

**NEW HAVEN CITY PLAN COMMISSION PLANNED DEVELOPMENT ACTION
NEW HAVEN CITY PLAN COMMISSION COASTAL SITE PLAN REVIEW**

RE: 475 LONG WHARF DRIVE, PDD #53, Detailed Plan Review, Site Plan Review and Coastal Site Plan Review for Construction of Community Boathouse on Platform at Canal Dock (Owner/Applicant: City of New Haven).

REPORT: 1456-02

ACTION: Approval with Conditions

PROJECT SUMMARY:

ADDRESS: 475 Long Wharf Drive near Canal Dock Road

SITE: 29.24 acres (1,273,740 SF) inc. land side = 1 acre

ZONE: PDD#53, CAM

USE: +/-30,000 SF Community Boathouse on 1.12 acre Platform; floating docks.

CONSTRUCTION: *platform:* steel pile supported precast concrete planks; *building:* concrete and steel with flood proof breakaway construction on lowest floor.

PROJECT COST: \$32 million (approximate)

OWNER/DEVELOPER: City of New Haven

AGENT: John Plante, Langan Engineering

Phone: 203-562-5771

ARCHITECTS: Gregg Weis & Gardner, New Haven

Phone: 203-468-1967

Dean Sakamoto Architects, LLC

SITE ENGINEERS: Langan Engineering & Environmental Services

Phone: 203-562-5771

CITY PLAN LEAD: Karyn Gilvarg

Phone: 203-946-6379

PROJECT MANAGER: Donna Hall

Phone: 203-946-7842

Submission: Development Permit application rec'd 08/18/11 (fee exempt due to City applicant), Site Plan Narrative, Narrative regarding Maintenance and Operation, Narrative regarding proposed Trash Removal and Recycling, Signage calculations, Analysis of proposed peak runoff discharges with drainage calculations and existing and proposed watershed area maps by Langan, Coastal Area Management Report 08/18/11 by Langan incl. previously issued permits and approved plans.

Topo Survey by Langan 11/04/09, Boundary Survey by Langan 07/02/10,

Plan set dated 08/19/11: Cover Sheet, Index, General Notes, Demolition Plan, Site Plan, Grading Plan north & south, Utility Plan & Details, SESC Plan & Details, Overall Landscape Plan, Site Sections, Landscape Notes & Details, Overall Lighting Plan, Notes & Details, Site Architectural Details, Site Enlargements.

Pile Plan, Pile Cap Plan, Elevations A & B, C & D, Bulkhead Rehab Plan, Elevation & Section.

Marina Site Plan, Transient Dock & Rowing Dock Plans & Details.

First & Second Floor Plans, Exterior Elevations, Envelope Details. Fire Protection 1st floor Plan, Plumbing and Electrical Plan.

Platform Key Plan, Entry Sign, Harbor Map, Timeline, Thematic Display, Building Key Plan, 1st & 2nd Floor Details.

Temporary Traffic Control Plan during Construction 08/30/11.

Colored renderings 07/22/11: southwest, southeast, northwest, & northeast views.

Previous relevant CPC Actions: PDD Appl & General Plans and CSPP Approval (CPC 960-01, 960-02, 05/02/84), PDD Boundary Amendment (CPC 985-13, 01/30/85), Flood Plain Variance and PDD Modification (CPC 1454-02, 07/20/11) Agreement (1455-05, 08/18/11).

PROPOSED ACTIVITY: As enabled by the Planned Development modification and Flood Plain Variance in CPC Report 1454-02, the City has submitted detailed plans and a coastal site plan application for construction of a platform on which to construct a community boathouse with related docks, gangways, esplanade, and public walkways connecting it to points east and west on Long Wharf Drive. The CPC approval required submission of detailed plans fleshing out the General Plans and PDD modification previously approved.

Detailed Site Plans: Only about 35' in width, the limited land side of the site has been designed as an accessible esplanade to allow for drop off and pickup of various crafts and passengers. The site is not intended to accommodate vehicles or vehicle parking aside from service and emergency vehicles in certain situations. Passengers will be dropped off with their rowing shells or other rooftop boats, and parking will be available in nearby locations at the Long Wharf Visitors Center, the "Liberty Belle" Building at Long Wharf, possible on street parking, and valet private parking by arrangement for special events. Additionally agreements may allow parking at nearby commercial entities such as the Long Wharf Maritime Center and IKEA.

Site Preparation: Granite curb will be removed and stacked or removed altogether. The concrete pad central to the landside will be removed. Existing utility boxes on site will be maintained and protected. 18 existing piles to the north of the platform location (adjacent to Leon's Restaurant) will be removed. Approximately 177' of the sites frontage will be "oversheeted" with steel sheet piles. A concrete cap will be placed on top of the sheetpiles, and the platform will be attached. The platform piles will be driven from low draft barges or from the land side.

Soil Erosion and Sediment Control Plan: A silt fence will be installed behind the existing steel bulkhead to limit the possibility of landside material entering the harbor. Inlets will be protected with silt sacks during the construction period. A turbidity curtain will be installed around the waterward limits of the project to limit disturbance outside the project area. A total of 500 cubic yards of material will be moved, removed or added to the site. No individual is named as responsible for monitoring the site to assure there is no soil or runoff entering City catch basins or the storm sewer system. Such individual shall be named and the name provided to the City Plan Department prior to City Plan signoff on building permit. Such individual is also responsible for assuring there is no dust gravitation off site by controlling dust generated by vehicles and equipment during the construction phase. Soil stockpiles if necessary shall be protected from dust gravitation and soil erosion. All SESC measures are required to be designed and constructed in accordance with the latest Standards and Specifications of the *Connecticut Guidelines for Soil Erosion and Sediment Control*. Such individual shall be responsible for determining the appropriate response, should unforeseen erosion or sedimentation problems arise. He is fully responsible for insuring that SESC measures are properly installed, maintained and inspected according to the SESC Plan. Should soil erosion problems develop (either by wind or water) following issuance of permits for site work, the contractor is responsible for notifying the City Engineer within twenty-four hours of any such situation with a plan for immediate corrective action.

Stormwater Drainage: Stormwater collected landward of the bulkhead will be conveyed through overland flow to the existing city drainage system in Long Wharf Drive or via overland flow to the harbor which is the existing condition. Runoff from the boathouse and platform will enter the harbor directly. As a result of the increase in impervious area flows from the site will be slightly more than the existing conditions. The platform is subjected to limited vehicles for operational uses but not parking. No impacts are anticipated to the downstream drainage system as the project site is adjacent to the final outfall, which is the Harbor.

Utilities: All providers of utilities have agreed that service can be provided to the site.

On the land side of the site are the exposed tops of two concrete outfall structures near the bulkhead's south end. The outfall is the City's combined sewer overflow (CSO) #25 fed by the overflow of the Union Street pump station as well as stormwater from the City storm sewer system. Near the south end of the shoreline is a pressure-reducing vault shed above ground.

Existing sanitary sewer infrastructure adjacent to the project site includes: 1) an 8" force main serving the building at the head of Long Wharf Pier which transitions to an 18" gravity line at a manhole in Long Wharf Drive; 2) a 36" DIP force main from the Boulevard pump station to the south the project which runs parallel to the bulkhead approximately 10' from the water, and 3) 10' x 10' x 6' above ground concrete air release chamber located to the north of Long Wharf Pier that will remain. New sanitary sewer service will connect to the existing gravity system in Long Wharf Drive by a small diameter force main and pump system to an existing manhole located on the landward side of the bulkhead.

Water service: The new water service to the boathouse will connect to the 12" DIP water line in Long Wharf Drive.

Electrical Service: A new transformer on grade on the land side will be connected by two 4" electrical conduits to two existing manholes to an existing transformer on grade across Long Wharf Drive installed by the State to serve the new I-95 highway lighting power. The existing transformer has a loop feed primary which can accommodate another service.

Gas Service: 3" gas service will connect from the site to an existing 6" SCG gas main in Long Wharf Drive.

Circulation/Loading/Parking: There will be a 22' wide drop off lane approximately 280' long. On site loading for special events will be possible with the removal of locking bollards in front of the dock extension. As noted above the site will not have on site parking but there are available public and private parking spaces within walking distance. To date no parking agreements have been submitted.

Trash/Recycling removal: The first floor space has an enclosure of approximately 300 SF for recycling and trash storage accessed from both the interior and exterior of the building. The enclosure would contain a number of bins for different types of recyclables and also for general trash from the kitchen area and restrooms. A private or City truck could enter the site through the entry with the removable bollards. The tenant space anticipated to be leased to the University of New Haven may have a specialized waste stream suited to the aquaculture labs, and a system for dealing with trash from this unit will be developed as part of the fit-out design and lease agreement.

Landscaping /Lighting: The parcel frontage currently has an asphalt walkway with sparse grass on either side. The esplanade and walkway will be attractively landscaped with salt and wind resistant trees and plantings and fitted out with benches and sitting walls. To stabilize the shoreline which is not bulkheaded, to the south of the esplanade there will be a bioplanted slope and any existing rip rap will be planted out with hardy plantings. An attractive standing decorative light fixture will be used on the site to indirectly reflect light on the esplanade and the pier extension. There will be racks for bicycles in several locations.

Sustainable Design Elements: Geothermal elements will be incorporated into the project with 38 borings on the land side of the site. Also solar features such as solar hot water and lighting elements (LED) will be incorporated.

Signage: The total area for all signage on site as shown on the submitted plans is 249 SF (Entry sign = 75 SF, Building sign = 24 SF, UNH Building sign = 150 SF).

Maintenance and Operation: The City has established a not-for-profit corporation, the Canal Dock Corporation, which will assume maintenance, management and operation responsibilities for the Canal Dock site and boathouse upon completion of construction. Through a lease arrangement with the City, Canal Dock Corp. will prepare programming and exhibits, oversee maintenance and operations including building space, docks, boating facilities, and plaza areas, and will advise the City on design of the improvements as they relate to operations.

Project Timetable: Work is expected to be initiated on the platform in March 2012 and finished by November 2013. (Platform construction = 175 days; Building Construction = 270 days).

PLANNING CONSIDERATIONS

Issues raised in the General Plan Review to be resolved in the Detailed Plan submission are as follows and responses are noted in *italics*:

- A full coastal site plan review will be conducted with review of Detailed Plans. *A coastal management report has been submitted and is part of this review.*
- Design for the drop off area is in the planning stages and will be finalized with the Detailed Plan submission, as will any parking arrangements with private providers. *Design for the drop-off area has been finalized in concert with City Transportation Dept. recommendation and is acceptable as shown. While arrangements with parking providers have not been finalized, conversations with several potential providers are in process.*
- There is an existing double left turn lane from Canal Dock Road northbound onto Long Wharf Drive which “squeezes” the site with its radius. The City prefers a single left turn lane northbound from Canal Dock Road, but a traffic study will be required by the Transportation, Traffic and Parking Department to determine whether a single lane will be sufficient to handle traffic. As Detailed Plans are developed, the City should take the opportunity to study potential treatment of the full extent of Long Wharf Drive in terms of public access, circulation and parking: *Now that ConnDOT has concluded that the location of I-95 Exit 46 northbound will remain in its current location, the City has initiated its opportunity to study various possibilities along Long Wharf Drive for lane widths, on street parking, off street parking areas, traffic calming measures, shoreline stabilization, accommodations for pedestrians and cyclists, etc.*

SITE PLAN REVIEW

The Detailed Plans have been reviewed by the Site Plan Review team with representatives from the Departments of City Plan, City Engineer, Building, Disabilities Services, and Transportation, Traffic and Parking and have been found to meet the requirements of City ordinances, Regulations and standard details with the following comments:

Engineering:

- *On gangways check horizontal angle & lift for extreme tides*
- *Check wind loads on exterior lighting fixtures*

Transportation:

- *Final traffic control plans along with supporting traffic data shall be submitted prior to the issuance of building permits*
- *Pedestrian traffic must be maintained along the site during the construction period*

City Plan:

- *Work laydown areas and construction worker parking arrangements to be provided prior to issuance of building permits*
- *If platform work is to be performed from the land side, operations/logistics plan will be required to describe how/where piles and other materials will be delivered to or stored on the site and how work will be performed.*

Building Official:

- *State Building Code modification required for boathouse construction*

DESIGN COMMENTARY:

Building Exterior: The submitted Detailed Plans show a 30,000 SF boathouse, parallel to Long Wharf Drive, a two story concrete structure to be supported by columns on the platform. Exterior materials are aluminum coping and louvers, aluminum and glass curtain wall, terra cotta rainscreen panels, standing seam metal roof, metal clad trellis, and stainless steel cable railings on exterior stairs. In order to meet flood proofing standards, except for the stair and elevator core, the first floor will have breakaway walls. Visible through the glass curtain wall facing Long Wharf Drive on the building interior will be an installation of a portion of the original façade of the Adee Boathouse. Other elements of the Boathouse will be installed in the interior on the 2nd floor. The 55,000 SF platform will be topped with precast concrete panels on piles which will be driven 80' into the seabed below. Interpretive design elements will be incorporated into the platform design including a coastal timeline, a harbor map, the New Haven nine squares and other historic elements.

Building interior: The first floor of the 2-story building includes an entry area on the west side facing Long Wharf Drive, a double length of boatbays (4) for boat storage, 2 restrooms, junior locker room, recycle/trash area, mechanical room, elevator, and storage area. It also contains a boatbay area (2 bays) which will be leased to University of New Haven for its marine program. The second floor will include a meeting room and large function room/classroom which could accommodate up to 300 people, a catering type kitchen, office spaces for the non profit group which will manage the facility, harbor master's office, large mechanical room, locker rooms and restroom facilities, and additional storage space. Outside the large function room is a terrace which will add to the usable space on the 2nd floor.

The handsome innovative design is all in keeping with the Planned Development language in Section 65 of the Zoning Ordinance. Acceptable as submitted.

COASTAL SITE PLAN REVIEW

The Commission's Coastal Site Plan Review, in accordance with Section 55.C of the New Haven Zoning Ordinance shall consider the characteristics of the site, including location and condition of any coastal resources; shall consider the potential effects, both beneficial and adverse, of the proposed activity on coastal resources and future water-dependent development opportunities; follow the goals and policies of the Connecticut Coastal Management Act, as amended, and identify conflicts between the proposed use and any goal or policy of the Act.

Characteristics and Condition of Coastal Resources at or Adjacent to the site; Potential Adverse Impacts on Coastal Resources and Mitigation of Such Impacts:

Beaches/Dunes: There is a beach (00.15 acres) located on the project site just south of the existing sheetpile bulkhead. No work is proposed in the on site area where the beach is located and therefore no degradation of these resources.

Intertidal Flats: The intertidal flats on this site are approximately 7.2 acres measured from the high tide line (el. 5.6) to lowest low water (el. -5.39) and are in two locations in the southwest corner where LW Pier meets LW Drive and

in the northwest corner where Leon's Parking lot meets LW Drive. Some shading will occur (0.86 acres to intertidal mudflats) by construction of the platform, substantially reduced from previous authorization by OLISP and USACE. The minimal shading that will occur over the mudflats should not impair the benthic, fishery or avian communities which take precedence on the site to the south of Long Wharf Pier.

The project will result in minimal or no changes in the natural current flows, depth, slope, and sedimentation as no fill is proposed in any intertidal areas. All appropriate soil erosion and sediment control measures will be in place prior to construction to avoid any additional impacts on this resource. Construction of the platform will occur from low draft barges during high tide or from the land side of the bulkhead.

Originally a much more significant project was to involve filling and loss of coastal resources, dredging, and other such activities. The current project is much reduced in scope and does not involve filling or dredging activities. All elements will be pile-supported so as not to impede natural water circulation in the inner harbor area of habitat for finfish.

Estuarine Embayment/Nearshore waters: New Haven Harbor is a temperate shallow estuarine embayment. The majority of the site is considered a nearshore water. Existing natural patterns of water circulation will be maintained as no fill or excavation, or new culverts are proposed. Water will continue to circulate around the piles which will likely become encrusted with invertebrates, plants and bacteria which will create a significant amount of organic matter and detritus that becomes a source of food for the harbor marine life as well as juvenile fish in the fall. No impacts on eelgrass flats as there are none in this vicinity or on site.

Coastal Flood Hazard Area: The entire site is within the flood zone, the land side in Zone AE where the base flood elevation has been determined at 11 (NAVD 88 Datum), and the waterward side in Zone VE, a coastal flood zone with velocity hazard where the base flood elevation has been determined at 13, subject to additional wave action during storm events. Long Wharf Pier serves as an attenuator currently and the main linear dock will give further attenuation for the vessels mooring on the inside/west side of the dock. A wave action analysis has been used to determine the type of floating dock system to be used. The boathouse itself has been designed to withstand flooding and storm events which would inundate the site but flow through, with breakaway walls on the lower level. The project will be constructed so that impacts on life and property are minimized to the maximum extent practicable.

Developed Shorefront: The Long Wharf area has been highly engineered and developed resulting in a functional impairment and substantial alteration of its natural physiographic features and systems. This site is considered a developed shorefront with two thirds of its shoreline bulkheaded with steel sheet piles. Development of the site with water dependent activities will not further impact coastal resources and will be in keeping with the goals and policies of the Connecticut Coastal Management Act.

Coastal waters: New Haven Harbor has navigable coastal waters. Existing natural patterns of water circulation will be maintained as no fill or excavation is proposed. There will be no new culverts and no additional input of freshwater to the Harbor from precipitation compared to existing conditions.

Shellfish/Finfish: New Haven Harbor supports a diverse population of resident and migratory finfish species such as winter flounder, bluefish, summer flounder, tautog, cunner, whiting, tomcod, striped bass, scup, striped killifish, and Atlanta silverside. Other species migrate through the harbor during spawning times, usually early April through mid September. While there may be temporary and permanent impacts to the benthic and aquatic community from shading by the platform, the hard structures will help to mitigate and replace such loss by the provision of the organic matter created from the "fouling community". While the construction activities may temporarily increase turbidity in a localized fashion result in temporarily suspended solids in the water column, the solids will settle to the bottom upon completion of the disturbance.

There are no shellfish concentration areas at or adjacent to the site. Shellfish concentration areas are located to the south off City Point and to the south east in Morris Cove. There are oyster seed beds in the Quinnipiac River to the northeast.

Visual quality; impact on natural views and vistas: Although there currently are views of New Haven Harbor from the small landside of the site, enhanced views will be provided from the platform, Canal Dock boathouse, docks and walkways. Additionally the educational elements on site will increase knowledge of the history of the harbor and boating for users.

Public Access: The project will provide enhanced public access to New Haven Harbor by connection of the waterfront trail at the Long Wharf Maritime Center to the north with the waterfront trail through Long Wharf

Park and the Land Trust Parcel to its south. Additionally the platform, boathouse and docks will provide public access for boaters who wish to launch or land a shell or other craft to be able to row or sail in New Haven Harbor or the rivers to the north. The transient boat slips will provide access for boaters stopping by (up to 47 boat slips up to 30' in length) as well as available space for community sailors and kayakers. The project is a key element for the revitalization of New Haven Harbor after years of separation from the public for their active use and enjoyment.

Beneficial Impacts: The boathouse facility is envisioned to be a key waterfront destination for the City of New Haven and a state-of-the-art facility for sliding- and fixed-seat rowing, canoeing, kayaking and small boat sailing, which will provide increased and enhanced public access to the nearby coastal resources. The new hard structures (piles) will provide new habitat for invertebrates, plants and bacteria. The facility will provide aesthetic benefits, creating a maritime view in addition to the yachts *Quinnipiack* and *Amistad* on Long Wharf.

Remaining adverse impacts: The sole remaining adverse impact is the shading of 1.45 acres of intertidal/subtidal area. Piles are proposed at minimal spacing and density to not be considered fill by the regulatory agencies, OLISP and USACE. The shading, even though an impact, is an extremely minimal impact. The mudflats have been shown to be impoverished and have a low productivity compared to the mudflats to the south of the pier. The extremely minimal impact cannot be eliminated or minimized further without sacrificing the purpose and need for the project, and are by far outweighed by the beneficial impacts.

Other environmental permits required.

- DOT/DEEP Flood Management Certification
- Stormwater and Dewatering Wastewaters from Construction Activities
- DEEP OLISP Certificate of Permission (issued)
- USACE Individual Permit Modification (issued)

Consistency with Coastal Program: The detailed plans are in general conformance with the New Haven's Coastal Program which states "the location of Canal Dock is ideal for water-related, people-oriented, development. The City's proposed boathouse and festival spaces will provide the space and facilities necessary for a more active waterfront environment." As a specific action, the Plan recommends "Implement the "Harbor Access" strategy described in the Comprehensive Plan of development. Ensure that future development at the Maritime Center provides for public access and includes water-dependent land uses."

COASTAL FINDING

Taking into consideration all of the above information, the City Plan Commission finds the proposed activity consistent with all applicable goals and policies in Section 22a-92 of the Connecticut Coastal Management Act and incorporates as conditions or modifications all reasonable measures which would mitigate the adverse effects on both coastal resources and future water-dependent activities. The proposed development will not adversely impact on site or adjacent off-site coastal resources or future water-dependent development opportunities. The Commission therefore approves the Coastal Site Plan.

PDD ACTION:

The Commission finds the Detailed Plans generally in accordance with the Application and General Plans approved by the Board of Aldermen as modified by the Commission and hereby grants approval of the Detailed Plans and Site Plans with the following conditions:

1. The applicant shall record on the City land records an original copy of this Site Plan Review report (to be provided by the City Plan Department) and shall furnish written evidence to the City Plan Department that the document has been so recorded (showing volume and page number), prior to City Plan signoff on final plans.
2. Comments under **Site Plan Review** on pages 3-4 shall be resolved and reflected on final plans, prior to their circulation for signoff by the Development Departments.
3. Signoff on final plans by the City Engineer, Department of Transportation, Traffic and Parking and City Plan Department in that order shall be obtained prior to initiation of site work or issuance of building permit. The Greater New Haven Water Pollution Control Authority and Fire Marshall shall also review the plans.

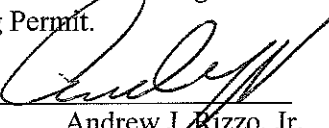
4. Final Construction Operations Plan/Site Logistics Plan, including any traffic lane/sidewalk closures, temporary walkways, detours, signage, haul routes to & from site, and construction worker parking plan shall be submitted to the Department of Transportation, Traffic and Parking for review and approval to prior to City Plan signoff on final plans for building permit.
5. The name of an individual responsible for monitoring the soil erosion and sediment control plan on a daily basis during the construction period shall be provided to the City Plan Department, prior to City Plan signoff on final Plans.
6. Flood elevation certificate shall accompany application for building permits.
7. Any proposed work within City right-of-way will require separate permits.
8. Final determination of traffic markings, V-loc locations, signs and traffic controls on site and on the perimeter of the site will be subject to the approval of the Department of Transportation, Traffic and Parking.
9. As-built site plan in accord with City requirements shall be filed with City Plan Department, prior to issuance of Certificate of Occupancy. Site Plan shall be submitted in both mylar and digital format [AutoCAD DWG or DXF file based on the State Plane Coordinates (NAD1983)]. Provide version of AutoCAD with submission.
10. As the project is anticipated to be phased (Phase I = platform, Phase II = boathouse and other improvements), the Commission delegates the responsibility to the City Plan Director or designee to sign off on building permits and/or certificates of completion for the individual phases.

ADOPTED: September 21, 2011
Edward Mattison
Chair

ATTEST: 
Karyn M. Gilvarg, AIA
Executive Director

The Coastal Site Plan Review, based upon the application and materials submitted by the applicant, was conducted by the City Plan Commission in accordance with the Connecticut Coastal Management Act (CGS, Sections 22a-90 to 22a-112). The Building Official hereby receives the above written findings of the City Plan Commission and any conditions thereof are made conditions of the Building Permit.

DATE ADOPTED: 9/26/11

ATTEST: 
Andrew J. Rizzo, Jr.
Building Official