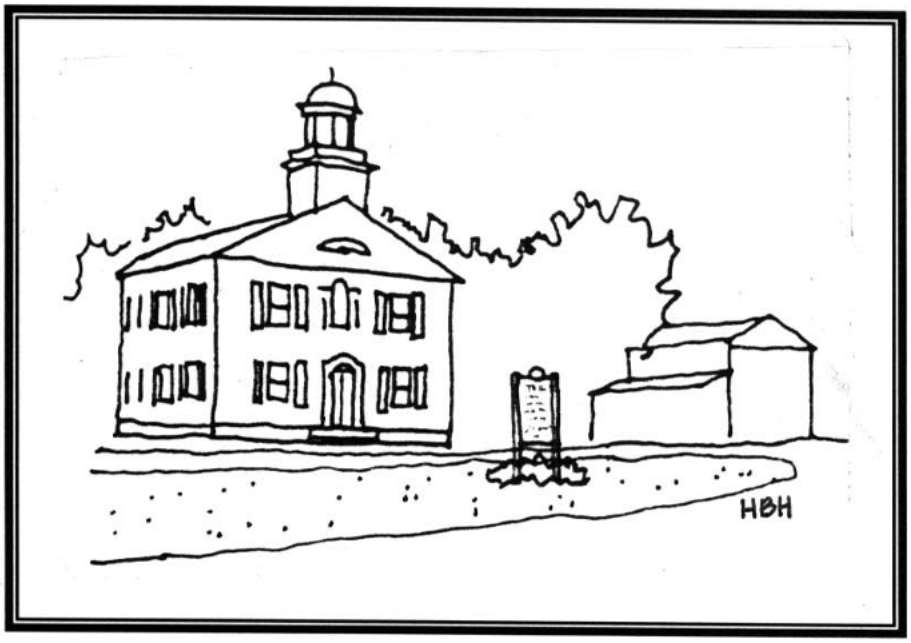
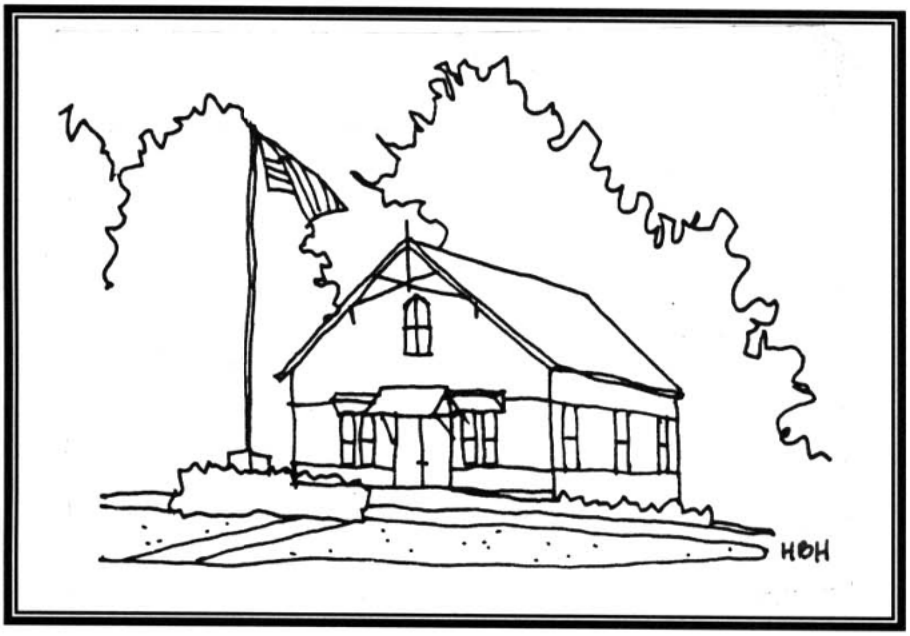
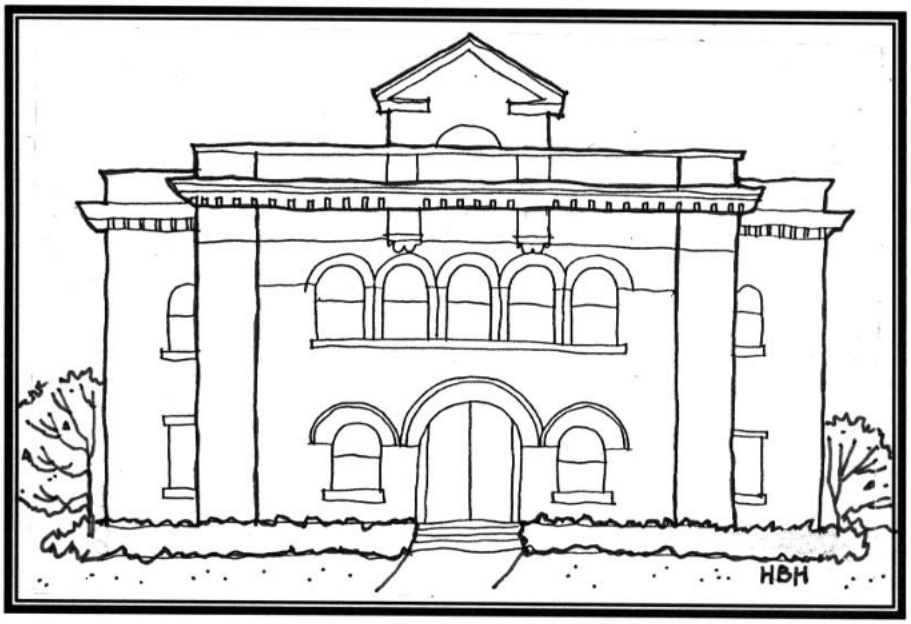






Tolland Town Plan

Tolland, Connecticut

August 1999

Planning For Tolland's Future

The ideas and strategies put forth in the Town's Plan of Conservation and Development set the tone for the future; these guiding principles become legally enforceable when translated to specific local regulations.

Plans of Conservation and Development are required by State Legislation. CGS Chapter 126 Section 8-23 requires that such a plan "shall show the (planning) commission's recommendation for the most desirable use of land within the municipality for residential, recreational, commercial, industrial, conservation and other purposes and for the most desirable density of population in the several parts of the community". The value of Plans of Conservation and Development as vehicles for dialogue and discussion of issues will be lost if the document is dismissed simply as "statutory compliance".

Tolland's first Town Plan was developed in 1964 in the midst of the Town's first wave of suburban residential development when Tolland's population grew by nearly 6,200 people in twenty years (1950 – 1970). That Plan established the vision that the Town has followed since: "to develop Tolland as a complete community, maintaining a desirable balance between residential, commercial and industrial growth." The Town's land use policies were established and have evolved based on this vision. During this period the Town's basic land use patterns were established and much of its non-residential development occurred, built in the style and typical layout of the era.

What Is Our Vision for Tolland?

"to maintain a desirable balance between residential, commercial and industrial growth"

When the 1964 Town Plan was updated in 1990, "policies to accommodate the needs of the 90s" were established in the context of achieving the reaffirmed basic vision. The focus of these policies was balancing previous and future residential growth with non-residential growth, particularly industrial or corporate office development. The 1998 amendment process began with an examination of the changes that have occurred in Tolland in the last

ten years as indicators of development trends and to serve as a guide to decisions on future goals and policies.

Preparing the Plan requires looking at the big picture of life in Town: population growth and development status, municipal services, fiscal conditions, transportation networks and associated land use issues. This provides the opportunity for the community to look at where it has been and where it is; to think about where it is going and where it wants to be. The goal of the Tolland Planning and Zoning Commission in preparing the current plan has been to establish a consensus on how the Town should grow. Adhering to the common sense of direction established in the Plan will require action by a number of boards and commissions as well as the Town Council on the land use and development policies, strategies and mechanisms recommended by the Planning and Zoning Commission to guide "where we are going" toward "where we want to be." The momentum gained through the planning process, culminating in the adoption of the Plan, should be sustained.

Where We Are

Tolland is primarily a residential community. This is reflected in the town's land use patterns, its tax base, local and regional development trends, traffic growth and community character. Its location at the eastern edge of the metropolitan Hartford area with direct interstate highway access place Tolland in the ideal location to be a residential suburb of Hartford.

Regional Growth Pressures

As the area in the I-84 corridor to the west fills up, Tolland will feel increased growth pressure. The improving economy has already resulted in a surge of development proposals, primarily residential, in the last year. The eastward movement of the suburbanization that is generating this pressure can be traced through the locational Guides of the State's "Conservation and Development Policies Plans", Connecticut's statement of growth, resource management and public investment policies for State actions which influence future growth and development, covering the periods between 1979 and 2003.

Since 1979 urban expansion has occurred in East Hartford, Manchester, Vernon and Ellington. Areas devoted or proposed to be devoted to more dense patterns of development in Tolland's neighboring towns of Stafford, Coventry and Mansfield have been reduced. Both these expansions and reductions are the result of changing local land use policies. Tolland and Willington, two towns in the path of this suburbanization because of I-84, have shown in-roads of higher density development over the 20 year period (e.g. Route 30 at the Vernon border in Tolland) but maintain their "rural area" designations in the 1998-2003 Plan. Because of its location Tolland will clearly be the frontline for the next wave of eastward movement and regional influences will continue to effect Tolland's future development.

Construction of the Buckland Hills Mall, for example, has impacted the region's retail sales market and is presently meeting the regional need. However, as suburbanization spreads eastward, pressures for retail services will follow or may be precipitated by developers "leapfrogging" ahead. Tolland needs to consider the type and level of development it wants to encourage in it's designated "rural community center" areas (areas on Routes 30 and 195 zoned Planned Business District, Planned Industrial and Planned Industrial Office Park), and appropriate locations for this development.

Tolland's location has been "too close and yet too far" where UCONN is concerned. The Town has been told it is too far from Storrs to provide campus-related support facilities, yet too close to be a satellite site. Tolland has been left to the role of being the University's gateway and there has been pressure from within the Town to "take advantage" of this role by allowing certain types of commercial development to occur in the Route 195 corridor. The potential for a more beneficial relationship between Tolland and UCONN should be explored as the Town not only evaluates its goals for development in the 195 corridor but seeks to plan for sustainable economic growth. The University's UCONN 2000 program may provide opportunities for Tolland to derive more than traffic impacts from the proximity of the Storrs campus.

Population

In the last fifty years, Tolland has grown from a rural community of 1,659 (1950 U.S. Census) to a suburban community of 12,568 (1998 estimate by Claritas, Inc.). A significant proportion of this growth occurred between 1950 and 1970 (nearly 6,200 people), a period of rapid suburbanization throughout the state. However, Tolland's growth rate has been significant in the recent past as well. Since 1990, the population is estimated to have grown by some 1,567 persons, while some 712 new single family residences have been built. Tolland is considered to be a strong residential market, and demand is expected to keep this trend going. During this same time period, permits for 12 commercial buildings (plus 10 permits for alterations/renovations), and only two permits

(plus three for renovations) for industrial buildings were issued by the Town. These permits resulted in an increase of 94,772 s.f. of office space (about 90% of which is owner-occupied) and 5,916 s.f. of industrial space (the addition of a second building on an existing industrial property).

Estimates of changes in age distribution of the total population since 1990 show a definite trend toward aging. Expressed as percentages of the totals, the only age groups which show increases are the 45 to 64 years, and 65 years and over age groups. The most significant changes in population distribution occurred in the 25 to 34 years age group, which declined nearly four percent, and in the 45 to 64 years age group, which increased approximately six percent. Although there has been an overall increase in the number of students in the school age population, these age groups are estimated to represent smaller percentages of the total population in 1998 than they did in 1990.

In the years since completion of the 1990 Town Plan, the Connecticut Office of Policy and Management, the state's planning and policy agency for state government investment decisions, has revised its population projections for Tolland to reflect more modest growth than the town has been experiencing. For example, in the 1990 Plan, OPM projections reflected a year 2000 population for Tolland of 13,190. OPM's current population projection for the year 2000 is 11,600, with projections out to the year 2020 of a total population of 12,880. These projections are inconsistent with the Connecticut Department of Public Health's most recently published population estimates (for July 1, 1997), which estimated Tolland's 1997 population as 12,063, and the estimate of Claritas, Inc., an independent demographic data service, which estimates Tolland's 1998 population at 12,568. The latter two sources place the town's growth rate between 1990 and 2000 at approximately 14 %, slightly lower than the actual rate of 17 % between 1980 and 1990, but higher than the revised OPM projected rate for 1990 to 2000 of 5 %. The decennial census in the year 2000 will reveal the actual growth rate over the last ten years; for planning purposes it is assumed that the higher rate of approximately 14% is more reflective of population growth trends.

Growth Rate

This higher growth rate is also reflected in the residential building permit data monitored by the Town's Building Department. The intense residential development activity of fiscal years 1986 through 1988 (427 units in three years), slowed with the economic downturn of the early 1990s (139 units in 1990 through 1992), but is showing signs of upswing again, with 116 permits issued in fiscal year 1998, and 89 residential permits issued through February 1999 alone. Based on 1990 Census data and building permits issued, it is estimated that some 712 units have been added to the town's housing stock through February 1999. This represents an increase of approximately 19%. Building permit data indicates that the residential development market in Tolland is very healthy. Fluctuations are more the result of overall economic conditions than lessening of market demand.

The predominance of residential development is also clear in a review of the Real Property Abstract of the town's Grand List. The limited non-residential development in the last ten years is reflected in the shifts as a percentage of the total Grand List that have occurred in the two major real property categories: the residential category increased from 86.7% in 1988 to 90.9% in 1997, while the commercial/industrial category decreased from 8.8% in 1988 to 7.0% in 1997. During this same period, land being assessed as "vacant land" dropped from 4% of the Grand List in 1988, to 1.6% in 1997. Land being assessed at its "use" rather than "market" value (farmland, forest and open space property) increased minimally from less than one-half of one percent in 1988 to one-half of one percent in 1997.

Traffic

Other indications of growth trends are revealed by examining changes in traffic volumes. Tolland's main arterial roadways are all state routes for which the Connecticut Department of Transportation maintains traffic counts. These counts can be examined as an indication of where traffic increases are being experienced. Average Daily Traffic (ADT) counts for 1987 and 1997 indicate some substantial increases in traffic volumes on these routes as

shown on Table 1. When examined in the context of the location of new subdivisions in this same timeframe, the traffic increases can be directly linked to residential development activity.

Traffic on I-84 experienced increases in excess of 25% throughout the Tolland segment, but the true impact is revealed by examining the changes in the traffic estimated to be exiting/entering at the two ramps within Tolland's borders. It is estimated that there has been an ADT increase of 46% (some 3500 cars) in traffic exiting at Exit 68 since 1987. Judging by the ADT counts for Route 195, this increased traffic is primarily travelling north to Cider Mill Road and Old Post Road, and thence to residential destinations. Because of a minimal increase in ADT traffic at the 195/Route 74 intersection, it is assumed that this increased traffic has destinations in Tolland.

Exit 68 traffic has increased 46% in the last ten years and is primarily traveling to residential destinations.

It is estimated that there has been an ADT increase of 35% (some 1400 cars) in Exit 69 traffic since 1987. There has been a 28% increase in traffic south of Pero Road, all of which may not be traveling to destinations in Tolland, but there has been a 44% increase in the traffic (800 cars) east of Buff Cap Road, assumed to be Tolland residents. Significantly, the Route 195 corridor south of I-84 has not experienced the traffic growth one might anticipate. The largest increase (11%, 1400 cars) was experienced in the section between Anthony and Rhodes Roads. This appears to be local traffic accessing the commercial areas located along this stretch. The industrial/commercial area on Route 30 at the Vernon town line, on the other hand, experienced an ADT increase of 19% (1900 cars) during the ten year period. These traffic counts do not bear out the local perception that there have been substantial increases in traffic on Route 195. More likely, certain intersections and traffic moves in the Route 195 corridor are at or near design capacity and will require study to determine improvements required to maintain safe and efficient traffic flow.

Table 1

Tolland Town Plan
Traffic Increases 1987 - 1997

State Route Number	1987	1997	% Change
• **I-84**			
W. of Exit 68	50,000	65,000	30%
E. of Exit 68	42,400	53,900	27%
E. of Exit 69	38,400	48,500	26%
• **Route 195**			
N. of Coventry Town Line	10,900	11,600	6%
N. of Anthony Road	13,000	14,400	11%
N. of Rhodes Road	17,300	17,600	2%
S. of Cider Mill Road	11,100	14,100	27%
Intersection with Route 74	8,800	9,700	10%
• **Route 74**			
S. of Pero Road	5,700	7,300	28%
E. of Buff Cap Road	1,800	2,600	44%
W. of Evergreen Drive	1,300	1,700	31%
E. of Woodfields Drive	2,300	3,100	35%
W. of Burbank Road	6,700	6,800	1.5%
W. of Shenipsit Lake Road	3,700	4,800	30%
• **Route 30**			
W. of Old Post Road	9,800	11,700	19%
W. of Arnold Road	7,900	8,600	9%
S. of Doyle Road	11,800	11,600	-2%
S. of Eaton Road	---	6,500	---
N. of Brown's Bridge Road	5,400	5,500	2%
• **Route 31**			
N. of Gehring Road	4,300	6,200	44%
S. of Gehring Road	2,400	3,600	50%

Source: Connecticut Department of Transportation

Accident experience data for the period October 1, 1994 to September 30, 1997 indicates that Route 195 south of I-84 is the roadway in town with the highest incidence of accidents (156), followed by Route 74 (80), Route 30 (73) and Route 31 (27). Although Route 31 had the lowest accident incidence, it had the highest rate of accidents resulting in injury (41%), followed by Route 195 (31%), Route 74 (30.5%, including one fatality), and Route 30 (27%). Most accidents occurred during daylight hours in clear weather with dry road conditions. The most common contributing factors were driving too fast for conditions or following too close. The most common collision types were hitting a fixed object and rear end collisions. In descending order of frequency, the top five times of day with the highest accident frequency were between 2 and 3 p.m. (8.3%), 3 and 4 p.m. (8.1%), 5 and 6 p.m. (6.8%), 4 and 5 p.m.(6.6%), and 7 to 8 a.m.(5.9%). Overall, the period between 4 and 7 p.m. - "rush hour" - accounted for 18.9% of all accidents reported during the three year period.

All of these factors, which are summarized in the Profile found in the Appendix, indicate that Tolland is and will continue to be a residential community first. There are not sufficient areas in town with physical characteristics that can support non-residential development to ever balance the residential development that has already occurred much less that which will inevitably occur in the future.

The challenge of the next ten years will be to absorb additional growth, whether residential or non-residential, new development or re-development, within the physical, environmental and cultural framework of Tolland. The quality and distribution of residential development, because it will be the predominant land use activity, will be the major determinant of Tolland's character.

Did You Know …

Tolland's population according to the 1990 census was 11,001

Tolland's estimated population in 1998 is 12,568

Tolland had the greatest housing growth rate (19%) of the 29-town Capitol Region for the period 1990-1998

By 2003, Tolland's population is projected to be 13,336

Over 65% of Tolland's population is 25 years or older

The median residential sales price (1996) for a single family home is $142,750, up from $65,700 in 1980.

Tolland's per capita income ranks second behind Ellington when comparing neighboring towns, but is less than the $31,630 for the State.

The highest percentage of household income in Tolland is in the $50,000 to $74,999 range.

Goals and Policies - 1999

The Tolland Town Plan for the years 1999-2009 is based on the following goals and policies. These goals and policies have evolved over the past 35 years of Tolland's community-wide planning efforts. In this time, they have been reviewed and amended to reflect the prevailing attitudes and techniques available to accomplish growth management and protection of quality of life. They are broad-based and developed through consensus of the Town's citizens about the type of development they feel is appropriate for Tolland and the quality of development they want to achieve.

A. GENERAL PLANNING

Goal: Establish a long-range planning program to anticipate the Town's needs for the next 10 to 20 years.

Policies:

A1. Recognize that the 1999 Plan of Conservation and Development (The Town Plan) focuses on a period of five to ten years after which the Plan's underlying premises should be re-evaluated to determine their continued validity for the future.

A2. Recognize that Tolland is part of a larger region; therefore, planning for its future must take into account the impact, beneficial and otherwise, of this inevitable relationship.

A3. Encourage actions by all Town agencies and departments to reflect the objectives of this Plan. All pertinent codes, regulations, and ordinances should be revised, enhanced and strictly enforced to support the goals of the Plan.

A4. Continue to require that all zone changes be consistent with the Town's Plan of Conservation and Development.

B. TOWN CHARACTER

Goal: Preserve the town's rural character by encouraging compatible growth patterns, protecting natural, historic and archaeological features, and improving aesthetics.

Policies:

B1. Retain natural and historic characteristics and scale while accommodating future growth through new or revised zoning regulations incorporating design standards, performance thresholds, aesthetic guidelines or other methods.

B2. Promote patterns of development that respect and reinforce the character of the Town.

B3. Protect the Town's remaining historically or architecturally significant structures, archaeologically sensitive sites, and areas of unique or exceptional physical beauty through public acquisition, land development controls, demolition delay ordinance and other techniques.

B4. Encourage redevelopment or improvement of underutilized, blighted or aesthetically compromised commercial areas through public-private partnerships.

B5. Ensure that new development, especially in areas of severely limited or sensitive resources, avoids impacts to natural systems.

B6. Encourage programs and activities, both public and private, that maintain or improve environmental quality.

B7. Improve the aesthetic character of municipal signage, public facilities, and gateways.

C. HOUSING

Goal: Encourage housing alternatives consistent with the economic profile of the Town's population, the physical capacity of the available land and the ability to provide necessary community facilities.

Policies

C1. Preserve the integrity of existing neighborhoods by protecting against physical and visual encroachment by incompatible types of development.

C2. Encourage quality residential development and construction throughout a range of housing values.

C3. Encourage residential design that preserves or creates valuable open space.

C4. Encourage the preservation of the physical and architectural characteristics of historic houses and their sites.

C5. Encourage housing options for mature families (empty-nesters) and senior citizens in planned environments that offer a wide range of residential amenities or alternative living arrangements more appropriate for their stage of life.

C6. Support private affordable housing for the elderly and others; explore available public programs for financial assistance.

D. LOCAL ECONOMY

Goal: Maintain and improve economic conditions within the Town; support public and private initiatives that maintain a diverse tax base.

Policies:

D1. Facilitate opportunities for business retention and expansion.

D2. Focus economic development efforts on creating public/private partnerships to foster new economic development opportunities.

D3. Encourage existing businesses to offer a pedestrian friendly layout, attractive public spaces and practical internal traffic flow.

D4. Support commercial/retail business development that is consistent with the character and scale of the Town.

D5. Sustain the town's current land uses and provide pro-active assistance for retaining businesses.

D6. Promote the continued development of home-based businesses and provide programmatic support through the Economic Development Commission.

D7. Recognize the presence of growing regional economic forces and monitor for compatible opportunities.

D8. Explore alternatives to traditional economic development, including tourism and the arts.

E. TRANSPORTATION

Goal: Provide for the safe movement of people and goods and provide suitable access to places of employment, residence, recreation and commercial activity, taking into consideration pedestrian linkages and alternative forms of transportation.

Policies

E1. Promote pedestrian linkages between public spaces and residential and commercial development. Emphasize safe pedestrian movement within new commercial development.

E2. Provide for adequate traffic flow to and through all sections of the Town without compromising pedestrian safety and neighborhood cohesiveness.

E3. Scrutinize roadway design to minimize impacts on visual character.

E4. Encourage the use of alternative means of transportation.

E5. Encourage the incorporation of traffic calming techniques in new roadway design or existing roadway improvements.

F. RECREATION AND OPEN SPACE

Goal: Provide for a diversity of open space and recreation opportunities for all ages and abilities.

Policies:

F1. Establish a program for the acquisition of prioritized open space, consistent with the goals of the Conservation Commission and the Town Plan.

F2. Encourage a bikeway/pedestrian trail system throughout the Town.

F3. Improve existing recreation programs and facilities and develop new opportunities consistent with the Town's demographic profile

F4. Identify and promote the preservation of natural areas of historic, scenic, natural, or cultural value.

F5. Support public or private initiatives for the development of a land trust.

F6. Continue to accept fees in lieu of dedication of open space in new subdivisions.

F7. Support establishing additional linear parks along watercourses and along major thoroughfares.

F8. Encourage greenway and natural resource management linkages within Tolland, as well as with adjoining communities and the region.

G. COMMUNITY SERVICES AND FACILITIES

Goal: Provide services, facilities and programs to meet present and future needs and expectations, with the objective of achieving a balance between benefits and costs but recognizing that certain benefits may not be quantifiable.

Policies:

G1. Tolland's future growth (both residential and non-residential) should be geared to: (a) the Town's infrastructure capacity (roads, sewers, water supply, drainage, parks, recreation, schools, fire, police, etc.); (b) the residents' ability to pay for existing and expanded infrastructure without creating an undue hardship; and (c) maintaining the character of the Town deemed to be desirable.

G2. Consider carefully the Town's financial resources in the planning for future improvements and services.

a. Schedule capital improvements according to short term and long term needs, consistent with the Town's fiscal policy.

b. Forecast necessary borrowing, the probable impact of the capital improvement on the operating budget and tax rate of the Town, and provide a stabilizing influence on present investments.

G3. The nature and location of new public facilities should be consistent with the characteristics and distribution of population.

G4. Encourage multiple use of public facilities, including educational facilities.

G5. Encourage the adaptive reuse of municipal facilities that have become obsolete or are no longer needed.

G6. Maintain public facilities and infrastructure to prevent physical deterioration and avoid "band aid" approaches if they will increase maintenance and repair costs in the future.

G7. Monitor the implications of providing public services in terms of future growth patterns.

G8. Provide a balance of educational, cultural, recreational and social programs and facilities consistent with the town's demographics and seek locations that are convenient and physically accessible.

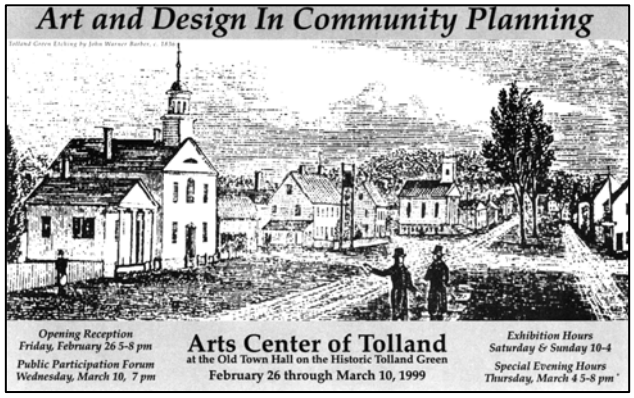
G9. Anticipate the need for land and facilities to accommodate community needs.

G10. Encourage services such as day care, latch key programs, adult day care, public transportation, etc. to support sustained employment of residents.

G11. Encourage adult education, expand/upgrade knowledge, skills and opportunities for creative and cultural endeavors at locations and times accessible to potential participants.

Perceptions and Realities

As part of the process of amending the Tolland Town Plan, the Planning and Zoning Commission committed to an extraordinary outreach program targeted at getting across-the –board stakeholder involvement in the planning process. The objective was to do more than solicit public opinion. The commission wanted to excite the collective consciousness of the community to think about the future of Tolland while becoming aware of its past and present, to understand where they have been, where they are, and the choices about where they can go. Through a telephone survey, visits to the local middle school, open forums, local access broadcast of the open forums, one-on-one interviews with a cross-section of local businesses, flyers soliciting written comments, and an exhibit on "Art and Design In Community Planning", participants shared their knowledge, viewpoints and goals for the town. Comments revealed concerns, desires, uncertainties, dreams…and some misconceptions. It is important to understand Tolland today and the issues affecting the possibilities for Tolland tomorrow, if an effective Town Plan is to evolve.



The telephone survey of a statistically valid sample of Tolland residents revealed that today 40% of the community considers Tolland to be a bedroom/commuter community, 34% considers it a rural community and 21% considers it a suburban community. When asked what kind of character they would like to see the town have in ten years, 34% said rural character, 26% said the characteristics of a New England village, and 22% each responded suburban community or bedroom/commuter community. Only 1% considered Tolland to be an agricultural community today, but 4% would like to see it be agricultural in the future. Multiple answers were accepted by the survey researchers, so responses total more than 100%. How do these perceptions match up with the realities of Tolland today and what Tolland can hope for in the future?

Development trends in the last ten years indicate that Tolland is increasingly becoming a bedroom/commuter community. This is inevitable, given its location at the eastern fringe of the Hartford region and location on or near three I-84 interchanges. During Tolland's major growth spurt, between 1950 and 1970, the community sought to diversify its tax base to lessen the residential tax burden and provide business opportunities in support of the developing community. This non-residential growth occurred in the most logical physical locations: along established state routes with favorable topographic conditions and access to the interstate. These areas are still the mainstay of the local non-residential economy, but have limited areas suitable for new development remaining.

In the interim, residential development has continued at a significant rate, increasing to nearly 91% of the Grand List in 1997. Because of its physical characteristics Tolland does not have the critical mass of area suitable for the level of economic development that would be needed to offset this residential growth pattern and impact the tax base. However, Tolland can maintain a strong though relatively small non-residential tax base while protecting, and perhaps enhancing, its overall character by focusing on the quality of its non-residential development. To do this it must maximize the use of existing areas, encourage uses that are consistent with the character of the community, and maintain the flexibility to absorb appropriate changes in business practices such as the recent resurgence of home occupations. Trends indicate that residential development activity is not substantially diminishing, leaving it the major development issue to be faced by the town.

Tolland does not have sufficient area suitable for non-residential uses to offset its residential growth pattern with economic development.

Estimates of the 1998 population indicate that there are some 1,567 more people in Tolland today than when the 1990 census was taken. While this represents a slightly slower rate of growth than experienced in the 1980-1990 period, it represents a larger total number (1,567 vs. 1,307) than that preceding census period. When the next census is taken (April 2000), the 1990-2000 period could turn out to be the third largest period of population increase in

the town's history (4,907 people were added in the period 1960-1970, and 1,837 people in the 1970-1980 period).

Building permit data (through February 1999) indicates that 712 new housing units have been constructed since the 1990 census was taken. In the period between 1980 and 1990, a total of 776 new units were added. Again, this represents a slower rate of growth than during the preceding ten year period (19% vs. 26%), but will result in approximately the same number of units being added. Demographic projections anticipate a slight decline in the average household size in Tolland from 2.99 persons per household in 1990 to 2.95 persons per household in 2003. This remains higher than the Tolland County average of 2.66 in 1990 and 2.62 projected for 2003. Because of its physical characteristics, location and growth trends, residential development has been and will continue to be the major determinant of Tolland's character.

Tolland's demographic character has undergone some significant changes in the last ten years, as well. Estimates of the age distribution of the 1998 population indicate a definite trend toward aging of the population. The population of Tolland 45 years and older are the only age groups to show increases. The most significant changes occurred in the 25 to 34 years age group, which declined nearly 4%, and in the 45 to 64 years age group which increased approximately 6%. This is indicative of the fact that residents move to town and tend to stay. This longevity is reflected in the responses to the Community Survey: 21% had lived in town for 8 years or less; 31% for between 9 and 18 years (placing them in the 1980-1990 growth period), 25% for between 19 and 28 years (corresponding to the 1970-1980 period), 12% for between 29 and 38 years (the sixties period), nearly 6% for between 39 and 49 years (the fifties), and nearly 6% for longer than 50 years. People want to be in Tolland for more than its good schools and ease of commute to work. This aging trend will increasingly impact the service needs, residential needs, and the ability to pay property taxes of a growing segment of the population.

Another significant aspect of residential growth is the extent to which land is committed to development through subdivision. When asked about how a town should develop, the average person is often comfortable with the prospect of additional residential growth but hesitant or even negative about non-residential growth. The latter is perceived to be the cause of sprawl, increased traffic, unattractive strip development and threats to town character. Residents tend to think that these kinds of things won't happen in their town so long as non-residential development is carefully controlled. The reality is that sprawl began with the post World War II residential subdivisions that created the "suburbs". Jobs, retail facilities and commercial services followed the people to the "greenfields" where there was plenty of space to accommodate the desire for low-density development. The attraction for the people was the land but the result was often a reshaping of the land in ways inconsistent with rural development patterns and sense of community. Single family residential development of the last 50 years has been sprawling rather than compact, resulting in the conversion of farmland, woodlands, ridgelines and wetlands, changing the landscape forever. Residential development, because of the extent to which it occurs in most communities, including Tolland, is the greatest threat to town character that a community faces. As a community grows, the perception is often that the pressure will lessen because "all the good land is developed" and physical conditions won't allow development to occur in remaining areas. In fact, the pressure becomes greater because only the most sensitive and character-defining areas are left. Landowners continue to have the right to develop their land and people continue to want to live in the community. This is often translated into greater land costs. As demand increases and developable land decreases, the cost of land often increases to a point where developers begin focusing on the more difficult sites. The price increase commanded by the market is sufficient to cover the premium of overcoming steep slopes, ledge, wetlands, etc.

In recognition of the adverse impacts of sprawling development patterns, community planning advocates are returning to the traditional patterns that used the land wisely, encouraged a sense of community and respected the natural and cultural environment. The current trends are toward encouraging more compact forms of development in all land use

categories; to making design the primary tool by which growth that is respectful of natural resources, scale, and town character will occur and be absorbed in a positive manner.

Expectations

Quality of life is the primary reason cited by residents for their decision to live in Tolland. The top five specific characteristics cited, in descending order of importance, were the educational system, town character, character of residential developments, open space and housing costs. When asked in the Community Survey, most people characterized Tolland as a rural community today and would like to see those characteristics retained. An interesting viewpoint expressed was the significant shift in the number of residents who today consider Tolland's character to be that of a bedroom/commuter community, to the number expressing the hope that its character will be more like a New England village ten years from today. Residents clearly want their valued quality of life to be retained as the Town grows.

WHY DO WE LIVE IN TOLLAND ?

#1 Education

#2 Town Character

#3 Character of Residential Development

#4 Open Space

#5 Housing Costs

As indicated by the characteristics cited, the quality of life concerns for residents are a combination of community services, type and aesthetics of development, and maintaining rural character. The issues that need to be addressed in the Amendments to the Plan of Conservation and Development are what type of growth is appropriate? How shall the Town look? And what level of services do residents want?

Residents have indicated their preferences clearly in the Community Survey. Nearly 61% feel that Tolland should maintain a diverse tax base by encouraging non-residential development that is compatible with existing scale and town character. Uses such as home-based business, high-tech research and development facilities, and small-scale retail to serve local needs were supported by more than two-thirds of respondents. Nearly 63% of respondents feel that the Town should be proactive, even contributing to the cost of providing sewers if necessary, to encourage development in the Tolland Business Park. Nearly 56% felt that the Town should consider expanding the sewer district if needed to accommodate a single corporate user or the need for an additional business park in the

future. Support for additional retail development was more moderate. Encouraging and attempting to attract more retail uses to the Route 195 corridor was looked upon with less favor (44%+/-) than adding such uses in the Route 30 corridor (50%+/-). Only 32%+/- considered large retailers such as a Wal-Mart an appropriate use for the Route 195 corridor. These responses acknowledge the need to maintain a non-residential tax base by indicating support for maximizing the potential of existing non-residentially zoned areas without substantially expanding them.

More than 76% of residents feel that Tolland is an affordable place to live. There is slightly less confidence (66%) that when grown, their children will be able to afford to live in Tolland. This fact, coupled with a sense (correctly so) that the population is aging and that the Town will need more housing for the elderly in the next ten years, led to support for allowing private housing developments for those over age 55 (86%+/-) and the provision of incentives for affordable housing development (67%+/-).

The policy statements in the Community Survey that received the highest level of support were about preserving the historical and cultural nature of the Town Green, the need to preserve the Town's rural character, and the desire to maintain open space in its natural state. Residents clearly do not want future development to compromise town character. They want their Town to look the same or better. Eighty percent of residents feel that purchasing open space is a good way to preserve town character and 60% indicated a willingness to pay more taxes to allow such purchases. Residents feel strongly (90%) that open space should be left in its natural state and used for passive recreation activities such as walking and hiking. Nearly 81% felt that the Town should, as a matter of policy, strive to maintain current levels of land for agricultural use, and 75% indicated support for regulations that prevent residential sprawl.

Three factors will impact the level of services that residents need: the aging trend among the population, continuing predominance of residential development, and the overriding desire to preserve rural character. These factors will result in the need for new or expanded community facilities, services and programs, placing pressure on local budgets and the tax

rate. Basic service issues such as emergency services, trash collection and library services will cut across the demographic spectrum of the community, but in some instances conflicts in priorities and competition among groups to advance their "need" will be experienced. The recent construction of a new senior center and an elementary school should ease the pressure in these areas for the next few years but the Town will have to carefully monitor changes in population and development trends to anticipate future facility needs.

The community survey indicated significant support for new or expanded open space/recreational facilities such as a trail system, youth center, bike and walking paths, purchase of open space, development of multi-purpose sports fields, multi-purpose arts and performance space and a recreation and fitness center. Some of these needs should be met by coordinated planning for multiple use of appropriate sites or facilities. Other needs may potentially be met by private facilities or programs through a cooperative venture with the Town.

Economic Development Analysis

One of the largest questions looming for Tolland is how to broaden and diversify its tax base. At the present time, only 7% of the grand list is non-residential. Although residential development may appear more consistent with the Town's character, residential property taxes alone are not sufficient to offset secondary impacts of this land use, namely the cost of municipal services and the cost of educating a child in Tolland. According to the Commonwealth Research Group, Inc. in their study "Cost of Community Services in Southern New England" (1995), Connecticut's average expense/revenue ratio by land use is $1.14 for residential compared to $0.30 and $0.44 for commercial/industrial and open space respectively. In the course of the community outreach effort, many residents expressed the need for commercial or other non-residential development in order to offset the cost of residential development which predominates Tolland. Ideas on the type and location of this development surfaced during these discussions.

Connecticut's average expense/revenue ratio by land use is: $1.14 for residential, $0.44 for commercial/ industrial and $0.30 for open space.

To provide recommendations and develop the tools to deal with the complexities of this issue an economic analysis was conducted. The information generated provides a solid base from which decisions can be made. The following is a summary of the analysis, a full copy is on file in the Town Planner's office. The analysis focused on four major elements:

- Business interviews
- Determining Tolland's primary market area
- Employment
- Demand for office, industrial and retail

Business Interviews

In addition to open forum meetings and the community telephone survey, a total of ten one-on-one interviews with a cross section of local business and commercial property owners were conducted to get direct stakeholder input. Those interviewed included six business owners, two operations managers and two multi-tenant retail center property

owners. The employment base represented by interviewees ranged in size from some of the Town's major employers to a two person retail/art studio establishment. In general, the interviewees had a long association with Tolland and only one of the businesses interviewed reported a loss in number of employees since 1990. The issues most frequently identified by interviewees were location, business climate and image.

Tolland is a good business location because of access and recognized high quality of life. Proximity to UCONN was not a factor for the businesses interviewed, though a perceived growth in Route 195 traffic was cited as potentially problematic by those located in the corridor. A downside to Tolland's location is increasing difficulty in employee recruitment resulting from a dwindling resident labor pool and distance from labor sources to the west.

All interviewees reported positive experience working with town staff on development and expansion projects although they sometimes found the requirements imposed too restrictive or counterproductive. Examples cited included septic requirements, size limits on signage, requiring sealed architectural drawings for interior renovations, drive-through prohibition, and 50% impervious surface coverage limitation for commercial development. Interviewees felt that the small businesses already in town are suffering under provisions targeted at controlling large scale or big box development.

Interviewees also reported a sense of mixed feelings about support for local business development. They feel that the community at large and its decision-makers do not understand that appropriate non-residential growth contributes to the quality of life in the community and assists in managing the cost of services associated with residential development.

Several interviewees commented on the need to upgrade the quality of existing retail areas and the lack of an overall "image" for Tolland. The general feeling was that

changing demographics would support more upscale retail and service sector uses, and that this should be accomplished under a focused business growth plan.

Primary Market Area

Within the last ten years, continued growth along the I-84 corridor east of Hartford, especially the Buckland Hills area, and the continued decline of the Hartford center city area has resulted in the shift of Tolland's primary market area away from Hartford County to Tolland County. This means that for Tolland, the majority of demand for office, retail, and industrial space is originating from within Tolland County, which is also the source of a supply of competitive locations.

Employment

After fluctuating to a high of 6.5% in 1992 (Connecticut Department of Labor), Tolland's 1997 unemployment rate of 3.3% is very low, consistent with the 3.2% level experienced at the beginning of the decade. Since 1990, Woods and Poole Economics, Inc. reports that non-farm employment in Tolland County rose 5.5% (some 2,700 jobs) while Tolland's non-farm employment increased 9.1% (240 jobs), according to the Connecticut Department of Labor.

Service producing jobs have become the largest category of employment for both the town and the county. Government employment, which in 1990 was the largest category for both the county and town, is now the second largest for both areas. The retail trade sector showed a modest increase county-wide (5% ±, Woods and Poole), but showed a sharp decline (-27%± CT Labor Department) in Tolland. This resulted in the Town's retail trade employment segment falling from the second highest position in 1990 to fourth place in 1997.

The 1990 Plan identified eight establishments, with numbers of employees ranging from 300 to 18, as the Town's major employers. All are still in Tolland and five of them are

included in 1999's list of top six employers. Numbers of employees now range from 425 to 50.

Woods and Poole project a modest (3% or 1,620 jobs) growth in overall employment for Tolland County through the first decade of the next century. Growth in service producing jobs is expected to account for 95% of the County's job growth. This category includes all non-farm employment other than mining, construction and manufacturing. Manufacturing jobs are projected to hold at current levels, signaling a halt to long term declines experienced over the last 20 years, but indicating that no meaningful increase in current job levels will be achieved.

Demand Analysis

The demand analysis focused on office, industrial and retail space. The current inventory of non-residential buildings in Tolland totals 1,030,872 s.f. This breaks down (rounded numbers) as follows: industrial properties 52%, office uses 28%, retail uses 13%, commercial garages 6% and service station/gas/convenience stores 2%.

The office space analysis revealed several significant factors: growth in the office space inventory has been largely due to expansions by office-based businesses already in town; the demand for rented office space is for small space by small users; and Tolland's vacancy rate appears to be below the level for most of the "east of the river" suburban towns, its likely competition.

Future opportunities for office development lay in two directions: working directly with end-users, either existing businesses wanting to expand or prospective businesses seeking a location with the assets Tolland has to offer; and proactively marketing Tolland so that a portion of the County's projected growth in office space is attracted to Tolland. It has been estimated that, based on employment projections, the County will need 380,000 more square feet of office space by the year 2010. Given its excellent access to I-84, Tolland should be able to capture between 10 and 15% of this growth.

Tolland's industrial properties are concentrated in industrial park settings along and off Routes 74 and 30 near the Vernon border. This area provides public sewer, public water, a natural gas line and adjacent services such as food and beverage. The existing industrial inventory ranges from a single owner who occupies 43% of the total industrial inventory, to small renters averaging 12,000 s.f. each who comprise 73% of the Town's industrial companies. Industrial occupancy statistics indicate that Tolland has a rental market which is oriented to users in the 2,500 to 5,000 s.f. range. Vacancy in industrial properties is almost non-existent at 1%.

The real estate decline of the early nineties resulted in a large regional inventory of industrial properties available for sale at below replacement cost, reducing the incentive to build in communities such as Tolland. This market is now tightening somewhat, but there is still a healthy industrial inventory in the Hartford region with access to the major crossroads of I-91 and I-84. Because of this Tolland will have its greatest appeal to the small industrial users that have links to the area because of residence or business. Tolland's ability to capture additional industrial demand will also be constrained by the high cost of development associated with its business park, making it less competitive in price in relation to the region.

Tolland's local trade area is a five mile radius.

The local trade area of Tolland's existing commercial base is a five-mile area that includes all of Tolland and portions of Coventry, Ellington, Willington and Vernon. The regional trade area extends to a ten mile area and includes the towns of Mansfield, Andover and Bolton. Retail expenditures in Tolland in 1997 totaled $48 million, 6.3% of the regional trade area's expenditures. At the same time, retail spending by Tolland households was estimated to be $75.5 million. Clearly, at least 36% of residents' retail spending (the difference between $75.5 million and $48 million) is being lost to other towns. Since Tolland's retail sales data includes business from residents of other towns, the loss of Tolland resident expenditures may be as high as 50%.

The trade area's spending patterns are strong in comparison to national norms and in some categories, substantially exceeds the norms. Continued residential growth will provide increased opportunities for retail expenditures. Total retail spending by Tolland residents will increase by nearly $20 million by the year 2003. By including surrounding towns from which shoppers might be drawn, the projected increased spending rises to $129 million. Because of regional center competition to the west, Tolland's bid for increased market share of this retail spending should focus on local services and goods, and convenience goods such as small retail, restaurants, food stores and small professional and service provider space.

Summary

Economic activity, after strong growth in the 1980s, was set back by the recession of the early 1990s. Recently, Tolland has recovered economic momentum and appears poised for a continuation of modest growth in the first decade of the next century. Reflecting trends affecting Connecticut as a whole, Tolland's economy is becoming increasingly reliant on service producing businesses and less on goods producing industry. While Tolland is still by geography on the fringe of large scale economic activity taking place east of the Connecticut River, Tolland residents will increasingly be employed in service producing businesses. The impact of this can already be seen in the recent increase of nearly 100,000 square feet of owner-occupied office space built in Tolland. Consequently, an emphasis should be directed toward encouraging the expansion of such businesses now located in Tolland and surrounding communities.

Tolland's economy is becoming increasingly reliant on service producing businesses and less on goods producing industry.

Tolland has moderate capacity for capturing additional manufacturing-based business. However, heavy competition for such business and ongoing global and national restructuring of manufacturing industries will continue to constrain industrial growth locally. Retail, which has seen vigorous expansion in communities to the west, can be expected to follow in the wake of Tolland's population growth. For the near term it will

continue to be at a scale appropriate to meeting Tolland's community needs as well as opportunities for serving Tolland's regional trade area.

Tolland Green

Town greens tell the story of their communities. They reflect the local quality of life, community pride and history. Though substantial development has occurred in the Town in the last forty years, the physical presence of the Tolland Green remains unchanged. It still functions as the heart of the Town because those things that give residents a sense of community – local government, arts, education and religious functions – are clustered around it. Old photos reveal that some things have been lost but much more has been retained.

Though substantial development has occurred in the Town in the last forty years, the physical presence of the Tolland Green remains unchanged.

Visually, the Tolland Green runs between Old Post Road and Dunn Hill Road, and incorporates the roadway approach areas for Route 195, Old Post Road east and west of Route 195, Route 74 and Old Stafford Road. These crossroads create three "gateways" to the Green: at Route 195/Old Post Road (south gateway), at Route 195/Route 74 (mid gateway) and at Dunn Hill Road/Old Stafford Road (north gateway).

The wide roadway right-of-way on the west side of the Green through to Dunn Hill Road, though occasionally disrupted by driveways and cars parked in the right-of-way, serves to visually "extend" the width of the Green. The town-owned parcel at the northern terminus provides a wooded rural hillside as the backdrop. Historic buildings and glimpses of pastoral views complete the setting. Preservation of the historic and cultural nature of the Green received overwhelming support (94.3%) by respondents to the Community Survey. The designation of an historic district, the boundaries of which generally coincide with the area within the north/south boundaries of the Green as defined here, provides a major tool for preserving the physical characteristics of Tolland Green. Additional public actions will be required to address other issues affecting the Green such as traffic, parking, drainage, and pedestrian circulation. A number of considerations in these areas were identified

during a physical and visual analysis of the Green that was conducted in conjunction with the plan update process, including:

- Prepare a master plan to guide physical improvements
- Explore feasibility of traffic calming provisions
- Develop historic district signage/logo
- Develop a new traffic configuration that is consistent with existing character

A number of years ago, the availability of potential funding from the Federal Highway Administration spurred the Connecticut Department of Transportation to initiate preliminary concepts for traffic and circulation improvements of the Green. There was considerable negative reaction from many residents because of perceived impacts. Essentially, residents wanted the Town Green to remain unchanged. It is now apparent that some change is needed to keep the Green in the condition residents desire.

Funding from State and federal sources is now scarce. If a consensus was reached on the types and level of improvements, it would be necessary for the Town to evaluate local funding sources or seek other avenues. Regardless of what Tolland decides, having a master plan that is endorsed by residents will serve as a valuable tool for communicating the Town's position in the event that ConnDOT will again propose road improvements.

Other than institutional uses, the Green is primarily surrounded by residential uses. There is a bed and breakfast and a small antique store, both of which retain the original structures. These two uses provide positive examples of adaptive reuse. In the coming years, if conditions dictate a change of land use, the Town should be prepared to accommodate alternative land uses so long as the character of the Green is not altered. To the north and south of the Green, future activities may affect what is at present a suitable transition.

Route 195 Development Analysis

Exit 68 off Interstate 84 is the "UCONN Exit". The off-ramp provides direct access to Route 195. The left turn lane northbound leads to the Tolland Green and a right turn southbound leads to the Storrs campus. Within Tolland, Route 195 is predominantly two lanes with a very limited shoulder width except in the vicinity of Meetinghouse Commons, a retail strip development at the intersection of Goose Lane (west) and Rhodes Road (east). This signalized intersection, with left turn lanes, is the only signal between the off-ramp and the Coventry town line.

The corridor has been the subject of much discussion. There is a common perception that it will soon succumb to retail development sprawling eastward from Buckland Hills in Manchester. There is also a perception that the two-lane road will someday become a four-lane divided median roadway from Exit 68 to UCONN.

Assuredly, the increase in the number of residents in the last ten years and the anticipated growth in residential development over the next ten years has and will continue to create a demand for certain services. Convenient shopping is one of them.

Many residents have expressed the fear that the corridor will soon turn into another Berlin Turnpike (Route 15 in Newington) or Route 30 (in nearby Vernon). At the same time, there is apparent support for retail or commercial development that would serve Tolland residents as long as the town's character was kept intact.

Before creating strategies that would guide future decisions affecting this corridor, an understanding of its physical dynamics, land uses, and potential developability provides an important baseline.

Through an analysis of physical characteristics and land uses, three distinct areas of the corridor emerge. The first of these, the stretch from the Coventry town line to Anthony Road, is marked by rugged terrain and sparse development, primarily residential. Anthony

Road marks the gateway to the next area, the town's primary retail area, which extends north to I-84. The most intense development in the corridor occurs at the northern end of this area, generally between the 7-Eleven Plaza and the eastbound I-84 ramps at Exit 68. The third section is north of I-84. Small-scale retail development is clustered at the westbound ramps of I-84, with a 26 acre undeveloped site being marketed for development adjoining the existing commercial development on the west side. The character abruptly changes at Cider Mill Road where a transition area of residential development leads to the historic Tolland Green, along which Route 195 travels before terminating at the intersection with Route 74. These three sections are as different in function and development potential as they are in character

The Coventry border to Anthony Road section is rural residential in character. As the gateway from the south, the area introduces Tolland as an historic and rural community with great natural beauty. The farmland and wooded hillsides which now dominate the viewshed are virtually untouched. There is very limited development potential in the corridor itself between Anthony Road and the Coventry town line because of steep slopes, watercourses, wetlands and exposed bedrock. However, areas with development potential located outside of but visible from the Route 195 corridor occur along both sides of the road. Development in these areas would directly impact the viewshed and potentially remove mature vegetation currently buffering each side. Drivers often judge speed through not only the condition of the road but also the beat of regularly spaced visual cues such as trees. A loss of vegetation may translate into greater speed as the roadway appears "opened up" and free of hazards.

This area is primarily zoned for single family residential development consistent with its rural residential character. Two areas, only one of which is developed, are zoned for multi-family residence development. The undeveloped multi-family zone is the only large area having development potential that would be directly accessible from the corridor. The other large developable area is located on the east-facing slope, visible from Route 195 but most readily accessible from Baxter Road. Development of this slope could have significant visual impact on the corridor if not developed in a sensitive manner. The abrupt

change in character at Anthony Road, where the Planned Business District zone and non-residential uses begin, may make continued residential use of the homes between Walbridge Hill and Anthony Road less desirable. This may lead to future requests for conversion of some of the residential structures to non-residential use, effectively creating a transition area from rural residential to business. This should only be permitted under strict controls, particularly with regard to access and parking. This section of Route 195 has dangerous horizontal and vertical road alignments. Safe access must be a major consideration of approval of any change of use or development of the multi-family-zoned area, which will be accessed from this stretch of Route 195.

The second distinct area of Route 195, between Anthony Road and the I-84 eastbound ramps, begins the Planned Business District (PBD) Zone. The nature of the development in this district is split between office/individual small retail businesses at the Anthony Road/Baxter Street end and strip center retail development at the I-84 end. An area of steep slopes separates the areas. The office establishments clustered around Anthony Road/Baxter Street have been sited in a manner that takes advantage of the physical characteristics of the land. The developments are contemporary in architecture and fenestration and have "curb appeal."

Several of the office properties, both office park and single user, have development potential that could accommodate existing user expansion or additional development. Because of steep slopes, two of these areas would have to be accessed from Rhodes Road. Potential on the east side of the corridor includes a portion of an approved but undeveloped residential subdivision, portions of which have already been used for office development and expansion. Road alignment along this section of Route 195 makes driveway location a major consideration of siting any additional development.

The area around Rhodes Road/Goose Lane to the I-84 eastbound ramps is the Town's primary retail area. The change in view from the first section to this particular area is abrupt accentuated by the steep declining topography northward in sharp contrast to

More than any other location on Route 195, the area around Goose Lane/Rhodes Road is in need of access management and aesthetic improvements.

the horizon. To the right, a 1960s strip shopping center and stand alone 7-Eleven dominate the view. The lack of aesthetic appeal of these developments detracts from the newer development on the west side of the road. More than any other location on Route 195, this area is in need of access management and aesthetic improvements.

Left turns onto the northbound Route 195 from the Meetinghouse Commons drive are extremely difficult despite the signal only a few feet to the south. The short sight distance to the left coupled with the excessive speed of vehicles coming from the right traveling down the steep grade allows very few opportunities for safe access. Even on the red light, southbound vehicles are typically queued up, making the left turn a frustrating experience for patrons of Meetinghouse Commons. The adjacent retail center, Gooseberry Corners, although physically linked to Meetinghouse Commons, has an advantage of access to the signalized intersection via Goose Lane.

Redevelopment of the older strip center on the east side would take advantage of a highly visible, elevated site, complementing the newly constructed Tolland Bank at the corner of Rhodes Road and Route 195. Redevelopment would also present an opportunity to place an architecturally compatible structure on a site with difficult topography. This could be done with a net gain in leasable square footage, thus providing financial incentive for the developer/owner.

At Meetinghouse Commons, a reconfiguration of the internal traffic circulation, creation of short-term (15 minute) parking closer to the stores, and potential expansion in the central portion of the facility would provide a higher level of function that could have a positive affect on leasing. This particular strip center would benefit from another “anchor” to draw more patrons; the expansion may be able to be designed to do so.

There is a small pond with nice pastoral views on the piece of property behind Meetinghouse Commons. It is unfortunate that the configuration of development did not take advantage of the opportunity to incorporate this parcel into the retail development, potentially raising the aesthetic and natural value of the site.

Beyond this cluster of retail uses the development potential of the corridor is somewhat constrained by steep slopes, a wetland system including Tolland Marsh, and the underlying aquifer. There is one large site, located on the west side of the corridor just off the interchange, that is only minimally impacted by these physical constraints. Because of its size, development could have a major impact on the corridor's visual appearance and function. Because of limited availability of developable commercially zones sites, this parcel could represent valuable commercial sector space. With the appropriate design guidelines and performance thresholds in place, development could be an aesthetic asset while providing Tolland residents with goods and services for which there is market demand.

The Planned Business District Zone continues north of I-84 to Cider Mill Road. Small-scaled retail development, including a small strip center and gasoline stations are located close to the road frontage. The east side of this segment of the corridor has limited development potential at the rear of the properties; twenty-six acres are available for sale on the west side of the corridor. This segment of Route 195 is the physical gateway to the Tolland Green and associated historic district, as well as much of the town. Development of the large vacant parcel in the west of the corridor should be sensitive to this gateway function and surrounding character. This site, visible from I-84, also provides the opportunity to upgrade existing development by incorporating the strip development on the road frontage into site planning for the larger parcel, much of which does not have road frontage. If properly master planned with appropriate architectural mass and scale, this site could present the Town with a unique opportunity to create a "village center" retail development.

Planning for the future in the Route 195 corridor will require a multi-pronged approach involving the cooperative efforts of the public and private sectors. A good example of the type of approach needed is the preservation-based economic development program known as The Main Street Program.

The formal Main Street Program, conducted by the National Trust for Historic Preservation in Washington, D.C., is designed to protect, refurbish and revitalize historic central business districts or "downtowns". Its core, self-help approach can be adapted to other types of commercial districts seeking to improve their economic and cultural viability, however.

The National Main Street Program stresses four steps in its core approach:

- Design – create a safe, friendly, attractive environment that will retain customers; appearance affects decisions that shoppers, investors and others make about an area
- Organization – build cooperation and consensus among residents and political and business leaders in the community; establish an active and highly visible organization
- Promotion – aggressively market to boost the area's image as an inviting place to shop, dine, work, find entertainment, and live; undertake activities such as sales promotions, festivals, advertising and special events
- Economic Restructuring – strengthen, diversify and expand the current economic base of goods and services available by recruiting new businesses and helping existing ventures grow

The retail/commercial area on Route 195 between Rhodes Road/Goose Lane and Cider Mill Road could benefit from this type of approach. The businesses located in this area are generally independently owned businesses, the type that offer the greatest economic return to the community – 60% versus 20% for the average chain store and 6% for the average discount store (National Main Street Center estimates). Tolland has been and is expected to continue to be primarily a residential community, and retail follows the people. In the next ten years Tolland should be positioned to accommodate projected retail growth in a manner, at a scale and in partnership with investors that understand the Town's development goals. The objective should be to cooperatively create a "townscape" for the entire commercial area that is compatible with the character of the community and uses the visibility of the area to make a statement about Tolland as a community. This will result in

Independently owned businesses offer the greatest return to a community

an enhanced marketplace for residents, increased property values for landowners, increased sales and enhanced image for businesses, and an increased tax base for the community.

A number of conclusions can be drawn from evaluation of development potential along Route 195. First and foremost is that out of the entire Route 195 corridor only a few large parcels would be able to support large scale retail development (often referred to a "Big Box" by developers). Despite the continued economic boom, however, there has not been the activity one would expect if there was an overwhelming demand for this type of development. One of the most overriding factors may be the lack of sewers, although with an appropriately sized parcel an adequate leaching field or perhaps a package system could be accommodated.

Furthermore, physical and natural characteristics of the corridor coupled with frequent changes in the horizontal and vertical (curves and hills) alignment of the roadway limit developability. These same forces would make it unlikely for a four-lane facility to be built between the interchange and UCONN, a long-standing concept which resurfaced when a proposal to build a stadium on the UCONN campus was being considered. Thus, the probability of Route 195 becoming choked with retail from one end to the other is very low. More probable and potentially more deleterious would be for development to occur in a "leapfrog" pattern. This condition should be avoided by keeping development tightly focused on a limited number of sites with appropriate design controls.

Despite concerns over the negative impact new retail development may potentially have on town character, the existing retail development, notably the older strip centers, has already set the tone. Rather than unilateral opposition to development, the Town and its residents could benefit from an appropriately designed development sited in a manner that complements the physical characteristics that are present.

Future development along Route 195 must consider:

- site characteristics
- architectural mass and scale
- public space and
- pedestrian linkages.

Appropriately sited buildings, compatible architecture, public spaces, site amenities, and pedestrian linkages can all be thoughtfully incorporated if the proper design standards are in place. Increasing the aesthetic appeal of new development often draws more attention to less appealing existing development. In turn, the owners of these sites may be willing to invest in their property.

Water Resources

An integral part of Tolland's character is its natural resources. Human influences can often upset the balance that keeps these systems from fully functioning; policies and regulations have necessarily evolved to ensure protection. Through many pathways, these natural systems ultimately affect human health. Although water's critical role makes it easier for the general public to understand the need to protect it, this is a resource often taken for granted.

Tolland lies in two separate major drainage basins and within these there are two smaller regional basins and a number of individual watersheds. The western third of the town, including Shenipsit Lake, is within the Connecticut Major Basin and the Hockunum Regional Basin. Water draining from this area eventually reaches the Connecticut River. The remaining two-thirds of the town is within the Thames Major Basin and the Willimantic Regional Basin.

Although all of Tolland is underlain by stratified drift and till, only a few areas consist of coarse grain deposits capable of large yields of water. This water-bearing material is a remnant of retreating glaciers and is composed of either sand or a sand and gravel mix, or sand or sand-gravel on top of finer deposits such as very fine sand, clay or silt. Based on available data, there are three distinct areas of Tolland that are dominantly higher yielding sand or the sand-gravel mix: 1) extending south of Shenipsit Lake beyond I-84; 2) in the vicinity of the Tolland Marsh around Exit 68 and continuing south along the Skunkamaug River; and 3) running along the Willimantic River. These deposits, together with Shenipsit Lake, are utilized by the Connecticut Water Company and the Town. The remaining areas support individual wells to residences throughout town.

Supply Sources

The Shenipsit Lake Reservoir watershed covers 16 square miles. The Connecticut Water Company (CWC) owns and operates the Shenipsit Lake Reservoir which serves as the sole

public surface water supply source for CWC's Northern Region Western System. This system serves approximately 72,000 people in the towns of East Windsor, East Granby, Ellington, Enfield, South Windsor, Suffield, West Suffield, Vernon, and Windsor Locks as well as a portion of Tolland. In 1998, this system served approximately 693 persons in Tolland via 257 residential service connections. Water is withdrawn for treatment and distribution by the Rockville Water Treatment Plant located in the Town of Vernon. The Shenipsit Lake Reservoir is the only public surface water supply source in town. The CWC also owns and operates two groundwater supply sources within the town. The Tolland Aqueduct Wellfield is located on Torry Road and is interconnected into the Western System. The Heritage Woods Wellfield is located just east of Robin Circle and is currently inactive.

The Willimantic River is Tolland's eastern boundary with Willington. Within town, the Willimantic River's watershed runs roughly in a 1.5 mile band parallel to its western bank. A portion of the River has been included in the Quinebaug and Shetucket Rivers Valley National Heritage Corridor, but Tolland's portion is not included. The Willimantic rises in Stafford Springs and flows 25 miles through eight communities before becoming the Shetucket River just east of Willimantic. For most of its length the Willimantic River Valley contains coarse-grained stratified drift deposits, productive sources of groundwater.

The Town of Tolland maintains a wellfield off South River Road within a 35 acre town owned park. The Town began supplying public water by taking over what was originally two small private systems –Tolland Summit and Country Hills. There were several wells originally, but all but two have been abandoned due to water quality considerations. Over 1,000 people are served. The service area extends south of I-84 along Route 195, serving the commercial area up to Baxter Road and encompassing Anthony Road and Walbridge Hill, including the neighborhood in between. The new Birch Grove Elementary School will be served once construction is completed. Despite being in close proximity to the Willimantic River, the water supplied from these wells is not a direct feed.

According to the CWC's Water Supply Plan, there are also several private community water systems—at Woodland Summit encompassing Willie Circle; Eastview-Kozley near the intersections of Kozley with Williams Way and Midland Drive; at the Tolland Elderly Housing Complex south of Tolland Stage Road; Stone Pond Condominiums between Route 195 and Old Cathole Road South; Baxter Farms encompassing Meadowood Road and Old Farms Road; and the Norweigian Woods Apartments directly off Route 195.

Residents not served by the town, from CWC's Western system or a private community system, have individual wells. Most are drilled wells, sealed into the underlying bedrock, although the Skungamaug Village area is mostly dug wells. Whether or not they are directly serving Tolland residents, both surface and ground sources are in need of protection.

In 1988, the Connecticut Department of Environmental Protection (CTDEP) established standards directed toward protecting ground water supplies. Two standards were created: Level A and Level B. The latter was the first to be implemented and is based on mapping the areas of contribution and drawdown of a well or wellfield of a water company serving over 1000 people. The Level A mapping regulations require detailed data collection and analysis involving field testing of the well's capacity to sustain a certain pressure over time, computer modeling, and engineering calculations. The Level A mapping requirement pertains only to a well or wellfield of a water company serving ten thousand or more persons. The town must adopt Land Use Regulations that are consistent with the DEP's Model Municipal Aquifer Protection Ordinance within three years after the DEP approves the Level A map.

Tolland has incorporated an Aquifer Protection Overlay (APO) into its zoning regulations (March 1988) based on surficial geology rather than Level B criteria. Since that time, the APO has served as a major consideration during review of proposed site plan developments.

The Town has incorporated the Shenipsit Lake Watershed Residence Zone into the zoning regulations. Under these regulations, the average lot size is 2 acres. All uses as of right within the single family residence designation are allowed.

A Water Protection Study was completed for Shenipsit Lake in 1989 in cooperation with the Town of Ellington, CTDEP, CWC, and other public agencies. CWC's Water Supply Plan indicates that only 5% of the Lake's total watershed is in the Utility's ownership.

Mechanisms for Implementation

Economic Development Opportunities

1. Arrange an annual economic development summit to:

   a. establish an outreach vehicle for maintaining a working dialogue among the Town Manager, Economic Development Commission, Planning and Zoning Commission, and the business community

   b. facilitate a sense of cooperation in planning for commercial areas, both between the public and private sectors and among business/property owners

   c. identify concerns or perceived areas of conflict between Town boards and local businesses/property owners

   d. establish a follow-up procedure to monitor and resolve any such issues so that public and private actions support and strengthen local business

2. The Town Manager and the EDC should focus specific attention on four areas: the South Green parcel, the Rockville Bank site, the 7-Eleven redevelopment, and Exit 69.

3. The Town Manager and EDC should establish a structured business development program that will first review and prioritize the recommendations provided in the "Economic Development Opportunities for Tolland" section of the Tolland Economic and Market Overview (AMS Advisory Services, April 1999), followed by a series of implementations actions.

4. The Economic Development Commission should reevaluate its traditional role in economic development and begin focusing on emerging market trends through proactive involvement with private developers, UCONN and the Capitol Region Growth Council.

5. Through the Economic Development Commission in cooperation with a merchant's association or similar organization, establish a variation of the Main Street Program to guide retail development in the Route 195 corridor.

6. Monitor home occupation regulations, fee schedule and permit procedures, and modify as appropriate to keep pace with changing needs.

7. EDC should pursue the development of small business assistance programs and establish routine mechanisms for outreach and support.

8. Contact the State's Tourism Division of the Department of Economic and Community Development to discuss moving Tolland from the Greater Hartford Tourism District to the Northeast Connecticut Visitor's District.

9. Initiate discussions with the Northeast Connecticut Visitor's District regarding mutual goals and cooperation.

10. Establish a formal mechanism for promoting tourism; contact the State Tourism Division, local tourist districts, etc.

11. Assemble a network of artisans, crafts people, lodging, recreation, and other tourism-related businesses and services; develop a marketing plan to establish Tolland as a destination.

<u>Preservation and Enhancement of Town Character</u>

1. Amend the Zoning and Subdivision Regulations to incorporate a series of principles and guidelines articulating the Commission's goal of preserving Town Character. Clearly state development standards to eliminate the cycle of "guessing-reacting."

2. Identify mechanisms for incorporation into the Zoning Regulations that will encourage a quality of non-residential development consistent with the Town's character. Examples include:

   a. Site planning for non-linear, smaller multiple commercial buildings rather than one or two large buildings in a strip retail configuration.

   b. Incentives to encourage retrofitting of existing commercial development.

   c. Preparation of landscape plans by a licensed landscape architect.

   d. Require submission of building elevations, perspectives, site cross-sections, proposed exterior materials, etc. for Planning and Zoning Commission review.

   e. Re-examine across-the-board prohibition of drive-throughs; consider allowing drive-through development if it is an integrated part of shopping center design.

   f. Encourage access management in the Route 195 corridor through vehicular and/or pedestrian connections between developments.

   g. Buffer parking areas from streets and adjoining properties with the buildings they support, grading, stone walls, etc. to minimize visual impact.

   h. Re-examine current boundaries of the Planned Business District; re-configure to encourage integrated, non-strip retail development.

3. Identify mechanisms for incorporation into the Subdivision Regulations that will promote residential development in a manner consistent with the physical, cultural, and aesthetic characteristics of the site. Examples include:

   a. Provide evidence of checking the data bases of the State of Connecticut Natural Diversity Database and State Historic Preservation Office.

   b. Require that a site analysis/physical constraints map and a site layout map be prepared by a licensed landscape architect when the number of lots exceeds a certain threshold or the proposed subdivision is located in specifically designated areas.

   c. Require the submission of a Vegetation Preservation/Planting Plan (VPPP) prepared by a licensed landscape architect. The VPPP should maintain visual integrity by preserving or planting buffers, minimizing the amount of land clearing and providing for visual transition through use of natural features.

4. Reevaluate the Zoning Regulations and development policies to explore suitable adaptive reuse of structures along the Green that would preserve their character in the event that residential uses are no longer viable.

5. Explore the concept of site specific design districts for non-residential development. This concept allows an applicant the flexibility to tailor the uses, density, scale and dimensional controls to a particular parcel while adhering to Town performance standards.

6. Amend the Zoning Regulations to introduce an optional sketch plan provision that would allow potential developers to openly communicate their intentions and development concepts to local approval agencies well in advance of preparing plans and specifications.

7. Establish design review guidelines to be implemented by town staff and include a line item in the annual program budget to provide professional assistance when necessary.

8. Amend Zoning and Subdivision Regulations to include provisions for buffer areas on existing public rights-of-way, landscaping at the entrance areas to visually transition from existing wooded rights-of-way to new roads, protecting existing vegetation during construction, and maintaining an edge-of-forest screening along arterial and collector roadways.

9. Review the State Statutes regarding designation of scenic roads and consider appropriateness for use in Tolland.

10. Educate landowners and developers on the opportunities to create a community-wide network of open space through conservation planning; enlist their commitment to this type of development philosophy and to the preservation of

critical areas. Work with landowners and the Eastern Connecticut Resource Conservation and Development Area office to complete Environmental Reviews/Natural Resource Studies on selected sites.

11. Create an Ad Hoc Committee to review alternative approaches to residential subdivision design used in other communities. The goal is to achieve residential development patterns that retain the existing character of the parcel and contribute an open space benefit while providing sufficient economic incentive for the developer.

Tolland Green

1. Prepare a master plan to guide physical improvements and establish an overall design vocabulary for signage, lighting and landscape treatment.

2. Require that all parking for non-residential uses be screened from view from the Green and adjacent properties in order to preserve the historic quality of the area.

3. Safeguard the residential integrity of the Green by requiring adequate landscaping and buffers between residential uses and other uses on an adjoining property

4. Maintain the existing sidewalk network in good repair, and provide sidewalks or paths to interconnect various facilities, i.e. parking, senior center, schools, parks, commercial areas, to enhance opportunities for pedestrian activity around the Green.

5. Consider adopting Village District regulations under P.A. 98-116 for areas adjacent to the Tolland Green Historic District in order to provide integrated design that will complement the area's distinctive character.

6. Undertake a volunteer survey to document level and origin/destination data on truck traffic through the Green area.

7. Initiate discussion with the Connecticut Department of Transportation to evaluate a new traffic configuration that is consistent with the existing character of the Green and that incorporates traffic calming provisions.

8. Work with local law enforcement representatives to develop a routine speed enforcement program for the Tolland Green.

Trails and Linkages

1. Develop an overall master plan for a town-wide trail system and identify funding sources.

2. Amend the Subdivision Regulations to encourage provision of trails and greenways in subdivision layout being sensitive to the issues of privacy and property rights. Encourage multiple use of utility easements to provide connections to trails and greenways.

3. Look for acquisition opportunities along the Willimantic River and the Lake Shenipsit watershed to establish greenways.

4. Network and work cooperatively with adjoining towns to encourage open space preservation, protection of rural character and creation of linkages to regional resources such as the Greater Hartford Area Greenway, the Willimantic River and the Quinebaug/Shetucket Rivers Heritage Corridor.

Recreation

1. Prepare a 5-year recreation services action plan to address future facility, program and staff needs to be used as a basis for services and budget planning.

2. Assess accomplishments under the action plan annually and adjust actions as items are completed or priorities change. Continue to project needs so that a 5 year planning period is maintained.

3. Compile an inventory of public and private facilities, public facility condition, programs, level of program participation, and other service-related issues.

4. Initiate a site search and programming/feasibility analysis for a public recreation complex.

5. Identify potential for public and private sources of funding for site acquisition and development. Seek funds in accord with action plan.

6. Evaluate recreation development potential of existing town-owned properties. Work cooperatively with other boards and commissions to identify areas appropriate for active and passive recreation.

Water Resource Protection

1. Establish a two or three year cycle for mailing out the Town's educational pamphlet on maintaining a household septic system.

2. Seek out examples of educational pamphlets on Best Management Practices for individual homeowners covering lawn fertilizer and pesticide application; consult CTDEP, American Waterworks Association, Water Quality Management Association, and the U.S. Environmental Protection Agency for examples. Other

municipalities throughout Connecticut and several water companies have already developed materials that may be useful.

3. Develop an educational outreach program targeted at the use of fertilizers, pesticides and other lawn chemicals either by individual application by the homeowner or through a commercially available contractor. The ultimate goal is to inform residents of threats to the water supply (surface and ground) and potential danger to humans and wildlife resulting from misuse of these products.

4. Develop an educational outreach program targeted to small business owners to emphasize the importance of using BMPs in the handling of any hazardous materials within aquifer recharge areas and adjacent to surface water.

5. Invite operators of active farming operations to a meeting to discuss management of farm wastes and use of farm related chemicals, and provided copies of the DEP publication "A Manual of Best Management Practices for Agriculture". Programs available through the U.S. Department of Agriculture offer both technical and financial assistance to farmers in planning designing and constructing agricultural waste management systems and information of these programs should be part of the outreach effort.

6. Develop a database of existing residential underground fuel oil storage tanks (location, size, age and type) as a means of developing future water quality protection programs.

7. Review the groundwater provisions of the zoning, subdivision and wetland regulations; cross-reference documents to assist in identifying requirements.

8. Establish a three-year cycle of conducting an informational seminar to local real estate agents to enlist their assistance in the distribution of fact sheets on septic system maintenance.

9. Determine funding needs and administrative staffing to establish a town-wide wellhead protection, education and monitoring program for residential wells.

10. Enlist the technical assistance of the CTDEP, the Connecticut Water Company, and the Town of Ellington in revising the Shenipsit Lake Watershed Study. Revisions should include the inventory and analysis of land uses, ownership, natural and cultural resource inventory, water quality, water supply and distribution, regulatory framework, development capacity analysis, existing problems, potential problems, goals and objectives, best management practices, assignment of responsibility.

11. Develop a watershed protection program by incorporating the recommendations in CTDEP's guidance document "Protecting Connecticut's Water-Supply Watersheds: A Guide for Local Officials".

12. Enlist CTDEP's technical assistance in incorporating the recommendations presented in "Protecting Connecticut's Groundwater: A Guide to Groundwater Protection for Local Officials" into Tolland's groundwater protection programs.

13. Enlist CTDEP's technical assistance in developing a more accurate map of the recharge and drawdown areas of the aquifer; amend the current Aquifer Protection Overlay Zone as necessary.

14. Monitor location and frequency of excavation and other mineral extraction in the Aquifer Protection Zone and develop performance standards if necessary.

15. Establish a mechanism to review state monitoring records of gas stations and other high-risk activities.

16. Identify generators of potential pollutants and others not utilizing 110% containment measures and initiate a program to assist them with appropriate materials management.

17. Meet with representatives of the Quinebaug/Shetucket Rivers Heritage Corridor Program and determine feasibility of expanding the boundary. Also make contact with elected officials to garner support.

18. Initiate a cooperative working relationship with the adjacent towns to develop a regional plan for managing the quality of the Willimantic River.

19. Encourage the incorporation wherever feasible of non-structural BMPs in the mitigation of stormwater impacts from development. When appropriate, request that the Tolland County Natural Resources Conservation Service review proposed stormwater handling and erosion control methods.

20. Contact UCONN's Cooperative Extension System to learn more about the NEMO Project (Non-point Education for Municipal Officials) and its relevance to the Shenipsit and Willimantic watersheds.

21. Contact William Hogan of the CTDEP's Municipal Facility Section (860.424.3753) to request technical input and assistance with recommendations on the use of package plant systems for sewage treatment.

Open Space and Cultural Resources

1. The Planning and Zoning Commission should cooperate with the Conservation Commission on preparation of a town-wide open space inventory, including areas of cultural significance, active agriculture, natural beauty, etc., and assign priorities for acquisition and/or protection. Once completed, the Open Space Plan should be adopted as part of the Town Plan.

2. Establish a reciprocal notification procedure between the Conservation Commission and the Planning and Zoning Commission so that the Conservation Plan can be kept current as additional properties are added or preservation status changes.

3. Makes copies of the Conservation Plan readily available to the Planning and Zoning Commission and developers so that open space decisions in proposed developments can be considered in context.

4. Amend the Zoning Regulations to require that open space features (including historic and archaeological resources) be shown on plans submitted for rezoning requests and site plan reviews

5. Identify and map, with the aid of the Conservation Commission, those open space areas, particularly riparian areas, where public access is inappropriate because of potential degradation of natural and/or cultural resources.

6. Contact owners of land containing character-defining features and playing key roles in contributing to the Town's rural character to discuss land preservation options and develop preservation plans.

7. Contact the Rural Development Council (Linda Cardini 860.738.6413) to explore assistance with promoting agri-business, agri-tourism and related programs that effectively maintain open space.

8. Encourage landowners currently participating in the use assessment tax program to donate/dedicate open space areas in perpetuity.

9. Commit additional funds to the dedicated open space fund for purchase of open space lands or cultural resource areas where preservation through development set-aside is unlikely.

10. Work with the State to explore the potential for acquisition of additional area as State Parks or State Forests.

11. Seek grant funds and budget local shares for completion of a Historic Resource Survey of the Town to identify buildings, districts and sites that merit preservation as well as resources worthy of formal designation as historic districts or individually significant structures.

12. Contact Nicholas Bellantoni, State Archaeologist, to develop a formalized referral system for reviewing site development plans in noted archaeologically sensitive areas.

13. Amend the Excavation, Filling or Removal of Earth Products section of the zoning regulations to strengthen the sections on impact assessment and restoration/reclamation planning, considerations include depth of excavation, potential impact on well safe yields, visual impact assessments, archaeological resource impact, loss of habitat value, compatibility with natural features of adjacent properties and establishing appropriate final contours for future use or the property.

<u>Public Facilities and Infrastructure</u>

1. Determine the feasibility of expanding existing public cemeteries or acquiring new locations; review Town's role and responsibilities and, if appropriate, explore alternatives.

2. Compile a map of town and private water systems including water supply, distribution, and service areas; update every two years or after a significant change.

3. Create an Existing Land Use map in digital format.

4. Use the same methods as the Board of Education to monitor population changes (rate, age and geographic distribution) to anticipate the scheduling of needs assessments, feasibility studies, capital improvements, etc.

5. Establish a Tolland Community Benchmark Initiative consisting of town staff, elected officials, and appointed residents whose mission will be to compare the Town's level of services, facilities, budgets, staff, programs and other items to communities of similar geographic size, population and socioeconomic profile.

6. Arrange a meeting with the Capital Region Council of Governments to discuss the process for funding an Access Management Study for the Route 195 corridor in lieu of the Arterial Corridor Study currently included in the region's Long Range Transportation Plan.

7. Examine the need for a traffic capacity and circulation study (town-wide or for specific areas); for state routes, discuss the opportunity for funding with CONNDOT.

8. Identify specific areas throughout town for traffic calming measures and determine priorities and mechanisms for implementation; discuss funding with CROG to determine availability of regional assistance.

9. Arrange for private/civic organization involvement in beautification and maintenance efforts at the I-84 ramps and designated gateways.

10. Explore alternatives to chemical treatment of lawns and other vegetative areas of public facilities paying particular attention to exposure pathways and potentially sensitive populations; review town policies for purchases, vendors, and training.

11. The Planning and Zoning Commission should continue the process of open discussion between the town and citizens by hosting an annual forum which provides the opportunity for all Boards and Commissions to interact with residents.

Land Use Plan

Through the planning process residents have examined the status of growth and development in Tolland, and expressed their goals for the community's quality of life. Policies in support of these goals have been identified and will serve as the basis for public land use decisions. These policies will influence the characteristics – type, density, location and quality – of future development. The various implementation mechanisms found in the Town Plan will be used to implement the policies and achieve the goals. The Land Use Plan graphically matches the goals, policies and implementation mechanisms with the physical environment to produce a blueprint to guide future land use decisions.

The Land Use Plan, as shown on the attached map, continues the pattern of residential and non-residential land uses of previous Town Plans. While no new areas for non-residential development or changes in residential densities are proposed in the 1999 Land Use Plan, changes in the nomenclature of existing zones and amendments to the Zoning Regulations are proposed in order to provide designations that are more indicative of the type, scale and quality of development desired.

When implemented, these policies and regulatory provisions will provide for future development consistent with what has occurred historically, mold the visual aspects of future growth to maintain town character, and provide the flexibility to accommodate new types of development consistent with the Town Plan's goals.

Tolland Profile

Population

- Total Population 1990 Census 11,001

- Estimated Population 1998 12,568*
  14.2% increase since 1990

- Projected Population 2003 13,336*
  6% increase over 1998

- Population Projections

2000	11,600
2010	12,200
2020	12,880

Source: CT Office of Policy and Management

- Age Distribution

	1990 (U.S. Census)	1998 (Estimate)*
Under 5 Years	7.7%	6.9%
5 to 9 Years	8.2%	7.0%
10 to 14 Years	7.3%	7.6%
15 to 19 Years	7.4%	7.2%
20 to 24 Years	5.9%	5.9%
25 to 34 Years	16.2%	12.3%
35 to 44 Years	20.1%	17.6%
45 to 64 Years	21.7%	27.8%
65 Years and Over	5.5%	7.6%

Housing

- Estimated Number of Housing Units, February 1999 4,459

Source: 1990 Census plus Building Permits issued

- Estimated Net Gain Since 1990 712
  Approximately 19% increase

- Projected Number of Housing Units, 2003 4,673*
  Approximately 5% increase

*1998 Estimates and 2003 Projections produced by Claritas, Inc., Arlington, VA.

- Residential Sales Median Price - 1996 $142,750
  - 1986 $105,000
  - 1980 $ 65,700

- Average Household Size

1990	2.99
1998	2.97*
2003	2.95*

Income

- Per Capita Income

	(1997 est.)	(1985 est.)
Ellington	$27,478	$13,275
Tolland	**$26,947**	**$13,454**
Vernon	$25,756	$12,714
Coventry	$22,948	$12,245
Willington	$22,919	$11,461
Stafford	$20,875	N/A
Mansfield	$19,098	$ 9,297
Hartford County	$29,761	$13,609
Windham County	$22,566	$10,348
Tolland County	$24,525	$12,316
Connecticut	$31,630	$14,090

Source: Connecticut Economic Information System (CEIS), Connecticut Department of Economic and Community Development

*1998 Estimates and 2003 Projections produced by Claritas, Inc., Arlington, VA.

- Tolland Households by Household Income

	1990 Census		1998*	
Total Households	3674	%	4231	%
Under $ 10,000	98	2.7	92	2.2
$ 10,000 to $ 19,999	199	5.4	214	5.1
$ 20,000 to $ 24,999	84	2.3	108	2.6
$ 25,000 to $ 29,999	106	2.9	75	1.8
$ 30,000 to $ 34,999	241	6.6	103	2.4
$ 35,000 to $ 49,999	756	20.6	594	14.0
$ 50,000 to $ 74,999	1302	35.4	1224	28.9
$ 75,000 to $ 99,999	557	15.2	965	22.8
$100,000 to $149,999	280	7.6	658	15.6
$150,000 and Over	51	1.4	198	4.7

Development Trends

	# Building Permits Issued		
Fiscal Year Ending	Residential	Commercial	Industrial
June 1985	55	N/A	N/A
June 1986	156	N/A	N/A
June 1987	140	N/A	N/A
June 1988	131	3	3 (1 Foundation only, 1 Addition
June 1989	60	4 (1 Addition)	1
June 1990	39	2	--
June 1991	43	--	--
June 1992	57	2	--
June 1993	94	--	--
June 1994	111	1 (1 Alteration)	--
June 1995	94	1 (2 Alterations)	1
June 1996	70	1 (2 Additions) (1 Renovation)	1 Renovation
June 1997	97	3	1 Renovation
June 1998	116	2 (2 Renovations)	1 Renovation
July ′98 – Feb. ′99	89	2 (2 Renovations)	1 Renovation

N/A = Not Available
( ) = Listings are in addition to number cited

Source: Tolland Development Group data

*1998 Estimates and 2003 Projections produced by Claritas, Inc., Arlington, VA.

Real Property Abstract

as Percent of Total Grand List

	1988	1997
Residential	86.7%	90.9%
Commercial	8.8%	4%
Industrial	Included In Commercial Category	3%
Public Utility	Less than .5%	Category Not Included
Vacant Land	4%	1.6%
Use Assessment	Less than .5%	0.5%

Source: Tolland Office of the Assessor

Per Capita Current Taxes**

	1989 – 1990	1996 – 1997	% Change
Tolland	$ 966.27	$1,245.04	29%
Ellington	904.37	1,144.92	27%
Vernon	869.91	1,079.03	24%
Coventry	714.85	987.05	38%
Willington	615.66	872.51	42%
Mansfield	443.87	663.47	49%
State Average	$1,054.98	$1,411.20	34%

**Per capita taxes are derived by dividing current taxes by the population. Factors affecting this measure of tax burden include amount of business property and support of non-taxable properties.

Source: Connecticut Policy and Economic Council, 1996-1997 Municipal Budget

1990 Census Journey to Work Data

- Place of Origin: Tolland — 6,123 Total Workers
  Place of Destination:

South Central Connecticut Region		86
Central Connecticut Region		137
Capitol Region		5,309
Top 5 Places:		
Hartford	1,233	
Vernon	828	
Manchester	734	
Tolland	668	
East Hartford	457	
Midstate Region		54
Southeastern Connecticut Region		14
Windham Region		337
Northeastern Connecticut Region		44
Balance of Connecticut		67
Massachusetts		75

- Place of Destination: Tolland — 2,319 Total Workers
  Place of Origin:

Central Connecticut Region		27
Capitol Region		1,681
Top 5 Places:		
Tolland	668	
Vernon	442	
Manchester	139	
Ellington	107	
South Windsor	65	
Midstate Region		15
Southeastern Connecticut Region		7
Windham Region		316
Northeastern Connecticut Region		87
Stafford		100
Union		5
Massachusetts		81

Source: Connecticut Department of Transportation "Town to Town Trips by Mode" Data

ConnDOT: State Route Traffic Counts, Average Daily Traffic

State Route Number	1987	1997	% Change
• I-84			
W. of Exit 68	50,000	65,000	30%
E. of Exit 68	42,400	53,900	27%
E. of Exit 69	38,400	48,500	26%
• Route 195			
N. of Coventry Town Line	10,900	11,600	6%
N. of Anthony Road	13,000	14,400	11%
N. of Rhodes Road	17,300	17,600	2%
S. of Cider Mill Road	11,100	14,100	27%
Intersection with Route 74	8,800	9,700	10%
• Route 74			
S. of Pero Road	5,700	7,300	28%
E. of Buff Cap Road	1,800	2,600	44%
W. of Evergreen Drive	1,300	1,700	31%
E. of Woodfields Drive	2,300	3,100	35%
W. of Burbank Road	6,700	6,800	1.5%
W. of Shenipsit Lake Road	3,700	4,800	30%
• Route 30			
W. of Old Post Road	9,800	11,700	19%
W. of Arnold Road	7,900	8,600	9%
S. of Doyle Road	11,800	11,600	-2%
S. of Eaton Road	---	6,500	---
N. of Brown's Bridge Road	5,400	5,500	2%
• Route 31			
N. of Gehring Road	4,300	6,200	44%
S. of Gehring Road	2,400	3,600	50%

Source: Connecticut Department of Transportation, Office of Traffic Monitoring

Tolland: State Route Accident Experience 10/1/94 to 9/30/97

- Route 30 73 accidents
  - nearly 50% of them between Vernon Town Line and Mountain Spring Road
  - highest single location vicinity Sand Hill Road
  - area between Industrial Park Road West and Kingsbury Avenue highest incidence
- Route 31 27 accidents
  - highest incidence vicinity Cedar Swamp Road
- Route 74 80 accidents
  - approximately 50% in areas west of Tolland Green
  - 14 vicinity Route 30 intersection
  - 10 vicinity Tolland Green/Old Stafford Road
  - 15 south of I-84 ramps at Exit 69 and Willington Town Line
- Route 195 156 accidents
  - 32 between Coventry Town Line and area south of Walbridge Hill Road
  - 7 at Walbridge Hill Road intersection
  - 6 between Walbridge Hill Road and Baxter Street/Anthony Road
  - 6 at Anthony Road/Baxter Street intersection
  - 19 between Anthony Road and Goose Lane
  - 12 at Goose Lane/Rhodes Road intersection
  - 17 between Goose Lane/Rhodes Road to south of eastbound I-84 ramps
  - 40 vicinity I-84 ramps/gas stations
  - 6 at Old Post Road intersection

Source: Connecticut Department of Transportation – Accident History Data, Town of Tolland