



# Southbury Training School Future Use Study

 **MILONE & MACBROOM**

Prepared for the Town of Southbury Planning Commission

April 23, 2018

# Executive Summary

Introduction.....	3
Previous Studies .....	3
Case Studies.....	4
Potential Future Uses.....	4
Recommendations .....	5
Strategies .....	7

Appendix A: Future Use Plan Map

Appendix B: Recommendations and Strategies from September 12, 2017 Meeting

Appendix C: Summary of Feedback from June 13, 2017 Workshop

Appendix D: Existing Conditions Assessment from May 23, 2017 Meeting

## Introduction

Southbury Training School (STS) is a residential facility for adults with intellectual/developmental disabilities (I/DD) run by the Connecticut Department of Developmental Services (DDS). At its peak, STS was home to 2,300 residents, supported by thousands of staff. Beginning in 1986, admissions were closed to new residents. This shift was part of a larger nationwide movement away from large state-run institutions to smaller group home settings. The STS resident population has declined significantly over the last 30 years as elderly residents died and others transitioned to group home settings. Nonetheless, STS remains home to 224 residents and employs more than 600 workers.

DDS has no set date for closing STS and there remains uncertainty over the future long term use of the site. In response to the declining resident population, STS is in the process of consolidating facilities within its campus. In 2013, the Connecticut General Assembly passed a bill preserving 825 acres of agricultural land on the west side of the campus. This area is currently leased to area farmers and was not part of the project study area. The Town of Southbury supports the continued use of STS as a facility serving persons with intellectual/developmental disabilities as recommended by the STS Board of Trustees. However, fiscal and policy uncertainties at the state level underscore the need for Town of Southbury to assess what other uses may be both viable and locally supported on the site in the event that the state discontinues STS's current functions or sells all or portions of the property.

The Town of Southbury Planning Commission contracted with Milone & MacBroom, Inc. to conduct a Future Use Study for the STS campus. The Future Use Study builds upon work completed as part of the 2012 Plan of Conservation and Development, the 2014 Comprehensive Campus Study, and 2015 to 2016 environmental investigations. The purpose of the study was to determine which other uses may be viable based on market conditions, as well as the unique physical, environmental, and infrastructure characteristics of the site. Ideas were vetted at public workshops, ultimately leading to a plan that is supported by both the community and anchored in reality. Finally, the study outlines the next steps that the Town of Southbury can take to ensure that the future use of the property aligns with the community's vision.

## Previous Studies

This study builds upon previous studies of the STS campus, notably the 2012 Plan of Conservation and Development, the 2014 Comprehensive Campus Study, and the 2015 and 2016 environmental assessments. The STS campus contains water and sewer infrastructure that can support a wide range of uses. In general, environmental and building conditions are not impediments to development. Unlike other large state institutions, such as Fairfield Hills Hospital and Norwich State Hospital, the buildings at STS are generally in good condition. With the exception of one staff house, no major structural deficiencies were found. While some buildings are in need of mechanical upgrades and abatement of hazardous building materials, these deficiencies are not uncommon in buildings of the same vintage. The State of Connecticut has

been vigilant in making ongoing improvements to buildings to address these deficiencies. Similarly, environmental testing indicates that environmental contamination does not exceed thresholds that require remediation although additional testing is recommended in the vicinity of the Power House and maintenance garage.

Previous studies also conducted extensive public outreach in order to determine which uses were supported by the community. Agriculture, agricultural education, open space, recreation, and general education were determined to be the most desirable uses. Vocational training, corporate office and residential uses were also determined to be desirable. Retail and manufacturing were not desired by the community on the STS site. STS is listed on the National Register of Historic Places, and special consideration should be given to preserving historic and architecturally significant buildings on the campus.

## Case Studies

The project team looked at local and national case studies for large state institutions including hospitals, residential care facilities, and correctional institutions and identified common barriers to redevelopment. Many former institutions have historic status and protections, and the cost to renovate these historic structures often exceeds the cost of new construction. However, this same status may also provide access to funding opportunities such as historic preservation tax credits. Finally the redevelopment of these sites can be a long, ongoing process depending on the condition of buildings, the site location, and regional market characteristics. Rural sites that are disconnected from the highway system and population centers typically have a more difficult time being redeveloped than sites in urban areas.

## Potential Future Uses

Potential future uses were assessed from market feasibility, locational and physical attributes, and community support standpoints. Retail and office uses were not found to be feasible on the STS campus, as these uses generally require high traffic volumes and proximity to highways and population centers; characteristics that STS site does not have. Recreational uses were supported by the community, with the greatest support for passive recreational activities. Southbury's shrinking number of school-aged children limits opportunities for a locally-supported commercial recreational facility. However, a larger youth tournament facility may be viable, drawing in users from the region and potentially providing a stimulus to local businesses.

Single-family residential uses are permitted as-of-right based on the underlying zoning. While the regional single-family housing market has been sluggish over the last decade, it may rebound when regional and statewide economic conditions improve. At the public workshop, approximately two-thirds of participants did not support future single-family housing on the STS campus.

Existing sewer and water infrastructure on the STS site could support higher density housing development. A 180-unit affordable senior rental housing development has been proposed on the southeastern portion of the STS site in the vicinity of Village Road. The project is currently on hold, but has been incorporated into the Future Use Plan as this type of housing has broad support from the community. However, the community does not support detached, owner-occupied senior housing.

The feasibility of institutional uses depends on the unique needs of each potential user, although institutions that can reuse the existing buildings and infrastructure on campus are presumably most viable. Institutional uses were broadly supported by the community and could potentially include town offices, residential facilities and services for the I/DD community, educational facilities, vocational training, and residences and services for veterans. Similarly, agricultural uses such as sustainable farming, indoor hydroponics and aquaponics, and agricultural training also had broad community support.

Finally, alternative energy development projects were assessed. A solar farm could be placed on the level area of the site along South Britain Road. However, a solar farm does not fit the context of the area, as they would detract from the pastoral nature and community character of the rest of the campus. Wind conditions on the STS site are rated as “poor to marginal,” and wind power is unlikely to be economically viable. While large scale solar and wind power were not supported by the community, smaller scale solar projects could be incorporated as an ancillary use providing power to agricultural, institutional, or recreational uses.

## Recommendations

The Town of Southbury fully supports the STS Board of Trustees recommendation that the STS campus continue to be used as a facility that serves the state’s I/DD community with the potential to extend services to veterans with traumatic brain injuries (TBI) and persons with autism. These uses best utilize the campus’ unique combination of residential, health care, educational, and vocational spaces. In the event that STS’s current functions are discontinued, a range of other uses may be viable. Given the large size of the STS campus, it is unlikely that a single use would occupy the entire site. Therefore, future uses were tied to smaller development areas that had the environmental and infrastructure conditions needed to support them. Potential future uses are summarized below and depicted on the STS Future Use Plan Map.

**Senior Rental Housing** – Existing roadways, utilities, and level topography in the vicinity of Village Road makes this portion of the campus well suited for senior rental housing. This property is the site of a proposed 180-unit affordable senior housing development called Pierce Hollow Village. The project is currently on hold due to uncertainties over state funding. There is a long waiting list for Southbury’s limited number of affordable units, and additional affordable senior housing is needed.

**Agriculture** – The STS campus is well suited for a range of indoor and outdoor agricultural uses. Larger residential buildings, such as those along Yankee Drive, could be repurposed to support indoor hydroponics, aquaponics, or agricultural training and education. Level areas of the site could be used as agricultural fields, or can be developed into greenhouses.

**Institutional** – Institutional uses are best suited for the large, architecturally significant buildings surrounding the main lawn including Roselle Hall, Crawford Hall, and the Administration Building. These buildings have large interior spaces, ample parking areas, and have excellent visibility from South Britain Road. Institutional uses with a residential component are also suited for the residential portion of the campus along Colony Court, White Oak Court, Hartford Hill, and Constitution Hill. Potential institutional uses include I/DD housing and services, veterans housing and services, government offices, vocational training, and education.

**Passive Recreation** – The environmentally sensitive area around Lake Stibbs on the east side of South Britain Road is uniquely suited for passive recreation and already is used by Southbury residents for community events. Environmentally sensitive areas include wetlands, flood zones, and two wells used to supply drinking water to the STS campus. It is recommended that a community park be established to protect these sensitive resources and preserve the area for community use. The greenhouses along South Britain Road can be reused for community agriculture.

**Active Recreation** – Active recreation uses such as athletic fields are best suited for the large flat portions of the site. A private community-oriented athletic facility may not be feasible from a market perspective due to the declining number of school-aged children in Southbury and surrounding towns. However, a tournament facility used for large events which draws in users from a larger area may be viable. The west side of the campus south of Constitution Hill can support approximately nine athletic fields. The level areas near the health center, workshop and Fleck Hall could support additional athletic facilities.

**Solar Panels** – While a large-scale solar farm does not fit with the rural character of the site, small-scale solar projects could be developed in conjunction with other primary uses such as agriculture, active recreation, or institutional uses. It is intended that these projects would provide power for other parts of the campus.

## Strategies

Strategy	Applicable Future Uses	Responsible Entities	Timeline
Amend the Southbury Plan of Conservation and Development to include the Future Use Study	All	PC	ST
Modify zoning regulations to align with Future Use Study	All	ZC	ST
Develop a property subdivision plan	All	State, PC	ST
Continue ongoing environmental remediation and building upgrades	Inst, Ag, SH	State	ST
Conduct an assessment of town facilities to determine needs and feasibility for relocation of Southbury municipal offices to Training school.	Inst (municipal)	BOS, PC	LT
Conduct a fiscal impact analysis for any proposed town use of the STS campus	Inst, AR, PR (municipal)	BOS, BOF	LT
Conduct a building reuse and programming assessment	Inst	Private, BOS, or State	LT
Apply for a State Open Space Grant or work with a non-profit organization such as the Southbury Land Trust or Nature Conservancy to purchase the land surrounding Lake Stibbs	PR	BOS, CC, PRC	LT
Conduct a market assessment and community needs assessment for athletic fields and recreational facilities	AR	Private Entity, BOS, PRC, BOF, EDC	LT

### Responsible Entities

**BOS** - Southbury Board of Selectmen  
**CC** - Southbury Conservation Commission  
**PC** - Southbury Planning Commission  
**PRC** - Southbury Parks and Recreation Commission  
**ZC** - Southbury Zoning Commission  
**State** - State of Connecticut  
**Private** - Private Entity or Developer  
**BOF** - Southbury Board of Finance  
**EDC** - Southbury Economic Development Commission

### Applicable Future Uses

**Ag** - Agriculture  
**AR** - Active Recreation  
**Inst** - Institutional  
**PR** - Passive Recreation  
**SH** - Senior Rental Housing

### Timeline

**LT** - Long Term  
**ST** - Short Term

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Appendix A: Future Use Plan Map

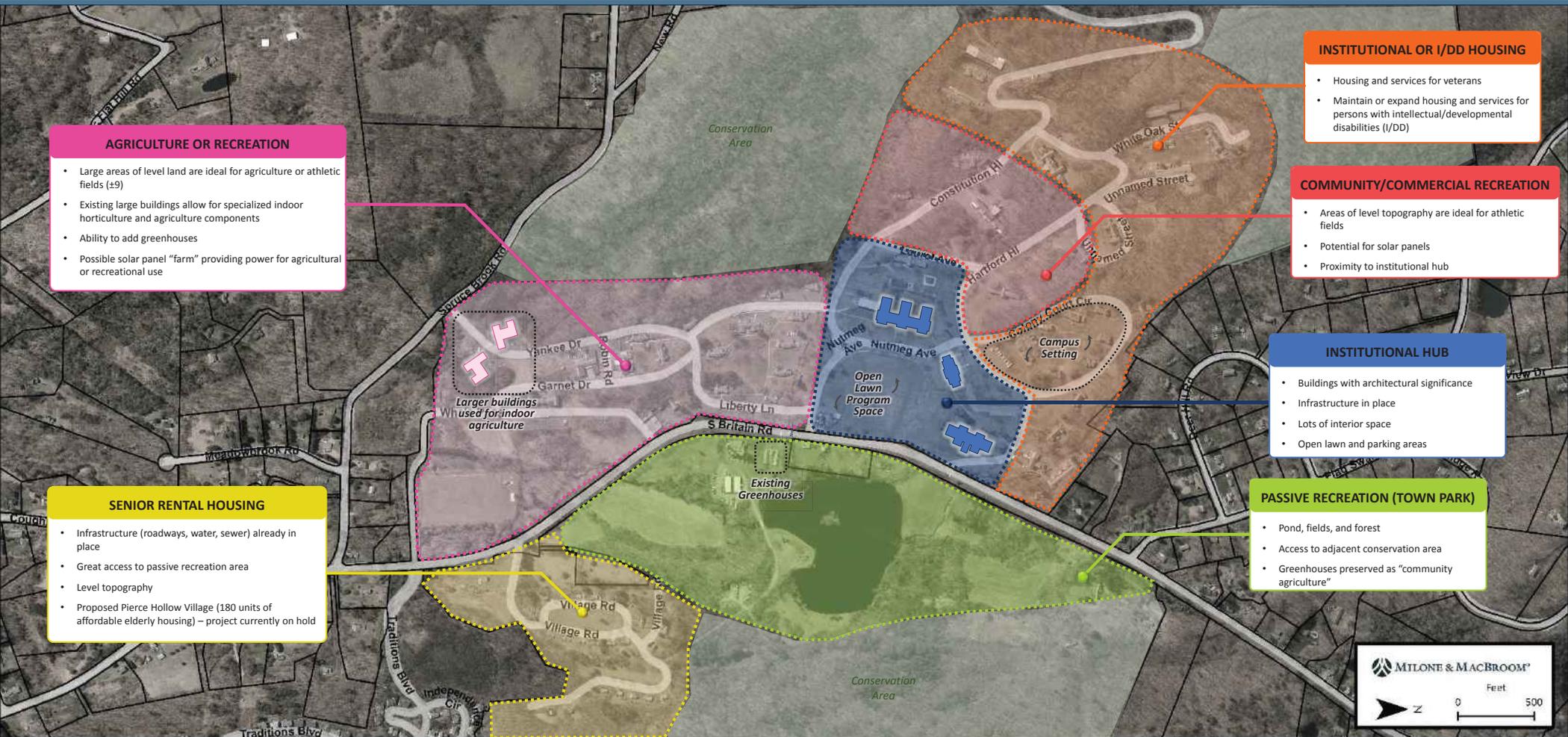
Appendix B: Recommendations and Strategies

Appendix C: Summary of Feedback from June Workshop

Appendix D: Existing Conditions Assessment



# Appendix A: STS Future Use Plan Map



**AGRICULTURE OR RECREATION**

- Large areas of level land are ideal for agriculture or athletic fields (±9)
- Existing large buildings allow for specialized indoor horticulture and agriculture components
- Ability to add greenhouses
- Possible solar panel "farm" providing power for agricultural or recreational use

**INSTITUTIONAL OR I/DD HOUSING**

- Housing and services for veterans
- Maintain or expand housing and services for persons with intellectual/developmental disabilities (I/DD)

**COMMUNITY/COMMERCIAL RECREATION**

- Areas of level topography are ideal for athletic fields
- Potential for solar panels
- Proximity to institutional hub

**INSTITUTIONAL HUB**

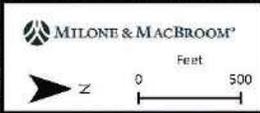
- Buildings with architectural significance
- Infrastructure in place
- Lots of interior space
- Open lawn and parking areas

**SENIOR RENTAL HOUSING**

- Infrastructure (roadways, water, sewer) already in place
- Great access to passive recreation area
- Level topography
- Proposed Pierce Hollow Village (180 units of affordable elderly housing) – project currently on hold

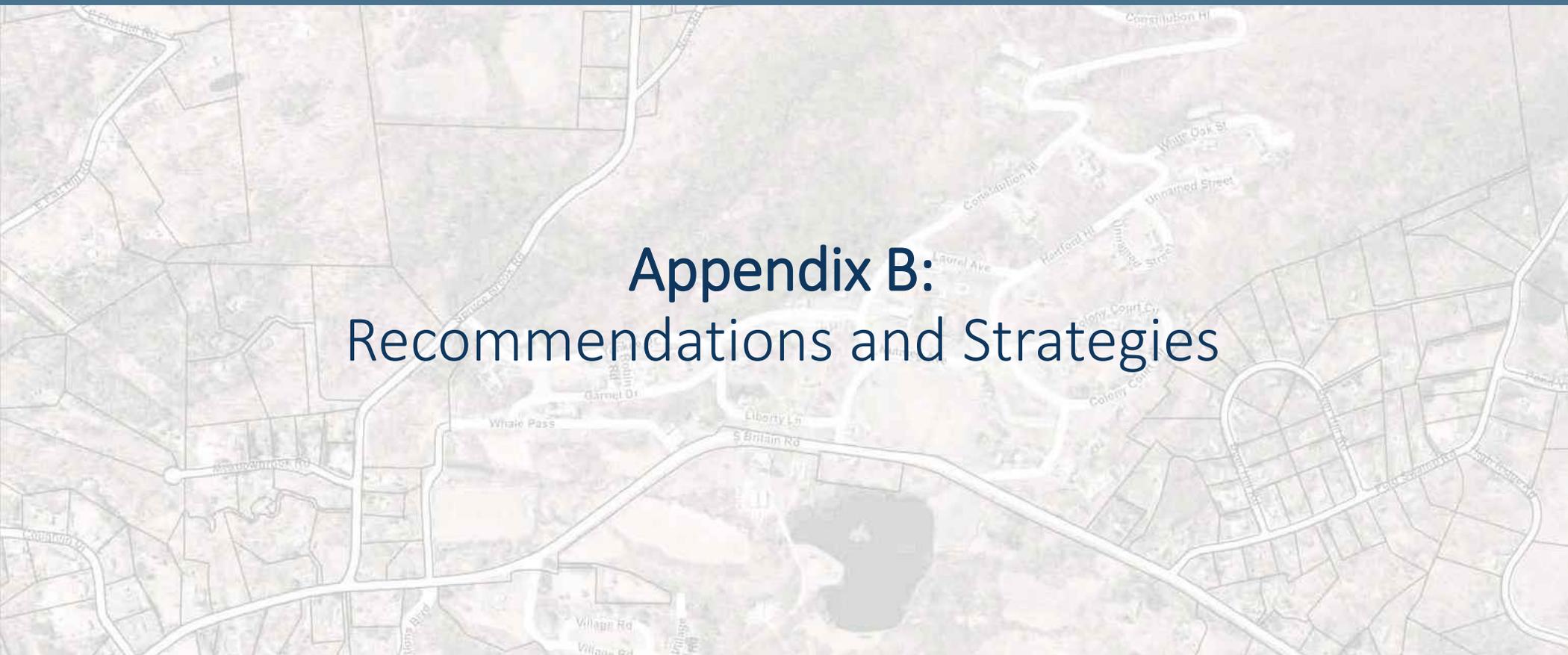
**PASSIVE RECREATION (TOWN PARK)**

- Pond, fields, and forest
- Access to adjacent conservation area
- Greenhouses preserved as "community agriculture"





# Southbury Training School Future Use Study

An aerial photograph of a residential area in Southbury, South Carolina, with a semi-transparent map overlay showing street names. The map includes streets such as S Carolina Hwy, White Oak St, Innamed Street, Laurel Ave, Hartford Hill, Colony Court Dr, Colony Court, S Britain Rd, Liberty Ln, Garnet Dr, Village Rd, and S Carolina Hwy. A large pond is visible in the lower center of the map.

## Appendix B: Recommendations and Strategies



# STS Future Use Plan

## **Primary Recommendation**

The Town of Southbury supports the Southbury Training School (STS) Board of Trustees recommendation that the STS campus continue to be used as a facility that serves persons with intellectual/developmental disabilities (I/DD) with the potential to extend services to veterans with traumatic brain injuries (TBI) and persons with autism. These uses best utilize the campus' unique combination of residential, health care, educational, and vocational training facilities.

## **Secondary Recommendation**

In the event that state discontinues the current STS functions and sells all or portions of the site, desirable future uses include agriculture, senior rental housing, active & passive recreation, and other institutional uses as shown on the STS Future Use Plan Map.

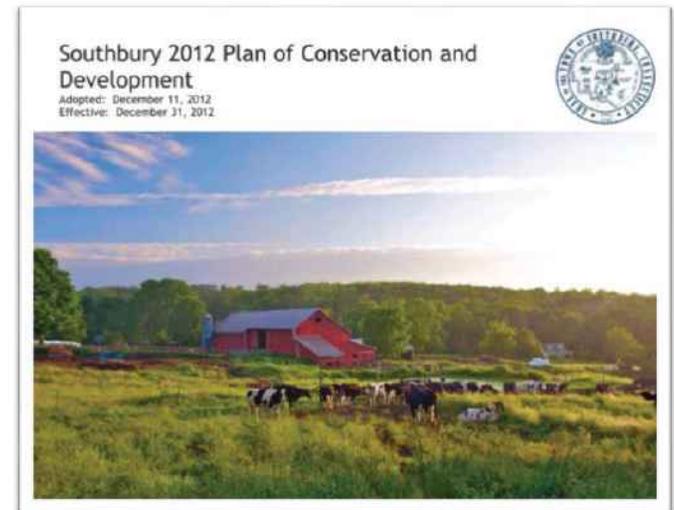


# Strategies

## Amend the Plan of Conservation and Development to include the Future Use Study

- STS Future Use Plan serves as the “future land use map” for the STS campus and can be used to support future zoning changes
- Identification of conservation and passive recreation areas on the map - could be used to support future open space grant applications

**Applicable Future Uses:** All  
**Responsible Entity:** Planning Commission





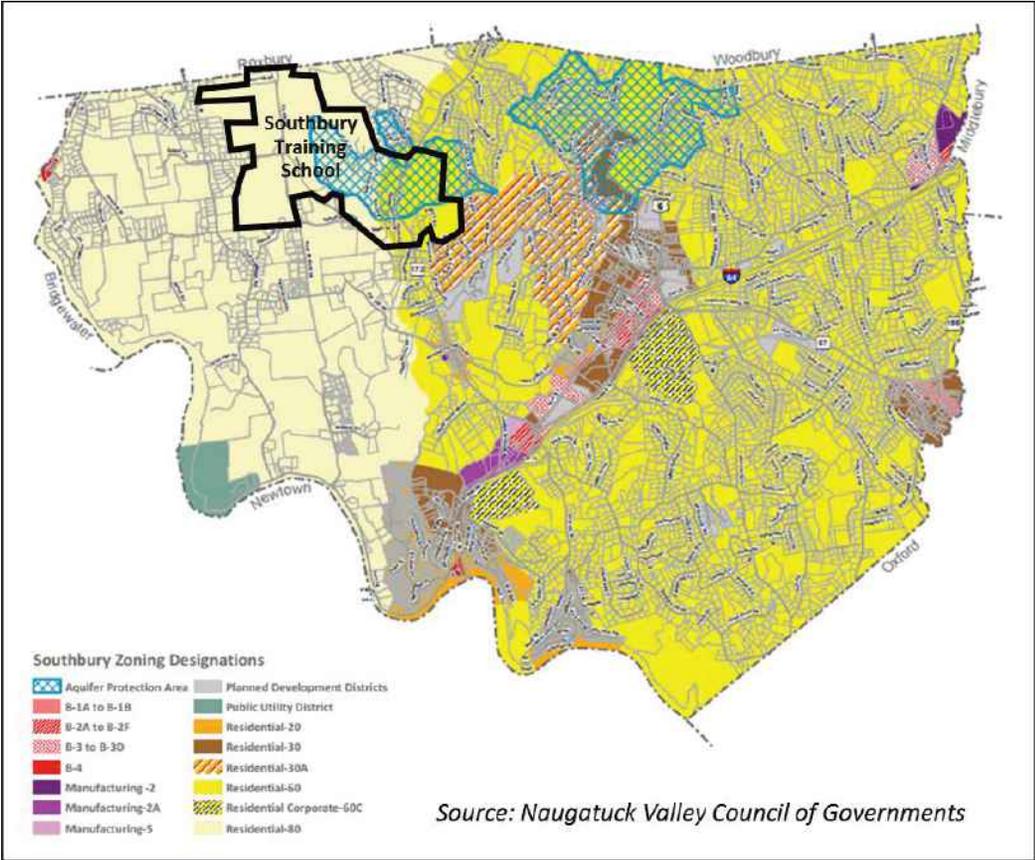
# Strategies

## Modify the Zoning Regulations to Align with the Future Use Plan

- Traditional single-family residential uses currently permitted as of right for the whole campus, but not desired by the community nor the planning commission
- Therefore residential uses should be de-emphasized
- Special “STS Campus Zone or Zones” should be created that ties preferred types of development to specific areas of the site and prohibits undesirable uses

**Applicable Future Uses:** See Future Land Use Plan Map (Appendix A)

**Responsible Entity:** Zoning Commission





# Strategies

## Develop a property subdivision plan

- Large site unlikely to be redeveloped by a single entity
- Smaller parcels more likely spur redevelopment of all or portions of the site
- Separation of conservation areas and passive recreation areas into separate parcels - can be preserved as open space in perpetuity

**Applicable Future Uses:** See Future Land Use Plan Map (Appendix A)

**Responsible Entities:** State of Connecticut, Planning Commission





# Strategies

## **Conduct an assessment of town facilities to determine needs and feasibility for relocation of Southbury municipal offices to Training school.**

Additional due diligence needed in order to determine if consolidating town facilities on portions of STS campus is financially or physically viable

- Town facilities on Main Street could be redeveloped – location supports a range of commercial or residential uses
- Additional outreach needed to gauge community thoughts on this concept



**Applicable Future Uses:**

Institutional (municipal)

**Responsible Entities:**

Board of Selectman, Planning Commission



# Strategies

## Conduct a fiscal impact analysis for any proposed town use of the STS campus

- Due diligence to be done prior to any municipal purchase
- Estimate of probable cost for property acquisition and/or building renovations
- Cost/benefit analysis

**Applicable Future Uses:** Institutional, active recreation, passive recreation (municipal)

**Responsible Entities:** Board of Selectman, Board of Finance





# Strategies

## Conduct a building reuse and programming assessment

- Determines whether existing buildings on site can support other institutional uses (educational facility, indoor agriculture, town offices, I/DD or veteran services)
  - Interior layouts
  - Mechanical systems
  - Parking
  - Accessibility
- Identifies capital improvements needed to support those uses and estimates the probable cost for those improvements

**Applicable Future Uses:** Institutional  
**Responsible Entities:** Private Developer, State of Connecticut, or Board of Selectman





# Strategies

## **Apply for a State Open Space Grant or work with a non-profit organization such as the Southbury Land Trust or Nature Conservancy to purchase the land surrounding Lake Stibbs**

- Protects environmentally sensitive areas (flood zone, wetlands, drinking water supply) surrounding Lake Stibbs
- Already used for community events

**Applicable Future Uses:**

Passive Recreation

**Responsible Entities:**

Board of Selectman, Parks & Recreation Commission, Southbury Land Trust





# Strategies

## Conduct a market assessment and community needs assessment for athletic fields and recreational facilities

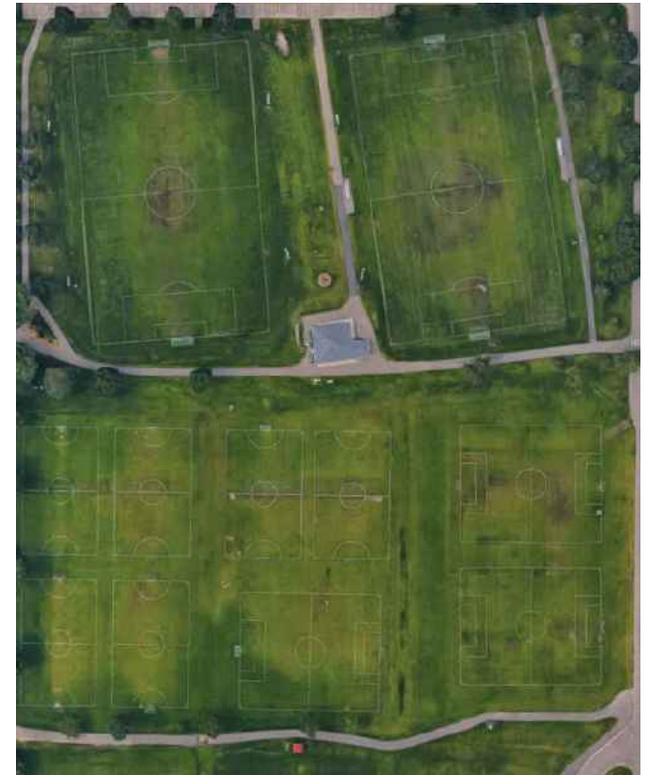
- Identifies recreation needs and deficiencies at a local and regional level.  
Determine market viability of a tournament facility

**Applicable Future Uses:**

Active Recreation

**Responsible Entities:**

Board of Selectman, Board of Finance, Economic Development Commission, Parks & Recreation Commission, Private Developers



*Tournament athletic facilities support large events a few times per year and may be used by local sports teams for the remainder of the year*



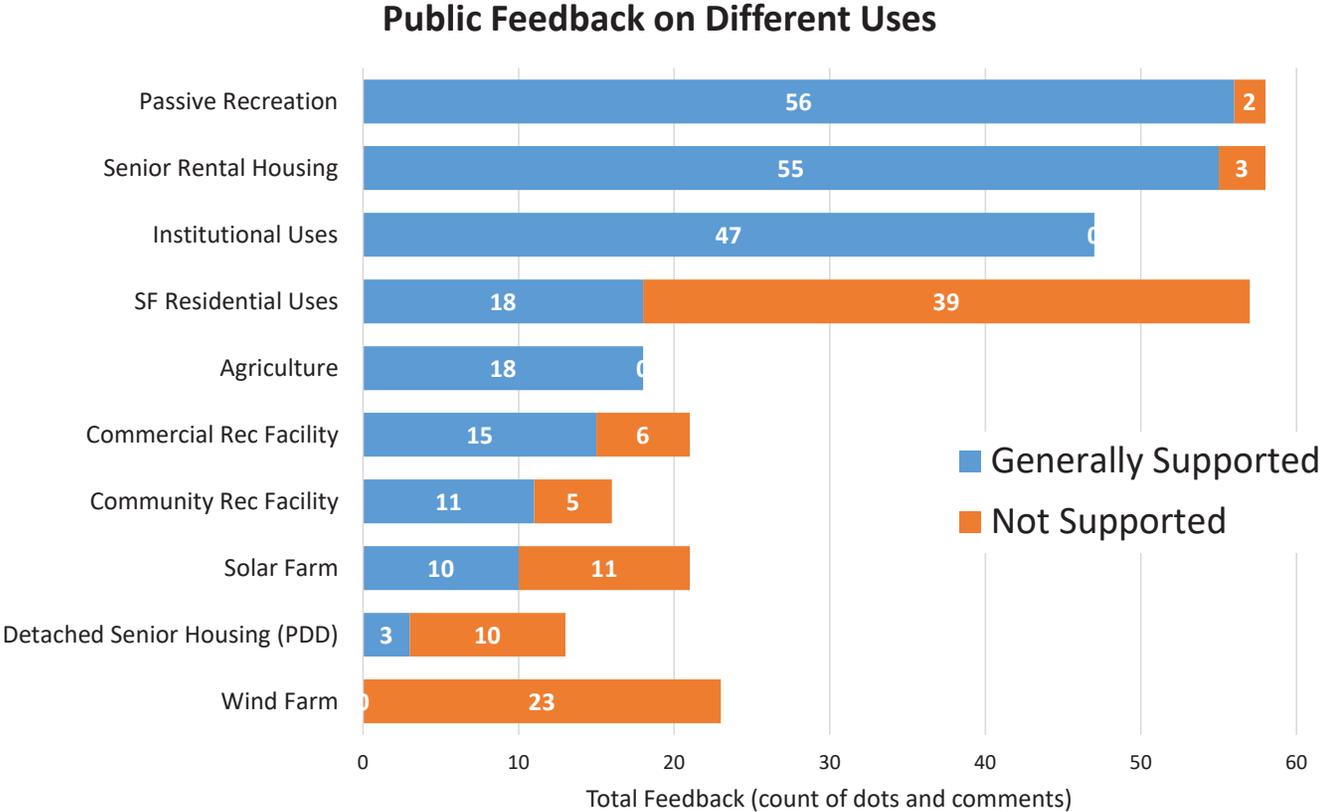
# Southbury Training School Future Use Study

## Appendix C: Summary of Feedback from June Workshop



# Public Feedback on Different Uses

- The potential uses with the most positive feedback were:
  - Passive Recreation
  - Senior Rental Housing
  - Institutional Uses
  - Agriculture
  - Recreational Uses

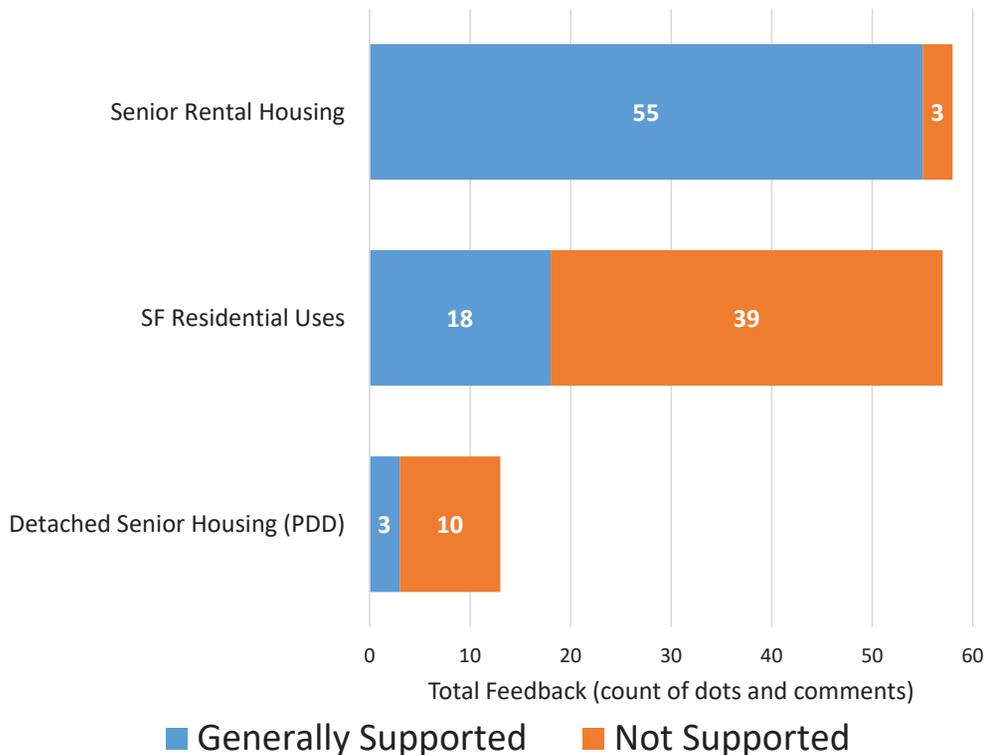




# Residential Uses

- Broad support for affordable housing for seniors
- Single Family Residential is divided with about 1/3 in favor and 2/3 of participants against
  - 2 comments in support of affordable housing for young families
- Negative feedback on Detached Senior Housing (PDD)

Public Feedback on Residential Uses

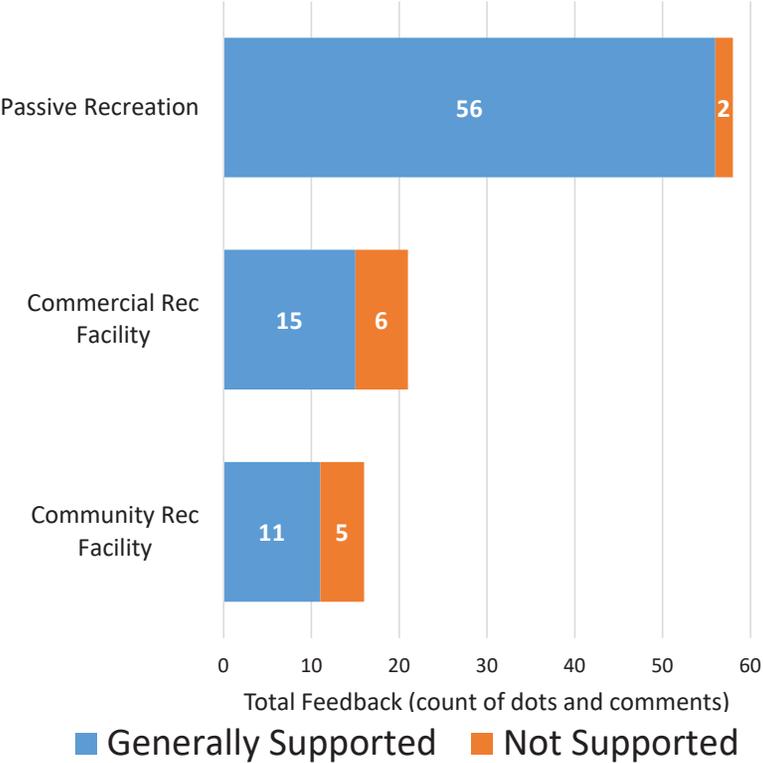




# Recreational Uses

- Broad support for passive recreation, although some concern about cost
- Comments recommended specific facilities for both potential commercial and community recreation:
  - Community Center or YMCA
  - Sculpture garden
  - Equine Center
  - Private examples given of Chelsea Piers, Aqua Turf, and Holiday Hill

**Public Feedback on Recreational Uses**

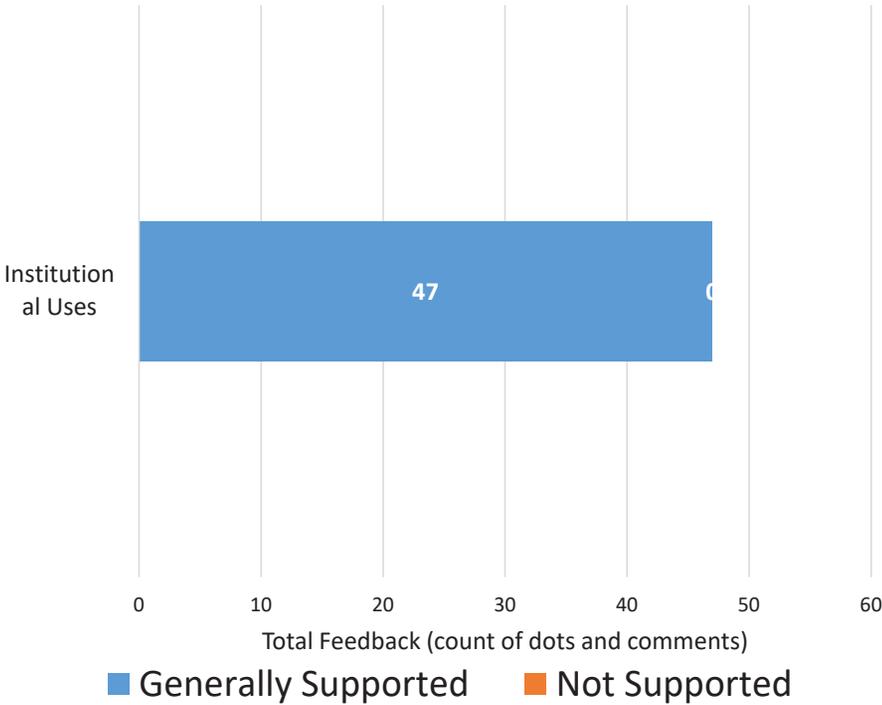




# Institutional Uses

- Broad support of a variety of institutional uses:
  - Campus to Consolidate Town Functions – Freeing up property in town center
  - Group homes for current residents, disabled
  - Services and residences for veterans
  - Services and residences for addiction recovery
  - Collaborative efforts with Naugatuck Valley Community College or other job training

**Public Feedback on Institutional Uses**

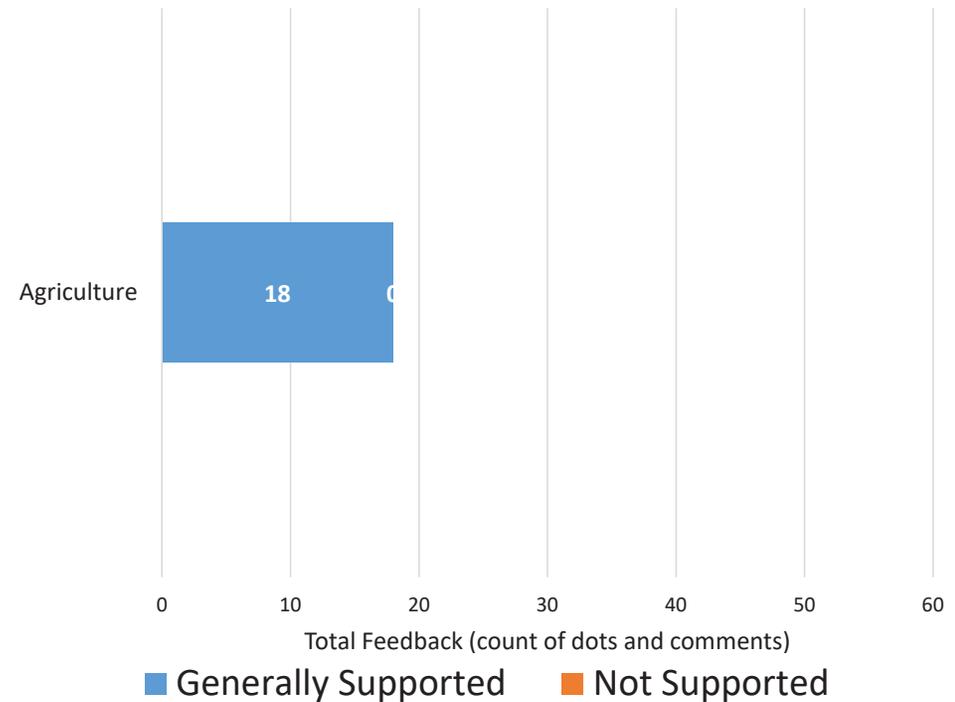




# Agricultural Uses

- Broad support for agricultural uses
- Sustainable farming, hydroponics, greenhouses, and culinary institute with a farm-to-table focus were suggested
- Could be coupled with renewable energy such as solar panels to fuel operations

Public Feedback on Agricultural Uses

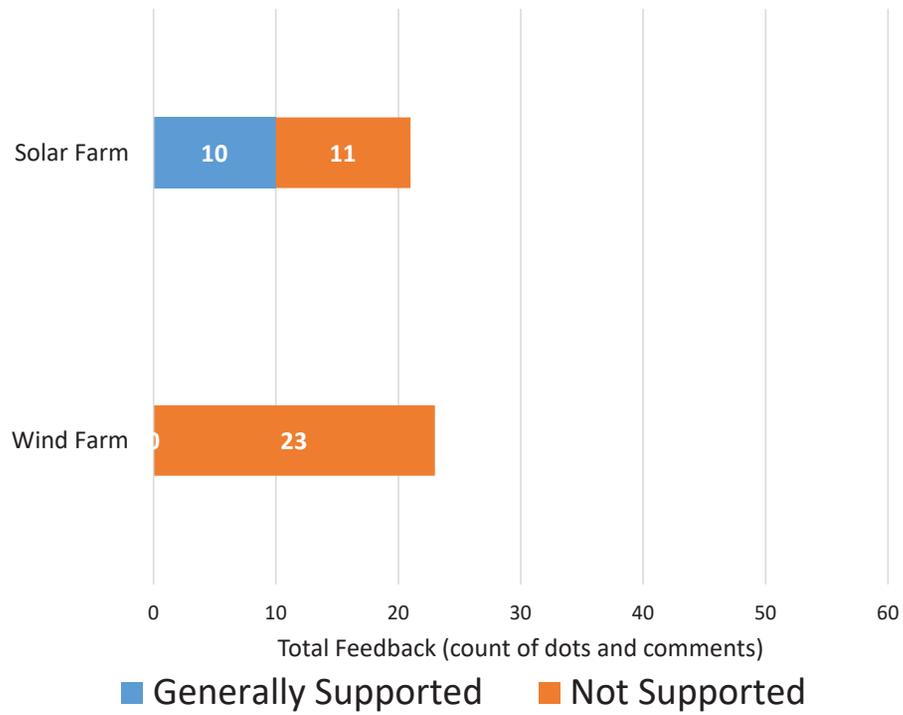




# Renewable Energy Uses

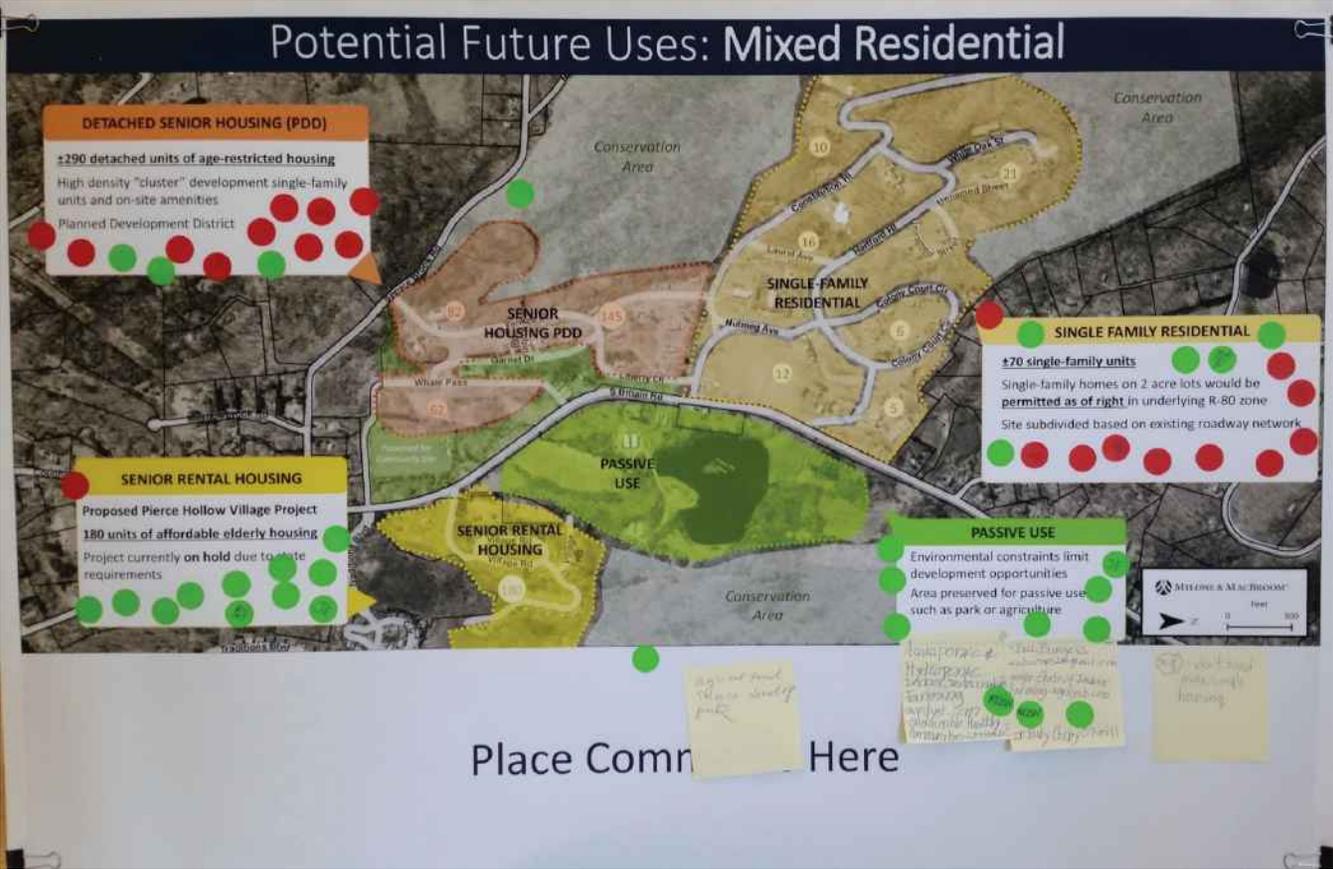
- Community is split on solar energy uses, concern about appropriateness (cloudy winters)
- No positive feedback on wind farm uses

Public Feedback on Renewable Energy Uses



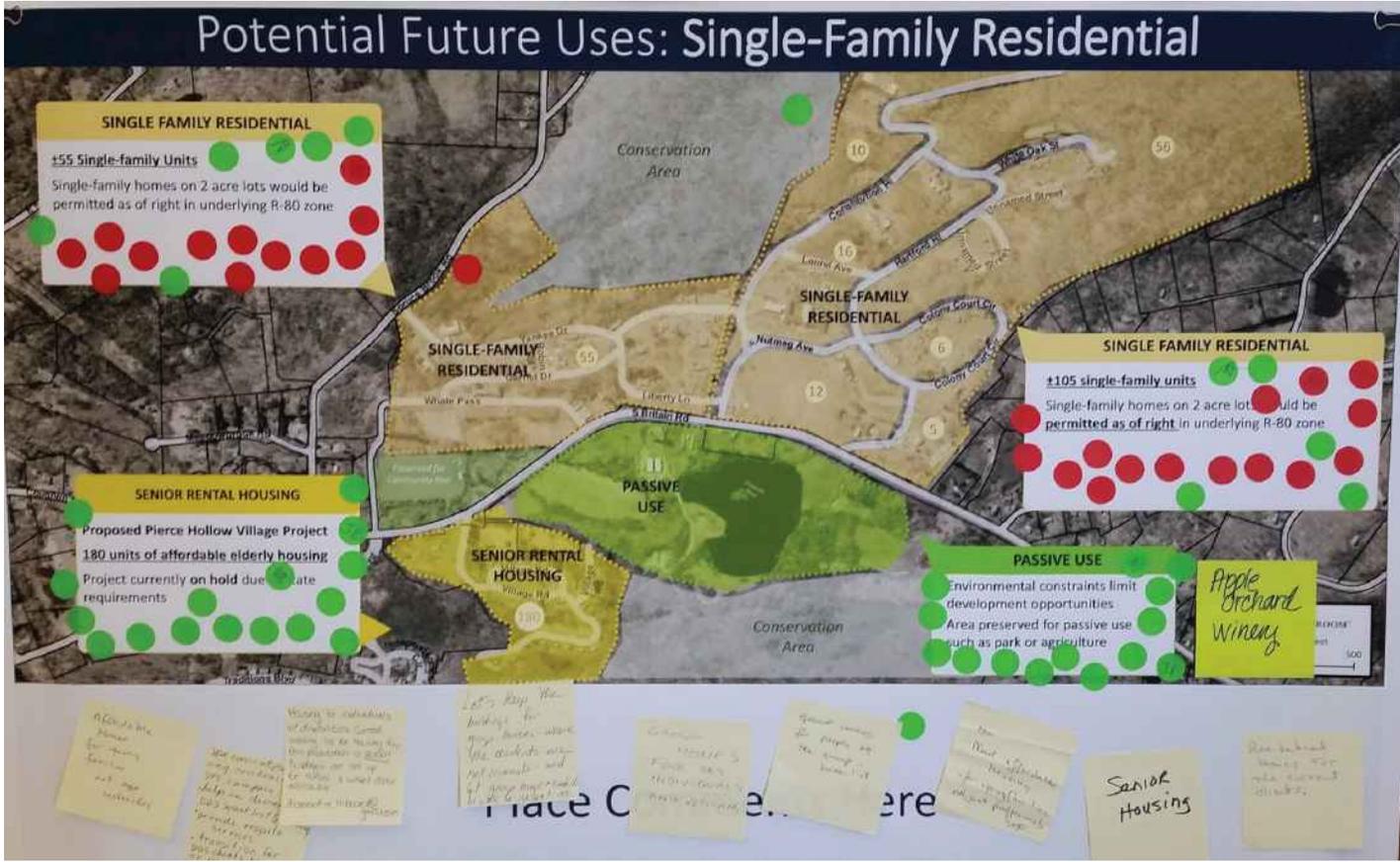


# Mixed Residential Board





# Single-Family Residential Board





# Residential Uses – Public Comments

- Don't need more single housing
- Affordable homes for young families, not age restricted
- Need affordable housing for young families not just professionals.
- Senior housing
- Elderly housing
- Senior housing/mixed housing, ranches 1,800-2,000 SF
- Private area & wooded - nice area for affordable elderly housing
- Consider an affordable senior housing component similar to Grace Meadows. Small efficient units for people who cannot afford Heritage Village and need to leave.



# Recreation Board

### Potential Future Uses: Recreation

**COMMUNITY RECREATION FACILITY**  
10 athletic fields built on flat areas of site. Requires building demolition in some locations  
Community fields to supplement commercial recreation facility for major tournaments

**COMMERCIAL RECREATION FACILITY**  
6 athletic fields or indoor facilities built on flat areas of site. Requires building demolition  
Outdoor activities (Frisbee golf, ropes course, etc.) built on upper site and sloped areas  
Hotel built to support sports tournaments

**COMMUNITY RECREATION**

**COMMERCIAL RECREATION**

**SENIOR RENTAL HOUSING**  
Proposed Pierce Hollow Village Project  
180 units of affordable elderly housing  
Project currently on hold due to state requirements

**SENIOR RENTAL HOUSING**

**TOWN PARK**

**TOWN PARK (PASSIVE)**  
Area around Gravel Pit Pond preserved as Town Park and used for passive recreation (hiking, picnicking, fishing, etc.)

Handwritten notes on sticky papers:  
- "place me here"  
- "N CENTER SPECIAL OLYMPICS PARK LIGHTED FIELDS"  
- "Sculpture garden (Museum)"  
- "200' x 100' (from 1000) subject to actual site conditions, traffic"



# Recreational Uses - Public Comments

- Demolition of buildings is costly – I look at each building as a brownfield cleanup – BIG \$
- Town upkeep of recreation is very costly
- Community center or YMCA
- Teen Center, Special Olympics Park, lighted fields
- Sculpture garden! Museum
- Chelsea Piers example – privately run
- Equine center
- Aqua Turf! Holiday Hill! Privately owned access for public





# Institutional Uses - Public Comments

- Use current/remaining residences on STS campus to: Help in decreasing DDS wait list (residential); Provide respite services; Transition for DDS clients in need or in crisis; Housing for individuals with disabilities. Current waiting list for housing for this population is 2,000! Buildings are set up for nurses & wheelchair accessible. (signed name & email)
- Let's keep the buildings for group homes – where the residents are not criminals – and let group home residents be able to relax!
- Group homes for DDS individuals and veterans
- Group homes for people on the group home list
- Residential homes for the current clients.
- Want to save historical buildings that were renovated in 1980 – 1990s for injured vets in CT
- Relocate municipal buildings
- Veteran homes or rehab for PTSD, etc.
- Maintain some use/space for profoundly disabled
- Utilize buildings for crafts – educational, leather making, etc.
- Consider co-working space at STS. Also – campus for Naug. Valley Comm. College. They have campuses in Waterbury & Danbury and need more space Southbury is in the middle.
- Relocate Town Hall & Public Works! Free up retail space.
- Substance abuse concepts: Prevention Council; Support groups; Alternative education; Recovery education, + more ideas
- Renovated for handicap already done, sidewalks for wheelchair. Hospital. Movie House. Gym – swimming pool. Apartment buildings. Bowling alley. Mail room. Work for the vets on the grounds. Lawn care. Greenhouse. Cooking in deli. Farming, etc. Hiking and biking. VETS.
- Consider if the site can be turned into a vocational/training center/ school for trades (plumbing etc.)



# Agricultural Uses - Public Comments

- Consider an agriculture component, Aquaponic and hydroponic – sustainable farming – greenhouses and/or convert the existing buildings
- Consider an agriculture co-housing facility where people live and farm the land (similar to Centerbrook Architects project in Bethany)
- Agriculture certification programs
- Apple Orchard or Winery
- Agricultural science development park. Aquaponic & Hydroponic indoor sustainable farming. Agrilyst.com. Sustainable healthy communities Litchfield, CT
- Upper portion of STS needs to stay agriculture – not recreation. Allow multiple agricultural uses – new, old, & innovative
- Site has excellent agricultural soils and greenhouses exist which may be converted to hydroponics. - “Next Generation Farming” <http://magazine.uconn.edu/2017/05/the-next-generation-of-farming/>
- A culinary institute with agricultural options, craft brewery, farm-to-table, residential or inn. Add sidewalks that join it to Main St./Flood Bridge for walkable community.



# Renewable Energy Board

## Renewable Energy - Comments

- How many days are overcast in CT during the winter? 65%
- Demolition of Buildings to build Solar Farm?

**Potential Future Uses: Renewable Energy**

**SOLAR SITING REQUIREMENTS**

- Must be 150 feet back from the "shadow line", including forested areas
- Cannot be placed in areas with slopes greater than 10%
- Cannot be placed in areas with shallow bedrock
- Vegetated buffer along road limits visual impacts

**WIND SITING REQUIREMENTS**

- Property line setback of 2.5 times the turbine height required for >65MW facility or 1.5 times the turbine height for <65MW facility
- Colebrook, CT wind turbines are ~500 feet tall with setback of ~750 feet
- Wind speeds are "poor to marginal" for wind power

Conservation Area

SOLAR FARM

Wind only feasible on upper portions of site

It is unlikely that a green energy use will be large enough to need the entire STS site. The remaining portions of the STS site could be used for residential, recreation, agriculture, horticulture (greenhouses), or passive uses.

MILONE & MACBROOM

Place Comments Here

*As many days are overcast in CT during the winter? 65%*

*Demolition of buildings to build solar farm?*



# Southbury Training School Future Use Study

## Appendix D: Existing Conditions Assessment



# Agenda

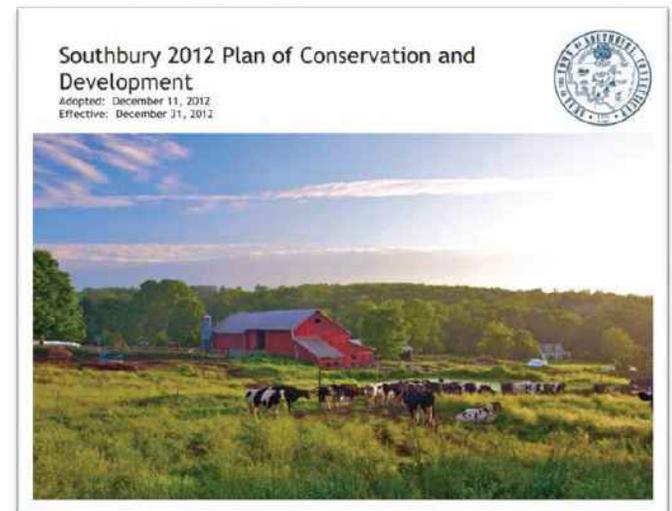
- 1.) Recap of Previous Studies and Existing Conditions
- 2.) Market Snapshot
- 3.) Case Studies
- 4.) Opportunities and Constraints
- 5.) Menu of Future Uses
- 6.) Breakout Session



# Southbury 2012 POCD

## Specific Goals for Southbury Training School:

- Encourage and support all proposals and efforts to preserve historic sites and structures, especially in historic districts, including the Southbury Training School
- Take a pro-active approach in working with the State and residents so that the future use of the Southbury Training School is in the best interest of the Town
- Ensure that the future use of the land and buildings at the Southbury Training School will reflect the Town's character, help meet community needs, provide community amenities and preserve the site's agricultural and natural and historic resources





# Southbury 2012 POCD

Conservation	Development	Infrastructure
Preserve 25% of Southbury's land as permanent open space by the year 2025	Maintain the current pattern of development with core villages and outlying rural neighborhoods	Minimize impacts associated with transportation, such as congestion, pollution and loss of community character
Continue to create a cohesive open space network made up of open space, greenbelts, trails, and natural areas	Maintain commercial and industrial zone patterns "as is." Do not change boundaries for the foreseeable future	Encourage alternative transportation such as walking and biking to provide more transportation choices and promote a healthful lifestyle
Conserve buildings, landscapes, and historic resources to preserve the character of Southbury	Encourage the use of commercial sites that are near the highway system and that avoid adverse impacts elsewhere in the community	Increase access to and use of renewable and alternative energy sources
	Assure continuation of Southbury as a "country" residential town characterized by low density single-family houses on individual lots	Allow for the expansion of natural gas service to allow residents a choice of fuel energy sources



# Southbury 2012 POCD

## Socioeconomic Trends

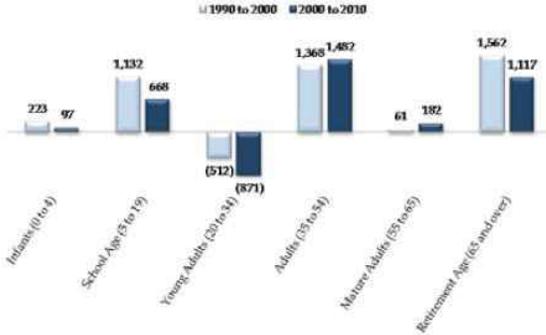
- Population growth is slowing (7% growth from 2000 to 2010 Census slowest since 1930)
- Since 1970s, Southbury’s population increases are due to migration, not births – population growth tied to new home construction
- Higher proportion of residents aged 65+ due to Heritage Village

Components of Population Change

	1960s	1970s	1980s	1990s	2000s
<b>TOTAL CHANGE</b>	+2,666	+6,304	+1,662	+2,749	+1,337
<b>Change Due to Natural Increase</b> <i>(Births minus Deaths)</i>	351	(256)	(604)	(1,085)	(1,337)
Births	782	882	1,323	1,447	1,369
Deaths	431	1,138	1,927	2,532	2,706
<b>Change Due to Migration</b> <i>(Total Change minus Change due to Natural Increase)</i>	2,315	6,560	2,266	3,834	2,674

US Census and CT Department of Public Health. 2009 data on births and deaths not available, 2008 data substituted.

Migration by Age Group, Southbury

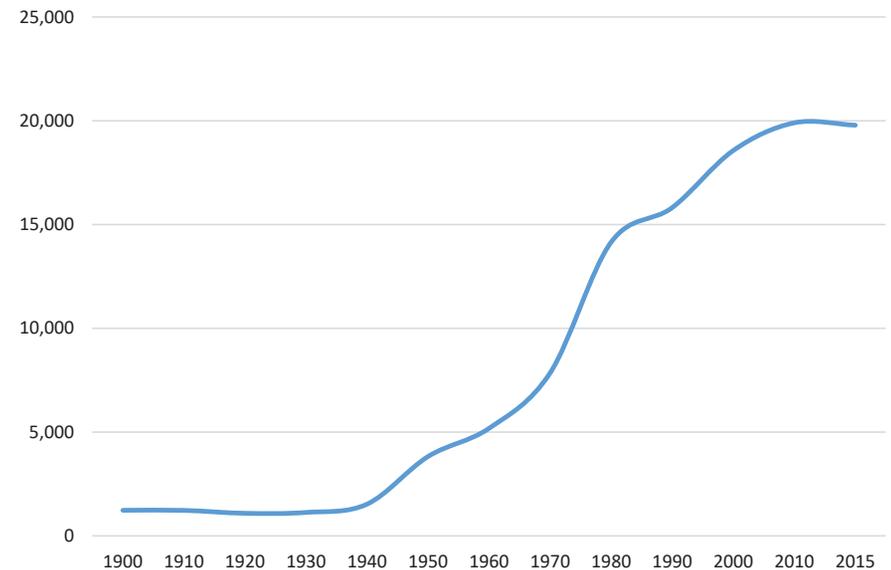




# Socioeconomic Trends

- Southbury experienced a post-WWII population boom, aided by I-84 (1963), the development of Heritage Village (1960s), and the establishment of IBM regional headquarters (1980s).
- Population growth is slowing in Southbury, although growth rates are still higher than CT as a whole

**Southbury Population, 1900 - 2015**



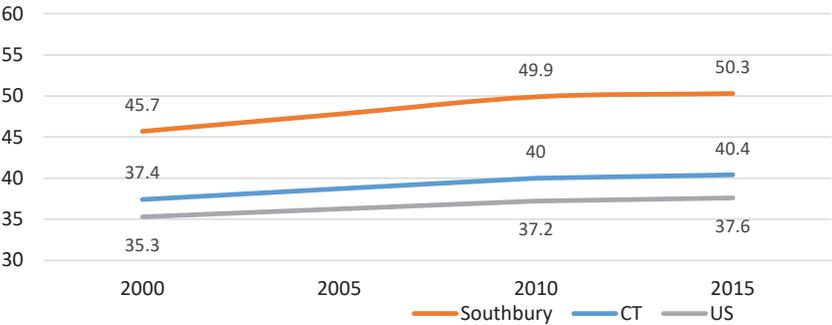
Source: Census 1900 - 2010; ACS Estimates 2015



# Socioeconomic Trends

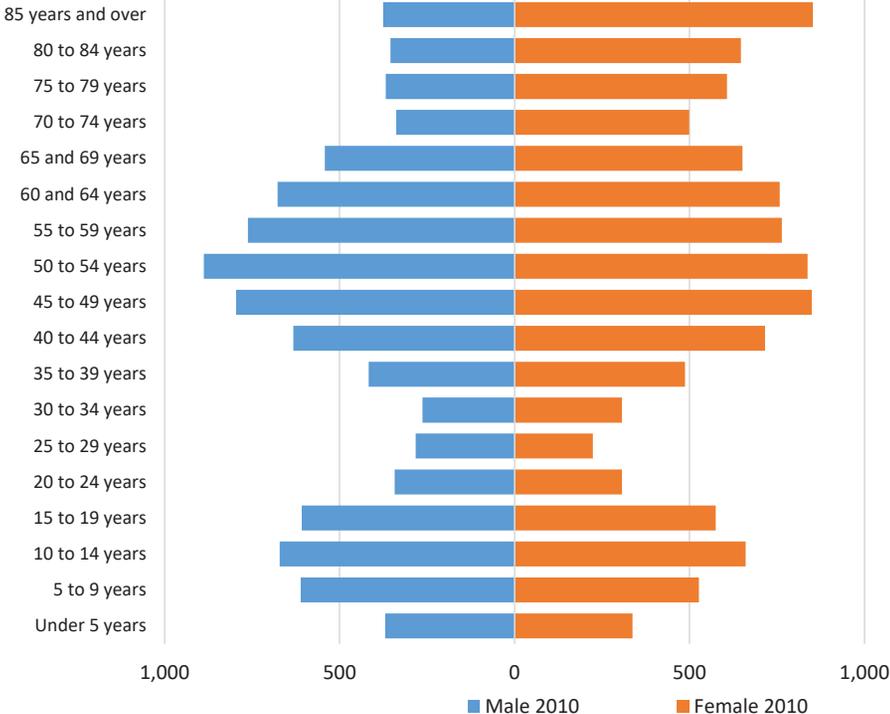
- Southbury has a median age of 50.3, about 10 years older than the median age in CT and 13 years older than the US median age

**Southbury Median Age, 2000-2015 compared to CT and US**



Source: U.S. census 2010 & ACS Estimates 2011-2015, 04/2017.

**Southbury Population Distribution, 2010**



Source: U.S. Census 2010



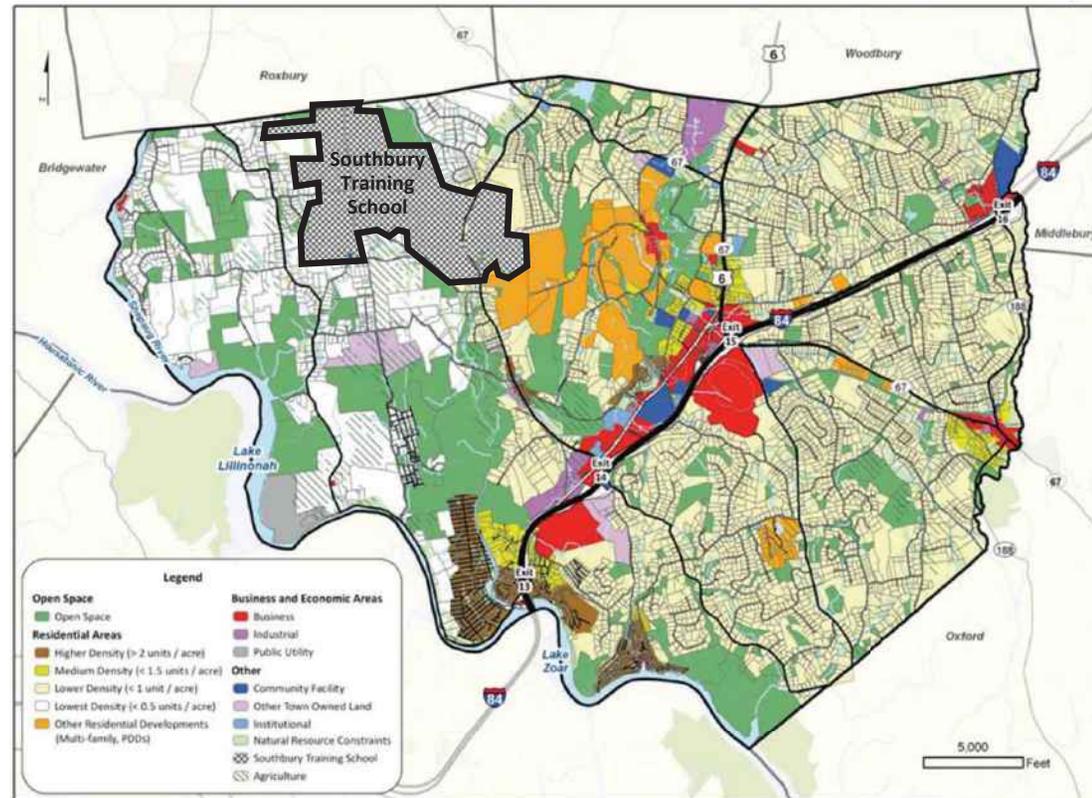
# Southbury 2012 POCD

## Future Land Use Plan

- Entire STS is coded as “special area that requires additional planning to determine future land uses.”

## Surrounding uses are:

- Lowest Density Residential (<0.5 unit/acre)
- Open Space
- Agriculture
- Lower Density Residential (<1 unit/acre)
- Other Residential Developments (Multi-family, PDDs)





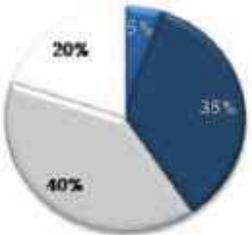
# 2012 Town-Wide Survey

## Takeaways

- Desire to maintain Southbury’s rural, historic character
- About 80% of residents support preservation of open space, but just less than half support such efforts if it will increase taxes
- Too few options for empty nester housing and apartments compared to other housing types
- Too few entertainment and cultural facilities in Southbury
- Limit commercial and industrial development to areas where those uses are currently allowed
- Existing community and recreational facilities are adequate

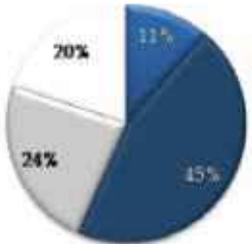
**EMPTY NESTER HOUSING**

■ Too Many ■ About Right □ Too Few □ No Opinion



**APARTMENTS**

■ Too Many ■ About Right □ Too Few □ No Opinion





# 2014 Comprehensive Campus Study

## Natural Resources

- Varied topography, views
- High-value agricultural land

## Infrastructure

- Connected to Heritage Village Wastewater Treatment Plant (WTP)
- Permitted to send up to 180,000 gallons of wastewater per day to Heritage Village WTP (average person produces 60-70 gallons of wastewater per day)

## Structures

- Building age = lead and asbestos concerns
- National Register of Historic Places

## Baseline Conditions

- “No existing conditions that represent major obstacles to a range of future use options for the campus.”



“With the exception of one staff house, no major structural deficiencies were found. Clearly, many of the interior systems are dated due to the age of the structures. It should be noted that the condition of structures is much superior to other large state facilities such as Fairfield Hills Hospital and Norwich State Hospital.” (pg. iii)



# 2014 Comprehensive Campus Study

## Visioning

Most Desireable Uses	Desireable Uses	Least Desirable Uses
Agriculture	Vocational Training /Disabled Veteran Training	Retail
Agriculture/Agri-Business Education and Facilities	Commerce or Corporate Park	Manufacturing
Education (General)	Residential	
Open Space & Recreation		



# Environmental Assessments

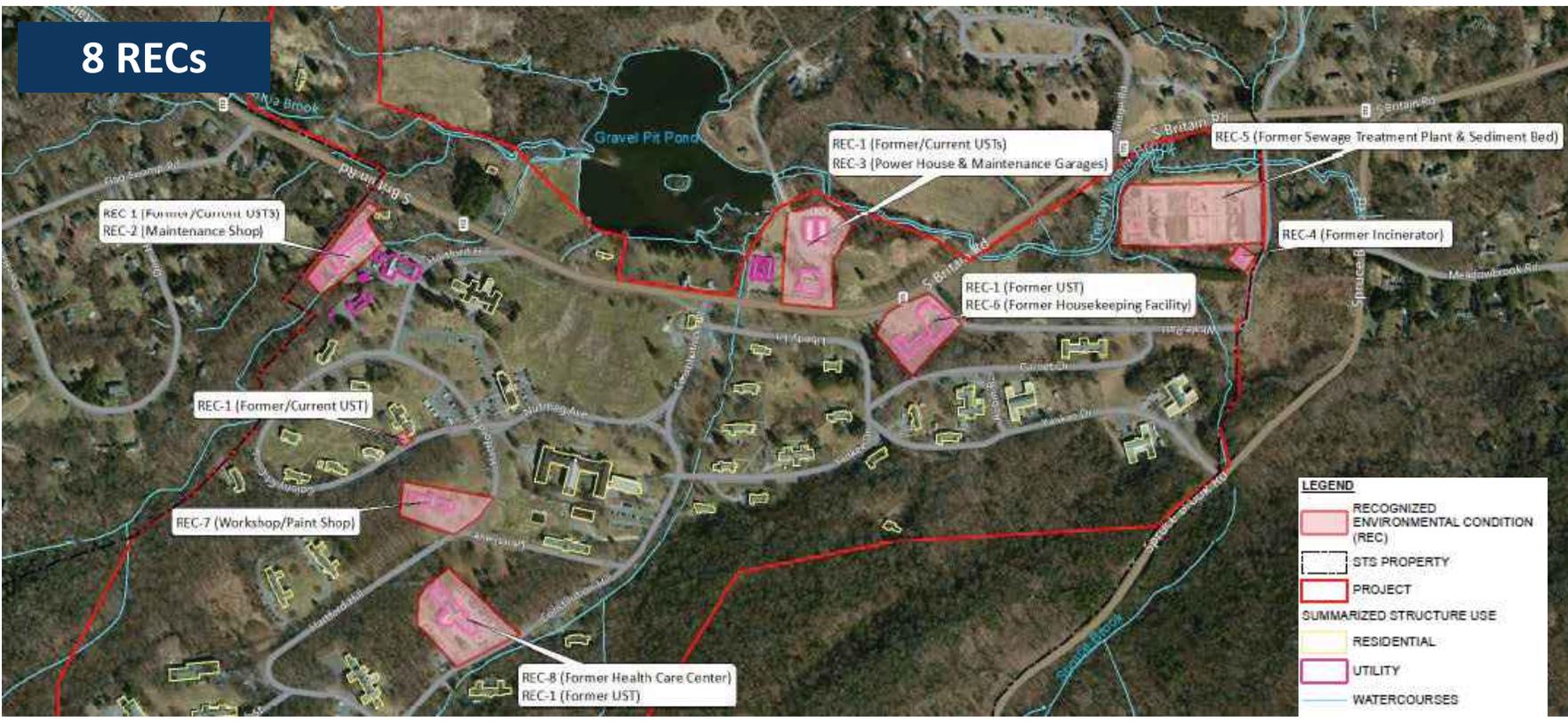
## Phase I Environmental Site Assessment: 2015

- Charged with evaluating if there are any large-scale, significant environmental impacts that could have the potential to affect the redevelopment of the property
- Identified eight (8) Recognized Environmental Conditions (RECs) for further investigation
- Current and historic use of underground storage tanks (USTs)
  - Petroleum-impacted soil observed near the USTs at the Maintenance Facility
- Buildings and facilities with current or historic use of chemicals, petroleum products, or other hazardous materials
- Evidence of pesticide use
- **\* Buildings and areas within 25 feet of buildings were not part of the environmental assessments**

REC	Description
REC-1 – USTs	Former USTs listed in Phase I ESA at Cottage 20, Power House, and Maintenance Shop. Former UST was confirmed at former Housekeeping/Thrift Shop.
REC-2 – Maintenance Shop	Maintenance activities including storage of chemicals, use of active fueling station, and associated USTs
REC-3 – Power House Area	Possible temporary storage of drums containing PCB oil, PCB-containing transformers, and current and historical USTs
REC-4 – Former Incinerator Area	Former USTs and burning of materials generated at Site
REC-5 – Former Sewage Treatment Area	Leach field and subsurface sediment bed that received liquid, sludge, and sewage
REC-6 – Former Housekeeping Facility	Potential dry-cleaning operation and historical UST
REC-7 – Workshop/Print Shop	Storage of printing materials and chemicals for use in operations
REC-8 – Former Health Care Center	Historical UST and cesspool for disposal of laboratory chemicals
Pesticides <sup>^</sup>	Potential historical use of pesticides for landscaping practices on acreage of lawn between structures



# Environmental Assessments

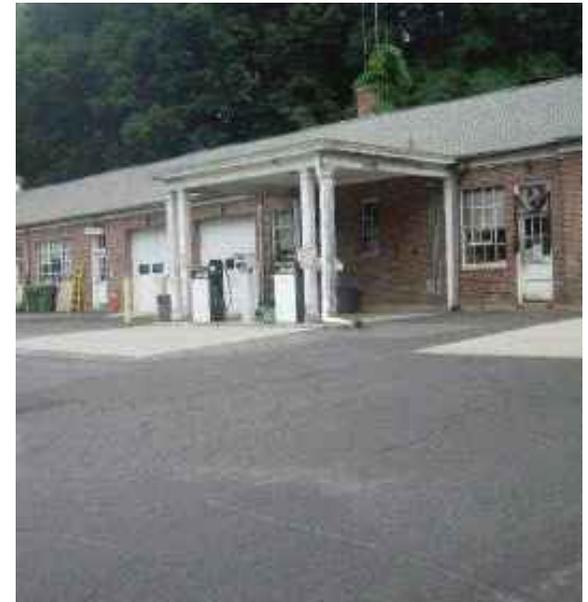




# Environmental Assessments

## Limited Phase II Environmental Site Investigation: 2016

- More detailed investigation of the eight RECs identified in Phase I
- Soil and groundwater samples indicate that environmental contamination does not exceed thresholds that require remediation
- No significant or widespread environmental releases within the study area
- Additional sampling for potential petroleum release in the Maintenance Facility is recommended
- Additional information will be necessary to determine if potential releases to soil occurred within 25 feet of structures or at current and former underground storage tanks at the Power House, and the maintenance garages



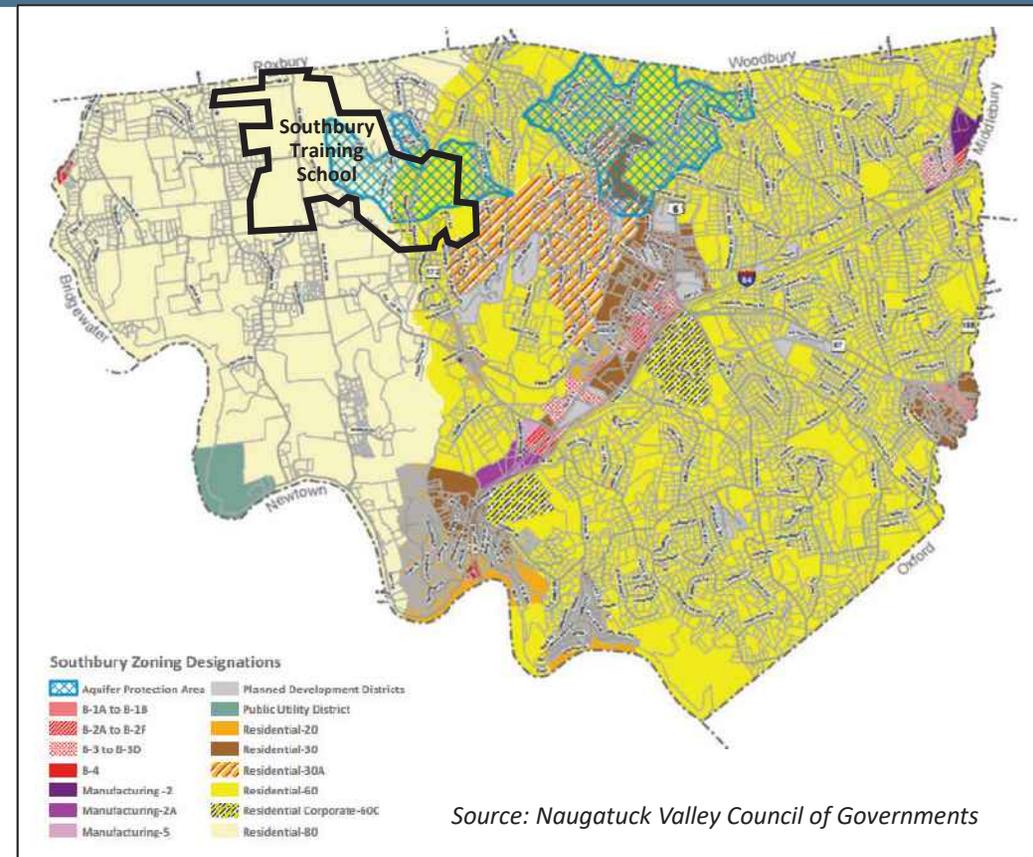
The Phase II ESI recommends additional sampling to test for petroleum release from the underground fuel storage tanks at the maintenance facility building

**\* Buildings and areas within 25 feet of buildings were not part of the environmental assessments**



# Zoning

- STS site is in the **R-60 (1.5 acre lots)** and **R-80 (2 acre lots)**
- A portion of the site is within an **Aquifer Protection Area**
  - Waste disposal (landfills,) and toxic or hazardous waste are prohibited
  - Additional requirements for change in occupancy disclosures, fuel storage, and runoff and grading plans





# Market Snapshot: Office

	Vacancy Rates						
	Quarterly			Annualized			
	1Q17	4Q16	YTD Avg	1 Year	3 Year	5 Year	5 Yr Forecast
Northwest	24.7%	24.7%	24.7%	24.7%	24.0%	24.3%	21.8%
New Haven	17.0%	16.9%	17.0%	16.9%	17.1%	17.4%	16.3%
Northeast	13.2%	13.2%	13.2%	13.5%	13.8%	14.1%	13.4%
United States	15.8%	15.8%	15.8%	16.0%	16.4%	16.7%	15.8%
Period Ending:	03/31/17	12/31/16	03/31/17	12/31/16	12/31/16	12/31/16	12/31/21

Source: REIS Office Submarket Area Report

- Northwest New Haven Submarket area has an **office vacancy rate of about 25%**, much higher than region and nation as a whole
- Office vacancy rate expected to decline over the next 5 years, but will remain over 20% - does not include underutilized corporate campuses such as IBM & Chemtura
- Nationwide shift away from suburban office parks towards Central Business Districts and amenity-rich, transit accessible suburban locations
- **Private/corporate office not likely to be a viable use for the Southbury Training School site over the next five years**



Southbury is in the **Northwest New Haven Office Submarket Area**



# Market Snapshot: Retail

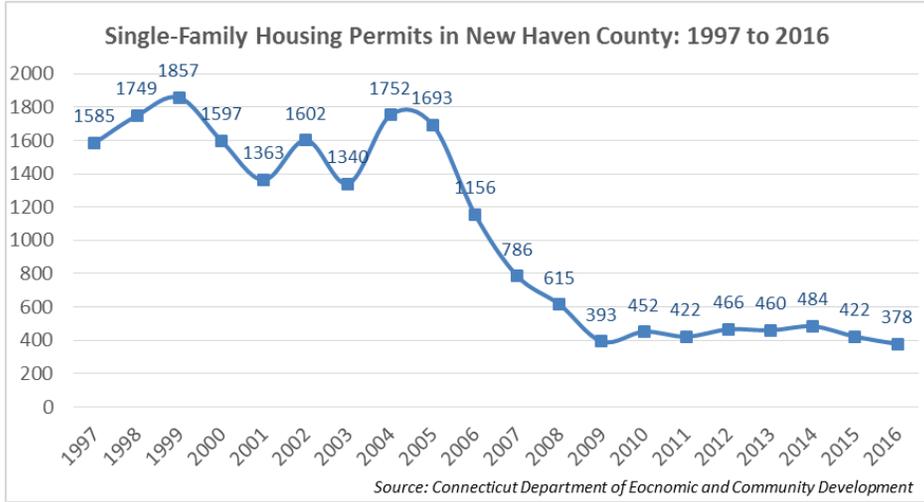
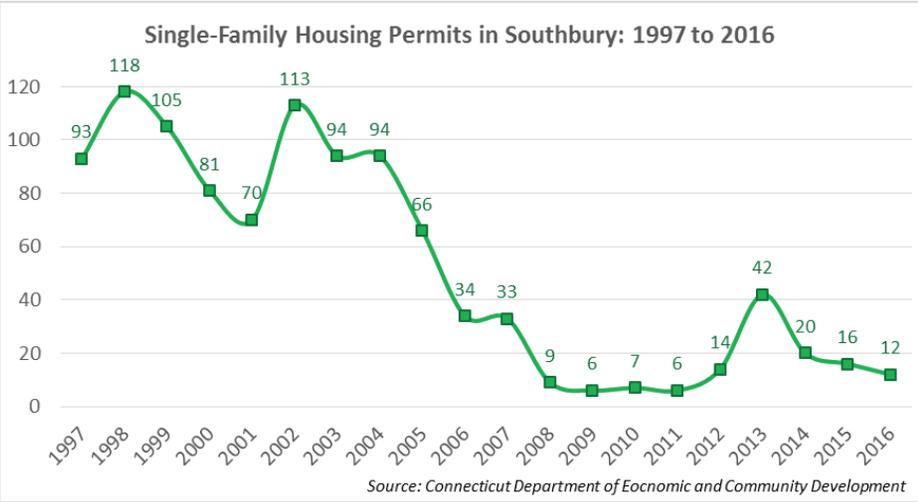
- High vacancy rate and declining retail rents in submarket area indicative of weak retail demand
  - Slow population growth limits opportunities for retail expansion
- Location of Southbury Training School is not conducive to retail - **low traffic volumes** and **disconnect from highway system and population centers**
- Significant inventory of vacant commercial space along Main Street in Southbury
  - Increasing competition from Quarry Walk development in Oxford
- Retail opportunities on the Southbury Training School site limited to those supporting another primary use (such as residential)
- **Town POCD and Campus Study do not indicate community support for retail on the Southbury Training School site.**



Southbury is in the  
**Northwest New Haven Retail  
Submarket Area**



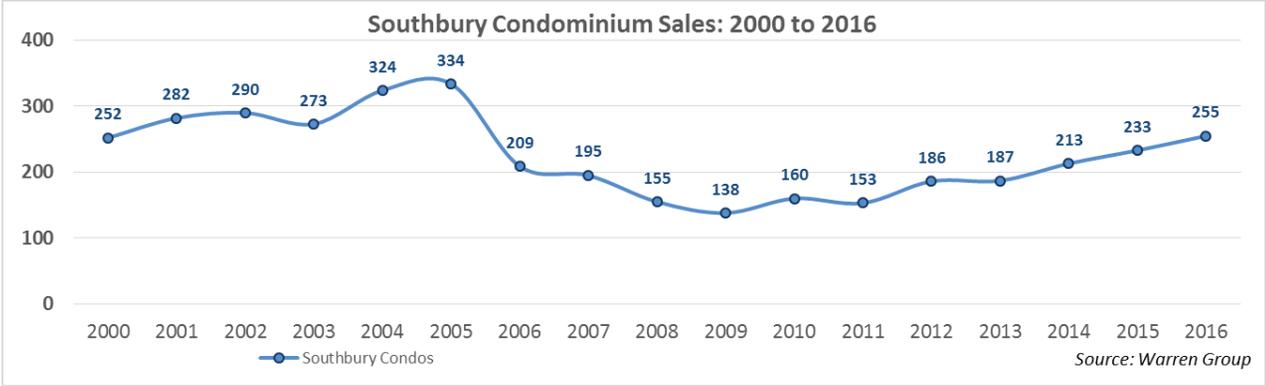
# Market Snapshot: Single-Family Housing



- Single-family housing permitted as-of-right in underlying zoning districts (R-60 and R-80)
- New Haven County single-family permit activity stagnant since 2009 at less than 500 permits annually
- No major housing developments in Southbury since the mid-2000s
  - Recent activity limited to small subdivisions and infill developments



# Market Snapshot: Senior Housing



- Vacancy rate comparable to state, regional, and national trends
- Strong market for assisted living facilities
- Condominium sales beginning to rebound. However, median sale prices yet to recover to pre-recession levels



Southbury is in the **North County Senior Housing Submarket Area**



# Market Snapshot: Recreation

Adult Recreation, by Participation Rate

Rank	Activity	Participation Rate
1	Walking	33.2%
2	Swimming	19.2%
3	Golf	13.3%
4	Hiking	13.2%
5	Weight Lifting	13.0%
6	Bicycling (Road)	12.7%
7	Fishing	11.5%

Based on population within 20 minute drive of Southbury Training School

Source: ESRI Sports & Leisure Market Report

Adult Recreation, by Market Potential Index

Rank	Activity	Market Potential Index
1	Golf	146
2	Downhill Skiing	145
3	Mountain Biking	142
4	Hiking	133
5	Weight Lifting	131
6	Ice Skating	131
7	Yoga	130

Based on population within 20 minute drive of Southbury Training School

Market Potential Index measures the likelihood of adults to participate in a given activity. **An MPI of 100 represents the national average participation rate.**

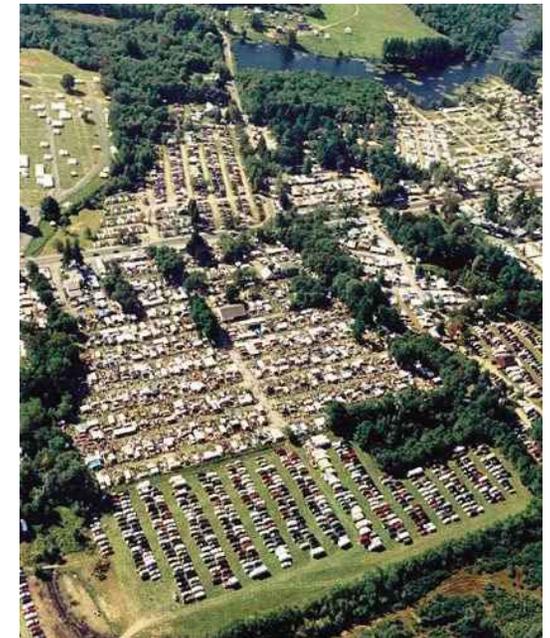
Source: ESRI Sports & Leisure Market Report

- Aging population – growing market for recreational activities for older adults
- Declining school-aged population in Southbury and surrounding towns limits opportunities for local-oriented private recreational facility – however a larger “**tournament facility**” drawing from much larger area (NY Metro Area, Boston Metro Area, etc.) may be more viable



# Market Snapshot: Niche or Institutional Uses

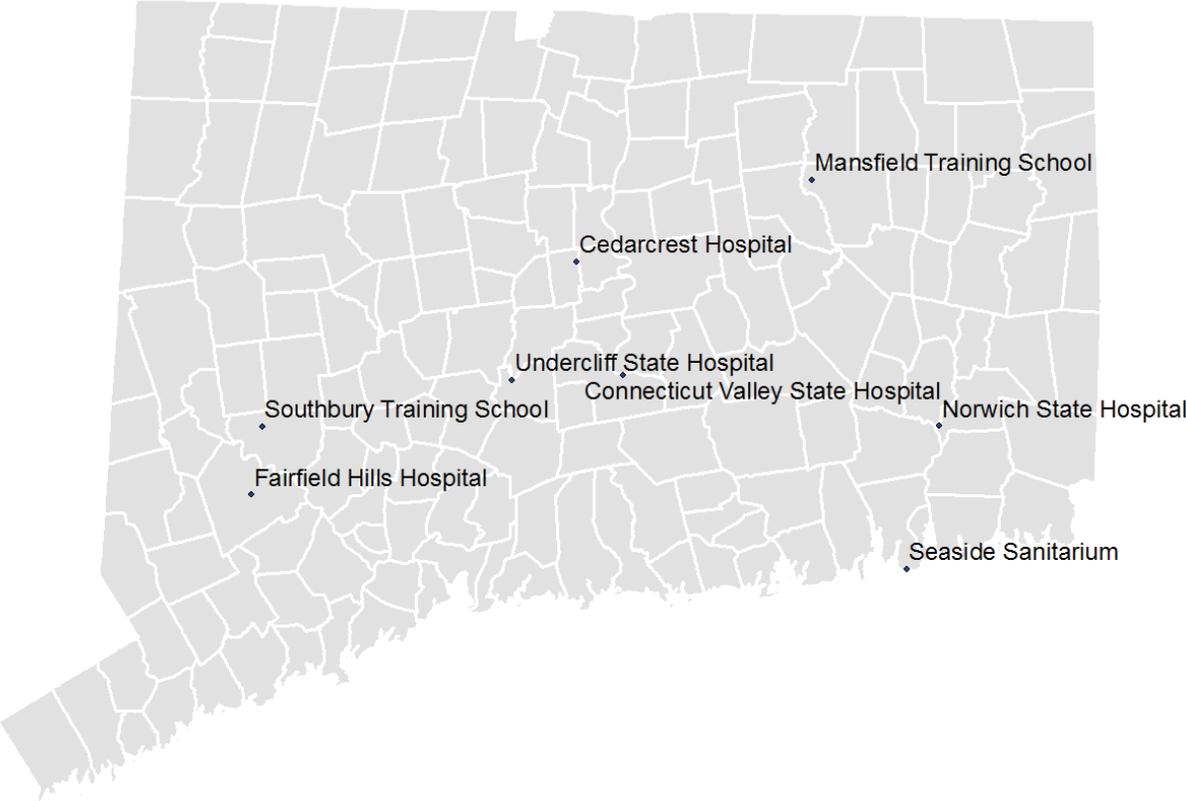
- Difficult to quantify the market for niche or institutional uses, as the desirability of the Southbury Training School site is dependent on the unique needs of each potential user
- Potential niche or institutional uses include:
  - **Educational** – Private School, International School, Vocational Training
  - **Agricultural** - Agricultural Education
  - **Seasonal Fairgrounds** – Fairs, Antiques Shows, Seasonal Festivals
  - **Others?**



Seasonal fairs, markets, or festivals can bolster tourism in Southbury and surrounding communities while keeping the site passive for much of the year. Above is a photo of Brimfield, Massachusetts, which hosts an Antique Show three weeks per year



# Case Studies: Other CT State Facilities

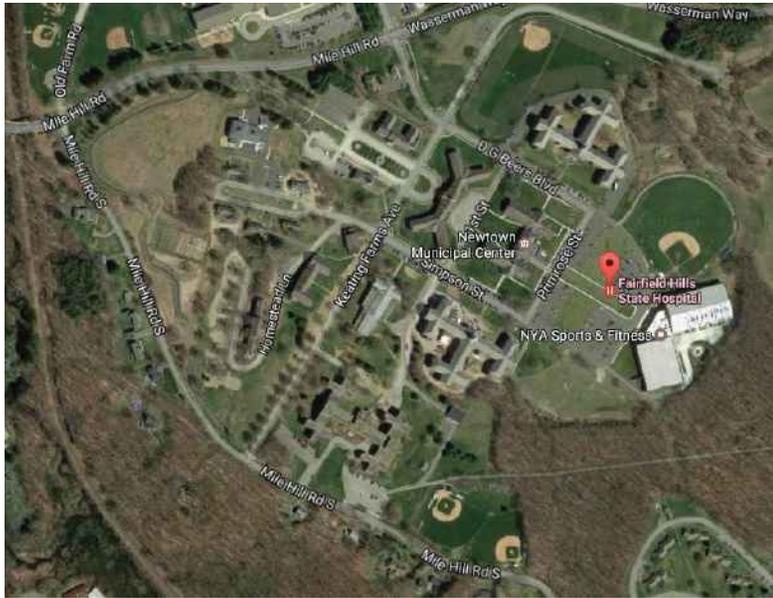




# CT Case Studies: Fairfield Hills Hospital

## Fairfield Hills Hospital – Newtown, CT

- Facility closed in 1995, acquired by Town of Newtown in 2004
- Recreation uses and municipal facilities; further redevelopment ongoing
- Led by Town and municipal development agency



Facility Name	Year Closed	Next Steps	Time to Develop	Lead Agency	Uses	Land Use Setting
Fairfield Hills Hospital	1995	Acquired by Town 2004	Ongoing	Town of Newtown, municipal development agency	Municipal facilities, public open space, recreation. Further redevelopment ongoing.	Suburban



# CT Case Studies: Undercliff State Hospital

## Undercliff State Hospital – Meriden, CT

- Still in use as a respite center and transitional housing, though largest buildings have been demolished.
- Also houses other state agencies
- State is contemplating whether a portion of the property can be utilized for economic development



**BEFORE**



**AFTER**

*The state has begun to demolish some of the buildings at Undercliff State Hospital. The photo on the left shows the property before demolition, while the photo on the right shows the property after demolition*

Facility Name	Year Closed	Next Steps	Time to Develop	Lead Agency	Uses	Land Use Setting
Undercliff State Hospital	n/a, some buildings demolished – others still used for mental health services	Still in state ownership	n/a	State of CT	Mental health services, other state agencies. State is considering further economic development.	Adjacent to state park, big box retail off of I-691





# CT Case Studies: Cedarcrest Hospital

## Cedarcrest Hospital– Newington, CT

- Closed in 2010
- State is trying to sell property, currently vacant



Facility Name	Year Closed	Next Steps	Time to Develop	Lead Agency	Uses	Land Use Setting
Cedarcrest Hospital	2010	Went to bid in 2012; no bidders.	n/a	State of CT	Currently vacant.	Open space and urban residential



# CT Case Studies: Mansfield Training School

## Mansfield Training School – Mansfield, CT

- Facility closed in 1993
- Some buildings now part of UConn as its Depot Campus, some buildings annexed by Bergin Correction Center
- Some buildings demolished; others still vacant



Facility Name	Year Closed	Next Steps	Time to Develop	Lead Agency	Uses	Land Use Setting
Mansfield Training School and Hospital	1993	After closure some buildings were demolished, others split between UConn and Bergin Correction Center	n/a	UConn	Some buildings were acquired by UConn, some by Bergin Correction Center. UConn has no current plans for vacant buildings.	Rural - adjacent to two large state campuses



# CT Case Studies: Seaside Sanitarium

## Seaside Sanitarium – Waterford, CT

- Facility closed in 1996
- Buildings vacant
- Extensive master plan effort in 2016
- Grounds are planned to become a state park



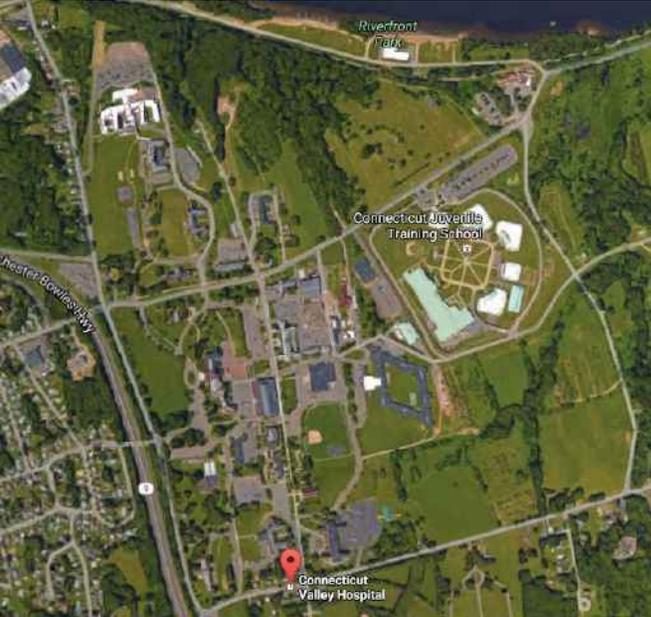
Facility Name	Year Closed	Next Steps	Time to Develop	Lead Agency	Uses	Land Use Setting
Seaside Sanitarium	1996	Still in state ownership	n/a	State of CT	Currently vacant; proposed to turn grounds into state park.	Suburban residential, on the shore



# CT Case Studies: Connecticut Valley Hospital

## Connecticut Valley Hospital – Middletown, CT

- Still used as a psychiatric care facility operated by the Department of Mental Health and Addiction Services
- State has indicated that it wants to demolish up to 24 buildings on the campus



Facility Name	Year Closed	Next Steps	Time to Develop	Lead Agency	Uses	Land Use Setting
Connecticut Valley State Hospital	n/a, still used for mental health services	Still in state ownership	n/a	State of CT	Mental health services. State is considering demolishing 24 buildings.	Urban area, on river



# Out of State Case Studies

## Traverse City State Hospital – Traverse City, MI

- Facility closed in 1989, was transferred from the state to a redevelopment corporation in 1993
- Redevelopment did not take place until 2000
  - Gradual preservation and reuse into The Village at Grand Traverse Commons
  - Upscale mixed-use development
  - 63 acres developed, 480 acres of preserved parkland



Facility Name	Year Closed	Next Steps	Time to Develop	Lead Agency	Uses	Land Use Setting
Traverse City State Hospital (Traverse City, MI)	1989	1993 transferred from state to redevelopment corporation; 2000 sold to private developer.	Ongoing -Redevelopment continues building by building	Private developer	Upscale mixed-use development: retail, dining, and professional services	Separated from urban area by open space



# Out of State Case Studies

## Central State Hospital – Indianapolis, IN

- Facility closed in 1994, sold to the city in 2004
- 2007 began master development planning process for mixed-use development
  - Charter school
  - Track and field
  - Multifamily housing
  - Senior living facility



Facility Name	Year Closed	Next Steps	Time to Develop	Lead Agency	Uses	Land Use Setting
Central State Hospital	1994	Acquired by City 2003; 2006 public-private partnership	Ongoing - 50 of 150 acres have been redeveloped	Public-private partnership	Mixed-use development: charter school, recreation, multifamily housing, senior living facility	Urban



# Out of State Case Studies

## Mendota Mental Health Center - Madison, WI

- 31 acres of land abutting Mendota Mental Health Center placed on State’s surplus land list
- First leased as community garden land, then bought by Madison Area Community Land Trust in 2001
- CSA farms, community gardens, mixed-income co-housing



Facility Name	Year Closed	Next Steps	Time to Develop	Lead Agency	Uses	Land Use Setting
Mendota Mental Health Center (Madison, WI)	Main campus still in use; surplus land was sold in 1995	31 acres of abutting surplus land leased as community gardens 1995, sold to community land trust in 2001	Housing component completed 2007	Community land trust	5 acres of community CSA farm, community gardens, prairie/natural area, mixed-income co-housing	Urban residential



# Out of State Case Studies

## Mid-Orange Correctional Facility – Warwick, NY

- Facility closed in 2011, 2014 bought by private developer
- Sports complex “The Yard” opened in 2015, renovations ongoing on remaining buildings
- Part of property retained by Town as Public Park
- 10 pad sites reserved for corporate office development – no development to date



Facility Name	Year Closed	Next Steps	Time to Develop	Lead Agency	Uses	Land Use Setting
Mid-Orange Correctional Facility (Warwick, NY)	2011	2014 bought by private developer, opened in 2015	Sports facility opened in 2015, renovations ongoing	Private developer, Town	Sports Complex, Public Park, Proposed Corporate Office	Rural



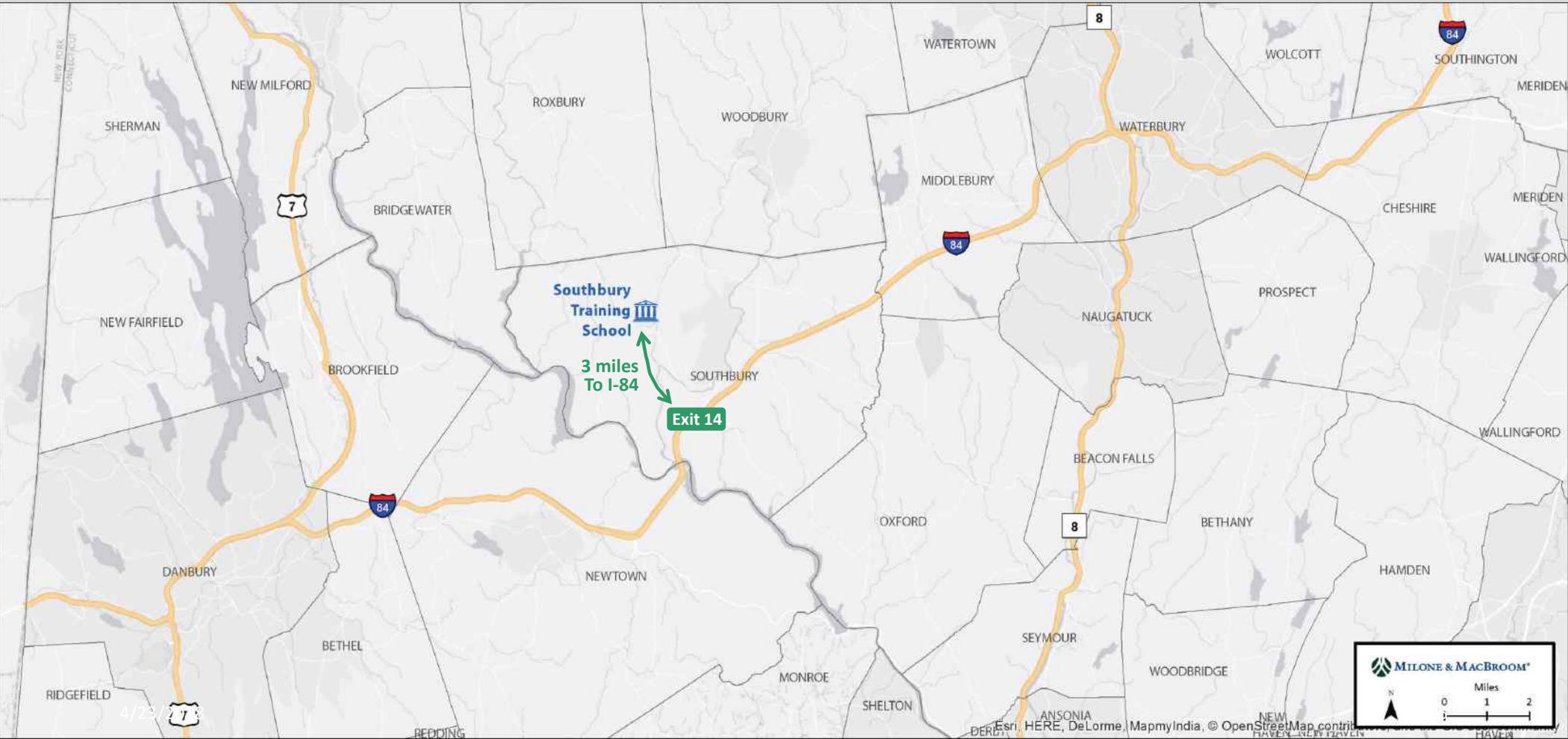
# Redevelopment Challenges

## Redevelopment Challenges for State Institutions and Hospitals:

- Deterioration of long-vacant buildings
- Historical status and protections – cost to renovate historic structures often exceeds the cost of new construction
- Some state hospitals have unmarked burial sites
- Marketing challenges
- Redevelopment can be a long, ongoing process
- Viability of future uses dependent on location and regional market characteristics – challenges for rural sites that are disconnected from transportation system



# Regional Context

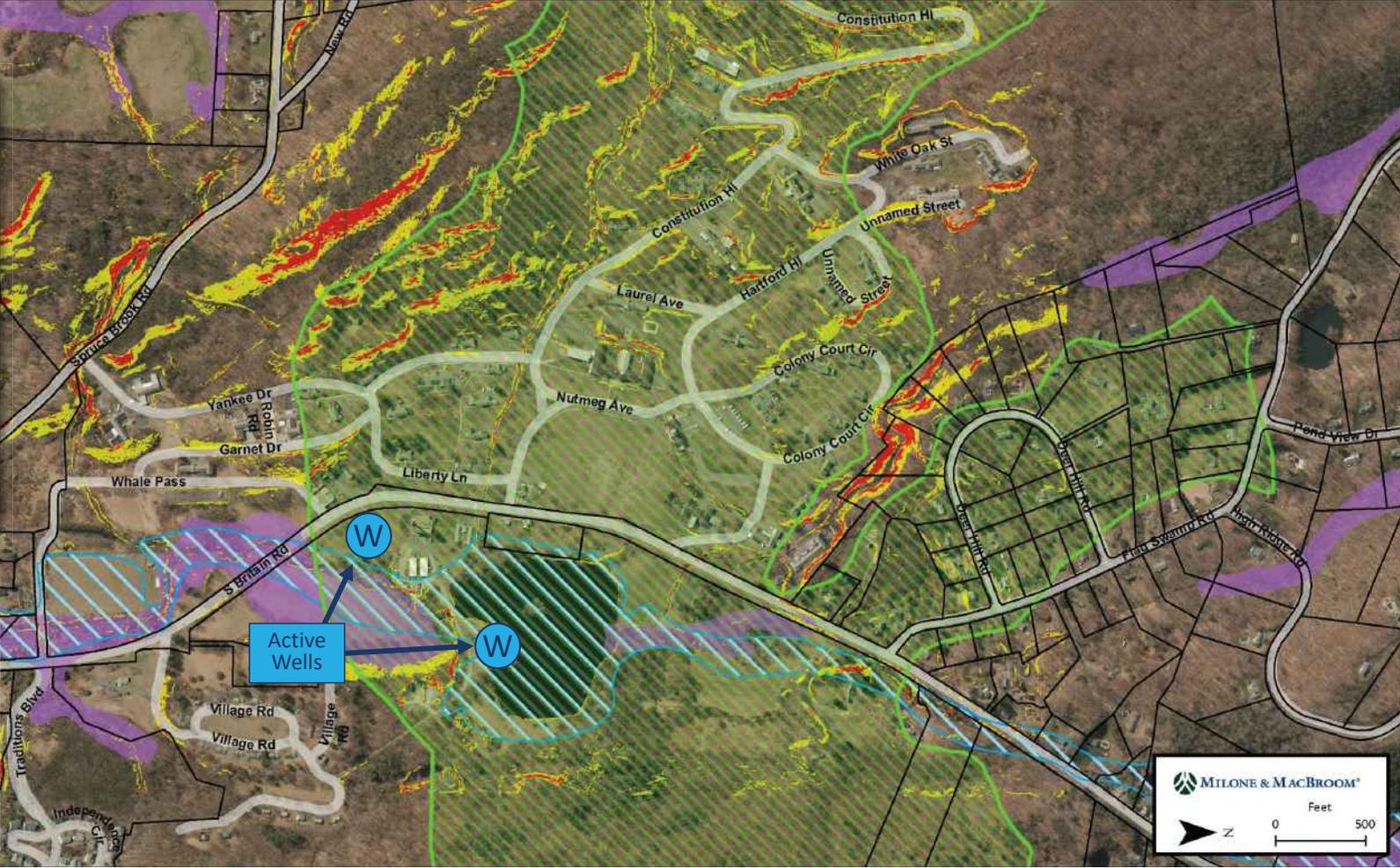




# Site Constraints

## Constraints

- Aquifer protection area – active well field next to Gravel Pond
- Wetlands and floodplains along Route 172
- Steep slopes on western portion of site



**Southbury Training School Site Constraints**

Moderate Slopes (15% to 25%)	100-yr Flood Zone
Steep Slopes (25% or Higher)	Hydric Soils
Aquifer Protection Area	

1 inch = 200 feet

Source: GISAP Parcel Data, DTW/ Floodlines (2015), NRCS HydroSoils, 2017 LIDAR derived 3D Contours

MILONE & MACBROOM

MILONE & MACBROOM

Feet

0 500



# Site Opportunities

## Opportunities

- Existing roadway network throughout site
- Existing water and sewer infrastructure – ample capacity
- Large and distinct developable areas – site can be divided into one or more uses



4/23/2018



# Potential Future Uses: Recreation

### COMMUNITY RECREATION FACILITY

- A** 10 athletic fields built on flat areas of site. **Requires building demolition in some locations**

Community fields to supplement commercial recreation facility for major tournaments

### SENIOR RENTAL HOUSING

Proposed Pierce Hollow Village Project  
**180 units of affordable elderly housing**

Project currently **on hold** due to state requirements

4/23/2018

SENIOR RENTAL HOUSING  
180

### TOWN PARK

Gravel Pit Pond

### TOWN PARK (PASSIVE)

Area around Gravel Pit Pond preserved as Town Park and used for passive recreation (hiking, picnicking, fishing, etc.)

### COMMERCIAL RECREATION FACILITY

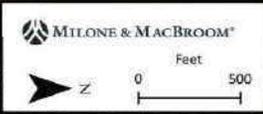
- A** 6 athletic fields or indoor facilities built on flat areas of site. **Requires building demolition**
- O** Outdoor activities (Frisbee golf, ropes course, etc.) built on upper site and sloped areas
- C** Hotel built to support sports tournaments

### COMMERCIAL RECREATION

Conservation Area

Conservation Area

Conservation Area





# Potential Future Uses: Mixed Residential

### DETACHED SENIOR HOUSING (PDD)

**±290 detached units of age-restricted housing**

High density "cluster" development single-family units and on-site amenities

Planned Development District

### SENIOR RENTAL HOUSING

**Proposed Pierce Hollow Village Project**

**180 units of affordable elderly housing**

Project currently **on hold** due to state requirements

4/23/2018

### SENIOR HOUSING PDD

### SENIOR RENTAL HOUSING

### SINGLE-FAMILY RESIDENTIAL

### SINGLE FAMILY RESIDENTIAL

**±70 single-family units**

Single-family homes on 2 acre lots would be **permitted as of right** in underlying R-80 zone

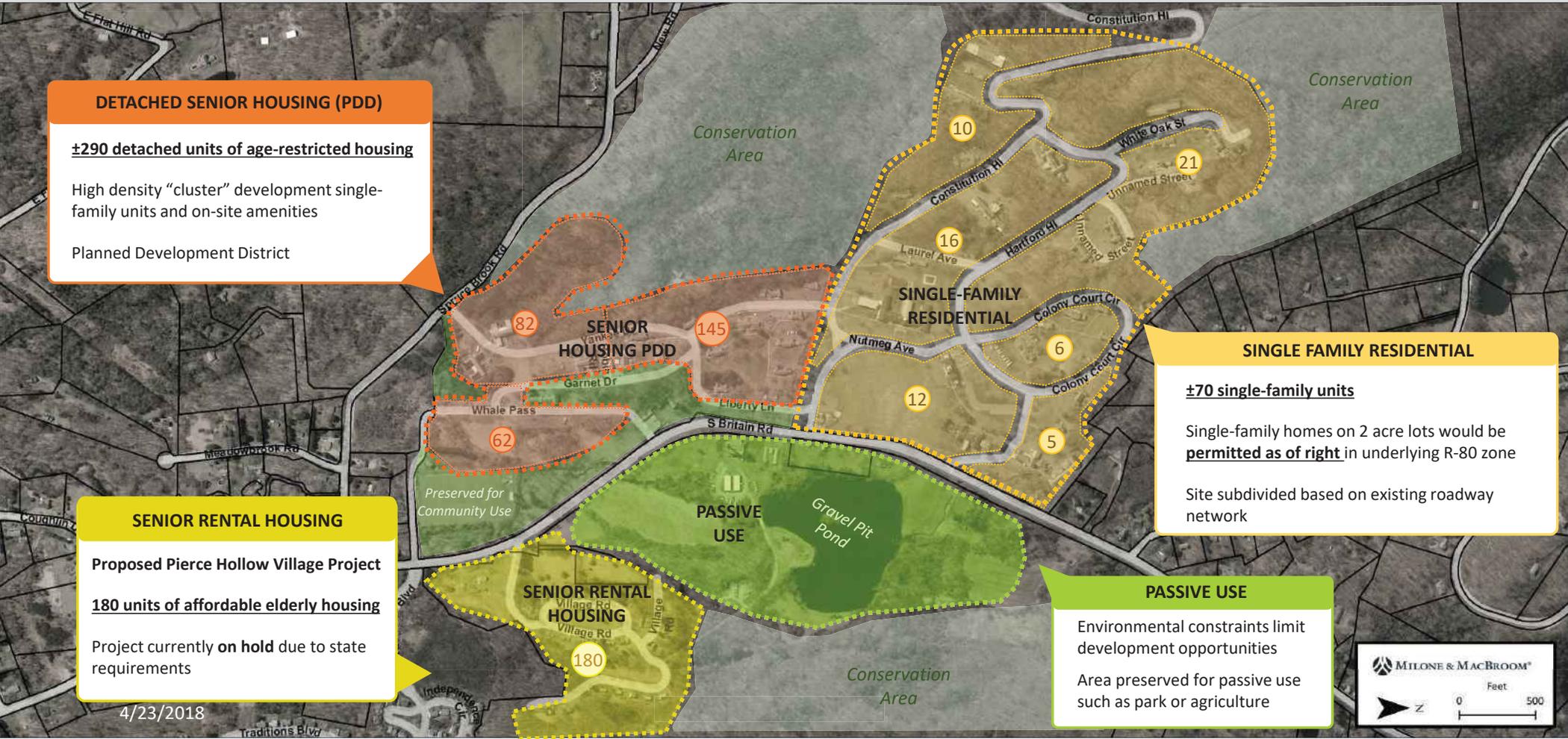
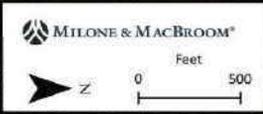
Site subdivided based on existing roadway network

### PASSIVE USE

### PASSIVE USE

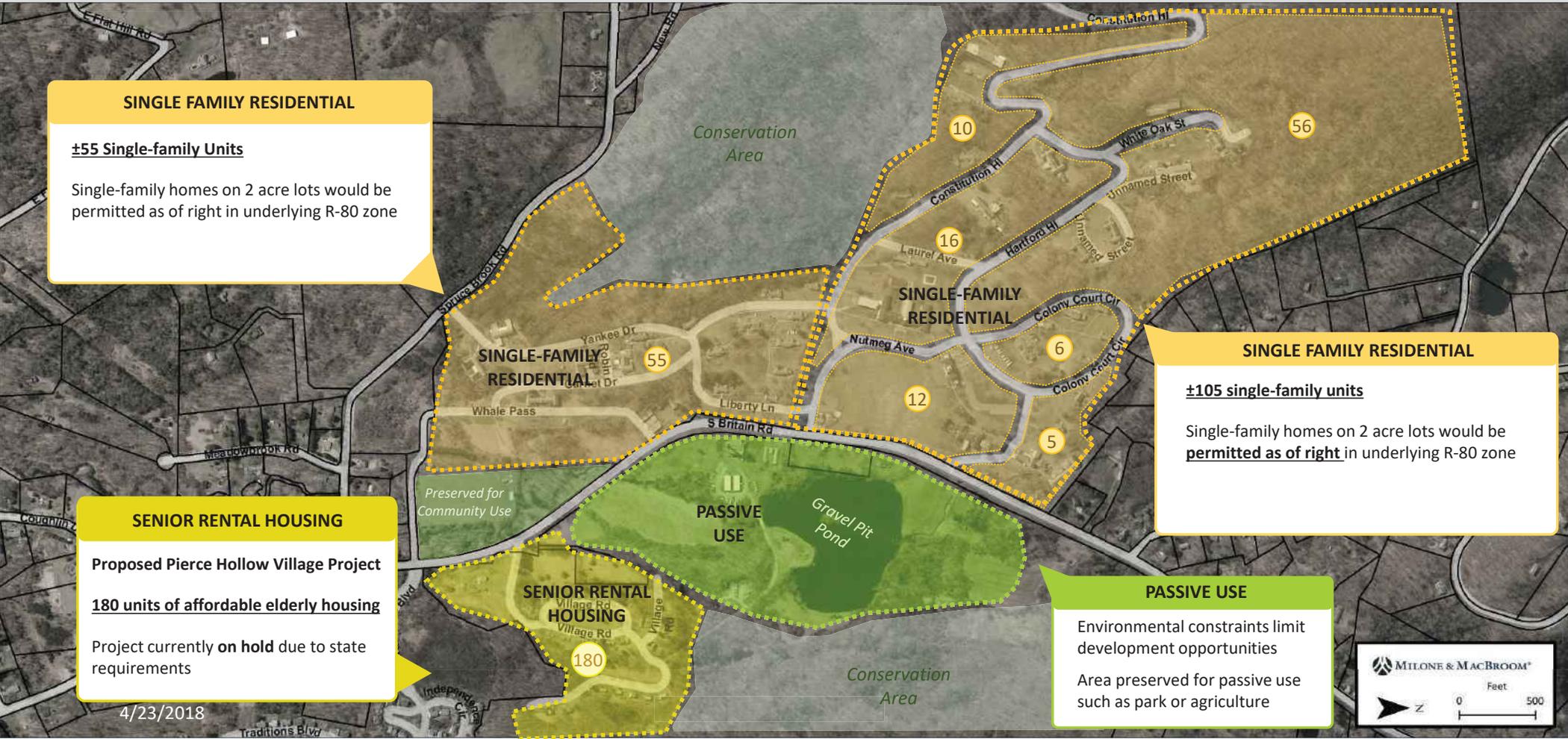
Environmental constraints limit development opportunities

Area preserved for passive use such as park or agriculture





# Potential Future Uses: Single-Family Residential



**SINGLE FAMILY RESIDENTIAL**

**±55 Single-family Units**

Single-family homes on 2 acre lots would be permitted as of right in underlying R-80 zone

**SINGLE FAMILY RESIDENTIAL**

**±105 single-family units**

Single-family homes on 2 acre lots would be **permitted as of right** in underlying R-80 zone

**SENIOR RENTAL HOUSING**

**Proposed Pierce Hollow Village Project**

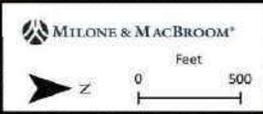
**180 units of affordable elderly housing**

Project currently **on hold** due to state requirements

**PASSIVE USE**

Environmental constraints limit development opportunities

Area preserved for passive use such as park or agriculture



4/23/2018



# Potential Future Uses: Institutional

It is unlikely that a future institutional use will be large enough to need the entire STS site

The remaining portions of the STS site could be used for residential, recreation, or passive uses

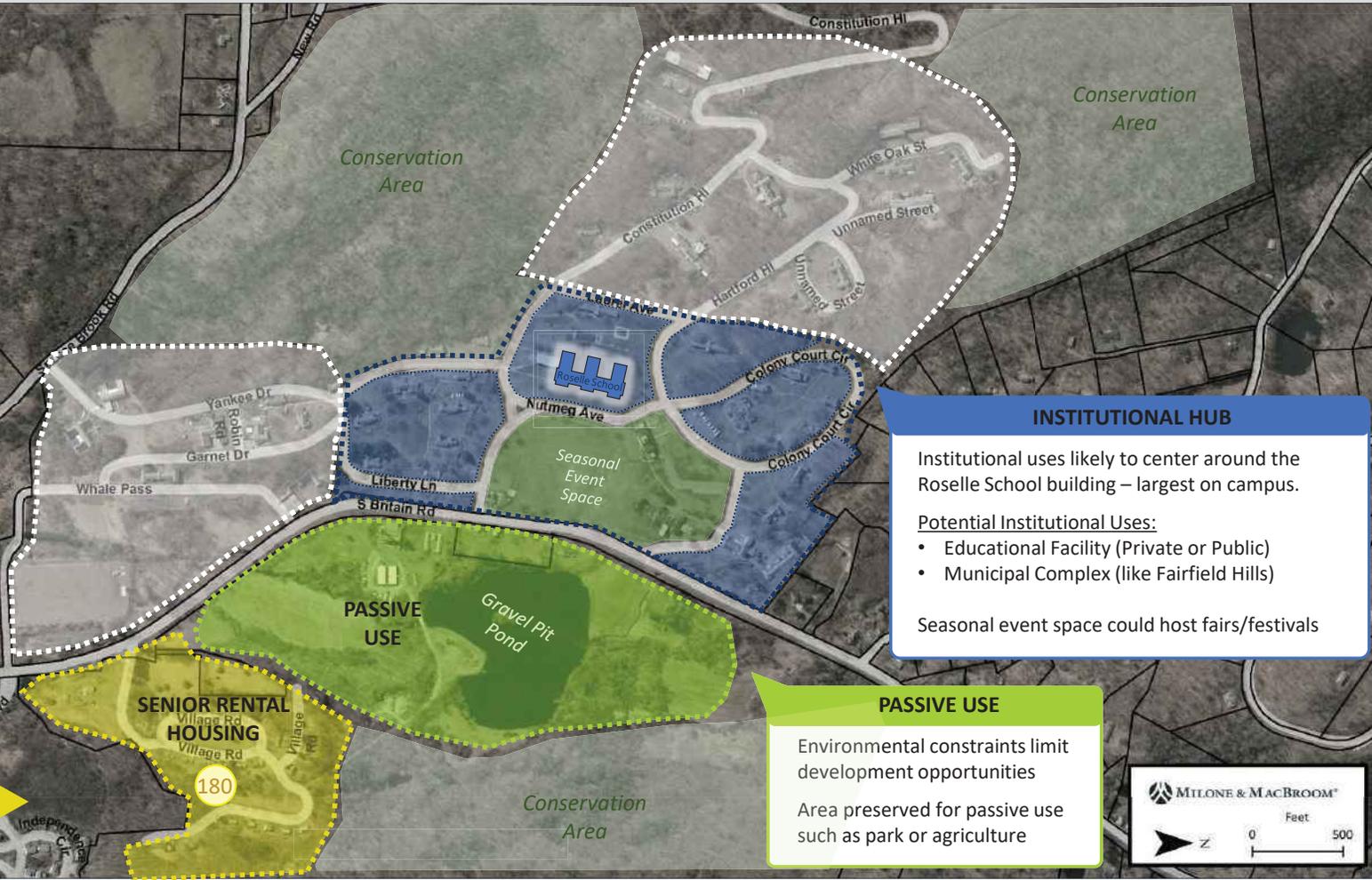
**SENIOR RENTAL HOUSING**

Proposed Pierce Hollow Village Project

**180 units of affordable elderly housing**

Project currently **on hold** due to state requirements

4/23/2018



**INSTITUTIONAL HUB**

Institutional uses likely to center around the Roselle School building – largest on campus.

Potential Institutional Uses:

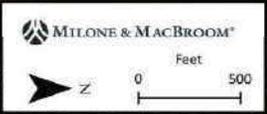
- Educational Facility (Private or Public)
- Municipal Complex (like Fairfield Hills)

Seasonal event space could host fairs/festivals

**PASSIVE USE**

Environmental constraints limit development opportunities

Area preserved for passive use such as park or agriculture





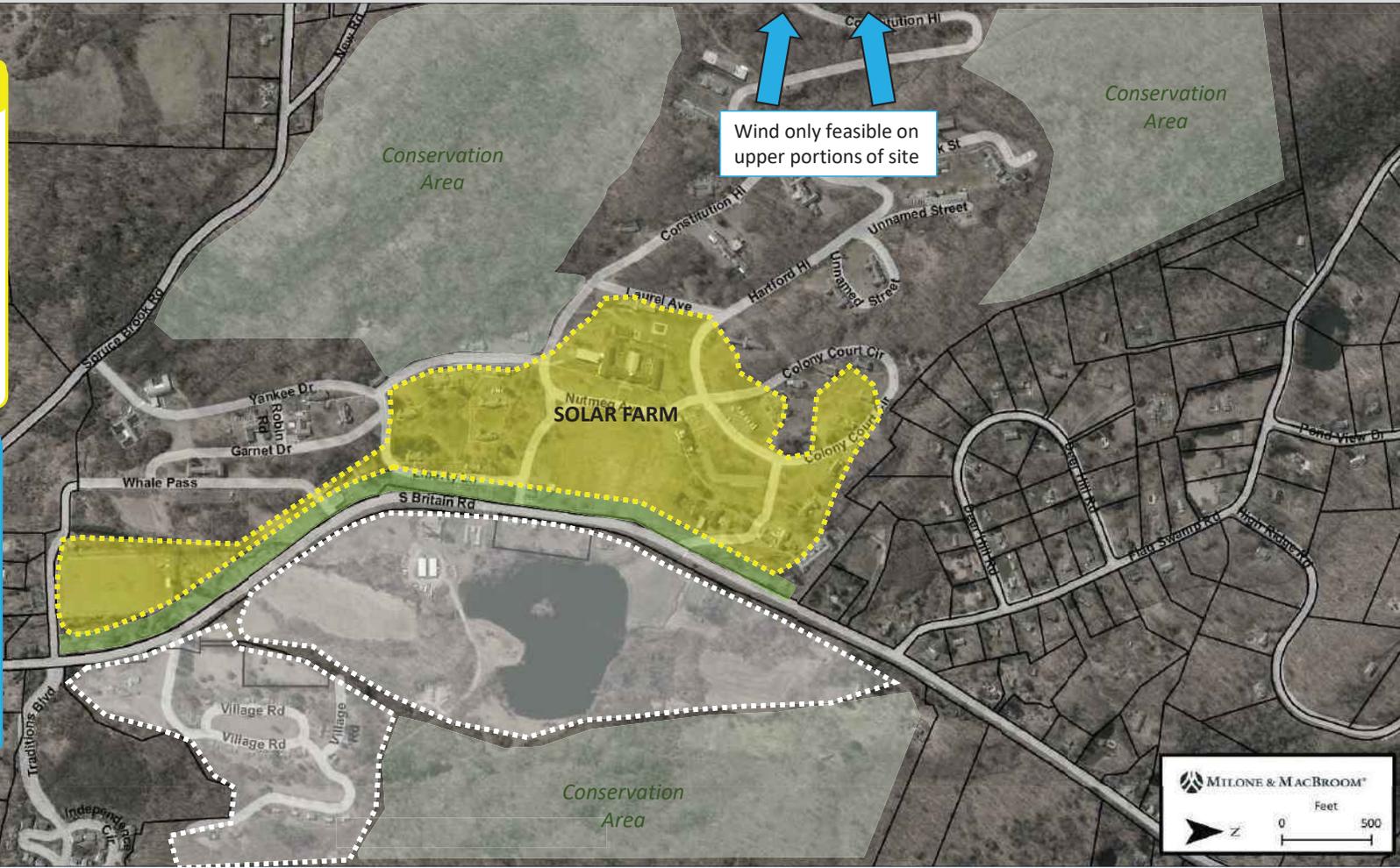
# Potential Future Uses: Renewable Energy

### SOLAR SITING REQUIREMENTS

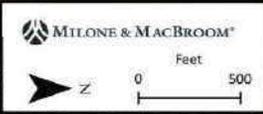
- Must be 150 feet back from the "shadow line", including forested areas
- Cannot be placed in areas with slopes greater than 10%
- Cannot be placed in areas with shallow bedrock
- Vegetated buffer along road limits visual impacts

### WIND SITING REQUIREMENTS

- Property line setback of 2.5 times the turbine height required for >65MW facility or 1.5 times the turbine height for <65MW facility
- Colebrook, CT wind turbines are ~500 feet tall with setback of ~750 feet
- Wind speeds are "poor to marginal" for wind power

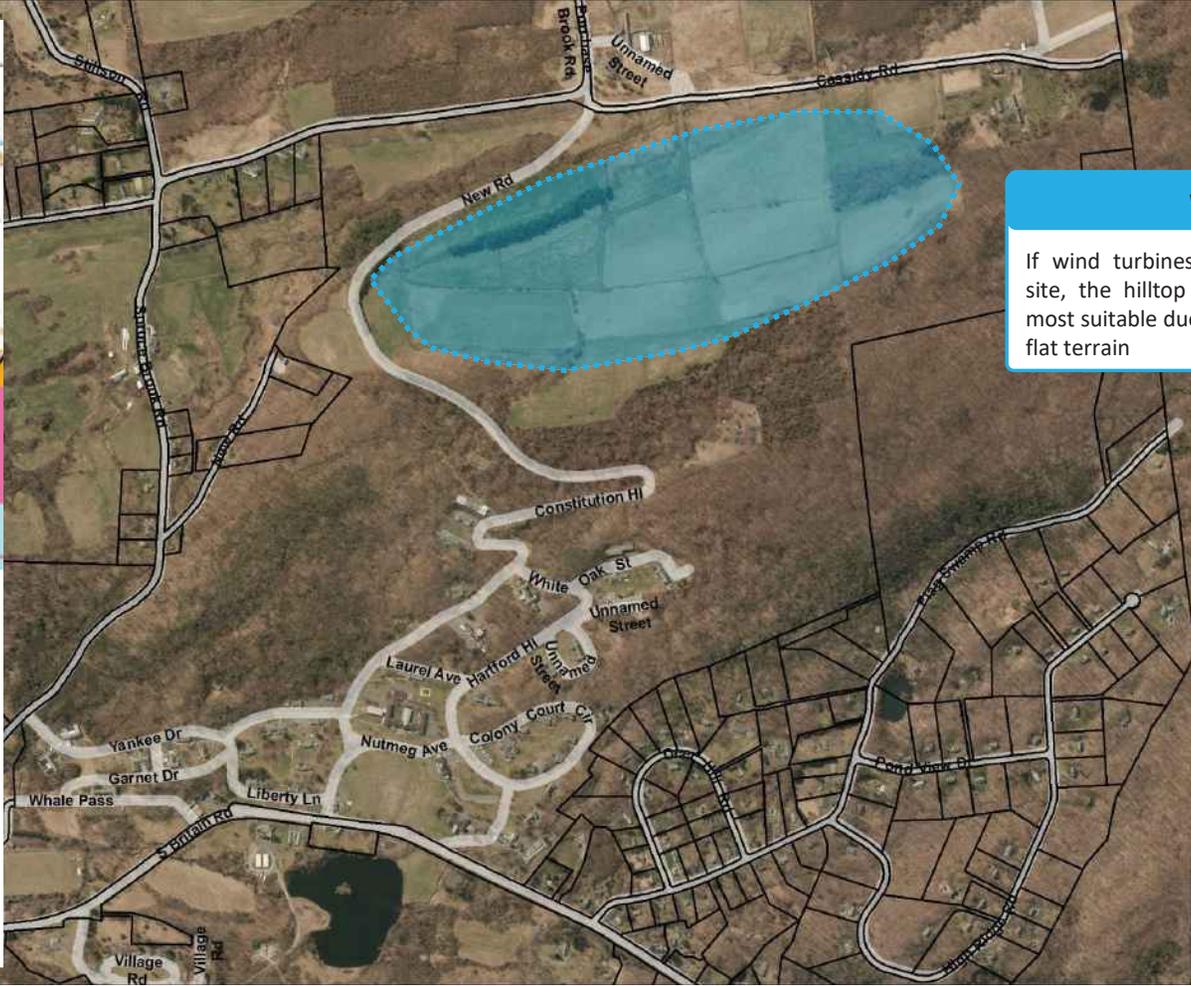


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**WIND**

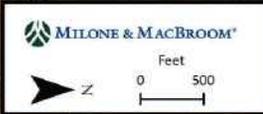
If wind turbines were placed on the site, the hilltop agricultural areas are most suitable due to their elevation and flat terrain

**Wind Power Classification**

Wind Power Class	Resource Potential	Wind Power Density at 50 m W/m <sup>2</sup>	Wind Speed at 50 m m/s	Wind Speed at 50 m mph
1	Poor	0 - 200	0.0 - 5.6	0.0 - 12.5
2	Marginal	200 - 300	5.6 - 6.4	12.5 - 14.3
3	Fair	300 - 400	6.4 - 7.0	14.3 - 15.7
4	Good	400 - 500	7.0 - 7.5	15.7 - 16.8
5	Excellent	500 - 600	7.5 - 8.0	16.8 - 17.9
6	Outstanding	600 - 800	8.0 - 8.8	17.9 - 19.7
7	Superb	> 800	> 8.8	> 19.7

<sup>a</sup> Wind speeds are based on a Weibull k value of 2.0

Southbury Training School site has "poor to marginal" feasibility for wind power





# Breakout Session



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