

TAB Q



The Miller Planning Group
Land Use Solutions

PLANNING ANALYSIS POTENTIAL IMPACT

Application of Salisbury Housing
Committee Inc. for Multi-Family
Housing Development
Lakeville, CT

March 18, 2021

203-314-7151
bmiller@tmgne.com
www.tmgne.com

108 Colonial Hill Drive
Wallingford, CT 06492
203-314-7151
bmiller@tmgne.com



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Purpose of Report

I have been requested to review the application of Salisbury Housing Committee Inc. for property at 11 Holley Street to analyze its potential impact upon neighboring businesses and the general neighborhood. The application under review is to develop 12-unit multi-family residential development project on a site within Lakeville Village.

Subject Site

The site is small, consisting of 0.31 acres and is owned by the Town. It includes a public parking area, which covers over three-fifths of the site, and has room to park 20 automobiles. The remaining northern part of the site is landscaped and serves as a “pocket park.” The parking area is currently used for public parking to serve the nearby businesses.

Planning for Affordable Housing

The issue of affordable housing has been important in Connecticut for the past several decades. With the rise in real estate prices within many parts of the state, it has become more critical in urban, suburban, and rural communities. The specific roots of the problem and appropriate remedies vary between communities and different solutions are best when addressing local issues as well as community-based issues.

Multi-family and/or affordable housing are important components of all communities. The Town of Salisbury should be proud that it has been addressing the issue in a pro-active manner. The 2018 Affordable Housing Plan and ongoing community efforts have established a path to the development of affordable housing.

The availability of affordable housing is an important component of a sustainable community, but there are other issues to be considered as well. The continued economic health of a community is always extremely important, as well as the overall environment of business areas of the Town. Sound community development requires maintaining a balance of these and other factors.

Scope of Report

I was requested to analyze two related factors. The first was a concern that the loss of the subject property would remove this public space from its current use for parking for local businesses to the detriment of businesses within Lakeville Village.

The second part of the analysis is to determine whether other sites discussed within the Affordable Housing Plan would be as or more beneficial for development than the subject site. This component will be as or more beneficial alternative sites for the development of Affordable Housing, as described in the Salisbury Affordable Housing Plan.

Potential Impact on the Loss of Parking Area

The site is located within the Lakeville Center of Salisbury, on the south side of Route 44, Millerton Rd. The area contains many older and historic structures, and the subject property is within a National Historic Register District. Its historical pattern of land use is evident by small buildings on small parcels of land. The land use patterns of Lakeville Village were established long before the automobile era, so the streets are narrow and there is little area for parking.

Salisbury Village is the community center, with a greater mix of commercial uses than Lakeville Village, such as a supermarket, bank, coffee shop, and restaurants. It also contains the public facilities such as the post office, library, town hall and several churches. The range of commercial and public services is more limited in Lakeville Village.

The subject site includes one of the few public parking areas within Lakeville Center. A small strip of three mixed-use buildings is directly to the west along Millerton Road. The buildings contain rental residential uses, retail space, offices, a gallery, and a pizza restaurant. A building adjacent to the site contains an apartment and an insurance office. Other commercial uses near the subject site include restaurants, a coffee shop, design center, offices, and residential units. The Grove area is also nearby, which attracts crowds during certain events.

The importance of proximity to uses is an important consideration of community planning. The issue of "walkability" is based upon proximity to the location of useful commercial and public services. Walkability of specific locations can be measured by its "Walk Score," www.walkscore.com. Generally, a residence is considered walkable if it is located within one-quarter or one-half mile of a service location.

However, the need for proximity of a parking area serving businesses is vastly different. In most non-urban situations, parking for customers and employees should be within 300 feet of the entrance to the business. Areas for loading and unloading of supplies and merchandise need to be even closer. Parking for residential tenants should also be as close as possible, or the rental unit would be difficult to rent. The existing parking area is currently utilized by

businesses is for all those uses. The parking situation was reviewed recently and is detailed within the Appendix, and summarized below:

**TABLE SHOWING PARKING DEFICITS
FOR LOCAL OWNERS & BUSINESSES IN HOLLEY BLOCK AREA**

Property Address	Parking Spaces Required by Zoning Regulations	Owners Deeded or Satellite Parking	Parking Space Deficit for Local Business
20 Millerton Rd.	10	0	10
12 Millerton Rd.	18	1	17
7 Holley St.	50	20	30
22 Millerton Rd.	8	4	5
TOTALS	86	25	61

These businesses have depended upon the availability of the existing parking on the site. The loss of the parking lot would have detrimental impacts upon all these businesses. This is likely to result some of them relocating out of Lakeville Village or out of Salisbury.

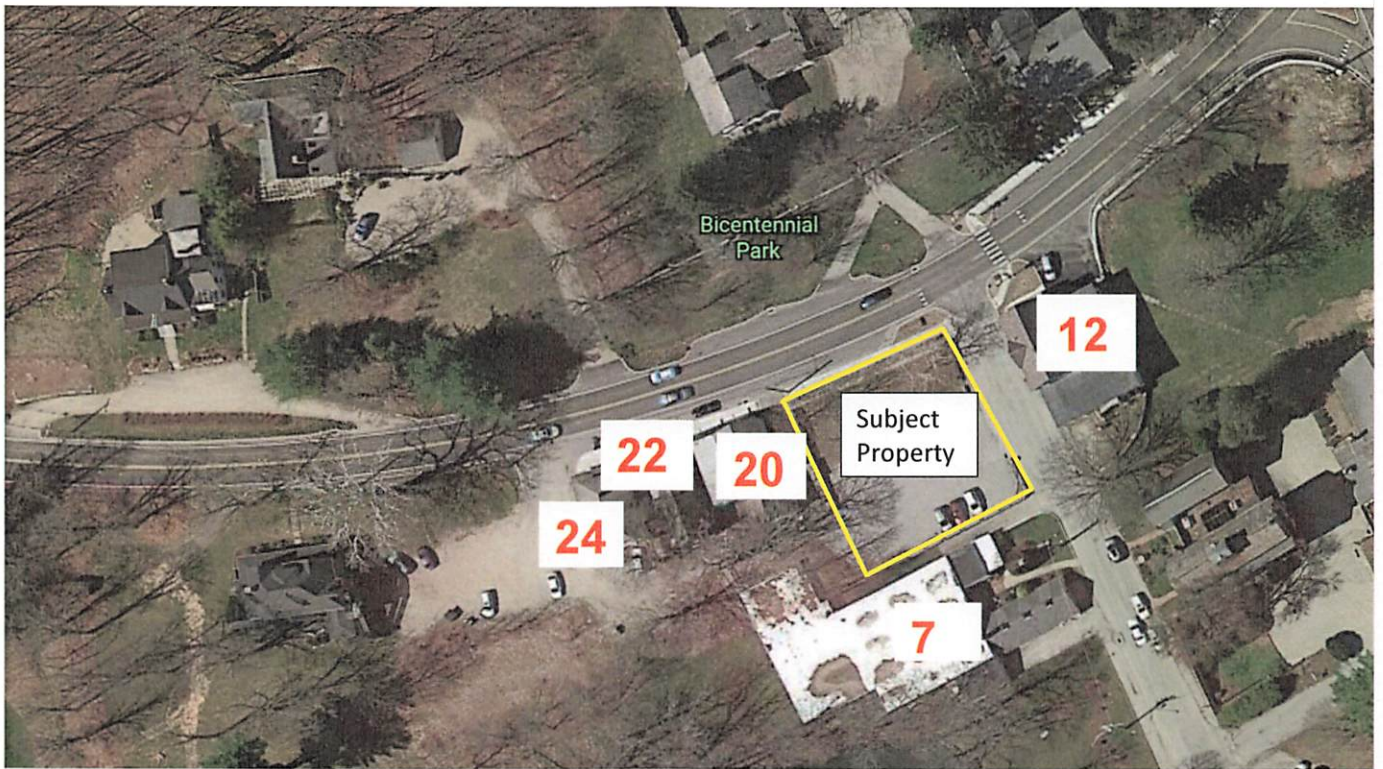
Zoning permits have been issued to several of the businesses / properties discussed above in recent years. At least one of the permits was approved because it conformed to Section 703.8.e. as shown below.

“The Commission may approve fewer than the number of required parking spaces as provided in 703.9 when it determines the parking needs of the proposed use can in part be served by public parking spaces and that the proposed plan will not jeopardize public safety.”

These approvals may be rendered as no longer in conformance with the zoning regulations with the removal of the parking area designated as a satellite location.

A sustainable, viable community represents a functional ecology of the range of uses and facilities within the area. For maximum benefit, these uses need to be balanced. New uses should be a positive factor for the entire area.

Lakeville Village is an important component of the Town’s economy, but of equal importance, it is an attractive overall community, important to the social fabric of the Town. The whole substance of a community is dependent upon its resources and assets, major recreational facilities, historic character, range of residences for different demographic groups, and businesses. The Plan of Conservation and Development calls for the continued economic viability of the Village’s economic base. Some more select businesses would likely improve Lakeville Village, while the loss of business would be detrimental to the community fabric.



Map of Properties with Parking Needs of Subject Site by Address

Although affordable housing in Lakeville Village would be beneficial, it does not need to be at the specific site proposed within this application. There are alternative potential affordable housing sites identified by the Affordable Housing Plan. One of the questions that needs to be answered by the Commission is would the construction of twelve affordable housing units at that specific location outweigh the potential harm to members of the local business community, given the other available options.

Disadvantages of Affordable Housing at Bicentennial Park

1. Removes an important public parking area within business district.
2. Denies existing parking to Village businesses which have depended upon the presence of such parking.
3. There is evidence that some property owners may have certain legal rights to the use of the area as parking pursuant to applicable zoning regulations.
4. The Salisbury zoning regulations include requirements for parking. At least one of the businesses seems to have received a zoning permit on the basis that the Holley lot was providing satellite parking for zoning conformance. The removal of the Holley parking area would result in this business being in violation of its special permit and other properties with other properties becoming more non-conforming with the zoning requirements.
5. Several businesses have an important need to continue to use the existing parking lot. The removal of the lot for parking use would be detrimental to their operation. There does not appear to be a viable substitute to replace this facility.
6. The imposition of a new obstacle for the conduct of business, would make their businesses less efficient and profitable, and have an additional negative impact on the Village's business environment. Some businesses may be able to stay at their current location, others may find a site elsewhere, probably no within Lakeville Village. Others may decide to cease business operations.
7. The adverse impacts upon these businesses would be detrimental to Lakeville Village, which has a relatively small business base. The negative impact of this action would outweigh the positive impacts of using this important site for twelve affordable units at the site, especially where there are other viable potential sites.

Alternative Affordable Housing Sites

The Salisbury Affordable Housing Commission drafted the Affordable Housing Plan in 2018 which identified properties which are under active consideration and may be suitable for development as affordable housing. Seven sites were identified:

- Holley Block
- Pope Property (Salmon Kill Road)
- East Railroad Street
- Perry Street
- Grove Street
- Millerton Road
- Sarum Village Road

All these sites have been determined to be potentially suitable for affordable housing. However, we have selected two for the purpose of offering alternative sites.

Property Characteristics	414 Millerton Rd.	Pope Property
Lot statistics	4 acres	59 acres
Building Characteristics	Existing building. 3,552 sq.ft. plus lower level	NA
Water & Sewer	Existing large sanitary system at transfer station	Yes
Located in Historic Dist.	No	9.7 acres in Hist. Dist.
Traffic Safety Issues	No, located along major highway	None
Environmental Issues		40 acres of wetlands
Potential Unit Counts	Minimum of 3, potentially more	33-64
Other Considerations	One Mile from Millerton on state road. Additional units can be added to existing building. Potential room for additional building	Walk to Salisbury Center. Adjacent to Town Park Adjacent to day care center.

*2 to 4 units envisioned by the SAHC, but more units can be built as rental.

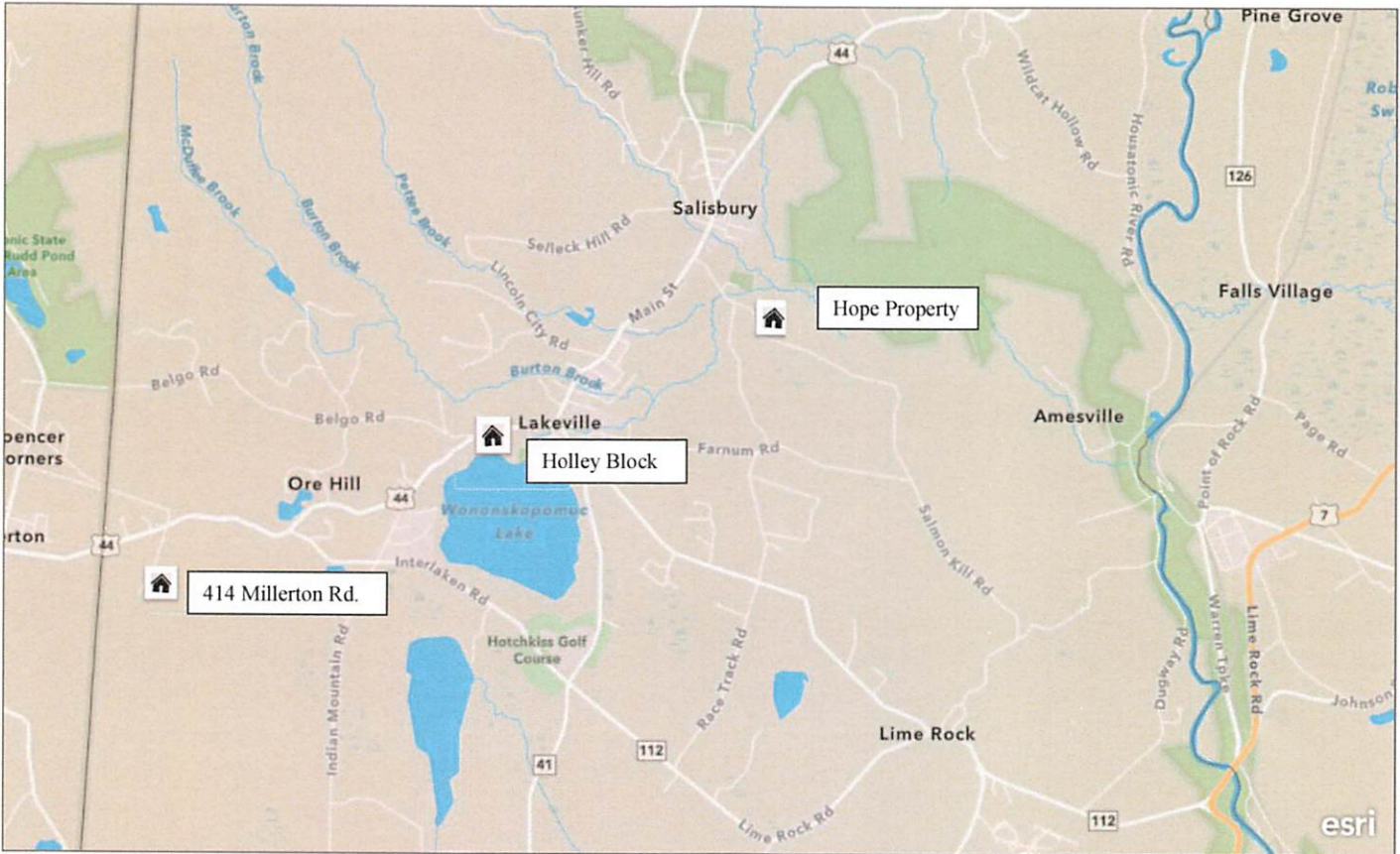
Both properties are potentially suitable for affordable housing. The Hope site is within walking distances of Salisbury Village area with access to sewer and water service. 414 Millerton is convenient to the services of Millerton, with adequate sanitary waste disposal facilities on-site.

The Pope site includes 20 acres of developable property. It could be developed for a large residential development. It could be done in small increments, starting with a twelve-unit building, and include other types of affordable units. Its proximity to a day care center and athletic fields makes the development attractive.

414 Millerton has potential for affordable housing development due to the characteristics of the land and its existing infrastructure. It would be suitable for tenants who use the goods and services of Millerton, which is within a few minutes' drive. It may be particularly attractive to the young adult groups, because of its location.

The Affordable Housing Plan is a sound method to initiate a pro-active municipal approach. The use of Town owned property or property under the control of the Salisbury Housing Committee is a logical place to start the process. However, there are potential strategies to promote the development of affordable housing which utilize private property and business.

The Affordable Housing process should continue its work of more analysis, perhaps focusing on either or both two alternative sites. If the Commission decides that the Pope property requires some additional study, they may want it to result in a conceptual master plan of the site.



Location of Alternative Affordable Housing Sites

Appendix

Analysis of Parking Requirements of Neighboring Businesses

**5 BUSINESSES USING BICENTENNIAL PARK
AFFECTED BY LOSS OF PARKING IN BICENTENNIAL PARK**

1) 20 Millerton (RJS Holdings/Schaefer) (abutter)

- Usage – 2 one bedroom apartments.
- 3 commercial offices (1,500 SF)
- Required parking – 10 spaces. (Zoning Regulations, § 703.11)
- On-site parking – none (no deeded parking spaces; no zoning permit for satellite parking).
- Average number of HB spaces used: 6.
- See Nov. 5, 2020 Capecelatro letter to PZC.

2) 12 Millerton (Celeste Shannon)

- Usage – 1 large commercial tenant (Assured Partners for 30 years) with 6 employees.
- 1 smaller commercial tenant (Aperture) with 1 employee.
(Total SF = 3,672)
- 1 two-bedroom apartment. (1)
- Shannons have owned since 1977.
- Required parking – 18 spaces. (Zoning Regulations, § 703.11)
- On-site parking – 1 space (deed).
- No zoning permit for satellite parking.
- Average number of HB spaces used is 5-7.
- See 3/15/21 letter from Dennis Dressel, manager of Assured Partners. Six employees use the HB lot for parking – no other parking option.
- Specific Facts: In 2018 Town removed 2 on-street parking spaces in front of 12 Millerton Road to create traffic bump outs. First Selectman verbally assured owner that spaces would be made up by use of parking spaces on HB lot. (See Shannon affidavit.)

3) 7 Holley Street (Lakeville Interiors – Passway Partners LLC)

- Usage – 10,000 SF retail; 10 year successful business; 3 employees.
- Required Parking – 50 spaces (no deeded spaces or permit for Bicentennial Park). (Zoning Regulations, § 703.11)
- On-site parking spaces: 2.
- Average spaces used on Bicentennial Park: 0.
- Specific Facts: Business uses parking lot off Route 44 (20 spaces; 3 deeded to Argazzi Gallery).

4) 22 Millerton Road (Judith Singelis (Argazzi Art)

- Usage – c. 1,500 SF retail; owner in building for 17 years.
- Required parking spaces: 8 (Zoning Regulations, § 703.11)
- On-site spaces: 1 on site space and 3 deeded off site (no zoning permit for satellite parking).
- Needed spaces in Bicentennial Park: 4.
- Average spaces used on Bicentennial Park: Up to 3 daily; many more for client receptions (6-8 times per year). (See Shannon affidavit, March 16, 2021)
- Specific Facts : 10/16/20 title policy – refers to right to use 3 spaces on adjoining Leubuscher property.

5) 24 Millerton (Deano's Pizza, LLC) (Dean Diamond owner)

- Usage – 600 SF high turnover restaurant with approved seating for 14 customers and 1 apartment (9/1/06 site plan); (Capecelatro 11/5/20 letter to Commission attaching 2006 special permit/site plan). Business has 3 employees. Building predates zoning (Capecelatro 11/5/20).
- Required spaces: 5 (Capecelatro 9/1/06 site plan letter). 4 on-site and 1 on the street; site plan also shows satellite parking on HB.
- On-site spaces: 4.
- Zoning permit (10/27/06) – requires all employees to use satellite spaces on HB site. (See 11/5/20 Capecelatro letter.)
- Specific Facts: Adjacent parking lot to west is used for some parking, and is not owned by Diamond; no deeded rights; owner of lot could prohibit usage at any time by Diamond or any other business.

Brian J. Miller, AICP - Principle

The Miller Planning Group

RESUME

Principle TMPG, LLC

Previous Experience

- Director of Development Services, Town of Berlin
- Comprehensive Planner, City of Longmont, CT
- Consulting Planner, CT Towns of Oxford, Middlebury, Hamden, Beacon Falls, Orange

Consulting Assignments

- Economic Development Strategies
- Land Use Strategies
- Development Permitting
- Municipal Planning
- Community Revitalization

Education

- BA Economics, University at Albany
- Masters Urban Planning University of Illinois

Other Positions

- Cheshire Economic Development Com.
- Connecticut Blue Ribbon Commission on Affordable Housing 1999
- Cochairman of Legislative Committee of CT Chapter American Planning Association

Brian Miller has 40 years of planning experience throughout the tri-state area, but particularly in the State of Connecticut. He is the president and owner of The Miller Planning Group, LLC.

Brian has served as the staff planner for the Towns of Woodbury, Beacon Falls, Middlebury, Stafford, Oxford, and Orange, Connecticut. He has extensive experience with the preparation of Plans of Conservation and Development for numerous Connecticut municipalities such as Beacon Falls, North Branford, Groton, Tolland, Oxford, West Haven and Marlborough. He recently completed the Plan for East Haven and has worked on Comprehensive Plans for Poughkeepsie in New York as well as the Boroughs of Little Falls and North Haledon in New Jersey.

Economic development has been a component of municipal planning. He has worked with the Connecticut Economic Resource Center (CERC) as an Economic Development Consultant, Brian assisted and coordinated the statewide municipal economic development efforts. There he also part of a team which formulated an action strategy for revitalization of downtown Willimantic, a business retention strategy for the City of Meriden, and a Municipal Economic Strategy for Tolland, Connecticut. A recent assignment has been the update of the East Have Plan of Conservation and Development, with an emphasis on economic development in certain important areas of the Town. His experience includes drafting revisions to Zoning Regulations for communities throughout Connecticut, including East Haven, Stafford, Orange, North Branford,

Oxford, Beacon Falls, Tolland, and Berlin.

There have also been many assignments for private sector clients. This includes market analysis, fiscal impact analysis, neighborhood impact analysis, design and preparation of applications for zoning amendments. He has also worked on plans for areas and neighborhoods, such as a study for the Town of Orange for the Edison Road – Marsh Hill Road area, re-use of the Baltic Mill property in Sprague, downtown Beacon Falls, Plainville and Willimantic and the Blue Hill Avenue Corridor of Hartford.

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FIRM DESCRIPTION

The Miller Planning Group (MPG) is a land use, economic development and community planning firm with an office in Wallingford, Connecticut. Our roots in land use planning go back forty years and include a broad range of land use and development issues.

Our practice includes governmental and private clients throughout the northeast, working with developers, attorneys, cities, towns, on a wide range of planning issues. We accomplish the objectives of our clients through comprehensive analyses, based upon our experience in “real world” situations. MPG works with a network of other professionals, to provide a full range of services to our clients.

For private sector clients, MPG offers planning and development services from project inception to project approval. Our services include land planning and site feasibility studies, housing analysis, community and fiscal impact analyses, zoning analysis, market analysis and feasibility studies, and economic development. A keen understanding of the public sector allows MPG to assist developers obtain the approvals necessary to complete their residential, industrial and commercial projects in a timely fashion.

For the public sector, MPG provides comprehensive planning, zoning ordinance revision and preparation; redevelopment, housing and community development; affordable housing planning and implementation; site and subdivision plan review; economic development and revitalization. The firm has been retained by municipalities and public agencies to provide planning expertise on specific projects as well as on a continual basis. Our public clients have range from small rural communities to established urban centers.

MPG and its associates are aware of the sometimes-conflicting goals between various interests. The firm’s extensive experience operating on each side of the review table gives us the ability to provide insightful solutions helping to bring these conflicting goals in harmony with one another. We utilize this perspective on behalf of our clients within the planning and development processes, expediting the process to save money, time and effort for all interests, achieving solutions that are in the public interest.