

MEETING NOTICE AND AGENDA

MANSFIELD PLANNING AND ZONING COMMISSION

Monday, March 21, 2016 ▪ 6:30 PM

Audrey P. Beck Municipal Building ▪ 4 South Eagleville Road ▪ Council Chamber

1. **Call to Order**
2. **Roll Call**
3. **Approval of Minutes**
 - a. March 7, 2016 – Regular Meeting
 - b. March 16, 2016 – Field Trip Notes
4. **Zoning Agent's Report**
5. **Public Hearing**
 - a. **Special Permit Application, Efficiency Unit, 152 Cedar Swamp Road, M. Ricci owner/applicant, PZC File #1339**
Memo from Zoning Agent
6. **Old Business**
 - a. **Special Permit Application, Efficiency Unit, 152 Cedar Swamp Road, M. Ricci owner/applicant, PZC File #1339**
 - b. **Modification Request to a Gravel Permit, 1090 Stafford Road, PZC File #1258**
Memo from Zoning Agent
 - c. **Draft Zoning Regulations**
Memo from Director of Planning
 - d. **Zoning Map Amendment Application, 91 & 93 Meadowbrook Lane, PZC File #1338**
Tabled pending a 5/2/16 Public Hearing
 - e. **Special Permit Application, Meadowbrook Gardens, 91 & 93 Meadowbrook Lane, PZC File #1284-3**
Tabled pending a 5/2/16 Public Hearing, Field Trip set for 4/13/16
 - f. **Other**
7. **New Business**
 - a. **Ad Hoc Committee on Rental Regulations and Enforcement**
 - b. **Other**
8. **Reports from Officers and Committees**
 - a. Chairman's Report
 - b. Regional Planning Commission
 - c. Regulatory Review Committee
 - d. Planning and Development Director's Report
 - e. Other
9. **Communications and Bills**
 - a. Other

10. **Adjournment**

Charles Ausburger ▪ Binu Chandy ▪ JoAnn Goodwin ▪ Roswell Hall III ▪ Gregory Lewis ▪ Kenneth Rawn ▪ Bonnie Ryan
Vera Stearns Ward ▪ Susan Westa ▪ Paul Aho (A) ▪ Terry Berthelot (A)

DRAFT MINUTES
MANSFIELD PLANNING AND ZONING COMMISSION
Regular Meeting
Monday, March 7, 2016
Council Chamber, Audrey P. Beck Municipal Building

Members present: C. Ausburger, B. Chandy, R. Hall (6:33 p.m.), G. Lewis, K. Rawn, B. Ryan, V. Ward
Members absent: J. Goodwin, S. Westa
Alternates present: P. Aho, T. Berthelot
Staff present: Linda Painter, Director of Planning and Development
Janell Mullen, Assistant Planner/Zoning Enforcement Officer

Vice Chair Ryan called the meeting to order at 6:50 p.m. and appointed alternates Aho and Berthelot to act in members' absence.

Ward MOVED, Rawn seconded, to move Item 6B after item 4. MOTION PASSED UNANIMOUSLY.

Approval of Minutes:

a. February 16, 2016, Regular Meeting:

Chandy MOVED, Hall seconded, to approve the 2-16-2016 minutes as presented. MOTION PASSED UNANIMOUSLY.

Zoning Agent's Report:

Janell Mullen, Zoning Agent, reported that the property at 1925 Storrs Road is substantially cleared and work continues to progress. Mullen reviewed the over occupation enforcement that continues and agreed to include an update in the next meeting packet. Rawn questioned the amount of staff time that has been invested in the process. Mullen mentioned her involvement with the UConn off-campus Housing Fair to help inform students of the **3or4 no more** rule.

New Business:

b. Plan 4 Health Presentation, Ana Zeller, Eastern Highlands Health District

Ana Zeller, Community Health and Wellness Coordinator for Eastern Highlands Health District, gave a presentation on Plan 4 Health, a program designed to bring local planning and public health departments together to foster Healthy Communities, creating vibrant places and improving health across the nation by promoting active transportation and improving access to healthy foods.

Old Business:

a. Draft Zoning Regulations

Staff reviewed the latest revisions to live/amplified music regulations based on previous Commission discussion. The latest draft includes specific hours when outdoor music would be allowed by right; requires a zoning permit for music uses associated with businesses; and provides for revocation of music permits if multiple noise violations are issued within a defined time period. Members were encouraged to review the draft regulations for more discussion at the next meeting. Staff will update and distribute revised drafts of the stormwater and water service connection regulations based on comments received from various committees, including the Zoning Focus Group. Painter also distributed a proposed approach to the overall rewrite for discussion at the next meeting.

b. Modification Request to a Gravel Permit, 1090 Stafford Road, PZC File #1258

Item is tabled until March 21, 2015. A March field trip has been scheduled for this site.

c. Zoning Map Amendment Application, 91 & 93 Meadowbrook Lane, PZC File #1338

Tabled pending a 5/2/16 Public Hearing

d. Special Permit Application, Meadowbrook Gardens, 91 & 93 Meadowbrook Lane, PZC File #1284-3

Ward MOVED, Chandy seconded, to authorize staff to engage the services of BSC Group to review the Meadowbrook Gardens Special Permit application (PZC File 1284-3) submitted by Uniglobe Investment LLC. The scope of services for this contract shall include, but not be limited to, the following areas: stormwater management, traffic and erosion and sedimentation controls. Pursuant to Chapter 122 of the Code of Ordinances, fees incurred for this review shall be the responsibility of the applicant. A deposit in the amount of the estimated cost shall be provided to the Town prior to issuance of a notice to proceed. MOTION PASSED UNANIMOUSLY. A Field Trip has been set for 4/13/16 and a 5/2/16 Public Hearing.

New Business Continued:

a. Special Permit Application, Efficiency Unit, 152 Cedar Swamp Road, M. Ricci owner/applicant, PZC File #1339

Chandy MOVED, Hall seconded, to receive the Special Permit Application (File #1339) submitted by Mark Ricci, for an efficiency unit within a single family dwelling, on property located at 152 Cedar Swamp Road, as shown on plans dated 2-27-16, as shown and described in application submissions, and to refer said application to staff and committees, for review and comments and to set a Public Hearing for 3-21-16. MOTION PASSED UNANIMOUSLY.

Reports from Officers and Committees:

The Director reviewed her written report and noted the Eastern Gateway Corridor Study is beginning.

Communications and Bills:

Noted.

Adjournment:

The Vice Chair declared the meeting adjourned at 7:55 p.m.

Respectfully submitted,

Vera S. Ward, Secretary

Field Trip Notes

MANSFIELD PLANNING AND ZONING COMMISSION
INLAND WETLANDS AGENCY
SPECIAL MEETING – FIELD TRIP
March 16, 2016

Members present: B. Ryan, P. Aho
Conservation: Q. Kessell (Item #1), N. Fachinetti (Item #1 & #2), M. Soares (Item #1),
S. Lehman (Item #1 & #2)
Staff present: Jennifer Kaufman, Inland Wetlands Agent;
Janell Mullen, Assistant Planner

The field trip began at approximately 2:05 p.m.

W1561– H. Raphaelson, Dog Lane, 2 lot subdivision

Members were met on site by Ed Pelletier of Datum Engineering. Members observed current conditions, and site characteristics. No decisions were made. Mike Hveem from Joshua's Trust was present as well.

W1563-Bicentennial Pond, Aquatic Weed Management and Sediment Removal

Members observed current conditions, and site characteristics. No decisions were made.

PZC File #1258- Modification Request to a Gravel Permit, 1090 Stafford Road

Members were met on site by Philip DeSiato, DeSiato Sand & Gravel. Members observed current conditions, and site characteristics. No decisions were made.

PZC File #1339- Special Permit Application, Efficiency Unit, 152 Cedar Swamp Road

Members observed current conditions, and site characteristics. No decisions were made.

The field trip ended at approximately 3:30 p.m.

ZONING AGENT REPORT ■ FEB 2016

JANELL MULLEN, ZONING AGENT ISSUED ON MARCH 15, 2016

ZONING PERMITS ISSUED

ADDRESS	DESCRIPTION
128 Dog Lane	2 car garage
78 Dunham Pond Road	Kitchen addition
986 Middle Turnpike	Shed (24 X 24)
40 Wilbur Cross Way, Suite 101	Signs for tea more café
456 Storrs Road	Signs for Allstate

CERTIFICATES OF ZONING COMPLIANCE

ADDRESS	DESCRIPTION
9 Patriot Square (Freedom Green)	Handicap ramp at private residence
212 S. Bedlam Road	12 X 20 shed
75 Puddin Lane	House addition- bed & bathroom
38 Phillip Drive	Deck replacement & addition

ENFORCEMENT ACTIVITY RELATED TO OVER-OCCUPATION

ADDRESS	DATE OF ENFORCEMENT/TYPE	DEADLINE TO RESPOND/STATUS
15 Agronomy Road	1/29/2016; Citation	Property is limited to 3 occupants. Owner wants to appeal before ZBA claiming he should be allowed to have 4 tenants.
229 Browns Road	12/14/2015; Citation Issued	1/20/2016; Citation paid; Continue to monitor during routine inspections.
242 Browns Road	2/18/2016; Notice of Violation	Owner response on 2/22/2016 confirming 3 tenants. Continue to monitor.
68 Hanks Hill Road	2/25/2016; Notice of Violation	3/9/2016; Follow-up inspections and possible citations to follow.
67 Hillyndale Road	2/8/2015; Notice of Violation	2/22/2016; no response Citation to follow.
107 Hillyndale Road	2/8/2015; Notice of Violation	2/22/2015/Owner has responded and met with tenants. Verified four and had each one of them sign the parking plan.
109 Hunting Lodge Road	2/9/2015; Notice of Violation	2/23/2016; Owner response to verify 4 tenants. Continue to monitor.
195 Hunting Lodge Road	1/26/2016: Letter to Owner	Response to Letter of Warning received on 2/16/2016. Indicated that on the tenants' lease, it clearly states no more than 4 individuals can live there.

205 Hunting Lodge Road	2/8/2016; Notice of Violation	2/22/2016; Received letter and met w owner to confirm 4 tenants.
78 Lynwood	10/4/2015; Notice of Violation 2/16/2016; Citation	Follow-up meeting w owner and follow up conversations w tenants. Four people are living there.
379 Middle Turnpike	3/7/2016; Notice of Violation	3/21/2016
42 Mount Hope Road	2/17/2016; Notice of Violation	3/2/2016; Landowner producing documents to prove renting before landlord registration was a requirement so that she can have 4 tenants.
213 N. Eagleville Road	3/8/2016; Letter of Warning	Continue to monitor; Responsive landowner
441 N. Eagleville Road	2/16/2016; Notice of Violation	3/1/2016; Owner emailed/called to confirm 4 tenants. Will continue to monitor and possibly issue citation.
42 Olsen Drive	2/10/2016; Notice of Violation	2/22/2016; Letter from owner verifying 4 tenants and mentioning guests
143 Separatist Road	12/16/2015; Notice of Violation	Follow-up inspection passed. Will continue to monitor during routine inspections.
406 S. Eagleville Road	2/8/2016; Notice of Violation	2/22/2016; Owner has not responded. Citation issued on 3/8/2016.
1008 Storrs Road	1/22/2016; Citation Issued	30 days have passed; follow-up citation on 3/8/2016.

In February, the Housing Department performed 96 inspections on 74 rental properties resulting in 9 properties referred to the Zoning Agent for enforcement.

TOWN OF MANSFIELD
DEPARTMENT OF PLANNING AND DEVELOPMENT

Janell M. Mullen/Assistant Planner & Zoning Agent

MEMO TO: Planning and Zoning Commission
FROM: Janell M. Mullen, Assistant Planner/Zoning Agent
DATE: March 14, 2016
SUBJECT: Special Permit Application
Efficiency Unit –152 Cedar Swamp Road
File 1339

The following comments are based on a review of submitted information (Statement of Purpose, Site Plan and Floor Plan dated 2/27/2016, and other application submissions), and a review of pertinent zoning regulations, particularly Article X, Section L and Article V, Section B.

Project Description

The applicant is requesting special permit approval for an efficiency unit in association with an existing single-family home on property located at 152 Cedar Swamp Road. No site work or exterior building alterations are proposed.

As the applicant is not proposing to make any site improvements or exterior changes to the existing house, most of the site plan information required pursuant to Article V, Section 5.A.3.d has not been provided.

Compliance with Zoning Regulations

The following list summarizes the requirements that must be met before the Commission can approve a special permit pursuant to Article X, Section L.2.a. Compliance with these criteria is indicated by a and a narrative description. If a requirement has not been met, it is preceded by a .

- Unit Size.** *The unit must contain at least 400 square feet and cannot exceed 35% of the floor area of the single family home in which it is located.*

The proposed efficiency unit is approximately 565 square feet, which equates to $\pm 25\%$ of the floor area of the home (2,344 square feet according to the Town Assessor).

- Facilities.** *The unit must include independent living quarters, a distinct kitchen area, and a bathroom with sanitary and bathing facilities.*

The proposed efficiency unit has a kitchenette, bathroom, and studio style living/bedroom.

- Occupancy.** *Either the single-family home or the efficiency unit must be owner-occupied. An affidavit certifying owner occupancy and a statement that the provisions of Article X, Section L have been met must be submitted as part of the application.*

The applicant indicated in the Statement of Use that the home is owner-occupied and the efficiency apartment would be occupied by the father who is one of the owners. An affidavit certifying owner occupancy has been provided.

- ☒ **Access.** *Interior access between the single-family residence and the efficiency unit is required.*

According to the statement of use, access to the efficiency apartment is provided from both inside the home and direct access to the exterior.

- ☒ **Off-Street Parking.** *A minimum of 3 spaces with unobstructed access must be provided.*

The property currently has three parking spaces in the driveway to accommodate the vehicles used by the residents.

- ☒ **Maximum Occupancy.** *Occupancy of the efficiency unit is limited to 2 people.*

Pursuant to the statement of use submitted, the unit will be occupied by no more than two people.

- ☒ **Use and Dimensional Requirements.** *The single-family home must comply with use and dimensional requirements (height, area, yards) for the district in which it is located. No efficiency units are permitted on a lot with less than 40,000 square feet.*

The lot on which the home is located contains 54,400 square feet according to the Town Assessor records. The front, side, and rear setbacks conform to current standards.

- ☒ **Character.** *The home in which the unit is located must retain its character as a single-family residence.*

From the street, the house appears to be a single-family home. The appearance will not change with the introductory of the efficiency. Access to the driveway from the walkout basement efficiency unit is via a pre-existing stepped concrete walkway.

- ☒ **Sanitary System.** *The applicant must demonstrate adequate sewage disposal prior to Commission approval of the special permit.*

The Eastern Highlands Health District is in the process of approving the B100A application for the change in use from a 3-bedroom single family dwelling to a 3-bedroom single-family dwelling with a 1-bedroom efficiency unit.

- ☒ **Flood Hazards.** *Efficiency units are not permitted within Flood Hazard Areas as defined in Article X, Section E of the Zoning Regulations.*

Based on available maps, there are no flood hazard areas in the vicinity of the house.

- ☒ **Street Frontage.** *All efficiency units must be located on a lot with street frontage as defined in the Zoning Regulations.*

The property has 200 feet of frontage on Cedar Swamp Road, the minimum required frontage for the RAR-90 zone pursuant to Article VIII, Section B.4.a.

- ☒ **Inland Wetlands Agency.** *IWA approval is required for any proposed improvements within regulated wetland/watercourse areas prior to approval of the special permit.*

No site improvements were proposed as part of the application.

Approval Considerations

Pursuant to Article V, Section B.5, the applicant must demonstrate to the satisfaction of the Commission that the proposed development will not detrimentally affect the public's health, welfare and safety and that the development meets the following approval criteria for special permit applications:

- a. That all approval criteria in Article V, Section A.5 (Site Plan Approval Criteria) of these regulations have been met.
- b. That the proposed use is compatible with the Town's Plan of Conservation and Development and Article I of the Zoning Regulations I(Intent and Purpose)
- c. That the location and size of the proposed use and the nature and intensity of use in relation to the size of the lot will be in harmony with the orderly development of the Town and compatible with other existing uses.
- d. That proper consideration has been given to the aesthetic quality of the proposal, including architectural design, landscaping, and proper use of the site's natural features. The kind, size, location and height of structures, and the nature and extent of site work, and the nature and intensity of the use, shall not hinder or discourage the use of neighboring properties or diminish the value thereof. All applicable standards contained in Article X, Section R shall be incorporated into the plans.

The subject efficiency unit is not expected to detract from the house's overall appearance as a single-family home and it is not expected that the efficiency unit will result in detrimental neighborhood impacts. Public Hearing testimony may provide more information regarding this issue.

Summary/Recommendation

Subject to any testimony received during the public hearing, the proposal is considered to be in compliance with regulatory provisions and is not expected to cause any detrimental neighborhood impacts. Any approval motion should include a waiver of the site plan information required in Article V, Section A.3 as the information is not needed to determine compliance with the regulations and the following conditions:

1. This approval has been granted for a one-bedroom efficiency in association with a single-family home having up to three additional bedrooms. Any increase in the number of bedrooms on this property shall necessitate subsequent review and approval from the Eastern Highlands Health District and the Planning and Zoning Commission.
2. This approval is conditioned upon continued compliance with Mansfield's Zoning Regulations for efficiency units, which include owner-occupancy requirements, limitations on the number of residents in an efficiency unit and limitations on the number of unrelated individuals that may live in a dwelling unit pursuant to the definition of Family contained in the Zoning Regulations. These limitations apply regardless of the number of bedrooms present in the home. Pursuant to Article X, Section L.2, the applicant shall submit a notarized affidavit certifying owner occupancy and a written statement regarding compliance with efficiency unit regulations every two years, starting on January 1, 2018.
3. This special permit shall not become valid until filed upon the Land Records by the applicant.

NOTES

- The analysis and recommendations contained in this report are based on the following information submitted by the applicants:
 - Application submitted March 1, 2016 and received by the PZC on March 7, 2016, including:
 - Statement of Use/Consistency with Efficiency Unit Requirements
 - Floor plan of proposed efficiency unit
 - Site plan
 - Site Plan Checklist and associated waiver requests
 - B100A approval *pending*
- Neighborhood Notification Forms were required to be sent to property owners within 500 feet of the subject property in accordance with Article V, Section B(3)(c) of the Mansfield Zoning Regulations. A copy of the notice and certified mail receipts have been provided.
- The Public Hearing on this item will be opened on March 21, 2016.
- Before rendering a decision, the Planning and Zoning Commission must consider other referral reports and public hearing testimony. A decision must be made within 65 days of the close of the Public Hearing unless the applicants grant a written extension.

DRAFT APPROVAL MOTION

SPECIAL USE PERMIT FOR EFFICIENCY UNIT AT 152 CEDAR SWAMP ROAD (FILE #1339)

_____ MOVES _____ SECONDS to approve the March 1, 2016 application of Mark Ricci to allow an efficiency dwelling unit at 152 Cedar Swamp Road in an RAR-90 zone, as shown on submitted plans and described in other application submissions and as presented at Public Hearing on March 21, 2016.

Pursuant to Article V, Section B. of the Mansfield Zoning Regulations, the site plan requirements contained in Section B.3.d are hereby waived as there is no proposed expansion of the building and the information is not needed to determine compliance with the zoning regulations.

This approval is granted because the application is not expected to result in any detrimental neighborhood impacts and is considered to be in compliance with Article X, Section L; Article V, Section B; and other provisions of the Mansfield Zoning Regulations, and is granted with the following conditions:

1. This approval has been granted for a one-bedroom efficiency in association with a single-family home having up to three additional bedrooms. Any increase in the number of bedrooms on this property shall necessitate subsequent review and approval from the Eastern Highlands Health District and the Planning and Zoning Commission.
2. This approval is conditioned upon continued compliance with Mansfield's Zoning Regulations for efficiency units, which include owner-occupancy requirements, limitations on the number of residents in an efficiency unit and limitations on the number of unrelated individuals that may live in a dwelling unit pursuant to the definition of Family contained in the Zoning Regulations. These limitations apply regardless of the number of bedrooms present in the home. Pursuant to Article X, Section L.2, the applicant shall submit a notarized affidavit certifying owner occupancy and a written statement regarding compliance with efficiency unit regulations every two years, starting on January 1, 2018.
3. This special permit shall not become valid until filed upon the Land Records by the applicant.

TOWN OF MANSFIELD
DEPARTMENT OF PLANNING AND DEVELOPMENT

Janell M. Mullen/Assistant Planner & Zoning Agent

MEMO TO: Planning and Zoning Commission
FROM: Janell M. Mullen, Assistant Planner & Zoning Agent
DATE: March 15, 2016
SUBJECT: Special Permit Renewal and Modification request for gravel removal from property of K. Green, 1090 Stafford Road, File #1258

GENERAL: Beginning in 2009, Karen Green was given Special Permit approval for DeSiato Sand & Gravel Corp. removal operation on her property, which is located at 1090 Stafford Road. In June 2015, the Special Permit was modified to include a new gravel excavation area. The permit is subject to annual renewal as well as the following conditions of approval:

- Revegetation of disturbed areas
- Designated haul route
- Erosion and sedimentation controls
- Setback from wetland/watercourse areas

In December 2015, former Zoning Agent, Curt Hirsch wrote a letter to Karen Green ordering the gravel removal operation to halt immediately because it was in “gross violation” of the approved area. According to his observations, it had moved 500 feet beyond the authorized area (see Modification 1 on the map dated January 4, 2016).

In January 2016, Phil DeSiato submitted a new application on behalf of Karen Green to modify the Special Permit (see limit line of Modification 2 on the map dated January 4, 2016). As depicted in applicant’s submission, the proposed excavation activity will disturb 4.8 acres of land. The Green property is comprised of 177 acres.

All of the excavated material will be trucked to the Desiato Sand and Gravel property on Stafford Road about ½ mile to the South. The applicant’s letter and mapping provide more detail about the proposal, which is expected to be completed in approximately one year. The Inland Wetlands Agent has determined that an IWA license is not needed.

The subject application has been reviewed pursuant to Article X. Section H of the Zoning Regulations and other applicable Special Permit requirements. The provisions of Article V, Sec. B.9 and Article XI, Sec. D authorize the PZC to approve site modifications without the submission of a new special permit application, provided the proposed revisions are not considered a significant alteration having potential land use impacts that must be evaluated through a new special permit process. The following review comments are offered for the PZC’s consideration:

Access/Traffic Impacts

- Access to and from the excavation site will continue to use an existing curb cut on Stafford Road/Route 32, which has good sightlines. The proposed truck route remains the same haul route as indicated on the 5/28/2012 map and approved by the Assistant Town Engineer.
- The access road shall be wetted during any dry season for dust control.

Drainage/Environmental Impact

- No onsite processing is proposed.
- No proposed drainage work is planned.
- No stump burial or onsite vehicle maintenance is proposed.
- Construction details are shown for staked silt fence barriers/staked hay bales.
- The applicant's letter specifies that no topsoil will be removed from site, and that a minimum of four (4) inches of topsoil will be spread over disturbed areas and that a pasture seed mix will be used to restore the site.
- Silt fence barriers and mulched areas will be monitored on a weekly basis, especially during the wet season. Areas of run-off will be regularly reseeded.
- As previously noted, an Inland Wetland license is not considered necessary.
- No erosion and sedimentation control measures have been proposed. The need for erosion controls should be reviewed with the applicant and Asst. Town Engineer.

Other

- Site Development bonding can be required. Due to the nature of this agricultural project and the anticipated one-year completion period, bonding is not considered necessary by this reviewer. Bonding was not required for previous excavations on the Green Farm.
- Any approval should reference the need for annual renewals in the event the work takes longer than currently planned.
- The applicant's submission does not include an A-2 survey, depiction of all property lines, surveyed topography and other details that can be required for special permits. Waivers have been granted for similar applications. The submitted plans are adequate to review the subject application and approval of necessary waivers is supported.
- Special permits for gravel removal expire on July 1st of every year, but may be renewed by the PZC for additional periods of up to one year pursuant to Article X Section H.

Summary/Recommendation

After a field trip on March 16th 2016, the subject Special Permit renewal and modification request are considered to be in compliance with applicable regulations. Given the aforementioned conditions of the Special Permit are met, I recommend approval of the Special Permit Modification as well as permit renewal thru July 1, 2017.

_____MOVES, _____seconds to approve the Special Permit Renewal and the Modification for the gravel removal operation performed by Phil DeSiato from the Green's property located at 1090 Stafford Road. This renewal will expire on July 1, 2017.



Town of Mansfield

Department of Planning and Development

Date: March 17, 2016
To: Planning and Zoning Commission
From: Linda M. Painter, AICP, Director of Planning and Development
Subject: Draft Zoning Regulations: Stormwater Management and Water Service Connections

Draft Stormwater Management and Water Service Connection Regulations

Staff has made the following revisions to the draft stormwater management and water service connection regulations based on comments received from Town Advisory Committees and the Zoning Focus Group. Copies of recommendations from Advisory Committees were included in the last packet; recommendations from the Zoning Focus Group are attached to this memo for your information. Sections where changes were made are highlighted in the attached draft regulations.

Stormwater Management Regulations

- Section 1. Definitions
 - Added definitions of Disturbed Area, Retention Pond, Detention Pond, Sheet Flow and point discharge.
- Section 4. Stormwater Management Plan
 - Changed reference from “sound engineering and site planning practices” to “generally accepted engineering and site planning practices”
 - Updated reference to NOAA Atlas 14 to include future amendments
 - Eliminated requirement to provide zero net increase in peak run-off from a 2-year storm as it conflicts with the requirement that peak run-off from the 2-year storm be reduced to 50% of predevelopment conditions or the equivalent of a 1-year storm
 - Clarified the minimum requirements for modifications to existing developments
 - Clarified the requirement for use of vegetative measures by giving examples (rain gardens, bioretention) and adding language regarding minimizing use of structural stormwater elements.
- Section 5. Deleted reference to lengthening and flattening lot slopes due to potential conflict with goal of minimizing grading and disturbance.
- Section 6. Conflicts (New). Added new Section 6 to require use of most stringent requirements should there be conflicts between these regulations and other standards.

Additionally, staff concurs with the suggestion that a guidance document be developed to assist developers of small scale projects understand the situations in which different measures may be appropriate. We have started looking for models that can be used as a basis for this document.

Water Service Connections (Article 6, Section B.4.u)

- Introductory Statement. Corrected date of diversion permit issuance (June, not May)
- Section 1 (New). Added new section 1 stating that any use existing as of the effective date may connect to the system with a connection(s) properly sized to serve only that use. The use of the plural for connection is to address potential situations where there may be more than one connection needed for an existing use, such as irrigation or multiple buildings.
- Section 3 (Previously Section 2)
 - Clarified that section applies to uses developed using on-site water systems after the effective date of the regulations
 - Corrected cross-reference typo

Water Pipeline Overlay District Regulations (Article 10, Section V)

- Section 4.a (New). Added new section a requiring any property within the overlay served by CWC to comply with the requirements of Article 6, Section B.4.u.
- Section 4.b. Clarified applicability to service connections and added use of plural for connection to address potential situations where there may be more than one connection needed for an existing use as described above.
- Section 4.c. Deleted “as of right” after permitted.
- Section 4.d. Changed language to require special permit approval for alternative minimum lot sizes, frontages and setbacks to conform to MacKenzie provisions regarding Commission authority to alter dimensional requirements.

Water Pipeline Overlay District Map.

The following questions/suggestions have been raised regarding the proposed water pipeline overlay district:

- *Locations.* It has been suggested that the proposed overlay zone be applied to any rural areas where water mains are existing. A final decision on the proposed locations will be needed before these amendments are scheduled for public hearing.
- *Application.* The proposed map applies the zone to all properties within a certain radius of the water mains. Another approach would be to identify the boundaries of the overlay by simply drawing a buffer area of a specific radius (i.e. 500 feet, 1000 feet) around the pipeline. The requirements would then apply to any property that is either wholly or partially within the overlay. If this approach is selected, language would need to be added to the regulations clarifying the applicability of the requirements.

Summary/Recommendation

If the Commission concurs with the revised drafts, staff recommends that the Commission set public hearing date for these changes. Two potential dates have been identified for the hearings based on the requirement that the proposed amendments be referred to CRCOG and surrounding towns at least 30 days in advance of the hearing and other pending applications/hearings.

- Tuesday, April 26, 2016. As the regularly scheduled second meeting in April falls on the first day of school vacation, the Commission could opt to amend its annual meeting schedule to change the date of the second meeting in April from Monday, April 18th to Tuesday, April 26th and schedule the public hearing for that evening. If the Commission would like to make this change to the schedule, a motion and vote will be needed to add it to the agenda at the March 21st meeting.
- Monday, May 16, 2016. At this time there are no public hearings scheduled for this date, however, there are hearings scheduled for May 2nd that could potentially be continued to this evening.

Suggested Motions

_____ MOVES _____ SECONDS, that a public hearing be scheduled for _____ to hear comments on the proposed revisions to the Zoning Regulations related to stormwater management. The draft regulations shall be referred to the Town Attorney, CRCOG, adjacent municipalities, Town Council, Conservation Commission and Four Corners Sewer and Water Advisory Committee for review and comment.

_____ MOVES _____ SECONDS, that a public hearing be scheduled for _____ to hear comments on the proposed revisions to the Zoning Regulations and Zoning Map to establish a Water Pipeline Overlay District and regulations for properties that will be served by the Connecticut Water Company.. The draft regulations shall be referred to the Town Attorney, CRCOG, adjacent municipalities, Town Council, Conservation Commission and Four Corners Sewer and Water Advisory Committee for review and comment.

DRAFT STORMWATER MANAGEMENT REGULATIONS

MANSFIELD DEPARTMENT OF PLANNING AND DEVELOPMENT ■ MARCH 17, 2016

OVERVIEW

The proposed changes:

- Establish thresholds for when stormwater management plans are required;
- Identify the minimum information required as part of a stormwater management plan;
- Promote the use of Low Impact Development practices to improve groundwater recharge;
- Require the use of more recent rainfall data (NOAA Atlas 14) to estimate stormwater volumes; and
- Establish minimum stormwater management requirements for small scale projects.

AMENDMENTS TO ARTICLE SIX OF THE ZONING REGULATIONS

AMENDMENTS TO SECTION B.4 – PERFORMANCE STANDARDS

Add new Section B.4.t:

t. Stormwater Management

1. **Definitions.** For the purpose of this section, the following definitions shall be used:
 - a. **Low Impact Development (LID).** A stormwater management strategy designed to maintain or replicate the predevelopment hydrologic regime. Hydrologic functions of storage, infiltration and groundwater recharge, as well as the volume and frequency of discharges are maintained through the use of integrated and distributed micro-scale stormwater retention and detention areas; reduction of impervious surfaces, and the lengthening of run-off flow paths and flow time. Other strategies include the preservation/protection of environmentally sensitive site features such as riparian buffers, wetlands, steep slopes, valuable (mature) trees, floodplains, woodlands and highly permeable soils.
 - b. **Impervious Surface.** The area of a building site or lot that is covered by materials that prevent the infiltration of surface water into the ground beneath. Such materials may include, but are not limited to, roofs, paved driveways, concrete slabs, sealed-joint paving blocks or stones, and pools. Impervious surface shall be expressed in terms of square footage or acreage, and percentage of total site or lot area.
 - c. **Predevelopment site hydrology.** The water balance between runoff, infiltration, storage, groundwater recharge, and evapotranspiration prior to the development of a site.
 - d. **Disturbed area.** All land areas that are stripped, graded, grubbed, filled, or excavated at any time during the site preparation or removing vegetation for, or construction of, a project.

"Disturbed area" does not include routine maintenance, but does include re-development and new impervious areas. "Routine maintenance" is maintenance performed to maintain the original line and grade, hydraulic capacity, and original purpose of the facility. Paving impervious gravel surfaces while maintaining the original line and grade, hydraulic capacity and original purpose of the facility is considered routine maintenance. Cutting of trees, without grubbing or stump removal is not considered "disturbed area".

A disturbed area continues to be considered as disturbed area if it meets the definition of "developed area" or "impervious area" following final stabilization.

- e. *Developed area*. "Disturbed area" excluding area that within one calendar year of being disturbed is returned to a condition with the same drainage pattern that existed prior to the disturbance and is revegetated, provided the area is not mowed more than twice per year.
- f. *Retention Basin*. A vegetated pond that retains a permanent pool of water and is constructed to provide both treatment and attenuation of stormwater flows. Also known as a stormwater pond.
- g. *Detention Basin*. A vegetated area designed to capture, temporarily hold, and gradually release a volume of stormwater runoff to attenuate and delay stormwater peaks. Also known as a dry pond or dry detention pond.
- h. *Sheet Flow*. An overland flow or downslope movement of water taking the form of a thin, continuous film over relatively smooth soil or rock surfaces where there are no defined channels and the flood water spreads out over a large area at a uniform depth.
- i. *Point Discharge*. The release of collected and/or concentrated surface and stormwater runoff from a pipe, culvert or channel.

2. Purpose. The purpose of these stormwater management regulations is to:
 - a. Promote the goals and objectives for the conservation of the town's water resources as identified in the Plan of Conservation and Development;
 - b. Preserve the predevelopment site hydrology to the extent practical in order to maintain stream base flow conditions; maintain groundwater recharge; and minimize flooding, erosion, and the effects from runoff on downstream properties;
 - c. Minimize the sources and amounts of pollution transported by stormwater runoff to wetlands, watercourses, groundwater, and other natural resources, and minimize impacts to downstream properties; and
 - d. Promote the use of Low Impact Development (LID) practices in the planning, design, and execution of land development activities.
3. Applicability. These regulations are applicable to any new development and/or modifications to existing land uses that meet the following criteria:
 - Any development resulting in the disturbance of one or more acres of land;
 - Residential development of five or more dwellings;
 - Residential development involving the construction of a new road or common driveway serving more than two dwellings;
 - Any development where stormwater will have a point discharge to a wetland or watercourse;
 - Nonresidential development having greater than 10,000 square feet of impervious surface;
 - Other activities as described in the CTDEEP 2004 Connecticut Stormwater Manual (the Manual) as may be amended; or
 - Other developments determined by the Commission to have the potential for stormwater management issues.

4. Stormwater Management Plan. A Stormwater Management Plan (SWM) shall be included in any application that requires the submission and approval of a Site Plan or Subdivision Plan and shall be consistent with the purpose set forth in subsection 2 above, the Mansfield Standards and Specifications, and the principles set forth in the Manual.
- a. The SWM shall be consistent with **generally accepted** engineering and site planning practices, and shall include best management practices and Low Impact Development practices where feasible. The plan shall include a summary report describing the nature of the improvement; a SWM improvement plan; supporting computations where appropriate; a description of construction sequence; and a program for operation, maintenance, and monitoring. The professional engineer shall sign and seal all documents which they prepared.
 - b. The design report shall include:
 - Description of existing site and relevant off-site conditions that may be affected by the selection of water quality measures;
 - Rainfall data for the design storms as identified by the NOAA Atlas 14, as amended;
 - An evaluation of existing on-site and off-site hydrology including estimates of preconstruction and post-construction development from the 1-, 2-, 10-, 25-, and 100-year, 24-hour storm events;
 - A discussion of the function for the stormwater management system during typical operation and during a possible failure of a component; and
 - A discussion of the proposed treatment and control measures and their estimated effect on improving the quality of stormwater runoff, specifically for the removal of 80 percent of total suspended solids.
 - c. The improvement plan shall be designed to:
 - Maintain the predevelopment site hydrology to the maximum extent feasible;
 - Reduce peak runoff from 2-year, 24-hour postdevelopment event to 50 percent of the predevelopment conditions for that storm event or to the equivalent of the 1-year, 24-hour storm event unless the Commission determines that such reduction is impractical;
 - **Provide zero net increase in peak runoff from the 10-, 25-, and 100-year storm events unless the applicant demonstrates that this would be a detriment to downstream properties;**
 - Provide treatment of stormwater runoff in accordance with the Manual;
 - Have conveyance systems meeting the applicable provisions of the CTDOT Drainage Manual; and
 - **Minimize structural stormwater components and incorporate vegetative measures such as rain gardens and bioretention basins where appropriate.**
 - d. When the proposed development involves modification to an existing developed area, the applicant shall demonstrate that the stormwater quality treatment is being provided to the maximum extent practicable for all undisturbed impervious areas. New impervious areas **and existing impervious areas that are disturbed** shall meet the standards set forth in subsection (c), above.
5. Small Scale Projects. Any development that meets one or more of the thresholds set forth in subsection 3 but does not require Site Plan or Subdivision approval shall manage stormwater by implementing one or more of the following LID measures. Compliance with this requirement will be determined as part of the Zoning Permit process.

Reducing Hydraulic Connectivity of Impervious Surfaces

- Disconnecting roof drains and directing flows to vegetated areas or infiltration structures (swales, trenches, or drywells)
- Directing flows from paved areas such as driveways to stabilized vegetated areas
- Breaking up flow directions from large paved surfaces
- Encouraging sheet flow through vegetated areas
- Locating impervious areas so they drain to natural systems, vegetated buffers, natural resource areas, on-lot bioretention areas, or permeable soils

Modifying/Increasing Runoff Travel Time

- Maximizing overland sheet flow
- Increasing and lengthening drainage flow paths
- Maximizing use of vegetated swales

Increasing Groundwater Recharge

- Vegetated Swales, Buffers, and Filter Strips
- Bioretention/Rain Gardens
- Dry Wells/Leaching Trenches
- Rainwater Harvesting
- Vegetated Roof Covers (Green Roofs)

More detailed guidance for implementation of these measures can be located in the 2004 Connecticut Stormwater Quality Manual as may be amended.

6. Conflicts. If there are any conflicts between these Regulations and other standards, the more stringent requirement shall apply.

DRAFT REGULATIONS RELATED TO WATER SERVICE CONNECTIONS

MANSFIELD DEPARTMENT OF PLANNING AND DEVELOPMENT ■ MARCH 17, 2016

OVERVIEW

The proposed changes:

- Establish a new water pipeline overlay zoning district to regulate water service connections in that zone
- Provide criteria for regulating uses served by the Connecticut Water Company pipeline pursuant to the diversion permit issued by DEEP

AMENDMENTS TO ARTICLE TWO

AMEND SECTION 2.A

Add “W – Water Pipeline Overlay Zone” to end of list of Zoning Districts

AMENDMENTS TO ARTICLE SIX

AMENDMENTS TO ARTICLE SIX, SECTION B.4 – PERFORMANCE STANDARDS

Add new section B.4.u as follows:

- u. Special Requirements for Properties Served by Connecticut Water Company. Pursuant to the terms of the water diversion permit issued by CT DEEP **in June 2015** for the interconnection of the CWC and UConn water systems, future development served by that pipeline, whether directly or indirectly, shall meet the following requirements in addition to the requirements of Article 10, Section V, where applicable.
 1. **Any use that exists as of the effective date of this Regulation may connect to the water main with a service connection(s) properly sized to serve only that use.**
 2. No connections shall be authorized for new or expanded uses unless one or more of the following conditions is met:
 - The type and intensity of use is consistent with the Planned Development designation identified in the 2006 POCD; or
 - For properties where a change in use from the 2006 POCD is proposed, the developer must demonstrate that: (1) the proposed use is consistent with the current POCD; and (2) that the water demands of the proposed use are equivalent to or less than the water demands of uses allowed pursuant to the 2006 POCD or that the proposed uses could be supported by an on-site water system. The Commission may require verification of on-site capacity through hydrologic engineering studies and/or issuance of a permit for a water system in accordance with the Public Health Code.

3. **Uses developed using on-site water systems after the effective date of this section** may connect to the public water system with a connection sized only to serve that use if their on-site well fails or is contaminated. Any new uses or expansions of use on the site subsequent to connecting to the CWC system shall comply with the provisions of subsection **2**, above.
3. Any projects requiring a water main extension and/ or Site Plan, Special Permit or Subdivision approval shall be referred to the Connecticut Water Company Water System Advisory Committee for review and comment.

AMENDMENTS TO ARTICLE TEN: SPECIAL REGULATIONS

ADD NEW SECTION V – WATER PIPELINE OVERLAY ZONE

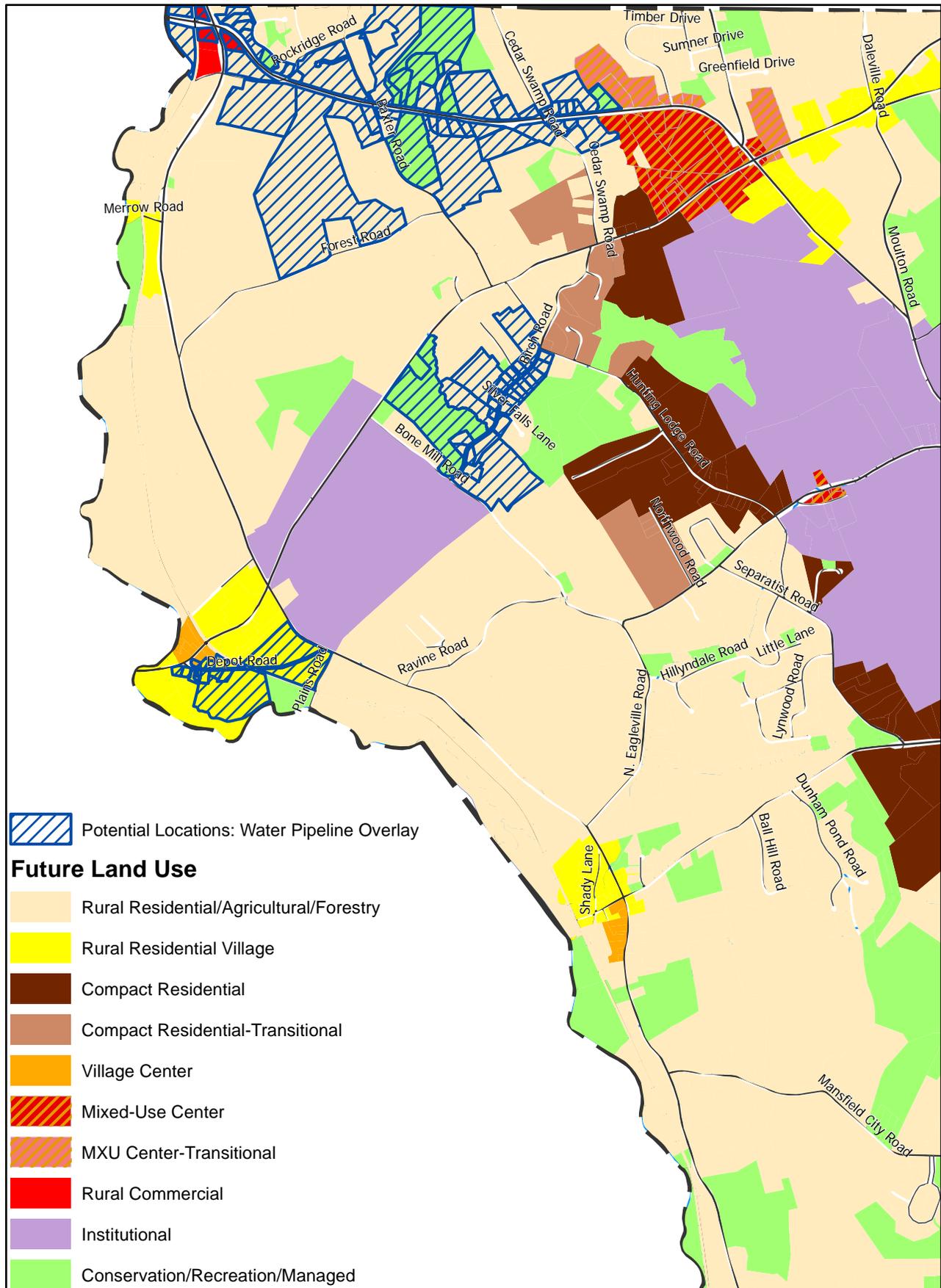
1. **Purpose.** The purpose of this section is to protect rural areas of the community (designated as Rural Character Conservation Areas in the POCD) from inappropriate development that could be spurred by new water transmission mains traversing these areas prior to reaching areas designated as Smart Growth Development Areas in the POCD. To that end, the presence of water mains in Rural Character Conservation Areas shall not be used to justify the intensification of land uses in a manner that would conflict with the overall character of that specific area as described in the POCD.

To implement this objective, this section establishes standards for connecting to new water mains in Water Pipeline Overlay Zones and identifies limitations specific to properties that will be served by the interconnection between the Connecticut Water Company and University of Connecticut water systems.

2. **Applicability.** The standards set forth herein are applicable to all properties located within the Water Pipeline Overlay Zone as depicted on the Official Zoning Map.
3. **Establishment of New Water Pipeline Overlay Zones.** This district may be applied to any area where a water pipeline exists or an extension is proposed that meets one or more of the following requirements:
 - a. The property is designated on the current POCD Future Land Use map as:
 - Conservation/Recreation/Managed Resource Area
 - Rural/Residential/Agriculture/Forestry;
 - Rural Residential Village;
 - Village Center; or
 - Rural Commercial.
 - b. The property was designated in the 2006 POCD as:
 - Low Density Residential; or
 - Planned Office/Mixed Use; or
 - Neighborhood Business/Mixed Use.
4. **Development Requirements.** Any owner of property located within a Water Pipeline Overlay Zone that desires to connect to the water main shall meet the following requirements.
 - a. **Any property that will be served by the Connecticut Water Company shall comply with the requirements of Article 6, Section B.4.u.**
 - b. **Any use that exists as of the effective date of this Regulation may connect to the water main with a service connection(s)** properly sized to serve only that use.

- c. New uses that are permitted in the underlying zone may connect to the water main upon receipt of a Zoning Permit.
- d. New residential developments requiring subdivision approval shall be limited to the number of units allowed in the underlying zone either through conventional design or cluster design pursuant to the Mansfield Subdivision Regulations. While the overall number of units shall be limited to what could have been developed without access to a public water system, the Commission may authorize alternative minimum lot size, frontage and setback requirements by Special Permit to preserve a greater amount of open space.
- e. The Commission may approve a Special Permit to allow higher density development to occur on a portion of a property while preserving the remainder of the property as open space provided the overall density of development on the entire property is not greater than what can be achieved in the underlying zone. The Commission may require a density analysis that gives consideration to such features as wetlands and water courses, steep slopes, soil conditions, and access to determine the development potential of the property in the underlying zone.

DRAFT-POTENTIAL WATER PIPELINE OVERLAY DISTRICT LOCATIONS



JANUARY 4, 2016



Town of Mansfield

Department of Planning and Development

Date: March 17, 2016
To: Planning and Zoning Commission
From: Linda M. Painter, AICP, Director of Planning and Development
Subject: Director's Report

If there are any other items or questions, I will address them at the March 21st meeting.

Agriculture

- *Annual Farmers Forum.* On March 9th, the Mansfield Agriculture Committee held a Gathering of Mansfield's Agricultural Community at the UConn Floriculture Building. There were 17 people in attendance, including Mansfield's farmers as well as members of the Planning and Zoning Commission and Agriculture Committee. It was a great opportunity for the Agriculture Committee to share their accomplishments over the past year and to obtain feedback from the community as how the Committee can best serve its needs. The group discussed the possibility of having a "farm to table" event and other ways to promote agriculture in Mansfield. Local refreshments were provided including Mountain Dairy's chocolate milk and ice cream from Chestnut Hill Creamery, which is operated by Jason Stearns using Mountain Dairy products.
- *Agriculture and Economic Development.* Stacey Stearns and Paul Brody will be making a presentation to the Economic Development Commission on Thursday, March 24th on the dairy industry in CT and Mountain Dairy. The Agriculture Committee will also be attending that meeting to discuss ways in which they can work collaboratively with the EDC to promote agriculture in Mansfield.

Education

- *E.O. Smith High School Relocation.* Bruce Silva, Region 19 Superintendent, attended the March 14th Town Council meeting and made a presentation on the potential relocation of E.O. Smith High School to the UConn Depot Campus. The presentation can be viewed online at http://townhallstreams.com/locations/mansfield-ct/events/31213/mansfield_ct and starts at approximately 7:27 pm.

Housing

- *Ad Hoc Committee on Rental Housing Regulation and Enforcement.* The next meeting of the Ad Hoc committee is scheduled for **April 13th at 5:30 p.m. in a location to be determined.** Commission members are welcome to attend and participate in discussion.
- *Moratorium.* There have been several questions raised regarding whether the Town can issue a moratorium on new rental certificates and/or new multi-family housing developments while regulations are being updated. The Town Attorney has issued the attached opinion in response to those questions.

Infrastructure and Transportation

- *Four Corners Sanitary Sewer Project.* The EIE is available on-line for review at http://www.ct.gov/deep/cwp/view.asp?a=2719&q=382742&depNav_GID=1654. A public hearing was held on **March 8th at 7:00 p.m.** in the Town Council Chambers. The public comment period closes on **March 18, 2016**.

UConn

- *Northwest Quad.* UConn is in the preliminary stages of planning for development of the area they are referring to as the Northwest Quad, which is generally located south of King Hill Road, west of Hillside Road and north of Alumni Road and includes the former X-Lot and Farmer Brown properties.
- *Enrollment Projections.* Members of the UConn administration attended the March 14th Town Council meeting and made a presentation on revised enrollment projections due to budgetary concerns. The presentation can be viewed online at http://townhallstreams.com/locations/mansfield-ct/events/31213/mansfield_ct and starts at around 8:21 pm.

Workshop/Training Opportunities

- *Center for Land Use Education and Research.* CLEAR is offering an advanced training session on Saturday, March 26th at the Middlesex County Extension Office in Haddam from 8:30 am to 3:00 pm. The following topics will be covered: Bias, Predisposition and Conflicts; Implementing and Enforcing Land Use Decisions; and Running a Meeting and Making the Decision. Please contact Jessie Richard as soon as possible if you would like to attend this workshop so that she can complete your registration.

O'MALLEY, DENEEN, LEARY, MESSINA & OSWECKI

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March 14, 2016

Mr. Matthew W. Hart, Town Manager
Town of Mansfield
4 South Eagleville Road
Mansfield, Connecticut 06268-2599

Re: Rental Properties

Dear Matt:

You have inquired "whether the Town Council or Planning and Zoning Commission ("PZC"), acting by ordinance or by zoning regulation, has the authority to impose a moratorium on the conversion of single-family homes to rental properties."

Given the current regulations and ordinances, I am not confident that the Town has the legal authority to impose a moratorium on the conversion of single-family homes to rental properties. This provision is not the same as a moratorium on the construction of student housing, dormitories or multi-family homes. Conversion of single-family owner occupied homes to a single family rental property does not change the use of the property, only its user. See Gangemi v. Zoning Board of Appeals of Fairfield, 255 Conn. 143 (2001). In Gangemi the Court held that a condition of a special use permit limiting the property to owner occupied was unenforceable. Although the Supreme Court stated that it was not deciding "whether a no rental condition may never be valid in the zoning context" it is clear that any such restriction would face a very long odds under the Court's analysis.

The Town of Hamden recently adopted and then extended a moratorium on additional student housing. Student Housing is specifically defined in the Hamden Zoning Regulations, and requires the issuance of a "zoning permit." The moratorium applies to the issuance of such permits. I have spoken with counsel representing the Town of Hamden and I have been informed that they are currently defending the moratorium and the substantive regulations before the Connecticut Commission on Human Rights and Opportunities. The challenge is based both on the authority to enact the moratorium, and alleged violations of the Fair Housing Act by treating students differently from others. In addition, they expect a legal challenge to be filed shortly in either state or federal court. There is a mandatory mediation scheduled before the CHRO at the end of this month.

Mansfield requires the issuance of Rental Certificates as it has found that "inadequate

maintenance of residential rental property within the community is a detriment to the public welfare, health and safety.” (Code Section 901 Findings). It does not differentiate between rental units occupied by students or those units occupied by non-students. Differentiating between student and non-student renters may open up the Town to a similar challenge, and I recommend waiting to see the outcome of the Hamden litigation before proceeding in this manner.

In addition, you have asked if the Planning and Zoning Commission has the authority to impose a moratorium on new multi-family rental complexes.”

The PZC has the statutory authority to impose a limited moratorium on the construction of new multi-family rental complexes. See Arnold Bernhard and Company, Inc. v. Planning and Zoning Commission of Westport, 194 Conn. 152 (Conn. 1984) The moratorium must be for a reasonable, limited period of time to allow the Commission to review, adopt or amend the regulations governing these types of complexes.

Please feel free to contact me with any further questions.

Very truly yours,

A handwritten signature in black ink, appearing to read 'Kevin M. Deneen', with a long horizontal flourish extending to the right.

Kevin M. Deneen

KMD/lle