

BOLTON PLANNING & ZONING COMMISSION
REGULAR MEETING
7:30 PM, WEDNESDAY, DECEMBER 10, 2025
BOLTON TOWN HALL, 222 BOLTON CENTER ROAD
In-Person and Via Zoom
MINUTES

PZC Members Present In-Person: Chairman Tom Manning, Arlene Fiano, Kawan Gordon, Ellen King, Eric Loveland, Marilee Manning, Alternates Rhea Klein, Joshua Lloyd, Payton Rutledge

PZC Members Present Via Zoom: Vice-Chair James Cropley

Staff Present Via Zoom: Patrice Carson, AICP, Consulting Director of Community Development, Kacie Cannon, Recording Secretary

Others Present Via Zoom: Richard Grodsky, Gunnar Grodsky, James Loersch, Bryce Aaronson

1. Call to Order: T. Manning called the meeting to order at 7:31 p.m.

a. Election of Officers

A. Fiano MOVED to NOMINATE T. Manning to serve as Chairman. K. Gordon SECONDED. MOTION CARRIED 7:0:0.

M. Manning MOVED to NOMINATE K. Gordon as Vice-Chair. J. Cropley SECONDED. MOTION CARRIED 6:0:1 (K. Gordon Abstained).

2. Approval of Minutes: November 12, 2025

A. Fiano and J. Cropley were authorized to vote since they listened to the audio of the meeting, and E. King was also offered the opportunity to vote since she attended the meeting. K. Gordon noted that House Bill 5002 should be corrected to House Bill 8002 in the last paragraph of the first page of the minutes.

A. Fiano MOVED to APPROVE the November 12, 2025 Meeting Minutes with the correction changing House Bill 5002 to House Bill 8002. J. Cropley SECONDED. MOTION CARRIED 6:0:1 (E. King Abstained).

3. Residents' Forum: No residents wished to speak.

4. Staff Reports

P. Carson reported that she has been working on the following items:

- Finalizing updates to the Zoning Regulations for review by CRCOG
- Working with CRCOG and their consultant on the Cider Mill property
- Attendance at the Economic Development Partners with State DED Commissioner Dan O'Keefe highlighting the economic health of the state and the new housing bill
- Attendance at a two-day affordable housing conference highlighting new housing bill requirements
- Attendance at the CCM conference, which honored Robert Morra for a Lifetime Achievement Award as a result of her nomination
- Attendance at Pathways Committee meetings regarding trails and regional connections among all towns in the CRCOG region
- Consulting with property owners regarding various property questions and lot line configurations.

A. Fiano asked if the LOTCIP Trail is included in the pathways plan. P. Carson stated that it will be included as a local connection and noted that the purpose of the committee is to connect trails and fill in gaps across the region.

A. Fiano suggested coordinating a meeting with the Board of Selectmen to discuss joint ideas and plans related to the new housing bill. P. Carson also suggested the PZC review the current housing plans in the Plan of Conservation Development (POCD) to determine any necessary changes related to the bill. She added that one of the strategies for the Cider Mill property is affordable housing and expects the results of the analysis in the next few months.

J. Cropley asked if the mobile homes across from the Mobil station offer affordable housing. P. Carson explained that they are based on mortgage rates and are not deeded as affordable housing. T. Manning stated that Bolton has some affordable housing, but the properties do not have a 40-year affordability guarantee. He agreed it would be appropriate to meet with the Board of Selectmen. P. Carson stated that a meeting is being coordinated between the Board of Selectmen (BOS), Inlands Wetlands Commission (IWC), and Planning and Zoning Commission (PZC), and the regional plan will be developed by CRCOG with input from the towns.

K. Gordon asked about the option for towns to develop their own plans. P. Carson was uncertain if the final bill allows it and noted that the goal is to ensure that any plans align with the regional plan. She added that CRCOG met with planners to ensure towns could meet utility needs for higher density housing and noted that funding may be available through the bill to extend water and utilities.

T. Manning suggested appointing a regional representative and an alternate at the January meeting. He noted that he is currently serving in the role but is willing to offer the position to another member. The regional planners hold public meetings four times per year at 7:00 p.m. and offer up to 4 hours of continuing education credit to representatives.

5. Old Business

a. **Other:** There was no other old business.

6. New Business

a. *INFORMAL DISCUSSION:* Development of 1225 and 1230 Boston Turnpike – Potential Subdivision and 8-30g Project

T. Manning invited Richard Grodsky to discuss his plans for the properties at 1225 and 1230 Boston Turnpike. P. Carson provided a brief narrative, map of the properties, and explained that this discussion is informal and non-binding to any future applications or decisions.

Mr. Grodsky explained he and his wife obtained the property as the result of a foreclosure. He stated that the loan was funded by his wife's Individual Retirement Account (IRA) through Forge Trust, Custodian for the Benefit, Michelle Grodsky, and noted that they never intended to own the property. He provided the current layout, buildings, and condition of the 1225 property and stated that one of the current tenants is interested in purchasing half of the property. The PZC reviewed the potential division of the property on the map, and Mr. Grodsky detailed plans for removal of some of the existing buildings to accommodate the split. He also confirmed that the property has sewer, a well, and electricity but no water utilities.

P. Carson explained that the property is zoned RMUZ and is limited to the types of businesses allowed due to its approval as a value added tax property. She asked the PZC to consider whether the designation would hold if the property is divided and noted that setback and lot coverage requirements would need to be met with the removal of buildings. P. Carson also asked the Board to consider access to the property, since one of the access points has been closed and not eligible for use. Mr. Grodsky proposed designating the current access at the center of the property as a shared access with a cross-easement to each owner.

The PZC discussed the impact to the gateway outlined in the POCD, as well as previous tree-planting plans, bunkers, and berms on the property. T. Manning stated that he would have no issues with maintaining the value-added aspect if the properties were divided and asked for more information on the 8-30g proposal for the 1230 property across the street.

Mr. Grodsky stated that the 1230 property consists of approximately 50% of wetlands and provided a map highlighting those areas. He explained that the 8-30g plan would allow him to bypass zoning requirements and proposed a plan to develop apartments or townhouse rentals that include 30% affordable housing. The plan would consist of at least 50-60 units to solicit interest from developers as he intends to sell the property.

The PZC discussed the impact on the sewer system. Mr. Grodsky was advised by J. Rupert that the sewer capacity is more than sufficient and the affordable housing aspect allows an override on the sewer system. He added that there is a fee of \$10K per unit for the connection as well as a fee to the Manchester treatment plant. Mr. Grodsky is working on getting more information from Manchester. A. Fiano asked if there would be enough sewer capacity for the drive-in or Cider Mill properties if the plan moves forward. P. Carson stated that there is sufficient capacity to serve the developments, but approval is required from the sewer authority.

Mr. Grodsky suggested using the wetlands portion that runs through the property as a stormwater pond and outlined the wetlands and uplands areas surrounding the property. P. Carson stated that, under the 8-30g plan, the property only has to meet health codes and wetlands regulations. The PZC discussed the purpose of the gateway and any impact the 8-30g plan would have on the plans.

J. Cropley stated that he would be supportive of the 8-30g plan to develop more affordable housing. M. Manning asked about potential contaminants. J. Cropley stated that no contaminants were found in the environmental study he had done as the business owner of Cropley's. The PZC agreed that the 8-30g plan is worth exploring. E. Loveland added that grants may become available that could support the project through the new housing bill. T. Manning thanked Mr. Grodsky for presenting his proposal to the Commission.

b. DISCUSSION/POSSIBLE DECISION: FY 2026/27 Budget

The PZC reviewed the budget proposal for FY 2026/27. K. Gordon asked if the training budget is sufficient to accommodate new members. P. Carson stated that the majority of training available has been free.

P. Carson stated that board clerk payments have always been paid from Payroll, but a recent change requires the payments to be made through the Official Administrative Services account. She proposed transferring the full balance of \$1,100.00 from Payroll to Official Administrative Services.

A Fiano asked about potential costs associated with amending the POCD. P. Carson stated that the legal advertising costs would likely cover any costs. She also noted ongoing efforts by the Connecticut Chapter of the American Planning Association (CCAPA) to remove legal publication requirements in newspapers.

E. King thanked P. Carson for the amount of background information on the budget sheet which made it easier to understand, see trends, and shows transparency.

K. Gordon MOVED to ACCEPT the proposed budget with the change to transfer \$1,100.00 from Payroll to Official Administrative Services. J. Cropley SECONDED. MOTION CARRIED 7:0:0.

c. **Other:** There was no other new business.

7. ONGOING DISCUSSION: Bolton Subdivision and Zoning Regulations

P. Carson suggested tabling the discussion since M. D'Amato was not present for the meeting and to allow new members more time to review the changes. She noted that further discussion is needed on the table for signs. T. Manning explained to the new members that the PZC is working on updating their regulations using Tolland's regulations as a guide. P. Carson will include property setback requirements for all property lines that are missing from the table in Section G of the sign regulations.

M. Manning raised concerns about the need for better lighting at the driveway entrance to the Dollar General store. P. Carson stated that the Town does not have the authority to make any changes to the area since it does not own the road or the property.

T. Manning suggested setting a date in February for public hearing on the regulation changes at the next meeting. A. Fiano also suggested reviewing the 8-30g information in further detail. T. Manning agreed and proposed putting the item under Staff Reports for discussion next month. P. Carson stated that she will follow up with J. Rupert on the status of the meeting between the PZC, BOS, and the IWC.

8. Correspondence:

There was no correspondence.

9. Adjournment

K. Gordon MOVED to ADJOURN the meeting at 9:06 p.m. A. Fiano SECONDED. MOTION CARRIED 7:0:0.

Respectfully submitted by Kacie Cannon

Kacie Cannon

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

We expect this application to be considered by the Planning and Zoning Commission no earlier than February 3, 2026. This application is available for review in this office at the Lincoln Center building, 494 Main Street, 2nd floor, and may be viewed by the public during business hours (8:00 a.m. to 4:30 p.m. on Mondays, Wednesdays, and Thursdays; 8:00 a.m. to 7:00 p.m. on Tuesdays; and 8 a.m. to 1:00 p.m. on Fridays). You may also view the proposed changes on our website at <https://www.manchesterct.gov/Government/Departments/Planning-and-Economic-Development/Regulations-and-Maps>.

If you have any questions, please contact me at 860-647-3288.

Sincerely,



Renata Bertotti,
Deputy Director of Planning

rb/kw

cc: Patrice Carson, Director of Community Development

R:\All Town Users\P&ZStaff Review\REG-0019-2025 (Comprehensive Amendments)\Abutting Town Clerk Letters\REG-0019-2025 Bolton Town Clerk Letter.docx





Town of Manchester

41 Center Street • P.O. Box 191
Manchester, Connecticut 06045-0191
www.manchesterct.gov

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CERTIFIED MAIL (RRR)

January 5, 2026

Elizabeth C. Waters, Town Clerk
222 Bolton Center Road
Bolton, CT 06043

Re: Application to the Town of Manchester Planning and Zoning Commission
Zoning Regulation Revisions

Dear Elizabeth C. Waters:

The Town of Manchester Planning and Zoning Commission hereby notifies the Town Clerk for the Town of Bolton by certified mail of the following pending application:

TOWN OF MANCHESTER PLANNING & ZONING COMMISSION – Zoning Regulation Amendment (REG-0019-2025) – Proposed comprehensive amendments to the zoning regulations:

- 1: Update Nonconforming Use and Structure Regulations at Section 3.1.2 to:
 - Remove the 6-month time limit for building permit applications for nonconforming structures.
 - Eliminate Section 3.1.4.C as there should not be prohibitions on the reconstruction of a building if the building itself is conforming, regardless of whether the use is nonconforming.
 - Provide specific detail regarding how the Section 3.1.5 exemption is applied.
- 2: Update Prohibited Use List to:
 - Add junk yard to the Section 3.2 list of prohibited uses.
 - Provide a definition of “Gas manufacture”, which is currently in the Section 3.2 prohibited use list.
- 3: Update Uses Permitted in Residential Zones to:
 - Allow nurseries in AA zone as a permitted principal use (it is currently allowed in the RR, RA, RB, and RC zones without a known reason for its exclusion from the AA zone).
 - Allow two-family residential in the AA zone by Special Exception.
 - Allow single-family conversion to two-family in the AA zone by Special Exception.
 - Allow multi-family residential in RB and RC zones by Special Exception and provides a new Section 6.29.3 that establishes regulations for such uses.



- Restore renting of rooms as a permitted accessory use in the AA, RA, RB, and RC zones, which had been allowed in those zones prior to adoption of the updated regulations in June of 2025.
- Expand Section 24 definition of “place of worship” to include accessory uses such as memorial gardens and eliminates memorial gardens from the accessory use summary table so as to allow memorial gardens in any zone a place of worship is permitted, memorial gardens are currently only permitted in the RR.

4: Update Residential Principal Use Regulations to:

- Amend Section 6.14.9 to establish a 40-year minimum for the required affordable housing component of historic mill conversions to multi-family and requires recording of the affordable units on the deed.
- Simplify the Section 6.29.1 multi-family regulations by removing redundant limits on building area.
- Remove the height limit standard of 40 feet in Section 6.29.1 in favor of regulating height from the Section 8.1.1 development standards table. Increases the height limit of the PRD from 35 feet to 40 feet to match the height limit currently allowed for multi-family dwellings by Section 6.29.
- Remove the Section 6.31.3 height limit restriction for conversion of school buildings to residential.
- Add new Section 6.39 Residential, Single-Family and provide a cross-reference before Section 6.30 where this section would be located if provided alphabetically (providing as Section 6.39 avoids the renumbering of subsequent sections) so as to prohibit the construction of an outside stairway providing access above the first floor on any side of a house facing a street.
- Remove language from Sections 6.35.1 and 6.36.1 requiring that the Commission shall find that the conversion will not impair the character of the neighborhood or jeopardize single-family property values. Such conversions require a Special Exception and the Commission is required to consider the Special Exception criteria provided by Section 18.10, which takes these factors into account.
- Remove the lot area requirement from Sections 6.36.2 and 6.36.3, and replaces with a new requirement in Section 6.36.1 that conversions meet the minimum lot area of the zone in which located.
- Simplify the Section 6.30 two-family residence regulations by removing content that is redundant with the Section 8.1.1 Residential Bulk Standards.
- Remove the public water and sewer requirement for two-family residences located in the RA zone.
- Allow for reduced lot standards for two-family residences in the RA zone (as is allowed in other zones) for buildings where each dwelling unit is located on its own lot.
- Remove the Commission’s discretion in modifying the lot area and frontage requirement for two-family residences in the PRD zone.
- Introduce new standards for two-family residences in the AA zone contingent upon adoption of the Recommendation 3 amendments.
- Prohibit the construction of outside stairs providing access above the first floor on the front or side of single-family homes.

5: Update Residential Accessory Use Regulations to:

- Amend the Section 7.1 Accessory Uses Prohibited for Residential Uses in Residential Zones to specify that the prohibition on storage of commercial goods or equipment applies to outside storage only.
- Amend the Section 7.6 Accessory Dwelling Unit regulations to allow for larger units relative to the size of the principal dwelling, removes restrictions on increases to the size of the principal dwelling unit, and allows for a second curb cut for detached ADU's if located on a separate street from the principal dwelling unit driveway curb cut.
- Amend the Section 7.23 Off-Street Parking regulations to expand the permitted parking to vehicles leased by or registered to the resident and replaces the one-ton limit for commercial vehicle parking at a residence to a 12,500-pound gross vehicle weight

6a: Amend Residential Zone Standards to:

- Update the development standards table of Section 8.1.1 by specifying "building density" as "subdivision building density" and updates footnotes as required by Recommendation 3 and 4 amendments.
- Eliminate existing Section 8.1.2, which describes a hardship variance that is under the authority of ZBA to issue.
- Amend existing Section 8.1.3 (new Section 8.1.2) to better describe the intent of the regulation and provide a limit to the Commission's discretion in varying the standards.
- Add new Section 8.1.3 to restore and update the cluster subdivision standards.
- Provide a definition of Subdivision Building Density in Section 23.
- Change "Maximum building density" in Section 6.29.1 table to "Maximum dwelling unit density" to avoid confusion with subdivision building density and better describe the requirement.

OR 6b: Amend Residential Zone Standards to:

- Modify the development standards in Section 8.1.1 by increasing building coverage while reducing minimum lot area, frontage, and building line dimension in the RR, AA, RA, RB, and RC zones in order to reduce non-conformities.
- Eliminate existing Section 8.1.2, which describes a hardship variance that is under the authority of ZBA to issue.
- Amend existing Section 8.1.3 (new Section 8.1.2) to better describe the intent of the regulation and provide a limit to the Commission's discretion in varying the standards.
- Add new Section 8.1.3 to restore and update the cluster subdivision standards. – Perhaps we consolidate all these under 8.1: Modify the standards in Section 8.1
- Provide a definition of Subdivision Building Density in Section 23.
- Change "Maximum building density" in Section 6.29.1 table to "Maximum dwelling unit density" to avoid confusion with subdivision building density and better describe the requirement.

7: Restructure Historic Zone Regulations and Provide a Village District Overlay Zone.



Town of Manchester

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CERTIFIED MAIL (RRR)

December 9, 2025

Elizabeth C. Waters
Town Clerk
222 Bolton Center Road
Bolton, CT 06043

Re: Application to the Town of Manchester Planning and Zoning Commission
Zoning Regulation Revision: Community Building, Sports Court, and Swimming Pool

Dear Ms. Waters:

The Town of Manchester Planning and Zoning Commission hereby notifies the Town Clerk for the Town of Bolton by certified mail of the following pending application:

TOWN OF MANCHESTER PLANNING & ZONING COMMISSION – Zoning Regulation Amendment (REG-0016-2025) – Proposed zoning regulation amendment at Art. II, Sec. 5.1 to show Community Building as a permitted accessory use in the Planned Residential Development (PRD) zone; and at Art. II, Sec. 5.2 to show Community Building, Sports Court, and Swimming Pool as permitted accessory uses in the Comprehensive Urban Development (CUD) zone.

We expect this application to be considered by the Planning and Zoning Commission no earlier than January 21, 2026. This application is available for review in this office at the Lincoln Center building, 494 Main Street, 2nd floor, and may be viewed by the public during business hours (8:00 a.m. to 4:30 p.m. on Mondays, Wednesdays, and Thursdays; 8:00 a.m. to 7:00 p.m. on Tuesdays; and 8 a.m. to 1:00 p.m. on Fridays). You may also view the proposed changes on our website at <https://www.manchesterct.gov/Government/Departments/Planning-and-Economic-Development/Regulations-and-Maps>.

If you have any questions, please contact me at 860-647-3288.

Sincerely,

Renata Bertotti,
Deputy Director of Planning

rb/kw

cc: Patrice Carson, Director of Community Development





Town of Manchester

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STEVE STEPHANOU, TOWN MANAGER

CERTIFIED MAIL (RRR)

December 9, 2025

Elizabeth C. Waters
Town Clerk
222 Bolton Center Road
Bolton, CT 06043

Re: Application to the Town of Manchester Planning and Zoning Commission
Zoning Regulation Revision: Medical Office

Dear Ms. Waters:


The Town of Manchester Planning and Zoning Commission hereby notifies the Town Clerk for the Town of Bolton by certified mail of the following pending application:

TOWN OF MANCHESTER PLANNING & ZONING COMMISSION – Zoning Regulation Amendment (REG-0017-2025) – Proposed zoning regulation amendment at Art. II, Sec. 4.2 to remove Medical Office from the Principal Uses Summary Table; at Art. III, Sec. 9.7.B.2 to remove a reference to Medical Offices; at Art. V, Sec. 16.4.2 to specify parking requirements for General Office for Medical Professionals and to replace the use "Medical Offices / Clinics" with "Medical Clinics"; at Art. V, Sec. 17.3.3.B to remove a reference to "medical office"; and at Art. VII (Definitions) to add "medical professionals" to the definition for General Office and to delete the definition for Medical Office.

We expect this application to be considered by the Planning and Zoning Commission no earlier than January 21, 2026. This application is available for review in this office at the Lincoln Center building, 494 Main Street, 2nd floor, and may be viewed by the public during business hours (8:00 a.m. to 4:30 p.m. on Mondays, Wednesdays, and Thursdays; 8:00 a.m. to 7:00 p.m. on Tuesdays; and 8 a.m. to 1:00 p.m. on Fridays). You may also view the proposed changes on our website at <https://www.manchesterct.gov/Government/Departments/Planning-and-Economic-Development/Regulations-and-Maps>.

If you have any questions, please contact me at 860-647-3288.

Sincerely,


Renata Bertotti,
Deputy Director of Planning



cc: Patrice Carson, Director of Community Development

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