

WATERFORD

2022-27 Housing Plan



**Planning & Zoning Commission
Town of Waterford, CT**

May 10, 2022

TABLE OF CONTENTS

1	INTRODUCTION.....	4
2	INVENTORY & ASSESSMENT	7
2.1	Housing Mix	8
2.2	Demographic Composition	9
2.3	Cost Characteristics	10
2.4	Affordability Characteristics	12
2.5	State-Defined Affordable Housing.....	14
2.6	Affordable Housing Appeals Procedure.....	16
2.7	Summary Of Findings.....	17
3	COMMUNITY INPUT	18
3.1	Overview.....	18
3.2	Housing Experiences / Desires.....	18
3.3	Housing Affordability	19
3.4	Housing Types To Encourage	20
3.5	Possible Housing Strategies	21
4	STRATEGIES FOR CONSIDERATION.....	22
4.1	Establish An Affordable Housing Committee	22
4.2	Reinvigorate The Housing Authority.....	22
4.3	Implement Inclusionary Zoning	23
4.4	Guide Residential Development	24
4.5	Promote Good Design.....	28
4.6	Update Multi-Family Housing Regulations	30
4.7	Consider Other Regulation Changes	31
4.8	Consider Other Strategies.....	32
4.9	Seek To Avoid Over-Rides Of Local Zoning	34
4.10	Continue To Collaborate / Educate	35



Town of
Waterford
CONNECTICUT

Greetings!

As part of Public Act 17-170, the Connecticut Legislature established a requirement that every municipality in Connecticut prepare and adopt an “affordable housing plan” by June 2022 and update the plan every five years thereafter (Section 8-30j of the Connecticut General Statutes). The legislation requires that the plan “shall specify how the municipality intends to increase the number of affordable housing developments in the municipality.”

This document is Waterford’s 2022-27 Housing Plan. In addition to meeting the statutory requirement, it is intended that this Plan will inform the preparation of the update to the 2015 Plan of Conservation and Development for Waterford.

The Housing Plan was prepared by the Planning and Zoning Commission because of its long-time involvement in planning for the future conservation and development of Waterford.

Following a public hearing , this Affordable Housing Plan was adopted by the Planning and Zoning Commission on May 10, 2022

Sincerely,

Planning & Zoning Commission
Town of Waterford

COMMUNITY GOALS

Waterford has prepared this plan in order to:

- ***Better understand the changing housing needs of current and future residents,***
- ***Evaluate whether its current housing supply is configured to meet those needs, and***
- ***Provide for a variety of housing choices and opportunities in Waterford for people and households of all characteristics.***
 - ***People of all ages,***
 - ***People of all incomes, and***
 - ***People of all backgrounds and situations.***

Housing To Meet A Variety Of Needs



QUICK FACTS

Housing is considered “affordable” if a household spends less than 30 percent of its income on housing related expenses ...

Households with above average incomes may choose to spend more on housing and can generally afford to do so. Households with below average incomes may not be able to find housing at 30 percent of their income and/or may have to compromise in other areas (food, healthcare, transportation, education, etc.).

The term “affordable housing” means housing affordable to households earning 80% or less of area median income and spending no more than 30% of their income on housing- ...

This can include:

- Market-rate housing which sells or rents at an affordable price - called “naturally occurring affordable housing (NOAH), and
- Housing which is restricted in some way to sell or rent at affordable price levels.

It is important to note that the maximum monthly rent computed in accordance with the State methodology can still be higher than what people with incomes below 80% of area median income can comfortably afford.

QUICK FACTS

For Waterford, 80% of area median income in 2022 equals:

Household Size	Rounded
1-person household	\$57,512
2-person household	\$65,728
3-person household	\$73,944
4-person household	\$82,160
5+ person household	\$88,733

CT-DOH, US-HUD

This translates to the following gross rents and sale prices at 80% AMI:

Unit Size	Assumed Ave. Occupancy	Monthly Gross Rent	Est. Sale Price @ 5.0%	Est. Sale Price @ 6.0%
Studio	1.0	\$1,038	\$188,589	\$174,070
1 BR	1.5	\$1,265	\$190,816	\$176,064
2 BR	3.0	\$1,562	\$224,043	\$206,857
3 BR	4.5	\$1,931	\$253,425	\$233,165
4+ BR	6.0	\$2,288	\$276,162	\$254,565

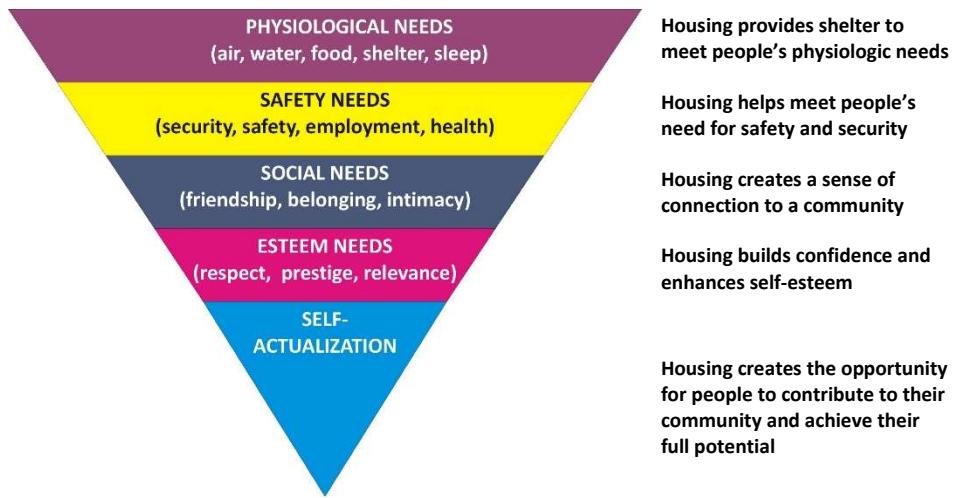
All calculations in accordance with DOH methodology (RCSA 8-30g-8). Monthly gross rent constrained by “fair market rent” as reported by HUD. Estimated sales price based on 30-year fixed-rate mortgage with 20% down payment after deducting an allowance for utilities, insurance, taxes, condo fees, etc.

When people at 80% of area median income and below spend more than 30% of their income on housing, they are considered “housing cost burdened” and this means they may not have funds for food, transportation, other bills, etc.

1 INTRODUCTION

Everyone needs housing and for a variety of reasons. Shelter is one of the most basic human needs. Furthermore, housing is critical in:

- Supporting people's sense of security,
- Enabling a sense of community, and
- Providing opportunities to grow.



Waterford recognizes the reality that not all members of our community are currently able to obtain housing that supports the financial freedom to move up the hierarchy.

And, since people's housing needs change over the course of their lives, it is important to recognize the needs of people at all ages and situations.

Addressing changing housing needs and promoting diverse housing opportunities are priorities for the Town of Waterford. If people cannot obtain appropriate housing, then they may be unable to meet one or more of the levels on their hierarchy of needs. If people cannot afford appropriate housing, it can have the same result.

Market rate housing is generally provided by builders and developers provided it is allowed by regulations. Below-market-rate housing, on the other hand, is more challenging and is a key focus of this plan.

The lack of housing and a lack of affordable housing can have impacts on any community - even a community like Waterford – including:

1. **Household Stability** - Studies show that access to decent, affordable housing would provide critical stability for low-income households.
2. **Health** - Housing insecurity and homelessness can have serious negative effects on child and adult health and can affect overall work/school performance and result in missed work/school days.
3. **Economic Security** - High housing costs (rent/mortgage, utility costs, taxes, etc.) leave low-income families with little left over for other important expenses, leading to difficult budget trade-offs. Affordable housing increases the amount that families can put toward other important household needs and savings.
4. **Seniors** - Quality housing can promote better health, quality of life, and independence for the growing population of low-income seniors.
5. **Education** - Housing instability can jeopardize children's performance and success in school, leading to lasting achievement gaps, while a stable environment contributes to improved educational outcomes. Affordable housing sets the stage for personal and societal benefits from education.
6. **Transportation** - Transportation costs [can leave] families with less money for other necessities. Housing close to transit can help residents save money and access jobs and critical community services, while improving health.
7. **Economic Development** - Affordable housing increases local purchasing power, boosts job creation, and generates new tax revenues. Having a strong local workforce entices existing employers to expand and new economic development to come to Waterford.

Waterford intends for there to be housing choices and opportunities for:

- People of all ages,
- People of all incomes, and
- People of all backgrounds and situations.

Waterford can provide for additional housing choices and options for people who already live here (or in the region) and may want a different housing choice for themselves or other family members in the future, including housing choices that are affordable . Waterford can provide for additional housing options and choices beyond what currently exists.

Waterford intends to plan today for the housing needs of the future. Providing for housing affordable to people earning 80 percent or less of the area median income (AMI) will be part of this approach.

AHEPA Senior Apartments – Clark Lane



2 INVENTORY & ASSESSMENT

According to the preliminary 2020 Census results, Waterford has about 8,873 housing units in the community.

Single-Family Dwelling



Single-Family Dwelling



Two-Family Building



Townhouse



Multi-Family Development



Multi-Family Development



Waterford has less housing diversity than surrounding communities ...

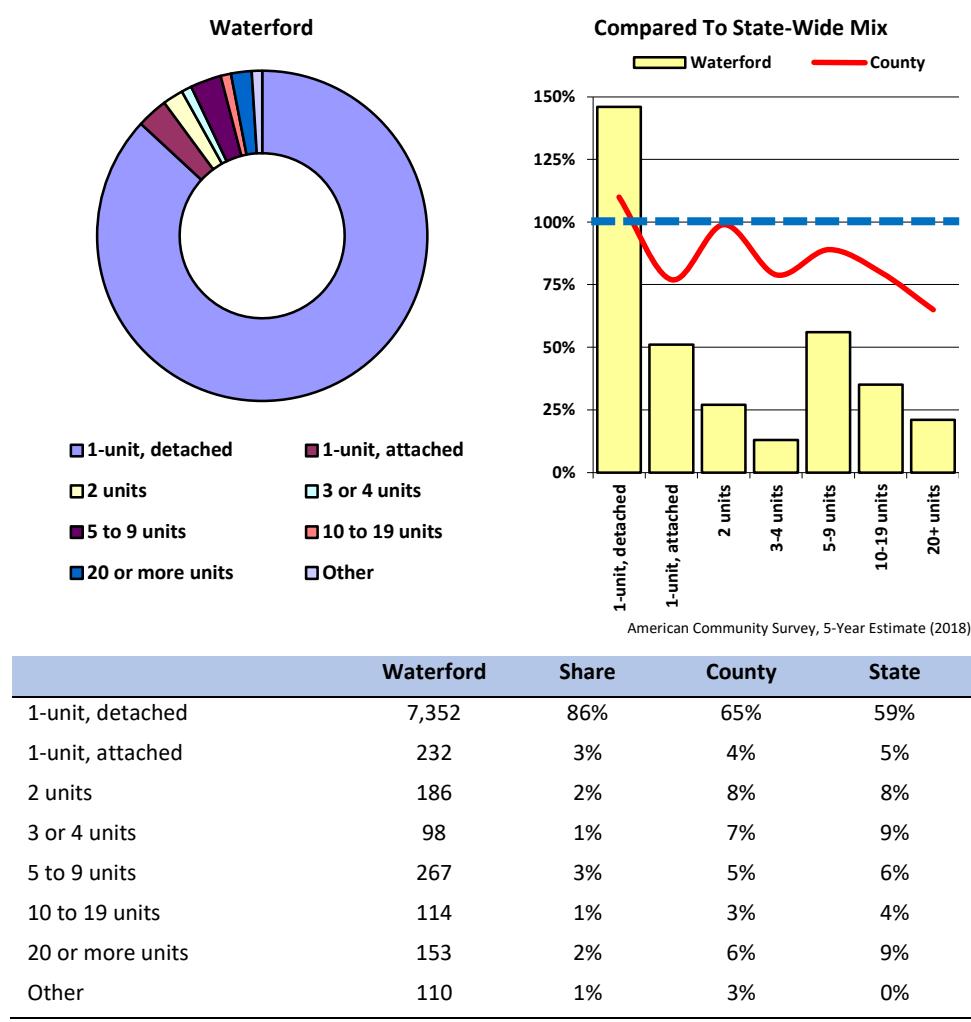
About 88% of all housing units in Waterford are single-family detached homes ...

Percent 1-Unit Detached	
Waterford	88%
Ledyard	83%
East Lyme	82%
Montville	82%
NL County	66%
Connecticut	59%
Groton	46%
New London	31%

CERC Town Profiles, 2019

2.1 Housing Mix

The American Community Survey (ACS) estimates that about 88 percent of all housing units in Waterford are detached one-family structures. This is higher than New London County and the state and higher than nearby communities. In comparison to the state-wide housing mix, Waterford has more 1-unit detached units and less of other types of housing.



2.2 Demographic Composition

The median age of Waterford residents (half the residents are older and half are younger) has been increasing since at least 1960 and Waterford's median age is now older than it has ever been. People typically have different housing needs and desires at different ages and life stages.

For the last 30 years or so, the largest age cohort in Waterford has been persons over age 55 and this trend is expected to continue.

Higher median ages reflect longer lifespans due to healthcare improvements and the aging of "baby boomers" (people born between 1945 and 1965).

Another reason that the average age is increasing may be that Waterford is not attracting younger persons and families. This could be due to the cost of housing or that the housing is not configured for their needs or interests (type, size, location, amenities, etc.).

Over time, the number of people per occupied housing unit in Waterford has been decreasing. With smaller household sizes, people may want or need smaller (and less expensive) units than were built in the past.

Median Age Of Residents	
1960	30.2
1970	31.3
1980	35.6
1990	39.6
2000	42.8
2010	45.9
2020 (estimated)	48.3

US Census, Planimetrics

The age composition of Waterford is changing ...

- *There are now more older residents (with unique housing needs) ...*
- *This may also be an indication that Waterford is not attracting young persons and families*

...

Year	People/HH
1970	3.23
1980	2.83
1990	2.50
2000	2.41
2010	2.38
2020 (estimated)	2.39

US Census, ACS

Housing values and sale prices in Waterford are higher (less affordable) than some nearby communities ...

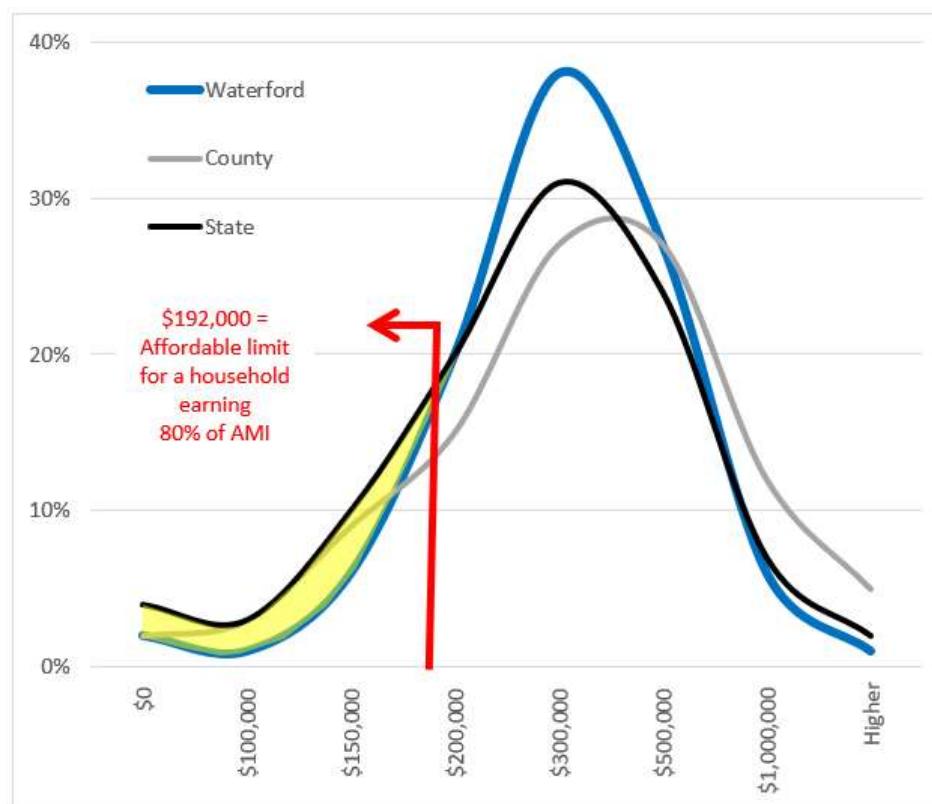
Median Sales Price	
East Lyme	\$300,200
Connecticut	\$270,100
Waterford	\$253,400
NL County	\$238,900
Groton	\$237,500
Ledyard	\$236,500
Montville	\$192,000
New London	\$177,100

CERC Town Profiles, 2019

2.3 Cost Characteristics

Housing Values / Sale Prices – The American Community Survey reported that the median house value in Waterford (what property owners feel their housing unit would sell for) was higher (less affordable) than the county and a number of surrounding communities. The data in the sidebar on sales price reflects the median price of housing units that sold (a subset).

Waterford has fewer units valued below \$200,000 than the county or the state.

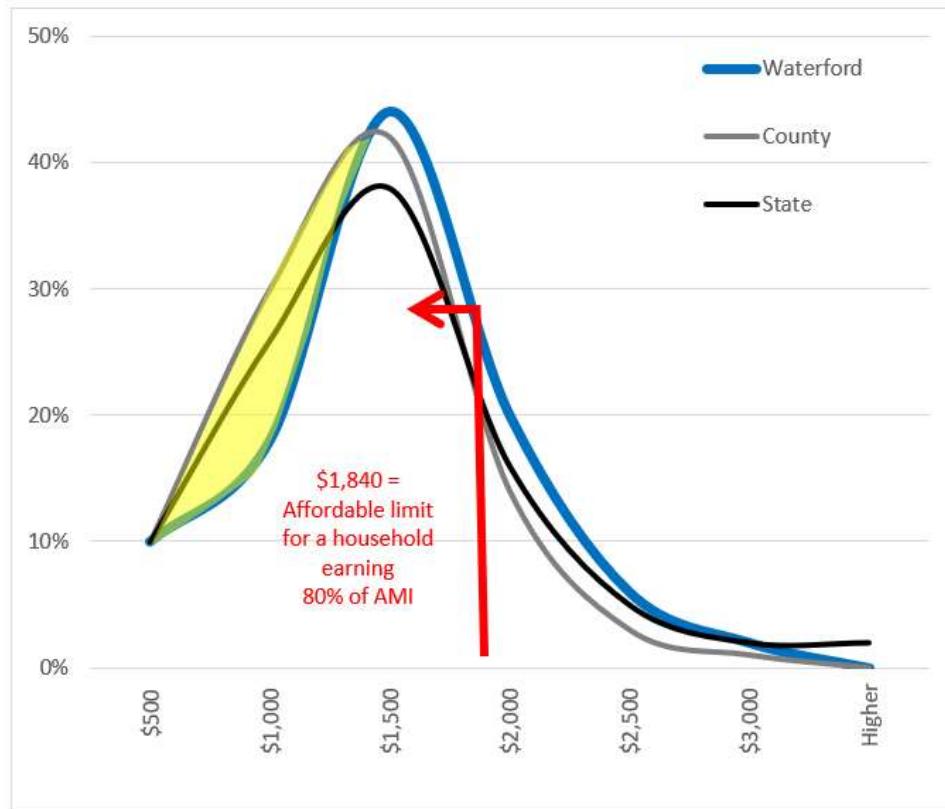


HOUSE VALUE	Waterford	Share	County	State
Less than \$50,000	99	2%	2%	4%
\$50,000 to \$99,999	81	1%	3%	3%
\$100,000 to \$149,999	415	6%	9%	10%
\$150,000 to \$199,999	1,257	20%	15%	20%
\$200,000 to \$299,999	2,444	38%	27%	31%
\$300,000 to \$499,999	1,709	27%	27%	24%
\$500,000 to \$999,999	386	6%	12%	7%
\$1,000,000 or more	55	1%	5%	2%

American Community Survey 5-Year Estimates (2018) / Table B25075 / Table B25077 / CERC for Median Value

Gross Rent – According to the American Community Survey, the median gross rent being paid in Waterford (utility payments are factored in) was higher (less affordable) than the county and the state and a number of surrounding communities.

Waterford has fewer units renting below \$1,500 than the county or the state.



Rental rates in Waterford are higher (less affordable) than some nearby communities ...

Median Rent

East Lyme	\$1,233
Groton	\$1,183
Waterford	\$1,143
Ledyard	\$1,134
Connecticut	\$1,123
Montville	\$1,116
NL County	\$1,071
New London	\$950

CERC Town Profiles, 2019

GROSS RENT	Waterford	Share	County	State
No cash rent	136	-	-	-
Renter-occupied units w/rent	1,243	100%	100%	100%
Less than \$500	124	10%	10%	10%
\$500 to \$999	228	18%	30%	26%
\$1,000 to \$1,499	542	44%	42%	38%
\$1,500 to \$1,999	250	20%	14%	16%
\$2,000 to \$2,499	74	6%	3%	5%
\$2,500 to \$2,999	25	2%	1%	2%
\$3,000 or more	0	0%	0%	2%

American Community Survey 5-Year Estimates (2018) / Table B25063 / Table B25064 / CERC for Median Rent

Overall, over 2,100 Waterford households are spending more than 30 percent of their income on housing ...

While Waterford has some housing units which sell or rent at affordable prices:

- These units are not necessarily occupied by the lower income persons and families who need them,
- Such units may not be available at the time a moderate-income person or family needs one, and
- Such units can be subject to price fluctuations which no longer make them affordable.

2.4 Affordability Characteristics

Housing affordability is an issue throughout Connecticut and communities are recognizing that community vitality, community diversity, and economic development can all be enhanced by having a housing portfolio which includes choices of housing units which are more affordable.

Housing affordability is best understood by comparing housing costs of individual occupants to their actual incomes. A household is considered to be cost burdened if more than 30% of their income goes towards housing costs.

Overall, over 2,100 current Waterford households are spending more than 30 percent of their income on housing.

- **Almost one-in-five renter households are spending more than 50% of their income on housing.**
- About one-in-three renter households (33%) are spending more than 30% of their income on housing.
- For current owner households in Waterford with a mortgage, about 28% are spending more than 30% of their income on housing.
- For households which do not have a mortgage, about 22% are spending more than 30% of their income on housing.

COST BURDEN	RENTER		OWNER With Mortgage		OWNER No Mortgage	
	Waterford	Share	Waterford	Share	Waterford	Share
Less than 20.0 %	288	21%	1,472	36%	1,473	61%
20.0 to 29.9 %	479	34%	1,432	35%	398	17%
30.0 % or more	453	33%	1,119	28%	538	22%
<i>Not computed</i>	159	12%				

American Community Survey 5-Year Estimates (2018) / Table B25101 / Table B25074



33%

Are Cost-Burdened

28%

Are Cost-Burdened

22%

Are Cost-Burdened

Census data indicates that older households tend to have lower incomes (and fixed incomes). In addition, elderly owner households may end up spending more than 30% of their income on housing due to increasing ownership costs.

STATE-WIDE – Income And Cost Burden by Owner Age Group

	Percent of HH Earning Less Than \$60,000	Percent of HH Spending More Than 30% On Housing
<30 years old	57%	6%
30-54	34%	16%
55-64	34%	19%
65-79	50%	26%
80 and older	73%	31%

US Census / Custom PUMS Cross-Tabulation (2018)

Older households may have lower incomes and be more likely to be cost-burdened ...

ALICE Report



Connecticut United Ways

In 2020, the United Way issued an “ALICE” report on financial hardships faced by people in Connecticut. The term “ALICE” is an acronym for Asset Limited, Income Constrained, Employed.

The report looks at the number of households struggling to afford life’s basic necessities due to income limitations and/or expenses .

The 2020 ALICE Report estimated that **28 percent** of the households in Waterford fell below the ALICE threshold.

<https://alice.ctunitedway.org/meet-alice-2/>

**Overall,
Waterford has
485 housing units
that meet State
criteria for
“affordable
housing” ...**

State statutes only consider housing which is encumbered in some way to sell or rent at affordable price levels:

- Governmentally assisted housing developments,
- Rental units occupied by households receiving tenant rental assistance,
- Ownership units financed by government mortgages for low/moderate income persons and families,
- Housing units subject to deed restrictions limiting the price to where persons or families earning eighty percent or less of the area median income pay thirty per cent or less of their income for housing.

2.5 State-Defined Affordable Housing

Overall, there are about 485 housing units in Waterford which are assisted or restricted to remain affordable for some time:

	Waterford	Share	County	State
Government-Assisted	213	2.5%	7.5%	6.1%
Tenant Rental Assistance	33	0.4%	1.3%	3.0%
CHFA / USDA Mortgages	239	2.8%	2.4%	1.9%
Deed-Restricted Units	0	0.0%	0.1%	0.4%
Total	485	5.6%	11.4%	11.3%

DOH Affordable Housing Appeals List (2022)

Government-Assisted Units (213 units) - Waterford has 213 government-assisted units. Since government assisted units have been funded by government programs related to housing, Waterford can be fairly comfortable that these units will continue to be affordable for the foreseeable future.

Elderly + Disabled (210 units)	#	
AHEPA Waterford	54	95 Clark Lane
Jordan Brook Terrace	26	55 Yorkshire Drive
Twin Haven Waterford	40	36 Mary Street
Victoria Gardens	90	105 Boston Post Road
Family (0 units)		
(none)		
Other (3 units)		
Group Home	1	Hamast Avenue
Group Home	1	High Ridge Drive
Group Home	1	Quarry Road

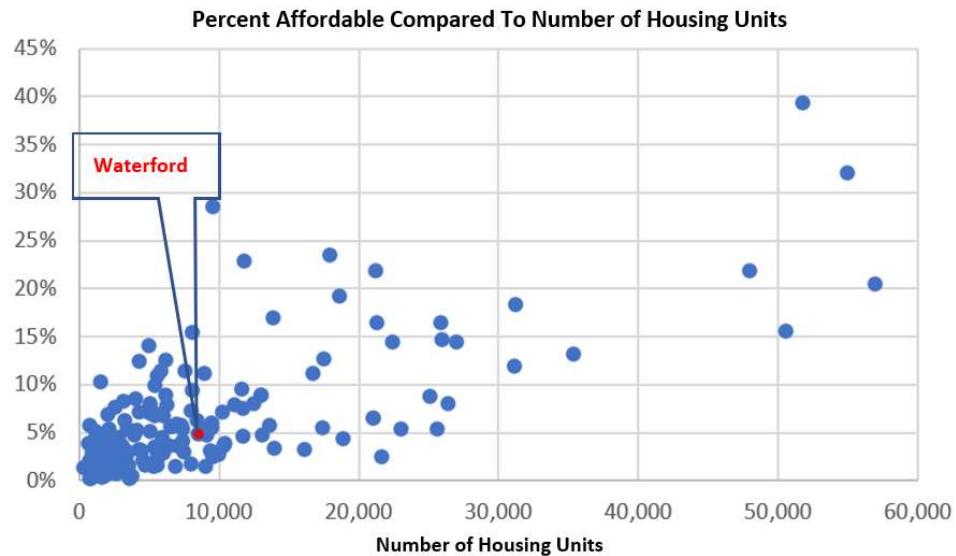
DOH Affordable Housing Database (2019)

Tenant Rental Assistance Units (33 units) – The locations of tenants receiving rental assistance are not disclosed. The number and location of tenant rental assistance units can change over time since the assistance is provided to eligible people. Over the past decade, Waterford has had between 13 and 35 units.

CHFA/USDA Mortgages (239 units) – The locations of the units financed by CHFA/USDA mortgages are not disclosed. The number and location of these units can change over time since the assistance is provided to eligible people. Over the past decade or so, Waterford has had between 136 and 266 units.

Deed-Restricted Units (0) units – Waterford has zero deed-restricted units.

The following chart compares the number of State-defined affordable housing units in Waterford to some other Connecticut communities.



Most of the “affordable housing” units in Waterford that are counted by the State have been created by others ...

Similar # of Housing Units		% AH
Simsbury	9,123	4.7%
Watertown	9,096	5.0%
Southbury	9,091	1.5%
Bloomfield	9,019	11.1%
Rocky Hill	8,843	5.4%
Waterford	8,634	5.6%
East Lyme	8,458	6.2%
Ansonia	8,148	15.3%
Berlin	8,140	9.3%
Plainville	8,063	7.2%
Madison	8,049	1.7%

Planimetrics Based On DOH Affordable Housing Appeals List (2019)

Elderly / Disabled Housing

Victoria Gardens



Jordan Brook Terrace



Twin Haven Waterford



Waterford would need to add 449 or so “affordable units” to reach the 10% threshold ...

Waterford would need to obtain 173 or so “points” to get a four-year moratorium ...

Every housing unit that gets built that does not meet State criteria puts Waterford further away from either goal ...

2.6 Affordable Housing Appeals Procedure

In the late 1980s, the Connecticut legislature adopted the Affordable Housing Appeals procedure (codified as CGS Section 8-30g) in order to address the increasing unaffordability of housing in Connecticut and the concern that zoning was a land use tool which had exclusionary (and discriminatory) impacts.

Any community where less than 10 percent of the housing stock meets the State criteria for “affordable housing” is subject to a possible zoning over-ride procedure. Waterford is subject to this since only about 5.6 percent of the housing units in town (i.e., less than 10 percent) meet the statutory criteria.

CGS Section 8-30g provides that certain developments where more than 30 percent of the units are deed-restricted as affordable housing may not have to comply with local Zoning Regulations.

There are two ways that Waterford can become exempt from the Affordable Housing Appeals procedure (note that the target numbers will change once the 2020 Census results are issued):

- Add 449 or so housing units that meet State criteria to get above the State’s 10% threshold,
- Add enough housing units to get 173 or so “housing unit equivalent points” to qualify for a four-year moratorium.

Housing unit equivalent points are configured as follows:

Basic Point Values (per unit)	Ownership Unit	Rental Unit
Family units at 40% AMI	2.0	2.5
Family units at 60% AMI	1.5	2.0
Family units at 80% AMI	1.0	1.5
Elderly units	0.50	0.50
Unrestricted units in a set-aside development	0.25	0.25
In a resident-owned mobile manufactured home park:		
• Income eligible households	1.5 to 2.00	1.5 to 2.00
• Non income eligible households	0.25	0.25
Bonus Point Values (added to basic unit values above)		
Family units containing at least three bedrooms	+ 0.25	+ 0.25
Elderly units (if located with at least 60% family units)	+ 0.50	+ 0.50
Family units within an approved incentive housing development	+ 0.25	+ 0.25

2.7 Summary Of Findings

1. Almost 90% of all housing units in Waterford are single-family detached homes and while such homes meet the housing needs of many people, they do not meet the housing needs of all present or future Waterford residents.
2. People have different housing needs at different ages / life stages and Waterford's age composition has more older residents than ever before.
3. People are living longer and may have to afford housing over a longer period of time.
4. Younger persons and families may not be able to find housing in Waterford that meets their criteria (including cost).
5. About 40% of Waterford's population is over age 55 and "empty nester" and "elderly" households may want smaller units in order to:
 - a. have access to more amenities,
 - b. reduce property maintenance requirements (grass cutting, snow clearing, gutter cleaning, leaf raking, etc.),
 - c. be closer to other people, and/or
 - d. reduce housing costs.
6. With smaller household sizes, people may want smaller (or less expensive) units than were built in the past.
7. Over 2,100 Waterford households are considered cost burdened because they are spending more than 30 percent of their income on housing – this includes a number of elderly households and low- and moderate-income households.
8. Overall, Waterford has 485 housing units that meet State criteria for "affordable housing."
9. All of the units of "affordable housing" which meet State criteria were created by entities and organizations other than the Town of Waterford.
10. Waterford is subject to the Connecticut "Affordable Housing Appeals Procedure" (zoning over-ride) because less than 10% of the housing stock meets the State criteria (Waterford is at 5.6%)



3 COMMUNITY INPUT

3.1 Overview

An on-line survey was conducted in March and April of 2021 to learn about community attitudes about housing and housing-related issues. Overall, 454 people participated in the survey (many more than would have attended an in-person meeting).

A summary of the responses to introductory questions is presented below and then additional responses follow (totals may not add due to rounding):

3.2 Housing Experiences / Desires

1. Most participants (90%) indicated they lived in a single-family residence at the present time.
2. A number of participants can imagine themselves living in a different kind of home in the future.

Which of the following housing types:	How would you describe your current residence	What kind of home(s) can you imagine living in in the future?
Single-Family House	90%	74%
2-4 Family Building	2%	1%
Condominium	5%	11%
Apartment Building	1%	2%
Life Care Community	0%	6%
Other	1%	6%

3. When asked whether Waterford currently had too little, too much, or just about the right amount of certain types of housing, some participants felt that Waterford might have too little:

- 2-4 family buildings,
- Apartment building
- Life care / assisted living, and
- Other forms of housing (senior housing, one-floor living, etc.).

	Too Little	Just About Right	Too Much
Single-Family House	15%	74%	11%
2-4 Family Building	42%	43%	15%
Condominium	29%	53%	17%
Apartment Building	46%	37%	17%
Life Care Community	49%	43%	8%
Other	43%	45%	12%

3.3 Housing Affordability

4. When asked about housing costs, about 54% of participants felt their household could afford to spend less than \$1,750 per month on housing (including rent/mortgage, utilities, and taxes/fees):

Less than \$1,000 per month	9%
\$1,000-\$1,250 per month	14%
\$1,250-\$1,500 per month	16%
\$1,500-\$1,750 per month	16%
\$1,750-\$2,000 per month	20%
Over \$2,000 per month	26%

5. About 65% of participants felt their household was already spending more than 30% of their income on housing (rent/mortgage, utilities, real estate taxes, condominium fees, etc.).

6. About 59% of participants felt there may come a time when they may no longer be able to afford to live in Waterford.

7. About 57% of participants felt that housing affordability is a concern in Waterford.

8. About 54% of participants felt Waterford should encourage more housing that people can afford.

3.4 Housing Types To Encourage

9. When asked about what kinds of housing Waterford should encourage, participants indicated the following (listed by percentage):

	% Encourage
1. Veteran housing	88%
2. Housing for people over 55 years old	86%
3. Single family homes	84%
4. Housing for families	83%
5. Assisted living	80%
6. 1-2 story condominiums	75%
7. Workforce housing	64%
8. 2-4 family homes	56%
9. 1-2 story apartment buildings	60%
10. Other (see below)	41%
11. 3-4 story condominiums	29%
12. 3-4 story apartment buildings	23%

Sampling Of “Other” Responses To Q13 – Housing Types To Encourage

- [Housing] that fits with the neighborhood
- Accessory dwelling units / In law housing / granny pad
- Housing placed on smaller lots
- NOT low income housing
- More multi-family housing to encourage younger people and less senior housing.
- Senior housing
- Affordable homes for independent seniors
- Single family homes that sell for under 250,000 new or refurbished.
- Smaller single family homes
- [Cottage] communities (600 - 1200 SF homes) that offer the dignity and stability of home ownership and a sense of community and pride.
- “Less income” housing.

3.5 Possible Housing Strategies

10. Under State law, housing developments can be built without meeting local zoning requirements if at least 30% of the units in the development are affordable and less than 10% of the housing in Town is officially documented affordable. Waterford is at 5.6%.

	% Agree
a. Waterford should seek opportunities to increase the amount of available affordable housing to avoid an override of local zoning requirements.	65%
b. Waterford should seek opportunities to increase the amount of housing that people can afford, even if it wouldn't help avoid an override of zoning requirements.	57%

11. There are multiple ways to increase the amount and types of affordable housing. Waterford should consider (listed by percentage):

	% Agree
a. Require that some percentage of any new apartment or condominium project be designated as affordable.	58%
b. Allow people to build separate living quarters on their single family properties, such as "garage apartments," "tiny homes," etc.	55%
c. Partner with developers to build affordable housing developments.	45%
d. Allow accessory apartments that can be rented.	36%
e. Expand the areas in Waterford where multifamily housing can be built.	35%
f. Allow single family homes to be converted into two-family homes.	31%
g. Convert some existing single family homes into deed-restricted affordable housing.	27%

Responses to the following open-ended questions are available separately:

Do you have other thoughts about the range of housing choices in Waterford?

What issues do you think will be most important as Waterford considers new housing development or the possibility of changes to existing housing requirements?

Is there anything you would like to tell us about your experiences with housing in Waterford?

4 STRATEGIES FOR CONSIDERATION

These are a list of options for the Town of Waterford to consider in the future to accomplish the goals of the Affordable Housing Plan ...

4.1 Establish An Affordable Housing Committee

Having one entity overseeing and coordinating housing related issues will help the Town accomplish its housing goals. This could be done by reinvigorating the Housing Partnership (appointed by the First Selectman) or establishing an Affordable Housing Committee).

4.1.1 (OPTION) Reinvigorate the Housing Partnership (Ordinance 2.104)

- Review/update provisions related to the Housing Partnership
- Reinvigorate the Housing Partnership

4.1.2 (OPTION) Establish An Affordable Housing Committee

- Include a representative from the Planning and Zoning Commission
- Include a representative from the Board of Selectmen
- Include a representative from the Senior Services Department
- Include a representative from the Youth / Families Services Department
- Include 2-3 residents with experience in housing / public policy
- Include 1-2 residents with experience in building / development
- Include 1-2 residents with experience in residential real estate (sales, rental, management, etc.)

4.2 Reinvigorate The Housing Authority

The Housing Authority has the ability to obtain state and/or federal funding for housing-related programs and developments.

4.2.1 Reinvigorate The Housing Authority (Ordinance 2.100)

- Review the status of current appointments (if any)
- Fill any vacancies (per Ordinance 2.100.030)

4.2.2 Create Housing Authority Units

- Create Elderly / Disabled Units
- Create "Family" Units

4.3 Implement Inclusionary Zoning

Waterford can adopt zoning regulations to require that some provision for affordable units be made as part of some or all new development.

4.3.1 Require Affordable Units In Any New Residential Development

- Adopt a zoning regulation requiring that a certain percentage (to be decided) of any new residential development meet State affordability criteria while allowing the units to be:
 - Built on site,
 - Built elsewhere in Waterford,
 - Accomplished through deed-restricting an existing unit.
- Consider accepting multiple residential lots instead of an affordable unit
- Consider allowing for a density bonus for providing affordable units

Inclusionary zoning is a technique for developing diverse mixed-income communities by requiring new residential development make a percentage of the new units affordable to targeted incomes.

Inclusionary zoning can also let developers build more units through a “density bonus” along with other incentives to help the program operate better.

Additional information may be found on-line by searching the term “inclusionary zoning.”

4.3.2 Allow/Require Payment Of A Fee In Lieu Of Affordable Units

- The Zoning Regulations could allow payment of a fee in lieu of providing affordable housing units (funds would be deposited in a dedicated account)
- If a calculation of the number of affordable units ends up with a fractional remainder, the Zoning Regulations could require payment of a fee for that fractional remainder (funds would be deposited in a dedicated account)

If Waterford had established a 10% inclusionary zoning set-aside requirement in 1989, it might have 140 additional affordable units and at least one moratorium from CGS 8-30g ...

4.3.3 Establish A Zoning Permit Fee

- Establish an affordable housing fee as part of issuance of a Zoning Permit (funds would be deposited in a dedicated account)

The housing goal and housing strategies in the 2015 POCD will be reviewed and updated as part of preparing the next POCD update ...

4.4 Guide Residential Development

Waterford prefers that future housing in Waterford be built in places and ways which are consistent with the community's overall vision for future growth as expressed in the Plan of Conservation and Development (POCD). This includes housing that is set aside to meet identified local housing needs:

- *Housing for an aging population,*
- *Housing For low- and moderate-income households.*

4.4.1 Accomplish The Housing Goal In The POCD

CURRENT POCD GOAL

Encourage a variety of housing types and densities to meet the housing needs of current and future residents.

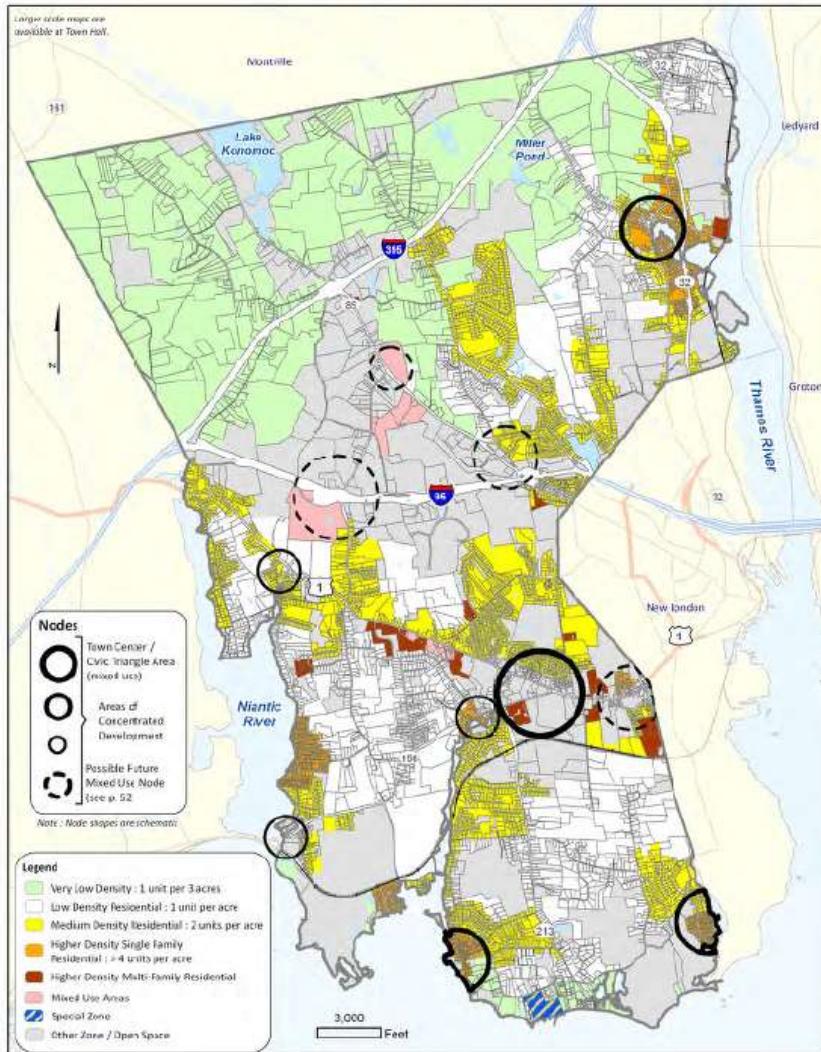
4.4.2 Implement Housing Strategies In The POCD

More Relevant To AH Plan	<ul style="list-style-type: none">• Provide For A Diverse Housing Portfolio In Waterford<ul style="list-style-type: none">○ Provide for housing options to meet evolving housing needs (an aging population as well as younger persons and families)• Implement Location Guidelines For Multi-Family Development<ul style="list-style-type: none">○ With adequate infrastructure (public water, public sewer, road)○ Density as envisioned in POCD (such as mixed use nodes) and/or in character with surrounding development○ Overall design compatible with the character of the community
	<ul style="list-style-type: none">• Protect Existing Residential Neighborhoods<ul style="list-style-type: none">○ Continue to be a predominantly single-family residential community○ Continue the general patterns of residential type and intensity
Less Relevant To AH Plan	<ul style="list-style-type: none">• Encourage Flexible Residential Subdivision Layouts<ul style="list-style-type: none">○ Use a flexible approach to residential subdivision to help preserve important resources on a parcel

4.4.3 Enable / Support Mixed-Use Nodes

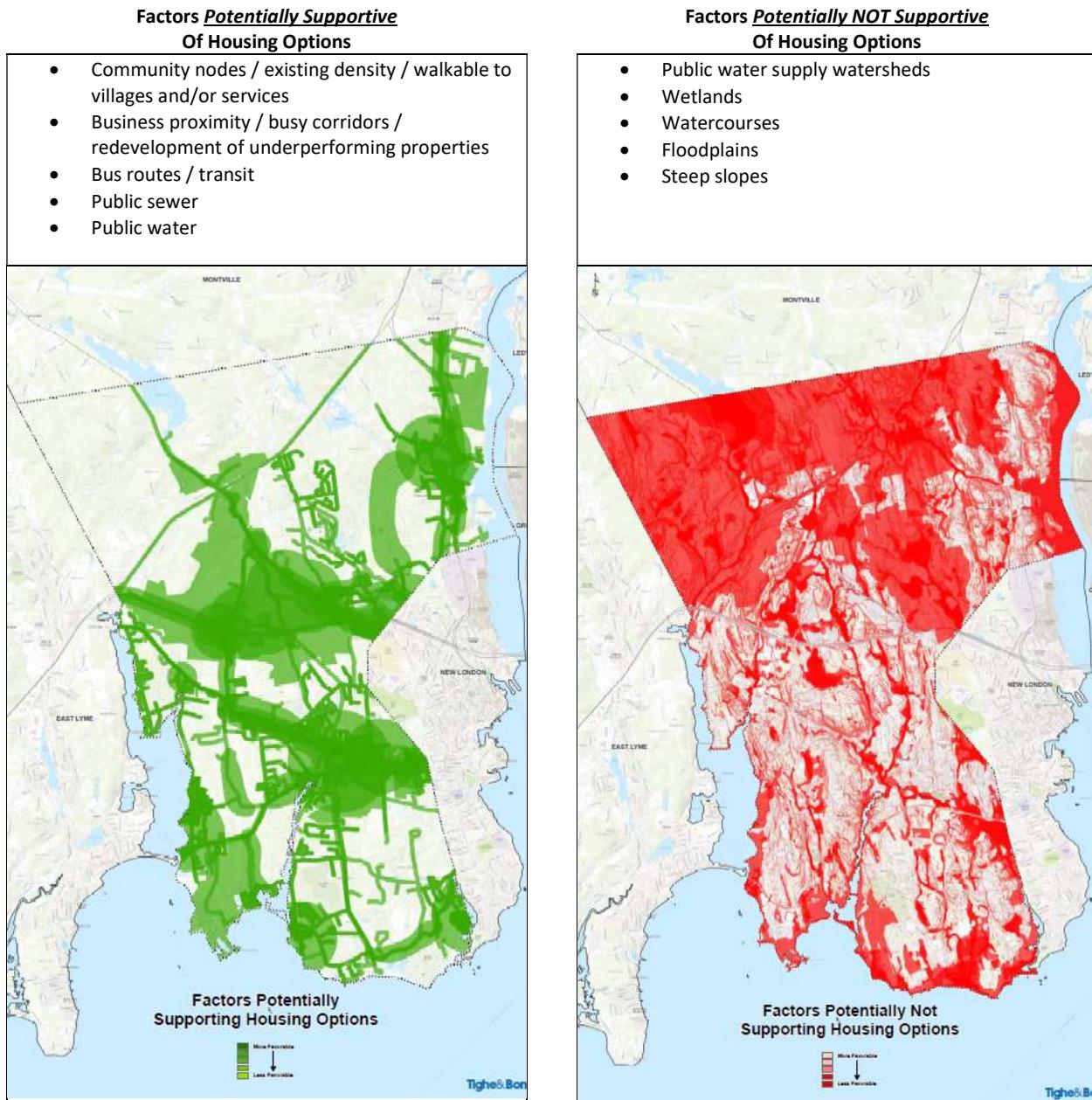
- Change zoning to encourage or require establishment of walkable, pedestrian-friendly, mixed-use nodes with a variety of housing options where indicated in the POCD (public water, public sewer, road capacity, bus transit, etc.) while maintaining / enhancing the overall “sense of place.”

Residential Densities Plan
Waterford, CT



4.4.4 Identify Other Potential Housing Opportunity Areas

- Consider identifying specific areas in Waterford which might be eligible for consideration for higher density residential development
- Consider discouraging housing in areas with factors potentially not supporting housing options
- Consider encouraging housing in areas with factors potentially supporting housing options



4.4.5 Consider Identifying Potential Housing Opportunity Sites

- Consider identifying specific parcels of land in Waterford (including Town or State-owned parcels) which might be eligible for consideration for multi-family residential development
 - Town-Owned Parcels
 - Surplus municipal building / facility building
 - Town parcel in areas with factors potentially supporting housing options (possible RFP for public-private partnership)
 - Current / future tax foreclosures
- State-Owned Parcels
 - Surplus State building / facility building
 - State parcel in areas with factors potentially supporting housing options

4.5 Promote Good Design

One way to incorporate multi-family housing into the community is to guide the design of higher density development.

Waterford should establish / strengthen design guidelines or requirements for multi-family housing based on written guidelines / graphic guidelines.

In addition to some of the examples presented herein, the Commission on Connecticut's Development and Future (a special committee established by the legislature in 2021 as part of Public Act 21-29) will be developing “model design guidelines ... that municipalities may adopt, in whole or in part, as part of their zoning or subdivision regulations” which will:

- identify common architectural and site design features of building types used in urban, suburban and rural communities throughout the state,
- create a catalogue of common building types, particularly those typically associated with housing.

Simsbury's Workforce Housing Overlay Zone Guidelines

Affordable Housing Design Advisor Website

Illustrative WHOZ Design Guidelines – Duplex / Townhouse Dwellings

Favorable Design Treatments	Unfavorable Design Treatments
Duplex Dwellings	Townhouse Dwellings
	
	
	
	

Design Elements Which Are Encouraged / Required

- 2½ to 2.5 story buildings (as appropriate to site context)
- Articulated forms and facades and materials
- Good building materials (porches, eaves, shutters, columns, dormers, chimneys, trim, etc.)
- Well proportioned facades
- Good building materials
- Pitched roofs
- Windows with varied proportions
- Appropriate relationship to street / sidewalk
- Parking on street or behind buildings
- Single family appearance for duplex buildings
- Entrances face the street

Discouraged Elements

- 1.0 story buildings
- Monolithic forms
- Poorly proportioned forms
- Monotonous materials
- Flat roofs
- Poorly detailed facades
- Plain facades
- Flatter roofs
- Poorly proportioned horizontal proportions
- Weak relationship to street / sidewalk
- Dominant garages / parking
- Entrances face parking areas

Affordable Housing
DESIGN ADVISOR
Bringing the power of Design to Affordable Housing

Home
9 Design Considerations
7 Steps to Design Quality

Welcome to the Affordable Housing Design Advisor

If you're part of the solution to America's critical affordable housing challenge, this site is for you. The Affordable Housing Design Advisor brings together experience and ideas from successful affordable housing projects all over the country.

Good design can make a world of difference for the people who will live in the affordable housing you help build, and for the neighborhood surrounding it.

- [Quick Guide to Using This Site](#)
- [WHAT is good design](#)
- [WHY is good design important?](#)

Pattern Book (Norfolk, VA)

Form-Based Code / Appearance Standards (Canton, CT)

4.6 Update Multi-Family Housing Regulations

4.6.1 Increase Number And Variety Of Multi-Family Units

- Undertake a comprehensive review / revision of multi-family regulations:

Zoning District	Possible Modifications
Locations Allowed	Locational guidelines should be revisited based on current land use patterns and other considerations
Density Allowed	Density provisions should be revisited and calibrated based on existing developments in Waterford
Height Limitations	Height limitations might be increased provided there are appropriate setbacks from property lines
Coverage Limitations	Coverage limitations might be increased provided there are adequate stormwater controls and appropriate landscaping and buffers to abutting uses
Development Limitations	Limitations to unit types, <i>number of units per building</i> , number of bedrooms per acre, number of bedrooms per unit, unit mix specifications, age limitations, and minimum parcel size should be revisited

- Map zones that allow multi-family development and evaluate possible opportunities
- Map zones that allow age-restricted residences / assisted living / nursing homes and evaluate possible opportunities

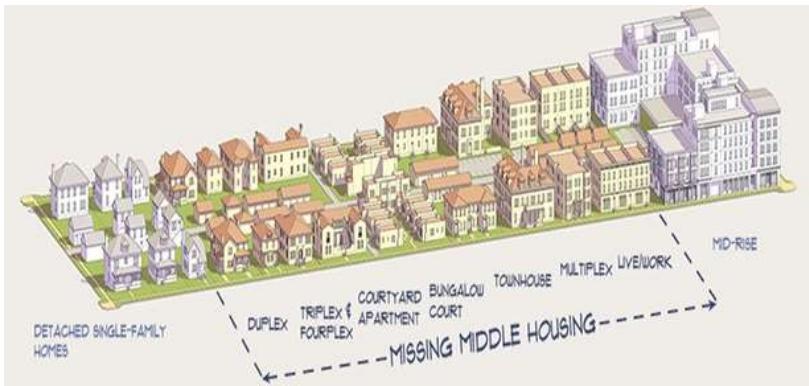
4.6.2 Consider New Tools

- Planned Housing District (in a specific location)
- Planned Development District (a process to be sited)
- Incentive Housing
 - District
 - Special Permit
- 1BR to 2BR (some 3BR possible)
- Handicap accessible
- Affordable at 60% / 80% / 100% AMI

4.7 Consider Other Regulation Changes

4.7.1 Consider Encouraging / Allowing Smaller Scale Multi-Family Housing

- Consider encouraging or allowing smaller scale multi-family housing (sometimes referred to as “missing middle” housing) which:
 - Fall in between single-family housing and large-scale multi-family developments
 - Maintain the scale and appearance of residential homes
- Undertake a study to evaluate the applicability of “missing middle” housing in Waterford and identify possible locations



4.7.2 Enable Adaptive Re-Use Of Existing Buildings

- Enable mixed use redevelopment of commercial sites on arterial roads
- Consider allowing adaptive use of homes on collector or arterial roads to multi-family residential or small-scale multi-family use

4.7.3 Update Regulations To Reflect PA 21-29

- Update accessory dwelling unit regulations
- Eliminate living space requirements (rely on the building code, health code, fire code, etc.)
- Revisit local parking requirements for multi-family and mixed-use developments

4.8 Consider Other Strategies

4.8.1 Maintain / Improve Design Review

- To ensure that new developments fit into the overall character of Waterford, prepare written and /or illustrated design guidelines with regard to key design elements to guide developers, architects, engineers, staff, commissioners, and the community about design approaches to be encouraged (and discouraged) and maintain and/or enhance the character of Waterford
- Conduct a visual preference exercise to understand acceptable parameters for height, scale, mass, articulation, and other design factors in different areas

4.8.2 Establish A Housing Trust Fund

- Establish a “housing trust fund” (as authorized by CGS 8-2i) to receive funds from appropriations, fees, grants, donation, and other sources
- Expend funds for public/private partnerships producing affordable housing, deed-restricting existing units, rehabilitation loans in exchange for deed restrictions

4.8.3 Get Configured For Future Deed-Restricted Units

- Prepare a model housing affordability plan to establish parameters for how deed-restricted affordable units will be managed over time
- Designate an affordability plan administrator (income verification, price determination, etc.) for future deed-restricted affordable units

4.8.4 Extend Period For Deed-Restricted Units

- Require that affordable units in a set-aside development be restricted for 40 years or the life of the development, whichever is longer
- Consider requiring an “affordability easement” or other encumbrance (including a right-of-first refusal) so affordability restrictions do not get foreclosed out without notice to the Town

4.8.5 Consider Property Tax Incentives

- As provided in CGS Section 12-81bb or CGS Section 87-215, consider providing for property tax credits or abatements for affordable housing

4.8.6 Support / Facilitate Aging In Place

- Continue to offer tax relief for lower income seniors / disabled
 - State-sponsored program for elderly / disabled earning less than \$45,800 (married) or \$37,600 (single or widowed) providing a tax credit up to \$1,250 (married) or \$1,000 (single or widowed)
 - Town tax relief program providing a tax benefit up to \$225 for eligible property owners.
- Maintain / expand Town services (Social / Nutrition / Health / Education / Transportation, etc.) which can help older residents age in place

4.8.7 Support Owner / Tenant Assistance Programs

- Promote CHFA/USDA Mortgages
- Promote “Tenant-Based” Rental Assistance
- Promote “Project-Based” Rental Assistance

4.8.8 Seek To Reserve Sites For Meeting Housing Needs

- Seek to re-use municipal buildings / properties
- Seek to preserve tax delinquent / foreclosed sites for affordable housing

4.8.9 Enable/Encourage Livability Improvements

- Exempt required accessibility improvements from yard setbacks
- Consider encouraging / requiring universal accessibility / livability (zero step thresholds, lever door handles, handicapped accessible bathrooms, higher toilets, lower light switches, first floor master bedrooms, etc.)

4.8.10 Seek Partnerships To Create Affordable Units

- Partner with organizations such as Habitat for Humanity to produce affordable units
- Investigate public-private partnerships which would result in the production of affordable units
- Work with area financial institutions to help them meet their Community Reinvestment Act obligations by supporting the creation of affordable housing

The housing goal and housing strategies in the 2015 POCD will be reviewed and updated as part of preparing the next POCD update ...

4.9 Seek To Avoid Over-Rides Of Local Zoning

4.9.1 Become Exempt From CGS 8-30g

- Create 449 or so additional “affordable housing” units meeting State criteria to become exempt from the Affordable Housing Appeals Procedure since 10% or more of Waterford’s housing stock will consist of:
 - Government assisted units
 - Units where tenants receive tenant rental assistance
 - Units where owners received mortgage assistance
 - Units deed restricted to sell or rent at affordable price levels

4.9.2 Obtain a Four-Year Moratorium From CGS Section 8-30g

- Waterford may have already accumulated 122 points towards the 173 or so housing unit equivalent points needed to obtain a four-year moratorium
- An additional 51 points or so would be required to get a moratorium and Waterford has already approved developments which may result in an additional 118 points or more.

Housing Type	HUEP If Rented	HUEP If Owned
Family Units Affordable @ 40% AMI	2.50	2.00
Family Units Affordable @ 60% AMI	2.00	1.50
Family Units Affordable @ 80% AMI	1.50	1.00
Elderly Units Affordable @ 80% AMI	0.50	0.50
Market Rate Units In Set-Aside Development	0.25	0.25
Family Units In An Approved Incentive Housing Development	0.25	0.25
Mobile Manufactured Home In A Resident-Owned MMH Park		
MMH Units Affordable @ 60% AMI	2.00	2.00
MMH Units Affordable @ 80% AMI	1.50	1.50
Other Units In A Resident-Owned MMH Park	0.25	0.25
Potential Bonus Points		
Elderly Units (If at least 60% of the units submitted as part of the moratorium application are family units)	0.50	0.50
3-Bedroom Units	0.25	0.25

4.10 Continue To Collaborate / Educate

4.10.1 Continue To Educate The Community About Housing Needs

- Continue to educate and inform residents of housing needs / opportunities / successes

4.10.2 Continue To Collaborate With Other Agencies And Organizations

- Continue to collaborate with housing partners including:
 - Local (Town departments, Housing Authority, faith-based, etc.)
 - Regional (SECCOG, non-profit organizations, shelters, etc.)
 - State (Department of Housing, Connecticut Housing Finance Agency (CHFA), Partnership For Strong Communities, etc.)
 - National (US Department of Housing and Urban Development (HUD), US Department of Agriculture (USDA), etc.)

Some Basic Affordable Housing Terms

8-30g - A reference to the Affordable Housing Appeals Procedure established by the State of Connecticut. See CGS Section 8-30g et seq.

AFFORDABLE HOUSING - Housing for which persons and families pay 30% or less of their annual income, where such income is less than or equal to the area median income. (See CGS Section 8-39a)

AFFORDABLE HOUSING DEVELOPMENT - As used in CGS 8-30g, a proposed housing development which is (A) assisted housing, or (B) a set-aside development. See CGS Section 8-30g et seq.

AREA MEDIAN INCOME (AMI) - As determined by the United States Department of Housing and Urban Development, the annual income level for a household of a given size in a geographic area where one half of the households earn more and one-half of the households earn less (used to determine eligibility for certain affordable housing programs).

ASSISTED HOUSING - As used in CGS 8-30g, housing which is receiving, or will receive, financial assistance under any governmental program for the construction or substantial rehabilitation of low- and moderate-income housing, and any housing occupied by persons receiving rental assistance.

CGS - Connecticut General Statutes

HOUSEHOLD - All the people who occupy a housing unit.

INCENTIVE HOUSING ZONE - A zone established to promote the creation of affordable housing. See CGS Section 8-13m et seq.

MEDIAN INCOME - As used in CGS 8-30g, after adjustments for family size, the lesser of the state median income or the area median income for the area in which the municipality containing the affordable housing development is located, as determined by the United States Department of Housing and Urban Development.

SET-ASIDE DEVELOPMENT - As used in CGS 8-30g, a development in which at least thirty percent of the dwelling units will be conveyed by deeds containing covenants or restrictions which shall require that, for at least forty years after the initial occupation of the proposed development, such dwelling units shall be sold or rented at, or below, prices which will preserve the units as housing for which persons and families pay thirty per cent or less of their annual income, where such income is less than or equal to eighty per cent of the median income.

In a set-aside development, at least 15% of all dwelling units in the development shall be sold or rented to persons and families whose income is less than or equal to 60% of the median income and at least 15% of all dwelling units shall be sold or rented to persons and families whose income is less than or equal to 80% of the median income.

Acknowledgements

Thank you to the residents of Waterford who participated in the on-line survey and other parts of the process of preparing this Housing Plan.

Planning & Zoning Commission

Gregory Massad *Chair*

Karen Barnett
Timothy Bleasdale
Nicole Giansanti
Kenneth Petrini

Joseph DiBuono *Alternate*
Bertrand Chenard *Alternate*

Technical Assistance

Abby Piersall, AICP Planning Director
Mark A. Wujtewicz Planner

Glenn Chalder, AICP *Planimetrics, Inc.*

