REGULAR MEETING MINUTES

April 1st, 2024 6:30PM

Remote Meeting by Live Internet Video Stream and Telephone **Members Present: Members Absent:** 1 Dr. Michael Klemens (Chair) Dr. Danella Schiffer (Alternate Member) 2 Cathy Shyer (Vice Chair) 3 Martin Whalen (Secretary) 4 5 Allen Cockerline (Regular Member) **Staff Present:** 6 Bob Riva (Regular Member) Abby Conroy, Land Use Director (LUD) 7 Beth Wells (Alternate Member) Miles Todaro, Land Use Technical Specialist (LUTS) 8 9 10 **Brief Items and Announcements** 11 1. Call to Order / Establish Quorum 12 Chair Klemens called the meeting to order at 6:30PM. A quorum was established with five regular 13 members present (Dr. Michael Klemens, Cathy Shyer, Martin Whalen, Allen Cockerline, Bob Riva). 14 Alternate Member Beth Wells was also present. 15 16 2. Approval of Agenda 17 LUD Conroy proposed the following amendment: Item #3 "Other Business" add "3.B #ZP-22-96 / Bristow / Temporary Zoning Permit Request for Extension 18 19 / 144 Weatogue Road / Map 25 / Lot 01 / Possible Consideration" 20 21 *Motion:* To approve the agenda as amended. 22 Made by Cockerline, seconded by Riva. 23 Vote: 5-0-0 in favor. 24 25 **Other Business** 26 3.A #ZP-24-22 / Marketplace of Salisbury (LaBonne's) / Temporary Zoning Permit for Refrigerated Prep Trailer / Map 52 / Lot 25 / DOR: 03/20/2024 / Possible Consideration 27 28 29 LUD Conroy explained LaBonne's Market is in the process of renovation and applied for a temporary 30 zoning permit for a temporary trailer setup to house a portion of their operation while under construction. 31 32 33 **Motion:** To authorize the use of temporary zoning permit for application #ZP-24-22 / Marketplace of 34 Salisbury (LaBonne's) / Temporary Zoning Permit for Refrigerated Prep Trailer / Map 52 / Lot 25 / DOR: 03/20/2024 35 36 Made by Cockerline, seconded by Riva. 37 Vote: 5-0-0 in favor. 38 39 3.B #ZP-22-96 / Bristow / Temporary Zoning Permit Request for Extension / 144 Weatogue Road / Map 25 / Lot 01 / Possible Consideration 40 41

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LUD Conroy explained the property had an existing dwelling with non-conformities, and construction is underway for a new structure that will conform to all zoning regulations. The applicant requested an extension to continue residing in the existing dwelling while construction is completed. Chair Klemens mentioned this is the last extension that can be allowed and requested an update from the applicant.

The applicant was not present to answer questions.

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48 Motion: To authorize LUD Conroy to extend the temporary zoning permit for application #ZP-22-96 / Bristow / Temporary Zoning Permit Request for Extension / 144 Weatogue Road / Map 25 / Lot 01 / 49 50

Made by Cockerline, seconded by Riva.

Vote: 5-0-0 in favor.

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Pending Business

4. #2024-0242 / Town of Salisbury / 42 Ethan Allen Street (Town Grove) / Site Plan Application for EV Charger Installation / Map 46 / Lot 07 / DOR: 03/18/2024 / Possible Consideration

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Salisbury Economic Development Committee (SEDC) member Robert Schaulfelberger joined the meeting to present the application. LUD Conroy explained a site plan was reviewed during a previous application but the location of the electric vehicle (EV) charger station was adjusted. Mr. Schaulfelberger explained the EV charger was relocated further away from a storage shed used by Town Grove staff. He shared the new location is between the paddleball courts and shed to keep a low profile away from equipment traffic.

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Vice Chair Shyer asked if the station could be moved slightly towards the shed to more comfortably accommodate parking for the paddle tennis courts. Secretary Whalen pointed out that the users of the courts could park elsewhere as the parking lot has significant space for parking. Mr. Schaulfelberger explained the priority is to reduce risk of damage to the EV charger devices from trailer traffic near the storage shed. He added that citizens who drive EVs could park and charge their vehicles while using the sport courts, but the charging station's location could be potentially moved.

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LUD Conroy mentioned a previous discussion of merging lots on the Town Grove. She explained that she spoke with Surveyor Mat Kiefer who noted merging lots would be feasible. Chair Klemens asked if three lots were present. LUD Conroy replied the number of lots present is questionable as some property lines shown on the Town GIS are not accurate.

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Motion: To approve application #2024-0242 / Town of Salisbury / 42 Ethan Allen Street (Town Grove) / Site Plan Application for EV Charger Installation / Map 46 / Lot 07 / with the following conditions:

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- 1. The EV Charger position shall be moved slightly to the west of the wood curb stops to accommodate sports court parking.
- 2. The multiple lots of the Town Grove area shall be merged.

Made by Cockerline, seconded by Riva.

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Vote: 5-0-0 in favor.

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Public Hearings - 6:45PM

5. #2024-0238 / Salisbury Housing Committee (Halle/Haley Ward) / 37 Railroad Street / Special Permit Application for "Dresser Woods" 20-Unit Affordable Multi-Family Housing in the Multi-Family Housing Overlay District (Section 405) / Map 56 / Lot 56 / DOR: 1/16/2024 / OH: 02/20/2024 / Continue Hearing, Possible Consideration

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The hearing continued at 6:48PM. Vice President of the Salisbury Housing Committee (SHC) Jocelyn Ayer joined the meeting to present the application. Engineer Todd Parsons from Haley Ward Engineering and Architect Erin Benken from QA+M were also present.

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94 Chair Klemens stated the following:

Tonight, we are continuing the hearing on dresser woods April 1, 2024.

I am Dr. Michael Klemens, Chair. With me tonight are five regular members and LUO staff Abby Conroy (Director) and Miles Todaro (Land Use Technical Specialist).

It is my hope to close the public hearing this evening.

I will make note that while our alternates are free to ask questions and participate in the hearing process, once the hearing closes and deliberations begin, only five seated members of the Planning & Zoning Commission are part of that deliberation process.

Once the hearing closes no new information or comment may be added to the record.

This hearing had been left open for two distinct issues that were brought to our attention by the neighbors two weeks ago. The first is providing additional spaces to avoid the potential parking off-site on Railroad Street. The second is to take further measures to mitigate light spillage from exterior lighting toward the Fowler Street neighborhood.

I would also like to address various concerns expressed by the public and the PZC concerning the interior configuration of these housing units, specifically to provide more storage space: either closets, attics, or basements. Please note that the interior configuration of these housing units is beyond the scope (authority) of the PZC Special Permit process.

Tonight, as has been our practice at the other public hearings, I will first ask the applicant to present new information concerning parking and exterior lighting. I will then turn to the PZC for any additional questions they may have.

And then I will move to the public. In order to facilitate the webinar format, if you wish to speak, use the "raise hand" function and keep your hand raised until you have been recognized and brought into the virtual hearing room.

The "chat" function is not to be used to make any comments or discussion. People commenting in the "chat" function are disrupting the hearing and are inconsiderate of their neighbors who are following the hearing procedure. The "chat" function is only to be used to communicate technical webinar issues to the Land Use Office staff.

Ms. Ayer introduced a slideshow presentation made in response to questions from the public. Engineer Parsons presented a revised parking plan with five additional parking spaces. He explained the previously proposed grass paver overflow parking will have two paved spaces added closest to the buildings, and three spaces added on the grass paver area. Engineer Parsons explained a total of thirty-six spaces will be offered on site. Chair Klemens asked for the average parking spaces per unit. Ms. Ayer replied 1.8 spaces.

Architect Benken presented a revised lighting plan. She explained the height of all pole lights were reduced from twenty feet to twelve feet. The number of pole lights were increased to provide the required foot-candle lighting at grade. Architect Benken explained shielded lighting will be used along

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the privacy fence and overflow parking area. Pole lights that previously extended down the entrance driveway towards Fowler Street were removed. Architect Benken shared that calculations were completed that determined the lighting levels at the entrance will be non-existent, and will not extend beyond the property lines. Architect Benken introduced lighting consultant David Mainville of Illuminate to answer additional questions regarding lighting plan concerns.

Chair Klemens mentioned the parking plan and suggested converting the five additional parking spaces to lawn. He explained this area could be proposed as phantom parking and converted to parking spots in the future if necessary. Chair Klemens explained if the lawn area is flat without obstructions, citizens will utilize the grass for additional parking with or without pavers present. Vice Chair Shyer expressed support for Chair Klemens suggestion. Alternate Member Wells asked if a lawn parking would be available for use when snow is present, and added the lawn space is not a true designated parking area. Commissioner Cockerline expressed support for either option. He explained if grass pavers are present the parking area may get plowed in the winter and will have sufficient lighting. Commissioner Cockerline added that he is also in support of phantom parking since 1.5 parking spaces per unit already exceeded the Regulation requirements. Alternate Member Wells expressed concern that a majority of tenants will have more than one vehicle which could result in lack of parking. Alternate Member Wells recommended including as many overflow parking spaces as possible. Vice Chair Shyer was in support of both options. She understood the benefit of a phantom parking area that can be converted easily with lighting and pavers, but also noted that construction of parking that is not required should be avoided.

Chair Klemens reminded the Commission that the addition of parking spaces is in response to neighbor's concerns of potential overflow parking on Railroad Street. Chair Klemens expressed he was comfortable with an average of 1.5 spaces per unit, but was interested to see if additional spaces could be accommodated to address the concern of neighbors on Railroad Street. Commissioner Cockerline expressed support for the phantom parking concept. If an issue arrives in the future, the area can be converted to permanent parking. He added the applicant made a consistent effort to gather factual data from nearby housing units regarding parking demand. Chair Klemens asked if the phantom parking spaces should be grass pavers or lawn. Commissioner Cockerline replied that the lawn can be converted if necessary. Secretary Whalen asked if overflow parking spaces on the lawn can be plowed in the winter. Chair Klemens replied no. Secretary Whalen mentioned lawn parking will have a limited amount of use, as environmental conditions would likely not allow parking in winter and spring. Chair Klemens added that a neighbor submitted a correspondence citing concerns of unnecessary lighting, emphasizing that additional parking would require additional lighting.

LUD Conroy suggested establishing a provision with phantom parking and if complications occur with tenant parking within a year's time, that grass pavers with lighting will be installed in response. Ms. Ayer expressed that this option would be preferred, and confirmed that overflow parking with pavers and lighting can be established in the future. Commissioner Riva expressed support for LUD Conroy's suggestion.

Chair Klemens expressed support for the shorter pole lights and asked what lighting changes will occur with phantom parking. Lighting Consultant David Mainville explained if the five additional spaces are converted to phantom parking, one pole light proposed in that area can be removed. Some pole lighting from the central parking area will spill into parking spots 32 and 33 in the overflow area. Mr. Mainville added if the phantom parking spaces are converted in the future, an additional pole installation will be

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required ensuring a minimum of 5 foot-candles per parking space and walkway.

Vice Chair Shyer requested visual examples of the pole light fixtures. Mr. Mainville presented two illustrated approaches to shielded lighting fixtures. Option one is external house-side shield lighting that is located on the back side of the fixture. Mr. Mainville explained this shield mitigates glare and light from the back of the fixture but does change the aesthetic of the luminaire. Option two is back-light controlled lighting that controls the optic at an LED level with back-light control in each LED chip, undetectable to the eye. Mr. Mainville expressed back-light LED control as his preferred method for aesthetic purposes. Vice Chair Shyer asked if the lighting fixtures will differ between the privacy fence area and parking area. Mr. Mainville replied three different distributions of lighting are used to complete the calculation for pole fixtures. First is a "Type Four" distribution which pushes the light away from the luminaire, utilizing a LED backlight control. Second is a "Type Three" distribution which throws lighting east to west and then vertically. This also uses backlight-controlled optics to prevent light trespass behind the fixture. Third is a "Type Two" distribution that is an east to west distribution that pushes light similarly, but further than "Type Three". Chair Klemens asked if bollard lighting will be provided along walkways. Mr. Mainville replied yes.

Commissioner Riva asked if shrub or tree plantings will be used as a buffer for lighting near the entrance of the site. Ms. Ayer replied the applicant's goal is to maintain as many trees as possible and will make every effort to reduce lighting trespass. Chair Klemens asked for an explanation of the foot-candle symbol on the revised lighting plan. Mr. Mainville explained a foot-candle calculation is composed specifically for exterior applications. The plan is turned into a grid with numeric values everywhere on the drawing. This calculation can locate lighting trajectories for parking and walkway surfaces, as well as light trespass that extends onto neighboring properties.

Chair Klemens opened the floor to the public for comments and questions.

Chair Klemens read a letter from the Salisbury Affordable Housing Commission (SAHC) which expressed support of this application and gratitude to the Commission.

Member of the public Mary Oppenhemier joined the meeting and described a conversation with Tammy Broderick, the site manager of Sarum Village and Sharon Ridge. Ms. Oppenheimer had asked Ms. Broderick for her thoughts regarding concerns of limited storage spaces. Ms. Broderick explained citizens in need of affordable housing will prioritize a clean and safe space to live and often overlook minor inconveniences such as limited storage spaces. Ms. Oppenheimer explained her personal experience interviewing citizens living in affordable housing has indicated that a significant majority are single adults. Ms. Oppenheimer believed that assuming a majority of the two-to-three-bedroom units will have multiple residents and vehicles is not accurate.

Member of the public Lori Shepard joined the meeting and asked if parking accommodations are provided for bicycles. She also asked if lighting fixtures would be motion-sensor activated, and if any consideration was made for light levels to protect nearby wildlife and plants. Mr. Mainville replied the pole luminaires in the lighting plan possess the option for motion-sensor utilization. Mr. Mainville added a plan can be developed to provide motion-sensor options where the poles turn off and automatically turn back on when a vehicle or citizen passes by. Architect Benken replied bicycle racks will be considered for residents to store securely with a locking mechanism.

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Member of the public Sally Spillane joined the meeting and thanked the applicant for taking lighting and parking concerns into consideration. Ms. Spillane commented that her concerns for lighting trespass are not only for her property, but for all neighbors located along the southern border of this property. Ms. Spillane added she would appreciate an attempt to further diminish impervious surfaces.

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There were no further comments from the Commission or public.

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> **Motion:** To close the public hearing at 7:49PM. Made by Cockerline, seconded by Whalen.

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Vote: 5-0-0 in favor.

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Chair Klemens introduced a draft resolution composed by himself and LUD Conroy. The Commission reviewed and edited the document.

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Motion: To adopt the following resolution of the Town of Salisbury Planning & Zoning Commission regarding a Special Permit Application to construct a twenty-unit multi-family development in the Multi-Family Housing Overlay District and Aguifer Protection Area for application #2024-0238 / Salisbury Housing Committee (Halle/ Haley Ward) / 37 Railroad Street / Special Permit Application for "Dresser Woods" 20-Unit Affordable Multi-Family Housing in the Multi-Family Housing Overlay District (Section 405) / Map 56 / Lot 56

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RESOLUTION OF THE TOWN OF SALISBURY PLANNING AND ZONING COMMISSION REGARDING APPLICATION FOR A SPECIAL PERMIT TO CONSTRUCT A 20-UNIT MULTIFAMILY DWELLING IN THE MFH DISTRICT AND AQUIFER PROTECTION AREA **APPLICATION #2024-0238** 37 RAILROAD STREET

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260 261 WHEREAS on January 11, 2024, the Salisbury Housing Committee Inc. filed an application for Special Permit under Section 405 (Multi-Family Housing and Pocketknife Square Overlay Districts) of the Town of Salisbury Zoning Regulations (the Regulations) to construct a 20-unit multifamily dwelling on a property consisting of 5.32 acres located at 37 Railroad Street, Salisbury, CT;

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WHEREAS the site consists of a single parcel, Assessor's Map 56 Lot 56;

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WHEREAS the Application proposes the construction of an affordable housing facility and associated uses in the R10 residential zone, MFH – Multi-Family Housing Overlay District, and APOD - Aquifer Protection Overlay District;

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WHEREAS the Application includes a statement of proposed use and density worksheet; a plan set by Haley Ward, Inc. dated November 20, 2023, revised January 4, and January 10, 2024 consisting of 10 plan sheets which included existing conditions plan, property bounds and topographic survey data, site development plans, planting plans, architectural plans by QA+M Architecture, related drawings and documentations; requisite filing fee; Revised site plans dated February 5, 2024 and March 20, 2024; Stormwater Management Report dated November 20, 2023 prepared by Haley Ward, Inc.; Traffic Evaluation dated December 13, 2023 by F.A. Hesketh & Associates, Inc. and supporting documentation including but not limited to referral letters, additional renderings and PowerPoint Presentations dated February 20, 2024, and March 18, 2024, and supplemental parking and lighting plans reviewed at the

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278 279 April 1, 2024 meeting;

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WHEREAS the Planning & Zoning Commission (the Commission) held a public hearing on the matter on February 20, 2024, continued to March 18, 2024, and April 1, 2024;

WHEREAS the Commission determined that it had sufficient information in the record and voted unanimously to close the public hearing on April 1, 2024;

WHEREAS during the public hearing, issues raised by the public and/or the Commission included: traffic, parking, density, storage, laundry facilities, lighting, planting, sewer, water, exterior architectural style and screening;

WHEREAS during the public hearing, the Commission received not only oral testimony but written comments from residents regarding the need for affordable housing and concerns related to traffic, lighting, parking, property values, public health and safety;

WHEREAS the Applicant is the Salisbury Housing Committee, the affordability requirements of Section 405.7 of the Regulations have been met;

WHEREAS, the Commission finds that the Applicant is eligible for a density bonus on the basis that the proposal includes a minimum of 50% affordable units; that the proposed number of units and associated traffic do not override the benefits provided by the proposed affordable housing development on the site; and that the exterior architectural features reflect the village character of the surrounding neighborhood.

WHEREAS the Commission finds that the proposed use conforms with the standards for impervious surface coverage set forth in Section 403 Aquifer Protection Overlay District of the Regulations;

WHEREAS the Applicant has committed to protecting the environmentally sensitive portions of the site including installation of native plantings and a wildlife exclusion fence, ensuring the integrity of the vernal pool envelope, thereby protecting vernal pool dependent amphibians.

WHEREAS the Commission has considered claims that the Applicant may have proposed insufficient onsite parking. Based on the Applicant's parking study, the Commission finds that while there may be short-term parking challenges during construction or on special occasions, the proposed development will not unreasonably impair neighboring uses. Further, the Applicant has demonstrated that additional on-site parking spaces are feasible (a representation incorporated herein as a condition of approval) and will be constructed if parking demands for the use regularly exceed the constructed spaces;

WHEREAS the Commission received public comments requesting a playground on-site. The Commission determined that there are sufficient recreational opportunities within proximity of the proposed development and that the lawn area of the development could also serve that purpose;

WHEREAS in response to public comments concerning light spillage from the proposed development, the Applicant reduced the pole height to twelve feet and backlight control fixtures or some equivalent alternative. The PZC found that this solution more effectively addresses light spillage than increasing the height of privacy fence from six to seven-and-a-half feet;

WHEREAS the Applicant's traffic study adequately demonstrates that the proposed development will increase traffic but concludes that the existing roadway network can accommodate the proposed development and maintain the current level of service. The Commission finds that traffic counts were conservatively based on historical peak flows (more than current) including an allowance for growth;

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WHEREAS the Applicant's traffic consultant projected peak hour traffic volume of ten or fewer vehicles passing Fowler Street in the morning or eleven or fewer in the afternoon peak hour. The PZC found that this volume of traffic was customary for an in-town residential area;

WHEREAS the Commission received comments concerning interior storage and layout including closets, basements, and attic storage. The Commission recognizes that these interior concerns are not within the purview of the special permit review;

WHEREAS the Commission finds that the proposed buildings conform with the required yard setbacks;

 WHEREAS, the Commission finds that the proposed buildings, conform with the dimensional and design requirements of Section 405.6 of the Regulations;

WHEREAS, the Commission has considered the standards set forth in Section 803 of the Regulations and finds that the size and intensity, as well as the design, of the proposed project has been related harmoniously to the terrain and to the use, scale, and siting of existing buildings in the vicinity of the site; the use does not create an unreasonable nuisance to neighboring properties, whether by noise, air, or water pollution, lighting, or other effects; the proposed use also is not in conflict and does not constitute an unreasonable decrease in property values or a detriment to the present and potential use of the area in which it is located. The Commission finds that, with the conditions enumerated in this resolution, a reasonable effort has been expended to balance the concerns of the neighbors with the need for affordable housing and the Applicant's property rights;

NOW THEREFORE BE IT RESOLVED THAT, Special Permit 2024-0238 be approved with the following conditions:

1. No zoning permit shall be issued until all required approvals are obtained including approval from the Fire Marshal and from Aquarion Water Company for the design and connection of the development.

2. The Applicant shall investigate and implement as feasible a deed restriction, conservation easement, or equivalent on the undeveloped portion of the lot including vernal pools, wetlands, and forest to ensure permanent protection of the natural values and features of the site.

3. The Commission has determined that it is in the public interest to designate overflow parking spaces 32-36 on the layout plan revised March 20, 2024, as "phantom" parking. These "phantom" spaces are not required to be built until there is a demonstrated need to address recurring overflow parking concerns. These five spaces shall be maintained as lawn without any obstructions or lighting. The applicant may rough the electrical conduit in anticipation of future parking if warranted.

4. Low-maintenance/low-mow lawn shall be installed in the development area.

5. Exterior lighting shall comply with Section 702 of the Regulations. Exterior lighting shall be turned off after hours whenever feasible and/or be equipped with motion sensors.

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- 6. Native non-cultivar plantings are required except for foundation plantings. No invasive species are permitted.
- 7. Refuse shall be stored in an enclosure to prevent access by wildlife.
- 8. If any of the decision's requirements are unattainable, the Applicant may seek a modification of this approval from the Commission. The Applicant is advised that any modifications may, at the Commission's discretion, require a full public process.
- Made by Cockerline, seconded by Riva.
- 385 Vote: 5-0-0 in favor.

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387 Chair Klemens called a brief recess at 8:18PM. The meeting resumed at 8:23PM.

New Business

- 6. #2024-0243 / Ketcham (Allied Engineering) / 249 Undermountain Road / Special Permit for Detached Apartment on Single Family Residential Lot (Section 208) / Map 19 / Lot 4 / DOR: 04/01/2024 / Reception, Consideration of Completeness, Schedule Hearing
- Engineer George Johannesen of Allied Engineering joined the meeting to present the special permit application. Engineer Johannesen explained the property owner is an artist and proposed the addition of an art studio onto an existing house on the property. Plans were submitted to Torrington Area Health District (TAHD). Engineer Parsons explained the applicant would like to install a new septic system and utilize the new addition as an accessory apartment.
- LUD Conroy asked if the addition to the dwelling meets all setback requirements, Engineer Johannesen replied yes.
- *Motion:* To schedule a public hearing for application #2024-0243 / Ketcham (Allied Engineering) / 249 Undermountain Road / Special Permit for Detached Apartment on Single Family Residential Lot (Section 208) / Map 19 / Lot 4 / on May 6, 2024 at 6:45PM via Zoom.
- Made by Cockerline, seconded by Riva.
- 407 Vote: 4-0-0 in favor. (Secretary Whalen was absent at the time and did not vote)

409 **Public Comment**

- Public Comment <u>Public Comment is restricted to items that are neither on the agenda nor the subject</u>
 of any pending Planning & Zoning application or action and are limited to three minutes per person
- 413 There was no public comment.

414 415 Other Business - Continued

- 417 7. Minutes of February 20, 2024
- 418 Chair Klemens proposed the following amendments:
- 419 Line 119: Replace "income" with "incomes"
- 420 Line 144: Replace "shared" with "stated"

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421	Line 153: Add "that" after "shared"
422	Line 229-230: Replace: "Each building will be painted an individual color from a monochromatic scheme
423	inspired by nature." with "Each building will be painted an individual monochromatic scheme inspired by
424	nature."
425	Line 274: Capitalize "state"
426	Line 276: Capitalize "state"
427	Line 290: Replace "when" with "while"
428	Line 303: Add "for the number of units" after "viability"
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430	Motion: To approve minutes of February 20, 2024 as amended.
431	Made by Cockerline, seconded by Riva.
432	Vote: 4-0-0 in favor. (Secretary Whalen was absent and did not vote)
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434	8. Minutes of March 18, 2024 - pending
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436	Adjournment
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438	Motion: To adjourn meeting at 8:34PM.
439	Made by Cockerline, seconded by Shyer.
440	Vote: 4-0-0 in favor. (Secretary Whalen was absent and did not vote)
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442	Respectfully Submitted,
443	Erika Spino

Secretary of Minutes