

NEW HAVEN CITY PLAN COMMISSION SITE PLAN REVIEW
NEW HAVEN CITY PLAN COMMISSION COASTAL SITE PLAN REVIEW

RE: TWEED-NEW HAVEN AIRPORT WEST TERMINAL IMPROVEMENTS

Locations; 51 SOUTH END RD, URIAH ST, SOUTH END RD, SOUTH END RD, MORRIS CSWY, 191 BURR ST, 269 BURR ST, 353 BURR ST, 425 DODGE AV (Map, Block, Lot and Unit numbers: 013 0853 00400, 014 0853 02700, 014 0853 02800, 014 0853 02900, 015 0875 00100, 019 0900 00100, 019 0900 00200, 020 0900 00100, 020 0900 00200, 028 0900 00100) Site Plan Review and Coastal Site Plan Review for the renovation of two existing buildings and the placement of two new modular trailer buildings. creation of 266 additional parking spaces on a decommissioned runway. (Owner: The City of New Haven; Applicant: Jeremy Nielson of Avports LLC.; Agent: Joseph P Williams of Shipman & Goodwin LLP.)

REPORT: 1590-02

COASTAL SITE PLAN ACTION: Approval with Conditions

SITE PLAN 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 August 18, 2026. 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. 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.
5. 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.
6. 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.
7. As authorized by CGS Sec. 22a-107 an additional bond is required to secure compliance with all conditions of approval relating to the coastal site plan. The bond amount is to be determined based on consultation with City Plan and Engineering staff.
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. Flood elevation certificate [Flood Development Permit certifying finished floor elevation shall] accompany application for building permits.
10. Any proposed work within City right-of-way will require separate permits.
11. 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.
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. All parking arrangements must meet the Americans with Disabilities Act Accessibility Guidelines. Revised drawings of parking lots shall be provided to the City Plan Department, prior to City Plan signoff on final Plans.
16. The applicant will have a follow up conversation with city staff about enhancement to pedestrian safety and bicycle service on the site, prior to City Plan signoff on final Plans.

Submission: SPR Application Packet including DATA, WORKSHEET, SITE, SESC, CSPR, and IW forms. NARRATIVE attached. Received July 22, 2021. Revised August 2, 2021, August 6, 2021.

- Application for Development Permit. Received July 22, 2021. Revised August 2, 2021, August 6, 2021, August 12, 2021.
- Site Plan Review Narrative. Received August 6, 2021. Revised August 12, 2021.
- Map set. 8 sheets. Received July 22, 2021. Revised August 6, 2021.
- A-2 Survey dated August 5, 2021. Received August 6, 2021.
- Site and Utility Construction Plans. 20 Sheets. Received July 22, 2021. Revised August 2, 2021, August 6, 2021, August 12, 2021.
- Stormwater Management Plan. 5 Sheets. Dated August 6, 2021. Received August 6, 2021, August 12, 2021.
- On-Airport Circulation: West Terminal Improvements. 7 Sheets. Received August 6, 2021.
- Airport Emergency Plan – Flood Response dated August 2021 .31 Sheets. Received August 6, 2021. Revised August 12, 2021.
- Flood Plain Development Permit. Received July 22, 2021.
- Wetland and Watercourse Assessment for Tweed-New Haven Airport dated July 19, 2021. Received July 22, 2021.
- Exterior Lighting Cut Sheet. Received August 6, 2021.
- Memo titled “Development Permit – Reflective Heat Waiver Request” dated August 12, 2021. Received August 13, 2021.
- Memo titled “Development, Floodplain, & Special Permit – Additional Review Comments, Program Team Responses” dated August 12, 2021. Received August 13, 2021.

PROJECT SUMMARY:

Project: The West Terminal Project consists of the modification of two existing airport buildings and the addition of 271 automobile parking spaces within the limits of the Airport.

Addresses: 51 South End Rd, Uriah St, South End Rd, South End Rd, Morris Cswy, 191 Burr St, 269 Burr St, 353 Burr St, 425 Dodge Ave. (Map, Block, Lot and Unit numbers: 013 0853 00400, 014 0853

02700, 014 0853 02800, 014 0853 02900, 015 0875 00100, 019 0900 00100, 019 0900 00200,
020 0900 00100, 020 0900 00200, 028 0900 00100)

Site Size: 11.2 Acres

Zone: AIRPORT

Parking: 656 existing parking spaces on site.

Owner: Michael Piscitelli of the City of New Haven

Phone: (203)946-2366

Applicant: Jeremy Nielson of Avports, LLC

Phone: (203) 466-8833

Agent: Joseph P. Williams

Phone: (203) 836-2804

Site Engineer: Jesse Erickson of Woolpert

Phone: (720) 544-6516

BACKGROUND

Zoning:

The Site Plan as submitted meets the requirements of the New Haven Zoning Ordinance for the AIRPORT zone.

Site description/existing conditions:

New Haven Tweed Airport area consist of 10 parcels. The project site is located on three of the ten parcels: 155 Burr Street, 191 Burr Street and 269 Burr Street and encompasses an area of approximately 11.2 acres. The Project Site consists of several asphalt pavement surface parking lots, two 2-story buildings, roads, walkways. Tuttle Brook, a watercourse located within the project site, is culverted at five location to accommodate various airport and municipal structures. The project site is part of the Tweed Airport area and is bounded by Burr Street to the west and Dean Street to the South.

Proposed activity: The project consists of the following activities:

- Renovation of 2 existing buildings within the limits of the west terminal.
- Installation of a modular trailer building expansion adjacent to the existing passenger terminal.
- Installation of 2 new modular trailer buildings, including at-grade foundation improvement and utilities, situated on the airside apron area for the airline tenant aircraft ramp operations

Site Improvements:

- Marking of the existing apron for new aircraft parking positions,
- Marking of pavement an airside perimeter vehicle service road, restriping of the existing landside parking areas near the terminal buildings
- Installation of a new airport operation area perimeter fence with gate access control

Parking:

- Restriping of an existing satellite parking lot in combination with conversions of existing apron pavement and a decommissioned runway for a combined landside parking expansion of approximately 670 cars.

Motor vehicle circulation/parking/traffic: The project consists of the following activity:

- Marking of the existing apron for new aircraft parking positions
- Marking of pavement an airside perimeter vehicle service road, restriping of the existing landside parking areas near the terminal buildings
- Installation of a new airport operation area perimeter fence with gate access control

- Restriping of an existing satellite parking lot in combination with conversions of existing apron pavement and a decommissioned runway for a combined landside parking expansion of approximately 670 cars.

Parking:

The existing airport site consists of a north short-term lot, a north economy lot, a south rental car lot, and a south economy lot surrounding the terminal area. Addition of 271 parking spaces within the limits of the Airport is proposed to accommodate the daily flights increase- Total of 927 parking spaces. The intention is to maximize the parking available on existing paved surfaces to avoid paving over open spaces.

Location	Number of existing parking spaces	Number of proposed parking spaces	Number of accessible parking spaces
North Long Term Lot	201	198- deduction of 3 spaces	6
North Short-Term Lot	100	100- no change	10
TNC/ Taxi Staging Area	94	47- deduction of 47 spaces	0
South Long Term Lots	261 parking spaces	400- addition of 139 spaces	9
Car Rental Ready Lot	0 parking spaces	182- addition of 182 spaces	0
	656 existing parking spaces	271 proposed parking spaces	25

The South Long-Term Lot consists of three different lots, thus an appropriate amount of accessible parking spaces must be provided in each lot, in compliance with the Americans with Disabilities Act Accessibility Guidelines.

Shuttle: Accessible shuttle service will be provided in all parking lots, except the North Short-Term parking lot that is located near the Airport entrance. The shuttle schedule will correspond to the flights schedule.

Bicycle parking: Two 15-space bicycle Racks are proposed. One would be located next to the Arrivals building and the second would be located next to the Departure building.

Trash removal: Dumpster would be relocated and be installed against the north-eastern fence of the TNC/Taxi Staging Area.

Signage: All signage must meet zoning ordinance requirements.

- Onsite Signage. The proposed traffic patterns on the airport property will be similar to the existing conditions. The existing signage will be utilized with new signs being added at key spots. Additional wayfinding signage will be developed to help motorists navigate the parking, drop off, and pickup areas.
- Offsite Signage. The proposed will be linked to the neighborhood mitigation measures. Signage will be added to route traffic to I-95 at the Burr Street/Hall Street intersection and at the Townsend Avenue/Hall Street intersection.

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: 203.7

Start Date: Between August 15, 2021

Completion Date: December 15, 2021.

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: The applicant has requested a waiver from meeting RHI standards.

- The project site is zoned for Airport use. The airport has federal requirements to maintain certain safety measures to protect aircraft and pilots.
- The applicant suggests that reflective surfaces can pose a hazard for aircraft pilots. Glints (momentary flash of light) and glares (continuous source of excessive brightness) may create unwanted visual impacts on pilots.
- The applicant suggests that wildlife can create conflicts with aircraft at the airport. FAA regulations outline the requirements to limit potential wildlife habitat on airport property. Vegetation that could provide shade can be considered a wildlife attractant. Birds can pose a threat to aircraft that are taking off

or land. Small animals can that use vegetation for cover can attract larger predators, and vegetation can attract larger herbivores, which can cause conflicts on the ground.

The applicant seeks a waiver from Section 60.2(C)(3) of the City's Zoning Ordinance. Section 60.2(C)(3) of the City's Zoning Ordinance states, "The requirements of this section may be waived by the commission with jurisdiction based on a showing that the applicant cannot achieve the 50 percent level using reasonable methods but has otherwise maximized the percentage achieved and provided that the applicant cannot reach the equivalent level of reduction using high SRI value material on flat roof surfaces."

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:

xx SF

50% of non-roof hardscape:

xx SF

Shaded (average)	xx SF
SRI > 29	xx SF
Cement	xx SF
Parking striping	xx SF
StreetBond coating	xx SF
TOTAL PROPOSED SHADED/HIGH SRI AREA	xx SF
% SHADED/HIGH SRI PROPOSED	xx%

Project Timetable:

The applicant estimates that project construction will occur between August 15, 2021 and December 15, 2021. Given the relatively short timeline, phasing is not anticipated.

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.

COASTAL SITE PLAN REVIEW

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

Applications for development on waterfront parcels shall additionally consider protection of the shoreline where there is erosion or the development is likely to cause erosion; degree of water dependency; preservation of significant natural vistas and points or avenues of views of the waterfront; provision of meaningful public access; and insurance of outstanding quality of design and construction to produce an environment that enhances its waterfront location.

The Commission will also consider whether the proposed application is consistent with the City's Municipal Coastal Program.

Characteristics and Condition of Coastal Resources at or Adjacent to the site:

The application identifies the following Coastal Resources as having risk of potential impact:

Coastal Flood Hazard Area: 155 Burr Street and the associated parcels for Tweed New Haven Airport are fully within the New Haven Coastal Area Management Boundary and within the Special Flood Hazard Area Zone AE, FIRM # 090084-0444-J, dated July 08, 2013. Being within the Coastal Hazard Area, the project includes land inundated during coastal storm events and is subject to erosion caused by such events.

Freshwater Wetlands & Watercourses: Freshwater wetlands and water courses are adjacent to the site. At its closest, the New Haven Harbor is approximately 870 feet from the Airport property line.

Tidal Wetlands: There are tidal wetlands on and adjacent to the site. Tuttle Brook, a tidal wetland is located on site and leads to a vegetated tidal wetland area south of the perimeter fence.


Coastal Program Criteria	Comments
<p>1. Potential adverse impacts on coastal resources and mitigation of such impacts</p>	<p>Tweed airport is located entirely within the New Haven Coastal Area Management Boundary. Tuttle Brooke runs along the west boundary on the project site and is not accessible to the public.</p> <p>If there is an increase in the amount of impervious surface within the drainage shed of Tuttle Brook there is potential for an adverse impact on the Brook. An increased amount of cars bears a potential risk of a release of pollutants into the surrounding surfaces and waterbodies.</p> <p>To accommodate the increased runoff from the proposed 2,800 square feet of pavement associated with the additional parking spaces, the applicant proposes increasing the retention capabilities of the existing grassed swale located in between the South Parking lots.</p> <p>The applicant, upon request of the City's Engineering Department, has developed a stormwater management plan which offers best management practices during and post construction.</p>
<p>2. Potential beneficial impacts</p>	<p>No benefits to coastal resources.</p>
<p>3. Identify any conflicts between the proposed activity and any goal or policy in the §22a-92, C.G.S. (CCMA)</p>	<p>West Terminal improvements alone will not conflict with many of the Goals and Policies outlined in C.G.S. 22a-92, (CCMA). However, there is potential for increased impervious surface and increased vehicular traffic to degrade existing coastal resources.</p>
<p>4. Will the project preclude development of water dependent uses on or adjacent to this site in the future?</p>	<p>The project will support an expansion of the airport, with a phased increase in the number of flights in the next 2-3 years. This site does not allow for water dependent uses currently, and the proposed project will be in keeping with the existing use of the site, thus precluding development of water dependent uses on site in the future.</p> <p>Airport noise, air quality and FAA regulations might preclude development of water dependent uses adjacent to the site.</p>

5. Have efforts been made to preserve opportunities for future water-dependent development?	No. The proposed development of the site is looking to maintain its current functionality and its use as an airport.
6. Is public access provided to the adjacent waterbody or watercourse?	No. Tuttle Brooke is the principal watercourse at the site. It is largely channelized within and along the airport property. On site, Tuttle Brook is culverted at five locations to accommodate various airport and municipal structures and is not accessible to the public.
7. Does this project include a shoreline flood and erosion control structure (i.e. breakwater, bulkhead, groin, jetty, revetment, riprap, seawall, placement of barriers to the flow of flood waters or movement of sediment along the shoreline)?	No.
8. Does this project include work below the Coastal Jurisdiction Line (i.e. location of topographical elevation of the highest predictable tide from 1983 to 2001)? New Haven CJL elevation is 4.6'.	The applicant stated that there is no work below the Coastal Jurisdiction Line (i.e. location of topographical elevation of the highest predictable tide from 1983 to 2001).

ACTION

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

ADOPTED: August, 18, 2021
Leslie Radcliffe
Chair

ATTEST: 
Aicha Woods
Executive Director, City Plan Department

COASTAL FINDING:

Taking into consideration all of the above information, the City Plan Commission finds the proposed activity consistent with all applicable goals and policies in Section 22a-92 of the Connecticut Coastal Management Act and incorporates as conditions or modifications all reasonable measures which would mitigate the adverse effects on coastal resources. The Commission therefore makes a finding of no impact on coastal resources and approval for a coastal permit to be issued.

Coastal Site Plan Review, based upon the application and materials submitted by the applicant, was conducted administratively without hearing by the City Plan Commission of the City of New Haven in accordance with the Connecticut Coastal Management Act (CGS, Sections 22a-90 to 22a-112). The Building Official hereby receives the above written findings and any conditions thereof are made conditions of the Building Permit.

ADOPTED: August, 18, 2021

ATTEST: 
James Turrio
Building Official

