PLAN OF CONSERVATION AND DEVELOPMENT UPDATE COMMITTEE
PUBLIC WORKSHOP MINUTES
MONDAY, APRIL 29, 2019, 7:00 P.M.
ELLINGTON HIGH SCHOOL CAFETERIA, 37 MAPLE STREET, ELLINGTON, CT

PRESENT: Chairman William Hogan, Vice Chairman Sean Kelly, James Gage, Hocine Baouche, David Hurley, Christopher Weitz and Shawn Koehler

ABSENT: Robert Sandberg, Jr.

STAFF: Lisa Houlihan, Town Planner and Barbra Galovich, Recording Clerk


Lisa Houlihan, Town Planner, started the workshop at 7:10 pm. She described the Plan of Conservation and Development (POCD), as the chief land use policy. It guides land use, development patterns, preservation strategies, and certain capital investments for the next decade. The update process analyzes Ellington today, where we want Ellington to be in the future, and recommends strategies for recognizing the Plan’s vision.

Over the past year, Goman and York, consultant for the project, met with a group of volunteers and planning staff to compile updates to the Plan. The Plan’s Update Committee consists of nine resident volunteers representing six different town commissions. Draft updates considered comments from two public information meetings and responses to a community survey, conducted at the onset of the project, dialogue from routine public meetings of the Update Committee and comments from various town departments and boards. Input is ongoing. Formal adoption will be set for hearing after August, in order to meet notice requirements and avoid conflicts with peak summer vacation months.

Donald Poland and Steven Kushner, Goman and York, reviewed a PowerPoint presentation (attached) explaining the different components included in the POCD. Upon completion of the presentation there was discussion among the audience. Mr. Poland explained there will be a supplement section to the Plan that contains support documents.

The workshop concluded at 8:45 pm.

Respectfully submitted,

Barbra Galovich, CZET
Recording Secretary
Review – What is the Plan of C & D

C.G.S. 8-23 – Plan of Conservation and Development

The Plan:
• a statement of policies, goals and standards for the physical and economic development of the municipality...
• the commission's recommendation for the most desirable use of land within the municipality for residential, recreational, commercial, industrial and other purposes and for the most desirable density of population...
• be designed to promote...the coordinated development of the municipality and the general welfare and prosperity...
The Planning Process

1. Where Are We Today? (Market Research & Existing Conditions Assessment)

2. Where Do We Want To Be in the Future? (Outreach, Visioning, & Outcome Definition)

3. How Will We Get There? (Strategies & Actions for Improvement)

4. How Will We Know We Are On the Right Course? (Measuring for Improvement)

5. Implementation. (Road Map & Action Agenda)
Public Engagement Activities

1) SWOT
   - Strengths
   - Weaknesses
   - Opportunities
   - Threats

2) "Gives" and "Gets"

3) Continuums
   - Rural ➔ Suburban
   - Conservation ➔ Development

4) Resource Allocation
   - Breakdown of current resource allocation
   - Investing $170
# Public Engagement Activities

<table>
<thead>
<tr>
<th>Name</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Community Facilities</td>
<td></td>
</tr>
<tr>
<td>$3,415 ($1,135 w/o schools)</td>
<td></td>
</tr>
<tr>
<td>Public Schools</td>
<td>$2,280</td>
</tr>
<tr>
<td>Community Facilities</td>
<td>$640</td>
</tr>
<tr>
<td>Parks &amp; Recreation</td>
<td>$495</td>
</tr>
<tr>
<td>Economic Development</td>
<td></td>
</tr>
<tr>
<td>$1,490</td>
<td></td>
</tr>
<tr>
<td>Town Center Development</td>
<td>$840</td>
</tr>
<tr>
<td>Economic Development &amp; RT 83</td>
<td>$650</td>
</tr>
<tr>
<td>Conservation &amp; Preservation</td>
<td></td>
</tr>
<tr>
<td>$1,675</td>
<td></td>
</tr>
<tr>
<td>Agricultural Preservation</td>
<td>$750</td>
</tr>
<tr>
<td>Open Space Conservation</td>
<td>$620</td>
</tr>
<tr>
<td>Historic Preservation</td>
<td>$305</td>
</tr>
</tbody>
</table>

**Ellington - Continuums of Place**

- **Should housing be more or less affordable in Ellington?**
  - More Affordable
  - More Expensive

- **Should Ellington have more or less families (including children)?**
  - Less Families
  - More Families

- **Does Ellington need more or less senior housing?**
  - Less
  - More
Community Survey

**Q 4** Ellington is doing a good job protecting natural resources such as streams and lakes

Answered: 94  Skipped: 2

<table>
<thead>
<tr>
<th>ANSWER CHOICES</th>
<th>RESPONSES</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly Agree</td>
<td>10.15%</td>
</tr>
<tr>
<td>Somewhat Agree</td>
<td>62.77%</td>
</tr>
<tr>
<td>Somewhat Disagree</td>
<td>3.16%</td>
</tr>
<tr>
<td>Strongly Disagree</td>
<td>5.32%</td>
</tr>
<tr>
<td>DK/Unsure</td>
<td>9.57%</td>
</tr>
<tr>
<td>TOTAL</td>
<td>100.00%</td>
</tr>
</tbody>
</table>

DK/UNSURE | Most respondents who answered “DK/Unsure” indicated not knowing what efforts Ellington is making to protect natural resources.
Market Research & Retail Gap Analysis

KEY FACTS

15,882
Population

42.5
Median Age

2.51
Average Household Size

$81,850
Median Household Income

HOUSING STATS

<table>
<thead>
<tr>
<th>Income Level</th>
<th>Median Home Value</th>
<th>Average Spent on Mortgage &amp; Basics</th>
<th>Median Contract Rent</th>
</tr>
</thead>
<tbody>
<tr>
<td>&lt;$15,000</td>
<td>$269,601</td>
<td>$11,939</td>
<td>$1,038</td>
</tr>
<tr>
<td>$15,000 - $24,999</td>
<td>$281,250</td>
<td>$11,150</td>
<td>$1,139</td>
</tr>
<tr>
<td>$25,000 - $49,999</td>
<td>$299,625</td>
<td>$11,500</td>
<td>$1,182</td>
</tr>
<tr>
<td>$50,000 - $74,999</td>
<td>$323,150</td>
<td>$12,000</td>
<td>$1,238</td>
</tr>
<tr>
<td>$75,000 - $99,999</td>
<td>$351,875</td>
<td>$12,500</td>
<td>$1,295</td>
</tr>
<tr>
<td>$100,000 - $149,999</td>
<td>$421,250</td>
<td>$14,250</td>
<td>$1,392</td>
</tr>
<tr>
<td>$150,000 - $199,999</td>
<td>$476,875</td>
<td>$16,000</td>
<td>$1,492</td>
</tr>
<tr>
<td>$200,000+</td>
<td>$550,000</td>
<td>$18,000</td>
<td>$1,592</td>
</tr>
</tbody>
</table>

ANNUAL HOUSEHOLD SPENDING

- Apparel & Services: $2,714
- Computers & Hardware: $219
- Eating Out: $4,140
- Groceries: $6,090
- Health Care: $6,991

Tapestry Segments

- Soccer Moms: 24.3% of Households, 1,333 households
- Savvy Suburbanites: 20.9% of Households, 1,320 households
- Yorks and RRs: 17.9% of Households, 1,128 households

Households By Income
The largest group: $100,000 - $149,999 (21.4%)
The smallest group: <$15,000 (3.4%)
## Housing Need (Affordability) & Municipal Impact

<table>
<thead>
<tr>
<th>Units Available vs Adequate Income</th>
<th>&lt;$15,000</th>
<th>$15,000-$24,999</th>
<th>$25,000-$34,999</th>
<th>$35,000-$49,999</th>
<th>$50,000-$74,999</th>
<th>$75,000-$99,999</th>
<th>$100,000-$149,999</th>
<th>$150,000+</th>
<th>Totals</th>
</tr>
</thead>
<tbody>
<tr>
<td>A. Owner-Occupied Gap</td>
<td>-279</td>
<td>-428</td>
<td>-89</td>
<td>-213</td>
<td>715</td>
<td>533</td>
<td>-1,442</td>
<td>-1,072</td>
<td>-2,275</td>
</tr>
<tr>
<td>B. Rental Units Gap</td>
<td>-380</td>
<td>190</td>
<td>570</td>
<td>-405</td>
<td>-641</td>
<td>-1,067</td>
<td>-1,599</td>
<td>-1,072</td>
<td>-4,404</td>
</tr>
</tbody>
</table>

### Table 18. Total Households

<table>
<thead>
<tr>
<th>Units Available vs Adequate Income</th>
<th>&lt;$15,000</th>
<th>$15,000-$24,999</th>
<th>$25,000-$34,999</th>
<th>$35,000-$49,999</th>
<th>$50,000-$74,999</th>
<th>$75,000-$99,999</th>
<th>$100,000-$149,999</th>
<th>$150,000+</th>
<th>Totals</th>
</tr>
</thead>
<tbody>
<tr>
<td>A. Owner-Occupied Gap</td>
<td>57</td>
<td>35</td>
<td>113</td>
<td>295</td>
<td>1,201</td>
<td>589</td>
<td>-1,137</td>
<td>-925</td>
<td>+228</td>
</tr>
<tr>
<td>B. Rental Units Gap</td>
<td>-44</td>
<td>653</td>
<td>772</td>
<td>103</td>
<td>-155</td>
<td>-1,005</td>
<td>-1,294</td>
<td>-934</td>
<td>-1,904</td>
</tr>
</tbody>
</table>

### Table 19. Family Households

<table>
<thead>
<tr>
<th>Units Available vs Adequate Income</th>
<th>&lt;$15,000</th>
<th>$15,000-$24,999</th>
<th>$25,000-$34,999</th>
<th>$35,000-$49,999</th>
<th>$50,000-$74,999</th>
<th>$75,000-$99,999</th>
<th>$100,000-$149,999</th>
<th>$150,000+</th>
<th>Totals</th>
</tr>
</thead>
<tbody>
<tr>
<td>A. Owner-Occupied Gap</td>
<td>-214</td>
<td>-350</td>
<td>-9</td>
<td>115</td>
<td>1,076</td>
<td>1,483</td>
<td>-86</td>
<td>-130</td>
<td>-1,885</td>
</tr>
<tr>
<td>B. Rental Units Gap</td>
<td>-315</td>
<td>268</td>
<td>650</td>
<td>-77</td>
<td>-280</td>
<td>-113</td>
<td>-243</td>
<td>-139</td>
<td>-249</td>
</tr>
</tbody>
</table>

### Table 20. Non-Family Households

<table>
<thead>
<tr>
<th>Bedrooms</th>
<th>Housing Units</th>
<th>Rutgers</th>
<th>Multipliers</th>
<th>PSAC</th>
</tr>
</thead>
<tbody>
<tr>
<td>No bedrooms</td>
<td>133 (1.9%)</td>
<td>0.04</td>
<td>5</td>
<td></td>
</tr>
<tr>
<td>1 bedroom</td>
<td>1,433 (20.9%)</td>
<td>0.04</td>
<td>57</td>
<td></td>
</tr>
<tr>
<td>2 bedrooms</td>
<td>1,447 (21.1%)</td>
<td>0.25</td>
<td>362</td>
<td></td>
</tr>
<tr>
<td>3 bedrooms</td>
<td>2,504 (36.6%)</td>
<td>0.51</td>
<td>1,277</td>
<td></td>
</tr>
<tr>
<td>4 bedrooms</td>
<td>1,225 (17.9%)</td>
<td>0.95</td>
<td>1,164</td>
<td></td>
</tr>
<tr>
<td>5 or more bedrooms</td>
<td>105 (1.5%)</td>
<td>1.04</td>
<td>109</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>6,847</td>
<td>[0.43]</td>
<td>2,974</td>
<td></td>
</tr>
</tbody>
</table>

### Ellington Enrollments:

- Enrolled Pupils (2,688) per Total Housing Unit (6,847) = **0.39**
- Enrolled Pupils (2,688) per Occupied Housing Unit (6,717) = **0.40**
- Enrolled Pupils (2,688) per Multi-Person Households (4,561) = **0.59** (minus the 32.1% of households living alone)

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PLANNING AND DESIGN
Review of Studies, Reports, & Plans

- Conservation Plan (2016)
- Ellington Zoning Regulations (2018)
- Ellington Subdivision Regulations (2013)
- Ellington Inland Wetland Regulations (2014)
- Ellington Road Safety Audit (2018)
- Stormwater Management Plan (2017)
- Approved Tax Abatement List (2017)
- Farmland Preservation Brochure (2018)
- Housing Study and POCD amendment (2014)
- Route 83 Corridor Study and POCD amendment (2015)
- Master Sewer Facilities Plan (1998)
- Ellington Community Survey (2007)
- The Capitol Region Natural Hazards Plan Update for Ellington
- Cost of Community Services Study
How This Plan is Organized

Chapter 1: Introduction: Overview of the Plan, the process, and the requirements.

Chapter 2: A Plan for a Sustainable Future in Ellington: Discusses the importance of decision making relating to planning.

Chapter 3: Conservation Strategies: Natural Resource Protection: Addresses natural resources and mechanisms to protect them (floodplains, wetlands, open space, forested lands, management of stormwater, erosion control, and septic system maintenance).

Chapter 4: Conservation Strategies: Preservation: Addresses strategies to preserve community character through prioritizing the preservation of open space.

Chapter 5: Housing Strategies: Addresses housing and the housing affordability needs assessment.
How This Plan is Organized

**Chapter 6: Economic Development Strategies:** Discusses strategies for development along the Route 83 corridor, the town center triangle area, and the Ellington Airport.

**Chapter 7: Transportation Strategies:** Discusses the Town road network, parking requirements, and alternative modes of transportation including sidewalks and recreational pathways.

**Chapter 8: Public Facilities and Infrastructure Strategies:** Reviews & considers needs for facilities (Town Hall, Public Works, Senior Center, Fire, Community Center, Recreation, Schools, and Sewers)

**Chapter 9: Consistency with State and Regional Plans:** Presents a summary of how this Plan is consistent with the major principles in the both the State Plan of C & D and the CRCOG Plan.

**Chapter 10: Implementation Guide:** Presents a summary of the major recommendations in this plan and the agencies and/or staff principally responsible to implement them.
## Existing Land Use

<table>
<thead>
<tr>
<th>Land Use Group</th>
<th>Acreage</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture</td>
<td>3,443</td>
<td>15.5%</td>
</tr>
<tr>
<td>Church/Cemetery</td>
<td>80</td>
<td>0.4%</td>
</tr>
<tr>
<td>Commercial</td>
<td>819</td>
<td>3.7%</td>
</tr>
<tr>
<td>Industry</td>
<td>150</td>
<td>0.7%</td>
</tr>
<tr>
<td>Institutional</td>
<td>12</td>
<td>0.1%</td>
</tr>
<tr>
<td>Multifamily</td>
<td>1,149</td>
<td>5.2%</td>
</tr>
<tr>
<td>Municipal/Schools</td>
<td>202</td>
<td>0.9%</td>
</tr>
<tr>
<td>Single Family</td>
<td>8,150</td>
<td>36.9%</td>
</tr>
<tr>
<td>Recreation/Farm/Open</td>
<td>4,958</td>
<td>22.5%</td>
</tr>
<tr>
<td>Space</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Vacant</td>
<td>1,937</td>
<td>8.8%</td>
</tr>
<tr>
<td>Shenipsit Lake</td>
<td>162</td>
<td>0.7%</td>
</tr>
<tr>
<td>Crystal Lake</td>
<td>177</td>
<td>0.8%</td>
</tr>
<tr>
<td>Rights of Way</td>
<td>836</td>
<td>3.8%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>22,075</strong></td>
<td></td>
</tr>
</tbody>
</table>
Chapter 3. Conservation Strategies, Natural Resources

- Adopt comprehensive floodplain regulations (DEEP Model).
- Prepare a more detailed flood study for "non-studied" areas.
- Build a more detailed "official" wetlands map.
- Evaluate larger wetland systems to establish wetland values.
- Develop a searchable data base of wetland applications.
- Adopt a forestry management program.
- Map aquifer resources and create a protection program.
- Assist with implementation of the 2017 Stormwater Management Plan.
- Adopt LID standards in Zoning and Subdivision.
- Offer zoning bonuses for voluntary use of LID techniques.
- Working with the NCDHD on a septic system education program.
Chapter 3. Maps - Wetlands
Chapter 4. Maps - Vacant Land

Town of Ellington
Vacant Land with
Development Potential Map
Created by the Ellington Planning Department
Plan of Conservation & Development 2018

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March 2019
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PLANNING AND DESIGN
Chapter 4. Conservation Strategies for Preservation

- Working with the Conservation Commission to develop a list and prioritize properties for open space preservation.
- Adopt a TDR programs.
- Broaden opportunities in the Zoning Regulations to permit farm wineries and breweries along with the ability to conduct special events such as weddings.
- Adjust the metrics in the Open Space Subdivision regulations to provide a greater incentive for its use.
- Conduct an inventory of historic structures as a first step toward implementing the strategies contained in the 2007 POCD.
- Consider adopting a demolition delay ordinance.
Chapter 5. Housing & Residential Development

Crumbling Foundations

- Waive permitting fees for foundation repairs.
- Amend Zoning to allow ‘variation’ to the yard setbacks (for affected buildings to be relocated to a new foundation on the property) without the need to demonstrate zoning hardship.
- Allowing a ‘reasonable accommodation’ to the zoning requirements by staff review and the approval process.
- Allowing temporary housing/storage trailers on a site during reconstruction.
- Support regional, state, and federal efforts to address the foundation issues.
- Consider adopting a property tax abatement program to reduces the property taxes of properties with replaced/repaired foundations.
Chapter 5. Housing & Residential Development

Mixed Use Residential Development

- Allow residential density, by right, of 8 to 10 units per acre and density bonuses of an additional 2 to 4 units per acre.
- Create a Transfer of Open Space and Transfer of Development Rights program for mixed-use residential developments.
- Require a minimum of 1,000 square feet commercial space per 10 units of housing, excluding the density bonuses.
- Allow flexibility in site design requirements aimed at favoring ‘good’ design over rigid standards and requirements.
Chapter 5. Housing & Residential Development

Housing Need - Affordability

- Focus on housing need, not tenure (owner vs renter) or type of housing (single vs multifamily).
- Seek to provide a mix of 1, 2, and 3-bedroom multifamily units. Recommended mix: 30% - 40% 1-bedroom, 40% - 50% 2-bedroom, and 5% - 15% 3-bedroom units.
- Continue to provide a mix, balance, and diversity of housing stock. Seek to maintain the balance of both single-detached vs multifamily and owner vs renter-occupied housing—the mix should be: 63-65% single-detached and owner-occupied with 35-37% multi-family and renter-occupied housing.
Chapter 5. Housing & Residential Development

Zoning

- Create an inclusionary zoning provision requiring 7% of housing, in any development, to be affordable (8-30g).
- Provide greater flexibility regarding the Dimensional and Area Standards (Section 3.6.6) in the ‘Workforce Housing Provision’ (Section 3.6.7).
- Allow private market elderly housing, including an affordability provision of 20% to 30% compliant with 8-30g.
- Create a ‘friendly’ 8-30g zoning regulation that allows for 8-30g applications.
- Create a mixed-use development housing provision that requires 15% of mixed-use to be workforce housing.
- Provide reduced permitting fees for affordable housing units.
Chapter 6. Economic & Commercial Development

Route 83 Corridor

- Review and update of the Planned Commercial Zone to create a flexible Master Plan development approach and process that creates flexibility and focus more on quality of design (site design and architecture) than on the bulk, area, and density of development.
- Consider allowing the Planned Commercial Zone to also be applicable to other areas of the Route 83 Corridor.
- Create a transfer of open space and/or development rights programs to incentivize higher density development within the Corridor.
- Consider the utilization of such transfers for commercial density, not just residential.
- Improve upon and create more robust site design standards within the Zoning Regulations (i.e. LID, landscaping, parking, architecture, consolidated parcels, and access management).
Chapter 6. Economic & Commercial Development

**Village Area Strategies**
- Create an Ellington Center Village Plan.
- The Village Plan should explore and consider:
  - The creation of a Village District Zone with a flexible master plan approach to development.
  - That the Village District Zone provide for mixed-use commercial and residential development.
  - Include well-designed public spaces: parklands, trails, and community gathering spaces.
  - Designating the area as a receiving area for TOS/TDR.
  - Included affordable housing, 8-30g compliant.
Chapter 6. Economic & Commercial Development
Chapter 6. Economic & Commercial Development

Ellington Airport Strategies

- Create an Airport Advisory Committee.
  - The Committee should study the airport, its potential, and its role in the community and economic development.
  - It should be an advocate for the airport.
- Conduct an Airport Expansion Feasibility Study.
  - Potential to expanding and reorientation of the runway.
  - Need and potential for land acquisition/runway expansion.
  - Potential for an instrument approach.
  - Market potential for increased general aviation use.
  - Reconfiguration of land/buildings and potential for new development.
  - Creating an aviation program at the high school and possible partnership with the airport.
Chapter 6. Economic & Commercial Development

Agriculture Economic Sector

- Create an Agriculture Advisory Commission.
- Review all Town regulations and ordinances with the aim of removing barriers to farming to ensure that the Town is not closing-down opportunities.
- Amend Zoning to allow agritourism and specific agritourism uses (i.e. banquet spaces or functions, farm-to-table dinners, tasting rooms and restaurants, vineyard, breweries, tours, outdoor activities, bakeries, etc.).
- Amend Zoning to allow bed & breakfast, small country inns, and/or other forms of hospitality that may be reasonably associated with farms.
- Create and/or organize harvest events, fairs, and festivals that highlight local farms, their work and products, and draw positive attention to Ellington’s agricultural community.

Keep Ellington Moooooving!
Chapter 7. Transportation

Road Classification and Land Use

- Implementing the Town’s 2017 Stormwater Plan.
- Adopt stormwater drainage standards for existing streets.
- Adopt stormwater drainage standards for new developments.
- Update the Subdivision Regulation Road Design Standards with the aim of reducing stormwater runoff. Such updates should consider:
  - Low Impact Development practices
  - Reduced roadway widths.
  - The elimination of curbs on local roads with associated sheet-flow and drainage swale approaches.
Chapter 7. Transportation

**Alternative Modes of Transportation**

- Evaluate and adjust Zoning parking requirements.
- Modernize Zoning site design requirements.
  - Reduce impervious surfaces (i.e. porous pavement, deferred parking, and shared parking).
  - Implemented access management and consolidated parcel requirements
- Work to create a connected road network to ensure circulation and flow
- Create a comprehensive sidewalk and trails plan aimed at a town-wide network.
- Create flexible local road design standards that allow road width reductions.
- Implement the ‘Ellington Town Center Walkway: Creating a Walkable Environment’ and ‘Route 83 Corridor Study’.
- Amend Zoning to require sidewalks for new develop in the Route 83 corridor and Town Center.
Chapter 8. Public Facilities & Infrastructure

- Develop a modified building plan for improvements to the Town Hall Complex that will meet the basic needs of the Town.

- A long-term needs assessment for the possible construction of a synthetic turf field should be conducted with a town-wide advisory committee overseeing the study.

- Review the findings of the facility needs study now being prepared by the Board of Education—consider an amendment to this plan which supports the finding of this study.

  - Reserve enough capacity to service the Rt. 83 and Town Center triangle area.
  - Complete other high priority work tasks identified by the WPCA.
Chapter 8. Maps – Sewer Shed

Town of Ellington
Sewer Shed Map
Created by the Ellington Planning Department
Plan of Conservation & Development 2018

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March 2015
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Chapter 8. Maps – Sewer Customers
Thank You!

Good Night