



Site Analysis Incentive Housing Zones

Town of Simsbury, CT October 29, 2009 This report describes Concord Square's analysis of the potential Incentive Housing Zone (IHZ) sites that were identified in Concord Square's April 17th memo, four of which lie outside of the Town Center and three of which are located within the Town Center.

Before getting into the site analysis and recommendations for each site, a brief overview of the IHZ legislation will be useful to a better understanding of Concord Square's findings. The primary purpose of the legislation is to create mixed income housing within a relatively short period of time. Key elements of the legislation include:

- Sites must be in suitable locations:
 - o consistent with the State Conservation & Development Policies Plan
 - o near transit stations, in an area of concentrated development (e.g. town center), or on sites that are suitable for IHZ due to infrastructure or underutilized facilities or location.
- All incentive housing development is as-of-right.
- Required densities (for towns with public sewer and water service) are:
 - o at least 6 units per acre for single family detached homes
 - o at least 10 units per acre for duplex or townhouse units
 - o at least 20 units per acre for multi-family units, which includes residential over retail in mixed use buildings.
- The density of the IHZ must be at least 25% greater than the as-of-right residential density of the underlying zoning district, in order to qualify for financial incentive payments (adoption and building permit payments).
- A single IHZ can be subdivided into two or more subdistricts, with different housing types, densities, dimensional standards, and design standards, but each subdistrict as well as the overall IHZ must adhere to the above density requirements.
- A subdistrict within an IHZ can be designated for non-residential uses, provided the residential development rights are "transferred" to another subdistrict (i.e. increase the density of a residential subdistrict to accommodate the number of units that could have been built in the non-residential subdistrict).
- An IHZ is not required to follow parcel lines, although generally it is preferable to do so if not, a metes and bounds survey of the IHZ boundary should be done prior to adoption of the district.
- Subdivision regulations should be amended if necessary to allow single family developments to be constructed at the density required typically this means the street standards and stormwater drainage standards may need revision to accommodate narrower roads; the main issues are both financial feasibility and being able to physically accommodate the house lots at the required density.
- Design standards which are enforceable may be adopted either within the Zoning Regulations or as a separate (but equally enforceable) document, but cannot be so restrictive as to unreasonably impair the economic or physical feasibility of constructing housing at the minimum densities and with the affordable units.

- Upon approval by OPM, the municipality may receive a zone adoption payment equal to \$2,000 per unit that can be built as-of-right within an incentive housing development (this is the "yield" or "unit count" figure).
- Upon approval by OPM, the municipality may receive building permit payments in the amount of \$2,000 per unit for duplex, townhouse, and multi-family units, and \$5,000 per unit for single family detached homes, provided the building permits have been issued within five years of the adoption of the IHZ district.

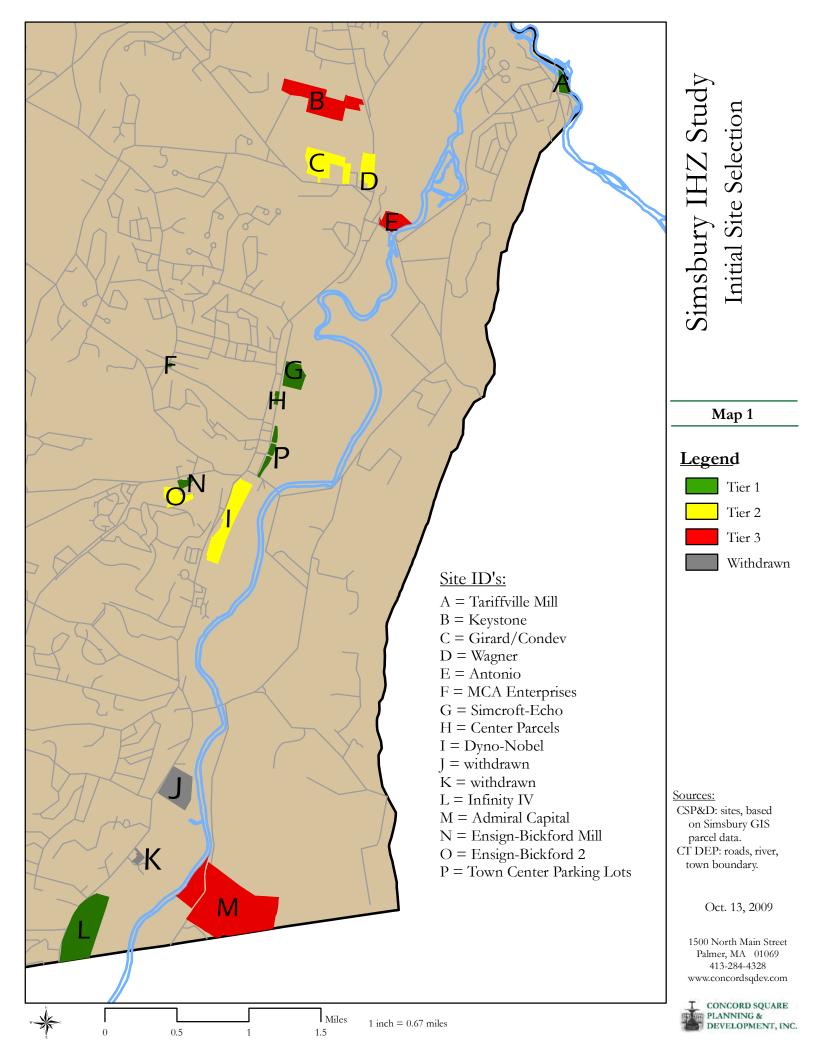
Municipalities have the option of adopting IHZ's with the expectation that all of the housing units will <u>not</u> be constructed within the first five years after adoption, but building permit payments will not be made for units that do not have permits by the five year anniversary date. However, since all units are permitted as-of-right, the town must recognize that all of the units <u>could</u> be built within a short period of time. Therefore, deliberations on adoption of IHZ's should consider the potential impact of the maximum number of units being constructed within five years – the town needs to balance the advantages of plenty of land zoned for high density residential with the realities of fiscal responsibility. Of course, the real estate market will be the determining factor in how quickly new housing units will be built.

In order to set the stage for the remainder of this report, which focuses on the analysis of each of the seven potential IHZ sites, the following is a list of the sites initially analyzed in the April 17th memo (see also Map 1):

- Tier 1 sites these are the sites which are the subject of the remainder of this report; they were identified as having the highest suitability score for IHZ based on the goals and objectives of the Simsbury Plan of Conservation & Development and meeting the basic eligibility criteria of the IHZ legislation:
 - A Tariffville Mill, Tunxis Road
 - F MCA Enterprises, Firetown Road
 - G Simcroft-Echo Farms, Iron Horse Blvd.
 - H Vincent (now "Center Parcels"), Iron Horse Blvd.
 - L Infinity IV (a.k.a. Northeast Utilities), Hopmeadow Street (south)
 - N Ensign-Bickford Mill (Grist Mill), West Street
 - P Town Center Parking Lots, Iron Horse Blvd. (not in April memo)
- Tier 2 sites these sites ranked fairly well, but not as high as the tier 1 sites and therefore were not included for this phase of the IHZ study:
 - C Girard/Condev, Hoskins Road
 - D Wagner, Hopmeadow Street (north)
 - I Dyno-Nobel, Hopmeadow Street
 - O Ensign-Bickford 2, Grist Mill Road
- Tier 3 sites these sites either did not meet the basic eligibility criteria of the legislation or ranked low in the selection analysis:
 - B Keystone, Hopmeadow Street (north)
 - E Antonio, Tariffville Road
 - M Admiral Capital (Tower Ridge Golf Course), Nod Road

• Withdrawn sites – these two sites were withdrawn from consideration prior to the selection analysis:

J – open field owned by The Hartford, Hopmeadow Street (south) K – Ritson, Hopmeadow Street (south)



Site A, the Tariffville Mill site, is a total of 4.4 acres in size, of which 2.3 are currently occupied by the mill building and parking. Map A-1 shows the existing conditions on the site. Initially it appeared about half the site was available for future development. However, in response to reports that the flood zone in the area had been revised by FEMA, Concord Square obtained the most recent data and maps for this area, and performed a careful analysis of the site in regards to flood hazards. That analysis resulted in the identification of a 1.07 acre area that lies outside the developed area and outside the 1% Annual Chance Flood Zone or the Floodway. The remaining 1.03 acres is undeveloped and within the floodplain. Map A-2 shows the flood areas and developable area.

Map A-3 shows this site on the OPM Policies Plan (the State Plan of Conservation & Development), which indicates the eastern portion of the site is within a Conservation Area. This means that development of this area is discouraged in order to protect the natural resources which exist – in this case, the river and its banks. The line between Conservation Area and Neighborhood Conservation area is roughly where the 1% Annual Chance of Flooding zone (a.k.a. 100 year floodplain) is. The area shown as potential developable area on Map A-2 lies within the Neighborhood Conservation area, which is one of the areas OPM considers suitable for additional development. Thus, an IHZ in this location would be consistent with the Policies Plan.

Currently, the Town parcel map and data layer indicates there is a stream channel running through the site, this was a canal associated with the water power era of the mill. It is understood that this was abandoned after the 1955 floods, in conjunction with the rebuilding of the Route 189 bridge over the Farmington River. It is further understood that a portion of the site was filled with rock by the state as part of the bridge reconstruction project. Due to the site's history, it would be prudent for geotechnical investigations to be conducted prior to any design work for buildings over this old channel and rock filled area, to ensure the existing material is sufficient to support the foundation of new buildings. I mention this because the underlying conditions could impact the development costs for the site, and in general projects that include income limited housing can have narrow margins of financial feasibility.

The 1.07 acre portion is relatively flat (lying at the base of a steep embankment for the adjacent roadway) and has few trees on it (although most of those are mature and in good health). It should be noted that the entire flat area is not, according to the Town's parcel data, part of the parcel – the road right-of-way for Route 189 is quite wide in this area, presumably for the steep side slope needed for the bridge approach. The 1.03 acre portion within the flood plain is also relatively flat with the exception of the river bank, which drops off steeply roughly eight feet to the river.

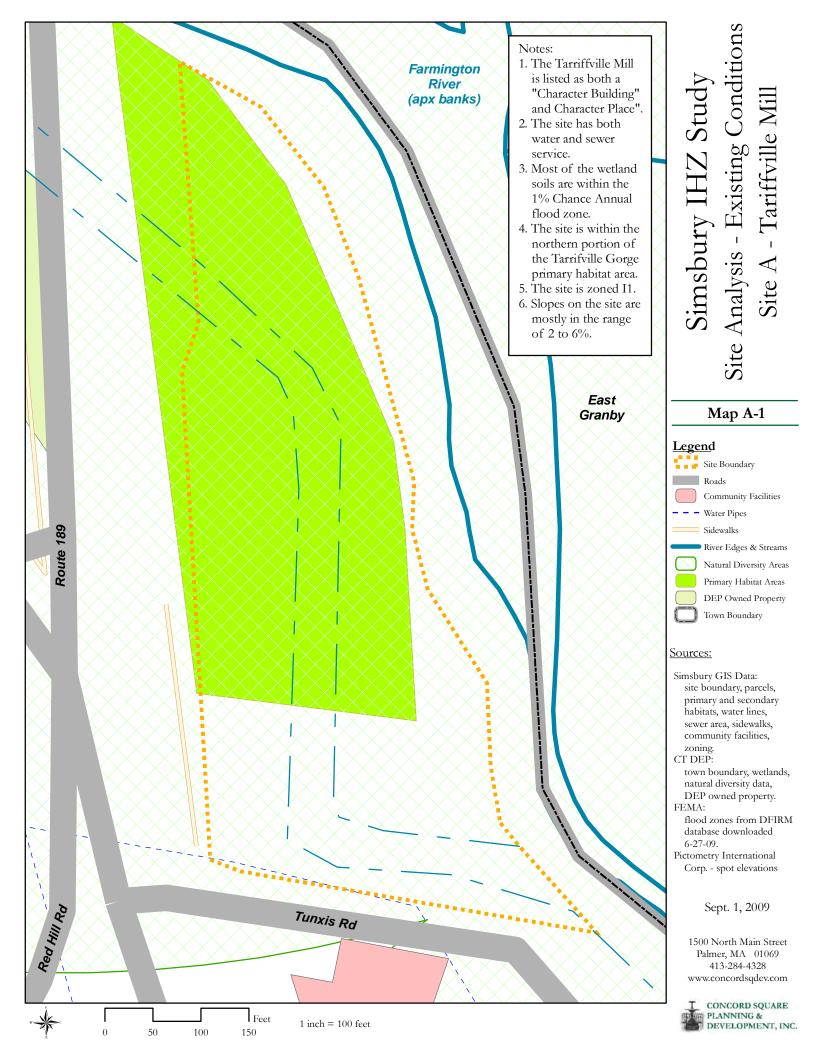
This entire parcel lies within a Natural Diversity Database Area (NDDB area), which means that there are some species in the area that are endangered or of special concern. Simsbury has data that indicates a substantial portion of the site is designated a Primary Habitat Area. The NDDB area information indicates there are three species within this general area that could be cause for concern to development of the site. Concord Square will submit a request to the CT DEP to determine which species may inhabit this site.

An analysis of the site was done to determine what the possibilities for IHZ are on the site. There are two primary areas where development could occur: the undeveloped area and the existing building. Both are best suited for multi-family housing, given the configuration of the developable area on the undeveloped portion and the configuration of the existing building. There are three choices for this site:

- Create an IHZ on the undeveloped portion with two subdistricts a Housing subdistrict, where new housing construction would be permitted at a density of 20 du/a, yielding 21 units, and an open space subdistrict, where no building construction would be permitted, but the density again at 20 du/a would be transferred to the housing subdistrict. This subdistrict could be used for surface parking and open space (including recreation). This would yield a total of 41 new housing units on the site. Map A-4 shows these subdistricts.
- Create an IHZ on the developed portion (2.3 acres) which would permit up to 46 units in the existing building. Concord Square believes 46 units could be accommodated if the one story additions to the building were demolished and small units were built in the main portion of the building. It may also be possible to construct a second building on the 2.3 acres that would complement the existing building and provide additional units. This would also provide the opportunity, if no minimum density were included in the overlay zone, for a portion of the existing building to be converted from office to residential use, creating a mixed use building.
- Create an IHZ that would have three subdistricts the two discussed in the first bullet above plus the one discussed in the second bullet.

With an elevation difference from the roadbed at Route 189 to the site of 15 feet or more, and the significant tree cover on the slope within the road right-of-way, a three story building would not be overwhelming in appearance, even in winter when visibility through the trees would be higher. A three story multi-family building with 41 units of around 1200 square feet each would easily fit into the 1.1 acre housing subdistrict discussed in the first bullet above. Design standards should be developed in consultation with the owner and should reflect the character of the existing building, including massing and architectural details, without requiring new buildings to duplicate it.

If an IHZ is designated only on the undeveloped area of the site, there would be potential for up to 41 housing units, 8 of which would be affordable. If an IHZ is designated only on the developed portion, 46 units could be built, 9 of which would be affordable. Finally, if the entire site is designated an IHZ, 87 units would be the maximum possible, 17 of which would be affordable.



Simsbury IHZ Study Site Analysis - FEMA Flood Zone Site A - Tariffville Mill

Map A-2

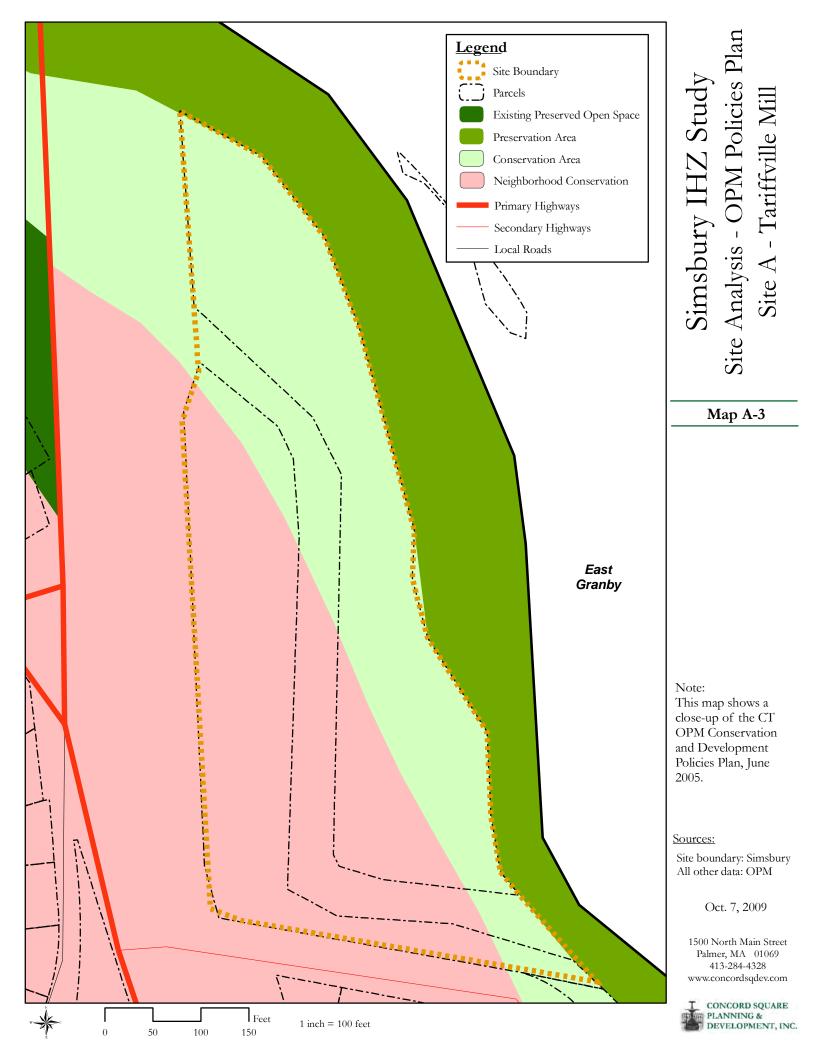
Notes:

- 1. The "100 Year" flood zone is the "1% Annual Chance of Flooding" flood zone.
- 2. The boundaries of the flood zones on site were verified using spot topo checks on Pictometry International Corp web site, using oblique aerials, and FEMA cross section data for XS-T of the Farmington River.

Sources: Orthophoto: Pictometry International, Corp. Image taken 12-22-06 Site boundary: Simsbury Parcel data Flood zones: FEMA, DFIRM database downloaded from FEMA web site 6-27-09.

Sept. 1, 2009





Feet 1 inch = 100 feet

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Simsbury IHZ Study Site Analysis - IHZ Subdistricts Site A - Tariffville Mill

Map A-4

Potential IHZ District would incldue both subdistricts shown on this map, and the density for the Open Space subdistrict would be required to be used within the Housing subdistrict.

Area/Unit figures: Housing = 1.1 a/21 uOpen Sp = 1.0 a/20 uTotal = 2.1 a/41 u

Legend

Parcel Boundary

IHZ Subdistricts:



Open Space

Sources:

Orthophoto: Pictometry International, Corp. Image taken 12-22-06 Site boundary: Simsbury Parcel data, modified to reflect closure of underground canal.

August 27, 2009



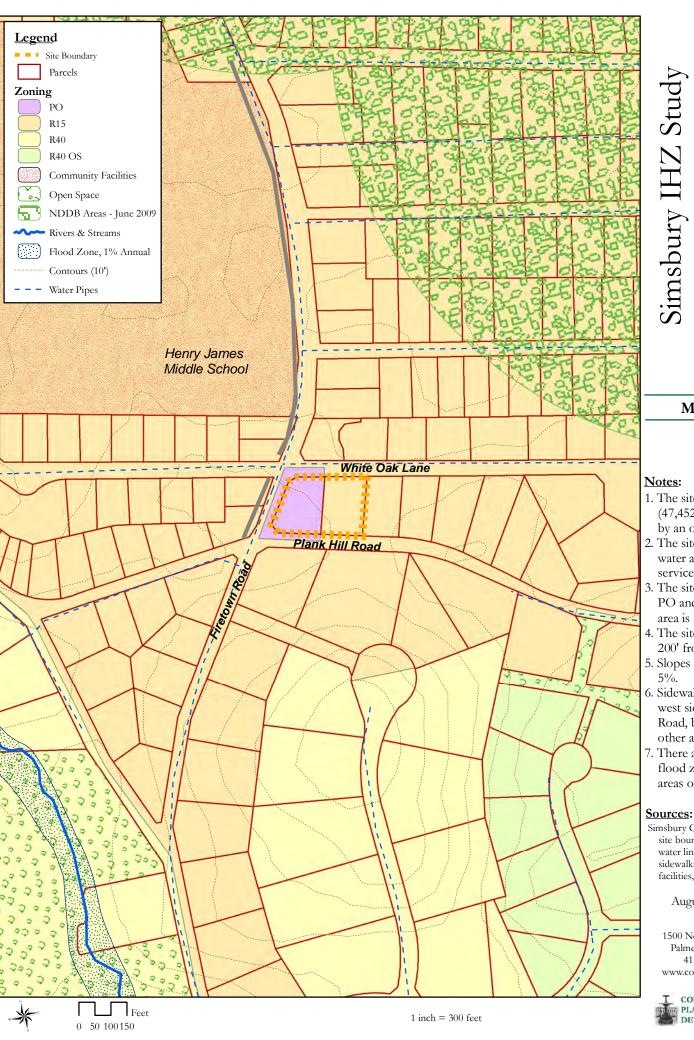
Site F, the MCA Enterprises site located on Firetown Road at Plank Hill Road, is a total of 1.09 acres and has an existing office building and parking lot on the site. The site is currently within two zoning districts, the building is in the PO district and the parking lot is within the R-15 district. Both water and sewer are available at the site. The terrain is flat and there are no wetlands, waterways, or other environmental constraints to development. If the PO zoning district were changed to R-15, then the site could currently yield three lots for single family homes; however as it exists today only one home could be constructed – on the parcel with the parking lot, which would mean the office could no longer be used.

The suitable housing type for an IHZ in this location would be single family, either in condominium ownership on a single parcel or individual lot ownership. Since ownership is not the purview of the Town in approving an Incentive Housing Development, it should be assumed that a subdivision would be proposed. With a total of just over an acre, the site would yield six lots (six homes) under the provisions of CGS ch 124b Sec 8-13n. One of these homes would be income limited (affordable). Maps F-1 and F-3 illustrate the existing conditions on the site and in the general area. Map F-2 shows this site is clearly within a Neighborhood Conservation area, thus an IHZ would be consistent with the Policies Plan.

Map F-4 shows a close up of a sample subdivision with six lots. The sample house footprints on this map are comparable to other homes in the area – not the smallest and not the largest either. Two story homes on these footprints would range in size from nearly 2,000 square feet to over 2,700 square feet in size, including garages. Map F-5 shows a density comparison of this sample subdivision to the other lots in the area. Obviously, with a requirement for 6 units per acre for the IHZ, these lots are smaller than the surrounding lots. It should be noted that the lots on the south side of and fronting on Plank Hill Road are in different zoning districts with larger lot requirements.

Whether to pursue an IHZ on this site depends on whether the community would accept the smaller lots in exchange for eliminating the existing office building and getting one affordable unit. It should be noted that the owner would not be required to create a six lot subdivision as shown in the sample. A proposal could be submitted for up to six lots or up to six houses on a single lot, which could use a common driveway and parking area (possibly a garage type structure), perhaps making better use of the overall site. Duplex or townhouse units would not be permitted.

If an IHZ is proposed for this site, the zoning regulations will include the dimensional standards (minimum lot size, frontage, setbacks, and height), and they will be somewhat lower than what is currently required for the R-15 district. In addition, the subdivision regulations will be reviewed to ensure none of those provisions would negatively impact the development of this site with a six lot subdivision. Since the site has existing public roads on three sides, it is clear that new roads would not be involved, thus the road and drainage standards in the subdivision regulations will not come into play. Design standards for this IHZ should provide flexibility yet ensure new houses are in character with the scale and style of the existing neighborhood homes.



Site Analysis - Existing Conditions Site F - MCA Enterprises

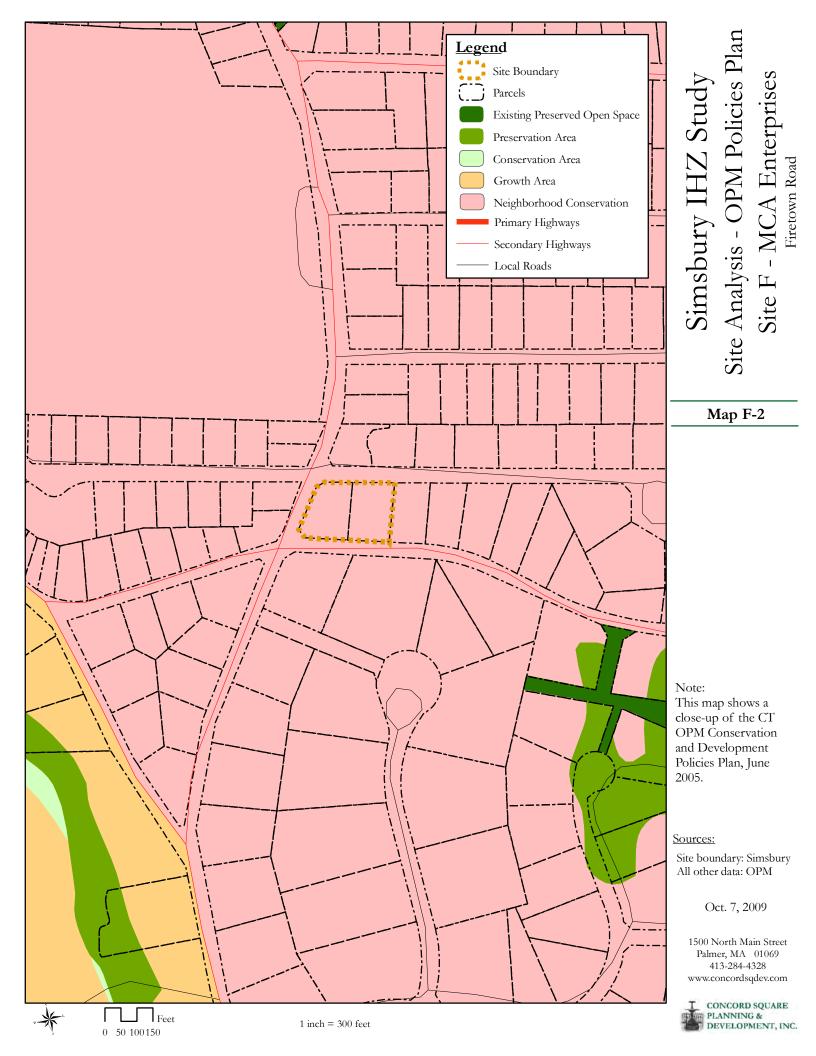
Map F-1

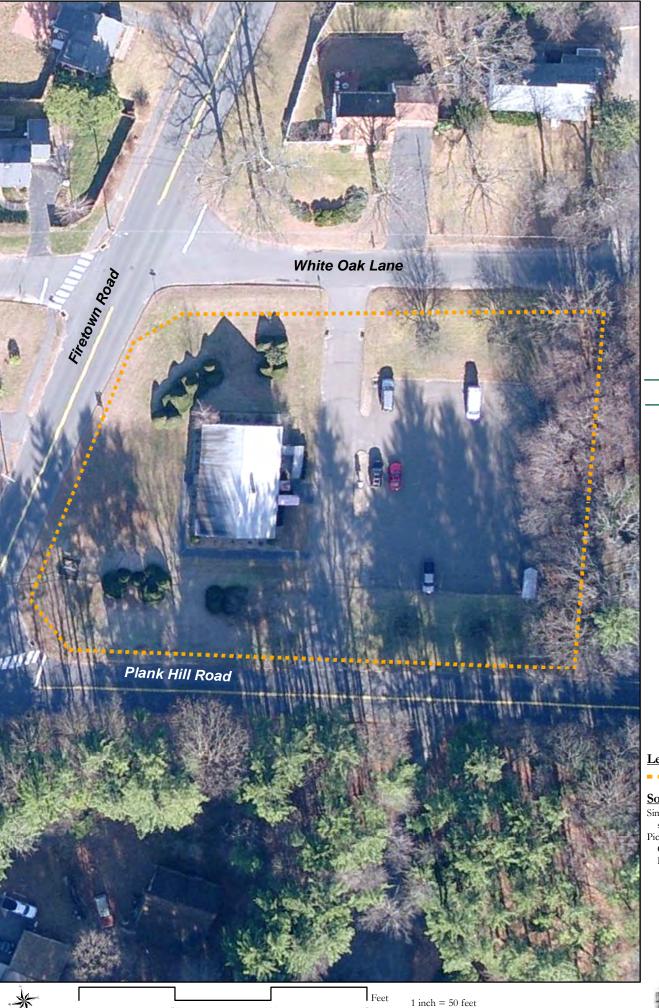
- 1. The site is 1.09 acres (47,452 sf), occupied by an office building.
- 2. The site has both water and sewer service.
- 3. The site is zoned half PO and half R15; the area is R15.
- 4. The site is less than 200' from a school.
- 5. Slopes are less than
- 6. Sidewalks exist on the west side of Firetown Road, but not on the other adjacent streets.
- 7. There are no wetlands, flood zones, or habitat areas on the site.

Simsbury GIS Data: site boundary, parcels, water lines, sewer area, sidewalks, community facilities, zoning, topo.

August 28, 2009







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Simsbury IHZ Study Site Analysis - Aerial View Site F - MCA Enterprises

Map F-3

Legend

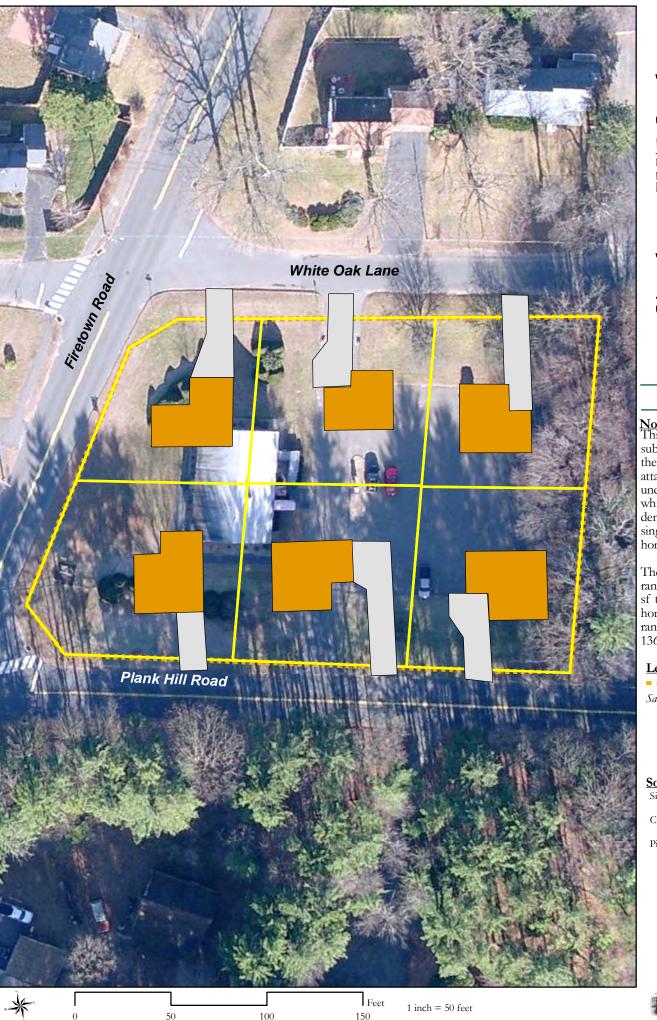
Site Boundary

Sources:

Simsbury GIS Data: site boundary, parcels. Pictometry International Corp: aerial image, Dec. 2006.

August 28, 2009





Site Analysis - Sample Subdivision Site F - MCA Enterprises

Map F-4

Notes: This illustrates a sample subdivision with six lots, the maximum number attainable as of right under IHZ at 6 du/a, which is the minimum density required for single family detatched homes per CGS 124b.

The lots in this sample range in size from 6360 sf to 9074 sf, and the homes have footprints ranging from 992 sf to 1363 sf.

Legend

Site Boundary Sample New Development:

Lot Lines

House

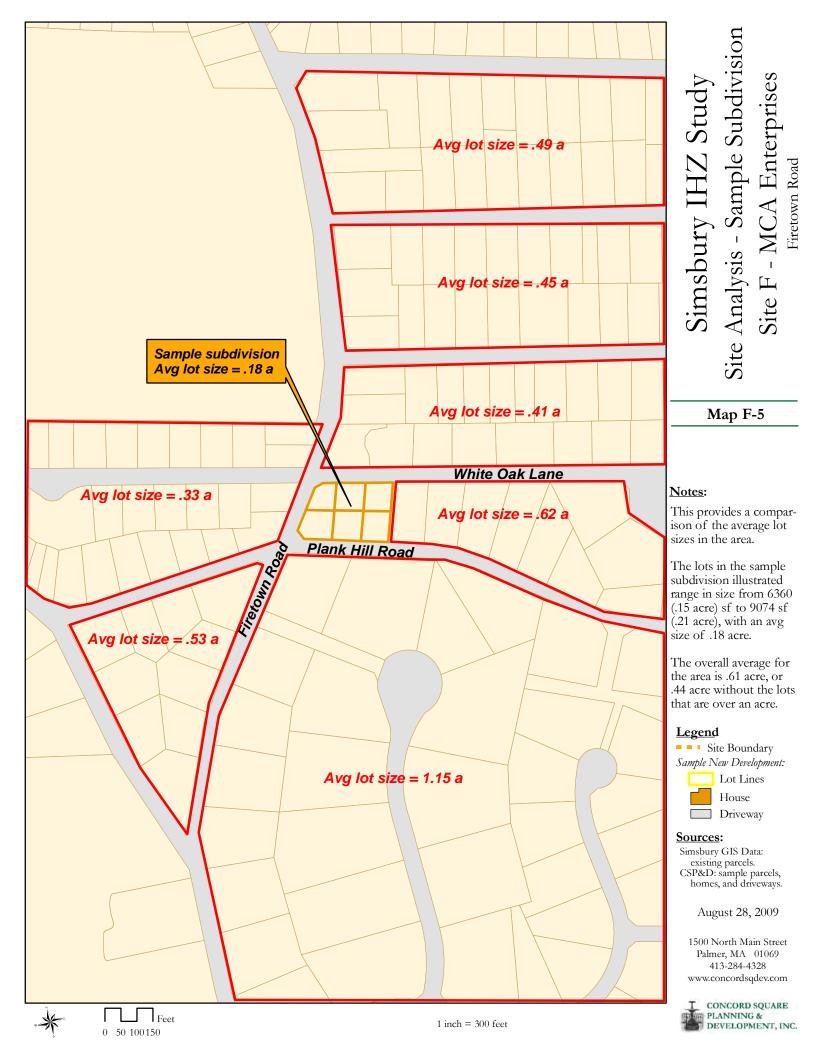
Driveway

Sources:

Simsbury GIS Data: existing parcels. CSP&D: sample parcels, homes, and driveways. Pictometry International Corp: aerial image, 12-22-06.

August 28, 2009





Site G, Simcroft-Echo Farms, is a 14.7 acre site currently used for a construction company, with a substantial area used for stockpiling earth materials. The site has been in industrial use for over 100 years. It is currently zoned industrial, and lies on the eastern edge of the Town Center, across Iron Horse Road and adjacent to the recreational fields and Performing Arts Center. Map G-1 shows the existing conditions on the site, which indicate the presence of floodplain, potential habitat areas, and wetlands. Map G-2 shows an aerial image of the site taken in 2009. Given the fact that virtually the entire site is disturbed, it is highly unlikely there are any habitats remaining on the property, and likewise the wetland soils that may exist no longer support a wetland ecosystem.

A substantial part of the site is shown as within the 1% Chance Annual Flood zone (aka the 100 year flood zone) on the most recent FEMA FIRM maps (see Map G-3). After a review of the river and flood zone cross section data and elevation above mean sea level as measured in Pictometry International's online imagery database, Concord Square has concluded that apart from the mounds of stockpiled material, much of the site is likely still prone to flooding. Elevations range across the site from 150' above sea level at the eastern edge to 160' at the intersection with Iron Horse Road. The elevation at the 1% Chance Annual Flood line (near the interior parcel boundary, in the parking area) as measured in Pictometry is about 154.8', while the flood elevation from FEMA is 155.7'. However, given the history of the site it is not unreasonable to assume that development could be accomplished with a modest increase in the base elevation of most of the site and appropriate elevation of residential buildings – but it should be understood from the outset that floodplain issues will need to be properly addressed during the design process for any development on the site.

Map G-4 shows the site in relation to the Connecticut OPM Conservation & Development Policies Plan. The majority of the site is shown as either Conservation Area or Preservation Area, although again the disturbed nature of the site as a construction company illustrates a disconnect between the Policies Plan and reality. The western portion of the site, as well as the entire town center, is classified as Neighborhood Conservation. Given the condition of the Simcroft-Echo Farms site and its proximity to the town center, it is appropriate to assume that OPM would consider an IHZ to not be inconsistent with the state Policies Plan.

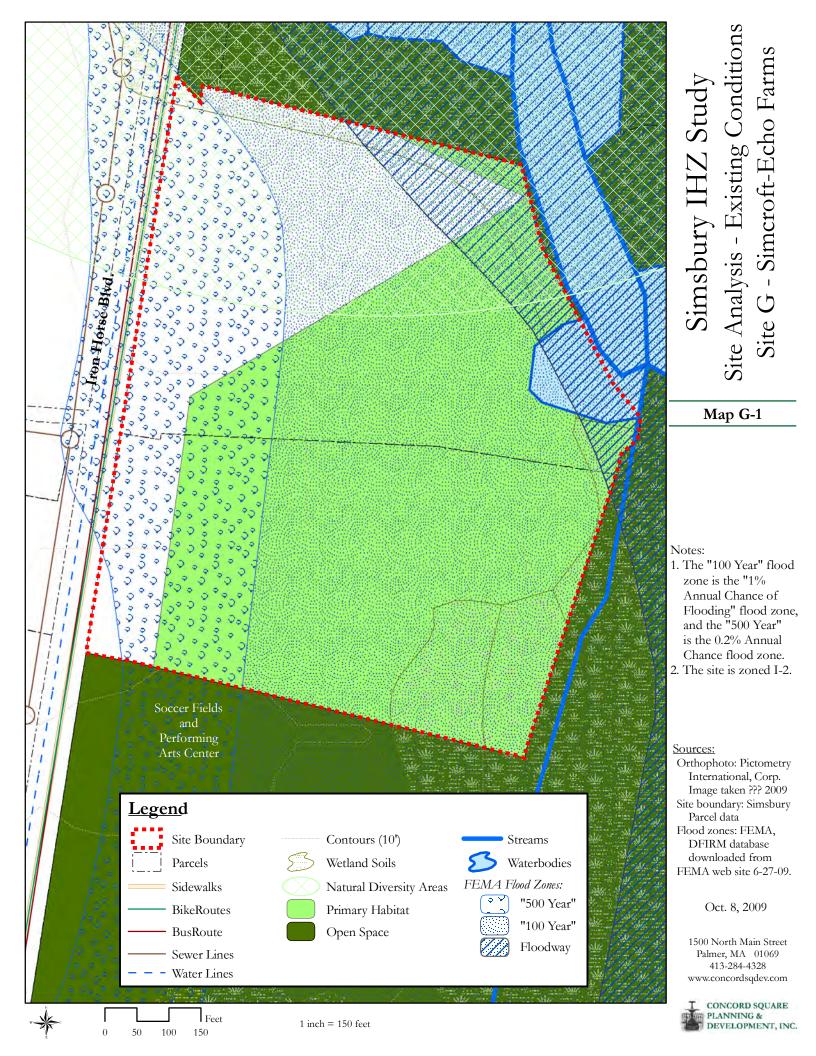
Development on this site in an IHZ district could be anything from single family detached to multi-story multi-family buildings. Map G-5 shows the excerpt of the Town Center Charette final sketch plan for this site as presented at the September 16th public meeting by Code Studio, Inc. This concept shows a mixture of multi-family and townhouse buildings on the site. However, given the proximity of the site to the natural areas of the Farmington River – an area called Barber's Cove – as well as the recreational facilities adjacent to the site, both Concord Square and the property owner agree that a mix of single family detached and either townhouse or multi-family units would be a better use of the site with minimal impacts on the adjacent natural resources.

Single family detached homes would be modest in size, providing a less expensive alternative to the typical large house in a suburban neighborhood typical of the area. Given the close proximity to existing shops, services, and public facilities in the town center, higher density

housing types are also appropriate. After performing a more exacting analysis of the site to determine potential yield, it is recommended that an IHZ with several subdistricts be created on this site:

- an open space/buffer subdistrict, including the existing tree buffer along Iron Horse Boulevard and the 100' wetland buffer which should be restored to provide an ecologically sound buffer between the development and the wetland, which would not count toward housing density;
- a single family detached subdistrict consisting of 60% of the non-buffer area, which would yield 35 homes; and
- a multi-family subdistrict consisting of 40% of the non-buffer area, which would yield 78 multi-family units for a total of 113 units on the site.

Given the size of the site and number of units, there are numerous ways to design the site with this mix of units, but it is beyond the scope of this study to show such configurations. If an IHZ is to be designated on this site, the zoning should be drafted to be as flexible as possible within the constraints of the statute to permit creativity in the layout. Architectural design standards should be created to allow flexibility in building design yet remain within the parameters to be prepared by Code Studio.



1 inch = 150 feet

Feet

150

100

Simsbury IHZ Study Site Analysis - Aerial Image Site G - Simcroft-Echo Farms

Map G-2

Sources:

Orthophoto: CRCOG Image taken 2009 Site boundary: Simsbury Parcel data

Oct. 8, 2009





Simsbury IHZ Study Site Analysis - Flood Zone Site G - Simcroft-Echo Farms

Map G-3

Notes:

- 1. The "100 Year" flood zone is the "1% Annual Chance of Flooding" flood zone, and the "500 Year" is the 0.2% Annual Chance flood zone.
- 2. The site has variable topography, thus the flood zone data should be used with caution.

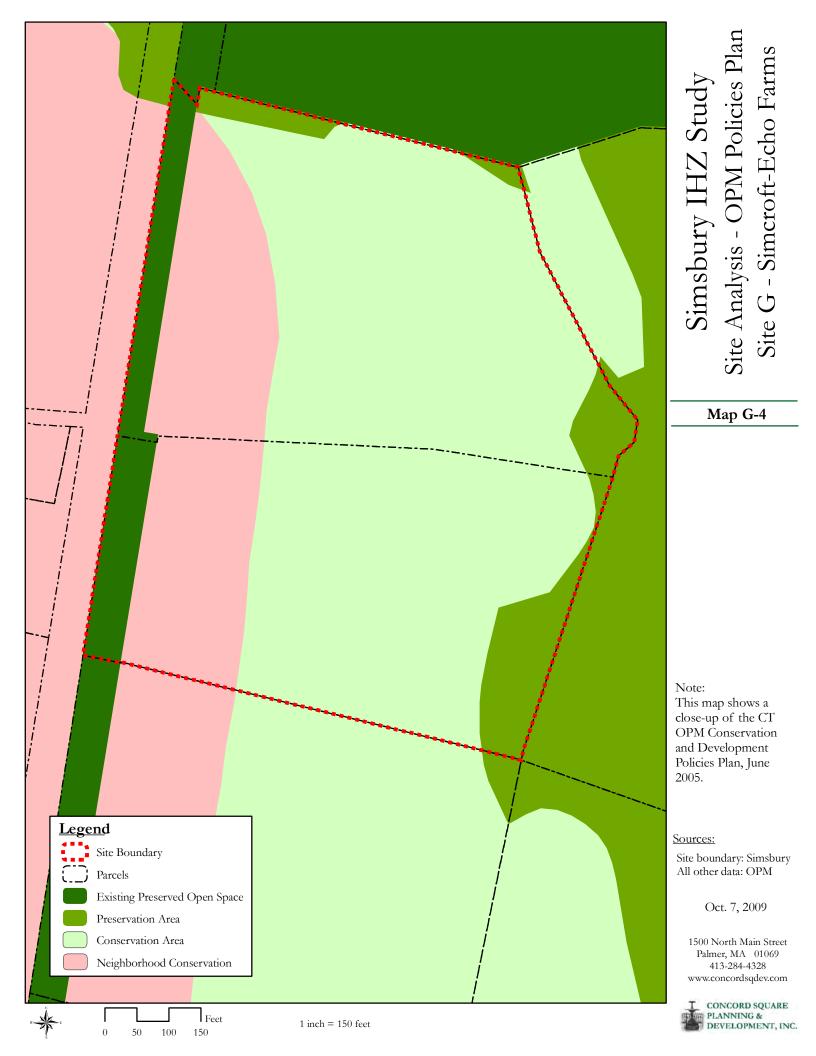
Sources:

Orthophoto: CRCOG Image taken 2009 Site boundary: Simsbury Parcel data Flood zones and data: FEMA, DFIRM database downloaded from FEMA web site

Oct. 8, 2009

6-27-09.







This view shows the charette sketch plan prepared by Code Studio for this site.

In this sketch, potential new buildings are shown with brown roofs. The light gray is surface parking and white denotes sidewalks. This concept shows a multi-family and townhouse development.

Sources:

Code Studio, Inc: excerpt of final plan sketch as presented at the 9-16-09 public meeting; photo by CSP&D.

CSP&D: parcel and site boundaries.

Oct. 12, 2009





Site H, dubbed the "Center Parcels", consists of the rear portion of two parcels on Hopmeadow Street in Simsbury, one owned by TJH Properties, LLC (1.7 acres total) and occupied by a retail/office building and the other owned by RJV Inc (2.2 acres total) and occupied by a funeral home. Both buildings are converted houses which were built in 1933 and 1900 respectively. The buildings are located on Hopmeadow Street, with parking behind. Each site has a significant slope beyond the parking area to the lower and rear portion of the parcels; these areas are vacant and constitute the potential IHZ area (1.5 acres). Given the small size, the rear portions of the two parcels are being considered together for an IHZ, although development could be done either independently on each parcel or cooperatively in a single development.

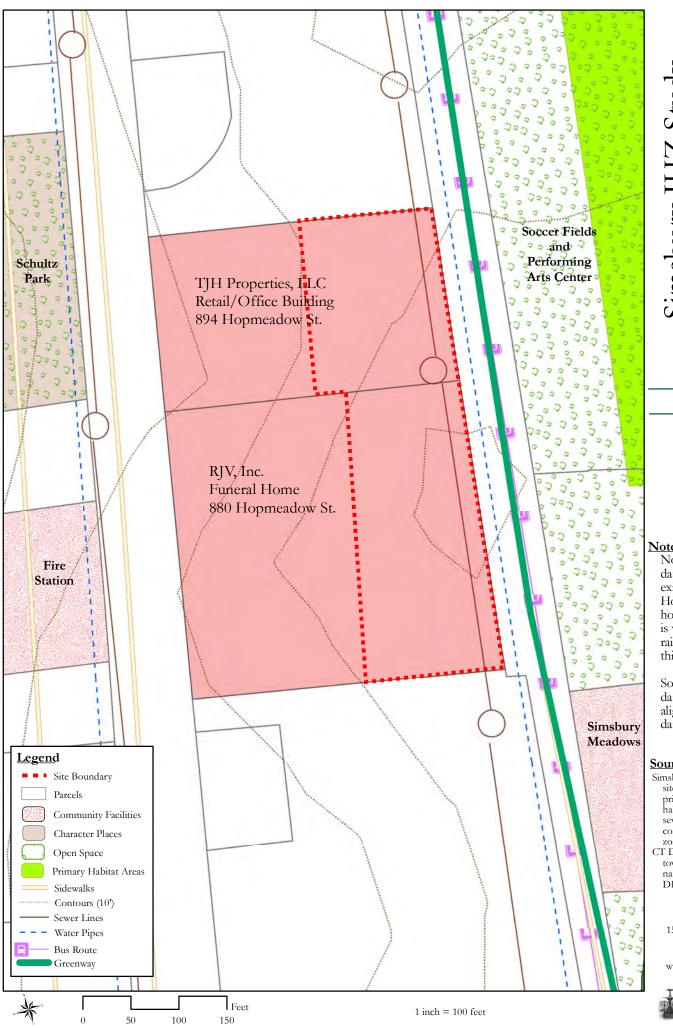
Map H-1 shows the existing conditions on this site and within the immediate area. The two parcels have been shown with a light pink highlight to clearly show the parcel boundaries, since the potential IHZ boundary (site boundary) does not match the parcel boundaries. As can be seen on this map, the site has virtually no constraining features and is located adjacent to the passive and active recreational facilities on Iron Horse Blvd. as well as open space and the fire station on Hopmeadow Street. Map H-2 shows an aerial image of the site. It is flanked on the north and south by retail shopping centers.

The site is within the neighborhood conservation area as designated by OPM in the state Policies Plan (see Map H-3). The zoning of the site is SCZA (see Map H-4). An IHZ in this area would be fairly straight forward, and is shown in Map H-5. This IHZ would be designated for either multi-family housing or mixed use with limited retail on the street level along Iron Horse Blvd, at 20 units per acre, and would yield 30 housing units (12 on the TJH parcel and 18 on the RJV parcel). Regardless of whether the two parcels are developed together in a single Incentive Housing Development (IHD) or separately, buildings of sufficient size can be constructed to provide parking for the residential units under the building, with at least one space per unit. It should be noted that if a single IHD were proposed, the 30 units could be constructed in any area of the IHZ without regard to the parcel line between the properties – in fact, in such a case the parcel line should be eliminated and the IHZ should be subdivided off the existing parcels.

This site was included in the Town Center Charette discussions, focusing on housing on this site at 20 units per acre. The final sketch plan presented by Code Studio, Inc. is shown in Map H-6, with the parcel boundaries and potential IHZ boundary added. This sketch plan is only meant to illustrate one possible development scenario, but it illustrates how the site would relate to the surrounding land uses and road/sidewalk system. One item that is not illustrated on the sketch plan is a walkway going north-south through the center of the area; this walkway would provide a pleasant pedestrian connection from site to site without requiring pedestrians to go up the hill to Hopmeadow Street or down the hill to Iron Horse Blvd. Such a walkway would be sited along the western edge of the potential IHZ.

It should be noted that an IHZ in this location could have either parking under the building with access from side streets near Iron Horse Blvd, or if a substantial amount of non-residential development was included in future proposals (or permitted in the IHZ), a two

level parking deck as illustrated on Code Studio's sketch plan might be needed to accommodate the residential and non-residential uses.



Simsbury IHZ Study Site Analysis - Existing Conditions Site H - Center Parcels

Map H-1

Notes:

None of the GIS data reflects the existence of Iron Horse Boulevard; however the road is within the old railroad r-o-w in this area.

Some of the GIS data is not properly aligned with other data, e.g. sidewalks.

Sources:

Simsbury GIS Data: site boundary, parcels, primary and secondary habitats, water lines, sewer lines, sidewalks, community facilities, zoning, topography. CT DEP:

town boundary, wetlands, natural diversity data, DEP owned property.

Oct. 9, 2009

