TOWN OF LEDYARD
CONNECTICUT
PLANNING & ZONING COMMISSION

741 Colonel Ledyard Highway
Ledyard, Connecticut 06339-1551

Chairman Marcelle Wood

HYBRID FORMAT
REGULAR MEETING

~ MINUTES ~

Thursday, September 11, 2025 | 6:00 PM | Council Chambers, Town Hall Annex

I. CALL TO ORDER

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

II. PLEDGE OF ALLEGIANCE

III. ROLL CALL APPOINTMENT OF ALTERNATES

Present: Vice Chairman, Howard Craig
Commissioner, Matthew Miello
Commissioner, James Harwood
Alternate Member Rhonda Spaziani (zoom)
Alternate Member, Nate Woody
Alternate Member, Greg Lockhart
Chairman Marty Wood

Excused: Secretary, Beth E. Ribe

In addition, the following were present:

Director of Land Use & Planning, Elizabeth Burdick
Zoning Enforcement Official, Hannah Gienau
Land Use Attorney, Robert Avena
Land Use Assistant, Anna Wynn

Chairman Wood introduced new Alternate Member Greg Lockhart to the Planning & Zoning Commission. He stated that Commissioner Woody would be seated for the excused member, Secretary Ribe.

IV. APPROVAL OF ADDITONS TO AND/OR CHANGES TO ORDER OF THE AGNEDA

Staff and the Commission briefly spoke about adjusting the agenda for the sake of time.

MOTION to move item D. of Old Business to after Item B. of New Business

RESULT: 5-0 APPROVED AS AMENDED
MOVER: Woody
SECONDER: Craig
AYES: 5 Wood, Woody, Harwood, Miello, Craig
NON-VOTING: 2 Rhonda, Lockhart

V. CITIZENS PETITIONS (NON-AGENDA ITEMS ONLY)

Bruce Edwards, 40 Bluff Rd, Gales Ferry, asked if any member of the Planning & Zoning Commission is monitoring the proceedings of the Appeal of the PZC's decision for application PZ#24-8SUP & PZ#24-9CAM.

Chairman Wood stated that he has been and would remain in contact with the Town Attorney but that no member of the Commission has been designated to monitor the court proceedings. Director Burdick stated that she can ask Attorney Matt Willis to attend the next PZC Meeting to speak to the Commission in Executive Session about court processes.

VI. PRE-APPLICATIONS OR WORKSHOP

None.

VII. PUBLIC HEARING/ APPLICATIONS

None.

VIII OLD BUSINESS

A. Discussion of Reports – Center for Housing Opportunities, Beth Sabilia, Exec. Director:

1. New Report: Room at the Table: Increasing participation in local land use decision-making
2. Op-Ed: "A seat at the Table for Everyone" (The Day, July 17, 2025)
3. Webinar: Making Room at the Table

Executive Director Beth Sabilia, of the Center for Housing Opportunities in Southeastern CT, gave the PZC a summary of her role as Director. She summarized the report "Room at the Table" and she summarized data gained by the report.

Commissioner Woody stated that he agrees with much of the data presented in the report and commented that part of the responsibly of the Commission is to have more active outreach to find new members. Commissioner Miello asked for more information about renters participating in Commission and local government roles. They discussed data related to this topic. The Commission thanked Director Sabilia for attending the meeting and answering questions about the reports.

B. PZ#25-4SITE - 8, 9 & 11 Colby Drive (Parcel IDS: 68-520-8, 68-520-9, 68-520-11); Colby Drive (Parcel ID: 68/530/680); and 16 Highview Terrace (Easement Only) (Parcel ID: 68/960/16), Ledyard, CT, - Applicant/Agent, Norm Eccleston - Owner, Habitat for Humanity of Eastern CT for approval of regulated activities for construction of 27 one and two family structures for 38 dwelling units and associated site improvements, inc. completion of Colby Drive, inc. utilities, drainage structures, and detention pond. (Submitted 5/20/2025, Date of Receipt 6/12/25, Tabled to 7/10/25 & 8/14/25, Orig. DRD 8/16/25, Tabled to 9/11/25 w 26-day Ext. Time, New DRD 9/11/25).

Director Burdick stated that Executive Director of Habitat for Humanity, Sarah Lufler, had submitted a request to table the application to the next regular scheduled meeting to allow more time for site plan revisions that were submitted earlier in the week. She read FD#22 into the record. She recommended that the Commission accept the request.

MOTION to table application PZ#25-4SITE with a 28-day extension of time to the PZC Regular Meeting of October 9, 2025

RESULT: **5-0 TABLED**
MOVER: Craig
SECONDER: Harwood
AYES: 5 Wood, Woody, Harwood, Miello, Craig
NON-VOTING: 2 Rhonda, Lockhart

C. PZ#25-5SITE - 750 (aka "748") Colonel Ledyard Highway (Parcel ID: 67-530-750), Ledyard, CT - Property Owner, Dominick Ceravolo - Applicant, Ryan Forrestt, Ryan's Reliable Services, LLC for site plan approval for commercial businesses. (Submitted to Land Use Dept. 7/09/25, Date of Receipt 7/10/25, tabled to 8/14/25, tabled to 9/11/25, DRD 9/12/25).

Director Burdick stated that the applicant, Mr. Forrestt, has finally addressed ongoing zoning violations on site. She stated that the Land Use Department had received a request to table the application to the PZC Regular Meeting of October 9, 2025 to allow staff time to review new and revised plans submitted to the Land Use Dept. the day prior to the meeting.

Commissioner Woody asked if the business is a commercial services business. Director Burdick and Commissioner Woody clarified what the nature of the business is and what it would be qualified under the use table. Director Burdick stated that staff considered it to be under professional services, but that if the Commission feels it is considered commercial services, they will address it. She stated that staff would need additional time to redo the application.

Commissioner Woody and Director Burdick agreed that there is a lot of missing information on the site plan check list that was submitted. Commissioner Harwood stated that the narrative talks about storage but was concerned that storage was not shown in appropriate measures on the site plan. The Commission and Ms. Burdick discussed storage in relationship to the application. Commissioner Harwood and staff discussed the breakdown between 750 Colonel Ledyard Highway and 748 Colonel Ledyard Highway and why there are two addresses assigned to the same property. Director Burdick stated there is an "imaginary line" that divides the residential use from the commercial use.

MOTION to table application PZ#25-5SITE with a 27-day extension of time to the PZC Regular Meeting of October 9, 2025

RESULT: **5-0 TABLED**
MOVER: Woody
SECONDER: Craig
AYES: 5 Wood, Woody, Harwood, Miello, Craig
NON-VOTING: 2 Rhonda, Lockhart

IX. NEW BUSINESS

A. C.G.S. 8-24 Referral – 19 Avery Hill Rd Ext. (Parcel ID: 50/130/19), Ledyard, CT – Transfer of Town-Owned Open Space property (Kettle Hole) to Avalonia Land Conservancy to be combined with property at 173 & 175 Stoddards Wharf Road owned by DDJJM, LLC also to be transferred to Avalonia Land Conservancy.

Attorney Avena stated that he would recuse himself from this discussion as he represents Avalonia and he left the room.

Director Burdick reviewed the current 8-24 Referral process as well as the process in previous years. She reviewed the proposed land donation with the Commission. Dennis Main, Bozrah CT, President of Avalonia Land Conservancy, gave a summary of all previous processes of creating open space. He explained the conservancy goals of Avalonia and how this specific project connects many existing trails and bike paths. They spoke about how obtaining the Pratt property would connect the properties all the way down to "Glacier Park".

Director Burdick asked if Avalonia, as stewards of the property, would maintain the trails and markings. She and Mr. Main discussed the maintenance of the trails. Director Burdick stated that she recommends that the Planning & Zoning Commission send a favorable report to the Town Council for the transfer the property to Avalonia. Commissioner Woody stated that he thinks it makes a lot of sense to convey the parcels of land to Avalonia to maintain consistency between the trails.

Motion to forward a FAVORABLE REPORT in accordance with C.G.S. Section 8.24 to the Ledyard Town Council regarding Transfer of Town-Owned Property at 19 Avery Hill Road Ext. known as the "Kettle Hole" property to Avalonia Land Conservancy to be combined with Other Lands of DDJJM LLC at 173 Stoddards Wharf Road & 75 Stoddards Wharf Road to be transferred to Avalonia.

RESEULT: **5-0 FORWARD FAVROABLE REPORT**
MOVER: Woody
SECONDER: Harwood
AYES: 4 Woody, Harwood, Miello, Craig
NON-VOTING: 2 Rhonda, Lockhart
ABSTAIN: 1 Wood

Discussion: The Commission and staff discussed the conservation commission sending a letter of support to town council.

B. C.G.S. 8-24 Referral – 13 Applewood Drive (Parcel ID: 99-530-13), Ledyard, CT – Transfer of Town-Owned Open Space property to Avalonia Land Conservancy to be combined with the Avalonia Pike Marshall Preserve.

Director Burdick summarized the proposed land conveyance. She mentioned that on the plan there is a non-disturbance line shown of the subdivision plan that would have to be maintained by Avalonia. She reviewed the parcels in the proposal and demonstrated how the conveyance

would allow trail connection all the way to Applewood Drive. Dennis Main, President of Avalonia Land Conservancy described and spoke about the topography of the parcels. Commissioner Harwood commented that the Conservation Committee and Avalonia were discussing creating a cross-country trail for Ledyard High School.

Commissioner Woody asked if there was an access strip to Applewood Drive. Commissioner Woody stated that if the parcel is going to be open space it needs to be marked to prevent future disputes with neighbors. He made comments about the value of having an access strip. Director Burdick stated that the Commission could give a favorable report with the recommendation that the access strip be clearly marked by a Land Surveyor and appropriate signage be posted identifying the open space parcel.

Director Burdick asked where people would park if they were to use the access strip from Applewood Drive to the Pike Marshall Preserve. They discussed parking for the trail along the existing cul-de-sac at the end of the roadway. Director Burdick stated that it would be a benefit to surrounding residents that the open space parcel would become useable through trail access rather than just being wooded.

Motion to forward a FAVORABLE REPORT in accordance with C.G.S. Section 8.24 to the Ledyard Town Council regarding the transfer of Town-Owned Property to Avalonia Land Conservancy to be combined with its existing Pike Marshall Preserve, Ledyard, CT with the condition that the trail is clearly marked by a Land Surveyor and appropriate signage be posted identifying the open space.

RESEULT: 5-0 SEND FAVROABLE REPORT
MOVER: Woody
SECONDER: Harwood
AYES: 4 Woody, Harwood, Miello, Craig
NON-VOTING: 2 Rhonda, Lockhart
ABSTAIN: 1 Wood

C. Discussion & Decision: PZ#25-2ZRA- Applicant/Agent: Eric Treaster for Proposed Zoning Regulations Text Amendments for the Development of multifamily dwellings. (Submitted 3/12/25, Date of Receipt 3/13/25, PH must open within 65 days by 5/16/25. PH orig. set for 5/8/25, Opening of PH postponed to 6/12/25 with 27-day ext. granted., PH opened 6/12/25PH Cont. to 6/26/25, PH cont. 7/10/25, PH cont. to 7/31/25 with 16-day ext. granted, PH must close by 7/31/25, PH Closed 7/31/25, Tabled to 8/14/25 & 9/11/25, DRD 10/4/25).

The Commission and Attorney Avena discussed the process of making motions on the various text amendments.

MOTION to consider and act on Application #25-2ZRA of Eric Treaster (Applicant) for proposed text amendments to the Ledyard Zoning Regulations regarding multi-family and mixed-use developments as follows:

MOVER: Wood
SECONDER: Woody
NON-VOTING: 2 Rhonda, Lockhart

Discussion followed.

Per Applicant - "To Reduce Maximum Multifamily Height to 35' in R20, R40, & R60 Districts:"

Change #1. Page 5-1 – DELETE: *"Maximum Building Height of Principal Structure (ft)***"* **[the bottom line in Table 5.2.]**
Change #2. REPLACE WITH: *"Maximum Building Height of Principal Structure (ft)*"
Change #3. Page 5-2 – DELETE: *"***Maximum Building Height for permitted Non-residential Principal Uses and/or Multifamily Residences in the R20, R40, or R60 Districts is 45ft/3.5 Stories*" **[the top of page 5-2.]**
Change #4. REPLACE WITH: *"***Maximum Building Height for permitted Non-residential Principal Uses and/or Multifamily Residences in the R20, R40 or R60 Districts is 35' and not to exceed 3 Stories."*

Commission Consensus: Do not adopt changes #1, #2, #3 and #4. See meeting video for detailed discussion.

Per Applicant - "To Reduce Maximum Multifamily Height to 35' in LCDD, LCTD, MFDD, GFDD, & RCCD Districts:"

Change #5. Page 6-2 – REPLACE: Each **"50"** and *"**50***"* with "**35**". **[on the last line in Table 6.2.1 on page 6-2 under the LCDD,**
LCTD, MFDD, GFDD, and RCCD columns]
Change #6. Page 6-2 – DELETE: *"*Maximum height may be increased to sixty-five (65) feet for multifamily and/or mixed-use buildings with full sprinkler systems; located in areas with functioning fire hydrants; and where all sides of the structure are accessible by a ladder fire engine."* **[below Table 6.2.1]**

Commission Consensus: Do not adopt change #5 but adopt #6. See meeting video for detailed discussion.

Per Applicant - "To Add A Special Permit Requirement For Multifamily Developments & Residential Mixed Use Developments In LCDD, LCTD, MFDD, GFDD, & RCCD Districts:"

Change #7. Page 6-4 – REPLACE: Each "***SPL***" entry on the "*Residence Multifamily (apts, condos) §8.13"* line **[in Table 6.4]** with"***SUP***"
Change #8. Page 6-6 – REPLACE: Each ***"SPL"*** entry on the *"Mixed Use Residential/Commercial §8.22"* line **[in Table 6.4]** with **"SUP"**

Commission Consensus: Do not adopt changes #7 and #8. See meeting video for detailed discussion.

Per Applicant – "To Avoid Public Health and Safety Risks Associated With Privately Owned Sewer Treatment Plants For Commercial, Multifamily and Mixed Use Developments:"

Change #9. Page 2-9 – ADD: INDIVIDUAL SEWER DISPOSAL SYSTEM: An Individual Sewage Disposal System (ISDS) is a privately owned and maintained sewage disposal system, commonly referred to as a septic system or on-site wastewater system, consisting of a septic tank and disposal field. The septic tank separates and stores solid material, and the disposal field allows wastewater to percolate into the ground. **[to §2.2]**

Change #10. Page 2-16 – ADD: SEWER TREATMENT PLANT: A type of wastewater treatment facility intended to remove contaminants from sewage to produce an effluent that is suitable to discharge to the surrounding environment and prevent water pollution employing one or more of the following technologies: (a) activated sludge system; (b) aerobic treatment system; (c) enhanced biological phosphorus removal; (d) expanded granular sludge bed digestion; (e) filtration; (f) membrane bioreactor; (g) moving bed biofilm reactor; (h) rotating biological contactor; (i) trickling filter, or (j) ultraviolet disinfection. **[to §2.2]**
Change #11. Page 2-16 – ADD: SEWER TREATMENT PLANT, PRIVATE: A sewer treatment plant intended to remove contaminates from sewage generated by a commercial, multifamily, or mixed-use on the same
parcel. **[to §2.2]**
Change #12. Page 2-16 – ADD: SEWER TREATMENT PLANT, PUBLIC: A sewer treatment plant owned and operated by a municipality or public utility intended to remove contaminates from sewage generated by commercial, multifamily, or mixed uses on other parcels. **[to §2.2]**

Commission Consensus:
Do not adopt changes #9, #10, #11 and #12. See meeting video for detailed discussion.

Per Applicant – "To Clarify That Private Sewer Treatment Plants, As Defined, Are Not Permitted:"

Change #13-1. Page 3-3 – ADD: (§3.8.F) Private sewer treatment plants (see definition) are not permitted.

Commission Consensus: Do not adopt changes #13-1. See meeting video for detailed discussion.

Per Applicant – "To Assure Consistency With The "*Protection Of Character Goals*" in the "*POCD*" and the "*2013-2028 Ledyard Affordable Housing Plan:*"

Change #13-2. Page 8-25 – RETAIN: 8.28 RESIDENCE, MULTIFAMILY (APARTMENTS, CONDOMINIUMS, TOWNHOUSES)
A. Apartment/Condominium complexes may consist of single or multiple buildings, and if located within the R20, R40, or R60 districts, shall not be permitted on lots of less than five (5) acres.
Change #14. Page 8-25 – DELETE: *B. Density: The density for an Apartment/Condominium complex shall be limited only by applicable building, fire and public health codes and applicable bulk/dimensional requirements of the particular zone.*
Change #15. REPLACE WITH: B. Density: The following constraints are to help assure consistency of these regulations with the protection of character goals in the "*Ledyard Affordable Housing Plan 2023-2028*" and the *"2020 Plan of Conservation and Development*:"
Change #15-1 1. The footprint of a multifamily structure shall not exceed 5,000 square feet.
Change #15-2 2. Multiple multifamily structures are allowed on a single lot.
Change #15-3 3. Apartments with no bedrooms (studio apartments) are not permitted.
Change #15-4 4. Partially below-ground and below-ground level apartment units are not permitted.
Change #15-5 5. Residents shall be provided with reasonable indoor, outdoor, or a combination of indoor and outdoor recreational facilities.
Change #16. Page 8-25 – RETAIN *C. Water and Sewer: A community water system, or public*

water, shall be provided in accordance with the CT Public Health Code.
Change #17. Page 8-25 – RETAIN *D. Buffers:*
1. A suitable landscaped buffer strip not less than ten (10) feet wide shall be provided along the parcel's side and rear boundary lines.
2. All buffer areas shall be planted with a combination of grass, shrubs, flowers, shade trees, evergreen, and other vegetative materials skillfully designed to provide a visual landscaped buffer and shall be maintained in proper order to protect adjacent properties and present a reasonably opaque, natural barrier to a height of ten (10) feet. The Commission ***will consider*** *existing topography and foliage when determining whether the* ***buffer strips contain no parking areas or buildings****.* ***The Commission may allow other structures within the buffer area, such as wells, site utilities, and drainage facilities.***
3. Buffer strips shall contain no parking areas or buildings. The Commission may allow other structures within the buffer area, such as wells, site utilities, and drainage facilities.

Change #18. Page 8-25 – DELETE*: E. Off-street Parking: Off-street parking shall be provided as required by §9.4.*
Change #19. REPLACE WITH: E. Off-street Parking:
1. Tandem parking spaces shall count as a single parking space.
2. A minimum of one parking space is required per bedroom.
3. The parking requirements shall be increased by 15% if no on-street parking exists.
4. A reasonable number of off-street parking spaces shall be reserved for guest parking.
5. Parking areas must be screened from public roadways.
6. Parking areas must be located between, behind, and/or in closed garages on the first floor of multifamily developments.
Change #19-1 7. Parking spaces must be reserved and assigned to individual apartment units @ one space per bedroom. Unassigned parking spaces may be used for guest, handicapped, and overflow parking.
Change #19-2 8. Parking spaces must be within a reasonable distance of the multifamily structure(s).
Change #19-3 9. Multi-story parking structures (parking garages) are not permitted.
10. Parking must be on the same parcel as the multifamily structure(s).
11. Parking areas must have reasonable lighting.
12. Parking areas must have reasonable landscaping.
13. Parking areas must be designed for reasonable on-site snow banking.
14. Parking spaces shall consist of a hard surface.
15. Parking spaces shall be striped.

Consensus: Do not adopt changes #13, #14, #15, #15-1, #15-2. #15-3, #15-4, #15-5, #16, #17, #18, #19, #19-1, #19-2, #19-3. See meeting video for detailed discussion.

Per Applicant – "To Help Achieve Consistency With the "Protection of Character" Goals in the POCD:"

Change #20. Page 8-25 – DELETE: *F. Maximum Building Height for a Multifamily Residence in an R20, R40 or R60 Districts is forty-five feet / 3.5 Stories*
Change #21. Page 8-25 – ADD: F. Refuse Management:
1. The design shall ensure that individual refuse containers, if any, are stored or screened so they are out of view on non-pickup days.
2. Dumpsters, if any, shall be screened and located near the apartment units.

Consensus: Do not adopt changes #20 and #21. See meeting video for detailed discussion

Per Applicant – "To Avoid The Appearance of Commission Bias or Predisposition [NEW]:"

Change #22. Page 11-5 – ADD: J. Any application requiring IWWC approval shall be subject to the zoning regulations in effect at the time the application was received by the IWWC.
[Top of page 11-5 after §11.2.2.I prior to §11.2.3]
Or **Change #23** Page 11-5 – ADD: J. Any application requiring IWWC approval shall be subject to the zoning regulations in effect at the time the application was received by the Planning & Zoning Commission QL at the discretion of the Applicant, the zoning regulations in effect at the time the IWWC received the application.
[Top of page 11-5 after §11.2.2.1 prior to §11.2.3]

Consensus: Do not adopt changes #22 and #23. See meeting video for detailed discussion

Amend MOTION to consider and act on Application #25-2ZRA of Eric Treaster (Applicant) for proposed text amendments to the Ledyard Zoning Regulations regarding multi-family and mixed-use developments as follows:

1. APPROVE CHANGE #6 to Zoning Regulations Section Table 6.2.1 (Development, Cluster & Transition Districts) as follows: DELETE " *Maximum height may be increased to sixty-five (65) feet for multi-family or mixed-use buildings with full sprinkler systems; located in areas with functioning fire hydrants; and where all sides of the structure are accessible by a ladder fire engine," and DELETE "*" after "50" in Table 6.2.1 (Maximum Building Height Principal Structure (ft)) for LCDD, MFDD, GFDD, RCCD zones in that said changes are consistent with the Ledyard Plan of Conservation and Development and Comprehensive Plan. EFFECTIVE DATE OF APPROVAL: JANUARY 1, 2026.

2. All Other Proposed Changes (#1-#5 and #7-#23) are DENIED in that said changes are inconsistent with the Ledyard Plan of Conservation and Development and Comprehensive Plan.

RESULT: 5-0 APPROVED AS AMENDED
MOVER: Wood
SECONDER: Woody
AYES: 5 Wood, Craig, Miello, Harwood, Woody
NON-VOTING: 2 Spaziani, Lockhart

Discussion followed the amended Motion. Staff and the Commission discussed the effective date of the regulation changes and amended the Motion further to make effective date of the approved regulation changes January 1, 2026.

RESULT: 5-0 APPROVED AND SO DECLARED
MOVER: Wood
SECONDER: Miello
AYES: 5 Wood, Craig, Woody, Miello, Harwood
NON-VOTING: 2 Spaziani, Lockhart

D. Discussion of alcohol served at existing cafes.

Director Burdick stated that the Land Use Department received a Change of Use application for a smoothie shop called Blast of Energy located at 1598 Route 12, Gales Ferry. She stated that the owner now wants to serve alcoholic beverages. Director Burdick stated the LLHD considers the smoothie shop a restaurant and that the zoning regulations do not prohibit the serving of alcohol at restaurants. adding the use of serving alcohol is okay. Director Burdick suggested to the owner that she consider partnering with Yoko Loco restaurant in the adjacent building on the property. The Commission stated they did not feel it was necessary for the owner to come in for a new site plan approval to serve alcohol at an existing restaurant.

X. APPROVAL OF MINUTES

A. PZC Regular Meeting Minutes of August 14, 2025

MOTION to approve the PZC Special Meeting Minutes of August 14, 2025

RESULT: **5-0 APPROVED AND SO DECALRED**
MOVER: Woody
SECONDER: Craig
AYES: 5 Wood, Woody, Harwood, Miello, Craig
NON-VOTING: 2 Rhonda, Lockhart

XI. CORRESPONDENCE

None.

XII. REPORTS

A. ZEO Staff Report of September 11, 2025

ZEO Hannah Gienau stated that she included her staff report in their packets. She stated that 750 Colonel Ledyard Highway had addressed ongoing violations. She additionally stated that the owners of the old Kartway property are in the process of addressing blight violations.

B. Planner Report of September 11, 2025

Director Burdick stated that she has consulting funds in her budget. She stated that she was going to reach out to Tyche planning or another third-party company to help do a review and rewrite of the parking regulations. Commissioner Woody asked if SCCOG would be able to assist with a rewrite of the parking regulations. Director Burdick stated that it may be possible, and she would get more information.

Staff and the Commission discussed future workshops to address amending the Ledyard Zoning Regulations.

XIII. ADJOURNMENT

Commissioner Miello moved the meeting be adjourned, seconded by Commissioner Harwood

VOTE: **5- 0 Approved and so declared**, the meeting was adjourned 9:16 p.m.

Respectfully submitted,

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Chairman Wood
Planning & Zoning Commission