

# Hill-to-Downtown



NEW HAVEN, CT



# C O M M U N I T Y P L A N

DECEMBER 2013



[www.HilltoDowntownNewHaven.com](http://www.HilltoDowntownNewHaven.com)

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- CT Department of Economic and Community Development
- CT Department of Transportation

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Residents of the Hill Neighborhood

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Hill North Management Team

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# COMMUNITY PLAN SUMMARY

## Introduction

The Hill-to-Downtown Community Plan is the result of a 12-month collaborative effort between community stakeholders and the City of New Haven to understand the challenges and opportunities facing this key city district. Critical sponsorship and leadership for the project was provided by the US Department of Housing and Urban Development, the CT Department of Economic Development, and the CT Department of Transportation.



**CHURCH STREET REDEFINED** as a pedestrian-friendly Main Street.  
*View from near the intersection with Columbus Avenue.*



The plan builds on a strong foundation of market research and community input, which recognizes downtown New Haven's growing appeal as a location for new homes, workplaces, research and medical facilities, shopping and entertainment. The district is well placed to benefit from national demographic trends and changes that are drawing more people to diverse urban centers to live, work and play. Few places in the Northeast have the assets that are such a prominent part of the district: walkable and diverse urban neighborhoods; proximity to the heart of historic New Haven with its rich amenities; a strong institutional employment base represented by Yale-



New Haven Hospital, Yale School of Medicine, and Gateway Community College; a growing research presence; and the region's most important transportation center, Union Station.

### Why the Community Plan is Needed

Despite the district's many assets, it continues to be burdened by the scars of urban renewal-era land clearance that resulted from construction of the Route 34/Oak Street Connector more than 50 years ago. Construction of the connector led to the development of a fragmented street network, isolating the district from both the Hill neighborhood and

neighborhoods and the city as a whole, most notably the Church Street South residential complex which is nearing the end of its useful lifespan, the former Yale School of Nursing property, and the Sacred Heart campus on Columbus Avenue.

Today, Hill-to-Downtown is well-positioned to undergo transformative change in line with the vision outlined in this Community Plan. But timely action will be needed by all of the community, governmental and institutional stakeholders to ensure that this opportunity is not missed.

downtown New Haven, and has fostered a suburban pattern of development that has done little to attract investment and residents to the area.

As a consequence of this history, much of the property within the district remains underused and neglected, occupied by outmoded buildings or large surface parking lots. Renewal of several large properties are especially important to revitalization of the district, with benefits for surrounding

### Community Process

Over the course of a year, the Hill-to-Downtown community has worked with the City of New Haven to create a vision and plan for this important city district. The plan that has emerged reflects the contributions of hundreds of city residents and other stakeholders who participated in the seven public workshops listed below, shared their goals and visions, reviewed market studies and technical analyses, considered alternatives, and reached broad consensus on the outline of a plan.

This document, the Hill-to-Downtown Community Plan, outlines this shared vision and plan and describes the action steps needed to make it happen. Through continued cooperation among residents, businesses, elected leaders, and New Haven institutions, the plan outlined here will become a reality.

**PUBLIC MEETING #1** | September 12, 2012

#### **Kickoff**

**PUBLIC MEETING #2** | March 12, 2013

#### **A Conversation with the Development Community**

**PUBLIC MEETING #3** | April 16, 2013

#### **Church Street South Tenants Meeting**

**PUBLIC MEETING #4** | April 22, 2013

#### **Presentation of Analysis and Market Findings**

**PUBLIC MEETING #5** | May 29, 2013

#### **Church Street South and Hill-to-Downtown**

**PUBLIC MEETING #6** | June 25, 2013

#### **Three Scenarios**

**PUBLIC MEETING #7** | September 25, 2013

#### **Preferred Framework Plan**

## Goals of the Plan

New Haven's strong base of assets creates the potential for attracting new growth, providing significant benefits for Hill-to-Downtown and all New Haven. The goals outlined here are consistent with those established within the community planning process that provides the foundation for this Plan. Key goals of the Plan include:

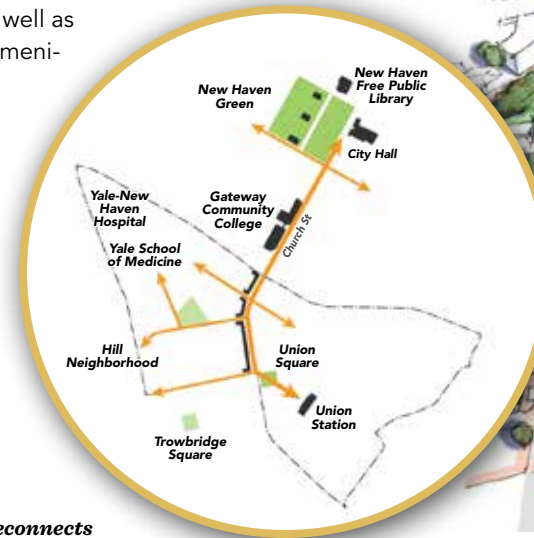
- **Encourage Development of Commercial, Residential, and Retail Space in the Areas Around Union Station and within the Medical District Areas**, providing a stronger gateway to the city and promoting expanded transit use
- **Strengthen the Existing Neighborhood** through creation of a safer, more attractive, more walkable place that includes new shopping and entertainment venues, open space and other community amenities
- **Improve Connectivity within the District and to Downtown** through improvements to the street grid and expanded transit access
- **Create New Job Opportunities for Residents** through the continued expansion of medical and research uses that can grow employment and provide job opportunities at a wide range of skill levels over the next 5 to 10 years
- **Expand the City's Tax Base** with development in the district that will contribute to providing additional financial support for a wide range of public services

## Vision for the District

### Create a vibrant, walkable, mixed-use district.

The Community Plan envisions a dramatic transformation of the district. A place that seems neglected today, its identity shaped by surface parking lots, can become a vibrant, walkable, mixed-use district combining new homes with growing medical and research uses, served by new retail and entertainment venues, walkable streets and new public spaces.

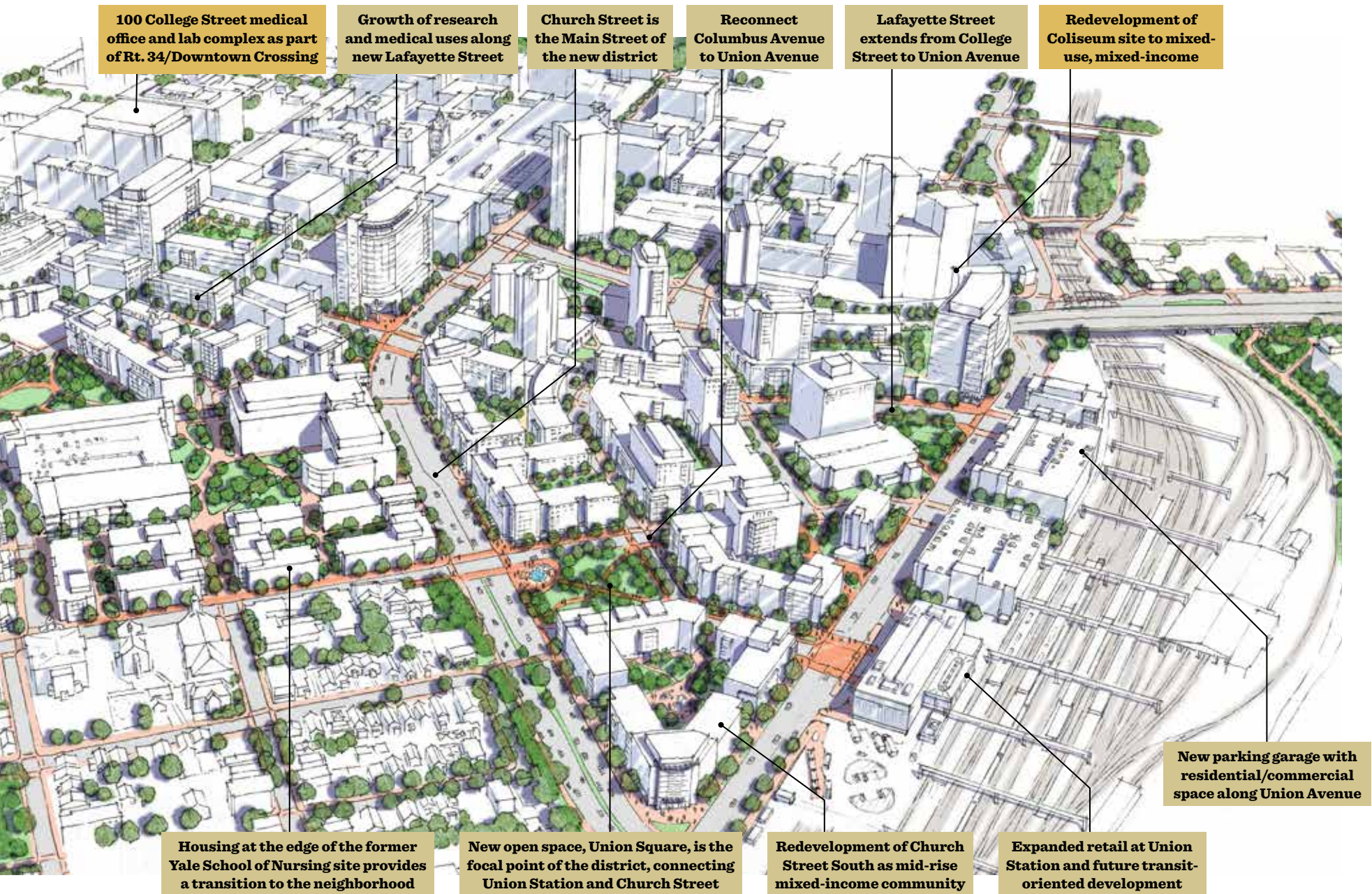
Church Street can become the attractive centerpiece of this new area, a great street that reflect the city's vitality and urban traditions, mixing housing and research, open space and places to socialize for the entire community. An improved street grid will fill in missing links and make it easier to get around—for pedestrians and bicyclists as well as drivers. Residents, area workers, and visitors can also benefit from improved access to and from Union Station as well as expanded retail and amenities within the station itself. New homes, businesses, research and medical uses will take the place of surface parking lots that define much of the area today, with parking accommodated within new structures.



*The Community Plan reconnects Union Station to the district, surrounding neighborhoods and downtown.*



**Continued investment around Trowbridge Square**



**100 College Street medical office and lab complex as part of Rt. 34/Downtown Crossing**

**Growth of research and medical uses along new Lafayette Street**

**Church Street is the Main Street of the new district**

**Reconnect Columbus Avenue to Union Avenue**

**Lafayette Street extends from College Street to Union Avenue**

**Redevelopment of Coliseum site to mixed-use, mixed-income**

**Housing at the edge of the former Yale School of Nursing site provides a transition to the neighborhood**

**New open space, Union Square, is the focal point of the district, connecting Union Station and Church Street**

**Redevelopment of Church Street South as mid-rise mixed-income community**

**Expanded retail at Union Station and future transit-oriented development**

**New parking garage with residential/commercial space along Union Avenue**

**Create a new public open space, Union Square, as the hub of the district.**

To the east of Church Street, a new predominantly residential district will be developed around Union Station, with opportunities for office, retail and entertainment uses. This area will be centered on a redevelopment of the Church Street South residential complex where the 300 existing units of housing will ultimately be replaced by up to 750 units of mixed-income housing and other related uses.

A central aspect of this redevelopment will be creation of a major new public space, Union Square, surrounded by housing and retail uses, and providing direct access between Union Station, Church Street and the district as a whole. This new public space will become a focus of activity, serving current and future residents, area workers and visitors to the city.

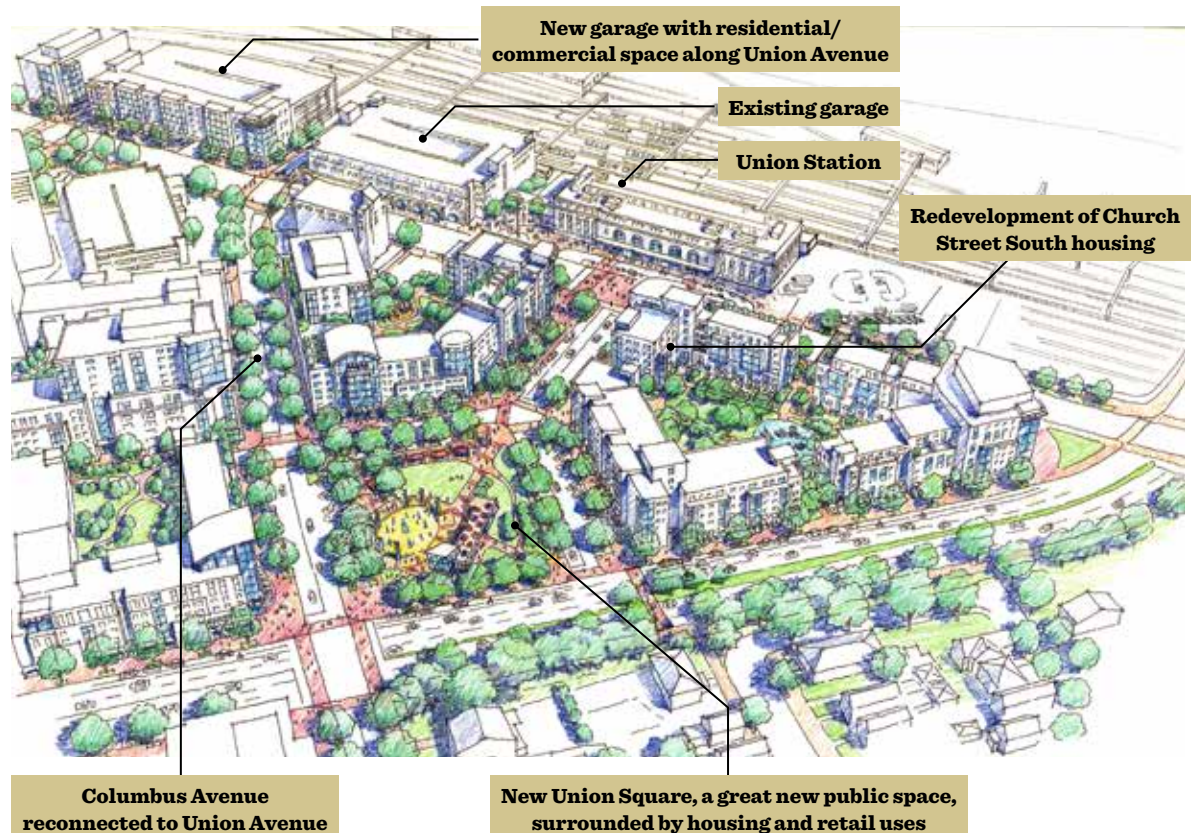
**Strengthen and grow the existing medical district west of Church Street.**

To the west of Church Street, the primary uses will be research and medically-oriented uses with supporting housing and retail activity. Taller buildings will be sited near Route 34, with building heights stepping down to neighborhood edges. The plan envisions development of housing along Columbus Avenue in order to form an attractive transition between the medical area and the adjacent neighborhood.

**Invest in infrastructure and improve street network.**

New streets will be developed to fill in missing links in the street grid and make it easier to get around. Key improvements include the extension and realignment of Lafayette Street to provide direct access between College Street and Union Avenue and re-establishing the connection of Columbus Avenue

between Church Street and Union Avenue. This plan also integrates with the Downtown Crossing project recommendations for establishing new connections at Orange and Temple Streets. The Community Plan includes guidelines for development of all streets, allowing phased improvements over time as circumstances and funding allow.



**UNION SQUARE looking towards Union Station: The new square connects the station to Church Street and downtown and also provides a central gathering place and activity center surrounded by shops and housing for Hill-to-Downtown.**

## Key Initiatives

- 1 Establish Church Street as the Center of a Walkable, Mixed-Use District**  
The Community Plan establishes Church Street as an active, pedestrian-oriented roadway defined by new housing, open space, retail, research and institutional uses.
- 2 Invest in Existing Neighborhoods (Columbus, Howard, Trowbridge)**  
The Community Plan promotes strengthened connections between Hill-to-Downtown and Trowbridge Square. A significant reuse opportunity exists at the Sacred Heart Church campus on Columbus Avenue, with several infill opportunities on Cedar Street and Howard Avenue. Funding should be established for these targeted investments that will strengthen the existing neighborhood.
- 3 Connect Union Station to Church Street**  
The Community Plan seeks to reestablish a historic connection between Union Station and Downtown by creating a new pedestrian/vehicular corridor extending from the front doors of Union Station directly to Church Street.
- 4 Redevelop the Church Street South Residential Complex**  
The Community Plan shows a potential scenario for how this critical area of the district could be redeveloped as a new mixed-income residential community including retail, restaurants and a new destination open space at the doorstep of downtown.
- 5 Build a New Lafayette Street**  
The Community Plan establishes a New Lafayette Street, enhancing access, assisting with traffic demand management, and opening up significant development opportunities on key parcels of land along Route 34. The new street builds on the plan for New Orange and Temple Streets that is part of the Downtown Crossing initiative.
- 6 Strengthen Union Avenue**  
The Community Plan proposes roadway improvements for Union Avenue, making it a “complete street”—one that balances the needs of autos, pedestrians, and cyclists and anticipates future development next to and across from Union Station.





**LAFAYETTE ST.** looking north toward Church St. and the medical area. This new street can become an attractive spine—making it easier to get around for pedestrians, bicyclists and drivers—while linking research and residential areas, and supporting higher density development.



**COLUMBUS AVE.** looking toward Church St., with new housing on the left and the Sacred Heart Church campus on the right. Residential development at the edge of the former Yale School of Nursing site could transform Columbus Avenue and create an attractive transition to surrounding neighborhoods.



## Market Opportunities and Economic Benefits

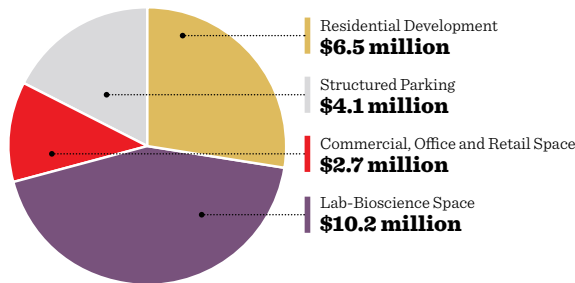
The analysis of market opportunities and economic benefits for Hill-to-Downtown was conducted by experts on the planning team including W-ZHA, Zimmerman Volk, Ninigret Partners, MJB Consulting, Nelson\Nygaard, and Goody Clancy. These analyses concluded that the district, like many other compatible medical and research districts nationally, has great potential to attract new development in the near- and longer-term, resulting in substantial economic benefits for the neighborhood, the city and the region.

New Haven was Connecticut's fastest growing large city between 2000 and 2010, with a population increase of 5% to 129,799 residents. The City of New Haven is the economic center of the New Haven-Milford Metropolitan Statistical Area economy with 78,640 jobs.

New Haven is recognized as the center for biotechnology and health sciences in Connecticut. The City is widely recognized for containing the 2nd largest bioscience cluster in New England, second only to Cambridge.

Over the next 10 years, the market analysis concluded that development of up to 1 million square feet of lab/research space and related office use is possible (in addition to the 500,000 square feet currently under construction at 100 College Street), resulting in the creation of 2,500 new permanent jobs and accounting for \$165 million in annual payroll. Approximately 10,000 construction-period jobs will also be created. The residential market analysis concluded that up to 1,400 residential units can be

### ANNUAL NEW PROPERTY TAX REVENUE OVER THE LONGER TERM

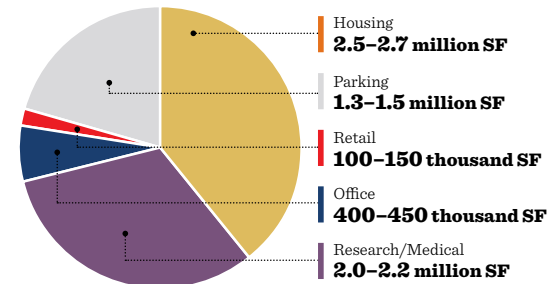


**Full development of the Hill-to-Downtown district has the potential to generate over \$23 million in new annual property tax revenue for the City of New Haven.\***

supported. Of these units, there is a 20% to 25% goal for affordable, workforce housing. The retail market assessment concluded that up to 40,000 square feet of convenience retail is possible with additional potential for larger format retail. The 10-year development program is shown in the table at the top of the next page.

Over the longer-term, the district has the capacity to support over 2 million square feet of institutional and private sector lab and research space and more than 2,000 new homes, including a substantial element of housing to support the area's workforce. This growth in jobs and residents will create the potential for an expansion in shopping and entertainment uses that serve both existing and future workers and residents.

### HILL-TO-DOWNTOWN LONG TERM DEVELOPMENT PROGRAM



**NOTE:** LONG-TERM PROGRAM DOES NOT INCLUDE 100 COLLEGE STREET, DOWNTOWN CROSSING OR COLISEUM SITE DEVELOPMENT.

**Over the next 10 years, implementation of the Community Plan could result in the creation of 2,500 new permanent jobs, accounting for \$165 million in annual payroll. Approximately 10,000 construction-period jobs can also be created.**

When fully developed, the district can make a major contribution to the city's tax base with annual tax revenues over \$23 million.

\* City of New Haven estimates; estimates assume a mix of private sector and institutional space.

<b>HILL-TO-DOWNTOWN DEVELOPMENT PROGRAM</b>	
<b>OVER THE NEXT 10 YEARS</b>	<b>LONG TERM</b>
<ul style="list-style-type: none"> <li>• 1,400 new housing units</li> <li>• Including approximately 300 low to moderate income units</li> <li>• Potential for 600,000 to 1,000,000 sf of lab/research space</li> <li>• Potential for approximately 20,000 to 40,000 sf of convenience retail</li> <li>• Creation of 2,500 new permanent jobs</li> <li>• \$165 million in annual payroll</li> <li>• Approximately 10,000 construction-period jobs</li> </ul>	<ul style="list-style-type: none"> <li>• 2.2 million square feet of institutional and private sector lab and research space</li> <li>• More than 2,000 new homes</li> <li>• Potential for 100,000–150,000 square feet of retail</li> <li>• Potential for 400,000–450,000 square feet of office</li> </ul>

### **Changing Zoning to Support the Plan**

Current zoning within the district will need to be amended to allow full development of the Community Plan. In particular, revisions will be needed to allowable uses, building heights, allowable density (Floor Area Ratio), and parking requirements. New zoning should ensure that building heights adjacent to existing residential neighborhoods within the Hill are compatible with adjacent homes. Taller, higher density development should be concentrated closer to Lafayette Street and Route 34.

There does not appear to be an appropriate zoning designation within the New Haven zoning ordinance so a new designation will likely need to be developed to address the unique needs and opportunities associated with this district.

New zoning should provide a clear and predictable path for future development proposals that are consistent with the Community Plan. To the extent possible, as-of-right zoning models are preferred.

### **TDM Strategy**

Over time, existing surface lots within the district will be phased out and replaced with new homes, research or medical space, offices and retail uses. Surface parking will need to be offset by a limited number of new parking structures and an aggressive program to reduce the number of car trips through transit, bicycle and pedestrian enhancements. In the design and placement of parking structures, every effort will be needed to ensure they are well integrated within the district, screened from the street by buildings or designed in ways that make them appealing elements of the district’s streetscape.

An important goal of the Community Plan is to make the most efficient use of new parking structures, taking advantage of opportunities to share parking between uses that have peak needs in different time periods. The plan also supports efforts to reduce parking demand associated with new and existing uses through transit improvement, or other initiatives, to provide more choices for residents and area workers. In the near term, new parking structures (or

underground parking where feasible) will be needed in order to free key surface lots for development. Early development of new structures by large employers is an essential step to advancing the Community Plan.

### **Preserving Housing Affordability within the District**

As the district changes, it must continue to serve the people who live there today. The plan includes development of approximately 1,400 new housing units over the next 10 years with approximately 300 new homes allocated to people of low- and moderate-incomes. Each new residential development within the district should aim to incorporate an allocation of affordable units. New development will allow current residents to continue to reside in the district. New development will include 2- and 3-bedroom family-style units.

## Critical Factors for Success

Implementation of the Hill-to-Downtown Community Plan will occur over time based on a myriad of economic and market forces and through the coordinated work of many stakeholders. City staff working in concert with the Hill-to-Downtown Steering Committee will submit the Community Plan with its recommendations for zoning, infrastructure, parking, commercial and residential developments to the Board of Aldermen for approval. Once approved by the Board, the Hill-to-Downtown Community Plan will become a blueprint by which the public and private sectors can work collaboratively to move forward with development in the district. The following five strategies will be employed to nurture implementation of the Plan over the next several years. Further descriptions are provided in the Implementation chapter of the Community Plan.

### **Strategy 1: Continue Citizen and Stakeholder Involvement.**

This can be accomplished through a citizen's action committee or steering committee that represents neighborhood groups and individuals who participated in the Community Plan process and who wish to assist in moving the plan forward. Continued involvement of other key stakeholders will also be critical. Every national model involving successful revitalization of comparable districts demonstrates the power of robust community, governmental, institutional and private-sector partnerships to accomplish transformational changes. In addition to residents, those that should remain involved include the City, private landowners, Yale-New Haven Hospital, Yale School of Medicine, and owners of the Church Street South residential complex.



***UNION AVENUE can be redefined through streetscape and infrastructure improvements, combined with redevelopment of Church Street South as a mixed-income, mixed-use community.***

**Strategy 2: Institute a Zoning Amendment Process.** Critical zoning changes are needed in order to align with the recommendations in the Community Plan. A city process needs to be established that will create the zoning modifications and facilitate implementation. Without such changes, the City's own development regulations will serve as an obstacle to moving forward with the vision outlined within the Community Plan.

**Strategy 3: Move Forward with Union Station and Transit Investments; Advance Development of Other Publicly-Owned Land within the District.** Planning for Union Station enhancements and development north of the existing garage are underway. In addition to parking needed for commuters, development in and around the station must incorporate high quality urban design, and include retail, mixed-use and transit-oriented development components.

Another key goal is to create a better local transit system serving the neighborhood centered on Union Station. A new dialogue will need to be initiated with CT Transit and local institutions regarding bus and shuttle routes that can expand transit accessibility within the area. In view of the limited resources available at the state level to support local transit, institutional leadership and partnerships will be essential and could open up creative solutions to addressing the district's needs.

The City of New Haven owns property within the Hill-to-Downtown district. The City will work actively to market these parcels, once the Board of Aldermen has approved this Hill-to-Downtown Plan. Development of these parcels can be a catalyst for launching other developments within the District.

The City will also explore opportunities for redevelopment of the Post Office site on Brewery Street.

**Strategy 4: Identify Funding to Support Infrastructure Improvements, Gap Financing, and Cost of Construction.** Public infrastructure improvements will set the stage for the key initiatives in the Community Plan. Funding mechanisms will need to be identified and captured to phase-in supporting pieces of the Community Plan over time. If the resources needed to make key changes to the district's infrastructure are not forthcoming, new investment within the district will be much slower or entirely lost to other locations outside the city. In addition to infrastructure investment, gap funding will also be required to support development of residential, commercial and research facilities.

**Strategy 5: Create New Development Tools to Facilitate Investment in the District.** The city and state need to develop new funding and development tools to support implementation of large-scale infrastructure and parking improvements needed to spur investment in the district.



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# Introduction

# INTRODUCTION

## **The Project**

New Haven has seen tremendous growth in the past five years with almost \$3 billion in new development. Between the New Haven Green and New Haven Harbor, construction is underway to transform the Route 34 highway connector into a mixed-use “Downtown Crossing” district through development within the highway right-of-way and integration of new surface streets and bridges. The City is working closely with developers to plan a 4.5 acre mixed-use development on the former New Haven Coliseum site, while plans are underway for additional parking, new transit-oriented development and retail enhancements at historic Union Station. Trowbridge Square—in the historic Hill neighborhood—is the focus of a highly successful City-led initiative to build single- and multifamily homes.

To capitalize on these projects and trends—and to promote further neighborhood investment—the City and the Economic Development Corporation of New Haven, supported by a team of planning, market, and transportation consultants, launched a

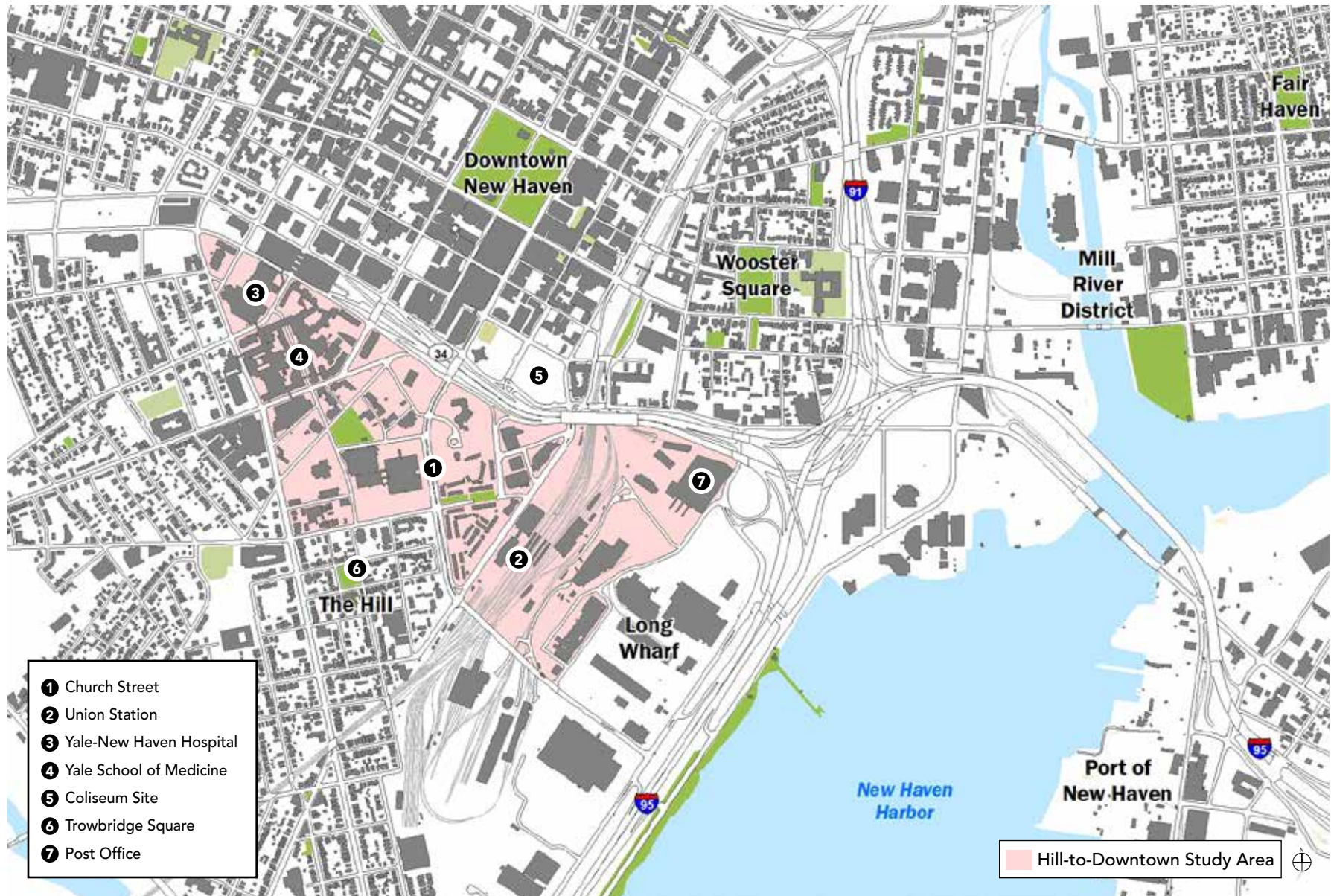
process to create this Community Plan for the “Hill-to-Downtown” district. Seven public meetings were held over the course of 12 months to engage the Hill-to-Downtown community and incorporate their ideas and feedback into the plan.

The intent of the plan is to create aspirational yet feasible strategies that will transform the Hill-to-Downtown into a mixed-use, mixed-income, walkable, transit-oriented neighborhood. Connecting the district to areas that surround it and providing a place for living, working, and playing is a key goal. The development of the district over the next 5 to 10 years will benefit a wide variety of stakeholders in New Haven, through job creation, an increased tax base, and the building of a new neighborhood in the heart of the city.

## **The District**

The district is generally located between downtown New Haven to the north, the Hill neighborhood to the south, Yale-New Haven Hospital and Yale School of Medicine to the west, and Union Station to the east. The primary roadway corridor that passes through the district is Church Street, which extends from downtown to Interstate 95. Lands to the south of Union Station—including the existing Post Office and other parcels bounded by Brewery Street—are included in the study area.

Though now characterized by wide streets and expanses of surface parking, Hill-to-Downtown was once a vibrant center of activity in New Haven. The area was a crossroads of residential, commercial, and community life just outside the doors of Union Station, at the foot of the city. Early maps and photos show a grid of streets stretching from George Street to Howard Avenue as an extension of downtown, characterized by 3- to 4-story walk-up apartment buildings with ground level shops fronting onto crowded sidewalks.



## A Vision of a Connected Community

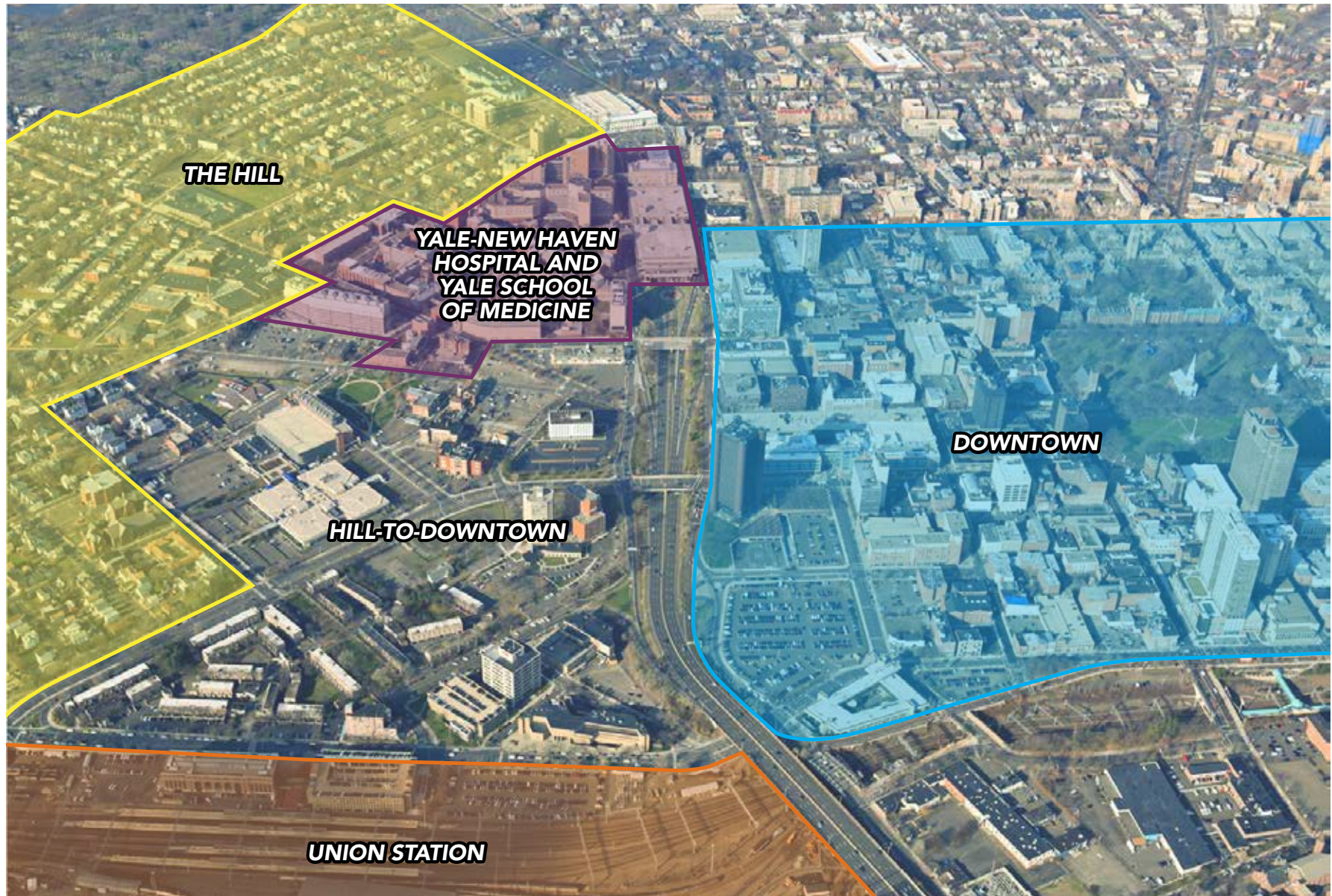
The history of the Hill-to-Downtown district is well known. Fifty years have passed since the construction of the Route 34/Oak Street Connector which displaced historic neighborhoods and put up the barriers that exist today between downtown and the Hill neighborhood, the Yale-New Haven Hospital and Yale School of Medicine, and Union Station. The decades of the 1960s and 1970s—comprised of urban renewal projects, inward-focused development, fragmentation of the road network, and the construction of numerous surface parking lots—created the existing urban pattern.

Enormous potential exists to reimagine Hill-to-Downtown, unlock its potential as a vibrant and connected part of the city, create jobs, and create an environment that will benefit the neighborhoods, the city and its institutions, and the region. Hill-to-Downtown should be a unique, interconnected community serving the needs of all users, with a mix of building types, a mix of people, and an identity that is influenced by the diversity of activities around it.

The Hill-to-Downtown Community Plan provides the blueprint for such a new community in New Haven—an urban setting for residents, employees, students, and visitors alike.



*The Hill-to-Downtown district can best be described as oriented to the automobile; lacking in density, amenities, and places to walk; and disconnected from the city and its neighborhoods.*



## **HOW THE COMMUNITY PLAN IS ORGANIZED**

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**Introduction**

Chapter 2

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Community Engagement**

Chapter 3

**Hill-to-Downtown Today**

Chapter 4

**Market and Economic Context:  
Underpinnings of the Plan**

Chapter 5

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**Key Initiatives**

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**Design Guidelines**

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**Implementation**



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# **The Planning Process and Community Engagement**

# PLANNING PROCESS AND COMMUNITY ENGAGEMENT

The Hill-to-Downtown Community Plan was developed through a four-phase community-based planning process beginning in fall 2012 and concluding in fall 2013. Community discussion was advanced through seven public meetings/workshops as well as

through stakeholder interviews, and a project website. Several hundred residents, including elected leaders, participated in these meetings and contributed directly to shaping this plan.

<h2>Phase 1</h2> <p><b>ANALYSIS AND INVESTIGATION</b> September 2012–March 2013</p>	<h2>Phase 2</h2> <p><b>CONCEPT ALTERNATIVES</b> April–June 2013</p>	<h2>Phase 3</h2> <p><b>DRAFT COMMUNITY PLAN</b> July–October 2013</p>	<h2>Phase 4</h2> <p><b>REVIEW OF COMMUNITY PLAN BY BOA AND CPC</b> November 2013–April 2014</p>
<p>Phase 1 efforts focused on an analysis of challenges and opportunities related to the physical conditions of the district, surrounding land uses and programs, current zoning, ongoing planning projects in the vicinity, market demand for residential, office, and retail, and transportation and traffic. The results of this analysis were presented at a public workshop in April 2013.</p>	<p>Phase 2 efforts focused on the development of alternative approaches to addressing community goals identified in Phase 1. The conceptual approaches suggested areas of development in the district and types and scale of that development, and were discussed with the community in a hands-on working meeting. The second phase concluded with a presentation to the public of three “planning scenarios.”</p>	<p>Public feedback on the 3 planning scenarios developed in Phase 2 provided direction on the development of a “preferred” plan in Phase 3. A public meeting was held in late September 2013 to review the preferred plan and other work developed over the 12-month planning process. The preferred framework plan was then used as the basis for the draft and final Community Plan documents.</p>	<p>Phase 4 focused on the drafting of a Community Plan document for review and approval by the City Plan Commission (CPC) and the Board of Aldermen (BOA).</p>

## Public Meetings



### **Public Meeting #1** **Kickoff**

SEPTEMBER 20, 2012 | CLEMENTE SCHOOL

The kickoff meeting introduced the planning team, goals and objectives, and scope of the effort to key stakeholders. The meeting focused on the planning process both in the short and long term as well as the steps the City might take to facilitate implementation of a vision plan for the district.



### **Public Meeting #2**

## **A Conversation with the Development Community**

MARCH 12, 2013 | NEW HAVEN MAIN LIBRARY

The second public meeting featured a panel of local and regional developers to discuss development strategies and ways in which the City of New Haven could incentivize development that would bring jobs and amenities to a diverse range of people. Developers emphasized the importance of having a plan in place for the district. Investors are attracted to areas where they know in advance that their proposals are a good fit with the community's vision. Developers also emphasized the importance of having the right zoning in place and the need for a timely and predictable development review process.



**Public Meeting #3**  
**Church Street South Tenants Meeting**

APRIL 16, 2013 | CHURCH STREET SOUTH

A meeting was held at Church Street South to listen to the concerns and aspirations of tenants currently living in the complex, to discuss the City’s principles for any future redevelopment, and to discuss how the community could be better connected to Hill-to-Downtown and the city. This meeting led to a “hands on” design session focused on Church Street South and the larger district on May 29.



Photo Credit: New Haven Independent (Source: MacMillan, Thomas. “Hill: Don’t Gentrify Us Out” 4/23,13.)

**Public Meeting #4**  
**Presentation of Analysis and Market Findings**

APRIL 22, 2013 | HILL CENTRAL MUSIC ACADEMY

The fourth meeting was held to discuss initial planning analyses and market findings. Approximately 75 people attended the meeting, which included a “red dot/yellow dot” survey where participants were asked to place a red dot on a large map to indicate areas that “need improvement” or a yellow dot to indicate “places you like best”. Attendees overwhelmingly marked Church Street South as an area needing improvement, as well as the Police Headquarters building and Yale School of Nursing property.



**Public Meeting #5**  
**Church Street South and Hill-to-Downtown**

MAY 29, 2013 | HILL CENTRAL MUSIC ACADEMY

The fifth meeting was held to review the City’s redevelopment principles for the Church Street South residential complex and to engage residents about their aspirations for the community. Boards with images of possible housing types—townhomes, mid-rise apartments, and high-rise apartments—were set on easels for public review and comment. The event also featured a “hands-on” design session to generate ideas for Church Street South specifically, and Hill-to-Downtown more broadly, that were then included in the larger Community Plan.



**Public Meeting #6**  
**Three Scenarios**

JUNE 25, 2013 | HILL CENTRAL MUSIC ACADEMY

The sixth public meeting showcased framework “scenarios” in which land uses and general development areas were proposed. The scenarios—“Urban Village/Station Square”, “New Main Street/Urban Gateway” and Neighborhood Square”—also suggested locations for public spaces and ground floor retail that would serve the neighborhoods, commuters, and the city at large. Based on discussions at this meeting, a Framework Plan was developed that included the best aspects of each scenario.

Three planning scenarios were developed for Public Meeting #6 incorporating public input, market assessment, new street connections, and a desire for placemaking in the Hill-to-Downtown district.

**Scenario 1:  
Urban Village/  
Station Square**

A retail area surrounding a small green would be located directly across the street from Union Station, creating a focus of activity at a “Station Square”. Additional retail would be encouraged along Orange Street to make a key connection back to downtown, while Church Street would become a landscape boulevard.



**KEY FEATURES**

- Retail** Focus neighborhood services and restaurants/cafes near Union Station.
- Public Space** Create civic park across from station and neighborhood green space along Columbus Ave.
- Scale** Keep buildings lower along neighborhood edge.

**Scenario 2:  
Main Street/  
Urban Gateway**

Church Street becomes the focus of activity with retail on the Nursing School site and across the street on the existing parking parcel. This scheme envisions a new “Main Street” environment that would draw people from downtown or Union Station into the heart of the district.



**KEY FEATURES**

- Retail** Mix larger format retail (ex. large pharmacy) with neighborhood services to meet wide range of needs.
- Public Space** Create sequence of green spaces and plazas along Church St. to provide opportunities for different types of use.
- Scale** Keep buildings lower along neighborhood edge.

**Scenario 3:  
Neighborhood Square**

The third scenario scales back the amount of retail development on Church Street and focuses it around a new “Neighborhood Square” at the intersection of Church and Columbus. A new open space would link directly back (visually and physically) to Union Station.



**KEY FEATURES**

- Retail** Focus neighborhood service establishments around Columbus Ave./Church St.
- Public Space** Create community green space at neighborhood intersection (Columbus Ave./Church St.) to define a new place for residents.
- Scale** Keep buildings lower along neighborhood edge.



### Public Meeting #7

## A Preferred Framework Plan

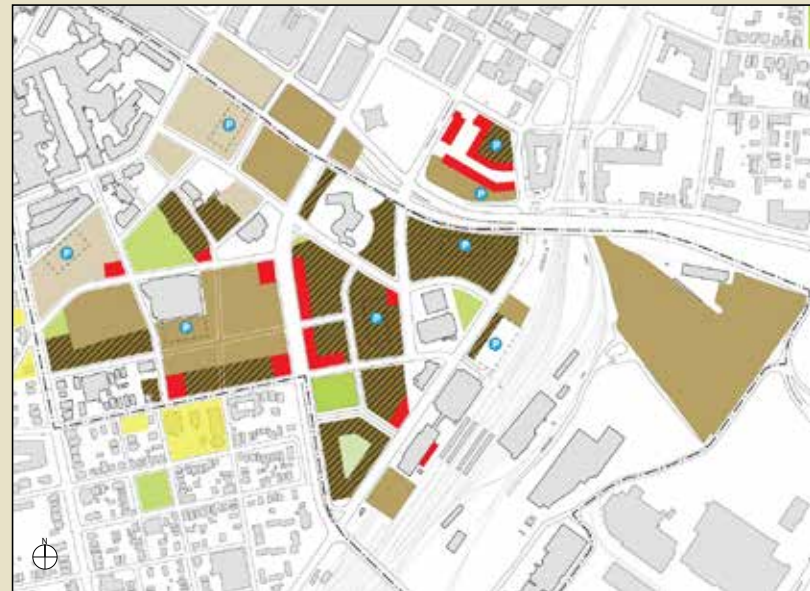
SEPTEMBER 25, 2013 | HILL CENTRAL MUSIC ACADEMY

The seventh public meeting was used for gathering final feedback on the preferred framework plan, developed based on discussions at the sixth public meeting and other stakeholder input. The meeting provided an opportunity for the community and stakeholders to reflect on the planning process and provide additional input prior to development of the draft Community Plan document.

The final Framework Plan was discussed at Public Meeting #7 and now serves as the foundation of this Community Plan.

## The Framework Plan

One key step in the process was a public workshop to review alternative future options for the district. Three options or “scenarios” were discussed at the public meeting, each one representing a different approach toward the general locations of residential, commercial, institutional and retail land uses and a variety of other concerns. Workshop participants generally concluded that an approach that blended Scenario 2 and Scenario 3 (shown below) most closely met community goals and provided the best foundation for the Community Plan.



## COMMUNITY GOALS

Numerous goals and objectives were expressed during the course of the public meetings and stakeholder interviews, across a broad range of topics. The key community goals for the district are summarized as follows:

### **Create a Sense of Community**

The district should be welcoming to all, providing spaces for residents, area workers, and visitors to meet and interact, fostering a sense of community pride.

### **Provide Safety and Security**

The district should be seen as a place that is safe and secure, both in terms of crime and personal safety, as well as safety from fast moving traffic, being able to cross the street with children, and being able to participate in round the clock public activities. Design of the district should also promote safety through providing “eyes on the street” across the district in all time periods.

### **Provide Opportunities for a Diverse Mix of People**

The district should provide opportunities for people of all incomes and ages in terms of housing and jobs.

### **Become Connected**

The district needs to be better connected, implying social connections to each other within the neighborhood, physical connections between downtown, the Hill, and other neighborhoods, and economic connections through jobs and educational opportunities.

### **Incorporate Things to Do**

The district should include a mix of uses that provide for daily needs related to shopping and other activities as well as places for meeting, interaction, and relaxation. Stakeholders expressed a clear desire for new community space and amenities as well as neighborhood serving retail.

### **Include New Public Spaces**

The district should include a new public open space that can become a focus for the area, capable of hosting community events and activities.



*During the public meeting process, children drew a plan showing their hopes for a new Church Street South and Hill-to-Downtown.*

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**Hill-to-Downtown Today**

## DESCRIPTION OF THE DISTRICT

Hill-to-Downtown covers approximately 293 acres and includes Union Station, the Church Street South residential complex, the Tower One/Tower East and Robert T. Wolfe apartment buildings, Yale-New Haven Hospital, Yale School of Medicine, and other assorted institutional and civic structures. Beyond a few small eateries at Union Station, a convenience mart at Church Street South, and a coffee shop near the Yale School of Medicine, commercial retail is almost non-existent in the district. Office and medical uses define the area around Congress Avenue/College Street creating an attractive and mature pedestrian environment while a scattering of other office/med

uses migrate into the district, surrounded by large areas of surface parking. Columbus Avenue (State Route 1) forms the edge of the district between the Hill neighborhood and the former Yale School of Nursing south of Congress Avenue, where the character of the pedestrian environment is poor. Several roadways in this area, especially Church Street and Union Avenue, are wide, oriented toward vehicular circulation, and not pedestrian friendly.

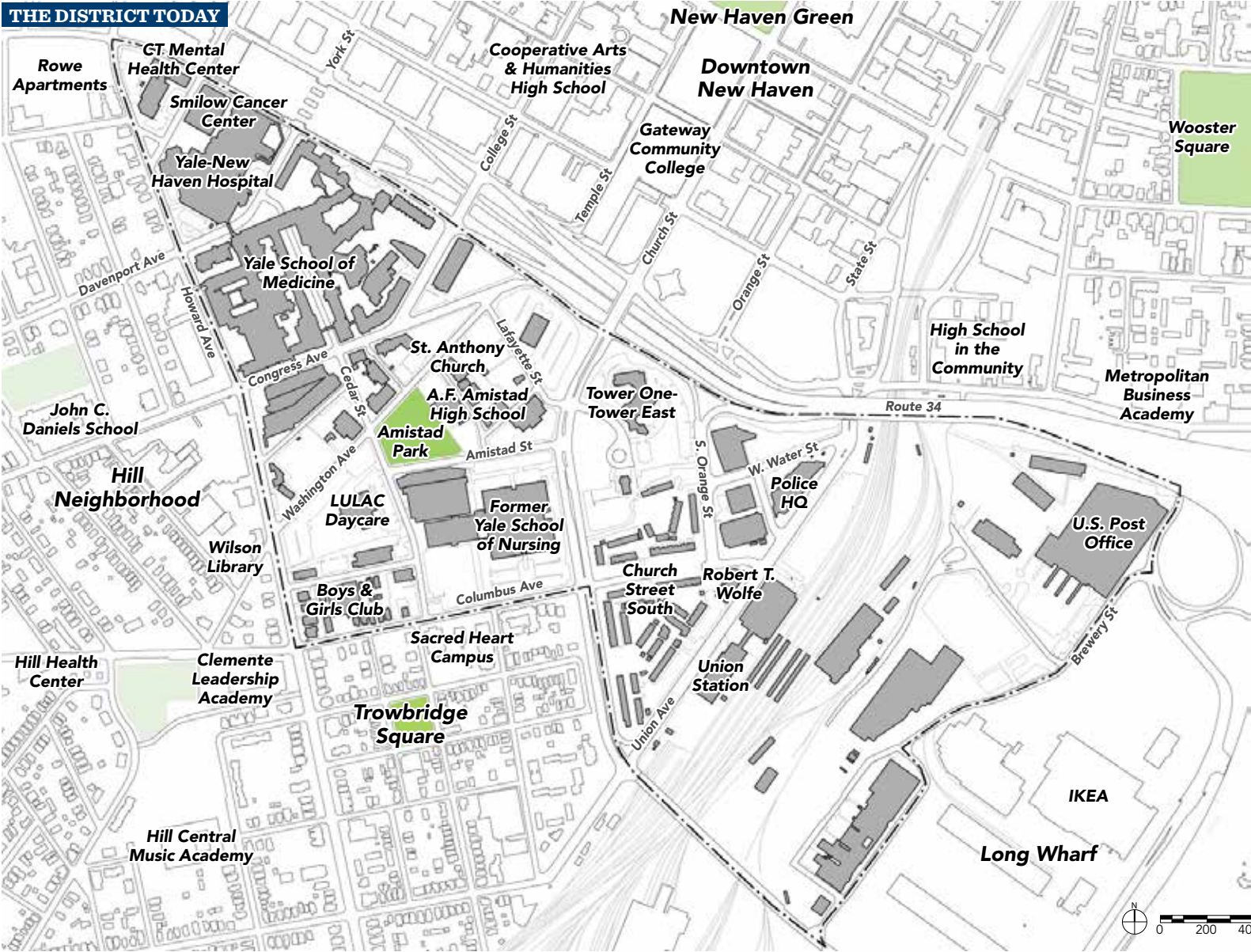
Church Street passes through the heart of the district. In its current form, vehicles dominate the roadway with little sidewalk space or activities to

either side. The street makes a critical link between Interstate 95 and downtown New Haven, forming a “gateway” into the city but its current character reflects poorly on the city, surrounding neighborhoods and the medical district. The Church Street South housing complex—beset by well-documented safety and infrastructure challenges—occupies one end of Church Street across from Union Station. Union Station is Connecticut’s busiest transit center but has no clear or attractive vehicular, pedestrian, or bike connectivity to surrounding neighborhoods, the medical district, downtown, or any other city destinations.



**CHURCH STREET:** View from near the intersection with Amistad Street—its current character reflects poorly on the city, surrounding neighborhoods, and the medical district.

**THE DISTRICT TODAY**





*Tower One/Tower East seen from Church Street*



*Columbus Avenue*



*Former Yale School of Nursing*



*Union Station*



*Yale-New Haven Hospital*



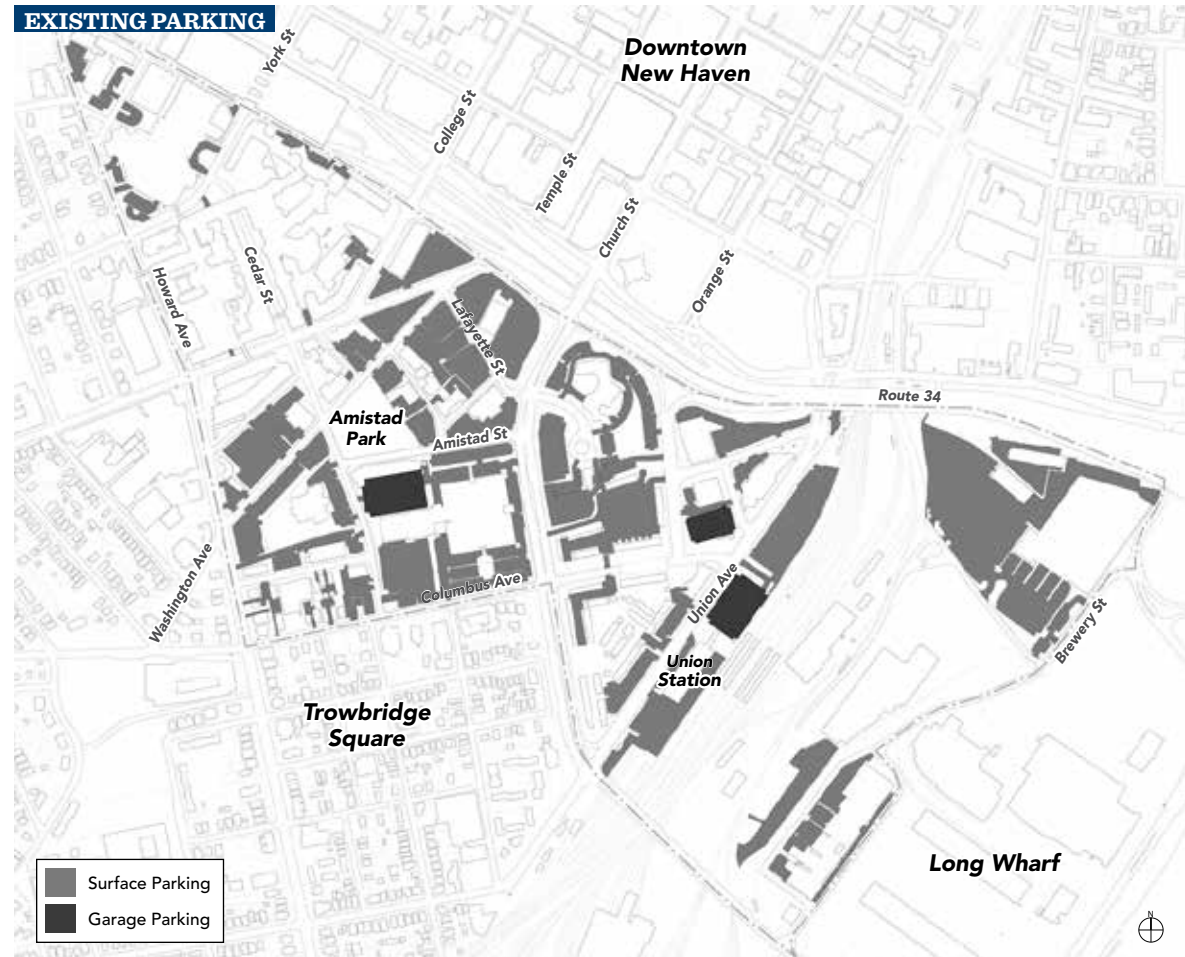
*Church Street South*

## Roadways

Many roadways in Hill-to-Downtown have long been neglected as places for pedestrians. Four roads pass through the district, functionally (but not attractively) connecting the Hill to downtown: York Street, College Street/Congress Avenue, Church Street, and Union Avenue. Howard Avenue passes between the Hill neighborhood and the hospital/med school area, while Cedar and Lafayette serve mostly internal vehicular circulation purposes. Currently, Lafayette Street offers no connectivity between College Street and Union Avenue. Development of a New Lafayette Street linking College to Union would allow for greater accessibility and movement within the district. Similarly, Columbus Avenue dead ends within the Church Street housing complex. Overall, the street network has many missing links, creating unnecessary congestion at several intersections and obstructing pedestrian/bicycle movement between area destinations.

## Parking

There are over 40 acres of surface parking in the study area and three parking garages. Almost half of the land between Congress Avenue and Union Avenue is devoted to surface parking or parking garages. These parking facilities support district employment centers but create a highly unattractive and inefficient land use pattern, further separating the area from the Hill and downtown New Haven.



***The study area includes over 40 acres of land dedicated to parking. Almost half of the land between Congress Avenue and Union Avenue is dedicated to parking, creating a place that is very unfriendly to pedestrians.***

## Public Spaces and Pedestrian/Bike Routes

The district has no widely-use public open space. Amistad Park is the only visible open space within the medical area. Though a pleasant and attractive space, this privately-owned park does not have a playground or other activity spaces for families and the surrounding community. The other green space in the district is the now closed Columbus Avenue right-of-way between Church and Orange Streets. This space is comprised of lawn and trees with no street furnishings or activity areas. Trowbridge Square, located just outside the district, is an attractive and historically significant public space, but as a result of the configuration of the Yale Nursing School and Sacred Heart Church sites, it is not seen as a destination.

There are few good facilities to support walking and biking in the district. The absence of street level activities and the predominant pattern of surface

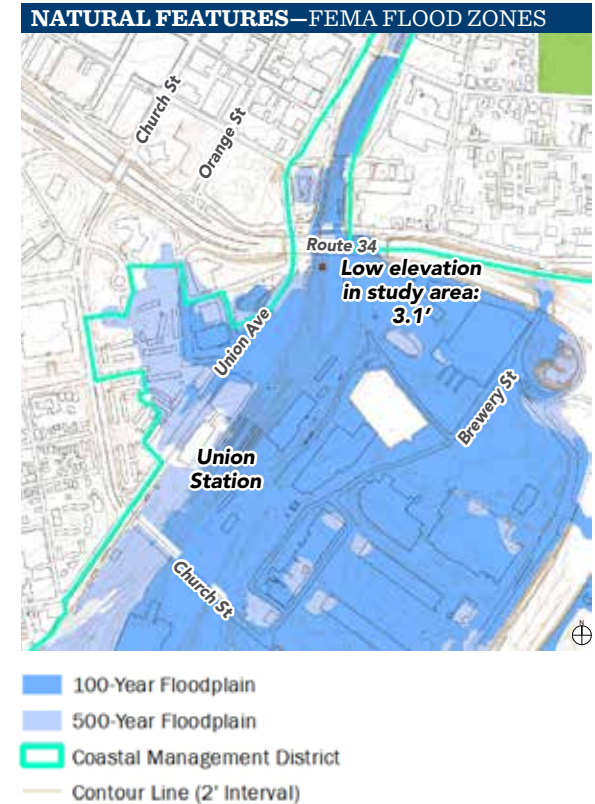


parking lots along the street create an unwelcoming environment for pedestrians and cyclists. There are no bike lanes or other markings to guide circulation and protect bikers from automobiles. Wayfinding between Union Station, the Hill, Yale, and downtown is particularly problematic.

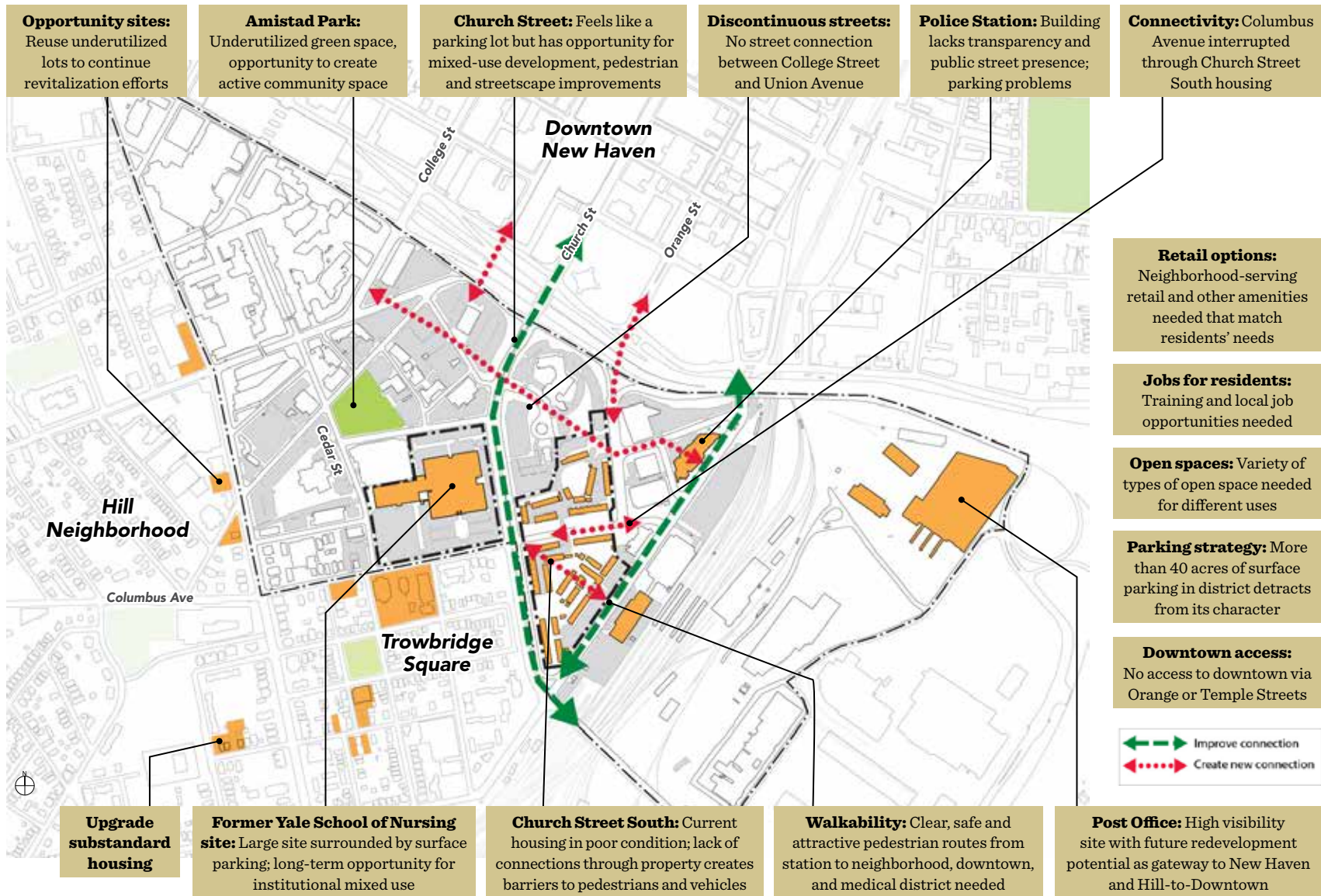
## The 100- and 500-year Floodplain

The district's topography includes higher elevations to the west in the medical district, sloping gradually to the east towards Union Station. Due to Hill-to-Downtown's proximity to New Haven Harbor, a portion of the Coastal Area Management Zone and 100-year and 500-year floodplains extend into the edge of the district. Long Wharf, and parts of Union Avenue, and South Orange Street (adjacent to the Police Headquarters) are within the 100-year floodplain. Historically, Union Avenue was the boundary between the harbor and city, but lands behind Union Station have been filled. Future development will need to be designed to respond to these critical factors, as well as taking into account projections for sea-level rise due to climate change.

Some parts of Union Avenue near the police station can flood during major rain storms as a result of insufficient stormwater capacity. New development and public infrastructure in this area will need to address these stormwater management/water control deficiencies.



**WEAKNESSES AND OPPORTUNITIES FOR IMPROVEMENT**



### Land Use, Ownership, and Zoning

Church Street South, Robert T. Wolfe, and Tower One/Tower East or residential uses occupy the majority of land east of Church Street, while Yale-New Haven Hospital and the Yale School of Medicine and related support uses sit on much of the land to the west. The former Yale School of Nursing building (previously the Richard C. Lee High School) is located along Church Street and surrounded by surface parking on three sides. In late 2013, the Nursing School moved out of this building and the structure now accommodates other university functions.

The majority of public land within the study boundary is east of Union Avenue (owned by CTDOT and the US Postal Service) while public lands to the west of Union Avenue are mostly pathways and small parks within the Church Street South residential complex. A number of city-owned parcels within the district are to be developed under agreements with previously designated developers.

There are seven zoning designations within the Hill-to-Downtown district, including business/medical, planned development, general business, residential, and light industry. The zoning categories do not allow for a mix of uses on some parcels and are generally guided by floor-area ratios (FARs), not by height or form. Zoning will need to be revised to support creation of a walkable, mixed-use district in the future.

### Existing Development—Residential, Retail, and Medical/Research

There are approximately 800 residential units in the district. The majority of these units are subsidized affordable, special needs or elderly housing, with limited market or non-subsidized workforce housing options. Retail is limited to small shops inside Union Station, the hospital, and a convenience market in the Church Street South apartment complex.

While there is limited “formal retail” use in the district, the Cedar Street area hosts 40+ food cart vendors, creating an outdoor cafeteria for hospital and

medical school staff, students, patients and faculty. The district currently does not offer any grocery, apparel, or sit-down dining options for residents or employees. As such, both groups are required to travel outside of the district for most of their retail needs.

Yale-New Haven Hospital and the Yale School of Medicine comprise the northwest portion of the district and are fully built out on their parcels. Creating appropriate transitions between these nationally important medical/research facilities and the residential neighborhoods to the west and south is a critical consideration within the Community Plan.

## YALE-NEW HAVEN HOSPITAL AND YALE SCHOOL OF MEDICINE

The hospital and the medical school are the largest landowners in Hill-to-Downtown and represent key economic assets for the district, the city and the region.

### Yale-New Haven Hospital

- Yale-New Haven Hospital is the 4th largest hospital in the country and the largest in New England. It is the primary teaching hospital for Yale School of Medicine and Yale School of Nursing.
- In 2013, Yale-New Haven Hospital was ranked by *U.S. News & World Report* as one of the best hospitals in the United States in several specialty categories.
- In 2012, Yale-New Haven Hospital had more than 800,000 outpatient and emergency visits and 59,000 inpatient discharges.



- Yale-New Haven Hospital is the second largest employer in New Haven, with more than 7,000 employees and has a physician base of more than 3,600 university-based and community physicians practicing more than 100 medical specialties.

### Yale School of Medicine

- In 2013, Yale School of Medicine ranked #7 in the *U.S. News & World Report* Research School Ranking. This particular ranking measures the research activity at a given institution.
- Yale School of Medicine consistently ranks among the top medical schools in NIH Funding Awards; the school ranked #5 in 2012.
- Yale School of Medicine with its New Haven location is situated in one of the smallest cities to rank highly in NIH Funding Awards.





## CHURCH STREET SOUTH

When it was built in 1969, Church Street South reflected the architectural trends of the times. A modernist housing complex that replaced tenements across from Union Station, it wove public spaces through and around 3- and 4-story apartment buildings in order to promote a sense of community and outdoor activity. To some extent that promise was fulfilled, with generations of families and individuals living at Church Street South over the past four decades.

Today's Church Street South faces a number of challenges that have typically befallen other publicly subsidized housing projects—deferred maintenance, absence of capital improvements, and persistent crime. The property's current owner—Northland Development—purchased the development in 2008 and started a discussion of a major redevelopment that would more than double the number of units

and include a mix of affordable and market rate housing, ground level retail, office buildings, new streets, and public open spaces. At this point, there is no active proposal to redevelop the complex.

The 2013 Community Plan process included extensive outreach to current residents of Church Street South to discuss their aspirations for future redevelopment. This included a meeting initiated by elected community leaders to discuss the principles that would be used by the City of New Haven to guide any redevelopment, as well as hands-on workshops to imagine future scenarios for the property. Results of these meetings are further described in Chapter 2: Planning Process and Community Engagement.

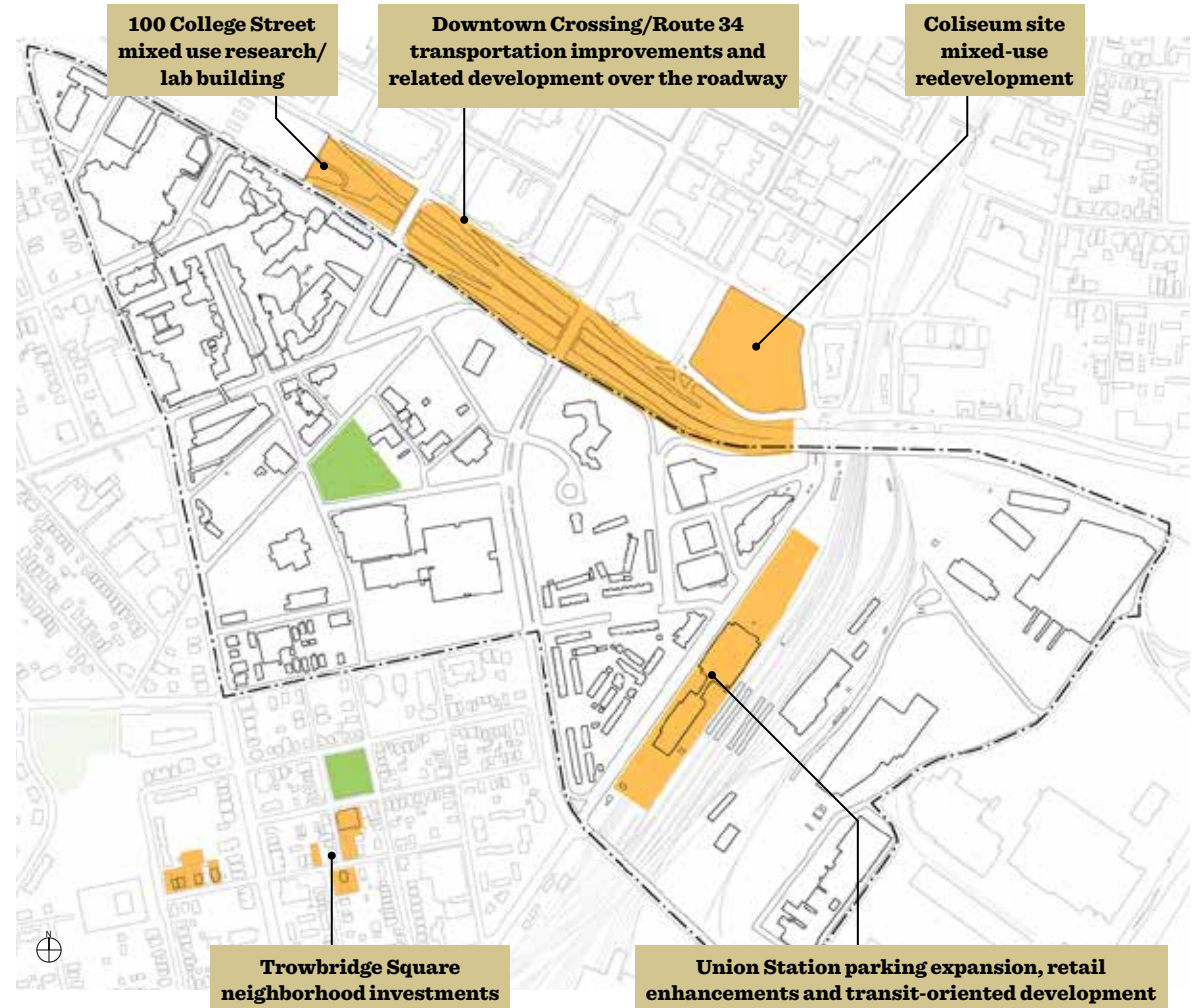


Source: <http://images.library.yale.edu>, 1969.

## RELATED PLANNING AND DEVELOPMENT INITIATIVES

A variety of planning and developments initiatives are currently underway in and around Hill-to-Downtown. These initiatives are briefly summarized here:

- Downtown Crossing/Route 34
- 100 College Street
- Coliseum Site
- Union Station Transit-Oriented Development
- Neighborhood Development Activities



*Other planning initiatives in and near the study area will provide momentum to move the Community Plan forward and realize a more livable, walkable Hill-to-Downtown district*

### **Downtown Crossing/Route 34**

The City of New Haven has successfully secured funds to initiate Phase I of a comprehensive redesign of Route 34, combining transportation improvements with new development and reconnecting downtown to the Hill-to-Downtown district. Planning and construction activities are underway to transform Route 34 into an office and mixed-use "Downtown Crossing" district. This entails the restructuring of the existing highway into at-grade, pedestrian-oriented roadways and development of four key parcels within the roadway right-of-way. New and/or improved intersections at College, Temple, Church, and Orange Streets are also included. The project has received \$16 million in TIGER II grant funding. The City also has a \$5 million earmark to plan and design parking in this corridor.



### **100 College Street**

In June 2013, ground was officially broken for a new 12-story, 500,000 square foot medical office and lab complex at 100 College Street that will be the future headquarters of the Alexion Pharmaceutical company. The \$140 million project is expected to take approximately 2 years to complete and will be located in close proximity to biomedical research facilities at the Yale School of Medicine in the Hill-to-Downtown district. The project will also contribute to New Haven's standing as a bio-pharmaceutical hub that will drive economic growth in the city and region. The project's garage incorporates a green roof.



### **Coliseum Site**

The site of the former New Haven Coliseum is currently a large surface parking lot serving downtown New Haven, Union Station and Yale-New Haven Hospital. The City of New Haven is working with developer Live Work Learn Play (LWLP) to advance redevelopment. The project received Board of Aldermen approval in December 2013 and construction will commence in 2014. Anticipated development includes 1,000,000 square feet of mixed-use space in two phases, with mid- and high-rise residential, 75,000 square feet of ground floor retail, a high-rise office tower, and a 4-star high-rise hotel. Over 800 housing units are planned with pedestrian-oriented streets and a large central plaza. The development team is working with the City and CTDOT, as a part of Phase II of Downtown Crossing, to improve the future Route 34/Orange Street intersection as an at-grade crossing, critical to the project's connectivity to Hill-to-Downtown and Union Station.



### **Union Station Transit-Oriented Development**

Union Station is the 11th busiest station in the Amtrak system and part of a 7-acre transportation center that contains the station, its adjacent parking garage, surface parking lots and rail platforms. The recently completed Union Station TOD study makes recommendations for retail improvements inside the station (with a potential retail annex at the back) and alternatives for a new garage with residential and/or retail uses on a key parcel north of the existing garage. A complementary goal is the transformation of Union Avenue from an auto-dominated thoroughfare to a pedestrian-scaled, walkable route between Union Station and downtown.



## Neighborhood Development Activities

The Livable City Initiative (the City's housing department) is leading several neighborhood improvement efforts in the Trowbridge Square community, south of Hill-to-Downtown.

- Putnam Street Home Ownership Project.** The City is developing eight historic homes on Putnam Street in the Trowbridge Square neighborhood. The development is a combination of new construction and historic rehabilitation efforts using Neighborhood Stabilization Program III funding from HUD. The 2-family homes will be sold as home ownership opportunities.

138 PUTNAM STREET



BEFORE



AFTER

181 PUTNAM STREET



BEFORE



AFTER

197 PUTNAM STREET



BEFORE



AFTER



- **Trowbridge Square + Hill Neighborhood Lighting Project.** Working through the City Engineer’s Office, the City will replace existing lights in Trowbridge Square and other parts of the Hill Neighborhood with brighter, more energy efficient LED lights. While the new lights are intended to improve safety within the area, they are also part of the City’s sustainability efforts and its program to highlight neighborhood open spaces and historic architecture.
- **\$1 Billion School Construction and School Reform Efforts.** The City of New Haven is a recognized leader nationally for its efforts in school reform. Through the creation city-wide magnet and charter school programs, New Haven has nurtured a creative and competitive environment that is preparing its students for college and life beyond school. To support these efforts, the City has



invested over \$1 billion in school facilities. Opened in 2011, the Hill Central School in the Trowbridge Square neighborhood represents a City investing in its neighborhoods and children.

- **New Haven Promise Program** ([www.NewHavenPromise.org](http://www.NewHavenPromise.org)). The City of New Haven is one of a few select Cities to offer its students a Promise Scholarship. Through the New Haven Promise program, New Haven residents that graduate from a New Haven Public High School or approved Charter School in the city are eligible to receive an annual award that covers up to full tuition, and tuition only, at a Connecticut public 2 or 4-year college or university.



Participation in the New Haven Promise Program is not need based, however students must: have a positive disciplinary record during high school; complete 40 hours of community service; have a 90% attendance record or better; and have a cumulative 3.0 GPA or higher at graduation.

- **RE: NEW HAVEN CAMPAIGN** ([www.renewhavenct.com](http://www.renewhavenct.com)). The City of New Haven offers a down payment and rehabilitation assistance programs to existing and potential homeowners. Through its down payment assistance program, individuals and families can receive up to \$10,000 towards purchasing a home in the city. Homeowners and buyers may also receive up to \$30,000 in assistance to make “energy efficient” improvements to their homes, i.e windows, roofs, heating systems, etc. In both the down payment and rehabilitation assistance program, loans can be forgiven over time based on occupancy. Funds in both program are also eligible to individuals and families with income up to 120% of the area median income for New Haven County.



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## **Market and Economic Context: Underpinnings of the Plan**

## ECONOMIC FRAMEWORK

### Overview

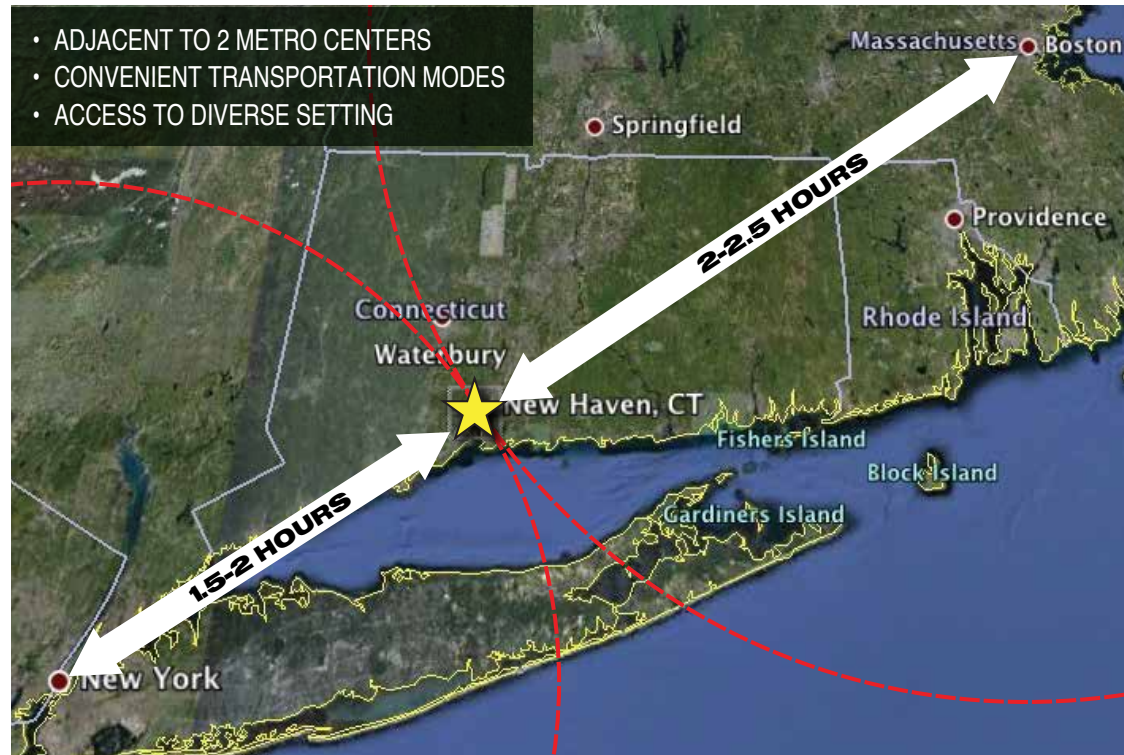
New Haven is the educational, medical, research and cultural center of the region. The New Haven area is home to Yale University, Albertus Magnus College, Gateway Community College, Quinnipiac University, Southern Connecticut State University, and the University of New Haven. These institutions account for more than 40,000 students and represent core elements of the region’s economic base. Nationally acclaimed, Yale School of Medicine and Yale-New Haven Hospital are New Haven’s medical anchors.

New Haven is well positioned between the New York and Boston metro centers with their large research, medical and institutional centers.

The Yale School of Medicine is recognized as one of the best medical schools in the country; in 2012, it ranked 5th among medical schools receiving National Institutes of Health (NIH) funding.

Yale-New Haven Hospital is a teaching hospital affiliated with Yale’s School of Medicine. Yale-New Haven Hospital is one of the United States’ ten largest hospitals and it includes the Hospital of St. Raphael’s, the Yale-New Haven Children’s Hospital, the Yale-New Haven Psychiatric Hospital, and Smilow Cancer Hospital.

New Haven is recognized as the center for biotechnology and health sciences in Connecticut. The City



is widely recognized for containing the 2nd largest bioscience cluster in New England, second only to Cambridge.

New Haven is considered the “Cultural Capital of Connecticut” with a broad array of theaters, muse-

ums, cultural programs and entertainment venues. To complement these venues, downtown offers a world-class dining scene. Over the last ten years many award-winning restaurants have opened in Downtown New Haven.

The City of New Haven’s population grew faster, in both nominal and percentage terms, than New England’s largest cities between 2000 and 2010—a 5% increase in population.

The City of New Haven is the economic center of New Haven-Milford Metropolitan Statistical Area economy with 78,640 jobs. Whereas the County lost jobs over the last decade, City jobs grew slightly.

POPULATION TRENDS   CONNECTICUT’S FIVE LARGEST CITIES   2000–2010					
	2000	2010	GROWTH	CHANGE RATE	CAGR*
Bridgeport	139,529	144,229	4,700	3.4%	0.3%
New Haven	123,640	129,779	6,139	5.0%	0.5%
Hartford	121,563	124,775	3,212	2.6%	0.3%
Stamford	117,105	122,643	5,538	4.7%	0.5%
Waterbury	107,247	110,336	3,119	2.9%	0.3%

\*CAGR=Compound Annual Growth Rate

SOURCE: CONNECTICUT DEPARTMENT OF LABOR; W-ZHA

EMPLOYMENT TRENDS   CONNECTICUT’S FIVE LARGEST CITIES   2000 + 2011					
	2000	2011	GROWTH	CHANGE RATE	CAGR*
New Haven County	367,352	348,985	-18,367	-5.0%	-0.5%
City of New Haven	78,078	78,640	562	0.7%	0.1%

\*CAGR=Compound Annual Growth Rate

SOURCE: CONNECTICUT DEPARTMENT OF LABOR; W-ZHA

There are a large number of colleges and universities within a 15-mile radius from New Haven:

- Yale University
- Yale School of Medicine
- Yale Law School
- Yale School of Management
- Southern CT State University
- University of New Haven
- Quinnipiac University
- Quinnipiac Law School
- Quinnipiac Medical School
- Gateway Community College
- Housatonic Community College
- University of Bridgeport

## Land Use

The Study Area contains a variety of land uses that contribute to the City's economy and quality of life. There are approximately 2,000 people who reside in the Study Area and 10,000 to 15,000 people who work there.

Both Yale-New Haven Hospital and the Yale School of Medicine are important anchors to the Hill-to-Downtown Study Area. These institutions are major employers and they provide important health services to the community and the region. These institutions also conduct valuable, cutting-edge research that brings capital to New Haven and generates small business start-ups. These institutions own a significant amount of land in the Hill-to-Downtown Study Area, as well.

The Union Station Transportation Center (Union Station) is another important anchor in the Hill-to-Downtown Study Area. In 2011, Union Station accommodated approximately 1.4 million Metro-North passengers. While Metro-North is often seen as a "commuter" train, New Haven's Union Station enjoys more off-peak traffic than any other station along the New Haven Line.<sup>1</sup>

As of 2011, Union Station was Amtrak's 11th busiest station in the country with 741,000 riders per year. Putting this figure in context, according to Amtrak, New Haven's ridership is the highest in Connecticut, well above Stamford (385,000), Hartford (174,000)



and New London (166,000). In the future, New Haven's Union Station will be the southern terminus for Amtrak's *New Haven-Hartford-Springfield Line (NHHS)*.

There are approximately 800 households residing in the Hill-to-Downtown Study Area today. The three major housing complexes in the Study Area are: 1) Church Street South, 2) Robert T. Wolfe Apartments, and, 3) Tower One/Tower East (the Towers). Church Street South is a privately owned 301-unit, subsidized low income housing complex. The publicly owned Robert T. Wolfe Apartments contains 93 units of subsidized senior housing. The Towers consists of two high-rise towers with 336 senior independent and assisted living units.

Other land uses in the Hill-to-Downtown Study Area north of the railroad tracks include the New Haven Police Department, a Knights of Columbus printing facility, the former Yale School of Nursing property, and surface parking lots. Across the tracks, land uses include the Connecticut Department of Transportation's new building (currently under construction), miscellaneous commercial buildings, and the Post Office.

<sup>1</sup> Metro-North

## MARKET ANALYSIS CONCLUSIONS

As a part of the Hill-to Downtown Community Plan process, market analyses were developed for key market sectors within the district. The market assessment focuses on development potential over the next 10 years. Additional growth should be anticipated outside this ten year window. The primary findings are as follows:

### MARKET ANALYSIS SUMMARY

#### POTENTIAL DEVELOPMENT OVER NEXT 10 YEARS

##### Residential

- 1,050–1,300 new market-rate rental and ownership (condominium) units
- Most likely to attract younger singles and couples
- Affordable units would be additional to market-rate units and would be approximately 15–25% of market units

##### Office and Laboratory Space

- 600,000–1 million square feet of laboratory/research space

##### Retail

- 20,000–40,000 square feet of Convenience Retail is possible
- Potential uses include a specialty food market, a stand-alone pharmacy, a fitness club
- Larger format retailers a possibility at a Church Street location

### Residential Market Analysis

*Prepared by Zimmerman/Volk Associates*

- Between 2012 and 2022, the district has the potential to support 1,050 to 1,300 new market-rate rental and ownership (condominium) units. Of these units, 758 to 918 would be new rental units and 302–382 would be new home ownership (condominium units).
- Multifamily market-rate rental units are most likely to attract younger singles and couples (92%) with traditional and non-traditional families (5%) and empty nesters (3%) accounting for modest shares.
- Multifamily market-rate for-sale units would also primarily attract younger singles and couples (76%) with empty nesters accounting for approximately one quarter of units (24%).
- As a matter of public policy, and to promote long-term economic sustainability, new development should consist of a mix of market-rate, workforce, and affordable housing units. Because unit mix is significantly influenced by the specific financial structure of any one development, a precise unit mix was not determined by the study. However, developments in multiple cities across the country have been successful with ratios ranging between 80 percent market-rate/20 percent affordable to 50 percent market rate/50 percent affordable,



depending on neighborhood context. Given the significant number of affordable units that already exist in the Hill-to-Downtown Study Area and in the city at large, an appropriate range of affordable and/or workforce units to be included in new developments in the Study Area would be 15 to 20 percent.

### **Office and Laboratory Space Market Analysis**

*Prepared by W-ZHA*

- Between 2012 and 2022, the district has the potential to support approximately 600,000 to 1 million square feet of laboratory/research space.
- The demand for lab/research space is expected to be split approximately equally between corporate and institutional sectors.
- Individual research buildings are anticipated to range between 300,000–500,000 square feet in size; typical floor plates would be in the 30,000–50,000 square foot range.
- Demand for new office space is anticipated to be largely confined to downtown New Haven, with limited potential in the Hill-to-Downtown district in the near- to medium- term; over the longer term, the district may have potential to accommodate office expansion in smaller buildings in the 60,000 to 100,000 square foot range.

### **Retail Market Analysis**

*Prepared by MJB Associates*

- Between 2013 and 2023, the district has the potential to accommodate new retail space provided expansion of residential and research space is underway.
- Up to 40,000 square feet of Convenience Retail is possible—potential uses include a specialty food market, a stand-alone pharmacy, a fitness club, and a discount variety store together with other service business such as eating and drinking establishments.
- The district may have the possibility of accommodating some larger format retailers at a Church Street location. These retailers would most likely be medium-sized box concepts that cannot be accommodated downtown, but which are willing and able to stand on their own and do not require much in the way of co-tenancy to succeed. Potential retailers could possibly include off-price fashion stores such as Marshalls, one-per-market concepts such as Anthropologie, or vintage/thrift fashion stores such as Savers.
- In order to attract retailers to the district, improved connections to the district from downtown and the Hill will be needed, together with provision of a safe and secure retail environment.

# 5

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## The Community Plan

## VISION FOR THE DISTRICT

### **Create a vibrant, walkable, mixed-use district.**

The Community Plan envisions a dramatic transformation of the district. A place that seems neglected today, its identity shaped by surface parking lots, can become a vibrant, walkable, mixed-use district combining new homes with growing medical and research uses, served by new retail and entertainment venues, walkable streets and new public spaces.

Church Street can become the attractive centerpiece of this new area, a great street that reflects the city's vitality and urban traditions, mixing housing and research, open space and places to socialize for the entire community. An improved street grid will fill in missing links and make it easier to get around—for pedestrians and bicyclists as well as drivers. Residents, area workers, and visitors can also benefit from improved access to and from Union Station as well as expanded retail and amenities within the station itself. New homes, businesses, research and medical uses will take the place of surface parking lots that define much of the area today, with parking accommodated within new structures.

### **Create a new public open space, Union Square, as the hub of the district.**

To the east of Church Street, a new predominantly residential district will be developed around Union Station, with opportunities for office, retail and entertainment uses. This area will be centered on a re-development of the Church Street South residential

complex where the 300 existing units of housing will ultimately be replaced by up to 750 units of mixed-income housing and other related uses.

A central aspect of this redevelopment will be creation of a major new public space, Union Square, surrounded by housing and retail uses, and providing direct access between Union Station, Church Street and the district as a whole. This new public space will become a focus of activity serving current and future residents, area workers and visitors to the city.

### **Strengthen and grow the existing medical district west of Church Street.**

To the west of Church Street, the primary uses will be research and medically-oriented uses with supporting housing and retail activity. Taller building will be sited near Route 34, with building heights stepping down to neighborhood edges. The plan envisions development of housing along Columbus Avenue in order to form an attractive transition between the medical area and the adjacent neighborhood.

### **Invest in infrastructure and improve street network.**

New streets will be developed to fill in missing links in the street grid and make it easier to get around. Key improvements include the extension and realignment of Lafayette Street to provide direct access between College Street and Union Avenue and re-establishing the connection of Columbus Avenue

The Community Plan envisions a vibrant, walkable, mixed-use district combining new homes with growing medical and research uses, served by new retail and entertainment venues, walkable streets and new public spaces.

between Church Street and Union Avenue. This plan also integrates with the Downtown Crossing project recommendations for establishing new connections at Orange and Temple Streets. The Community Plan includes guidelines for development of all streets, allowing phased improvements over time as circumstances and funding allow.



**Continued investment around Trowbridge Square**



### Preserving Housing Affordability within the District

As the district changes, it must continue to serve the people who live there today. The plan includes development of approximately 1,400 new housing units over the next 10 years with approximately 300 new homes allocated to people of low-and-moderate incomes. Each new residential development within the district should aim to incorporate an allocation of affordable units, including 2- and 3-bedroom units targeted to families.

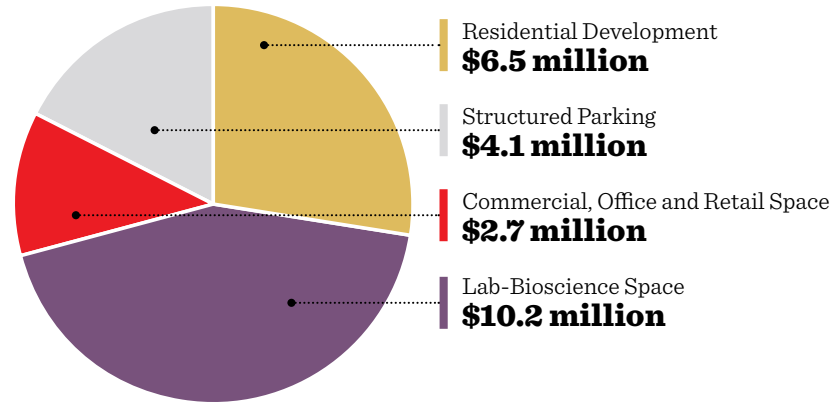
### Quantifying Economic Benefits

Development within the district will result in substantial economic benefits for the neighborhood, the city and the region. Over the longer term, the district has the capacity to support over 2 million square feet of institutional and private sector lab and research space and more than 2,000 new homes. This growth in jobs and residents will create the potential for an expansion in shopping and entertainment uses that serve both existing and future workers and residents.

Over the next 10 years, development of up to 1 million square feet of lab/research space and related office use is possible, resulting in the creation of 2,500 new permanent jobs and accounting for \$165 million in annual payroll. Approximately 10,000 construction-period jobs could also be created.

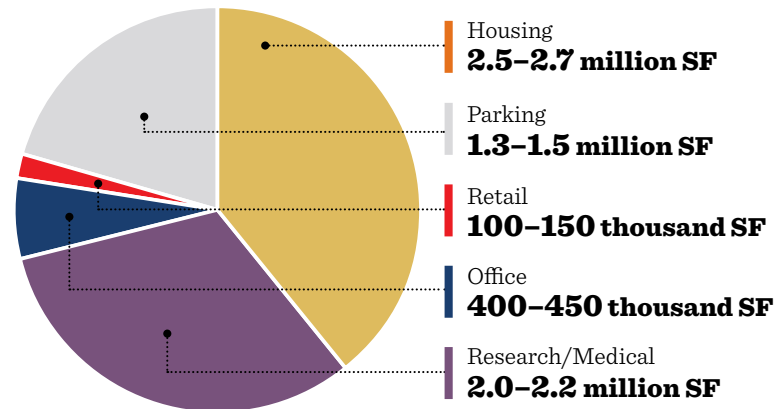
When fully developed, the district can make a major contribution to the City’s tax base, providing financial support for a variety of community services. New property tax revenues have been estimated by the City of New Haven at over \$23 million annually.

#### ANNUAL NEW PROPERTY TAX REVENUE OVER THE LONGER TERM



*Full development of the Hill-to-Downtown district has the potential to generate over \$23 million in new annual property tax revenue for the City of New Haven.\**

#### HILL-TO-DOWNTOWN LONG TERM DEVELOPMENT PROGRAM



**NOTE:** LONG-TERM PROGRAM DOES NOT INCLUDE 100 COLLEGE STREET, DOWNTOWN CROSSING OR COLISEUM SITE DEVELOPMENT.

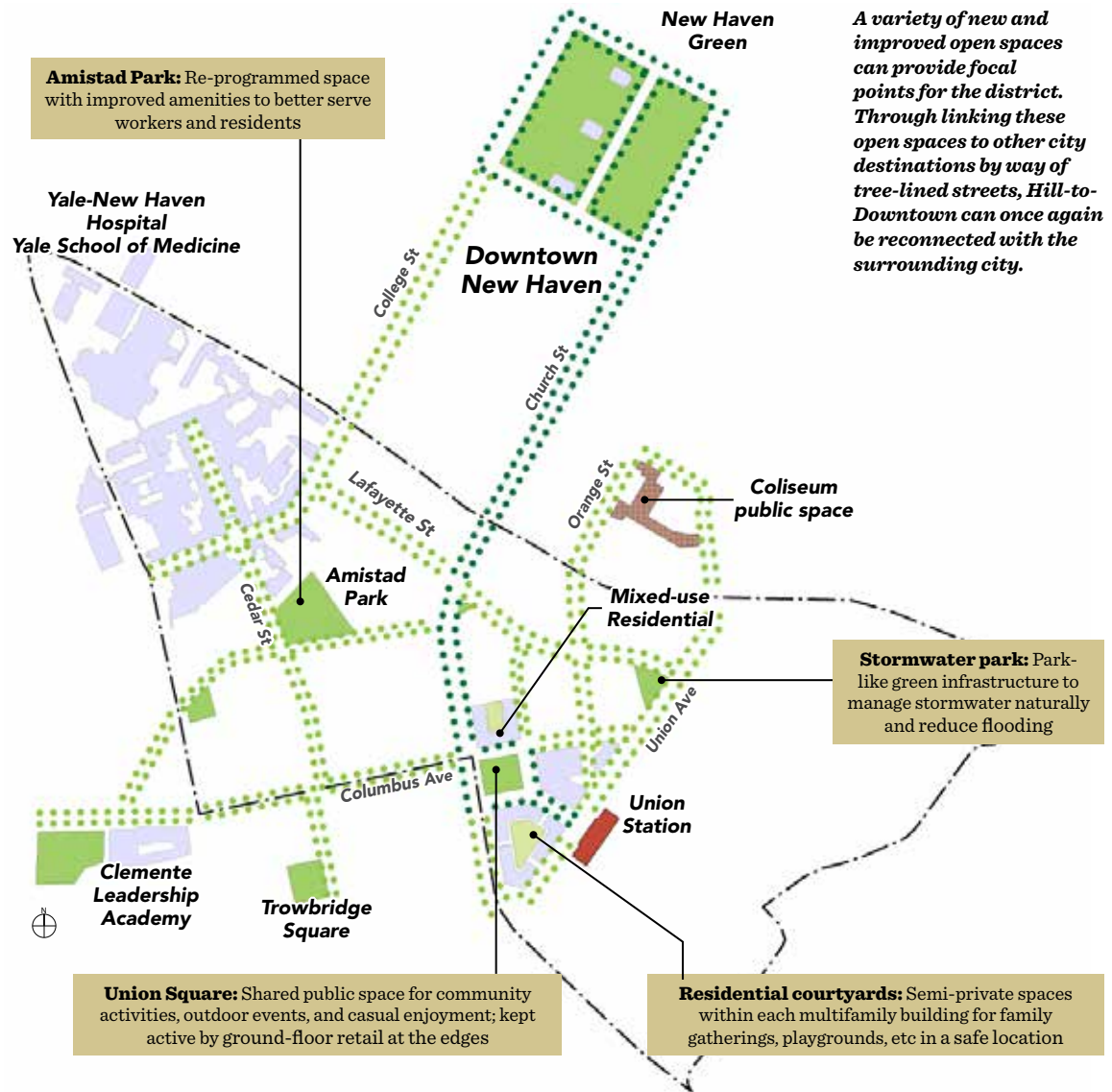
\* City of New Haven estimates; estimates assume a mix of private sector and institutional space.

## THE POST OFFICE SITE



At the intersection of Route 34 and Brewery Street (east of Union Station), the 15-acre Post Office site has high redevelopment potential. The site has many strengths: visibility from I-91 and I-95, waterfront views, potential connections to downtown New Haven and Hill-to-Downtown, and transit-oriented development potential. If the large, single-story post office facility and support buildings were to move, a strategically important parcel would become available for new development that could complement the Long Wharf area. Physical connectivity to the Hill-to-Downtown district is challenging given the current road and railway infrastructure configuration. Nonetheless, the property is a potential candidate for a major research or office use over the longer term. The site is currently zoned as BE—Wholesale and Distribution with an FAR of 6.0. CTDOT has also expressed potential interest in this parcel for additional surface parking for their facilities.

## OPEN SPACE NETWORK



*A variety of new and improved open spaces can provide focal points for the district. Through linking these open spaces to other city destinations by way of tree-lined streets, Hill-to-Downtown can once again be reconnected with the surrounding city.*

## Street Grid

The Community Plan fills in missing links in the district’s street grid, making it easier to get around for pedestrians, bicyclists and drivers. The following represent key changes (see following page):

**Lafayette Street.** Extend Lafayette Street so that it connects between College Street and Union Avenue. This improvement will involve some realignment of the street, involving adjustments to the right-of-way.

**Columbus Avenue between Church and Union.** This former roadway link was closed in conjunction with development of Church Street South housing. Re-opening this roadway to connect through to Orange Street and Union Avenue will allow better access between the neighborhood and Union Station/Union Avenue.

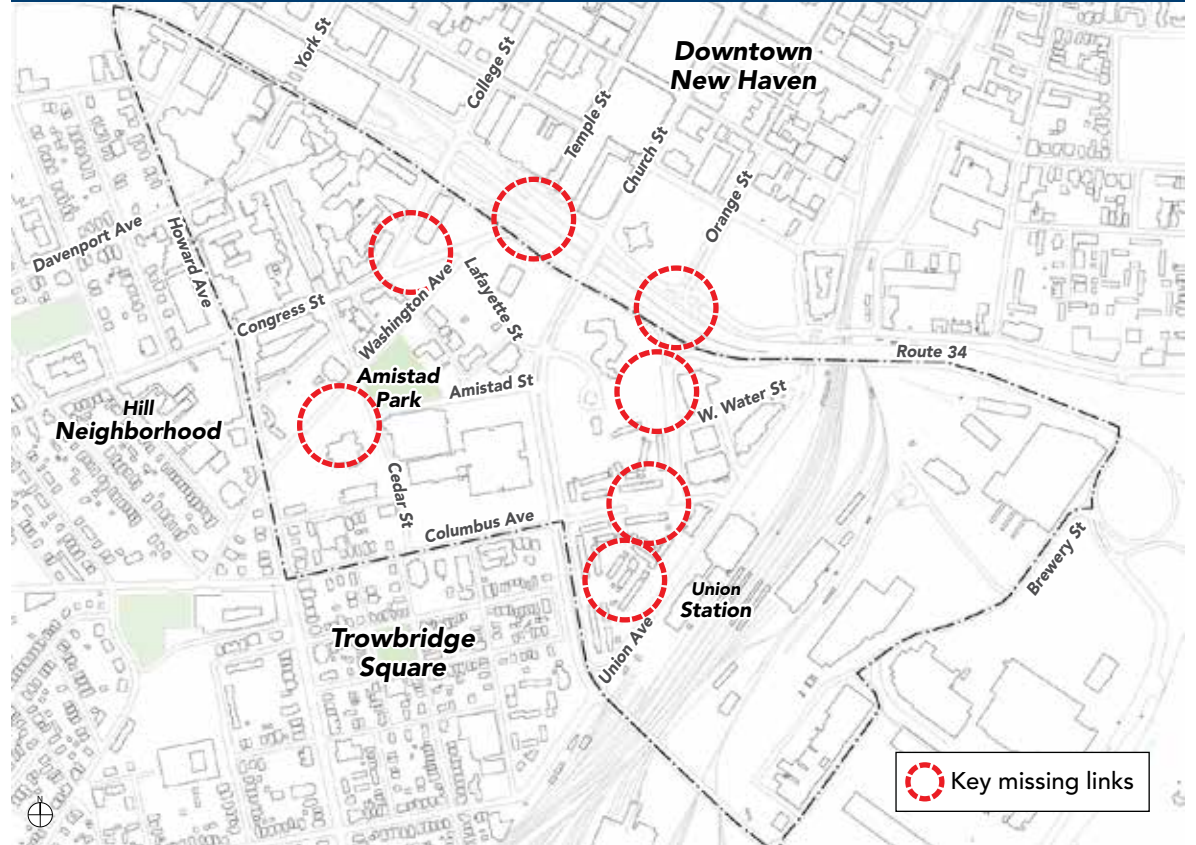
**Church Street South residential development roadways.** New streets within Church Street South are key to ending the isolation of this property from the rest of the district. Critical roadways include a new road and pedestrian corridor extending directly from the front door of Union Station through to Church Street.

**New Temple and Orange Street connection.** These small segments of roadway would complete the planned extension of Temple and Orange Streets across Route 34 that is part of the Downtown Crossing project. Temple Street would be the access street to two new development parcels slated for bio-medical and commercial mixed-use.

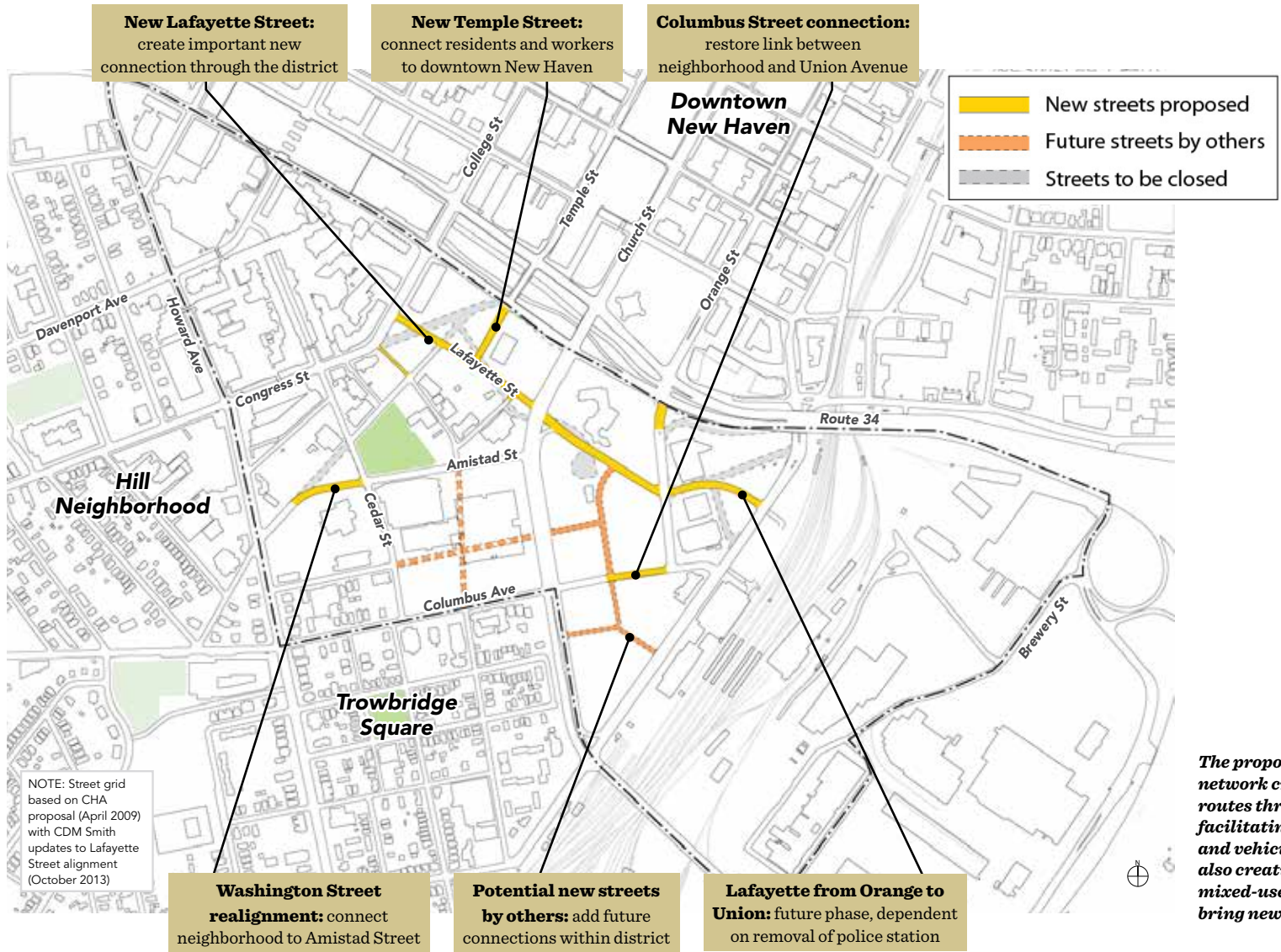
**Washington Street realignment.** Between Howard Avenue and Cedar Street, this small segment of roadway is refined to turn towards Amistad Park and link to Amistad Street which would connect directly to Church Street as an important new connection through Hill-to-Downtown.

**Future streets on the former Yale Nursing School parcel.** The Yale School of Nursing building is likely to remain in its current form in the near and medium term. Longer term, two roadways are suggested to tie the parcel back into the district street pattern and to allow for redevelopment.

**EXISTING STREET NETWORK:  
MISSING LINKS WITHIN THE GRID LEAD TO DISORIENTATION AND CONGESTION**



**NEW STREET NETWORK: FILLING IN MISSING LINKS TO IMPROVE MOVEMENT**



*The proposed new street network creates more direct routes through the study area, facilitating pedestrian, bicycle, and vehicular movement, while also creating new parcels for mixed-use development that will bring new activity to the area.*

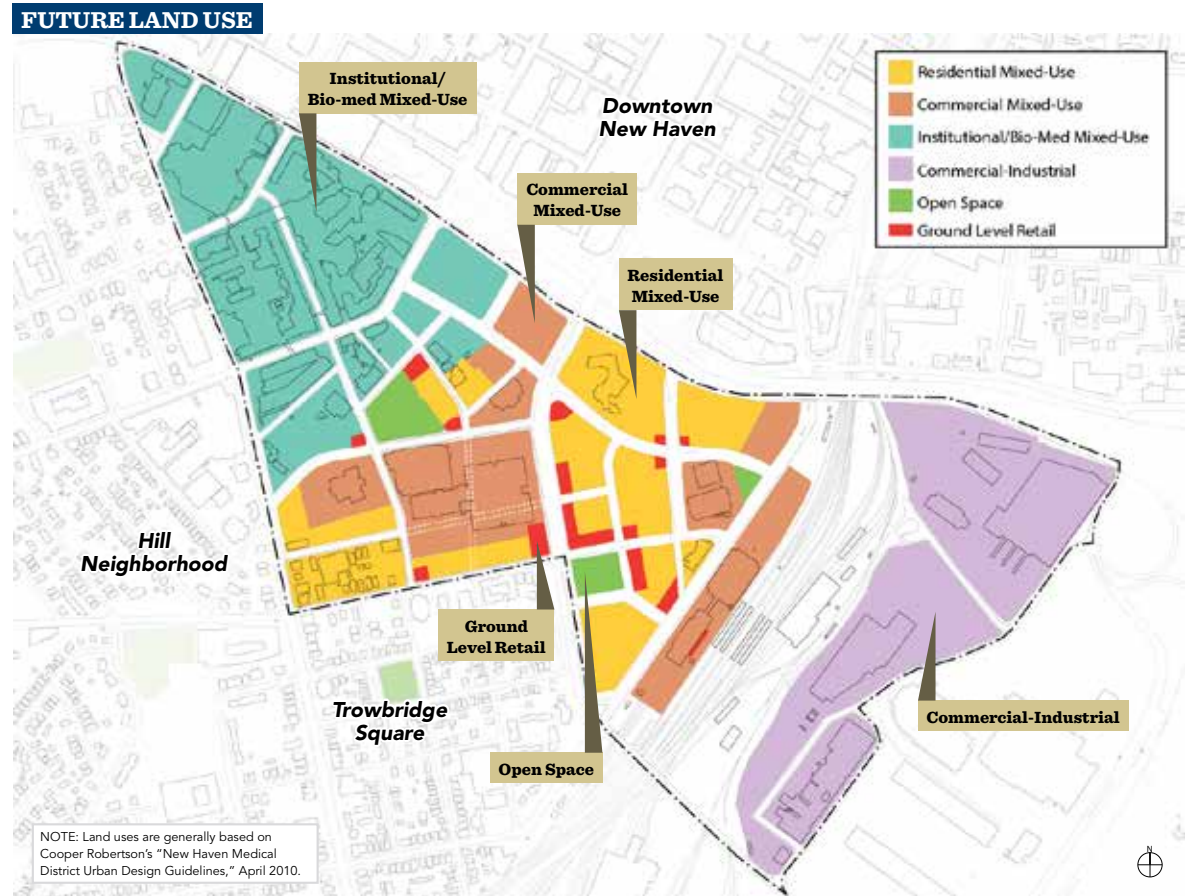
## Land Use

The Land Use Plan provides general guidance on the future mix of uses in Hill-to-Downtown. The Community Plan generally recommends residential and commercial mixed-use east of Church Street, and commercial and institutional/bio-medical mixed-use west of Church Street. Preferred ground-level retail locations are also represented, offering community amenities, strengthening the Church Street corridor and defining a new open space at Union Square.

Even in areas where ground-level retail use is not feasible based on market demand, every effort should be made to include active uses such as lobbies, small plazas or other amenities along the street edge of principal streets.

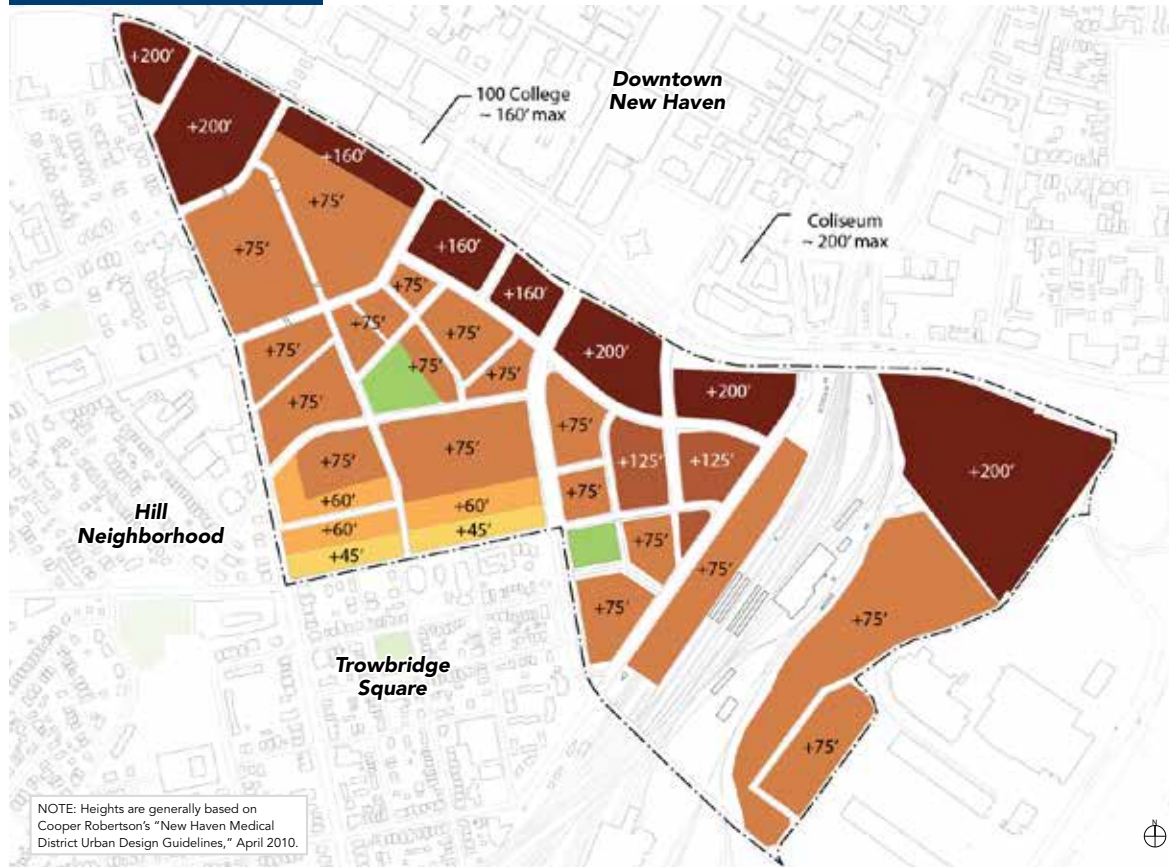
Definitions for several of these mixed-use categories were previously developed in the New Haven Medical District Urban Design Guidelines Study and are summarized as follows:

- **Residential Mixed Use** includes residential, retail and commercial uses.
- **Commercial Mixed Use** includes offices, retail, medical offices and clinics, ambulatory care facilities, and residential uses.
- **Institutional/Bio-Medical Mixed Use** includes hospital beds, bio-medical labs and educational facilities, medical offices and clinics, ambulatory care facilities, and retail uses.



***Proposed land uses call for more residential and commercial mixed-use in areas that are mostly surface parking lots today in order to bring more people and retail amenities to the study area.***

**PROPOSED HEIGHT LIMITS**



NOTE: Heights are generally based on Cooper Robertson's "New Haven Medical District Urban Design Guidelines," April 2010.

**Potential height limits are tallest near Downtown Crossing (Route 34) and step down toward the Hill neighborhood and Trowbridge Square.**

**Building Heights**

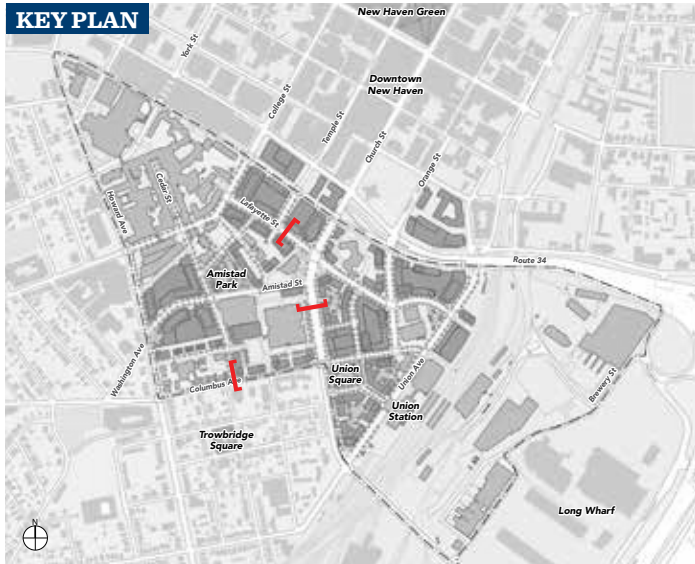
Current New Haven zoning does not provide specific height limits for much of the district. The Community Plan provides a guide for height limits within the district with taller heights possible along Route 34 and Lafayette Street and lower heights along neighborhood edges.

These proposed height limits can be incorporated into either a form-based code or other new zoning policies that will facilitate development of the district as outlined on this Community Plan.

## Street Character

Street character varies across the district, reflecting different uses, street widths and building heights, but broadly falls into three categories:

- **Low-rise:** streets at the edge of the district such as Columbus Avenue adjacent to the former Yale Nursing School property have the lowest buildings and the most modest and intimate scale.
- **Mid-rise:** Church Street, Union Avenue and other streets in the heart of the district have a mid-rise urban, mixed-use character.
- **High-rise:** streets that accommodates high-rise building such as New Lafayette Street located along the edges of the downtown area, furthest from existing residential development.



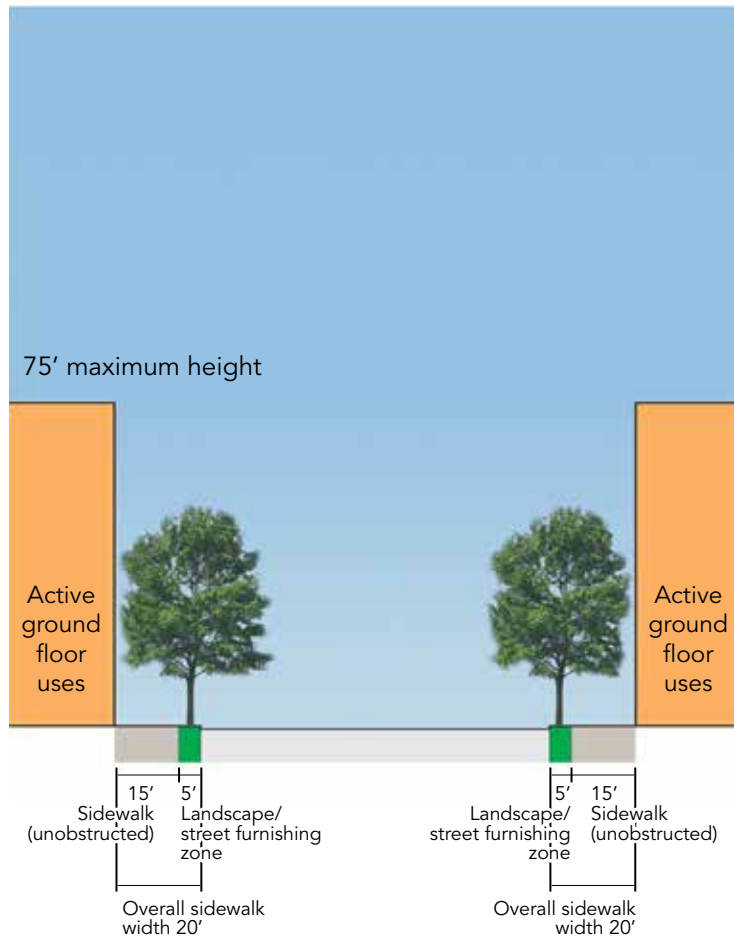
## LOW-RISE Neighborhood Edge

### *Columbus Avenue*



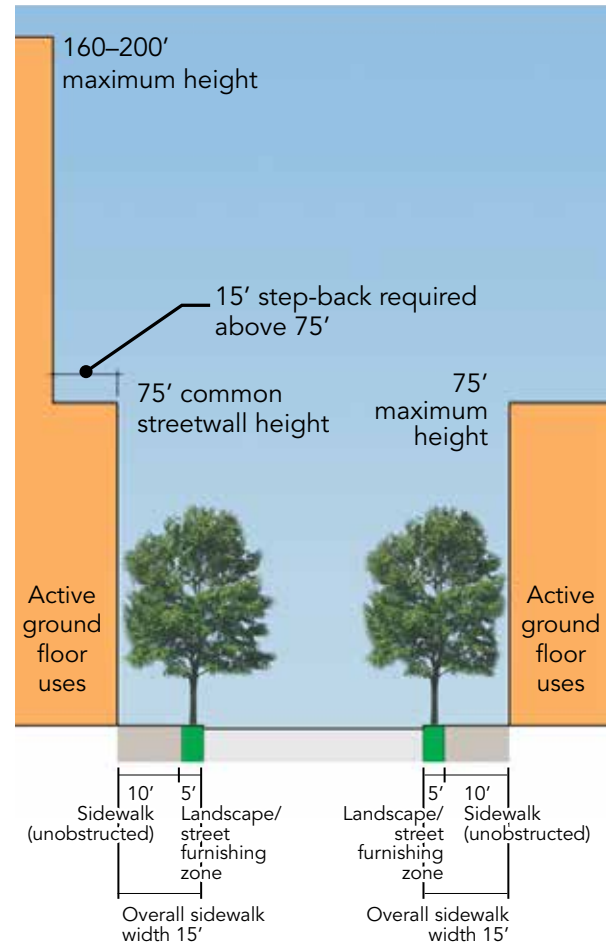
**MID-RISE  
Main Street**

*Church Street between Amistad Street and Union Avenue*



**HIGH RISE  
Research/Residential Street**

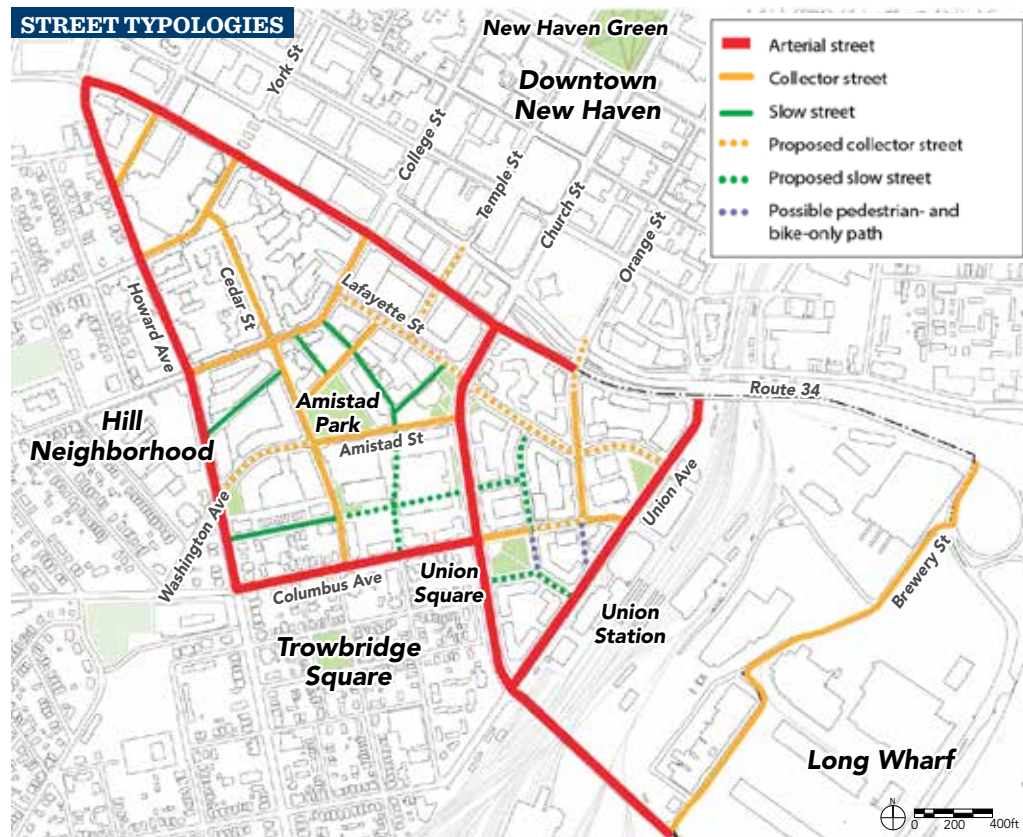
*Lafayette Street*



# MOBILITY—STREETS, BIKES, PARKING, TRANSIT

## Street Typologies

Collectors and slow streets within the district balance the needs of all users and connect people to and through the district. Arterials around the edges of the district such as Howard, Columbus and Church Streets and Union Avenue as the primary gateway streets to downtown, facilitate the movement of traffic while still accommodating pedestrians, cyclists, and transit users.



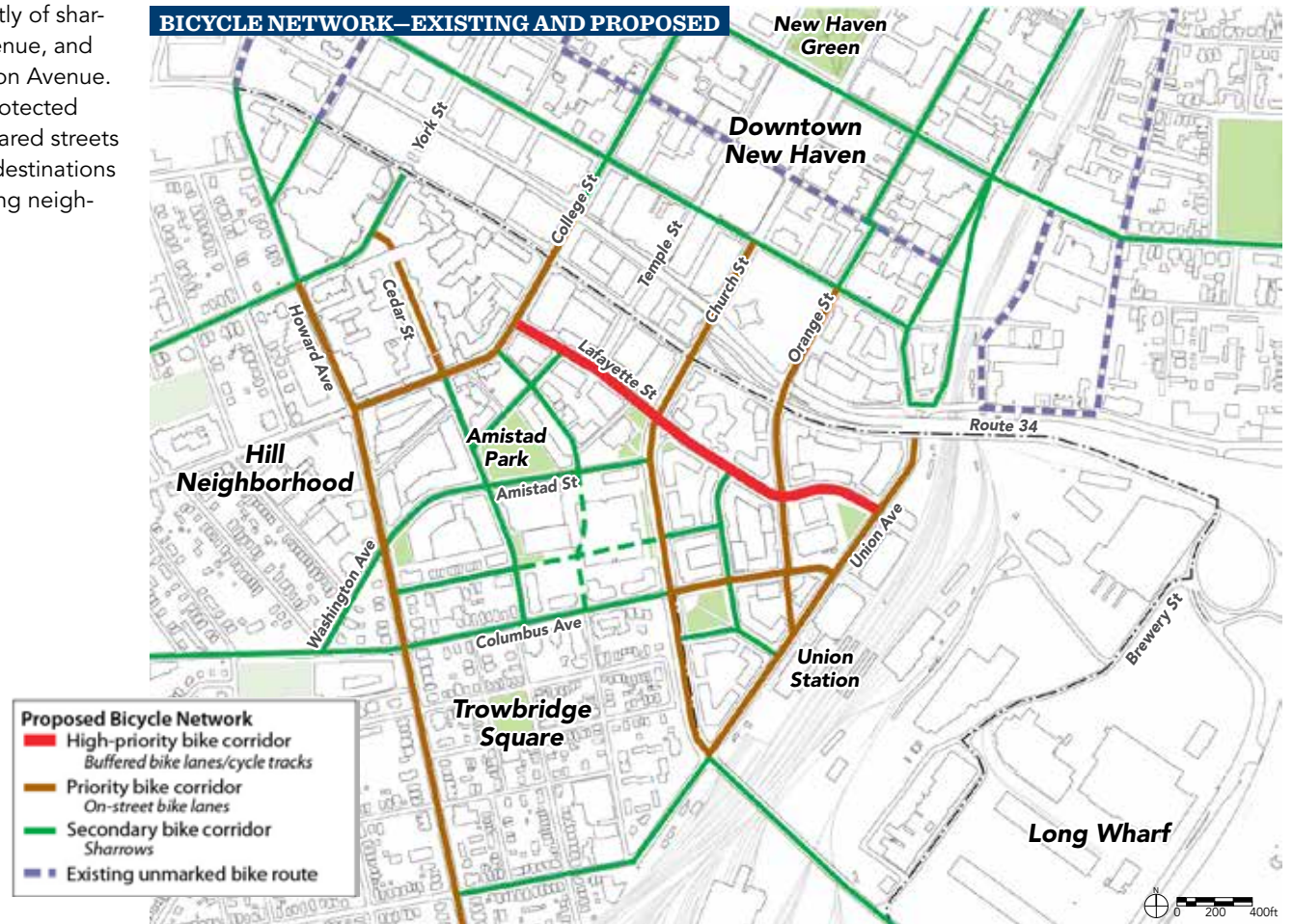
	Design Goal	Design Objectives
<b>ARTERIAL</b>	Maintain current levels of vehicular mobility while improving transit, pedestrian and bike mobility or, where appropriate, slow traffic to improve pedestrian and bike access and safety.	<ul style="list-style-type: none"> <li>• Lane width reduction; and traffic calming features where warranted</li> <li>• Separated bicycle facilities</li> <li>• Improved pedestrian lighting</li> <li>• Extend retail/dining uses into street with bulb-outs or parklets</li> <li>• Improve street furnishings</li> </ul>
<b>COLLECTOR</b>	Maintain current levels of vehicular mobility while enhancing transit and slowing traffic to improve pedestrian and bicycle access & safety.	<ul style="list-style-type: none"> <li>• Improve functionality of streets and sidewalks by reconstructing pavements, curbs, crosswalks, street trees and lighting as needed</li> <li>• Install new traffic calming features where warranted</li> </ul>
<b>SLOW STREET</b>	Restrict street access to vehicles destined to uses on street but greatly reduce speed; prioritize pedestrian and bicycle use of street over vehicular use. Wider sidewalks for pedestrian mobility.	<ul style="list-style-type: none"> <li>• Alter the character of the street to reduce operating space of vehicles</li> <li>• Construct horizontal and vertical deflection devices to significantly slow vehicles</li> <li>• Replace select paved areas with green space within ROWs</li> </ul>



***COLUMBUS AVENUE*** is one of the district's key arterial streets. Residential development at the edge of the Yale Nursing School site could transform Columbus Avenue and create an attractive transition to surrounding neighborhoods.

## Bicycle Network

The existing bicycle network consists mostly of sharrows in Downtown and along Howard Avenue, and several unmarked bike routes such as Union Avenue. The proposed bicycle network features protected and standard bike lanes, sharrows, and shared streets that facilitate cyclist movement between destinations and throughout the district and surrounding neighborhood.



## Parking Strategy

Existing surface parking lots should be phased out to make room for new development. This parking supply and new demand should be accommodated in parking structures that are located within blocks and screened from public view with active uses. Generally, these locations should be distributed around the edges of the district and be shared among several blocks and uses.

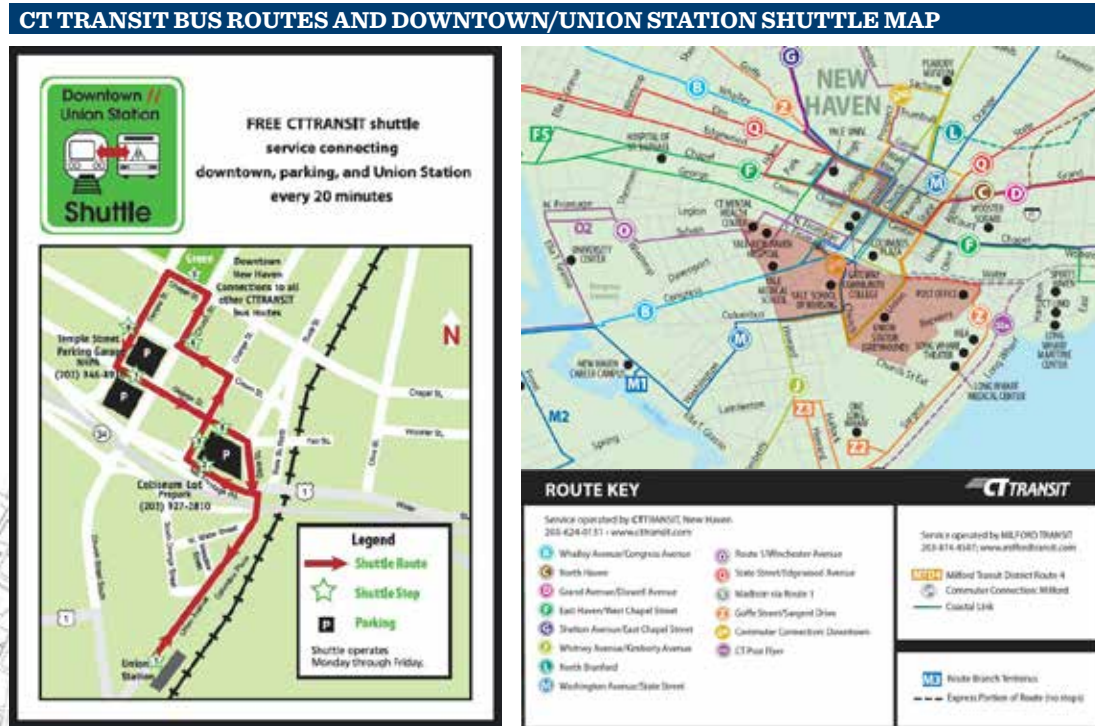
Between College Street and Union Station, the district accommodates approximately 6,000 off-street parking spaces today. Estimated future parking need at full-build is approximately 12,000 spaces, assuming the use of shared parking and robust transportation demand management strategies. This assessment is based on an analysis of the existing parking supply, required replacement of parking displaced by new development, and the additional demand generated by new development. This assessment will continue to evolve as the district is built out. Parking will be accommodated by a combination of the new parking structures identified in the Community Plan, other parking locations within blocks or in the basement-level of some buildings, and on-street parking.



## Transit Improvements

There are a number of shuttle bus routes that run through the Hill-to-Downtown district today. A potential new circulator route shown at right provides a simple solution to enhancing transit access in order to promote connectivity between Hill-to-Downtown, the Medical District, the Union Station area, and the Hill neighborhood. These and other transit improvements could be advanced through a joint venture between the City, Yale, and CT Transit. The diagram indicates a preferred circulator route for shuttle service in the district.

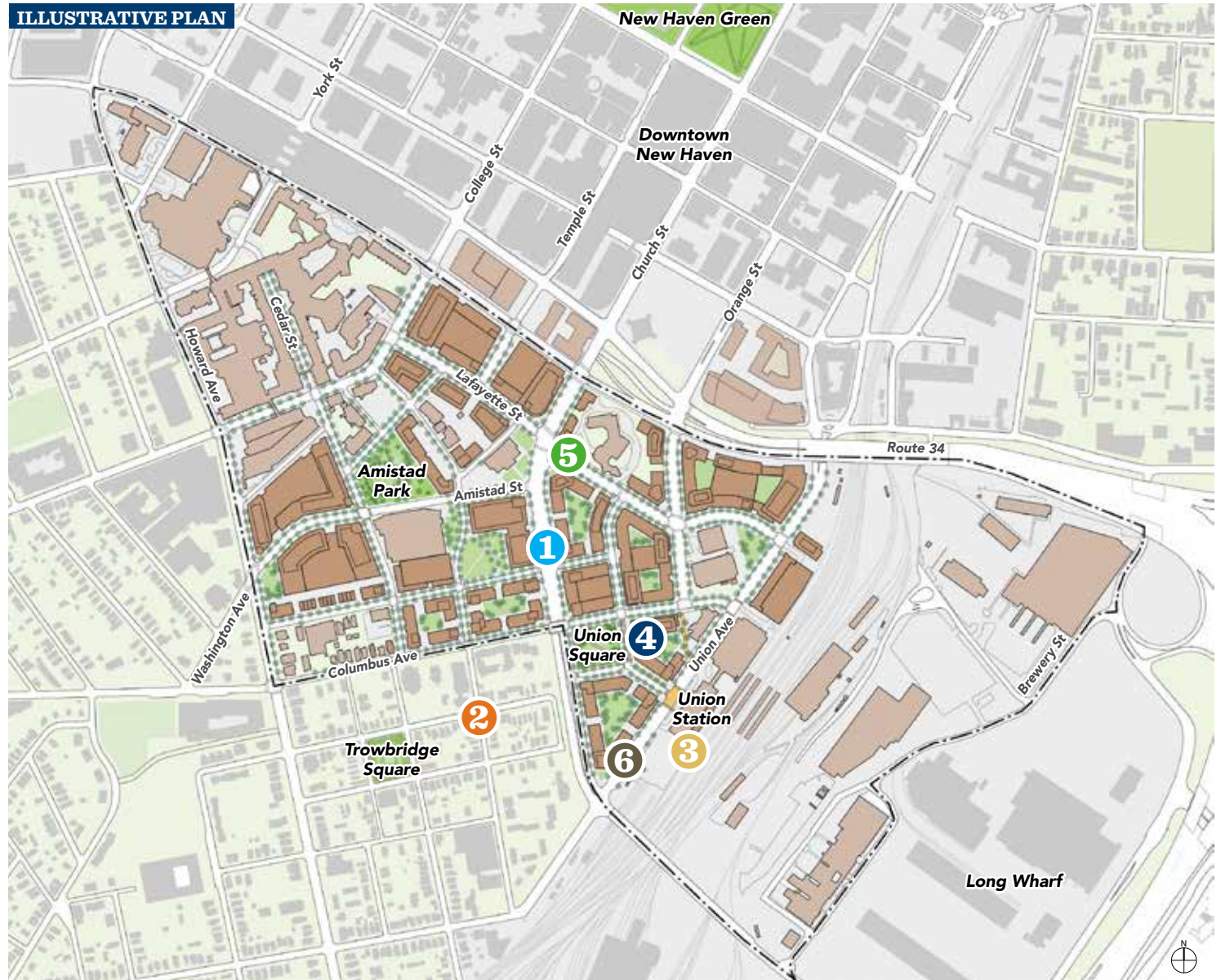
CT Transit, not the City of New Haven, plays the lead role in determining public bus routes within the city.



# 6

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## Key Initiatives



## SIX KEY INITIATIVES

### **1** Establish Church Street as the Center of a Walkable, Mixed-Use District

The Community Plan establishes Church Street as an active, pedestrian-oriented roadway defined by new housing, open space, retail, research and institutional uses.

### **2** Invest in Existing Neighborhoods (Columbus, Howard, Trowbridge)

The Community Plan promotes strengthened connections between Hill-to-Downtown and Trowbridge Square. A significant reuse opportunity exists at the Sacred Heart Church campus on Columbus Avenue, with several infill opportunities on Cedar Street and Howard Avenue. Funding should be established for these targeted investments that will strengthen the existing neighborhood.

### **3** Connect Union Station to Church Street

The Community Plan seeks to reestablish a historic connection between Union Station and Downtown by creating a new pedestrian/vehicular corridor extending from the front doors of Union Station directly to Church Street.

### **4** Redevelop the Church Street South Residential Complex

The Community Plan shows a potential scenario for how this critical area of the district could be redeveloped as a new mixed-income residential community including retail, restaurants and a new destination open space at the doorstep of downtown.

### **5** Build a New Lafayette Street

The Community Plan establishes a New Lafayette Street, enhancing access, assisting with traffic demand management, and opening up significant development opportunities on key parcels of land along Route 34. The new street builds on the plan for New Orange and Temple Streets that is part of the Downtown Crossing initiative.

### **6** Strengthen Union Avenue

The Community Plan proposes roadway improvements for Union Avenue, making it a “complete street”—one that balances the needs of autos, pedestrians, and cyclists and anticipates future development next to and across from Union Station.

# 1 Establish Church Street as the Center of a Walkable, Mixed-Use District

The re-thinking of Church Street as an active, pedestrian-oriented Main Street defined by new mixed-use development is central to the Hill-to-Downtown Community Plan. Church Street will become a true gateway into the city—linking the Hill, Union Station, a new “Union Square”, Yale-New Haven Hospital and Yale School of Medicine to New Haven Green.

A revitalized Church Street will provide an attractive address for new residential, retail and commercial development and an appropriate urban setting for cars, pedestrians, and cyclists. Development along Church Street include mid-rise residential buildings, ground floor retail, and office/medical uses between Union Avenue and Route 34/Downtown Crossing. Where ground floor retail is not feasible based on market demand, buildings on Church Street would include lobbies and other active uses to tie the buildings to the street life.

The transformation of Church Street into a “great street” will profoundly change the way the Hill, the medical/research district, downtown, Church Street South and Union Station come together and interact.

**CHURCH STREET: A GREAT STREET**





**CHURCH STREET REDEFINED:** Future view of Church Street from the corner of Columbus Avenue looking towards Downtown Crossing. This street can become the vital main street of the district.

Almost every parcel facing Church Street could be redeveloped in coming years. Most notably, these include the two largest parcels: the Church Street South Residential Complex and the former Yale School of Nursing site. Other major opportunity sites include land between Lafayette Street and South Frontage Road west of Church Street and the parcel south of Lafayette Street to the east of Church Street. Even the frontage of the Tower One/Tower East parcel may have the potential to add a modest level of infill development along the street edge at some point.

**Redevelopment of former Yale School of Nursing site**

**Redevelopment of Church Street South**



**Redevelopment of corner of Lafayette and Church Streets**

**Redevelopment of city-owned parcel**

**Create Union Square**

## THE FUTURE OF THE YALE SCHOOL OF NURSING PARCEL

The Yale School of Nursing has relocated to Yale's west campus facility and the building currently houses other Yale related uses. As part of the Community Plan, an investigation was made into potential intermediate and long term scenarios for developing the site in order to engage with and strengthen the redefined Church Street corridor.



### INTERMEDIATE: Strengthen the Edges

Parking lots and fences form the edges of the Nursing School site today. As an intermediate step, these parking areas could be replaced with neighborhood-scale housing along Columbus Avenue to form a better transition to the Trowbridge Square neighborhood. Additional development could also be located on the Amistad Street side. Along Church Street, an expanded and inviting green space could create an attractive landscaped edge along the improved gateway street, with parking relocated to a new garage on the back of the parcel, adjacent to the existing garage.



### LONG-TERM: Redevelop the Site

In the long-term, Yale is encouraged to seek to replace the existing two-story building with institutional mixed-use structures that would provide expanded space and form a more campus-like front door for the Medical School. This scenario envisions the new housing from the intermediate stage remaining with the new institutional development behind it, mostly along Church Street and Amistad Street. This development should include active spaces at the ground level, such as student common spaces, inviting lobbies, or other active uses.

## 2 Invest in Existing Neighborhoods (Columbus, Howard, Trowbridge)

Columbus Avenue represents a significant opportunity for development combined with streetscape improvements, strengthening connections between Hill-to-Downtown and surrounding neighborhoods. Several other City-led initiatives are already underway within the neighborhood and are yielding results. New home construction and home renovations are also taking place along Putnam Street under the leadership of New Haven’s Livable Cities Initiative (LCI). The Trowbridge Square Recreation Center is being studied for adaptive re-use.

Re-use of the now vacant Sacred Heart Church campus along Columbus Avenue across the street from the former Yale School of Nursing parking lots would complement other neighborhood initiatives and begin the process of reestablishing this section of Columbus Avenue as a vital street. Redevelopment of the edges of the Yale Nursing School site for housing would also advance this key goal. Cedar Street—which begins at the Yale School of Medicine and terminates in the Trowbridge neighborhood—could also become an important community spine, with a mix of infill development that would bring pedestrian life and activity to this area. Opportunity parcels along Howard Avenue for small infill projects and community amenities should also be considered.



The City will need to continue to invest funds to renovate homes and improve streetscapes, and advance other initiatives that will improve the vitality of the established neighborhoods.



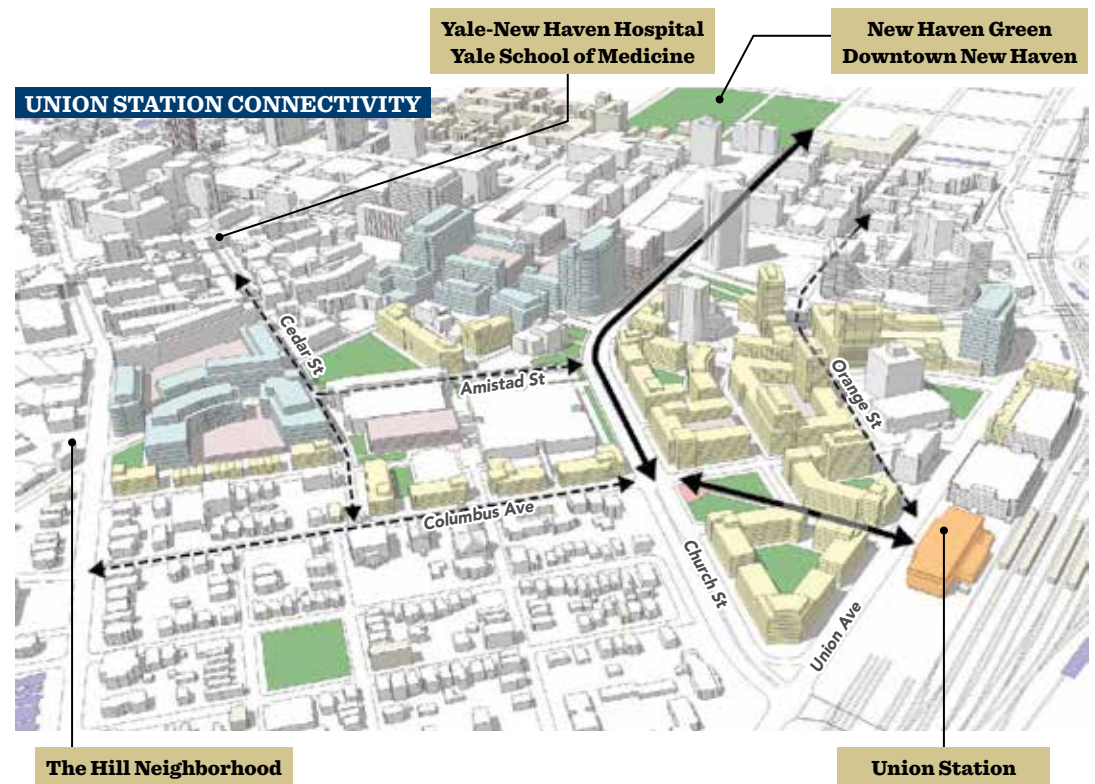
**COLUMBUS AVENUE** street edge today



***COLUMBUS AVENUE: Residential development at the edge of the Yale Nursing School site together with reuse of the now vacant Sacred Heart Church campus could transform Columbus Avenue and create an attractive transition to surrounding neighborhoods.***

# 3 Connect Union Station to Church Street

Union Station is not clearly connected to downtown New Haven, the medical district or the Hill. Pedestrians must use Union Avenue to access downtown, circulating under the Route 34 viaduct and finding their way from there, not a pleasant experience. Vehicular circulation to and from the station is similarly confusing and fragmented. In conjunction with redevelopment of the Church Street South residential complex, the opportunity exists to create a new bold connection from Union Station directly to Church Street through a promenade that links the stations front doors to a new public space—“Union Square”—at the corner of Church Street and Columbus Avenue. This visual and physical promenade would pass through a redeveloped Church Street South, be lined by residential and retail uses, frame a direct view to the historic Cass Gilbert station, and provide a memorable and functional link between the station and the city. Over time, the Union Avenue connection to downtown will be improved, as will Orange Street as part of Phase II of the Downtown Crossing project, however, the new link and pedestrian path to downtown via Church Street has the potential to be a truly transformative element in the identity of the Hill-to-Downtown district if not all of New Haven.



**UNION STATION**, as a civic landmark and a major gateway to New Haven, should be easily connected to the city via safe, attractive, and vibrant pedestrian corridors



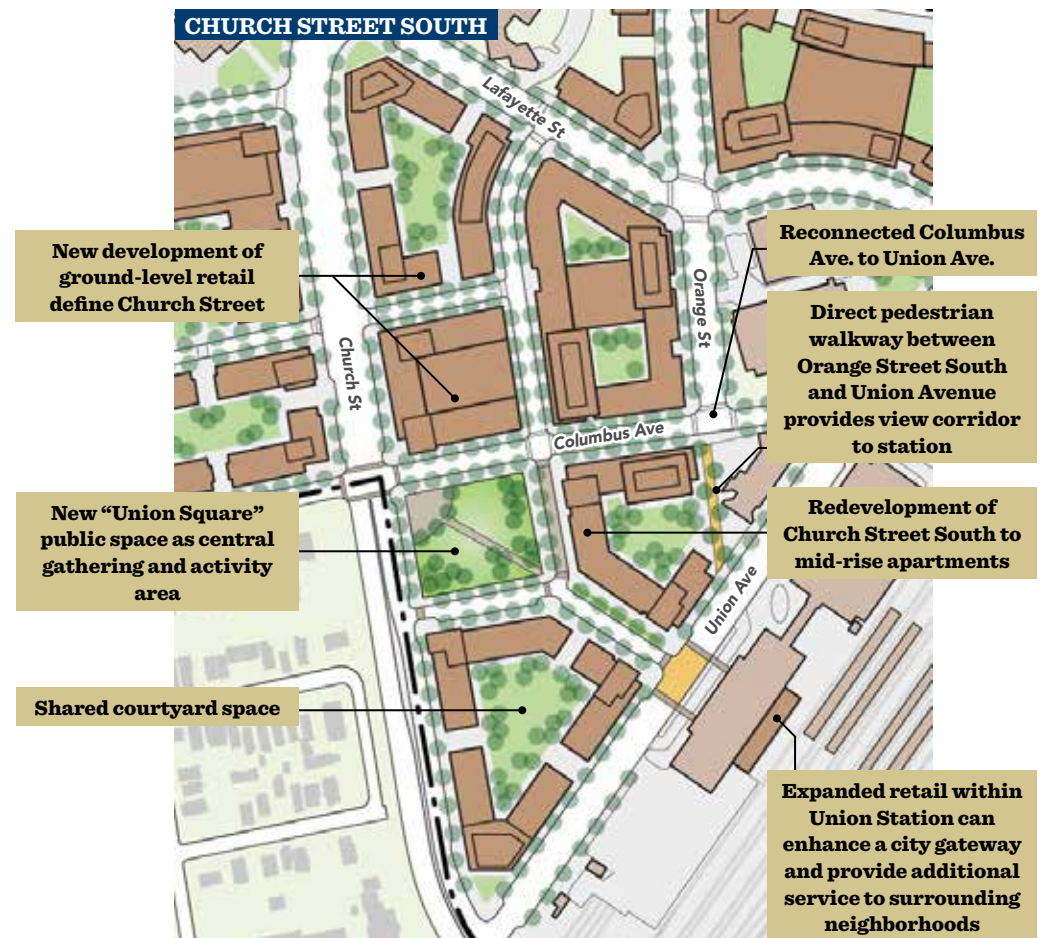
***UNION SQUARE*** looking towards Union Station: The new square connects the station to Church Street and downtown and also provides a central gathering place and activity center surrounded by shops and housing for Hill-to-Downtown.

# 4 Redevelop the Church Street South Residential Complex

In order to create new high-quality, mixed-income housing for current and future residents and to overcome Church Street South’s isolation from the fabric of the district, the Community Plan envisions a comprehensive redevelopment of the existing 300 unit Section 8 housing complex. This initiative continues the dialogue commenced in 2011 between Northland Investment Corporation, the property owner, and the City of New Haven. The redevelopment scenario anticipates predominantly mid-rise apartments, select high-rise residential blocks, town-homes, and public spaces, complemented by retail and office use.

Approximately 750 new units of housing would be created through the plan with ground level retail along portions of Church Street, Columbus Avenue, Union Avenue, and Orange Street. A new “Union Square” is proposed at the intersection of Church Street and Columbus Avenue, surrounded by residential and retail uses and offering a focal point of community activity, including play areas for children, while opening vehicular, pedestrian, and bicycle access to Union Station.

Parking to serve the property would be provided below building footprints and in new parking structures as well as on-street. During the planning process, the City of New Haven, working collaboratively with





**CHURCH STREET SOUTH REDEFINED:** *High-quality, mixed-income housing combined with retail and office uses, and a great new community open space transform a gateway to the city.*

## CITY OF NEW HAVEN/ COMMUNITY REDEVELOPMENT PRINCIPLES FOR CHURCH STREET SOUTH

The following is a summary of key development principles prepared by the City of New Haven and the community to guide any future redevelopment of this privately-owned Section 8 residential development. These principles were discussed with Church Street South tenants at an April 16, 2013 meeting and at subsequent public meetings.

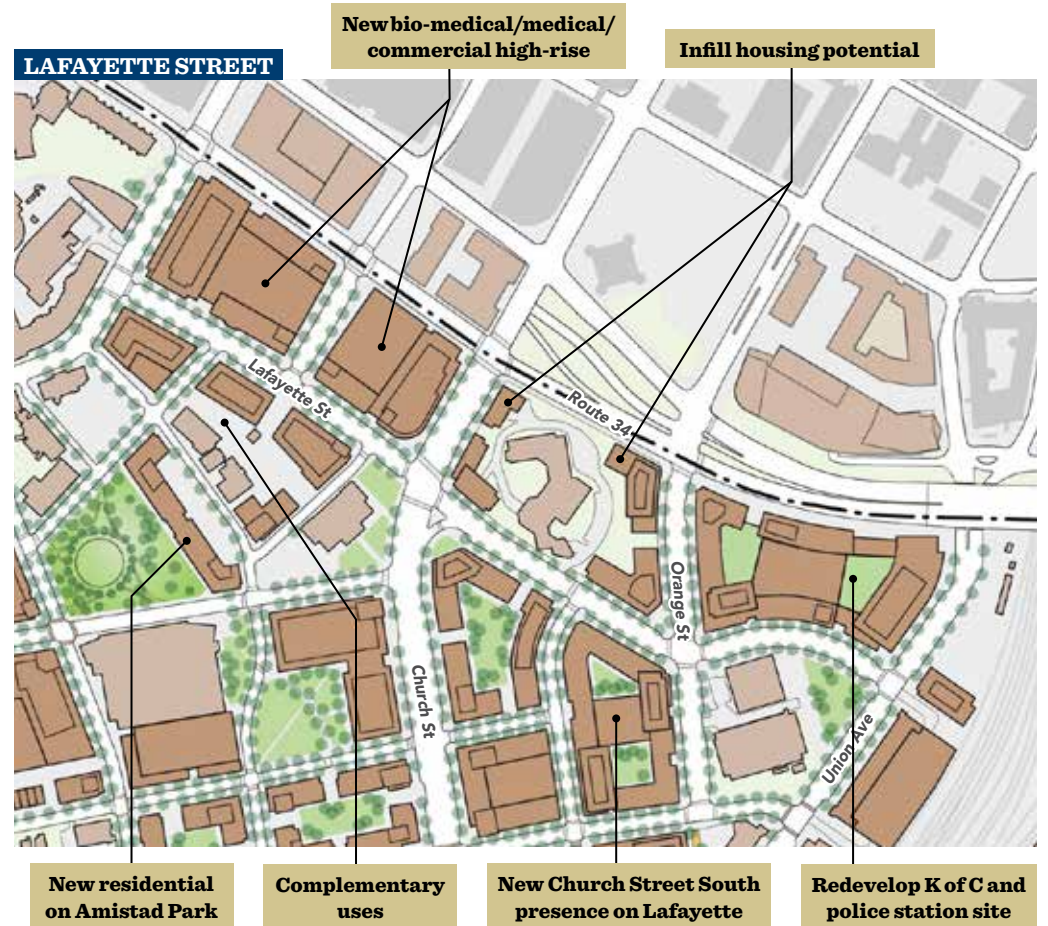
- ±650–750 units
- Affordable units: ±150
- 3 bedroom units: ±70–100
- Workforce and market rate units: 70–80%
- Community Center/Common Amenity Space
- Active and Passive Green Space
- Commercial office building—preferred along Union Avenue but not required
- Retail opportunities—based on market potential
- Structured parking

the community outlined redevelopment principles that it would use in evaluating any future proposals for the property, including specific guidelines related to affordability (shown on the following page). Given an approved design approach and the appropriate economics, it is clear that Church Street South can one day be transformed into an active, connected, and desirable destination for a mix of people at the doorstep of downtown.

# 5 Build a New Lafayette Street

Lafayette Street is currently a short segment of roadway used primarily for functional access to two existing medical parcels between Congress Avenue and Church Street. Expanding Lafayette Street will enhance access through the district, assist with traffic demand management given the reconfiguration of Route 34, and open up significant development opportunities on key parcels of land. The Community Plan incorporates the new layout of Lafayette Street between College Street and Union Avenue, recognizing that critical land negotiations and agreements with all adjacent property owners will need to occur prior to implementation. The layout assumes phased development, with construction of the Orange Street to Union Avenue segment, involving relocation of the police station, occurring in a later phase. Lafayette Street will contribute significantly to improving connections to downtown, providing links to new street connections at Temple and Orange Streets that are part of the Downtown Crossing initiative.

Lafayette Street would be lined by new higher-density development. West of Church Street, Lafayette would be defined by medical and research/lab uses. East of Church Street, Lafayette would take on a more residential character, including taller buildings that reflect the heights of existing structures such as Tower One/Tower East. The City has initiated a state-level Municipal Development Plan (MDP) process to advance development of this aspect of the Community Plan.





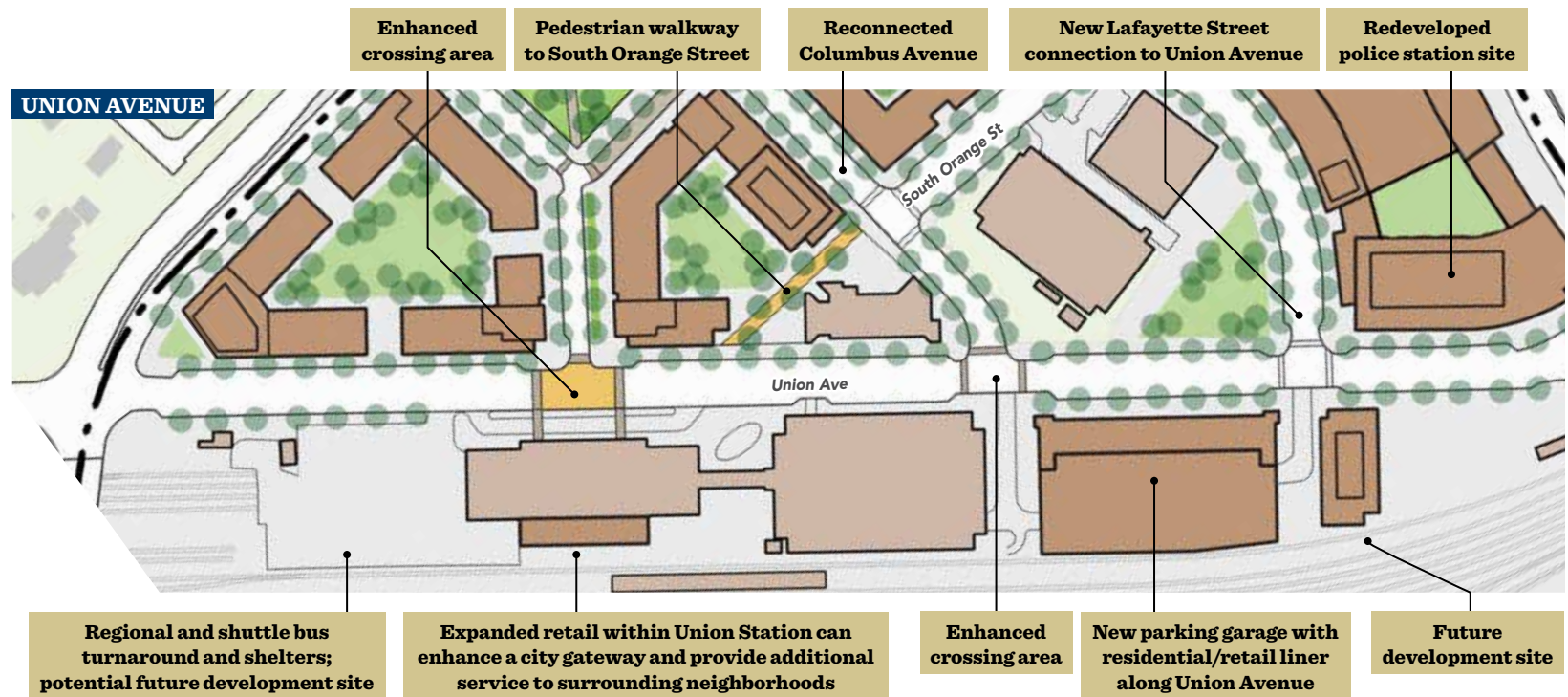
**LAFAYETTE STREET:** *This new collector street can become an attractive spine for the district—making it easier to get around for pedestrians, bicyclists and drivers—while linking research and residential areas, and supporting higher density development.*

# 6 Strengthen Union Avenue

Union Avenue is dominated by vehicles: cars, taxis, shuttles, and buses traveling to and from Union Station or its adjacent parking garage. Circulation around the station drop-off area is notoriously difficult with cars and people interacting in dangerous ways. The sidewalks along Union Avenue are narrow, the street is difficult for pedestrians to cross, and there is

little indication of wayfinding to downtown or other destination points in the city for pedestrians or cyclists. To improve these conditions, roadway and streetscape recommendations for Union Avenue are included in the Community Plan that will make Union Avenue a “complete street” that balances the needs of all users and anticipates future redevelopment. In parallel

with these efforts, a recently completed “Union Station Transit-Oriented Development” study proposes development of a new parking garage that would be lined with residential or commercial development—activating the street and serving as a catalyst for other improvements in the area.





*UNION AVENUE can be redefined through streetscape and infrastructure improvements, combined with redevelopment of Church Street South as a mixed-income, mixed-use community.*



Conceptual engineering design for Union Avenue improvements are underway in order to create an attractive, safe and active setting for this crucial gateway transit area in the city. The Union Avenue design includes consideration of new sidewalks, landscape plantings, bike lanes, and reconfigured roadway lanes for cars, buses, pedestrians, and cyclists, as well as improved intersections at Church Street and Columbus Avenue, and a new future intersection at the reconfigured Lafayette Street. A raised or specially paved pedestrian crossing linking Union Station across to the future development at Church Street South is incorporated, reflecting the Community Plan proposal for connecting Union Station to Church Street.





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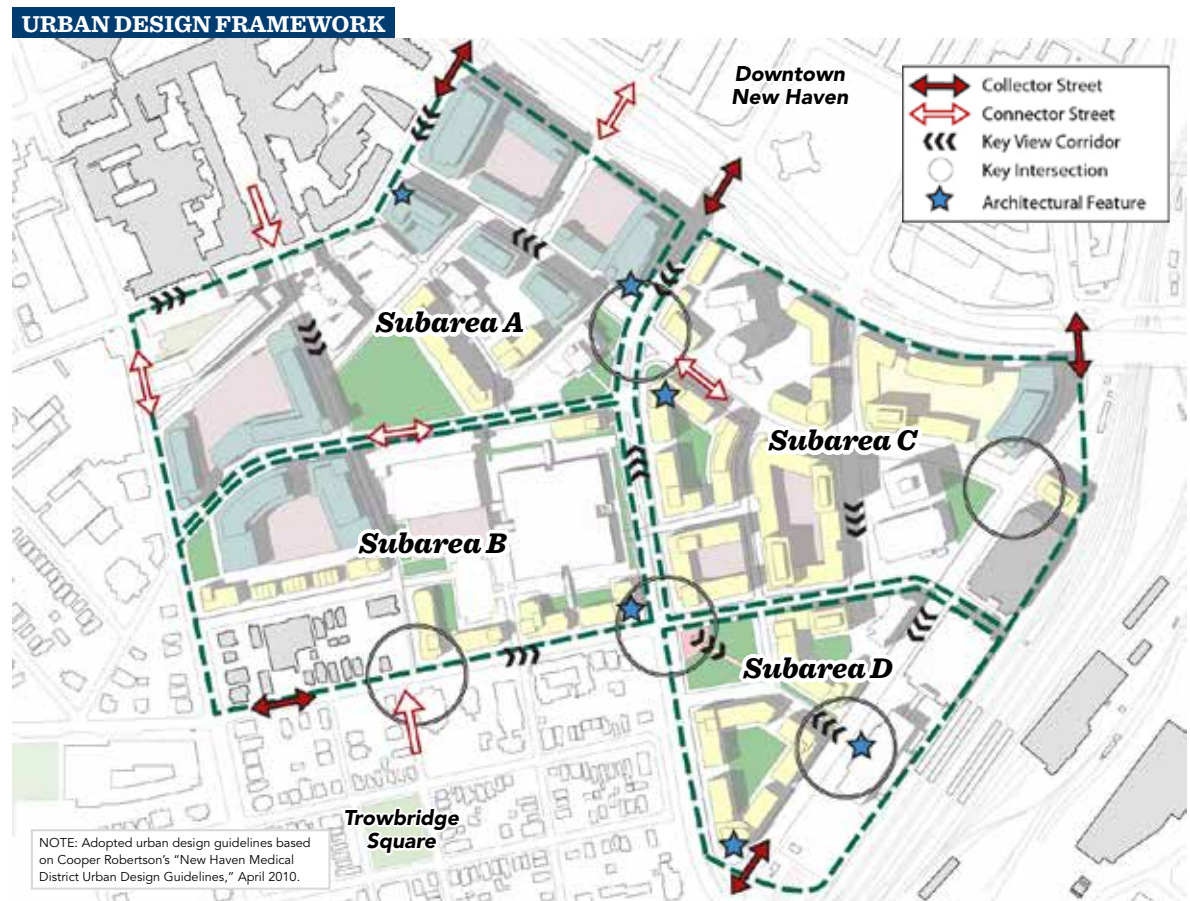
# Design Guidelines

# DESIGN GUIDELINES

The Design Guidelines included in this section provide direction on how project developers may address key public goals through the design of individual building projects within the Hill-to-Downtown District. The Design Guidelines are intended to guide the design of individual parcels to advance the overall goals of the Community Plan, resulting in cohesive, attractive and walkable public environment. The Design Guidelines will be used by the City in its review of proposed developments. The Design Guidelines supplement other direction provided within this plan as well as zoning and other regulations. The Design Guidelines address the following considerations:









- Key view corridors
- Key intersections
- Architectural features
- Building entrances
- Curb cuts permitted

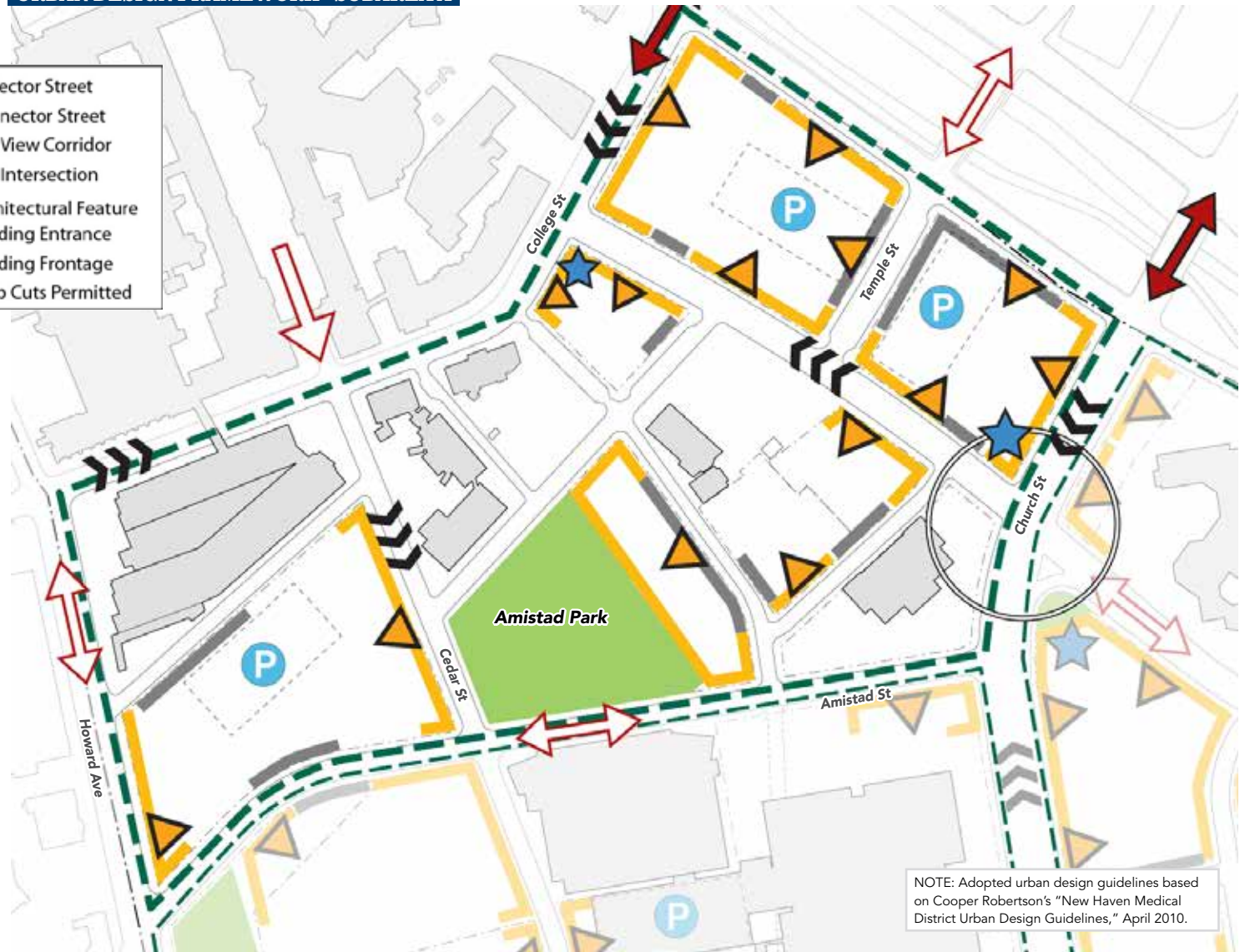
The Design Guidelines are based on urban design guidelines originally developed as part of the New Haven Medical District Study in 2010 by Cooper Robertson. The Design Guidelines have been updated and expanded within this Community Plan but generally follow the format developed in 2010.



*The urban design framework provides guidance about key features that create a pedestrian-friendly environment while allowing the freedom to design individual projects that respond to their immediate context and needs*

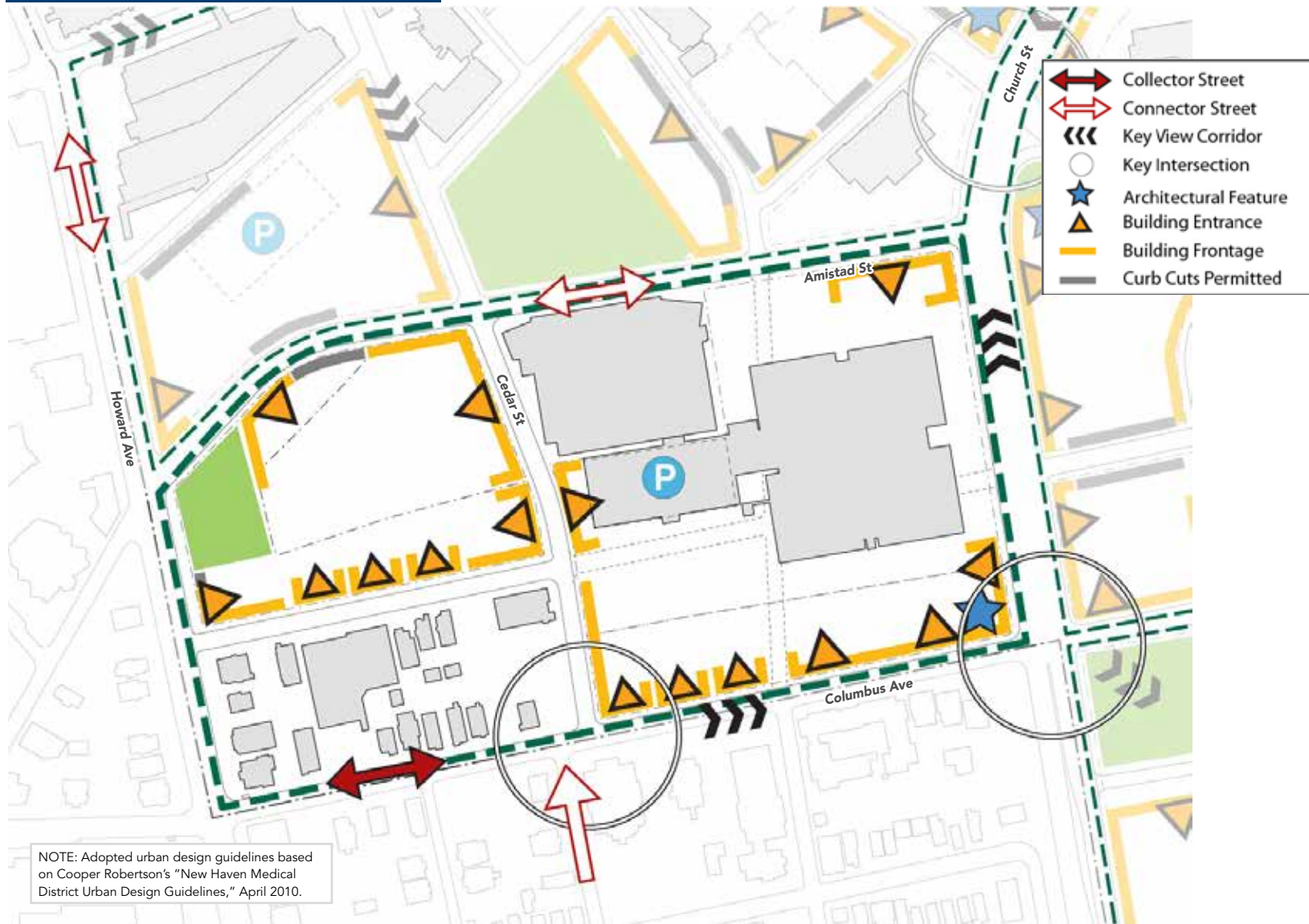
**URBAN DESIGN FRAMEWORK—SUBAREA A**

-  Collector Street
-  Connector Street
-  Key View Corridor
-  Key Intersection
-  Architectural Feature
-  Building Entrance
-  Building Frontage
-  Curb Cuts Permitted

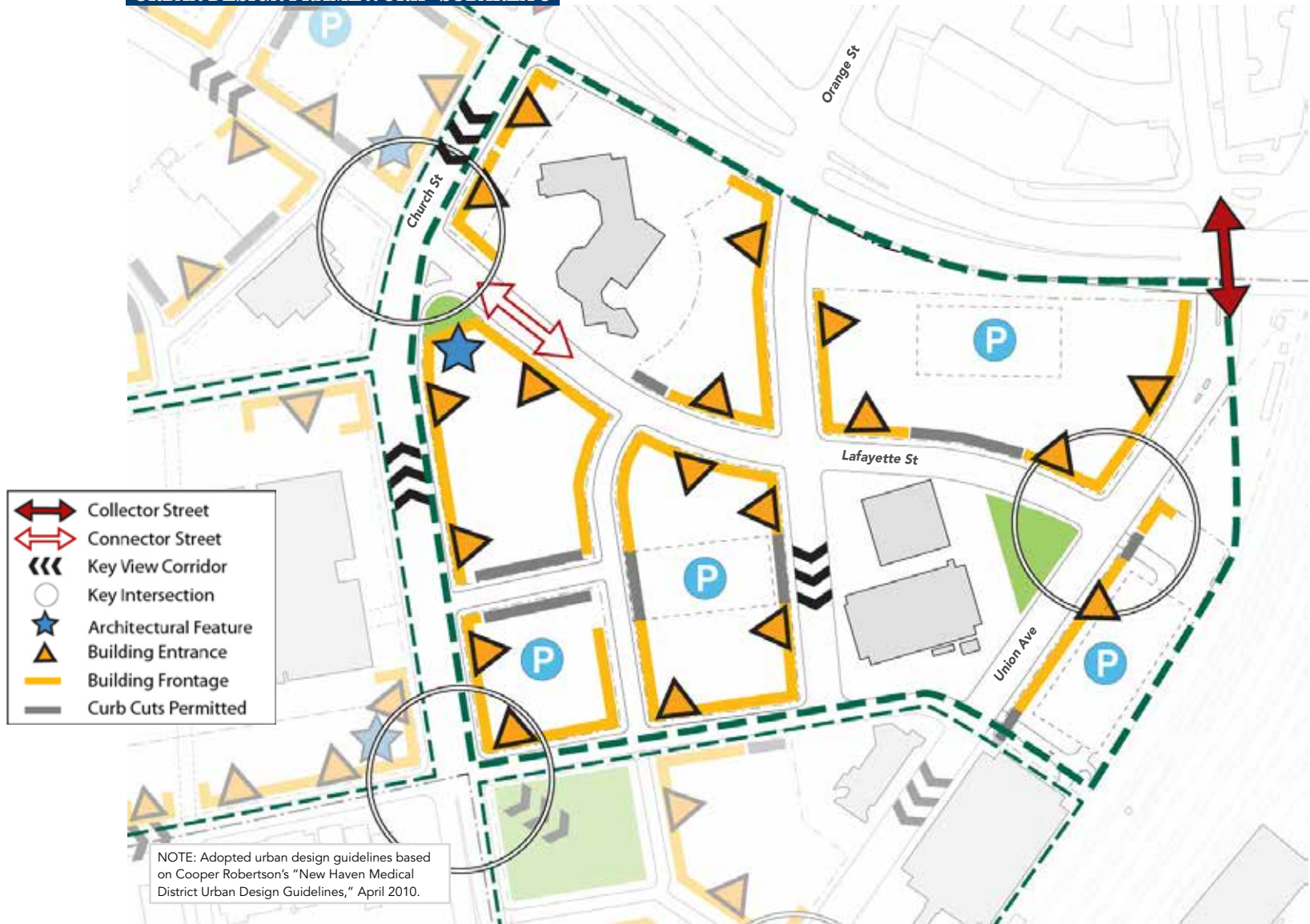


NOTE: Adopted urban design guidelines based on Cooper Robertson's "New Haven Medical District Urban Design Guidelines," April 2010.

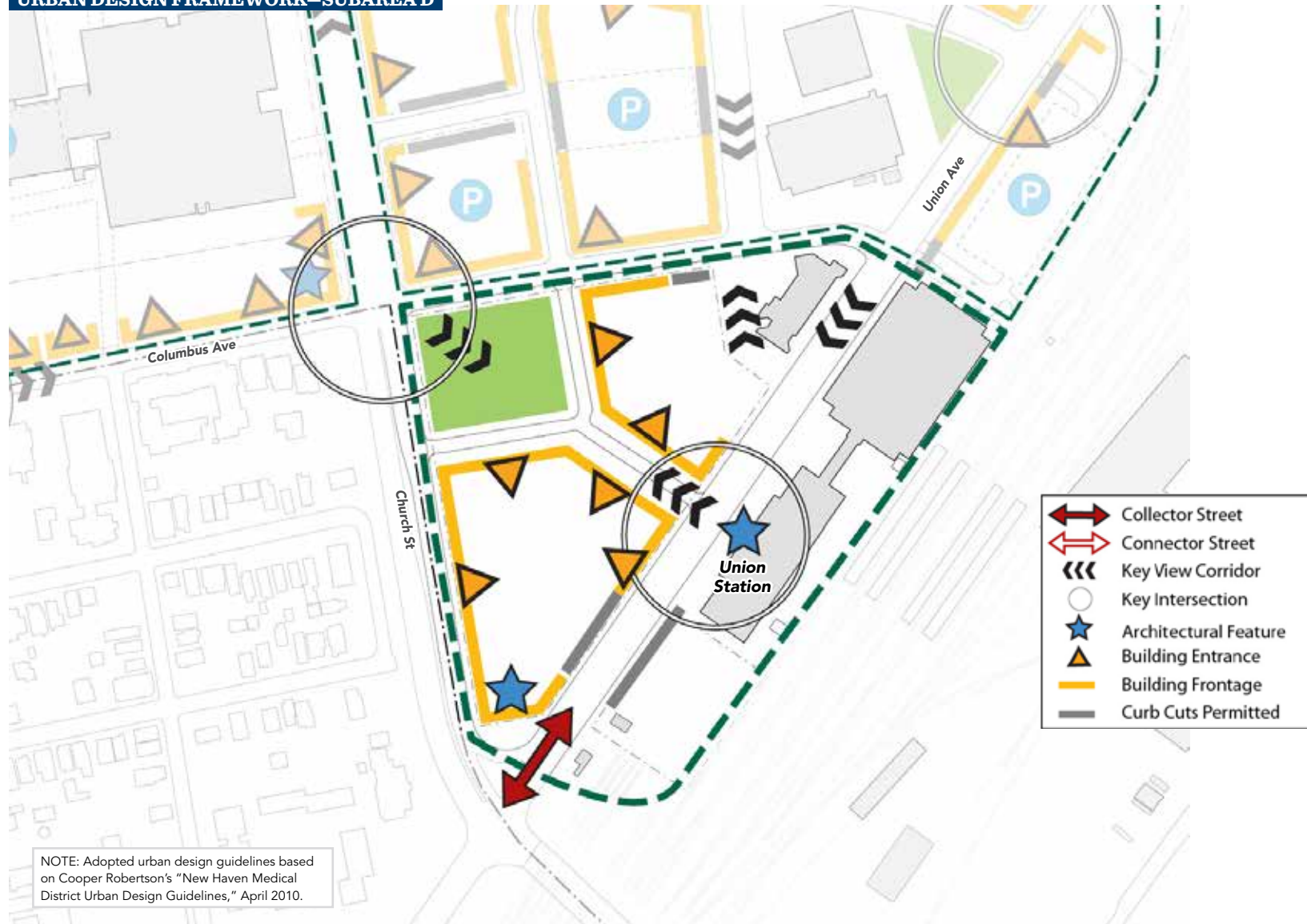
**URBAN DESIGN FRAMEWORK—SUBAREA B**



**URBAN DESIGN FRAMEWORK—SUBAREA C**



**URBAN DESIGN FRAMEWORK—SUBAREA D**





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# Implementation

## KEY IMPLEMENTATION STRATEGIES

Implementation of the Hill-to-Downtown Community Plan will occur over time based on a myriad of economic and market forces and through the coordinated work of many stakeholders. City staff working in concert with the Hill-to-Downtown community stakeholders will submit the Community Plan with its recommendations for zoning, infrastructure, parking, commercial and residential developments to the Board of Aldermen for approval. Once approved by the Board, the Hill-to-Downtown Community Plan will become a blueprint by which the public and private sectors can work collaboratively to move forward with development in district. The following five strategies will be employed to be nurture implementation of the plan over the next several years.

### STRATEGY 1

#### **Continue Citizen and Stakeholder Involvement.**

This can be accomplished through a citizen’s action committee or steering committee that represents neighborhood groups and individuals who participated in the Community Plan process and who wish to assist in moving the plan forward. Continued involvement of other key stakeholders will also be critical. Every national model involving successful revitalization of comparable districts demonstrates the power of robust community, governmental, institutional and private-sector partnerships to accomplish transformational changes. In addition to residents, those that should remain involved include the City, private landowners, Yale-New Haven Hospital, Yale School of Medicine, and owners of the Church Street South residential complex.

#### KEY NEAR-TERM ACTIONS

**Establish the Hill-to-Downtown Steering Committee.** City officials working in concert with residents and the Aldermanic leadership for the Hill community will establish a Steering Committee that will meet on a regular basis and which will be responsible for advocating for implementation of the Plan, and working to ensure that any proposed development remains consistent with the goals, sentiments and expectations that were put forth by residents as they outlined their vision for the future of the community.

### STRATEGY 2

#### **Institute a Zoning Amendment Process.**

Critical zoning changes are needed in order to align with the recommendations of the Community Plan. A City process needs to be established that will create the zoning modifications and facilitate implementation. Without such changes, the City’s own development regulations will serve as an obstacle to moving forward with the vision outlined within the Community Plan.

#### KEY NEAR-TERM ACTIONS

**Submit proposals for New Zoning Districts or Policy to the Board of Aldermen and the City Plan Commission for Approval.** In order to facilitate the development that have been proposed within the district the City will have to take steps to modify or create new zoning districts. While there will be design guidelines for new commercial, residential and institutional development, the Community Plan process revealed the importance of ensuring that as much land as possible within the district be eligible to be developed as-of-right.

## APPROACH TO ZONING CHANGES: KEY GOALS

Changes in zoning are needed to allow development of the district to move forward in line with the Community Plan.

Much of the core of the district, and certainly the areas where most development will occur is located in one of three zoning designations:

- **BA, which limits FAR to 2.0 and does not provide limitations on height.** This designation applies to much of the land between Church Street, Columbus Avenue, Howard Street and South Frontage Road.
- **BE, which limits FAR to 6.0 and does not provide limitations on height.** This designation applies to the parcels between Union Avenue, Columbus Avenue, South Orange Street and South Frontage Road, and also to parcels to the east of Union Avenue.
- **PDD 15 where development FAR and Height are determined based on an agreed development plan.** This designation applies to the Church Street South residential complex and Tower One/Tower East.

The following represent key zoning amendments that should be considered as possible vehicles for

advancing development within the district consistent with the Community Plan:

- The BA designation with an FAR at 2.0 is insufficient to support development of larger research buildings and severely limits the potential of the district. Zoning changes are needed that allow development to conform with the height and density guidelines of the Community Plan. Allowable FAR in the area currently in the BA designation should be increased to 4.0, comparable to densities in other similar research districts. Allowable heights should vary depending on location, with taller buildings in the 160–200 foot range permitted adjacent to Lafayette Street and lower building heights, up to 75 feet, allowable within the core of the area. Edges of the district where it is adjacent to existing residential development should have additional restrictions, possibly limited to 45 feet along Columbus Avenue.
- The BE designation is intended for wholesale and distribution uses. This designation may continue to be appropriate for uses east of the rail lines but the parcels along Union Avenue and South Orange Street should be rezoned to reflect future intended use of the district—as a mixed use district with a residential focus. In

the near term, changes in zoning that set the stage for future mixed-use development should not affect current uses of the parcels. But over the longer term, such zoning changes will ensure that future development is consistent with the vision of the Community Plan. Height restrictions in the 160–200 foot range and an FAR of 4.0 would be appropriate for the area east of the tracks currently in the BE district.

- The PDD zoning designation should be re-evaluated to determine whether it continues to be the best zoning vehicle for advancing redevelopment of Church Street South and any potential future supplementary development at Tower One/Tower East. Any revisions to zoning should provide a clear and predictable path for development on these parcels, provided it meets the height density, open space, use and affordability criteria outlined in the Community Plan.

Additional discussion with the Board of Aldermen and the City Plan Department will be needed to determine an appropriate process for considering and evaluating potential zoning amendments.

**STRATEGY 3**

**Move forward with Union Station and Transit Investments.**

Planning for Union Station enhancements and development north of the existing garage are underway. In addition to parking needed for commuters, development in and around the station must incorporate high quality urban design, and include retail, mixed-use and transit-oriented development components.

Another key goal is to create a better local transit system serving the neighborhood centered on Union Station. A new dialogue will need to be initiated with CT Transit and local institutions regarding bus and shuttle routes that can expand transit accessibility within the area. In view of the limited resources available at the state level to support local transit, institutional leadership and partnerships will be essential and could open up creative solutions to addressing the district’s needs.

The City of New Haven owns property within the Hill-to-Downtown district. The City will work actively to market these parcels, once the Board of Aldermen has approved this Hill-to-Downtown Community Plan. Development of these parcels can be a catalyst for launching other developments within the District.

The City will also explore opportunities for redevelopment of the Post Office site on Brewery Street.

**KEY NEAR-TERM ACTIONS**

**Continue to work with the Connecticut Department of Transportation to move forward with Union Station improvements and related parking and transit-oriented development; work to improve district shuttle service; issue Requests for Development Proposals or advance existing Development Agreements for City-owned parcels in the District; explore development of the Post Office site.**

**STRATEGY 4**

**Identify Funding to Support Infrastructure Improvements, Gap Financing, and Cost of Construction.**

Public infrastructure improvements will set the stage for the key initiatives in the Community Plan. Funding mechanisms will need to be identified and captured to phase-in supporting pieces of the Community Plan over time. If the resources needed to make key changes to the district’s infrastructure are not forthcoming, new investment within the district will be much slower or entirely lost to other locations outside the city. In addition to infrastructure investment, gap funding will also be required to support development of residential, commercial and research facilities.

**KEY NEAR-TERM ACTIONS**

**Submit a Lafayette Street Municipal Development Plan to State of Connecticut for consideration and funding.** One of the key elements of the Hill-to-Downtown Community Plan is the development expansion of Lafayette Street. The first step in achieving the goal of creating a new Lafayette Street is the submission of a Municipal Development Plan (MDP) to the Connecticut Department of Economic and Community Development (DECD). Once a MDP plan is approved by the State, a municipality can apply for public funding to support the infrastructure improvements that are required to implement the plan as proposed.

## **CREATE AN MDP FOR NEW LAFAYETTE STREET: A FIRST STEP IN SECURING INFRASTRUCTURE FUNDING**

In parallel with the Hill-to-Downtown Community Plan, the City is in the process of undertaking a State-level Municipal Development Project (MDP) submittal for new Lafayette Street. The MDP process is typically a 12 to 24 month process that follows two stages of work, including an environmental assessment and development of a project plan. CEPA documentation that shows conformance with CT environmental policy, infrastructure approaches, and land negotiations and acquisitions are a critical part of the process. A preliminary design will develop the roadway geometry, preliminary storm drainage, complete streets, stormwater management and utility infrastructure components necessary to support future development parcels. The ultimate goal is to obtain local plan adoption (e.g. Municipal Planning Commission, Regional Planning Agency, Development Agency, Legislative Body, etc.) leading to State of CT Department of Economic and Community Development (DECD) approval.



**STRATEGY 5**

**Create New Development Tools to Facilitate Investment in the District.**

The city and state need to develop new funding and development tools to support implementation of large-scale infrastructure and parking improvements needed to spur investment in the district.

**KEY NEAR-TERM ACTIONS**

**Create a “new” governance structure to facilitate improvements to the district and advocate for better tools and capital resources.** The City will work with community, institutional and corporate partners to create an entity to implement the Plan. As evidenced in other successful medical districts around the nation, there has to be a stable, organized, public-private partnership to attract and leverage the resources necessary to attract the capital, resources and people necessary to maximize the district’s economic potential.

**POTENTIAL MODELS FOR MEDICAL/RESEARCH/ INSTITUTIONAL DISTRICT GOVERNANCE**

Most growth within the medical area is driven by the needs of Yale-New Haven Hospital or Yale School of Medicine and the growing private sector research economy that is seeking locations near these anchors. Unlike many comparable medical/research districts nationally, New Haven does not have a formal public private partnership dedicated to guiding the district’s growth. Such an organization could be helpful in enabling the region to maximize the economic and community benefits of this important cluster. These partnerships typically accomplish five primary functions:

- Development (Land Assembly, Financing)
- Infrastructure (Construction, Financing)
- Marketing, Maintenance & Security
- Planning & Advocacy
- Community Services

Funding for these organizations can be provided on a voluntary basis by stakeholder organizations acting through an advisory board or task force, through a dedicated non-profit organization, or using a financial assessment model through a Special Services District organization.



Notable organization that are addressing issues and concerns comparable to the Hill-to-Downtown district include:

- **MASCO** (Medical, Academic and Scientific Community Organization, Boston, MA) [www.masco.org](http://www.masco.org)
- **EBDI** (East Baltimore Development, Inc., Baltimore, MD) [www.ebdi.org](http://www.ebdi.org)
- **Downtown Cleveland Alliance** (Cleveland, OH) [www.downtowncleveland.com](http://www.downtowncleveland.com)
- **MIMD** (Mid-Illinois Medical District, Springfield, IL) [www.midillinoismedicaldistrict.org](http://www.midillinoismedicaldistrict.org)

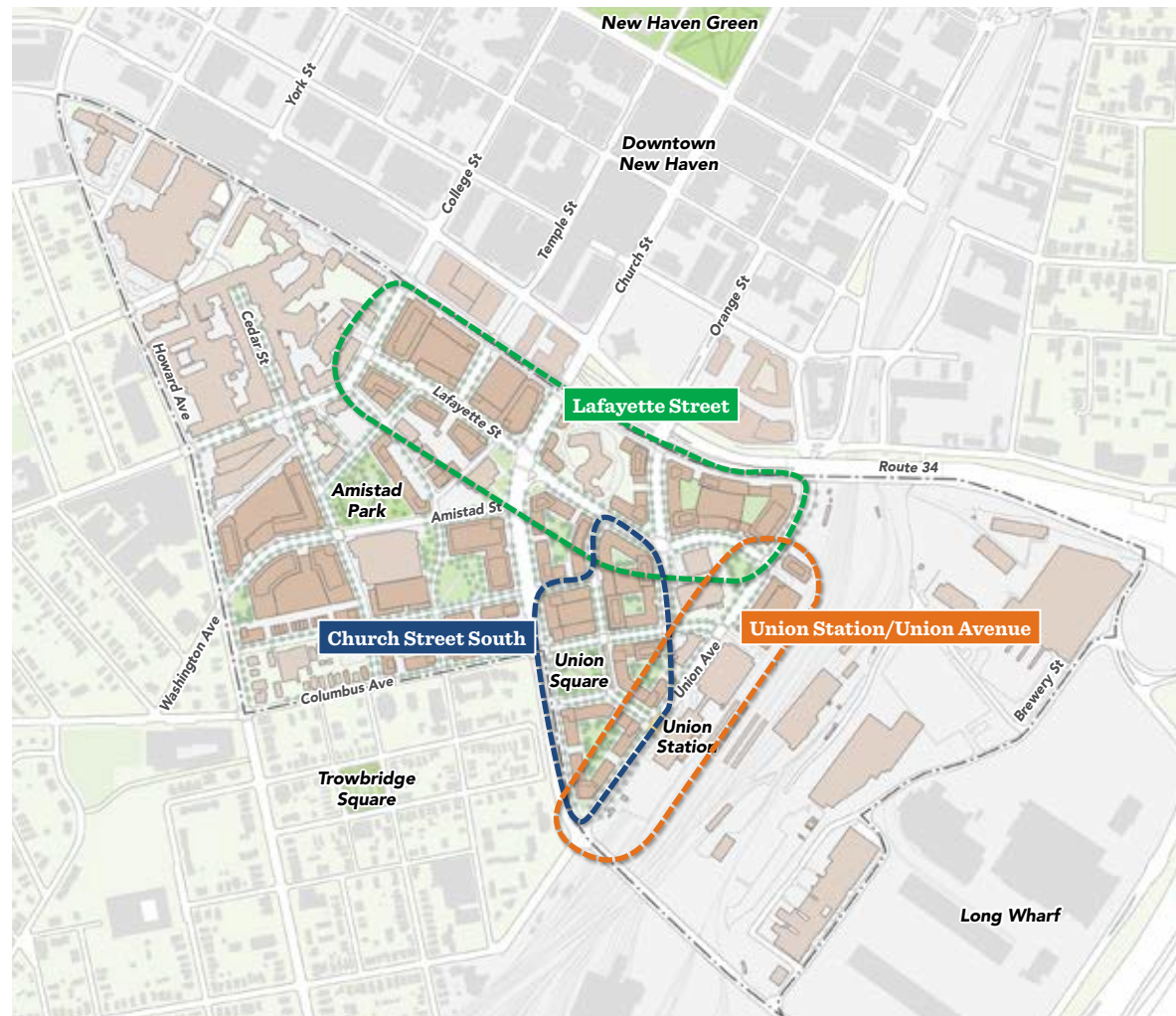
## PHASING

Phasing of all elements of the Hill-to-Downtown Community Plan is unpredictable. However, implementation of three key initiatives represent potential early actions:

**Union Station/Union Avenue.** Development of the retail enhancements inside the station (including a potential new “retail annex” on the track side) and the construction of a new garage with a liner building is crucial and will begin to establish the station as a stronger asset for the district and a more attractive gateway to the city. These improvements would be complemented by the series of pedestrian and bike-oriented improvements on Union Avenue.

**Lafayette Street.** The new Lafayette Street project will be planned and designed under the requirements of a state-level MDP process. Initially work is expected to focus in the segment between College Street and South Orange Street, with the remaining section which involves replacement of the police station advanced at a later time.

**Church Street South.** Redevelopment of the Church Street South residential complex is an essential step in advancing the transformation of the district, establishing strong connections between the station and surrounding areas and improving housing conditions for current residents. Advancing the process will require dialogue between the City of New Haven and the property owner commencing in 2014.



## A PLAN BUILT ON SHARED VALUES

Throughout this community process, what has been revealed to all who have participated—planners, residents, seniors, consultants, politicians, developers and institutions—is that this is a community that has shared values. It is a community willing to create a new place in the City for a diverse group of people of all ages and incomes. It is a community that understands and respects its past successes and failures, but is looking forward to and committed to building its future. This Community Plan is a manifestation of a community working collaboratively to create a place where we are proud to live and proud to be a part of.



*“I like to see a man proud of the place in which he lives. I like to see a man live so that his place will be proud of him”.*—ABRAHAM LINCOLN



[www.HilltoDowntownNewHaven.com](http://www.HilltoDowntownNewHaven.com)

