

NEW HAVEN CITY PLAN COMMISSION SITE PLAN REVIEW

RE: 701 & 709 TOWNSEND AVENUE AND RAYNHAM HILL DRIVE. Site Plan Review for creation of an event facility through rehabilitation of a historic structure and site improvements, in the RS-3 zone. (**Owner/Applicant:** East Shore Partners, LLC; **Agent:** Marjorie Shansky)

REPORT: 1633-05

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 July 19, 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. Upon approval by the City Plan Commission, provide compiled digital copies of all application materials, including drawing sets and reports, to staff for filing (.pdf files) prior to City Plan signoff for building permits.
4. Comments under **ADDITIONAL CONDITIONS OF APPROVAL** shall be reviewed with the City Plan Department and resolution reflected on final plans, prior to their circulation for signoff.
5. 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.
6. 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.
7. 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.
8. 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.
9. Any proposed work within City right-of-way will require separate permits.
10. 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.
11. Any proposed removals of street trees must be coordinated with the Department of Parks, Recreation, and Trees prior to sign-off for building permits.
12. 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.
13. 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.
14. As-built Survey 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).

ADDITIONAL CONDITIONS OF APPROVAL

15. The applicant shall merge all associated tax lots for municipal regulation and tax purposes through the Office of the City Tax Assessor, and record on the land records. Applicant shall provide City Plan with a proof from the land records prior to issuance of building permit.

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

NARRATIVE attached. Application fee: \$410. Received May 18, 2023.

- Site plan set, 11 sheets, dated May 19, 2023, revised June 23, 2023, July 6, 2023, July 13, 2023, July 18, 2023, and July 19, 2023
- Drainage report, 129 sheets, dated May 19, 2023, revised July 6, 2023
- Lighting plan and specs, 30 sheets, n.d.
- Architectural plans, 4 sheets, dated May 9, 2023
- Traffic study, 43 sheets, dated May 8, 2023
- Site Plan Narrative, 1 sheet, n.d.

PROJECT SUMMARY:

Project: The Townshend Estate event venue

Address: 701 and 709 Townsend Avenue and Raynam Hill Drive

Site Size: 12.85 acres

Building size: 13,040 SF

Zone: RS-3

Parking: 75 spaces

Owner: East Shore Partners, LLC

Phone: 203-675-5044

Applicant: Same as above

Agent: Marjorie Shansky

Phone: 203-671-8887

Site Engineer: SLR

BACKGROUND

Previous CPC Actions:

15-Feb-23

1627-01 701, 709, 725, 745 TOWNSEND Avenue.

PETITION TO AMEND THE NEW HAVEN ZONING MAP (Map # 13) TO CHANGE THE DESIGNATION OF APPROXIMATELY 26.56± ACRES OF LAND LOCATED AT 701 TOWNSEND AVENUE, 709 TOWNSEND AVENUE, 725 TOWNSEND AVENUE, 745 TOWNSEND AVENUE (including M-B-P 024/0920/02700, M-B-P 024/0920/02800, M-B-P 024/0920/02900, M-B-P 024/0920/03000, and M-B-P 024/0920/02701) FROM RS-2 (GENERAL SINGLE-FAMILY) to RS-3 (SPECIAL HERITAGE MIXED USE) ZONING DISTRICT CLASSIFICATION.

Applicant: Attorney Marjorie Shansky for East Shore Partners, LLC

(Zoning map amendment enacted by the Board of Alders on March 7, 2023)

Zoning:

The Site Plan as submitted meets the requirements of the New Haven Zoning Ordinance for the RS-3 zone, with a Special Exception to permit the use of an event facility within a historic residential structure in the RS-3 Zoning District granted by the Board of Zoning Appeals on May 9, 2023.

Site description/existing conditions:

The site is located in the East Shore neighborhood. The subject site is composed of three parcels: 701 Townsend Avenue, 709 Townsend Avenue, and an unnumbered parcel on Raynam Hill Drive that includes a portion of the right-of-way. The parcels are largely lawn and wooded areas with some paved driveways on the 709 Townsend Avenue parcel. A 13,040 SF historic mansion is located on the 709 Townsend Avenue parcel, set back a little

under 80 feet from the road. There are also a number of small accessory buildings on this parcel. There are inland wetlands located at the eastern edge of all three parcels.

Proposed activity:

The only demolition proposed is one small accessory building and no work is proposed in the Inland Wetlands Regulated Area. The applicant proposes an interior renovation of the mansion building to convert into an event facility and site improvements including construction of a pervious parking area, stormwater management infrastructure, accessibility improvements, and new landscaping.

Motor vehicle circulation/parking/traffic:

75 parking spaces are proposed in a pervious surface lot, in excess of zoning requirements. Vehicles will enter and exit the site from a curb cut on Townsend Avenue. There is also a one-way exit along an existing driveway and existing curb cut north of the entrance that also includes a drop-off area in front of the mansion. Vehicles can also enter and exit the surface lot directly via a curb cut on Raynham Hill Drive. Three accessible parking spaces (one van and two standard) are located at the north end of the lot, closest to the mansion.

Bicycle parking:

Not required. The applicant should consider installing bicycle racks for attendees of community meetings and other similar events.

Trash removal: An enclosed dumpster will be located south of the existing barn buildings at the end of a gravel path, accessible for collection via the main driveway.

Signage: No new signage proposed at this time. All signage must meet zoning ordinance 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: 660 CY

Start Date: Summer 2023

Completion Date: Fall 2023

Once a contractor is chosen, an individual will be named as the individual responsible for monitoring soil erosion and sediment control measures on a daily basis, and that name provided to the City Plan Department prior to signoff of final plans for permits.

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.

Sec. 60.2 Reflective Heat Impact: WAIVER GRANTED

The applicant has requested a waiver from the requirements of NHZO Section 60.2, stating, "Proposed non-roof impervious areas with solar reflective index of 28 or less is 17,930 SF. This area represents only 4.8% of the overall site area. This represents an increase of 4,389 SF from existing conditions. Proposed non-roof impervious areas with solar reflective index of 28 or less are comprised of bituminous concrete driveway in areas of existing bituminous concrete driveways, adjacent to and north of existing, large mature trees to remain, which will continue to provide shade for these areas. Accordingly, the applicant requests a waiver from providing a reflective heat impact study as part of this application."

Planning Staff note that given that the parcels are over 95% pervious, vegetated surface, the pavement on the site is unlikely to be a major contributor to urban heat island effect in the area. It is also possible the site meets the requirements of NHZO Section 60.2 based on the average area of shaded pavement, however no shade study has been provided, so this cannot be confirmed.

Project Timetable: Summer 2023-Fall 2024

PLANNING CONSIDERATIONS

On February 15, 2023, the City Plan Commission approved a zoning map amendment to rezone 26.56 acres on land on Townsend Avenue to the RS-3 zoning district. As noted in CPC Report #1626-02, this district serves as a transitional residential zoning district between the RS-2 (General Single-Family) and the RM-1 (Low-Middle

Density) zoning district with respect to the density allowed in a principal structure located on a single parcel as well as expanding on and eliminating some of the allowable non-residential uses. The goal of the map amendment was to support agricultural uses, historic preservation, and limited hospitality uses as well as to further and support the rehabilitation, restoration and/or adaptive reuse of the Historic Residential and Accessory Structures on the subject parcels. The proposal before the Commission represents the first phase of redevelopment of the Townshend Estate under the new RS-3 zoning.

Vision 2025, the Comprehensive Plan of Development, highlights the need for economic development, and preservation of historic resources, which will be supported by the proposed events facility. The Comprehensive Plan also highlights the importance of “growing opportunities for promoting commercial and non-profit agriculture through amendments to the local land use regulations that help mitigate the urban heat island effect, as well as promote community cohesion.” (Vision 2025 p47) This includes supporting agricultural uses, greenspace and uses that are adjacent to and may complement but do not adversely impact nearby residential uses. The site plan is well-aligned with these goals, proposing rehabilitation of the historic mansion, robust landscaping, and a surface parking lot on pervious materials.

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.

SITE PLAN ACTION

The City Plan Commission approves the submitted Site Plans subject to conditions on Pages 1 and 2.

ADOPTED: July 19, 2023
Adam Marchand
Acting Chair

ATTEST: 

Laura E Brown
Executive Director, City Plan Department