



**DEPARTMENT OF DEVELOPMENT SERVICES – PLANNING DIVISION**  
**REPORT: Special Permit & Site Plan for 289 Washington street and associated parcels for consideration May 23, 2023**

**STAFF REPORT**

**TO:** Planning & Zoning Commission  
**PREPARED BY:** Erin Howard Acting Planning Director  
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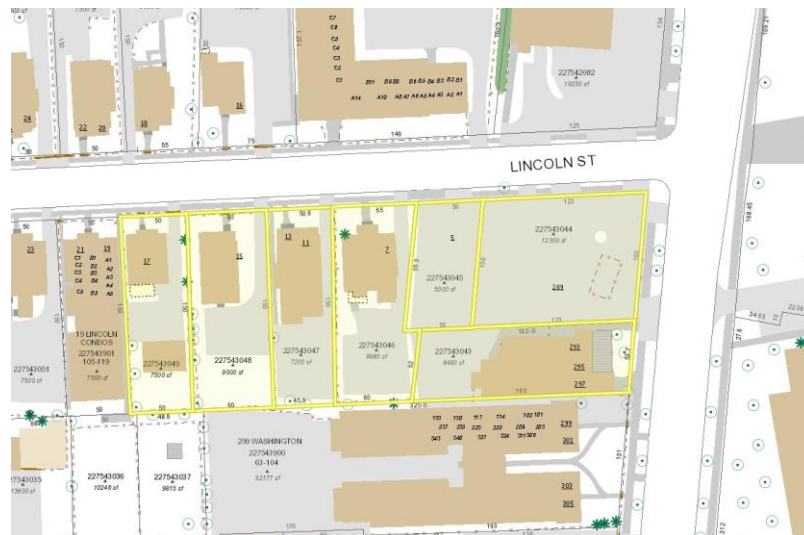
**PROJECT:** CT Children’s Hospital Parking Garage  
 289 Washington Street, 295 Washington Street, 5 Lincoln Street,  
 7 Lincoln Street, 11-13 Lincoln Street, 15 Lincoln Street, 17 Lincoln  
**PARCEL ID(S):** 227-543-044,227-543-045, 227-543-046, 227-543-047,  
 227-543-048, 227-543-049  
**ACCELA ID:** PZ-SPUSE-23-000010

**ZONE:** MX-1, Multi-use Mix District & NX-2, Neighborhood Mix District

**TYPE:** Request for a Special Permit & Site Plan for Parking as a Principal Use per Section 3.3.8 (A)

**APPLICANT:** Larry Stubbs

**OWNER(S):** Lincoln Realty LLC, Seven Lincoln, LLC, Indira T Googe, Lloyd A. McKain, Manuela Reyes, JND Building & Realty Co LLC, Lincoln Realty LLC.



**Overhead View – Harford GIS 2023**

### **BACKGROUND INFORMATION**

The applicant is requesting approval of a special permit and site plan for the construction of a multi-story structured parking garage in the MX-1 and NX-2 Zone. The application includes a total of seven parcels and is pending both administrative lot combination approval and zone map amendment approval to combined the lots into one parcel to be zoned MX-1. An elevated pedestrian walkway over Washington street is proposed to connect the garage to the Connecticut Children's Medical Center.

The existing site conditions include a two-story commercial building at 295 Washington Street, a combined surface level parking at 289 Washington Street and 5 Lincoln Street, and four residential buildings at 7,11,15, & 17 Lincoln Street.

The properties at 5, 7, 11,15, and 17 Lincoln Street, are located within the Allen Place - Lincoln Street National Historic District. Historic review approval was granted with conditions by the Historic Preservation Commission for the relocation of four existing historic buildings and the construction of the proposed garage structure.

### **KEY APPLICATION TIMELINES**

- Application Submission Date: April 21, 2023
- Date Application Accepted as Complete: April 21, 2023
- Application Date of Receipt: April 25, 2023 (sooner of either: date of next regularly scheduled meeting, or 35 days after acceptance of complete application)
- Public Hearing is scheduled to open on Tuesday, May 23, 2023; Open Hearing Deadline: June 29, 2023.
- Close Hearing Deadline (if opens May 23, 2023): (35 days after opening) Tuesday, June 27, 2023
- CT General Statutes Sec.8-7D allow that the applicant may consent to one or more extensions of time, provided the total extension of all time periods shall not be for longer than 65 days.

### **LEGAL STANDARD**

Standard for Application Type:

The Commission reviews site plans in accordance with Zoning Regulations section 1.3.3. Site plans may be modified, conditioned, or denied only if they fail to satisfy the zoning regulations, inland wetland regulations, or subdivision regulations. The Commission may deviate from the minimum requirements for building siting, height, street facades, accessory structures dimensions, tree installation, landscape installation, buffers, fencing, lighting, parking, signage, and street design by up to 15% upon certain findings.

The Commission reviews special permits in accordance with Zoning Regulations section 1.3.4. Special permits may be approved, approved with conditions, or denied. Considerations the Commission may weigh in special permit review include: harmony with the plan of conservation & development; compliance with the purposes of the district; effect on existing development; creation of safety hazards in vehicular and pedestrian circulation; effects on traffic; compatibility with adjacent properties; suitability of arrangement of

buildings, open space, and provision of light and air; impact on essential services; impact on stormwater runoff; impact on city services and infrastructure; tree and landscape provision; and pedestrian amenities. The Commission may deviate from the minimum requirements for building siting, height, street facades, accessory structures dimensions, tree installation, landscape installation, buffers, fencing, lighting, parking, signage, and street design by up to 15% upon certain findings.

## **STANDARD SPECIFIC TO THE USE**

### **Chapter 1.0 – Administration**

Sec.1.3.3 – Site Plans and Sec.1.3.4 – Special Permits

### **Chapter 3.0 – Uses**

Sec. 3.3.8 (A) Infrastructure Uses- Parking as a Principal Use

A category of uses for the provision of public and private infrastructure to support other uses. Infrastructure uses typically do not include a principal building meeting the building type requirements. Accessory structures may be included.

- A. **Parking as a Principal Use.** A lot that does not contain a permitted building of more than 1,000 square feet or a building that is more than 25 percent of the gross square feet of any parking use on the same site, is not used for open space, and is almost exclusively used for the parking of vehicles.

When noted as subject to conditions ("●") or requires a special permit ("○") in Figure 3.2 -A Table of Principal Uses, the following regulations apply:

- (1) **Corner Lots.** A corner lot shall not be used solely for parking.
- (2) **Adjacent Parking Facilities.** Two principal parking facilities shall not be located directly adjacent to one another, with the exception of a new structured parking facility replacing an existing parking lot.
- (3) **DT Districts.** Parking is allowed as a principal use in the DT districts if it is:
  - (a) A parking structure per [3.5.2 G.\(2\)](#);
  - (b) Screened from any Primary Street by at least three contiguous stories (including the ground story) of enclosed, habitable space (which is not used for parking), across at least 90 percent of the full street-side length of the parking structure; and
  - (c) Designed in such a way that it can be converted to habitable use in the future, including, for example, reinforcement for additional loads, the minimization of ramping, fenestration of a size and dimension suitable for later window installation, flat slabs on the perimeter of the structure, and upper-story infrastructure that can be retrofitted to support a roof, walls, and related material.

### **Chapter 4.0 – Building Types**

#### Sec. 4.17.1 Parking Structures

Parking structures as the principal use on the lot require a special use permit (refer to [3.3.8 A.](#)) and shall meet the following requirements:

- A. Materials.** Major and minor material requirements shall be met on all street facades. Additional permitted secondary material is stained, finished concrete.
- B. Ramps and Slopes.** Ramps and slopes shall be located on non-primary street or side street facades.
- C. Vertical Divisions.** Vertical divisions the full height of the structure are required every 30 feet to de-emphasize the horizontal decks. Divisions shall be a minimum of 2 feet in width with a minimum projection of 2 inches.
- D. Blank Wall Limitations.** No rectangular area greater than 30 percent of any story's facade, as measured from floor to floor, and no horizontal segment of a story's facade greater than 15 feet in width may be solid, blank wall.
- E. Entry Bay.** A defined pedestrian entrance/exit is required separate from the vehicular entrance and directly accessing the sidewalk. If the space is enclosed, windows are required to meet a transparency rate of 65 percent. The entry bay shall include a roof type defined in [4.19.2](#) Roof Types.
- F. Vehicular Entrances.** Access should be located on a non-primary street, when feasible. No more than 2 access points shall be located on any one street. Refer to 7.5 Site Access & Driveways for driveway widths and additional requirements.
- G. Parking Structures.** It is recommended that the parking structure be designed in such a way that it can be converted to habitable use in the future, including, for example, reinforcement for additional loads, the minimization of ramping, fenestration of a size and dimension suitable for later window installation, flat slabs on the perimeter of the structure, and upper-story infrastructure that can be retrofitted support a roof, walls, and related material.

#### Chapter 6.0 – Sitework & Landscape

#### Chapter 7.0 – Parking

#### FINDING OF FACTS

##### Existing Conditions

- The 289 Washington Street parcel is currently occupied by a paved surface level parking lot and an outdoor patio operated by J Restaurant and Bar. The surface parking lot extends into the 5 Lincoln Street parcel.
- The 295 Washington Street parcel is currently occupied by a commercial building operated by J Restaurant and Bar.
- 7, 11, 15, and 17 Lincoln street are all occupied by existing single and multi-unit residential buildings. These four properties are located in the Allen Place - Lincoln Street National Historic District.

##### Proposed conditions

- The applicant proposes preservation of the four historic buildings identified above by relocating them to other parcels within neighboring historic districts. As a condition of their Historic Review approval, the buildings must be relocated before any construction related to the garage is to commence.
- The remaining structures on 285 and 289 Washington Street and 5 Lincoln Street are to be demolished.
- The proposal calls for the construction of a nine-story garage structure with three retail spaces at the street level.
- A total of 920 parking spaces are proposed, including 15 handicap accessible spaces, 4 accessible van spaces, and 26 electric vehicle spaces.
- The proposal includes an elevated pedestrian walkway connecting the garage to the CCMC expansion tower at 282 Washington Street.
- The height of the Western section of the garage structure will be reduced to four stories to match the massing of the abutting residential buildings.
- The garage is planned to operate 24 hours a day 7 days a week.

Review was based on:

- The 37-page site plan set by Fuss and O’Neill, last revised April 6, 2023.



Figure 1. Existing Conditions – Google Maps 2020

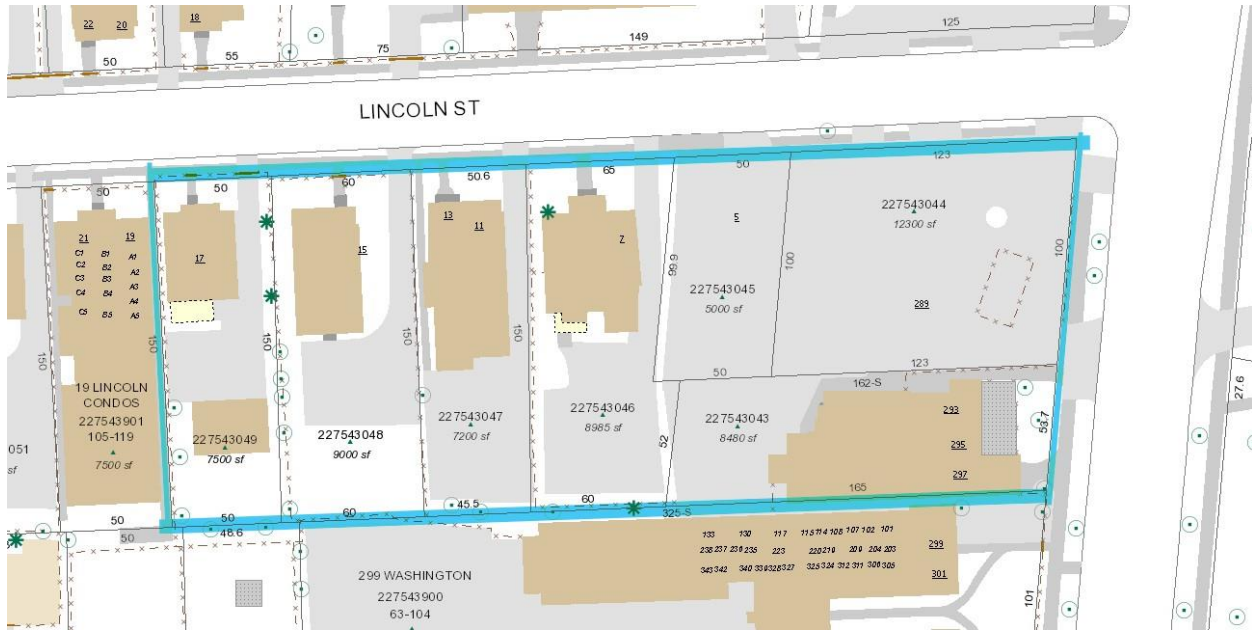


Figure 2. Existing Conditions – Eagleview 2023

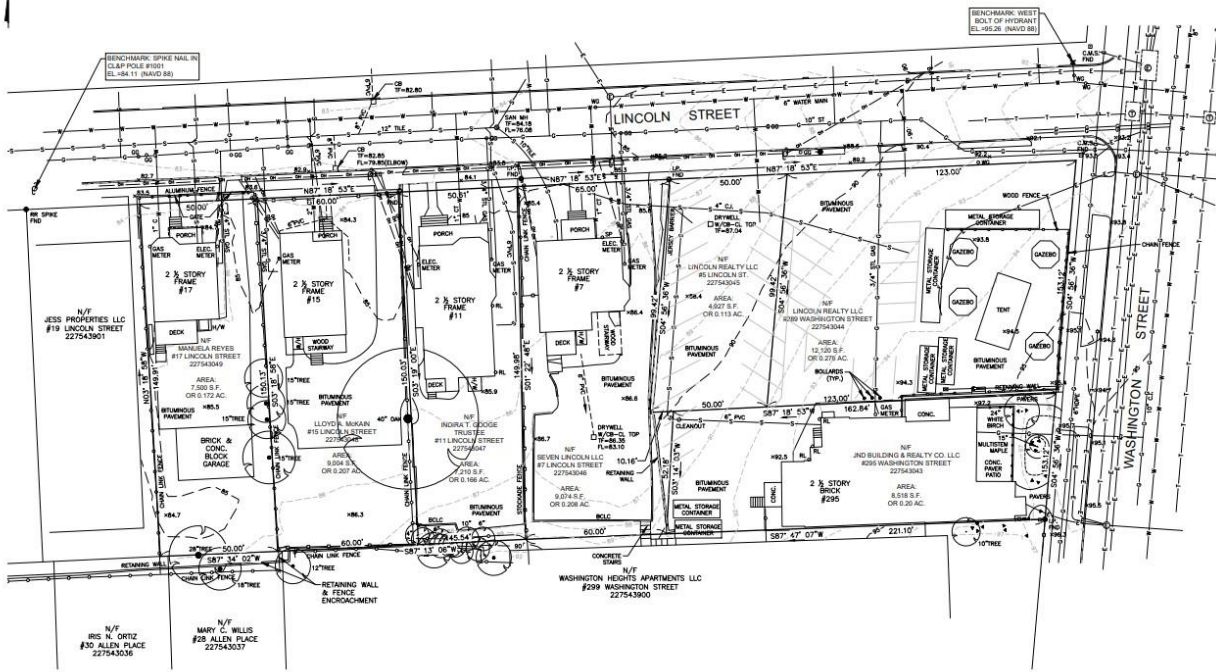


Figure 3. Existing Conditions – Fuss & O’Neill April 4, 2023

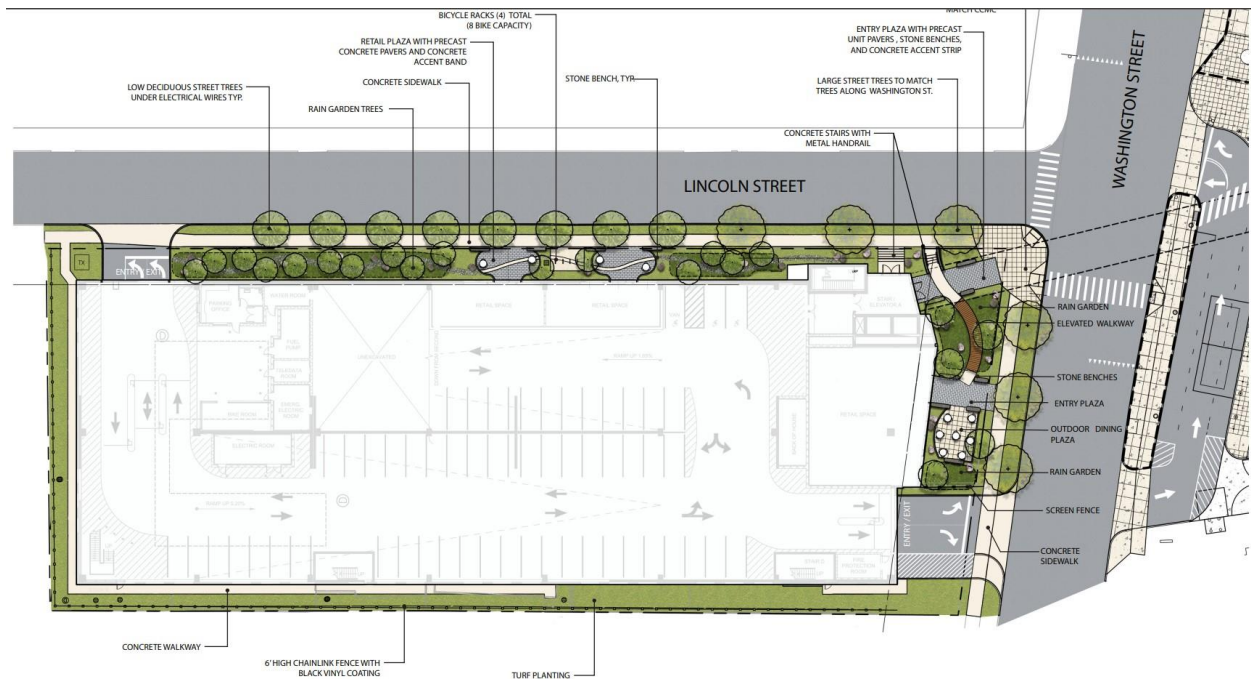


Figure 4. Proposed Conditions – Fuss & O’Neill April 4, 2023



Figure 5. Proposed Condition Rendering

**COMMENTS RECEIVED (DEPARTMENTS, AGENCIES, NRZs, PUBLIC)**

Comments received from the Department of Public Works find broad compliance with their review standards. An encroachment permit will be required for the proposed elevated pedestrian walkway connecting the garage to the Connecticut Children’s Medical Center. A condition has been added to the staff recommendations and resolution to reflect this.

Landscape and planting plans were reviewed by the City Forester and found to be acceptable. However, the plan shows an overall reduction in tree canopy coverage on the site. An agreement to plant trees off-site to mitigate this reduction in coverage has been agreed to by the applicant, and conditions of approval to ensure no loss in tree canopy coverage are proposed in the staff recommendations and resolution.

Staff have also received letters of support from members of the public and the Frog Hollow NRZ. A letter of support from the Frog Hollow NRZ has been included in the application documents.

**ANALYSIS**

The proposed garage structure largely conforms to the Zoning Regulations. The site plan provided to staff broadly meets the Section 4 regulations for Auto-Oriented Structures, the section 6 Sitework and Landscaping requirements, and the section 7 Parking requirements. Minor alterations are needed to ensure full compliance with the zoning regulations; specifically, the blank wall requirements identified in section 4.17.1.D.

The approval of this special permit must also be conditioned on approval of the application to rezone the seven properties identified in this plan to MX-1, and a forthcoming administrative lot combination application to combine the seven properties into a single parcel.

The parking demand study provided by the applicant identifies an existing demand of 953 spaces to accommodate CCMC’s patients, visitors and staff. The 920 parking spaces proposed in this plan represents only the minimum need of the Connecticut Children Medical Center. Approval of this special permit and site plan should also be granted subject to the condition that the requirements of the City Forester and Department of Public Works are met.

**STAFF RECOMMENDATION**

Staff recommends approval of this application with the following conditions:

1. An administrative lot combination is approval shall be obtained prior to any construction.
2. Approval of a zone change application shall be obtained prior to any construction.
3. That alterations to the plan made to meet the section 4.17.1 blank wall limitation requirements.
4. The applicant shall adhere to the conditions of approval administered by the Historic Preservation Commission.
5. Applicant shall obtain the necessary encroachment permits from the Department of Public Works.
6. Applicant shall mitigate the loss in overall tree canopy coverage on this site by planting off sit in the surrounding neighborhood and by investment into the Hartford Tree Fund.

**A draft resolution follows.**



**ATTACHMENTS**

1. April 6, 2023 – Fuss & O’Neill Site Plan Set Excerpts
2. March 29, 2023 – CCMC Commitment letter to Frog Hollow NRZ

**REVIEWED AND EDITED BY,**

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Erin Howard, Acting Director of Planning & Development



**CITY OF HARTFORD**  
**PLANNING & ZONING COMMISSION RESOLUTION**  
**289 WASHINGTON STREET AND ASSOICATED PARCELS**  
**SPECIAL PERMIT & SITE PLAN FOR A STRUCTURED PARKING GARAGE**

- Whereas,** The City of Hartford Planning & Zoning Commission reviewed the application and attached documents regarding the request for a Special Permit and Site Plan for the construction of a structured parking garage per. Section 1.3.4; and
- Whereas,** The subject property is located in the MX-1, Multi-use Mix district at the property known as 289 Washington Street (Parcel ID: 227-543-044); and
- Whereas,** The subject properties are currently used for residential dwelling, commercial and parking uses; and
- Whereas,** The applicant has proposed to construct a nine-story parking structure with associated ground floor commercial space and an elevated pedestrian bridge, as shown the plan set; and
- Whereas,** The proposed development will relocate the four historic buildings at 7, 11, 15, and 17 Lincoln street to sites within neighboring historic districts; and
- Whereas,** The proposed development meets the requirements of the Hartford Zoning Regulations with the exception of the blank wall limitation requirements of section 4.17.1; and

Now therefore Be It

**Resolved,** The City of Hartford Planning & Zoning Commission hereby **approves/denies** the request for a Special Permit and Site Plan for a structure parking garage with associated elevated pedestrian walkway Section 1.3.4 as shown on the aforementioned plans, subject to the following condition of approval:

1. An administrative lot combination approval shall be obtained prior to any construction.
2. Approval of a zoning change application shall be obtained prior to any construction.
3. Alterations to the plan shall be made to meet the section 4.17.1 blank

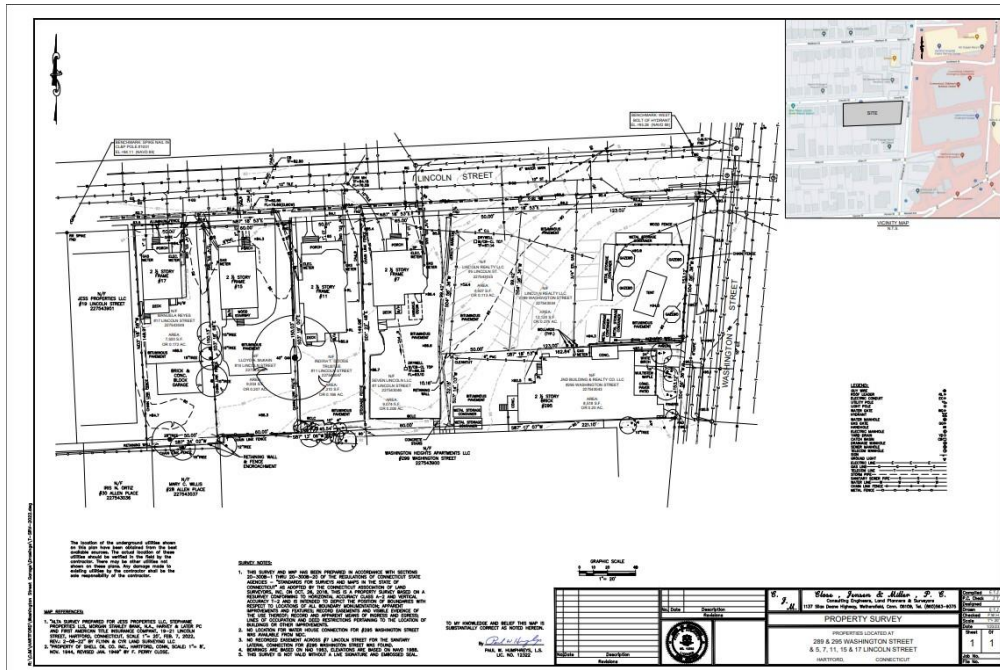
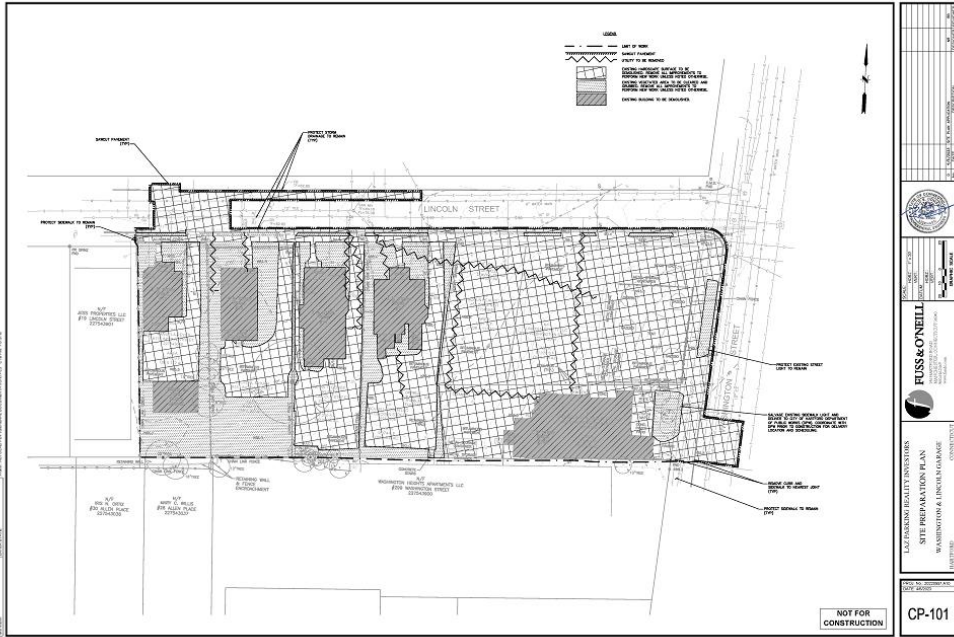
wall limitation requirements.

4. The applicant shall adhere to the conditions of approval administered by the Historic Preservation Commission.
5. The applicant shall obtain all necessary encroachment permits from the Department of Public Works.
6. Applicant shall mitigate the loss in overall tree canopy coverage on the site with off-site tree plantings in the surrounding neighborhood and by investment into the Hartford Tree Fund if needed.

Be It Further,

**Resolved,** This 23<sup>rd</sup> day of May, 2023.

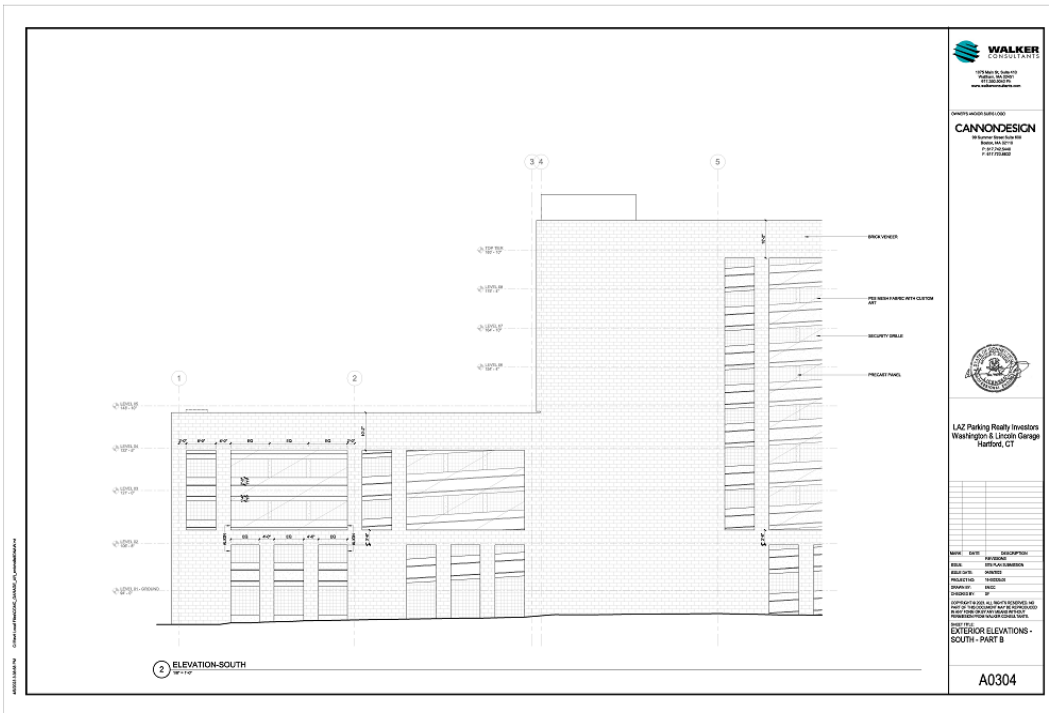
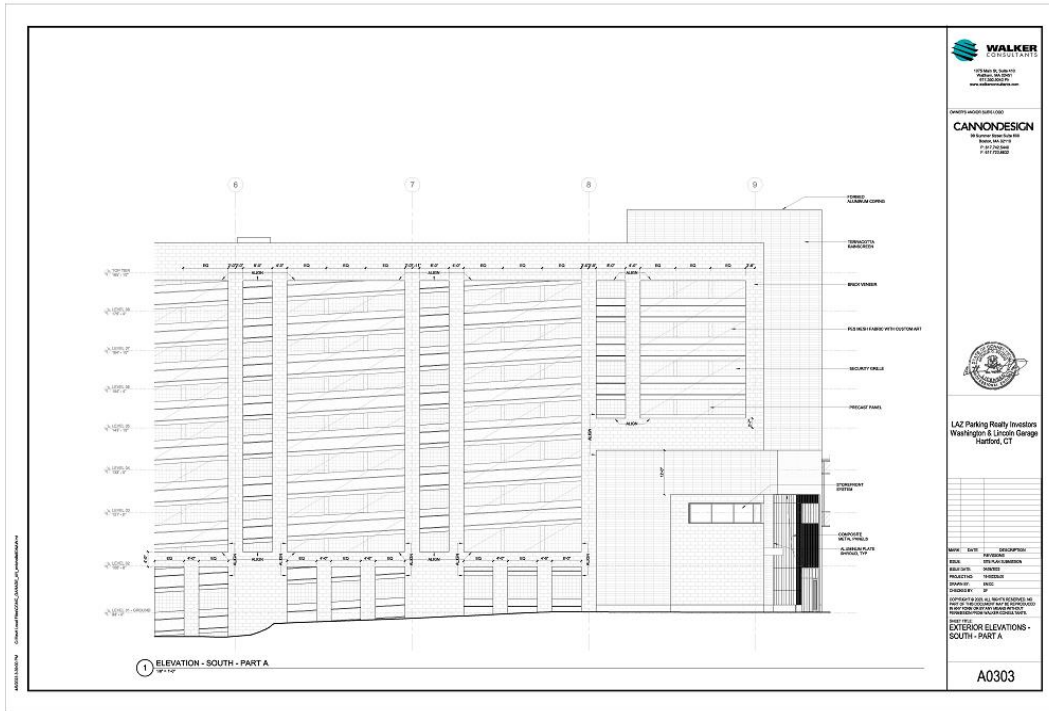
Attachment 1 – April 6, 2023 – Fuss & O’Neill Site Plan Set Excerpts



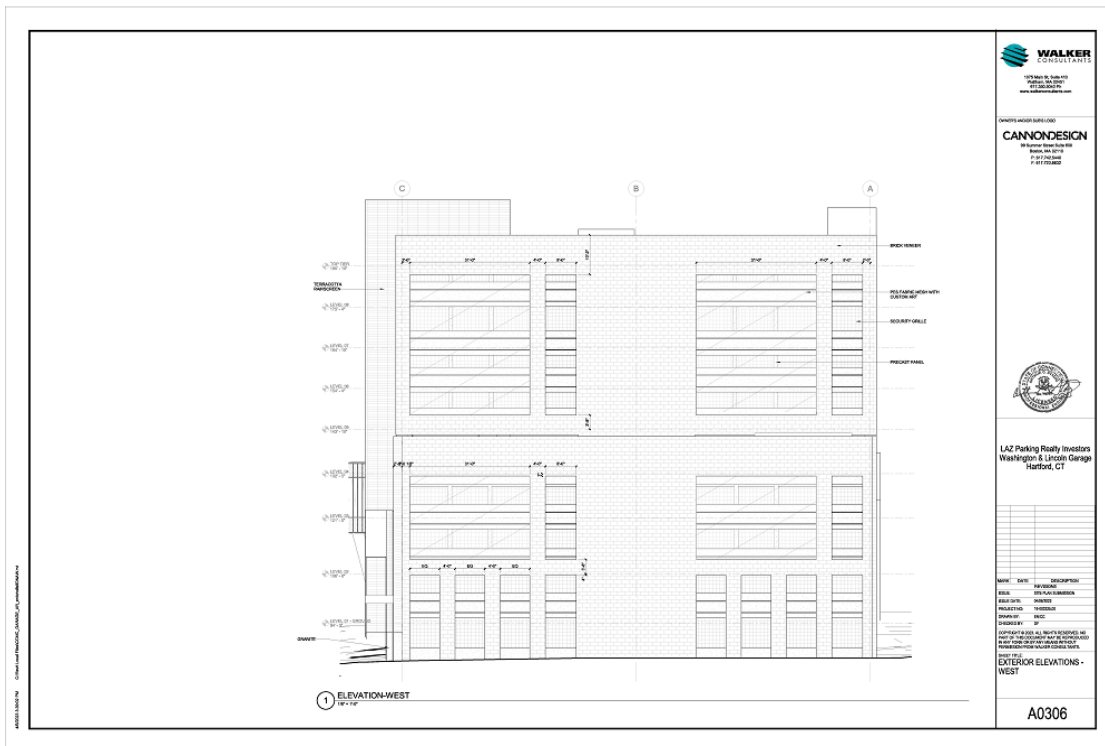
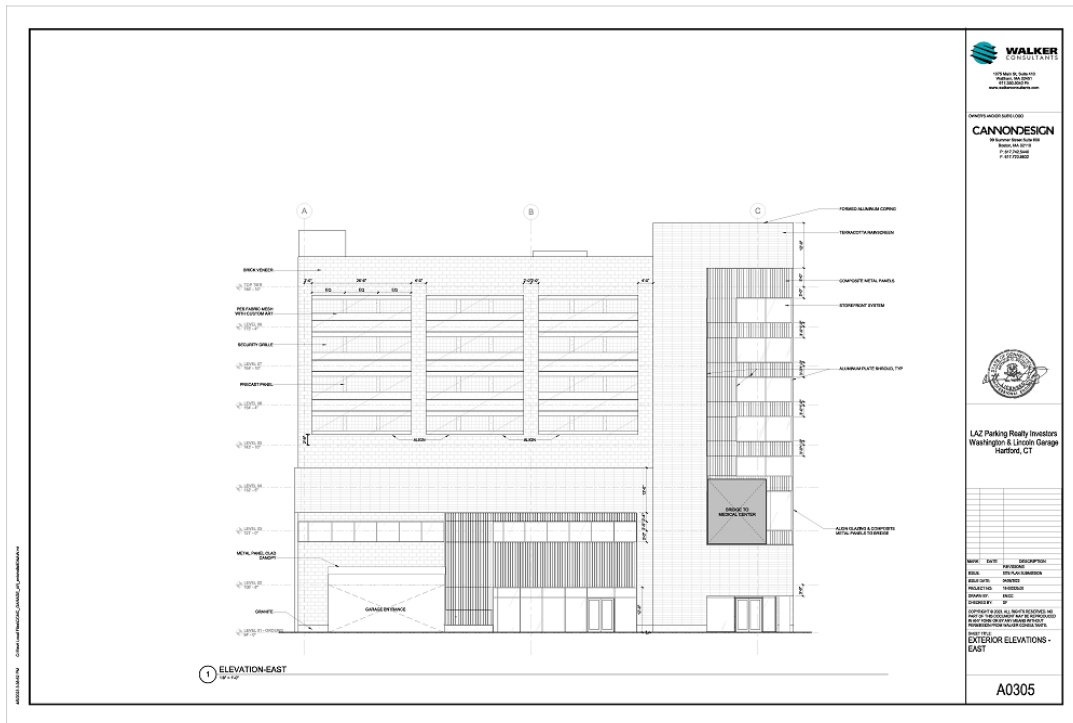


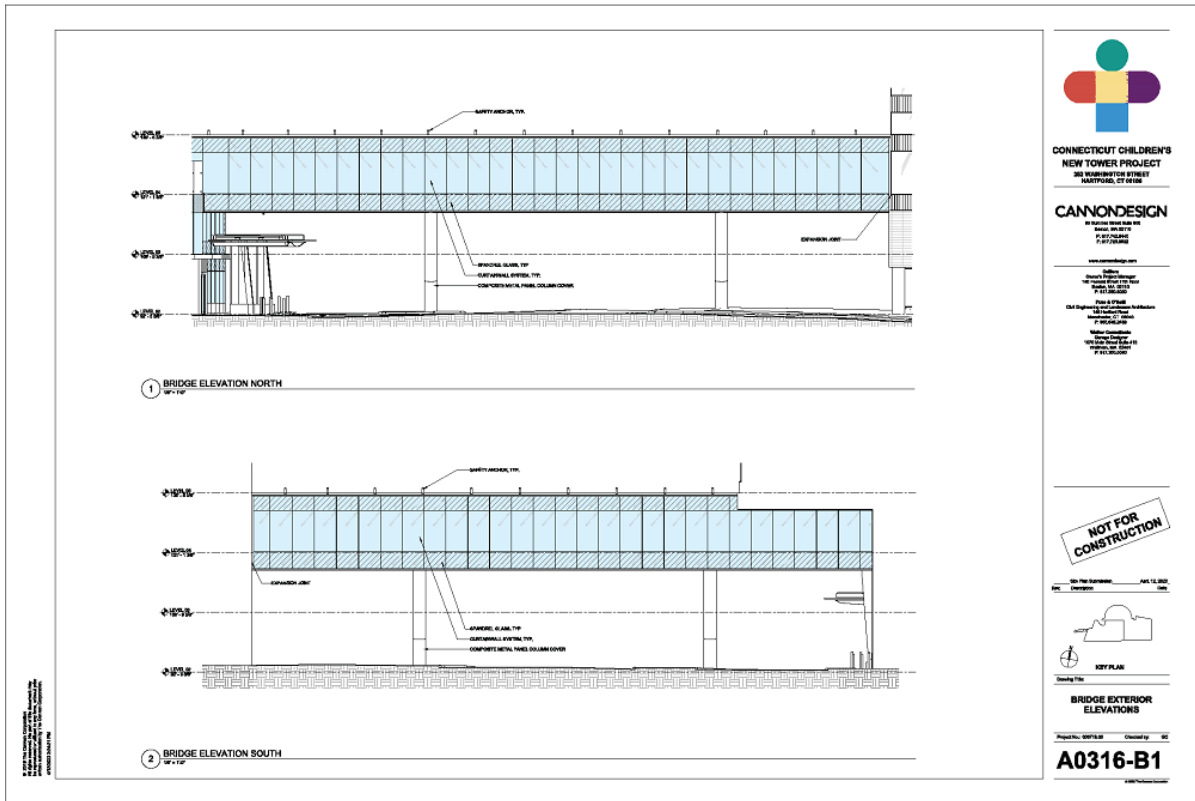












Attachment 2 – March 29, 2023 – CCMC Commitment letter to Frog Hollow NRZ



March 29, 2023

RE: Washington and Lincoln Garage Proposal to support Connecticut Children's Project

Dear members of The Frog Hollow NRZ Washington Street Garage Subcommittee,

Per the meeting that was held with Mayor Luke Bronin, Jim Shmerling, President of Connecticut Children's, Karri May, Senior Director of Facilities at Connecticut Children's, Larry Stubbs, LAZ Parking, and several members of the Frog Hollow NRZ Washington Street Garage Subcommittee, Aaron Gil, Marcus Ordonez, and Rhodee Gine, the following commitments were made by Connecticut Children's:

- Connecticut Children's will improve current home ownership and rental assistance programs for any employee who wishes to live in Hartford neighborhoods located in the vicinity of Connecticut Children's Hartford campus.
- Connecticut Children's will host neighborhood job fairs for new employment opportunities within the hospital addition, as well as the parking facility in partnership with LAZ Parking.
- Connecticut Children's will support a motion to add a voting member to the SINA board that is filled by a resident of the Frog Hollow community.
- A request was made of Connecticut Children's to accommodate a voting member board seat on the board for the hospital by a resident of the Frog Hollow community. Jim clarified that with fiduciary responsibility to the hospital, there are several requirements to being invited to the board, but if someone met all of those requirements and also was a resident of Frog Hollow, he would welcome those recommendations and present such candidate to the board.
- Connecticut Children's is committed to working with a developer to build a mixed-use structure on the former car-wash site, after the tower and garage project are completed.
- Connecticut Children's will provide a façade treatment on the garage structure along Lincoln Street on the first and second floors which matches the façade treatment shown on Washington Street. It was agreed by all parties that the visual perception from the exterior of the building will match the scale implied by the elevation shown on Washington, which provides continuity and consistency with the residential structure directly next door. A rendering has been attached to this letter for record.

In addition to the items noted above, Mayor Bronin has committed to the following:

- Acknowledging that Connecticut Children's has already agreed to plant 100 new trees offsite in coordination with the city Forester within proximity of the project site and on Lincoln Street, the city will match that support and ensure that 100 additional trees are planted in the Frog Hollow Neighborhood.



- The City will partner to secure resources to allow SINA to pursue additional \$1 million in restoration or construction work on four properties (an estimated \$250,000 per residential property) in the Frog Hollow neighborhood, with an emphasis on threatened historic properties, if possible.
- The City will convene and collaborate with CRDA and Connecticut Children's to help pursue their commitment to construct a mixed-use development on the former car-wash site, where retail/commercial/office space would be provided at the street level, and family housing and apartments would be provided above.
- Mayor Bronin agreed to convene the three hospitals of Hartford (St. Francis, Hartford Hospital, and Connecticut Children's), to have further conversations about policies related to charging employees for parking.

It is our understanding that with these commitments made by both Connecticut Children's and Mayor Bronin, that the NRZ leadership supports and will advocate publicly for the approval of the Washington and Lincoln Garage, and that the subcommittee will endorse a motion to write a letter of support to carry forward in the city approvals process.

We greatly appreciate your time and collaboration.

Sincerely,

Handwritten signature of James E. Shmerling in black ink.

James E. Shmerling, DrHA, FACHE  
President and CEO  
Connecticut Children's Medical Center

Handwritten signature of Luke Bronin in black ink.

Luke Bronin  
Mayor  
City of Hartford