NEW HAVEN CITY PLAN COMMISSION ADVISORY REPORT

RE: **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.)

REPORT: **1563-08**

ADVICE: **Approve**

PROJECT:	Saint Raphael Campus Bed Replacement and Neuroscience Center
ADDRESS(ES):	Properties in Existing PDD: 1380 Chapel Street; 1450 Chapel Street; 301 Orchard Street; 323 Orchard Street; 330 Orchard Street; 629 George Street Properties to be Added to PDD: 285 Orchard Street; 289 Orchard Street; 579 George Street; 583 George Street; 1342 Chapel Street; 1346 Chapel Street; 1354 Chapel Street; 1360 Chapel Street; 1366 Chapel Street
SITE AREA:	± 14.6 acres
EXISTING ZONE:	PDD #45 and BA (General Business)
PROPOSED ZONE:	Expanded Planned Development District #45
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
APPLICANT/ OWNER:	Yale New Haven Hospital, Inc.
AGENT:	John Knuff, Esq. and Amy Souchuns, Esq. Hurwitz Sagarin Slossberg & Knuff, LLC
ARCHITECT:	Shepley Bulfinch
ENGINEER:	Tighe & Bond

SUBMISSION

Application for this PDD amendment/expansion includes a Cover Letter, Narrative, General Plans, Zoning Ordinance Language, Zoning Data Table, and Current Zoning Map and proposed Zoning Map. Received by the Board of Alders. Submission dated and received October 4, 2019, includes:

- Drawings
  - G-0 Cover
  - G-1 Drawing List
  - G-2 Campus Project Site Plan
  - PDD-1 Existing PDD
  - PDD-2 Proposed PDD
  - PDD-3 Boundary Map West
  - PDD-4 Boundary Map East
  - A-1 Existing Saint Raphael Campus Plan Diagram
  - A-2 Demolition Saint Raphael Campus Site Plan Diagram
  - A-3 Proposed Saint Raphael Campus Site Plan Diagram
  - A-4 Proposed Saint Raphael Campus Aerial Rendering
  - A-5 Saint Raphael Campus Program Stacking Diagram
  - A-6 Parking Level 2 Overall Plan
  - A-7 Parking Level 1 Overall Plan
  - A-8 Level 1 Overall Plan
  - A-9 Level 2 Overall Plan
  - A-10 Level 3 Overall Plan
  - A-11 Level 4 Overall Plan
  - A-12 Level 5-7 Overall Typical Bed Floor Plan
  - A-13 Level 8 Overall Plan
  - A-14 Mech. Penthouse Level Overall Plan
  - A-15 Penthouse Roof Level Overall Plan

- A-16 Overall Exterior Elevations
- A-17 Overall Exterior Elevations
- A-18 Overall Exterior Elevations
- A-19 Overall Exterior Elevations
- A-20 Overall Exterior Elevations
- A-21 Overall Exterior Elevations
- A-22 Overall Exterior Elevations
- A-23 Overall Exterior Elevations
- A-24 Exterior Renderings
- A-25 Exterior Renderings
- A-26 Exterior Renderings
- A-27 Exterior Renderings
- A-28 Exterior Renderings
- A-29 Exterior Renderings
- OSG-1 Orchard Street Garage Site Plan
- OSG-2 Orchard Street Garage Expansion - Tier Plans
- OSG-3 Orchard Street Garage Replacement - Tier Plans
- OSG-4 Overall Orchard Street Garage Exterior Elevation
- OSG-5 Overall Orchard Street Garage Exterior Elevation
- OSG-6 Orchard Street Garage Renderings
- OSG-7 Orchard Street Garage Renderings
- L-1 Context Plan
- L-2 Materials Plan
- L-3 Materials Plan
- L-4 Grading Plan
- L-5 Grading Plan
- L-6 Preliminary Level 4 Courtyard Plan
- C-1 Site Drainage & Stormwater Management Plan
- C-2 Site Drainage & Stormwater Management Plan
- C-3 Site Composite Utility Plan
- C-4 Site Composite Utility Plan
- C-5 Site Soil Erosion & Sedimentation Control Plan
- C-6 Site Soil Erosion & Sedimentation Control Plan

- List of Properties included in PDD as Amended
- Original PDD 45 (1982) & Amendment (1983)
- City Plan Reports
- Existing & Proposed PDD Boundary Plans
- Legal Descriptions
- List of Permitted Uses
- Bulk and Yard requirements
- Typical signage
- Traffic Study
- Proposed Ordinance Amendment
- Proposed Project and Phasing Timeline

BACKGROUND/EXISTING CONDITIONS

The existing PDD #45 contains the Saint Raphael campus which covers the block bound by George Street, Orchard Street, Chapel Street, and Sherman Avenue. Yale New Haven Hospital acquired the campus in 2012 and created the "one hospital, two campuses" identity for YNHH in New Haven. This amendment will add ±2.5 acres of area to the PDD; allow for a second garage to be built; and expand/redefine the permitted uses and bulk area requirements for the PDD zone. Simultaneously with this application, the applicant has submitted for Board of Alders approval of 1563-11, Order of the Board of Alders approving an amendment to the Medical Area Overall Parking Plan ("MAOPP") and 1563-12, Order of the Board of Alders to execute two grants of licenses and easements on behalf of the City of New Haven and with Yale New Haven Hospital, Inc. with respect to two overhead Pedestrian Bridges over Orchard St. and to execute a grant of licenses and easements on behalf of the City of New Haven and with Yale New Haven Hospital, Inc. with respect to Chapel Street, George Street Sherman Avenue, and Orchard Street.

PROPOSED ACTIVITY

YNHH seeks approval of the PDD Application in order to facilitate the construction of a new, state-of-the-art Saint Raphael Campus ("SRC") bed replacement and neuroscience center (the "Project" or the "Facility"). This development plan was envisioned in connection with the Memorandum of Understanding dated September 27, 2018 between the City of New Haven and YNHH, as amended by the March 6, 2019 Memorandum of Understanding (collectively the "MOU"), which noted among its goals "the advancement of the City's economic and cultural vibrancy and improved health care opportunities for City residents." The development of the Site with an updated healthcare facility and associated parking will provide additional access to world-class health care services to the New Haven community. It will also enhance the economic fabric of the City of New Haven by contributing over $1 billion to the Connecticut economy over the course of the six-year construction window, of which approximately $300 million will be concentrated in the City.

YNHH proposes to build a new Facility on the SRC at the northeast corner of Sherman Avenue and George Street, which is the southwest corner of the SRC. The building will include a center for neuroscience services and research. Additionally, and because of higher patient acuity, the demand and code requirements for single-bed patient rooms, the need for critical care capable beds, and improved technology, the Project will feature new patient beds to replace older, semi-private inpatient beds and expand procedural/surgical functions and outpatient clinical departments. The development will expand clinical capacity while also addressing several significant current deficiencies in the physical plant, clinical support spaces, and public/family amenities. It will also mitigate the need for expansion on its York Street campus.

In addition to the below grade parking beneath the Facility, the existing Orchard Street garage facility will be upgraded as part of the 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, LOADING AND TRAFFIC

A Traffic Impact Study, conducted by Tighe and Bond, has been submitted as part of the overall application and is under review by the Department of Transportation, Traffic and Parking (TTP's review of the study will be reported to the Board or Alders prior to final vote on the proposed PDD amendment). The report states that the additional traffic expected to be generated by the proposed expansion is not expected to have a significant impact to traffic operations within the study area. 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. City Staff have identified additional intersections to be further reviewed for pedestrian improvements, coordination, and crossing distances at detailed site plan review.

PROPOSED USES/ BULK/YARD STANDARDS – DEVIATIONS FROM UNDERLYING ZONING REQUIREMENTS

PDD 45 currently contains limited bulk criteria that were deviations from the underlying RO and BA zoning requirements in place at the time of the PDD creation. The applicant is amending and restating, in their entirety, the zoning deviations for the entire PDD with this application, as follows:

Bulk Criteria	Existing PDD	Proposed PDD
Floor Area Ratio	1.31	2.5
Maximum Building Coverage	49.9	70%
Building Height	n/a	160'
Front Yard	30'*	0'
Rear Yard	30'*	0'
Side Yard	30'*	0'
Rear Yard, Orchard St. parking structure	0'	0'

Note: *Existing is based upon distance from center line of street

Parking Requirements

Existing Required Hospital Parking:	1,004	
Existing Required Grimes Center Parking:	167	
Proposed Hospital Parking:		
- Patient Beds		1 per 4 beds
- Doctors		1 per doctor
- Employees (peak shift)		1 per 3 employees
- Outpatient		2 per doctor
Proposed Grimes Center Parking:		
- Patient Beds		1 per 6 beds
- Doctors		1 per doctor
- Employees (peak shift)		1 per 4 employees
Bicycle Parking:		1 per 20 vehicle spaces

Note: see additional information on parking and traffic demand management strategies contained in the traffic report and the MAOPP submission

PLANNING CONSIDERATIONS

NEW HAVEN COMPREHENSIVE PLAN: SUBMISSION MEETS REQUIREMENTS

New Haven Vision 2025, Economic Development, VI-2: "Education and health care continue to dominate the employment base in both the South Central Region and the City of New Haven. …Yale-New Haven Hospital… has merged with the Hospital of St. Raphael, and now has a total of approximately 11,000 employees."

New Haven Vision 2025, Executive Summary, Liii: "Maintain and increase economic activity and vibrancy in Downtown New Haven."

New Haven Vision 2025, Introduction, I-11: "Enhance New Haven's economic competitiveness within the region; Support the development and growth of New Haven core industries: education, medical, and research institutions."

NEW HAVEN ZONING ORDINANCE: SUBMISSION MEETS REQUIREMENTS

Where the proposed modifications to an existing PDD concern more than the bulk and placement of structures and the size and shape of lots, the applicant is required to submit the Application and General Plans to the Board of Aldermen who will act upon the application as a proposed amendment to the zoning ordinance in accordance with Section 65(d)(2) of the New Haven Zoning Ordinance:

(2) In any other case, the Application and General Plans shall be filed with the Board of Aldermen and acted upon as a proposed amendment to this ordinance. If such application and General Plans are approved by the Board of Aldermen, following a favorable recommendation by the City Plan Commission and after an advisory report from the Department of Traffic and Parking regarding the traffic impact study, upon specific findings that each of the objectives stated in subsection 65(a) above will be met, such approval shall be construed to amend this ordinance insofar (and only insofar) as specific deletions, additions and changes are made which are related to the land and structures in the tract, and the tract shall be designated as a separate Planned Development District provided that the requirements of subsection 65(e) below are met.

CRITERIA FOR A PDD:

(a) *Objectives.* The provisions of this section are to be applied in instances where tracts of land of considerable size are developed, redeveloped or renewed as integrated and harmonious units, and where the overall design of such units is so outstanding as to warrant modification of the standards contained elsewhere in this ordinance. A planned development, to be eligible under this section, must be:

STANDARDS

☒ (1) In accordance with the comprehensive plans of the city, including all plans for redevelopment and renewal;

☒ (2) Composed of such **uses,** and in such proportions, as are most appropriate and necessary for the integrated functioning of the planned development and for the city;

☒ (3) So designed in its space allocation, orientation, texture, materials, landscaping and other features as to produce an environment of 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; and

☒ (4) So arranged as to provide a minimum of 250 square feet of usable open space per dwelling unit on the tract, except 125 square feet in the case of elderly housing units, subject to the specific minimum standards enumerated in section 15(a)(1)g. of this ordinance.

CHARTER OF THE CITY OF NEW HAVEN: SUBMISSION MEETS REQUIREMENTS

CRITERIA FOR ZONING AMENDMENTS:

ARTICLE XIII. HISTORIC AND SPECIAL ACT PROVISION OF THE CHARTER
SEC. 2 PLANNING AND ZONING:

(B.) *Zoning authority of Board of Alders.* The Board of Alders is authorized, by Ordinance, to regulate the height and bulk of structures to be erected and to limit the use of lot areas; the minimum areas or dimensions of rear, side and front yards or outer and inner courts and other open spaces within and surrounding any structure; the density of population and the location and use of buildings, structures and land for trade, industry, residence or other purposes; to classify, regulate and restrict the location of trades and industries and the location of structures designed for special uses; to divide the City of New Haven into districts of such number, shape and areas as may be best suited to carry out the provisions of this act.

STANDARDS

☒ (i) uniform for each class of buildings or structures;

☒ (ii) made in accordance with the comprehensive plan;

☒ (iii) designed to lessen congestion in the streets, secure safety from fire, panic and other dangers, promote health and the general welfare, provide adequate light and air, prevent the overcrowding of land, avoid undue concentration of population, facilitate the adequate provisions for transportation, water, sewerage, parks and other public requirements; and

☒ (iv) made with reasonable consideration as to the character of the proposed District and its peculiar suitability for particular uses and with a view to conserving the value of buildings and encouraging the most appropriate use of land throughout the City.

(C.) *Zoning regulations to conform to comprehensive plan; purposes; factors considered.* Such regulations shall be made:

STANDARDS

☒ (i) in accordance with a comprehensive plan and shall be designed to lessen congestion in streets;

☒ (ii) to secure safety from fire, panic and other dangers;

☒ (iii) to promote health and the general welfare;

☒ (iv) to provide adequate light and air;

☒ (v) to prevent the overcrowding of land;

☒ (vi) to avoid undue concentration of population;

☒ (vii) to facilitate the adequate provisions for transportation, water, sewerage, schools, parks and other public requirements

☒ (viii) with reasonable consideration, as to the character of the district and its peculiar suitability for particular uses and;
☒ (ix) with a view to conserving the value of buildings and encouraging the most appropriate use of land throughout such municipality

CONNECTICUT GENERAL STATUTES: SUBMISSION MEETS REQUIREMENTS

STATE CRITERIA FOR FLOATING ZONES:
CHAPTER 24. ZONING
SEC. 8-2M FLOATING AND OVERLAY ZONES AND FLEXIBLE ZONING DISTRICTS:
The zoning authority of any municipality that (1) was incorporated in 1784, (2) has a mayor and board of alderman form of government, and (3) exercises zoning power pursuant to a special act, may provide for floating and overlay zones and flexible zoning districts, including, but not limited to, planned development districts, planned development units, special design districts and planned area developments. The regulations shall establish standards for such zones and districts. Flexible zoning districts established under such regulations:

☒ (i) shall be designed for the betterment of the municipality and the floating and overlay zones and neighborhood in which they are located;
☒ (ii) shall not establish a residential zone that is less restrictive with respect to uses than the "underlying zone" of the flexible zoning district;
☒ (iii) shall not authorize a use or expansion of a pre-existing, nonconforming use where the underlying zone is a residential zone

RECOMMENDATIONS
Based on the preceding considerations and specific findings, the proposed Saint Raphael Campus Planned Development District Expansion amendment is found to be in accord with the comprehensive plans of the City of New Haven.

The General Plans for the PDD demonstrate appropriate use of the property in terms of its treatment of form, design, and open space to the extent that the Commission has determined that the proposal is in accordance with the objectives of Section(s) 65(a) and 64(d)(2)a. Submission of detailed plans for review and approval, in accordance with text recommendations and conditions of approval and Section 65(e) requirements will assure the project continues to meet requisite design standards.

It is the opinion of the City Plan Commission that the proposed Saint Raphael Campus Planned Development District Expansion amendment fully complies with the standards of Section 65(a) of the Zoning Ordinance, and Conn. Gen. Stat. § 8-2m., and that the resulting development would have a positive effect on the economic health and quality of life within the neighborhood and the City. The Commission therefore approves the Application and General Plans for Planned Development designation with the following 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 60 days of publication of Board of Alder approval for the PDD amendment to be considered in effect. A certified copy of the recording on the Land Records shall be furnished to the Commission prior to Detailed Plan submission for each project component.
2. Any required Federal or State permits for traffic improvements or storm water discharge shall be secured prior to issuance of any permit for new construction.
3. All necessary on or off-site utility improvements are required to be completed at developer cost from its funds or by City Agreement, and to the satisfaction of the City Engineer.

4. Detailed plans shall be submitted within 36 months of the effective date of the approval of the PDD amendment, unless the Commission grants an extension upon written request of the applicant, who shall state a basis for the delay. If no Detailed Plans are submitted and no extension requested, the City Plan Commission and the Board of Alders shall act to return the zoning of the tract to the original terms of PDD #45 and the BA Zoning designation that currently exists.
5. Detailed Plans for the demolition of the existing structures and site features including site stabilization and dust and sound control measures, demolition vehicle access and egress points, haul routes and any plans for the securing of the site between completion of demolition and commencement of construction shall be submitted as a Site Plan Review Application.

FINDINGS AND ADVICE

Based the information above, it is the recommendation of the Commission that the zoning ordinance text and map amendment is in compliance with the standards and requirements of Article XIII Sec. 2 of the Charter of the City of New Haven, Sec. 65 of the New Haven Zoning Ordinance, and Chapter 24 Sec 8-2m of the Connecticut General Statutes and should be approved.

ADOPTED: November 20, 2019
Edward Mattison
Chair

ATTEST: Aïcha Woods
Executive Director, City Plan Department