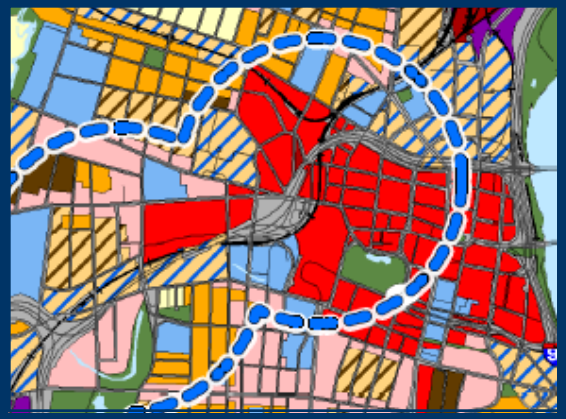
One City, One Plan

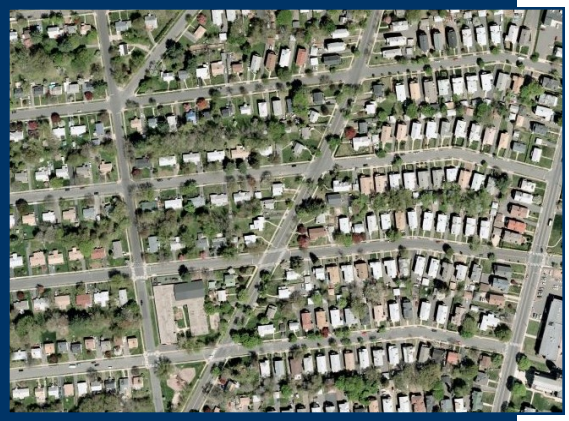
Generalized Land Use

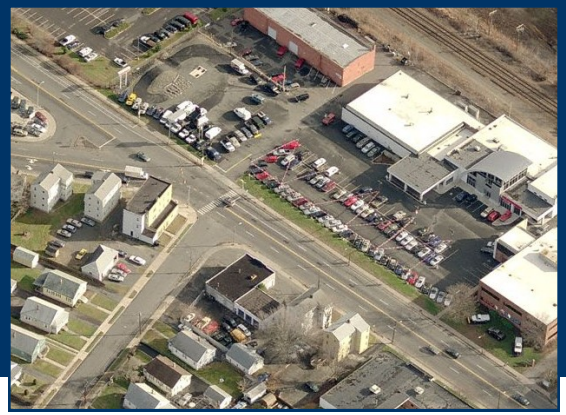
Chapter 14

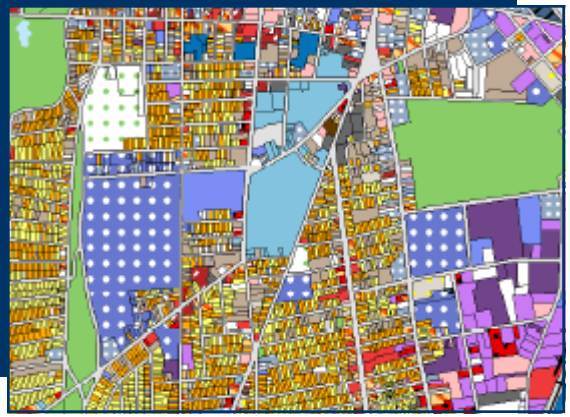
KEY TOPICS

- Relationship Between Generalized Land Use Plan and Zoning
- Major Plan Themes
- Hartford's Generalized Land Use Plan
- Relationship to the State Conservation and Development Policies Plan
- Relationship to the CRCOG Regional Plan of Conservation and Development
- Goals & Objectives









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Introduction

The Generalized Future Land Use Plan illustrates the proposed pattern of conservation and development for the City of Hartford according to Hartford's vision for 2020. It recommends the most appropriate locations for and relationship between major land uses, including residential development; commercial development; industrial development; mixed use development; areas for community facilities and institutional uses, and areas for conservation and open space.

The City's vision is presented both normatively and graphically in this plan. The Generalized Land Use Plan draws largely on existing land use and development patterns, natural features, physical features, economic trends, current and potential zoning designations and planning analysis conducted as part of the overall drafting of the Plan of Conservation and Development.

As described above, the purpose of the Generalized Future Land Use Plan is to illustrate broad proposed land use patterns and relationships between uses. The Generalized Land Use Plan recommends land use changes in those areas of the city where existing uses are incompatible with the policy recommendations of the POCD. Due to the generalized nature of the Land Use Plan, there may be individual properties within a given area with an actual land use that differs from the Plan's land use designation. The intent of the Generalized Future Land Use Plan is to present desirable land use patterns to guide future change. Existing land uses are not affected by the map.

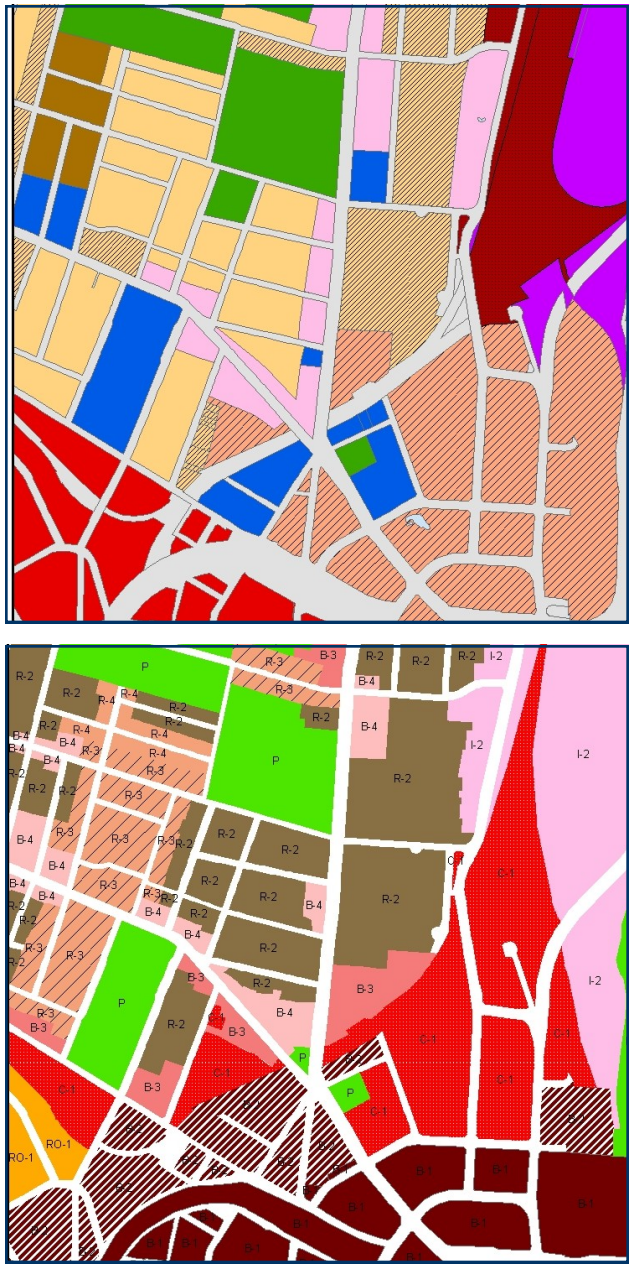
Relationship Between Generalized Land Use Plan and Zoning

The Generalized Land Use Plan presents an overall vision of the types and locations of different land uses throughout the City. It provides an overview of what types of uses should be located where and provides a basis for potential zoning changes. The land use plan differs from the City's Zoning Regulations. The land use plan and categories provide a conceptual understanding of desired type and intensity of development in the city whereas the City's Zoning Regulations are much more specific. The development of an updated POCD and its accompanying the Generalized Land Use Plan serves to guide the City's future development as a policy setting document. Key to successful future development is the creation of zoning regulations, design guidelines, and implementation strategies which explicitly outline and enforce Hartford's vision for the future. After the POCD is adopted by the Planning & Zoning Commission, consideration of zoning changes are the next step in the implementation process.

Major Plan Themes

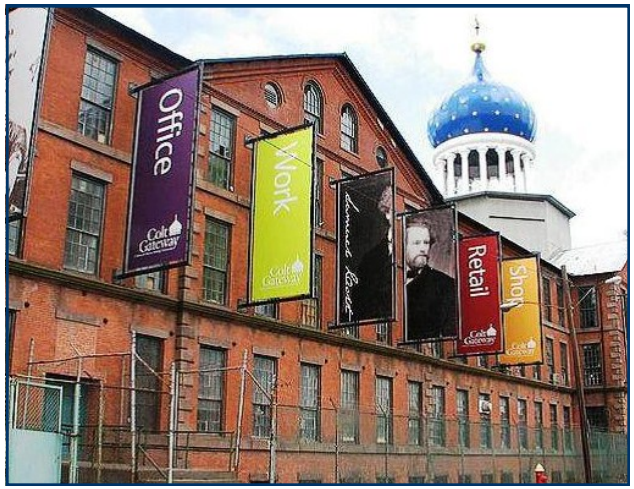
The Generalized Future Land Use Plan, although

Generalized Land Use



Land Use (top) informs Zoning (bottom)

Neighborhood Business Mixed Use– NB



CORMU

comprised of numerous land use categories, recognizes the interdependence of uses and areas. The land use plan encompasses the planning themes that are woven into "One City, One Plan." They are:

- Promote livable and sustainable neighborhoods
- Protect the City's natural and built environment
- Enhance mobility through transit, pedestrian and bike systems city-wide
- Advance downtown's role as the region's principal mixed-use district
- Integrate sustainable practices into all facets of city life

Hartford's Generalized Land Use Plan

As a mature community and Connecticut's second largest City, nearly all of the City's land has already been developed. However, development of remaining vacant land, infill development, and redevelopment of obsolete sites can significantly impact the City's future.

It is recognized that commercial investment and certain forms of residential development are necessary to expand the City's tax base and improve the financial well-being of both the City and its residents. Striking a balance between conservation, preservation and development is a central goal in this Plan of Conservation and Development, and forms the framework for our future land use goals and policies. The following is an explanation of the land use designations that are shown on the *Generalized Land Use Map.*

Mixed Use Categories

Neighborhood Business Mixed Use (NB) This land use category envisions small to medium sized businesses located with frontage on the major thoroughfares in Hartford neighborhoods. This land use category includes office, retail, restaurants, and mixed use.

Commercial Office Residential Mixed Use (CORMU) This land use category envisions areas designated for multi-faceted large scale mixed uses and live-work corridors outside the downtown area. This category encourages adaptive reuse of older buildings as well as larger scale developments

Central Business (CB) This category envisions most types of commercial uses. Residential uses are allowed in mixed use buildings and in free standing structures up to 130 dwelling units per acre. Density can vary depending on the characteristics of the neighborhood. Parking lots and/or facilities associated with allowed uses as well as commercial parking lots and / or facilities are allowed.

General Business (GB) This land use category envisions areas designated for commercial, retail, and mixed uses that serve city wide needs.

Industrial Categories

General Industrial (I) This land use category envisions light and heavy industrial uses.

Residential Categories

Low Density Residential (LDR) This land use category envisions one- and two-unit structures . This category is restricted to residential uses; however, home occupations, religious institutions, and public utility facilities are allowed under certain restrictions to protect prevailing residential character.

Medium Density Residential (MDR) This land use category envisions two– and three-unit structures at a density of up to 20 dwelling units per acre. This category is restricted to residential uses; however, home occupations, religious institutions, and public utility facilities are allowed under certain restrictions to protect the prevailing residential character. Parking lots and/or facilities associated with medium density residential uses are allowed.

Medium High Density Residential (MHDR) This land use category envisions four- to six– unit structures at a density of up to 30 dwelling units per acre. This category is restricted to residential uses; however, home occupations, religious institutions, and public utility facilities are allowed under certain restrictions to protect the prevailing residential character. Parking lots and/or facilities associated with medium density residential uses are appropriate.

High Density Residential (HDR) This land use category envisions structures with six or more units at a density of up to 45 dwelling units per acre. This category is restricted to residential uses; however, home occupations, religious institutions, and public utility facilities are allowed under certain restrictions to protect the prevailing residential character. Parking lots and/or facilities associated with high density residential uses are appropriate.

Institutional and Open Space Categories

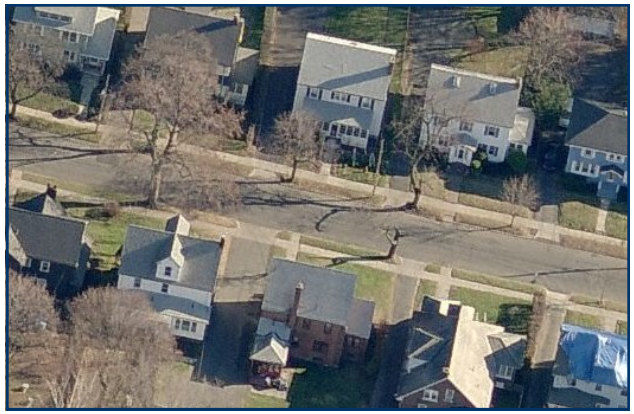
Education, Public Administration, Health Care, & Other Institutions (EPUB) This land use category envisions schools / school administration Buildings, Government Buildings (local state and federal), Hospitals / Medical Office Buildings, Churches, Community Centers. Stand-alone residential structures not associated with the above uses are not permitted

Green Space / Conservation / Recreation (GREEN) This land use category includes parks, cemeteries, protected land, wetlands, and conservation corridors.

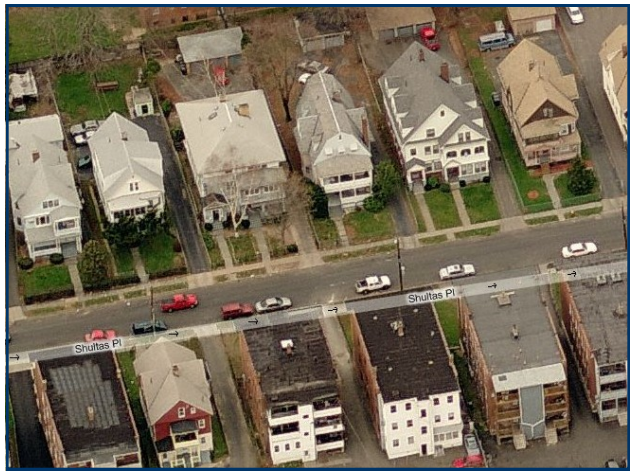
Right of Way (ROW) This land use category includes land occupied by local roads, interstate highways, and railroads.

Central Business—CB

General Business - GB



Low Density Residential—LDR



Medium Density Residential—MDR

Relationship to the State Conservation and Development Policies Plan

Conservation and Development Policies Plan for Connecticut: 2005-2010

Chapter 126, Section 8-23 of the Connecticut General Statutes sets the standards for municipal Plans of Conservation and Development. One provision of the State Statute is that municipalities take into account the State Conservation and Development Policies Plan and note any inconsistencies. The map titled *2005-2010 State Conservation & Development Policies Plan* illustrates the Land Classifications for Hartford according to the Conservation and Development Policies Plan for Connecticut: 2005-2010.

According to the State Plan, Hartford contains the following use categories:

- Regional Centers encompass land areas containing traditional core area services and facilities of inter-town significance, and contiguous to built-up residential areas with either very high population density or high concentration of pre-1940 or multi-family structures. The state's intent of this designation to revitalize economic, social, and physical environment of the state's traditional centers of industry and commerce. These areas are the state's top ranked development priority.
- Neighborhood Conservation Areas are significantly built-up and well populated. NCAs are the state's second ranked development priority following Regional Centers and can entail a wide variety of development, such as commercial, industrial, and urban-scale density residential land uses. The state's intent of this designation is to maintain the overall character and vitality of the area by promoting infill development and maximum use of existing infrastructure. These areas generally reflect stable, developed neighborhoods and communities and are many times contiguous to Regional Centers.
- Growth Areas are land near neighborhood conservation areas that provide the opportunity for staged urban expansion generally in conformance with municipal or regional development plans.
- Existing Preserved Open Space areas represent areas in the state with the highest priority for conservation and permanent open space.
- Preservation Areas are lands that do not reflect the level of permanence of Existing Preserved Open Space but which nevertheless represent significant resources that should be effectively managed in order to preserve the State's unique heritage. This designation is intended to protect significant resource, heritage, recreation, and hazard-prone areas.
- Conservation Areas represent a signifi-

cant area of the state and a myriad of land resources. Proper management of Conservation Area lands provide for the state's future need for food, fiber, water and other resources.

Many of the elements included in this Plan of Conservation and Development update for the City are consistent with the key growth management principles outlined in the State Plan. There are several areas of the State's Plan that should be addressed for consistency with existing conditions within Hartford as well as the City's plans for its future. Please refer to the map titled 2005-2010 State Plan of Conservation and Development. A concise description of each key area follows.

The State's Conservation & Development Policies Plan designates the majority of the City as a Regional Center designation. All of South Meadows and sections of following neighborhoods: Blue Hills, West End, South West, Behind the Rocks and North East are designated as Neighborhood Conservation Areas. The City's North Meadows neighborhood is designated as a Growth Area. However, according to the City's Land Use Plan, east of I-91 in the North Meadows is designated as Green Space/Conservation/ Recreation. The state's designation for this area should be modified to reflect Hartford's land use plan designation. The state-defined Existing Preserved Open area in the South Meadows bounded by I-91, Reserve Road and Maxim Road should be changed to Neighborhood Conservation to more accurately reflect the existing industrial/warehouse land use.

Aside from the above exceptions, the State's Conservation & Development Policies Plan is generally consistent with Hartford's POCD and the City's Vision for 2020.

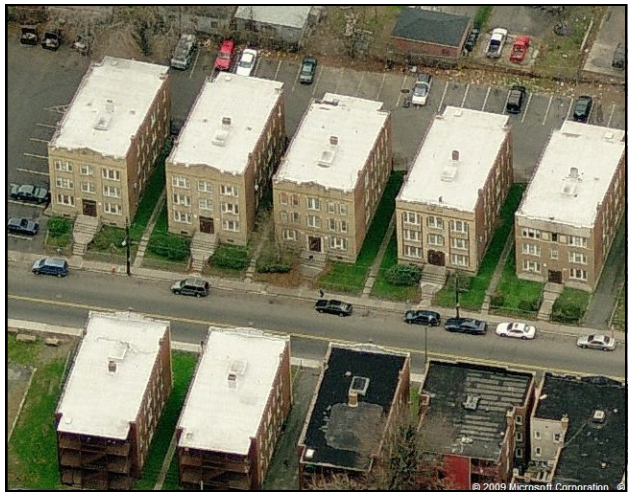
Relationship to the CRCOG Regional Plan of Conservation and Development

Draft 2009 Regional Plan Update

In addition to requiring that municipalities take into account the State Conservation and Development Policies Plan and note any inconsistencies as part of updating their Plans of Conservation and Development, Section 8-23 of the Connecticut General Statutes requires that municipalities take into account the regional plan of conservation and development adopted by their representative regional planning organization. The map titled Connecticut Capitol Region Plan of Conservation and Development Land Use Policy Map (DRAFT 7/10/09) illustrates the Land Classifications for Hartford according to the Draft 2009 Regional Plan Update.

According to the Regional Plan, Hartford contains the following use categories:

- **Higher Intensity Development Areas** encompass downtowns, major business corridors, urbanized neighborhoods, village centers and mixed use develop-



Medium-High Density Residential— MHDR

High Density Residential—HDR

EPUB

GREEN

ment with multi-family housing and retail. In addition, CRCOG identifies these areas as generally having a population density of 3,000 people per square mile or greater and/or 3,000 employees per square mile or greater, and either have public sewer access or are within one half- mile of an existing or proposed public sewer line. These areas represent the region's most intensively developed areas.

- **Middle Intensity Development Areas – 2** include areas such as village centers and mixed use development areas where building heights generally do not exceed four stories. Buildings in these areas may be completely residential or include a mix of residential, office, retail and/or hospitality uses. CRCOG identifies these areas as generally having a population density or employee density of 1,251 to 3,000 people per square mile, and are within one half-mile of an existing or proposed public sewer line (but not directly on the sewer line). These areas are generally developed neighborhoods and corridors contiguous to Higher Intensity Development Areas.
- **Middle Intensity Development Areas – 1** include areas with single family detached homes, neighborhood-scale commercial development and/or suburban-style business or light industrial parks. Buildings in these areas are generally one or two stories in height. CRCOG identifies these areas as either having a population density or employee density of 500 to 1,250 people per square mile, or less than 500 people or employees per square mile plus having a high density zoning designation or being located within one half-mile of a public sewer line or a transit station.
- **CRCOG Priority Conservation Areas** includes forested or wetland areas located within 500 feet of development that is not currently protected and that have at least one high priority natural feature or resource, such as potential animal habitats, rare or threatened species or prime farmland soils. CRCOG identifies these areas as having little or no population or employment and no existing or potential access to public sewers. These areas are considered suitable for preservation and/or have been identified as priority lands for focused conservation efforts.
- **Existing Open Space** includes federal, state and municipally protected open space areas identified by the State of Connecticut DEP, as well as land permanent protected by land trust ownership, transfer of development rights or other such mechanisms.
- **Municipal Focus Areas** are areas identified

as having existing or potential greenways; open space connections; commercial or mixed use centers; traditional neighborhood development village greens and centers; historic areas; transit-oriented development; or technology or business centers.

Most of the elements included in this Plan of Conservation and Development update for the City are consistent with the key land use policies outlined in the regional Plan of Conservation and Development. There are several areas of the region's plan that should be addressed for consistency with existing conditions within Hartford. Please refer to the map titled Connecticut Capitol Region Plan of Conservation and Development Land Use Policy Map (DRAFT 7/10/9). A concise description of each key area follows.

CRCOG's Draft 2009 Regional Plan Update designates the majority of the City as a Higher Intensity Development Area. Portions of the South Meadows, North Meadows and North End neighborhoods are designated Middle Intensity Areas – 2, while the Blue Hills, West End, South West and South End neighborhoods are designated as Middle Intensity Development Areas – 1. In addition, several large areas of the City include a Municipal Focus Area overlay designation.

However, according to the City's Land Use Plan, east of I-91 in the North Meadows neighborhood is designated as Green Space/Conservation/Recreation. CRCOG's designation for this area (which is currently Middle Intensity Development Area 1 & 2) should be modified to reflect Hartford's land use plan designation. In addition, several municipally-owned properties in the City of Hartford have been designated by CRCOG as "Existing Open Space," when in fact these properties are actually schools or other municipal facilities. The CRCOG designation for these properties should be modified to the appropriate development intensity classification for the surrounding neighborhood.

Aside from the above exceptions, CRCOG's Draft 2009 Regional Plan Update is consistent with Hartford's POCD and the City's Vision for 2020.

Goals & Objectives

GOAL 1: Revise the zoning map to align with the adopted land use map.

GOAL 2: Revise the zoning regulations.

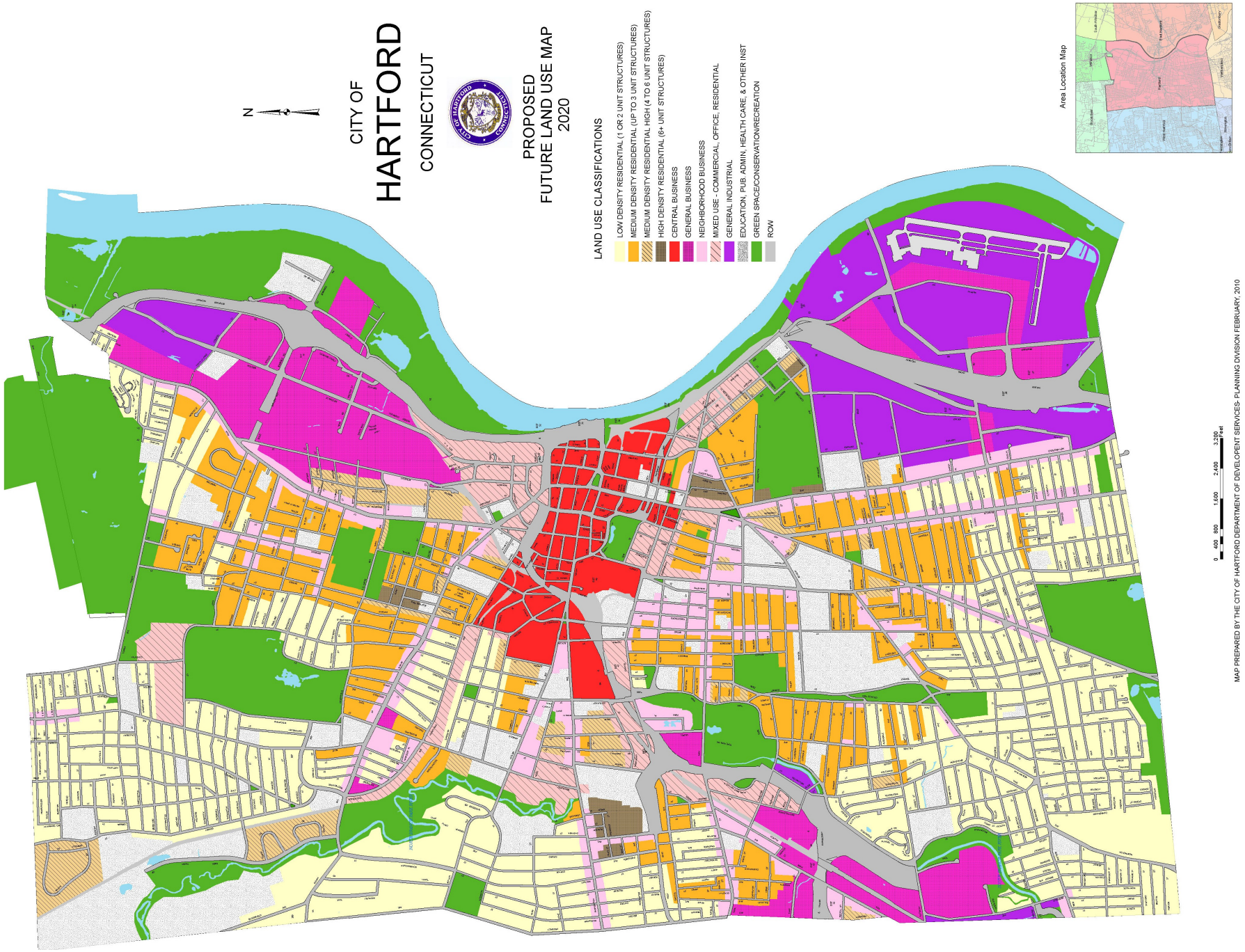
Objectives

- Streamline the number of permitted uses.
- Organize zoning regulations around concepts of form, scale, design and performance standards.
- Redefine density as "units per acre" rather than "people per acre" and "families per acre."
- Provide incentives for green and sustainable practices.

- Create Design Districts in critical areas.
- Stimulate adaptive reuse of buildings and land.
- Address parking issues in the Central Business District.
- Increase residential density in the central business district.
- Provide incentives for Transit Oriented Development around BRT stations and other transportation hubs.

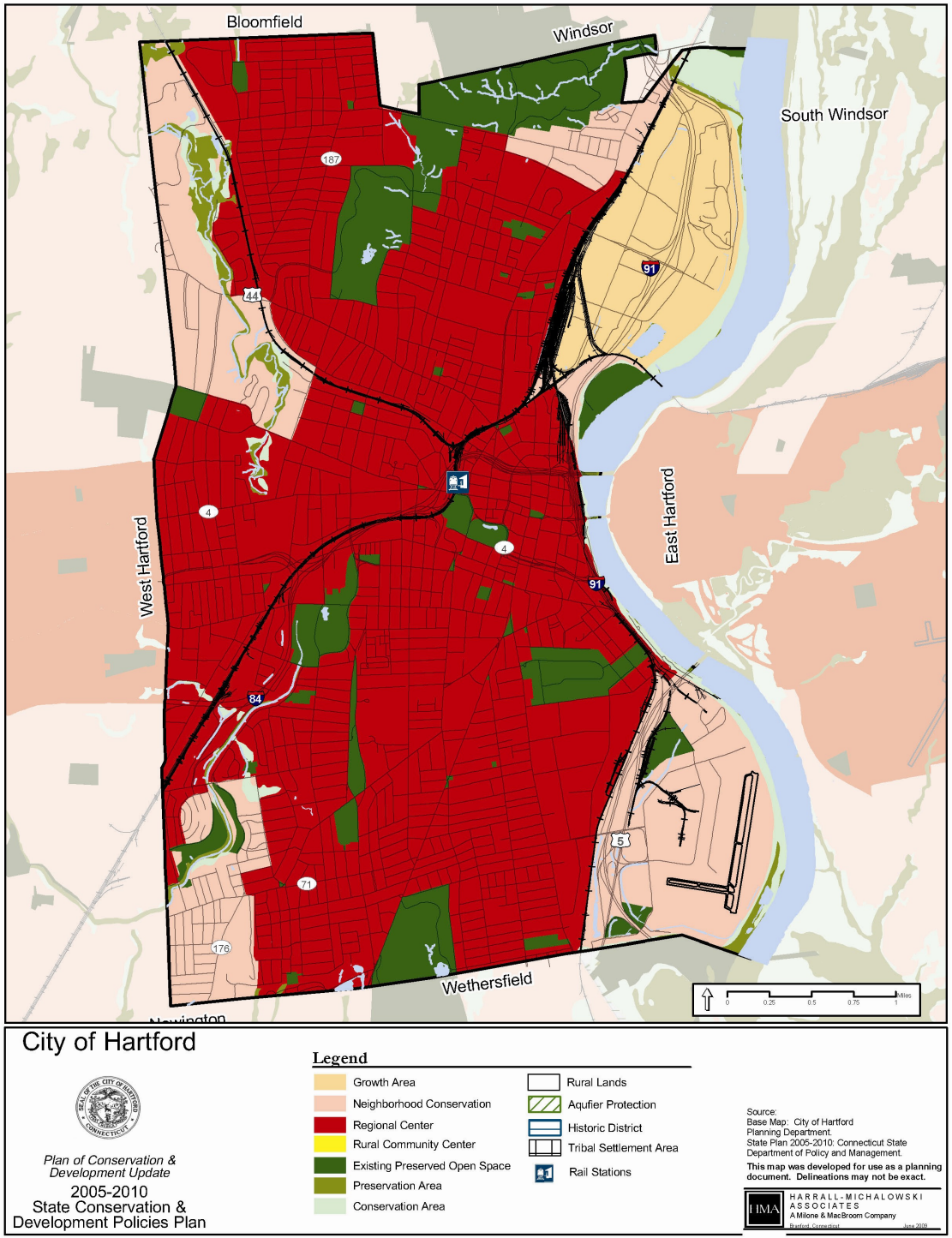
Generalized Future Land Use Map 2020

**For a full sized version of Generalized Future Land Use map please visit www.hartford.gov/oneplan*

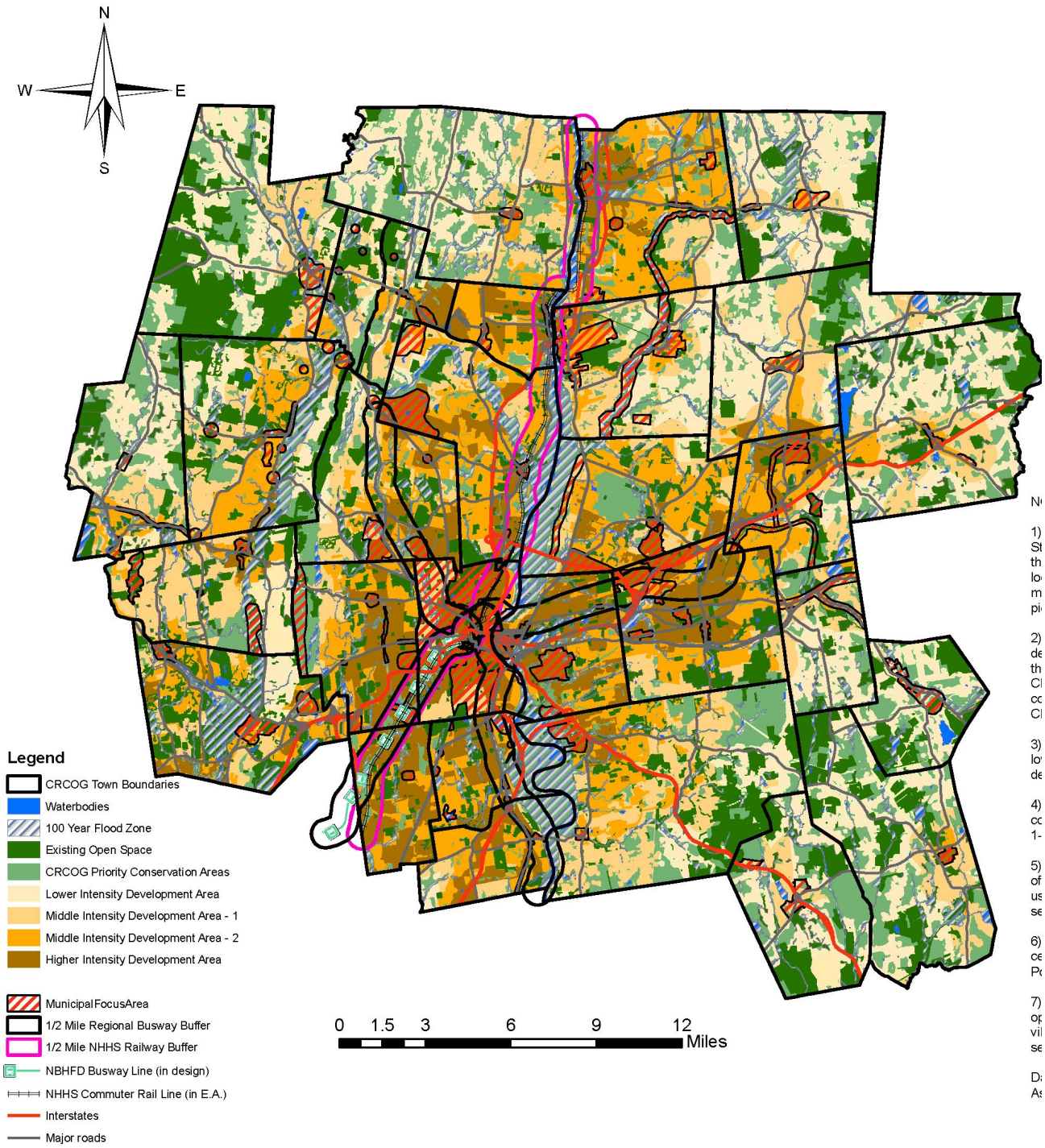


One City, One Plan– POCD 2020

2005-2010 State Conservation & Development Policies Plan Map



Generalized Land Use

Connecticut Capitol Region Plan of Conservation and Development

Land Use Policy Map (DRAFT 7/10/09)