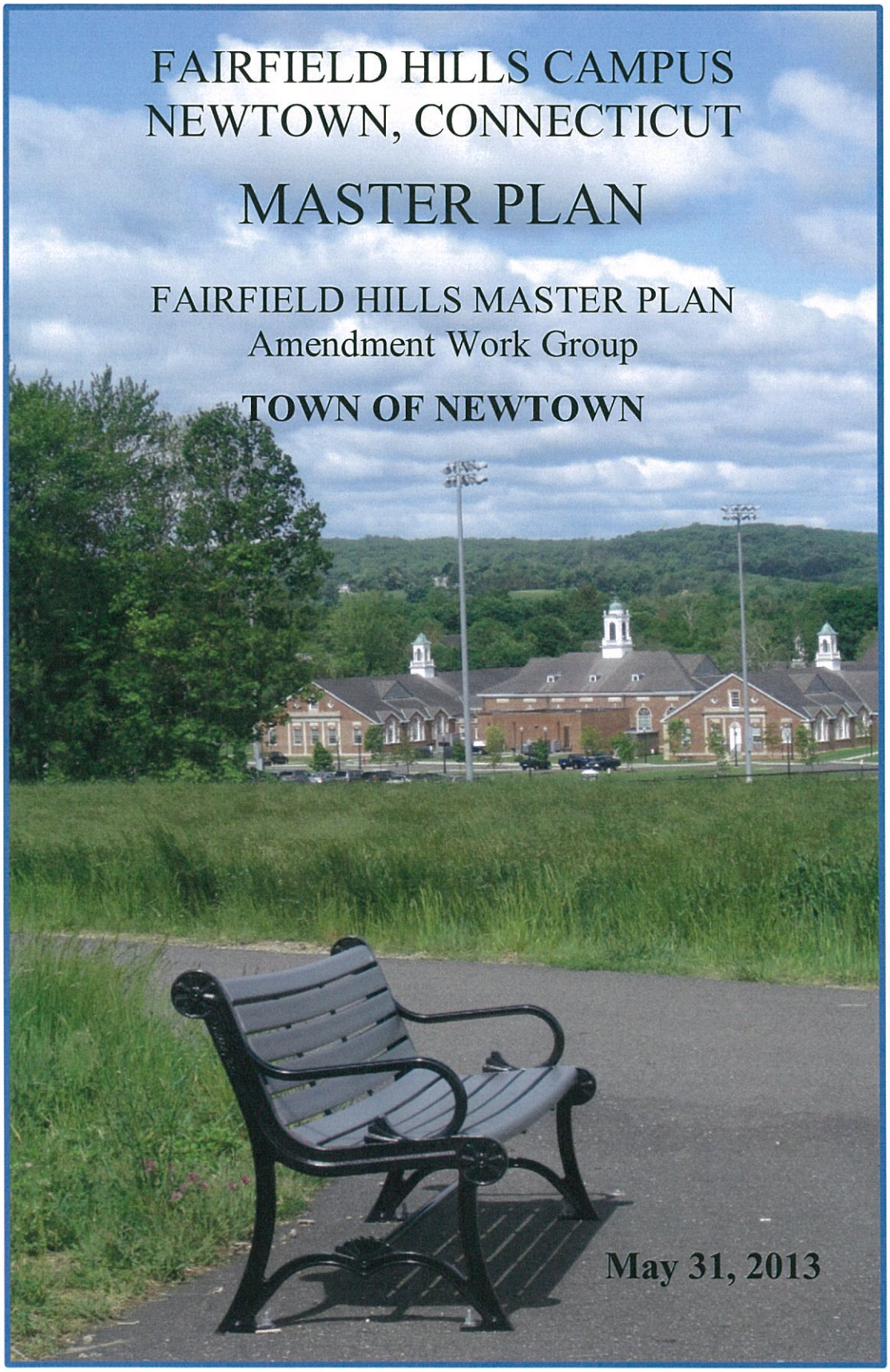
FAIRFIELD HILLS CAMPUS
NEWTOWN, CONNECTICUT

MASTER PLAN

FAIRFIELD HILLS MASTER PLAN
Amendment Work Group

TOWN OF NEWTOWN



May 31, 2013

DATE	Chronology of Actions Relative to Approval of the Master Plan for Fairfield Hills and Use Guidelines for the Property
March 3, 2003	Ad Hoc Committee submits Plan to Board of Selectmen April 7, 2003 Board of Selectmen approves Plan with 2 revisions: 1. Preferred site for new Town Hall is current Shelton site. 2. Buildings proposed for private use should be leased rather than sold. In all cases, land shall be leased only.
June 18, 2003	Legislative Council approves Plan and incorporates three documents attached: 1. Status of In-Fill Component of Fairfield Hills Master Plan with additional provision that all parking will be without charge. 2. Fairfield Hills Authority Building and Use Specific Responsibilities. 3. Conflict Resolution Language
February 17, 2004	Board of Selectmen adopts changes to the plan as follows: 1. Architect should perform study of the cost effectiveness of renovating Shelton House versus building a new Town Hall on the Shelton House site. 2. Demolish Plymouth Hall and Stamford Hall. 3. Do not initially demolish the single-family homes pending results of resident survey. 4. Master Plan should provide for the opportunity for relocation of police and/or fire facility.
April 5, 2004	Board of Selectmen adopts changes to the plan as follows: 1. Modify the vote of 2/17/04 relative to the demolition of Plymouth Hall to have the architect perform a study of the cost effectiveness of renovating Plymouth Hall versus constructing a new building once a reuse has been determined.
October 4, 2004	Board of Selectmen votes to submit the Master Plan to the Planning and Zoning Commission with the modifications described above as well as a modification to allow the eight single-family residences to be used as single-family affordable housing.
March 17, 2005	Planning and Zoning Commission approves the Master Plan with the condition that the eight single family residences cannot be used as single-family affordable housing since such a use is not permitted in the Fairfield Hills Adaptive Reuse (FHAR) Zone. Before such a use could be permitted, an application to amend the FHAR regulations will have to be submitted to the Planning and Zoning Commission for consideration and possible approval.

May 17, 2007	Planning and Zoning Commission amends the Master Plan, based on the recommendation of the Fairfield Hills Authority and the subsequent application from the Board of Selectmen as follows: 1. Bridgeport Hall is designated for Town Office Reuse 2. Shelton House is to be demolished, with no specific use provided.
September 20, 2007	Planning and Zoning Commission amends Master Plan pursuant to an application by the Newtown Board of Selectmen as follows: 1. The addition of a recreational facility to be leased to the Newtown Youth Academy in the approximate area occupied by Bridgewater Hall, and supportive parking 2. Provision for a Newtown Parks and Recreation Building in the approximate location of Litchfield Hall.
October 4, 2007	Planning and Zoning Commission approves an amendment to the Fairfield Hills Adaptive Reuse Zone that sets maximum building heights to 42 ft for buildings without peaked roofs and 60 ft for those with peaked roofs.
May 17, 2010	Board of Selectmen appoints the Fairfield Hills Master Plan Review Committee.
July 15, 2010	Planning and Zoning Commission approves an amendment to the Fairfield Hills Adaptive Reuse Zone Permitted Uses to allow a Farmers' Market located at a site designated by the Fairfield Hills Authority.
October 3, 2011	The Fairfield Hills Master Plan Review Committee presents its final report to the Board of Selectmen for review.
August 13, 2012	Planning and Zoning Commission approves an amendment to the Fairfield Hills Adaptive Reuse Zone Permitted Uses to explicitly include support for community activities conducted by nonprofit town organizations or by national organizations with local affiliations.
August 30, 2012	The Fairfield Hills Master Plan Amendment Workgroup meets to initiate the amendment process based on input from the Fairfield Hills Master Plan Review Committee.
May 31, 2013	The Fairfield Hills Master Plan Amendment Workgroup finalizes their work on the Amended Master Plan.

For official purposes, **TBD**[1] is considered the effective date of the Fairfield Hills Master Plan, as amended.

[1] Official date to be decided by the Planning and Zoning Commission.

Committees involved with forming and amending the Fairfield Hills Master Plan

Fairfield Hills Master Plan Amendment Work Group (2012)

George Benson
Marjorie Cramer
Lilla Dean
Paul Lundquist
Deborra Zukowski

Fairfield Hills Master Plan Review Committee (2011)

Michael Floros, Chairman
Robert Maurer, Vice Chairman
Paul Lundquist
Michael Mossbarger
Ben Roberts
Nancy Roznicki
Alan Shepard
Gary Steele
Deborra Zukowski

Diapraxis, Facilitation Consultant

Fairfield Hills Master Plan
Ad Hoc Committee (2005)

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

Board of Selectmen

Herbert Rosenthal
Joseph Bojnowski
William Brimmer

Town Staff

Jan Andras
Elizabeth Stocker, AICP

Consultant Team

Harrall-Michalowski Associates, Inc.

<?> SmithGroup JJR

Milone and MacBroom, Inc.

Kaestle Boos Associates, Inc.

<?> Fuss and O'Neill, Inc.

The Downes Group

Contents

I. Vision Statement, Uses, and Potential Themes 8

II. Background and Process for Creating and Amending the Master Plan 9

III. Physical Characteristics of the Campus 13

A. Overview 13

B. Inland Wetlands Mapping and Evaluation 16

C. Tree Survey 16

D. Pootatuck River Aquifer Protection District 18

E. Conservation Commission Findings 20

IV. Condition and Potential Reuse Potential of Existing Structures 21

A. Current Conditions 21

B. Reuse Potential 21

V. Description of the Master Plan 22

A. General Approach 22

B. Reuse of Buildings or Building Footprints 24

C. Recreation Fields 25

D. Open Space and Greenways 26

E. Housing 26

F. How the Plan Meets Community Objectives 28

VI. Development Procedures 29

A. Scheduled Public Expenditures 29

B. Procedures for Fairfield Hills Development Proposals 29

VII. Impacts of the Master Plan 30

A. Traffic and Parking 30

B. Utilities and Drainage 30

VIII. References 34

Figures | Page

1:	Fairfield Hills Campus – Site Disposition	10
2:	Existing Conditions / Site Photographs	14
3:	Natural Systems and Site Inventory	15
4:	Wetlands Mapping	17
5:	Pootatuck River Aquifer	19
6:	Fairfield Hills Master Plan Illustrative Map	23
7:	Fairfield Hills Open Space Map	27
8:	Fairfield Hills Utilities Map	31

I. Vision Statement, Uses, and Potential Themes

Vision Statement

We envision the Fairfield Hills campus as a vibrant sustainable destination where all members of the community can go to enjoy recreational, social, cultural, and indoor and outdoor activities. The campus would provide a home for some municipal services and a gathering place for a variety of town-wide events. Small retail stores, restaurants, and professional offices would be nestled harmoniously within a core section of the campus. The well-designed campus would connect the history of the site with its future, with the town maintaining overall control of the property and preserving the campus environment and architectural style.

Supported Uses

Community Culture and Arts: A rich assortment of cultural and artistic events would await residents visiting the campus. These events may include both indoor and outdoor exhibits and performances, as well as arts education classes tailored to diverse age groups and a garden commemorating the facility's history, staff, and patients.

Community Recreation: Indoor and outdoor recreation and sports would provide year-round entertainment. Athletic fields would support local teams and leagues as well as the occasional non-team event, for example pet walks, auto shows, etc. An expanded Parks & Recreation facility would house the department staff, pools, teen meeting zone, etc. During summer, trails and open spaces would provide opportunities for walking, hiking, and bird watching while winter would provide the outdoor enthusiast with opportunities for cross country skiing, sledding, and snow shoeing.

Town and Community Services: A portion of the campus would provide for community needs, such as social services, emergency services and a town green.

Open Land: The open feeling of the campus results from much undeveloped land between buildings on the core campus as well as larger designated Open Space areas such as the High Meadow and the East Meadow. Areas on the core campus would be available for community initiated use such as community gardens, playing fields and community events. The designated Open Space land would be left undeveloped in perpetuity and available only for passive recreational use under the jurisdiction of the Conservation Commission.

Commercial / Economic: Limited retail / restaurant businesses would be available to serve the needs of those participating in activities on the campus. In addition, a few buildings would house small-businesses and professional offices, creating a rich entrepreneurial environment for the Newtown community. Such use could potentially provide a small revenue stream to help the town reduce the overall financial burden of the campus.

To help make such limited commercial development more viable and to address housing diversity needs within the Newtown community, proposals that provide rental housing on upper floors of selected buildings should be allowed for site review and public input. Should the

proposal pass such review, then such rental housing can be added as a commercial use. The overall scope of rental housing should be limited and should in no way impact the use of the overall property. No standalone or non-rental housing would be allowed.

Potential Cohesive Themes

The uses above reinforce one another when viewed more holistically as elements of an overall theme for the property. Three distinctive themes emerge from the broad vision above that have the potential to inspire the town and galvanize resources for development. These themes surfaced during the public participation sessions held by the Fairfield Hills Master Plan Review Committee and were highly supported by its survey results. The themes below are not intended to be mutually exclusive. Rather, they could be designed to complement one another, thus the long term development of the property may be a blend.

A Community Culture and Arts Destination: This theme enhances the cultural opportunities available to visitors by expanding the number and extent of arts venues and educational experiences. It also could grow to include an art school, museums, galleries, and a space for artists' studios, along with retail businesses that cater to artists and their customers.

A Community Recreation Destination: This theme extends the recreational opportunities by working with the private sector to provide a wider range of passive recreational and educational activities.

Agricultural Activity and Destination: In conjunction with the general uses for recreation, culture and arts, and community services, the campus could support a range of activities connected to the sustainable agriculture movement.

II. Background and Process for Creating and Amending the Master Plan

At the June 2001 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 John Reed Intermediate School. Figure 1 shows the various parcels comprising the bulk of the original Fairfield Hills Hospital property.

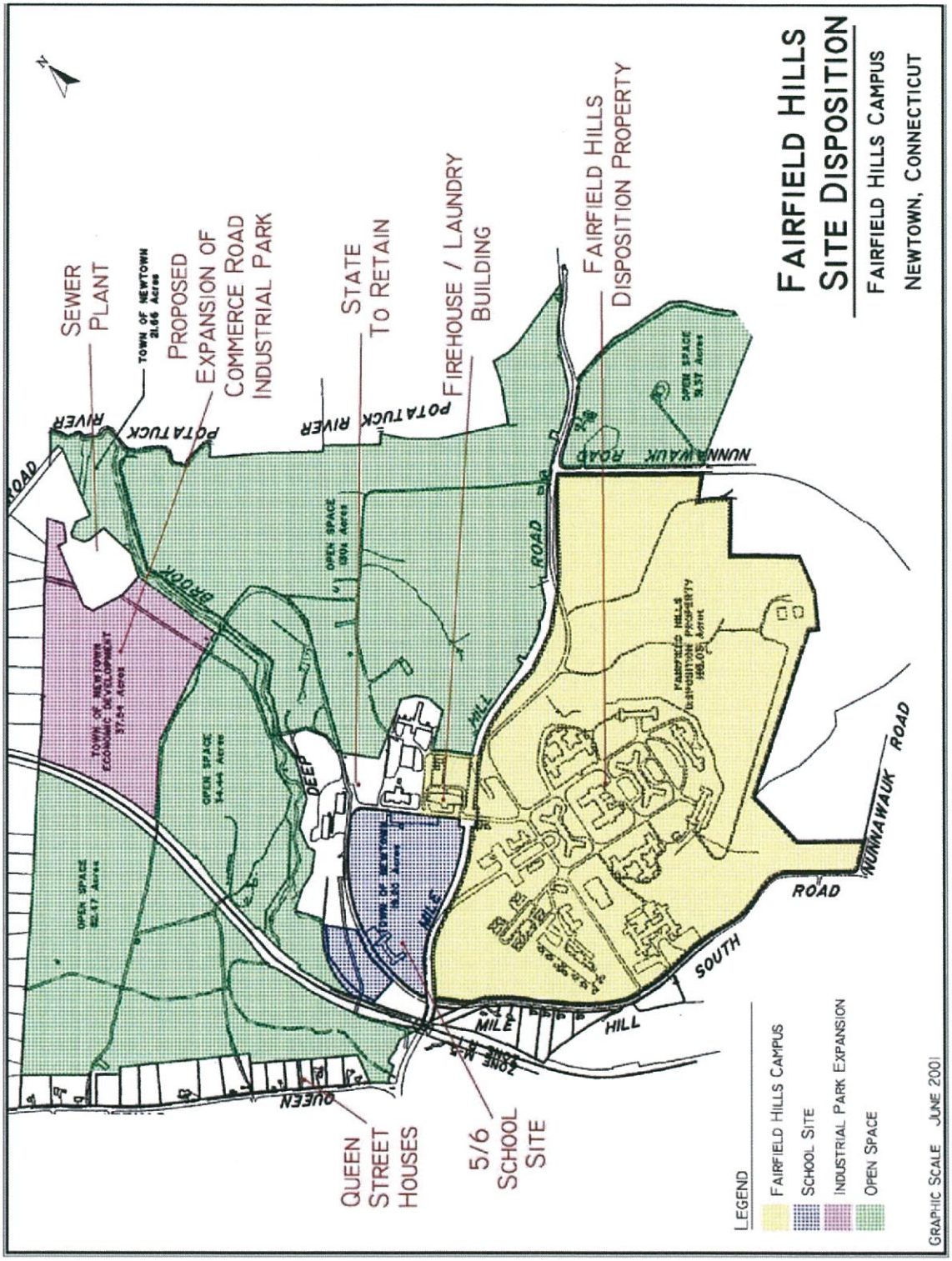


Figure 1: Fairfield Hills Campus — Site Disposition (from 2005 Master Plan)

The southern parcel of the figure shows the 186 acre Fairfield Hills campus, including the original hospital buildings[2]. The portion of the campus on which the buildings stand is called the core of the campus, and will be referred as the "core campus." Thus, the campus includes the core campus and the undeveloped meadows and open areas to the east, west, and south of the core.

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 campus. The material distributed at the Town Meeting established five themes for the original Master Plan. These themes were:

- The Campus should contain a substantial un-built 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 original 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.

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. In summary, the original funds were targeted for the following three accomplishments:

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

[2] The original hospital buildings are shown in more detail in Figure 3

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[1]. A key component of the process was the 2005 appointment by the Board of Selectmen of a ten-person Fairfield Hills Master Plan Ad Hoc Committee that welcomed and fostered community participation. In addition a 5-year review process was initiated in 2010, and the Fairfield Hill Master Plan Review Committee was seated. This Committee was charged to undertake a community-engaged process to understand changes that may have occurred since the initial Master Plan and their impact on the community's perspective for the property, using the original plan as a starting point for its review. The 5-year review process was, and is still, a very important aspect of the Master Plan and should continue.

The central philosophy of the original Fairfield Hills Master Plan Ad Hoc Committee was one of flexibility. The Master Plan[2][3] proposed by the Committee in 2005 addressed immediate needs as expressed by the community while retaining future opportunities that come with the purchase of the Campus from the State. Accomplishments guided by the original plan include:

- Newtown Youth Academy
- Municipal Center
- One full-sized baseball field with lights to extend playable hours
- Partial implementation of a trail system
- Infrastructure improvements, like roadwork, parking, electricity, broadband, telephone, gas, and stormwater drainage upgrades
- Demolition of five buildings
- Enhanced agricultural use, including the Newtown Farmers' Market and Victory Garden
- Growing use by community groups, including Relay for Life, Walk the Night, and the Newtown Arts Festival
- Emergency Communication Center
- Emergency Services Building (in progress).

As listed above, two of the three accomplishments called out for Phase I and II by the Master Plan Ad Hoc Committee have been achieved. The third, the proposed seven additional playing fields, has been partially met. Since 2005, the needs for such fields have changed based on population trends and economic forces. In addition, other changes throughout the town have impacted the development of the site, including the economic downturn, the continued deterioration of the buildings, as well as the construction of a high school addition among other factors. These changes influenced the recommendations provided by the 2010 Master Plan Review Committee[4] and the subsequent amendments to this document.

III. Physical Characteristics of the Campus

A. Overview

The Fairfield Hills Campus contains several physical attributes that combine to make it a unique property in Newtown's future. The best way to describe these characteristics is through a series of graphics and supporting technical reports. The features comprising the Fairfield Hills Campus experience include the natural and built environments as well as the relationship to the surrounding area including views to the north over the agricultural land and the residential areas to the west and south.

For purposes of description, these physical characteristics are presented on two summary maps of the Campus:

- Existing Conditions/Site Photos
- Natural Systems Site Inventory

The Existing Conditions/Site Photographs Map shown in Figure 2 gives the reader a feel for the Campus as if one is standing at various locations. The key on the map locates 26 spots with a corresponding photograph for each view from that spot. The 26 spots have been selected to present both the built environment; i.e. buildings and the internal circulation system that connects the buildings physically and visually as well as the natural environment viewed from various locations. It should be noted that as part of the community dialogue process from the Master Plan Ad Hoc Committee, a video was produced that presented many of these views as well as interior tours of many buildings.

The figure includes the completed Town Municipal Center, Newtown Youth Academy, and ball field. It also shows three efforts, in the dotted boxes, that were underway in 2009. Since then, the public parking noted between the municipal center and the youth academy has been completed. In addition Litchfield and Yale have been razed, in preparation for the community center. Infrastructure, landscaping, and parking near Newtown and Woodbury Halls is still in progress.

The Natural Systems and Site Inventory Map, shown in Figure 3, diagrams natural features comprising the environmental framework within which the original planning process was undertaken. The natural features include steep terrain, wetlands, streams and drains, floodplain areas, surface drainage patterns and woodland cover.

Three technical studies were included in the 2005 Master Plan that supported the graphic material. One study identified the wetlands on the site and provided an evaluation of the value of these wetland areas. The second study provided a detailed inventory of trees within the Core Campus including an assessment of the landscape value and health of 233 individual trees. This detailed inventory was an important guide for the initial site planning, assuring that the mature vegetation which contributes greatly to the character of the Campus was retained to the greatest extent feasible. The third study discussed the role of the Aquifer Protection District regulations.

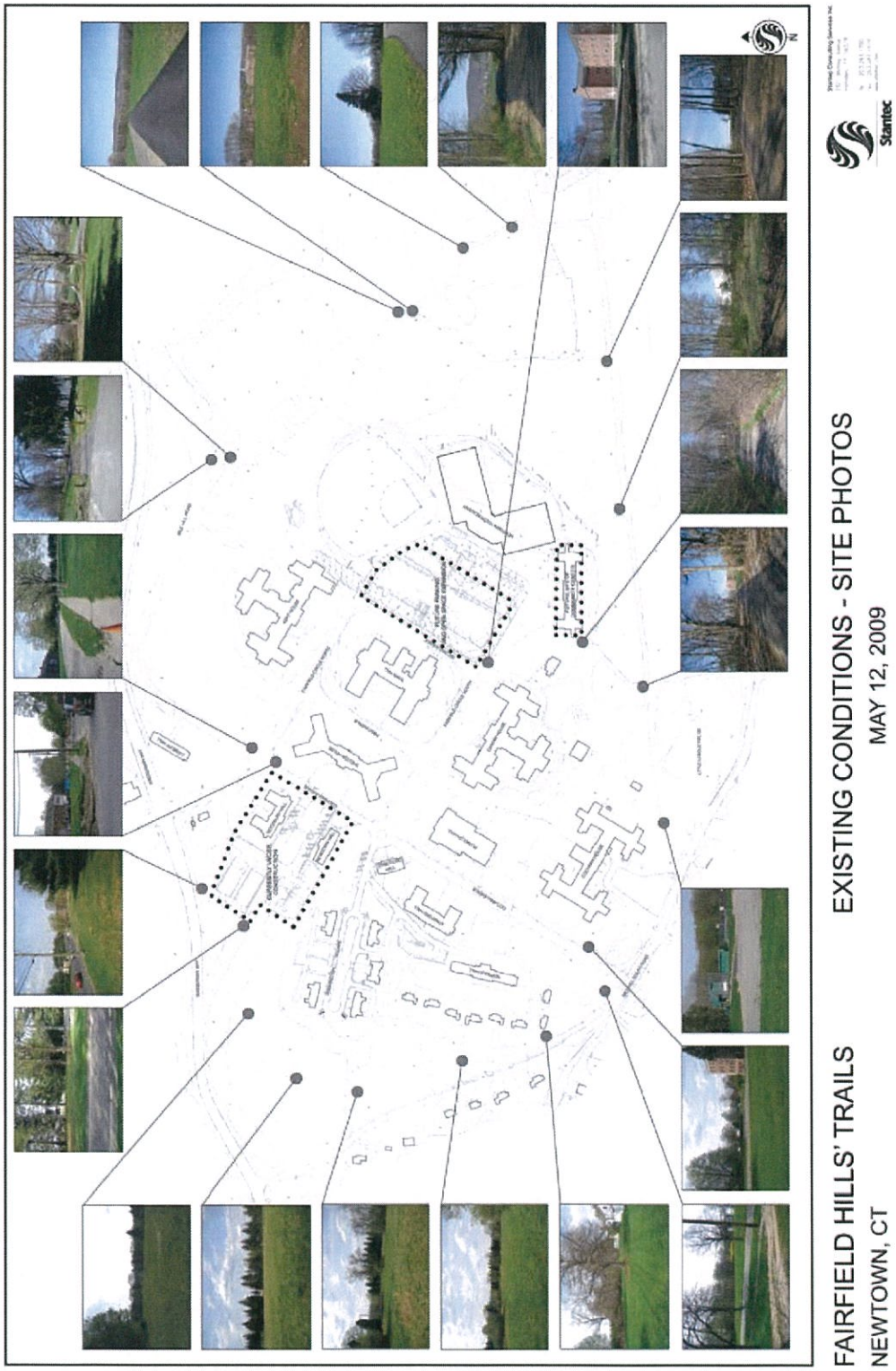


Figure 2: Existing Conditions (2009) / Site Photographs (from 2005 Master Plan)

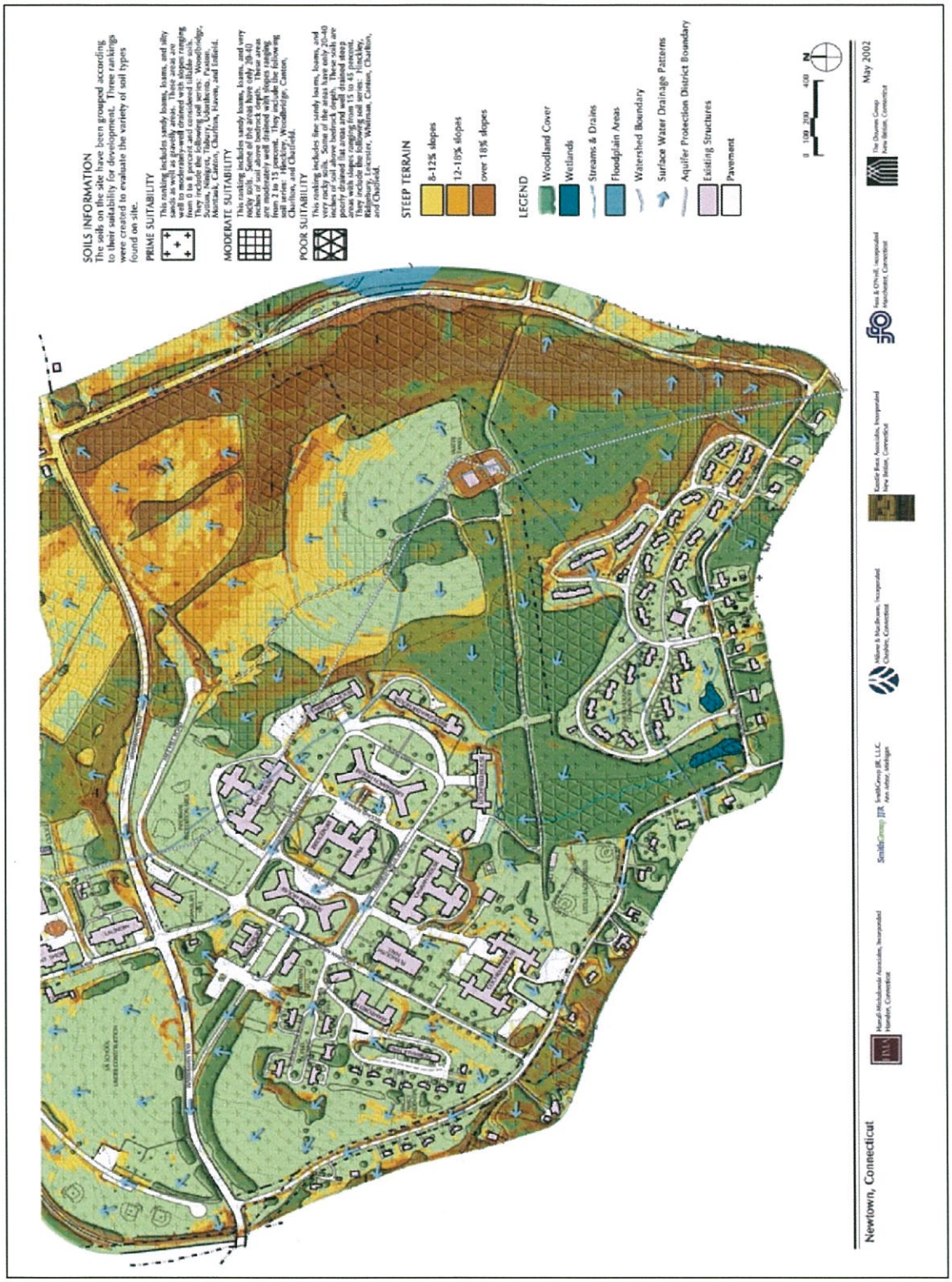


Figure 3: Natural Systems and Site Inventory (from 2005 Master Plan)

In addition, a review of the site was undertaken by the Conservation Commission in 2011 as part of the Master Plan Review effort. The key issues for each are summarized in the remaining portions of this section. To review the details of the studies, refer to the 2005 Master Plan document and the subsequent Master Plan Review Committee Full Report. To access updated documents and studies, visit the Newtown Land Use office at the Municipal Center.

B. Inland Wetlands Mapping and Evaluation

A field evaluation, done as part of the original Master Plan process, confirmed wetland mappings from earlier resources, though a subsequent 2013 study within the western meadow area (the West Meadow) indicated that there are wetlands within that area too. In other areas of the campus, several unmapped intermittent watercourses and drainage ditches were observed. Figure 4, Wetlands Mapping, shows the location of wetlands as identified in the original Wetlands Study provided in the 2005 Master Plan and augmented the current results from the 2013 study of the West Meadow. Most of the wetlands are all located in land that will be designated as Open Space, see section V-D, and so are further protected from development. The wetlands within the West Meadow may also be designated as Open Space.

C. Tree Survey

Much of the outstanding visual and natural environment of the Fairfield Hills Campus is shaped by the mature trees and other plantings. To assure that the preservation of such trees was an integral part of the Master Plan and future detailed site planning, a comprehensive survey was completed. This survey covered the Core Campus and included 233 individual trees. Each tree was identified by species, size, landscape value and health. The Landscape Value rating used the numbers 1-4, 1 being a tree of least value and 4 a tree of most value. Several factors were used to rate a tree's value. The most important factor was the current health of the tree. Tree health has its own rating column to call out trees that need professional assistance or removal. Also taken into account was how important the tree's location and size was in the scheme of the campus landscape. (i.e., is the tree part of a grand alee', does it frame the entry to a building, is it a large single specimen, is it working with other trees to create a space). Another factor taken into account was the tree species, where heavier weighting was given to trees of unusual species (i.e., Ginkgo biloba, Liquidamber styraciflua, ...). Historically "New England" trees (Acer saccharum and Ulmus americana, ...) also received higher ratings. Species that are listed on the Connecticut Invasive Species List (e.g., Acer platanoides) received lower ratings. The original tree survey is available in the 2005 Master Plan and is also included in the 2007 Landscape Design Guidelines[6].

The Master Plan is based upon an approach that focuses development in areas with existing buildings. It also maintains the existing road and sidewalk network within the Core Campus. This encourages the retention of the overwhelming majority of the highly rated existing trees. In addition, mitigation of invasive species is ongoing. In new areas where plantings are proposed, native species are required.

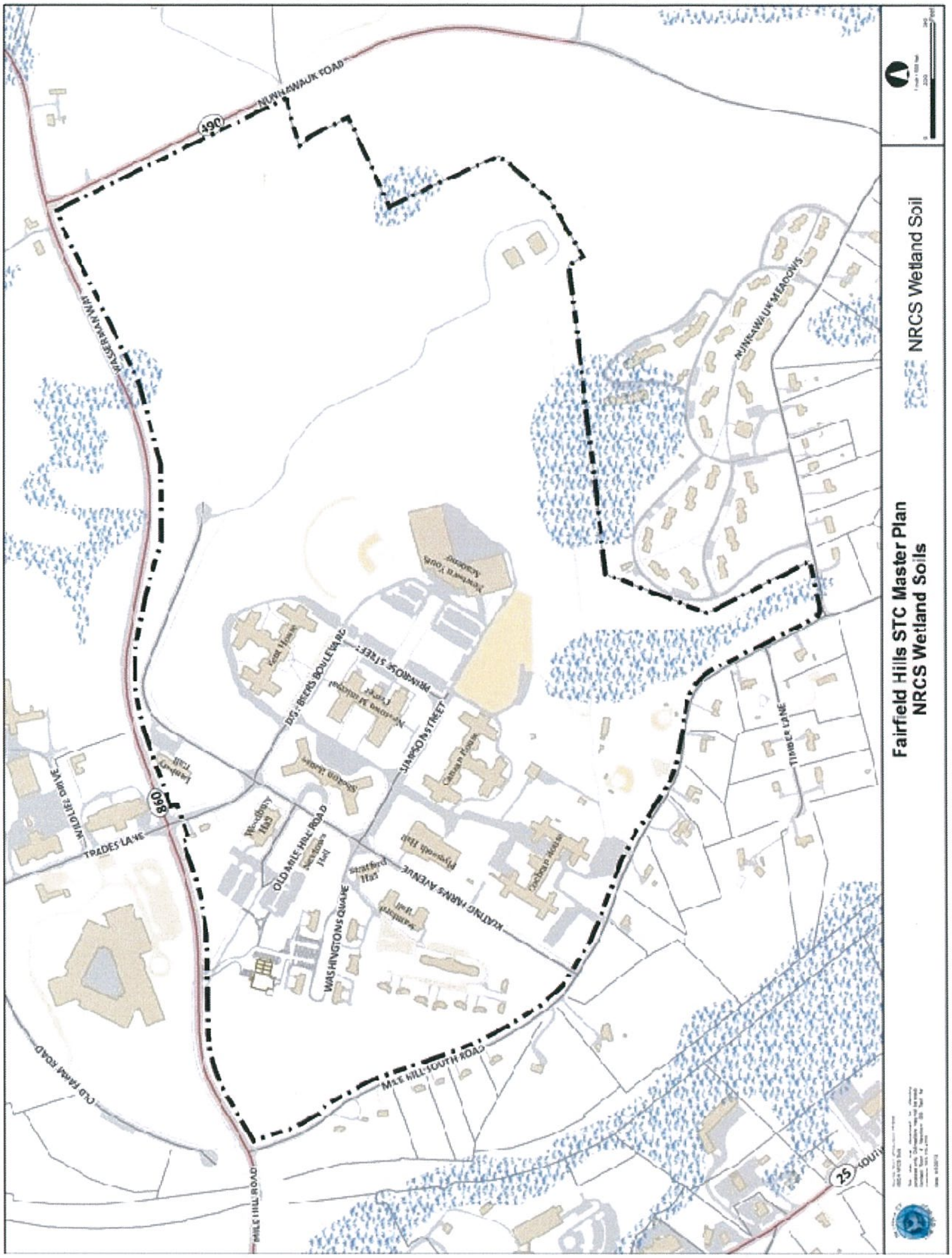


Figure 4: Wetlands Mapping

D. Pootatuck River Aquifer Protection District

The northeastern one-third of the campus is situated within the Pootatuck River Aquifer, a federally protected sole source aquifer, as shown in Figure 5, and is based on a more recent Geological Study[7]. The Pootatuck River Aquifer consists of interbedded layers of sand and gravel with lesser amounts of silt and clay. The aquifer is susceptible to contamination due to its relatively high permeability and shallow water table. The aquifer is recharged from precipitation that percolates through shallow soils and via water from the Pootatuck River and its tributaries. For planning and zoning purposes the Town of Newtown regulates the area located above the Pootatuck River Aquifer as an aquifer protection district (APD). The Town's intent in regulating the APD is to promote the health and general welfare of the community by preventing the contamination of groundwater resources and to protect groundwater quality to ensure a present and future supply of safe and healthy drinking water.

The zoning regulations for the APD are applicable in addition to the requirements for the underlying zoning district. In the case of the campus, the underlying zoning is Fairfield Hills Adaptive Reuse (FHAR). Both the regulations of the APD and FHAR zones are applicable and in the event of conflict the more restrictive regulation applies. Thirty uses are permitted in the FHAR zone, subject to the obtainment of a special exemption from the Planning and Zoning Commission. Permitted uses in the APD include open space/passive recreation, managed forest land, and wells and accessory equipment for the purpose of providing public water. With a special exemption from the commission, principal and accessory uses for the underlying zoning district are permitted with the exception of prohibited uses that are outlined in the planning and zoning regulations. These prohibited uses generally include activities that involve the handling of significant quantities of petroleum products and industrial chemicals.

This portion of the campus occupied by the APD would require a special exemption from the commission to meet the requirements of both the underlying zoning (FHAR) and the APD zoning overlay district. The procedure for obtaining such an exemption requires that the commission arrives at a finding of no significant environmental impact for the proposed activity with regard to the Pootatuck River Aquifer. The submission of an Aquifer Impact Assessment that provides baseline information would be required for the commission to evaluate the special exemption and ultimately arrive at a finding of no significant environmental impact.

The Master Plan does not propose any activities other than open space as well as passive and active recreation for the area within the bulk of the APD. There is, however, a small section that extends into the Core Campus. As mentioned above, a special exemption would be needed to develop within that portion of the campus.

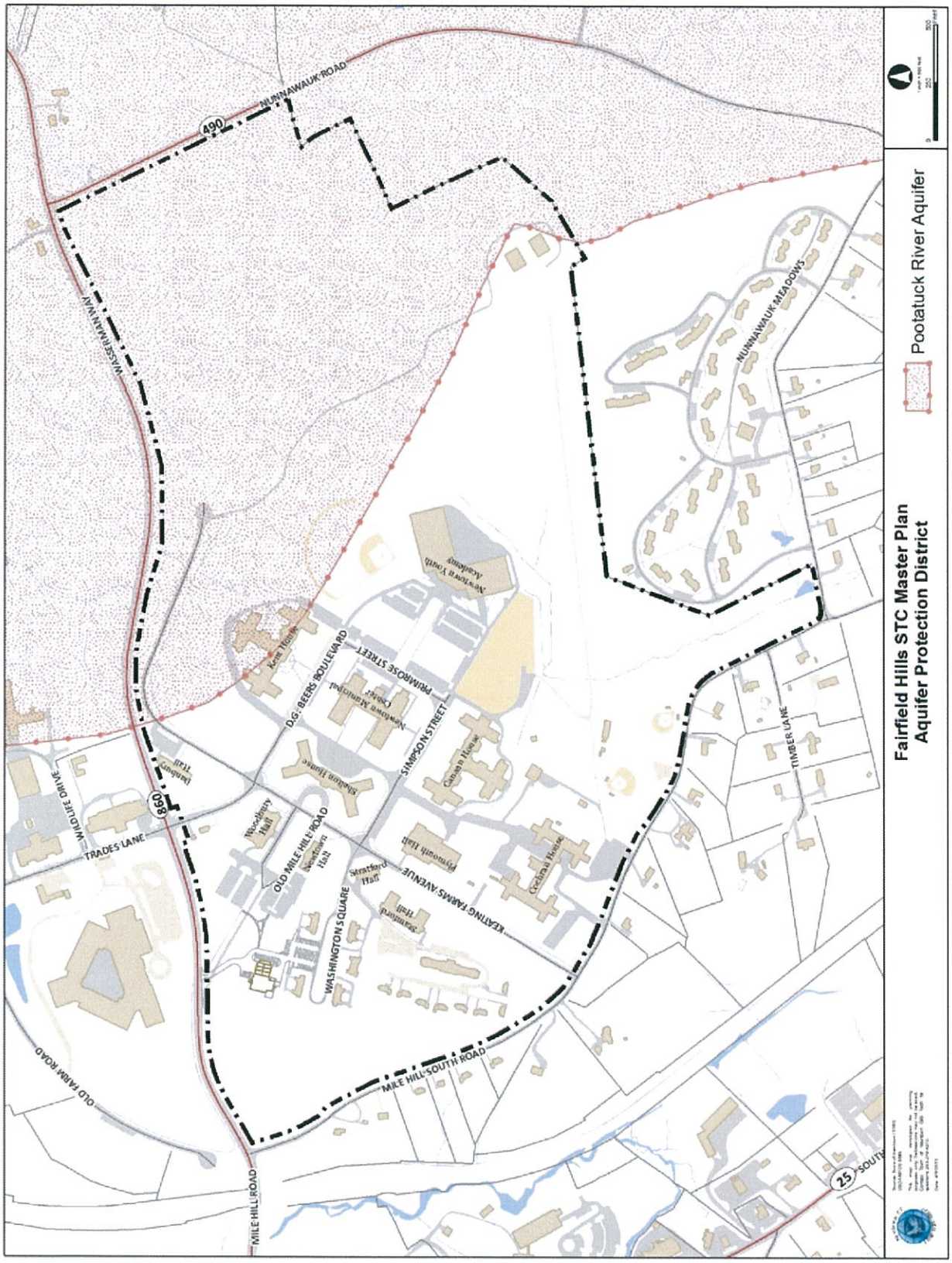


Figure 5: Pootatuck River Aquifer

E. Conservation Commission Findings

The Conservation Commission recommends that large parcels of land within the Fairfield Hills property be preserved as designated Open Space areas. The Commission cited the following notable features on these areas.

- Rolling contoured land
- Scenic vistas from many perspectives
- A network of actively used trails, some improved
- Diverse habitats including
    - meadow
    - deciduous and coniferous forested areas
    - edge habitat
    - wetlands
- Wolf trees
- Waterways
- Rock walls
- Chimney ruins
- Wildlife corridors
- Many bird species (Bobolinks, warblers, woodcocks, blue birds, screech owls, turkey vultures and red tailed hawks have been observed.)

These lands are of particular importance for a variety of reasons including environmental health, biodiversity of plant and animal life, passive recreation opportunities, and pleasing aesthetics.

The vistas provided from and of the campus along Wasserman Way and Mile Hill South Road offer a rural, scenic town corridor for both residents and visitors to town. Maintaining Newtown's rural character has been documented as being very important to Newtown residents.

There are also very practical reasons to preserve large tracts of uninterrupted land which will support diverse species of plant and animal life. Such biodiversity is key to maintaining healthy environments. Large tracts of land also enhance air and water quality

Because development, and the resulting parcel fragmentation, causes decreasing biodiversity of flora and fauna, as well as increasing incidence of zoonoses, preserving large uninterrupted tracts of land should help to protect the environment as well as the health of Newtown residents.

These diverse habitats support many different bird species, including songs birds, birds of prey and migrating birds. Birds of prey are important given the increase in small disease carrying rodents that occurs with development and forest fragmentation. Habitat for migrating birds is important because these birds depend on large, visible areas of undeveloped land as they fly to summer or winter habitats and such areas have become less prevalent throughout the region.

Finally, these larger parcels will provide opportunities for passive recreation such as walking, hiking, bird watching, etc. Opportunities to interact with Nature are a healthy, positive, and inexpensive way to deal with the stresses of modern life.

The already developed land in Fairfield Hills is currently used for running, walking, dog walking, cycling, etc. and makes a natural connection to the undeveloped areas. The Fairfield Hills campus is also a natural site for a Newtown trails hub connecting several already existing trails including Al's trail, the Rail Trail extension from Monroe, and Town property southeast of the junction of Wasserman Way with Nunnawauk Road. Future planning should ensure that sidewalks and trail ways are continuous so that foot traffic can be kept free from motorized vehicles.

IV. Condition and Potential Reuse Potential of Existing Structures

A. Current Conditions

While there is a strong interest in the town at large to save at least some of the buildings within the Core Campus, time is running out for doing so given their ongoing deterioration. In addition, the buildings present configurations that are particularly challenging for developers to effectively reuse, as learned from interactions with potential developers over the past few years. Therefore, the presence of these buildings likely represents a substantial barrier to realizing the economic development potential as well as the recreation and public use themes desired by residents.

Like the buildings, most of the sewer and water supply lines are old and are in need of maintenance and upgrades. The ongoing efforts to map water, sewer, and storm drain lines along with other utilities should be continued and their overall state should be evaluated based on their support of the desired uses.

B. Reuse Potential

Reuse is becoming increasingly difficult as deterioration progresses. As of 2012, Woodbury, Newtown, Stratford, and the Duplexes are the only unoccupied buildings that appear salvageable. Measures should be undertaken to limit further deterioration in these buildings. The others, including Shelton, Plymouth, Canaan, Kent, Stamford, Cochran, Danbury, Norwalk, and the white single family houses have significantly deteriorated and may no longer be in a reasonable state for reuse. In addition, their long-term presence inhibits development and so they should be demolished as funds, either public or private, become available.

Should reuse of a building be deemed uneconomical, reuse of the footprint is encouraged. Any new building (previously called "In Fills") should be sited largely within the original footprint. Deviations from the original footprint are acceptable, if circumstances warrant.

V. Description of the Master Plan

A. General Approach

The following plan balances the competing needs within the community in a way that adheres to the vision articulated by the 2010 Fairfield Hills Master Plan Review Committee.

> "*We envision Fairfield Hills as a vibrant sustainable destination where all members of the community can go to enjoy recreational, social, cultural, indoor and outdoor activities. The campus would provide a home for some municipal services and a gathering place for a variety of town-wide events. Small retail stores, restaurants, and professional offices would be nestled harmoniously within a core section of the campus. The well-designed campus would connect the history of the site with its future, with the town maintaining overall control of the property and preserving the campus environment and architectural style.*"

Aspects of the plan include open space and green ways, community services, recreation, and supportive commercial development. A map, updated in 2007, illustrating these aspects is shown in Figure 7. One key goal of the plan, as also stressed in the 2005 Master Plan, is that development within the campus will be no more intense than when Fairfield Hills was an active facility. This goal is codified in the Fairfield Hills Adaptive Reuse Zone.

While this amended document largely adheres to the plan as documented in the earlier 2005 Master Plan, two key changes – the designation of open space and the explicit allowance of considering rental housing on upper floors of commercial buildings – has been made based on community input gathered as part of the 2010 review and subsequent discussions. Other lesser changes to the Master Plan have been made based on the experiences with the property since 2005 including removal of the revenue and cost estimates as well as updates that reference more recently available data. In addition, the discussion on Reuse has been expanded to include building footprints and so the Reuse section supersedes the original section on In-Fills.

It is anticipated that the primary source of other funds will be private investors as well as fund raising activities in the community or grants from federal, state program and foundation resources. However, future Town approvals of other expenditures may occur depending on the nature of the activities and the public benefit, e.g. as may be the case with a new recreation facility and recreational fields.

Figure 6: Fairfield Hills Master Plan Illustrative Map (as of 2007)[3]

[3]Note that this map is out of date in that it does not show the Newtown Youth Academy nor the proposed emergency services facility.

B. Reuse of Buildings or Building Footprints

The plan identifies several buildings for specific reuse options. The reuse options are consistent with the characteristics of the existing buildings and needs expressed by the community as discussed in the previous sections. The assumption is that such reuse will be committed within 5 years of plan approval. If the 5 year period expires and no active, feasible proposals for reuse have been committed or if the buildings are deemed unusable because of deterioration, the buildings should be programmed for demolition.

The tables below group the buildings/footprints based on private or public use. Private use includes preferred commercial uses as outlined in the Fairfield Hills Adaptive Reuse Zone, including but not limited to office/professional use, restaurants, and private and non-profit cultural and recreational uses. Public use includes the town municipal building, emergency services, and public recreational (non-field) uses and other community uses. Buildings noted by an asterisk ("*") are deemed the most salvageable and should be reused if economically feasible. The others may be reused, if possible, though new buildings can be erected that have footprints that are largely coincident with the original footprints. Buildings that have already been repurposed are noted by italics.

Buildings Targeted for Private Commercial / Non-Profit Use
Bridgewater House (Newtown Youth Academy)
Canaan House
Duplexes*
Greenwich House (Parking)
Newtown Hall*
Plymouth House
Shelton House
Stamford Hall
Stratford Hall*
Woodbury Hall*

Buildings Targeted for Public / Community Use (excluding playing fields – see section C, below)
Administrator's House (Safety Outpost)
Bridgeport House (Municipal Center)
Kent House
Litchfield House (reserved for Parks and Rec)
Norwalk Hall
Single Family Houses
Yale Laboratory (reserved for Parks and Rec)
Compressor Building (Emergency Communications Center)

In all cases the land under the buildings will remain in Town ownership and the option of sale or lease of buildings and/or site will depend on the specifics of the reuse.
If the building cannot be reused, the building may be razed and replaced with a building as described in the Fairfield Hills Adaptive Reuse Zone regulations. In general:

- the overall architecture and materials should be compatible with the balance of the campus,
- such buildings should be largely situated on the original footprint,
- the building should have no more than three stories, and
- parking is to be shared with other uses to greatest extent possible.

This infill development is now a part of the Master Plan and will no longer require an amendment to the Plan.

C. Recreation Fields

The original areas for active recreation fields designated in the 2005 Fairfield Hills Master Plan have been maintained. However, the number and configuration of the fields is no longer included and is instead deferred to the Parks and Recreation Department.

Buildings Targeted for Recreation Fields
Cochran House
Danbury Hall
Fairfield House (Baseball Diamond)

Before any decision to reuse any building or building footprint listed in the table above for something other than recreation fields, an alternative location on the Campus or elsewhere in town for comparable playing fields must be approved.

D. Open Space and Trails

As mentioned earlier, this amended plan diverges from the original 2005 plan in that it specifically calls out areas for passive open space that support activities such as hiking, cross-country skiing, snowshoeing, dog walking, horse riding, biking, and wildlife study as well as benches. These open space areas are shown in Figure 7 and account for approximately 80 acres, or over 40% of the total campus. The plan encourages trails throughout the rest of the campus to provide safe pedestrian connections across all areas of the property.

In addition, the open space and trails should serve as a central hub connecting existing town-wide trails (including Al's trail, the Rail Trail extension from Monroe, and Town property southeast of the junction of Wasserman Way with Nunnawauk Road) with one another.

Community gardens are permitted within the core campus. Haying may continue in the areas designated as open space provided that care is taken to prevent the disruption of nesting birds, other wildlife and natural resources like trees and waterways.

E. Housing

Since first attempting to develop the Fairfield Hills campus, developers who planned to include housing with commercial development have been discouraged from presenting plans. Coincident with this, the 2010 census shows a dramatic decrease in young families, potentially attributed to the lack of housing diversity. While the amended plan still omits housing as an allowed use, the practice of actively discouraging developers from presenting plans that included even a minimal amount of housing may have resulted in a loss of development that would have benefited the community by enabling some development and increasing the diversity of its members. Therefore, this plan allows the site review process – with one or more well-publicized public hearings – to be considered for development proposals that include a limited number of rental units where such units are ancillary to and above commercial use and where they do not constitute the bulk of the development. In addition, the overall scope of rental housing across the entire property should be limited and should in no way impact the property's intended cultural, recreational, municipal, and commercial uses.

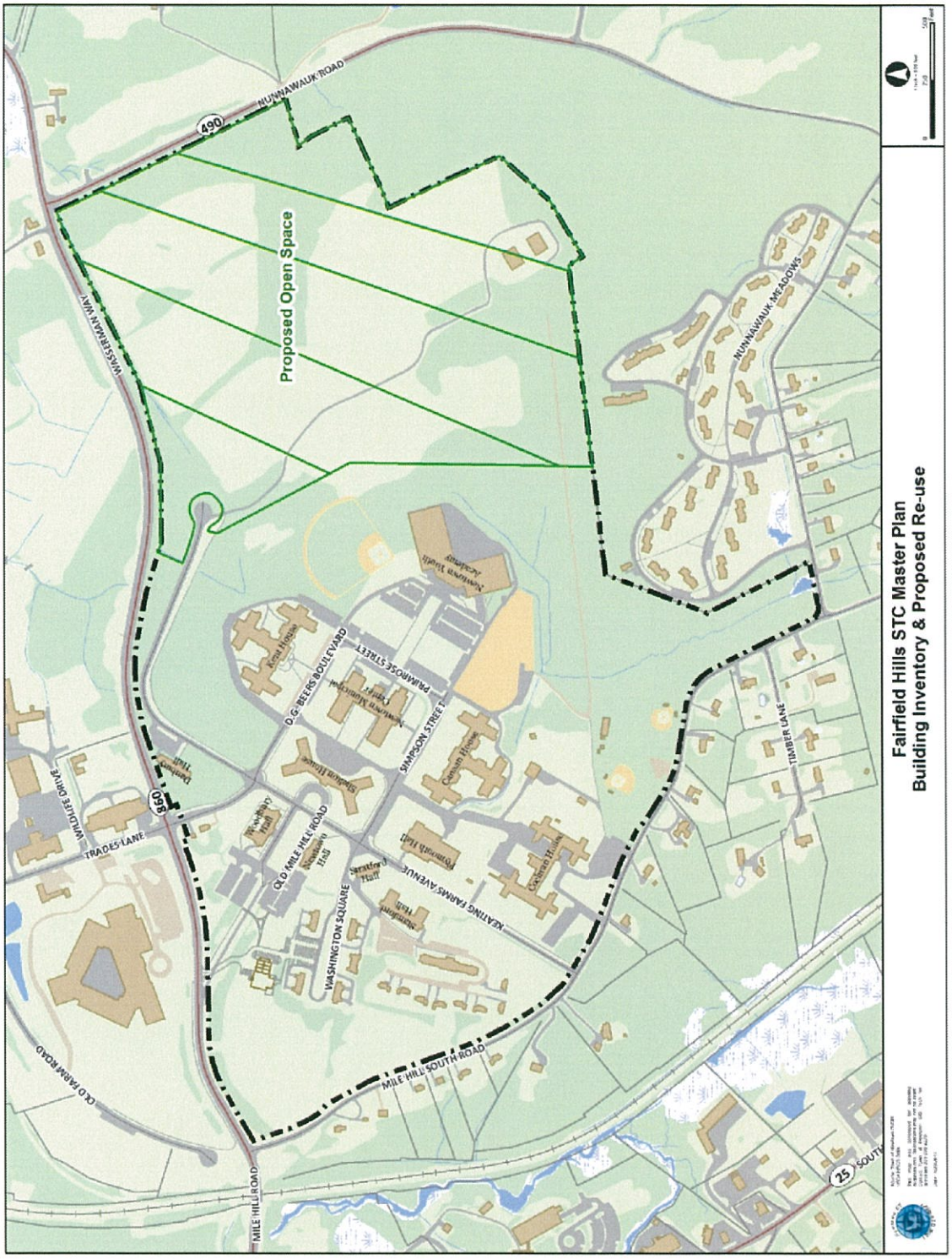


Figure 7: Fairfield Hills Open Space Map

F. How the Plan Meets Community Objectives

The recommended Master Plan meets several basic objectives established by the Newtown community through dialogue over the last two Master Plan efforts. These objectives are as follows:

- **Prepare a plan through a process of extensive public participation.**

  The Fairfield Hills Master Plan Ad Hoc Committee held 26 meetings open to the public including invitations to over 45 community groups; sponsored a 2 night workshop in June, sponsored a tour of the campus on Saturday, October 5th with between 350 and 400 people in attendance; produced a video tour of the campus for broadcast on local access TV and sponsored a 2 session workshop on Saturday, November 16th. In addition, the 2010 Fairfield Hills Master Plan Review Committee engaged the Newtown community in a comprehensive review of the plan, including a Community Input Council, two Open Community Conversations that used café-style discussion groups, and a town-wide survey that elicited over 1000 responses. This document has been amended in response to those efforts, especially with respect to the overall vision for the property and the importance of open space to the community.

- **Provide for additional playing fields and new municipal space for Town and Board of Education offices as specified in the bond issue approved by Town Meeting in June, 2001.**

  The amended plan maintains the original space allotted for the seven fields. A new plan for the configuration of that space will be provided by the Parks and Rec staff and will be retrofitted into the Master Plan Map when available. Such a reconfiguration may change the number of fields supported, though the final number of fields is expected to be within the Parks and Rec long term needs.

  The Newtown Municipal Building is now located centrally within the campus and has provided the community with access to services as needed.

- **Maintain the architectural and site design characteristics of a campus.**

  The recommended plan accomplishes this objective by retaining the core buildings. The architecture of any new buildings would have to be compatible with the traditional buildings on the Campus. Guidelines for compatible architecture will be included in the Master Plan submission to the Planning and Zoning Commission. In addition, there is a Landscape Design Guidelines document to further ensure that the design characteristics of the campus are maintained.

- **Conserve open space areas on the campus.**

  Land outside the core campus will remain undeveloped Open Space.

VI. Development Procedures

Initial phasing and expenditures outlined in the 2005 Master Plan have essentially been completed, with two notable exceptions being the demolition of Cochran and Danbury Halls and the construction of new playing fields. Current economic conditions have contributed to a less aggressive phasing plan, with several key activities cued up and waiting to be addressed in the current Capital Improvement Plan (CIP). While the CIP is generally considered a five-year planning document, all items are subject to annual reconsideration and approval by the Board of Selectmen, Board of Education, Legislative Council and Board of Finance.

Additional development opportunities from independent, external parties are welcome, and would be reviewed as described below.

A. Scheduled Public Expenditures

The current approved 5-year CIP (2013 - 2014 to 2017 - 2018) includes the following planned activities for the Fairfield Hills campus:

- 2013-2014: Danbury Hall Demolition ($250,000)
- 2014-2015: Walking Trails Phase II ($300,000)
- 2015-2016: Building Demolition-unspecified ($2,400,000)
- 2016-2017: Walking Trails Phase III ($500,000)
- 2017-2018: Building Demolition-unspecified ($1,000,000)

B. Procedures for Fairfield Hills Development Proposals

In general, any proposed development should be in compliance with the Fairfield Hills Adaptive Reuse Zone[1] and with the Campus Design Guidelines[6]. Developers are encouraged to meet with the Fairfield Hills Project Review Team, as needed, to ensure that the previous requirements have been met. This team is comprised of Director of Planning and Land Use and the Director of Economic and Community Development.

More specifically, the procedure for developers to submit proposals for projects at Fairfield Hills Campus includes the following:

1. Developer or agent contacts the Project Review team to discuss and introduce the initial project and schedules meetings with the team to develop a conceptual plan that is in compliance with the Newtown Zoning Regulations and consistent with the Fairfield Hills Master Plan.
2. Once the project receives a positive referral from the review team, a site plan will be referred to the Fairfield Hills Authority (FHA), where public comment is invited. The site plan will include the building, setbacks, and parking. If the project receives a positive referral from the FHA it will be contingent upon Planning and Zoning Commission (P&Z) approval and negotiation of the lease.

3. After the conditional acceptance the FHA will refer the site plan to the P&Z and if required the Inland Wetlands Commission. For new building construction, the developer will have to submit an application to the P&Z for a Site Development Plan or Special Exception – if the project is located in the Aquifer Protection District – which includes a public hearing. If the development is a reuse of an existing building the developer has to submit a site plan to P&Z for the approval of parking, lighting, stormwater drainage and landscaping plans. Again, all project applications must comply with Newtown Zoning Regulations.
4. After P&Z approvals, the final site plan will be resubmitted to the FHA for lease negotiations.
5. Once the lease has been negotiated the FHA will refer the project to the Board of Selectman for public hearing and final approval.

VII. Impacts of the Master Plan

A. Traffic and Parking

Currently, the town has approval from the State Traffic Commission for the redevelopment of 338,590 sq ft of building space, including 125,093 sq ft for the municipal center and the youth academy. The report approved by the State Traffic Commission on May 6, 2008[7], indicates that the development is expected to generate an additional 192 vehicle trips during the morning peak and 388 trips during the evening peak times. These volumes were approved by the Department's Bureau of Policy and Planning. Deviations from the submitted report must be vetted with the State Traffic commission. For example, an application was needed for the proposed emergency services facility in 2012.

This section will be expanded should future town-wide traffic studies include recommendations relevant to the campus.

B. Utilities and Drainage

Due to its past use as a hospital, the Fairfield Hills Campus has a fully developed utility infrastructure including public water, sanitary sewers, storm drainage, electric and telephone service. This infrastructure is of varying ages and condition depending on the specific systems. However, in general, the systems date back to the 1930's when the hospital was originally opened with a variety of upgrades over the years. For example, the original sanitary sewer plant serving the Campus was abandoned and the Campus is served by the recently constructed Town sewer plant. Other upgrades have included the covering of what were previously open water reservoirs on the Campus to create concrete water storage facilities. The following describes existing utility infrastructure as shown on Figure 8 the Fairfield Hills Utilities Map.

Figure 8: Fairfield Hills Utilities Map

The following is a description of the existing water, sanitary sewer and stormwater systems at the Fairfield Hills Hospital (FHH) campus, based on review of available mapping, visual observations and discussions with Town and FHH management staff.

Water System

Water is supplied to the FHH campus by two stratified drift wells (#7 and #8) located on land owned by the Pootatuck Fish & Game Club (PFGC). (Another well (#3) located on FHH property, has also been used in the past as a partial backup supply.) The PFGC wells are high yield, in the range of 200 to 400 gpm each, and are physically located in concrete buildings, and were installed in approximately 1947. The wells pump water to the pump house on Mile Hill Road. Some minor water treatment is provided at the pump house for chlorination and phosphate addition. This capacity has been determined to be sufficient on a daily basis to meet the needs of the Campus as shown in the Master Plan as well as any future development which may occur.

Well #3 and the pump house are on State owned land. The other 2 wells are on land owned by the Pootatuck Fish and Game Club (PFGC). The PFGC has leased the use of the water to the State, which is a 99 year agreement to supply water to the campus. Water is conveyed from the pump house to two storage tanks on the southeast side of the campus. These two in-ground concrete tanks, or bunkers, are reportedly of 500,000 gallon capacity each. These were originally open storage, but were later covered for water quality purposes.

Most of the water mains were installed in the 1930's, and are reportedly 6" to 12" inch diameter cast iron pipes with leaded joints. Newer mains serve Garner Correctional Institute (8 inch diameter) and the Nunnawauk Meadows Housing Complex (10 inch diameter), and a newer 16 inch main was installed on the campus in the 1950's to improve fire protection capability.

We estimate there are about 30,000 feet of mains in this system that are 6 inch diameter and larger, plus numerous water service lines smaller than 6 inch. Approximately 11,000 feet of this length are the transmission mains between the wells and the tanks and between the tanks and the campus. The 30,000 foot estimate does not include the main to Garner C.I. (approximately 1,900 feet). There is also an interconnection with the United Water Connecticut water system for potable water, which is intended primarily for emergency domestic water supply use.

The system has been transferred to the Newtown WPCA which has contracted with Aquarion to manage the system.

Wastewater Collection System

The sewer system serving the FHH campus was owned by the State, and also serves Garner Correctional Institute and Nunnawauk Meadows. These sewers discharge into the Town's sewer system (installed in 1995) near the FHH's razed wastewater treatment plant, adjacent to Deep Brook.

There are approximately 15,000 feet of sewers in the FHH system. The bulk of the sewer lines were installed in the 1930's and are likely 8 inch diameter vitrified clay pipe (VCP). The VCP of this vintage was not as durable or watertight when it was new as are today's materials, and this VCP has been in place for many decades.

The sanitary sewer system conveys wastewater from each building on the campus, and also collects infiltration and inflow (I/I) from the service area. Infiltration is groundwater that enters the sewer pipes and manholes through cracks and non-watertight joints, while inflow comes from storm drains and roof leaders that are improperly connected to the sanitary sewer. Flow monitoring records from the flowmeter where the State's flow enters the Town sewer system indicate the presence of both infiltration and inflow, and the FHH flows peak significantly when there is a heavy precipitation event. A previous I/I study of the FHH sanitary system also documented significant amounts of extraneous water (I/I) in this older system.

The system has been transferred to the Newtown WPCA which has contracted with Aquarion to manage the system. Based upon the proposed plan for the campus, the allocation of wastewater treatment between the Garner Correctional Institute and other uses is more than adequate to accommodate re-use of the campus.

Stormwater System

The FHH stormwater system collects surface water and groundwater from several sources. A watercourse that drains onto the campus from the Nunnawauk Meadows area is collected near the Canaan House. Catch basins capture surface water from parking lots, roadways and some lawn areas. According to older mapping, each building is connected to the drainage system, where stormwater from roof drains and groundwater from foundation drains enter into the system. This assumption will be checked for buildings that will remain at the campus, as it is possible that some cross connections have been made to sanitary sewers over time, contributing to the observed inflow from the campus to the wastewater treatment plant.

Pipe sizes in the system range from 4" diameter to twin 36" diameter pipes. Pipe material is reportedly concrete. An estimated total of 22,000 l.f. of stormwater pipes are in the campus area.

There are at least 3 stormwater system outlets that drain across Old Farm Road to Deep Brook. The major outlet consists of twin 36" diameter pipes, and is located east of the power plant.

Stormwater Management

Existing Conditions: The campus is situated on a topographic high, west of the Pootatuck River and south of Deep Brook. The 186 acre property drains to both watercourses, however stormwater runoff from the existing campus development primarily drains toward Deep Brook. A small portion of the campus development flows toward the Pootatuck River.

The campus has an existing stormwater drainage system, which was built in the 1930's. A small watercourse flows from the Nunnawauk Meadows area onto the campus, and is captured by the drainage system.

The main stormwater outfall or discharge location is located east of the power plant and storehouse. Twin 36" concrete pipes convey stormwater to a concrete lined channel and eventually to Deep Brook.

Approximately 23 acres of buildings and pavement cover the watershed that drains to the twin 36" pipes. With woods and lawn, the TR-55 curve number is approximately 80.

Proposed Conditions: For the long term plan, drainage patterns on the 186 acre property will not change significantly. Most of the stormwater runoff will continue to be routed toward the twin 36" pipe discharge location at Deep Brook. The existing drainage system is functioning adequately and can remain in place with minor modifications for new catch basin locations.

The proposed Master Plan will consist of approximately 20 acres of buildings and pavement cover, for the watershed that drains to the twin 36" pipes. This is less impervious cover than is on site at present. With woods and lawn, the TR-55 curve number is approximately 79. With the reduction of impervious cover, peak discharge rates and stormwater runoff volumes will be reduced somewhat as shown on the following summary:

	Runoff Volume	**Peak Discharge (25 year)**
Existing Conditions	39 Ac-Ft	237 cfs
Long Term Plan	38 Ac-Ft	229 cfs

Based upon this future situation, there is no need to provide additional on-site drainage systems or detention facilities. There will be more detailed design undertaken to determine the need for improvements to improve the quality of water which drains into Deep Brook.

VIII. References

Hardcopy versions of the Master Plan and related documents are available from the Town of Newtown and can be found online as follows:

[1] Newtown Zoning Regulations
http://www.newtown-ct.gov/Public_Documents/NewtownCT_ZoneRegs/zoning

[2] Fairfield Hills Master Plan, March 2005
http://www.fairfieldhills.org/PDF/MasterPlan2005.pdf

[3] Modifications To Fairfield Hills Master Plan
http://www.newtown-ct.gov/Public_Documents/NewtownCT_FFHills/ModToPlan.pdf

[4] The Fairfield Hills Master Plan Review Committee Final Report
http://www.newtown-ct.gov/Public_Documents/NewtownCT_FFHMPRC/FFHMPRC%20FinalRecommendations[1].pdf

[5] Fairfield Hills Landscape Design Guidelines
http://www.fairfieldhills.org/PDF/Landscape-Design-Guidelines.pdf

[6] Geological Study. Available at the Newtown Land Use Department

[7] State Traffic Commission. Available at the Newtown Land Use Department