City of Hartford

Connecticut's Capital City

Planning and Zoning Commission Staff Recommendation



Applicant

City of Hartford

Owner

City of Hartford

POCD Designation:

CORMU—Commercial, Office, Residential, Mixed Use

Project Milestones:

- 2009, The Downtown North Redevelopment Plan was approved
- 2010, Sustainable Communities Grant received
- September 2012, RFQ issued
- January 2013, Utile Incorporated Architecture and Planning was selected to lead the project
- July 2013, Planning & Zoning Commission approved the expansion of the redevelopment area
- May 27, 2014 Planning & Zoning Commission approved acquisition of 14 properties owned by Covered Bridge Ventures, LLC and 360 Market Street
- July 22, 2014 Planning & Zoning Commission approved acquisition of 271
 -273 Windsor Street owned by Rensselaer Hartford Graduate Center, Inc.

CGS 8-24 Review

Authority to Transfer Redevelopment Parcels to DoNo Hartford, LLC Through Sale and Lease Arrangements; Authority to Enter Lease Agreement with DoNo Hartford, LLC for the Ballpark Facility; and Authority to Enter Lease Agreement with Connecticut Double Play, LLC for the Ballpark Facility for Redevelopment of Downtown North

September 23, 2014

Downtown North Redevelopment Area 8-24 Summary of Activities

Before the Commission are a series of activities for an 8-24 review regarding:

- 1a) Approval to transfer Downtown North redevelopment parcels to DoNo Hartford LLC identified in the RFP as Parcel A;
- 1b) Approval to lease Downtown North redevelopment parcels to DoNo Hartford LLC, identified in the RFP as Parcels B, C, D, E and F;
- 1c) Approval to accept Downtown North parcel from DoNo Hartford LLC, identified in the RFP response as Parcel G, as a "gift";
- 2) Approval to enter into a lease agreement with DoNo Hartford LLC, the Developer, for the ballpark facility for a period of 25 years as part of a Public-Private Partnership for the creation of a neighborhood in Downtown North;
- 3) Approval to enter into a lease agreement with Connecticut Double Play, LLC (the ownership group of the Rock Cats) for the ballpark;

The Commission has already positively opined on the acquisition of several parcels in the Downtown North area by the Redevelopment Agency for fourteen properties previously owned by Covered Bridge Ventures, LLC and 360 Market Street, previously owned by Multi-Care Surgery Center, Inc., in order to increase the total developable area owned by the City of Hartford to 11.67 acres (May 27, 2014). Additionally, the Commission has previously opined positively on the expansion of the Downtown North Redevelopment Project Area (July 2013) and most recently on the purchase of 271-273 Windsor Street (July 22, 2014).

Resolution 1: Authority to Transfer to, and Enter a Lease with DoNo Hartford, LLC for the Development of a Ballpark Facility on Parcel A

Resolution 2: Authority to Accept the Transfer of Parcel G and to Enter a Lease for Parcel B, C, D, E, F and G with DoNo Hartford, LLC for the Redevelopment of Downtown North

Resolution 3: Authority to Enter a Sublease with Connecticut Double Play, LLC for the Ballpark Facility

For a full list of addresses and parcel identification numbers for Parcels A through G, please see the table in Figure 2.

1

2

2) Approval to Enter Lease Agreement with DoNo Hartford LLC

The Developer with finance and construct the ballpark facility, and the City of Hartford will enter into a lease arrangement with the Developer to lease the ballpark for a period of 25 years with the right to purchase the parcel and the ballpark and the end of the term for the residual fee.

3) Approval to Enter Lease Agreement with Connecticut Double Play, LLC

The City of Hartford will enter into a lease agreement with the ownership group for use of the ballpark facility and the ownership group will maintain and operate the facility.

Figure 2. Parcel Details

ADDRESS	PARCEL ID	ACRES	ZONE
PARCEL A			
1214 Main	244-290-104	2.90	B1
271 Windsor	267-290-015	1.14	B1
273 Windsor	267-290-014	0.87	B1
PARCEL B, C & D			
479 Ann Uccello	244-286-054	0.18	B2
463 Ann Uccello	244-286-053	0.18	B2
451 Ann Uccello	244-286-052	0.13	B2
439 Ann Uccello	244-286-051	0.20	B2
425 Ann Uccello	244-286-050	0.26	B2
426 Ann Uccello	244-288-069	0.47	B1
450 Ann Uccello	244-288-068	0.33	B2
472 Ann Uccello	244-288-067	0.22	B2
240 High	244-286-044	0.29	B2
234 High	244-286-045	0.06	B2
232 High	244-286-046	0.04	B2
226 High	244-286-047	0.08	B2
220 High	244-286-048	0.34	B2
214 High	244-286-049	0.05	B2
1269 Main	244-288-082	0.02	B2
1269H Main	244-288-083	0.01	B2
1261 Main	244-288-080	0.07	B1
1267 Main	244-288-081	0.06	B1
PARCEL E			
1243 Main	244-288-079	0.60	B1
1229 Main	244-288-078	0.23	B1
1213 Main	244-288-077	0.19	B1
1209 Main	244-288-076	0.25	B1
1189 Main	244-288-075	0.12	B1
1185 Main	244-288-074	0.06	B1
1181 Main	244-288-073	0.06	B1
58 Chapel	244-289-070	1.16	B1
40 Chapel	244-289-080	0.50	B1
44 Chapel	244-289-071	0.25	B1
1143 Main	245-289-105	0.20	B1
1161 Main	244-289-072	0.16	B1
PARCEL F			
1212 Main	267-293-001	3.38	B1
PARCEL G			
150 Windsor	267-292-011	2.95	B1
Totals		15.06	

Purpose of the Downtown North Redevelopment Area

The City of Hartford is in pursuit of redeveloping the neighborhood north of I-84 known as Downtown North. The vision is to redevelop this area to create a new neighborhood that connects the vibrancy of our urban core and surrounding neighborhoods by providing a mixed-use development with housing opportunities and retail and amenity destinations.

Overview:

The City of Hartford is proposing to enter into a Public-Private Partnership with DoNo Hartford LLC, designated as the Developer, for the development of the Downtown North Neighborhood. A PPP allows the public sector to deliver major public projects while the private party assumes the substantial financial, technical, and operational risk. Hartford's PPP will create a new neighborhood that connects the vibrancy of our urban core and surrounding neighborhoods by providing a mixed-use development of 600+ housing units, over 140,000 GSF of ground-floor retail, over 200,000 GSF of commercial space (see Additional Parcels & Development Overview for more information) - including a supermarket, public open spaces, supporting parking structures, and a state-of-the-art minor league baseball facility (Ballpark). The construction of the Ballpark would financed by

DoNo Hartford LLC, the City of Hartford will lease the ballpark for an annual fee, and will in turn lease the Ballpark to Connecticut Double Play, LLC (ownership group), the owners of the Rock Cats Baseball Team.

This mixed-use neighborhood is to be developed on the parcels owned or controlled by the City in addition to an adjacent parcel to be purchased by DoNo Hartford LLC (see Figure 1). This mixed-use development will be in general conformance with the City's recent master planning effort completed for Downtown North, and the Ballpark will be constructed in accordance with the design criteria and specifications established by Minor League Baseball (MiLB). The proposed mixed-use development shall be designed to create a holistic linkage between the Downtown Central Business District (CBD) and the North End of Hartford.

As this new neighborhood comes to fruition, the Commission will have input into many aspects of the development. The first phase of development is crucial, and in order for the City to meet their agreement with Connecticut Double Play, LLC all necessary approvals from the Planning & Zoning Commission must be reached in order to finalize the agreement with DoNo Hartford, LLC by December 1st. As such, in the coming months the Commission will see before them for their review: zoning regulation text changes to allow "stadium" in the B-1 district, special permit review for placement and overall design of the ballpark and related developments as phase's progress, and transportation modifications.

Regarding transportation modifications, street re-alignment is necessary to accommodate the new Ballpark and in addition will present the City of Hartford the opportunity through Capital Improvement Plan funds, Developer financing and the creation of a proposed Infrastructure Improvement District (IID) to implement many of the streetscape improvements identified in the Downtown North/Downtown West Master Plan. The necessary streetscape improvements will help with traffic-calming, place-making, and will work towards creating a more function, multi-modal transportation system. Future actions transportation modifications for the Commission's review will include:

Realignment of Pleasant Street – to accommodate the new Ballpark, Pleasant Street must be reconstructed slightly to the north between Main Street and Windsor Street, which will reduce the number of travel lanes from two lanes travelling east and west, to one travel lane in each direction (See preliminary draft of realignments, Figure 4).

Realignment of Trumbull Street – to accommodate the new Ballpark, Trumbull Street will be realigned and reconstructed to the south of its current location between Main Street and Market Street, only utilizing city-owned property to do so. The reconstruction of Trumbull Street will not just accommodate the footprint of the Ballpark but will accommodate traffic flow and capacity, while at the same time will develop a focal point and pedestrian linkage at the intersection of Main Street (See preliminary draft of realignments, Figure 4).

Abandonment of Windsor Street – to accommodate the parking required by MiLB for the Ballpark and the development at Parcel G, the Developer has proposed closing of Windsor Street between Pleasant and Trumbull Street in order to create a seamless, vibrant destination immediately adjacent to the Ballpark. This will allow for a proposed little league baseball park to overlook the Ballpark that can be used for additional passive and recreational opportunities, a location for Hooker Brewery with direct highway access with views into the Ballpark for patrons, eliminates the existing building at 150 Windsor and thus opens the view corridor of the Ballpark from Interstate 91, provides a residential component with proposed market-rate housing units with views of the Ballpark, and provides for parking underneath these structures necessary for the MiLB requirements (Not shown in Figure 4).

Ballpark Project Ownership - The Ballpark land, Parcel A, shall be sold to the Developer for the purposes of financing the construction of the Ballpark. The City will lease the Ballpark from the Developer for a set annual fee for a 25 year period. The City will lease the Ballpark to the ownership group for the same period. The ownership group will maintain and operate the facility. At the end of the 25 year period, the City has the option to purchase the ballpark facility and the land.

Team Ownership - The ownership group shall relocate the Team to the Ballpark, shall maintain the team as a MiLB Double A franchise, in good standing and shall operate the Ballpark in accordance with the lease and management agreements.

Ballpark - The development and construction of the Ballpark will be a cooperative endeavor in which the City, the City's Ballpark Architect, the Developer and the ownership group all actively participate and work together to develop a mutually acceptable Ballpark facility. The Developer will lead and be responsible for the construction and develop-

ment of a fully completed and operational Ballpark on schedule, meeting all of the requirements of MiLB and of MLB which are imposed on a MiLB Double-A baseball team.

The Ballpark shall be a new, first class, state-of-the-art, natural turf, open-air facility that will have the following basic characteristics, and other features and amenities consistent with other new Double-A MiLB ballparks:

- A minimum of 4,000 to a maximum of 6,600 Grandstand Seats with backs and a roof over a portion of such seats, or a combination of Grandstand Seats and other ticketed seating areas throughout the Ballpark, including but not limited to porch seating, bullpen seating, club seats, dugout suites, corporate suites, etc.
- A 360 degree walk-around concourse including food and beverage concession areas and souvenir sales areas with associated equipment
- A minimum of 16 Luxury Suites
- Team Office Space
- Press Box Office
- Ticket Office/Windows
- Indoor Hospitality Club for Premium Fans and Sponsors
- Two Party Decks
- Two Picnic Areas/Patios
- Not Less than 200 dedicated Parking Spaces meeting MiLB/MLB Requirements
- Double A MiLB standard playing field and all improvements such as grass playing surface, appropriate drainage system, and outfield warning track, batting cages, outfield grassy berms, flag pole, and foul poles
- Adequate Lighting and Equipment for Night Games
- Outfield scoreboard/video boards and a LED message board
- Two clubhouses and an indoor, covered batting tunnel
- Ancillary concession facilities
- Potential commercial space on the Main Street frontage of the ballpark

Ballpark Lease - The ownership group shall lease the Ballpark for a minimum initial term of 25-years. The Team shall have the option to extend the term for three (3) consecutive, five-year (5) renewal terms. The Team shall manage and operate the Ballpark in a first class manner, similar to and consistent with that of other comparable MiLB Double-A ballparks.

Parking for patrons - The parties shall work together to develop a strategic plan to address patron parking needs within a five minute walk of the ballpark making use of existing parking facilities. The Team acknowledges that parking will be provided at City, private, and, non-City governmental owned lots and garages located in the vicinity of the Ballpark. (See Figure 5).

Capital Improvements for the Ballpark – As part of the draft lease agreement, a capital improvement reserve fund is established. The draft lease requires that a portion of the funds paid to the City by the ownership group be set aside each year for capital improvements of the ballpark. The draft lease requires that the City and ownership group agree to a capital improvement plan and that the reserve funds be used to implement that plan; however, if the funds in the reserve fund are insufficient to complete the capital improvements in the plan, the city council may, at is sole discretion, appropriate additional funds.

As the ballpark is a city asset, it is the intent of the administration that the capital improvement plan for the ballpark be included in the City's Capital Improvement Plan for review by the commission and council on an annual basis.

Additional Parcels & Development Proposal – DoNo Hartford LLC has been designated the Developer for the Downtown North neighborhood and Ballpark. Their proposal not only includes the Ballpark but has taken into account all remaining parcels put forth in the Request for Proposals (parcels B through F) and in addition, they have proposed additional development for a restaurant/brewery, residential units, parking, and public space on an

adjacent parcel (G), known as 150 Windsor Street. DoNo LLC has expressed their commitment to this vision by beginning negations for the purchase of this property. (See Figure 1.)

The Developer proposes development of all the parcels in three primary phases (See Figure 3 for an overview of the concept plan):

Phase One – Construction of the Ballpark (completed March 31, 2016), construction of Parcel E to include 237 units of housing, 63,400 GSF of retail including a 25,000-30,000 SF grocery store, and a 375 space parking structure (est. complete November 2016), and construction of Parcel G to include 46,000 GSF of restaurant/brewery and 228 units of housing; and

Phase Two – Construction of Parcel F to include a +200,000 office building and 420 space parking structure (est. complete December 2018); and

Phase Three – Construction of Parcel B, C, and D to include +200 units of housing, as well as a smaller proportion of retail and parking spaces for residents (est. complete Summer 2020).



Illustrated rendering of the proposed, completed development of Downtown North neighborhood as proposed by Do-No Hartford, LLC.

As part of the Phase One proposal, the Developer considers the construction of a centrally located grocery store "critical, and perhaps the most important element of driving the desirability of the location" and as such have been placed as a priority for development. Construction of the restaurant/brewery is currently being negotiated and construction could be completed to coincide with the grand opening of the Ballpark.

In the early phases, the housing proposed by the Developer will need to cater to young professionals based on market demand, however "subsequent phases have the opportunity to introduce rental segmentation including empty nester, student housing, and for-sale products."

Figure 3. Proposed Concept Overall for All Phases



Figure 4. Transportation Modifications

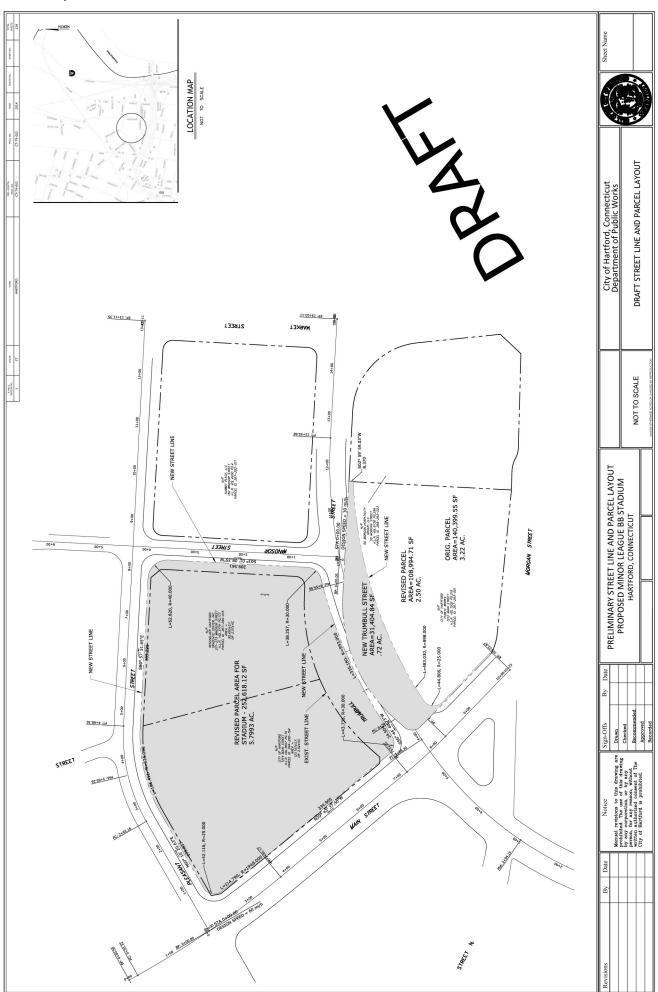
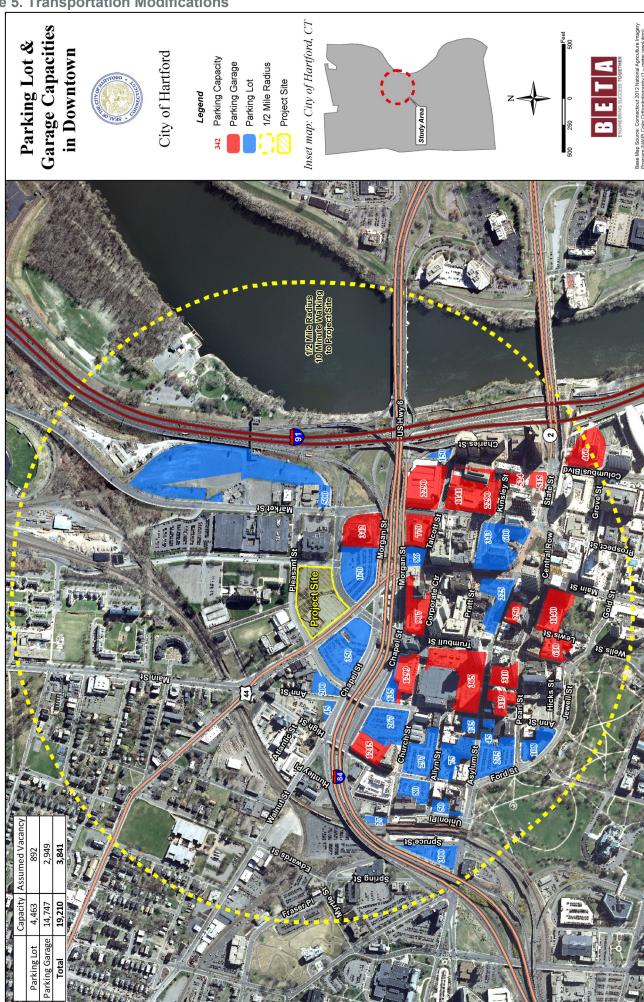


Figure 5. Transportation Modifications



ANALYSIS

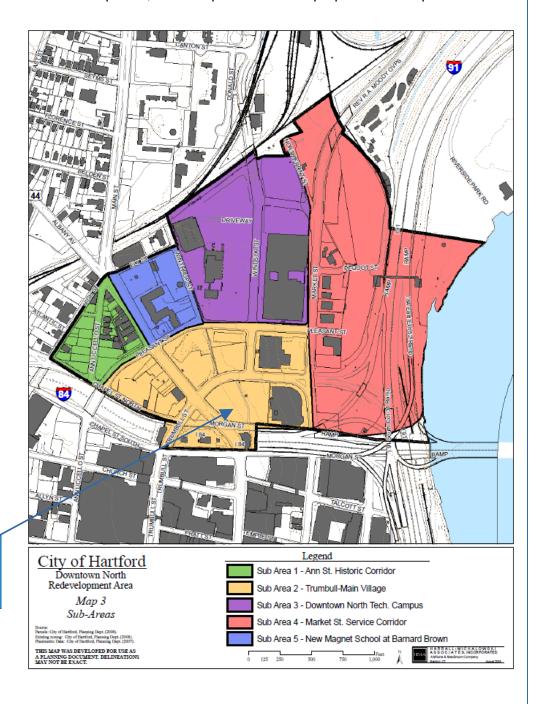
In analyzing the impact of the proposed actions by the City, it is important to look at One City One Plan.

One City One Plan

The project is in keeping with the *One City One Plan* (POCD) goal of "Advancing the Downtown's Role as the Regions Center for Commerce, Culture and City Living." The Planning Division is of the opinion that the proposed stadium will encourage a "24/7" environment in the Downtown by creating activity during evening and peak weekend hours. The stadium development will also help diversify downtown's economic base by creating a new entertainment venue that will not only create revenue on its own but will also generate revenue for existing local businesses through increased pedestrian traffic on city streets during evening and weekend hours. In addition, this project could create demand for new businesses in the downtown area. The proposed stadium will be a catalyst for of the development of Downtown North as a regional and local destination. The development of the proposed stadium is also in keeping with the One City, One Plan future land map designation of Commercial, Office, Residential Mixed Use. This project also addresses several of the goals and objectives in the Downtown Plan chapter of *One City, One Plan* including:

- Establish a goal to allow for at least 4,500 additional housing units, potentially in the following locations:
 - Downtown North—1,000 units
- Ensure new housing is appropriate for the following market segments: students, active adult/empty nesters, and young professionals.
- Promote mixed use development.
- Incentivize development with a housing component.
- Redesign Main Street including streetscape improvements.
- Evaluate current marketing and promotion activities.
- Encourage 24/7 activity.
- Improve facades and streetscapes on Main Street.
- Develop a plan to attract specific retail activity
- Create new housing units Downtown.
- Enhance pedestrian connections.
- Improve the pedestrian experience by implementing streetscapes.
- Develop a wayfinding plan to improve connects among existing cultural activity centers & entertainment areas.
- Develop businesses with evening and weekend peak uses such as restaurants, bars, clubs, live music venues and galleries/exhibition space.
- Create public spaces that can serve as spontaneous gathering points.
- Encourage family-friendly establishments.
- Promote Hartford through marketing.
- Highlight and promote Hartford's cultural assets as a collective unit.
- Improve Main Street by studying alter-nate design concepts to improve functionality, aesthetics, pedestrian accessibility and circulation.
- Develop Urban Design Standards for Downtown North.

Additionally, an objective identified in the Downtown Plan section of the POCD is to "Implement the Downtown North Redevelopment Plan" which calls for the undeveloped area between the former Crowne Plaza Hotel and Main Street (Trumbull-Main Village Sub-Area) to be developed with a mix of retail stores, restaurants, entertainment venues and upper floor residential units, all components that are part of, and compatible with the proposed development.



Trumbull-Main Village Sub-Area

DOWNTOWN NORTH REDEVELOPMENT
PLAN

STAFF RECOMMENDATION

Based on the findings and analysis in this staff report the Planning Division recommends that the Planning and Zoning Commission forwards a favorable recommendation to the Court of Common Council on all items under consideration.



CITY OF HARTFORD PLANNING AND ZONING COMMISSION RESOLUTION CGS 8-24 Review

1) Authority to Transfer to, and Enter a Lease with DoNo Hartford, LLC for the Development of a Ballpark Facility on Parcel A September 23, 2014

- **WHEREAS,** The City of Hartford Planning and Zoning Commission, in accordance with Connecticut General Statutes 8-24, has reviewed the report of the transfer and lease of Parcel A between DoNo Hartford, LLC and the City; and
- WHEREAS, The proposed development is compatible with the Commercial, Office, Residential and Mixed Use (CORMU) land use designation which encourages large scale developments as well as multi-faceted large scale mixed uses, and
- WHEREAS, The City of Hartford ("City") issued a "Request for Proposals for Public Private Partnership" for "Completing Hartford's Neighborhoods, with Mixed-Use Development & Proposed Minor League Baseball Facility" for the City's Downtown North Neighborhood, and
- **WHEREAS,** The City has selected DoNo Hartford LLC as the developer ("Developer") based upon its professional experience with the creation of urban mixed-use development projects, and
- **WHEREAS**, The City intends to enter into an agreement with the Developer whereby the Developer will plan, design and build, at the Developer's cost and expense, a Double A Minor League Ballpark, on the properties located at 1214 Main Street and 271-273 Windsor Street ("Ballpark"), and
- **WHEREAS,** The City intends to convey to the Developer properties located at 1214 Main Street and 271-273 Windsor Street in order for the Developer to plan, design and build the Ballpark, and
- **WHEREAS**, The City intends to lease the Ballpark from the Developer for the purpose of subleasing the Ballpark to Connecticut Double Play, LLC, and
- **WHEREAS**, The City has engaged in negotiations with Connecticut Double Play, LLC, the owner of a Minor League Baseball franchise, to locate a team in Hartford, and
- **WHEREAS,** As a public-private partnership, the revenues generated by the development and use of the entire Downtown North property, combined with other fees, will pay for the lease payments for the ballpark, now, therefore, be it
- **RESOLVED**, The City of Hartford Planning and Zoning Commission hereby forwards favorable recommendation to the Court of Common Council for the transfer and lease of parcel A between DoNo Hartford, LLC and the City, and



CITY OF HARTFORD PLANNING AND ZONING COMMISSION RESOLUTION CGS 8-24 Review

2) Authority to Accept the Transfer of Parcel G and to Enter a Lease for Parcel B, C, D, E, F and G with DoNo Hartford, LLC for the Redevelopment of Downtown North September 23, 2014

- **WHEREAS**, The City of Hartford Planning and Zoning Commission, in accordance with Connecticut General Statutes 8-24, has reviewed the report of the transfer of Parcel G and the lease for Parcels B, C, D, E, F and G for the redevelopment of Downtown North, and
- WHEREAS, The proposed development is compatible with the Commercial, Office, Residential and Mixed Use (CORMU) land use designation which encourages large scale developments as well as multi-faceted large scale mixed uses, and
- **WHEREAS**, The City of Hartford ("City") issued a "Request for Proposals for Public Private Partnership" for "Completing Hartford's Neighborhoods, with Mixed-Use Development & Proposed Minor League Baseball Facility" for the City's Downtown North Neighborhood, and
- **WHEREAS,** The City has selected DoNo Hartford LLC as the developer ("Developer") based upon its professional experience with the creation of urban mixed-use development projects, and
- **WHEREAS**, The City intends to accept the transfer of property located at 150 Windsor Street ("Parcel G") to facilitate the development project, and
- **WHEREAS,** The City intends to enter into leases for Parcels B, C, D, E, F and G to facilitate the development project, and
- WHEREAS, that the City hereby accepts transfer of the property located at 150 Windsor Street ("Parcel G") in lieu of taxes, and
- **WHEREAS,** The development project may include residential units, commercial and retail space, grocery store and parking facilities, and be it further
- **RESOLVED**, The City of Hartford Planning and Zoning Commission hereby forwards favorable recommendation to the Court of Common Council for the authority to accept the transfer of Parcel G and to enter a lease with DoNo Hartford, LLC for Parcels B, C, D, E, F and G for the proposed development; and
 - **RESOLVED**. This twenty-third day of September 2014



CITY OF HARTFORD PLANNING AND ZONING COMMISSION RESOLUTION CGS 8-24 Review

3) Authority to Enter a Sublease with Connecticut Double Play, LLC for the Ballpark Facility September 23, 2014

WHEREAS, The City of Hartford Planning and Zoning Commission, in accordance with Connecticut General Statutes 8-24, has reviewed the report of the sublease with Connecticut Double Play, LLC for the use and occupancy of the Ballpark Facility, and

WHEREAS, The City of Hartford ("City") has engaged in negotiations with Connecticut Double Play, LLC, the owner of a Minor League baseball franchise to locate a team in Hartford, on the condition that the City develop and construct a new ballpark facility meeting all the requirements of Minor League Baseball ("Ballpark Facility") and that the City lease the Ballpark Facility to Connecticut Double Play, LLC for an initial term of twenty-five (25) years, and

WHEREAS, The City intends to enter into a Ballpark Agreement with DoNo Hartford LLC ("Developer") whereby the Developer develops and constructs the Ballpark Facility, and

WHEREAS, The City intends to enter into a lease agreement with the Developer for the use and occupancy of the Ballpark Facility for the purpose of entering into a sublease with Connecticut Double Play, LLC, and now therefore, be it

RESOLVED, The City of Hartford Planning and Zoning Commission hereby forwards favorable recommendation to the Court of Common Council for the authority to enter a sublease with Connecticut Double Play, LLC for the use and occupancy of the Ballpark Facility; and

RESOLVED, This twenty-third day of September 2014