

January 30, 2013

DRAFT GOALS AND STRATEGIES



Overview

This booklet suggests overarching goals and strategies based on public input and input from Commission members. We will review this with the Commission at the January 30 meeting. The “Discussion” section for each topic in this report only delves into those items where additional direction from the Commission is needed.

As a reminder, the next steps include:

- Based upon input at the January 30 meeting, prepare an updated summary of goals and strategies.
- Distribute the updated summary to key commissions for their review.
- Invite those commissions to a Planning and Zoning Commission meeting to provide their input.
- Reconvene to review additional edits to goals and strategies based upon the Commission’s direction.
- Prepare a first draft of the update POCD.

Suggested Plan Organization

Updated POCD Chapter	Includes:
1. Introduction	Introduction to Trumbull What is a POCD
2. Conditions and Trends	Summary of key data from Conditions and Trends analysis Regional context History
3. Community Values	Summary of input from public, boards and commissions and others
4. Summary of Goals	List goals by topic
5. Town Character	Physical character and design Historic resources Community spirit and image
5. Development	Development Patterns Business Development Residential Development
6. Conservation	Natural Resources Open Space and Parks
7. Infrastructure	Community Facilities and Utilities Transportation
8. Future Land Use Plan	Future Land Use Plan map Consistency with State and Regional Plan
9. Implementation	Action steps to implement Plan recommendations including who and when

**Covered in
this Report**

Town Character

Goal:

Retain and enhance physical elements and traditions that reinforce Trumbull's history and character, and contribute to our overall quality of life.

Strategies:

1. Maintain the tree-lined, residential nature of main roads.
2. Improve design review in commercial areas.
3. Preserve and promote historic resources.
4. Promote community spirit.
5. Promote Trumbull's image in the region.

Discussion:

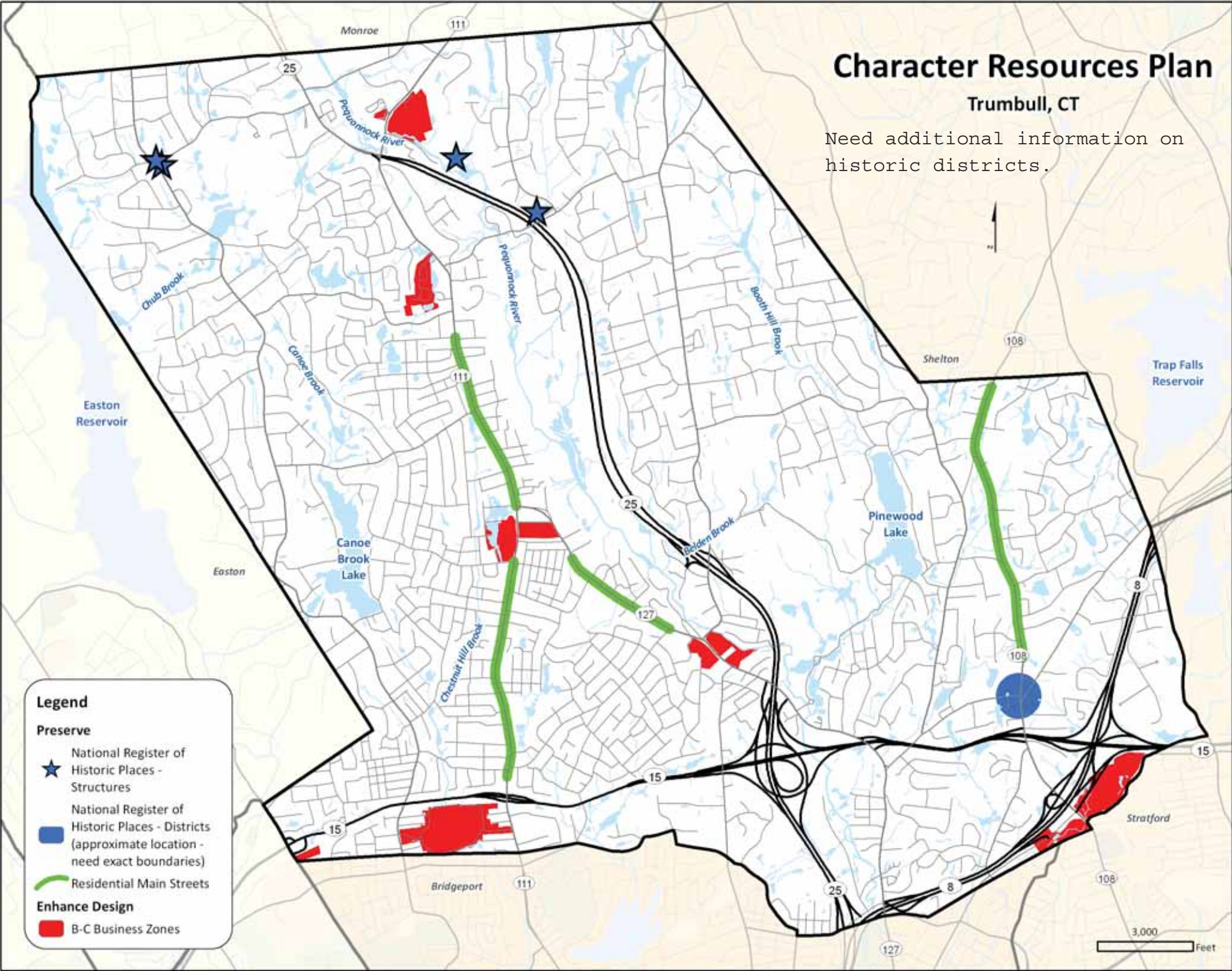
Other topics related to Town Character have their own chapters, such as Open Space and Development Patterns.

The Character Resources Plan map illustrates some of these strategies. What else should be added to this character map?

Character Resources Plan

Trumbull, CT

Need additional information on historic districts.



We have discussed these strategies except for item 3, historic resources. Historic resources did not receive much attention during the scoping phase of this project nor are they a prominent component of the current POCD. Yet their presence does contribute to the Town's character. The following matrix explains a range of historic preservation approaches. Which types of approaches should the POCD include?

Range of Historic Preservation Approaches

	More passive		More active
Education / Information	<ul style="list-style-type: none"> • Plaque on building • Provide public information 	<ul style="list-style-type: none"> • Nominate for National & State Registers • Street plaques / kiosks • Inventory historic structures 	<ul style="list-style-type: none"> • Events • Regular publicity / programs
Incentives / Assistance	<ul style="list-style-type: none"> • For properties not in a Local Historic District offer design review advice to interested owners 	<ul style="list-style-type: none"> • Zoning incentives for owners to continue to use / maintain historic buildings • Become a Local Certified Government (opens up funding) 	<ul style="list-style-type: none"> • Tax incentives for owners (abatements, assessment deferrals) • Help owners identify / apply for federal tax credit programs
Regulatory / Restrictions		<ul style="list-style-type: none"> • Demolition delay ordinance 	<ul style="list-style-type: none"> • Designate Local Historic Districts • Adopt Village Districts (zoning) • Update dimensional requirements in zoning to ensure new development is compatible in historic areas
Purchase / Ownership		<ul style="list-style-type: none"> • Preservation easements 	<ul style="list-style-type: none"> • Purchase structure by public or historic preservation entity • Homestead (owned by town or public entity; homeowners live in for free and maintain structure)

Development

Development Patterns

Goal:

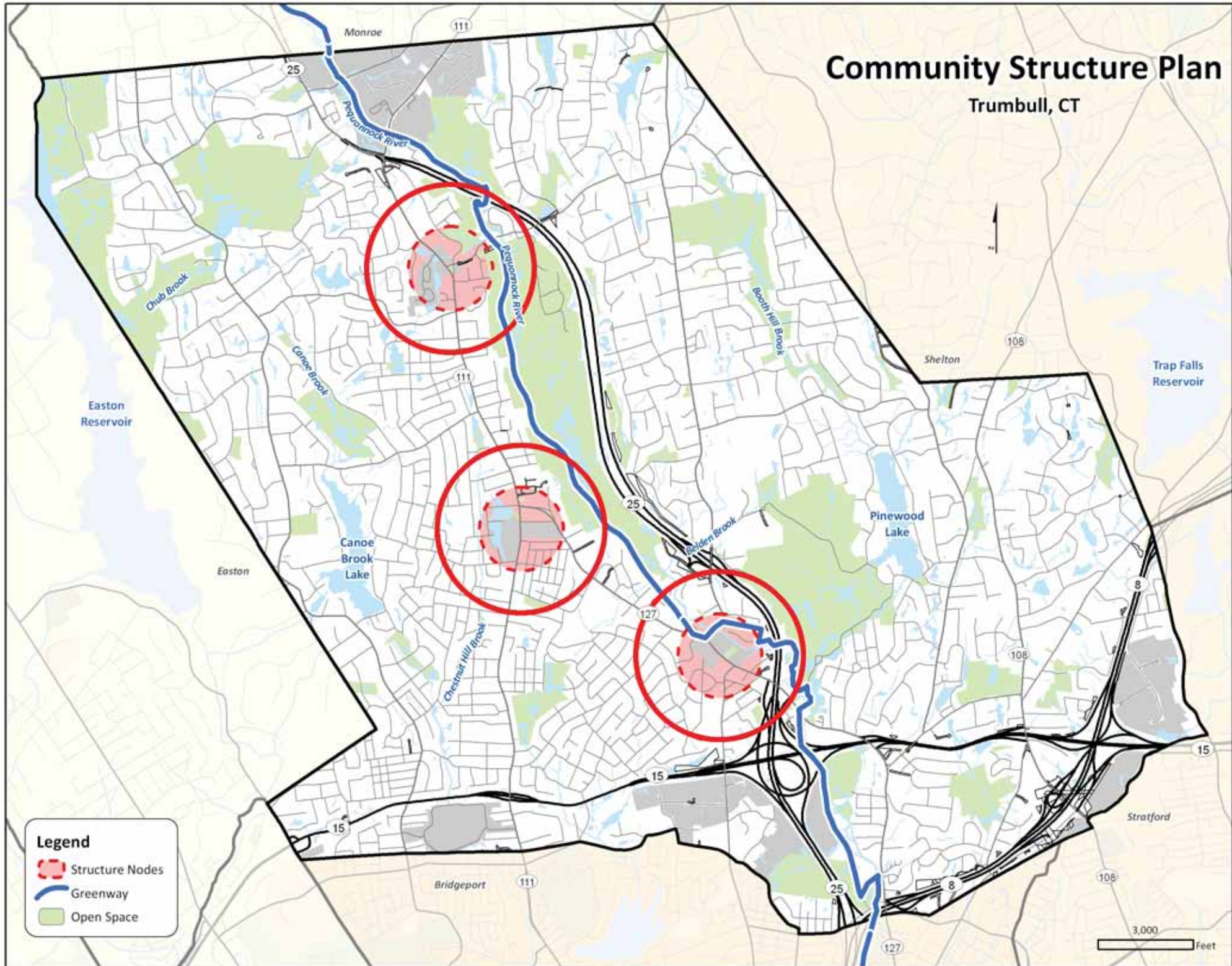
Encourage development patterns and forms that reinforce a “sense of place” and meet sustainability objectives.

Strategies:

1. Develop a vision for the form and style of development around the Town Hall.
2. Encourage redevelopment and enhancements to the “Town Center” to create a true town center.
3. Encourage village-style development and a mix of uses at Long Hill Green.
4. Continue to discourage strip-style development patterns.

Community Structure Plan

Trumbull, CT



Legend

- Structure Nodes
- Greenway
- Open Space

3,000 Feet

Discussion:

The three nodes (as depicted on the map) are at different planning stages today:

Node	Vision in place?	Zoning in place?	Next Steps?
Long Hill	YES	YES	<ul style="list-style-type: none">• Examine if an zoning improvements needed.• Encourage municipal improvements (sidewalks, etc.)• Connect to bikeway.• Help brand / market image.
Town Hall	NO	NO	<ul style="list-style-type: none">• Determine the overall vision for uses and form of development.• Suggest zoning updates• Encourage municipal improvements (sidewalks, etc.)• Connect to bikeway.
Town Center	YES – seems to be agreement but not codified	NO	<ul style="list-style-type: none">• Express the vision.• Suggest zoning updates.• Encourage municipal improvements (sidewalks, etc.)• Connect to bikeway.• Work with landowner.

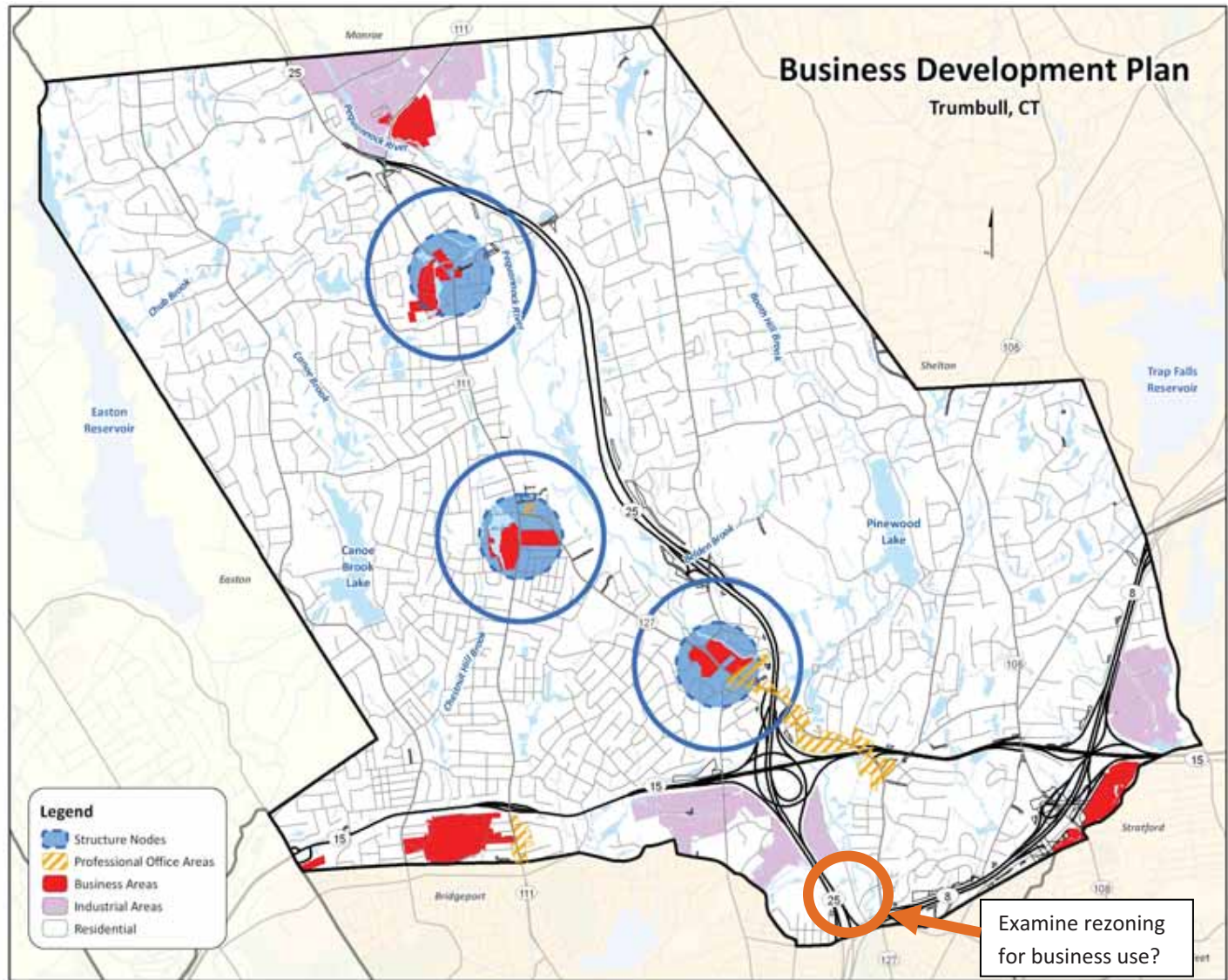
Business Development

Goal:

Support business development to build the tax base, provide jobs and services.

Strategies:

1. Expand business development opportunities within existing business zones.
2. Provide flexibility to allow appropriate businesses in areas no longer viable for residential uses.
3. Consider targeted rezoning.



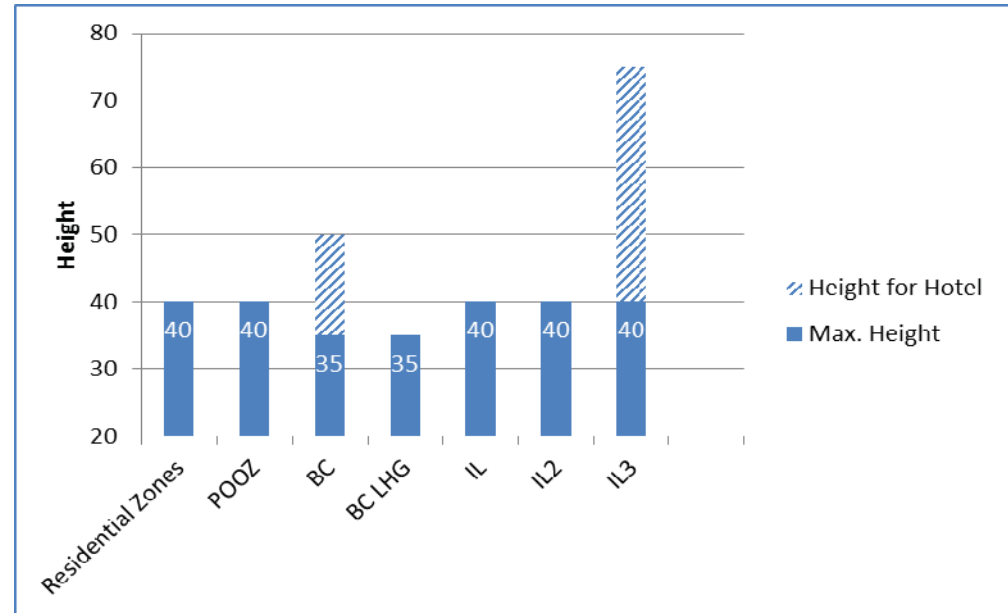
Discussion:

Expand business development opportunities within existing business zones.

There are three ways to expand business development opportunities within existing business zones:

- Increase height - There seems to be general agreement that the POCD should recommend allowing greater heights – with conditions – in some or all industrial zones. With an exception for hotels, which can be taller, the height in industrial zones today is the same as in residential zones.

To help understand the visibility of industrial zones, we are preparing 3-D images that illustrate the topography of the zones and their surroundings.



- Increase coverage – With green roofs and pervious pavements becoming more commonplace, the POCD could suggest increasing coverage in business and industrial zones, provided the additional coverage is pervious. For example:
 - if a building has a 400 square foot green roof, then an additional 400 square feet of the site could be paved or cover, or
 - if a parking area is comprised of permeable pavers, it does not count toward coverage.
- Increase types of uses allowed – Concern has been expressed that because the I-2 Industrial area (Reservoir Road area) does not have direct highway access, drawing additional industrial uses could prove challenging. Yet the area is still attracting businesses. The larger question is what should this area be?

The zone is called “Industrial”, yet many non-industrial uses are allowed. More importantly, many of the non-industrial uses allowed are uses that might object if additional industrial activity were proposed within the zone due to noise and traffic impacts. For example, a banquet hall, some types of offices, or art studio might oppose industrial uses on adjacent parcels. If the long term intention is to preserve this area for industrial activities then the allowance of non-industrial uses should be re-considered.

On the other hand, if this area has transitioned from industrial to more of an office park setting, then it might be time to rethink this zone and allow additional non-industrial uses. The strategy might be to be flexible and consider new uses as the market determines, provided new uses meet certain economic, environmental, and traffic standards.

Allowed in I-2 Zone Today

Industrial Type Uses	Non-Industrial Uses
Manufacturing	Banks, financial institutions
Printing and publishing	Offices including medical offices
Research laboratories	Catering and banquet halls
	Day care
	Restaurants
	Fine arts studios
	Private occupational schools
	Recreational uses

Provide flexibility to allow appropriate businesses in areas or parcels zoned residential but not well-suited for residential uses

Business uses are found in residential zones around Trumbull. In most cases, these uses were established before zoning regulations were adopted. Today, there are two main zoning provisions that allow business uses in residential zones:

Zoning Provision:	Professional Office Overlay Zone	Adaptive Reuse
Conversion Allowed for:	Houses built pre-1995 along portions of While Plains Rd., Main Street, and Church Hill Rd.	Structures that are of historic value or occupied by a nonconforming use. In either case, the uses allowed in the zone are not viable for the structure.
Uses Allowed:	Professional offices, funeral homes	Residential, office, retail or combination
Key Standards:	No parking in front yard. Parking areas and driveways must be laid out to facilitate future connections to adjacent properties.	Long term benefits of reuse must outweigh impacts on neighborhood.

Based on these zoning provisions, it appears that landowners have flexibility to find other uses for their properties and that the Town has the tools needed to manage possible impacts and deny inappropriate conversions. The POCD might reiterate the importance of maintaining these tools, possibly highlight locations where reuse is encouraged, and introduce additional standards to help guide Commission approval of such uses.

Targeted Rezoning

On paper, many areas along state roads might appear to be good candidates for rezoning for business uses. In reality, these areas are not – they tend to be well-established residential neighborhoods and as noted in the character section, residential main roads are a defining element of Trumbull's character. One opportunity might exist in the Quarry Road area (see Business Development Plan map), which could be further evaluated.

Residential Development

Goal: Recommend keeping Goal from Existing Plan:

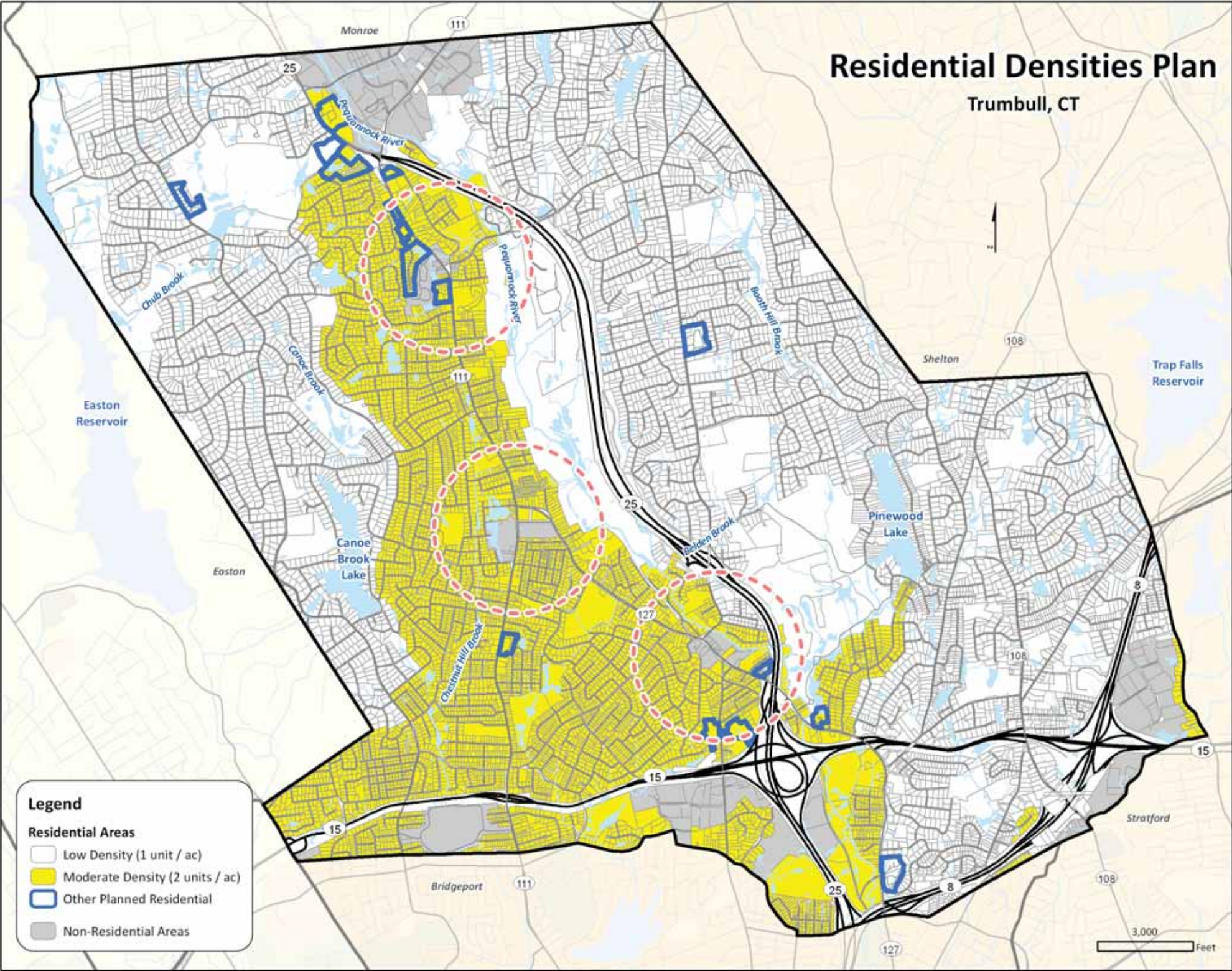
Maintain and preserve Trumbull's existing single-family owner-occupied housing stock and the character of existing neighborhoods while also encouraging new housing opportunities for the elderly and housing affordable to working families and single individuals.

Strategies:

1. Protect residential neighborhoods from incompatible uses and activities.
2. Continue to allow housing alternatives that are appropriate in scale and appearance with its surroundings.
3. Explore options to increase the percentage of affordable housing units.

Residential Densities Plan

Trumbull, CT



Discussion:

Continue to allow housing alternatives that are appropriate in scale and appearance with its surroundings.

This strategy affirms the overall approach taken thus far by Trumbull – respond to housing proposals and ensure that developments are well-designed and appropriately located. Continue to allow accessory apartments, also.

Explore options to increase the percentage of affordable housing units

As noted in Booklet 2, there are mixed opinions about what approach, if any, Trumbull might take to address housing affordability issues. State Statutes do require that a POCD “make provision for the development of housing opportunities and promote housing choice and economic diversity in housing.” The following chart outlines approaches taken by municipalities. Which approaches are most appropriate for Trumbull?

PASSIVE APPROACHES	INTERMEDIATE APPROACHES	MORE ACTIVE APPROACHES
<p><u>Free Market Approach</u></p> <ol style="list-style-type: none"> 1. Wait to see if market forces provide housing alternatives. 2. Wait to see if developers propose using the Affordable Housing Appeals procedure (CGS 8-30g) to provide housing alternatives. <p><u>Educating</u></p> <ol style="list-style-type: none"> 3. Educate property owners, developers, institutions, and others about housing needs and desired alternatives. 4. Identify other organizations that might help address housing needs and encourage and assist them with this effort. 	<p><u>Helping</u></p> <ol style="list-style-type: none"> 5. Provide services to help age in place if they so choose (home maintenance, transport, etc.). 6. Encourage preservation of existing housing that sells or rents at affordable prices. 7. Promote housing that is configured to meet needs of aging population (naturally occurring retirement communities). 8. Encourage preservation of existing units that are counted as affordable housing (assisted housing, CHFA financed, deed-restricted). <p><u>Encouraging / Enabling</u></p> <ol style="list-style-type: none"> 9. Promote adaptive reuse of structures, accessory apartments, etc. 10. Encourage creation of additional housing types on “housing ladder” (apartments, starter homes, age-appropriate housing, retirement housing, assisted living, life care facilities, nursing homes, etc.). 11. Provide density bonus or other incentives for providing for housing diversity. 	<p><u>Requiring</u></p> <ol style="list-style-type: none"> 12. Require that all new development make provision for housing diversity (set-aside units, fee payment, etc.). <p><u>Providing</u></p> <ol style="list-style-type: none"> 13. Develop housing that sells or rents at affordable prices (including deed-restricted). 14. Develop housing that is configured to meet the needs of an aging population. 15. Develop assisted housing. 16. Buy existing units and resell as deed-restricted units. 17. Establish shared equity arrangements for municipal workers or other persons. 18. Provide mortgage financing or interest rate subsidies. 19. Provide down payment assistance in exchange for shared equity. 20. Obtain state/federal funding to provide housing that will meet local needs.

Conservation

Natural Resources

Goal:

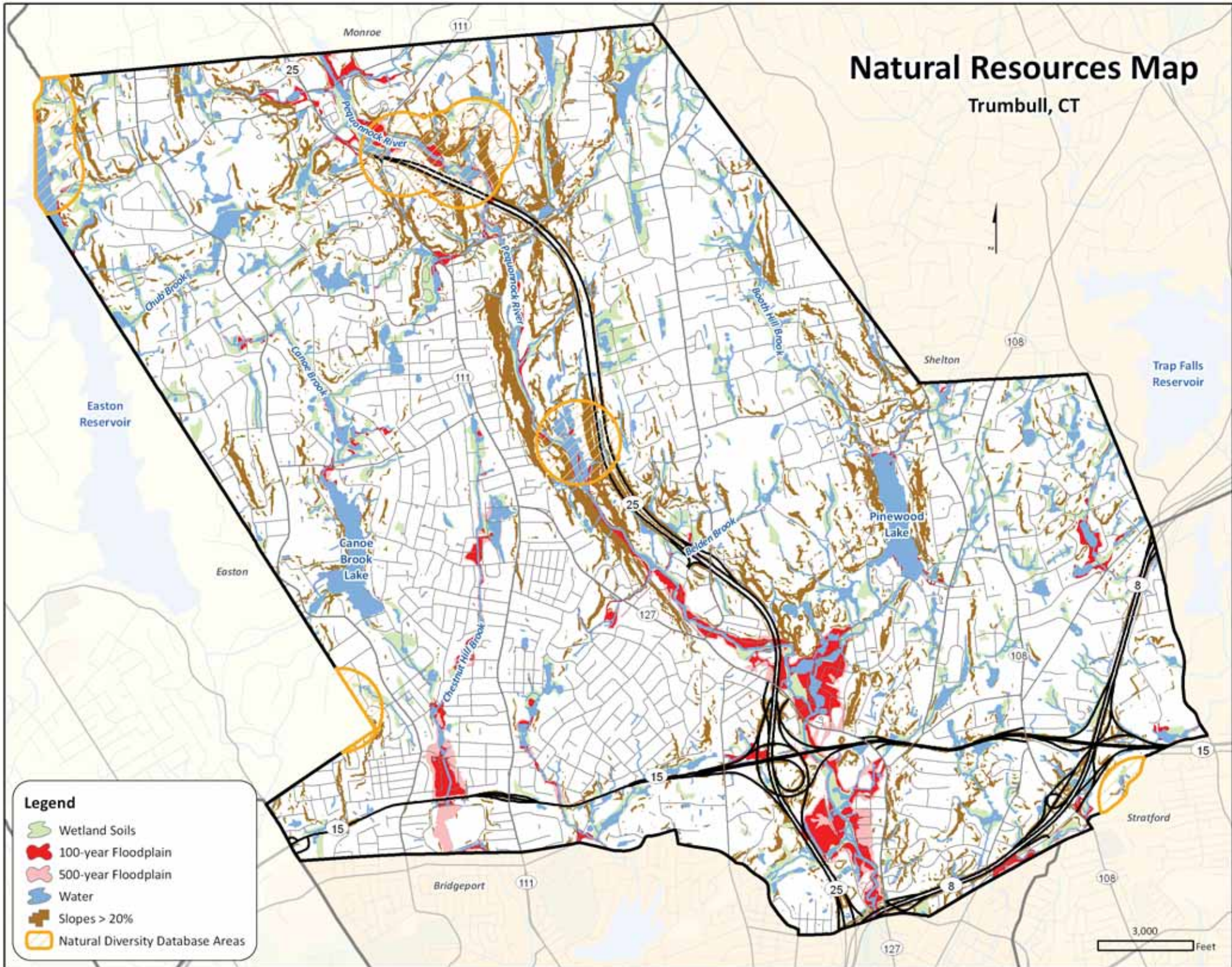
Preserve the ecological, aesthetic, public health and recreational values of Trumbull's natural resources.

Strategies:

1. Incorporate by reference strategies in the 2011 Pequonnock River Watershed Based Plan.
2. Where feasible, preserve natural resources as open space (see open space goals).
3. Where preservation is not feasible, design sites to avoid impacts to natural resources and mitigate potential impacts.
4. Address flooding and minimize potential threats from natural hazards.

Natural Resources Map

Trumbull, CT



Legend

-  Wetland Soils
-  100-year Floodplain
-  500-year Floodplain
-  Water
-  Slopes > 20%
-  Natural Diversity Database Areas

Discussion:

2011 Pequonnock River Watershed Based Plan

The strategies are specific to the Pequonnock River Watershed but can apply town-wide, especially those related to storm water retrofits and low impact development.

Highlights from 2011 Pequonnock River Watershed Based Plan	
Overall Goals	Key Strategies
Build capacity to implement watershed initiatives Improve water quality Protect and restore habitat Promote sustainable land uses and preserve open space Promote stewardship through outreach and education	Continue water quality monitoring Promote low impact development in private development and municipal projects Restore priority stream buffers Restore stream habitat Pursue creation of regional sewer authority to address septic system impacts and investigate funding for stormwater management Update land use regulations to incorporate low impact development, riparian buffer protection and tree canopy preservation Implement stormwater retrofits (e.g., retrofit parking areas, roads) Increase public access to Pequonnock River Continue public engagement (e.g., clean-ups, plantings, events); use social media

LID aims to better manage water runoff volume and quality. LID mimics natural processes to manage stormwater. It moves away from the traditional approach of piping storm water off-site as quickly as possible by encouraging on-site infiltration using swales, rain gardens, reductions in paved surfaces, and other techniques.

Open Space

Goal:

Continue to expand and maintain our open space system.

Strategies:

1. Continue to make strategic open space acquisitions to preserve important natural resources and to create a greenway system that connects destinations.
2. Manage existing open space and parks.
3. Capitalize upon and promote the economic opportunities provided by our open space system.

Discussion:

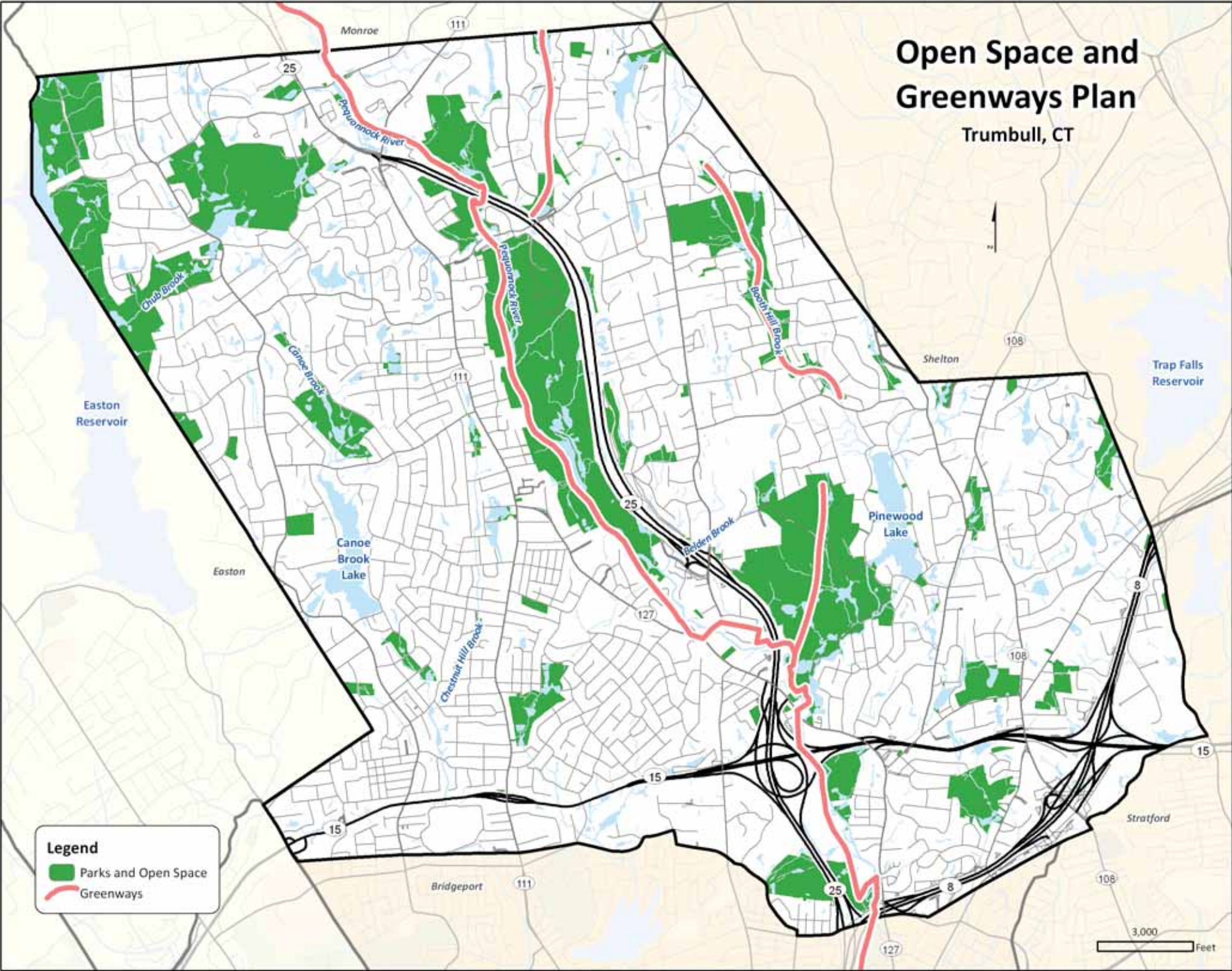
A greenway is a corridor of open space and / or trails that is usually located along a natural corridor such as a river or along rights-of-ways such as utilities or abandoned rail lines.

The Pequonnock River Watershed Based Plan identifies possible open space acquisition priorities, including in areas along rivers and streams. The POCD Open Space and Greenway map could depict greenways along key rivers and streams. Some are shown on the following map.

Efforts to extend and promote the bikeway will be discussed in the Transportation chapter of the POCD. This section would mention the recreational and economic value of the bikeway.

Open Space and Greenways Plan

Trumbull, CT



Legend

- Parks and Open Space
- Greenways

3,000 Feet

Infrastructure

Community Facilities and Utilities

Goal: Recommend keeping goal from current POCD:
Upgrade and expand services and facilities to enhance their function and appearance for the benefit of Town residents and business owners.

Strategies:

1. Encourage long term planning for future town facilities.
2. Expand and enhance town facilities and services to maintain a high quality of life.
3. Continue to improve and expand the sewer system to meet land use goals and protect public health.
4. Work with utility providers to ensure that other utilities (water, gas, electricity, communications, etc.) are available to meet the needs of residents and businesses.
5. Explore sustainable energy options (this might include everything from becoming more self-reliant to meet electrical needs, burying utilities to minimize outages, energy conservation, and looking at alternative sources).

Discussion:

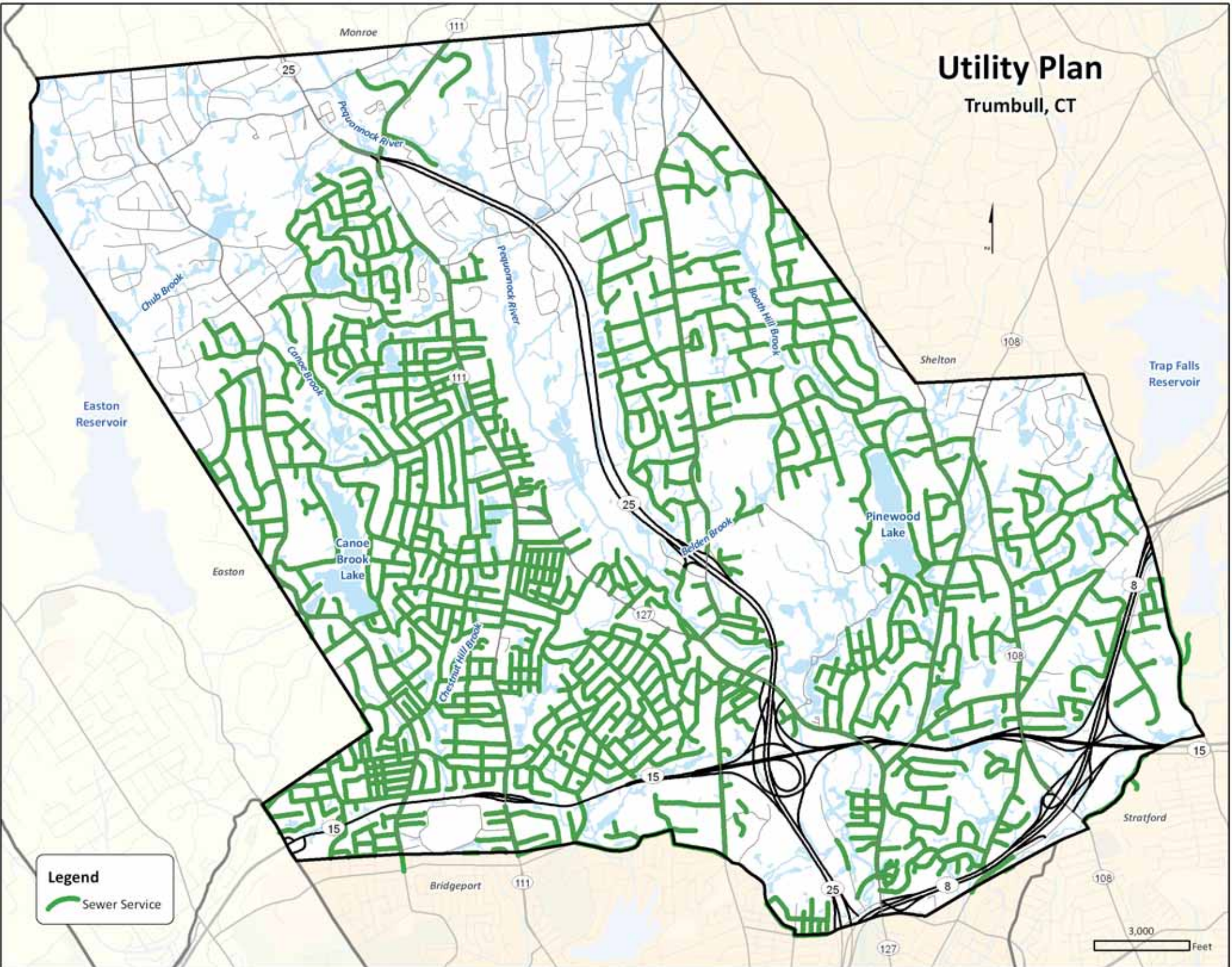
The Pequonnock River Watershed Based Plan outlines a number of strategies related to sewage disposal in Trumbull, including:

- Identify areas with failing septic systems or areas that might be prone to failure.
- Encourage septic system maintenance.
- Extend sewers to densely developed areas and areas with failing septic systems or high risk for failing.

We would need additional information on the current and planned sewer expansions in order to update the following map to depict existing service, future service areas, sewer avoidance areas.

Utility Plan

Trumbull, CT



Legend
Sewer Service

3,000 Feet

Transportation

Goal:

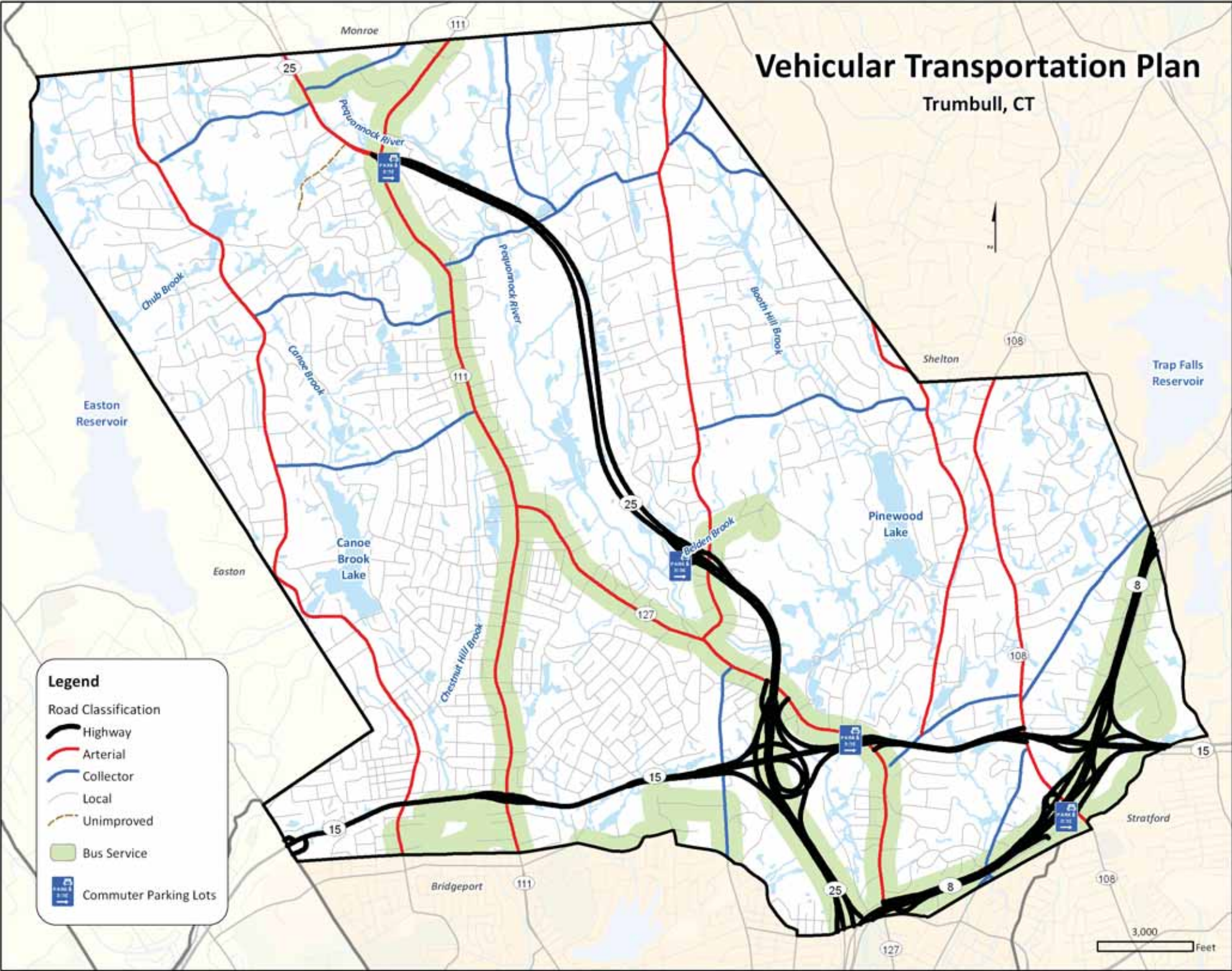
Maintain and enhance a multi-modal transportation system which balances safety and efficiency with community character.

Strategies:

1. Continue road maintenance.
2. When making upgrades and repairs to roads, consider factors in addition to the safe and efficient movement of cars (e.g., road character, pedestrian and bicyclists, stormwater management, etc. The concept of “road diets” would fall under this strategy – reducing unnecessarily wide roads)
3. Require access management to improve safety and access in business areas.
4. Extend the Pequonnock Valley Greenway; identify spurs to activity areas and nodes (e.g., Town Center, Town Hall area, Long Hill).
5. Continue to enhance and extend sidewalks and walking paths.
6. Encourage improvements to bus service.

Vehicular Transportation Plan

Trumbull, CT



Legend

Road Classification

- Highway
- Arterial
- Collector
- Local
- Unimproved
- Bus Service

Commuter Parking Lots

Discussion:

Road Classification

The Town's classification of roads is depicted on the Transportation Plan map. Given the following standard definitions for road categories, does Trumbull's current road classification work? Note that Trumbull does not break roads down into Major and Minor.

Interstate – Controlled access. Intended to move large volumes of traffic.

Arterial

Major – Intended to carry regional traffic and serve major activity centers. In theory, serving abutting land uses is subordinate to moving traffic.

Minor – Interconnects and augments Major Arterials. Mostly local, but some regional traffic. Can also serve major activity centers, but with less traffic capacity than Major Arterials.

Collector

Major – Interconnects and augments Arterials. Mostly local but some regional traffic. Careful consideration for high traffic generators.

Minor – Collects traffic from a few neighborhoods and connects with Arterials. Very careful consideration for high traffic generators.

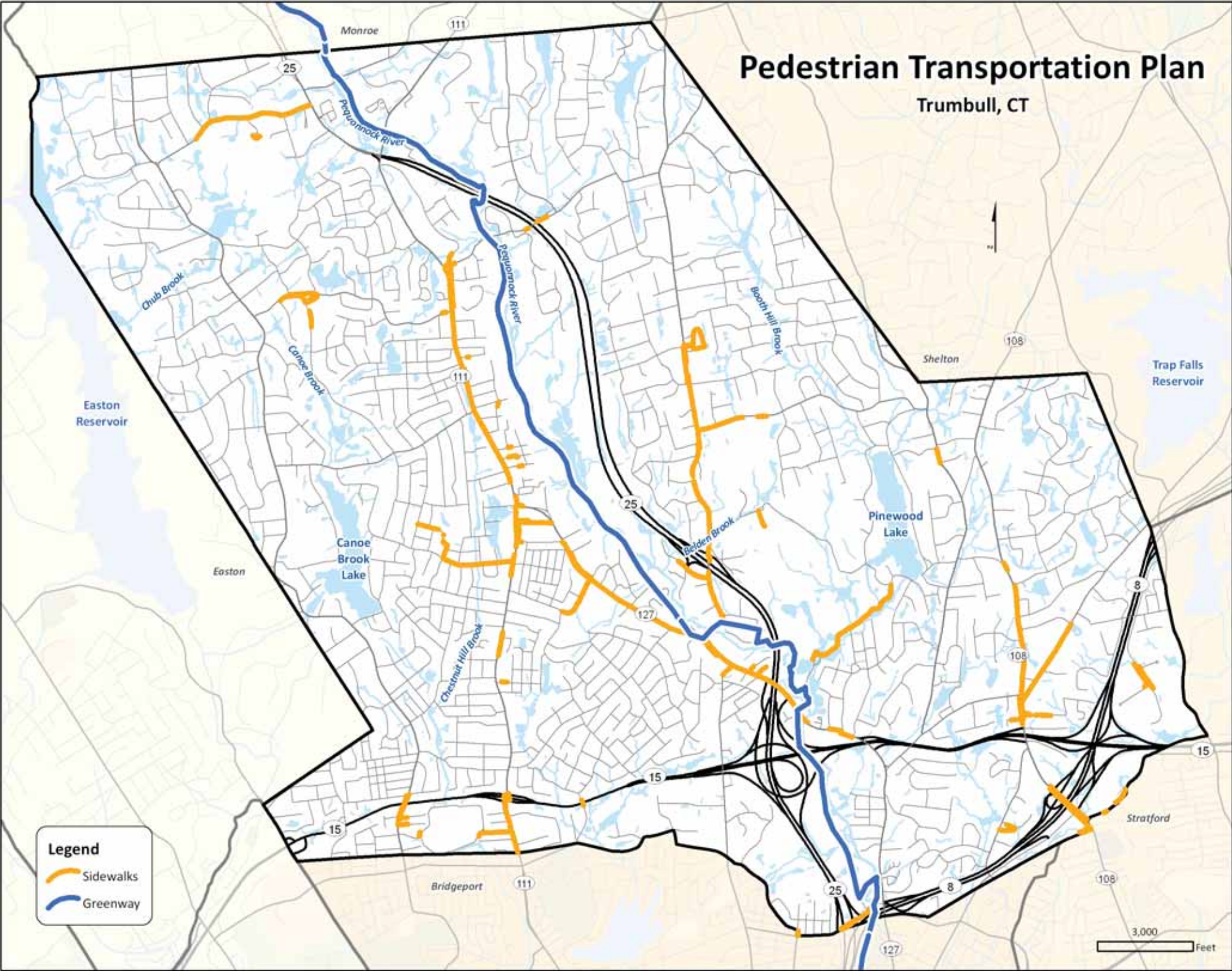
Local – Primary purpose is to serve abutting properties with little to no through traffic. Not appropriate for high traffic generators.

Sidewalks

The following map can include areas of highest priority for sidewalks extensions.

Pedestrian Transportation Plan

Trumbull, CT



Legend

- Sidewalks
- Greenway

3,000 Feet