

COMMUNITY STRUCTURE

8

Overview

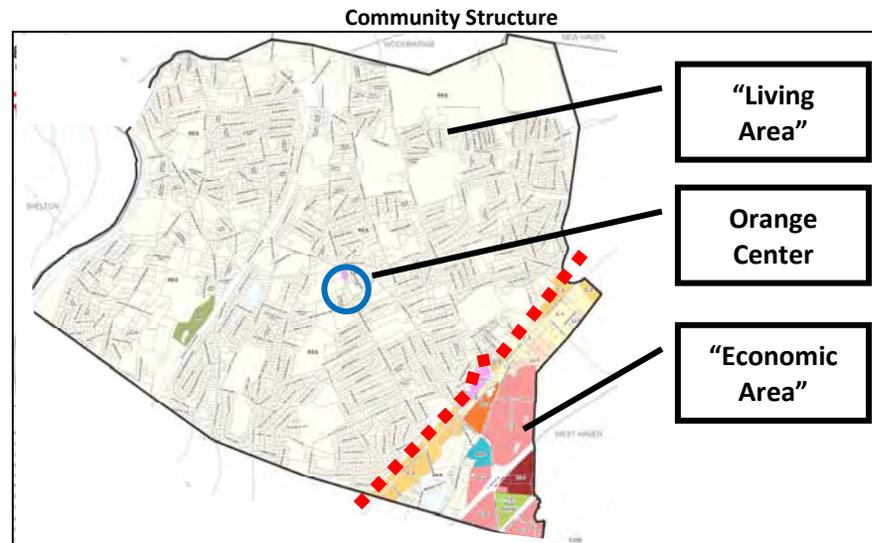
Community structure (how land uses are organized in Orange) is an important consideration in the Plan because it sets the stage for many other planning discussions.

Community structure is an important guide for land use regulations and decisions ...

Utilize Structure To Enhance Character

For many years, Orange's overall land use philosophy has been predicated on a "living area" in the northern parts and an "economic area" in the southern parts of Orange. This approach has remained intact for many years and has guided the overall development of the community. It has resulted in stable and attractive residential neighborhoods separated from business areas which provide jobs, goods and services, and tax base and support the community.

It is the intention of the Plan that this overall philosophy and structure be continued.



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Elements of structure can contribute to community character since people react positively to areas which have a strong “sense of place” or where they feel they comprehend how a place is organized. Orange will try to preserve and enhance the elements of structure which can enhance character and avoid or minimize the elements of structure which can detract from character.

Elements Which Can Contribute To Character	
Element	Description
Nodes / Villages	Identifiable focal points or places with distinctive characteristics (such as Orange Center).
Clusters / Campus	Identifiable areas (such as Yale West and UNH) identifiable by use, location, character, or style.
Greenbelts	Greenways, trails, streambelts and other linear elements that provide overall context to the community.
Gateways	Places providing a sense of entry or arrival.

Elements Which Can Detract From Character	
Element	Description
Strip Development Patterns	Linear areas with automobile-oriented development patterns, especially commercial.
Sprawl Development Patterns	Large areas with little variation in style or character.

Utilize Structure To Enhance Character	See inside back cover for legend	
Policies	Leader	Partners
1. Continue Orange’s historic structure with a “living area” and an “economic area”.	TPZ	
2. Encourage elements that enhance community character (nodes, clusters, campuses, greenbelts, gateways, scenic resources, and scenic roads).	TPZ	DRB
3. Discourage elements that detract from community character (strip development, sprawl development, and "character-less" roads").	TPZ	DRB
4. Maintain effective buffers / transitions between different land uses.	TPZ	DRB

Maintain The Ambience Of Orange Center

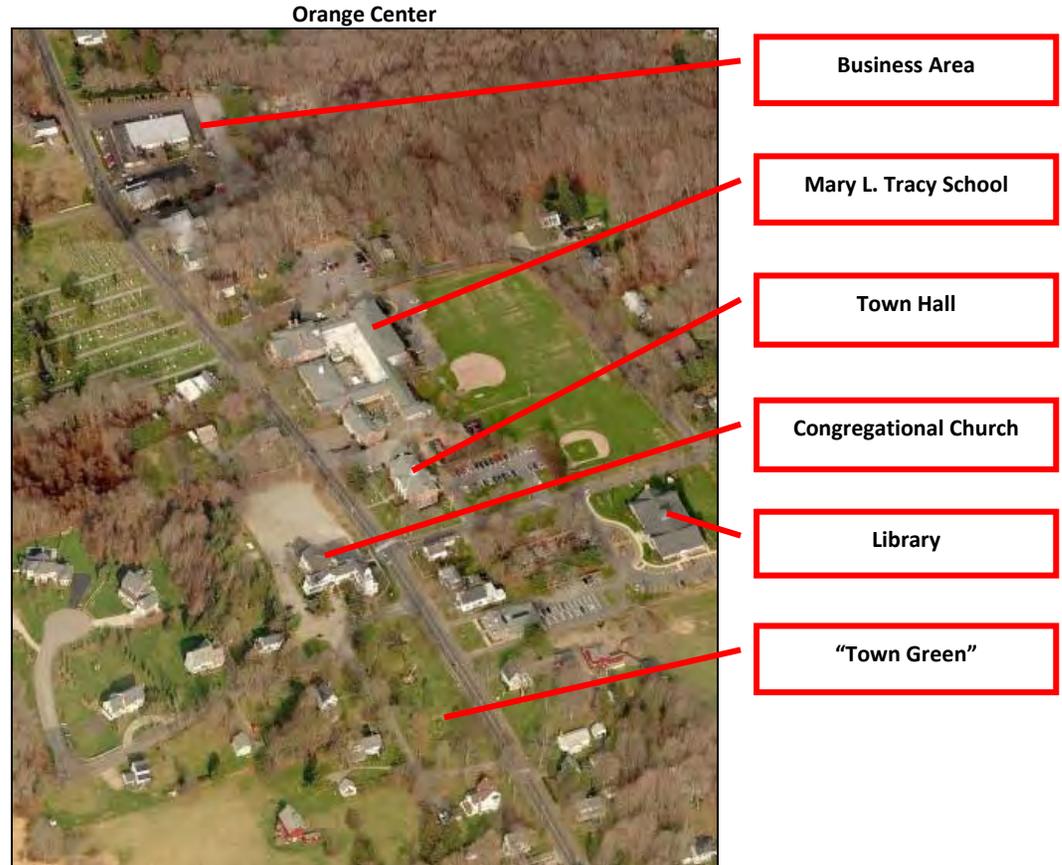
Orange Center is the historic focal point of the community. It contains the Congregational Church, the Town Green, the Town Hall, a school, the library, and a small business area. It is where community parades are held. The POCD recommends that the distinctive character, landscape and historic value of this area be maintained.

A local historic district does exist in this area at present (see the map on [page 51](#)) but it does not include the business-zoned areas which are a key part of the area.

A tool which is available to help preserve the character of this area is a “village district” as authorized by Section 8-2j of the Connecticut General Statutes. A “village district” allows the Town Plan and Zoning Commission to have greater control over the design of future development in this area and to regulate:

- the design and placement of buildings,
- the maintenance of public views,
- the design, paving materials and placement of public roadways, and
- other elements that the Commission deems appropriate to maintain and protect the character of the village district.

The Town Plan and Zoning Commission will consider establishing a “village district” in the business area of Orange Center or other areas outside of the local historic district. It is anticipated the Commission will continue to rely on the local Historic District Commission for activities within the existing historic district.



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Maintain The Ambience Of Orange Center	See inside back cover for legend	
Policies	Leader	Partners
1. Maintain the overall ambience of Orange Center as a rural hamlet and a focal point for many civic activities.	TPZ	BOS
2. Ensure that any new development in Orange Center is of high quality and consistent with the existing character in terms of building design, site layout, signs, and lighting.	TPZ	DRB
Initial Tasks	Leader	Partners
3. Consider establishment of a “village district” overlay zone in the Orange Center area in order to be able to protect the overall character of this area.	TPZ	DRB

Town Green



Municipal Plaque



Community Parade



HOUSING & RESIDENTIAL DEVELOPMENT

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Overview

Housing and residential development are important issues in the Plan. Approximately 80 percent of Orange is zoned for residential purposes and what happens in residential areas will have an impact on the overall community. Residents are committed to preserving and enhancing the character of residential neighborhoods. At the same time, people are living longer than ever before and older people – some who have been Orange residents for decades – may want housing options which have not traditionally been part of Orange’s housing portfolio.

Housing issues for consideration include:

- *Protecting existing neighborhoods,*
- *Guiding future development, and*
- *Addressing future housing needs.*

Single Family



Single Family



Multi-Family



Congregate / Assisted



Protect Residential Neighborhoods

Orange is primarily a residential community. Approximately 80 percent of all land in the community is zoned for residential purposes and there are more than 5,000 households that call Orange their home.

Over the years, Orange has maintained a policy of separating the “living area” from the “economic area” and this philosophy has helped to foster strong residential neighborhoods. Orange will continue this policy in order to maintain the quality, livability and character of the community.

The zoning regulations seem appropriate for protecting residential neighborhoods and managing development on individual parcels in terms of the uses permitted and the dimensional standards that apply.

Protect Residential Neighborhoods		See inside back cover for legend	
Policies	Leader	Partners	
1. Continue to maintain the quality, livability and character of the community.	TPZ	Town	
2. Maintain regulations requiring effective buffers / transitions between residential and non-residential uses.	TPZ		

Multi-Family As Transitional Use



Transition By Planted Buffer



Residential Density Map

DERBY

Orange, CT

WOODBIDGE

NEW HAVEN

SHELTON

MILFORD

WEST HAVEN

Legend

-  Single-Family Residential Areas, Generally with a Density of 0.70 Units per Acre or Less
-  Existing Multi-Family Uses
-  Possible Housing Diversity Areas - Areas Which May Have the Potential to Help Diversify Orange's Housing Portfolio
-  Existing Open Space Areas
-  Non-Residential Zones
-  Watercourses

3,000 Feet



Single Family
Development Patterns

Encourage Conservation Design Of Subdivisions

Conventional Design

A parcel of land that is divided into residential lots with little or no open space

Conservation Design

A parcel of land divided into roughly the same number of lots that are smaller in area than a conventional development and the remaining area is preserved or dedicated as open space.

Orange is not yet fully developed and there are some land parcels in Orange which could be subdivided into lots in the future. How this occurs could be important to preserving and enhancing the overall character of the community.

Orange will consider encouraging “conservation design” of subdivisions (rather than “conventional design”) since a “conservation design” can help:

- Preserve more open space,
- Protect community character by retaining farm land, scenic views, scenic streetscapes, and
- Preserve important resource areas (wetlands, watercourses, steep slopes, existing trees, etc.) have been preserved.

This approach is discussed in the Open Space chapter of the POCD. So that the number of homes is similar to what might result from a conventional approach, the Commission will consider limiting the total number of units on a parcel to a maximum of 0.60 units per acre of developable land (total acreage minus wetlands, watercourses, steep slopes, floodplain, or easements which limit development).

The methodology for determining the density factor could be guided by the following:

Basic Density	60,000 SF lot = 1 lot per 1.38 acres = 0.726 lots per acre	0.726 lots per acre
Minus Allowance For Roads	Assuming 50 foot right-of-way and 150’ minimum frontage results in about 6 percent of the land area being devoted to roads and about 94 percent can be devoted to parcels	Reduces density to 0.68 lots per acre
Minus Allowance For Open Space Requirement	Orange has no specific requirement for open space set-aside at the time of development so 100 percent can be devoted to lots	Density unchanged at 0.68 lots per acre
Minus Allowance For Configuration Loss	Experience has shown that parcels are not optimally configured for dimensional requirements and there is an efficiency loss of 10 percent to 20 percent	Reduces density to 0.55 to 0.61 lots per acre Rounded to 0.60 lots per acre

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Encourage Conservation Design Of Subdivisions	See inside back cover for legend	
Policies	Leader	Partners
1. Encourage conservation design of future subdivisions as a way to help preserve open space and important features when development occurs	TPZ	CC
Initial Tasks	Leader	Partners
2. Adopt a zoning regulation to permit conservation design subdivisions.	TPZ	

Consider Ways To Help Address The Housing Needs Of An Aging Population

Population projections indicate that Orange, like many other communities, will experience a marked rise in the number of older residents in the future. This is happening for two reasons:

- The overall life expectancy is increasing, and
- The “baby boom” generation (people born between about 1945 and 1965) is now reaching older age groups.

What this means is that a larger number of Orange households will be affected by the issues that often face older residents and this may require new programs or new ways of thinking.

While some residents will continue to live in their current residence, other people will seek housing options for:

- Health reasons – people may no longer be able to maintain their home (snow clearing, lawn mowing, leaf raking, etc.) or may experience a health change that affects their independence or mobility,
- Economic reasons – people may not have the financial resources to stay in their current home if their lifespan exceeds their income and savings,
- Lifestyle reasons – people may choose to relocate to housing which might offer common maintenance, lifestyle amenities (pool, golf, etc.), or other benefits, and/or
- Combination - a combination of reasons.

Cleaning Gutters



Temporary Handicapped Ramp



Universal Design



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Possible Policy Options For Addressing The Housing Needs Of An Aging Population

Category	Housing Options	Current Status	Possible Policy Options
Remain in Current Home	1. Remain in current home and modify to meet needs.	Zoning regulations require setbacks and limit coverage and this could inhibit modifications to address changing needs.	By Special Permit, consider allowing modifications to homes to accommodate renovations for an aging population (handicapped ramps, caregiver services, first floor additions, energy efficiency, etc.)
	2. Remain in current home with no use of Town services.	No restrictions	Continue current policies
	3. Remain in current home with use of local senior programs.	No restrictions	Consider enhancing services for senior citizens (meals-on-wheels, dial-a-ride, etc.)
	4. Remain in current home with elderly tax relief.	No restrictions	Consider enhancing elderly tax relief programs.
Accessory Housing Units	5. Remain in home with accessory unit for caregiver, and/or income.	Accessory units permitted by Special Permit	Continue current policies
	6. Move in with family in their home or accessory unit.	Accessory units permitted by Special Permit	Continue current policies
Multi-Family Housing	7. Move to a market rate condominium or rental housing.	Only a modest number of units available in Orange (not permitted)	Consider allowing where consistent with soil types, terrain, infrastructure capacity, and overall community structure.
	8. Move to an age-restricted market-rate housing development.	Have existing development with 142 units (sale prices may not be affordable to typical Orange resident)	Consider allowing where consistent with soil types, terrain, infrastructure capacity, and overall community structure.
	9. Move to income-limited elderly housing development.	Have existing development with 45 units (has 8 year waiting period)	Consider ways of providing for more units to meet present and future community needs
Institutional Facility With Services	10. Move to facility providing some services: <ul style="list-style-type: none"> • congregate / assisted living • nursing / convalescent home 	Have several facilities (Silverbrook, Maplewood, Orange Healthcare Center) but currently not permitted by regulations	Consider allowing such facilities in appropriate locations.

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Consider the following:

- Silverbrook Estates (Red Cedar Road) provides 45 units of housing for persons of limited income and aged 62 and over. There is strong demand for units in the complex but the waiting list is estimated to be seven years. Even though Orange residents may need housing immediately, the wait period may mean that such housing is effectively unavailable.
- Fieldstone Village – (Grassy Hill Road at Route 34) -is a 142 unit community for persons aged 55 and over. The units are all market rate and the typical units are now selling for over \$400,000. While the design and amenities are attractive, the units are not affordable for a large number of Orange residents.
- There appear to be several “assisted living” facilities in Orange (such as “Maplewood” on Indian River Road at Prindle Hill and “Orange Healthcare” on Boston Post Road near Smith Farm Road) but additional facilities do not appear to be permitted by the regulations.

Orange will consider ways to explore housing alternatives for an aging population.

Consider Ways To Help Address The Housing Needs Of An Aging Population		See inside back cover for legend	
Policies	Leader	Partners	
1. Consider allowing modifications to homes to accommodate renovations for an aging population.	TPZ		
2. Consider enhancing services and activities for senior citizens (meals-on-wheels, dial-a-ride, etc.).	CSC	BOS	
3. Consider enhancing elderly tax relief programs.	BOS	BOF, CSC	
4. Maintain accessory apartment regulations and modify, if appropriate.	TPZ		
5. Consider allowing for multi-family development with features appropriate for all ages where consistent with soil types, terrain, infrastructure capacity, and overall community structure.	TPZ		
6. Consider ways of providing for more income limited elderly housing units to meet present and future community needs.	Town	CSC, BOS	
7. Clarify where and how residential facilities with services (assisted living, congregate care, etc.) might be permitted.	TPZ		

Consider Ways To Provide For Housing That Is More Affordable

The desirability of Orange has resulted in a housing stock that is becoming more expensive over time. While this may be perceived as beneficial to existing property owners, it is also resulting in the exclusion of people who have helped, or can help, Orange to be a more diverse community.

A lack of affordable housing can affect economic and social development of a community. Some young families may find it difficult to afford current Orange housing. Employees of Orange businesses and of the Town may find it difficult to afford to live in town. In other cases, reduction in income (retirement or job status changes) can make it difficult for people to afford to stay in Orange. Cultural and social diversity in the community is affected.

Orange residents have expressed an interest in finding ways to integrate more affordable housing into the existing fabric of the community to provide housing opportunities.

Providing for housing in Orange which is more affordable will allow us to:

- Address the housing needs of an aging population.
- Provide housing choices for existing residents so that they do not have to move elsewhere if their circumstances change.
- Offer more housing choices for younger people.
- Offer more housing choices for single people.
- Offer more housing choices for moderate income people who work in Orange.

Avalon



Brookside



Silverbrook



Housing Needs

About 85 percent of the housing units in Orange are single-family, detached houses. While the “American dream” still includes a home on a good-sized private lot, such housing does not meet everyone’s needs.

The Plan recognizes that there is a need for diversification of housing types.

Statutory Reference

“The Plan shall make provision for the development of housing opportunities, including opportunities for multifamily dwellings consistent with soil types, terrain and infrastructure capacity, for all residents of the municipality and the planning region.”

“The Plan shall promote housing choice and economic diversity in housing, including housing for both low and moderate income households, and encourage the development of housing which will meet the housing needs.”

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There may also be some legal and practical reasons why Orange might want to consider diversifying its housing portfolio to include “affordable housing.” Without a diverse housing stock, Orange is subject to the “affordable housing appeals procedure.”

In 1989, Connecticut adopted the “Affordable Housing Appeals Procedure” (codified as Section 8-30g of the Connecticut General Statutes) which affects any municipality where less than ten percent of the housing stock is considered affordable (as defined in the statute). As of 2014, about 1.10 percent of the housing stock in Orange met the State criteria and so Orange is subject to the statute.

The following plain language is intended to summarize the statutory provisions:

- When a developer proposes a “set-aside development”, the development is reviewed on the basis of its impact on the public health and safety rather than strict compliance with the local zoning regulations.
- Should a set-aside development be denied or be appealed, the development is presumed to be in the public interest and the “burden of proof” that it is not appropriate falls to the TPZ and/or the person who appeals.
- If a set-aside development is approved with conditions which affect its affordability, the proponent may appeal and the “burden of proof” to defend the condition falls to the TPZ.

Affordable housing appeals are heard by a special court and, since 1989, the majority of appeals have been decided in favor of the affordable housing developments.

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During preparation of the POCD, however, it was learned that some affordable housing units in Orange have not been included in the State database and so Orange may not be getting credit for units which have been created. If Orange were to get credits for these units, it is possible that Orange would be eligible for a four-year moratorium as per CGS Section 8-30g (k).

	# Units	# Affordable	Elderly
1. Silverbrook Phase 1 (Town Congregate Care) - Red Cedar Road	45	45	45
2. Spruce Manor - Peck Lane	32	8	32
3. Williamsburg Chase - Silverbrook Road	22	6	0
4. Prindle Hill Terrace - Indian River Road/Prindle Hill Road	40	8	40
5. Brookside - South Lambert Road	15	4	0
6. Avalon Orange - Prindle Hill Road	168	34	0
Total Number Of Units	322	105	117

If Orange is to be able to control its destiny and provide for development it feels is in character with its surroundings, then it should consider being proactive in terms of addressing affordable housing. It could help the community address housing needs in places and with designs it feels is appropriate.

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Consider Ways To Provide For Housing That Is More Affordable		See inside back cover for legend	
Policies		Leader	Partners
1. Seek ways to provide for a more diverse housing stock including: <ul style="list-style-type: none"> • state and/or federal funding programs, • partnerships with private developers, • “inclusionary zoning” or “incentive housing zone” provisions, • Other techniques, as appropriate. 		Town	
2. Require that any affordable unit in Orange be deed-restricted as affordable in perpetuity.		TPZ	
Initial Tasks		Leader	Partners
3. Determine if Orange has registered all “affordable units” with the Department of Housing.		Staff	
4. If eligible, apply for an “affordable housing” moratorium as provided in CGS Section 8-30g.		Staff	
5. Consider modifying the accessory apartment regulations to require that such units be deed-restricted to rent at affordable prices (see CGS 8-30g (k)).		TPZ	
6. Consider adopting a model “Housing Affordability Plan” to be used in conjunction with any affordable housing development in Orange so that income qualification and occupancy changes are managed effectively.		Town	

BUSINESS & ECONOMIC DEVELOPMENT

10

Overview

In terms of the amount of business development, Orange has benefitted greatly from its location, transportation infrastructure, zoning, and the efforts of many people and organizations over the years. As a result:

- There are over 9,000 jobs in Orange according to the Connecticut Department of Labor,
- Orange residents have access to a wide variety of goods and services (there were over \$570 million dollars of retail sales in Orange in 2007), and
- About 21 percent of Orange's tax base is made up of business uses and this helps support a variety of municipal services and programs.

Business issues for consideration include:

- *Promoting business development, and*
- *Promoting redevelopment of Route 1.*

United Illuminating



PEZ Candy Visitor Center



LL Bean Store



Marriott Courtyard



Continue To Promote Business Development

Orange has been very fortunate in being able to attract the business development it has. While part of the past success relates to Orange’s location, transportation infrastructure and zoning, a lot of it has to do with the people who have helped make it happen.

The Orange Economic Development Corporation (OEDC) is a private, not-for-profit organization dedicated to fostering economic development in Orange. The OEDC works with the Town, realtors, State agencies and others to promote business development and encourage economic growth. The OEDC:

- helped push for the extension of Edison Road to connect from Marsh Hill Road to Prindle Hill Road and improve traffic circulation in this area,
- publishes a magazine (“Orange Life”) highlighting local businesses and activities which is delivered free to local households,
- works to support existing businesses and attract new businesses.

The Town’s Economic Development Commission participates in many of these efforts and undertakes additional efforts to enhance the Town’s ability to attract retail, commercial, and industrial businesses including:

- a monthly electronic newsletter, and
- annual activities such as a community and business exposition and an annual broker’s tour.

Orange will continue to promote a vibrant economic base and continue to encourage well-planned development in the “economic area.”

Continue To Promote Business Development		See inside back cover for legend	
Policies	Leader	Partners	
1. Continue to promote a vibrant economic base in Orange.	Town	OEDC	
2. Continue to encourage well-planned development in the “economic area.”	TPZ	EDC, OEDC, DRB	
3. Continue to support the efforts of the Orange Economic Development Corporation and the Town’s Economic Development Commission.	Town		

Promote Redevelopment On Route 1

Over the years, the character of Route 1 has changed:

- Front yard landscaping has been lost due to widening of the road to four and five lanes and with addition of turning lanes,
- Lower maintenance landscaping has, in some cases, turned into “no maintenance” landscaping
- Paved areas have deteriorated
- Some buildings (especially those on smaller lots) have not been upgraded.

At the present time, since there is a strong market for buildings along Route 1, it may not make financial sense for some property owners to renovate because they can get similar rents without investing any additional money in their property. In these kinds of situations, the overall character of the corridor and the community can suffer.

On the other hand, if there was a way to allow for additional floor space, property owners might then be inclined to renovate their properties because the additional floor space could increase their economic return. At the same time, it might be possible to get properties upgraded with more landscaping, renovated facades, and improved parking areas.

It may surprise some people to realize that it is parking requirements, not building coverage limits, which are the greatest limiter of development yield. In fact, in commercial areas, each square foot of building floor area can require one-and-a-half to two square feet of paved area.

Ratio of Parking Area to Building Area



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Review of the parking requirements in the Zoning Regulations suggests that it might be possible to reduce the parking standards for several use categories. These are the use categories which are most prevalent along Route 1:

- Shopping centers (4.75 spaces per 1,000 SF)
- Retail stores (4.75 spaces per 1,000 SF)
- Restaurants (16 spaces per 1,000 SF of patron floor area)
- Offices (4 spaces per 1,000 SF)

Information from the Institute of Transportation Engineers (ITE) and observation of parking areas along Route 1 suggest that the parking requirements in Orange may be requiring more spaces than are really needed. Even on the busiest shopping day of the year, Orange residents have observed that there is parking available at local stores.

At the same time as any change to the parking requirements, Orange could also upgrade local regulations to encourage or require the following:

- Front yard landscaping and parking lot landscaping (planted islands),
- Signage modifications (attached or detached),
- Lighting regulations,
- Improved drainage (such as “low impact development”, and
- Access management in terms of interconnecting parking lots and reducing the number of driveways.

Orange could also consider establishing a “design review process” to enhance the overall design of buildings and sites of Route 1 at the time of any redevelopment.

If Orange was to reduce the parking ratios for some of these uses and make some of the other regulation changes, it might create development opportunities for some properties along Route 1 and this could be a win-win situation:

Property Owners	Community
More floor area More rental income Higher property value Enhanced character	Improved building facades More front yard / parking lot landscaping Improved pavement areas Low impact development (drainage) More tax base Enhanced character

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Possible Benefits of Encouraging Redevelopment



Promote Redevelopment On Route 1		See inside back cover for legend	
Policies	Leader	Partners	
1. Promote redevelopment along Route 1.	TPZ	EDC, OEDC	
Initial Tasks	Leader	Partners	
2. Consider reducing the parking requirements for certain uses.	TPZ	EDC, OEDC	
3. Consider modifying site development standards (landscaping, signage, drainage, lighting, etc.) to promote the enhancement of Route 1 whenever new development or redevelopment occurs.	TPZ		
4. Consider establishing a design review process to help guide the redevelopment of Route 1	TPZ	DRB	

Consider Simplifying The Business Zoning Approach

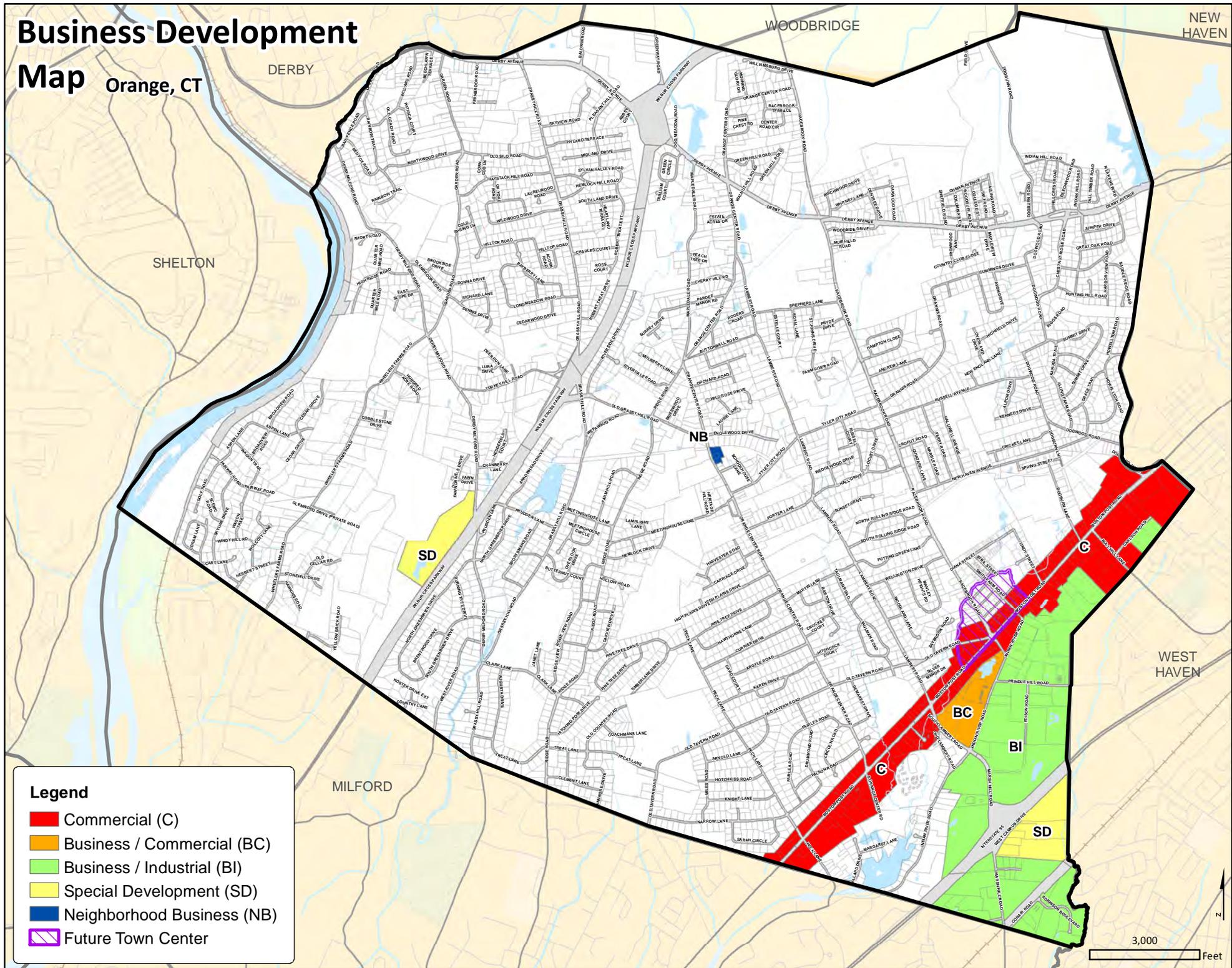
At the present time, Orange has ten business zones in the Zoning Regulations and nine business zoning districts on the zoning map. In many cases there are very subtle distinctions in permitted uses or dimensional standards between the zoning districts. As part of this planning process, the Town Plan and Zoning Commission reviewed the different zoning districts and will consider simplifying the overall zoning scheme to help guide business development.

1. **Neighborhood Business (NB)** - In Orange Center, consider renaming the Local Shopping Center (LSC) district to the Neighborhood Business (NB) district. The extent of the zone and the permitted uses would stay the same.
2. **Commercial (C)** - Along Route 1, consider merging the Commercial-1 (C-1), Commercial-2 (C-2), and Local Shopping Center (LSC) between Lambert Road and Racebrook Road together into a new zone called Commercial (C). Service stations, repair garages, contractor “shops”, and adult use establishments could be regulated by Special Permit.
3. **Business-Industry (BI)** – Consider merging the Light Industrial-1 (LI-1), the Light Industrial-2 (LI-2), and the Business Office Park (BOP) together into a new zone called Business-Industrial (BI).
4. **Business-Commercial (BC)** – Consider renaming the Light Industrial 3 zone as Business Commercial (BC). This zone would continue to allow a mix of light industrial and commercial uses
5. **Special Development (SD)** – Consider merging the Light Industrial 4 and the Office Park districts into a Special Development (SD) district – one for the Yale West Campus and the other for UNH Campus. The uses and dimensional standards will be different for these two areas and this could be addressed in the regulation based on whether the use was east of I-95 or west of the Wilbur Cross Parkway.

Consider Simplifying The Business Zoning Approach		See inside back cover for legend	
Initial Tasks	Leader	Partners	
1. Simplify the current business zoning configuration to help guide business development.	TPZ		
2. Incorporate purpose statements in each of the business zoning districts to help clarify their intent.	TPZ		

Business Development Map

Orange, CT



Legend

- Commercial (C)
- Business / Commercial (BC)
- Business / Industrial (BI)
- Special Development (SD)
- Neighborhood Business (NB)
- Future Town Center

Enhance Overall Traffic Circulation

With the completion of the Edison Road connection from Marsh Hill Road to Prindle Hill Road, Orange has made great progress in terms of enhancing traffic circulation in the “economic area.” This achievement has been recommended in Orange Plans since the mid-1960s and its benefits will become apparent.

Still, there are three additional traffic circulation improvements to be considered in the future:

- Seek to add additional turning lanes on Route 1,
- Access management (driveway sharing, interconnected parking lots, and other approaches) on properties along Route 1, and
- Extension of Edison Road to Bull Hill Lane (see the “Transportation” chapter in the POCD).

Portions of the eastern end of Route 1 have already been improved to include additional turning lanes. Although the Connecticut Department of Transportation does not currently have funding to continue this work, it should still be a priority.

Enhance Overall Traffic Circulation		See inside back cover for legend	
Policies	Leader	Partners	
1. Continue to seek construction of additional turning lanes along Route 1.	Town	TPZ, PD, EDC, OEDC	
2. Continue to encourage or require driveway sharing, interconnected parking lots, and other access management approaches along Route 1.	TPZ	EDC, OEDC	
3. Seek to continue Edison Road to Bull Hill Lane.	TPZ	EDC, OEDC	

Enhance Pedestrian Circulation Over Time

There is little doubt that Route 1 is not a hospitable place for a pedestrian. Yet, more and more people are interested in walking and Orange could start to make provisions for pedestrians in its business areas. This can include sidewalks or pedestrian walkways which will allow people to walk to destinations or for recreation in a safe way.

**Example From Another Community
Of People Walking On The Shoulder
Due To A Lack Of Sidewalks**



**Example From Another Community
Of Someone Walking In The Roadway
Due To A Lack Of Sidewalks**



Enhance Overall Pedestrian Circulation Over Time		See inside back cover for legend	
Policies	Leader	Partners	
1. Seek ways to enhance pedestrian circulation in business areas.	TPZ	PD	

Pre-Application Review

Notwithstanding any other provision of the general statutes, prior to the submission of an application for use of property under chapters 124, 126, 440 and 541 or any other provision of the general statutes authorizing an authority, commission, department or agency of a municipality to issue a permit or approval for use of such property, such authority, commission, department or agency or authorized agent thereof may separately, jointly, or in any combination, conduct a pre-application review of a proposed project with the applicant at the applicant's request.

Such pre-application review and any results or information obtained from it may not be appealed under any provision of the general statutes, and shall not be binding on the applicant or any authority, commission, department, agency or other official having jurisdiction to review the proposed project.

CGS Sec. 7-159b

Consider Managing Non-Conformities

There are several situations in Orange where there are non-conforming business uses in residential and business zones. Some communities have concluded that the approach of “eliminating non-conformities over time” has not proven particularly successful since such uses tend to persist and can deteriorate over time. As a result, some of these communities have adopted language allowing non-conforming uses and/or buildings to be modified over time (by Special Permit) provided that the Commission finds that such modification will make the use more compatible with the neighborhood and the community. The Commission may consider a similar approach in Orange.

Consider Managing Non-Conformities		See inside back cover for legend	
Policies		Leader	Partners
1. Consider whether to provide an opportunity to manage non-conforming uses.		TPZ	

Continue Encouraging Informal Discussions

Section 7-159b of the Connecticut General Statutes allows the Town Plan and Zoning Commission to have an informal discussion with potential applicants to assist them with understanding important policy issues before expending funds to prepare a detailed application. The Town Plan and Zoning Commission recognizes the benefits of informal discussions and will continue to conduct them.

Consider Encouraging Informal Discussions		See inside back cover for legend	
Policies		Leader	Partners
1. Continue encouraging informal discussions.		TPZ	

OTHER DEVELOPMENT STRATEGIES

11

Overview

Orange will also consider strategies to guide other types of development, as appropriate.

Institutional Development



Transit-Oriented Development



Town Center-type Development



Other development strategies for consideration include:

- *Institutional development,*
- *Transit-oriented development, and*
- *Town Center type development.*

Guide Institutional Development

A number of institutional facilities are located in Orange and indications are that the zoning regulations and development standards are effective in ensuring compatibility with their surroundings.

Yale University - West Campus – Yale University acquired the former Bayer Pharmaceutical complex in 2007 and is utilizing the campus as a multi-disciplinary education and research center. The 20 buildings and 1.6 million square feet at Yale West (most of the buildings are in West Haven) are being used for everything from cutting edge scientific projects to educational programs to storing ancient artifacts. A shuttle runs every hour connecting this campus to the main campus in New Haven and the Yale West campus will benefit from the proposed Orange rail station which will be nearby.

The Campus in the Light Industrial 4 (LI-4) zoning district and is the only area so zoned in Orange. The zoning regulations allow for the uses contemplated by Yale. Additional use changes could be contemplated in the future as the campus evolves.

University of New Haven - Orange Campus – The University of New Haven acquired the former Hubbell corporate headquarters complex in 2013 for use as a campus for some of its graduate programs. The 46-acre property currently has 70,000 square feet of floor space and additional space could be added in the future. The existing building overlooks a pond and is visible from the Wilbur Cross Parkway.

The Campus in the Office Park (OP) zoning district and is the only area so zoned in Orange. The zoning regulations allow for the uses located there and will support additional uses in the future. The floor area limitation (20%) and lot coverage limitation (30%) ensure that the campus will remain a lower intensity use due to its location within a residential district.

Churches And Other Institutional Uses – At the present time, churches and other institutional uses are allowed in the Residence district if the Town Plan and Zoning Commission grants a Special Use Permit. The review criteria contained in the zoning regulations (sections 383-136 and 383-137) appear to provide adequate guidance to the Commission at this time.

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Guide Institutional Development	See inside back cover for legend	
Policies	Leader	Partners
1. Continue to guide institutional development to enhance the community and its overall quality of life.	TPZ	

Yale West Campus



UNH - Orange Campus



Encourage Transit-Oriented Development

For a number of years, the Connecticut Department of Transportation (CT-DOT) has been investigating the establishment of a commuter train station in Orange along the Metro-North New Haven line. The station would be located in the extreme southern end of Orange near the intersection of Salemme Lane and Marsh Hill Road.

The New Haven line provides daily rail service between New Haven and Grand Central Terminal in New York. A train station in Orange would make Metro-North rail service more convenient for Orange residents and provide ample parking (very near Exit 41 on Interstate 95) to support rail commuters from other communities. A lack of convenient parking has been one of the main challenges along the New Haven line for many years.

Overall there are anticipated to be benefits to the community from development of the train station:

- Convenience to residents,
- Convenience for employees of local businesses,
- Support of local enterprises (such as the Yale West campus)
- Attractive of future businesses,
- Generator of traffic which can help support local businesses

At this time, the proposal being considered by CT-DOT involves private construction of the train station and a parking structure in conjunction with private development of commercial space and about 250 rental apartments. The State would lease the improvements for 40 years and then obtain ownership.

In 2009, a “zoning review study” prepared for the Town Plan and Zoning Commission recommended consideration of high density mixed use development in this location provided that such development was “firmly tied” to the construction of the railroad station. In 2010, the Commission adopted a Transit-Oriented Development District regulation (codified as Section 383-216 of the Zoning Regulations) and established a Transit-Oriented Development District Overlay zone which contained similar language.

Orange will continue to support development of a train station in Orange and promote transit-oriented development in and around the train station provided that it is “firmly tied” to the construction of the railroad station.

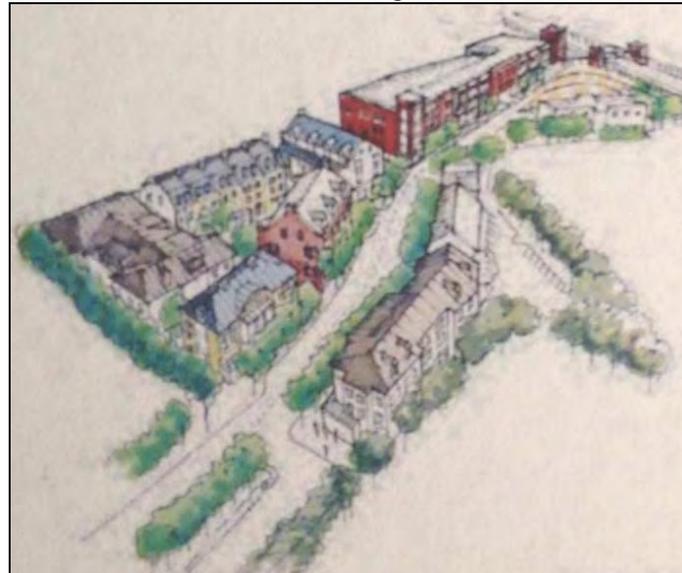
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Encourage Transit-Oriented Development		See inside back cover for legend	
Policies	Leader	Partners	
1. Continue to support development of a train station in Orange.	TPZ	Town	
2. Continue to promote transit-oriented development in and around the train station.	TPZ	Town	

Concept Plan



Rendering



Considerations

The area around Old Tavern Road and Racebrook Road was selected for illustrating this concept since:

1. This area is somewhat challenged at the moment because Racebrook Road is a main roadway connecting many Orange neighborhoods (and Woodbridge) to Route 1 and Interstate 95.
2. Traffic operations at the intersection with Route 1 are challenged by the fact that it is a “five-cornered” intersection because of Old Tavern Road coming in.
3. Some of the uses in this area are challenged by small lots and shallow lots with individual driveways and/or poor visibility.
4. The Indian River travels through this area but it is not particularly visible or accessible.
5. The transition between residential uses is handled by a planted buffer rather than by a natural transition such as a watercourse.

Consider Town Center-Type Development

While Orange Center has been the civic and governmental focal point in the community for many years, Orange does not really have a Town Center where people can walk around a pedestrian-friendly mixed-use area. As part of this planning process, the Town Plan and Zoning Commission considered whether they wish to encourage this type of development in the future.

One area which *may* have potential for consideration for redevelopment in this way is the area around the intersection of the Post Road in the Racebrook / Old Tavern / Indian River area. Allowing redevelopment of this area as a “town-center-type” development might include the following:

1. Old Tavern Road is rerouted north to create a new intersection with Racebrook and continue further east as a new “Main Street.”
2. This new “Main Street” is intended to be a pedestrian friendly walking street with on-street parking, wide sidewalks, and active uses along the street (shop windows, restaurants, outdoor dining, etc.).
3. Additional parking areas are located to the rear of buildings.
4. A “riverwalk” is created along the Indian River.
5. Uses closer to Route 1 (south) would more likely be retail and office while uses to the north would more likely be residential apartments and/or condominiums.
6. This 48 acre area has about 430,000 SF of building coverage and between about 860,000 and 1,075,000 SF of floor area depending on whether the buildings are two- or two-and-a-half stories.
7. The overall yield of about 20,000 SF/acre is roughly double what is achieved in other zones along Route 1.

Please note this “case study” is intended to be an illustration of an alternative development approach which Orange may wish to consider at some time in the future. It is not intended to reflect a particular development proposal or concept.

Existing Conditions



Illustrative Concept (For Discussion Purposes Only)



Fuss & O'Neill

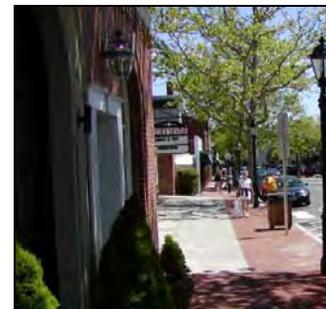
Possible Zoning Strategies

Land use regulations for town-center-type areas can be different than typical zoning regulations. This is because the uses are much more intense and the overall form which is required involves more review by the Commission.

Some communities around Connecticut have adopted “planned development districts” (sometimes called “special development districts” or by other names) and Orange may wish to consider a similar type of approach.

Alternatively, some communities have enacted a “form-based” approach and Orange may wish to consider this approach instead.

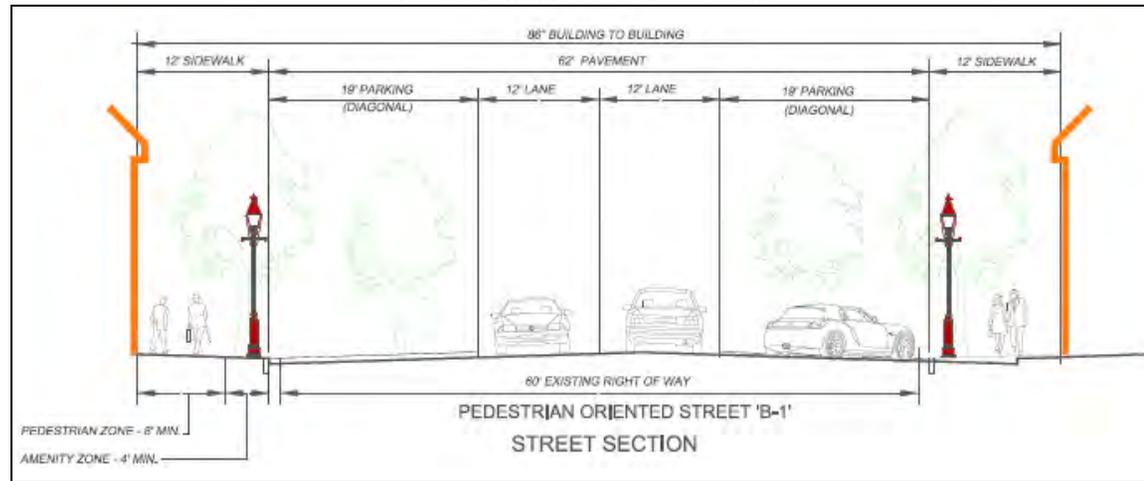
Possible Concepts For A Mixed Use Pedestrian-Friendly Village-Type Area



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Consider Town Center-Type Development		See inside back cover for legend	
Policies		Leader	Partners
1. Consider allowing or encouraging Town Center-type development in an appropriate location.		TPZ	EDC, OEDC, DRB

Potential "Main Street" Cross Section



Existing Streetscapes and Development Patterns

