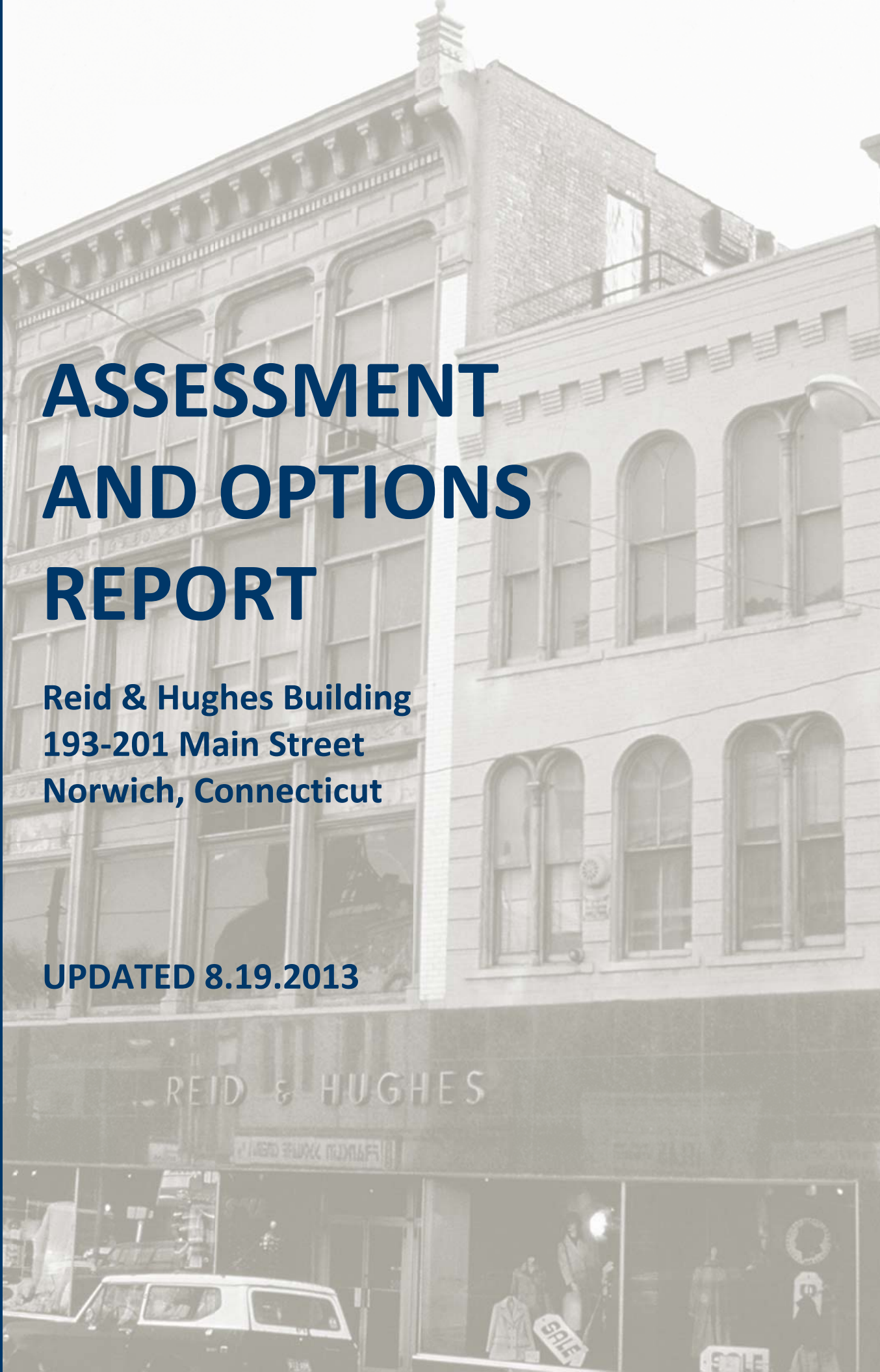


## ASSESSMENT AND OPTIONS REPORT

Reid & Hughes Building  
193-201 Main Street  
Norwich, Connecticut

UPDATED 8.19.2013



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Report Submitted to Norwich City Council  
100 Broadway  
Norwich, Connecticut  
August 12, 2013  
Updated August 19, 2013  
Presented August 19, 2013



Report Prepared by  
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# Overview

In June 2013, the City Council asked NCDC to develop a Request for Proposals package for the Reid & Hughes Property. Subsequent to that request, NCDC has provided a draft RFP and presented it to the Council. After the presentation, the Council asked for additional evaluation of the building and neighborhood, including temporary building stabilization to address a roof failure and the development of a comprehensive development strategy known as a Municipal Development Plan.

While developing this information, and discussing the project with experts in various fields, it became apparent that in order for a decision to be made the Council would need a report of our findings, a comparison of the various options, and time and budget considerations.

This report attempts to share our findings, and provide the Council with enough information to make an informed decision as to how to proceed with this challenging property.

## CONTEXT

The Reid & Hughes Building, circa 1880, consists of four floors and a basement with approximately 24,390 square feet of space. This building is located in the heart of Franklin Square in the Chelsea Central Zone District, which allows a number of different land use development options. The building is also located in the Downtown Norwich Historic District, which was added to the National Register of Historic Places on April 4, 1985.



View of Reid & Hughes Main Street Façade; Image source: bing.com

Over the years, the City has acquired various reports from City Officials and Professional Engineers regarding the condition of the building. These reports have identified a number of hazards present within the building, have led to the building being condemned by the Building Official, and the engaged the City in making roof repairs.

The Building is actually two separate structures that have been combined to function as one building. The main structure, a four-story building, has approximately 3,800 square feet per floor. The addition is a three-story building with about 2,300 square feet on the first floor and about 500 square feet on each of the second and third floors. Note: there are conflicting measurements for both this building and the site that depict a footprint of 6,600 square feet and overall living area of 21,092 square feet.

1990

City acquires building

1995

2000

Roof Repair (4-story bldg)

2005

2010

2<sup>nd</sup> RFP Issued 4/2012

2013  
NCDC Participation  
Preferred Developer  
Development Agreement  
Construction

Ribbon Cutting

FUTURE?

## BUILDING INFO

While the entire site is referred to as the Reid & Hughes Building for simplicity, technically, the eastern building is the original Reid & Hughes Building. It is approximately 36 feet wide along Main Street by 100 feet deep towards the Shetucket River. It is a four story building with a fifth floor mezzanine level located along the Main Street side of the building. This building was reportedly built in 1898.

The adjoin building to the west, often referred to as “the addition” was originally named the Williams and Chester Building. It measures 22 feet wide along Main Street, by 100 feet deep towards the Shetucket River. The second and third floors of the Williams and Chester Building are 22 feet wide by 34 feet deep. This building was reportedly built in 1869.

## CHALLENGES

The property has several challenges that must be recognized regardless of the option selected by the City Council:

<b>Property Size</b>	The site is small (about 7,100 square feet). It contains the footprint of the existing buildings and little more. There is no permanent access to the sides or rear of the building. The City has secured the rights to compensate an adjacent owner for to access the rear of the building during construction.
<b>Code Compliance</b>	The building does not have two means of egress. Because of the size of the property there is no room to accommodate a second means of egress on the property. Adjacent property owners will need to be compensated for the right to gain a second means of egress, if they are willing to provide access.
<b>Overall Condition</b>	The property has been vacant for over twenty years. Twenty years of minimal maintenance catches up to a building. In addition, there are areas where birds are freely accessing the space. These areas are distasteful and dirty.
<b>Air Quality</b>	Water has been leaking into the building due to a roof failure on the three-story building. This is causing a mold condition within the building. It appears to have worsened recently due to the significant precipitation the city received in July.
<b>Environmental Contamination</b>	The property was built in an era where many of the conventional building products of the time are no longer environmentally acceptable, including the use of asbestos and lead paint. These materials have to be removed by licensed professionals and sent to a regulated recovery facility, both of which add cost to the project.
<b>Off-street Parking</b>	The property has no off-street parking spaces. Further, it is located in an area with limited off-street public parking and there are only a few on-street spaces located along the front of the building on Main Street. While downtown Norwich has over 3,000 parking spaces (1,000 public spaces) the lack of assigned or dedicated parking spaces for this property makes this a challenge for redevelopment.
<b>Market Conditions</b>	The building is located within a section of the downtown that earns a lower than desired price per square foot in the marketplace. Additional effort is needed to improve the physical spaces adjacent to this property if the building is going to increase the price it demands.



An Alternatives Analysis (sometimes called an Analysis of Alternatives) is an evaluation process used to identify all of the potential choices available for a complex decision.

## OVERALL OPTIONS

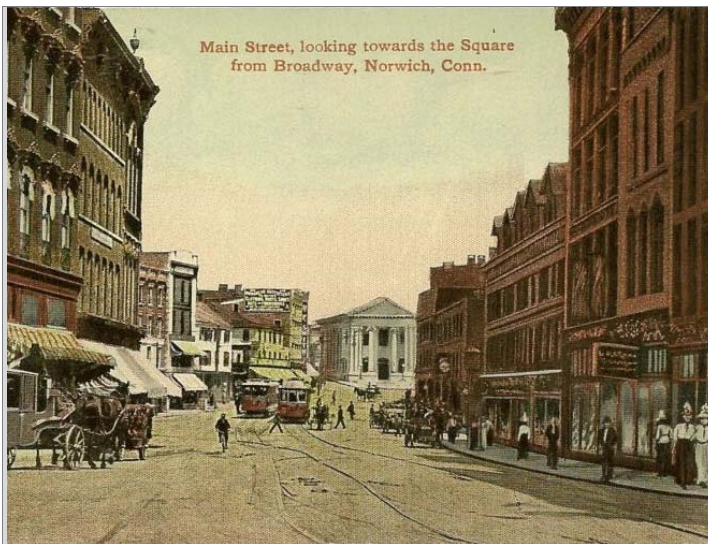
This report is an alternatives analysis (see sidebar) of the City’s options for the Reid & Hughes Building. The City has several options available for how to address this building, as depicted below:

Do Nothing	Demolition			Rehabilitation	
Status Quo	Selective	Save Facade	Complete	Partial	Complete

Each option has elements that are favorable (pro) and negative (con) as to why they should be the chosen solution. The following pages evaluate the various options, and scenarios that could be utilized to address the challenges presented by the Reid & Hughes Building.

We have also taken the time to present our proposal for how to proceed, as a concluding element of this report.

Ultimately, the final decision rests with the City Council.



Reid & Hughes, circa 1916; image source: wikipedia.com



Reid & Hughes today; Image source - NCDC

## OPPORTUNITY COST

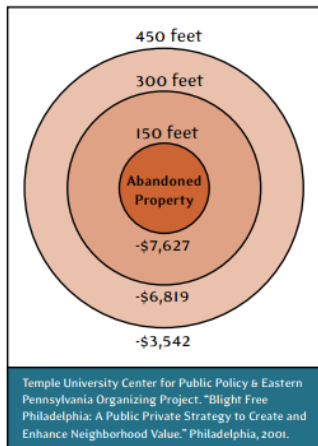
The costs that are forgone in order to pursue, or as a result of, an alternative action / scenario.

### IMPACT OF BLIGHT

The Reid & Hughes property has generated \$0 in tax or utility revenue over the past 20 years. If it were in private ownership, it would have produced approximately \$1.8 million dollars over the past twenty years based on today's value and mill rate.

While these numbers could be accurately calculated and determined, there are also intangible values associated with the Reid & Hughes being a vacant building on Main Street.

In a 2001 Study by Temple University in Philadelphia, researchers found that vacant properties had a negative value on adjacent properties, leading to more disinvestment (i.e., it becomes contagious). The following graphic depicts the impact of property values based on proximity to vacant buildings:



Graphic source:  
[astro.temple.edu/~ashlay/blight.pdf](http://astro.temple.edu/~ashlay/blight.pdf)

Do Nothing	Demolition			Rehabilitation	
Status Quo	Selective	Save Facade	Complete	Partial	Complete

## “Do Nothing” Option

### OVERVIEW

A “Do Nothing” / Status Quo option exists in every alternatives assessment. In this case, the City is already the owner of a building, has owned the building for over twenty years and the building is, and continues to be a non-performing City asset. The lack of functional use of the building has provided a negative value for this asset, as it requires maintenance and management with no return on investment.

There is also an opportunity cost of owning a building that is not used, nor is intended to serve any public purpose. The opportunity cost (see sidebar) includes lost tax and utility revenue and the loss of adjacent property values due to the vacant / blighted condition of the building (see impact of blight sidebar). Vacant buildings send a poor message about the health and vitality of the downtown district. This leads to disinvestment and adversely impacts the demand-driven economic development efforts of various city agencies.

Ultimately the Do Nothing option is not a viable option and should be eliminated from this assessment. Continuation of a Do Nothing approach will cost the City money, and the City will derive no return on investment. Further, a non-functioning asset, in a blighted condition, adversely impacts the value and market potential for adjacent properties, driving negative values even more towards the negative.

### OPPORTUNITY COST DETAILS

	TO DATE	PER YEAR GOING FORWARD
Asset Management <sup>1</sup>	(\$50,000) <sup>2</sup>	
Tax Revenue <sup>3</sup>	(\$105,740)	
Utility Revenue (NPU) <sup>4, 5</sup>	(\$1,442,320)	
Utility Revenue (CITY) <sup>4, 5</sup>	(\$160,258)	
<b>TOTAL</b>	<b>(\$1,758,000)</b>	<b>(\$85,000)</b>

1 A complete list of asset management costs has not been maintained over the years, which is common for publicly-owned buildings

2 Roof replacement / temporary building stabilization for the four-story Reid & Hughes Building

3 Tax revenue assumption based on current value and taxation rate

4 Utility revenue assumption based on current rates and comparable uses

5 The City receives 10% of Norwich Public Utilities (NPU) Gross Revenue

## PLACE-MAKING

Placemaking animates public and private spaces. The concept of place is to create a built environment that is inviting, safe and exciting for people that are walking through, or by it.

Here are two spaces that are different places:



Image Source:  
[peoplestreets.org/category/place-making/](https://peoplestreets.org/category/place-making/)

Good places:

- Has a good view; people watching (there's a reason people take up cafe window seats first)
- Has seating
- Is an intersection of dimensions; whether it's an intersection of pathways (e.g., public plazas) or physical elements (e.g., benches, plants, lighting)
- Feels safe

Every downtown building that is lost, and not replaced, threatens our ability to place-make in Norwich.

Do Nothing	Demolition			Rehabilitation	
Status Quo	Selective	Save Façade	Complete	Partial	Complete

## Demolition Option

### OVERVIEW

There are three demolition options. These include:

1. Complete demolition (tearing the whole building down);
2. Retaining the front façade; and
3. Tearing down a portion of the building.

The Demolition Option does not readily incorporate an exit strategy for the City, but one can be developed as part of a Request for Proposals (RFP) for the resulting undeveloped site. The resulting undeveloped site is about 7,100 square feet in land area.

Demolition has been estimated to cost between \$574,000 and \$797,000. Hazardous material removal has been estimated to cost \$160,000, which is included in the demolition cost estimates.

### SCENARIOS

**Selective Demo** – Selective demolition (demo) would likely involve the removal of the three-story addition portion of the building. This addition has roof failures that are impacting the structural integrity of the building. It is also the location where birds are accessing the building. Note, a Selective demolition, without a plan in place for the remaining building, will not be a successful end result. If this approach is chosen, steps will need to be taken to protect the four-story building from weather, vagrants, etc.

**Save Façade** – Saving the Building Façade involves a selective demolition of the building and saving the historic features of the building for reuse at a later date. The façade has been identified as an important feature in the Downtown Norwich Historic District, and preservation of this feature would ensure that the district is not adversely impacted by the loss of another historic asset. There are two ways to save the façade: 1) save in place, and 2) removal and storage.

**Complete Demo** – Complete demolition (demo) is exactly what it reads to be, the complete demolition of the Reid & Hughes building.

## OPTIONS

	PROS	CONS	ESTIMATED COST
<b>Selective Demo</b>	<ul style="list-style-type: none"> <li>Save a portion of the building</li> </ul>	<ul style="list-style-type: none"> <li>Portion of the building remains and needs to be managed</li> <li>Public sector led effort</li> <li>No identified reuse of the property</li> <li>Opportunity costs</li> </ul>	No Cost Estimate Provided
<b>Save Facade</b>	<ul style="list-style-type: none"> <li>Retain historic feature</li> <li>Retain streetscape attribute that is important to place-making</li> </ul>	<ul style="list-style-type: none"> <li>Most expensive solution because of the need for temporary stabilization of the façade</li> <li>No identified reuse of the property</li> <li>Opportunity costs</li> </ul>	\$636,000 - \$797,000
<b>Complete Demo</b>	<ul style="list-style-type: none"> <li>Blank canvas site</li> <li>Five week timeframe from project authorization</li> </ul>	<ul style="list-style-type: none"> <li>Site is too small for an independently built new construction</li> <li>No identified reuse of the property</li> <li>Opportunity costs</li> <li>Lost historic resource</li> <li>Lost streetscape continuity</li> </ul>	\$574,000

Additional information about building demolition can be found in the *“Demolition and Façade Preservation Cost Analysis”* report dated April 18, 2013, which was prepared by CLA Engineers, Inc. of Norwich, Connecticut.



Do Nothing	Demolition			Rehabilitation	
Status Quo	Selective	Save Facade	Complete	Partial	Complete

## Rehabilitation Option

### OVERVIEW

There are a number of rehabilitation / reuse options. A key component to executing these options is the participation of the private-sector in a public / private partnership, that positions the building or site to return to active use. The Request for Proposals (RFP – see sidebar) process has been used twice in attempt of attracting a potential private-sector developer for this project.

The process failed in the past for numerous reasons, many of which are well-known to City officials. The most significant challenge is that for any rehabilitation project the asset value at project completion is lower than the costs to improve the asset. This negative value severely inhibits the private-sector from attracting private capital into the project.

### SCENARIOS

**Partial Rehab** – Partial Rehabilitation (rehab) involves saving elements of the existing buildings when feasible; at a minimum, would include restoring the historic cast iron façade, and would include other features that are salvageable. The partial rehab scenario differs from the partial demolition because it involves a private-sector led effort to rehabilitate the property.

**Complete Rehab** – Complete Rehabilitation (rehab) involves retaining all features on the site. Some will be restored to historic preservation stands, and others may not.

Temporary Building Stabilization and the development of a Municipal Development Plan (MDP) are complementary components for both of these scenarios and are discussed later in this section.

### OPTIONS

	PROS	CONS	ESTIMATED COST
<b>Partial Rehab</b>	<ul style="list-style-type: none"> <li>Façade is maintained</li> <li>Brand new building</li> <li>New building may be cheaper</li> <li>Easier to accommodate second means of egress</li> <li>May be achievable without temporary building stabilization</li> <li>Private-sector led effort</li> </ul>	<ul style="list-style-type: none"> <li>Loss of historic elements</li> <li>Can a building be built after demolition is completed?</li> <li>Code requirements for new construction would impact the use of limited space on this site</li> </ul>	\$1,142,999+ <sup>1</sup>
<b>Complete Rehab</b>	<ul style="list-style-type: none"> <li>Building remains in place and intact</li> <li>More efficient use of space due to pre-existing code conditions</li> </ul>	<ul style="list-style-type: none"> <li>Expensive</li> <li>Difficult to achieve second means of egress</li> <li>May require temporary building stabilization</li> </ul>	\$1,142,999+ <sup>1</sup>

<sup>1</sup> See City Commitment on Page 8

### REHABILITATION PROCESS

The rehabilitation process involves the sale / disbursement of a city-owned asset to a private-sector led development team.

A Request for Proposals (RFP) process has been proposed as a way to solicit development teams and rehabilitation proposals for this property.

#### WHAT IS AN RFP?

An RFP (Request for Proposals) is essentially a bidding process to procure goods, or services or solicit potential development proposals.

Development RFPs occur early in the procurement process and are a useful way to solicit potential developers with little risk to the city or the development community. Ultimately, the RFP is a non-binding process.

#### ADVERTISING THE RFP

It is recommended that the City allocate \$8,000 for advertising the Reid & Hughes RFP, which includes ad development and placement.

The RFP should be advertised in the following locations:

- New England Real Estate Journal
- CT Sitefinder website
- CT Trust for Historic Preservation Historic Property Exchange
- National Trust for Historic Preservation's Preservation Nation website – historic property listing
- Poster / scrim on the building / front windows
- Dedicated NCDC webpage
- City website
- Dedicated project Facebook page

## WHAT IS A P3?

P3 stands for public / private partnership. Public / private partnerships are a contractual arrangement whereby the resources, risks and rewards of both the public agency and private company are combined to provide greater efficiency, better access to capital, and improved compliance with a range of government regulations regarding the environment and workplace.

The public's interests are fully assured through provisions in the contracts that provide for on-going monitoring and oversight of the operation of a service or development of a facility. In this way, everyone wins — the government entity, the private company and the general public.

ncppp.org

## CITY COMMITMENT

The Rehabilitation Option requires a commitment from the City, perhaps as part of a public / private partnership (P3 – see sidebar). NCDC has calculated the following commitments that are needed for this project:

### CITY PARTICIPATION

SOURCE	COMMITMENT TYPE	DETAILS	ESTIMATED AMOUNT*
<b>Sewer Connection Fee</b>	Deferred Cost As of Right	50% discount of the total sewer connection fee. The sewer connection fee is calculated based on the uses / activities that are proposed.	To Be Determined
<b>Discounted Property Acquisition</b>	Deferred Cost As of Right	This asset is currently valued at \$243,000. The City is willing to provide clear title to the property for \$1.	\$242,999
<b>Downtown Code Correction Program</b>	Cash, Reimbursement As of Right	Program administered by NCDC. Up to \$100,000 available as a grant to match private funding. 50% match required.	\$100,000
<b>Enterprise Zone Tax Abatement</b>	Deferred Cost As of Right	50% tax reduction phased in over 7 years. Total deferral amount depends on final assessment.	\$130,000 +/-
<b>Energy Efficiency Programs</b>	<b>Optional</b>	Norwich Public Utilities, a City-owned utility, provides a variety of energy conservation and efficiency programs.	To Be Determined
<b>Building Permit Fees</b>	Deferred Cost <b>Optional</b>	Waiver of up to 100% of Building Permit Fees. City Council Decision (vote required)	To Be Determined
<b>City Bond</b>	Cash, Reimbursement <b>Optional</b>	Grant from the City of Norwich. City Council Decision (vote required)	\$800,000
<b>Off-Street Parking Waiver</b>	Deferred Cost <b>Optional</b>	\$5,000 / space savings in project construction costs (minimum). All waivers must be granted by the Commission on the City Plan.	To Be Determined
<b>TOTAL</b>			<b>\$1,142,999+</b>



Programs available as-of-right based on City policies



Optional programs that the City may offer

## IMPLEMENTATION TIMEFRAME

	2013					2014										2015							2016
	A	S	O	N	D	J	F	M	A	M	J	J	A	D		J	F	M	A	M	J	J	JUNE
<b>Building Rehabilitation</b>																							
<b>1 REQUEST FOR PROPOSALS</b>																							
Complete RFP																							
Council Commits to Min. Funding Amount																							
City Council Accepts RFP	◆																						
Advertise RFP	◆																						
Open House																							
Proposal Response Window																							
Proposals Submitted																							
Proposals Reviewed																							
Preferred Developer Recommended																							
<b>2 PREFERRED DEVELOPER</b>																							
PD Reviewed By City Council																							
PD Selected By City Council																							
<b>3 DEVELOPMENT AGREEMENT</b>																							
Negotiate Agreement																							
City Council Signs Agreement																							
<b>4 REHABILITATION</b>																							
Funding Secured																							
Plans Developed																							
Plans Approved by COCP																							
Wall Breaking Ceremony																							
Construction																							
Ribbon Cutting Ceremony																							

## CITY BID REQUIREMENTS

The City of Norwich uses a competitive bid process to procure goods and services that exceed \$12,000. These requirements are identified in City Ordinance Section 7-39. The City's Purchasing Agent manages the competitive bid process.

### ESCALATION OF COMMITMENT

The escalation of commitment involves investing resources in an apparently losing proposition, influenced by effort, money, and time already invested.

businessdictionary.com

### SUNK COSTS

Sunken costs are financial investments that have no known / tangible recovery, or return on the investment. These costs are often assessed in retrospective.

businessdictionary.com

## Temporary Building Stabilization

If Building Rehabilitation is an objective, the City should consider whether additional steps to stabilize the roof and structural integrity of the smaller three-story Williams and Chester Building should be made. There is a hole in the roof of the Williams and Chester Building and water is now infiltrating the structure. Ultimately, water ruins everything and continued exposure to the elements, particularly rain, snow and ice, will only intensify the damage to the building.

NCDC asked CLA Engineers, of Norwich, to conduct a visual survey of the current conditions and develop a scope of services to address the damage to the Williams and Chester Building. CLA has been through the building many times over the years and has significant awareness of the building condition.

Because public dollars and property are involved, the process has to include plans developed by a professional along with a public bidding process. CLA Engineers outlined a process as follows:

ACTIVITY	COST
1. Develop Construction Drawings <sup>1</sup>	\$10,500
2. Develop Project Plan (e.g., book specifications, construction bid documents, construction cost estimate)	\$6,000
3. Bid Process	\$2,500
4. Construction (construction administration, construction cost)	\$48,000
<b>TOTAL</b>	<b>\$67,000</b>

<sup>1</sup> The cost estimate currently only includes a definitive number for the first task. Additional costs cannot be fully determined until construction documents have been prepared. Based on analysis of performed by professionals frequently engaged in this line of work, it is safe to assume that the construction cost will exceed \$30,000 due to the challenges of access the space, the need to address snow loading and the lack of existing structural capacity on this portion of the building. Because public dollars are at-risk, this cost estimate includes professionally-prepared specifications and oversight to ensure that improvements meet, or exceed the requirements. All activities must be in compliance with state and federal workplace safety and environmental laws. These requirements will have some impact on the overall cost of the project.

## WHAT WE HEARD

Numerous building professionals (e.g., designers, engineers, construction experts, and building officials) expressed a concern about investing in roof repairs for the Williams and Chester Building.

The overwhelming concern that we heard was that this work would be like the idiom, "Throwing good money after bad." What that means, is that the temporary building stabilization may involve an escalation of commitment (see sidebar) by City leaders that is not warranted at this time, as it would result in sunk costs (see sidebar) if the building were demolished or rehabilitated.

Not one building professional indicated that this work was a necessity to enable building rehabilitation. One expert indicated that state Building Code requirements might necessitate the demolition of this building as a means to achieve egress requirements.

## IMPLEMENTATION TIMEFRAME

			2013					2014											
			A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
<b>Temporary Building Stabilization (TBS)</b>																			
<b>1</b>	<b>DEVELOP PROJECT MANUAL</b>																		
	Select Structural Engineering Firm																		
	Develop Cost Estimate for PM Element																		
	Secure funding for PM Element																		
	Develop PM Agreement																		
	Develop Draft Project Manual																		
	Finalize Project Manual and Cost Estimate																		
<b>2</b>	<b>SECURE FUNDING</b>																		
	Share Cost Estimate with City Council																		
	City Council Authorizes Funds																		
<b>3</b>	<b>ADVERTISE BID</b>																		
	Advertise Construction Project																		
	Bid Response Window																		
	Open Bids																		
	Identify Lowest Responsible Bid																		
	Review Bidders																		
	Award Contract																		
<b>4</b>	<b>CONSTRUCTION</b>																		
	Construction of TBS Phase																		



## WHAT IS A MUNICIPAL DEVELOPMENT PLAN (MDP)?

Chapter 132 of the Connecticut General Statutes enables communities to develop a Municipal Development Project (MDP) as a tool to acquire, improve places for economic development purposes.

MDPs that are approved by the state's Department of Economic and Community Development, can then be eligible to receive state funding, when funding is available.

## Municipal Development Plan

The Reid & Hughes Building is part of a larger context, its immediate neighborhood (Franklin Square / Main Street) and the overall village (historic Downtown Norwich / Chelsea). Buildings, neighborhoods and villages all have needs, ranging from marketing to overall design. At the larger scale (neighborhoods and villages) these needs are best served through a comprehensive process known as a Municipal Development Plan, or MDP (see sidebar).

The state of Connecticut created this tool to provide communities with an ability to identify needs of a targeted area, whether it be at the neighborhood or village scale, to develop strategies and tools to address those needs, including ways to securing funding for implementation.

### NEIGHBORHOOD CONTEXT

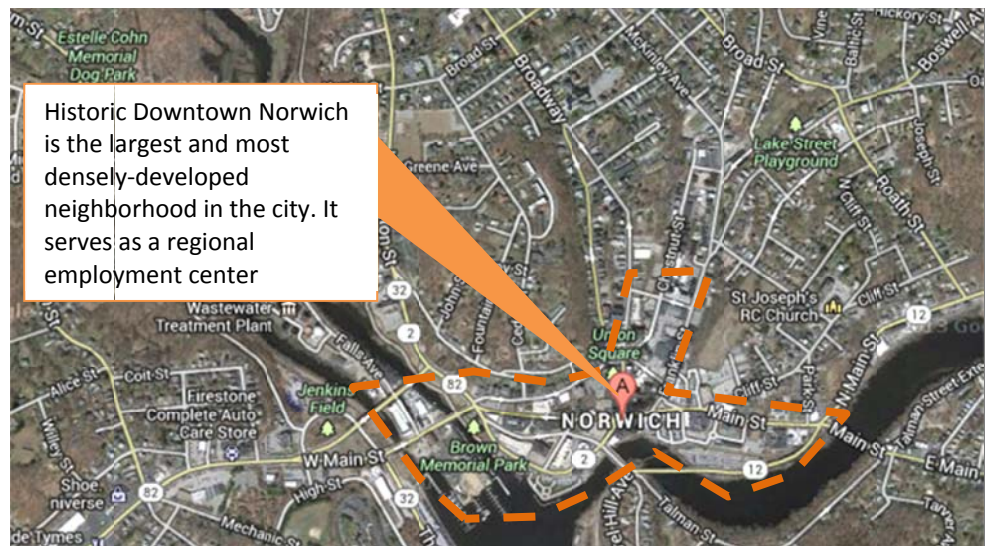


Image source: google.com

The MDP could include several of the underutilized properties located in historic downtown Norwich. Concept sketches of new development opportunities, such as those shown on page 13, could be included in the MDP process.

ACTIVITY	COST
1. RFQ / Consultant Selection	\$5,000
2. Plan Development (planning, public participation and design)	\$245,000
3. Plan Adoption	\$15,000
4. Plan Implementation (scoping)	\$5,000
<b>TOTAL</b>	<b>\$270,000</b>

## WHY WOULD WE NEED AN MDP?

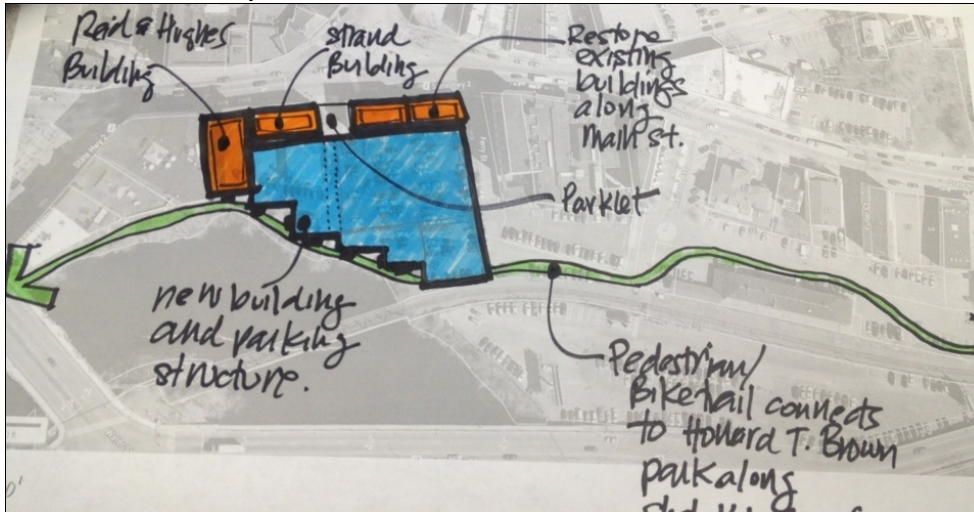
The Municipal Development Plan (MDP) Process could include schematic designs for new development in historic downtown Norwich. The images to the left, prepared by NCDC, are meant to provide an overall concept of the types of activities that could be included in the MDP process and show an alternative development concept that could support the initial investment in the Reid & Hughes project.

These concept drawings utilize adjacent private property as part of the development. These properties would have to be acquired by a potential developer, or the existing owners may choose to proceed with the development opportunity, if the project is lucrative.

These sketches are purely suggestions to articulate why an MDP process may be beneficial. They do not represent an official position by NCDC, the City of Norwich, or any of the private properties that are depicted.

## CONCEPTUAL DEVELOPMENT ELEMENTS

### Potential New Development, Plan View



Franklin Square , Norwich; image source: aerial - google.com; graphic - NCDC

### Potential New Development, View from Shetucket River

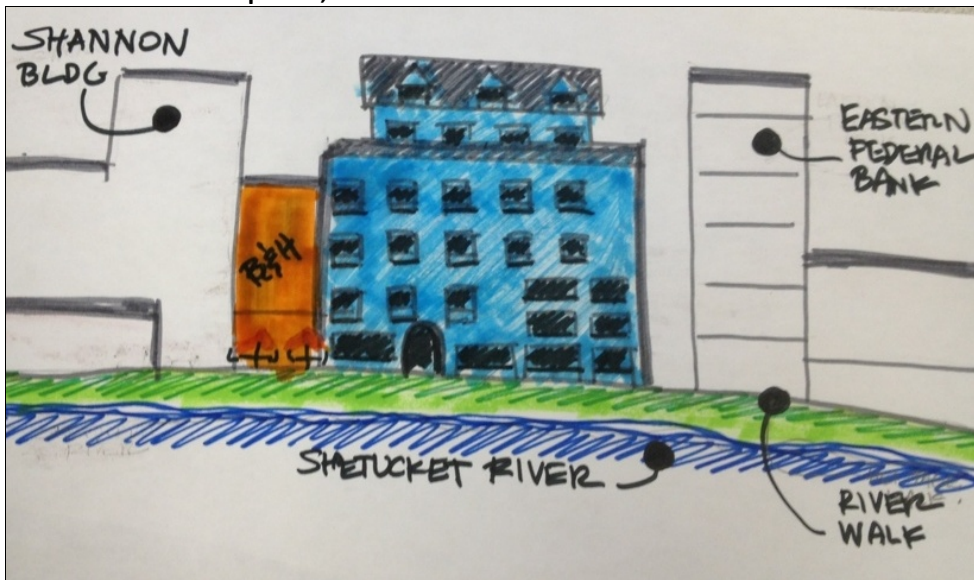


image source: NCDC



For the rehabilitation of the Reid & Hughes Building to be successful, there is a need to improve the public realm in and around this space, to make it an attractive place, a place that people want to hang out and be seen.

There is often fear that the “wrong” people might hang out in these places, and strategies to address these concerns should be developed by merchants, property owners and the city’s community policing efforts. Not creating the right solution, because we are concerned about management issues, will prevent the space from ever achieving the desired purpose.

There are many examples of successful public spaces across the country. Some of these spaces will have management strategies, including event programming, which we could try. Others have great design that make up for the management challenges. Perhaps the Davis Square space in Somerville, Massachusetts (accessed Boston Redline) could be used to inspire a new approach in Franklin Square.



Davis Square, Somerville, Mass.; image source: aerial - bing.com; others - NCDC

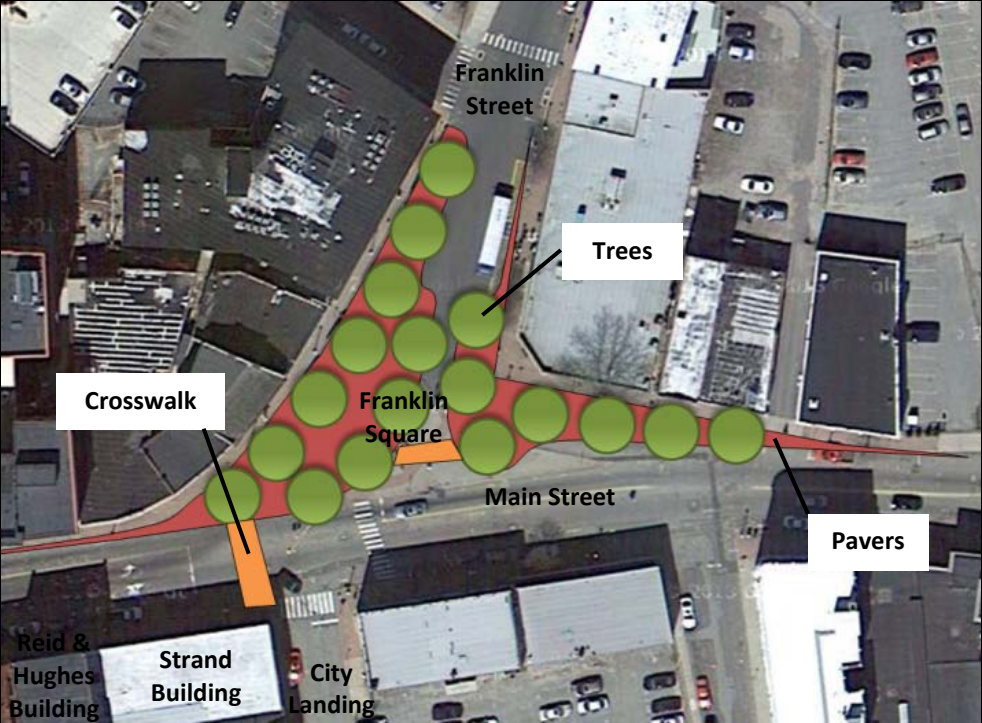


**Franklin Square, Existing Conditions**



Franklin Square , Norwich; image source: google.com

**Concept Sketch for Franklin Square**



Conceptual redesign of Franklin Square, Norwich; image source: aerial - google.com, graphic overlay - NCDC

## IMPLEMENTATION TIMEFRAME

				2013					2014											
				A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
<b>Municipal Development Plan (MDP)</b>																				
<b>1</b>	<b>DEFINE PROJECT</b>																			
	Define Project Area (City Council)			◆																
	Appoint Development Agent (City Council)			◆																
<b>2</b>	<b>DEVELOP PROJECT PLAN</b>																			
	Develop Project Plan																			
	Conduct an Environmental Assessment																			
	Conduct a Marketability Study Report																			
	Define Project Benefits																			
	Identify Land Acquisition Process (if applicable)																			
<b>3</b>	<b>PLAN APPROVAL</b>																			
	Commission on the City Plan Review																			
	Public Review Timeframe																			
	Public Hearing																			
	Commission on the City Plan Review																			
	Commission on the City Plan Approval																			
	Regional Planning Agency Review																			
	Regional Planning Agency Approval																			
	City Council Approval																			
<b>4</b>	<b>FUNDING</b>																			
	Notify DECD																			
	Secure Funding for MDP Implementation																			
	Implement MDP																			



# NCDC Recommendation

We are recommending that the City Council take the next steps

## 1. Commit to the Effort

- Provide Funding – A funding commitment from the City Council is needed for whichever option is selected
- Delegate Responsibility – A project manager will be needed and the City Council should assign that responsibility
- Provide Resources – The project manager should be given the resources (e.g., time, staff, funding for administration) to complete the task

## 2. Start the Process

- Establish a timeframe for project completion
- Plan the Work
- Work the Plan