

Agenda
Tolland Planning & Zoning Commission
21 Tolland Green, Tolland, Connecticut
Monday, October 16, 2023 at 7:00 p.m., 6th floor – Council Chambers

1. **Call to Order**
2. **Pledge of Allegiance**
3. **Seating of Alternate(s)**
4. **Additions to Agenda**
5. **Public Comment** - Any person wishing to ask a question, make a comment or put forward a suggestion for any item or matter other than a public hearing item.
6. **Public Hearing(s)**
7. **Old Business**
8. **New Business**
 - 8.1. Technology Campus Zone (TCZ) Discussion
9. **Reports**
 - 9.1. Town Council Liaison
 - 9.2. Economic Development Liaison
 - 9.3. Capitol Region Council of Governments
 - 9.4. Zoning Enforcement Report
 - 9.5. Planning Update
10. **Other Business**
11. **Correspondence**
12. **Public Participation**
13. **Approval of Minutes** – September 25, 2023 Regular Meeting
14. **Adjournment**

To join the Zoom meeting, either click:

<https://us06web.zoom.us/j/4325402030?pwd=NG43ZHcyOXBQOGJldzZVTmQxNmhZZz09>

One tap mobile: +13017158592,,4325402030#,,, *444555#

Or call: 1-646-876-9923 and input:

Meeting ID: 432 540 2030

Passcode: 444555



TOWN of TOLLAND/ 21 Tolland Green, Tolland, Connecticut 06084

MEMO

TO: Planning and Zoning Commission

FROM: David Corcoran, AICP, Director of Planning & Development

DATE: October 11, 2023

RE: Technology Campus Zone

The Planning and Zoning Commission has expressed interest in reviewing the Technology Campus Zone (TCZ), based on outcomes identified in the 2019 POCD and further reflected in discussions with prospective developers and applicants who own property in or are interested in re-locating to the TCZ.

The Technology Campus Zone was originally formed in 2013 following studies which indicated Tolland would be well-positioned to absorb growth in the technology and industrial sectors from expansion at the University of Connecticut. The intention of this zone was to spur large-scale redevelopment of the area under the guise of a unified Technology Campus with the following principles:

1. Emulate a campus form with multiple buildings sharing parking and other amenities
2. Encourage coordinated development between property owners
3. Protect natural resources
4. Promote sustainable design
5. Provide pedestrian connections and pathways

Since 2013, the Town has seen no new development in the Technology Campus Zone. The TCZ contains much of the Town's remained undeveloped or underdeveloped land which has easy access to water and sewer infrastructure. In the 2019 Plan of Conservation and Development, the Town identified that it should:

“...modify / re-adapt its approaches to the TVA and TCZ based on the experiences of the last decade and input during the update of this Plan. Given the need for and market for multi-family housing, the Town should determine if the TCZ might be ripe for mixed uses. For this zone, the Commission could update regulations to allow a flexible Master Plan approach to commercial, industrial, and mixed-use development. Such modification should focus on creating flexibility for development and quality of site design and architecture.”

In 2021, the Planning and Zoning Commission adopted a “Master Plan Overlay Zone” to allow for increased development in the TCZ. The Master Plan Overlay Zone (MPOZ) allows for a larger-scale developer to create a floating zone within the TCZ with its own set of allowable uses and dimensional requirements, allowing for expedited land use approvals after a conceptual design is approved by the Planning and Zoning Commission. While no developers have taken advantage of this yet, it appears to be a viable tool to support larger scale development. However, this does not support smaller-scale development or occupancy in

existing structures within the TCZ, as the allowable land uses in the TCZ without entering the MPOZ process remain limited to technology and industrial-related uses.

The Commission could take several approaches to re-visit the TCZ:

1. Merge the Technology Campus Zone into the Gateway Design District, creating a list of a single set of uses that are applicable to the unified zone. If large-scale development supports a different land use vision (such as a technology campus) the MPOZ could be used to enable that activity.
2. Re-name and re-vision the Technology Campus Zone to something else (Southern Gateway District?) and create a new zone with increased allowable uses, while preserving the existing technology uses. This re-visioning could abandon the concept of emulating a Technology Campus and use the architectural guidelines/setbacks/etc from the Gateway Design District to provide a continuous architectural form up the corridor with expanded uses in the updated TCZ. If large-scale development supports a different land use vision (such as a technology campus) the MPOZ could be used to enable that activity.
3. Preserve the vision of the Technology Campus Zone as an integrated and unified area intended to support technology and innovation but extend the list of allowable uses.

At the request of the Commission, Staff has sent out mailers to all property owners and business owners within the TCZ to invite them to today's meeting to provide feedback. The Economic Development Commission is also invited to be present.

GDD, TCZ, and MPOZ Table of Uses

P = Permitted – Site Plan	SP = Special Permit	--- = Prohibited
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Retail, Personal, & Professional Service Uses	GDD	TCZ	MPOZ -TCZ
Retail & Service Establishment	P	SP	P
Retail & Service Establishments – Over 20,000 sf.	P	SP	P
Financial Institution	P	SP	P
Drive-Thru Service – Pharmacy & Financial Institutions	P	---	P
Child & Adult Day-Care Centers, or Group Day-Care Homes.	P	P	P
Veterinary Hospital (without outdoor animals)	P	---	P
Veterinary Hospital, Commercial Kennels & Stables (5-acre min.)	---	---	SP
Laundromat (public sewer required)	P	P	P
Self-Storage Facility	---	---	SP
Roadside stand, regional.	P	---	P
Funeral Home	SP	---	SP
Adult-Oriented Establishment	SP	---	

Hospitality Uses	GDD	TCZ	MPOZ- TCZ
Restaurant (without liquor sales)	P	SP	P
Restaurant (with liquor sales)	P	SP	P
Drive-Thru Service – Fast Food & Fast-Casual	SP	---	P
Restaurant – Brewpub (public sewer required)	P	---	P
Micro-Brewery, Micro-Distillery, or Micro-Winery (public sewer required)	SP	---	P
Brewery, Distillery, or Winery (public sewer required)	---	---	---
Hotel (internal access guest rooms)	SP	SP	SP
Bed & Breakfast Establishment	SP	---	---
Retail Food Service Establishment	P	---	P
Catering Facilities	SP	---	P
Banquet Facilities	SP	---	P
Commercial/Shared Kitchen	P	---	P

Commercial Office Uses	GDD	TCZ	MPOZ- TCZ
Office (Professional & General)	P	P	P
Office (Medical)	SP	SP	P

Commercial Laboratory & R&D Uses	GDD	TCZ	MPOZ-TCZ
Medical, Dental, & Optical Laboratory	---	P	P
Laboratory (Research, Experimental, & Development)	---	P	P
Technology or Computer-Based Facilities (Data Processing Center)	---	P	P
Manufacturing (Biotechnology, Medical, & Pharmaceutical)	---	SP	SP
Educational, Scientific, & Research Activity	---	P	P
Training and/or Conference Center	SP	SP	P
Licensed Cannabis Retailer and Hybrid Retailer	P	SP	P
Licensed Cannabis Micro-Cultivator Facilities	---	SP	SP
Licensed Cannabis Cultivator Facilities	---	SP	SP
Licensed Medical Marijuana – Dispensary	P	SP	P
Licensed Medical Marijuana Production Facility	---	SP	SP

Residential & Mixed-Use Developments	GDD	TCZ	MPOZ-TCZ
Single-Family Residential	---	---	---
Mixed Use – Residential	SP	SP	SP
Multi-Family Residential	SP	---	SP

Institutional, Public, & Recreational Uses	GDD	TCZ	MPOZ-TCZ
Cultural Institution, Art or Music Center, & Museum	P	---	---
Public & General Assembly	SP	---	---
Places of Worship & Religious Institution	P	P	P
Utilities – Public/Private: Structures, Substation, or Office	SP	SP	SP
School – Private	---	SP	P
Hospital, Nursing or Convalescent Facility	---	---	---
Assisted Living Facility	SP	---	---
Club	---	---	---
Commercial Recreation Facilities	SP	---	---

Automotive Uses	GDD	TCZ	MPOZ-TCZ
Motor Vehicle Sales (licensed by State)	SP	---	---
Trailer & Recreational Vehicles Sales	---	---	---
Motor Vehicle Repair (licensed by State)	P	---	---
Gasoline Station & Convenience Store	SP	---	---
Gasoline Station/Convenience Store – Drive Thru	SP	---	---
Car Wash	SP	---	---
Parking Facilities (public/private parking serving off-premises)	---	---	---

Agriculture & Natural Resources	GDD	TCZ	MPOZ-TCZ
Agriculture, Nurseries, Forestry, Forest Management *	P	P	P
Excavation and/or Removal of Earth Products; Filling Operations	SP	---	---
Excavation – Pre-Development Site Grading	SP	SP	SP
Solar Array – Ground Mounted as a principal use	---	---	---

*No Site Plan required to conduct Agriculture, Nurseries, Forestry or Forest Management

Industrial & Manufacturing Uses	GDD	TCZ	MPOZ- TCZ
Manufacturing	---	---	---
Wholesaling, Warehousing, or Storage	---	---	---
Distribution Center	---	---	---
Transportation Facility	---	---	---
Printing, Lithography, Photocopy/Graphic Arts Services; Publishing.	---	---	---
Heavy Equipment – Repair or Restoration	---	---	---
Building Supply – Contractors	---	---	---
Building Supply – Public Wholesale	---	---	---
Contractor's Materials, Supplies, Equipment, Service, & Storage.	---	---	---

Article 10: Gateway Design District (GDD)

Section 10-1. Purpose

The purpose of the Gateway Design District is to:

- A. Create an attractive entrance to Tolland while encouraging coordinated commercial, office, mixed-use and multi-family developments with high design standards at the interstate gateway entrances to the community;
- B. Promote compact commercial development having scale and form consistent with the natural landforms of the site and the character of the town; and
- C. Promote greater diversity in housing options by encouraging multi-family housing in appropriate locations served by public water and sewer and in walkable distance to commercial centers.

Section 10-2. General Concepts/Design Guidelines

These standards and guidelines require a basic level of architectural variety, compatible scale, and mitigation of negative impacts. They are not intended to limit creativity. The purpose of these standards and guidelines is to augment existing criteria with more specific interpretations that apply to the design of GDD developments. This district is intended to encourage smaller sites to combine with other sites in order to provide larger-scale sites and developments.

A. Siting

1. Depending on the overall site design, and where otherwise practicable, buildings should be sited toward the front of the lot and should maintain a pleasing spatial relationship with other buildings and public and interior-access roadways.
2. Structures should be sited in small groups wherever feasible.
3. The use of additive massing (the bulk of the building is broken into smaller sections and horizontally offset) to provide visual interest is desired.
4. All effort should be made to preserve and enhance historic structures, unique landforms, rock outcrops, stone walls, vegetation, views, etc. and incorporate them into site design.
5. Siting should not be detrimental to scenic vistas of the gateway from any public street including I-84. Items of special concern include the placement of dumpsters, loading docks, roof-mounted mechanical units, and antennas.
6. The design of the storm water treatment system shall contain strategies associated with low impact development to the maximum extent possible (MEP) as outlined in the Town

of Tolland Design Manual. This provision shall also apply to improvements or redevelopment of existing commercial sites. If stormwater detention/retention basins are necessary, provisions shall be made for shared structures and shared maintenance to the maximum extent feasible.

B. Access

1. Access management will be required on all sites, in order to reduce the number of driveway cuts onto adjacent roads and mitigate the deterioration of traffic flow generally caused by driveways on public roads. Access management techniques include shared driveways (or provisions for future shared driveways for the first site in the area) or interconnected driveways.
2. Use shared parking with abutting properties wherever feasible.
3. Provide safe, convenient pedestrian circulation, which also provides access to off-site sidewalks, trails, parks and other public places.
4. Locate large parking areas at the side or rear of building where practical with landscaping designed to create visual assets.

C. Site Amenities

1. Create pedestrian spaces such as plazas, "greens", commons and terraces within the development.
2. Add or create amenities such as benches, fountains, sculptures, art, bike racks, sitting walls, planters, period-style lighting or banners.
3. Use creative landscaping design, with plantings of sufficient size and quantity to clearly enhance the site.

D. Architectural Guidelines

The purpose of architectural design review is to provide insights regarding Tolland's design objectives, to encourage aesthetically pleasing commercial structures, to reduce massive scale and uniform impersonal appearance, to provide visual interest and scale consistent with the Town's identity, size and character. All applications for Special Permit shall require design review with consideration given to the following guidelines:

1. Facades.
 - a. No uninterrupted length of any facade shall exceed 100 feet and shall incorporate wall plane projections or recesses.

- b. The ground floor facade facing a public street should incorporate display windows, awnings or other such features to create visual interest.
 - c. Windows should be recessed and should include visually prominent sills, shutters or other such forms of framing.
 - d. All building facades that are visible from a public street, including I-84 and its ramps, should be attractively designed with windows and other architectural elements so that no visible elevations looks like the back of a building.
2. Roofs.
 - a. Variations in roof lines should be used to add interest and complement the character of the Town.
 - b. Rooftop equipment such as HVAC units shall be screened from public view with parapets featuring three dimensional cornice treatments.
3. Materials, colors and detail features.
 - a. Building facades should include a repeating pattern including color, texture or change of materials.
 - b. Predominant exterior building materials should be high quality materials such as brick, wood, sandstone and other native stone or tinted textured, concrete masonry units.
 - c. Facade colors should be low reflectance, subtle, neutral or earth tone colors. The use of high intensity colors, metallic colors, black or fluorescent colors is discouraged.
 - d. Predominant exterior building materials should not include smooth-faced concrete block or pre-fabricated steel panels.

Section 10-3. Uses

A. Permitted Uses

The followings principal uses are permitted, if legally existing on or before August 1, 2000:

1. Single-family dwelling.
2. Motor vehicle sales.
3. Motor vehicle repair.
4. Accessory uses subject to the provisions of Article 17.

B. Allowable Uses

The allowable uses for this zoning district are designated in Article 14, Commercial and Industrial Uses, Section 14-2. Table of Allowable Uses.

Section 10-4. Requirements

A. Dimensional Requirements

1. Minimum lot area: one (1) acre.

Minimum lot frontage on a public street or private street with legal access and maintenance rights: 50 feet to 200 feet depending on existing or proposed development pattern and ability to provide safe access. The frontage of two (2) or more lots, which share a single joint entrance and a single joint exit to a public street, may be computed as a single frontage.

2. Minimum front yard setback: 50 feet. This requirement may be reduced to no less than 25 feet, by four (4) concurring votes of the Commission, per Section 10-4.B.
3. Maximum lot coverage: 50%, including principal and accessory structures and impervious surfaces. The Commission may, by four (4) concurring votes:
 - a. Permit lot coverage up to 65%. This increased coverage shall be permitted only in special instances where special attention has been given to access management through linkages to abutting properties, special provisions for non-motorized transportation or site sensitivity.
 - b. Permit lot coverage up to 80%, not including the area of public access management roadways. This increased coverage shall be permitted in unique circumstances where a public roadway will be provided to link abutting properties to promote public safety and meeting the lot coverage requirement limits lot development design.
4. Minimum side yard setback: 50 feet. The side yard for parking areas and driveways may be reduced depending on the nature of the adjacent land-uses and the proposed landscaping/screening plan, by four (4) concurring votes of the Commission, per Section 10-4.B. Required side yard setback may be eliminated if the parcels that share that side property line share a single joint entrance and single joint exit to a public street or share parking facilities and do not contain a residential use.
5. Minimum rear yard setback: 35 feet. This requirement may be reduced to no less than 25 feet, by four (4) concurring votes of the Commission, per Section 10-4.B.

6. Minimum separation between buildings on the same site: 20 feet, unless sharing a common wall.
7. Minimum distance from residential zones (RDD & VCZ). All buildings, structures and uses shall be located at least 100 feet from the boundary of any residential zone, unless waived by a majority vote of members present due to the nature of adjacent land uses and the proposed landscaping/screening plan. The Commission shall require screening and landscaping of the setback area.
8. Minimum building floor area: 1,000 square feet.
9. No individual retail business establishment may exceed 52,000 square feet. The Commission may, by four (4) concurring votes, increase the maximum size up to 60,000 square feet, not including mezzanines that comprise no more than 10% of the total square footage, if the applicant provides one (1) or more of the following criteria:
10. additional buffering, linkages to abutting properties, special site sensitivity and a special architectural design.

B. Reductions in Dimensional Requirements

Reductions in dimensional requirements will be considered by the Commission only in special instances when the development pattern will do at least one (1) of the following:

1. Provide pathway connections and promote walkability within the area.
2. Improve overall compatibility of the site to surrounding or connecting property.,
3. Give special attention to one or more of the following: landscaping, building orientation, New England style architecture, linkages to abutting properties and other site amenities.

C. Other Requirements

1. All business establishments shall conform to the environmental and performance standards specified in Section 19-7 and to the requirements of all other applicable town regulations.
2. Except as otherwise permitted, all production, repair, treatment, storage and display of goods shall be accessory to the principal use of the premises.
3. No outside storage of goods or merchandise and no goods or merchandise shall be sold from a trailer or truck situated on a lot unless permitted by the Commission.
4. Loading docks and receiving areas shall be carefully located for accessibility and designed as an integral part of the building and shall not detract from the building and site.

5. All dumpsters shall be placed on a concrete pad, and suitably screened with trees, shrubs, fencing or other appropriate means (e.g., the building itself). Their placement with respect to buildings shall be as approved by Public Safety personnel.
6. Areas for truck parking, recycling, trash collection and compaction shall not be visible from abutting streets including I-84 and the ramps.
7. The areas and facilities listed in 4, 5 and 6 above, if not totally enclosed, shall be at least 50 feet from any public road, public sidewalk or pedestrian way.
8. Loading docks, truck parking, utility meters, HVAC equipment, trash collection, trash compaction and other service functions, shall be incorporated into the overall design of the building and landscaping.
9. All multifamily developments shall conform with the following:
 - a. Minimum lot area: 5 acres.
 - b. Maximum density: nine (9) bedrooms per developable acre.
 - c. Maximum number of dwelling units per building: 12.
 - d. Buildings shall be designed to avoid monotonous patterns of construction or repetitive spaces or modules between buildings.
 - e. Roofs shall have adequate pitch and flat roofs shall not be permitted.
 - f. The location of structures shown on the Site Plan shall be arranged to be harmonious and compatible with the adjacent existing structures and with the general development of the neighborhood.
 - g. The Commission may require changes in the Site Plan to meet the specific requirements of the development type and may make additional requirements to promote and protect the sound and orderly growth of the community.
 - h. The owner of the multi-family development shall be responsible for all maintenance and snow removal from drives and mowing, upkeep and maintenance of all grounds.
 - i. Safe pedestrian and bicycle circulation shall be provided to safely interlink the development with its own facilities and with nearby shopping, service, institutional and governmental facilities and in accordance with pathways designated on the zoning map.
 - j. The entrance to the development shall be landscaped in accordance with Section 19-3.
 - k. School and public transportation shelters may be required, if appropriate.

- l. Garbage, refuse and recycling facilities shall be provided for residents and kept in enclosed areas convenient to each building. Periodic pick-up of garbage, refuse and recycling shall be the responsibility of the owner of the multi-family development, as well as maintaining the area in a sanitary and attractive condition.
- m. Roof-mounted satellite dishes over one (1) meter in diameter and individual television and radio antennas shall not be permitted.
- n. No common hallway shall serve more than two (2) dwelling units on each floor.
- o. Minimum noise standards of the Federal Housing Administration shall be met or exceeded.
- p. No part of a building which is below grade shall be used for dwelling purposes except as approved by the Commission.
- q. Each dwelling unit shall have individual utilities and metering.
- r. A minimum of 20% of the parcel shall include green space which may include, but is not limited to, open space, natural vegetated areas, landscaped areas, lawn areas, permeable walking paths, sitting areas, outdoor permeable recreational areas, and/or community gardens. The green space shall be owned and maintained by owner of the multi-family development.
- s. All Special Permit and Site Plan requirements in Article 20.
- t. The application or Site Plan shall show:
 - 1. The number of units.
 - 2. The density of the proposed development in terms of bedrooms per developable acre.
 - 3. The acreage of all buildings and parking.
 - 4. A breakdown of dwelling unit types if more than one type is planned.
 - 5. The projected dwelling unit floor areas.
 - 6. A phasing plan if the development is to be constructed over a period of years.
 - 7. Traffic Impact data when requested by the Commission or required by these regulations.
 - 8. Building elevations.

Section 10-5. Consolidated Parcels

For the purpose of integrated development, any number of contiguous parcels may be consolidated and the consolidated parcel shall be construed to be one lot when computing building coverage and yard requirements, and permitted uses, provided:

- A. The owner of each lot shall give to the owner of each lot in the consolidated parcel by deed, easement, or agreement filed in the office of the Town Clerk, the right of entrance, exit, passage, parking and loading.
- B. The consolidated parcel is developed with an integrated plan of buildings, parking, loading and unloading, landscaping and common areas, etc.
- C. The Commission may require or limit use of access driveways to one or more parcels, whether or not under separate ownership, in accordance with access management policies and plans.

Article 11: Technology Campus Zone (TCZ)

Section 11-1. Purpose

The purpose of the Technology Campus Zone (TCZ) is to position Tolland to benefit from economic activities anticipated at the planned University of Connecticut Technology Park. This zone allows uses that support or complement the Technology Park in a manner that fits with Tolland's character and is consistent with the Plan of Conservation and Development.

New development in the TCZ should:

- A. Emulate a campus form with multiple buildings sharing parking and other amenities and buildings generally facing internal drives and roads.
- B. Result in a minimal number of driveways on Merrow Road through access management and the use of shared driveways and parking areas.
- C. Encourage property owners to coordinate development.
- D. Protect important natural resources, especially surface and groundwater.
- E. Promote sustainable design, high performance buildings and "green" technology.
- F. Provide pedestrian connections and pathways within and between properties.
- G. Promote economic development that complements the UCONN Technology Park and technology corridor.
- H. Protect air quality, water quality, and the overall character of Merrow Road and neighboring areas.

Section 11-2. Uses

The allowable uses for this zoning district are designated in Article 14, Commercial and Industrial Uses, Section 14-2. Table of Allowable Uses. Existing uses or structures in the TCZ that are conforming as of June 30, 2013 shall be considered conforming uses and structures after June 30, 2013 and may have extensions, alterations or changes provided no other zoning regulations are violated.

Section 11-3. Special Permit Standards

In addition to the standards for approval for Special Permits contained in Section 20-8, the Commission shall consider the following:

- A. Site layout, placement and height of buildings, landscaping or retention of existing vegetation to mitigate visual impacts as viewed from Merrow Road and Rhodes Road.

- B. Curb cuts along Merrow Road that are the minimum necessary to provide adequate access to the site.
- C. Site layout emulates a campus style setting to the degree feasible with shared amenities, shared parking and interconnections using sidewalks or pathways.

Section 11-4. Requirements

A. Dimensional Requirements

1. Minimum lot area: 5 (five) acres. Lot area may be reduced to 2 (two) acres by Special Permit provided a plan showing the potential for integrated development with proposed and potential building sites and multi-modal connectivity has been approved.
2. Minimum lot frontage: 200 feet. Frontage of two or more lots which share a single driveway entrance and single driveway exit to a public street may be computed as a single frontage.
3. Minimum front yard setback: 50 feet. The setback for frontage along a public road built after the effective date of these regulations and along private roads may be reduced if the applicant demonstrates a lesser setback better accomplishes the purpose of this zone.
4. Minimum rear yard setback: 35 feet. The Commission may reduce this if rear yard wholly abuts property located in the TCZ.
5. Minimum side yard setback: 35 feet. The Commission may reduce this if side yard wholly abuts property located in the TCZ.
6. Maximum building height: two and a half (2.5) stories or 38 feet, whichever is greater. Three (3) stories may be approved under the following conditions:
 - a. The building's visibility from Merrow Road and from adjacent residential zones is sufficiently buffered by vegetation or topography so that it is no more visible than a two story building and,
 - b. The building is set back a minimum of 300 feet from the property line along Merrow Road.
7. Maximum lot coverage: 50. The Commission may approve up to 60% impervious coverage in instances when special attention has been given to utilizing landscape areas for low impact development stormwater treatment and/or green roof technology.

B. Buffers

1. The development of the site shall conserve as much of the existing vegetation as possible. Vegetation in setback areas may be removed only as part of an approved Special Permit and Site Plan.
2. Driveway access points shall be landscaped and buffered from view from residential zones as much as possible while maintaining safe sight lines.

C. Access and Circulation

1. Access management will be required on all sites, in order to reduce the number of driveway cuts onto adjacent roads and mitigate the deterioration of traffic flow generally caused by driveways on public roads. Access management techniques will include shared driveways (or provisions for future shared driveways for the first site in the area) or interconnected driveways.
2. Use shared parking with abutting properties wherever feasible.
3. Provide safe, convenient pedestrian circulation, which also provides access to off-site sidewalks, trails, parks and other public places.

D. Parking


1. Parking requirements shall be in accordance with the provisions of Section 19-1.
2. Parking areas shall not be located within the front yard setback.
3. Locate large parking areas at the side or rear of building where practical with landscaping designed to create visual assets.

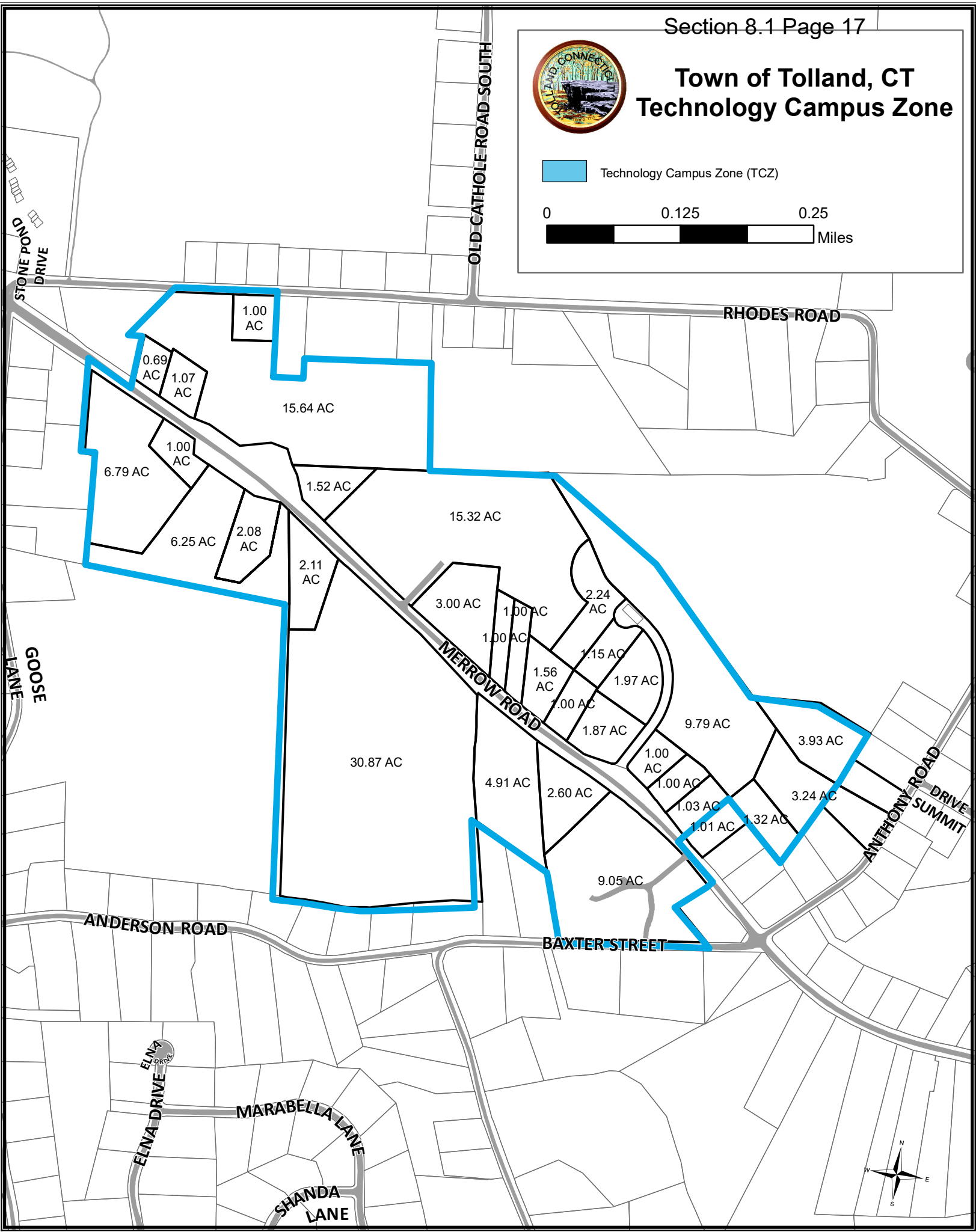
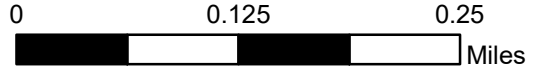
E. Other Requirements

1. All businesses shall conform to the environmental and performance standards in Section 19-7 of these regulations.
2. High performance water systems and fixtures designed to eliminate unnecessary use, including outside use of water shall be utilized, including grey water systems.
3. Uses shall be located entirely within enclosed structures, except for approved outdoor recreation areas and docking areas necessary for receipt of supply deliveries.
4. Stormwater management shall comply with goals and standards in the Tolland Low Impact Development Design Manual.



Town of Tolland, CT Technology Campus Zone

 Technology Campus Zone (TCZ)





TOWN of TOLLAND/ 21 Tolland Green, Tolland Connecticut 06084

September 25, 2023

Name
Address 1
Address 2
Address 3

Re: You're Invited!

The Town of Tolland Planning and Zoning Commission is considering updates to the Technology Campus Zone (TCZ). You are receiving this letter because you own property in the TCZ (as shown on the attached map). The attached documents include the current Zoning Regulations for the Technology Campus Zone, as well as a Table of Uses that indicate what can currently be established in the TCZ.

The Technology Campus Zone was originally formed in 2013 following studies which indicated Tolland would be well-positioned to absorb growth in the technology and industrial sectors from expansion at the University of Connecticut. The intention of this zone is to spur large-scale redevelopment of the area as part of a unified Technology Campus with the following principles:

- 1. Emulate a campus form with multiple buildings sharing parking and other amenities
- 2. Encourage coordinated development between property owners
- 3. Protect natural resources
- 4. Promote sustainable design
- 5. Provide pedestrian connections and pathways

Since 2013, the Town has seen little new development in the Technology Campus Zone. The TCZ contains much of the Town's remained undeveloped or underdeveloped land which has easy access to water and sewer infrastructure. In the Town's 2019 Plan of Conservation and Development, the Town identified that it should "...modify / re-adapt its approaches to the TVA and TCZ based on the experiences of the last decade and input during the update of this Plan."

We would like to invite you to attend the October 16, 2023 Planning and Zoning Commission meeting to provide your input on how the Planning and Zoning Commission might consider updating the zoning regulations to allow for more flexibility within the TCZ. The meeting will be held at Tolland Town Hall, 21 Tolland Green, Tolland CT 06084 at 7:00 PM in the Town Council Chambers.

If you have any questions or would prefer to provide written feedback, please contact David Corcoran, Director of Planning and Development, at (860) 871-3601 or dcorcoran@tollandct.gov.

We look forward to hearing from you.

Sincerely,

The Tolland Planning and Zoning Commission

Thu Oct 12, 2023

4pm - 8pm

Basic Training: Legal Requirements & Procedures, Roles and Responsibilities and the Fundamentals of Reading Plans & Affordable Housing Policies - LU Commissioner Training hosted by SCRCOG - In-person

Where: 127 Washington Ave 4th Floor West, North Haven CT 06473

Calendar: CT Land Use Commissioner Training

Created by: David Dickson

Sat Oct 28, 2023

9am - 2pm

Basic Training: Legal Requirements & Procedures, Roles and Responsibilities and the Fundamentals of Reading Plans & Affordable Housing Policies - LU Commissioner Training at CLEAR - In-person

Where: UConn Middlesex County Extension Center, 1066 Saybrook Road, Haddam, CT 06438

Calendar: CT Land Use Commissioner Training

Created by: David Dickson

Mon Oct 30, 2023

2pm - 3:30pm

Basic Training: Legal Requirements & Procedures, Roles and Responsibilities - LU Commissioner Training hosted by RiverCOG - Virtual/online - Virtual/online

Calendar: CT Land Use Commissioner Training

Created by: David Dickson

Thu Nov 16, 2023

7pm - 8:30pm

Basic Training: Fundamentals of Reading Plans - LU Commissioner Training hosted by CRCOG - Virtual/online

Where: Registration Information will be posted shortly.

Calendar: CT Land Use Commissioner Training

Created by: David Dickson

Planning and Zoning Two Month Look Ahead

Meeting Date	Upcoming Items		
Monday, October 30, 2023	TCZ Discussion	23-14 - Child and Family Group Homes	
Monday, November 27, 2023	TCZ Discussion		
Monday, December 11, 2023			

KEY

TO BE RECEIVED
HEARINGS
NEW/OLD BUSINESS
OTHER

Future Items:

**PLANNING & ZONING COMMISSION
TOLLAND, CONNECTICUT
REGULAR MEETING MINUTES OF SEPTEMBER 25, 2023**

MEMBERS PRESENT: Marilee Beebe, Vice Chair
Deb Goetz, Secretary
Joe Matteis
Erin Stavens (remote)
Amanda Hickey, alternate
J. P. Olynyk, alternate (remote)

OTHERS PRESENT: David Corcoran, Director of Planning & Development
John Reagan, Town Council liaison
Steve Williams, property owner & developer
Public (remote)

1. **Call to Order:** Marilee Beebe, Vice Chair and Acting Chair for the evening, called the meeting to order at 7:00 p.m. in Council Chambers.
2. **Pledge of Allegiance:** Recited.
3. **Seating of Alternates:** Ms. Beebe seated alternate member Amanda Hickey for Andy Powell.
4. **Additions to Agenda:** None.
5. **Public Comment:** Jodie Coleman-Marzialo of 79 Tolland Green said she reviewed the minutes of the meeting that included the discussion of the ADA sidewalk improvements to the Green. She said she was confused because she was under the impression that the Design Advisory Board (DAB) wanted to review the plans at their last meeting but they had to cancel it for lack of a quorum. However, the Town Council said they declined to weigh in.

Mr. Corcoran explained that the DAB works for the PZC and the PZC has a 35-day window to provide a referral. Their intention was not to provide comment until after the hearing at their next meeting during that window of time, but then they cancelled due to not having a quorum. They were aware of the deadline to provide feedback but opted not to call a Special Meeting to review the plans.

Mr. Matteis said this is not the first time this type of thing has happened with the DAB and they should address it. Ms. Goetz said she was disappointed the DAB did not provide input. Ms. Beebe said it would be good for them to at least get their input.

Ms. Coleman-Marzialo asked also if the PZC would assist the Historic District Commission in following up on the letter from the State Archaeologist. She said the PZC's current Plan of Conservation and Development includes a goal that they will continue to refer plans to the State Archaeologist in historically sensitive areas—and the Green is historically sensitive. She said they would like an archaeological study to be done before any work commences. She asked the PZC if the Historic District Commission could have their support.

Ms. Beebe noted that the federal ARPA funds the town is getting for this project comes with some strings attached. She said this falls under the National Environmental Policy Act (NEPA), and it is

that law that would trigger any archaeological or environmental assessments. Mr. Corcoran said this project will go out to bid and the Town will follow the guidelines required.

6. **Public Hearings:** None.

7. **Old Business:** None.

8. **New Business**

8.1 Multi-Family Discussion with Steve Williams – Local property owner Steve Williams discussed his property at 95 Hartford Turnpike. He said he originally purchased the property from an estate and had a plan that was approved by the Inland Wetlands Commission. This plan was for 42 units, but it never came before the PZC.

Mr. Williams said he later brought forward a second plan, which the PZC looked at about a year ago in August of 2022. He noted it is a conceptual plan. With this plan, he had a developer who wanted to put up three buildings. It had more greenery than the first one. Shortly after the PZC saw this plan, they started doing some revision work on their zoning regulations. During that time, the developer walked away from it. Steve Williams said he recently had some inquiries about the property. However, he said to make anything work, he needs to see changes that allow greater density.

Ms. Beebe asked for some specifics about what Mr. Williams might be looking for. She asked if he might need increased height allowances, noting they can grant a variance to up to 58 feet in height. He said that last plan was three stories high and 58 feet would accommodate that.

Ms. Goetz noted this property falls in the Community Commercial Zone (CCZ).

Mr. Matteis asked Mr. Williams what he felt needed changing with regard to zoning regulations in that zone.

Mr. Williams said the property has a little over eight acres of buildable area and to make anything work, he would expect he would need at least 100 units. He said that last plan was for 108 units. He said that plan was designed with two accesses, but the circulation would need to be tweaked. Mr. Williams said he also acquired the adjacent piece of property by the package store, which possibly could be used for emergency access. He said he didn't necessarily want to add that property into a plan, but he might have to. He noted there were previously no sewer lines there, but now there are.

Ms. Beebe asked if he still would want under-building parking. Mr. Williams said the parking in that second plan is all surface parking, but again it is conceptual.

Ms. Beebe asked about the bedroom composition of potential units on that site. Mr. Williams said he did not know. He noted again that the developer for this plan is out. He said he would expect there would be more one-bedroom units than two-bedroom units. For purposes of conversation only, Ms. Beebe figured a 1-1/2 bedroom per unit calculation, 100 units with 150 bedrooms.

Ms. Goetz noted that a developer can get more units per acre allowed if they do offsite improvements. She asked Mr. Corcoran what those might be. Mr. Corcoran said it is up to the Commission. Mr. Matteis noted Mr. Williams had provided sewer access to other lots in the vicinity of his property. It was agreed that the PZC could consider this as an offsite improvement. Ms. Goetz noted that right now, Mr. Williams could potentially get 10 units per acre.

September 25, 2023 – Tolland Planning & Zoning Commission

Mr. Williams said he couldn't really say right now what number of units would work without a design in hand.

Mr. Corcoran said the PZC could address this in various ways. They could (1) consider allowing a Master Plan Overlay Zone (MPOZ) in the CCZ, (2) increase the bedroom density allowed, or (3) do away with density all together and use other dimensional standards such as lot coverage and height.

The Commission also discussed the need to address the limitation of only two units allowed per hallway. There was general agreement that this is not necessary.

Mr. Matteis said he preferred Option 3. He said with a good design, you can get in more units. Ms. Beebe said this then would be more of a form-based zone.

The Commission also discussed allowing affordable housing units which can get developers a 25 percent density bonus.

Mr. Matteis asked Mr. Williams what would work for him, and what changes would be beneficial. Mr. Williams said he would need to do some research. He described Hebron Avenue in Glastonbury which has very tall buildings where just down the road there are small ranches. He provided another example in New Haven where a developer can have a 12,200 square foot footprint with 31 units because they go tall. However, he said to layout money to draw plans just to get some answers is an expensive challenge.

Mr. Matteis said if he knew what he needed, then a text amendment could potentially be done. The PZC just needs to have some direction.

Mr. Williams said he finds that developers walk when they look at the zoning regulations. The Commission discussed an instance where a developer came in wanting more density, but they wanted unlimited density, and the challenge for the PZC is that they can't allow unlimited units. They need to know what is reasonable for developers to be able to do a project.

Mr. Matteis asked how big Mr. Williams' adjacent lot is. He said it is two acres. This would bring the total land to about 10 acres. The Commission discussed the 5 percent affordable housing requirement. Mr. Corcoran said the developer also has an option of buying out of it. The cost per unit is on a sliding scale but it averages about \$50,000 per unit. Ms. Goetz noted that this is not low-income 8-30g housing units but rather workforce housing. It is to be affordable to those who make 80 percent of Tolland's median income.

Ms. Goetz asked if a conceptual plan would leave the PZC more open to lawsuits if they turned down a proposal. Mr. Corcoran said he would not expect it to change things very much. He said it gives them one more door for approval and one less for denial. He said his instinct was that it gives the developer more options to come up with a plan that works. Ms. Beebe noted that form-based housing still has to meet certain standards.

Mr. Matteis asked Mr. Williams if he had someone who might be able to come in and tell the PZC what they need to make a project work. He said they really need some direction from developers and the people that own property. Mr. Williams said he doesn't right now.

Ms. Beebe said the CCZ could be a good zone to try something new. Mr. Matteis agreed. He said the zone is mostly commercial. Ms. Goetz noted also that there are wetlands in back of Mr.

September 25, 2023 – Tolland Planning & Zoning Commission

Williams' property so no building could be done there. Ms. Beebe said she would like to see denser buildings but with a community area. This can be a nice amenity, and it's what they envisioned for the POCD. In return for the community area, they have to have larger, clustered buildings.

Ms. Goetz asked if there were other parcels in the CCZ that might be opening up for development. Mr. Matteis said he didn't see anything, at least nothing large. He said Mr. Williams' parcel is the largest one there.

Mr. Williams said he will look at other properties. He said he has found larger developers don't want to go to smaller towns like Tolland, and they tend to want to stay west of the river. He noted the second plan that he discussed has been built in Newington. He said that particular plan included a common area for residents with kitchen space and offices. The Commission discussed that a space like that could be eliminated in favor of another unit. He wasn't sure how much acreage the Newington project had, but he said he had the plans and would get them to Mr. Corcoran. Mr. Williams said he would do some homework and get back to Mr. Corcoran.

Ms. Beebe said the PZC has a real appetite to find something that works for developers. Mr. Matteis agreed. He said he felt people understand the need for alternate forms of housing instead of just very large homes on two-acre lots. He said a lot of people here are willing to work on it. They just need more guidance. He suggested Mr. Williams and Mr. Corcoran get together using development standards rather than density standards to come up with something. He expressed hope they could talk again before the end of the year. Ms. Stavens and Mr. Olynyk said they felt this was a good approach. Ms. Hickey said she liked it as it can be tough to find good rentals in town.

- 8.2 Group and Family Child Day Care Homes Discussion – Mr. Corcoran said he received a letter from the State Office of Policy and Management that requires towns get in compliance with Public Act 23-142 by December 1, 2023. He said he expects this to be a boiler plate change and he reviewed the recommended changes. He suggested an October 30, 2023 public hearing date.

Ms. Beebe asked if he expected any looming conflict with septic system standards. Mr. Corcoran said he did not but he would check in with Chris at the Eastern Highlands Health District about any compliance requirements.

Mr. Matteis asked if this is the State trying to make home daycare easier. Mr. Corcoran said it appears to be.

There was general agreement with the proposed changes.

- 8.3 **PZC #23-14 Zoning Regulation Amendment** – Request to amend Section 2-2 Terms Defined, Section 5-2 pertaining to uses in the Residential Design District, and Section 6-2 pertaining to uses in the Village Center Zone to allow Group and Family Child Day Care Homes by right. Applicant: Town of Tolland. *To be received and set the Public Hearing for Monday, October 30, 2023.*

MOTION: Joe Matteis/Deb Goetz to receive PZC #23-14 Zoning Regulation Amendment and set the Public Hearing for Monday, October 30, 2023.

Ms. Stavens, Ms. Hickey, Ms. Goetz, Mr. Matteis and Ms. Beebe voted in favor. Motion carried.

9. Reports

9.1 Town Council Liaison – Town Council Liaison John Reagan said they approved the sidewalks on the Green at their last meeting as well as the pay increases for firefighters. He said he was the dissenting vote on the sidewalk issue. He said he felt the PZC had not been heard and that the DAB should have provided input. He noted this was a long time coming. Mr. Reagan said the Town Manager informed him that if anything came up with the State Archaeologist, they will address the plans accordingly.

Mr. Matteis asked how long the Town Council had been working on this. Mr. Reagan said all of this term and most of his last term. He said he made clear to the Town Council that the PZC members all wanted sidewalks, just not that plan. Ms. Goetz said she appreciated his vote. Mr. Matteis said it was unfortunate the PZC had not been brought into the discussion sooner. Ms. Goetz noted it wasn't just the PZC that wanted another material, but several other bodies in town.

9.2 Economic Development Liaison – no report.

9.3 Capitol Region Council of Governments – Ms. Goetz said they had a meeting the previous Thursday night and Ms. Hickey and Ms. Beebe came for the training offered. There were some Zoom glitches and she said she was disappointed they haven't yet gone back to in-person meetings. After the training, there was talk about electric vehicle regulations and the daycare issue. There was also a discussion about smaller sized lots and housing for people with brain injuries—something that Windsor is looking at doing. The next meeting will be on November 16th, where they will also be offering training. Ms. Goetz said their strategic playbook is online now.

9.4 Zoning Enforcement Report – Mr. Corcoran said he met with the Department of Transportation (DOT) last week regarding water/flooding problems they have been experiencing this year. The DOT has acknowledged the pipe by Shea's Electric under Route 30 is plugged and they plan to take care of it. He also said that Al Koiva of Nordic Builders will be putting up catch basins at the end of Joe Sabbath Drive.

9.5 Planning Update – Mr. Corcoran announced that the Car Wash across from Fieldstone Commons is alive again and he expects they will be coming before the PZC in a couple of months for an extension on their Special Permit. He noted it can be approved for up to five years. Mr. Matteis suggested they approve it for a shorter period, perhaps two or three years to help things move along faster. He said he was glad to see this happen because when one place starts showing activity, there is a trickle-down effect that brings in more business.

Mr. Corcoran said he will also be getting the letter out soon for the October 16th meeting to businesses for the Technology Campus Zone. He asked if the letter should be from the PZC or from him. There was agreement to make it from the PZC. The Commission discussed having it go to builders, property owners, business owners, and real estate businesses in the area. Ms. Goetz asked that it go to the businesses in the Twin Ponds plaza.

Mr. Corcoran also asked that Commissioners self-report by emailing him when they have completed their training so they can have it on file. Mr. Matteis said the training is mandatory, but there are no teeth in it as the case law is not fleshed out. Mr. Corcoran said one issue is that if a member does not get the required training and then they make a decision that ends up getting litigated, it has the potential to hurt the Town.

Ms. Goetz asked about a land acquisition she heard about. Mr. Corcoran said they are looking into acquiring the Tolland Marsh through DEEP, and in order to do that they have to get a Yellow

September 25, 2023 – Tolland Planning & Zoning Commission

Book appraisal. Ms. Goetz said she also heard they might be turning the dump into a solar farm. Mr. Corcoran said there has been some discussion on it, but he doesn't know where that stands right now. Mr. Matteis said he wasn't sure if towns are allowed to generate revenue and he wondered where the profits from a solar farm might be used. Ms. Beebe said that might be something to ask Mr. Reagan about.

10. **Other Business:** Ms. Goetz asked if the PZC might want to consider doing a moratorium on drive-throughs. She said they never had them for years and now they have done three in the time she has been on the PZC.

Ms. Beebe cautioned that if you do one, you have to have a specific reason and have it for a finite term. You also have to hold a public hearing on it. Mr. Corcoran said it would be a text change, so you would need a set of justifiable reasons for it.

Mr. Matteis said he didn't like that they only originally allowed existing restaurants to have a drive-through. He said they haven't had any controversy with them, so he questioned the concern about it. Ms. Goetz said Tolland had a reputation for decades that they would not allow them in town and then very quickly three came in. She said now they may be seen as a magnet for fast food restaurants.

Ms. Beebe said she believed the Town was almost sued when they put a temporary moratorium on residential development several years ago. It ended up spurring a massive number of applications for quickly-put-together plans and meetings had to run very late into the evening in order for them to meet statutory requirements. She said she understood Ms. Goetz's concerns but they have sewers now so they don't have all the same concerns. She said it is hard to give developers a use and then take it away. It could open them up to lawsuits.

Mr. Olynyk said he is not worried about the drive-through issue. Ms. Stavens agreed. She said she did not expect to see them all over. Mr. Olynyk said he'd be looking for a trigger such as traffic issues. Ms. Hickey said they are asking people to come to town with their ideas so instituting a moratorium might send mixed messages. Mr. Matteis said he understood the concern of not wanting an overflow of fast food restaurants in town but he didn't like the idea of a moratorium. Ms. Goetz said they should be careful with what they allow in the TCZ-MPOZ. Mr. Corcoran noted the PZC does have broad discretion to deny MPOZ applications.

Mr. Matteis spoke to Ms. Coleman-Marzialo's concern about the DAB not weighing in on the sidewalk discussion. He said they need to do something about the DAB saying they have held up applications multiple times. He said the DAB and other boards sometimes have problems getting a quorum.

Mr. Corcoran suggested they apply the regulations where the DAB is allowed one opportunity in the 35-day window to provide comment. If they do, then the PZC can use that commentary. If they don't, however, their opportunity has passed and the PZC will not hold things up on the process. Mr. Matteis agreed. He suggested they also keep track of what applications they review and what they don't, then regroup in six months or so to see how that is working and/or if changes are needed.

Ms. Goetz said the 8-30g is a bigger problem. Mr. Corcoran said they might want to work on this issue internally to see when the PZC should be brought into the process and if it can be done earlier.

11. **Correspondence:** Mr. Corcoran noted his email to Commissioners about upcoming training opportunities.
12. **Public Participation:** None.

13. **Approval of Minutes** – September 11, 2023 Regular Meeting

Ms. Goetz referred to Page 4, the second paragraph under 7.1. Old Business. Ms. Goetz asked that the first sentence be reworded to: “Ms. Goetz said she loved the concept but wished *the building* was somewhere else.” She said she wanted to clarify that she liked the use, just not the building.

MOTION: Erin Stavens/Joe Matteis to approve the Regular Meeting minutes of September 11, 2023 as amended. Erin Stavens, Amanda Hickey, Deb Goetz, Joe Matteis and Marilee Beebe voted in favor. Motion carried.

14. **Adjournment**

MOTION: Joe Matteis/Amanda Hickey to adjourn the meeting and pay the clerk at 9:03 p.m. Mr. Matteis, Ms. Hickey, Ms. Goetz, Ms. Stavens, and Ms. Beebe voted in favor. Motion carried.

Respectfully submitted,

Annie Gentile
Clerk