

**FAIRFIELD HILLS CAMPUS  
NEWTOWN, CONNECTICUT**

**MASTER PLAN  
EXECUTIVE SUMMARY**

**TOWN OF NEWTOWN**

**JULY 1, 2003**



## Fairfield Hills Master Plan Ad Hoc Committee

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Robert Geckle, Chairman  
Richard Sturdevant, Vice Chairman  
Alan Clavette  
Kevin Cragin  
Al Cramer  
Mary Ann Currie  
John Martocci  
Moirra Rodgers  
Janice Roman  
Charles Wrinn

### Board of Selectmen

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Herbert Rosenthal  
Joseph Bojnowski  
William Brimmer

### Town Staff

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Jan Andras  
Elizabeth Stocker, AICP

### Consultant Team

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Harrall-Michalowski  
Associates, Inc.



SmithGroup JJR



Milone and MacBroom, Inc.



Kaestle Boos Associates, Inc.



Fuss and O'Neill, Inc.



The Downes Group

## **Preface And Fairfield Hills Authority Description**

The Executive Summary and complete Fairfield Hills Master Plan included in this document represents the plan recommended by the Fairfield Hills Master Plan Ad Hoc Committee as approved by the Board of Selectmen and Legislative Council with specific amendments. The amendments to the recommended plan were:

- 1.) Any transfer of property or buildings to non-Town entities shall be accomplished by lease. There shall be no sale of land or buildings.
- 2.) The preferred site for the construction of a new Town Hall shall be the area generally occupied by Shelton House. The final decision will be based on detailed design studies.
- 3.) Parking on the campus shall be available at no charge to the public.

There was also a specific clarification to the Plan in reference to in-fill development. The proposed Fairfield Hills Master Plan does not contain an “in-fill” component, with the exception of a new Town Hall and uses discussed below. Within the document which was circulated to and approved by the Selectmen and Council, and included herein, Figures ES4 Fairfield Hills Master Plan and 6 Fairfield Hills Master Plan present the proposed plan. The narrative on pages 16-17 and Figure 8 describe an opportunity for in-fill if the building re-use strategy is not fully implemented. The two buildings where this may be the case are Canaan House and Kent House. These areas might be available if the high school academy does not become a reality on the Kent site and no future Town or other use proves feasible for Canaan. The consistent aspect of the building re-use and in-fill approaches is that activities would occur within the core area of the campus. This has been a guiding principle of the planning process starting with the June 2001 Town Meeting. Any future in-fill construction, with the exception of a new Town Hall, a high school academy, or a potential freestanding recreation facility, will require an amendment to the Plan through the same approval process used for adoption. This will assure full participation in such decisions and restrict the proposed Fairfield Hills Authority from making such changes unilaterally.

### **Fairfield Hills Authority Organization and Powers**

The management of the property not designated for use by the Town of Newtown shall be vested in a state-chartered authority known as the Fairfield Hills Authority. It shall be governed by the provisions of the Act of the Connecticut Legislature, which created it, and the Master Plan adopted by the Town of Newtown for the Fairfield Hills Campus. The Town of Newtown may, by action of the Board of Selectmen and confirmed by a majority vote of the Legislative Council, designate additional property to be managed by the Authority so long as the designation is consistent with the provisions of the Master Plan.

The members of the Authority shall be appointed as provided in the enabling legislation. They shall elect from their members a Chairman, who shall serve the lesser of the member's term or two years. The Chairman shall appoint a clerk. As provided in the enabling legislation, actions of the Authority shall require the affirmative vote of four (4) members.

The members of the Authority shall adopt written procedures for the conduct of the Authority's business as set forth in the Master Plan, subject to approval by the Legislative Council. Said procedures shall include, but not be limited to, the means for soliciting proposals for use of those portions of the property considered for commercial or nonprofit development and criteria for evaluating competing proposals. The written procedures shall be adopted prior to the leasing of any property.

As provided in the enabling legislation, lease payments and other miscellaneous income received by the Authority shall be used by it only in furtherance of the goals of the Master Plan. It shall provide a financial report to the Board of Selectmen, the Board of Finance and the Legislative Council not less than annually. In the event that the Authority accumulates funds in excess of those it needs to operate and provide for reasonable reserves for replacements, it may seek the permission of the Board of Selectman, Board of Finance and Legislative Council to use said excess funds for other purposes not inconsistent with the Master Plan, including, but not limited to, rehabilitating buildings for Town use. In the event said permission is not granted, the excess funds shall be paid to the Town for general purposes.

The Authority shall not have the power to demolish or authorize the demolition of any building retained for actual or future use without the approval of the Board of Selectmen and the Legislative Council.

The Board of Selectmen and the Legislative Council shall review the Master Plan at least within five (5) years of adoption and every five years thereafter. The Fairfield Hills Authority may recommend amendments to the Plan at any time a majority of members of the Authority deems an amendment necessary or desirable. Amendments may also be initiated by a majority vote of the Board of Selectmen or a two-thirds majority vote of the Legislative Council. Approval of any amendment shall require the affirmative vote by a two-thirds majority of the members of each of the Board of Selectmen and the Legislative Council and a majority vote of the Planning and Zoning Commission.

Any power not specifically granted to the Authority by enabling legislation or pursuant to the Master Plan shall remain with the appropriate Town body.

## **Building and Use Specific Responsibilities of the Fairfield Hills Authority**

The responsibilities of the Fairfield Hills Authority will vary in scope based upon the specific use of buildings and portions of the property. These responsibilities will be shared with the Town as well as private parties in a manner most advantageous to the Town. A general breakdown of responsibilities based on the proposed Master Plan will be as follows:

### **Town**

The Town will retain direct responsibility for the town hall site and building, the playing fields, a recreation building for Parks and Recreation if this option is chosen, and the museum in the former superintendent's house. Depending on how quickly plans move ahead for a high school academy, Kent House and its site will be retained for Board of Education use. Canaan House will be retained by the Town for continuation of interim uses. Land banked open areas will remain under Town control.

### **Fairfield Hills Authority**

The Town will designate the balance of the property and buildings for administration by the Authority in accordance with the approved Master Plan. The Authority will be responsible for maintenance of the property including the mothballing of buildings as needed; demolition of properties so designated; construction of parking areas; construction of infrastructure improvements and general security for the property in cooperation with the Newtown Police Department.

The Authority will also be responsible for the marketing of buildings proposed for private or joint public/private use. This will include Newtown Hall, Woodbury Hall, Stratford Hall, Bridgeport Hall and Plymouth Hall. The use of these buildings will be in accordance with the Master Plan.

### **Joint Town/Authority**

In accordance with the proposed Master Plan and noted above, there may be some buildings which have the possibility of joint public/private use. The two buildings most appropriate for this use are Bridgeport Hall and Plymouth Hall. During the planning process several groups indicated an interest in one or both buildings. Since the Board of Selectmen and Legislative Council will have to approve any Town use of these buildings in terms of operating funds for uses such as the Senior Center, the transaction for these two buildings will be a three way agreement between the Town, Authority and private lessee. Other possible uses included in this joint use category might include an arts and culture center, a non-Parks and Recreation recreation facility, periodic uses such as the book sale and other Town related special events. Any uses for Bridgeport Hall and Plymouth Hall other than Town uses must be approved by the Board of Selectmen and the Legislative Council before leases are executed.

### **Land Banked Areas**

The proposed Master Plan has several large areas which are designated as land banked areas. Any use of these areas other than uses such as outdoor events, interim playing fields and public access for walking, horseback riding and similar public enjoyment of the property will require an amendment adopted through the same process as the original Master Plan.

### **Conflict Resolution**

1. If the Authority ever finds it prudent or necessary to seek advice as to whether any contemplated action is within the scope of its authority or in furtherance of the Master Plan, it may by written request seek a joint advisory opinion from the Legislative Council and the Board of Selectmen by submitting its written request to the First Selectmen. The Board of Selectmen and Legislative Council shall schedule a joint meeting to consider the request. A majority vote of the total number of Selectmen and Council Members present (provided, of course, that there is a quorum of each body present) shall control. The two bodies shall endeavor to provide any advice requested by the Authority as quickly as possible, but no later than 60 days after said request unless the Authority agrees to an extension of this time limit.

2. The Legislative Council and the Board of Selectmen may, acting jointly, notify the Authority that they believe that a particular or intended action or position of the Authority exceeds its scope of authority or is not in furtherance of the Master Plan. Upon receiving such notification, the Authority shall not proceed with such action, but instead shall either voluntarily act in compliance with the two bodies' instruction on the matter or, in the event that the Authority shall not initially agree with the two bodies, request a combined meeting of all three bodies to hopefully reach a consensus on the issue. In the event that no consensus is reached, however, then the Board of Selectmen and the Legislative Council, acting jointly by a majority vote of the total number of Selectmen and Council Members present (provided, of course, that there is a quorum of each body present) shall be the final arbiters and its joint decision shall control and be binding upon the Authority.

# **Fairfield Hills Master Plan**

## **Executive Summary**

### **BACKGROUND**

In June 2001 at the Town Meeting, the voters of Newtown approved the bonding for the purchase of a 186-acre southerly portion of the Fairfield Hills Hospital site containing the main campus at its core, a significant amount of undeveloped property, and a small two-acre parcel on the north side of Wasserman Way containing the fire station and machine shop. The larger balance totaling 336 acres of the original Fairfield Hills Hospital property has been retained by the State of Connecticut for the Governor's Horse Guard and related uses; transferred to the CT Department of Agriculture for permanent open space; proposed for permanent open space to protect Deep Brook; and proposed for sale to the Town for expansion of the Commerce Road Business Park. In addition, 19.2 acres is the site of the new John Reed School. Figure 1 shows these various parcels. Figure 2 shows existing conditions on the 186 acre parcel.

The Town Meeting vote authorized a variety of activities to be undertaken by the Town including preparation of a Master Plan for the 186-acre area. The material distributed at the Town Meeting established five themes for this Master Plan. These themes were:

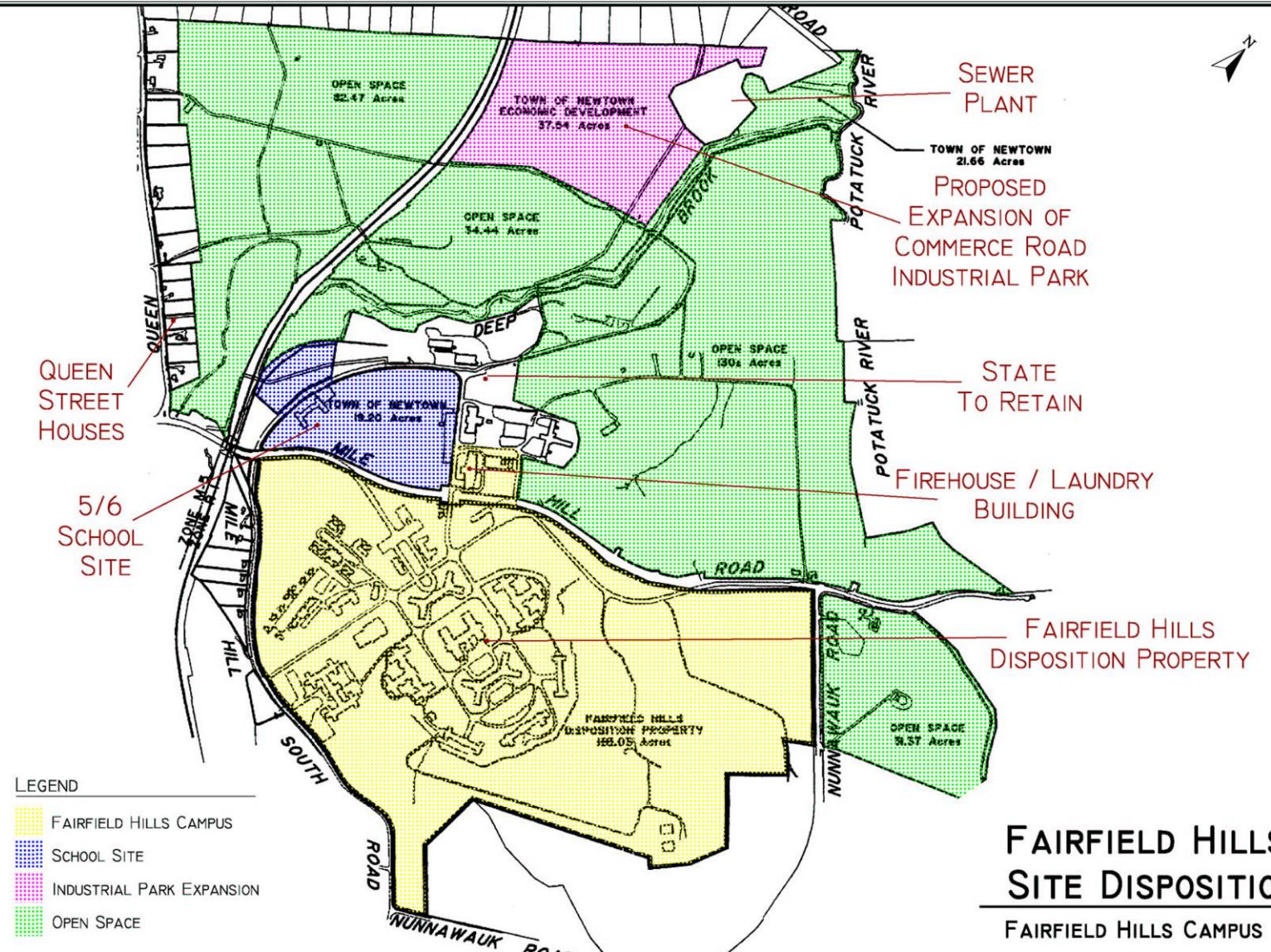
- The Campus should contain a substantial open space component inclusive of both active playing fields and passive open space.
- One or more of the existing structures should be renovated and adapted for use as Town offices and possibly educational uses.
- Selected structures within the entry plaza portion of the Campus should be renovated for economic development activity, such as small professional offices.
- A core area of the Campus could be reserved for revenue generating economic development activities compatible with other uses and the surrounding area.
- All components should be provided within the context of a master plan that preserves the campus environment, with the Town maintaining overall control of the Campus.

In addition to preparation of the Master Plan, the Town Meeting authorized the following program components:

- Secure all agreements/approvals for water rights.
- Secure environmental insurance.
- Purchase the property.
- Construct playing fields for a net increase of seven fields.
- Remediate site conditions.
- Remediate and demolish buildings needed to accomplish program components.
- Renovate a building for Town and Board of Education purposes.
- Improve the general site and infrastructure.



## Figure ES 1





# Figure ES 2

## Fairfield Hills Campus - Existing Conditions



These activities were assigned a budget of \$20,123,600 as part of Phase I and Phase II of the Fairfield Hills Campus Cost Estimates. A Phase III was included for the disposition of additional buildings including demolition if required. There was no funding approved for these Phase III activities. It was assumed that such activities would be funded from other sources including the possibility of non-town investment. It was clear to the voters that the funds approved would be used to accomplish the Phase I and Phase II activities with the three main accomplishments being:

- Purchase and long-term control of the site.
- The provision of seven additional playing fields.
- The provision of a building to accommodate Town and Board of Education administrative needs over the next 15 to 20 years.

## **THE PROCESS**

Based on the direction provided at the Town Meeting, the Board of Selectmen established a process to refine the Master Plan for Fairfield Hills, gain resident input, and move the Master Plan through the local approval process including approval by the Planning and Zoning Commission in accordance with the Fairfield Hills Adaptive Reuse section of the Newtown Zoning Regulations. A key component of the process was the appointment by the Board of Selectmen of a ten-person Fairfield Hills Master Plan Ad Hoc Committee. As shown in Figure 3, the committee has held 26 meetings, invited 45 community groups to present needs for the Campus, held two community workshops of two sessions each, hosted a tour of the Campus and produced a video tour of the Campus for broadcast on local access TV. The entire process was covered extensively by the Newtown Bee including the publishing of a two-page insert describing alternative plans for discussion at community workshops. The central philosophy of the Committee has been one of flexibility. The Master Plan proposed by the Committee addresses immediate needs as expressed by the community while retaining future opportunities which come with purchase of the Campus from the State. Decisions as to these opportunities will be made over several decades by Newtown residents.

## **THE PLAN**

The Master Plan is a strategic plan for the use of Fairfield Hills to the benefit of the Newtown Community. The components of this strategic plan are described in this section.

### **Town Hall**

The recommended Master Plan shown in Figure 4 addresses all the themes/program components approved at the Town Meeting in June 2001. The plan proposes a three story 40,000 square foot Town Hall located at a choice of keystone locations on the Campus. One location is at the northern end of the Green where the old entrance from Wasserman Way approaches Newtown and Woodbury Halls. The second location is at the southern end of the Green generally where Shelton House is currently located. Figure 5 shows the potential layout of the building and some perspective views. The location and design of the building will provide outstanding views to and from the building; modern, efficient space to meet town needs; meeting space for numerous community groups and

# Figure ES 3

## Fairfield Hills Master Plan – Community Participation

	2002										2003		
	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Total
Ad Hoc Committee Meeting	**	**	**	*	**	** *	**	**	**	*	**	*	(26)
Community Workshops				6/19 6/20 **					11/16 *				(3)
Legislative Council									11/19 *				(1)
Open House Tours								10/5 *					(1)

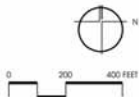


# Figure ES 4 Fairfield Hills Master Plan



## Facilities

1. New Townhall: 40,000 gsf - ADHOC Committee Recommendation
  2. Woodbury: 30,000 gsf
  3. Newtown: 16,000 gsf
  4. Shelton (reduced): 40,000 gsf or Site of New Town Hall per Selectmen Recommendation
  5. Kent (reduced): 50,000 gsf or High School Academy Site
  6. Canaan (reduced): 50,000 gsf
  7. Stratford: 5,000 gsf
  8. Plymouth: 600 seat auditorium - 24,000 gsf
  9. Bridgeport: 40,000 gsf
  10. Duplexes: 10,000 sf
  11. Stamford: 40 Dormitory Rooms
  12. Environmental Education Center: 3,000 gsf
  13. Museum
- Twelve Recreation Fields



## Fairfield Hills - Master Plan

Newtown, Connecticut



Harall-Michalowski Associates, Incorporated  
Hamden, Connecticut



SmithGroup JJR SmithGroup JR, L.L.C.  
Ann Arbor, Michigan



Milone & MacBroom, Incorporated  
Cheshire, Connecticut



Kandle Boos Associates, Incorporated  
New Britain, Connecticut



Fuss & O'Neill, Incorporated  
Manchester, Connecticut



The Downes Group  
New Britain, Connecticut

May 2003



# Figure ES 5

## Fairfield Hills Master Plan – New Town Hall



Fairfield Hills - New Town Hall

Newtown, Connecticut



Hansell-Michalewsky Associates, Incorporated  
Hamden, Connecticut



SmithGroup JJJ, L.L.C.  
Ann Arbor, Michigan



McIntire & MacIntire, Incorporated  
Cheshire, Connecticut



Kanele Boon Associates, Incorporated  
New Britain, Connecticut



Foss & O'Neill, Incorporated  
Manchester, Connecticut



The Dorem Group  
New Britain, Connecticut

JANUARY 2003

governmental commissions; and the capacity to expand over time as needed in a cost efficient manner, with the building systems needed for expansion in place.

### **Playing Fields**

The playing fields including four multi-purpose fields, two full size baseball fields, two softball fields and two youth baseball fields, and retention of the two existing youth baseball fields are proposed at locations shown on Figure 6 established in consultation with the Parks and Recreation Commission. The fields can be constructed in a sequence and within a schedule to meet the priorities of the Parks and Recreation Commission and users as well as coordination with other demolition and construction activities proposed in the Master Plan.

### **Open Space/Land Banked For Future Use**

It is important to note that vast majority of the 186 acre site comprising the Campus is proposed to be land banked, open space, and recreation fields. The land banked portions of the site are comprised primarily of the West, East and High Meadow areas shown on Figure 6. The specific use of these areas will be decided over several decades. In the near term, these areas will be primarily passive natural areas. Such areas include 134 acres or 72% of the Campus. An additional six acres of open space is within the core for a total of 140 acres or 75% of the Campus.

### **Road Changes/Parking**

Figure 7 highlights on the Master Plan the locations proposed for road changes and parking areas. The road changes highlighted by circles are design features and not needed to increase traffic capacities. The areas highlighted with asterisks include the closing of the old entrance from Wasserman Way other than for emergency vehicles and some lane widening at the main entrance. Newtown zoning regulations require approximately 1,175 spaces for the Plan and 1,040 spaces if Shelton is demolished. This does not include spaces for the high school academy concept or the playing fields. There are between 1450 and 1500 provided in the Plan for basic plan components as well as these two uses or an alternate use of the Kent House site for a 50,000 square foot office use. The major need within these 1450-1500 spaces is generated by Plymouth, Bridgeport and the playing fields which are all community benefit uses.

### **Utilities**

Figure 8 presents a preliminary layout for the sanitary sewer, storm sewer and water systems to serve the Campus. All of these systems are currently in place and are capable of serving the Campus in the near term. However, there are features of the water and sewer systems that due to age, materials used and design should be replaced. For example, roof drains from existing buildings are connected to the sanitary sewers and the clay pipes result in ground water infiltration. During storms with heavy rain or times of ground saturation, the sewage treatment plant must process high volumes of effluent. While the plant has the capacity to handle these levels, the correction of this condition should be addressed over the longer term. The Town is currently in discussion with private



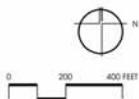
# Figure ES 6

## Fairfield Hills Master Plan – Playing Fields



### Facilities

1. New Townhall: 40,000 gsf - ADHOC Committee Recommendation
  2. Woodbury: 30,000 gsf
  3. Newtown: 16,000 gsf
  4. Shelton (reduced): 40,000 gsf or Site of New Town Hall per Selectmen Recommendation
  5. Kent (reduced): 50,000 gsf or High School Academy Site
  6. Canaan (reduced): 50,000 gsf
  7. Stratford: 5,000 gsf
  8. Plymouth: 600 seat auditorium - 24,000 gsf
  9. Bridgeport: 40,000 gsf
  10. Duplexes: 10,000 sf
  11. Stamford: 40 Dormitory Rooms
  12. Environmental Education Center: 3,000 gsf
  13. Museum
- Twelve Recreation Fields



### Fairfield Hills - Master Plan (Playing Fields)

Newtown, Connecticut



Harall-Michalowski Associates, Incorporated  
Hamden, Connecticut

SmithGroup JJR SmithGroup JR, L.L.C.  
Ann Arbor, Michigan



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Cheshire, Connecticut



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Manchester, Connecticut

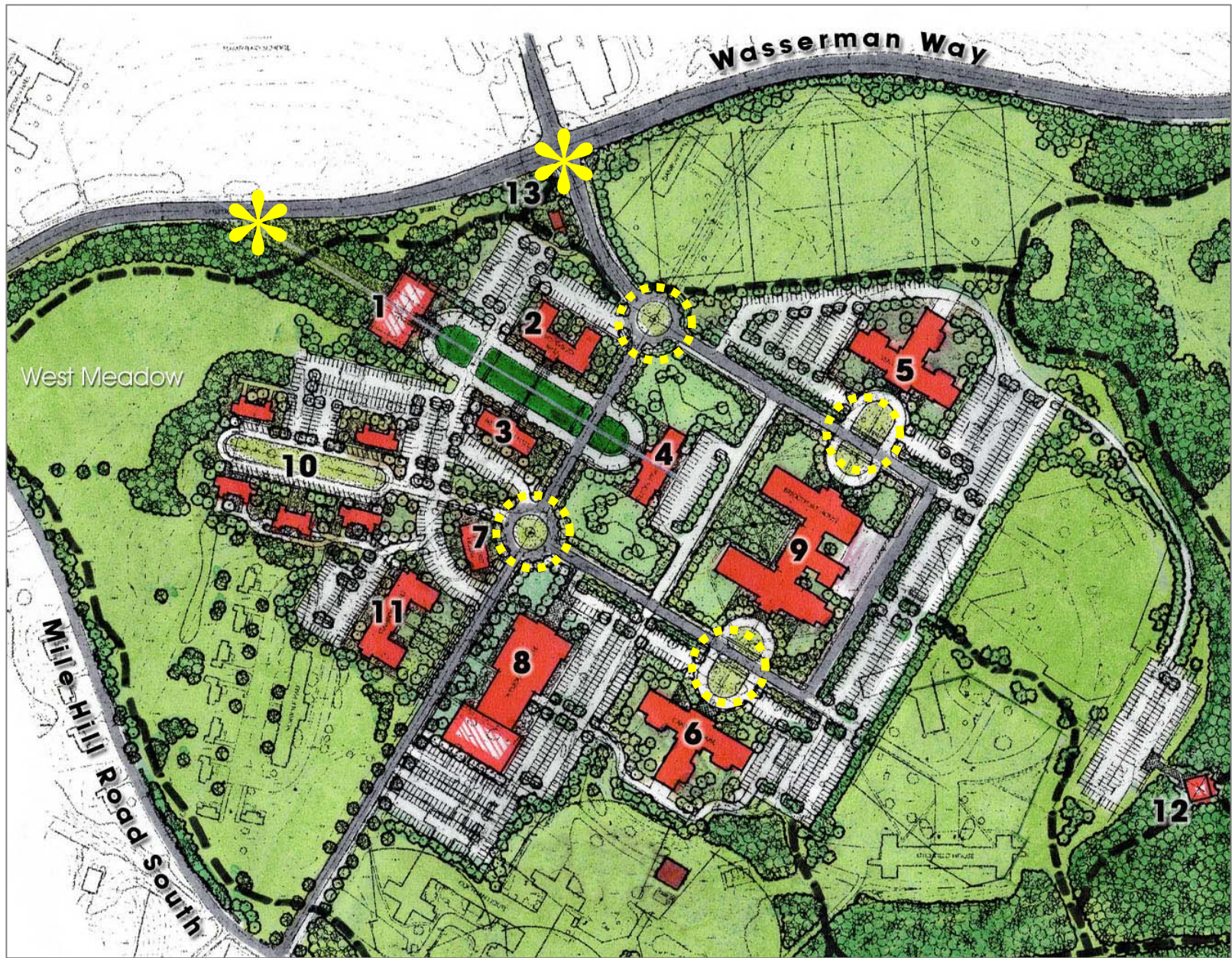


The Downes Group  
New Britain, Connecticut

May 2003



**Figure ES 7**  
**Fairfield Hills Master Plan – Road Changes / Parking**





# Figure ES 8

## Fairfield Hills Master Plan - Utilities



companies for operation of the water and sewer plants. These companies have indicated a willingness to fund capital improvements and amortize the cost from user fees.

## **Future Use**

The Master Plan identifies other activities that may be implemented with funds not currently available. Some of the environmental remediation and demolition funds may be used to leverage other investments in these activities. It is anticipated that the primary source of other funds will be private investors as well as fund raising activities in the community or from federal, state program and foundation resources. However, future Town approvals of other expenditures would depend on the nature of the activities and the public benefit such as may be the case with Plymouth Hall, a new indoor recreation facility and re-use of Bridgeport Hall.

The Master Plan recommends a preferred course of action for every building on the Campus. The re-use options are consistent with the characteristics of the existing buildings and needs expressed by the community. The assumption is that such re-use will be committed within five years of plan approval. If the five-year period expires and no active, feasible proposals for re-use have been committed, the buildings should be programmed for demolition. All buildings are listed below with a proposed course of action and potential sponsor/investor. In some cases, the recommended re-use assumes a reduction in the square footage of the building. In all cases the land under the buildings will remain in Town ownership and the option of sale or lease of buildings will depend on the specifics of the re-use.

<b><u>Building</u></b>	<b><u>Preferred Re-Use</u></b>	<b><u>Reduced Size</u></b>	<b><u>Sponsor/Investor</u></b>
Fairfield House	Demolish For Playing Field	No	Town
Bridgewater House	"	No	Town
Litchfield House	"	No	Town
Yale Laboratory	"	No	Town
Greenwich House	"	No	Town
Danbury Hall	"	No	Town
Cochran House	"	No	Town
Norwalk Hall	Land Bank	No	Town
Single Family Homes	"	No	Town
Shelton House	Demolish For Town Hall Or Retain For Private Use	Yes	Town/Private
Kent	Demolish For Academy Or Retain For Private Use	Yes	Town/Private
Woodbury	Office, Educational, Similar Use	No	Private
Newtown	"	No	Private
Canaan	"	Yes	Private
Stratford	Restaurant, Office, Similar Use	No	Private
Plymouth	Community Use	No	Non-Profit/Town
Bridgeport	Assembly/Office/Community	No	Private/Town
Duplexes	Office/Retail	No	Private
Stamford	Dormitory Residential	No	Private
Administrator's House	Museum	No	Non-Profit/Town

Plymouth and Bridgeport Halls, while shown as renovated and managed by entities other than the Town, are envisioned as buildings to meet community needs including the Senior Center, cultural programs, recreation programs and special community events or assemblies of people such as the Friends of the Library Book Sale.

## **Potential In-fill Uses**

Depending on the success of re-use of the buildings listed above, there may be the opportunity for in-fill of new buildings within the core area of the campus at a scale and in a use consistent with the balance of the campus. This would not mean a more intensive development. It is an approach that has basically the same uses and intensities as the basic Master Plan, but may involve some new construction rather than re-use of existing buildings. The future use of Shelton, Canaan and Kent will determine the extent of potential in-fill. If these buildings are not retained, the land area currently occupied by these buildings would be available for other uses based upon decisions at that time.

One potential re-use that will have unique needs is the high school academy concept. If the Town decides to proceed with this concept at some point in the future, the area currently occupied by Kent should be the first site considered. The Board of Education has indicated that this is their preferred site. Most likely, the best approach would involve demolition of Kent and new construction of an academy. This site has several advantages including: proximity to the proposed playing fields; a location on the campus closest to the existing high school; the site can be developed without impacting other components of the plan; shared parking with the playing fields would be possible; and a new access road from Wasserman Way to the east of the existing entrance is a possibility to directly serve the site. However, it is important for the Board of Education to make the policy decisions as to the purpose, size and design of such an academy. The location of this site and unique needs for an academy could result in a building larger than the 50,000 square foot limit discussed below. These decisions should be presented to the Newtown community in the level of detail and subject to community dialogue that has been the case with the planning effort for the entire Campus.

The other educational need facing the Board of Education is the future of its alternative high school program. Currently located in Canaan House, this program serves 15-20 students. Under the proposed Master Plan, the alternative high school program would continue in Canaan House while a new Town Hall is under construction. During this time, the program might be expanded to include tuition students from other communities. Based upon the growth and direction of the alternative high school, the Board of Education can be analyzing the space needs in relation to other needs including the academy with the goal of selecting a location for the alternative high school on the Fairfield Hills Campus or elsewhere in Town. The Master Plan does not recommend the new Town Hall as a location for this program.

The following guidelines are recommended for these potential in-fill buildings:

- Office use or municipal use (including open space and recreation)
- A style of architecture and materials compatible with the balance of the campus
- Maximum building height – three stories
- Maximum square footage per new building – 50,000 sf. (other than academy)
- Parking to be shared with other uses to greatest extent possible

Table 1 compares key features of the Campus as it is today to the Proposed Master Plan.

**Table 1**

<b>Feature</b>	<b>Existing Development</b>	<b>Proposed Master Plan</b>
Site Acreage	186	186
Buildings Retained	31	13
Buildings Demolished	0	17
New Construction <i>1</i>	0	3
Building Square Footage	1,200,000	400,000
Town Operated Buildings <i>1</i>	0	3
Community Use Buildings <i>2</i>	0	3
Private Use Buildings <i>3</i>	0	12
Parking Spaces <i>4</i>	645	1450-1500
Open Space, Recreation, Land Banked	112 acres	140 acres
Impervious Surface Run-Off	39 ac-ft	38 ac-ft
Heating	Central Plant <i>5</i>	Building Specific
Water and Sewer Source <i>6</i>	State/Town	Town

The Proposed Master Plan includes construction of a new Town Hall building at north end of Green and the construction of a high school academy on the site of Kent House. Construction of a new Town Hall building on the site of Shelton House would be an option which increases the number of buildings demolished by one and reduces the number of buildings retained by one.

### **Notes**

1. Includes Town Hall, High School Academy and Parks & Recreation Building (either Plymouth or new building).
2. Includes Bridgeport, Plymouth and museum.
3. Includes Woodbury, Newtown, Stratford, Bridgeport, Canaan, Stamford and Shelton (if not demolished for new Town Hall) and 5 duplex buildings.
4. Newtown zoning regulations would require approximately 1,175 spaces for the Plan and 1,040 spaces if Shelton is demolished. This does not include spaces for the high school academy concept or the playing fields. The additional parking spaces provides for these 2 uses or an alternate use of the Kent House site for a 50,000 square foot office use. The major need for parking is generated by Plymouth, Bridgeport and the playing fields which are all community benefit uses.
5. No longer operational. Town will not purchase the steam plant. Canaan is heated by temporary boiler. The chiller plant that provided air conditioning to Canaan and Cochran will be purchased and possibly used in the future.
6. The water system will be taken over by the Town. Discussions are on going with private operators for both the water and sewer systems. These operators would make necessary capital improvements and amortize the cost with user fees.



## **SCHEDULE OF CAPITAL EXPENDITURES AND ESTIMATE OF CASH FLOW**

While the Master Plan is the strategic plan, there is also a need for a business plan which provides a guide to implement the strategic plan. This business plan has a four to five year time span, an itemized budget and a schedule of predecessor activities.

Table 2 presents the Master Plan activities needed to purchase the Fairfield Hills Campus, provide a Town Hall for municipal and Board of Education administrative occupancy and provide seven additional playing fields. The activities necessary to achieve these goals are shown in *italics*. Activities shown in **bold** are not necessary to achieve the goals identified above, but would possibly be needed to accomplish other plan objectives. For purposes of clarity, totals include both categories.

**Table 2**

<b>PROPOSED FAIRFIELD HILLS MASTER PLAN</b>						
<b><u>Estimate of Town Capital Expenditures</u></b>						
		Fiscal Year				
	<b>Expenditure</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>Totals</b>
1.	Purchase	\$3,900,000				\$3,900,000
2.	Water Rights	\$200,000				\$200,000
3.	Demolition & Remediation <i>1</i>	\$1,600,000				\$1,600,000
4.	Design of Playing Fields & Town Hall	\$600,000	\$200,000			\$800,000
5.	Mothball Bridgeport, Shelton, Plymouth, Stamford <i>2</i>	\$900,000				\$900,000
6.	Environmental Insurance	\$500,000				\$500,000
7.	Remediate Site Conditions	\$400,000	\$400,000			\$800,000
8.	Construct Playing Fields - Four (4) Multi-Purpose & Two (2) 90' Baseball		\$600,000			\$600,000
9.	Town Hall Building - hard costs		\$4,000,000	\$3,200,000		\$7,200,000
10.	Demolition & Remediation of Norwalk, Cochran, Greenwich <i>3</i>		\$2,000,000			\$2,000,000
11.	Parking/Site Improvements <i>4</i>		\$300,000	\$200,000		\$500,000
12.	Construct Playing Fields - Two (2) Softball			\$200,000		\$200,000
13.	Construct Playing Fields Two (2) Youth Baseball				\$200,000	\$200,000
14.	Demolition and Remediation of Norwalk and Single Family Homes			\$300,000		\$300,000
15.	Construction Management/Contingency	\$160,000	\$600,000	\$600,000	\$40,000	\$1,400,000
	<b>Total Expenditures</b>	<b>\$8,260,000</b>	<b>\$8,100,000</b>	<b>\$4,500,000</b>	<b>\$240,000</b>	<b>\$21,100,000</b>
16.	State Reimbursement for 14,000 sf. of BOE <i>5</i>				\$500,000	\$500,000
						\$20,600,000

1. Buildings to be remediated and demolished include Litchfield, Fairfield, Bridgewater, Yale and Danbury.
2. Mothballing of Woodbury, Newtown, Stratford and duplexes will be less extensive in anticipation of renovation in 2004 and 2005. Plymouth and Bridgeport may need extensive mothballing depending on timing of renovation if it is beyond 2005. Kent may be demolished rather than mothballed if high school academy concept is solidified in 2004. Due to these various scenarios, a cost of \$800, 000 is used for Bridgeport, Shelton, Plymouth and Stamford. If Shelton site is chosen for construction of a new Town Hall, this cost is reduced by \$300,000 but added to the demolition cost. An additional 100,000 has been allocated for short term mothballing of Woodbury, Newtown, Stratford, duplexes and Kent.
3. Demolition of Greenwich will occur in 2004 or very early 2005 to facilitate site grading and construction of the 90' baseball fields.
4. Site improvements are primarily parking, landscaping and modest adjustments to existing internal road patterns and trails.
5. Costs for Board of Education portion (14,000 sf.) of town hall space will be reimbursed by the State at the rate of 20% of allocated costs.

The Master Plan proposes the private use of Newtown Hall, Woodbury Hall, Stratford Hall, Bridgeport Hall and the five duplex buildings. This private use would generate income either through sale of the building, lease of the building or lease of the land. The potential income is shown in Table 3.

**Table 3**

<b>Potential Income From Private Use Buildings</b>				
Sales/Lease Revenue	2005	2006	2007	Total
1. Newtown, Woodbury, Stratford, Duplexes	\$1,250,000			\$1,250,000
2. Bridgeport, Duplexes		\$890,000		\$890,000
3. Duplexes			\$200,000	\$200,000
<b>Total Sales/Lease Revenue</b>	<b>\$1,250,000</b>	<b>\$890,000</b>	<b>\$200,000</b>	<b>\$2,340,000</b>

**The estimated amounts for these potential sales and/or lease revenues are for planning purposes based upon modest assumptions of value. Actual sales proceeds and lease rates would be based on after value appraisals. This potential income is not a prerequisite for completion of the core activities listed in Table 2.**

If sales and/or lease revenues do not occur, the following adjustments to expenditures can be made.

1. The single-family homes and Norwalk demolition costs could be delayed until revenue is received from properties proposed for private re-use, for \$300,000 reduction in near term expenditures.
2. Parking, site and access improvements costs of \$200,000 could be delayed until revenues are received from the private re-use of buildings since such improvements would be needed to support such re-use.
3. Construction Management/Contingency costs would be adjusted according to the rate of activity expenditure delays. A 10% reduction for \$140,000 would be reasonable.

These adjustments would reduce expenditures shown in Table 2 to \$19,960,000.

Table 4 shows the estimated cash flow over the ten-year period following purchase of the Fairfield Hills Hospital property. The table shows both anticipated expense and income. It should be noted that the debt service expense corresponds to the bonding already approved at the June 2001 Town Meeting and is not additional funding. Also as discussed above, the projected sales and lease amounts in the income section are for planning purposes only. Any sales or leases would be based upon appraisals undertaken prior to the specific transactions and will be based on the particulars of the transaction. The alternative of selecting the current Shelton House site for construction of the new Town Hall building would impact the estimated cash flow slightly by reducing revenue anticipated from private re-use of the building.

TABLE 4

## PROPOSED FAIRFIELD HILLS MASTER PLAN

Estimate of Cash Flow

Year		FY-2003	FY-2004	FY-2005	FY-2006	FY-2007	FY-2008	FY-2009	FY-2010	FY-2011	FY-2012	FY-2013
Item	<b>EXPENSE</b>											
1	Debt Service	\$0	\$600,000	\$1,300,000	\$2,000,000	\$2,000,000	\$2,000,000	\$2,000,000	\$2,000,000	\$2,000,000	\$2,000,000	\$2,000,000
2	Canaan House Rent	\$72,000	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
3	Edmond Town Hall	\$175,000	\$175,000	\$175,000	\$157,500	\$140,000	\$122,500	\$105,000	\$87,500	\$70,000	\$52,500	\$35,000
4	Town Hall Operation (40,000 sf)	\$0	\$0	\$0	\$160,000	\$160,000	\$160,000	\$160,000	\$160,000	\$160,000	\$160,000	\$160,000
5	Maintenance New Fields	\$0	\$0	\$96,400	\$105,000	\$64,200	\$64,200	\$64,200	\$64,200	\$64,200	\$64,200	\$64,200
6	Operation Plymouth Hall (+15,000 sf)	\$0	\$0	\$178,000	\$178,000	\$178,000	\$178,000	\$178,000	\$178,000	\$178,000	\$178,000	\$178,000
7	Furniture	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
8	Sewer & Water Improvement	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
9	Moving Costs	\$0	\$0	\$0	\$250,000	\$0	\$0	\$0	\$0	\$0	\$0	\$0
10	FFH Property Management	\$0	\$1,000,000	\$500,000	\$250,000	\$250,000	\$250,000	\$250,000	\$250,000	\$250,000	\$250,000	\$250,000
	<b>TOTAL EXPENSES</b>	<b>\$247,000</b>	<b>\$1,775,000</b>	<b>\$2,249,400</b>	<b>\$3,100,500</b>	<b>\$2,792,200</b>	<b>\$2,774,700</b>	<b>\$2,757,200</b>	<b>\$2,739,700</b>	<b>\$2,722,200</b>	<b>\$2,704,700</b>	<b>\$2,687,200</b>
Item	<b>INCOME</b>											
1	State PILOT	\$500,000	\$500,000	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
2	<b>Sale-Newtown Hall (\$400,000)</b>	\$0	\$0	<b>\$400,000</b>	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
3	Land Lease Newtown (\$13,993/yr)	\$0	\$0	\$6,997	\$13,993	\$13,993	\$13,993	\$13,993	\$13,993	\$13,993	\$13,993	\$13,993
4	Taxes Newtown (70% base then \$2/sf After)	\$0	\$0	\$3,920	\$7,840	\$32,000	\$32,000	\$32,000	\$32,000	\$32,000	\$32,000	\$32,000
5	<b>Sale-Woodbury Hall (\$625,000)</b>	\$0	\$0	<b>\$625,000</b>	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
6	Land Lease Woodbury (\$21,864)	\$0	\$0	\$10,932	\$21,864	\$21,864	\$21,864	\$21,864	\$21,864	\$21,864	\$21,864	\$21,864
7	Taxes Woodbury (70% base then \$2/sf after)	\$0	\$0	\$6,125	\$12,250	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000
8	<b>Sale-Stratford Hall (\$125,000)</b>	\$0	\$0	<b>\$125,000</b>	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
9	Land Lease Stratford	\$0	\$0	\$10,000	\$20,000	\$20,000	\$20,000	\$20,000	\$20,000	\$20,000	\$20,000	\$20,000
10	Taxes Stratford	\$0	\$0	\$1,225	\$2,450	\$12,500	\$12,500	\$12,500	\$12,500	\$12,500	\$12,500	\$12,500
11	<b>Sale-Shelton House</b>	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	<b>\$0</b>	\$0	\$0
12	Land Lease Shelton House (\$43,727)	\$0	\$0	\$0	\$0	\$43,727	\$43,727	\$43,727	\$43,727	\$43,727	\$43,727	\$43,727
13	Taxes Shelton House (70% base then \$2/sf after)	\$0	\$0	\$0	\$0	\$0	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000
14	<b>Sale-Canaan House</b>	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
15	Land Lease Canaan House (\$50,000)	\$0	\$0	\$0	\$0	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000
16	Taxes Shelton House (70% base then \$2/sf after)	\$0	\$0	\$0	\$0	\$0	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000
17	<b>Sale-Bridgeport Hall (\$690,000)</b>	\$0	\$0	\$0	<b>\$690,000</b>	\$0	\$0	\$0	\$0	\$0	\$0	\$0
18	Land Lease Bridgeport (\$40,229)	\$0	\$0	\$0	\$20,115	\$40,229	\$40,229	\$40,229	\$40,229	\$40,229	\$40,229	\$40,229
19	Taxes Bridgeport (70% base then \$2/sf after)	\$0	\$0	\$0	\$6,762	\$13,524	\$92,000	\$92,000	\$92,000	\$92,000	\$92,000	\$92,000
20	<b>Sale-Kent House(\$0)</b>	\$0	\$0	\$0	\$0	\$0	\$0	<b>\$0</b>	\$0	\$0	\$0	\$0
21	Land Lease Kent	\$0	\$0	\$0	\$0	\$0	\$0	\$69,964	\$69,964	\$69,964	\$69,964	\$69,964
22	Taxes Kent	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$160,000	\$160,000	\$160,000	\$160,000
23	<b>Sale Duplexes</b>	\$0	\$0	<b>\$100,000</b>	<b>\$200,000</b>	<b>\$200,000</b>	\$0	\$0	\$0	\$0	\$0	\$0
24	Land Leases Duplexes	\$0	\$0	\$2,000	\$6,000	\$10,000	\$10,000	\$10,000	\$10,000	\$10,000	\$10,000	\$10,000
25	Taxes Duplexes	\$0	\$0	\$4,000	\$12,000	\$20,000	\$20,000	\$20,000	\$20,000	\$20,000	\$20,000	\$20,000
26	State Reimbursement for 14,000 sf. BOE in Town Hall @ 20%	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>	<u>\$500,000</u>	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>
	<b>TOTAL REVENUES</b>	<b>\$500,000</b>	<b>\$500,000</b>	<b>\$1,295,199</b>	<b>\$1,013,274</b>	<b>\$1,027,837</b>	<b>\$606,313</b>	<b>\$676,277</b>	<b>\$836,277</b>	<b>\$836,277</b>	<b>\$836,277</b>	<b>\$836,277</b>
	<b>TOTAL ANNUAL CASH FLOW</b>	<b>\$253,000</b>	<b>(\$1,275,000)</b>	<b>(\$954,201)</b>	<b>(\$2,087,226)</b>	<b>(\$1,764,363)</b>	<b>(\$2,168,387)</b>	<b>(\$2,080,923)</b>	<b>(\$1,903,423)</b>	<b>(\$1,885,923)</b>	<b>(\$1,868,423)</b>	<b>(\$1,850,923)</b>

**Notes:**

1. Edmond Town Hall rent assumes 10% reduction per year as other uses move in;
2. Maintenance of new playing fields includes capital cost of new equipment in first two years of operation;
3. Sewer and Water improvement capital costs to be paid by non-town operators of treatment plants and system;
4. Property management fee based on current Tunxis cost to State with declining amount as buildings are demolished and cleared. Stabilized amount includes administration of campus operations.
5. **Sales prices of buildings and land lease revenues are for planning purposes. Actual sales prices and land lease rates would be based upon appraisals.**
6. Operation of Plymouth Hall assumes Parks and Recreation managing the building.

Related to the capital cost of activities and the cost-benefit analysis, there has been extensive analysis of the cost of a new construction approach to a Town Hall versus the renovation of Shelton House or Canaan House. Table 5 presents this cost comparison as well as a cost of operation comparison. It should also be noted that the renovation of Canaan would create a need to temporarily accommodate Town and Board of Education offices as well as the alternative high school currently in the building. This would be both costly and disruptive.

<b>TABLE 5</b> <b>Comparison of Renovation and</b> <b>New Construction Alternatives for Town Hall</b>			
	<u>Canaan House</u>	<u>Shelton House</u>	<u>New Building</u>
<u>Building Space</u>			
Gross Square Footage (1)	71,084 sq. ft.	50,715 sq. ft.	40,000 sq. ft.
Net Square Footage (2)	39,735 sq. ft.	39,735 sq. ft.	40,000 sq. ft.
<b>Estimated Total Budget</b>	<b>\$8,963,325</b>	<b>\$8,111,127</b>	<b>\$8,856,000</b>
<b>Cost Per Net Square Foot (3)</b>	<b>\$225</b>	<b>\$204</b>	<b>\$221</b>
<b>Annual Operating Cost Net of Basement</b>	<b>\$218,400</b>	<b>\$166,380</b>	<b>\$160,000</b>
(1) Includes basement, vestibules and hall space (2) Space assigned to use including meeting rooms, interior halls and rest rooms. (3) Based on \$4 per square foot for all alternatives without adjustment for efficiencies in new building.			

## **SUMMARY OF MASTER PLAN**

The Master Plan for Fairfield Hills contains the following attributes intended to benefit the Newtown community.

- New Town Hall building for Town and Board of Education offices
- Twelve playing fields including ten new fields and two existing fields
- Building demolition and environmental remediation to accomplish activities listed above
- Opportunity for use of Plymouth Hall or new building for indoor recreation facility
- Opportunity for use of Plymouth Hall for senior center, cultural or other community uses
- Opportunity for use of Bridgeport Hall for community assembly events and related uses such as Friends of the Library Book Sale within privately operated building
- Opportunity for high school academy on Kent House site and alternative high school program at location to be determined based on size of enrollment
- Opportunity for extensive open space within 134 acre land banked, open space and recreation area
- Opportunity for community supportive private use of several existing buildings
- Provision of parking, circulation improvements, and infrastructure necessary to support Plan
- Basic Plan activities can be accomplished with funds already approved at June 2001 Town Meeting
- Entire campus remains under the control of the Town to assure conformance with the Plan and appropriate design

## **CONCLUSION**

In conclusion, the Fairfield Hills Master Plan meets the goals established by the voters in June 2001 and provides a roadmap for the future use of the property to the benefit of the whole community. The Master Plan meets fully the objectives and requirements of the Fairfield Hills Adaptive Reuse District contained in the Town's Zoning Regulations. Endless opportunities for current and future generations to meet identified community needs including Town offices, playing fields and other community needs, as well as unforeseen opportunities are part of the Master Plan's flexibility. Most importantly, the Master Plan provides an opportunity unparalleled in Connecticut for the community to gather for a variety of purposes and interests for intergenerational enjoyment of this unique Town controlled asset.