

MEMORANDUM

TO: Town of Ledyard Zoning Steering Committee

FROM: Nicole T. Allen, A.I.C.P., Planning Services Manager- Laberge Group

DATE: January 8, 2008

RE: *Final Technical Recommendations & POCD Land Use Goals and Strategies*

Following a review of the Town of Ledyard's Plan of Conservation and Development (POCD), as well as additional materials supplied from the Town, we have developed the following technical recommendations. The items identified will guide the Steering Committee through their review and update of the Town's land use regulations.

Zoning Regulations

General Comments

- 1) Review the table of contents and reorder for ease of use (see below suggestions on reorganization under the districts discussion).
- 2) Review references to "Commission" and add specificity (i.e. Zoning Commission, Planning Commission, etc.) to eliminate any confusion.

Section 3.0 - 8.0 Districts

We have the following recommendations relating to organization and the districts as a whole:

- 3) Consider utilizing a use table for all districts (instead of listing all uses in the text). Such a table would indicate permitted uses, special exception uses and prohibited uses. Utilizing one table would streamline the ordinance and allow for easier updating in the future. We will need to review which uses are appropriate for all of the districts, i.e. kennel, two family, accessory apartments, etc. Uses and terminology of uses also need to be consistent throughout the ordinance and reviewed i.e. family, home husbandry, boarding.
- 4) Consider a title change for Special Use Districts. This change will eliminate any confusion with the special exceptions section. Alternatively, another option would be to group all districts in one section and not utilize titles such as residential, design, industrial districts, etc.
- 5) Remove sections relating to accessory buildings, home occupations, mobile homes, alcoholic liquor licensing, interior lots, etc. to a new section entitled "Supplemental Regulations." Review the interior lot section. Review size and location of accessory structures. Add section on unusual livestock.

- 6) Create a new section on site layout requirements in one location, “site plan review.” Add section on overall review process including staff review and site walk.
- 7) Reorganize the district regulations to move parking, signage, and landscaping to the parking and signage sections and create a new landscaping section.

Regarding the zoning districts and the zoning map:

- 8) Add purpose statements for each residential zoning district. These statements are provided in the other zoning districts and help define the intent of the district.
- 9) Review village districts in relation to state statute requirements. Consider whether special permits are appropriate or whether site plan review with review by the architectural review board is sufficient.
- 10) Ledyard Center Village District – define what “strict architectural syntax is required” means. Currently much of the requirements are found in the “approach and overview” section although some aspects of the description are more of a “purpose” statement. Overall, reorganize the district regulations to be more consistent with other districts and clarify any ambiguous language. Review open space requirements. Review if color regulations would be appropriate.
- 11) Review the Multi-Family Village District (MFVD) and the uses permitted within the district.
- 12) Gales Ferry Design District (GFDD) - Decide whether specific design standards are included in this section or whether the district will refer to the Design Guidelines (to be developed). Remove the waiver for undersized lots (these lots are reorganized nonconforming lots). The LCVD requires review by the architectural review board. Determine if this is appropriate for the GFDD require as well. Review open space requirements. Review if color regulations would be appropriate.
- 13) Consider adding commercial/industrial park zone in the vicinity of Baldwin Hill Road and the vicinity of Clark & Tree Farm.
- 14) Review pre-existing non-conforming development in the Highlands.
- 15) Eliminate the C-1, C-2, and C-3 District regulations. Currently these districts are not found on the Zoning Map.
- 16) Review Conservation Subdivision Developments and consider eliminating minimum lot area requirements. Instead consider allowing an average density to encourage more clustering of lots and the creation of additional open space. Consider including additional requirements for open space.
- 17) Review Resort Commercial Cluster District and the uses permitted within the district such as higher density housing. Break this district into two districts.
- 18) Consider an incentive housing zone overlay to address affordable housing. Consider a “landing” or designation area for an incentive housing zone on zoning map. Consider incentives for affordable housing in conjunction with the zoning regulations and design guidelines. Ensure affordable housing is defined.

- 19) Consider age restricted communities
- 20) Eliminate waiver provisions within the districts regulations.

Section 9.0 Bulk Requirements

- 21) Add front yard requirements to the table (from Section 9.2 Building Setback Line Requirements). Review all bulk requirements, particularly Section 9.2 as there have been several variances requested/given related to this section). Consider including the use table in this section following the districts. Also consider adding building coverage percentages and/or impervious surface percentages as part of lot coverage. Consider adding maximum sizes for primary and accessory structures.

Section 10.0 Signs

- 22) Create a user-friendly sign table. Review sign sizes and consider having all sign requirements in this section rather than in the regulations for individual districts.
- 23) Review the regulations related to real estate signs to address directional signs and/or open house signs
- 24) Consider regulating electronic message board signs.

Section 11.0 Off-Street Parking

- 25) Consider placing all parking requirements in this section. Also consider listing parking requirements in a table.
- 26) Review standards to determine if they reflect current conditions, supply and demand in the Town.
- 27) Consider providing for shared parking as well as having both minimum and maximum parking requirements. A maximum will eliminate excessive parking.
- 28) Consider implementing a fee in lieu of for parking requirements.

Section 13.0 Special Exceptions

- 29) Review terminology for consistency (special permits and special exception).
- 30) Review section overall for the application and review process (including referrals such as Planning Commission).
- 31) Review multifamily square footage requirements and acreage requirements related to affordable housing concerns.
- 32) Review the RM-40 with respect to mobile manufactured home uses. Consider eliminating the RM-40 in areas where there are not existing mobile manufactured homes. Consider relocating district location within the ordinance to be included with the other zoning districts Terminology should be “mobile home land lease communities for older persons” rather than “mobile home retirement villages.”
- 33) Review contractor home occupation section and the home occupation section.

- 34) Review the expiration of special permits time period.

Section 14.0 Wireless Telecommunication Facilities, Antennas and Towers

- 35) Eliminate the wireless telecommunication section, as the Connecticut Siting Council has jurisdiction and approval authority. Retain section on amateur radio towers and move to supplemental regulations.
- 36) Address alternative energy systems including wind energy (small wind energy systems) and solar energy.

Section 15.0 Non-Conforming Uses

- 37) Review section for consistency with amended and intended zoning regulations. Consider amortization of inappropriate uses (i.e. billboards).
- 38) Include non-conforming structures and buildings in this section.

Section 16.0 Miscellaneous

- 39) Section 16.2.5 correct typo – “known” instead of “know.”
- 40) Move Zoning Board of Appeals to Section 17.0.

Section 17.0 Administration and Enforcement

- 41) Revise Section 17.3.1 to “Zoning Application forms shall be approved by the Zoning Enforcement Officer if the proposal complies with zoning requirements.”
- 42) Revise Section 17.3.3 to “All Certificates of Use and Compliance shall be applied and coincidental with the application for a Certificate of Occupancy.”
- 43) Review permit section.
- 44) Add section on Zoning Commission and include membership information, quorum information, voting procedures, review period, executive sessions, FOIC, etc.
- 45) Add section on Architectural Review Board.
- 46) Add section on Aquifer Protection Agency to be consistent with Agency ordinance.
- 47) Add section on Planning Commission and include membership information, quorum information, voting procedures, review period, executive sessions, FOIC, etc.
- 48) Add section on procedures including public hearings.
- 49) Add section on cease and desist and zoning fines.

Section 18.0 Definitions

- 50) The definitions section should be updated to include all terms within the zoning Regulations. This section will also be reviewed and updated to reflect current standards and practices (e.g. child day care center, agricultural definitions, definition of family, boarding, home husbandry, caretaker unit, etc.). Terminology should be consistent throughout the whole ordinance.

Section 19.0 Fee Schedule

- 51) Review fee schedule. Determine if this should be located in the zoning ordinance or if this should be adopted on a yearly basis as part of the Town's ordinances.

Subdivision Ordinance & Town Ordinance Amendments

- 52) Look at addressing minor subdivisions (lot line adjustments).
- 53) Consider addressing utilities.
- 54) Review Section 3.14, Waiver of Requirements.
- 55) Section 2.0, General Definitions should mirror the definitions in the Zoning Regulations.
- 56) Review Section 3.1, Pre-Application Conference/Preliminary Review. Review whether pre-application conference should be required and review procedures.
- 57) Review Section 4.1.1, Suitability of Land Use.
- 58) Review Section 4.3.5, Interior Lots.
- 59) Review Section 4.8, Conservation Subdivision and compare to zoning regulations so that the regulations are consistent with each other. Consider including requirements for open space such as required percentage of open space within the development.
- 60) Also review Section 4.8.9 Common Driveways related to shared driveway regulations.
- 61) Review open space requirements in Section 6.0.

Storm Water Drainage Ordinance

- 62) Address best management practices in terms of storm water quality.
- 63) Research development impact fees for storm water management systems.

Road Ordinance

- 64) Review Part V, Construction of Streets in terms of road designations and allowing for some flexibility in road design as may be appropriate for various types of developments (e.g. conservation subdivision, village development, etc.)
- 65) Review the street width and length of cul-de-sacs sections.
- 66) Review the Official Road Map to identify possible future connections to eliminate dead-end roads.

POCD Land Use Goals and Strategies

The POCD discusses a number of land use recommendations. The Committee should review these recommendations to determine if they still need to be implemented and/or if they are still appropriate for the Town of Ledyard. [Note the POCD references the Ledyard Center Design

District (LCDD) which has been amended by the Town to the Ledyard Center Village District (LCVD). The following recommendations have been revised to reference the LCVD.]

Quality Residential Development

- 67) Retain the Town’s low-density residential character.
- 68) Support higher density residential development and diverse housing as a component of mixed use development near Ledyard Center, along the Route 12 corridor, where water and/or sewer is available. Lower density development should be in outlying areas.
- 69) Require setbacks of non-disturbance areas (no less than 25 feet – 50 feet for septic).
- 70) Encourage innovative site design to protect environmental features such as conservation subdivisions utilizing density bonuses.
- 71) Ensure that no inappropriate commercial uses are allowed in residential districts.

Cluster and/or conservation development

- 72) Revise regulations to use density regulations rather than minimum lot sizes to regulate the development yield and allow flexibility.

Encourage Housing Diversity

- 73) Encourage townhouse or duplex/triplex, retirement, or affordable units within cluster or conservation development using density bonuses or flexibility in road requirements.
- 74) Continue to allow residential units in non-residential buildings in the LCVD and GFDD.

Housing Affordability

- 75) Work with employers in the region, particularly the two casinos, to meet the housing needs of the resident workforce.
- 76) Review regulations to ensure that they minimize or eliminate disincentives to affordable housing.
- 77) Make Town-owned land available or provide support for the creation of affordable units by churches or other local organizations.

Public Water and Water Supply Source Protection

- 78) Do not waive the subdivision requirement that all new building lots contain 75% contiguous non-wetland area.
- 79) Within an aquifer protection overlay – do not decrease lot sizes.

Access Management

- 80) Retain “reverse frontage” policy with driveway cuts on subdivision streets rather than adjoining arterials and collectors.

- 81) Maintain existing building setback distances from centerlines to allow for future realignment or reconstruction of roads.
- 82) In new subdivisions, there should be stormwater drainage easements in favor of the Town
- 83) Develop east/west roads between existing arterials and collectors in new developments (between Bittersweet Drive/Avery Hill Road and Deer Lane/Gallup Hill Road).

Maintain Historic Resources

- 84) Review zoning and subdivision regulations to ensure the preservation of sites and/or the renovation and reuse of historically significant structures.

Economic Development

- 85) Revise land use regulations to be pro-business without sacrificing a commitment to environmentally sound development.
- 86) Encourage traditional village development in the LCVD and GFDD.
- 87) Foster the development of vacant or underutilized commercial and industrial zoned land.
- 88) Improve commercial/industrial zoning and regulations.
- 89) Support home-based business.
- 90) Support appropriate retail/commercial expansion – expand the Gales Ferry Design District to parcels along Route 12.
- 91) Expand commercial development in the LCVD. Allow housing as only a percentage of commercial development and eliminate the potential for single-family development.

Zoning Regulations

- 92) Golf course regulations designed to minimize impacts on wetland resources, produce commercial revenue, and preserve open space for recreation.
- 93) Caretaker dwellings or accessory apartments as additional residences on large parcels of land.
- 94) Review farming and agricultural uses and agricultural based businesses and retail ventures to ensure they are allowed in appropriate residential zones.

Subdivision Regulations

- 95) Review road and driveway widths, site design standards, environmental protection, vegetation buffers, and accessibility to arterial roadways.
- 96) Planning Commission should review which regulations should be allowed to be waived.
- 97) Consider buffer requirements for local wetlands. Consider requiring large conservation easements to protect specific and/or critical habitats.