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# Draft Section 1 2015 Andover POCD

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### INTRODUCTION

#### **LEGAL BASIS FOR A PLAN OF CONSERVATION AND DEVELOPMENT**

The legal Basis for municipal planning is found in Connecticut General Statutes Title 8 Chapter 126 Section 8-18 through 8-30f.

Section 8-19 allows for the creation of a local planning commission and Section 8-23. allows for the preparation, amendment and adoption of a POCD.

#### **Consistency with State and Regional Plans and Growth Management Principles.**

The Commission has reviewed the State Plan of Conservation and Development and the Capital Region Council of Governments 2009 Plan, entitled *Achieving the Balance: A Plan of Conservation and Development for the Capital Region.* The Commission has concluded that this plan is completely consistent with the state and regional plans of conservation and development.

**Public Act 2009-230** defined smart growth and required smart growth provisions of state, local and regional plans of conservation and development be consistent.

CGS Section 8-23 requires all future POCD"s to note any inconsistencies with the growth management principles articulated in the statute. These principals are as follows:

- ***Redevelopment and revitalization of commercial centers and areas of mixed land uses with existing or planned physical infrastructure;***

The only area in Andover which contains and allows commercial uses is the Route 6 corridor. This plan discusses the development and revitalization of the Route 6 corridor and recommends the creation of a Village Center Mixed Use zone around the intersection of Rt. 6 and Long Hill Road.

- ***Expansion of housing opportunities and design choices to accommodate a variety of household types and needs.***

The plan includes an entire section of housing and housing affordability. Through a state Office of Policy and Management Incentive Housing grant the plan studies and recommends the creation of an incentive housing zone along Route 6. This section of the plan recommends which new housing types at

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higher densities to address affordability issues and the need to retain and attract young professionals.

- ***Concentration of development around transportation nodes and along major transportation corridors to support the viability of transportation options and land reuse;***

This plan discusses the development and revitalization of the Route 6 corridor which is the major transportation corridor in Andover, including CT Transit bus service and a popular multi use trail.

- ***Conservation and restoration of the natural environment, cultural and historical resources and existing farmlands;***

Andover's greatest assets are its rural character, its history, its open spaces, its forests, its farmland, its historic homes, its stone walls and attractive tree lined streets. This plan recognizes this and strongly recommends the preservation of these assets.

- ***Protection of environmental assets critical to public health and safety;***

The plan strongly recommends the preservation of areas of inland wetlands, rivers and streams, groundwater and large unprotected forest blocks.

- ***Integration of planning across all levels of government to address issues on a local, regional and state-wide basis.***

The Commission has completed a detailed review of the State and Regional Plan's of Conservation and Development and the recommendations contained herein are completely consistent with these plans.

Also, Andover recently participated in a regional study of the Route 6 corridor with Bolton and Coventry and the Capital Region Council of Governments. This plan discusses that study and incorporates many of its recommendations.

A rectangular box with a double-line border containing the text "Section 1" and "Current Conditions" in a large, bold, italicized font.

*Section 1*  
*Current Conditions*

**CHAPTER ONE**

**STATEMENT OF ISSUES AND OPPORTUNITIES**

Andover has tremendous potential to define itself as a unique place in the region.. Andover is an affordable, attractive and almost crime free location for those working in the Hartford region and looking for a more rural setting The town is interested in promoting a type of development which is sustainable, environmentally friendly and preserves the towns rural landscape. Andover's current regulations do little to promote that type of development. If the town does nothing and keeps its regulations as they exist, the town will have to accept cookie cutter type subdivisions and the ill effects of commercial strip development along Route 6.

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With proper planning, Andover can promote the type of growth it desires and at the same time protect its quality of life and its natural and historic resources. Andover can also define itself as a rural town which values and preserves its agricultural history.

Andover's last Plan of Conservation and Development (POCD) was adopted in 2005. That plan has served the town well and many, if not all, of the recommendations remain relevant today. However, Section 8-23 of the Connecticut General Statutes requires municipalities to amend and adopt a POCD for the municipality at least every 10 years.

This 2015 Plan of Conservation and Development is intended to be an update of the 2005 POCD. This document will incorporate relevant and still pertinent recommendations from the 2005 POCD, introduce new ideas and identify specific actions, which Andover must take now to confront the challenges that face small rural towns in Connecticut.

This plan will address the following themes:

- Protecting Our Natural Resources
- Protecting Our Rural Character
- Promoting Diversity in Our Housing Stock
- Creating a Town Center – With compact mixed use development
- Connecting Andover -Complete Streets and the Hop River Trail
- Creating Identity and a Sense of Place for Andover

## CHAPTER TWO

### POPULATION AND HOUSING

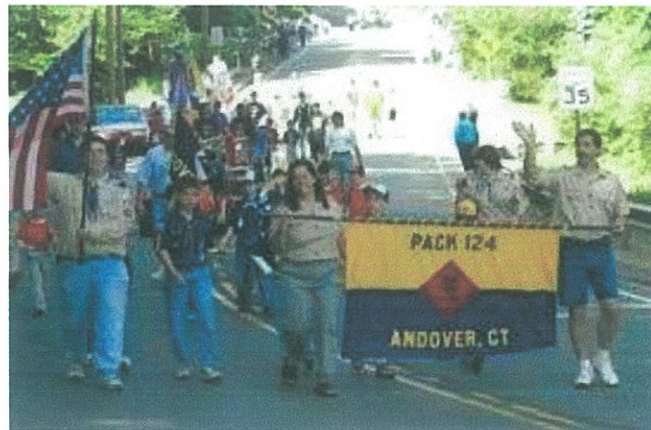
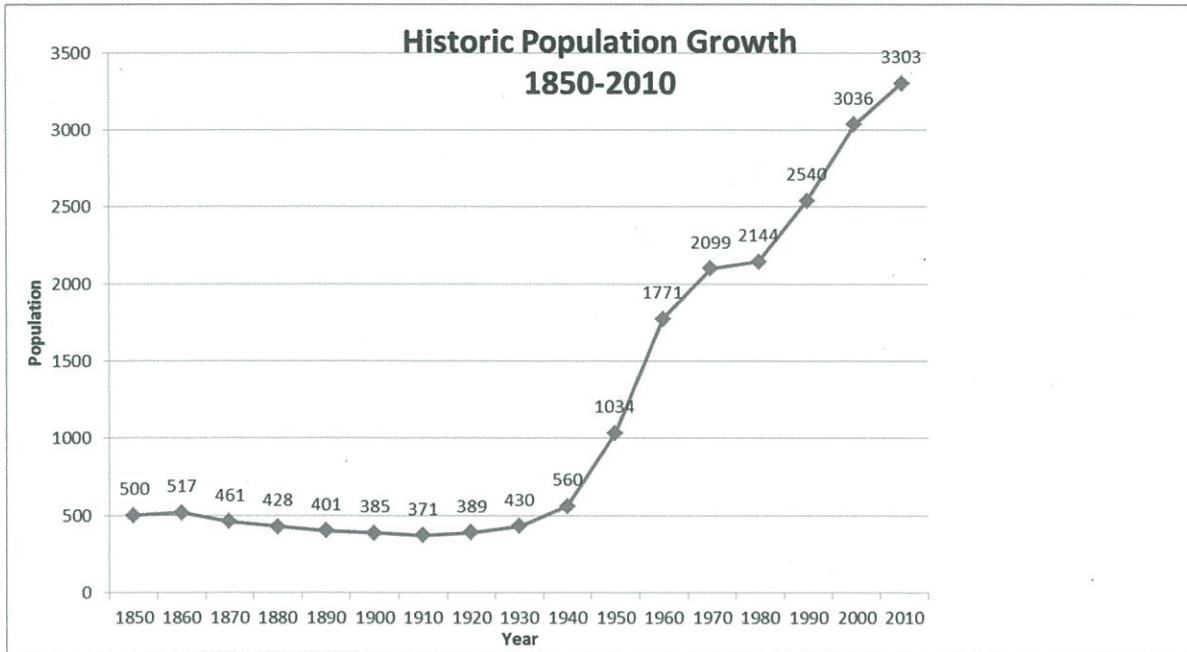
#### Population Growth

A very important indication of the health of a community is population growth. As indicated in the graph below, Andover's population was steady and even declining from 1850-1930. Andover was far removed from the population centers and very much a small rural farming community. It wasn't until the Post World War II baby

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boom and the proliferation of the automobile that Andover's population began to grow significantly.

Now it is that same baby boom generation that poses so many challenges for the future.



As shown in the table and chart below Andover's population grew between 2000 and 2010 approximately half as fast as it did in the prior 2 decades. This is an indication of less and less easily developable land, a recession in 2002 and the severe economic downturn which began in 2008.

**Year**

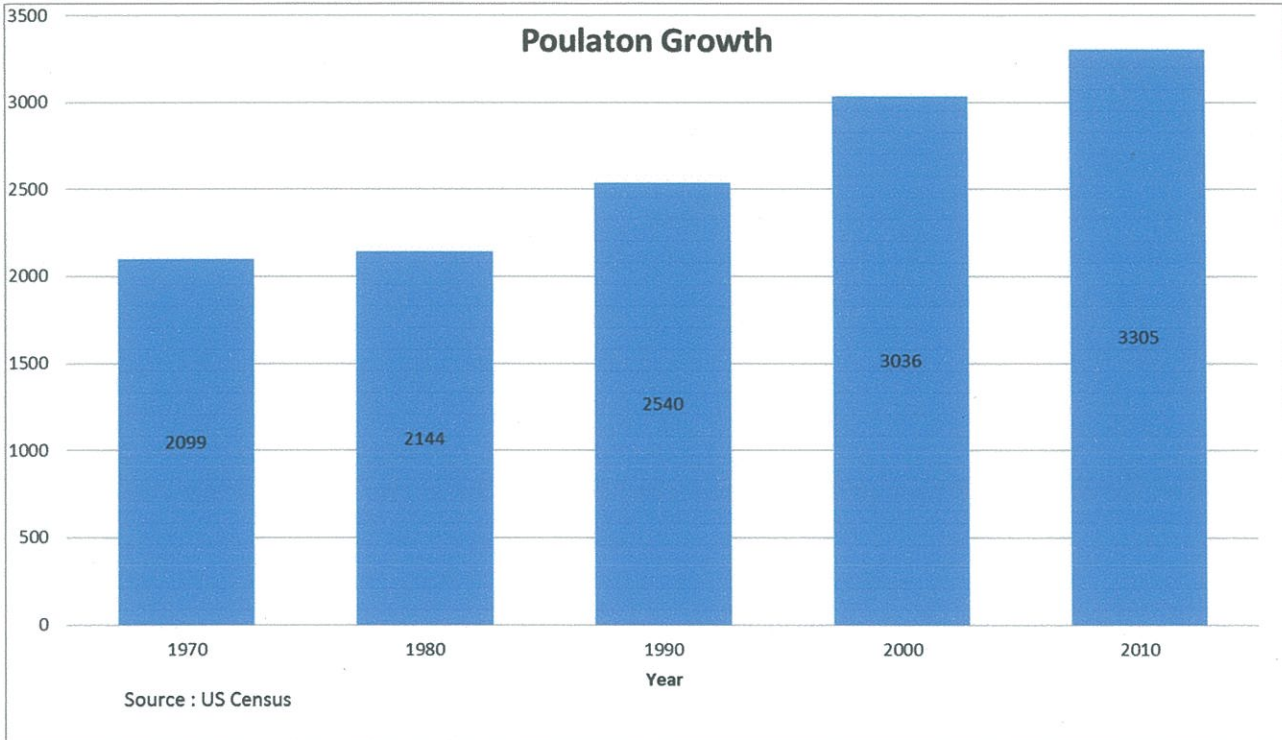
**% growth**

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1980-1990	18.50%
1990-2000	19.50%
2010-2010	8.90%

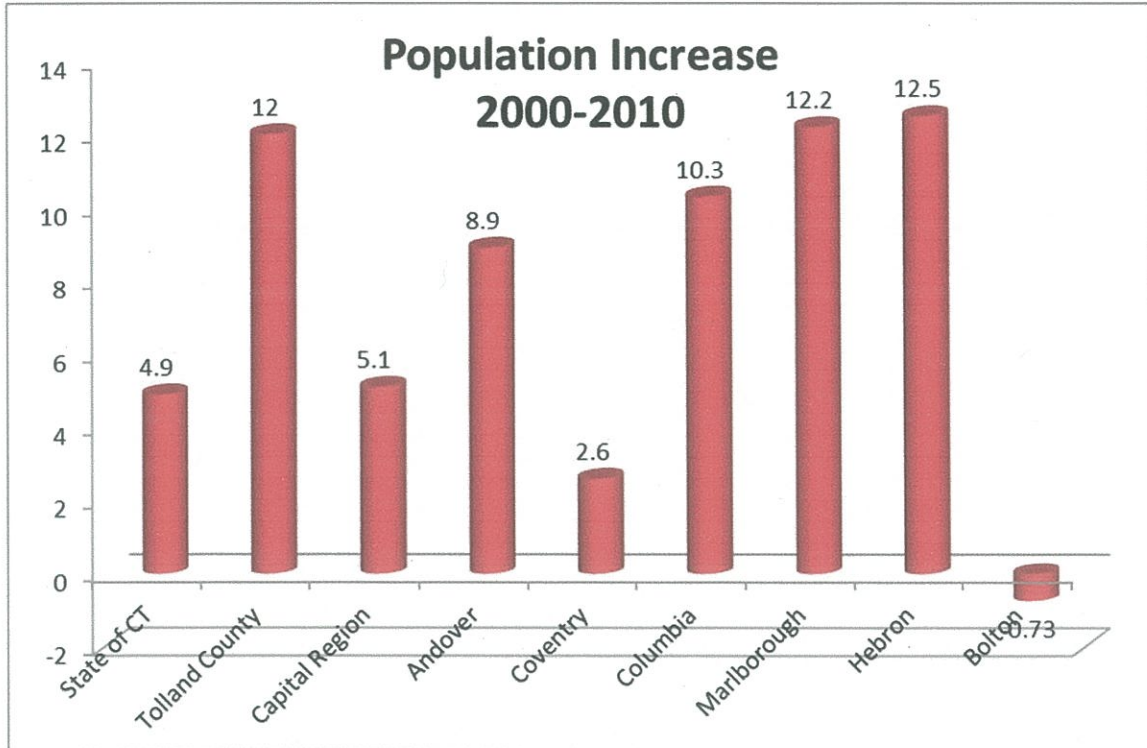


It is helpful to compare Andover's population growth with the State, County and surrounding communities. Andover grew faster than the state and the capital region but slower than Tolland County and Columbia, Marlborough and Hebron.

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### Population Projections

The CT Department of Public Health provides population estimates. That estimate for Andover for July 1<sup>st</sup>, 2012 was 3,272. Which actually suggests a decreasing population from the 2010 US Census figure of 3,305.

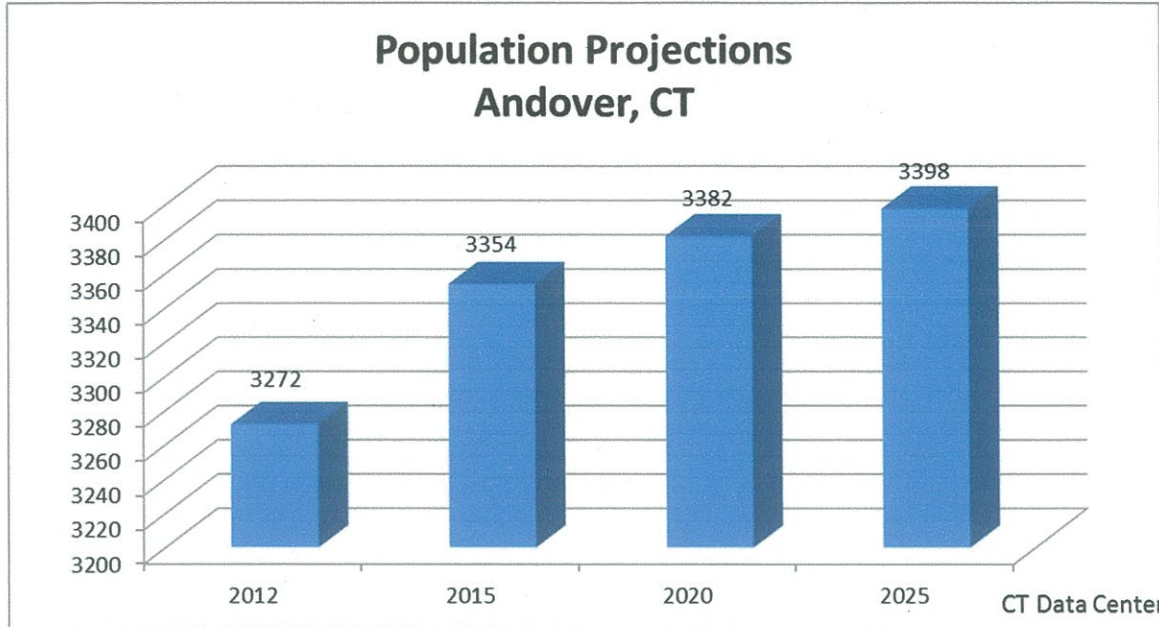
The UCONN Data Center projects the population to increase to 3,426 by 2016. This would be a modest 3.66% increase from 2010.

As Andover looks to the future it is important to understand projected future population growth. The State of CT Data Center projects the following:



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As can be noted above the State predicts very little population growth for Andover in the next 10 years. The projection indicates that the town will grow by a mere 44 residents in the next 10 years. Based on the declining household size the aging population and the small number of building permits issued in the last 10 years it is difficult to disbute these projections.

### **Household Composition**

In 2000 there were 2.73 persons per household and this figure fell to 2.65 in 2010.

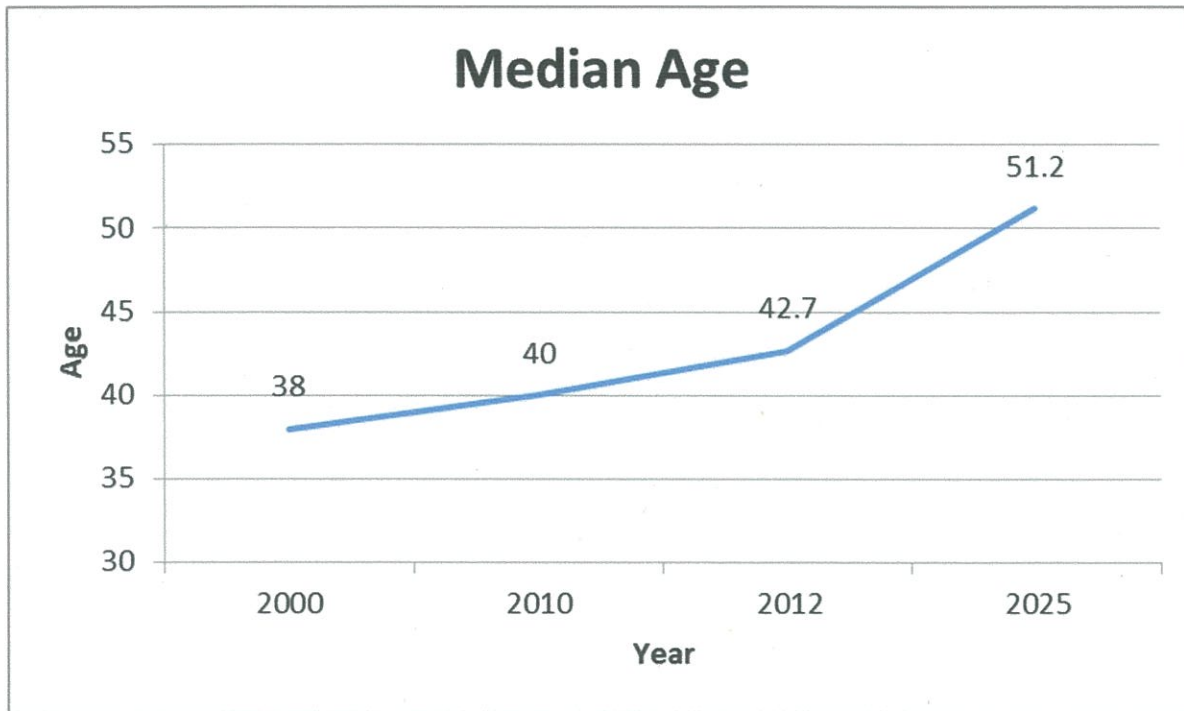
The median age in a town is another indicator of what is occurring with the overall population. In 2000 the median age was 38 years old, in 2010 this figure rose to 40 years old and the US Census American Community Survey estimated the 2012 median age to be 42.7 years old.

The CT Data Center projects the 2025 median age to be 51.2. The median age for the State of Connecticut in 2012 was 39.8.

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### Age Distribution 2000-2010

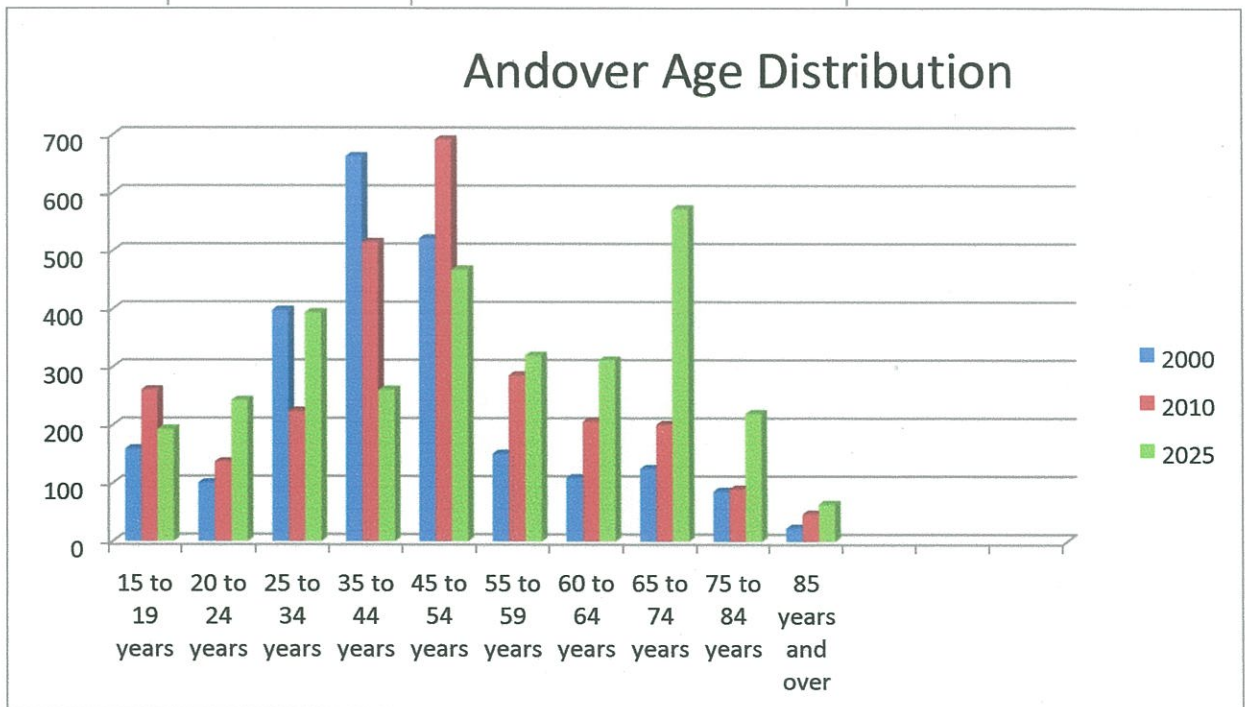
The most significant changes between 2000 and 2010 are highlighted in red. The most significant change, which was predicted in the 2005 plan, was the large decline in the working age cohort (25-44) and the dramatic increase in the 50 - 74 age category.

This is the aging of the baby boomers. The aging of this population, the fact that many in this group will be on fixed incomes and the need to provide services to this group will have significant planning consequences on Andover.

Age Group	2000	2010
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Under 5 years	231	152	-52%
5 to 9 years	242	234	-3%
10 to 14 years	227	258	12%
15 to 19 years	159	261	39%
20 to 24 years	101	137	26%
25 to 34 years	398	224	-78%
35 to 44 years	663	515	-29%
45 to 54 years	521	692	47%
55 to 59 years	151	286	47%
60 to 64 years	109	206	38%
65 to 74 years	125	201	4%
75 to 84 years	86	90	51%
85 years and over	23	47	



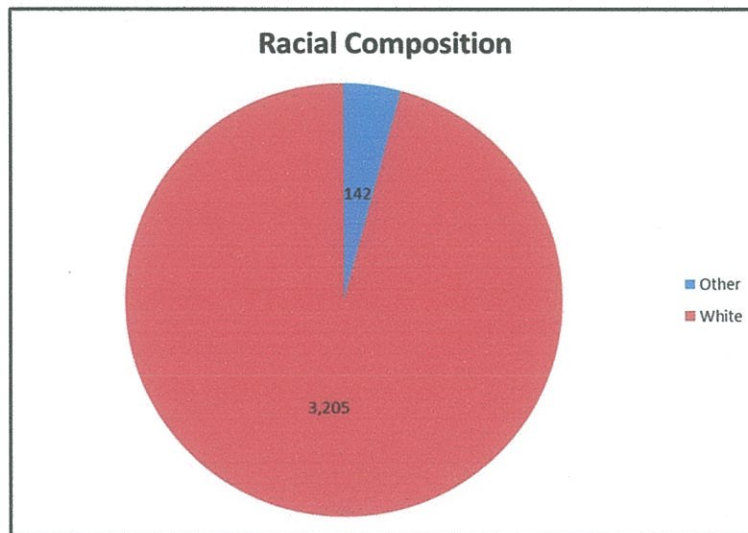
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### Racial Composition

As indicated below there has been very little change in the racial make up of the town. Andover remains 96% white with very little diversity in the population. Andover's minority population of 142, which accounted for 4.2% of the overall population, was the smallest in the entire region. The region has a minority population of 27.5%.

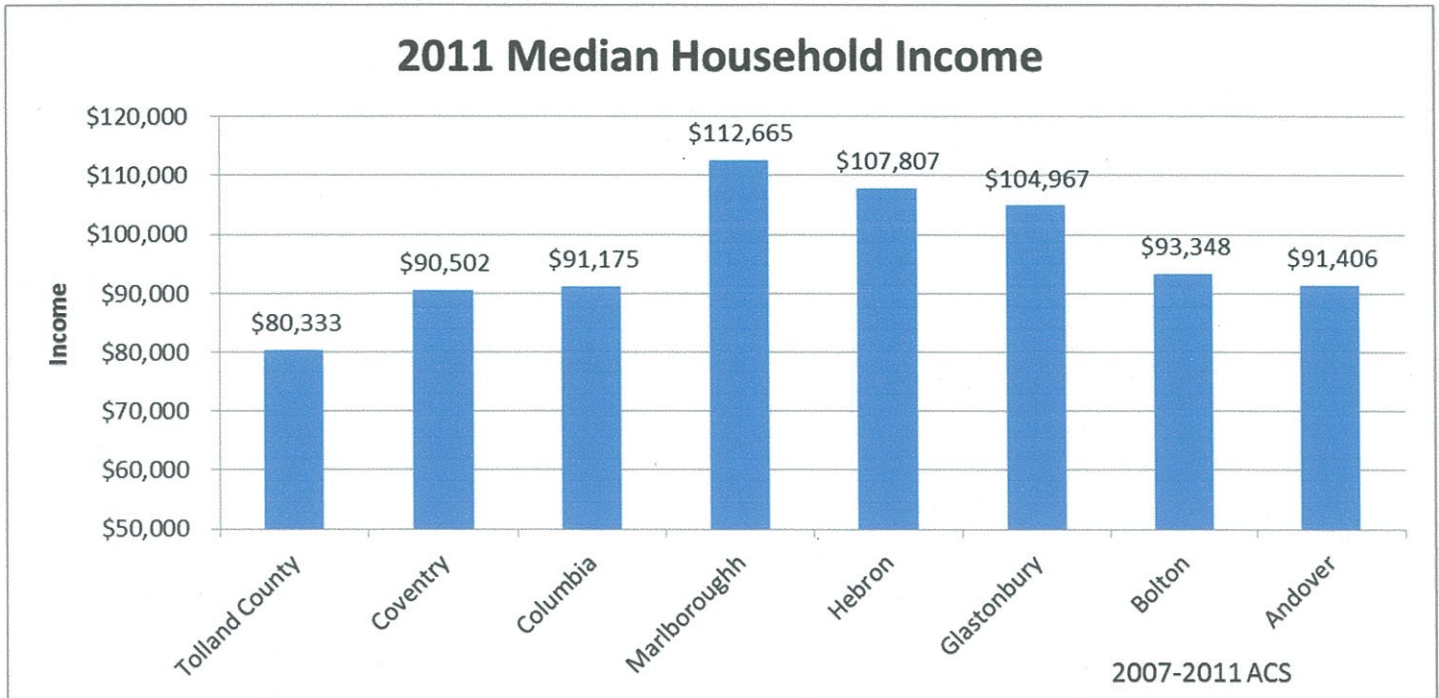


### Income

The median household income is the income level where 50% of the households in the town make less and 50% make more than the median. It is not the average income and is not influenced by disproportionately high or low income individuals.

The chart below shows that Andover's income lags behind that of the surrounding communities.

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### Poverty level

As noted below the poverty level is significantly below the county and the states level but in Andover the poverty level has doubled in the last 10 years. This is a larger increase than the increase in te county and the state.

The increased poverty level is clearly the lingering effects of the severe economic downturn which began in 2008.

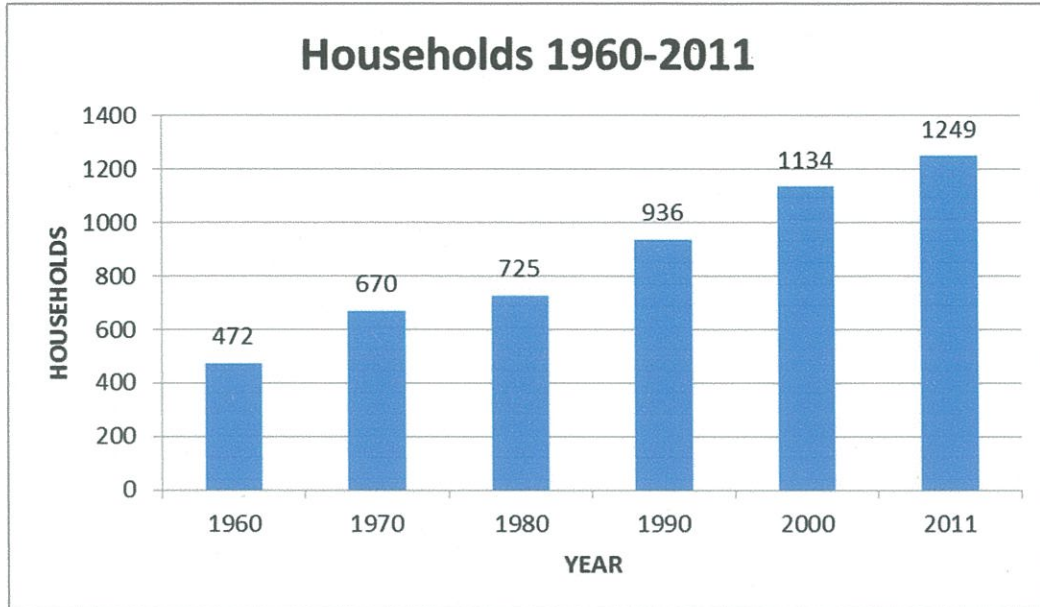
	<u>1999</u>		<u>2010</u>
Andover -	2.5 % (83 people)	Andover -	4.7 % (156 people)
County -	5.6%	County -	6.4 %
State -	7.9 %	State -	9.2 %

### Households

As the chart below indicates the number of households has increased steadily since 1950. The number of households increased from 1,134 units in 2000 to 1,249 units in the year 2011. This is a 10% growth rate as compared to a 23% growth rate between 1990-2000.

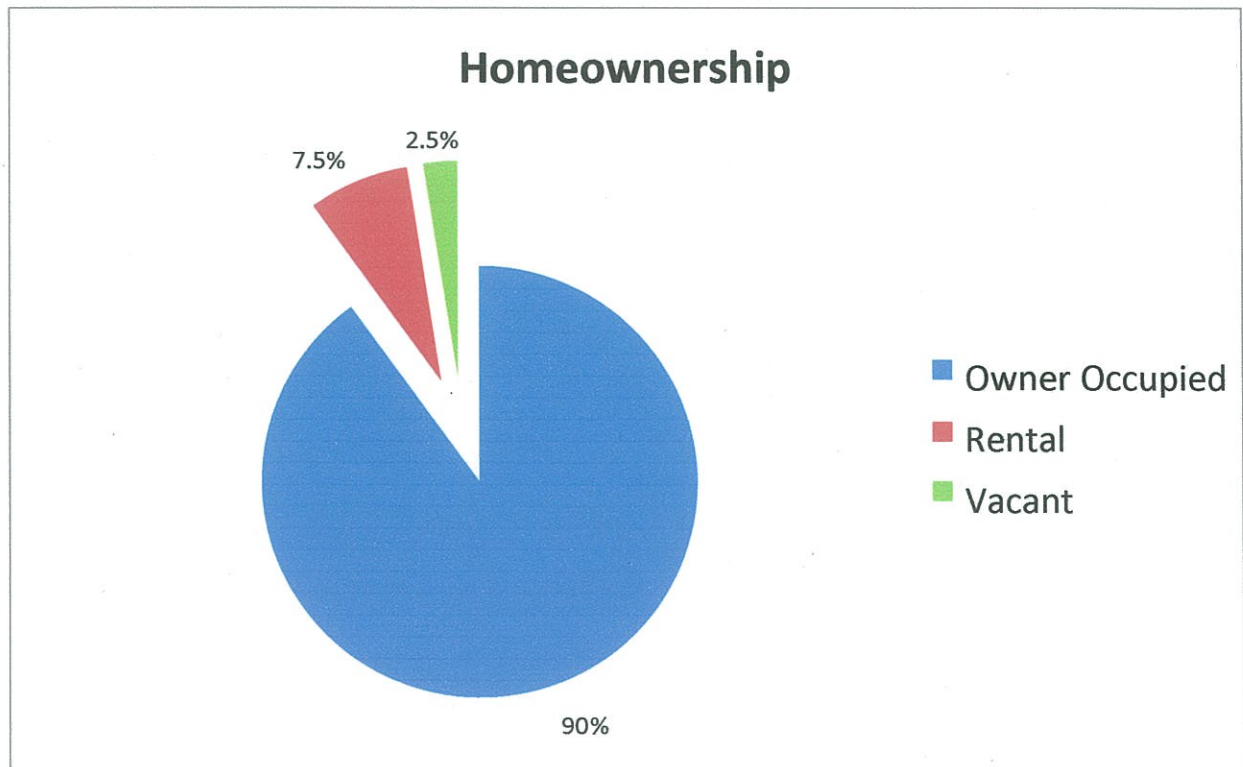
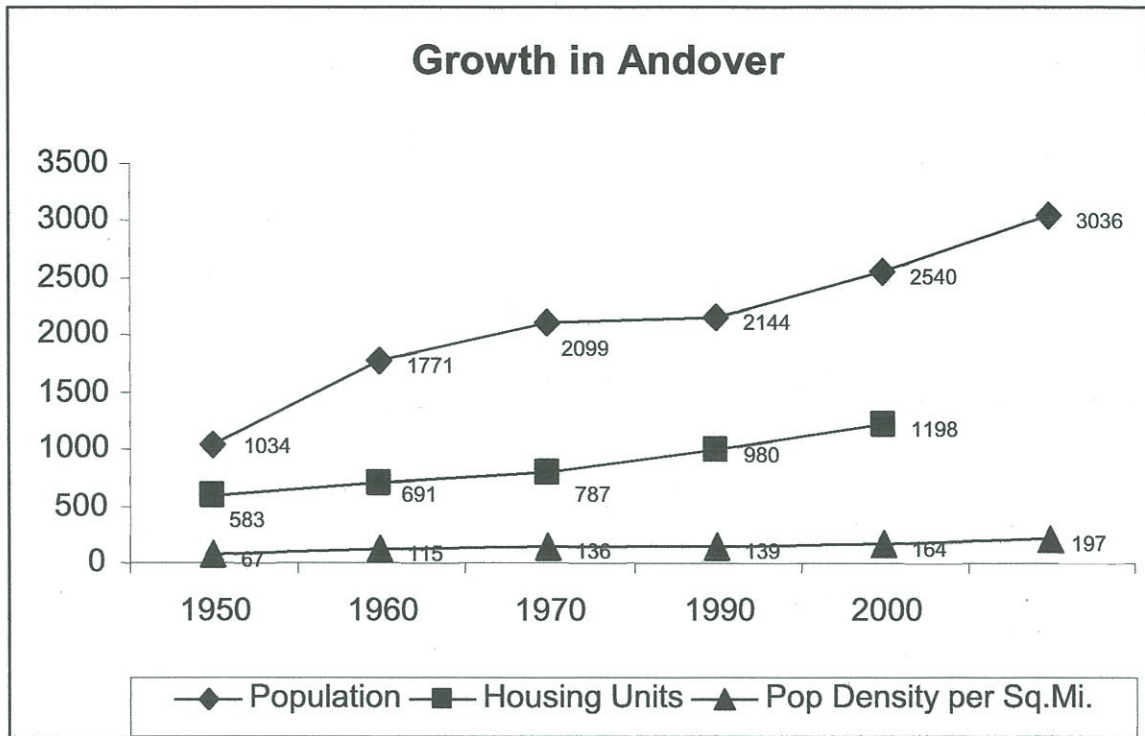
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93 % of these units are single-family homes. Of these units 90% are owner occupied and 7.5% are rental. This is in comparison to a region with 66% owner occupied and 34 % rental. A high rate of owner occupancy has been considered very positive for a community due to the “pride in ownership” which results. However, a lack of housing diversity does limit choice and blocks lower income and younger population groups from choosing Andover as a place to reside. In the year 2010 there was a healthy 2.3% vacancy rate which is down from the 4% rate in the year 2000.

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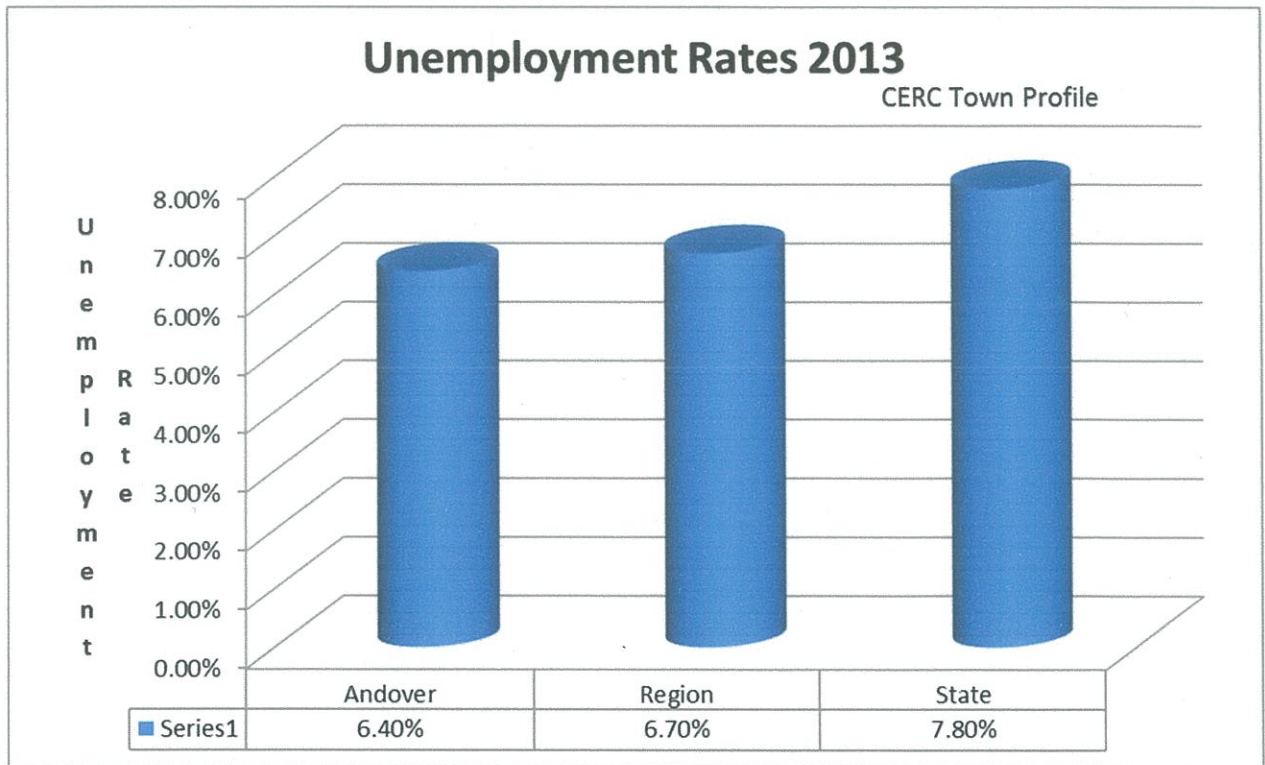
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### Labor Force

Andover can best be described as an “outer ring” rural town, which acts as a “bedroom community” for surrounding urban areas of Hartford, Manchester and Willimantic. In 2013 Andover had a labor force of 1,990 with an unemployment rate of 6.4%. This figure is significantly higher than the 1.6% unemployment rate in 2000. The region had a 6.7% unemployment rate and the state’s unemployment rate was higher at 7.8%. (2013 CERC town profiles)



### Commuting Patterns

The 2010 census indicates the vast majority of Andover’s population works outside of town. Based on the 2010 census figures only 75 people work and live in Andover.

The census found that 87 % of Andover’s labor force commutes to other towns for work. The majority commuted to the traditional employment centers of Hartford,



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Manchester and East Hartford. It would certainly be desirable to create more employment opportunities in Andover for its residents.

### CHAPTER THREE

### TRANSPORTATION, LAND USE AND ZONING

The Town of Andover is comprised of 9,984 acres or 15.5 square miles. Its elevations range from 300 feet above sea level at the Hop River to a high point of 720 feet above sea level in the vicinity of the intersection of Jurovaty and Gilead Roads. Figure 1A displays the local and state roads and the Hop River Multi-Use Trail. The primary artery through town is CT RT 6 which had a 2013 Average Daily Traffic (ADT) count of approximately 17,000 cars.

Others ADT's for 2013 include:

- RT 87 Jonathan Trumbull Hwy - ADT 3,400 cars
- RT 316 Hebron Road ADT - 1,500 cars
- RT 603 Boston Hill Road ADT - 1000 cars (CT DOT)

The Hop River State Park Rail trail is an increasingly popular multi use trail for biking, walking, cross country skiing and jogging. The trail is approximately 19 miles long and runs along a former railroad line from Manchester CT to the Willimantic River at the Columbia/Windham town line. The Andover section of the trail is six (6) miles long and there are several access points in Andover. Access points include:

- Bailey Road, Andover
- Burnap Brook Road, Andover - parking area
- Monument Lane, Andover - parking at Andover History Museum
- Wales Road, Andover - parking area
- Shoddy Mill Road, Andover - parking area
- Center Street, Andover
- Lake Road, Andover- parking area (Wikipedia)

The most prominent natural resources are Andover Lake, the Hop River and its associated flood plain, Bishops Swamp and Bear Swamp and Bunker Hill.

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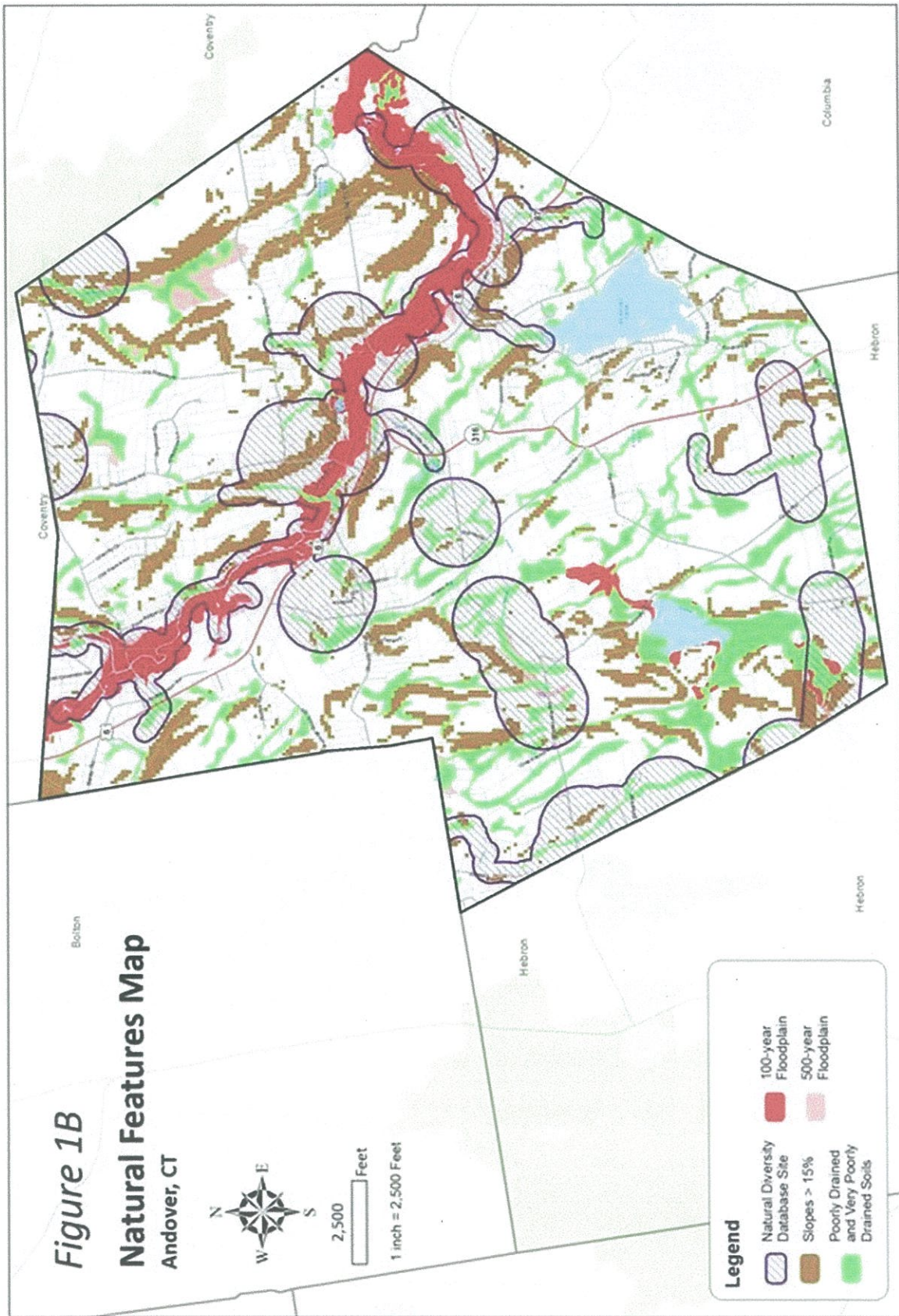
Rolling hills, fields and pastures, forested land, the Hop River flood plain and developed land characterize the landscape. Figure 1B Natural Features Map displays the fact that a significant portion of the town is composed of wetland soils, water bodies, flood plains and slopes in excess of 15 %.



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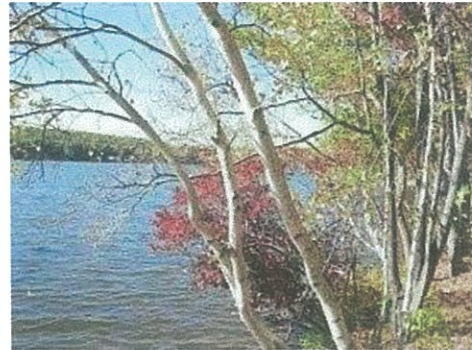


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Bishop Swamp Pond

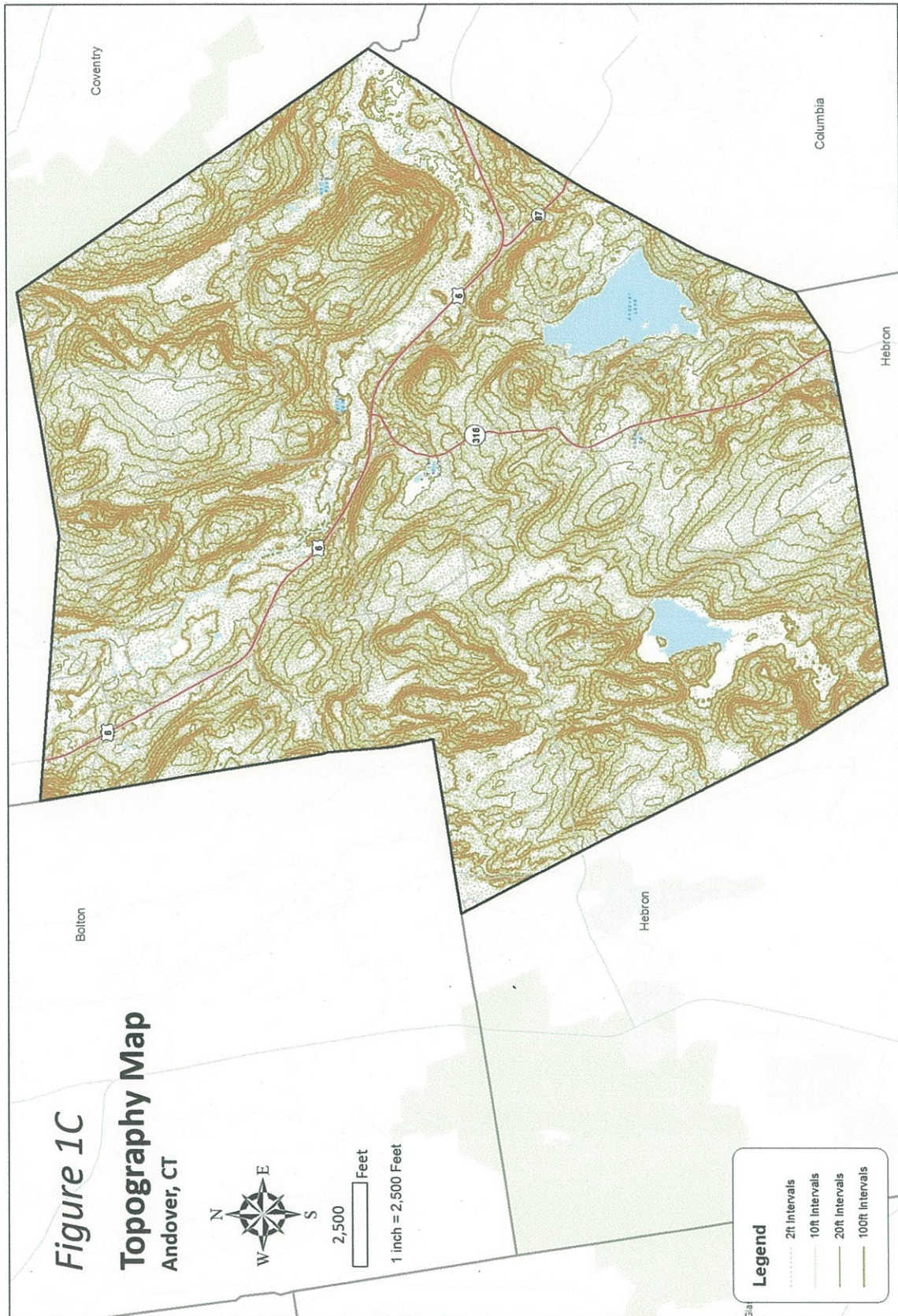


Autumn at Andover Lake



Stonewall, farm and pasture in Andover

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**Current Land Use**

Of the nearly 1,700 lots in Andover the majority contain single-family homes. Some of these homes are on lots as small as an eighth of an acre to lots well in excess of 50 acres. Many of these lots hold potential for re-subdivision.

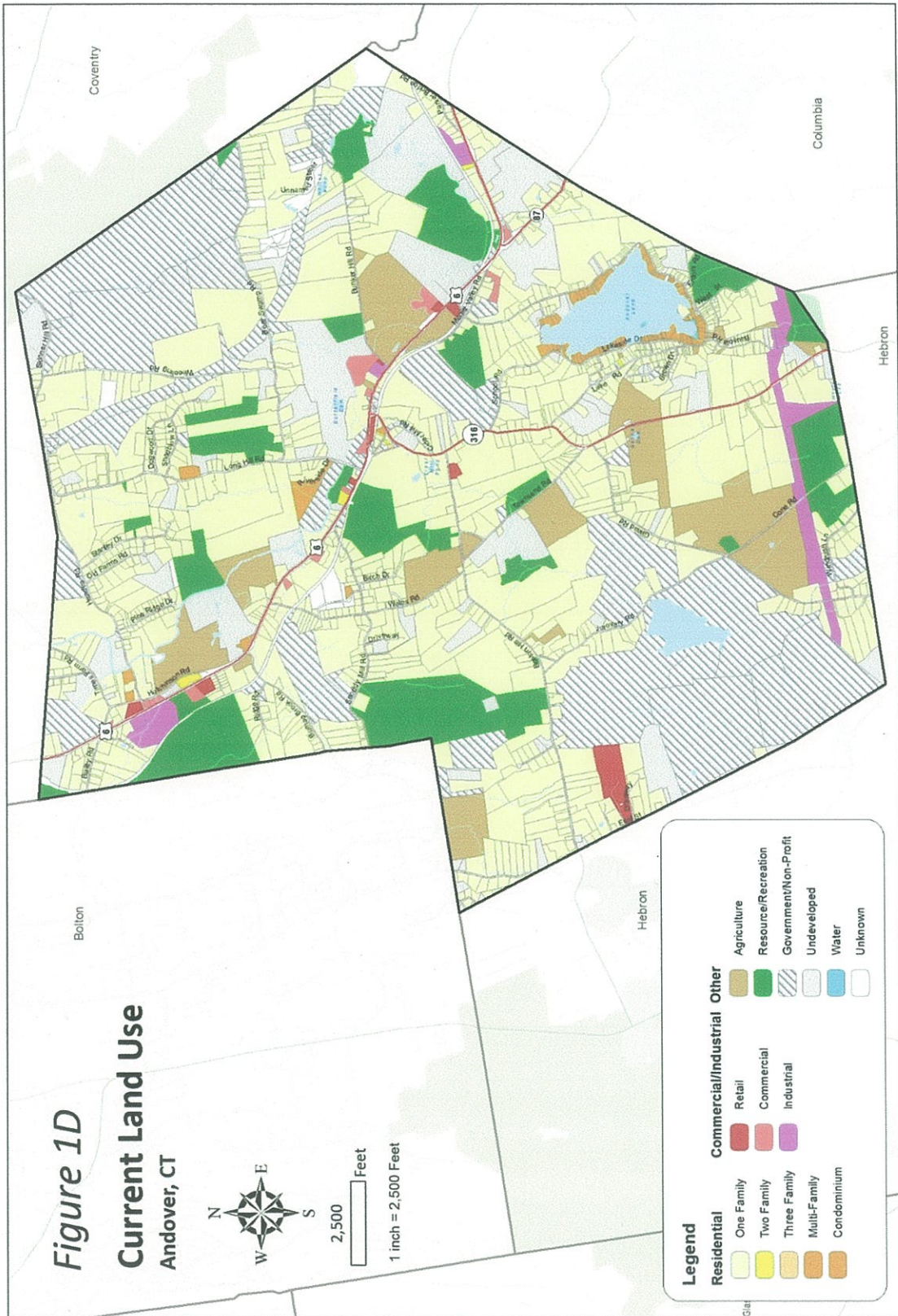
The current land use map displays all of the uses within Andover. These uses include developed land, undeveloped land, agricultural land, government land, and commercial and industrial land. As is displayed, a significant amount of land, almost 18% of the town, is owned by state or local government and therefore unavailable for future development.

The table below displays the acreage of current land uses and concludes by stating the amount of land suitable for development.

<u>Land Use Analysis</u>	
Total Land Area -	9,984 acres
Flood plain, Wetlands and Watercourses -	1,002 acres
Slopes in excess of 15 %	3,102 acres*
Developed Land	
Residential -	1,229 acres
Commercial -	127 acres
Industrial -	16 acres
<u>Total</u>	<u>1,372 acres</u>
Town & State Land (includes roads)	1,797 acres
<u>Total Unavailable for future development</u>	<u>7,273 acres</u>
Land available and suitable for development – 2,711 acres	
*Note: There is no legal prohibition on developing this land and some of the land may be developed.	



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### Overlay Analysis

In order to better understand the location and spatial distribution of land which is most suitable for future development an overlay analysis was performed using a computerized geographic information system.

Figure 1G compiles the following features on one map: existing open space, flood plain, inland wetlands, slopes in excess of 15%, other state and town owned land and land where the development rights have been acquired by the State of Connecticut.

By process of elimination the land remaining is the land which is most suited for future development. However, much of the remaining land displayed on Figure 1G is already developed into residential subdivisions with no future development potential.

Figure 1H combines all of the constraining features and all lots under five (5) acres (no further development potential) into one category (grey shading). The land areas not shaded grey are those areas within the community that are most suited for future development provided sufficient access can be obtained and soil characteristics allow for adequate private sewage disposal.

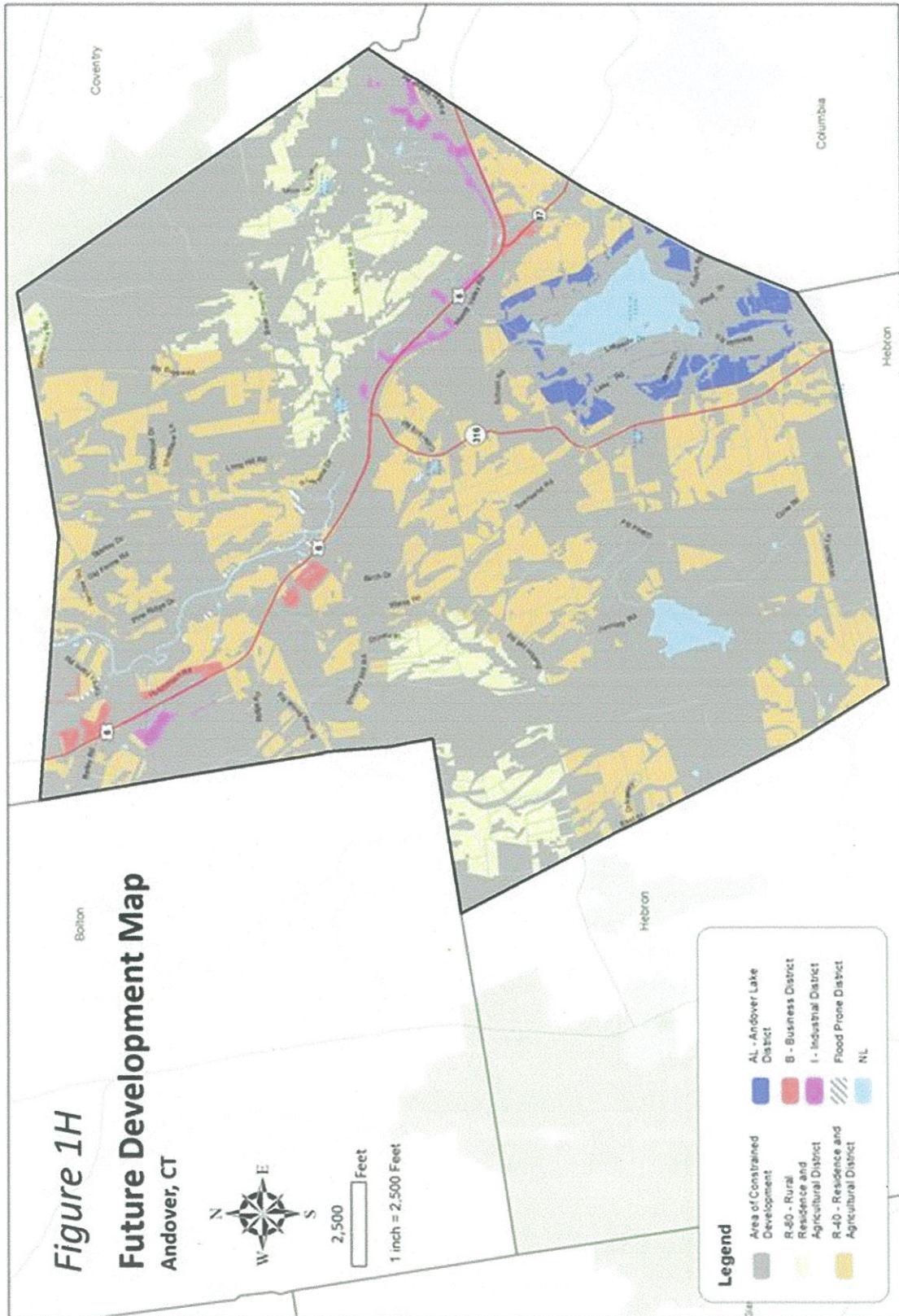
The table below displays the amount of unconstrained land by zone.

Zone	Zone_Description	Acres
AL	ANDOVER LAKE	194.55
B	BUSINESS	82.90
FP	FLOOD PRONE	16.79
I	INDUSTRIAL	75.06
NL	NO LABEL (WATER)	7.72
R-40	RESIDENCE & AGRICULTURAL	2,043.94
R-80	RURAL RESIDENCE & AGRICULTURAL	751.89
TOTAL		3,173 acres

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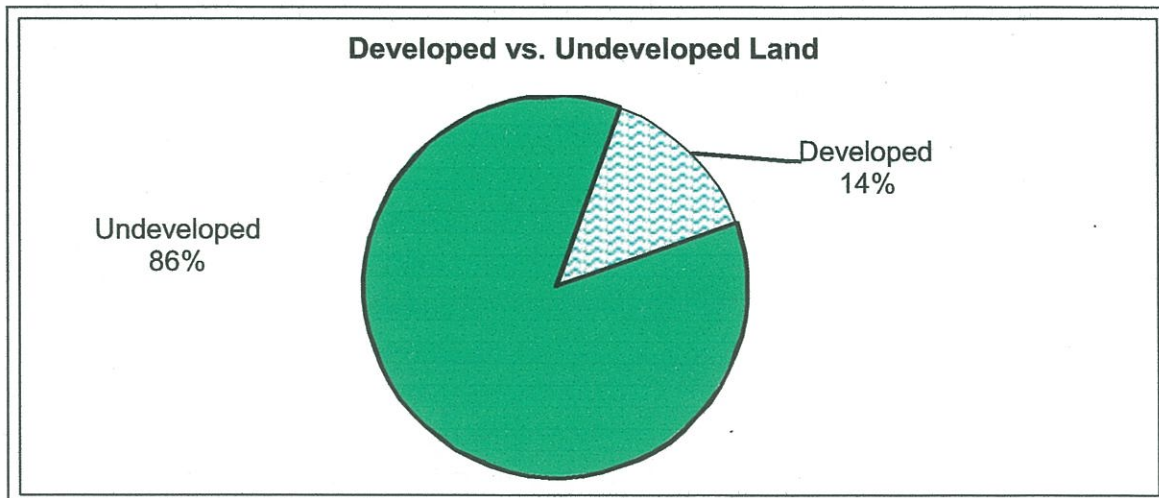
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## Current Zoning

Another important consideration when evaluating the suitability of the land for future development is the way the land is currently zoned. The table below shows that 91 % of the town is zoned for single family residential development on lots of approximately one and two acres. The town is currently zoned for suburban sprawl.

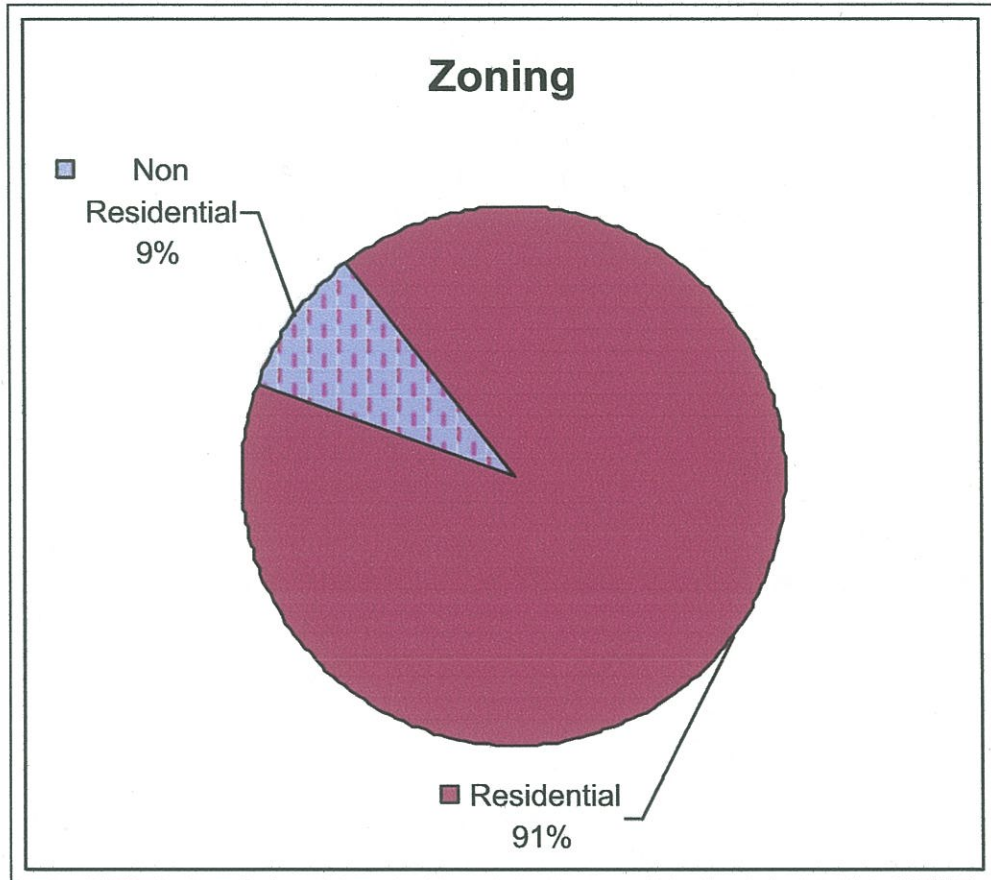
Other zones include business and industrial. These zones are very limited in size, a significant portion of the land in these zones is already developed and an even larger portion of the land zoned for business and industry has environmental constraints. These constraints are displayed in the next series of maps.

<u>ZONE</u>	<u>TOTAL</u>	<u>DEVELOPED</u>	<u>UNDEVELOPED</u>
Residential -	9,094 acres	1,229 acres	7,865 acres
	70% - R40		
	30% - R80		
Business -	240 acres	127 acres	113 acres
Industrial -	310 acres	16 acres	294 acres
Flood Plain -	340 acres		
<b>TOTAL</b>	<b>9,984 acres</b>	<b>1,372 acres</b>	<b>8,272 acres</b>



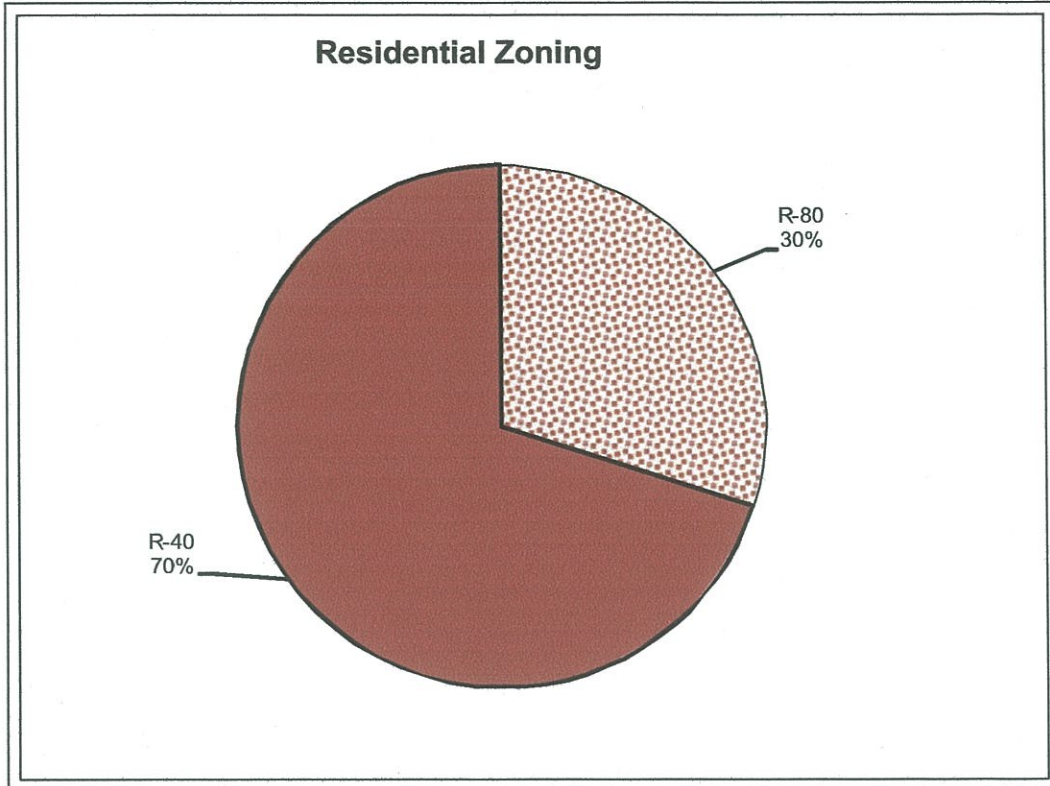
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### CHAPTER 4

#### SECTION I CONCLUSIONS

Upon review of the first three chapters, very significant issues become apparent. These are issues that Andover needs to address now in order to be prepared for the future. The issues are:

##### On Population

- Andover's population will be an increasingly older population.
- The aging of the baby boom generation. The last of that generation was born in 1964. As can be noted below the baby boomers, between 50-70, have increase dramatically since 2000. This trend will continue and these groups now represent nearly one third of Andover's population.
- In 2025 a full 25% (856 persons) of the population will be over 65 years of age. This will represent a 153% increase from 2010 figures. CT Data Center projections indicate Andover will be one of only 3 communities in Connecticut whose 65 and over population will increase by over 150%. Median age will increase to 51.3.
- The population has grown much slower than previous decades and projections indicate continued slow growth out to 2025.
- This aging population will become a very significant problem for rural towns, like Andover, as younger populations move to more urban areas with more rental options. This will cause the demand for large lot single family homes to decline. At the same time baby boomer homes will be coming on the market. This will happen as boomers pass away or as they are looking to downsize to rental units in urban areas or to move to warmer climates. They will be unable to sell and will be forced to keep lowering their asking price, thus affecting the grand list.

##### On Households

- Household Composition – the 5 and under age cohort is down significantly and those in the most productive age cohorts, ages 25 to 44, are down significantly.
- Since 2000 Andover's family size has declined and the median age has increased.
- The number of households has increased steadily since 1950. These homes are predominantly single family residential on large lots. This trend will continue, as available land is subdivided into single family housing developments primarily because that is the only housing type the town allows.

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### On Land Use

- There has been virtually no change in land use. There has been no commercial or industrial development since 2005 and only a handful of small residential subdivisions and one 4 lot commercial subdivision, the lots remain undeveloped.
- Andover remains a predominantly white, middle income community of single family homes on 1 acre plus lots.
- There has been virtually no change in the housing stock since 2005. There have been no additional multi-family units developed and only 39 single family building permits were issued between 2006 and 2013.
- The poverty level has doubled between 2000 and 2010 which is clearly the lingering effects of the severe economic recession but also the aging population being dependent on fixed incomes like social security.
- While wetlands, flood plain, and steep slopes restrict significant amounts of land in Andover, there are still over 2,000 acres of land available for future residential development on lots of one or two acres in the R-40 and R-80 zones. Andover simply cannot afford to grow in the manner as currently allowed by its zoning regulations.

### On Housing

- It is a well recognized fact that younger residents are fleeing the state for better jobs and more exciting lifestyles in urban areas. This will be particularly acute in Andover where there are very few attractive, affordable rental options.
- Communities with a higher percentage of owner occupied homes have historically done better. However, this may be changing as young people decide not to make the long term commitment of homeownership or can not qualify for a mortgage due to poor credit, lack of a down payment or student loan debt.
- The lack of affordable housing and rental units in Andover explains the disproportionately high percentage of persons over 65 when compared to the rest of the state.
- This lack of choice in housing makes Andover almost inaccessible to younger age groups and the states moderate-income residents.
- The vast majority of Andover residents commute to other communities for employment. Andover will continue to be a “bedroom” community and will never be an employment center, due to a lack of infrastructure and suitable land.

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### On Sense of Place

- Andover currently enjoys a beautiful rural landscape, which is rich in history. Unfortunately, there is no plan to protect and take advantage of these characteristics and Andover's Zoning Regulations and Subdivision Regulations are a blue print for suburban sprawl.
- Creating gateways into the town and a sense of place will be crucial to future economic development efforts. It will also help foster a sense of pride for the community.
- The towns rural character, Andover Lake, the Hop River, the Hop River State Park Rail Trail, the National Register Historic District and the potential to create a compact mixed use town center will define the future of Andover. These features are uniquely Andover and will be key to shaping a prosperous future.

## CHAPTER 5

### PUBLIC WORKSHOPS AND CITIZEN SURVEYS

Public participation is a critical part of any planning process and the update of a Plan of Conservation and Development is no exception. The Planning and Zoning Commission must understand what the people of Andover would like to in their community. The Planning and Zoning Commission is made up of elected officials and their work should be a reflection of what the community desires. The Plan of Conservation and Development is prepared by the Planning and Zoning Commission but ultimately, to insure its implementation, it should be a plan recognized by everyone in Andover.

Public opinion surveys are one tool to gauge the public's thoughts about their town. Surveys were conducted for the 1980, 1990 and 2005 plan updates. In each case surveys were mailed to every household in the town and the response rate ranged from 16% - 24%. Another very useful tool is to listen during public workshops. To this end the Planning and Zoning Commission held four (4) public information meetings. The Commission invited the general public, appointed and elected officials.

Based on past surveys, what the commission heard during the public meetings and the Commission's combined knowledge of the community and its citizens the Commission has concluded there has been very little change in public opinion over the last 35 years.

Below is a discussion about the public's opinion on various planning issues:

#### **On Housing**

When asked which type of housing should be allowed in Andover there has been very little variation over the years. The vast majority of respondents prefer single family homes (>80%). Andover has also been very supportive of elderly housing (>80%). The Commission is confident this still the case in 2015 but there was some recognition of the value of a limited amount of new rental housing along Route 6.

#### **On Retail Development**

The survey asked where shopping facilities should be allowed. Once again the surveys have been very clear and the sentiment remains the same in 2015. Retail development is needed but should occur only on RT 6 and should first revitalize the existing Andover Plaza.

#### **On Promoting Industry**

Over the years the public's opinion on this topic has been getting clearer and clearer. The public comments from the 2015 process support the fact that the public understands that economic development helps pay for local services and helps keep residential taxes affordable.

#### **On Town Services**

When asked "Are you willing to pay an increase in taxes for the following?" respondents were clearly in support of purchasing land for open space, education, and protecting the environment. Respondents in all surveys were overwhelmingly opposed to the town buying land to promote commercial and industrial development. Again, the Commission feels these findings remain consistent today, but again there has been some discussion of the town entering the real estate market to control the future use of key parcels in the town center area.

### **On Preservation**

When asked “What features are the most important to preserve?” Respondent’s opinions on the need for preservation of various features have become more pronounced. The respondents indicated the preservation of historic features, scenic areas, agricultural land and open space were a top priority.

### **On Andover’s Most Attractive Attributes**

When asked what they like most about Andover respondents opinions remained the same over the years and the Commission is confident these opinions are reflective of today’s opinion.

<u>Attribute</u>	<u>Rank (with 1 being the most desirable)</u>
Rural Country Atmosphere	1
Location	2
Schools	3
Close to Employment	4
Cost of Housing	5
Recreational Activities	6

### **On Growth Policy**

In each survey the majority of respondents indicated that Andover should “restrict growth by large lot zoning”. But at the same time respondents recognized the need for growth and indicated their preference for “regulated” growth.

In 2015 the Commission has heard a desire for a town center, open space / cluster development as a way to preserve more open space and a desire for more compact mixed use development in and around a “town center” type setting and along Route 6.

### **Conclusion**

As discussed, very clear opinions regarding Andover’s future are apparent and have not changed over the last 35 years. The residents of Andover choose the town for its small town rural atmosphere with a healthy environment and a high quality school system. Residents are clearly not interested in significant change and their comments and opinions reflect that.

**CHAPTER 6**  
**PUBLIC WORKSHOPS AS PART OF INCENTIVE**  
**HOUSING ZONE PROCESS**

Reserved for future public workshops

## CHAPTER 7 MANAGING FUTURE RESIDENTIAL GROWTH

The 2005 Plan was primarily concerned with the costs of suburbanization and the impacts on the education budget. Since the great recession began in 2009 this issue has been largely nullified as family size has been declining, young people have left the state and the demand for single family homes is down significantly. The school age population across the state has been declining and school districts are now grappling with how to deal with declining enrollments.

Over 90 % of the land in Andover is zoned R40 and R80 residential. These areas are wooded with farms interspersed. The roads are narrow and lined with old trees, stone walls and often historic homes set back into the woods. It is these areas that define Andover as an attractive rural residential community. As the 2005 Plan of Development stated

*“In survey after survey over the last thirty (30) years, the people of Andover have consistently stated that the small town “rural character” is the most attractive and positive reason associated with living in the Town of Andover.*

This 2015 Plan of Conservation and Development’s primary goal is to :

- Preserve and protect Andover’s small town rural character.



While the landscape in the R40/ R80 zones is beautiful and preserving the status quo may be the most desirable goal, new development is inevitable and will occur on some of the 2,800 acres of land that is zoned R40/R80 and prime for development.

There are 2,040 acres of prime land for development in the R40 zone and another 742 acres in the R80 zone. The 2005 Plan indicated that:



*"Currently 91% of the town is zoned residential. Of that figure 70% the town is zoned R-40 and 30% is zoned R-80. This means the majority of the town will be developed with one (1) and two (2) acre lots. Andover's subdivision regulations are a recipe for cookie cutter type development. They require 30 foot wide roads, concrete sidewalks, streetlights and over sized cul-de-sacs. Zoning mandates uniformity. Each lot has to have a minimum lot width of 200 feet and all lots have the same setback requirements, almost mandating a line of single family homes all the same distance to the street. These are all requirements that are inconsistent with the town's rural character and yet they are required."*

To best protect the existing pattern of development in the R40 and R80 zones the Planning and Zoning Commission must be afforded the flexibility when considering applications for the subdivision and re-subdivision of land. Currently the regulations do not give the Commission that flexibility.

This plan strongly recommends the adoption of a new open space regulation which provides an adaptable approach to the arrangement of housing lots and open space. Such a regulation will allow for the preservation of important open spaces, including prime farmland soils and high quality woodlands. The regulation will allow for private roads, community septic systems, the clustering of the homes on half of the property and the preservation of the other half, the placement of homes on the edges of fields and preserving the open fields and the preservation of historic features. A draft of this Andover Rural Design (ARD) regulation is attached.

While this Plan recognizes the benefits of carefully designed open space subdivisions it also recognizes and supports traditional patterns of residential development, where appropriate and/or necessary due to soil constraints. This Plan recognizes the desire of some to have large lot residential development of five acres or more, particularly where such lots will be used for the raising of crops, the keeping of horses and other livestock, the building of barns or will otherwise promote, protect, retain and encourage Andover's rural character.

## **Conclusions and Recommendations**

- As recommended in the 2005 Plan the Planning and Zoning Commission should consider changing the R-40 designation to R-80. Implementing such a plan will change the density of the future population in Andover and thus the population at total residential build out.
- To avoid the negative effects of cookie cutter development this plan strongly advocates for regulations which provide for a higher density and more appropriate pattern of development , which at the same time preserves more land as open space.

- Regulations need to be developed which allow the type of development the community truly desires and the type of development, which will preserve its rural character. It is important that the new type of development be an out right permitted use. This will send a strong message to the development community by promoting the desired pattern of development and discouraging the standard cookie cutter type subdivision.
- The new regulation needs to calculate the density based on the underlying zoning and then group the homes on half of the land area and require that the other half remain as open space. Developments must incorporate low impact design (LID) methods, open spaces should abut other open spaces where possible. The required road width should be 22 feet, cul-de-sacs should be discouraged, open drainage systems should be specifically allowed and lot areas and set back requirements should be flexible to allow creative placement of home sites.

The appendix to this chapter presents the “Andover Rural Design” (ADR) regulation. This regulation accomplishes the above, with or without the R80 rezoning. It is recommended that the regulation be adopted into the Zoning Regulations, after the required public hearing.

## APPENDIX I

## **SECTION 4.17**

### **SPECIAL REGULATIONS – Andover Rural Design (ARD) regulation to produce Open Space Subdivisions**

**4.17.1 Purpose** - Without increasing overall density, the purpose of ARD is to ensure that residential development in Andover, to the extent reasonably possible, preserves the natural features of the land including agricultural soils, wetlands, watercourses and the rural character of the community. In the interest of promoting these objectives, development shall be permitted on lots of lesser dimension than would otherwise be required by Section's 5 & 6 & 7 and 11.2 of the Zoning Regulations if the conditions set forth in this section are met.

**4.17.2 Establishment** - It is hereby established that all land within the R40, R80 and AL zones are eligible for an ARD. Where the Commission approves an ARD the dimensional requirements of the underlying zones, outlined in Section 11.2 are hereby superseded in their entirety.

#### **4.17.3 Pre Application Conference**

The applicant shall initiate a pre application conference with the Commission and its staff pursuant CGS Section 7-159b to discuss the conceptual aspects of the proposed development and to present a conceptual plan, for informal consideration by the Commission. The conceptual plan shall be designed to allow the Commission to make a general comparison between the ARD and a conventional development plan.

Neither the pre application conference, the informal review of the conceptual plan nor the Commission's suggestions shall be deemed to constitute approval of any portion of the application.

#### **4.17.4 Application**

The applicant for Andover Rural Design permit shall file with the Commission, in the Land Use Office the following:

**4.17.4.1** A completed subdivision application form and fees in accordance with the Regulations.

**4.17.4.2** Nine (9) copies of the proposed development plan showing the information required by the Subdivision Regulations.

**4.17.4.3** Any and all information necessary to demonstrate compliance with these Regulations and the information regarding site plans set forth in these Regulations.

4.17.4.4 As applicable, a summary or general description of the proposed bylaws, rules and Regulations of any association or corporation of lot owners within the proposed ARD; the proposed method by which all site utilities will be provided; the manner of ownership and maintenance of any private roadways, private or public facilities and any commonly owned real property rights, including Open Space, and a description of the proposed Open Space, including the method of proposed protection of each of those areas and the manner of preservation of the Open Space.

4.17.5 An ARD shall consist of parcels of land containing no less than five (5) contiguous acres.

4.17.6 An ARD must provide for the preservation of Open Space in accordance with the requirements of these Regulations.

4.17.7 Open Space and Development Densities.

4.17.7.1 In all ARD's a minimum of 50% of the site shall be preserved as open space. At least 40% of this open space must be free of wetlands, watercourses, water bodies, 100 year flood plain, and slopes in excess of 20% that extend 50 linear feet or more. The Commission may modify the 40% requirements where the applicant can demonstrate that the percentage of wetlands, watercourses, water bodies, flood plain, and excessive slopes that exist on the total property is equal to or greater than the percentage of such areas that is proposed for the open space area.

4.17.7.2 For the purposes of Section 4.17, Open Space is an area covered by a restriction, which permanently prohibits development in a manner consistent with the conditions and requirements set forth in Section 4.17.

4.17.7.3 The Commission, in its sole discretion, may permit non-commercial recreational uses within the open space, provided that such uses are not inconsistent with or harmful to the preservation of the restricted area or to the character of the neighborhood. The Commission may also permit activities and accessory structures necessary to support open space and agricultural uses.

4.17.7.4 The Commission may modify any application so as to designate Open Space in locations other than those proposed if such modification will further the conditions and requirements set forth in Section 4.17.9.1.

4.17.7.5 To determine the maximum number of lots permitted in a ARD, the total area to be developed shall be reduced by subtracting 75% of the wetlands, watercourses, water bodies, flood plain, 100% of slopes in excess of 20% that extend 50 linear feet or more, 10% of the total area for roadways and 10% for required open space.

The remaining area shall be divided by the minimum lot size permitted in the zone in which the subdivision is proposed.

#### Example

Total acreage minus 75% of wetlands, watercourses, waterbodies and flood plain, 100% of qualifying slopes, and 20% of the total acreage for roads and required open space = "X".

"X" divided by the minimum lot size = number lots permitted.

Notwithstanding the number of lots produced by this formula, a ARD must not result in the creation of more lots than would occur in a standard subdivision. A conceptual standard design plan must be prepared for this purpose. The final lot count shall be determined by the final lot count shall be determined by the Commission.

#### 4.17.7.6 Minimum Lot Area, Frontage and Yard Requirements.

##### Minimum Lot Area

R40 & AL - 20,000 sq. feet

R80 - 40,000 sq. feet

Minimum Lot Frontage 25 feet

Minimum Front Yard 20 feet

Minimum Side Yard 10 feet

Minimum Rear Yard 20 feet

4.17.7.7 Community wells and community septic systems may be permitted within the Open Space, provided that they are in accordance with the guidelines set forth in Section 4.17.8, and provided that they are in accordance with the State of Connecticut Department of Health Regulations and the State Department of Energy and Environmental Protection, as applicable.

4.17.8 Design Guidelines - The development shall be laid out to protect and preserve the open space and to protect adjoining property owners. The development shall also be laid out to achieve any one, or a reasonable mix of the following objectives:

4.17.8.2 That all or part of any existing forests, fields, pastures and other land in agricultural use be preserved and maintained, especially the preservation of land mapped

as prime of statewide significant farmland soils, together with sufficient buffer areas, of not less than 50 feet, to minimize conflict between residential and agricultural use. The Commission may waive the minimum buffer requirement where existing features exist which provide an acceptable buffer at less than the required minimum.

4.17.8.3 That consideration be given to the preservation, creation, and connection of areas used for wildlife habitat, recreational corridors and trails within subdivision open space.

4.17.8.4 That a provision be provided for pedestrian access between properties and for a perimeter design concept intended to facilitate the networking of trails for pedestrian and/or equine use to ensure recreational access to resource lands as provided for in the Subdivision Regulations.

4.17.8.5 That the location of the open space areas be primarily in areas, which are contiguous to existing open space areas, or in areas of the site with the highest probability of connecting with future open space areas.

4.17.8.6 That the scenic views and vistas, particularly as seen from public or scenic roads, be preserved.

4.17.8.7 That historic and prehistoric sites; and their environs, in so far as needed to protect the character of the site, be preserved.

4.17.8.8 That the visual integrity of hilltops and ridge lines be maintained by siting development so that building silhouettes will be below the ridgeline or, hilltop or, if the area is heavily wooded, the building silhouettes will be at least ten (10) feet lower than the average canopy height of trees on the ridge or hilltop.

4.17.8.9 That consideration be given to the protection of existing residential areas, which shall include the creation of sufficient buffer areas, of not less than 50 feet, to minimize conflict between existing residential use and the proposed ARD. The Commission may waive the minimum buffer requirement where existing features exist which provide an acceptable buffer at less than the required minimum or where the proposed lots, which abut the existing residential use, contain the minimum required area outlined in Section 5.

4.17.9.2 The permanent preservation of open space shall be accomplished by deeding the property, granting preservation easements or any other method which accomplishes irrevocable preservation in accordance with the requirements set forth in this Section to the following entities:

- The Town of Andover;
- The State of Connecticut;

- An approved Home Owners Association;
- The Nature Conservancy or other approved land conservation organization;

4.17.9.3 The preservation as outlined in Sections 4.17.9.2 regardless of the method used, shall be completed within one year of the date of approval.

4.17.9.5 In determining which of the entities should own or control the proposed Open Space, or whether to require Open Space in locations different from those proposed, the Commission shall consider the following factors:

- The ownership of any existing open space on adjacent properties or the proximity to non-adjacent open space, which might reasonably interconnect, with the proposed Open Space in the future.
- The proposed use of Open Space for active or passive uses and the extent of maintenance, supervision, or management required.
- The potential benefits which the Open Space might provide to residents of the Town or the State, if it were accessible to them.
- The size, shape, topography and character of the Open Space.
- The recommendations, if any, of the Andover Plan of Development.
- The reports or recommendations of any State or Town agencies, including, but not limited to, the Andover Recreation Commission, the Connecticut Capitol Regional Council of Governments and the Connecticut Department of Energy and Environmental Protection.

4.17.9.6 Regardless of the manner of ownership of the Open Space, the instrument of conveyance must include provisions satisfactory in form and substance to the Commission to ensure:

- The continued use of such land for the intended purposes;
- The continuity of proper maintenance for those portions of the Open Space requiring maintenance; and
- When appropriate, the availability of funds required for such maintenance.
- Commonly Owned Land and Facilities;

4.17.10.1 If dedicated open land or community recreation facilities are to be owned jointly or in common by the owners of lots or dwelling units, maintenance of the common land or facilities shall be permanently guaranteed through the establishment of an incorporated homeowners' association.

4.17.10.2 When an association is established to own Open Space, the association must be legally established to fulfill the following requirements prior to the endorsement of the final plans.

4.17.10.2.1 The homeowners association must be established as a legally recognized entity.

4.17.10.2.2 The association must be responsible for liability insurance, local taxes, and the maintenance of any recreational and other facilities.

4.17.10.2.3 There shall be mandatory membership in the association or corporation by all the original lot owners and any subsequent owners.

4.17.10.2.4 Each lot owner shall have an equal vote in determining the affairs of the organization, costs shall be assessed equally to each lot; and the organization shall remain under the control of the developer until a majority of the lots are conveyed to permanent owners.

4.17.10.2.5 The association or corporation must have the power to assess and collect from each lot owner a specified share of the costs associated with maintenance, repair, upkeep and insurance of the Open Space.

4.17.10.2.6 The association must have the authority to adjust the assessment to meet changed needs.

4.17.10.2.7 The method or organization, by-laws and rules of procedure of the homeowners' association shall be in a form acceptable to the Commission and are subject to a review by the Town Attorney. The Commission may require that the developer of a ARD establish a sinking fund to be used to maintain common areas. The sinking fund shall be transferred to the homeowners' association when the assets are transferred to the association upon completion of a requisite portion of the development.

4.17.11 Boundary Lines To prevent trespassing on adjacent lands, the boundary lines of all Open Space shall be identified and marked in such reasonable manner as may be required by the Commission to insure the identification of the Open Space.

4.17.12 Final Review In reviewing the ARD application, the Commission, in addition to the factors set forth in the preceding sections, shall consider the following:

4.17.12.1 The enhancement of the community interest listed in Section 4.17.1 (Purpose) and expressed in Section 4.17.8 (Design Guidelines).

4.17.12.2 The degree of the developments impact on immediate abutters and the surrounding neighborhood in comparison to the impacts of a conventional development.

4.17.12.3 Maintenance of agricultural activity on the site.

4.17.12.4 Future management of special habitat (flora and fauna) areas.



4.17.12.5 The impact on ground and surface water quality.

4.17.12.6 Protection of historic sites or sites of prehistoric or archaeological significance.

4.17.12.7 Compliance with all requirements of Section 8.2 of the Regulations.

4.17.12.8 The degree to which recreational corridors are employed to facilitate the creation of a town wide network.

4.17.13 Approval The Commission shall approve the ARD proposal or approve it with conditions necessary to protect the public health, safety, convenience and property values, if it finds that the development plan on balance will better serve the Town of Andover and the neighborhood surrounding the development than a Standard Subdivision development.

4.17.14 Conditions The Commission may establish conditions in addition to those outlined in Section 4.2.10, including but not limited to the following:

4.17.14.1 Granting of a covenant or easement to ensure that existing fields or pastures will be plowed or mowed periodically with attention given to the requirements of existing animal and plant species.

4.17.14.2 Granting of an easement providing and defining rights of public access.

4.17.14.3 Designation of no-cut or limited-clearing areas on lots.

4.17.14.4 Measures to ensure the maintenance of scenic views and vistas.

4.17.14.5 Requiring evidence that at least two (2) organizations are willing to accept the responsibility for the preservation and maintenance of the Open Space.

4.17.15 Recording

The applicant shall record on the Andover Land Records all legal documents required to ensure the permanent preservation of the open space prior to the Commission's execution of the final mylars, unless otherwise noted within the Commission's approval.

## CHAPTER 8 PROTECTING NATURAL RESOURCES – AN OPEN SPACE PLAN

The town of Andover is fortunate in that 29 % of its land area is permanently preserved as open space. Including wetlands and floodplain in this calculation raises the percentage to 39 %.



This is a healthy percentage of committed open space in comparison to other communities in the Capital region. The average for the entire region is 16.1% with East Granby having the most (52%) and Suffield having the least (5.7%)

Andover's 29 % can also be compared to the established state goal that calls for 21 % of the state to be preserved as open space by 2023.

While this fact insures that Andover will always have a significant amount of open space, it does not mean the Town should not strive to acquire and permanently preserve carefully selected parcels to enhance these existing open spaces, protect important wildlife habitat, provide for both passive and active recreational opportunities for its residents, preserve prime agricultural soils and, most importantly, to preserve Andover's rural character.

This preservation does not only mean fee simple purchase. Preservation could also mean 1.) a donation to the Town, State or land trust 2.) open space dedication as part of the subdivision process, or 3.) the purchase of development rights.

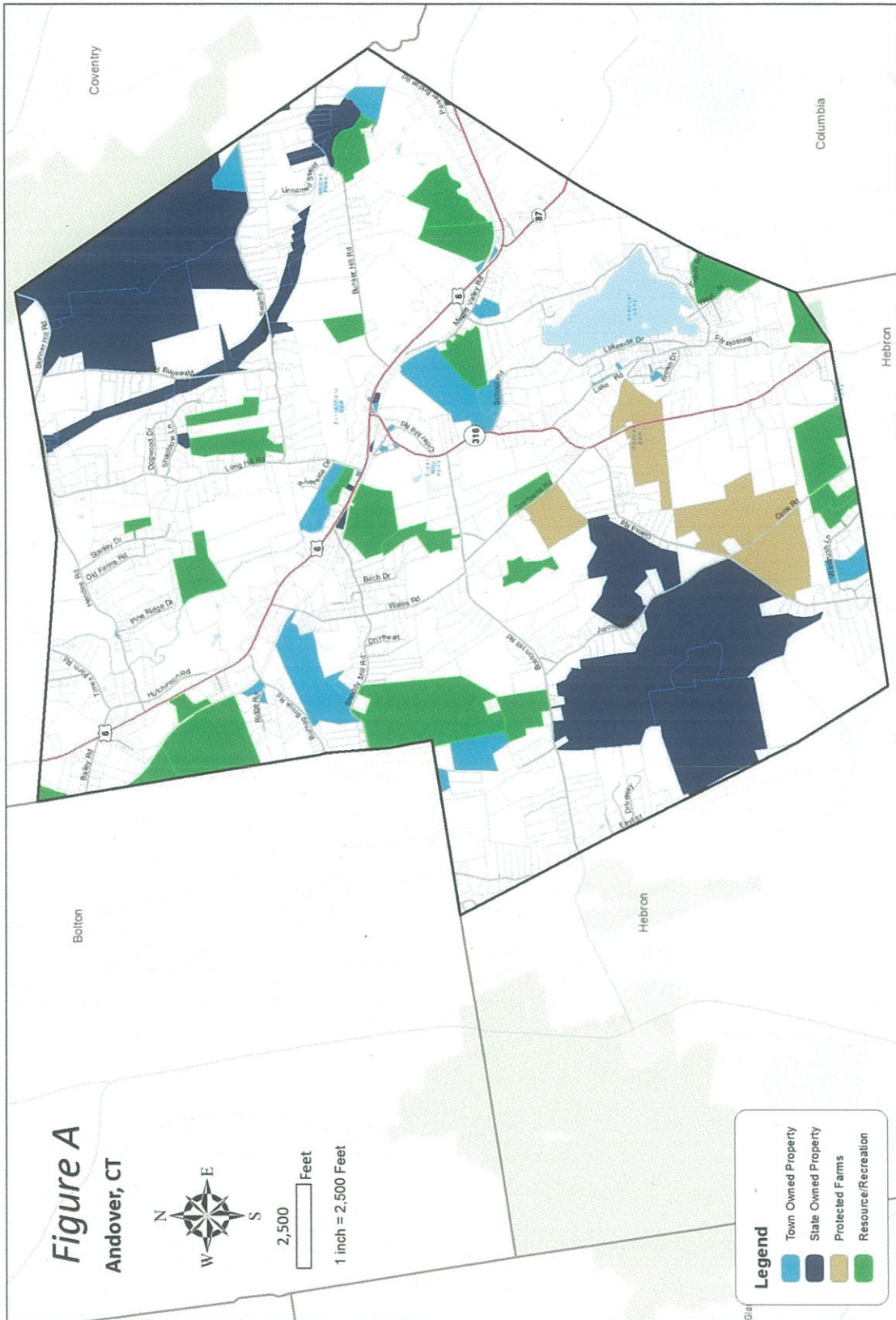
## Natural Resource Inventory

In order to accomplish these objectives it is important to conduct a natural resource inventory to better understand Andover's landscape and then identify parcels worthy of preservation.

The first step in this natural resource inventory is to identify and map those areas that are already permanently preserved and land owned by organizations, which are not likely to develop their land but certainly have every right to do so. These areas include properties such as the Andover Sportsman Club and the Channel 3 Country Camp. These areas are considered committed open space and are displayed in Figure A.

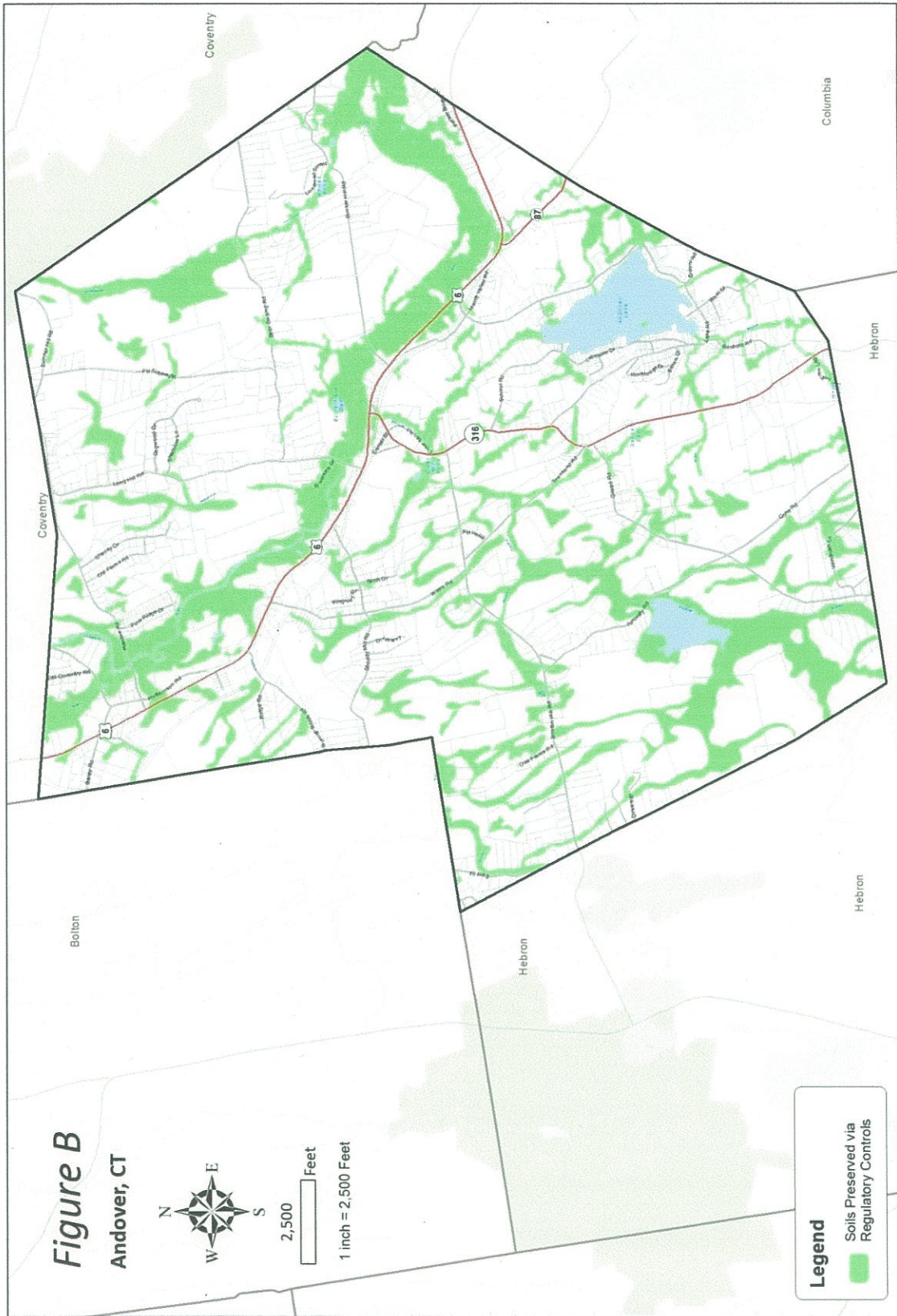
These areas include:

Preserved Agriculture	308.52 acres
Resource/Recreation	869.37 acres
State Owned	1,404.93 acres
<u>Town Owned</u>	<u>315.87 acres</u>
<b>Grand Total</b>	<b>2,898.69</b>



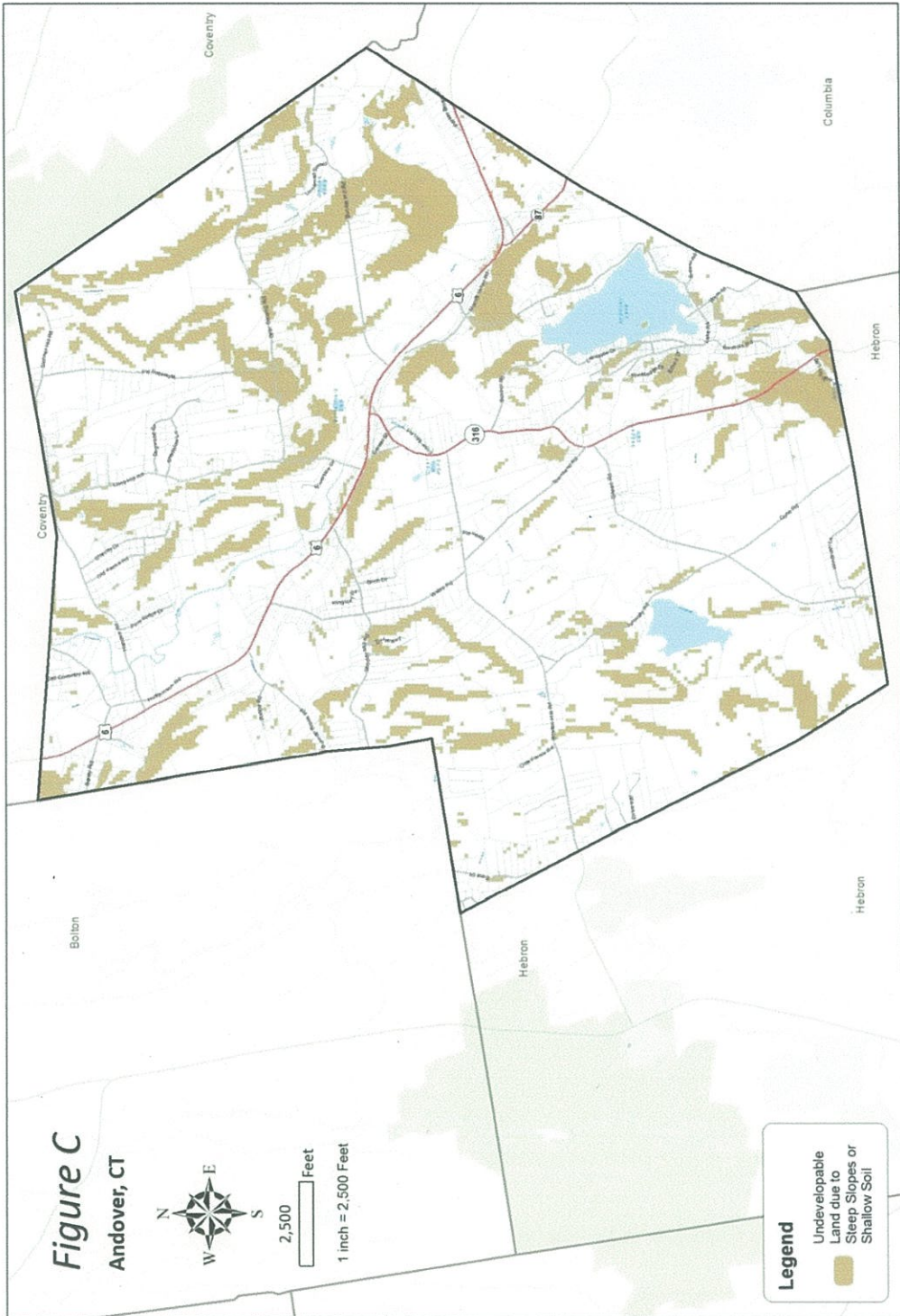
The 2<sup>nd</sup> step is to identify those areas that are preserved by virtue of regulatory controls. These areas include areas with soils that are poorly drained, very poorly drained, alluvial and flood plain. The Inland Wetlands and Watercourses Act and state and local flood plain regulations protect these soils.

These areas are displayed on Figure B and constitute an additional 1,002 acres. These largely linear corridors, that often follow rivers and streams, are important in that they connect larger parcels of open space and act as important "travel corridors" and habitats for wildlife. The Hop River and the Burnap Brook corridors also hold tremendous recreational potential.



Assuming these areas will not be developed raises the amount of land not threatened by development to over 28 %.

The 3rd step is to identify those areas, which by virtue of their characteristics are for the most part undevelopable, This includes areas with slopes in excess of 25% and areas with soils with very shallow (<18 inches) depth to bedrock. These areas are shown on Figure C.

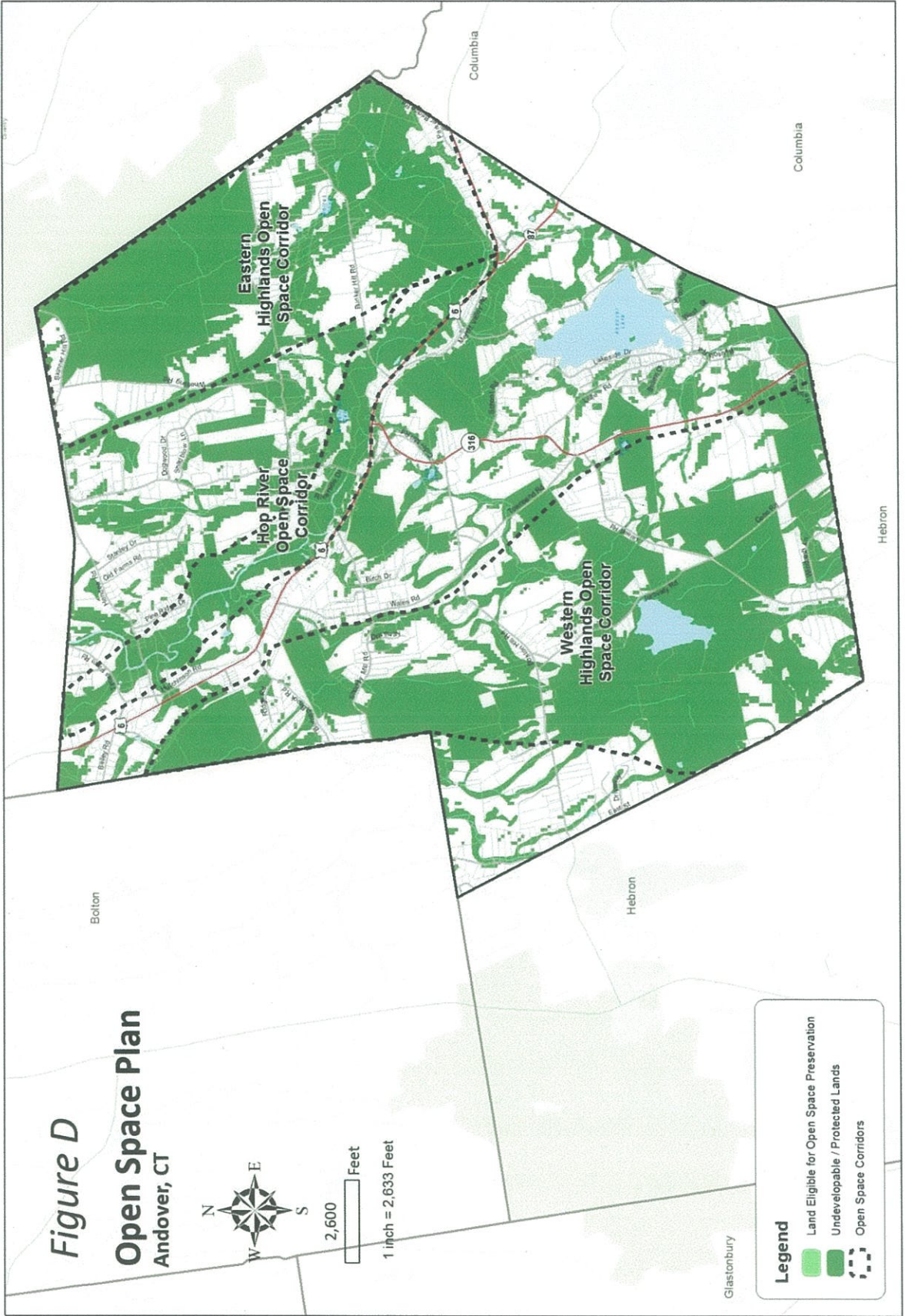




The 4<sup>th</sup> and final step is to overlay all of these areas onto one map and identify those privately owned developable parcels, which the Commission feels, are worthy of preservation in one form or another. The result is an official Open Space Plan as displayed in Figure D. This map displays three (3) open space corridors. In order to create this map the Commission used the above process and evaluated the State Plan of Conservation and Development, the Capital Region Council of Governments Plan of Conservation and Development, the State's Natural Diversity database, the location of prime agricultural soils and used their extensive knowledge of the community.

Going forward developers and the Commission should reference this map when considering all development proposals. Relate the parcel proposed for development with the open space plan. The Commission should ask questions like -

- Is the parcel within one of the open space corridors?
- Does the parcel abut other open space?
- Are there particularly unique resources on the parcel? (ie.stone walls, cellar holes, specimen trees, species of special concern, access to Hop River or bike trail, enhancement of wildlife corridors)
- Can development be concentrated on one portion of the property and the other area preserved as open space?
- Can the proposed development provide for public access to the open space area?



## Conclusions & Recommendations

- Andover's 18.2 % can be compared to established state goals that call for 21 % of the state to be preserved as open space by 2023. To reach this 21% open space goal in Andover an additional 284 acres would have to be acquired. This figure is a reasonable goal for the next ten (10) years.
- The attached Open Space Plan identifies the "Western Highlands Open Space Corridor", the "Eastern Highlands Open Space Corridor" and the "Hop River Open Space Corridor." The goal of identifying these corridors is to highlight areas where the Commission seeks to preserve open space. These areas have been carefully selected based on the natural resource inventory/overlay process and to enhance and expand existing open spaces.

Within these corridors the Commission should:

- Encourage participation in Chapter 490 Open Space Assessment program, in addition to forest and farm, to provide incentives for landowners to maintain their land in an undeveloped state. For example, a 10 acre parcel of land is assessed on the basis of one building lot and nine acres of excess land. If a building lot is worth \$150,000 and excess land is valued at \$10,000 per acre, the assessed value is about \$170,000. In Andover that translates to almost \$5,100. That is a significant annual payment and an incentive to sell and develop. The land is eventually developed, the houses demand more services than they pay in taxes. Parcel by parcels Andover's character is lost. Past surveys indicate residents are willing to spend \$100 more per year in taxes to help preserve farms, forests, and undeveloped land in the community . The open space component could simply make this provision available to people who own forest tracts less than 25 acres in area, to farms which are not currently being farmed (but might in the future), and to owners of undeveloped lands which meet locally defined criteria.

Forest assessment requires at least 25 acres of property. Farm assessment requires a working farm. Both forest and farm are determined by the state. *The "open space" assessment can be defined in the way that works best for Andover.*

- Evaluate all development proposals in relation to the open space plan. Preserve open space in the areas worthy of preservation and allow development on the remainder of the parcel.
- Promote the purchase of development rights at the state and federal level to preserve important farmlands, in particular the Post Farm. The Post Farm is

quintessential “Andover”. Its visibility along Route 6 defines Andover as an attractive rural community and the farm should be preserved. Those areas of the farm, which are zoned business, should be rezoned to residential to help alleviate development pressure.

- The “Balf” property on Bunker Hill Road should be very carefully evaluated for future use. This plan promotes using approximately a quarter of the property for industrial or active adult development and the rest, abutting the Hop River and Long Hill Road for both passive and where appropriate active open space.
- The Hop River is the town’s greatest natural resource. It offers active and passive recreation and educational opportunities. The town should strive to provide permanent public access to the full length of the Hop River in Andover. The potential for a linear walking trail should be evaluated.
- Consider the rezoning of the R-40 land to R-80 and allow as a matter of right open space subdivisions which allow for a minimum of 40,000 square foot lots and 50 % open space dedication.
- Consider mandatory open space subdivisions in the 3 open space corridor.
- Continue to use the fee in lieu of open space provision, where appropriate, and supplement this fund during the annual budget process to build up an open space funds available for open space purchases in the open space corridors and / or for matching funds when applying for state and federal open space funds.

**CHAPTER 9**  
**PROMOTING AND REGULATING COMMERCIAL**  
**DEVELOPMENT**

**Current Conditions**

The Economic Development Committee keeps track of the number and type of businesses in the community. Their inventory is available on their web site. As of 2014 the Committee inventoried 117 existing businesses in the Town of Andover. These businesses are divided into the following sectors:

<p><b><u>AUTO SERVICES</u></b>          Andover Auto Parts          Dubois Automotive          Walt's Auto Reconditioning</p> <p><b><u>BUILDERS, CONTACTORS, TRADES</u></b></p> <p>A&amp;R Environmental LLC          Allied Electrical Contractor          Andover Landscaping          Andover Small Buildings and Carpentry Services          Aspinwall Electric          B&amp;R Carpentry          Beacher McNeal          Benjamin Franklin Plumbing          Botti Plumbing &amp; Heating          Carlson Hardwood Floors          Complete Concrete Service          Complete Paint Services          CTM Construction Services          D S Gray Construction          Daniel's Painting Services          Equine Designs &amp; Construction          E-TECH Systems, LLC          Gagne &amp; Gagne CO          Golden Hammer Builders          Gott Builders          House Care          Hutchinson Contracting          Kenneth Gaylor Painting          Lagace Construction</p>	<p><b><u>BUILDING TRADES CONT.</u></b>          JCL Protective Systems          Jag Electrical          JJ's Ceramic Tile          J S Electrical Services          Lee and Sons Woodworking          Litwinko Siding and Home Improvement          Marc Services          M G Masonry          Midstate Excavation          Mikes Painting Services          New England Painting          Mister Sparky          New England Woodturners          Old Farms Woodworking, LLC          Robert Fross Carpentry          Palumbo's Building &amp; Remodeling          Picket Fence Properties          Pro Tech Services          S and H Tile          Standish Equipment and Remodeling          Solid Rock Sheet Rock          Sposito Custom Contracting          Vertical Retail Solutions          Yankee Restoration and Remodeling          Z-best Wood Flooring</p>
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**CHILDCARE**

The Come N Grow Daycare  
The Kids Playhouse  
Teacher's Choice Home Daycare  
COOL – Community Owned and Operated  
Latchkey  
Country Kid Stop

**FARMS**

Boston Hill Tree Farm  
Forest Edge Farm  
Four Winds Farm  
Hurst Farm  
Little Patch of Heaven Farm  
Monument Hill Farm  
Scott's Tree Farm  
Yeomans Tree Farm

**FOOD/DRINK/GROCERIES**

Andover Package Store  
Andover Pizza & Pasta  
Dunkin Donuts  
Oriental Wok  
Michael's Produce  
Subway

**GENERAL/PROFESSIONAL SERVICES**

CES ENGINEERING  
CSK Photo Solutions  
Designs From Space, LLC  
James Dake  
LA Interiors  
Morrison Management, LLC  
New Design Engineering  
Peggy Wright, LLC  
Pixel & Light  
The Greenberg Group  
Virtually Minding Your Business

**HEALTH/NUTRITION**

Juice Plus  
Totally Clean Natural Soaps  
Wellness By Design

**LAWN, GARDEN and TREES**

Andover Landscaping  
Bradley Enterprises  
Fiano Trucking and Landscaping  
Naturescape LLC  
Patriot Land and Tree Service  
Ron's Professional Lawn Care  
TS Shea Tree Service

**PHOTOGRAPHY**

A Closer Look  
Applied Photography  
Classic Images Photography

**REAL ESTATE**

Carriage Barn Realty

**MANUFACTURING**

Finest Engraving, LLC  
MTM Corportion  
Scott Electrocrafts

**MISC**

ALPOA  
Ameri Loo  
Andover Archery Center  
Hillside Self Storage  
Andover Sportsman Club  
Channel 3's Kids Camp  
Championship Softball Camp  
Connecticut Consignment  
DR Soot the Chimney Sweep  
Lee Trucking  
Mona's Monograms  
Network, Inc  
Nutmeg Labradoodles  
Pampered Chef  
Rat Rod Freaks  
The Snow Side  
Useful Weeds

Top Five Grand List (2009)

Connecticut Light & Power	\$3,016,520
Whispering Hills LLC	\$887,200
New Samaritan Housing Corp	\$844,400
B & B Realty Co	\$828,800
Martin Marshall	\$789,200

\*Note 3 of the top five are multi-family high density residential.

Major Employers include:

Andover Elementary School  
Andover Fire Dept  
Benjamin Franklin Plumbing  
Channel 3 Kids Camp  
Scott Electrocrafts Inc

These businesses all contribute to the vitality of the town in that they offer essential goods and services, they provide employment opportunities and they pay taxes. Most importantly, they do not demand a high level of public services and they help subsidize the services for the residential component of the grand list. (i.e. education, recreation etc.)

Moving Forward

Andover's Economic Development Committee has adopted the following:

***"Mission Statement***

*The Andover Economic Development Commission's mission is to focus on bringing new business into town for the purpose of increasing town revenue to reduce or maintain tax levels as well as retain current businesses. We need to create a business friendly environment. We would also like to preserve the history of Andover where we can.*

*We are:*

- Working to retain and assist existing businesses;*
- Working to attract new low-impact business development to Andover that will increase tax revenues, and provide desirable goods, services and employment opportunities.*

*Our goal is to develop the business community while preserving Andover's quality of life."*

The Economic Development Committee understands its purpose and is motivated to help retain existing businesses and attract new businesses. But more importantly they recognize what is most important and most achievable for the future of Andover – a high quality of life and historic preservation.

Andover biggest impediments to economic development are a lack of adequate infrastructure and a cumbersome and lengthy permit approval process. For Andover to stand out among its peers as a business friendly community Andover must first streamline its permitting process.

As a result of recommendations in the 2005 POCD, Andover implemented a series of very important zoning text amendments designed to foster economic development. New use schedules were approved for the business and industrial zones along Route 6. The new use schedules eliminated the “everything by special permit” policy and created permitted uses and special permit uses. The approval of these use schedules will make a significant difference in Andover’s permitting process.

Again as a result of the 2005 plan the regulations allow some flexibility in setbacks through a 2/3 majority vote and recognizes the value of consolidating parcels and curb cut. The criteria for achieving the 2/3 majority vote sets high standards and adds risk to the permitting process.

The “as of right” setback and lot coverage regulations are ridged and overly restrictive. They make building in the Business and Industrial zones difficult for commercial and industrial developer.

For instance, the 25% lot coverage requirement in the Business Zone. This requirement only allows 25% of a lot to be rendered impervious. If an individual owned a 4 acre lot - 1 acre could be covered with building and pavement and the other 3 acres would have to be landscape area. The Industrial zone is even more strict allowing only a 20% lot coverage.

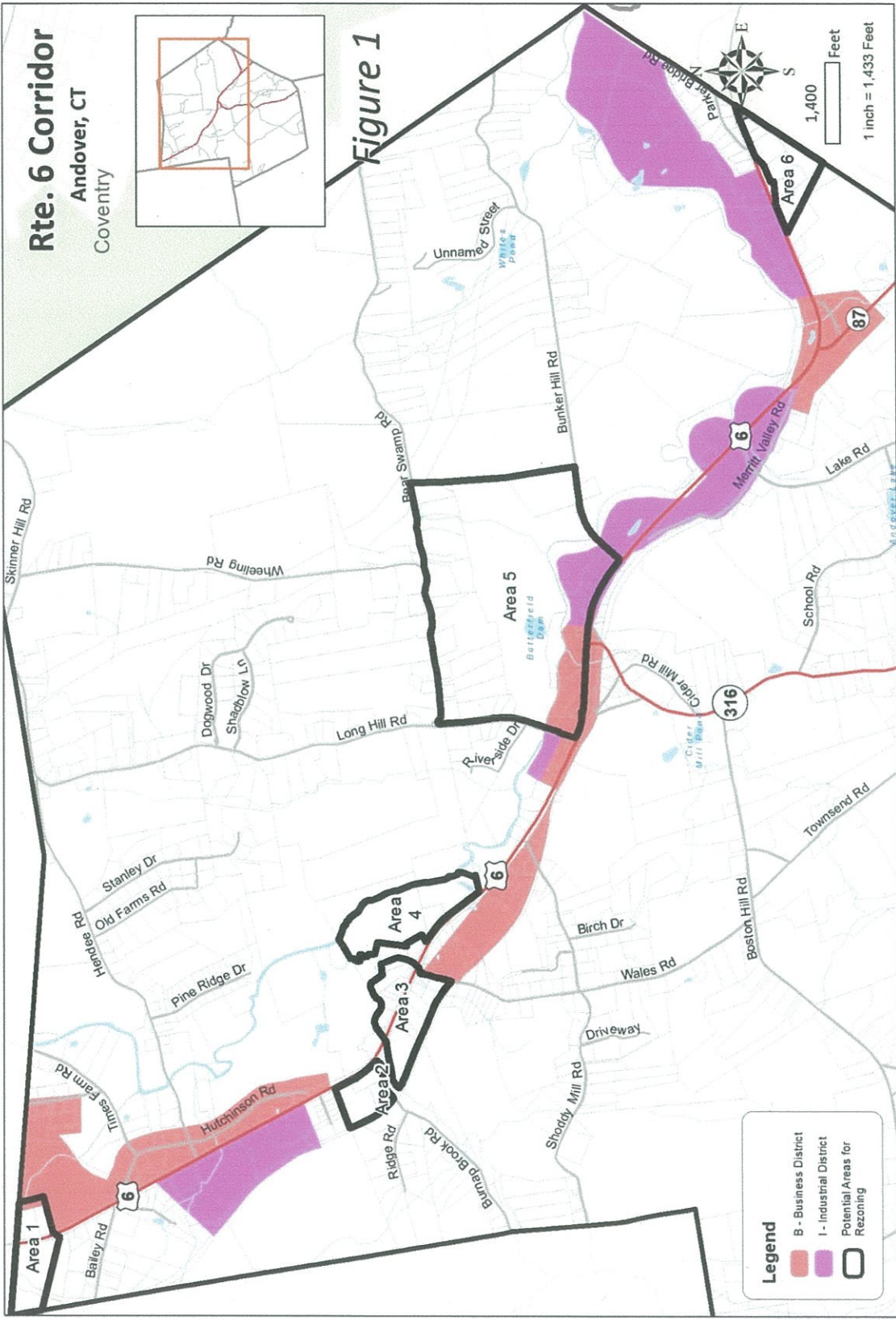
These are the areas that the community wants to see developed and a high density pattern of development increases the value of the project and its addition to the grand list and adds vitality to the corridor. The lot coverage requirements dictate low density and make it difficult for the EDC to do their job and attract business when the Planning and Zoning Commission is saying a new business coming to town can only use 25% of their land.

The regulations have not considered the land characteristics, which make up the actual commercial and industrial zones found on the zoning map. More often than not the regulations render the parcels undevelopable without a variance.

#### **Areas Currently Zoned Business and Industrial**

Andover’s commercial and industrial zones are located along Route 6, as displayed on Figure 1. This is logical from an access and visibility point of view. But when one evaluates the natural characteristics of the land a number of very serious land use constraints become apparent.



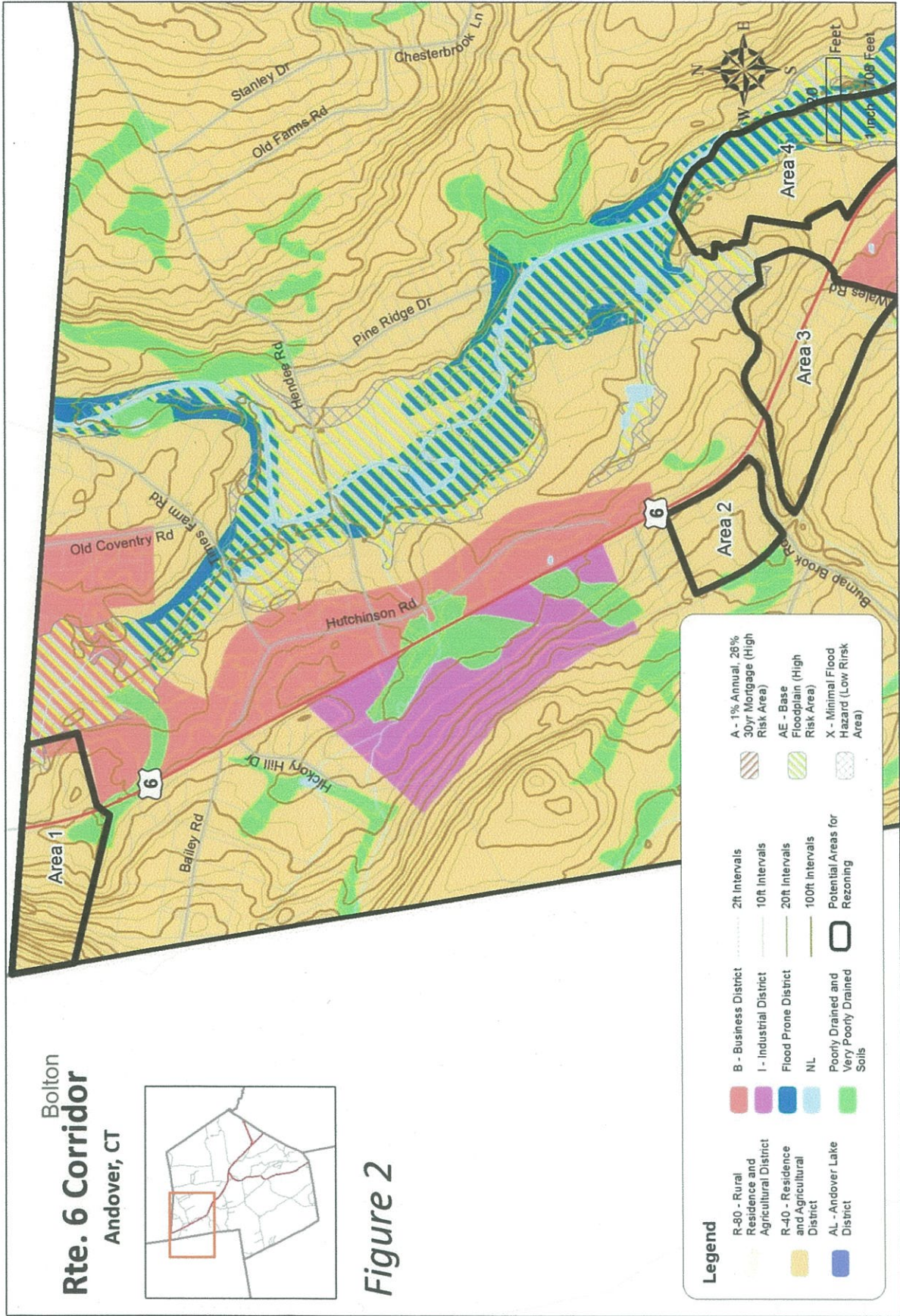


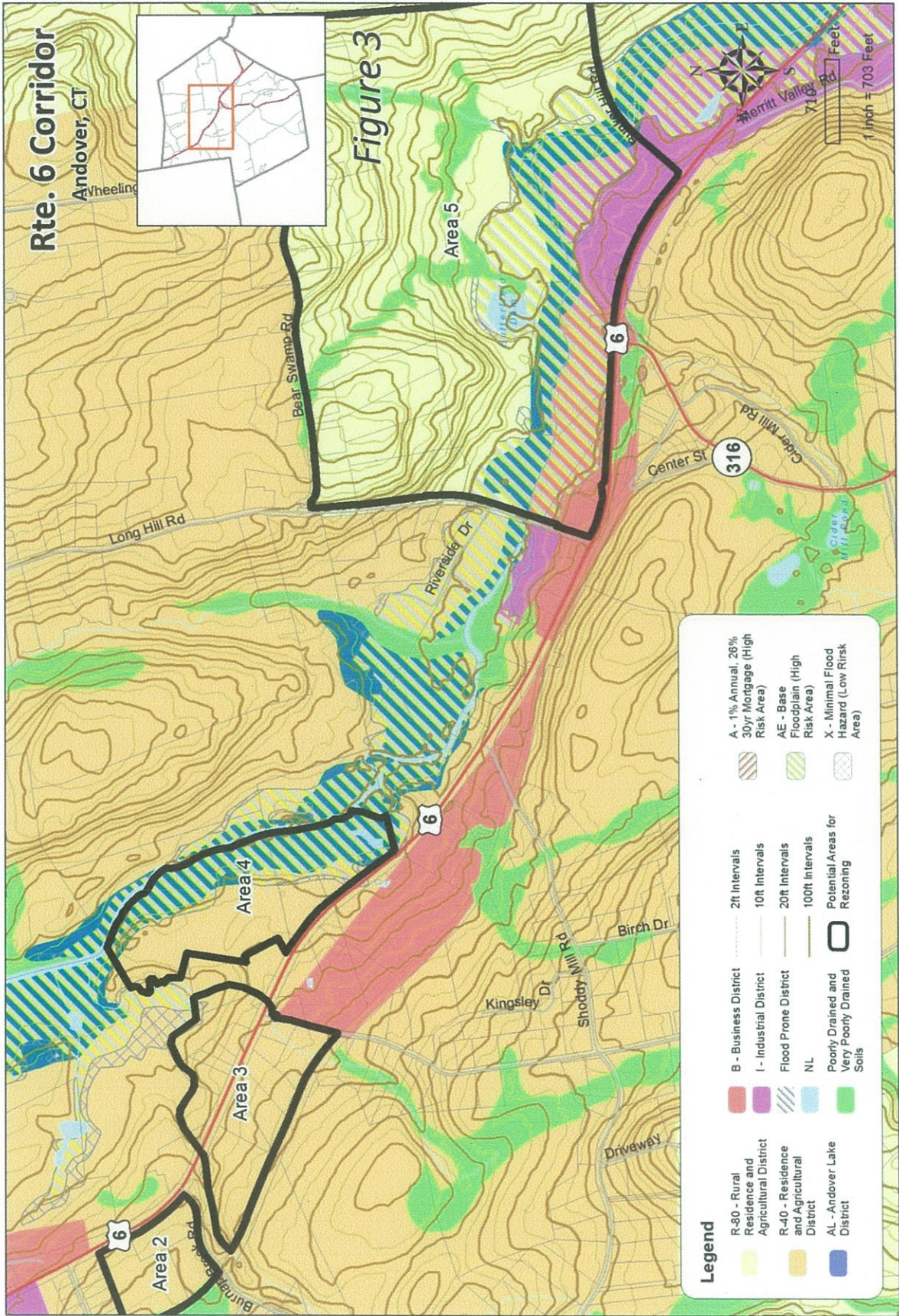
Figures 2-4 display a more detailed analysis of these land areas. Inland wetlands and the Hop River flood plain become a major concern. Adding to the problem is the fact that Andover is not serviced by a public sewer system. All of these lots have to support private wells and septic systems. Applying the Business and Industrial zone setback requirements requirements, particularly the 100 foot front yard requirement in the Industrial zone, results in a regulation that is pushing buildings away from Route 6 towards residential areas and into the more sensitive environmental areas along the Hop River.

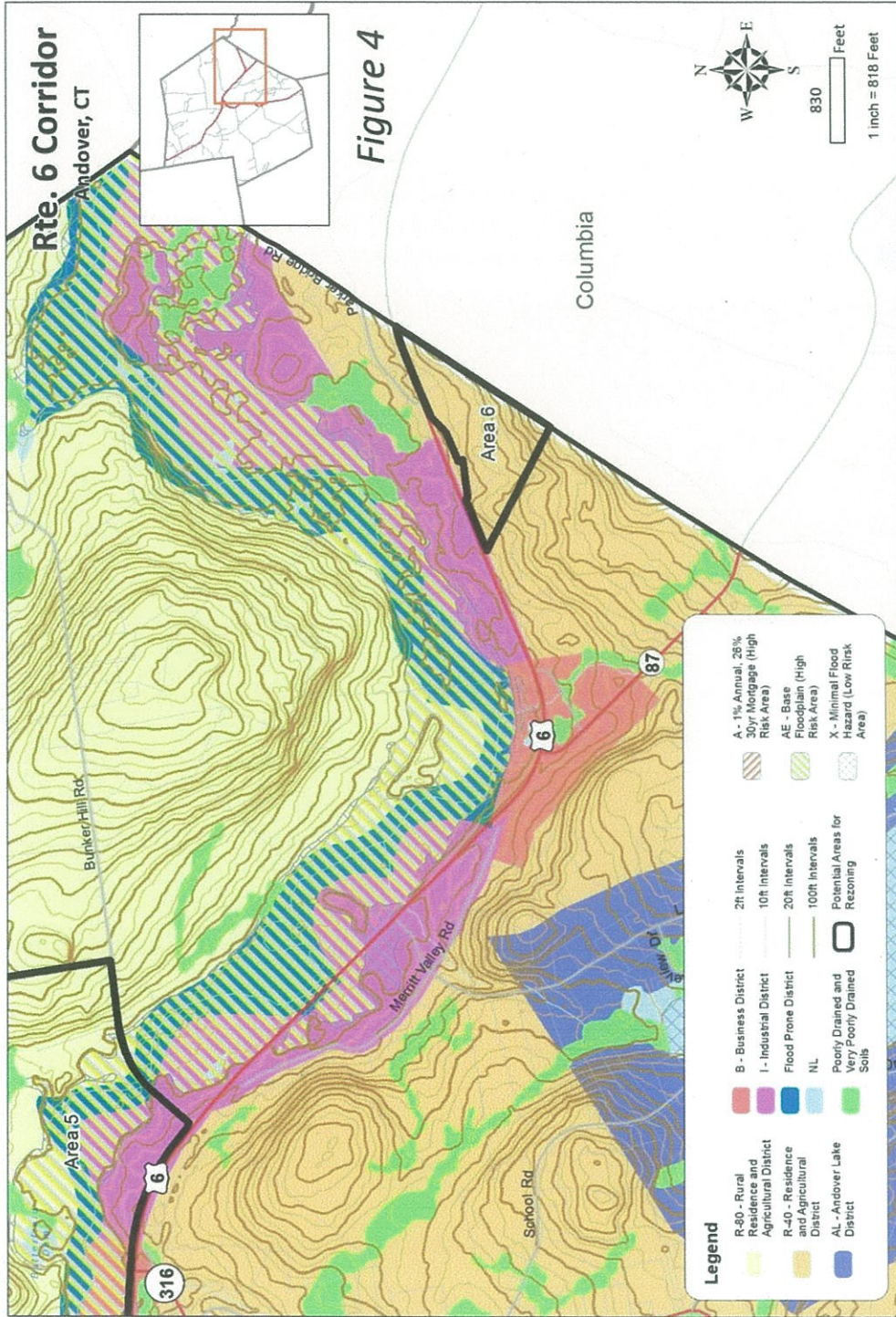
Bolton  
**Rte. 6 Corridor**  
 Andover, CT



**Figure 2**







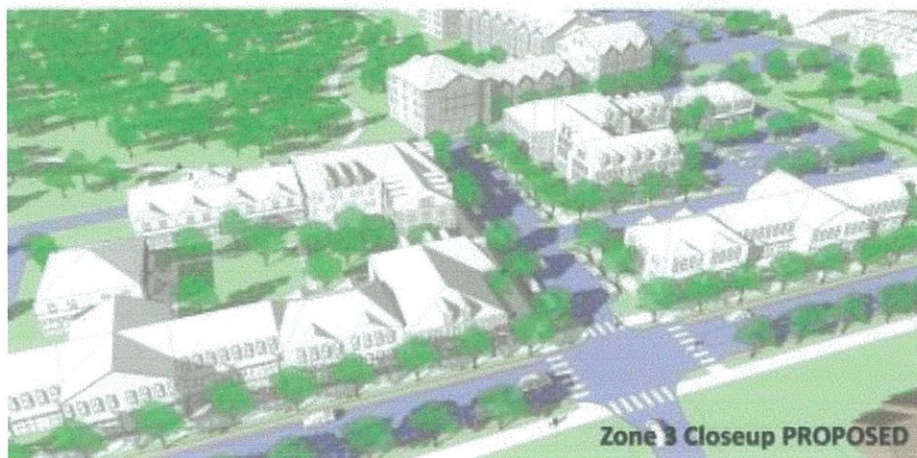
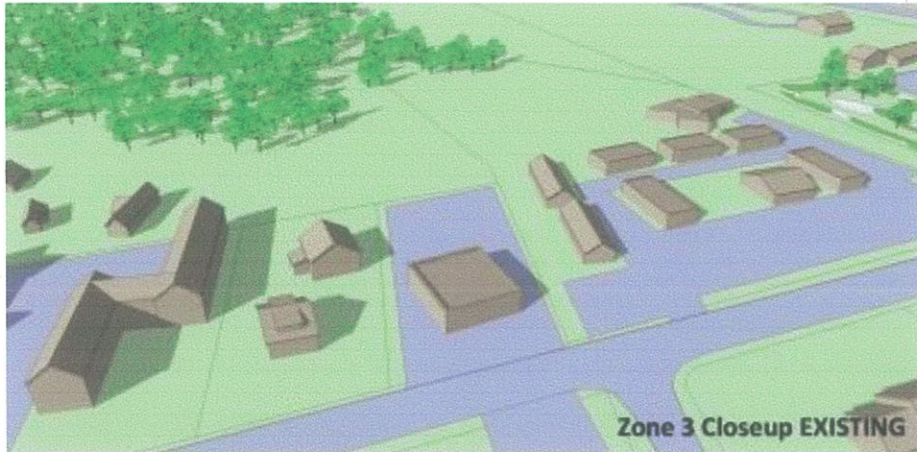
With modern environmental restrictions and good design requirements there is little need to separate business, commercial and industrial uses allowed in the Business zone and the Industrial zone. The Commission should also allow a higher density residential use in the business zones by special permit. It is well recognized that a mixed use development can be essential to the success of a project.

Higher density, mixed use development with 2-3 story buildings clustered closer to the street and parking in the back of the buildings is the proper, most efficient and most aesthetically pleasing way to design new development.

The figures below compare traditional strip commercial development in other areas of New England and a more traditional/historic pattern of development. While this intensity of development is in no way recommended it does show the benefits of a more traditional pattern of development as opposed to strip commercial.



<http://dodsonflinker.com/portfolio/community/fixing-the-strip/route-28-zoning-by-law-visualization>



<http://dodsonflinker.com/portfolio/community/fixing-the-strip/route-28-zoning-bylaw-visualization>

The parcels currently zoned for business and industry, which have potential for non-residential development, are as follows:

***Network Property***

A portion of this property is developed with an attractive office building, which houses the Network organization. To the south of the pond area there is additional land and frontage on Route 6, which holds a tremendous amount of development potential. This parcel is currently zoned Business.

***Bunce Property***

The Bunce property is located in an Industrial zone and is just south of Scott Electric. The majority of the land along Route 6 is wetlands but the owner did receive permission to construct an access road through the wetlands to the rear of the property. This property has some development potential for industrial land uses.

***Business Zone on the west side of Route 6 between Wales Road and Shoddy Mill Road***

This area is comprised of 3 large lots, which are not encumbered by wetlands, flood plain or steep slopes.

The lots are sufficiently deep to accommodate the business zone setbacks and the visibility on Route 6 is excellent. The stone walls and the rural feel of the area should be preserved.

### **Town Center area**

The 2005 POCD explained this area as follows:

*“If the commuter lot can be relocated and the land transferred to the Town this lot is approximately 1 acre and completely level. The town garage property lies below the commuter lot and does not have access directly to Route 6. Potential exists to relocate the town garage operations and reuse the property commercially and also take advantage of the river frontage. Visibility and environmental constraints will be a major concern.”*

With increased interest in higher density, mixed use development, this plan will expand the town center area and discuss its potential to foster a sense of place with its relationship to the rail trail and the National Historic Register District.

### **Pro-Tech Property**

Portions of the property in front of the Pro-Tech building and the tree farm to the north are located within the flood plain. Other than the flood plain issue this is an attractive property for business and industrial development. This land could accommodate additional development if carefully designed to insure that there is no net loss of on site flood storage.

### **Lee property**

This property is located on Parker Bridge Road adjacent to the Columbia town line. The property is in an industrial zone and currently supports Lee Trucking and could be developed further for industrial / warehouse uses. The site does not have visibility and opposition from the residential areas in Columbia is anticipated.

Based on the above discussion, the Commission should consider the following modifications to the Business and Industrial zone regulations to allow more efficient and aesthetically pleasing development on the limited areas available.

- Amend lot coverage in Business Zones from 25% to 40%
- Amend lot coverage in industrial Zones from 20% to 40%
- Amend front yard in Business zones from 45 to 30 feet or the average of the two adjoining building front setbacks on each side whichever is less restrictive
- Amend front yard in Industrial zones from 100 to 30 feet or the average of the two adjoining building front setbacks on each side whichever is less restrictive
- Require the first 50% of the front yard to be landscape area
- Amend 24.3 to measure front setback from RT 6 State DOT ROW line.
- Amend regulations to require architectural rendering for front and sides of all proposed buildings in the Business and Industrial zones
- Amend regulations to require a landscape plan for the front yard of all proposed buildings in the Business and industrial zones.
- Require 3 ½ caliper shade trees every 50 feet along the front property line.
- Consider allowing second story residential in Business zones.



### Potential Expansion of Business and Industrial Zones

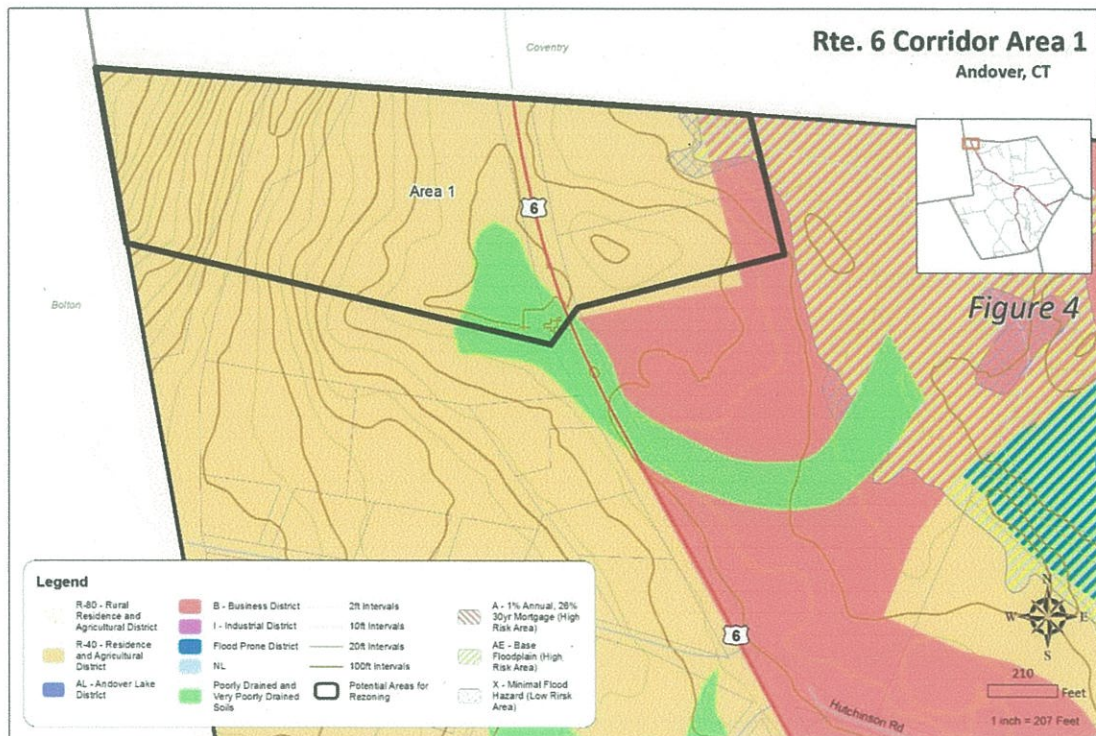
In order to address the limited amount of land available for economic development, the Planning and Zoning Commission analyzed the larger parcels of land which are adjacent to Route 6. The Commission looked for parcels, which were adjacent to existing commercial and industrial zone, with reasonably good access, gentle topography and limited wetlands and flood plain.

This analysis identified six (6) economic development areas worth considering for rezoning from residential to business / industrial.

#### **Economic Development Area 1**

This area is located at the northwest corner of the town adjacent to the Coventry town line. To the south east of this area is an existing Business Zone. The area proposed for rezoning lies north of the existing Business Zone, is approximately 15 acres and is displayed on Figure 5. This land is for the most part developable with only small areas of wetland, flood plain and steep slopes. The parcels have over 700 feet of frontage on Route 6. This area could be developed as an attractive gateway into Andover.

It is recommended that this area be rezoned to Business.

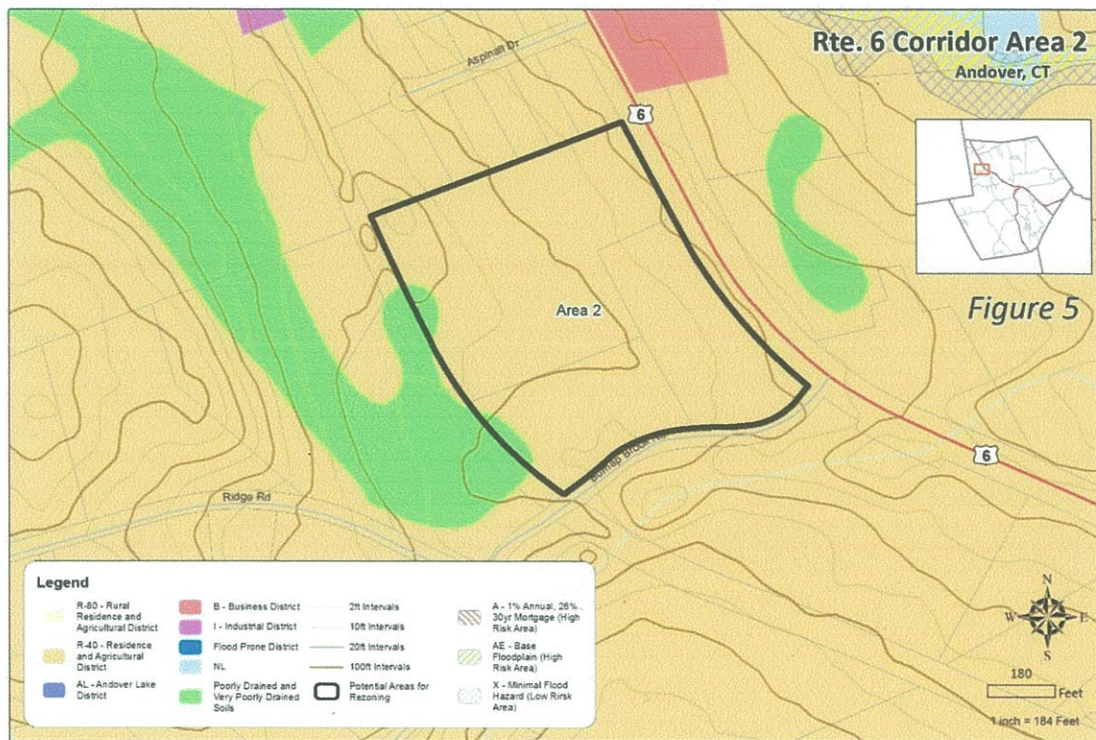


#### **Economic Development Area 2**

The Post Farm is quintessential Andover with tremendous visibility from Route 6. There is significant history associated with this farm, which includes one of Rochambeau encampments. As this plan and previous plans recommend this farm should be preserved as a farm/open space. The existing Business Zone along Hutchinson Rd. has been greatly devalued with the closing of Hutchinson Rd. at the northern and southern ends. The area around Hendee Rd. should remain Business Zone but the rest should be changed to residential. There are other parcels associated with this large farm, which are quite developable and have tremendous access and visibility from Route 6.

Area 2 is the cornfield and adjacent woods across Route 6 from the main farm, at the corner of Route 6 and Burnap Brook Road. It is comprised of three (3) parcels of land and has a total acreage of 13 acres. These three parcels are owned by different individuals and there are homes on two (2) of the parcels.

This land is completely developable. There are no wetlands, flood plain or steep slopes. It has frontage on Route 6 (1,000 feet) and Burnap Brook Road. The intersection of Route 6 and Burnap Brook Rd. has been improved. The area also has over 900 feet of frontage on the multi use rail trail, which opens up other potentials. It is recommended that this area be zoned Business (B).

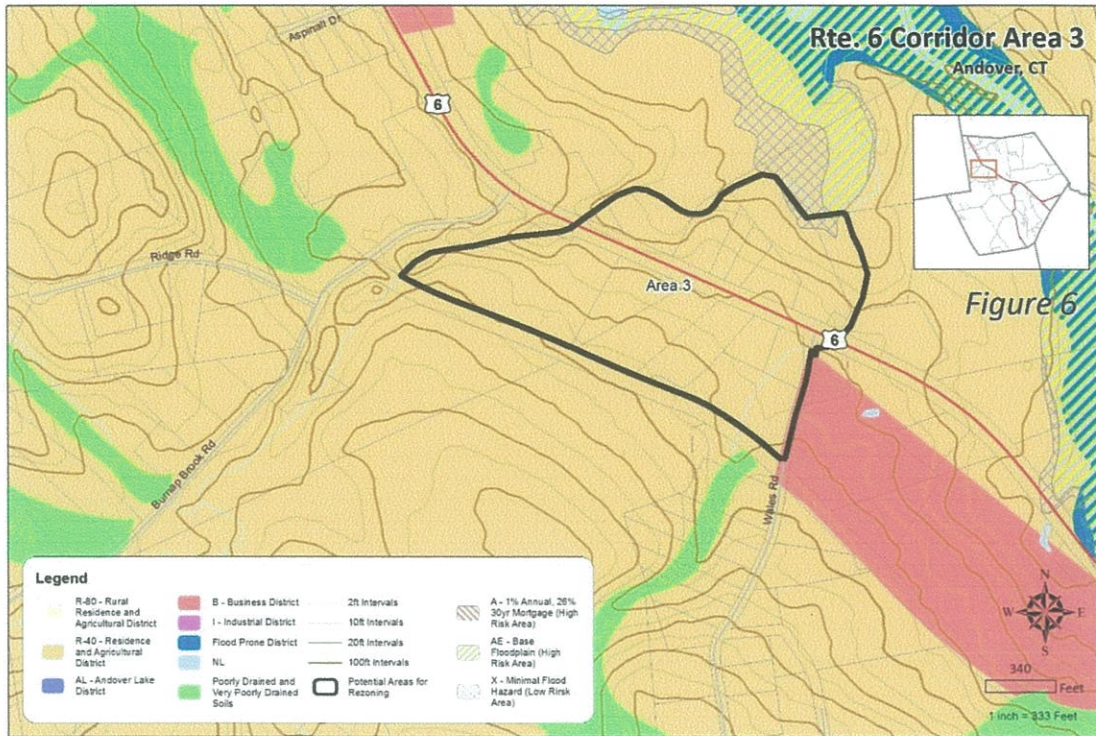


### Economic Development Area 3

Area 3 is 48-acres. The area has frontage on Route 6 and most notable are the two colonial houses along Route 6. Site lines into the parcel are excellent. These homes should be preserved and enhanced.

Approximately two thirds of the parcel is severely constrained by wetland and flood plain soils. There is approximately 15 acres of cornfield, which could support development.

This plan envisions the two colonials adjacent to the main parcel being restored and used as professional offices and as a very attractive entry into a professional and corporate office park on the main parcel. This area is adjacent to the town owned landfill property. This property has significant acreage of undisturbed land which could support further development. The town should also investigate the development of a solar farm on the closed landfill site for municipal purposes.



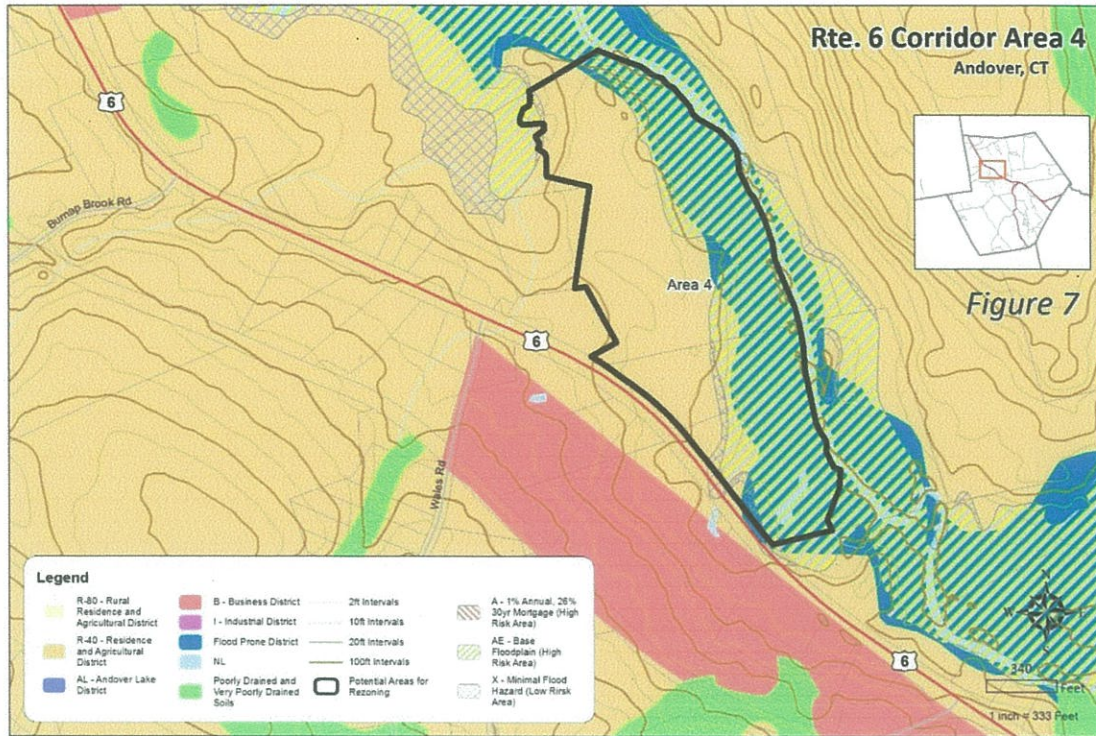
#### Economic Development Area 4

Area 4 is an area of smaller lots all containing single-family homes. As traffic volume and speeds have increased on Route 6 and Route 6 has been widened, this area has become less and less attractive for residential uses.

None of these homes are historically significant and the lots on the eastern side drop quickly down to the wetlands associated with Burnap Brook. The multiple frontages and size of the parcels will make non-residential development difficult and could result in strip commercial development. This plan acknowledges the unattractiveness of this area for residential and the difficulty with developing this area commercially.

It is recommended that these parcels be combined prior to any redevelopment. If such a consolidation of parcels is not possible parking should be located at the rear of the buildings and the Business Zone should be amended to specifically require shared curb cuts and cross parking easements. In this way, as these lots are developed such easements can be required and subsequent applications can be required

to utilize the adjacent parcels, curb cuts and parking. It is recommended the Business Zone be amended accordingly and then this area be rezoned to Business.



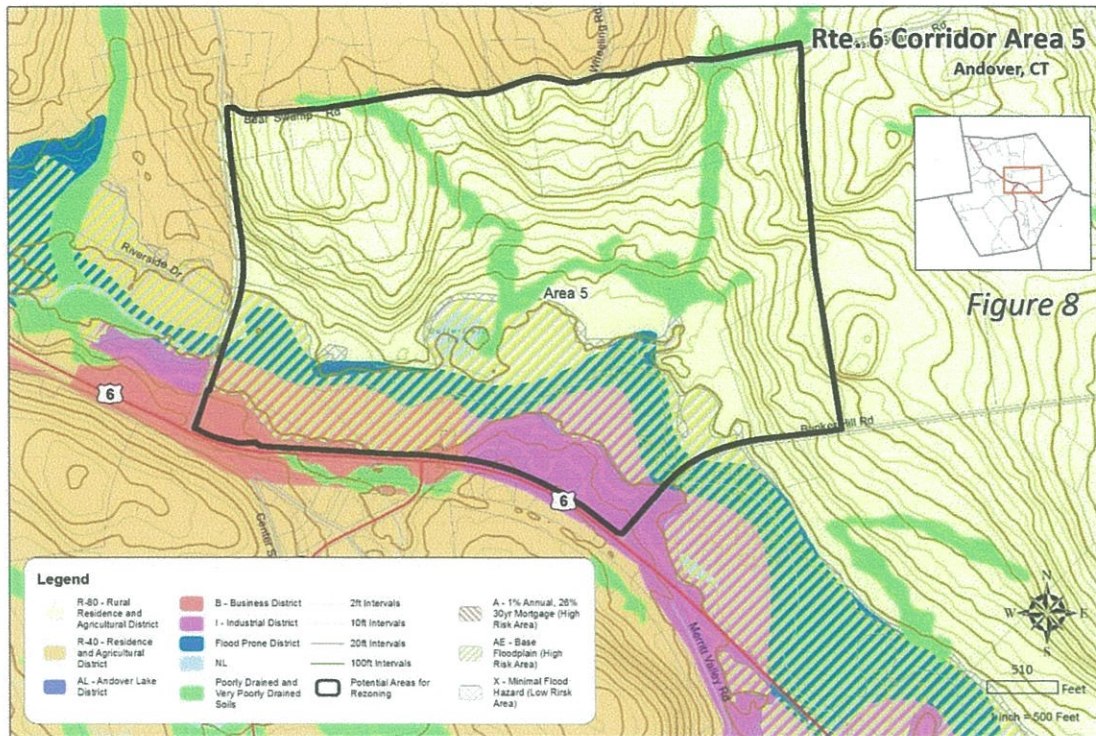
### Economic Development Area 5

Area 5 is a 113-acre property owned by the Balf Company. This parcel has frontage on both Long Hill Rd. and Bunker Hill Road. This parcel has been used as a gravel pit and a fill area for the Route 6 widening project. An area of approximately 20 acres is highly disturbed and has access to Bunker Hill Rd. via a fairly well constructed interior road. This parcel has significant development potential. While the lack of visibility from Route 6 greatly reduces its potential for retail or commercial, this plan feels a well-designed industrial park with minimum 2-acre lots or an active adult community is possible. This parcel has over 4,000 feet of frontage on the Hop River. This river frontage adds great value.

The remainder of the parcel is severely constrained by wetlands, flood plain and areas of steep slope. The parcels frontage on Long Hill Road is adjacent to the towns' ball fields. This adjacency to the towns' recreation area and the river frontage create great potential for town owned open space.

It is recommended that this parcel be rezoned industrial while preserving the opportunity for an active adult development. It is further recommended that the Town actively pursue the purchase of this parcel for open space and industrial development. Department of Environmental Protection open space

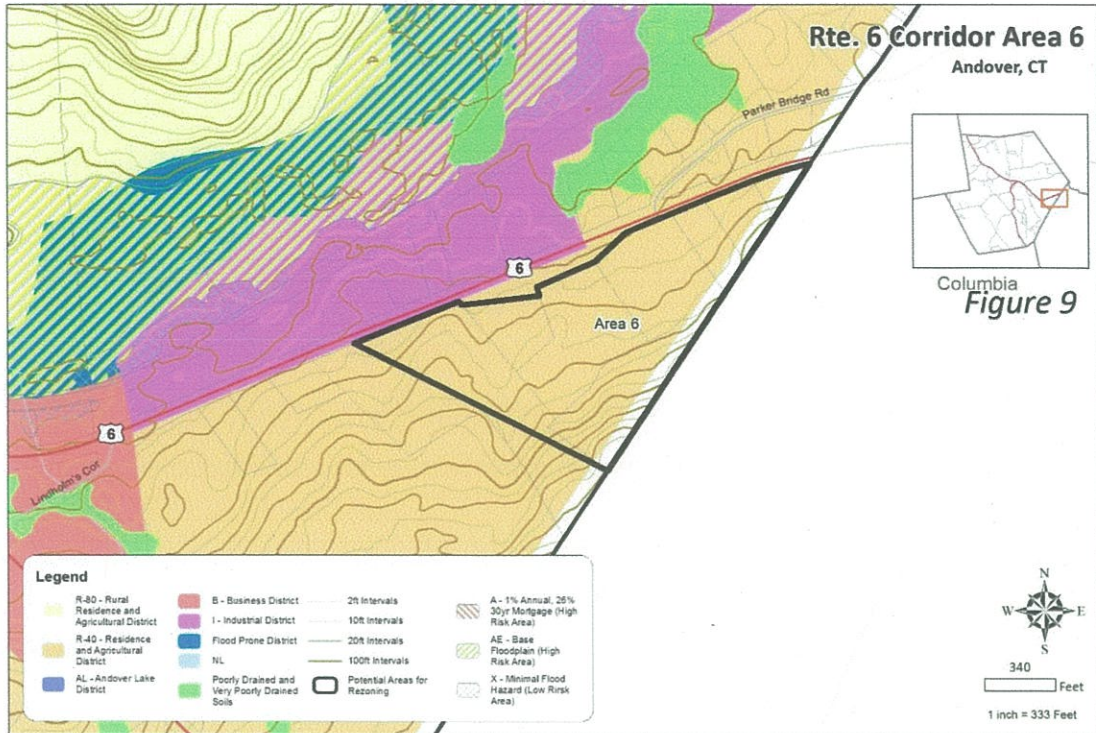
acquisition funding as well as Department of Economic and Community Development Industrial Park funding is currently available.



### Economic Development Area 6

This is an area at the extreme southeastern corner of Andover adjacent to the Columbia town line. The area has approximately 1,200 feet of frontage on Route 6 and comprises approximately 12 acres of land.

The same issues with Area 4, although to a lesser degree, exist here as well. Consolidation and unified development of these parcels is preferred, but with proper easements development could occur on a parcel-by-parcel basis. . It is recommended the Business Zone be amended accordingly and then this area be rezoned to Business.



### Conclusion & Recommendations

- The Economic Development Committee (EDC) should enter into discussions with the current owners of available parcels, identify the types of businesses they feel are appropriate and allowed in the use schedule in the Zoning Code. Appropriate uses might include research and development, professional services, light industry, offices, and sustainable energy uses, such as the solar power industry.
- The EDC should then develop a brochure/guide, which highlights these opportunities and explains the development process.
- EDC should market these areas to commercial brokers. It is well accepted that the end users are very hesitant to talk directly to municipalities. End users have exclusive brokers and they identify sites through these brokers.

- The lack sewer infrastructure impedes development of these areas for businesses with a large employment base and water intensive operations. The Town can undertake the following actions to promote these area:
  - a. Conduct preliminary testing to identify areas with potential for water supply, on-site well and septic systems and soils suitable for development.
  - b. Consider developing office park concept plans that display locations of roadways, parcels of various sizes to meet a range of company needs for land, septic and well locations, and conceptual architectural drawings.
  - c. Seek infrastructure grants for roads and utilities to lower the development costs. Potential sources of fund would be the federal Economic Development Administration, the USDA Rural Development, federal Community Development Block grants, Small Town Economic Assistance Program (STEAP) and the State Department of Economic and Community Development Industrial Park program.
  - D. Choose a location and promote a unified park concept in an environmentally sustainable manner. Implement eco-industrial park principles that promote efficient resource use through reduction of pollution, greater recycling, optimizing energy use, and green design of park infrastructure.

As the Smart Communities Network indicates:

“The distinguishing feature of eco-industrial parks is their use of ecological design to foster collaboration among firms in managing environmental and energy issues. In an eco-industrial park setting, company production patterns, as well as overall park maintenance, work together to follow the principles of natural systems through cycling of resources, working within the constraints of local and global ecosystems, and optimizing energy use.”

Smart Communities Network, <http://www.smartcommunities.ncat.org/business/ecoparks.shtml>

- The Board of Selectman should consider adopting a Tax and Business Incentive Ordinance for the purpose of formalizing a tax abatement program as allowed for in Connecticut General Statutes. End users will frequently look for these types of incentives along with permissive regulations and a streamlined permitting process when making locational decisions.
- Continue to deter the development of large shopping centers, big box retail outlets and national chains.
- Create individuality with an appealing mix of small retail stores, galleries, and commercial services.
- Promote tourism in Andover based along the Hop River Rail trail, with bed and breakfast establishments, potential camping areas supporting rail trail users, retail shops antique shops, restaurants, galleries, boutiques, and locally produced crafts as the mainstay of the economy.
- Work with Regional Tourism Board and regularly update the list of Town attractions and services.
- Promote cultural/historic assets as an added reason for visiting the Town.
- Develop a way finding signage program to provide directional signage to prominent sites;

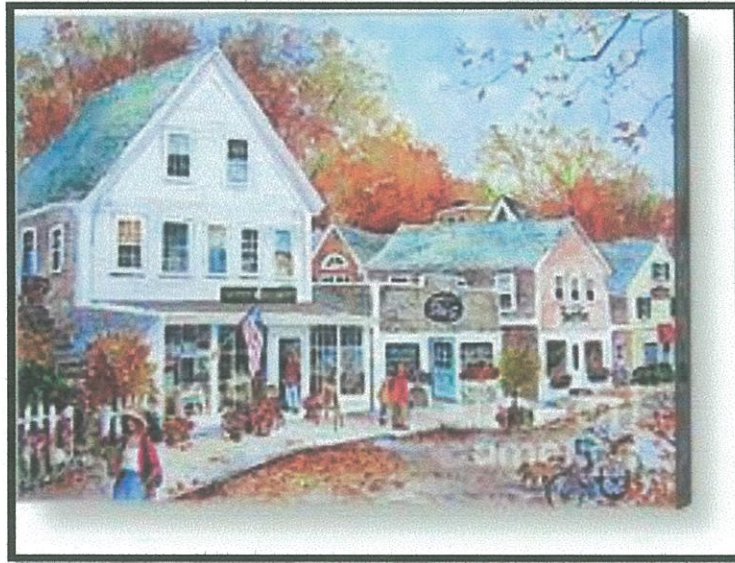
- Improve marketing of the Town's key assets such as open space, antique shops, the Hop River, historic sites, historic houses and the National Register District.
- Review and amend the sign regulations to promote signage characteristics and design consistent with an historic community and of sufficient size and number to provide reasonable advertising.



## CHAPTER 10 ANDOVER TOWN CENTER – PROMOTING COMPACT MIXED USE DEVELOPMENT

Andover needs its own special town center: A place which defines it as a small rural town; a place that connects residential, governmental, educational, social, religious, recreational and commercial uses into one compact, walkable and bike-able place.

*Goal - "Promote, expand and enhance Andover Town Center"*

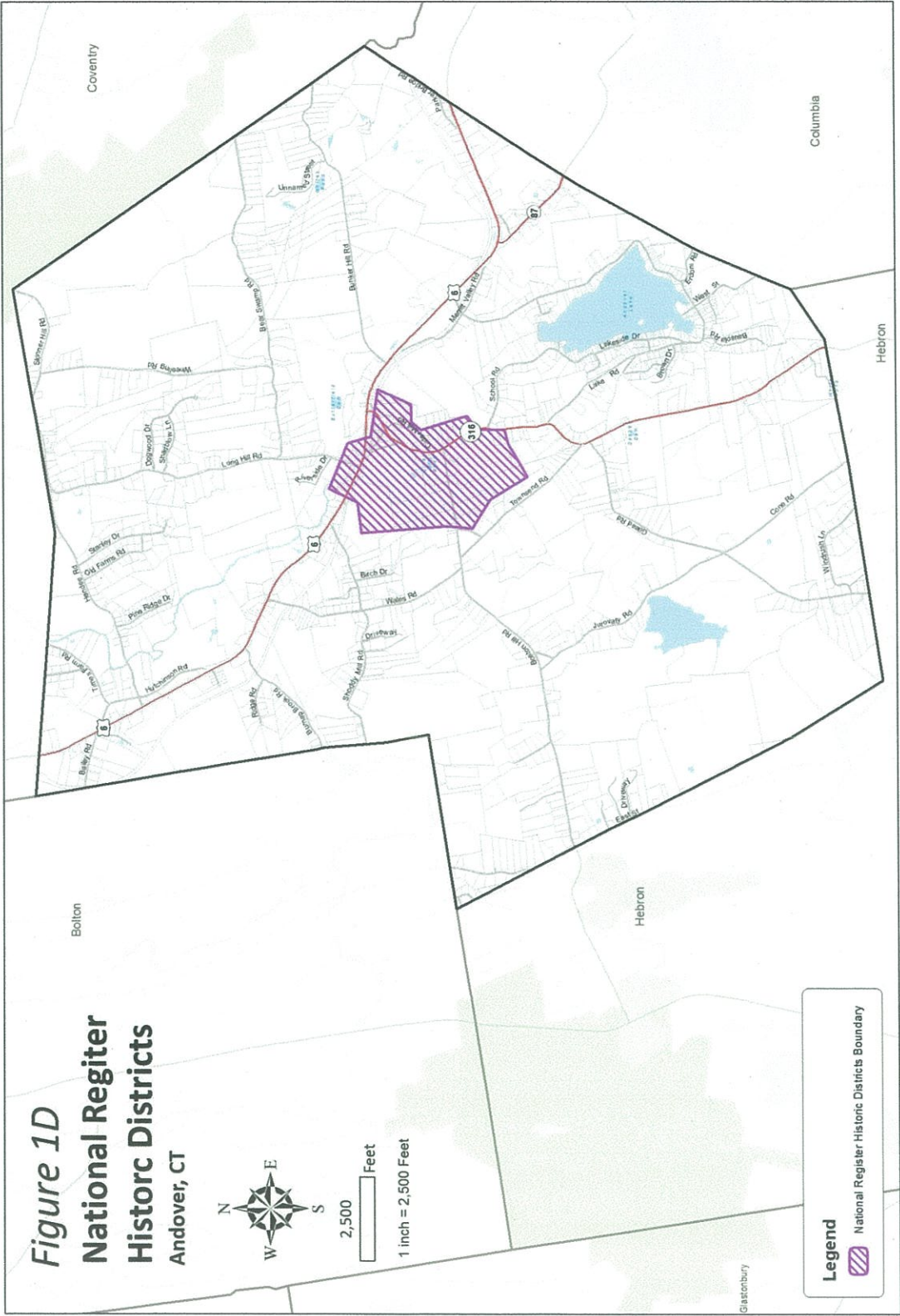


Source: Fineartamerica.com

There are many grants available at the state and federal level that support the construction of public amenities which enhance town centers. These grants require a plan to be in place. This plan will identify the town center assets and liabilities and recommend ways to connect these assets to create a viable town center.

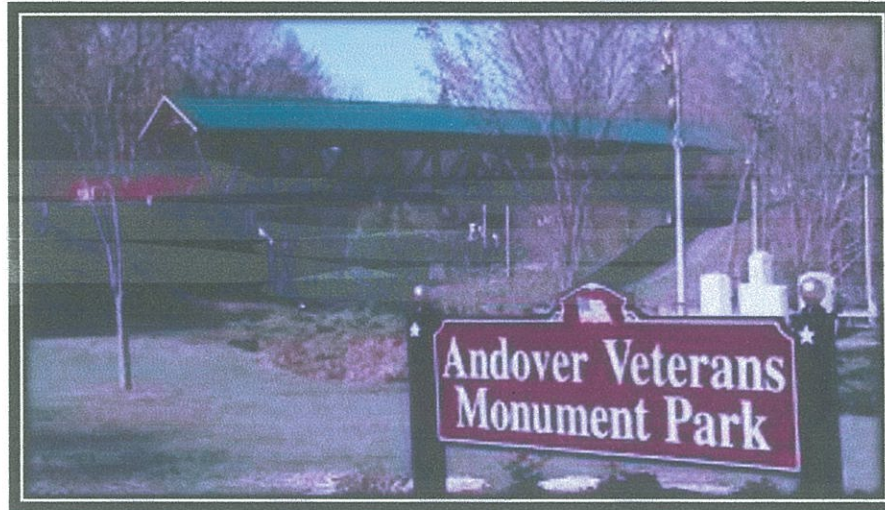
### **Defining the Area**

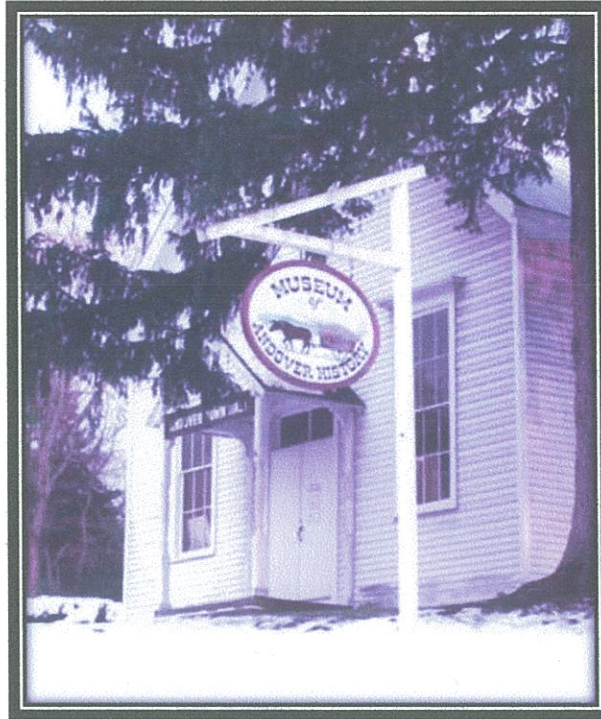
The Andover Center National Historic District defines Andover's historic town center. It is displayed on Figure 1D. The area around the intersection of Long Hill Road and RT 6 contains the post office, the library and the Congregational Church. This area also includes the Hop River and the town recreation fields.



The Center Street neighborhood is a higher density neighborhood of historically significant homes. This area is rich in history and also contains the former fire station, which now serves as the Senior Center. The former town hall, now the historical society museum, and the Andover Veterans Memorial Park are just east of the Center Street neighborhood.

The Hop River Rail trail, with an impressive single span pedestrian bridge over the road, runs through the area and provides critical bicycle and pedestrian access to the area.





The potential exists to connect the area discussed above to the current Andover Elementary School/Town Hall/Fire Station area. The distance from the Historical Society Museum to the Town Hall is approximately 3,000 feet. While it is a considerable distance a wide and open connection could be quite pleasant and allow a connection without having to use the automobile. Much of the area between the historic town center and the town hall is owned by the Town and has development potential.

Combined this area would have most of the uses one expects in a true town center. These uses include residential, religious, governmental, educational and recreational.

Although the uses currently located in the area are classic town center uses, the area is not connected and it does not have an identity to capture the interest of local residents or those passing through on Route 6 or the Hop River trail. Presently, residents have to drive between uses. Few would ever consider getting a book at the library and then walking to the post office or to town hall to get a dog license. The area is not conducive to walking and it is dangerous to walk along RT 6. Parents do not find it safe to allow their children to walk from nearby neighborhoods.

Combining and connecting these areas and uses will help give residents a "town center" that contains activities which will help to make it part of their daily lives and create a destination that will foster a sense of community.

A connected town center would encourage uses that would enhance the community and increase property values and tax revenues. Once properly zoned, the undeveloped land could be developed to grow the grand list and help create a more connected and pedestrian friendly town center. Several homes within the area would also benefit greatly from an enhanced town center.

### Going Forward

The best strategy for Andover is to focus on establishing a nucleus of a town center around the National Register District, the town green, the Hop River bike trail, existing recreational facilities and the Andover Historical Society museum. Then expand and connect the town center towards the current town hall / elementary school area.

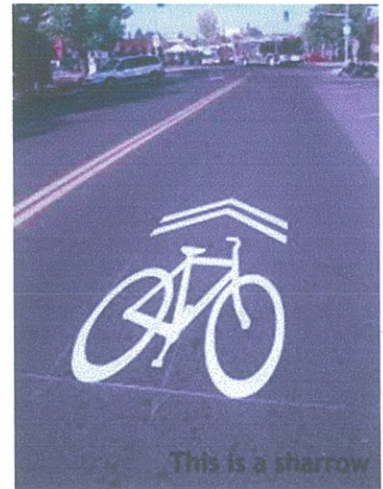
A recommended strategy is as follows:

1. Utilize the existing Hop River trail and recreational facilities on Long Hill Road as a starting point.
2. Expand recreational opportunities at the ball fields on Long Hill Road. Consider a tennis court, small skateboard / BMX Park and a family gathering place.
3. Utilize the ball field area as an access point to the Hop River. Open up the riverbank and make an attractive river walk with a family picnic area.
4. Make the connection between the ball field, the library, the church and Center Street more pedestrian and bike friendly.
  - a. First add a path that connects the recreation area to the existing cross walk at Route 6. Add a new crosswalk across from the library property.
  - b. Add a bike lane along Long Hill Road from the library parking lot to the ball field parking lot
  - c. Request DOT to modify the Long Hill Road traffic signal so there is a pedestrian only cycle, currently the cross walk is concurrent walk which does not give the sense of safety necessary to promote a pedestrian friendly environment.
  - d. Add a fence where the connector path to Center Street runs directly along RT 6. This would help with inexperienced cyclists since it is a fairly narrow.
  - e. Add a clearly marked path and parking area from the rail trail to Center Street. Define and enclose the area at the top of Center Street with street trees, fencing, decorative walls, signage etc...
  - f. Make the part of the rail trail that fronts Rt. 6 more attractive and safe with landscaping and a picket fence-which will help highlight Andover's rural past.
  - g. Another high value low cost improvement is signage. The concrete wall between Rt. 6 and the rail trail is an opportunity. One idea was to transform the wall into a "Welcome to Andover" sign with a slogan ideas included "Gateway to the East Coast Greenway " or "Live, Work, Play".

- h. It is equally important that routes into the town center area become more pedestrian and bicycle friendly. Add share the road signage and sharrows along Rt 316, Lake Road , Long Hill Rd and Boston Hill Rd. This will extend the complete street concept and mentality to much of the town.
  - i. The rail trail / Burnap Brook area is one of the most scenic sections of the rail trail and should be enhanced and promoted as a gateway into Andover Town Center. To achieve this recommendation the town should add a small park along the rail trail where Burnap Brook crosses the rail trail on town land. Open space funds could be used to add more land area if necessary. A small loop trail up the eastern side of the brook with a return through the wooded section below the transfer station would make a great addition and would be very popular.
5. **Support the enhancement of a “town center” in the Center Street area.** This would include enhanced streetscapes, including the view up to the area from RT 6 and opening up the bike trail to the area, highlighting the history of the neighborhood to town residents and acquiring the vacant property at 12 Center Street. The acquisition of 12 Center Street will prevent potentially negative uses and allow for future uses which would complement the area. The town could use the property for another public gathering space with a gazebo along the bike trail or could simply put out an RFP for the redevelopment of the property for 4-5 “village” type housing units dependent on soil conditions. The area is currently zoned R40 residential which is completely inappropriate for this area. The area should be rezoned in a way which allows for infill development at an appropriate scale and density which complements the surrounding structures.
6. **Establish a “village district”** as authorized under CGS 8-2j in the Center Street area and along RT 6. This will maintain aesthetic control over development in the town center area and define what the town expects for this area. Section 8-2j of the Connecticut General Statutes allows towns to adopt zoning regulations which will give the Planning and Zoning Commission greater authority over the design aspects of an

## Sharrows

is short-form for "shared lane bicycle marking". This pavement marking includes a bicycle symbol and two white chevrons and is used to remind motorists that bicyclists are permitted to use the full lane. There are no striped bicycle lanes on streets marked with **sharrows**.

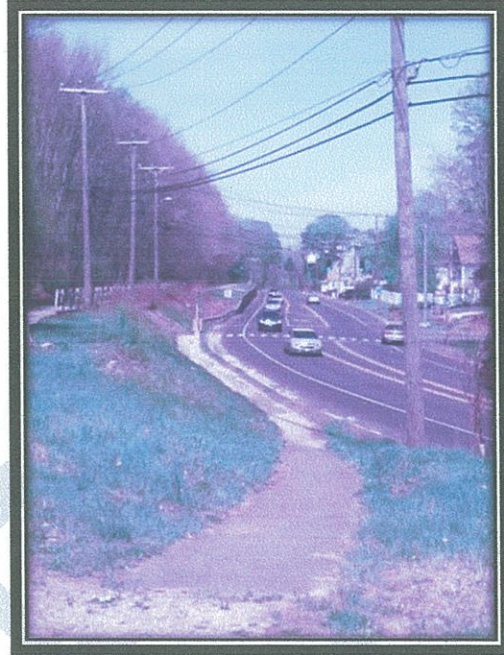
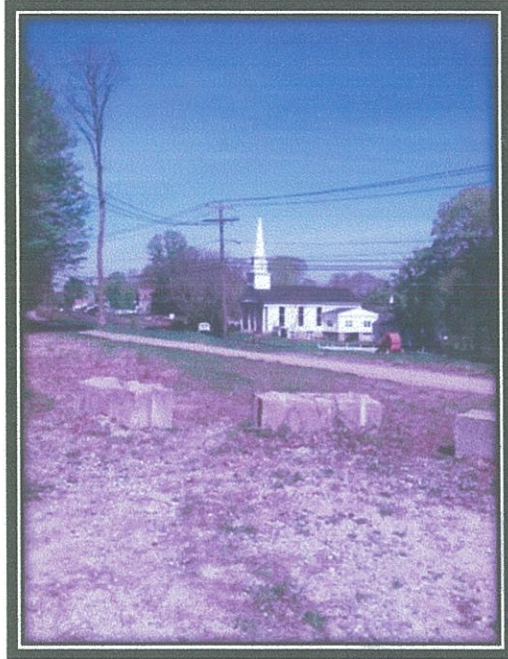


application in the town center area. The statutes require that a district only be established in an area with a distinctive character, landscape, or historic value, and that the Commission retain a “village district consultant” to provide advice and guidance on the design of various proposals. Zoning Regulations should seek to preserve the residential character of the area and discourage intensive commercial uses. The area along RT 6 can support and should allow non-residential uses but the residential use should be primary because it creates a captive resident population directly in the town center. Mixed use is critical. Residential structures can be used in a way which retains the residential flavor of the area but still allows their reuse for antique shops, bed and breakfast, inns, professional offices and other uses. The regulation will prevent parking lots in the front yard to control the visual impact of automobiles on the streetscape. All new developments will be carefully reviewed to retain the character and charm of the town center.

7. **Encourage housing in and near the Town Center area** in a walkable, village type configuration -- possibly including mixed uses in one building or on one site so that business and residential uses can support each other. Potential sites include 12 Center Street, other infill locations along Center Street and Hebron Ave, and the commuter parking lot on RT 6 and the town owned land adjacent to the Town Hall.
8. **Investigate opportunities to create shared septic systems** to support desired uses in the Town Center area.
9. **Implement the gateway and streetscape recommendations** found in the RT 6 Hop River Corridor study and focus on intersection and pedestrian crosswalk at RT 6 and Long Hill Road. Approach the state for the creation of a raised/textured/colored pedestrian crosswalk to cross RT 6.



10. **Enhance the connection to the Center Street area at RT 6.** This connection connects the Center Street area and the RT 6 area and also provides safe access to the bike trail. As discussed once this plan is implemented a resident could go from the library to the town hall and only cross one road.

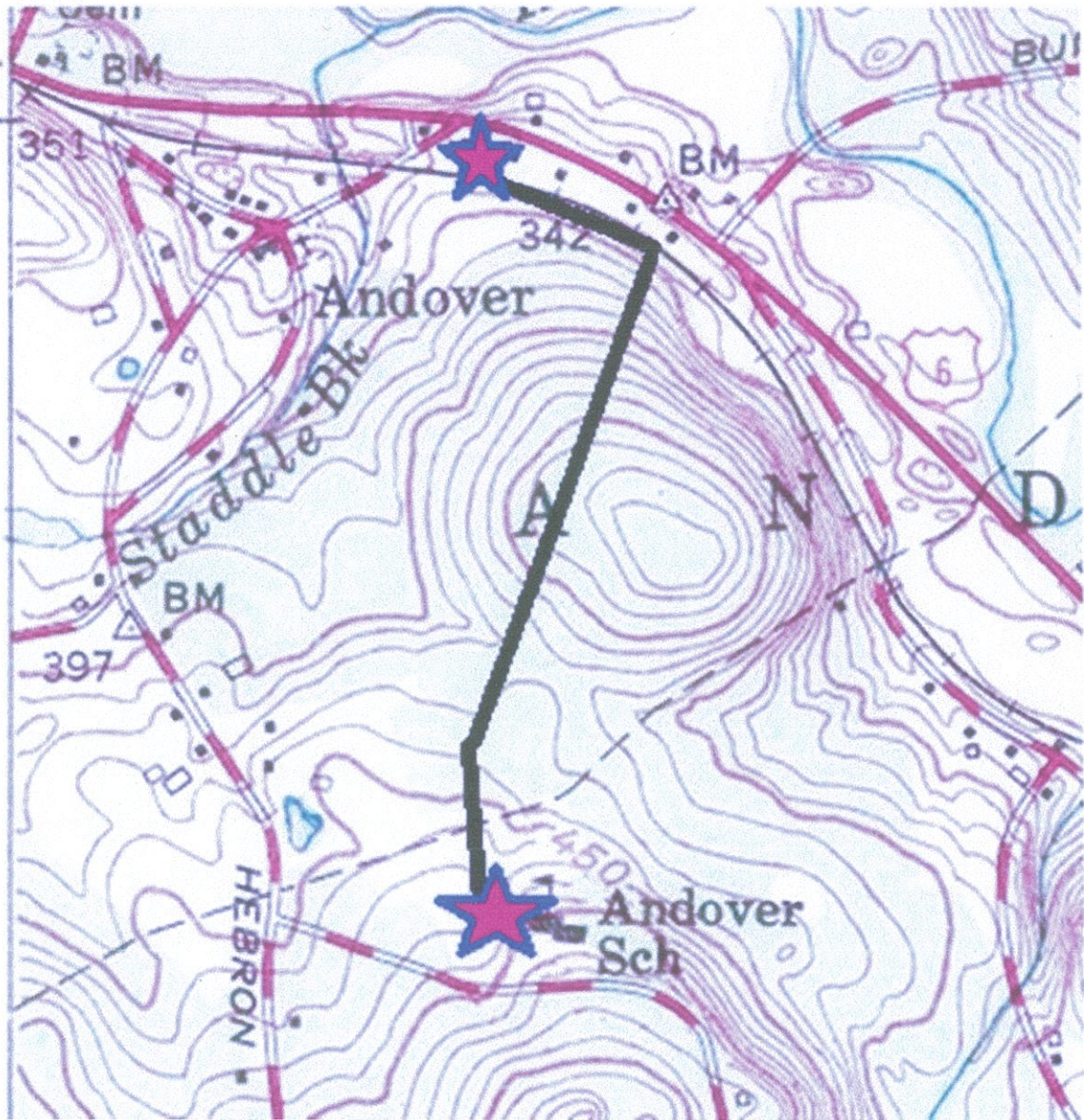


- 11. Establish a bicycle and pedestrian connection between the Center Street neighborhood and the Town Hall Area.** It is recommended that the pedestrian/bicycle way begin at the lower end of Center Street, cross RT 316 (Hebron Road) at the cemetery and proceed up Cider Mill Road. Cider Mill is sufficiently wide to accommodate a pedestrian/bicycle way and its surrounding landscape is interesting, attractive and historically significant. At the end of Cider Mill the path would travel along RT 316 until reaching town property at the small pond and nature trail. In this area significant work in the road shoulder and on town property would be required to accommodate the pedestrian/bicycle way. The work could include some lane shifting, tree removal, grading, relocation of utility poles, small bridges and walkways and possibly small retaining walls. The engineering design and construction of this pedestrian/bicycle way could be funded with a State of CT STEAP grant, federal transportation funds accessible through the Capital Region council of Governments (CRCOG) or a CDBG small cities grant.
  
- 12. Map and design a trail on town property which goes from the Hop River Trail up the slope to the Town Hall area.** This trail combined with the Cider Mill trail would create a loop system between Center Street and the town hall area. Over time open up and enhance the trail to make it more and more pedestrian and bicycle friendly and encourage its use as a recreational amenity. Such a trail should connect to the higher density Andover Lake neighborhood along Lake Street. The ultimate goal of the trail



would be to allow residential areas and elementary school students and employees and town hall employees a pleasant and attractive route down to the rail trail and then directly into the Center Street area, the church, library and post office. Also consider amenities which will draw bikers of the trail into this area. This same path would serve as access to a campground for through bikers on the east coast greenway. Critical components would be a composting toilet, a water source and 3-5 lean-to or tent platforms.

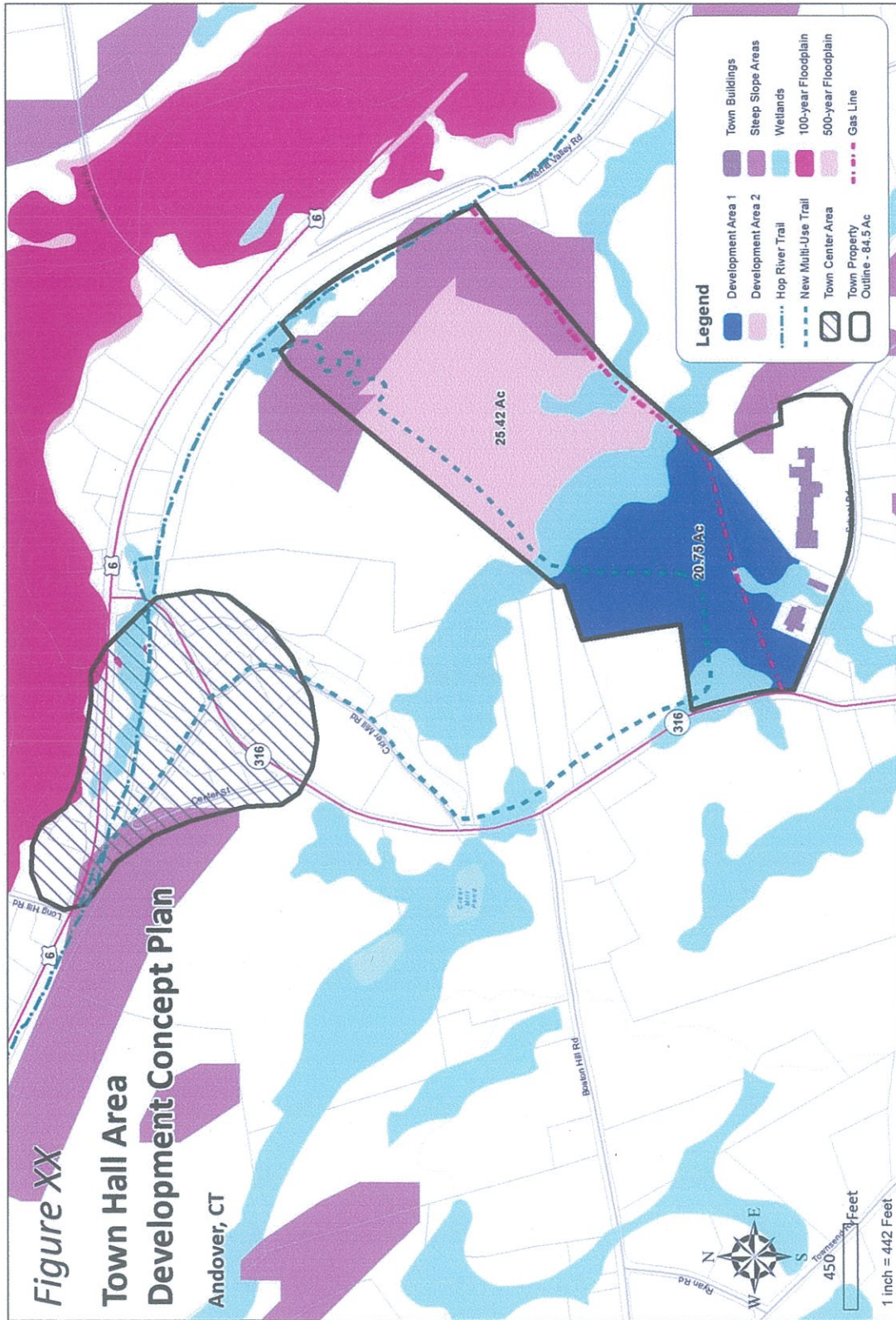
Potential connection between Historical Society Museum and Town Hall area





13. The area between the Historical Society Museum and the Town Hall, as displayed on the above maps, holds significant potential for future development. The next map identifies the areas that have potential for future development and a schematic pedestrian / bicycle way discussed previously. The two (2) future development areas are 46 acres in total. None of the areas have the access and visibility to support any significant commercial development.





Area 1 is 20.75 acres and the topography is very gradual. The high pressure gas line bisects the area and certainly needs to be carefully considered in any design. Area 1 can support sports fields as discussed in the past. The population is not expected to increase and the age cohort that will use sports fields is actually expected to decline. Nevertheless, the Recreation Commission needs to inventory its existing fields and identify what the town will need in the future. Once this task is complete Area 1 on both sides of the gas line can be programmed to satisfy that need.

At the same time, carefully designed and clustered senior or 55 and older housing would complement the adjacent governmental buildings and create a "village" atmosphere which could be very desirable. A higher density living option for 55 and older would give Andover residents an option to stay in Andover and place them in an area that is conducive to walking and offers volunteer opportunities in the school and the town offices. However 55 and older developments are permanently deed restricted and do not attract the 30-50 age group, which this plan has identified as an important initiative.

Depending on soil conditions, opening a new development to market rate housing, would create a very attractive living environment within a short walk to the elementary school, connected to the future town center and the lake. Market rate attached style housing could attract those in the 30-50 range and does not create an abundance of school children.

The industry standard for projecting the number of public school children from a development is Rutgers University, Center for Urban Policy Research Residential Demographic Multipliers — Estimates of the Occupants of New Housing - (Residents, School-Age Children, Public School-Age Children) by State, Housing Type, Housing Size, and Housing Price This study has been proven to be extremely accurate when predicting the impacts of new development.

This study concludes that attached one (1) bedroom ownership units do not produce any children and two (2) bedroom units produce .03 public school children per unit.

- Assuming a 30 unit development includes- 20 two (2) bedroom units and 10 one (1) bedroom units the data indicates there will be one (1) public school child.

As with a 55 and older development, a market rate development would also represent a significant addition to Andover's grand list.

Because of the open nature of Area 1, another option would be a solar farm. There are companies which permit, develop, maintain and insure solar farms on municipal property. The private company benefits from state and federal tax credits which are not available to municipalities. The only obligation the town has is to sign a 20 year power purchase agreement. The agreement binds the town to buy the solar electricity at a significantly lower rate than power from the traditional grid. In this case the solar array could potentially create enough power for the school, the town hall and the firehouse. Depending on usage the electricity could also be assigned to "beneficial accounts" which could significantly reduce the street light account. While there are very definite cost savings the other benefit is showing that Andover

is an innovative environmentally aware community interested in long term sustainability. The children of Andover will quickly learn that their town is powered by the sun!

Area 2 is 25.42 acres. Areas 2 can support the above mentioned housing options but the topography is more sloping and the area is wooded which would make sports fields and a solar farm more difficult.

The town has a real opportunity in this land. While the market may not be strong for new housing in Andover the fact that the town owns the land and expresses interest in developing portions of it will attract interested developers. If necessary, the town can write down the developer's acquisition costs to make a project work. Creative proposals could include the developer constructing the connection to the bike trail, sports fields or other public amenities as part of the land acquisition cost.

The benefits would be long term growth in the grand list, connecting new development to the historic town center area and the Hop River Bike Trail and attracting younger age groups while also giving longtime residents low maintenance single story living options.

**13. Commercial Development** - The critical element that is missing from the current and expanded town center is a commercial/retail presence. Such uses add to the vitality of the area and attract residents.

The huge success of the Andover Farmers Market is a clear indication that residents want a local option for shopping. It is well understood people prefer to shop locally and feel good about investing in their community rather than traveling long distances to other towns and supporting another towns tax base and helping pay part time salaries for kids in that town.

A small general store, an ice cream shop, a bed and breakfast, a coffee shop or a restaurant would complement the bike path and create just another reason for Andover residents to come the town center.

Ideally, an entrepreneur will see an opportunity and invest in the area. Andover should be very supportive of the venture in terms of grants and incentives that could help it succeed. But the market for such uses is not very strong and the anticipated sales may not justify a purely private investment.

A cooperative is a model that has been successful in other areas and can help spread the risk among many rather than one private investor. It has also been a logical next step for successful farmers markets. A cooperative is essentially a business owned by its customers.

A cooperative model could be in conjunction with the Andover Farmers Market. Many are operated out of a local facility (such as the Senior Center) and some have a permanent location such as a renovated 12 Center Street. Cooperatives offer lower prices to members and offer a wide range of items, basically wherever it sees a demand. They are often run by volunteers or part-time employees. Many offer local crafts and farm products or organically grown produce from local farms.

There are a number of consumer cooperatives which will help guide Andover's efforts. Some of them include:



- Big Deal Coop -East Hampton
- Friends Co-Op –Woodstock
  
- Roaring Brook Coop -Stafford Springs
- Willimantic Food Coop – Willimantic

## Conclusion

The purpose of a local Plan of Conservation and Development is to inventory existing conditions, establish goals and make recommendations on how to achieve those goals. The above town center discussion provides a wide range of recommendations. They range from easily implementable to more complex. Creating a real sense of place is never a quick process. It will take time and commitment.

If the town chooses to go in this direction it should first focus on the small and highly visible improvements. Involve the community in the discussions. Perhaps a competition to determine the slogan on the RT 6 retaining wall.

There are many grants available at the state and federal level that support the construction of public amenities which enhance town centers. This plan is the first step in the process of securing grant funding. If the town has a plan and shows commitment to its implementation the grants will follow.

The Committee recently established regarding the acquisition of 12 Center Street is an indicator that there is strong interest in creating an identity for Andover. The town should consider creating a working committee to begin the discussion. The most successful economic development approach to date is the National Main Street Program which was created by the National Trust for Historic Preservation. There is now a Connecticut Main Street program which is funded by utility companies. It is a four point approach which focuses on organization, marketing, design and economic restructuring. This model relies heavily on citizen participation. Following a similar approach would be very helpful to Andover's efforts.

CHAPTER 11  
POTENTIAL INCENTIVE HOUSING ZONES

Reserved for Incentive Housing Zone

## CHAPTER 12

### PREPARING FOR A SIGNIFICANTLY OLDER POPULATION

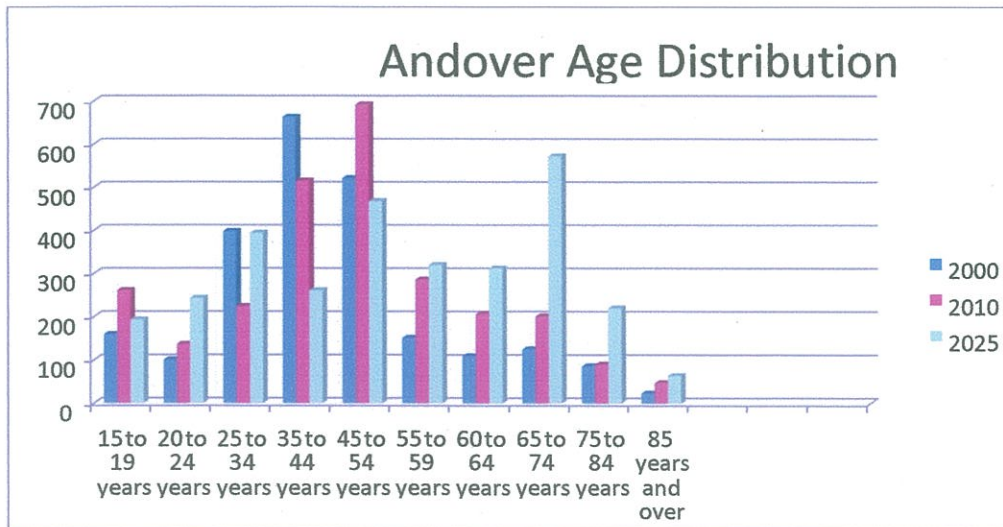
***Goal –Create in Andover a great place for the baby boom generation by preparing plans and policies that provides for them and promotes “Aging in Andover”.***

The most significant change in Andover’s population, which was predicted in the 2005 plan, was the dramatic increase in the 50 - 74 age category.

In the United States 77 million “baby boomers” will be retiring soon and moving into a new stage of life. The baby boomers are that huge demographic bulge of post-World War II children. Just as the boomers created challenges when they first went to school in the 1950s, went on to college, entered the job market, and started having their own children, they will create new challenges for Andover as they become empty nesters, retire, and continue to age.

The statistics are striking. By the year 2030, the number of persons 65 years of age and older will double in size to constitute 20 percent of the U.S. population. At the beginning of the 20th century, only 1 in 25 persons were considered senior citizens; that number is now 1 in 8 and will balloon to 1 in 5 in the next 25 years.

As displayed below the 65-74 year old age cohort will be the largest group of residents in Andover in 2025.



The baby boomers, between 50-70, have increased dramatically since 2000. This trend will continue and these groups now represent nearly one third of Andover's population. In 2025 a full 25% (856 persons) of the population will be over 65 years of age. This will represent a 153% increase from 2010 figures. CT Data Center projections indicate Andover will be one of only 3 communities in Connecticut whose 65 and over population will increase by over 150%.

The aging of this population, the fact that many in this group will be on fixed incomes and the need to provide services to this group will have significant planning consequences in Andover.

It is well understood that those in the 20-34 year old age cohort are fleeing Connecticut at a never seen before pace in search of better opportunities. At the same time baby boomer homes will be coming onto the market. This will happen as boomers pass away or as they downsize to smaller living units in more urban areas or when they move to warmer climates. This will cause the demand for traditional single family homes to decline and the supply of for sale homes to increase. This change in supply and demand and the lack of choice in Andover could have very significant impacts on the town.

Most of the literature indicates that this age group will be much more mobile and active than previous "seniors". They will want to continue to live active and independent lifestyles. Providing people with the opportunity to age in place is increasingly recognized as an important issue in local planning circles. Despite what many may think, research indicates that this group will want to "age in place," if not in the same house, at least in the same town. Instead of flocking to sunny beach havens or downsizing to a condo in the city during their retirement years, a majority of baby boomers say they're just going to stay put in their old home. In a survey of 4,000 baby boomer households conducted by the non-profit Demand Institute, 63% of boomers plan to stay in their current home once they retire. Most of this information is from national surveys and anecdotal information suggests that the desire to downsize and/or flee Connecticut is more pronounced.

Some suggest the "desire" to age in place has a lot to do with the recession. The financial and real estate crisis put an end to years of rapid wealth accumulation, causing the typical boomer household's net worth to fall to \$143,000 in 2013 from just over \$200,000 in 2007, according to Federal Reserve data. As the real estate market comes back and equity is returned this could change.

### **Going Forward**

As Andover's older population grows, the degree to which they can participate in community life will be determined, in part, by how the town plans for them. Planning for Andover requires a vision for the future with careful consideration for the older age cohorts.

- Diverse housing options for those who want to downsize or move to where they can access more care should be encouraged.
- Affordable, accessible housing is connected to quality of life for older people, can decrease institutionalization and meet consumer demand.
- While it is important to provide for Andover's boomers it is equally important to provide housing options for those that will lead Andover and provide for the boomers into the future. The younger age groups are not necessarily looking for large single family homes. They desire higher density, pedestrian friendly options with ownership and rental options.
- The age restricted 55 and older option holds many benefits to the community. However consideration should be given to creating a restriction that expires as the baby boomer population declines.

**Coordinating land use, transportation, housing policies and human services is essential.**

Being educated about how to address aging is important. At the end of the day, this work is about good community planning and design that will create great places for all ages. The good news is that planning for an aging community focuses on good planning and community development, which can benefit everyone – young, old, and in between.

Young adults want many of the same planning considerations as seniors – walkable neighborhoods served by transit, affordable housing in close knit communities and universal design so everyone can access the homes and the amenities, including the mobility impaired, the elderly and parents with strollers and a mix of uses and activities near their homes. Sound planning for all ages will provide benefits for the future.

**Conclusion**

Unless the zoning codes are updated to account for the needs of Andover's aging population, it will be difficult to accommodate those who want to age in Andover. Making the necessary changes will put Andover in a good position for the future. It will also will enhance the livability of the community and increase the value of existing homes.

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AARP

Nancy Stamler, Planning and Marketing Consultant.

## CHAPTER 13

### CREATING IDENTITY AND A SENSE OF PLACE

As we look to the year 2025 and review all previous chapters in this Plan of Conservation and Development the conclusion can be drawn that there is nothing more important than protecting and enhancing Andover's quality of life.

People choose to live in Andover because it is a small rural town that is within a short drive to urban and suburban centers. In survey after survey over the last thirty (30) years, the people of Andover have consistently stated that the small towns "rural character" is the most attractive and positive reason associated with living in Andover. This coupled with an excellent school system and abundant open space make Andover a truly great place.

Certainly the sense of community pride in Andover is strong. The feeling that one can participate and make a difference in their government is omnipresent in Andover's town meeting form of government. Individuals matter in Andover.

More quantifiable and visual attributes include Andover's historic resources, its scenic vistas and streetscapes and the town's rural character. These resources combine to form a unique "sense of place" in Andover. Andover needs to treasure and celebrate its uniqueness and in doing so the town will thrive.

#### ***Historic Resources***

Andover's history and its historic buildings certainly make Andover unique and special. From pre Columbian times to its role in the American Revolution and forward through the industrial revolution Andover has much to offer.

The Andover Center National Historic District, the historic farmhouses spread throughout the community, the old Town Hall, the rail right of way, Rochambeau's route through Andover and the significance of the Hop River in Andover's evolution are all cultural resources with stories to be told.

#### ***Andover Center National Historic Register district***

In September of 2002 Cunningham Preservation Associates, LLC inventoried the contributing buildings in the Andover Center Historic District. This inventory identified 148 contributing structures in the relatively small district. This area holds tremendous potential and should be protected from incompatible development. The demolition of a historic home is a tragedy but almost equally tragic is the preservation of a historic home with completely incompatible development on the land, which surrounds it. In 1979 Philip D. Brass compiled a survey of early Andover homes that predate 1856. The document was entitled "A Survey of Early Andover Homes dating from circa 1713 to 1856". This inventory was then revised in 1994. The inventory lists 61 homes. These homes and the farms, woods and meadows that surround them are certainly worthy of preservation.

### ***General Rochambeau's Route through Andover***

Rochambeau and 5,800 French troops marched through Andover on their way to Yorktown. Their arrival in Yorktown resulted in the ultimate surrender of the British and the end of the American Revolution. This plan fully supports "The Washington – Rochambeau Revolutionary Trail Study and the creation of a National Historic Trail. Rochambeau's route should be highlighted along the bike path, and at the old Town Hall and Creamery historic site.

### **The Significance of the Hop River**

Historic sites along the Hop River should be incorporated into a river trail, which ideally can be designed as a bike loop along the bike path and the river and then back to the bike path. A number of similar bike paths have been developed in Connecticut.

### ***Rural Character***

Andover also has a number of beautiful historic farmhouses and barns, which shape this rural character along with stonewalls, cultivated fields and pastures. There are active farms and farm businesses in the town including:

The Post Farm – Route 6  
Andover Country Garden – 5 Hendee Road  
Country Pleasures Gardens and Gifts – 16 Boston Hill Road  
Four Winds Farm – 168 Boston Hill Road  
Hurst Farm and Country Store – 746 East Street  
Long Hill Gardens – 172 Long Hill Road  
New England Organics – 16 Rockledge Drive  
Rockwall Farm – 30 Long Hill Road  
Scotts Tree Farm – 11 Bunker Hill Road  
Siismets Farm – 79 Boston Hill Road  
Stone Bridge Farm – 36 Boston Hill Road  
Gilead Gardens – 55 Gilead Road  
Kralovich Farm – 34 Cone Road  
Lyon Dairy Farm – 237 Hebron Road  
Quagliano Tree Farm – 315 Hebron Road  
Yeoman's Tree Farm – 411 Lake Road

Fortunately, some of Andover's farmers have agreed to sell the development rights to their farms to the State of Connecticut. This ensures that the land will remain in farming and undeveloped.

As stated in previous chapters, this rural character, which the townspeople have repeatedly said is of most value to them, will be lost as suburban sprawl type development reaches Andover and the current generation of farmers are no longer able to farm. These farms and their pastures and meadows are also prime for development. The majority of Andover is wooded and these wooded areas are not as suitable for development. It is Andover's farms that hold the most development potential. These factors combine to put significant development pressure on the remaining farms in Andover. As recent residential developments show, the market for big suburban style homes is fairly strong in Andover. The Planning and Zoning Commission has tremendous power to preserve and shape the character of Andover. A town becomes what its regulations allow it to be. Currently Andover's regulations do not promote what the town's people desire.



### **Scenic vistas and Streetscapes**

There are a number of vistas and streetscapes, which highlight Andover's rural character. These areas are the most accessible to the general public, both young and old. It is no surprise that the State of Connecticut's Economic Development brochures highlight rolling meadows, stonewalls and historic farmhouses and barns. This is what the general public appreciates and desires. Scenic Vistas and streetscapes should be identified and protected.

### **Gateways**

Currently Andover lacks identity along RT 6. Almost 18,000 cars drive along Route 6 in Andover on a daily basis. Despite this fact, the town does very little to advertise itself and the special characteristics which make it unique from the other towns in the region. The town should erect very attractive "Welcome to Andover" signs with an agricultural theme at strategic locations along Route 6. For instance at the eastern and western ends of Route 6 and a very special identification kiosk, historic marker, town green / gazebo at the old Town Hall, former Creamery and Veterans Memorial, including holiday decorations. Andover's goal should be to make sure everyone driving on Route 6 knows that they are entering, that they are in, and that they are leaving Andover, Connecticut, a very special place.

### **Conclusions & Recommendations**

- As discussed in the town center chapter of this document, it is recommended that a "village district" be created in the general area of the Andover Center National Historic Register District. Connecticut General Statute's 8-2j enables municipalities to create village districts. The most valuable aspect of village district legislation is that it gives the town the ability to regulate design and aesthetics. A village district would allow for a careful architectural review of each proposed building and additions to buildings, the preservation of significant trees and stone walls and other elements which help define the historic district.
- The Planning and Zoning Commission has already displayed its pro historic preservation position by adopting an Adaptive Historic Reuse regulation. This regulation allows alternate, more economically feasible, uses of historic buildings regardless of zoning. For instance, an historic farmhouse in a residential zone could be converted to a bed and breakfast, antique shop or even professional office. In exchange for the approval the owner has to file a document on the land records indicating they will preserve the outside of the building in its historic state.
- Zoning and Subdivision regulations should be revised to require that new developments protect and complement historic resources. This would include the preservation of stonewalls and the incorporation of low impact areas and the clustering of development in a manner which preserves the most unique resources.
- Protect historic homes, barns and other structures from demolition, decay or inappropriate modification.
- Encourage the Board of Selectman to implement a demolition delay ordinance, which requires that the historic society be notified when a building over 50 years is proposed for demolition. The Historic Society would then have the option to invoke a 90-day delay to give them time to try and save the structure.

- As the former rail right of way/ bike path becomes more and more popular insure that the design incorporates the historic attributes of the rail line, including the Rochambeau Route through Andover.
- Use the area around the old Town Hall and the former creamery site as a major gateway into the Andover Center National Historic Register District and a starting point for the bike trail. Use this area to announce to the outside world that Andover is unique. Use the area to welcome visitors on Route 6 to Andover and to “show off” Andover’s rural and historic character.
- The Conservation Commission should work to plan and develop the Hop River trail and the easements necessary. Funds from the payments in lieu of open space fund should be used to purchase easements.
- The town should do all possible to support and advertise local farms.
- Promote the purchase of development rights at the state and federal level to preserve important farmlands, in particular the Post Farm and Siismets Farm. These farms are quintessential “Andover”.
- The Post Farms visibility along Route 6 defines Andover as an attractive rural community and makes it the highest priority for preservation. Those areas of the farm, which are zoned business, should be rezoned to residential to help alleviate development pressure.
- Zoning Regulations should be amended to clearly allow well-designed agriculture support areas for farmers markets and farm stands.
- Directional signage should be erected to direct visitors to working farms.
- Welcome to Andover signage, which celebrates Andover’s farming heritage, should be erected at the major gateways into town.
- Inventory scenic vistas within the town and develop overlay zoning to add additional protections to these areas including the preservation of stone walls and large street trees.
- Identify the streets within the town that have attractive streetscapes worthy of preservation. Look specifically for tree-lined streets, stonewalls and views of farms, meadows and pastures.
- Study the benefits of creating a scenic roads ordinance as permitted by the Connecticut General Statutes. Unfortunately this ordinance only applies to local roads.
- Amend zoning and subdivision regulations to 1.) Protect existing streetscapes including but not limited to street trees, stone walls and to 2.) Create desirable streetscapes which enhance the existing ones. A

- Amend regulations further to discourage strip type development, minimize curb cuts, control visual impacts and create “low impact” conservation easements along both existing and new streets.
- Insure that the town Public Works Department appreciates the value of rural streetscapes and incorporates such design criteria into road improvement projects.

## CHAPTER 14

### IMPLEMENTATION

The Planning and Zoning Commission has two statutory roles. They are found in Connecticut General Statutes Title 8 Chapter 124 Zoning and Chapter 126 Municipal Planning Commissions.

The preparation of a Plan of Conservation and Development is a mandatory exercise in the State of Connecticut. Unfortunately, after these plans are adopted they are rarely referenced until a mandatory update is necessary ten (10) years later.

This plan is a collection of goals, objectives and recommendations aimed at providing the highest possible quality of life in Andover. The most difficult portion of the Plan of Development process is the implementation phase.

This plan should be an active one, it should be frequently referenced by the Planning and Zoning Commission and their staff as well as other city officials. It represents the official Plan for the future of the Town of Andover.

In implementing this plan, the Planning and Zoning Commission has three primary tools at its disposal. These are the Zoning Code, the Subdivision Regulations and the Connecticut General Statutes Section 8-24 Review process.

#### **ZONING (Authority C.G.S. Title 8, Chapter 124)**

To meet the needs of Andover and to insure the highest possible quality of life there should be a major update of the Zoning Code. The Zoning Code update must be coordinated with the Plan of Development and designed to carry out its goals and objectives.

The Plan of Development provides recommendations for a continuation of the rural character in Andover. In other areas the plan promotes a more compact form of mixed use development and in still other areas the plan recommends commercial and industrial development. The Zoning for these areas should be designed to carry out this objective and thus implement the Plan of Conservation and Development.

#### **SUBDIVISION REGULATIONS (Authority C.G.S. Title 8, Chapter 126)**

The Subdivision Regulations are basically a technical guide which provide for the proper layout of lots, open spaces, sidewalks, drainage systems, water and sewer lines and streets in subdivisions. The existing Town of Andover Subdivision Regulations are also in need of major revisions. These regulations should be amended as soon as possible so as to conform to the goals and objectives of the Plan and to promote the orderly, efficient and the most aesthetically pleasing subdivision of land. In particular the regulations should provide for the proposed Andover Rural Design (ARD) regulation, specifically reference the open space plan and allow low impact development (LID) techniques, such as narrow roads, grass swales, rain gardens, pervious pavement and other storm water quality techniques.

## **REVIEW OF MUNICIPAL IMPROVEMENTS (C.G.S. Title 8, Chapter 126 Section 8-24)**

In small towns such as Andover significant municipal improvements are rare. But when they occur they can have significant impacts on the character of the town.

Municipal improvements are put forward by the Board of Selectman and funded by the Board of Finance. In making these funding decisions, these Boards should refer to the Planning and Zoning Commission's recommendation as articulated in the Plan of Conservation and Development.

The Planning and Zoning Commission is the Commission designated with the authority to plan for future needs. As mandated in the State Statutes, Section 8-23 the Plan of Development may include a schedule and budget for public capital projects.

State Statutes Section 8-24, requires that all proposals for municipal improvements must be reviewed by the Planning and Zoning Commission for conformity with the Plan of Development. In this way the proposals impact on the coordinated development of Andover can be evaluated by the Planning and Zoning Commission.

This plan presents an implementation chart on the following pages. The chart identifies the recommendation and the chapter of the Plan of Conservation and Development where the recommendation occurs. The chart also assigns a priority ranking from 1-5.

The plan identifies a number of recommendations which will be very difficult for a volunteer commission, like the Planning and Zoning Commission, to implement. After the plan is formally adopted, the Commission should seek funding to retain professional planning assistance to:

- Prepare the recommended zoning text amendments;
- To work with developers proposing projects in the town to insure compliance with the Plan of Conservation and Development;
- To apply for the many grants currently available;
- to prepare and coordinate formal Requests for Proposals (RFP) with the Board of Selectman; and
- Perhaps, most importantly, to promote the goals and policies of the Planning and Zoning Commission to elected officials, town staff and other boards and commissions.

Chapter	Priority	Recommendation
<b>Chapter 7 - Managing Future Residential Growth</b>		
	1	Adopt the Andover Rural Design (ARD) Regulation
	3	Rezone areas of R-40 to R-80
	1	Promote ARD subdivisions by allowing them "as of right"
	2	Include Low Impact Design (LID) in all future developments
	4	Consider requiring a special permit for conventional design subdivisions
<b>Chapter 8 - Protecting Natural Resources</b>		
	3	Conduct natural resource inventory
Ongoing		Make open space plan easily available to developers and land owners
Ongoing		Reference Open Space Plan when reviewing development applications
2		Preserve carefully selected parcels to enhance existing open spaces
4		Permanently preserve additional 284 acres as open space
2		Promote use of Chapter 490 in open space corridors
2		Encourage Board of Selectman to adopt open space plan which would make all parcels eligible for 490
4		Purchase development rights for the Post Farm
Ongoing		Promote access to Hop River
2		Consider making ARD subdivisions mandatory in open space corridors
<b>Chapter 9 - Promoting and Regulating Commercial Development</b>		
	Ongoing	Business retention and business attraction
	3	Further streamline development process and consider tax abatement ordinance
	1	Adopt recommended zoning text amendments in Business and Industrial zones
	3	Carefully evaluate future economic development areas 1-6 in PZC workshop setting
	3	Conduct public hearing and rezone future economic development areas if deemed appropriate
	2	Consider retaining economic development consultant
	3	Enter into discussions with owners of most desirable parcels for development
	2	Develop brochure highlighting areas for economic development
	2	Market best and available parcels to commercial brokers

Chapter 10- Andover Town Center	
1	Promote, expand and enhance Andover Town Center using "Main Street" approach
1	Be prepared to apply for various grants available to enhance and create walkable town centers
3	Implement recommended strategy for Andover Town Center
2	Establish blight ordinance to correct issues at 12 Center Street
1	Acquire 12 Center Street to avoid potential negative uses and to guide future development
1	Establish Village District zoning for the area as recommended
4	Research cooperative model, as discussed, to attract retail activity in town center
1	Through the IHZ process develop detailed concept plans for Town Hall property
3	Once consensus is achieved and concept plan developed consider formal RFQ for Town Hall property
Chapter 12- Preparing for a Significantly Older Population	
2	Meet regularly with the Commission on Aging and Senior Center staff
1	Through zoning amendments allow for higher density neighborhoods in close proximity to services and activities
3	Plan for a new senior center which allows for social interaction and avoids isolation
4	As need grows expand senior transportation and meals on wheels to accommodate seniors
2	Make roads safe and comfortable for seniors with more visible signage, better way finding and reflective materials
Ongoing	Establish policies and programs to help seniors age in place
4	Research towns ability to create age restricted housing (55+) with restrictions that sunset when baby boom generation ends
4	Coordinate land use, transportation and housing policies and human services to plan for the aging population
2	Promote "universal design" in all new developments and public improvements.
Chapter 13- Creating identify and a sense of Place	
Ongoing	Above all other issues protect Andover's quality of life
Ongoing	Protect historic resources and educate the public about Andover's history
3	Improve access to the Hop River, acquire public access easements along the river
Ongoing	Preserve rural character, promote farmland preservation, Chapter 490 taxation, preservation of fields and stone walls
2	Protect scenic vistas and create gateways into Andover
3	Consider a scenic roads ordinance as allowed in state statute
3	Consider a demolition delay ordinance as allowed in state statute