

Agenda
Tolland Planning & Zoning Commission
21 Tolland Green, Tolland, Connecticut
Monday, May 13, 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**
 - 7.1. Affordable Housing Plan Update
- 8. New Business**
 - 8.1. HB 5390 Update
- 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 22, 2024 Regular Meeting
- 14. Adjournment**

To join the Zoom meeting, either click:

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

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

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

Meeting ID: 432 540 2030

Passcode: 444555

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: May 8, 2024

RE: Affordable Housing Plan Update

Staff has developed a second draft of the Affordable Housing Plan update for review by the Commission following feedback from the Commissioners. Once the Commission is satisfied that it has developed a final draft, Staff proposes to hold the draft plan until August before it schedules the Plan for adoption in September. Additionally, the Commission has the right per CGS 8-30(j) to hold a public hearing prior to adoption. If the Commission chooses to hold a public hearing, it must notice the hearing 35 days prior to the hearing.

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. Limited water and sewer drives this land use pattern. 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



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.

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

Table 18. Housing Permits by Year, Tolland

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 2019 POCD. For details behind each item, refer back to the appropriate section of this POCD.

Goals Accomplished since the 2019 POCD:

1. Encourage and seek to increase the multi-family housing stock to between 10% to 15% of total housing.*
Comment: The Town has approved an additional 240 units of multi-family development since 2019, which will increase the Town's percentage of multi-family housing from 8.9% to approximately 12%.
2. Review, revise, and consolidate the affordable housing provisions in the Zoning Regulations, per the recommendations in this Plan.*
3. Continue to allow and encourage accessory dwelling units.*
Comment: The ADU regulations were updated to meet recent changes to state statute
4. Consider reducing permit fees for affordable housing units.*
Comment: Special Permit fees for new multifamily development have been considerably reduced.

New Goals:

5. Work with the development community to identify appropriate residential densities to support affordable housing development while creating desirable developments.

Ongoing Goals:

6. Maintain Tolland's overall rural-suburban development patterns, form, and density, while providing greater opportunities for all income levels.*
7. Monitor market trends and demand to ensure that the zoning is in sync with consumer needs and wants.*
8. Guide higher density housing and multi-family development to areas that can best support it.*
Comment: The Town has revised regulations in the TVA and TCZ, and created a Master Plan Overlay Zone opportunity to support multi-family development. Recommend retaining this goal in the new plan.
9. Encourage and promote affordable housing opportunities in all forms.*
Comment: The Town has created an Affordable Housing Trust Fund and required new developments with at least 10 units to provide at least 5% Affordable Housing or pay into the Trust Fund. Recommend retaining this goal in the new plan.

10. Continue to partner with non-profit housing providers to create affordable units.*

11. Set a target or aspirational goal that 5% to 10% of new housing constructed will be affordable.

Comment: The Town has created an Affordable Housing Trust Fund and required new developments with at least 10 units to provide at least 5% Affordable Housing or pay into the Trust Fund with a density bonus to promote up to 25% affordable units in new developments.

12. Encourage diversity in number of bedrooms in multi-family units per the guidelines in this Plan.*

Comment: Revised regulations do not require any sort of specific bedroom count in individual multi-family units, allowing the market to determine the appropriate diversity.

13. Amend the Zoning Regulations to allow private market elderly housing, with 15% to 25% units affordable and compliant with 8-30g.*

14. Create a zoning provision for mixed use development which, among other requirements, requires affordable housing.*

Comment: Progress has been made through TVA/TCZ regulation revisions and adoption of Affordable Housing requirements.

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

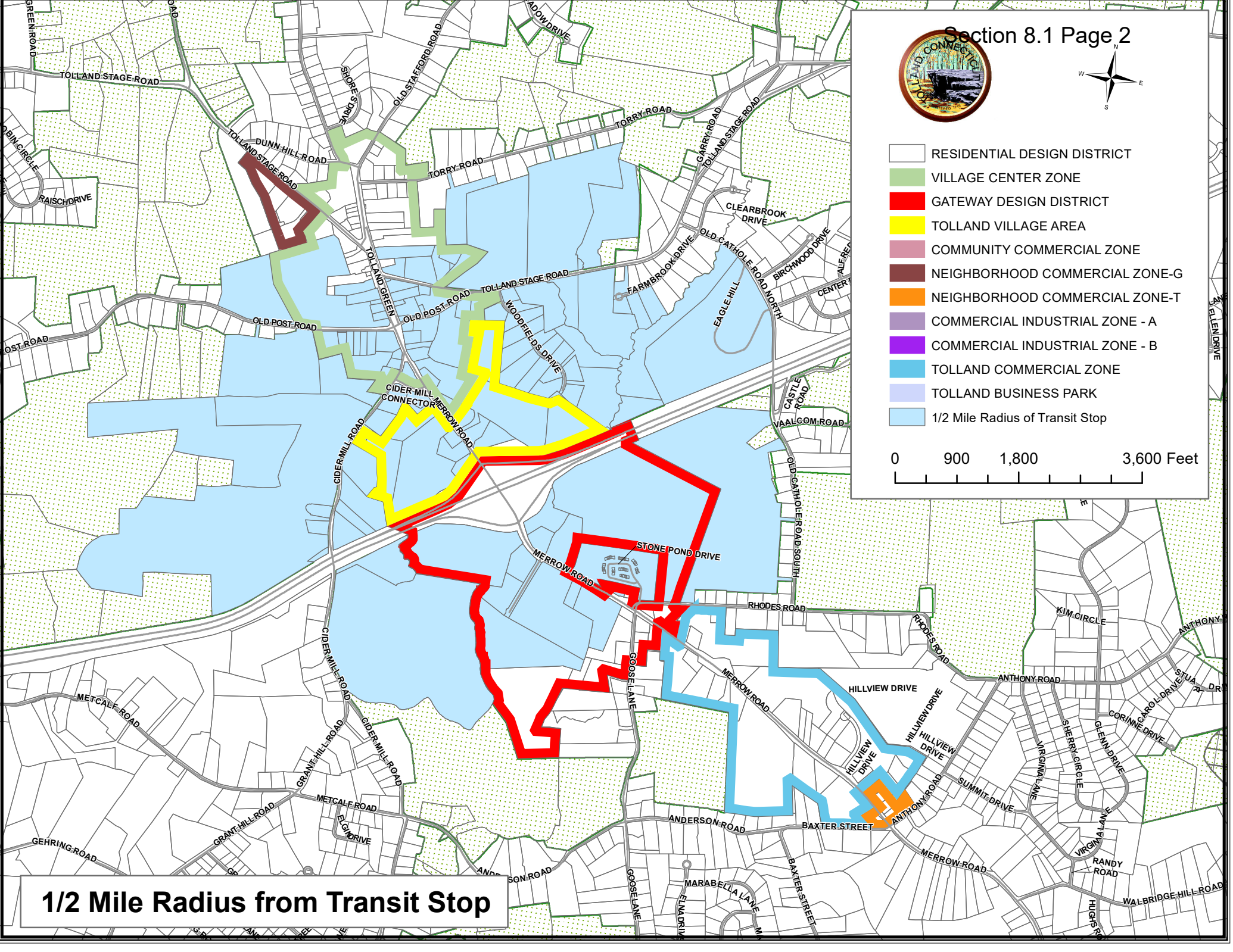
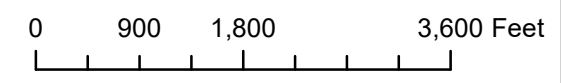
DATE: May 8, 2024

RE: HB 5390 Update

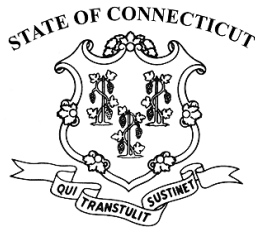
During the meeting, Staff will provide an update on HB 5390 if it is passed by the State Senate prior to legislative adjournment. HB 5390 is the "Live Work Ride" Bill that has been supported by DesegregateCT.



-  RESIDENTIAL DESIGN DISTRICT
-  VILLAGE CENTER ZONE
-  GATEWAY DESIGN DISTRICT
-  TOLLAND VILLAGE AREA
-  COMMUNITY COMMERCIAL ZONE
-  NEIGHBORHOOD COMMERCIAL ZONE-G
-  NEIGHBORHOOD COMMERCIAL ZONE-T
-  COMMERCIAL INDUSTRIAL ZONE - A
-  COMMERCIAL INDUSTRIAL ZONE - B
-  TOLLAND COMMERCIAL ZONE
-  TOLLAND BUSINESS PARK
-  1/2 Mile Radius of Transit Stop



1/2 Mile Radius from Transit Stop



House of Representatives

General Assembly

File No. 237

February Session, 2024

Substitute House Bill No. 5390

House of Representatives, April 3, 2024

The Committee on Planning and Development reported through REP. KAVROS DEGRAW of the 17th Dist., Chairperson of the Committee on the part of the House, that the substitute bill ought to pass.

AN ACT CONCERNING TRANSIT-ORIENTED COMMUNITIES.

Be it enacted by the Senate and House of Representatives in General Assembly convened:

1 Section 1. Subsection (b) of section 8-1a of the general statutes is
2 repealed and the following is substituted in lieu thereof (*Effective October*
3 *1, 2024*):

4 (b) As used in this chapter and section 2 of this act:

5 (1) "Accessory apartment" means a separate dwelling unit that (A) is
6 located on the same lot as a principal dwelling unit of greater square
7 footage, (B) has cooking facilities, and (C) complies with or is otherwise
8 exempt from any applicable building code, fire code and health and
9 safety regulations;

10 (2) "Affordable accessory apartment" means an accessory apartment
11 that is subject to binding recorded deeds which contain covenants or
12 restrictions that require such accessory apartment be sold or rented at,

13 or below, prices that will preserve the unit as housing for which, for a
14 period of not less than ten years, persons and families pay thirty per cent
15 or less of income, where such income is less than or equal to eighty per
16 cent of the median income;

17 (3) "As of right" means able to be approved in accordance with the
18 terms of a zoning regulation or regulations and without requiring that
19 a public hearing be held, a variance, special permit or special exception
20 be granted or some other discretionary zoning action be taken, other
21 than a determination that a site plan is in conformance with applicable
22 zoning regulations;

23 (4) "Cottage cluster" means a grouping of at least four detached
24 housing units, or live work units, per acre that are located around a
25 common open area;

26 (5) "Live work unit" means a building or a space within a building
27 used for both commercial and residential purposes by an individual
28 residing within such building or space;

29 [(5)] (6) "Middle housing" means duplexes, triplexes, quadplexes,
30 cottage clusters and townhouses;

31 [(6)] (7) "Mixed-use development" means a development containing
32 both residential and nonresidential uses in any single building; and

33 [(7)] (8) "Townhouse" means a residential building constructed in a
34 grouping of three or more attached units, each of which shares at least
35 one common wall with an adjacent unit and has exterior walls on at least
36 two sides.

37 Sec. 2. (NEW) (*Effective October 1, 2024*) (a) As used in this section and
38 sections 3 and 4 of this act:

39 (1) "Discretionary infrastructure funding" means any grant, loan or
40 other financial assistance program administered by the state under the
41 provisions of sections 4-66c, 4-66h and 8-13m to 8-13x, inclusive, of the
42 general statutes, or any grant, loan or financial assistance program

43 managed by the Secretary of the Office of Policy and Management for
44 the purpose of transit-oriented development, as defined in section 13b-
45 79o of the general statutes;

46 (2) "Downtown area" means a central business district or other
47 commercial neighborhood area of a municipality that serves as a center
48 of socioeconomic interaction in the municipality, characterized by a
49 cohesive core of commercial and mixed-use buildings, often
50 interspersed with civic, religious and residential buildings and public
51 spaces, that are typically arranged along a main street and intersecting
52 side streets and served by public infrastructure;

53 (3) "Middle housing development" means a residential building
54 containing not fewer than two dwelling units but not greater than nine
55 such units, including, but not limited to, townhomes, duplexes,
56 triplexes, perfect sixes and cottage clusters;

57 (4) "Perfect six" means a three-story residential building with a central
58 entrance containing two dwelling units per story;

59 (5) "Qualifying bus transit community" means any municipality that
60 has not less than one regular bus service station operating not less than
61 five days a week within a transit-oriented district adopted by such
62 municipality, provided such transit-oriented district is of reasonable
63 size, as determined by the secretary in accordance with the provisions
64 of subsection (e) of this section, and (A) includes land of such
65 municipality located within a one-half-mile radius of any such station,
66 or (B) is located within a reasonable distance, as determined by the
67 secretary, of any other transit service, a commercial corridor or a
68 downtown area of such municipality;

69 (6) "Qualifying rapid transit community" means any municipality
70 that has not less than one rapid transit station or a planned rapid transit
71 station, contained within a transit-oriented district adopted by such
72 municipality, provided such transit-oriented district is of reasonable
73 size, as determined by the secretary in accordance with subsection (e) of
74 this section, and (A) includes land of such municipality located within a

75 one-half-mile radius of any such station, or (B) is located within a
76 reasonable distance, as determined by the secretary, of any other transit
77 service, a commercial corridor or the downtown area of such
78 municipality;

79 (7) "Qualifying transit-oriented community" means any municipality
80 that is a qualifying rapid transit community or qualifying bus transit
81 community;

82 (8) "Rapid transit station" means any public transportation station
83 serving any rail or rapid bus route;

84 (9) "Regular bus service station" means any fixed location where a bus
85 regularly stops for the loading or unloading of passengers along a
86 defined route operating on a fixed schedule;

87 (10) "Secretary" means the Secretary of the Office of Policy and
88 Management, or the secretary's designee;

89 (11) "Transit-oriented district" means a collection of parcels of land in
90 a municipality designated by such municipality and subject to zoning
91 criteria designed to encourage increased density of development,
92 including mixed-use development, and concentration of discretionary
93 infrastructure funding; and

94 (12) "Zoning commission" means any zoning commission, any
95 planning commission in a municipality that has adopted a planning
96 commission but not a zoning commission, or combined planning and
97 zoning commission.

98 (b) Any qualifying transit-oriented community shall be eligible for
99 prioritized discretionary infrastructure funding. To receive such
100 funding on a priority basis, any such community, or any municipality
101 that is not a qualifying transit-oriented community but has adopted a
102 resolution pursuant to subsection (c) of this section, shall submit an
103 application for such funding to the secretary in a form developed by the
104 secretary. The secretary shall make recommendations to the state
105 agency responsible for administering such funding and, if priority

106 funding is permitted for such funding, such agency may prioritize any
107 qualifying transit-oriented community or municipality that has adopted
108 such a resolution for the receipt of such funding over any municipality
109 that is not a qualifying transit-oriented community or that has not
110 adopted such a resolution, based on the secretary's recommendations.

111 (c) Any municipality that is not a qualifying transit-oriented
112 community shall be eligible for discretionary infrastructure funding on
113 a priority basis pursuant to this section if the legislative body of the
114 municipality adopts a resolution stating that such municipality intends
115 to enact zoning regulations that enable such municipality to become a
116 qualifying transit-oriented community. Such municipality shall enact
117 such zoning regulations not later than eighteen months after the
118 adoption of such resolution. If such municipality does not enact such
119 regulations within eighteen months after the adoption of such
120 resolution, unless the secretary grants an extension to such municipality
121 at the secretary's discretion, such municipality shall return any
122 discretionary infrastructure funding provided to such municipality on
123 a priority basis pursuant to this section and such municipality shall be
124 ineligible for discretionary infrastructure funding on a priority basis
125 until such municipality enacts zoning regulations that enable the
126 municipality to become a qualifying transit-oriented community.
127 Nothing in this section shall be construed to make a municipality that is
128 not a qualifying transit-oriented community ineligible for discretionary
129 infrastructure funding.

130 (d) The zoning commission of the municipality shall consult with the
131 inland wetlands agency of the municipality to establish the boundaries
132 of any transit-oriented district within the municipality. If any portion of
133 any such proposed district is located in an area over which such agency
134 exercises its authority, such commission shall collaborate with such
135 agency to determine whether any portion of such proposed district shall
136 allow for the as-of-right development of middle housing and mixed-use
137 developments.

138 (e) In determining whether a transit-oriented district is of reasonable

139 size, the secretary, in consultation with the zoning commission of the
140 municipality, shall (1) determine whether the area of such district is
141 adequate to support greater density of development in an equitable
142 manner, as determined by the secretary, considering the geographic
143 characteristics of the municipality; (2) consider municipal and regional
144 housing needs; and (3) not require the inclusion of the following lands
145 in any such district: (A) Special flood hazard areas designated on a flood
146 insurance rate map published by the National Flood Insurance Program,
147 (B) wetlands, as defined in section 22a-29 of the general statutes, (C) land
148 designated for use as a public park, (D) land subject to conservation or
149 preservation restrictions, as defined in section 47-42a of the general
150 statutes, (E) coastal resources, as defined in section 22a-93 of the general
151 statutes, (F) areas necessary for the protection of drinking water
152 supplies, and (G) areas designated as likely to be inundated during a
153 thirty-year flood event by the Marine Sciences Division of The
154 University of Connecticut pursuant to the division's responsibilities to
155 conduct sea level change scenarios pursuant to subsection (b) of section
156 25-68o of the general statutes. If deemed necessary by the zoning
157 commission to determine whether a transit-oriented district is of
158 reasonable size, such commission shall consult with the inland wetlands
159 agency of the municipality and any other municipal agency deemed
160 necessary by such commission to determine whether such district is of
161 reasonable size.

162 (f) Any qualifying transit-oriented community shall allow the
163 following developments as of right: (1) Middle housing developments;
164 (2) developments that contain ten or more dwelling units where not less
165 than thirty per cent of such units qualify as a set-aside development
166 pursuant to section 8-30g of the general statutes; and (3) developments
167 on land owned by (A) the municipality in which such land is located,
168 (B) the state, (C) any public housing authority, (D) any not-for-profit
169 entity, and (E) any religious organization, as defined in section 49-31k
170 of the general statutes, if such development is composed entirely of
171 units that qualify as a set-aside development pursuant to section 8-30g
172 of the general statutes and not less than fifty per cent of such units shall
173 be sold or rented at, or below, prices which will preserve the units as

174 housing for which persons and families pay thirty per cent or less of
175 their annual income, where such income is less than or equal to sixty per
176 cent of the area median income established by the United States
177 Department of Housing and Urban Development. Notwithstanding the
178 provisions of this subsection, if a proposed development is required to
179 have a public hearing by the inland wetlands agency of the
180 municipality, such proposed development must receive such public
181 hearing prior to such development's approval.

182 (g) Each qualifying transit-oriented community shall require that any
183 proposed development that contains ten or more dwelling units that are
184 not allowed as of right under subsection (f) of this section be subject to
185 (1) a deed restriction that requires, for not less than forty years after the
186 initial occupation of the proposed development, that a percentage of
187 dwelling units, as set forth in subsection (h) of this section, shall be sold
188 or rented at, or below, prices which will preserve the units as housing
189 for which persons and families will pay thirty per cent or less of their
190 annual income and where such income is less than or equal to eighty
191 per cent of the area median income established by the United States
192 Department of Housing and Urban Development; or (2) a contribution
193 agreement pursuant to subsection (i) of this section.

194 (h) The percentage of deed-restricted dwelling units required
195 pursuant to subdivision (1) of subsection (g) of this section shall be
196 determined based upon sales market typologies as described in the most
197 recent Connecticut Housing Finance Authority Housing Needs
198 Assessment:

199 (1) Fifteen per cent for any municipality designated High
200 Opportunity/Heating Market;

201 (2) Fifteen per cent for any municipality designated High
202 Opportunity/Cooling Market;

203 (3) Ten per cent for any municipality designated Low
204 Opportunity/Heating Market; and

205 (4) Five per cent for any municipality designated Low
206 Opportunity/Cooling Market.

207 (i) Any qualifying transit-oriented community may establish a fund
208 into which the developer of a proposed development that is not allowed
209 as of right under subsection (f) of this section may contribute funds in
210 lieu of granting a deed restriction required pursuant to subdivision (1)
211 of subsection (g) of this section. The amount and duration of such
212 contributions shall be determined by the secretary and any contribution
213 agreement entered into pursuant to this subsection shall be approved
214 by the secretary. Any municipality that establishes a fund pursuant to
215 this subsection shall utilize the proceeds of such fund solely to develop
216 affordable housing in the municipality.

217 (j) The secretary shall determine any municipality's compliance with
218 the provisions of this section. The secretary may consult with the
219 Commissioner of Housing to determine such compliance. Any
220 municipality that is not a qualifying rapid transit community or
221 qualifying bus transit community may be deemed a qualifying transit-
222 oriented community if the secretary determines that such municipality
223 has adopted a transit-oriented district that contains any rapid transit
224 station or regular bus service station and is of a reasonable size on or
225 before October 1, 2025.

226 (k) Each qualifying transit-oriented community shall be eligible for
227 additional funding pursuant to any program administered by the
228 secretary if such community implements additional zoning criteria,
229 including, but not limited to, higher density development, greater
230 affordability of housing units than is required by subsection (h) of this
231 section, the development of public land or public housing, the
232 implementation of programs to encourage homeownership
233 opportunities within such community and any additional criteria
234 determined by the secretary.

235 (l) No qualifying transit-oriented community shall adopt regulations
236 concerning any transit-oriented district that conflict with any guidelines
237 adopted by the secretary concerning parking requirements, lot size, lot

238 coverage, setback requirements, floor area ratio, height restrictions,
239 inclusionary zoning requirements, development impact fees or other
240 guidelines adopted by the secretary concerning the development of
241 housing in any such district, unless the secretary, in collaboration with
242 the qualifying transit-oriented community, approves such conflicting
243 regulations based on local factors identified by such community.

244 (m) Notwithstanding the provisions of subsection (b) of this section,
245 any qualifying transit-oriented community with one or more transit-
246 oriented districts that are located in priority funding areas, as defined in
247 section 16a-35c of the general statutes, shall be awarded discretionary
248 infrastructure funding by the agency administering any such funding at
249 a higher priority than a qualifying transit-oriented community without
250 such district located in such funding areas.

251 Sec. 3. (NEW) (*Effective from passage*) (a) There is established an
252 interagency council on housing development to advise and assist the
253 State Responsible Growth Coordinator in reviewing regulations,
254 developing guidelines and establishing programs to support the
255 responsible growth of housing in the state.

256 (b) The council shall consist of the following regular members: (1) The
257 State Responsible Growth Coordinator; (2) the Secretary of the Office of
258 Policy and Management, or the secretary's designee; (3) the
259 Commissioner of Housing, or the commissioner's designee; (4) the
260 Commissioner of Economic and Community Development, or the
261 commissioner's designee; (5) the Commissioner of Energy and
262 Environmental Protection, or the commissioner's designee; (6) the
263 Commissioner of Public Health, or the commissioner's designee; (7) the
264 Commissioner of Transportation, or the commissioner's designee; and
265 (8) the Chief Executive Officer of the Connecticut Housing Finance
266 Authority, or the chief executive officer's designee.

267 (c) In addition to the regular members set forth in subsection (b) of
268 this section, the council may consist of any ad hoc members that the
269 State Responsible Growth Coordinator determines would be necessary
270 to complete the work of the council.

271 (d) The chairperson of the council shall be the State Responsible
272 Growth Coordinator.

273 (e) The council shall convene not later than July 1, 2024, and meet not
274 less than once every six months and more often upon the call of the
275 chairperson, to:

276 (1) Review and evaluate the plans, programs, regulations and policies
277 of state or quasi-public agencies for opportunities to combine efforts and
278 resources of such agencies to increase housing development;

279 (2) Develop consistent reporting methods concerning data and
280 documentation related to housing development;

281 (3) Provide a forum to develop approaches to housing growth that
282 balance both needs for conservation and development, including the
283 need for additional housing and economic growth, the protection of
284 natural resources and the maintenance and support for existing
285 infrastructure;

286 (4) Review existing discretionary grant programs to make
287 recommendations to state or quasi-public agencies concerning the
288 adherence of such programs with the goals established in the state plan
289 of conservation and development adopted under chapter 297 of the
290 general statutes. Such recommendations shall include, but need not be
291 limited to, methods to increase the development of deed-restricted
292 housing in transit-oriented districts and middle housing, as defined in
293 section 8-1a of the general statutes, as amended by this act;

294 (5) Develop recommendations for municipalities concerning zoning
295 and land use policies designed to increase housing in such
296 municipalities. Such recommendations may include model ordinances,
297 regulations or bylaws that may be adopted by any municipality
298 pursuant to section 8-2 of the general statutes; and

299 (6) Develop guidelines concerning the adoption and development of
300 transit-oriented districts, which shall include, but need not be limited to,
301 (A) prioritizing mixed-use and mixed-income developments, (B)

302 increasing the availability of affordable housing, (C) ensuring proper
303 environmental considerations in the development of such districts, with
304 an emphasis on the analysis of any potential impacts on environmental
305 justice communities, as defined in section 22a-20a of the general statutes,
306 (D) increasing ridership on mass transit systems, (E) increasing the
307 feasibility of walking, biking and utilizing other means of mobility other
308 than motor vehicle travel, (F) reducing the need for motor vehicle travel,
309 (G) maximizing developable land, (H) increasing the economic viability
310 of development projects, and (I) reducing the length of time necessary
311 to approve applications for development.

312 (f) Not later than October 1, 2025, the coordinator shall submit a
313 report, in accordance with the provisions of section 11-4a of the general
314 statutes, to the joint standing committees of the General Assembly
315 having cognizance of matters relating to planning and development and
316 housing, concerning the recommendations and guidelines developed by
317 the coordinator pursuant to subdivisions (5) and (6) of subsection (e) of
318 this section and shall publish such recommendations and guidelines on
319 the Internet web site of the Office of Policy and Management.

320 (g) Not later than October 1, 2025, and annually thereafter, the
321 coordinator shall submit a report, in accordance with the provisions of
322 section 11-4a of the general statutes, to the joint standing committees of
323 the General Assembly having cognizance of matters relating to planning
324 and development and housing, concerning the recommendations of the
325 council.

326 Sec. 4. (NEW) (*Effective October 1, 2024*) There is established an
327 account to be known as the "public water and sewer rehabilitation or
328 expansion account" which shall be a separate, nonlapsing account
329 within the General Fund. The account shall contain any moneys
330 required by law to be deposited in the account. Moneys in the account
331 shall be expended by the Secretary of the Office of Policy and
332 Management for the purposes of rehabilitating or expanding public
333 water and sewerage infrastructure for any transit-oriented district
334 established by a municipality pursuant to section 2 of this act. Proceeds

335 from such account may be provided to any qualifying rapid transit
336 community, qualifying bus transit community or any owner of real
337 property in a development approved for such funding at the discretion
338 of the secretary located within a transit-oriented district.

339 Sec. 5. (NEW) (*Effective October 1, 2024*) The Secretary of the Office of
340 Policy and Management may establish, within available appropriations,
341 a program to provide grants to any regional council of governments for
342 the development of projects related to public transit infrastructure,
343 bicycle infrastructure or pedestrian infrastructure.

344 Sec. 6. Subsection (a) of section 8-169tt of the 2024 supplement to the
345 general statutes is repealed and the following is substituted in lieu
346 thereof (*Effective October 1, 2024*):

347 (a) As used in this section, "housing growth zone" means (1) any area
348 within a municipality in which applicable zoning regulations adopted
349 pursuant to section 8-2 are designed to facilitate substantial
350 development of new dwelling units consistent with subsection (c) of this
351 section, or (2) any transit-oriented district established by a municipality
352 pursuant to section 2 of this act. Any housing growth zone shall
353 encompass an entire development district and may include areas
354 outside such district.

355 Sec. 7. Subsection (f) of section 8-2o of the general statutes is repealed
356 and the following is substituted in lieu thereof (*Effective October 1, 2024*):

357 (f) Notwithstanding the provisions of subsections (a) to (d), inclusive,
358 of this section, the zoning commission or combined planning and
359 zoning commission, as applicable, of a municipality, by a two-thirds
360 vote, may initiate the process by which such municipality opts out of
361 the provisions of said subsections regarding the allowance of accessory
362 apartments, provided such commission: (1) First holds a public hearing
363 in accordance with the provisions of section 8-7d on such proposed opt-
364 out, (2) affirmatively decides to opt out of the provisions of said
365 subsections within the period of time permitted under section 8-7d, (3)
366 states [upon its] in the records of such commission the reasons for such

367 decision, and (4) publishes notice of such decision in a newspaper
 368 having a substantial circulation in the municipality not later than fifteen
 369 days after such decision has been rendered. Thereafter, the
 370 municipality's legislative body or, in a municipality where the
 371 legislative body is a town meeting, [its] such municipality's board of
 372 selectmen, by a two-thirds vote, may complete the process by which
 373 such municipality opts out of the provisions of subsections (a) to (d),
 374 inclusive, of this section, except that, on and after January 1, 2023, no
 375 municipality may opt out of the provisions of said subsections.

376 Sec. 8. Section 8-2o of the general statutes is amended by adding
 377 subsection (g) as follows (*Effective October 1, 2024*):

378 (NEW) (g) Notwithstanding any prior action of the municipality to
 379 opt out of the provisions of subsections (a) to (d), inclusive, of this
 380 section, pursuant to subsection (f) of this section, any owner of real
 381 property located within a transit-oriented district, as defined in section
 382 2 of this act, who has owned real property in the municipality for not
 383 fewer than three years may construct an accessory apartment as of right
 384 on such real property.

This act shall take effect as follows and shall amend the following sections:

Section 1	<i>October 1, 2024</i>	8-1a(b)
Sec. 2	<i>October 1, 2024</i>	New section
Sec. 3	<i>from passage</i>	New section
Sec. 4	<i>October 1, 2024</i>	New section
Sec. 5	<i>October 1, 2024</i>	New section
Sec. 6	<i>October 1, 2024</i>	8-169tt(a)
Sec. 7	<i>October 1, 2024</i>	8-2o(f)
Sec. 8	<i>October 1, 2024</i>	8-2o(g)

Statement of Legislative Commissioners:

In Section 2(a)(9), "will regularly stop" was changed to "regularly stops" for accuracy; in Section 2(b), "on a priority basis" was added after "funding" for accuracy, "or municipality that has adopted such a resolution" was added after "community" for clarity, and in the last two lines "pursuant to subsection (c) of this section" was deleted for clarity;

in Section 2(e), in the first sentence, "of the municipality" was added after "commission" for clarity, and in the final sentence, "to determine whether such district is of reasonable size" was added after "commission" for clarity; in Section 2(f)(1), ", if such development contains nine or fewer dwelling units" was deleted for consistency with a defined term; in Section 2(f), in the final sentence, "in" was changed to "by" for accuracy; in Section 2(g), "that pay" was changed to "will pay" for clarity; in Section 2(i), "required" was added before "pursuant to" for clarity; in Section 2(m), "communities" was changed to "community" and "that are" was added before "located" for clarity; in Section 4, "a bus transit community" was changed to "qualifying bus transit community" for consistency with a defined term; in Section 7, Subsec. (g) was deleted for consistency with standard drafting conventions; and Section 8 was added for consistency with standard drafting conventions.

PD *Joint Favorable Subst.*

The following Fiscal Impact Statement and Bill Analysis are prepared for the benefit of the members of the General Assembly, solely for purposes of information, summarization and explanation and do not represent the intent of the General Assembly or either chamber thereof for any purpose. In general, fiscal impacts are based upon a variety of informational sources, including the analyst's professional knowledge. Whenever applicable, agency data is consulted as part of the analysis, however final products do not necessarily reflect an assessment from any specific department.

OFA Fiscal Note

State Impact:

Agency Affected	Fund-Effect	FY 25 \$	FY 26 \$
Policy & Mgmt., Off.	GF - Cost	173,000	170,000
Policy & Mgmt., Off.	GF - Cost	See Below	See Below
State Comptroller - Fringe Benefits ¹	GF - Cost	70,000	70,000

Note: GF=General Fund

Municipal Impact:

Municipalities	Effect	FY 25 \$	FY 26 \$
Various Municipalities	Potential Revenue Gain	See Below	See Below

Explanation

The bill results in a potential revenue gain to various municipalities, a cost to the Office of Policy and Management (OPM), and a cost to the Office of the State Comptroller (OSC), beginning in FY 25 related to transit-oriented communities described below.

Office of Policy and Management

The bill requires OPM to: (1) determine if transit-oriented communities (TOCs) are compliant with certain requirements and meet the restrictions on reasonable size, (2) establish a separate, non-lapsing, public water and sewer rehabilitation or expansion account, and (3)

¹The fringe benefit costs for most state employees are budgeted centrally in accounts administered by the Comptroller. The estimated active employee fringe benefit cost associated with most personnel changes is 41.25% of payroll in FY 25.

establish a grant program for regional councils of government for certain transit-related infrastructure.

This results in a cost of approximately \$173,000 in FY 25 and \$170,000 in FY 26 to OPM for two additional staff and associated training and supplies to meet these requirements. There is also a corresponding cost of \$70,000 in both FY 25 and FY 26 to OSC for associated fringe benefits.

There is an additional cost to OPM beginning in FY 25 to fund both the public water and sewer rehabilitation or expansion account and potentially the grant program for regional councils of government. The bill does not specify a source of funds for the grants.

Municipalities

The bill: (1) establishes requirements for TOCs, (2) requires the communities to be prioritized for discretionary infrastructure funding, and (3) makes TOCs that adopt additional zoning criteria eligible for additional funding that OPM administers.² This may result in a potential revenue gain to various municipalities beginning in FY 25 to the extent they qualify for, or are prioritized for, discretionary infrastructure funding as a result of TOCs.

Municipalities that adopt a resolution stating they intend to enact zoning regulations that would qualify them for a TOC may still be prioritized for discretionary infrastructure funding. This may result in a potential revenue gain beginning in FY 25 to the extent that municipalities adopt this resolution.

There is also a potential revenue gain to municipalities beginning in FY 25 to the extent that they receive funds from the public water and sewer rehabilitation or expansion account.

The bill also requires developments with ten or more units located

² Discretionary infrastructure funding includes, but is not limited to, any source of funding that a state agency administers through a competitive process. This may include: the Urban Action Program, Small Town Economic Assistance Program, Main Street Investment Fund, and Incentive Housing Zone Program.

within a TOC to either deed restrict a percentage of the units for a certain time period or make payments to an affordable housing development fund established by the TOC. This results in a potential revenue gain to municipalities beginning in FY 25 to the extent developers choose to make payments to the fund. These funds must be used to develop affordable housing within the municipality.

Municipal Redevelopment Authority

The bill has no fiscal impact by modifying the definition of “housing growth zone” to include transit-oriented districts. As the Municipal Redevelopment Authority (MRDA) is tasked with stimulating and supporting transit-oriented developments under current law, there is not anticipated to be an increase in funding necessary for this provision. Currently, MRDA has an unallocated bond balance of \$60 million available.

The Out Years

The annualized ongoing fiscal impact identified above would continue into the future subject to grants and funding awarded, and the amount of housing developer payments in lieu of deed restricted units.

OLR Bill Analysis**sHB 5390*****AN ACT CONCERNING TRANSIT-ORIENTED COMMUNITIES.*****SUMMARY**

This bill creates a framework in which a municipality's priority for receiving certain discretionary state funding may be tied to its designation as a qualifying transit-oriented community (TOC). A municipality generally becomes a TOC by establishing a transit-oriented district (or "district") that meets certain requirements, including containing a rapid transit station or bus station. TOCs must, among other requirements, allow certain multifamily and deed-restricted (i.e., affordable) housing developments throughout the municipality "as of right" (see BACKGROUND).

The bill also:

1. establishes an interagency council on housing development to advise and assist the Office of Responsible Growth coordinator;
2. establishes a public water and sewer rehabilitation or expansion account to fund water and sewer infrastructure projects for transit-oriented districts;
3. requires the Office of Policy and Management (OPM) secretary to establish, within available funding, a program providing grants to regional councils of government for public transit, bicycle, or pedestrian infrastructure projects (§ 5); and
4. makes transit-oriented districts, as established under the bill, housing growth zones for the purposes of the Connecticut Municipal Redevelopment Authority (under existing law, municipalities cannot receive certain financial assistance from the

authority until they enact approved housing growth zone regulations; see BACKGROUND) (§ 6).

The bill also makes conforming and technical changes.

EFFECTIVE DATE: October 1, 2024, except the provision establishing the interagency council is effective upon passage.

§§ 1, 2 & 8 — PRIORITIZED FUNDING FOR TRANSIT-ORIENTED COMMUNITIES

The bill makes qualifying TOCs eligible for prioritized discretionary infrastructure funding (“discretionary funding”), which includes certain state grants, loans, and other financial assistance. A municipality generally becomes a TOC by establishing a transit-oriented district meeting certain requirements, as described below. Additionally, the bill requires TOCs to allow certain housing developments as of right and establish deed-restriction requirements for other developments not allowed as of right. It also restricts TOCs from adopting certain regulations for their districts.

The OPM secretary determines a municipality’s compliance with the bill’s requirements and, in doing so, may consult with the Department of Housing commissioner.

Discretionary Infrastructure Funding

Under the bill, to receive prioritized discretionary funding, TOCs (and municipalities that have adopted a resolution stating their intent to become one; see below), must apply to the OPM secretary in a form he sets. The secretary then makes recommendations to the agency that administers the funding. If the funding type is permitted to be prioritized, the agency may give these municipalities priority status over other applicants that are not TOCs (or have not adopted a resolution).

Additionally, the bill requires administering agencies to give higher priority for discretionary funding to TOCs with a transit-oriented district located in a priority funding area (i.e., areas designated in the

state Plan of Conservation and Development within which certain state-funded growth-related projects may generally be undertaken). In other words, it requires agencies to prioritize these priority funding area TOCs above other TOCs as well as municipalities that are not TOCs.

Under the bill, “discretionary infrastructure funding” means any grant, loan, or other financial assistance that (1) the state administers under the Urban Act Grant Program, Main Street Investment Fund, and Incentive Housing Zone Program or (2) OPM manages for transit-oriented development purposes (see BACKGROUND). The bill specifies that it does not make any municipalities ineligible for discretionary funding, even if they are not TOCs eligible for prioritized funding.

Bonus Funding. The bill makes TOCs eligible for additional funding under any program the OPM secretary administers if the TOC adopts additional zoning criteria (in addition to meeting all other TOC requirements discussed below), including (1) higher density development, (2) requiring greater housing unit affordability in certain larger proposed developments not allowed as of right than what the bill specifically requires, (3) developing public land or public housing, (4) implementing programs to encourage homeownership, and (5) other criteria the OPM secretary may set.

Qualifying for Prioritized Funding

Under the bill, a municipality is eligible for prioritized discretionary funding if it qualifies as a TOC or adopts a resolution stating its intent to become one. However, the OPM secretary may also deem a municipality a qualifying TOC if he determines that the municipality has a reasonably sized transit-oriented district containing a rapid transit station or regular bus service station by October 1, 2025.

Qualifying as a TOC. TOCs are generally municipalities that have adopted a reasonably sized, as determined by the OPM secretary, transit-oriented district (see *Transit-Oriented Districts*), containing at least one of the following:

1. a regular bus service station (i.e., bus stop) operating no less than five days per week or
2. a rapid transit station or a planned station (i.e., any public transportation station serving any rail or rapid bus route).

Additionally, the district must (1) encompass all the land within a one-half mile radius of these stations or (2) be located within a reasonable distance, as determined by the secretary, of any other transit service, a commercial corridor, or the municipality's downtown area (i.e., a central business district or other commercial area that, among other things, serves as a center of socioeconomic interaction).

Adopting a Resolution. A municipality that is not a qualifying TOC is still eligible for prioritized discretionary funding if its legislative body adopts a resolution stating it intends to enact zoning regulations enabling it to qualify. It must actually enact the regulations within 18 months after adopting the resolution. A municipality that fails to do so must return any prioritized discretionary funding it received, unless the OPM secretary grants an extension at his discretion, and is also ineligible for additional prioritized funding until it enacts these zoning regulations.

Requirements for Developments in TOCs

As-of-Right Developments. Qualifying TOCs must allow the following developments as of right (after an inland wetlands public hearing, if one is required) anywhere in the municipality:

1. middle housing developments with up to nine units;
2. developments with 10 or more units, at least 30% of which qualify as an 8-30g set-aside development (see BACKGROUND); and
3. developments, with any number of units, if they are (a) built on land owned by the municipality, the state, a public housing authority, a nonprofit, or a religious organization and (b)

composed entirely of units that qualify as 8-30g set-aside developments, with at least half the units priced affordably for renters or buyers earning 60% or less of the federally determined area median income (AMI) (i.e., for which these households would pay no more than 30% of their annual income).

Under the bill, “middle housing developments” generally include duplexes, triplexes, townhomes, and perfect sixes (three-story buildings with two units per story).

Developments Not Allowed As-of-Right. TOCs must require developers proposing developments with 10 or more units (unless allowed as of right as described above) to either (1) deed restrict a certain percentage of the units for 40 years after initial occupancy (see the table below) so they are affordable for renters or buyers earning no more than 80% of the AMI or (2) enter into a contribution agreement to make payments to a fund that the TOC may establish under the bill and use only to develop affordable housing in the municipality (“affordable housing development fund”).

Under the bill, the percentage of units that a developer must deed restrict varies with the strength of the area’s housing market and its quality of life (“opportunity”), as determined by the Connecticut Housing Finance Authority’s (CHFA) most recent Housing Needs Assessment. The table below shows the classifications and corresponding percentage of units that must be restricted under the bill.

Table: Deed-Restriction Requirements

<i>CHFA’s Census Tract Designation</i>	<i>Restricted Units</i>
High Opportunity/Heating Market	15%
High Opportunity/Cooling Market	15%
Low Opportunity/Heating Market	10%
Low Opportunity/Cooling Market	5%

If a town has established an affordable housing development fund, developers subject to these deed-restriction requirements can make payments to the fund instead of deed restricting units. The OPM

secretary determines the payment amounts and duration and must also approve the contribution agreements.

Accessory Apartments. Under the bill, a person who owns real property in a transit-oriented district, and has owned property in the municipality for at least three years, may build an accessory apartment as of right on his or her property. These owners may do so even if the municipality voted to opt out of the state law generally allowing accessory apartments as of right on lots with single-family homes in all municipalities. (It is unclear whether the property owner can build the accessory apartment only in the district or anywhere in the municipality.)

Under existing law, “accessory apartment” means a separate dwelling unit that (1) is located on the same lot as a principal dwelling unit of greater square footage; (2) has cooking facilities; and (3) complies with or is otherwise exempt from any applicable building code, fire code, and health and safety regulations.

Transit-Oriented Districts

Under the bill, a transit-oriented district is an area the municipality designates that is subject to zoning criteria designed to encourage increased development density (including mixed-use development) and a concentration of discretionary state investments.

Inland Wetlands Agency Consultation. A municipality’s zoning commission must consult with its inland wetlands agency when establishing the district’s boundaries. If the proposed district includes an area over which the agency has authority (e.g., wetlands), the commission must collaborate with the agency to determine whether as-of-right middle housing and mixed-use developments should be allowed in any part of the district. The zoning commission may also consult with the agency, and other town agencies, to determine whether the district is a reasonable size (see below).

Reasonable Size. To qualify as a TOC, a municipality’s transit-oriented district must be a reasonable size. Under the bill, the OPM

secretary, in consultation with the zoning commission, is responsible for determining whether a district meets this requirement. To do so, the secretary must (1) determine whether the area can equitably support greater development density, based on the municipality's geographic characteristics, and (2) consider the municipality's and region's housing needs.

When making its determination, the OPM secretary cannot require the following land types to be included in the transit-oriented district:

1. special flood hazard areas on the National Flood Insurance Program's flood insurance rate map;
2. wetlands, as defined in state law;
3. existing or planned public park land;
4. land subject to conservation or preservation restrictions (e.g., an easement);
5. coastal resources protected by the Coastal Management Act;
6. areas needed to protect drinking water supplies; and
7. areas likely to be inundated during a 30-year flood event, as shown in the sea level change scenarios UConn's Marine Sciences Division publishes.

Prohibited Regulations. The bill generally prohibits TOCs from adopting any regulations for their transit-oriented districts that conflict with any OPM guidelines on developing housing in these districts (e.g., parking and setback requirements, lot size and coverage, inclusionary zoning requirements, and development impact fees). However, the OPM secretary may approve conflicting regulations based on local factors the TOC identifies.

§ 3 — INTERAGENCY COUNCIL ON HOUSING DEVELOPMENT

The bill establishes an interagency housing development council to advise the Office of Responsible Growth (ORG) coordinator and help

her review regulations, develop guidelines, and establish programs to support responsible housing growth in the state.

Purpose

The council must first meet by July 1, 2024, and then at least every six months to:

1. evaluate state and quasi-public agencies' plans, programs, regulations, and policies for opportunities to combine their efforts and resources to increase housing development;
2. develop methods to consistently report and document housing development data;
3. develop approaches to housing growth that balance conservation needs (e.g., natural resources protection) and development needs (e.g., housing, economic growth, and infrastructure);
4. review whether discretionary state grant programs adhere to the state Plan of Conservation and Development's goals and make recommendations to agencies and quasi-public agencies, including on ways to increase deed-restricted developments in transit-oriented districts and middle housing;
5. recommend zoning and land use policies for municipalities to increase housing (e.g., model ordinances, regulations, and bylaws); and
6. create guidelines on adopting and developing transit-oriented districts, including prioritizing mixed-use and mixed-income developments, increasing affordable housing availability, environmental (particularly environmental justice) considerations, increasing mass transit ridership and other means of mobility (e.g., walking and biking) while reducing the need for motor vehicles, maximizing developable land, increasing developments' economic viability, and reducing the time needed to approve development applications.

Reporting Requirements

Beginning by October 1, 2025, the ORG coordinator must annually submit the council's recommendations to the Planning and Development and Housing committees. By the same date, the coordinator must also submit the council's zoning and land use policy recommendations and transit-oriented district guidelines, described above, to these legislative committees and post this information on OPM's website.

Members

In addition to the ORG coordinator (who serves as the chairperson), and any ad hoc members she determines are needed, the council consists of the following ex officio members or their designees:

1. OPM secretary,
2. Department of Housing commissioner,
3. Department of Economic and Community Development commissioner,
4. Department of Energy and Environmental Protection commissioner,
5. Department of Public Health commissioner,
6. Department of Transportation commissioner, and
7. CHFA chief executive officer.

§ 4 — PUBLIC WATER AND SEWER REHABILITATION OR EXPANSION ACCOUNT

The bill establishes a public water and sewer rehabilitation or expansion account within the General Fund. This separate, nonlapsing account must be funded with any moneys the law requires and the OPM secretary must use it to rehabilitate or expand public water and sewer infrastructure for transit-oriented districts established under the bill. The account's proceeds may go to TOCs or certain other property

owners in transit-oriented districts at the OPM secretary's discretion (presumably, property developers in transit-oriented districts that receive OPM approval for this funding).

BACKGROUND

As-of-Right Developments

By law, "as of right" means able to be approved without requiring (1) a public hearing; (2) a variance, special permit, or special exception; or (3) other discretionary zoning action, other than a determination that a site plan conforms with applicable zoning regulations.

MRDA Housing Growth Zones

The Municipal Redevelopment Authority (MRDA) is a quasi-public agency authorized to stimulate economic development and transit-oriented development, including by giving financial support and technical assistance to municipalities to develop "housing growth zones." These are areas around a central business district or passenger transit station in which local zoning regulations facilitate substantial new housing development (CGS § 8-169hh et seq., as amended by PA 23-204).

Transit-Oriented Development

By law, transit-oriented development is defined as developing residential, commercial, and employment centers within one-half mile or walking distance of public transportation facilities (including rail and bus rapid transit and services) that meet transit supportive standards for land uses, built environment densities, and walkable environments, in order to facilitate and encourage the use of transit services (CGS § 13b-79o).

8-30g Set-Aside Development

Under the affordable housing land use appeals procedure (referred to as "8-30g"), a set-aside development means a development in which, for at least 40 years after initial occupancy, at least 30% of the units are deed restricted. Specifically, at least (1) 15% of the units must be deed restricted to households earning 60% or less of the AMI or state median income (SMI), whichever is less, and (2) 15% of the units must be deed restricted to households earning 80% or less of the AMI or SMI,

whichever is less.

COMMITTEE ACTION

Planning and Development Committee

Joint Favorable Substitute

Yea 12 Nay 8 (03/15/2024)

Planning and Zoning Two Month Look Ahead

Meeting Date	Upcoming Items			
Monday, June 10, 2024	24-3 Large Lot Accessory Structures			
Monday, June 24, 2024				
Monday, July 8, 2024				
Monday, July 22, 2024				

KEY

TO BE RECEIVED
HEARINGS
NEW/OLD BUSINESS
OTHER

Future Items:

Thu May 16, 2024

12pm - 12:40pm Basic Training Webinar Series - Virtual/online

Calendar: CT Land Use Commissioner Training

Created by: donnadione.uconn@gmail.com

Mon May 20, 2024

6pm - 8pm Land Use Commissioner Basic Training for ZBA Members - Virtual/online

Calendar: CT Land Use Commissioner Training

Created by: david.dickson@uconn.edu

Thu Jun 20, 2024

12pm - 12:40pm Basic Training Webinar Series - Virtual/online

Calendar: CT Land Use Commissioner Training

Created by: donnadione.uconn@gmail.com

**PLANNING & ZONING COMMISSION
TOLLAND, CONNECTICUT
REGULAR MEETING MINUTES OF APRIL 22, 2024**

MEMBERS PRESENT: Andy Powell, Chair
Marilee Beebe, Vice Chair
Joe Matteis
Erin Stavens
Amanda Hickey
Brian Mead, alternate

OTHERS PRESENT: David Corcoran, Director of Planning & Development
Chris Moran, Town Council Liaison
Rita Zangari, Chair, Economic Development Commission

1. **Call to Order:** Andy Powell, Chair, called the meeting to order at 7:05 p.m. in Council Chambers.
2. **Pledge of Allegiance:** Recited.
3. **Seating of Alternates:** None.
4. **Additions to Agenda:** None.
5. **Public Comment:** None.
6. **Public Hearing(s):** None.
7. **Old Business:** None.
8. **New Business**

8.1 Draft Affordable Housing Plan Review – Mr. Corcoran noted that State statute requires an affordable housing plan be updated every five years, and the last time they did it was in 2019 as part of the full Plan of Conservation and Development (POCD). This time, they are pulling it out and doing it separately. In 2029 it will again be done as part of the POCD. It is due in September.

Mr. Corcoran assessed Tolland’s status with affordable housing based on the most recent census data from 2021. He added a progress report and the Commission looked at potential goals. He noted the PZC made a number of regulatory changes to support the building of affordable housing and he reviewed them as outlined in the draft.

Mr. Powell said it is important to prioritize up front the infrastructure limitations in town that make building affordable housing a challenge in Tolland. Mr. Matteis agreed. He questioned if they are making regulations in zones that will make it harder to build. His concern was that in five or ten years, they will be in the same place they are today, falling short of the ten percent goal.

Mr. Corcoran said it depends on what they see as success. He asked, have we created a mechanism that gives a builder the tools to build affordable? The answer is yes.

April 22, 2024 – Tolland Planning & Zoning Commission

Mr. Powell said the problem is that they are tied down by the economics involved. Tolland does not have the capital as a town to build affordable housing like some larger cities do. He said they are completely dependent on builders and if they cannot afford to build, then they aren't going to do it. He noted also that he has given testimony three times to the State Senate and twice to the State House of Representatives about this. The lack of jobs and transportation also make it a challenge.

Ms. Beebe agreed. She said they can't compel people to build, nor can they have the public subsidize it. Profit for the builder is always going to be the driver.

Ms. Hickey asked what happens to the money in the Affordable Housing Trust Fund? How can it be used? Mr. Corcoran said they will determine how to use it as it comes in. For example, it could be used for housing rehabilitation. It could be used to buy down deeds on existing properties so a housing unit could be made with 8-30g. Or, money could be used to help a developer add more affordable housing units. He noted also that while 8-30g is designed for larger developments, the Capitol Region Council of Governments (CRCOG) is aware of this and looking into it. Local developer Steve Williams had been looking for model documents he could use.

Ms. Hickey asked if anything had come of the grants manager finding funds for affordable housing. Mr. Corcoran said she secured a Small Cities Grant for Old Post Village and they plan to use it to do some rehabilitation work. Ms. Hickey asked if they could use the grants manager to seek out businesses to come to Tolland. Mr. Corcoran said that while that more likely falls under the purview of the Economic Development Commission, he suspected she might be able to do that. Ms. Beebe noted the new grants manager is doing some multi-tasking in her job, acting also as a project manager.

Ms. Beebe said she likes what they have accomplished in their efforts to promote affordable housing. She said they have enthusiastically been embracing the concept of affordable housing.

Mr. Matteis noted that from 2020 to 2024 the cost of housing and income have both increased substantially and so to require a builder to make housing that is affordable at the four-year-old affordable rate is unfair to builders. Mr. Corcoran said the State revises income rates annually, so they would be working off of 2023 numbers.

Mr. Powell suggested for members' homework that they look at the verbiage in the draft and the goals listed and see if they still agree with what is there.

Ms. Stavens asked what the asterisks indicate under the Summary of Housing Goals. Mr. Corcoran said they are carryovers and he will clarify that in the final plan. Mr. Matteis said #8 lists an aspirational goal of 20 to 25 percent affordable housing—and that goal is not realistic. There was agreement that something in the neighborhood of 5 percent would be more realistic.

Ms. Hickey asked if they are carrying over most of the same goals from 2017, does it appear like they are not achieving anything? Mr. Corcoran said it might be beneficial to set some new goals. Ms. Beebe said they could also indicate which goals they have accomplished or made progress on.

It was noted that a local bank closed its doors recently in town. This led to a larger conversation around the availability of financing and how to help builders to obtain it. Ms. Beebe said the larger towns understand how to tie people in, adding that it is always very difficult for small builders to build, a big reason due to their inability to get financing. It was noted that small developers often can't deal with the complexities of the programs offered by the Department of Economic and Community Development.

April 22, 2024 – Tolland Planning & Zoning Commission

Rita Zangari, Chair of the Economic Development Commission, said the EDC was involved with some of the incubators at Nerac but they needed to have a venture capitalist to get involved and it's very difficult to get that.

- 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.*

MOTION: Erin Stavens/Joe Matteis to receive and set the Public Hearing for PZC #24-3 for Monday, June 10, 2024. Mr. Matteis, Ms. Stavens, Ms. Hickey, Ms. Beebe and Mr. Powell voted to approve. Motion carried.

- 8.3 Appointment of Cassandra Santoro as Alternate ZEO

MOTION: Erin Stavens/Marilee Beebe to appoint Cassandra Santoro as Alternate ZEO. Mr. Matteis, Ms. Stavens, Ms. Hickey, Ms. Beebe and Mr. Powell voted in favor. Motion carried.

9. **Reports**

- 9.1 Town Council Liaison – Chris Moran, Town Council Liaison, said he looked into the question Mr. Matteis had raised at the last meeting about why Parker Place has had their taxes waived. He said under their lease, they make payments in lieu of taxes. However, in some prior years they were allowed to waive payments based on vacancies and making repairs. However, going forward, this will not continue.

Mr. Moran reported that the Town Council has selected a company to do the fire study. He said companies came in and refined their proposals. They will be looking at staffing and apparatus. Mr. Moran also said they are discussing Historic District Commission membership. They are also having an upcoming electronic recycling event.

Mr. Powell reminded everyone that there will be a referendum vote on May 7 at the Tolland Library Program Room. Early voting is not permitted, but absentee voting is allowed.

- 9.2 Economic Development Liaison - Rita Zangari, Chair, said the EDC held a meeting recently to review a document on the value of different types of industries, so they can take a look at what the town might want to invest in. They would have to consider also what industries would make sense for Tolland. She said they may possibly bring in a consultant to help them with this.

Going back to the earlier discussion on finding avenues of financing for developers, Ms. Zangari said the Town could get involved by making introductions to people at the State level who have finance backgrounds. She noted the State has contacts at banks with Small Business Administration projects. Beyond that, she said the Town has the authority to do tax abatements. She noted this was done for Dari Farms many years ago. However, she said usually the only times the State gets involved is for large urban developments like remediation projects. These types of jobs often promise a number of jobs and if those jobs don't materialize, they try to get back some of the funding they provided. She said they don't tend to invest in startups and incubator companies.

Ms. Zangari said when companies are registered in town, a letter gets sent out to the owners with contact information and highlights on what Tolland has to offer. She said these are often the small,

April 22, 2024 – Tolland Planning & Zoning Commission

largely invisible companies that are operated out of someone's home. The ones with storefronts are sent a certificate. She said they are trying to be more supportive of new businesses, noting it would be helpful to have a part time Economic Development person on staff under Mr. Corcoran's direction. It was noted that staffing is hard to fund through grant monies. Ms. Zangari said they are also still pursuing their community currency project and will keep the PZC posted on it as it progresses.

Ms. Beebe asked if there was anything else coming out of the Technology building at UConn. Ms. Zangari said it was built as a series of labs partnering with existing companies. She said staying in touch with the head of the building would be good, but companies that come out of the Business School would likely present a better opportunity for Tolland.

9.3 Capitol Region Council of Governments – No report.

9.4 Zoning Enforcement Report – Mr. Corcoran said they are continuing to get the usual springtime issues. They had thought the issue with the collection of trucks on Grant Hill Road had been resolved, but it is not, and they are working on it. Additionally, he's received complaints of a home occupation landscaping company growing too large.

9.5 Planning Update – Mr. Powell said they have their homework to do on the Affordable Housing goals. There is also the upcoming public hearing on large accessory buildings.

Mr. Corcoran reported that a 15,000 square foot medical office building – Tolland Medical Center, LLC – should probably be coming before them in the next few weeks. Mr. Corcoran reported that the owner of the gas station at 216 Merrow Road has applied for a demolition permit. Additionally, Tri-Town gymnastics has started construction on their project.

Mr. Powell noted he will not be here for the meeting on June 24.

10. **Other Business**: None.

11. **Correspondence**: There is a letter in Commissioners' packets indicating that Mansfield is starting work on their sign regulations to make them compliant. The regulations look similar to Tolland's. Mr. Matteis noted their regulations seem to be working out well and the only signs out there that shouldn't be appear to be the ones from out-of-town landscapers who put them up at every stop sign.

12. **Public Participation**: None.

13. **Approval of Minutes** – April 8, 2024 Regular Meeting

MOTION: Erin Stavens/Amanda Hickey to approve the April 8, 2024 Regular Meeting minutes as written. Ms. Hickey, Ms. Stavens, Mr. Matteis, Ms. Beebe, and Mr. Powell voted in favor. Motion carried.

14. **Adjournment**

MOTION: Marilee Beebe/Erin Stavens to adjourn the meeting and pay the clerk at 8:17 p.m. Mr. Matteis, Ms. Stavens, Ms. Hickey, Ms. Beebe and Mr. Powell voted in favor. Motion carried.

Respectfully submitted
Annie Gentile
Clerk