

**Conceptual & Management Plan for the  
Redevelopment of Preston Riverwalk**



*Aerial View of Preston Riverwalk*

**Final Report (Version 14 Amended)  
Prepared by the Preston Redevelopment Agency  
Preston, CT  
April 2010**

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## **Executive Summary**

On March 12, 2009, the Town of Preston purchased 390 acres of the abandoned Norwich State Hospital property, renamed Preston Riverwalk (*hereafter referred to as the Site*), from the State of Connecticut. This riverfront campus offers a stunning overlook of the Thames River with long views to Long Island Sound. More than half the property is undeveloped and a pristine forested hillside surrounds a former reservoir.

Approximately 55 blighted structures stand on the Site, most built in the early 20<sup>th</sup> century with six larger institutional buildings constructed during the 1950s. During its operational peak the site was totally self sufficient with its own railroad siding, deep water pier, power plant, steam boilers, reservoir, agricultural production, laundry, print shop, carpentry/metal shops, recreation, kitchens, infirmary, laboratories, operating rooms, and morgue. Approximately 5,000 patients and employees occupied 1.3 million square feet of usable space.

The flagship Administration Building is a historic specimen of neo-gothic architecture and it is currently being assessed to ascertain if it can be rehabilitated for reuse. Most of the remaining buildings are deteriorated beyond practical reuse. The sheer size and number of buildings with associated contaminants (i.e. asbestos, lead paint) coupled with the need to remediate soil and groundwater contamination generates a site environmental cleanup and demolition cost estimated to be \$25-35M depending on the strategic approach. Phase I, II, and III Environmental Assessments have been completed and a Remedial Action Plan (RAP) is currently underway. A completed Archaeological Study and Property Survey are available.

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The Site offers access to a wish list of amenities: high voltage power, public water, public sewer, two natural gas lines, half-mile frontage on the Thames River, 500-foot deepwater pier, active railroad with two sidings, and an interstate highway connector.

The Site is a prime location across the river from Mohegan Sun Casino, on the direct route to Foxwoods Resort Casino, and situated as the epicenter of Southeast Connecticut Tourism Region (i.e. Mystic Seaport, Mystic Aquarium, and Institute for Exploration, US Naval Sub Base, US Coast Guard Academy, Connecticut College, New London ferries, and cruise ships). Twenty seven million people reside within a 2.5-hour drive to the Site.

Over the past 100 years, 140 acres of the 390 acres were developed extensively. A major portion of the Site is mostly flat with a sand/gravel base interspersed with existing roadways and storm control drains. Therefore, from a development, infrastructure, and site-readiness vantage point, Preston Riverwalk is poised and ready to flourish.

The Preston Redevelopment Agency (PRA), on behalf of the Town of Preston, is charged with the responsibility to manage and oversee the development of Preston Riverwalk in order to expedite development proposals and bring them to positive fruition. The PRA has engaged appropriate Town, State, and Federal Agencies to join together and offer assistance in remediating, renovating, and redeveloping this valuable asset.

This Conceptual and Management Plan for the Redevelopment of Preston Riverwalk (CMP) serves as the comprehensive document that satisfies Connecticut Statutory requirements and maximizes the Town's ability to achieve the successful development of Preston Riverwalk.

## PART A. DEVELOPMENT PROCESS

### Section 1. Background

#### Subsection 1.1. Evolution

The former Norwich State Hospital property (the Site), owned by the Town of Preston, comprises approximately 390 acres and is the location of a former residential mental health facility.



*Map 1 Regional Location of Preston Riverwalk*

The Site is located on State Routes 12 and 2A with direct frontage along the Thames River, directly across from the Mohegan Sun Casino, approximately 8 miles from Foxwoods Casino Resort, and is accessible to Interstate I-395 via the Route 2A interchange.

The Providence and Worcester Railroad right of way runs along the western boundary of the Site along the river. Route 12 passes through the Site north/south and Route 2A passes east/west.

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The portion of the Norwich State Hospital now owned by the Town of Preston is comprised of approximately 390 acres of buildings, roads, open space, pasture, and forested areas.

Approximately 200 acres of the Site is undeveloped. Additional hospital property extends into the City of Norwich to the north. The core of development, referred to as the main campus, is concentrated along the east bank of the Thames River just north of the Route 2A Mohegan-Pequot Bridge in an area of relatively flat topography with the exception of the river bluff. To the northeast of this main campus, the Site is undeveloped and, given the topography, boasts spectacular views. The southern portion of the Site is also undeveloped.

The property contains approximately 55 blighted structures that comprise nearly 1.3 million square feet of former offices, patient-care areas, maintenance space, utility structures, and employee/staff residences. Most of the structures were constructed in the first third of the 20<sup>th</sup> century, with several of the largest structures dating from the 1950s. Many of the core campus structures are linked by an extensive series of below grade corridors/utility tunnels, which are concrete or brick construction and are accessed through the basements of the buildings.

When originally established in 1904, the Norwich State Hospital was a self-contained institution that, at peak operation, provided long-term care for up to approximately 3,500 patients. The campus was served by its own power plant, water supply, laundry facilities, maintenance facilities, waterfront structures, active agricultural fields, a landfill, and employee housing. The State of Connecticut has remained responsible for maintenance and security at the facility. There has been little if any investment in the buildings; thus, most are in advanced stages of deterioration with broken windows and leaking roofs. The utility system, which supported the operations, including water, sewer, and natural gas, remains intact.

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The buildings have asbestos-containing material (ACM); peeling lead paint; transformers, switches, lighting fixtures containing PCBs (polychlorinated biphenyls) and other hazardous materials; and PCB-containing caulk. Theft of copper piping has resulted in ACM insulation being scattered throughout the tunnels and utility conduits. Most of the buildings are mold-infested and peeling lead paint has fallen from the walls and ceilings.

Comprehensive surveys of the Site have not revealed any archeological issues, which would impede development.

After unsuccessfully attempting to market the Site, the State of Connecticut declared the Site “surplus” and offered it to the Town of Preston. On March 12, 2009, the Town of Preston became the owner of the Site and accepted the responsibility to clean and develop it.

### **Subsection 1.2. Preston Redevelopment Agency Empowerment**

After the Town of Preston purchased the Site, it was necessary to define how the Town would move forward with the development. Town legal counsel reviewed the options and other redevelopment projects in Connecticut. On legal advice, the Board of Selectmen, at a Town meeting, authorized the formation of the Preston Redevelopment Agency (PRA) pursuant to Chapter 130 of the Connecticut General Statutes. This Statute grants the PRA the following powers subject to Town Meeting approval:

- On behalf of the Town, the PRA may issue bonds to finance redevelopment costs, which bonds could be payable solely from (a) income from the redevelopment of the property,

## Conceptual & Management Plan for the Redevelopment of Preston Riverwalk

(b) taxes or payments in lieu of taxes from the redevelopment property or (c) any combination thereof.

- The PRA may acquire and sell real property within the redevelopment area.
- The PRA may acquire real property within the redevelopment area by eminent domain, subject to ordinance modification granting the PRA this right.

For the PRA to exercise any of these powers, it must do so through the preparation of a redevelopment plan or through a plan submitted by a redeveloper. Once the Site redevelopment plan is assembled, it must be reviewed and approved as follows:

- Seek written opinion of the Redevelopment Plan from the Preston Planning & Zoning Commission.
- Conduct public hearing(s) on the Redevelopment Plan.
- Make certain findings as required by the General Statutes.
- The PRA will approve the Plan.
- Seek Redevelopment Plan approval through a Town Meeting.

After the Town Meeting approval, the Redevelopment Plan is in effect for 10 years but can be revised and renewed. Substantial changes to the Redevelopment Plan require a Town Meeting.

This CMP serves as the comprehensive document that satisfies Connecticut Statutory requirements and maximizes the Town's ability to achieve the successful development of Preston Riverwalk.

## **Section 2. Economic Assessment**

In spite of its heavily blighted condition, the Site's attributes endow it with extraordinary potential for sustainable development of a scale that can benefit economically not only the Town of Preston, but also the entire Southeast Connecticut Region.

Several key assumptions are fundamental to the economic characterization of any development options. They are:

- That market demand exists or will exist for an appropriate development of the Site.
- That recovery from the current deep economic recession will occur in a timely and substantial way, and financing for the desired development will be available.
- That the Preston community and various Town commissions will provide necessary support and approvals of the CMP.
- That the local casinos will continue as strong tourist destinations.
- That all investment in the preparation of the property for development will be recovered ultimately in either revenue derived from the Site and/or an increase in the Town tax base.
- That the number of developers that can utilize and finance the entire Site is small and competition for scarce capital for other projects makes interest in a project of this size even smaller.
- That parceling the Site should broaden significantly development prospects allowing more opportunities for success.

The PRA has considered four basic options with respect to the potential development of the Site and its importance to the financial health of the Town. The four options analyzed by the PRA and discussed below are:

- Development of the Site by a Single Developer
- Land bank the Site
- Utilize the Site exclusively for Town recreation and open space
- Phased, incremental development of the Site for mixed use

### **Subsection 2.1. Future Development Options**

**Development of the Site by a Single Developer**—This approach for development inherited from the State’s surplus property program sought out a single purchaser of the Site testing the appetite of the development community for a project of this scale. While the approach, set out in the CB Richard Ellis’ *Norwich Hospital Marketing Plan*, September 1998, elicited a number of proposals, none were in the end successful, although the Town strived hard for a successful outcome. In the present economic environment, this option is considered a non-viable strategy.

**Land Bank the Site**— The Town of Preston could choose to *land bank* the Site, meaning the Town would hold the Site without future plans for development for an indefinite period of time or until the economy sufficiently recovers. In this option, the Town would bear the costs of ownership of the property indefinitely without relief, imposing a continuing burden on taxpayers without commensurate benefits. Therefore, this option is considered unacceptable.

**Utilize the Site Exclusively for Town Recreation and Open Space**—In addition to the costs of ownership associated with the Land Bank option (security and insurance) this option introduces new costs without the likelihood of recovery. There would be additional costs for the removal of the existing structures, landscape design, and management. These uncompensated costs would add a significant mill rate increase to Preston taxpayers' burden. Preparation of the Site to render it safe and attractive would be in excess of any reasonable affordability. Therefore, this option is considered unacceptable.

**Phased, Incremental Development of the Site for Mixed Use**—This approach incurs more upfront costs due to planning and possible infrastructure improvements, but the potential for new development opportunities improves when the parcel sizes are more digestible and financeable. This facilitates an earlier inception of development, earlier revenue flow to the Town and, therefore, an easing of the real estate tax burden on Preston taxpayers. The use types must be evaluated carefully for compatibility, value concentration, employment diversity, appropriateness to the Site, and compliance with Town objectives. Recreation and open space needs of the Town are incorporated easily as development is coordinated. The PRA considers this option the most viable as it best facilitates all Town development objectives while minimizing impact on local property taxes.

### **Section 3. Guiding Principles**

The first task of the PRA was to work with the Town to define clearly the objectives for the development of the Site. The PRA accepted the following objectives on June 10, 2009.

**Subsection 3.1. Town Objectives in the Development of Preston Riverwalk**

- Create a productive center of sustainable mixed-use activity on the former Norwich Hospital site, now to be known as Preston Riverwalk that will provide the maximum economic benefit to the Town of Preston, neighboring communities, the region, and the State.
- Insure the future development of Preston Riverwalk embodies sound ecological practices including renewable, sustainable energy, environmentally benign waste management, and efficient transportation and communications.
- Preserve the rural character of Preston as well as the natural beauty of the Site and its included areas of historic or cultural significance such as cemeteries and buildings of particular architectural interest.
- Provide public recreational areas, facilities, open space, and access to the Site that contributes to the quality of life in Preston.
- Develop Preston Riverwalk responsibly and cohesively with input from regional stakeholders.

**Subsection 3.2. Compliance with Preston's Town and Relevant Regional Plans**

The PRA is aware that this plan and any future development must be consistent with Preston's Plan of Conservation and Development (POCD) and with all State and Regional regulations.

## **Section 4. Existing Conditions**

### **Subsection 4.1. Existing Land Use**

Preston Riverwalk consists of approximately 390 acres and 55 blighted structures, totaling 1.3 million square feet (SF) of floor space. In addition, there are 61 acres in Norwich and the State retains title to multiple adjoining acres.

No one is currently living on the Site and no one will be displaced by the redevelopment of the Site.

Some important details of Preston Riverwalk include:

- The Site offers nearly a half mile of deep-water frontage on the Thames River directly across from the Mohegan Sun Casino. In addition, the Site is approximately 8 miles from Foxwoods Resort Casino.
- The Site is easily accessible by Interstate Highway, rail, and a deep-water channel. The Site is located at the intersection of Connecticut Routes 12 and 2A, which offer convenient access to Interstates 395 and 95. Rail access is available via two sidings of the Providence and Worcester Railroad. A pier still stands where fuel ships previously docked.
- Included on the Site is a former heating/power plant. The generating equipment is obsolete but the building itself may be sound.
- In addition to the river frontage, the Site offers a small lake, woodlands, and bluffs with spectacular views. Approximately 200 acres of the property are undeveloped and pristine.

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- Environmental issues on the Site are summarized in completed Environmental Phase I, II, and III Reports, which are available upon request.
- The State of Connecticut completed a detailed Archaeological Study that indicates the presence of Native American campsites and other areas of interest. It is available upon request from the Preston Town Hall.
- Traffic studies were completed by several sources. The most detailed one was completed by Earth Tech, Inc. This study suggests the need for a second bridge over the Thames River. To that end, Federal Planning Funds of about \$3 million have been allocated for engineering drawings and design studies. The study is available upon request.
- Utility services exist and in some instances are redundant.
  - Public water is provided by 24-inch main from Norwich Public Utilities (NPU). Additionally, water is available near the Site from a 16-inch main from Groton Public Utilities (GPU).
  - A 1 million gallon wastewater pumping station exists on the Site that connects to NPU facilities.
  - Natural gas is available near the Site from Yankee Gas and NPU.
  - High voltage electrical power is available from Connecticut Light and Power (CL&P).

### **Subsection 4.2. Town Services**

The Town of Preston is responsible for and provides the same essential services to the Site as to all other areas of the Town.

## Conceptual & Management Plan for the Redevelopment of Preston Riverwalk

- Two Connecticut State Police Resident Troopers provide police services. Troop E's State Police Barracks is located within three miles of the Site and provides back up support.
- Fire and emergency medical services are provided by two Volunteer Fire Departments with a paid professional Fire Chief/Fire Marshall. Both have a full complement of emergency equipment.
- Preston has an elementary and a middle school. Preston provides high school education on a contractual basis with several local high schools.
- Preston Parks and Recreation Department offers year round activities for children, adults, and seniors.

### **Subsection 4.3. Preston Town Government**

The Town of Preston has a Town Meeting form of government. The Town Electorate is the legislative branch. The three-member elected Board of Selectmen acts as the executive branch for most matters. Residents volunteer on many Boards, Committees, and Commissions that guide the future of Preston. The Town website ([www.preston-ct.org](http://www.preston-ct.org)) offers more information.

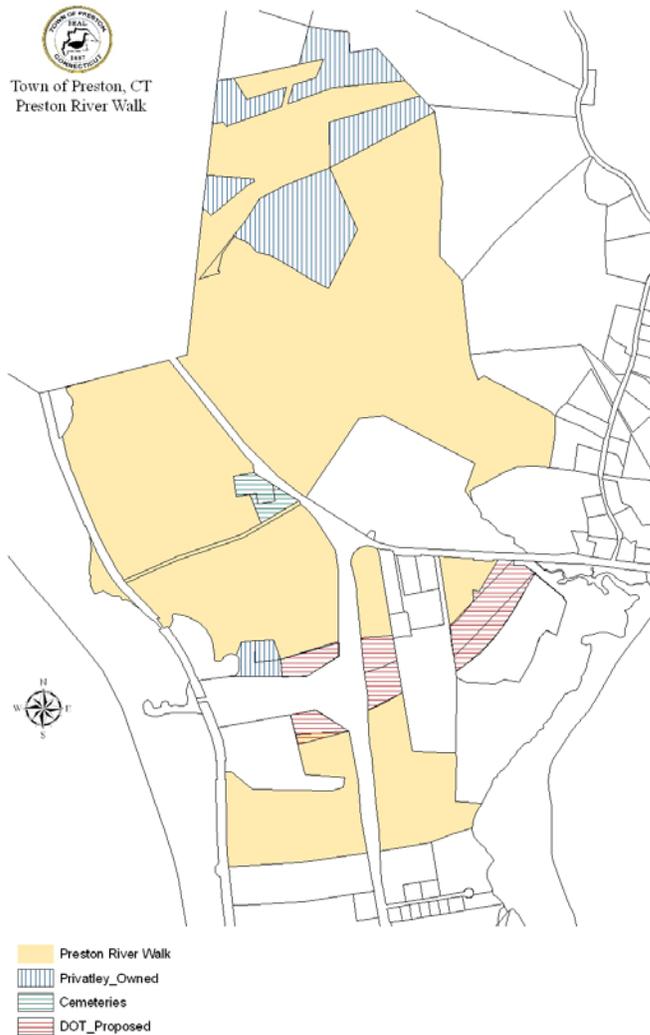
**Subsection 4.4. Existing Boundaries, Buildings, and Roads**



Property Transfer Documents and surveys legally describe and define the seven key parcels of land that comprise the Site. They are depicted in the aerial map above.

*Map 2 Aerial Map of Preston Riverwalk*

# Conceptual & Management Plan for the Redevelopment of Preston Riverwalk

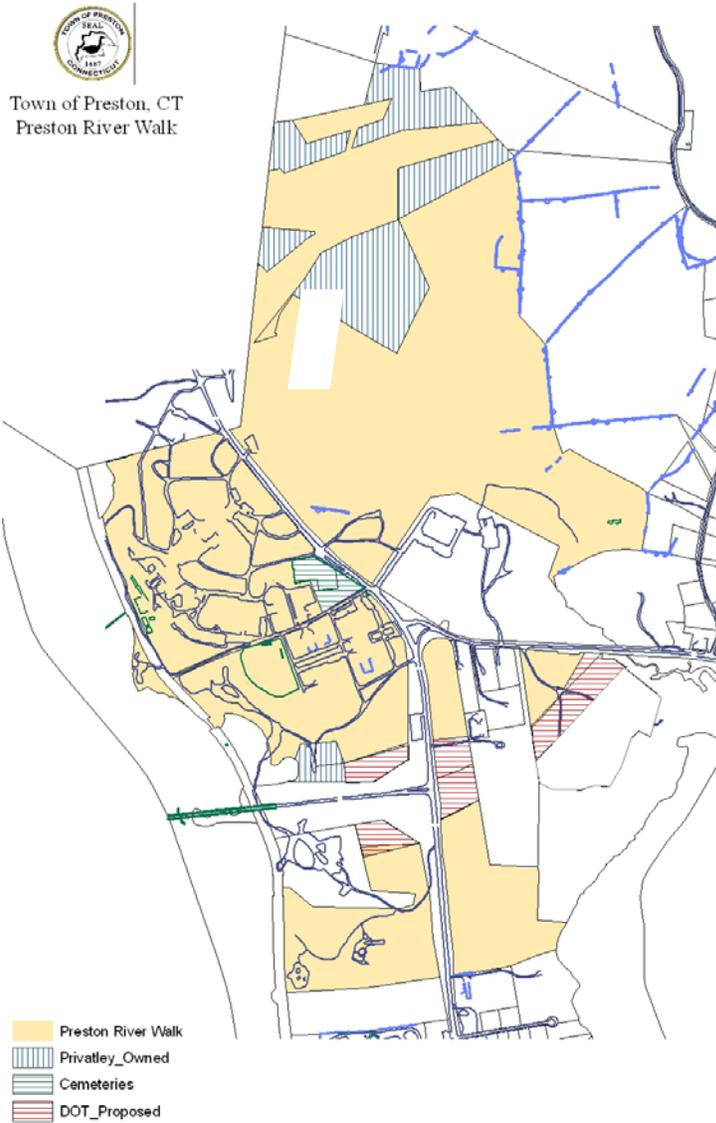


*Map 3 State Property Parcels*

Several privately owned parcels (crosshatched on the map) exist within the overall Site boundaries. Town attorneys have clarified the titles of these sites. The Town Clerk and Tax Collector have been notified. This map also shows land the State “set aside” for a Route 2/2A bypass or access ramps for another bridge across the Thames River (red cross-hatched area on map). For additional information, please see “Connecticut Department of Transportation, Routes 2/2A/32 Transportation Study”, Connecticut Department of Transportation, Routes

2/2A/32 Final Environmental Impact Statement or the 2008 State of Connecticut’s Long Range Transportation Plan.

# Conceptual & Management Plan for the Redevelopment of Preston Riverwalk



Streets on the main campus of the Site are paved, but have fallen into disrepair. Access to the riverfront is primarily by dirt roads with some steep descents.

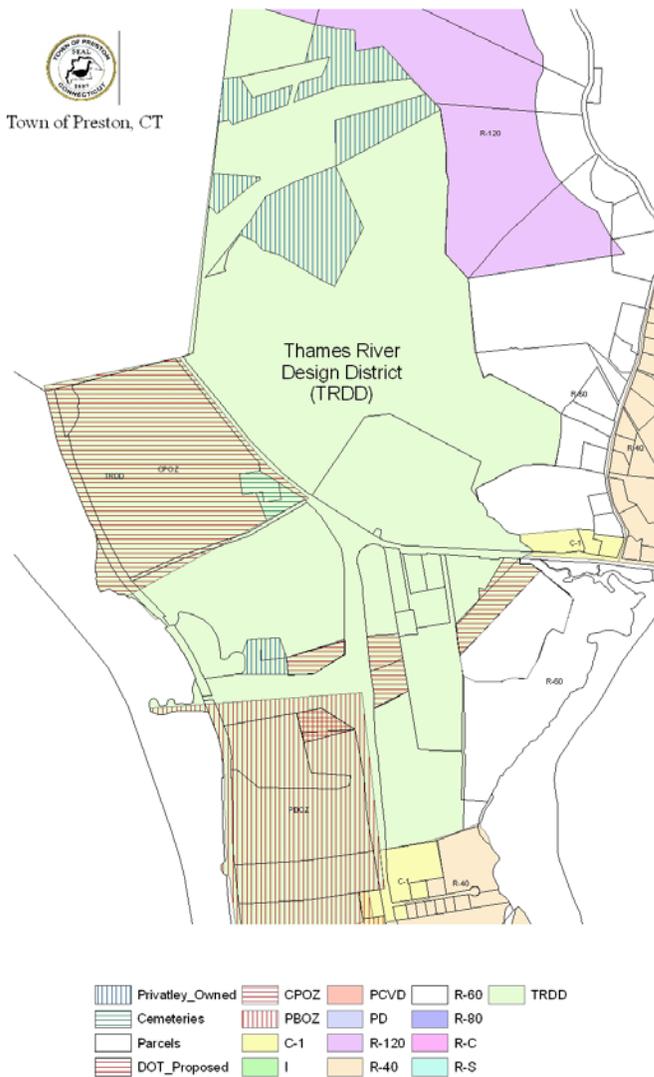
Of the approximately 55 blighted structures on the Site, several buildings are on the National Historic Register.

*Map 4 Street Map*

**Subsection 4.5. Parcels Proposed to Be Acquired**

This section recommended by legal counsel. The complete information will be filled in after all title searches are completed.

**Subsection 4.6. Zoning Regulations**



The Site is zoned as the Thames River Design District (TRDD) and has specific zoning and taxing regulations. These zoning regulations are summarized in the Addendum. Complete zoning regulations are available at the Town Hall.

*Map 5 Zoning Map of Preston Riverwalk*

**Subsection 4.7. Utilities**

The Site has multiple options for electricity, water, natural gas, and sewage as described in this section. Going forward the Town will have the option of providing utilities through CL&P, NPU, or the Town.

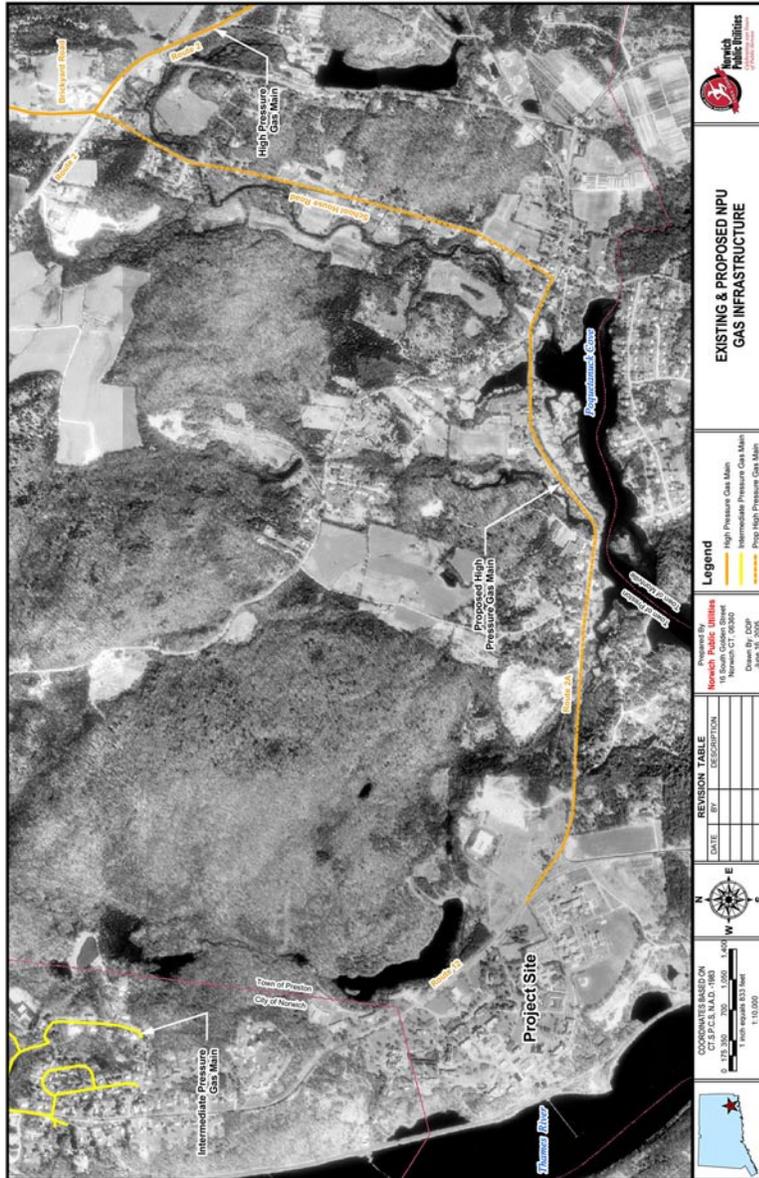
The following information and four-map set summarizes utility information based on data from a report by Clough, Harbour, & Associate, LLP. May 1998.

The maps in this section are thumbnails to provide an overall view and to summarize additional Site features. For detailed viewing, see the maps in the accompanying Addendum. Larger versions of all maps are available at the Preston Town Hall.



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**Natural Gas** – Ample natural gas is available at, or near the site via a two-inch line from NPU or a twelve-inch high-pressure line from Yankee Gas.

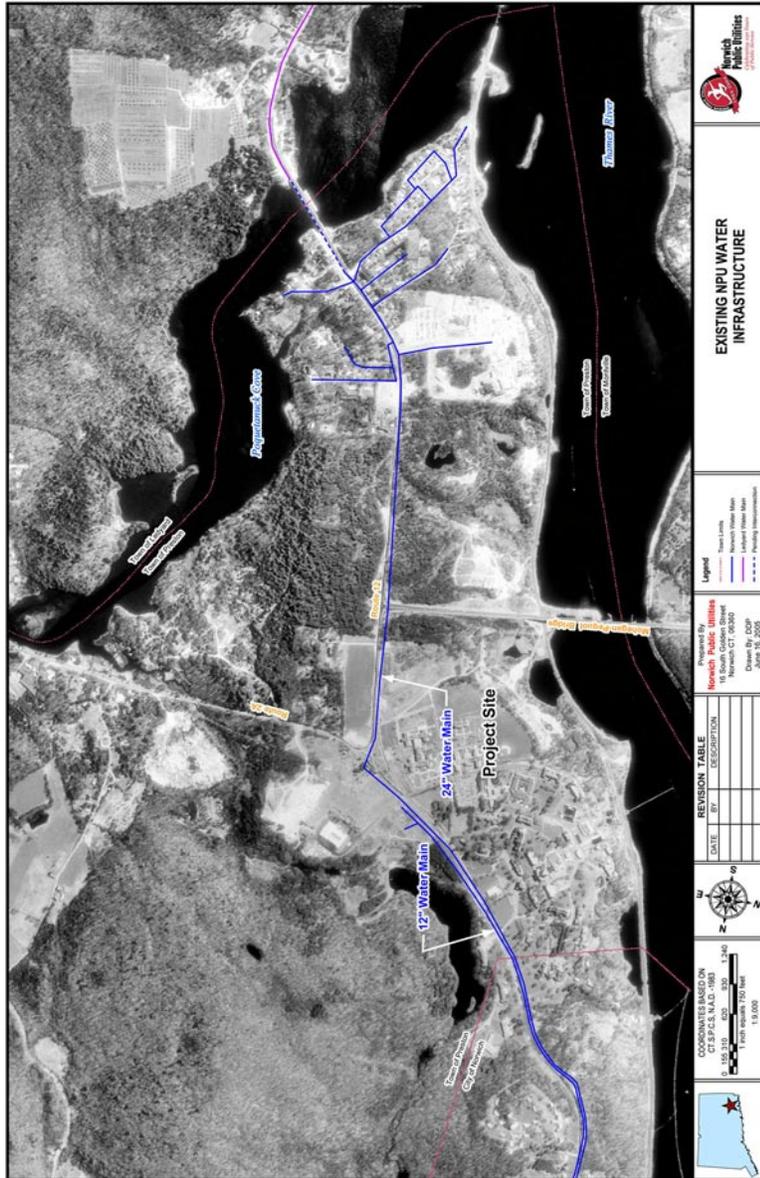


*Map 7 NPU Gas Infrastructure*



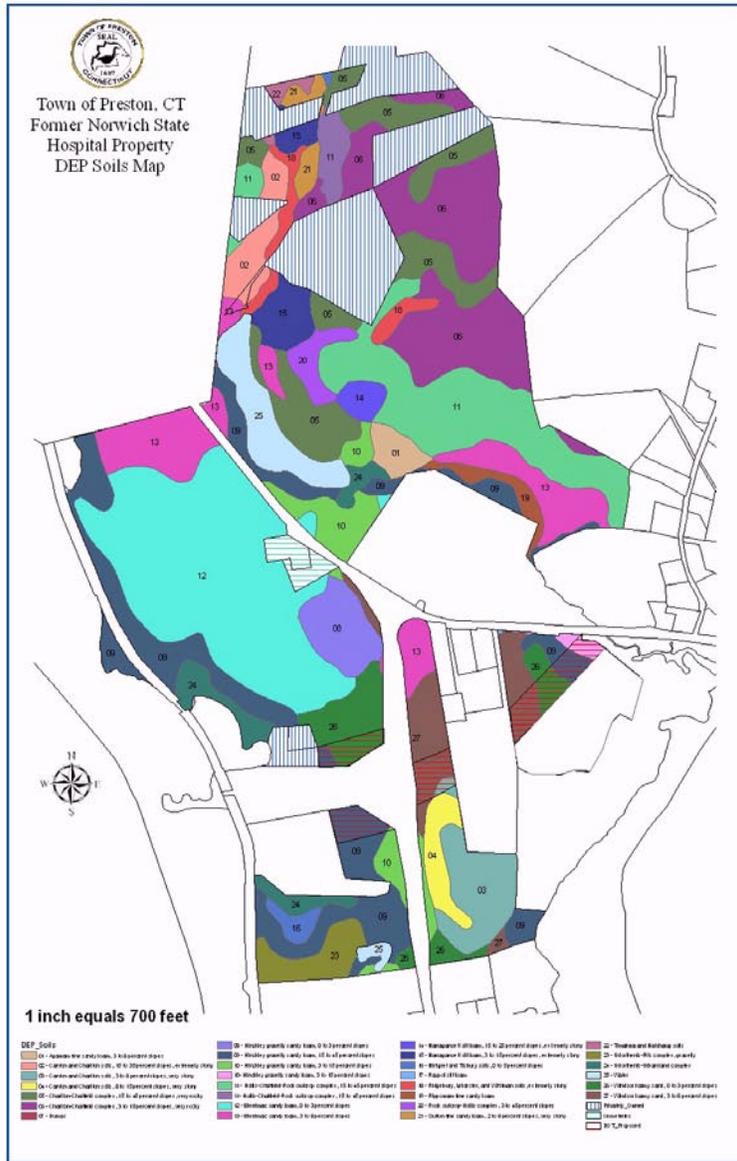
# Conceptual & Management Plan for the Redevelopment of Preston Riverwalk

**Water** - Norwich Public Utilities (NPU) currently provides water to the Site via a twenty-four inch main. Water is also available to the Site from Groton Public Utilities.



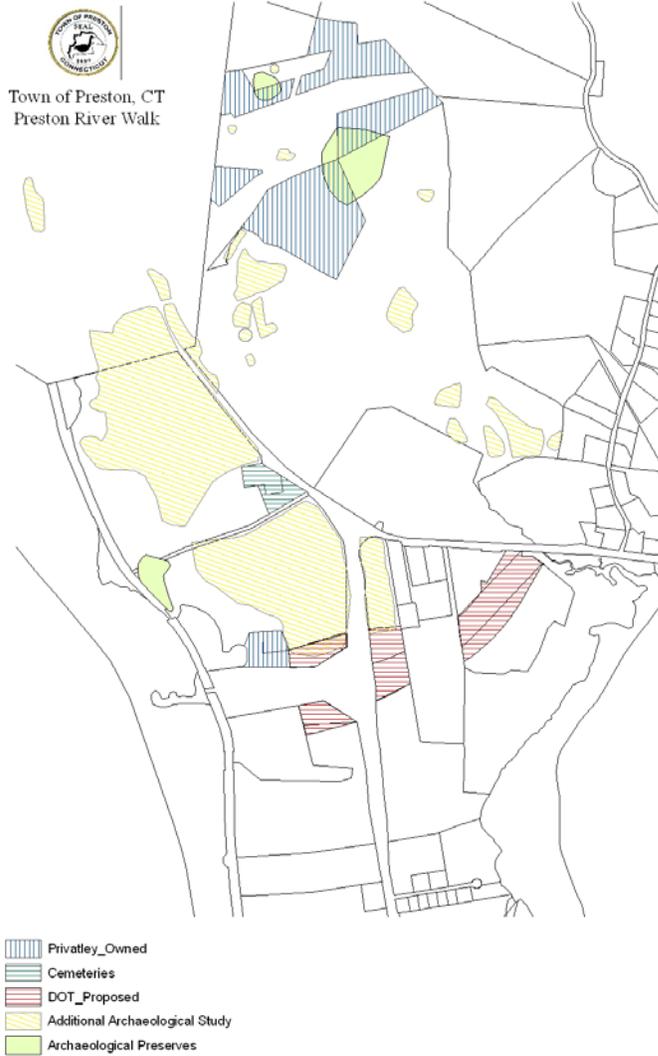
*Map 9 Site Water Infrastructure*

**Subsection 4.8. Significant Natural Features**



Above is a Department of Environmental (DEP) Soils Map that shows the types of soils on the Site based on standard soil description criteria. Coupled with topographical information, there are no impediments to development.

**Subsection 4.9. Archaeological Features**

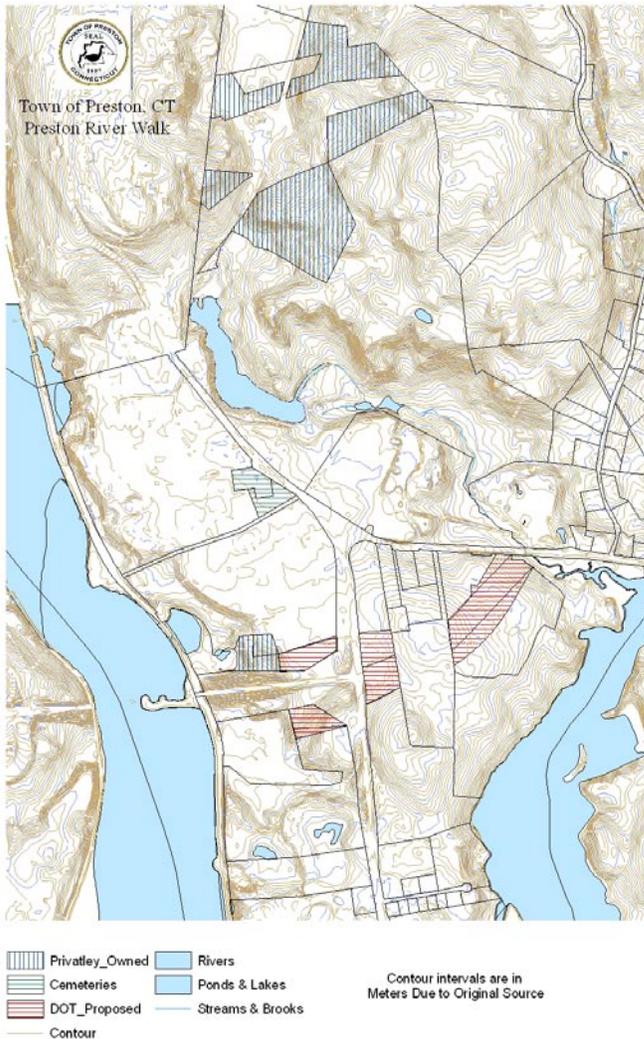


*Map 11 Archaeological Features*

Comprehensive surveys of the Site have not revealed any archaeological issues that would impede development. The surveys did reveal that local Native American tribes and their predecessors built campsites along the Thames River in the vicinity of the Site. Also, the colonists harvested oysters and built a shipyard. Among the early settlers, the Story family ran a trading post and tavern on the Site from colonial times until the early 1900's. During World War II, two Navy planes crashed into a hilly portion of the Site during a training exercise. To

document these historic activities and protect the locations, the State conducted a detailed archaeological study in 2005-2006, which summarizes areas of archaeological importance. Results are available upon request from the Preston Town Hall.

**Subsection 4.10. Topography**



*Map 12 Topographical map of Site*

The map on this page summarizes topography for the Site with contours measured in meters. The terrain rises from the Thames River to a large flat area stretching to Route 12. Fronting the east side of Route 12, the property is level with a small lake, woodlands, and then rises on bluffs.

The bluffs provide excellent views of the river, the river provides many opportunities for water related activities, and the undeveloped reservoir and hill area offer an

excellent background to frame natural development versus man-made attractions.

**Subsection 4.11. Coastal Area, Wetlands and Flood Plain**



*Map 13 Coastal Area, Wetlands and Flood Plain*

The site is located within the Coastal Area as designated by the Connecticut Coastal Area Management Act.

The site's resources include shoreland, tidal wetland, estuarine embayment, coastal flood hazard area, and freshwater wetlands.

According to the Plan of Conservation and Development (PCOD), "sensitivity to coastal resources and public access to the Thames River are important factors to be considered during the Site's redevelopment." In addition, the PCOD states that the Commission

"should ensure that the redevelopment of the Norwich Hospital site includes public access to the Thames River."

As shown above, there are minimal wetland and flood plain issues to impede development.

## **Section 5. Environmental Conditions and Future Remediation Plans**

### **Subsection 5.1. Introduction**

The State of Connecticut officially closed the Norwich State Hospital facility in 1996. Post-closure environmental conditions at the Site have been described in a series of environmental assessments including a Phase I performed by Clough, Harbour, and Associates, LLP (2001), Fuss and O'Neill, Inc. (2005) and Earth Tech, Inc. (2006). An updated Phase I assessment was performed for the Site by Weston Solutions, Inc. in March 2009.

These investigations identified thirty-seven (37) Areas of Concern (AOCs) on the Site and determined the nature and approximate extent of soil and groundwater contamination associated with these AOCs. Environmental issues associated with the blighted structures on the Site, (i.e. asbestos, lead-based paint, universal waste) were evaluated during these investigations.

Removal of soil, groundwater, and building-associated contaminants will require the preparation of a Remedial Action Plan (RAP). The Environmental Protection Agency (EPA) has awarded a \$200,000 Targeted Brownfield Assessment (TBA) grant to the Town of Preston to develop additional information on the nature and extent of environmental issues, prepare the RAP, a schedule for Site remediation, and a remedial cost estimate. This RAP will address the AOCs in a strategic manner, which is consistent with the Conceptual Site Design for the Site.



The level of remediation at each AOC required to achieve compliance with the RSR depends upon the future use of the area and the classification of the underlying groundwater.

This cost is expected to vary depending upon the proposed use of a specific area. Development of AOC-specific remedial strategies and additional investigation of the soil-related AOCs will determine if the contaminated soil can be re-used beneficially on the Site.

### **Subsection 5.3. Demolition Plan**

The Plan identifies approximately 55 blighted structures within the Site (see Table 2 in the addendum). The majority of these structures are located within the approximately 150-acre main campus area, between the Thames River and Rt. 12. Nearly all of these structures are functionally outdated and structurally unsound for renovation and reuse.

As part of the Phase II and Phase III investigation of the Site, Eagle Environmental, Inc. of Bristol, Connecticut completed an environmental assessment within the structures that revealed that most of these structures must undergo abatement of hazardous materials prior to demolition. The materials include asbestos, lead paint, and universal waste such as fluorescent light bulbs containing mercury, light ballasts, and electrical equipment containing polychlorinated biphenyl (PCB), and, to a lesser extent, mercury-containing thermostats. (For further details, see Eagle Environmental Hazardous Building Materials Inspection Report available upon request.)

Following the abatement of these structures, each will be stripped of any salvageable material, which will lessen the demolition cost. Most abatement and demolition contractors will quote one price for total abatement and demolition with the salvageable material savings reflected in the

final price quote. The PRA will investigate the approach of salvaging easily recoverable materials within the structures prior to demolition. If this method of salvage proves to be more economically feasible, the PRA will contract for salvage removal prior to demolition.

A phased approach of abatement and demolition will be developed and incorporated into the Plan. The intention of this phased approach is to minimize the initial costs to the Town, to prepare the first portions of the Site for redevelopment, and maximize the return from the Site. “Parcels” will be delineated based on the relative costs to prepare them for redevelopment and their intrinsic property value. Areas with the lowest demolition and remediation cost and highest intrinsic value will be the first to be prepared for redevelopment. Profits from the redevelopment of initial parcels will be re-invested into the Site for preparation of the next parcel in the sequence.

The Environmental Protection Agency (EPA) awarded the Town of Preston a Targeted Brownfields Assessment Grant and will prepare a Remedial Action Plan (RAP) for the abatement and demolition of the Site.

#### **Subsection 5.4. Soil Contamination Abatement**

Abatement of contaminated soils will require excavation to remove the lead and pesticide contamination that has been identified in the building perimeters. Preliminary results indicate that eight of the smaller wood frame structures require excavation to remove the pesticide chlordane that was applied to control termites. With wood frame structures, excavation of

perimeter soils is required to a vertical extent of 4 feet below ground surface (bgs) and a horizontal extent of 20 feet out from the foundation.

Most of the larger structures constructed of masonry will require excavating the building perimeter to a depth of 1 foot below ground surface (bgs) and a horizontal extent of 5 feet out from the building foundation to remove pesticides and lead paint.

### **Subsection 5.5. Demolition Plan for Tunnels, Conduits, and Utility Lines**

In addition to the 55 blighted structures above ground, the Site also contains extensive underground structures including tunnels, water lines, sewer lines, electric lines, steam lines, chiller lines, drainage lines, and conduits that will require abatement and demolition to prepare the Site for redevelopment. Most of the tunnels contain asbestos, and some contain universal waste, which are mostly light fixtures. The steam lines, electrical lines, and chiller lines contain insulation that may contain asbestos. Cost of remediation, demolition, and backfilling of all tunnels, conduits, and trenches remains to be evaluated. A list of underground structures is provided in Table 5 in the Addendum.

### **Subsection 5.6. Approach**

The RAP will be developed in coordination with the PRA Site Design Team. Once the RAP is completed, it will identify areas where remedial actions and or building demolition activities are required to prepare the Site for redevelopment. These activities may be initiated in portions of the Site that require the least effort and cost to prepare them for redevelopment.

## Conceptual & Management Plan for the Redevelopment of Preston Riverwalk

The PRA will prepare scopes of work and bid packages for the implementation of building demolition and remedial activities.

All demolition and remedial activities will be in accordance with applicable local, state, and federal regulations.

### **Subsection 5.7. Conclusion**

The PRA has evaluated environmental remediation, building abatement, and demolition activities required to prepare the Site for redevelopment.

The RAP and the Conceptual and Management Plan (CMP) are being developed in concert and provide a clear pathway to convert the Site from its present impaired condition to one that is free from environmental encumbrances and is development ready.

The PRA believes it has formulated a firm foundation that will foster a place where a mix of sustainable development and open space can be created that will ensure the quality of life and the long-term economic stability of Preston.

## **Section 6. Conceptual Site Design**

### **Subsection 6.1. Background**

After all the research and input, the PRA recommends the following Conceptual Site Design (the Design). We believe it achieves current community goals and yet is flexible enough to meet the needs of future generations.

In the years to come, the residents of Preston will have the flexibility to decide which emergent opportunities go forward and where they will be located. The Design below is just the starting point so that the Town and the PRA can progress.

Technical experts, consultants, and Town resources support this process. It is essential to listen to public comment and develop a Design that will provide a balance of natural resource uses and mixed-use elements. The PRA adopted a four-step process emphasizing public input and review, developing goals and policies, developing design concepts, and formulating the Design, that will guide the Town and potential developers.

Over the past few years, the Town of Preston has been involved in a number of discussions with developers regarding the potential use and redevelopment opportunities for the Site. These discussions, coupled with community forums, provided information and insight into the types of land uses residents and interested parties would consider acceptable. More recently, the PRA initiated a series of public forums to define potential land uses on the Site. The PRA recognizes that although development proposed for the Site must be supported by a robust economic analysis and that detailed master planning will need to be completed by the developer(s), it is

## Conceptual & Management Plan for the Redevelopment of Preston Riverwalk

critical to continue the dialog with the Town to agree on a general framework of land uses for potential developers to consider.

The PRA held four public forums on October 1, 2, 3 and 6, 2009 to allow attendees to review the work conducted to-date by the PRA, examine land use options, and express opinions on how redevelopment should proceed. Attendees were invited to comment specifically on preliminary land use categories identified by the PRA. Through this exercise, the PRA has refined potential land use categories and will continue to do so as the PRA engages private development interests for implementation.

The following land uses were identified from these public forums:

- Commercial – that provides opportunities for retail, hotels, conference centers, entertainment, office, and medical facilities.
- Residential – that provides age-restricted housing (e.g., assisted-living, condominiums, and/or apartments) which is complementary to a mixed-use plan and which is considered “low-impact” to Town services.
- Recreational – that provides opportunities for our community to access one of our greatest assets, the Thames River.
- Open Space – that provides our community with access to the Site’s natural resources such as a park, a nature preserve, as well as public access/right-of-way to the pond, the Thames River, and Poquetanuck Cove.
- Institutional / Community – that provides opportunities for government offices, day care, educational centers, wellness / critical care, a satellite hospital, and/or a Town Hall.

## Conceptual & Management Plan for the Redevelopment of Preston Riverwalk

- Industrial – that provides opportunities for technical research and light manufacturing facilities.

In addition to understanding the large variety of land uses considered, an attempt was made to understand the natural characteristics of the Site, which provide both the assets and challenges to development of the Site. These are presented below:

### Assets:

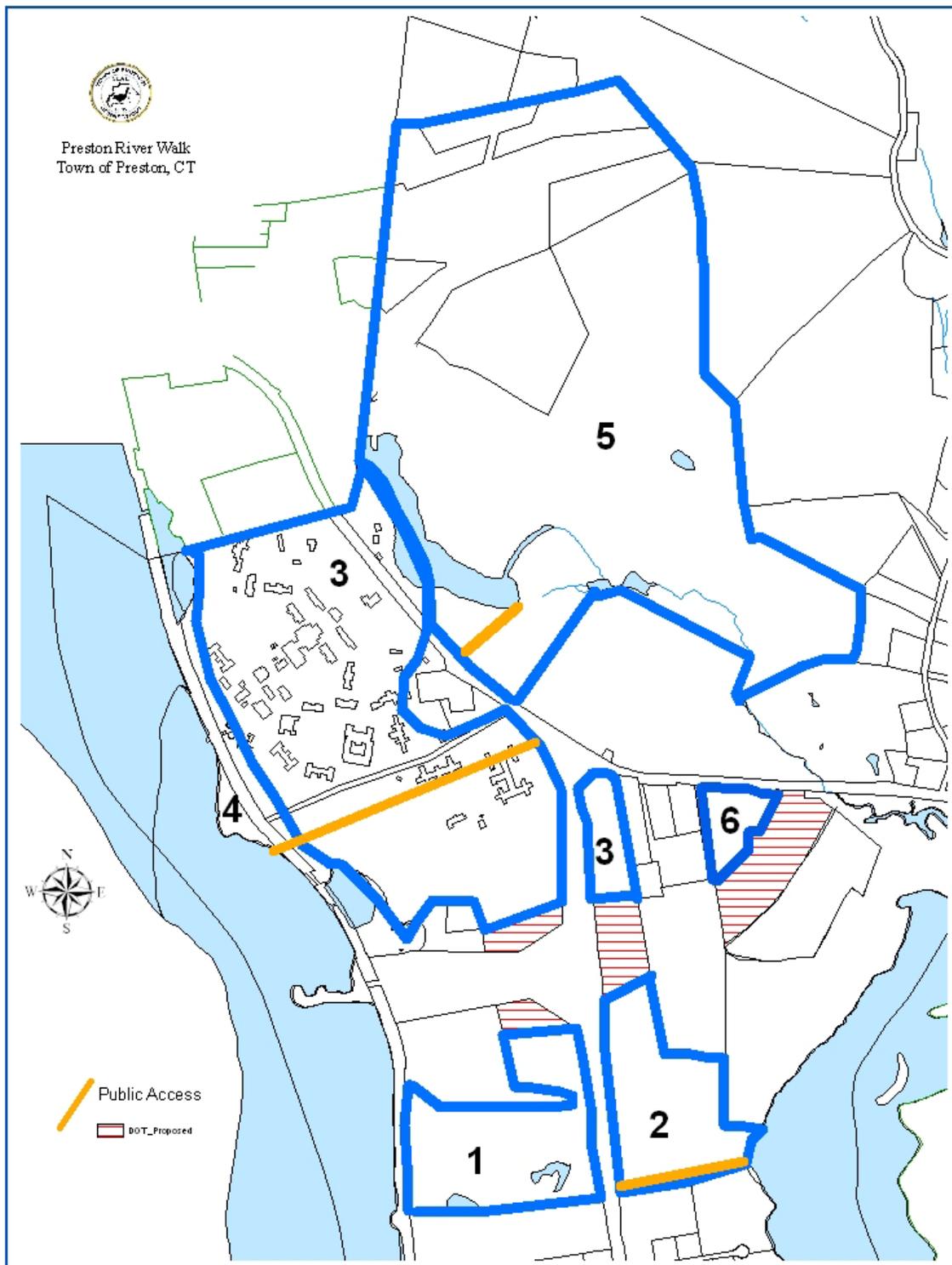
- Large acreage
- Good visibility and accessibility
- Majestic views to the west and south due to the topographic relief
- Adjacent to the Thames River
- Intact natural systems despite intensity of previous development
- Existing deepwater marine pier
- Sand & gravel resources

### Challenges:

- Significant elevation differences between the former hospital site and the Thames River except in limited locations
- Rail line obstructs full access to the Thames River
- Significant amount of land encumbered by steep slopes or other physical constraints

**Subsection 6.2. Conceptual Site Design Development**

These assets and challenges were factored into the work previously described in order to develop the Conceptual Site Design. In addition, to aid in the design of the Site and to insure comprehensive oversight of the actual development, the Site has been parceled into smaller segments and theme components were assigned to each parcel based upon a combination of the previous developer work and the Town forums. In addition to the assets and challenges discussed above, the locations of these theme components reflect a combination of the land use types and natural characteristics. The parcels are shown in Figure 1 on the next page.



*Figure 1 Conceptual Site Design parcels*

## Conceptual & Management Plan for the Redevelopment of Preston Riverwalk

Environmental and archeological/historical data were then overlaid on these parcels to provide direction on the greatest near-term opportunities for development. This assessment demonstrated that:

- Parcel 1 is best considered for Industrial and/or Commercial use.
- Parcel 2 is best considered for a mix of low-intensity Commercial and Residential uses.
- Parcel 3 which has been the most developed parcel in the past – is best considered for high-intensity mixed uses which include, but are not limited, to the land use types introduced previously.
- Parcel 4 is best considered for a mix of low-intensity Residential, Recreational and Commercial uses.
- Parcel 5 is best considered for Open Space, which provides a natural backdrop to the developed portions of the property while providing access to the local community to enjoy and leverage the natural resources found in Preston and the surrounding community.
- Parcel 6 is low priority for development at this time.

Residential uses in any parcel are not approved by current zoning regulations or the current Town Plan of Conservation & Development. If some form of residential use is presented it would require changes to the governing regulations before implementation.

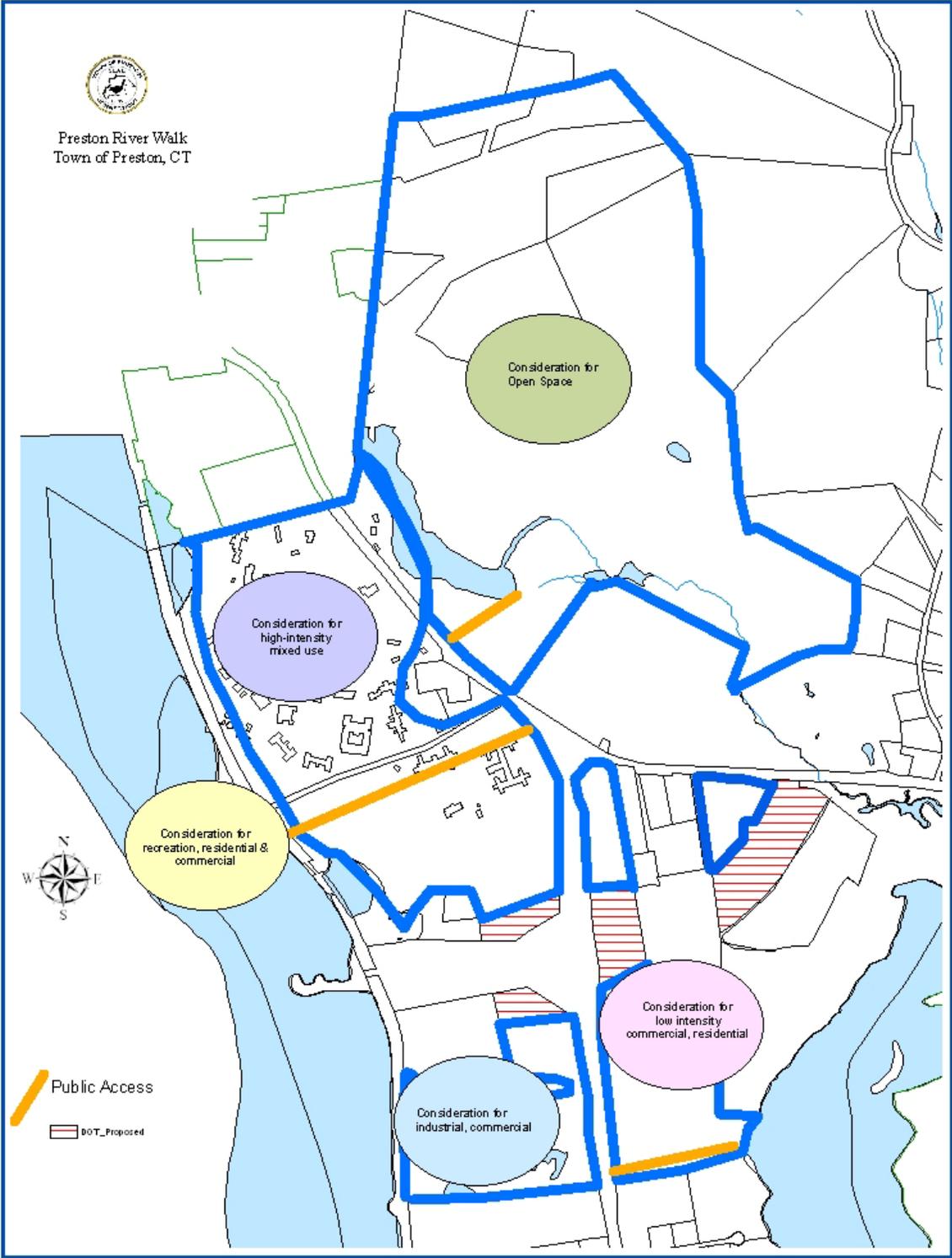


Figure 2 Preston Riverwalk Conceptual Site Design

Preston Riverwalk, built as a mixed-use development (Figure 2 above), provides a variety of land uses that support the long-term well being of the Town and the region. At the same time, it will retain and leverage the natural characteristics of the Site.

**Subsection 6.3. Path Forward**

Once the Conceptual Site Design is approved in a Town Meeting, the PRA will use this Design to progress three important facets in achieving successful development of Preston Riverwalk.

These three facets are (a) utilization of the Design to aid in the prioritization of decontamination of low contamination parcels early on, (b) share the Design with developers who express an interest in partnering with the PRA in developing the Site, and (c) employing the Design as an aid in our marketing of the property.

## **Section 7. Implementation Process**

### **Subsection 7.1. General Approach**

The Conceptual and Management Plan (CMP) proposed by the PRA addresses immediate needs as expressed by the community while retaining future opportunities. Throughout the development process, Preston residents will continue to make the decisions regarding the viability of proposed opportunities.

To insure that the CMP meets the Town's objectives and is approved by the Town, the PRA listened to public comment and developed a plan that would provide a balance of mixed-use elements and natural resource uses. The PRA adopted a four-step process:

1. Public input and review
2. Developing goals and policies
3. Proposing a conceptual design
4. Formulating an acceptable conceptual and management plan

To aide in the design of the Site and to insure comprehensive oversight of the actual development, the PRA divided the Site into conceptual parcels and assigned to each parcel development components based on Town input.

### **Subsection 7.2. Phased Remediation**

Given the current economic climate and extensive environmental contamination on the Site, the PRA recommends adopting a phased development approach as the only feasible way forward. The PRA will employ a three-pronged process. Initially, the PRA will address the remediation of those portions of the property that are considered the most attractive for development. Next, the PRA will work with interested developers to remediate portions of the property associated with their development plans. All revenues generated from the combination of the first two steps will be reinvested in the property to further the progress of the remediation and to stimulate further successful development.

### **Subsection 7.3. Marketing Approach**

The PRA recognizes three strategies that will influence the future marketing plan for Preston Riverwalk: (1) the mission of the PRA, (2) the marketing goals, and (3) the marketing strategy.

The Mission of the PRA is to be the voice of the community in reflecting their desires, concerns, and objectives while managing the growth and development of Preston Riverwalk.

The PRA seeks to accomplish the following marketing goals:

- Market the phased, incremental development of Preston Riverwalk for mixed use such that it will: promote and maintain an image of excellence, improve the quality of life for Preston residents, and diversify and increase the tax base of the Town.
- Seek developers that offer innovative technologies, requiring a skilled work force, and create high paying jobs for possible inclusion in development of Preston Riverwalk.

## Conceptual & Management Plan for the Redevelopment of Preston Riverwalk

- Target developers interested in developing the parcels for any of the mixed-uses previously discussed in the Conceptual Site Design.
- Position Preston Riverwalk in the mind of developers so that it will showcase the unique amenities and flexibility of the Site's attributes.
- Maintain planning flexibility as reflected by present or future needs of the community.
- Develop partnerships with Federal, State, and Regional agencies that may provide necessary resources.

**Marketing Strategy**—The PRA will investigate marketing approaches based on needed adjustments. The following is a combination of marketing approaches that may be used to reach developers:

- Product Strategy: Develop a strategy that highlights an image of excellence, the unique location, and an infrastructure that is poised for immediate development.
- Price Strategy: Utilize pricing methods such as professional appraisals and a Request for Proposal (RFP) process as methods to aid in determining pricing for parcels within Preston Riverwalk.
- Promotion Strategy: The PRA intends to utilize multiple promotional vehicles simultaneously such as media advertisement (in major news publications and other media such as television, radio, magazines, and the Internet) and a public relations campaign utilizing news releases and news conferences.
- Place (Distribution) Strategy: The PRA reserves the right to seek outside professional advice (legal, site engineer, marketing, etc.) in determining the appropriate strategy for parceling and distribution of Preston Riverwalk.

In summary, the strategic marketing process and implementation of the future marketing plan includes obtaining resources, designing the market organization, developing schedules, and executing the marketing program. In addition, there will need to be controls that identify deviations between PRA goals and marketing goals, and a plan to correct any negative deviations while taking advantage of positive ones.

## **PART B. PRESTON REDEVELOPMENT AGENCY MANAGEMENT**

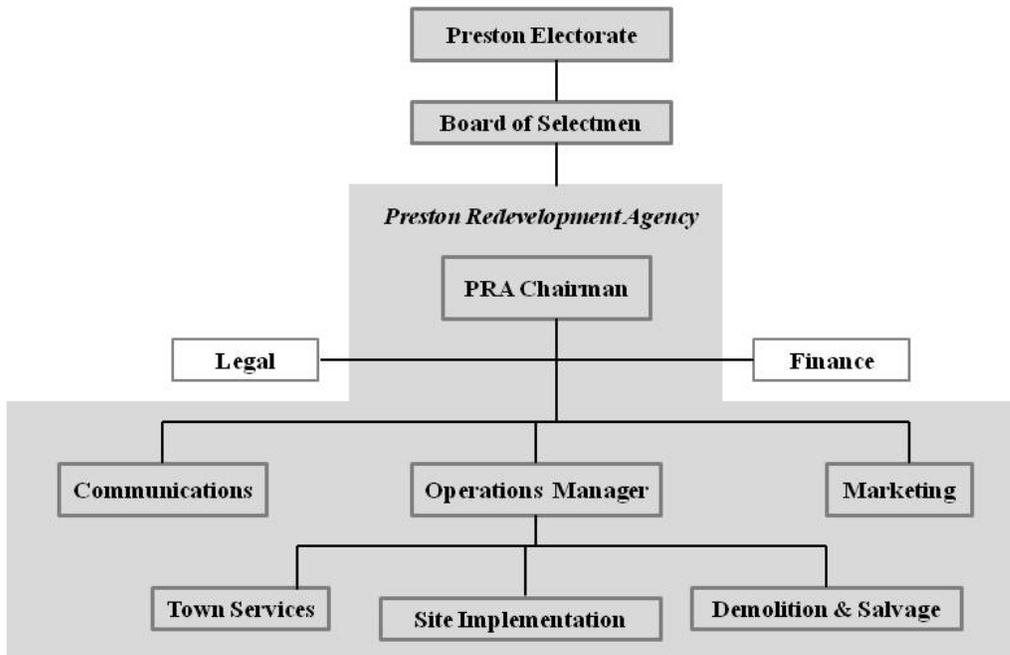
### **Section 1. Introduction**

The PRA is responsible for planning and implementing the redevelopment of the Site. Given the size, complexity, and long duration of this management responsibility, it is imperative that, going forward, the PRA be structured and staffed to perform its many tasks efficiently, with prompt and effective decision-making provided by explicit roles with detailed responsibilities in an environment of established practices and procedures.

Visibility and accountability must be accorded to the Town of Preston for all PRA activities and financial transactions. Clear lines of authority and responsibility are required for the PRA to discharge its executive function on behalf of the Town. The PRA Chairman reports to the PRA membership that, in turn, is responsible to the Town of Preston through the Board of Selectmen. Initially, various members of the PRA will fill all subordinate positions to the PRA Chairman. As implementation of the Site redevelopment progresses, there exists the possibility that the demands of some subordinate positions will dictate that a volunteer position is replaced with a salaried person. Again, the organizational structure, practices, and procedures established now are critical in that they must facilitate personnel transitions without disruption to PRA operations. An effective organization with well thought out practices and procedures is a critical cornerstone of every facet of future PRA operations.

## Section 2. Organization and Staffing

The future organization of the PRA is depicted in Figure 3 below. Recognizable as a typical and proven organizational structure, it provides short, clearly defined lines of communication and responsibility.



*Figure 3 PRA Organizational Chart*

In it, the Chairman of the PRA is supported by two staff functions for legal advice and financial management. Operational management and control is exercised through three directly reporting subordinates: the Director of Communications, the Operations Manager, and the Director of Marketing.

Visibility and accountability to the Town of Preston is assured by the subordination of the Chairman's authority to the full membership of the PRA and the mandated reporting requirements of the PRA to the Preston Board of Selectmen. Specific responsibilities, working relationships, and levels of authority for the PRA, the Chairman of the PRA and his direct subordinates are provided in the following subparagraphs as a set of Position Descriptions.

**Subsection 2.1. General Provisions**

From the beginning, the PRA has utilized the services of an experienced law firm for legal advice. The PRA recognizes that in the future, it will require additional expert advice and support. Staffing of the organization as presented above will be drawn from the PRA's current membership but future workloads and required job skills may necessitate the employment of paid staff. Any position in the above organizational chart that converts to a paid position shall require the assent of two thirds of the PRA membership. The Chairman and Director of Finance positions cannot be outsourced. No member of the PRA may be employed by the PRA and/or receive compensation from the PRA. Members may be reimbursed for necessary expenses.

**Subsection 2.2. Position: Preston Redevelopment Agency Membership**

**Reports to:** Town of Preston Board of Selectmen

**Role and Responsibilities:** Provide comprehensive oversight of the policies, performance, and financial integrity of the Preston Redevelopment Agency, similar to the function of a corporate board of directors. Responsible for regular status reports to the Town of Preston Board of Selectmen detailing activities and progress in redevelopment of the Site. Responsible for recommendation of approval to the Board of Selectmen of any disbursements or contract

commitments by the PRA that exceed the recognized levels of authority stipulated within this plan. Is responsible for review and approval of contract solicitations and source selections that exceed the delineated authority of the Chairman of the PRA. Annually, by election, the Membership will select, from within its ranks, the persons to serve as Chairman and Vice Chairman of the PRA for the next twelve month period.

**Delineated authority:**

- Approval of expenditures of non-tax derived funds up to \$500,000
- Approval of contract commitments up to an award level of \$1,000,000
- Approval of recommendations to the Town for major deviations from the approved CMP in land use and , approval of significant changes in supporting plans for infrastructure or sequence of development.

**Subsection 2.3. Position: Chairman, Preston Redevelopment Agency**

**Reports to:** Preston Redevelopment Agency Membership

**Role and Responsibilities:** The Chairman is responsible for the supervision and coordination of all activities of the Preston Redevelopment Agency including Financial Management, staff allocation and resourcing, technical planning, work and contract performance and coordination with State, Regional and local governments. Chairman will authorize and supervise all external communications with other government entities and the public including preparing for and coordinating required Town of Preston approvals and organized gathering of public opinion. He will approve all Requests for Proposal prior to their issuance by the PRA and will approve all expenditures and contract commitments within his delineated authority. For expenditures and

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contract commitments greater than his Delineated Authority, he will recommend approval to the PRA Membership and/or the Town of Preston Board of Selectmen as appropriate. He will regularly, in accordance with the prescribed schedule, report the status of all activities and finance to the PRA membership in a form suitable for their delivery to the Board of Selectmen. He will prepare an annual Financial Budget for PRA operations and contract support. He will solicit an annual formal audit of PRA financial holdings and transactions. He will approve or delegate authority for the approval of all support provided the PRA by Town of Preston employees. These reports may be filed more often than monthly if determined appropriate.

### **Delineated authority:**

- Approval of individual expenditures of appropriated funds received from Preston General Fund not to exceed \$5000.00 in accordance with Part C, Section 2.2 of this plan
- Approval of expenditures of non-tax derived funds up to \$100,000
- Approval of contract commitments up to \$250,000
- Approval of all submitted requests for funding/services grants and loans
- Application of non-tax derived funds to matching fund grants up to \$100,000

### **Subsection 2.4. Position: Preston Redevelopment Agency Director of Finance**

**Reports to:** Chairman, Preston Redevelopment Agency

**Role and Responsibilities:** The Director of Finance will advise the Chairman on matters of financial strategy in the application for and utilization of funding from any sources external to Preston Redevelopment Agency operations. He will implement and supervise all financial sourcing from public or governmental providers and he will insure proper receipt, holding, and

## Conceptual & Management Plan for the Redevelopment of Preston Riverwalk

disbursement of all monies received by the PRA, from either internal or external sources. He will report to the PRA monthly a summary of all accounts including all receipts and disbursements and will insure all accounts are audited by an external professional at least annually. He will review and approve the financial terms and conditions of all contract agreements entered into by the PRA and will monitor and report the financial performance of all such agreements on a monthly basis. . He will serve as liaison to the Board of Finance.

Delineated authority: The Financial Director has no independent authority to approve disbursement of PRA funds but is a required second signatory under circumstances delineated in Part C, Section 2.2 of this Plan.

### **Subsection 2.5.      Position: PRA Director of Communications**

**Reports to:** Chairman, Preston Redevelopment Agency

**Role and Responsibilities:** The Communications Director will advise the Chairman of the PRA on the strategy and tactics of external communications with the public. He will monitor media reports of interest to the PRA. The Communications Director will have prepared any required communications material for the public or media use and will maintain a library of all such materials. He will also maintain in that library a copy of all internal and external correspondence relating to PRA operations. The Communications Director will assist the Chairman in organizing interactions with the public or external organizations as may be deemed appropriate. The Communications Director will advise the Chairman of the PRA on issues related to compliance with Connecticut Freedom of Information Act (FOIA).

**Delineated authority:** The Communications Director may authorize disbursements of up to \$1000 in accordance with Part C, Section 2.2 of this Plan for materials or services required to support communications activities authorized by the Chairman.

**Subsection 2.6. Position: Preston Redevelopment Agency Operations Manager**

**Reports to:** Chairman, Preston Redevelopment Agency

**Role and Responsibilities:** The Operations Manager will plan, direct, coordinate and oversee all on Site technical and maintenance activities for which the Preston Redevelopment Agency is responsible including, but not limited to, Town Services, Site Design and Implementation, and Demolition and Salvage. As the Technical Direction Authority for all contractor supplied goods and services, including technical compliance by developers with contract requirements, he will monitor and report monthly on the technical status of all work within the redevelopment Site. He will provide the initial draft of all statements of work for solicitation of contract goods, services, or committed development.

**Delineated authority:** The Operations manager may authorize disbursements up to an individual limit of \$1000 in accordance with Part C, Section 2.2 of this Plan.

**Subsection 2.7. Position: Preston Redevelopment Agency Director of Marketing**

**Reports to:** Chairman, Preston Redevelopment Agency

**Role and Responsibilities:** The Director of Marketing will advise the Chairman of the Preston Redevelopment Agency (PRA) on the formulation of a marketing strategy for development and

revenue generation within the Site. Upon approval of that strategy, he will be responsible for its implementation and, if appropriate subsequent revision. He will report monthly to the PRA, the status of all marketing activities, including an assessment of their effectiveness and cost/benefit ratios. He will be the primary point of contact for the PRA with outside agencies, local, state, regional and national that may assist or facilitate marketing of the Site.

**Delineated authority:** : The Director of Marketing may authorize disbursements up to an individual limit of \$1000 in accordance with Part C, Section 2.2 of this Plan.

### **Section 3. External Communications**

As the redevelopment of the Site moves forward, it will be necessary for the PRA to keep the Town and all interested parties (potential developers and their agents) informed of its progress. The redevelopment process will address many issues including multiyear phasing, marketing, and management of the Site.

External communications endeavor to increase the clarity of the public's perception of the progress of redevelopment; its impact on the Town and region; and its consistency with the Town's stated objectives.

As needed, communications may be created to target specific audiences. These targeted messages will enhance awareness, emphasize marketability, build local and regional support, and manage anticipated outcomes. The approach, language, protocol, and emphasis will be suited to the targeted audience, i.e. developers, financial institutions, governmental agencies, and media outlets.

To achieve positive outcomes for the Site redevelopment, it is essential all interested parties be kept informed. The interim progress reports, timeline status, achievements, strategic planning, and all other external messages will be communicated by or authorized by the PRA Chairman to maintain a consistent message and voice.

## **Section 4. Contract Management Procedures**

Throughout the multi-year process of Site preparation, remediation, and redevelopment, it will be necessary for the PRA to obtain various goods and services, solicit and select developers for various parcels of the Site, and sell portions of the Site. Each of these necessary transactions will require the placement and negotiation of a contract. To be sure, contracts will vary by size, complexity, and type. All, however, must be implemented in three fundamental phases:

1. Requirements, Definitions, and Contract Solicitation
2. Source Selection and Contract Award
3. Contract Performance and Supervision

Responsibilities and procedural requirements for each phase are as set forth in the following paragraphs.

### **Subsection 4.1. Requirements, Definitions, and Contract Solicitation**

The first step in the initiation of any contract is a concise statement of requirements (SOR), a document written prior to contract solicitation to define the project's requirements. It is referred to throughout the entire project process to act as a benchmark for scoping the project.

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Following the SOR, a statement of work (SOW) is a formal document that captures and defines the services to be rendered, detailed requirements, pricing, materials, timeline, and deliverables including technical performance specifications and compliance with standard regulatory and governance terms and conditions.

Hence, the SOW is the seminal document that a vendor will execute against in performance of specified work. The SOW insures contract deliverables are compliant with the intent of the procurement. In every case, the SOW and the supporting information called out below will be prepared by the PRA official directly responsible for utilizing or supervising the material or services rendered under the proposed contract and will be forwarded to the PRA Chairman or PRA Membership, as appropriate, for review and approval.

The SOW will be accompanied by the originator's estimate of cost, date the material or services are required, recommended solicitation method and contract type, and the draft evaluation criteria by which responding proposals will be judged.

Following approval by the Chairman of the PRA and the PRA Membership, a Request for Proposal (RFP) will be prepared under the supervision of the Chairman of the PRA and the Director of Finance. At the discretion of the Chairman of the PRA, the final RFP document may be subjected to legal review prior to its publication. In the event of proposed sale, acquisition, or development of property within the Site boundaries, legal review is mandatory. Final release of all solicitations requires the signature of the Chairman of the PRA or the individual to whom he has delegated specific signature authority for the case at hand.

**Subsection 4.2. Source Selection and Contract Award**

In the case of all competitive procurements, prior to release of the Request for Proposal, the evaluation criteria for selection of a preferred respondent shall be documented and approved by the PRA Membership. This Source Selection Criteria shall be made available to prospective bidders upon request and as a part of any pre-bid informational meetings. A Source Selection Committee of not less than three PRA Members will review all respondent proposals to a solicitation and recommend to the Chairman of the PRA that source determined to be of the highest value to the Town of Preston based upon the predetermined Source Selection Criteria. With the concurrence of the Chairman of the PRA and a majority vote of the PRA Membership, a contract may then be negotiated with the bidder of choice. In the event a change in Source Selection Criteria after promulgation of a Request for Proposal, all bidders will be notified of the change and provided a period of not less than five working days to amend their proposals prior to submission.

Prior to final signature and legally binding commitment, the contract negotiated with the bidder of choice will receive legal review and approval by the legal firm representing the PRA and financial review and approval by the PRA Director of Finance.

**Subsection 4.3. Contract Performance and Supervision**

When a contract is executed, the PRA official who initiated the procurement shall supervise adherence to the performance requirements of the contract by the contractor. The PRA official who initiated the procurement shall report at least monthly to the Chairman of the PRA and the

PRA membership on the technical and schedule performance of the contractor, including any performance issues beyond management control and recommend actions to resolve those issues.

The Director of Finance shall monitor such financial parameters of the contract as are necessary to insure the contractor's obligations to the Town of Preston are met within planned and approved costs. The Director of Finance shall report monthly to the Chairman of the PRA and the PRA membership regarding the financial status of all procurement contracts.

## **Section 5. Town Approvals and Focus Groups**

The Site is a Town-owned asset. The Town required the preparation of a redevelopment plan for the Site by the PRA in accordance with Redevelopment Agency regulatory requirements and Town ordinances.

The Town is the legislative body with ultimate approval authority of all PRA decisions, but as a matter of necessity to permit effective management of the redevelopment process, substantial authority has been delegated to the PRA.

It is therefore incumbent upon the PRA to properly assemble, prepare, and present to the Town of Preston (through the Board of Selectmen, and when appropriate, directly to Preston residents) all pertinent details regarding the Site and the PRA's operations. In addition to the formal reporting requirements detailed elsewhere in this plan, the PRA will find it necessary to provide the Town with updated Site information in various public forums and focus groups.

The focus groups, in particular, will enable those attending to deliberate and recommend potential Site uses and review suggested PRA developed concepts. These forums will be planned and organized by the appropriate PRA groups and approved by the PRA. The final redevelopment plan has been submitted to the Planning and Zoning Commission for written opinion, and subsequently presented to the Town at Public Hearing.

## **Section 6. Implementing the Plan**

### **Subsection 6.1. Coordination with State, regional and local town Governments**

Implementation of the Site redevelopment plan will require interaction with various levels of regulatory governments. Land use, infrastructure, and environmental approvals will be mandatory and financial pursuits will necessitate coordination with governing bodies.

### **Subsection 6.2. Public Participation**

Public involvement will be encouraged and supported at all stages of the redevelopment process.

### **Subsection 6.3. Identification of Statutory Agencies Involvement**

The PRA Director of Communications, with input from the Operations Manager will maintain a matrix and/or spreadsheet referencing the required statutory permits for the intended activities for the Site. The matrix will include the proper sequencing and scheduling of activities for efficient execution. The responsible PRA member will contribute their potential regulated activities or requests to Program Management for review.

## **PART C. FINANCE**

### **Section 1. Board of Finance Communications**

The PRA Director of Finance shall report monthly to the Board of Finance to keep them apprised on all financial matters.

### **Section 2. Financial Controls**

The PRA is charged with planning and implementing the restoration of the Site to uses beneficial to the Town of Preston. Given the size, complexity, and long duration of this management responsibility, it is imperative for the PRA to have the financial and management controls to do the business of Site cleanup and redevelopment. This control can be efficiently implemented only if the PRA is allowed to operate with a high degree of financial independence while maintaining complete accountability to the Town.

To that end, the Town of Preston's Treasurer will establish and maintain accounts in a member bank of the Federal Deposit Insurance Corporation that shall be designated "Project Account PRESTON RIVERWALK" hereafter referred to as "Project Account."

#### **Subsection 2.1. Receipt of Funds**

Whether received by the Town of Preston or directly by the PRA, all funds specific to Preston Riverwalk will be deposited in a Project Account. This includes, but is not limited to the following:

## Conceptual & Management Plan for the Redevelopment of Preston Riverwalk

- All funds allocated to the PRA from the Town of Preston through either a dedicated line item in the Town budget or from the General Government Budget as approved by the Preston Town Board of Finance.
- All funds received by the Town or directly by the PRA from bonds issued to support the redevelopment of Preston Riverwalk.
- All funds specific to Preston Riverwalk received from the State of Connecticut through any grants-in-aid and/or loan programs.
- All funds specific to Preston Riverwalk received from the United States through any grants-in-aid and/or loan programs.
- All other income derived from the Site, including but not limited to interest, sale of surplus assets, sand & gravel, timber, rent, advertising, and land sales.

### **Subsection 2.2.      Budgeting**

To insure methodical and disciplined application of funds available to the PRA for the restoration and development of Preston Riverwalk, it is important that all anticipated receipts and expenditures be planned and controlled within the framework of a legally binding budget. The budgetary process and controls must, in the case of Preston Riverwalk, accommodate the various uncertainties in the scale, timing, and sequence of events that will unfold as the Conceptual Plan is implemented. The PRA Budget will meet the following guidelines:

- A zero-based, line item budget shall be prepared annually and approved by the PRA membership on or before February 15<sup>th</sup>, to permit review by the Board of Finance and inclusion in the Town of Preston Budget of any required funding from Town budget.

## Conceptual & Management Plan for the Redevelopment of Preston Riverwalk

- It will be reviewed quarterly thereafter for changes mandated by emergent, unforeseen receipts or funding requirements. All changes to the previously approved budget require approval by the PRA membership.
- Disbursements by the PRA will be in accordance with the procedures and limitations of approval authority contained herein and in Part C to this plan and in no case may exceed the approved budgeted line item amount.
- The PRA must receive Board of Finance approval for any requested budget adjustments for funds appropriated from Town funds prior to incorporating those changes in PRA budgetary planning.

### **Subsection 2.3. Disbursement of PRA Funds**

The PRA will not draw, or permit to be drawn, or encumber, or permit to be encumbered, in any way, any funds in the Project Account except for the purpose of paying a Project Cost Item authorized within the Project Budget..

No checks, drafts or order shall be drawn by the Agency upon any account unless a voucher, signed and approved by the originating department head and including a copy of the original invoice, has been presented to the PRA Director of Finance or, in his absence, to the Chairman of the PRA for payment.

All checks, drafts, or orders drawn by the PRA upon the Project Account will be signed by the Town of Preston Treasurer and an Officer of the PRA, normally the Director of Finance (as authorized in the CMP Part C, Section 2). In the event that the Chairman of the PRA has signed

## Conceptual & Management Plan for the Redevelopment of Preston Riverwalk

the authorizing voucher and the Director of Finance is unavailable, the signature of a third member of the PRA shall be required on the instrument of payment. In every case, as a minimum, one of the two required PRA signatures (voucher approval or instrument of payment) must be a signature of the Chairman of the PRA or a signature of the Director of Finance.

The PRA will maintain all necessary financial records and statements including, but not limited to, Balance Sheet and Income Statement on a budget basis, showing budget vs. actual. The PRA Director of Finance shall maintain auditable records as necessary to insure that ear marked funds from Town appropriated funds, grants, etc are expended only for the purpose intended.

The Director of Finance shall provide monthly to the Chairman of the PRA a report of receipts, expenditures, compliance with budget, status of grant and loan applications, and any other matters of significant financial interest. The Chairman of the PRA shall include a summary financial report in his monthly report of PRA operations to the Town of Preston Board of Selectmen.

Annually, the PRA will be audited as part of the Town of Preston's Annual Audit.

### **Section 3. Financial Risk Management**

The PRA is charged with planning and implementing the redevelopment of the Site and will have the financial independence and management control to do so while maintaining complete accountability to the Town. It is imperative that the PRA have a Financial Risk Management Plan that will identify and then manage threats that could impact the financial operations of the

## Conceptual & Management Plan for the Redevelopment of Preston Riverwalk

PRA. Generally, this involves reviewing financial operations of the PRA, identifying potential threats and the likelihood of their occurrence, and then taking appropriate actions to address the most likely threats.

The PRA Director of Finance will have prepared and submit with the annual budget, a Risk Management Plan that sets forth all perceived operational and financial risks for the forthcoming twelve month period, including the probability of occurrence, estimated maximum financial impact, and actions that may be required to mitigate each risk in the event that probability becomes reality. The Risk Management Plan shall be reviewed and updated on a quarterly basis to account for emergent risk issues. Some of the elements of a Financial Risk Management Plan are as follows:

- Is the Agency following accounting practices that conform to accepted standards?
- Is the Agency preparing timely financial statements including the Balance Sheet and Statement of Revenue and Expenses along with a budget versus actual?
- Is the Agency periodically forecasting year-end revenues and expenses to assist in making sound management decisions during the year?
- Are all projects and technical operations progressing within approved budgets of time and money?
- Are there potential contractual or political issues likely to impose delay or unbudgeted costs in technical operations or contract completions?
- Is the Agency developing an annual comprehensive operating budget?

It will be the responsibility of the Chairman and the Director of Finance of the PRA, or an appropriate committee, to carry out the Financial Risk Management Plan.

#### **Section 4. Interim Revenue Sources**

The PRA, during the planning and reclamation stages of the Site, will identify and utilize or sell particular existing Site assets to generate short-term revenue.

A sub-committee of the PRA will control the identification, utilization, or sale of such assets.

The Chairman and Director of Finance of the PRA must give final approval of any transaction relative to such assets.

The PRA has identified the following preliminary assets but more may exist.

- Surplus Assets (including Land)
- Salvage items
- Sand and Gravel
- Timber
- Rent
- Location for Advertising Media
- Film Production
- Special Events

The sale of, or utilization of the aforementioned assets will in no way diminish the ultimate land use value of the Site, nor will the utilization of or sale of such assets affect the environmental integrity of the Site. Revenue generated by the sale or utilization of such assets will be deposited in a “Project Account.”

## **Section 5. Financial Resources**

The PRA is tasked with facilitating the redevelopment of the Site. The scope of this project creates formidable financial challenges to the PRA and the Town. The PRA is aggressively pursuing all financial instruments that will assist in meeting these challenges. The PRA will seek all public resources to prepare the Site for private enterprise and developers who are capable of investing private resources in the redevelopment of this Site

Potential and existing funding sources include but are not limited to:

- Interim Revenue Sources, identified assets used for short-term revenue
- Environmental Assessment Grants
- Brownfield tax incentives, loans, and redevelopment grants
- EPA and local revolving loan funds
- Tax incremental financing (TIF)
- General obligation bonds
- Connecticut Development Authority
- Connecticut Commission on Culture & Tourism

## Conceptual & Management Plan for the Redevelopment of Preston Riverwalk

A sub-committee of the PRA will initially select the most promising grant opportunities and will concentrate its efforts in applying for and pursuing the awarding of those choices. Only when all avenues of unburdened public financing have been exhausted, will the PRA explore the next most cost effective means of procuring working capital.

All recommendations, relative to procuring funding, will be submitted to the Chairman and Director of Finance of the PRA for presentation to the PRA membership and, if appropriate, to the Town for approval

## **PART D. ADDENDUMS**

### **Section 1. Zoning for Thames River Design District (TRDD)**

The TRDD provides for two overlay zones called the Campus Preservation Overlay Zone (CPOZ) located on the northerly portion of 14 Route 12 West and the Planned Business Overlay Zone (PBOZ) located on 14 Route 12 South. Abutting zones include R-120, R-60 and R-40 parcels, (residential zones), C-1, and TRDD. The property TRDD is described below and a zoning map of the Site is attached as Map 5.

**Purpose:** The TRDD was created to promote the commercial use of the Site utilizing its unique location, characteristics, and amenities including State highways, rail line, proximity to the casinos, and the Thames River frontage.

**Permitted Uses:** The permitted uses in the underlying TRDD include hotels, research hospitals, laboratories, colleges or private schools, health or fitness centers, dine-in restaurants, professional offices or office complexes, transportation centers, marinas, theaters, recording studios, specialty retail stores, and accessory uses. In addition, indoor and outdoor family oriented recreational/cultural facilities, intensive agriculture and aquaculture activities are permitted by special exception. All special exception uses must comply with additional special criteria and require public hearings.

**Dimensional requirements:** Building lot dimensional requirements vary depending upon service by public sewer and public water systems. Due to the size of the Site, there are some areas that are remote and may not require or be served by public utilities. With both public sewer

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and water available, 80,000 SF lots are required, and with no public sewer and water available, 200,000 SF lots are required. Maximum building height is 50 feet; however, the fire marshal may permit structures to exceed the 50 foot height requirement.

**Overlays:** The two overlay zones have special conditions that set them apart from the underlying TRDD, as follows:

**The CPOZ:** This district is located on a portion of 14 Route 2 West and is the core campus of the Site. There are approximately 55 structures within the district. The regulations were written to provide incentives to retain the historic structures. The CPOZ permits all the uses noted in the underlying TRDD, but all uses would be by special exception rather than permitted uses.

**Incentives in the CPOZ:** Provided structures are retained and the project is served by public water and public sewer, there are incentives to compensate for extra expenses to retain the structures. These incentives include the following: no requirement for minimum lot size, increased lot coverage from 40% to 75%, no minimum lot frontage provided the project has a deeded road to access the street, no side or rear yard requirements, 100-foot setback from Route 12, and setback from access roads would be 0 feet.

**The PBOZ:** This district is located south of Route 12, 2A, and west of Route 12 and extends beyond the project area. The PBOZ is intended to permit light industrial businesses in addition to the uses permitted in the underlying TRDD. All uses in this district, including the TRDD are allowed by special exception. The additional PBOZ uses include: warehousing, lumberyards, printing and publishing companies, mail order distribution centers, construction companies, recording studios, manufacturing (not including processing of raw materials), and indoor

recreational and cultural facilities. All uses permitted in the underlying TRDD are required to meet the minimum lot requirements outlined for the TRDD. The additional uses permitted in the PBOZ must meet the lesser of the TRDD requirements, which include a minimum lot size of 80,000 SF rather than 200,000 SF minimum lot size.

**Additional Requirements:** In addition to the general requirements listed for site plans and special exceptions, the TRDD regulations contain additional requirements that address environmental protection, design standards, access and traffic, and off-street parking (the regulations permit offsite parking).

**Planning and Zoning Permits:** Permits required for projects will include site plans, special exceptions, and coastal site plans (14 Route 12 West is the only parcel that would not require a coastal site plan.) The coastal area, as defined by the Connecticut General Statutes, is 1000 feet from the mean of the Thames River and Poquetanuck Cove.

**Section 2. Table 1 Environmental Areas of Concern on Preston Riverwalk**

<b>Area of Concern (AOC)</b>	<b>Contaminant of Concern</b>
AOC-1 (GB) Receiving & Storage Area	No. 6 fuel oil
AOC-2 (GB) Rail Spur, Coal Storage, Power House	Lead, arsenic, PAH, asbestos material
AOC-3 (SC/SB) Thames River Outfalls	No Action Necessary
AOC-4 (GB) Former Saw Mill	PAH, metals, lead, and antimony
AOC-5 (GB) Sewage Treatment Plant	ETPH
AOC-6 (GB) Power House	LNAPL / ETPH
AOC-7 (GB) Carpentry Building	No Action Necessary-phase 3 determination
AOC-8 (GB) Maintenance Office	No Action Necessary-phase 3 determination
AOC-9 (GB) Laundry	No Action Necessary-phase 3 determination
AOC-10 (GB) Galt	No Action Necessary-phase 3 determination
AOC-II (GB) Maintenance Shop	No Action Necessary-phase 3 determination
AOC-12 (GB) Transportation Building	PAH / ETPH
AOC-13 (GB) Old Store Room	PAH / ETPH
AOC-14 (GB) Theater	PAH
AOC-15 (GB) Old Firehouse	No Action Necessary-phase 3 determination
AOC-16 (GB) Electric Transformer Building	No Action Necessary-phase 3 determination
AOC-17 (GB) Stedman	PAH
AOC-18 (GB) Woodward	No Action Necessary-phase 3 determination
AOC-19 (GB) Seymour	No Action Necessary-phase 3 determination
AOC-20 (GB) Earle	PAH
AOC-21 (GB) Ray	PAH
AOC-22 (GB) Butler	No Action Necessary-phase 3 determination
AOC-23 (GB) Well Pump House	No Action Necessary-phase 3 determination
AOC-24 (GB) Greenhouse	Pesticides, lead
AOC-25 (GB & GA) Core Campus Waste Disposal Area	Lead PAH, Pesticides, Arsenic, Antimony
AOC-26 (GA) Martin House (in Norwich)	No Action Necessary-phase 3 determination
AOC-27 (GA) Bryan House (in Norwich)	No Action Necessary-phase 3 determination
AOC-28P (GA) Eastern Reserve Waste Disposal Area	ETPH
AOC-29 (GA) Potential Upgradient Sources	No Action Necessary-phase 3 determination
AOC-30 (GB, GA) Building Perimeters: Pesticides	More information needed for determination
AOC-31 (GB) Former DIX & Cutler Buildings	Non-friable asbestos, PAH
AOC-32 (GA) Ash Landfill (not transferred)	More information needed for determination
AOC-33 (GA & GB) Site-wide Groundwater	AOC-specific ground water issues only
AOC-34 (GB & GA) Site-wide Pesticides	No Action Necessary-phase 3 determination
AOC-35 (GA) State Hospital Pond	No Action Necessary-phase 3 determination
AOC-36 (GA) Former Colony Building	More information needed for determination
AOC-37 (GA) Undeveloped Areas of Site	Building debris, bulky waste, garbage

**Section 3. Table 2 Structures, Materials, & Area**

<b>Buildings/Structures</b>	<b>Construction Material</b>	<b>Building SF</b>	<b>Building CF</b>
Administration Building	Brick	22,391	1,317,853
Awl Building	Brick	24,508	292583
Beach Bathhouse	Cinder Block	270	2430
Bell Building	Brick	45,840	315,828
Brigham Building	Brick	45,840	512,828
Butler Building	Brick	29,248	322,956
Brewster House/Credit Union	Stucco/Wood	1,255	10,040
Carpentry Building	Brick	5,625	45,000
Chapel	Brick	7,617	147050
Chiller Building	Masonry/Metal	4,920	77000
Club House	Brick/Masonry	8,583	100,561
Cottage A	Stucco/Wood	4,464	42,596
Cottage A Garage	Cinder Block	1,560	14,000
Cottage B	Stucco/Wood	4,464	42,596
Cottage C	Stucco/Wood	4,464	42,596
Cottage C Garage	Cinder Block	1,560	14,000
Cottage I	Stucco/Wood	4,994	41,211
Cutler	Debris	7,500	NA
Dix	Debris	7,500	NA
Earle Building	Brick	29,248	322,596
Electric Transformer Building	Brick	558	10042
Field House	Cinder Block	1,016	8128
Firehouse (old)	Brick	485	5,481
Gallup Building aka Boneski	Brick	46,069	485,476
Galt Building "new firehouse"	Brick	35,762	541,256
Greenhouse	Glass/Brick	3,891	36,781
Kettle Building	Brick	250,000	3,000,000
Kirkbridge Building	Brick	26,606	416,867
Laundry	Brick	30,968	481193
Lodge Building	Brick	96,395	1,054,265
Maintenance Garage	Brick	4,132	49584
Maintenance Office	Brick	2,590	31,060
Maintenance Shop	Brick	8,014	96,168
Mitchell Building	Brick	56,069	485,476
Pathway Building	Brick	23,566	268,947
Powerhouse "new" oil fired	Brick	25,347	541,542

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<b>Buildings/Structures</b>	<b>Construction Material</b>	<b>Building SF</b>	<b>Building CF</b>
Ray Building	Brick	26,606	416,867
Refrigeration/Tin shop	Brick	1,960	14,400
Ribicoff Building	Brick	30,635	336,985
Russell Building	Brick	106,186	1,306,392
Salmon Building	Brick	24,508	292,585
Sewage Aeration	Brick	241	2,000
Sewage Plant	Brick	1,550	15500
Sewage Pump House	Brick	241	1928
Seymour Building	Brick	32,156	379,921
Shed	Brick	80	640
Staff House	Stucco/Wood	8264	70,244
Stedman Building	Brick	31,472	337,881
Stribling Building	Brick	20,086	204,282
Swill House	Masonry/Brick	422	5300
Theater Dance Hall/Storage	Brick	79,396	1,519,849
Transportation	Brick	5,760	60,960
Valve Room #1	Brick	600	4800
Valve Room #2	Brick	600	4800
Well Pump House	Brick	594	7,128
White Building	Brick	7,500	75,000
Woodward Building	Brick	31,472	337,881
Pier-500 ft.	Wooden	NA	NA
Fuel Oil Tanks (2)	Steel	NA	NA
<b>TOTALS</b>		1,283,648	16,571,333

**Section 4. Table 3 Tunnels and Conduits**

<b>Tunnels</b>	<b>Conduits</b>
Bell to Woodward	Pathway to Cottage B
Butler to Bell	Cottage A to Cottage B
Carpentry to Clubhouse	Brewster house to Staff House
Earle to Brigham	Lodge to Field House
Earle to White	Gallup to Lodge Tunnel at Seymour to Chiller Plant
Gallup to Earle	Gallup to The Gallup to Lodge Tunnel
Gallup to Lodge	Laundry to Powerhouse
Kettle to Lodge	Maintenance Shop to Maintenance Shop Garage
Laundry to Stribling	Bell To Awl
Main Tunnel to Awl	Butler to South (former buildings)
Main Tunnel to Powerhouse	Carpentry to Powerhouse
Tunnels	Conduits
Main Tunnel to Salmon	Cottage A to Road
Maintenance Shop to Theater	Cottage C to South (Awl)
Mitchell to Butler	Cottage III to Greenhouse
Administration Building to Chapel	East/West Conduit through tunnel from Laundry to White/Stribling tunnel
Russell to Earle	Galt to Northeast (Kirkbridge)
Stedman to Brigham	Greenhouse to Cottage C
Stribling to Maintenance Shop	Kettle to Southwest (Ribicoff)
Theater to Administration Building	Kirkbridge to North (Russell)
Theater to Stedman	Martin House to Pathway
T-Shaped Tunnel under Theater	Mitchell to Cottage IV
White to Stribling	Oil Tanks to Galt
Woodward to Theater	Powerhouse to Oil Tanks
	Pump and Meter House along road to Northwest
	Pump and Meter House along road to Southwest
	Ribicoff to Southwest (Lodge)
	Staff House to West (Salmon)
	Kettle to Lodge Tunnel to North (Chiller Plant)

## **Section 5. Chapter 130 CT General Statutes**

### **Sec. 8-126. Redevelopment Agency**

(a) The legislative body of any municipality may designate as a redevelopment agency the housing authority of the municipality or the Connecticut Housing Authority, or may create a new redevelopment agency to consist of electors resident therein. The members of any redevelopment agency so created shall be appointed by the chief executive of a city or borough or by the board of selectmen of a town with the approval of the legislative body. Any person appointed shall serve at the pleasure of the person or body authorized to make the appointment. Those first appointed shall be designated to serve for one, two, three, four and five years, respectively, and thereafter members shall be appointed annually to serve for five years. Each member shall serve until his successor is appointed and has qualified and any vacancy shall be filled for the unexpired term. Action by any redevelopment agency shall be taken only on the majority vote of all the members. A redevelopment agency shall select from among its members a chairman and a vice-chairman, and may employ a secretary and such other officers, agents, technical consultants, legal counsel and employees as it requires. The members shall serve without compensation but may be reimbursed for necessary expenses.

(b) The legislative body of any municipality may dissolve an agency authorized under subsection (a) of this section upon determination that such action would facilitate receipt and processing of federal funds and promote the purposes of this chapter. Upon dissolution, the legislative body may designate or create a new redevelopment agency in accordance with the procedure set forth in said subsection (a).

**Sec. 8-127. Preparation and approval of redevelopment plan. Notice of approval. Review.**

(a) The redevelopment agency may prepare, or cause to be prepared, a redevelopment plan and any redeveloper may submit a redevelopment plan to the redevelopment agency, and such redevelopment agency shall immediately transmit such plan to the planning agency of the municipality for its study. The planning agency may make a comprehensive or general plan of the entire municipality as a guide in the more detailed and precise planning of redevelopment areas. Such plan and any modifications and extensions of the plan shall show the location of proposed redevelopment areas and the general location and extent of use of land for housing, business, industry, communications and transportation, recreation, public buildings and such other public and private uses as are deemed by the planning agency essential to the purpose of redevelopment. Appropriations by the municipality of any amount necessary are authorized to enable the planning agency to make such comprehensive or general plan. The redevelopment agency shall request the written opinion of the planning agency on all redevelopment plans prior to approving such redevelopment plans. Such written opinion shall include a determination on whether the plan is consistent with the plan of conservation and development of the municipality adopted under section 8-23.

(b) Before approving any redevelopment plan, the redevelopment agency shall hold a public hearing on the plan, notice of which shall be published at least twice in a newspaper of general circulation in the municipality, the first publication of notice to be not less than two weeks before the date set for the hearing. At least thirty-five days prior to any public hearing, the redevelopment agency shall post the plan on the Internet web site of the redevelopment agency, if any. The redevelopment agency may approve any such redevelopment plan if, following such hearing, it finds that: (1) The area in which the proposed redevelopment is to be located is a

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redevelopment area; (2) the carrying out of the redevelopment plan will result in materially improving conditions in such area; (3) sufficient living accommodations are available within a reasonable distance of such area or are provided for in the redevelopment plan for families displaced by the proposed improvement, at prices or rentals within the financial reach of such families; (4) the redevelopment plan is satisfactory as to site planning, relation to the plan of conservation and development of the municipality adopted under section 8-23 and, except when the redevelopment agency has prepared the redevelopment plan, the construction and financial ability of the redeveloper to carry it out; (5) the planning agency has issued a written opinion in accordance with subsection (a) of this section that the redevelopment plan is consistent with the plan of conservation and development of the municipality adopted under section 8-23; and (6) (A) public benefits resulting from the redevelopment plan will outweigh any private benefits; (B) existing use of the real property cannot be feasibly integrated into the overall redevelopment plan for the project; (C) acquisition by eminent domain is reasonably necessary to successfully achieve the objectives of such redevelopment plan; and (D) the redevelopment plan is not for the primary purpose of increasing local tax revenues. No redevelopment plan for a project that consists predominantly of residential facilities shall be approved by the redevelopment agency in any municipality having a housing authority organized under the provisions of chapter 128 except with the approval of such housing authority.

(c) (1) The approval of a redevelopment plan shall be given by the legislative body. The plan shall be effective for a period of ten years after the date of approval and may be amended in accordance with this section. The legislative body shall review the plan at least once every ten years after the initial approval, and shall reapprove such plan or an amended plan at least once every ten years after the initial approval in accordance with this section in order for the plan or

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amended plan to remain in effect. With respect to a redevelopment plan for a project that is funded in whole or in part by federal funds, the provisions of this subdivision shall not apply to the extent that such provisions are prohibited by federal law.

(2) The redevelopment agency shall cause notice of the initial approval of any redevelopment plan to be published in a newspaper having general circulation in the municipality.

## **PART E. BIBLIOGRAPHY**

### **Section 1. References**

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**Fuss & O'Neill Inc.** Phase II Environmental Site Assessment and Hazardous Material Assessment Norwich State Hospital DPW Project No. BI-2B-007-G; Dated April 2005

**GZA, GeoEnvironmental Inc.** Review of Earth Tech's Phase III Environmental Assessment Report Former Norwich State Hospital Dated October 4th 2006 Project No.05 0043522 00

**Weston Solutions** Technical Assistances provided by John Meyer Senior Technical Manager for Preston Redevelopment Agency

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## Section 4. Glossary of Acronyms

<b>ACM</b>	Asbestos Containing Material
<b>AOC</b>	Area of Concern (Environmental)
<b>bgs</b>	Below Ground Surface
<b>CL&amp;P</b>	Connecticut Light and Power
<b>CMP</b>	Conceptual and Management Plan
<b>CPOZ</b>	Campus Preservation Overlay Zone
<b>DEC</b>	Direct Exposure Criteria
<b>DEP</b>	Department of Environmental Protection
<b>Design</b>	Conceptual Site Design
<b>DPW</b>	Department of Public Works
<b>EPA</b>	Environmental Protection Agency
<b>ETPH</b>	Extractable Total Petroleum Hydrocarbons
<b>FEMA</b>	Federal Emergency Management Agency
<b>GPC</b>	Groundwater Protection Criteria
<b>GPU</b>	Groton Public Utilities
<b>LNAPL</b>	Light non-aqueous phase liquids
<b>NA</b>	Not available
<b>NPU</b>	Norwich Public Utilities
<b>PAH</b>	Polycyclic aromatic hydrocarbons
<b>PBOZ</b>	Planned Business Overlay Zone
<b>PCBs</b>	Polychlorinated Biphenyls
<b>PM</b>	Pollutant Mobility
<b>POCD</b>	Plan of Conservation and Development
<b>PRA</b>	Preston Redevelopment Agency
<b>RAP</b>	Remedial Action Plan
<b>RFP</b>	Request for Proposal
<b>RFQ</b>	Request for Quotation
<b>RSR</b>	Remediation Standard Regulations
<b>SF</b>	Square Foot
<b>SOR</b>	Statement of Requirements
<b>SOW</b>	Statement of Work
<b>TBA</b>	Targeted Brownfield Assessment
<b>TIF</b>	Tax Incremental Financing
<b>TRDD</b>	Thames River Design District

## **Section 5. Amendments**

### **Subsection 1.3. March 3, 2010 Amendments**

PRA meeting approved the following amendments following the **2/25/10 Special Town Meeting--**

1. Definition of non tax revenues; any revenues except those from the town of Preston property taxes.
2. Clarification to the ordinance: any expenditures or awarding of Contracts requires an individual majority vote of the Entire PRA Membership for approval as per Connecticut State Statute.