

NEW HAVEN CITY PLAN COMMISSION SITE PLAN REVIEW

RE: 275 SOUTH ORANGE STREET. Site Plan Review for the construction of a multi-story, mixed-use commercial building in a BD-3 zone. (Owner: 275 Orange Phase 1C LLC; Applicant: Ancora Investments, LLC; Agent: Carolyn Kone of Brenner, Saltzman & Wallman LLP)

REPORT: 1624-03

ACTION: Approval with Conditions

STANDARD CONDITIONS OF APPROVAL

1. Pursuant to State Statute, this site plan and soil erosion and sediment control plan approval is valid for a period of five (5) years following the date of decision, until January 18, 2028. Upon petition of the applicant, the Commission may, at its discretion, grant extensions totaling no more than an additional five (5) years to complete all work connected to the original approval.
2. 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 for building permits. A digital copy of the recorded report shall be provided to staff (.pdf).
3. Signoff on final plans by the Greater New Haven Water Pollution Control Authority; City Engineer; Department of Transportation, Traffic, and Parking; City Plan Department; and Fire Marshal in that order shall be obtained prior to initiation of site work or issuance of building permit.
4. 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. A site bond will be required in conformity with Connecticut General Statutes Section 8-3(g). Bond, or other such financial instrument, shall be provided to the City Plan Department, in an amount equal to the estimated cost of implementation of erosion and sediment controls, plus 10 percent, prior to City Plan final sign-off on plans for building permit.
6. Any proposed work within City right-of-way will require separate permits.
7. Prior to applying for a Building Permit, street address(es) shall be assigned by the City Engineer.
8. Any sidewalks or curbs on the perimeter of the project deemed to be in damaged condition shall be replaced or repaired in accord with City of New Haven standard details.
9. Any proposed removals of street trees must be coordinated with the Department of Parks, Recreation, and Trees prior to sign-off for building permits.
10. Filing (with City Plan) and implementation of a Storm Drainage Maintenance Plan and Inspection Schedule is required.
11. Following completion of construction, any catch basins in the public right-of-way impacted by the project shall be cleaned, prior to issuance of Certificate of Occupancy.
12. Within 10 business days of City Plan Commission approval, the applicant shall submit a digital (.pdf) and hard copy of the final approved plan set (including all revisions) to the City Plan Department.
13. As-built site plan shall be filed with City Plan Department, with a copy to the City Engineer, prior to issuance of Certificate of Occupancy. Site Plan shall be submitted in mylar and digital form (.pdf).

Submission: SPR Application Packet including DATA, WORKSHEET, SITE, and SESC forms.

NARRATIVE attached. Application fee: \$410. Received November 17, 2022.

- Section 60.0 Stormwater Management Compliance Report, 191 sheets, dated November 17, 2022
- Memorandum re FAR bonuses including LEED scorecard, 7 sheets, dated November 17, 2022
- Plan Set submittal, 37 sheets, dated November 17, 2022, revised December 1, 2022, December 16, 2022, and January 12, 2023

- Plan Set-Site prep and staging, 6 sheets, dated November 17, 2022
- Survey, 1 sheet, dated October 25, 2022
- Request for interpretation of definition of 'lot' letter, 6 sheets, dated February 22, 2022
- New Haven Coliseum Redevelopment Proposed Organizational Chart, 1 sheet, n.d.

PROJECT SUMMARY:

Project: Coliseum Site Development Phase IC
Address: 275 South Orange Street
Site Size: 0.78 acres
Building size: 213,635 SF
Zone: BD-3 (Central Business/Mixed Use)
Owner: 275 Orange Phase 1-C LLC
Phone: (203) 943-3958
Applicant: Ancora Investments, LLC
Phone: (617) 212-7048
Agent: Carolyn W. Kone of Brenner, Saltzman & Wallman LLP
Phone: (203) 772-2600
Site Engineer: Fuss & O'Neill
Phone: (860) 646-2469

BACKGROUND

Previous CPC Actions:

11/4/2020 1573-02 275 SOUTH ORANGE Street. Site Plan Review for the construction of a multi-story, multi-use structure in a BD-3 zone. Applicant: Gregory Fieber for LWLP New Haven

8/29/2007 1407-09 275 SOUTH ORANGE Street. Site Plan Review for Construction of Temporary Parking Lots on former Coliseum Site. Applicant: City of New Haven

5/18/2005 1369-36 275 SOUTH ORANGE Street. Site Plan Review for Phase I of Gateway Downtown Development Project (Demolition of New Haven Coliseum) in a BD Zone. Applicant: City of New Haven.
Project: Gateway Downtown Development Project

Zoning: The Site Plan as submitted meets the requirements of the New Haven Zoning Ordinance for the BD-3 zone (Central Business/Mixed Use) with a FAR bonus allowing an FAR of 6.28, based on meeting sustainability goals set forth in NHZO Section 43(b)(2)c. The LEED scorecard was included in the submitted materials.

Site description/existing conditions: The subject parcel for the development of the former New Haven Coliseum site encompasses an area of approximately 4.5 acres and consists of an asphalt pavement surface parking lot. The site is bounded by George Street to the north, State Street to the east, North Frontage Road to the south, and South Orange Street the west. Proposed redevelopment of the entire site will be conducted in multiple phases. Proposed development associated with Phase IC of the project, will occur within a 0.78-acre area along the southwest portion of the parcel, labeled as 'Phase IC Parcel' on the survey. The parcel is bound by South Orange Street to the west, North Frontage Road to the south, the Phase 1B Parcel to the east, and the Laneway to the north.

Proposed activity: The applicant proposes to construct a 213,635 SF building with nine stories and two floors of mechanic penthouse. The building will be 183 feet tall and will have 213,635 of gross floor area. 2,525 SF of the ground floor will be retail/restaurant space. The remainder of the building will be laboratory and office space including amenity space for the tenants, a loading dock and loading spaces, mechanical rooms, and south-facing terraces on the second through ninth floors. The building will be designed to achieve a minimum LEED Silver rating.

To the north, the Phase 1C Parcel will include the southwestern portion of the Laneway, which will include a drop-off/pick-up space, four trees, and a sidewalk.

To the east, the Phase 1C Parcel will include 20.5 feet of a 36-foot-wide alleyway which runs between the 1C and 1B buildings. This alleyway will be used for a loading dock and loading and trash pick-up access.

Motor vehicle circulation/parking/traffic: No parking on site. 300 parking passes will be provided for 1C tenants, in the Phase 1B garage (CPC #1624-02). Loading and trash removal will occur via the alleyway behind the building which is accessed from the laneway. A drop-off/pick-up space is proposed in front of the building on South Orange Street.

Bicycle parking: The first floor will include a bicycle storage room that can accommodate 43 bicycles. Four bicycle racks will be installed in front of the building on South Orange Street.

Trash removal: Trash trucks will access the alleyway behind the building from the laneway and then turn into the building where they will back into the first floor of the building to pick up trash from the compactor.

Signage: None proposed. All signage must meet zoning requirements.

Sec. 58 Soil Erosion and Sedimentation Control:

Class A (minimal impact)

Class B (significant impact)

Class C (significant public effect, hearing required)

Cubic Yards (cy) of soil to be moved, removed or added: 8,334 CY

Start Date: Summer 2023

Completion Date: Spring 2025

Responsible Party for Site Monitoring Wael Saad, Consigli Construction Company, wsaad@consigli.com, 860-235-6681

On-site Monitor: Christopher Coyne, Consigli Construction Company, ccoyn@consigli.com, 718-252-9517

This individual is responsible for monitoring the site to assure there is no soil or runoff entering City catch basins or the storm sewer system. Other responsibilities include:

- monitoring soil erosion and sediment control measures on a daily basis;
- assuring there is no dust gravitation off site by controlling dust generated by vehicles and equipment and by soil stockpiles during the construction phases;
- determining the appropriate response, should unforeseen erosion or sedimentation problems arise; and
- ensuring 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 named party is responsible for notifying the City Engineer within twenty-four hours of any such situation with a plan for immediate corrective action.

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*.

Note: Because the project is between 1 and 5 acres (“small construction”), the applicant is not required to obtain a General Permit for the Discharge of Stormwater and Dewatering Wastewaters from Construction from CT DEEP as long as the applicant has adhered to the erosion and sediment control regulations of the municipality in which the construction activity, in this case, the City of New Haven.

Sec. 60 Stormwater Management Plan: SUBMISSION MEETS REQUIREMENTS

REQUIRED DOCUMENTATION

- Soil characteristics of site;
- Location of closest surface water bodies and depth to groundwater;
- DEEP ground and surface water classification of water bodies;
- Identification of water bodies that do not meet DEEP water quality standards;
- Proposed operations and maintenance manual and schedule;
- Location and description of all proposed BMPs;
- Calculations for stormwater runoff rates, suspended solids removal rates, and soil infiltration rates;
- Hydrologic study of pre-development conditions commensurate with conditions.

STANDARDS

- Direct channeling of untreated surface water runoff into adjacent ground and surface waters shall be prohibited;
- No net increase in the peak rate or total volume of stormwater runoff from the site, to the maximum extent possible, shall result from the proposed activity;
- Design and planning for the site development shall provide for minimal disturbance of pre-development natural hydrologic conditions, and shall reproduce such conditions after completion of the proposed activity, to the maximum extent feasible;
- Pollutants shall be controlled at their source to the maximum extent feasible in order to contain and minimize contamination;
- Stormwater management systems shall be designed and maintained to manage site runoff in order to reduce surface and groundwater pollution, prevent flooding, and control peak discharges and provide pollution treatment;
- Stormwater management systems shall be designed to collect, retain, and treat the first inch of rain on-site, so as to trap floating material, oil and litter;
- On-site infiltration and on-site storage of stormwater shall be employed to the maximum extent feasible;
- Post-development runoff rates and volumes shall not exceed pre-development rates and volumes for various storm events. Stormwater runoff rates and volumes shall be controlled by infiltration and on-site detention systems designed by a professional engineer licensed in the state of Connecticut except where detaining such flow will affect upstream flow rates under various storm conditions;
- Stormwater treatment systems shall be employed where necessary to ensure that the average annual loadings of total suspended solids (TSS) following the completion of the proposed activity at the site are no greater than such loadings prior to the proposed activity. Alternately, stormwater treatment systems shall remove 80 percent TSS from the site on an average annual basis; and
- Use of available BMPs to minimize or mitigate the volume, rate, and impact of stormwater to ground or surface waters.

Sec. 60.1 Exterior Lighting: SUBMISSION MEETS REQUIREMENTS**REQUIRED SUBMISSION**

- Lighting Plan with location of all fixtures, type of fixture and mounting height of lights;
- Manufacturer specifications or cut-sheet for each fixture;
- Photometrics.

STANDARDS

- In general, all exterior light sources must be directed downward. The lighting must also be, as much as physically possible, contained within the target area;
- Parking Lot and Security Lighting.* All outdoor light fixtures within a parking lot, vehicular circulation area, or pedestrian area must be of a Full Cutoff or Fully-Shielded type;
- Architectural Lighting.* Lighting for building facades and Indirectly Illuminated Signs is permitted subject to the following: (a) Uplighting does not exceed 900 lumens & (b) Upward aimed light is Fully-Shielded and fully-confined from projecting into the sky, eaves, roofs, or overhangs. The light must be fully confined within the vertical surface of the wall being illuminated;
- Unshielded Lighting.* Floodlighting is discouraged, and if used, must be shown that the type of fixture proposed is not objectionable because it (a) prevents Glare for drivers and pedestrians and light above a horizontal plane, and (b) mitigates light trespass beyond the property line. Unshielded, motion activated lighting will not be triggered off the property on which the fixture is located and must go off within five minutes of activation. Unshielded lighting creating Glare or Light Trespass is required to be re-aimed and/or fitted with a shield device to block the Glare;
- Lighting Curfew.* On all parking fields, including surface lots, parking decks and top levels of parking garages which contain a minimum of four light poles, the lighting must be reduced by at least 50 percent of full operational levels within 30

minutes after the close of business. Because certain minimum lighting levels are recommended for safety and security, parking field lighting does not need to be reduced to less than an average .2 footcandles as measured horizontally at the surface on which the light pole is mounted in accordance with Illuminating Engineer Society (IES) Standards; and *Height*. Exterior Lighting must not exceed 20 feet in height from the point on the ground directly below the fixture to the highest point on the fixture. Lighting mounted higher than 20 feet may be permitted through the site plan review process, either by Staff or the Commission, as applicable, depending on the site conditions;

- Maximum Light Levels at the Property Line.*
- a. *The maximum light level at any point on the property line cannot exceed: .1 footcandles within or adjacent to a property with a residential use or .2 footcandles when adjacent to properties with other uses. Where the adjacent property is a residential use or mixed-use and the first floor is not residential, the maximum light levels at the property line cannot exceed .2 footcandles;*
 - b. *Color. Because blue light brightens the night sky more than any other color of light, lighting must have a color temperature of no more than 3000 Kelvins. Exterior Lighting that has warmer light spectrums are preferred;*
 - c. *The Staff or the Commission, as applicable, may determine that certain light fixtures are exempt from these requirements of this Section because they do not adversely affect an adjacent property owner or the night sky or because they are necessary for the functioning of the use.*
- Note: Light levels over 0.2 footcandles shown on the photometric plan are due to lighting on South Orange Street and in the laneway, required for visibility/safety.*

Sec. 60.2 Reflective Heat Impact: SUBMISSION MEETS REQUIREMENTS STANDARDS

- 50% of all on-site non-roof hardscape or paved areas will be either:
 - shaded AND/OR
 - constructed of a material with a solar reflectance index of at least 29.

TOTAL SF of non-roof hardscape: 7,880 SF
 50% of non-roof hardscape: 3,940 SF

Non-Roof Hardscape Areas with SRI >29	
Concrete Paving	5,215 SF
Architectural Concrete	1,550 SF
Plaza Concrete Pavers	415 SF
TOTAL PROPOSED SHADED/HIGH SRI AREA	7,180 SF
% SHADED/HIGH SRI PROPOSED	91.2%

Project Timetable: Construction is expected to begin Summer 2023 and be completed by Spring 2025.

SITE PLAN REVIEW

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.

In December 2022, the Developer updated the land uses on Parcels 1A, 1B and 1C and the anticipated trip generation and trip distribution volume figures resulting from these uses. Because there will be fewer trips generated as a result of these uses than was anticipated in the 2020 Traffic Study, there still should be little or no change in the level of service in the intersections studied in the Traffic Study. Additionally, the Applicant will update the Synchro models for background and combined traffic set forth in the 2020 Traffic Study, to include performing traffic counts at certain intersections that TTP has specified, for purposes of assisting the City with updating signal timing at the City’s discretion.

Entrances and exits to the Parking Facilities have been reviewed by the Department of Transportation, Traffic and Parking. To facilitate safe egress, the developer will modify the Water Street at State Street traffic signal, as

needed, to accommodate full access to the Coliseum site under Phase 1A/B/C and the future Phase 2 development scenario to be coordinated with the City's TTP/Engineering departments as noted on the plans.

PLANNING CONSIDERATIONS

This application for Phase 1C of the Coliseum/"Square 10" development supports the vision for the Coliseum site as articulated in the Development and Land Disposition Agreement (DLDA) to "create a vibrant, pedestrian, and transit-oriented setting that grows New Haven's jobs and tax base" and supports many of the City's goals. This development will result in activation of currently underutilized land, support local economic growth in the City's growing bioscience sector and create hundreds of units of much needed housing.

While the three parcels in Phase 1 have been submitted as separate applications, throughout the process staff encouraged the development teams to consider how these parcels function as a cohesive whole and improvements to create a more welcoming, pedestrian friendly environment. The process of design on this parcel included a formal design review process and peer review completed in Fall 2022, as articulated by the DLDA. This process involved iterative changes to the design to improve connectivity parcel to the adjacent architecture and neighborhoods, support safe ground level pedestrian activity, and provide an example of sustainable design.

Of particular interest in this parcel is the integrated pedestrian laneway to the north and greenspace amenities. This laneway was conceived as part of the DLDA process as a "woonerf" which views the multi-use street as an activated social space. The safe movement of pedestrians, bicycles, and loading vehicles through the laneway, as well as along South Orange Street, was a priority given the high density of anticipated activity within this development as well as the ongoing development on South Frontage Road and future development along State Street. Development teams participated in three formal technical reviews with staff regarding the proposed modifications. This parcel is also adjacent to a significant number of recent improvements, including bioswales, curbing and bike lanes, made through Phase 2 of the Downtown Crossing development. Maintaining these existing improvements as well as creating coherence to the envisioned linear park on the south side of this parcel was important to staff. These were negotiated through the technical review process. The complexity of this project as a multi-parcel and multi-phased development also raises the importance of ongoing coordination with the city regarding soil and site control, staging, and maintenance and protection of traffic.

The public and community leadership have had opportunities for input and discussion of proposed development on this parcel site through multiple community meetings, discussions with Community Management Teams, and briefings facilitated by the Economic Development Division staff. These include: Project Community Meeting (9/24/2019 & 9/25/2019); General Community Outreach Meeting (6/8/2020); CMT: Hill South & Downtown Wooster Square (8/13/2020); a Community Workshop (9/10/2020) and a Community Meeting (Phase 1B/1C, 11/17/23).

SITE PLAN ACTION

The City Plan Commission approves the submitted Site Plans subject to conditions on Page 1.

ADOPTED: January 18, 2023
Leslie Radcliffe
Chair

ATTEST: 
Laura E Brown
Executive Director, City Plan Department