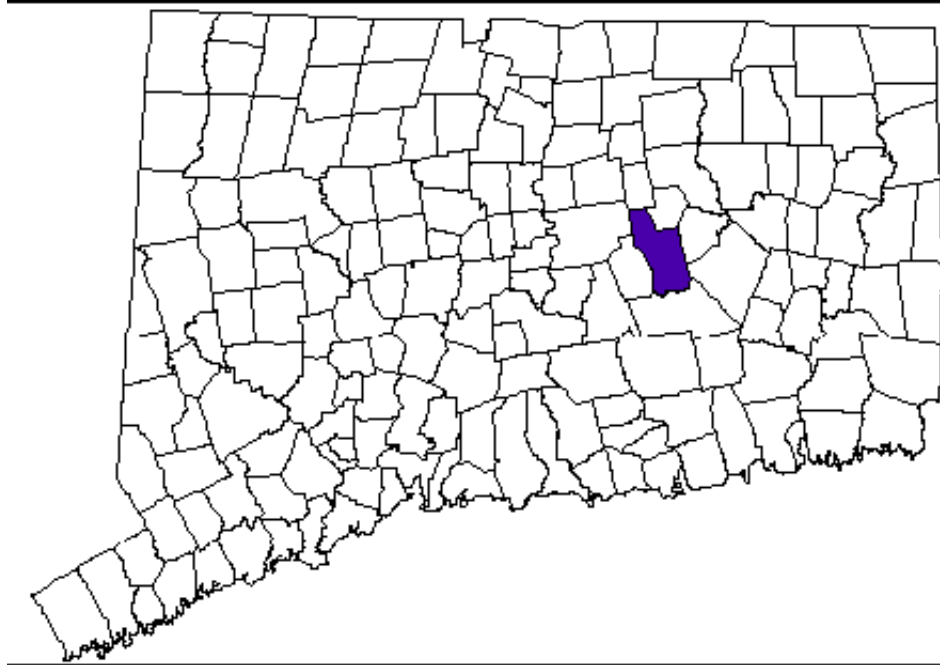


Section 3

Development Plans & Policies



*"It is within the legislative power to determine that the community should be beautiful as well as healthy, spacious as well as clean, well-balanced as well as carefully patrolled." **The United States Supreme Court: Berman v. Parker**, 348 US 26, 33 (1954)*

A. Introduction

This Section of the Plan focuses on the two areas that make up the development areas of Hebron and will include the plan and policies that will guide future development. This will include the **Business** sections of Hebron as well as the **Residential** sections of the community.

Business

The Town’s businesses are contained in six different zoning districts: the Main Street District; the Hebron Green District; the Village Square District, the Neighborhood Convenience District; the Amston Village District; and the Commercial / Technology District.

Business and Commercial Districts	
Main Street	104 acres
Hebron Green	36 acres
Village Square	136 acres
Neighborhood Convenience	19 acres
Commercial / Technology	83 acres
Amston Village	49 acres
Total:	427 acres

The largest concentration of businesses is within Hebron Center which contains the Main Street District, the Hebron Green District, and the Village Square District. Together these districts comprise 276 acres, or 65%, of the 427 acres in Hebron zoned for Business. This area in the center of Town has historically been the hub of the business area. The section of the Plan that follows will show significant efforts continue to be taken, consistent with past planning efforts that go back decades, which seek to reinforce that concept. These efforts have included the

continued expansion of major public utilities and other significant public improvements along Main Street – sidewalks, curb cut improvements, entry signage, landscaping, and grant-funded façade improvements.

Periodically, the Town commissioned studies to focus efforts to strengthen and expand Hebron Center’s Business Districts. In 2013 the Town funded a Hebron Center Market Study. In 2021 a Branding & Marketing study was conducted by a firm hired by the Economic development Commission. Both studies included an extensive outreach element to gather input from Town residents and local businesses and provided a direction on where the Town should concentrate future marketing and expansion efforts. This



was an opportunity to take stock of Hebron’s existing conditions, comparing Hebron to similar, benchmark communities, evaluating the Town’s strengths and weaknesses in attracting new businesses, and finally determining what market sectors would be the best candidates on which to concentrate future marketing efforts for the purpose of attracting them to come to Hebron. Some basic findings of the 2021 Study are as follows:

A Branding & Marketing Study of Hebron, CT

Summary of Demographic Findings:

- Hebron’s 2020 population per the US Census was 9,098 *
- Hebron’s total population decreased by 6.1% since the 2010 US Census *
- The number of children decreased by 32% since 2010*
- Hebron’s median age increased from 41 to 45 since 2010
- Hebron is highly educated with 51% of adults holding a Bachelor of Arts degree
- Hebron has an affluent population with a median household income of \$118,000

***Note:** Hebron has seen some dramatic shifts during and since the 2020 Covid 19 pandemic with people moving into Hebron, a more rural setting that seemed desirable during this time period as well as a time when work from home opportunities allowed people to work remotely from work, presumably from a more dense urban setting.

Some evidence of this is that the CTData Collaborative estimates Hebron’s 2021 population to be 9,512, a 4.6% increase since 2020; and.

Hebron Public Schools report an increase in their school’s population by 10% from 2020.

Survey of the top reasons why people choose to live in Hebron

- Rural characteristics
- Public school system
- Open Space and natural resources
- Location
- Near family and friends

Key Takeaways

- Educated, affluent population with disposable income
- Likely to spend money on:
 - Upscale dining
 - Entertainment
 - Outdoor recreation
 - Health and Fitness
- Daytime population of workers with relatively lower incomes
- Population is declining and becoming older

Summary of Business / Economic Findings

- 281 total businesses in Hebron with 2,101 employees
- 1,194 employees commute into Hebron to work
- 4,278 employees live in Hebron but work elsewhere
- Top industries in Hebron:
 - Local Government
 - Retail
 - Health Care
 - Accommodations & Food Services
 - Administrative Support

Where Should Marketing Efforts be Focused:

- Attracting new residents
 - A growing population will naturally create demand for businesses
 - Target audiences:
 - people who work outside of Hebron
 - people with school age children
 - first time homebuyers
 - people who live in more expensive towns
 - people interested in outdoor recreation
- Promoting existing businesses and community assets
 - raise awareness of existing assets
 - target audiences
 - Hebron residents
 - Residents of surrounding communities
 - People within 60-minute drive interested in outdoor recreation
 - People interested in rural/small town events

- **Attracting new businesses**
 - **Marketing supplements other economic development efforts**
 - **Target audiences:**
 - **Identified target industries**
 - **Locals who are interested in starting a businesses**

The Town will move forward to complete the Branding & Marketing Study and work to implement its findings and follow-through on its recommendations.

The Town has had a long-standing objective to enhance the Town’s attractiveness to business, both existing and new. In the last 10 years, the percentage of the Town’s real property portion of the grand list that comes from the Town’s business community has ranged from 3.30% (2012 data) to 4.23% (2021 data – a revaluation year). The business / industrial portion of the grand list has shown a gradual increase over the years as shown in the table below. The average percentage over the past 20 years is 3.55%. A policy of the Town, and one of the missions of the Economic Development Commission, has been to increase this percentage over time. This will help balance the tax burden between residential and commercial properties as well as provide needed commercial services to Town residents.

COMPARATIVE ASSESSED VALUATIONS		
Town of Hebron		
Grand List as of 10/1	Residential Real Property (%)	Commercial / Industrial Real Property (%)
2021	81.55	4.23
2020	81.33	4.80
2019	81.86	4.95
2018	81.85	5.33
2017	83.70	3.85
2016	83.64	3.97
2015	85.04	3.36
2014	85.19	3.35
2013	85.30	3.30
2012	85.30	3.30

The Town has embarked on a number of efforts to encourage the growth of the Town’s business sector. The Board of Selectmen have approved the sale of tax liens, to forgive some back taxes, in exchange for agreements to clean up contaminated commercial sites. The Town has also approved a policy and system of permitting tax abatements for new commercial and industrial development. In addition, the establishments of the Town’s public sewer system, and growing public water system, have been major enhancements to the Town’s business climate. Finally, the establishment of the Village Square District, the adoption of the Mixed Use Overlay Districts, Capital Improvement Program (CIP) and grant funded physical improvements throughout the Main Street and Hebron Green districts, have been undertaken to make Hebron’s business districts more attractive for new development.

Residential

The second section of the Development portion of this Plan analyzes the Town's residential development and what is anticipated for Hebron residential districts in the future. This is a significant part of the Town's Development Plans & Policies because Hebron is primarily a residential community, and the way that Hebron manages its residential development will go a long way to determining the overall character of the community.

As seen above in the Branding & Marketing Study there is a recommendation to attract new residents and residential development to spur additional business growth. The Town also adopted the "2022-27 Plan for Housing Choices" in 2022. This was a study required by new State legislation but was also an important opportunity for the Town to understand housing needs in the community. This Study sets specific strategies and objectives to encourage housing for all income groups.

In this section, the Plan takes an extensive look at the available residential land remaining for development. The Plan provides calculations for how much developable vs. non-developable land remains in Town and what this can mean for the amount of future residential growth that is possible in terms of future housing and population growth.

Based on this analysis, the plan will include residential development goals and objectives that should guide future land-use regulations that govern this development.

Finally, this section will look at the efforts that the Town is making to permit additional housing options in the future. The establishment of public sewers and public water in the Town Center, and other locations, has opened the possibilities of permitting a wider range of housing types for



the present and future population. A number of steps have been taken already to provide housing options including the Town-owned housing development for the elderly, two approved and built 55-and-older higher density housing developments, two non-age restricted subdivisions and cluster residential developments, and a new 114 unit assisted living development were approved; and, a revision to the Accessory Apartment Regulations was adopted to allow detached accessory units consistent with recent changes in State Statutes. In

addition, the Town adopted a number of locations for the new Mixed Use Overland District (MUOD) which provides opportunities for higher density housing in mixed-use development in and around the Town's business districts. Not only would this allow housing for additional segments of the population but would bring customers, at a higher density, close to the Town's business districts.

Some of the basic findings of the 2022 Housing Study are as follows:

2022-2027 Plan of Housing Choices

Overview of Housing in Hebron

- **2020 Census reported 3,628 housing units**
- **92% were single-family detached units, and 95% were occupied**
- **Median house value in 2019 was \$298,400**
- **Median gross rent in 2019 was \$1,015 per month**

- **Households which are “Cost-burdened” (cost of housing exceeds 30% of income):**
 - **23% of owner households**
 - **65% of owner households earning less than \$75,000/year**
 - **53% of renter households**
 - **64% of renter households earning less than \$75,000/year**

Affordable Housing in Hebron

- **Naturally Affordable Housing (affordable to a household at 80% of area median income – but not deed restricted and not recognized by the State)**
 - **1,137 ownership units in 2019 were valued at \$250,000 or less**
 - **191 rental units in 2019 which had a gross rent of \$1,500 or less**
- **Affordable housing recognized by the State**
 - **105 housing units, or 2.94% of Hebron’s housing stock**
 - **This percentage was found to be similar to other towns of Hebron’s size**

Plans and Regulations in Hebron

- **Hebron Plan of Conservation and Development contains goals and objectives to promote housing choices, options, and affordability**
- **Zoning Regulations have been updated accordingly:**
 - **Accessory housing units are allowed by staff-approval only**
 - **Accessory housing units are now allowed attached or detached**
 - **MUOD created to allow higher density housing**
 - **Multi-family housing already allowed in several zoning districts with PZC approval with densities of 2.5 units to 6 units per acre**

Hebron’s Infrastructure

- **Connecticut Water Company owns and operates the Hebron Center Water system**
 - **The system has significant supply challenges**
 - **The Company has added wells and is investigating other options**
- **Hebron Center is entirely within the Sewer Service District**
 - **There are no capacity issues**
 - **All Hebron pump stations are currently being upgraded**

Affordable Housing Plan Working Group Survey

- **80% agreed that guiding the design is needed to fit Hebron**
- **60% agreed Hebron should explore ways to promote home ownership opportunities which are more affordable**
- **56% agreed that accessory dwelling units should be encouraged**
- **53% agreed that Hebron should focus on ways to locate housing options in areas served by public water and sewer**
- **50% agreed that Hebron should look at Town-owned properties which could be used for housing**
- **Participants identified the following important characteristics**
 - **Rural characteristics**
 - **School system**
 - **Open Space and natural resources**
 - **Location**
 - **Near family and/or friends**

Affordable Housing Vision

- **Provide for a variety of housing options**
- **Increase the number of State-defined affordable housing units by 50 units in 5 years**

Affordable Housing Strategies

- **Identify Town-owned land to meet affordable housing goal**
- **Amend regulations**
 - **Modify definition of affordable housing in Zoning Regulations**
 - **Incorporate affordable housing option in MUOD locations**
 - **Expand MUOD to additional areas**
 - **Modify Planned Residential District Regulations**
 - **Require / incentivize affordable housing**
 - **Increase density bonus provisions for affordable housing**
 - **Consider amending Section 2.F.3**
 - **Use this to create deed-restricted units not just units for elderly**
 - **Remove requirement for “certificate of need”**
 - **Work with State to add to Affordable Housing Appeals List:**
 - **25 units at Stonecroft Village**
 - **Group homes**
- **Support Other Efforts**
 - **Establish and support an Advisory Committee**
 - **Support other groups seeking to create housing**
 - **Modify accessory apartment regulation**
 - **Consider “middle-housing”**
 - **Support “age-in-place” concepts**
- **Guide the design of higher density housing**
- **Address water supply issues**
- **Establish a Housing Trust Fund**

Note: By the end of 2022, a number of the findings within the Plan for Housing Choices have been accomplished:

- **The definition of Affordable Housing has been modified in the Zoning Regulations;**
- **The Planned Residential District regulations have been modified to better incentivize affordable housing; and,**
- **The accessory apartment regulations (a process to permit smaller living units within single-family residences or in a separate building on single-family properties) have been modified consistent with recent State Statute requirements.**

B. Business Districts

I. Hebron Center – Overall Boundary and Concept

The Hebron Center is defined in this Plan as an area encompassing approximately 725 acres generally bounded by the RHAM middle-school / high school complex and Wall Street to the north, Loveland and Millstream roads to the east, Kinney Road to the south, and the Jeremy River, Marjorie Circle and Gristmill Road to the west, as shown on the “Hebron Town Center” map.

This core of Hebron Center is the Town’s main business districts: the Hebron Green District, the Main Street District, and the Village Square District. In addition, there are the Planned Residential District, and areas of Residential One District. All properties within Hebron Center are entirely or partially within the Town’s sewer service district, and the core of Hebron Center is served by public water. The Plan will address each of these areas individually in the remaining portions of this section.

It has been Town policy to encourage the development of Hebron Center in a manner different from the remaining portions of Town. The Hebron Center serves as the main shopping area of the community. It is the area of Town that contains a range of community services, and it also serves as the central-gathering place for important public events. Therefore, the Town Zoning Regulations and Sewer Service District policies make this area the most appropriate location for higher density uses, and mixed-use development which, when concentrated in a single area, help to reinforce the idea of a Town Center.

It is important to recall that this area contains the historic center of Hebron. While development will continue to occur here, and change is inevitable, new development will be encouraged to occur in such a way that respects the Center’s historic roots and its present day character.

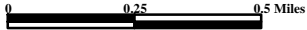
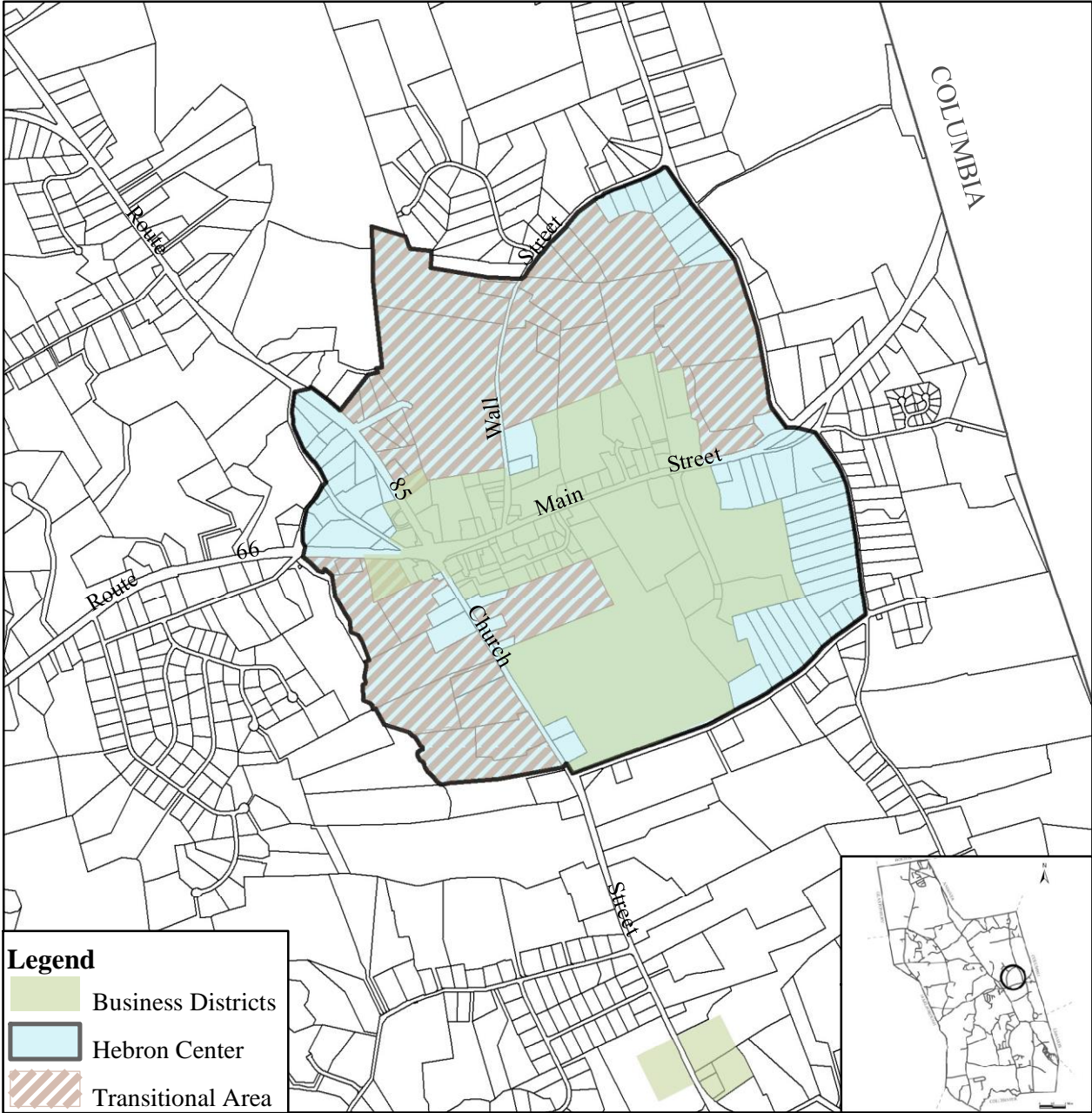
Accomplishments:

Since the adoption of the 2014 Plan of Conservation and Development, several significant changes, and accomplishments, funded through both State grants and local Capital Improvement Program (CIP) funds have affected this area of Town:

Map No. 17

HEBRON CENTER

2024 Hebron Plan of Conservation and Development
Hebron, Connecticut



Source: Digitized Hebron Assessors Map, 2020; Town of Hebron Zoning Map, 2017

1. Grant funded improvements have continued in Hebron Center with sidewalk, lighting, benches, landscaping, and parking lots improvements being accomplished.
2. Update to the Zoning Regulations continued to implement the findings of the Main Street Charrette which was sponsored by the University of Connecticut: mixed use areas; build-to lines; etc.
3. In 2015 the Planning and Zoning Commission adopted the Mixed Use Overlay District (MUOD) regulations to promote mixed use developments in and near Hebron's business districts.



4. In 2018 Zoning Regulation amendments were adopted to require parking in business districts to be located to the side and rear of buildings to avoid large parking areas between the buildings and the street,
5. 2018 Zoning Regulation amendments established for the first time "Build-to-lines" along Main Street to reinforce more of a town-center design of building closer to the sidewalks.
6. A Local Transportation Capital Improvement Program (LOTICIP) application was approved in 2017 for the redesign of the Main Street / Wall Street intersection that will provide a better traffic flow and enhance pedestrian safety and crossings at the intersection.
7. A Small Town Economic Assistance Program (STEAP) grant funded parking lot was approved behind the Douglas Library which ties into private parking lots.
8. In 2018 Zoning Regulations amendments established a maximum number of impervious parking spaces.
9. A LOTICIP application was approved in 2019 to construct Church Street sidewalks and this project was completed.
10. The Marjorie Circle bridge was totally reconstructed with the use of STEAP grant funds.
11. The Connecticut Water Company installed a new public water supply well and purchased another existing high yield well, both on Wall Street, and connected them into the Hebron Center Water System.
12. A Branding & Marketing Study commenced in 2021 to understand the economic potential of the area and to help focus marketing efforts.
13. In 2022, the Town adopted the "2022-2027 Plan for Housing Choices" with recommendations for higher density housing and mixed-use development in Hebron Center.
14. In 2022, the Town was awarded a STEAP grant to construct a pedestrian bridge from the Douglas Library parking lot to Pendleton Drive, including new sidewalks and lighting. This will serve as an important connection between these two business areas.

Goal and Policies

Goal: Develop a visually coherent and definable Hebron Center that is the civic, commercial, social, educational, recreational, and cultural focal point of the community. Encourage an economically sound commercial district as a base from which town services can be provided that does not adversely affect water supplies or the environment and allows for an appropriate mix of business and residential land uses commonly found in historic town centers.

Policies:

Overall Design Concept:

1. Discourage strip commercial development and continue to work to encourage a compact Hebron Center.
2. Continue to implement the findings of the University of Connecticut's Main Street Charrette Program for future development in Hebron Center.



Appropriate Land Uses:

1. Continue to promote a wide range of uses in Hebron Center, including commercial, residential, and recreational.
2. Retain current businesses and encourage new businesses to locate in Hebron, which are compatible with the Town's character.
3. Encourage the use of the newly adopted MUOD to encourage higher quality, mixed use development, including greater density and infill opportunities, as well as providing for diverse housing types, all of which will support businesses in Hebron Center.



Quality Design Standards:

1. Carefully guide the development and placement of buildings, new signage, lighting, parking, etc., to assure that all are compatible with the historic character of the town.
2. Apply the adopted design guidelines for architectural quality in new development to ensure appropriate and coherent architectural treatment in Hebron Center.

Safe Street Systems

1. Encourage safe and efficient traffic patterns and walking systems that will interconnect all business zones while being compatible with Hebron's small-town character.
2. Reduce curb cuts while still providing good traffic circulation and encourage street connectivity within Hebron Center.
3. Work with the CT Department of Transportation to design and implement well-planned traffic calming improvements within the CT RT 66 right-of-way so that traffic speeds are more compatible with the Town's Main Street.
4. The Town should work to create and adopt a Complete Streets policy to plan, design and build streets that enable safe access for all users, including pedestrians, bicyclists, and motorists.

Parking Lots

1. Encourage interconnections between parking lots to reduce traffic impacts on Main Street.
2. Continue to encourage public-private efforts to promote additional and safe common parking in Hebron Center. This will provide efficiencies of scale allowing new private development to construct less parking and make these business areas more walkable.
3. Promote shared parking agreements and use among various private business parcels.

4. Encourage additional electric vehicle charging stations within Hebron Center.

Pedestrian Ways

1. Provide safe pedestrian access within sites and between sites to help reduce the impact of the automobile
2. Continue to encourage the establishment of sidewalks in the public right-of-way throughout the town center.



3. Work with the CT Department of Transportation to continue to install crosswalks and pedestrian cross buttons to encourage pedestrian activity in the Town Center.

4. Connect Hebron Center with sidewalks / bikeway to the Air Line Trail.

5. Connect Hebron Center trails with

a new trail through the RHAM complex, the Salmon River State Forest and to Burnt Hill Park.

Landscaping

1. Require native street tree plantings along the Town roadways.
2. Require significant landscaping of commercial sites, encourage attractive landscaping in public and private places, and include the use of shade trees, perennials, shrubs, and other native plant materials.

Public Infrastructure Improvements:

1. Continue the use of local revenues and State grants to fund needed public

B. Business Districts

II. The Main Street District

The Main Street District serves as the Town’s central shopping area. This is generally the area on both sides of Route 66 (Main Street) from Wall Street east to Ted’s plaza (see map in this section). The Main Street District is comprised of 43 separate parcels of land totaling approximately 104 acres. This represents 0.5% of the total land area of the Town. The District presently contains the following uses:



Land Uses in the Main Street District	
(by square feet)	
Retail / Service / Office	209,227 s.f.
Fire Station	9,150 s.f.
Total Business / Institutional Square Feet	218,377 s.f.
Residential	2 dwelling units

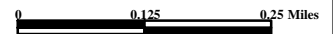
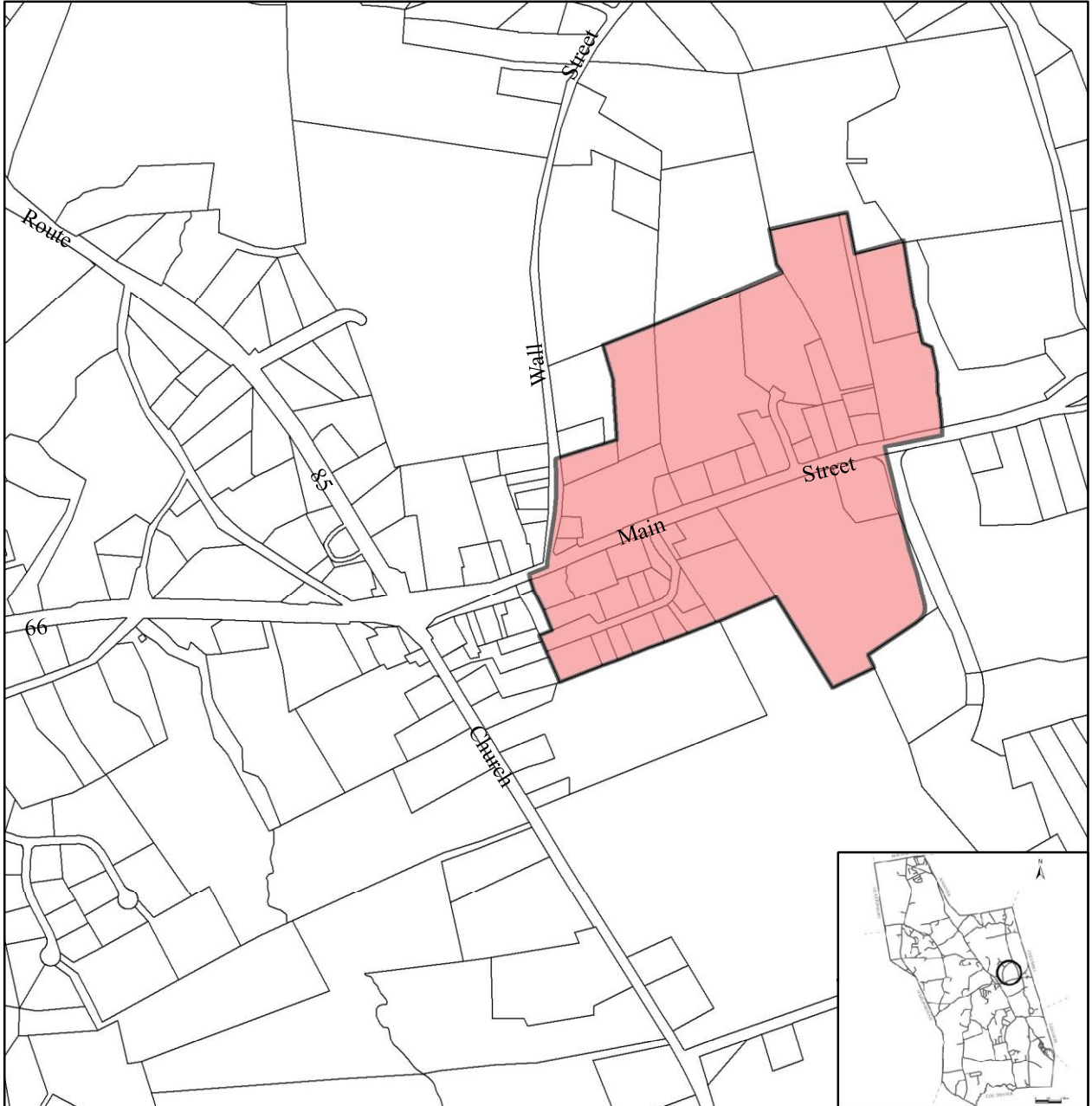
Since the 2014 Plan of Conservation and Development was adopted, the growth in business square footage in the Main Street Business District has been approximately 7%. The majority of that growth was in the retail sector.

There are presently 42 parcels of land located in the Main Street District, of which 36 are partially or entirely developed. Of the 6 vacant parcels, 4 are privately owned and 2 are owned by the Town. The 4 privately owned and vacant parcels total approximately 33 acres with about 13 acres being wetlands. This results in only about 20 acres of land in the Main Street District that are currently buildable. However, there is still some infill development and redevelopment possible on a number of existing developed parcels.

Map No. 18

MAIN STREET DISTRICT

2024 Hebron Plan of Conservation and Development
Hebron, Connecticut



Source: Digitized Hebron Assessors Map, 2020; Town of Hebron Zoning Map, 2012

The limited amount of usable business land in this main business district is a significant planning concern as this is a very small inventory of commercial land to serve the growing population of Hebron. The adjacent Village Square District was created to address this concern. This new area for future commercial and mixed-use growth was planned to be



compatible with the Main Street District and to be connected to it with roadways, pedestrian access points, and compatible uses. In addition, the Town has undertaken a variety of efforts to bring additional value to the parcels and businesses in the Main Street District. Public infrastructure improvements such as the Main Street sidewalks, benches, landscaping, and other improvements have been accomplished to assist business owners in this area to attract customers and tenants. In addition, the

Town's successful Façade Improvement Program has brought improvement to a number of private properties in this area. The Town has begun planning efforts, and infrastructure improvements, to re-make the RT 66 corridor into Main Street – a walkable, connected, mixed-use, vibrant Town Center.

As Hebron's population continues to grow, the remaining areas of the Main Street District will face development pressure. The changes that result should be positive changes to the Hebron business district by adding job opportunities, by increasing business-based taxes and by encouraging businesses to expand in a manner that will serve Hebron's growing population. As this occurs, increased efforts will be needed to manage this new development so that it occurs in a manner that will be attractive, safe, and compatible with the overall character of Hebron.

The Town has, and continues to be, proactive in studying Hebron Center to understand the best way to plan and promote the main business district of the community. To this end, the following initiatives were undertaken. A **Market Study** of the Hebron Center business district was completed in 2013. This study brings a focus on efforts to promote, to market, and to best develop a viable business district. Its main recommendations are to: 1) Relentlessly promote Hebron; 2) Encourage infill development; 3) Encourage mixed-use including higher density housing in Hebron Center; 4) Encourage community events along Main Street; and 5) Aggressively market the Community. At the same time, an **Incentive Housing Zone (IHZ) study** was conducted to see how mixed-use development can bring new vitality to Main Street. As part of the IHZ study, a new comprehensive **Design Guidelines** document was developed to guide the appearance of all new commercial, mixed use and higher density residential development in a way that will ensure compatibility to Hebron's existing character. In May 2022, the Town approved a **2022-2027 Plan for Housing Choices**. While this was a Town-wide study, it has implications for Hebron Center. It reviewed the housing needs in the community and set specific strategies and objectives to encourage housing for all income groups. And, in

2021 the Town commenced a **Branding & Marketing Study** which includes an analysis of where the Town should concentrate future marketing and expansion efforts.

All these efforts are consistent with the “**Main Street Charrette**,” a multi-evening planning session organized by the University of Connecticut that helped residents create a “vision” for the future of Hebron’s Main Street. Conducted in 2011, this was the first Main Street Master Planning process for Hebron Center. The Charette results are still valid. The basic findings can be summarized as follows:

Main Street Hebron Vision Plan (from: Hebron Main Street Charrette):

- Create an area for community gatherings
- Increase economic viability through addition of commercial opportunity:
 - Increase housing along Main Street
 - Medium density infill development in commercial areas
- Preserve and enhance the historic district
- Create connections and improve walkability
- Improve overall aesthetic appeal
- Redevelopment of older commercial sites should include:
 - Parking in the rear
 - Public and Community space for events
 - Infill along Main Street
- Infill opportunity at current firehouse site
- Development criteria for all new commercial development:
 - Street trees
 - Buildings close to street
 - Create public gathering spaces
 - Parking away from Main Street and shared by multiple tenants
 - Allow infill of commercial buildings along Main Street
- Sidewalks:
 - Make connections along Main Street
 - Increase pedestrian walkability
- Consolidate Parking lots:
 - reduce curb cuts
 - parking moves off Main Street
- Main Street Tree Canopy
- Green Space Connections throughout Main Street area and beyond
- Traffic Calming along RT 66:
 - Street trees
 - Medians in Rt 66

**Proposed
Main Street
Tree
Canopy:**



Accomplishments:

Since the 2014 Plan of Conservation and Development, the following Accomplishments have taken place concerning the Main Street District consistent with the Plan objectives:

1. Through the Site Plan and Special Permit review processes on changes to existing sites, the Planning and Zoning Commission has required site and building improvements to bring them more into compliance with Town Regulations.
2. The 2018 updates to the Hebron Zoning Regulations included changes applicable to the Main Street District:
 - a. Required future parking to be located to the sides and rear of buildings;
 - b. Created a “build-to” line along Main Street; and,
 - c. Improved lighting standards for commercial sites.
3. In 2022, the Town was awarded a Small Town Economic Assistance Program (STEAP) grant to construct a pedestrian bridge from the Douglas Library parking lot to Pendleton Drive, including new sidewalks and lighting. This will serve as an important connection between these two business areas.
4. In 2015 the Commission adopted the Mixed-Use Overlay District (MUOD) language in the Hebron Zoning Regulations and located a MUOD area along Main Street to encourage mixed-use development.
5. Extensive trails have been constructed in Raymond Brook Preserve, funded by State grants, which trails are a critical part of the planned pedestrian / bikeway connection between Hebron Center and the Air Line Trail.
6. The Economic Development Commission oversaw the development of marketing materials and a promotional video to encourage development interest in Hebron Center.
7. In 2019 a Local Transportation Capital Improvement Program (LOTICIP) grant was approved to reconstruct the Main Street / Wall Street intersection that will provide full pedestrian access at this intersection including crosswalks and pedestrian controls.

Goal, Policies and Action Items

Goal: To provide an economically healthy, active, diverse, attractive, and safe central business area that serves the shopping and service needs of the entire community.

Policies:

1. Continue to guide future development in the Main Street District in a manner that will best serve the residents and businesses of Hebron.
2. Continue to apply the adopted Design Guidelines which will guide the architectural appearance of all new development in the Main Street District.
3. Where changes of use, building expansions or site changes occur on current non-conforming business sites, require building and site improvements that will bring them more into compliance with Town regulations.
4. Continue to enforce, and where necessary improve, signage and lighting requirements to avoid unsightly or excessive signs or excessive “light pollution.”
5. Encourage safe pedestrian access within and between commercial sites and throughout the entirety of Main Street.
6. Encourage interconnections between parking lots, and the sharing of parking spaces by adjoining uses, which can reduce the number of curb cuts as well as the overall number of parking spaces.
7. Require appropriate and attractive landscaping of commercial sites.
8. Encourage the use of the MUOD in the Main Street District that will encourage mixed-use development and a more vibrant Main Street.
9. Use the findings of the Branding & Marketing Study to market the Main Street District for new compatible businesses and services.

Action Items

1. Plan and seek funding for the completion of a sidewalk / bikeway connection between the Town Center and the Air Line Trail.
2. Seek grants and other funding sources to implement the Jeremy River Trail, a connection between the Town's business center and Burnt Hill Park.
3. Work with the CT Department of Transportation to design and implement well-planned traffic calming improvements within the CT RT 66 right-of-way so that traffic speeds are more compatible with the Town's Main Street.
4. Work with the CT Department of Transportation to install crosswalks and pedestrian walk buttons at appropriate locations to encourage pedestrian safety and activity along Main Street.
5. Study the appropriate boundaries, and the regulation language, of the MUOD in the Main Street District. Determine the pros and cons of expanding the boundaries to other areas in this zoning district and review the regulation to explore the practicalities and the economics of how affordable housing and mixed-use development can work in this District. Engage the local business and development community in this discussion.
6. Seek grants or other funding to complete the planned street tree canopy plantings along Main Street.
7. Promote the installation of Electric Vehicle (EV) charging stations as part of new development in the District.
8. Continue to enhance Main Street amenities such as bike racks / Bike stations / and sidewalks.

B. Business Districts

III. Hebron Green District

The purpose of the Hebron Green District is to provide for appropriate and compatible mixed uses within the Town's historic center that do not disrupt the scale, charm, or general architectural character of the area. This district is further intended to preserve the functional and economic vitality of the area while maintaining and enhancing its significant historical and cultural resources.



The Hebron Green District is located at and around the intersection of Connecticut Routes 66 and 85. It consists of approximately 36 acres divided among 33 properties. Of this total acreage, approximately 16 acres (consisting of entire lots and portions of lots) are undeveloped. The principal land uses are a church, synagogue, present and old Town Hall, Public Records Building, the Douglas Library, American Legion Hall, offices, a coffee shop, bakery, and several residences. This mixed-use area contains over 60,000 square feet of floor area. The great majority of the properties are wholly or partially within the Hebron Center National Register Historic District.

Accomplishments:

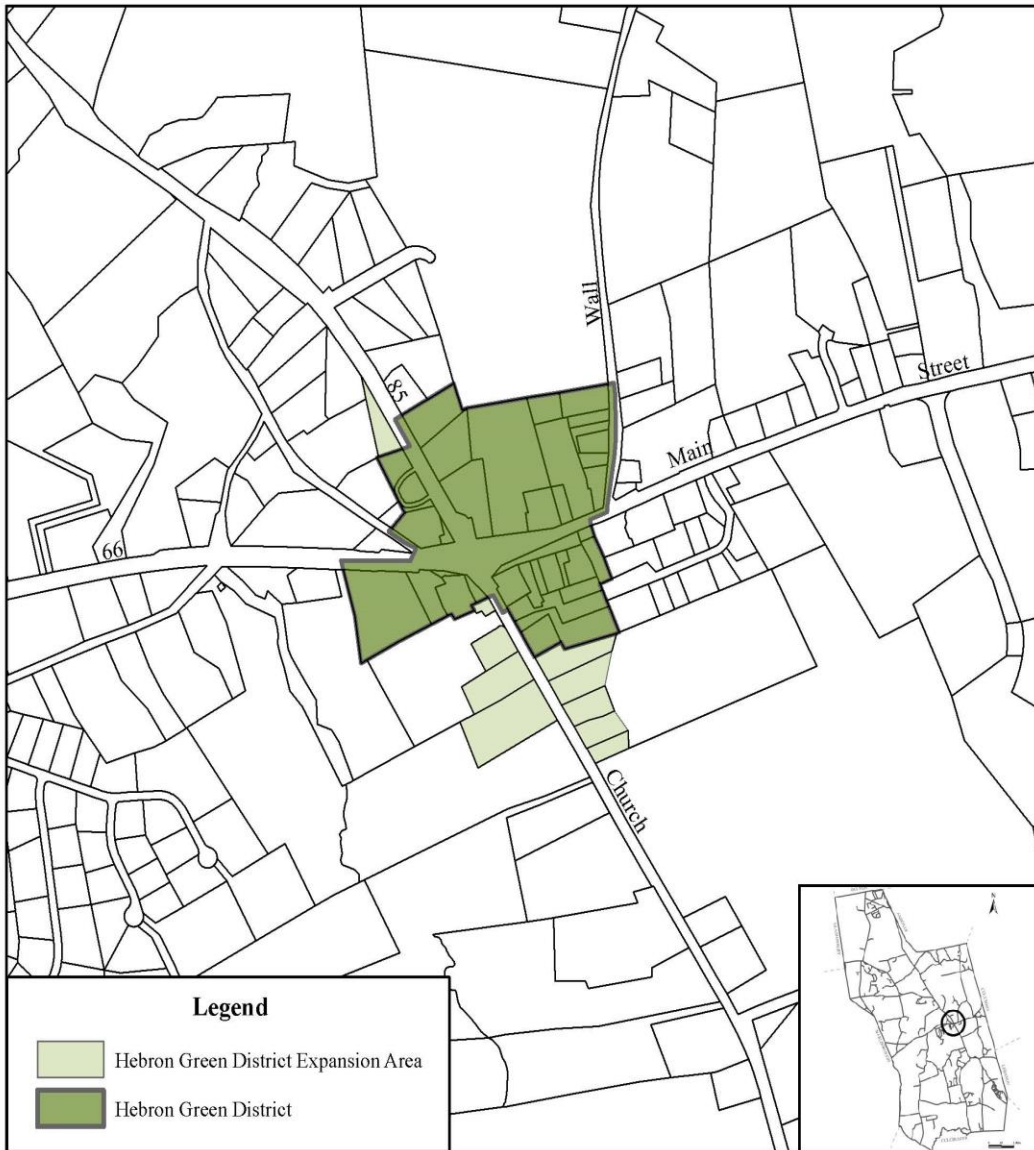
Since the adoption of the 2014 Plan of Conservation and Development the following changes and accomplishments have occurred:

1. Architectural Design Guidelines have been adopted by the Planning and Zoning Commission and used to manage new development in this District.
2. In 2017 the Hebron Zoning Regulations were amended to establish a Village District over the entire Hebron Green District.
3. The Town appointed a Village District Consultant, as required by State Statute, to advise the Commission on new development in the adopted Village District.
4. In 2015 the Planning and Zoning Commission rezoned two additional parcels to the Hebron Green District consistent with the Plan of Conservation and Development.

Map No. 19

HEBRON GREEN DISTRICT

2024 Hebron Plan of Conservation and Development
Hebron, Connecticut



Source: Digitized Hebron Assessors Map, 2020; Town of Hebron Zoning Map, 2017



5. Additional public parking was constructed in 2017 behind the Douglas Library funded by a successful Small Town Economic Assistance Program (STEAP) grant application. And this parking is connected to and shared with adjacent private commercial parking spaces through a permanent easement agreement.
6. In 2016, the Town applied for and was awarded a Local Transportation Capital Improvement Program (LOTICIP) grant to construct the Church Street sidewalks which are partially located in the Hebron Green area.
7. In 2015, the Planning and Zoning Commission approved the Mixed-Use Overlay District (MUOD) over the entire Hebron Green District to encourage higher density and mixed-use development.
8. In 2019, the Planning and Zoning Commission approved phase one of a mixed-use development on the Toomey property utilizing the MUOD and Village District regulations.
9. In 2021, a mixed-use development was approved at 14 Main Street in the Hebron Green District utilizing the MUOD and Village District regulations which restored and reused two historic buildings and approved an additional building.
10. In 2022, the Town was awarded STEAP grant to construct a pedestrian bridge from the Douglas Library parking lot to Pendleton Drive, including new sidewalks and lighting. This will serve as an important connection between these two business areas.



In recognition of the 300-year history that has transpired at this location, and in respect to the legacy of the historic landmarks that has been passed down to the present, the following goals and policies and action items have been established.

Goals, Policies and Action Items

Goal: Historic preservation must be achieved through the use of economic and zoning incentives, allowing historically significant structures to be preserved and adaptively reused in a way that maintains the “look” and “feel,” as well as the aesthetics and character of the District.

Goal: The Hebron Green should remain the focal point of the Town and should continue to serve as an attractive entrance to Hebron Center.

Policies:

1. The Hebron Green District may be expanded in adjacent areas, which demonstrate a spatial and functional relationship to the District. Such areas shall be limited in scope and shall be generally consistent with the “Hebron Green District” map included in this section.
2. The abandonment of various Town roads and closure of highway curb cuts in and around the Hebron Green shall be done in a way that facilitates proper traffic circulation and improves the overall appearance of the Hebron Green District.
3. When new development and site improvements occur, the Town shall encourage combined parking facilities and the placement of parking areas to the rear of Green-fronting structures. This would minimize expanses of asphalt and generally improve the aesthetics and circulation of the District.
4. The Planning and Zoning Commission should carefully apply the adopted Design Guidelines for construction proposed in the Hebron Green District to ensure compatibility of new construction to the established District.
5. Land use agencies should include consultation with the Historic Properties Commission during any public or private proposals or changes planned in the Hebron Green District.
6. Continue to seek ways to preserve historic buildings and protect them from demolition.

Action Items:

1. Continue to establish comprehensive improvements to the Hebron Green such as brick sidewalks, safe pedestrian crossings, benches, period lighting, landscaping, appropriate signage, and other improvements in and around the Hebron Green.
2. Pursue a long-term capital project to relocate all aboveground utilities in the Hebron Green District below ground.
3. The Planning and Zoning Commission should look to develop an overall Master Plan for future development in the Hebron Green District which would include a review of the boundaries of the Hebron Green Expansion Area.
4. Consider traffic calming measures throughout the Hebron Green District to improve public safety in this highly traveled area.
5. The Town of Hebron should continue to actively pursue public-private agreements and improvements to guide the most appropriate development, parking, and other infrastructure in the District consistent with this Plan.
6. Promote directional signs to identify public parking and other places of public interest in the Hebron Green District.

B. Business Districts

IV. Village Square District

The Village Square District is the name given to the newest business expansion area within Hebron Center (see attached map). This District was first conceived in the 2004 Plan of Conservation and Development and since then several significant steps have been taken to establish the District, provide initial infrastructure, and approve its first major development. The Village Square District is bordered on the North by Route 66, on the West by Route 85 and on the south



by Kinney Road. The total acreage is approximately 136 acres, and the entire site is within the Town's Sewer Service District and is also served by public water from the CT Water Company.

This area had been identified for a number of years as a potential business expansion area to provide additional locations to expand the Town's commercial tax base and provide employment opportunities and services to serve Hebron's growing population. After a review of several alternative sites around Town, it was determined that this is the preferred site.

The Village Square site has a pattern of open fields and some very distinctive stonewalls and tree lines. The slopes are generally moderate and wetland soils comprise less than one-third of the total area. A narrow area of wetlands is located in the middle of the site extending from Route 66 to Kinney Road and a second wetland system is located on the western portion of the site, parallel to Route 85. A unique set of zoning regulations and Master Plan was created for this site which works with these natural resource and cultural features to incorporate them into the concept that is a well-planned, mixed-use new village center containing a variety of retail, office, industrial, commercial, residential, recreational, and perhaps municipal uses. The planning for this district, and the goals within this Plan of Conservation and Development, seeks to follow the pattern of a traditional New England village rather than a suburban sprawl development. This vision includes pedestrian access, shared parking lots behind buildings, quality architecture, and a compatible mixture of uses, all centered on a new Village Square.

Map No. 20

VILLAGE SQUARE DISTRICT

2024 Hebron Plan of Conservation and Development
Hebron, Connecticut



Source: Digitized Hebron Assessors Map, 2020; Town of Hebron Zoning Map, 2017

From an economic development viewpoint, this 136-acre district represents a location for long term economic development growth in the Town of Hebron. The mixed-use nature of the District would bring a higher density population to this part of Hebron Center. It will provide an area for new businesses to locate and existing businesses to grow, enhancing the local commercial tax base. The Town recognizes the importance of having this property available for larger commercial sites and for planned developments and it is important to maintain this long-term vision for this property.

Accomplishments:

Since the adoption of the 2014 Plan of Conservation and Development, the following has taken place concerning the Village Square District:

1. In April of 2016 the Hebron Zoning Regulations were amended to permit assisted living developments in the Village Square District at the request of a private developer interested in development within this District.
2. In July of 2016, the Planning and Zoning Commission approved a modification to the Master Concept Plan for the Village Square District and approved a Special Permit and Site Plan approval for an assisted living facility.
3. In 2018, Colebrook Village at Hebron, an assisted living development, with over 100,000 square feet of floor space and containing 113 senior living, assisted living, and memory care units, was completed and became the first private development project in the Village Square District and the single largest taxpayer in Hebron.
4. In 2019, the Town of Hebron purchased 83.9 acres of the Village Square property fronting Kinney Road as well as John E. Horton Blvd. for open space and municipal use.
5. Town had ongoing discussions with the CT Water Company about additional water supply in Hebron Center which is critical to future development in the District. They have prepared a new Water Supply Plan in 2020.
6. While not located in the Village Square District, the recent completion of the trails in the Raymond Brook Preserve is a crucial element in achieving the objective of establishing a bikeway / pedestrian connection between the Village Square District / Hebron Center area to the Raymond Brook Preserve and the Air Line Trail to the south.

Map No. 21

VILLAGE SQUARE DISTRICT
MASTER PLAN

2024 Hebron Plan of Conservation and Development
Hebron, Connecticut



Goal, Policies and Action Items:

Goal: Continue to support and implement the Village Square concept to provide for a mix of land uses in an integrated, tasteful environment which is aesthetically pleasing and attractive to the town residents as a pleasant area to shop, eat, transact business, recreate, and, for some, to reside. This will be guided by the approved Master Concept Plan and the Village Square district regulations with an emphasis on broadening the tax base, promoting job creation, and allowing the delivery of desirable goods and services to the town.

Policies:

1. Development within the Village Square should be consistent with the Goal and Objectives of this Plan and the Village Square district regulations which envision a mixed-use zone with elements of commercial, retail, office, professional, residential, cultural, educational, recreational, and light industrial uses. Industrial condominiums and industrial incubator space should be encouraged.
2. As provided for in the Village Square district regulations and the approved Master Concept Plan, residential uses should be integrated with the commercial /retail uses, as had historically occurred around the Hebron Green, which includes shop owners, and other living quarters above, and nearby, the businesses.
3. Development should be land/soil/topography based, with consideration given to preserving natural and historic features. Streams and wetlands should serve as buffer areas and provide opportunities for passive recreation such as walking paths and trails.
4. Buffer areas along the boundary of the Village Square District shall be provided to establish a transition to adjacent established residential areas; this can be provided by the use of open space, residential uses and/or retention of existing vegetation within these buffer areas.
5. Visual coherency is important. Development should be mixed, but also “integrated.” Design standards, as contained in the approved Master Concept Plan and the Town’s Design Guidelines, should be enforced by a “design development – site review” process, through the Planning and Zoning Commission, which encourages businesses that are interested in the longer-term welfare of the town.
6. As set forth in the Village Square district regulations, the development should be “human scale.”
 - Building heights should be no higher than 3 stories. Many buildings should be built at the street line.

- Adequate parking should be provided behind buildings with landscaping and trees, within easy walking distance of a variety of features.
- Perimeter walkways should be provided around the zone that ties into the Hebron Green walks and other walkways within Hebron Center.
- Integrated sidewalks and trails should be constructed to facilitate walking from Hebron Elementary School and Stonecroft senior housing to the Library or to the central business district.
- A focal point for the new business center should be a new Town Green, which can establish an identity to the area and serve as a new community-gathering place.

Action Items:

1. A bikeway / pedestrian connection should be planned and implemented between the Village Square District / Hebron Center area to the Raymond Brook Preserve and the Air Line Trail to the south. Public amenities such as benches, bike racks, and bike stations should be considered.
2. Take measures to ensure that an adequate, sustainable supply of water is available for this district and that new water supply locations, if established within the district as shown in the Master Concept Plan, are adequately protected with open space or other protective buffers.
3. Promote the installation of Electric Vehicle (EV) charging stations as part of new development in the District.

B. Business Districts

V. Transitional Areas

Transitional Areas, as used in this document, are defined as land within the Hebron Center but outside the business districts (Main Street, Hebron Green and Village Square Districts) and excluding established residential areas (see included map). Transitional areas can serve as a buffer between business and residential zones. The Transitional Areas now include municipal, educational, recreational and higher density residential uses. Higher density development is permitted within the transitional area due to almost all of the area being located in the Town's sewer service district and having easy access to the Town's two major arterial roadways - Routes 85 and 66.



The Town-owned senior center is located within the Transitional Area. Educational land uses in this area include the RHAM regional high school, RHAM regional middle school and Hebron Elementary School. Athletic fields, facilities and trails at Veterans Memorial Park, Hebron Elementary School and at the high and middle schools comprise the recreational land uses within Hebron Center Transitional Areas. Also located within this area are several duplexes, multi-family developments, and public and private elderly housing developments.

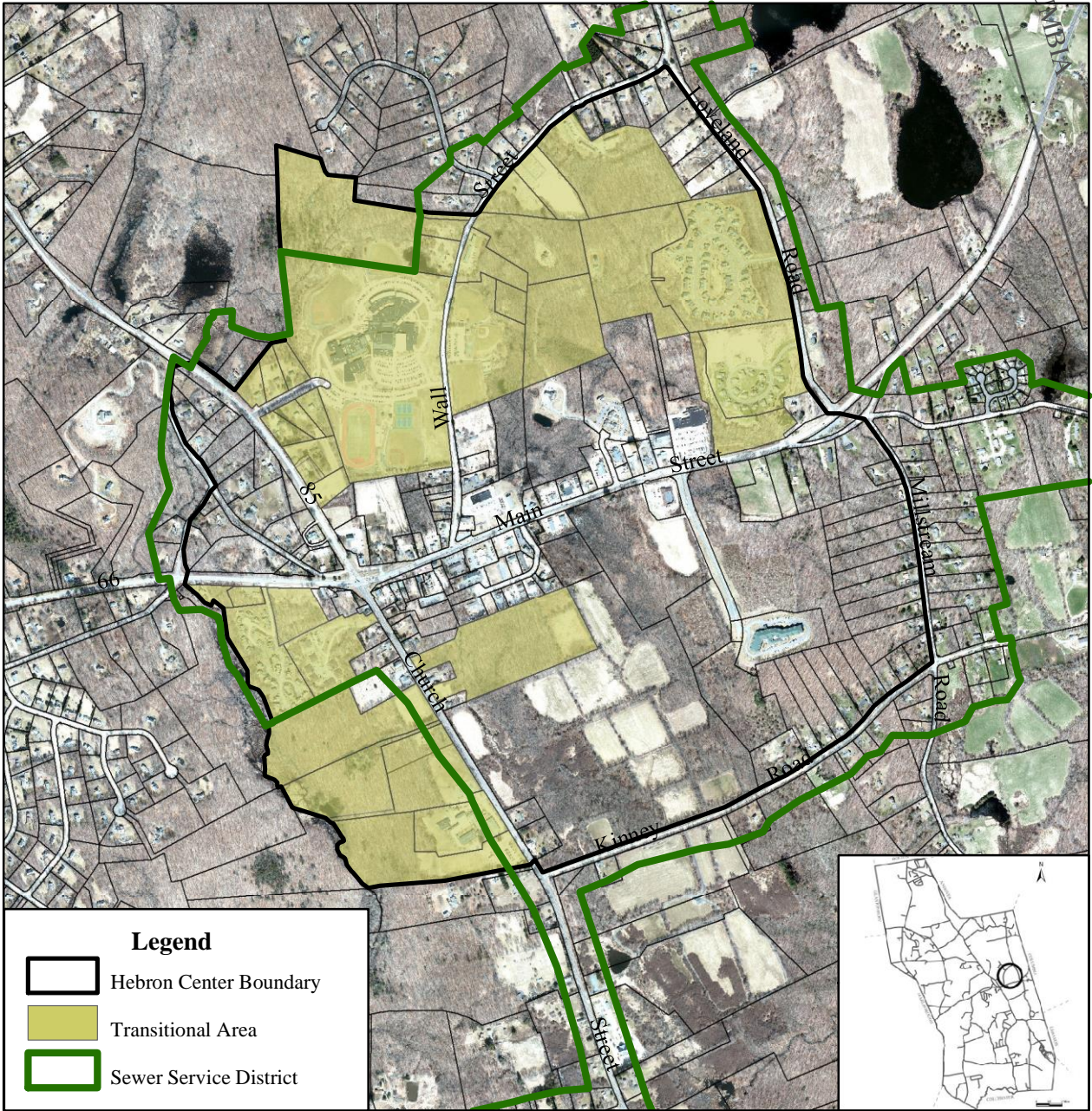
Accomplishments:

1. The Town applied for and was awarded a Local Transportation Capital Improvement Program (LOTICIP) grant to extend sidewalks south along Church Street from Main Street.
2. Construction of the Church Street sidewalk was successfully completed in 2020.
3. Phase 1 of Pedestrian trails/bike paths were constructed in Raymond Brook Preserve. The Town applied for and was awarded a CT DEEP Recreational Trail program grant for Phase 2 and Phase 3 trails and these trails were constructed from the Phase 1 terminus to Millstream Road.




Map No. 22

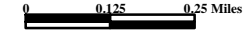
HEBRON CENTER TRANSITIONAL AREA

2024 Hebron Plan of Conservation and Development
Hebron, Connecticut



Legend

-  Hebron Center Boundary
-  Transitional Area
-  Sewer Service District



Source: Digitized Hebron Assessors Map, 2020; Town of Hebron Zoning Map, 2017; USGS Connecticut Orthoimagery 2019

4. The Town Capital Improvement Program (CIP) as well as a Small Town Economic Assistance Program (STEAP) grant included funding to design and construct the Wall Street Sidewalk project. In addition, RHAM constructed a portion of the sidewalk along their street frontage with their improvement project in 2019.
5. Several open space land acquisitions have served to further the policy of creating an open space greenway linking Hebron Center and Transitional Areas.
6. A 2018 update to Zoning Regulations added Senior Housing as an allowed use in the Hebron Green and Residential zones.
7. The Town purchased the Rifkin property, located on West Main Street, in 2017 as a location for future senior housing.
8. The Hebron Center water system was expanded from Main Street south along Church Street to serve additional properties in and outside transitional areas.
9. In 2020 RHAM completed a campus improvement project adding parking, establishing a formal parent drop-off / pick-up lane and other improvements.

Goals, Policies and Action Items:

Goal: Encourage the use of transitional areas as an appropriate place to establish and maintain municipal, civic, educational, cultural, recreational and higher density residential facilities.

Goal: The location of uses, as noted above, in transitional areas close to Hebron Center is most desirable as this: a) provides easy access to public facilities; b) promotes walkability between these uses; c) facilitates shared parking; d) takes advantage of major roads and the proximity to public sewers and water; and e) serves to reinforce the concept of an identifiable Town Center.

Policies:

1. Future development of land in the Transitional Area land should be compatible with other Transitional Area facilities, commercial and retail establishments of the Town Center, and cultural, historical, recreational and civic facilities and sites, including properties on the National Register of Historic Places.
2. Utilize land within the Transitional Areas to accommodate new or larger municipal, educational, recreational, and higher density residential uses, and related parking as appropriate, and should be considered because of the existing public infrastructure (utilities, roads and sewers).
3. Enhancement of Transitional Areas should occur including the installation of park benches, flower and community gardens and other public amenities together with the establishment of pedestrian sidewalks, bicycle paths and walking trails to enhance the

visibility, attractiveness and enjoyment of the Town Center by helping to minimize traffic volume, improve traffic circulation and enhance the accessibility to municipal, educational, recreational, residential, commercial, cultural and historical sites.

4. The Town should continue to create an open space network (greenway) to link Hebron Center and Transitional Areas to adjacent areas. This will create an extended greenway corridor as identified in the “Future Open Space” map contained in Section 2, “Preservation of Unique Assets”, of this document.
5. The State of Connecticut’s Plan of Conservation and Development should be considered in planning future development within the Transitional Area.

Action Items:

1. Take measures to ensure an adequate, sustainable supply of water is available in Transitional Areas and ensure that any new water supply wells are adequately protected with open space or other protective buffers.
2. Consider, in consultation with the Water Pollution Control Authority (WPCA), the possible extension of the Sewer Service District (SSD) to serve additional portions of the Transitional Areas where appropriate.
3. Promote the installation of Electric Vehicle (EV) charging stations as part of new development in the District where practical.

B. Business Districts

VI. Neighborhood Convenience District

The Neighborhood Convenience District was established to allow low intensity business and service uses for the surrounding residential neighborhood. The purpose of this District is to permit the purchase of certain convenience items without requiring trips to the more congested Route 66 Main Street District or to shopping areas in surrounding towns.

The existing Neighborhood Convenience District is located on Church Street just north of its intersection with Old Colchester Road. It is generally located in the Town's sewer service district. The size of the existing Neighborhood Convenience District is 18.67 acres with 12.06 acres on the east side of Church Street, and 6.61 acres on the west side of the street.

The developed portion of this District is located on the east side of Church Street and includes a variety of neighborhood commercial and service uses. The remainder of the District lies on the opposite side of Church Street and is currently vacant. This portion of the district has gentle grades, however significant wetlands separate the front portion of the property from the rear acres.

As a neighborhood shopping district, there is great value in this area being connected to the surrounding residential neighborhood in a way that pedestrians can feel safe in walking to and from the services that this district provides. A major accomplishment since the 2014 Plan, and an implementation of one of the major Objectives of this section of the Plan, the Church Street sidewalk project was completed, connecting Hebron Center to the Neighborhood Convenience District. This sidewalk system also connects surrounding residential neighborhoods within this District as well as the new parking lot in the Raymond Brook Preserve. This sidewalk system promotes pedestrian safety as well as promotes economic activity in this District. A long-range plan of a pedestrian connection from the Church Street sidewalks eventually to the Air Line Trail should be actively pursued. This would greatly add to the vitality of this neighborhood commercial district.

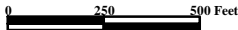
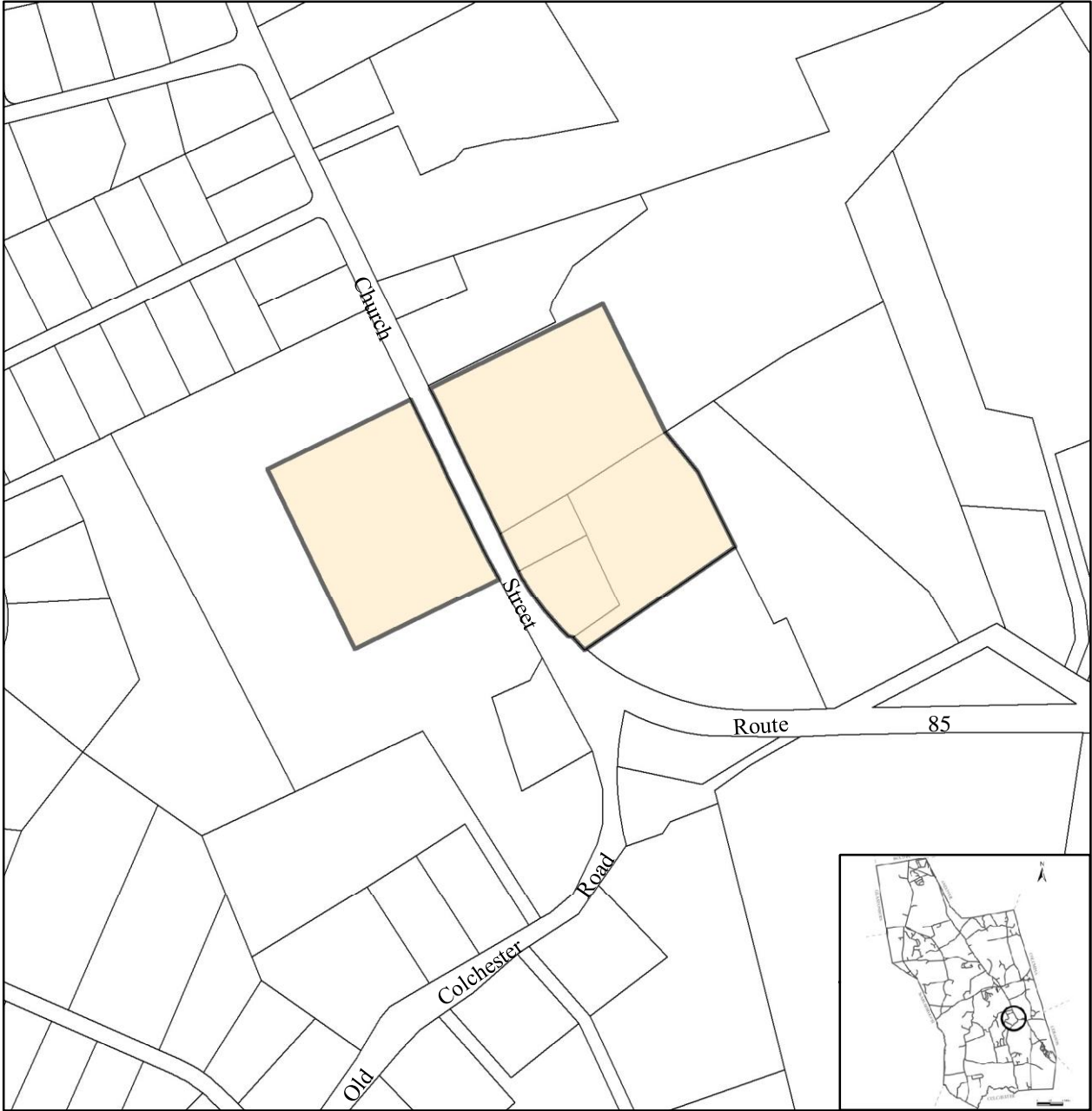
Accomplishments:

Since the adoption of the 2014 Plan of Conservation and Development, the following accomplishments have occurred affecting the Neighborhood Convenience District.

Map No. 23

**NEIGHBORHOOD
CONVENIENCE DISTRICT**

2024 Hebron Plan of Conservation and Development
Hebron, Connecticut



Source: Digitized Hebron Assessors Map, 2020; Town of Hebron Zoning Map, 2017

1. 2014 amendments to Zoning Regulations for the Neighborhood Convenience District included an expansion of allowable uses and improved development standards to increase the economic viability of the District while ensuring better compatibility to the surrounding residential areas.
2. 2015 amendment to the Zoning Regulations added a Mixed Use Overlay District (MUOD) to a portion of the District to permit possible mixed use and residential development.
3. In 2016, Planning Department staff conducted a detailed history of the origins and the boundaries of the Neighborhood Convenience District and reported it to the Planning and Zoning Commission. The Commission concluded at the time that the present boundaries should remain as they are.
4. The Town applied for and in 2017 was awarded a Local Transportation Capital improvement Program (LOTICIP) grant for the construction of the Church Street sidewalk project which terminated within the Neighborhood Convenience District. Town Capital Improvement Program (CIP) funds supported the design. Construction was completed in 2020.
5. In concert with the Church Street sidewalk project, the owners of the Paradise Towne Shoppes, the largest development in the District, completed a comprehensive redevelopment of this site including major building and site improvements greatly enhancing its character and compatibility to the surrounding area.

Goal, Policies and Action Item:

Goal: Continue to provide a limited range of goods and services, such as convenience grocery stores, and small-scale restaurants to the surrounding neighborhood while being a “good neighbor” to nearby residences.

Policies:

1. Continue to encourage the types of businesses, and site standards, to permit those that fit the definition of a “good neighbor” including the following:
 - Business hours generally limited to daylight hours;
 - Minimal outside noise;
 - Light traffic volume;
 - Lighting designed to limit “light pollution” to the surrounding residences;
 - No objectionable odors; and,
 - Sufficient landscape screening to adjoining properties.
2. The boundary of the District and its commercial uses should be well-buffered from surrounding residential uses.

3. Continue to plan for a pedestrian connection from the Church Street sidewalks to the Air Line Trail.
4. Promote the use of the established MUOD as a way to encourage additional housing opportunities that will also increase the economic viability of the District.

Action Item:

1. Promote the installation of electric Vehicle (EV) charging stations as part of any mixed-use development in the District.

B. Business Districts

VII. Commercial / Technology District

The Commercial / Technology (C/T) District is located near the junction of Old Hartford Road and Jones Street, with frontage along the north side of Old Hartford Road. The Air Line Trail, an abandoned railroad right-of-way now used as a hiking and biking trail, is located along the north side of the District. The land in the C/T District totals 83 acres contained in 5 parcels of land. Approximately 50 of these acres are potentially developable.

This zone was originally designated in 1977 when the conventional wisdom was to place industrial zones at exits along major limited-access highways. The Hebron Economic Development Commission made development of this zone a priority in the 1980's. Hebron partnered with Colchester in the 1990's to jointly develop an industrial park, which was eligible for 75% reimbursement by the State at the time. Efforts to change the "Rural Conservation" designation in the Regional Plan of Conservation and Development assigned to this area via legislative committee were unsuccessful, after meeting with strong resistance. Attempts to secure permission to permit vehicular access over the State owned Air Line Trail railroad right-of-way were also unsuccessful.

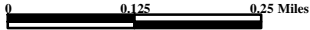
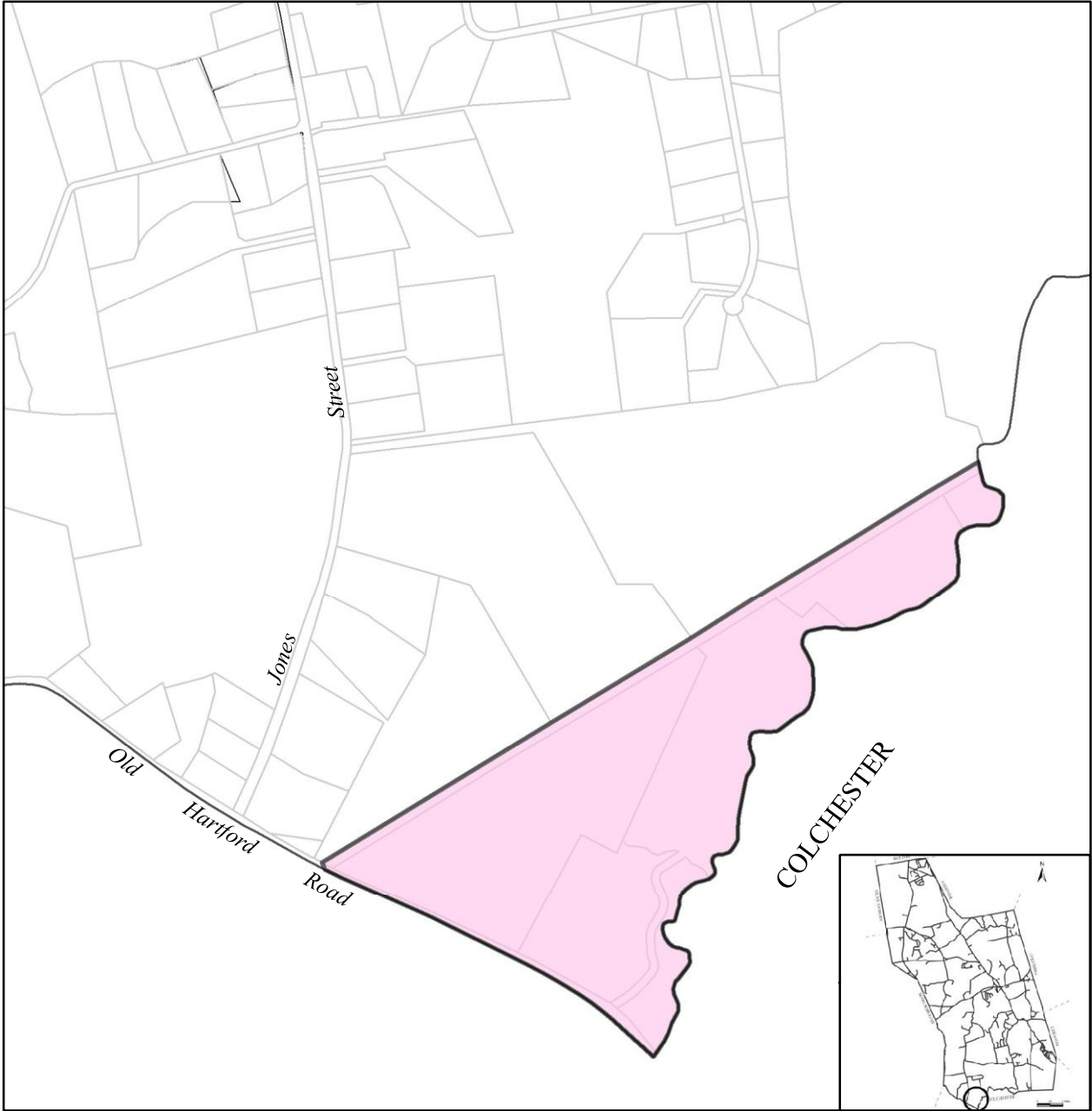
Recognition of the area's environmental sensitivity, and a reevaluation of the proper land uses for this area, were the main reasons for the rezoning of substantial portions of the original District to residential.

The C/T zoned parcels generally have moderate slopes throughout, with somewhat steeper slopes along the Jeremy River near the eastern boundary of the District. The soils along the western edge of the District are primarily wetland soils while the soils to the east are mostly suitable for development. The Jeremy River forms the District's eastern boundary, and Senate Brook, a tributary to the Jeremy River, cuts through the District. This area is regarded as highly environmentally sensitive by the State, due to its drainage into the Jeremy River, which then flows into the Salmon River, which has high preservation value. An extensive Conservation Easement exists along the west boundary of the District to buffer the Air Line Trail from any future development. Given these environmental restrictions this area is very low priority for any economic development funding by the State. That being said there are developable portions of the district generally on the eastern portions of the District.

Map No. 24

**COMMERCIAL
TECHNOLOGY DISTRICT**

2024 Hebron Plan of Conservation and Development
Hebron, Connecticut



Source: Digitized Hebron Assessors Map, 2020; Town of Hebron Zoning Map, 2017

No development activity occurred in this District since the 2014 Plan. However, as part of the 2018 revisions to the Zoning Regulations, the District name was changed from the Commercial / Industrial District to the Commercial / Technology District acknowledging that there is less potential in this area for typical “industrial” development.

Goal, Policies and Action Items:

Goals: Continue to encourage appropriate and limited commercial or industrial development for the present C/T District parcels having frontage on Old Hartford Road.

Policies:

1. Continue to review land use regulations in the C/T District to encourage appropriate economic development of these parcels while protecting surrounding natural resources.
2. Any land remaining in a C/T District should be developed with sufficient safeguards to protect the surrounding natural features.

Action Items:

1. Consider the permanent preservation of the Skungamaug Fish and Game Club and other properties along the Jeremy River consistent with the recreational use of the Air Line Trail and environmental value of the river system.
2. Promote the installation of Electric Vehicle (EV) charging stations as part of any new development where practical.

B. Business Districts

VIII. Amston Village District

The Amston Village District extends along both sides of Church Street (Connecticut Route 85) south from the North Pond Road intersection to just south of Lake Road. The district consists of a mix of business, industrial and residential uses on approximately 49 acres of land covering over 33 parcels. Only four parcels (13 acres) within the Amston Village District are vacant, and three parcels contain vacant buildings.



The district boasts a rich history centered on former businesses and industries in what was once called Turnerville. In the 1850's and 1860's Phineas Turner, originally of North Coventry, began purchasing land around North Pond (now Amston Lake). Recognizing the potential for water-powered manufacturing on these sites, he acquired sizable acreage, including a mill owned by the Hendee Company, around the Lake and downstream to what is now Church Street. By 1888, Turner had expanded production at the mill and was drawing water from Amston Lake ten hours a day to manufacture ribbon and fringe at what was now three separate mills. Before the mills closed in 1907, they employed one hundred and twenty people.

The success of Turner's businesses led to the establishment of a prosperous village with mills, boarding houses, a store and a schoolhouse. With these, Hebron became known as an important manufacturing town.

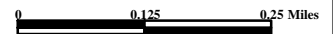
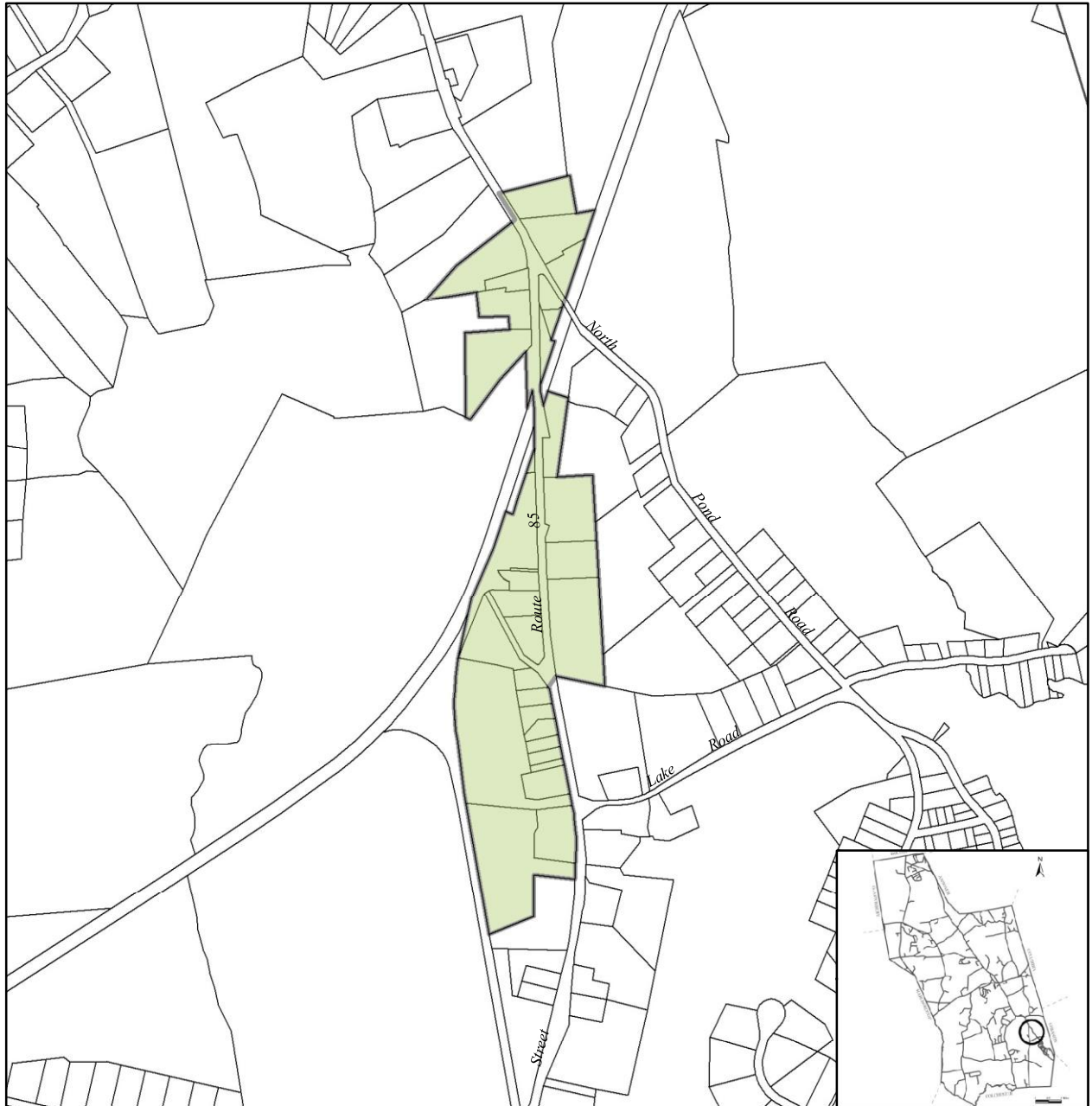
Charles Ams later purchased Turner's mills. He tried a number of industrial ventures including luxury automobile production, the manufacture of form moldings and a distillery. Over the years, the District's rich history has left a pattern of mixed land uses - industrial, business and residential – which are still allowed in the Amston Village District.

Today, much of the Amston Village District is in a flood plain and the entire District is within the Groundwater Protection Overlay (GPO) District, an overlay zone established in Hebron's Zoning Regulations to protect the sizable underlying aquifer and its groundwater. An aquifer—and particularly this aquifer—is a high water-yielding subsurface condition that has the

Map No. 25

AMSTON VILLAGE DISTRICT

2024 Hebron Plan of Conservation and Development
Hebron, Connecticut



Source: Digitized Hebron Assessors Map, 2020; Town of Hebron Zoning Map, 2017

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potential to be a significant water supply source for the Town in the future.

In determining future uses in this area, these significant qualities of the land must be considered and renewed efforts must be made to identify and remediate any sites which may have become contaminated as a result of its prior industrial use.

Accomplishments:

Since the adoption of the 2014 Plan, several activities and accomplishments have taken place in the Amston Village District such as:

1. In February of 2015 a Making Places Grant was submitted by the Town and approved by the CT Trust for Historic Preservation for the Turshen Mill, located at 459 Church Street. This funded a number of studies to encourage a redevelopment of this historic building including research and a nomination to the National and State Registers of Historic Places; a building-conditions analysis including structural, mechanical, electrical, plumbing, architectural, and hazardous building materials testing; a Phase I Environmental Site Assessment (ESA); and a pro-forma of development scenarios.
2. In July of 2015 an application was approved by the Capitol Region Council of Governments (CRCOG) for a Phase II/III ESA of the Turshen Mill site.
3. In May of 2015 a Mixed Use Overlay District (MUOD) was approved for a portion of the AV zone.
4. In January of 2016 the Town applied for Small Town Economic Assistance Program (STEAP) grant to extend public water into the AV District as a way to encourage economic development; however, the application was not approved.
5. In June 2021 the Town was notified by the Department of Economic and Community Development (DECD) of approval of a grant under the Municipal Brownfield Grant Program for remediation of the Turshen Mill site.
6. In June of 2021 the Town was notified by DECD of conditional approval of a grant under the Municipal Brownfield Grant Program for remediation of the Town-owned 501 Church Street.

This District has seen little reinvestment or economic activity. Several vacant buildings exist, some in disrepair, which serves as a disincentive to development in the area. The Town should take positive steps to provide public infrastructure improvements as needed and to be creative in finding ways to encourage private investment.

Goal, Policies and Action Items:

Goal: To preserve the ecological integrity of the Amston Village District area while recognizing the present and long-standing mixed-use pattern of

development. Actively pursue cooperative public and private efforts focused on the revitalization of the District through a variety of mechanisms.

Policies:

1. Encourage new businesses that are ecologically sensitive, and which will blend aesthetically and functionally with the existing residential and business community and the Air Line Trail.
2. Enhance the existing and future business sites within the district by careful control and upgrading of signage, lighting, landscaping and parking areas.
3. Ensure the preservation of the water quality in the underlying aquifer particularly by careful maintenance, use, and storage of any chemical or hazardous material.

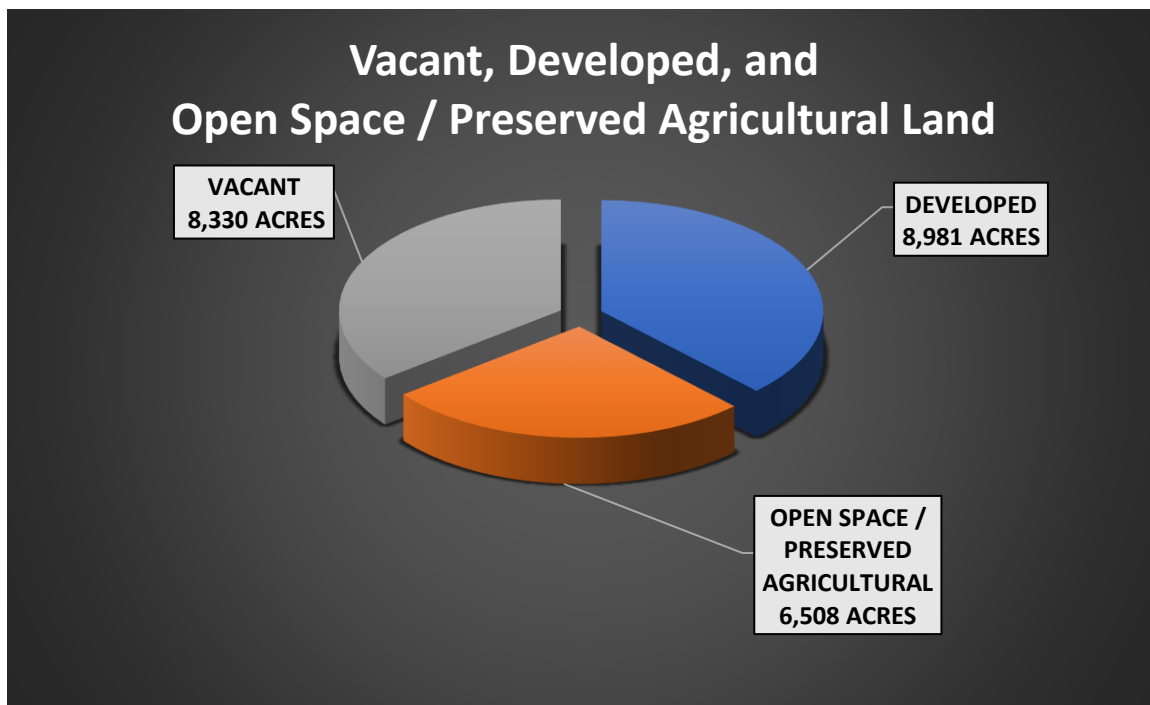
Action Items:

1. The Town should consider, through the capital improvements program, funding to enhance the public spaces (such as streetscapes) to encourage other private improvement efforts.
2. The Town should continue to work with the State Department of Energy and Environmental Protection (DEEP) and the DECD to successfully clean up brownfield sites in order to improve the aesthetic appearance and viability of sites and attract new businesses to this area.
3. The Town should develop a specific Amston Village Action Plan that identifies the strengths and opportunities in this District and sets forth needed public and private steps to bring reinvestment and redevelopment to this area.
4. The Town should work with appropriate entities and encourage the extension of public water supply within the District to support appropriate development.
5. Capitalize on the District's Air Line Trail recreational asset by continuing Hebron's involvement in the "Twelve-Town Air Line Trail State Park Master Plan" initiative which seeks to promote the region and the Town as an ecotourism draw.
6. Promote the installation of Electric Vehicle (EV) charging stations as part of any new mixed-use development in the District.

C. Residential Development

I. Residential Land Analysis

This section of the plan uses the land use and vacant land data established in the Community Profile section of this Plan and presents an examination of vacant residential land in Town. The analysis will include calculations of which portions of this vacant land are buildable and which areas contain environmental and other constraints to development. The analysis will also include a carrying capacity for future residential development in Town. The chart below shows a land use summary of Hebron.



The land use data in the above chart is taken from the more detailed land use data contained in the Community Profile section of this Plan. In the above chart, “Developed Land” means all land committed to a permanent land use (homes, businesses, roads, etc.), “Public Open Space” means land permanently committed to open space (Town and State owned open space, agricultural land where development rights have been sold, etc.), and “Vacant Land” means any land not yet developed which may potentially be developed with a higher intensity use (vacant land, unprotected agricultural land, privately owned open space, etc.).

The above chart identifies all the land in Hebron, regardless of the zoning districts. For the following Residential Land Analysis calculations, we will now focus only on residentially zoned land.

How Much of Our Town is Zoned Residential?

- **98% of the Town is residentially zoned**

Of the approximately 24,000 acres of land that make up Hebron, approximately 23,600 acres are zoned for residential development, approximately 98% of the Town. This includes both developed and undeveloped residentially zoned land. Of the developed residentially zoned land, this includes single family subdivisions, other parcels developed as house lots, other uses found in residential zones such as churches, schools, etc., and open space owned by the Town and the State. The vacant residentially zoned land consists of farms, forests, open meadows, and non-permanent open space (golf courses, etc.).

How Much of Our Residential Land is Developed / Committed?

- **65% of the residentially zoned land in Hebron is developed or committed to permanent open space.**

Of these 23,600 acres of residentially zoned land in Hebron, about 7,822 acres are developed with housing, approximately 253 acres are developed with “institutions” (schools, fire stations, and other public facilities), 5,390 acres of residential land is public open space, and about 1,118 acres is privately owned agricultural land but permanently preserved due to the State’s acquisition of its development rights. Along with the roadways that service these properties, about 15,363 acres of these 23,600 residentially zoned acres are considered developed or permanently committed to open space or permanently preserved agricultural land. This represents about 65% of the residentially zoned land in Hebron.

How Much of Our Residential Land is Still Vacant?

- **35% of residentially zoned land in Hebron is vacant.**

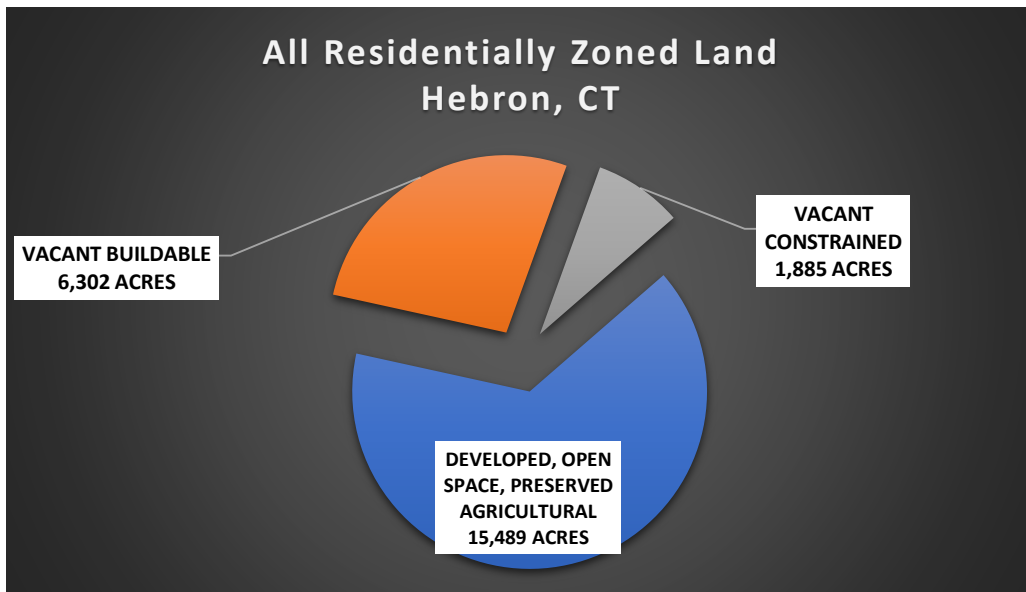
With 15,363 acres, or 65% of the Town’s residentially zoned land being developed or committed to permanent open space, which leaves approximately 8,237 acres or about 35% of the residentially zoned land in town vacant.

How much of this Vacant Residential Land is Buildable?

- **Approximately 77% of the remaining vacant land is considered buildable.**

The "Conditions Affecting Future Residential Development" map is a composite of other maps contained in the Plan. This map shows in one color all land that has been developed or permanently committed to a particular land use. The map also shows all parcels which are vacant. The map further shows what general areas of presently vacant lands are "constrained" by a significant natural resource that will limit the development of that parcel. These "constraints" are steep slopes, wetlands, and flood plains.

Of the approximately 8,237 acres of residential zoned land vacant as of February 2024, approximately 6,302 acres (77%) are considered buildable, and 1,885 acres (23%) have constraints to development. Constraints are flood plain soils, wetland soils, and soils with steep slopes of over 15%.

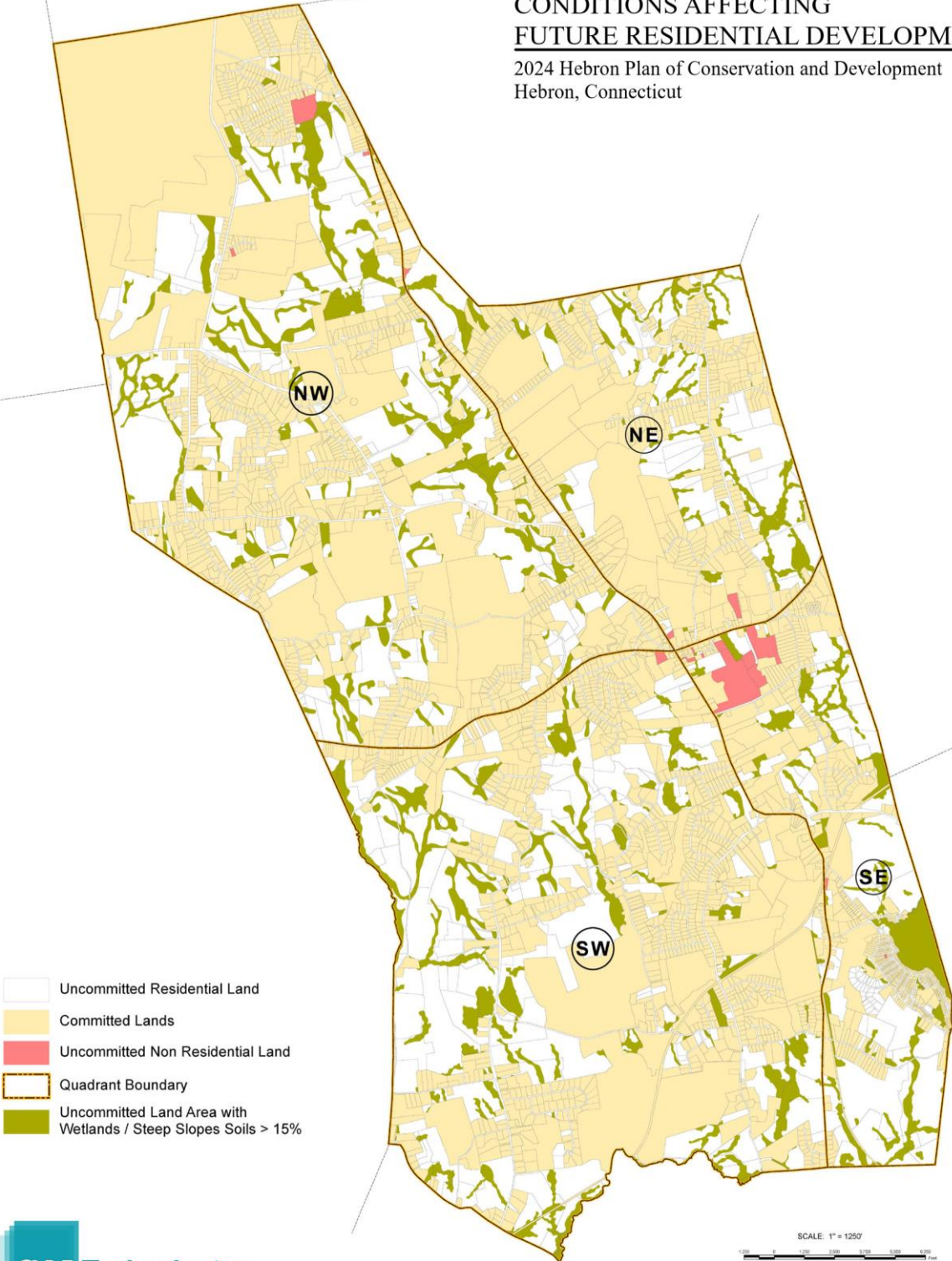


Where is this vacant Land Located?

- **Approximately half the remaining vacant land is located north of CT RT 66 and half is located south of CT RT 66**

For the purpose of evaluating the vacant land in Town, the "Conditions Affecting Future Residential Development" map divides the Town into four quadrants, generally defined by Routes 66 and 85. A summary of residential vacant land is shown in the following Table.

Map No. 26
**CONDITIONS AFFECTING
 FUTURE RESIDENTIAL DEVELOPMENT**
 2024 Hebron Plan of Conservation and Development
 Hebron, Connecticut

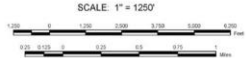


- Uncommitted Residential Land
- Committed Lands
- Uncommitted Non Residential Land
- Quadrant Boundary
- Uncommitted Land Area with Wetlands / Steep Slopes Soils > 15%



NOTES

THIS MAP IS BASED ON THE TOWN OF HEBRON, CONNECTICUT
 IT IS INTENDED FOR REFERENCE AND PLANNING PURPOSES ONLY
 PROPERTY LINES CURRENT TO JANUARY 1, 2022



Vacant Residentially Zoned Land				
Hebron, CT				
Quadrant		Total Vacant Residential Acres	Vacant but Constrained Residential Acres	Vacant Buildable Residential Acres
NW		2,706	649	2,057
NE		1,096	230	866
SW		3,155	662	2,493
SE		1,230	344	886
Total		8,187	1,885	6,302

The above chart shows that the remaining vacant land in Hebron 46% is located north of Ct Route 66 and 54% is located south. This is symbolic of the development history of Hebron that did not concentrate its growth around any central point or town center. Hebron's development history has been one of an agricultural community that has gradually experienced residential development in a dispersed fashion throughout town. What this means for the future is that growth, and the impacts of that growth, will not likely be concentrated in any one neighborhood. The location of future growth will be more determined by the availability of land for development rather than any other factor.

Vacant Land Analysis

It is important to know how much land in the community is presently vacant, how much vacant land is buildable, and how much vacant land contains features that present obstacles to development.

An analysis of vacant land and its natural features highlights the amount of vacant land area that contains fragile areas that are worthy of protection. Much of our land use regulations (wetland regulations, floodplain regulations, and buildable land area regulations) have been established to protect certain natural features and to encourage development to be respectful of the landforms that exist. Also, such an understanding of the remaining vacant land is important in arriving at an estimate of potential future housing and population growth in the community.

Analysis of Buildable and Constrained Vacant Residentially Zoned Land					
Hebron, CT					
Quadrant		Vacant but Constrained Residential Acres	Percent	Vacant Buildable Residential Acres	Percent
NW		649	24%	2057	76%
NE		230	21%	866	79%
SW		662	21%	2493	79%
SE		344	28%	886	72%
Total		1,885	23%	6,302	77%

The above Table shows that no one section of Town is significantly more encumbered by unbuildable land than another. The percentage of buildable land in each quadrant ranges from 72% to 79% of the total vacant residentially zoned land. And the percentage of constrained land in each quadrant ranges from 21% to 28% of the total vacant residentially zoned land.

The term “buildable” is meant to describe land that is free of wetlands, floodplain and steep slopes and the term “constrained” is meant to describe land that contains wetlands, floodplain, and steep slopes. The purpose of this analysis is only to describe how much remaining vacant residential land contains limitations to development.

Other Residential Development Potential

Since the last Plan of Conservation and Development was adopted in 2014, the Planning and Zoning Commission has taken significant steps in creating the potential for mixed use development at higher densities that may happen in the business districts. The adoption of the Mixed-Use Overlay District (MUOD) allows property owners to consider mixed use development proposals incorporating multi-family units in what were previously considered exclusively business districts. While Hebron land use is primarily single-family oriented, the adoption of zoning techniques such as the MUOD allows for a diversification of the housing stock particularly in areas near the business districts in town.

The following are the number of acres now classified under the MUOD district:

- Main Street District: 33 acres
- Hebron Green District: 38 acres
- Neighborhood Convenience District: 6 acres
- Amston Village District: 3 acres

While it is unlikely that all, or even a majority, of these acres would be developed in a mixed-use fashion containing multi-family units, These 80 acres need to be taken into consideration is projecting potential future numbers of dwelling units possible in Hebron. This will be considered in Section C. III, Potential Housing and Population Growth.

C. Residential Development

II. Plan for Residential Growth

Residential development goals and policies are established to guide future residential growth within The Town's vacant land. These policies will serve as a basis for the Town land use regulations which serve to carry out these policies.

The establishment of clear goals and policies to guide future residential development is important. These goals and policies will help to preserve the character of the Town as future growth occurs and will see that future residential growth best serves the needs of town residents.

Accomplishments:

Since the adoption of the 2014 Plan there have been several accomplishments in meeting the Goals and Policies of the 2014 document.

1. The Planning and Zoning Commission created and approved the new Mixed Use Overlay District in 2015 which allowed and promoted multi-family development in a mixed use setting.
2. In 2016 the Planning and Zoning Commission adopted an amendment to the Zoning Regulations to permit high density assisted living developments.
3. In 2017 the Town purchased the Rifkin property, adjacent to the Stonecroft senior housing site, for the purpose of constructing multi-family housing for the Town's growing senior population.
4. An amendment to the Zoning Regulations in 2018 was adopted to permit high density senior housing in the Hebron Green District as well as residential districts.
5. As part of the 2018 comprehensive update to the Hebron Zoning Regulations, the Conservation Subdivision process was established as the preferable residential subdivision technique.
6. In 2022 the Town adopted the 2022-27 Plan for Housing Choices, the first affordable housing plan for Hebron.

Goal and Policies

Goal: Provide for residential growth, which is varied, safe, and attractive, which meets the needs of future town residents, and which protects the town's significant natural features.

Policies:

1. Allow residential densities that are based on the natural limitations and opportunities offered by topographic and soil conditions, proximity to roads, and the economic provisions of public services.
2. Encourage attractive residential neighborhood design that relates to the land's natural and cultural features.
3. Broaden the range of housing types so that a full cross section of the population can be served.
4. Establish regulations and policies that encourage a sufficient supply of safe and affordable housing for all income groups.
5. Encourage clustering of residential developments where clustering will preserve natural and or cultural features that give Hebron its special character.
6. Encourage innovative design of residential developments by establishing flexible land use regulations.
7. Encourage the use of the Mixed Use Overlay Districts (MUOD) as a technique to construct mixed use developments with the potential for more varied and affordable housing.

Action Items:

1. Consider incentivizing “sustainable built” housing units per Public Act 21-29.
2. Study the appropriate boundaries, and the regulation language, of the MUODs. Determine the pros and cons of expanding the boundaries and review the regulation to explore the practicalities and the economics of how affordable housing and mixed-use development can best work. Engage the local business and development community in this discussion.

C. Residential Development

III. Potential Housing and Population Growth

After looking at past housing and population projections, this section looks at the potential for future housing and population growth in Town. It takes into account the vacant land analysis discussed previously, then it applies the established residential development policies, and finally extends it past trends of growth in housing and population.

What were the Past Population Projections for Hebron?

- In 1987 the estimate was that our population could one day grow to 36,000 people.
- In 2004 the capacity population was projected at 20,689 people.
- In the 2014 Plan, the capacity population was projected to be 17,459 people.

The previous Plans of Conservation and Development contained projections for housing units and population growth. It is helpful as a planning tool and important from a planning history standpoint, to continue to document those past projections and to compare them to present day projections.

1987 Plan of Development: In 1987, RPPW, Inc., a planning consulting firm hired to assist the Commission in preparing an update of the Plan, produced a Vacant Land Analysis / Ultimate Population Potential. This analysis concluded that as of 1987 an additional capacity existed for over 9,000 additional dwelling units. They estimated that this could result in a total capacity population in Hebron of 36,000 people.

2004 and 2014 Plans of Conservation and Development: In the most recent Plans, it was concluded that some assumptions within the 1987 methodology was a too aggressive housing unit and population forecast. It was discovered that the development that was occurring in Town was at a density 45% lower than predicted by RPPW, Inc.

A different methodology was employed in these Plans. The projection for future housing and population growth was based on applying the average densities of residential developments actually approved during previous years. It then applied these densities to the existing vacant land inventory. These densities are significantly lower than used in 1987 Methodology. The reasons for this are many: since 1987 there has been a more aggressive open space

requirement in residential subdivisions; more stringent wetlands regulations have been in force; and there have been improved public health code requirements. These conditions still exist.

How Many More Dwelling Units Can Be Built In Town?

- The build-out analysis in this 2024 Plan shows that there could be an additional 2,601 dwelling units built in Town.

This 2024 Plan utilizes a similar methodology in its build-out analysis as the previous two plans. One exception is a new category to account for potential future multi-family residential units within the Mixed-Use Overlay Districts (MUOD). These are districts which permit mixed-use developments in four different business districts. There are some assumptions that are necessary to project the potential number of units that are likely to be created in these districts and are explained in the notes below the table.

**Potential Additional Dwelling Units
Within Vacant Residentially Zoned Land by Quadrant**

Area	NW	NE (SSD)	NE	SW (SSD)	SW	SE (SSD)	SE	AL	Total
Vacant Acreage "X"	2706	19	1077	23	3132	109	1121	Note	
Projected Density	X	X	X	X	X	X	X	#1	
	0.25 (R1)	2.5	0.25 (R1)	2.5	0.20 (R2)	2.5	0.25 (R1)		
Potential Dwelling Units	677	48	269	58	626	273	280	30	2,261

Note#1: Based on one potential house for each 10,000 s.f. of lots of record.
 Note #2: Sewer Service Districts (SSD) have the potential for higher density.

**Potential Additional Dwelling Units
Within Mixed-Use Districts**

Area	Village Square	MUOD (MS, HG, NC, AV Districts)	Total
Projected Density	Note #1	80 MUOD acres X 50% X 6 units/acre	
Potential Dwelling Units	100	240	340

Note #1: Based on Approved Master Concept Plan

Note #2: For the purpose of this Plan, it is assumed that 50% of the available MUOD areas will ultimately be used for mixed-use developments at an average of 6 units / acre.

The preceding Table shows a summary of this methodology. This concludes that there is a potential for an additional 2,261 dwelling units on the 8,187 uncommitted residential acres existing as of February 2024. In addition, there is a potential of 340 additional units in business districts where mixed-use developments are permitted. This future growth of 2,601 new dwelling units, combined with the number of housing units as of the 2020 Census (3,618), plus the number of new housing units approved between the 2020 Census date and the end of 2023 (48), this would result in a total dwelling unit potential of 6,267 dwelling units at capacity.

It should be noted that these projections are based on numerous factors and assumptions. Changes can occur to these factors that will dramatically alter these calculations. Changes may occur to local or State regulations or public policies. Or unforeseen changes may occur within the marketplace itself. Because of this, this calculation should be constantly revisited. It should also be understood that these are hypothetical buildout calculations. They are not the likely capacity. Any event that changes a maximum development for any parcel (e.g., a purchase of land for open space, use of land for an institutional rather than a residential use, etc.) will reduce these numbers.

It should be noted that this methodology considers privately owned open space (e.g., golf courses) as vacant, and potentially developable. Although development of these lands is possible, it is less likely than other vacant lands. Therefore, these estimates can be assumed to be conservative estimates resulting in estimates on the very high side of potential future forecasts.

How Large Could Hebron's Population Grow?

- **The projection in this Plan shows that there could be a maximum capacity population in Hebron of 15,040.**

Capacity Population Projections

This method relies on the ultimate dwelling unit capacity previously discussed. As with any such projection and method, there are certain inherent assumptions that are necessary which could alter the results. And because there are assumptions and constantly changing conditions, these projections should be re-evaluated periodically over time.

For the purpose of this projection, the above noted methodology for forecasting potential future dwelling unit growth will be used as a basis for capacity population projections. And the previous calculations resulted in a potential maximum of 6,267 dwelling units.

Due to normal vacancies that occur in the marketplace, a certain vacancy rate has to be assumed for the total number of housing units. The most recent U.S. Census indicated a vacancy rate of approximately 4%, which is a common vacancy rate in a suburban setting. Therefore, 6,267 total dwelling units would yield approximately 6,016 households in Hebron.

The Community Profile section of the Plan included information on the changing persons-per-household statistic. As noted, this is a dynamic factor that has changed dramatically over the past 50 years. The 2020 Census determined that Hebron had an average of 2.5 persons per household. While this average may change in the future, the most recent demographic data shows that this rate is stabilizing and not expected to change as dramatically as what has occurred in the past. For the purpose of projecting a capacity population figure, this Plan will use this average.

Based on the estimated 6,016 households, with an average person-per-household figure of 2.5, the capacity population figure we can use for planning purposes is 15,040, if all land currently available and zoned is developed at current person-per-household levels.

As noted earlier in the projections for future dwelling units, these figures may be dramatically altered with changes to public policies such as future open space purchases by the Town or State, changes to zoning or subdivision regulations and changes to other land development regulations or changes in the marketplace itself. This underscores the need to constantly revisit this analysis.

What Will Hebron's Population be in the next 10 – 20 years?

- **The short-to-mid range population projections by the State of Connecticut Data Center shows an estimated population in Hebron of:**
 - **8,484 people in 2030; and,**
 - **7,887 people in 2040.**

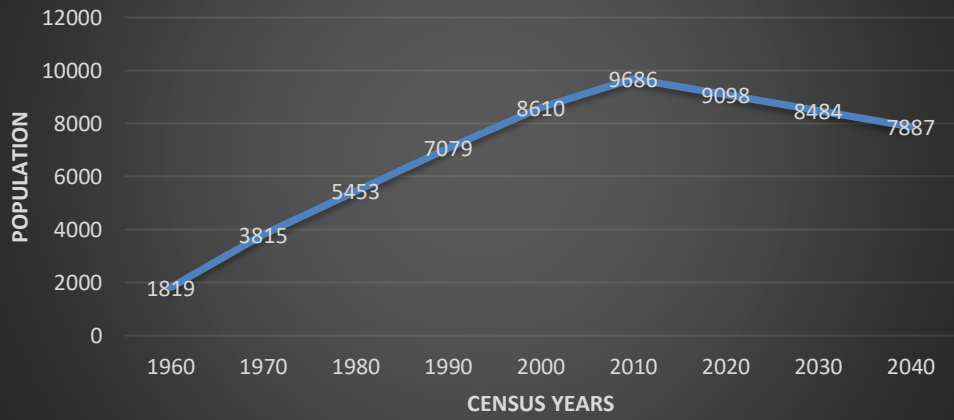
Short-To-Mid-Range Population Projection

For most planning purposes, a short to mid-range population projection is useful. Beyond a 10-to-20-year planning period, so many factors may change that projections beyond that period are of questionable value.

The Table below shows the historic population growth for Hebron from US Census data from 1960 to 2020. In addition, the Table includes population projections for 2030 and 2040 from projections created by the State of Connecticut Data Center. These projections are created for all Connecticut towns, counties and the State and are based on multiple data sources including state and locally derived fertility rates. What these projections show is a leveling out of the Town's population growth which we began to see in the 2020 US Census results.

It is important to keep in mind that these projections are based on current trends including slower single-family residential growth than in the past decades, lower birthrates, and a generally aging population. These trends could change as they have done in the past so such projections should be revisited often. For instance, an increased interest in multi-family housing, and recently adopted zoning techniques, such as the Mixed-Use Overlay District, could result in higher density developments affecting these population projections.

Historic Population Growth and State of CT Data Center Projections



C. Residential Development

IV. Housing Diversity

The Town encourages a wide range of housing types to serve all of Hebron's population. Diversity of housing is important to serve all of a town's population, including those in various age groups, at various periods of their career path and at various income levels. Housing diversity also provides choices for the Town's residents who may prefer different options as their lifestyles change or as age and circumstances might suggest different housing styles. Housing patterns that are clustered and are in higher densities also tend to reinforce the concept of a more viable Town Center and can serve as transitional land uses between higher density commercial areas and outlying single family uses.

In 2022 the Town adopted the 2022-27 Plan For Housing Choices for the Town of Hebron. This effort was in response to Section 8-30j of the Connecticut General Statutes which requires that each municipality prepare and adopt an affordable housing plan and update it at least once every five years thereafter. While Hebron has studied housing issues previously (such as the 2012 Incentive Housing Zone study and the 2014 and prior Plans of Conservation and Development), this was the first affordable housing plan for Hebron.

The Plan for Housing Choices includes detailed documentation of the current housing stock in Hebron and the issue of housing affordability, including the fact that the current housing market does not well serve the housing needs of all segments of people seeking housing in Hebron. The study contains a specific list of strategies to address Hebron's housing needs; and a summary of its findings is included in the introduction to the Development Plans and Policies Section of this Plan (Section 3.A. Introduction).

The 2022-27 Plan For Housing Choices for the Town of Hebron was endorsed by the Planning and Zoning Commission in 2022 and is further endorsed by this Plan of Conservation and Development. The land use commissions will need to review the recommendations of the Plan to look at ways that they could begin implementing regulations and procedures that could permit a better variety of housing choices.

The Plan for Housing Choices is consistent with past housing studies and policies of previous Plans of Conservation and Development such as encouraging an increased density of uses, including a mix of housing and businesses, in and around the Town Center. This concept would fulfill multiple purposes: it would permit alternative housing for those who prefer small housing units nearer to shopping and services; it should provide more affordable housing choices; and a more dense and mixed-use approach would reinforce the concept of a vibrant Town Center and would serve to bring more customers to the Town Center businesses.

Accomplishments:

Since the adoption of the 2014 Plan, the following specific actions have occurred to implement the policies contained in this section of that Plan.

1. A 2015 amendment to the Hebron Zoning Regulations adopted the Mixed Use Overlay District permitting multifamily dwellings in mixed use developments.
2. The Planning and Zoning Commission approved a Zoning Regulations amendment in 2016 to permit high density assisted living developments.
3. As part of the 2018 update to the Hebron Zoning Regulations, higher density senior housing was permitted as a use in the HG District.
4. The 2018 Zoning Regulations update modified the accessory apartment regulations (a process to permit smaller living units within single-family residences or in a separate building on single-family properties) to allow them by-right.
5. As part of the 2018 comprehensive update to the Hebron Zoning Regulations, the Conservation Subdivision process was established as the preferable residential subdivision technique.
6. In 2022, the definition of Affordable Housing has been modified in the Zoning Regulations.
7. In 2022 the Planned Residential District regulations have been modified to better incentivize affordable housing.
8. In 2022 the accessory apartment regulations were modified consistent with recent State Statute requirements, including allowing such units to be in separate structures on a residential property.
9. In 2022 the Town adopted the 2022-27 Plan for Housing Choices, the first affordable housing plan for Hebron.

Goals and Policies

Goal: To provide diversity in the types of housing within the Town that will satisfy the needs of all socioeconomic and demographic levels.

Policies:

1. Encourage the implementation of mixed land uses that may permit businesses and residences to coexist within developments to the benefit of both types of uses.
2. Establish flexible site development standards that will reduce the costs of housing.
3. Establish and maintain regulations that permit child, family, and group day care facilities, adult day care homes, congregate care facilities, neighborhood retirement housing, housing for the elderly, entry-level housing, and accessory apartments.



Goal: To provide appropriate areas within the Town where alternative forms of housing may occur.

Policies:

1. Establish that the Hebron sewer service district is recognized as the area within the Town that has the infrastructural capabilities to support more affordable and higher density single-family cluster housing and multi-family housing.
2. Establish that there are areas located within the sewer service district that are considered to be transitional land use areas, located within or adjacent to established non-residential zoning districts, which may be considered suitable for higher density single-family cluster housing developments or multi-family housing.

Goal: To encourage the production of housing, both rental and owner occupied, in an acceptable quantity and quality to meet the economic means of the Town's population. Particular attention should be given to housing for the elderly, lower-income families and to those just entering the workforce.

Policies:

1. Continue to permit the construction of new single-family homes on small lots at Amston Lake, which is an established lower-cost housing neighborhood. In addition, the zoning regulations should continue to permit the conversion of seasonal dwellings to year-round occupancy, providing that State health and building codes are met.

Action Items:

1. Consider establishing inclusionary zoning provisions that will require a certain percentage of dwelling units to be dedicated to Hebron's affordable housing program as per CGS 8-2i. Such provisions may include density bonuses as an incentive to construct affordable housing.
2. Consider new or modified regulations that will permit more flexible site development standards so as to reduce the costs of housing. Such standards may include community septic and water supply systems; road, driveway, and parking standards; floor area requirements; and lot area and frontage requirements.

Goal: Review the 2022-27 Plan For Housing Choices' (Plan) recommendations and strategies to determine the optimum manner to allow expanded housing opportunities in Hebron.

Policies:

1. Support the findings and recommendations of the 2022-2027 Plan for Housing Choices.

Action Items:

1. Review the strategies listed in the Plan to determine which land use regulations and policies should be revised to expand housing opportunities.
2. Support efforts of other boards and commissions in their efforts to further the recommendation of the Plan.
3. Update the Plan every 5 years as required by Section 8-30j of the Connecticut General Statutes

D. Future Land Use

The Future Land Use Map contained herein is a general overview of the Commission's vision of the most desirable future development patterns for the overall Town. It is a reflection of the goals and policies contained throughout this Plan. These goals and policies set forth appropriate locations for future open space, agricultural preservation, economic development opportunities including mixed use development, higher density residential, public facilities, and lower density residential development. The Connecticut General Statutes also requires each Town Plan to "recommend the most desirable use of land within the municipality for residential, recreational, commercial, industrial, conservation, agricultural and other purposes and include a map showing such proposed land uses." The Future Land Use Map included in this section is a generalized plan and it is acknowledged that there may be inconsistencies between the uses shown on this map and the actual use of individual properties. This map is based in part on the existing land use map, Map No. 1, Land Use Map, and Map # 16, Future Open Space.



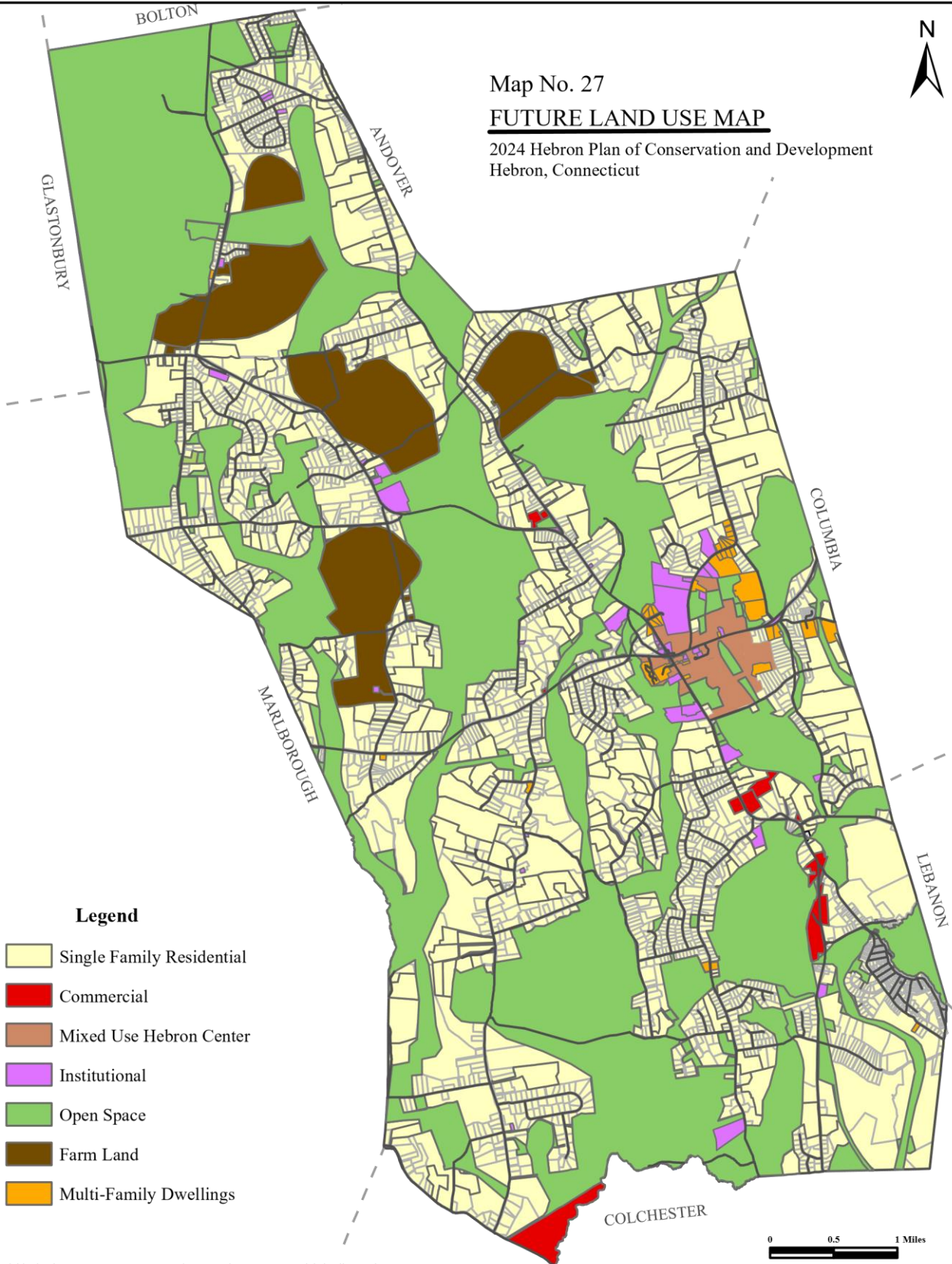
Hebron Center Mixed Use District

This is Hebron's main business district along Main Street / Route 66. It contains three business districts including Hebron Green, Main Street and Village Square districts as well as some surrounding residentially zoned properties included in the Transitional Areas. Although comprised primarily of business districts, almost all these areas are eligible, under Town Zoning Regulations, for mixed use development. This is one of the few areas of Hebron served by public sewers, public water, and the two main State roadways in Town, which all can support higher density business and residential uses in a mixed use "downtown" setting. Years of planning policies and regulations have determined that this is a unique area of Hebron that can fulfill the economic development and housing goals and policies as set forth in this Plan.




Map No. 27

FUTURE LAND USE MAP

2024 Hebron Plan of Conservation and Development
Hebron, Connecticut



Legend

-  Single Family Residential
-  Commercial
-  Mixed Use Hebron Center
-  Institutional
-  Open Space
-  Farm Land
-  Multi-Family Dwellings

Source: Digitized Hebron Assessors Map, 2020; Land Use Mapping 2023; NRCS Digital Soils Mapping 2007

Commercial

Outside of Hebron Center, Hebron has three other smaller commercial districts that serve neighborhoods and unique areas of Town. The Neighborhood Convenience District serves the neighborhood south of the Town Center along Church Street with a lower density commercial area providing convenience goods and services. It also has the opportunity under the Mixed Use Overlay District to include housing in a mixed use setting. Several vacant properties remain in this district with the potential for future development. The Amston Village District further south along Church Street contains an area formerly zoned industrial which contains former mill buildings, other non-residential uses, as well as residential. This area is a historic, and current, mixed use neighborhood with opportunities for new development and redevelopment. The Commercial / Technology District is another lower density commercial district on Old Hartford Road along the Colchester town line.

Open Space

The Plan shows the areas of existing open space and the planned greenways as shown on the Future Open Space map. These areas are generally aligned with brook and river corridors and their associated floodplains and wetlands. Preserving these areas in an open space classification protects these fragile natural resources, provides recreational opportunities for town residents, mitigates natural hazards of storms and flooding, maintains wildlife corridors, preserves the water quality of associated watercourses, and is consistent with the goals and policies contained in this Plan. The areas shown within these greenways include existing and potential future open space as: town parks and open space, state open space, privately owned open space, and conservation easements as defined in this Plan.

Agricultural

Hebron has a rich agricultural history which continues in a number of active farms throughout the community. Over 1,000 areas of farmland are now permanently protected under the State of Connecticut's Farmland Protection Program. Other areas adjacent to existing protected farmlands are shown as potential farmland preservation areas as they have the potential to also be included in this program because of excellent soil conditions. These existing and potential areas are shown on the Future Open Space map as well as the Future Land Use map. Agricultural uses provide the

rural vistas that have defined Hebron throughout its history and are an important economic asset in the community.

Institutional

Institutional uses are an indispensable part of a town's land use makeup. These include Hebron's elementary schools, the Regional District's middle and high schools, places of worship, cemeteries, fire stations, public works complex, and others. These generally, but not exclusively, are found in residential areas as they are a support use to town residents and residential neighborhoods.

Single Family Residential

Hebron is primarily a residential community with the majority of the Town's land area zoned for residential uses and uses deemed accessory to residential areas. The majority of Hebron's residential areas are zoned for low density residential use with a minimum of one acre residential lots; however, the area generally in the southwest portion of town zoned is zoned for two acre residential lots, and the Amston Lake area is a medium density residential neighborhood with residential lots averaging 10,000 square feet. The areas shown on the Future Land Use map as Residential contain watercourses, environmentally sensitive areas such as wetlands, watercourses and steep slopes which should be protected as the abutting lands are developed.

Multi-Family Residential

The majority of multi-family development is likely to occur in the Hebron Center Mixed Use District where public water and sewer services overlap. Much of the Hebron Center area is subject to the Mixed Use Overlay District which allows multi-family housing in a mixed use setting; and the Village Square District permits multi-family residential development as one of the many land uses allowed in this mixed use district. In addition, several of the business districts outside Hebron Center have the potential for future mixed use development; and several small multi-family developments currently exist in and near Hebron Center.

