

## NEW HAVEN CITY PLAN COMMISSION SPECIAL PERMIT

**RE:            TWEED-NEW HAVEN AIRPORT WEST TERMINAL IMPROVEMENTS**  
**Locations; 51 SOUTH END RD, URIAH ST, SOUTH END RD, SOUTH END RD,**  
**MORRIS CSWY, 191 BURR ST, 269 BURR ST, 353 BURR ST, 425 DODGE AV**  
**(Map, Block, Lot and Unit numbers: 013 0853 00400, 014 0853 02700, 014 0853**  
**02800, 014 0853 02900, 015 0875 00100, 019 0900 00100, 019 0900 00200, 020 0900**  
**00100, 020 0900 00200, 028 0900 00100). Special Permit for the creation of 266**  
**additional parking spaces on a decommissioned runway. (Owner: The City of New**  
**Haven; Applicant: Jeremy Nielson of Avports LLC.; Agent: Joseph P Williams of**  
**Shipman & Goodwin LLP.)**

**REPORT:    1590-03**  
**ACTION:    Approval with Conditions**

**Submission:** Special Permit Application, Filing Fee and Original Drawing Set **received July, 22, 2021.**  
Revisions to Drawing Set **received August 2, 2021, August 6, 2021, August 12, 2021.**

### BACKGROUND

The applicant is seeking relief from Zoning Ordinance Section 42, Table 3, R. to construct more than 200 parking spaces at Tweed New Haven Airport (the "Airport"). This special permit is being requested by the Tweed New Haven Airport Authority as part of the West Terminal Project. Tweed New Haven Airport Authority is planning to design and construct improvements at the Airport to meet the operational requirements of a new airline Avelo. The service at Tweed New Haven Airport is intended to be increased as the Airline adds destinations. The applicant is proposing a plan to encourage on-airport parking.

- The Project requires the addition of 271 auto parking spaces on the Airport property.
- The parking spaces will be installed on existing airport pavement that was previously part of the airfield. The added parking spaces will be in a New South Remote Lot located to the south of the existing terminal and to the north of the existing South Parking Lot.
- The operational requirement for the 271 parking spaces is derived from to the number of daily flights, number of seats on the aircraft, percentage of those seats occupied, and average duration of stay of a parked car (as cars can remain parked for several days at a time while the passengers are away.)

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

**Proposed Activity:** The existing airport site consists of the North Long-term Lot, North Short-term Lot, Rental Car Ready Lot, and South Lot, all surrounding the terminal area. The existing parking at the

airport contains a total of 656 existing parking spaces. The new configuration will add 271 parking spaces for a new total of 927 parking spaces with minimal new paving. The applicant proposes additional parking spaces to support the increase in daily flights by utilizing existing paved surfaces for the additional parking spaces and avoiding paving over open spaces.

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

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

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

### PUBLIC HEARING

This action will be heard within the public hearing portion of the August 18, 2021 City Plan Commission Meeting. The meeting will be hosted on the Zoom Platform and started at 7PM.

### SPECIAL PERMIT

Section 64 of the New Haven Zoning Ordinance states:

*Statement of purpose.* The development and execution of a comprehensive zoning ordinance is based upon the division of the city into districts, within which the *use* of land and *structures* and the bulk and location of *structures* in relation to the land are substantially uniform. It is recognized, however, that there are certain *uses* and features which, because of their unique characteristics, cannot be distinctly classified or regulated in a particular district or districts, without consideration, in each case, of the impact of such *uses* and features upon neighboring *uses* and the surrounding area, compared with the public need for them at particular locations. Such *uses* and features are therefore treated as special permits.

| Special Permit Criteria   | Comments   |
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| a. <i>Burden of proof.</i> A special permit shall not be considered an entitlement, and shall be granted by the Commission only after the applicant has demonstrated to the satisfaction of the Commission that all ordinance requirements are met. |  |
| b. <i>Ordinance compliance.</i> The proposed use shall comply with all applicable regulations, including any specific standards for the proposed use as set forth in this ordinance. Any accessory use to a special permit must                     | <i>The Tweed Airport West Terminal currently contains a total of 656 parking spaces in four existing parking lots. The proposed creation of 271 additional parking spaces on a decommissioned runway is in keeping with existing uses.</i> |

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| <p>receive express authorization from the commission.</p>   |  |
| <p>c. <i>Comprehensive Plan of Conservation and Development.</i> The Commission shall determine if the proposed special permit's use and improvements comply with the City's development plans.</p>   | <p><i>Under Section V-7 'Transportation' The Comprehensive Plan acknowledges that the Tweed Airport is "substantially below its operational capacity for scheduled services". The Plan defines the Airport's primary role as "a regional general aviation facility" and calls to "attract commercial service to Florida and two to three hub cities. Efforts should be made to implement the capital improvement program in a manner that protects nearby residents from undue hardship."</i></p>  |
| <p>d. <i>Natural features.</i> Special permits must preserve trees and other natural site features to the greatest extent possible so as to minimize their impact upon surrounding properties and the district, and must not have an adverse impact on significant scenic vistas or on significant wildlife or vegetation habitat.</p>                | <p><i>Tuttle Brook is the principal watercourse at the site. It is largely channelized within and along the airport property. On site, Tuttle Brook is culverted at five location to accommodate various airport and municipal structures. The banks of Tuttle Brook are well defined and, on average, graded at 2:1 slopes.</i></p> <p><i>Much of the development will take place on surfaces that are already paved.</i></p> <p><i>Existing tree and vegetation cover outside of the existing paved surfaces will not be impacted by this project.</i></p> <p><i>An increased number of cars driving through, and parking on-site, bears a potential risk of releasing toxicants into the surrounding surfaces, which might wash into the brook in severe rain events.</i></p>   |
| <p>e. <i>Hazard protection.</i> The proposed use shall not have a detrimental impact upon the use or peaceable enjoyment of abutting or nearby properties as a result of vibrations, fumes, odor, dust, erosion, sedimentation, flooding, fire, noise, glare, hazardous material use, storage, transportation or disposal, or similar conditions.</p> | <p><i>The construction impacts, including noise and dust, will be limited to no more than four months in 2021. The contractor will employ dust and noise mitigation strategies such as the use of water trucks and limited work hours. Erosion control measures will be employed to ensure that sediments are not washed downstream of any construction activities. The proposed improvements will not require the use, storage, transportation, or disposal of any hazardous materials.</i></p> <p><i>After construction, the Tweed-New Haven Airport will experience an increase in vehicular traffic with 271 additional parking spaces made available on-site and an increase in air traffic in three stages over 2-3 years:</i></p> <ul style="list-style-type: none"> <li><i>• 6 flights total per day</i></li> <li><i>• 10 flights total per day</i></li> <li><i>• 16 flights total per day</i></li> </ul> <p><i>Any current adverse effects related to noise and air quality in the Airport's surroundings will remain or potentially worsen after construction, without implementation of proper means of mitigation.</i></p> |

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| <p>f. <i>Historic preservation.</i></p>   | <p><i>There are no historical features on the project site and the site not within and is not adjacent to a historic district</i></p>  |
| <p>g. <i>Design and architectural compatibility.</i><br/>The operational and physical characteristics of the special permit shall be compatible with the surrounding area and the neighborhood in which it is proposed. Site design and architectural features which contribute to compatibility include, but are not limited to, landscaping, drainage, access, and circulation, building style and height, bulk scale, setbacks, open areas, roof slopes, building orientation, overhangs, porches, ornamental features, exterior materials and colors.</p> | <p><i>The existing airport property consists of airfield pavements, parking, roadways, and air traffic and passenger support buildings. The proposed site improvements will function similarly to the existing site conditions. The airport entrance/exit and onsite traffic patterns will remain the same.</i></p>  |
| <p>h. <i>Property values.</i> The use and site design shall not have a detrimental effect on the property values in the surrounding area.</p>   | <p><i>The proposed additional parking spaces are consistent with the existing use as defined by the Airport Zoning.</i></p> <p><i>The anticipated increase in air and vehicular traffic might result in higher levels of noise and air pollution. These, in turn, could have a detrimental effect on surrounding property values.</i></p> <p><i>However, the West Terminal will serve as the primary access to the Airport for a two- to three-year period before the terminal facilities are relocated. Thus, the potential adverse effects of increased vehicular traffic may not necessarily translate into permanent detrimental effects on adjacent property values.</i></p>  |
| <p>i. <i>Traffic impact.</i> The applicant shall demonstrate how the proposed use will not adversely affect the safety and convenience of vehicular and pedestrian circulation on, adjacent or nearby the site. The Commission may require a traffic impact study be submitted to it by the applicant for any special permit use of land. The study shall consider traffic patterns and adequacy of proposed off-street parking and loading resulting from the proposed development.</p>  | <p><i>The West Terminal will serve as the primary access to the Airport temporarily, for a two- to three-year period.</i></p> <p><i>The improvements to the West Terminal will support an increase in air traffic (Maximum of 16 new flights per day, 125 passengers per flight, 110 new employees and crew members, 271 additional parking spaces) and result in an increase in vehicle traffic in the Airport's surrounding area, which is mainly residential.</i></p> <p><i>The applicants conducted a traffic impact study. The results showed that there would be peak hour between 12:00 and 1:00 PM on a typical weekday. During this peak hour, prior to any mitigation, there would be 128 vehicles per hour associated with the Airport, which translates to approximately 2 to 3 vehicles every minute during this highest hour.</i></p> <p><i>The applicant developed mitigation strategies, including distributing traffic as much as possible onto other roadways, traffic calming measures such as raised speed tables, new stop signs, raised intersections, and increased enforcement to slow traffic and improve safety along the primary route(s). Land</i></p> |

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|  | <p><i>uses (including local schools, etc.) that could be sensitive to increases in traffic were identified, and the final traffic recommendation avoided any airport traffic going past the schools in the neighborhood.</i></p> <p><i>The applicant canvassed the neighborhood regarding comments on the airport and held a public meeting on July 15, 2021, to present mitigation strategies. The applicant will schedule a subsequent public meeting to present the preferred options.</i></p> <p><i>The applicant required funding from its operator Avports for mitigation measures to be deployed in the local neighborhood.</i></p> <p><i>The Proposed project would support an increase in air traffic and will allow for more vehicles to park on site. Thus, the project has the potential to adversely affect the convenience of vehicular and pedestrian circulation nearby the site.</i></p> <p><i>The applicant is proposing different means of mitigation and is reaching out to the community to identify the best solutions to the increased traffic volumes.</i></p> |
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**CONDITIONS OF APPROVAL:**

The conditions of approval of this Special Permit under Sections 64 and 42 of the City of New Haven Zoning Ordinance:

1. Special Permit must be filed on the land records of the City of New Haven before issuance of building permits. A digital copy of the recorded site plan shall be provided to staff (.pdf).

**ADOPTED:** August 18, 2021

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Leslie Radcliffe  
Chair

**ATTEST:**  \_\_\_\_\_

Aicha Woods  
Executive Director, City Plan Department