



Town of Glastonbury

Community Development

TO: Town Plan & Zoning Commission
PREPARED BY: Shelley Caltagirone, Director of Community Development
DATE: October 11, 2024
RE: **Naubuc School Village District Overlay**

The Town Council has referred a draft Naubuc School Village District Overlay to the Commission for a recommendation. The proposed district would be located in the northeast sector of Town Center on and around Griswold Street between Main Street and Bantle Road, north to Route 3, and south to Spring Street excluding properties fronting Main Street and PADs. Consideration of the village district has been encouraged by residents of the area in recent Town Council meetings during public comment.

The proposed village district would incorporate Residence A, Reserved Land, and Planned Travel zoning, and it would border Planned Business Development zoning to the west. The intention is to apply the strictest level of design review in an area where four zoning districts with commercial and residential uses are adjacent to one another to ensure contextual and sensitive development around the Naubuc School. Please see the attached map for the draft proposed boundary.

The northern portion of the proposed district was studied in the adopted design guidelines. With adoption of the proposed new village district overlay, Architectural and Site Design Review Committee (ASDRC) review would be compulsory for new construction, substantial reconstruction, and rehabilitation of property. Adopting a new overlay zone would strengthen the Town's ability to enforce design guidelines throughout much of the area identified as Town Center in the Plan of Conservation and Development. This would also require amendment of the recently adopted Design Guidelines to reflect the new mapping and potentially shift some "Preferred" guidelines to "Required" in this area.

Considerations

The Town has contracted with a consultant to update the design guidelines. Revision of the existing guidelines to reflect adoption of the Naubuc School Village District could be prioritized and completed within two months. This could allow the Council to adopt the new village district and its related design guidelines at the same time, reducing the number of public meetings. This would also give the Council and public more clarity about the level of design review that will be required in the new district.

Recommendation

If the Commission is in agreement to support the draft text amendment, the following motion is offered for consideration:

"BE IT RESOLVED, the Glastonbury Town Plan & Zoning Commission hereby recommends adoption of the proposed amendment to the Building Zone Regulations to create a Naubuc School Village District Overlay, as described in a report by the Director of Community Development dated October 11, 2024."

Attachments:

1. Draft Naubuc School Village District Overlay Text Amendment

2. Draft Naubuc School Village District Overlay Zoning Map
3. Town Center Village District Overlay Expansion Subcommittee Minutes (6/25/24, 9/4/24)
4. CRCOG Referral Report

Proposed Building-Zone Regulation Text Amendment

September 13, 2024

4.22 Naubuc School Village District Overlay Zone (NSVD)

4.22.1 Purpose

Pursuant to Connecticut General Statutes 8-2j, the Naubuc School Village District Overlay Zone (NSVD) is hereby created. The NSVD is intended to promote, protect and enhance the unique and distinctive character, historic settlement pattern and architecture, and landscape of the northeast sector of Glastonbury's Town Center and to function in support of the Town Center Zone and its purposes.

4.22.2 Definitions

- a. "ASDRC" – Architectural and Site Design Review Committee.
- b. "Commission" – Town Plan and Zoning Commission.
- c. "Council" – Town Council (Zoning Authority)
- d. "Naubuc School Village District" (NSVD) OR "District" - The Naubuc School Village District as delineated on the official Zoning Map for the Town of Glastonbury. The District shall be an overlay zone and its requirements and standards shall be in addition to and not in lieu of the regulations pertaining to the underlying Residence A Zone, Planned Travel Zone, and Reserved Land Zone.

4.22.3 Applicability

The NSVD is enacted to protect the distinctive character, landscape and historic structures within the District and shall apply to new construction, substantial reconstruction, and rehabilitation of property within the District and in view from public roadways, including but not limited to:

- a. The design and placement of new, expanded or altered buildings including materials and colors;
- b. The maintenance of public views;
- c. The design, paving materials and placement of public roadways;
- d. The design and placement of new and modified landscape areas, lighting, fencing and walls;
- e. The demolition of any structure or part thereof or the elimination of any landscape area; and
- f. Other elements that the Commission deems appropriate to maintain and protect the character of the NSVD.

This provision shall not apply single-family residential or two-family residential properties or to repairs to buildings where such repairs involve the replacement of existing building elements with like materials, colors, dimensions, and details.

In the case of demolition permit applications not associated with any zoning, site plan or special permit, the ASDRC shall provide a report to the Building Official in accordance with the procedures established in Section 4.19.8.

4.22.4 Objectives

All development in the NSVD shall be designed to achieve the following objectives:

- a. The building and layout of buildings and included site improvements shall reinforce existing buildings and streetscape patterns and the placement of buildings and included site improvements shall assure there is no adverse impact on the district;
- b. Proposed streets shall be connected to the existing district road network, wherever possible;

- c. Open spaces within the proposed development shall reinforce open space patterns of the district, in form and siting;
- d. Locally significant features of the site such as distinctive buildings or sight lines of vistas from within the district, shall be integrated into the site design;
- e. The landscape design shall complement the district's landscape patterns;
- f. The exterior signs, site lighting and accessory structures shall support a uniform architectural theme if such a theme exists and be compatible with its surroundings; and
- g. The scale, proportions, massing and detailing of any proposed building shall be in proportion to the scale, proportion, massing and detailing in the district.

4.22.5 NSVD Design Guidelines

The Town Council shall develop NSVD Design Guidelines for review by the Commission and ASDRC, and adoption by the Council. The Guidelines shall include design criteria to achieve the compatibility objectives stated in Section 4.21.4.

4.22.6 General Requirements

The following shall be considered in all development proposals requiring a zoning permit, site plan approval or special permit and in accordance with Section 4.21.3 within the NSVD:

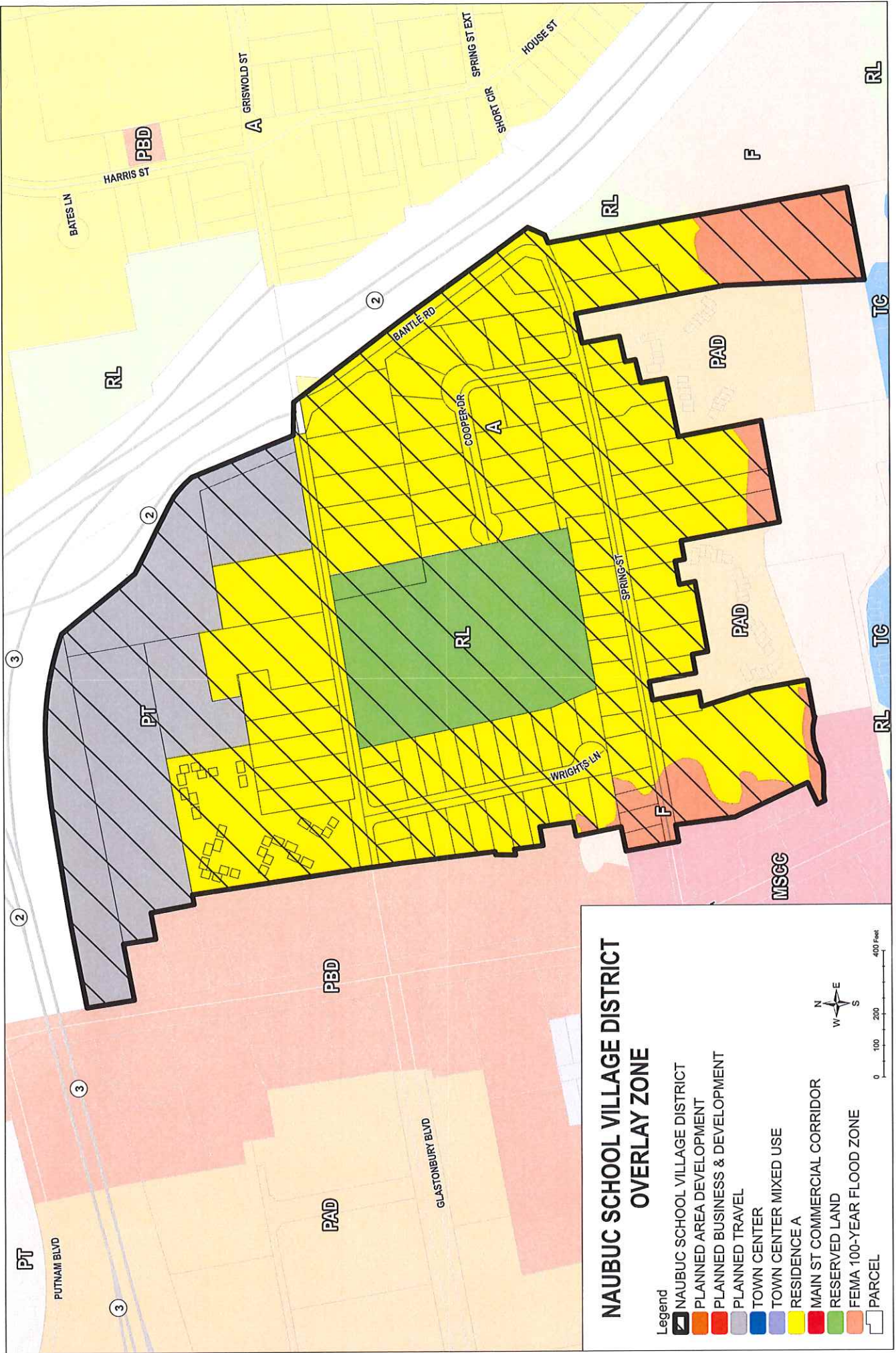
- a. That proposed buildings or modifications to existing buildings be harmoniously related to their surroundings, and the terrain in the district and to the use, scale and architecture of existing buildings in the district that have a functional or visual relationship to a proposed building or modification;
- b. That all spaces, structures and related site improvements visible from public roadways be designed to be compatible with the elements of the area of the village district in and around the proposed building or modification;
- c. That the color, size, height, location, proportion of openings, roof treatments, building materials and landscaping of commercial or residential property and any proposed signs and lighting be evaluated for compatibility with the local architectural motif and the maintenance of views, historic buildings, monuments and landscaping; and
- d. That the removal or disruption of historic traditional or significant structures or architectural elements shall be minimized.

4.22.7 Architectural and Site Design Review Committee (ASDRC)

All applications subject to the provisions of this Section shall be referred to the Architectural and Site Design Review Committee (ASDRC) upon receipt of a complete application, as described in Section 4.19.7.

4.22.8 Procedure

Applications subject to this Section received by the Commission or Building Official, in the case of demolition permit applications not associated with a zoning, site plan or special permit, will follow procedures described in Section 4.19.8.



NAUBUC SCHOOL VILLAGE DISTRICT OVERLAY ZONE

Legend

- NAUBUC SCHOOL VILLAGE DISTRICT
- PLANNED AREA DEVELOPMENT
- PLANNED BUSINESS & DEVELOPMENT
- PLANNED TRAVEL
- TOWN CENTER
- TOWN CENTER MIXED USE
- RESIDENCE A
- MAIN ST COMMERCIAL CORRIDOR
- RESERVED LAND
- FEMA 100-YEAR FLOOD ZONE
- PARCEL



GLASTONBURY JOINT TOWN COUNCIL/TOWN PLAN AND ZONING COMMISSION
TOWN CENTER VILLAGE DISTRICT OVERLAY SUBCOMMITTEE
MINUTES OF JUNE 25, 2024 SPECIAL MEETING

The meeting commenced at 5:35 PM in Meeting Room A, 2nd Floor Town Hall & via Zoom.

Subcommittee Members Present:

Town Plan and Zoning Commission Members Corey Turner, Sharon Purtill, and Robert Zanolungo, Jr;
Glastonbury Town Council Members; Whit Osgood, Deborah Carroll, Kurt Cavanaugh, and Thomas Gullotta;
Shelley Caltagirone, Director of Community Development and Gary Haynes, Planner

Review and discussion of the proposed expansion of the Town Center Village District Overlay Zone (TCVD), sign regulations, and making design review a requirement for special permits in Reserved Land Zones.

Shelley Caltagirone went over the potential text amendment for Town Center Village District Overlay Zone (TCVD) expansion and the Town Attorney opinion dated April 1, 2024. The committee reviewed the proposed boundary changes. Shelley Caltagirone discussed potential consideration for the TCVD zone: expands design guidelines enforceability to larger areas, brings Village District Overlay in closer alignment to the Town Center Planning area in the Plan of Conservation and Development (POCD), encompasses most of the study areas presented in the design guidelines, crosses 7 zoning districts with varied design standards and building types/uses, increases number of applications requiring ASDRC review, and lastly, requires revision and re-adoption of the design guidelines.

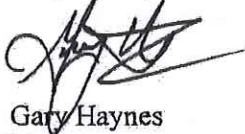
Committee members discussed the potential impacts on the design review process and that expanding the TCVD zone may increase the workload for the ASDRC which currently only meets once a month. Sharon Purtill asked why not consider expansion along New London Turnpike from Monaco Ford to the Tannery? Committee members discussed the impact of adding commercial areas north on Main Street (excluding areas zoned Planned Area Development (PAD)). Corey Turner expressed concern of expanding the TCVD over 7 zoning districts particularly those that do not feel aligned with a "village district". Whit Osgood and Deborah Carroll worry that the design criteria could be too onerous for small business owners. Whit Osgood and Corey Turner expressed that they would like to hold off on the expansion of the TCVD zone until we have revised our regulations and strengthened our regulations to require design criteria. They also noted that when we are working on our updated POCD we can look at expanding the TCVD zone. Town staff said during the regulation rewrite, besides adding design criteria, the town could look at form-based code and master concept planning which would help give more oversight of the design of a project. Thomas Gullotta worries if we do not implement these changes now and hold off, what the impact may be on development projects. Shelley Caltagirone suggested the committee members consider excluding single family and two-family homes from the design review process.

Committee members and staff talked about what revisions need to be made to the design guidelines for the TCVD zone expansion. Whit Osgood and Corey Turner said that it may make more sense to create individual village districts from the already identified design areas designated in the design guidelines rather than creating one TCVD zone over 7 zoning districts.

Shelley Caltagirone asked the committee members for input on the priority of potential text amendments, South Glastonbury Village Overlay district, comprehensive zoning regulation rewrite, and Town Center Village District expansion. The South Glastonbury Village Overlay district would include properties zoned South Glastonbury Village Commercial and Village Residential but could exclude single family and two-family homes from design review. Committee members agreed to proceed with the proposed South Glastonbury Village district and the comprehensive zoning regulation rewrite to be done as soon as possible. As far as the Town Center Village District expansion, committee members agreed to continue discussion.

Meeting Adjourned at 7:00 PM.

Respectfully submitted,

A handwritten signature in black ink, appearing to read 'Gary Haynes', written over a horizontal line.

Gary Haynes
Planner

GLASTONBURY JOINT TOWN COUNCIL/TOWN PLAN AND ZONING COMMISSION
TOWN CENTER VILLAGE DISTRICT OVERLAY SUBCOMMITTEE
MINUTES OF THE SEPTEMBER 4, 2024 SPECIAL MEETING

The meeting commenced at 5PM in Council Chambers, 2nd floor, Town Hall.

Present: Town Plan and Zoning Subcommittee members Robert Zanlungo, Sharon Purtill, and Corey Turner; Town Council Subcommittee members Thomas Gullotta, Kurt Cavanaugh, Whit Osgood, and Deborah Carroll; and Gary Haynes, Planner and Shelley Caltagirone, Director of Community Development

Although not a public hearing, three property owners from the Griswold Street area spoke in favor of expanding the Village District Overlay Zone to the Griswold Street area of Town. Their concerns were centered around increased commercial development, the aesthetics of such development, and increasing the traffic issues, and the effect it could have to the existing residents in the area.

Director of Community Development Shelley Caltagirone gave a brief explanation of the Village District State Statute to the subcommittee members. Adopting areas as part of a Village District allows communities to adopt design guidelines to help raise the quality of design. She explained the Architectural & Site Design Review Committee (ASDRC) currently reviews all commercial development projects, but adopting particular areas of Town into the Village District Overlay Zone raises the level of review to a regulatory review, giving the more authority over the quality of design and aesthetics.

Town staff and Subcommittee members discussed the potential of expanding the Village District Overlay Zone to the Curtisville Historic District area. This area encompasses areas of Pratt Street and Naubuc Avenue. The areas are mostly zoned Town Center Mixed Use and are composed of smaller parcels with historic mill style housing in the area. These historically predominant single family and multi-family homes have been redeveloped overtime and allow for a mix of commercial uses giving the Town Center Mixed Use zone its "village" character.

Whit Osgood asked, if the Village District Overlay Zone was expanded in this area, would the design guidelines for the overlay impact the residential development? Ms. Caltagirone responded that much like the recently adopted South Glastonbury Village District, the Town Council could consider exempting residential development from the design guidelines requirements. She explained the existing design guidelines could be revised to strengthen the level of design in proposed expanded village district areas.

Subcommittee members discussed whether to consider the historic district as the potential boundary or if they would expand the area past the historic district boundary to include Welles Street and north on Naubuc Avenue to the East Hartford town line. Staff and subcommittee members discussed, rather than proposing the Curtisville historic district, maybe expanding the area to the areas zoned Town Center Mixed Use (TCMU). Subcommittee members discussed the role of ASDRC versus what it would be if the Village District Overlay Zone was expanded to these areas.

Sharon Purtill questioned if it was appropriate for areas of Welles Street and Griswold Street to be considered for village district expansion. Gary Haynes said generally smaller scaled parcels of the TCMU Zone and the newly adopted Main Street Flood Corridor would fit from a scale perspective, when considering areas of expansion for the Village District Overlay Zone. Deborah Carroll supports expansion of the Village District Overlay Zone to help raise the aesthetic quality of the areas zoned

TCMU. Robert Zanolungo also supports expansion of the Village District Overlay Zone on Pratt Street and Naubuc Avenue to the north. Mrs. Purtill asked if the proposed area would include Pearl Street.

Thomas Gullotta made a MOTION to move forward with a text amendment to expand the Village District Overlay Zone to include the areas zoned TCMU, including Pearl Street, Pratt Street, and Naubuc Avenue and excluding Welles Street and areas on Main Street. Mr. Osgood expressed concerns of going forward with expansion of the Village District Overlay Zone without having proposed design guidelines in place.

MOTION was APPROVED 5-2 (Corey Turner and Whit Osgood voted against) for the proposed expansion the Village District Overlay Zone to include the areas zoned TCMU, minus the areas on Welles Street.

Subcommittee members then discussed of areas of Griswold Street. Ms. Caltagirone said these areas are zoned Planned Travel and Planned Business & Development as well as Residence A. Mr. Gullotta supported expanding the Village District Overlay Zone to these areas to protect the neighborhood character and high level of design and aesthetics. Mrs. Purtill spoke in favor of, rather than expanding the Village District Overlay Zone in these areas, it maybe better to look at rezoning these areas for desired development uses, and looking at the town implementing traffic calming measures to deal with traffic concerns. Subcommittee members discussed looking more closely at the zoning regulations and the underlying zoning to control future development of Griswold Street.

The meeting was adjourned at 6:52pm.

Respectfully submitted,

Gary Haynes
Planner

October 7, 2024

TO: GLASTONBURY PLANNING AND ZONING COMMISSION

REPORT ON ZONING REFERRAL Z-2024-97: Proposed zoning and map amendment regarding the Naubuc School Village District Overlay Zone

COMMISSIONERS: Receipt is acknowledged of the above-mentioned referral. Notice of this proposal was transmitted to the Policy and Planning Division of the Capitol Region Council of Governments under the provisions of Section 8-3b of the Connecticut General Statutes, as amended.

COMMENT: The staff of the Regional Planning Commission of the Capitol Region Council of Governments has reviewed this zoning referral and finds no apparent conflict with regional plans and policies or the concerns of neighboring towns.

The public hearing date has been scheduled for 11/12/2024.


In accordance with our procedures this letter will constitute final CRCOG action on this referral. Questions concerning this referral should be directed to Jacob Knowlton.

DISTRIBUTION: Planner: East Hartford, Manchester, Bolton, Hebron, Marlborough, Rocky Hill, Wethersfield, East Hampton, Portland, Cromwell, River COG

Respectfully submitted,

Jennifer Bartiss-Earley, Chairman
Regional Planning Commission

William Rice, Vice Chairman
Regional Planning Commission



Jacob Knowlton
Community Development Planner