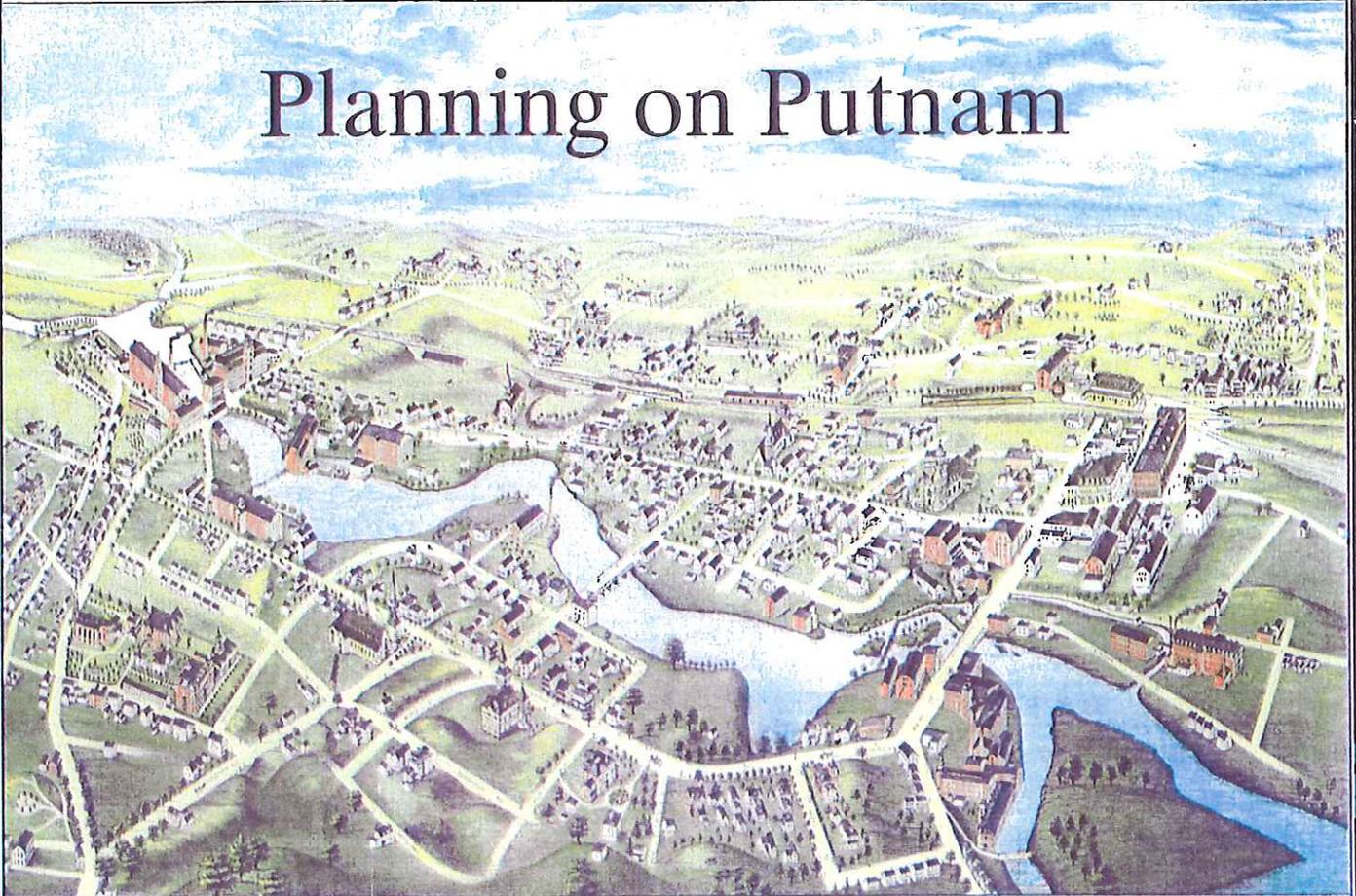




# Planning on Putnam



TOWN OF PUTNAM

*Plan of  
Conservation & Development*

2005

TOWN OF PUTNAM

*Plan of  
Conservation & Development*



**Adopted: August 22, 2005**



# Putnam Plan of Conservation and Development

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# Putnam Plan of Conservation and Development

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## OVERVIEW

Putnam was incorporated in 1855 by combining several villages and residential enclaves associated with textile manufacturing mills and a Norwich and Worcester railroad station. Putnam has changed over the last several decades – it is no longer the type of bustling mill town that transformed rural New England into the nation’s industrial leader. Despite economic hardship the Town has displayed remarkable resiliency, mainly due to a combination of factors that perhaps are not individually significant but collectively sustaining. The Town offers a stable, affordable residential base and an abundance of natural beauty and rural character. With a near-capacity industrial park, Day Kimball Hospital, a Superior Courthouse and a critical mass of big box retail Putnam is playing an increasing role as the region’s institutional, governmental and employment center. Access, now provided by I-395, is the primary reason.

As much as things seem to have changed, they have essentially stayed the same. Highway interchanges not mills and railroad stations now generate development. This is even true of residential development, for today’s population is willing to accept commuting times measured in hours rather than minutes, and increasingly Putnam residents are working elsewhere.

For the last few years, Putnam has played a more apparent role in Connecticut’s “Quiet Corner” as an antiques shopping destination. The success of the Quinebaug-Shetucket National Heritage Corridor has no doubt brought direct benefit to Downtown’s restaurants and specialty shops. While industry is primarily confined to the industrial park and commercial businesses string along most of the State routes, antique shops and tourism in general have allowed the period architecture and walkable scale of downtown to survive for the second time.

What remains of present day downtown and several large mill complexes immediately at its fringe are daily reminders of the 1955 flood which caused destruction of or major damage to 477 dwelling units, 26 stores and offices, and all the industries along the Quinebaug River. Total damage exceeded \$13 million. An urban renewal project spearheaded redevelopment of the area, including the construction of the Riverfront Commons shopping center.

Like many mill towns, Putnam can look a little tired in places, but with its rural charm and bucolic setting it is hard not to notice a town that twice has graced the pages of the New York Times – in one year.

Putnam wants to grow but not at the expense of its rural character and natural resources. It wants to raise its standard of living and levels of educational attainment without driving up housing costs and driving out residents. The need to strike this balance provides a perfect back drop for preparing a blueprint for the future in the form of a Plan of Conservation and Development (POCD).

**Summary of the Connecticut General Statutes  
Section 8-23 – Plan of Conservation and Development**

**The Planning Commission**

- shall prepare (or amend) and adopt a plan of conservation and development at least once every ten years
- shall regularly review and maintain the Plan
- may adopt amendments to the Plan or parts of the Plan as it deems necessary

**The Plan shall**

- state policies, goals and standards for physical and economic development
- promote coordinated development and general welfare and prosperity
- recommend the most desirable uses of land
- promote housing choice and economic diversity in housing
- note inconsistencies with the state plan of conservation and development

**The Plan may**

- recommend locations for conservation and preservation of natural resources; road networks; extent of public utilities; and public buildings and grounds including parks and playgrounds
- recommend programs for implementation of the Plan
- include other programs, plans and recommendations which will benefit the municipality

Such a plan provides the framework that allows a community to understand the continuum of its physical growth and resource capacity. Connecticut General Statutes (Chapter 126, Section 8-23) require towns to prepare a POCD and review it at least every ten years so that trends can be monitored and policies reviewed. This process gives the community the opportunity to assess all aspects of past and future growth and then decide on how and in what manner it wants development and preservation to be achieved.

In other words planning provides a town with the opportunity to look at the "Big Picture"; to take the time to reflect on what the consequences have been of previous actions and decisions, while discussing options for continuing or changing its course of action.

Many communities treat planning as a perfunctory mandate, emphasizing individual components such as housing, encroachment, transportation, and land use rather than examining the interrelationships and correlation among these various components. This interrelated approach is the one used for preparation of the following Plan.

With this edition, which replaces a Plan prepared in 1989, Putnam has chosen to proactively manage its future by openly and directly tackling its weaknesses while capitalizing on its strengths. This has resulted in a document that will be useful to the entire community. The Planning Commission will use this Plan as a guide when:

- Reviewing referrals from the Zoning Commission to amend the zoning regulations and to amend zone district boundaries.
- Preparing reports on municipal improvement referral requests mandated by CGS Section 8-24.
- Reviewing and preparing reports on inter-town zoning and subdivision referrals from the Northeastern Connecticut Council of Governments.
- Reviewing and commenting on the Town's Capital Improvement Projects and Budget.

The Board of Selectmen and other Town boards and commissions will also find the Plan relevant when making decisions on the acquisition, disposition or development of land.



# 2

## STRATEGIC DIRECTIONS

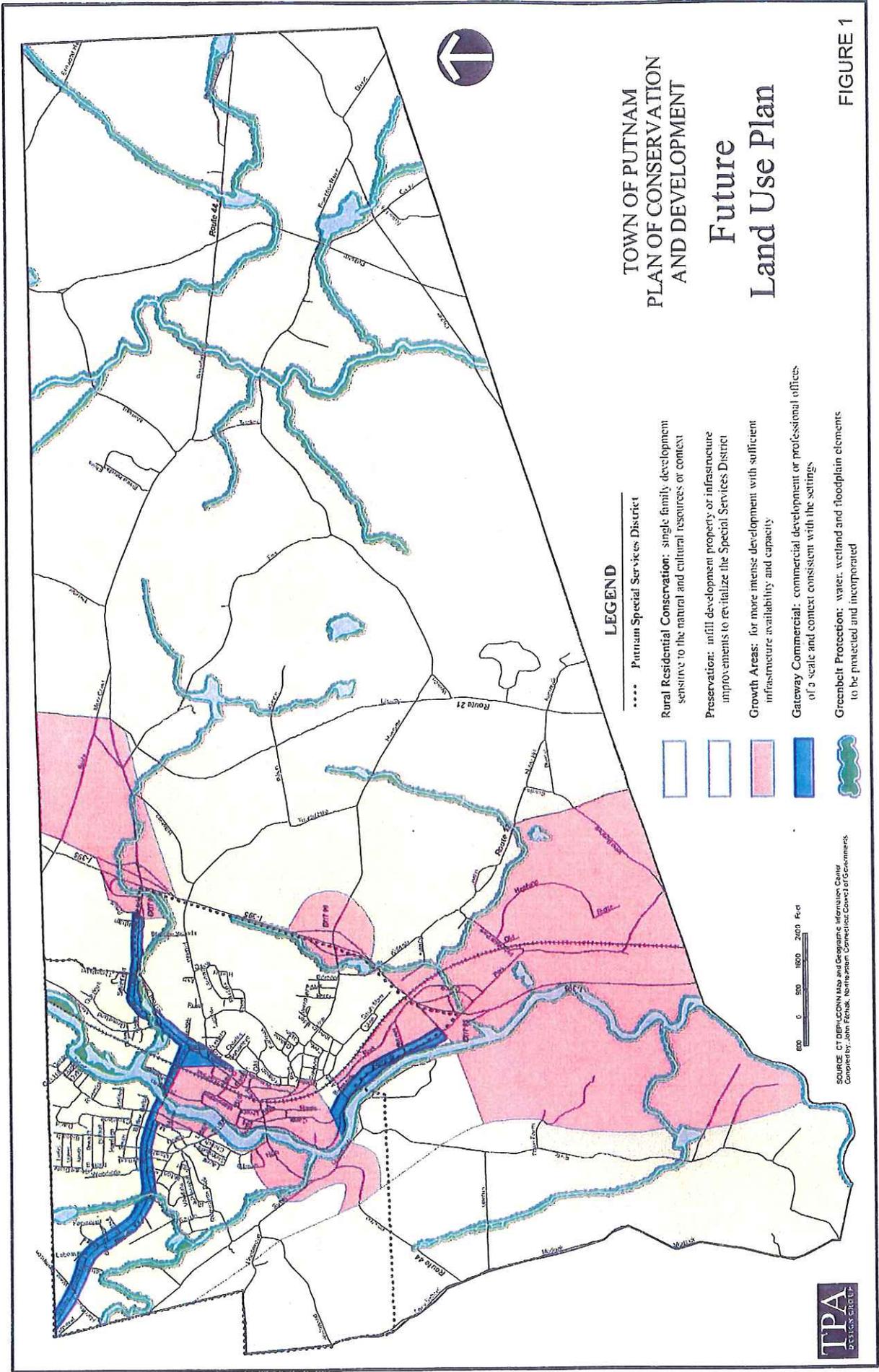
The first steps in planning Putnam's future were to establish the "current" status of development in Town and to determine the desired direction for future development. This evaluation was done in terms of identifying strengths, weaknesses, opportunities and threats, also known as a "SWOT" analysis. This analysis involved public input as well as preparation of technical data, and identified a number of issues, concerns, hopes and desires. The process yielded a vision for the future that is summarized in a series of guidelines that provide the backbone for decision-making, not only in terms of the preparation of this Plan, but also for the land use and service decisions the Town faces daily. Regardless of whose responsibility or for what reason, the following four Guiding Principles will set the direction for Putnam's development and preservation for the next ten years:

**Grow** economically and physically by helping our existing businesses remain competitive and attracting sustainable businesses which commit to being a good neighbor and offer our citizens economic advancement.

**Improve** Putnam's appearance, public services, and living standards to bolster our self-image and quality of life while creating positive perceptions.

**Protect** Putnam's rural character by encouraging compatible growth patterns, conserving our natural and cultural resources and improving the appearance and function of development.

**Plan** Putnam's future by understanding the needs of its citizens, anticipating the consequences of growth, recognizing the need to conserve resources and providing mechanisms to achieve compatible growth.



# TOWN OF PUTNAM PLAN OF CONSERVATION AND DEVELOPMENT Future Land Use Plan

FIGURE 1

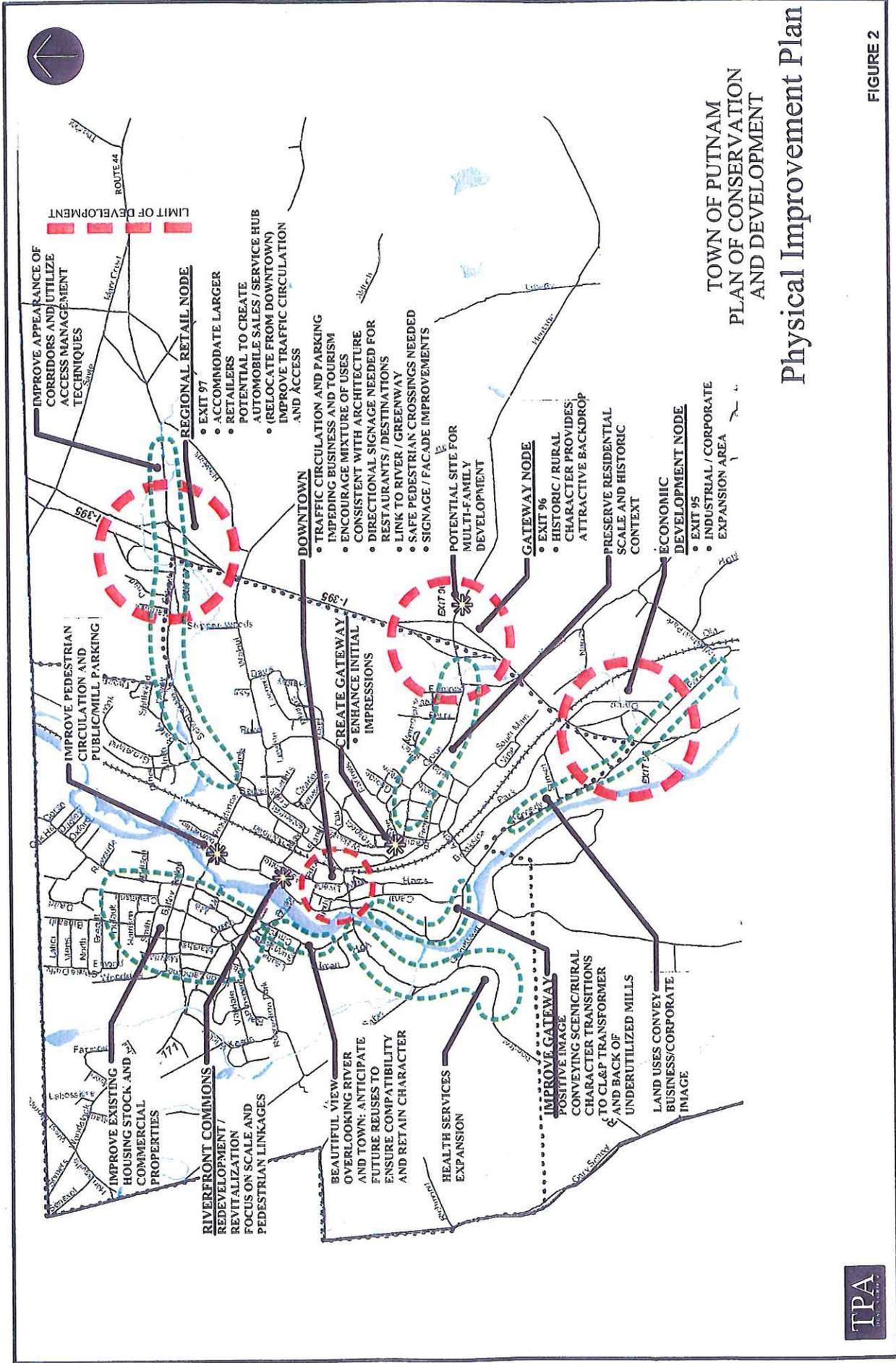
### LEGEND

- ..... Putnam Special Services District
- Rural Residential Conservation: single family development sensitive to the natural and cultural resources or context
- Preservation: infill development property or infrastructure improvements to revitalize the Special Services District
- Growth Areas: for more intense development with sufficient infrastructure availability and capacity
- Gateway Commercial: commercial development or professional offices of a scale and context consistent with the settings
- Greenbelt Protection: water, wetland and floodplain elements to be protected and incorporated



SOURCE: CT DEPT. OF CONN. MAPS AND GEOGRAPHIC INFORMATION CENTER  
Compiled by: John Fitchak, Northampton, Connecticut Council of Governments.





**TOWN OF PUTNAM  
 PLAN OF CONSERVATION  
 AND DEVELOPMENT**

**Physical Improvement Plan**

**FIGURE 2**



Figure 1 is a Land Use Plan that visualizes the Town's desired development pattern by assigning use, density and design goals to various parts of Town in the following categories.

- Rural Residential Conservation: single family development sensitive to natural and cultural resources or context
- Preservation: infill development, property or infrastructure improvements to revitalize the Special Services District
- Growth Areas: for more intense development with sufficient infrastructure availability and capacity
- Gateway Commercial: commercial development or professional offices of a scale and context consistent with the settings
- Greenbelt Protection: water, wetland and floodplain elements to be protected and incorporated

To assist the Town with achieving its vision and carrying out the Land Use Plan, a series of strategic directions and implementation actions have been developed for each Guiding Principle. In addition, a Physical Improvement Plan (Figure 2) has been prepared for the Special Services District to identify in more detail the planning considerations and improvements specific to the Town's core area.

## **GROW PUTNAM**

### ■ **Strategic Directions**

- ❖ Position Putnam as the region's business, civic, employment and institutional center.
- ❖ Maintain and expand the tax base while retaining the Town's rural character.
- ❖ Recognize the potential for tourism, the arts and culture to serve as economic drivers.
- ❖ Support and strengthen local businesses that are beneficial to the community in terms of services, products, employment or tax revenue.

## ■ IMPLEMENTATION ACTIONS

- Maintain a strong business retention program
  - Maintain current business/contact databases
  - Establish annual or semi-annual visits
  - Establish a “Response – Follow-up” system to track the needs of individual businesses
  - Provide a performance evaluation mechanism independent of implementation
  - Continue to provide loan funds for business expansion/start-ups
  - Appropriate funds for specific retention activities such as parking lot expansion, assistance with State funding (DECD, CDA), employee recruitment programs
  
- Expand business recruitment initiatives
  - Evaluate effectiveness of exclusive broker arrangement in industrial park
  - Develop targeted media and collaterals to specifically compete with regional competitors such as Worcester
  - Position Putnam within a tri-state region rather than exclusively Connecticut
  
- Continue developing packaging and plastics clusters
  - Identify spin-off businesses to complement, rather than compete with, existing cluster companies
  - Continue to solicit interest/assistance of State Department of Economic and Community Development
  - Working through the Eastern Connecticut Enterprise Corridor and the Quinebaug-Shetucket Heritage Corridor formalize interests of other towns to evaluate the feasibility of a regional approach
  
- Actively assist Day Kimball Hospital in expanding its presence
  - Establish consistent communications links
  - Explore mutual opportunities in allied health
  - Determine status of physical master planning
  - Develop a strategy for surveying staff needs and DKH expectations of the Town
  - Determine future demand for office space and identify potential sites
  - Explore ways in which the Town can increase the number of physicians and allied-health professionals living in Town.

- Expand Workforce Development Opportunities
  - Arrange job fairs
  - Create links with Quinebaug Valley Community College and provide input for curriculum development to meet future demand
  - Establish a formal relationship with high school administration
  - Evaluate need to provide technology training in traditional fields for existing businesses
  - Explore a cooperative venture among NECCOG and businesses to provide transportation from major destinations
  - Provide an "Employment Opportunity Center" at the library using a web-based inventory of local job listings, training programs, etc.
  
- Prepare to meet continued demand for industrial/corporate sites
  - Continue to focus industrial and other larger users to the Exit 95 node and improve visibility and image with a comprehensive directional/arrival signage program including the establishment of signage requirements and architectural standards.
  - Evaluate expansion capacity of existing industrial park
  - Determine availability and suitability of other land for industrial/ corporate development
  - Anticipate positive reuses for community and commercial landfill areas.
  - Conduct technical review of safety, closure and reuse provisions of current commercial landfill contract(s); modify as necessary to assure maximum short and long-term protection, and preparation for positive future reuse.
  - Anticipate infrastructure improvements and site acquisition costs in Capital Improvement Plan
  - Inventory underutilized properties that meet criteria for acceptable standards (physical, economic, neighborhood context) of industrial/commercial development and develop partnerships with landowners for actively marketing the sites.
  
- Support the transformation of vacant and/or underutilized mills as resources for accommodating small and start-up businesses, niche businesses associated with tourism, residential uses or cultural uses.
  - Conduct highest and best use analyses for individual properties

- Explore funding for environmental contamination evaluations through the Connecticut Brownfields Redevelopment Authority or other sources
- Assist property owners with site improvement design (parking, circulation, etc.).
- Continue to support and seek investment in Downtown’s assets, including its natural and historic resources, to expand tourism, arts and culture, and appropriately scaled businesses.
  - Maintain a close working relationship with the Downtown Merchant Association
  - Create a Merchant’s Coordinator position and explore the willingness of local banks and businesses to support funding
  - Work with the Quinebaug-Shetucket Heritage Corridor to dovetail with activities that benefit downtown merchants
  - Continue to monitor economic and market trends to anticipate opportunities and challenges for sustaining the vitality of downtown.
- Evaluate feasibility of locating allied health training/education, laboratory and diagnostics and other healthcare related uses downtown.
- Partner with private developers to continue to fulfill need/demand for medical offices and incubator/condo office space.
- Help to sustain the critical services provided by neighborhood-level and locally-owned businesses by establishing well-defined communication links among the Town, businesses, and larger corporate/national-level users.
- Examine demand and feasibility of increased rail connections with Worcester (MA) and beyond.
- Continue to promote benefits of the Enterprise Corridor with existing and prospective businesses.

## **IMPROVE PUTNAM**

### **■ Strategic Directions**

- ❖ Maintain Putnam’s quality of life so that its residents enjoy its natural beauty, are well served by its businesses and have the opportunity for economic advancement.

- ❖ Shift the perception of Putnam from an industrial mill-town to an attractive, vibrant regional center.
- ❖ Revitalize older, underutilized or blighted areas to strengthen neighborhoods, improve commercial corridors and transform architecturally significant buildings.
- ❖ Ensure that the availability, capacity and condition of infrastructure are consistent with the level of desired growth while also recognizing the potential for induced impacts.

## ■ IMPLEMENTATION ACTIONS

- Revitalize the existing housing stock of the neighborhoods in the Special Services District.
  - Establish target areas based on existing information
  - Develop inventory sheets to include information such as:
    - Age of structure
    - Ownership
    - Occupancy status
    - Structural type (single family, multi-family)
    - Number of units
    - Separate utilities present
    - Exterior condition, noting any defects
  - Develop criteria for categorizing overall condition, such as:
    - Code enforcement needed
    - Health and fire issues apparent
    - Uninhabitable
    - Renovations needed
    - Demolition needed
  - Conduct annual surveys of targeted areas and develop mechanisms for follow through
  - Pursue State and federal grants to assist with increasing homeownership, improving property conditions, and educating residents about property maintenance
  - Develop an approach for taking control of uninhabitable or unsafe structures
  - Develop a grant/loan program to assist with landscaping and aesthetic improvements or consider negotiating a bulk purchase agreement with a local supplier to offer discount landscape materials

- Raise the expectations of new development in non-residential areas.
  - Modify zoning regulations to require a site plan approval process for new commercial development
  - Require landscaped buffers along property frontage and internal landscaping of parking islands
  - Require that safe pedestrian connections be provided within parking areas
  - Require pedestrian connections to adjacent trails or public spaces, if feasible
  - Develop design standards for structures exceeding a specific threshold to address such elements as mass, scale, exterior materials, delivery and loading, neighborhood context
  
- Improve the appearance and function of existing commercial corridors.
  - Conduct corridor revitalization studies along Route 12 (from Route 44 to Bradley Street), Route 44 (from Corbin to Mechanics Street), and Route 44 (from Thompson Avenue to Route 21), to address:
    - Access management
    - Front yard parking
    - Potential public improvements
    - Traffic volumes and future capacity
    - Land assembly opportunities
    - Buffer requirements for adjacent properties
    - Potential signage/façade improvements
  - Conduct a windshield survey of commercial areas and develop an inventory of properties in need of improvement.
  - Solicit participants in public-private improvements to key properties.
  
- Beautify Putnam’s gateways and public areas
  - Identify volunteer groups to work with Town staff to support civic beautification efforts.
  - Establish a gateway program
    - Identify locations
    - Determine ownership
    - Acquire properties or easements, or negotiate rights of first refusal
    - Develop a consistent design theme
    - Develop a maintenance schedule

- Review Town procedures for landscaping and maintaining public areas and facilities, especially litter and weed removal
- Establish a consistent design template for all public facility signage, lighting and other amenities.
- Launch an annual “Clean Up/Fix Up” campaign with local sponsors/civic groups
- Develop a streetscape improvement program
  - Identify suitable corridors
  - Develop design vocabulary
  - Prepare master plans
  - Prioritize areas for construction
- Improve downtown’s appearance and function
  - Develop a pedestrian circulation plan for downtown, placing special emphasis on connecting business and core uses with surrounding neighborhoods and on improving safety, comfort and attractiveness.
  - Conduct a comprehensive analysis of traffic volume, circulation and parking (public and private) within the downtown area, including Route 44 and Route 12, then develop recommendations to improve pedestrian flow, provide parking in relation to businesses, identify shared parking potential and increase site distance (e.g. at Front/Main Streets).
  - Develop a consistent directional signage program for both pedestrian and vehicular traffic.
  - Develop a grant/loan program for signage.
  - Increase landscaping in public parking areas.
  - Examine the physical interfaces between traditional downtown businesses and larger industrial users, and develop a mutually agreeable approach to developing attractive transition areas.

## **PROTECT PUTNAM**

### **■ Strategic Directions**

- ❖ Avoid patterns of development that compromise or threaten Putnam’s character.
- ❖ Protect the Town’s remaining historically or architecturally significant structures, culturally sensitive sites and other areas of unique or exceptional physical beauty.

- ❖ Encourage programs and activities that protect natural resources and maintain or improve environmental quality.

## ■ IMPLEMENTATION ACTIONS

- Focus more intensive development in areas that have suitable access, sufficient roadway capacity, and adequate infrastructure to accommodate the type and intensity of proposed use.
- In areas of particular sensitivity, require Developers to consider physical, architectural and/or cultural context of a site before determining the proposed development scheme.
- Conduct an analysis of significant slopes, extensive mature forests, or other physical features to identify areas that may need performance based regulations.
- Develop site planning regulations that encourage compatible development by taking into consideration limits of cul de sac length, additional erosion/sedimentation controls, smaller building footprints, and additional landscaping.
- Evaluate alternative approaches to residential development in sensitive areas to maximize undisturbed areas.
- Consider regulations that encourage residential development patterns such as equestrian estates that would harmoniously blend with Putnam's rural landscape.
- Continue to support architectural and archaeological preservation efforts including the preservation of the Cody Copp Cottage.
- Extend and connect Putnam's greenways to ensure preservation of areas of natural, scenic, historic or cultural value; partner with adjoining communities to create a regional network with ultimate ties to the Quinebaug-Shetucket Heritage Corridor.
- Expand the existing greenway network to include:
  - Five Mile River
  - Little French River

- Quinebaug River
- Little River
- Formalize Putnam's Open Space Program
  - Designate a lead agency
  - Develop a confidential, prioritized list of potential sites to be acquired
  - Develop a functional classification system for existing town owned public space that categorizes property as follows: preservation, conservation (passive use), recreation (active use) or future municipal facility use.
  - Acquire or preserve lands that will expand or connect to the Town's existing open space network.
  - Consider accepting fees in lieu of accepting open space (under CGS 8-25) and begin building an open space acquisition fund
  - Identify properties where the Town's land classification program (assessment based on use not market value) would allow the owner to benefit from a local tax deduction.
  - Identify suitable areas for small green spaces, particularly in the Core Downtown area.
- Use Connecticut Department of Environmental Protection and U. S. Environmental Protection Agency guidance documents to educate residents on the application of fertilizers and pesticides; the disposal of hazardous materials and oils; and the need for proper maintenance of septic systems.
- Bolster source protection measures around public water supplies.
- Develop aquifer and water resource protection regulations upon release of Level A aquifer mapping.
- Incorporate non-structural best management practices in handling storm water; the Town should lead by example at public facilities.
- Evaluate the feasibility of using full cut-off light fixtures on Town properties and consider adapting lighting standards that eliminate light scatter, particularly into residential areas.

- Retain an independent public health consultant to comprehensively address the water quality of “finished” public water delivered to homes and businesses.

## **PLAN PUTNAM**

### **■ Strategic Directions**

- ❖ Maintain a coordinated planning process to manage existing development and guide growth
- ❖ Develop and amend local regulations to achieve compatible growth patterns, aesthetically improve the quality of development and avoid impacts to natural systems.
- ❖ Provide adequate administrative capacity to fulfill the intended obligations of land use and zoning policies and regulations.
- ❖ Continue to reach out to businesses and residents for input on Town direction, efforts and decisions.

### **■ IMPLEMENTATION ACTIONS**

- Establish a working dialogue among local and regional agencies and decision making bodies
  - Conduct an annual summit that allows the Board of Selectmen, Planning Commission, Zoning Commission, and Economic Development Commission to jointly discuss pertinent issues, raise ideas and discuss considerations for Town action.
  - On a quarterly basis, provide local commissions with updates on state and regional planning efforts.
  - Work with the Board of Education to monitor enrollment projections in order to anticipate facility needs.
- Monitor patterns of development and consequences of growth

- Annually assess changes in terms of consistency with the four Guiding Principles, amend or adopt Strategic Directions and Implementing Actions as appropriate.
  - Through the Assessor's Office, develop a lot line base map, preferably in digital format.
  - Develop an existing land use map using the Town's base map.
  - Routinely add new subdivisions, roadways, or other improvements to the Town's base map.
  - Create and maintain a computerized database of approved building lots, building permits, and certificates of occupancy.
  - Create maps of water and sewer lines and service areas in digital format, including sizes and conditions.
- Develop a community facilities plan to anticipate demand for new facilities and anticipate maintenance, replacement or expansion of existing facilities.
    - Inventory existing facilities and town-owned municipal land.
    - Begin financial programming and critical path analysis for evaluation of space needs and expansion potential at the library and Town Hall.
    - Determine compliance of public facilities with Americans with Disabilities Act, including a survey of crosswalks in the core downtown area.
    - Conduct a liability assessment of publicly-owned playgrounds.
- Prepare a recreation plan
    - Update the inventory of active and passive recreation areas.
    - Examine demographic data to compare existing facilities with the current profile of residents.
    - Identify needed improvements and new facilities.
    - Secure the services of a consultant to prepare a master plan and cost estimates for improvements.
- Examine the regulatory and advisory roles of agencies and commissions affecting land use decisions.
    - Form a steering committee composed of members from the various groups.
    - Examine roles and responsibilities

- Clarify/modify opportunities for improving information exchange and sharing regulatory responsibilities.
- Evaluate the current technical and administrative staff supporting Town functions.
  - Examine current staff allocations in the building department and land use commissions in anticipation of increased responsibilities.
  - Identify level of demand and skills needed.
  - Consider the potential for NECCOG or the Green Valley Institute to provide as-needed mapping and planning services.
  - Begin programming for a full time planning position
- Evaluate the need for a full time Health/Social Services Coordinator or consider using contracted services with an existing agency in order to assist residents with acquiring skills for self-sufficiency.
- Develop regulations and other provisions to encourage compatible development and protect natural resources and make modifications as necessary.
  - Create site plan regulations that specify approval standards for development based on use, scale and/or location.
  - Consider creating Historic Preservation District Zones to guide redevelopment without imposing the formal restrictions of national or local historic districts.
  - Assess the benefits of using "Village District" zoning provisions.
  - Develop criteria for the siting of multi-family units
  - Develop consistency criteria for land use and zoning decisions.
  - Develop lighting standards that require full cut off
  - Develop landscaping standards that specify planting materials of a minimum size and encourage native species.
  - Develop performance criteria for activities within public water supply watersheds and aquifer recharge areas.

- Carry out special studies related to growth management.
  - Identify physical capacity for additional development at Exit 97
  - Evaluate the feasibility of providing a road crossing the Quinebaug River to connect the Hale Mill property with Kennedy Drive.
  - Explore the establishment of commuter rail service linking with Worcester and Norwich.
  - Examine the current tax structure between the Special Services District and the Town to determine what if any impact it has on delivering essential services to the entire community as well as continuing this dual system as the Town continues to grow.
  - Contact ConnDOT to obtain confirmation that Kennedy Drive is a formally designated truck route and evaluate impacts of current use.
  - Determine the feasibility and acceptability of the designation of portions of Route 21 as a scenic roadway under CGS 136-31.

## COMMUNITY INVENTORY

### TOWN GOVERNMENT

Putnam has a town meeting form of government with a Mayor, a six member Board of Selectmen, and a five member Board of Finance. Since 1999, a Town Administrator, appointed by the mayor and the Board of Selectmen, has been responsible for administration of all departments and agencies of Town government. Town staff provides technical services to town officials and the public, and assist volunteer boards and commissions with decision-making. Land use issues are the responsibility of four commissions (Planning, Zoning, Inland Wetlands and Zoning Board of Appeals), with staff assistance provided by one part-time Zoning Enforcement Officer, one part-time Building Official and one Clerk.

Zoning, Subdivision and Inland Wetland Regulations govern use and physical aspects of land development in Town. The Zoning Regulations have been in effect since April 16, 1987, with modifications over the years to address issues such as adult entertainment and wireless telecommunication facilities. The Zoning Commission conducts site plan review for applications for special exceptions; the filing of plot plans is required in order to obtain Building Permits and Certificates of Zoning Compliance, both required by the Zoning Regulations. The Planning Commission reviews and approves applications for the subdivision of land; the Inland Wetland Commission reviews all planning and zoning applications with wetlands or watercourses on-site and issues permits for regulated activities. The Zoning Enforcement Officer is also the wetlands enforcement officer and flood administrator for the Town. The provisions of regulatory documents should be reviewed and updated at the conclusion of the Plan of Conservation and Development process to assure consistency with the Plan's policies and goals.

As with many communities that exist as a result of town/city consolidations, there are more than physical vestiges remaining of

the formerly distinct areas. The Putnam Special Services District was created in January 1984 by the Consolidated Charter of the Town and City. The District, with the same boundaries as the old City and acting through a five member District

Authority, has the power to levy taxes and make appropriations in order to provide certain public services within the District. In Putnam, the services provided by the District include police, fire, emergency dispatch and street lights. In addition to property taxes established by the Town, property owners in the District pay taxes to the Special Services District for these services. Property owners outside of the Special Services District pay fire protection-related taxes directly to two separately organized fire districts, each with its own tax collector, with only property taxes payable to the Town.

### TAX BASE ANALYSIS

#### ■ Grand List Trends

As shown on Table 1, Putnam's 2002 net grand list totaled \$339 million, of which \$254 million or 75% was comprised of real estate. Personal property and motor vehicles each contributed another \$44 million or 13%. The net grand list has grown 5.4% since the post-revaluation year of 1999. Putnam has a better than average base of business property taxpayers, 35% of the grand list as compared to the 27% state average in 1998.

**Table 1**  
**Putnam Net Grand List Trends**  
**1990-2002**

Category	1990 Assessment 000,000's	% of total '90	2002 Assessment 000,000's	% of total '02	\$ increase '90-'02 000,000's	% increase '90-'02
Real Estate	295	86.0%	264	74.4%	(\$41)	(13.9%)
Personal Property	27	7.9%	44	12.4%	17	63%
Motor Vehicles	21	6.1%	44	12.4%	23	110%
Total Gross Grand List	343	100%	355	100%	12	3.5%
Exemptions	5		16		11	220%
Net Grand List	338		339		1	0.3%

Source: Assessor, Town of Putnam

## ■ Putnam Grand List by Category

Table 2 is a summary of the Town's 2002 Grand List. Residential real estate carries 47% of the tax burden in Putnam. High reliance on residential real estate is the rule rather than the exception among Connecticut towns, where reliance on homes routinely constitutes the majority of the tax base. Putnam also has a well developed commercial and industrial sector, which together constitute 23% of the 2002 grand list.

**Table 2**  
**2002 Grand List**

Use	Gross Assessment	Percentage of Total Grand List
All Residential	\$166,333,400	46.9%
Commercial	\$ 50,105,000	14.1%
Apartments	\$ 9,361,000	2.6%
Industrial	\$ 31,040,000	8.8%
Public Utility	\$ 450,000	--
Vacant Land	\$ 6,175,600	1.7%
Use Assessment	\$ 620,350	--
TOTAL Real Estate	\$264,085,350	74.4%
Total Grand List	\$354,658,892	100%

Source: Assessor, Town of Putnam

## ■ Tax Structure

There are some areas of concern in Putnam's tax structure, however. Although Putnam has a better than average base of business property taxpayers, it also has a very high reliance on state aid. For the year ended 2000, Connecticut Policy and Economic Council (CPEC) data indicate that state aid to Putnam constituted 56% of town revenues, the second highest level of such reliance statewide behind the town of Windham. Per capita state aid to Putnam residents was \$1,006 in 2000, the 15<sup>th</sup> highest level out of 169 cities and towns. In times of diminished state revenues and budget woes, having a high reliance on state aid can be challenging. The loss of State aid often results in an increase in local taxes so that service levels can be maintained. This particularly impacts low and moderate income households and those on fixed incomes.

Level of state aid is a region-wide issue, as 19 east-central and northeastern Connecticut towns receive 40% or more of their annual town budgets from state aid. Lower prevailing income levels and real estate values compared with the rest of the state and lower property tax receipts account for the higher levels of state aid.

## ■ Spending

Putnam ranks low state-wide in its per capita expenditures – 165<sup>th</sup> out of 169 towns. Low spending per capita reflects the delivery of a more limited range and depth of services. While this is in part explained by a lower cost of living and doing business in the region, it is also indicative of lower funding for key services such as education. Putnam has also been increasing spending at a lower rate than average: between 1995 and 2000, its annualized rate of change in per capita municipal spending was 1.0% as compared to the state average of 2.4%. Putnam did well to restrain increases in spending to levels just ahead of growth in its grand list, but comparatively little is being spent per capita on several key services:

- Police: Putnam ranks 166<sup>th</sup> of 169 in per capita police expenditure. This is due to East Putnam being served by the state police. Lack of service to the area beyond the special services district, including the industrial park, has been cited as an issue by local businesses. Putnam's crime rate at 22.3 per thousand population is below the state average of 33.8.
- Fire: Putnam ranks 154<sup>th</sup> out of 169
- Public Works: Putnam ranks 115<sup>th</sup> out of 169, which is closer to the state average but which still lags the average.

As in most communities the biggest part of the town budget is the education expenditure. The profile is a mixed one. In one key respect, Putnam compares fairly well: Per pupil education expenditure is on par with the state average as of 2000, \$8,533 vs. \$8,572. Woodstock and Pomfret spend far less per pupil but also have fewer students requiring special education and other services. With respect to professional salaries, mainly teachers', Putnam ranks lower than the state average at \$46,640 versus \$52,410. Lower average salaries predominate in the region, including Woodstock and Pomfret where the averages trail Putnam's by 4 and 7% respectively.

The provision of these key services is often deemed essential by prospective residents and businesses to providing an attractive quality of life and business location.

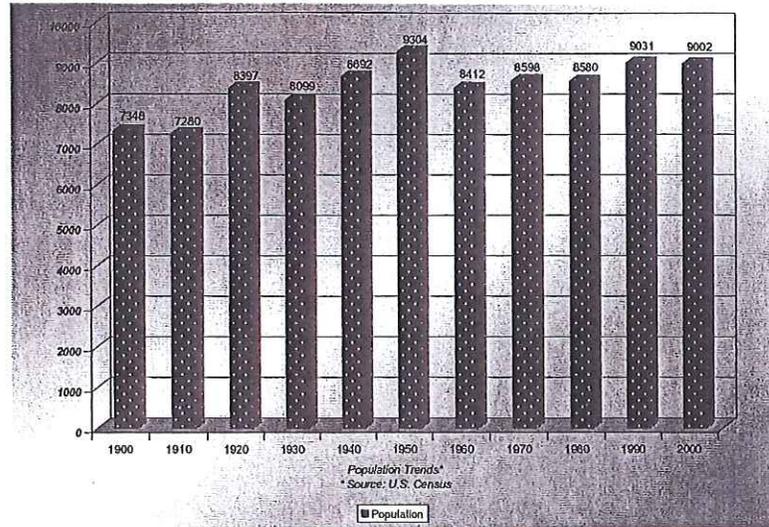
## **DEMOGRAPHICS**

### ■ Population

In the last 100 years Putnam's population has remained remarkably stable. There have been periods of notable growth, such as 1910 to

1920 when the population grew by 1,117 as well as times of notable decline, such as the 1950 to 1960 decade when there was a population loss of 892. Overall, between 1900 and 2000, the population has changed only 22.5% or an increase of 1,654 people (see Table 3). This represents an average annual increase of only 16.5 people per year.

**Table 3**  
**Population Trends**

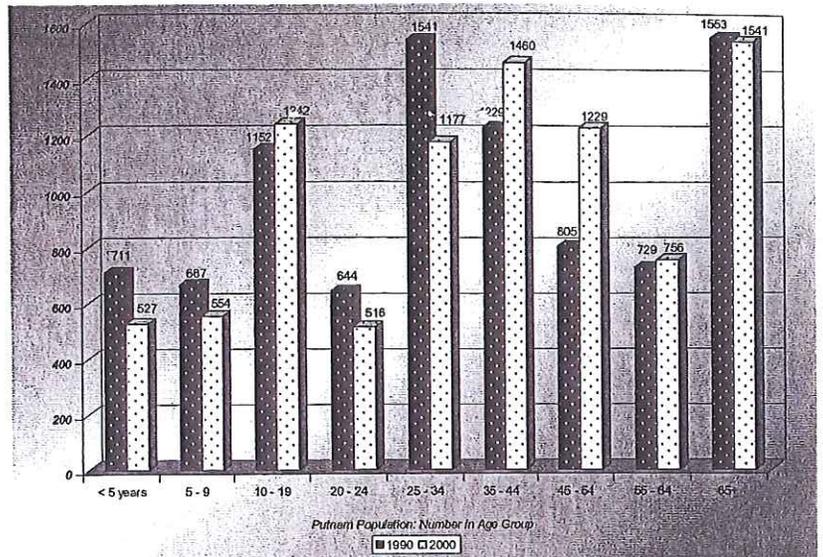


Source: U. S. Census

In the most recent census Putnam recorded a slight decline in population of 29 people (0.3%) but a gain of 108 households (3%). The increase in households while population remained flat occurred as a result of a slight decrease in average household size. In 1990, the average household was 2.48 persons – in 2000, the average household was 2.38. This trend of smaller households is widespread and reflects an aging of the population. However, since 2000, estimates by Claritas Inc., a leading source of demographic information, indicate that Putnam has added both population and households. Continued gains are projected through 2007 for an increase in population of 2.8% (9255) and in households of 5.1% (to 3869).

Age groups under 34 years (except for the age 10 to 19 category) lost population in the last 10 years while the age groups 35 years and older (except the age 65 years plus groups) increased in population (Table 4). The losses in the young adult categories (ages 20-34, prime child-bearing years) are reflected in the losses in the 0-9 year age categories. A Demographic Profile of Putnam is attached as Appendix A and an overview of Ten Year Trends town-wide and by Census Tract is attached as Appendix B.

**Table 4**  
**Population by Age Group**



Source: U. S. Census

#### ■ Households

Putnam's current household profile has some notable aspects. These include:

- A high concentration of single person households, representing 30.7% of all households. By comparison, the region has 25.0% single person households. More than 1,100 households in Putnam are single individuals.
- The single households are represented in higher proportions for both men and women. Single men account for 13.2% and single women 17.5% of all Putnam households.
- A lower concentration of households is represented by married couple families in Putnam, 44.6% compared to 54.1% for the region.
- Other families, typically female-headed, are slightly more common in Putnam, 17.1% compared to 14.6% for the region.

Looking at trends in Putnam household composition, census data from 1990 and 2000 indicate that Putnam has gained non-family households and lost family households. The great majority of non-family households are singles of all ages. A smaller subset of non-family households are unrelated persons living together, which is the fastest growing segment of all household types.

Claritas projections for 2007 indicate the trend for non-family household formation to continue at twice the pace of family formation. Many of these will be singles.

## ■ Population Distribution

Examining data at the tract level provides a geographic sense of the distribution of the population as well as an indication of where changes occurred. There are two census tracts in Putnam, Tract 9031 and Tract 9032. The boundary of Tract 9031 closely approximates the boundary of the Special Services District (see Figure 3). In 2000, 75% of the Town's population and 79% of the Town's housing units were located in the Special Services District (Tract 9031). The data indicates that these residents tended to be younger (median age 36.3 years vs. 43.4 years in Tract 9032), are more likely to live in non-family households (41% vs. 27%) and therefore in households of smaller average size than in Tract 9032. They were also less likely to be homeowners (47% vs. 88%). In the last ten years Tract 9031 lost population (84 people) and family households (157) while showing an increase of 201 non-family households (Appendix B).

## ■ Income Trends

Putnam's household income distribution was fairly evenly distributed over a wide range in 2000. While there continues to be a core of lower income distribution, Putnam's poverty rate decreased from 11.1% in 1990 to 7.7% in 2000. There is good distribution in the middle income and higher ranges up to \$100,000.00.

Putnam's median income trends have been positive, with substantial increases in all median measures, as shown below. Median increases have outpaced inflation of 31.8% for 1990-2000. Table 5 summarizes median income trends. While non-family median income lags, it is heavily weighted towards single wage earner households and therefore lower. Also, it is increasing at a faster rate. As mentioned previously, non-family households are expected to increase faster than family households over the near future.

**Table 5**  
**Putnam Median Income Trends 1990 & 2000**

Income Data By Household Type	1990	2000	% Increase
Median Household Income	\$27,837	\$43,010	54.5%
Median Family Household Income	\$34,393	\$53,460	55.4%
Median Nonfamily Hhold Income	\$14,556	\$25,140	72.7%
Per Capita Income	\$14,550	\$20,597	41.6%

Source: U. S. Census



## ■ Housing Trends

Housing data for 1990 to 2000 reveals the following trends:

- Putnam's housing is older than average for the area; much of it was built during the period of industrialization, resulting in half of the units having been built before 1950. Statewide, about one third of housing is older than 1950.
- Half the housing is single unit (single family) and half is multi-family. The trend over the last 10 years (see Table 6) has been toward the creation of new single family housing, in many cases by consolidating two family units into one family.
- Putnam witnessed an increase of 189 detached single family homes and 69 attached single family homes, averaging 26 a year for the period.
- The town lost 86 two family units, in many cases due to consolidations, and saw little activity in multi-family construction.
- The rental vacancy rate fell from 5.7% or 215 units to 3.0% or 122 units, a positive absorption of 93 units.
- The number of homes for sale decreased from 85 in 1990 to 30 in 2000, a positive absorption of 55.

**Table 6**  
**Putnam Housing Profile 1990-2000**

Year End	All units	1 unit	2 unit	3-4 units	5+ units	Other
1990	3,790	1,874	667	769	447	33
2000	3,955	2,132	581	777	465	0
Unit Increase	165	258	(86)	8	18	(33)

Source: 1990 & 2000 U. S. Census

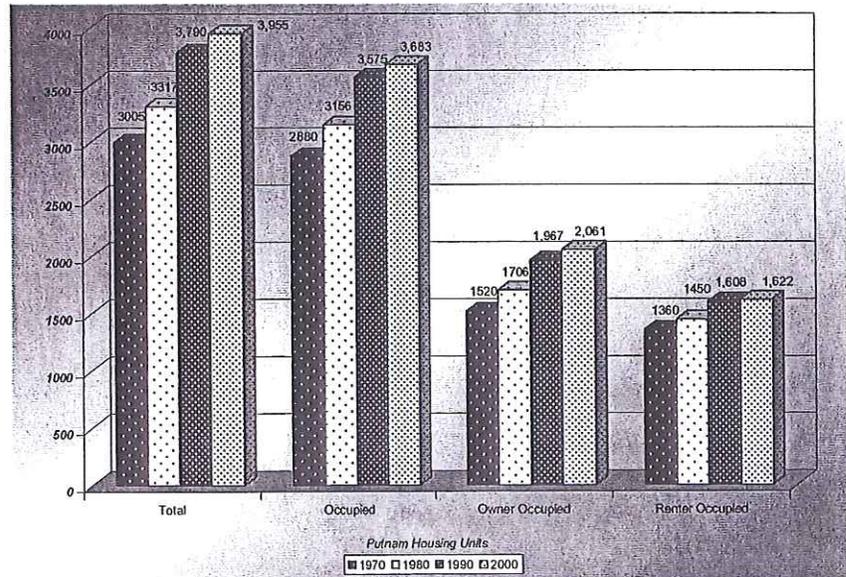
In contrast to population numbers that have fluctuated up and down, housing construction in Putnam has shown consistent increases. Table 7 summarizes changes in the number of housing units over the last forty years and shows consistent increases in construction and occupancy. The rate of growth for owner-occupied units has consistently exceeded that for renter-occupied units, though Putnam remains a key source of rental housing in the region.

The Putnam Housing Authority's inventory presently includes 124 public housing units, 40 state elderly units, 27 State Section 8 units, and 34 Section 8 vouchers. As a result of high vacancy rates in its elderly housing projects, the Housing Authority sold the 20 unit Johnston Apartments (elderly units) to the Town in 2002 and relocated tenants to its other elderly housing facilities. Private and

non-profit housing providers have also developed assisted housing so that at the time of the 2000 census there were 791 subsidized housing units in Putnam.

A comparison of building permits and certificates of occupancy issued in the last five years indicates an active housing market. The data in Table 8 shows a close correlation between the number of residential building permits and

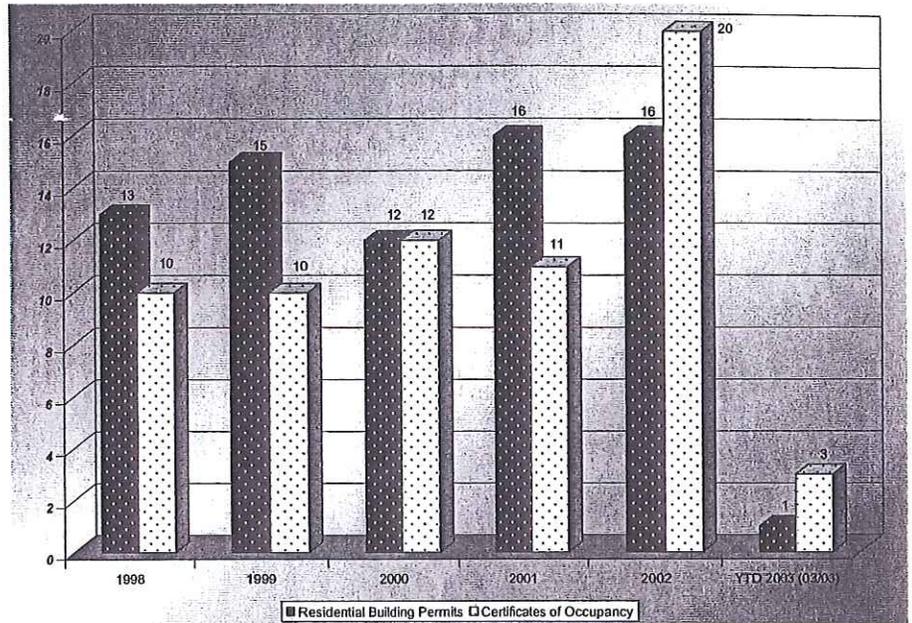
**Table 7  
Housing Trends**



Source: U. S. Census

certificates of occupancy issued in Putnam. Units got started, completed and occupied. Housing construction and population mobility are also indicated by the fact that in the 2000 census more than 57% of households reported moving into their living unit in 1990 or later. Part of the attraction of Putnam may be its relative housing affordability, though 16.6% of homeowners and 24.4% of renters still spend more than 30% of their gross income (the break-off point for “affordability”) on housing.

**Table 8**  
**Building Permits/Certificates of Occupancy**



Source: Building Department, Town of Putnam

■ Housing Market

Putnam at the time of the 2000 census had begun to experience a rebound in housing values which continues to the present. Median single family home values have increased 51% since 1997, while condominiums have shown a 44% increase. The increasing number of transactions indicates good liquidity and turnover. Table 9 indicates that sales transactions decreased slightly in 2002 while median prices continued to increase: this trend has been prevalent in Connecticut where advantageous interest rates have made ownership more affordable but the supply of homes has remained static. Year to date medians through June 2003 are \$139,450 (62 sales) and \$130,000 (6 sales), indicating that the Putnam market is still experiencing an up trend in values.

**Table 9**  
**Town of Putnam Transactional Data**

Year	Single Family Homes		Condominiums	
	Median	Number of sales	Median	Number of sales
2002	\$119,000	119	\$108,000	21
2001	\$112,500	124	\$83,950	22
2000	\$97,000	102	\$86,000	14
1999	\$89,950	114	\$82,000	9
1998	\$90,000	104	\$75,000	9
1997	\$78,750	88	\$75,000	9

Source: The Warren Group

## ■ Employment

The total civilian labor force is defined as all residents age 16 years and older. In 2000, this was 80% of Putnam's total population. Of these, 68% (4877 people) reported themselves as being part of the labor force (employed or actively seeking employment). In May 2003 the Connecticut Department of Labor's figures indicated an increase in the Labor Force in Putnam to 5,236 persons. Since the population is relatively stable, this growth in labor force is probably attributable to an increase in jobs and in-migration. A slight increase in the unemployment rate has accompanied this growth in labor force. Journey to work data indicates that fewer residents were working in Putnam in 2000 than in 1990.

Putnam residents tend to have spent fewer years in school than residents of the region and the state. Of residents 25 and older, 35% do not have a high school diploma (29% for the region, 20% for the state). Thirteen per cent of Putnam residents hold a four year college or graduate degree compared with 18% for the region and 28% for the state.

Residents' occupations reflect this educational profile. At the time of the 2000 census the majority of residents held jobs in one of three employment categories: manufacturing (22.4%); educational, health and social services (21.9%); and retail trade (13.6%). Putnam and the region present a fairly sharp contrast to the occupational profile of the State as a whole. Connecticut is characterized by a greater concentration of executives and professionals.

## ■ Journey to Work

Claritas demographic estimates for 2002 indicated that Putnam residents have relatively short work commutes as compared to the region and state. Eight out of ten workers travels less than 30 minutes to work, which is considered the break point between tolerable and onerous commutes. Putnam commuters are a little more likely to carpool than the rest of the state, most likely because public transportation options are limited.

The comparison of journey to work data for Putnam residents for 1990 and 2000 indicates that while Putnam itself is still the major work destination, Massachusetts was the second most common destination of the resident labor force and its percentage is increasing. Real estate agents indicate that northeastern Connecticut is increasingly becoming home to workers commuting to Massachusetts. Putnam workers are also commuting west in greater numbers to Woodstock and Pomfret and south to Killingly and Plainfield. Major destinations are summarized in Table 10.

**Table 10**  
**Workers Commuting from Putnam, 1990 and 2000**

Place of Destination	1990 Number	2000 Number	% Change
Putnam	1,851	1,609	-13.0%
Massachusetts	577	714	23.7%
Killingly	527	595	12.9%
Woodstock	180	262	45.5%
Thompson	148	176	18.9%
Pomfret	103	167	62.1%
Rhode Island	62	107	72.5%
Plainfield	60	127	112.7%
Windham	53	105	98.1%

Source: 1990, 2000 U.S. Census

Although not major sources of employment for Putnam residents, the gaming towns of Ledyard and Montville drew workers from Putnam as well: 72 to Ledyard and 35 to Montville. Norwich accounted for 107, Groton 48 and Boston 23.

The data for workers commuting to Putnam is summarized in Table 11 by major source towns and states. Putnam employers are diversifying their workforce by place of origin although still relying heavily on Putnam residents. Data from the previous table and the one following also demonstrate that Putnam is a net exporter of workers to Massachusetts and a net importer of workers from Rhode Island. Another important source of workers coming to Putnam is Windham, which generated 100 Putnam workers.

**Table 11**  
**Workers Commuting to Putnam, 1990 and 2000**

Place of Origin	1990 Number	2000 Number	% Change
Putnam	1,851	1,609	-13.1%
Killingly	922	1,059	14.9%
Thompson	581	620	6.7%
Woodstock	436	486	11.5%
Brooklyn	249	228	-8.4%
Pomfret	234	306	30.8%
Plainfield	226	312	38.1%
Rhode Island	204	269	31.9%
Massachusetts	192	228	18.8%

Source: 1990, 2000 U.S. Census

## **PUBLIC BUILDINGS**

In recent years, the Town has grappled with an obvious need to upgrade two major public buildings, the Town Hall and its Library (now located within Riverfront Commons on Kennedy Drive). In 2000 the Town began the process of addressing Town Hall and other public facility needs with a space needs analysis by Ames and Whitaker, Architects for Town Hall and the Library as well as a new Community Center. This comparative site study investigated numerous potential sites, settling on two viable alternatives: renovation of Putnam Catholic Academy or construction of a new building at Tarr Park. In 2001, the analysis was expanded in a study by the Downes Group/Jacunski, Humes Architects, to include consideration of the Putnam High School building.

For the Plan of Conservation and Development update town agencies were asked to report on physical improvements undertaken since completion of the last Plan of Conservation and Development (1989) as well as to indicate anticipated need for additional facilities or land acquisitions in the next ten years. These results are included in the following summaries.

### ■ Town Hall

Computer upgrades and related office equipment additions for record storage were the most commonly cited changes in the last ten years for departments located at Town Hall. No expansion of work space or parking area was undertaken to deal with the major deficiencies of cramped space and lack of off-street parking cited in the 1989 Plan of Development. These deficiencies have been exacerbated by technology and needs for additional personnel. The issue of record storage continues to be a major need, increasingly paired with concerns about the ability of the current building's infrastructure to adequately and safely meet the needs of new technologies already in place or operationally desirable to be brought into Town hall (e.g. a climate-controlled vault for the Town Clerk's office or a Geographic Information System for the Assessor).

It was estimated by Ames and Whitaker that net useable building area of 16,029 square feet will be required to accommodate all administrative functions in Town Hall (Economic Development, the Director of Public Works and some Board of Education departments are now located off-site) as well as to provide for expansion through the year 2020. The existing Town Hall provides net useable area of only 7,100 square feet.

## ■ Library

Maintenance and refurbishment activities at the library since completion of the last plan have included replacing the furnace; new carpets, light fixtures and curtains on the main floor; and carpeting, paint and light fixtures in the basement. The space deficiencies noted in the 1989 Plan (crowding in the adult section of the facility) have been exacerbated by the need to accommodate new technology, media and service needs. Physical expansion of the building (built in 1955, children's wing added in 1979) is needed so that efficiency of operation is maintained and adequate space for books, computers and staff work areas is available. Ames and Whitaker estimated that net useable library space of approximately 15,000 square feet will be adequate through the year 2020. The library is centrally located with a good supply of parking; its expansion needs should be carefully evaluated to determine whether its present location can accommodate expansion while maintaining a positive interface with the proposed redevelopment of Riverfront Commons. The Town intends on soliciting developers to examine the reuse of Hale Mill as a library and Town Hall complex.

## ■ Municipal Garage

The municipal garage facilities have essentially been consolidated at the Fox Road location. The Public Works Department retains responsibility for the Church Street property and continues to use approximately one-half of the building for departmental vehicle storage. The other half of the Church Street building has been remodeled to accommodate two ambulances and associated emergency medical services. It is expected that additional vehicle storage areas and a salt/sand storage building will be needed in the future. There is adequate space at the Fox Road location to accommodate these expansion needs.

## ■ Educational Facilities

Since completion of the last Plan of Development the Town built a Middle School facility adjoining the elementary school, completed a high school addition and refurbished the building at Murphy Park to accommodate the Putnam Alternative Learning School (PALS). Three educational buildings now comprise the school system:

- Putnam Elementary School (Grades PK-5). Built in 1975 and containing 59 permanent classrooms and the Family Resource Center.
- Putnam Middle School (Grades 6-8). Built in 1992 and containing 29 permanent classrooms.

- Putnam High School (Grades 9-12). Built in 1951 and containing 32 permanent classrooms.

Over the period 1990-2000 Putnam lost enrollment faster than population: enrollment dropped at the rate of 4.5% (66 students) while the Town lost 0.3% (29 people). While Putnam has not had to face the burden of burgeoning school populations faced by many Connecticut towns over the period (for example Woodstock where the student population doubled), it has not reaped the community benefits of attracting young families with school aged children. Enrollment is anticipated to stay flat through 2006. Although test scores are improving, Putnam ranks below State averages in many categories.

The school department has indicated the need for a new high school, an expanded Family Resource Center and an additional alternative learning building in the next 10 years as well as central office expansion and infrastructure improvements such as computers, technology and athletic field/playground improvements.

## **PUBLIC SERVICES**

### ■ Fire Services

The Putnam Fire Department, serving the Special Services District, is located in the station at 189 Church Street. Since the last Plan of Development the department has replaced two of its fire engines (1992 and 1999) and its ladder truck (2003). Its two other engines (1979 and 1966) continue in service, the latter generally considered a spare and used as the department's forestry/brush truck. The department's 1985 rescue unit continues in service.

The department has averaged 171 response calls annually in the last five years with approximately 25% of these in the "miscellaneous" category (not fire-related). The department consists of two hose companies, one hook and ladder company and one rescue company. Each company has a captain, a lieutenant and nine firefighters assigned to it.

Fire protection outside of the Special Services District is provided by two fire districts, one in East Putnam manned by a volunteer force of 25, and the other in West Putnam which contracts with the Putnam Fire Department for service. These districts have taxing power to fund the provision of service. The East Putnam volunteers have a station on Route 44 (approximately one mile from the Rhode Island border) that houses a tanker truck, engine, forestry truck and rescue truck. The engine is scheduled to be replaced in the next two years. The East Putnam District covers

everything east of the Special Services District/Kennedy Drive. The District does not own the fire house or land where a more centrally located house could be built. The recruitment of volunteers is becoming increasingly difficult as work situations change and time commitments for training and service increase. In the next ten years it may be necessary to address a shift from a 100% volunteer department to other options such as a combination of paid on-call volunteers and/or career firefighters.

#### ■ Police Services

Putnam Special Services District police services are also headquartered at 189 Church Street. The Putnam Emergency Dispatch Center, which handles all emergency and routine calls for the Putnam Fire Department, Putnam Police Department and the Putnam Ambulance Corps, is also housed at this location. The Police Department has 15 sworn police officers (the same staffing level since 1972) and includes patrol, investigation, bicycle units and DARE (Drug Abuse Resistance Education) instructors for public school programs. Public safety outside the Special Services District is handled by the Connecticut State Police.

#### ■ Waste Management

Prior to 1998, the Town operated a local landfill which has been closed and capped in accord with Connecticut Department of Environmental Protection standards. The Public Works Department is responsible for periodic inspections and quarterly reporting on groundwater monitoring wells located at the site. The Town engages a vendor to provide curbside trash and recycling pick-up to residential structures of 6 families or less. The trash is hauled to the waste-to-energy facility in Lisbon owned by the Eastern Connecticut Resource Recovery Authority; recyclables are sold to various markets.

#### ■ Municipal Water

With limited exception, the Town's water and sewer service areas correspond to the Special Services District. Water service is also provided to approximately 17 residences on Oak Hill Drive in Thompson, approximately 43 residences in Woodstock, and to commercial development on Route 44 east of Exit 97 (the Putnam Parkade). An estimated 25 residences in the Special Services District have private wells. Via an interconnection to Killingly in Tracy Road, emergency water supply service is provided to industrial development at the Killingly border. This interconnection to Killingly also allows Putnam to purchase water from Killingly.

There are two primary water supply sources for the Putnam municipal water company, operated by the Putnam Water Pollution Control Authority. Surface water from the Little River is diverted via a man-made dam to the Peake Brook Road water treatment plant (WTP) located in Woodstock. This source provides approximately 60% of total water demand. The second source is groundwater from a well field on the Quinebaug River at Park Street. Groundwater is diverted to the water system from the 2 production wells located in the 3-well well field. Diverted groundwater provides about 40% of total demand, servicing the industrial park and the southern portion of the system. Roseland Lake (in Woodstock) is no longer managed as a reservoir for the Putnam water system. Because the lake is connected to the Little River source the WPCA performs treatment in the spring and summer to control algae growth.

The facilities associated with the water system include a 4 mgd pre-fabricated building and treatment unit facility built in 1994; two one million gallon water storage tanks located on Richmond Road and Prospect Street; well house buildings; more than 250 fire hydrants and approximately 38 miles of distribution piping.

Since completion of the last Plan of Development the above-referenced water treatment plant was built and has been upgraded to comply with EPA regulations, installation of residential meters was completed, the dam at the WTP was replaced, one of the water storage tanks was replaced and the other refurbished, and several miles of water mains were replaced under an on-going water main replacement program. The WPCA has been replacing the system's original unlined cast-iron pipes with ductile iron pipes since 1984.

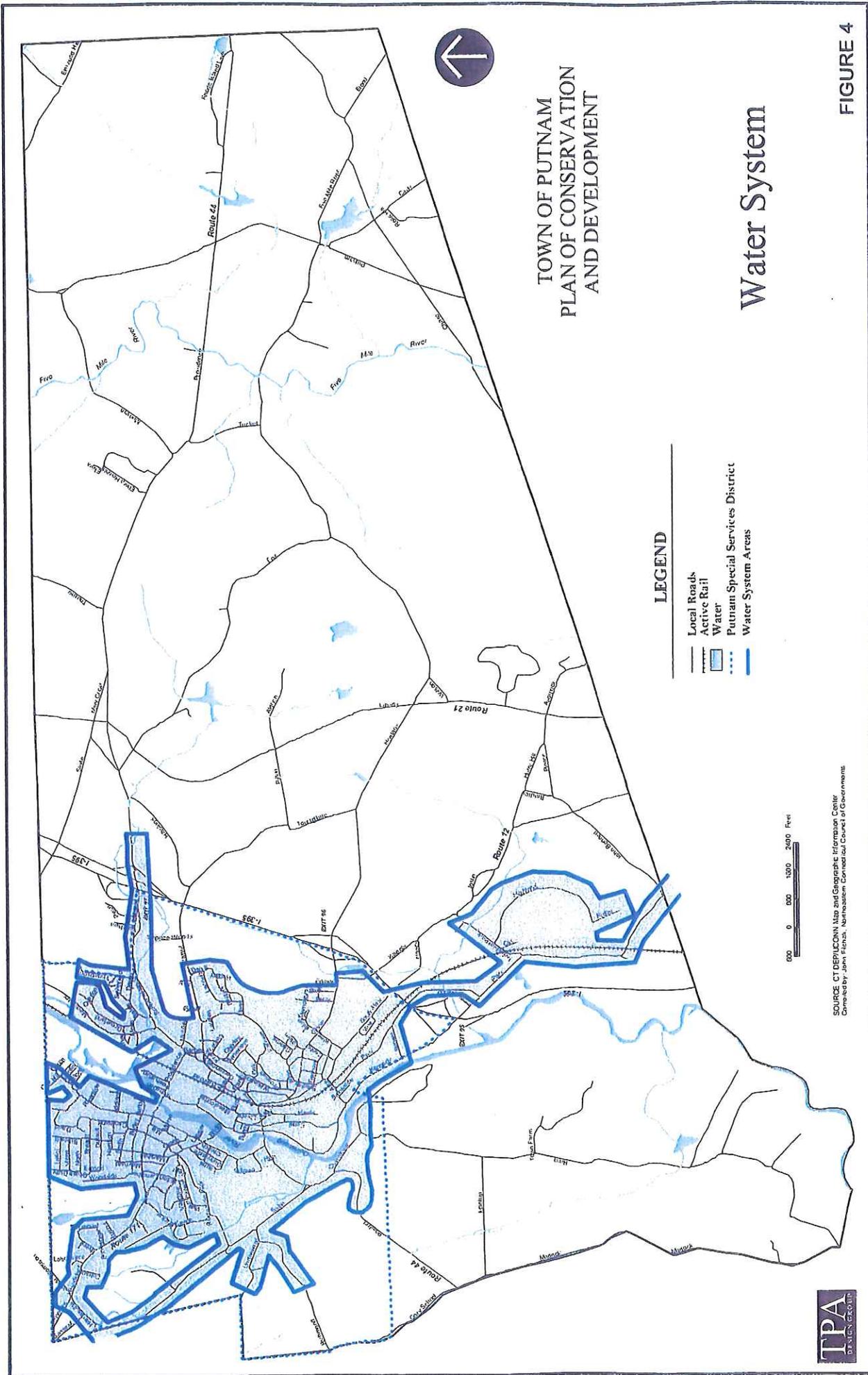
According to the Town's "Water Supply Plan" (Consulting Environmental Engineer's Inc., Revised November 16, 1999) the distribution system "appears to be in generally good condition", however, it recommends three major improvements/alterations:

1. Develop additional supply or capacity to satisfy future demand;
2. improve record keeping and equipment monitoring; and
3. improve service protection measures and public education.

Figure 4 shows the water service area.

#### ■ Sanitary Sewers

Sewer service outside the Special Services District is confined to Route 44 east of Exit 97 to approximately Mary Crest Drive, and



TOWN OF PUTNAM  
PLAN OF CONSERVATION  
AND DEVELOPMENT

Water System

FIGURE 4

SOURCE: CT DEPI/CONN. Map and Geographic Information Center  
Created by: John Hirsch, Northeastern Connecticut Council of Governments



the Putnam Industrial Park. Recent sewer extensions in Route 44 have been constructed as private lines but may eventually be accepted by the WPCA and incorporated into the public system. Figure 5 shows sanitary sewer service areas.

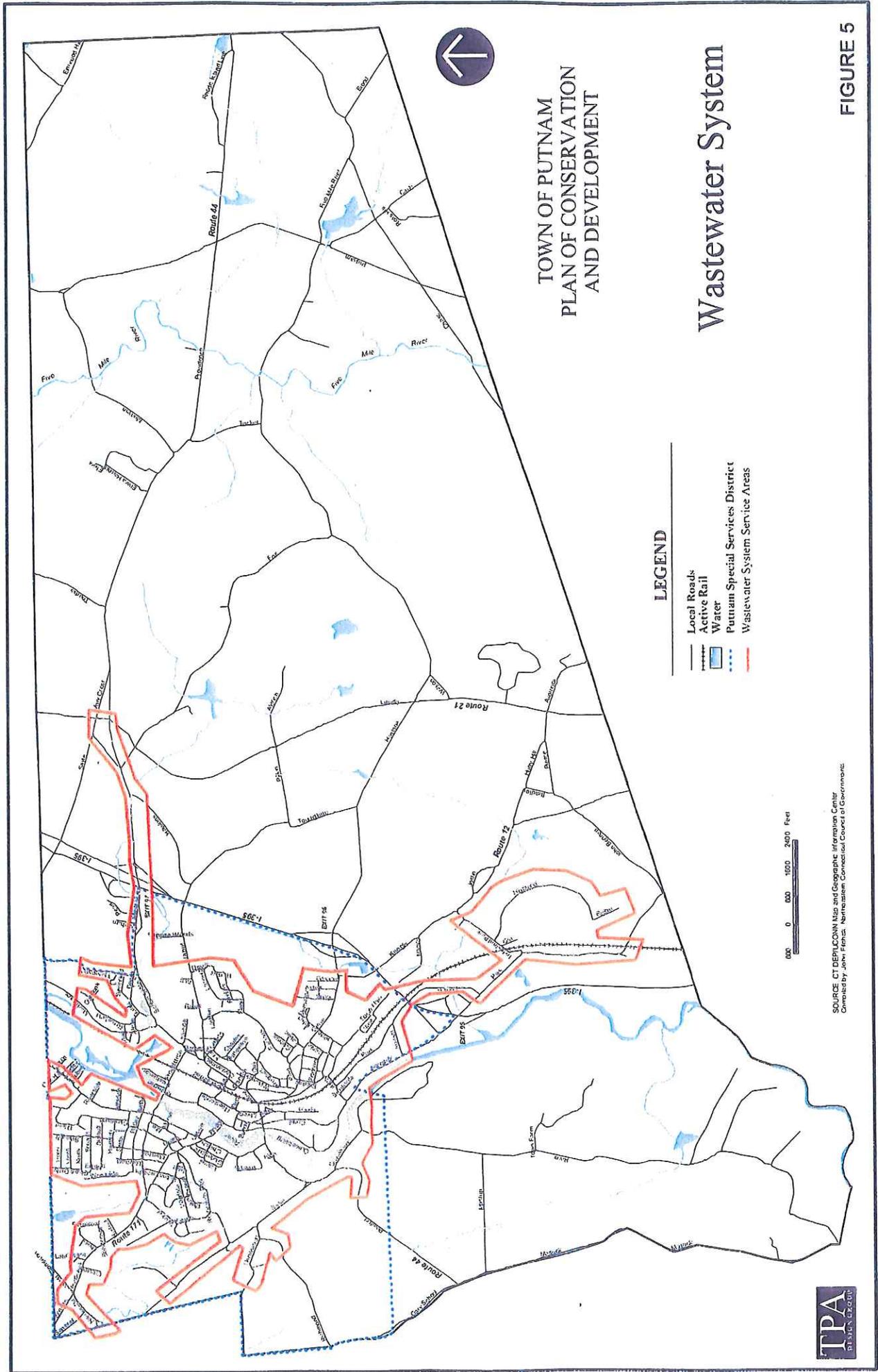
The existing sewage treatment plant, in operation since 1971, has an average daily flow capacity of 2.91 mgd. At present the average daily flow is 1.07 mgd. Since preparation of the last Plan of Development the WPCA has completed treatment plant equipment replacement/upgrades, upgraded the plant's laboratory, completed improvements to lift station equipment and buildings, upgraded its computer system and undertaken engineering studies to evaluate plant operation and identify potential improvements needed.

An additional future flow requirement of approximately 342,000 gpd has been projected by an engineering consultant for the WPCA. It has been estimated that 200,000 gpd or 58% of this future flow will be required to serve industrial development. The feasibility study also examined upgrades to the plant that would be necessary to allow the system to accept industrial wastewater with higher biochemical oxygen demand (BOD) and to reduce the amount of nitrogen in the treatment plant effluent. Preliminary design of a plant addition and equipment modifications to increase average daily flow to 1.6 mgd and incorporate treatment facilities for higher BOD wastewater has been completed. The engineering feasibility study recommended a two phase implementation program. The first phase involves the addition of a chemical feed building as well as equipment modifications at an estimated cost of approximately \$2.4 million. This project is one of the priority projects in the Northeastern Connecticut Economic Partnership's regional Comprehensive Economic Development Strategy (CEDS). Phase II would consist of additional equipment; costs for Phase II have not been determined.

No publicly initiated extensions of the sewer system are anticipated at this time. However, it is recognized that the sewer service area may be expanded as a result of growth by either developer initiated extensions or town-mandated requirements for sewer service as a condition of project approval.

#### ■ Storm Water Sewers

Approximately 40% of the town-maintained roads include a piped storm water system. These areas are located within the Special Services District. The town's roads outside the District are considered "rural" and do not include piped storm water systems. All new subdivisions, however, are required to construct a piped



TOWN OF PUTNAM  
PLAN OF CONSERVATION  
AND DEVELOPMENT

Wastewater System

LEGEND

- Local Roads
- Active Rail
- Water
- Putnam Special Services District
- Wastewater System Service Areas



SOURCE: CT DEP/COM Map and Geographic Information Center  
Compiled by: John Francis, Administration, Connecticut Council of Governments



FIGURE 5

storm water system in new roadways, even if connection to the public system is not available.

## **RECREATION FACILITIES**

Major improvements and expansion of the active recreational areas in Putnam have occurred since completion of the last Plan of Development. These include development of the St. Marie-Greenhalgh Sports Complex, improvements to the recreation building at Murphy Park (in conjunction with the alternative learning project), development of Skateboard Park and refurbishment of the associated tennis courts and basketball court on Church Street, acquisition of King's Field, refurbishment of Chase Street playground (by a scout troop) and construction of a bandstand at Rotary Park. Table 12 summarizes the recreation and open space opportunities available to residents. These areas are shown on Figure 6.

Cooperative efforts between the Recreation Department and the School Department allow shared use of the town's outdoor and indoor recreation and educational facilities. The Recreation Department relies heavily on indoor school facilities for its programs, using everything from gyms and auditorium to the cafeterias. The school department has also made facilities such as the Project Adventure areas at the Middle and High Schools, and the high school fitness center available for recreational use.

Development activities envisioned over the next 10 years include development of the Sabin Street property behind the Middle School either in conjunction with construction of a high school or to meet recreational needs. The director feels that recreational/school demand warrants another gym and that a swimming pool/community center is needed in the community. Departmental evaluation of needs in the next 10 years in order of severity include improvements to Murphy Park, a swimming pool, a community center, improvements to Tarr Park, irrigation system improvements,

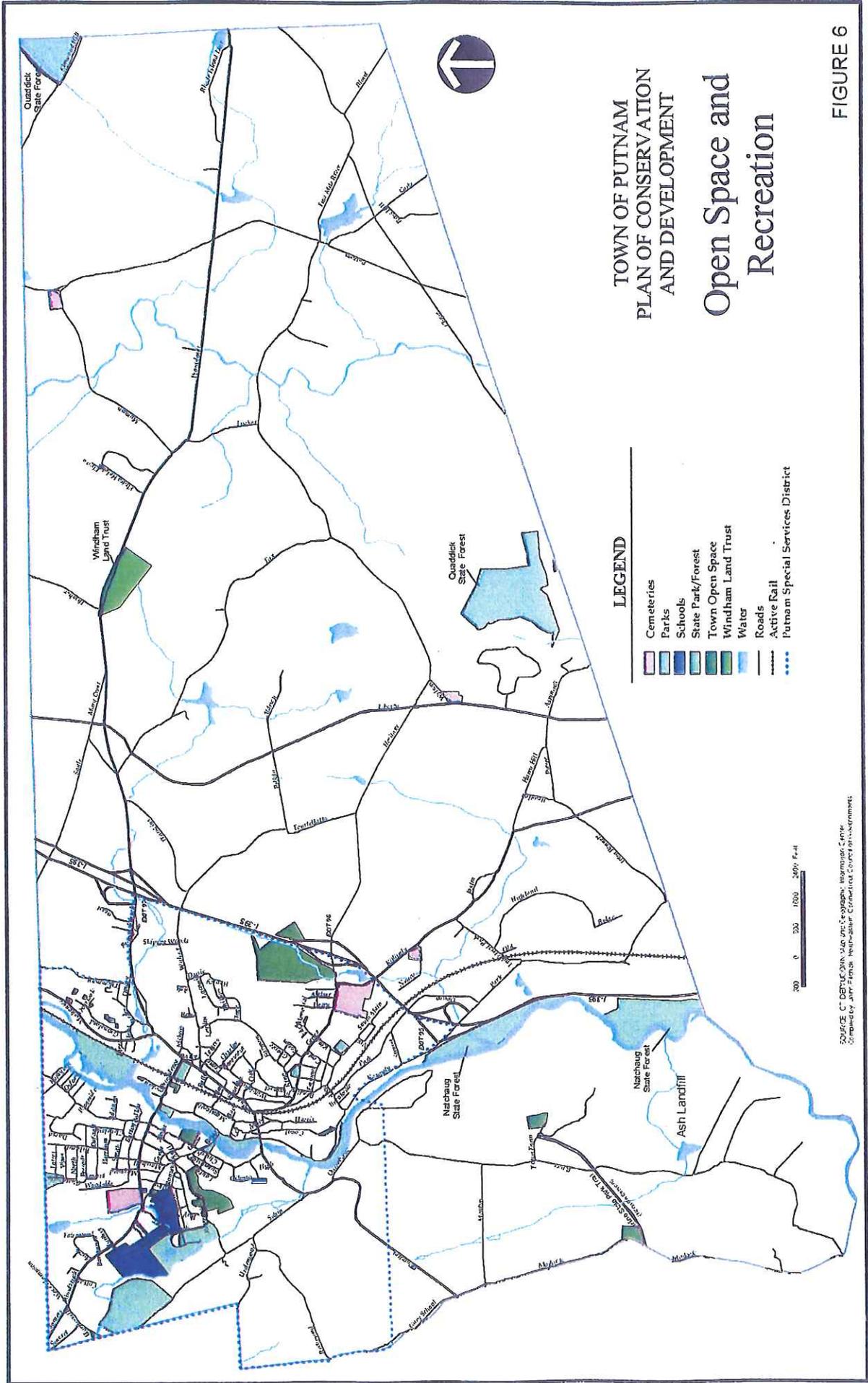


FIGURE 6

**Table 12**  
**Town Of Putnam**  
**Recreation/Open Space Facilities**

Active Recreation Areas	Open Space Areas (Town-owned)
St. Marie – Greenhalgh Sports Complex – Wicker Street	Adams Property
Track at 31 football field with grandstands, multi-purpose building	Canal Street
Murphy Park – Wicker Street	Church Street
Multi-purpose Ballfields, bleachers, rest rooms, recreation building,	Dowell Property (2 parcels), includes Perry Pond
Summer camp, nature trail, and public spring (now closed)	Durand Property
Owen Tarr Park – Providence Street and Route 44	Dzroba Property
Lighted baseball/softball/soccer field, walking track	Gray Property
Church Street – Skateboard Park	Harrisville & Peake Roads
Skateboard area, 3 tennis courts, one basketball court	Keech Street
Recreation Park Road Youth Soccer Field	Kennedy Property
King’s Field – South Main and King Streets	Lachance Property
Youth field, sledding	Lucier Property
School Fields – Wicker Street	Modock Road
2 softball fields, one soccer field, one practice football field,	Perry Property
Project Adventure areas at the Middle School and High School	Powhattan Street
Chase Street Playground	Russo Property
swings, slide, seesaws	Streeter Property
Hampshire Heights (Putnam Authority properties)	Town Farm Road
1 basketball court, community building	Travis Property
<b>Passive Recreation Areas</b>	<b>Open Space Areas (Other Public, Quasi-Public Ownership)</b>
Simonzi Park – Kennedy Drive	Huribert’s Pond (leased – public skating allowed)
Rotary Park and Bandstand – Kennedy Drive	Windham Land Trust (Route 44)
Putnam River Trail – along Kennedy Drive and the Quinebaug River	Airline State Park Trail (Northern Section)
Veteran’s Memorial Park – Bridge Street and Church Street	Natchaug State Forest
Miller Park – Kennedy Drive and Providence Street	Quaddick State Forest
Civic Memorial Park – Grove Street and Ring Street	
Greenspace – Providence Street and Marshall Street	
Greenspace – Grove Street	

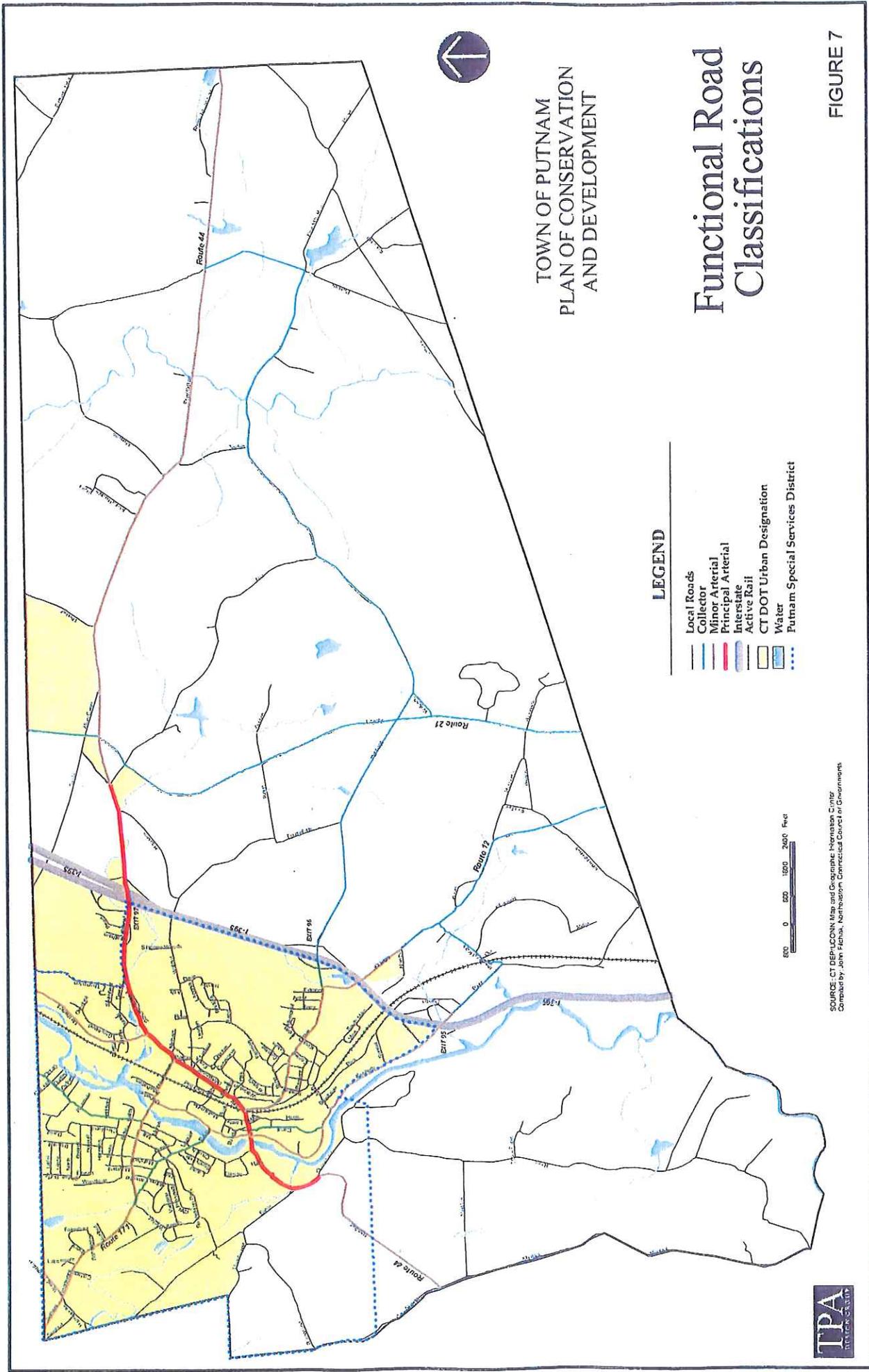
vehicle/tractor replacement, Simonzi Park electrical system and river trail connections to Thompson and Killingly.

## **TRANSPORTATION**

As of December 31, 2001 the Town of Putnam had a total of 84.96 miles of public roads. Seventy-five percent of these (63.65 miles) are maintained by the Town. The remainder (21.31 miles) are state-maintained public roads. For planning purposes the regional planning agency (as required by the Federal Government) has categorized these roads based on the service they are intended to provide in the road network. Broadly defined these "functional classifications" are interstates (some statewide as well as interstate travel), arterials (carry most of the trips entering and leaving urbanized areas), collector roads (link to the arterials), and local streets (provide access to adjacent land). Table 13 is a summary of the functional classifications of the roadways in Putnam as shown on Figure 7. More detailed definitions for these classifications may be found in Appendix C.

These functional classifications are important because roadways that are classified as Minor Arterials, Principal Arterials or Interstate are eligible for Federal Aid or Non-Federal Aid through the regionally administered Transportation Improvement Program (TIP) for road reconstruction projects.

Average daily traffic counts taken in 2000 by the Connecticut Department of Transportation at various locations on the state-numbered routes in Putnam are summarized in Appendix D. Recent traffic trends on these roadways were determined by comparing this 2000 data with counts from the last Plan of Development (1988 and 1972 data). Most locations experienced traffic volume increases, though at slower rates and in smaller actual numbers than during the period between 1972 and 1988. The largest rate of increase occurred on Route 44 between East Putnam Road and the Rhode Island state line; the largest numerical increases occurred on I-395. Some locations actually had less traffic in 2000 than they did in 1988, most notably Route 12 north of Industrial Park Road and on the Mechanics Street segment north of Route 44 to Thompson.



TOWN OF PUTNAM  
 PLAN OF CONSERVATION  
 AND DEVELOPMENT

# Functional Road Classifications

FIGURE 7

**LEGEND**

- Local Roads
- Collector
- Minor Arterial
- Principal Arterial
- Interstate
- Active Rail
- CT DOT Urban Designation
- Water
- Putnam Special Services District

800 0 500 1000 2000 Feet

SOURCE: CT DEP-LECON Map and Geographic Information Center  
 Compiled by John Fitchik, Northampton Connecticut Council of Governments



**Table 13**  
**Functional Road Classifications**  
**Putnam, Connecticut**

Classification	Locations
Interstate	I-395
Principal Arterial	Route 44 from Quinebaug Avenue to Mary Drive
Minor Arterials	Route 171 (Woodstock Avenue/Providence Street) Route 12 from School Street to Thompson TL Kennedy Drive from Exit 95 to Providence Street Route 44 from Pomfret TL to Quinebaug Avenue Route 12 from Front Street to Nancy Drive Route 44 from Mary Drive to the Rhode Island SL
Collector Roads	Woodstock Avenue from Wicker Street to Kennedy Drive Church Street from Providence Street to the Thompson TL Canal Street from Front Street to Kennedy Drive Park Road from I-395 to Industrial Park Road Industrial Park Road from Park Street to Route 12 (Killingly Road) Route 12 (Killingly Road) from Nancy Drive to the Killingly TL Grove Street / Heritage Road / Five Mile River Road from Edmond Street to Putnam Road Putnam Road from Five Mile River Road to Route 44 (Providence Pike) Route 21 (Liberty Highway from the Thompson TL to the Killingly TL (including Wilson Road)
Local Roads	All other roads

Source: Northeastern Connecticut Council of Governments

Accident data for state-numbered routes is compiled by the Connecticut Department of Transportation. The most recent data available is for the period 1998 – 2000. The ten locations in Putnam with the highest cumulative number of accidents during this period are:

I-395 at Kennedy Drive Interchange	37
I-395 at Rte 44 (School Street) Interchange	30
I-395 at Rte 12 (Heritage Road Interchange)	19
Route 44 between Pearl Avenue and I-395 off Ramp	17
Route 44 between Northbound Ramp and Tetreault Rd.	17
Route 44 between I-395 NB on and off ramps	15
Route 44 between Tetreault Road and Tetreault	13
Route 44 at I-395 off and on ramps Southbound	11
I-395 between Rte 44 and Exit 98 Interchange	11
Route 21 at Heritage Road and Five Mile Road	7

Source: Connecticut DOT 1998-2000 Traffic Accident Report

Two of these locations – Route 44 between Pearl Avenue and the I-395 off-ramp, and Route 44 between the I-395 northbound ramp and Tetreault Road – are included in the state’s Suggested List of Surveillance Study Sites (SLOSSS). This means that the rates of accidents occurring at these locations are excessive in relation to the volume of traffic. The SLOSSS is reviewed annually by DOT; locations are selected for improvements based on severity and cost-effectiveness of improvements, which may range from signage or signalization to road reconfiguration. None of the intersections listed are signalized.



# 4

## HOW WE MEASURE UP

Gaining perspective on where the Town stands today can be achieved by looking not only at the changes that have occurred inside its borders but by benchmarking against other communities in development-related categories such as population size, geographic location, infrastructure and economic base. We can evaluate Putnam by looking at it from the perspective of its location in the northeast corner of Connecticut, in comparison to communities of comparable population size, compared to communities having comparable socio-economic characteristics (based on Educational Reference Group), and to the State as a whole. Appendix E contains benchmarking results for Putnam and eight communities to which it can be compared because of one or more shared characteristics.

### ■ The Northeast Corner

Putnam is one of eleven Connecticut towns in the northeast corner that form the Northeastern Connecticut Council of Governments, the regional planning organization for the region. These towns vary in population and economic base, with those most comparable to Putnam in these respects being Thompson (population) and Plainfield and Killingly (economic base). Three towns in Massachusetts – Dudley, Oxford, and Webster – are geographically close enough to be used for comparison purposes.

In most categories Putnam ranks in the mid-range among these communities; fourth in median household income (1999), educational attainment of high school graduate or higher, and percent of the population below the federal poverty level (1999), and fifth in the total number of housing units. Putnam ranks toward the bottom in two categories: sixth in population in 2000 and seventh in the value of the 2001 gross grand list (Killingly tops the list). These two rankings are of interest when considered in relation to the two categories in which Putnam ranks near the top: second highest median age and second lowest in residential real estate (Killingly was the lowest) as percentage of gross grand list (2001). These rankings would seem to indicate a potential gap between Putnam's resident work force and its expanding commercial/industrial tax base.

In order to evaluate Putnam's competitiveness in attracting additional real estate development and resident businesses, comparative tax data for Windham County towns gathered by the Connecticut Policy and Economic Council (CPEC) was reviewed. Putnam compares well within the region in many respects, including:

- Per capita property tax: Putnam has a good business tax base and taxes do not fall as heavily on residents as in other communities: Putnam's per capita tax burden was \$589 compared to \$976 for the county and \$1, 531 for the State.
- Change in property taxes: Putnam's property taxes increased at a slower rate than that of the region: 17.5% vs. 22.4%.
- Equalized mill rate: Putnam ranked below the county and State averages, a positive indicator for business recruitment.

■ Similar Communities

Educational Reference Groups (ERGs) are a classification of the State's public school districts into groups based on the characteristics of public school students' families. The factors considered include median income; percentages of families with one or both parents having a bachelor's degree; parents employed in executive, managerial or professional specialty occupations; poverty; single-parent and non-family households; non-English home language; and district enrollment. Each of the nine ERGs created is geographically diverse but considered to be socio-economically comparable.

Putnam is in ERG H, the second-lowest ranking ERG. ERG H is comprised of the following small, manufacturing-based cities shown with their 2000 census population figures.

• Ansonia	18,554
• Bristol	60,062
• Danbury	74,848
• Derby	12,391
• East Hartford	49,575
• Killingly	16,472
• Meriden	58,244
• Middletown	43,167
• Norwalk	82,951
• Norwich	36,117
• Norwich Free Academy	---
• Putnam	9,002
• Stamford	117,083
• West Haven	52,360

There is a great disparity in the size of these communities with Putnam being the smallest, followed by Derby, Killingly and Ansonia. When compared with these three districts in the benchmarking categories summarized in Appendix E, Putnam ranks third out of the four in the categories of educational attainment (high school graduate or higher) and median household income (1999); in both of these categories Killingly ranked fourth. Again, Putnam had the highest median age and lowest gross grand list (2001), and Killingly again tops the grand list category. Putnam had the second lowest percentage of population below the federal poverty level (1999) and was again second to Killingly in the lowest percentage of residential real estate as a percentage of gross grand list (2001).

### ■ The State

Several studies completed in recent years examined Connecticut's place in regional, national and world markets. By analyzing land use patterns and their relationship to economic vitality and quality of life, the state's competitive position was evaluated to identify challenges. Initial studies (conducted by the Connecticut Regional Institute) found that development in Connecticut, fueled by the completion of the state's limited access highways, had become highly decentralized, a phenomenon also known as sprawl. This has led to traffic congestion, disinvestment in cities and poorer urbanized towns, pollution and loss of agricultural land and open space. All of these issues affect quality of life, a major aspect in the state's competitive position, and place stress on individual communities.

Using public data sources, the areas of fiscal capability, service needs and costs for services and infrastructure were looked at in detail in a report entitled "Connecticut Metropatterns". Municipalities were grouped using the following characteristics: property tax base per household (2000) and growth in property tax base per household (1995-2000) to measure fiscal capability; the percentage of elementary students eligible for free lunches (2000) to measure service "needs"; population growth (1990-2000) and population density (2000) to evaluate per person costs for services and infrastructure. This classification system yielded a diversity of fiscal and social conditions that were clustered into six different community types: Central Cities (4 communities), Stressed (12 communities), At-Risk (43 communities), Fringe-Developing (31 communities), Bedroom-Developing (57 communities) and Affluent communities (22 communities). Communities by classification are summarized in Appendix F.

Putnam, its neighbors Thompson, Killingly, Brooklyn, Eastford and Plainfield, are categorized as At-Risk communities, meaning they are stable in many respects – below average poverty rates, average number of jobs per resident and greater-than-average job growth – but are showing signs of stress in the areas of tax resources or social and physical needs. School poverty rates increased faster in At-Risk communities than in the state as a whole and property tax base and property tax growth were below state

average in these communities. Twenty-eight percent of the state's population lives in At-Risk communities. The concern is that pressure to increase the tax base could lead to poor land use planning and discourage a regional approach to planning, contributing to sprawl. Neighbors Woodstock and Pomfret were both classified as Fringe-Developing communities, areas with slow-growing, below average tax bases; these communities are experiencing rapid population increases which result in pressure for major infrastructure investments. These types of communities contain only 6% of the state's population but 13% of the land that was urbanized between 1980 and 1990.

#### ■ Conservation and Development Policies Plan for Connecticut

Many issues such as transportation networks, housing markets and natural systems are regional or statewide in scope. The State has established planning regions charged with preparing and maintaining regional plans of development; every five years the State Office of Policy and Management prepares a statewide Conservation and Development Policies Plan. Orderly growth can only be achieved if these plans are consistent with regard to land uses and densities of development. Regional and State policies, particularly with regard to infrastructure such as highway and sewer improvements, impact local development patterns. Some would say unwise policies and practices in these infrastructure areas have contributed to the sprawling development patterns threatening Connecticut.

The State Conservation and Development Plan puts forth the growth strategy for the State, serving as its policies guide for prioritizing state capital investments and coordinating planning among state agencies. State-funded projects over \$100,000, whether proposed by a State agency, a municipality or a private developer, are reviewed for consistency with the strategy policies of the State Plan. The likelihood of receiving funding for a project may therefore depend on whether the State funding agency can show that this consistency exists.

The State Plan consists of two components: a written document and a Locational Guide Map. The format of the written portion has been totally revamped in the 2004-2009 edition and is now presented in terms of the following six broad-based growth management principles, each of which has functional sub-sections and corresponding policies.

- Redevelop and Revitalize Regional Centers and Areas with Existing or Currently Planned Physical Infrastructure
- Expand Housing Opportunities and Design Choices to Accommodate a Variety of Household Types and Needs
- Concentrate Development Around Transportation Nodes and Along Major Transportation Corridors to Support the Viability of Transportation Options
- Conserve and Restore the Natural Environment, Cultural and Historical Resources, and Traditional Rural Lands

- Protect and Ensure the Integrity of Environmental Assets Critical to Public Health and Safety
- Promote Integrated Planning Across All Levels of Government to Address Issues on a Statewide, Regional and Local Basis

This new approach is intended to allow latitude in how the State's growth strategy is coordinated locally and regionally. The test of this latitude is the Locational Guide Map, where the State applies its strategy by designating areas in several categories of urban, rural or environmental concern.

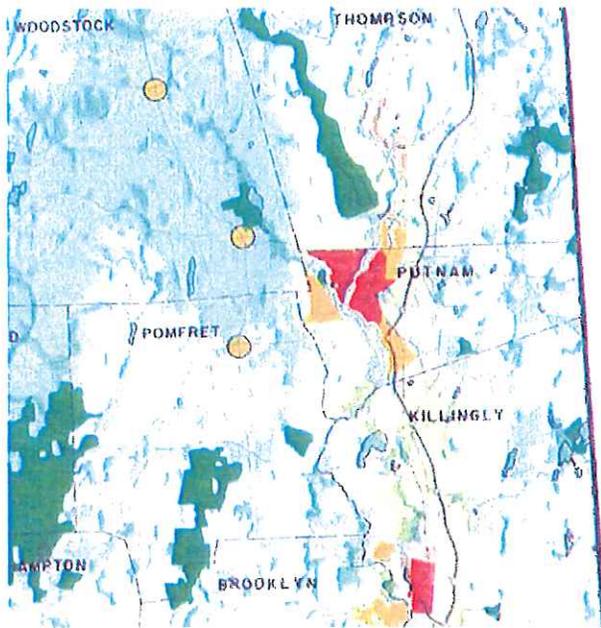
Each map category is assigned a development priority and a state action strategy indicating State policy toward support of development or conservation activities in that category. The State's policy continues to be to target public investment resources to support development first in "Regional Centers" (through a revitalization/rehabilitation strategy), then in "Neighborhood Conservation Areas" (a maintenance/intensification strategy) and then to "Growth Areas" (concentrate new growth and densities in areas close to Regional Centers). These designations are based on characteristics and suitability for various types of development. The most urbanized designations are based on quantifiable considerations such as extent of built up area, age and tenure of housing, and poverty. This visual format is where inconsistencies with the State Plan are clearly identifiable.

A comparison of the State's Locational Guide Maps for Putnam for 1987 and 2004 (Figure 8) shows the growth of areas around the I-395 exits as well as changes of classification made in several areas in the 1998 State Plan. The proposed map for the 2004 edition of the State Plan is unchanged from 1998.

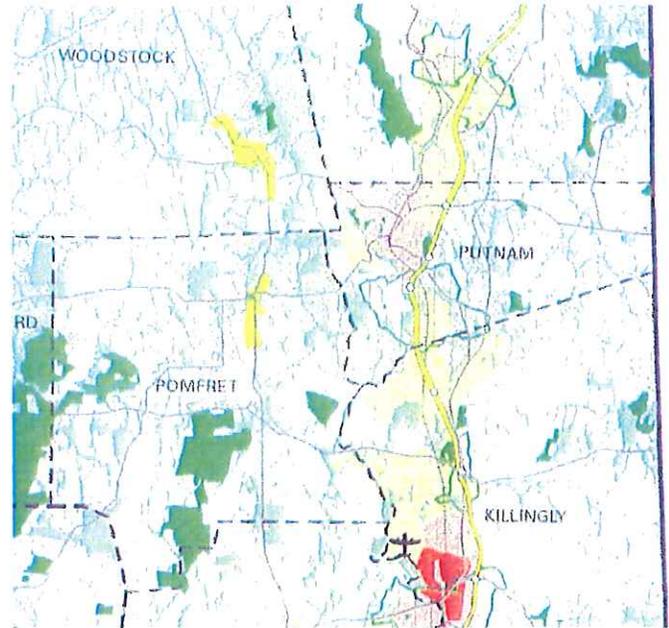
- The Special Services District was reclassified from an Urban Center (traditional core area commercial, industrial, transportation and specialized institutional services and facilities of inter-town significance areas) to a Neighborhood Conservation Area (significantly built-up and well-populated), a priority category one level below Regional Centers.
- Slight expansion of the Neighborhood Conservation Area boundary in the vicinity of Sabin Street and Heritage Road, a change from Long Term Urban Potential designation.
- Slight reduction in the Urban Growth Area west of Sabin Street by changing to a Conservation/Rural designation.
- Expansion of Growth Area designation south and east of Exit 95 to Killingly, a change from Rural designation.
- Growth Area boundary of Route 44, I-395, Heritage Road and Route 21 area amended to limit to Exit 97 area only; changes involved Conservation/Rural designations.

# PLAN OF CONSERVATION AND DEVELOPMENT

PUTNAM, CONNECTICUT



1987



2004

## URBAN AREAS

-  Urban Centers
-  Urban Conservation Areas
-  Urban Growth Areas
-  Long Term Urban Potential

## AREAS OF ENVIRONMENTAL CONCERN

-  Existing Preserved Open Space
-  Preservation Areas
-  Conservation Areas

## RURAL AREAS

-  Rural Community Centers
-  Rural Land

## URBAN AREAS

-  Regional Centers
-  Neighborhood Conservation Areas
-  Growth Areas

## AREAS OF CRITICAL ENVIRONMENTAL CONCERN

-  Existing Preserved Open Space
-  Preservation Areas
-  Conservation Areas
-  Level A/B Aquifer Protection Areas
-  Historic Areas

## RURAL AREAS

-  Rural Community Centers
-  Rural Land



## LOCATIONAL GUIDE MAP

Source: CT Conservation & Development Policies Plan

FIGURE 8

- Added Level A/B Aquifer Protection Area east and west of Exit 95 south to Killingly.
- Eliminated Long Term Urban Potential Area in southwest corner between River Road and the Quinebaug River; area changed to Rural/Conservation.

The following inconsistencies between the 2004 State Plan and the 2005 Land Use Plan proposed for Putnam are noted.

- The local plan extends its Growth Area designation (defined as areas suitable for more intense development with sufficient infrastructure availability and capacity) further west and north along Route 44 at I-395 Exit 97 than the State Plan does, based on the designation in the local Plan of the interchange area as a “Regional Retail Node” and the establishment of the Mary Crest Drive/Route 44 intersection as the Town’s urbanized area limit.
- The local plan also identifies the area around I-395 Exit 96 as a Growth Area based on the designation of this interchange area as a “Gateway Node” linking to downtown and having potential for multi-family housing development.
- The area west of I-395 south of Exit 95 has also been designated in the local Land Use Plan as a Growth Area to allow future use for industrial development consistent with the existing industrial park uses east of I-395 that are approaching build-out. The proposed area falls within the preliminary boundary limits established for an aquifer protection area, the actual extent of which will not be determined until more detailed evaluations are completed.

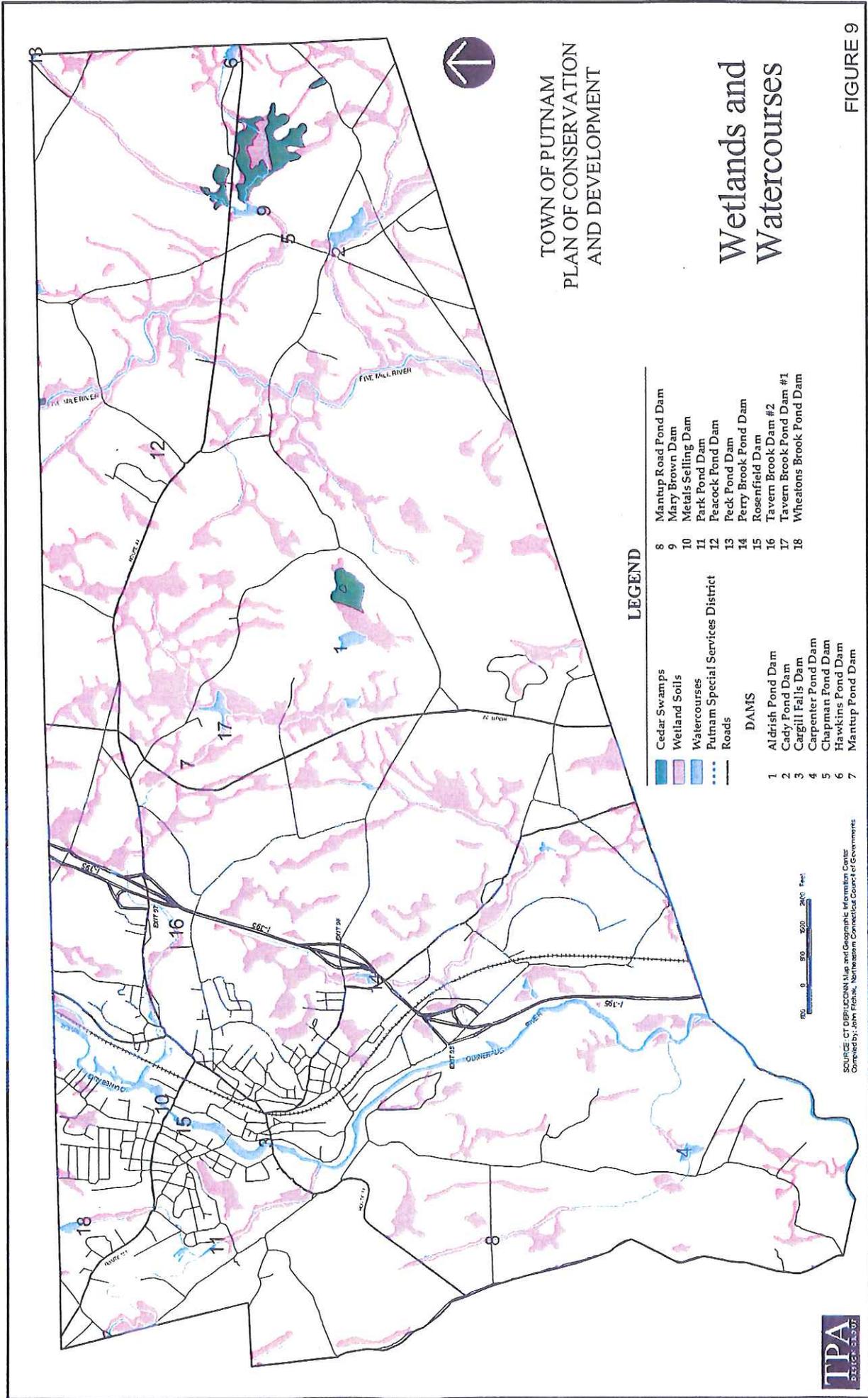
## PHYSICAL CHARACTERISTICS

Physical characteristics influence a town's development patterns. Some characteristics may constrain or limit development while others attract and encourage it. Historically, Putnam's development patterns were influenced by the water power of the Quinebaug River, the desire to use that water power for economic gain, and the practical need to work and live close to the growing economic hub even when that meant overcoming the challenges of building on the hillsides along the river.

### NATURAL RESOURCES

#### ■ Water Resources

The Town's main rivers are the Quinebaug and the Five Mile. Each of these has an associated network of small rivers, brooks and wetland systems that drain into it. Figure 9 shows the Town's Wetland and Watercourses. The drainage areas of these two rivers are sub-drainage basins of the Thames River. In general terms, more than two-thirds of the town is located on the Quinebaug sub-basin and the eastern one-third of town is on the Five Mile regional sub-basin. Within Putnam the Little River and Carpenter Brook feed into the Quinebaug from the west, while Little Dam Tavern and Perry/Culver Brooks feed in from the east. Several of these streams have ponds associated with them including Tavern Brook Pond and Aldrich Pond (Little Dam Tavern Brook), Wheaton's Brook Pond and Park Pond (associated with the Little River tributary) and Mantup Road Pond and Carpenter Pond (Carpenter Brook). Little Dam Tavern Brook also has an extensive wetland system associated with it. Tributaries to the Five Mile River include Munson Brook, Mary Brown Brook, Torry Brook and Cady Brook. Associated ponds include Hawkins Pond and Chapman Pond (Mary Brown Brook) and Cady Pond. All of the tributaries have associated wetland systems, with the river itself and Mary Brown Brook having relatively extensive systems. Understanding these resources and their interrelationship is important because they serve various public functions such as sources of water supply for residents (whether from the public water company or private wells); support for aquatic resources, wildlife, and recreation; and support the state's economic growth.



TOWN OF PUTNAM  
PLAN OF CONSERVATION  
AND DEVELOPMENT

# Wetlands and Watercourses

FIGURE 9

**LEGEND**

- Cedar Swamps
  - Wetland Soils
  - Watercourses
  - Putnam Special Services District
  - Roads
- DAMS**
- 1 Aldrich Pond Dam
  - 2 Cady Pond Dam
  - 3 Cargill Falls Dam
  - 4 Carpenter Pond Dam
  - 5 Chapman Pond Dam
  - 6 Hawkins Pond Dam
  - 7 Mantup Pond Dam
  - 8 Mantup Road Pond Dam
  - 9 Mary Brown Dam
  - 10 Metals Selling Dam
  - 11 Park Pond Dam
  - 12 Peacock Pond Dam
  - 13 Peck Pond Dam
  - 14 Perry Brook Pond Dam
  - 15 Rosenfield Dam
  - 16 Tavern Brook Dam #2
  - 17 Tavern Brook Pond Dam #1
  - 18 Wheatons Brook Pond Dam



SOURCE: CT DEPLICATION Map and Geographic Information Center  
Compiled by: John Pichak, Northeastern Connecticut Council of Government



## ■ Water Quality

As part of its management of the State's resources the State has established existing and projected water quality classifications in both surface water and groundwater categories, depending on intended use. The highest classification applies to existing or potential drinking water supply sources and tributaries, fish and wildlife habitat, recreational use, and agricultural and industrial supply. The classifications work downward from there, with designations reflecting diminishing public health functions/uses and increasing degradation of existing water quality. Classifications are reported in terms of present condition and future goals to be achieved or maintained if already at an appropriate water quality for intended use. Figure 10 is a guide to the water quality classifications for surface water and groundwater in Putnam as published by the State. In the majority of cases in the Quinebaug sub-basin present conditions (represented by the first letter symbol) do not meet water quality criteria that support designated uses (see map legend). The second letter symbol indicates the classification that is the goal for water quality in that resource area.

Existing or potential water supply areas are of course of most concern for maintaining high water quality. Note that the classifications for the Little River (the surface supply source for the Putnam Water Company) indicate that the raw water in the river presently does not meet the criteria for use as a public water supply without treatment, which is provided at the plant on Peake Brook Road. Land uses on the watershed upstream of the water treatment plant that may be contributing to degradation of the water quality include salt storages areas of the State DOT and the Town of Woodstock, runoff from agricultural uses such as manure piles and milk waste lagoons, the Woodstock landfill, and industrial discharges. Appropriate stormwater management and source protection measures need to be in use throughout the watershed area to assure protection of water quality even though treatment is being provided.

The second public water supply source for the Putnam Water Company is the Park Street Well Field. As an active water supply its classification is GAA. The well field's proximity to the Quinebaug River makes it vulnerable to the effects of historic and current land uses that have impacted the river's water quality. These include sewage treatment plants in Putnam and Thompson, Putnam salt storage and landfill areas, DOT salt storage and industrial and agricultural discharges. Most of these are non-point sources (occurring as leachate or as runoff rather than direct discharge to the river via a piped system). Groundwater protection is important throughout the community because those parts of town not served by public water depend on groundwater sources for individual wells. These areas are designated and need to be maintained as GA areas by controlling the sources of degradation and pollution. At present the Town has only minimal and informal source protection measures in place to protect the quality of its public and private drinking supply sources.

**WATER QUALITY CLASSIFICATIONS**

This chart summarizes the water quality classifications for the Town of Putnam. The water quality standards are based on the Connecticut Department of Environmental Protection (DEP) Water Quality Standards for Freshwater. The chart should be used only as a guide. Refer to the current edition of the STANDARDS for more detailed information. Classification symbols, separated by a diagonal line (B/A), indicate the present condition (B) and the future goal (A).

**SURFACE WATER CLASSIFICATIONS**

**CLASS AA**  
 Downstream Use: Limited or potential public drinking water supply, fish and wildlife habitat, recreational use, agricultural and industrial supply, and water purposes. Recreation uses may be restricted.

**CLASS A**  
 Known or potential for water supply, recreation which support the ship canal uses, and other water uses. May be used for drinking water supply. *Water supply uses are shown in Class A where appropriate.*

**CLASS B**  
 May not be used for Class AA water quality criteria or downstream uses. The goal is Class AA.

**CLASS C**  
 Downstream Use: Recreational use, fish and wildlife habitat, agricultural and industrial supply, and other legitimate uses. *Water supply uses are shown in Class C where appropriate.*

**CLASS D**  
 May not be used for Class A water quality criteria or other downstream uses. The goal is Class A.

**CLASS E**  
 May not be used for Class A water quality criteria or other downstream uses. The goal is Class A.

**CLASS F**  
 May not be used for Class A water quality criteria or other downstream uses. The goal is Class A.

**CLASS G**  
 May not be used for Class A water quality criteria or other downstream uses. The goal is Class A.

**CLASS H**  
 May not be used for Class A water quality criteria or other downstream uses. The goal is Class A.

**CLASS I**  
 May not be used for Class A water quality criteria or other downstream uses. The goal is Class A.

**CLASS J**  
 May not be used for Class A water quality criteria or other downstream uses. The goal is Class A.

**CLASS K**  
 May not be used for Class A water quality criteria or other downstream uses. The goal is Class A.

**CLASS L**  
 May not be used for Class A water quality criteria or other downstream uses. The goal is Class A.

**GROUND WATER CLASSIFICATIONS**

**ALL GROUND WATERS OF THE STATE**

**CLASS AA**  
 Downstream Use: Limited or potential for the drinking water supply.

**CLASS A**  
 Downstream Use: Limited or potential for the drinking water supply.

**CLASS B**  
 Downstream Use: Limited or potential for the drinking water supply.

**CLASS C**  
 Downstream Use: Limited or potential for the drinking water supply.

**CLASS D**  
 Downstream Use: Limited or potential for the drinking water supply.

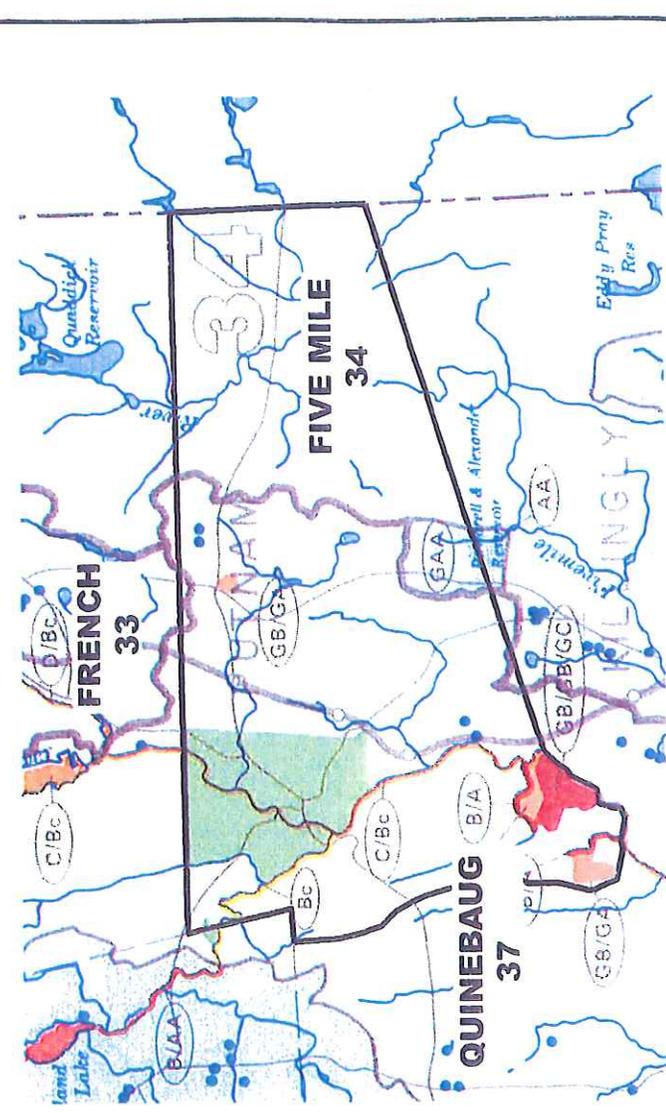
**CLASS E**  
 Downstream Use: Limited or potential for the drinking water supply.

**THAMES MAJOR BASIN**

33 French Regional Basin

34 Five Mile Regional Basin

37 Quinebaug Regional Basin



TOWN OF PUTNAM  
 PLAN OF CONSERVATION  
 AND DEVELOPMENT

Drainage Basins &  
 Water Quality Classifications

SOURCE: Connecticut Department of Environmental Protection



FIGURE 10

## ■ Topography

Land with the fewest constraints is usually developed first, so that as a community matures undeveloped areas dwindle to the land that is more difficult, and therefore often more costly, to develop. These areas are usually environmentally sensitive such as steep slopes, wetlands or floodplain, requiring engineered solutions to overcome these natural development constraints.

Putnam is located in the Eastern Uplands of Connecticut, an area of rugged terrain characterized by north-south running hills. Areas of Significant Slopes in Putnam are shown on Figure 11. Putnam is surrounded by the rolling Windham Hills on the west and the more rugged Mohegan Range on the east. The Quinebaug River runs through lowlands that extend south all the way to Griswold. There is also an area of relatively flat topography east of I-395 which includes extensive wetland areas. Torry Hill and Elmwood Hill bracket this flat area through which the Five Mile River flows.

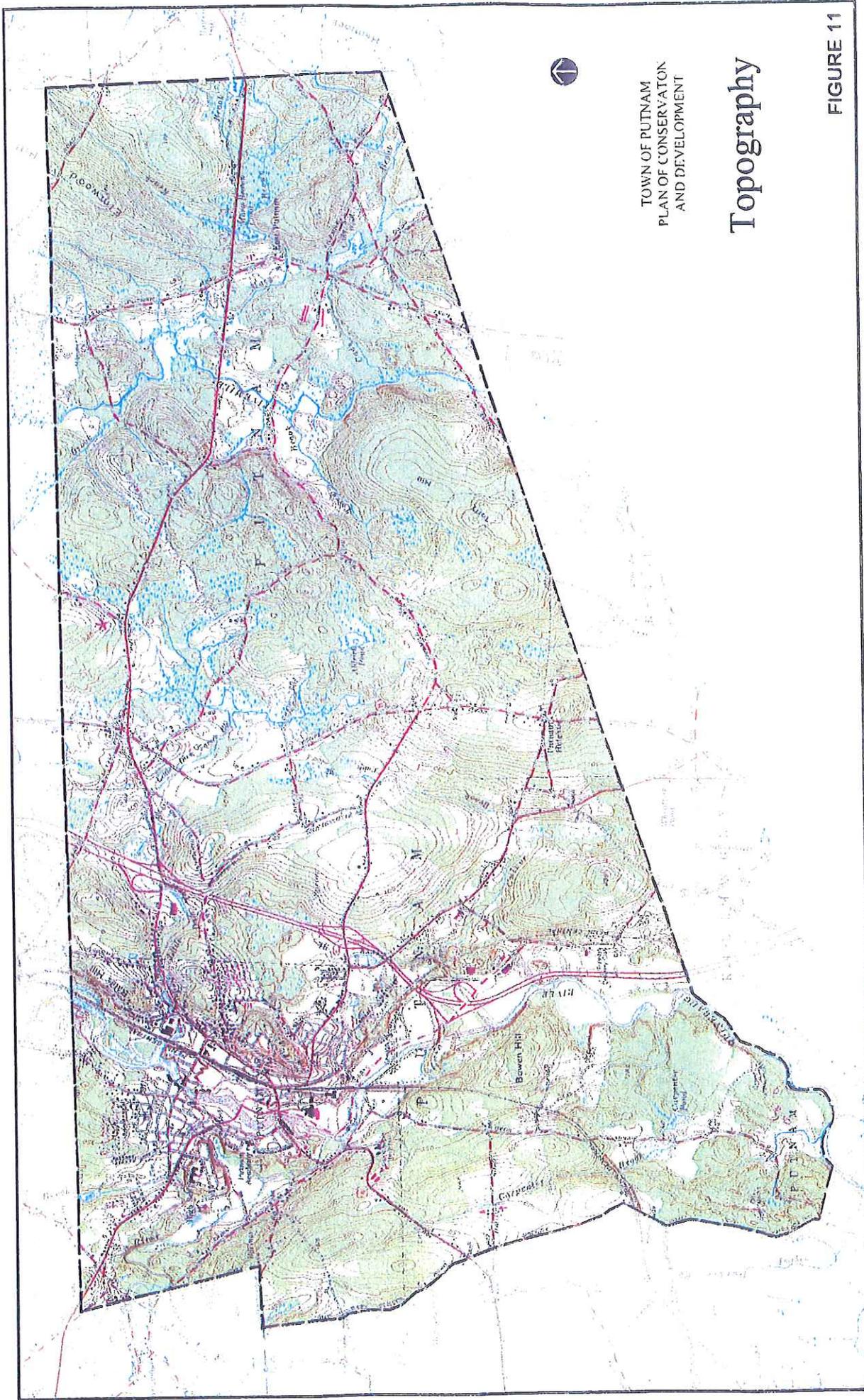
## ■ Soils

Soils vary in characteristics that impact their suitability for development such as slope, drainage or stoniness. The soils in Putnam are the result of the geologic forces that created its landscape of hills and rivers. Because of these characteristics it is not surprising to find that like much of the County, many areas contain soils that are impacted by slope, have a stony quality or are wet or poorly drained. Some of these soil properties can be mitigated through engineering solutions, at an added development cost. Figure 12 shows soils in Putnam.

## **DEVELOPMENT PATTERNS**

### ■ Growth Patterns

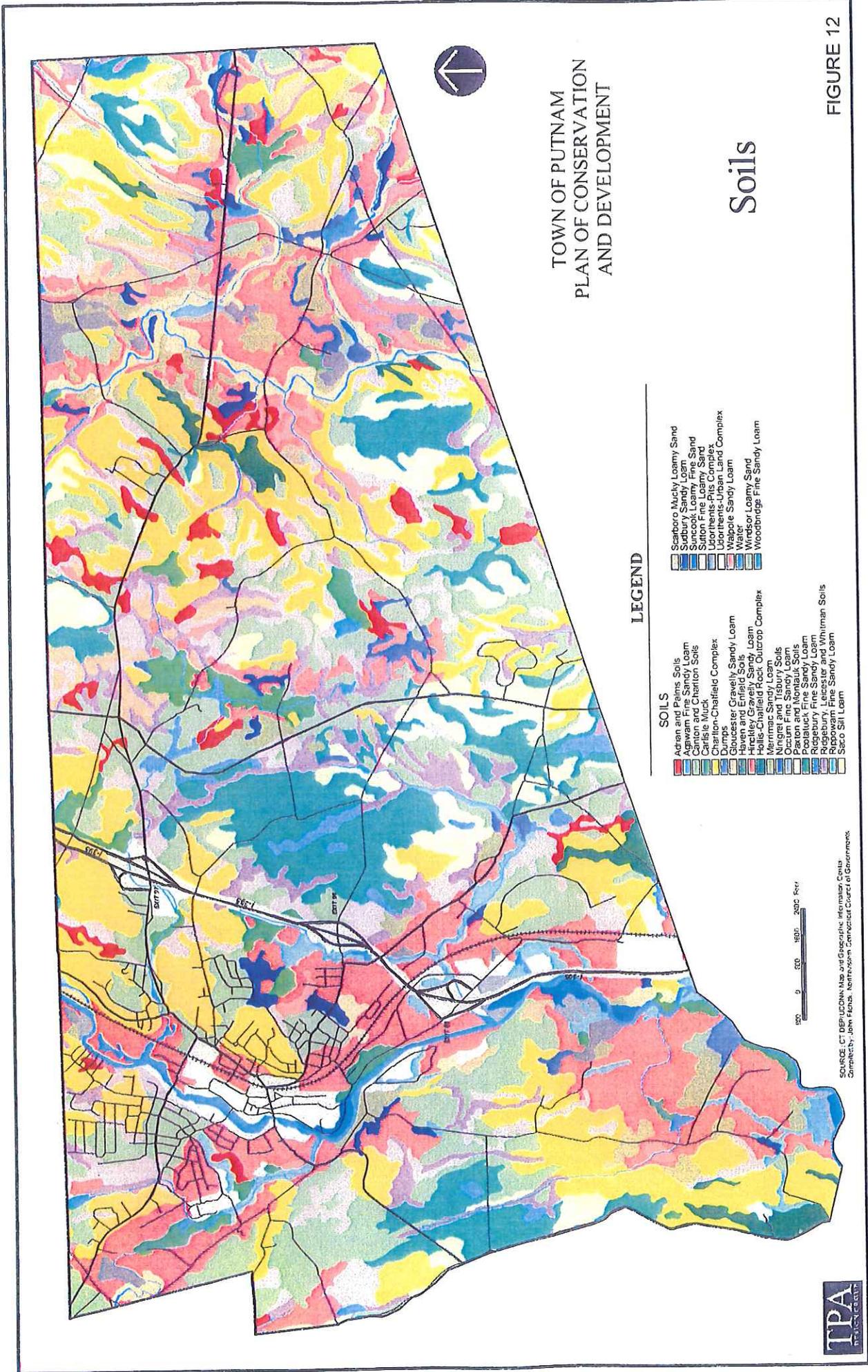
From its very beginning Putnam has grown as a commercial and industrial center for surrounding rural areas. Putnam's early settlers were farmers and the town's early development occurred in a typical agrarian pattern of farms supported with village centers that grew up around early stage coach routes (such as Putnam Heights), and saw and grist mills along the Quinebaug River. The coming of the railroad heightened opportunities and led to construction of large industrial mills along the river. These areas then became the focus of development as workers needing houses, schools, churches and shops close to their workplaces were drawn to the mills. Figure 13 includes an 1893 USGS map showing the area shortly before it incorporated as a City in 1895. The core area grew in a traditional grid pattern, its density eventually supported by physical and social infrastructure and full services. Most of Putnam's growth continued to radiate out from this core (the incorporated city) until the 1950s. Today this area is known as the Special Services District. Figure 13 also includes a 1945 USGS map that shows the growth of the City.



TOWN OF PUTNAM  
PLAN OF CONSERVATION  
AND DEVELOPMENT

# Topography

FIGURE 11



TOWN OF PUTNAM  
PLAN OF CONSERVATION  
AND DEVELOPMENT

Soils

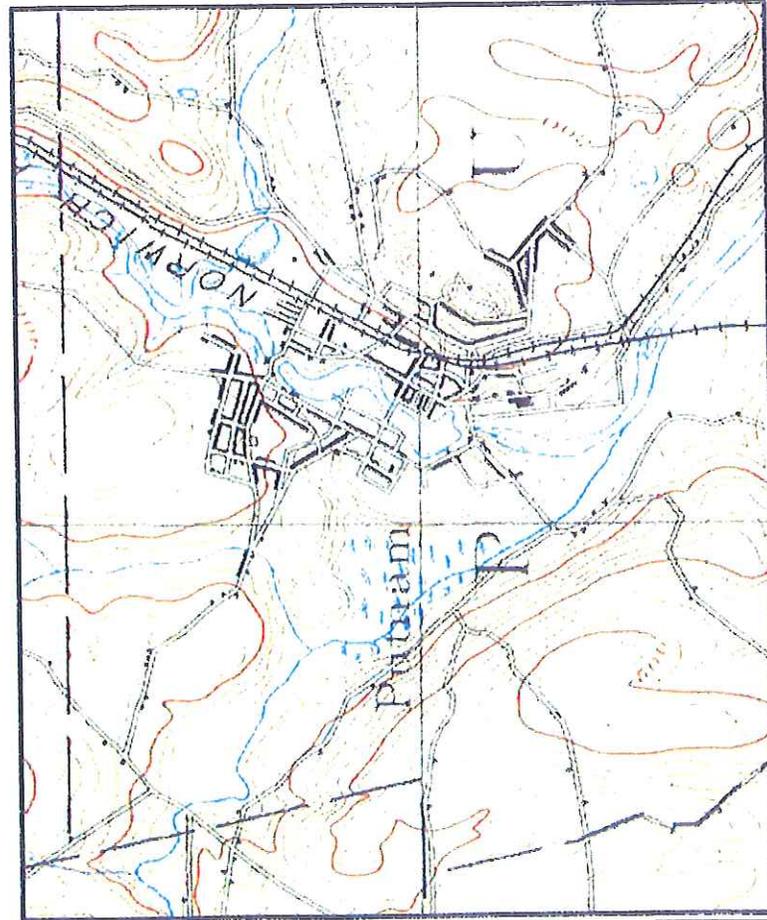
LEGEND

- |  |  |
|--|--|
| <ul style="list-style-type: none"> <li>Adrian and Plains Soils</li> <li>Agawan Fine Sandy Loam</li> <li>Canton and Chertton Soils</li> <li>Carlisle Muck</li> <li>Charlton-Chalfield Complex</li> <li>Dumps</li> <li>Haven and Enfield Soils</li> <li>Hickley Gravelly Sandy Loam</li> <li>Holle-Chalfield Rock Outcrop Complex</li> <li>Merrimac Sandy Loam</li> <li>Ningret and Scabery Soils</li> <li>Paxon and Montauk Soils</li> <li>Postluck Fine Sandy Loam</li> <li>Ridgebury Fine Sandy Loam</li> <li>Ridgebury, Leicester and Whimian Soils</li> <li>Sec 9 Silty Loam</li> <li>Sec 9 Silty Loam</li> </ul> | <ul style="list-style-type: none"> <li>Scarboro Mucky Loamy Sand</li> <li>Scabery Sandy Loam</li> <li>Suncook Loamy Fine Sand</li> <li>Sutton Fine Loamy Sand</li> <li>Urban Soils</li> <li>Urbanites-Urban Land Complex</li> <li>Water</li> <li>Walpole Sandy Loam</li> <li>Windbor Loamy Sand</li> <li>Woodbridge Fine Sandy Loam</li> </ul> |
|--|--|

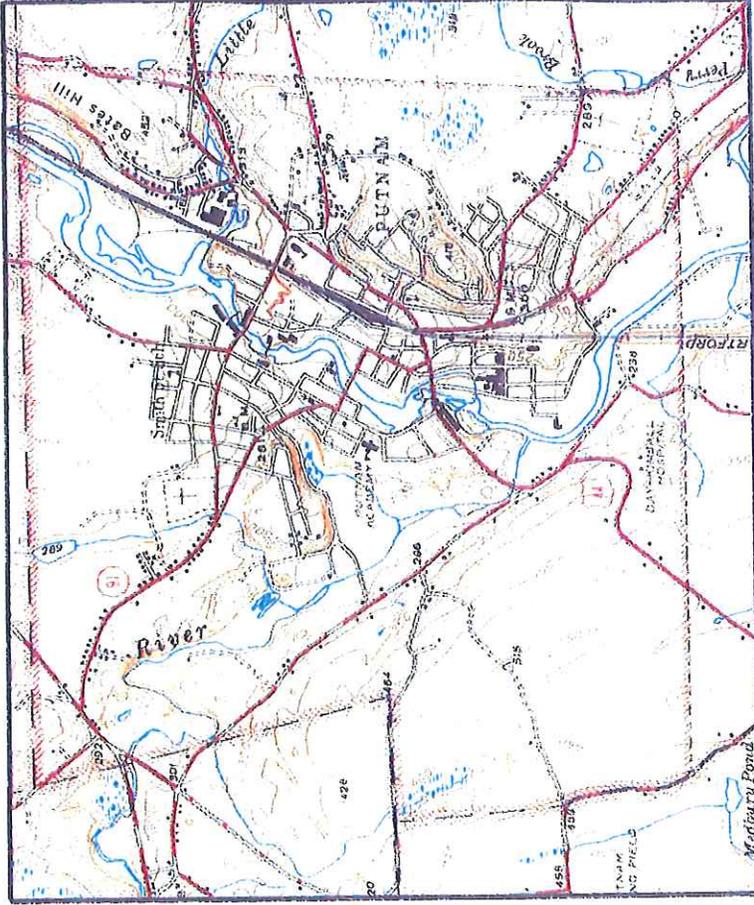
SOURCE: CT DEP/USDA/NR Map and Geographic Information Center  
Compiled by: John Fitch, Northwood Commercial Council of Governments



FIGURE 12



Putnam Center  
1893 U.S.G.S Mapping



Putnam Center  
1945 U.S.G.S Mapping

TOWN OF PUTNAM  
PLAN OF CONSERVATION  
AND DEVELOPMENT

FIGURE 13

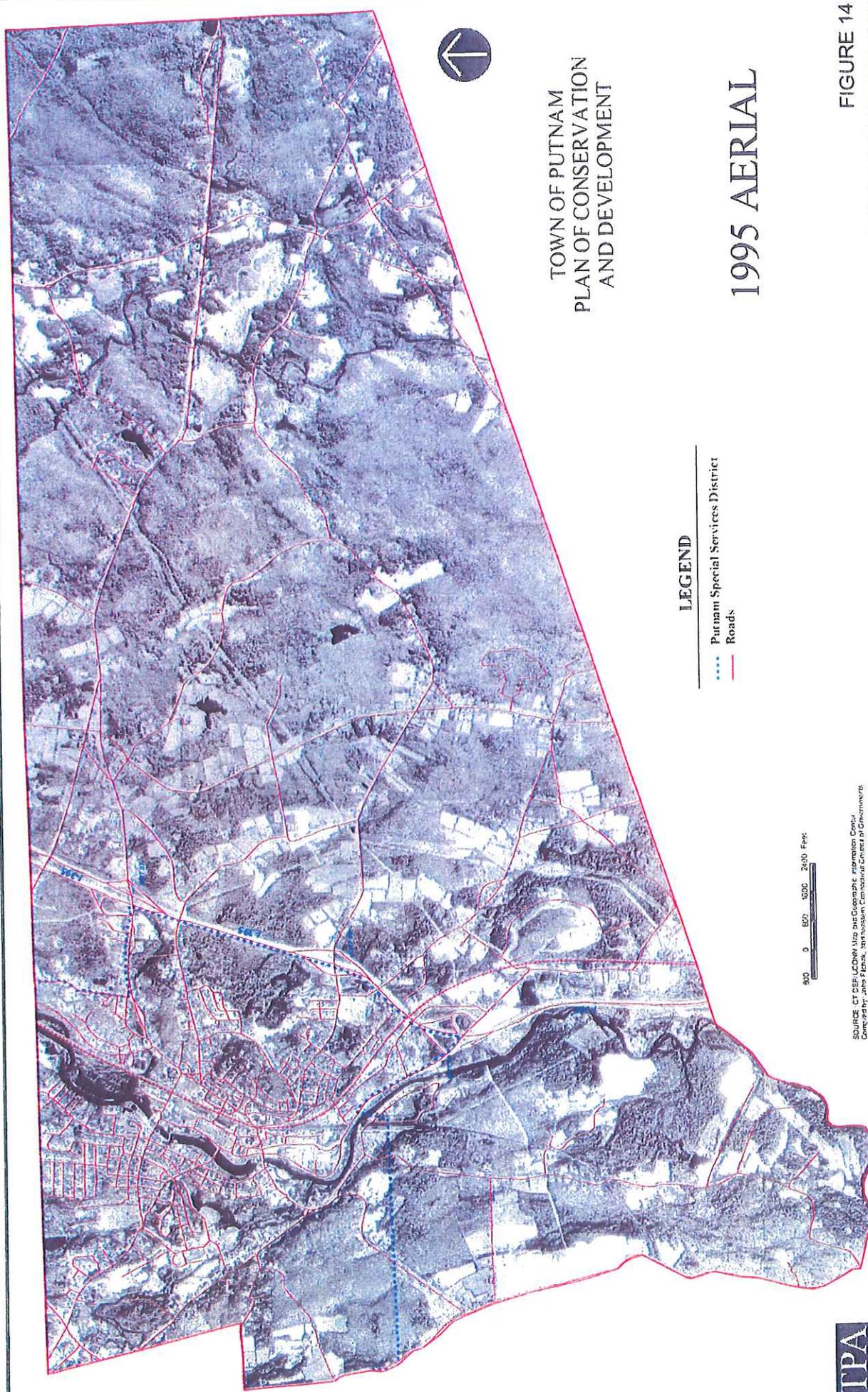
Putnam is fortunate that the suburbanization that has occurred to date has not been in the form that marks so many Connecticut communities - the large, cookie-cutter subdivision. In contrast, the residential areas of Putnam outside the Special Services District have predominantly developed along existing streets, retaining much of the rural landscape. However, residential development outside the Special Services District can be expected to increase in the next ten years which could place pressure on the retention of this rural character. Figure 14 is a 1995 aerial photo of the town showing the town's overall growth pattern.

Figure 15 indicates types of land cover in Town showing extensive areas of forested and open space lands. These undeveloped land areas in Putnam have the potential to be impacted by slope or wetland soil conditions, essential elements of Putnam's natural landscape. As the man-made landscape continues to expand the Town must be vigilant against adverse impact or loss of these areas. In addition to scenic and cultural value, they play critical roles in maintaining safe water supply. Remaining undeveloped areas, particularly areas outside the Special Services District, will therefore increasingly be impacted by physical characteristics that will make factors such as erosion control, stormwater management, stormwater pollution control, groundwater recharge, on-site sewage disposal and wetland and watercourse protection, important considerations for reviewing and approving development proposals.

#### ■ Existing Land Use Patterns

Putnam's land use patterns, as shown in Figure 16, are very distinct. Even before I-395 cut the town in two, industrialization had created a city within a town, leading to the establishment of two distinct governmental units. This governmental separation lasted nearly 90 years, during which time the city versus town land use patterns became firmly established.

A diversity of uses in the city provided employment and services for the town, which remained rural and primarily residential with some commercial areas on major travel routes. Industrial and commercial development was centered in the core area with its mills and downtown until I-395 interchanges induced non-residential development outside its boundaries. The focus of industrial development has now shifted to an industrial park setting at the Exit 95 interchange. The mills continued as active industrial facilities until fairly recently. Though several are now vacant and will probably never again be used for the large-scale manufacturing uses they once housed, several are being adaptively reused for non-manufacturing uses. More of this type of activity will be necessary if the mills are to remain a viable part of the landscape. Table 14 is an inventory of Putnam's major mills.



TOWN OF PUTNAM  
 PLAN OF CONSERVATION  
 AND DEVELOPMENT

1995 AERIAL

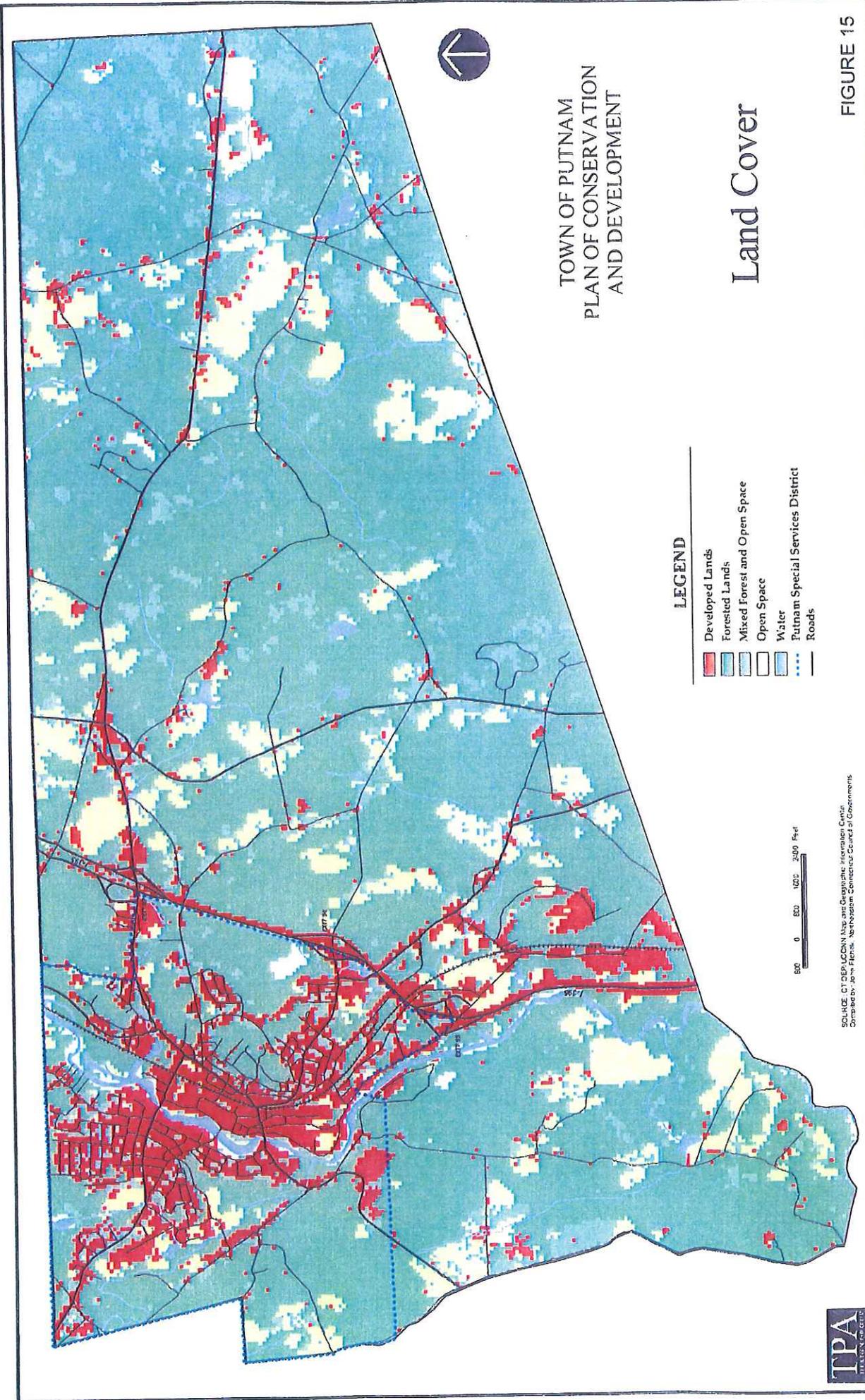
LEGEND

- Putnam Special Services District
- Roads



SOURCE: CT DEPT. OF CONSERVATION AND PUBLIC AFFAIRS, "Geographic Information Contour  
 Contour by John F. Kelly, Northrup Aviation, Connecticut Council of Government"

FIGURE 14



TOWN OF PUTNAM  
 PLAN OF CONSERVATION  
 AND DEVELOPMENT

Land Cover

LEGEND

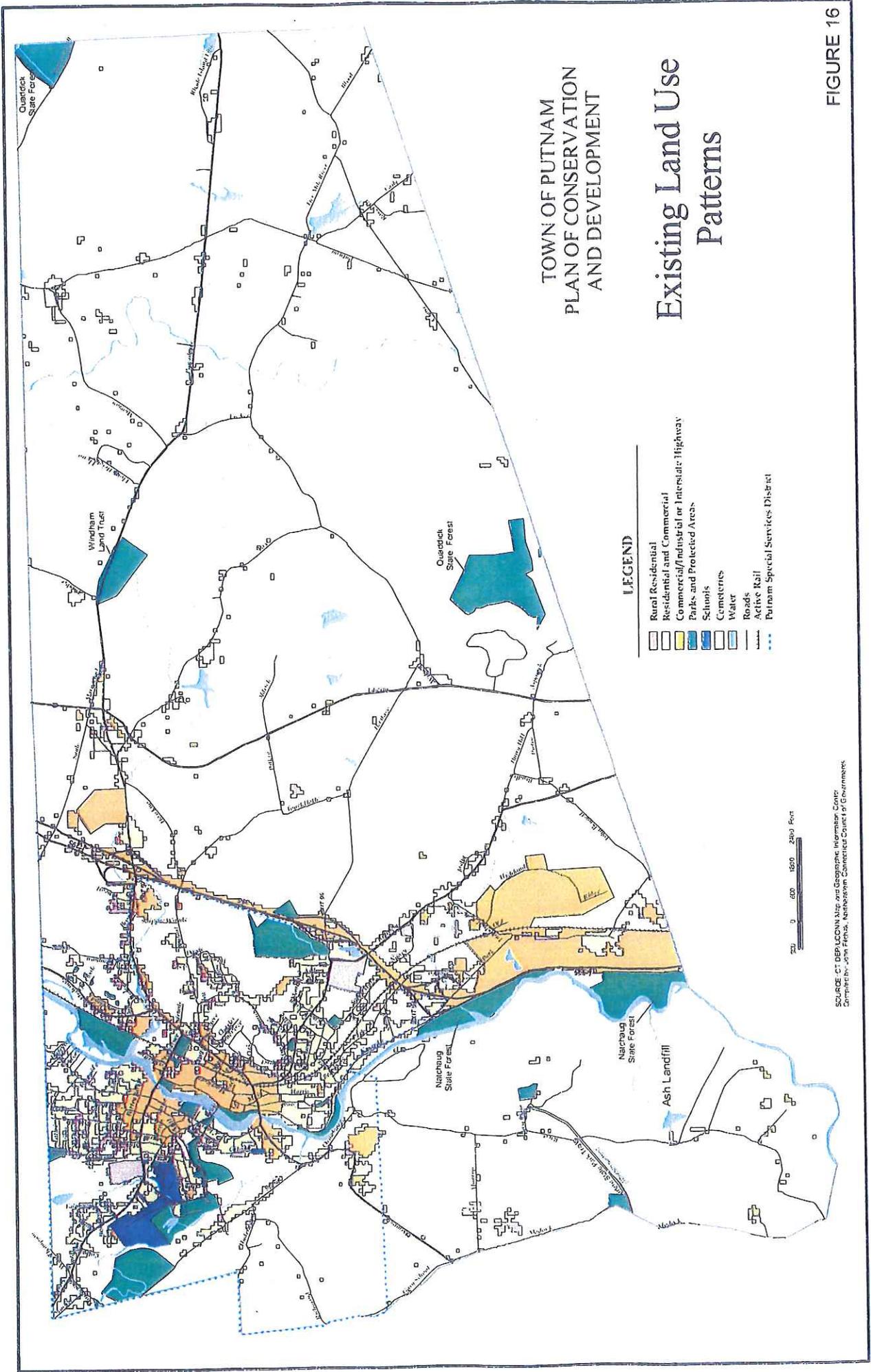
- Developed Lands
- Forested Lands
- Mixed Forest and Open Space
- Open Space
- Water
- Putnam Special Services District
- Roads

600 0 200 400 Feet

SOURCE: CT DEPT. OF CONSERVATION AND DEVELOPMENT; INFORMATION CENTER  
 COMPILED BY: JIM FLEMING, NORTHERN CONNECTICUT COLLEGE OF GOVERNMENT



FIGURE 15



TOWN OF PUTNAM  
 PLAN OF CONSERVATION  
 AND DEVELOPMENT

# Existing Land Use Patterns

- LEGEND**
- Rural Residential
  - Residential and Commercial
  - Commercial/Industrial or Interstate Highway
  - Parks and Protected Areas
  - Schools
  - Cemeteries
  - Water
  - Roads
  - Active Rail
  - Putnam Special Services District

FIGURE 16

SOURCE: CT DEPT. OF CONSERVATION and Geographic Information Systems. Compiled by: John P. Harris, Northeastern Connecticut Council of Governments.

**Table 14**  
**Town Of Putnam**  
**Mill Inventory**

Address	Owner	Parcel ID	Lot Size	Bldg. ID	No. Stories	Building Size*	Basement	Yr. Built	Building Type	Zoning
350 Kennedy Drive (Nightingale Mill)	Nightingale Mill of Putnam	13 - 19	1.27 ac.	Bldg. 1	1	960 s.f.	Full	1940	Retail store	I
				Bldg. 2	3	14,220 s.f.	Slab	1850	Warehouse	
				Bldg. A1	1	2,080 s.f.	Slab	1890	Office	
				Bldg. A2	1	<u>1,762 s.f.</u> 19,022 s.f.	Slab	1920	Warehouse	
328 Kennedy Drive (Rhodes Mill)	U.S. Button Corporation	13 - 18	3.43 ac.	Main	4	38,392 s.f.	Full	1850	Office /	I
				Bldg. A1	2	21,426 s.f.	Slab	1918	Industrial	
				Bldg. A2	2	<u>29,326 s.f.</u> 89,144 s.f.	Slab	1978	Industrial	
107 Providence Street (Powhatan Mill/ Belding Mill)	107 Providence Street Associates LLC	7 - 30	2.00 ac.	Main	4	53,336 s.f.	Full	1872	Industrial	I
				Bldg. A1	2	13,966 s.f.	Half	1941	Industrial	
				Bldg. A2	3	7,560 s.f.	Full	1872	Industrial	
				Bldg. A3	2	5,600 s.f.	Full	1940	Industrial	
				Bldg. A4	1	1,117 s.f.	Full	1942	Industrial	
				Bldg. A5	1	3,487 s.f.	Slab	1940	Warehouse	
				Bldg. A6	1	2,695 s.f.	Full	1933	Industrial	
				Bldg. A7	1	1,636 s.f.	Full	1925	Industrial	
				Bldg. A8	1	3,554 s.f.	Full	1940	Industrial	
				Bldg. A9	1	150 s.f.	Full	1872	Industrial	
Bldg. A10	1	<u>1,768 s.f.</u> 94,869 s.f.	Slab	1940	Industrial					
245 Church Street	Quinebaug Valley Cold Storage Assoc.	13-24-1	1.15 ac.	Main	1	5,800 s.f.	Slab	1957	Industrial	I
				Bldg. A1	1	<u>(1,554 s.f.)</u> 5,800 s.f.	Slab	1957	Canopy/Dock	

**Table 14  
Town Of Putnam  
Mill Inventory**

Address	Owner	Parcel ID	Lot Size	Bldg. ID	No. Stories	Building Size*	Basement	Yr. Built	Building Type	Zoning
241 Church Street (Morse Mill)	241 Church Street LLC	13 - 24	0.91 ac.	Main	4	33,664 s.f.	Full	1847	Industrial	C-2
				Bldg. A1	3	6,438 s.f.	Full	1878	Industrial	
				Bldg. A2	1	1,830 s.f.	Full	1995	Retail store	
				Bldg. 2	2	41,932 s.f.	Half	1963	One Family Residence	
58 Pomfret Street (Pomfret Cotton Mills / Saxon Woolen Mills)	Greg A. Renshaw	18 - 49	5.77 ac.	Main	3	71,160 s.f.	Slab	1869	Industrial	I
				Bldg. A1	4	21,380 s.f.	Slab	1848	Industrial	
				Bldg. A2	1	1,720 s.f.	Slab	1943	Industrial	
				Bldg. A3	2	24,298 s.f.	Slab	1869	Industrial	
				Bldg. A4	1	2,586 s.f.	Slab	1936	Industrial	
				Bldg. A5	2	3,440 s.f.	Slab	1884	Industrial	
				Bldg. A6	3	30,372 s.f.	Slab	1849	Industrial	
				Bldg. A7	2	2,444 s.f.	Slab	1953	Industrial	
				Bldg. A8	1	168 s.f.	Slab	1953	Industrial	
Bldg. A9	1	(728 s.f.)	Slab	1953	Dock					
52 Pomfret Street (Saxon Woolen Mills)	Greg A. Renshaw	18-49-1	0.23 ac.	Main	2	5,592 s.f.	Full	1869	Office	C-3
				Bldg. A1	1	51 s.f.	Full	1869	Office	
				Bldg. A2	1	(30.s.f.)	Slab	1869	Enclosed Frame	
83 Canal Street (Monohansett Mill)	Global Manufacturing LLC	23-5	2.01 ac.	Main	3.5	36,519 s.f.	Slab	1847	Industrial	I
				Bldg. A1	2	3,404 s.f.	Slab	1890	Industrial	

\*Building size column does not include basement area.

Source: Putnam Property Record Cards, Office of the Assessor

The downtown remains remarkably intact, its elevation saving it from the devastating flood of 1955 (Figure 17). Those areas that were destroyed by the flood were rebuilt in typical urban renewal era designs and site layouts: low rise strip buildings set back from the street, with extensive asphalt parking lots in front of the buildings. This design is in sharp contrast to the adjacent buildings of the downtown. A niche market in antiques has become the major economic force in the downtown. This market has supported revitalization of the downtown consistent with its traditional architecture. However, the real retail focus has shifted to the Exit 97 interchange on Route 44, where the development has been in the form of big-box, and chain stores, with their standard corporate design features. A number of older neighborhood retail areas located along Providence Street and School Street west of Exit 97. These areas contain clusters of small businesses trying to compete with the Town's two established retail hubs, the downtown and Exit 97, in the areas of variety of goods and services, parking, operating hours and cost competitiveness. This struggle is often reflected in lack of investment in property improvement and many of these areas have a tired, run-down appearance.

Not surprisingly housing characteristics reflect the Town's development pattern. 80% of all of the Town's housing units are located in the densely developed Special Services District. More than one-half of these units are located in multi-unit structures, predominantly structures containing 2 to 4 units. Some 41% of units in the District are single family detached units. In contrast, 89% of the units outside the District are single-family detached dwellings.

#### ■ Landfill Areas

The amount of land in Putnam devoted to community and commercial landfills represents a substantial amount of land resources. Continued productive use of the land, as well as determination of environmental and health issues that may be associated with the landfill use, are important considerations for the future of Putnam. Many communities have succeeded in creating opportunities and deriving economic or community benefit from areas once devoted to landfill operations. Turning what many consider a liability into an asset begins by changing the way the community thinks about the area – for example dropping public use of the name “landfill” or “dump” in favor of a use neutral name for the site. This begins to dissociate the former use from the land resource, and begins the process of consideration of potential positive reuses.

Many technical considerations to identify development limitations must precede actual reuse planning. Design expertise will be required to address issues associated with closure, capping and monitoring, as well as to develop a realistic reuse vision, determine costs and assure protection of public health and safety. Though challenging, it is critical that the Town plan for and follow through on implementation of beneficial reuse of these areas.



**Putnam Center**  
August 1955 Quinebaug River at Putnam (looking north)

(Credit: Physical Geology, 2nd ed. R.F. Flint and B.J. Skinner,  
John Wiley & Sons, New York, 1977)

## ■ Gateways

Because gateways are the main entrances to the community for visitors and residents, they are like a home's front door. They provide identity and make a statement about the pride and self-image of those who live there. Tidy, attractive entrances make a better impression and offer more of a sense of welcome than do cluttered and poorly maintained ones. Its gateways are the opportunity to for a community to offer a sense of arrival; to distinguish itself from surrounding communities, to convey its community confidence and quality of life, and to leave a positive and lasting impression that will make people want to come back.

Each of Putnam's gateways is related to a facet of community life. Some directly support identifiable economic functions while others are primarily access points for residents and visitors. Each has its own "audience" and physical setting. The state routes – 44, 171, 12 and 21 – primarily serve local and regional workers and shoppers, with Route 44 providing connections to I-84 and Rhode Island. The three exits from I-395 are the primary links by which manufacturing and business users and tourists arrive in town. For these visitors, directional and services available signage are particularly important if they are to have a comfortable and welcoming stay. The following is a summary of Putnam's primary gateways.

- Route 44 at Quinebaug Avenue

A standard CT DOT sign at this location signifies that you are entering downtown Putnam. One emerges from the rural character of Route 44 in Pomfret and the steep, winding section of roadway near the Dempsey Center and Day-Kimball Hospital into a stretch that is in transition in a land use sense. This part of the Route 44 corridor increasingly houses medically-related offices while the section closer to downtown Putnam contains vacant mill buildings and older commercial structures. This primary gateway from the west brings you directly to the center of Town at the Cargill Falls via the historic Pomfret Street Bridge.

- Exit 95 from I-395 (Kennedy Drive)

This gateway presents the corporate face of Putnam. Businesses are clearly visible from I-395 but there is limited directional signage at the Kennedy Drive interchange, which serves as access to the Putnam Industrial Park and other industrial development to the south, and the downtown on the north. As one proceeds north on Kennedy Drive toward downtown land uses transition from corporate and industrial to small-scale professional offices and the rear facades of large mill complexes which frame the river, the trail and the access to the town center.

- Exit 97 from I-395 (Woodstock/East Putnam/Route 44)

This gateway serves a regional commercial area that is a mixture of large-box retailers, fast food franchises and local businesses. CT DOT signs on I-395 announce the availability of “food, phone, gas and diesel” but directional signage is lacking at the end of the exit ramp to direct those unfamiliar with the area. This is a missed opportunity to present the area to southbound travelers on I-395 as a travel center and to generally promote Putnam as a service center and community.

- Exit 96 from I-395 (Route 12/Putnam Heights)

This gateway primarily serves as access to residential areas, historic areas and a route to the downtown from the east. CT DOT signs on I-395 announce the availability of “food, phone, gas and lodging” but again directional signage at the end of the ramp is limited, lacking or in poor condition. The route to downtown traverses a neighborhood of Putnam with historic character and provides an attractive view of the town and some of its historic resources from the vicinity of Grove and Main Streets. Traveling east from the interchange leads to residential areas and the historic Putnam Heights area. There is no signage to indicate the presence of these historic resources.

- Route 171/Providence Street

Traffic from Woodstock traverses Route 171 into Putnam. A good opportunity to create an attractive gateway would be in the vicinity of Wicker Street. At this point there is a visual transition to an established, densely developed mixed-use area. Establishing a welcoming gateway here would not only alert drivers to the change in character, but could serve as a catalyst to foster public and private physical improvements to upgrade and promote the corridor’s many small businesses located in a village context.

## **HISTORIC / CULTURAL RESOURCES**

In the last few years it has become clear that Putnam has a lot of positive things to offer because it has a rich history: an impressive mixture of scenic river landscapes, waterfalls, old mill buildings, well-preserved Victorian period houses and a late 19th/early 20th century downtown that retains its pedestrian scale. This setting proved a perfect match for the establishment of an antiques district. This in turn focused attention on the myriad of benefits that can derive from preserving and sharing the town’s history and led the Town to become proactively involved. As a result, the Putnam River Trail was built along the east bank of the Quinebaug River with a connection across the river at the southern end to allow future link-up with the Airline

Trail. The River Mills Heritage Trail is planned as a loop extending to the west side of the river between Pomfret Street (Route 44) and Providence Street (Route 171).

The River Mills Heritage Trail will be a walking tour that will not only provide the opportunity to tell the stories of the town's historic mills but to incorporate some of the related history of Putnam. As the trail moves along Church Street one will pass the Victorian Gothic Putnam Town Hall (the Old High School) listed on the National Register of Historic Places and the Gothic Revival Baptist Church (at Woodstock Avenue), identified as being eligible for listing on the National Register. There are also several eye-catching residential structures located in the area (undoubtedly once belonging to prominent families) whose "stories" should be referenced for visitors in the trail's guide and map. The Pomfret Street Bridge has also been determined to be eligible for listing in the National Register of Historic Places and its historic significance should also be noted.

Initial information on the significance of these structures can be obtained from the Historic Resource Survey of 181 properties completed in 1987 for the Putnam Redevelopment Agency. This survey encompassed much of Central Putnam and identified structures which appeared to meet the criteria to be eligible for listing on the National Register, as well as potentially eligible districts. These recommendations are summarized in Appendix G.

At the time of the survey most of the structures were found to be in good condition. The Town Historian and the Aspinock Historical Society will prove invaluable resources in identifying areas, historic significance and related stories on which to build a number of self-guided walking tours, guided school tours and printed materials to tell the stories.

While completing the 1987 survey in its target area the consultants took note of areas outside the study area that contained historic structures. Areas recommended for further study as summarized in the 1989 Plan of Development are summarized below.

- Some two dozen buildings on Church Street, Woodstock Avenue, and adjacent side streets. Primarily large Victorian houses of leading families, most are fairly well-preserved and potentially constitute a National Register-eligible district.
- Quinebaug Avenue, an area with several Greek and Gothic Revival houses.
- Streets leading out of town (Grove Street, Woodstock Avenue, Route 12), which have houses from a variety of periods.
- Putnam Heights, the old town center of Killingly, which includes a number of fine houses and a c. 1815 meeting house. State Register forms and extensive research material produced by the Aspinock (Putnam) Historical Society are available on this area.

The statewide Inventory of Historic Engineering and Industrial Sites (Matthew Roth 1981) includes five mills in Putnam:

- Morse Mill, 241 Church Street, 1846
- Rhodes/Nightingale Mills, 328 Kennedy Drive, 1841±
- Monohansett Mill, Monohansett Street, Second Empire style, 1868
- Pomfret Cotton Mills/Saxon Woolen Mills, Pomfret Street, 1824±
- Powhattan Mill, 107 Providence Street, Second Empire style, 1872

These mills are the focus of the River Mills Heritage Trail. Small adjacent areas of associated worker housing are present at most of these mill locations and provide an added opportunity to discuss the social history aspects of the development of the textile industry in Putnam. The creation of the River Mills Heritage Trail also provides the opportunity to formalize a thematic resource nomination of the mills to the National Register of Historic Places. At the present time only two properties in Putnam have been listed on the National Register: the Israel Putnam School (corner of School and Oak Streets, listed in 1984) and the Cady-Copp Cottage (115 Liberty Highway, listed in 2001). This designation affords the property certain protections from state and federal actions (accorded once the eligibility designation is made) and opens up benefits such as potential tax credits.

Evaluation of archaeological sensitivity and resources has been limited to several site-specific archaeological surveys completed in conjunction with development projects. Another often overlooked historic/cultural resource is cemeteries. Putnam has a number of historic cemeteries and family plots that contribute to the Town's cultural landscape.

## ECONOMIC & MARKET REALITIES

Putnam enjoys a long heritage as a mill town and industrial center. Although there remains evidence of economic hardships, recent market conditions bear witness to Putnam's ability to retool its communal and industrial base. Putnam's regional role continues to grow; its industrial, institutional and governmental base places the town in a strategic position and, increasingly, its regional context extends beyond Connecticut's borders and into Massachusetts and Rhode Island.

The Town's desire to grow, expand public services and improve the quality of life for its citizens establishes a need to identify and monitor economic forces impacting Putnam. This information is critical to developing an economic strategy for the Town - one that is integrated into the overall blueprint for its future.

### BASELINE ANALYSES

Before strategies can be formulated, a baseline must be established. An Economic and Market Assessment was completed in September 2003 to provide the Town with economic benchmarks as well as specific market trends. The full analysis is available under separate cover; the following is a summary.

#### ■ Labor Force and Occupational Outlook

The Putnam labor force recovered from early 1990's recession levels, increasing 18% over the period 1992-2002. As Putnam's population did not increase between 1990 and 2000, the increase in labor force is largely attributable to increased labor force participation in response to an increase in jobs and in-migration. Labor force growth in Putnam has been more persistent than in Connecticut as a whole, where the labor force level peaked in mid year 2000 and has been declining over the last three years.

The continued growth of the labor force in Putnam and the region will be a key component in attracting and retaining industry and jobs. Although the unemployment rate has ticked up from 2000, the growth curve in labor force expansion is encouraging. Nevertheless, challenges remain:

- According to the Connecticut Department of Labor, the entire state of Connecticut is facing a gap in the educational qualifications of the current labor force as compared to what the state anticipates new jobs coming on line will require. These jobs will require post secondary training at the associate's degree level and beyond. Consequently, employers will also need to recruit from out of state to fill these needs.
- However, new jobs will also continue to be available to those without post secondary degrees in nearly the same numbers as new degree-requirement positions.
- Furthermore, retirements and turnover in entry level jobs will create three job openings for every new job created during this decade.

Putnam, like the rest of Connecticut, must address the anticipated shortage of a more educated workforce – currently less than one in five residents has an associate's degree or higher, as compared to one in three statewide. Emphasis on education at all levels will be critical, including vocational education to support the surviving and growing manufacturing sectors.

- However, it should be noted well, that growth in service jobs will be the predominant force in the coming years, regardless of the level of education or job experience required. Service sector jobs now provide 75% of all employment in Putnam, mainly through the retail sector.
- Putnam, again like the rest of Connecticut, must also be prepared to “import” the labor force it cannot supply internally. The needs and expectations of such newcomers could have implications for housing, education and other services. Presently the housing market provided by the hill towns to the west of Putnam does not match with much of the jobs base resident in Putnam.
- Evidence points to the fact that Putnam has already been importing labor force but not necessarily to work in Putnam. While the resident labor force has increased, recently released journey to work data reveal that fewer residents were also working in Putnam in 2000 than in 1990. More are commuting to Massachusetts, Rhode Island and surrounding communities, especially those to the west.

#### ■ Major Putnam Employers

Table 15 lists the major employers in the Town of Putnam. Day Kimball Hospital, with 550 full time equivalent employees (1,000 total) and 125 attending physicians, dentists and psychologists, is the largest employer in Putnam and the immediate region. Wal-Mart is next with 248 employees.

Overall, Putnam reflects a good diversity of employers and industries. No major employment concentration exists other than Day Kimball Hospital.

**Table 15**  
**Major Employers in Putnam**

Name	Location	Industry	No. of Emps.	Type of Ownership
Day Kimball Hospital	320 Pomfret St	Hospital	550 FTE, 1,000 total	Non-profit
Staples	15 Ridge Road	Office Supplies	187	Public
International Paper Company	175 Park Road	Paper Products	125	Public
Matulaitis Nursing Home	10 Thurber Road	Nursing Home	140	Private
Stop & Shop	60 Providence Turnpike	Grocery Retailer	135	Public
Wal-Mart	625 School St	Discount Retail	248	Public
K Mart	44 Providence Turnpike	Discount Retail	80	Public

Source: Individual companies

#### ■ Employment Trends

Most Connecticut cities and towns added to their jobs base during the 1990s, with the great majority of the growth occurring in the services sector, offsetting losses in manufacturing industries. Putnam's employment also expanded, both in services and goods producing industries (construction and manufacturing). Service producing jobs (which includes retail trade) now account for 75% of the base, with goods producing 25%.

- Manufacturing sub-sectors represented in Putnam include lumber, furniture and paper and rubber and plastics. Killingly also has a large rubber and plastics jobs base as does the Worcester, Massachusetts area, making this an identifiable cluster industry important to Putnam.
- Service employment growth is harder to trace by sub-sector, but no doubt was influenced directly and indirectly by Day Kimball Hospital, the largest employer in the region.

#### ■ Industry Clusters

In its state-wide economic development planning Connecticut currently recognizes eight "industry clusters". This is a term coined by Michael Porter of the Harvard Business School, meaning a concentration of economically linked companies and industries in a geographic region. These companies and industries are interconnected by the markets they serve and the products

they produce as well as by their suppliers, trade associations and educational institutions. A high profile example of an industry cluster is Silicon Valley in California with integrated microelectronics, biotechnology and venture capital markets. The nine clusters recognized in Connecticut to date are:

- Aerospace
- Agriculture
- Bioscience
- Insurance/Finance
- Maritime
- Metal Manufacturing
- Plastics
- Software Information Technology
- Tourism

The economic and market assessment of the Town identified two manufacturing clusters and one service cluster at work in Putnam. Plastics and travel and tourism (the service cluster) are among the recognized Connecticut industry clusters. The other manufacturing cluster is lumber, furniture and paper. The town has compiled a profile on the plastics industry and those companies in the region involved in this manufacturing sector. A similar profile was compiled on the packaging industry, which, though a cluster recognized by the State, has potential as a local/regional cluster.

- Connecticut industry projections prepared by the Department of Labor for 2000-2010 indicate that while overall manufacturing is expected to continue losing jobs statewide, the sub-sector including rubber and plastics is the one of only two for which gains in employment *are* expected to occur.
- Another manufacturing sub-sector projected to grow includes lumber, furniture and paper.
- These jobs are generally high paying and increasingly require high skill and are important to the diversity of the jobs base. Putnam and its neighbors Killingly (plastics) and Thompson (lumber, furniture and paper) appear well poised to continue attracting jobs in these two manufacturing clusters. The Naugatuck Valley is another area of the State that is home to many businesses in the plastics industry.

In the past ten years, with the advent of the two casinos in New London County, the tourism industry has of course grown exponentially in the southeastern portion of the state. However, all parts of the state benefit from this industry to some degree, including Putnam and the Northeast. The travel and tourism industry is not easy to define and quantify because so many different industries are involved: restaurants, gas stations, retail stores, amusement parks, museums, marinas, hotels, and campgrounds to name a few. Due to this multifaceted situation, it is difficult to estimate the

economic impact that tourism has on the state and its regions. However, the University of Connecticut Center for Economic Analysis attempted to quantify the impact of tourism in a May, 2003 study.

- In relative terms, the study found that Connecticut's statewide travel and tourism industry employs a larger share of the state's workers than the manufacturing or the finance, insurance and real estate (FIRE) sectors, two large, well established Connecticut sectors.
- In Windham County, tourism employs fewer than manufacturing, but tourism is growing jobs at a faster rate. However, the study also found that manufacturing and FIRE businesses generate greater sales.
- The manufacturing sector's ability to expand sales with a very small increase in employment, demonstrates that the most efficient of industries now constitute the current manufacturing base. Tourism adds jobs, but manufacturing adds much more value to the economy. FIRE, a sector much more closely identified with Hartford and lower Fairfield County, adds both jobs and value.
- Windham County spending by type of visitor is heavily weighted to day trippers according to the survey data collected. This group accounts for 79% of total spending. Windham County has the largest share of spending from day trippers of any Connecticut county. Day trippers spend more than other visitor types for recreation and meals. In 2001 they spent \$102.9 million. Campground based tourists spent \$55.1 million and people staying in hotels spent \$52.3 million.
- Putnam, with its antiques district, is a key destination for day trippers in the region. Data suggests that opportunities lie in providing additional recreation, meals and shopping venues for these "short-term" travelers. However, data also indicates that while jobs to support tourism are easier to attract than manufacturing jobs, they do not pay as well.

#### ■ Employment Outlook

Industry projections for the period 2000-2010 were released January 2003 by the Connecticut Department of Labor. In summary, the projections call for:

- An increase of 152,000 jobs or 8.6%, a rate of growth will be slower than that of the nation as a whole.
- The *services sector* will be the main source of growth: *business and health services* will dominate, adding more than 105,000 new jobs. Health, education and social services, the major components of services, is expected to add 48,000 jobs statewide. The aging population will impact this sector from both sides. Retirements will

create replacement job needs and the increase in the senior population will create new medical and care giver jobs. This has implications for Putnam's hospital and regional health care. The expected growth throughout the services sector will be of major significance throughout Connecticut as well as in Putnam, where three out of four jobs are service sector based.

- Manufacturing will decline statewide by 11,000 jobs, with decreases in less skilled production jobs and increases in skilled, technology oriented jobs. However, there are positive projections regarding the two manufacturing sector clusters identified in Putnam: chemicals, petroleum products, rubber and plastics; and wood products, furniture stone, clay and glass.
- The trade sector will experience slower than average growth but will nevertheless expand by 21,000 jobs.
- Construction increases, both in building and trades, could also favorably impact Putnam.
- Also of importance is continued strong growth in the recreation/tourism sectors, where more than 14,000 additional jobs are projected.

#### ■ Delineation of the Market Areas

A community's primary market area is that area within which the majority of demand for industrial, office and retail space will originate and where the supply of such uses is most available and competitive.

#### *Industrial*

Historically, Putnam's primary competitive market area for industrial development has been the towns of Thompson, Killingly, Plainfield and Sterling. Significant reasons for this are:

- A high degree of economic interrelationship between these four towns and Putnam along the I-395 corridor.
- The major portion of the market area's stock of new industrial and commercial development is concentrated within this area.
- These five towns are similar from a siting and access viewpoint.

Putnam, with a 171 acre industrial park and \$31 million in industrial tax base, is a significant factor in the regional industrial market. Positioned midway between Norwich and Worcester, Putnam is also strategically located with respect to the New York City, Boston and Providence metro regions. The

transportation structure, including three interchanges with I-395, provides the area with the necessary resources to support logistics and distribution activities. Access to I-90 and I-95 via I-395 also contribute to Putnam's desirability within the Northeast region as an industrial/warehouse/-distribution location.

Because there is no ongoing market coverage of northeast Connecticut, trends in Hartford and suburban Boston/Worcester were used as being indicative of market conditions affecting Putnam.

- Greater Hartford is a 64 million SF industrial market, which had a 12.8% vacancy rate, with the highest vacancy rate (16.4%) prevailing in the submarket east of the Connecticut River. Of greatest impact in this submarket was the consolidation of several distributorships.
- In general, companies continued to downsize, reposition and move to higher quality buildings to gain a competitive edge. Industrial users now reflect a diminished need for manufacturing space and greater need for office/engineering, assembly and marketing in building configurations.
- The greater Boston industrial market is twice the size of Hartford's with 124 million square feet. The western and southern submarkets aggregate 81 million square feet along the I-128 and I-495 beltways, the closest submarkets to Putnam. The southern submarket, with most of its demand from distribution and warehousing, has weathered the downturn with less disruption and is expected to rebound faster as the economy improves.
- As with the Hartford market, new supply of industrial space in the Boston area was limited to build-to-suit. Companies are leaving existing facilities in favor of real estate development. Vacancy across greater Boston has increased slightly from 2001 but was still under 10% in the southern sector: much lower than greater Hartford, especially east of the Connecticut River.
- According to the Northeastern Connecticut Council of Governments, industrial and warehouse interest and activity has slowed considerably over the last year. What activity there has been has centered on warehouse/distribution facilities of 100,000 to 200,000 SF along the I-395 corridor. The rejection of the Wal-Mart distribution center in Killingly is thought to have had a chilling effect on the region, along with a general softening of the regional real estate market.

Trends which should be encouraging to Putnam industrial development include:

- The demand for high-bay distribution centers is still significant with very little product available. Pre-leased or owner-occupied new construction has resulted in very little new construction remaining vacant.
- The lack of speculative building has kept supply and demand in balance well enough to prevent major declines in lease rates. Industrial profit margins are thin to the point that real estate costs must be kept as low as possible.
- Demand for midsized buildings of 10,000 to 20,000 SF has always been a core component of demand in the Hartford area. With a range of acreage from two acres on up, Putnam can accommodate a wide range of buildings, including the smaller user, to ensure a diversified employment base.
- The I-495 submarket commands some of the highest values and rents in the “outer loop” due to its outstanding highway access to Boston, its suburbs, Providence and Worcester. Proximity to affordable housing is also a plus for attracting new workers at industrial firms. The I-395 corridor shares many of these same characteristics.

Putnam’s industrial park has witnessed considerable activity in the last year, with five lots being acquired for development. Nine lots for sale and an anticipated build out aggregating 672,000 SF maximum. Existing aggregate square footage in the park is roughly 385,000 SF. From a building capacity standpoint, the park is about 36% built out. In view of the fact that the park still possesses significant building capacity, barring the arrival of two major distribution centers, land supply is adequate at present for near and mid term consumption.

#### *Retail/Commercial*

The retail/commercial market area for Putnam is the group of towns for which Putnam has traditionally served as a market town. This includes the more rural towns of Brooklyn, Eastford, Pomfret, Union and Woodstock in addition to the core group of Thompson, Killingly, Plainfield and Sterling.

The common bond of these towns from an economic standpoint is that residents are oriented to Boston, Worcester, Providence and Norwich rather than to Manchester and Hartford. They are linked by the I-395 corridor, where commercial development at the interchanges has in part replaced the downtown hubs of the main market towns of Danielson and Putnam.

The growth of southeastern Connecticut with the advent of the casinos and the decline of the big mill employers over the past ten to twenty years has resulted in a change in the mix of businesses in Putnam. Nevertheless, access via I-395 has also enabled Putnam business interests to penetrate markets

throughout northeastern Connecticut, New York, Rhode Island, Massachusetts and beyond.

Putnam's retail/commercial tax base was \$50.1 million in 2002, a major contributor to the town's tax base. Historically, Putnam has served the northeast region as a market town, offering both convenience goods and comparison shopping goods. With the advent of the interstate, most of Putnam's large scale retail has migrated to the Exit 97 interchange. The downtown has largely been taken over by specialty stores, mainly offering antiques, and serving the day tripper tourist market. Growing niche markets in Putnam also include automotive products and restaurants based on sales tax related data from the State of Connecticut.

Pertinent trends in retail development include:

- New England continues to cope with the transition from regional chains like Caldor's and Ames to chains such as Wal-Mart and Kohl's. The Ames situation is an increasingly familiar one, where established regional chains fail to compete successfully as retailers but have valuable locations of interest to stronger competitors such as Wal-Mart. The remaining Kmart's remain vulnerable until such time as the company emerges from bankruptcy.
- In greater Boston, the retailers expanding the fastest (by new square feet) included Kohl's, Lowe's Home Improvement, Home Depot, Wal-Mart, Stop & Shop and Target. By number of stores, the fastest growth was Curves for Women (37), Kohl's (13) and CVS (10)
- In terms of expansion by business classification, although the big box retailers get most of the attention, it is actually small format businesses that expand the most rapidly. The restaurant business in particular, has proven recession-proof and industry projections anticipate a continuing upward trend. While restaurant operation is still subject to a high degree of failure and turnover, the category continues to gain momentum, aided in large part by chain growth in the casual and fast-casual dining concepts. Health and fitness centers are the second fastest growing category, followed by personal services, bank branches and professional services.
- Of concern however is data on store closings by business classification: the highest number of store closings for the greater Boston area (45) involved used and antique merchandise. In view of soft market conditions throughout the antiques industry, these will continue to be challenging times for Putnam's antiques dealer community and the profile of downtown Putnam.

Putnam's market area is a relatively small one, which is a constraint on major development activity. Retailers depend not only on excellent access, which

Putnam has, but also the density of households in the market area. However, a counter force to this is the fact that big box retailers will establish themselves in a smaller market area if the access is good and a competitor can thereby be kept out or forced to take a less desirable site.

In terms of potential, the regional market shows reasonably strong spending patterns in the categories of food at home, non-prescription drugs, personal care products, housekeeping supplies and transportation. Recent retail development in Putnam (Stop & Shop center, Brooks) has largely been in businesses which serve these needs. Also, in terms of spending by type of stores, the region shows strength in lawn and garden stores as well as gas stations and grocery stores. Future retail demand in Putnam therefore suggests capacity for retail growth will mainly center on small format retail, restaurants, food stores and small professional and service-providers space.

### *Office*

The office market in the region is largely characterized by older, downtown owner occupied or tenanted buildings and small drive-up-to professional centers in more suburban locations. Although interchanges with I-395 present the sort of location office developers and corporate headquarters prefer, the population and jobs base is not sufficient to warrant office building construction at this time. Worcester and Norwich are too far away to the north and south and Providence is not easily accessible from northeast Connecticut. In short, there is insufficient business density to support office development on any kind of a scale beyond community based professional services.

- Most of Putnam's general office is occupied by neighborhood services and/or professionals such as physicians, attorneys, accountants, etc. Another portion is specialized space, including uses such as bank head office and branch operations. In general, the space is sufficient to meet local office demand.
- With the projected aging of the population and the growth in health services, Putnam can anticipate the need for additional medical service facilities. Day Kimball Hospital serves as a local catalyst for such expansion.
- The office condo, especially for medical offices, has had some success in Putnam, with small units of 750 and up.
- Selective mill conversions have also brought new office space to Putnam, such as the Belding Mill. Belding represents an opportunity to bring in a larger tenant or tenants at competitive rents should prospective users be recruited or identified.

## ■ Baseline Data Summary

### *Demographics*

- Growth in region, projected growth for Putnam
- Improvement in income
- Smaller households, more singles
- Even split between ownership and rental housing

### *Labor Force*

- 18% increase 1992-2002
- One in 5 has post secondary education vs. one in 3 statewide
- Retirement and turnover will create 3 openings for every new job created
- Resident labor force more widely disbursed in terms of employment location

### *Employment Trends*

- Good recent record of jobs increases
- Growth in service sector jobs predominant force: 75% of Putnam jobs are service based
- Goods producing is 25% and expanding, bucking regional/national trends

### *Industry Clusters*

- Plastics – greater Putnam, Worcester
- Travel and Tourism – day tripper spending
- Health Care – well established and growing

### *Tax Base*

- Higher than average base of commercial and industrial real estate: 23% of 2002 grand list
- Commercial the larger sector with \$51 million in value, industrial with \$31 million
- Continuing high reliance on state aid

### *Office Market*

- Characterized by downtown headquarters or regional facilities and by suburban professional centers
- Best generator of office demand will be health care related
- Selective mill conversions

### *Industrial Market*

- Excellent location relative to major markets
- Good absorption at I-Park, good capacity remaining
- Principal drivers of demand: distribution centers and midsize buildings of 10,000 to 20,000 SF

### *Retail Market*

- Primarily antiques niche market downtown, mass marketers and local destination shopping at Exit 97 interchange
- Local area market support is modest for major expansion, good for small format
- Niche market potential includes restaurants, automotive and grocery

## **BUSINESS INTERVIEWS**

In order to obtain input from Putnam's business community in connection with preparation of the POCD, personal interviews were conducted among a select number of businesses and institutions located in Putnam. In total, 15 interviews took place during June and July 2003. Efforts were made to obtain a fair cross section of Putnam's business and institutions, including representatives the industrial, retail and services sectors. The complete summary is found in Appendix H.

Of the 15 businesses interviewed, seven were done in person and eight were by telephone. The organizations from which the interviewees came included professional, retail, manufacturing, communications and medical service providers.

The three identified factors related to operating a business in Putnam most frequently mentioned during the interviews are summarized below.

### ■ Location

#### *Advantages*

- Everyone agrees that Putnam's location on I-395 with three full interchanges is an enormous asset. Much of the economic development which has occurred in recent years has been spurred by this north south highway. It is a great business-to-business location.
- Putnam is also a good retail location, although the moderate population base in the area limits growth somewhat.
- I-395 provides great access to metropolitan Boston, Worcester, the rest of Connecticut and New York.

### *Disadvantages*

- For larger employers, it is somewhat difficult to recruit new employees from outside the labor market area due to a perception of Putnam and northeastern Connecticut being isolated.
- It is also more difficult to travel east and west from Putnam, there being no major highways between the Massachusetts Turnpike to the north and I-95 to the south. Retailers in particular noted this as an impediment.

### ■ Cost

### *Advantages*

- Putnam's cost structure, with a low mil rate and moderate prevailing wage rates, makes it an attractive place to do business relative to other towns and cities in the state and region.
- Land and buildings offer good value. Manufacturers also cited the availability of incentives including the Enterprise Corridor.
- Putnam administrators and staff are easy to work with, accommodating and development friendly. Excellent track record for attracting new businesses and helping with expansions of existing businesses
- Affordable housing with a mixture of rental and ownership opportunities

### *Disadvantages*

- Low mil rate contributes to lower performance/perception of schools relative to neighboring communities
- Affordable housing, in particular subsidized housing, contributes to high cost of social services in Putnam

### ■ Workforce

### *Advantages*

- With respect to white collar, skilled manufacturing and technical workers, employers are quite satisfied with the local labor force. The work ethic is strong and pride in employment and customer service is high.
- Except for the largest employers, the area resident labor force is adequate in terms of number and skill sets.
- Lower prevailing wage rates keep area businesses competitive
- Immigrant unskilled blue-collar workforce resident in greater Worcester area is a good source of entry-level employees.

### *Disadvantages*

- Lower prevailing wage rates make it somewhat more difficult for larger employers who recruit from beyond the labor market area to attract skilled employees, although lower cost of living mitigates this
- Putnam resident entry level unskilled labor force lacks work readiness and ethic
- Increasingly hard to find good new recruits for industrial jobs other than among recent immigrants (a trend throughout the northeast).

### ■ Competitiveness

### *Advantages*

- Long term, well established businesses with dominant market share and name recognition enjoy competitive advantage: the modest size of the household base keeps out larger players, rewarding local entrepreneurs

### *Disadvantages*

- The modest size of the household base and moderate income level translates into less spending power than is typically found in bigger metro markets: market depth is capped for existing as well as potential entrants
- One mention was made of a lack of major advertising outlets in this marketplace

## **CONSIDERATIONS**

Based on the economic analyses performed above a series of economic development considerations have been developed as summarized in Table 16. These considerations reflect the potential to capture additional market potential.

From a locational standpoint, there is a whole host of elements that should be factored into Putnam's strategy for achieving compatible development. These are summarized in Table 17.

**Table 16  
Economic Development Considerations**

Market	Status	Potential	Considerations	Locations
INDUSTRIAL	<ul style="list-style-type: none"> <li>■ Existing Industrial Park 36% built out from s.f. standpoint</li> <li>■ Approx. 670,000 SF remaining capacity on 9 remaining lots</li> </ul>	<ul style="list-style-type: none"> <li>■ Small to midsize users 10,000-40,000 SF</li> <li>■ High bay distribution Center 100,000-200,000 SF</li> </ul>	<ul style="list-style-type: none"> <li>■ Directional and Entrance signage program critically needed</li> <li>■ Build out existing Industrial Park (Fall 2006)</li> <li>■ Maintain flexible development plan to respond to market demands</li> <li>■ Identify expansion site and determine infrastructure (2006)</li> <li>■ Examine demand for future rail service</li> <li>■ Target MA/RI markets</li> <li>■ Develop partnerships with landowners – market private properties</li> <li>■ Incorporate site acquisition of infrastructure in Capital Plan</li> <li>■ Consider applicability of DECD funded Municipal Development Plan</li> <li>■ Examine underutilized properties and develop re-use plans</li> </ul>	<ul style="list-style-type: none"> <li>■ Existing Industrial Park and adjacent properties</li> <li>■ Examine gravel mining area and adjacent properties</li> </ul>

**Table 16  
Economic Development Considerations**

Market	Status	Potential	Considerations	Locations
OFFICE	<ul style="list-style-type: none"> <li>Headquarters/Regional Offices (Banks, Utilities, State of CT)</li> <li>Drive-up, professional offices</li> </ul>	<ul style="list-style-type: none"> <li>Medical Services</li> <li>Mill Conversion</li> </ul>	<ul style="list-style-type: none"> <li>Directly Link With Hospital-(training and recruitment)</li> <li>Partner with private developers -medical -office/condo</li> <li>Develop Allied Health Education (and identify suitable sites/funding)</li> </ul>	<ul style="list-style-type: none"> <li>Route 44 / Hospital</li> <li>Kennedy Drive</li> <li>Historic Mill Worker Housing on RTE 44 and empty lot across street</li> </ul>
RETAIL/ STAND ALONE	<ul style="list-style-type: none"> <li>Big Box Reshuffle</li> <li>Active Market in Smaller Buildings</li> </ul>	<ul style="list-style-type: none"> <li>Modest Local Market</li> <li>Defensive Big Box Move</li> <li>Small format chains &amp; restaurants, automotive</li> </ul>	<ul style="list-style-type: none"> <li>Design Standards</li> <li>Create I-395 Node</li> <li>Examine Traffic Circulation and Access Management</li> </ul>	<ul style="list-style-type: none"> <li>I-395 Corridor</li> <li>RTE 44 from Pearl Ave. to Intersection of Mary Crest Dr.</li> </ul>
RETAIL/ NEIGHBORHOOD COMMERCIAL	<ul style="list-style-type: none"> <li>Food, drug, personal services, business/consumer services</li> </ul>	<ul style="list-style-type: none"> <li>In-fill and upgrade of similar uses</li> </ul>	<ul style="list-style-type: none"> <li>Façade Improvement Program</li> <li>Rehabilitation</li> <li>Small-scale redevelopment</li> </ul>	<ul style="list-style-type: none"> <li>Providence Street/Rte 44 between downtown and Thompson Street/S. Main Street</li> <li>Riverfront Commons</li> </ul>

**Table 16  
Economic Development Considerations**

Market	Status	Potential	Considerations	Locations
DOWNTOWN COMMERCIAL	<ul style="list-style-type: none"> <li>■ Active Market in Smaller Buildings</li> <li>■ Downtrend in Antiques Industry</li> </ul>	<ul style="list-style-type: none"> <li>■ Additional Tourism/Entertainment Venue(s)</li> <li>■ Restaurants</li> <li>■ Financial Institutions</li> </ul>	<ul style="list-style-type: none"> <li>■ Establish Gateways</li> <li>■ Establish Cultural/Tourism Linkages</li> <li>■ Analyze Second Floor usage               <ul style="list-style-type: none"> <li>-Examine Zoning</li> <li>-Evaluate Vacancies and Physical Feasibility</li> </ul> </li> <li>■ Inventory Mills and identify needs to achieve full utilization</li> <li>■ Examine structured parking feasibility in support of higher density development</li> <li>■ Analyze traffic circulation and identify non-structural and physical improvements</li> </ul>	<ul style="list-style-type: none"> <li>■ Downtown Core</li> </ul>
HOUSING	<ul style="list-style-type: none"> <li>■ Market Values Improving</li> <li>■ Affordable Housing Market for Region</li> </ul>	<ul style="list-style-type: none"> <li>■ Development at Exit 96</li> <li>■ Redevelopment through Mixed Use</li> </ul>	<ul style="list-style-type: none"> <li>■ Homeownership/Rehabilitation</li> <li>■ Direct Link with Hospital</li> </ul>	<ul style="list-style-type: none"> <li>■ Town-wide</li> </ul>

**Table 17**  
**Considerations By Location**

**Riverfront Commons**

**Potential Markets**

- Mid-tier independent retailers:
- Dress Barn
  - I-HOP
  - Bob's Discount Clothing
  - Optometrist/Service
  - Computer Sales/Service
  - Radio Shack
  - Dry Cleaning
  - Tailor
  - Healthcare/therapy
  - Outdoor outfitter

**Considerations**

There is on-going interest in this site for a big-box supermarket. Regardless of use, a new mix of stores with an improved façade will dramatically bolster the image of the Town while providing needed goods and services. New development should integrate pedestrians and the greenway to the greatest extent possible.

**Day Kimball Hospital and Vicinity**

**Potential Markets**

Continued expansion of medical office space; future growth opportunities for allied health (physical, occupational and speech therapy), out-patient clinics or related services, home health offices

**Considerations**

The Hospital arrival area could be improved as could internal parking and traffic circulation. Office space in adjacent parcels are creating numerous curb cuts that may soon aggravate safe access/egress. Organized physical development will attract more private investment and command higher rents.

**Table 17**  
**Considerations By Location**

**Potential Markets**

**Downtown Core**

Healthcare and training; public/institutional uses; upper floor lofts

**Considerations**

At present, antiques dominate the downtown market. Because of this, unfortunately, many residents do not see downtown as their own. Thought should be given to the next market cycle if the antique niche begins a downward trend. Branding of the downtown that appeals to both residents and visitors would help to balance out its image and would help to create a more diverse mix. Historical/interpretive displays and a design vocabulary with historical context would also be a plus. The Merchant's Association should take the lead on these activities and having a coordinator position is a must. Local banks may have interest in a 2-year pilot program to fund the position. Using a vacant storefront as an office and showcasing local businesses would be one way to begin internal promotions. Although merchants may not desire a "Main Street" program designation, sending the coordinator to the National Conference would help energize the promotions effort.

Table 17  
 Considerations By Location

Exit 95/  
 Interstate 395

**Potential Markets**

Continuous industrial/corporate focus. Market this interchange as the Corporate-Industrial node.

**Considerations**

Continued expansion may dictate need for buffering of adjacent land uses.

Exit 97/  
 Interstate 395

**Potential Markets**

Larger footprint retailers; automotive center. Market this interchange as the Regional Retail Center.

**Considerations**

This area serves regional community traffic as well as residents. The critical mass of Wal-Mart and Stop & Shop should be used to develop remaining areas although traffic will continue to be a problem. Design standards and limitations to the extent of development continuing along Route 44 should be put in place. The Town may also want to discuss the possibility of creating an Automotive Center by encouraging the relocation of Cargill Motors, the Ford Dealership and others to this area for a one-stop destination that could be marketed jointly by the dealerships. The present locations of automobile dealerships in downtown, in particular, may infringe on further revitalization. In turn, these businesses may soon find their present locations no longer can accommodate their merchandise or can support their sales strategies.



# 7

## Appendices

**Appendix A**  
**Putnam, Connecticut**  
**Demographic Profile**  
**2000 Census**

**POPULATION CHARACTERISTICS**

	<u>Number</u>	<u>Percent</u>
■ Total Population	9,002	
Male	4,297	47.7
Female	4,705	52.3
Under 5 years	527	5.9
5 to 9 years	554	6.2
10 to 14 years	642	7.1
15 to 19 years	600	6.7
20 to 24 years	516	5.7
25 to 34 years	1,177	13.1
35 to 44 years	1,460	16.2
45 to 54 years	1,229	13.7
55 to 59 years	434	4.8
60 to 64 years	322	3.6
65 to 74 years	636	7.1
75 to 84 years	602	6.7
85 years and over	303	3.4
Median age (years)	38.3	
■ Race		
White	8,581	95.3
Black or African American	117	1.3
American Indian and Alaska Native	70	0.8
Asian	34	0.4
Native Hawaiian and Other Pacific Islander	4	---
Some other race	43	0.5
Two or more races	153	1.7
■ Hispanic or Latino	168	1.9

■ Total Number of Households	3,683	
Family Households	2,389	62.2%
(Female Heads of Household: 476 / 12.9%)		
Non-family Households	1,394	37.8%
(Householder Living Alone: 1,117 / 30.3%)		
■ Average Household Size	2.38 persons	
■ Average Family Size	2.98 persons	

### HOUSING CHARACTERISTICS

	Number	Percent
■ Total Housing Units	3,955	
Occupied Housing Units	3,683	
Owner-Occupied Units	2,061	56.0%
(Average Household size 2.60 persons)		
Renter-Occupied Units	1,622	44.0%
(Average Household size 2.10 persons)		
■ Units in Structure		
1-unit, detached	1,990	50.3
1-unit, attached	142	3.6
2 units	581	14.7
3 or 4 units	777	19.6
5 to 9 units	255	6.4
10 to 19 units	72	1.8
20 or more units	138	3.5
■ Year Structure Built		
1999 to March 2000	12	0.3
1995 to 1998	70	1.8
1990 to 1994	112	2.8
1980 to 1989	472	11.9
1970 to 1979	435	11.0
1960 to 1969	303	7.7
1940 to 1959	871	22.0
1939 or earlier	1,680	42.5
■ Year Householder Moved Into Unit		
1999 to March 2000	580	15.7
1995 to 1998	1,025	27.8
1990 to 1994	511	13.9
1980 to 1989	624	16.9
1970 to 1979	426	11.6
1969 or earlier	517	14.0

■ Selected Monthly Owner Costs as a Percentage of Household Income In 1999

Less than 15.0 percent	681	40.3
15.0 to 19.9 percent	357	21.1
20.0 to 24.9 percent	174	10.3
25.0 to 29.9 percent	188	11.1
30.0 to 34.9 percent	107	6.3
35.0 percent or more	174	10.3
Not computed	7	0.4

■ Gross Rent as a Percentage of Household Income In 1999

	Number	Percent
Less than 15.0 percent	450	28.3
15.0 to 19.9 percent	286	18.0
20.0 to 24.9 percent	259	16.3
25.0 to 29.9 percent	116	7.3
30.0 to 34.9 percent	92	5.8
35.0 percent or more	295	18.6
Not computed	92	5.8

### ECONOMIC CHARACTERISTICS

■ Employment Status	Number	Percent
Population 16 years and over	7,188	100.0
In labor force	4,877	67.8
Civilian labor force	4,856	67.6
Employed	4,633	64.5
Unemployed	223	3.1
Percent of civilian labor force	(X)	(4.6)
Armed forces	21	0.3
Not in labor force	2,311	32.2
■ Employment by Industry		
Agriculture, forestry, fishing and hunting and mining	48	1.0
Construction	330	7.1
Manufacturing	1,038	22.4
Wholesale trade	141	3.0
Retail trade	631	13.6
Transportation and warehousing, and utilities	156	3.4
Information	72	1.6
Finance, insurance, real estate, and rental and leasing	176	3.8

Professional, scientific, management, administrative, and waste management services	281	6.1
Educational, health and social services	1,015	21.9
Arts, entertainment, recreation, accommo- dation and food services	358	7.7
Other services (except public administration)	140	3.0
Public administration	247	5.3

Income In 1999	Number	Percent
Households	3,662	100.0
Less than \$10,000	291	7.9
\$10,000 to \$14,999	263	7.2
\$15,000 to \$24,999	496	13.5
\$25,000 to \$34,999	437	11.9
\$35,000 to \$49,999	625	17.1
\$50,000 to \$74,999	877	23.9
\$75,000 to \$99,999	381	10.4
\$100,000 to \$149,999	230	6.3
\$150,000 to \$199,999	22	0.6
\$200,000 or more	40	1.1
Median household income (dollars)	\$43,010	(X)

Poverty Status 1999	Number	Percent
Individuals	671	7.5
Among Families	109	4.8
Among Families with female householder, no husband present	86	20.4

**Appendix B**  
**Putnam, Connecticut**  
**Ten Year Trends**  
**1990 – 2000**

**TOWN-WIDE DATA**

	<u>1990</u>	<u>2000</u>	<u>Change</u>
■ Population	9,031	9,002	-0.3%
■ Age			
Under 5 years	711	527	-25.9%
5 to 9 years	667	554	-16.9%
10 to 14 years	569	642	12.8%
15 to 17 years	318	400	25.8%
18 and 19 years	265	200	-24.5%
20 years	122	102	-16.4%
21 years	116	91	-21.5%
22 to 24 years	406	323	-20.4%
25 to 29 years	792	562	-29.0%
30 to 34 years	749	615	-17.9%
35 to 39 years	619	763	23.3%
40 to 44 years	610	697	14.3%
45 to 49 years	445	641	44.0%
50 to 54 years	360	588	63.3%
55 to 59 years	358	434	21.2%
60 and 61 years	146	142	-2.7%
62 to 64 years	225	180	-20.0%
65 to 69 years	415	316	-23.9%
70 to 74 years	428	320	-25.2%
75 to 79 years	315	331	5.1%
80 to 84 years	202	271	34.2%
85 years and over	193	303	57.0%
■ Housing Units			
1990	3,790		
Occupied	3,575		
Owner Occupied	1,967	55%	
Renter Occupied	1,608	45%	
2000	3,955		+165 Units (4%)
Occupied	3,683		+108 Units (3%)
Owner Occupied	2,061	56%	+ 94 Units (5%)
Renter Occupied	1,622	44%	+ 14 Units (0.9%)

Type of Household	1990	2000	No. Change	% Change	2007	No. Change
Total Households	3,575	3,683	108	3.0%	3,869	186
Family	2,436	2,289	(147)	(6.0%)	2,351	62
Non Family	1,139	1,394	255	22.4%	1,518	124
Living Alone	962 (84.5%)	1,117 (80.1%)	155	16.1%		
Not living alone	177 (15.5%)	277 (19.9%)	100	56.5%		

### CENSUS TRACT DATA

<u>Census Tracts</u>	<u>9031*</u>			<u>9032</u>		
	<u>1990</u>	<u>2000</u>	<u>Change</u>	<u>1990</u>	<u>2000</u>	<u>Change</u>
■ Population	6,841	6,757	-1.2%	2,190	2,245	2.5%
Male	3,215	3,230	4.7%	1,045	1,067	2.1%
Female	3,626	3,527	-2.7%	1,145	1,178	2.9%
■ Median Age		36.3			43.4	
■ Households	2,832	2,876	1.6%	743	807	8.6%
Family Households	1,853	1,696	-8.5%	583	593	1.7%
Non-Family Households	979	1,180	20.5%	160	214	33.8%
■ Housing Units	3,014	3,119	3.5%	776	836	7.7%
Occupied Units	2,832	2,876	1.6%	743	807	8.6%
Owner Occupied	1,321	1,353	2.4%	646	708	9.6%
Renter Occupied	1,511	1,523	0.8%	97	99	2.1%
■ Average Household Size	2.42	2.32		2.72	2.57	
Owner occupied		2.60			2.62	
Renter Occupied		2.08			2.32	

\* Essentially the Special Services District area

Source: U. S. Bureau of the Census

**Appendix C**  
**Putnam, Connecticut**  
**Functional Road Classification Definitions**

1. **Interstates** are defined as those highways that serve substantial statewide or interstate travel.
2. **Principle Arterials** serve the major centers of activity of urbanized areas, the highest traffic volume corridors and the longest trips. These roads carry a high proportion of the total urban area travel even though it constitutes a relatively small percentage of the total roadway network. The principle arterial carries most of the trips entering and leaving the urban area, as well as most of the through movements bypassing the central city.
3. **Minor Arterials** are defined as those roads that provide service to large towns or areas within the County not served by the arterial system; and roads that link these towns or areas with the arterial system.
4. **Rural Minor Collector and Urban Collector Roads** are defined as those roads that bring traffic from a local road to a major collector road; provide service to smaller communities not served by other larger systems; and link local traffic generators with their rural areas.
5. **Local Roads and Streets** are defined as roads that traverse relatively short distances; serve primarily as access to adjacent land; and all other roads not already classified as arterials or collectors.

**Appendix D**  
**Putnam, Connecticut**  
**Average Daily Traffic (ADT)\***  
**Trends – Selected Roadways**

Roadway	1972 ADT (vpd)**	1988 ADT (vpd)	2000 ADT*** (vpd)	1972-1988 Percent Change	1988-2000 Percent Change
<b>Route 44</b>					
Pomfret T.L. to Day Kimball Hospital	4,000	5,000	5,500	25	10
Day Kimball Hospital to Sabin Street	4,000	8,400	9,400	110	12
Sabin Street to South Grove Street	8,000	10,200	10,200	27.5	0
South Grove Street to Route 171	5,000	7,200	7,100	31	-1.4
Route 171 to Mechanics Street (Rte. 12)	8,000	13,700	15,600	71	13.9
Mechanics Street to Thompson Avenue	6,500	11,200		72	
Thompson Street to I-395	6,500	10,100		55	
Mechanics Street to I-395			13,200		
I-395 to Route 21	4,000	7,500		87.5	
I-395 Interchange			14,800		
I-395 to Stop & Shop Entrance			15,100		
Route 21 to Route 438	3,500	5,200		49	
Stop & Shop Entrance to Route 21			8,100		
Route 21 to Mary Crest Drive			7,200		
Mary Crest Drive to Route 438			5,300		
Route 438 to RI State Line	2,000	2,900	4,000	45	27.5

Roadway (continued)	1972 ADT (vpd)**	1988 ADT (vpd)	2000 ADT*** (vpd)	1972-1988 Percent Change	1988-2000 Percent Change
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### Route 12

Killingly T.L. to Industrial Drive	1,500	1,700	1,700	12	0
Industrial Park Road to Heritage Road	1,500	2,300	2,600	53	13.0
Heritage Road to US Route 44	3,500	5,600	5,200	60	-7.1
US Route 44 to Whittemore Street	3,000	3,700	3,400	23	-8.1
Whittemore Street to Thompson T.L.	3,000	2,800	2,300	-6	-17.9

### Route 171

Thompson T.L to Wicker Street	5,000	8,200	9,600	64	17.1
Wicker Street to Church Street	3,000	5,700		90	
Wicker Street to Marshall Street			6,000		
Marshall Street to Church Street			7,300		
Church Street to US Route 44	7,000	9,500	10,200	36	7.4

### Route 21

Killingly T.L. to Route 44			1,600		
Route 44 to Thompson T.L.			1,800		

### I-395

Killingly T.L. to Kennedy Mem Drive	8,500	21,200		149	
Kennedy Mem. Drive to Heritage Road	5,000	13,500		170	

Roadway (continued)	1972 ADT (vpd)	1988 ADT (vpd)	2000 ADT (vpd)	1972-1988 Percent Change	1988-2000 Percent Change
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**I-395 (continued)**

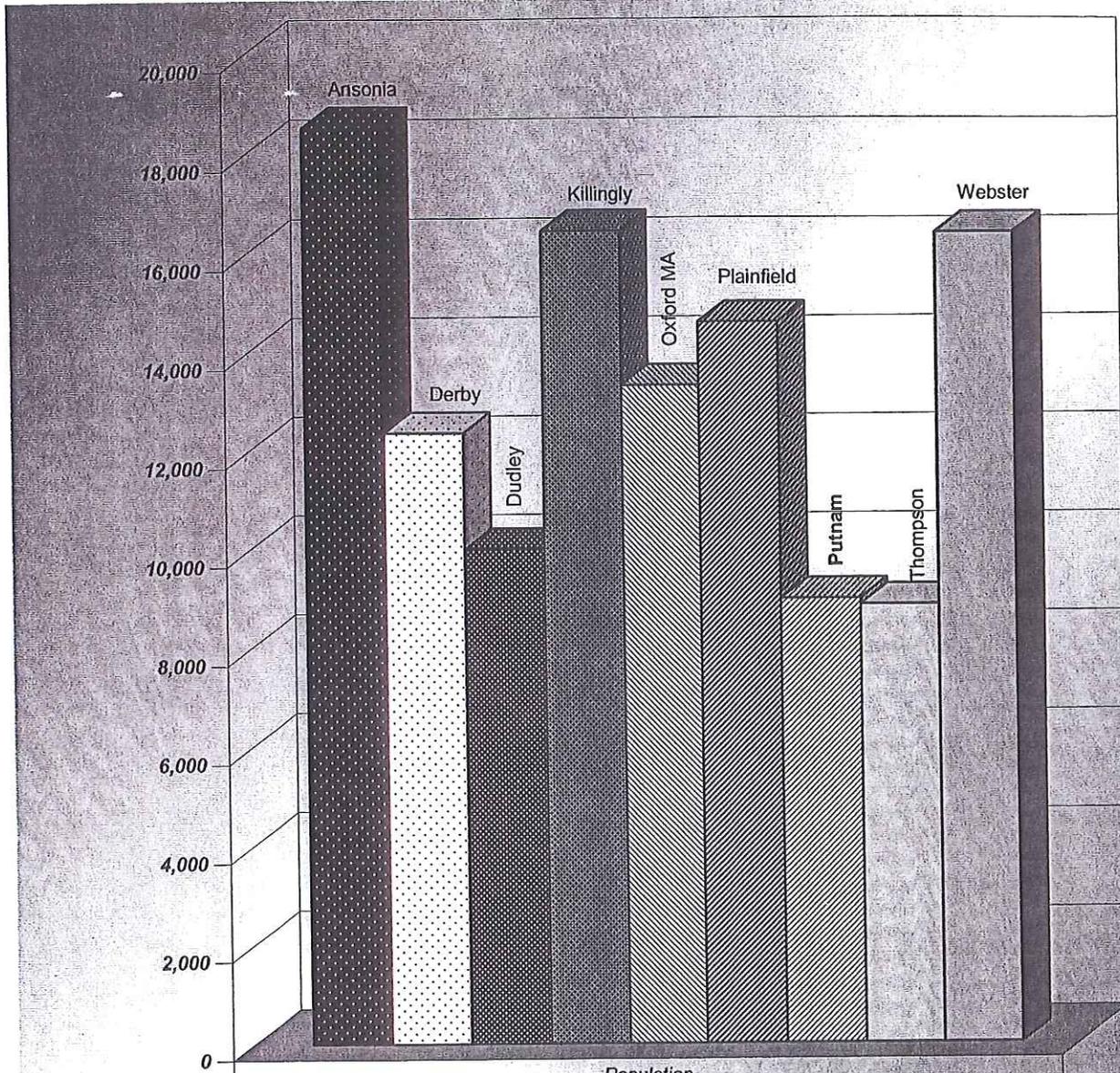
Heritage Road to US Route 44	5,500	13,100		138	
US Route 44 to Thompson T.L.	7,000	15,000		114	
Killingly T.L. to SB access from Kennedy Drive			32,600		
SB access from Kennedy Drive to NB exit to Kennedy Drive			27,000		
NB exit to Kennedy Drive to NB access from Kennedy Drive.			22,200		
NB access from Kennedy Drive to NB exit to Heritage Road			23,400		
NB exit to Heritage Road to NB access from Heritage Road			21,200		
NB access from Heritage Road to NB exit to US 44			22,700		
NB exit to US 44 to NB access from US 44			18,700		
NB access from US 44 to SB exit to US 44			19,500		
SB exit to US 44 to Thompson T.L.			22,500		

\* Source: 1972 Traffic – Goodkind & O’Dea; 1988 Traffic – NCOG/CT DOT; 2000 Traffic – CT DOT

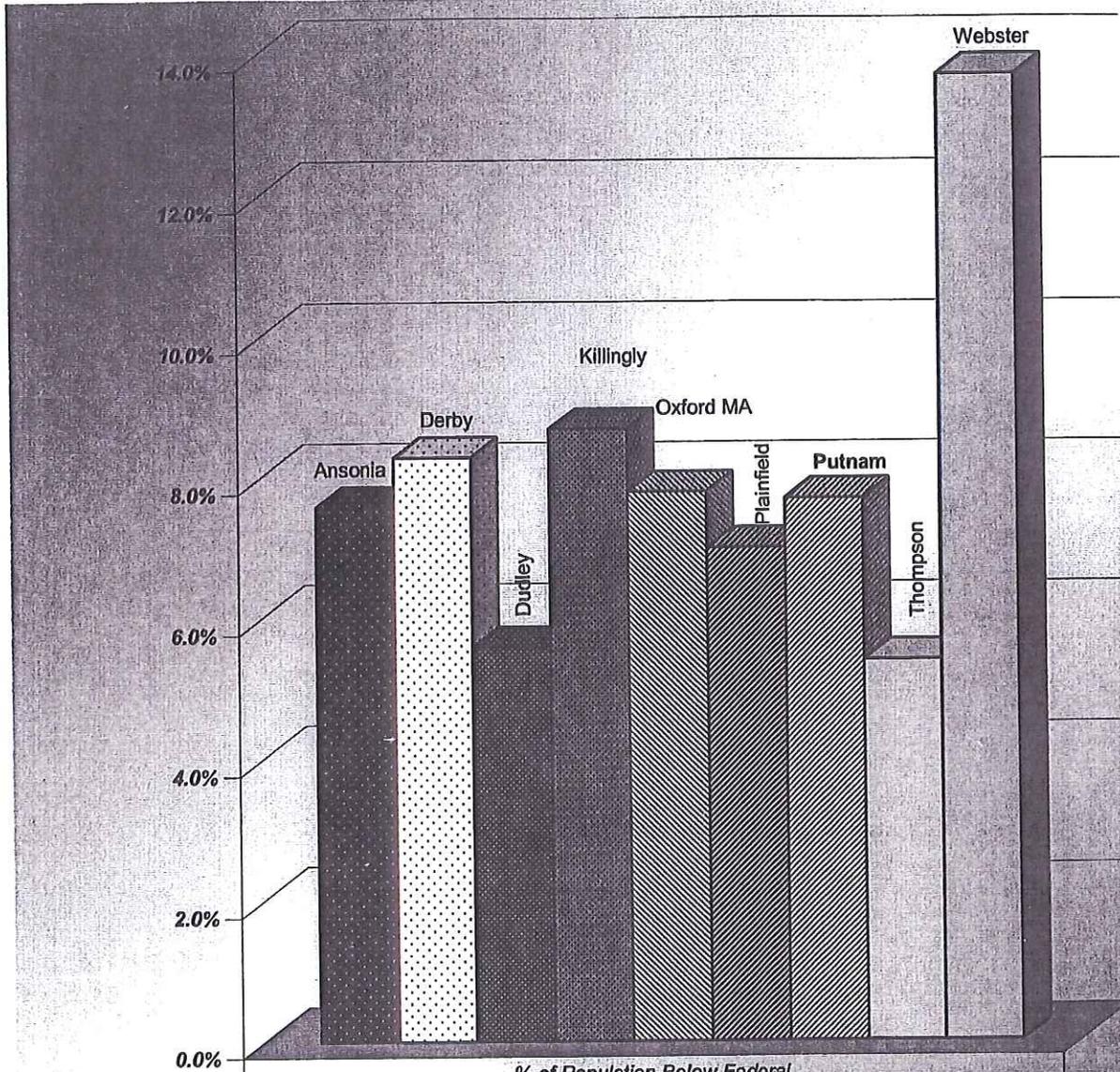
\*\* vpd Vehicles per day or average daily traffic (ADT)

\*\*\* Locations may not match because CT DOT consolidated and/or added locations in 2000

**Appendix E**  
**Putnam, Connecticut**  
**Benchmarking Results**

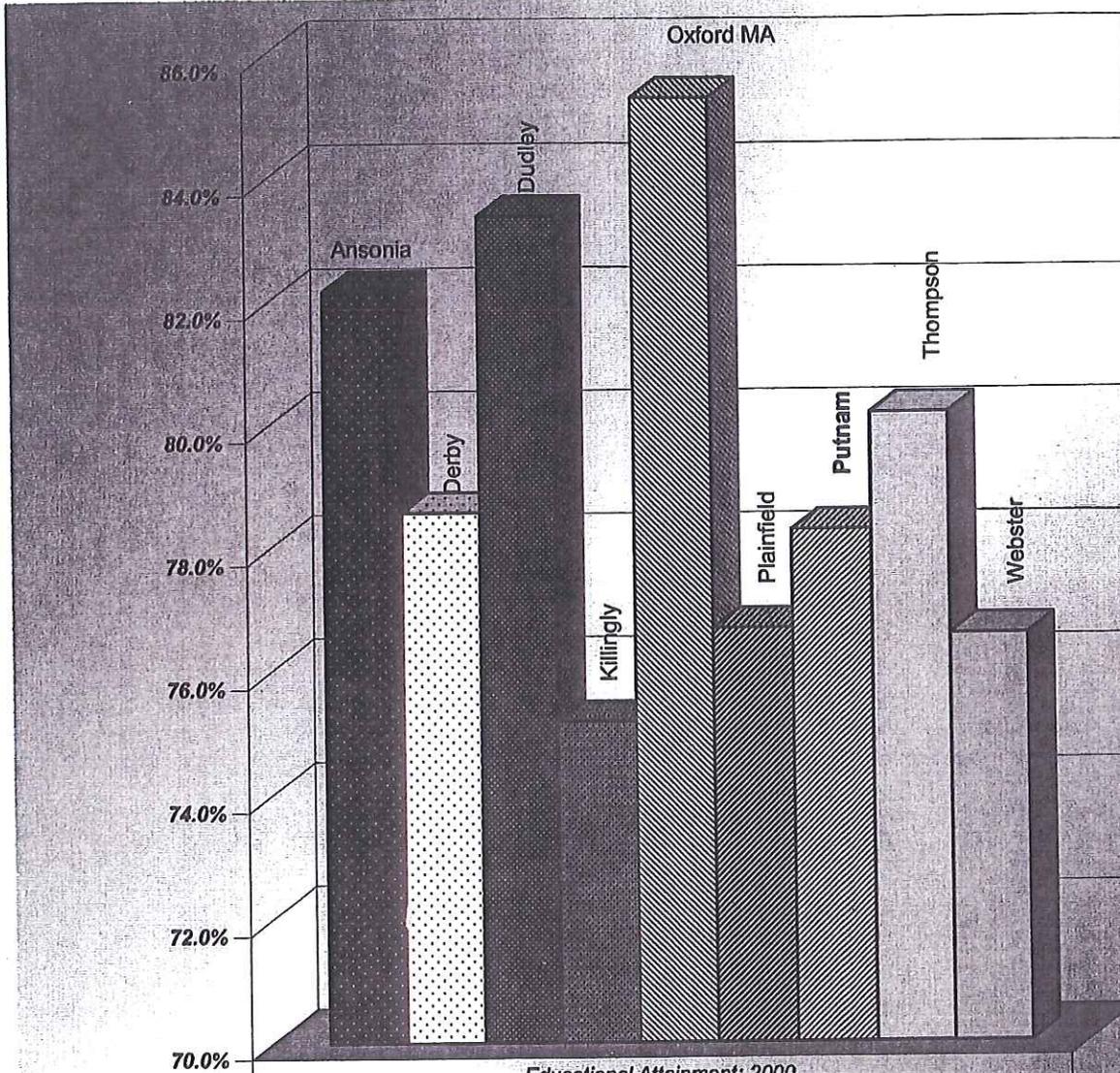


	Population
■ Ansonia	18,554
□ Derby	12,391
▣ Dudley	10,036
▤ Killingly	16,472
▥ Oxford MA	13,352
▧ Plainfield	14,619
▨ Putnam	9,002
□ Thompson	8,878
□ Webster	16,415



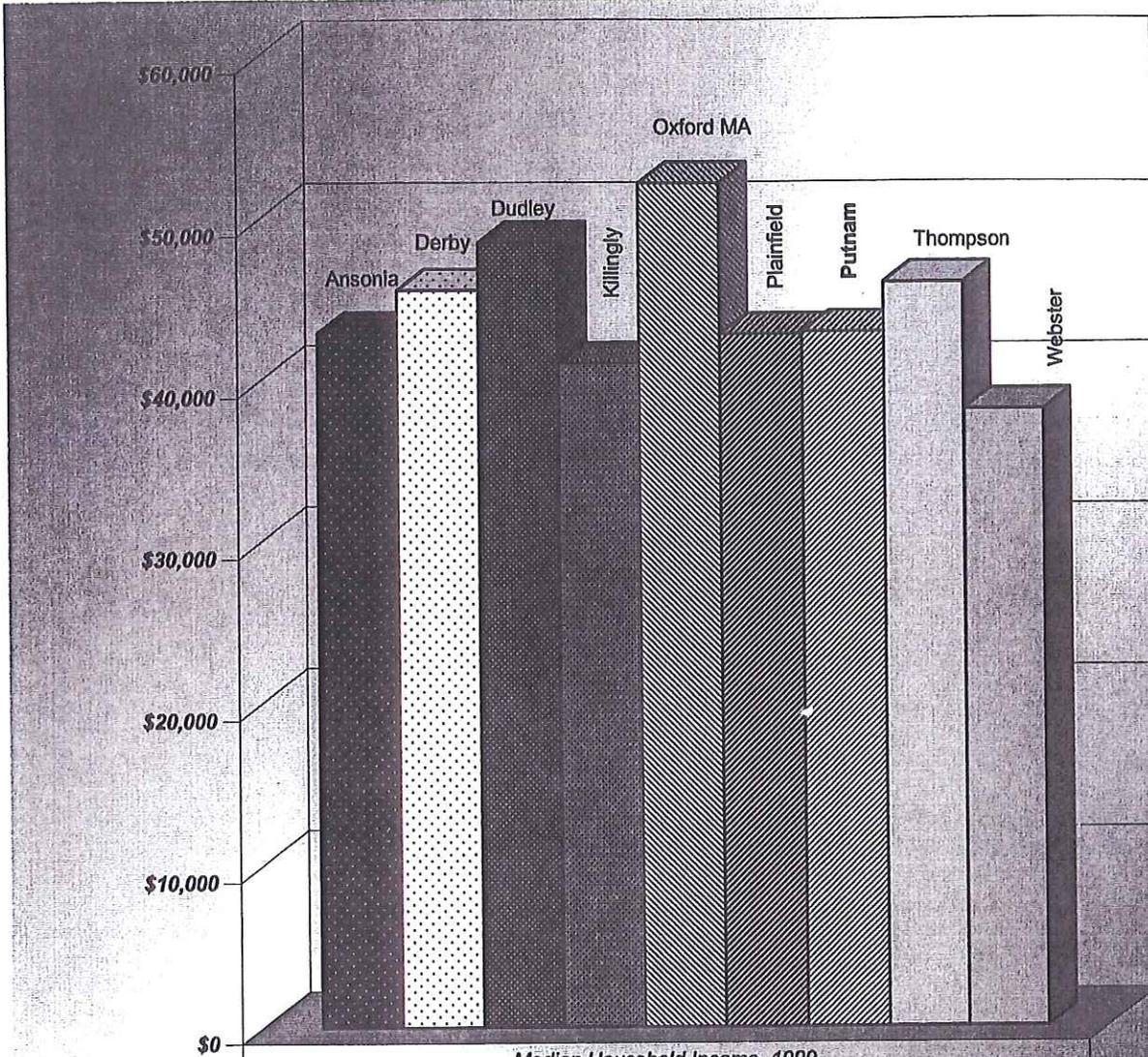
**% of Population Below Federal Poverty Level 1999**

■ Ansonia	7.6%
□ Derby	8.3%
■ Dudley	5.6%
■ Killingly	8.7%
■ Oxford MA	7.8%
▨ Plainfield	7.0%
▨ Putnam	7.7%
□ Thompson	5.4%
□ Webster	13.7%



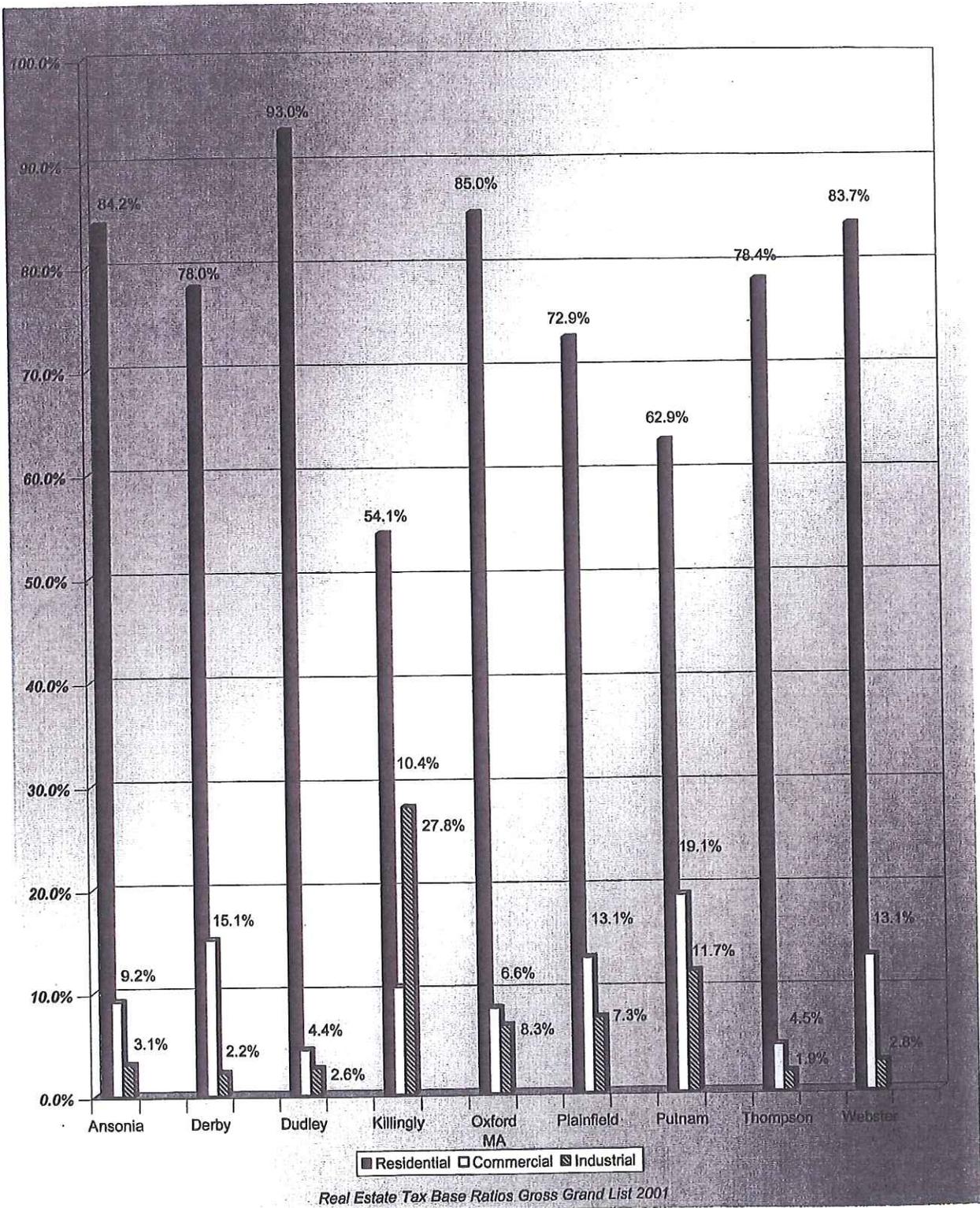
*Educational Attainment: 2000  
% High School Graduate or Higher*

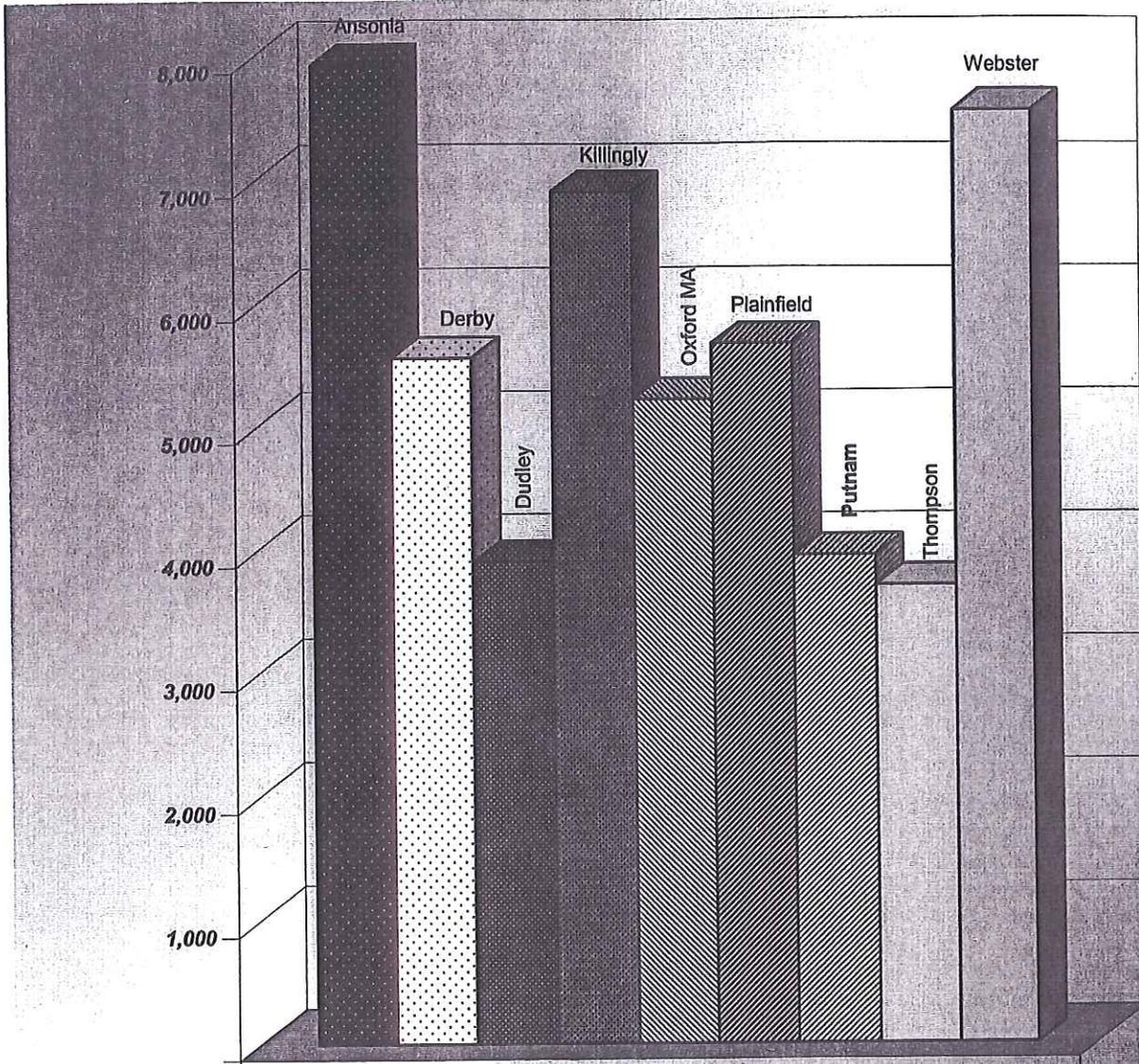
■ Ansonia	82.2%
▣ Derby	78.6%
■ Dudley	83.4%
■ Killingly	75.2%
▣ Oxford MA	85.3%
▣ Plainfield	76.7%
▣ Putnam	78.3%
▣ Thompson	80.2%
▣ Webster	76.6%



*Median Household Income, 1999*

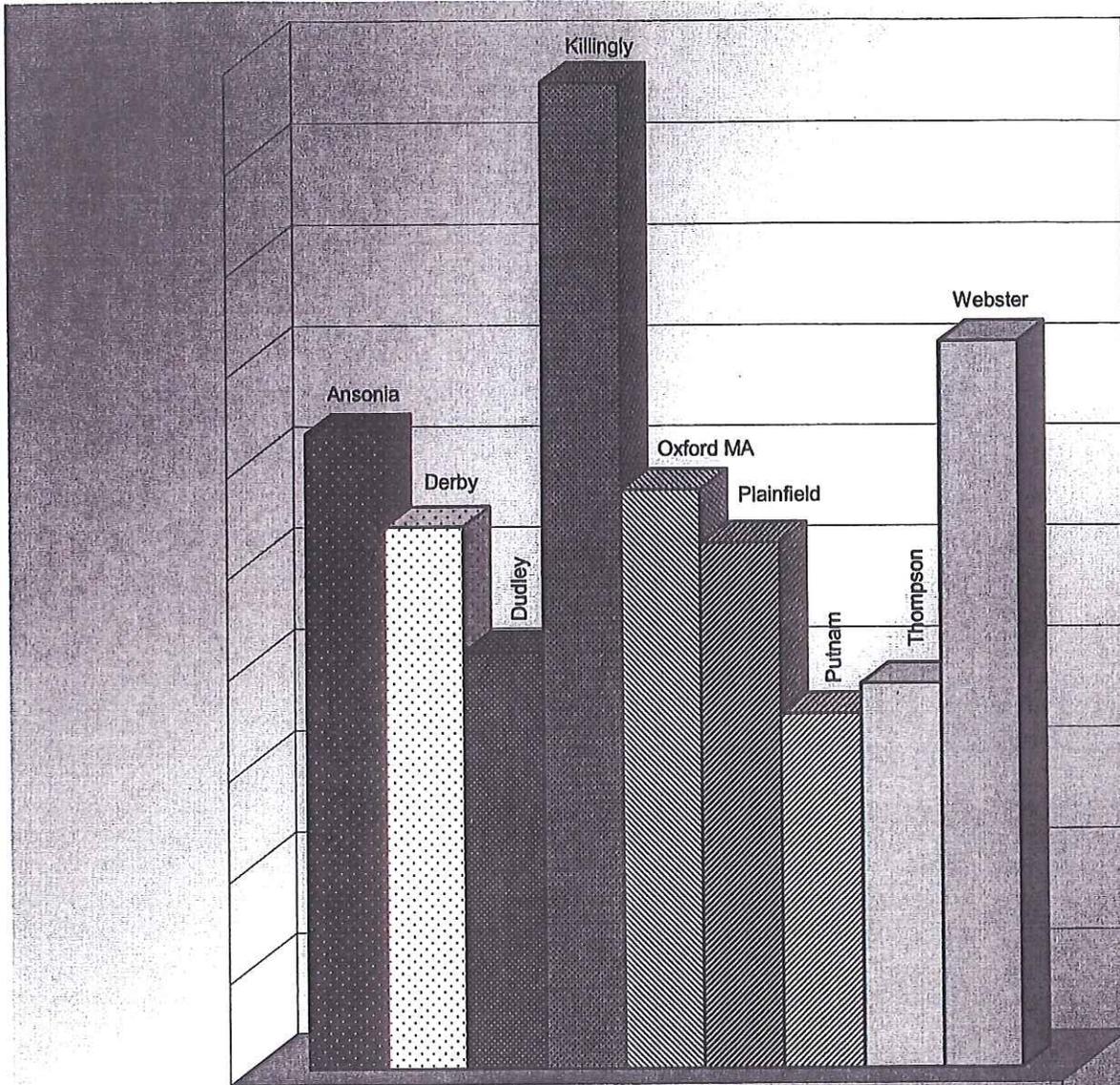
■ Ansonia	\$43,026
▣ Derby	\$45,670
■ Dudley	\$48,602
■ Killingly	\$41,087
▣ Oxford MA	\$52,233
▣ Plainfield	\$42,851
▣ Putnam	\$43,010
▣ Thompson	\$46,065
▣ Webster	\$38,189





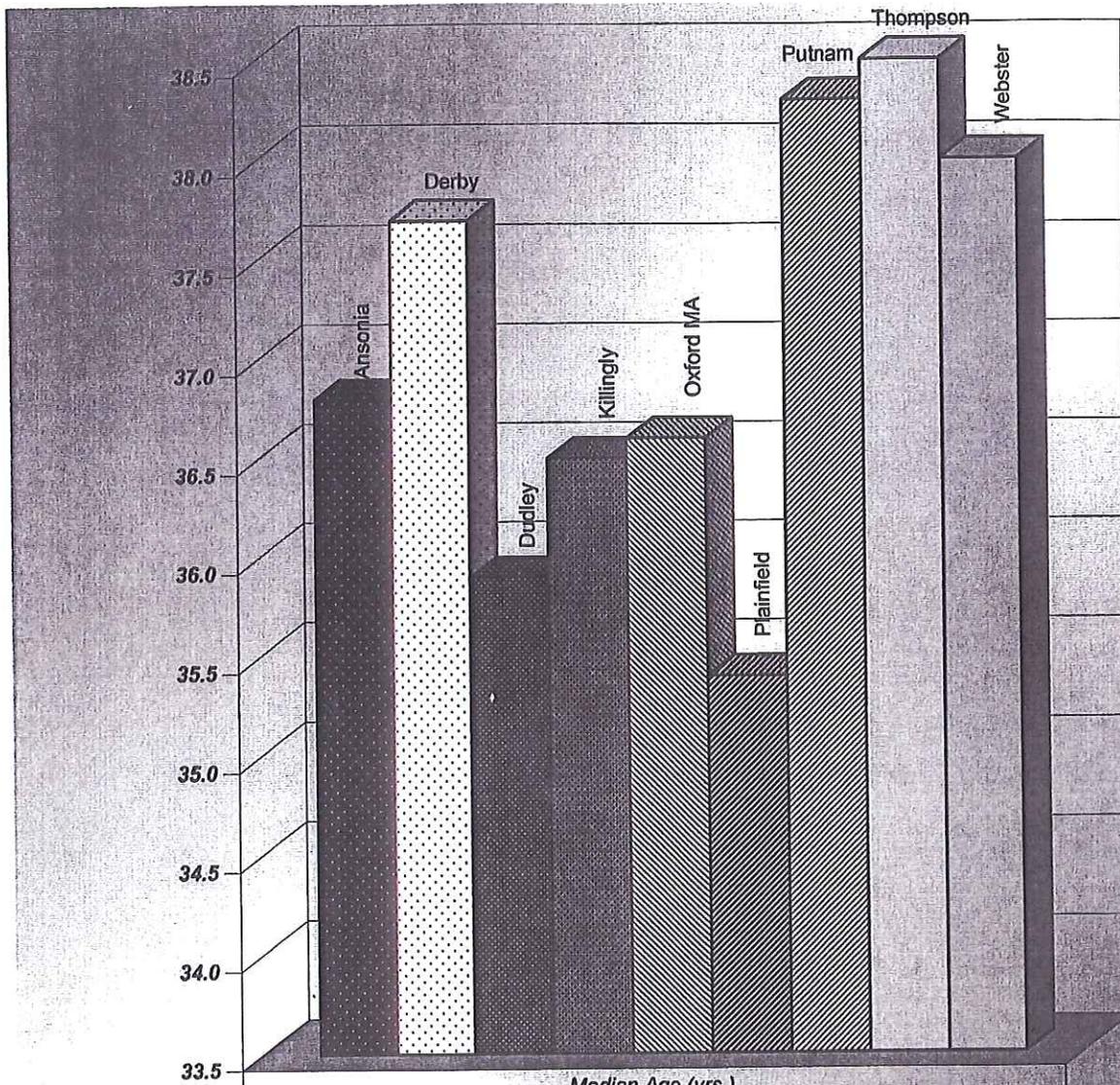
Total Housing Units 2000

■ Ansonia	7,937
▣ Derby	5,568
■ Dudley	3,910
■ Killingly	6,909
▣ Oxford MA	5,228
▣ Plainfield	5,676
▣ Putnam	3,955
▣ Thompson	3,710
▣ Webster	7,554



Gross Grand List 2001

■ Ansonia	\$628,285,322
□ Derby	\$536,265,295
■ Dudley	\$412,517,399
■ Killingly	\$974,626,727
▨ Oxford MA	\$572,714,600
▨ Plainfield	\$519,826,819
▨ Putnam	\$350,505,775
□ Thompson	\$380,065,258
□ Webster	\$719,004,880



	Median Age (yrs.)
■ Ansonia	36.8
□ Derby	37.7
■ Dudley	35.9
■ Killingly	36.5
▨ Oxford MA	36.6
▨ Plainfield	35.4
▨ Putnam	38.3
□ Thompson	38.5
□ Webster	38.0

**Comparative Tax Data  
Selected Windham County Towns & Cities**

Town	Equz'd Mill Rate 1999	Per Cap ENGL* 1997	% Change ENGL '94-'99	% Change in Mun. Spending '94-'99	Per Cap. Educ. Spending 1999	Per Cap Prop Tax 1999	% Change Prop. Tax '94-'99	Prop Tax as % of Tot Revs. 1999	Per Cap State Aid 1999
Brooklyn	16.32	\$51,327	9.3	24.1	\$1,429	\$857	30.1	44.0	\$1,044
Canterbury	17.55	\$54,462	14.4	8.3	\$1,597	\$936	38.4	44.0	\$1,149
Killingly	13.56	\$50,701	-4.0	4.1	\$1,380	\$703	4.0	35.7	\$1,029
Plainfield	15.68	\$46,292	6.1	12.1	\$1,447	\$724	24.4	35.0	\$1,190
Pomfret	14.79	\$70,226	10.9	16.2	\$1,385	\$994	34.1	50.3	\$900
Putnam	17.02 <sup>1</sup>	\$51,465	7.0	5.0	\$1,185	\$589	17.5	31.7	\$992
Sterling	15.66	\$58,145	-12.4	-1.1	\$1,483	\$903	21.7	45.1	\$1,060
Thompson	13.58	\$51,069	5.8	10.3	\$1,110	\$698	17.5	43.6	\$857
Woodstock	16.53	\$74,149	9.7	28.3	\$1,411	\$1,216	39.9	60.0	\$734
Windham Cty. Avg.	17.89	\$54,062	4.7	16.2	\$1,312	\$976	22.4	50.2	\$855
<b>CT Average</b>	<b>18.41</b>	<b>\$84,369</b>	<b>8.0</b>	<b>15.6</b>	<b>\$1,304</b>	<b>\$1,531</b>	<b>15.1</b>	<b>65.9</b>	<b>\$608</b>

Source: Connecticut Policy and Economic Council

<sup>1</sup>Total of Town and Special Services District. Equalized mill rate for the Town only: 11.36.

**Appendix F**  
**Putnam, Connecticut**  
**Connecticut Metropatterns Community Classification**

**Cities**

Bridgeport  
 New Haven  
 Waterbury  
 Hartford

**Stressed**

Norwalk	Meriden
Stratford	New Britain
Ansonia	East Hartford
Derby	Windham
West Haven	Norwich
Bristol	New London

**At-Risk**

Danbury	North Haven	Haddam	Sprague
Milford	Wallingford	Manchester	Eastford
Naugatuck	Plainville	East Windsor	Canterbury
Thomaston	Branford	Enfield	Brooklyn
Torrington	Newington	Vernon	North Stonington
Winchester	Bloomfield	Coventry	Griswold
Colebrook	Middletown	Stafford	Plainfield
Hamden	Wethersfield	Montville	Killingly
Prospect	Windsor	Chaplin	Putnam
Plymouth	Windsor Locks	Ashford	Thompson
East Haven	Clinton	Groton	

**Fringe-Developing**

Sherman	Durham	Ellington	Lisbon
Goshen	Rocky Hill	Salem	Scotland
Oxford	Killingworth	Lebanon	Hampton
Bethany	Old Lyme	Andover	Pomfret
Burlington	East Haddam	Tolland	Woodstock
Hartland	Colchester	Mansfield	Voluntown
Avon	Hebron	Union	Sterling
Granby	Bolton	Preston	

**Bedroom-Developing**

New Fairfield  
Bethel  
Brookfield  
New Milford  
Newtown  
North Canaan  
Trumbull  
Monroe  
Southbury  
Woodbury  
Bethlehem  
Morris  
Litchfield  
Shelton  
Middlebury

Watertown  
Seymour  
Beacon Falls  
Harwinton  
New Hartford  
Barkhamstead  
Orange  
Woodbridge  
Wolcott  
Cheshire  
Southington  
Farmington  
Canton  
Simsbury  
North Branford

Berlin  
West Hartford  
East Granby  
Guilford  
Middlefield  
Suffield  
Madison  
Cromwell  
Portland  
South Windsor  
Westbrook  
Deep River  
Old Saybrook  
Essex  
Chester

East Hampton  
Glastonbury  
Marlborough  
Somers  
East Lyme  
Columbia  
Willington  
Waterford  
Bozrah  
Franklin  
Ledyard  
Stonington

**Affluent**

Greenwich  
Stamford  
New Canaan  
Darien  
Wilton  
Ridgefield  
Westport  
Weston  
Redding  
Easton  
Fairfield

Bridgewater  
Roxbury  
Washington  
Kent  
Warren  
Sharon  
Cornwall  
Salisbury  
Canaan  
Norfolk  
Lyme

**Appendix G**  
**Putnam, Connecticut**  
**Summary of Survey Recommendations**  
**Historical and Architectural Survey**  
**Historic Resource Consultants, 1987**

Structures Which Appear Eligible for the National Register

Old High School (Putnam Town Hall), Church Street, Victorian Gothic, 1974,  
C.C. Buck, architect

Putnam Congregational Church, Main Street, Romanesque, 1870

Pomfret Street Bridge, concrete arch, 1925

St. Mary's Church and Rectory, Providence Street, Gothic Revival, 1904,  
Joseph D. Jackson, architect

Railroad Station, Union Square, Mediterranean, c. 1905

Baptist Church, Woodstock Avenue, Gothic Revival, 1904

International-style house, Letters Street, 1940, Edward Durrell Stone, architect\*

Structures Now Listed on National Register

Israel Putnam School, corner of School and Oak Streets

Cady-Copp Cottage, 115 Liberty Highway\*

Eligible Districts

Main Street commercial area, an area of Victorian, Art Deco, and Colonial Revival commercial buildings, including business blocks, former banks, the Putnam Post Office, and the Congregational Church. These buildings illustrate the historical development of Putnam as a commercial center in the late 19<sup>th</sup> and early 20<sup>th</sup> centuries. The district could extend south to include the Chickering Building and railroad station.

Wilkinson Street residential area, several large ornate Victorian houses most in the Second Empire or Italianate style, associated with leading merchant and manufacturer families of Putnam. Logical boundaries for this district would also include houses on Bellevue, Hammond and Prospect Streets.

Victorian houses at 219-263 School Street, a cohesive row with Queen Anne stylistic influence. Such a district might include adjacent areas of Providence and Walnut Streets.

\* Category updated in 2003 by TPA Design Group

Source: "Putnam 2000 A Plan of Development" Pare Engineering Corporation 1989

**Appendix H**  
**Putnam, Connecticut**  
**Business Interviews Summary**

**BUSINESS INTERVIEWS SUMMARY**

**I. Objectives**

In order to obtain input from Putnam's business community in connection with the preparation of the POCD, personal interviews were conducted among a select number of businesses and institutions located in Putnam. In total, 15 interviews took place during June and July 2003. A profile of the businesses interviewed is summarized in Table H. Efforts were made to obtain a fair cross section of Putnam's businesses and institutions, including representatives of the industrial, retail and services sectors.

The outreach program was designed and conducted for the following purposes:

- To involve community businesses in the planning process for the Putnam Plan of Conservation and Development (POCD).
- To identify Putnam's advantages and disadvantages as a place to do business.
- To address the question of Putnam's image both within the community and from without.
- To identify the major assets and constraints of Putnam as a whole.
- To identify specific needs and priorities for economic development which can be addressed in the POCD.

**Table H  
Business Interview Profile – Putnam Plan of Development**

<b>Name of Business</b>	<b>Contact</b>	<b>Address</b>	<b>Number of Years in Putnam</b>	<b># of Employees</b>	<b>Customer Base</b>	<b>Type of Business or Service</b>
Antiques Market	Jerry Cohen Owner	109 Main St.	11	FT 3, PT 5	New England, 150 mile radius	antiques dealership mall retail/wholesale
Putnam Savings Bank	Robert Cocks, Jr. Pres. & CEO	40 Main St.	141	59 FTE, 84 total	NE CT, incl. MA & RI	mutual savings bank
Day Kimball Hospital	Ron Coderre V.P. Philanthropy & Communications	320 Pomfret St.	109	550 FTE, 1000 total	13 towns of NE CT	hospital
Citizen's National Bank	David Conrad, Pres. & CEO	182 Main St.	79	58 FTE	NE CT	commercial bank
Zampell Refractories	Kent Coston, Sr. Project Engineer	2 Ridge Rd.	2	20 avg. annual	CT, RI, MA, NY	waste to energy ceramic installations
The Furniture Place	David Dinerman Owner	51 Pomfret St.	22	6	NE CT	home furnishings retailer
Wal-Mart	Mike Douglas Store Manager	625 School St.	8	248	NE CT	mass merchandiser
Kelly Tire Company	Paul Kelly Co-Owner	306 School St.	67	11	NE CT, western RI	tire sales, auto service
Superior Plastics	David Kingeter President	5 Highland Dr.	6	45	Eastern Seaboard, Midwest	custom plastic sheet extruder
Putnam Town Crier & Northeast Ledger	Linda Lemmon	158 Main St.	10	1	Putnam, Woodstock, Eastford & Pomfret	newspaper

**Table H  
Business Interview Profile – Putnam Plan of Development**

Name of Stakeholder	Contact	Address	Number of Years in Putnam	# of Employees	Customer Base	Type of Business or Service
Loomis Real Estate	Dick Loomis, Broker-Owner	25 Providence St.	15	15	NE CT, MA	residential real estate agency
National Chromium	John Miller, Pres.	10 Senexet Rd.	62	14	New England & Nationwide	chromium and nickel plating
WINY Radio	Gary Osbrey, Owner	45 Pomfret St.	50	12	Worcester-Norwich Willimantic- Providence signal carry	full service radio
Cableworks, Inc.	John Rauh, Pres.	81 May St.	19	11	New England; NY	steel wire rope fabrication
Central Construction Industries	Bruce Richards, Managing Partner	30 Harris St.	7	38	CT, RI, part of MA	structural steel construction, rigging

## **II. Business Characteristics**

Of the 15 interviews conducted, seven were in person and eight were by telephone. The organizations from which the interviewees came included professional, retail, manufacturing, communications and medical service providers.

The first section of the interview included questions designed to provide a brief profile of the business. A summary of the profile data indicates:

- Total Putnam-based employment for this group is 1,571, or 27 % of total employment in Putnam. Two of those interviewed are among Putnam's top employers, Day Kimball Hospital and Wal-Mart.
- Seven of the interviewed firms plan to either add more hires in the next one to two years or move/expand their businesses, while two others had recently expanded their operations.
- Most of the businesses have had a long association with the Putnam community. On average, businesses and institutions have been in town for 40 years, with two having been in operation in excess of 100 years. Holding the record for longevity at 141 years is Putnam Savings Bank, established in 1844. However, we also spoke with six newer businesses which have been located in Putnam for less than 12 years.
- In terms of location, ten of the interviewed businesses are located downtown or on the periphery of downtown, while the rest are found in the western half of Putnam. Seven have branches or sister operations in locations outside of Putnam. The majority of the interviewed firms identified their market areas as northeast Connecticut, with a few additionally serving the U.S. northeast and nationwide.

## **III. Advantages and Disadvantages of Operating from a Putnam Location**

Businesses were asked to identify the main benefits of a Putnam location and, if applicable, any disadvantages. Responses have been summarized to give weight to the most widely identified factors.

### **Location**

#### **Advantages**

- Everyone agrees that Putnam's location on I-395 with three full interchanges is an enormous asset. Much of the economic development which has occurred in

recent years has been spurred by this north south highway. It is a great business-to-business location.

- Putnam is also a good retail location, although the moderate population base in the area limits growth somewhat.
- I-395 provides great access to metropolitan Boston, Worcester, the rest of Connecticut and New York.

## **Disadvantages**

- For larger employers, it is somewhat difficult to recruit new employees from outside the labor market area due to a perception of Putnam and northeastern Connecticut being isolated.
- It is also more difficult to travel east and west from Putnam, there being no major highways between the Massachusetts Turnpike to the north and I-95 to the south. Retailers in particular noted this as an impediment.

## **Cost**

### **Advantages**

- Putnam's cost structure, with a low mill rate and moderate prevailing wage rates, makes it an attractive place to do business relative to other towns and cities in the state and region.
- Land and buildings offer good value. Manufacturers also cited the availability of incentives including the Enterprise Corridor.
- Putnam administrators and staff are easy to work with, accommodating and development friendly. Excellent track record for attracting new businesses and helping with expansions of existing businesses
- Affordable housing with a mixture of rental and ownership opportunities

### **Disadvantages**

- Low mill rate contributes to lower performance/perception of schools relative to neighboring communities
- Affordable housing, in particular subsidized housing, contributes to high cost of social services in Putnam

## **Workforce**

### **Advantages**

- With respect to white collar, skilled manufacturing and technical workers, employers are quite satisfied with the local labor force. The work ethic is strong and pride in employment and customer service is high.
- Except for the largest employers, the area resident labor force is adequate in terms of number and skill sets.
- Lower prevailing wage rates keep area businesses competitive
- Immigrant unskilled blue-collar workforce resident in greater Worcester area is a good source of entry-level employees.

### **Disadvantages**

- Lower prevailing wage rates make it somewhat more difficult for larger employers who recruit from beyond the labor market area to attract skilled employees, although lower cost of living mitigates this
- Putnam resident entry level unskilled labor force lacks work readiness and ethic
- Increasingly hard to find good new recruits for industrial jobs other than among recent immigrants (a trend throughout the northeast).

## **Competitiveness**

### **Advantages**

- Long term, well established businesses with dominant market share and name recognition enjoy competitive advantage: the modest size of the household base keeps out larger players, rewarding local entrepreneurs

### **Disadvantages**

- The modest size of the household base and moderate income level translates into less spending power than is typically found in bigger metro markets: market depth is capped for existing as well as potential entrants
- One mention was made of a lack of major advertising outlets in this marketplace

#### **IV. Putnam's Image**

When asked to comment on the perception of Putnam's overall image as a place to live, shop and operate a business, the following observations were made:

- Antiques district downtown is a draw to the city and has helped refocus the prevalent image of an old mill town past its glory days to one of a rejuvenating town with a venerable past and a positive future
- The "insider" self – image has improved dramatically over the past 10-15 years, the "outsider" image still needs work: Putnam suffers by comparison to the rural hill towns to the west, with lower real estate values, a higher burden of social services and poverty, and lower opinion of the school system
- Putnam is part of a region which boasts a fine quality of life where residents are outgoing and community minded
- A mill town, backwards looking mindset can still be found in Putnam. Some referred to this as being "stuck in the 1950s"
- This identification with an older mindset and values also has its virtues – Putnam is viewed overall as a safe place to operate a business and a safe place to live and shop. "It feels safe and homey"
- As a place to shop, the needs of local residents are increasingly met by chain stores located off I-395 at the interchanges. Downtown's image is that of a destination shopping experience for antiquers, with less to offer residents, other than restaurants

#### **V. Assets and Constraints**

Apart from the question of how a Putnam location benefits their businesses, those interviewed were asked to identify Putnam's overall assets and constraints. These included:

##### **Assets**

- Strong sense of community, self-sufficiency and location in a quiet corner of New England
- Vibrant antiques district and downtown restaurants
- Quinebaug River and River Walk
- Bradley Playhouse – year round programming
- New bandstand

- Ash land fill facility is an economic asset – a minority opinion holds that it does not help image
- Industrial Park has attracted good companies and will continue to contribute to tax base and employment – land is available
- The area is emerging as a great bedroom location for Worcester and even Boston
- The Putnam area also stands poised to benefit over the coming years from casinos to the south (residential, retail expansion in support of labor force)
- East Putnam serves as a move-up residential area for the town
- Low mill rate, cost of living, affordable housing
- Small town feel with no malls and congestion
- Great old mill buildings

## Constraints

- The town water doesn't taste good
- Public education system is not effective, with administrative turnover, low test scores, and under funding
- Disinvestment in older buildings: absentee landlords are not responsive to calls for improvement
- Route 44 through the downtown is dangerous to pedestrians
- The antiques district is not well integrated with the needs of the local community. There is a lack of synergy with community and dependence on out-of-towners. Sporadic hours of operation are also a problem.
- Riverfront Commons is blighted, underutilized and contributes to image problem.
- Commercial/retail area around exit 97 needs better options for changing direction and turning as well a road widening
- Putnam needs more move up housing, which ties onto better school performance
- Putnam needs a family centered recreation outlet such as a YMCA to serve and unite the regional community

## VI. Priorities for Future Economic Development

The following strategies for Putnam's economic development were identified by those interviewed:

- Improve public education
- Foster job training, work readiness, especially entry level industrial workforce
- Attract new businesses, but not major employers – seek employers whose employment needs will not overwhelm the area and who will stay and grow
- Improve the power grid downtown

- Attract and keep young homeowner families with a better mix of housing choices
- Riverfront Commons must be a priority redevelopment site for both food based and possibly residential units to take advantage of proximity to river and downtown
- Attract another food retailer for better food price competition, whether located in Riverfront Commons or elsewhere in town
- Finish conversion of the mills, such as P & L
- Work to maintain the historic downtown commercial buildings through vigorous enforcement of codes and façade program
- Explore establishing a new downtown merchants association, build leadership capacity
- Integrate some of the special services district services, most importantly police, with the rest of Putnam. The overall tax and services structure for the town should be addressed in the Plan of Development
- Develop additional venues / services to integrate with the downtown antiques district such as Bed & Breakfast residences or a toys and games museum
- Explore establishing a recreational facility such as a YMCA to serve and unite the regional community
- Improve the gateways into town at the I-395 interchanges with signage, especially Kennedy Drive. A larger sign with a directory of businesses at the entrance to the industrial park at Kennedy Drive would be helpful.

Revisit zoning regulations in light of current economic conditions, especially downtown, Kennedy Drive and at exit 9.