

BOLTON PLANNING & ZONING COMMISSION  
SPECIAL MEETING AGENDA  
7:00 PM, WEDNESDAY, MARCH 25, 2014  
BOLTON TOWN HALL, 222 BOLTON CENTER ROAD

1. Call To Order
2. *DISCUSSION*: Plan of Conservation and Development
3. Adjournment

**RECEIVED**

**MAR 19 2015**

Town Clerk of Bolton

# POSSIBLE DEVELOPMENT STRATEGIES FOR BOLTON



## Overview

This booklet has been prepared to help guide discussion of possible “development” strategies for the 2015 Plan of Conservation and Development (POCD) for Bolton, Connecticut.

The term “development” refers to how Bolton might want to guide growth or change which will happen in the future. Development issues might include the following:

- Overall community organization or structure
- Business development patterns
- Residential development patterns
- Other development issues

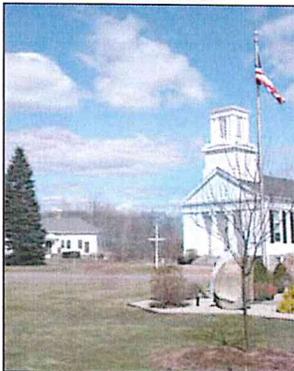
The following pages suggest strategies, policies and tasks to be considered by the Planning and Zoning Commission (PZC). Some of the strategies come from the 2005 POCD, some have been recommended by other boards and commissions in Bolton and others have been suggested based on research and analysis conducted as part of this planning process.

PZC members should review this information and evaluate whether the strategy, policies, and tasks might be appropriate for the POCD.

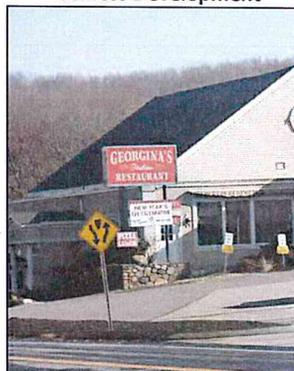
*“Development is about transforming the lives of people.”*

Joseph Stiglitz  
American Economist

Bolton Center



Business Development



Residential Development



## Executive Summary

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In the 2005 POCD, the key development strategies were:

- Encourage the establishment of appropriate commercial development such as professional services and small retail businesses.
- Maintain a low density residential community with opportunities for senior and affordable housing.

While these themes are still relevant, residents indicated that business development was an even more important issue for consideration in the 2015 POCD. Residents indicated this concern was mostly due to a desire to grow the tax base. Suggestions included:

- Reviewing business zone locations / boundaries to see how they might be improved
- Reviewing regulations to see how they might be simplified (cisterns, landscaping)
- Reviewing approval processes to see how they might be simplified
- Striving to create unique destinations to support business / economic growth including Heritage Farm, Munson's Chocolates /Bolton Ice palace, and tourism (history, "letterboxing", etc.)

Other development concepts expressed by residents at the community workshop meeting included:

- Striving to create a focal point in Bolton Center and implementing the Bolton Center Study
- Continuing to manage residential development
- Increasing housing options (seniors, affordable, etc.) and overall housing diversity
- Continuing to use/encourage "open space subdivisions"

Over the past decade or so, Bolton has undertaken a number of studies related to community development (Bolton Center, Route 44, Route 6, Incentive Housing, etc.). A key focus for the 2015 POCD will be to ensure these various studies are organized and integrated into a cohesive vision for Bolton.

**Business Development**



**Residential Development**



## **Possible Planning Program**

### **COMMUNITY STRUCTURE**

- A. Maintain Community Structure
- B. Implement The Bolton Center Study

### **BUSINESS DEVELOPMENT**

- A. Review Location / Extent Of Business Zones
- B. Review Uses / Standards In Business Zones
- C. Encourage Business / Economic Development
- D. Ensure Appropriate Design

### **RESIDENTIAL DEVELOPMENT**

- A. Review Location / Extent Of Residential Zones
- B. Review Uses / Standards In Residential Zones
  - Evaluate Two-Family Provisions
  - Consider Using Maximum Density Rather Than Minimum Lot Size
  - Revise R-3 Standards
  - Review OSCD Provisions
  - Review Multi-Family Provisions
- C. Address Housing Needs
  - Housing For An Aging Population
  - Housing That Is More Affordable
  - Possible Approaches To Address Housing Needs



# COMMUNITY STRUCTURE

*Community structure is an evaluation of how a community is organized and its "sense of place"*

## A. Maintain Community Structure

In terms of community organization, Bolton’s overall structure consists of:

- a “traditional colonial-era village center” in Bolton Center,
- three main business/industrial areas located on Routes 6 and 44 on each side of Bolton Notch, and
- some neighborhood business areas in other parts of the community.

With the exception of smaller lots being permitted around Lower Bolton Lake, the majority of areas in Bolton are zoned for residential lots on lots of one-acre or larger.

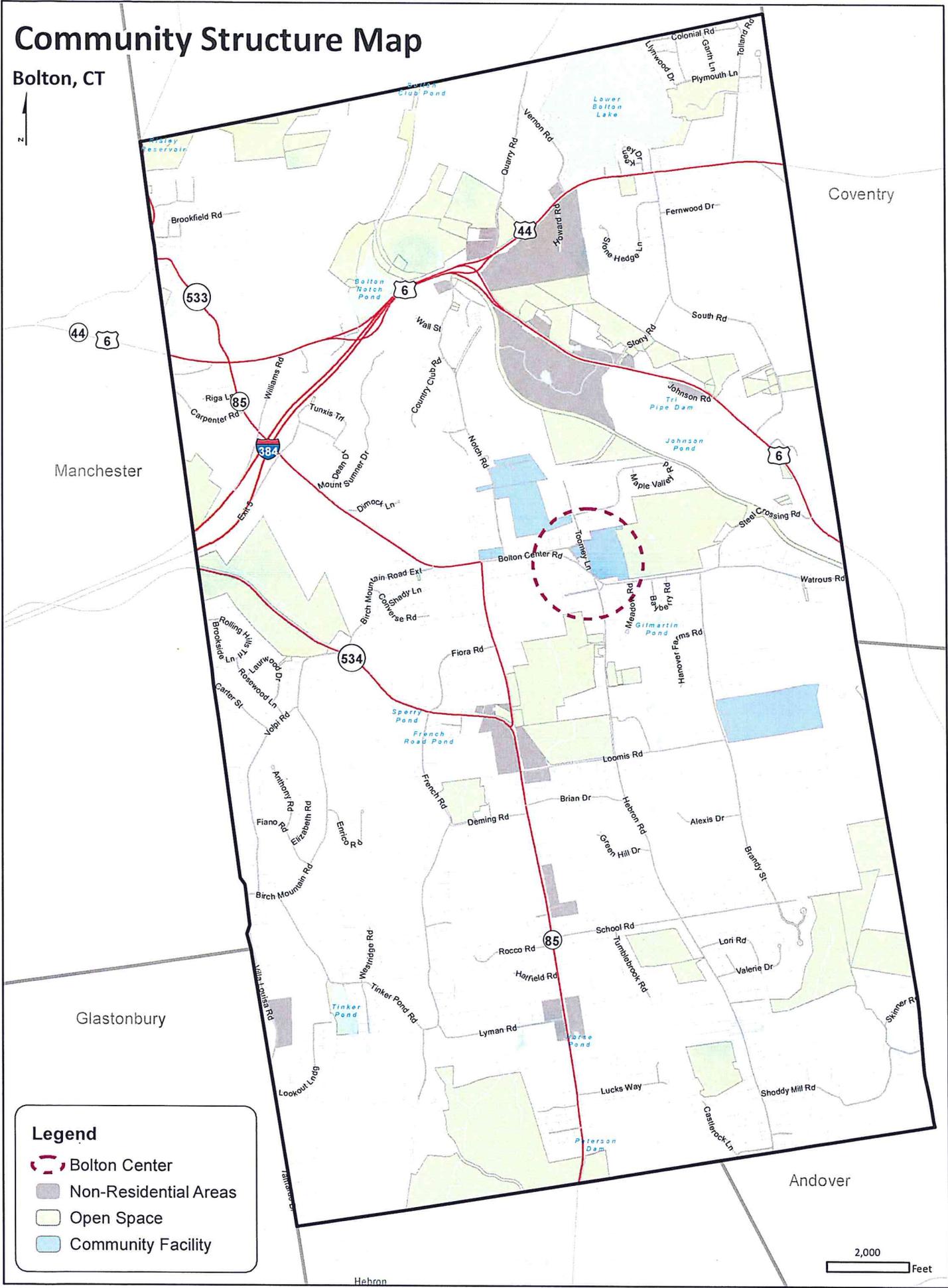
While some people have expressed a desire for more of a community focal point in Bolton Center where organizations and groups in Bolton could get together to share experiences (coffee shop, post office, package store, etc.), about 74 percent of respondents in a survey did not support that concept.

Community structure can have a meaningful impact on “sense of place” and community character. Bolton residents like the overall character of the community with residential areas separated from the commercial areas. This overall pattern should be maintained.

A. Maintain Community Structure		
Possible Policies	Leader	Partners
1. Maintain the overall structure of Bolton with: <ul style="list-style-type: none"> <li>• a “traditional colonial-era village center” in Bolton Center, and</li> <li>• business areas separated from residential areas.</li> </ul>		
2. Maintain Bolton Center as a “priority funding area” in the State Conservation and Development Policies Plan.		

# Community Structure Map

Bolton, CT



**Legend**

- Bolton Center
- Non-Residential Areas
- Open Space
- Community Facility

2,000 Feet

**Bolton Center Study**

So that its findings and recommendations will continue to be considered and implemented in the future, the Bolton Center Study is hereby incorporated into the Bolton Plan of Conservation and Development.

**B. Implement The Bolton Center Study**

With the assistance of a consulting team lead by Richter & Cegan, Bolton completed the Bolton Center Study (see the case study on the facing page). The study identifies a number of initiatives which were supported by the community and which will help to enhance Bolton Center and the Heritage Farm.

Some of the key recommendations from the Bolton Center Study include:

- Maintaining Town Hall in this location and undertaking an expansion to meet community needs
- Re-aligning Toomey Road and Bolton Center Road
- Improving pedestrian connections and trails
- Renovating / re-purposing key buildings (Heritage Barn, Heritage Farmhouse, Stagecoach Tavern)
- Enhancing the community / educational value of the Heritage Farm
- Making improvements to the Library Green
- Preserving open space and viewsheds

Since Bolton Center is an area with a distinctive character, landscape, and historical value which is treasured by residents, there may be interest in establishing a “village district” as authorized by Section 8-2j of the Connecticut General Statutes sometime during the planning period. Establishing such a district would give the Planning and Zoning Commission significant review authority over the design of new development. While the aesthetic controls of a village district can apply to all uses, it will be up to the Planning and Zoning Commission to determine if they wish to be involved in regulating activities associated with single -family residential structures and uses.

During the planning period, Bolton should strive to implement the recommendations of this study.

<b>B. Implement The Bolton Center Study</b>		
<b>Possible Policies</b>	<b>Leader</b>	<b>Partners</b>
1. Strive to implement the recommendations of the Bolton Center Study.		
<b>Possible Initial Tasks</b>		
2. Consider establishing a “village district” in the Bolton center area as authorized by CGS Section 8-2j.		

CASE STUDY

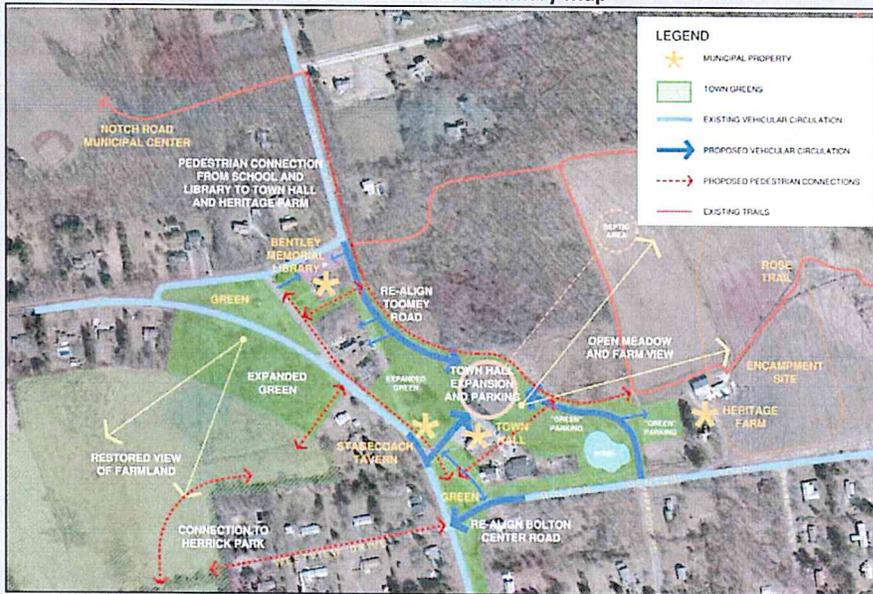
# Bolton Center Study

With money from the State of Connecticut, the Connecticut Trust for Historic Preservation funded a study in 2013 to develop strategies to revive cultural and/or historic assets in Bolton.

The study team, which was led by Richter & Cegan of Avon working with a local Steering Committee, recommended strategies to help maintain a vibrant town center. The overall vision for Bolton Center was:

*“A vibrant town center that celebrates our rural heritage and serves as a hub of services and activities – municipal, cultural, historical, educational, and social that can be easily accessed on an interconnected system of roads and trails.”*

Recommendations Summary Map



Town Hall And Church



Heritage Farm





# BUSINESS DEVELOPMENT

*Business development will broaden the tax base, help make goods and services available for residents and visitors, and provide employment opportunities.*

## Zoning

Does Bolton have the right zones in place to promote the types of business development it wants in the locations it wants?

## A. Review Location / Extent Of Business Zones

At the present time, Bolton has an array of business zones and locations (see the map on page 15):

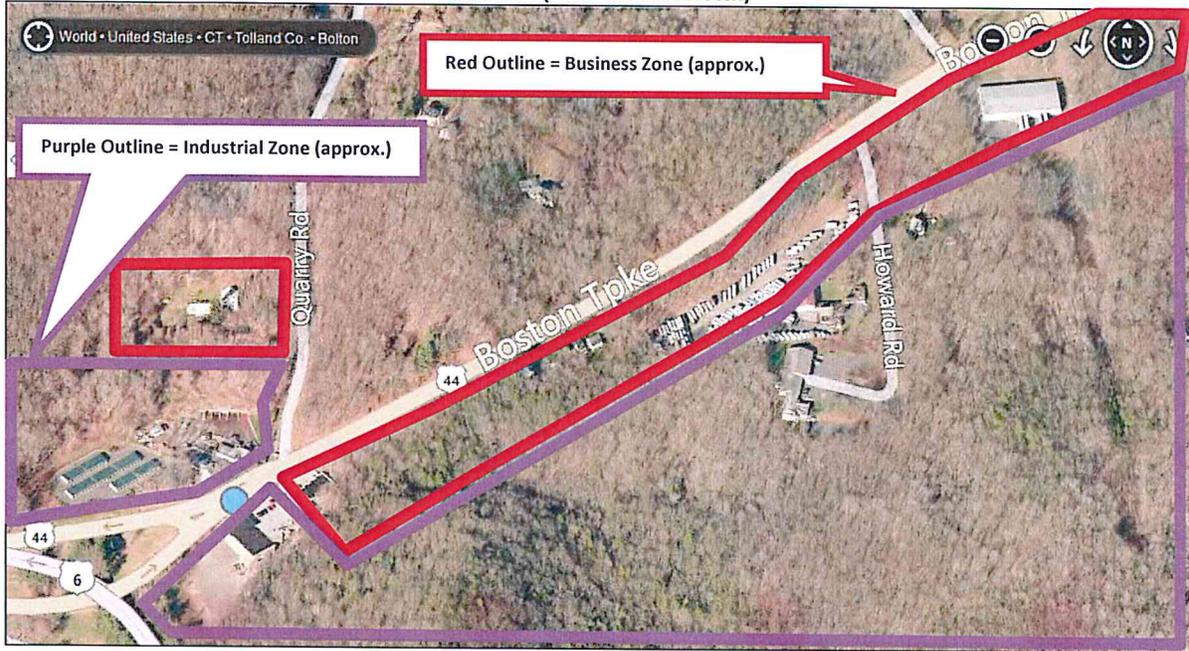
- General Business (GB)
- Neighborhood Business (NB)
- Industrial (I)
- Gateway Mixed Use Industrial (GMUIZ)
- Rural Mixed Use (RMUZ)

The zone locations and boundaries of the GMUIZ and RMUZ may reflect a cohesive overall vision for the Route 44 corridor. However the location and extent of the General Business (GB), Neighborhood Business (NB), and Industrial (I) zones should be evaluated by the Commission since such districts:

- May not reflect more recent thinking (see “case studies” on subsequent pages regarding Route 6, for example),
- May encourage a “strip development” pattern rather than the “village pattern” mentioned elsewhere,
- May not respect natural features such as wetlands
- May create less viable business areas where traffic volumes (5,000 ADT or less) may not support viable uses.

A. Review Location / Extent Of Business Zones		
Possible Policies	Leader	Partners
1. Strive to create a cohesive overall vision for the location and extent of business development in Bolton.		
Possible Initial Tasks		
2. Undertake a review of business zone locations and extent.		

Route 44 (East of Bolton Notch)



Route 6 (East of Bolton Notch)



Neighborhood Business (North)



Neighborhood Business (Central)



Orange Outline = Neighborhood Business Zone (approx.)

Neighborhood Business (West)



Neighborhood Business (South)



**CASE STUDY**

**Route 44 Strategic Plan (2008)**

In 2008, a team of consultants led by Fitzgerald & Halliday, completed a Strategic Corridor Plan for Route 44 in Bolton. That plan indicated that “Route 44 will continue to be the focus of growth and development for Bolton.” The goal was to guide future development to have a unique character defined by compact, pedestrian-friendly, mixed residential and business districts.

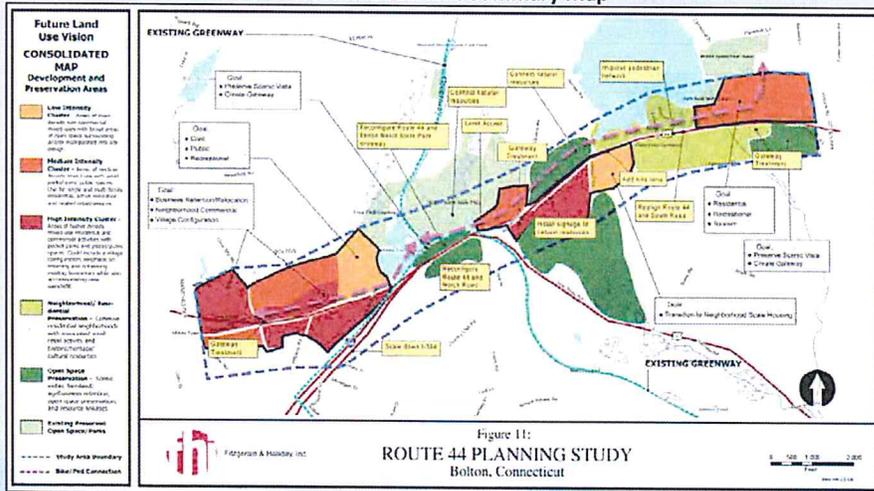
Due to saturation of large-scale retailers and other retail opportunities for travelers, the market analysis suggested that the corridor could support development incorporating a variety of uses (residential, office, retail, and public space) that would serve:

- the needs and desires of Bolton residents,
- some pass-through travelers, and
- visitors to the recreation and heritage assets within Bolton.

The availability of sewers on Route 44 may enhance the development prospects in the corridor.

Traffic volumes in the Route 44 corridor range from about 7,700 average daily trips (ADT) at the Manchester line to about 36,000 ADT on the combined Route 6/44 section with about 17,300 ADT at Quarry Road and about 14,200 ADT at the Coventry line.

**Recommendations Summary Map**



## Cooperation

Some of the land involved in the "Bolton Crossroads" concept is owned by:

- the State of Connecticut (acquired as part of the Route 6 relocation project),
- private property owners.

As a result, implementing the "Bolton Crossroads" concept (especially the road connecting Route 6 and Route 44) may require the reconfiguration or trading of property.

This could also provide an opportunity to protect the rural character of the Bolton Notch area by putting this land into an open space designation.

It would also be desirable to integrate pedestrian trails and connectivity from Route 44 to Route 6 and the Hop River Trail Corridor into this concept.

## CASE STUDY

### Route 6 Corridor Master Plan (2010)

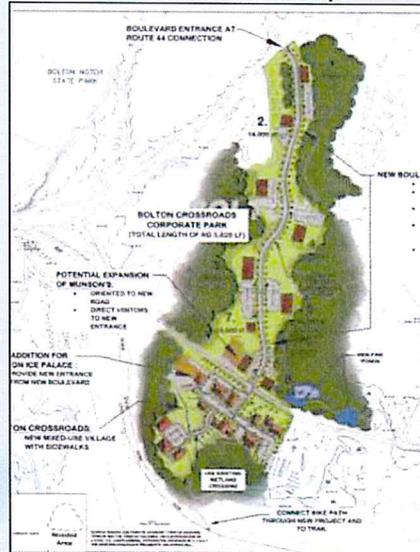
In 2010, the Regional Economic Development Council (REDC), an association of Bolton, Coventry, Andover, and Columbia prepared a master plan for the Route 6 corridor with the assistance of LADA of Simsbury.

The REDC study provided a vision for future development in the Route 6 Hop River corridor that was developed through public involvement and consensus building across the four participating towns. The study defined targeted areas for future development in the corridor and proposed a new Corridor Zone to promote growth in these areas while preserving the historic, scenic, and environmental resources of the corridor. The intent was to establish consistent zoning and design guidelines among the four towns and seek ways to share the costs and revenues of bringing the overall vision to reality.

The vision for Bolton Crossroads included expansion of existing businesses, a mixed use village, and/or a corporate park. Preferred uses included banks, pharmacy, candy manufacturing, recreation, restaurant, and a mix of professional offices, and offices and services in a village setting.

The study recommended the rezoning of the Route 6 corridor to focus development in designated areas and retain the rural and residential character of the corridor in other areas.

Bolton Crossroads Concept



Bolton Crossroads Detail



## CASE STUDY

### Route 6 Corridor Transportation Study (2013)

In 2013, the Capitol Region Council of Governments (CRCOG) undertook a study of the Route 6 corridor from Bolton to Columbia with the assistance of Clough Harbour Associates.

That study looked at traffic operations in the entire Route 6 corridor and, in Bolton, recommended the reconfiguration of the Route 6/44 intersection. The study included recommendations to improve vehicular access and safety:

- side road intersection improvements,
- access management improvements and policies,
- Route 66 East safety measures, and
- incident management considerations.

The study also evaluated the “Bolton Crossroads” (a potential mixed use village area) identified in the 2010 REDC study. The recommendations were aimed to “tame” traffic speeds and provide safer travel conditions while making this area more attractive and accessible for development. Village elements in the Bolton Crossroads focus area included:

- Village-scale mixed-use development and density.
- Parking provided on side or rear lots.
- Low-speed arterial design for Route 6 with speed mitigation measures.
- Sidewalks and bike-safe shoulder along Route 6.
- Small networks of local streets to provide access between Route 6 and new developments.

Traffic volumes in the Route 6 corridor range from about 7,700 average daily trips (ADT) at the Manchester line to about 36,000 ADT on the combined Route 6/44 section with about 20,200 ADT near the Ice Palace and about 19,400 ADT at the Coventry line.

Route 6/44 Reconfiguration



Bolton Crossroads Concept



**Buildout Analysis**

Until the type and extent of business zones is determined and the standards clarified, it will be difficult to prepare a buildout analysis of the various business zones in Bolton.

Such an analysis might help clarify the potential impact of business development on the overall Grand List in Bolton.

**B. Review Uses / Standards In Business Zones**

Bolton wishes to encourage business development yet the standards and requirements in some of the business districts may create barriers. The Planning and Zoning Commission should consider whether the current use and other standards in the regulations are appropriate.

Consider the following:

- The Site Plan standards in Section 16 of the Zoning Regulations are 35 pages long (three times longer than the Special Permit section) and create a number of situations where the regulations are not as “administrative” as they might be
- Practically all business uses require a Special Permit and this may result in a potential barrier if such provisions deter businesses from applying
- The listing of permitted uses is very detailed possibly leading to a situation where a use does not fit into any listed category but is essentially similar to other uses
- Until recently, Bolton was requiring 30,000 gallon cisterns as part of new business developments

Further, Bolton may wish to consider whether or how it might offer incentives for new business development such as:

- Tax abatements - As per CGS Section 12-65b, Bolton has the ability to offer local tax abatements for certain types of real estate developments and/or manufacturing machinery and equipment.
- Abatement of permit fees – In order to promote economic growth and build the grand list, communities may reduce building permit fees and/or other fees for certain types of development.

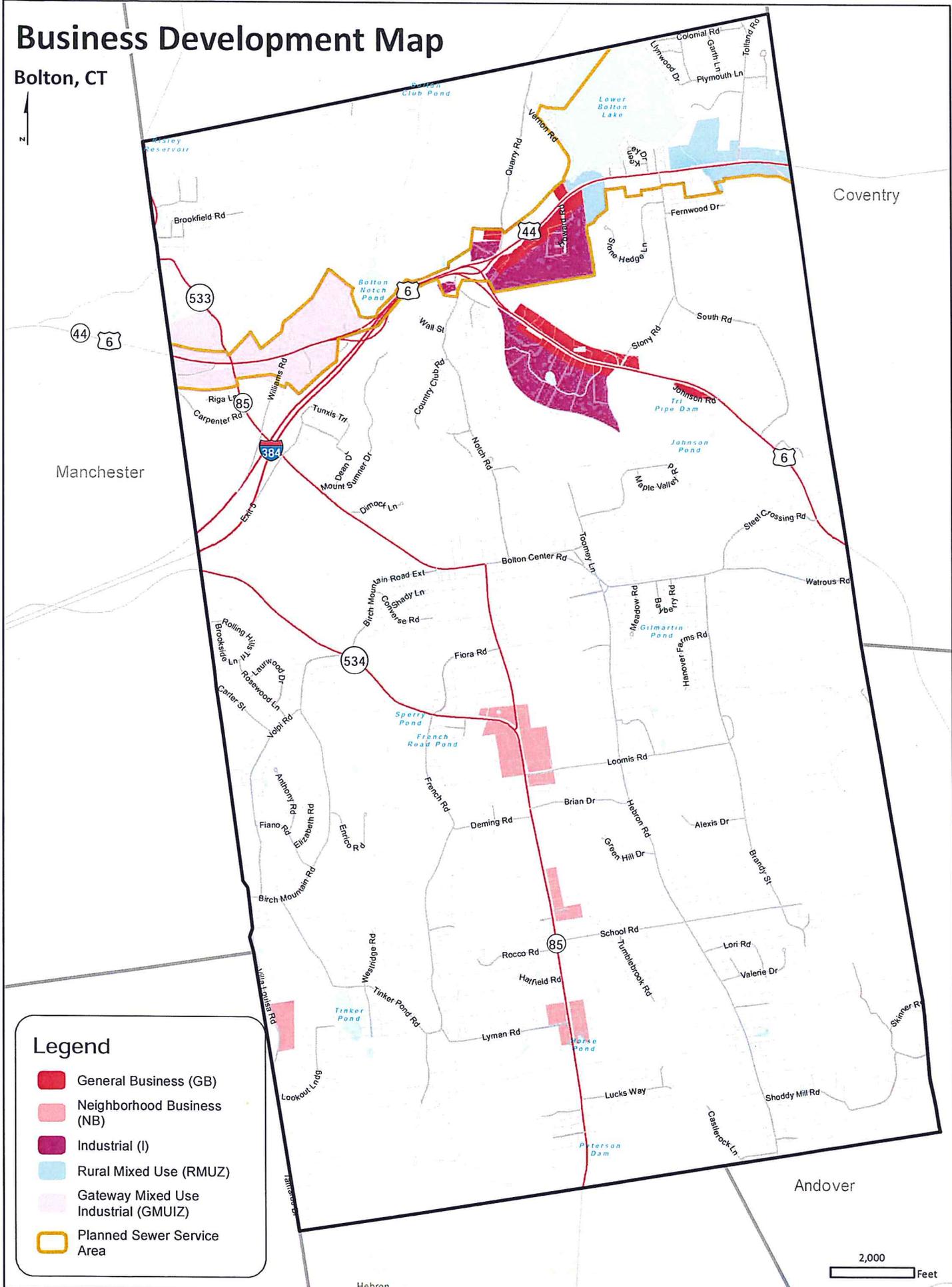
Other incentives might include:

- providing loans or grants for specific economic development improvements (such as extending infrastructure),
- providing technical assistance to businesses and developers,
- assembling properties to create unified development sites, and/or
- helping remediate contaminated properties.

<b>B. Review Uses / Standards In Business Zones</b>		
<b>Possible Policies</b>	Leader	Partners
1. Review business development policies to facilitate economic development.		
<b>Possible Initial Tasks</b>		
2. Undertake a review of business zone uses and standards.		

# Business Development Map

Bolton, CT



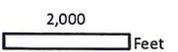
Coventry

Manchester

Andover

## Legend

- General Business (GB)
- Neighborhood Business (NB)
- Industrial (I)
- Rural Mixed Use (RMUZ)
- Gateway Mixed Use Industrial (GMUIZ)
- Planned Sewer Service Area



Possible Additional Topics

As part of the POCD update, the PZC may wish to discuss the following topics:

1. Heritage Farm – Barn As An Event Facility
2. Heritage Tourism – How to Capitalize On This
3. General Store Co-op
4. Bed and Breakfast Facilities (current regulations seem OK)
5. Home Occupations (current regulations seem OK)
6. Parking standards (minimum number of spaces seems quite low (how is this working?))

## C. Encourage Business / Economic Development

Bolton would like to attract business development in order to enhance the tax base, have goods and services available, and have local employment opportunities. Other communities wish to do the same.

While Bolton can be challenged by its modest population and the lack of water and sewer infrastructure, it does have several opportunities which it can exploit:

- Traffic on Route 6 and Route 44
- Local amenities such as Bolton Lake, the Hop River Recreational Trail, Rochambeau campsite / Heritage Farm, Bolton Ice Palace, Munson’s Chocolate, and other amenities

Bolton should continue efforts to retain existing businesses and attract new businesses. In addition, Bolton should recognize that other forms of development can also be “economic development” since they typically pay more in tax revenue than they require in services. This can include certain types of housing (especially for older residents which do not increase school enrollments) as well as farms and recreational venues.

C. Encourage Business / Economic Development		
Possible Policies	Leader	Partners
1. Continue to encourage business and economic development.		
2. Continue efforts to retain existing businesses and attract new businesses.		
3. Recognize that other forms of development can also be “economic development” since they typically pay more in tax revenue than they require in services		
Possible Initial Tasks		
4. < to be determined >		

Business Development



Business Development

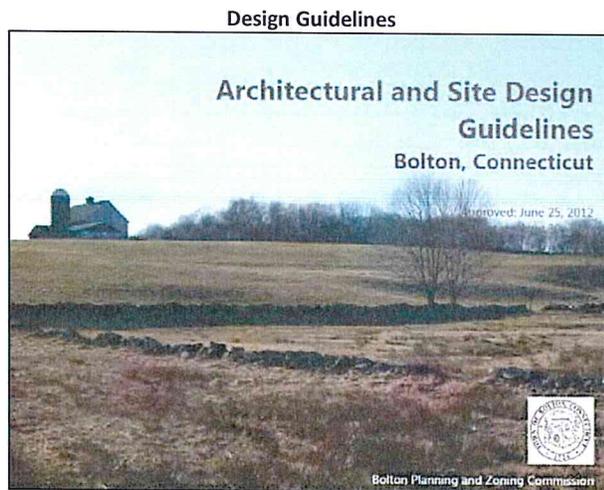


## D. Ensure Appropriate Design

Over the years, Bolton residents have consistently stated that the design of new business development is important. The message is clear, Bolton does not seek any business development – it seeks business development which is consistent with the overall character of the community.

Bolton has a manual with “architectural and site design guidelines” to help guide future development and this should be consistently applied in the future.

If Bolton wishes to establish a “village district” in any business area, this would be an appropriate place to mention that.



D. Ensure Appropriate Design		
<b>Possible Policies</b>	<b>Leader</b>	<b>Partners</b>
1. Continue to utilize the “Architectural and Design Guidelines” to promote appropriate business design for Bolton.		
<b>Possible Initial Tasks</b>		
2. < to be determined >		



# RESIDENTIAL DEVELOPMENT

*Most of the land area of Bolton is zoned for residential uses so it is important to ensure there are reasonable regulations in place to produce the outcomes desired by the community.*

## A. Review Location / Extent Of Residential Zones

At the present time, Bolton has an array of residential zones and locations (see the map on the facing page):

Zone	Minimum Lot Size	Permitted Uses
R-1	40,000 SF	Single Family on 40,000 SF (200' Frontage) Two-Family on 60,000 SF (300' Frontage)
R-2	40,000 SF	Single Family on 40,000 SF (200' Frontage) Two-Family on 60,000 SF (300' Frontage) Multi-family on 70,000 SF at 4 units/acre
R-3	22,500 SF	Single Family on 22,500 SF (150' Frontage)

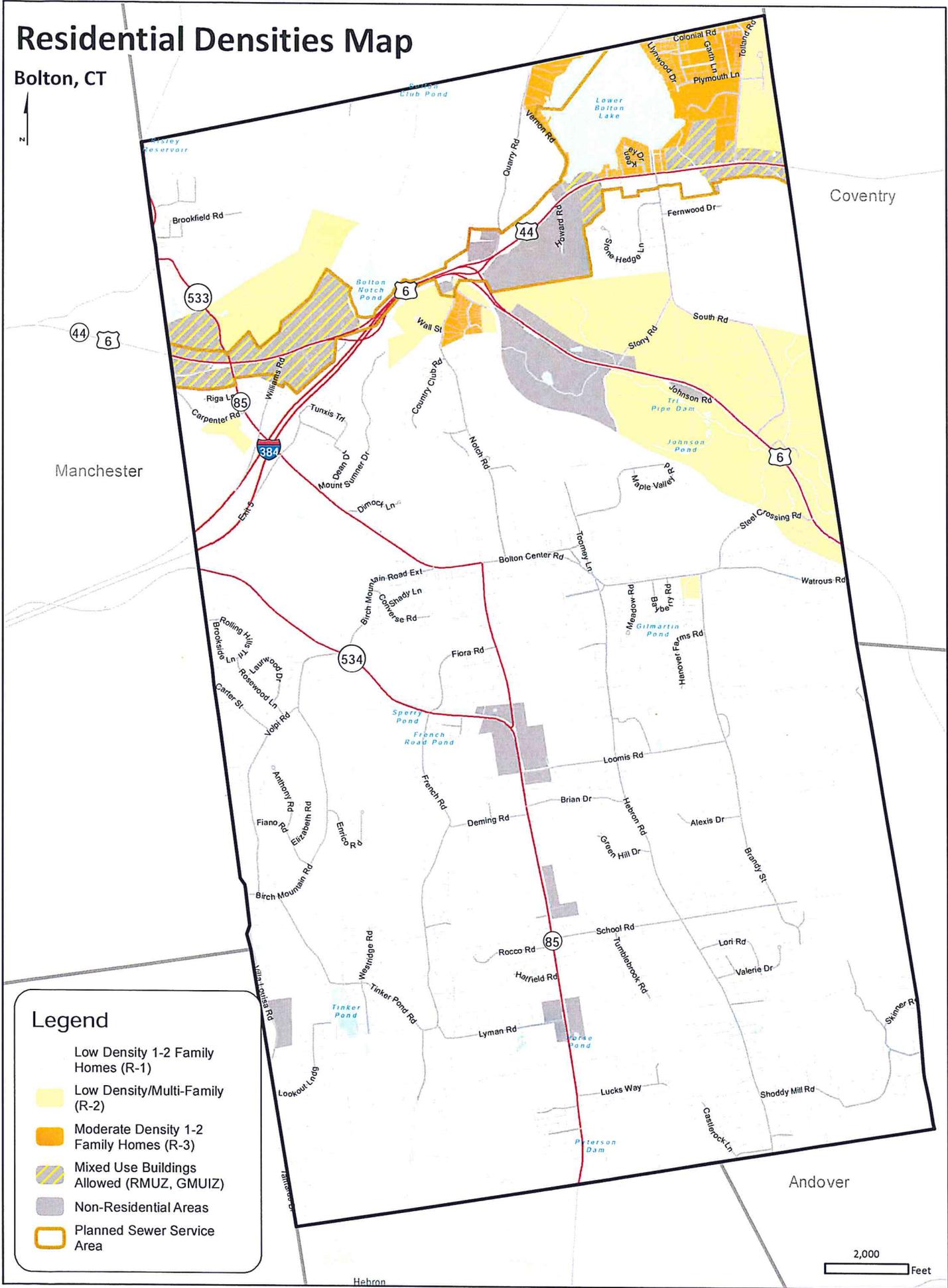
The R-3 district applies to most of the areas around Bolton Lake. It may make sense to extend this district to any area that drains to Bolton Lake. There is also an area south of Bolton Notch.

There are a couple of R-2 zoned areas where it is not clear what the original intention was for zoning these areas to allow for multi-family development. The PZC should evaluate whether the R-2 zoning is appropriate for these areas.

A. Review Location / Extent Of Residential Zones		
Possible Policies	Leader	Partners
1. Strive to create a cohesive overall vision for the location and extent of residential zoning districts in Bolton.		
Possible Initial Tasks		
2. Undertake a review of residential zone locations and extent.		
3. Consider extending the R-3 zoning district to any area that drains to Bolton Lake (see later text as well).		
4. Review all of the R-2 zoning district locations and boundaries.		

# Residential Densities Map

Bolton, CT



Manchester

Coventry

Andover

Hebron

**Legend**

- Low Density 1-2 Family Homes (R-1)
- Low Density/Multi-Family (R-2)
- Moderate Density 1-2 Family Homes (R-3)
- Mixed Use Buildings Allowed (RMUZ, GMUIZ)
- Non-Residential Areas
- Planned Sewer Service Area

2,000 Feet

## Developable Land

The term “developable land” or “buildable land” is often used to refer to the total area of a parcel minus:

- Wetlands
- Watercourses
- Slopes in excess of 15 percent grade
- 100-year floodplain

## B. Review Uses / Standards In Residential Zones

Most of the land area of Bolton is zoned for residential uses so it is important to ensure there are reasonable regulations in place to produce the outcomes desired by the community.

### Evaluate Two-Family Provisions

The PZC may wish to evaluate the provisions which allow two-family residences in most areas of Bolton (except the R-3 zoning district). Some Bolton residents might be surprised to learn that a two-family dwelling could be built next to them. One option might be to allow two-family dwellings along major roadways or adjacent to business areas or another policy choice.

### Consider Using Maximum Density Rather Than Minimum Lot Size

At the present time, Bolton regulates residential development through a “minimum lot size” approach. Bolton may wish to consider changing to a “maximum density” approach instead. A “maximum density” approach would limit the total number of units which could be created in a subdivision but allow more flexibility in how those lots are laid out.

The 2005 POCD noted that in previous years, 169 residential lots had been created on 550 acres of land in Bolton (0.31 lots/acre). If Bolton were to utilize a maximum density of 0.3 units per acre of developable land to determine the total number of units which could be created in a subdivision, this could:

- Help neutralize any difference between a conventional subdivision and an OSCD subdivision (per Section 7 of the Zoning Regulations)
- Help preserve open space, natural resources, scenic views, stone walls, and other features that contribute to community character in Bolton
- Provide more flexibility to designers and developers when laying out a subdivision

Residential Development



Residential Development



### Revise R-3 Standards

There is little doubt that the watershed for Lower Bolton Lake is a very sensitive area and that many people are concerned about protecting the water quality in the lake. Yet, this is the area in Bolton where the smallest lot sizes are permitted.

Bolton might wish to consider establishing a maximum density regulation for the R-3 zoning district (such as 0.6 units per developable acre) in order to limit the total amount of development which could occur in the watershed in the future. This would not change the minimum lot size requirement (so no existing lots would become non-conforming) but it would require greater land area if people wished to create additional lots in the future.

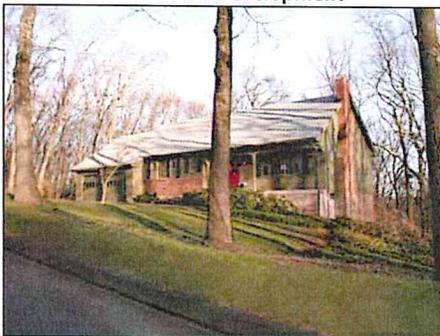
Bolton may also wish to consider some additional changes in the R-3 district:

- A floor-area ratio limit to limit the size of building which can be built
- Changing the building height limit to the same as other residential zones (35 feet rather than 30 feet)

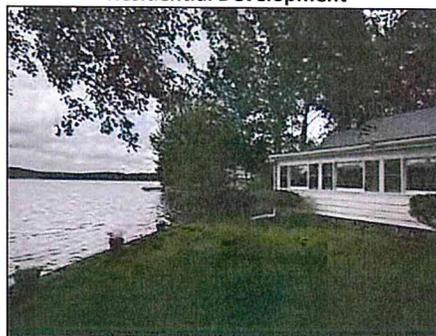
### Review OSCD Provisions

The current OSCD provisions seem cumbersome. Once a decision has been made on whether Bolton will consider a "maximum density" approach (see above), the PZC should review the OSCD provisions in the Zoning Regulations (Section 7.0) and the Subdivision Regulations (Section 4.0) to see if this approach can be streamlined in order to encourage this type of development approach and help preserve the characteristics most treasured by Bolton residents. For example, the strict requirement that at least 40 percent of the parcel be dedicated as open space might deter a development which could only provide 30 percent open space (which is still 50% more than the amount of open space obtained as part of a conventional subdivision development).

Residential Development



Residential Development



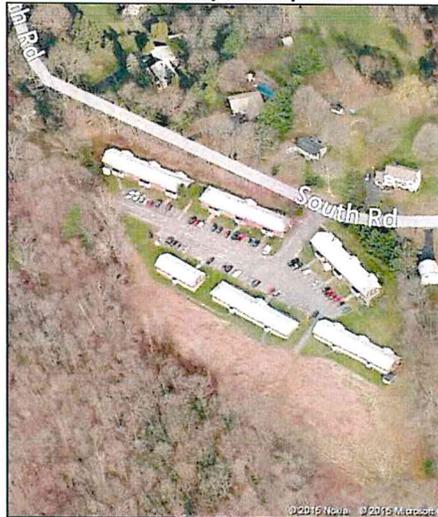
## Review Multi-Family Provisions

Bolton currently allows multi-family developments in a couple of different ways:

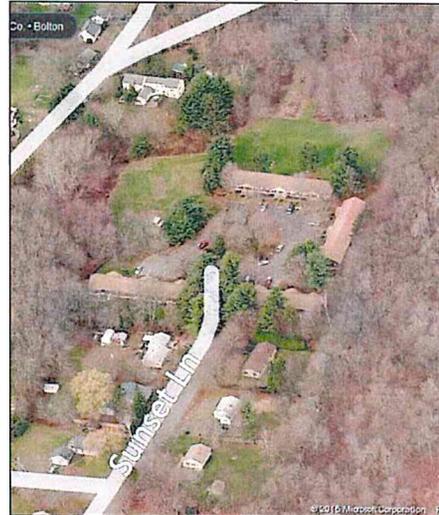
- A “traditional” multiple dwelling complex in accordance with Section 6A.14
  - Special Permit in the R-2 district only
  - Density of about 4 units per acre
  - Maximum development of 48 units
  - Can allow up to 60 units for an elderly development
  
- As a variation of the OSCD approach in accordance with Section 7A.4
  - Special Permit in the R-1 or R-2 district only
  - Density of about 6 units per acre
  - Maximum development of 80 units
  - Each building must contain 3-6 dwelling units

As part of the regulatory review Bolton may wish to evaluate these provisions to ensure they are appropriate.

Multi-Family Development

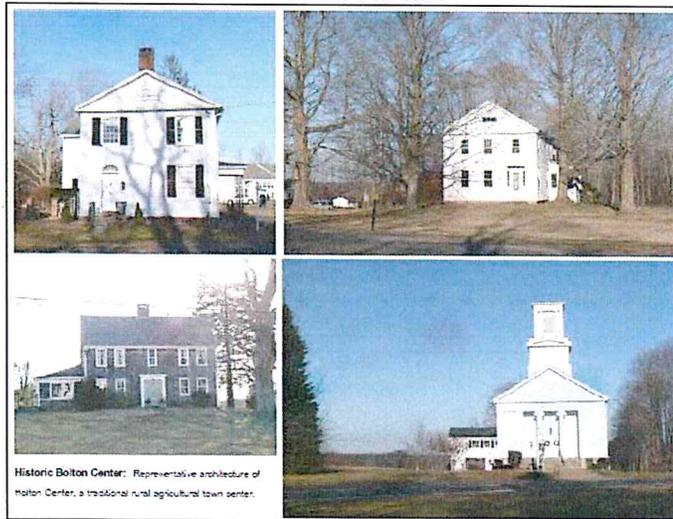


Multi-Family Development



<b>B. Review Uses / Standards In Residential Zones</b>		
<b>Possible Policies</b>	<b>Leader</b>	<b>Partners</b>
1. Review residential development policies and standards to facilitate appropriate development.		
<b>Possible Initial Tasks</b>		
2. Undertake a review of residential zone uses and standards.		
3. Evaluate the provisions which allow two-family residences in most areas of Bolton and make refinements, if desired.		
4. Evaluate using maximum density rather than minimum lot size to manage residential subdivision.		
5. Consider establishing a maximum density regulation for the R-3 zoning district in order to protect the water quality in Lower Bolton Lake.		
6. Review the OSCD provisions in the Zoning Regulations and the Subdivision Regulations to see if this approach can be improved.		
7. Consider adopting a floor-area ratio limit for the size of building which can be built in the R-3 zoning district.		
8. Re-evaluate the building height limitation in the R-3 zoning district.		
9. Review the provisions for multi-family development to ensure they reflect what the community wishes.		

**Residential Character**



## **C. Address Housing Needs**

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Development in many communities over the past 50 years or so has resulted in a housing “portfolio” which is dominated by single family homes on individual lots. While this type of housing is attractive to many people, it is not the only type of housing that Bolton needs.

### **Housing For An Aging Population**

Over the next several decades, Bolton’s population is expected to contain an increasing number of older households due to:

- the aging of the “baby boom” (people born between 1945 and 1965), and
- the fact that people are living longer.

As people age, their household size gets smaller and they may seek housing opportunities which are less expensive and/or involve less maintenance. While some people may choose to remain in their current home or a similar dwelling, there is likely to be increased interest in smaller housing units with maintenance provide or available, especially at appropriate price points.

Bolton should strive to provide opportunities for housing that is appropriate for the housing needs of older households.

### **Housing That Is More Affordable**

Many people are interested in housing that is less expensive and more affordable than many single family homes on individual lots. Younger persons and households may lack the resources to purchase a home or condominium and may seek affordable rental housing so they can save money to buy a home. Divorced or separated couples may prefer to remain in Bolton where their children go to school and seek less expensive housing while they balance their finances. Families may have gone through some economic troubles in recent years may need housing choices to allow them to get back on their feet. Older households may become concerned they do not have adequate resources set aside for their life expectancy and will seek more affordable housing options.

Bolton should strive to provide opportunities for housing that is affordable for a diverse range of ages, incomes, and lifestyles.

## CASE STUDY

### Incentive Housing Zone Study

In 2012, a team led by Goderre Associates prepared a housing and economic growth report for Bolton. This report addressed the following issues:

- Revising the zoning in the Route 44 corridor to implement some of the recommendations from the 2008 FHI study (resulting in the establishment of the GMUIZ district and the RMUZ district), and
- Establishing an overall zone to promote the creation of housing in Bolton which met State affordability guidelines.

It is interesting that one of the objectives stated was to focus higher development density in the western portion of RT 44 corridor (where the traffic volumes are the lowest) and to seek lower density development in the eastern portion of RT 44 corridor (where the traffic volumes are the highest).

An “Incentive Housing Overlay Zone” is intended to:

- Encourage a municipality to establish regulations to provide for housing that is deed-restricted to affordable levels
- Locate such housing near transit facilities and/or in an area of concentrated development and/or an area because of existing, planned or proposed infrastructure

If a municipality adopts State-compliant regulations, they may be eligible for state incentive payments (if funded).

While the new Route 44 zones were adopted, the “Incentive Housing Overlay Zone” has not yet been adopted.

Recommendations Summary Map



### Possible Approaches To Address Housing Needs

In addition to construction of new housing units for an aging population or to provide housing options which are more affordable, accessory dwellings within or attached to existing homes may also help meet the housing needs or lifestyle needs of residents or their family members. At the present time, Bolton allows for accessory apartments. The PZC may wish to revisit the accessory apartment regulations to ensure their continued relevance:

- A number of communities allow the homeowner to live in the main unit or the accessory unit (Bolton only allows the homeowner to live in the main unit) [SR Section 6A.3]
- Some communities require the unit to be deed-restricted as an affordable unit [CGS Section 8-30g (k)]

There are several tools which are available to help the Town accomplish its housing objectives:

- Section 8-2i of the Connecticut General Statutes allows any municipality to implement inclusionary zoning regulations, requirements or conditions which promotes the development of housing affordable to persons and families of low and moderate income.
- Section 8-13m *et seq* of the Connecticut General Statutes allows communities to establish incentive housing zones to promote the development of housing affordable to persons and families of low and moderate income and encourages locations which is an area:
  - near a transit station, including rapid transit, commuter rail, bus terminal, or ferry terminal,
  - of concentrated development such as a commercial center, existing residential or commercial district, or village district established pursuant to CGS Section 8-2j, or
  - that, because of existing, planned or proposed infrastructure, transportation access or underutilized facilities or location, is suitable for development as an incentive housing zone.

The Town should consider using these approaches if, as, and where appropriate.

<b>C. Address Housing Needs</b>		
<b>Possible Policies</b>	<b>Leader</b>	<b>Partners</b>
1. Seek to provide for housing choices and options for an aging population.		
2. For people who choose to “age in place” in their current housing, consider maintaining or augmenting elderly tax relief, dial-a-ride, meals-on-wheels, senior activities, and home health services.		
3. Seek to provide opportunities for housing that is affordable for a diverse range of ages, incomes, and lifestyles.		
4. Maintain accessory apartment regulations to help meet the housing needs or lifestyle needs of residents or their family members.		
5. Consider implementing inclusionary zoning regulations, requirements or conditions.		
<b>Possible Initial Tasks</b>		
6. Consider possible ways to help create housing for people aged 65 and older.		
7. Investigate ways to create housing for persons and families with moderate incomes.		
8. Consider adopting IHOZ regulations or other approach to help address housing needs.		

