

Agenda
Tolland Planning & Zoning Commission
21 Tolland Green, Tolland, Connecticut
Monday, April 22, 2024 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. Draft Affordable Housing Plan Review
 - 8.2. **PZC #24-3- Zoning Regulation Amendment-** Request to amend Article 17 “Accessory Uses and Structures” to allow for lots greater than five acres to construct one structure in excess of the size of the principal structure of the home to a maximum of 10,000 square feet. Applicant: Town of Tolland. *Receive and set the Public Hearing for Monday, June 10, 2024.*
 - 8.3. Appointment of Cassandra Santoro as Alternate ZEO
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** – April 8, 2024 Regular Meeting
14. **Adjournment**

To join the Zoom meeting, either click:

<https://us06web.zoom.us/j/4325402030?pwd=NG43ZHcyOXBQOQJldzZVTmQxNmhZZz09>

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

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

Meeting ID: 432 540 2030

Passcode: 444555

All public business will be conducted by 11:00 p.m. unless waived by a vote of the Commission.
Any party needing an accommodation contact the Planning & Development Department at (860) 871-3601.
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TOWN of TOLLAND/ 21 Tolland Green, Tolland, Connecticut 06084

MEMO

TO: Planning and Zoning Commission

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

DATE: April 17, 2024

RE: Affordable Housing Plan Update

Staff has developed an initial draft of the Affordable Housing Plan update for review by the Commission.

The Town is required by CGS 8-30(j) to update its Affordable Housing Plan every five years. The Town initially adopted its Affordable Housing Plan on September 23, 2019 as part of the Plan of Conservation and Development. The new plan has to be adopted by September 23, 2024 by the Planning and Zoning Commission. This iteration of the plan will be separated from the POCD, with the intent to re-integrate it into the document during the 2029 POCD update process, which will likely begin in late 2027.



**Tolland
Affordable Housing Plan
Update
Draft 2024**



Introduction

This document is intended to serve as an update to the Housing Chapter of the 2019 POCD, in compliance with the provisions of CGS 8-30(j) that towns create a housing plan aimed at housing affordability and with the Connecticut General Statutes Section 8-23 recommendation that towns plan for housing, including affordable housing. Over the last five years the Town of Tolland has made considerable progress in encouraging and supporting the development of Affordable Housing, and looks forward to seeing how some of those regulatory changes support further development over the next several years.

Since 2019, Tolland has approved 240 new multi-family units which are currently under construction and has passed numerous regulatory changes to support the development of multi-family and affordable housing. Tolland has become one of the first communities in the northeastern part of the state with an Affordable Housing Trust Fund, and now requires any new multi-family development with at least ten units to build 5% affordable housing or make “buy-out” into that Trust Fund. Tolland now also offers a density bonus for those willing to build additional affordable units.

Residential development and housing play important roles in community, community character, and the community planning process. Housing is where jobs go at night and where households and families live their lives. Housing density, style, and tenure contribute to community character. Home ownership and housing equity have been a primary driver of wealth creation. Also, residential uses are the most predominant land use in a community and residential zoning typically dominates the land area of a town.

Residential development patterns often frame the overall development patterns of a community.

As a community that is rural-suburban in character, approximately 95% of Tolland’s land area is zoned residential, the overwhelming majority of which is zoned for single-family residential housing. Single-family residential zoning dominates Tolland’s land area and allowable uses. Tolland’s housing stock is made up of only 93.8% single-family detached residential housing units and 1.5% single-family attached housing. Therefore, less than five percent of Tolland’s current housing stock is multi-family housing. In terms of resiliency—specifically, diversity—Tolland’s housing stock is not diverse and can be viewed as being overly susceptible to disturbances in the market.

Housing affordability and the lack of affordable housing is perhaps the greatest housing issue facing Tolland. This lack of affordable housing is directly related to the lack of housing diversity and results in limited housing options for young persons, the elderly, and other non-family households.

Progress since the 2019 POCD

Tolland has made considerable progress in its efforts to encourage Affordable Housing since its initial Affordable Housing Plan was adopted as part of the Plan of Conservation and Development in 2019. In the past five years, the Town has:

- Created an Affordable Housing Trust Fund.
- Adopted regulations requiring any new multi-family development of at least ten units to construct at least 5

percent 8-30(g)-compliant affordable housing or pay into the Affordable Housing Trust Fund.

- Created a density bonus regulation to allow developers constructing a larger percentage of affordable housing to have up to 25% more units than a development with a smaller percentage of affordable housing.
- Revised its Affordable Housing regulations to be consistent across all zones where multi-family housing is allowed.
- Revised the Zoning Permit fee schedule to substantially reduce the fee for Special Permits for Multi-Family Housing.
- Added a provision to the Zoning Regulations for Temporary Accessible Accommodations to allow for exemptions from the Zoning Regulations where a temporary demonstrable need for accessibility exists.
- Created a floating “Master Plan Overlay Zone” option which can be used to support the furtherance of Affordable Housing.
- Updated its Accessory Dwelling Unit Regulations to comply with state statute.
- Allowed Two-Family Dwelling Units by right on lots of at least three acres.
- Approved the development of 240 new multi-family units which are currently under construction. While these were passed before the adoption of the affordable housing regulations, they will support a more diverse housing stock in Tolland.

- Commissioned a study on the fiscal and economic Impacts of Multi-Family Housing, which found a demand for additional multi-family developments and a net benefit to the Town by permitting them in appropriate locations.
- Hired a full-time Grants and Projects Manager who pursues funding opportunities, including those related to affordable housing and housing rehabilitation.

Overall Residential Patterns

As a rural-suburban community with substantial preserved open space, it is reasonable to anticipate that Tolland will continue to maintain its rural-suburban community character throughout most of the community—a predominance of low-density single-family residential land uses. This pattern contributes to the “rural” side of Tolland’s character and generally is attractive to current and potential future residents. The zoning regulations for these lower density areas were designed to reduce overall density, ensure that new housing blends in with the Town’s character, and to protect natural resources. Limited public sewer and water reinforces these patterns.



This Plan recognizes and accepts that Tolland’s rural-suburban residential development patterns, housing type, form, and density will continue, mostly as it is today.

That said, Tolland is missing multi-family and mixed-use developments that provide greater diversity in housing options and other features or amenities such as public spaces and walkable communities. As discussed in the next section on housing needs and in the economic development section, there are appropriate locations for much-needed housing opportunities beyond low-density single-family units, particularly within the Route 195 corridor. With careful consideration of location, design and density, Tolland can maintain its overall low density pattern while providing greater opportunities for all income levels.

Therefore, this Plan does not recommend any specific changes to the single-family residential zoning, but that the Planning and Zoning Commission continues to monitor market trends and demand to ensure that the zoning is in sync with consumer needs and wants.

What Does “Affordable” Mean?

This assessment primarily utilized U.S. Census data (2021) on the characteristics of housing, household income, and housing purchase and rent values in Tolland. Household income was compared to the availability of housing types at corresponding sales values and rents to determine affordability and needs.

Housing affordability is a complex concept and challenging problem. One of the challenges is that it can be defined in several ways. The Connecticut General Statutes (CGS), Chapter 126a Affordable Housing Land Use Appeals, Section 8-30g narrowly defines housing affordability as:

- **Assisted Housing**: housing which is receiving or will receive financial assistance under any governmental program for the construction or substantial rehabilitation of low- and moderate-income housing, and any housing occupied by persons receiving rental assistance under chapter 319uu or Section 1437f of Title 42 of the United States Code;
- **Set-aside Development**: a development in which not less than 30% of the dwelling units will be conveyed by deeds containing covenants or restrictions which shall require that, for at least 40 years after the initial occupation of the proposed development, such dwelling units shall be sold or rented at or below prices which will preserve the units as housing for which persons and families pay 30% or less of their annual income, where such income is less than or equal to 80% of the median income. In a set-aside development, of the dwelling units conveyed by deeds containing covenants or restrictions, a number of dwelling units equal to not less than 15% of all dwelling units in the development shall be sold or rented to persons and families whose income is less than or equal to 60% of the median income and the remainder of the dwelling units conveyed by deeds containing covenants or restrictions shall be sold or rented to persons and families whose income is less than or equal to 80% of the median income.

The CGS 8-30g definition of housing affordability is narrow because it only includes housing units and households receiving government assistance through specified programs or housing units that are specifically deed-restricted as affordable through set-aside developments. For example, in 2022, 236 housing units or 4.33% of

Tolland's housing stock qualifies as affordable housing as defined by 8-30g (this also includes mortgage programs).

There are other types of units in Tolland that could be considered affordable, but do not meet the criteria of CGS 8-30g. For example, since the early 1990s Tolland has permitted 83 accessory dwelling units (apartments) within single-family homes. These units provide housing diversity and opportunities, most of which likely rent at affordable rates, but do not count toward Tolland's count of affordable units.

The Connecticut Housing Finance Authority (CHFA) defines affordability based on a percentage of area median family-income and the number of persons in the family/household. CHFA uses the Hartford Metropolitan Statistical Area (MSA), which Tolland is in, and the median family income at \$118,100. For example, moderate income would be 80% of median family income (\$94,480). The Hartford MSA median household income is \$85,723, which is approximately \$35,000 less than Tolland's local median household income of \$121,120.

Another way to define housing affordability is based on how much a household can spend to purchase housing or the percentage of household income spent on housing whether for purchase or rent. This approach will be used to calculate housing affordability and need in Tolland to answer the question of whether housing in Tolland is affordable when compared to household income.

The first step is to calculate the maximum purchase price for a house that a household can afford. The commonly agreed-upon metric is that a household can afford a housing unit valued between 2.6 to 3.0 times the gross household income (with the lower limits of affordability being 2.6 and the maximum limit of affordability being

3.0). For example, a household earning \$75,000 can afford to purchase a housing unit up to a value between \$195,000 (2.6 x income) and \$225,000 (3.0 x income). For this analysis and Plan, we split the difference and use 2.8 as the affordability multiplier on home purchases/ownership.

The second method is based on the U.S. Department of Housing and Urban Development's (HUD) threshold of 30% of household income. If a household pays more than 30% of income for housing, then housing is deemed to not be affordable. For example, if the same household earning \$75,000 per year is spending more than \$22,500 (30%) per year or \$1,875 (30%) per month on housing, then such housing is deemed to be unaffordable for that household. This 30% of household income threshold can be applied to both rental and ownership housing but will be used for rental housing in this analysis.

While these measures or thresholds provide a means for calculating the affordability of housing and will be utilized in the assessment of housing need, it is important to note that there are limits as to how these measures inform us about personal circumstances, housing need, and housing costs. While the Census data provides the statistics on households spending above and below 30% of income on housing, it does not differentiate between those households who spend a high portion because of a lack of affordable housing (housing need) and those who spend 30% or more for reasons of personal choice—status, house size, access to education, etc. While the former households are burdened by lower incomes and high-cost housing, the latter households may not suffer from the same burden or hardship. While these measures provide a metric to measure housing affordability, they fall short of informing us about the personal circumstances, choices, needs, and wants that are

captured or assumed in the calculations and that affect housing affordability.

When discussing affordable housing, it is also important to address the phrase “workforce housing.” HUD, CHFA, and the Connecticut General Statutes use the phrase affordable housing to define housing that is affordable to households earning up to 80% AMI (Area Median Income). Housing advocates typically distinguish between affordable housing and workforce housing—affordable housing being up to 60% AMI and workforce housing being 60% to 120% AMI. Workforce housing is often defined as housing for service workers, such as police officers, teachers, nurses, etc. This differentiation is important in the context of Tolland and the Hartford region. For example, in the Hartford MSA with a median family income of \$118,100, a family household at 60% AMI would be earning \$70,860—by no means is this a low-income household—and a family household at 80% AMI would be earning \$94,480.

Tolland’s Housing Stock Characteristics

The characteristics of Tolland’s housing stock provide context to understanding housing value, housing costs, and housing affordability. They also inform us about demand and how demand is organized around housing products and location. Understanding the housing characteristics and their influence on demand, market strength, and housing affordability provides insight into housing need and the strategies to address housing need.

According to the U.S. Census (2021 estimates), Tolland has 5,495 housing units, 98.4% (5,411) of which are occupied and 0.6% of which are vacant (Table 1).

Vacancy rates of less than 10% typically indicate strong demand and often signal the need for additional supply, especially in the rental housing market. Vacancy rates of less than five percent in both the rental and homeownership markets indicate a very strong market and that the vacancies are most likely the result of naturally occurring turnover. A rental vacancy rate of zero percent indicates strong demand or limited supply in the rental housing market.

Table 1. Housing Occupancy, Tolland

	Estimate	%
Total housing units	5,495	100%
<i>Occupied housing units</i>	5,411	98.4%
<i>Vacant housing units</i>	84	0.6%
<i>Homeowner vacancy rate</i>	0.7 (37/4785)	—
<i>Rental vacancy rate</i>	7.5 (47/626)	—

As noted, Tolland’s housing stock is dominated by single-unit detached housing—commonly known as single-family housing. Including single-unit attached housing, 91% of Tolland’s housing stock is considered single-family housing—a housing stock that is most favorable to homeownership (Table 2). The remaining 9% of the housing stock is in various forms of multi-family housing that include 3 to 20 or more units per building. Overall, Tolland’s housing stock lacks diversity in housing types and tenure.

The percentage of single-unit housing nearly mirrors the percentage of home ownership (Table 3). The average household size of owner-occupied units is 2.79 persons per unit compared to 1.86 persons per rental unit. This difference is likely driven by the number of bedrooms available—single-unit owner-occupied housing typically has three or more bedrooms per unit, while rental housing typically has one and two bedrooms per unit. As a result, single-unit

housing and owner-occupied housing typical attract more families and school-age children than multi-family and rental housing.

Table 2. Housing Units in Structure, Tolland

	Estimate	%
Total housing units	5,495	100%
<i>1-unit detached</i>	4,943	89.9%
<i>1-unit attached</i>	59	1.1%
<i>2 units</i>	29	5.2%
<i>3 or 4 units</i>	231	2.7%
<i>5 to 9 units</i>	207	4.2%
<i>10 or more units</i>	26	0.5%
<i>Mobile home</i>	0	0.0%
<i>Boat, RV, van, etc.</i>	0	0.0%

Table 3. Housing Tenure, Tolland

	Estimate	%
Occupied housing units	5,411	100%
<i>Owner-occupied</i>	4,785	92.8%
<i>Renter-occupied</i>	626	7.2%
<i>Average household size of owner-occupied unit</i>	2.79	–
<i>Average household size of renter-occupied unit</i>	1.86	–

The median number of rooms per housing unit is 6.7 with 74.3% of Tolland’s housing stock having six rooms or more (Table 4). More rooms typically indicates larger homes and more bedrooms per housing unit. Table 5 shows that 85.1% of Tolland’s housing stock has three or more bedrooms and 33.3% of the housing stock has four or more bedrooms.

Table 4. Rooms Per Housing Unit, Tolland

	Estimate	%
Total housing units	5,495	100%
<i>1 room</i>	11	0.2%
<i>2 rooms</i>	64	1.2%
<i>3 rooms</i>	312	5.7%
<i>4 rooms</i>	334	6.1%
<i>5 rooms</i>	692	12.6%
<i>6 rooms</i>	1,116	20.3%
<i>7 rooms</i>	902	16.4%
<i>8 rooms</i>	1,015	18.5%
<i>9 rooms or more</i>	1,049	19.1%
<i>Median rooms</i>	6.7	–

Table 5. Bedrooms, Tolland

	Estimate	%
Total housing units	5,495	100%
<i>No bedroom</i>	11	0.2%
<i>1 bedroom</i>	424	7.7%
<i>2 bedrooms</i>	386	7.0%
<i>3 bedrooms</i>	2,845	51.8%
<i>4 bedrooms</i>	1,584	28.8%
<i>5 or more bedrooms</i>	245	4.5%

Tolland’s housing stock is relatively young, with 54.6% of units built since 1980 and 18.4% built since 2000 (Table 6). A young housing stock indicates that the housing product available has modern amenities that most likely make the housing product competitive in the overall market place. This may help to explain, at least in part, the low vacancy and strong occupancy rates.

Table 6. Year Structure Built, Tolland

	Estimate	%
Total housing units	5,495	100%
<i>Built 2020 or later</i>	0	0.0%
<i>Built 2010 to 2019</i>	274	5.0%
<i>Built 2000 to 2009</i>	737	13.4%
<i>Built 1990 to 1999</i>	1,059	19.3%
<i>Built 1980 to 1989</i>	933	16.9%
<i>Built 1970 to 1979</i>	757	13.8%
<i>Built 1960 to 1969</i>	842	15.3%
<i>Built 1950 to 1959</i>	627	11.4%
<i>Built 1940 to 1949</i>	14	0.3%
<i>Built 1939 or earlier</i>	252	4.6%

Tolland's householders are mostly new to the community. A total of 78.2% of the householders moved into their housing unit since 1990 and 40.5% have moved in since 2010 (Table 7). This is generally consistent with the age of the housing stock and overall movement patterns of householders.

Tolland's Housing Stock Cost Characteristics

This section reviews housing value and costs for owner-occupied and renter-occupied housing. Table 8 presents the value of owner-occupied housing, which can be assumed to be mostly single-family housing. Tolland's median value of housing is \$301,100 with 82.2% of owner-occupied housing valued above \$200,000. In addition, 50.3%, or half, of the owner-occupied housing is valued above \$300,000.

To afford the median owner-occupied home at \$301,000 in Tolland, a household would need an income of \$84,308 ($\$301,000 \times 0.28$). This income is well below Tolland's median household income of

\$121,120 and about the same as the Hartford MSA median household income of \$85,723. Of the 4,726 owner-occupied housing units, 69.6% have a mortgage (Table 9).

Table 7. Year Householder Moved into Unit, Tolland

	Estimate	%
Occupied housing units	5,411	100%
<i>Moved in 2019 or later</i>	610	11.3%
<i>Moved in 2015 to 2018</i>	929	17.1%
<i>Moved in 2010 to 2014</i>	657	12.1%
<i>Moved in 2000 to 2009</i>	1,187	21.6%
<i>Moved in 1990 to 1999</i>	850	15.7%
<i>Moved in 1989 and earlier</i>	1,178	21.8%

Table 8. Value, Owner-Occupied Housing, Tolland

	Estimate	%
Owner-occupied units	4,785	100%
<i>Less than \$50,000</i>	84	1.8%
<i>\$50,000 to \$99,999</i>	22	0.5%
<i>\$100,000 to \$149,999</i>	142	3.0%
<i>\$150,000 to \$199,999</i>	602	12.6%
<i>\$200,000 to \$299,999</i>	1,526	31.9%
<i>\$300,000 to \$499,999</i>	2,059	43.0%
<i>\$500,000 to \$999,999</i>	275	5.7%
<i>\$1,000,000 or more</i>	75	1.6%
Median	\$301,100	---

Tables 10 and 11 respectively provide the Selected Monthly Owner Costs (SMOC) for housing units with and without a mortgage. The SMOC, as explained by the U.S. Census, “are calculated from the sum of payment for mortgages, real estate taxes, various insurances, utilities, fuels, mobile home costs, and condominium fees.” They provide a good estimate of the cost of buying and owning a home. The median SMOC for housing units with a mortgage is \$3,331 and \$2,329 for housing units without a mortgage.

Table 9. Mortgage Status, Tolland

	Estimate	%
Owner-occupied units	4,785	100%
<i>Housing units with a mortgage</i>	3,331	69.6%
<i>Housing units without a mortgage</i>	1,454	30.4%

Table 12 provides the Selected Monthly Owner Costs as a Percentage of Household Income (SMOCAPI). The U.S. Census explains, the SMOCAPI “is used to measure housing affordability and excessive shelter costs. For example, many government agencies define excessive as costs that exceed 30 percent of household income.” Based on the SMOCAPI, 16% of Tolland’s households with a mortgage and 11.3% of households without a mortgage are paying 30% or more of their household income on housing costs. Based on this SMOCAPI, approximately 27.3% (or 698) of Tolland’s owner-occupied housing is unaffordable. However, these calculations do not inform us whether the cost of housing in excess of 30% of household income is the result of need (and a burden on income) or want (a personal choice).

Table 10. Selected Monthly Owner Costs (SMOC) – With Mortgage, Tolland

	Estimate	%
Housing units with a mortgage	3,331	100%
<i>Less than \$500</i>	0	0.0%
<i>\$500 to \$999</i>	95	2.9%
<i>\$1,000 to \$1,499</i>	507	15.2%
<i>\$1,500 to \$1,999</i>	631	18.9%
<i>\$2,000 to \$2,499</i>	657	19.7%
<i>\$2,500 to \$2,999</i>	636	19.1%
<i>\$3,000 or more</i>	805	24.2%
Median	\$2,329	---

Table 11. Selected Monthly Owner Costs (SMOC) – Without Mortgage, Tolland

	Estimate	%
Housing units without a mortgage	1,454	100%
<i>Less than \$250</i>	26	1.8%
<i>\$250 to \$399</i>	18	1.2%
<i>\$400 to \$599</i>	90	6.2%
<i>\$600 to \$799</i>	479	32.9%
<i>\$800 to \$999</i>	271	18.6%
<i>\$1,000 or more</i>	570	39.2%
Median	\$862	---

Table 13 presents the Gross Rent paid for occupied rental units and Table 14 provides the Gross Rent as a Percentage of Household Income (GRAPI). The median gross rent is \$1,424 and 38.8% of the households pay more than \$1,500 per month for rent. However, 271 (or 76.9%) of the rental households are spending 30% or more of their household income on rent—the unaffordable housing threshold set by government standards. As noted above, what these calculations do not inform us about is if the cost of housing in

excess of 30% of household income is the result of need (and a burden on income) or want (a personal choice).

Table 12. Selected Monthly Owner Costs as Percentage of Household Income (SMOCAPI), Tolland

	Estimate	%
Housing units with a mortgage	3,331	100%
Less than 20.0 percent	1,866	57.1%
20.0 to 24.9 percent	557	16.7%
25.0 to 29.9 percent	310	9.3%
30.0 to 34.9 percent	173	5.2%
35.0 percent or more	361	10.8%
Housing unit without a mortgage	1,454	100%
Less than 10.0 percent	492	33.8%
10.0 to 14.9 percent	418	28.7%
15.0 to 19.9 percent	192	13.2%
20.0 to 24.9 percent	102	7.0%
25.0 to 29.9 percent	73	5.0%
30.0 to 34.9 percent	0	0%
35.0 percent or more	164	11.27%
Not computed	77	---

Based on owner- and renter-occupied housing costs and percentage of household income being spent on housing costs, 969 (17.9%) of occupied housing units have households spending 30% or more on housing. This illustrates Tolland’s housing affordability challenge. However, this does not inform us about housing needs. To determine housing need, we need to do further analysis.

Table 13. Gross Rent, Tolland

	Estimate	%
Occupied units paying rent	529	100%
Less than \$500	27	5.1%
\$500 to \$999	16	3.0%
\$1,000 to \$1,499	297	56.1%
\$1,500 to \$1,999	113	21.4%
\$2,000 to \$2,499	76	14.4%
\$2,500 to \$2,999	0	0.0%
\$3,000 or more	0	0.0%
Median (dollars)	\$1,424	---
No rent paid	97	---

Table 14. Gross Rent as Percentage of Household Income (GRAPI), Tolland

	Estimate	%
Occupied units paying rent (excluding units where GRAPI cannot be computed)	352	100
Less than 15.0 percent	27	7.7%
15.0 to 19.9 percent	0	0.0%
20.0 to 24.9 percent	13	17.2%
25.0 to 29.9 percent	41	3.7%
30.0 to 34.9 percent	16	4.5%
35.0 percent or more	255	72.4%
Not computed	274	---

Tolland’s Household Income

This analysis will generally determine which segments of the housing market are most challenged by housing affordability by indicating at which incomes and price point housing is most needed. Household income, housing value, rent values, and types of household are analyzed to determine which segments of the housing market are underserved by Tolland’s housing stock.

Table 15. Income by Household, Tolland

	All Households	Families	Married-Couple Families	Nonfamily
Total	5,411	4,289	3,887	1,122
Less than \$14,999	7.3%	1.9%	0.0%	27.9%
\$15,000 to \$24,999	4.1%	1.9%	2.1%	12.3%
\$25,000 to \$34,999	4.0%	2.1%	2.0%	11.3%
\$35,000 to \$49,999	5.8%	6.7%	5.5%	7.3%
\$50,000 to \$74,999	10.6%	9.8%	8.7%	8.1%
\$75,000 to \$99,999	9.5%	9.9%	10.7%	7.8%
\$100,000 to \$149,999	19.1%	21.0%	21.9%	12.7%
\$150,000 to \$199,999	18.2%	19.8%	20.9%	10.7%
\$200,000 or more	21.5%	26.7%	28.2%	1.8%
Median income	\$121,120	\$139,743	\$145,469	\$63,486

Table 15 presents households and household incomes by Total Households, Family Households, Married-Couple Family Households, and Non-Family Households. The Census defines each of these household categories as follows:

- Household [Total]: all of the people who occupy a housing unit.

- Family Household: contains at least one person related to the householder by birth, marriage, or adoption.
- Married-Couple Family: a husband and wife enumerated as members of the same household. The married couple may or may not have children living with them. The expression "married-couple" before the term "family" indicates that the household or family is maintained by a husband and wife.
- Nonfamily Household: a householder living alone (a one-person household) or where the householder shares the home exclusively with people to whom he/she is not related.

The breakdown of income by household categories reveals meaningful differences. While the median household income in Tolland for all households is \$121,120, family median income is \$139,743, married-couple family median income is \$145,469, and non-family median income is \$63,486. For sake of comparison, households, families, and non-family households will be used. Married-couple families, since they are a sub-set with the families category, will not be used. However, we should keep in mind that married-couple families—as part of family-households—have the highest median household income.

Family households account for 79.2% of households and non-family households account for 20.7%. Of the family households, 67.5% earn at least \$100,000 (the minimum income cohort nearest the median household income of \$121,120) per year. Conversely, 74.7% of non-family households earn less than \$100,000 per year. This indicates that non-family households are more likely to experience housing affordability challenges than family households. However, it should not be assumed that non-family households are of lesser socio-

economic status since 13.3% of Tolland’s households (9.6% of owner-occupied and 41.7% of renter-occupied housing) are one-person (i.e., one income) households).

This difference in family and non-family income is dramatic, but not surprising based on the number of one-person households and the characteristics of Tolland’s housing stock. As noted earlier, 89.9% (or 4,943 units) of Tolland’s housing stock is single-unit detached housing—approximately 20% more than the 4,152 family households. Single-family detached housing is commonly occupied by families. Tolland’s housing market, historically and today, has been priced for two-income households.

At this point, based on family and married-couple family median incomes (\$139,743 and \$145,469, respectively) it is fair to assume that most but not all family households can secure housing in Tolland that is affordable, even though some family households may be paying more than 30% of their household income on housing. It is possible that some or all the family-households paying more than 30% of their household income are doing so by choice rather than need. It is also fair to assume that non-family households, based on a relatively lower median household income of \$63,486, face the greatest housing affordability challenges in Tolland. It also is possible that some or many non-family households paying more than 30% of their household income are doing so out of need, not by choice. However, at this point, these assumptions are simply reasonable speculations based on what we know so far about housing costs and household incomes.

Assessing Tolland’s Housing Need

This next assessment is to determine housing need by analyzing household income by household type and comparing it to Tolland’s

existing housing stock by tenure. The method employed presents the Household Income (Table 16-A) data in eight cohorts ranging from less than \$15,000 per year to \$150,000 or more per year. Then, based on the higher end of each household income cohort, the affordable housing value is calculated at 2.8 times household income for owner-occupied housing and the affordable rent value is calculated at 30% of household income.

Census data (Table 15) on the percentage (converted to a raw number) of household by income was utilized to determine the number of households in each income cohort. In addition, the Census data (Table 8) was used to determine the number of housing units in the eight housing value cohorts ranging from less than \$50,000 to \$1,000,000 or more for owner-occupied housing. The number of housing units valued within the household income cohort was then assumed to represent the number of households within that income cohort being served by those housing units. The same approach was used for rental housing, gross rents, and the number of units in each gross rent cohort as household (Table 13).

To calculate housing need, the number of households with incomes adequate to afford the estimated affordable home value (or rent value) were subtracted from the existing housing units at the approximate value or rent. The result of the calculation is the ‘Units Available Vs Adequate Income’ line in the tables. A negative value indicates fewer units available at the given price point than households with the income to afford them. A positive value indicates more units available than households with the income to afford them. The negative values indicated housing need—regarding affordability—at that price point and housing income segment of the housing market.

Table 16-A. Households by Income Compared to Existing Owner-Occupied Housing Stock by Value

Household Income	<\$15,000	\$15,000- \$24,999	\$25,000- \$34,999	\$35,000- \$49,999	\$50,000- \$74,999	\$75,000- \$99,999	\$100,000- \$149,999	\$150,000+
Households @ Income	395	222	216	314	574	514	1,034	2,148
Est. affordable home Value (HH Income x 2.8) (rounded)	\$42,000	\$70,000	\$98,000	\$140,000	\$210,000	\$280,000	\$420,000	\$560,000
Existing Housing (Household Units)	84 (1.8%)	22 (0.5%)	89 (1.9%)	142 (3.0%)	1,425(29.8%))	703 (14.7%)	2,059 (43.0%)	270 (5.6%)
Households w/Adequate Income	395 (7.3%)	222 (4.1%)	216 (4.0%)	314 (5.8%)	574 (10.6%)	514 (9.5%)	1034 (19.1%)	2,148 (39.7%)
Units Available Vs Adequate Income	-310	-200	-127	-172	851	189	1,025	-1,878
Total Households	5,411	5,411	5,411	5,411	5,411	5,411	5,411	5,411

This method is not perfect. Census household income cohorts do not perfectly match housing and rent value cohorts. Calculating home value affordability or rent value affordability at a specific income does not capture the affordability of the entire income cohort. That said, the calculations provide a general understanding of the relationship between income and housing value/rent and distribution of household income and housing value/rent. It provides insight into which segments of the housing market are and are not being served by housing affordability.

Tables 20-A & B present calculations for all households and housing units in Tolland. Table 16-A presents owner-occupied housing and Table 16-B presents rental housing.

Tables 21-A & B present calculations for family-households in Tolland. Table 21-A presents owner-occupied housing and Table 21-B presents rental housing.

Tables 22-A & B present calculations for non-family-households in Tolland. Table 22-A presents owner-occupied housing and Table 22-B presents rental housing.

Table 16-A compares household income to the value of owner-occupied housing in Tolland. The table shows that there are more housing units available than there are households with incomes between \$50,000 and \$149,999. This indicates that there is no housing affordability issue or housing need for owner-occupied housing valued between approximately \$210,000 and \$420,000. For household incomes above \$150,000 and housing valued over \$560,000 there are fewer housing units available than there are households. Therefore, at the higher-end of the Tolland's housing market, there are ample households with high income to afford the available housing stock.

The housing need is the greatest for lower-income cohorts with household incomes below \$50,000, which is approximately 41% of local median household income. There are 637 fewer ownership

housing units available than the total number of households in this segment of the market which can only afford housing valued below \$100,000. Most concerning, the households at incomes below \$25,000 (approximately 20.6% of local median household income) total 510 more households than available ownership housing units. Overall, this signifies that the greatest need for affordable housing is at and below 30% local median household income or ownership housing valued below \$100,000. This may, in part, help to explain why 16% of Tolland's households with a mortgage and 11.3% of households without a mortgage are paying 30% or more of their household income on housing costs (Table 12).

It is important to note that Table 16-A focuses on ownership housing (primarily single-family housing) compared to all households in Tolland. This means that some of those lower-income households who cannot afford owner-occupied housing might be able to afford rental housing.

Table 16-B provides the same comparisons and calculations for rental housing. The greatest housing affordability issue and need for rental housing is at incomes below \$50,000. There are fewer rental housing units available than there are households at incomes below \$50,000 (there are 807 more households at incomes below \$50,000 than there are rental housing units available). In addition, at 30% of household income, the maximum affordable rent is \$1,250 per month, yet 30.1% of the rental housing available in Tolland is priced at or above \$1,500 per month. Furthermore, approximately 54.3% of the rental housing in Tolland is affordable to households with incomes less than \$50,000.

The issue and need for affordable housing are more evident when we recognize that 92.8% of Tolland's housing stock is owner-

occupied and only 7.2% (or 626 units) is rental housing. This raises further concerns when we consider the make-up of Tolland's households and the median household income. As discussed above, Tolland's median household income is \$121,120, family median income is \$139,743, married-couple family median income is \$145,469, and non-family median income is \$63,486. Family households total 79.2% of households and married-couple households total 71.8%. Family and married-couple households with higher median household incomes than Tolland's median household income are least likely to be challenged by a lack of affordable housing. Therefore, it is the non-family households whose median household income is \$63,486 or 52.4% of Tolland's median household income, who are most likely to be burdened by the lack of affordable housing. There are 1,122 non-family households and approximately only 337 housing units that are affordable to a household earning \$60,000 per year. Of those 1,122 non-family households 522 are living alone and 283 of those living alone are householders over the age of 65 (Table 17).

Tolland's housing is not affordable to many of its residents or to many residents in the greater regional housing market. Tolland has a need for more affordable housing at certain price points or incomes at or below \$70,000. While the \$70,000 median household income is 57.7% of Tolland's median household income, it is 81.6% of the Hartford MSA median household income. The point being, a median household income of \$70,000 is by no means low-income.

Table 16-B. Households by Income Compared to Existing (Rental) Housing Stock by Value

Household Income	<\$15,000	\$15,000- \$24,999	\$25,000- \$34,999	\$35,000- \$49,999	\$50,000- \$74,999	\$75,000- \$99,999	\$100,000- \$149,999	\$150,000+
Households @ Income	395	222	216	314	574	514	1,034	2,148
Est. affordable monthly rent Value (HH Income x 0.30)	\$375	\$625	\$875	\$1,250	\$1,875	\$2,500	\$3,750	\$3,750+
Existing Housing (Household) Units	15 (2.4%)	28 (4.5%)	18 (28.8%)	279 (44.6%)	189 (30.2%)	0 (0%)	0 (0%)	0 (0%)
Households w/Adequate Income	395 (7.3%)	222 (4.1%)	216 (4.0%)	314 (5.8%)	574 (10.6%)	514 (9.5%)	1034 (19.1%)	2,148 (39.7%)
Units Available Vs Adequate Income	-380	-194	-198	-35	-385	-514	-1,034	-2,148
Total Households	5,411	5,411	5,411	5,411	5,411	5,411	5,411	5,411

Table 17. Household Size, Type, and Children

Household Type	Occupied Units	Occupied %	Owner Units	Owner %	Rental Units	Rental %
Occupied Housing Units	5,411	100%	4,785	100%	626	100%
1 – Person Household	722	13.3%	461	9.6%	261	41.7%
2 – Person Household	2,207	40.8%	1,987	41.5%	220	35.1%
3 – Person Household	1,121	20.7%	1,005	21.0%	116	18.5%
4-or-more– Person Household	1,361	25.2%	1,332	27.8%	29	4.6%
Family Households	4,289	79.2%	4,159	86.9%	130	20.8%
Married-Couple Family	3,887	71.8%	3,785	79.1%	102	16.3%
Household 65+	844	15.6%	829	17.3%	15	2.4%
Other Family	402	7.4%	374	7.8%	28	44.7%
Non-Family Households	1,122	20.7%	626	13.1%	496	79.2%
Household Living Alone	522	9.6%	461	9.6%	261	41.7%
Householder 65+	283	5.2%	231	4.8%	52	8.3%
Householder Not Living Alone	400	7.4%	165	3.4%	235	37.5%
Householder 65+	56	1.0%	56	1.2%	0	0.0%

Understand Housing Need Versus Housing Demand

Need and demand are not the same. Just because there is a need for affordable housing at certain price points does not mean there is actual demand for the construction of new housing at such price points. Housing demand is driven by job growth, population growth, and ultimately, household formations—new households being formed from growth in jobs, growth in population, or splits of existing households into two or more households (e.g. divorce, adult children moving out of their parent’s house, etc.). Connecticut and the Hartford Metropolitan Region have experienced stagnant job and population growth over the past 30 years. Housing demand drivers overall are weak and demand for new housing has been driven mostly by household formations, functional obsolescence of existing housing units, and the replacement of demolished housing units.

To understand demand in Tolland, specifically the absorption of new housing into the Tolland housing market, housing permit data for a 26-year period from 1997 to 2023 was reviewed). During this period, 1,311 new housing units were constructed. Of these, 1,252 (95.5%) were single-family dwellings, six were 2-unit dwellings, and 52 were multi-family (5+) unit dwellings. A total of fifteen units were demolished, resulting in a net gain of 1,308 housing units. This results in an absorption rate of 50.4 units per year over the 26-year period. The greatest activity occurred in 2000 with 153 units constructed and the slowest year was 2016 with seven units constructed.

Table 18. Housing Permits by Year, Tolland

Year	Number of Permits					ADU	Demo	Net Gain
	Total Units	1 Unit	2 Unit	3 & 4 Units	5 Units or More			
2023	14	11	0	0	0	3	2	12
2022	25	25	0	0	0	1	0	26
2021	14	14	0	0	0	4	0	18
2020	11	9	2	0	0	2	0	13
2019	6	6	0	0	0	1	1	7
2018	13	13	0	0	0	1	0	14
2017	13	13	0	0	0	-	0	13
2016	7	7	0	0	0	-	2	5
2015	7	7	0	0	0	-	1	6
2014	17	13	4	0	0	-	3	14
2013	10	10	0	0	0	-	0	10
2012	8	8	0	0	0	-	0	8
2011	8	8	0	0	0	-	0	8
2010	10	10	0	0	0	-	0	10
2009	10	10	0	0	0	-	0	10
2008	18	18	0	0	0	-	0	18
2007	55	39	0	0	16	-	0	55
2006	57	57	0	0	0	-	0	57
2005	95	59	0	0	36	-	1	94
2004	87	87	0	0	0	-	1	86
2003	95	95	0	0	0	-	1	94
2002	98	98	0	0	0	-	0	98
2001	92	92	0	0	0	-	0	92
2000	153	153	0	0	0	-	1	152
1999	149	149	0	0	0	-	1	148
1998	137	137	0	0	0	-	0	137
1997	104	104	0	0	0	-	1	103
Total	1,311	1,252	6	0	52	95*	15	1,308

*83 ADUs were permitted prior to 2017

In analyzing Tolland's capacity to increase its affordable housing percentage, the first objective is to ensure that enough affordable housing is created each year so as to not decrease the current percentage (4.33%) of qualified affordable housing units in accordance with 8-30g. The second objective is to work toward meeting the 10% threshold of qualified affordable housing units in accordance with 8-30g.

Today, the 4.33% of qualified affordable housing (units that count towards Tolland's 10%) equals 236 housing units. Many of these are actually income qualified mortgages. This means the unit is not preserved as affordable but rather the current owner has a type of mortgage that counts towards Tolland's total. If that household moves, that unit no longer counts towards Tolland's percentage.

To reach 10%, based on the existing 5,495 total housing units, Tolland would need 550 qualified housing unit, or 314 more qualified units than exist today. However, keeping in mind that the numerator and denominator are moving targets, Tolland would need to create approximately 60 affordable qualified housing units per year over the next 10 years (or 600 total units), if 500 total housing units were built over that period. Adding 60 units of affordable-qualified housing per year or 600 such units over 10-years, exceeds the total historical and anticipated absorption rate and therefore is unreasonable to expect.

Instead, Tolland should set a target or aspirational goal that 20% to 25% of new housing constructed will be affordable. This would require approximately 11 to 15 affordable qualified units per year—if the historical rate of new housing construction and absorption were achieved. These targets would produce between 110 and 150

affordable qualified units over the next 10 years and would go a long way towards increasing Tolland's affordable housing supply.

Regardless of the total units constructed per year, Tolland should remain focused on the percentage of affordable units constructed per year. Most important, the qualified affordable housing should target household incomes at or below \$70,000 (approximately 60% and below) of Tolland's median household income.

Addressing Housing Need

Affordable housing is about more than just housing price. Income along with regional or macro scale markets and local (micro) scale sub-markets, all play roles. Affordable housing problems cannot be solved simply at the local level or by any individual community. This does not absolve individual communities from their role or responsibility to address affordable housing needs but rather provides context to the challenge of doing so.

Since the local housing market does not have the capacity to provide the needed affordable housing units, the focus shifts away from trying to solve the problem of affordable housing to making a good-faith effort to provide much-needed affordable housing over the next ten years. Tolland can encourage affordable housing for those members of the community and region who are most challenged by the expense of housing. Tolland must be intentional and strategic in its efforts or interventions. Being intentional means that Tolland must want to address housing needs and provide affordable housing by having the political will to embrace and help the most vulnerable households. Being strategic means that Tolland must adopt strategies (policies and programs) aimed specifically at the outcome of improving housing affordability or providing affordable housing. In 2023, the Tolland Economic Development

Commission paid for a study which identified a realistic need for approximately 250 additional multifamily units in addition to the 240 that were entitled in 2022.

Overall or Macro-Scale Considerations

Affordable Housing Need: Focus on housing need more than tenure (owner vs renter) or type (single vs multi-family). The desired outcome is to provide affordable housing and not worry about what form it comes in. While this plan contains recommendations for some specific types, overall Tolland should encourage and promote affordable housing opportunities in all forms.

The Town should continue to partner with non-profit housing providers to create affordable units. Most recently the Town successfully worked with a non-profit to convert a former school to elderly housing.

Multi-Family Housing: Tolland lacks housing diversity and is over-reliant on single-family detached housing. The Town should encourage and seek to increase its multi-family housing stock to somewhere between 10% to 15% of total housing. Multi-family housing provides the greatest opportunity to increase the percentage of affordable housing units.

Tolland should seek diversity within its mix of multi-family units. Decreases in household size and increases in single- and two-person households are creating the need for more one- and two-bedroom units. As a general guideline, the Town should seek to provide the following mix of units in multi-family housing developments:

- 30% to 40% 1-bedroom
- 40% to 50% 2-bedroom

- 5% to 15% 3-bedroom units

While the market and developers will drive the proposed mix of units, developers should be cognizant of this desired mix, and the Planning and Zoning Commission should question applicants to explain deviations from this mix. This mix should be reviewed on a regular basis and adapted accordingly.

Crumbling Foundations: Over a dozen communities in eastern Connecticut have experienced the issue of cracking and crumbling foundations, including at least 140 housing units within Tolland. The cause of this issue has been traced to a specific quarry and the existence of a mineral called pyrrhotite in the stone aggregate that was used to mix concrete. The Town continues to work with property owners to resolve this issue to preserve the existing housing stock.

Zoning Considerations

The following zoning strategies are designed to intentionally intervene in housing affordability and housing need by encouraging and providing more affordable housing.

Inclusionary Zoning: Tolland has passed regulations requiring five percent of housing in any housing development of ten or more units to meet the requirements of affordable housing under 8-30g.

Zoning Density: Tolland should continue to work with the development community to identify appropriate residential densities to allow for developers to build profitable developments that add affordable units to the Town's housing stock consistent with the zones they are located in.

Affordable Housing Provisions: Review, revise, and consolidate the Affordable Housing provisions contained in Sections 5.5 (Flexible Residential Development), 7.6 (Workforce Housing Required), and 9.6 (Multi-Family Developments). Such a provision should include:

- Affordable housing regulations that apply to all residential development, including single-family subdivisions of five or more lots.
- Affordable housing requirements of five percent to 15% of units depending of the size, character, location, and availability of sewer and water.
- Density bonuses for percentage of affordable units, including additional bonuses for units in excess of 15%.
- Requirements for Housing Affordability Plans that are submitted by developers in accordance with 8-30g and other applicable State Statutes.
- The elimination of provisions that may be barriers to the inclusion or construction of affordable units (e.g., large minimum lot sizes, number of parking spaces, etc.).

Elderly Housing: Allow private market elderly housing and require 15% to 25% to be affordable and compliant with 8-30g. There is need for elderly housing in Tolland and the greater regional market. The Town can help satisfy that need and provide affordable housing for a population that needs options.

8-30g Application: Create a 'friendly' 8-30g zoning regulation that allows for and establishes a process for 8-30g development applications. Ideally this should be created as a floating zone, where

the underlying zoning remains, but a developer can choose to use the provisions in the floating zone. The intent is to be proactive rather than having an 8-30g application forced upon the community. This enables an 8-30g-compliant development to be designed by the Town, not the developer.

Mixed-Use Development:

The location of mixed-use developments should be confined to areas served by sewers or capable of being served by sewer, particularly within the Route 195 corridor. To encourage and facilitate such developments, the Planning and Zoning Commission has created a 'Master Plan Overlay Zone' that provides flexible standards for the development of housing as part of the mixed-use development.

Accessory Dwelling Units: Tolland recently overhauled its accessory dwelling unit regulations to allow more opportunities including detached 'tiny houses'. The Town should continue to allow and encourage accessory dwellings. This plan does not recommend attempting to address the 10% required affordable housing threshold set by 8-30g with accessory dwelling units. Such requirements and restrictions could become barriers to accessory dwelling units and would create enforcement obstacles.

These units provide housing opportunity, diversity, and market-rate affordability, helping those who need options and more affordable housing. Despite not counting towards Tolland's affordable housing percentage, they provide affordable housing alternatives.

Permitting and Taxes

Permitting Fees: Tolland has reduced permitting fees for new multi-family development, but could further consider reducing permit fees for affordable housing units. This could include land use applications, zoning, and building permits. Entitlements and permitting create real costs for housing development. The entitlement processes often run between three and six percent of the total development cost. While this percentage may seem low, it is meaningful when the return-on-investment with high risk runs between 12% and 15%. Reducing fees can be a viable means of incentivizing affordable housing.

Tax Incentives: Consider providing tax incentives for affordable units in multi-family and mixed-use developments. One barrier to providing affordable units is the reduced return-on-investment. The cost to construct such units, if they are to be the same or similar standard of market units, can be as much as the market units. Reduced sales value or rents can and do undermine the financial feasibility of affordable units and possibly the whole development project.

Tax incentives, along with reduced permitting fees, can provide a real incentive for constructing affordable housing units. Tax incentives could range from 10% to 100%, from one to 10 years, and could be for the affordable units only or the whole development. Tax incentives have become common for multi-family residential development.

A possible incentive structure could be 100% of post-occupancy real property taxes for the first two years, 75% for year three, 50% in year four, and 25% in year five (or years five through seven).



Accessible Housing

While the legal requirements of housing accessibility are directed by the Americans with Disabilities Act (ADA) and the State Building Code, legal requirements and minimums often address the populations with greatest needs but fall short of addressing those who do not meet the legally-defined need. The fact is, a greater percentage of the population suffers from challenges of physical limitation and mobility than those populations served by accessibility laws.

Tolland has an aging population as evidenced by a median age 42.2 years, higher than the national and state median age. Approximately 20% of Tolland's population and 22% of Tolland's households are 65 years of age or older. They are more likely to have physical and mobility limitation or more likely will in the future.

Recognizing that the percentage of over-65 population will increase over the next ten years, Tolland should strive to encourage and even require housing that is accessible. The following are some

examples of considerations and policies that Tolland may want to encourage:

- At or near grade entrances to housing units—as few steps as possible.
- Wider doors for entrances, bedrooms, and bathrooms.
- First floor master bedroom suites in single family housing.
- Shower stalls in place of bathtubs and/or walk-in bathtubs.
- Handrails in baths and showers and near toilets.

While strict percentage requirements for accessible units are not needed, the Planning and Zoning Commission could encourage or strive for 20% to 25% of all new units to be accessible based on the percentage of over-65 populations.

Summary of Housing Goals

The following summarizes strategies contained in this Plan and those strategies carried forward from the 2017 Plan. For details behind each item, refer back to the appropriate section of this POCD.

1. Maintain Tolland's overall rural-suburban development patterns, form, and density, while providing greater opportunities for all income levels.*
2. Monitor market trends and demand to ensure that the zoning is in sync with consumer needs and wants.*
3. Guide higher density housing and multi-family development to areas that can best support it.*
4. Work with the development community to identify appropriate residential densities to support affordable housing development while creating desirable developments.
5. Encourage and promote affordable housing opportunities in all forms.*
6. Continue to partner with non-profit housing providers to create affordable units.*
7. Encourage and seek to increase the multi-family housing stock to between 10% to 15% of total housing.*
8. Set a target or aspirational goal that 20% to 25% of new housing constructed will be affordable.*
9. Encourage diversity in number of bedrooms in multi-family units per the guidelines in this Plan.*
10. Review, revise, and consolidate the affordable housing provisions in the Zoning Regulations, per the recommendations in this Plan.*
11. Amend the Zoning Regulations to allow private market elderly housing, with 15% to 25% units affordable and compliant with 8-30g.*
12. Create a zoning provision for mixed use development which, among other requirements, requires affordable housing.*
13. Continue to allow and encourage accessory dwelling units.*
14. Consider reducing permit fees for affordable housing units.*
15. Inventory state and town owned surplus properties to determine potential use for housing.*
16. Determine the location for additional income- and asset-restricted senior units and seek funding.*
17. Continue to utilize tools to ensure that existing housing units are maintained and updated to meet needs, particularly for seniors.*
18. Investigate tools to convert existing housing units into affordable units.*
19. Continue tax programs for income-qualified seniors.*

20. Share the Town's strategies for meeting housing needs with entities that help to create affordable housing.*
21. Encourage home-builders to create accessible units, striving for 20% to 25% of all new units to be accessible.*
22. Continue to alleviate the challenges and costs associated with crumbling foundations to preserve the existing housing stock.*



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

MEMO

TO: Planning and Zoning Commission

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

DATE: April 17, 2024

RE: Large Lot Accessory Structures

At the request of the Commission, Staff has drafted some potential regulations to allow for larger lots to potentially have larger accessory structures for non-agricultural use. The attached draft regulations create a separate subset of accessory structure designed to allow lots of greater than five acres to construct one structure that is in excess of the size of the principal structure of the home to a maximum size of 10,000 square feet.

If these regulations are suitable to the Commission, Staff recommends receiving this application and setting a Public Hearing for June 10, 2024 to allow time for CRCOG notification.



**TOWN OF TOLLAND
APPLICATION TO AMEND REGULATIONS**

Please attach the full text of the proposed changes, edits, amendments, and new text that you are proposing.

Which document are you proposing to amend?

Zoning Regulations

Wetlands Regulations

Subdivision Regulations

Plan of Conservation & Development

List all sections of the regulations that you propose to amend or add text to:

Describe the purpose for these proposed changes:

Describe how this request is consistent with the Tolland Plan of Conservation and Development:

Applicant Information

Applicant Name: _____

Mailing Address: _____

Phone Number: _____ **Email Address:** _____

(Over)

All of the above statements and the statements contained in any documents and plans submitted herewith are true to the best of my knowledge:

Applicant Signature: _____ **Date:** _____

Please note:

1. If also proposing to amend the Zoning Map, a separate Map Amendment Form and fee must be submitted.
2. The fee of \$300.00 plus a \$60.00 State fee must be submitted to be considered a complete application.

OFFICE USE ONLY

Fee Amount:	_____	Approved:	_____
Form of Payment:	_____	Approval Date:	_____
Date Submitted: (stamp)		Effective Date:	_____

Article 17: Accessory Uses and Structures

Section 17-1. General Requirements

A. Establishment of Accessory Structures and Uses

1. Accessory buildings, structures and uses shall be located on the same lot as the principal building, structure or use to which they are accessory or on a vacant adjacent lot under the same ownership of the lot with the principal use.
2. Accessory buildings, structures and uses shall not be located on a lot without the prior establishment of a permitted principal use except as permitted in Section A.1.
3. No new lot shall be created that has an accessory building, structure or use without a principal use except as permitted in Section A.1.

B. Prohibited Accessory Uses and Structures

1. Overnight parking of a commercial vehicle with a gross vehicle weight of greater than 20,000 pounds is not permitted on any property in the RDD or VCZ zones.
2. Outdoor wood burning furnace.
3. No accessory building or structure shall contain a dwelling unit or be used for residential, living or cooking purposes unless permitted otherwise by these Regulations.

Section 17-2. RDD and VCZ

A. Allowed Without a Permit

The following accessory uses and structures are permitted as of right. Setbacks are not applicable unless otherwise specified.

1. Customary uses and structures: accessory uses and structures customarily and reasonably incidental to residential use including:
 - a. Swing set, child play structure, pergola and similar structures.
 - b. Garden house, dog house, tool house, membrane structure and similar structures provided such structure:
 - 1) Is not for commercial use.
 - 2) Does not house livestock.
 - 3) Is not on footings or a permanent foundation.
 - 4) Does not include electrical wiring or plumbing.

- 5) The size of the structure is no greater than 100 square feet.
2. Underground propane tank.
3. Tennis court, basketball court or other at-grade recreational facility for private use.
4. Deck or patio less than eight (8) inches off ground.
5. Fence or wall no greater than eight (8) feet in height. Where a fence is placed on top of a wall, the height of both combined shall count toward maximum height.
6. Hot tub located on an existing structure or new structure and such structure has obtained any required zoning permits.
7. Temporary use of a dumpster up to 30 days in a calendar year. If the dumpster is for use during a construction project on the premises with a valid building permit, the duration is extended until construction is completed. Such structure shall not impede traffic or sight lines.
8. One (1) temporary portable storage container no greater than 200 square feet or multiple containers totaling no more than 200 square feet cumulatively provided:
 - a. The following time limits are met:
 - 1) For no more than 90 days total per calendar year or 90 consecutive days, or
 - 2) For up to 12 months if related to an approved construction project on the premises and all necessary permits and approvals for the construction project have been issued.
 - b. Such structure shall not impede traffic or sight lines.
 - c. Such structure shall not exceed nine (9) feet in height.
 - d. Only materials in conjunction with the site may be stored in the container.
 - e. Any container not meeting these requirements will be considered similar to a shed and require a permit pursuant to Section 17-2.B.
9. Radio or television reception equipment attached to a structure, including satellite dishes.
10. Keeping of domestic pets including no more than six (6) dogs.
11. Family day care.
12. Off-street parking for the use of the occupants of the premises and their guests, in accordance with Section 19-1, provided that no more than one (1) business vehicle, other than a passenger car, shall be regularly parked on the premises.

13. Private parking or storage of unoccupied boat, trailer or motor home, provided that it shall not create a traffic hazard or nuisance and shall be owned by the owner or renter of the property on which such vehicle is parked.
14. Tag sale, provided that there shall be a maximum of three (3) tag sales on a property in a calendar year with the period of each tag sale not exceeding two (2) consecutive days. All goods and materials displayed for sale in the tag sale shall have been owned by the property owner prior to the sale with no goods and materials brought in specifically for the tag sale.
15. Display of private automobile for sale. No more than one (1) vehicle owned by the resident of the premise may be displayed for sale at any given time for a no more than one (1) month, with a maximum of two (2) vehicles displayed during a one (1) year period.

B. Requires a Zoning Permit

The following accessory uses and structures require a zoning permit and shall meet setback requirements:

1. Customary uses and structures. Shed, tool house, membrane structure, or similar structure that does not house livestock or fowl and exceeds one or more limitation listed in Section 17-2.A above.
2. Private detached garage.
3. Private swimming pool and related structures.
4. Fence or wall greater than eight (8) feet in height.
5. Certain signs, subject to the setback requirements of Section 19-2 and any other requirements in that Section.
6. Hot tub not located on an existing structure or a structure which requires a zoning permit. For example, a hot tub being placed on a new concrete pad would require a zoning permit.
7. Permanent generator or air conditioning equipment.
8. Above ground propane tank.
9. One camping cabin on lots of at least four acres, subject to the setback restrictions for "All Other Detached Structures"

10. Private amateur radio tower as an accessory use not to exceed 35 feet in height. Towers must be set back a distance equal to the height of the tower or customary accessory structure setback, whichever is greater.
11. Radio or television reception equipment not attached to a structure, including satellite dishes.
12. Temporary use of a dumpster or portable storage container for a period exceeding that in Section 17-2.A. Such structure shall meet required setbacks for an accessory structure unless located on an existing driveway and its placement does not impeded sight lines along the road. Such structure shall meet other requirements of Section 17-2.A.8.
13. Group day-care home.
14. Minor home occupation, pursuant to Section 16-8.
15. Any use not listed in Section 17-2.A, unless the ZEO determines such use is prohibited, requires Commission approval per these regulations, or is similar in nature to a use listed in 17-2.A and therefore the ZEO determines it does not require a Zoning Permit.

C. Setback Requirements

1. Unless otherwise specified in this Section or elsewhere in these regulations, the following minimum setbacks shall apply to accessory structures and uses:

	RDD		VCZ
	Regular Lot	Rear Lot	Regular Lot
Minor Structure - A detached structure or building, the use of which is customary and subordinate to that of the principal structure or use on the same lot, which does not exceed 10 feet in total height or two hundred and fifty (250) square feet in area and is not used for dwelling.			
Front Setback	Shall be in accordance with Front Yard Setback for Principal Structure	Shall be in accordance with Front Yard Setback for Principal Structure	Shall be in accordance with Front Yard Setback for Principal Structure
Side Setback	15 feet	15 feet	15 feet
Rear Setback	15 feet	15 feet	15 feet
Maximum Height	10 feet	10 feet	10 feet
Accessory Structure - A structure in excess of 250 square feet in area or more than 10 feet in height, the use of which is customarily incidental and subordinate to that of the principal structure or use on the same lot.			
Front Setback	Shall be in accordance with Front Yard Setback for Principal Structure	Shall be in accordance with Front Yard Setback for Principal Structure	Shall be in accordance with Front Yard Setback for Principal Structure
Side Setback	25 feet	25 feet	15 feet
Rear Setback	25 feet	25 feet	25 feet
Maximum Height	20 feet	20 feet	20 feet
Large Lot Accessory Structure – <u>An accessory structure located on a lot of at least five acres in size with a footprint that exceeds that of the principal structure.</u>			
<u>Maximum Size</u>	<u>1,000 square feet per acre of land, with a maximum size of 10,000 square feet.</u>	<u>1,000 square feet per acre of land, with a maximum size of 10,000 square feet.</u>	<u>N/A</u>
<u>Front Setback</u>	<u>200 feet</u>	<u>200 feet</u>	<u>N/A</u>
<u>Side Setback</u>	<u>50 feet for structures of <5,000 square feet; 150 feet for</u>	<u>50 feet for structures of <5,000 square feet; 150</u>	<u>N/A</u>

	<u>structures of >5,001 square feet</u>	<u>feet for structures of >5,001 square feet</u>	
<u>Rear Setback</u>	<u>50 feet for structures of <5,000 square feet; 150 feet for structures of >5,001 square feet</u>	<u>50 feet for structures of <5,000 square feet; 150 feet for structures of >5,001 square feet</u>	<u>N/A</u>
<u>Maximum Height</u>	<u>Shall be in accordance with Building Height for Principal Structure</u>	<u>Shall be in accordance with Building Height for Principal Structure</u>	<u>N/A</u>
Swimming Pools and All Other Detached Structures			
Front Setback if located in side or rear yard	75 feet	75 feet	75 feet
Front Setback if located in front yard	200 feet	100 feet	200 feet
Side Setback	25 feet	25 feet	25 feet
Rear Setback	25 feet	25 feet	25 feet
Maximum Height	25 feet	25 feet	25 feet

2. Corner lots. For the purposes of determining the setbacks for accessory structures, only one of the front property lines shall be considered a front yard which must meet front yard setback requirements. The front yard shall be considered the side where the main dwelling entrance is located and the general direction in which the principal building faces. The ZEO shall make the determination of the front yard.
3. Detached Mechanical Units including Propane tanks, air conditioning equipment or permanent generator.
 - a. Setback and permitting requirements shall not apply if no component of the tank, air conditioning equipment or generator is located no greater than ten (10) feet from the principal structure. A plot plan shall be provided to verify location.
 - b. For any tank, air conditioning equipment or generator wholly or partially located more than ten (10) feet from the principal structure, the following setbacks shall apply:

- 1) The front yard requirement shall be 75 feet. It may be reduced to the front yard requirement for a principal structure, provided the tank, equipment or generator shall not be located between the house and the street. For example, a propane tank on an arterial road in the RDD may be located 60 feet from the front property line, rather than 75 feet, provided it is located on the side or rear of the house.
 - 2) The side and rear yard setbacks shall be 15 feet.
4. Where an existing building legally exists within the front or side yard setbacks either by way of variance or as an existing nonconforming building, any addition or accessory structure to the rear of the principal building that will not encroach within the front or side yard setback requirement any closer to the property line than the existing principal building may be permitted by way of a zoning permit.

D. Size and Quantity Limitations

1. Minor Structures, Accessory Structures, Swimming Pools, and All Other Detached Structures:

The combined footprint of all customary accessory structures other than large lot accessory structures and farm structures shall not exceed the footprint of the principal building. An attached garage shall not be included when calculating the footprint of the principal building unless there is living space above the garage. The Commission may allow an accessory structure to exceed this size limitation by Special Permit if it determines that the design of the structure and its placement on the property minimize visual impact from the public way and from abutting residences.

2. Large Lot Accessory Structures: Lots with greater than ten acres may construct one Large Lot Accessory Structure with a total square footage in excess of the footprint of the principal building by Zoning Permit. Such structures shall have a maximum size of 10,000 square feet.

~~E.-F.~~ Height

Customary accessory structures shall have a maximum height of 25 feet, unless they are large lot accessory structures or farm structures as defined in Section 17-4.

~~F.-G.~~ Lighting

All exterior lighting in connection with an accessory structure or use shall be located at the minimum height from the ground and the maximum distance from property lines necessary to prevent glare or view of the lighting element from adjacent properties or from a public road. See recommended and acceptable lighting drawings in Appendix E.

Section 17-3. Nonresidential Zones

A. Customary Accessory Uses and Structures

The following accessory uses and structures shall be allowed in all nonresidential zones:

1. Uses normally accessory to a principal use requiring Site Plan approval, provided that such uses shall be applied for with, and included in, the Site Plan application.
2. Uses normally accessory to a principal use requiring a Special Permit, provided that such uses shall be applied for with, and included in, the Special Permit application.
3. Building mechanical equipment located outside the structure, including radio and television reception equipment, provided that such equipment shall be properly screened. A zoning permit is required if the equipment is ground-mounted (i.e., not on the existing building).
4. Off-street parking and loading subject to Section 19-1. This provision does not apply to parking structures unless permitted otherwise in these regulations.
5. Signs, subject to the setback requirements of Section 19-2 and any other requirements in that Section.
6. Detached accessory structures. Such structures shall require a Zoning Permit. If such structure exceeds 200 square feet, it may require Commission approval pursuant to items 1 and 2, above.
7. Fence or wall no greater than eight (8) feet in height. Where a fence is placed on top of a wall, the height of both combined shall count toward maximum height. Such a fence or wall does not need to meet the required setbacks and does not require a zoning permit.
8. Fence or wall greater than eight (8) feet in height. Such fence or wall shall meet setback requirements for accessory structures and shall require a zoning permit.

B. Tolland Business Park Zone (TBP)

The following accessory uses shall be permitted in the TBP, in addition to those of Section 17-3.A.

These uses are allowed as of right and do not require a zoning permit unless otherwise stated:

1. Outside overnight parking of vehicles or equipment, provided that no vehicle or equipment shall be parked within any required yard. The Commission may require appropriate screening such as landscaping or fencing.
2. Clinics or cafeterias, for employees only, when conducted within the principal building.
3. Recreation facilities and day-care facilities, provided that such facility is only for the employees on the site and all such buildings and uses shall be planned as an integral part of the office building or research laboratory development and located on the same lot with the use to which they are accessory.

4. Assembly hall for meetings incidental to the business of the principal use.
5. Retail sales or service for employees on the site, provided that a maximum of 10% of floor area or 2,500 square feet, whichever is less, is used. If such retail sales or service is open to the general public, then a Special Permit is required.

C. Requirements

1. Customary accessory structures shall be located at least 25 feet from side and rear lot lines and 75 feet from any front property line.
2. Customary accessory structures other than farm structures shall have a combined maximum floor area not greater than the footprint of the principal building on the same lot as such accessory structures.
3. Customary accessory structures shall have a maximum height of 25 feet.

Section 17-4. Farms

The following accessory uses are permitted on a farm (see Article 2 for definition of farm).

A. Allowed without a Permit

1. Keeping of livestock and other farm animals. See Section 16-9.B for additional requirements.
2. Storage of vehicles and equipment accessory to the on-premise agriculture and farming operations.
3. Barn, shed, silo and similar building accessory to a farming operation, less than 200 square feet and not accessible to the public. The structure shall meet accessory structure setbacks for the zone it is located in.

B. Requires a Zoning Permit

1. Barn, shed, silo or similar building accessory to a farming operation greater than 200 square feet or accessible to the public. The structure shall meet accessory structure setbacks for the zone it is located in. [Farm structures shall be subject to the height restrictions for a Principal Use in Section 3-11.](#)
2. Road-side farm stand in RDD only. Setbacks are not applicable.
3. Temporary or seasonal events of limited duration on a farm which are accessory to agricultural uses, such as farm-to-table dinners, educational demonstrations, hay rides,

petting zoos, or other similar uses if the event happens fewer than ten times per year and the applicant can demonstrate that there is adequate parking on the property for the event. Setback requirements apply to all parking areas. There shall be no amplified music or amplified sound.

C. Requires a Special Permit

4. Temporary or seasonal events of limited duration on a farm which are accessory to agricultural uses, such as farm-to-table dinners, educational demonstrations, hay rides, petting zoos, or other similar uses if the event happens ten or more times per year and/or there is amplified music. The applicant shall demonstrate that there is adequate parking on the property for the event. Setback requirements apply to all parking areas. Music is allowed from 9 AM until 8 PM from Sunday to Wednesday and from 9 AM until 10 PM from Thursday to Saturday.



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

MEMO

TO: Planning and Zoning Commission

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

DATE: April 17, 2024

RE: Appointment of Cassandra Santoro as Alternate ZEO

Staff requests the Commission move to appoint Executive Secretary Cassandra Santoro as an Alternate Zoning Enforcement Officer (ZEO), which is necessary as she works towards obtaining her Connecticut Association of Zoning Enforcement Officials certification. If approved, the following people will be appointed ZEOs:

1. David Corcoran
2. Michael D'Amato
3. Cassandra Santoro

Planning and Zoning Two Month Look Ahead

Meeting Date	Upcoming Items	
Monday, May 13, 2024	Affordable Housing Discussion	
Monday, June 10, 2024	24-3 Large Lot Accessory Structures	
Monday, June 24, 2024		
Monday, July 8, 2024		

KEY

- TO BE RECEIVED
- HEARINGS
- NEW/OLD BUSINESS
- OTHER

Future Items:

MEMORANDUM

TO: Mansfield Planning and Zoning Commission
Cc: Jennifer Kaufman, AICP, Director of Planning and Development

FROM: Michael D'Amato, AICP, CZEO
Robin Newton, AICP, CZEO

DATE: March 27, 2024

SUBJECT: **Proposed Amendments to §190-69-Sign Regulations**

Background Summary

Since the Fall, Tyche has been working with Town staff and the Regulatory Review Committee to prepare updates to Mansfield's signage regulations. In alignment with the overall goal for this regulation project, one focus of this update was to simplify the content and to improve consistency and functionality.

The other major focus was to remove all references to standards, requirements or definitions which relate in any way to sign "content" to ensure these regulations comply with the Reed vs. Gilbert Supreme Court Decision.

Proposed Regulation Overview

The Regulation as proposed was drafted as a "repeal and replace" regulation but a substantial portion of the language was taken from the exiting regulations.

The proposed language:

- defines each signage type included within the Section and provides illustrations to help depict sign types.
- Establishes more concise standards for design, landscaping and lighting to improve sign quality but also in an effort to assist with interpretation and enforcement.
- Using tables, separates allowable signage into three major categories, Temporary Signs, Signs in Non-Residential Districts and Signs in Residential Districts.
- Provides a mechanism for the Commission to grant an allowable increase to signage to help avoid unintended non-conformities.
- Establishes a process for owners to document non-conforming signs with staff to help discourage inactive signage from remaining in place purely to protect a lawful pre-existing non-conformity.
- Removes all standards associated with the content.

We look forward to discussion these proposed revisions during an upcoming meeting with the Commission.

Article 9
§ 190-69 **Sign Regulations**

A. General Provisions.

- 1) The purpose of this section is to promote public safety and welfare by providing adequate standards to control the number, height, size, and location of signs and by providing criteria for the illumination and design of signs. The provisions and controls of this section have been formulated to protect against traffic distractions and hazards, to provide reasonable standards by which permitted uses within the various zones may relate their function to the public and to aid in preserving and enhancing the aesthetic and historical values of the community.
- 2) No sign (see definition) shall be established, constructed, structurally altered, or moved except in conformance with these Regulations.
- 3) In situations where the Planning and Zoning Commission approval is required to authorize a proposed land use, land use modification, or development, designs and locations for all proposed signs pertaining to the subject land use shall be submitted to the Commission as part of the permit approval process. Furthermore, any changes or alterations to signs approved by the Commission shall require site plan modification approval.
- 4) Where there is more than one (1) business tenant occupying a commercial site, a comprehensive sign plan showing consistent scale, materials, and style may be required by the Commission as part of a Special Permit application.

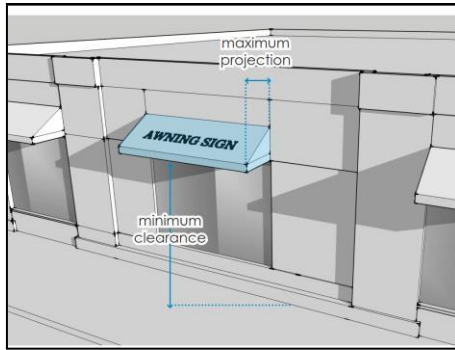
B. Definitions.

Sign – Any object, device, display, structure, or part thereof, or form of public announcement situated outdoors or indoors but intended to be visible outdoors intended to aid directly or indirectly in the sale of goods or services.

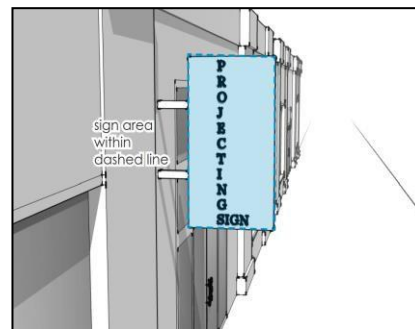
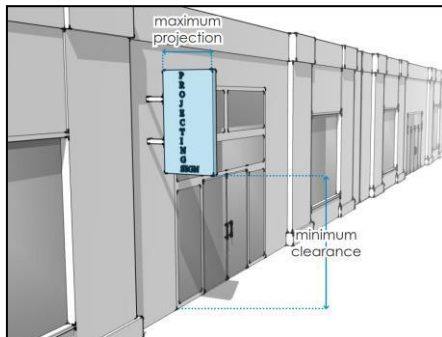
Sign, Area – The smallest rectangular area that encompasses all letters, designs, symbols, logos, or other sign features. It shall include any background material if such material is designed to be an integral part of the sign because of its texture, color, or arrangement. Supports that affix a sign to the ground or building shall not be included unless such supports are intentionally designed to be part of the sign. When attached to a wall, the area of the sign shall not include the wall itself unless the background is different from the balance of the wall and is designed as an integral part of or is obviously related to the sign. The area of any sign shall be determined by actual measurement.

Only one face of a double-faced sign shall be counted provided that both sign faces are equal in area and only one face can be seen at a time. If one face of a double-faced sign is larger than the gross area shall be the area of the largest face. For multiple-faced signs, the gross area shall be the combined area of all faces.

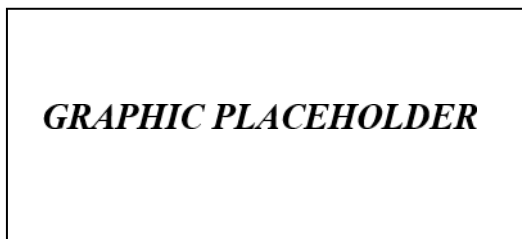
Signs, Awning – A sign consisting of letters, numbers or symbols applied to or integral with the fabric covering of an awning or awning-like structure.



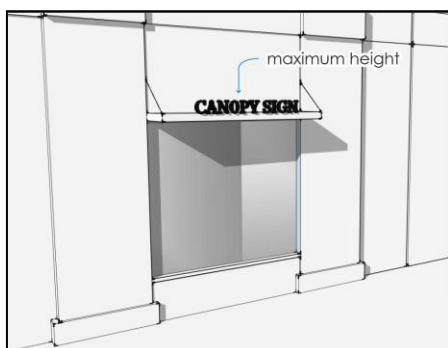
Sign, Blade – A sign (sometimes referred to as projecting bracket mounted sign) that is attached to, in whole or in part, of a building face or wall, and that projects in a perpendicular direction from such face or wall (or, in the case of a building corner, that projects in a direction that is approximately midway along the outside corner), and that contains two potential sign sides.



Sign, Cabinet – A sign structure comprised of a frame and face or faces. Though a cabinet sign may include electrical components or support structures, the cabinet sign refers only to the frame and face.

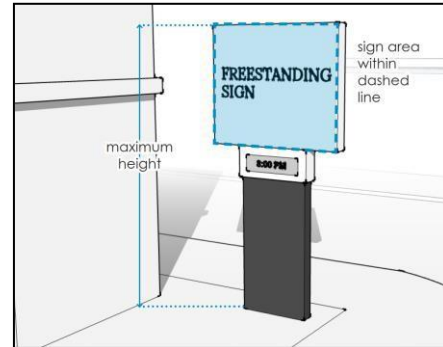
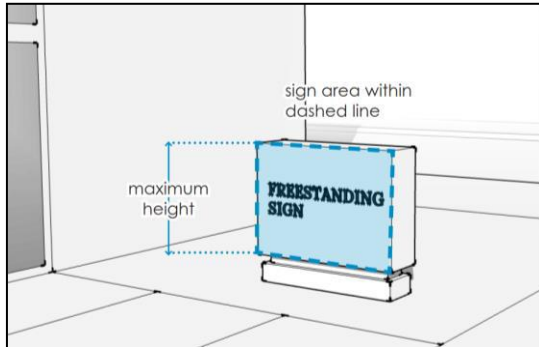


Sign, Canopy – A sign with individual alphanumeric characters and/or graphic elements that is mounted on top of a permanent canopy.



Sign, Directional – A sign indicating the direction of a route to the subject project, place, business, person, organization, etc.

Sign, Freestanding – Any non-portable permanent sign not affixed to a building.



Sign, Identity – A sign depicting the individual name(s) or collective name of persons, organizations, or businesses operating on an individual site subject site. In addition to name information, an identity sign may include supplemental descriptive wording regarding the product/service offered at the site.

Sign, Illuminated – A sign lighted by or exposed to artificial lighting, either internally, externally, or indirectly as described below:

Channel Lighting	<u>Direct Illumination included</u> Individual letters and symbols with a translucent face that are illuminated from within.
Direct Illumination	Illumination of a sign that emits any artificial light from a source of light within the interior of such a sign. A channel letter sign and an internally illuminated sign are examples of direct illumination.
Halo Lighting	<u>Direct illumination including</u> Individual letters and symbols with an opaque face where lighting within illuminates the surface behind the letter or symbol.
Indirect Illumination	Illumination of a sign with an artificial light source that is external to the sign.

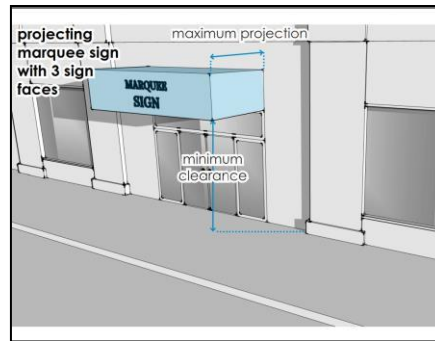
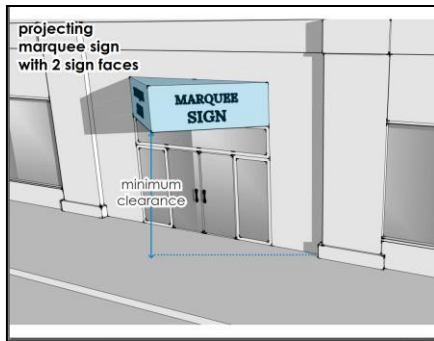
Sign, Integrated Development– A detached sign located on a parcel containing a development that was approved, designed, or designated as a business, professional, or industrial park.

Sign, Menu Board – A detached or wall-mounted sign Located on a property containing an approved drive-through food establishment

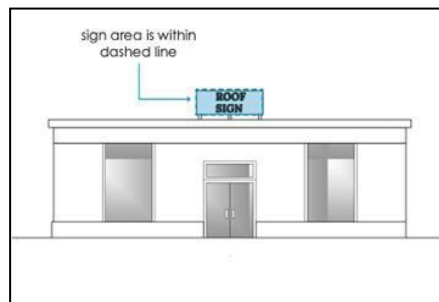
Sign, Overhanging – A sign extending from a building which is its sole support.

Sign, Project – A sign located on the premises for which an approved construction activity is taking place during the period of such construction activity.

Sign, Projecting Marquee – A projecting sign designed to have manually changeable copy and 2 to 3 sign faces.



Sign, Roof Mounted – A sign mounted on any portion of a building’s roof.



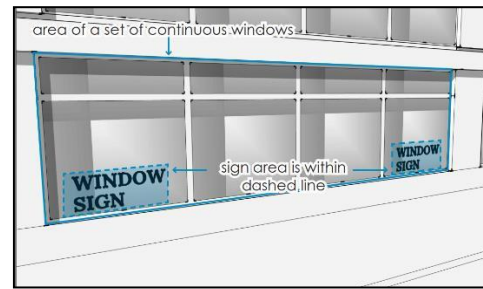
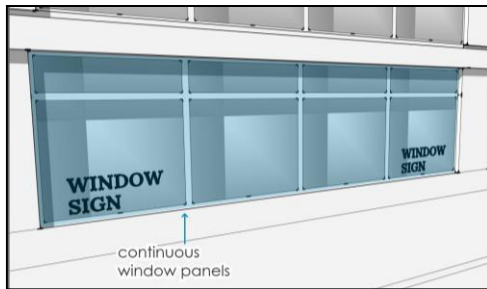
Sign, Temporary – A sign that has not been permitted, constructed, or located in a manner to provide for advertisement permanently.

Sign, Unified Development- A detached sign located on a parcel containing five (5) or more non-residential uses.

Sign, Wall – A sign on any surface or plane that may be affixed to the front, rear, or side wall of any building or any sign painted directly on any such wall.



Sign, Window – A sign posted, painted, placed, etched, or affixed in or on a window exposed for public view or hung inside the building facing the window for public view.



Sign, Yard – A sign located on any piece of property, affixed to or located on the ground, or any other structure or natural element that is visible from a public right of way or adjacent property.

C. Prohibited signs. The following signs shall be prohibited:

- 1) Flashing, rotating, moving, or blinking signs or optically projected slide signals that are changed periodically. This provision shall not apply to clocks or time/temperature signs that have been approved by the Planning & Zoning Commission.
- 2) Signs that are illuminated in a manner or with such intensity or brightness that they may cause glare, distraction, or nuisance to operators of vehicles, pedestrians, or neighboring property owners, or signs that are illuminated with a flashing, intermittent, or rotating source of light.
- 3) Signs including structural elements that may tend to endanger vehicular or pedestrian traffic on a street, driveway, or public way by obstructing or obscuring visibility or by causing confusion with traffic control signs or signals.
- 4) Signs including structural elements that obstruct any window, door, fire escape, stairway, or opening intended to provide light, air, ingress, or egress from any building or structure.
- 5) Banners, inflatables or flag-like devices, inflatable “dancer” signs, searchlights or similar devices.
- 6) Signs that are painted, bolted, or otherwise attached to a vehicle, trailer, or similar portable device that is parked or located on the subject lot in a manner designed to display and promote the viewing of the subject sign.
- 7) Roof-mounted signs.
- 8) Any sign erected, painted, or maintained upon fences, rocks, trees, or any natural feature.
- 9) Electronic message signs with changing text or graphics generated by electronic components.
- 10) Exposed neon signs unless such signs are permitted and mounted on the interior of first-floor storefront windows.
- 11) Any sign not specifically authorized within these Regulations.

D. Sign Design and Construction Standards

- 1) Signs shall be constructed of weatherproof material, firmly supported and maintained in good condition, and repaired by the owner or lessee of the subject property.
- 2) All signs shall be compatible in scale, design, color, and construction with the architectural style of the building(s) and with the neighborhood within which they are located. The structural portions of signs (columns, crossbeams, braces, etc.) shall be proportional to the sign panel they are supporting.
- 3) All sign wording shall utilize lettering with a minimum height of three inches, except for wording for a site's common name, the sign wording for the name shall utilize lettering with a minimum height of seven inches, and minor accessory wording or symbols ("and", "+" or "&", etc.), which may have smaller-sized lettering.
- 4) Where more than one attached sign is located upon a building facade, the subject signs shall be compatible in scale, design, color, and construction with the architecture of the building and other signs on the site.
- 5) Lighting:
 - a) All lighting of signs shall be low-intensity, non-intermittent, and shielded so that the source of illumination is not visible from any street or any adjacent lot.
 - b) Internally illuminated cabinet signs shall be designed to incorporate opaque backgrounds with translucent lettering.
 - c) All sign lighting shall be designed to illuminate the sign face and, as appropriate, associated plantings, while not resulting in light spillover.
 - d) Externally mounted light fixtures shall be mounted on the top of the sign structure and aimed downward unless it can be demonstrated that alternative designs will not result in light spillover.
 - e) Signs shall only be illuminated during business hours. The average level of illumination on the vertical surface of the sign shall not exceed three (3) foot-candles.
- 6) Landscaping:

Freestanding signs shall meet the ground in an attractive manner. The use of appropriate plantings with year-round attractiveness, shall be required in conjunction with the approval of a new sign if necessary for compliance with this section.
- 7) Signs shall be designed to use simple fonts.
- 8) A combination of both upper- and lower-case lettering is easier to read than all upper case. Letter height must be greater to achieve the same level of legibility if all upper-case lettering is used.
- 9) Light colored copy on contrasting, darker background is recommended, whether illuminated or non-illuminated.
- 10) A well-defined edge or border to a sign is encouraged to increase visibility.

- 11) A cabinet sign shall not project more than 8 inches from the surface in which it is mounted and shall not include raised lettering.
- 12) Sign area. For determining the area of a sign, the following standards, in conjunction with the definition of sign, area, shall apply:
 - a) For single or double-faced signs, the area shall be the square footage of the largest face.
 - b) For all other sign types and configurations, the area shall be the combined area of all faces.

E. Total Allowed Signage Increase

The Commission recognizes that through the adoption of these regulations, unique circumstances may exist which necessitate flexibility to ensure that unintended non-conformities are not created. As such, the Commission may grant approval (with or without a public hearing) for a single sign that exceeds the criteria for sign area established by this Section by not more than twenty-five percent (25%), provided the following criteria have been met:

- a) A color rendering of the proposed sign has been provided.
- b) A location map indicating the proposed location of the sign has been provided.
- c) The proposed sign location will not obstruct pedestrian or vehicular traffic or sight lines.
- d) The approval of such a request will not result in the creation of any new or expansion of any existing non-conformities.

F. Temporary Signs

Temporary signs may be displayed in accordance with the table below.

Description	Max. Number	Max. Area	Permit	Property Use	Illumination
Roadside Sign					
Shall not be displayed for more than 60 days per calendar year. Signs shall be located on the same premise as the business and shall not obstruct visibility.	1 per parcel	4 sq. ft.	Not required	Non-Residential	None
Sidewalk Sign					
One sandwich-board-style sign displayed during business hours and placed no more than 10 feet from the primary entry door to the business. Placement of such sign shall not obstruct pedestrians or vehicular access. Separation distance between signs shall be 25'.	1 per business	4 sq. ft.	Not required	Non-Residential	None
Seasonal Sign					
A non-permanent, portable, sandwich-board style sign or lawn-style sign may be displayed during operation of the use but may not be displayed year-round.	None	2 sq. ft.	Not required	Seasonal or Temporary	None
Project Sign/Sale and Rental Signs					
Located on a property actively offered for sale or lease or, during the time when such property is actively under construction, repair, or improvement to be removed within thirty (30) days following project completion	1	16 sq. ft.	Not required	Residential	None
	1	32 sq. ft.		Non-Residential	
Yard Sign					
Affixed to, or located on the ground, or any other structure or natural element, visible from a public right of way or adjacent property, displayed for a period not to exceed sixty (60) days	None	4 sq. ft. each	Not required	Any	None
Development Sign					
Located on a property with an active zoning approval related to the development and construction of a commercial building(s) or multiple residential dwellings, for a period not to exceed three (3) years. An additional extension of up to three (3) years may be granted by the Commission.	1 per street frontage	32 sq. ft.	Zoning Permit	Any	None

G. Permanent Signs: Permitted in Non-Residential Districts

1. Attached Signs

Description	Max. Number	Max. Area	Permit	Illumination
Primary Attached Signs				
A wall sign mounted parallel to building façade, extending not more than 8 inches from wall; <u>or</u> ,	1 per business	1 sq. ft. per lineal ft. of building frontage	Zoning Permit	Internal <u>Direct</u> <u>or</u> Indirect
In lieu of a wall sign, a sign projecting perpendicular or oblique to the building or extending more than 16 inches from the wall.				
An additional wall sign of equal size and design to the primary sign; or in the case of buildings with multiple frontages or multiple entrances, an additional principal entrance sign may be permitted	1 per public entrance	1 sq. ft. per lineal ft. of building frontage		
Canopy Sign				
In lieu of an additional wall sign, painted or affixed to a canopy.	1	0.5 sq. ft. per linear ft. of building frontage	Zoning Permit	None
Window Signs				
Window sign	N/A	40% of window area of façade containing the primary public entrance	None	None

2. Detached Signs

Description	Max. Number	Max. Area	Permit	Illumination
Freestanding				
Freestanding sign	1 per parcel	32 sq. ft.	Zoning Permit	Internal <u>Direct</u> or Indirect
For parcels with more than one street frontage one additional freestanding sign may be authorized	1 per street frontage	12 sq. ft.	Commission	<u>Direct or Indirect</u> As approved by Commission
Menu Board				
Located on a property containing an approved drive-through food establishment	1	25 sq. ft.	Commission	As approved by Commission <u>D</u> <u>irect</u>
Identity Sign				
Located on a property containing a commercial development with 2-5 businesses on a single parcel	1	32sq. ft.	Commission	As approved by Commission
Integrated Development Sign				
For developments that have been approved, designed, or designated as a business, professional park	1 per major entrance	32 sq. ft.	Commission	As approved by Commission <u>N</u> <u>one</u>
Interior Directional Sign				
Shall be set back a minimum of 100 feet from a public street or oriented so that it is not directed toward traffic on a public street.	As approved by Staff	3 sq. ft.	Staff	None

Unified Development Sign				
For developments with five (5) or more businesses on a single parcel	1 per major entrance	32 sq. ft.	Commission	As approved by Commission

H. Permanent Signs: Permitted in Residential Districts

Description	Max. Number	Max. Area	Permit	Illumination
Announcement Sign				
Located within 10 feet of the building and on the premises for which an approved Home Occupation permit has been issued.	1	4 sq. ft.	None	Indirect
Integrated Development Sign				
On properties with a valid subdivision, multi-family development, or mobile home park project approval.	1	32 sq. ft.	Commission	Indirect
Directional Device				
On-premises traffic control structure necessary for direction, convenience of the public and control of traffic and parking and in accordance with the Manual on Uniform Traffic Control Devices, as amended.	N/A	3 sq. ft.	None	None

I. Signs Permitted in the Storrs Center Special Design District

[See the Storrs Center Special Design District--§190-48](#)

J. Sign Enforcement and Removal

- 1) The issuance of Zoning Permits and any necessary enforcement action due to violations of the provisions of these sign regulations shall be administered in accordance with the provisions of §190-88.
- 2) Provided all applicable provisions of these regulations are met, including color and design requirements for buildings and developments with multiple signs, and provided any previous approval conditions are met, a separate Zoning Permit shall not be required for the repainting or alteration of the copy on an approved sign which is specifically designed for the use of replacement copy. The use of a new sign or any proposed structural changes to a sign requires the issuance of a new Zoning Permit.
- 3) Signs that become unsafe, unsightly, physically damaged, or otherwise in violation of these regulations shall, upon notice from the Zoning Agent, be repaired or replaced by the owner or lessee of the property on which the sign is located within 30 days of said notice.
- ~~3)4) To provide for and encourage the removal of any sign which is not in active use or has remained in place for the purposes of preserving a lawfully existing non-conformity, the Zoning Agent in conjunction with the property owner may document the details of such sign along with the owner’s intent to re-establish such signage in the future.~~

K. Sign Maintenance

- 1) Signs shall be maintained in good condition and repair.
- 2) A sign which may be unsafe is in disrepair, or creating a hazard shall, upon notice from the Zoning Agent, be repaired or removed by the owner or lessee of the property on which such signs stand within 30 days of said notice.

PUBLIC NOTICE

The Ellington Planning & Zoning Commission will hold a public hearing on Monday, April 22, 2024, 7:00pm, Town Hall Annex, 57 Main Street, Ellington, CT, and remotely for:

S202402 – Richard DeCarli, owner/applicant, request for a two-lot resubdivision at 189 Sadds Mill Road, APN 100-008-0002, in a Rural Agricultural Residential (RAR) Zone.

Z202405 – Richard DeCarli, owner/applicant, request for a special permit for a rear lot (Section 7.9) and an agricultural building closer than 50' to the side yard (Section 7.14.3A) at 189 Sadds Mill Road, APN 100-008-0002 and APN 100-008-0003, in a Rural Agricultural Residential (RAR) Zone.

S202403 – David Noble, owner/applicant, request for a three-lot subdivision at 4 Tolland Turnpike, APN 132-004-0000, in a Rural Agricultural Residential (RAR) Zone.

Details to attend meeting on the agenda at www.ellington-ct.gov Agendas and Minutes or call 860-870-3120. Applications viewable in the Town Planner's Office, 57 Main Street, Ellington, CT.

JOURNAL INQUIRER: 04/10/2024 and 4/17/2024

**PLANNING & ZONING COMMISSION
TOLLAND, CONNECTICUT
REGULAR MEETING MINUTES OF APRIL 8, 2024**

MEMBERS PRESENT: Andy Powell, Chair
Joe Matteis
Erin Stavens
Brian Mead, alternate

OTHERS PRESENT: David Corcoran, Director of Planning & Development
Chris Moran, Town Council Liaison
Doug Schneider, 65 Kingsbury Avenue

1. **Call to Order:** Andy Powell, Chair, called the meeting to order at 7:00 p.m. in Council Chambers.
2. **Pledge of Allegiance:** Recited.
3. **Seating of Alternates:** Alternate member Brian Mead was seated for Amanda Hickey.
4. **Additions to Agenda:** None.
5. **Public Comment:** None.
6. **Public Hearing(s):** None.
7. **Old Business:** None.
8. **New Business**

8.1 65 Kingsbury Potential Site Plan Modification – Mr. Corcoran provided some history regarding the potential plan for a Site Plan Modification. He noted that in December of 2020 the PZC approved a Site Plan application for the property, later modified, for a 9,600 square foot building. This was when the property was owned by Pat McMahon. Doug Schneider now owns the property and he is proposing to build a significantly smaller building of 4,400 square feet on the other side of the property and he wanted to get a feel for whether or not the PZC would entertain the idea. He is looking for their guidance. The proposed building would be near the setback line.

Mr. Corcoran said the zoning regulations would allow what Mr. Schneider is requesting, with PZC approval, but there would need to be proper screening as the property to the south is in the Residential Design District (RDD).

Mr. Schneider noted there is already a buffer area of thinly populated trees, but he is willing to add additional screening, such as arborvitae. Mr. Schneider said the building he is proposing would be 40 feet by 110 feet. The back of the building is on the setback line.

Mr. Corcoran said if an application was brought forward, it would be treated as a Site Plan modification. Where the property abuts a residential district, the setback requirement increases to 75 feet but the PZC can find 35 feet acceptable if they feel there is a sufficient buffer provided.

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Mr. Schneider noted the approved building where it would have been originally located had a 25-foot setback. However, Mr. Matteis said this is because that setback abuts commercial property.

Mr. Matteis asked why Mr. Schneider didn't want to build up at the front of the property where the larger building had been approved. Mr. Schneider said he felt the front area is better for parking and not building up there frees up more space for that. He said he also wanted to build closer to the septic area.

Ms. Stavens asked about the buffer area up front. Mr. Schneider said the property has a PVC fence that goes all around the perimeter.

Mr. Schneider noted that even without the approved building, there is still parking up in the front area.

Mr. Powell asked how tall the proposed building would be. Mr. Schneider said he expected the wall height to be about 14 feet maximum. Mr. Matteis said he thought the building approved for Mr. McMahan had an 18-foot wall height. Mr. Schneider agreed but said his building would definitely be lower.

Mr. Matteis asked if there was any history of complaints from the condos where this potential building would butt up against. Mr. Corcoran said there isn't any. Doug Schneider said he would expect any noise from his property would be less than there was in the past. The property used to be home to a lot of noisy excavators and flatbeds going in and out of the property. He won't have that now.

Mr. Matteis asked how heavily wooded the property is. Mr. Schneider said it is lightly wooded and right now, because there are no leaves on the trees, you can see right through. He said the back border of the property is staked and he would not be opposed to doing strips of arborvitaes. Mr. Matteis suggested Green Giants as a good, thick healthy tree that would create privacy between his property and the RDD in back.

Both Ms. Stavens and Mr. Matteis said they felt they could support the proposal so long as sufficient bordering was provided. Mr. Matteis said the building would trigger making the necessary drainage repairs on the property. Mr. Schneider said he spoke to Joe Russo in his East Windsor office about this. Mr. Corcoran said J. Russo & Associates is now their primary engineer, but they could always use someone else to do the engineering review. Mr. Powell agreed also that if there were proper screening, he would be open to working with Mr. Schneider on his proposal.

8.2 Affordable Housing Discussion – Mr. Corcoran recapped that they are updating their Affordable Housing Plan which, by statute, needs to be completed by September. He updated tables based on the 2017-2021 American Community Survey and he walked through the various tables and their findings.

Mr. Corcoran said there are low vacancies in Tolland's housing market, and housing is heavily owner-occupied. Most of their housing stock has six rooms, 3-bedrooms. Home values continue to increase. About 70 percent of owner-occupied homes in town carry a mortgage. He reviewed monthly owner costs on homes with mortgages and those without mortgages. He reviewed information on gross rents and household income.

The findings showed that for Tolland, what would constitute affordable housing would have to be affordable for people making 80 percent of \$85,723. Mr. Matteis said this points to why it is so

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difficult for Tolland to get affordable housing in town. He said builders can't afford to do it because it is very difficult to make any kind of profit.

Mr. Corcoran noted from the tables also, that there is a shortage of owner-occupied housing stock for people with incomes in the \$50,000 to \$150,000 range. There is a shortage of rental housing for all income levels.

Mr. Corcoran reviewed the number of housing permits by year from 1997 to 2023. He reviewed data trends, goals and progress made to date.

There was agreement to create documentation that highlights progress made in various areas, and they reviewed efforts and accomplishments. Tolland is working on getting a higher density of multi-family housing in areas that can support it. They created an Affordable Housing Trust Fund. They have worked on coordination with our legislative partners at the State level. The plan should highlight the Santini Development. It was also noted that they have reached 5 percent in affordable housing and they offer a density bonus. It was noted also that they allow for 8-30g housing, although so far, they have only had one serious offer for it--in the former Tolland Village Area. It was noted they encourage Accessory Dwelling Units, and that they have reduced permit fees for multi-family developments.

There was agreement to remove the goal to consider providing tax incentives, since this is not in the PZC's purview. It was noted also that by hiring a grants manager, that person is looking at tools they can use to help support affordable housing.

The PZC reviewed their next steps as outlined in their packets and they will aim for a September adoption of the plan.

- 8.3 Large Lot Accessory Structures – Mr. Corcoran reviewed his April 3, 2024 memo. Following the PZC's discussion at a previous meeting, he drafted potential regulations, which were also included in Commissioners' packets, to allow for lots of five acres or more to potentially have larger accessory structures for non-agricultural uses. The memo also addresses the issue of the Commission's ability to determine what constitutes a farm and how other town's approach the issue. He noted in his memo that he had not found another town that has constructed Zoning Regulations that requires applicants to provide specific additional documentation to demonstrate they are a farm in order to build a farm structure.

Mr. Matteis addressed proposed sideline setbacks. Due to the shape of some lots in town, he said he felt a 100-foot setback is not always obtainable. He asked if a reduction might be allowed if the abutting neighbor had no issue with it. Mr. Corcoran did not recommend this approach. He said variances should not be granted based on how a neighbor feels about it. Rather, it should be due to something unique about the property. Mr. Matteis suggested the proposed regulations for sideline setbacks for a structure be reduced to 75 feet.

Ms. Stavens suggested they start with a 50-foot proposed setback for the public hearing, which could always be increased to 75 feet. Mr. Corcoran said they could propose a 50-foot setback for structures less than 5,000 square feet and 150-foot setbacks for structures 5,000 square feet or larger. The five-acre minimum lot size for the larger structures, however, would remain. Mr. Matteis said he liked the idea. He said he did not expect there will be many requests for extremely large structures of 5,000 square feet or more, but it is not uncommon for someone who has a 2,000 square foot home to want to build a 2,500 square foot garage, and this would allow for that.

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The Commission discussed the farm definition issue. Mr. Corcoran said while they don't have to adhere to the State definition of a farm, CROCOG puts out model regulations that recommends the State definition. He noted that most towns determine whether a property is a farm or farm eligible based on the size of a lot. Then if they want to put up structures, such as a barn silo, they have to take out a permit.

The Commission discussed the possibility of bringing the issue to the Agricultural Commission for a definition of a farm. Mr. Matteis said, however, if they go forward with creating an avenue to build larger structures on properties without requiring they be a farm or that they be for a farm use, then they don't have to touch the definition of a farm. There was general agreement to leave the definition as is.

Going forward, Mr. Corcoran said he will make the changes to the proposed regulations as discussed this evening and bring it back to them. They can set a public hearing date at their next meeting.

9. Reports

- 9.1 Town Council Liaison - Town Council Liaison Chris Moran said CROCOG representatives recently came to a Town Council meeting and he asked them to be mindful of the challenges Tolland faces with building affordable housing. He said most of the Town Council's time right now is focused on the budget. The budget will be presented to the community on April 17th and there will be a presentation at the Senior Center on April 18th. The referendum will be held on May 7th.

Chris Moran said they continue to review the sidewalk policy, but things are at a standstill right now. They have a temporary ADA sidewalk and the Town Manager has suggested charging a fee for using the Green, but no action has been taken. Mr. Powell asked if they allow vehicles on the Green from a permitting standpoint. Mr. Corcoran said they do. Mr. Matteis asked that after budget season is over if Mr. Moran could ask the Town Council to look at why the senior housing in the former Parker School has been excused from meeting their tax obligations. He wants to understand why they are getting an exemption. Mr. Stavens asked if the litigation on the sidewalks is still going on. Mr. Moran said it is. There has been no movement so far.

- 9.2 Economic Development Liaison – No report.

- 9.3 Capitol Region Council of Governments – No report.

- 9.4 Zoning Enforcement Report – Mr. Corcoran said they are starting to see some of the same types of issues that crop up each spring, such as a sudden proliferation of temporary lawn care and landscaping signs at stop signs. They are also dealing with ongoing drainage issues due to the heavy rains, particular at the Senior Moments site. Mr. Matteis suggested he might ask Public Works to pull the landscaping signs at stop signs (those not on private property) when they are out and about dealing with issues around town.

Mr. Corcoran said the ongoing issue with three to five tractor trailers parked on a property on Mile Hill Road has been resolved. He said he is also getting complaints about people riding dirt bikes around retention ponds.

- 9.5 Planning Update – Mr. Corcoran said the PZC can expect a couple of applications to be coming to them. He noted the Medical building at 1504 Tolland Stage Road near Route 69 is well underway. He said the Budrs cannabis business will be holding its grand opening on April 17th. He said he had a tour of the facility and it looks quite nice. Mr. Corcoran said the Starbucks recently received

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their OSTA approval from the State. It may be another few months before they break ground. He said his office has issued some permits for the maintenance garage and some foundations.

10. Other Business: Mr. Powell noted the information on training from the CT Land Use Commission in their packets and he reminded Commissioners they need to get their mandatory training completed. Mr. Matteis said it is difficult to do the training when it is only offered during the day. Mr. Powell will communicate to them that training times should be predicated on the fact that many volunteer Commissioners work during the day and there should be more options available for evening training.

11. Correspondence: None.

12. Public Participation: Ms. Stavens said at a recent RTC meeting, a person expressed a concern about the residential development at Fieldstone Commons and if there will be a second access from Goose Lane. Mr. Corcoran said there will not be. The second access point will be near Camille's, and that will be gated and only accessible for the Fire Department.

13. Approval of Minutes – March 11, 2024 Regular Meeting

MOTION: Joe Matteis/Brian Mead to approve the March 11, 2023 Regular Meeting minutes as written. Mr. Mead, Ms. Stavens, Mr. Matteis and Mr. Powell voted in favor. Motion carried.

14. Adjournment

MOTION: Joe Matteis/Erin Stavens to adjourn the meeting and pay the clerk at 8:34 p.m. Ms. Stavens, Mr. Matteis, Mr. Mead and Mr. Powell voted in favor. Motion carried.

Respectfully submitted,

Annie Gentile
Clerk