

NEW HAVEN CITY PLAN COMMISSION ADVISORY REPORT

RE: **81-87 Woolsey Street, 362-374 Grand Avenue.** Special Exceptions to allow for transition parking, off-street parking spaces located within the front yard setback, 74 off-street parking spaces where 92 are required, and Coastal Site Plan Review. Zone: RM-2/BA-1. Owner/Applicant: Fair Haven Community Health Clinic Inc., 87 Woolsey St. LLC, 382-394 Grand Avenue LLC. (22-76-S, 22-77-CAM)

REPORT: **1621-06**

ADVICE: **Special Exception: Approve**
Coastal Site Plan: Approve

PRINCIPAL APPLICABLE REGULATIONS

Section 13(b)(3)c. Transition parking as follows: In any case in which a business, industrial or residence-office district or districts abut directly upon a residence district and adequate property for off-street parking is not available in such business, industrial or residence-office district, the use of property in such residence district up to a distance of 150 feet from a business, industrial or residence-office district may be permitted for parking of passenger automobiles of employees, visitors and/or customers in connection with uses in such business, industrial or residence-office district or districts, provided that, in addition to such other conditions and safeguards as are found appropriate under subsection 63.(d) of this ordinance.

Section 29(c): No parking space shall be located within any required front yard, except that: parking spaces (whether enclosed or not) may be permitted to be located within a required front yard by special exception under subsection 63(d) of this ordinance upon finding, among other things, that such parking spaces are necessary to the use with which they are connected, that they cannot be practically located elsewhere on the lot, that their location within a required front yard will not depreciate property values or cause vehicular or pedestrian traffic hazards or substantially decrease the open aspect of the street, and that such parking spaces are properly screened and otherwise arranged in accordance with the requirements of this ordinance.

Section 29(i):The Board of Zoning Appeals shall have the power to lessen the requirements of this ordinance as to the number of parking spaces required and/or increase the maximum allowable walking distance to such parking spaces, but only upon a finding that either particular circumstance or mitigative measures qualify such action. Particular circumstance may include, but not be limited to availability of public parking, proximity to public transit or significant levels of pedestrian access. Mitigative measures may include, but not be limited to van and/or car pooling, public parking validation programs, flexible work schedules or other transportation demand management measures. All deviations from normal requirements by means of this paragraph shall be considered as special exceptions under subsection 63(d) of this ordinance. In the case of any religious or educational institution or any hospital, which has an overall parking plan for all of its facilities which has been approved by the Board of Zoning Appeals, the limit of 300 feet walking distance shall not apply. Amendments to a parking plan that covers an area which include a planned development must be submitted for approval per section 65 of this ordinance. All deviations from normal requirements by means of this subsection 29(i) shall be considered special exceptions under subsection 63(d) of this ordinance, and the Board of Zoning Appeals may impose time limits where it finds that the continued adequacy of such other parking standards cannot be fairly predicted.

Section 55- Coastal Area Management Districts

Section 63 (d) - The Board of Zoning Appeals may grant a Special Exception if the proposed use is in accord with the public convenience and welfare, and may attach conditions and safeguards deemed necessary to protect the neighborhood.

Section 63. (d)(6)

In the following types of special exception cases, which involve more than conventional questions of use and may have a significant impact on surrounding areas and a substantial relationship to the comprehensive plan of the city, the Board of Zoning Appeals shall, following its hearing, refer the case including all exhibits to the City Plan Commission, which shall submit an advisory report, on such factors as it may deem relevant, to the Board within 30 days after receiving all records and documents in the case. This report of the City Plan Commission shall be taken into account in the decision of the Board.

c. Transition parking in residence districts: subsection 13(b)(3)c. and regulations of other residence districts.

f. Adjustment for parking and loading requirements: subsections 29(c); 29(h)(2); 29(i); 45(a)(6)b.; 45(a)(7).

BACKGROUND

The applicant operates Fair Haven Community Health Care with the project consisting of eleven adjacent parcels: 362, 372, and 374 Grand Avenue and 81, 83, 85, and 87 Woolsey Street. The applicant seeks to demolish the existing structure at 382-394 Grand Avenue and construct a new three-story, 27,940sf structure on that portion of the property which will house both clinical and community health support spaces. The applicant obtained similar relief (mentioned above) for the clinic within the existing structure with this proposal seeking transition parking and a reduction in the required off-street parking required due to the expansion as well as a Special Exception to allow 10 parking spaces within the required front yard. The applicant lists the hours of operation being Monday, Wednesday, and Friday from 8am to 5pm and Tuesday, Thursday from 8am to 7pm with every other Saturday open from 8am to 12pm.

ZONING HISTORY

22-49-CAM, 22-50-S. 81-87 Woolsey Street, 362-374 Grand Avenue. Special Exceptions to allow for transition parking, to permit 57 off-street parking spaces where 64 are required, and Coastal Site Plan Review. Zone: RM-2/BA-1. Owner/Applicant: Fair Haven Community Health Clinic Inc. Granted: 9.13.22

THE BOARD OF ZONING APPEALS NOVEMBER 15, 2022 PUBLIC HEARING

Attorney Meaghan Miles presented the application stating that the previous application approved by the BZA was Phase 1 and involved the parking lot which was also approved by the City Plan Commission for Site Plan Review. The application tonight is for the expansion of the clinic which involves the construction of a new building on the corner of James and Grand and the clinic has had several meetings with the public regarding the proposal. The Special Exception regarding the reduction in required off-street parking involves 57 spaces in the lot and 17 at 362 grand (74 spaces total) where 92 spaces are required (18 spaces missing). The reduction is appropriate as steps have been taken by the clinic for off-site staff parking at 100 James for example, with the clinic enacting transportation demand strategies so that everyone doesn't come in at once and allowing for staff to work from home on certain days. A

survey was conducted stating that 38% of patients do not drive. There are multiple bus lines that service this area. Tele-health is now a larger part of the services provided with 30% of appointments done in this fashion. The Special Exception with respect to transition parking involves the use which is within the BA-1 zone with parking located in the RM-2 zone as the project area is split between two zoning districts. The Special Exception with respect to front yard parking involves 10 off-street spaces within the front yard along Woolsey. Maximizing the potential parking on site is important for patients, soft lighting, signage, and landscape buffering will be provided. This is not a 24-hour clinic so after hours the community is allowed to park in the parking lot. These 10 spaces cannot be allocated elsewhere on site. This will not have a negative impact on neighboring property values and neighbors are aware and there has been no opposition to the front yard parking request. There is currently an application before the BOA to change the site to be completely BA-1 but the CPC recommendation for the BOA referral preferred the front yard parking.

Eight members of the public spoke in favor of this proposal.

PLANNING CONSIDERATIONS:

Special Exception Considerations

- Nature of the Proposed Site: The site consists of 7 parcels with a combined lot area of 1.52 acres consisting of three interconnected buildings totaling 31,690sf of gross floor area. The proposal seeks to permit 74 spaces where 92 are required with 57 of these spaces in the new parking lot on the Woolsey Street parcels and 17 spaces at 352 Grand Avenue (within 300ft walking distance).
- Resulting Traffic Patterns: The applicant conducted a survey with their patients and determined that 38% of them did not arrive by car, rather they walked, utilized ride share, or took public transportation. This survey and positive recommendation from TTP supports that the proposal will not have an adverse effect on current/future traffic patterns
- Nature of the Surrounding Area: The surrounding properties are largely residential, low-income properties that heavily relies on the center for healthcare.
- The Comprehensive Plan: The application is in harmony with the New Haven Vision 2025 plan which encourages the use of residentially zoned parcels for parking to serve adjacent commercial and institutional uses. The proposal is also consistent with the comprehensive plan by eliminating substandard and blighted housing stock and connecting residents to healthcare institutions.

Additional Considerations for Transition Parking

- The property abuts directly on the lots occupied by the use or uses which such parking is connected, for at least 75 feet.
- No structures are erected or used for parking of automobiles on more than one level; no automobile sales, service, dead storage, or other such commercial enterprise is conducted upon such property; and no signs are erected thereon except signs complying with section 27 which are necessary to state the condition of use and to regulate traffic and parking.
- The area of the property used for parking is suitably paved and drained with significant lighting and landscaping improvements and is arranged so that the flow of automobiles to and from streets will cause minimum interference with vehicular and pedestrian traffic.
- The surrounding residential areas are adequately protected by the location of entrances are not within 20 feet of any other residentially zoned property. The area will be suitably landscaped, between the paved parking area and all street lines in residence districts with a buffer strip of land at least five feet in width, located on such property between the paved parking area and all residentially-zoned land on which such property abuts directly, and the arrangement of artificial lighting is used for the parking area so that all direct rays fall entirely within the paved parking area or within areas used for the center.

Additional Considerations for Front Yard Parking

- Such parking spaces are necessary to the use with which they are connected as the 10 spaces that would be within the front yard provides additional parking for the health center while simultaneously alleviating on-street parking demand.
- The Traffic, Transportation, and Parking Department requested revisions from the original layout resulting in the widening of the drive aisles and angle of compact spaces which impacted the location of generators, dumpsters, and lawn/recreational uses. These revisions further dictates that the spaces cannot be practically located elsewhere on the lot.
- The location of the spaces within a required front yard will not depreciate property values or cause vehicular or pedestrian traffic hazards or substantially decrease the open aspect of the street. While the spaces are located within the required front yard, they are setback from the property line and designed with appropriate screening and landscaping.

COASTAL SITE PLAN REVIEW

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

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

Coastal Flood Hazard Area (Flood Zone): The property is within Flood Zone X Areas determined to be areas of minimal flood hazard. Map# 09009C0442J (July 8, 2013).

Nearshore Waters: The site is approximately 940ft to the west of the Mill River.

Shorelands: The site is within the coastal boundary on a previously developed non-waterfront or waterfront-adjacent site.

Coastal Program Criteria	Comments
1. Potential adverse impacts on coastal resources and mitigation of such impacts	None
2. Potential beneficial impacts	Existing conditions are to be improved including through the implementation of stormwater management measures including hydrodynamic separators to treat runoff and a subsurface retention/infiltration system will improve the quality and reduce the discharge rate of runoff from the site to the West River. As a result, the project would substantially reduce runoff to combined sewers in Grand Avenue and Woolsey Street.
3. Identify any conflicts between the proposed activity and any goal or policy in the §22a-92, C.G.S. (CCMA)	None

4. Will the project preclude development of water dependent uses on or adjacent to this site in the future?	Not waterfront
5. Have efforts been made to preserve opportunities for future water-dependent development?	Not waterfront
6. Is public access provided to the adjacent waterbody or watercourse?	Not waterfront
7. Does this project include a shoreline flood and erosion control structure (i.e. breakwater, bulkhead, groin, jetty, revetment, riprap, seawall, placement of barriers to the flow of flood waters or movement of sediment along the shoreline)?	No
8. Does this project include work below the Coastal Jurisdiction Line (i.e. location of topographical elevation of the highest predictable tide from 1983 to 2001)? New Haven CJL elevation is 4.6'.	No

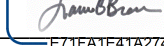
Sec. 60 Stormwater Management Plan:

The applicant submitted a Stormwater Management Plan as part of this application. This plan indicates that the proposal will result in an increase to the impervious surface on the property. Filters will be provided in the existing and proposed drainage inlets on site and in any existing catch basins in the streets adjacent to the site along with a silt fence being installed along the downslope of the permitter of the property during construction. Post-construction much of the roof drainage will be directed to on-site stormwater management systems to the rear of the site while small roof areas that appear to discharge to Grand Avenue will be managed by small retention/infiltration systems in landscaped areas in the front of the building. There will be six on-site catch basins with runoff from the parking lot being routed through two hydrodynamic separators.

FINDINGS AND RECOMMENDATIONS

Based on considerations discussed above, the Commission views the Special Exception is essentially in harmony with the general purpose and intent of the ordinance, the City's Comprehensive Plan and that the public health, safety, and general welfare will be served based on the location of this site and the surrounding infrastructure to support the granting of the special exception. Accordingly, the Commission recommends approval.

ADOPTED: November 16, 2022
Leslie Radcliffe
Chair

ATTEST:  November 22, 2022 | 12:4
Laura E. Brown
Executive Director, City Plan Department