

NEW HAVEN CITY PLAN COMMISSION ADVISORY REPORT

RE: ZONING ORDINANCE MAP and TEXT AMENDMENTS, Expansion of SCIENCE PARK PLANNED DEVELOPMENT DISTRICT (PDD) #49 to include Parcels of Land known as 275 Winchester Avenue (Map 256/Block 0393/Parcel 00102), 315 Winchester Avenue (Map 256/Block 0393/Parcel 00106) and 270 Mansfield Street (Map 256/Block 0393/Parcel 00105) (collectively "New Parcel L"); Dimensional, Parking, Loading and Other Deviations from PDD #49 Requirements and the IH Zone for "New Parcel L" and for Existing Parcel K and Uses for Parcel L and Additional Uses for Existing Parcels C, D, F, G, J, and K (Applicants: Science Park Development Corporation and Winchester Arms NH LLC) and General Plan Approval for Parcel L" (Applicants: Science Park Development Corporation and Winchester Arms NH LLC).

REPORT: 1442-09

ADVICE: Approval with Conditions

PROJECT SUMMARY

ADDRESS: 275 and 315 Winchester Avenue, 270 Mansfield Street
SITE: ±11.6 Acres
EXISTING ZONE: PDD/Heavy Industrial (IH)
PROPOSED ZONE: PDD /Mixed Use as Specified in Plan.
CONSTRUCTION: Heavy timber or steel or reinforced poured concrete with Masonry veneer. Renovated factory.
PROJECT COST: N.A.
FINANCING: Private
DEVELOPER: Winchester Arms NH LLC
DESIGN TEAM: Svigals + Partners LLC (Phase I); DiMella Shaffer (Master Planners).
ENGINEERS: Fuss & O'Neill, including Traffic Study
CITY LEAD: City Plan **Contact:** Karyn M. Gilvarg, AIA **Phone:** 203-946-6380

SUBMISSION

Application and General Plans received by the Board of Aldermen on June 29, 2010, including a 26 page narrative with seven appendices as listed:

- 1 Appendix 1 -- Table A Showing Proposed Land uses in Planned Development District by Parcel
2. Appendix 2 -- Letter from Kelly Murphy, Economic Development Administrator Authorizing Application for Parcel K
3. Appendix 3 - Legal Description of New Parcel L
4. Appendix 4 -- Traffic Study
5. Appendix 5 -- Table of Deviations from PDD #49 Controls and IH Zoning Requirements
6. Appendix 6 -- General Plans
 - Drawing #2 Redevelopment Plan Area Municipal Development Plan Area PDD #49 Plan Area for Science Park
 - Drawing #3 Science Park PDD #49 Existing Zone Boundary
 - Drawing #4 Science Park PDD #49 Proposed Zone Boundary
 - Drawing #5 PDD#49 Current Parcel and Use Map
 - Drawing #6 Parcel L Illustrative Demolition Plan
 - Drawing #7 Parcel L Illustrative Open Space Plan
 - Drawing #8 Illustrative Site Plan for Parcel L
 - Drawing #9 Illustrative Cross Section of Munson Street

Drawing #10 Streetscape Rendering (Fuss and O'Neill)

Drawing #11 DiMella Shaffer Rendering

Drawing #12 Winchester/ Munson Intersection

7. Appendix 7- Proposed Order

Full size drawings (of drawings noted in Appendix 6)

Traffic Impact Study by Fuss and O'Neill June 2010

BACKGROUND

Winchester Arms NH LLC and Science Park Development Corporation request a boundary amendment and General Plan approval under the Science Park Planned Development District #49. Winchester Arms NH LLC includes an affiliate of Winstanley Enterprises and Forest City Residential, Inc. Winstanley is the developer of some of the more recent renovations in Science Park including 25 Science Park and 344 Winchester Avenue, and of the new parking garage, as well 300 George Street, a bio-tech incubator and office/ laboratory facility. Winstanley is an active developer of bio-tech spaces in the northeast. Forest City is national developer of residence and commercial spaces, active in New York City, Cleveland and elsewhere.

The Science Park PDD is situated between the Newhallville (north) and Dixwell (south and west) neighborhoods; Prospect Hill lies to the east. The Farmington Canal Line Greenway abuts the PDD to the west, and new "Homes at Monterey" Hope VI complex lies to the southwest. The Wexler/ Grant School is the nearest elementary school.

Science Park Development Corporation was incorporated in 1981 as a joint venture of the City of New Haven, the State of Connecticut (Department of Economic Development) and Yale University. The purpose of the development corporation was to redevelop the then dwindling Winchester Arms/ Olin industrial complex, and re-purpose the buildings and sites for new commercial and light industrial uses. Winchester (originally the Volcanic Arms Co.) was established on a portion of the site in 1870. It became the Winchester Arms Company and grew to become a complex of more than 80 acres, employing tens of thousands of persons. The Winchester repeating rifle became known as "the gun that won the west", and Winchester was major supplier of arms and ammunition through World War I. The company began a slow decline in the 1920s; several attempts were made to diversify product lines and Winchester was again a major military supplier of ammunition during World War II. The Winchester name and factories were purchased by the Olin Corporation which continued the manufacture of selected lines, including the U.S. Army's M-16 rifle, last produced in New Haven in the 1970s. The Winchester sporting lines were purchased from Olin and set up as new company, United States Repeating Arms Company in 1984. USRAC moved from the Parcel L buildings to a new building on Parcel D in 1994. The company was purchased by Herstal, and shuttered in 2007.

Along with the Science Park Development Corporation, the complex was the focus of a Municipal Development Plan in 1981 (pursuant to Chapter 132 of the Connecticut General Statutes) and a Planned Development District in 1983. The goal of the MDP was to develop new and adaptively re-used space in the historic buildings for new industries, along with supportive services. The manufacturing complex is the core of the Winchester Arms National Register Historic District, which also includes some of the surrounding housing. At the time of the PDD's creation, Olin/Winchester was still manufacturing in the buildings on Parcel L and they were therefore not included in the PDD and retained their IH zoning.

In 1992, the City Plan Commission approved a minor modification to the General Plans for Parcel D to permit the construction of a 350,000 SF manufacturing and office facility for the US Repeating Arms Company at 344 Winchester Avenue (CPC 1146-19, 04/15/92). A few months later it approved a smaller 225,000 SF manufacturing building in a first phase with 75,000 SF office space in a second phase and 400 parking spaces. (CPC 1150-13, 07/15/92). The Commission later approved a temporary façade for the Winchester Avenue frontage and in 1995 approved two temporary structures to house USRAC's administrative offices. Recently the Commission (CPC 1416-07) approved minor modifications to the Science Park PDD to allow construction of a parking facility at 276 Winchester Avenue and

a chiller plant at 344 Winchester Avenue. Most recently it approved a reuse of the 1994 factory building for mixed use by Winstanley Enterprises (1424-06, 01/21/09).

PUBLIC HEARING

At the July 21, 2010 hearing City Plan Director Karyn Gilvarg introduced the proposed Zoning Ordinance map and text amendments, noting that the subject parcel zoned IH proposed for addition to Planned Development District (PDD) #49 had been excluded from the original PDD as there was an active factory on the site until its move to a new plant at 344 Winchester Avenue. Proposed uses to be added to the use table for other Science Park parcels were more in keeping with uses in today's economy.

Carolyn Kone, counsel to the Developer, introduced the presenting development team of David Silverstone, CEO of Science Park Development Corporation (SPDC); Carter Winstanley, joint venture member of Winchester NH LLC; Abe Naparstek of Forest City Residential, another joint venture member; and Ted DeSantos of Fuss and O'Neill, civil and traffic engineers for the project. Ms. Kone outlined what the presentation would entail and identified the items before the Commission, to advise the Board of Aldermen on an expansion of the PDD boundary; expansion of the uses for new Parcel L and also for Parcels B, C, G and J and day care use for Parcel K; and modification of the permitted dimensional variances and deviations for parking.

David Silverstone, Chair of the SPDC Board, noted Science Park was making significant progress in its public/private partnership. They had an active Jobs Center, a Literacy Center and a Computer for Families Center, all well used by the neighborhood. The Contractors Alliance was locating there. Parcel L was the last large parcel in Science Park and an opportunity to create a live/work situation along with more locations for businesses.

Carter Winstanley reviewed his progress in Science Park since his last visit to the Commission, with 25 Science Park, the new garage with retail space at 276 Winchester and the renovation of 344 Winchester for mixed use. The urgency of the project was Higher One, now located in 25 Science Park, which expected to expand its needs for office space from 50,000 SF to 150,000 SF with its sites set on Tract A across the intersection of Munson and Winchester. This 15 building complex of some 700,000 SF became the subject of discussion with Forest City Residential to make a facility where offices, residences and retail uses could locate. Higher One had recently gone public and might locate elsewhere if space were not made available in Science Park. Mr. Winstanley also noted that he had voluntarily used City hiring goals for minorities, women and local residents on his previous two projects in Science Park, though not required to do so.

Abe Naparstek, Forest City Residential, said he had been working with the State Historic Preservation Officer and National Park Service toward adaptive reuse of the existing historic structures as approximately 200 apartments and 200,000 to 250,000 SF of commercial space. In order to obtain tax credits, the buildings would be rehabilitated to the Secretary of Interior's Standards. The lower rise Building 1 at the intersection of Winchester and Hillside would be renovated for retail/office occupation with a likely recognition of the original historic entrance to the complex. The modern structure proposed for Higher One would also require approval by the historic entities. There was much environmental remediation involved in the buildings and site to accomplish the project.

The Development Team had appeared at meetings of both the Dixwell and Newhallville Community Management Teams with good feedback.

Ted DeSantos of Fuss and O'Neill, site, civil and traffic engineers for this project, described the traffic study for the full buildout which would be submitted to the State Traffic Commission for a determination of whether a major traffic generator certificate would be required. A comprehensive study of 20 intersections, interstate connections and empirical data were the basis of making projections on the impact of the project. Off site impacts would be mitigated by measures such as a center median island on Munson similar to the one on Winchester Avenue. Fuss and O'Neill would continue to work with the New Haven Department of Transportation, Traffic and Parking on meeting the City's needs and expectations through the Plan Review process.

Regarding the environmental issues, there are contaminants on site (mostly oil based products) and also some hot spots which would be dug out and removed. Under the buildings there was evidence of oil in the ground water, vapors from which could seep up into the buildings. A final Remedial Action Plan (RAP) would be reached in concert with the Department of Environmental Protection, but the Developer's intent was to clear the site of environmental hazards.

Parking opportunities for the full buildout were not yet reflected in the plans. Sustainable measures such as shared parking, compact spaces, and alternative methods of transportation were all contemplated.

Ms. Kone reviewed how the Developer met the standards for a Planned Development District in Section 65 of the Zoning Ordinance.

The general public questioned the Developer on issues of traffic and environmental impacts on the neighborhood, whether and how construction and permanent jobs would be available to community residents, inclusion of the community in the planning process, safety of children during the environmental remediation, and makeup of the residential units. State Representative Gary Holder Winfield asked how the public could comment if they had not seen the proposal. City Plan staff responded that the plans were publicly available since they were submitted to the Board of Aldermen on June 29, at the Office of Legislative Services and the City Town Clerk, and are currently available in the City Plan Department from 9 to 5. Alderman Blango was concerned about the environmental and traffic impacts and local and minority hiring policies.

Speakers included members of the community who urged the Commission not to rush into a decision before the neighborhood was fully informed about the project and to involve the community in the planning process. Rev. Boise Kimber complimented the SPDC on its progress, said he was not against the new project but urged the Developer towards an agreement for a certain percentage of construction jobs and the use of minority contractors from the Newhallville and Dixwell neighborhoods. Rev. Scott Marks said going to the management teams was not as effective as going to the community leaders. A number of speakers commented that they had just learned about the project. Several speakers complimented the Developer on the proposed project, urging them to get started soon.

Ms. Kone concluded that the developer has reached out to the community, met with several alderpeople and community management teams which were the proper forums for meeting with the neighborhood. They had also met with Commission of Equal Opportunities and Contractor Alliance representatives.

[Note: Meeting Minutes contain the complete public hearing record. The public hearing was recorded]

PLANNING CONSIDERATIONS

The applicants have submitted this proposal pursuant to Section 65 of the New Haven Zoning Ordinance for an amendment to the Science Park Planned Development District, PDD #49, to increase the boundaries of PDD #49 to include 11.6 acres of land in the southeast corner of Science Park bounded by Winchester Avenue, Munson Street and Mansfield Street, to be known as Parcel L, and to expand the types of uses allowable in PDD #49 on certain parcels and to modify the bulk, dimensional, parking and loading requirements for New Parcel L. It is the applicants' position that these changes are required in order to rehabilitate decades long vacant and deteriorated historic buildings on Parcel L and create to a mixed use area that will not only represent a substantive benefit to the property itself but which will also complement and enhance the entire PDD and surrounding neighborhood.

Existing PDD #49

For many years, Science Park has been underutilized, with some of the historic buildings vacant for extended periods of time. Recently, as a result of the significant investment of Winstanley Enterprises, LLC in the development of three parcels in the PDD, as described below, 1,000 jobs have been brought to Science Park, significant portions of Science Park have been environmentally remediated and new construction or substantial rehabilitation of existing structures has occurred. The current uses of each parcel are described as follows (Note that the PDD and MDP use "Parcel" or street address nomenclature to identify areas within the PDD, while the historic documents use tract designations and a building numbering system.):

Parcel A (460 Prospect Street) (see Appendix 6, Drawing #5) is owned by Yale University. Parcel A was slated to be a conference center with a restaurant, lounge and banquet facilities. This plan has not been realized to date, and currently the parcel is used for open space and community gardens.

Parcel B The southern portion of this parcel (300 Division Street) is owned by The Southern New England Telephone Company. The former United Nuclear Building (Building One) on this parcel, which was built in the early 1950s, was rehabilitated in the 1980s and is currently used for offices.

The Southern New England Telephone Company also owns the central portion of **Parcel B** (320 Munson Street). A portion of 320 Munson Street is used for parking for Building 4, which is located on Parcel C (see below). On the northern portion of Parcel B (50 Division Street), a new office building (Building Two) was constructed on the site in 1983. The 50 Division Street parcel is owned by Science Park Two, Inc., and a portion of this property is used as a parking lot for Building 4.

Parcel C is owned by a SPDC affiliate and managed by SPDC. Two buildings dating from the time when the Science Park area was used to manufacture guns and ammunition have been renovated - Buildings 4 (375 Winchester Avenue) and Building 5 (395 Winchester Avenue). These buildings are used for research and development, offices, a credit union, and light manufacturing. In addition, SPDC's Literacy and Jobs Center and the New Haven Regional Contractors' Alliance are housed in Building 4.

In 1994, a new manufacturing facility was constructed by United States Repeating Arms Company ("USRAC") on **Parcel D** at 344 Winchester Avenue to replace its facility located on the corner of Winchester Avenue and Munson Street (proposed New Parcel L). USRAC used this building until 2007. This building is currently owned by a SPDC affiliate and ground leased to a Winstanley affiliate. Winstanley has recently completed a renovation of the building, which included a new façade on Winchester Avenue, an upgraded Division Street façade, a new roof, landscaping, exterior furniture and lighting, paths, sidewalks and sitting walls, and exterior mechanical equipment. Prior to making these improvements, the entire site, including the building interior, was remediated. The renovated building is used for offices, a data center, a copy center and commercial printing and graphics office, a facilities management office, a shop/assembly, and a warehouse. Portions of the site are used for surface parking.

Parcel E (along Division Street) has been developed with housing and each building is privately owned.

Parcel G (276 Winchester Avenue) is owned by two SPDC affiliates and is ground leased to a Winstanley affiliate. Winstanley recently built a 1,186 space garage to serve the parking needs of the 25 Science Park building (Parcel J) office and research and development tenants, as well as those of the retail tenants located on the ground floor of the garage. In addition, Winstanley refurbished and expanded a park along Munson St. and Winchester Ave. to the south of the garage (304 Winchester Avenue) and is in the process of constructing a chilled water facility on Parcel G, west of the garage.

In connection with this project, Winstanley made a number of improvements to Winchester Avenue and Munson Street to make them more pedestrian friendly and attractive, including rebuilding the intersection of Munson and Winchester Streets, installing a new traffic signal at the intersection and constructing a number of traffic calming devices. As with Parcel D, Winstanley conducted extensive remediation of the Parcel G site, which included removing and replacing soils, ground water monitoring and filing an environmental land use restriction on the City's land records.

Parcel J (150 Munson Street) is owned by a SPDC affiliate and has been ground leased to a Winstanley affiliate since 2007. The building on Parcel J, known as 25 Science Park, is approximately 284,000 square feet and has been rehabilitated on a number of occasions, most recently by Winstanley. For many years, the building was only 10% occupied. Winstanley has now completed the build-out of 25 Science Park, and the building is 95% occupied by research and development, office tenants and start-up companies.

Title to **Parcel K** (291 Ashmun Street and 309 Ashmun Street) is in the name of the City of New Haven. On February 1, 2010, the Board of Aldermen approved the transfer of this parcel, which is vacant, to SPDC for the development of a day care center. Winstanley has entered into a Memorandum of Understanding with SPDC to develop Parcel K for day care purposes. The only use permitted on Parcel K at present, according to the Use Table, is parking. This application seeks an amendment to the Use Table for PDD #49 to permit a day care facility on Parcel K (see Appendix 1), and the City has authorized this application for such purpose. (See Appendix 2).

Proposed Plan of Development

The Developer plans to develop Parcel L in phases. The first phase of the development will be the rehabilitation of Buildings 29 and 30 at 275 Winchester Avenue to create between 100,000-150,000 square feet of office space. This

space will likely be the corporate headquarters for Higher One, Inc., a New Haven start-up financial services company that is currently a tenant at 25 Science Park. Higher One intends to grow its current workforce of 160 employees substantially and will need office space that is three times the size of that which it currently occupies. The Connecticut Department of Economic and Community Development and the Connecticut Development Authority are supportive of providing a new headquarters in Science Park on Parcel L for Higher One and have committed to providing funding for this project.

The new office headquarters will also include a new 6 story glass atrium that will link Buildings 29 and 30 (see Appendix 6, Drawing No. 11). The atrium may have green space or a terrace on the roof. The atrium as well as the renovation plans for the historic portions of the buildings will also need to be reviewed and approved by the State Historic Preservation Officer and the National Park Service. Buildings 29 and 30 will be renovated in accordance with the Secretary of the Interior's Standards for rehabilitation, including all standards concerning windows and facades. Additionally, the western courtyard adjacent to these buildings will be designed to provide open space with walking paths, patios, benches, plantings, and a small parking area for handicapped persons and visitors as well as a loading area. (See Appendix 6, Drawing No. 8).

As part of Phase One, Munson Street will be landscaped adjacent to Building 30, and there will be streetscape improvements on Munson Street beginning at Building 30 and ending at the corner of Munson Street and Winchester Avenue (see Appendix 6, Drawing No. 12). Adequate street lighting will be provided to light the streets and make the sidewalks feel safe. The Developer will explore the possibility of minimizing the number of light fixtures by combining both street lighting and pedestrian lighting. It is anticipated that construction of Phase One will begin in December of 2010 and be completed in December 2011.

In accordance with § 65 of the Zoning Ordinance, detailed plans for the office building and all site improvements in Phase One will be submitted to the City Plan Commission for its review and approval. Phase One of Parcel L will also be subject to site plan review by the City Plan Commission, and the parking lot on 116 Munson Street, 110 Munson Street (these parcels are outside the PDD boundary) and Tract J will be subject to both special permit and site plan review.

Uses for the subsequent phases of the development of Parcel L are outlined in Appendix I. It is anticipated that the buildings on the western portion of the 275 Winchester Avenue site which are not renovated during Phase One along Winchester Avenue (Buildings 2A, 3A and 4A) and at the corner of Winchester Avenue and Munson Street (Building 1A) as well as those running parallel to Munson Street from Winchester Avenue and bordering the western courtyard (Buildings 5A and 28A) will be rehabilitated into commercial structures or mixed use structures with retail/office use in the lower levels and office use in the upper levels (see Appendix 6, Drawing No. 8). This southwestern portion of Parcel L is proximate to the commercial uses in the PDD. Because the exact mixture of uses for these buildings have not yet been determined, the Applicants are requesting that the Use Table for PDD #49 be amended to include a wide range of additional compatible retail, office and high technology uses so that the project can respond to the demands of the tenant market, particularly in view of the substantial amount of square footage that will become available in the renovated buildings on Parcel L. (See Appendix 1.) Certain of these uses, such as medical uses, will require a special permit as well as detailed plan review. The portion of the complex to the southeast, at the corner of Mansfield and Munson Streets is anticipated to be renovated as residential, in future phases, although if the market demand is greater for commercial use, this portion may be developed for commercial use or for a mixed use development.

Building Preservation and Demolition

The properties to be designated as New Parcel L were part of the manufacturing plant of the Winchester Repeating Arms Company. 275 Winchester Avenue (the southern portion of new Parcel L) is comprised of 18 buildings totaling 700,000 square feet built between 1901-1916 for Winchester's manufacture and assembly of guns for World War I. The 18 buildings on 275 Winchester Avenue were built around two courtyards – the western courtyard and the eastern courtyard. (See Appendix 6, Drawing, No. 5). These buildings are considered contributing structures to the Winchester Repeating Arms Company National Register Historic District (the "Historic District") and the New Haven Historic Resources Inventory and are listed on the Connecticut Historical Commission's Historic Resources Inventory. Olin Corporation, which acquired Winchester in 1931, and subsequently USRAC, which acquired the Winchester division of

Olin in 1983, occupied these buildings until 1994, when USRAC constructed a new manufacturing facility on Parcel D. After 1994, some of the buildings at 275 Winchester Avenue were used as warehouse facilities and for shipping and receiving. Most of the buildings at 275 Winchester Avenue have been vacant for many decades, and extensive restoration and rehabilitation of the buildings are required.

The Developer is in the process of applying for investment tax credits from the National Parks Service of the United States Department of the Interior (the "NPS") and from the Connecticut State Historic Preservation Officer ("SHPO") for Parcel L. As part of the process, the NPS has designated Buildings 1-9 and 26-35 on 275 Winchester Avenue as certified historic structures. In order to qualify for investment tax credits, all rehabilitation work must be done in accordance with the Secretary of the Interior's Standards for Rehabilitation. In addition, the NPS and SHPO must approve each aspect of the exterior design of the project, including any new construction and signage on the buildings.

The Developer has also received preliminary approval from the NPS to demolish Buildings 9, 27 and 35 located on 275 Winchester Avenue (See Appendix 6, Drawing No. 6). The City's Building Department has also approved the demolition of these structures. Building 9 is severely deteriorated and requires an entire new roof and replacement of the vast majority of the floors and structural timber beams. Additionally, because Buildings 9 and 27 are only 17 feet from Building 8, fire and emergency vehicles are not able to set up their equipment and access the site in the case of an emergency, and there is inadequate space for truck maneuvering. Demolition of these buildings is also required in order to provide adequate open space for the development. Finally, the buildings at 275 Winchester Avenue slated for demolition do not have any unique historical uses or architectural styles nor do they represent periods of construction not already present in the significant number of buildings proposed for rehabilitation and are not visible from the street.

As part of Phase I of the project, the Developer may demolish Building 12 and a building known as the "1-Annex" located on 315 Winchester Avenue to provide additional parking for the new office building to be developed on the 275 Winchester Avenue block, described below, if such demolition is approved by the NPS and SHPO. Although, it is the intent of the Developer to preserve and use as many of the historic structures as possible, the Developer may also in the future demolish Buildings 3D, 4D, 5D and 8D located at 270 Mansfield Street to meet development needs. Although there are no certain plans to remove these buildings at present (see Appendix 6, Drawing No. 6) if demolition of any of these structures were to occur, the NPS and SHPO would have to approve such actions.

Open Space

It is anticipated that the southeastern portion of Parcel L on 275 Winchester Avenue (Buildings 7A, 8A, 26A, 31A, 32A, 33A and 34A) will be developed into between 200-300 residential units surrounding the eastern courtyard. (See Appendix 6, Drawing No. 8.) In accordance with Section 65(a)(4) of the New Haven Zoning Ordinance there will be a minimum of 250 square feet of useable open space provided for each residential unit in both the eastern and western courtyards. There may also be additional open space available to the residences if fire escapes on the above listed buildings are converted into balconies. Thus, the open space to be provided in the courtyards, even without counting possible open space on the roof of the atrium or balconies, exceeds the requirements of § 65(a)(4) of the Zoning Ordinance.

Site Access/ Parking

In Phase One of the development of Parcel L, Mason Street, which is a private road located north of 275 Winchester Avenue will be reconstructed to provide access from Winchester Avenue and Mansfield Street to the small parking area to be constructed to the north of Building 29 in the western courtyard and the loading docks servicing the office building. Mason Street will not be a public road, although it will be open to the public. The portion of the parking lot located on 315 Winchester Avenue, north of Mason Street which is used for parking for Building 5 on Parcel C in accordance with prior City Plan approvals will continue to be used for such purposes at present, although this use may change in the future. (See Appendix 6, Drawing No.8). Specific measures such as curb extensions or lane assignments proposed for Mansfield, Munson and Winchester Avenue have not yet been fully reviewed by Transportation traffic and Parking Department, which will submit comments on these matters as well as the Traffic Study.

Parking for the headquarters office use will be provided on properties known as 116 Munson Street, 110 Munson Street and Tract J, which are not in the PDD #49 and which are located to the south of new Parcel L and across Munson Street

from PDD #49. (See Appendix 6, Drawing No. 8). Parking will also be provided on a small lot on the western courtyard of 275 Winchester Avenue, where handicapped and visitor spaces will be located. A parking lot may also be constructed to the north and south of the westerly section of Mason Street on 315 Winchester Avenue for parking for office tenants and approximately 25 parking spaces for the office building may also be provided on the northeast portion of Parcel L (270 Mansfield Street) (see Appendix 6, Drawing No. 8). In the future, parking for the office building may be provided at another location in Science Park, possibly in a parking garage or deck, depending upon the economic feasibility of constructing such a facility.

The parking needs for future phases of the development of Parcel L will be met in a number of ways. First, the Developer plans to have an aggressive transportation and parking demand management plan. Employees of Higher One and other businesses located on Parcel L will be encouraged to car pool and to use the Yale Shuttle, which currently provides service to Science Park, public transportation and the nearby Farmington Canal Greenway linear path. Bicycle racks for employees and visitors will be provided and showers for employees who bicycle to work will be made available. Second, the Developer will implement a system of shared parking, so that the spaces left vacant when residents of the complex leave for work in the morning can be filled by employees working on Parcel L and visitors to the commercial establishments on the site. This shared parking will be allowed as of right with proof of acceptable shared parking agreement and calculations (see Table of Development from PDD #49 Controls and IH Zone Requirement Appendix 5). There may also be some on-site parking in the eastern courtyard of 275 Winchester Avenue and on the 270 Mansfield Street portion of Parcel L (see Appendix 6, Drawing No 8). The Developer will present a revised transportation management and parking plan to the City Plan Commission when it presents each phase of the development as part of its Detailed Plans submission. The Developer understands that it bears the burden of establishing that adequate parking can be provided for each phase of the Parcel L development. Providing adequate parking for those uses in PDD #49 which require a special permit will also be a consideration in the special permit and detailed plans process.

As significant as provisions for parking that is necessary are the means by which the applicant intends to ensure that the project does not generate a need for too many parking spaces. Requests as part of this application to allow a reduction in the amount of parking and loading spaces required for certain commercial uses, an expansion of the maximum walking distance between a parking lot and the entrance to the building served by the lot to 1000', allowance of compact parking spaces and joint use of parking and loading spaces (as described above) indicate the applicants desire to use each parking space on or associated with the property in the most efficient manner possible.

Traffic

The Developer's traffic study concludes that because of the significant roadway and signal improvements recently completed as part of the Parcel G and Parcel D redevelopment projects described above, the level of service at all intersections will be acceptable with the exception of the Dixwell Avenue and Henry Street intersection. The Developer's traffic study proposes to make minor changes to the pavement markings and signal timing at that intersection so that the intersection will operate efficiently. In addition, the Developer's traffic study states that traffic improvements will be made to improve sight distances and street alignments, including adding a signal at Winchester Avenue and Argyle Street, a dedicated left turn lane on the westbound Henry Street approach to Dixwell Avenue intersection, new signal lights and updated timing at this intersection, and geometric improvements to the Mansfield Street/Hillside Place/Munson Street intersection. Also, the Developer proposes to install a planted raised median on Munson Street between Winchester Avenue and Mansfield Street similar to the median on Winchester Avenue as a traffic calming measure. Finally, the Developer plans to install a crosswalk on Munson Street linking Building 30 and the parking lot across from the street. (See Appendix 6, Drawing No. 9.) The City's Department of Transportation, Traffic and Parking is in the process of reviewing the Developer's Traffic Study, and has submitted the memorandum 7/21/10 (Attachment 1). The traffic study and general plans provide a description of the general approach. Discussion and review of specific geometry, transit and TDM measures will continue through the detailed plan and site plan review process.

Sustainability

The Developer expresses a commitment to sustainable principles in the development of Parcel L in the application narrative. The Developer intends to reduce energy consumption and other operating costs, install appropriate insulation, reduce waste, conserve natural resources, and explore whether renewable energy sources are appropriate for the project. The Developer will

also explore seeking sustainable building certificates, will limit storm water runoff to the storm sewer system, if possible and appropriate, and will establish solid waste recycling programs as required by the City's Flow Control Ordinance for Residential and Commercial Use.

Zoning Deviations

PDD #49 includes a number of dimensional controls. PDD #49 also provides that where zoning requirements are not modified by PDD #49, with the exception of provisions relating to use of property, all other requirements of the IH zone will apply. Appendix 5 includes a Table of Deviations from both the PDD #49 controls and the IH zone requirements being requested for Parcel L. These modifications include a request that the PDD requirement that all new buildings be set back 25' from the street line be reduced to permit a 10' front yard, so that new buildings will match the location of the historic buildings on Winchester Avenue and the residences across Mansfield Street. The Table of Zoning Deviations also provides that the height of new buildings along Mansfield Street shall match the height of the existing historic structures on Parcel L on Mansfield Street.

Other deviations in the Table include requests that there be no side or rear yards, which are not necessary in view of the amount of open space provided on Parcel L, a reduction in the amount of parking and loading spaces required for certain commercial uses, an expansion of the maximum walking distance between a parking lot and the entrance to the building served by the lot to 1000', allowance of compact parking spaces, joint use of parking and loading spaces, and an amendment of the definition of "lot" to permit Parcel L to be treated as one lot notwithstanding the fact that the three parcels comprising Parcel L are owned by separate SPDC affiliates. All of these changes will contribute to a denser project with fewer surface parking and loading spaces.

When the Science Park PDD was adopted by the Board of Aldermen 27 years ago, it was anticipated that Science Park would be devoted for the most part to light manufacturing, research and design and supportive office uses. Now, it is apparent that Science Park is also an appropriate home for start-up companies, general offices and apartments. In order to provide for the needs of the occupants of Science Park and because it is difficult to anticipate what the exact uses of the properties that have already been developed on Parcels C, D, G and J will be in the future, SPDC is requesting that additional retail, medical and commercial uses be permitted on these parcels to provide flexibility in the development of Science Park and to create a lively mixed use pedestrian oriented neighborhood both during the day and in the evening. These uses include, among others, fitness centers, dog groomers, spas, medical related offices, retail shops and bakeries, as well as high tech uses. Retail uses will be limited to the ground and second floors of buildings located on Winchester Avenue and Munson Street. Certain uses will require a special permit from the City Plan Commission to insure that the neighborhood is not negatively impacted by the use. (See Use Table in Appendix 1).

Additionally, the only use currently allowed in PDD #49 for Parcel K is parking. SPDC believes that a daycare center is an appropriate transitional use for this property, which is located between the 25 Science Park building and residential neighborhoods. On February 1, 2010, the Board of Aldermen approved the transfer of Parcel K from the City to SPDC for this purpose. This application seeks to permit daycare on Parcel K. Further, this application seeks to reduce the 25' front yard set back to 10' for Parcel K, because Parcel K has three front yards and is of limited size (1.5 acres), so that an adequately sized daycare facility could not be constructed on the site without this relief. This 10' setback is also consistent with the surrounding residential structures in the area. (See Table of Zoning Deviations, Appendix 5.)

PDD SUMMARY AND ADVICE

Summary

The proposed amendments to PDD #49 fully comply with the four standards for a planned development district set forth in Section 65(a) of the Zoning Ordinance, which are as follows:

In order for a planned development to be eligible for designation as a planned development district, the development must be:

A. “In accordance with the comprehensive plans of the city, including all plans for redevelopment and renewal.” The proposed amendments are in accordance with the comprehensive plans of New Haven as set forth below:

1. Municipal Development Plan for the Science Park Project

The Municipal Development Plan for the Science Park Project (the “MDP”) was originally adopted by the Board of Aldermen and the Development Commission in 1981. The MDP was approved by the State of Connecticut Department of Economic Development. The MDP has been amended on a number of occasions, most recently on February 13, 1990. The purpose of the MDP was to develop Science Park into a light manufacturing industrial, research and development and high technology area compatible with the changing economy in New Haven. The objectives of the MDP also included improving the surrounding neighborhoods by providing better housing, commercial revitalization and job training, retaining jobs, providing new employment opportunities, and furthering the economic revitalization of the City by developing additional employment opportunities and additional sources of tax revenues.

New Parcel L is located in and designated as Parcel H in the MDP. The MDP provides that the buildings on this parcel “may be” suitable for rehabilitation for use as research and development facilities or light manufacturing and assembly purposes and that if rehabilitation of existing structures is determined to be infeasible, the parcel may be developed with new construction for the above listed purposes. On November 4, 1983, the New Haven Development Commission adopted Resolution #18 which modified the MDP to incorporate the uses and controls of PDD #49.

Accordingly, the proposed modifications of PDD #49 to include office, residential and commercial uses are consistent with the MDP. The additional uses for Parcel L will create jobs, provide housing, result in the commercial revitalization of the area covered by the MDP, retain jobs, and further the economic revitalization of the City by developing additional employment opportunities and additional sources of tax revenues. If this application is approved, the Developer will submit each phase of development of Parcel L to the Development Commission for its review and approval as required by the MDP.

2. The Newhallville Renewal and Redevelopment Plan

The Newhallville Renewal and Redevelopment Plan (the “Redevelopment Plan”) was adopted on September 9, 1969 and amended on a number of occasions, most recently on August 2, 2004. The objectives of the Redevelopment Plan are to remove blight, rehabilitate the commercial properties that are not slated for demolition and improve the quality of and provide new housing and public facilities in the area, including off-street parking and neighborhood shopping facilities.

New Parcel L is within the Redevelopment Plan area but is not slated for acquisition or clearance by the Redevelopment Agency although under the Redevelopment Plan, new Parcel L was originally designated for industrial use. On October 28, 1983, the Redevelopment Agency adopted Resolution #6 which modified Section 904 of the Redevelopment Plan to provide that the Redevelopment Agency may permit development for uses that are approved under Section 65 of the New Haven Zoning Ordinance and that the Redevelopment

Agency will permit development on that portion of the Redevelopment Plan area encompassed by PDD #49 for the purposes permitted in PDD #49.

The amendments to PDD #49 sought by this application are consistent with the Redevelopment Plan as they will promote the removal of blight, since the long vacant manufacturing buildings on new Parcel L will be rehabilitated and the area remediated. Further, new housing and neighborhood shopping facilities are planned for new Parcel L as well as for other parcels within PDD #49. Accordingly, this application is consistent with the Redevelopment Plan. Finally, pursuant to Section 1403(1) of the Redevelopment Plan, each phase of the development of Parcel L will be presented to the Redevelopment Agency for its determination of whether the project phase meets the requirements of and is in accordance with the provisions of the Redevelopment Plan.

3. Other Plans

The proposed amendments to PDD #49 are also in accordance with the Comprehensive Plan of Development of the City of New Haven dated October 15, 2003 (the "Comprehensive Plan"). Although, new Parcel L is designated for industrial use on the Land Use Plan of the Comprehensive Plan, the Comprehensive Plan also provides that industrial areas located within existing municipal development plans should be developed in accordance with the standards and objectives of the municipal development plan. The Comprehensive Plan also provides that in areas designated as planned development districts, proposed developments should be consistent with approved uses, site and building plans for the PDD. Accordingly, because as stated above this application is consistent with the MDP, it is consistent with the Comprehensive Plan.

Additionally, on June 7, 2010, the Board of Aldermen designated the MDP area, including new Parcel L and PDD #49, an entertainment district pursuant to Conn. Gen. Stat. § 32-76. Section 32-76 grants film industry businesses located in designated entertainment districts certain tax benefits. The PDD amendments sought by this application would expressly allow film industries and other entertainment to locate in the PDD #49 and on Parcel L and thereby take advantage of the tax benefits provided by the new Entertainment District Ordinance. Without such amendments, many of these film industry businesses could not move to Science Park.

Finally, Parcel L is within an enterprise zone designated by the Board of Aldermen on January 23, 1983 pursuant to Conn. Gen. Stat. § 32-70. By including Parcel L in PDD #49, businesses, including offices, which would not heretofore have been able to locate on this parcel because of its current zoning designation as an IH district and take advantage of the enterprise zone tax credits, will now be able (and encouraged) to move to Parcel L.

B. Composed of Appropriate and Necessary Uses

A second criteria for a planned development under § 65(a) is that the planned development be composed of uses in such proportions as are most appropriate and necessary for the integrated function of the planned development and the City. The uses proposed for Parcel L – office, residential and commercial, including retail, will contribute to making PDD #49 a lively and safe area both during the day and in the evening. The uses proposed for Parcel L will increase the population of Science Park, provide opportunities for services and retail in the overall neighborhood and reuse historic building, saving materials and energy and thereby maintaining a "Sense of Place" that is unique to New Haven. Additionally, such uses will provide jobs and increase taxes. As stated above, certain uses will be limited to Winchester Avenue and Munson Street and other uses will require special permits as well as detailed plans approval. In sum, the project will transform long vacant and deteriorated structures into environmentally remediated, rehabilitated and occupied buildings and continue the revitalization of Science Park which has occurred during the last four years.

C. Designed to Produce Stable and Desirable Environment

The third criteria for a planned development district under § 65(a) is that the planned development be "[s]o designed its space allocation, orientation, texture, materials, landscaping and other features as to produce an environment of a stable and desirable character, complementing the design and values of the surrounding neighborhood,

and showing such unusual merit as to reflect credit upon the developer and upon the city.” § 65(a)(4). As stated above, the development of Parcel L will be a careful rehabilitation of historic factory buildings surrounding two landscaped courtyards. The restoration will be carried out in accordance with the Secretary of the Interior’s Standards for Historic Rehabilitation and the approval of SHPO, including compliance with all standards relating to windows and facades. A substantial amount of open space is planned for the project. Additionally, the rehabilitation of the streets and sidewalks and the landscaping, both on the street and in the courtyards, will be well designed with walkways, patios, benches, and other site amenities. Finally, each phase of development will be reviewed by the City Plan Commission, the Development Commission and the Redevelopment Agency.

D. Provision of Open Space

The last criterion for a planned development district in which residences will be located is that 250 square feet of useable open space must be provided for each residential unit. § 65(a)(4). As stated above, a minimum of 250 square feet of useable open space will be provided for each unit in the eastern and western courtyards for the residents of 275 Winchester Avenue. The provision of 250 square feet of useable open space on Parcel L for each unit satisfies the § 65 open space criterion.

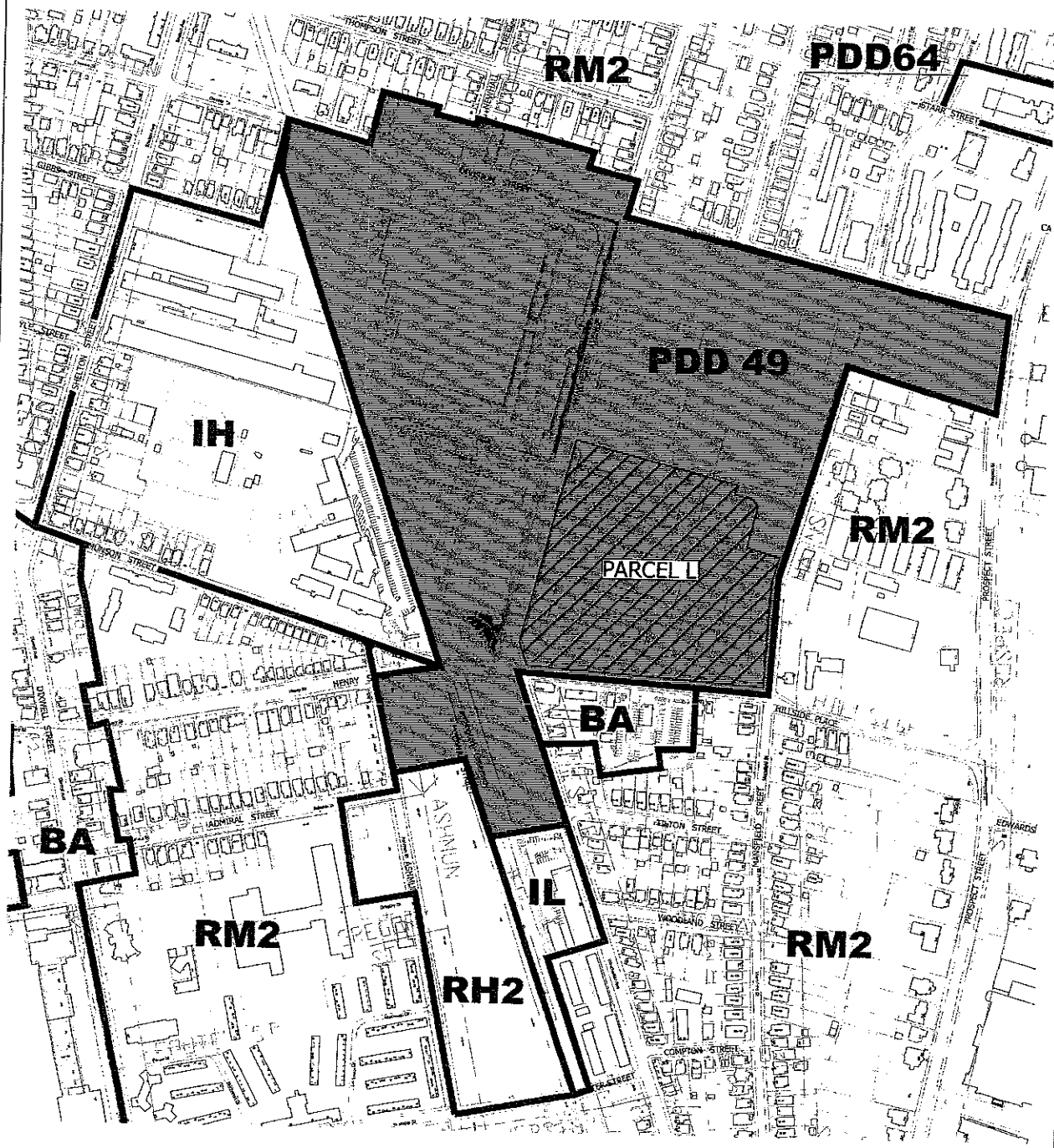
ADVICE: Approval with Conditions

CONDITIONS OF APPROVAL



- 1) This report and the Application and General Plan text shall be recorded on the Land Records of the City of New Haven within 90 days of publication of Board of Aldermen approval for the PDD designation to be considered in effect. A certified copy of the recording on the Land Records and verification of the professional design team (architect, engineer and landscape architect) shall be furnished to the Commission prior to Detailed Plan submission for each project component.
- 2) The Commission shall be given prior notice of any change in development principals or the professional design team.
- 3) Any required Federal or State permits for traffic improvements or storm water discharge shall be secured prior to issuance of any building permit for new construction.
- 4) All required on or off site utility improvements shall be located underground and completed at developer/owner/utility company cost from its funds or by City Agreement, and to the satisfaction of the City Engineer.
- 5) Detailed plans for Phase One shall be submitted within 18 months of the effective date of PDD designation, unless the Commission grants an extension upon written request of the Developer, who shall state a basis for the delay. If no Detailed Plans are submitted and no extension is requested, the City Plan Commission and the Board of Aldermen may act to return the zoning of the tract to the IH designation that currently exists if the Developer is not diligently pursuing the project.
- 6) Interim uses, including parking, must be reviewed and approved by the City Plan Commission.
- 7) All previous and currently effective conditions of PDD #49 not directly affected by this proposed amendment shall remain in effect.

ADOPTED July 21, 2010
Edward Mattison
Chair

ATTEST: 
Karyn M. Gilvarg, AIA
Executive Director



LEGEND

-  PROPOSED BOUNDARY
-  PARCEL L
- PDD - Planned Development District
- RM2 - High Middle Density Residential District
- RH2 - General High Density Residential District
- IL - Light Industrial District
- IH - Heavy Industrial District
- BA - General Business District

**SCIENCE PARK PDD#49
PROPOSED ZONE BOUNDARY
NEW HAVEN, CONNECTICUT**

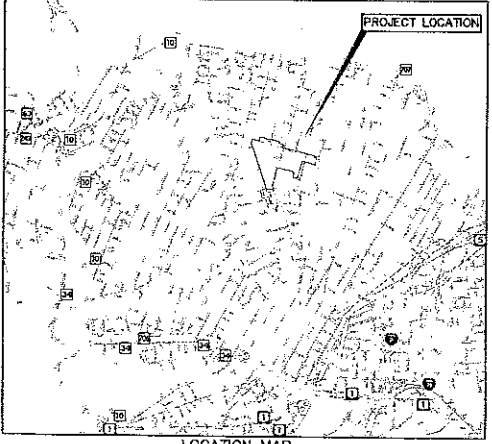
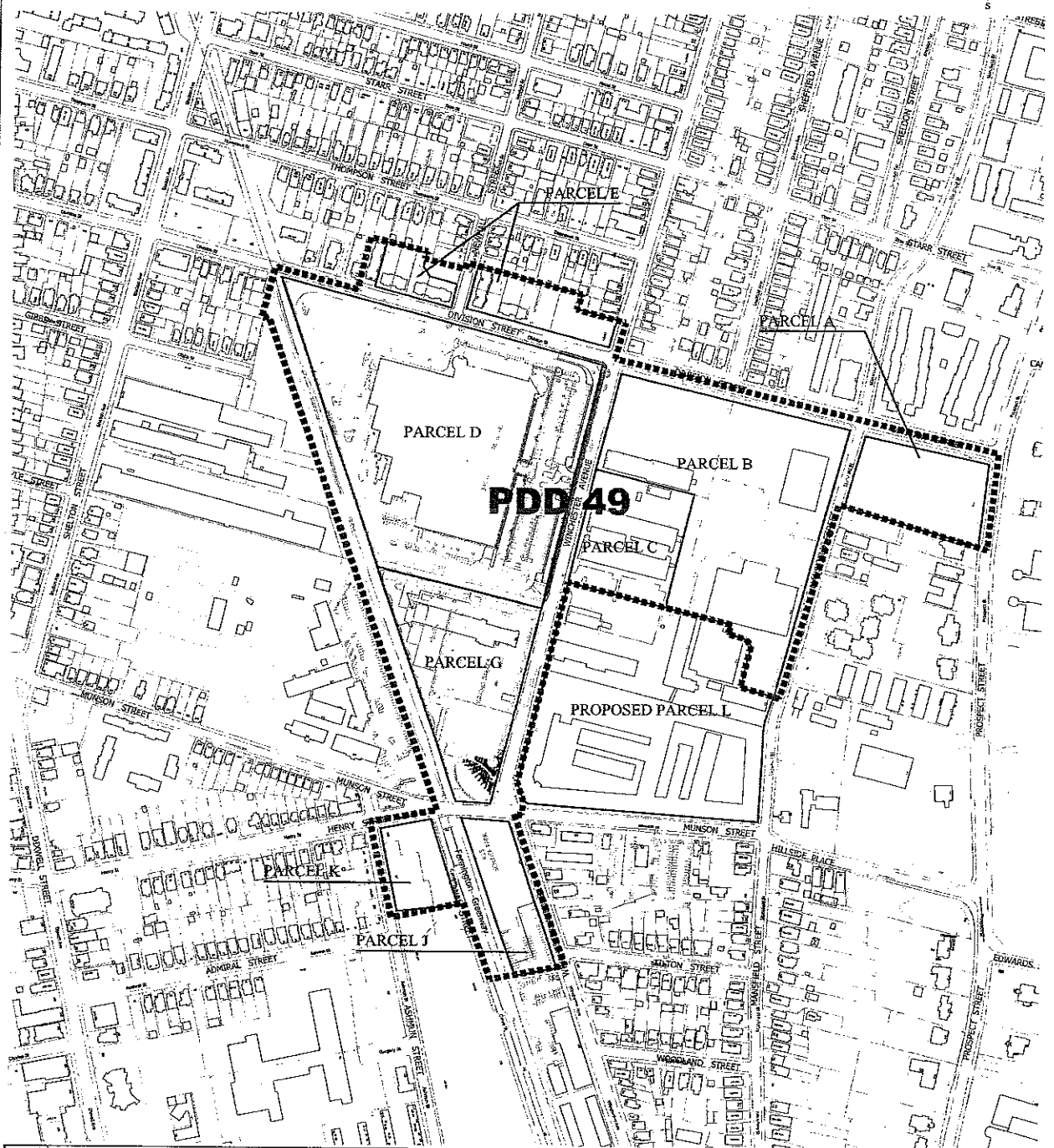
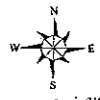


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PARCEL	USE
A	OPEN SPACES / GARDENS
B	OFFICE BUILDINGS
C	OFFICE / RESEARCH AND DEVELOPMENT / LIGHT MANUFACTURING
D	OFFICE / LIGHT MANUFACTURING / WAREHOUSE
E	HOUSING
G	PARK / GARAGE / RETAIL/ OFFICE RESEARCH AND DEVELOPMENT
J	OFFICE / RESEARCH AND DEVELOPMENT
K	VACANT LAND / (PROPOSED FUTURE DAYCARE CENTER)

PDD #49
CURRENT PARCEL AND USE MAP
 NEW HAVEN, CONNECTICUT

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Appendix 1

**TABLE SHOWING PROPOSED LAND USES IN
PLANNED DEVELOPMENT DISTRICT BY PARCEL**

Science Park PDD

(Amendments are in *italics/bold type*; note New Parcel L)

	Parcel									
	A	B	C	D	E	G	J	K	L	
Conference Center	X	X	X	X	X	X	X			
Research or testing laboratories with no limit as to floor area		X	X	X		X	X			X
Light Manufacturing		X	X	X		X	X			X
On-site or off-site parking lots or parking structures for employees, customers or visitors for any permitted use, or commercial or public parking lots or parking structures, excluding auto sales, service or rentals	X	X	X	X	X	X	X	X	X	X
Overnight lodging, restaurant, lounge and banquet facilities, all of which are permitted only in conjunction with a conference center	X									
Printing, engraving or other reproduction services, with no limit as to floor area		X	X	X		X	X			X ¹
News distribution enterprises		X	X	X			X			
Employment agencies	X	X	X	X	X	X	X			X
Establishments selling food for immediate consumption on or off premises		X	X	X	X	X	X			X
Single-Family, two-family and multi-family dwellings, nurseries and day care centers and uses permitted as of right in a RM2 zone					X					X ²
General, utility, wholesaling or distribution, radio or television station, charitable and philanthropic office uses, and offices incidental to a use otherwise permitted in the Planned Development District	X	X	X	X	X	X	X			X

¹ On Parcel L, printing, engraving or other reproduction services using non-digital processes shall be limited to 2,000 square feet of gross floor area.

² On Parcel L, only multi-family dwellings, nurseries and daycare centers and uses permitted as of right in a RM2 zone will be allowed but not single and two-family dwellings.

	A	B	C	D	E	G	J	K	L
Banks or other credit agencies	X	X	X	X	X	X	X		X
Personal Services (see use table, Zoning Ordinance, 42, part D), excluding driving schools, and funeral homes		X	X	X	X	X	X		X
Medical Practitioner's Offices			X	X	X	X	X		X ³
Warehousing		X	X	X		X	X		
Secondary School			X						
Child daycare center, group daycare home, family daycare home, special workplace daycare*			X	X		X	X	X	X
Health club, gyms, personal training with associated classes*			X	X		X	X		X
Movie, film, television, video game, animation, and entertainment production services, including multimedia services, and supporting services and eligible entertainment related industries as defined by Conn. Gen. Stat. § 32-76 and Reg. Conn. St. Agencies § 32-76-2*			X	X		X	X		X
Hotel, Bed & Breakfast, Inn or Tourist Home, with no limit as to number of rooms with a special permit									X
Eating, drinking places and entertainment (See use table, Zoning Ordinance, 42, part E), excluding drive-in establishment, adult entertainment establishments and adult cabarets⁴ theaters up to 250 seats; billiards and pool halls			X	X		X	X		X
Sale of food, drink and pharmaceuticals (see use table, zoning ordinance, 42, part C) on the ground floor of buildings fronting on Winchester Avenue or Munson Street			X	X		X	X		X
General merchandise and clothing (See use table, Zoning Ordinance, 42, part G) on the ground and second floors of buildings fronting on Winchester Avenue or Munson Street			X	X		X	X		X

³ On Parcel L Medical Practitioners' Offices will be limited to 5,000 square feet of gross floor area. Medical Practitioners' Offices in excess of 5000 square feet of gross floor area will require a special permit. See below

⁴ Where this table refers to sections in the Zoning Ordinance, in the event that any such section is repealed, the uses set forth in the referenced section on the date of the repeal shall be allowed.

	A	B	C	D	E	G	J	K	L
Personal Goods (see use table, Zoning Ordinance, 42 part H) excluding gun shops and bicycle repair shops on the ground and second floors of buildings fronting on Winchester Avenue or Munson Street			X	X		X	X		X
Home Goods and Furnishings – (See use table, Zoning Ordinance, 42 part I) on the ground and second floors of buildings fronting on Winchester Avenue or Munson Street			X	X		X	X		X
Financial services (see use table, zoning ordinance 42, Part J)			X	X		X	X		X
Public access park or community garden			X	X		X	X		X
Caterer			X	X		X	X		X
Establishment selling or renting office equipment and supplies and business machines and scales			X	X		X	X		X
Antenna or wireless site on an existing structure or on new tower (subject to section 49, standards), transmitting tower for radio and televisions stations			X	X		X	X		X
Music or Dancing School			X	X		X	X		X
Interior decorator, upholsterer, furniture repairer, with no limit as to floor area			X	X		X	X		X
Medical Parishioners' Offices of over 5,000 square feet gross floor area, outpatient clinic, public health center,, outpatient surgical facility , imaging center, home health agency, clinical laboratory, medical walk-in clinic, assisted living service agency, outpatient physical and/or occupational therapy office, outpatient chronic dialysis facility, community health center as defined in section 19a-490a, outpatient facility operated by a nonprofit educational institution exclusively for students, faculty and staff of such institution and their dependents, family planning or reproductive health services clinic, primary care clinic, sports medicine clinic, emergency services clinic, adult day care center, wellness center, mental health center, dental offices, and optometrists' offices with a special permit			X	X		X	X		X
Professional, Government and Service offices			X	X		X	X		X

	A	B	C	D	E	G	J	K	L
Veterinarian and animal groomer with all facilities within enclosed building(s) excluding kennels			X	X		X	X		X
Non-profit recreation facilities, community centers, clubs, non-profit cultural activities, non-profit social organizations, museum			X	X		X	X		X
Uniform sales and rentals			X	X		X	X		X
Art Gallery			X	X		X	X		X
Business schools and training facilities			X	X		X	X		X
Data processing and computer centers, including service and maintenance of electronic data processing equipment			X	X		X	X		X
Live/Work spaces (spaces used jointly for commercial purposes permitted in the Planned Development District and also for residential purposes), not subject to Zoning Ordinance Section 18 standards									X
High technology service use (a use which has as its principal function the providing of services, including computer information transfer, communication, distribution, management, processing, administrative, laboratory, experimental, developmental, technical, or testing services)			X	X		X	X		X
High technology industrial use (a use which has its principal function light manufacturing, assembly, fabrication or machining from processed materials, including but not limited to agricultural technology, biological or pharmaceutical research, software technology, telecommunications, biomedical technology, fluid transfer and handling technology, defense and aerospace technologies or other technology oriented or emerging industrial or business activity)			X	X		X	X		X
Research, development, engineering, design, assembly, fabrication and light manufacturing of high-technology equipment, including equipment used in high technology industrial uses, instrumentation and computer software			X	X		X	X		X
Game room accessory to a residential use and not subject to § 42.2 standards									X

	A	B	C	D	E	G	J	K	L
Home improvement company, general contractor, special trade contractor, and sign maker			X	X		X	X		X
Retail and wholesale bakeries and food processing up to 5,000 square feet of gross floor area, but excluding fish and meat processing			X	X		X	X		X
Assisted living, elderly and disabled housing home for the aged, and rest homes			X	X		X	X		X
Conference center accommodating up to 500 people including sleeping, eating and recreation facilities designed to be utilized primarily by conference attendees									X
Accessory Uses Incidental to uses permitted in PDD #49 either as of right or by special permit			X	X		X	X		X



Transportation, Traffic & Parking Department

City of New Haven

200 Orange Street G3
New Haven, CT 06510

John DeStefano, Jr.
Mayor

Michael Piscitelli, AICP
Director

ADVISORY REPORT

To: Edward Mattison, Chair
City Plan Commission

FROM: Michael Piscitelli, AICP *MP*

RE: CPC 1442-09 - Proposed Amendment to Science Park PDD (#49)

DATE: July 21, 2010

Pursuant to Section 65 (d) of the Zoning Ordinance, the Transportation, Traffic and Parking Department reviewed the petition of Science Park Development Corporation and Winchester Arms NH concerning the proposed amendment to PDD #49. The department has reviewed the application, general plans and, specifically, the traffic impact study (the study) dated June, 2010. The study analyzes a "full build" condition and the department understands that the full build master plan will be phased-in over time. The plan contemplates the following uses: 220,000 s.f. of general office; 50,000 s.f. of research and development space; and 225 residential units.

The State Traffic Commission (STC) likewise will review this application as a determination for Major Traffic Generator Certificate has been requested. A full certificate is likely given the scope of the development and the anticipated new traffic volume in the a.m. and p.m. peak hour. The applicant prepared this study in a manner consistent with STC guidelines; however, the City's review is more comprehensive in nature and the local reviewing bodies are encouraged to request a narrative describing the proposed traffic improvements relative to the City's Complete Streets Design Manual and a statement on Science Park's efforts / commitments to reduce traffic through aggressive transportation demand management programs. These statements are not required by the STC, but are considered essential here in New Haven. Science Park is located on the northern edge of Downtown and many neighborhood streets are impacted by traffic to and from this emerging job center.

The department staff reviewed the technical details and shared our initial findings with the traffic consultants Fuss and O'Neill on July 16. These findings, along with the ongoing follow-up, are summarized below:

- The submitted traffic study identifies a morning peak hour of 7:00 a.m. to 8:00 a.m. The peak hour analytical is then used to develop projections for intersection performance following full build out. The department believes that this early-morning peak hour understates the actual peak travel time. The consultants are reviewing the actual traffic counts and the department requested an update to the analysis as needed.

- The study estimates the origin and routing patterns to and from the site, mainly based on the prior study of the garage at 25 Science Park. The department believes that actual experience would be a better indicator of travel patterns and has encouraged the consulting team to review the actual travel patterns of existing workers at Science Park.
- The study does not fully analyze pedestrian access to the site and the consultants have agreed to check the sidewalk conditions and intersections from all major approaches.
- The applicant makes no proposals to enhance bike access to the site. The department recommends bike routes, with shared lane markings at a minimum, connecting the Farmington Canal and Orange Street bike routes to the site. Consideration also should be given to connecting the future Downtown SLM program to the site. The consulting team is looking at bike access opportunities and will report back.
- The applicant proposes to widen Henry Street at Dixwell Avenue and remove on-street parking on sections of Henry Street. The department does not encourage this proposal, as it further disrupts a local street, mainly for the benefit of peak hour traffic flow.
- The applicant proposes a new traffic signal at the intersection of Winchester Avenue and the new site driveway. The department is cautious about this proposal as the City will be responsible for on-going maintenance. The department does not support a signal simply for the convenience of access to the site. Rather, the signal needs to be justified by traffic control warrant, which has not been prepared to date.
- The department is concerned about the performance and safety of the Mansfield Street intersections with Munson / Hillside and Division Street. The approaches from the east are downhill and even lighter traffic volumes are complicated by increased turning movements. Some alignment work is proposed at Hillside; however, the department strongly recommends traffic calming roundabouts at both locations.
- The applicant proposes a median on Munson Street, generally between Winchester and Hillside. The median will result in the loss of on-street parking and is not supported. Instead, the department supports enhanced pedestrian crossings with curb extensions at the intersection with Winchester and a new roundabout at the aforementioned intersection with Hillside.
- Also on Munson Street, the applicant proposes a mid-block crosswalk 130 feet east of the intersection with Winchester. The department believes this location is too close to the intersection and recommends placing the crosswalk at a more appropriate and central location between the two intersections.
- The study calls out the Yale Shuttle as a public transit system, which it is not. The consultants are encouraged to more closely review the CT Transit service and identify potential public service enhancements as part of the broader TDM plan.
- Travel speed is a prevailing concern on both Winchester and Munson Streets. The consultant team is taking a second look at the plan specifically to look at ways to better address high travel speed in the vicinity of the site.

As a general summary note, this project will generate significant traffic volumes. The applicant is encouraged to further refine its complete streets program in order to reduce travel speed and to avoid any potential adverse impacts on the surrounding neighborhood. The applicant is further encouraged to reduce trip generation through more aggressive transportation demand management programs, including carpooling, transit subsidies, bike/ped enhancements and car sharing.

Thank you for your time and attention to this matter. If you have any questions, please do not hesitate to call me direct at (203) 946-8067.

TRANSPORTATION, TRAFFIC AND PARKING DEPARTMENT

MP L

Michael Piscitelli, AICP
Director

cc: Kelly Murphy, AICP, Economic Development Administrator
Karyn Gilvarg, AIA, City Plan Director
Richard Miller, PE City Engineer
Carolyn Kone, Esq.
Mark Vertucci, Fuss and O'Neill
file