



TOWN OF LEDYARD

Planning & Zoning Sub Committee

Meeting Minutes - Final

741 Colonel Ledyard Highway
Ledyard, CT 06339-1511

Special Meeting

Thursday, April 30, 2026

6:00 PM

Council Chambers - Hybrid Format

I. CALL TO ORDER

Chairman Woody called the meeting to order at 6:00 p.m. at the Council Chambers, Town Hall Annex Building and on Zoom.

II. ROLL CALL

Present Nathaniel Woody
James Harwood
Beth E. Ribe

In addition, the following were present:

Elizabeth Burdick, Director of Land Use & Planning, (via Zoom)
Marcelle Wood, Chairman of the Planning & Zoning Commissioner,
Kristin Clarke, Planning Consultant
Anna Wynn, Assistant to the Director of Land Use & Planning

Chairman of the Ledyard Planning & Zoning Commission, Marcelle Wood read the following statement for the record:

At the Planning & Zoning Commission Regular Meeting of December 11, 2025, the Commission discussed the formation of a Subcommittee, as outlined under the "Town of Ledyard Planning & Zoning Commission By-Laws," effective February 18, 2019, to address necessary Zoning Regulation changes mandated by Public Act 25-1 (aka House Bill 8002). The Subcommittee held their organizational meeting on January 8, 2026, comprised of Commissioner Nathaniel Woody, Commissioner James Harwood and Commissioner Rhonda Spaziani and were tasked at that time with drafting proposed zoning regulation amendments regarding parking. The Subcommittee completed its assigned task on March 12, 2026, when it delivered their final report to the full Commission, a report that was later accepted as a formal application numbered PZ#26-2ZRA on April 9, 2026. Additionally, at the Planning & Zoning Commission Regular Meeting of April 9, 2026, per New Business Item B. "Discussion of Planning & Zoning Subcommittee regarding Housing Regulations", Chairman Marcelle Wood designated the existing Subcommittee to be tasked with drafting the necessary Zoning Regulation amendments mandated by PA25-1 regarding Housing. The Planning & Zoning Subcommittee for Housing proposed amendments is to be comprised of the following members: Commissioner Nathaniel Woody, Commissioner Beth Ribe and Commissioner James Harwood. Let it be noted that Commissioner Rhonda Spaziani has been replaced by Commissioner Beth

Ribe. The Planning & Zoning Subcommittee on Housing will be active until the completion of their assigned task and delivery of their final report to the full Commission.

Chairman Wood and the Subcommittee members discussed electing a Chairman of the Subcommittee.

MOTION to appoint Commissioner Nathaniel Woody as Chairman of the Planning & Zoning Subcommittee regarding Housing

RESULT: 3-0 APPROVED AND SO DECLARED

MOVER: Harwood

SECONDER: Ribe

AYES: 3 Woody, Harwood, Ribe

III. BUSINESS OF THE MEETING

A. Discussion of Proposed Amendments to the Ledyard Zoning Regulations regarding Housing (PA25-1, aka HB 8002), presentation by planning consultant Kristin Clarke

Planning Consultant, Kristin Clarke, gave a brief overview of her professional experience and background. She gave an overview of Public Act 25-1. She gave an overview of the timeline for required changes.

Kristen Clarke and the Subcommittee began discussing several suggested definitions to include in the Ledyard Zoning Regulations including:

Summary Review: means able to be approved in accordance with the terms of a zoning regulation or regulations, including, but not limited to, requirements concerning setbacks, lot size and building frontage, applicable to a proposed development, and without requiring that a public hearing be held, a variance, special permit or special exception be granted or some other discretionary zoning action be taken, other than a determination that a site plan is in conformance with applicable zoning regulations and that public health and safety will not be substantially impacted.

The Subcommittee and Ms. Clarke discussed the difference between summary review and site plan review. They concurred that there is a fine line between the definition of summary review and site plan review. Commissioner Harwood commented that he felt this definition allowed more jurisdiction for Town planners to do a review and agent approvals before an application is required to come before a full Commission. Ms. Clarke said she can do more research into the difference between these two definitions and commented that other towns are having similar questions. The Director of Land Use & Planning, Elizabeth Burdick, attending via Zoom, commented that not only does the definition of summary review in the Connecticut General Statutes state that a public hearing cannot be required, but also that a variance cannot be required or a Special Use Permit, or any other discretionary zoning action be taken. She said that they will have to go through each individual use and see which would meet the requirements of a summary review process. Chairman Woody noted language at the end of the definition that states public health and safety and felt that any application that would potentially impact these would go to the full Commission. He stated that staff would

not want the liability of making an agent determination concerning public health and safety.

Transit community middle housing development means a residential building containing not less than two dwelling units but not more than nine such units, including, but not limited to, townhouses duplexes, triplexes, perfect sixes and cottage clusters

Ms. Clarke commented that she is still in the process of determining if Ledyard will be eligible to be a transit community or a transit adjacent community and which thresholds they meet. Chairman Woody stated that regardless the Ledyard Zoning Regulations need a middle housing definition.

Developable land means land, including any land owned by the state or a political subdivision of the state, including a municipality, that, as of January 1, 2026, can be feasibly developed or redeveloped into a residential development or a mixed-use development, as defined in section 8-13m of the general statutes, provided the feasibility of such development or redevelopment is based on commercially reasonable assumptions. "Developable land" does not include:

- (A) Land already committed to a public use or purpose, whether publicly or privately owned;
- (B) open space, parks and recreation areas that are dedicated to the public or subject to a recorded conservation easement;
- (C) land that is subject to an enforceable restriction on or prohibition of development, provided any such restriction or prohibition is not imposed by any zoning regulations or ordinance adopted by a municipality;
- (D) wetlands or watercourses, as defined in chapter 440 of the general 595 statutes; and
- (E) areas of one-half or more acres of contiguous land that are unsuitable for development due to topographic features, such as steep slopes;

Chairman Woody commented that a developable land definition will need to be included for affordable housing calculations and for parking districts. Ms. Clarke stated that the state office and the Council of Governments are putting together a website with individual town data regarding developable land.

Priority housing development zone means a zone adopted by a zoning commission pursuant to this section and sections 9 and 10 of this act as an overlay to one or more existing zones in an eligible location;

Ms. Clarke commented that the intent of this definition is to take away the 10% affordable housing requirement created by 8-30g and put in place a required certain number of units instead. She said similarly the state has incentivized the incorporation of this overlay zone by allotting points towards moratorium. She also commented that this is an optional definition the Commission can incorporate. She said it would make sense for the Commission to incorporate this definition into the regulations even if they do not plan to use it immediately.

Middle Housing means duplexes, triplexes, quadplexes, townhouses, and cottage clusters

Chairman Woody stated that he would like to see the size of the housing defined like the transit community middle housing development definition. Ms. Clarke said she would make the adjustment.

Multifamily housing means a building that contains or will contain three or more residential dwelling units;

Chairman Woody stated that Commission has struggled with the definition of multifamily housing in the past and used the example of a duplex and a single-family house on the same parcel and if that would be considered multifamily housing. He asked if the Public Act 25-1 would impact Ledyard's current definition of multifamily housing. Ms. Clarke said she will do additional research into that question and get back to the Subcommittee at the next meeting with clarification.

Greyfield: defined as a previously developed commercial retail or office property that is economically nonviable, underutilized, or obsolete, often featuring large, outdated asphalt areas. Greyfield's generally lack significant environmental contamination but suffer from disinvestment, such as vacant malls or struggling strip centers (Source: Partnership from Strong Communities)

Ms. Clarke said that this definition is not defined in the Connecticut General Statutes but it is mentioned. She commented that the suggested definition was taken from Partnership for Strong Communities. She commented that similarly to the brownfield program, there will be state funding for a greyfield program for the rehabilitation and reutilization of buildings to convert into residential and other mixed use development. Chairman Woody stated that he can only think of one or two properties in Ledyard that would fit this definition. He commented he would like to know more about this definition and if it only pertains to buildings or a certain size. Ms. Burdick commented that the vacant Stonington Institute building off of King's Highway in Gales Ferry would fit this definition. Ms. Clarke said she would see if the Department of Economic Community Development has published their guidelines yet.

Ms. Clarke and the Subcommittee began discussion regarding required zoning regulation text changes due by July 1, 2026, including the following:

HB Sections 16, 17, & 41: Summary Review (as-of-right) of Certain Housing Developments

Note: This required regulation change will affect Chapter 6: Non-Residential Zoning District Regulations.

- Zoning regulations adopted or amended pursuant to section 8-2, as amended by this act,
 - shall allow for the development of a *transit community middle housing development*, as defined in section 11 of this act, or a *mixed-use development*, on any lot that is zoned for commercial or mixed-use development, subject

- only to *summary review*, as defined in section 8-2r, as amended by this act, and
- may allow for the development of a transit community middle housing development on any lot that allows for residential use subject only to such summary review.
- Allows $\frac{1}{4}$ credit toward housing affordable threshold for each middle housing unit allowed in a transit community.
- Once a municipality experiences an award of ‘credit’ moratorium, adopted a transit community middle development a town cannot repeal or substantially modify a middle housing development.

The Subcommittee and Ms. Clarke continued discussion of the differences between the Regulation’s current definition of site plan review versus summary review. Chairman Woody commented that he thinks the current regulations probably meet these requirements since multifamily housing is all by right in the Ledyard Zoning Regulations. He said the consideration for both the Subcommittee and the full Commission will be if they want to separate multifamily housing into middle housing and housing greater than. The Subcommittee members concurred with the decision to separate out the definition of multifamily housing.

HB Section 18: Various Zoning Changes Required

Subsection (d) of section 8-2 of the general statutes is repealed and the following is substituted in lieu thereof (*Effective July 1, 2026*). Zoning regulations shall not:

Manufactured Homes

Impose conditions substantially different from conditions and requirements imposed on

- (A) single-family dwellings;
- (B) lots containing single-family dwellings; or
- (C) multifamily dwellings, lots containing multifamily dwellings, cluster developments or planned unit developments;

Ms. Clarke commented that upon initial review, it appears that Ledyard’s Zoning Regulations meet this new requirement. She added that the Subcommittee may want to add language regarding tiny homes and modular homes to the regulations. Chairman Woody commented that in the past there was push back about allowing tiny homes through the regulations but that the allowance of tiny homes will need to be called out specifically in the regulations by the requirement of Public Act 25-1. The Subcommittee members concurred. Ms. Burdick commented that the current language in the regulations regarding the replacement of mobile manufactured homes is already unlawful and will need to be amended. She summarized the section of the regulation and said that it essentially states that a mobile home cannot be replaced unless it is in a mobile home park. She said that all mobile manufactured homes, regardless of size, must be treated the same as new single-family homes.

Minimum Floor Area

Establish for any dwelling unit a minimum floor area that is greater than the minimum floor area set forth in the applicable building, housing or other code;

Chairman Woody commented that he doesn't think the Regulation's have any language about minimum floor area at this time. He asked if minimum floor area would also apply to apartments. Ms. Clarke said that the minimum area per unit cannot be greater than applicable building and fire code. Ms. Burdick commented that she believes that building code only requires a minimum of 7 feet in width. Ms. Clarke and the Subcommittee concurred that this required change is not applicable as it is not currently included in the regulations.

Maximum Number of Units in Municipality

Place a fixed numerical or percentage cap on the number of dwelling units that constitute multifamily housing over four units, middle housing or mixed-use development that may be permitted in the municipality;

Ms. Clarke and the Subcommittee concurred that this change is not applicable as the current Regulation's do not contain language dictating a maximum number of units in the municipality.

Minimum Parking for Residential Developments

Require a minimum number of off-street motor vehicle parking spaces for any residential development except as provided in section 19 of this act; or

Note: Ledyard has already updated the zoning regulations to align with required changes to parking per PA 25-01.

The Subcommittee and Ms. Clarke commented that the parking requirements have already been completed by the Subcommittee earlier this year and a text amendment application has already been received by the full Planning & Zoning Commission.

Design Regulations

Be applied to deny any land use application, including for any site plan approval, special permit, special exception or other zoning approval, on the basis of

- a district's character, unless such character is expressly articulated in such regulations by clear and explicit physical standards for site work and structures, or
- the immutable characteristics, source of income or income level of any applicant or end user, other than age or disability whenever age-restricted or disability-restricted housing may be permitted.

Ms. Clarke commented that the current Regulations do not have any language about required design characteristics but asked if the Commission wanted to add suggested design guidelines in. Chairman Woody commented that suggesting or imposing design guidelines is a slippery slope. He commented that the Commission would need to be fully cognizant that the standards apply uniquely to each district, and any suggested design guidelines should try to encompass pre-existing buildings. Ms. Clarke commented that in the Town of Salem they

are considering the addition of some design requirements for the conversion of commercial buildings into residential. Chairman Woody replied that he doesn't think the Planning & Zoning Commission has the authority to apply design requirements to a conversion of a commercial building into residential without also applying the same standards to new residential construction. He commented that perhaps if the Commission wanted to implement design requirements they be included with an overlay zone so that if developers want to take advantage of the bonuses, they will have to adhere to certain design rules. Ms. Clarke said she would do additional research and see what other communities are doing in regard to design regulations.

HB Section 19 & 53 Minimum Parking Requirements

Note: The Town completed this update to the regulations earlier in 2026. The description below is included for informational purposes.

- Applications cannot be denied based upon parking.
- Regulations may require minimum parking for developments of more than 16 units <<file:///C:/Users/annaw/AppData/Local/Microsoft/Windows/INetCache/Content.Outlook/NJHQ8HSZ/Memo%20Ledyard%20Zoning%20043026.docx>> and subject to a parking needs assessment, paid for by the applicant, that addresses:
 - (1) available existing public and private parking that may be used by residents of the proposed development,
 - (2) public transportation options that may be used by residents of the proposed development that mitigate the need for off-street parking,
 - (3) projected future needs for off-street parking for such proposed development, and
 - (4) any relevant local traffic, parking or safety study.

Conditions may be imposed not exceeding;

1. One space per studio, one bedroom; two spaces for two or more bedrooms or
2. as developed by a parking needs assessment be paid for by the applicant.
Requirements of the assessment are identified in the statute.

Ms. Clarke said the Subcommittee has already addressed this through their text amendment application regarding parking. She asked if the Subcommittee wanted to review required changes with a multi-year timeline including Housing Growth Planning, formally known as "Affordable Housing Plan" and Fair Rent Commissions. Chairman Woody replied that it is outside the purview of this Subcommittee to address those items as they have only been tasked to handling regulation changes regarding Housing. Ms. Clarke asked if the Commission had any additional comments or concerns. Chairman Woody stated that Subcommittee needs to discuss priority housing zones. He asked that the members of the Subcommittee research priority housing development zones and its potential benefits and plan to discuss them at their next meeting. He asked if Ms. Clarke could do additional research into this for the Subcommittee, she agreed. He commented he would like more clarification on the transit community middle housing development as well. Ms. Clarke commented that she needs to contact SCCOG and get more information but there is a potential that Ledyard could be a transit adjacent community, meaning that if there is a bus or train station in Groton or on

Mashantucket land, it would count towards Ledyard's credit.

The Subcommittee and staff briefly discussed scheduling their next meeting and meeting room availability. The Subcommittee agreed to schedule a Planning & Zoning Subcommittee on Housing Special Meeting to May 28, 2026 at 6:00 pm.

IV. ADJOURNMENT

Chairman Woody stated that without objection the meeting is adjourned. The meeting was adjourned at 6:54 p.m.

Respectfully submitted,

Chairman Nathaniel Woody, Planning & Zoning Subcommittee

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