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# Thompsonville ZONING STUDY



**The Cecil Group**  
Planning and Design

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# 1 INTRODUCTION

*This report is the summary of the results of a process and the recommendations from a study intended to result in revised zoning within the Thompsonville Village district of Enfield. The ultimate goal of these revisions is to find ways to revitalize the village while maintaining the best qualities of the historic character that continues to define the village district; regardless of the previous excesses of urban renewal that changed so much of the built environment. Remaining are many historic buildings, a mill redevelopment success story, a waterway leading to the Connecticut River, significant and well-placed public lands, and an active real estate development community looking for new opportunities. With these opportunities, the question is how could the private market be given a reasonable direction in a framework for change through revisions to zoning and other public sector actions?*

The reasons this is of particular interest at this time are first the indications that the recession and depression in the real estate market are potentially turning around over the next several years. As a result, new investments could be directed to valuable opportunities in the village. Second is that even though also impacted by the recession, Bigelow Commons; the rug factory redevelopment project, is proof that with the right conditions, real estate investments in Thompsonville can be successful. Third and of equal significance is that the high speed rail improvements, known as the New Haven-Hartford-Springfield (NHHS) Rail Program, will add new transit options for the region.

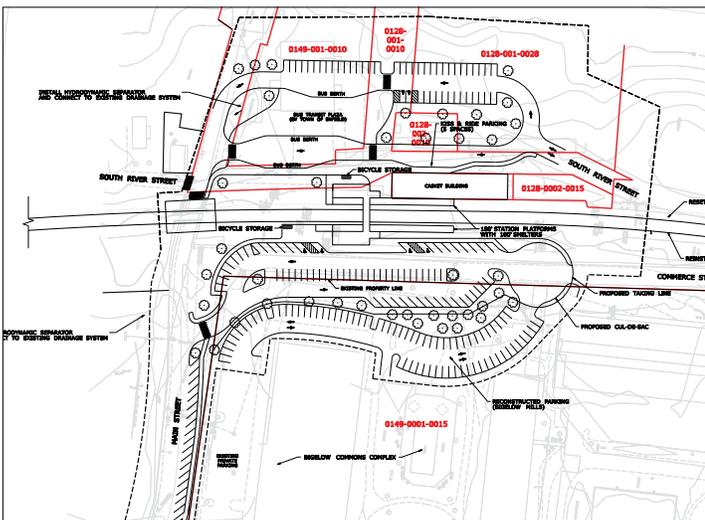
The NHHS rail project will pass through Enfield with high-speed rail service and connect to state commuter rail. The link connecting Enfield; the northern Hartford to Springfield section planned for 2016, is dependent upon new federal appropriations. Enfield may receive a new station in Thompsonville if the funds are appropriated and would be served by Connecticut-operated regional trains but not, based on current planning, by Amtrak.

The implications of transit are important. Running through what is known as the “Knowledge Corridor,” the transit improvements mean commuting could be improved allowing people to make choices about where to reside in relation to work and where to start up new businesses. For neighboring Windsor’s train station, annual ridership on Amtrak and commuter rail is expected to increase from about 10,300 passengers on Amtrak alone to 51,600 on both Amtrak and commuter rail in 2016.

For rail riders and others looking at Thompsonville, with its unique character and mix of opportunities, the village could be an attractive option for living, working, and even live/work arrangements. As noted in a 2012 Housing Study (*Senior Housing Market Analysis*, Prepared for the Enfield Housing Authority, Partners for Economic Solutions, MAPPLAN Partners, 2012);

“With a convenient and affordable transportation link, that new service should help to specifically revitalize Thompsonville and attract new households seeking to simplify their commutes to the neighborhood immediately around the planned station. Meeting that potential demand will require development of quality housing with easy access to the rail station, particularly rental housing within walking distance of the station as many of the younger adults seeking transit-accessible housing are renters.”

Developed in the late 19th century with a reliance on traditional heavy rail lines the current interest is in revitalizing this village of Enfield and a commuter rail station may help catalyze that revitalization. With a strong real estate market that might be realized with improved transit, the area is hoped to develop as a transit-oriented district of residences, shops and employment associated with a train station. Regardless, the village has character and value worthy of new investment.



The recommendations of this study are to adopt new zoning that encourages reinvestment through the opening of opportunity that can be accommodated with the zoning powers afforded to municipalities. The town could also be more proactive in reaching out to attract development. Consequently, additional ideas are presented for economic development and redevelopment strategies. The combination of outreach and accommodation has been proven successful in other communities, and two examples are included in this report.

Following the *Thompsonville Revitalization Action Plan's* Governmental Strategies Plan of Conservation and Development, the objectives followed in this process were to address the adoption of zoning

*Enfield station conceptual plan*  
*State of Connecticut*  
*Department of Transportation*

policies and practices that encourage desired businesses and residential development and expansion of the Thompsonville Village Center Zoning District for more mixed-use development, which includes creative industries, workforce housing, and “main street” businesses.

The proposed zoning amendments range from subtle to substantial. It is anticipated that adoption of the amendments may take a year to complete. However, based on the input to this study from the public (results of workshop are included in the appendices) there is general agreement the changes are warranted.

# 2 EXISTING CONDITIONS

## STUDY AREA

The study area was defined at the initial meeting with the town staff to include the boundary shown in Figure 1, Study Area. While this may vary from other historic and planning designations, this boundary represents the blocks that could take advantage or may require rezoning to fully realize their potential. The study area is approximately framed on the west by the Connecticut River, on the south by Enfield High School, on the east by Interstate I-91 and on the north by Grape Brook and Lafayette Park. The north central portion is the area of commercial and mixed use development within the Village and along Enfield Street.

The northern, southern and eastern sections appear to be developed predominantly as residential blocks. However, the GIS analysis completed for this study provides the suggestion of more mixed development conditions within the center of the village as described in the following section.

## LAND USE

The land within the study area has been committed to a highly varied mix of residential, commercial, and industrial uses. This makes the attempts to define the existing conditions through zoning more complex. This condition also allows for a variety of zoning approaches to define the future land use goals.

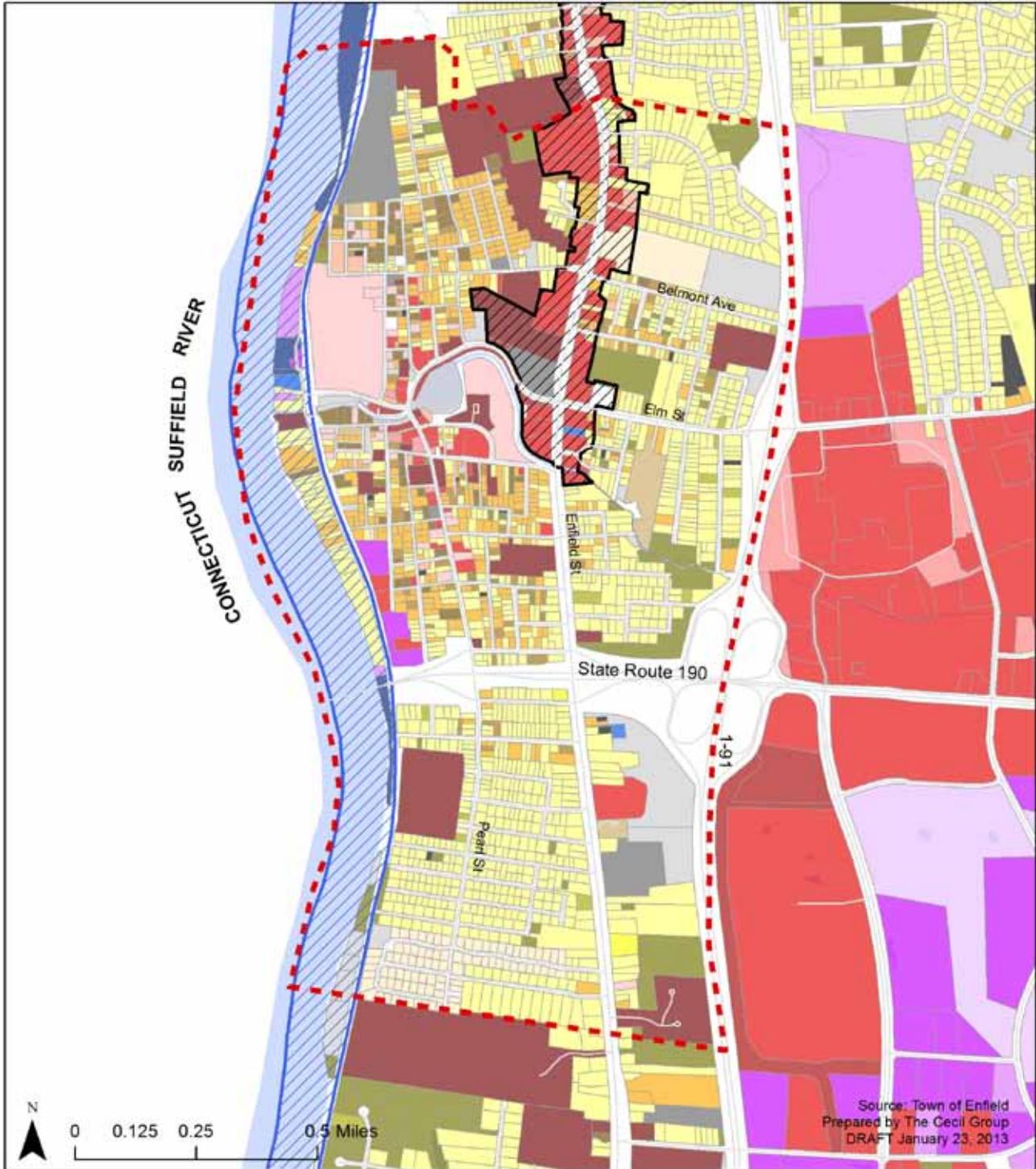
The analysis of the land uses considered for this study divided the study area into subdistricts for analysis using the town's GIS and Assessor's records. Following are more details on the distributions of uses within the key subdistricts.



*Commercial land use*



*Residential land use*



### ENFIELD LAND USE



## RESIDENTIAL CORE SUBDISTRICT

Thompsonville has a mixed use character with commercial and industrial inclusions within many areas. However, while the R-33 zoned blocks surrounding the Village Center, which are north of State Route 190 and west of Enfield Street, are predominantly (73.4%) single and two-family residential uses as listed in the following table, the number of commercial inclusions is significant.

**TABLE 1. NORTHERN AND SOUTHERN SUBDISTRICTS [R-33 ZONE]**

LAND USE	# PARCELS	% OF PARCELS	ACRES	AVERAGE SF OF PARCEL
Commercial Apartments C	17	2.6%	4.16	10,659
Commercial Residential	1	0.2%	0.23	10,019
Commercial w/ Out-Building	1	0.2%	0.22	9,583
Commercial	7	1.1%	1.48	9,230
Condominium	2	0.3%	0.00	-
Exempt Commercial	4	0.6%	5.08	55,321
Exempt Vacant	8	1.2%	1.52	8,276
Exempt Vacant w/ Out-Building	1	0.2%	0.64	27,878
Four Family	66	10.1%	15.04	9,926
Residential Dwelling	221	33.7%	44.68	8,807
Res Vacant	11	1.7%	2.51	9,940
Single Family w/In-Law Apartment	1	0.2%	0.39	16,988
Three Family	43	6.6%	8.60	8,712
Two Family	260	39.7%	47.45	7,950
Vacant w/ Out-Building	9	1.4%	0.66	3,194
(blank)	3	0.5%	0.00	-
<b>Total</b>	<b>655</b>	<b>100%</b>	<b>132.66</b>	<b>8,823</b>



*Residential area*

## THOMPSONVILLE VILLAGE CENTER

The land in the Village Center proper, which includes land zoned as the Thompsonville Village Center (TVC) district, incorporates a mixed condition of commercial and residential uses. However, as noted in the following table, The TVC zone has the same number of commercial properties as the Residential Core subdistricts summarized above.

**TABLE 2. THOMPSONVILLE VILLAGE CENTER [TVC ZONE]**

LAND USE	# PARCELS	% OF PARCELS	ACRES	AVERAGE SF OF PARCEL
Commercial Apartments C	13	8.7%	2.94	9,851
Commercial Residential	5	3.3%	1.32	11,543
Commercial w/ Out-Building	1	0.7%	0.09	3,920
Commercial	7	4.7%	1.15	7,183
Condominium	32	21.3%	13.19	17,949
Exempt Commercial	11	7.3%	15.86	62,813
Exempt Vacant	4	2.7%	1.01	10,948
Exempt Vacant w/ Out-Building	8	5.3%	4.22	22,960
Four Family	6	4.0%	4.38	31,799
Residential Dwelling	9	6.0%	1.36	6,582
Residential Vacant	1	0.7%	0.18	7,841
Single Family w/In-Law Apartment	15	10.0%	2.35	6,824
Three Family	2	1.3%	0.20	4,269
Two Family	7	4.7%	1.46	9,085
Vacant w/ Out-Building	24	16.0%	4.01	7,278
(blank)	5	3.3%	0.00	0
<b>Total</b>	<b>150</b>	<b>100.0%</b>	<b>53.71</b>	<b>15,599</b>



*Village center*

### WATERFRONT LAND USE

Because the waterfront is considered a potential transit and redevelopment opportunity, a detailed analysis was also completed for this subarea between the railroad tracks and the Connecticut River. The waterfront properties within the study area are an unusual mix of industrial and variable quality residential dwellings (see Table 3). Enfield has a particularly nice riverfront landing at the end of Asnuntuck Street and Main Street, adjacent to the Freshwater Brook that flows into the Connecticut River. The land also includes remnants of the industrial uses that populated this area.

These properties are overlain by the Connecticut River Conservation Overlay district and impacted by the regulatory floodplain shown in the next section.

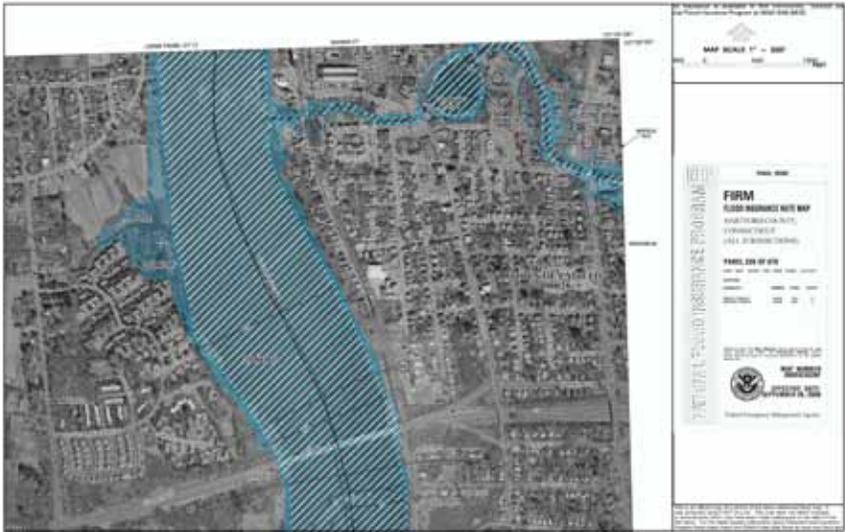
**TABLE 3. WATERFRONT PARCELS**

LAND USE	# PARCELS	% OF PARCELS	ACRES
Exempt Commercial	1	2.6%	1.12
Four Family	1	2.6%	0.37
Industrial Land	2	5.1%	3.65
Industrial	1	2.6%	0.12
Public Utility	1	2.6%	1.00
Public Utility Vacant	2	5.1%	1.80
Residential Dwelling	23	59.0%	8.14
Two Family	8	20.5%	3.97
Total	39	100.0%	20.17

### FLOODPLAINS AND WATERWAYS

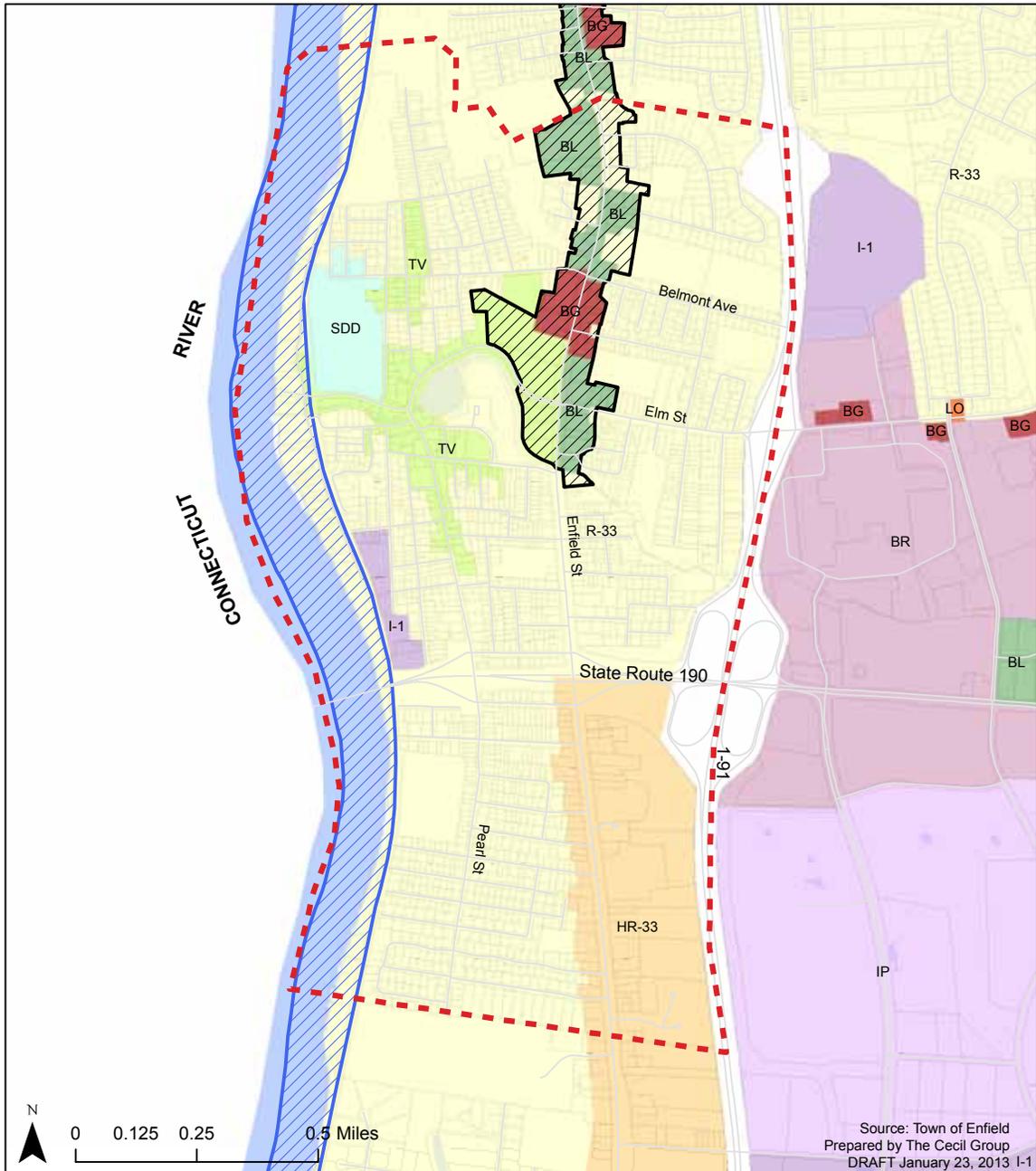
An important resource is the riverfront that creates character and value in the Village. Two waterways, the Connecticut River and the Freshwater Brook, provide useable frontage and visual enhancement. They also create environmental restrictions in the form of permit requirements and floodplain restrictions. FEMA, Flood Insurance Rate Maps from 2008 show that while the regulatory floodplains do not impact a significant amount of commercial property in Thompsonville they do spread over portions of the Housing Authority property off Central Street and the commercial properties located on Enfield Street between Elm Street and High Street (see FIRM map).

*Flood Insurance Map (FIRM), Federal Emergency Management Agency*



## ANALYSIS OF EXISTING ZONING

The zoning that allows the use of the land within the study area was analyzed to compare with the existing development and to determine the relevance of the zoning standards and criteria to the actual development within the districts.



### ENFIELD ZONING

BG - Business General	I-1 - Industrial 1	R-88 - Residential 88	Study Area
BL - Business Local	I-2 - Industrial 2	HR-33 - Historic Residential	Design Overlay Districts
BP - Business Professional	IP - Industrial Park	MFHD - Multi-Family Housing District	CT River Conservation Zone
BR - Business Regional	R-33 - Residential 33	SDD - Special Development District	Connecticut Suffield River

## THE R-33 AND HR-33 DISTRICTS

The R-33 and HR-33 districts in Thompsonville cover the residential blocks outside the Village Center and Enfield Street corridor (see Table 1 above). The key zoning standards determined applicable to present considerations regarding use and dimensional criteria are as follows:

- Minimum lot area is 33,000 SF.
- Single family housing is allowed by right.
- Duplexes are allowed by right but restricted to 1 building per lot, and at least half of abutting lots must have at least 1 building with at least 2 dwelling units.
- Multi-family units, more than two-units, are not permitted, except as below.
- Conversions from single-family or other use to 2,3,4 family with minimum building size of 1,600 SF of floor area after conversion, with a maximum of 25% lot coverage, and only 1 additional unit per lot.

## FINDINGS

Given that the average size of existing residential parcels within the R-33 districts north of Route 190 is 8,000 to 8,800 SF in size, the minimum lot area required by the district, 33,000SF makes most of the existing properties non-conforming as to zoning. In addition, with over 100 buildings in use as multi-family buildings, there is a substantial portion of the structures that are subject to significant permitting requirements for alterations. Moreover, the R-33 district south of Route 190 includes many properties less than 33,000 sf.

## THOMPSONVILLE VILLAGE CENTER [TVC] DISTRICT

The TVC District overlays the zoned Village Center. Table 2, above, lists the land use data. The key district purposes (goals) and zoning standards determined applicable to use and dimensional criteria are as follows:

- Purposes of the District
  - \* Encourage revitalization and compatible new development within the historic center
  - \* Promote a mix of uses within a pedestrian environment, while retaining historic village character
  - \* Accomplish objectives in Thompsonville Revitalization Strategy and the Enfield Plan of Conservation and Development
- 5000 SF minimum lot but can be reduced to 4500 SF by Special Permit
- 40 feet maximum height of buildings (approximately 2.5 to 3 stories of commercial space)
- Proposals or changes to types of uses or architectural elevations of buildings requires approval of Planning and Zoning Commission
- Demolition of buildings requires a Special Permit

- Single use more than 5,000 SF of gross floor area requires a Special Permit
- Changes to building architectural features requires a Special Permit
- The first floor spaces are restricted to retail, service, small pro/med office, recreation, government, and similar uses
- Residential, other offices, dance studios and business/trade schools are only allowed above the first floor
- For project along the brook, public access adjacent to Freshwater Brook is required unless Planning and Zoning Commission waives this requirement

### *FINDINGS*

By structure the TVC district is a good approach for a mixed use zone that is promoting an active village center. However, the actual uses (see Table 2) create a predominantly residential district with a very limited number of commercial uses. The result is that the district has not firmed up as a destination village center. The commercial development along Enfield Street has been more active yet is different in form and character. The Enfield Street Business zoning districts are reviewed below.

### **BUSINESS DISTRICTS ON ENFIELD STREET**

The Business zoning districts on Enfield Street were reviewed to consider the district standards and to determine whether the business zoning is addressing particular needs. There are two business districts and an overlay district within the study area. The business districts are not continuous along the corridor, and the overlay district does not align exactly with all the business zones on Enfield Street.

### *LIMITED BUSINESS [BL] ZONE*

The Limited Business [BL] district includes the following dimensional standards:

- Minimum lot size: 30,000 SF
- Front yard setback: 60 feet
- Side yard setback: 20 feet
- Rear yard setback: 20 feet
- Maximum building height: 24 feet

Setbacks may be waived up to 50% within the Design Overlay district. The maximum building height may be increased with an increased front yard, and may be waived within the Design Overlay, with 3 stories as the maximum height.

### *GENERAL BUSINESS [BG] ZONE*

The General Business [BG] district includes the following dimensional standards:

- Minimum lot size: 22,500 SF

- Front yard setback: 60 feet
- Side yard setback: 10 feet
- Rear yard setback: 20 feet
- Maximum building height: 36 feet

Setbacks may be waived up to 50% within the Design Overlay district when it accomplishes one of the listed values such as historic preservation. The maximum building height may be increased with an increased front yard, and may be waived within the Design Overlay, with 3 stories as the maximum height.

### *DESIGN OVERLAY DISTRICT ON ENFIELD STREET*

The Town of Enfield has a unique overlay district; Section 8.60, King Street/ Enfield Street Design Overlay District. This regulation provides an opportunity for the town to define and negotiate the design and character of development based on listed criteria, with the general purpose “to promote the use of design elements which respect traditional architectural styles common to the traditional New England Town.” The criteria in the overlay district include:

- Siting: All spaces and structures visible to the public from public roadways shall be designed to add to the visual amenities
- Landscape: Important landscapes and vistas shall be preserved.
- Building elements: Materials, texture, and color used on the exterior walls and roofs shall be those associated with traditional New England architecture. Preferred building materials.
- Architectural details: characteristic of the particular style and period
- Signs: Design and placement materials and colors which are appropriate

### *FINDINGS*

The BL and BG zoning districts are reasonable in the area covered and are fairly similar in dimensional criteria after applying waivers allowed by the Design Overlay District. The criteria in the Design Overlay District are typical of those often found in design review regulations. In addition, the application of the regulation has been considered of some success given the nature of the suburban-style highway development that populates Enfield Street. The continued use of the regulation is appropriate for its purpose.

### **NON-CONFORMING LOTS**

Another consideration is the allowance for working outside the strict boundaries of zoning restrictions when the conditions pre-exist the zoning restrictions and the conditions create non-conformance with the current regulations. As noted in the Land Use Tables above, there are a substantial number of lots in the study area which are non-conforming as to the size of the lot. Section 3.40.3 Non-conforming Lots addresses these conditions. The key provisions of the section are as follows:

- Any lot which does not conform to minimum area and frontage requirements is eligible for this section.
- Only one single family dwelling and accessory buildings may be erected on a non-conforming lot located in a residential zone, provided there is compliance with all other requirements of the bulk standards of the Regulations.
- The regulation also notes that the area or frontage of a non-conforming lot shall not be reduced.

When in a residential district any new construction on a non-conforming lot which is under 33,000 sq. ft. must also meet the following requirements:

- Minimum Front Yard: 35 feet
- Maximum Lot Coverage: 20 %
- Minimum Yard Setbacks: Front and Rear: 35 feet , Side: 10 feet
- Maximum Building Height: 35 feet or 2½ stories
- Minimum Total Finished Floor Area: 1,200 square feet
- Minimum Total First Floor Area in Two Story Building: 800 square feet

### *FINDINGS*

The application of the non-conforming section of the regulations is restrictive on undersized residential properties, yet applies to a majority of the residential lots in the study area. This creates related issues. The improvement of most properties requires a Special Use Permit or variance before the town. This increases the workload on both Town Boards and staff members which takes away time and resources from other projects. However some regulation is needed to maintain the historic qualities and characteristics of the neighborhoods and maintain property values. With application of the historic guidelines (Appendix B of the Town Regulations), these concerns for character could be addressed for the village center. For the R-33 districts, east of Enfield Street and south of Route 190, relief by reducing minimum lot sizes is appropriate. For the HR-33 district, the lot size would not directly preserve historic landscapes so relief from the larger minimum lot size would also be acceptable. Historic preservation criteria and programs could be used to advance other goals.

# 3 RECOMMENDATIONS

*This section contains the proposed recommendations for changes in zoning regulations. Zoning alternatives are options that were considered and applied. Key recommendations include district regulations to maintain and changes in the zoning maps and regulations. Proposed zoning amendments outline the significant regulatory amendments. Proposed metrics are provided with the new districts that are objectives for the results of the re-zoning, rather than requirements of the zoning. Proposed drafts of regulations are included in the appendices.*

## ZONING ALTERNATIVES

A number of alternatives were considered prior to making recommendations on the approaches to rezoning the study area. Each of the following alternatives for modifying zoning are proposed to accomplish the village revitalization goals:

- Amendment of Existing Districts – Major and minor changes may be made to existing zoning districts to modify the application of the standards. These change may include:
  - \* Amendments to the Zoning Map – changing an existing district to expand or reduce its extent
  - \* Dimensional changes – amendments to building setbacks and height and lot areas may be used to change or reinforce the character of the district
  - \* Density allowances – reducing or increasing the density of commercial floor area or number of residential units
  - \* Allowed uses – the number and types of uses allowed in a district could change the market-based options available to fill building spaces
- Incentives – Incentives may be used to attract desired development. There are two ways considered here for projects providing the desired construction:
  - \* Density bonuses – where an increase in the number of units or the rentable floor area may be provided for the right development
  - \* Easing the permitting process – reducing the time and process for reviews
- New Zoning Districts – When a substantial change in land use is proposed, a new district is necessary

- Non-Zoning Alternatives – In addition to the zoning options, non-zoning programs through the town or non-governmental organizations may be used to promote revitalization

## KEY RECOMMENDATIONS

The following are recommendations for rezoning of Thompsonville Village. These are revised according to the input from the public meeting when these were first presented to the public.

Key recommended changes are proposals for:

- Amendment of dimensional standards for the R-33 and HR-33 districts,
- Changes in the proposed zoning map for and creation of a new, core Thompsonville Mixed-Use District,
- An interim waterfront district focused on transit but allowing for new development under a negotiated process with those proposing future development of the riverfront,
- Changes in the design and permit review process.

Within the development of these recommendations, consideration was given to how best to act on development of workforce, or affordable, housing.

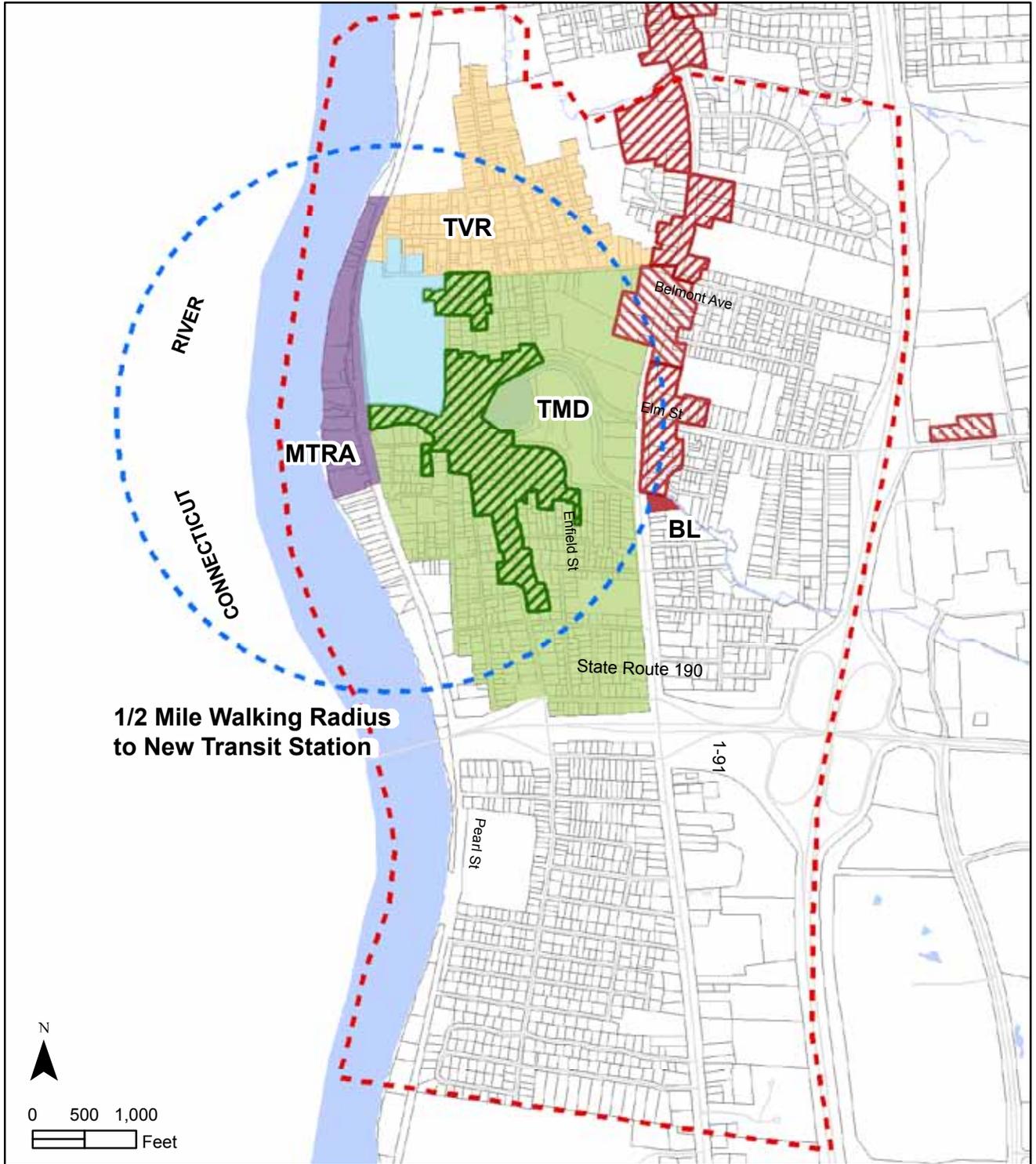
The option of an Incentive Housing Zone (CGS c.124b) was considered to provide some funding incentives to the Town. The State Department of Housing reportedly will award a total of \$197,800 in funding through the Housing for Economic Growth Program, also known as HomeCT for the purpose of creating and building in Incentive Housing Zones (July 18, 2013 announcement from Governor Malloy's Office). The TVR and TMD districts as recommended would meet the density criteria of the Incentive Housing Zone. However, the additional criteria requiring an increase in density by 25% would be harder to meet given the built-out conditions of the Village and the goal to preserve historic characteristics.

Regardless, the opportunity provided in the proposed TVR and TMD district regulations, as supported by the housing market information prepared for this study, suggests that increases in new housing units are possible in Thompsonville (and elsewhere in Town). While the new construction may be market rate units, the production of new units would meet the expected market and thereby provide rental housing for young workers who are often the target for workforce housing.

## PROPOSED ZONING AMENDMENTS

### GOALS

In the standard format of zoning, goals and policies are enunciated to provide guidance to the application of the zoning standards should there be any interpretation necessary because of the variations normally found in the actual, historic development of the properties under the zoning.



**Proposed Zoning**

- |  |   |   |
|--|---|---|
|  Proposed MTRA Zone         |  Existing BL Zone  |  Study Area              |
|  Proposed TVR Zone          |  Existing BG Zone  |  1/2 Mile Walking Radius |
|  Proposed TMD Zone          |  Existing SDD Zone |   |
|  Proposed BL Zone Extension |  Existing TVC Zone |   |

Source: Town of Enfield  
 Prepared by The Cecil Group  
 July 1, 2013

The following are proposed goals to direct the zoning recommendations. These could be included in a modified format in the Purpose section of the individual regulations.



*BL District, corner of Elm and Enfield St*

- A. Implement the Thompsonville Revitalization Action Plan that was adopted February 2009; particularly:
  - i. Adoption of zoning policies and practices that encourage desired businesses and residential redevelopment,
  - ii. Expansion of the TVC zoning district for more mixed-use development opportunities,
  - iii. Adoption of a comprehensive revitalization plan for the village,
  - iv. Expansion of homeownership opportunities.
- B. Focus on reestablishing a true village center:
  - i. Identify a village core between Alden, Enfield, and Franklin streets,
  - ii. Enhance the gateways from Enfield Street to the village core,
  - iii. Maintain the historic character of the core,
  - iv. Add new buildings in character with the village,
  - v. Encourage a variety of uses, including crafts, arts and culture,
  - vi. Promote the development of a transit-oriented, pedestrian-friendly downtown community within walking distance to the future train station
- C. Support and reinforce the existing, historically-developed commercial and residential village center blocks:
  - i. Support existing commercial uses,
  - ii. Allow and encourage new commercial uses,
  - iii. Preserve existing, historic, residential buildings,
  - iv. Encourage owner-occupied, multifamily residential uses.
- D. Build a transit center:
  - i. Prepare for and build a multi-modal transit center on the riverfront,
  - ii. Improve multi-modal accessibility to the transit center and along the river.



*BG District, Bird's eye view corner of Belmont and Enfield St*



*I-1 District, Bird's eye view Enfield Lumber*

## ZONING TO REMAIN

The following zoning districts are proposed to remain as they presently exist in the extent of district and the standards of the regulations:

- HR-33 District Boundaries: The HR-33 district boundary will remain, unless there is a future expansion of the Historic District in which case the HR-33 district should match the expansion.
- BG and BL Districts: The General Business, BG, and Limited Business, BL districts and the Enfield Street Design Overlay will remain as is on Enfield Street, with one exception for expansion noted below.

- I-1 District: The Industrial, I-1 District west of Prospect Street is to remain as is. Note: This parcel may also be appropriate for TMD zoning (see Page 21).
- Special Development District: The Special Development, SDD District over the Bigelow Factory project to remain as is.

## ZONING CHANGES

The following zoning amendments are proposed. The amendments include mapping changes and three new districts.

### R-33 TO PROPOSED R-15 DISTRICTS

- A. To increase conformity of existing development, the R-33 districts dimensional standards should be amended for the following areas of R-33 zoning:
- Riverfront R-33 The section of riverfront south of the boat ramp to the Route 190 bridge and west of the RR.
  - R-33 South of SR190 Residential blocks south of State Route 190, currently zoned R-33.
  - R-33 East of Enfield Street Residential blocks north of the HR-33 district and east of Enfield Street.

The changes in dimensional standards found in Table 4.10 of the regulations for the proposed R-15 district are as follows:

**TABLE: EXISTING AND PROPOSED R-15 DISTRICT STANDARDS**

DIMENSION	CURRENT STANDARD	PROPOSED R-15 STANDARD
Minimum Lot Area	33,000 SF	15,000 SF
Minimum Frontage	150 FT	75 FT
Minimum Yards	Front – 40 FT Side – 25 FT Rear - 50 FT	Front – 40 FT Side – 10 FT Rear - 35 FT Or consistent with adjacent lots on same street as determined by Zoning Official under 3.20.2G.
Building Standards	Height – 35 FT Coverage – 20%	No Change

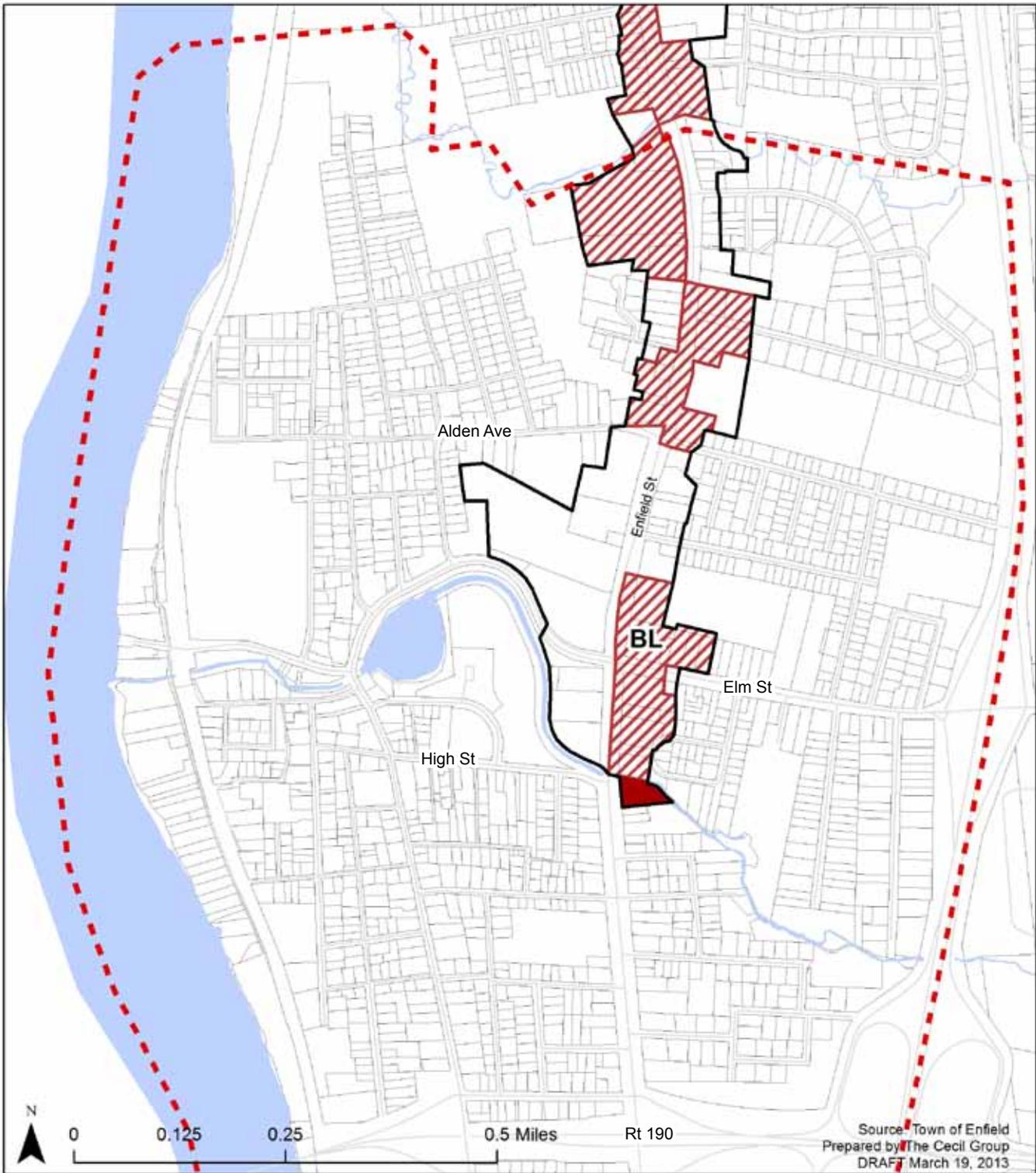
The proposed changes are only considered for the Study Area as they may create unintended consequences for the other areas of R-33 zoning within Enfield.

## BUSINESS DISTRICTS MAP CHANGE

The proposal is to extend the Limited Business, BL District across the southern most section of the Design Overlay district opposite High Street, so that it includes the small commercial plaza on the east side of Enfield Street. This is consistent with the other business zoning districts within the Design Overlay.



*Proposed BL extension, Bird's eye view of current condition*



**PROPOSED ENFIELD ZONING**

-  Existing BL Zone
-  Study Area
-  Proposed BL Zone Extension
-  Design Overlay Districts

## OTHER MAP CHANGES

Other zoning map changes are described as part of the new districts described below.

### NEW DISTRICT: THOMPSONVILLE VILLAGE RESIDENTIAL

Proposed is a new Thompsonville Village Residential, TVR District to replace the northern R-33 district, north of Alden and west of Enfield Street, with the exception of the existing TVC district north of Alden that will become the TMD district. The following metrics are the desired outcomes of this rezoning.

#### PROPOSED METRICS FOR TVR

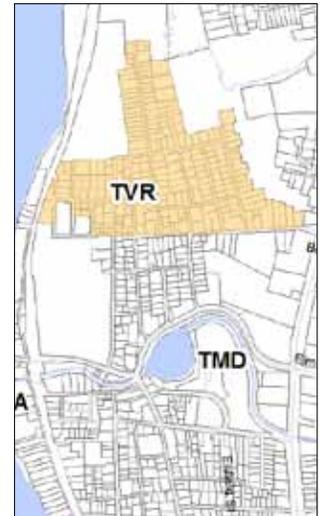
*Use mix = 98% Residential and 2% Non-residential*

*Residential density = 10-20 DU/Acre and 20-40 People/Acre*

*Jobs/housing ratio = 0 Jobs/DU*

*FAR range = 0.25-1.0*

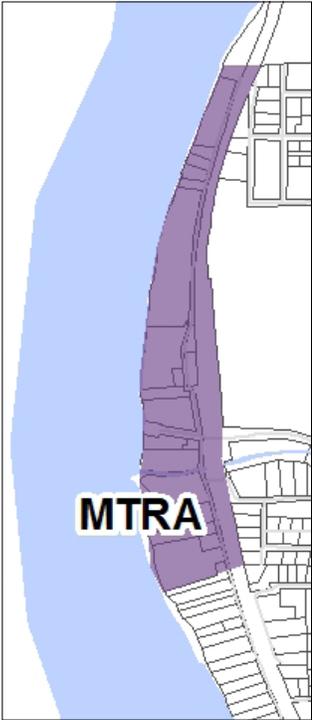
*Maximum parking = 2 Spaces/Residential unit, or as fits on site*



### DESIGN STANDARDS

The new TVR district's proposed use and dimensional standards include the following:

- Minimum lot size is proposed to be 8,500 sq feet; with 4,500 sq feet allowed by Special Use Permit, to accommodate smaller, existing lots.
- Allowed uses include single- and two-family residential uses and home occupations.
- The maximum density of residential units, By Right, is proposed at 2 units/lot, but the maximum density of residential units increases up to 4 units per lot if a Special Use Permit is issued and owner is a resident of one unit. The allowed and maximum densities are intended to be an incentive for homeownership, while the minimum lot size is reduced to increase conformity with existing development. To ensure viable living spaces, the minimum net floor area is set at 600 sq feet per unit in multifamily buildings.
- Other design standards include:
  - \* No parking in front yard and 75% of yard in front of building must remain non-paved/vegetated;
  - \* Renovations should conform as closely as possible to the existing Historic Rehabilitation Standards and Guidelines and the Secretary of the Interior's Standards for Treatment of Historic Properties.



## NEW DISTRICT: MULTI-MODAL TRANSIT AND RIVER ACCESS

To conserve the riverfront for future redevelopment, but allow and encourage development of transit on the land west of the railroad tracks, the recommendation is to overlay the R-33 zoning district with a new Multi-modal Transit and River Access, MTRA District on the section of riverfront north of and including the public boat ramp. The following metrics are the desired outcome of the future rezoning for redevelopment.

### PROPOSED METRICS FOR MTRA

*Use mix = 20% Residential/80% Non-residential*

*Residential density = 4-6 DU/Acre or 8-12 People/Acre*

*Jobs/housing ratio = 5 Jobs/1 DU*

*FAR range = 0.15-2.0*

*Maximum parking = 2 Spaces/Residential unit, 1 Space/1000SF Commercial, and Parking as needed for the Transit Center*

### MTRA OVERLAY DISTRICT STANDARDS

The new district's proposed standards are drafted for transit facility development.

- Purpose of the district is to develop public bus and train transit facilities and access for multi-modal transportation and riverfront recreation and access, while considering environmental values and restrictions created by the riverfront environment.
- Allowed uses are proposed to include: public and private rail and bus transit facilities, with associated parking facilities. No private parking structures may be erected as the only commercial use of a lot unless and until a rail and/or bus transit station is approved and funded for construction. This clarifies the intent to build transit but not to confine the future use of private property only to parking.
  - \* Facilities that support multiple modes of movement and accessibility such as bikeways, bridges, sidewalks, and drives;
  - \* Supporting facilities such as boat and bicycle facilities including rentals and service.; and
  - \* Open space and recreation, including facilities for commercial boating and water access. This is in keeping with the public purposes of riverfront accessibility.
- Key proposed design standards are:
  - \* Minimum lot size of 1 acre,
  - \* Maximum building height of 45 feet, except where necessary to cross over the RR tracks,
  - \* Minimum width of pedestrian ways of 8 feet, with access ways linked and designed to complement the Freshwater Brook Access Area.

This is proposed as an interim step to encourage transit. Future development zoning should be drafted within a consensus-building process with landowners and other stakeholders to align zoning with both public goals and market and design realities.

## NEW DISTRICT: MIXED USE DESIGN

A substantial change is recommended in the village center zoning to encourage new investment. The proposal is to replace TVC and R-33 zoning with a new Thompsonville Village Mixed Use Design, TMD District, over the blocks bounded by Alden Avenue, Enfield Street, State Route 190, and the RR up to Alden Street, and except for the BG district on Enfield Street and the L-1 and SDD districts, which would remain. This could be a new Village Design District adopted according to CGS Sec. 8-2j, if the design standards are to be adopted in accordance with state law.

### PROPOSED METRICS FOR TMD

*Use mix = 80% Residential/20% Non-residential*

*Residential density = 12-25 DU/Acre or 25-50 People/Acre*

*Jobs/housing ratio = 1 Job/2 DU*

*FAR range = 0.5-1.25*

*Maximum parking = 1 Spaces/Residential unit and 3 Spaces/1000SF*

*Commercial and shared parking is encouraged with mixed uses*



### PROPOSED TMD DISTRICT STANDARDS

The purpose of this district is to allow a mix of commercial and residential uses as a naturally-developing and market-responsive village center; which will accomplish the objectives set forth in the Thompsonville Revitalization Strategy and the Enfield Plan of Conservation and Development.

Allowed uses include:

- \* Single-family, two-family, and multi-family residential uses,
- \* Home occupations and home professional offices,
- \* Live/work units (model regulation attached),
- \* Retail sales,
- \* Personal service businesses,
- \* Business services,
- \* Professional and medical offices,
- \* Public parking lots
- \* Restaurants,
- \* Night clubs with musical entertainment when existing use is commercial and adjacent to existing commercial uses,
- \* Museums, art galleries, and theatres.

For the purposes of this regulation a “live-work unit” means a structure or portion of a structure:

- \* That combines a commercial or crafts manufacturing activity allowed in the zone with a residential living space for the owner of the commercial or crafts manufacturing business, or the owner's employee, and that person's household,
- \* Where the resident owner or employee of the business is responsible for the commercial or crafts manufacturing activity performed,
- \* Where the commercial or crafts manufacturing activity conducted takes place subject to a valid business license associated with the premises.
- Prohibited uses would include general manufacturing and production other than for arts, crafts, and bakeries, and uses determined by the town to be noxious to adjacent residential uses by virtue of noise, odors, and vibrations.
- Dimensional standards would be the same as the existing TVC district.
- For buildings within the TMD, no vertical restrictions would apply except in the subdistrict encompassed by the existing TVC District Core where the following standards apply:
  - \* The first floor is restricted to commercial retail and service uses,
  - \* Residential uses, professional offices, and business/trade schools are located above the first floor.
- All building permits would be subject to administrative or higher level design review,
- Special Permits and design review would be required for substantial changes in properties, including any construction or renovation project meeting minimum criteria:
  - \* Alters more than 2,500 square feet of floor area,
  - \* Alters more than 10% of the architectural façade, and/or
  - \* Demolishes a structure, or substantially demolishes a facade,
  - \* Any alteration greater than 25% will also require design review by the Planning and Zoning Commission.
- Design standards within the district could include:
  - \* The quality of architecture for spaces and structures visible from the public ways in accordance with CGS 8-2j.
  - \* Historic character would be maintained through conformance with the adopted Historic Rehabilitation Standards and Guidelines for the Village of Thompsonville and the Secretary of the Interior's Standards for Treatment of Historic Properties.
  - \* Waivers of dimensional standards for yard setbacks and building heights may be granted in the design review process where:
    - \* The waivers permit a more functional use of the site;
    - \* The waivers provide for the preservation of existing site features; and
    - \* The waivers allow for a superior building site design.

The TMD is proposed to provide the opportunity for new business activities within the structure of the existing architecture. New uses proposed to encourage a creative

economy are offered with an allowance for artists and craftsmen, live/work spaces, and the supporting services and entertainment that help establish an attractive center. The Village Core remains as a designation to encourage a ‘main street’ environment centered on Pearl and Main Street. The rest of the district, already substantially mixed with a range of residential and commercial uses, is reinforced and encouraged under the proposed new zoning. By adopting the regulation as a Village Design District, allowed under CGS Sec. 8-2j, the Town can apply the design criteria already adopted within Appendix B, the Historic Rehabilitation Standards and Guidelines, along with the Secretary of the Interior’s historic property rehabilitation standards. Performance standards and other criteria are proposed to be used to preserve the existing mixed use yet livable nature of the district.

A new review process is proposed in the next section to provide additional encouragement for investment for living and working within the district.

## REVISED REVIEW PROCESS

The proposed approval process amends Section 5.40.1 Application Procedures within the new TMD and MTRA districts is proposed as a two-step design review process:

- When As-Of-Right Development: Administrative review under the purview of the Zoning Official. This will include design review supported by Town staff.
- When the action requires a Special Use Permit or Dimensional Variance:
  - \* The first action shall be a formal review (sec. 5.40.1 C. and D.) completed by [Design Review Board] and concluding with an issuance of findings and modifications.
  - \* If approved by the [Design Review Board], or if all changes requested by the design review entity are accepted by the proponent, the Planning and Zoning Commission or Zoning Board of Appeals may issue a Special Use Permit or Dimensional Variance under the appropriate regulations. In addition, the process could allow expedited permitting.
  - \* Expedited Special Use permits or Dimensional Variances could be accomplished through:
    - \* Shorter hearing and review times;
    - \* Combined hearings; and
    - \* Consolidated permit approvals.
  - \* If changes are not acceptable to the proponent, the proponent must request a hearing and review by the Planning and Zoning Commission for a separate waiver from the [Design Review Board]’s recommendations.

This revised review process suggests two significant changes being an administrative design review and the establishment of a new Design Review Board for the higher level review and creation of administrative procedures.

## NON-ZONING/PROGRAM RECOMMENDATIONS

While the town has much it may accomplish in the recommended zoning actions, the complement of non-zoning actions should also be considered as a means to attract attention, support change and revitalize the village. The following is a list of categorized ideas for non-zoning program actions. This is followed by two case studies of Connecticut communities that have embarked on a multi-faceted approach to outreach and community revitalization.

### BRANDING

The town can promote and distinguish itself as a location for living and working. If coalesced into a public relations campaign, the city may be able to attract residents, institutions, and/or businesses supportive of the “brand.”

Typical branding exercises are multi-faceted and require different analyses than were undertaken for this zoning study. However, some initial ideas are presented below.

- Target young people to live in town – they pay rent, eat out and participate in the local economy. The Town should look at what happens when young people finish local schooling; what attracts them to stay; vitality of activities, sense of community, further education.
- Advertise the local educational system to attract families. Families of moderate income have been found to be a significant boost to the local business economy. A study by the University of Massachusetts, Center for Economic Development determined that 3/5 of a family’s income is spent on local goods and services (2001).

### EVENTS

Town-sponsored and supported public and non-profit events help bring non-resident people to the location and area. The town should promote another attraction, such as a riverfront park, a pedestrian bridge on the old foundations or some other activity to attract people to the area and hence to local businesses.

There are several areas where events could take place with visibility or spaces appropriately sited and sized for events. Most of these are already being used for events but could be advertised for their availability.

- The Town Green beside Town Hall, which is visible from Enfield Street and has public parking.
- The Town Landing
- Meeting halls and theatre

### BUSINESS ENVIRONMENT

The perceptions of Town Hall were found to differ in the initial project interviews. While not unexpected, any complaints appeared to result from a lack of a dialog between

developers and the town on the issues. The town can take different actions beyond amending the land use regulations to address this need.

- Create a business-friendly environment with Town Hall outreach, and certain changes to the permitting and enforcement process:
  - \* A single point of contact for all economic development in Enfield is needed. There is an opportunity for a greater impact if the Town were to become involved and market and sell the Town and the Town's assets.
  - \* Clarify Town officials' roles in marketing for businesses and the permitting process for business development. There should be a common position on all development issues.
  - \* Increase the simplicity of interaction with Town Hall for businesses. Provide information to make all of the entitlement processes clear and offer assistance in completing the process.
  - \* Identify tax abatement programs for desired businesses and development.
  - \* Create a support structure for small business – become “the place” for small business, especially encouraging start-ups and live-work units.
  - \* Evaluate ways to expedite City permitting for building improvements to accommodate the shorter timeframe of lease transactions typical of smaller companies.
  - \* Acknowledge community and business leadership with recognition awards.
- Market the Village as an attractive area to live and work:
  - \* Promote a distinction between a ‘village center’ on Main Street and an ‘auto-oriented destination’ business environment on Enfield Street.
  - \* Actively seek out (market for) quality businesses for the Village Center and separately on Enfield Street. Market specific sites and identify reduced risk for entitlements by clarifying regulatory standards which apply.

## PROJECT DEVELOPMENT

- Promote development strategically:
  - \* Provide full telecommunications utility access throughout the village.
  - \* Public works in the village center should be focused on a safe and friendly environment for pedestrians.
  - \* Seek EPA Brownfields grants for assessment and clean-up of the waterfront properties.
  - \* Create a village center anchor; such as museum, revive the performance center/ movie theater, provide a tourist information kiosk, attract an educational institution, further improve riverfront.
  - \* Consider the vacated Fire Station for small business incubator space on the upper floor and/or a restaurant or other attraction.
  - \* Infill development over surface parking lots and mixed used for residential, retail and commercial should be promoted.

- \* Identify sites as prime for redevelopment and market those properties with identification of entitlements.
- \* For key properties such as the riverfront area and the vacated Fire Station, identify the criteria and policies that will be applied to development proposals, to reduce risk within the entitlement process.

# A APPENDIX I: ZONING AMENDMENTS

*Based upon the Recommendations in Chapter 3, this Appendix details amendments to the Zoning Regulations (Revised to 08/01/2012). Amendments are presented for each of the new districts.*

## THOMPSONVILLE VILLAGE RESIDENTIAL (TVR)

### Adjustment to Table 4.10 Area and Bulk Requirements

Minimum Lot and Area Requirements						Maximum		
District	Area	Frontage	Front Yard	Side Yard	Rear Yard	Density	Coverage	Height
R-33	33,000 sf	150 ft	40 ft	25 ft	50 ft	1.25/ac	20%	35 ft
TVR	<b>8,500 sf*</b>	50 ft	10 ft	10 ft	10 ft	<b>10/ac**</b>	85%	40 ft

\*4,500 sf by Special Use Permit.

\*\*20 units per acre if a Special Use Permit is issued and owner is a resident of one unit.

### Adjustment to Table 4.20 Use Table for Residential Districts

Uses	R-33	TVR
Agricultural Activities (1)	SP	SP
Assisted Living Facilities	SP	SP
Bed & Breakfast Inns, Boarding/Rooming Houses(2)	SP	SP
Cemeteries	SP	SP
Child & Adult Day Care Facilities	SP	SP
Commercial/Recreational Vehicles or Boats (3)	A/SP	A/SP
Community Residences, Mentally Ill Adults		
Community Residences, Mentally Retarded Persons	R	R
Continuing Care Retirement Communities	SP	SP
Conversion of Buildings for Residential Use	SP	SP
Duplex Residences	SP	<b>R</b>
Family and Group Day Care Facilities (4)	R	R
Farms (5)	R	R
Golf Courses (6)	SP	SP
Governmental Buildings & Offices/Facilities (7)	SP	SP
Helicopter Landing - Temporary (See Sec. 4.30.20)	S/SP	S/SP
Home Occupations, Home Professional Offices (8)	SP	SP



Housing for the Elderly	SP	SP
Multi-family Residential Uses		
Non-profit Homeless Shelters, Housing	SP	SP
Non-profit Residential Housing	SP	SP
Parking	A	A
Places of Worship	SP	SP
Public Utility Buildings/Facilities	SP	SP
Renting of Rooms to No More Than Two Guests (12)	A	A
Schools, Public & Private(9)	SP	SP
Senior Residential Developments	SP	SP
Single-Family Residences (10)	R	R
Solar Energy Systems, Small-Scale (13)	A	A
Swimming Pools	A	A
Tool, garden, and other out buildings (11)	A	A
Undertaking/Funeral Businesses		
Wireless Communications Facilities	SP	SP

**New Section 5.80 Special Requirements Pertaining to the Thompsonville Village Residential [TVR]**

- A. Purpose: The purpose of the Thompsonville Village Residential district is to create a special district to replace the northern R-33 district, with the exception of the existing TVR district north of Alden. The TVR district is a means to preserve the existing density and encourage rehabilitation and homeownership.

**5.80.1 Design Standards**

- A. No parking is allowed in the front yard setback and 75% of yard in front of building must remain non-paved/vegetated unless necessary to provide a pedestrian walkway or a single driveway access to the side and rear of property,
- B. Renovations should conform as closely as possible to the “Appendix B” Historic Rehabilitation Standards and Guidelines for the Village of Thompsonville, adopted March 2009 and the Secretary of the Interior’s Standards for Treatment of Historic Properties with Guidelines for Treatment of Cultural Landscapes, as may be updated.
- C. Minimum net floor area is 400 sq feet per residential unit in multifamily buildings.

**5.80.2 Special Permit Uses**

- A. The Commission may approve any of the following Special Permit uses and the Zoning Board of Appeals shall not vary this section:
  - i. Maximum design of residential units may increase up to 4 units per lot if a Special Use Permit is issued and owner is a resident of one unit.
  - ii. Minimum lot size may be 4,500 sq feet by Special Use Permit



## MULTI-MODAL TRANSIT AND RIVER ACCESS (MTRA) OVERLAY

### **New Section 5.81 Special Requirements Pertaining to the Multi-modal Transit and River Access (MTRA) overlay**

- A. Purpose: The purpose of the district is to develop public bus and transit facilities and access for multi-modal transportation and riverfront recreation and access, while considering environmental values and restrictions created by the riverfront environment.

#### **5.81.1 Permitted Uses**

- A. Public and private rail and bus transit facilities, with associated parking facilities. No private parking structures may be erected as the only commercial use of a lot unless and until a rail and/or bus transit station is approved and funded for construction.
- B. Facilities that support multiple modes of movement and accessibility such as bikeways, bridges, sidewalks, and drives.
- C. Supporting facilities such as boat and bicycle facilities including rentals and service.
- D. Open space and recreation, including facilities for commercial boating and water access.
- E. One- and two-family residential homes.
- F. Multi-family residences at a density no greater than 4 units per acre.

#### **5.81.2 Design standards**

- A. Minimum lot size is 20,000 square feet,
- B. Maximum building height is 45 feet. Restriction does not apply to existing historic structures or to structures extending over the RR tracks,
- C. Minimum width of pedestrian ways is 8 feet,
- D. Maximum width of vehicle lanes is 11 feet except where commercial vehicle circulation requires a wider lane,
- E. Access ways shall be linked and designed to complement the Freshwater Brook Access Area.

## THOMPSONVILLE VILLAGE MIXED USE DESIGN (TMD)

### **Amendment to Section 2.30 Definitions; New Listing**

- 62. Night Club: A place for sale and consumption of food and beverages (other than drive-in restaurant) providing dancing or entertainment or both; concert hall; dance hall; billiard parlor; other social, recreational or sports center conducted for profit.

### **Amendment to 4.30.10 Home Occupations/Home Professional Offices**

- K. For the purposes of Thompsonville Village Mixed Use Design regulation a “live-work unit” is a structure or portion of a structure:



- i. That combines a commercial or crafts manufacturing activity allowed in the zone with a residential living space for the owner of the commercial or crafts manufacturing business, or the owner’s employee, and that person’s household,
- ii. Where the resident owner or employee of the business is responsible for the commercial or crafts manufacturing activity performed,
- iii. Where the commercial or crafts manufacturing activity conducted takes place subject to a valid business license associated with the premises.
- iv. More than two (2) non-residents may be employed.
- v. Not more than 75 percent of the residential structure shall be used for business purposes.
- vi. No special permit is required for employment of any persons who are not residents of the building.

**Adjustment to Table 5.20 Use Table for Business, Thompsonville Village, Hazardville and Special Development Districts**

Use	TVC	TMD
Adult/Child Day Care Facilities		S
Agricultural Activities(20)		
Amusement Machines (4)	SP	SP
Animal Hospitals, Kennels & Veterinary Offices		
Assisted Living/Continuing Care Facilities		
Auction Rooms	SP	SP
Bed & Breakfast Inns	SP	SP
Building Material Stores	S	S
Business Services	SP	SP
Business/Professional Offices	S	S
Car Washes		
Child Day Care Centers	S	S
Commercial Recreation, Outdoors		
Commercial Recreation (6)	SP	SP
Dry Cleaners	S	S
Farming Activities (10)		
Financial Institutions (11)	S	S
Gasoline Service Stations		
Governmental Buildings & Offices/Facilities	S	S
Health Clubs	S	S
Heliports (amended 4/01/04)		
Hotels & Motels		S
Laundries	S	S
Liquor Permits	SP	SP
Liquor Permits with Any Entertainment	SP	SP
Medical Laboratories		S
Medical Offices (14)	S	S

Motor Vehicle Repair Garages		
Motor Vehicle Sales (15)		
Museums	S	S
Non-profit Clubs		S
Open Lot Sales(21)		
Other Retail Food Services	S	S
Outdoor Dining (amended 7/30/02)	S/SP	S/SP
Package Stores	SP	SP
Parking Lots	SP	SP
Personal Services	S	S
Places of Worship (17) (amended 11/01/04)	S	S
Printing & Publishing		S
Public Utility Buildings/Facilities	SP	SP
Radio/Television Stations & Towers		
Research Laboratories		
Residential Dwelling Units	S	S
Restaurants (2)	S	S
Restaurants, Drive-in		
Retail Stores (1), (16)	S	S
Schools, Commercial /Trade	S	S
Solar Energy Systems, Small-Scale (26)	S	S
Theaters (7)	SP	SP
Undertaking/Funeral Businesses		
Visitor Information Booths		
Wireless Telecommunications Facilities (18)	SP	SP

### Amendment to 5.40.1 Application Procedures

- E. Design Review within the TMD and MTRA Districts will include administrative reviews and a two-step design review process by the [Design Review Board] and Planning and Zoning Commission or Zoning Board of Appeals:
- i. All As-Of-Right projects requiring a Building Permit shall be subject to Administrative Design Review:
    - \* An administrative review will be under the purview of the Zoning Official. This will include design review supported by Town staff.
    - \* The standards for review are found in Appendix B, Historic Rehabilitation Standards and Guidelines for the Village of Thompsonville, adopted March 2009 and the Secretary of the Interior’s Standards for Treatment of Historic Properties with Guidelines for Treatment of Cultural Landscapes.
  - ii. When the action requires a Special Use Permit or Dimensional Variance:
    - \* The first step shall be a formal review (sec. 5.40.1 C. and D.) completed by the [Design Review Board] and concluding with an issuance of findings and modifications.

- \* If approved by the [Design Review Board], or if all changes requested by the [Design Review Board] are accepted by the proponent, the Planning and Zoning Commission or Zoning Board of Appeals may issue a Special Use Permit or Dimensional Variance under the appropriate regulations without further design review.
  - \* If changes are not acceptable to the project proponent, the project proponent must request a hearing and review by the Planning and Zoning Commission for a separate waiver from the design review entity's recommendations.
- iii. For the purposes of this regulation, "substantial demolition" of a building shall include more than 25% of a building façade, which requires a Special Use Permit.

**Amendment to 5.40.4 Sub-Area Regulations, A. Core Area**

- i. The first floor of all buildings shall be restricted to retail, service, small professional and medical offices, recreation, government, **art studios, crafts studios, bakeries**, and similar uses which in the opinion of the Zoning Official or other Town reviewing agency are part of an active, pedestrian oriented shopping district.

**New Section 5.82 Special Requirements Pertaining to the Thompsonville Village Mixed Use Design District (TMD)**

- A. Purpose of the district is to allow a mix of commercial and residential uses as a naturally-developing and market-responsive village center; which will accomplish the objectives set forth in the Thompsonville Revitalization Strategy and the Enfield Plan of Conservation and Development. This district is adopted as a Village Design District in accordance with Connecticut General Statutes Section 8-2j.

**5.82.1 Permitted Uses**

- A. Single-family, two-family, and multi-family residential uses,
- B. Home occupations and home professional offices,
- C. Live/work units (model regulation attached),
- D. Retail sales,
- E. Personal service businesses,
- F. Business services,
- G. Professional and medical offices,
- H. Public parking lots
- I. Restaurants,
- J. Night clubs with musical entertainment when existing use is commercial and adjacent to existing commercial uses,
- K. Museums, art galleries, and theatres.

**5.82.2 Prohibited Uses**

- A. Manufacturing and production other than for arts, crafts, and bakeries,

- B. Uses determined by the town to be noxious to adjacent residential uses by virtue of noise, odors, and vibrations,
- C. Any use not listed in the Use Tables as SP, R or S in the existing TVC district.

### 5.82.3 Special Permit Uses

- A. Special Permits and design review are required for substantial changes in properties, including any construction or renovation that includes:
  - i. More than 2,500 square feet of floor area,
  - ii. Alters more than 10% of the architectural façade, and/or
  - iii. Demolition of a structure, or substantial demolition (>25%) of a facade,
  - iv. All building permits are subject to design review,
  - v. Any alteration greater than 25% will require design review by the Planning and Zoning Commission.

### 5.82.4 Dimensional Standards

- A. Dimensional standards are the same as the existing TVC district.

### 5.82.4 Special Standards

- A. For buildings within the TMD, no vertical restrictions apply except in the subdistrict encompassed by the existing TVC District Core where the following standards will apply:
  - i. First floor shall be restricted to commercial retail and service uses,
  - ii. Residential uses, professional offices, and business/trade schools shall only be located above the first floor.
- B. Design standards within the TMD and TVC include:
  - i. Recognizing the quality of architectural character which exists within the Design District, all spaces and structures visible from the public ways shall be designed and improved in concert with the building and landscape character of the street on which the property is located.
  - ii. Historic character shall be maintained through conformance with the “Appendix B” Historic Rehabilitation Standards and Guidelines for the Village of Thompsonville, adopted March 2009, and the Secretary of the Interior’s Standards for Treatment of Historic Properties with Guidelines for Treatment of Cultural Landscapes.
  - iii. Waivers of dimensional standards for yard setbacks and building heights may be granted in the design review process under the following criteria:
    - \* The waiver(s) permit a more functional use of the site relative to overall site design meeting the purposes of the District;
    - \* The waiver(s) provide for the preservation of existing site features to include wetlands or watercourses, specimen trees and other plantings;

- \* The waiver(s) allow for a superior building site design meeting the purposes of the District, and,
  - \* The waivers do not create more than a 50% change in relaxation of the yard dimensions and no building exceeds 4 stories.
- C. For the purposes of this regulation a “live-work unit” means a structure or portion of a structure:
- i. That combines a commercial or crafts manufacturing activity allowed in the zone with a residential living space for the owner of the commercial or crafts manufacturing business, or the owner’s employee, and that person’s household,
  - ii. Where the resident owner or employee of the business is responsible for the commercial or crafts manufacturing activity performed,
  - iii. Where the commercial or crafts manufacturing activity conducted takes place subject to a valid business license associated with the premises.

# A APPENDIX II: CASE STUDIES

*The case studies presented here indicate how a community trying to improve a commercial and civic center is most likely to be successful when developing a full program of actions and not just relying on land use regulations to encourage revitalization. The successful towns typically approach the revitalization as a partnership program with multiple actions and activities supported by the community.*

## MIDDLETOWN, CONNECTICUT

This information is a summary from the 2009 Connecticut Main Street program with updated research by The Cecil Group. The Connecticut Main Street program partners with Connecticut communities to strengthen downtown districts through a proven set of recommended local actions.

Middletown had created a base of information from two important studies:

- Downtown Plan – Downtown Visions: 2000 and Beyond
- Downtown Market Analysis

The actions the city took or supports have included:

- Regulations
  - \* Amended zoning
  - \* Established Design Review and Preservation Board
- Partnership Programs
  - \* Applied to Connecticut Main Street program
  - \* Established Façade Improvement Program
  - \* Established Business Improvement District
  - \* Established Downtown Business District
  - \* Built three new homes on site of former police station
  - \* Supported Artists Cooperative on Main Street
  - \* Developed Arts Center with Wesleyan University (<http://www.cityofmiddletown.com/content/773/1834/default.aspx>)

- Streetscape Improvements
  - \* Tree plantings
  - \* Cleaning and repairs to streets
  - \* Banners on Main Street
- Community Events
  - \* Holiday on Main
  - \* “Cruise Night”
  - \* Motorcycle Mania
  - \* Road races
  - \* River-based events
- New Projects Started/Built
  - \* New Police Station
  - \* Kid City Children’s Museum (<http://www.kidcitymuseum.com/> )
  - \* Destinta /now RC Theatres
  - \* ([http://www.rctheatres.com/loc\\_middletown.asp](http://www.rctheatres.com/loc_middletown.asp))
  - \* The Inn at Middletown (<http://www.innatmiddletown.com/> )
  - \* Liberty Square
  - \* Landmark Square
  - \* Community Health Center (<http://www.chc1.com/> )

## WALLINGFORD, CONNECTICUT

Wallingford developed a Village Center Design District in accordance with State law but has gone beyond zoning with other programs and actions to revitalize their center. They also have had mixed success trying to advance an Incentive Housing Zone. However, there have been other programs that have encouraged revitalization.

For many people the face of a community is typically first seen online. One action Wallingford took was to create an excellent economic development website. The first webpage is their three-page brochure which has been formatted for their site and includes hyperlinks to local business and attractions along with the case for moving to Wallingford. The site also includes town demographics, a commercial property search link and links to other community resources and to State small business programs.

Their incentive programs include:

- 10% electric rate discount for new downtown businesses
- Incentives for offices moving to the I-5 Office Zone
- Incentives for manufacturers



One organization has promoted several programs for the benefit of the town; Wallingford Center, Inc. [<http://www.wallingfordcenterinc.com/>]. The organization started in 1987 when Wallingford Center, Inc. was incorporated as nonprofit and organized under National Main Street guidelines, with funding from the town and private fundraising. The programs include streetscape and façade improvements and working with the Economic Development department to provide incentives to businesses to locate in area and to work with existing businesses. The Center also provides info packets for all businesses and a blog.

Regular events scheduled in town include:

- Holiday Stroll (December)
- Gardener's Market (July-September)
- Friday night at the Gazebo (July and August)
- Celebrate Wallingford 2012 (October)

Projects that have been started or built include:

- Streetscape improvements
- Restoration of railroad station
- Landscape improvement for Railroad Green and the Parade Ground
- Façade improvements
- Wallingford Garden club maintains flower gardens
- Wallingford Wishing Well Association installed a wishing well
- Banners, holiday lights and wreaths; window decorations and window boxes

# A APPENDIX III: WORKSHOP RESULTS

*A community-wide workshop was held on Saturday, February 23rd at the Thompsonville Village Center on 100 High Street. The workshop was preceded with a bus tour of the neighborhood. The workshop was completed between 10am and 12pm. The goals of the workshop were to collect initial ideas on how to improve Thompsonville Village. A presentation was made by the consultants to frame the issues regarding existing conditions and potential zoning actions. The attendees were divided into three groups to set goals for a vision, specify blocks and parcels for improvements and preservation, and to recommend actions that might be applied through the public processes for rezoning and redevelopment.*

## WORKSHOP OF FEBRUARY 23 AT THE THOMPSONVILLE VILLAGE CENTER

The following is the collected input and ideas. The participants were given an opportunity to 'vote' on what they thought were the best ideas. Those votes were counted and are included in parentheses after the items that received votes.

### GOALS

1. Build high rise buildings to increase density
2. Reuse existing beautiful homes and architecture (1 vote)
3. No more bulldozers but address blight and enforce the regulations
4. Start building
5. Create a safe village
6. Expand the historic district
7. Preserve existing structures
8. Make the village more desirable to live
9. Re-establish the original mix of village
10. Looking for a village
11. Create a transit center as a catalyst

12. Expand the Thompsonville Village Center zoning district
13. Restore Thompsonville to 1950's vitality
14. Add specialty stores (1 vote)
15. Create a cultural identity for the area (1 vote)
16. Reuse the Strand Theatre for public uses (2 votes)
17. Establish vitality (1 vote)
18. Create stronger community atmosphere
19. Get feet on the street
20. Make the village more attractive for professionals to reside
21. Reduce illegal stuff (crime, disturbances)
22. Preserve and enhance historic resources (1 vote)
23. Find out what people want – get them encouraged
24. Get a train station
25. Promote home ownership
26. Get mixed use development
27. Promote the arts
28. Attract college programs
29. Reduce the blight /unattractive properties
30. Increase police presence
31. Make sure programs are sustainable
32. More parking in key places (1 vote)
33. Make sure it is a walkable community
34. Results oriented investment
35. Small businesses on first floors – a district of shops
36. Streamline permitting process
37. Permit and simplify process for infill development (3 votes)
38. Improve amenities: riverfront access, public transportation, business services
39. Become a Destination
40. Develop around the green
41. Expand recreation
42. Provide open space along the river
43. Provide a connection to the river
44. Improve the quality of life

45. Address perception of safety
46. Find replacement for loss of community school
47. Density needs to accommodate demand for parking

## **PROPOSED ACTIONS**

On North Main Street:

- Build mixed use development at former Higgins School site as gateway (2 votes)
- Redevelop former Higgins School as park (1 vote)
- Enhance retail between Union and Church streets and create more vitality on North Main (2 votes)
- Reuse Strand Theatre (4 votes)

On Pearl Street:

- Change parking lot on Main Street across from Fire Station to mixed use development (2 votes)
- Preserve existing commercial uses (1 vote)
- Preserve and possibly put a restaurant into existing fire station (2 votes)

At intersection of North Main, Main and Pearl streets:

- Consider location as key retail development area (3 votes)
- From Alden to State Route 90, and from Church Street to Bigelow Mill, and from Pearl to the RR line and up to the existing I-1 district:
- Consider as retail opportunity
- Expand the TVC and connect the existing districts (2 votes)

On the Waterfront:

- Preserve open space on waterfront (4 votes)
- Develop/redevelop waterfront (4 votes)
- Provide public access along the river (2 votes)
- Consider community gardens on the waterfront

For the Residential blocks:

- Upgrade the existing housing stock (4 votes)
- Change the R-33 district in Thompsonville center to R-5
- Expand the HR-33 district north along Enfield Street
- Maintain residential blocks south of State Route 190
- Redevelop Cottage Green as the original cottage style project (2 votes)

Other:

- Preserve Enfield Street commercial district (1 vote)
- Expand the TVC to include Pearl Street down to Franklin Street and connect the existing districts (2 votes)
- Improve vitality of Alden Avenue
- Preserve land at the 'entrance' beside Town Hall and North Main Street and improve gateway (1 vote)
- Build a transit center
- Link the residential and commercial areas
- Create a bike trail linking waterfront up Main Street, to North Main, to Enfield Street and down to bridge on State Route 190 (1 vote)
- Preserve significant historic structures in Cottage Green

# A APPENDIX IV: REAL ESTATE MARKET ASSESSMENT

July 12, 2013

BONZ AND COMPANY, INC.

Real Estate Advisors

Kenneth Buckland  
Principal  
The Cecil Group  
241 A Street, Suite 500  
Boston, MA 02210

RE: Consulting Project  
Enfield CT

Dear Mr. Buckland,

In accordance with your request, we respectfully submit a assessment of the Senior Housing Market Analysis prepared by Partnership for Economic Solutions (PES) for the Enfield Housing Authority and dated December 6, 2012. The report provides a substantial level of well-documented data relative to rental housing in Enfield in general but focuses of senior rental housing. While the report provide much evidence, I do not agree with the report's conclusions. The report concludes that, *"Enfield has a limited demand for senior housing. The relatively short six to nine-month waiting list for elderly and congregate care housing suggest that EHA is offering an appropriate amount of elderly housing relative to local demand."*<sup>1</sup>

My review of the data provided indicates that Enfield can support new senior housing development. That demand, though, is best understood in the context of Enfield's and the area's current overall demand for new rental housing. Some of the demographic data cited in the report appears to suggest limited potential for new residential development. However, the comparable data listed in the report indicate a tight rental market that could support new rental housing. The report indicates that the number of households in Enfield increased from 1990 to 2000, from 15,985 households to 16,418 but decreased in the last decade, down to 16,316 households in 2010. A decline in the number of local households should indicate a lower demand for housing, assuming no loss of units. Any potential lessening of demand is not evidenced in current occupancy levels in local rental developments.

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<sup>1</sup> PES report, page iii.

The PES report surveyed six local developments, including one age-restricted property. The five family developments exhibited occupancy rates that ranged from 95% to 100, with an aggregate occupancy rate of nearly 99%.

### Local Rental Occupancy Levels

<u>Property</u>	Unit Data		
	Total	Vacant	% Vacant
Bigelow Commons	471	5	1.0%
Brainard North	42	2	5.0%
Countrywood	208	2	1.0%
Crossroads	90	0	0.0%
Fox Hill	<u>160</u>	<u>2</u>	<u>1.0%</u>
Total	971	10	1.1%

Source: PES

We typically consider a 95% occupancy rate to indicate a stable market. Rates in exceed of 95% typically indicate a tight rental market with the potential for rent increases. When rates approach 100%, demand is considered very strong and may support new development.

Support for new development is tempered by the projections of limited growth. Support for new senior focused development is supported by the number of senior households that are projected to be entering the market in the next ten years as local households age in place. As shown on Page 11 of the PES report, the number of seniors in Hartford County ages 70 to 84 – seniors most likely to choose rental housing – is project to increase from approximately 62,000 in 2010 to some 88,000 by 2020. For these 28,000 households, Enfield could be a highly desirable destination.

Enfield’s position as an attractive “commuter” suburb for both Springfield and Hartford also contains the potential to support new family housing, a potential that can be seen in projections through 2017. As stated, the data provided by PES indicate that the number of households in Enfield declined from 2000 to 2010. Data we reviewed that was provided by STDB Online, a national demographic gathering firm, indicates that Enfield contained 17,222 households in 2010; they estimate that the number of households increased to 17,359 households as of 2012 and will increase to 17,691 households by 2017. Within that increase, the STDB data project that the number of renter households will increase from 4,165 in 2010 to an estimated 4,269 in 2012 and a projected 4,350 households by 2017. The influx of nearly 200 renter households projected to be added from 2010 to 2017 should support new rental development.

The STDB data also indicate that the number of owner-occupant households will increase from 13,057 in 2010 to 13,070 in 2012 and 13,341 by 2017. The STDB projections of new owner-occupant and renter households reflect their analysis of the current market but do not capture the impact of external changes, such as the new commuter rail service, or even the induced demand that could be associated with a development specifically geared to certain niche household types. As pointed out in the PES study the, *“Implementation of the New Haven-Hartford-Springfield rail project will connect the three cities and Enfield with high-speed rail service and a link to commuter rail along the Connecticut shoreline and to Amtrak Acela service on the Northeast Corridor to Washington and Boston accessed in New Haven.”*<sup>2</sup>

The PES report appropriately describes the impact of the system and notes that the new service should help to revitalize Thompsonville and attract new households seeking to simplify their commutes. We would add that new development can build on new demand that would be specifically influenced by the transit changes but can also strive to attract households that are less locational specific in terms of employment. There are a growing number of households that are able to work remotely and/or whose need to travel reduces the importance of any specific employment location. Enfield can capitalize on its natural surroundings and “small town” feel and develop housing that appeals to new commuters and younger households seeking a small town atmosphere. In the current housing and economic environment and increasing number of these types of households are specifically choosing to rent and not own.

In conclusion, it is our opinion that Enfield has the potential to support new residential rental housing both family and senior focused as well as new for-sale housing.

I hope this information is helpful. If you should have any questions regarding this report, please do not hesitate to contact us.

Respectfully submitted,  
**Bonz and Company, Inc.**



Robert H. Salisbury  
Principal/Director  
MA Certified General Real Estate Appraiser, Lic. #75492

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<sup>2</sup> PES report page 21.