NEW HAVEN CITY PLAN COMMISSION SITE PLAN REVIEW
NEW HAVEN CITY PLAN COMMISSION DETAILED PLAN REVIEW

RE: **1342, 1346, 1354, 1360, 1366, 1380 & 1450 CHAPEL STREET, 579, 583 & 629 GEORGE STREET AND 285, 289, 301, 323 & 330 ORCHARD STREET.** Detailed Site Plan Review to construct a Saint Raphael Campus bed replacement and neuroscience center in PDD 45. (Owner/Applicant: Yale New Haven Hospital, Inc.; Agent: John Knuff, Esq. of Hurwitz, Sagarin, Slossberg & Knuff LLC)

REPORT: 1568-02

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 April 15, 2025. 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 sign-off 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 sign-off 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. Filing (with City Plan) and implementation of a Storm Drainage Maintenance Plan and Inspection Schedule is required.
13. 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.
14. 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).

ADDITIONAL CONDITIONS OF APPROVAL

15. Applicant shall provide copies of final utility and pedestrian bridge easements to the City Plan Department prior to sign-off for building permits.
16. Maintenance of proposed storm sewer infrastructure in the right-of-way (outside of the proposed pipe and manholes along George Street) will be the responsibility of the Property Owner.
17. Applicant shall continue the community engagement process.

Submission: DETAILED PLAN REVIEW Application Packet including DATA, WORKSHEET, SITE, and SESC forms. NARRATIVE attached. Received March 19, 2020.

- Stormwater Management Report dated February 2020. Received March 19, 2020.
- Hydraflow Hydragraph Outputs dated April 2, 2020. Received April 2, 2020.
- Draft Utility & Pedestrian Bridge Easements received April 7, 2020.
- Trash Removal Plan memo. Received April 8, 2020.
- Supplement to Stormwater Management Report dated April 13, 2020. Received April 13, 2020.
- Application drawings. 78 sheets received March 19, 2020.
    - Overall Logistics & Construction Staging Plan. 9 drawings received March 19, 2020.
    - Survey, Site Plans, Exterior Elevations, Materials Plan, Landscape Plan, Grading Plan, Reflective Heat Impact/Shade Study, Drainage & Stormwater Management Plan, Site Utilities, Soil Erosion & Sedimentation Control Plan, Site Details, and Exterior Lighting Plan. 69 drawings received March 19, 2020. Revisions received April 9 and April 13, 2020.

PROJECT SUMMARY:

Project: YNHH Saint Raphael Campus Bed Replacement and Neuroscience Center
Address: 1342, 1346, 1354, 1360, 1366, 1380 & 1450 Chapel Street, 579, 583 & 629 George Street and 285, 289, 301, 323 & 330 Orchard Street
Proposed Construction: Inpatient bed towers with below-grade parking; garage expansion on Orchard Street; replacement of Orchard Street garage with additional parking; new pedestrian bridge over Orchard Street; redesigned emergency department facilities; and open space
Site Size: 14.6 acres
Zone: Planned Development District (PDD) 45
Parking: 2,458 parking spaces proposed (1,893 spaces required)
Owner: Yale New Haven Hospital, Inc.
Applicant: Same as above
Agent: John Knuff, Esq. of Hurwitz, Sagarin, Slossberg & Knuff LLC **Phone:** (203) 877-8000
Civil Engineer: Tighe & Bond
Architect: Shepley Bulfinch

BACKGROUND

Recent CPC Actions:

- **CPC 1563-08:** ZONING ORDINANCE TEXT AND MAP AMENDMENT to amend Planned Development District 45 to include additional parcels located on Chapel Street, Orchard Street and George Street in order to facilitate the construction of a bed replacement and neuroscience center. (Applicant: Yale New Haven Hospital, Inc.). Recommended approval November 20, 2019.

Zoning: The Detailed Plan as submitted meets the requirements of the New Haven Zoning Ordinance and is consistent with approved standards of Planned Development District (PDD) 45, with Board of Alders approval granted. In January 2020, the Board of Alders, following a public hearing and favorable recommendation by the City Plan Commission, approved an amendment to PDD 45 to include additional parcels on Orchard Street and

George Street and to amend the standards and uses in PDD 45 for the construction of a new Saint Raphael Campus bed replacement and neuroscience center. This applicant implements the Board of Alders approval and refines the conceptual development plan set forth in the PDD submission.

Site description/existing conditions: The project site, which encompasses an area of approximately 14.6 acres, is located within Planned Development District 45 and is occupied by the Yale New Haven Health Saint Raphael Campus. The campus, which is divided by Orchard Street, is bounded by Chapel Street in the north, George Street in the south, and Sherman Avenue in the west, and residential property in the east.

Proposed activity: Yale New Haven Hospital proposes to construct a new bed replacement and neuroscience center on the existing Saint Raphael Campus at the northeast corner of Sherman Avenue and George Street. The proposed building, comprised of two structures above a shared three-level podium, will include a center for neuroscience services and research. Additionally, and in response to higher patient acuity, the demand and code requirements for single-bed patient rooms, and the need for critical care capable beds and improved technology, the proposed facility will feature new patient beds to replace older, semi-private inpatient beds and expand procedural/surgical functions and outpatient clinical departments. The facility will expand clinical capacity while also addressing several significant current deficiencies in the physical plant, clinical support spaces, and public/family amenities.

In addition to the below grade parking beneath the proposed facility, the existing Orchard Street garage facility will be upgraded as part of the proposed SRC development. The improvement consists of two components: a garage expansion that will be built on the current open parking lot at the corner of Orchard Street and George Street and a replacement of the existing Orchard Street garage, to increase parking capacity. In addition to the existing pedestrian bridge that connects the current Orchard Street garage, a new pedestrian bridge over Orchard Street will be built to connect the new Orchard Street garage expansion to the existing campus building.

Parking	**Required**	**Proposed**
Hospital Parking:		
- Patient Beds (1 per 4 beds @ 660 beds)	165	165
- Doctors (1 per doctor @ 450 doctors)	450	450
- Employees (1 per 3 peak shift employees @ 2,800 employees)	934	934
- Outpatient (2 per outpatient doctor)	250	250
Grimes Center Parking:		
- Patient Beds (1 per 6 beds @ 80 beds)	14	14
- Doctors (1 per doctor @ 30 doctors)	30	30
- Employees (1 per peak shift employees @ 200 employees)	50	50
Excess Parking per MAOPP Amendment		565
Total Parking Spaces:	**1,893**	**2,458**
Bicycle parking		
- 1 per 20 vehicle spaces @ 2,458 spaces	123	123

Motor vehicle circulation/traffic: Vehicular access to the proposed facility and underground parking will occur from George Street and will be in a similar location to the current driveway on George Street.

A Traffic Impact Study, conducted by Tighe and Bond, was submitted as part of the PDD submission to the Board of Alders and was reviewed by the Department of Transportation, Traffic and Parking. The report states that the additional traffic expected to be generated by the proposed expansion is not expected to significantly impact traffic operations within the study area. The report suggested that the proposed upgrades to the traffic signals at intersections surrounding the site, as well as the proposed pavement markings and striping proposed on Orchard Street along the site, are expected to improve traffic operations and safety. During the Board of Alder review process, City Staff identified additional intersections to be further reviewed for pedestrian improvements, coordination, and crossing distances at detailed site plan review.

Through mutual coordination, YNHH and the City of New Haven identifies a series of mitigation and safety enhancements adjacent to and in proximity to the SRC that YNHH has agreed to undertake as part of the project. These off-site improvements include traffic control signal improvements, traffic controller upgrades, traffic control signal timing adjustments, pedestrian signal upgrades, Orchard Street operational improvements, and pedestrian crossing improvements at the unsignalized crossing at the diverge of Chapel Street and Derby Avenue. YNHH will submit an application to the Office of State Traffic Administration upon site plan approval.

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: 92,250 CY
Responsible Party for Site Monitoring:

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 both the demolition and 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 larger than 5 acres, the applicant is required to obtain a General Permit for the Discharge of Stormwater and Dewatering Wastewaters from Construction from CT DEEP in addition to adhering to the erosion and sediment control regulations of 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: 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: 143,644 SF
50% of non-roof hardscape: 71,822 SF

Shaded (average)	**34,699 SF**
SRI > 29	**43,203 SF**
Solar reflective coating	5,751 SF
Concrete paving & light colored pavers	37,452 SF
TOTAL PROPOSED SHADED/HIGH SRI AREA	**77,902 SF**
% SHADED/HIGH SRI PROPOSED	**54.2%**

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.

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

ADOPTED: April 15, 2020
Edward Mattison
Chair

ATTEST: Aïcha Woods
Executive Director, City Plan Department