

# NORFOLK

## 2019 PLAN OF CONSERVATION AND DEVELOPMENT

**PLANNING & ZONING COMMISSION**

Adopted September 9, 2019 – Effective September 14, 2019





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# WELCOME



September 2019

This document is the 2019 Plan of Conservation and Development (POCD) for Norfolk. Following a public hearing on September 9, 2019, it was adopted by the Planning and Zoning Commission with an effective date of September 14, 2019.

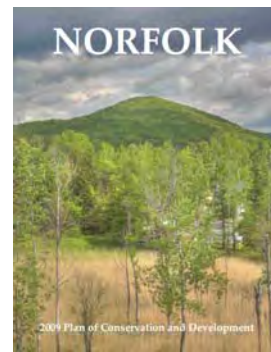
Many Norfolk residents and organizations participated in the process of preparing the POCD and their contributions helped make this a better POCD.

We hope that you will join with us in implementing the POCD and helping make Norfolk an even better place in the future!

*Norfolk Planning and Zoning Commission*

## PHOTO CREDIT

The picture used for the front cover of the 2019 POCD was taken by Chris Little, noted photographer and Norfolk resident. Chris also took the picture used for the cover of the 2009 POCD!



# 1

## INTRODUCTION

### 1.1. Overview

This document is the Plan of Conservation and Development (POCD) for Norfolk, Connecticut. The POCD was prepared by the Planning and Zoning Commission based on input from Norfolk residents.

This POCD is intended to:

- Reflect Norfolk's vision for its future, and
- Present this information clearly and concisely for the use of public officials, community organizations, and property owners.

This POCD continues the Norfolk tradition of preparing plans to guide the future of the community. Since, at its most basic level, planning is a process for making informed decisions about the future, it is appropriate that Norfolk regularly review POCD policies.

As with past plans, this POCD seeks to evaluate the conditions and trends affecting the community and to help make informed decisions about how Norfolk should approach the future in order to:

- Address key issues,
- Protect resources and values which are important to the community,
- Enhance the overall health and well-being of the community, and
- Enhance the quality of life of its residents.

**Preserve and Enhance  
Community Assets**



**Maintain and Strengthen  
The Village Center**



**Address Other Community  
Needs and Issues**





## Plan of Conservation and Development

### A Planning Commission shall:

- Prepare, adopt and amend a plan of conservation and development ...
- Review the plan of conservation and development at least once every ten years ...
- Adopt such amendments to the plan or parts of the plan ... as the commission deems necessary to update the plan.

### The Plan of Conservation and Development shall:

- be a statement of policies, goals and standards for the physical and economic development of the municipality, ...
- Show the commission's recommendation for the most desirable use of land within the municipality for residential, recreational, commercial, ... conservation, agricultural and other purposes and for the most desirable density of population in the ... parts of the municipality.
- Be designed to promote with the greatest efficiency and economy the coordinated development of the municipality and the general welfare and prosperity of its people.
- Make provision for the development of housing opportunities, including opportunities for multifamily dwellings consistent with soil types, terrain and infrastructure capacity, for all residents of the municipality and the planning region ...
- Promote housing choice and economic diversity in housing, including housing for both low and moderate income households, and encourage the development of housing which will meet the housing needs ...
- Take into account the state plan of conservation and development ... and note any inconsistencies it may have with said state plan.
- Consider the use of cluster development to the extent consistent with soil types, terrain, and infrastructure capacity.
- Consider the ... protection and preservation of agriculture,

### The Plan of Conservation and Development may:

- Show the commission's recommendation for a system of principal thoroughfares, parkways, bridges, streets and other public ways; for airports, parks, playgrounds and other public grounds; for general location, relocation and improvement of public buildings; for the general location and extent of public utilities and terminals, whether publicly or privately owned for water, sewerage, light, power, transit and other purposes; and for the extent and location of public housing projects.
- Include recommended programs for the implementation of the plan ...
- (Include) such other recommendations ... in the plan as will ... be beneficial to the municipality.

## 1.2. Norfolk Past and Present

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### Norfolk Past

The area known as Norfolk has experienced at least five major historical eras.

The first major phase in Norfolk's history was the time before written history of this area. The landscape of the area we now know as Norfolk evolved over millions of years as a result of massive geologic forces. Native Americans are believed to have inhabited this general area for about the last 10,000 years.

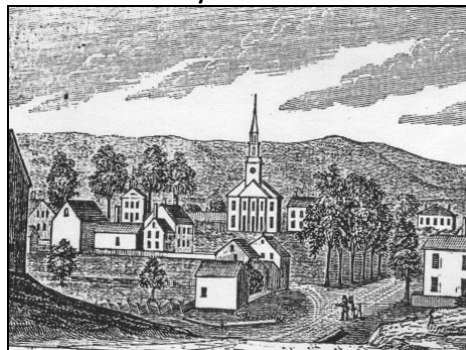
The second major phase in Norfolk's history (from 1744 to about 1800) was settlement following a land auction conducted by the Colony of Connecticut. While European settlement of Connecticut began around 1633 along the Connecticut River, the area which became Norfolk was considered very remote due to challenges associated with transportation and fear of Native Americans. As population grew elsewhere, there was increased interest in settling new areas. After the Colony of Connecticut claimed the land and auctioned it off, enough settlers were willing to travel to this area and build homesteads here.

The primary economic activities were subsistence agriculture with some basic mills (sawmill, grist mill, fulling mill, etc.). The Town of Norfolk was incorporated as a separate municipality in 1758.

The third major phase in Norfolk's history (from about 1800 to about 1870) occurred as entrepreneurs took advantage of water power available along the Blackberry River. Norfolk became an industrial center with mills and businesses established along the river. At one time, it is estimated that there were over 40 industrial operations established in this area.

After about 1870, Norfolk's locational advantages for industry decreased as cheaper labor and other sources of power (steam, electric, etc.) became more available in other areas.

**Early Settlement**



**Norfolk Industry**





The fourth phase in Norfolk's history, the years from about 1875 to about 1930, were a grand time in Norfolk. Rail service (Hartford to Millerton, NY) made Norfolk accessible and visitors from afar were attracted by its bucolic character, crisp air, and growing reputation as a music, culture, and recreation center. Much of this reputation can be attributed to Ellen Battell and her husband Carl Stoeckel (son of the Yale School of Music's first professor). By the late 1880s, they had become residents of Norfolk and began hosting music and choral concerts at their property in the center of town. A "music shed" was built on the property and music festivals have been held there each summer since 1906.

During their lives, Ellen and Carl sold land to the State which became Haystack Mountain State Park. Upon their passing, their property and facilities in the village were placed in a trust for the benefit of Yale University's Summer School of Music and the Norfolk Chamber Music Festival. Each year, musicians, singers, conductors, composers, artists, and gifted students come to Norfolk to spend the summer participating in educational programs and performances.

The depression of the 1930s slowed local activities and attendance. Changing consumer preferences, the decline of passenger rail service, and the proliferation of the automobile eventually brought this era to a close. However, during that time, a strong artistic infrastructure had been established. In addition, a number of key components of the physical infrastructure (water, sewer, electric, and telephone) had been established during this fourth phase in Norfolk's history.

The current phase in Norfolk's history reflects the post-World War II automobile-oriented culture. While the proliferation of the automobile allowed people to live in Norfolk and work in other communities, it also meant that Norfolk residents could shop in other areas as well. The net effect is that Norfolk became more of a residential, recreation, and retirement community with a less robust village center area.

Still, Norfolk's reputation as a cultural focal point has continued. In addition to the Norfolk Chamber Music Festival, Infinity Hall has become a key part of this reputation and is known for the concerts and other productions it hosts. Originally built in 1883 as a multi-purpose performance space for the community, the building went through several iterations before it was renovated as a seasonal theater and then later into a year-round music hall.

**Railroad Station**



**Early Schoolhouse**



**White House At  
Battell-Stoeckel Estate**



**Music Shed**



**Norfolk Library**



## Population Over Time

Year	Population
1800	1,649
1810	1,441
1820	1,422
1830	1,485
1840	1,393
1850	1,643
1860	1,803
1870	1,641
1880	1,418
1890	1,546
1900	1,614
1910	1,541
1920	1,229
1930	1,298
1940	1,333
1950	1,572
1960	1,827
1970	2,073
1980	2,156
1990	2,060
2000	1,660
2010	1,709
<hr/>	
2020	1,629
2030	1,506
2040	1,348

Historic - 1900 - 2010 Census.  
Projections - [www.ctsdc.uconn.edu](http://www.ctsdc.uconn.edu)

## Changing Age Composition

In the age charts on this page, each horizontal bar represents a five-year age group and the number of people in it. The orange bars reflect baby boomers, people born between about 1945 and about 1964. The black outline overlays the 1990 age pyramid on the 2010 data.

There was an increase in the number of older residents and a decrease in the number of younger residents between 1990 and 2010.

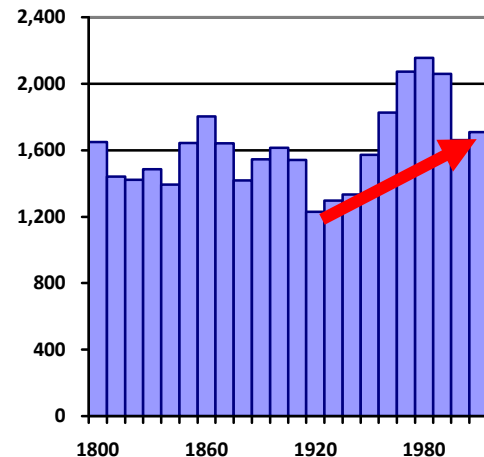
## Population

The American Community Survey (a Census Bureau program) estimated that Norfolk had 1,442 residents in the year 2017. This is a decrease from the 1,709 residents reported in the 2010 Census. While population estimates in inter-Census years are notoriously unreliable, it does appear that Norfolk's population has not been growing and the 2020 Census may show a decrease from the 2010 Census.

Over the past 200 years, Norfolk's population has fluctuated between about 1,400 people and 2,150 people. Between 1960 and 1990, Census Bureau data reflected the Deerspring Bruderhof (a Christian religious community of about 350 people).

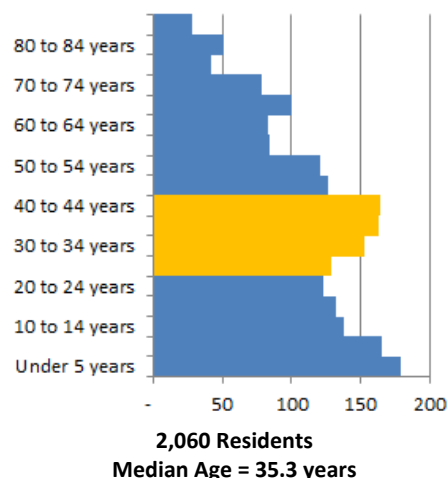
Looking into the future, State population projections suggest the possibility of a decrease in Norfolk's population due to an aging population, fewer births, and slower in-migration.

Population (1750 - 2010)

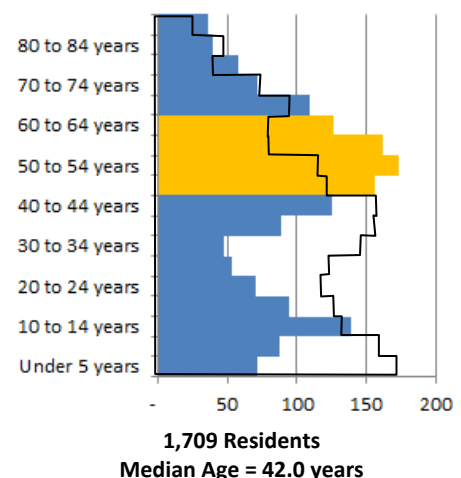


The main demographic consideration for Norfolk is that the age composition is expected to trend older in the future. This will have implications for municipal services, volunteerism, philanthropy, school population, and other considerations.

1990 Age Pyramid



2010 Age Pyramid





## Housing

According to the Connecticut Economic Resource Center (CERC), Norfolk had 940 housing units in 2015. About 90 percent of the housing units in Norfolk are single-family dwellings. According to CERC, the median sale price of a house in Norfolk in 2015 was \$297,800. This is higher than the county median of \$254,600 and the state median of \$270,500.

Census Bureau data shows that:

- About 20 percent of all housing units in Norfolk in 2010 were kept for recreational or occasional use by persons living elsewhere (there were 191 such units and, if all were occupied, this could increase the overall population by 450 or so people).
- About 67 percent of all occupied housing units in the year 2010 were occupied by one or two people.

## Economy

With about 900 residents in the labor force (people working and those willing and able to work) and about 353 jobs in Norfolk, it can be seen that Norfolk residents rely on other communities in the region for employment. Not surprisingly for a rural community, there are many Norfolk residents who report that they work at home.

According to CERC, the median household income in 2015 was \$72,875. This is higher than the county median (\$72,061) and the state median (\$70,331).

## Land Use and Zoning

Norfolk contains approximately 29,650 acres of land within its borders. The map on page 8 shows a generalized land use map of Norfolk in 2018.

Of all the land in Norfolk, it has been estimated that:

- About 18% is fully taxable at fair market value,
- About 49% receives a reduced assessment since the land is enrolled in the Public Act 490 use assessment program, and
- About 33% is land owned by federal, state, municipal, land trust, non-profit, religious, and other types of organizations which are exempt from municipal real estate taxes.

The map on page 9 shows how land in Norfolk was zoned in 2018.

Norfolk House



Norfolk House



Norfolk Business



Seasonal Attraction



# Land Use

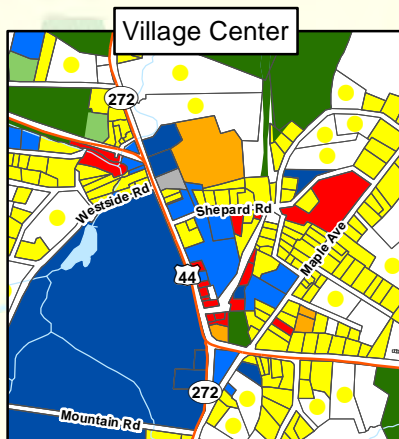
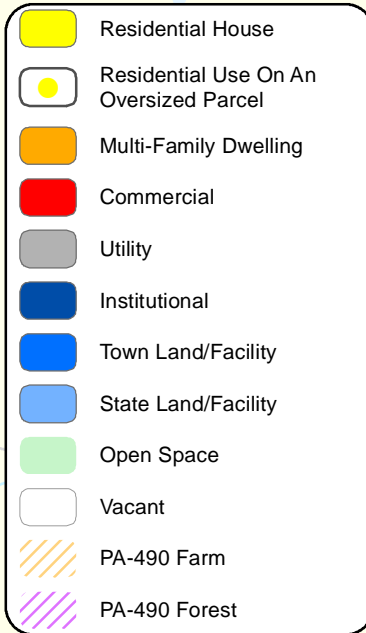
Norfolk, CT

New Marlborough

Sandisfield

MASSACHUSETTS

North Canaan



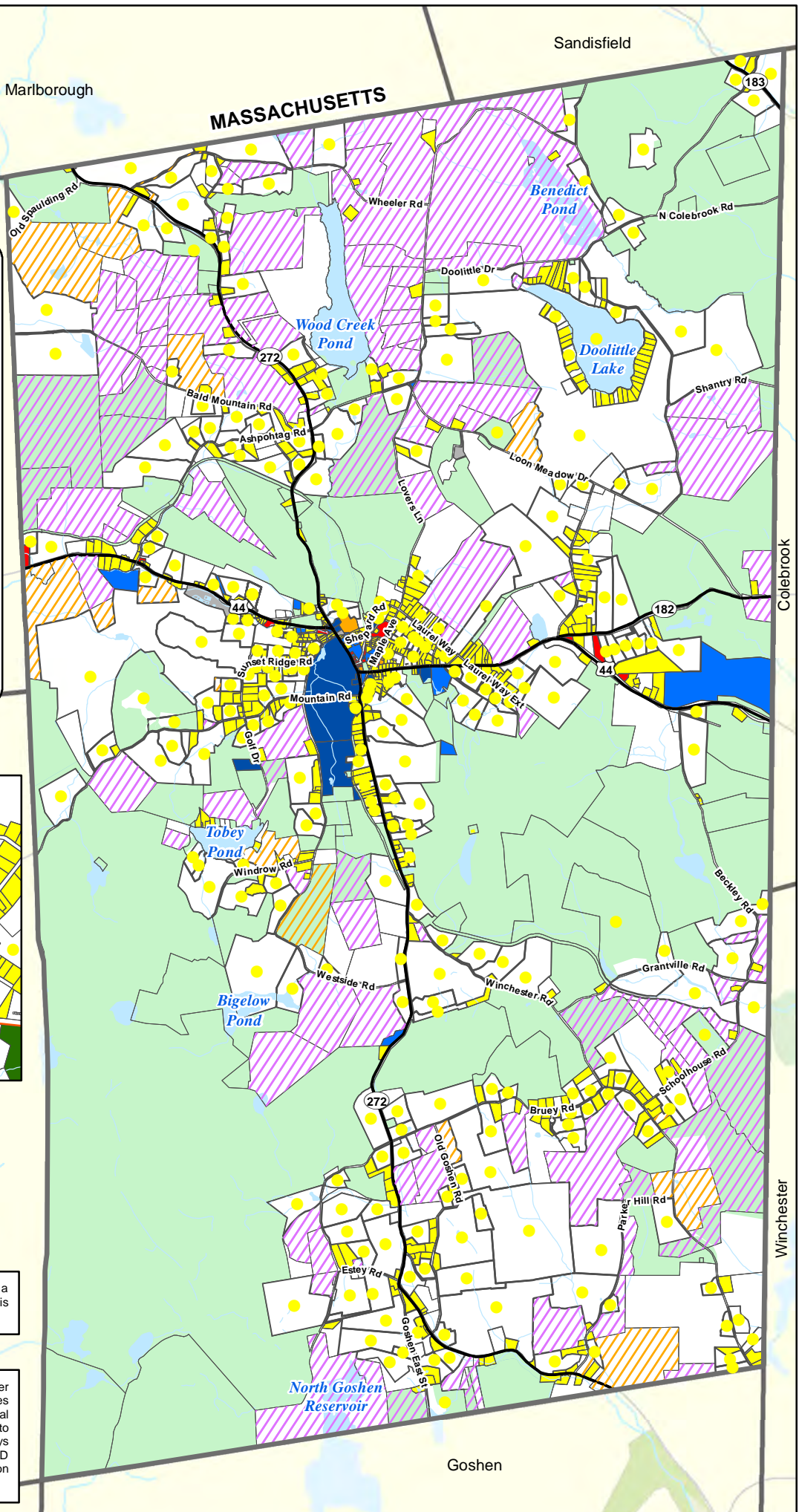
5,000 Feet



Canaan

Properties with PA-490 designation on only a part of the parcel may not be shown on this map.

While the maps in the POCD are computer generated, the digitization of property lines and other information does not meet national map accuracy standards and the link to property database information is not always seamless. As a result, the maps in the POCD should only be used for general information and planning purposes.





# Zoning

## Norfolk, CT

New Marlborough

Sandisfield

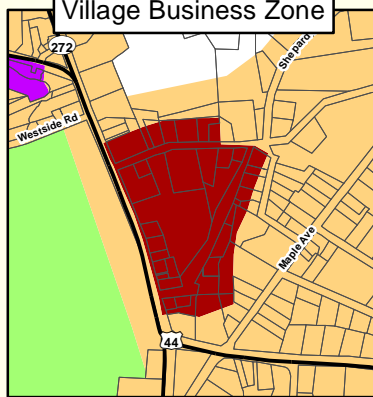
MASSACHUSETTS

- Village Business
- Retail / Business
- Commercial / Industrial
- Village Residential
- Neighborhood Residential
- Rural Residential
- Haystack Woods Overlay Zone (HWOZ)

North Canaan

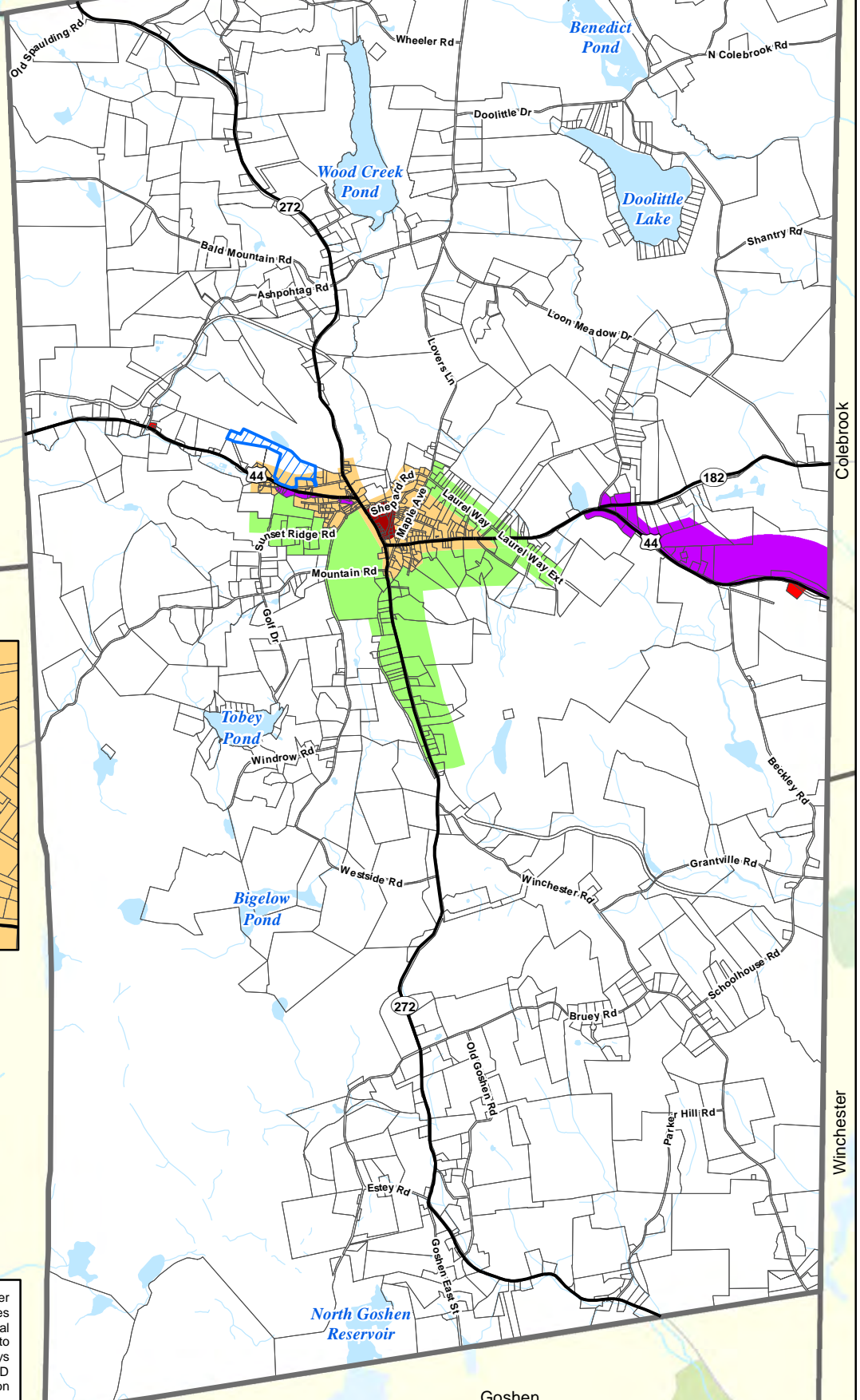
Canaan

Village Business Zone



5,000 Feet

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Goshen

Winchester

Colebrook

## On-Line Survey Responses

### Type of Resident

Primary Resident	75%
Weekend / Seasonal	18%
Other	7%

### Age of Participant

Younger Than 35	9%
Age 35 to 55	28%
Age 55 to 75	53%
Age 75 Or Older	10%

### Reason Attracted To Norfolk

Character/Ambience	46%
Specific Property	19%
Amenities / Services	15%
Family	11%
Overall Location	9%

## 1.3. Community Issues and Concerns

To help identify issues of concern to the community, several exercises were conducted:

- A working session with the Planning and Zoning Commission,
- A listening session where local officials, boards and commissions were invited to share thoughts and ideas about issues facing the community and/or important recommendations for the POCD,
- A survey of individual members of local boards and commissions, and
- An on-line survey of Norfolk residents (208 participants).

### Community Prouds

Participants in the on-line survey were asked to list up to four things in Norfolk they were proud about. Responses seemed to generally fall into the following categories:

#### Character

- Protection of natural beauty
- Open spaces
- Small town, rural feeling
- Architecture
- Preservation of historic buildings

#### Community / People / Inclusiveness

- Sense of community
- Community engagement
- Our volunteers
- Events (Memorial Day Parade, Road Race, Farmer's Market)
- School system
- Our churches

#### Culture

- Yale Music & Art offerings
- Infinity Hall
- Norfolk Library

#### Other

- Tobey Pond
- Meadowbrook Senior Housing
- Woodcreek Bar and Grill (Pub)
- Berkshire Country Store
- The Hub

## "The Three C"s!

### Character



### Community



### Culture



## Community Sorrys

Participants were then asked to list up to four things in Norfolk they were sorry about. Responses included the following:

Issue
<ul style="list-style-type: none"> <li>Village Center (appearance, sidewalks, lack of businesses)</li> <li>Government (high taxes)</li> <li>Community / Divisiveness (lack of affordable housing, lack of community/senior center)</li> <li>Lack of public transportation, poor cell service</li> <li>School (quality of education, cost, need for consolidation)</li> <li>Roads / Speeding / Traffic (lack of road maintenance, speed limits not enforced)</li> <li>Money wasted at City Meadow</li> </ul>

## Planning Priorities

When asked what topics or issues (from a pre-selected list) they felt should be given the most emphasis in the Plan, participants highlighted the following:

Choices	First	Second	Third	TOTAL
Maintaining Community Character	31	15	22	68
Protecting Natural Resources	23	24	16	63
Attracting More Economic Development	23	22	11	56
Strengthening Business Parts of Village Center	18	16	19	53
Addressing Utility Services (sewer, internet, etc.)	12	17	20	49
Addressing Roads and Traffic	10	21	8	39
Preserving Open Space	11	15	13	39
Addressing Community Facilities and Services	13	10	12	35
Providing for More Housing Options	10	12	12	34
Promoting Pedestrian and Bicycle Options	5	1	18	24

When asked what they saw as the greatest challenge or need and what was the one thing they would like to see happen, participants responded as follows:

Theme	Greatest Challenge / Need	One Thing To Make Happen
<b>Attract More Young People</b>	49	14
Address Taxes / Cost of Living	34	9
Enhance Village Center / Businesses	9	18
Protect Character	18	-
Enhance School	7	12
Address Traffic / Speeding / Parking	-	17
Other	22	55



## 1.4. POCD Approach

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Based on the preceding input, the POCD was organized around four main thematic elements:



### Address Key Issues

- Encourage Appropriate Economic Development
- Attract More Young People



### Maintain and Enhance Community Assets

- Maintain and Enhance Physical Character
- Promote Sense of Community
- Support Cultural and Recreational Amenities
- Protect Natural Resources
- Preserve and Protect Open Space
- Encourage and Support Local Agriculture



### Maintain and Strengthen The Village Center

- Enhance Sense of Place and Vitality
- Improve Vehicular Access and Parking
- Complete Pedestrian and Bike Networks
- Connect to Battell-Stoeckel Estate
- Enhance Gateways and Wayfinding
- Maintain Ecological Networks
- Address Zoning In The Village Center



### Address Other Community Needs and Desires

- Guide Residential Development
- Maintain and Enhance Community Facilities
- Address Vehicular Transportation Needs
- Support Walking and Cycling
- Promote Appropriate Infrastructure
- Promote Sustainability and Resiliency

## Focus On Implementation

Norfolk has a history of having implemented recommendations from each of its past Plans of Conservation and Development and it is anticipated that this POCD will be no different. For reference, the following key recommendations in the 2009 POCD were implemented:

- Updated the Zoning Regulations to reflect POCD recommendations including:
  - Reduced the minimum lot size in the Village Residential zoning district to allow for additional residential homes in this area,
  - Established a Neighborhood Residential zoning district to allow for additional residential homes around the village center,
  - Allowed for flexible residential development patterns in the outlying areas of Norfolk in order to help protect natural resources, scenic views, and open spaces,
  - Established a “village district” in the village center business area, in accordance with Connecticut General Statutes Section 8-2j, to help preserve the unique architectural character, and
  - Clarified technical standards in the regulations
- Updated the Subdivision Regulations to reflect POCD recommendations including:
  - Strengthened the open space set-aside provisions required for new subdivisions,
  - Established a fee-in-lieu-of-open-space regulation to collect money when the proposed land reservation is not desirable.
  - Provided clearer requirements for drainage and roadway improvements.
- Preserved additional open space

In addition, entities such as the Norfolk Foundation and the Foundation for Norfolk Living help in the efforts to make Norfolk a better place.

## Policies and Action Steps

The following sections of the Plan are organized into chapters which discuss the main thematic elements which came out of the planning process. Each chapter contains a general goal statement.

Each chapter is further broken down into strategies which provide guidance on how the overall theme and goal can be accomplished.

Each strategy includes a table which identifies policies and action steps:

- Action steps are discrete activities that can be clearly defined and implemented. Such activities lend themselves to prioritization for implementation.
- Policies, on the other hand, may continue over time since they are guidelines about how Norfolk should approach issues related to the strategy.

Additional information regarding implementation of this POCD is contained in Section 6.3.

## Action Steps

In the following pages of the POCD, red text identifies an action step which can be a discrete step taken to implement the POCD (see sidebar). The black checkbox is to identify when it has been completed.



a. Install signage directing visitors to parking areas.

# 2

## ADDRESS KEY ISSUES

### GOAL

*Encourage appropriate economic development and seek to attract young families to Norfolk.*

Village Center



Attract Younger Families





## 2.1. Encourage Appropriate Economic Development

Norfolk residents have consistently indicated that they want to promote economic vitality in keeping with the character of the community. In a survey conducted as part of this POCD, attracting economic development was among the top three issues identified as a priority for this POCD.

For the purposes of the POCD, economic development is considered to include uses or activities which provide:

- Jobs,
- Goods and/or services of value to the community, and/or
- More in municipal revenue than it requires in municipal service costs (and this can include a number of residential uses).

**Focus On Village Center** – As described on page 32, the primary area to focus economic development should be:

- The village center (the Village Business zone), and
- The village area (the Village Residential zone and the Neighborhood Residential zone).

**Support Home-Based Businesses** - There are a number of home-based businesses in Norfolk and these are an important part of the livelihood of some residents. Such uses expand economic opportunities and are appropriate provided they do not adversely affect neighborhood character. The Commission should be willing to revisit the home-based business regulations to ensure that the standards are appropriate and that enforcement and compliance tools are adequate.

**Evaluate Commercial and Industrial Zoning** - While Norfolk residents desire additional economic development (more jobs, more goods and services, a stronger tax base) they have also indicated that it should be in keeping with the character of the community.

The Commercial / Industrial Zones along Route 44 (along the Blackberry River and in East Norfolk) presently allow for retail uses, office buildings and other activities that would ideally be located in the Village Business area.

To help manage this area, the following strategies might be considered:

- Modify the Commercial / Industrial Zones to eliminate retail stores and retail sales (and other non-industrial uses) as a use permitted by Special Permit.
- Consider refining the boundaries of the Commercial / Industrial Zones in East Norfolk to conform to the non-wetland area that can reasonably be developed.

### Branding

In recent years, Norfolk has branded itself as “The Icebox of Connecticut.”

While this may be true, perhaps a different phrase could better capture or express the various amenities and assets available here.



**Maintain Outlying Retail Zoning** - At present there are two small Retail / Business Zones outside the Town Center area. One is in West Norfolk at the junction of Ashpohtag Road and Route 44. The other is on the south side of Route 44 in East Norfolk near the boundary with Colebrook.

Business uses have been located in these areas for some time and the intention is for these areas to remain as business zones. The Commission intends to use the Special Permit process to ensure that any new buildings (or modifications to existing buildings) retain the rural character of Norfolk. The POCD does not recommend or support the expansion of these districts or the creation of new outlying retail districts be permitted until it is clear that the village center area is clearly inadequate to meet local needs.

A. ECONOMIC DEVELOPMENT		
1. Encourage business and economic development.		EDC
2. Continue to focus business and economic development in the village center.		EDC PZC
3. Continue to support home-based businesses that expand economic opportunities without compromising neighborhood character.		PZC
4. Revisit the Commercial / Industrial Zoning District.		PZC
<input type="checkbox"/> a. Consider modifying the Commercial / Industrial Zones to eliminate retail stores and retail sales (and other non-industrial uses) as a use permitted by Special Permit.		PZC
<input type="checkbox"/> b. Consider refining the boundaries of the Commercial / Industrial Zones in East Norfolk to conform to the non-wetland area that can reasonably be developed.		PZC
5. Maintain the outlying Retail / Business Zones.		PZC
6. Discourage new or expanded outlying retail districts until it is clear that the village center area is inadequate to meet local needs.).		PZC

*Legend of acronyms on inside back cover*

**West Norfolk Retail / Business Zone**



**East Norfolk Retail / Business Zone**

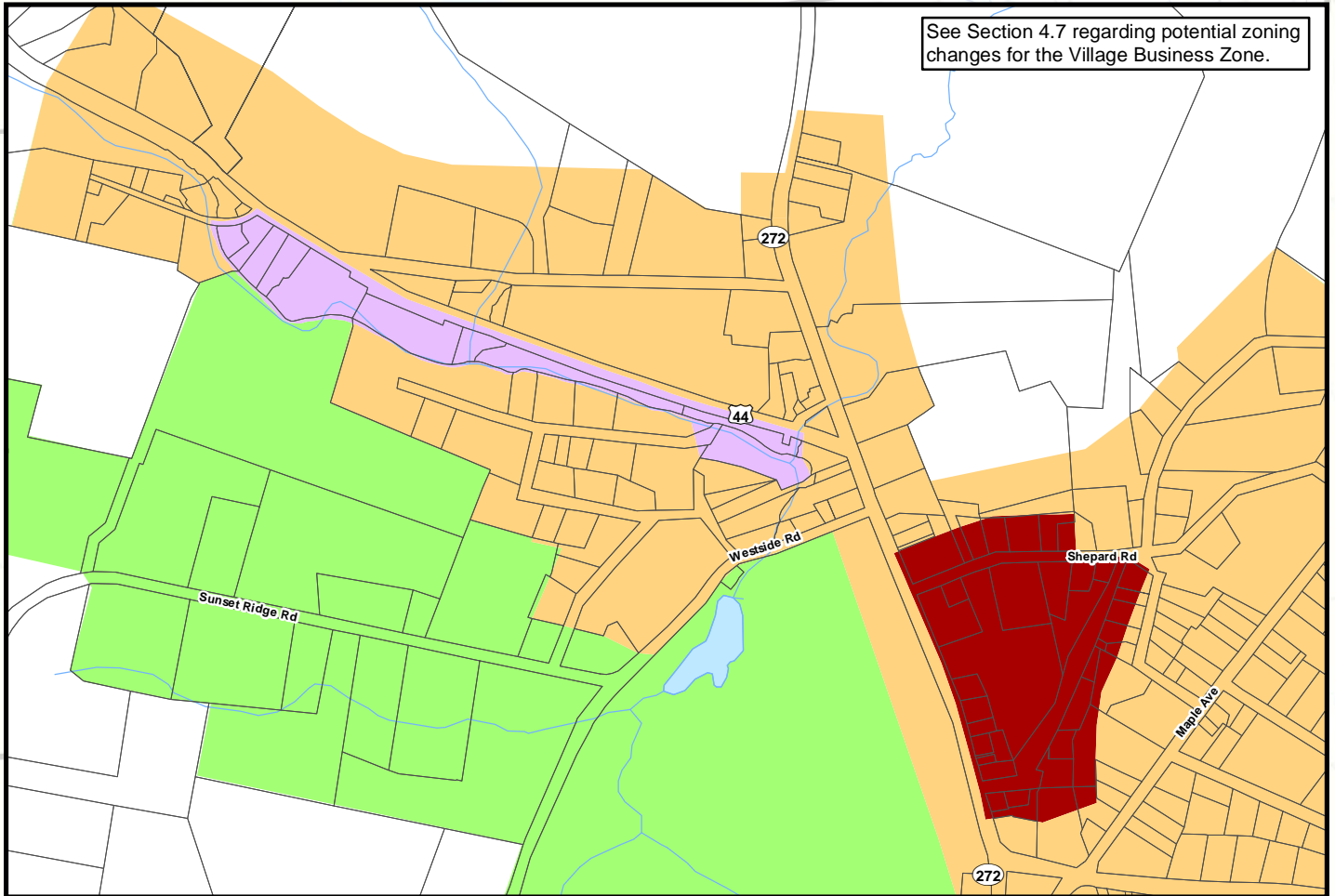


# Business Development Plan

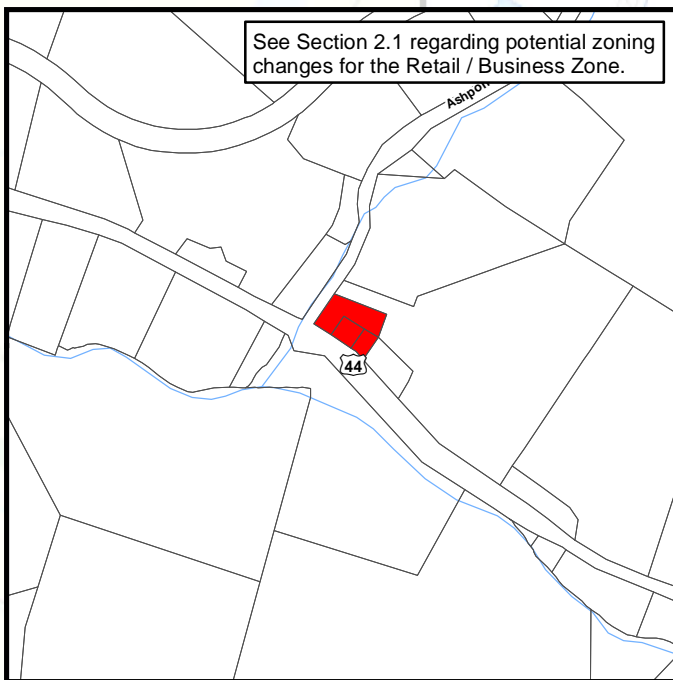
Norfolk, CT



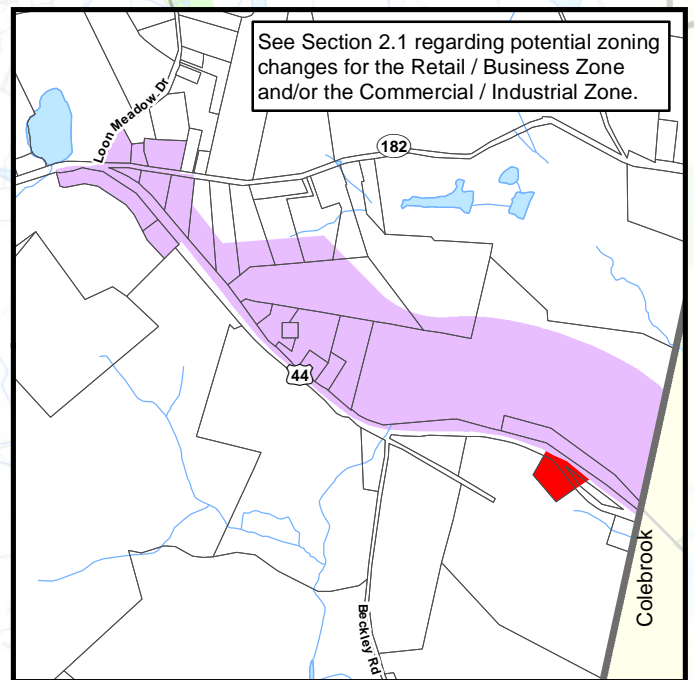
See Section 4.7 regarding potential zoning changes for the Village Business Zone.



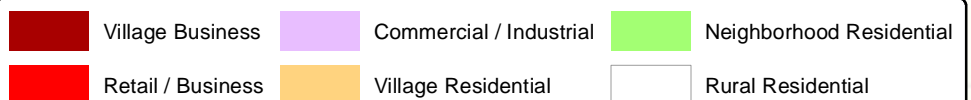
See Section 2.1 regarding potential zoning changes for the Retail / Business Zone.



See Section 2.1 regarding potential zoning changes for the Retail / Business Zone and/or the Commercial / Industrial Zone.



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## 2.2. Attract More Young People

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As was noted in Section 1.2 of the POCD, Norfolk's age composition is changing and the median age of the residents is trending older. Residents are aware of this and commented in the community survey that they would like to do more to attract more young people and families in order to support the school, replenish the supply of volunteers, and continue to invigorate the community with new initiatives and ideas.

Two main reasons were cited by residents for why Norfolk's age composition is trending this way:

- Fewer economic opportunities in the region, and
- Higher costs of living in Norfolk.

Section 5.1 of the POCD discusses ways to provide for more affordable housing in Norfolk to help address this issue. Section 2.1 of the POCD promotes economic development in Norfolk (and the region) to offer more jobs, goods, services, and net tax revenue to help attract and retain potential residents. Section 5.5 of the POCD recommends improving broadband / fiber optic capacity in Norfolk in order to better support the type of entrepreneurial and creative economy which exists and thrives here.

In addition to these efforts, Norfolk should be proactive about making people aware of the activities and amenities in Norfolk (character, community, culture) so that more young people will consider Norfolk as a place to live.

**Attracting Younger Families**



**Attracting Younger Families**



The POCD recommends that Norfolk continue efforts and activities to attract more young people and families.

A. ATTRACT MORE YOUNG PEOPLE	
1. Continue efforts and activities to attract more young people and families to Norfolk.	Town RPO
2. Be proactive about making people aware of the activities and amenities in Norfolk (character – community - culture) so that more young people will consider Norfolk as a place to live.	EDC
<input type="checkbox"/> a. Undertake branding to help Norfolk promote its many assets and to help encourage more young people and families to live in Norfolk.	EDC

*Legend of acronyms on inside back cover*

Attracting Younger Families



Attracting Younger Families



Attracting Younger Families



# 3

## MAINTAIN AND ENHANCE COMMUNITY ASSETS

### GOAL

*Maintain and enhance community assets which contribute to the character, community, and cultural richness of Norfolk.*

**Maintain Community Character**



**Promote Community Spirit**



**Promote Cultural Assets**



**Protect Important Resources**





### 3.1. Maintain and Enhance Physical Character

In the on-line survey, character (the first of “the three C”s mentioned on page 10) was a frequently mentioned attribute which people were proud of in Norfolk. The first strategic recommendation in the POCD is to maintain and enhance those things that relate to what people feel contributes to the physical character or ambience of the community.

Although every Norfolk resident or visitor may have their own perception or interpretation of exactly what community character means to them, common elements seem to include the following:

- **Openness** – The amount of undeveloped land in Norfolk makes a large contribution to overall character (whether preserved as open space or held by private owners).
- **Scenic Features** – Hillsides, ridgelines, valleys, forests, pastures, water features, scenic views, and other features.
- **Natural Resources** – Wetlands, surface water, groundwater, plants and animals.
- **Historic Ambience** – Historic resources (listed in the Natural Resource Inventory) contribute to Norfolk’s character.
- **Village Center** – The characteristics of the village center make it special to residents and visitors, foster a sense of fondness, and enhance the overall perception of character.

The corollary to preserving and protecting attributes that enhance the overall physical character of Norfolk is discouraging things that detract from the overall physical character, such as:

- Buildings and structures which are inconsistent with historic Norfolk.
- Anything that would change the small town character or the rural beauty of our landscape.

The POCD recommends that attributes that contribute to the physical character of Norfolk and the quality of life of residents be maintained and enhanced.



#### State and National Registers of Historic Places

In 1979, an area within the center of Norfolk (90 acres, 31 buildings) was added to the National Register of Historic Places (NRHP). By extension, this area was also listed on the State Register of Historic Places (SRHP). See the map on page 23 for the location of this area.

The NRHP identifies resources significant in the history of the nation. The SRHP identifies resources significant in the history of the state. The designations may be for districts (areas containing multiple properties) or for individual properties.

These designations are not regulatory in nature and only directly affect activities involving federal and/or state funding. Property owners may be eligible for tax benefits for improvements to these resources.

#### Local Historic Districts

A local historic district is regulatory in nature and regulates exterior changes in view from a public street.

Activities within the local historic district (areas generally around the Village Green) are overseen by the Historic District Commission. See the map on page 23 for the location of the local historic districts.

## PA-490

Public Act 490, enacted in 1963, allows owners of farmland, forestland and other land designated by a municipality (called the open space component) to be taxed at its current use value, rather than its highest and best use (market value).

This program makes it less expensive for owners to retain undeveloped land which contributes to community character.

However, as was stated in the 2009 POCD, the PA-490 program was not designed to preserve land in perpetuity. A landowner who has property in this program may, at any time, opt out of the program for purposes of development or sale (a financial penalty may be involved).

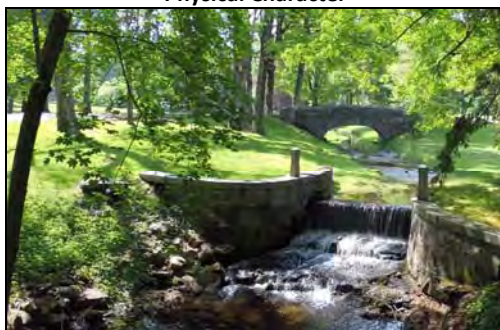
In other words, the PA-490 program should not be confused with legal conservation easements that truly protect the land over time.

A. PHYSICAL CHARACTER		
1. Continue efforts to preserve and protect attributes that enhance the overall physical character of Norfolk.		<b>Town</b>
2. Continue to use the Natural Resource Inventory as an important guide to protecting the physical character of Norfolk.		<b>CC IWA PZC</b>
3. Continue to recognize and preserve scenic views (see the Natural Resource Inventory for an inventory of scenic views).		<b>BOS CC PW</b>
4. Continue to recognize and preserve scenic roads (see the Natural Resource Inventory for a discussion of scenic roads).		<b>BOS PW</b>
5. Continue to use the Public Act 490 land tax valuation program to encourage the retention of farm and forest lands.		<b>Town</b>
6. Discourage development that negatively impacts ridgelines, hillsides, or steep slopes (> 25%).		<b>PZC CC</b>
7. Continue to encourage the preservation and protection of historic resources (including stone walls, foundations, and other archeological remnants) since they contribute to Norfolk's overall character and sense of place.		<b>HDC NHS RPO</b>

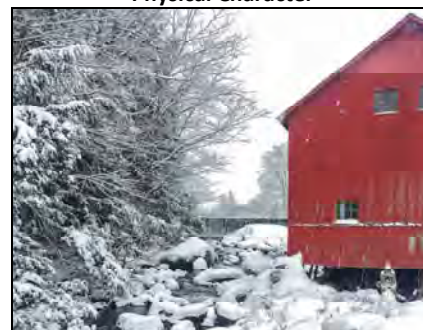
*Legend of acronyms on inside back cover*

Scenic Areas / Views (as shown on the map on the facing page)	
1. From North Colebrook Road on the dam at Benedict Pond.	7. The intersection of Windrow and West Side Roads.
2. From Bald Mountain Road just east of the Town line.	8. The view near "sound horn pass" in Great Mountain Forest.
3. The triangle island at the intersection of Ashpohtag and Loon Meadow Roads.	9. The intersection of Winchester and Grantville Roads and the wetlands to the west.
4. Where Loon Brook wetlands cross Loon Meadow Drive.	10. The top of Dennis Hill State Park.
5. Haystack Tower.	11. The view from the stone pavilion in Dennis Hill State Park.
6. View of Haystack Mountain from Station Place.	12. The view from Winchester Road just south of Parker Hill looking across the pastures of Broadfield Farm.

**Physical Character**



**Physical Character**





New Marlborough

**MASSACHUSETTS**



## 3.2. Promote Sense of Community

Another attribute which survey respondents were proud of can be characterized as the sense of community in Norfolk. This is the second of “the three C”s mentioned on page 10. Attributes which contribute to the overall sense of community seem to include the following:

- **Safety and Security** – the overall sense of comfort and safety exhibited within a caring and generous community.
- **Sense of Belonging** – a strong community bond and pride along with the strong level of participation of residents in civic affairs.
- **Community Events** – Community events which bring residents together to celebrate and share common experiences enhance the character and quality of life in the community.
- **Sense of Volunteerism** – Residents who donate their time to local organizations (including the Town) to help make Norfolk a better place.

The POCD recommends that the sense of community be nurtured and promoted since it also contributes to the overall character of Norfolk and the quality of life of residents.

A. SENSE OF COMMUNITY	
1. Continue to encourage community and civic activities that promote and enhance the overall sense of community in Norfolk.	RPO Town
2. Continue to promote and support volunteerism in the community and participation in community activities.	BOS Town NVFD NLCA
3. Encourage continued cross-communication among organizations and between individuals and town government.	Town NF RPO

*Legend of acronyms on inside back cover*

Shared Events



Shared Places



Library Event





### 3.3. Support Cultural and Recreational Amenities

Survey respondents were also proud of the cultural and recreational amenities in Norfolk. Culture represents the third of “the three C’s” mentioned on page 10.

- **Music** – For many years, music has been one of the most visible parts of Norfolk’s character. The amenities and events which make this possible include the Yale Summer School of Music (at the Battell-Stoeckel Estate), Norfolk Chamber Music Festival, Infinity Hall, and other music events which take place in the community.
- **Art** – The diversity of artists and artistic expressions (visual, performing, etc.) associated with the Yale School of Art and among residents of the community also contributes to Norfolk’s cultural attractiveness.
- **Recreation** – Norfolk also offers recreational opportunities ranging from sightseeing, to birdwatching, to walking within the many open space areas, to private clubs for golfing or curling. Norfolk is well known for its curling club.

Norfolk intends to continue supporting cultural, artistic, literary, educational, and recreational activities and amenities since they contribute to the overall character of Norfolk and the quality of life of residents and visitors.

A. CULTURAL AND RECREATIONAL AMENITIES	
1. Continue to support cultural, artistic, literary, educational, and recreational activities as an essential part of civic life in Norfolk.	Town BSE Lib RPO

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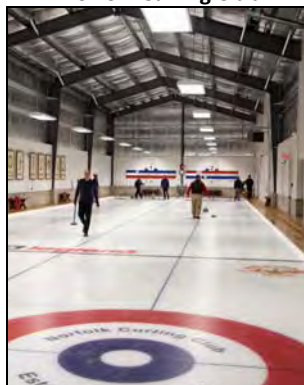
Picnic and Concert  
At The Music Shed



Concerts at  
Infinity Hall



Recreation at  
Norfolk Curling Club



## Natural Resource Inventory

In 2009, the Conservation Commission completed a three-year process of preparing a comprehensive Natural Resource Inventory (NRI) for Norfolk. Since that time, there have been some periodic updates to incorporate new information.



This POCD relies heavily upon the work done to compile the NRI report and the inventory and assessment of important resources are hereby incorporated into this POCD.

In addition, current and future recommendations from the NRI should continue to contribute to the planning and regulatory process in Norfolk in the coming years.

## 3.4. Protect Natural Resources

Continued conservation of Norfolk's natural resources is important in terms of maintaining overall environmental health, preserving environmental functions, and protecting community character. Important natural resources include:

- Watercourses and waterbodies
- Designated wetland areas (including vernal pools)
- Slopes in excess of 25 percent
- Designated floodplain areas
- Natural diversity areas (important habitats and features)

### A. NATURAL RESOURCES

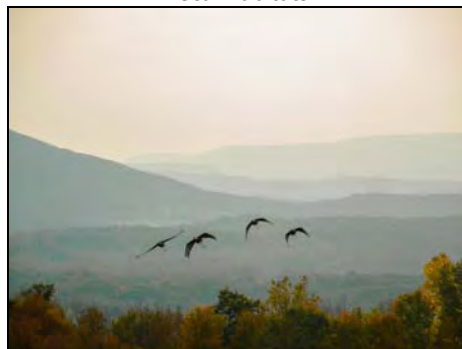
1. Continue to preserve and protect natural resources and functions, especially water resources.	IWA CC DEEP
<div> <div></div> <div>a. Consider amending the zoning regulations (Section 6.07) to implement more specific low impact development (LID) approaches to protecting surface and groundwater quality and addressing stormwater runoff.</div> </div>	PZC
2. Continue to use the Natural Resource Inventory as an important guide to protecting natural resources in Norfolk.	Town RPO
3. Encourage preservation of areas listed on the Natural Diversity Database (NDDDB).	CC PZC
4. Encourage the planting of native vegetation that supports local wildlife species and discourage the planting or sale of non-native invasive plant species.	CC PZC Town RPO
5. Coordinate with local and regional natural resource protection agencies, groups, land trusts, and other organizations to protect natural resources.	Town NLT
6. Encourage use of Open Space Residential Development (Section 3.05.G of the Zoning Regulations) to preserve natural resources and direct development away from sensitive areas.	PZC

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Water Resource



Local Habitats





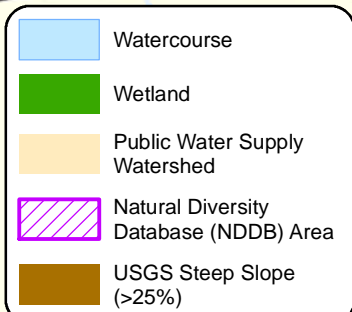
# Natural Resources

Norfolk, CT

New Marlborough

Sandisfield

MASSACHUSETTS



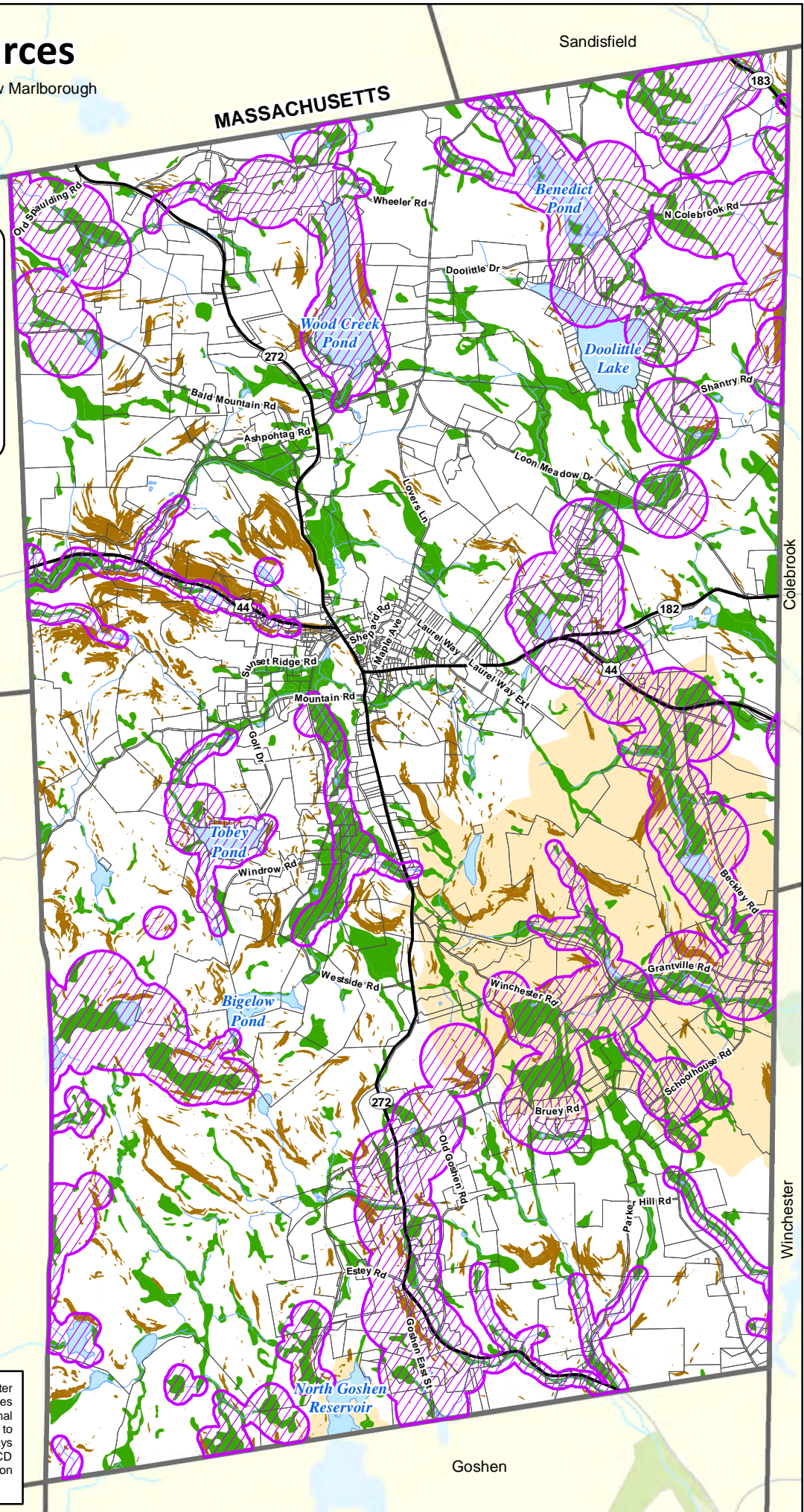
North Canaan

Canaan



5,000 Feet

While the maps in the POCD are computer generated, the digitization of property lines and other information does not meet national map accuracy standards and the link to property database information is not always seamless. As a result, the maps in the POCD should only be used for general information and planning purposes.



Colebrook

Winchester

Goshen



## Types Of Open Space

The 2009 POCD used the following open space categories:

Protected Open Space - Protected Open Space refers to land that is bound by legal easement, i.e. land that is dedicated in perpetuity for public and private use or where development is either limited or prohibited.

Managed Open Space - Managed Open Space is land that has an open space function (public watersheds, cemeteries, various types of clubs, and some of the land owned by conservation organizations) but which does not carry a binding legal easement, i.e. land that may be expected to remain undeveloped and open for the foreseeable future, but is not permanently preserved.

## 3.5. Preserve and Protect Open Space

Norfolk is blessed with extensive open space areas and this adds significantly to the character of the community today and for the future. The open space areas help to protect water quality, preserve Norfolk's character, and conserve important natural resources. Norfolk treasures the open spaces it has and the overall feeling of "open-ness" in the community.

The POCD recommends that Norfolk continue to take a pro-active approach to identifying and preserving important resources in order to:

- Protect natural resources,
- Preserve scenic resources (including ridgelines and hillsides),
- Maintain cultural resources,
- Provide opportunities for active and passive recreation,
- Establish a system of greenways and trails linking different parts of Norfolk for wildlife and for recreational opportunities, and
- Promote eco-tourism, recreation and other activities to foster the local economy.

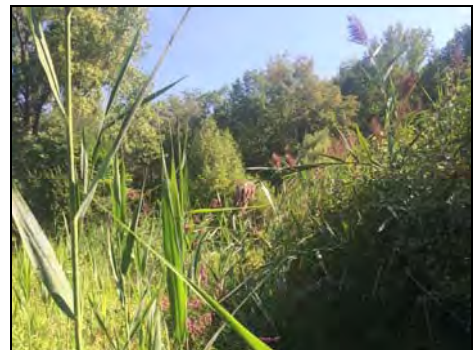
The POCD recommends that these open spaces be preserved in perpetuity and that additional open space areas be preserved as opportunities arise. Norfolk should continue to work with conservation organizations to preserve open space and provide for public access. An example of this approach is the purchase of development rights at Great Mountain Forest by the U.S. Forest Service and the ability for people to use the roads and trails there for hiking, mountain biking, cross-country skiing, and snowshoeing.

In addition, the POCD recommends that Norfolk continue efforts to expand the trail system in the community and seek to connect with open spaces and trails in surrounding communities. By making people aware of the trails that are here (and how to access them and navigate them), Norfolk can help accomplish other objectives of this POCD.

View From The Tower At Haystack



Aton Forest



# Open Space

Norfolk, CT

New Marlborough

Sandisfield

MASSACHUSETTS

## Legend

- Protected Open Space
- Managed Open Space
- PA-490 Farm
- PA-490 Forest

North Canaan

Canaan

5,000 Feet

While the maps in the POCD are computer generated, the digitization of property lines and other information does not meet national map accuracy standards and the link to property database information is not always seamless. As a result, the maps in the POCD should only be used for general information and planning purposes.

North Goshen Reservoir

Goshen

Winchester

Colebrook

183

182

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272

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## Open Space Plan

The 2009 POCD called for preparation of an Open Space Plan.

With the ongoing work of the Conservation Commission (and the Natural Resource Inventory), the Norfolk Land Trust, and the land preservation activities of regional organizations, it could be concluded that Norfolk has what it needs to guide future open space preservation activities.

A. OPEN SPACE		
1.	Continue efforts to preserve open space in Norfolk in order to help protect water quality, conserve important natural resources, preserve unfragmented forests and wildlife corridors, and preserve the character of Norfolk.	NLT CC DEEP RPO
2.	Designate the Conservation Commission as the leader in overseeing open space preservation efforts in Norfolk.	CC Town
3.	Continue to use the Natural Resource Inventory as an important guide to protecting and managing open space in Norfolk.	Town RPO
4.	Continue to preserve open space at the time of development as required by Section 3.04 of the Subdivision Regulations.	PZC
<input type="checkbox"/>	a. Consider revising the Zoning Regulations to make an Open Space Residential Development (Section 3.05.G) the default approach to subdivision in the Rural Residential District.	PZC
5.	Work with the Norfolk Land Trust and other conservation organizations to preserve open space.	Town RPO
<input type="checkbox"/>	a. Investigate establishment of an Open Space Fund as authorized by CGS Section 7-131r to help reserve funds for open space acquisition.	BOS
6.	Expand and develop the existing interconnected network of multi-purpose trails and other public ways for residents and visitors.	CC RTC
<input type="checkbox"/>	a. Create and publish maps with useful information about trails and access points for residents and visitors.	EDC CC RTC

*Legend of acronyms on inside back cover*

View From Dennis Hill State Park



Open Space Trail





## 3.6. Encourage and Support Local Agriculture

Although farming and agriculture are not as robust an activity as they were in the past, this POCD recommends that agricultural activities continue to be encouraged and supported.

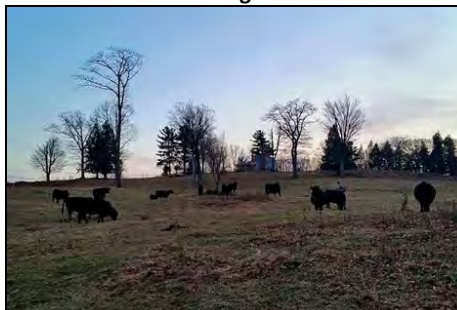
A. LOCAL AGRICULTURE		
1. Support and encourage the continuation of agriculture as an economic activity in Norfolk.		Town CC
<input type="checkbox"/> a. Establish a committee to propose ideas for how the Planning and Zoning Commission could support and encourage the continuation of agriculture in Norfolk.		PZC
2. Continue to use the Public Act 490 farmland tax valuation program to encourage the retention of working farms.		Town
3. Consider working with public and private conservation organizations to acquire easements or development rights to one or more existing farms in Norfolk for leaseback to owners or qualified farm managers.		CC NLT
4. If development is proposed, consider using Open Space Residential Development (Section 3.05.G of the Zoning Regulations) to help preserve prime or important agricultural soils that could be utilized for commercial farming now or in the future.		PZC
5. Seek to preserve farmland soils of statewide significance in order to retain the capacity for more farming in the future.		Town PZC

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Farming Then



Farming Now



Forestry and Stacking Wood



# 4

## MAINTAIN AND STRENGTHEN THE VILLAGE CENTER

### Village Terminology

The term village center is used in the POCD to identify the primary activity areas from the Village Green through Station Place and John J. Curtiss Road to Shepard Road.

The term village area is considered to include the village center area as well as the Village Residential Zone and the Neighborhood Residential Zone.

### Concept of Campus

The word campus, derived from the Latin word for field, is used in reference to the collective buildings and grounds of institutional and other uses.

As applied to Norfolk, it means multiple buildings and gathering places set within a coherent landscape of roads, paths, parking areas and landscaped grounds.

### **GOAL**

*Maintain and enhance an attractive, enticing, and vibrant village center, economically, socially and physically, by connecting the multiple assets and resources which already exist into an overall campus of unique destinations and activities.*

As was noted in the 2009 POCD, the village center is seen as the focal point of Norfolk. Since the early days of the community, this place at the corner of two main roads has been the community gathering place for commerce, culture, arts, society, religion, and government. Over the years, Norfolk has worked hard to maintain and sustain the village center and keep it relevant in the lives of residents and visitors.

Continuing efforts to maintain and strengthen the village center is a key recommendation of this POCD.

Entrance to Station Place



A number of efforts have been undertaken in recent years to help maintain and strengthen the village center:

- The Norfolk Foundation acquired the buildings at 6 Station Place and 2 Station Place and renovated the buildings for the Berkshire Country Store (a general store and café) and for “The Hub” (a common gathering space for community organizations and events),
- The First Selectman convened a working group of interested residents and organizations to help coordinate and guide efforts to maintain and enhance the village center,
- Trails were added and improvements made to the City Meadow as a result of local contributions and some grant funding,
- The Battell-Stoeckel Estate trustees made improvements to the Music Shed and other facilities, and
- A community planning process (a charrette) was undertaken in 2018 with the financial support of the Norfolk Foundation in order to involve the community in identifying specific improvements and actions which could then be included and integrated into this POCD.

This section of the POCD is intended to build on these efforts and outline a vision for the future of the village center area in order to enhance it physically and strengthen it economically. Key recommendations include:

- Enhance Sense of Place and Vitality
- Improve Vehicular Access and Parking
- Connect to Battell-Stoeckel Estate
- Complete Pedestrian and Bike Networks
- Enhance Gateways and Wayfinding
- Restore Ecological Networks
- Address Zoning Issues

See next two pages for map titled  
“Existing Conditions: Issues & Opportunities”

## 2018 Charrette

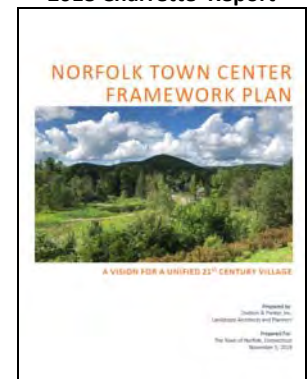
In 2018, the Norfolk Foundation provided funding to the Town of Norfolk to underwrite a process to explore design issues related to the village center. The intent was to incorporate relevant design ideas into the POCD.

With this funding, the Town retained Dodson & Flinker of Florence, MA to facilitate a series of workshops and explore ideas to strengthen the village center.

In addition, the Foundation generously offered space at “The Hub” for meetings.



## 2018 Charrette Report







### TRAFFIC ISSUES

Route 44 is a state highway whose wide layout and steep grades make it hard for drivers to adhere to the 25 MPH speed limit. As a result, crosswalks feel unsafe and sightlines from intersecting roads are inadequate. The sweeping curve of Rt. 44 ① at the Village Green keeps drivers moving quickly, and the sound of truck air brakes shatters the peace of the village as they head downhill.

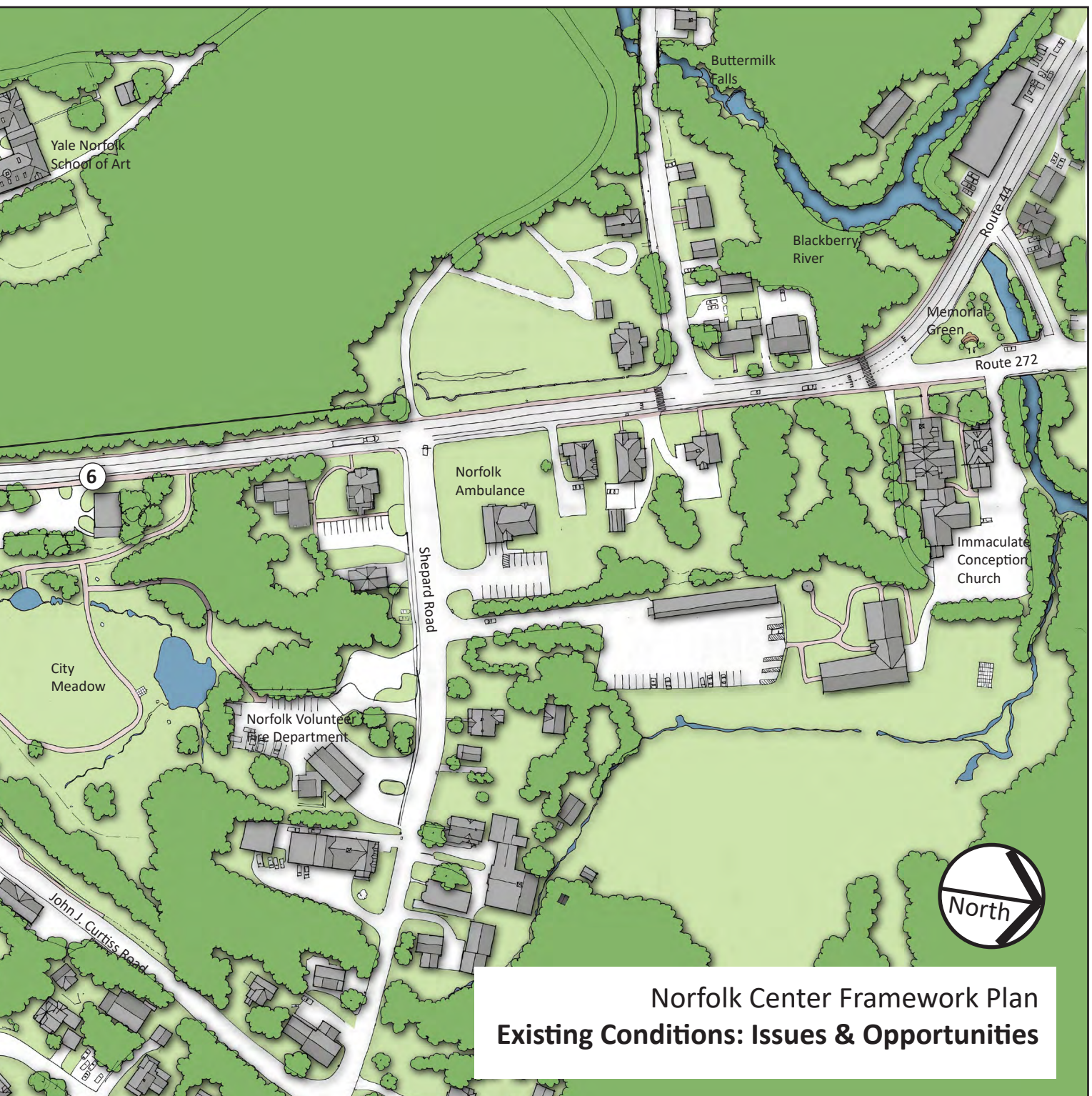
### PARKING LIMITATIONS

There are some 362 public parking spaces downtown, but most are along roadsides and not well-marked. Station Place has parking ②, but during busy events marked parking fills up and confused drivers circle the block. There is additional parking at Town Hall ③, at the Village Green and outlying streets, but it's not easy for visitors to find.

### WAYFINDING NEEDS

There is little sense of arrival to Norfolk Center which, combined with the speed of Route 44, makes it easy to miss. With separate focus areas at the Village Green ④ and Station Place ⑤, it can be hard for visitors to see how everything is connected. Roads radiate out from the center, but don't connect well within it, and limited signage makes it that much more difficult to get around.





#### PEDESTRIAN AND BICYCLE CIRCULATION

Sidewalks exist through many areas of the village, but don't connect well to outlying neighborhoods. Varying in design and condition, many need to be replaced or upgraded to provide safe, accessible accommodation ⑥. Missing or inadequate connections between City Meadow, Station Place and the Town Hall greatly diminishes pedestrian use of these areas ⑦. Bicyclists have to fend for themselves.

#### ISOLATION OF THE BATTELL-STOECKEL ESTATE

The Yale Summer Chamber Music Festival brings extraordinary talent and activity to Norfolk Center, but the Estate is isolated from the rest of the center by the barrier of Route 44, topographic challenges, and the need for safety and security for Music Festival faculty, staff and students. This creates a missed opportunity for visitors to take advantage of all that Norfolk has to offer.



## Sense of Place

The term sense of place refers to locations which exhibit characteristics which make a place special or unique and/or foster a sense of fondness or attraction.

Places said to have a strong sense of place have a strong identity.

Creating and strengthening sense of place enhances visitation, spending, economic returns, community character, and quality of life.

## Placemaking

As defined by the Project on Public Spaces, placemaking is a blend of:

- The design of a place, and
- The activities and social interactions that occur.

The idea behind this concept is that places thrive when users have multiple reasons to be there, such as:

- A place to sit,
- Food to eat,
- Things to see,
- Playgrounds to enjoy,
- Art to touch,
- Music to hear,
- History to experience, and
- People to meet.

## 4.1. Enhance Sense of Place and Vitality

The overall goal for the village center is to weave the various places and activities into a more coherent, connected whole—the concept of Norfolk Center as a campus.

Sense of Place



Coordinated Low Maintenance Sidewalks



Coordinated Streetlights





A. KEY ELEMENTS:		
1. <b>Campus</b> – Visualize that all areas of the village area – not just the village center – should be interconnected and integrated into a cohesive campus with a sense of place.		<b>Town RPO</b>
2. <b>Uses</b> - Encourage and support existing uses and promote additional retail, entertainment, hospitality, community, and other uses that will help attract residents and visitors to the village center.		<b>PZC EDC</b>
3. <b>Events</b> - Coordinate events and other cultural programming that attracts residents and visitors to the village center.		<b>EDC NF Town RPO</b>
4. <b>Buildings</b> - Encourage new or expanded buildings while maintaining design controls to ensure that new development activities maintain and enhance the character of the village center.		<b>PZC</b>

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#### Possible Future Strategies

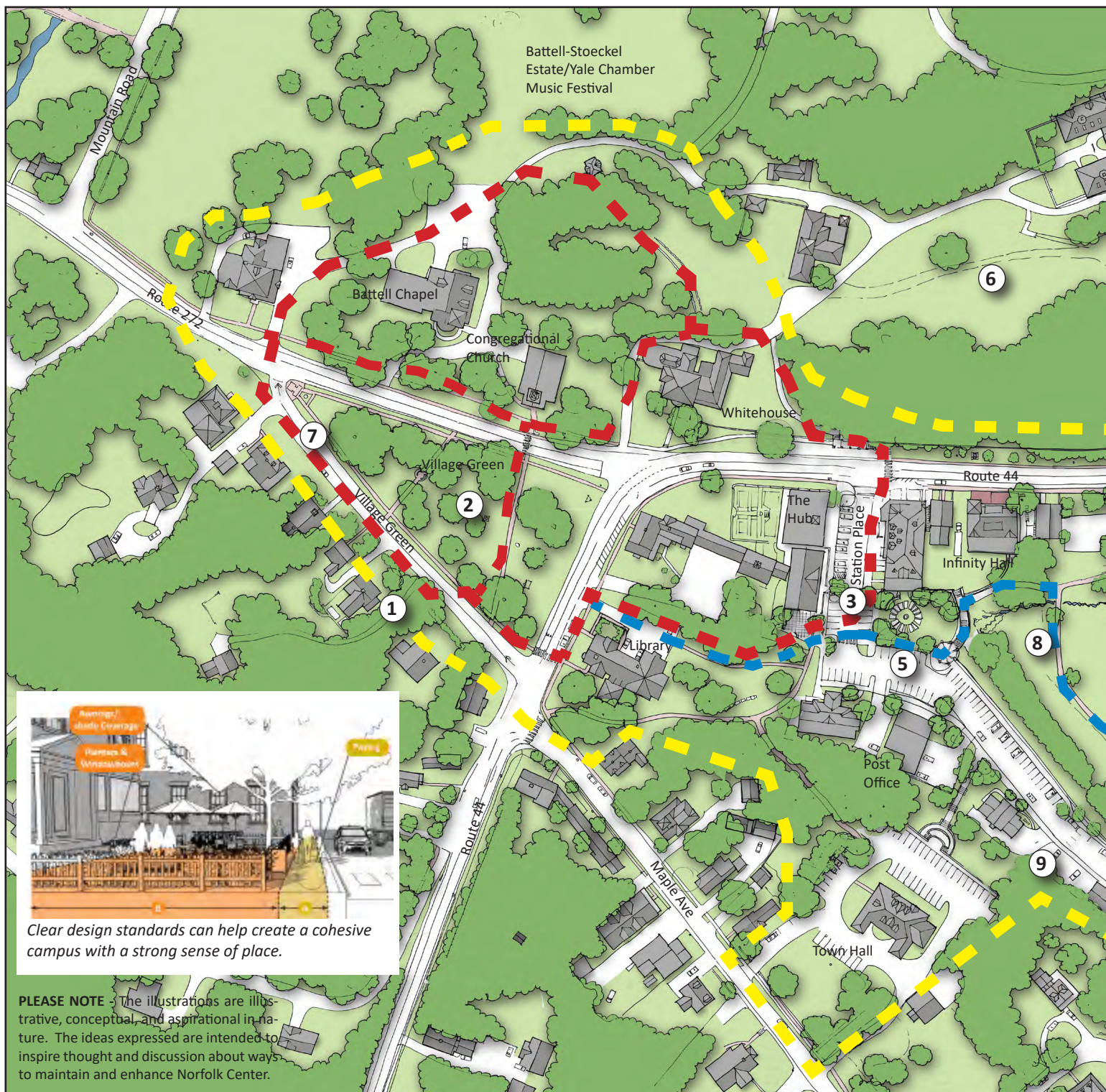
As funding permits, Norfolk could consider enhancing and extending the sense of place with:

- A historic trail with interpretive signage,
- An art and sculpture trail from the Village Green to City Meadow,
- Moveable tables and chairs on Robertson Plaza.

B. SECONDARY ELEMENTS:		
1. <b>Common Standards</b> - Establish coordinated design and maintenance standards in order to create greater consistency in streetscape elements and help create a cohesive campus with a sense of place.		<b>Town</b>
<div style="display: flex; align-items: flex-start;"> <div style="margin-right: 10px;">□</div> <div> <p>a. Create coordinated design and maintenance standards for:</p> <ul style="list-style-type: none"> <li>• Sidewalk and pathways,</li> <li>• Streetlights (continue existing fixtures or select new fixtures using LED fixtures) with warm lighting at an appropriate level: <ul style="list-style-type: none"> <li>• On Station Place, John J. Curtiss Road,</li> <li>• Up to Town Hall, and</li> <li>• On Route 44 and the Village Green.</li> </ul> </li> <li>• Landscaping (trees, shrubs, flowers, etc.), and</li> <li>• Public spaces.</li> </ul> </div> </div>		<b>Town</b>
2. <b>Incremental Improvements</b> - As funding permits (including private philanthropy and grants), make improvements consistent with the coordinated design and maintenance standards.		<b>Town PW</b>

*Legend of acronyms on inside back cover*

See next two pages for map titled  
“Enhancing Sense of Place and Vitality”



## DEFINING THE BOUNDARY OF THE VILLAGE CAMPUS

The concept of the “village as campus” implies enhanced pedestrian connectivity, combined with the application of a unified design palette for roads, parking areas, paths, sidewalks, lighting, signage, landscaping and other elements. As indicated by the dashed yellow line (1), this would include the core public areas of the village as well as private properties subject to more limited physical (or perhaps only visual) access.

## PLACEMAKING FOR PUBLIC SPACES

Building on past efforts to enhance the Village Green (2), Station Place (3) and City Meadow (4), key public gathering spaces will be enhanced with physical improvements designed to increase their utility for day-to-day use as well as for special events. Expanding and redesigning Robertson Plaza (inset (5)) is one possible example.

## COORDINATED EVENTS AND CULTURAL PROGRAMMING

Improving parking and pedestrian connectivity allows for events like “Weekend in Norfolk” to spread out across the most suitable spaces. Collaborative planning with the Battell-Stoeckel estate could allow for larger events in the off-season, such as the Classic Car Show which has been held on the estate grounds (6).





**8** Outdoor sculpture is a perfect complement to a campus landscape

## 5 Potential Expansion of Robertson Plaza

New shade trees and other landscaping add beauty & comfort

New retaining wall and stairs could connect to a private event area behind Infinity Hall.

Larger plaza area would allow for a greater range of uses

Preserve existing fountain and sitting area

A pergola or other structure creates a landmark at the edge of the plaza



Movable tables and chairs allow a space to be reconfigured for day to day use or special events.

- **BOUNDARY OF THE "VILLAGE CAMPUS"**
- **ART TRAIL**
- **HISTORIC TRAIL**



## Norfolk Center Framework Plan Enhancing Sense of Place and Vitality

### HISTORIC, ART & NATURE TRAILS

A historic trail (red dash **7**) could link important structures and sites and provide interpretive signage. An art trail (blue dash **8**) could incorporate rotating displays of sculpture (see inset, top right) and give another reason to walk through the core of the village. A nature trail could tell the story of Norfolk's rich natural landscape, encourage pedestrians to wander the forests and wetlands on the Battell-Stoeckel Estate, and connect to beauty spots like Buttermilk Falls and the Blackberry River.

### MAKING ROOM FOR NEW USES

Several areas within the village could accommodate new buildings **9**. Over time, gradual infill development can provide space for new homes and businesses that bring additional vitality to the center. Allowing new buildings to meet their parking requirements with shared community parking lots can open up additional lots for redevelopment.



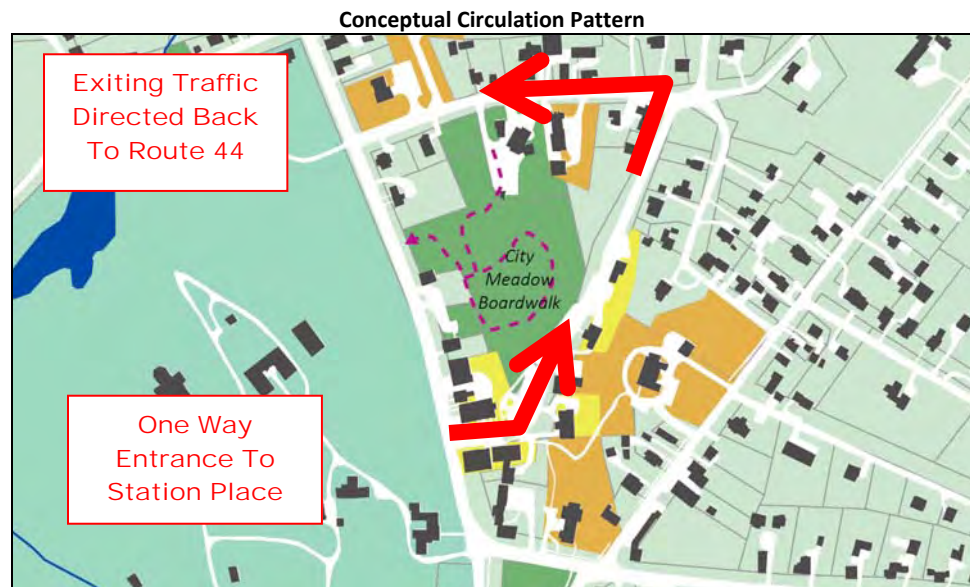
## Issues and Concerns

Norfolk residents, businesses and visitors have expressed concern about:

- Lack of visibility of the village center.
- Perception of lack of parking.
- Traffic speeds on Route 44 which increase the risk of accidents and make pedestrians feel unsafe.
- Restricted sight lines at key intersections.
- Difficulty slowing traffic due to the downhill westbound and the uphill eastbound.
- Noisy air brakes on trucks descending the hill on Route 44.
- Lack of a sense of arrival to the village center.

## 4.2. Improve Vehicular Access and Parking

Traffic and parking in the village center are often discussed and debated. Community members report there is not enough parking in the village center that is convenient to local destinations, especially when major events are occurring. In addition, traffic movements coming into and exiting from Station Place can be dangerous due to restricted sight lines.



A. KEY ELEMENTS:		
1.	<b>Improve Safety</b> – Make roadway changes to improve safety on Station Place.	<b>BOS PW</b>
<input type="checkbox"/>	a. Investigate whether it makes sense to make Station Place one-way in-bound from Route 44 since this intersection has limited sight distance for exiting traffic.	<b>BOS PW</b>
<input type="checkbox"/>	b. Direct drivers exiting Station Place and John J. Curtiss Road to turn left onto Shepard Road to get to Route 44, where drivers have a clearer view of oncoming traffic.	<b>BOS PW</b>

*Legend of acronyms on inside back cover*

#### Possible Future Strategies

As funding permits, Norfolk could consider redesigning and rebuilding the Station Place / John J. Curtiss Road parking layout to add spaces and increase safety.

At some time in the future, Norfolk could consider the possible merits of making the east side of the Village Green one-way with parallel parking.

B. SECONDARY ELEMENTS:		
1.	<b>Add Parking</b> - With less pavement width needed due to the one-way travel flow, seek to create more parking.	<b>FS PW</b>
<input type="checkbox"/>	a. Within existing paved areas, seek to create more parking spaces (additional 24 parallel spaces may be possible).	<b>FS PW</b>
2.	<b>Enhance Awareness of Parking Availability</b> - Provide information that event parking is available at: <ul style="list-style-type: none"> <li>• Town Hall</li> <li>• Shepard Road and City Meadow</li> <li>• Village Green</li> </ul>	<b>Town RPO</b>
<input type="checkbox"/>	a. Install signage directing visitors to parking areas.	<b>FS</b>
<input type="checkbox"/>	b. Install informational maps informing visitors about parking areas.	<b>EDC Town</b>
	c. Create map brochures about parking areas and make available on-line and in the village center area.	<b>EDC Town</b>

*Legend of acronyms on inside back cover*

See next two pages for map titled  
**“Improving Vehicular Access and Parking”**





### IMPROVING SAFETY

Making Station Place one-way entering from Route 44 ① eliminates a dangerous exit location with poor sight-distances. One-way circulation continues north on John J. Curtiss Road to Shepard Road ②.

### OPPORTUNITIES FOR ADDITIONAL PARKING

Converting Station Place and John J. Curtiss Road to one-way travel opens up space for additional on-street parking ③. More parking could be added at Town Hall, the Fire Department, Norfolk Ambulance, City Meadow and the Village Green ④.

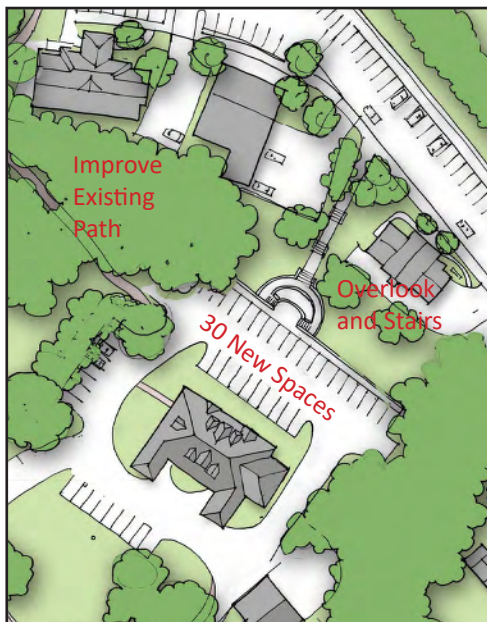
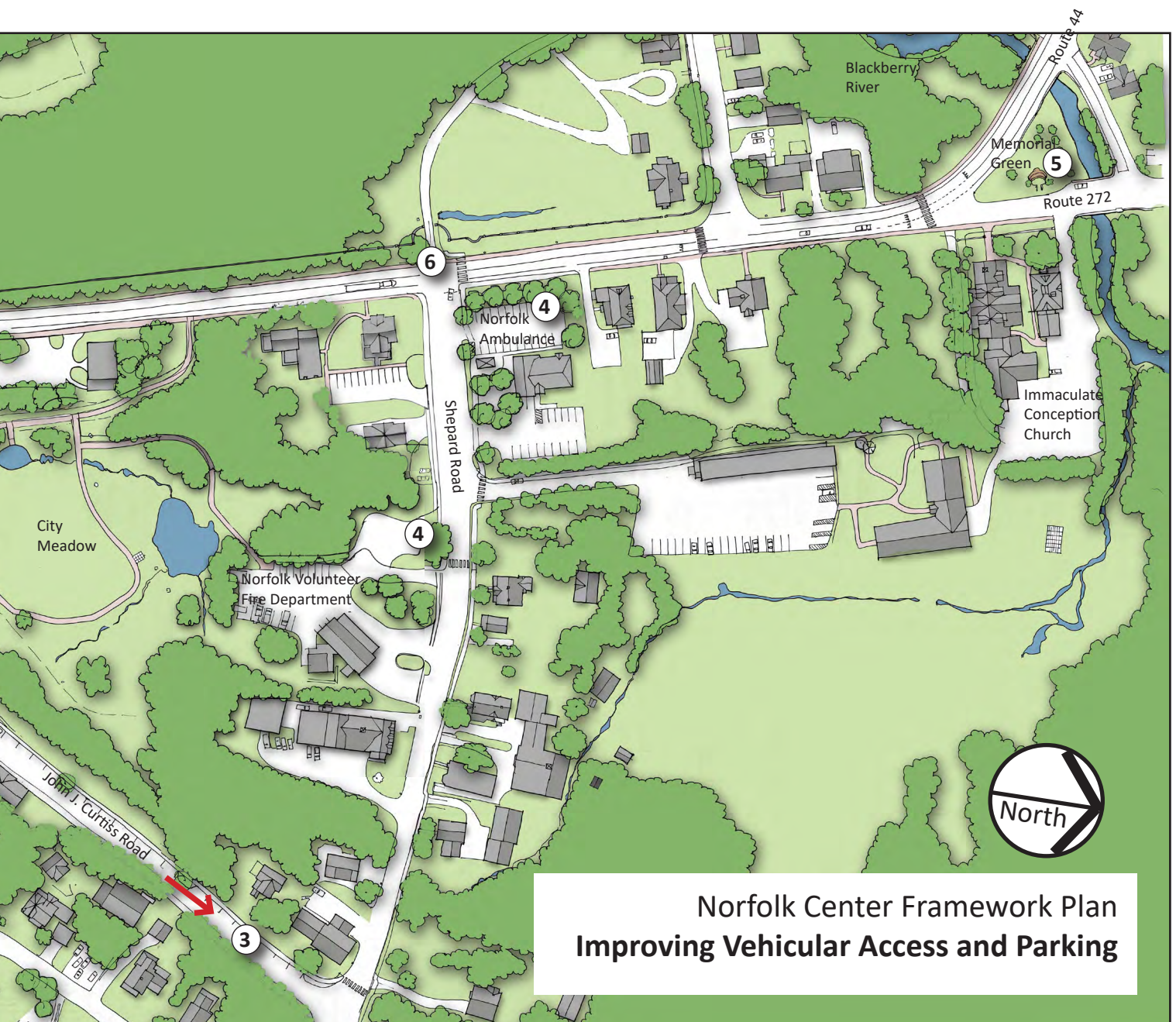
### SIGNAGE IMPROVEMENTS

Welcome signage at Bortelle School (East on 44, off map) and Memorial Green ⑤ lets drivers know they're entering a village center, while additional wayfinding signs point the way to public parking areas ⑥. Within the village, lighting and pedestrian signs could enable enhanced use of new or expanded outlying parking lots.

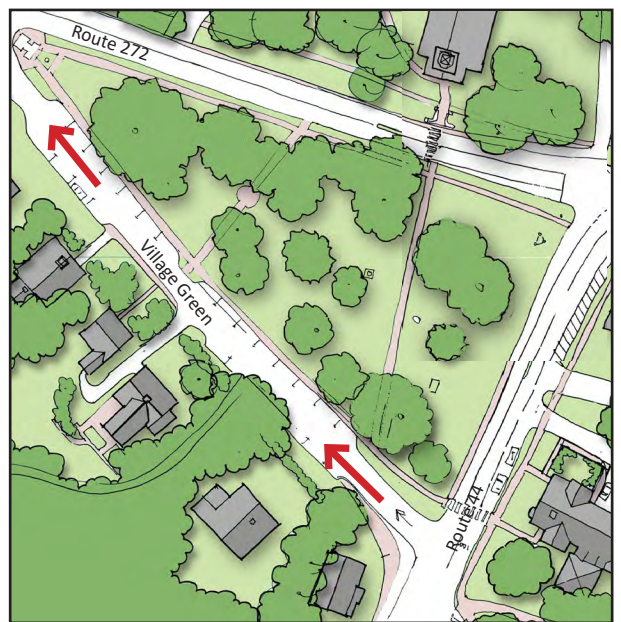
### MORE PARKING AT TOWN HALL

Improving the existing pedestrian path to Town Hall ⑦ could be combined with additional parking behind Town Hall, close to the commercial core (inset, right). A new stairway could improve pedestrian access to John J. Curtiss road and open up views of Haystack Mountain.





**MORE PARKING AT THE VILLAGE GREEN**  
Making Village Green Street one-way south-bound (8) allows for additional parking spaces and reduces traffic impacts on residences (Inset, right).





## Recreational Use

The Trustees of the Battell Stoeckel Estate are naturally concerned about potential liability if more people use their property and someone is injured on the property.

For information sake, Connecticut has a recreational use statute (CGS Section 52-557f et seq) which limits the duty of the landowner towards visitors who enter land for recreational purposes and do not pay a fee.

Under the statute, no duty of care is owed a recreational entrant (except for willful or malicious failures) when no fee is paid. If a fee is paid, the landowner would then be required to exercise reasonable care with respect to hazards or dangers.

Further, the statute appears to allow the Trustees to lease the land to the Town (a political subdivision of the state) for \$1 per year and retain the immunity protection where the Town might agree to insure and defend any claim.

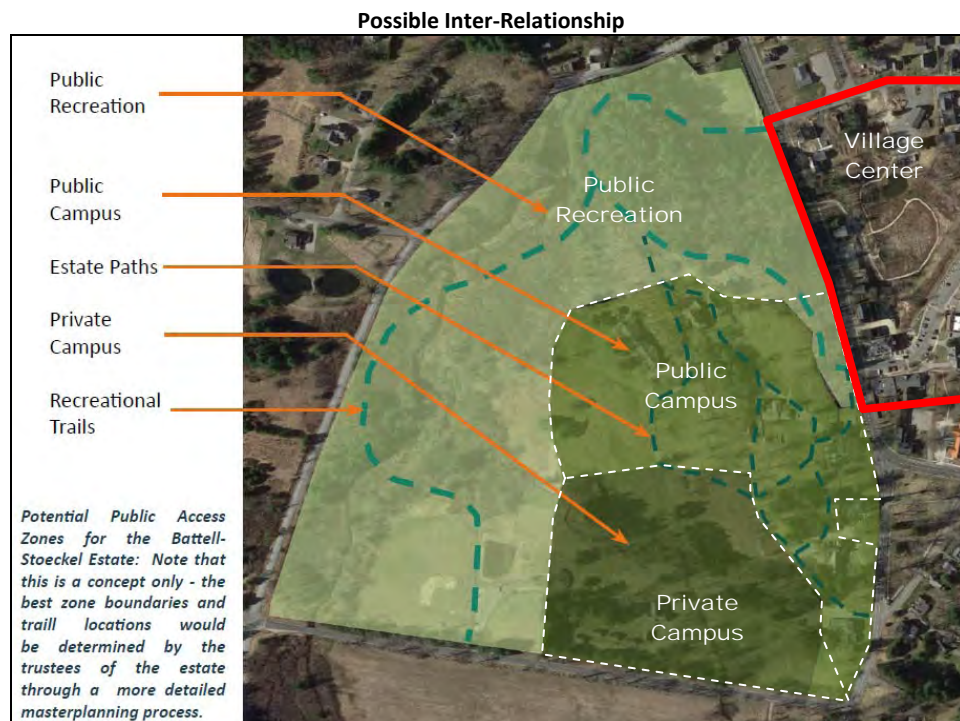
The POCD encourages both parties to address this issue (as other places around the State have done) to enable the Estate to become a more integrated part of the village center.

## 4.3. Connect to Battell-Stoeckel Estate

The Battell Stoeckel Estate, across Route 44 from Station Place and the village center, is the home of the Music Shed used for the Norfolk Chamber Music Festival and the Yale Summer School of Music and Art. This facility brings thousands of people to Norfolk each year (whether students, faculty, staff, or visitors) and is a tremendous asset to the community.

However, the property is not easily accessed from the village center area and so it can operate as an entirely different destination. Visitors may come to one without appreciating the other.

Residents have expressed interest in creating better connections with the Estate and the Board of Trustees of the Battell Stoeckel Estate have responded. It is the desire of the POCD for the Town to collaboratively work with the Trustees to forge a stronger connection – both physically and otherwise.



**Yale Summer School of Music**



**Yale Summer School of Art**



A. KEY ELEMENTS:	
1. <b><u>Work Together</u></b> - Continue to: <ul style="list-style-type: none"> <li>Support the activities of the Battell-Stoeckel Estate, the Yale Summer School, and the Norfolk Chamber Music Festival.</li> <li>Maintain and strengthen the working relationship between the community and the Battell-Stoeckel Estate.</li> </ul>	Town BSE

*Legend of acronyms on inside back cover*

B. SECONDARY ELEMENTS:	
1. <b><u>Public Access</u></b> – Continue to work with the Battell-Stoeckel Estate to investigate opportunities to expand public access to the Estate in harmony with its mission and activities which might include: <ul style="list-style-type: none"> <li>Private Campus: Areas where public access is discouraged.</li> <li>Public Campus: Areas where visitors would have access to programs at the Estate (performance venues, picnicking, etc.).</li> <li>Public Recreation: Forest, marsh and meadow areas where dawn to dusk access for trails and recreation might be permitted.</li> </ul>	Town BSE
2. <b><u>Liability Concerns</u></b> - Continue to work with the Battell-Stoeckel Estate to address maintenance and liability concerns related to public use of Estate property (see sidebar on page 44).	Town BSE

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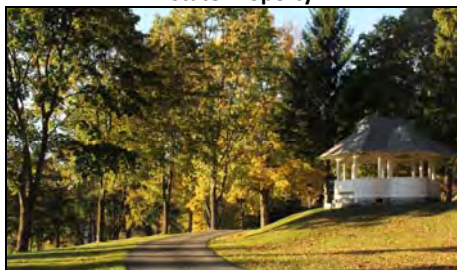
#### Possible Future Strategies

If other issues could be addressed and if funding permits, Norfolk could seek to establish a crosswalk and stairway to create a visible connection between the village center and the Battell-Stoeckel Estate, the Summer School, and the Norfolk Chamber Music Festival.

Whitehouse and Gardens

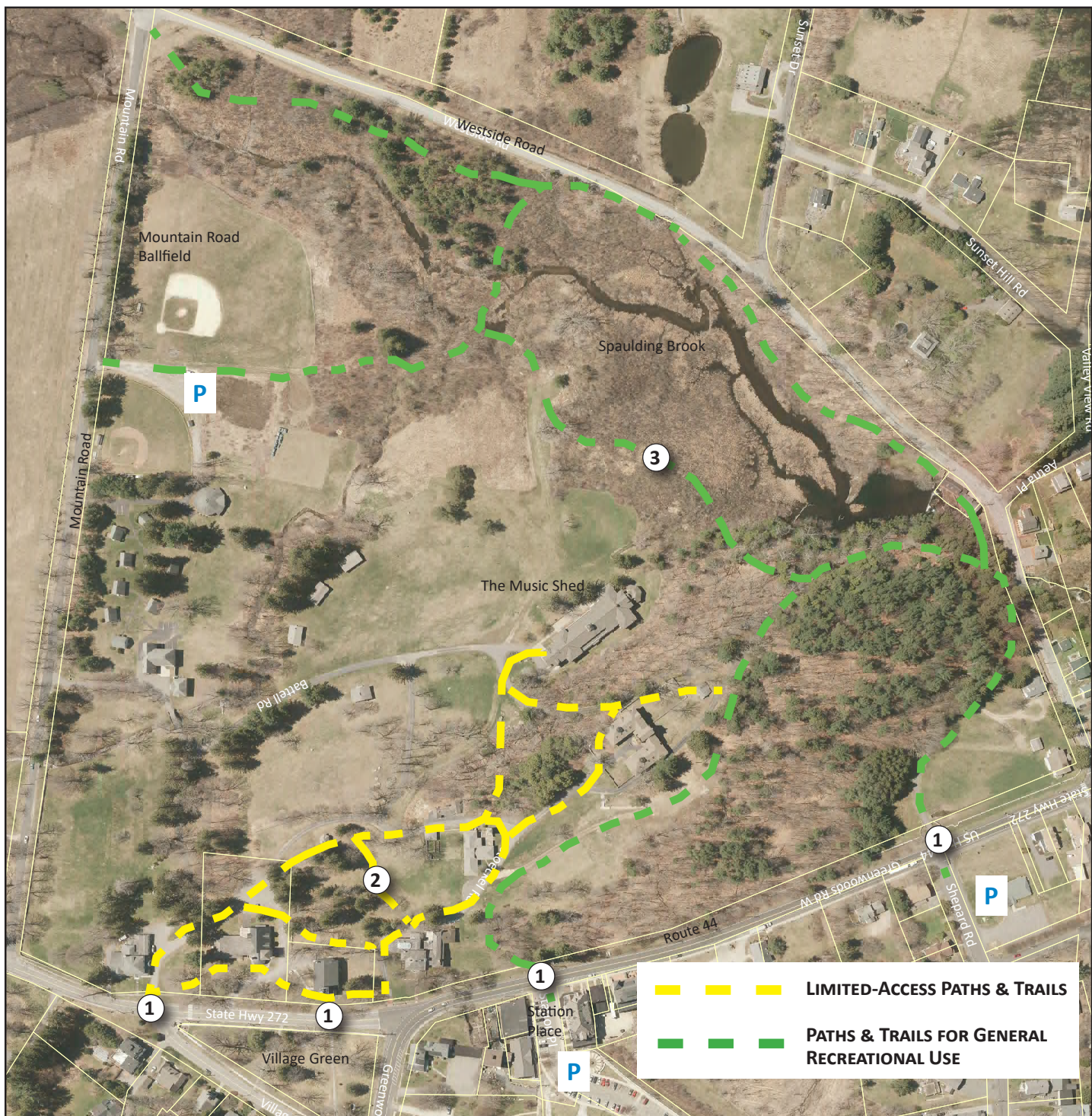


Estate Property



See next two pages for map titled  
“Connecting to the Batell-Stoeckel Estate”





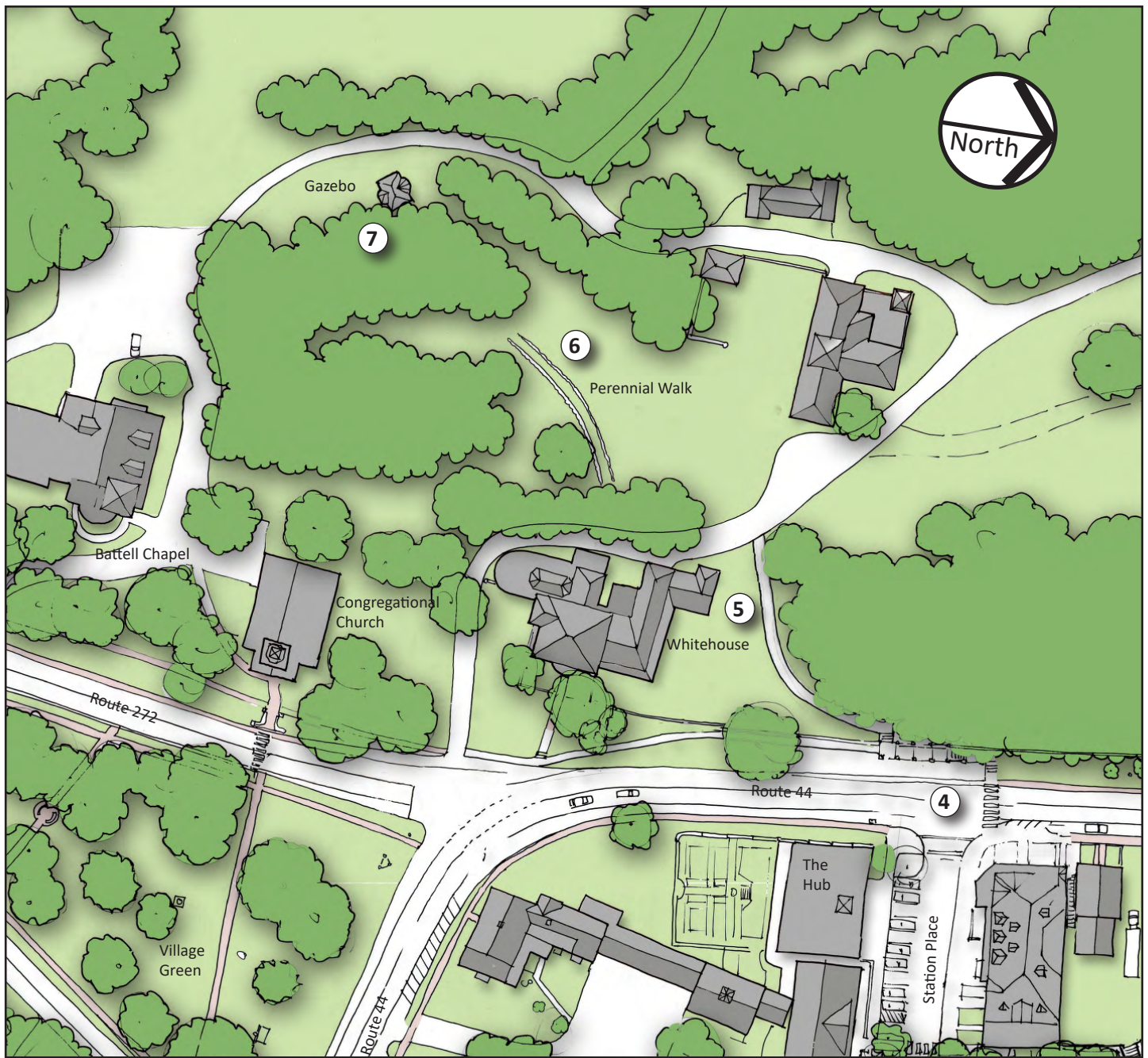
### PUBLIC ACCESS TO THE BATTELL-STOECKEL ESTATE

Allowing appropriate public access to the estate presents an incredible opportunity to enhance the visitor experience to Norfolk Center, while at the same time building public awareness of this wonderful organization and all they provide to the Town. The trustees of the estate are mandated to manage the property for the benefit of Yale's music and art programs. While visitors are welcome on performance days, before allowing more general public access they must address concerns about liability for injury, as well as providing privacy and security for Yale students and staff.

### TRAILS AND CROSSWALKS GUIDE ACCESS TO EACH AREA OF THE ESTATE

One possible approach is to carefully allow access to parts of the Estate while keeping other areas entirely private. As sketched out above, this could be organized around a series of clearly marked access points and trails with signage indicating the level of access and appropriate use. Crosswalks ① would connect to the rest of the village, and would have welcome signs, maps and information. Trails with limited access ② would lead through the historic core of the Estate grounds, linking the village green, churches, and Whitehouse area to the Art Barn and Music Shed. Trails for more





**PLEASE NOTE** - The illustrations are illustrative, conceptual, and aspirational in nature. The ideas expressed are intended to inspire thought and discussion about ways to maintain and enhance Norfolk Center.

## Norfolk Center Framework Plan Connecting to the Battell-Stoeckel Estate

general recreational use (3), would provide access to the more natural areas of the Estate, connecting parking areas **P** at Station Place and Shepard Road to Spaulding Brook, Westside Road and the Mountain Road ball field.

### ENHANCING THE PEDESTRIAN EXPERIENCE

Improving crosswalks, sidewalks and walking paths will lead visitors to the areas where they are welcome and discourage wandering to other parts of the estate. This could start with an improved crosswalk from Station Place (4), leading to a pergola or other structure that would act as a sitting area and trailhead kiosk at the entrance to the estate. From there a new path up the slope North of the Whitehouse (5) would lead to a walk through the perennial borders (6) and culminate at the gazebo (7), where visitors could admire the view and perhaps look at some interpretive signage on the history and significance of the estate. Additional paths through the estate grounds would build on this experience and lead visitors back to the Village Green.

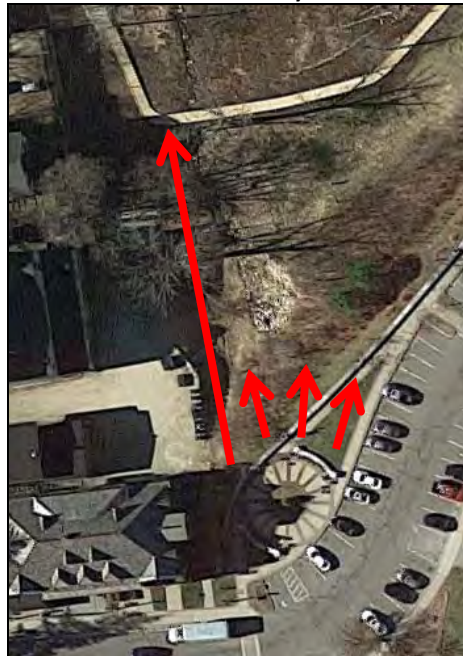
## 4.4. Complete Pedestrian and Bike Networks

Residents and visitors have expressed a desire to be able to walk safely throughout the village center. Pedestrian and bicycle connections can and should be extended from the village center to outlying areas.

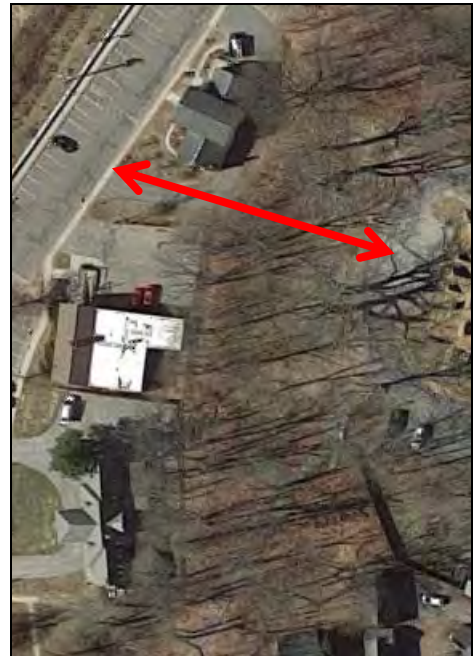
Great Place For A Pedestrian Crosswalk



Robertson Plaza Expansion  
and Connection to City Meadow



Direct Stairway Connection from  
John J. Curtiss Road to Town Hall





A. KEY ELEMENTS:		
1. <b>Improve Pedestrian Networks –</b>		<b>Town RTC RPO</b>
<ul style="list-style-type: none"> <li>Continue to maintain, improve, and interconnect the sidewalks (and pedestrian paths) within the village area.</li> </ul>		
<input type="checkbox"/> a. Strengthen the existing pedestrian walkway from Station Place to Town Hall.		<b>FS PW</b>
<input type="checkbox"/> b. Make pedestrian connections between the village center and existing trailheads.		<b>RTC PW</b>
<input type="checkbox"/> c. Enhance existing pedestrian crosswalks.		<b>PW DOT</b>
<input type="checkbox"/> d. Establish new pedestrian crosswalks in key locations (including possible bump-outs to slow traffic and narrow the distance pedestrians need to cross safely).		<b>Town PW DOT</b>
<input type="checkbox"/> e. Make pedestrian route maps available to visitors and use them to attract people to Norfolk.		<b>EDC RTC</b>
2. <b>Improve Bicycle Networks –</b>		<b>Town RTC RPO</b>
<ul style="list-style-type: none"> <li>Maintain and improve bicycle accommodations within the village area, and especially the village center area.</li> </ul>		
<input type="checkbox"/> a. Make bicycle route connections between the village center and existing trailheads.		<b>RTC PW</b>
<input type="checkbox"/> b. Seek ways to establish bike path signage and/or bike lane markings through the village center.		<b>RTC PW</b>
<input type="checkbox"/> c. Make bicycle route maps available to visitors and use them to attract people to Norfolk.		<b>RTC EDC</b>

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#### Possible Future Strategies

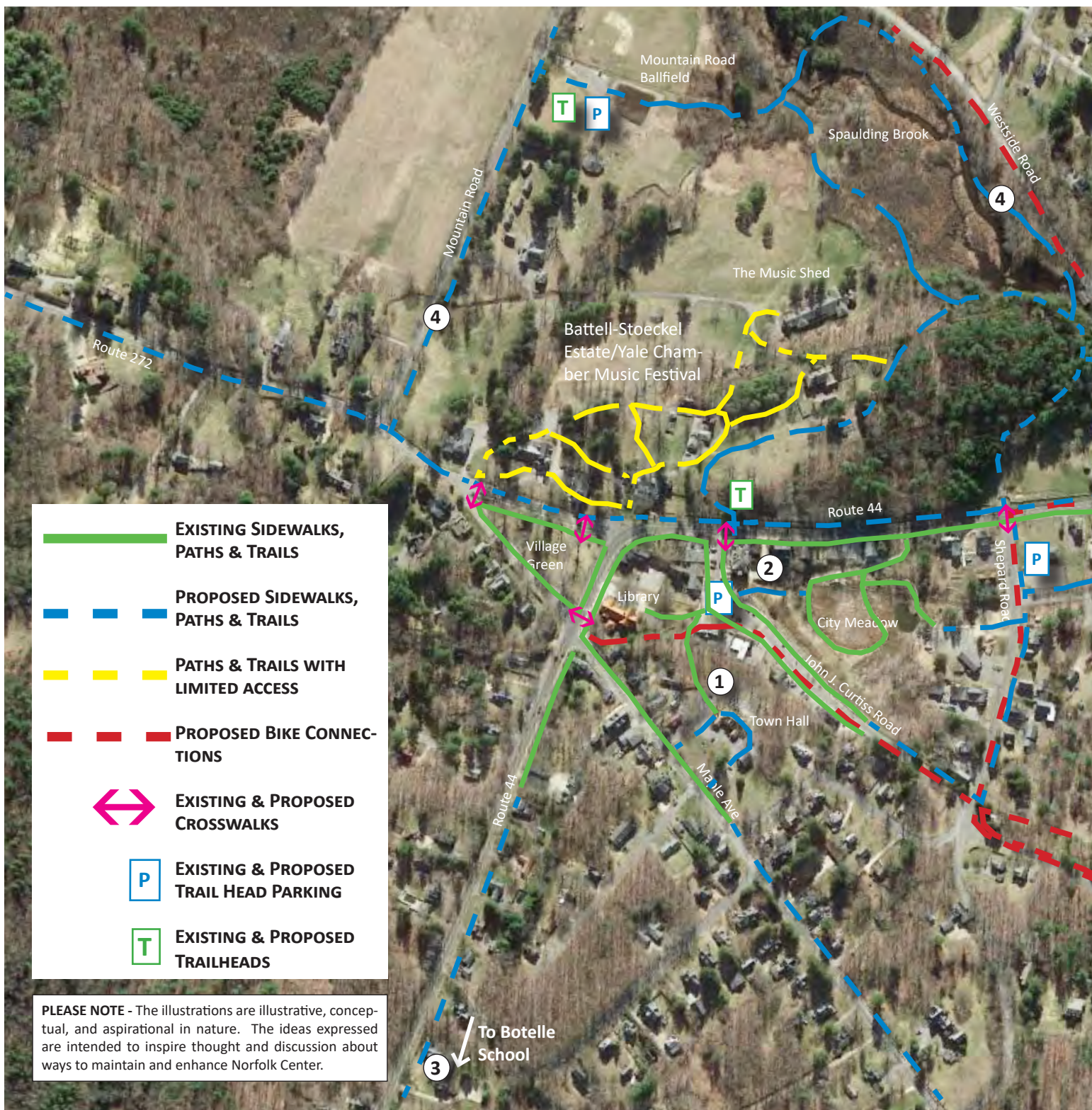
As funding permits, Norfolk could seek to:

- Establish stairs to City Meadow from Robertson Plaza.
- Extend sidewalks and trails to Memorial Green and Buttermilk Falls.
- Undertake a pedestrian accessibility audit (the ability of mobility impaired people to be able to get around).

B. SECONDARY ELEMENTS:		
1. As funding permits, seek to establish a visible and inviting illuminated stairway connection from Town Hall to John J. Curtiss Road (in the area of the Post Office) to strengthen the connection.		<b>Town NF RPO</b>
2. As funding permits, seek to enlarge Robertson Plaza behind the Royal Arcanum building to create a larger public space and add lighting to enhance its overall ambience.		<b>Town NF CMC RPO</b>
3. As funding permits, seek to connect bed and breakfast establishments (and residential neighborhoods) near the village center to the village core area.		<b>EDC RPO</b>

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See next two pages for map titled  
**“Completing Pedestrian & Bike Networks”**



### COMPLETING THE PEDESTRIAN SYSTEM

Sidewalks already exist through much of the core “village campus,” but there are critical gaps, and connections are lacking to outlying streets, parks and conservation areas. Needed improvements include improving the existing path from Station Place to the Town Hall ①, and connecting Robertson Plaza to the boardwalks at City Meadow ②. Sidewalks, paths or other pedestrian improvements are needed to allow for safe walking from the village core to outlying neighborhoods, especially East along Route 44 to the Botelle School ③. Crosswalks ↔ need to be improved or added in several locations to make the system truly functional.

### CONNECTING TO NATURAL AREAS

As described earlier, establishing public trails through the Battell-Stoeckel Estate could greatly enhance opportunities for walking: at a minimum a loop along Spaulding Brook and Mountain Road ④ could provide some access to the area, with minimal interference with activities on the estate. North of the Village, existing trails through Barbour Woods ⑤ and Haystack Mountain State Park ⑥ could be linked to the village with sidewalks or paths along Shepard Road and Route 272.



## Norfolk Center Framework Plan Completing Pedestrian & Bike Networks



### BIKE TRAILS AND ON-ROAD ROUTES

Norfolk's rural roads are already actively used by bicyclists and for the most part are functional. Where they funnel through Norfolk Center, however, conflicts between bikes, vehicles and pedestrians become more dangerous. Delineation of on-road routes through the village on Shepard Road and Westside Road would provide a better East-West Connection. Linking the proposed Norfolk Rail Trail (7) along John J. Curtiss Road to the Village Green would provide safe access to the Center from the North.

### PARKING AND WAYFINDING SIGNAGE TO SUPPORT THE VISITOR EXPERIENCE

An effective walking and bike trail system will make clear where visitors are welcome to park and provide clear information at parking areas and trailheads [T]. Vehicular signage should distinguish parking areas that serve trailheads [P] from other village parking lots, and provide direction to key destinations.

## Issues and Concerns

Norfolk residents, businesses, and visitors have expressed concern about:

- Lack of visibility of the village center.
- Lack of a sense of arrival to the village center.
- Lack of navigational aids (to parking and additional destinations).

## 1994 Concept

The following gateway and way-finding concepts were contained in the 1994 Charrette report.



## 4.5. Enhance Gateways and Wayfinding

Gateways are the entrance ways into a community. For the same reason that people put welcome mats on their front porches and decorate their front doors, communities should do the same thing. Wayfinding is about making it easy (or easier) for people to be able to orient themselves within a place, find their destination (or other destinations), and navigate there.

Objectives of a gateway and wayfinding system could include:

- Greet visitors in a way that makes a good first impression and reinforces Norfolk's identity;
- Help visitors navigate around the community and enhance their experience;
- Promote economic development by highlighting key destinations.

### A. KEY ELEMENTS:

1. **Gateways and Wayfinding Theme** - Seek to establish a gateway and wayfinding signage theme appropriate for Norfolk.



- a. Establish a gateway and wayfinding signage theme appropriate for Norfolk.

Town

Town

*Legend of acronyms on inside back cover*

### B. SECONDARY ELEMENTS:

1. **Install Gateway and Wayfinding Elements:**



- a. To enhance village center visibility and a sense of arrival, install welcome signage on Route 44:
  - For westbound traffic at Botelle School (or at the top of the hill),
  - For eastbound traffic at Memorial Green (or even earlier).

Town



- b. For pedestrians, install wayfinding signage to key destinations from parking areas

Town



- c. For motorists, install wayfinding signage to key destinations (such as parking areas).

Town

- d. Consider installing welcome signage on Route 272.

Town

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## 4.6. Maintain Ecological Networks

There are significant natural resources in and around Norfolk's village area that the community intends to preserve and enhance. In 2017, the town embarked on the enhancement of wet meadow habitat at City Meadow which involved installation of a system of pedestrian paths and boardwalks, removal of invasive species, planting of native species, and creation of small ponds and drainage channels. Similar efforts to maintain, enhance, and celebrate the natural landscape will continue.

A. KEY ELEMENTS:	
1. <b><u>Enhance Character</u></b> - Manage activities in the village center in ways that support Norfolk's environment and ecosystem.	Town RPO
2. <b><u>Protect Resources</u></b> - Continue to protect and preserve the riparian corridors and associated wetlands along the Blackberry River and its tributary brooks which: <ul style="list-style-type: none"><li>• Protect water quality,</li><li>• Reduce flooding,</li><li>• Provide wildlife habitat,</li><li>• Provide a village greenbelt, and</li><li>• Allow for the movement of people and animals.</li></ul>	IWA CC CMC
3. <b><u>Invasive Species</u></b> - Continue removal of invasive species and planting of native species.	Town CMC

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B. SECONDARY ELEMENTS:	
1. <b><u>Stormwater Enhancements</u></b> - Continue to use best management practices to manage stormwater runoff (quality and quantity) in the village center area.	PZC

*Legend of acronyms on inside back cover*

See next two pages for map titled  
"Overview of Village Center Strategies"



### ENHANCE SENSE OF PLACE AND VITALITY

Turn the entire village into a connected and coherent campus, linked by a network of sidewalks and walking paths that reveal and celebrate Norfolk history & culture. Develop a unified design for paving, landscaping, benches, lighting, signage and other elements to pull everything together. Redesign Robertson Plaza and Station Place as the centerpiece of the community (1).

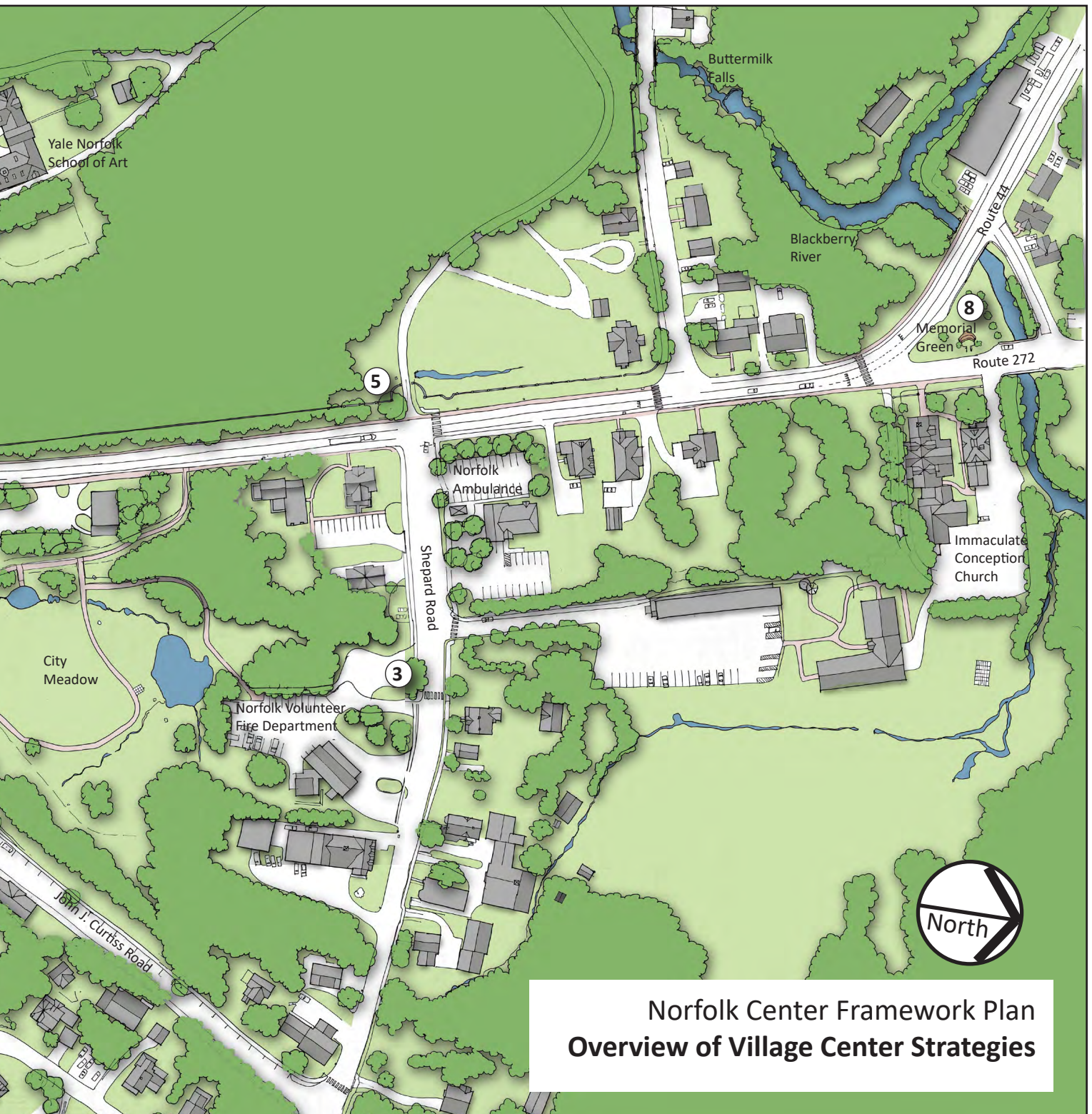
### IMPROVE ACCESS & PARKING

Improve safety by realigning Station Place and making it one-way out John J. Curtiss Road (2). This frees up space for more parking along both streets, which could be enhanced with new public parking at Town Hall, City Meadow and the Village Green (3).

### LINK TO BATTELL-STOECKEL ESTATE

Explore opportunities to expand public access to the grounds of the estate. Enhance safety and wayfinding with new crosswalks and pedestrian access improvements (4). Informational signage at welcome center and trail heads makes clear which areas are open to the public (5).





### COMPLETE PEDESTRIAN/BIKE NETWORKS

Provide for continuous, safe and comfortable travel throughout the village by foot and bicycle. Fill critical gaps in the pedestrian system, including from Robertson Plaza to City Meadow (6) and from Station Place to Town Hall (7). Connect the “village campus” path system to nearby trailheads, and link the village to regional bike routes.

### ENHANCE GATEWAYS/WAYFINDING

Establish welcome signage at each end of the village, including the Bortelle School and Memorial Green (8). Within the village, provide better signage to direct drivers to parking areas, and welcome/wayfinding signage to help pedestrians locate key businesses, town buildings and other important destination points.

### RESTORE ECOSYSTEMS

Protect and celebrate the Blackberry River and its tributaries, building on the successful revitalization of City Meadow. Work to establish a permanent greenbelt surrounding the village focusing on riparian corridors and their associated wetlands.

## 4.7. Address The Village Business Zone

---

The village center area is zoned Village Business and there are some ways that the zoning could be modified to support village activities:

### 1. Consider Changes To The Village District Designation

As recommended in the 2009 POCD, the Norfolk Zoning Regulations have designated the Village Business Zone as a village district under Connecticut laws (CGS Section 8-2j). A village district allows for aesthetic and architectural controls. After 10 years of experience, it may make sense for the Planning and Zoning Commission to revisit this to ensure it is striking the right balance. Options the Planning and Zoning Commission might consider include:

- Removing (or modifying) the requirement in Section 4.02 of the Zoning Regulations that any new construction or remodeling of the exterior of a building requires a Special Permit.
- Revisiting the requirement for new construction or remodeling of the building exterior to be subject to a public hearing.
- Reviewing the provisions of Section 8.09.N of the Zoning Regulations regarding design guidelines in a village district.

### 2. Consider Reviewing Zoning District Boundaries

At the present time, the Village Business zoning district does not follow property lines in some situations. Although Section 1.03.7 of the Zoning Regulations allows the use of land to extend into the other zone by up to 50 feet, this may still prevent an appropriate use or activity from occurring (or from counting the area in the other zone for coverage, etc.). Options might include:

- Changing some zone boundaries to follow property lines.
- Modifying Section 1.03.7 of the Zoning Regulations to provide additional flexibility.

### 3. Consider Changes To The Approval Process

The Planning and Zoning Commission could reduce the number of uses and activities which require a Special Permit.

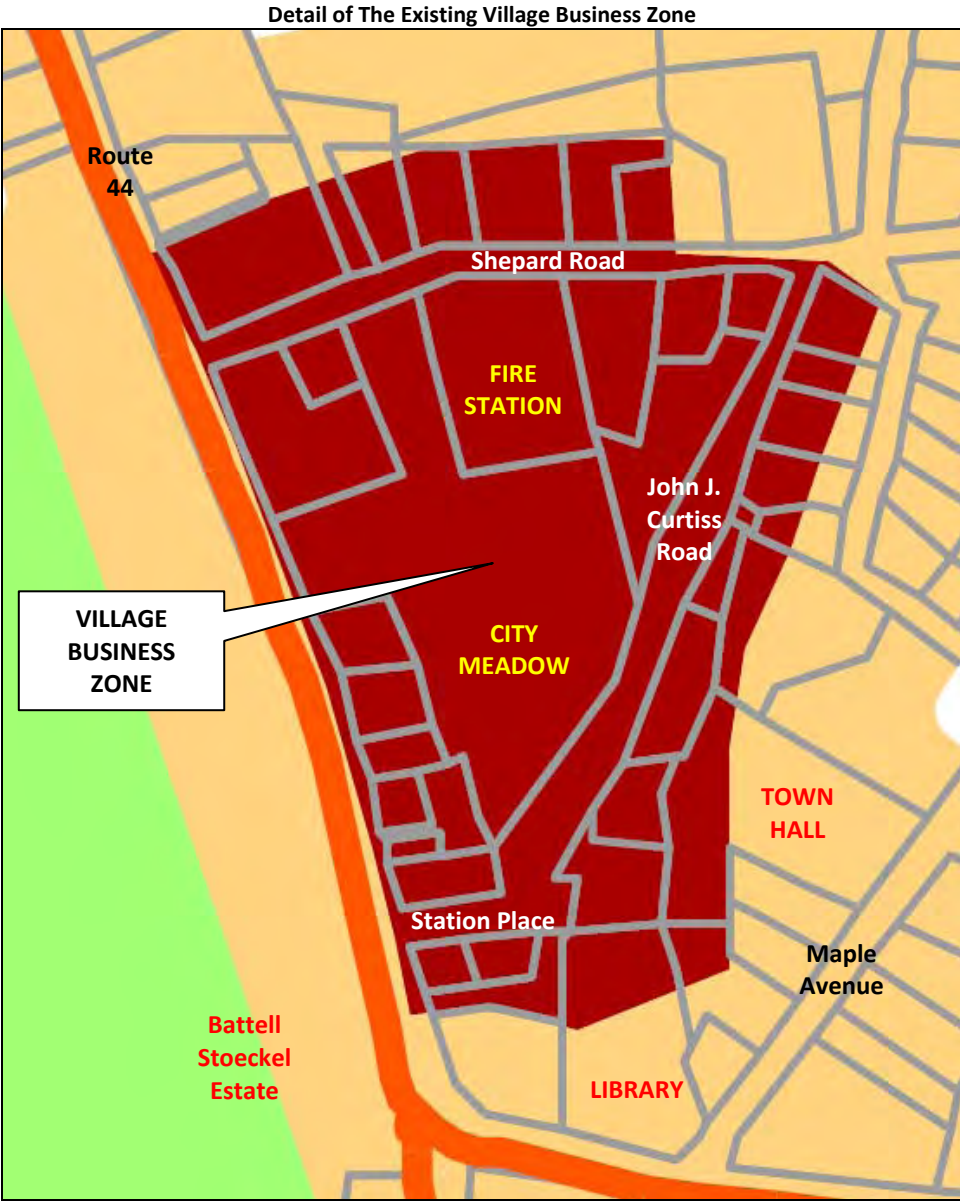
### 4. Consider Reviewing Parking Requirements

At the present time, almost all of the parking in the Village Business zone is on public property. While the regulations suggest the Planning and Zoning Commission *could* waive the parking requirements (Section 6.02.C of the Zoning Regulations), there may be reason to eliminate any parking requirement in the Village Business zone.



A. KEY ELEMENTS:		
1.	Revisit the Zoning Regulations for the Village Business Zone to ensure they encourage a mixed-use, pedestrian-friendly, village-style environment in the village center area.	PZC
<input type="checkbox"/>	a. Revisit the village district designation and provisions.	PZC
<input type="checkbox"/>	b. Revisit the location of zoning boundaries for the Village Business Zone and other relevant regulatory provisions.	PZC
<input type="checkbox"/>	c. Revisit parking requirements in the Village Business Zone.	PZC

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# 5

## ADDRESS OTHER COMMUNITY NEEDS AND DESIRES

### GOAL

*Guide development and provide for facilities and services in ways that will help accomplish community needs and desires.*

Residential Development



Community Facilities



Infrastructure



Sustainability





## 5.1. Guide Residential Development

---

This section recommends guidelines to address residential development in Norfolk.

### Maintain Density and Character Approach

The POCD recommends that the current residential density approach in Norfolk be maintained to support:

- Higher densities in and near the center of town where water and sewer infrastructure (and existing development patterns) support such density, and
- Lower densities in outlying areas where the overall goal is to maintain the rural character of Norfolk and correlate development to the natural capability of the land (and existing development patterns).

Other sections of the POCD recommend encouraging use of Open Space Residential Development (Section 3.05.G of the Zoning Regulations) to preserve natural resources and direct development away from sensitive areas in the Rural Residential District.

### Continue To Address Affordable Housing Needs

Norfolk has made considerable progress in addressing affordable housing in the past ten years due primarily to the efforts of the Foundation for Norfolk Living (FNL). FNL received a State grant which allowed it to renovate existing buildings in the village center area to create 12 units of affordable housing.

Since public water service and public sewer service are available in the village area, FNL continues to seek opportunities in this area to help provide affordable housing. In 2019, the Planning and Zoning Commission adopted a new regulation (the Haystack Woods Overlay Zone) which provided the opportunity for the development of additional affordable housing. Such housing supports Norfolk's desire to attract more young families.

Norfolk also allows housing types that can help address affordable housing needs. Section 3.05.D of the Zoning Regulations allows accessory apartments by Special Permit. Section 3.05.E of the Zoning Regulations allows two-family dwellings by Special Permit under certain conditions. Section 3.05.F of the Zoning Regulations allows conversion of existing buildings in the village area to multi-family units, which can help address the need for housing which is more affordable.

The POCD recommends that Norfolk continue to explore ways to make provision for the construction of housing that is affordable to people of all means.

### Affordable Housing

---

State statutes (CGS Section 8-23) require that the POCD:

- make provision for the development of housing opportunities, including opportunities for multi-family dwellings, consistent with soil types, terrain and infrastructure capacity, for all residents of the municipality and the planning region,
- promote housing choice and economic diversity in housing, including housing for both low and moderate income households, and
- consider the need for affordable housing and the protection of existing and potential public surface and ground drinking water supplies.

## **Short-Term Rentals**

Short-term rental properties (such as might be found on AirBnB, HomeAway, or VRBO) can have impacts on adjacent properties and on the overall housing market.

Norfolk should continue to monitor the evolution of the short-term rental market in case regulations are needed or desired.

## **Continue To Address Housing Needs Of An Aging Population**

Another housing need in Norfolk is for housing for an aging population. As people get older, they may seek housing with less maintenance requirements, less floor area, lower cost, and/or more amenities (food, healthcare, accessibility, companionship, etc.). Given the quality of life in Norfolk, there are many current residents who would like to stay in the community as they age if the housing is available to meet their needs.

One option is an accessory apartment which is a second living space located within, attached to, or on the property of a residence. People can apply for a Special Permit to add an accessory apartment to their existing home for a caregiver, caretaker, income, or other purpose. Alternatively, people could move to an accessory apartment on another property. Either way, an accessory apartment (as allowed by Section 3.05.D of the Zoning Regulations) is one way to help meet local housing needs.

Another way might be to modify the Zoning Regulations to allow construction of a new multi-family development (including a residential condominium development) in the village area (where public water and public sewer are available) in order to provide more housing opportunities and help meet the housing needs of an aging population (and other people as well). These new residents could enjoy the many quality of life amenities which Norfolk has to offer and the tax revenue provided would support other municipal programs (older households do not generally add pupils to the school system). The Zoning Regulations already allow for the conversion of an existing building to multi-family use so this use might be considered appropriate in the village area.

Norfolk should also investigate permitting:

- Congregate care or similar facilities to provide housing alternatives,
- Age-restricted housing and/or planned retirement communities.

**Affordable Apartments By  
Foundation For Norfolk Living**



**Senior Housing At  
Meadowbrook Senior Housing**





# Residential Development

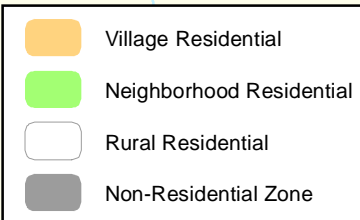
Norfolk, CT

New Marlborough

Sandisfield

MASSACHUSETTS

183



North Canaan

Canaan



5,000 Feet

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Wood Creek Pond

Benedict Pond

Doolittle Lake

272

Bald Mountain Rd

Ashpointag Rd

Wheeler Rd

Doolittle Dr

N Colebrook Rd

Shantry Rd

Loon Meadow Dr

Lovers Ln

44

Sheep Rd

Maple Ave

Laurel Way

Laurel Way Ext

Mountain Rd

Sunset Ridge Rd

Windrow Rd

Westside Rd

Winchester Rd

Bruey Rd

Old Goshen Rd

Esley Rd

Goshen East St

272

North Goshen Reservoir

Winchester Rd

Grantville Rd

Schoolhouse Rd

Beckley Rd

182

44

Winchester Rd

Bruey Rd

Old Goshen Rd

Esley Rd

Goshen East St

272

North Goshen Reservoir

Winchester Rd

Grantville Rd

Schoolhouse Rd

Beckley Rd

182

44

Winchester Rd

Bruey Rd

Old Goshen Rd

Esley Rd

Goshen East St

272

North Goshen Reservoir

Winchester Rd

Grantville Rd

Schoolhouse Rd

Beckley Rd

182

44

Winchester Rd

Bruey Rd

Old Goshen Rd

Esley Rd

Goshen East St

272

North Goshen Reservoir

Winchester Rd

Grantville Rd

Schoolhouse Rd

Beckley Rd

182

44

Colebrook

Winchester

Goshen

A. RESIDENTIAL DEVELOPMENT		
1. Continue to guide residential development to meet community desires in terms of conservation and development objectives.		PZC
2. Maintain the current residential density approach of: <ul style="list-style-type: none"> <li>Higher densities in and near the center of town, and</li> <li>Lower densities in outlying areas.</li> </ul>		PZC
3. Encourage use of Open Space Residential Development (Section 3.05.G of the Zoning Regulations) in the Rural Residential District.		PZC
4. Continue to explore ways to make provision for the construction of housing that is affordable to people of all means.		PZC FNL
5. Continue to encourage the Foundation for Norfolk Living and other organizations which propose ways to address housing needs within the overall fabric of the community.		Town FNL
6. Consider modifying the Zoning Regulations to allow new housing opportunities in the village area (where public water and public sewer are available).		PZC
<input type="checkbox"/> a. Consider modifying the Zoning Regulations to allow new multi-family development in the village area (where public water and public sewer are available).		PZC
<input type="checkbox"/> b. Investigate the possibility of revising the Zoning Regulations in the village area (where public water and public sewer are available) to allow: <ul style="list-style-type: none"> <li>Congregate care or similar facilities, and</li> <li>Age-restricted housing and/or planned retirement communities.</li> </ul>		PZC
7. Consider the need for municipal services for residents that choose to age in place in their residence in Norfolk (social services, nutrition, etc.).		Town

*Legend of acronyms on inside back cover*

Norfolk House



Norfolk House





## 5.2. Maintain and Enhance Community Facilities

Community facilities in Norfolk include the land and buildings used to provide for education, public works, public safety, recreation, and other municipal services. With regard to such facilities, the POCD seeks to identify potential community facility needs (buildings and sites) so that they can be anticipated and planned for.

Attention Appears To Be Needed	Expected To Be Adequate For Community Needs To 2030
<ul style="list-style-type: none"> <li>• Fire Station</li> <li>• Botelle Elementary School (Grades PK-6)</li> <li>• Fire / Ambulance Staffing</li> </ul>	<ul style="list-style-type: none"> <li>• Public Works Garage</li> <li>• Recreation</li> <li>• Ambulance</li> <li>• Library</li> <li>• Town Hall</li> <li>• Tobey Pond (swimming beach)</li> <li>• Transfer Station</li> <li>• Historical Society Building</li> </ul>

### Quasi-Public Organizations

There is a strong tradition of volunteerism in Norfolk, whether civic, cultural, social or religious. Many citizens serve as members of public boards, coach youth athletics, perform charitable service, or work to make community life better for their neighbors.

The POCD recognizes and supports these people and organizations and recommends the Town do more to support and encourage volunteer participation.

A. COMMUNITY FACILITIES	
1. Continue to manage and maintain existing facilities as efficiently and effectively as possible.	Town
2. Seek to improve and expand the fire station building to provide additional space for equipment and training.	NVFD
3. Seek ways to address decreasing enrollment, high cost, and low utilization issues at Botelle School while maintaining quality by considering: <ul style="list-style-type: none"> <li>• consolidating the school with others,</li> <li>• increasing enrollments (including accepting students from elsewhere through a tuition approach), and/or</li> <li>• sharing the building for other purposes and activities (business incubator, community center, senior center, etc.).</li> </ul>	Town BOE
4. Seek ways to maintain staffing for emergency services (fire, ambulance) as Norfolk's age composition continues to trend older.	Town NVFD NLCA
5. Improve accessibility for people of all ages and abilities (mobility, hearing, sight, etc.) in municipal facilities and proceedings.	Town
6. Analyze and address safety and security aspects of Town facilities.	Town
<input type="checkbox"/> a. Undertake threat assessments of Town facilities.	Town

*Legend of acronyms on inside back cover*

## 5.3. Address Vehicular Transportation Needs

Norfolk's road system provides access to individual properties and connects properties in Norfolk to other areas. The busiest roads (such as State highways) are classified as arterial roads and the quietest roads are classified as local roads.

Roads in Norfolk generally operate without significant congestion or delays. Locations which exhibit accident concentrations or unsafe conditions continue to be addressed by the Town or State. One area of concern is Route 44 in the Center of Town where westbound traffic picks up speed as it descends the hill and eastbound traffic accelerates to get up the hill.

Norfolk has a lot of roadway per capita and so, even though the roads are not heavily travelled, road and bridge maintenance expenses can be a challenge. The POCD recommends that Norfolk continue to maintain roads and bridges as efficiently and economically as possible.

The Town contracts with Northwestern Connecticut Transit District to provide dial-a-ride service for senior citizens. As the senior population is expected to grow in the future, service improvements will be needed.

A. VEHICULAR TRANSPORTATION NEEDS		
1.	Continue efforts to improve the safety of roads in Norfolk consistent with overall community character.	Town DOT
2.	Implement speed management measures where needed to manage driver behavior, especially in and near the village area.	Town DOT
3.	Maintain local roads and bridges in a state of good repair as cost-effectively as possible.	Town PW
4.	Maintain scenic roadway features and ensure that roadway improvements maintain the character of Norfolk to the extent feasible.	Town DOT
5.	Maintain and seek to improve transit services to meet local needs.	Town NWTD

*Legend of acronyms on inside back cover*

**Tricky Sight Lines At Station Place**



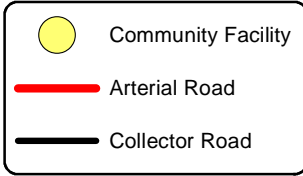
**Downhill Into The Village**





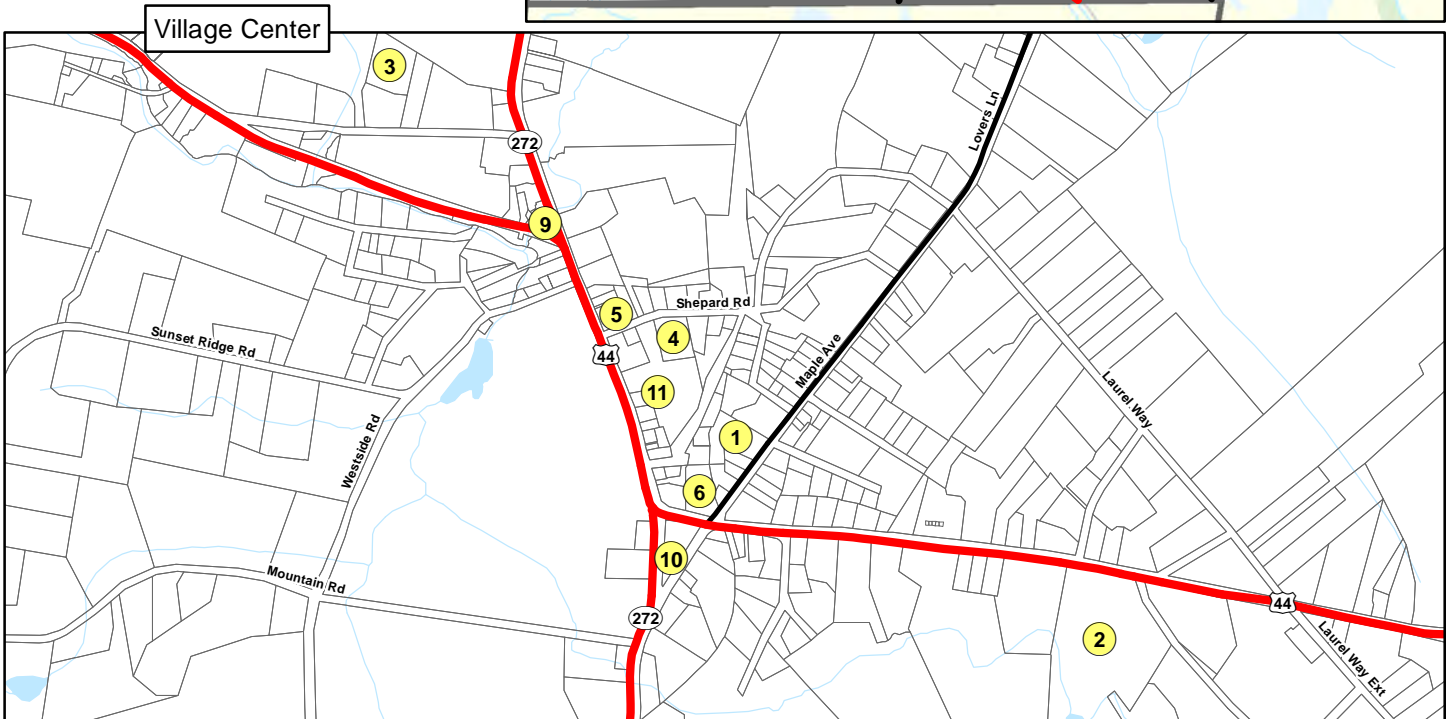
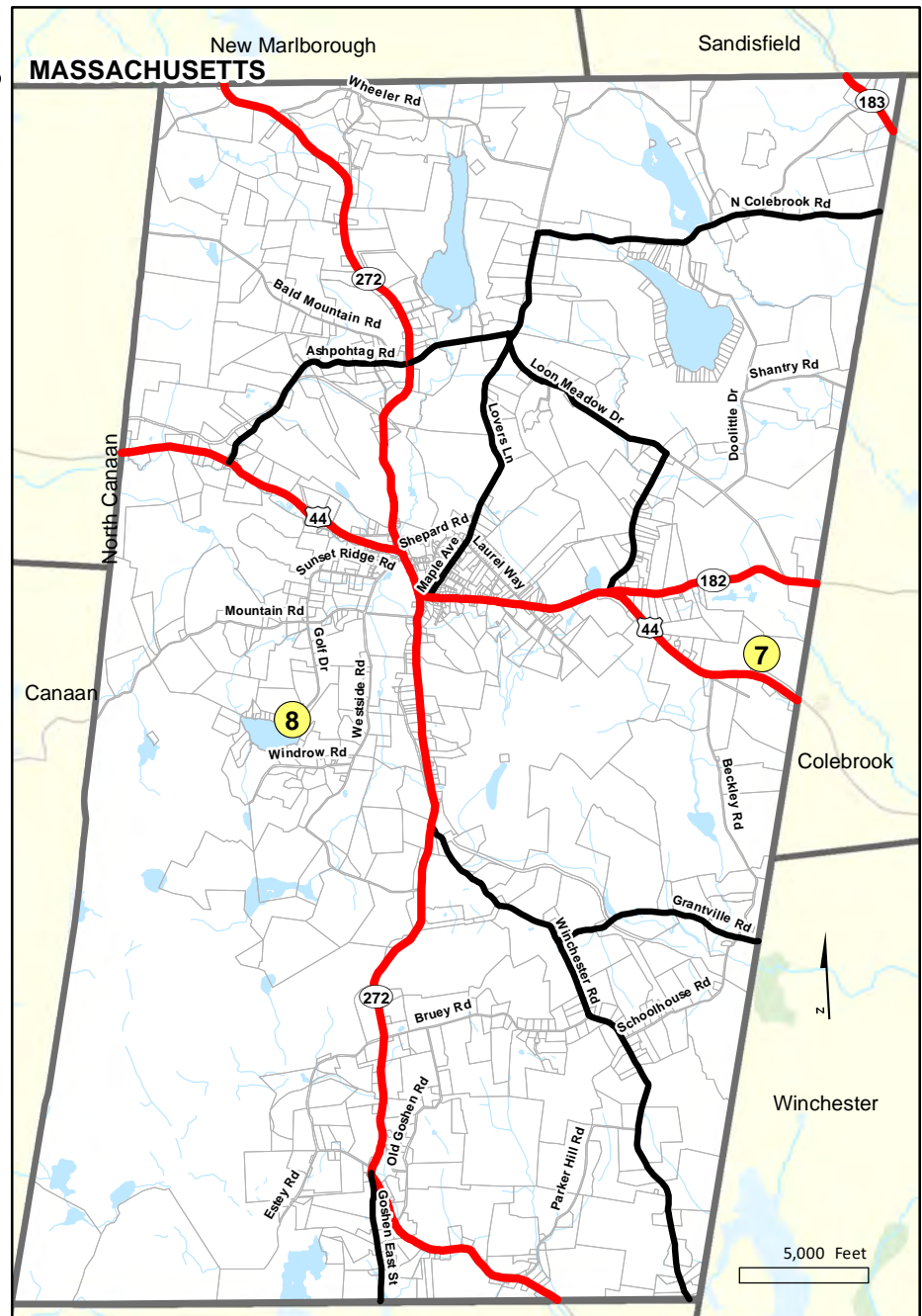
# Community Facilities and Roadways

Norfolk, CT

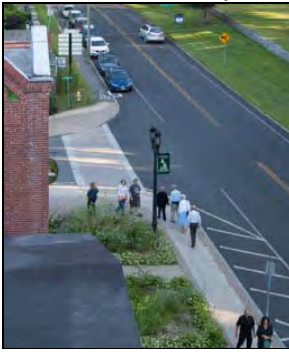


- 1 Town Hall
- 2 Botelle Elementary School
- 3 Highway Garage
- 4 Fire Station
- 5 Ambulance
- 6 Norfolk Public Library (private)
- 7 Transfer Station
- 8 Tobey Pond (private)
- 9 Memorial Green
- 10 Village Green
- 11 City Meadow

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Sidewalk Activity



Off-Road Trail



## 5.4. Support Walking and Cycling

Norfolk has sidewalks (and crosswalks) in some parts of the village area and these add significantly to the character and quality of life in this area. These facilities should be maintained and expanded. See Section 4.4 of the POCD for more specific pedestrian recommendations related to the village center.

Norfolk is also fortunate to have a number of walking trails within the community and the POCD recommends that these walking trails in Norfolk be preserved and maintained (and expanded, if possible). These trails do not yet extend into the village center area and the POCD encourages and supports these extensions and connections. Additional trails and greenways are desirable.

In terms of bicycles, there are many roads in Norfolk that are suitable for bicycles and people come here to cycle on local roads. In addition, there are many off-road trails suitable for bicycling. The POCD recommends that Norfolk consider ways to identify and promote bicycle routes and bicycle activity in the community.

### A. WALKING

- |  |                    |
|--|--------------------|
| 1. Promote pedestrian activity in Norfolk.   | Town               |
| 2. Maintain and expand sidewalks, crosswalks, and walking trails in the village area.                  | Town<br>RTC        |
| 3. Preserve and maintain existing trails and expand walking trails, if possible, elsewhere in Norfolk. | RTC<br>NLT<br>DEEP |

*Legend of acronyms on inside back cover*

### B. CYCLING

- |  |                  |
|--|------------------|
| 1. Promote bicycle activity in Norfolk.  | Town             |
| 2. Continue to identify and promote bicycle routes and bicycle activity in the community.  | RTC<br>EDC<br>RC |
| <input type="checkbox"/> a. Create a town-wide system of bicycle routes.   | Town             |
| <input type="checkbox"/> b. Promote a town-wide system of bicycle routes.  | EDC              |
| 3. For bicyclists who drive to Norfolk to ride, encourage them to park their vehicles at the Town Hall rather than on Station Place. | RTC              |

*Legend of acronyms on inside back cover*



## 5.5. Promote Appropriate Infrastructure

Utility availability and capacity are important issues to consider in the POCD:

Utility Service	Provider / Status
<b>Water Supply</b>	Public water supply is provided in the village area by Aquarion. Outlying areas are served by on-site wells. Adequate supply is available to meet anticipated community needs.
<b>Sewage Disposal</b>	Public sewers are provided in the village area. The system is operated by the Norfolk Sewer District but is challenged by inflow and infiltration of non-sewer water and a small customer base. A grant was recently received to address the inflow and infiltration issues. Outlying areas are served by on-site septic systems and are considered sewer avoidance areas. Adequate capacity is available to meet anticipated community needs.
<b>Electricity</b>	Electrical service is provided by Eversource. Adequate capacity is available to meet anticipated community needs.
<b>Communications</b>	Wired communication services (cable TV, Internet, etc.) are available from Comcast and Frontier Communications. Interest has been expressed in improving internet speed and capacity (broadband / fiber optic).
<b>Wireless Communications</b>	Wireless services are provided by a variety of communication providers (coverage varies).

### Sewer Avoidance Area

In accordance with CGS Section 8-23(g):

- (1) The village area in Norfolk is served by a public sewerage system,
- (2) Properties within and near the village area are eligible for sewer service, and
- (3) Properties outside of the above described areas are considered to be located in a sewer avoidance area.

A. INFRASTRUCTURE		
1. Continue efforts to ensure that all properties have adequate potable water supply.		TAHD
2. Continue efforts to ensure that all properties have safe and sanitary sewage disposal.		TAHD Sewer
3. Continue efforts to improve the operations and efficiency of the wastewater treatment system.		Sewer
4. Investigate ways to spread the cost burden of the wastewater treatment system over a larger base.		Town Sewer
5. Maintain outlying areas of Norfolk as sewer avoidance areas.		Town
6. Encourage upgraded telecommunications infrastructure (internet speed and capacity) to better support residents and businesses.		EDC
<input type="checkbox"/> a. Investigate the possibility of creating or participating in a municipal or regional broadband infrastructure system.		EDC
7. Enhance wireless communications capacity and capability while seeking to preserve scenic views and community character.		Town

*Legend of acronyms on inside back cover*

## Definitions

The term sustainability refers to the philosophy of encouraging activities that allow present generations to meet their needs without compromising the ability of future generations to meet their needs.

The term resiliency refers to a community's ability to adapt to new circumstances and/or recover from sudden changes or adversity.

## 5.6. Promote Sustainability and Resiliency

For the purposes of this Plan, sustainability includes:

- Conservation of important resources (energy, water, etc.),
- Reduction of waste / recycling,
- Greener approaches to development and building, and
- More efficient means of transportation.

The term resiliency includes:

- Emergency response capacity,
- Hazard mitigation (prevention of damage from predictable events caused by the forces of nature), and
- Adaptability to long term climate change.

### A. SUSTAINABILITY

1. Promote sustainability.	Town
<input type="checkbox"/> a. Consider participating in the SustainableCT program.	Town
2. Promote an overall reduction of greenhouse gas emissions.	EAC
3. Promote energy conservation by the Town and residents.	EAC
<input type="checkbox"/> a. Install electric vehicle charging stations in key locations.	Town
4. Encourage water conservation.	AWC
5. Promote recycling and reduction of the waste stream.	Town

*Legend of acronyms on inside back cover*

### B. RESILIENCY

1. Promote resiliency.	Town
2. Work with local public safety organizations (fire and emergency medical) and regional agencies on hazard mitigation, emergency preparedness and response.	Town COG

*Legend of acronyms on inside back cover*

Sustainability




Resiliency






# Water and Sewer Service Areas

Norfolk, CT

 Approximate Water Service Area

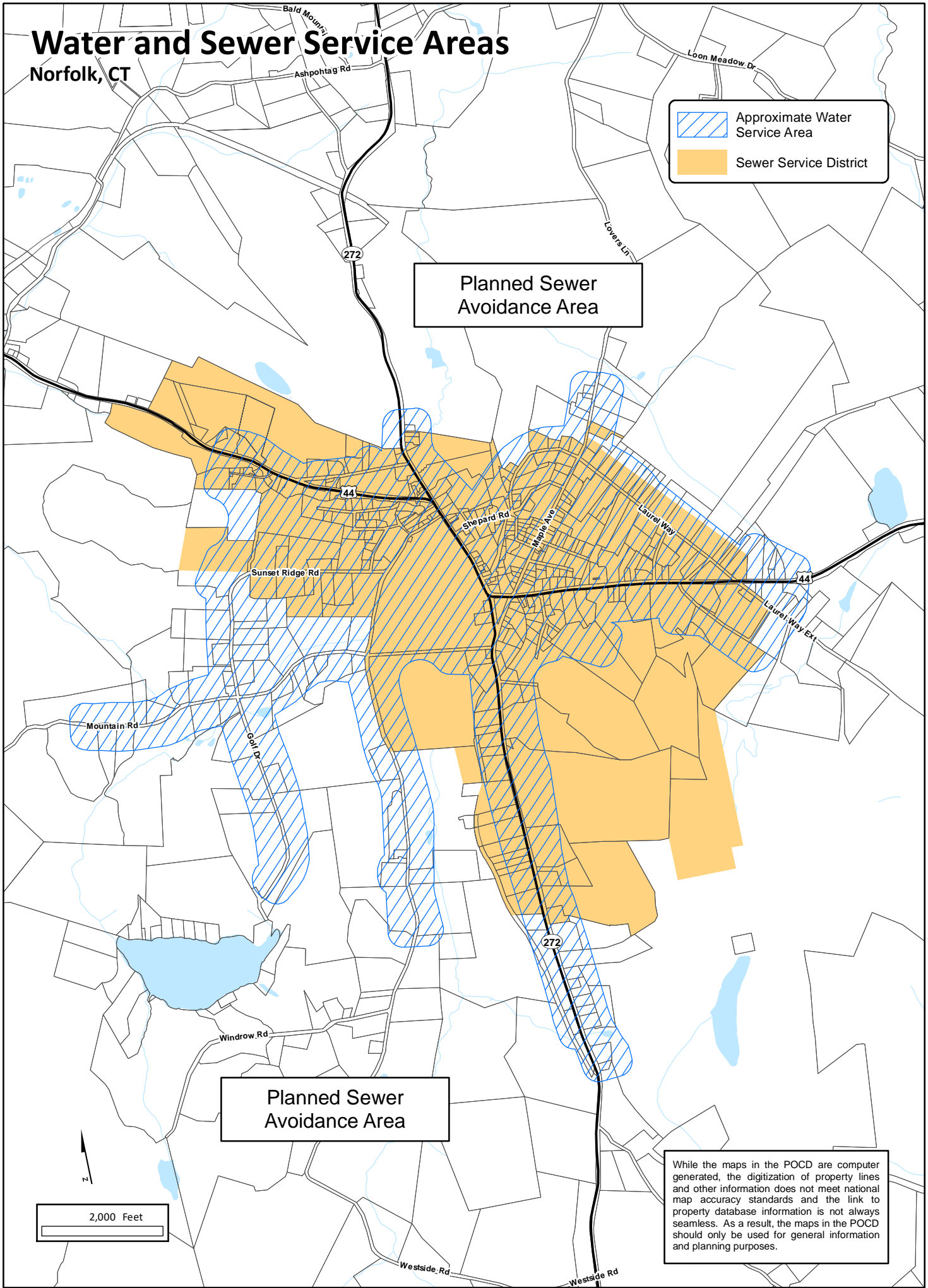
 Sewer Service District

Planned Sewer Avoidance Area

Planned Sewer Avoidance Area

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2,000 Feet



# 6

## LOOKING AHEAD

### GOAL

*Implement the recommendations of the 2019 Plan of Conservation and Development.*

### 6.1. Future Land Use Plan

The map on the facing page illustrates the location and intensity of *future* land uses that are desired in Norfolk based on the recommendations of this POCD. Since this map illustrates the stated goals, policies, objectives, and recommendations of each of the Plan sections when combined together, it is called the Future Land Use Plan for Norfolk.

Conservation



Agriculture



Open Space



Village



Residential



Community Facility



# Future Land Use Plan

Norfolk, CT

New Marlborough

Sandisfield



North Canaan

Canaan



5,000 Feet

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Goshen

Colebrook

Winchester

Old Spaulding Rd

Wheeler Rd

Doolittle Dr

N Colebrook Rd

183

272

Bald Mountain Rd

Ashpottag Rd

Loon Meadow Dr

Shantry Rd

Lovers Ln

182

44

Sunset Ridge Rd

Mountain Rd

Sheep Rd

Maple Ave

Laurel Way

Laurel Way Ext

Windrow Rd

Westside Rd

Winchester Rd

Grantville Rd

Beckley Rd

Schoolhouse Rd

Bruey Rd

272

Old Goshen Rd

Estey Rd

Goshen East St

Perkins Hill Rd

Winchester



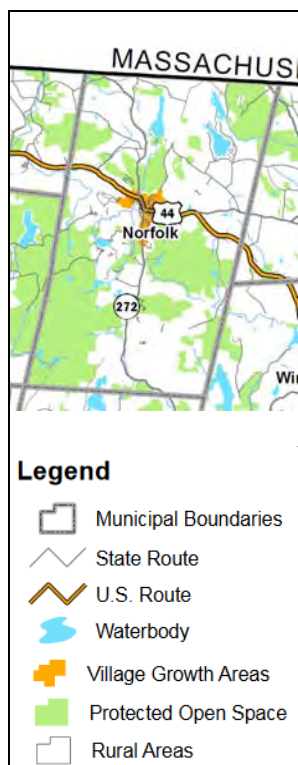
## 6.2. Consistency With State and Regional Plans

### Consistency With Regional Plan

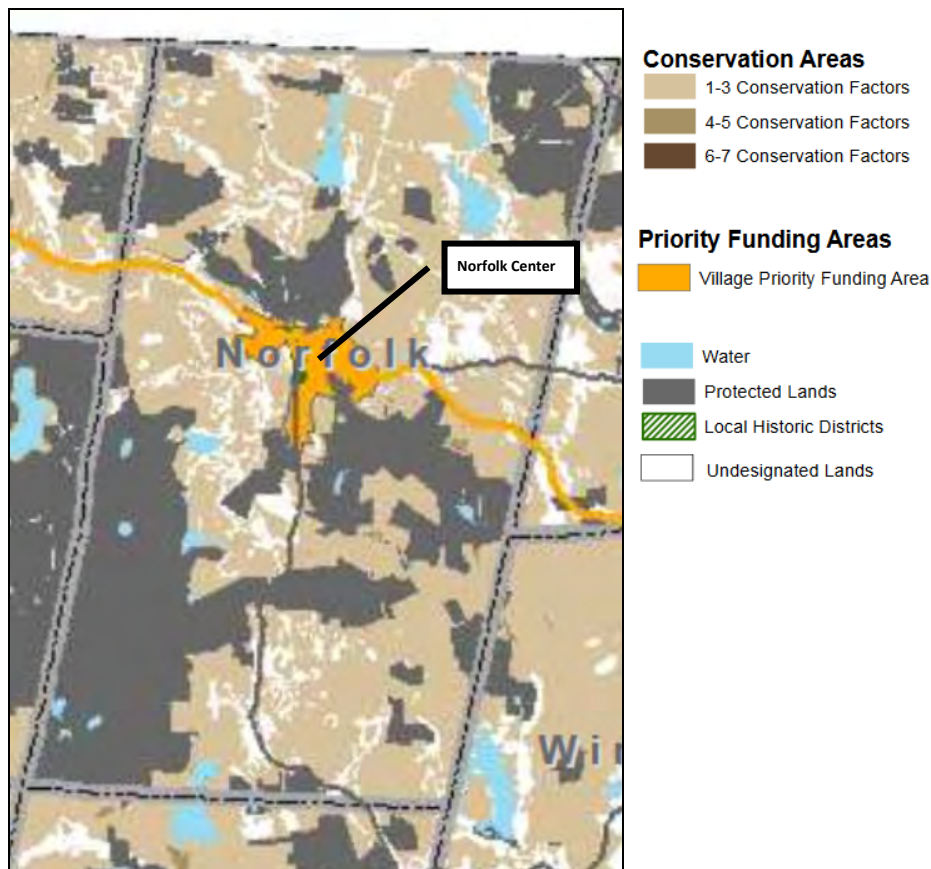
Norfolk's Future Land Use Plan was found to be generally consistent with the Regional Land Use Plan for the Northwest Hills Council of Governments in terms of identifying areas for conservation and development and relative intensities (see sidebar). The Regional Land Use Plan was endorsed in 2017 by the Northwest Hills Council of Governments.

### Consistency With State Plan

Norfolk's Future Land Use Plan was also found to be generally consistent with the State Conservation and Development Policies Plan (and Locational Guide Map) in terms of identifying areas for conservation and development. In the State Plan, the term "priority funding area" is used to identify areas which may have characteristics consistent with State growth objectives. Note that the village area in Norfolk is identified as a Village Priority Funding Area by the State of Connecticut.



### State Plan of Conservation and Development



## Consistency With State Growth Principles

In accordance with CGS 8-23, the Plan of Conservation and Development has been evaluated for consistency with statewide growth management principles and found to be consistent with them.

<b>Principle 1 – Redevelopment and revitalization of regional centers and areas of mixed-land uses with existing or planned physical infrastructure.</b>	<b>FINDING – Not Applicable</b>  Norfolk is not a regional center although it does have a water and sewer system to support mixed land uses in the village area.
<b>Principle 2 – Expansion of housing opportunities and design choices to accommodate a variety of household types and needs.</b>	<b>FINDING – Consistent</b>  The Plan recommends addressing housing needs and expanding housing opportunities and design choices to accommodate a variety of household types and needs in accordance with soil types, terrain, and infrastructure capacity.
<b>Principle 3 – Concentration of development around transportation nodes and along major transportation corridors to support the viability of transportation options and land reuse.</b>	<b>FINDING – Consistent</b>  The Plan recommends strengthening the village area which is located on Route 44.
<b>Principle 4 – Conservation and restoration of the natural environment, cultural and historical resources, and existing farmlands.</b>	<b>FINDING – Consistent</b>  The Plan recommends conserving and restoring the natural environment as well as protecting and preserving cultural and historical resources and traditional rural lands.
<b>Principle 5 – Protection of environmental assets critical to public health and safety.</b>	<b>FINDING – Consistent</b>  The Plan recommends protecting environmental assets critical to public health and safety.
<b>Principle 6 – Integration of planning across all levels of government to address issues on a local, regional, and statewide basis.</b>	<b>FINDING – Consistent</b>  The Plan is part of the process of integrating planning with other levels of government and with other agencies. The Plan will be used to coordinate efforts with: <ul style="list-style-type: none"> <li>• adjacent communities,</li> <li>• regional organizations, and</li> <li>• state agencies.</li> </ul>

## Priorities

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If desired, the action steps in the POCD can be prioritized by the PZC or as part of the plan implementation workshops.

Action steps could be prioritized according to a three-step scale.

- High priority: action steps that are either critical to the success of a strategy or are relatively easy to implement within one or two years.
- Moderate priority: action steps that may be less time sensitive, or may be more difficult to implement due to complexity or funding restraints. Moderate priorities should be addressed within two to four years from the adoption of The Plan.
- Lower priority: typically longer-range items which may have funding constraints, or those requiring a wait-and-see approach. Lower priorities might be addressed toward the end of the planning period.

## 6.3. Implementation

---

The main and essential purpose of the planning process is to implement the recommendations of the POCD.

The Planning and Zoning Commission (PZC) has the primary responsibility to promote the implementation of the Plan's recommendations. The PZC can implement some of the recommendations directly through amendments to the Zoning Regulations, the Zoning Map, the Subdivision Regulations, application reviews and by other means.

Other recommendations require cooperation with or action by other local boards and commissions such as the Board of Selectmen, the Inland Wetlands Agency, the Conservation Commission, the Economic Development Commission and other agencies.

However, to be successfully realized, the Plan must be endorsed by all of Norfolk's residents. Only then will the Plan serve as a useable guide to the businesses, developers, applicants, owners, agencies and individuals interested in the orderly conservation and development of Norfolk.

### Implementation Tools

The main tools used by communities to implement the recommendations of strategic plans such as the Plan of Conservation and Development include:

- Plan Implementation Workshops – Quarterly or semi-annual meetings of all municipal boards and commissions where priorities for POCD implementation are discussed and strategies to accomplish them are identified.
- Implementation Guide – For the implementation workshops, the PZC should prepare and maintain an implementation status report identifying what has been accomplished, what is in process, and what policies and action steps could be priorities over the next year.
- Application Reviews – The PZC should use the POCD as a basis for decisions with regard to zoning map changes, zoning text changes, and Special Permit applications.
- Land Use Regulations - The PZC should update the Zoning Regulations and the Subdivision Regulations to reflect Plan recommendations.
- Operating and Capital Budgets – The Town should strive to align Town spending with policy objectives in the POCD.



A. PZC ACTIONS:	
1. Take responsibility for encouraging and coordinating implementation of the POCD.	PZC
<input type="checkbox"/> a. Schedule twice-yearly plan implementation workshops where municipal boards and commissions discuss priorities and strategies for POCD implementation.	PZC
<input type="checkbox"/> b. For the implementation workshops, prepare an implementation status report identifying what has been accomplished, what is in process, and what policies and action steps could be priorities over the next year.	PZC
2. Consider the policies of the POCD when reviewing land use applications (Special Permit, text change, and/or zone change applications).	PZC
3. Update local regulations, as needed, to implement the recommendations of the Plan of Conservation and Development.	PZC
<input type="checkbox"/> a. Update the Zoning Regulations to implement POCD recommendations.	PZC
4. Maintain the POCD.	PZC
<input type="checkbox"/> a. Undertake regular review of POCD recommendations in order to promote, coordinate, and guide POCD implementation.	PZC
B. OTHER ACTIONS:	
1. Strive to encourage consistency between the long term goals of the POCD and: <ul style="list-style-type: none"> <li>The annual operating budget, and</li> <li>The capital budget.</li> </ul>	FS BOS BOF PZC
2. Seek ways to enhance revenue sources (including payments in lieu of taxes from local institutions or provision of tangible municipal benefits).	BOS BOF COG
3. Seek ways to reduce local expenditures (including the cost of education) while maintaining an acceptable level of service.	BOS BOF BOE COG
4. Seek to establish a geographic information system (GIS) where data is shared among Town departments and other organizations.	Town COG NF

*Legend of acronyms on inside back cover*

## Next Steps

A POCD is intended to be a dynamic document which is regularly referred to, discussed, reviewed, refined, and updated. It is not intended to be a static document that is never reviewed or amended.

Maintaining the POCD could include the following steps:

- Reviewing where we are and assessing where we are going (including evaluating current strategies, policies, and/or action steps for effectiveness),
- Evaluating whether there are better outcomes or strategies, policies, and/or action steps,
- Selecting preferred approaches,
- Implementing policies and complete action steps.



# ACKNOWLEDGEMENTS

---

## Planning and Zoning Commission

Michele Sloane, Chair  
Tom Fahsbender  
Marion Felton  
Lawrence Freedman  
Paul Madore  
Christopher Schaut  
Schuyler Thomson  
West Lowe, Alternate  
Edward Barron, Alternate

## Land Use Administration

Michael Halloran, Zoning Enforcement Officer  
Angela Bollard, PZC Clerk

## Technical Assistance

Glenn Chalder, AICP, Planimetrics, Inc.  
Michael Fazio, New England Geo-Systems  
Peter Flinker, Dodson & Flinker  
Sarah la Cour, Dodson & Flinker  
Allison Gramolini, Dodson & Flinker

## **Charrette Participants**

Molly Ackerly  
John Anderson  
Pete Anderson  
Jack Beecher  
Libby Borden  
Bill Brown  
Mark Burke  
Ryan Craig  
Mike Dinsmore  
Sandy Evans  
Lawrence Freedman  
Sue Frisch  
Bob Gilchrest

Michael Halloran  
Ann Havemeyer  
Bill Hester  
Dan Hincks  
Joel Howard  
Joe Hurst  
Kate Johnson  
Doreen Kelly  
West Lowe  
Matt Ludwig  
Paul Madore  
Kim Maxwell  
Hartley Mead

Steven Melville  
Erick Olsen  
Adam Perlman  
Kristen Perlman  
Matt Riiska  
Julie Scharnberg  
Michele Sloane  
Barbara Spiegel  
Schuyler Thomson  
Barry Webber  
Dawn Whalen  
Wiley Wood

***Thank you to all of the other Norfolk Residents who participated in community meetings, surveys and other parts of the planning process!***



***Thank you also to the Norfolk Foundation for making the Village Center Charrette process possible.***

# LEGEND FOR LEADERS AND PARTNERS



Code	Entity
<b>AWC</b>	Aquarion Water Company
<b>BOE</b>	Board of Education
<b>BOF</b>	Board of Finance
<b>BOS</b>	Board of Selectmen
<b>BSE</b>	Battell-Stoeckel Estate
<b>CC</b>	Conservation Commission
<b>CMC</b>	City Meadow Committee
<b>COG</b>	Northwest CT Council of Gov.
<b>DEEP</b>	CT Dept. of Energy / Env. Prot.
<b>DOT</b>	CT Dept. of Transportation
<b>EDC</b>	Economic Development Comm.
<b>EAC</b>	Energy Advisory Committee
<b>FNL</b>	Foundation For Norfolk Living
<b>FS</b>	First Selectman
<b>HDC</b>	Historic District Commission
<b>IWA</b>	Inland Wetlands Agency

Code	Entity
<b>Lib</b>	Norfolk Library
<b>NF</b>	Norfolk Foundation
<b>NHS</b>	Norfolk Historical Society
<b>NLCA</b>	Norfolk Lions Club Ambulance
<b>NLT</b>	Norfolk Land Trust
<b>NVFD</b>	Fire Department
<b>NWTD</b>	Northwest Transit District
<b>PZC</b>	Planning and Zoning Commission
<b>PW</b>	Public Works Department
<b>RC</b>	Recreation Committee
<b>RPO</b>	Residents / Property Owners
<b>RTC</b>	Rails to Trails Committee
<b>Sewer</b>	Sewer District
<b>TAHD</b>	Torrington Area Health District
<b>Town</b>	Town agencies / staff

## BACK COVER

The artwork on the back cover of the POCD is by Nina Ritson, Norfolk resident and artist.

The illustration shows some of the special places and features in Norfolk.





