Special Permit with Design Review Narrative

Revised: 11/3/20

Development of the Gateway medical office complex on Eastern and Western Boulevards has been in process for close to twenty years starting with the planning of Buildings A, B, C & D in 2001. Casle Corporation of Avon, Connecticut has, with municipal review and approvals, developed a total of ten medical office buildings on approximately thirty one acres of land in four major phases with multiple sub-phases, and the buildings have been virtually one hundred percent occupied after construction. For all four previous phases, the land has been purchased by Casle Corporation from the Town of Glastonbury, and Casle (David Sessions, Principal Partner) has a purchase agreement with the Town to acquire and develop an additional 4.83 acre +/- parcel of land along Western Boulevard, to be called Gateway V. The instant application proposes two new buildings, J and K, totaling 15,000± square feet and 30,500 ± square feet respectively, a property card from the Town GIS system is attached.

The site plans are based upon property line and topographic survey prepared by Dutton Associates. The full consultant design team is described within the title block of the site plan set. A Documentation Form application was filed a few months ago. An Inland Wetlands and Watercourses Agency (IWWA) application and a Special Permit with Design Review application were filed simultaneously in June of this year. Since the filing, the applicant has met with the Beautification Committee, the Plans Review Subcommittee and the Conservation and Inland Wetlands & Watercourses Agency. Approval of Conservation and Inland Wetlands & Watercourses Agency was granted on September 10, 2020.

The property is zoned Planned Employment (PE) where medical office use is allowed as a Special Permit Use under section 4.14.1 as a Professional Office. The property is not within a FEMA flood plain. The site is roughly triangular in shape and on the south side of Western Boulevard. Western Boulevard forms the north property line, Gateway I the east property line and an Eversource right of way over the lands of industrial uses forms the south property line.

The Town of Glastonbury controls the existing OSTA permit for the Gateway development area and will be responsible for coordinating the proposal within the context of the OSTA permit. In recent correspondence, Mr. Pennington, The Town Engineer, confirmed the proposal is within the scope of the existing OSTA permit.

Wetlands have been identified by a Certified Soil Scientist, Kate Bednaz, working for Freshwater Wetland Services. Approximately 1,629± square feet of wetland soils exist in the southeast corner of the site and are an edge portion of a small wetland within the abutting Eversource right of way and Gateway Phase I. No disturbance of the wetlands is proposed. Approximately one half acre of Upland Review Area will be disturbed with the placement of 2,600± cubic yards of fill to support parking and other improvements. Habitat enhancement plants are proposed to be installed along the wetland boundary and the Eversource right of way, along the south property line. Stormwater will be treated through a treatment train composed of catch basins with sumps and a detention system composed of a sediment forebay, a detention basin and a water quality area. The storm basin will have infiltration capacity.

The property is shown on CT DEEP NDDB mapping as being potentially sensitive to some threatened plant or animal species. An NDDB request for information has been filled with the CT DEEP and a response was received, see attached. Mr. George Logan of REMA Ecological Services has been retained to investigate the several species identified by the DEEP. At this point, no additional permits are required of the DEEP. Appropriate mitigation measures will be implemented as presented to the Conservation and Inland Wetlands Agency.

The site plans show two buildings with two hundred and six parking spaces. Vehicle access will be taken in two locations on Western Boulevard. An emergency vehicle turning plan was attached to the application, and demonstrated the ability for a fire truck to move through the site. Internal sidewalks will connect with municipal sidewalks along Western Boulevard. Sight line sections, taken through both proposed driveways demonstrate sight line exists for the posted roadway speed.

Preliminary earthwork analysis suggests the site will be close to balance but will likely require about 4,000 cy of clean fill. Soil test pits were conducted to investigate the consistency of soils and groundwater elevations; test pit locations, depths and general soil types are shown on an attached plan. Soil Sediment and Erosion Control Plans are included in the filing. Per Section 19 of the Zoning regulations, the Erosion Control Plans must be certified by the Town.

In regard to storm drainage, stormwater will be collected from roof and parking areas and directed through pipes into a stormwater detention/water quality system. Water will flow through a sediment forebay, flowing over a riprap channel into a detention basin. The storm water will be treated and detained to meet regulatory requirements. The detention basin contains a water quality section designed to treat the design year storm. The system also includes infiltration capacity in the bottom of the basin.

Public water and sanitary sewer will be brought into the site from Western Boulevard. Based upon tenant demands and building size, the project architect will make a determination if either or both buildings require fire protection systems. On-site fire hydrants will be placed to the satisfaction of the Town Fire Marshal. The emergency vehicle turning movement diagrams demonstrate emergency vehicles can pass through the property.

Site lighting will match previously approved phases of the Gateway development. Gateway V will use the same LED fixtures as installed at Gateway IV at a matching 14' mounting height.

Trash containers will be placed in a central location and will be screened with a fence.

A site planting plan will propose primarily native plant material and will include a variety of trees and shrubs. Habitat supporting planting is proposed within and around the stormwater basin system, along the Eversource right of way and the wetland edge. During the Town review process, the site Planting Plan was revised to address comments from the Beautification Committee and the Conservation Inland Wetlands & Watercourses Agency.

As suggested in a Leadership in Energy and Environmental Design (LEED) review, prepared for Conservation, an outdoor patio is proposed for each building as a place of respite. Bicycle racks are to be installed along the sidewalk areas near the entry to both buildings. Designated parking for green vehicles is shown along with two electric vehicle charging stations. Similar to all other phases of the Gateway Medical Development, the proposed buildings and site have been designed to a standard to meet LEED certification.

The proposal is consistent with all bulk zoning standards associated with the PE zone. Building coverage is 16% +/- and pervious surface will be over 47% where 35% is required.

The building architectural style is designed to include material, forms and colors relating to all previous phases. The architectural intent is to reinforce the image of the related and adjacent phases of the Gateway medical development without making every building identical. The application package includes building elevations and perspective renderings. Generators are sometimes required to support medical procedures, at this time the need for generators has not been determined. Normal mechanical equipment will be screened and placed upon building roofs.

Parking is proposed to be approved under Section 9.6 of the Zoning Regulations which recognizes the efficiency created by the overlap of various uses, allowing a joint use of parking and reducing a reliance on larger areas of paving; Section 9.6 was the basis for parking approvals for at least one earlier portion of the Gateway development. Reducing parking is a goal of the POCD.

Gateway medical development is a gathering of numerous specialties whose offsetting peak parking demands have allowed a use of parking spaces at lower than normal zoning standards. Background: within Gateway I to IV, 167,870 sf of space has been constructed and 871 +/- parking spaces now exist. Casle believes the buildings are on average 80% +/- useable or 134,296 sf +/-. The normal zoning medical parking requirement for 134,296 sf would demand 895 parking spaces. The standard Town parking requirement is based on useable building space at a rate of one parking space per 150 sf of building.

Parking utilization studies have been conducted at the Gateway development over many years by the developer after the Town staff noticed the parking lots were not entirely utilized and were curious about the offsetting peak use of parking. Zoning Section 9.6 was introduced into the regulations by Town Planning staff to address the over development of parking for many mixed uses which experience a reduction in demand due to offsetting parking demand. The Gateway development has experience with Section 9.6, seeking approval for development of Building D.1 after preparing parking utilization studies for previously constructed buildings A, B, C, D, E, F in Phases 1,2,3.

For the purpose of the present application, a week long parking utilization study was conducted in January of 2020. All built phases of the Gateway development were involved and the results

suggest the offsetting parking utilization trend continues, see parking utilization summary chart attached to the application. With 871 spaces constructed at Gateway, on average 543 parking spaces are utilized (62.3 % of the total) during a normal business hour. During the average **peak hour,** 657 spaces (75.5% of the total) spaces are utilized. The Gateway buildings are virtually 100% occupied and on a gross building square foot basis, the average **peak** parking use equals one space per each 256 sf of building area. Using this actual building size/parking utilization figure, with a gross building size of 45,500sf, Gateway V will need 178 spaces (1 space per 256 sf of building at average peak hour parking). Under the standard Town medical office parking requirement, Gateway V would need 243 spaces (45,500sf X .8 divided by 150sf).

Section 9.6 allows the Commission to waive up to 30% of the parking (.3 X 243 = 73 spaces), permitting the P&Z to approve a parking amount of 170 spaces. At a minimum, Casle believes, based upon actual parking counts, 178 parking spaces are needed. Casle is requesting a waiver of approximately 15% of the standard parking requirement, 37 spaces and, is proposing to build 206 spaces. Casle is looking to reduce parking but is also trying to be careful. Over the past fifteen years Casle Corporation has developed many medical office buildings for individual medical groups and hospitals such as ProHealth Physicians, Gaylord Hospital , Hartford Hospital, Eastern Connecticut Health Network, Yale and Saint Vincent's Hospital and in that process has undertaken parking utilization studies for over 1,000,000 sf of medical building space. The trend of parking utilization seen in Glastonbury has been consistent throughout the state. For lease and site plan approval purposes, Casle assumes parking needed at a rate of one space per 200 sf useable space (assumed at 80% of the building). In the Gateway V case, Casle feels a minimum of 182 parking spaces is required. The standard Casle assumption is consistent with the average peak parking utilization count which suggests 178 parking spaces required for the proposed development. Casle is suggesting 206 spaces be constructed to provide a 15% +/- buffer above 178 spaces. Note: it is possible to defer some or all of the parking between 178 and 206 until such time as they are required. As noted above, a summary sheet of the January parking utilization study was attached in the June application package.

The applicant feels the project is consistent with the Town Plan of Conservation and Development (POCD). Casle Corporation believes the Gateway V development proposal is consistent with the high quality of the other four phases already constructed. The quality of the development has been recognized in the Town 2018 POCD as stated on page 16 "The expectation is that Glastonbury will continue to offer excellent opportunities for high quality, new business expansion and upgrades to existing commercial buildings. The Town's last large block of commercially zoned property know as "Gateway", located along the Western Boulevard, has been substantially developed, establishing a high quality, regionally recognized medical office/treatment campus that continues to expand." The Town POCD Policy Section, page 16, related to Commercial Development, calls for minimizing light pollution and promotes LEED standards. The Casle proposal will minimize light pollution with efficient LED fixtures and promotes LEED standards through site and building design. The POCD Planning Area (section 6) the Gateway medical office complex is featured in the photograph on the section title page. Some of the Policies identified in this section, under Land Use and Development, include:

“Continually evaluate actual parking demand at existing facilities in order to reduce the size of new parking lots. Encourage deferred parking in appropriate situations.” “Where environmentally feasible, encourage development of the remaining Town-owned property in the Gateway Medical project area.” “Support and encourage the construction of energy efficient “green buildings” by encouraging new construction meet LEED standards.” “Minimize light pollution through the incorporation of standards that reduce light spillage while maintaining sufficient lighting for safe vehicular and pedestrian movement within commercial sites.” The Gateway V proposal is consistent with all of these referenced Policies of the Town POCD.

Glastonbury Gateway Summary - Present Use

Glastonbury, CT

01/27/2020 Thru 01/31/2020

Gateway I:	85032	SF	Building Size		
	383	+/-	Approved Parking Spaces		
	73.18%		Average % Parking Occupied		
	280	Spaces			
	84.07%		Average % Peak Parking Occupied		
	322	Spaces			
Gateway II/III:	45000	SF	Building Size		
	259	+/-	Approved Parking Spaces		
	56.15%		Average % Parking Occupied		
	145	Spaces			
	71.89%		Average % Peak Parking Occupied		
	186	Spaces			
Gateway IV:	37846	SF	Building Size		
	229	+/-	Approved Parking Spaces		
	50.99%		Average % Parking Occupied		
	117	Spaces			
	65.07%		Average % Peak Parking Occupied		
	149	Spaces			
Gateway Complex:	167870	SF	Development Size		
	871	+/-	Approved Parking Spaces		
	542	Spaces used on Average		(62.3%	of Total)
	657	Spaces used at Average Peak		(75.5%	of Total)

Data Table

Glastonbury Gateway V

Lot Identification: GIS ID: 75000280
Lot Address: 280 Western Boulevard
Lot Size: 4.83 acres +/-

Zone: PE Planned Employment
Proposed Use: Medical Office
Special Permit with Design Review

Present Site Use: Vacant and Wooded

Proposed Building Development:
Building J: One Story 15,000 sf +/-
Building K: Two Story 30,500 sf +/-
Total: 45,500 sf +/-

Allowed Building Coverage: 20% or 42,063 sf +/-
Proposed Building Coverage: 16.12 % or 33,908 sf +/-

Building Height Permitted: 35' or 2 ½ Stories
Maximum Building Height Proposed: 35' +/- or 2 Stories

Required Lot Frontage: 150 lf
Existing Lot Frontage: 1,234.5 lf

Required Lot Size: 40,000 sf Minimum
Existing Lot Size: 210,315 sf +/-

Required Open Space: 35% or 73,610 sf +/-
Proposed Open space: 46.75 % or 98,336 sf +/-

Required Yards:	Proposed Yards:
Front: 50'	Front: 53.2'+/-
Side: 25'	Side: 67.2' +/-
Rear: 25'	Rear: 26' +/-

Wetlands: on-site: 1,629 sf +/- or 0.037 +/- acres
Wetlands Disturbed: 0 sf and 0 Acres
Upland Review Area On-Site: 28,898 sf +/- or .66 Acres +/-
Upland Review Area Disturbed: 23,565 sf +/- or .54 Acres +/-
2,600 cy +/- fill within Upland Review Area

Parking:

Per Required Zoning Standard Medical Office: Useable Area Divided by 150 sf
45,500sf X .8 Divided by 150 sf = 243 Spaces

Parking Proposed per Section 9.6 Mixed Medical Use Allowing Parking Use Efficiency
Proposed: 206 +/- Parking Spaces Proposed
Section 9.6 Allows 30% Waiver (73 Spaces)
15% Waiver Requested for 37 Spaces
Request Supported by Parking Utilization Studies for Gateway Phases I Through IV
Showing Average Peak Hour Parking Demand to be 1 Space for Each 256 sf Gross
45,500 sf Divided by 256 sf = 178 Spaces +/-.
At Least 16% Excess Sought or 28 Spaces; 206 Parking Spaces Proposed

Consistency with the POCD

Inland Wetlands and Planning and Zoning Special Permit application should demonstrate consistency with the Town POCD. This report documents the project consistency with the present POCD.

The LADA, PC review suggests the development proposal is consistent with many portions of the POCD and appears to be exactly the type of development desired as described in Planning Area 6 Planned Employment Area. The section describes the area of the site and the surrounding development and highlights a picture of Building G in gateway IV as part of the section heading.

Pg. 23
Town wide policies for stormmwater management suggests two policies be followed:
1. The use of innovative techniques consistent with LID practices,
   The project proposes to clean and detain the stormwater with a created wetland system, developed through research at the University of New Hampshire. The process of treating stormwater through ground and plant contact is an LID practice.
2. New developments will meet MS4 requirements.
   The proposed stormwater treatment system and its monitoring system will meet MS4 requirements.

Pg. 23
Three policies are suggested for commercial development.
1. Minimize light pollution.
   The lighting plan demonstrates light pollution will be minimized. Light fixtures will all focus downward. Lighting will be LED and will be limited to the site property.
2. Promote LEED construction standards.
   Starting with the first phase of development at Gateway, LADA, PC and Casle has presented to the Conservation Commission a LEED analysis pertaining to the phase. All phases of Gateway development have shown that the design of the Gateway sites and buildings attain a level of LEED certification.
3. Support LID stormwater management.
   The stormwater management system chosen is consistent with LID.

Pg. 24
Sustainability is Encouraged
The proposal is consistent with LEED. The heating, cooling and building environmental controls are all energy efficient. Green vehicle parking spaces and electric car charging stations are proposed. Bicycle racks are to be installed.

Pg. 49 & 50
Planning Area 6 Planned Employment articulates a number of policies, those which apply follow:
1. Continue office development north of Hebron Avenue.
   The proposal is consistent.

4. Incorporate a park like environment.
   The proposal is consistent with the PE zoning regulations and the appearance of the prior phase of the Gateway office park. The development has a lovely park like setting.
5. Continually evaluate actual parking use to minimize large parking lots.
   The proposal is entirely consistent. A number of years age the Town staff noticed that parking appeared overbuilt for a number of land uses and section 9.6 was approved for the The zoning regulations. Section 9.6 has been employed in developing parking in some Gateway sections including the present phase. Up to date parking utilization studies for Gateway suggests slightly lees parking is required to support the medical office needs than the standard form of calculation.
6. Development should happen where environmentally feasible.
   The lot under study has over 210,000 +/- sf and only 1,600 +/- sf (1.5%) are designated wetland. A DEEP NDDB filing has been made and no significant impacts are expected upon any species of concern.
7. Support LEED design principles.
   As mentioned before, the application is consistent with LEED.
8. Minimize Light Pollution.
   As mentioned before, the application minimizes light pollution.

Pg. 71
Stormwater Management

1. Utilize LID techniques.
   As mentioned before, the stormwater system is consistent with LID.
2. Utilize Crested Wetlands.
   The stormwater design is based upon the principle of creating wetlands and using soil and plant contact to remove pollutants.
3. Utilize stormwater temperature regulating techniques.
   The passing of the stormwater through the system, cascading from the plunge pool into the created wetland and the filtering of the first flush through soil, combined with shade from planted tree cover will all mitigate stormwater temperature.
6. MS4 Consistency
   The stormwater system has been designed to meet MS4 standards.