

**BOLTON PLANNING & ZONING COMMISSION  
REGULAR MEETING  
7:30 PM, WEDNESDAY, JUNE 14, 2023  
BOLTON TOWN HALL, 222 BOLTON CENTER ROAD  
In-Person and Via Zoom**

**MINUTES**

**PZC Members Present In-Person:** Chairman Tom Manning, Rodney Fournier, Thomas Robbins, Alternate Tom Crockett

**PZC Members Present Via Zoom:** Vice-Chair James Cropley, Alternates Kawan Gordon, Steven Clark

**PZC Members Absent:** Arlene Fiano, Jeremy Flick, Jeffrey Scala

**Staff Present Via Zoom:** Patrice Carson, AICP, Consulting Director of Community Development, Michael D'Amato, Interim Zoning Enforcement Officer, Recording Secretary Linda H. McDonald

**Others Present in-person:** Michael Bugnacki

**Others Present via zoom:** Andrew Ladyga

**1. Call to Order:** Chairman T. Manning called the meeting to order at 7:31 p.m. T. Crockett was seated for J. Scala. K. Gordon was seated for A. Fiano. S. Clark was seated for J. Flick.

**2. Approval of Minutes:**

T. Crockett MOVED to APPROVE the regular meeting minutes of May 10, 2023 as presented. J. Cropley SECONDED. By roll call vote, the MOTION CARRIED 5:0:2 with S. Clark and R. Fournier abstaining.

**3. Residents' Forum:** No one came forth to speak.

**4. Staff Reports:**

P. Carson reported she has been working with the Wetlands Agent on the trail request form for DEEP for the trail connection from 271 Hop River Road gas station/convenience store to the trail. She, Mike D'Amato and other staff met with a landowner regarding a conservation subdivision application. She and Mike D'Amato met with Andrew Ladyga to discuss ideas he has for his property. She and the Town Administrator met with the Capital Region Council of Governments (CRCOG) on a stakeholder meeting to determine what kind of things CRCOG could help the Town of Bolton with, like a building official position that could be shared among towns to fill in when there is a Building Official absent and could that be done with a planning position, as well as what sort of economic development type of things was the town embarking on. She said CRCOG is supposed to be coming out with a draft report for the town to review and she will share that with the commission.

T. Manning suggested she share with CRCOG how the town could get a water system in order to develop affordable housing and how the town could get the restrictions on the sewers lifted. P. Carson responded that she was not sure if CRCOG had the ability to change any of that. The restrictions on the sewer come from a federal grant given to the town.

P. Carson reported she and M. D’Amato spoke with the Town Administrator and the Town Clerk and it seems like everything has been reviewed with the codification of the regulations except for the Charter because the Charter was changed mid-process of the codification process.

M. D’Amato reported has been working on enforcement issues, nothing that would require strong action at this point. He and the building department staff have been working on improvements to the zoning applications through the OpenGov portal to make them less redundant and function more smoothly for residents. M. D’Amato noted the most applicable regulatory change to come out of the last legislative session was that motor vehicle dealers and repairs no longer need certificates of location from the Zoning Board of Appeals. The certificates can be handled through the PZC and verified administratively by staff.

K. Gordon inquired about House Bill 6890 (Work Live Ride) and referred to the examples of transit-oriented housing units developed in Old Saybrook and Essex built on septic systems that M. D’Amato shared with the commission at the April meeting. K. Gordon asked M. D’Amato if he has any update on his research on the capabilities that may be surrounding that type of housing under that particular program. K. Gordon also asked what the most applicable case or possibility would be if that were to come to fruition in Bolton considering the challenges and known limitations and how much of this type of housing would the town be able to support and what would be required to support those dwellings.

M. D’Amato said he will pull information from the smaller-scale units in Essex.

**5. Old Business:**

**a. Other:** None.

**6. New Business:**

**a. Application: Zoning Regulation Amendments to Sections 6.A.14 and 8B.2.b. to Amend Traditional Multiple Dwelling Complexes for (the Elderly) Seniors and Allow in NB Zone, Michael Bugnacki (#PL-23-4)**

M. Bugnacki explained he had an informal meeting about a year ago with the Commission to discuss the idea of creating elderly apartments on a parcel he owns in the Neighborhood Business Zone, but not allowed due to the restraints of the current regulations. He said he is proposing a smaller series of multiple one-level, handicap accessible units for seniors, one bedroom, 1,000 square feet. A building is currently approved for the lot.

P. Carson said this application requires a public hearing and referral to CRCOG. She noted a mistake in the town regulation in Section 6a.15 of the regulations regarding “Open Space Conservation Development Multiple Dwelling Complexes (see section D)”. She said there is no section D and the section that should be referred to is 7A.4. and asked and received the applicant’s permission to add that to the amendment he is presenting so that it is correct.

T. Manning MOVED to receive application #PL-23-4 of Michael Bugnacki for Zoning Regulation amendments to Sections 6.A.14 and 8B.2.b. to amend traditional multiple dwelling complexes for (the Elderly) seniors and allow in Neighborhood Business Zones and to set a public hearing for Wednesday, July 12, 2023, 7:30 p.m. at Bolton Town Hall, 222 Bolton Center Road, in-person and virtual. J. Cropley SECONDED. By roll call vote, MOTION CARRIED 7:0:0.

**b. Discussion: Bolton Subdivision and Zoning Regulations:**

T. Manning explained the commission had started going through, a while ago, the zoning regulations page by page but that is not how he would prefer to do it. He said he would like to see an over-arching change to the regulations, not to any of the purposes. He said he is not trying to change the Plan of Conservation and Development (POCD) or state law or anything like that. He thinks the commission could accomplish the public interest in the POCD with a different structure and said no matter what kind of development, it will not happen if the people do not want it. He said the basic idea is that he would like to turn more of the review of the regulations over to staff. He would prefer that a lot of the things that are permitted now only by special permit or requiring a public hearing to be as-of-right. He said he believes Bolton only needs two zones; a higher density mixed-use zone and a lower density residential zone.

T. Manning said his memo to the commission was to get a discussion started and polled the members if they were willing to enter into this kind of discussion and then take the specific issues up piecemeal. After hearing from each member, the general consensus was a willingness to do this.

P. Carson suggested the staff could check off what they would feel comfortable handling and condense site plan regulations. Her opinion is the regulations need to keep the current semblance of the zones and the focus could be on narrowing down the regulations, making them easier to use.

T. Manning said the next step is to discuss with P. Carson and Mike D'Amato the development of an outline of how the commission could proceed on this.

**c. June 15, 2023 CROG Regional Planning Meeting**

T. Manning noted the upcoming meeting and asked that if anyone had anything they would like him to bring up at that meeting to let him know.

**d. Other:** None.

**7. Correspondence:** There was no correspondence.

**8. Adjournment:** J. Crolley MOVED to adjourn the meeting at 8:40 p.m. T. Robbins SECONDED. MOTION CARRIED 7:0:0.

Respectfully submitted by Linda H. McDonald

*Linda H. McDonald*

*Please see the minutes of subsequent meetings for the approval of these minutes and any corrections hereto.*

# ZONING REFERRAL FORM

<b>FOR: NOTIFICATION OF REFERRALS BY ZONING COMMISSIONS</b>	
Please fill in, save a copy for your records and send with appropriate attachments by certified mail or electronically to: <a href="mailto:zoningref@crcog.org">zoningref@crcog.org</a>	
<b>FROM:</b> <input type="checkbox"/> Zoning Commission <input type="checkbox"/> Planning and Zoning Commission <input type="checkbox"/> City or Town Council (acting as Zoning Commission)	Municipality:
<b>TO:</b> Capitol Region Council of Governments Policy Development & Planning Department 241 Main Street Hartford, CT 06106	Date of Referral:
<i>Pursuant to the provisions of Section 8-3b of the General Statutes of Connecticut, as amended, the following proposed zoning amendment is referred to the Capitol Region Council of Governments for comment:</i>	
<b>NATURE OF PROPOSED CHANGE:</b>	
<input type="checkbox"/> Adoption of amendment of <b>ZONING MAP</b> for any area within 500 feet of another Capitol Region Municipality. <b>Attach map showing proposed change.</b>	<input type="checkbox"/> Adoption or amendment of <b>ZONING REGULATIONS</b> applying to any zone within 500 feet of another Capitol Region Municipality. <b>Attach copy of proposed change in regulations.</b>
THE CHANGE WAS REQUESTED BY: <input type="checkbox"/> Municipal Agency: <input type="checkbox"/> Petition	
DATE PUBLIC HEARING IS SCHEDULED FOR:	
MATERIAL SUBMITTED HEREWITH:	
<input type="checkbox"/> Regulation Changes	<input type="checkbox"/> Map of Change
<input type="checkbox"/> Public Notice	<input type="checkbox"/> Supporting Statements
<input type="checkbox"/> Other (Specify):	
HAS THIS REFERRAL BEEN SUBMITTED PREVIOUSLY TO CRCOG? <input type="checkbox"/> YES <input type="checkbox"/> NO. IF YES, ON WHAT DATE:	
<b>(FOR USE BY CRCOG)</b>	Name:
Date Received:	Title:
Sent certified/e-mail?	Address:
File Number	Phone:
	Email:

BY LAW, THE ZONING COMMISSION SHALL GIVE WRITTEN NOTICE OF ITS PROPOSAL TO THE REGIONAL COUNCIL OF GOVERNMENTS **NOT LATER THAN THIRTY DAYS** BEFORE THE PUBLIC HEARING TO BE HELD IN RELATION TO THE SUBJECT SUBDIVISION.  
**NOTICE SHALL BE MADE BY CERTIFIED MAIL, RETURN RECEIPT REQUESTED OR BY EMAIL TO [zoningref@crcog.org](mailto:zoningref@crcog.org).**

CRCOG-2017

June 22, 2023

**TO: BOLTON PLANNING AND ZONING COMMISSION**

**REPORT ON ZONING REFERRAL Z-2023-81: Proposed zoning amendment pertaining to aligning septic system design standards to be in line with Public Health Code, and improving standards for Multi-Dwelling Complexes for Seniors.**

**COMMISSIONERS:** Receipt is acknowledged of the above-mentioned referral. Notice of this proposal was transmitted to the Policy and Planning Division of the Capitol Region Council of Governments under the provisions of Section 8-3b of the Connecticut General Statutes, as amended.

**COMMENT:** The staff of the Regional Planning Commission of the Capitol Region Council of Governments has reviewed this zoning referral and finds no apparent conflict with regional plans and policies or the concerns of neighboring towns. CRCOG staff commends the amendments to better enhance public health for all ages.

The public hearing date has been scheduled for 7/12/2023.

In accordance with our procedures this letter will constitute final CRCOG action on this referral. Questions concerning this referral should be directed to Jacob Knowlton.

**DISTRIBUTION:** Planner: Andover, Glastonbury, Hebron, Manchester, Vernon, Coventry

Respectfully submitted,

Jennifer Bartiss-Earley, Chairman  
Regional Planning Commission

William Rice, Vice Chairman  
Regional Planning Commission



Jacob Knowlton  
Community Development Planner

PROPOSED ZONING REGULATION AMENDMENTS TO SECTIONS 6A.14 & 8B.2.B.  
TRADITIONAL MULTIPLE DWELLING COMPLEXES FOR (THE ELDERLY) SENIORS AND  
ALLOW IN NB ZONE  
PROPOSED BY MICHAEL BUGNACKI  
July 12, 2023

From: *Patrice L. Carson, AICP*  
*Consulting Director of Community Development Town of Bolton*

**General Comments:**

The proposal to create a way to allow for housing for seniors in small complexes around town in the Neighborhood Business zones seems to be logical in a town that does not have any large complexes of housing, apartments or condominiums for seniors or others. The amendment still allows for large complexes to be built on sites that can handle that density. This is what the proposed amendment is requesting and it seems logical.

The Plan of Conservation and Development supports the development of senior housing as follows:

**Page 18:**

## **Key Issues**

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Based on all of the exercises and surveys, the following themes emerged as being important issues for Bolton to consider as part of preparing the Plan of Conservation and Development.

### **DEVELOPMENT-RELATED ISSUES**

- Continue to manage residential development
  - Increase housing diversity (seniors, affordable, etc.)

**Page 62:**

Bolton is a predominantly residential community and wishes to stay that way. As stated in the 2005 POCD, Bolton wants to maintain a low-density residential community with opportunities for senior and affordable housing.

The Commission also discussed whether the locations of the R-2 zoning district were areas where it wished to allow for multifamily development. Based on this discussion, the Plan recommends that the Commission revisit the locations of the R-2 district and consider limiting any multifamily residential development to the Route 44 corridor (i.e., eliminating the R-2 zoning in some or all areas). One exception to this strategy of limiting any multifamily development to the Route 44 corridor might be for small sites where housing for seniors (at lower density and served by septic) might be appropriate.

**Page 65:**

### **Multifamily Provisions**

Bolton currently allows multifamily developments in a couple of ways:

- A “traditional” multiple-dwelling complex in accordance with Section 6A.14 of the Zoning Regulations:
  - Special Permit in the R-2 district only.
  - Density of about 4 units per acre.
  - Maximum development of 48 units.
  - Can allow up to 60 units for a senior housing development.

The staff of the Regional Planning Commission of the Capitol Region Council of Governments has reviewed this zoning referral and finds no apparent conflict with regional plans and policies or the concerns of neighboring towns. CRCOG staff commends the amendments to better enhance public health for all ages.

This office has received no communications opposing or supporting this application.

**General Information:**

Official Receipt Date by PZC: June 14, 2023  
Public Hearing Opened: July 12, 2023  
35-days to complete hearing August 11, 2023

Legally advertised June 30 and July 7, 2023  
Abutting Towns Notified June 22, 2023  
RPO's Notified June 19, 2023

6/29/23

Dear Mr. Manning and members of the Bolton PZC,

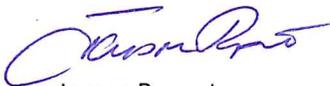
I am writing today on behalf of the Board of Selectmen to request that you consider approval of the following projects under the 8-24 review process.

The Board of Selectmen seek your endorsement under 8-24 for the erection of a temporary office structure in front of the Notch Road Municipal Center at 104 Notch Road in Bolton. The structure will be supported by stone pile piers and will contain a mix of single and multiple work station offices and two restrooms. It will be served by two entrances and one of them will have a ramp meeting current accessibility requirements. The purpose of the structure is to provide office space for those offices currently in the Notch Road Municipal Center so that the existing structure may be torn town in the near future. Part of this process will include removal of utilities serving the portion of the building slated to be torn down which is everything but the Senior Center and rooms A and B. Utilities will be relocated to serve the temporary structure.

The Board of Selectmen seek your endorsement under 8-24 for the construction of a patio at the Bently Memorial Library. The patio will be approximately 900 square feet and is proposed to be constructed of concrete. At the time of the writing of this letter the Board of Selectmen have not made a decision on the location but that is slated to be determined at their meeting on July 11<sup>th</sup>. There are two locations currently under discussion. One is in front of the building to the right of the main entrance and the second location is at the rear of the structure up against the building where the rear door is. I will be prepared to provide additional information at your meeting on July 12<sup>th</sup>.

Thank you very much for your consideration of these matters.

Respectfully,



James Rupert

Town Administrator



# ArcGIS Web Map



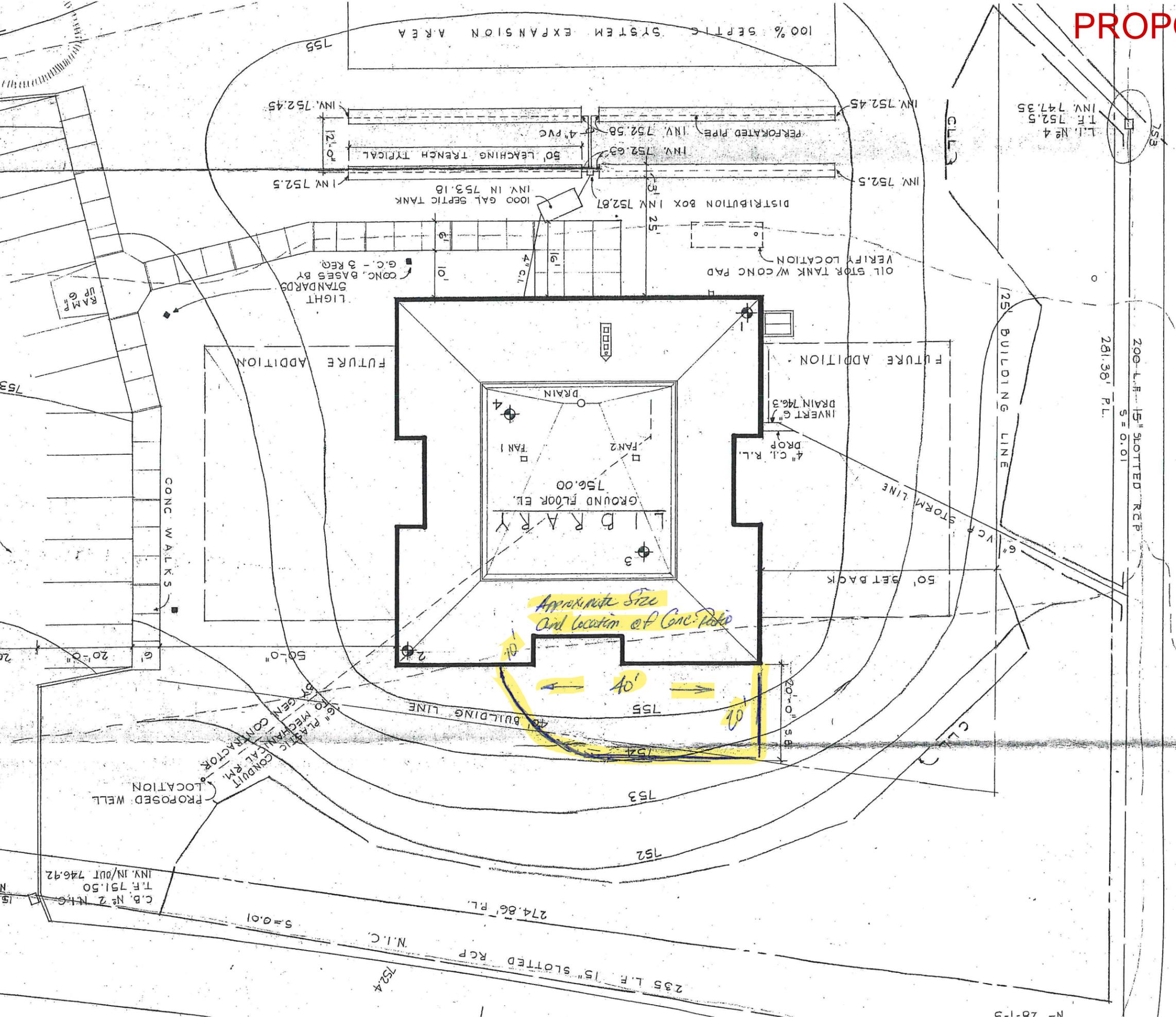
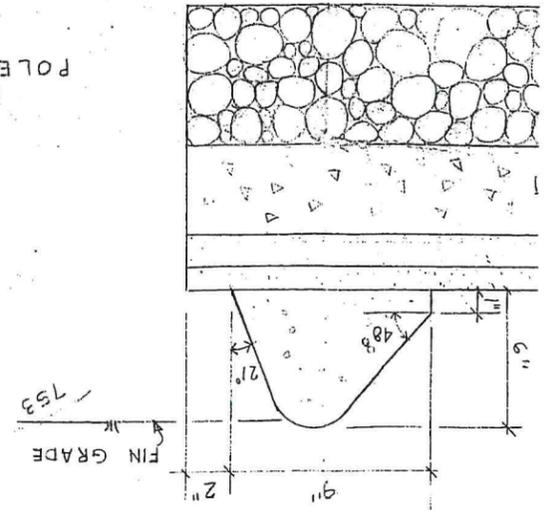
**CRCOG** *CAPITOL REGION COUNCIL OF GOVERNMENTS*  
*Working together for a better region.*

CRCOG makes no claims and no warranties, expressed or implied, concerning the validity or accuracy of the GIS data presented on this map.

Scale  
1:2,257  
Created: 6/27/2023

# PROPOSED LIBRARY PATIO

M  
N  
E  
R  
O  
A  
D



*Approximate Size  
and Location of Conc. Pad*

*40'*

*10'*

PERMITTED USE	GB	NB	RMUZ	I	GMUIZ
Public Utility Building or Substation	SP	SP	SP		SP
State or Town operated Public Commuter Parking Lots	SP	SP	SP		SP
Town of Bolton Municipal Facilities	SP	SP	SP		
Farm Stands [as accessory to a Farm] per 3B3.c.1	SP	SP			
Farmers Markets of Temporary or Mobile Construction per 3B3.c.2	SP	SP			
Seasonal Commercial Agricultural Uses per 3B.3c			SP		SP
Town owned or operated public works or disposal facilities				SP	
ADU's subject to conditions			SP		
Art studios/galleries					SUP
Bakery			SUP		SUP
Banks/Financial Institution	SUP	SUP	SUP		SUP
Beauty Salon/Barber Shop	SUP	SUP			SUP
Bed & Breakfast up to 6 rooms		SUP			
Business of Professional Office	SUP	SUP	SUP		
Candy Manufacturing with retail sales	SUP				
Child & Adult Day Care			SUP		SUP
Child Day Care Center	SUP	SUP			
Cinema with or w/o accessory tavern or restaurant					SUP
Community theater/playhouse					SUP
Construction business				SUP	
Driving ranges and Miniture golf courses	SUP				SUP
Drug Store	SUP	SUP			
Finance. Insurance, real estate					SUP
Fitness Center					SUP
Grocery / Convenience					SUP
Grocery Store	SUP	SUP			
Home Occupations			SUP		SUP
Hotel or Motel, subject to Special Regulations 3B.5; and Bed & Breakfast up to 6 rooms	SUP				
Hotel / motel / B&B			SUP		SUP
House of Worship			SUP		
Lawn & garden equipment sales w/ accessory small engine repair					SUP
Light Manufacturing, subject to Conditions of 8A.3	SUP	SUP			
Manufacturing or assembly of outdoor recreation goods					SUP
Manufacturing or processing of goods				SUP	SUP
Mini Golf			SUP		
Mixed Use			SUP		SUP
Mortuaries/Funeral Homes	SUP	SUP			

PERMITTED USE	GB	NB	RMUZ	I	GMUIZ
Motion Picture or Live Theater, per 8G	SUP				
Motor Vehicle Gasoline Station, per Special Regulations 3B.1	SUP	SUP		SUP	
Motor Vehicle Gas Station			SUP		
Motor Vehicle Service & Repair (General & Limited), per Special Regulations 3B.1	SUP	SUP		SUP	SUP
Multi-family residence on upper floor above 1st floor commercial uses, including at least 10% affordable dwellings			SUP		SUP
Museums/Art studios			SUP		SUP
New & Used Car Sales, per Special Regulations 3B.2	SUP			SUP	SUP
Newspaper printing and job printing	SUP				
Nursery (agricultural)			SUP		
Office buildings (corp offices, med svcs, finance offices, prof svcs)				SUP	
Outdoor storage of equip/materials accessory to permitted use listed in I zone				SUP	
Outdoor/Indoor Rec facility			SUP		SUP
Package Stores	SUP	SUP	SUP		SUP
Personal & Business Services	SUP	SUP	SUP		SUP
Professional Offices					SUP
Restaurants, Fast Food, per 3B.4	SUP				
Restaurants, Full Service, per 3B.4	SUP	SUP			
Restaurants, Take-out, per 3B.4	SUP	SUP			
Restaurants, Take-out, w/outdoor seating [including ice cream/desserts] per 3B.4			SUP		
Restaurants/Banquet facilities w/indoor & outdoor seated dining, per 3B.4					SUP
Retail Shop	SUP	SUP	SUP		SUP
Service Uses					SUP
Single Family Home located on lot for which CO was issued for 1 or more of the uses on this list			SUP		
Studio (photographic graphic arts, crafts)	SUP	SUP	SUP		
Studios & Specialty shops (tea, crafts, etc)					SUP
Take out dining - drive-thru permitted only in business zones (except in NB)					SUP
Taverns	SUP				
Taverns & Inns			SUP		SUP
Telecommunications facilities					SUP
Value added agribusiness & forestry uses (processing & sale)			SUP		
Vetertinary hospital/emergency care					SUP
Warehouse or Freight terminal				SUP	SUP
Wholesale sales, sample room for such commodotoes as furniture, hardware, applicances and other household goods	SUP				