



REGULAR MEETING NOTICE & AGENDA

MANSFIELD PLANNING AND ZONING COMMISSION REGULATORY REVIEW COMMITTEE

AUDREY P. BECK MUNICIPAL BUILDING ■ 4 SOUTH EAGLEVILLE ROAD ■ TOWN COUNCIL CHAMBER

WORK SESSION TO DISCUSS ZONING REGULATIONS, SUBDIVISION REGULATIONS AND DESIGN GUIDELINES

THURSDAY, OCTOBER 6, 2016 ■ 8:30 A.M.

1. CALL TO ORDER AND ROLL CALL
2. APPROVAL OF MINUTES
 - A. 9-22-16 RRC SPECIAL MEETING MINUTES
3. REVISIONS TO ZONING AND SUBDIVISION REGULATIONS
 - A. Design Guidelines – all areas and development types
 - B. Regulations related to multi-family housing and other compact residential development types
 - C. Regulations related to development in Mixed Use Center and Institutional areas
4. FUTURE MEETINGS
 - A. Agenda Items for future meetings
5. ADJOURNMENT



DRAFT MINUTES

MANSFIELD PLANNING AND ZONING COMMISSION REGULATORY REVIEW COMMITTEE

AUDREY P. BECK MUNICIPAL BUILDING ■ 4 SOUTH EAGLEVILLE ROAD ■ COUNCIL CHAMBER

THURSDAY, SEPTEMBER 22, 2016 SPECIAL MEETING

Members present: P. Aho, V. Ward, K. Rawn, B. Chandy (departed at 6:45 p.m.), S. Westa, J. Goodwin, C. Ausberger, R. Hall

Staff: L. Painter, Director of Planning and Development; J. Mullen, Assistant Planner; J. Kaufman, Environmental Planner (departed at 6:15 p.m.)

CALL TO ORDER

Aho called the meeting to order at 5:40 p.m.

APPROVAL OF MINUTES

Rawn MOVED, Ward seconded acceptance of the 9/2/2016 meeting minutes as presented. The motion passed with Rawn, Ward and Aho in favor; all others disqualified.

REVISIONS TO ZONING REGULATIONS: REVIEW OF EXISTING REGULATIONS (ARTICLE 10)

Painter reviewed the information contained in the document titled 'Updates to Multi-Family Housing Regulations' dated September 20, 2016.

- *Timeframe.* After discussion, members by consensus preferred the first timeframe option listed as it avoids scheduling the public review and comment period over the December holidays.
- *Special Design District-Enabling Language.* Goodwin questioned whether the proposed approach conforms with the description of floating zones, particularly with regard to how much detail/minimum parameters (dimensional standards, etc.) would need to be included in the enabling language for a Special Design District for it to comply with legal standards and not be considered arbitrary. Painter noted that the approach described is consistent with what was approved for Storrs Center, where dimensional standards were established as part of the implementation of the district, not in the enabling language. Staff will consult with the Town Attorney.
- *Design.* Painter displayed images and site plans of several different types of multi-family housing for Commission comment. The cottage housing development concepts from Washington State were the most intriguing to members, while denser alternatives were identified as being most appropriate for mixed-use center areas. Suggestions for design guidelines included ensuring that Storrs Center remains the area of highest density and scale, transitioning to lower scale development at the Four Corners and 195/Route 6 areas. Another suggestion to minimize scale was to require shorter buildings at the street edge but allow for additional height deeper into the property to maintain pedestrian/neighborhood feel along the street. Members expressed interest in doing a field trip to the various areas designated for compact residential and mixed use centers (such as Four Corners) to help identify a vision for those areas and appropriate scale and density of development.
- *Residential Uses and Standards.* Mullen noted that adaptive reuse of structures should also be considered. Painter noted that the Commission should also review standards related to fraternities and sororities as part of the multi-family housing regulation update.

FUTURE MEETING SCHEDULE

Painter noted that the RRC is scheduled to meet weekly starting in October. Alison Hilding, 17 Southwood Road, asked that more notice of the meetings be provided to the public. Members noted that while the Regulatory Review Committee meetings are open to the public, they are work sessions for the Commission members and public comments will not be taken.

ADJOURNMENT

Ward MOVED, Rawn seconded to adjourn the meeting at 7:10 p.m. Motion passed unanimously.

Respectfully submitted,

Linda M. Painter, AICP
Director of Planning and Development

MANSFIELD GUIDELINES FOR COMMUNITY DESIGN: OUTLINE

DRAFT ■ OCTOBER 5, 2016

The following is a draft outline for review and discussion. The organization is based on the POCD future land use strategy and is intended to be modular; allowing us to add sections in the future. For example, as the focus is currently on updating regulations related to multi-family housing, the section on Design Guidelines for Rural Character Conservation Areas could be postponed to a later date.

Staff expects that this outline will be adjusted as we draft guidelines. Similarly, the structure/content of the design guidelines identified in the draft introduction may also be modified as guidelines are developed.

INTRODUCTION

- Acknowledgements and Credits
- Mansfield Tomorrow Vision Statement
- Introduction/Using the Guidelines
- Relationship to the POCD
- Design Process
- Development Review Process
- Using the Design Guidelines/Organization & Structure

TOWNWIDE DESIGN GUIDELINES

These general guidelines would apply to all new development regardless of location.

SITE SELECTION

- Direct development to Smart Growth Development Areas
- Sites to avoid if possible
- Efficient use of land (prioritizing redevelopment over greenfield development)

SITE LAYOUT AND ORGANIZATION

[MT References: Goals 2.6, 3.4, 4.1, 4.2, 8.1, 8.2, 9.5]

- Relationship to natural environment
- Historic and cultural features
- Community and neighborhood context
- Energy and resource conservation
- Infrastructure and utilities

PARKING AND CIRCULATION

[MT References: Goals 2.6, 3.4, 4.1, 4.2, 8.1, 8.2, 9.5]

These guidelines are intended to address all forms of transportation, including vehicles, pedestrians, bicyclists and transit.

- Connectivity (both within and between sites)
- Location of parking and service areas relative to buildings and public spaces
- Design features for parking and service areas

LANDSCAPING

[MT References: Goals 2.6, 3.4, 4.1, 4.2, 5.6, 8.1, 8.2, 9.5]

These guidelines are intended to address the aesthetic and functional design of landscaping.

- Landscape Design
- Stormwater
- Landscape Buffers
- Streetscape
- Public Spaces/Common Areas
- Site Lighting

ARCHITECTURE

[MT References: Goals 4.1, 4.2, 8.1, 8.2, 9.5]

These guidelines are intended to address basic design principles, not specify an architectural style.

- Relationship to the site
- Relationship to established development patterns
- Scale, massing and proportion
- Rooflines, facades, entrances

SIGNAGE

[MT References: Goals 4.1, 4.2, 8.1, 8.2]

- Neighborhood context
- Relationship to Site and Architecture
- Graphics
- Materials, Colors, Texture
- Lighting

DESIGN GUIDELINES FOR RURAL CHARACTER CONSERVATION AREAS

This section would provide specific guidance for properties located in Rural Character Conservation Areas. If there is any conflict between the specific guidelines identified in this section and the townwide guidelines, these guidelines rule.

CONSERVATION/MANAGED RESOURCE AREAS

[MT References: p. 8.19 Conservation/Managed Resource Area Design Objectives; Goal 3.4]

This section will provide guidance for structures within our open space areas to ensure they complement the natural landscape.

FLOOD ZONES

[MT References: p. 8.20 Flood Zone Design Objectives; Goal 2.5]

While our flood zone regulations prohibit most types new development, these guidelines would supplement regulations to address the types of infrastructure/activities that are allowed as well as modifications to existing properties.

RURAL/RESIDENTIAL/AGRICULTURE/FORESTRY

[MT References: p. 8.21 Rural Residential/Agricultural/Forestry Objectives; Goals 4.1 and 4.2]

The focus of this section will be on design goals for single-family subdivisions and agricultural enterprises.

- Design Goals
- Site layout and organization
- Parking and Circulation
- Landscaping
- Architecture
- Signage

RURAL RESIDENTIAL VILLAGE

[MT References: p. 8.22 Rural Residential Village Design Objectives; Goals 4.1 and 4.2]

In an effort to recognize the unique character of our historic villages, the POCD identifies several rural residential villages. This section is intended to provide guidance on how to maintain and enhance the unique character of these villages.

- Design Goals
- Site layout and organization
- Parking and Circulation
- Landscaping
- Architecture
- Signage

VILLAGE CENTER

[MT References: p. 8.23 Village Center Design Objectives; Goals 4.1 and 4.2]

The POCD identifies 3 village centers: Eagleville, Mansfield Center, and Mansfield Depot. This section is intended to include general requirements that apply to all of the villages as well as specific guidelines unique to specific locations. As Mansfield Center includes a local historic district, these guidelines will need to be coordinated with the Historic District Commission.

- Design Goals
 - General - All Village Center Areas
 - Area-Specific Design Goals/Visions
- Site layout and organization
- Parking and Circulation
- Landscaping
- Architecture
- Signage

RURAL COMMERCIAL

[MT References: p. 8.24-8.25 Rural Commercial Purpose and Design Objectives; Goals 4.1, 4.2, 7.4, 8.1, 8.2, 9.5]

The POCD identifies three nodes of rural commercial activity: Route 195/Route 32 Intersection, Route 195/Flaherty Road intersection; and Perkins Corner.

- Design Goals
 - General - All Rural Commercial Areas
 - Area-Specific Design Goals/Visions
- Site layout and organization
- Parking and Circulation
- Landscaping
- Architecture
- Signage

DESIGN GUIDELINES FOR SMART GROWTH DEVELOPMENT AREAS

This section would provide specific guidance for properties located in Smart Growth Development Areas. If there is any conflict between the specific guidelines identified in this section and the townwide guidelines, these guidelines rule.

COMPACT RESIDENTIAL

[MT References: p. 8.27-8.30 Compact Residential Purpose and Design Objectives; Goals 4.1, 4.2, 5.6, 7.4, 8.1, 8.2, 9.5]

As there are several different areas designated for compact residential development, topical guidelines may have area specific guidelines as well. For example, guidelines specific to existing development patterns along roadways, treatment of significant natural/open space resources in the area, etc.

- Design Goals
 - General - All Compact Residential Areas – see attached sample from Roseville, CA
 - Area-Specific Design Goals/Visions
- Site layout and organization
- Parking and Circulation
- Landscaping
- Architecture
- Signage

MIXED-USE CENTER

[MT References: p. 8.31-8.34 Mixed Use Center Purpose and Design Objectives; Goals 4.1, 4.2, 5.6, 6.5, 7.4, 8.1, 8.2, 9.5]

The POCD identifies four Mixed Use Centers: Storrs Center, Four Corners, King Hill Road, Route 195/Route 6 area. The topical guidelines may include both general guidelines that apply to all Mixed-Use Center areas as well as area specific guidelines. As Storrs Center already has detailed design standards and sustainability guidelines, this section will only apply to the other Mixed-Used Centers.

- Design Goals
 - General - All Mixed-Use Center Areas
 - Area-Specific Design Goals/Visions
- Site layout and organization
- Parking and Circulation
- Landscaping
- Architecture
- Signage

INSTITUTIONAL

[MT References: p. 8.35-8.36 Institutional Purpose and Design Objectives; Goals 4.1, 4.2, 5.5, 5.6, 8.1, 8.2, 9.5]

While the vast majority of properties designated as Institutional by the POCD are owned by the University of Connecticut, there are some properties owned by other public agencies such as the Town, Mansfield and Region 19 Boards of Education, and Windham Water Works as well as private entities including various faith-based institutions located on North Eagleville Road. These guidelines are primarily intended to address development on these non-state owned properties.

- Design Goals
 - General - All Institutional Areas
 - Area-Specific Design Goals/Visions
- Site layout and organization
- Parking and Circulation
- Landscaping
- Architecture
- Signage

MANSFIELD GUIDELINES FOR COMMUNITY DESIGN: INTRODUCTION

DRAFT ■ OCTOBER 5, 2016

CREDITS

Mansfield would like to acknowledge the work done by the following communities that provided both inspiration and content for these guidelines:

- Town of Simsbury, Connecticut (Guidelines for Community Design)
- City of Fremont, California (Multi-Family Design Guidelines)
- City of Roseville, California (Design Guidelines for Multi-family Residential Development)
- City of Hartford, Connecticut (Zone Hartford)

MANSFIELD TOMORROW VISION

Insert Vision Statement from POCD

INTRODUCTION

The Guidelines for Community Design provide flexible tools for evaluating future development in the context of Mansfield's unique character, abundant natural systems and cultural heritage. They also strengthen the local business environment and enhance property values by promoting a high-quality built environment.

Key users of the design guidelines include:

- **Property Owners, Developers and Associated Consultants** use the guidelines to guide the design of specific projects.
- **The Planning and Zoning Commission** uses the guidelines to approve or deny applications submitted by property owners and developers.
- **Town Staff and Advisory Committees** use the guidelines to advise property owners and make recommendations to the Planning and Zoning Commission regarding proposed projects.
- **Town Residents and Other Stakeholders** use the guidelines to advocate for better design of new projects as they are proposed.

RELATIONSHIP TO THE PLAN OF CONSERVATION AND DEVELOPMENT

The Mansfield Tomorrow Plan of Conservation and Development (POCD) identifies numerous goals and objectives related to protecting and enhancing the town's natural resources; preserving rural character; creating a sense of place; creating connections; improving opportunities for walking and biking; and promoting resource and energy conservation. The purpose of these guidelines is to establish a framework for selecting building sites, orienting site improvements and designing buildings in accordance with the seven sustainability principles outlined in the POCD.

Specifically, these guidelines are intended to help the Town manage change so that it enhances Mansfield's general character by:

- Protecting and enhancing Mansfield's natural systems and resources, including wildlife habitat, forests, and water resources such as wetlands, water bodies, stratified drift aquifers, rivers and streams.
- Respecting and valuing community and neighborhood context by protecting and enhancing historic, cultural and scenic resources and other attributes of community character that contribute to the value of properties in the neighborhood of a subject site and encouraging the most appropriate use of land.
- Promoting the efficient use of land, energy, natural resources and the built environment to minimize waste.
- Assisting the community in adapting to changing climate conditions by locating new development to minimize land disturbance and impacts to natural hazard areas and increasing natural storm water infiltration.
- Promoting connectivity of natural systems and neighborhoods by protecting natural resource corridors and designing sites and buildings to support efficient, multi-modal circulation and appropriate transitions between the public and private realms.
- Directing development to appropriate areas in compact and efficient patterns to promote the creation of connected, livable neighborhoods and preserve the rural character in the majority of town.
- Promoting high-quality architectural design that encourages pedestrian activity and creates a sense of place.
- Encouraging sustainable design practices at all scales of development.

DESIGN PROCESS

The Guidelines for Community Design are intended to stimulate creativity and, through the development review process, help property owners, architects and developers pursue designs that complement, and are compatible with the existing fabric of site and building design in Mansfield.

While the formal development review process is summarized below, it is recommended that these guidelines be used from the very initial stages of site selection and design. Prospective developers are encouraged to consult both with Town staff and relevant advisory committees before commencing design to identify key resources and features to be conserved; opportunities to enhance neighborhood connectivity; and potential neighborhood compatibility concerns.

DEVELOPMENT REVIEW PROCESS

APPLICATION REVIEW PROCESS

The application process begins with informal meetings between the applicant (property owners, developers, and associated consultants) and Town staff. Depending on the type and complexity of the proposed project, applicants may have the option to request a formal pre-application meeting with the Planning and Zoning Commission. The framework and guidelines for a formal pre-application meeting are identified in Appendix A to these guidelines.

Once a formal application is received by the Planning and Zoning Commission, it will be referred to relevant Town Advisory Committees and staff for review and comment based on compliance with the Zoning Regulations and these guidelines.

Each application is unique and no single set of requirements fits all cases. Applicants should use the design guidelines as a checklist during the presentation and review process. The following actions will help to ensure a smoother design review process:

- Applicants read, understand, and appropriately apply the guidelines as they apply to their projects.
- Applicants meet with staff and advisory committees to better understand Mansfield’s design goals before finalizing plans and project documents.
- Applicants come to meetings prepared to answer questions based on those guidelines germane to their projects.

RELATIONSHIP TO OTHER REGULATIONS

The guidelines are distinct from standards contained in the Zoning Regulations. Zoning Regulations provide the quantitative standards for development such as maximum height and minimum setbacks. Guidelines provide qualitative tools that work with regulations to further shape development. For example, zoning regulations may limit a building to a maximum of 60 feet, while design guidelines further shape the building’s design by indicating that its height should step down adjacent to a lower scaled neighbor.

USING THE DESIGN GUIDELINES

DOCUMENT ORGANIZATION

This document is organized into three main sections: Townwide Design Guidelines; Design Guidelines for Rural Character Conservation Areas; and Design Guidelines for Smart Growth Development Areas.

Townwide Design Guidelines

These general guidelines apply to **all** development in Mansfield, regardless of location. Topics include:

- Site Selection
- Site Layout and Organization
- Circulation and Parking
- Landscaping

Design Guidelines for Rural Character Conservation Areas

The priority for the majority of land in Mansfield is to preserve its rural character, ensuring that new infill development is compatible with the rural landscape, agricultural heritage and historic context. The guidelines in this section of the document supplement the Townwide Design Guidelines and provide more specific guidance to properties with the following future land use designations:

- Conservation/Recreation/Managed Resource Areas

- Flood Zone
- Rural/Residential/Agricultural/Forestry
- Rural Residential Village
- Village Center
- Rural Commercial

Design Guidelines for Smart Growth Development Areas

The POCD directs new growth to support economic development and housing needs to limited areas referred to as Smart Growth Development Areas in an effort to focus development where housing, jobs, and shopping are in close proximity and there are choices in transportation. The guidelines in this section of the document supplement the Townwide Design Guidelines and provide more specific guidance to properties with the following future land use designations:

- Compact Residential
- Mixed-Use Center
- Institutional

DESIGN GUIDELINES STRUCTURE

The fundamental intent of these guidelines is to promote excellence in design while accommodating flexibility in the specific approaches and strategies used to achieve the overall design goals. However, flexibility shall not mean going to the lowest common denominator that dilutes quality and character.

Design Topic: Describes the general topic and summarizes overall objectives.

Design Subtopic/Location: Describes a more specific subtopic and/or area-specific location and provides an intent statement for the design guidelines that follow. If no guidelines address a specific design issue, the intent statement and overall design topic objectives will be used to determine appropriateness. In some cases, design subtopics are further divided into several categories.

Design Guideline: Describes the desired design outcome.

Suggested Strategies: Provides a bullet list of suggested strategies for meeting the intent of the design guideline. Other strategies (not listed) for meeting guidelines may also be appropriate.

Photographs, Diagrams and Illustrations: Illustrate appropriate and inappropriate strategies for meeting the intent of the guideline.

[Insert Symbol] Denote appropriate strategies

[Insert Symbol] Photographs, diagrams and illustrations marked with this symbol illustrate inappropriate strategies

MANSFIELD GUIDELINES FOR COMMUNITY DESIGN: SITE SELECTION

DRAFT ■ OCTOBER 5, 2016

The first step for most applicants involved in the development process is site selection. While there are any number of variables that are under consideration when looking for a site, most are focused on how that site will help meet private investment goals. The following guidelines are intended to help prospective developers select appropriate sites for new development that also meet community goals, including minimizing impacts on natural systems, protecting established neighborhoods, improving connectivity, promoting compact development patterns, and conserving rural character.

As the intent of these guidelines is not to interfere with the rights of property owners to develop their property in accordance with the Mansfield Tomorrow Plan of Conservation and Development and Mansfield Zoning Regulations, proposed developments may not be denied solely for failure to meet these site selection guidelines.

SELECTING SITES BEST SUITED FOR DEVELOPMENT

The Plan of Conservation and Development (POCD) established a future land use strategy to help achieve Mansfield’s vision for the future. This land use strategy is designed to direct new development to Smart Growth Development Areas where housing, jobs, and services are in close proximity and there are choices in transportation in order to conserve the rural character in the remainder of town. Regardless of whether a site is located within a Smart Growth Development Area or a Rural Character Conservation Area, some sites are more suitable for development than others based on the presence of natural systems, the character of the surrounding neighborhood and the availability of infrastructure.

TO THE GREATEST EXTENT POSSIBLE, LOCATE NEW DEVELOPMENT ON SITES THAT MEET THE FOLLOWING CRITERIA:

- Located in an area designated in the POCD as a Smart Growth Development Area

MORE DESIRABLE



LESS DESIRABLE

- Mixed-Use Center
- Mixed-Use Center Transitional
- Institutional
- Compact Residential
- Compact Residential-Transitional

- Currently served by or within 500 feet of existing water and wastewater infrastructure
- On or within close proximity to existing transit routes, bicycle routes and walkways
- On an arterial or collector roadway

TO THE GREATEST EXTENT POSSIBLE, AVOID LOCATING NEW DEVELOPMENT ON SITES THAT MEET ONE OR MORE OF THE FOLLOWING CRITERIA:

- Contains Prime Agricultural Soils
- Located within a designated Flood Hazard Area
- Located within a public drinking water supply watershed
- Located within a large contiguous forest tract
- Located within 500 feet of Stratified Drift Aquifer
- Contains wetland systems that cannot be adequately buffered

FOCUS NEW DEVELOPMENT ON THE FOLLOWING TYPES OF SITES:

MORE DESIRABLE



LESS DESIRABLE

- Previously Developed Site
- Infill Site (previously undeveloped property with development* on more than one side)
- Site adjacent to existing development*

For the purposes of this guideline, the term “development” does not include low-density residential and agricultural uses.



FALL 2016 REGULAR MEETING SCHEDULE

MANSFIELD PLANNING AND ZONING COMMISSION REGULATORY REVIEW COMMITTEE

AUDREY P. BECK MUNICIPAL BUILDING ■ 4 SOUTH EAGLEVILLE ROAD ■ TOWN COUNCIL CHAMBER

The Regulatory Review Committee of the Mansfield Planning and Zoning Commission will meet on the following days/times in the **Town Council Chambers** unless otherwise noted.

THURSDAY, OCTOBER 6, 2016 ■ 8:30 AM

THURSDAY, OCTOBER 13, 2016 ■ 8:30 AM

FRIDAY, OCTOBER 21, 2016 ■ 8:30 AM

FRIDAY, OCTOBER 28, 2016 ■ 8:30 AM

FRIDAY, NOVEMBER 4, 2016 ■ 8:30 AM

THURSDAY, NOVEMBER 10, 2016 ■ 8:30 AM

FRIDAY, NOVEMBER 18, 2016 ■ 8:30 AM

FRIDAY, DECEMBER 2, 2016 ■ 8:30 AM

THURSDAY, DECEMBER 8, 2016 ■ 8:30 AM

FRIDAY, DECEMBER 16, 2016 ■ 8:30 AM