

City of New Haven

165 Church Street
New Haven, CT 06510
(203) 946-6483 (phone)
(203) 946-7476 (fax)
cityofnewhaven.com



Meeting Agenda

Tuesday, March 10, 2026

6:00 PM

Meeting can be viewed on Board of Alders YouTube.

Aldermanic Chambers

Legislation Committee

(Board of Alders Notice New Haven) The Legislation Committee of the Board of Alders will meet “in-person” on Tuesday, March 10, 2026, at 6:00 p.m. in the Board of Alders Chamber located at 165 Church Street, 2nd Floor; New Haven, CT to hear and act on the following items:

- 1) [OR-2025-0027](#) ZONING MAP AMENDMENT TO CHANGE THE ZONING DESIGNATION OF TWO CERTAIN PROPERTIES: 1439 QUINNIPIAC AVENUE NEW HAVEN, CT (MBLU#125/1039/00200) AND 1445 QUINNIPIAC AVENUE NEW HAVEN, CT (MBLU# 125/1039/00300) FROM RS2 (GENERAL SINGLE FAMILY) TO RM1 (LOW MIDDLE DENSITY).
- 2) [OR-2026-0006](#) ZONING ORDINANCE MAP AMENDMENT APPROVING A CHANGE IN THE DESIGNATION OF 18 TOWER LANE AND 1B TOWER LANE FROM PLANNED DEVELOPMENT DISTRICT # 15 TO BD-3 -CENTRAL BUSINESS DISTRICT/MIXED-USE DISTRICT.
- 3) [OR-2025-0024](#) ORDINANCE AMENDMENT OF THE NEW HAVEN BOARD OF ALDERS ADOPTING THE CGA STATE STATUTE, CHAPTER 420H, REGULATION OF ADULT-USE CANNABIS, SEC. 21A-420C LICENSE REQUIRED FOR SALE, OFFERING, OR DELIVERY OF CANNABIS, PENALTIES, ENFORCEMENT POWERS OF THE COMMISSIONER, ATTORNEY GENERAL, AND MUNICIPALITIES.

Per Order: Hon. Richard Furlow, Chair

Attest: Hon. Michael Smart, City/Town Clerk

These items are on file and available in the Office of Legislative Services, City Hall, 165 Church Street, 2nd Floor, New Haven, Connecticut 06510.

For accessibility related accommodations, please call (203) 946 7651 (V) or (203) 946 8582 (TTY/TDD).

Public comment/testimony may also be submitted via email to publictestimony@newhavenct.gov before 2:00 pm on the day of the meeting.

This meeting may be viewed on the New Haven Board of Alders YouTube page.



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Text File

File Number: OR-2025-0027

Agenda Date:

Version: 1

Status: In Committee

In Control: Legislation Committee

File Type: Ordinance

Agenda Number: 1)

WHEREAS, on October 20, 2025, pursuant to 1925 Special Act No. 490, § 5, Article VII § 3L and Article VI § 19, the Charter of the City of New Haven, and Section 64(d)(1) of the Zoning Ordinance, City of New Haven (the "Zoning Ordinance"), Refined Living LLC filed with the New Haven City Clerk for transmission to the Board of Alders a Petition requesting that the Board of Alders amend the Map of the Zoning Ordinance to change portions of Quinnipiac Avenue from GENERAL SINGLE FAMILY (RS2) to LOW MIDDLE DENSITY (RM1);

WHEREAS, on October 20, 2025, pursuant to Article VII, Section 3L and Article XIII § 2 of the City of New Haven Charter, the Board of Alders referred the Petition to the New Haven City Plan Commission for a public hearing;

WHEREAS, on November 19, 2025, the City Plan Commission, following its public hearing, rendered an advisory report to the Board of Alders after considering the factors set forth in Section 64(d)(2) of the Zoning Ordinance recommending approval of the Petition, City Plan Commission Report No. 1674-07;

WHEREAS, the Legislation Committee of the Board of Alders, following its public hearing on the matter, accepted the recommendation of the City Plan Commission and on March 10, 2026, recommended to the full Board of Alders with Favorable report that the Zoning Ordinance Map Amendments be adopted;

WHEREAS, the Board of Alders finds that the Map Amendments to the Zoning Ordinance requested in the Petition are in accordance with the Comprehensive Plan of Development for the City of New Haven as such amendments will encourage reuse of existing and underutilized parcels for appropriate residential development consistent with the RM1 standards and will encourage an appropriately transitional pattern of orderly and mutually beneficial residential development along Quinnipiac Avenue; and

WHEREAS, the Board of Alders further finds that the Map Amendment to the Zoning Ordinance requested in the Petition is designed to lessen congestion in the streets, secure safety, promote health and the general welfare, provide adequate light and air, prevent the overcrowding of land, avoid undue concentrations of population, provide adequate provisions for all forms of transportation and other public requirements, reflect the character of the proposed zoning district

and its peculiar suitability for the uses to be allowed in such district, conserve the value of existing buildings, and encourage the most appropriate use of land in the City.

NOW, THEREFORE, BE IT ORDAINED by the Board of Alders of the City of New Haven that the Map Amendment to the Zoning Ordinance set forth in the Petition of Refined Living LLC, and shown in Attachment A, is hereby approved and that the Zoning Ordinance Map shall be amended in the manner set forth in Attachment C attached hereto which attachment is incorporated by reference. This Ordinance shall be effective on the day after the date of publication of this Ordinance Map Amendment.

ZONING MAP AMENDMENT TO CHANGE THE ZONING DESIGNATION OF TWO CERTAIN PROPERTIES: 1439 QUINNIPIAC AVENUE NEW HAVEN, CT (MBLU#125/1039/00200) AND 1445 QUINNIPIAC AVENUE NEW HAVEN, CT (MBLU# 125/1039/00300) FROM RS2 (GENERAL SINGLE FAMILY) TO RM1 (LOW MIDDLE DENSITY).

REFINED LIVING LLC
157 CHURCH STREET 19th Floor
New Haven, CT 06510

September 30, 2025

Alder Tyisha Walker-Meyers
President
Board of Alders
City of New Haven
165 Church Street
New Haven, CT 06510

RE: Petition for Zoning Map Amendment to Change the Zoning Designation of two certain properties; 1439 Quinnipiac Avenue New Haven, CT (MBLU#125/1039/00200) and 1445 Quinnipiac Avenue New Haven, CT (MBLU# 125/1039/00300) from RS2 (GENERAL SINGLE FAMILY) to RM1 (LOW MIDDLE DENSITY)

Honorable Alder Walker-Meyers:


I am pleased to submit for the Board's consideration a Zoning Map Amendment to the New Haven Zoning Ordinance to change the zoning designation of two certain properties; 1439 Quinnipiac Avenue New Haven, CT and 1445 Quinnipiac Avenue New Haven, CT from RS2 (GENERAL SINGLE FAMILY) to RM1 (LOW MIDDLE DENSITY) (collectively, the "the Site"), located along the east side of Quinnipiac Avenue between its intersection with Foxon Boulevard (Rt. 80) and Foxon Hill Road.

The total approximate area of the Site is 6.218 acres, and it contains 2 (2) building used for residential housing. The Property is underutilized, and its current RS-2 zoning designation restricts any future use to residential single family use only. The properties to the south are zoned RM1 and are improved with various condominium developments. The properties to the north are RS2 and are improved with single family housing with Bishop Woods School approximately 7 parcels to the north. Converting this property to RM1 standards would bring the property into conformity with the zones to the south and would allow future uses that maximizes the development of appropriate scaled housing limiting development to 3 stories and 35 feet.. Considering this mixed neighborhood, a more flexible zoning designation would be appropriate.

The RM-1 zone is density compromise between the higher density of the RM-2 zone (one unit per 2000SF of lot area) and the RS-2 zone which provides for single family homes only. The RM-1 zone provides for density of 1 unit per 3500 SF of lot area. The applicant will later propose a development in scale with the RM-1 zone.

The City Plan Commission is responsible for the continuous review and revision of the Zoning Ordinance, and the Department serves as the professional staff of the Commission. This map amendment will allow for the elimination of a category of proposed land use (RS-1_ which is no longer viable for this specific site from a land use perspective based both on the underutilized nature of the Property as well as the surrounding uses.

REFINED LIVING LLC
157 CHURCH STREET 19th Floor
New Haven, CT 06510

Sincerely, 
Robert Letskus, Member

PRIOR NOTIFICATION FORM

NOTICE OF MATTER TO BE SUBMITTED TO THE BOARD OF ALDERS

TO (list applicable alders of): HENRY MURPHY WARD 11

DATE: May 2019

FROM: Department/Office _____
Person Atty. Benjamin Trachten Telephone 203671554
4

This is to inform you that the following matter affecting your ward(s) will be submitted to the Board of Alders in the near future:

ORDINANCE RE: Petition for Zoning Map Amendment to Change the Zoning Designation of two certain properties; 1439 Quinnipiac Avenue New Haven, CT (MBLU#125/1039/00200) and 1445 Quinnipiac Avenue New Haven, CT (MBLU# 125/1039/00300) from RS2 (GENERAL SINGLE FAMILY) to RM1 (LOW MIDDLE DENSITY)

Check one if this an appointment to a commission

- Democrat
- Republican
- Unaffiliated/Independent/Other _____

INSTRUCTIONS TO DEPARTMENTS

1. Departments are responsible for sending this form to the alder(s) affected by the item.
2. This form must be sent (or delivered) directly to the alder(s) **before** it is submitted to the Legislative Services Office for the Board of Alders agenda.
3. The date entry must be completed with the date this form was sent the alder(s).
4. Copies to: alderperson(s); sponsoring department; attached to submission to Board of Alders.

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FISCAL IMPACT STATEMENT

DATE: September 30, 2025
 FROM (Dept.): Refined Living LLC
 CONTACT: Atty Benjamin Trachten PHONE (203) 6715544

SUBMISSION ITEM (Title of Legislation):

Petition for Zoning Map Amendment to Change the Zoning Designation of two certain properties; 1439 Quinnipiac Avenue New Haven, CT (MBLU#125/1039/00200) and 1445 Quinnipiac Avenue New Haven, CT (MBLU# 125/1039/00300) from RS2 (GENERAL SINGLE FAMILY) to RM1 (LOW MIDDLE DENSITY)

List Cost: Describe in as much detail as possible both personnel and non-personnel costs; general, capital or special funds; and source of funds currently budgeted for this purpose.

	GENERAL FUND	SPECIAL FUNDS	BOND FUNDING	CAPITAL/LINE ITEM/DEPT/ACT/OBJ CODE
A. Personnel	\$0	\$0	\$0	
1. Initial start up	\$0	\$0	\$0	
2. One-time	\$0	\$0	\$0	
3. Annual	\$0	\$0	\$0	
B. Non-personnel	\$0	\$0	\$0	
1. Initial start up	\$0	\$0	\$0	
2. One-time	\$0	\$0	\$0	
3. Annual	\$0	\$0	\$0	

List Revenues: Will this item result in any revenues for the City? If Yes, please list amount and type.

NO
 YES

- 1. One-time NA
- 2. Annual NA

Other Comments: None

ATTACHMENT A
CITY OF NEW HAVEN
BOARD OF ALDERS

Petition for Zoning Map Amendment to Change the Zoning Designation of two certain properties; 1439 Quinnipiac Avenue New Haven, CT (MBLU#125/1039/00200) and 1445 Quinnipiac Avenue New Haven, CT (MBLU# 125/1039/00300) from RS2 (GENERAL SINGLE FAMILY) to RM1 (LOW MIDDLE DENSITY)

PETITION FOR AMENDMENT TO THE NEW HAVEN ZONING MAP

Pursuant to 1925 Special Act No. 490, § 5, Article VI § 19 Article VII, § 3L and Article XIII § 2 of the Charter of the City of New Haven, and Section 64(d)(1) of the Zoning Ordinance, City of New Haven (the "Zoning Ordinance"), Refined Living LLC ("Petitioner"), hereby petitions the Board of Alders of the City of New Haven to amend the New Haven Zoning Ordinance Map to change the designation of approximately **of two certain properties; 1439 Quinnipiac Avenue New Haven, CT and 1445 Quinnipiac Avenue New Haven, CT from RS2 (GENERAL SINGLE FAMILY) to RM1 (LOW MIDDLE DENSITY)** being approximately 6.218 Acres of land (the "Property"), located along the east side of Quinnipiac Avenue between Foxon Blvd. and Foxon hill Road from RS2 to RM1 zoning..

In support of this Petition, Petitioner represents as follows:

1. The Property contains two (2) building currently used as single family residences.

The Property is deteriorated and its current RS2 zoning designation restricts any appropriate future development of the site.

2. The total approximate area of the Site is 6.218 acres, and it contains 2 (2) building used for residential housing. The Property is underutilized, and its current RS-2 zoning designation restricts any future use to residential single family use only. The properties to the south are zoned RM1 and are improved with various condominium developments. The properties to the north are RS2 and are improved with single family housing with Bishop Woods School approximately 7 parcels to the north. Converting this property to RM1 standards would bring the property into conformity with the zones to the south and would allow future uses that maximizes the development of appropriate scaled housing limiting development to 3 stories and 35 feet.. Considering this mixed neighborhood, a more flexible zoning designation would be appropriate.

3. The RS2 zone is limited to single family residential development on lots of 7500 Square Feet.

6. Rezoning the Property to RM1 applies, and is in furtherance of, the goal of New Haven Vision 2025 to promote appropriate residential development.

7. The proposed Map Amendment is in accordance with Section 64(d)(2) of the Zoning Ordinance.

8. As required by Article VII Section 3L and Article XIII Section 2 of the City of New Haven Charter, the proposed Zoning Ordinance Map amendment is in accordance with the Comprehensive Plan of Development for the City of New Haven as the amendment will encourage an appropriately transitional pattern of orderly and mutually beneficial development along Quinnipiac Avenue, and will allow for appropriate residential development at a density consistent with abutting parcels to the South. As also required by, Article VII Section 3L and Article

XIII 2, this amendment is designed to lessen congestion in the streets, secure safety, promote health and the general welfare, provide adequate light and air, prevent the overcrowding of land, avoid undue concentrations of population, provide adequate provisions for transportation and other public requirements, reflect the character of the applicable zoning districts and their peculiar suitability for the uses to be allowed in such districts, conserve the value of existing buildings, and encourage the most appropriate use of land in the City.

WHEREFORE, Petitioners requests that the Board of Alders approve the amendment to the Zoning Ordinance Map set forth in Attachment C as attached hereto.

Respectfully submitted,



Robert Letskus, Member
Refined Living LLC

ATTACHMENT B

ORDINANCE RE: Zoning Map Amendment to Change the Zoning Designation of two certain properties; 1439 Quinnipiac Avenue New Haven, CT (MBLU#125/1039/00200) and 1445 Quinnipiac Avenue New Haven, CT (MBLU# 125/1039/00300) from RS2 (GENERAL SINGLE FAMILY) to RM1 (LOW MIDDLE DENSITY)

WHEREAS, on _____, 2025, pursuant to 1925 Special Act No. 490, § 5, Article VII § 3L and Article VI § 19, the Charter of the City of New Haven, and Section 64(d)(1) of the Zoning Ordinance, City of New Haven (the “Zoning Ordinance”), Refined Living LLC filed with the New Haven City Clerk for transmission to the Board of Alders a Petition requesting that the Board of Alders Amend the Map of the Zoning Ordinance to change portions of Quinnipiac Avenue from GENERAL SINGLE FAMILY (RS2) to LOW MIDDLE DENSITY (RM1)

WHEREAS, on _____, 2025, pursuant to Article VII, Section 3L and Article XIII § 2 of the City of New Haven Charter, the Board of Alders referred the Petition to the New Haven City Plan Commission for a public hearing;

WHEREAS, on _____, 2025, the City Plan Commission, following its public hearing, rendered an advisory report to the Board of Alders after considering the factors set forth in Section 64(d)(2) of the Zoning Ordinance recommending approval of the Petition, City Plan Commission Report No. _____; and

WHEREAS, the _____ Committee of the Board of Alders, following its public hearing on the matter, accepted the recommendation of the City Plan Commission and on _____ recommended to the full Board with Favorable report that the Zoning Ordinance Map Amendments be adopted; and

WHEREAS, the Board of Alders finds that the Map Amendments to the Zoning Ordinance requested in the Petition are in accordance with the Comprehensive Plan of Development for the City of New Haven as such amendments will encourage reuse of existing and underutilized parcels for appropriate residential development consistent with the RM1 standards, and will encourage an

appropriately transitional pattern of orderly and mutually beneficial residential development along Quinnipiac Avenue; and,

WHEREAS, the Board of Alders further finds that the Map Amendment to the Zoning Ordinance requested in the Petition is designed to lessen congestion in the streets, secure safety, promote health and the general welfare, provide adequate light and air, prevent the overcrowding of land, avoid undue concentrations of population, provide adequate provisions for all forms of transportation and other public requirements, reflect the character of the proposed zoning district and its peculiar suitability for the uses to be allowed in such district, conserve the value of existing buildings, and encourage the most appropriate use of land in the City; and

NOW THEREFORE BE IT ORDAINED by the Board of Alders of the City of New Haven that the Map Amendment to the Zoning Ordinance set forth in the Petition of Refined Living LLC , and shown in Attachment A, is hereby approved and that the Zoning Ordinance Map shall be amended in the manner set forth in Attachment C attached hereto which attachment is incorporated by reference. This Ordinance shall be effective on the day after the date of publication of this Ordinance Map Amendment.

Signed _____

Date_____

LEGAL DESCRIPTION 1439 QUINNIPIAC

VEL 4119 PAGE 183

SCHEDULE "A"

All that certain piece or parcel of land, with the buildings and all other improvements thereon, situated in the Town of New Haven, in the County of New Haven, and State of Connecticut, known as #1439 Quininiac Avenue, containing 2.7 acres, more or less, and bounded:

WEST: by Quininiac Avenue, 144.4 feet, more or less;

SOUTH: by land now or formerly of Edward B. Rowe, and Horace B. Rowe, 983 feet, more or less;

EAST: by land now or formerly of Jane M. Bishop, 136 feet, more or less, along an old stone wall;

NORTH: by land now or formerly of Lillian E. McCormack, 850 feet, more or less

NORTH AGAIN: by land now or formerly of Lillian E. McCormack 165 feet, more or less.

Said premises are subject to an agreement between the City of New Haven et als, dated July 3, 1940 and recorded in Volume 1402 on Page 43 of the New Haven Land Records.

Said premises are also subject to building lines, if established, all laws, ordinances or governmental regulations, including building and zoning ordinances, affecting said premises.

LEGAL DESCRIPTION 1445 QUINNIPIAC

SCHEDULE A
(Description)
1445 Quinnpiac Avenue, New Haven, CT

All that certain piece or parcel of land, with the buildings and all other improvements thereon, situated in the Town of New Haven, County of New Haven and State of Connecticut, known as 1445 Quinnpiac Avenue, containing 2.710 acres, more or less, and bounded:

- WEST: By Quinnpiac Avenue, 95 5/10 feet;
- SOUTH: By the land of the Estate of Jane M. Bishop, 165 feet, by a line parallel with and 6 feet perpendicularity distant to the north; from the north face of the brick foundation wall of the dwelling house known as 1439 Quinnpiac Avenue;
- SOUTH: Again by land of the Estate of Jane M. Bishop, 850 feet, more or less;
- EAST: By land now or formerly of the Estate of Jane M. Bishop, 136 feet, along an old stone wall;
- NORTH: By land now or formerly of Merwin R. Henningsen, in part and in part by land now or formerly of Carl F. Carlson, 1050 feet, more or less.

EXEMPTIONS:

Said premises are subject to building lines, if established, public or private law, ordinance or regulation, including wetland, building and zoning codes, current water and sewer use fees, and taxes to the City of New Haven on the List of October 1, 2005, which taxes the Grantee agrees to assume as part consideration hereof.

0078100

NEW HAVEN CITY PLAN COMMISSION ADVISORY REPORT

RE: **PETITION FOR ZONING ORDINANCE MAP AMENDMENT** to change the zoning designation of two certain properties; 1439 Quinnipiac Avenue New Haven, CT (MBLU#125/1039/00200) and 1445 Quinnipiac Avenue New Haven, CT (MBLU# 125/1039/00300) from RS-2 (General Single Family) to RM-1 (Low Middle Density)

Submitted by: Robert Letskus, Member, Refined Living LLC

REPORT: 1674-07
ADVICE: Approval

PROJECT

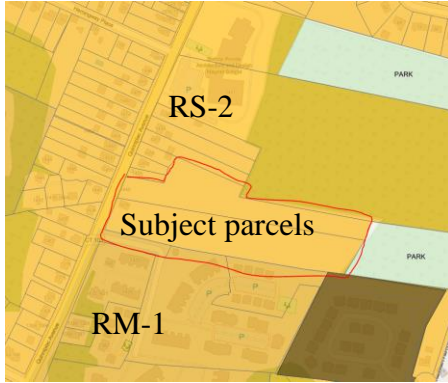
ADDRESS: 1439 Quinnipiac Avenue and 1445 Quinnipiac Avenue
APPLICANT: Robert Letskus, Member, Refined Living LLC
OWNERS: 1439 Quinnipiac-Kilmartin Mary A (Est), 1445- General Investment Alliance LLC Quinnipiac

SUBMISSION

- Cover Letter
- Prior notification form
- Fiscal impact statement
- Petition
- Order
- 1439 Quinnipiac Avenue Legal Description
- 1445 Quinnipiac Avenue Legal Description
- Zoning Map Proposed change (map)
- Architectural drawings
- Architectural renderings
- Email re ownership
- Proposed project unit mix
- Filing fee

BACKGROUND

The applicant has submitted a Zoning Map Amendment to the New Haven Zoning Ordinance to change the zoning designation of two properties; 1439 Quinnipiac Avenue and 1445 Quinnipiac Avenue New Haven, CT from RS-2 (General Single Family) to RM-1 (Low Middle Density) (collectively, the "the Site"), located along the east side of Quinnipiac Avenue between its intersection with Foxon Boulevard (Rt. 80) and Foxon Hill Road. The total approximate area of the Site is 6.218 acres, and it contains two buildings used for residential housing. The properties to the south are zoned RM-1 and are improved with various condominium developments. The properties to the north are RS-2 and are improved with single family housing, with Bishop Woods School approximately 7 parcels to the north. Should the petition or zoning map amendment be approved, the applicant states that they will then present a plan for development of the Site at appropriate size and scale for the RM-1 Zone. The applicant did submit renderings, architectural plans, and a unit mix for a potential development for the site, however the current application is limited to the zoning change, and any future development proposals of three or more units will come back before the City Plan Commission for Site Plan Review.



CURRENT ZONING:

NHZO Article III, Section 12. *Section 12. - RS-2 Districts: General Single-Family.* These districts exist for the protection of areas, most of them large in size, that have been and are being developed predominantly for single-family dwellings. Accordingly, the use of land and buildings within such areas is limited to single-family detached dwellings, and to such non-residential uses as generally support and harmonize with a low-density residential area. The non-residential uses permitted in RS-2 Districts, subject to adequate conditions and safeguards, are hereby found and declared to be the only appropriate such uses for such areas. It is hereby found and declared, further, that these regulations are necessary to the protection of these areas and that their protection is essential to the maintenance of a balanced community of sound residential areas of diverse types.

PROPOSED ZONING:

NHZO Article III, Section 13. *RM-1 Districts: Low-Middle Density.* These districts exist for the protection of areas that have been and are being developed predominantly for low-middle density dwellings of various types. Accordingly, the use of land and buildings within these areas is limited in general to dwellings at a density of about 12 dwelling units per acre, and to such non-residential uses as generally support and harmonize with a middle density area. The non-residential uses permitted in RM-1 Districts, subject to adequate conditions and safeguards, are hereby found and declared to be the only appropriate such uses for such areas. It is hereby found and declared, further, that these regulations are necessary for the protection of these areas and that their protection is essential to the maintenance of a balanced community of sound residential areas of diverse types.

ZONING TABLE-Listing some differences in bulk requirements between RS-2 and RM-1.

Note that the main differences are in residential density and parking requirements.

	RS-2	RM-1
Building height maximum	Either 35 feet or 3 stories	Either 35 feet or 3 stories
Minimum lot size	4,000 SF	4,000 SF
Maximum building coverage/Maximum impervious coverage	Total coverage of principal and accessory buildings not to exceed 30% of lot area./Total coverage of <i>building(s)</i> and paved area (parking and walkways) shall not exceed 70 percent of the <i>lot area</i> .	Total coverage of principal and accessory buildings not to exceed 30% of lot area./No limit on impervious coverage.
Parking	1 space for first bedroom, and ½ space for each additional bedroom, rounded to the next higher number if a fraction.	1 space per D.U.
Minimum yards	Front: min 25ft Rear: min 25ft	Front: min 20ft Rear: min 25ft

	Side: one at least 8ft, one at least 12ft (8ft for corner lots)	Side: one at least 8ft, one at least 10ft (8ft for corner lots)
Maximum residential density	Single family residential, with provisions for interior conversion to additional units by variance.	Minimum lot area per dwelling unit: 3,500 sq. ft., except 2,500 sq. ft. in the case of an efficiency unit and 1,750 sq. ft. in the case of an elderly housing unit. Interior conversion at an average of one dwelling unit per 1,000 sq. ft. of gross floor area.

Comparison of Permitted Uses

The RS-2 and RM-1 zones are both residential zones intended for residential use, with varying densities permitted, as summarized in the chart above. Non-residential uses permitted as-of-right are very similar between the RS-2 and the RM-1 zones and include home occupations, daycares, some home-based office uses, religious institutions, schools and universities, cultural activities, agriculture, parks, public utilities, and healthcare uses. Uses permitted by Special Exception in the RM-1 Zone include fraternities and sororities, certain types of group homes, transition parking, temporary uses, recreation and community facilities, railroad and other rights-of-way, convenience uses as defined by NHZO Section 31, and front yard parking. Uses permitted by Special Exception in the RS-2 zone are limited to temporary uses, recreation and community facilities, railroad and other rights-of-way, and convenience uses as defined by NHZO Section 31.

In summary, a higher residential density is permitted in the RM-1 zone, and there are more uses permitted by Special Exception in the RM-1 zone than the RS-2 zone. The change in zone would not increase uses permitted as-of-right, and the Board of Zoning Appeals would continue to have purview to review, approve or deny, and place conditions on most non-residential uses.

PUBLIC HEARING

A public hearing was held on November 19, 2025. A transcript of the hearing, CPC meeting 1674, is available from the City Plan Department. No letters of written testimony were received for this item. No member of the public provided testimony at the meeting. No other testimony was presented to the commission.

PLANNING CONSIDERATIONS

The proposed zoning amendment is aligned with Vision 2034, New Haven’s Comprehensive Plan (see specific strategies below) which recommends moving toward medium-density residential use in areas currently zoned as single-family. The two parcels abut an existing RM-1 zone that would be expanded with the map change. The change in zoning district would not result in a significant expansion of non-residential uses permitted as-of-right and any residential development of three units or more would require Site Plan Review by the City Plan Commission, ensuring robust review of changes to the site.

The proposed Zoning Map Amendment supports many goals of Vision 2034, New Haven’s Comprehensive Plan, including:

Great Places to Live, Strategy 2.1: *Identify opportunities for and take measures to support infill residential development, expansions, and redevelopment.*

Great Places to Live, Strategy 2.2: *Amend ordinances and policies to better support housing development.*

Great Places to Live, Strategy 5.3: *Continue to support neighborhood revitalization around schools and public housing.*

Future Land Use Map, page 183, shows conversion of single-family residential areas to medium density residential areas.

SECTIONS(S) 181 and 182 OF THE CHARTER OF THE CITY OF NEW HAVEN

The City Plan Commission finds that, based on submitted information the proposed map amendment comply with Sections 181 and 182 of the Charter of the City of New Haven in that it is (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 RM-1 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.

SECTION 64(d)(2)c OF THE NEW HAVEN ZONING ORDINANCE

Section 64(d)(2) requires that the City Plan Commission take into consideration in evaluating any amendment to the Zoning Map:

a. Errors in the existing ordinance, changes that have taken place in the city and in patterns of construction and land use, the supply of land and its peculiar suitability for various purposes, the effect of a map change on the surrounding area, the purposes of zoning and the comprehensive plan of the City of New Haven;

The proposed zoning map amendment responds to changes that have taken place in the Quinnipiac Meadows neighborhood, and changes in patterns of construction and land use in the city, including the great need for affordable housing and denser residential development. The Planning Considerations section of this report discusses the strong alignment with the City’s Comprehensive Plan.

b. Whether some other method or procedure under the zoning ordinance is more appropriate; and
The applicant has worked with Planning Staff to determine that a zoning map amendment is appropriate for this location.

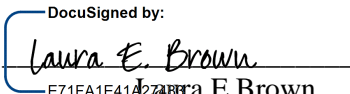
c. In the case of a map change, the size of the area involved. As a general policy, the City Plan Commission shall not consider favorably any petition which would result in a total contiguous area (separated only by streets, and excluding the area of streets) of less than two acres in the case of a residence district, less than one acre in the case of a Business District, or less than four acres in the case of an Industrial District.

The subject parcels are adjacent to the existing RM-1 zone and will result in a 6.2 acre increase to the RM-1 zoning district which already encompasses about a third of the neighborhood.

FINDINGS AND ADVICE

Based on the above it is the recommendation of the Commission that the proposed map amendment is in full compliance with the standards and requirements of Section(s) 181 and 182 of the Charter of the City of New Haven and Section 62(d)(2) of the New Haven Zoning Ordinance and should be approved.

ADOPTED: November 19, 2025
Ernest Pagan
Chair

ATTEST: 
Laura E Brown
Executive Director, City Plan Department

001001

DATE 10/9/25

001001

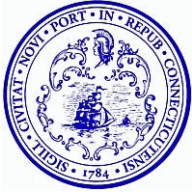
32 HANCOCK LANE
MADISON CT 06443

CITY OF NEW HAVEN

ONE THOUSAND FIVE HUNDRED 00 DOLLARS

Ascend BANK
MEMPHIS, TN

2441708081



City of New Haven

165 Church Street
New Haven, CT 06510
(203) 946-6483 (phone)
(203) 946-7476 (fax)
cityofnewhaven.com

Text File

File Number: OR-2026-0006

Agenda Date:

Version: 1

Status: In Committee and at
Advisory Agency

In Control: Legislation Committee

File Type: Ordinance

Agenda Number: 4.

WHEREAS, pursuant to 1925 Special Act No. 490 §5, Article XIII §2 of the Charter of the City of New Haven, and § 64(d)(1) of the Zoning Ordinance, City of New Haven (the "Zoning Ordinance"), The New Haven Jewish Community Council Housing Corporation (the "Petitioner") filed with the New Haven City Clerk for transmission to the Board of Alders a Petition (the "Petition") requesting that the Board of Alders amend the New Haven Zoning Ordinance Map (the "Zoning Map") (the "Map Amendment") to indicate that 18 Tower Lane and 1B Tower Lane located in the Hill section of New Haven, which property is owned by the Petitioner and is currently located in the Planned Development District #15 ("POD #15"), be designated on such Zoning Map as being located in the BD-3-Central Business/ Mixed-Use District (the "BD-3 District");

WHEREAS, on January 5, 2026, pursuant to the City of New Haven Charter and the Zoning Ordinance, the Board of Alders referred the Petition to the New Haven City Plan Commission for a public hearing and for its advice;

WHEREAS, on January 27, 2026, the City Plan Commission following its public hearing rendered an advisory report to the Board of Alders after considering the factors set forth in § 64(d)(2) of the Zoning Ordinance recommending approval of the Petition, City Plan Commission Report No. 1677-02;

WHEREAS, following the public hearing of the Board of Alders Legislation Committee on March 10, 2026, the Legislation Committee issued a Favorable report;

WHEREAS, the Board of Alders finds that the Map Amendment to the Zoning Ordinance requested in the Petition is in accordance with the Comprehensive Plan of Development and the Comprehensive Plan for the City of New Haven as such Amendment will facilitate the development of affordable housing that is combined with long term care services to enable older residents to age in place while receiving coordinated care and services, a priority of Vision 2034;

WHEREAS, the Board of Alders further finds that the Map Amendment to the Zoning Ordinance requested in the Petition is designed to lessen congestion in the streets, secure safety, promote health and the general welfare, provide adequate light and air, prevent the overcrowding of land, avoid undue concentrations of population, provide adequate provisions for all forms of transportation and other public requirements, reflect the character of the applicable zoning district and its peculiar suitability for the uses to be allowed in such district, conserve the value of existing buildings, and encourage the most appropriate use of land in the City; and

WHEREAS, the Board of Alders further finds that the Map Amendment to the Zoning Ordinance requested in the Petition is uniform for each class of buildings or structures within the BD-3 District.

NOW, THEREFORE, BE IT ORDAINED by the Board of Alders of the City of New Haven that the Petition of The New Haven Jewish Community Council Housing Corporation for an Amendment to the Zoning Map to designate 18 Tower Lane and 1B Tower Lane from Planned Development District #15 to BD-3 Central Business/Mixed Use District is granted, and the Zoning Map shall be amended to designate 18 Tower Lane and 1B Tower Lane as being located in the BD-3 District. This Ordinance shall be effective on the day after the date of publication of notice of the adoption of this Ordinance.

ZONING ORDINANCE MAP AMENDMENT APPROVING A CHANGE IN THE DESIGNATION OF 18 TOWER LANE AND 1B TOWER LANE FROM PLANNED DEVELOPMENT DISTRICT # 15 TO BD-3 -CENTRAL BUSINESS DISTRICT/MIXED-USE DISTRICT.

CHECK LIST FOR ALDERMANIC SUBMISSIONS

x	Cover Letter
x	Resolutions/ Orders/ Ordinances
x	Prior Notification Form
x	Fiscal Impact Statement - Should include comprehensive budget
x	Supporting Documentation
x	Disk or E-mailed Cover letter & Order

IN ADDITION IF A GRANT:

	Notice of Intent
	Grant Summary
	Executive Summary (not longer than 5 pages without an explanation)

Date Submitted: December 30, 2025

Meeting Submitted For: January 5, 2026

Regular or Suspension Agenda: Regular

Submitted By: The New Haven Jewish Community Council Housing Corporation

Title of Legislation:

PETITION TO AMEND THE NEW HAVEN ZONING ORDINANCE MAP TO CHANGE THE ZONING DESIGNATION OF 18 TOWER LANE AND 1B TOWER LANE FROM PLANNED DEVELOPMENT DISTRICT #15 TO THE BD-3 DISTRICT CENTRAL BUSINESS/MIXED USE.

Comments: _____ Legistar File ID: _____

Coordinator's Signature: _____

Controller's Signature (if grant): _____

Mayor's Office Signature: _____

Call (203) 927-0802 or email aguzhnay@newhavenct.gov with any questions.
PLEASE NOTE CLEARLY IF UC (UNANIMOUS CONSENT) IS REQUESTED
*** SUSPENSION AGENDA ITEMS MUST BE DISCUSSED WITH PRESIDENT OF BOA***
12S4717.DOC

PRIOR NOTIFICATION FORM

NOTICE OF MATTER TO BE SUBMITTED TO THE BOARD OF ALDERMEN

TO (list applicable alder): Hon. Carmen Rodriquez

DATE: 12/30/25

FROM: Department/Office The New Haven Jewish Community Council Housing Corporation
Person Gustave Keach-Longo Telephone 203-772-1816

This is to inform you that the following matter affecting your ward(s) will be submitted to the Board of Alders.

PETITION TO AMEND THE NEW HAVEN ZONING ORDINANCE MAP TO CHANGE THE ZONING DESIGNATION OF 18 TOWER LANE AND 1B TOWER LANE FROM PLANNED DEVELOPMENT DISTRICT#15 TO BD-3 DISTRICT CENTRAL BUSINESS/MIXED USE.

Check one if this an appointment to a commission

- Democrat
- Republican
- Unaffiliated/Independent/Other _____

INSTRUCTIONS TO DEPARTMENTS

1. Departments are responsible for sending this form to the alderperson(s) affected by the item.
2. This form must be sent (or delivered) directly to the alderperson(s) **before** it is submitted to the Legislative Services Office for the Board of Aldermen agenda.
3. The date entry must be completed with the date this form was sent the alderperson(s).
4. Copies to: alderperson(s); sponsoring department; attached to submission to Board of Aldermen.



18 Tower Lane
New Haven, CT 06519
Tel (203) 772-1816
Fax (203) 777-5921
www.towerlane.org
  Equal Housing Opportunity

December 30, 2025

VIA HAND-DELIVERY

Honorable Tyisha Walker-Myers
President
Board of Alders
City of New Haven
165 Church Street
New Haven, CT 06510

Mr. Michael Smart
City/Town Clerk
City of New Haven
200 Orange Street
New Haven, CT 06510

Re: Petition to Amend the New Haven Zoning Ordinance Map to Change the Zoning Designation of 18 Tower Lane and 1B Tower Lane from Planned Development District #15 to the BD-3 District Central Business/Mixed Use

Dear President Walker-Myers and Mr. Smart:

We are pleased to present to the Honorable Board of Alders a Petition to Rezone The Towers at Tower Lane properties (18 Tower Lane (Map/Block/Parcel 238/0110/00400) and 1B Tower Lane (Map/Block/Parcel 239/0110/00402)) from Planned Development District #15 to the BD-3 District in order to facilitate the construction of a new building to be known as Tower Three. Tower Three will provide additional assisted living and support services for elderly and other low and moderate income residents. The Towers at Tower Lane, which consist of Tower One and Tower East, is a unique 54 year old independent and assisted living community in the Hill section of New Haven which serves low income, very low income and moderate-income elderly residents, allowing these residents to stay in the community with appropriate care services and avoid institutionalization.

The Tower Three project is anticipated to provide between 140-200 units of supportive low and moderate income housing. This undertaking directly implements Strategy 7.6 of Vision 2034, New Haven's Comprehensive Plan of Development, which encourages and prioritizes projects that combine affordable housing with long term care services to enable older residents to age in place while receiving coordinated care and services. Vision 2034 states that this strategy is a "high priority." Additionally, because the Towers is uniquely providing assisted living services to low and moderate-income populations, the State's Department of Economic and Community Development's Community Investment Fund has awarded The Towers at Tower Lane \$155,000 to explore the development of Tower Three, and the State Department of Housing has similarly provided \$300,000 in predevelopment funds.

This Zoning Petition as well as the associated requests to release certain easements on The Towers at Tower Lane properties are necessary for the development of Tower Three. The current zoning of The Towers at Tower Lane is Planned Development District #15 (PDD #15). PDD #15 was created in the late 1960's and was tailor-made for Tower One and later amended for Tower East. The PDD #15 zoning designation does not consider the possibility of a third building on The Towers'



18 Tower Lane
New Haven, CT 06519
Tel (203) 772-1816
Fax (203) 777-5921
www.towerlane.org

properties. Additionally, PDD #15 requires extensive open space that was previously provided on the Church Street South parcel and which is no longer available to The Towers at Tower Lane because the Church Street South Project has been demolished, and the land dedicated to open space on that site will now be used for the Union Square project.

In contrast, the BD-3 District that the Petition requests be substituted for PDD #15 with respect to The Towers' properties will facilitate the development of Tower Three. The BD-3 District permits assisted living as a matter of right, allows dense development and is appropriate for a mixed-use development, which Tower Three will be. (Tower Three may include retail and other uses, including day care and possibly a small market and/or café.) The BD-3 zone is currently directly adjacent to The Towers' properties (the Pierpont at 9 Tower Lane) and is also the zoning district across Church Street South where the five City Crossing residential buildings are located. Tower Three will also be subject to the City's Inclusionary Zoning Ordinance.

This Petition complies with the requirements of Section 64(d)(2) of the Zoning Ordinance for a map change as well as the Charter requirements for a zoning amendment, as set forth in the attached Petition.

Finally, it should be noted that the Tower Three project will create both permanent and construction jobs as well as significant building permit fees.

For all of these reasons, we urge approval of this Petition.

Very truly yours,

Gustave Keach-Longo
President and Chief Executive Officer

cc: Laura Brown, Executive Director of the City Plan Department (VIA Hand-Delivery)
Michael Piscitelli, AICP, Economic Development Administrator (VIA Email)
Mayor Justin Elicker (VIA Email)

Attachment A: Petition for Zoning Map Amendment
Attachment B: Proposed Ordinance for Zoning Map Amendment
Attachment C: Existing and Proposed Zoning Maps
Attachment D: Legal Description of Parcels to be Re-Zoned

ATTACHMENT A

**CITY OF NEW HAVEN
BOARD OF ALDERS**

In re Petition of The New Haven :
Jewish Community Council Housing Corporation :
To Amend the New Haven Zoning Ordinance :
Map to Change the Zoning of Designation of :
18 Tower Land and 1B Tower Lane from :
Planned Development District #15 to the :
BD-3 District Central Business/Mixed-Use :

**PETITION TO AMEND THE NEW HAVEN ZONING ORDINANCE MAP
TO CHANGE THE ZONING DESIGNATION OF 18 TOWER LANE AND 1B TOWER
LANE FROM PLANNED DEVELOPMENT DISTRICT #15 TO BD-3
CENTRAL BUSINESS/MIXED USE DISTRICT**

Pursuant to 1925 Special Act No. 490, § 5, Article IV, §§ 3, 4 and 5, Article XIII § 2 of the Charter of the City of New Haven, and § 64(d)(1) of the Zoning Ordinance of the City of New Haven (the "Zoning Ordinance"), Petitioner, The New Haven Jewish Community Council Housing Corporation ("Petitioner"), hereby petitions the Board of Alders of the City of New Haven to amend the Zoning Ordinance Map to change the designation of 18 Tower Lane (Map/Block/Parcel 238/0110/00400) and 1B Tower Lane (Map/Block/Parcel 239/0110/00403) from Planned Development District #15 to BD-3-Central Business /Mixed-Use.

In support of this Petition, Petitioner represents as follows:

1. The Towers at Tower Lane consist of two connected independent living/assisted living residential towers for low and moderate-income elderly residents. These residential buildings, known as Tower One and Tower East, are located

respectively at 18 Tower Lane and 1B Tower Lane, which properties are owned by the Petitioner.

2. The Towers wishes to construct a third building to be known as Tower Three on its properties to provide low cost assisted living and independent living arrangements for additional members of the community.

3. The City recently adopted a new Comprehensive Plan of Development known as Vision 2034. Vision 2034 lists as a high priority implementing Strategy 7.6, which encourages and prioritizes projects that combine affordable housing with long term care services to enable older residents to age in place while receiving coordinated care and services. The Tower Three project is a project that implements Strategy 7.6.

4. The Towers at Tower Lane are currently part of Planned Development District #15 (PDD #15). PDD #15 was adopted by the Board of Aldermen in the late 1960's, was tailor-made for the Tower One project and was later amended to include the Tower East project.

5. PDD # 15 does not contemplate a third building on The Towers at Tower Lane properties. Additionally, PDD #15, like all Planned Development Districts, has a substantial open space requirement under Section 65 of the Zoning Ordinance, which is 250 square feet per dwelling unit and 150 square feet for each elderly dwelling unit. Prior to the demolition of the Church Street South Project, a substantial amount of the open space required for Tower One and Tower East was located on the Church Street South Project site that was also part of PDD #15. Now that the Church Street South Project has been demolished, the open space available and attributed to The Towers no longer exists (such land will be used for the Union Square Project). Moreover, if a Planned Development

designation for The Towers properties were retained, there would be additional open space required for the new 140-200 units that will be constructed in Tower Three, which open space is not available on The Towers' properties or elsewhere in PDD #15.

6. In contrast, the BD-3 Zoning designation will facilitate the development of Tower Three. The BD-3 District permits residential and assisted living units as a matter of right, allows for dense development, provides for appropriate open space, and permits a mixed-use development, which Tower Three will be.

7. The BD-3 District is directly adjacent to The Towers' properties and is also the zoning district across Church Street South from Tower Lane, so that extending the BD-3 District to The Towers' properties is appropriate.

8. This request for a map amendment complies with the requirements for a zoning amendment under § 64(d)(2) of the Zoning Ordinance. A map amendment is needed because since PDD #15 was adopted in the late 1960's changes have taken place in the City and in the patterns of land use, including the supply of land and its peculiar suitability for elderly, assisted and supportive housing.

9. Additionally, in compliance with § 63(d)(2) of the Zoning Ordinance, no negative effect of a map change on the surrounding area is anticipated. The surrounding area is largely zoned BD-3.

10. As stated above, the map amendment being sought in this petition furthers the purposes of the City's Comprehensive Plan of Development and the Comprehensive Plan as required by § 63(d)(2) of the Zoning Ordinance and Article XIII, §2C of the City Charter. Moreover, other zoning districts have been considered for The Towers at Tower Lane properties and Tower Three, as required by § 63(d)(2) of the

Zoning Ordinance, including a new Planned Development District and the Transit Oriented Community District, and are not appropriate for the Tower Three project, because the uses contemplated for Tower Three are not permitted as of right and the parking limits may not be appropriate for the personnel who will provide services to the residents of Tower Three. Finally, the size of the area involved in this Petition is 4.5 acres, which is in excess of the minimum required acreage for a zoning map amendment under § 64(d)(2)c of the Zoning Ordinance.

7. As also required by Article XIII § 2C of the City of New Haven Charter, this Amendment is designed to lessen congestion in the streets, secure safety, promote health and the general welfare, provide adequate light and air, prevent the overcrowding of land, avoid undue concentrations of population, provide adequate provisions for transportation and other public requirements, reflect the character of the applicable zoning district and its peculiar suitability for the uses to be allowed in such district, conserve the value of existing buildings, and encourage the most appropriate use of land in the City, page 2.

8. As additionally required by Article XIII § 2B of the City of New Haven Charter, the proposed Amendment is uniform for each class of buildings or structures throughout the BD-3 District.

WHEREFORE, Petitioner requests that the Board of Alders amend the Zoning Map in the manner set forth in Attachment C, page 2.

Respectfully submitted

Petitioner

The New Haven Jewish Community Council Housing Corporation

A handwritten signature in cursive script that reads "Gustave Keach-Longo". To the right of the signature is a circled number "35".

By: Gustave Keach-Longo

Its: President and Chief Executive Officer

ATTACHMENT B

ZONING ORDINANCE MAP AMENDMENT APPROVING A CHANGE IN THE DESIGNATION OF 18 TOWER LANE AND 1B TOWER LANE FROM PLANNED DEVELOPMENT DISTRICT # 15 TO BD-3 -CENTRAL BUSINESS DISTRICT/MIXED-USE DISTRICT

WHEREAS, pursuant to 1925 Special Act No. 490 §5, Article XIII §2 of the Charter of the City of New Haven, and § 64(d)(1) of the Zoning Ordinance, City of New Haven (the "Zoning Ordinance"), The New Haven Jewish Community Council Housing Corporation (the "Petitioner") filed with the New Haven City Clerk for transmission to the Board of Alders a Petition (the "Petition") requesting that the Board of Alders amend the New Haven Zoning Ordinance Map (the "Zoning Map") (the "Map Amendment") to indicate that 18 Tower Lane and 1B Tower Lane located in the Hill section of New Haven, which property is owned by the Petitioner and is currently located in the Planned Development District #15 ("PDD #15"), be designated on such Zoning Map as being located in the BD-3-Central Business/ Mixed-Use District (the "BD-3 District"); and

WHEREAS, on _____, 2026 pursuant to the City of New Haven Charter and the Zoning Ordinance, the Board of Alders referred the Petition to the New Haven City Plan Commission for a public hearing and for its advice; and

WHEREAS, on _____, the City Plan Commission following its public hearing rendered an advisory report to the Board of Alders after considering the factors set forth in § 64(d)(2) of the Zoning Ordinance recommending _____ of the Petition, City Plan Commission Report No. _____; and

WHEREAS, following the public hearing of the Board of Alders Legislation Committee on _____, the Committee issued a _____ report; and

WHEREAS, the Board of Alders finds that the Map Amendment to the Zoning Ordinance requested in the Petition is in accordance with the Comprehensive Plan of Development and the Comprehensive Plan for the City of New Haven as such Amendment will facilitate the development of affordable housing that is combined with long term care services to enable older residents to age in place while receiving coordinated care and services, a priority of Vision 2034; and

WHEREAS, the Board of Alders further finds that the Map Amendment to the Zoning Ordinance requested in the Petition is designed to lessen congestion in the streets, secure safety, promote health and the general welfare, provide adequate light and air, prevent the overcrowding of land, avoid undue concentrations of population, provide adequate provisions for all forms of transportation and other public requirements, reflect the character of the applicable zoning district and its peculiar suitability for the uses to be allowed in such district, conserve the value of existing buildings, and encourage the most appropriate use of land in the City; and

WHEREAS, the Board of Alders further finds that the Map Amendment to the Zoning Ordinance requested in the Petition is uniform for each class of buildings or structures within the BD-3 District.

NOW THEREFORE BE IT ORDAINED by the Board of Alders of the City of New Haven that the Petition of The New Haven Jewish Community Council Housing Corporation for an Amendment to the Zoning Map to designate 18 Tower Lane

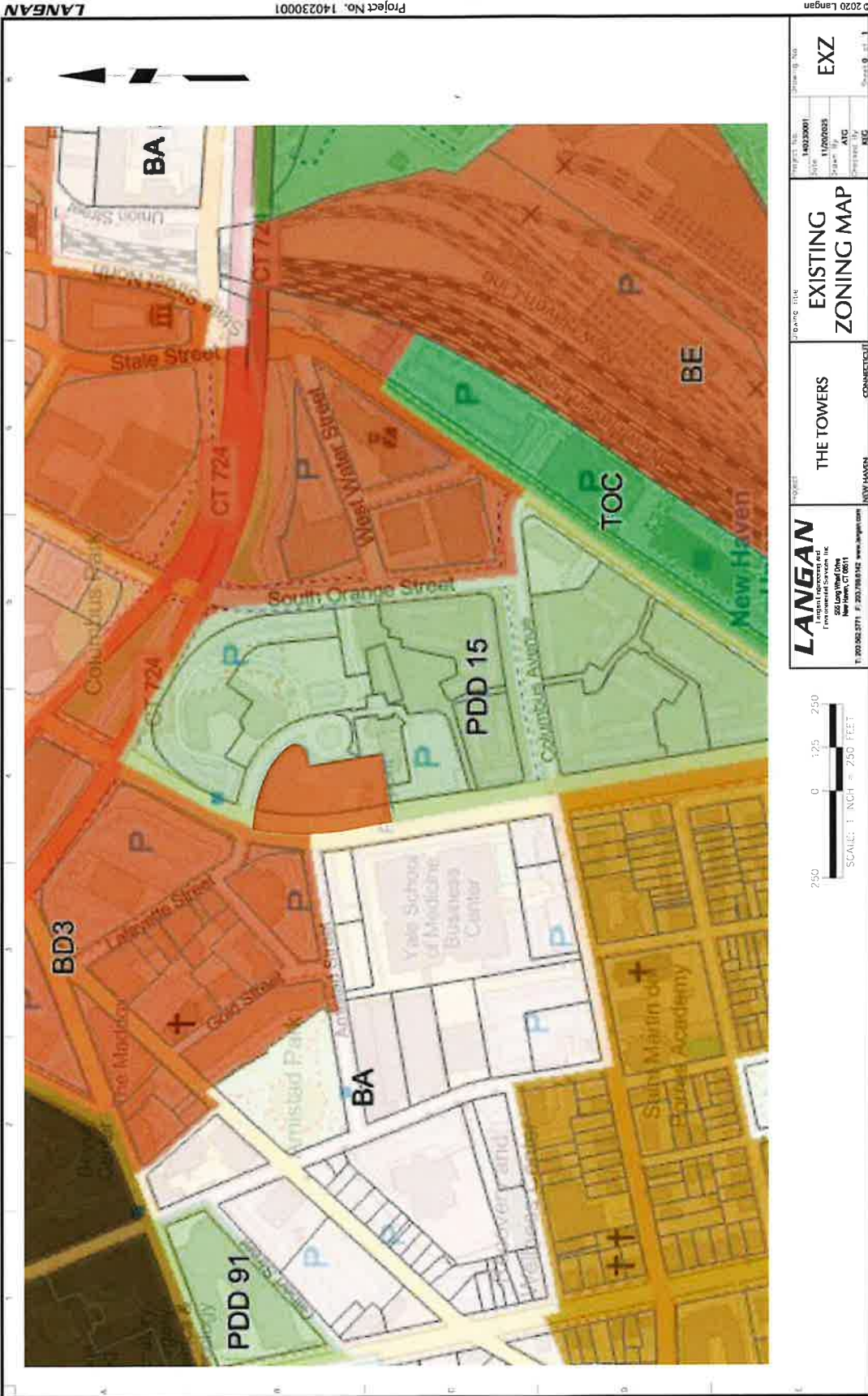
and 1B Tower Lane from Planned Development District #15 to BD-3 Central Business/Mixed Use District is granted and the Zoning Map shall be amended to designate 18 Tower Lane and 1B Tower Lane as being located in the BD-3 District. This Ordinance shall be effective on the day after the date of publication of notice of the adoption of this Ordinance.

Signed

Date

Attachment C
Page 1

ATTACHMENT C



LANGAN

Project No. 140230001

© 2020 Langan

 LANGAN Langan Environmental Services, Inc. 200 Long View Drive New Haven, CT 06511 T: 203.582.2371 F: 203.768.5142 www.langan.com	PROJECT TITLE THE TOWERS	PROJECT NO. 140230001	DATE 1/10/2025	PREPARED BY ATC	CHECKED BY KJC
	PROJECT TITLE EXISTING ZONING MAP	PROJECT NO. 140230001	DATE 1/10/2025	PREPARED BY ATC	CHECKED BY KJC

Date: 1/10/2025 Time: 15:50 User: agoston Style: Langan_als Layout: Layout Document Code: 140230001-001-CA(1)-0101

December 4, 2025
140230001

MAP AMENDMENT LEGAL DESCRIPTION PDD# 15 TO BD-3

Beginning at a point marking the intersection of the approximate centerline of Church Street South and the approximate centerline South Frontage Road;

Thence running southeasterly along said approximate centerline of South Frontage Road a distance of 494 feet more or less to the approximate centerline of South Orange Street;

Thence running southeasterly along said approximate centerline of South Orange Street a distance of 396 feet more or less to a point;

Thence running southwesterly in part through South Orange Street and in part along the southerly boundary line of land now or formerly of New Haven Jewish Community Counsel a distance of 239 feet more or less to a point;

Thence running southeasterly along the easterly boundary line of land now or formerly of New Haven Jewish Community Counsel a distance of 67 feet more or less to a point;

Thence running southwesterly along the southerly boundary line of land now or formerly of New Haven Jewish Community Counsel a distance of 67 feet more or less to a point;

Thence running northwesterly along the westerly boundary line of land now or formerly of New Haven Jewish Community Counsel a distance of 21 feet more or less to a point;

Thence running southwesterly along the southerly boundary line of land now or formerly of New Haven Jewish Community Counsel a distance of 34 feet more or less to a point;

Thence running northwesterly along the westerly boundary line of land now or formerly of New Haven Jewish Community Counsel a distance of 46 feet more or less to a point on the southerly side of Tower Lane;

Thence running southwesterly along said southerly side of Tower Lane a distance of 140 feet more or less to a point on the westerly side of Tower Lane;

Thence running northerly, easterly and northwesterly along said easterly side of Tower Lane a distance of 507 feet more or less to a point at the approximate centerline of Church Street South;

Thence running northeasterly along said approximate centerline of Church Street South a distance of 437 feet more or less to the point of beginning.

FISCAL IMPACT STATEMENT

DATE: December 30, 2025
 FROM (Dept.): The New Haven Jewish Community Council Housing Corporation
 CONTACT: Gustave Keach-Longo PHONE 203-772-1816

SUBMISSION ITEM (Title of Legislation):

PETITION TO AMEND THE NEW HAVEN ZONING ORDINANCE MAP TO CHANGE THE ZONING DESIGNATION OF 18 TOWER LANE AND 1B TOWER LANE FROM PLANNED DEVELOPMENT DISTRICT #15 TO BD-3 DISTRICT CENTRAL BUSINESS/MIXED USE.

List Cost: Describe in as much detail as possible both personnel and non-personnel costs; general, capital or special funds; and source of funds currently budgeted for this purpose.

	GENERAL	SPECIAL	BOND	CAPITAL/LINE ITEM/DEPT/ACT/OBJ CODE
A. Personnel	N/A			N/A
1. Initial start up	0		...	
2. One-time	0		...	
3. Annual	N/A		...	
B. Non-personnel	
1. Initial start up	N/A		...	
2. One-time	0		...	
3. Annual	0		...	

List Revenues: Will this item result in any revenues for the City? If Yes, please list amount and type.

NO	<input type="checkbox"/>
YES	<input checked="" type="checkbox"/>

Other Comments: Amending the Zoning Map to change the designation of these parcels from PDD#15 to BD-3 Zone will facilitate the construction of a new assisted living/senior residence (Tower Three) which will generate building permit fees, increased taxes and jobs.

NEW HAVEN CITY PLAN COMMISSION ADVISORY REPORT

RE: **PETITION TO AMEND THE NEW HAVEN ZONING ORDINANCE MAP** to change the zoning designation of 18 Tower Lane and 1B Tower Lane from Planned Development District #15 to BD-3 Central Business/Mixed-Use District.
Owner/Applicant: Gustave Keach-Longo, New Haven Jewish Community Council Housing Corporation)

REPORT: 1677-02

ADVICE: Approval

PROJECT ADDRESSES:

- 18 Tower Lane (Map/Block/Parcel 238/0110/00400)
- 1B Tower Lane (Map/Block/Parcel 239/0110/00402)

APPLICANT/OWNER:

Gustave Keach-Longo
New Haven Jewish Community Council Housing Corporation

SUBMISSION:

This petition for this ordinance amendment was dated for and received at the January 5, 2026 Board of Alders meeting. Registrar File ID: LM-2025-0675. The submission included:

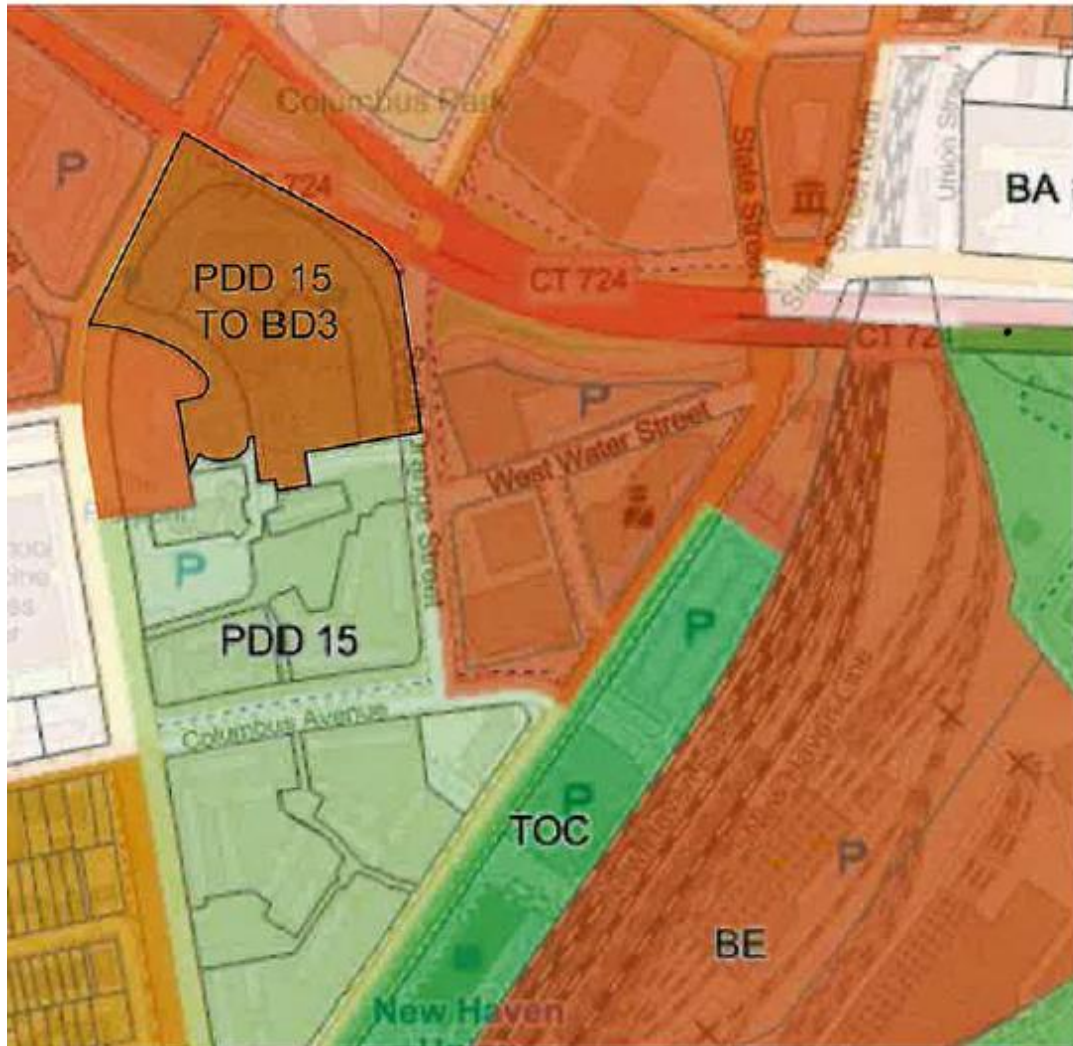
- Submission checklist form
- Fiscal impact statement
- Prior notification form
- Cover Letter
- Signed Petition including:
 - Attachment A: Petition for Zoning Map Amendment
 - Attachment B Proposed Ordinance for Zoning Map Amendment
 - Attachment C: Existing and Proposed Zoning Maps
 - Attachment D: Legal Description of Parcels to be Re-Zoned
- Filing fee

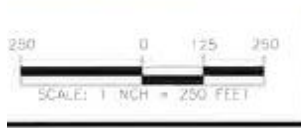
BACKGROUND AND PDD HISTORY

18 Tower Lane consists of two parcels and encompasses an area of approximately 4.4 acres. The parcels are Map/Block/Parcel 239/0110/00402 situated on the south side of South Frontage Road (Route 34) and bounded to the west by Church Street South, Tower Lane and South Orange Street and Map/Block/Parcel 238/0110/00400 on the east side of Tower Lane and bounded by Map/Block/Parcel 239/0110/00402 parcel to the north owned by the New Haven Jewish Community Council Housing Corporation.

The parcels described are occupied by two residential Senior Living Apartment high-rise buildings called “The Towers at Tower Lane.” One building is a 21-story tower (“Tower One”) and the second is a 13-story tower (“Tower East.”) The site also includes a yard and a paved parking area. The facility is a 54-year-old independent and assisted living community which serves low income, very low income and moderate-income elderly residents and provides care services.

These parcels are part of existing Planned Development District 15 (PDD 15). The existing PDD is in the Hill neighborhood and is bounded by South Frontage Road (Route 34) to the north, Church Street South to the west, Union Avenue to the south and South Orange Street to the east. The PDD is bisected by Columbus Avenue. The parcels are part of the northern third of the existing PDD.



	<p>LANGAN Langan Engineering and Environmental Services, Inc. 300 Long Wharf Drive New Haven, CT 06511 T: 203.382.8771 F: 203.796.8742 www.langan.com</p>	<p>Project THE TOWERS</p>	<p>Drawing Title PROPOSED ZONING MAP</p>	<p>Project No. 140230001 Date 11/09/2015 Drawn By ATG Checked By JRG</p>
---	--	--------------------------------------	---	--

Date: 11/07/2015 Time: 15:45 User: agraves Size Total: Langan.dwg Layout: Layout1 Document Code: 140230001

Planned Development District 15 - Church Street South

The Church Street South Planned Development District (PDD) #15 is an approximately 15-acre mixed-use area in the Hill neighborhood bounded by Union Avenue, South Orange Street, South Frontage Road (Route 34), and Church Street South. The area currently contains vacant land where Church Street South was situated, and high-rise residential towers, including Tower One and Tower East, which primarily serve elderly and moderate-income residents. Residential development includes courtyards, landscaped open spaces, pedestrian walkways, and internal

streets part of the Robert T. Wolfe apartments operated by Elm City Communities fronting on Union Ave. Institutional facilities in the district include the Greek Orthodox Church (St. Basil’s) The parcel known as 9 Tower Lane was removed from the PDD in 1989.

Prior to Redevelopment, the area around including the parcels in PDD 15 played an important role in New Haven’s early economic history providing blocks of row houses for primarily immigrant families and an array of local shops, bakeries, and family-owned businesses that served the neighborhood. As factories closed and the manufacturing economy shifted through the late 20th century, buildings fell into decline and neighborhoods in this area became less cohesive.

PDD #15 was adopted by the Board of Alders in 1967 with the purpose of establishing low-income multifamily housing as part of the Church Street Redevelopment and Renewal Project. The original project area was bounded by Church Street Extension, the Oak Street Connector (South Frontage Road), South Orange Street, and Union Avenue “known as Church Street South.” The project consisting of 30 buildings of low-income housing was constructed in 1969 ultimately housing approximately 260 families. In 2008 Northland Investment Corporation purchased the property from the existing owner, The Community Builders. After years of ongoing structural issues, the project was demolished in 2018 to make way for a newly visioned mixed-use development. In 2023 Elm City Communities (ECC, the Housing Authority of New Haven), with the Glendower Group, (the development arm of ECC) purchased most the parcels on the Church Street South, PDD #15. Elm City Communities, in partnership with the City of New Haven, received a grant to initiate the Union Square Choice Neighborhood Planning process through HUD from 2023 to 2025 <https://unionsquarechoice.com/>

There have been numerous amendments to the PDD as detailed below primarily to accommodate ongoing developments of the Towers buildings by the New Haven Jewish Community Council and the Greek Community Church (Saint Basil’s) ongoing developments of the Towers buildings by the New Haven Jewish Community Council and the Greek Community Church (St. Basil’s).

Date	CPC Meeting / Report No.	Action Taken
August 1, 1967	621-01A	Amendment to change the BE zone to the RH-2 zone for Parcels J, K, and L
August 1, 1967	621-01B	Initial approval of Planned Development District #15 (Church Street South).
March 5, 1968	654-01	Amendment approving inclusion of Tower One within PDD #15.
September 30, 1968	644-06	Amendment to PDD #15 reducing overall project size.
November 30, 1971	687-01	Revision to PDD permitting commercial space, daycare, and 12 residential units.
December 16, 1983	952-01	Action related to Church Street South Housing Finance Corporation (Tower One).
June 20, 1984	968-11	Detailed Plan Review (primarily landscape-related comments).
August 17, 1988	1072-04 / 1072-02	Approval of Land Disposition Agreement (LDA) to the New Haven Greek Community and PDD amendment to permit church and related uses.

April 5, 1989	1088-01 / 1088-02	Amendment to PDD deleting parcel K-1 and approving mixed-use commercial/residential plans.
July 19, 1989	1094-24	City Site Plan Review (CSPR) and Detailed Plan Review (DPR) for Greek Community development (K-1-B and K-2).
July 31, 1991	1135-21	Revised DPR and CSPR approval with NHRA advisory input for Greek Community facilities.
February 19, 1992	1143-08	Detailed Plan Review approval for church construction.
May 20, 1992	1148-06	Minor modification approval for Tower One (accessory commercial use).
September 16, 1992	1151-12	Administrative approval for change in utility vault location.
May 12, 1994	1176-10	DPR approval for Tower One parking lot and related minor modifications.
June 15, 1994	1177-05	Amendment to Land Disposition Agreement for K-1-B parcel.
September 22, 1999	1278-19	Approval of Section 108 Loan (\$10.5 million) with HUD guarantee supporting PDD development.
May 31, 2002	<i>Administrative</i>	Modification for accessibility improvements (no CPC meeting number noted).
December 16, 2009	<i>Administrative</i>	Approval for addition to the Greek Orthodox Church within the PDD.
December 15, 2015	<i>Administrative</i>	Lot split approved to facilitate a 4,300 sq. ft. addition to St. Basil's Church.

PROPOSED ZONING – Business D-3 Districts—Central Business/Mixed-Use (BD-3)

The applicant proposes to rezone two parcels 18 Tower Lane (Map/Block/Parcel 238/0110/00400) and 18 Tower Lane (Map/Block/Parcel 239/0110/00402) as shown in the map below, from Planned Development District #15 to the BD-3 Zone to support the construction of a new building to be known as Tower Three to include 140-220 residential units. The applicant states “Tower Three will provide additional assisted living and support services for elderly and other low- and moderate-income residents.”

The applicant states that the rezoning is needed to accommodate the new Tower Three Building and, in particular, to amend the required open space. Section 65 of the Zoning Ordinance requires 250 square feet per dwelling unit and 125 square feet for each elderly dwelling unit. Amendments made to the PDD allowed the open space requirement to be met on parcels that are not part of this proposal. The applicant states “*Prior to the demolition of the Church Street South Project, a substantial amount of the open space required for Tower One and Tower East was located on the Church Street South Project site that was also part of PDD #15. Now that the Church Street South Project has been demolished, the open space available and attributed to The Towers no longer exists (such land will be used for the Union Square Project).* If the Planned Development for The Towers properties remained in place there would be additional open space required for the new 140-200 units that will be constructed in Tower Three that is not available on The Towers' properties or elsewhere in PDD#15.

The applicant further states that “*The BD-3 District permits residential and assisted living units as a matter of right, allows for dense development, provides for appropriate open space, and permits a mixed-use development, which Tower Three will be.*”

The current owner of the remaining parcels in PDD #15, Elm City Communities and the City of New Haven, have concurrently applied in a separate application for a rezone of those parcels out of the PDD to the newly established Transit Orientated Community Zone. Should both of these zone changes be enacted this would effectively terminate the PDD.

Per the New Haven zoning ordinance, the BD-3 zone (*Central Business/Mixed-Use Zone*) is characterized as “*districts in the urban core reserved for intensive development, including multi-story and mid- and high-rise buildings. They provide for mixed uses, including hospital outpatient clinics, other medical clinics, biotechnology research centers, high and medium density residences, offices, and commercial uses, including retail shops and restaurants. These districts also connect the city’s central business and medical and educational districts with each other and with the city’s transportation center at Union Station. The Central Business/Mixed-Use Districts are pedestrian, bicycle and transit friendly. Uses on the ground floors of nonresidential and mixed-use buildings that face public rights-of-way in these districts should include retail and active uses that are in part or in whole transparent from sidewalks and streets.*”

Zoning Table – Comparison of Bulk, Yard, Density, and Parking Regulations

The table below demonstrates the differences in zoning regulations between the original underlying zone that the existing PDD varies from (the RH-2 zone), the existing enacted PDD, and the proposed BD-3 zone.

Standard	RH-2 in Aug 1967 Underlying Zoning	PDD 15 Approved Variation of Underlying Zoning	BD-3 Proposed Zoning
Maximum Density of Units per Lot Area	One unit per 2,000 sq ft	One unit per 1,010 sq ft	N/A
Maximum Density of Units per Gross Area of the Building	N/A	N/A	One unit per 1,000 sq ft ¹
Maximum Building Coverage	30%	40.4%	No direct limit
Maximum Gross Floor Area (Floor Area Ratio – FAR)	0.5 to 1.7 (depending on building coverage)	1.03 to 1.89	6.0
Front Yard Setback	17-25 ft	3-5 ft	No front yard required with exceptions ²
Side Yard Setback	One side at least 8 ft; other side at least 10 ft	0 ft; 5 ft for the side containing the “Dining Area”	No side yard required with exceptions ²
Rear Yard Setback	25 ft	No variation from RH-2	No rear yard required with exceptions ²

Accessory Buildings in Required Yards		Permitted with a minimum of 5 ft from the lot line	No minimum	Same yard regulations as principal buildings apply
Covered Front Yard Parking		Permitted by Special Exception	“Requested” (as stated in PDD materials)	N/A
Distance Between Facing Walls of Two Garden Apartments	Both walls contain windows	50 ft	28 ft	N/A
	One wall contains windows	20 ft	9 ft	
Distance Between Facing Walls of Other Residential Principal Buildings	Both walls contain windows	41 ft	27 ft	N/A
	One wall contains windows	27 ft	14 ft	
Projection into Corner Visibility Area		Not Permitted	Permitted up to 4 ft	Not Permitted
Maximum Building Height – Tower		110 feet	224 ft	No limit on building height
Maximum Building Height – Dining / Low-Rise Areas		40 feet	Up to 72 feet	N/A
Minimum Parking		108 parking spaces (a ratio standard is not provided)	45 parking spaces	0.5 spaces per dwelling unit; 0.33 per Assisted Living and Elderly Housing dwelling unit
Minimum Open Space per Dwelling Unit		250 sq ft / 125 ft for elderly units	Approx. 351 sq ft	50 sq ft with exceptions ³

Notes

1. Specified in Use Regulations – Section 42, Table 3, Use Table, A (Residential Uses).
2. In the BD-3 zone, there must be a minimum of 15 ft of unobstructed land from the ground up on which no structures shall be located between the outer face of a building foundation wall at grade of a principal building that fronts on a street and the curb of such street – Section 43(g)(4) (Yard Regulations). Additionally, in the BD-3 District, when a mixed use or a residential principal building which is four stories or less, contains one or more windows that face a nonresidential building on the same lot, there shall be a minimum of ten feet of unobstructed land from the ground up between the nonresidential building and the residential principal building or mixed-use building. If such residential principal building or such mixed-use building faces a nonresidential building on

an adjacent lot or faces an adjacent vacant lot, then there shall be a minimum ten-foot side or rear yard (as the case may be) on the lot on which such residential principal building or mixed-use building is located facing the adjacent lot.

3. If any point on the lot upon which the mixed-use building or the residential principal building is situated is located within a 1,000-foot radius of publicly accessible usable open space, then a minimum of 25 square feet of usable open space per dwelling unit shall be required.

Zoning Table – Comparison of Relevant Use Regulations

Use	RH-2 in Aug 1967 <i>Underlying Zoning</i>	PDD 15	BD-3 <i>Proposed Zoning</i>
Dwelling Units	Permitted As-of-Right	Permitted As-of-Right	Permitted As-of-Right <i>(above ground floor)</i>
			Permitted by Special Permit <i>(ground floor in combination with upper story dwelling units)</i>
Assisted Living, Elderly and Disabled Housing	Permitted As-of-Right	Permitted As-of-Right	Permitted As-of-Right
Retail	Permitted As-of-Right <i>(limited to accessory use)</i>	Permitted As-of-Right <i>(PDD materials only specify ground floor use)</i>	Permitted As-of-Right <i>(majority of retail uses)</i>
Community Center	Permitted by Special Exception	Permitted As-of-Right	Permitted by Special Exception

PUBLIC HEARING

A Public Hearing was held by the City Plan Commission on January 27, 2026. A transcript of the hearing, meeting #1677, will be available from the City Plan Department.

PLANNING CONSIDERATIONS

Given the long history of PDD #15, it is not surprising the City’s approach to land uses in this area have changed significantly since its inception. In spite of the many changes to the PDD over the years, it still codifies the autocratic redevelopment era approach to housing and mixed-use development on these parcels. Previous zoning approaches failed to capitalize on the unique location of this land adjacent to one of the busiest public transit hubs in New England, nearby many of the City’s amenities and at the junction of several established neighborhoods.

This application aligns with the City’s Plan of Conservation and Development, New Haven Vision 2034 (2025), the recently adopted Union Square Choice Neighborhood Transformation Plan (2025) goals in the Hill to Downtown Community Plan (2014).

NEW HAVEN COMPREHENSIVE PLAN: SUBMISSION MEETS REQUIREMENTS

The City of New Haven’s Vision 2034 Comprehensive plan emphasizes the need for greater housing development city-wide. The proposed zoning amendment aligns with several goals found in the Great Places to Live focus area, which are noted below. As referenced in the applicant’s narrative,

the proposal would further Goal 7 of this focus area by greatly increasing the number of affordable housing units with long term care services. The added capacity for seniors assisted living allows more New Haven residents to age in place, embodying strategy 6.1. These efforts also support related goals in this focus area, such as promoting mixed use development. Overall, staff find the proposed amendment to be consistent with the goals of the comprehensive plan.

New Haven Vision 2034, Goals addressed by this project include:

Great Places to Live

Goal 1: Increase the number of deeply affordable housing units.

Goal 2: Increase housing supply.

- Strategy 2.2: Amend ordinances and policies to better support housing development.
- Strategy 2.6: Support collaboration and partnerships between organizations that provide housing and neighborhood resources.

Goal 5: Support place-based programs, policies, and improvements that align with the unique assets and goals of each neighborhood and residents' quality of life.

- Support mixed-use development and ensure that such development is sensitive to the neighborhood.

Goal 6: Prevent displacement by ensuring residents can continue to live in their neighborhood of choice as housing costs rise.

- Strategy 6.1: Pursue necessary zoning amendments to promote aging in place.

Goal 7: Improve access to housing resources and support for tenants and current and prospective homeowners.

- Strategy 7.6: Encourage or prioritize projects that combine affordable housing with long-term care services, such as a Program for All-Inclusive Care for the Elderly (PACE) or state-assisted living programs to enable older residents to age in place while receiving coordinated care and services.

Choice Neighborhood Transformation Plan

The Union Square Choice Neighborhood Transformation Plan sets several goals for the revitalization of the Union Square Neighborhood. These goals were developed based on extensive community outreach and were drafted to ensure Union Square becomes a thriving, equitable, and resilient community. The goals are grouped into three categories: People, Neighborhood, and Housing. Staff have identified areas where the proposed zoning amendment aligns with the goals of the Choice Neighborhood Plan. Overall, the proposal furthers several of the housing goals in the plan by allowing greater development of the subject parcels for assisted living housing. It strengthens the neighborhood through greater density and place making, and through the development of quality affordable units. Lastly, it will generate jobs through the construction phases of the forthcoming tower, and the long term uses that will establish themselves in the mixed-use portions of the development.

People

- Goal 5: Foster job creation and economic development.

Neighborhood

- Goal 2: Make sure the neighborhood’s public places support wellness, safety, and economic mobility.
- Goal 4: Increase the supply of affordable and high-quality homes for homeowners and renters who want to stay here.

Housing

- Goal 2: Provide affordable, safe, and high-quality housing choices.
 - Strategy 2.1 Provide diverse housing options: townhouse-style homes and tall apartment buildings
- Goal 4: Offer amenities for community gatherings, social support, and recreation.
 - Strategy 4.2 Promote new housing development for all ages and family types, especially on underutilized land and at neighborhood hubs
- Goal 5: Design spaces for retail and commercial development.
- Goal 6: Housing and Neighborhood Revitalization.

Hill-to-Downtown Community Plan (Adopted November 2014)

The Hill-to-Downtown Community Plan emphasizes the need for an organic connection between the Hill Neighborhood and Downtown. This connection must be growth based, including the development of high-quality housing that accommodates a wide range of incomes, places that serve the social needs of residents, and businesses that serve economic needs of the community. All these initiatives work towards a community vision of a vibrant, walkable, mixed-use district. The intent of this application is to facilitate development of mixed use “Tower Three” designed to accommodate 150-200 assisted living dwelling units. This project would greatly increase the density of the rezoned parcels and support the assisted living community in both existing towers. In short, the proposed text and map amendments aligns with the following goals explicitly referenced in the Community Plan:

- Encourage Development of Commercial, Residential, and Retail Space in the Areas Around Union Station and within the Medical District Areas.
- Strengthen the Existing Neighborhood.
- Improve Connectivity within the District and to Downtown
- Expand the City’s Tax Base

CITY CHARTER AND ZONING ORDINANCE CRITERIA

Sections(s) 181 and 182 of the Charter of The City of New Haven

The City Plan Commission finds that, based on submitted information, the proposed zoning ordinance amendment complies with Sections 181 and 182 of the Charter of the City of New Haven in that it is:

- (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.

Section 64(d)(2)c of the New Haven Zoning Ordinance

Section 64(d)(2) requires that the City Plan Commission take the following into consideration in evaluating any amendment to the text of the Zoning Ordinance and the Zoning Map:

a. Errors in the existing ordinance, changes that have taken place in the city and in patterns of construction and land use, the supply of land and its peculiar suitability for various purposes, the effect of a map change on the surrounding area, the purposes of zoning and the comprehensive plan of the City of New Haven:

Since the approval of the subject PDD, there has been increased need for housing throughout New Haven, especially for elderly residents seeking independent and supportive living options. The surrounding area has also been rezoned to the BD-3 zone to the northwest of these parcels as part of work to support mixed-use development between Downtown New Haven and Union Station. The mapping of the Transit-Oriented Community (TOC) zone and the adoption and mapping of the Downtown for All Overlay District in this surrounding area has further indicated a plan for increased residential and mixed-use development in support of greater housing and economic opportunity.

These parcels were once part of the BE zone (Wholesale and Distribution) and were rezoned to the RH-2 zone in the same City Plan Commission meeting (August 1967) at which these parcels were then added into PDD 15. The intent of that rezoning was to support more viable and necessary residential development in a formerly industrial part of the city. The proposed map change continues that intent and further applies different open space regulations that help maximize the development of elderly housing on this site in ways that the current PDD and underlying RH-2 zone prohibit.

b. Whether some other method or procedure under the zoning ordinance is more appropriate:

The proposed ordinance map amendment is the most appropriate method to support the development of a residential tower within this area. It reflects a continuation of abutting zoning districts that are in keeping with the City's comprehensive plan and desired development patterns.

Additionally, because this PDD includes parcels meant for two future proposed projects (Tower Three by this proponent, and Union Square by the Housing Authority of New Haven as described in report 1677-01), an amendment to the existing PDD would be insufficient as it would make it difficult for two different residential and mixed-use development projects to proceed without conflicting regulatory pathways.

c. In the case of a map change, the size of the area involved. As a general policy, the City Plan Commission shall not consider favorably any petition which would result in a total contiguous area (separated only by streets, and excluding the area of streets) of less than two acres in the

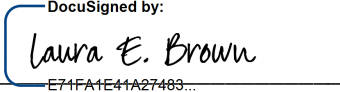
case of a residence district, less than one acre in the case of a Business District, or less than four acres in the case of an Industrial District:

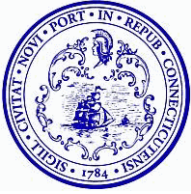
The contiguous area of the proposed ordinance map amendment exceeds the required minimum at a total size of 4.5 acres.

FINDINGS AND ADVICE

Based on the above it is the recommendation of the Commission that the proposed map amendment is in full compliance with the standards and requirements of Section(s) 181 and 182 of the Charter of the City of New Haven and Section 64(d)(2) of the New Haven Zoning Ordinance and should be **approved**.

ADOPTED: January 27, 2026
Ernest Pagan
Chair

ATTEST: 
E71FA1E41A27483...
Laura E Brown
Executive Director, City Plan Department



City of New Haven

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Text File

File Number: OR-2025-0024

Agenda Date:

Version: 1

Status: In Committee

In Control: Legislation Committee

File Type: Ordinance

Agenda Number: 3)

WHEREAS, on October 1, 2024, the Connecticut General Assembly enacted new provisions that establish penalties for unfair and deceptive cannabis trade practices and grant municipal officials new enforcement powers;

WHEREAS, on March 17, 2025, the New Haven Board of Alders passed an ordinance amendment to the New Haven Code of Ordinances, amending Chapter 17 by adding Article XIX to establish retail license requirements for tobacco and smoking products; updating licensing fees in Article XX - Fees and Charges, as applicable to these retailers; and updating Chapter 16, Article VI, regarding the prohibition of tobacco, smoking, vapor, and nicotine products;

WHEREAS, also, on March 17, 2024, the New Haven Board of Alders passed a Zoning Ordinance Amendment to establish zoning regulations for retailers of tobacco and/or vapor products, smoke shops, and smoking places;

WHEREAS, by adopting this legislation by the Connecticut General Assembly, any person found in violation of this statute or as amended, who poses an immediate threat to public health and safety in relation to the sale, delivery, and offering of adult-use cannabis, the City of New Haven is empowered to impose fines upon that person through a civil legal process;

WHEREAS, (b) no person except a delivery service, or an employee of a delivery service, subject to the restrictions set forth in section 21a-420z of the Connecticut General Statutes, acting in the course of such employee's employment, may deliver cannabis to consumers, patients, or caregivers;

WHEREAS, (c) any violation of the provisions of this section shall be deemed an unfair or deceptive trade practice under subsection (a) of section 42-110b of the Connecticut General Statutes;

WHEREAS, (d) (1) any municipality may, by vote of its legislative body, prohibit the operation of any business within such municipality that is found to be in violation of the provisions of this section or if such operation poses an immediate threat to public health and safety;

WHEREAS, (2) if the chief executive officer of a municipality determines that a business within the municipality is operating in violation of the provisions of this section or poses an immediate threat to public health and safety, the chief executive officer may apply to the Superior Court for an order under subdivision (3) of this subsection;

WHEREAS, (3) upon an application under subdivision (2) of this subsection, the Superior Court, upon a finding that a business within the municipality is operating in violation of the provisions of this section or poses an immediate threat to public health and safety, may issue forthwith, ex parte and without a hearing, an order that shall direct the chief law enforcement officer of the municipality to take from such business possession and control of any merchandise related to

such violation or immediate threat to public health and safety, which merchandise shall include, but need not be limited to, (A) any cannabis or cannabis product, (B) any cigarette, tobacco or tobacco product, (C) any merchandise related to the merchandise described in subparagraphs (A) and (B) of this subdivision, and (D) any proceeds related to the merchandise described in subparagraphs (A) to (C), inclusive, of this subdivision; and

WHEREAS, (4) As used in this subsection, (A) “cigarette” has the same meaning as provided in section 4-28h of the Connecticut General Statutes, (B) “immediate threat to public health and safety” includes, but is not limited to, the presence of (i) any cannabis or cannabis product in connection with a violation of this section, or (ii) any cigarette or tobacco product alongside any cannabis or cannabis product, and (C) “operation” and “operating” mean engaging in the sale of, or otherwise offering for sale, goods and services to the general public, including, but not limited to, through indirect retail sales.

NOW THEREFORE, BE IT ORDAINED by the Board of Alders, that the Code of Ordinances be amended pursuant to CGA state statutes Sec. 21a-420c. be approved as follows:

(e) (1) Any person who violates any provision of this section shall be assessed a civil penalty of thirty thousand dollars for each violation. Each day that such violation continues shall constitute a separate offense.

(2) Any person who aids or abets any violation of the provisions of this section shall be assessed a civil penalty of thirty thousand dollars for each violation. Each day that such person aids or abets such violation shall constitute a separate offense. For the purposes of this subdivision, no person shall be deemed to have aided or abetted a violation of the provisions of this section unless (A) such person was the owner, officer, controlling shareholder or in a similar position of authority that allowed such person to make command or control decisions regarding the operations and management of another person who (i) is prohibited from selling or offering any cannabis or cannabis product under this section, and (ii) sold or offered any cannabis or cannabis product in violation of this section, (B) such person knew that such other person (i) is prohibited from selling or offering any cannabis or cannabis product under this section, and (ii) sold or offered any cannabis or cannabis product in violation of this section, (C) such person provided substantial assistance or encouragement in connection with the sale or offer of such cannabis or cannabis product in violation of this section, and (D) such person's conduct was a substantial factor in furthering the sale or offer of such cannabis or cannabis product in violation of this section.

(3) Any person who manages or controls a commercial property, or who manages or controls a commercial building, room, space or enclosure, in such person's capacity as an owner, lessee, agent, employee or mortgagor, who knowingly leases, rents or makes such property, building, room, space or enclosure available for use, with or without compensation, for the purpose of any sale or offer of any cannabis or cannabis product in violation of this section shall be assessed a civil penalty of ten thousand dollars for each violation. Each day that such violation continues shall constitute a separate offense.

(4) No person other than the Attorney General, upon complaint of the Commissioner of Consumer Protection, or a municipality in which the violation of this section occurred, shall assess any civil penalty under this subsection or institute a civil action to recover any civil penalty imposed under this subsection. If a municipality institutes a civil action to recover any civil penalty imposed under this subsection, such penalty shall be paid first to the municipality to reimburse such municipality for the costs incurred in instituting such action. One-half of the remainder, if any, shall be payable to the treasurer of such municipality and one-half of such remainder shall be

payable to the Treasurer and deposited in the General Fund.

(f) Nothing in this section shall be construed to prohibit the imposition of any criminal penalty on any person who (1) is prohibited from selling or offering any cannabis or cannabis product under this section, and (2) sells or offers any cannabis or cannabis product in violation of this section.

ORDINANCE AMENDMENT OF THE NEW HAVEN BOARD OF ALDERS ADOPTING THE
CGA STATE STATUTE, CHAPTER 420H, REGULATION OF ADULT-USE CANNABIS, SEC.
21A-420C LICENSE REQUIRED FOR SALE, OFFERING, OR DELIVERY OF CANNABIS.
PENALTIES. ENFORCEMENT POWERS OF THE COMMISSIONER, ATTORNEY GENERAL,
AND MUNICIPALITIES.



**CITY OF NEW HAVEN
BOARD OF ALDERS**

Richard Furlow
Alder, Ward 27

Majority Leader

Vice Chair
Legislation Committee

Vice Chair
New Haven Land Bank

Member
Finance Committee
Black & Hispanic Caucus
Livable City Initiative Board
Resource Allocation Committee

62 Fairfield Street
New Haven, CT 06515-2812

Telephone: (203) 507-5796
Email: Ward27@newhavenct.gov

September 15, 2025

Hon. Tyisha Walker-Myers
President, Board of Alders
165 Church Street
New Haven, CT 06510-2010
Dear President Walker-Myers:

I respectfully submit to the Board of Alders, as a communication, the attached Ordinance Amendment entitled: **ORDINANCE AMENDMENT OF THE NEW HAVEN BOARD OF ALDERS ADOPTING THE CGA STATE STATUTE, CHAPTER 420H, REGULATION OF ADULT-USE CANNABIS, SEC. 21A-420C — LICENSE REQUIRED FOR SALE, OFFERING, OR DELIVERY OF CANNABIS. PENALTIES. ENFORCEMENT POWERS OF THE COMMISSIONER, ATTORNEY GENERAL, AND MUNICIPALITIES.**

The adoption of this legislation, enabled by the State of Connecticut, will authorize the City of New Haven to impose fines through a civil process on individuals and businesses found to be in violation of state statutes and municipal ordinances related to the unlicensed sale, offering, or delivery of cannabis. This is an important step toward safeguarding public health and safety, reducing unlawful activity, and ensuring that all cannabis-related enterprises operate in compliance with the law.

Our residents deserve a safe and orderly environment in which legitimate businesses can thrive. By providing the City with the authority to enforce these provisions locally, we can protect neighborhoods from illegal



operations, improve public confidence in lawful businesses, and help foster a well-regulated, responsible adult-use cannabis market.

Therefore, it is fitting and appropriate that the Board of Alders adopt this ordinance amendment to align New Haven's municipal code with state law and strengthen our local enforcement capabilities.

Thank you for your consideration of this request and for your continued commitment to the well-being of all New Haven residents.

Respectfully submitted,

A handwritten signature in cursive script, appearing to read "Richard Furlow".

Hon. Richard Furlow
Majority Leader
Alder, Ward 27

Attachment

Title 21a - Consumer Protection

Chapter 420h - Regulation of Adult-Use Cannabis

Section 21a-420c. - License required for sale, offering or delivery of cannabis. Penalties. Enforcement powers of commissioner, Attorney General and municipalities.

Citation: CT Gen Stat § 21a-420c. (2024)

(a) Except as provided in RERACA and chapter 420b or 420f, (1) no person, other than a retailer, hybrid retailer, micro-cultivator or delivery service, or an employee thereof in the course of such employee's employment, may sell or offer cannabis to a consumer, and (2) no person, other than a hybrid retailer, dispensary facility or a delivery service, or an employee thereof in the course of such employee's employment, may sell or offer cannabis to qualifying patients and caregivers.

(b) No person except a delivery service, or an employee of a delivery service, subject to the restrictions set forth in section 21a-420z, acting in the course of such employee's employment may deliver cannabis to consumers, patients or caregivers.

(c) Any violation of the provisions of this section shall be deemed an unfair or deceptive trade practice under subsection (a) of section 42-110b.

(d) (1) Any municipality may, by vote of its legislative body, prohibit the operation of any business within such municipality that is found to be in violation of the provisions of this section or if such operation poses an immediate threat to public health and safety.

(2) If the chief executive officer of a municipality determines that a business within the municipality is operating in violation of the provisions of this section or poses an immediate threat to public health and safety, the chief executive officer may apply to the Superior Court for an order under subdivision (3) of this subsection.

(3) Upon an application under subdivision (2) of this subsection, the Superior Court, upon a finding that a business within the municipality is operating in violation of the provisions of this section or poses an immediate threat to public health and safety, may issue forthwith, ex parte and without a hearing, an order that shall direct the chief law enforcement officer of the municipality to take from such business possession and control of any merchandise related to such violation or immediate threat to public health and safety, which merchandise shall include, but need not be limited to, (A) any cannabis or cannabis product, (B) any cigarette, tobacco or tobacco product, (C) any merchandise related to the merchandise described in subparagraphs (A) and (B) of this subdivision, and (D) any proceeds related to the merchandise described in subparagraphs (A) to (C), inclusive, of this subdivision.

(4) As used in this subsection, (A) “cigarette” has the same meaning as provided in section 4-28h, (B) “immediate threat to public health and safety” includes, but is not limited to, the presence of (i) any cannabis or cannabis product in connection with a violation of this section, or (ii) any cigarette or tobacco product alongside any cannabis or cannabis product, and (C) “operation” and “operating” mean engaging in the sale of, or otherwise offering for sale, goods and services to the general public, including, but not limited to, through indirect retail sales.

(e) (1) Any person who violates any provision of this section shall be assessed a civil penalty of thirty thousand dollars for each violation. Each day that such violation continues shall constitute a separate offense.

(2) Any person who aids or abets any violation of the provisions of this section shall be assessed a civil penalty of thirty thousand dollars for each violation. Each day that such person aids or abets such violation shall constitute a separate offense. For the purposes of this subdivision, no person shall be deemed to have aided or abetted a violation of the provisions of this section unless (A) such person was the owner, officer, controlling shareholder or in a similar position of authority that allowed such person to make command or control decisions regarding the operations and management of another person who (i) is prohibited from selling or offering any cannabis or cannabis product under this section, and (ii) sold or offered any cannabis or cannabis product in violation of this section, (B) such person knew that such other person (i) is prohibited from selling or offering any cannabis or cannabis product under this section, and (ii) sold or offered any cannabis or cannabis product in violation of this section, (C) such person provided substantial assistance or encouragement in connection with the sale or offer of such cannabis or cannabis product in violation of this section, and (D) such person's conduct was a substantial factor in furthering the sale or offer of such cannabis or cannabis product in violation of this section.

(3) Any person who manages or controls a commercial property, or who manages or controls a commercial building, room, space or enclosure, in such person's capacity as an owner, lessee, agent, employee or mortgagor, who knowingly leases, rents or makes such property, building, room, space or enclosure available for use, with or without compensation, for the purpose of any sale or offer of any cannabis or cannabis product in violation of this section shall be assessed a civil penalty of ten thousand dollars for each violation. Each day that such violation continues shall constitute a separate offense.

(4) No person other than the Attorney General, upon complaint of the Commissioner of Consumer Protection, or a municipality in which the violation of this section occurred shall assess any civil penalty under this subsection or institute a civil action to recover any civil penalty imposed under this subsection. If a municipality institutes a civil action

to recover any civil penalty imposed under this subsection, such penalty shall be paid first to the municipality to reimburse such municipality for the costs incurred in instituting such action. One-half of the remainder, if any, shall be payable to the treasurer of such municipality and one-half of such remainder shall be payable to the Treasurer and deposited in the General Fund.

(f) Nothing in this section shall be construed to prohibit the imposition of any criminal penalty on any person who (1) is prohibited from selling or offering any cannabis or cannabis product under this section, and (2) sells or offers any cannabis or cannabis product in violation of this section.

NEW HAVEN CITY PLAN COMMISSION ADVISORY REPORT

RE: **PETITION TO AMEND THE NEW HAVEN ZONING ORDINANCE MAP** to change the zoning designation of 18 Tower Lane and 1B Tower Lane from Planned Development District #15 to BD-3 Central Business/Mixed-Use District.
Owner/Applicant: Gustave Keach-Longo, New Haven Jewish Community Council Housing Corporation)

REPORT: 1677-02

ADVICE: Approval

PROJECT ADDRESSES:

- 18 Tower Lane (Map/Block/Parcel 238/0110/00400)
- 1B Tower Lane (Map/Block/Parcel 239/0110/00402)

APPLICANT/OWNER:

Gustave Keach-Longo
New Haven Jewish Community Council Housing Corporation

SUBMISSION:

This petition for this ordinance amendment was dated for and received at the January 5, 2026 Board of Alders meeting. Registrar File ID: LM-2025-0675. The submission included:

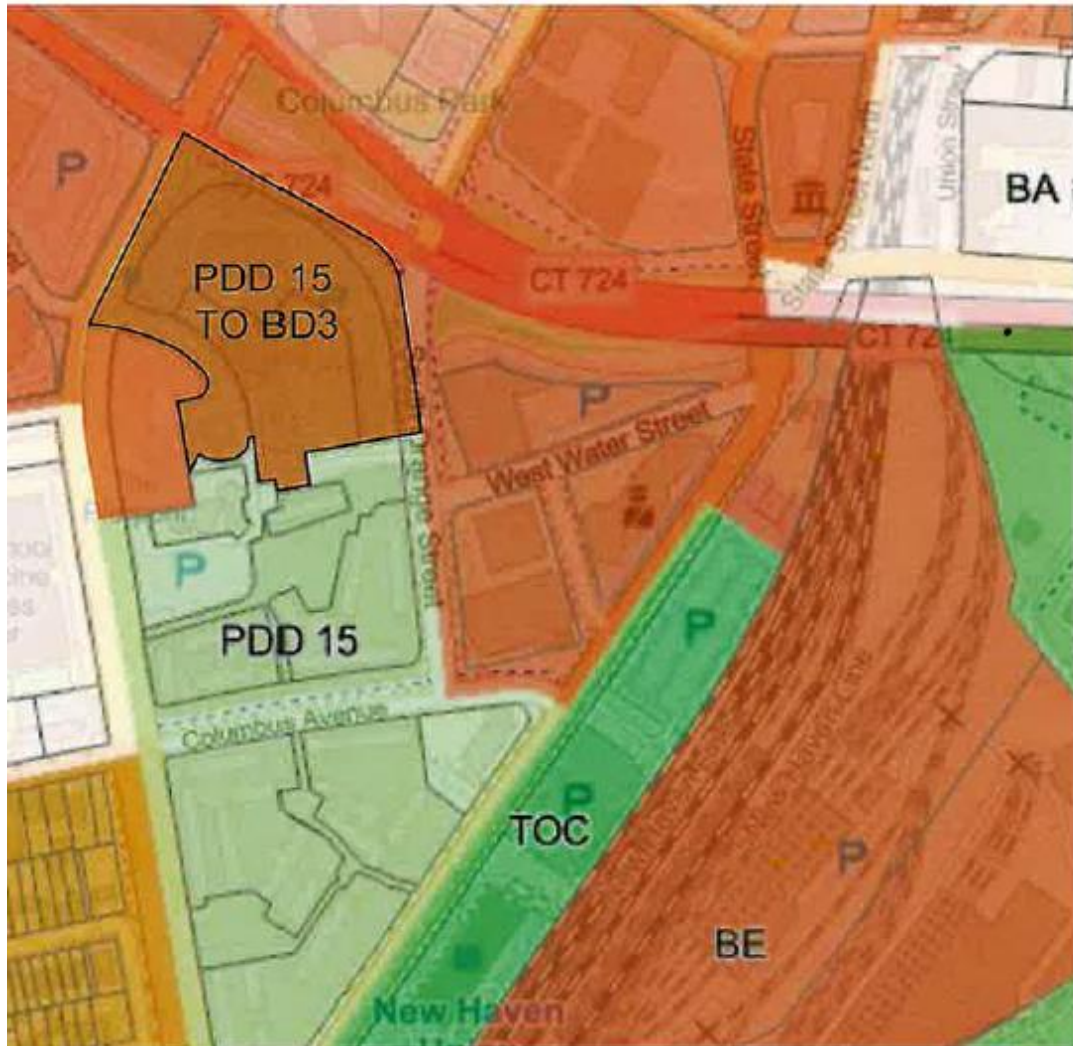
- Submission checklist form
- Fiscal impact statement
- Prior notification form
- Cover Letter
- Signed Petition including:
 - Attachment A: Petition for Zoning Map Amendment
 - Attachment B Proposed Ordinance for Zoning Map Amendment
 - Attachment C: Existing and Proposed Zoning Maps
 - Attachment D: Legal Description of Parcels to be Re-Zoned
- Filing fee

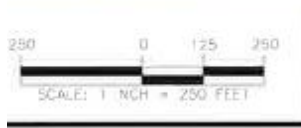
BACKGROUND AND PDD HISTORY

18 Tower Lane consists of two parcels and encompasses an area of approximately 4.4 acres. The parcels are Map/Block/Parcel 239/0110/00402 situated on the south side of South Frontage Road (Route 34) and bounded to the west by Church Street South, Tower Lane and South Orange Street and Map/Block/Parcel 238/0110/00400 on the east side of Tower Lane and bounded by Map/Block/Parcel 239/0110/00402 parcel to the north owned by the New Haven Jewish Community Council Housing Corporation.

The parcels described are occupied by two residential Senior Living Apartment high-rise buildings called “The Towers at Tower Lane.” One building is a 21-story tower (“Tower One”) and the second is a 13-story tower (“Tower East.”) The site also includes a yard and a paved parking area. The facility is a 54-year-old independent and assisted living community which serves low income, very low income and moderate-income elderly residents and provides care services.

These parcels are part of existing Planned Development District 15 (PDD 15). The existing PDD is in the Hill neighborhood and is bounded by South Frontage Road (Route 34) to the north, Church Street South to the west, Union Avenue to the south and South Orange Street to the east. The PDD is bisected by Columbus Avenue. The parcels are part of the northern third of the existing PDD.



	<p>LANGAN Langan Engineering and Environmental Services, Inc. 300 Long Wharf Drive New Haven, CT 06511 T: 203.382.8771 F: 203.796.8742 www.langan.com</p>	<p>Project THE TOWERS</p>	<p>Drawing Title PROPOSED ZONING MAP</p>	<p>Project No. 140230001 Date 11/09/2015 Drawn By ATG Checked By JRG</p>
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Date: 11/07/2015 Time: 15:45 User: agraves Size Total: Langan.dwg Layout: Layout1 Document Code: 140230001

Planned Development District 15 - Church Street South

The Church Street South Planned Development District (PDD) #15 is an approximately 15-acre mixed-use area in the Hill neighborhood bounded by Union Avenue, South Orange Street, South Frontage Road (Route 34), and Church Street South. The area currently contains vacant land where Church Street South was situated, and high-rise residential towers, including Tower One and Tower East, which primarily serve elderly and moderate-income residents. Residential development includes courtyards, landscaped open spaces, pedestrian walkways, and internal

streets part of the Robert T. Wolfe apartments operated by Elm City Communities fronting on Union Ave. Institutional facilities in the district include the Greek Orthodox Church (St. Basil’s) The parcel known as 9 Tower Lane was removed from the PDD in 1989.

Prior to Redevelopment, the area around including the parcels in PDD 15 played an important role in New Haven’s early economic history providing blocks of row houses for primarily immigrant families and an array of local shops, bakeries, and family-owned businesses that served the neighborhood. As factories closed and the manufacturing economy shifted through the late 20th century, buildings fell into decline and neighborhoods in this area became less cohesive.

PDD #15 was adopted by the Board of Alders in 1967 with the purpose of establishing low-income multifamily housing as part of the Church Street Redevelopment and Renewal Project. The original project area was bounded by Church Street Extension, the Oak Street Connector (South Frontage Road), South Orange Street, and Union Avenue “known as Church Street South.” The project consisting of 30 buildings of low-income housing was constructed in 1969 ultimately housing approximately 260 families. In 2008 Northland Investment Corporation purchased the property from the existing owner, The Community Builders. After years of ongoing structural issues, the project was demolished in 2018 to make way for a newly visioned mixed-use development. In 2023 Elm City Communities (ECC, the Housing Authority of New Haven), with the Glendower Group, (the development arm of ECC) purchased most the parcels on the Church Street South, PDD #15. Elm City Communities, in partnership with the City of New Haven, received a grant to initiate the Union Square Choice Neighborhood Planning process through HUD from 2023 to 2025 <https://unionsquarechoice.com/>

There have been numerous amendments to the PDD as detailed below primarily to accommodate ongoing developments of the Towers buildings by the New Haven Jewish Community Council and the Greek Community Church (Saint Basil’s) ongoing developments of the Towers buildings by the New Haven Jewish Community Council and the Greek Community Church (St. Basil’s).

Date	CPC Meeting / Report No.	Action Taken
August 1, 1967	621-01A	Amendment to change the BE zone to the RH-2 zone for Parcels J, K, and L
August 1, 1967	621-01B	Initial approval of Planned Development District #15 (Church Street South).
March 5, 1968	654-01	Amendment approving inclusion of Tower One within PDD #15.
September 30, 1968	644-06	Amendment to PDD #15 reducing overall project size.
November 30, 1971	687-01	Revision to PDD permitting commercial space, daycare, and 12 residential units.
December 16, 1983	952-01	Action related to Church Street South Housing Finance Corporation (Tower One).
June 20, 1984	968-11	Detailed Plan Review (primarily landscape-related comments).
August 17, 1988	1072-04 / 1072-02	Approval of Land Disposition Agreement (LDA) to the New Haven Greek Community and PDD amendment to permit church and related uses.

April 5, 1989	1088-01 / 1088-02	Amendment to PDD deleting parcel K-1 and approving mixed-use commercial/residential plans.
July 19, 1989	1094-24	City Site Plan Review (CSPR) and Detailed Plan Review (DPR) for Greek Community development (K-1-B and K-2).
July 31, 1991	1135-21	Revised DPR and CSPR approval with NHRA advisory input for Greek Community facilities.
February 19, 1992	1143-08	Detailed Plan Review approval for church construction.
May 20, 1992	1148-06	Minor modification approval for Tower One (accessory commercial use).
September 16, 1992	1151-12	Administrative approval for change in utility vault location.
May 12, 1994	1176-10	DPR approval for Tower One parking lot and related minor modifications.
June 15, 1994	1177-05	Amendment to Land Disposition Agreement for K-1-B parcel.
September 22, 1999	1278-19	Approval of Section 108 Loan (\$10.5 million) with HUD guarantee supporting PDD development.
May 31, 2002	<i>Administrative</i>	Modification for accessibility improvements (no CPC meeting number noted).
December 16, 2009	<i>Administrative</i>	Approval for addition to the Greek Orthodox Church within the PDD.
December 15, 2015	<i>Administrative</i>	Lot split approved to facilitate a 4,300 sq. ft. addition to St. Basil's Church.

PROPOSED ZONING – Business D-3 Districts—Central Business/Mixed-Use (BD-3)

The applicant proposes to rezone two parcels 18 Tower Lane (Map/Block/Parcel 238/0110/00400) and 18 Tower Lane (Map/Block/Parcel 239/0110/00402) as shown in the map below, from Planned Development District #15 to the BD-3 Zone to support the construction of a new building to be known as Tower Three to include 140-220 residential units. The applicant states “Tower Three will provide additional assisted living and support services for elderly and other low- and moderate-income residents.”

The applicant states that the rezoning is needed to accommodate the new Tower Three Building and, in particular, to amend the required open space. Section 65 of the Zoning Ordinance requires 250 square feet per dwelling unit and 125 square feet for each elderly dwelling unit. Amendments made to the PDD allowed the open space requirement to be met on parcels that are not part of this proposal. The applicant states “*Prior to the demolition of the Church Street South Project, a substantial amount of the open space required for Tower One and Tower East was located on the Church Street South Project site that was also part of PDD #15. Now that the Church Street South Project has been demolished, the open space available and attributed to The Towers no longer exists (such land will be used for the Union Square Project).* If the Planned Development for The Towers properties remained in place there would be additional open space required for the new 140-200 units that will be constructed in Tower Three that is not available on The Towers' properties or elsewhere in PDD#15.

The applicant further states that *“The BD-3 District permits residential and assisted living units as a matter of right, allows for dense development, provides for appropriate open space, and permits a mixed-use development, which Tower Three will be.”*

The current owner of the remaining parcels in PDD #15, Elm City Communities and the City of New Haven, have concurrently applied in a separate application for a rezone of those parcels out of the PDD to the newly established Transit Orientated Community Zone. Should both of these zone changes be enacted this would effectively terminate the PDD.

Per the New Haven zoning ordinance, the BD-3 zone (*Central Business/Mixed-Use Zone*) is characterized as *“districts in the urban core reserved for intensive development, including multi-story and mid- and high-rise buildings. They provide for mixed uses, including hospital outpatient clinics, other medical clinics, biotechnology research centers, high and medium density residences, offices, and commercial uses, including retail shops and restaurants. These districts also connect the city’s central business and medical and educational districts with each other and with the city’s transportation center at Union Station. The Central Business/Mixed-Use Districts are pedestrian, bicycle and transit friendly. Uses on the ground floors of nonresidential and mixed-use buildings that face public rights-of-way in these districts should include retail and active uses that are in part or in whole transparent from sidewalks and streets.”*

Zoning Table – Comparison of Bulk, Yard, Density, and Parking Regulations

The table below demonstrates the differences in zoning regulations between the original underlying zone that the existing PDD varies from (the RH-2 zone), the existing enacted PDD, and the proposed BD-3 zone.

Standard	RH-2 in Aug 1967 Underlying Zoning	PDD 15 Approved Variation of Underlying Zoning	BD-3 Proposed Zoning
Maximum Density of Units per Lot Area	One unit per 2,000 sq ft	One unit per 1,010 sq ft	N/A
Maximum Density of Units per Gross Area of the Building	N/A	N/A	One unit per 1,000 sq ft ¹
Maximum Building Coverage	30%	40.4%	No direct limit
Maximum Gross Floor Area (Floor Area Ratio – FAR)	0.5 to 1.7 (depending on building coverage)	1.03 to 1.89	6.0
Front Yard Setback	17-25 ft	3-5 ft	No front yard required with exceptions ²
Side Yard Setback	One side at least 8 ft; other side at least 10 ft	0 ft; 5 ft for the side containing the “Dining Area”	No side yard required with exceptions ²
Rear Yard Setback	25 ft	No variation from RH-2	No rear yard required with exceptions ²

Accessory Buildings in Required Yards		Permitted with a minimum of 5 ft from the lot line	No minimum	Same yard regulations as principal buildings apply
Covered Front Yard Parking		Permitted by Special Exception	“Requested” (as stated in PDD materials)	N/A
Distance Between Facing Walls of Two Garden Apartments	Both walls contain windows	50 ft	28 ft	N/A
	One wall contains windows	20 ft	9 ft	
Distance Between Facing Walls of Other Residential Principal Buildings	Both walls contain windows	41 ft	27 ft	N/A
	One wall contains windows	27 ft	14 ft	
Projection into Corner Visibility Area		Not Permitted	Permitted up to 4 ft	Not Permitted
Maximum Building Height – Tower		110 feet	224 ft	No limit on building height
Maximum Building Height – Dining / Low-Rise Areas		40 feet	Up to 72 feet	N/A
Minimum Parking		108 parking spaces (a ratio standard is not provided)	45 parking spaces	0.5 spaces per dwelling unit; 0.33 per Assisted Living and Elderly Housing dwelling unit
Minimum Open Space per Dwelling Unit		250 sq ft / 125 ft for elderly units	Approx. 351 sq ft	50 sq ft with exceptions ³

Notes

1. Specified in Use Regulations – Section 42, Table 3, Use Table, A (Residential Uses).
2. In the BD-3 zone, there must be a minimum of 15 ft of unobstructed land from the ground up on which no structures shall be located between the outer face of a building foundation wall at grade of a principal building that fronts on a street and the curb of such street – Section 43(g)(4) (Yard Regulations). Additionally, in the BD-3 District, when a mixed use or a residential principal building which is four stories or less, contains one or more windows that face a nonresidential building on the same lot, there shall be a minimum of ten feet of unobstructed land from the ground up between the nonresidential building and the residential principal building or mixed-use building. If such residential principal building or such mixed-use building faces a nonresidential building on

an adjacent lot or faces an adjacent vacant lot, then there shall be a minimum ten-foot side or rear yard (as the case may be) on the lot on which such residential principal building or mixed-use building is located facing the adjacent lot.

3. If any point on the lot upon which the mixed-use building or the residential principal building is situated is located within a 1,000-foot radius of publicly accessible usable open space, then a minimum of 25 square feet of usable open space per dwelling unit shall be required.

Zoning Table – Comparison of Relevant Use Regulations

Use	RH-2 in Aug 1967 <i>Underlying Zoning</i>	PDD 15	BD-3 <i>Proposed Zoning</i>
Dwelling Units	Permitted As-of-Right	Permitted As-of-Right	Permitted As-of-Right <i>(above ground floor)</i>
			Permitted by Special Permit <i>(ground floor in combination with upper story dwelling units)</i>
Assisted Living, Elderly and Disabled Housing	Permitted As-of-Right	Permitted As-of-Right	Permitted As-of-Right
Retail	Permitted As-of-Right <i>(limited to accessory use)</i>	Permitted As-of-Right <i>(PDD materials only specify ground floor use)</i>	Permitted As-of-Right <i>(majority of retail uses)</i>
Community Center	Permitted by Special Exception	Permitted As-of-Right	Permitted by Special Exception

PUBLIC HEARING

A Public Hearing was held by the City Plan Commission on January 27, 2026. A transcript of the hearing, meeting #1677, will be available from the City Plan Department.

PLANNING CONSIDERATIONS

Given the long history of PDD #15, it is not surprising the City’s approach to land uses in this area have changed significantly since its inception. In spite of the many changes to the PDD over the years, it still codifies the autocratic redevelopment era approach to housing and mixed-use development on these parcels. Previous zoning approaches failed to capitalize on the unique location of this land adjacent to one of the busiest public transit hubs in New England, nearby many of the City’s amenities and at the junction of several established neighborhoods.

This application aligns with the City’s Plan of Conservation and Development, New Haven Vision 2034 (2025), the recently adopted Union Square Choice Neighborhood Transformation Plan (2025) goals in the Hill to Downtown Community Plan (2014).

NEW HAVEN COMPREHENSIVE PLAN: SUBMISSION MEETS REQUIREMENTS

The City of New Haven’s Vision 2034 Comprehensive plan emphasizes the need for greater housing development city-wide. The proposed zoning amendment aligns with several goals found in the Great Places to Live focus area, which are noted below. As referenced in the applicant’s narrative,

the proposal would further Goal 7 of this focus area by greatly increasing the number of affordable housing units with long term care services. The added capacity for seniors assisted living allows more New Haven residents to age in place, embodying strategy 6.1. These efforts also support related goals in this focus area, such as promoting mixed use development. Overall, staff find the proposed amendment to be consistent with the goals of the comprehensive plan.

New Haven Vision 2034, Goals addressed by this project include:

Great Places to Live

Goal 1: Increase the number of deeply affordable housing units.

Goal 2: Increase housing supply.

- Strategy 2.2: Amend ordinances and policies to better support housing development.
- Strategy 2.6: Support collaboration and partnerships between organizations that provide housing and neighborhood resources.

Goal 5: Support place-based programs, policies, and improvements that align with the unique assets and goals of each neighborhood and residents' quality of life.

- Support mixed-use development and ensure that such development is sensitive to the neighborhood.

Goal 6: Prevent displacement by ensuring residents can continue to live in their neighborhood of choice as housing costs rise.

- Strategy 6.1: Pursue necessary zoning amendments to promote aging in place.

Goal 7: Improve access to housing resources and support for tenants and current and prospective homeowners.

- Strategy 7.6: Encourage or prioritize projects that combine affordable housing with long-term care services, such as a Program for All-Inclusive Care for the Elderly (PACE) or state-assisted living programs to enable older residents to age in place while receiving coordinated care and services.

Choice Neighborhood Transformation Plan

The Union Square Choice Neighborhood Transformation Plan sets several goals for the revitalization of the Union Square Neighborhood. These goals were developed based on extensive community outreach and were drafted to ensure Union Square becomes a thriving, equitable, and resilient community. The goals are grouped into three categories: People, Neighborhood, and Housing. Staff have identified areas where the proposed zoning amendment aligns with the goals of the Choice Neighborhood Plan. Overall, the proposal furthers several of the housing goals in the plan by allowing greater development of the subject parcels for assisted living housing. It strengthens the neighborhood through greater density and place making, and through the development of quality affordable units. Lastly, it will generate jobs through the construction phases of the forthcoming tower, and the long term uses that will establish themselves in the mixed-use portions of the development.

People

- Goal 5: Foster job creation and economic development.

Neighborhood

- Goal 2: Make sure the neighborhood’s public places support wellness, safety, and economic mobility.
- Goal 4: Increase the supply of affordable and high-quality homes for homeowners and renters who want to stay here.

Housing

- Goal 2: Provide affordable, safe, and high-quality housing choices.
 - Strategy 2.1 Provide diverse housing options: townhouse-style homes and tall apartment buildings
- Goal 4: Offer amenities for community gatherings, social support, and recreation.
 - Strategy 4.2 Promote new housing development for all ages and family types, especially on underutilized land and at neighborhood hubs
- Goal 5: Design spaces for retail and commercial development.
- Goal 6: Housing and Neighborhood Revitalization.

Hill-to-Downtown Community Plan (Adopted November 2014)

The Hill-to-Downtown Community Plan emphasizes the need for an organic connection between the Hill Neighborhood and Downtown. This connection must be growth based, including the development of high-quality housing that accommodates a wide range of incomes, places that serve the social needs of residents, and businesses that serve economic needs of the community. All these initiatives work towards a community vision of a vibrant, walkable, mixed-use district. The intent of this application is to facilitate development of mixed use “Tower Three” designed to accommodate 150-200 assisted living dwelling units. This project would greatly increase the density of the rezoned parcels and support the assisted living community in both existing towers. In short, the proposed text and map amendments aligns with the following goals explicitly referenced in the Community Plan:

- Encourage Development of Commercial, Residential, and Retail Space in the Areas Around Union Station and within the Medical District Areas.
- Strengthen the Existing Neighborhood.
- Improve Connectivity within the District and to Downtown
- Expand the City’s Tax Base

CITY CHARTER AND ZONING ORDINANCE CRITERIA

Sections(s) 181 and 182 of the Charter of The City of New Haven

The City Plan Commission finds that, based on submitted information, the proposed zoning ordinance amendment complies with Sections 181 and 182 of the Charter of the City of New Haven in that it is:

- (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.

Section 64(d)(2)c of the New Haven Zoning Ordinance

Section 64(d)(2) requires that the City Plan Commission take the following into consideration in evaluating any amendment to the text of the Zoning Ordinance and the Zoning Map:

a. Errors in the existing ordinance, changes that have taken place in the city and in patterns of construction and land use, the supply of land and its peculiar suitability for various purposes, the effect of a map change on the surrounding area, the purposes of zoning and the comprehensive plan of the City of New Haven:

Since the approval of the subject PDD, there has been increased need for housing throughout New Haven, especially for elderly residents seeking independent and supportive living options. The surrounding area has also been rezoned to the BD-3 zone to the northwest of these parcels as part of work to support mixed-use development between Downtown New Haven and Union Station. The mapping of the Transit-Oriented Community (TOC) zone and the adoption and mapping of the Downtown for All Overlay District in this surrounding area has further indicated a plan for increased residential and mixed-use development in support of greater housing and economic opportunity.

These parcels were once part of the BE zone (Wholesale and Distribution) and were rezoned to the RH-2 zone in the same City Plan Commission meeting (August 1967) at which these parcels were then added into PDD 15. The intent of that rezoning was to support more viable and necessary residential development in a formerly industrial part of the city. The proposed map change continues that intent and further applies different open space regulations that help maximize the development of elderly housing on this site in ways that the current PDD and underlying RH-2 zone prohibit.

b. Whether some other method or procedure under the zoning ordinance is more appropriate:

The proposed ordinance map amendment is the most appropriate method to support the development of a residential tower within this area. It reflects a continuation of abutting zoning districts that are in keeping with the City's comprehensive plan and desired development patterns.

Additionally, because this PDD includes parcels meant for two future proposed projects (Tower Three by this proponent, and Union Square by the Housing Authority of New Haven as described in report 1677-01), an amendment to the existing PDD would be insufficient as it would make it difficult for two different residential and mixed-use development projects to proceed without conflicting regulatory pathways.

c. In the case of a map change, the size of the area involved. As a general policy, the City Plan Commission shall not consider favorably any petition which would result in a total contiguous area (separated only by streets, and excluding the area of streets) of less than two acres in the

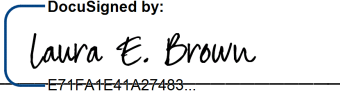
case of a residence district, less than one acre in the case of a Business District, or less than four acres in the case of an Industrial District:

The contiguous area of the proposed ordinance map amendment exceeds the required minimum at a total size of 4.5 acres.

FINDINGS AND ADVICE

Based on the above it is the recommendation of the Commission that the proposed map amendment is in full compliance with the standards and requirements of Section(s) 181 and 182 of the Charter of the City of New Haven and Section 64(d)(2) of the New Haven Zoning Ordinance and should be **approved**.

ADOPTED: January 27, 2026
Ernest Pagan
Chair

ATTEST: 
E71FA1E41A27483...
Laura E Brown
Executive Director, City Plan Department

NEW HAVEN CITY PLAN COMMISSION ADVISORY REPORT

RE: **PETITION FOR ZONING ORDINANCE MAP AMENDMENT** to change the zoning designation of two certain properties; 1439 Quinnipiac Avenue New Haven, CT (MBLU#125/1039/00200) and 1445 Quinnipiac Avenue New Haven, CT (MBLU# 125/1039/00300) from RS-2 (General Single Family) to RM-1 (Low Middle Density)

Submitted by: Robert Letskus, Member, Refined Living LLC

REPORT: 1674-07
ADVICE: Approval

PROJECT

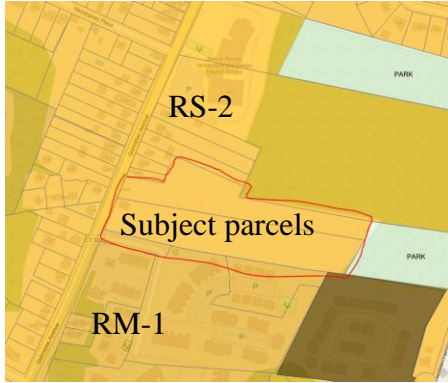
ADDRESS: 1439 Quinnipiac Avenue and 1445 Quinnipiac Avenue
APPLICANT: Robert Letskus, Member, Refined Living LLC
OWNERS: 1439 Quinnipiac-Kilmartin Mary A (Est), 1445- General Investment Alliance LLC Quinnipiac

SUBMISSION

- Cover Letter
- Prior notification form
- Fiscal impact statement
- Petition
- Order
- 1439 Quinnipiac Avenue Legal Description
- 1445 Quinnipiac Avenue Legal Description
- Zoning Map Proposed change (map)
- Architectural drawings
- Architectural renderings
- Email re ownership
- Proposed project unit mix
- Filing fee

BACKGROUND

The applicant has submitted a Zoning Map Amendment to the New Haven Zoning Ordinance to change the zoning designation of two properties; 1439 Quinnipiac Avenue and 1445 Quinnipiac Avenue New Haven, CT from RS-2 (General Single Family) to RM-1 (Low Middle Density) (collectively, the "the Site"), located along the east side of Quinnipiac Avenue between its intersection with Foxon Boulevard (Rt. 80) and Foxon Hill Road. The total approximate area of the Site is 6.218 acres, and it contains two buildings used for residential housing. The properties to the south are zoned RM-1 and are improved with various condominium developments. The properties to the north are RS-2 and are improved with single family housing, with Bishop Woods School approximately 7 parcels to the north. Should the petition or zoning map amendment be approved, the applicant states that they will then present a plan for development of the Site at appropriate size and scale for the RM-1 Zone. The applicant did submit renderings, architectural plans, and a unit mix for a potential development for the site, however the current application is limited to the zoning change, and any future development proposals of three or more units will come back before the City Plan Commission for Site Plan Review.



CURRENT ZONING:

NHZO Article III, Section 12. *Section 12. - RS-2 Districts: General Single-Family.* These districts exist for the protection of areas, most of them large in size, that have been and are being developed predominantly for single-family dwellings. Accordingly, the use of land and buildings within such areas is limited to single-family detached dwellings, and to such non-residential uses as generally support and harmonize with a low-density residential area. The non-residential uses permitted in RS-2 Districts, subject to adequate conditions and safeguards, are hereby found and declared to be the only appropriate such uses for such areas. It is hereby found and declared, further, that these regulations are necessary to the protection of these areas and that their protection is essential to the maintenance of a balanced community of sound residential areas of diverse types.

PROPOSED ZONING:

NHZO Article III, Section 13. *RM-1 Districts: Low-Middle Density.* These districts exist for the protection of areas that have been and are being developed predominantly for low-middle density dwellings of various types. Accordingly, the use of land and buildings within these areas is limited in general to dwellings at a density of about 12 dwelling units per acre, and to such non-residential uses as generally support and harmonize with a middle density area. The non-residential uses permitted in RM-1 Districts, subject to adequate conditions and safeguards, are hereby found and declared to be the only appropriate such uses for such areas. It is hereby found and declared, further, that these regulations are necessary for the protection of these areas and that their protection is essential to the maintenance of a balanced community of sound residential areas of diverse types.

ZONING TABLE-Listing some differences in bulk requirements between RS-2 and RM-1.

Note that the main differences are in residential density and parking requirements.

	RS-2	RM-1
Building height maximum	Either 35 feet or 3 stories	Either 35 feet or 3 stories
Minimum lot size	4,000 SF	4,000 SF
Maximum building coverage/Maximum impervious coverage	Total coverage of principal and accessory buildings not to exceed 30% of lot area./Total coverage of <i>building(s)</i> and paved area (parking and walkways) shall not exceed 70 percent of the <i>lot area</i> .	Total coverage of principal and accessory buildings not to exceed 30% of lot area./No limit on impervious coverage.
Parking	1 space for first bedroom, and ½ space for each additional bedroom, rounded to the next higher number if a fraction.	1 space per D.U.
Minimum yards	Front: min 25ft Rear: min 25ft	Front: min 20ft Rear: min 25ft

	Side: one at least 8ft, one at least 12ft (8ft for corner lots)	Side: one at least 8ft, one at least 10ft (8ft for corner lots)
Maximum residential density	Single family residential, with provisions for interior conversion to additional units by variance.	Minimum lot area per dwelling unit: 3,500 sq. ft., except 2,500 sq. ft. in the case of an efficiency unit and 1,750 sq. ft. in the case of an elderly housing unit. Interior conversion at an average of one dwelling unit per 1,000 sq. ft. of gross floor area.

Comparison of Permitted Uses

The RS-2 and RM-1 zones are both residential zones intended for residential use, with varying densities permitted, as summarized in the chart above. Non-residential uses permitted as-of-right are very similar between the RS-2 and the RM-1 zones and include home occupations, daycares, some home-based office uses, religious institutions, schools and universities, cultural activities, agriculture, parks, public utilities, and healthcare uses. Uses permitted by Special Exception in the RM-1 Zone include fraternities and sororities, certain types of group homes, transition parking, temporary uses, recreation and community facilities, railroad and other rights-of-way, convenience uses as defined by NHZO Section 31, and front yard parking. Uses permitted by Special Exception in the RS-2 zone are limited to temporary uses, recreation and community facilities, railroad and other rights-of-way, and convenience uses as defined by NHZO Section 31.

In summary, a higher residential density is permitted in the RM-1 zone, and there are more uses permitted by Special Exception in the RM-1 zone than the RS-2 zone. The change in zone would not increase uses permitted as-of-right, and the Board of Zoning Appeals would continue to have purview to review, approve or deny, and place conditions on most non-residential uses.

PUBLIC HEARING

A public hearing was held on November 19, 2025. A transcript of the hearing, CPC meeting 1674, is available from the City Plan Department. No letters of written testimony were received for this item. No member of the public provided testimony at the meeting. No other testimony was presented to the commission.

PLANNING CONSIDERATIONS

The proposed zoning amendment is aligned with Vision 2034, New Haven’s Comprehensive Plan (see specific strategies below) which recommends moving toward medium-density residential use in areas currently zoned as single-family. The two parcels abut an existing RM-1 zone that would be expanded with the map change. The change in zoning district would not result in a significant expansion of non-residential uses permitted as-of-right and any residential development of three units or more would require Site Plan Review by the City Plan Commission, ensuring robust review of changes to the site.

The proposed Zoning Map Amendment supports many goals of Vision 2034, New Haven’s Comprehensive Plan, including:

Great Places to Live, Strategy 2.1: *Identify opportunities for and take measures to support infill residential development, expansions, and redevelopment.*

Great Places to Live, Strategy 2.2: *Amend ordinances and policies to better support housing development.*

Great Places to Live, Strategy 5.3: *Continue to support neighborhood revitalization around schools and public housing.*

Future Land Use Map, page 183, shows conversion of single-family residential areas to medium density residential areas.

SECTIONS(S) 181 and 182 OF THE CHARTER OF THE CITY OF NEW HAVEN

The City Plan Commission finds that, based on submitted information the proposed map amendment comply with Sections 181 and 182 of the Charter of the City of New Haven in that it is (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 RM-1 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.

SECTION 64(d)(2)c OF THE NEW HAVEN ZONING ORDINANCE

Section 64(d)(2) requires that the City Plan Commission take into consideration in evaluating any amendment to the Zoning Map:

a. Errors in the existing ordinance, changes that have taken place in the city and in patterns of construction and land use, the supply of land and its peculiar suitability for various purposes, the effect of a map change on the surrounding area, the purposes of zoning and the comprehensive plan of the City of New Haven;

The proposed zoning map amendment responds to changes that have taken place in the Quinnipiac Meadows neighborhood, and changes in patterns of construction and land use in the city, including the great need for affordable housing and denser residential development. The Planning Considerations section of this report discusses the strong alignment with the City’s Comprehensive Plan.

b. Whether some other method or procedure under the zoning ordinance is more appropriate; and
The applicant has worked with Planning Staff to determine that a zoning map amendment is appropriate for this location.

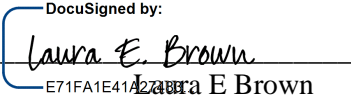
c. In the case of a map change, the size of the area involved. As a general policy, the City Plan Commission shall not consider favorably any petition which would result in a total contiguous area (separated only by streets, and excluding the area of streets) of less than two acres in the case of a residence district, less than one acre in the case of a Business District, or less than four acres in the case of an Industrial District.

The subject parcels are adjacent to the existing RM-1 zone and will result in a 6.2 acre increase to the RM-1 zoning district which already encompasses about a third of the neighborhood.

FINDINGS AND ADVICE

Based on the above it is the recommendation of the Commission that the proposed map amendment is in full compliance with the standards and requirements of Section(s) 181 and 182 of the Charter of the City of New Haven and Section 62(d)(2) of the New Haven Zoning Ordinance and should be approved.

ADOPTED: November 19, 2025
Ernest Pagan
Chair

ATTEST: 
Laura E Brown
Executive Director, City Plan Department