

## 10. Innovation

### The Tannery – Mixed Use Redevelopment Project

In early 2016, construction began on a mixed-use development consisting of 250 apartment units (within restored mill buildings and five new principal buildings), a restaurant, walking trails, clubhouse/pool, and other residential amenities. In the early Summer of 2018, this development completed its final component and received the final certificate of occupancy with the completion of the restaurant. This development is a great example of a public-private partnership at work, taking an underutilized blighted brownfields site and transforming it into a mixed-use development that has become a community asset.

### Planning – Laying the Foundation

First and foremost, this development began with the creation of the essential planning and zoning components initiated by the Town of Glastonbury that dates back to the Plan of Conservation and Development developed in 2007.

*“Promote compact residential design use on the lands located northerly of Roser’s Pond and westerly of the Hubbard Brook environs, utilizing planning and design principles that enhance property line buffers from existing residential areas, maximize preservation of existing topography and vegetation, and preserve steep slopes, wetland buffers and other environmental features. Promote mixed adaptive reuse of the Flanagan Industries mill/factory buildings should they become available. Unified pedestrian and vehicular access should be coordinated with any such adaptive reuse.”*

Subsequent to the adoption of the Plan of Conservation and Development, in 2012, the Town adopted new zoning regulations entitled Adaptive Redevelopment Zones (ARZ). According to the Adaptive Redevelopment Zone regulations, the purpose of these regulations were,

***“To facilitate the reuse and redevelopment of property containing underutilized or distressed historic buildings that require renovation/redevelopment and/or environmental remediation. This zone change/site development plan approval regulation shall apply only to properties that present unique development and redevelopment opportunities but include particularly challenging building and site conditions requiring a flexible regulation that can permit innovative development while protecting the general health, safety and welfare. Successful projects will create a rejuvenated property that contains land and/or building uses consistent with the adopted Plan of Conservation and Development. Expected benefits would include appropriate environmental remediation, environmental enhancement and natural resource protection, new economic development and/or housing opportunities and the adaptive reuse of historic buildings and the preservation of historic property features. Mixed use projects shall be designed in a manner that ensures consideration of the character of the surrounding***

*and underlying district and its suitability for the proposed uses and adequate availability of infrastructure and services.”*

In 2013, the Tannery (formerly known as Flanagan’s Landing) became the first project approved under these regulations and was the result of many sustainable redevelopment actions.

#### **Historic Preservation –**

This redevelopment project took place on a site once known as the Roser Tannery. The Tannery, owned by Herman Roser and his sons, once made a variety of items, including saddles for the U.S. Cavalry and upholstery for limousines. In the photo attached (attachment 1), you can see the Roser Tannery as it stood in 1954. The photo pictures how the pond to the right of the plant “stored pure Neipsic pools of water for tanning.” If you look closely at the aerial of 1934 (attachment 2), you can see the footprint of the Tannery. Much of this footprint remains the same today and has been incorporated into the redevelopment project. The photo from 1886 (attachment 3) shows the original building of the Roser Tannery at the time it was sold to Hubbard and Broadhead.

The attachment entitled “Schedule A”, or attachment 4, shows the footprint of the industrial mill complex and identifies the age of each building, the ones that were scheduled for demolition and which ones were identified for restoration. It should be noted that the footprints of the demolished buildings were maintained and incorporated into the redevelopment project to keep the historic footprint of the former industrial complex.

If you compare Schedule A with the attachment entitled, “Mill Building Complex Illustrated Layout”, or attachment 5, you can see how the buildings that were saved and restored were incorporated into the mixed-use development. The four-story mill building, dating back to 1928, towards the far left, was restored and turned into apartments. To the right of the mill building, you will see a one-story building dating back to 1918 that was restored to incorporate a fitness center for the development. To the right of that is the site of a partial demolition of a one-story building dating back to 1966 that became the site of the clubhouse. Most of the walkway going from the clubhouse to the restaurant entrance was also maintained and restored. The footprints of the other buildings were incorporated into the development of a three-story building containing apartments, a restaurant overlooking Roser Pond and a pool.

#### **Brownfields Redevelopment –**

This site was also a brownfields site. Prior to development the site was listed on Connecticut’s Brownfield Inventory and the developer secured a \$ 2 million low interest loan from the State to help fund the remediation of the property (for the contaminated soil, asbestos and lead clean- up in the mill buildings). As part of the development of the property the site was remediated under a DEEP-approved Remediation Action Plan (RAP).

#### **Urban design-**

The Tannery is a compact, mixed use project developed to a human-scale that incorporates multiple uses on one site. It reinforces the sustainability concept of directing development towards existing

developed areas where the infrastructure already exists and away from undeveloped areas. This new development adds diversity to Glastonbury's housing stock, which is dominated by single-family homes. The Tannery has apartments ranging from studios to three-bedroom apartments. The apartment sizes range from 500 to 1,150 square feet. 47 units are within the historic mill buildings.

#### **Multi-modal Transportation –**

The development increases access to alternative forms of transportation as the project incorporates a bike share program, bicycle racks are available and a walking trail network around the development. Sidewalk connectivity was also high priority of this project. Sidewalks were installed along the driveway system leading up to Krieger Lane. The existing sidewalk on Krieger Lane connects to Oak Street, which leads to the neighborhood supermarket. A crosswalk east of the access drive fronting on New London Turnpike also allows pedestrian access to the existing sidewalk on the west side of New London Turnpike. The crosswalk indicators consist of lighted (blinking) signs. Offset signs/lights are used for additional warnings to motorists.

#### **Conservation –**

This redevelopment site consist of 31.71 acres. Seventy-four percent, 23.46 acres is open space. This open space consist of a very substantial conservation easement (the easement preserved a green belt, which hugs along Roser's Pond/Hubbard Brook).

The mill buildings were rehabilitated with a white rubber roof to lower stormwater runoff temperatures before reaching Hubbard Brook.

In addition, this project also required the restoration of a dam over Roser Pond. The pond, once a centerpiece of the Tannery industries is now a centerpiece of a restaurant that overlooks the dam.

Energy-Efficiency- The site lighting is LED lighting and dark sky compliant. There are electric charging stations in the parking lot available to the tenants and the apartments are energy efficient.

#### **Town Involvement**

Adaptive Redevelopment Zone projects are one of the most heavily vetted application types that go through the Town's land use permitting system and really requires a strong partnership between the Town and the developer. In Glastonbury, the Town Council is the Zoning Authority on matters that require a change of zone or text to the Building-Zone Regulations. In this case, the Town Plan and Zoning Commission operates as the land use body that gives a recommendation to the Council on a development/redevelopment proposal. In the case of ARZs, as a way to expedite the approval process the Town Council approves the zone change request and the site development plan in one motion of approval. This means that at the time the Town Council and the Town Plan and Zoning Commission review the request for an ARZ zone change they are simultaneously reviewing the elements of the development proposal itself.

The approval process with Town Council for the Tannery was as follows:

#### **Informal pre-application meetings-**

February 12, 2013- Joint Town Council/Town Plan and Zoning Commission meeting-required a public hearing (abutter's notifications were sent to residents within 500 feet of the proposed development)

June 11, 2013- Town Council Meeting- required a public hearing (abutter's notifications were sent to residents within 500 feet of the proposed development)

June 13, 2013 and July 2, 2013- ARZ Subcommittee meetings (subcommittee meetings are meetings that consist of representatives from Town Council and the Town Plan and Zoning Commission who review development proposals and give feedback to applicants to guide them through the process). These meetings are open to the public.

\*\*August 26, 2013-Town Council Public Hearing – *for final approval* – required a public hearing (abutter's notifications were sent to residents within 500 feet of the proposed development)

In between these steps, the Conservation Commission and Inland Wetlands and Watercourse Agency also reviewed the project. The Community Beautification Committee reviewed the proposed landscaping elements. The Water Pollution Control Authority reviewed this project in terms of sanitary sewer connections.

These approvals involved the collaboration of various town boards and commissions and also required that all parties involved were on the same page to minimize conflicts between priorities to ensure that the project could get through the land use approval process in order to make the development successful.

As the project started construction, it required the same level of cooperation and coordination with town departments to ensure that the project was being developed in accordance with the plan. When the project required modifications to the plans, the staff assisted the developer in getting expeditiously through the process to get changes approved.

### **Public Involvement**

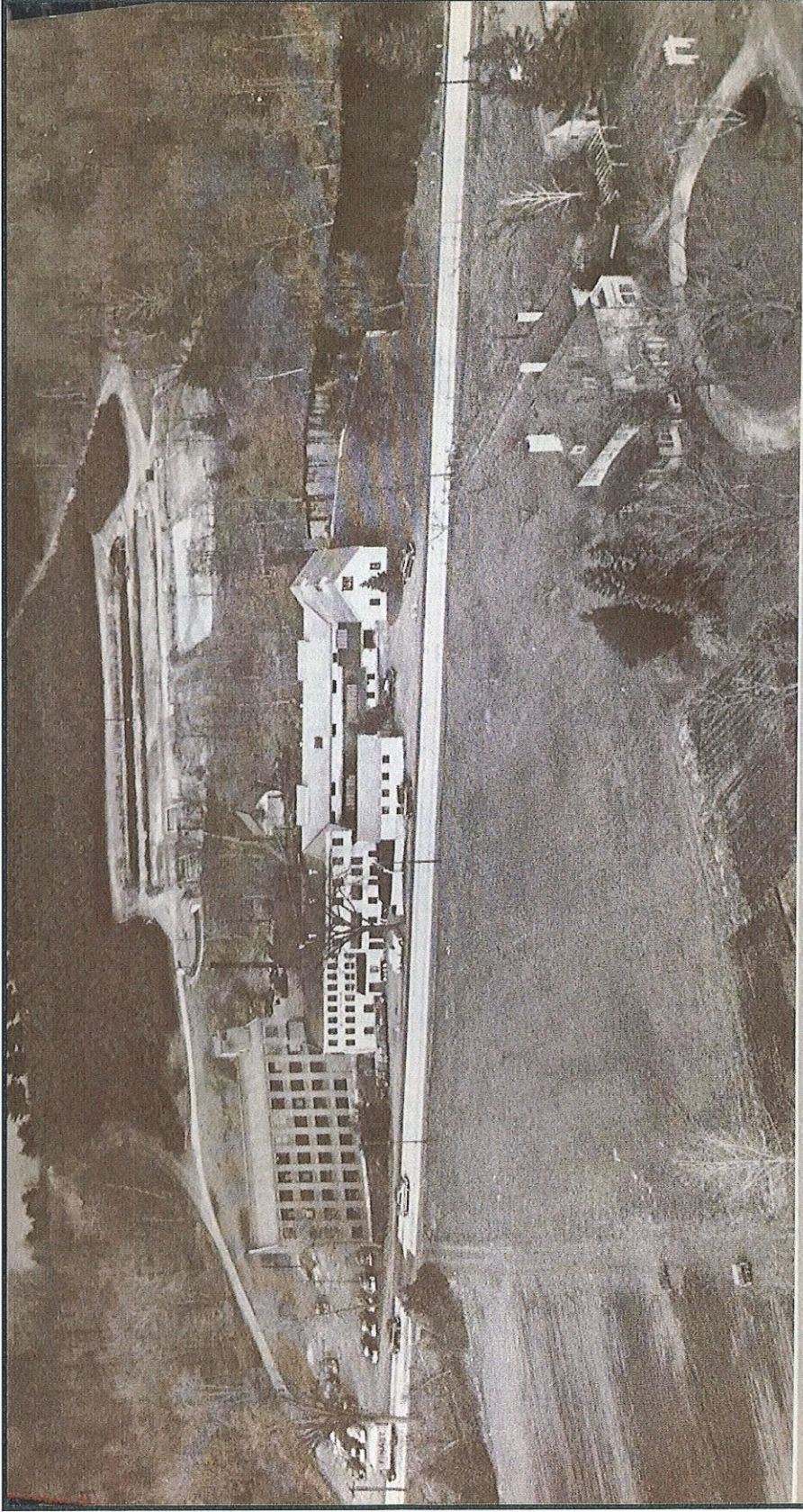
As stated above, for ARZ projects, preliminary/informal meetings and the final reviews conducted before the Town Plan and Zoning Commission and the Town Council require public hearings. When public hearings regarding ARZ projects occur before the Council, abutter's notices are required to be sent to all property owners within 500 feet of all boundaries of the proposed redevelopment project. The public hearings and the abutter's notices are incorporated into the approval process to make sure that the Town and the developer are transparent with the public and give the public an opportunity to participate and be engaged in the approval process starting with the pre-application level. Starting this level of engagement at the preliminary level of plan development helps to ensure that the concerns and ideas of the public are considered and/or incorporated as the plans advance into the final stages in the process.

ARZs go through a complex review before the public; and the public, at both the Commission and the Council levels, has the opportunity to be engaged and participate. When a major modification/amendment is needed for an ARZ project, it has to go through many of the same approval steps that the project went through when it was first approved. During the construction of the Tannery,

there were two occasions (one in 2016 and the other in 2017) when the developer needed major amendments. When an ARZ project needs a major amendment, public hearings are required at the Town Plan and Zoning Commission level and the Town Council level. During the 2017 major amendment approval process, senior residents of a nearby called Rockhaven Condominiums, submitted concerns in writing about adverse impacts to their development that they believed were from the construction of the Tannery development, which was happening across the street from them.

Through the public vetting process, residents of Rockhaven received abutter's notices of an upcoming public hearing for the Tannery and decided to take that opportunity to address their concerns. To resolve these issues and to ensure that this project does not cause any adverse impacts on surrounding neighborhoods, a liaison from the development team was directly appointed to work with the residents of Rockhaven to resolve their concerns. It was through this public-participation process that the Town learned about potential equity issues that were taking place and were able to successfully work with the developer and the residents of Rockhaven to resolve any unintended consequences.

1



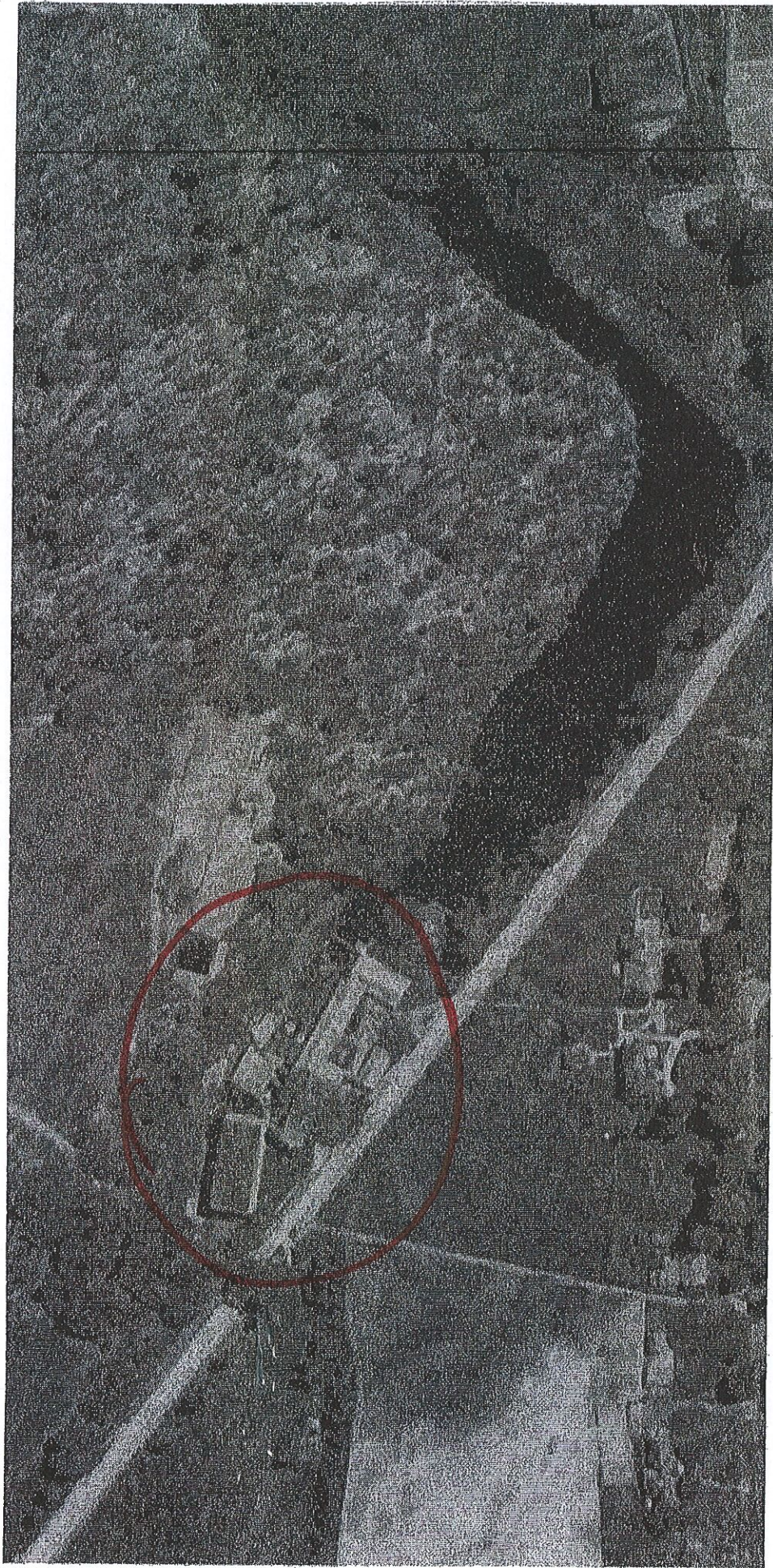
Aerial view of the Roser tannery as it appears today. Pond on right of plant stores pure Neipsic Pools water for tanning. Cleared area between plant and pine grove reveals part of Roser water purification system whereby processing water is cleansed of foreign matter. Many of the

Norway red pines in the grove were personally planted by Herman Roser. The road passing by the tannery is the Hartford-New London turnpike. In foreground, right, is the homestead built by Herman Roser. Homes of John and Marfin Roser, not shown, are located nearby.

1954

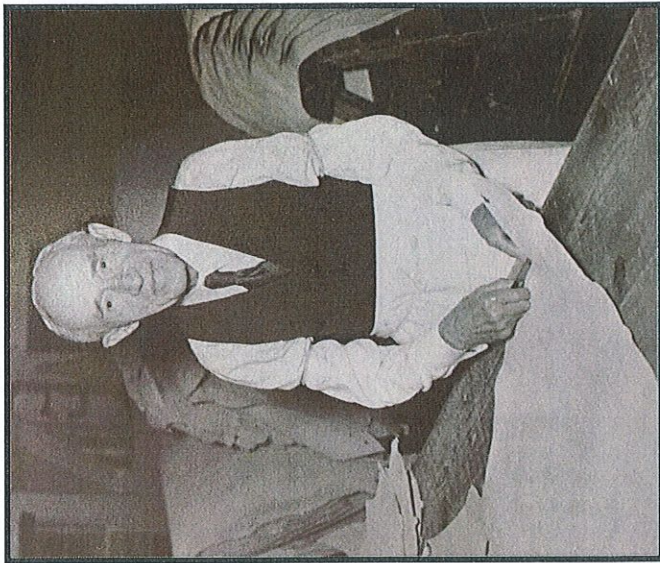
2

Enlarged Version of Aerial Photograph of the Herman Roser & Sons Inc. Tannery  
Aerial Photograph, Fairchild Aerial Survey, Inc. for the State Planning Board, April and May 1934, on file with the Connecticut State Library.



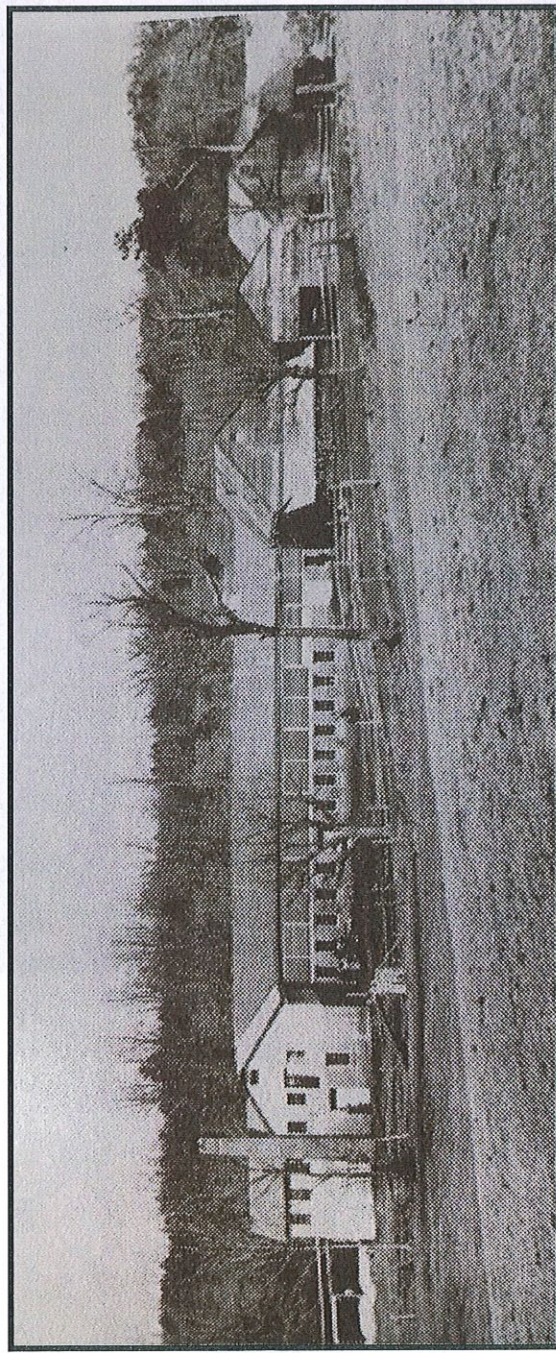
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Board of Directors Town Council  
Major Amendment to Approved ARX Plan  
September 15, 2013



**Herman Roser**  
**1859-1947**  
**Founder**

**Herman Roser & Sons, Inc.**



**Roser tannery as it appeared in 1886 at the time of purchase from Hubbard & Broadhead. Mr. Roser, barely visible, stands in doorway of building at extreme left.**

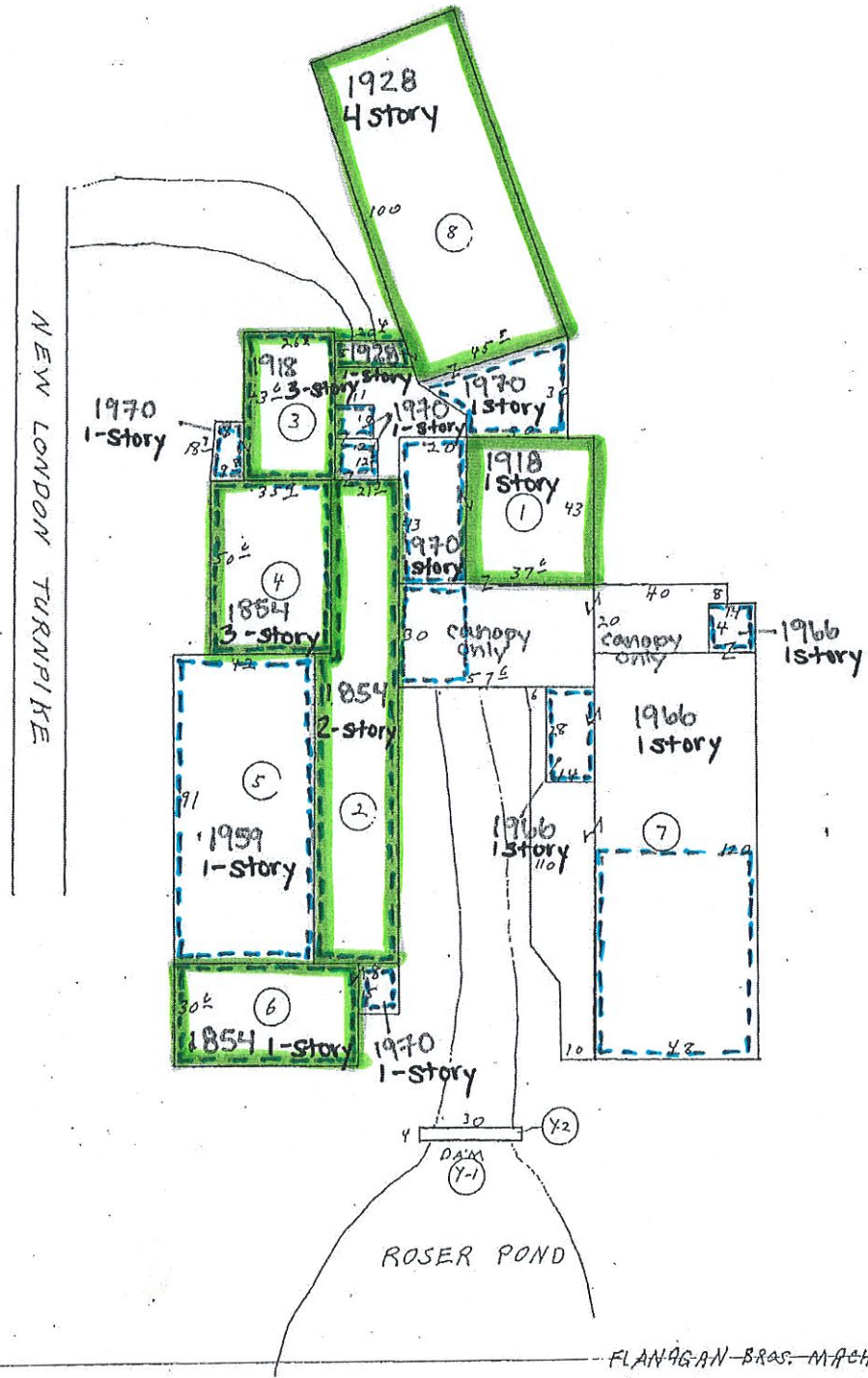


■ = more than 75 years old

Schedule A

■ = more than 75 years old and subject to demolition

□ = less than 75 years old and subject to demolition

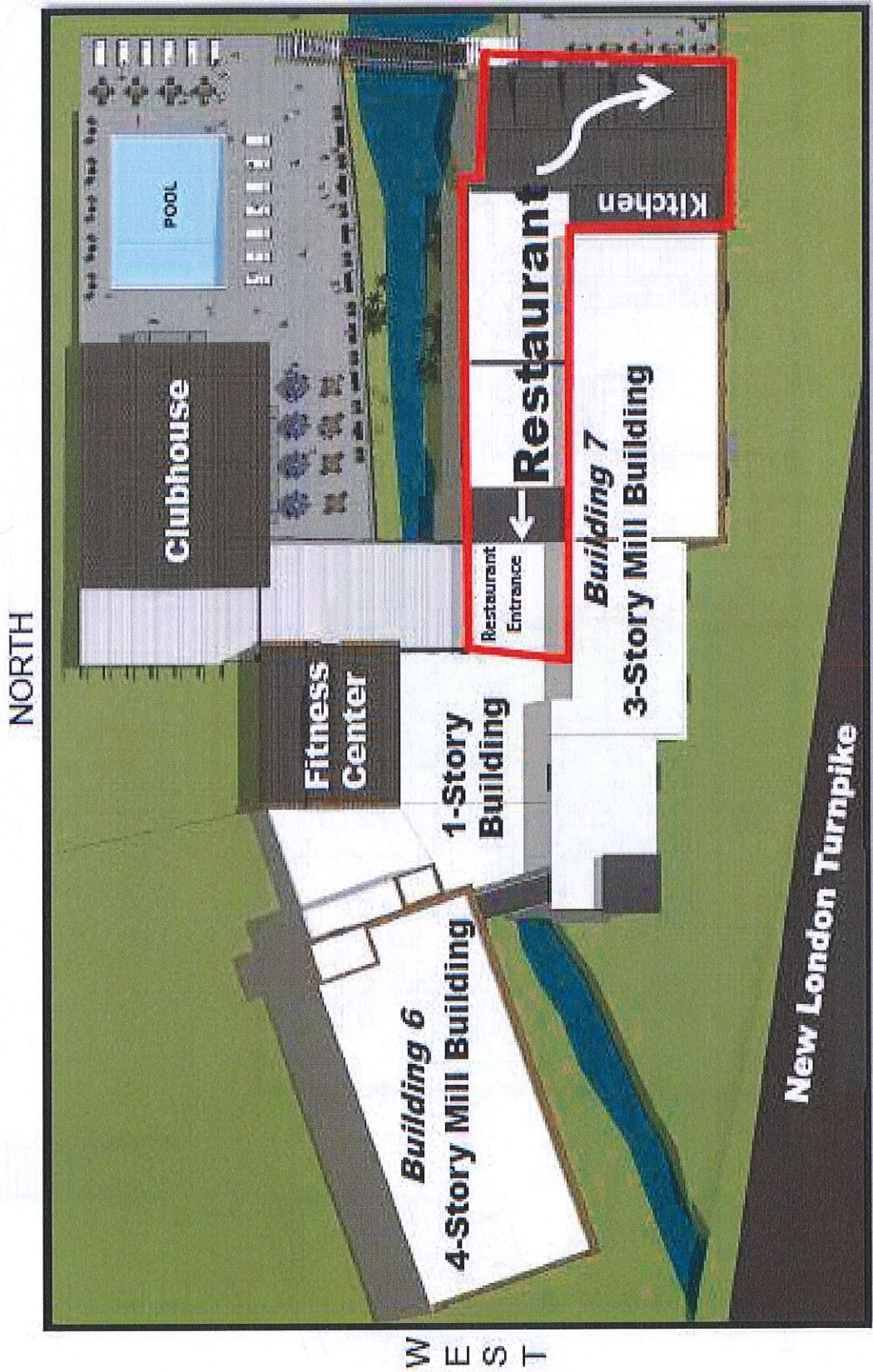


FLANAGAN-BRAS MACHINE SHOP  
GLASTONBURY, CONN.

SCALE: 1" = 50'

6

Mill  
Building  
Complex  
Illustrated  
Layout



E A S T

NORTH

W E S T

SOUTH

New London Turnpike



FLANAGAN'S LANDING  
**CONCEPTUAL SITE PLAN**

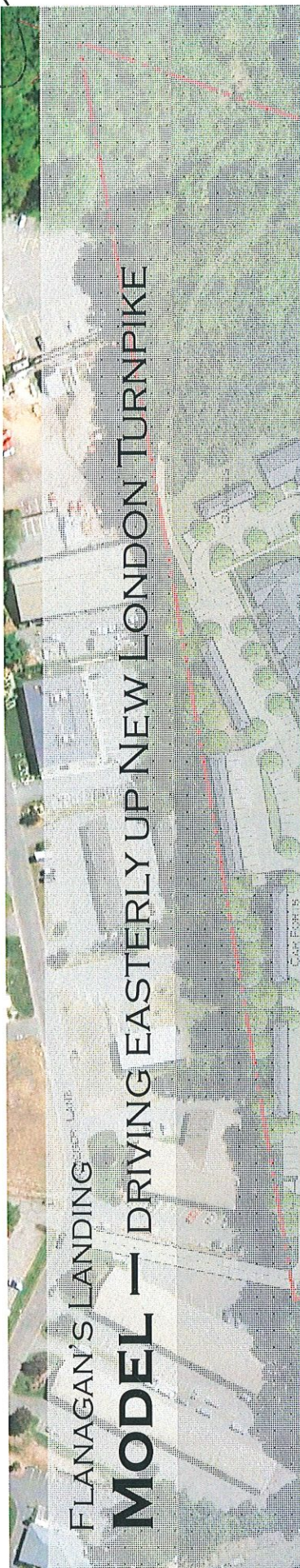


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FLANAGAN'S LANDING

# MODEL — DRIVING EASTERLY UP NEW LONDON TURNPIKE



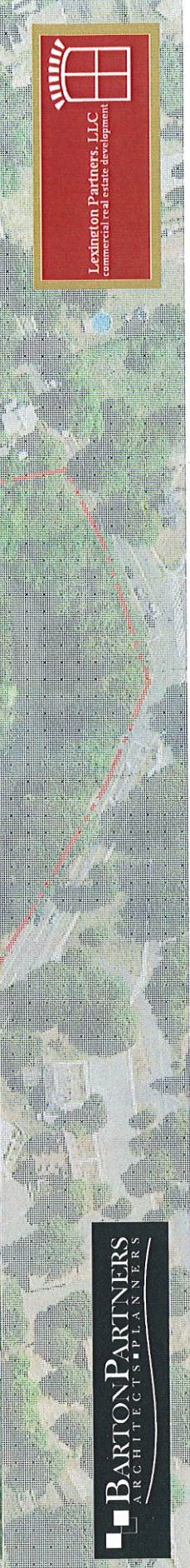
**BARTON PARTNERS**  
ARCHITECTS • PLANNERS

**Lexington Partners, LLC**  
commercial real estate development

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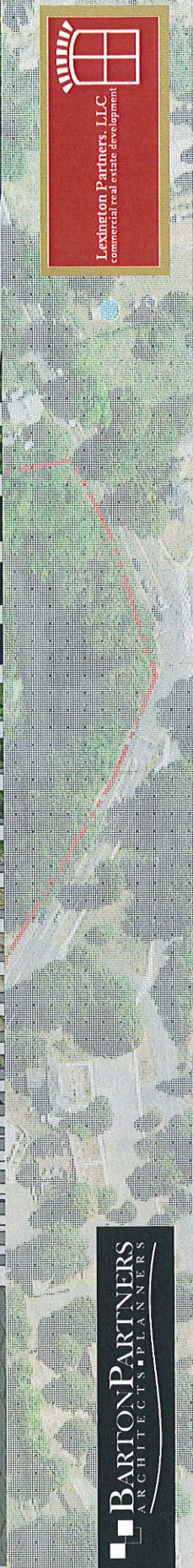
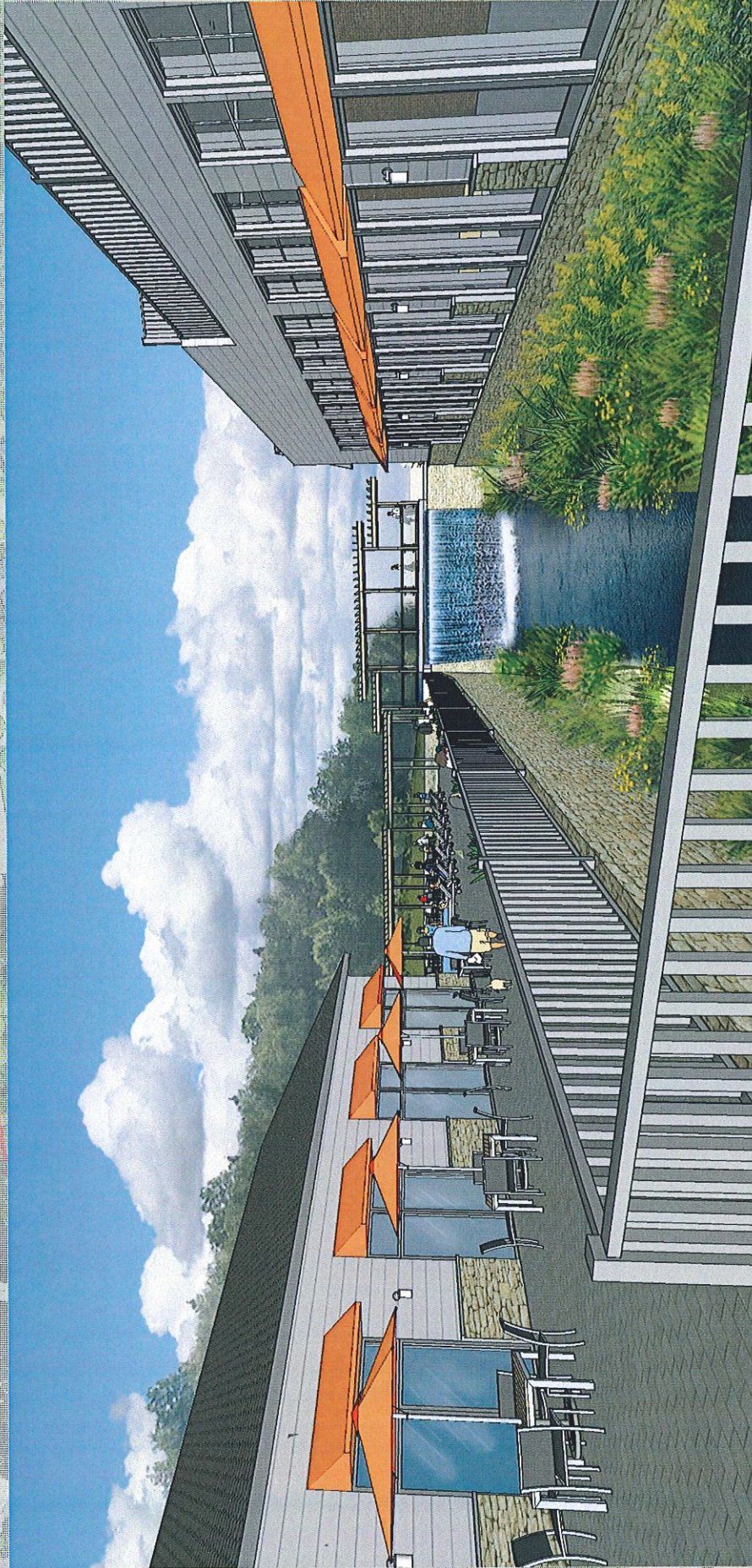
FLANAGAN'S LANDING

# MODEL — VIEW OVER WATERFALL OF AMENITY AREA



10

FLANAGAN'S LANDING  
**MODEL — WATERFALL FEATURE**



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commercial real estate development







