

TOWN OF SOUTH WINDSOR
PLANNING & ZONING COMMISSION

MINUTES

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APRIL 26, 2016

MEMBERS PRESENT: Gary Bazzano, Elizabeth Kuehnel, Frank Bonzani, Kevin Foley, Kevin Greer

ALTERNATES PRESENT: Bill Flagg, Mike LeBlanc

STAFF PRESENT: Michele Lipe, Director of Planning; Lauren Zarambo, Recording Secretary

APPLICATIONS OFFICIALLY RECEIVED:

1. **Appl. 16-22P, 1496 Realty Associates LLC** - request for site plan modification to add 1,796 sf warehouse addition for the storage of cars on property located at 1496 John Fitch Boulevard, Industrial zone

PUBLIC HEARING / COUNCIL CHAMBERS

CALL TO ORDER: Chairman Bazzano called the Public Hearing to order at 7:30 p.m.

Chairman Bazzano appointed Alternate Commissioner LeBlanc to be seated for Commissioner Pacekonis and Alternate Commissioner Flagg to be seated for Commissioner Dexter.

Acting Secretary Commissioner Kuehnel read the legal notice as it was published in the Journal Inquirer on Thursday, April 14, 2016 and Thursday, April 21, 2016.

1. **Appl. 16-19P, Mannarino Builders, Inc.** – request for a Zone Change of approximately 8.75 acres from Rural Residential to Designed Residence Zone and a General Plan of Development for a 22 unit development to be known as ‘Clark Estates II’, on property located on the easterly side of Clark Street, approx. 352+/- feet north of Burnham Street

Mr. Robert Mannarino representing Mannarino Builders Inc. presented the request. Attorney Ralph Alexander, Mr. Todd Mannarino, and Christopher Alford of Alford Associates, Inc. were present.

The 8.75 acre parcel with frontage on the east side of Clark Street was shown on a site plan. It is bordered by the Town of Manchester, Eversource, and to the west by Margaret Drive and Rugby Lane. The existing house at the corner is not part of the development. The proposal is to change the Rural Residential zone to Design Residence Zone. Twenty two single family detached residences served by 1,000 feet of private road with 2.5 acres of open space (1.77 acres required) will include a large, passive recreation area and streetscape. Sidewalks will be along Clark Street and within the site with a paved walkway to the recreation area. There will be a bus shelter and signage at the entrance.

There will be 2.53 units to the acre with 5 units in the moderate priced housing program (20% of the units). The homes will be served by public water, sewer, and gas, all available on Clark Street. Storm drainage will be directed to the detention basin. The traffic study from DLS Traffic Engineering had been submitted and showed no significant impact and there are no wetland impacts. It will be a common interest community with properties professionally maintained inclusive of the berm along Clark Street. The road for the cul de sac will be private and built to town standards. The mix of colonials, capes and ranches will be similar to those at Clark Estates. A waiver will be sought to increase the size of the units from 1,400 sq ft to 1,600 sq ft with an option to have a room finished over the garage. Footprints of the homes will not increase. If the zone change is approved, they will go before ADRC for house plan approval.

Criteria for a DRZ were described. Conditions and Trends from the Town Plan of Conservation and Development (POCD) show the town population as aging and young adults leaving South Windsor. Facts confirmed on the Board of Education website and Partners for Strong Communities. School enrollment is down in the state and in the town.

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The five units of quality moderate pricing housing will work toward filling the state requirements for affordable housing. The town presently meets 7% of that state requirement and is short 180 units. The affordable units will be deed restricted for forty years. The area is a good transition piece for the surrounding zoning patterns. Street landscaping was described for the development as well as an entrance to the town.

The development having 20' between each unit will not be significantly different from the abutting A-20 zoning of Margaret Drive with 10' side yards. The storage requirements for the houses will be met with full basements and two car garages. The proven sales at Clark Estates I for \$360,000 to \$400,000 for market rate homes attest to the desire for a maintained community with small yards and streetscape which will stand the test of time. Values will be increased in the surrounding areas as an effect.

Director of Planning Michele Lipe gave staff comments:

1. Request for a zone change from RR to Designed Residence Zone and a General Plan of Development for an 8.75 acre parcel to create a 22 unit development, located on the easterly side of Clark Street, approx. 350 feet north of Burnham Street and the Manchester Town Line. The PZC denied a zone change request earlier this year on this property that would have resulted in 26 units.
2. This site is surrounded by single family zoned property with single family homes along Clark Street to the west in the A-20 zone, and the remainder of the surrounding property is in the RR zone.
3. This proposal is for 22 single family homes to be part of a common interest community. Twenty percent of the units, or 5, are proposed to be "affordable units". The affordable units must be dispersed among the other units and will range in size and unit type. These units are required to be deed restricted for forty years and count towards the state's goal of each community 10% of their housing units as affordable. The town would need over 180 more units to meet that goal.
4. Section 8.3 includes criteria for evaluating a zone change. These criteria include:
 - (a) The goals, objectives, and recommendations of the Plan of Conservation and Development;
 - (b) The purposes of zoning and of these regulations;
 - (c) Changes that have taken place in the rate and pattern of development and land use within the Town and adjoining communities;
 - (d) The supply of land available in the present and proposed zone;
 - (e) The physical suitability of the land for the proposed zone;
 - (f) The impact on the capacity of the present and proposed utilities, streets, drainage systems, and other improvements;
 - (g) The general character and zoning of the neighborhood;
 - (h) Impacts on the surrounding area;
 - (i) Traffic congestion impacts;
 - (j) The impact on surrounding property values;

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- (k) The environmental impacts;
- (l) The health and general welfare of the community;
- (m) Neighborhood acceptance weighed against community needs; and
- (n) The protection of historic factors.

The Housing Element of the Town Plan of Conservation and Development includes goals that are relevant to this application, including:

- Allow flexibility in meeting emerging housing preferences and needs – allow a multi-family type development as a transition.
- Monitor Housing Affordability - Town could encourage affordable housing and provides such tools as density bonuses to create affordable units.

Director Lipe distributed to the Commission two documents regarding a ten year projection from the Board of Education for school enrollment and 2015 housing data profiles for South Windsor. (Exhibit A)

5. A zone change is the appropriate time to discuss traffic impacts. The applicant's traffic report indicates that the area roadway network is sufficient to accommodate traffic generated and site lines at the two new intersections are adequate.
6. The purpose of the general plan is to show the planned use and layout of the property if the zone change is approved, including the general layout of utilities, drainage, open space/ recreation areas. The engineering details would be provided at the site plan stage.
7. The general plan shows a loop road that will be privately owned with a sidewalk proposed along the Clark Street frontage as well as one side of the new roadway.
8. The DRZ zone requires 600 sq ft of developed recreation area per unit (.36 acres) or 3,600 square feet of undeveloped recreation area pre unit which equates to 2 acres. The applicant has exceeded the requirement by designating an open field/lawn area 1 acres on the southerly end of the parcel for active recreation and has set aside land in the front of the parcel along the Clark Street frontage and in between the units as passive recreation.
9. There is no buffer requirement along all property boundaries; however the Commission may want to consider requiring landscaping screening and treatments be incorporated into the rear yards of the development. The applicant's plan street calls for trees along the Clark Street frontage and the incorporation of a soft berm behind the trees with a variety of landscaping with visual interest.
10. There is a small area of regulated wetlands on this site. IWA/CC approval is not required for the general plan; but would be required at site plan stage.
11. Public water and sewer are available. The applicant's engineer has indicated that the utilities have adequate capacity to support this development. Trash disposal will be handled through the use of individual containers.
12. The site is within 500 feet from a Town boundary, and a CRCOG referral was sent and we received the following response: The staff of the Regional Planning Commission of the Capitol Region Council of Governments has reviewed this referral and finds no apparent conflict with regional plans and policies of the concerns of neighboring towns. The site is within a Middle Intensity-2 Development Area as shown on the Regional Land Use Policy Map. Such areas are consistent with higher density zoning including planned residential.

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- 13.** If this zone change is approved, the Commission should state on the record that you have found the zone change to be consistent with the Town Plan of Conservation and Development.

Chairman Bazzano asked for public comment.

Mr. Robert Dickinson resident of Birch Road spoke in favor of sidewalks with additional space so that in the future it may be expanded to 10' feet and suggested the tree plantings are positioned so that they do not overhang the sidewalk or the future space for a widened path.

No one from the public spoke against the application.

Commissioner Greer asked about the improvements mentioned to be made to the abutting property Mr. Mannarino stated there is a detached garage in the rear of the property to be removed and they plan to renovate the property with trees to be pruned if necessary.

Commissioner Kuehnel thanked Mr. Mannarino for hearing the concerns of the Commission and making the project much more inviting.

Commissioner Flagg requested a 5' paved sidewalk to the play area and asked about the other sidewalks. Mr. Mannarino stated the sidewalks within the development are 4' in width as required by the town. Director Lipe confirmed the town standard for sidewalks in subdivisions to be 4' wide as written in the subdivision regulations. Sidewalk widths can be requested at time of the special exception/site plan approval. Mr. Mannarino mentioned the impact of where utilities are located on the width of sidewalks and asked for advice from the Town Engineer. Ms. Lipe suggested the possibility of 5' sidewalks along the arterial road of Clark Street rather than within the whole project. Mr. Mannarino stated it would be a private sidewalk owned by the association which could consider whether or not the request could be accommodated but the 5' hard surface walkway to the recreation area will be installed.

Chairman Bazzano asked about the aerial map and their request for a waiver to increase the square footage of the units. Mr. Mannarino explained the waiver has always been a provision in the DRZ zone since 1996 and always has been granted. Director Lipe stated it would be considered at the time of site plan approval.

The Chairman closed the public hearing at 8:02 p.m.

REGULAR MEETING / MADDEN ROOM

CALL TO ORDER: Chairman Bazzano opened the Regular Meeting at 8:04 p.m.

PUBLIC PARTICIPATION:

Mr. Hari Kuppuraj of Drake Court spoke in favor of DRZ zoning and supported developing larger homes in this zone.

NEW BUSINESS: Discussion/Decision/Action regarding the following:

- 1. Appl. 16-19P, Mannarino Builders, Inc.** – request for a Zone Change of approximately 8.75 acres from Rural Residential to Designed Residence Zone and a General Plan of Development for a 22 unit development to be known as 'Clark Estates II', on property located on the easterly side of Clark Street, approx. 352+/- feet north of Burnham Street

Commissioners Foley, Kuehnel, and LeBlanc complemented the great job the applicant did in reducing the number of units and improving the layout.

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Commissioner Greer made a motion to approve with the following conditions:

1. This approval is for a Zone Change from Rural Residential to the Designed Residence Zone for 8.75 acres and a General Plan of Development showing 22 single family units. The Planning and Zoning Commission finds that the zone change is in conformance with the Town Plan of Conservation and Development.
2. Twenty percent (20%) or 5 of the units must be affordable. The affordable units must be dedicated by deed restriction in a manner as the Town may require. The developer shall work with the Town on the Affordability Plan and submit deed restriction documentation at the time of the special exception/site plan request.
3. The affordable units shall be evenly dispersed throughout the development. Generally no affordable units shall be located adjacent to another affordable unit. Affordable units shall not be apparent by exterior appearance, and shall comprise a variety of unit types.
4. The Commission notes that this approval is for a General Plan of Development, which does not address all engineering and site design details. The applicant must submit an application for a special exception and site plan of development approval, at which time the Commission will review all specific details of the project, including but not limited to the following concerns raised during the Zone Change/General Plan application process:
 - Storm drainage design at the site plan stage must thoroughly and adequately address storm water quality and quantity, including both on-site and downstream impacts
 - All utilities (including pedestals) must be placed underground.
 - Additional landscaping variety must be provided some screening along the perimeter of the property.
 - The landscaping along the Clark Street frontage should be planted with larger species of plants at planting.
 - The sidewalk along Clark Street shall be in an easement to the town in areas where the sidewalk is shown on private property.
 - Placement of trees along the street frontage should be located to avoid conflict with utilities.

Within ninety days, by August 13, 2016, a zone change map (1" = 40') with an A-2 certification must be filed on the land records, showing all boundary lines and the acreage of the land where the zone change was granted. The map shall be drawn in accordance with the rules and regulations of the State Board of Registration for Professionals Engineers and Land Surveyors and shall be stamped and signed by a Registered Land Surveyor. The zone change map must be submitted on black and white mylars, with this approval letter thereon, together with three blueprint copies of the Zone Change.

Commissioner Foley seconded the motion.

Chairman Bazzano clarified the sidewalks and waiver for square footage will be addressed at the time of a site plan application.

The motion carried and the vote was unanimous.

2. Preliminary Discussion with Mr. Bruce Kelley of RSK-Kellco Inc. regarding a potential housing project

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Mr. Bruce Kelley introduced Mr. Ben Wheeler of Design Professionals, Inc. who showed a site map and aerial photograph of two properties, 760 Pleasant Valley Road and 755 Ellington Road. When combined there would be approximately 7 acres. They asked the Commission about rezoning the two Rural Residential zone properties to a Design Residence Zone (DRZ). A new lot line would be created to preserve the existing house on a conforming 1.1 acre lot and create a cul de sac with 16 units. The 20% of affordable housing would yield 3 units.

Mr. Wheeler indicated the new DRZ would be a good transition zone between the A20 zone to the north and RR to the south. A natural buffer exists at the RR border due to the abutting L shape lot. A bus shelter was shown along the frontage. The adjacent historical society school house could benefit from a connecting driveway to offer better circulation for their building. Mr. Wheeler noted other multifamily developments in the area: Podunk Ridge, Teaberry Estates, and Lakeview. The subject property on Route 30 has commuter bus service and all utilities are available within the right of way of Ellington Road.

Chairman Bazzano noted the same density was just approved for Clark Estates II. Director Lipe stated there are too many driveways off the cul de sac shown on the plan to meet town standards for a public road unless they were changed to shared driveways. Commissioner Greer asked how far the houses are from the road. Mr. Wheeler replied at least 23' from the right of way line. Mr. Kelley described what was built at Podunk Ridge. Mr. Wheeler mentioned the quality of Copper Ridge, another one of their developments.

Commissioner Flagg noted there would be no age restriction for the development and the potential of 2.2 children per home. Mr. Wheeler stated school enrollment has been declining over the last decade and is projected to do so over the next ten years.

Chairman Bazzano asked about a conventional A20 or A30 subdivision. Mr. Wheeler stated it would yield 6 or 7 lots and be cost prohibitive to absorb the cost of a roadway. Commissioner LeBlanc stated this type of development belongs in some areas but the plan presented looks very tight and asked where the town is heading. Chairman Bazzano asked if ten houses would work because 16 are too many. Commissioner Foley asked how many houses the developer needed and that there is consensus that there are just too many houses shown. He noted the importance of meeting with fire marshal and police chief to understand when the town is at capacity. Director Lipe confirmed the fire chief and police chief are included in every review process. Chairman Bazzano asked for the actual building area without including the open space. Mr. Wheeler indicated the lots to be ¼ acre. Commissioner Foley translated it to a 10,000 sq ft lot. The commissioners asked for the houses to be moved away from Ellington Road and to increase the spacing between the houses because 20' between the houses was too tight. Podunk Ridge was compared. Director Lipe indicated that abutter notification is required for a zone change and there is the potential for public interest in the project with the number of direct abutters.

3. Discussion regarding the request for endorsement submitted by the Parks and Recreation Commission to support of a change in the town sidewalk standards (see attached request)

Director Lipe stated the standard for sidewalks originates in the public improvement specifications and are referenced in the zoning regulations. The standard has always been the four foot sidewalk. Ms. Lipe stated the Town Engineer, Jeff Doolittle, has indicated that he could design standards for 5' sidewalks and multi use paths. From a cost perspective going from 4 to 5' sidewalk there is a 25% increase in construction costs but maintenance would only be a nominal difference.

Ms. Lipe indicated she often works with developers about requirements for sidewalks in industrial areas. She recommended consideration for 5' sidewalks in the busier areas of arterial and collector roads. Chairman Bazzano and Commissioner Greer expressed support for wider sidewalks in certain areas with heavy foot

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traffic near schools and in commercial areas. Commissioner Foley supported the idea for the main arteries. Commissioner Kuehnel agreed for arterial and collector roads. Commissioner Flagg noted if you put a wheelchair and baby carriage on a sidewalk it's needed. Commissioner Foley asked who determines which roads are arterial. Director Lipe stated they are determined through CRCOG and the State DOT and indicated in the Town Plan of Conservation and Development.

Chairman Bazzano expressed support and asked about a sidewalk waiver for a developer with constraints. Director Lipe replied a standard easement is granted when sidewalks are put onto private property. Multi use paths would have to be planned well in advance for a master plan of a development. Commissioners continued the discussion and reached consensus for the change on certain roads. The Director stated language would be drafted and returned to the Commission for review.

Mr. Bob Dickinson referenced the letter from the Park and Recreation Commission and South Windsor Walk and Wheel Ways and indicated the increased width is more convenient for snow removal by trucks in commercial areas. He noted the towns of Manchester and Windsor have blanket 5' requirements. He expressed support for the Town to have the right to require them where the town wants them.

Mr. Ben Wheeler expressed support from a design perspective of having 5' sidewalks on arterial and collector roads. He asked whatever the regulation is it should be specific. He encouraged staying with the 4' standard on residential roads.

Commissioner LeBlanc asked whether the American Disability Act would have an impact. Mr. Wheeler stated there are new guidelines for public right of ways. The standard is a 3' width for accessible pathways. Ms. Lipe will report on findings from an upcoming seminar on ADA compliance for sidewalks.

BONDS: Callings/Reductions/Settings

1. Appl. 15-28P, Regional Distribution Facility II E&S Bond in the amount of \$20,000 to be reduced by \$15,000 to leave a balance of \$5,000.

Commissioner Kuehnel made a motion to reduce the above mentioned bond. Commissioner Bonzani seconded the motion. The motion carried and the vote was unanimous.

2. Appl. 15-28P, Regional Distribution Facility II Stormwater Bond in the amount of \$20,000 to be reduced by \$10,000 to leave a balance of \$10,000.

Commissioner Kuehnel made a motion to reduce the above mentioned bond. Commissioner Flagg seconded the motion. The motion carried and the vote was unanimous.

MINUTES:

Commissioner Kuehnel made a motion to approve the minutes of 4/5/16. Commissioner Greer seconded the motion. The motion carried and the vote was unanimous.

Commissioner Kuehnel made a motion to approve the minutes of 4/12/16. Commissioner Greer seconded the motion. The motion carried and the vote was unanimous.

OLD BUSINESS: *see page 2*

OTHER BUSINESS:

Director Lipe reported a discrepancy in the regulations regarding day care facilities which does not indicate impervious coverage allowance. There is the potential of an existing day care expanding in a Rural

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Residential zone. The allowance for a church or school in a RR zone would be 50% coverage. The commissioners agreed it would be a similar special exception use and coverage.

Mixed use is currently allowed in the General Commercial zone, an area limited to small sections of the Sullivan Avenue and the southern part of Route 5. Currently the mixed use regulations in commercial areas allow commercial use on the 1st floor and with residential on the 2nd or would allow for townhouses (as approved previously in Webster Court). Director Lipe asked the Commission if it would entertain a text amendment to allow commercial with two stories of residential above it and showed the GC zone on the zoning map. Chairman Bazzano recommended holding to standards of 50% one bedroom and 50% two bedroom units. The Commission was supportive of entertaining an amendment with restrictions and encouraged high end development.

Continuation of Commissioner Training will take place at a Special Meeting on April 17th at 5:30 p.m.

CORRESPONDENCE / REPORTS:

ADJOURNMENT:

Motion to adjourn the Regular Meeting at 9:06 p.m. was made by Commissioner Kuehnel
Seconded by Commissioner Flagg
The motion carried and the vote was unanimous.

Respectfully Submitted,
Lauren L Zarambo
Recording Secretary