

## D. Overlay Districts

1. **Industrial Heritage Overlay District (IHOD)** – This overlay district consists of designated properties which (1) contain historic river mills aged one hundred (100) years or greater from the effective date of these Zoning Regulations and (2) are eligible for the inclusion of residential uses by an IHOD Special Permit. It is a special district to protect and maximize the economic potential of several river mill structures important to the Town’s history, character, and landscape. The IHOD shall apply to the following river mills locations:

- Monohansett Mill (83 Canal St., Assessors Map 15, Lot 140)
- Cargill Falls Mill (52 Pomfret St., Assessors Map 15, Lot 81 and 58 Pomfret St., Assessors Map 15, Lot 127)
- Morse Mill (241 Morse St., Assessors Map 11, Lot 62 and 245 Church St., Assessors Map 11, Lot 18)
- Belding Mill (107 Providence St., Assessors Map 7, Lot 331)
- Nightingale Mill (350 Kennedy Dr., Assessors Map 11, Lot 65)
- Rhodes Mill (328 Kennedy Dr., Assessors Map 11, Lot 133)
- Whipple & Gilpatrick Mill (51 Pomfret St., Assessors Map 15, Lot 58)

All maps and lots listed above are as shown on Assessors Maps in effect as of May 28, 2014.

### Industrial Heritage Overlay District Regulations

**A. Statement of Purpose.** The Town seeks to protect its remaining historically and architecturally significant structures and, in doing so, to require consideration of the physical, architectural and cultural context of such structures before approving redevelopment proposals which would alter such structures to add residential uses. Industrial Heritage Overlay Districts are intended to encourage renovation and/or adaptive re-use of Putnam’s historic river mills, retain the potential for commercial and industrial development while permitting residential development, and preserve historic architectural design elements while adapting obsolete or underutilized structures and appurtenances to 21st Century needs. Factors to be considered by the Zoning Commission (the “Commission”) in approving an IHOD Special Permit include:

1. To the maximum feasible extent, preservation of buildings and building elements possessing historic or architectural significance. Building additions shall be architecturally compatible with existing historic structures and the neighborhood (when feasible), and respect exterior attributes of such structures and neighborhood.
2. Adaptive re-uses that promote and incorporate a mix of uses in a proportion and in a scale which promotes physical and economic compatibility and that enhance the opportunity for creative development provided that residential living units shall not exceed 75% of the total square feet of re-use. The type, density and placement of each proposed use shall be indicated in the IHOD Application.
3. Compatibility with neighboring land uses, safe site access and egress for vehicular traffic, promotion of pedestrian safety, and provision for adequate parking. Adverse impacts to the surrounding neighborhoods, such as excessive lighting or noise, shall be avoided or mitigated.

4. Promotion of the vitality of the town's riverfront, including to provide for the public's use and enjoyment, preserve the scenic quality of wetland habitat, promote river related recreation, and provide for the protection of the river bank. New uses locating in the Industrial Heritage Overlay District should be of pedestrian scale and orientation; ensure the public's visual access and enjoyment of the river; evoke a feeling of the industrial history of the area; include design orientation both to the river and to the public way; and integrate public outdoor activities.
- A. **Non-Residential Mixed-Use Projects.** In the IHOD, an IHOD Special Permit shall not be required for projects which do not include residential uses. Regulations for the underlying zoning district shall govern such non-residential mixed-use projects.
- B. **IHOD Conceptual Development Plan.** Applicants are strongly recommended to initiate a pre-application meeting(s) with the Commission to allow informal discussion(s) between the applicant and the Commission of an IHOD Conceptual Development Plan. This process is intended to provide the Applicant with the Commission's input on the proposed project, which the applicant can then utilize in preparation for the detailed engineering work necessary to prepare the formal submission of the IHOD Special Permit application and its accompanying Final Development Plan, thereby minimizing delay, expense, and inconvenience to all interested parties. To facilitate productive discussion on the project, the IHOD Conceptual Development Plan should include all of the following exhibits:
1. **Executive Summary:** A summary description of the proposed project which includes a section proposing plans or reports to be included in the Final Development Plan.
  2. **Existing Site Conditions Plan.** A submittal in the form of a map or an annotated aerial photograph showing property lines, the approximate location of existing site conditions and structures.
  3. **Preliminary Circulation Plan.** A submittal in the form of a map or an annotated aerial photograph showing the approximate locations of all access and egress points and preliminary locations of internal circulation routes, including roads, drives, ways, pedestrian walks and paths within the proposed development.
  4. **Preliminary Site Development Plan.** A submittal in the form of a map or an annotated aerial photograph showing approximately: (1) the approximate locations of structures to be retained, substantially rehabilitated, demolished or reconstructed, and the proposed allocation of uses therein expressed as total square feet for each use; and intended ownership of each type of proposed use. (2) The location and capacities of areas to be designated for common spaces and public spaces, including parking and service areas and areas to be landscaped (the general location for parking may be known, but total number of spaces may not be available at the Conceptual Development Plan Stage).
  5. **Preliminary Building Elevations Plan.** A submittal, including renderings of architectural style, showing how the proposed project fits within the surrounding neighborhood context.

Neither the pre-application meeting(s), the informal discussion(s) of the Concept Development Plan, nor the Commission's suggestions shall be deemed to constitute approval or denial of any portion of the IHOD special permit application.

- C. **IHOD Special Permit Application Procedures.** Projects which include residential uses within the Industrial Heritage Overlay District require approval from the Zoning Commission of an IHOD Special Permit for which an applicant must secure approval from the Commission of an IHOD Final Development Plan. Following an IHOD Special Permit application submittal, a hearing shall be scheduled with the Zoning Commission wherein the Owner/Developer presents the contents of the application and responds to questions from the Commission. The Zoning Commission thereafter may indicate considerations, conditions, or requests for the IHOD Final Development Plan and ensure the resulting project is consistent with IHOD goals. If the Zoning Commission finds that a proposed IHOD Final Development Plan is in substantial accordance with or represents the purpose and intent of the IHOD District, and that all fee payments have been made, the Commission may then approve such IHOD Final Development Plan and cause an IHOD Special Permit to issue.
- D. **IHOD Final Development Plan.** The IHOD Final Development Plan shall include all of the following elements:
1. **Executive Summary.** A summary description of the proposed project which includes a section discussing input received from the Zoning Commission in its review of the Applicant's IHOD Conceptual Development Plan, if any, and how that input has or has not been incorporated into the IHOD Final Development Plan.
  2. **Final Plans or Reports.** Submittals updating each of the preliminary plans / plan sheets reviewed at the IHOD Conceptual Development Plan discussion, if any, and providing the indicated additional reports, if any; plans shall be at a scale required by the Zoning Commission.
  3. **Final Existing Site Conditions Plan.** A map showing property lines, the location of existing site conditions and structures, including wetlands and water courses, easements, street rights-of-way, access points, trees and landscape features.
  4. **Final Circulation Plan.** A submittal in the form of a map showing the locations of all access and egress points and all internal circulation routes, including roads, drives, ways, pedestrian walks and paths within the proposed development. If more than 15 residential units are proposed, the Final Circulation Plan shall be accompanied by a trip generation report and analysis at normal and peak conditions, prepared by a professional traffic engineer, indicating projected traffic flows, directions, and volumes both to and from the proposed development and their projected effects on major intersections within one-half mile of the nearest boundary of the IHOD, and any proposed improvements that would result in an adequate level of service at affected intersections.
  5. **Final Site Development Plan.** A submittal in the form of a drawing showing: (1) Preliminary floor plans for each proposed use, including a notation of square footage and unit counts on each floor. (2) the locations of structures to be retained, substantially rehabilitated, demolished or constructed, and the proposed allocation of uses therein expressed as total square feet for each use, including the specific types of proposed residential use (i.e., market-rate, affordable, or age-restricted housing); and intended ownership of each type of proposed use. (3) The location, capacities, and square feet of areas to be designated for common spaces and public spaces, including parking and service areas, areas to be landscaped, and the number of parking spaces in each area to be designated for parking.

6. **Final Utilities Plan.** If underground utility line changes are proposed, a submittal shall be made in the form of a map showing the location and directional flow of existing and proposed storm drainage and sanitary sewers, and connections with existing and proposed interceptors, outlets, or trunk lines outside the IHOD. This Plan shall include a letter signed by the Town's Water and Sewer Superintendent verifying the location, availability, and capacity of water and sewer utilities capable of serving the development, as well as letters of confirmation from other utilities proposed to be utilized in the property.
7. **Final Building Elevations Plan.** If changes are proposed for a historic river mill's exterior, or if additions or new structures or demolition is proposed, a submittal shall be made, including renderings of architectural style, materials for exterior of buildings; elevations should show how the proposed project fits within the surrounding neighborhood context.
8. **Final Construction Scheduling Plan.** A submittal indicating an approximate construction timetable which illustrates a schedule for the development of each phase of the IHOD. This timetable shall also include the square footage for each use in each indicated phase and the approximate location of such phases within the IHOD.
9. **Erosion and Sediment Control Plan.** A submittal with notes and detail drawings to show silt fence/hay bale and other mitigating measures.
10. **Drainage Plan & Drainage Report.** A submittal with notes and detail drawings showing type of drainage and water quality control systems proposed.
11. **Other Relevant Information.** Such other relevant information as the Zoning Commission may require in order to determine whether a proposal is consistent with the objectives of the town's "Industrial Heritage Overlay District". The final application shall include the information required under the Conceptual Development Plan if not previously provided to the Commission. The Commission may require additional drawings to supplement the above when more information is needed or special conditions occur.
12. **State Reviews.** Letters of certificate from the State Highway Department and Traffic Commission, where appropriate.
13. **Inland Wetlands Review.** A letter indicating preliminary review and approval by the Inland Wetlands Commission.
14. **Putnam Redevelopment Agency Review.** Submittal of a written recommendation from the Putnam Redevelopment Agency indicating that it has reviewed the Applicant's exterior plans and design drawings and concluded that they are architecturally compatible with existing historic structures and the neighborhood.
15. **Public Hearing Notice.** A list of adjoining property owners and copy of letter notifying them of the IHOD Special Permit application and scheduling of a public hearing.
16. **Boundary Survey.** If additions or new structures or demolition is proposed, or if new access or egress points are proposed, a survey of the proposed project shall be prepared to Class A-2 accuracy by a Connecticut licensed land surveyor.

17. **Design Drawings.** Submittals to scale showing:

- a. Exterior drawings of the proposed project illustrating design details.
- b. Design type, style and color of materials for the building façade and roof.
- c. Details and descriptions of window and exterior doors.
- d. Details and descriptions for all architectural trim and features.
- e. Details and descriptions of proposed awning types, lighting, and signage.

18. **Landscaping and Parking Plan.** A detailed plan showing all site features, landscaping, parking layout and spaces, and finished grading.

E. **IHOD Design and Construction Standards.** The following standards shall apply to the renovation and/or adaptive re-use of all IHOD properties:

1. **Encroachments.** Adaptive re-use requires flexibility, any existing historic structures located within the IHOD District is deemed to be conforming in terms of any encroachments on front, side and rear yard setbacks, maximum height and floor area ratio.
2. **Residential Density.** The following assumptions shall be used in calculating residential density:
  - a. A maximum of 75% of the total floor area to be renovated and/or re-used in an existing historic structure may be used for residential living units; the remaining 25% or more of the total floor area to be renovated and/or re-used in an existing historic structure shall be used for permitted non-residential uses and/or residential amenities exclusive of stairways, hallways and public spaces.
  - b. A living unit shall include no less than 30% of its square footage configured as sleeping space. The minimum size of the first sleeping space shall be 150 SF. The minimum permitted living unit shall be 500 SF plus 150 SF for the first sleeping space/bedroom included in a unit. Additional bedrooms shall be a minimum of 120 SF with no wall less than 9½ feet in length. No more than sixty percent (60%) of the total number of permitted residential units on the site shall be one-bedroom or less, and no more than fifteen percent (15%) of the total number of permitted residential units on the site shall be efficiency units.
3. **Build Out.** An IHOD Special Permit shall require that no certificate of occupancy for residential units shall be issued until such time as all residential spaces and non-residential spaces have a completed weathertight shell, which shall include a completed weathertight roof, walls, floor, windows, and doors.
4. **Additions.** Existing buildings may be proposed to be enlarged – provided that such addition is consistent with the structure’s exterior historic architecture and does not exceed 25% of the total square feet of existing buildings, not including unusable spaces.

Non-residential auxiliary structures may be permitted if they are architecturally compatible with the primary river mill structure.

**5. Circulation and Access.**

- a. Traffic and safety impacts to existing and proposed roads shall be minimized.
- b. Curb cuts shall be limited.
- c. Access shall be provided to the extent feasible through existing side streets or shared driveways.
- d. Pedestrian and vehicular traffic shall be separated.
- e. Walkways shall be provided for access to adjacent properties and between businesses.

**6. Parking.**

- a. Residential off-street parking shall be provided at a ratio of no less than 1.5 spaces per dwelling unit, and parking required for all non-residential uses shall be governed by Section 601 of these Regulations; provided, however, that the Commission shall determine the total parking requirement. The Commission may consider written agreements for shared off-site parking proximate to the site provided the applicant satisfies the Commission that the agreement is legally enforceable and of sufficient duration to avoid future problems. The applicant should also provide a viable long term alternate solution if the agreement to provide off-site parking is not permanent in nature. The Commission may also consider a written on-site shared parking arrangement that allows a reduction in the number of required on-site parking spaces such that the peak usage periods of the various uses on the site will not occur simultaneously. A request for such a shared parking agreement, prepared by a registered traffic engineer, shall be submitted in narrative form, and shall be graphically depicted on a separate plan sheet, which shall demonstrate the specifics of the request and the justification for shared parking for the particular project. Any such shared parking agreements shall be approved by the Commission and shall be recorded in the Land Evidence Records of the Town.
- b. Parking lot design and landscaping shall conform to Section 601, and to this Section, Subsection B.8. below, where applicable.

**7. Lighting.**

- a. Parking areas shall be illuminated to provide appropriate visibility and security during hours of darkness.
- b. Exterior lighting shall be architecturally integrated with the building style, material and colors.
- c. Exterior lighting shall be designed so that light is shielded from direct offsite viewing and is not directed off or above the site.

- d. Fixture mounting height should be appropriate for the project and the setting. Use of low, bollard-type fixtures, three to four (3-4) feet in height is encouraged as pedestrian area lighting. The mounted height of fixtures in smaller parking lots or service areas should not exceed sixteen (16) feet, with lower mounting heights encouraged, particularly where adjacent to residential areas or other sensitive land uses.
  - e. Raised light pole bases shall be attractively designed and well-detailed to be compatible with the overall project.
  - f. The use of vandal resistant well lighting is encouraged for lighting monument signs.
8. **Landscaping.** There shall be a landscaped buffer strip of at least twenty (20) feet around any waterway or wetlands and at the outer edge of parking lots abutting property boundaries; provided, however, that the Commission may waive this requirement if the applicant demonstrates to the satisfaction of the Commission that alternative landscaping in this area is more appropriate for the subject site. Screening of mechanical equipment, trash, and loading areas shall be provided through the use of walls, fences, and/or dense, evergreen plant materials. Existing trees shall be maintained as practicable and any new trees shall be carefully selected and located where they will complement the building elevation. Tree species, when additional trees are proposed, should be selected with root growth habits that will not cause damage to sidewalks, or such tree species should be sited away from such hardscape areas. Street tree placement shall include consideration for vehicle line of sight, entrance and exit curb cuts, street light and traffic control devices, and other site specific conditions.
9. **Buffers.** Common walls between residential and non-residential uses shall be constructed to minimize the transmission of noise and vibration. Residential buildings to be constructed or rehabilitated shall be designed to filter out noise and vibration through construction employing, but not limited to, such techniques as applying soundproofing material between dwelling units laterally and vertically, and between different uses; employing staggered joists and insulation. Non-residential uses shall be designed and operated, and hours of operation limited where appropriate, so that neighboring residents are not exposed to offensive noise, especially from traffic or late-night activity. No amplified music shall be audible to neighboring residents. No use abutting residential use shall engage in or cause very loud activities. Odor, dust, and fumes shall be effectively confined to the origin of its use and so disposed as to avoid air pollution and its dissemination to other uses within the IHOD and other adjacent properties. Where the IHOD abuts a residentially zoned property, a buffer strip equal to the abutting setback requirements shall be required.
10. **Storage.** Outside storage of recreational vehicles, trailers, pleasure craft and boats shall not be permitted in an IHOD. Except as specified below, outdoor storage shall be enclosed within permanent walls or fences integrated into the design of the building and shall be screened from view from public ways and abutting properties.
- a. Storage of goods thereon shall not exceed the height of screening walls or fences.
  - b. Goods shall not be displayed in landscaped areas, on exterior walls, or in parking lots, except where outdoor display areas have been delineated on the approved Final

Development Plan and such displays shall not impede the normal use of sidewalks or other pedestrian walkways.

- c. Vending machines shall not be allowed on the outside of any buildings.
- d. Garbage or recycling dumpsters/compactors shall have doors or lids that shall remain closed when not being loaded or unloaded and shall be contained in enclosures.
- e. Racks for seasonal storage of canoes and kayaks for recreational purposes shall be permitted on the premises in selected locations approved by the Commission and shown on the IHOD Final Development Plan.

#### 11. **Signage.**

- a. All signs in an IHOD shall be architecturally integrated with their surroundings in terms of size, shape, color, texture, and lighting so that they are complementary to the overall design, scale, character, use, and heritage of the building and are not in visual competition with other signs within the IHOD.
- b. Signs shall not obscure the building's architectural features or detailing.
- c. Sign materials should have matte or dull finish. Signs should be limited to two or three contrasting colors that are compatible to the colors on the building. Carved wooden signs are encouraged.
- d. Externally lit signs, with pendant lighting fixtures are encouraged. Any external spot or flood lighting shall be arranged so that the light source is screened from direct view by passersby, and so that the light is directed against the sign and does not shine into adjacent property or blind motorists and pedestrians.
- e. Signs with slots for changeable letters are prohibited. Signs with moving text or scrolls are prohibited.
- f. New signs proposed shall be incorporated into a signage program presenting unifying elements and providing logical, designated sign areas.
- g. The only freestanding signs allowed shall be three dimensional monument signs located at property entrances or exits and shall be limited to identifying the name of the property and shall not be greater than five (5) feet in height; provided, however, that the Commission may waive this requirement and wall sign requirements if the applicant demonstrates to the satisfaction of the Commission that alternative signage is more appropriate for the subject site as designed in a comprehensive sign package submitted along with the special permit application. In no instance shall a sign exceed the height of the adjacent building. Monument sign materials shall reflect the character of the use and the building the sign identifies and shall be made of permanent, durable materials such as concrete or brick.

12. **Stormwater.** Special attention shall be accorded to stormwater runoff so that the neighboring properties and/or the public stormwater drainage system are not adversely affected. Attention shall also be accorded to design features which address the affects of



rain, snow, and ice, with particular attention to affects on the areas between buildings and the river, and to provisions for snow and ice removal from circulation areas.

13. **Directional Expression & Sense of Entry.** Development shall be oriented so that both river and street side facades are primary. Materials on the riverside of a structure shall be of equal character and quality as those on the street side. Both facades should incorporate surfaces, colors, textures, materials, detailing and other building components that are consistent, dimensionally proportional and pedestrian friendly.
14. **Prohibited Uses.** Uses prohibited in the IHOD are indicated at Section 304 Table III-1 – Industrial Heritage Overlay District (IHOD) Special Permits. Residential uses in the IHOD shall not include the letting of rooms which shall mean living units kept, used, advertised, or held out to be a place where sleeping accommodations are furnished to roomers or boarders, whether for remuneration or compensation or not, on a transient, non-long term leased basis, but not to include residential uses operated as hotels or elderly facilities.
15. **Other Regulations.** The entire structure, and building permit plans submitted, shall satisfy all applicable building, fire, health, housing and zoning requirements and/or regulations of the town and such compliance will be a condition of the granting of occupancy permits. If required by the Building Inspector prior to the issuance of a building permit:
  - a. **Structural Report.** A comprehensive report shall be made providing an analysis of structural issues and measures necessary to secure the structural integrity of existing structures, including the structural integrity of buildings in which partial demolition is proposed and Retaining Wall Calculations for any proposed walls (design and cross section to be shown on a plan).
  - b. **Lighting Schedule and Plan.** A submittal showing existing and proposed exterior lighting, including building and ground lighting; locations, supports, mounting heights, and orientation of all luminaries and light distribution patterns.
  - c. **Remediation Plan.** A submittal locating areas to be mitigated, remediation procedures, controls to ensure safety and containment during remediation, and appropriate DEEP guidelines to be followed.

#### F. **IHOD Administration.**

1. **Third Party Consultants.** The Town may, at its discretion and through the Zoning Commission, hire third party consultants to aid the Fire Marshal, Zoning Commission, Inland Wetlands Commission, and/or Redevelopment Agency in their review of any proposed alteration, demolition or redevelopment of a river mills structure or site within an Industrial Heritage Overlay District and/or in the review of plans. The Building Inspector may require the Owner/Developer's licensed architect or engineer to inspect all work and to certify its compliance with approved plans. The fees estimated by third party consultants shall be borne by the applicant and shall be due and payable to the Zoning Commission prior to the applicant's filing of an IHOD Final Development Plan or application for an Alteration or Demolition Special Permit.

2. **Performance Security.** The developer, either individually or through the general contractor, shall provide to the Commission a project Performance Security Agreement which shall guarantee, to the Commission's satisfaction, the completion of the construction of all improvements necessary to ensure (1) the timely and adequate completion of any site improvements that will be conveyed to or controlled by the Town, and (2) the implementation of any erosion and sediment controls required during construction activities. The Performance Security Agreement shall be in a form acceptable to the Commission and approved by the Town Attorney. Such project security shall take the form of a Bank Deposit Escrow Agreement or a Letter of Credit. The agreement shall reference the specific project and the construction timeline and provide that the Commission may drawdown on the performance security should the developer fail to complete any site improvements that will be conveyed to or controlled by the Town and/or to implement any erosion and sediment controls required during construction activities within the timeline specified by the Commission. Performance security shall be in an amount equal to the anticipated actual costs for the completion of any site improvements that will be conveyed to or controlled by the Town and/or the implementation of any erosion and sediment controls required during construction activities as determined by a writing signed by the developer's engineer, accepted by the Commission and confirmed by independent review. Said performance security shall be released upon the developer's submittal of evidence that any site improvements that will be conveyed to or controlled by the Town and/or the implementation of any erosion and sediment controls required during construction activities have been completed, pursuant to the approved plans.
  
3. **Condominium Agreements.** If the dwelling units within the site are to be in the form of a condominium, the provisions of **Section 703 – Condominiums** shall be applicable.