img/documents/CTDOT%2030%20YR%20Corrected\\_02.17.2015.pdf](http://www.transformct.info/img/documents/CTDOT%2030%20YR%20Corrected_02.17.2015.pdf)

## **Goals and Plan Objectives: Transportation**

**The following Goals and Objectives are recommended to allow the Town to achieve the overarching goal of providing appropriate transportation facilities and services. Recommended Action Steps to fulfill the objectives are listed in Table 10-1.**

**Goal: MAKE PROVISIONS FOR A MULTIMODAL TRANSPORTATION SYSTEM THAT PROVIDES APPROPRIATE TRANSPORTATION SERVICES TO MEET THE TRANSPORTATION NEEDS OF ALL PUTNAM RESIDENTS AND VISITORS**

**Objective:** Focus transportation planning efforts on repair, refurbishing, updating, and, if necessary, replacement, of existing transportation infrastructure and services

**Objective:** Address sidewalks needing repair or replacement as referenced in the Sidewalk Inventory and Downtown Walking Audit reports, through the Town's CIP

**Objective:** Increase transportation safety and efficiency

**Objective:** Improve Downtown parking

**Objective:** Make enhancements to existing transportation facilities

**Objective:** Perform transportation planning on a regional basis as well as locally

**Objective:** Implement transportation elements primarily through the CIP process, providing financing for transportation projects by bonding, utilizing the general fund, and loans and grants that may become available, as deemed appropriate and advisable

## Chapter 8 Economic Development

### **Economic Development Activities in Putnam**

Putnam enjoys a long heritage as an industrial center. Recent commercial and industrial development activities bear witness to Putnam's ability to retool its commercial and industrial base. Putnam's regional role continues to grow; its industrial, institutional and governmental base places the town in a strategic position in northeastern Connecticut and the I-395 corridor, and, increasingly, its regional context extends beyond Connecticut's borders and into Massachusetts and Rhode Island.

The Town's desire to grow, expand public services and improve the quality of life for its citizens establishes a need to identify and monitor economic forces impacting Putnam. This information is critical to developing an economic strategy for the Town – one that is integrated into the overall blueprint for its future.

Economic development in Putnam is spearheaded by the Economic Development Commission (EDC), with the Commission's daily management and administration activities being carried out by the Town's Economic and Community Development Director and the Administrative Assistant. Per the Commission's Mission Statement Adopted 9/14/10 - "The Putnam Economic and Community Development Commission supports and encourages the commercial, industrial, agricultural, community and civic well-being of Putnam by supporting existing enterprises, attracting desirable and appropriate development while fostering a strong local economy and better quality of life for our neighborhoods."

The Putnam Redevelopment Authority (PRA) consists of the same members of the Economic Development Commission. Its responsibilities are defined under the Connecticut General Statutes and business conducted through By-Laws. The Authority's activities over the past several years have primarily been in the areas of housing rehabilitation through the CDBG program, commercial façade improvements, administration of a revolving loan program, and various redevelopment projects.

The EDC's and the PRA's responsibilities, and accomplishments since the approval of the last POCD update in 2005, are summarized below under the categories of Economic Development, Community Development, and Redevelopment Agency, and goals for this POCD update (2016 – 2026) are summarized under these categories at the end of this chapter and in the Plan Implantation Matrix in Chapter 10.

## ***ECONOMIC DEVELOPMENT***

### **Responsibilities:**

- Plan, guide, coordinate, and facilitate any economic functions in Town
- Implement development plans, programs and services for retail, commercial, service or industrial business community
- Manage the Putnam Industrial Park including real estate sale of lots; administration and enforcement of Park Covenants; assist existing tenant growth, improvements and expansion; marketing and courting of new prospective business clients; developing and cultivating relationships with existing and future tenants
- Leasing and managing one Incubator property within the Park owned by the Putnam Redevelopment Agency
- Writing, administration and reporting of Grant programs
- Manage the future Quinebaug Regional Technology Park
- Manage the Economic Development Trust Fund

### **Accomplishments:**

- Creation of the Putnam Arts Council – the voice of the 'creative' workforce
- Sale of 3 Industrial Park Lots
- Expansion of 2 existing businesses within the I-Park, 2 new businesses within the Park
- Quinebaug Regional Technology Park Marketing and Feasibility Study and Phase 1 development plans in concert with Town leaders
- Building of the Farmer's Market Pavilion and creation of the Saturday Farmer's Market
- Revitalization of greater Downtown area
- Downtown Build-out and Parking Analysis Study
- Visions 2020 Community Conversations
- Putnam Wayfinding Signage and Beautification Plan

## ***COMMUNITY DEVELOPMENT***

### **Responsibilities:**

- Assist in the development of Putnam's future
- Engage Town leadership, businesses and the community in development planning
- Facilitate conversations regarding economic and physical growth strategic planning
- Implement improvement guidelines for appearance and self-image
- Facilitate direction for compatible growth
- Implement action plans to further development goals

### **Accomplishments:**

- Procured Double Value Coupon Program funding through Wholesome Wave (3 consecutive years) for WIC Mothers and Senior Citizens
- Procured Senior Market Voucher funding through the CT Dept. of Agriculture
- Designed and procured funding for the FVRx Prescription Program for the community to have better access to nutritional choices and combat childhood obesity
- Brought first Public Art sculptures to Putnam at no cost
- Developed and implemented the River Trail Extension to the Farmer's Market
- Established the StoryWalk campaign along the River Trail for adults and children to enjoy the gift of literacy and enjoy the outdoors
- Established the Robert R. Johnston Community Garden
- HealthQuest Partner, Healthy Communities Mentor designated by the National Association of Chronic Disease Directors for the Town of Norwalk

## ***REDEVELOPMENT AGENCY***

### **Responsibilities:**

- Promote and Administer Revolving loans to area businesses
- Research, write and administer grants as related to project priorities
- Market and/or acquire land for resale or lease to a developer
- Enter into contractual agreements with a property owner or developer to provide financial or technical assistance
- Develop comprehensive strategies for redevelopment projects
- Administer Fair Housing judgments and compliance regulations
- Oversee CDBG grants and follow up for Release of Liens

### **Accomplishments:**

- Procured funding for hazardous materials cleanup and demolition of the blighted Former Putnam Foundry property
- Procured funding for hazardous materials cleanup and demolition of the Historic Cargill Falls Mill project. Property has applied for the National Register of Historic Places registry
- Procured funding for a Building Conditions Study for the Cargill Falls Mill project
- Applied for and awarded two Commercial Facade CDBG programs
- Applied for and awarded Housing Rehabilitation CDBG programs for Low/Mod Income residents
- Providence Streetscape Pocket Park installations
- 88 Main Street Facade Improvement project

## **Economic Conditions, 2014 – 2015**

### ***Prevalent Economic Sectors***

Manufacturing sub-sectors represented in Putnam include:

- Plastics are a predominant sub-sector in greater Putnam and the Worcester, Massachusetts area, which are linked by the I-395 corridor.
- Paper products.
- Aeronautical manufacturing.
- Medical devices.

Service is harder to trace by sub-sector, but three sub-sectors are evident in Putnam's employment base:

- Retail trade, including several big box stores and supermarkets servicing not only Putnam but the region as well.

- Health Care, which is well established and growing directly and indirectly due to the presence of Day Kimball Healthcare, the largest employer and the dominant services provider in Putnam and the region. Likely, spinoff medical and social services result from Day Kimball's presence.
- Travel and Tourism – day tripper spending, particularly in the downtown area, provides an important sub-sector.

Table 8-1 indicates the number of establishments in the various business sectors in Putnam and the number of employees in those sectors. As can be seen, retail trade is the predominant sector, followed by health care and social assistance, accommodations and food services, and manufacturing, which, with the possible exceptions of Day Kimball Hospital, and the several big box retailers, are, for the most part, within smaller businesses employing less than 50 persons, with nearly half (approximately 45 percent) of the businesses in town employing less than five persons.

### ***Market Areas and Economic Development Trends and Activities***

A community's primary market area is that area within which the majority of demand for industrial, office and retail space will originate and where the supply of such uses is most available and competitive.

#### ***Industrial Development***

Historically, Putnam's primary competitive market area for industrial development has been the towns of Thompson, Killingly, Plainfield and Sterling. Putnam, with a 171 acre industrial park, a planned 267± acre technology park, and a \$32.3 million industrial tax base in 2013, are significant factors in the regional industrial market. Positioned midway between Norwich and Worcester, Putnam is also strategically located with respect to the New York City, Boston and Providence metro regions. The transportation structure, including three interchanges with I-395, provides the area with the necessary resources to support logistics and distribution activities. Access to I-90 and I-95 via I-395 also contribute to Putnam's desirability within the Northeast region as an industrial center for northeastern Connecticut, which is defined as the "Tri-State Hub".

Trends that should be encouraging to Putnam industrial development include:

- The lack of speculative building has kept supply and demand in balance well enough to prevent major declines in lease rates. Industrial profit margins are thin to the point that real estate costs must be kept as low as possible.
- Demand for midsized industrial buildings of 10,000 to 20,000 SF has always been a core component of demand in the area. With a range of acreage in industrial areas from two acres on up, Putnam can accommodate a wide range of buildings, including the smaller user, to ensure a diversified employment base. These lot sizes also help to fulfill a need for 5,000 to 10,000 SF small manufacturers supporting larger technologies. The flexibility afforded through varying lot sizes enforces Putnam's strong support for manufacturers to expand and develop.
- The I-395 corridor provides outstanding highway access to Putnam's industrial area located adjacent to Exit 45 (formerly exit 95).
- Proximity to relatively affordable housing in Putnam is also a plus for attracting new workers to industrial firms.

**Table 8-1: 2012 ZIP Code Business Patterns (NAICS) 06260 - PUTNAM, CT**

Industry Code	Industry Code Description	Number of Establishments by Employment-size class									
		Total Estabs.	1-4	5-9	10-19	20-49	50-99	100-249	250-499	500-999	1000 or more
-----	Total for all sectors	327	148	71	51	38	11	6	1	1	0
21----	Mining, Quarrying, and Oil and Gas Extraction	2	0	1	0	1	0	0	0	0	0
22----	Utilities	1	1	0	0	0	0	0	0	0	0
23----	Construction	22	15	2	4	1	0	0	0	0	0
31----	Manufacturing	35	5	3	11	9	7	0	0	0	0
42----	Wholesale Trade	10	6	3	1	0	0	0	0	0	0
44----	Retail Trade	70	27	25	6	8	1	3	0	0	0
48----	Transportation and Warehousing	3	1	1	0	0	0	0	1	0	0
51----	Information	4	2	0	2	0	0	0	0	0	0
52----	Finance and Insurance	16	6	5	3	2	0	0	0	0	0
53----	Real Estate and Rental and Leasing	4	4	0	0	0	0	0	0	0	0
54----	Professional, Scientific, and Technical Services	16	13	1	1	1	0	0	0	0	0
56----	Administrative and Support and Waste Management and Remediation Services	14	10	1	1	1	0	1	0	0	0
61----	Educational Services	3	1	1	0	1	0	0	0	0	0
62----	Health Care and Social Assistance	48	14	13	11	5	2	2	0	1	0
71----	Arts, Entertainment, and Recreation	6	4	0	1	1	0	0	0	0	0
72----	Accommodation and Food Services	37	14	8	7	7	1	0	0	0	0
81----	Other Services (except Public Administration)	36	25	7	3	1	0	0	0	0	0

Source: U.S. Census, Censtats Database

The Town of Putnam recognizes the need in today's economy to cooperate regionally with partnering communities in its industrial development. No longer is the focus on economic development set on attracting individual disparate manufacturing firms and locating them in isolation in an industrial park setting; rather, the Town is focusing on its place within already developed and emerging regional economic clusters. Identified Industry Clusters found in Putnam and the region include:

- Plastics – greater Putnam, Worcester area
- Travel and Tourism – day tripper spending within Town, especially focused on Downtown presently
- Health Care – well established and growing, primarily due to the presence of Day Kimball Healthcare in Putnam

The Northeastern Connecticut Economic Partnership reviewed the State of Connecticut's industry clusters as part of its analysis of the region during the development of its 2011 Comprehensive Economic Development Strategy (CEDS). The CEDS identified three industry clusters that already impact the regional economy and serve as targets for economic growth: Plastics, Agriculture, and Tourism, with Tourism and Entertainment being one of the emerging industries that will drive job growth and economic development in the future. The plastics industry is particularly prevalent. The Eastern Connecticut Workforce Investment Board (EWIB) in its 2012 – 2016 Local Plan identified five "driver industries" sectors in the regional economy that continue to perform well and are positioned in high-growth global industries: Defense, Aerospace/Electronics, Health Care/Biomedical, Energy Companies, and Engineering Firms.<sup>66</sup>

### Quinebaug Regional Technology Park (QRTP)

The Town of Putnam has identified approximately 267 acres located westerly of Kennedy Drive at Exit 45 (formerly exit 95) off Interstate 395 and northerly of the Wheelabrator Ash Landfill as the Quinebaug Regional Technology Park (QRTP). The QRTP is to be themed on an environmental "Green Technology" basis and designed to attract companies that require access to adjacent national markets, good travel and shipping access, and a local population base that includes personnel with technology related resources. Putnam conducted a Marketing and Feasibility Study (April 2011) that demonstrated the proposed project was "soundly based and had significant potential". Additionally, the report stated: "The project needs to be approached regionally to gain state support as well as recognize the market potential. Several competing projects will not succeed as well." As a result of the Town's research into the development models that would effectuate this development of the Park, the Town is intending, in the implementation of the project, to employ a combination of two forms of Eco-Industrial Development<sup>67</sup>: (1) a co-located eco-industrial park based on the Quinebaug Regional Technology Park site, and (2) a virtual eco-industrial network based on cooperation with neighboring communities and their industries. The QRTP is not intended to be a site for heavy industry or warehousing; rather, it is intended to promote economic development, with particular attention to high-technology business, utilizing the transportation network opportunities offered by the I-395/Kennedy Drive intersection and the readily available nearby utilities relative to certain parcels of land located westerly of Kennedy Drive noted above, as a

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<sup>66</sup> Source: Eastern Connecticut Workforce Investment Board 2012--2016 Local Plan, <http://www.ctdol.state.ct.us/OWC/EWIB2012.pdf>

<sup>67</sup> Eco-Industrial Development is an unconventional method of development whereby member businesses seek enhanced environmental, economic, and social performance through collaboration in managing environmental and resource issues, analogous to an ecosystem found in nature. By working together, the community of businesses seeks a collective benefit that is greater than the sum of individual benefits each company would realize by only optimizing its individual performance.

community of manufacturing and service businesses located together on adjacent or common properties, or connected by a virtual network to other participating companies within the region by embracing the Eco-Industrial Development concept referenced above. The development scenario of the Park will include open space and internal walking paths, including a connection to, and extension of, the Putnam River Trail, and a connection to the Air Line Trail thereby.

In order to create this environment, the Town has established the Quinebaug Regional Technology Park Overlay District (TPOD) in its zoning regulations, which covers the 267± acres of the Quinebaug Regional Technology Park site. As put forth in the Zoning Regulations:

The goal of the TPOD is to improve the economic performance of the participating companies by allowing them to share infrastructure as a strategy for enhancing production and minimizing costs while minimizing their environmental impacts. Components of this approach include green design of park infrastructure and plants; cleaner production; pollution prevention; energy efficiency; and inter-company partnering, by coordinating overall park maintenance, working together to follow the principles of natural systems through cycling of resources, working within the constraints of local and global ecosystems, and optimizing energy use. Thus the TPOD offers firms the opportunity to cooperatively enhance both economic and environmental performance through increased efficiency, waste minimization, innovation and technology development, access to new markets, strategic planning, and attraction of financing and investment. The TPOD also seeks benefits for neighboring communities to assure that the net regional impact of its development is positive. Because the TPOD is an area that is environmentally sensitive owing to proximity to the Aquifer Protection Area (APA), uses permitted in the district are intended to provide protection to the quality of the aquifer.

The QRTP is divided into two development phases. Phase I, currently under development, is presently owned by the Town of Putnam. It consists of the tract of land comprising approximately 62 acres and known generally as the "Wheelabrator Property" off Kennedy Drive, which is located directly across from the southbound Exit 45 (formerly exit 95) onto Kennedy Drive from I-395, from which point access will be provided to the Park. Phase II is the remaining 202± acres of the proposed Park, located southerly of Phase I and northerly of the Wheelabrator Ash Landfill site. Phase II, while planned as part of the Park and within the TPOD, is privately owned at this time and is slated for development in the future upon the buildout of Phase I. Per previous arrangements, the Town of Putnam has donated approximately 15 acres of the Phase I parcel to the YMCA of Greater Hartford for the construction of a 48,000± square foot Regional Community Family Center and associated recreational fields.

The Town of Putnam has taken an innovative approach in the development of the QRTP Phase I for regional and local economic benefit: Putnam has established an Interlocal Agreement between Putnam and the nearby Connecticut towns of Brooklyn, Pomfret, and Scotland to work together for the development of the QRTP Phase I within the borders of Putnam for their common benefit in an effort to increase the diversification of their respective property tax bases. At this time this Agreement does not include a commitment to QRTP Phase II, but the Agreement could be amended to include Phase II in the future if deemed appropriate. The Economic Development Commission has been charged with the marketing of the Quinebaug Regional Technology Park.

### Retail/Commercial

The retail/commercial market area for Putnam is the group of towns for which Putnam has traditionally served as a market town. This includes the more rural towns of Brooklyn, Eastford, Pomfret, Union and Woodstock in addition to the core group of Thompson, Killingly, Plainfield and Sterling. Also included, albeit to a lesser degree, are the nearby Rhode Island towns of Glocester and Burrillville, as well as nearby Massachusetts towns located along the I-395 corridor.

Putnam's retail/commercial tax base was \$96.97 million in 2013, a major contributor to the town's tax base. Historically, Putnam has served the northeast region as a market town, offering both convenience goods and comparison shopping goods. With the advent of the interstate, most of Putnam's large scale retail has migrated to the Exit 47 (formerly exit 97) interchange. Downtown retail development has largely been specialty stores, including antiques, and serving the day tripper tourist market through its burgeoning restaurant developments and increasing development of the arts, as well as its many festive social activities focused in the Downtown area, such as First Fridays, the Annual Classic Car Show, and River Fire.

Putnam's market area is a relatively small one, which is a constraint on major development activity. Retailers depend not only on excellent access, which Putnam has, but also on the density of households in the market area. However, a counter force to this is the fact that big box retailers will establish themselves in a smaller market area if the access is good and a competitor can thereby be kept out or forced to take a less desirable site. Accordingly, big box development in the Putnam region has largely been saturated, over the past two decades in Putnam, and, more recently, over the past decade in the nearby village of Dayville in Killingly. Retail demand in Putnam therefore suggests capacity for retail growth will mainly center on small format retail, restaurants, food stores and small professional and service-providers space, presenting a market for infill development, notably within the Downtown area, and within the outlying commercial area along Route 44. Another area with the potential for substantial infill, and/or redevelopment for small-scale retail growth, is the Providence Street vicinity, which presently supports a mixed residential/commercial form of development.

### Office

The office market in the region is largely characterized by older, downtown owner occupied or tenanted buildings and small drive-up-to professional centers in more suburban locations. Although interchanges with I-395 present the sort of location office developers and corporate headquarters prefer, the population and jobs base is not sufficient to warrant office building construction at this time. Worcester and Norwich are too far away to the north and south and Providence is not easily accessible from northeast Connecticut. In short, there is insufficient business density to support office development on any kind of a scale beyond community based professional services.

- Most of Putnam's general office is occupied by neighborhood services and/or professionals such as physicians, attorneys, accountants, etc. Another portion is specialized space, including uses such as bank head office and branch operations. In general, the space is sufficient to meet local office demand.
- With the projected aging of the population and the growth in health services, Putnam can anticipate the need for additional medical service facilities. Day Kimball Hospital serves as a local catalyst for such expansion.

- The office condo, especially for medical offices, has had some success in Putnam, with small units of 750 sq. ft. and up.
- Selective mill conversions have also brought new office space to Putnam, such as the Belding Mill. Belding represents an opportunity to bring in a larger tenant or tenants at competitive rents should prospective users be recruited or identified. While several mills are now vacant and will probably never again be used for the large-scale manufacturing uses they once housed, several are being adaptively reused for non-manufacturing uses such as storage, office, service industry and housing. The Industrial Heritage Overlay District (IHOD) was adopted as an amendment to the Zoning Regulations in 2006 and amended in 2013. The purpose of the IHOD is to encourage redevelopment of several of these former mill complexes into mixed use structures and sites that represent land uses appropriate for the 21<sup>st</sup> Century while respecting the structures' historical integrity. More of this type of activity will be necessary if the mills are to remain a viable part of the landscape. A listing of these several former mill complexes may be found in the IHOD section of the Zoning Regulations.

### Tourism

The Connecticut Office of Tourism works to make tourism a leading economic contributor and a source of pride for Connecticut. The office partners with the Connecticut business community and three regional tourism districts to position the state as a prime destination for leisure and business travelers and encourage strategic investment. The office offers a broad range of services, including marketing, research, hospitality services, direct sales and business marketing assistance. The Office of Tourism operates Connecticut's six welcome centers, the State's official tourism website [www.CTvisit.com](http://www.CTvisit.com) and social media sites. Links to numerous state programs to encourage and develop the tourism industry can be found on the Office of Tourism's webpage: <http://www.cultureandtourism.org/cct/cwp/view.asp?a=3948&q=464698>.

The Northeastern Connecticut Economic Partnership, in the development of its 2011 Comprehensive Economic Development Strategy (CEDS) identified three industry clusters that already impact the regional economy and serve as targets for economic growth: Plastics, Agriculture, and Tourism, with Tourism and Entertainment being one of the emerging industries that will drive job growth and economic development in the future. Travel and Tourism, primarily in the form of day tripper spending, particularly in the downtown area, already provides an important sub-sector in the Town's overall economic development. It has already been referenced in this POCD that the Town's many social activities, shops and restaurants, and emphasis on the development of the arts and cultural events contribute to the growth of tourism, and that the Town may in fact be considered the major promoter of economic development through tourism in Northeastern Connecticut. It is recommended that the Town continues to build on these tourism activities, as well as further incorporating actions to promote agricultural activities including agritourism / agritainment as viable conservation and restoration uses of traditional rural lands, potentially leading to eco-tourism opportunities as well as opportunities for local food sourcing for farmers' markets and interest in community gardens that supply a local, fresh food supply to local residents and local restaurants and food suppliers, while bringing vacant agricultural lands back into production. Accordingly, an agricultural stimulus program, possibly through the AGvocate Program, should be explored. Also a regional approach to further agricultural development, possibly in partnership with The Last Green Valley, should be explored, building on this lucrative local sector of business.

## Existing Employment

### *Major Putnam Employers*

Table 8-2 lists the five largest employers in the Town of Putnam. Day Kimball Hospital / Healthcare is the largest employer in Putnam and the immediate region. The Putnam Board of Education is the second largest employer in Town. Walmart is the second largest private sector employer. Overall, Putnam reflects a good diversity of employers and industries. No major employment concentration exists other than Day Kimball Hospital.

**Table 8-2: Largest Employers in Putnam**

<b>Employer</b>	<b>Number of Employees</b>
Day Kimball Healthcare	Approximately 1,200
Town of Putnam Board of Education	Approximately 300
Walmart	250 – 399
Staples Distribution Center	100 – 249
Price Chopper	100 – 249

Sources: CERC Town Profile 2014, Town of Putnam <http://www.cerc.com/TownProfiles/Custom-Images/putnam.pdf>; Economic & Community Development Director; Putnam Board of Education; <http://www.manta.com>, 2015

The implications of these employee numbers are consistent with the Town's commuter patterns, whereby, of 4,257 commuters, 23 percent commute less than 10 minutes to work (see Table 8-3), and workplace and residence of commuters, whereby 26 percent of commuters live and work within Putnam (see Tables 8-4 and 8-5).

### *Labor Force*

The total civilian labor force is defined as all residents age 16 years and older. In 2012, this was 78.7% of Putnam's total population. Of these, 67.2% (5,052 people) were considered as being part of the labor force (employed or actively seeking employment) [Source: 2008-2012 American Community Survey 5-Year Estimates]. In June 2014 the Connecticut Department of Labor's figures indicated an increase in the labor force in Putnam, to 5,343 persons. Since the population is relatively stable, this growth in labor force is probably attributable to an increase in in-migration. It is noteworthy that Putnam's unemployment rate dropped from 8.9% in November 2012 to 6.2% in June 2014.

Putnam residents tend to have spent fewer years in school than residents of the region and the state. According to the 2008-2012 American Community Survey 5-Year Estimates, of residents 25 and older, 14.1% do not have a high school diploma (14.1% for Windham County, 11.0% for the state), and 18.2% of Putnam residents hold a four year college or graduate degree compared with 22.0% for Windham County and 36.1% for the state. Residents' occupations reflect this educational profile. According to the U.S. Census Bureau's 2008-2012 American Community Survey, 5-Year Estimates the majority of residents held jobs in one of three employment categories: manufacturing (15.3%); educational services

and health care and social assistance (23.6%); and retail trade (13.4%). Putnam and the region present a fairly sharp contrast to the occupational profile of the State as a whole; Connecticut is characterized by a greater concentration of executives and professionals.

### ***Journey to Work***

A slight increase in the unemployment rate has accompanied this growth in labor force. Journey to work data indicates that fewer residents were working in Putnam in 2010 than in 2000. Census Bureau estimates for 2012 indicated that Putnam residents have relatively short work commutes as compared to the region and state. In 2012, 8.6 out of 10 workers traveled less than 30 minutes to work, which is considered the break point between tolerable and onerous commutes; however, in 2012 approximately one out of 10 workers traveled 60 or more minutes to work, nearly 70 percent more than in 2000. Putnam commuters are a little more likely to carpool than the rest of the state, most likely because public transportation options are limited. See Table 8-3 below.

**Table 8-3: Travel Time to Work**

	<b>2000 Estimate</b>	<b>2012 Estimate</b>	<b>Difference 2000 – 2012</b>
<b>Total Commuters:</b>	<b>4,526</b>	<b>4,257</b>	<b>-269</b>
<b>Travel Time to Work:</b>			
Less than 5 minutes	225	132	-93
5 to 9 minutes	898	842	-56
10 to 14 minutes	989	851	-148
15 to 19 minutes	675	687	+12
20 to 24 minutes	363	369	+6
25 to 29 minutes	99	99	0
30 to 34 minutes	266	257	-9
35 to 39 minutes	143	77	-76
40 to 44 minutes	174	145	-29
45 to 59 minutes	410	388	-22
60 to 89 minutes	208	343	+135
90 or more minutes	76	67	-9

Source: U.S. Census Bureau, 2000 SF 3 Sample Data, 2008-2012 ACS 5-Year Estimates

The comparison of journey to work data for Putnam residents available for 2000 and 2010, while not directly compatible as to place, indicate that Putnam itself is still the major work destination, and that Putnam workers are also commuting west in slightly greater numbers to Pomfret and south to Killingly. Major destinations are summarized in Table 8-4.

**Table 8-4: Workers Commuting from Putnam, 2000 and 2010**

Destination	2000	2010	% change
Putnam	1,609	1,089	-32.32
Massachusetts	714	-----	-----
Killingly	595	599	0.67
Woodstock	262	144	-45.04
Thompson	176	156	-11.36
Pomfret	167	182	8.98
Plainfield	127	94	-25.98
Rhode Island	107	-----	-----
Windham	105	64	-39.05
Hartford	-----	103	-----

Source: 2000 U.S. Census; Connecticut Economic Resource Center (2010 data)

The data for workers commuting to Putnam is summarized in Table 8-5 by major source towns and states. Putnam employers are diversifying their workforce by place of origin although still relying heavily on Putnam residents.

**Table 8-5: Workers Commuting to Putnam, 2000 and 2010**

Origin	2000	2010	% change
Putnam	1,609	1,089	-32.32
Killingly	1,059	810	-23.51
Thompson	620	489	-21.13
Woodstock	486	410	-15.64
Brooklyn	228	323	41.67
Pomfret	306	253	-17.32
Plainfield	312	304	-2.56
Sterling	-----	68	-----
Canterbury	-----	61	-----
Norwich	-----	58	-----
Rhode Island	269	-----	-----
Massachusetts	228	-----	-----

Source: 2000 U.S. Census; Connecticut Economic Resource Center (2010 data)

## Employment Outlook and Implications for the Labor Force

The above data relative to workforce and commuting patterns indicates a need to expand job/career opportunities for Putnam residents who want to work within their own community or at least within the region such that shorter commuting distances can be realized. This is further addressed below.

Industry projections for the period 2010 -2020 are available from the Connecticut Department of Labor. In summary, the projections call for:

- An increase of 168,789 jobs or 9.6%.
- The services sector will be the main source of growth: business and health services will dominate, adding 156,571 new jobs. Health care and social services is expected to add 57,822 jobs statewide, an increase of 21.6%. The aging population will impact this sector from both sides. Retirements will create replacement job needs and the increase in the senior population will create new medical and care giver jobs. This has implications for Putnam's hospital and regional health care. The expected growth throughout the services sector will be of major significance throughout Connecticut as well as in Putnam, where the vast majority of jobs are service sector based.
- Manufacturing will decline statewide by 3,980 jobs, with decreases in less skilled production jobs and increases in skilled, technology-oriented jobs.
- The trade, transportation and utilities sector will experience a growth rate of 6.9%, expanding by 19,913 jobs.
- Construction increases, both in building and trades, are predicted to increase by 9,965 (20%) This could also favorably impact Putnam.
- Also of importance to Putnam is continued growth in the arts, entertainment, and recreation/tourism sector, and the accommodation and food services sector; 12,250 additional jobs are projected in these two sectors when combined.

Putnam, like the rest of Connecticut, must address the anticipated shortage of a more educated workforce – currently only 18.2% of Putnam residents hold a four-year college or graduate degree, as compared to 22.0% for Windham County and 36.1% for the state. Emphasis on education at all levels will be critical, including vocational education to support the surviving and growing manufacturing sectors.

In a study of Workforce Demand and the skill sets that currently exist in the regional workforce, taken on by the Eastern Connecticut Workforce Investment Board 2012--2016 Local Plan, the subsequent report identified “competency clusters” or skills that exist within the current workforce and that cross into multiple industries, both traditional and emerging. Competencies identified as current and long-term drivers in the economy include engineering, measurement and manufacturing, defense and supply chain, energy management, software/IT/instrumentation and medical. These competencies and the skills sets they require – Science, Technology, Engineering and Math (STEM) – will need to be refined in the region’s schools, colleges and workplaces as a basis for growing new industries in the region and for strengthening existing industry clusters.

The EWIB has identified four (4) strategic goals to achieve the regional economic and workforce development vision.

1. Continue to increase investments in STEM-related competencies.
2. Continue to utilize cost-effective training strategies to universally upgrade the skills of our entire workforce through a lifelong learning model. The EWIB continues to increase its investments in technology-based learning as a way to provide skills upgrades valued by employers at a significantly lower cost than traditional classroom training, and thus more broadly accessible.

3. Support the growth of regional businesses through investments in On-the-Job Training (OJT) and Incumbent Worker Training (IWT).
4. Assist in the development of K-16 programs that develop ability to perform in the skilled/technical jobs in STEM areas such as Quinebaug Valley Community College (QVCC)'s Manufacturing Center.<sup>68</sup>

However, Putnam, again like the rest of Connecticut, must also be prepared to “import” the labor force it cannot supply internally. The needs and expectations of such newcomers could have implications for housing, education and other services.

Evidence points to the fact that Putnam has already been importing labor force but not necessarily to work in Putnam. While the resident labor force has increased over the past decade (4,917 in January 2005 to 5,413 in November 2014<sup>69</sup>), recent journey to work data reveal that fewer residents were also working in Putnam in 2010 than in 2000 (see Tables 8-3, 8-4 and 8-5, above). The data in those Tables, including the gaps, indicate that more Putnam residents are commuting to Massachusetts, Rhode Island and surrounding communities, especially those to the west. It has been suggested that additional transit service stops by NECTD may be a way to allow Putnam or other regional communities' workers to work in Putnam employment centers such as the Industrial Park and, in the near future, the Quinebaug Regional Technology Park.

## **Economic Development Incentives Available in Putnam**

### ***State Tax Incentives: General***

The State of Connecticut and local cities and towns offer a wide variety of tax incentives that encourage businesses investment. Numerous tax credits, tax exemptions, and tax abatements are available at the state level, while municipalities can offer property tax incentives based on certain levels of capital investment. The Connecticut Department of Economic and Community Development (DECD)'s Office of Business and Industry Development helps companies identify specific tax incentives that will positively impact the bottom line and improve long-term competitiveness. Descriptions of these various programs and further detailed information may be found on DECD's website: <http://www.ct.gov/ecd/cwp/view.asp?a=1097&q=437460&pp=12&n=1>.

### ***Rehabilitation Area Program Ordinance***

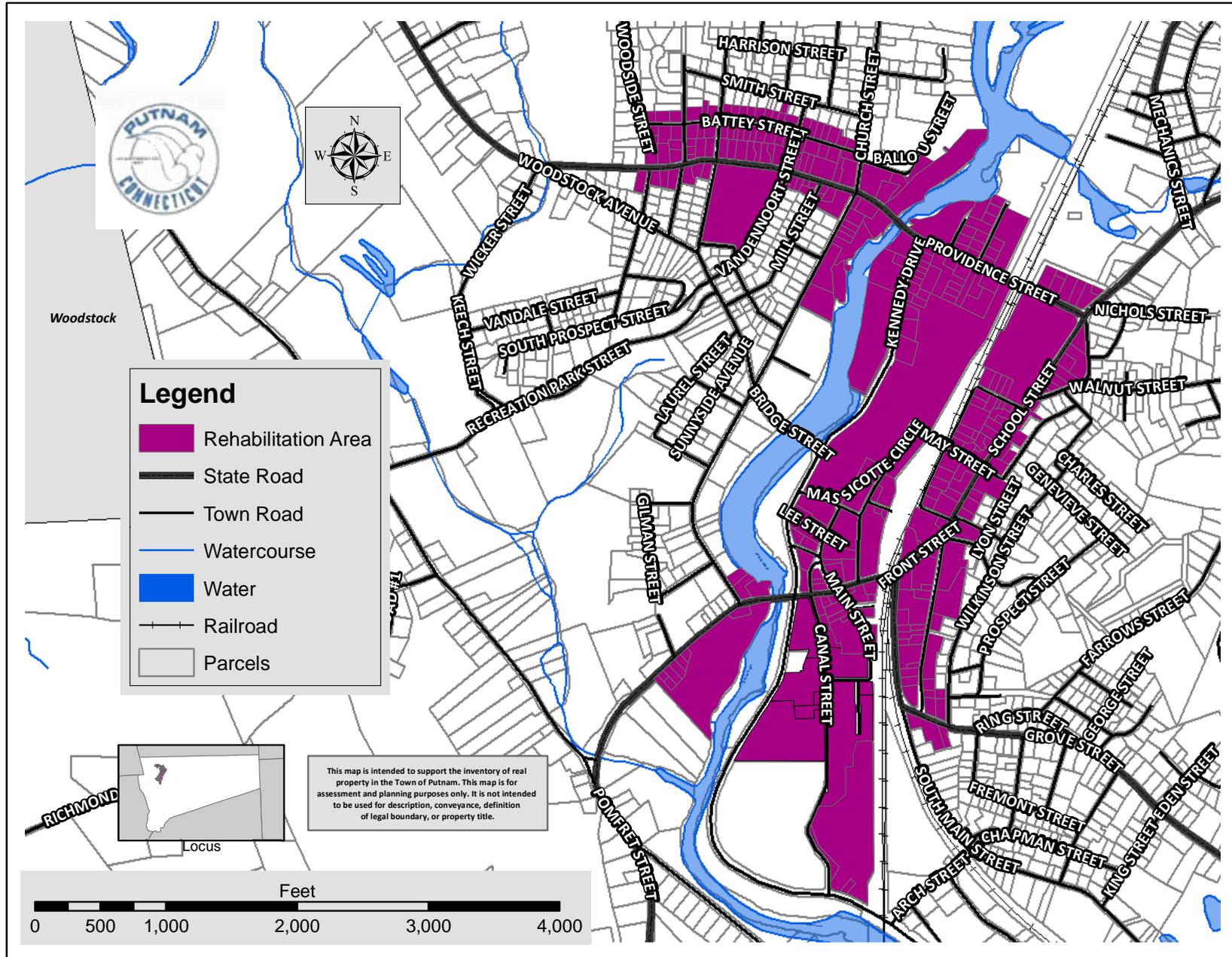
Pursuant to Section 12-65(c) through 12-65(f) of Chapter 203 of the Connecticut General Statutes, as amended, the Town of Putnam has adopted the *Rehabilitation Area Program Ordinance*, under which an area within the Town, which is shown as Figure 8-1, Putnam Rehabilitation Area, is eligible for deferrals in the increase of property tax assessments resulting from investments in property rehabilitation subject to certain criteria as

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<sup>68</sup> Source: Eastern Connecticut Workforce Investment Board 2012--2016 Local Plan <http://www.ctdol.state.ct.us/OWC/EWIB2012.pdf>

<sup>69</sup> Source: Connecticut Department of Labor

**Figure 8-1: PUTNAM REHABILITATION AREA**



put forth in the ordinance. (It may be noted that this area includes much of Downtown Putnam and the mill buildings referred to in the Zoning Regulations, Industrial Heritage Overlay District.)

### ***I-395 Enterprise Corridor Zone and Distressed Communities Tax Benefits***

Putnam is centrally located in Connecticut's Enterprise Corridor Zone that runs along Interstate 395 and includes Putnam's Industrial Park. The Town is also designated by the state as a distressed community. Owing to these designations, tax benefits apply to qualified businesses in the Zone, offering an 80% five-year abatement on both real and personal property taxes, with up to a 50% ten-year credit on state corporate business taxes.

### ***Commercial Property Assessed Clean Energy (C-PACE)***

In 2012, Connecticut passed legislation adopting the Commercial Property Assessed Clean Energy (C-PACE) program, an innovative financing program that is helping commercial, industrial and multi-family property owners access affordable, long-term financing for smart energy upgrades to their buildings. The Clean Energy Finance and Investment Authority (CEFIA), Connecticut's "Green Bank," was empowered by legislation to administer the program. To allow Putnam property owners to be eligible for C-PACE financing, in March 2013 the Town Meeting adopted a resolution supporting the C-PACE program and signed a legal agreement with CEFIA.

C-PACE can be seen as an economic development tool for the Town. Energy upgrades create a more competitive environment for retaining and attracting new businesses by lowering energy costs. Energy upgrades also create jobs and reduce greenhouse gases and other pollutants.<sup>70</sup> C-PACE will help keep Putnam a competitive and business-friendly town for Connecticut building owners to locate. Putnam has over 100 buildings covering nearly 2 million square feet eligible for C-PACE. Complete C-PACE program eligibility requirements and project guidelines may be found in the [C-PACE Program Guidelines](#) document, which is the governing document for all C-PACE program participants.

### ***Siting Clean Energy on Connecticut Brownfields and on Other Commercial/Industrial Sites***

There are many resources that are useful in siting a clean energy facility in Connecticut on previously used land, sometimes called a brownfield if the land has been or is perceived to be polluted and is now underused. Links to various sources of information on financing and incentives, guidance, potential locations, and liability limitations for both clean energy projects and brownfield reuse can be found the Siting Clean Energy on the Connecticut Brownfields website, <http://www.ct.gov/deep/cwp/view.asp?a=2715&q=552764>.

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<sup>70</sup> Sources: CT C-PACE website: <http://www.c-pace.com/about-c-pace>; CT DEEP Website: Siting Clean Energy on Connecticut Brownfields Connecticut Property Assessed Clean Energy (C-PACE) [http://www.ct.gov/deep/cwp/view.asp?a=2715&q=553904&deepNav\\_GID=1626](http://www.ct.gov/deep/cwp/view.asp?a=2715&q=553904&deepNav_GID=1626); CT Green Bank Website: <http://www.ctcleanenergy.com/YourBusinessorInstitution/CommercialPropertyAssessedCleanEnergyCPACE/tabid/642/Default.aspx>

## **Goals and Plan Objectives: Economic Development**

**The following Goals and Objectives are recommended to allow the Town to achieve the overarching goal of providing appropriate economic development. Recommended Action Steps to fulfill the objectives are listed in Table 10-1.**

**Goal: POSITION PUTNAM AS THE REGION'S BUSINESS, CIVIC, EMPLOYMENT AND INSTITUTIONAL CENTER BY SUPPORTING AND STRENGTHENING LOCAL BUSINESSES THAT ARE BENEFICIAL TO THE COMMUNITY**

**Objective:** Maintain a strong business retention program

**Objective:** Expand business recruitment initiatives

**Objective:** Continue developing packaging and plastics clusters including high-tech manufacturing

**Objective:** Actively assist Day Kimball Healthcare (DKH) in expanding its presence in Town

**Objective:** Expand Workforce Development Opportunities

**Goal: MAINTAIN AND EXPAND THE TAX BASE WHILE RETAINING THE TOWN'S RURAL AND BUSINESS DEVELOPMENT CHARACTERISTICS**

**Objective:** Expand and diversify the Commercial and Industrial tax base

**Objective:** Support the transformation of vacant and/or underutilized mills as resources for accommodating small and start-up businesses, niche businesses associated with tourism, residential uses or cultural uses

**Objective:** Provide assistance and incentives to encourage green and sustainable building construction

**Goal: RETAIN THE GREATER DOWNTOWN AREA AS A COMMUNITY CENTER OFFERING A PLACE FOR SOCIAL CONTACT, GOVERNMENTAL, ARTS/CULTURAL AND ECONOMIC ACTIVITIES**

**Objective:** Continue to support and seek investment in Downtown's assets, including its natural, cultural and historic resources, to expand tourism, arts and culture, and appropriately scaled businesses

## Chapter 9

### **Consistency with State and Regional Plans of Conservation and Development**

#### **Conservation and Development Policies: The Plan for Connecticut**

Every five years the State Office of Policy and Management (OPM) prepares a statewide Conservation and Development Policies Plan. This State Conservation and Development Plan puts forth the growth strategy for the State, serving as its policies guide for prioritizing state capital investments and coordinating planning among state agencies. State-funded projects over \$200,000, whether proposed by a State agency, a municipality or a private developer, are reviewed for consistency with the strategy policies of the State Plan. The likelihood of receiving funding for a project may therefore depend on whether the State funding agency can show that this consistency exists. The State Plan consists of two components: a **written document** and a **Locational Guide Map**.

#### *The Written Document*

The **written portion** in the 2013 – 2018 edition of the state POCD is presented in a condensed format that is built around six Growth Management Principles (see below), which serve as the six chapters of the Plan. Municipalities must note any inconsistencies with these principles when they update their plans of conservation and development (CGS Section 8-23). In addition to the State POCD requirements noted above, CGS Section 8-23 provides a requirement for municipalities to prepare and update their plans of conservation and development at least once every ten years. While these plans must “note any inconsistencies” with the six growth management principles that are the foundation of the State POCD, there is no statutory requirement for a municipal plan to be consistent with either the regional plan or the State POCD (or vice versa; however, CGS Section 8-23(b) requires each municipality to have a formally adopted plan in place, which is no more than ten years old, in order to remain eligible for particular discretionary state funding. Although Connecticut’s planning framework does not require municipal, regional and state plans to be consistent with one another, CGS Section 16a-31 requires state agencies to be consistent with the State POCD whenever they undertake any of the following actions with state or federal funds:

1. The acquisition of real property when the acquisition costs are in excess of two hundred thousand dollars;
2. The development or improvement of real property when the development costs are in excess of two hundred thousand dollars;
3. The acquisition of public transportation equipment or facilities when the acquisition costs are in excess of two hundred thousand dollars; and
4. The authorization of each state grant, any application for which is not pending on July 1, 1991, for an amount in excess of two hundred thousand dollars, for the acquisition or development or improvement of real property or for the acquisition of public transportation equipment or facilities.

In summary, the statutory mandate for consistency with the State POCD only applies to state agencies, as outlined in CGS Section 16a-31. The State POCD is advisory to municipalities, due to the fact that there is no statutory requirement for municipal plans, regulations, or land use decisions to be consistent with it.

Consistency with the Written State POCD

This plan is consistent with the State Plan's six Growth Management Principles as follows:

1. Redevelop and Revitalize Regional Centers and Areas with Existing or Currently Planned Physical Infrastructure:

The plans to focus commercial development on infill and redevelopment of the Downtown / Special Services District and the already commercially developed areas along Route 44, the proposed mixed use redevelopment of the Providence Street area, and the plans for development of the Quinebaug Regional Technology Park are consistent with this principle.

2. Expand Housing Opportunities and Design Choices to Accommodate a Variety of Household Types and Needs:

The plan's recommendations to provide safe, quality, and attainable housing, and related public facilities, for all Putnam residents, including the needs of an aging population and the Millennial generation, are consistent with this principle.

3. Concentrate Development Around Transportation Nodes and Along Major Transportation Corridors to Support the Viability of Transportation Options:

Again, the plans to focus commercial development on infill and redevelopment of the Downtown / Special Services District and the already commercially developed areas along Route 44, the proposed mixed use redevelopment of the Providence Street area, and the plans for development of the Quinebaug Regional Technology Park are consistent with this principle. These areas are all around transportation nodes and along major transportation corridors. Further, the Downtown and developed areas along Route 44 (at least to Stop & Shop) are presently serviced by public transit services, and among the Plan's transportation objectives is the expansion of transit service to the Industrial Park and the Tech Park. Although there is presently no passenger rail service in Putnam, a transportation objective of the Plan continues to be the exploration of the establishment of commuter rail service linking with Worcester and Norwich, which would pass through Putnam, pursuant to the proposed Eastern Connecticut Mobility Study / New London to Worcester Commuter Rail Implementation Plan referenced within Public Act 06-136, upon funding for this study / plan.

4. Conserve and Restore the Natural Environment, Cultural and Historical Resources, and Traditional Rural Lands:

Chapters in this Plan devoted to Cultural and Historical Resources, Land Use, and Community Facilities / Services identify, through their goals, objectives and recommended action steps, aspects of the natural environment, historical and cultural resources and rural character of much of Putnam that should be conserved and restored, and how the Town can achieve those end results. Important in conserving and restoring the natural environment are the Plan's goals and objectives to implement energy-efficient ("green") development measures, continued downtown enhancements and infill, and infill or reuse of developed areas ("brownfields" or "greyfields") before moving on to undeveloped areas ("greenfields"). The Plan's goals and objectives include the conservation and restoration of cultural and historical

resources through such mechanisms as design review and adaptive reuse of already developed buildings and lands, leading to civic pride, which in turn can be used to promote tourism. The Plan's goals and objectives also include actions to promote agricultural activities including agritourism / agritainment as viable conservation and restoration uses of traditional rural lands, potentially leading to eco-tourism opportunities as well as opportunities for local food sourcing for farmers' markets and interest in community gardens that supply a local, fresh food supply.

5. Protect and Ensure the Integrity of Environmental Assets Critical to Public Health and Safety:

This Plan references procedures to continue already instituted measures that protect and ensure the integrity of environmental assets such as the Aquifer Protection Area, Low Impact Development, and encouragement of green energy technologies, with an emphasis on further reinforcement of these measures in future development.

6. Promote Integrated Planning Across all Levels of Government to Address Issues on a Statewide, Regional and Local Basis:

There are numerous instances in this Plan of integrated planning across all levels of government that addresses issues on a statewide, regional and local basis. The Plan recognizes the need to address housing and transportation issues on a regional basis in relation to the jobs available in the Putnam area, for statistics show that many Putnam residents travel long distances out of the region for jobs. The virtual eco-industrial park concept of the Quinebaug Regional Technology Park recognizes that regional clusters of industries thrive when individual companies in the region as well as just the Park itself pool their resources rather than compete for the same business; this is true especially for plastics industries in the Putnam area. Along these lines is the recognition that the region thrives when specific education for the technical jobs to be found in the area is offered by area community colleges, as referenced in the economic development section of this Plan. The revenue sharing system among the towns of Scotland, Pomfret, Brooklyn and Putnam that has been put in place for the development of the Technology Park is a further example of evidence that communities in the Putnam area are recognizing that working together on economic development on a regional basis, rather than outright competition for the same industries, can be a win-win situation for the area as a whole. Further, the Plan has recognized that working with state and regional planning tools and programs (the C-PACE program, the I-395 Enterprise Corridor Zone program, the EDA CEDS program, and the Distressed Municipalities program) will assist the town with economic stimuli to attract new industries and retain existing industries, thereby increasing the Town's revenue stream and Town residents' job opportunities.

### *Locational Guide Map*

In addition to the chapter format noted above, OPM has devoted a separate chapter to the **Locational Guide Map** (LGM) in the 2013-2018 State POCD, which describes the role of the Map, its use and application, and the criteria for delineating the boundaries of priority funding areas. Figure 9-1 depicts the LGM as applicable to Putnam. Since the LGM is a component of the State POCD, it is not intended to be utilized, by itself, as a basis for a state agency to approve or deny funding when rendering applicable funding decisions. The LGM classifications are intended to help state agencies comply with the following administrative requirements associated with CGS Section 16a-35d:

1. No state agency, department or institution shall provide funding for a growth-related project unless such project is located in a priority funding area (PFA);

2. Notwithstanding the provisions of subsection 1., above, of this section, the head of a state department, agency or institution, with the approval of the Secretary of the Office of Policy and Management, may provide funding for a growth-related project that is not located in a priority funding area upon determination that such project is consistent with the plan of conservation and development, adopted under section 8-23, of the municipality in which such project is located and that such project:
  - a. enhances other activities targeted by state agencies, departments and institutions to a municipality within the priority funding area;
  - b. is located in a distressed municipality, as defined in section 32-9, targeted investment community, as defined in section 32-222, or public investment community, as defined in section 7-545;
  - c. supports existing neighborhoods or communities;
  - d. promotes the use of mass transit;
  - e. provides for compact, transit accessible, pedestrian-oriented mixed use development patterns and land reuse and promotes such development patterns and land reuse;
  - f. creates an extreme inequity, hardship or disadvantage that clearly outweighs the benefits of locating the project in a priority funding area if such project were not funded;
  - g. has no reasonable alternative for the project in a priority funding area in another location;
  - h. must be located away from other developments due to its operation or physical characteristics; or
  - i. is for the reuse or redevelopment of an existing site.

The PFA exception process provided in CGS Section 16a-35d recognizes that the scale of the State POCD's LGM cannot accurately reflect the land use detail of a municipal plan of conservation and development prepared under CGS Section 8-23. The PFA exception process provides a mechanism for state agencies to consider funding projects that have been deemed consistent with the State POCD policies and are locally supported, even though they may not be located in a PFA. This role for the LGM is intended to serve three purposes:

1. it reinforces the policies contained in the text of the State POCD as the primary determinant of consistency for a proposed action;
2. it ensures that any LGM reference is a secondary consideration only after a proposed growth-related project has been deemed consistent with the policies of the State POCD; and
3. it allows state agencies to operate with sufficient discretion and transparency, as afforded them in CGS Section 16a-35d(c). This is important because the LGM only applies to "growth-related projects", and many state agency actions that are subject to the consistency mandate under CGS Section 16a-31(a) are not considered "growth-related projects" under CGS Section 16a-35c.

#### Use and Application of the Locational Guide Map

Although state agency staff and other interested parties may use the underlying LGM data for general planning purposes, the only formal application of the LGM is limited to instances when a sponsoring state agency has already determined that a proposed "growth-related project" is consistent with the State POCD and it must comply with the administrative requirements of CGS Section 16a-35d noted above.

A "growth-related project" is defined in CGS Section 16a-35c(a)(2) to mean any project which includes:

1. the acquisition of real property when the acquisition costs are in excess of one hundred thousand dollars, except the acquisition of open space for the purposes of conservation or preservation;
2. the development or improvement of real property when the development costs are in excess of one hundred thousand dollars;
3. the acquisition of public transportation equipment or facilities when the acquisition costs are in excess of one hundred thousand dollars; or
4. the authorization of each state grant, any application for which is not pending on July 1, 2006, for an amount in excess of one hundred thousand dollars<sup>71</sup>, for the acquisition or development or improvement of real property or for the acquisition of public transportation equipment or facilities, **except the following:**
  - a. Projects for maintenance, repair, additions<sup>72</sup> or renovations to existing facilities, acquisition of land for telecommunications towers whose primary purpose is public safety, parks, conservation and open space, and acquisition of agricultural, conservation and historic easements;
  - b. funding by the Department of Economic and Community Development for any project financed with federal funds used to purchase or rehabilitate existing single or multi-family housing or projects financed with the proceeds of revenue bonds if the Commissioner of Economic and Community Development determines that application of this section and sections 16a-35d and 16a-35e
    - i. conflicts with any provision of federal or state law applicable to the issuance or tax-exempt status of the bonds or any provision of any trust agreement between the Department of Economic and Community Development and any trustee, or
    - ii. would otherwise prohibit financing of an existing project or financing provided to cure or prevent any default under existing financing;
  - c. projects that the Commissioner of Economic and Community Development determines promote fair housing choice and racial and economic integration as described in section 8-37cc;
  - d. projects at an existing facility needed to comply with state environmental or health laws or regulations adopted thereunder;
  - e. school construction projects funded by the Department of Education under chapter 173;
  - f. libraries;
  - g. municipally owned property or public buildings used for government purposes; and
  - h. any other project, funding or other state assistance not included under the subsections numbered 1. to 4. above, inclusive, of this subsection.

Given the diversity of state agency-administered programs, there are many state agency-sponsored actions that are subject to the consistency mandate of CGS Section 16a-31(a), but are not subject to the LGM because they are not considered a “growth-related project” under CGS Section 16a-35c.

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<sup>71</sup> OPM has submitted proposed legislation to change the dollar threshold in CGS Section 16a-35c(a)(2) from \$100,000 to \$200,000 to be consistent with CGS Section 16a-31a, which had previously been increased by Public Act 07-239.

<sup>72</sup> OPM has submitted proposed legislation to remove the reference to “additions”, since it is not clear why additions to existing facilities should be exempt from the PFA requirements.

Locational Guide Map Classifications & Criteria Applicable to Putnam

- Priority Funding Areas

Priority Funding Areas are delineated based on conditions that exist at the Census Block level, which is the smallest geographical unit delineated by the U.S. Census Bureau. Census Blocks are statistical areas, which, in Connecticut, are typically bounded by visible features, such as streets, roads, streams, and railroad lines. Generally, Census Blocks in denser urban communities are small in area, such as a block in a city that is bounded on all sides by streets. However, Census Blocks in suburban and rural areas may be large, or irregular, and bounded by a variety of features, such as roads or streams. For example, a specific Census Block may be partially served by public water and/or sewer, and thus the entire block would appear to be served by these utilities. In several instances, municipalities have requested that certain Census Blocks be removed from this classification, and such requests were granted. Any limitations in the use of Census Blocks in this LGM should not be construed as influencing local land use and zoning decisions or municipal plans of conservation and development; nor should it create any expectation for future utility service where none currently exists. Priority Funding Areas are classified by Census Blocks that include:

- Designation as an Urban Area or Urban Cluster in the 2010 Census
- Boundaries that intersect a ½ mile buffer surrounding existing or planned mass-transit stations
- Existing or planned sewer service from an adopted Wastewater Facility Plan
- Existing or planned water service from an adopted Public Drinking Water Supply Plan
- Local bus service provided 7 days a week

- Balanced Priority Funding Areas

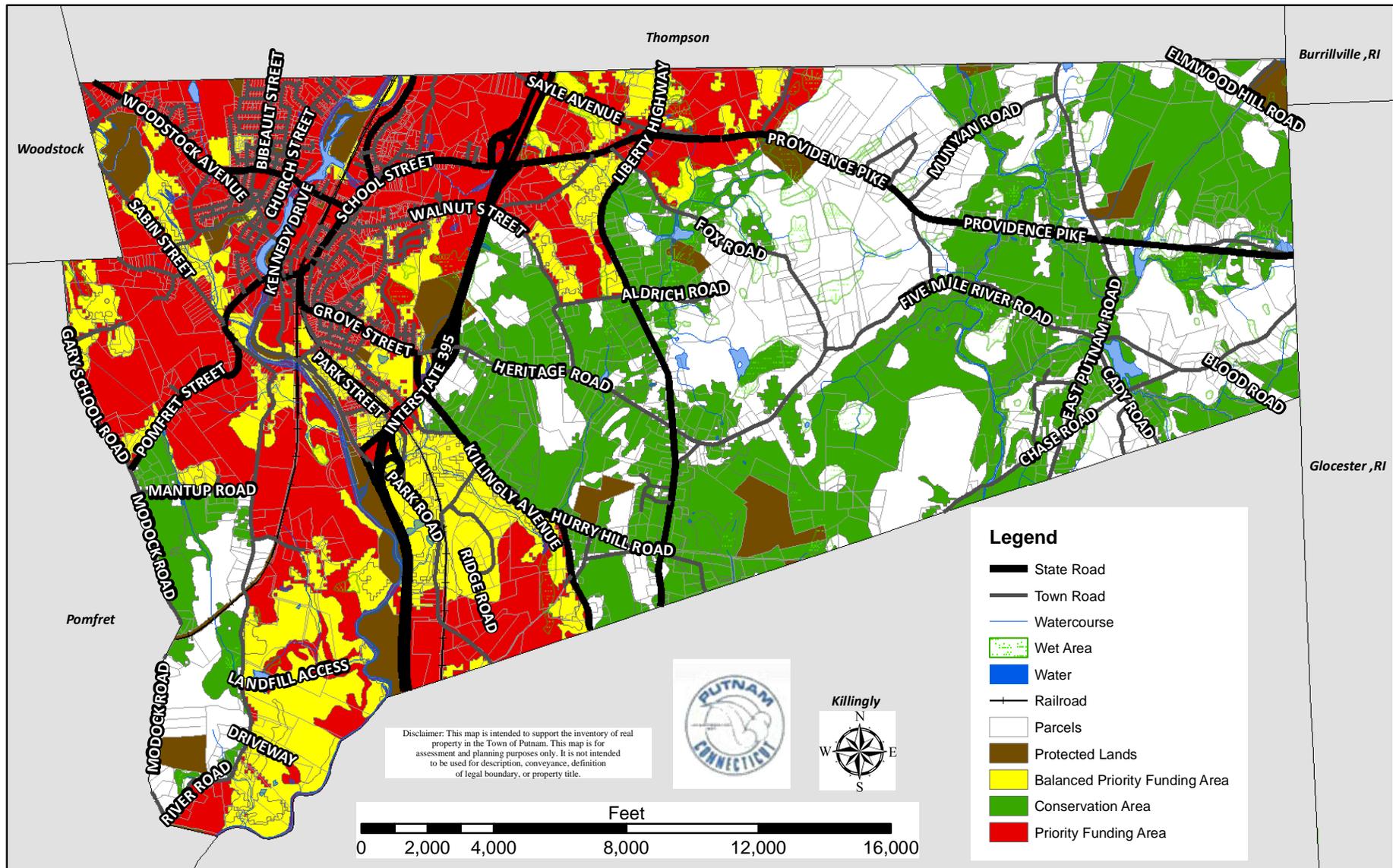
Balanced Priority Funding Areas meet the criteria of both Priority Funding Areas and Conservation Areas. State agencies that propose certain actions in these areas must provide balanced consideration of all factors in determining the extent to which it is consistent with the policies of the State POCD. For example, a state-sponsored growth-related project (e.g., business expansion) proposed in a Balanced Priority Funding Area that is also characterized as a Drinking Water Supply Watershed would need to consider the integrity of the drinking water supply in determining the consistency of its proposed action.

- Conservation Areas

Conservation Areas are delineated based on the presence of factors that reflect environmental or natural resource values. In contrast to Priority Funding Areas, which are based on man-made Census Blocks, Conservation Areas are based on existing environmental conditions, such as soils or elevation, which oftentimes have no visible boundaries. Conservation Areas include any one or more of the following factors:

- Core Forest Areas Greater than 250 acres based on the 2006 Land Cover Dataset
- Existing or potential drinking water supply watersheds
- Aquifer Protection Areas
- Wetland Soils greater than 25 acres
- Undeveloped Prime, Statewide Important and locally important agricultural soils greater than 25 acres
- Category 1, 2, or 3 Hurricane Inundation Zones
- 100 year Flood Zones
- Critical Habitats (depicts the classification and distribution of twenty-five rare and specialized wildlife habitats in the state)
- Locally Important Conservation Areas (based on data authorized/submitted by municipalities)

Figure 9-1: LOCATIONAL GUIDE MAP



Source: CT OPM

- Protected Lands  
Lands that have some form of restriction on development, such as permanently protected open space or property in which the development rights have been acquired, are classified as Protected Lands. In addition, this may include, where data is available, Class I or II Water Company Owned Lands, since the development of such property is strictly regulated by the Department of Public Health.
- Undesignated Lands  
Undesignated Lands on the LGM are typically rural in nature and lack the criteria necessary for being delineated as either Priority Funding Areas or Conservation Areas.
- Water  
Water features such as lakes, ponds, rivers, and streams are depicted on the LGM in blue.

The following designations may be found on the LGM but are not presently applicable to Putnam:

- Village Priority Funding Areas  
In the state's more rural municipalities, traditional village centers are considered to be Village Priority Funding Areas. This LGM classification is intended to recognize the unique characteristics and needs of these areas, in accordance with CGS Section 16a-35e. Village Priority Funding Areas were based initially on the boundaries of the former Rural Community Center classification from the 2005-2010 State POCD. The boundaries have since been modified, to a large extent, based on public comments received on the Draft 2013-2018 State POCD.
- Local Historic Districts  
Local Historic Districts are established and administered by the community itself to help ensure that the distinctive and significant characteristics of each district are protected, by having local preservation commissions review architectural changes for compatibility.
- Regional Center  
Regional Center has the same meaning as "Urban Center", as used in CGS Sections 4-66c and 4-66g. The following municipalities are classified as Regional Centers: Ansonia, Bridgeport, Bristol, Danbury, East Hartford, Enfield, Groton, Hartford, Killingly, Manchester, Meriden, Middletown, New Britain, New Haven, New London, Norwalk, Norwich, Stamford, Torrington, Vernon, Waterbury, West Hartford, West Haven, and Windham.

*How to Apply the Locational Guide Map*

1. For any growth-related project, the sponsoring State Agency must:
  - a. document how the proposed action is classified on the LGM;
  - b. consult the municipal plan of conservation and development if a proposed project falls outside of a PFA; and
  - c. determine whether to seek OPM's approval for an exception under CGS Section 16a-35d.

2. The sponsoring State Agency, at its discretion, determines whether to provide funding for any growth-related project that has been deemed consistent with the Conservation and Development Policies, regardless of its PFA designation on the Locational Guide Map.

<b>Priority Funding Areas</b>	<b>Balanced Priority Funding Areas</b>	<b>Village Priority Funding Areas</b>	<b>Conservation Areas</b>	<b>Undesignated Areas</b>
Growth-related projects may proceed without an exception	Growth-related projects may proceed without an exception, if the sponsoring agency documents how it will address any potential policy conflicts	Growth-related projects may proceed without an exception, if the sponsoring agency documents how it will help sustain village character	Growth-related projects may proceed with an exception*	Growth-related projects may proceed with an exception*

\* Note: In order for a growth-related project to be funded outside of a PFA, CGS Section 16a-35d requires the project to be supported by the municipal plan of conservation and development. Furthermore, CGS Section 8-23(b) makes municipalities ineligible for discretionary state funding if they have not updated their local plans within the required ten-year timeframe.<sup>73</sup>

*Consistency with the State Locational Guide Map*

This POCD’s Land Use Plan Map (see Figure 10-1) is generally consistent with the State LGM with two notable minor exceptions:

1. Primary Development Areas along River Road and Town Farm Road, along Gary School Road, along Thompson Avenue, and along Walnut Road: These areas are designated on this POCD’s Land Use Plan Map (see Figure 10-1) as either rural residential conservation areas or residential conservation areas, primarily due to predominate existing agricultural or open space land uses and, in the case of the property along Thompson Avenue, there are steep slopes and major grade changes as well that would tend to impair intense development.
2. Proposed Heritage Preservation Areas: These areas are designated on this POCD’s Land Use Plan Map (see Figure 10-1) as “Areas of distinctive historic character where preservation of structures and/or landscapes are important to the Town’s heritage”. These areas are presently within either a PFA or a Conservation Area. Depending upon the course of actions taken in the implementation of this POCD, these areas could potentially be designated on a future State LGM as Village Priority Funding Areas and/or Local Historic Districts (see descriptions above). Whatever actions are taken for these areas relative to the implementation of this POCD, the existing historical character of these areas, whether they are presently within a PFA or a Conservation Area, would be retained.

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<sup>73</sup> Source: State of Connecticut: Conservation & Development Policies: The Plan for Connecticut 2013-2018 Prepared by the Office of Policy and Management In accordance with Connecticut General Statutes Section 16a-29 [http://www.ct.gov/opm/lib/opm/igp/org/cdupdate/2013-2018\\_cd\\_plan.pdf](http://www.ct.gov/opm/lib/opm/igp/org/cdupdate/2013-2018_cd_plan.pdf)

## **Regional Planning in the Putnam Area: Northeastern Connecticut Council of Governments**

Putnam is a member of the Northeastern Connecticut Council of Governments (NECCOG), a 16-town regional council of governments founded in 1987. NECCOG is a chief-elected official driven organized forum for the member towns to discuss, facilitate and develop responses to issues of mutual concern. Each municipality is represented by its respective chief-elected official. NECCOG is statutorily authorized, but has no regulatory power. NECCOG is focused on achieving results for its member towns through regionalism, offering a range of voluntary member initiated programs and services depending on the collective and/or individual needs of its member towns. These programs include: transportation planning and project assistance; engineering; land use planning and regulation development; economic development; administrative assistance; animal services; transit administration; property revaluation; emergency preparedness; geographic information services and paramedic intercept services.

### ***2015 Regional Hazard Mitigation Plan***

The 2015 Northeastern Connecticut Council of Governments (NECCOG) Regional Hazard Mitigation Plan provides the framework for natural hazard preparedness by identifying local and regional actions that address threats before they occur—as opposed to, after they occur. The 2015 Plan enables participating jurisdictions to compete for Hazard Mitigation Assistance (HMA) grant programs through the Federal Emergency Management Agency (FEMA). HMA funds can be used for mitigation planning as well as implementing mitigation actions, such as floodproofing a community facility, and belong to one of the three following grant programs:

- Hazard Mitigation Grant Program- The Hazard Mitigation Grant Program (HMGP) assists in implementing long-term hazard mitigation measures following a major disaster.
- Pre-Disaster Mitigation- Pre-Disaster Mitigation (PDM) provides funds for hazard mitigation planning and projects on an annual basis.
- Flood Mitigation Assistance- Flood Mitigation Assistance (FMA) provides funds for projects to reduce or eliminate risk of flood damage, on an annual basis.

### ***Comprehensive Economic Development Strategy***

A Comprehensive Economic Development Strategy or CEDS is a plan developed through a process prescribed by the Economic Development Administration (EDA). To be successful a CEDS must be the result of a continuing economic development planning process developed with broad-based and diverse public and private sector participation, and must set forth the goals and objectives necessary to solve the economic development problems of the region and clearly define the metrics of success.

#### A CEDS:

- Analyzes regional conditions
- Identifies Strengths, Weaknesses, Opportunities and Threats (SWOT)
- Defines the vision, goals and objectives of the region
- Designs strategies to accomplish goals and identifies needed projects
- Provides a process for regional dialogue and CEDS evolution

The primary elements of a CEDS plan are:

- Executive Summary and Introductory sections
- Description of staffing and organization
- A detailed Economic Base Analysis of the Region's economy – including SWOT
- A Vision Statement with Goals, Objectives, and Action Plan
- Identification of possible economic development projects in the Region, segmented into those considered “Vital” and all others submitted
- A description as to how the Region will be implementing the CEDS and evaluating progress
- A description of how the region's CEDS relates to other local, regional and state plans
- Appendices documenting the entire CEDS process

Connecticut has added to the federal system with a law passed in 2010 (Public Act 10-168) that allows regional planning and economic development organizations to propose Regional Economic Development Districts (REDDs) that the governor designates, prepare strategies to develop them, and apply for state and federal economic development funds. The act specifies criteria for drawing district boundaries and procedures for preparing, reviewing, and approving strategies.

The CEDS Strategy Committee is the entity responsible for as responsible for the development, implementation, revision or replacement of the CEDS for the NECCOG region. The Strategy Committee must represent the main economic interests of the region, and must include Private Sector Representatives as a majority of its membership.

Due to the new regional configuration of NECCOG, it is now necessary to create a new CEDS reflective of the new region. A CEDS Strategy Committee has been assembled and meetings have been scheduled starting in March 2016. The final CEDS for submission is scheduled for November 2016.

***Unified Planning Work Program***

NECCOG is responsible, in coordination and consultation with the Connecticut Department of Transportation (CT DOT), for making transportation decisions in the 16-town northeast region. NECCOG is the designated recipient of the United States Department of Transportation planning funds for use in performing transportation planning work through the CT DOT. As a condition of the receipt of Federal Highway and transit capital or operating assistance, NECCOG is required to have a transportation planning process and a plan detailing that process referred to as the Unified Planning Work Program (UPWP). The work tasks described in UPWP are conducted on a continuous basis in order to maintain certification and eligibility for Federal Highway and transit funds, and to plan for the orderly and efficient development of the transportation system infrastructure. Required by this process is the development of a Long-Range Transportation Plan (LRTP), review and action on the Connecticut short-range transportation improvement program, and a planning work program which includes other planning and project development activities which address transportation issues in the region and in support of extra-regional and/or statewide transportation planning

activities. Fund sources include Federal Highway Administration (FHWA) Planning Funds (PL) and Federal Transit Administration (FTA) Section 5303 Funds.<sup>74</sup>

### ***Consistency with Regional Planning Activities***

This plan is consistent with NECCOG's regional planning activities as follows:

- Many of the Town's economic development activities are a part of the CEDS.
- The Microgrids program and other public safety programs are incorporated as part of NECCOG's regional emergency preparedness planning.
- The Town utilizes many of NECCOG's regional services: GIS, Regional Engineer, Animal Shelter, etc.
- The Town participates in NECCOG's regional transportation planning efforts.
- The Northeastern Connecticut Transit District (NECTD), which is administered by NECCOG, is the Town's transit service, which will likely be expanded in the future (see Chapter 2, Community Overview, Inferences of Statistics on Demographics and Housing subsection, Chapter 7, Transportation, Transit subsection, and Chapter 8, Economic Development, Journey To Work and Employment Outlook and Implications for the Labor Force subsections of this plan, for further details on efforts to expand transit availability in Putnam).

It is expected that the Town of Putnam will continue to work with NECCOG on these and other regional planning efforts through the 10-year planning horizon of this Plan of Conservation and Development.

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<sup>74</sup> Source: Northeastern Connecticut Council of Governments(NECCOG) website <http://neccog.org/>

## **Chapter 10** **Implementation**

The purpose of this chapter is to tie together all of the diverse goals, objectives and action statements put forth in Chapters 1 – 9 as elements of plan implementation into a cohesive format that can be readily referred to in the administration of this plan. The key elements in this process as put forth in this chapter, are the Future Land Use Plan map (Figure 10-1), the Physical Improvement Plan map (Figure 10-2), and the Plan Implementation Table (Table 10-1)

Leadership of the plan implementation process should be provided through a Plan Implementation Committee (PIC), which should meet quarterly to see that the recommended implementation activities are taking place as scheduled and / or if amendments or changes to the POCD requiring a plan amendment by the Planning Commission become necessary. The PIC may also assist in the CIP. The PIC should be a standing committee consisting of representatives of the Town lead entities, as listed in Table 10-1 that are deemed responsible for seeing that the Plan's goals and objectives are fulfilled through the recommended action steps summarized in Table 10-1 and described in detail in the preceding chapters. In general, the Plan Implementation Committee's mission should be to maintain a coordinated planning process to manage conservation and development and guide growth through the implementation of this POCD via the following Recommended Action Steps:

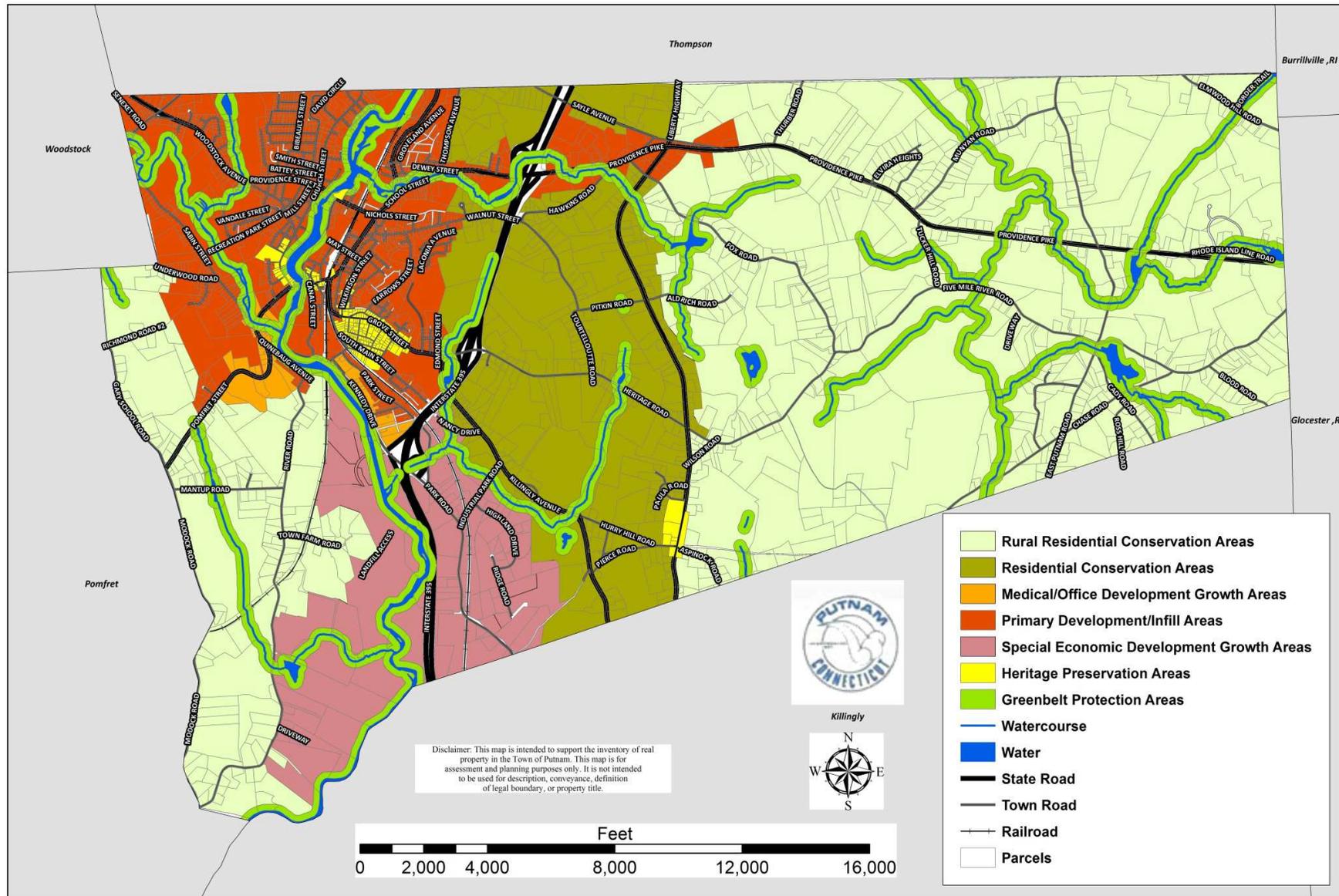
- Establish a working dialogue among local, regional, state and federal agencies and decision- making bodies involved in land use
- Continue to reach out to businesses and residents and other stakeholders for input on Town direction, efforts and decisions
- Conduct an annual summit that allows the Board of Selectmen, Planning Commission, Zoning Commission, and Economic Development Commission to jointly discuss pertinent issues, raise ideas and discuss considerations for Town action
- On a quarterly basis, provide local commissions with updates on state and regional planning efforts
- Monitor patterns of conservation and development and consequences of growth in accordance with this POCD
- On a quarterly basis, assess consistency of the recommended implementation activities carried out in accordance with this POCD, and recommend, if deemed necessary, the amendment or adoption of Strategic Directions and Implementing Actions as appropriate, by the Planning Commission, per statutory requirements

Figure 10-1 is a Land Use Plan that visualizes the Town's desired development pattern by assigning use, density and design goals to various parts of Town in the following categories:

- Rural Residential Conservation Areas: agriculture/rural economy, and low density open space single-family development sensitive to natural and cultural resources or context.
- Residential Conservation Areas: agriculture/rural economy, and medium density open space single-family development sensitive to natural and cultural resources or context.
- Medical/Office Development Growth Areas: medical/social services office development or other professional offices, and related development, of a scale and context consistent with surrounding land uses.
- Primary Development/ Infill Areas: commercial and higher density residential growth in the form of infill development/redevelopment; property or infrastructure improvements primarily within the Downtown area and the Special Services District, and the Route 44 commercial areas.
- Special Economic Development Growth Areas: for more intense economic development with nearby access to interstate highways and rail and sufficient infrastructure availability and capacity, which is also “green” and sensitive to the environment.
- Heritage Preservation Areas: Areas of distinctive historic character where preservation of structures and/or landscapes are important to the Town’s heritage.
- Greenbelt Protection Areas: water, wetland and floodplain elements to be protected and incorporated; “greenways” and “blueways” are to be encouraged.

To assist the Town with achieving its vision and carrying out the Land Use Plan, key strategic directions and implementation actions developed in the preceding chapters are summarized on the Physical Improvement Plan (Figure 10-2), which has been prepared to identify in more detail the planning considerations specific to physical improvements specified in this POCD.

Figure 10-1: LAND USE PLAN MAP

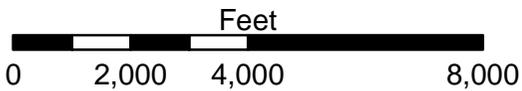


**Figure 10-2: PHYSICAL IMPROVEMENTS PLAN**

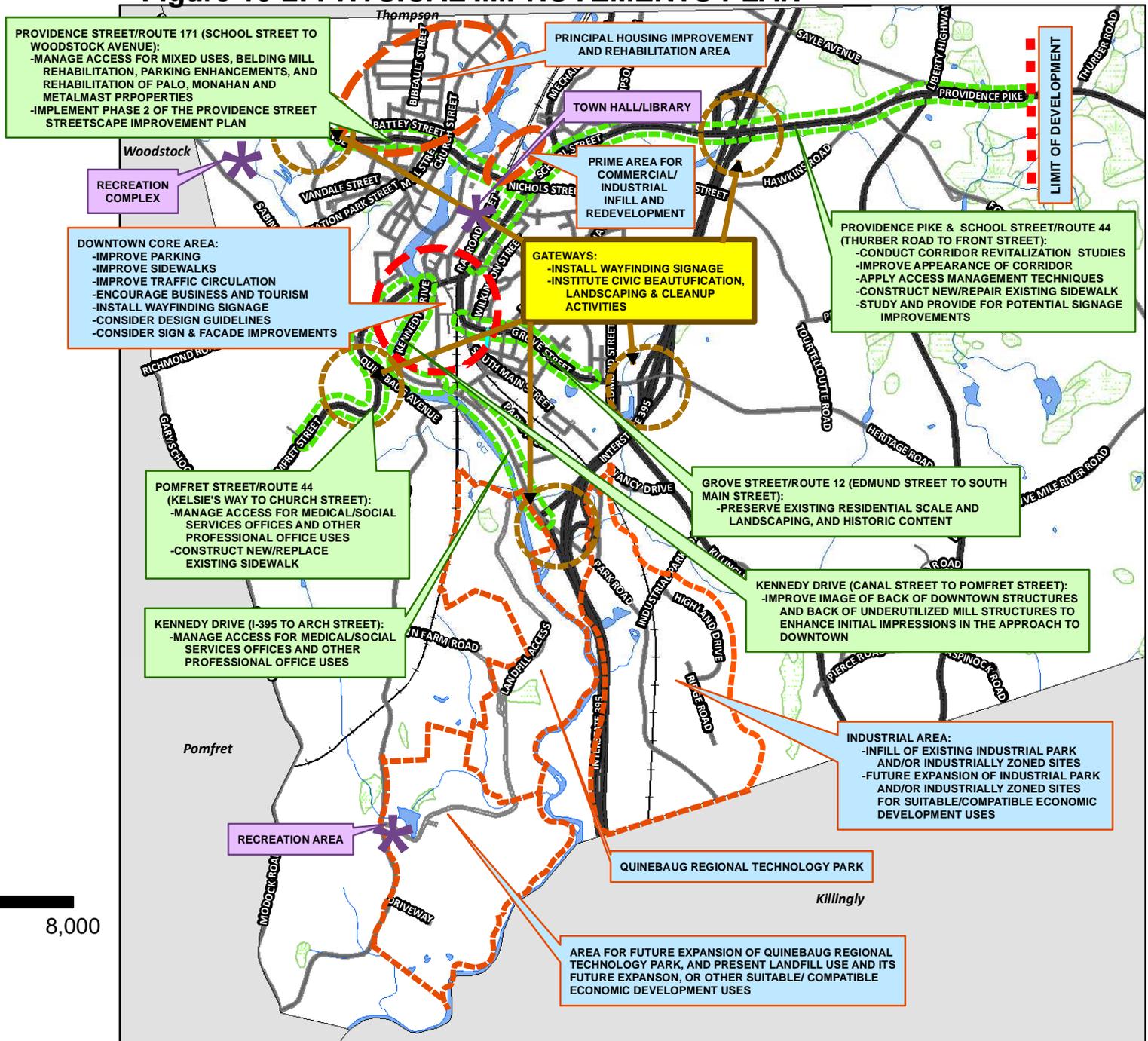


**Legend**

- State Road
- Town Road
- Railroad
- Watercourse
- Wet Area
- Water
- Economic & Community Development Areas
- Corridor Management Areas
- Gateways
- Town Facilities



This map is intended to support the inventory of real property in the Town of Putnam. This map is for assessment and planning purposes only. It is not intended to be used for description, conveyance, definition of legal boundary, or property title.



Activities listed in the below Implementation Table are derived from the text of Chapters 1-8 of this Plan. This Table will guide the Town of Putnam’s implementation of this Plan over the 10-year planning period. The Table should not be construed to be all-inclusive; rather it is intended that the Table will be used to guide the Town’s various agencies in their roles in the implementation of the POCD, and those consulting this Plan should refer to its individual chapters for details.

Activities listed are ranked according to their priority as: (1) High Priority; (2) Medium Priority; or (3) Low Priority.

The abbreviations used in Table 10-1 represent the Town’s lead entities for the recommended implementation activities as follows:

<b>Abbreviation</b>	<b>Lead Entity</b>
A	Assessor
AC	Arts Council
BOE	Board of Education
BOF	Board of Finance
M/BOS	Mayor/Board of Selectmen
DPW	Director of Public Works Department
EDC/PRA	Economic Development Commission/Putnam Redevelopment Authority
HA	Housing Authority
IWWC	Inland Wetlands & Watercourses Commission
NECCOG	Northeastern Connecticut Council of Governments
PC	Planning Commission
RC	Recreation Commission
SSD	Special Services District
TA	Town Administrator
TH	Town Historian
TP	Town Planner
WPCA	Water Pollution Control Authority
ZC	Zoning Commission

Timeframes are listed according to their place in the 10-year plan implementation horizon (e.g., year 2, or years 3-7, or “ongoing”).

**Table 10-1: Plan Implementation Table**

**Goal: PROVIDE SAFE, QUALITY, AND ATTAINABLE HOUSING, AND RELATED PUBLIC FACILITIES, FOR ALL PUTNAM RESIDENTS**

OBJECTIVES	RECOMMENDED ACTION STEPS	PRIORITY LEVEL	LEAD ENTITIES	TIME FRAME
<b>Institute programs that will allow “Aging in Place”, i.e., planning for older adults and individuals with disabilities to remain in their homes and within the community</b>	Initiate programs to review housing construction standards that meet needs of elderly persons and of an aging community, i.e., physical modifications to existing homes (e.g., zero-step entry, wider doorways, and bathroom aids) to accommodate emerging impairments and institute universal design in new housing, and promote such standards	2	TA, TP, HA, M/BOS	Years 2-5
	Repair sidewalks	1	TA, DPW	Years 1-10
	Provide a Senior Center	3	M//BOS	Years 3-5
	Provide increased transit services	3	M/BOS	Years 3-5
	Take measures to address the impact of changes in local property taxes on citizens with fixed incomes	3	A, BOS, BOF	Years 3-5
	Consider a program for property tax abatements for senior and special needs households and neighborhoods	3	A, BOS, BOF	Years 3-5
	Make a supply of affordable housing options available to seniors	3	TA, HA	Years 3-8
	Initiate programs for advising seniors on available social services	2	TA, M/BOS	Year 2
	Initiate educational programs to facilitate/raise awareness of housing alternatives like co-housing, shared housing and accessory dwelling units to promote aging in place and increase housing affordability	2	TA, TP, PRA	Year 2
	Provide education about housing with universal design, to meet the needs of residents of all ages and capabilities	2	TA, TP, PRA	Years 2-10
	Adopt policies that encourage incorporation of accessible housing features into new construction, so that new housing can support its residents throughout their lifespan.	2	TA, TP, PRA, PC, ZC, M/BOS	Years 2-6
	Ensure that the ability to provide adequate smaller, energy-efficient, affordable housing—in walkable, transit-served, mixed-use neighborhoods—exists for residents, including older adults and persons with disabilities who want or need to change their housing to accommodate their changing needs.	2	TA, TP, PRA, PC, ZC, M/BOS, HA	Years 2-10
<b>Provide additional housing opportunities for the “Millennial” generation</b>	Concentrate new apartments toward the center of the downtown adjacent to urban amenities	2	TA, TP, PRA, PC, ZC, M/BOS	Years 2-8
	Plan for the creation of new, affordable starter housing	3	TP, PC, ZC	Years 4-8
	Institute technological capabilities in new housing	3	TP, PC, ZC	Years 4-8

OBJECTIVES	RECOMMENDED ACTION STEPS	PRIORITY LEVEL	LEAD ENTITIES	TIME FRAME
<b>Initiate a comprehensive program to assist residents and property owners to repair, upgrade and rehabilitate, or replace older housing units that do not meet current codes (fire, energy, accessibility, etc.)</b>	Pass an ordinance requiring a building inspection whenever housing tenancy changes hands	1	M/BOS, TA, HA, TP, PC	Years 1-2
	Continue to use CDBG funds for housing rehabilitation, when available	1	TA, PRA	Ongoing
	Investigate and develop new revenue streams for housing rehabilitation (difficulties with existing/standard housing rehab programs)	2	TA, PRA, TP	Years 2-5
	Provide incentives to incorporate energy efficiency measures (“green technologies”) into housing rehabilitation actions and new housing (old, drafty, energy inefficient houses – not worth rehabbing?)	2	TA, PRA, TP	Ongoing
	Address inappropriate locations / design of existing housing / lack of parking	2	TP, ZC, PC	Years 2-5
	Address code violations: plumbing, electrical, asbestos, lead paint	1	M/BOS	Ongoing
	Revise zoning regulations to make it easier and more user friendly to rebuild nonconforming dwellings, especially multifamily dwellings, that are destroyed by fire or other natural disasters or deterioration	2	TP, ZC, PC	Years 2-5
<b>Eliminate blighted housing</b>	Enforce Blight Ordinance; make changes to the Ordinance as needed to facilitate enforcement	1	BOS	Ongoing
	Develop an approach for taking control of uninhabitable or unsafe structures	1	BOS, TA	Years 1-4
<b>Initiate new measures to ensure decent and safe affordable housing</b>	Revise zoning regulations to promote intergenerational communities by maximizing opportunities for Smart Growth	3	TP, ZC, PC	Years 2-5
	Establish Community Land Trust Partnerships	3	PRA/EDC, M/BOS	Years 2-10
	Institute the Incentive Housing Zone [a report was done but the program has not been implemented]	2	PRA, HA, TP, ZC, PC	Years 2-5
	Collaborate with affordable and low-income housing developers to generate additional affordable housing options so that residents may remain in the community.	2	PRA, HA, TP, ZC, PC	Ongoing
<b>Revitalize and rehabilitate the existing housing stock of neighborhoods in Town where needed</b>	Establish target areas based on existing information	2	PRA, TP	Years 1-3

OBJECTIVES	RECOMMENDED ACTION STEPS	PRIORITY LEVEL	LEAD ENTITIES	TIME FRAME
	Compile inventory sheets from Assessor's Office records to include information such as: <ul style="list-style-type: none"> <li>• Age of structure</li> <li>• Ownership</li> <li>• Occupancy status</li> <li>• Structural type (single family, multi-family)</li> <li>• Number of units</li> <li>• Separate utilities present</li> <li>• Exterior condition, noting any defects</li> </ul>	3	PRA, TP	Years 2-5
	Develop criteria for categorizing overall condition, such as: <ul style="list-style-type: none"> <li>• Code enforcement needed</li> <li>• Health and fire issues apparent</li> <li>• Uninhabitable</li> <li>• Renovations needed</li> <li>• Demolition needed</li> </ul>	3	PRA, TP	Years 3-6
	Coordinate local efforts with federal and state agencies to inventory and plan for the means to rehabilitate the housing stock where needed	2	PRA, TP	Year 2-Ongoing
	Investigate best methods to rehabilitate housing stock	2	PRA, TP	Years 2-5
	Conduct annual surveys of targeted areas and develop mechanisms for follow through	3	PRA, TP	Year 3-Ongoing
	Pursue State and federal grants to assist with increasing homeownership, improving property conditions, and educating residents about property maintenance	2	PRA, TP, TA, M/BOS	Ongoing
<b>Work toward the elimination of homelessness in town</b>	Coordinate activities with the Connecticut Coalition to End Homelessness	1	TA, M/BOS	Ongoing
	Increase coordination among Generations, United Services, and Access [local social service agencies]	1	TA, M/BOS	Ongoing
<b>Provide assistance for properties that are facing foreclosure</b>	Work with local banks and lenders to craft an early warning system for properties in financial distress	2	PRA/EDC, M/BOS	Ongoing
<b>Modify zoning and subdivision regulations to bring about Smart Growth and innovative solutions to 21<sup>st</sup> Century housing issues</b>	Allow mixing of land uses	2	TP, ZC, PC, PRA	Year 2-Ongoing
	Take advantage of compact building design	2	TP, ZC, PC, PRA	Year 2-Ongoing
	Create a range of housing opportunities and choices	3	PRA, BOS, TP, PC, ZC	Years 2-5

OBJECTIVES	RECOMMENDED ACTION STEPS	PRIORITY LEVEL	LEAD ENTITIES	TIME FRAME
	Create walkable neighborhoods	2	PRA, BOS, TP, PC, ZC, DPW	Year 2- Ongoing
	Foster distinctive, attractive neighborhoods with a strong sense of place	2	PRA/EDC, BOS, AC, TP, PC, ZC, DPW	Ongoing
	Continue to refine appropriate criteria for the siting of multi-family dwelling units	2	PRA, TP, ZC, PC, HA	Year 2- Ongoing
	Preserve critical environmental areas	1	BOS, TP, PC, ZC, IWWC	Year 1- Ongoing
	Strengthen and direct development towards existing neighborhoods	1	PRA/EDC, M/BOS, TA., TP, PC, ZC	Year 1- Ongoing
	Provide a variety of transportation choices	2	PRA/EDC, M/BOS, TA, TP, PC, DPW, NECCOG	Year 1- Ongoing
	Encourage stakeholder collaboration in development decisions	2	PRA/EDC, M/BOS, TA, TP, PC, ZC, IWWC, DPW	Ongoing
	Promote housing arrangements to support residents across the lifespan, including accessory dwelling units and shared housing	2	PRA/EDC, M/BOS, TA, TP, PC, ZC, HA	Year 2- Ongoing
	Adopt policies that support complete streets, transit-oriented development, and robust fixed-route and demand responsive transportation systems	3	PRA/EDC, M/BOS, TA, TP, PC, ZC, DPW, NECCOG	Years 2-6
	Conduct health, environmental, and economic impact assessments to ensure that land use planning projects and policies take into consideration the potential implications of community design on all residents	3	PRA/EDC, M/BOS, TA, TP, PC	Year 3- Ongoing

**Goal: PROTECT THE NATURAL PHYSICAL CHARACTERISTICS OF THE TOWN IN ORDER THAT THESE RESOURCES WILL CONTINUE TO BE AVAILABLE TO ALL PRESENT AND FUTURE PUTNAM RESIDENTS**

OBJECTIVES	RECOMMENDED ACTION STEPS	PRIORITY LEVEL	LEAD ENTITIES	TIME FRAME
<p><b>Continue to provide for and protect the quality and quantity of water resources, both above ground and underground, to meet the potable water needs of the Town and for the continuance of the health of the Town’s natural ecosystems</b></p>	<p>In order to maintain and improve the quality of the Little River water supply at the Peake Brook Road treatment plant, work with the Town of Woodstock and the Eastern Connecticut Conservation District on the implementation of the <u>2009 <i>Muddy Brook and Little River Water Quality Improvement Plan</i></u></p>	1	TA, TP, WPCA, DPW	Year 1- Ongoing
	<p>In order to maintain the high quality of the water supply at the Park Road Well Field, continue to implement the APA regulations</p>	1	ZC (as APA), TP, DPW	Ongoing
	<p>Take measures to eliminate the potential for water pollution caused by non-point source stormwater discharges into water supply areas</p>	1	TP, ZC, PC, IWWC, DPW	Year 1- Ongoing
	<p>As put forth in the Zoning Regulations, continue to encourage Low Impact Development (LID) methods to control stormwater discharges such that recharge of groundwater is bolstered and post-development drainage systems mimic pre-development characteristics</p>	1	TP, ZC, PC, IWWC, DPW	Ongoing
	<p>Amend the Inland Wetlands and Watercourses Regulations to encourage Low Impact Development (LID) methods to control stormwater discharges, in a manner consistent with the Zoning Regulations and the Subdivision Regulations</p>	2	TP, IWWC	Years 1-2
	<p>Continue to use Connecticut Department of Environmental Protection and U. S. Environmental Protection Agency guidance documents to educate residents on the application of fertilizers and pesticides; the disposal of hazardous materials and oils; and the need for proper maintenance of septic systems; make these materials readily available at the Library, Town Hall, at any future Senior Center, as links available on the Town Website, and at other public places deemed appropriate</p>	2	WPCA, M/BOS, TA, TP, DPW	Year 1, then annually thereafter
<p><b>Avoid large-scale non-agricultural development within the R40 zoning district in the area located adjacent to Liberty Highway generally south of Route 44, which is designated as having prime agricultural soils, and on land in East Putnam so designated, located generally westerly of East Putnam Road</b></p>	<p>Create zoning incentives for land within the R40 district to, if desired, continue the agricultural uses of these lands in lieu of housing or other development allowed in the R40 district</p>	1	A, TP, ZC, PC	Years 1-4

OBJECTIVES	RECOMMENDED ACTION STEPS	PRIORITY LEVEL	LEAD ENTITIES	TIME FRAME
	Explore the creation of other agricultural incentives for these areas, such as tax breaks or purchase of development rights, or zoning and/or economic development incentives that further encourage agricultural and/or agricultural-related land uses. Implement such incentives if deemed appropriate.	1	A, TP, ZC, PC, EDC, BOS	Years 1-4
<b>Avoid development on steep slopes and on land deemed not suitable for development due to poor or wet soils</b>	Conduct an analysis of significant slopes, extensive mature forests, or other physical features to identify areas that may need performance based regulations	2	TP, ZC, PC, IWWC	Years 2-5
	Coordinate development review under zoning, subdivision and inland wetland regulations with developers in order that land development on such environmentally fragile sites is avoided	2	TP, ZC, PC, IWWC	Ongoing
	In areas of particular sensitivity, require developers to consider physical, architectural and/or cultural context of a site before determining the proposed development scheme	2	TP, ZC, PC, IWWC	Ongoing
	Reinforce the preservation of greenbelts adjacent to watercourses through the development review process	1	TP, ZC, PC, IWWC	Ongoing
	Institute a program to purchase or to encourage deed restrictions to be placed on such environmentally fragile lands in order to avoid their development	2	A, TP, PC, BOS	Years 2-5
<b>Encourage development methods that respect natural habitats and ecosystems</b>	Work with developers and DEEP to develop land in such a manner that the natural ecosystems, especially those specified in the Natural Diversity Database, are maintained or mitigated to the greatest extent practical	1	TP, ZC, PC, IWWC	Ongoing

**GOAL: PROTECT AND PRESERVE THE TOWN'S REMAINING HISTORICALLY OR ARCHITECTURALLY SIGNIFICANT STRUCTURES, CULTURALLY SENSITIVE SITES AND OTHER AREAS OF UNIQUE OR EXCEPTIONAL HISTORICAL IMPORTANCE**

OBJECTIVES	RECOMMENDED ACTION STEPS	PRIORITY LEVEL	LEAD ENTITIES	TIME FRAME
<b>Continue to support architectural and archaeological preservation efforts including the preservation of key historic sites</b>	Seek Survey & Planning grant funding from SHPO to perform a comprehensive historic resource inventory	2	PRA/EDC, TP, TH, BOS	Years 2-5
	Study and consider the creation of a Historic Overlay Zoning District, with or without design review, to guide redevelopment without imposing the formal restrictions of national or local historic districts	2	PRA/EDC, TP, TH, ZC, PC, BOS	Years 2-5
	Study and consider the creation of a Local Historic District pursuant to the General Statutes	2	PRA/EDC, TP, TH, PC, BOS	Years 2-5

OBJECTIVES	RECOMMENDED ACTION STEPS	PRIORITY LEVEL	LEAD ENTITIES	TIME FRAME
	Promote the inclusion of historic properties on the state and federal Historic Registers in order to allow economic development incentives, such as the Historic Tax Credit program, to be available for renovation of historic properties	2	PRA/EDC, TP, TH, PC, BOS	Year 2- Ongoing
	Promote the use of the Industrial Heritage Overlay District (IHOD), per the Zoning Regulations, to encourage saving the Town's historic mill buildings	1	PRA/EDC, TP, TH, ZC, PC, BOS	Ongoing
	Study and consider the creation of village districts pursuant to Section 6-2j of the Connecticut General Statutes in areas of distinctive character, landscape or historic value which are put forth in Figures 4-1 and 10-1 of this POCD	2	PRA/EDC, TP, TH, ZC, PC, BOS	Years 2-5

**GOAL: PROMOTE KNOWLEDGE OF AND PRESERVATION OF THE TOWN'S RICH HISTORY**

OBJECTIVES	RECOMMENDED ACTION STEPS	PRIORITY LEVEL	LEAD ENTITIES	TIME FRAME
<b>Include Town history in school curricula of the Putnam Public Schools</b>	Town Historian to work with school administrators on a Town history curriculum	1	BOE, TH	Year 1- Ongoing
<b>Provide adequate record storage and display areas for the Town historic records</b>	Seek a grant under the Historic Restoration Fund Grants program to rehabilitate the former Adult Education building, which is located at 208 School Street, if it is determined at a later date that a historic record storage and display area will not be incorporated into a new Town building	3	BOS, TH	Years 3-7
	Seek the opportunity to tie a historic record storage and display area into a future Town building (i.e., a new library and/or town hall/community center building)	1	BOS, TH	Years 1-7

**GOAL: SUPPORT AND PROMOTE LOCAL ARTISTS, THE ART COMMUNITY AND ART AS AN ECONOMIC FORCE**

OBJECTIVES	RECOMMENDED ACTION STEPS	PRIORITY LEVEL	LEAD ENTITIES	TIME FRAME
<b>Celebrate art and culture in all venues and celebrate the creative workforce as a part of economic development and arts and culture as a part of all neighborhoods</b>	Continue to build on the interrelationships of the arts with history, economic and community development, culinary activities, and numerous cultural and recreational events that Putnam has become known for	1	EDC, AC, TH, TP	Ongoing
	Continue to work with the State Arts Council and WindhamARTS on common arts and culture projects and events	1	EDC, AC, TH, TP	Ongoing
	Seek grant funding from the Connecticut Office of the Arts to augment existing programs and projects, as well as to create new programs in art education, arts-based community development, and arts-based projects that promote/preserve historic properties/sites	2	AC, EDC, TH, TP, BOS	Year 2- Ongoing

**Goal: PROVIDE A RESPONSIBLE, COMPREHENSIVE FRAMEWORK FOR THE DEVELOPMENT AND CONSERVATION OF LAND IN TOWN THAT MEETS THE SOCIAL AND ECONOMIC NEEDS OF ALL OF PUTNAM’S PRESENT AND FUTURE RESIDENTS IN AN ENVIRONMENTALLY SOUND MANNER, WHILE RETAINING THE TOWN’S EXISTING COMMUNITY CHARACTER IN TERMS OF LAND USE CHARACTERISTICS**

OBJECTIVES	RECOMMENDED ACTION STEPS	PRIORITY LEVEL	LEAD ENTITIES	TIME FRAME
<p><b>Encourage, through incentives to landowners and potential farm operators, the return of more agricultural production to the Town, in addition to conserving active forestry land and permanently preserving important open space land.</b></p>	<p>Whether through a Charter revision or by Ordinance, establish a Conservation Commission pursuant to Section 7-131a of the Connecticut General Statutes.</p> <ul style="list-style-type: none"> <li>• The Conservation Commission’s first order of business should be to establish a comprehensive Open Space Plan, which would coordinate the disparate aspects of preserving the open space characteristics of the Town in a manner that best fulfills the Three Es of sustainability. Upon its completion, the Open Space Plan should be incorporated into this POCD as an amendment. The Open Space plan should include planning for the following: <ul style="list-style-type: none"> <li>○ Develop a functional classification system for existing town owned public space that categorizes property as follows: preservation, conservation (passive use), recreation (active use) or future municipal facility use</li> <li>○ Acquire or preserve lands that will expand or connect to the Town's existing open space network</li> <li>○ Consider accepting fees in lieu of accepting open space (under CGS 8-25) and begin building an open space acquisition fund</li> <li>○ Identify additional properties where the Town's land classification program (assessment based on use not market value) would allow the owner to benefit from a local tax deduction (Public Act 490)</li> <li>○ Identify suitable areas for small green spaces, particularly in the Core Downtown area</li> </ul> </li> <li>• In the interim during the time the Conservation Commission is formulating this Open Space Plan and its formal adoption , explore: <ul style="list-style-type: none"> <li>○ the formation of an Agricultural Commission, and</li> <li>○ the establishment of a Right-To-Farm ordinance, and</li> <li>○ the establishment of a program to incentivize agricultural activities as not only a way to preserve and maintain the Town’s open space character but as economic development as well.</li> </ul> </li> </ul>	<p>1</p>	<p>BOS, TA, TP, PC, EDC, RC, IWWC</p>	<p>Years 1-2</p>

OBJECTIVES	RECOMMENDED ACTION STEPS	PRIORITY LEVEL	LEAD ENTITIES	TIME FRAME
	Make provisions in the zoning regulations to encourage agritourism, agritainment and non-traditional agriculturally-related activities in coordination with farming	1	ZC, PC, TP, EDC	Years 1-3
	Promote local food sourcing by offering to connect local farmers with local restaurants and local schools to make locally-produced agricultural products available for their menus, and with retail outlets in the region to promote the sale of locally-produced agricultural products	1	EDC, TP	Ongoing
	Obtain assistance through the Farm Viability Grant program and/or the AGvocate program to put programs in place to encourage and incentivize agricultural activities	1	EDC, TP, BOS	Years 1-3
	Take measures to expand the Farmers Market and Community Gardens programs that will entice farmers in Putnam to increase agricultural production	2	EDC, BOS	Year 2-Ongoing
	Make provisions in the zoning regulations and/or through a proper ordinance to allow off-site agricultural signs that provide directions to agricultural operations	2	ZC, TP, PC	Years 2-4
	Work with the Connecticut Resource Conservation and Development Council (RC&D) on natural resource based land conservation, economic development, and community sustainability activities	2	EDC, TP, TA, BOS	Year 2-Ongoing
	Assist farms/farmers in the attainment of green energy utilization methods and energy conservation measures [see Connecticut Farm Energy Program, Energy Management Best Practices Guide], as well as general farmland conservation measures through the NRCS Environmental Quality Incentives Program (EQIP) and the Agricultural Management Assistance (AMA) Program	2	EDC, TP, TA, BOS	Year 2-Ongoing
<p><b>Establish techniques to encourage infill and redevelopment of already densely populated / built areas as priority development areas before building on raw land; said areas to include Downtown / Special Services District (including Providence Street), the Industrial Park, and sections of Route 44 already within the Highway Commercial zoning district</b></p>	<p>Amend the zoning regulations and map, and explore other incentive mechanisms, to encourage housing development as infill where available or in undeveloped areas within the Special Services District and/or close in to Downtown, and , thereby, within areas close to available infrastructure (including infill); includes the area generally east of Mechanics Street (Route 12), north of School Street (Route 44), and west of Thompson Avenue; also in the area generally west of Sabin Street and south of Underwood Road and bisected by Richmond Road, the area generally known as “Richmond Hill”; however, it is important to take measures to avoid development on steep slopes in these areas</p>	2	ZC, PC, TP, EDC, TA, BOS	Year 1-Ongoing

OBJECTIVES	RECOMMENDED ACTION STEPS	PRIORITY LEVEL	LEAD ENTITIES	TIME FRAME
	Focus more intensive development in areas that have suitable access, sufficient roadway capacity, and adequate infrastructure to accommodate the type and intensity of proposed use	1	PRA/EDC, TP, ZC, PC	Year 1- Ongoing
	Consider zoning amendments or other measures that would encourage the Providence Street area to be focused on “Mixed use” (i.e., residential/commercial land uses on the same lot)	1	PRA/EDC, TP, ZC, PC	Years 1-4
	Coordinate downtown zoning effort with the Arts Council and EDC to create zoning regulations that will lead to further placemaking	2	PRA/EDC, AC, TP, ZC, PC	Ongoing
	Assess the benefits of using “Village District” zoning provisions	3	PRA/EDC, TP, ZC, PC, TH	Years 2-5
<b>Improve the appearance and function of existing commercial corridors</b>	<p>Conduct corridor revitalization studies along Route 12 (from Route 44 to Bradley Street), Route 44 (from Corbin to Mechanics Street), and Route 44 (from Thompson Avenue to Route 21), to address:</p> <ul style="list-style-type: none"> <li>• Access management</li> <li>• Front yard parking</li> <li>• Potential public improvements</li> <li>• Traffic volumes and future capacity</li> <li>• Land assembly opportunities (i.e., combining smaller land parcels to form larger parcels)</li> <li>• Buffer requirements for adjacent properties</li> <li>• Potential signage/facade improvements</li> </ul>	2	PRA/EDC, TP, ZC, PC, DPW	Years 2-5
	Develop an inventory of commercial/industrial properties in need of improvement	2	PRA/EDC, TP, BOS	Years 2-5
	Solicit participants in public-private improvements to key properties	3	PRA/EDC	Year 3- Ongoing
	Further develop site planning requirements in the zoning regulations to encourage the use of non-invasive native species in additional landscaping	3	TP, ZC, PC, IWWC	Years 1-3
	Implement Phase 2 of the Providence Street Streetscape Project	3	PRA/EDC, TP, TA, DPW, RC, M/BOS	Years 5- 10
<b>Plan for and implement positive, productive reuses for community and commercial landfill areas</b>	Conduct technical review of safety, closure and reuse provisions of current commercial landfill contract(s); modify as necessary to assure maximum short and long-term protection, and preparation for positive future reuse.	2	TA, BOS, TP, DPW	Years 1-2, then review periodically thereafter

OBJECTIVES	RECOMMENDED ACTION STEPS	PRIORITY LEVEL	LEAD ENTITIES	TIME FRAME
	Form the legal and physical infrastructure to establish the recyclable non-ferrous metals recovery system now on demonstration as a permanent use at the present commercial ash landfill site	2	TA, TP, PC, ZC, BOS	Years 1-3
	Arrange for the legal and physical infrastructure necessary for the installation of solar photovoltaic panels at the closed Town landfill site that that can be integrated into the local electrical system and/or the Quinebaug Regional Technology Park (QRTP)	1	TA, TP, PC, ZC, DPW	Years 1-2
<b>Beautify Putnam's gateways and public areas, and continue to improve downtown's appearance and functionality</b>	Identify volunteer groups to work with Town staff to support civic beautification efforts	3	EDC, BOS, SSD	Ongoing
	Review Town procedures for landscaping and maintaining public areas and facilities, especially litter and weed removal	2	EDC, BOS, SSD, DPW, RC	Ongoing
	Establish a consistent design template for all public facility signage, lighting and other amenities	2	EDC, BOS, SSD, TP	Year 1-Ongoing
	Launch an annual "Clean Up/Fix Up" campaign with local sponsors/civic groups	2	EDC, BOS, SSD	Year 1-Ongoing
	Make provisions for obtaining and siting street furniture (benches, bicycle racks, trash receptacles, etc.) where practical	2	EDC, BOS, SSD, DPW, RC	Ongoing
	Increase landscaping in public parking areas, including but not limited to tree planting; integrate Low Impact Development (LID) techniques where practical	2	EDC, BOS, SSD, DPW, TP	Year 1-Ongoing
	Examine the physical interfaces between traditional downtown businesses and larger industrial users, and develop a mutually agreeable approach to developing attractive transition areas	2	EDC, BOS, TP, PC, ZC	Year 1-Ongoing
	Implement the recommendations of the <i>Downtown Putnam Parking Study and Buildout Analysis</i> , <i>Downtown Putnam Walking Audit</i> , and <i>Putnam Downtown Center Signage and Wayfinding Master Plan</i>	1	EDC, BOS, SSD, DPW, TP, PC, ZC	Year 1-Ongoing
	Using the design review guidelines study and its recommendations as a base, explore the establishment of design review for the Downtown and for commercial uses throughout Town and implement a design review process as deemed appropriate	2	EDC, BOS, SSD, DPW, TP, PC, ZC	Years 2-3

OBJECTIVES	RECOMMENDED ACTION STEPS	PRIORITY LEVEL	LEAD ENTITIES	TIME FRAME
<b>Improve and expand existing and construct new walking/bicycle/cross-country skiing trails, greenways, parks, and similar open or natural land uses</b>	Extend and connect Putnam's greenways, constructing new walking / bicycle/cross-country skiing trails, to link with, and bring about the preservation of, areas of natural, scenic, historic or cultural value; partner with adjoining communities to create a regional greenways network	2	EDC, BOS, DPW, TP, PC, ZC, RC, NECCOG	Year 1- Ongoing
	Expand the existing greenway network to include the existing Little River Trail and other greenway trails, notably a trail along the Five Mile River	3	BOS, DPW, TP, PC, RC	Years 3-7
	Determine locations for and provide publically accessible canoe/kayak launches in select areas along the Quinebaug River	3	BOS, DPW, TP, PC, RC	Years 2-7
	Make provisions for a funding source to acquire title to or usage rights to (i.e. easements, etc.) of land for greenways, parks, and open space lands, for active and passive recreation activities as appropriate	3	BOS, TP, PC, RC	Years 3-7
	Use existing monetary set-asides, trail construction associated with Pomfret's sewer main construction activities, and grants, to fund construction of the Air Line Trail and the extension of the River Trail, and perform said construction	2	BOS, DPW, TP, PC, RC	Years 2-5
	Explore the feasibility of enacting a scenic road ordinance or other provisions to preserve existing stone walls located along roadways, and implement such a provision if determined to be feasible	2	BOS, DPW, TP, PC, ZC	Years 2-5
	Determine the feasibility and acceptability of the designation of portions of Route 21 as a scenic roadway under CGS Sec. 13b-31b – 13b-31e	2	BOS, DPW, TP, PC, ZC	Years 2-5
	Secure a funding source or sources (through the Flood and Erosion Control Board Program or other source) for work needed to stabilize bank erosion along the Quinebaug River in sections of Simonzi Park between the river bank and the River Trail, and perform said work according to the engineering plans already on file with the Town	1	BOS, DPW, TA, TP, PC, ZC, RC, IWWC	Years 1-2
<b>Promote and employ green and sustainable land use development and construction methods</b>	Use LEED-ND concepts as a baseline set of standards for green and sustainable development and redevelopment projects. <ul style="list-style-type: none"> <li>• Couple LEED-ND concepts with incentives, financial or otherwise, to encourage green and sustainable projects</li> </ul>	3	BOS, DPW, TP, PC, ZC, IWWC	Ongoing
	Encourage the development and implementation of a strong enhanced recycling/waste reduction/composting program	2	BOS, DPW, TA, TP	Year 1- Ongoing
	Encourage the use of bioretention and water harvesting on development sites	2	ZC, PC, IWWC, TP	Ongoing
	Strive to obtain a high percentage of energy from clean sources	2	BOS, TA, PRA/EDC, ZC, PC, IWWC, TP	Year 1- Ongoing
	Implement tree planting programs with benchmarks	2	BOS, DPW, TA, TP, SSD	Ongoing

**Goal: PROVIDE PUBLIC FACILITIES AND SERVICES IN THE TOWN THAT WILL CONTINUE TO MEET THE APPLICABLE SOCIAL AND ECONOMIC NEEDS OF ALL OF PUTNAM’S PRESENT AND FUTURE RESIDENTS.**

OBJECTIVES	RECOMMENDED ACTION STEPS	PRIORITY LEVEL	LEAD ENTITIES	TIME FRAME
<b>Manage ongoing upgrades, replacement and construction of necessary public facilities through the Capital Improvements Program</b>	Compile a complete list of all capital projects directly referenced in this POCD or otherwise implicated herein; said list to include, but not be limited to, the following: <ul style="list-style-type: none"> <li>• High School construction</li> <li>• Town Hall and Library construction</li> <li>• Quinebaug Regional Technology Park infrastructure construction</li> <li>• Water main repair, rehabilitation, replacement</li> <li>• Ongoing Roadway maintenance</li> <li>• Ongoing bridge repair</li> <li>• Sidewalk construction, reconstruction, rehabilitation, and repair</li> <li>• Relocation, rehabilitation, and repair of recreation facilities, and construction of new recreational facilities as planned</li> <li>• Ongoing capital equipment replacement and new equipment (e.g.: vehicles, computer hardware)</li> </ul>	1	M/BOS, TA, DPW, EDC, WPCA, RC, EDC, TP, PC	Years 1-10, subject to annual review and update
	Develop a ranking system for prioritization of the list of capital projects by need and in terms of funding availability e.g., grants, loans, general fund, bonding)	1	M/BOS, TA, PC, BOF	Year 2-Ongoing
	Determine when particular capital projects will come on-line within the five-year CIP planning cycles, factoring in projects already under way (e.g., High School, sidewalk rehabilitation)	1	M/BOS, TA, DPW, RC, WPCA, PC, BOF	Year 2-Ongoing
	Develop annual capital improvements budgets based on outstanding obligations of existing projects, need for new projects, and available funding	1	M/BOS, TA, DPW, RC, WPCA, PC, BOF	Year 2-Ongoing
<b>Maintain a high level of Town safety and maintenance services, and access to social services</b>	Coordinate the financing of replacement and new capital equipment needs (e.g., police vehicles, fire apparatus, and DPW machinery) with other capital needs into the Capital Improvements Program.	2	M/BOS, TA, DPW, RC, WPCA, PC, BOF	Year 1-Ongoing
	Complete the water main and sewer pump station upgrades	1	TA, DPW, WPCA	Ongoing through completion
	Continue to explore the establishment of improvements to the Town’s sewer and water services, including but not limited to, options for the removal of manganese and iron from the water supplied by the Park Road wellfield wells.	1	TA, DPW, WPCA	Year 1-Ongoing

OBJECTIVES	RECOMMENDED ACTION STEPS	PRIORITY LEVEL	LEAD ENTITIES	TIME FRAME
	Continue ongoing activities under the MS4 program, including, but not limited to, the following: <ul style="list-style-type: none"> <li>• Re-stencil storm drains where and when needed</li> <li>• Work with the Putnam Public Schools and environmental organizations to facilitate education and outreach activities and public participation</li> </ul>	2	M/BOS, TA, DPW, TP, PC, BOE, NECCOG	Year 1- Ongoing
	Explore the possibility of expansion of Putnam’s police services to cover the Industrial Park and the Quinebaug Regional Technology Park.	3	M/BOS, TA, SSD	Years 3-10
	Provide outreach to Putnam residents relative to the availability of public facilities at the newly constructed East Putnam Fire Station.	1	M/BOS, TA	Ongoing
	Coordinate with social service agencies that serve Putnam residents and CT 211 to provide Putnam residents with access to appropriate social services	2	M/BOS, TA	Ongoing
	Establish a senior activities center at the Armory along with the Recreation Department	2	M/BOS, TA, RC	Year 1- Ongoing
<b>Continue the ongoing planning for the future Town Hall, Library, recreation fields, and adequate record storage and display areas for historic records of the Town, and the future use of the Armory building</b>	Continue work toward the construction of a combined Town Hall/Library facility on a portion of the Owen Tarr Field athletic complex, which would also provide needed storage to house historic records of the Town and possibly provide a senior center	1	M/BOS, TA, RC, TP, TH	Ongoing
	Continue work to relocate athletic fields presently located at the Owen Tarr complex by the construction of several new fields on Town-owned property off Sabin Street, with access through the present Murphy Park sports complex	1	M/BOS, TA, RC, TP, IWWC	Ongoing
	Continue work toward the productive use of the Armory building as a recreation facility which will potentially include the Recreation Director's office, a gym, functional bathrooms and shower facilities, and an activities center for seniors	2	M/BOS, TA, RC	Years 1-2
	Work on relocation of the tennis courts, basketball courts, and skate park that are presently located on Church Street adjacent to the Police Station and Fire Station to Murphy Park.	3	M/BOS, TA, RC	Years 4-6
	Work on the establishment of a recreation area on Town-owned land off River Road, located proximate to the entrance road to the former Town Landfill site	1	M/BOS, TA, RC	Years 1-7
	Keep options open for alternate plans if conditions change	1	M/BOS, TA, RC, TH, TP	Ongoing

**Goal: MAKE PROVISIONS FOR A MULTIMODAL TRANSPORTATION SYSTEM THAT PROVIDES APPROPRIATE TRANSPORTATION SERVICES TO MEET THE TRANSPORTATION NEEDS OF ALL PUTNAM RESIDENTS AND VISITORS**

OBJECTIVES	RECOMMENDED ACTION STEPS	PRIORITY LEVEL	LEAD ENTITIES	TIME FRAME
<p><b>Focus transportation planning efforts on repair, refurbishing, updating, and, if necessary, replacement, of existing transportation infrastructure and services</b></p>	<p>Keep bridge repair projects current under the Connecticut Local Bridge Program and with the Capital Improvements Program (CIP); bridge repairs shall include, but not be limited to, the following:</p> <ul style="list-style-type: none"> <li>• Recreation Park Road Bridge: Fiscal Year 2017-2018, scheduled to be replaced by June 30, 2018.</li> <li>• Woodstock Avenue Bridge: Fiscal Years 2016-2017 and 2017-2018, work scheduled to be completed by June 30, 2018.</li> <li>• Replacement of the twin culverts on East Putnam Road over Mary Brown Brook, Fiscal Years 2017-2018, 2018-2019, and 2019-2020.</li> <li>• Repair of the stone arch bridge on Bates Avenue, Fiscal Year 2020-2021.</li> </ul>	1	M/BOS, TA, DPW	Ongoing
	<p>Use the pavement management system to prioritize the repair/resurfacing of roadways, and fund said prioritized repair/resurfacing of roadways, under an ongoing annual allocation within the Capital Improvements Program (CIP)</p>	1	DPW	Ongoing
<p><b>Address sidewalks needing repair or replacement as referenced in the Sidewalk Inventory and Downtown Walking Audit reports, through the Town's CIP</b></p>	<p>Complete programmed repairs to and/or construction of handicapped access ramps</p>	1	M/BOS, TA, DPW	Ongoing
	<p>Continue sidewalk repair /replacement in coordination with the project to reline or replace old pipes in the water system, and keep the sidewalk program current under the CIP</p>	1	M/BOS, TA, DPW	Ongoing
	<p>Where the water pipe replacement program is not in effect, give priority to sidewalks:</p> <ul style="list-style-type: none"> <li>• connecting Day Kimball Hospital to the Downtown area;</li> <li>• within one-mile of the Downtown area, reinforcing the Downtown as a regional economic and activity center and its potential as a multimodal transportation hub; and</li> <li>• Within one-mile walking distance from schools, in accordance with development of a Safe Routes to School program.</li> </ul>	1	M/BOS, TA, DPW	Ongoing through completion of water main project
	<p>Within the above priority areas, address those sidewalk sections identified in the Sidewalk Inventory as most in need of repair first</p>	1	M/BOS, TA, DPW, SSD	Ongoing
<p>Give attention to crosswalks, which are critical to the safety and convenience of the sidewalk network.</p>	1	M/BOS, TA, DPW, SSD	Ongoing	

OBJECTIVES	RECOMMENDED ACTION STEPS	PRIORITY LEVEL	LEAD ENTITIES	TIME FRAME
<b>Increase transportation safety and efficiency</b>	Adapt road design to the needs of older adult drivers (larger signage, left turn lanes, road markings)	3	M/BOS, TA, DPW, SSD	Ongoing
	Redesign intersections (signal retiming, turning lanes), especially those intersections showing high incidence of accidents	2	M/BOS, TA, DPW, SSD	Year 1-Ongoing
	Redesign crosswalks at critical intersections to enforce safety measures	2	M/BOS, TA, DPW, SSD	Ongoing
	Add separate or shared (with sidewalks/walking paths) bicycle lanes onto roadways where feasible	2	M/BOS, TA, DPW, SSD	Ongoing
	Construct new sidewalks in areas of heavy pedestrian traffic that currently do not have sidewalks	1	M/BOS, TA, DPW	Ongoing
	Consider the adoption of a Complete Streets policy	3	M/BOS, TA, DPW, SSD, TP, PC	Years 2-8
	Explore the potential for appropriate traffic signal retiming and turning lanes	2	M/BOS, TA, DPW	Ongoing
	Explore the appropriateness of traffic calming measures, including but not limited to roundabouts, particularly at the Providence Street/School Street/Barber Street/Nichols Street, and the Main Street/Front Street/Pomfret Street intersections, and other methods such as speed bumps, surface changes, pedestrian zones	3	M/BOS, TA, DPW	Year 3-Ongoing
	Implement the Wayfinding Signage plan ; incorporate the implementation of the plan in the CIP	2	M/BOS, TA, DPW, SSD	Years 1-3
	Make sidewalks and street crossings safe and accessible by constructing measures such as handicapped ramps where not already constructed, bumpouts, crosswalk signage (for hearing- impaired persons) and tones (for sight-impaired persons) when deemed safe to cross	2	M/BOS, TA, DPW, SSD	Ongoing
	Promote attendance at driver safety education classes	3	M/BOS, TA	Ongoing
	Investigate a one-way street system downtown and/or modification to the existing one way street system, particularly that as suggested in the <i>Downtown Putnam Parking Study and Buildout Analysis</i>	2	M/BOS, TA, DPW, SSD, TP, PRA	Years 2-5
	Investigate with CT DOT improvements to traffic flow at intersections with high accident rates, especially at Kennedy Drive and Pomfret Street (Route 44)	2	M/BOS, TA, DPW	Year 2-Ongoing

OBJECTIVES	RECOMMENDED ACTION STEPS	PRIORITY LEVEL	LEAD ENTITIES	TIME FRAME
<b>Improve Downtown parking</b>	Continue to explore the recommendations of the <i>Downtown Putnam Parking Study and Buildout Analysis</i>	2	M/BOS, TA, DPW, SSD, TP, PRA	Ongoing
	Address the possibility of parking decks in the downtown area, on the existing municipal parking lot at 165 Kennedy Drive, as a part of the Capital Improvements Program.	2	M/BOS, TA, DPW, TP, PRA	Year 2-Ongoing
	Explore the feasibility of a trolley transporting people to and from Owen Tarr Field and other outlying parking areas to and from downtown during events such as First Fridays, when additional parking spaces for the Downtown are needed most	3	M/BOS, TA, TP, PRA	Year 3-Ongoing
	Enhance existing parking areas with landscaping including tree planting and the employment of LID practices in associated stormwater mitigation	2	M/BOS, TA, DPW, TP, PC	Year 2-Ongoing
<b>Make enhancements to existing transportation facilities</b>	Improve existing roadways, sidewalks, and pathways (greenways) for the convenience of not only automobile drivers but also for bicyclists and walkers	1	M/BOS, TA, DPW	Year 1-Ongoing
	Explore enhancement of public transit service for seniors who no longer drive, and other townspeople who do not own or lease an automobile and may not desire to drive, and disability-friendly public transit for persons who are unable to drive; said enhancements to possibly include transportation to and from senior centers, adult day services, grocery stores, faith communities and cultural events	2	M/BOS, TA, DPW, SSD, NECCOG	Year 1-Ongoing
	Continue to monitor the progress on Public Act 06-136, <i>An Act Concerning the Roadmap for Connecticut's Future</i> , for any funding and/or activity in this program that may eventually allow rail passenger service between New London and Worcester, which would pass through Putnam	3	M/BOS, TA, DPW	Ongoing
	Explore the creation of a bike sharing program	3	M/BOS, TA, TP, PRA	Years 5-10
	Institute programs for providing education/awareness of transportation options	2	M/BOS, TA, NECCOG	Year 2-Ongoing
	Provide sidewalks linking housing and essential services for walking residents	1	M/BOS, TA, DPW	Ongoing
	<b>Perform transportation planning on a regional basis as well as locally</b>	Work with NECCOG and surrounding towns on transportation planning including transit enhancement and regional trails/greenways	1	M/BOS, TA, DPW, TP, NECCOG
Continue construction of roadways and sidewalks/pathways to and within the Quinebaug Regional Technology Park, as a means of promoting regional economic development associated with the Park		1	M/BOS, TA, TP, DPW, PC	Year 2-Ongoing

OBJECTIVES	RECOMMENDED ACTION STEPS	PRIORITY LEVEL	LEAD ENTITIES	TIME FRAME
	Create a cooperative venture in transit between NECCOG / NECTD and businesses to provide transportation to and from major employment destinations	2	M/BOS, TA, TP, EDC, NECCOG	Years 2-4
	Work with CT DOT on improvements to roadways and intersections along arterials and regional connectors	2	M/BOS, TA, TP, DPW, PC	Year 2-Ongoing
	Continue to explore and examine demand and feasibility of the establishment of commuter rail service linking with Worcester and Norwich/New London	3	M/BOS, TA, TP, PC	Year 5-Ongoing
<b>Implement transportation elements primarily through the CIP process, providing financing for transportation projects by bonding, utilizing the general fund, and loans and grants that may become available, as deemed appropriate and advisable</b>	Consider the creation of a dedicated transportation improvement component within the CIP	2	M/BOS, TA, TP, DPW, PC	Year 2-Ongoing
	Monitor development of the Let's GO CT! program and other state and federal plans and entities for transportation funding opportunities	2	M/BOS, TA, TP, DPW, PC	Year 1-Ongoing

**Goal: POSITION PUTNAM AS THE REGION'S BUSINESS, CIVIC, EMPLOYMENT AND INSTITUTIONAL CENTER BY SUPPORTING AND STRENGTHENING LOCAL BUSINESSES THAT ARE BENEFICIAL TO THE COMMUNITY**

OBJECTIVES	RECOMMENDED ACTION STEPS	PRIORITY LEVEL	LEAD ENTITIES	TIME FRAME
<b>Maintain a strong business retention program</b>	Maintain current business/contact databases	1	EDC	Ongoing
	Conduct annual or semi-annual visits to businesses to assess and review the needs of individual businesses	1	EDC	Ongoing
	Continue to provide loan funds for business expansion/start-ups	1	EDC,	Ongoing
	Allocate funds to assist in business retention, and in expansion and start-up activities	2	EDC, BOS, BOF, TA	Ongoing
<b>Expand business recruitment initiatives</b>	Establish a page on the Town's website that reflects Putnam's position within a tri-state region rather than exclusively Putnam	2	EDC, TA	1-2 years
	Promote the tax advantages afforded under the Distressed Community Program, Eastern Connecticut Enterprise Corridor (ECEC) Program, Rehabilitation Area Program Ordinance	1	PRA/ EDC, M/BOS, TA, A	Ongoing

OBJECTIVES	RECOMMENDED ACTION STEPS	PRIORITY LEVEL	LEAD ENTITIES	TIME FRAME
	Working through NECCOG, the Eastern Connecticut Enterprise Corridor (ECEC), and through partnerships created for the Quinebaug Regional Tech Park (QRTP), formalize a regional approach to economic and industrial development	2	EDC, M/BOS, TA, NECCOG	Year 1- Ongoing
	Enhance job creation opportunities	1	EDC	Ongoing
	Attract higher paying and better jobs, especially through the QRTP	2	EDC, TA, M/BOS	Ongoing
<b>Continue developing packaging and plastics clusters including high-tech manufacturing</b>	Identify spin-off businesses to complement, rather than compete with, existing cluster companies	2	EDC, TA, M/BOS,	Ongoing
	Continue to solicit interest/assistance of State Department of Economic and Community Development	1	EDC, TA, M/BOS, NECCOG	Ongoing
	Establish, market and develop QRTP under a site-specific and virtual eco-industrial park concept	1	EDC, M/BOS, TA, TP	Ongoing
<b>Actively assist Day Kimball Healthcare (DKH) in expanding its presence in Town</b>	Establish and maintain consistent communications links between DKH and the Town	1	EDC, TA, M/BOS	Ongoing
	Continue to explore and seek funding for mutual opportunities in allied health care and health maintenance, such as WIC/Healthy Food, Farmers' Market, BMI for Seniors, Healthy Eating	2	EDC, TA, M/BOS	Ongoing
	Determine future demand for related office space and identify potential sites	2	EDC, TA, M/BOS, TP, ZC, PC	Years 2-5
<b>Expand Workforce Development Opportunities</b>	Create links with Quinebaug Valley Community College (QVCC) and The Eastern Connecticut Workforce Investment Board (EWIB), and provide input for curriculum development to meet future demand	1	EDC, BOE, NECCOG	Year 1- Ongoing
	Continue relationship with the Putnam Public Schools Administration to create and continue programs such as the established Middle College Program	2	EDC, BOE	Ongoing
	Work with high schools / colleges to provide necessary technology training in traditional and technical fields for gainful employment in existing and future businesses	2	EDC, BOE, NECCOG	Ongoing
	Work with the EWIB on retraining programs that provide new job skills for older displaced workers	2	EDC, BOE, NECCOG	Ongoing
	Create outreach programs to connect retirees to opportunities for re-engagement in the workforce	2	EDC, NECCOG	Years 2-5

OBJECTIVES	RECOMMENDED ACTION STEPS	PRIORITY LEVEL	LEAD ENTITIES	TIME FRAME
	Encourage employers to offer flexible work hours and telecommuting options	2	EDC,	Ongoing
	Investigate the feasibility of the establishment of a tech school within the downtown and/or the QRTP	3	EDC, TA, M/BOS, TP, PC	Years 2-5

**Goal: MAINTAIN AND EXPAND THE TAX BASE WHILE RETAINING THE TOWN'S RURAL AND BUSINESS DEVELOPMENT CHARACTERISTICS**

OBJECTIVES	RECOMMENDED ACTION STEPS	PRIORITY LEVEL	LEAD ENTITIES	TIME FRAME
<b>Expand and diversify the Commercial and Industrial tax base</b>	Continue to market and construct on remaining properties within the existing Industrial Park and nearby properties within the Industrial zoning district	1	PRA/ EDC, TA, TP, PC, ZC, IWWC, M/BOS, BOF	Ongoing (until Park is built-out)
	Market and make preparations for construction within the QRTP	1	EDC, TA, M/BOS, TP, PC, ZC, IWWC, BOF	Ongoing (until Park is built-out)
	Explore expansion of the existing Industrial Park	3	EDC, TA, TP, PC, ZC, BOS, BOF	Years 5-10
	Anticipate infrastructure improvements and site acquisition costs, to further encourage industrial and corporate development, in the Capital Improvements Program Annual Funding Plan	1	PRA/EDC, TA, TP, PC, M/BOS, BOF	Ongoing (subject to annual budget)
	Encourage infill development in prime redevelopment areas (in particular the Metalmast, Palo, and Monahan Construction sites located between Mechanics Street and Providence Street, which together total approximately 22 acres)	2	PRA/EDC, TA, TP, ZC, PC, M/BOS	Ongoing
	Market and promote historic mill redevelopment (primarily the Belding Mill and the Monohansett Mill)	1	PRA/EDC	Ongoing
	Address tourism, the arts and culture, and recreation and agritourism to serve as economic drivers	1	PRA/EDC, TA, TP, ZC, PC, M/BOS, AC, TH, RC	Year 1- Ongoing

OBJECTIVES	RECOMMENDED ACTION STEPS	PRIORITY LEVEL	LEAD ENTITIES	TIME FRAME
	Encourage the development of businesses that offer a livable wage to employees	2	PRA/EDC, TA, TP, PC, M/BOS	Ongoing
	Inventory underutilized properties that meet criteria for acceptable standards (physical, economic, neighborhood context) of industrial/commercial development and develop partnerships with landowners for actively marketing the sites	2	PRA/EDC, TA, TP, ZC, PC, M/BOS	Year 1-Ongoing
<b>Support the transformation of vacant and/or underutilized mills as resources for accommodating small and start-up businesses, niche businesses associated with tourism, residential uses or cultural uses</b>	Work with landowners of vacant/underutilized mill properties to obtain funding for environmental cleanup and redevelopment, and to market the sites (primarily the Belding Mill and the Monohansett Mill). Utilize the Industrial Heritage Overlay District (IHOD) provisions within the Zoning Regulations in this endeavor.	1	PRA/EDC, TA, TP, PC, ZC, M/BOS	Ongoing
	Continue to explore funding for environmental contamination evaluations through the Connecticut Brownfields Redevelopment Authority or other sources	1	PRA/EDC, TA, TP, PC, M/BOS	Ongoing
<b>Provide assistance and incentives to encourage green and sustainable building construction</b>	Create programs to encourage existing businesses to become environmental stewards	2	PRA/EDC, TA, TP, PC, M/BOS	Years 2-5
	Employ C-PACE and other state programs for financing and incentives, guidance, potential locations, and liability limitations for both clean energy projects and brownfield reuse	2	PRA/EDC, TA, TP, PC, M/BOS	Ongoing
	Encourage the design and construction and/or rehabilitation of buildings to meet LEED standards	2	PRA/EDC, TA, TP, PC, M/BOS	Ongoing

**Goal: RETAIN THE GREATER DOWNTOWN AREA AS A COMMUNITY CENTER OFFERING A PLACE FOR SOCIAL CONTACT, GOVERNMENTAL, ARTS/CULTURAL AND ECONOMIC ACTIVITIES**

OBJECTIVES	RECOMMENDED ACTION STEPS	PRIORITY LEVEL	LEAD ENTITIES	TIME FRAME
<p><b>Continue to support and seek investment in Downtown's assets, including its natural and historic resources, to expand tourism, arts and culture, and appropriately scaled businesses</b></p>	Continue to maintain a close working relationship with the Downtown Merchant Association (Putnam Business Association)	1	PRA/EDC, SSD	Ongoing
	Work with the Arts Council and the Town Historian and historical entities as applicable to dovetail with activities that benefit downtown merchants	1	PRA/EDC, TA, TP, PC, M/BOS, AC, TH, RC, SSD	Ongoing
	Provide a program to fund sign & façade improvements	2	PRA/EDC, TA, M/BOS	Year 2- Ongoing
	Continue to monitor economic and market trends to anticipate opportunities and challenges for sustaining the vitality of downtown	1	PRA/EDC, TP	Ongoing
	Continue to refine zoning regulations to meet the needs of the changing business climate and the Town's desired development patterns	2	PRA/EDC, TP, PC, ZC	Ongoing
	Encourage the locating of allied health training / education, laboratory and diagnostics and other healthcare related uses within the downtown and nearby commercial areas	2	PRA/EDC, TP, TA, M/BOS, ZC, PC	Ongoing



