



2017 UPDATE
TO THE
2006 PLAN OF CONSERVATION AND
DEVELOPMENT

SHELTON PLANNING AND ZONING COMMISSION
JANUARY, 2017

FINAL DRAFT

UPDATE

to the

2006 PLAN OF CONSERVATION AND DEVELOPMENT

JANUARY 19, 2017

SHELTON PLANNING AND ZONING COMMISSION

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NED MILLER

STAFF

RICHARD D. SCHULTZ, AICP, PLANNING AND ZONING ADMINISTRATOR
ANTHONY J. PANICO, CONSULTANT

MAPPING ASSISTANCE BY:

PEREIRA ENGINEERING, LLC

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SECTION 1: EXECUTIVE SUMMARY

Shelton's 2006 Adopted Plan of Conservation and Development (POCD) has served the City well. In accordance with the mandates of the Connecticut General Statutes Section 8-23, the POCD must be reexamined and updated at least once every ten years. The POCD Update Subcommittee was established by the Commission to examine and update the Adopted 2006 POCD where deemed necessary. In doing so the POCD Update Subcommittee determined that it was not appropriate to prepare a new Plan but rather incorporate the 2006 POCD into this Update, as amended by the specific updated information contained herein as well as the revised, deleted or additional strategies contained in this Update.

Specifically, this 2017 Update of the 2006 POCD is intended to:

1. Conform to new and revised Statutory requirements for POCD Updates;
2. Update and expand upon new/recent economic development analysis and grand list growth;
3. Update the current Land Use Plan to reflect recent changes and certain proposed adjustments to the Future Land Use Plan; and
4. Update and revise, as necessary, the implementation schedule as set forth in the 2006 POCD.

The Commission recognizes that the City of Shelton has consistently guided appropriate commercial, industrial and more recently mixed-use development that has resulted in a net positive tax gain to the City. While much of this economic development has taken place on suburban sites, it is important to note that the Downtown has not been overlooked. Since the adoption of the 2006 POCD the Downtown area has been experiencing a major redevelopment transformation and revitalization. This can be directly attributed to the City's on-going commitment to the reestablishment of a pedestrian friendly, safe, attractive and economically viable downtown Shelton.

It is now the responsibility of the Commission to continue with guiding future economic development to support balanced Grand List growth. Any significant interruptions in this pattern of development may result in future difficulties in preserving the desired Grand List growth in the years beyond 2020.

This 2017 Update of the POCD and the Vision Statement incorporated herein is intended to provide the Commission with the guidance through 2026 to achieve this goal. Accordingly, if it is implemented this Plan Update will help protect important resources, guide appropriate development, address community needs, protect community character and enhance the quality of life of current and future residents.

SECTION 2: INTRODUCTION AND OVERVIEW

Introduction

Connecticut General Statutes Section 8-23 requires that Connecticut municipalities “prepare and/or amend and-...adopt” a Plan of Conservation and Development (POCD). In accordance with said Statutory mandates, Shelton last adopted a comprehensive rewrite of its POCD Plan in 2006. The purpose of this 2017 Update to that Plan is to provide relevant new/updated information about the City, assess its progress with the strategies of the 2006 POCD, and adopt new or revised strategies as necessary. It is not intended to rewrite the entire 2006 POCD but rather to identify and update appropriate portions of said adopted POCD.

The Statutes provide a series of guidelines and requirements for the POCD and mandate update of the POCD every ten (10) years. Recent Statutory amendments provide for potential fiscal penalties, in the form of disqualification for discretionary State grant funding, to municipalities without a current POCD (updated with the previous ten (10) years).

Therefore, this 2017 Update to the adopted Shelton 2006 POCD is intended to:

1. Address new and revised Statutory guidelines for POCD’s;
2. Provide Introduction and Overview and new Vision Statement;
3. Update and revise, as necessary, the strategies of the 2006 POCD;
4. Update and revise, as necessary, certain demographics and other statistics set forth in the 2006 POCD; and
5. Update and revise, as necessary, the implementation strategies of the 2006 POCD.

This 2017 Update to the Shelton POCD incorporates the 2006 POCD in its entirety, as updated and amended by the specific updated information contained herein as well as the revised, deleted or additional strategies contained in this Update.

SECTION 3: VISION STATEMENT

The vision of this 2017 POCD Update is to set forth the best thinking of the City as to its future physical growth, reflecting the latest development trends, and to give direction to both the public and private development regarding future development. While its objectives are long-range, the POCD Update should, upon Adoption, be useful in offering guidance for short-range land use decisions. The long-term purpose is reflected in the Future Land Use Plan and the updated strategies presented in this document.

This 2017 POCD Update, which compliments the adopted 2006 POCD, continues to be an advisory document only. It is intended to provide a basis for consistent actions and decisions relative to conservation and development in Shelton and to reflect the overall interpretation of the Planning and Zoning Commission as to the most desirable development patterns for the foreseeable future. The POCD gains its legitimacy through its use on an on-going basis as a guide for implementing future land use and zoning decisions by the Commission over the next ten (10) years.

Development in Shelton continues to reflect the demands of the marketplace as well as the needs of current residents and economic development. Accordingly, for Shelton to remain a “Balanced Growth” community, new strategies must be anticipated to guide future growth and development for the next 10 to 20 years.

The POCD must not and cannot remain a static unalterable document to be followed without regard to market trends, unfolding events or changes in the conditions and assumptions upon which it is based. On the contrary, the POCD must be a flexible document, able to adapt to changing conditions.

SECTION 4: CONDITIONS AND TRENDS

The data provided below is supported in part by the information provided in a report titled “Naugatuck Valley Regional Profile 2015” dated July, 2016.

DEMOGRAPHICS: Shelton’s residential population has increased by nearly .04% since the 2010 census, from 39,559 to 41,500 in 2015.

POPULATION PROJECTIONS: Shelton’s population is projected to increase slightly over the next twenty years, compared to the decline of population growth Statewide. As projected for most Connecticut communities, and the State as a whole, Shelton is expected to see an increase in the number of residents 65 and older.

2000 Census	38,101
2010 Census	39,559
2016 Current	41,500
2020 Projected	42,500 (Consistent with data and known projects)
2025 Projected	44,000

HOUSING: As illustrated in the following table, based on data provided by the Building Department as reported to the State, annual certificates of occupancy for new single family dwellings detached on fee simple lots has increased slightly from 21 units in 2010 to 26 units in 2015. The annual number of certificates of occupancy for new multi-family dwellings has increased dramatically from 5 units in 2010 to 270 units in 2013. Data for the years through 2016 reflect actual reported numbers while data for 2017 and beyond are projected numbers predicated on major development projects anticipated at that time.

CERTIFICATES OF OCCUPANCY

<u>Single Family Dwelling Units</u>		<u>Multi-Family Dwelling Units</u>	
2010	21 units		5 units
2011	33 units		20 units
2012	35 units		18 units
2013	30 units		270 units (includes Avalon Canal St)
2014	27 units		3 units
2015	26 units		14 units (includes the Vista Apts)
2016	35 units		114 units (includes The Mark)
2017	projected 50	projected	162 units (includes The Mark/Bridge St. Commons)
2018	projected 50	projected	155 units (includes Canal Bridge Lofts/River Breeze/Waters Edge/Brookview)
2019	projected 50	projected	44 units (includes Matto Phoenix/Hawks Ridge)
2020	projected 40	projected	37 units (includes Hawks Ridge)
2021	projected 30	projected	120
2022	projected 30	projected	120
2023	projected 30	projected	120
2024	projected 30	projected	120
2025	projected 30	projected	120
2026	projected 30	projected	120

ECONOMIC DEVELOPMENT ANALYSIS: Economic development is viewed as encompassing any development that is expected to result in a net positive tax gain to the City after accounting for all identifiable costs incurred by the City in servicing such development. In the past, this has generally been interpreted as industrial, office and commercial development. More recently, however, this concept has been expanded to include some forms of residential development such as age-restricted housing, assisted living facilities, high density residential apartments with limits on bedroom count and upscale dwelling units catering to the older, affluent residential. This critical characteristic of such residential development lies in the limited number of school-age children residing in such facilities. In order to assure a net positive tax gain to the City, the residential development must be of high quality design and construction and must restrict bedroom count by avoiding units having more than two (2) bedrooms and by limiting total bedroom count to an average of less than 1.5 bedrooms per dwelling unit in any given development. It will be necessary to carefully screen rooms labeled “dens” and “studies” that might easily be converted to additional bedrooms at a later date.

A recent sampling of some 319 dwelling units in a variety of planned residential developments, ranging from single-family clustered homes with an adult-orientation to traditional, multi-family condominiums, yielded approximately 37 school-age children, for an average of 0.12 children per unit. An examination of an additional 454 du’s solely in high density, upscale/luxury apartments yielded approximately 45 school-age children, or an average of 0.10 children per unit. It should be noted that these are averages and reflective of actual developments in Shelton in the recent past. It will be important to continually monitor actual figures from current development that may be impacted by on-going changes in living style, economics, fertility rates, and other relevant factors.

In the past, Shelton has benefitted from significant corporate office development that had the greatest potential for Grand List growth and property taxes per acre, as well as industrial/manufacturing development. However, in recent years there has been a dramatic change in the marketplace resulting in reduced demand for such development. The most recent, current and foreseeable time periods have shown a strong demand for upscale and luxury multi-

family apartments and quality retail and commercial development, as well as hotel rooms for transient housing accommodations serving the needs of the Route 8 Corridor as well as the City in general. Shelton's aging population has also contributed to the need for alternative housing styles as well as specialized housing and assisted living facilities, all of which are economically advantageous for the City.

While much of this economic and multi-family residential development has been occurring on suburban sites, the potential of Downtown has not been overlooked. The Riverfront has already seen the development of quality multi-family housing. Another 90 units on the former Kyle's Corner (Bridge Street Commons) and Spongex sites are under construction and/or renovation, while an additional 89 units on Canal Street and Howe Avenue sites are approved with construction pending in the near future. In the retail/commercial space, some 30,000 sq. ft. of new space in three (3) locations is approved and/or under construction. In addition, preliminary discussions and planning are currently underway at five (5) other sites at Downtown locations on Howe Avenue and Center Street, involving mixed retail/commercial/residential development.

As one can see from the above, in lieu of the formerly stand-alone, industrial and commercial economic development of the past, Shelton is witnessing mixed-use style of development both in the Downtown area as well as on suburban sites on Bridgeport Avenue (Route 714) and River Road (Route 110). These development types, with a preservation of the established theme of quality and design, and having appropriate restrictions and limitations on bedroom count, will result in a net positive impact on the Grand List. For instance, the following are examples of actual, real or anticipated benefits that can be expected to accrue from various forms of development:

1. Downtown Mixed Use Developments: the significant five-story development of Bridge Street Partners now under construction will result in the replacement of \$2,500 of annual taxes yielded from Kyles Corner and the Polish Club with an initial projected revenue to the City of \$140,000 as a result of this \$8 million development. This results in a multiplier of 56 times the current taxes generated. Further, it does not include motor vehicles and personal property taxes and is expected to grow overtime as rental rates in

the Downtown area rise. The 43 apartments consist of 8 two-bedroom and 35 one-bedroom and efficiencies.

2. Bridgeport Avenue/The Mark: the first two buildings housing a total of 76 units plus the clubhouse/recreation area of this 228 unit luxury apartment complex are completed and occupied. The 228 total units will consist of 108 two-bedroom and 120 one-bedroom units, an average of 1.47 bedrooms per unit. Approximately 30 school-age children are anticipated. Based upon assessed values assigned to the first two buildings, the total Assessed Value of the development is estimated at \$18,850,000, not including motor vehicle taxes and the clubhouse.
3. Riverfront Luxury Residential: low-rise multi-family dwelling units under construction and/or occupied;
 - a. Shelton Cove; 36 units, with an average assessed-value per dwelling unit of \$350,000.00 and 2015/2016 average taxes of \$7,810 per unit. On this basis, the development will generate a total Assessed Value of \$12,600,000. The anticipated number of school-age children is 8.
 - b. Water's Edge; 17 units with anticipated average assessed value per dwelling unit of \$455,000.00 and will generate a total Assessed Value of \$7,720,000, not including motor vehicle taxes. Some 3 school-age children are anticipated.
4. Suburban Commercial and Industrial;
 - a. Split Rock Center; a multi-building complex of quality, retail/commercial space, restaurants, day-care facility and an assisted-living facility, completed within the past 5 years or so. The retail/commercial portion of the site is 14.4 acres, without the assisted living facility and has a total Assessed Value \$13,393,240.00 and A.V. per acre of \$930,000. The 91 unit assisted living

facility occupies 2.7 acres of the site and generates an Assessed Value of \$11,824,730 for an Assessed Value per acre of \$4,380,000.

b. Waterview Drive Manufacturing; recently completed and occupied:

- Single-tenant Hubbell corporate offices and manufacturing building on a 9.23 acre site: 2013 Assessed Value of \$ 10,080,000. A.V. per acre of \$ 1,092,000. These amounts do not include personal property and motor vehicle taxes.
- Multi-tenant building containing manufacturing and office space on a 9.47 acre site with a 2013 Assessed Value of \$ 6,041,000 and an A.V. per acre of \$ 637,900,000. Personal property and motor vehicle taxes add to these figures.

5. Class A Corporate Offices:

a. 5 Research Drive: Low-rise office building on 5.0 acre site with a 2011 Assessed Value of \$5,598,000 and an A.V. of \$1,120,000 per acre.

b. International Place, 6 Research Drive; High-rise office building on a 7.95 acre site with a 2013 Assessed Value of \$14,700,000 and an A.V. of \$1,849,000 per acre.

6. Unique, Residential-Related Development:

a. Assisted Living Facilities; The City's past experience with this development form by "for profit" developers on suburban sites indicates a potential Assessed Value of approximately \$130,000 per unit, yielding in excess of \$4,000,000 per acre of site. On this basis, a current 160 unit proposed facility nearing final approval may generate an Assessed Value in excess of \$20,000,000. These numbers compare quite favorably with Class A High-

Rise, Corporate Offices and likewise place no financial burden on the City's educational system.

- b. Short and Long Term Stay Hotel Facilities: These facilities can be expected to yield a potential Assessed Value of somewhere between \$47,000 and \$80,000 per hotel accommodation, and anywhere from \$2,300,000 of Assessed Value per acre to as much as \$6,000,000 per acre of site. Once again, they place no financial burden on the educational system.

GRAND LIST GROWTH:

It is anticipated that the Net grand list will increase by 0.5 % between October, 2016 and October, 2017. With anticipated future development, the Assessor's Office has estimated the net Grand List is expected to increase at an average rate of 0.5 % per year after October, 2017. Based upon these assumptions the following Net Grand Lists are projected for ensuing years:

Date	F/Y	Grand List	Growth Rate	Growth (actual \$'s)	Mill Rate
Oct. 2015	'16/'17	4,581,932,935	0.6%		22.31
Oct. 2016	'17/'18	4,811,029,581	0.5%	22,909,665	
Oct. 2017	'18/'19	5,051,561,060	0.5%	24,055,148	
Oct. 2018	'19/'20	5,303,729,113	0.5%	25,257,805	
Oct. 2019	'20/'21	5,568,915,568	0.5%	26,518,645	
Oct. 2020	'21/'22	5,847,361,346	0.5%	27,844,578	

If this projected Grand List growth rate of 0.5% per year is to be attained for the period of 2016-2020, the City will need to grow the Grand List by an average of about \$26 million annually. Barring unforeseeable changes in the economy, this will be attainable in the next five (5) years or so as a result of current market conditions and the number of specific development proposals recently approved and under construction along Bridgeport Avenue, in the Downtown area and on River Road that are expected to materialize on the Grand List over the next five (5) years and

are conservatively estimated to generate a total Grand List addition of approximately \$103 million, or at least \$20 million annually, on average. It is important to note, however, that the City doesn't want to grow the Grand list at the expense of the tax-payers. There are also some eight (8) additional development projects that have received or are awaiting final approval and are anticipated to be completed by year 2020. These projects, if completed in a timely manner, are estimated to result in an addition of another \$40 to \$50 million. For the time period beyond 2020, in addition to those projects under construction but not yet completed, there are several other proposals currently under consideration that, if approved, are not likely to get added to the Grand List until after 2020 if not further delayed by changing market conditions and other circumstances beyond the control of the Planning and Zoning Commission. In addition, there are several proposals under consideration and/or in the various stages of planning.

Continued growth of the economically advantageous development component of the Grand List beyond the year 2020 will depend upon a variety of market conditions, the general state of the economy, available financing, developer interest and project approvals. The lead-time for major development projects is easily in the range of four (4) to five (5) years, if not more for complex projects. While small to modest scale development projects may materialize in a shorter span of time if site conditions are reasonable and infrastructure are in place, other very large scale proposals require substantial time. It is unlikely that all proposals being contemplated will be approved to the extent proposed, if at all, or whether future changes in economic and market conditions will allow them to proceed. Major proposals such as that of the 120 acre Wells property and at the City-owned former Mas property will require a longer time frame to reach the Grand List. In both instances, major access road construction and significant site preparation are needed.

Obviously, it is important for the Commission to continually plan for such future economic development to support balanced Grand List growth. Any significant interruptions in this pattern of quality, tax-advantageous development may result in future difficulties in preserving the desired Grand List growth in the years beyond 2020. It is important to recognize that available sites for economically advantageous development in the City are limited and development of those available sites must be carefully regulated. For the next 5 to 7 years, the above analysis

presumes that the significant development projects noted above will support the expected Grand List growth, without relying on the other lesser components of the Grand List. This is deemed to be a conservative approach, recognizing that the typical single family residential development does not normally generate sufficient tax revenue to offset the additional burden on municipal budgets, such as for educational costs to educate the children from those single family homes. However, such continued single-family residential development is desirable and necessary to preserve the balanced growth of the City.

SECTION 5: UPDATED POCD STRATEGIES

PROTECT IMPORTANT RESOURCES

1. Incorporate the 2009 Open Space Plan as a supplement to the POCD Update.
2. Incorporate the 2014 Open Space Map as a supplement to the POCD Update.
3. Incorporate Community Resources Inventory.
4. Continue to preserve and protect important natural resources.

GUIDE APPROPRIATE DEVELOPMENT

1. Continue to protect and enhance community structure including greenways, ridgelines, rivers and stream and other important natural features.
2. Continue to protect and enhance Downtown Shelton, Huntington Center, White Hills and suburban office/industrial areas.
3. Officially identify Downtown, White Hills commercial area, Pine Rock Park commercial area and Huntington Center as the city's four Village Districts.
4. Develop master plans for the Huntington Center, White Hills and Pine Rock Park commercial center areas consistent with Village District standards and guidelines.

5. Continue efforts to improve the overall environment of village areas through use of sidewalks, signage and graphic symbols; planting of trees; provisions for street furniture; and other aesthetic and functional items that make villages more desirable to pedestrian, residents and shoppers.
6. Continue to improve traffic safety and circulation city-wide.
7. Provide adequate parking needs for the redevelopment of Downtown Shelton.
8. Consider adopting a Payment in Lieu-Of Parking/Parking Trust Fund Ordinance.

Guide Appropriate Economic Development

1. Continue to guide appropriate non-residential developments and specific economically beneficial residential developments which control bedroom counts that seek to maximize future municipal revenue potential in order to maintain a balanced and healthy community.
2. Promote the development of the Mas property.

Guide Appropriate Residential Development

1. Eliminate the use of PDD's in residential districts and replace with another appropriate zoning technique to accommodate alternative development forms.
3. Amend PRD regulations to appropriately guide alternative residential type developments.
4. Continue to provide for income diverse housing.

Address Community Needs

1. Move the Echo Hose Hook and Ladder Fire Station to Constitution Blvd. North
2. Promote the placement of a new governmental center in downtown
3. Promote the establishment of a multi-purpose recreational facility

SECTION 6: FUTURE LAND USE PLAN

The Existing Land Use Map provided herein has been updated to reflect developments of individual properties since 2006. The Land Use Map categories have stayed the same.

The Future Land Use Plan (FLUP) has been revised to reflect the stated land use goals, objectives and recommendations of the Updated Plan. The following new land use category titled **“Mixed-Use Economic Growth Areas”** has been added to the description of Future Lane Use Categories:

Mixed-Use Economic Growth Areas:

Areas that are substantially vacant or under-utilized, served by or can be provided with adequate roads and which have or can be provided with necessary public utilities and services. Such areas are intended to be development with one or an appropriate combination of a variety of economic development uses that will result in a positive economic impact on the taxable Grand List and impose minimal burden on City services and municipal infrastructure. Such uses can range from multi-family residential and senior citizen’s services and facilities to restricted-commercial, light industrial and business and corporate offices and supportive hospitality facilities. To assure high-quality, compatible development, all uses should be authorized only by the application of Planned Development Districts (PDDs)

SECTION 7: IMPLEMENTATION SCHEDULE

Many of the recommendations in the 2006 POCD have been implemented and/or in the process of being implemented. Other recommendations have been modified or eliminated all together and are reflected in the updated Implementation Schedule below.

PROTECTING IMPORTANT RESOURCES

Preserve More Meaningful Open Space

Status

- | | |
|--|------------|
| 1. Require a mandatory open space “set aside” of 15% | eliminated |
| 2. Accept open space or a fee in lieu of..... | complied |

Preserve Agricultural Resources

- | | |
|--|------------------|
| 1. Allow more flexible farm use regulations..... | complied |
| 2. Provide regulations for the establishment of Bed and Breakfast Inns | work in progress |

Preserve and protect Important Natural Resources

- | | |
|--|----------|
| 1. Adopt aquifer protection regulations..... | complied |
|--|----------|

Preserve Historic Resources

- | | |
|--|---|
| 1. Create Village District regulations for the four designated areas.... | Downtown area complied
three remaining areas: work in progress |
|--|---|

Preserve Scenic Resources

- | | |
|---|------------------|
| 1. Protect the views and vistas along the Housatonic River..... | work in progress |
|---|------------------|

GUIDING APPROPRIATE DEVELOPMENT

Protect and Enhance Community Structure

- | | |
|---|------------------|
| 1. Finalize the Comprehensive Plan for Downtown.... | work in progress |
|---|------------------|

Guide Appropriate Residential Development

- | | |
|---|----------|
| 1. Eliminate the Use of PDD’s in Residential Districts... | complied |
|---|----------|

ADDRESS COMMUNITY NEEDS

Maintain and Enhance Community Facilities and Services

- | | |
|---|------------------|
| 1. Relocate the Echo Hose Fire House to Constitution Blvd. North | work in progress |
| 2. Complete the construction of Constitution Blvd. North to Route 108 | work in progress |
| 3. Promote the extension/creation of sidewalks in appropriate locations | work in progress |
| 4. Promote the installation of bicycle lanes in appropriate locations | work in progress |
| 5. Promote the installation of traffic calming features in high traffic areas | work in progress |
| 6. Formulate Payment In-Lieu of Parking Regulations/Ordinance | work in progress |

Ensure Adequate Public Utilities

- | | |
|--|------------------|
| 1. Encourage green development strategies..... | work in progress |
| 2. Facilitate the upgrade of electrical power substations where needed | complied |