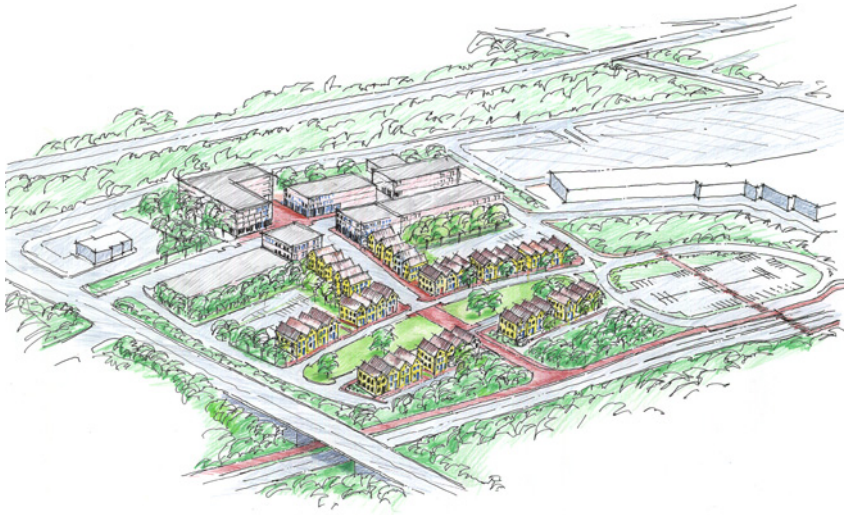


New Britain - Hartford Station Area Planning Project

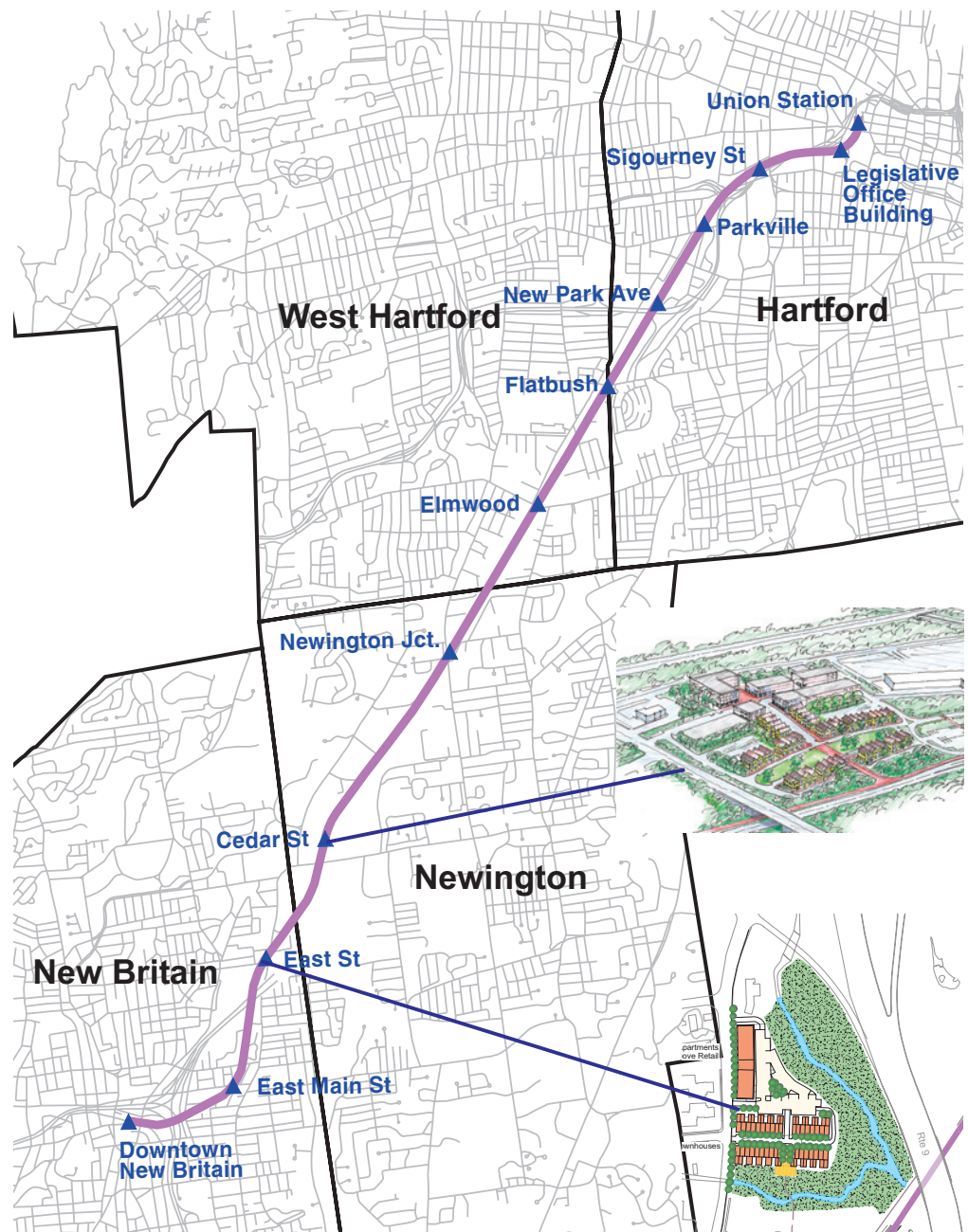
Cedar and East Street Station Area Plans

July 2004



Capitol Region Council of Governments

CROSBY | SCHLESSINGER | SMALLRIDGE LLC



For more information: contact CRCOG at 860-522-2217 or go to CRCOG's, Newington's or New Britain's websites at www.crcog.org; www.ci.newington.ct.us; www.new-britain.net

Prepared in cooperation with citizens, the Cities of New Britain and Hartford, the Towns of West Hartford and Newington, the Capitol Region Council of Governments, and the Connecticut Department of Transportation. The opinions, findings and conclusion expressed in this publication are those of the respective Municipal Advisory Committees that served on the project and do not necessarily reflect the official views or policies of the Connecticut Department of Transportation and/or the U.S. Department of Transportation.

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Prepared for the Capitol Region Council of Governments

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This report was prepared with the help of the Newington and New Britain Municipal Advisory Committees.

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The report was accepted by the Newington MAC on June 15, 2004 with the following language:

The Newington Municipal Advisory Committee for the New Britain/Hartford Station Area Planning project accepts the Station Area Plan for the Cedar Street Station as a guide for Town of Newington to refer to when considering projects and policies pertaining to the Station's environs. Town staff should consider these plans when reviewing proposals for infrastructure (e.g. streets) and development in these areas. These plans should be considered for incorporation in the update of the Town's Plan of Conservation and Development and any zoning revisions to be applied in this area and provide guidance to the Town Economic Development Commission as the area evolves."

New Britain Municipal Advisory Committee

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William Millerick - New Britain Chamber of Commerce

Joe Barbeau - Central Connecticut Regional Planning Association

The report was accepted by the New Britain MAC on June 10, 2004 with the following language:

The New Britain Municipal Advisory Committee for the New Britain/Hartford Station Area Planning project endorses the Station Area Plans for the East Street and Downtown New Britain Stations as guides for City of New Britain to refer to when considering projects and policies pertaining to the Stations' environs. City staff should consider these plans when reviewing proposals for infrastructure (e.g. streets) and development in these areas. These plans should be considered for incorporation in the update of the city's Plan of Conservation and Development and in the Eastside NRZ Strategic Plan.

Table of Contents

Introduction	1
What is Transit Oriented Development	2
Study Process	4
Project Area History	6
The Report	7
Ceder Street North	
Site Description / Framing the Opportunities	9
The Project Area	9
The Market	12
TOD Goals	15
Preferred Development Options	17
Site History and Its Influence on the Station Area Plan	17
Development Concept	17
Development Summary	20
Infrastructure Plan	22
Economic Benefits	22
Implementation Strategy	23
Acquisition and Reparcelization Strategies	23
Phasing	23
Zoning	25
Design Guidelines	27
Partnerships and Deal Structure	29
Next Steps	34
Ceder Street South	
Site Description / Framing the Opportunities	37
The Project Area	37
The Market	38
TOD Goals	38
Preferred Development Options	41
Site History and Its Influence on the Station Area Plan	41
Development Concept	41
Development Summary	47
Infrastructure Plan	48
Economic Benefits	48

Implementation Strategy	51
Acquisition and Reparcelization Strategies	51
Phasing	51
Zoning	52
Design Guidelines	52
Partnerships and Deal Structure	52
Next Steps	53
East Street	
Site Description / Framing the Opportunities	55
The Project Area	55
The Market	56
TOD Goals	58
Preferred Development Option	60
Site History and Its Influence on the Station Area Plan	60
Development Concept	60
Development Summary	62
Infrastructure Plan	63
Economic Benefits	63
Implementation Strategy	65
Acquisition and Reparcelization Strategies	65
Phasing	65
Zoning	66
Design Guidelines	67
Partnerships and Deal Structure	68
Next Steps	70
Appendices	71
A. The Case for Density	
B. Detailed Development Numbers	
C. Newington Zoning Amendment	
D. New Britain Transit Oriented Development Zone Amendment	

Introduction

The New Britain-Hartford Busway is a new rapid transit facility being built by the Connecticut Department of Transportation. The exclusive 9.4-mile long busway, linking downtown New Britain with downtown Hartford's Union Station, will run along active and inactive railroad rights-of-way through four cities/towns: New Britain, Newington, West Hartford and Hartford. The Busway was selected as one of ten Federal Transit Administration (FTA) Bus Rapid Transit (BRT) demonstration projects and will be paid for with both federal and state money. Construction on the Busway is scheduled to start in 2006 and service should start by the end of the decade.

This document is the outcome of a complementary effort to the Busway project: the Station Area Planning Project. The primary goal of the Station Area Planning Project is to coordinate transportation and land use planning for the areas around proposed station sites in order to enhance the pedestrian environment and development around transit stations and maximize the benefits of the Busway investment. This study is state funded through the Transportation Strategy Board. Conducted by the Capitol Region Council of Governments (CRCOG) together with a consultant team led by Crosby | Schlessinger | Smallridge, the study has been coordinated with municipal and community leaders in Hartford, West Hartford, Newington, and New Britain to identify underutilized property/development opportunities and develop strategies to create vibrant walkable districts with easy access to regional transit.

In each of the four municipalities, a Municipal Advisory Committee (MAC) was established. The MACs, comprised of municipal staff, members of local boards and commissions, and station area stakeholders, met regularly over the past year to assist in the station area planning process by reviewing progress to date and providing input on local issues and concerns.

Three Public Open Houses were held in Newington to elicit input from a larger audience. At the first open house, the concept of transit oriented development was explained, and the initial assessment of each of the twelve station areas was presented, along with the reasons for the selection of six station areas for further study.

At the second open house, the Design Principles for the Newington Junction and Cedar/East station areas were presented, along with early concepts for the Cedar/East station areas selected for more detailed planning. The detailed plans shown in this document were presented at the third open house.

Two Public Open Houses were held in New Britain to elicit input from a larger audience. At the first open house, the concept of transit oriented development was explained, and the initial assessment of each of the twelve station areas was presented, along with the reasons for the selection of six station areas for further study. The detailed plans shown in this document were presented at the second open house.

What is Transit Oriented Development and The Case for Density

Transit experts assert that success for a transitway depends on many factors, of which one is planning for and bringing about appropriate and coordinated land use development. Appropriate means a mix of development—housing, commercial, office—and a relatively high level of density. The other key factors include provision of an attractive, safe and inviting pedestrian environment, and the use of public space integrated with the transit station and commercial space to create a “sense of place.” This type of transit-supportive development is often called Transit-Oriented Development or TOD.

TOD districts are usually defined as the ¼ to ½ mile radius around a station, approximately a comfortable five to ten minute walking distance.

Successful transit-oriented development requires that development occur at densities that encourage pedestrian activity and support transit. Starting at densities of 12 dwelling units per acre, research shows that dependence on the automobile begins to decline and the use of transit increases. At 16 units per acre, these trends become significant.¹ Decision-makers and citizens often balk at the idea of increased densities due to concerns about the perceived negative impacts of compact urban development. However, research on the topic finds no correlation

¹ Fleming, Randall, The case for Urban Villages, reprinted from *Linkages Issue No. 8, periodical of the Institute for Ecological Health*. <http://www.fscr.org/html/2000-01-05.html>.

between urban density and a vast array of urban ills. Conversely, the research shows that density, in fact, results in many benefits for urban areas from the neighborhood to the regional levels.¹ Some of the findings include:

- Residential density does not increase traffic congestion. In fact, as density increases, automobile usage declines
- Per capita energy usage is lower in denser urban areas as a result of the reduction in vehicle trips and trip length associated with increased density
- Density can lead to increases in expendable income by reducing average household transportation costs
- Infrastructure (e.g., water, power, transportation) capital and operating expenditures are lower in dense urban areas than in less densely developed urban areas
- Both commercial and residential properties in close proximity to transit stations enjoy a property value premium
- Increased property values around transit stations translate into increased property tax revenues for municipalities
- Density is not correlated with increased crime
- Increased density in the central city can lead to increased economic productivity, which translates into increased economic performance in both the city and the suburbs

¹ See Appendix A for a more detailed discussion of density and sources for these findings.

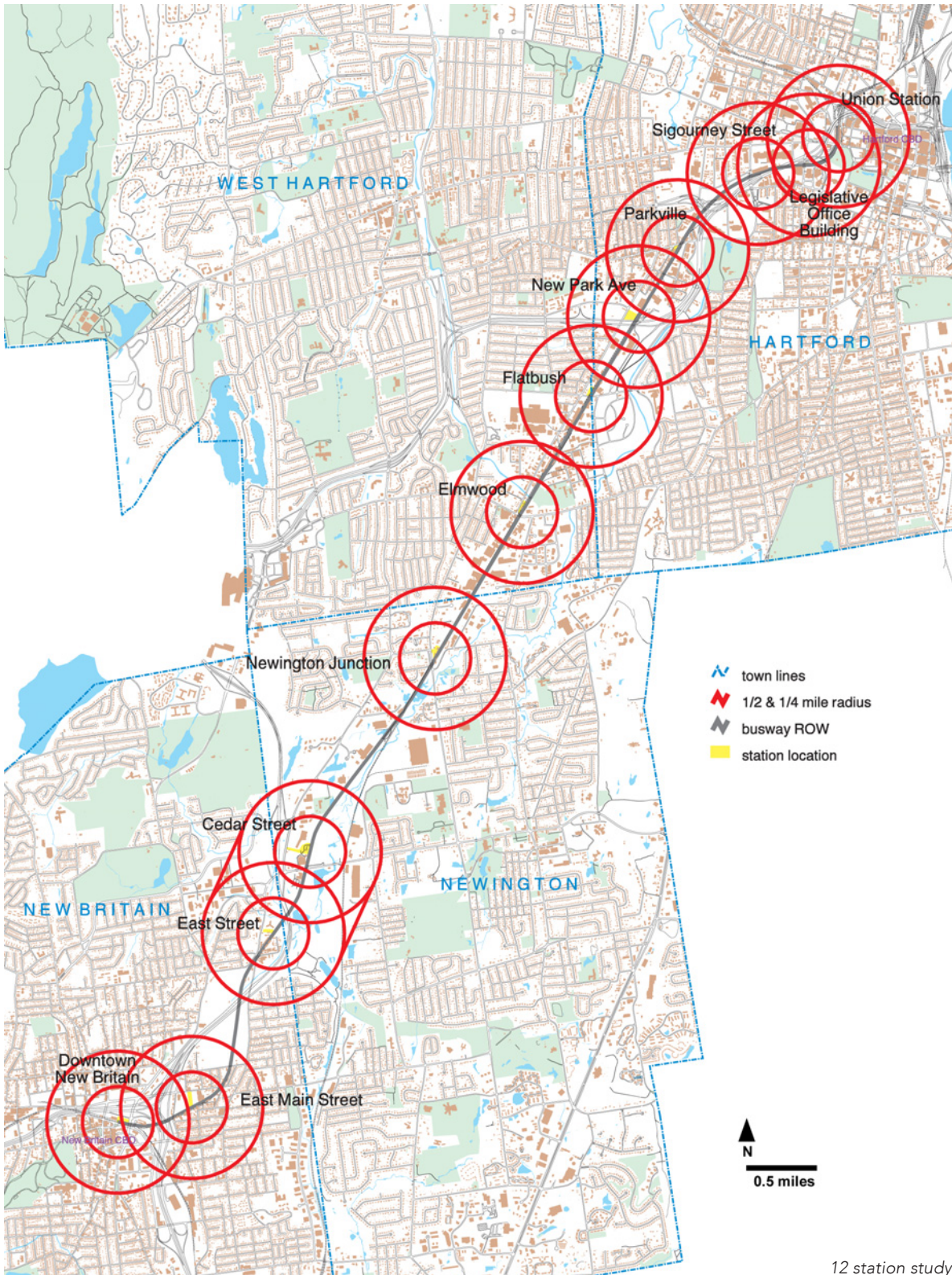
Density succeeds by fostering activity on the street throughout the daytime and into the evening. The keys to successful compact urban development are a mix of uses (including a mix of housing types, shops, and services) and high-quality, pedestrian-oriented design. Through visualization techniques that educate decision-makers and citizens about what successful compact development looks like, opponents of density can be convinced that dense development translates into significant benefits for the neighborhood, city and region. Compact development, can, in fact, act as a panacea for revitalizing our urban neighborhoods.

Study Process

The study started by evaluating and comparing each of the busway's 12 station sites (see 12 station study areas map on the following page) for potential transit oriented development opportunities. With the help of the Municipal Advisory Committee, the consultant team summarized issues and opportunities and used the information as background to evaluate each site. A set of criteria was prepared and used to select six sites for more detailed study. For all 12 sites, design and development principles were prepared to help communities guide development in a transit supportive way. Technical memoranda for each of the four towns were published detailing the principles for transit oriented development (see *City of New Britain and Town of Newington: Principles for Transit-Oriented Development*, December 2003- published separately).

For the six station areas selected for further study [Union Station, Sigourney Street, Parkville (Park Street at Francis Avenue), Flatbush (New Park Avenue at Flatbush Avenue), Cedar and East Streets (studied as one area), and Downtown New Britain], the consultant team took the design and development principles to the next step and created conceptual land use and development plans to help steer development towards higher density mixed-use projects that will provide economic development opportunities and support transit.

Each of the six sites has different characteristics and different approaches to planning for them were used. In some locations alternative development plans were explored before a preferred plan was adopted, while in other locations a preferred concept was apparent from the beginning. Where applicable, options are discussed as possible alternatives to the preferred plan. In addition to preparing development options and/or a preferred development plan for each site, an implementation and phasing strategy was developed to outline the necessary steps required to realize the plan. These plans are the primary content of the Station Area Planning Report developed for each station area.



12 station study areas

Project Area History

The busway corridor and the station sites in particular, are, in the main, broken up into smaller isolated parcels defined by the busway corridor (shared with Amtrak from Hartford Union Station to Newington Junction), highways, major arterial roads, waterways and wetlands. This is not uncommon in older northeastern and midwestern cities and is the consequence of an historic layering of transportation corridors in the natural environment.

Early roads and turnpikes in the 18th Century typically followed valleys where there were watercourses and wetlands; in the mid-19th Century the railroads, seeking routes with relatively level grades, also located in the valleys. In the New Britain-Hartford Busway Corridor there has been a succession of railroad companies – the Hartford and Fishkill Railroad, The New England Railroad, The New York and New England Railroad, and today, Amtrak. Heavy industry developed parallel to the rail line and, as industry declined or moved out in the mid-20th century, I-84 and other limited access highways were constructed in the corridor.

The result of this historic pattern is a patchwork series of potential development parcels at station sites that are:

- isolated by watercourses and wetlands, the Amtrak ROW, major arterial roads and limited access highways, and, in some locations, by large formerly industrial parcels
- impacted in some manner (e.g., by highway noise or industrial pollution)
- characterized by the combination of excellent highway access and large residual parcels so that “auto oriented” zones have been created with big box retail, car dealerships and other auto oriented uses

Despite these challenges, there is opportunity for Transit Oriented Development. The factors above, along with market forces, municipal policies, the direction given by the Municipal Advisory Committees, and the unique and singular physical characteristics of these sites, have given form to the final plans.

The Report

This report frames the opportunities and details the development options for the area around the Cedar Street and East Street stations. Because of the substantial Central Connecticut State University (CCSU) holdings between the Cedar and East Street stations, and the potential for more development in this area, the Cedar and East Street Stations were looked at jointly in order to best serve university expansion plans and Newington and New Britain municipal development goals.

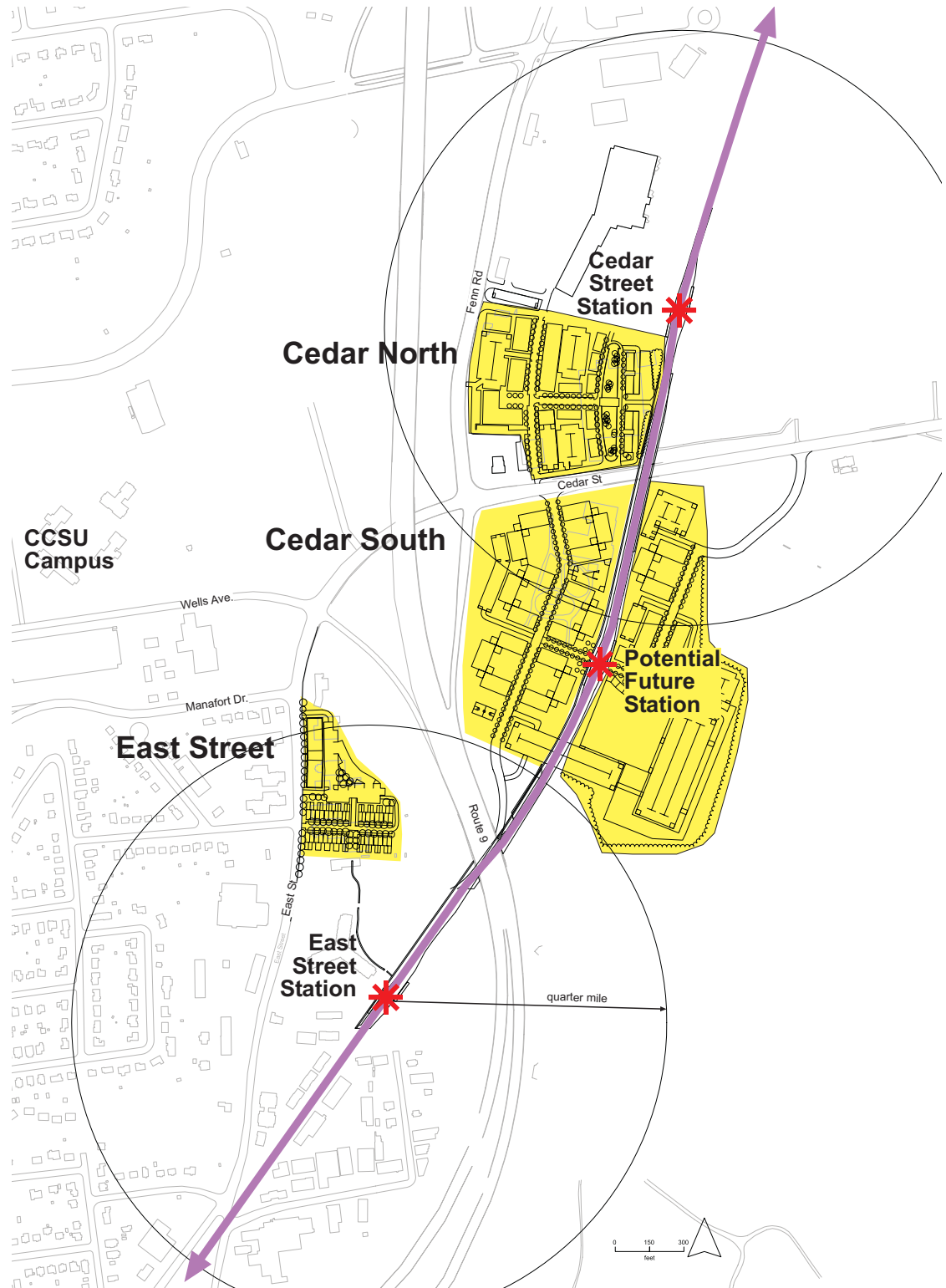
There are significant issues related to traffic congestion around Route 9 and Cedar Street, as well as to access to the land east and west of the busway. Both access to undeveloped parcels and existing congestion must be addressed in order for TOD to be feasible. As a component of this study, CRCOG has undertaken a study of this area to help determine the best way to access these properties and to improve traffic conditions in the area; a separate report on recommendations related to access and congestion will be issued.

There are three development areas associated with the stations at Cedar Street and East Street (see Composite Plan on Page 8):

- Cedar Street North – east of Fenn Road and north of Cedar Street (page 9)
- Cedar Street South - The CCSU, ConnDOT and private land east of Route 9 and south of Cedar Street (page 35)
- East Street - along East Street north of the East Street Station (page 51)

Although separate development plans were created for each of the three areas, the plans for the three sites complement each other and fit together into a larger development concept which is shaped by both the market opportunities and excellent transit and highway access. Development can occur in each of these three areas, independent of the other two areas. However, as these three areas are in two municipalities, it is important for Newington and New Britain to be aware of the potential for cross-border collaboration yielding greater gains for each municipality.

The three station areas are described separately in this report.



Composite plan of 3 development areas

Cedar Street North: Site Description / Framing the Opportunities

The Project Area

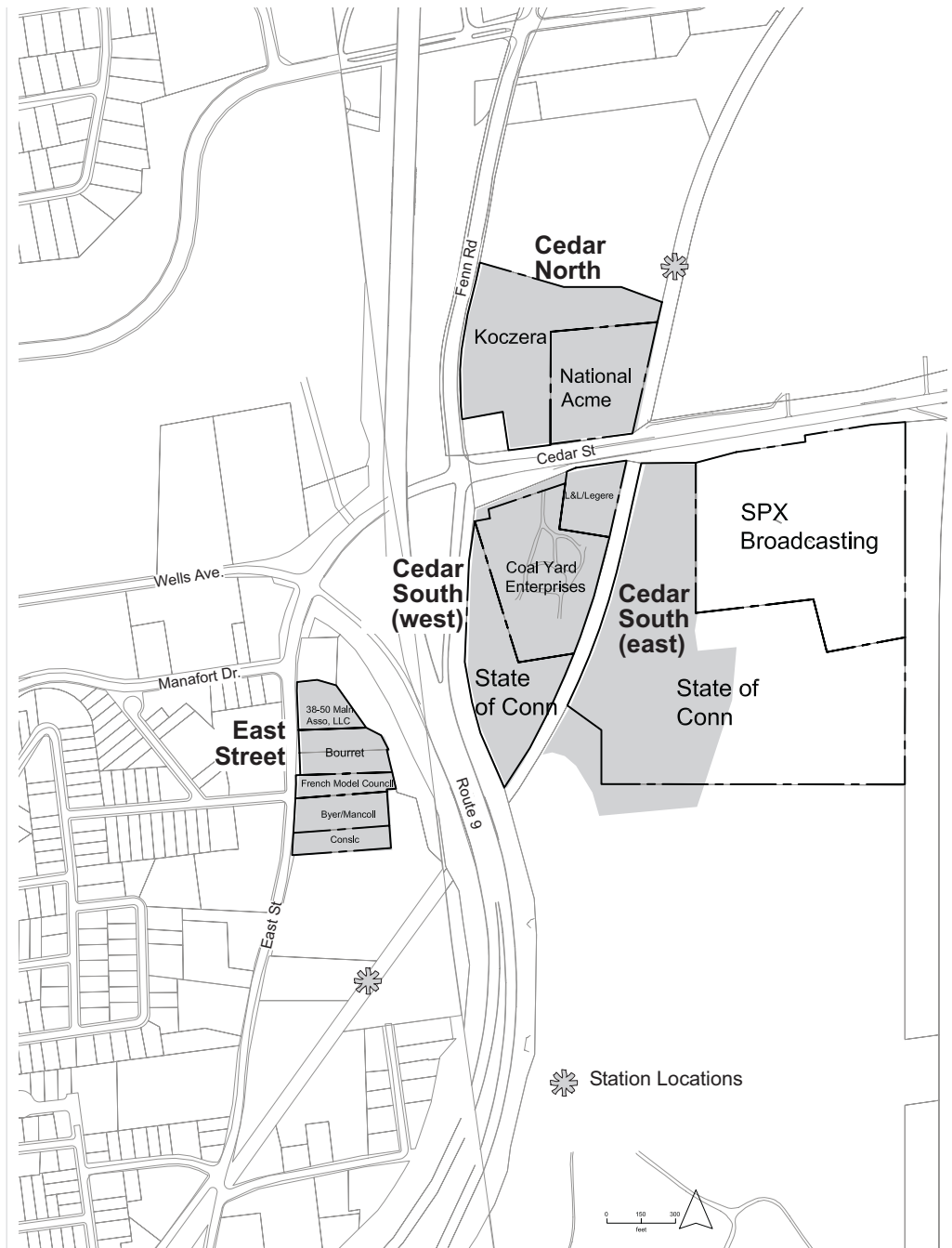
Immediately at the Cedar Street station there are two parcels south and west of the proposed station that provide opportunities for mixed-used residential and retail development to serve the surrounding community and complement the existing shopping center (see Ownership & Key Development parcels on pages 10 & 11). Adding a medium density residential development to this area would provide a number of walk-in patrons for the existing shopping center as well as to the transit station.

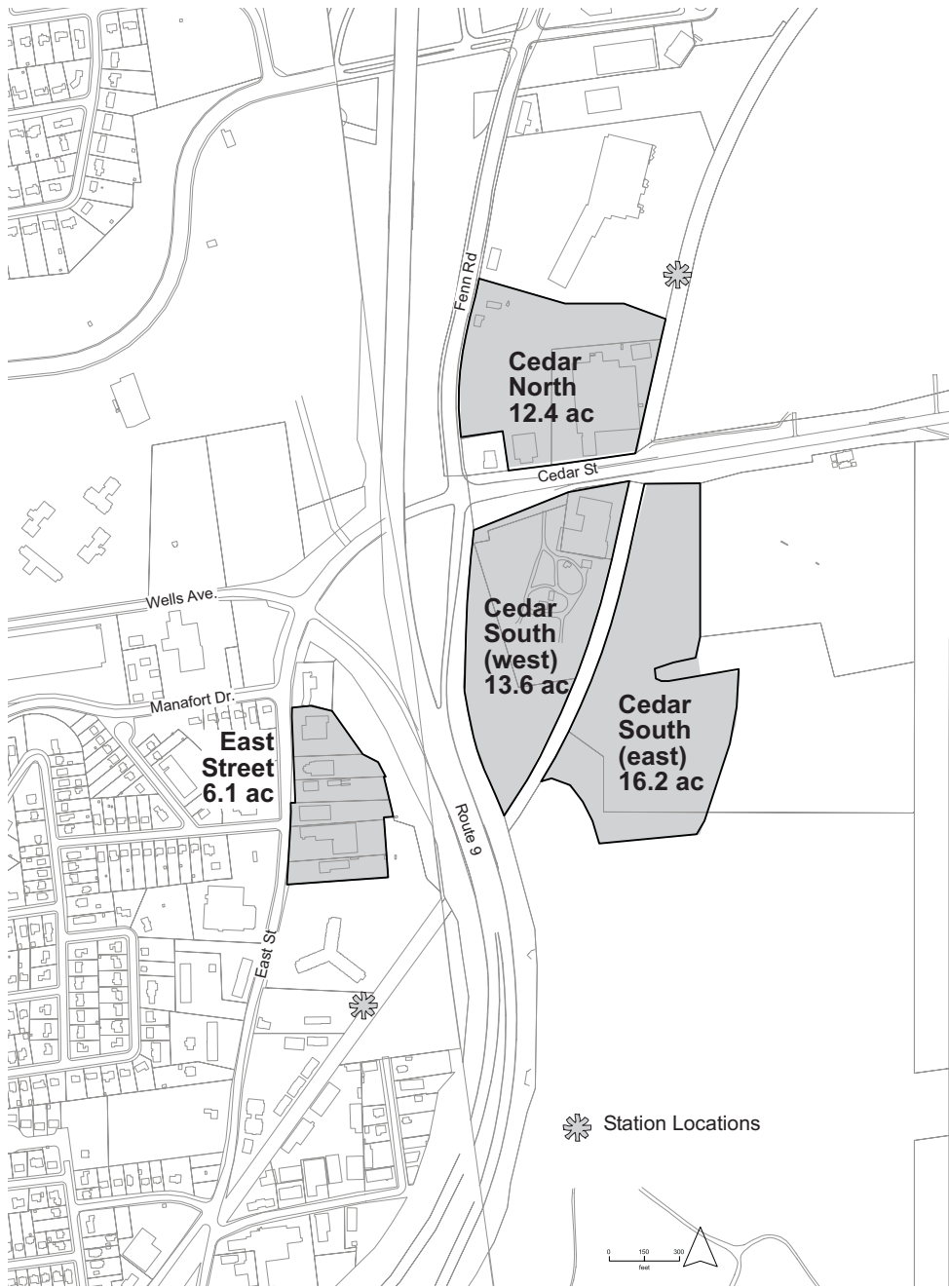
The privately-owned western parcel is vacant, flat and ready for development. To the east, the former National Acme parcel, also privately owned, is a brownfield site and will require cleanup before any development can begin. The town of Newington has authorized funding for a study to determine the extent of clean-up required on the site and is exploring options for funding the actual clean-up. In combination, the two parcels add up to a development area that is 12.4 acres with frontage on Fenn Road and good access to the Cedar Street Station. The steep downward slope between the parcels creates some site planning challenges but may also provide opportunities to mix development of varying scales on the site.



The Cedar Street North site, looking west. Development area is shown in yellow; station location is shown with red dot.

Ownership of Key Parcels





Key development parcels with acreage indicated

The Market

Recent trends suggest that both New Britain and Newington will experience minimal population growth over the next five years. By 2008, New Britain and Newington are projected to increase by only 1.1 and 0.1 percents respectively. Despite a lack of significant population growth, the three sites (Cedar North, Cedar South, and East Street) offer distinct locational advantages and potential for development commensurate with future institutional, transportation, economic, and environmental enhancements.

Cedar Street North Area Demographics

2003 population	277
2008 projected population	278
Projected percentage change	0.4%
2003 dwelling units	121
2003 Residential density	3.9 units/acre
2003 at-place employment	455
2003 Employment density	14.5 jobs/acre

The Cedar Street North Area residential and employment densities are well below the TOD minimum desired densities of 12 units per acre and 25 jobs per acre, respectively. Situated between Hartford and New Britain, the Cedar/East Street station areas are likely to capitalize on the benefits afforded by the revitalization efforts within the respective urban areas. Hartford, in particular, is experiencing significant investment in its downtown including Adriaen’s Landing, the combined convention center, retail, and apartment project undergoing construction along the Connecticut River. The high profile development represents the first sizable downtown addition since the construction of the Civic Center in the mid-1970s and Constitution Plaza in the early 1960s. Other market-rate rental projects will add nearly 700 units to the downtown housing stock within the next two years. The region in general is beginning to successfully market itself as New England’s *Knowledge Corridor*, a four county area (Hartford, Tolland, Hampden, MA, Hampshire,

MA) strategically located between Boston and New York. With a regional labor force of over 1.5 million people and 100,000 college students, the area offers many of the same metropolitan advantages with significantly lower housing and labor costs than other northeast metropolitan areas.

The rebirth of nearby areas will help draw attention to the Cedar Street Station area's existing assets. In addition to the presence of an expanding public university, the New Britain/Newington area offers good transportation access and affordable land values. As the busway corridor approaches New Britain from the northeast, its path begins to run roughly parallel to Route 9. This limited-access highway provides a more direct connection between Hartford and New Britain than does Interstate 84. Route 175 provides important east-west access across the area, connecting Route 71 in New Britain to Route 99 in Wethersfield. The busway will serve to enhance access to CCSU and its environs. Meanwhile, the land and home values are significantly lower for those seeking to live to the west of Hartford, thereby creating a strong residential market in the area. In 2003, over 1,000 homes were sold in the New Britain/Newington area at the average sales price of \$146,996. Over the course of the same year, 802 homes were sold in West Hartford for an average of \$272,300.

The combination of good access and relatively lower land values will ultimately coalesce to attract private investment later enhanced by CCSU expansion. A major hotel chain recently targeted the Cedar Street station area but ultimately selected another site. Given the uncertainty of most hospitality markets, this is a positive indicator for the market. Whereas new hotel supply would be easily absorbed in "seven day" Northeastern markets like Boston, and New York, the same cannot be said for other metropolitan areas with major seasonal variances in demand. The Cedar Street area, however, offers distinct locational advantages that have the potential to mitigate large fluctuations in occupancy rates. In addition to its access to traffic on Route 9, Fenn Rd., and Cedar St., a proposed 120-room hotel (see Preferred Development Option for Cedar Street North on page 17 and Cedar Street South on page 37) would benefit from a relationship with CCSU. Along with providing space for university-related conferences and events, the new facility has the potential to become an integral part of CCSU's hotel management program. With

access to the busway, the hotel could also serve overflow demand from Downtown Hartford convention activity. At the time of the hotel site selection, the owners of the Fenn Rd. Stop & Shop (Hayes/Kaufman) had planned to exercise their option to purchase the Koczera site in order to develop the proposed hotel and conference center. The success of the Stop & Shop's location has prompted them to explore other development options including additional retail space.

Development activity can be expected to increase as CCSU begins to implement its 1999 Master Plan. At present, CCSU is in the initial planning stages for a 6,000 to 10,000-seat sports arena and up to 2,700 beds in new dorm rooms. Supportive of the implementation of the University Master Plan, the Governor and the legislature have committed approximately \$200 million over the next decade - a first step is meeting the need to serve current and future student enrollments, which are expected to grow by another 1,000 over the course of the next five years. Like many college campuses, the station area's parking supply is expected to be tightly controlled, thereby adding to the appeal of accessing and leaving the site via public transportation.

An arena is another major development goal for CCSU. The CCSU-owned land south of Cedar Street is one site under consideration for the arena (another site is in downtown New Britain). Regardless of whether the arena is in downtown New Britain or on east campus, the size and scope of the arena should generate high ridership levels to and from the area's BRT transit facilities. Both students and other arena visitors are likely to use the busway to visit the arena in either location.

The dynamics created by public and private investment in the area have the potential to create yet another market. CCSU housing, a hotel and conference center, the access afforded by the busway station, and small retail/food and drink establishments are liable to create a vibrant environment. This synergy would help create a market for additional housing drawing two types of markets: both people looking to buy townhouses with good transit access and students electing to move "off campus." This type of residential programming can be incorporated into the commercial element by vertically mixing uses. By so doing, market rate rental units

placed above ground floor retail spaces would help create more of the “outdoor room” effect associated with walkable urban environments.

While there is limited population growth in the near-term, the transit-oriented development potential of the CCSU station areas over time is positive. Proximity to growing markets, good access, low land values, and evidence of retail demand suggest that the CCSU area is poised for development activity. The added infusion of institutional uses and enhanced accessibility will only increase the community’s market potential. In the interim period, local land use authorities and the private development community should seek to protect the integrity of the future transit station areas.

TOD Goals

Through work with the Newington and New Britain Municipal Advisory Committees, CCSU and CROCOG, the following specific goals were formulated for the Cedar North Station Area:

- Leverage the busway investment for more intensive economic development that is transit supportive.
- Use the transit investment to encourage and support the clean up and redevelopment of the former National Acme site for mixed-use that provides economic development and creates area housing opportunities

These goals are in addition to the two overriding project goals:

- Maximize input and benefits from the transportation infrastructure to the municipalities and neighborhoods along the busway corridor
- Coordinate this major transportation investment with land uses and economic development

Preferred Development Options

Site History and Its Influence on the Station Area Plan

The early development pattern of this area was characterized by upland farmland laced with and subdivided by water courses and wetlands. As 19th and 20th century development progressed, first the railroad and then Route 9 further subdivided the landscape, and this pattern has given direction to the station area planning and design approach.

The development area north of Cedar Street is bounded by highways, the busway and parking lots, so the plan focuses on a strong internal amenity (pedestrian scaled streets and a community park) and on pedestrian connections to the station.

Development Concept

The development site is composed of two parcels. This plan assumes that developers of both sites are willing to work together (or that there is one developer for both sites) to create mixed-use, transit adjacent development that is denser and includes more uses than could be accommodated if each parcel was developed in isolation.

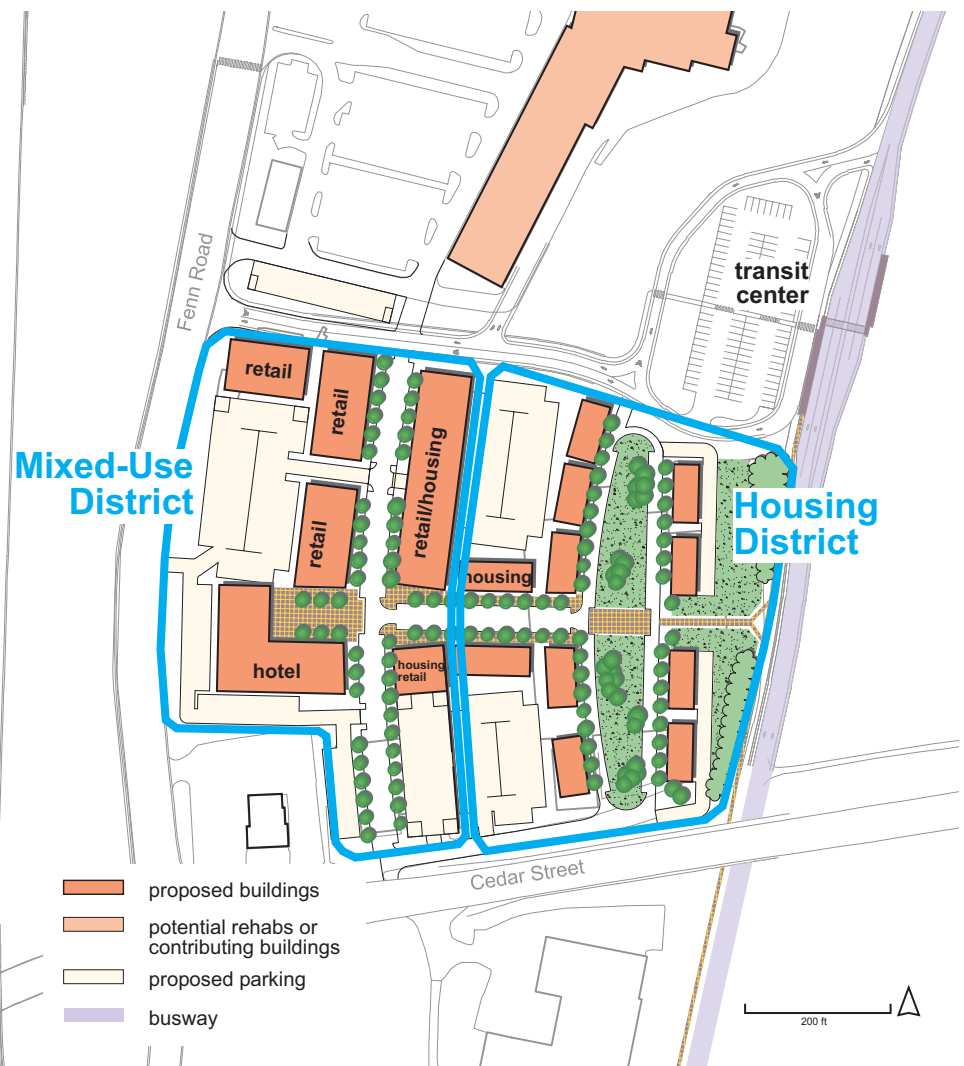
The plan includes the introduction of a pedestrian-friendly north-south street and east-west street, to create building frontage along more pedestrian friendly streets. These streets have wide sidewalks, pedestrian amenities and on-street parking to create an attractive pedestrian and retail environment. The entire development is within a two to five minute walk to the Cedar Street busway station and is connected to the multi-use path. Parking is accommodated on-street, in surface lots, and in a garage.

This concept has two major components (see Development Districts diagram on following page):

- Mixed-Use District
- Housing District

Mixed Use District

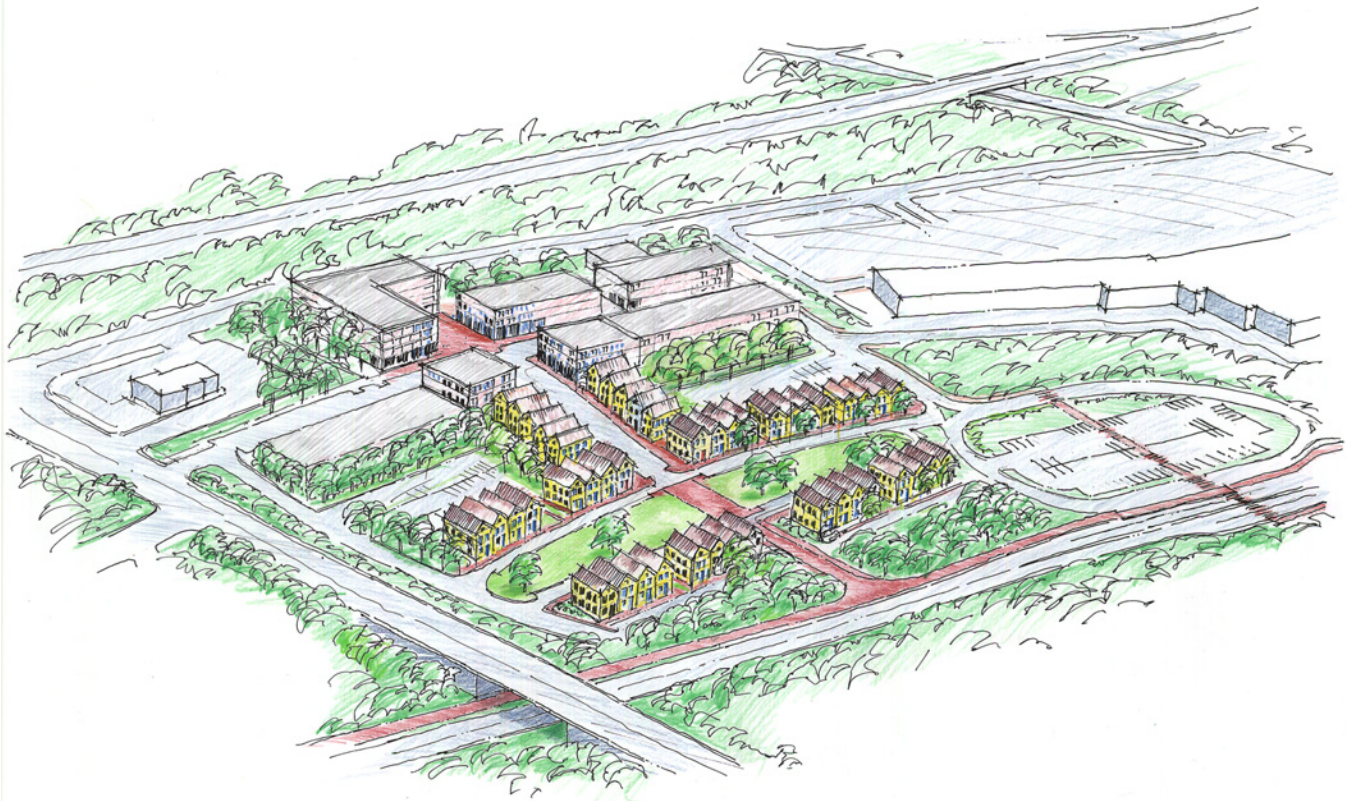
This district, on the western portion of the site, adjacent to Fenn Road, contains approximately 52,000 square feet of retail and restaurant development, serving the surrounding existing and potential new residential community and CCSU students, and complementing the very successful shopping center on the property to the north. The development is designed as a village center with the introduction of



*Cedar Street North:
Development Districts*

pedestrian scaled streets with streetscape amenities and on-street parking. A portion of the retail development faces the existing shopping center and the remainder is organized along both sides of the new north/south street. Retail buildings are shown with housing on the second and third floors (about 64 units). The development also includes a 120-room hotel that could serve CCSU as well as other area destinations. Because of its excellent access to the busway, the hotel could also serve downtown Hartford and the new Convention Center. A parking structure on the south side of the parcel serves the hotel and residential development.

Two levels of structured parking below the retail/residential buildings take advantage of the existing grade change and provide excavated material that can be used to reduce the existing steep slope between the two parcels, providing a more comfortable slope for vehicles and pedestrians walking between the retail complex, residential units, the busway station and Fenn Road (see illustrative plan and section on the following page).



Perspective view looking northeast with the new townhouse development in the foreground and the mixed-use district in the back. Cedar Street is to the left and the busway is in the foreground.

Housing District

The housing district includes 88 two-story townhouses oriented around a new “green” or park with parking underneath or behind the units. Additional townhouses line the new east/west street that slopes down from the mixed-use district. Units have views of the new green as well as the large open wetland to the east.

Development Summary

The plans described above are conceptual and illustrate the general type and scale of development recommended. Building footprints and total square footages were developed as a means of understanding the capacity of the sites; that is, the scale of development that could be accommodated along with associated parking requirements. For purposes of these plans, parking ratios used were one space per housing unit and 3-5 spaces per 1,000 square feet of commercial space, depending on the type of commercial use and the availability of on-street parking. The square footage numbers also were used to assess potential economic benefits associated with the plans.

As the plan is implemented, actual developments - based on property line surveys, much more detailed site information and level of design, and current market conditions – will differ from those shown here, but should follow the intent of the site plan and design guidelines (in the Implementation Chapter).

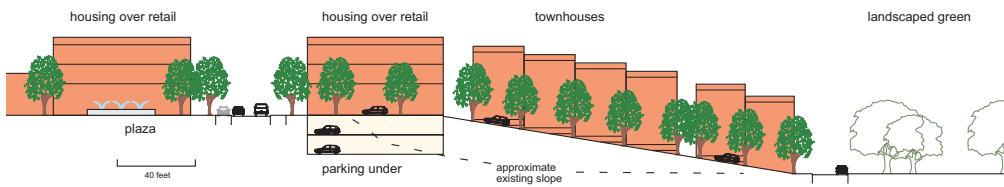
*Development Summary Table **

Use	Total
Hotel	120 rooms
Residential	152 units
Retail	51,853 sq. ft.

**See Appendix B for a more detailed development summary.*



Cedar Street North: Illustrative Plan



Cedar Street North: Illustrative section through proposed street

Infrastructure Plan

The key infrastructure elements in this plan are primarily related to access and include area-wide congestion improvement measures published under separate cover. The design of access and congestion improvement measures will need to accommodate increased pedestrian access requirements as well. The roadway design should be pedestrian friendly, with narrower lanes for easier crossing and traffic calming measures that can create a sense of place without constricting traffic capacity. Short-term, more modest measures to mitigate existing congestion in the area (such as improved signalization and turning lanes) could be partially funded by the developer of the Cedar North site. Clean-up of the National Acme site at Cedar North is also likely to involve public action.

Economic Benefits

As noted in the subsequent section, the Cedar Street North area in Newington is expected to consist of an initial phase of 40,000 square feet of net new retail space, 64 apartment units, 120 hotel rooms and approximately 300 spaces of structured parking. A subsequent phase occurring within the medium-term time frame will consist of approximately 88 townhouses.

In constant 2004 dollars this would have an estimated construction value of approximately \$35 million, which would generate an estimated \$7 million dollars in payroll, as well as 145 years of employment.

Once development was fully absorbed, the annual, permanent sustained economic and fiscal impact would represent 348 direct and indirect jobs, \$5 million in payroll, 326 residents and \$880,000 in property taxes. All amounts are in constant 2004 dollars and do not include any impact from inflation and are based upon current construction costs, payroll levels and property tax rates.

Implementation Strategy

Acquisition and Reparcelization Strategies

The Cedar Street North area will likely involve the town of Newington acquiring the National Acme site through tax title and utilizing State of Connecticut brownfield funds to help prepare the site for future development. The owner of the existing shopping center to the north could participate in a joint venture or purchase the site to the south of the shopping center for retail expansion and development of mixed-use retail, residential, structured parking and hotel/meeting facilities. The new development would be physically linked to the shopping center.

The National Acme site represents an opportunity to create a small residential project to be coordinated with or master developed with the site to the west. This would require the town to master plan the entire area and allow development in conformance with a master plan. This would encourage either a master developer or coordination between the developers of the east and west parcels. The town could facilitate this coordination by accelerating approvals in conformance with the plan, providing density bonuses and/or relaxation of setback and parking requirements. Public sector investment in infrastructure could also be utilized to encourage private sector cooperation.

Phasing

The development plans look at three time horizons:

- **Short-term:** includes the time period through 2009, or when the busway is scheduled to begin operation
- **Medium-term:** begins in 2010, or at the start of busway operation, and continues through 2019 (up to ten years following the start of busway operation)
- **Long-term:** begins in 2020 and continues through 2025

The three time horizons are approximate and there could be some overlap between the medium term and long-term periods.

Short-Term

Leading up to the opening of busway service, there is a window of opportunity for the transit supportive planning and preparation of the Cedar/East station areas. Between now and 2008, the local land use and public works authorities have the opportunity to frame regulatory provisions and make needed roadway and infrastructure improvements.

Because of the success of the existing Stop and Shop retail plaza, and the excellent access to the area, the western parcel adjacent to Fenn Road could be developed immediately, independent of the busway (see diagram on following page). Without public intervention, the site is likely to be developed as a conventional retail plaza with a large parking lot in front, no accommodations for transit use, and the likelihood of creating significant additional traffic. Early adoption of more transit-supportive zoning (see Zoning) would require that the site be developed in a manner more consistent with the plan outlined in this report.

The Cedar Street North redevelopment would likely include an initial phasing of retail, apartments, hotel, streets and structured parking on the western portion of the site representing an extension of the existing shopping center and likely occurring prior to the opening of the busway. This must be designed, however, to incorporate TOD design principles.

Also in the short-term, the Town of Newington can address the environmental concerns associated with the potential brownfield site. The Town, along with ConnDOT, can begin to address access issues to support future development.

Medium-Term to Long-Term

Development of the National Acme site for residential townhouse development could occur in the early years following busway operation, assuming that site acquisition and environmental issues can be addressed by the town. This would create a linkage between the short-term mixed-use development and the medium-term residential townhouse development, creating a true transit village with a village center street enlivened with both retail and residential activity. The creation of a transit village and/or the development of major CCSU facilities to the south of



Phasing Plan

Cedar Street could create additional demand to support the residential development on the National Acme site.

Zoning

All of the land within the development areas discussed above is currently zoned as Industrial, with the exception of the northwest and northeast corners of the Fenn Road/Cedar Street intersection which are zoned Business. The Industrial Zone allows a variety of auto-intensive uses that frequently create an environment hostile to pedestrians and transit oriented development. The allowed uses include manufacturing, warehouses, office, automotive, personal and business services, trucking

terminals, contractor storage, equipment sales and service. Fraternal, retail (including drive-in), helipad and adult-oriented uses are allowed by Special Exception. Residential and hotel/motel uses are not allowed.

Newington should consider adoption of this plan into its Plan of Conservation and Development, followed by adoption of a new Transit Oriented Development Zone for the area to encourage active mixed-use development and a pedestrian friendly environment to take advantage of the transit investment. The proposed district extends from Route 9 on the west to the existing rail line on the east, and from Holly Lane on the north to the southern boundary of the CCSU development parcel south of Cedar Street. The proposed district would allow residential densities of up to 30 units per acre (the development plan shown in this report includes 14.5 units per acre) and would reduce parking requirements, consistent with accepted standards for TOD development. Setback requirements, height restrictions and other siting issues would be consistent with preferred development plan. The following uses would be allowed:

- Retail stores
- Personal service shops or stores
- Business or professional offices
- Hotel
- Places of assembly for recreation, such as health clubs and dance studios.
- Restaurants
- Corporate headquarters, research and development uses
- Residential buildings and upper floor residential uses in commercial buildings

The complete text of the proposed zoning amendment is included in Appendix C.

Design Guidelines

Adopting design guidelines for the Cedar/East station areas is important for two reasons: 1) they provide the various parties involved in implementation a common framework for types of development that should be encouraged; 2) they provide developers a sense of comfort that the design integrity of the area will be maintained.

The illustrative plans for each station adhere to the basic site planning design guidelines below. The plans illustrate desirable locations for buildings on each development site, both for each site and for the larger district, but as implementation begins, changes will be made and other proposals will be considered. The illustrative plan and the guidelines below can be used to evaluate individual projects. Photographic examples used here provide examples of the types for development described in the plan. While these photos portray areas more city-like than is suitable for Newington, they illustrate the points regarding siting and building elements.

The general guidelines for all station areas are:

- All development must be designed to enhance or create urban character that is pedestrian friendly, convenient for transit patrons accessing stations on foot, and safe. This is done through the siting of buildings at the sidewalk edge and using landscape elements that reinforce the street edge. Buildings should have at least one entrance on the street. Building facades should have street level windows. Active ground floor uses are encouraged. Parking should be behind buildings or screened with landscape elements.
- Sidewalks should be separated from moving traffic by planting strips and on-street parking. Street trees will frame the sidewalk space and improve the visual character of the station area for drivers on local streets (see *Town of Newington: Principles for Transit-Oriented Development*, December 2003- published separately).
- Streets in station areas should be as narrow as possible to facilitate pedestrian crossings without impeding traffic circulation. Slowing traffic will also

allow drivers to take note of new development and hopefully entice them to stop and shop. Within station areas streets need to be designed for people, vehicles, and businesses, not just to meet highway standards.

- Where possible, buildings should be designed to accommodate various uses over time. If market conditions do not support ground floor retail, buildings should be design to be easily retrofitted to accommodate retail at a later date.
- Buildings windows should be individual openings in the façade, not continuous bands, with well-defined lintels and sills. Building tops should be shaped with attention to their view against the sky. Use of upper floor setbacks and peaked roofs to articulate the roofline is encouraged. Façade planes should be visually broken to reflect the scale and development pattern of other buildings on the street. Mechanical penthouses and other projections or roof elements that are visible from the street should be architecturally integrated with the overall building design.



Individual window openings break up the facade and add interest at the street level.

Projects in each of the three Cedar/East development areas should seek to create a village/pedestrian accessible area when none currently exists. In addition to the overriding guidelines listed above, particular attention should be paid to creating opportunities to walk from transit to nearby retail stores and housing developments.



Examples of ground floor retail with residential use above. Wide sidewalks, individual store entrances and on-street parking create an active pedestrian environment. Photo on left is at Orenco Station in Portland, OR; drawing on right is from Cleveland, OH.

Guidelines specific to the Cedar Street North area are outlined below. The most important component of this plan is bringing mixed uses to an area that will be served by transit but that is that currently dominated by a retail shopping center.

- Create pedestrian-scaled streets with housing and/or retail sited at the back of sidewalk.
- Connect new development to existing shopping center to provide convenient access for automobiles and pedestrians.
- Provide on-street parking for convenient access to retail.
- Connect pedestrian streets to multi-use path to provide pedestrian access to transit and bicycle access to retail

Partnerships and Deal Structure

The realization of the Cedar Street North development concept will require cooperation between the station area's stakeholders. Land assembly will be a key issue as plans to develop the site in a transit-oriented fashion proceed. None of the 12.4 acres are currently in public possession.

The Cedar North area is conducive to creating a partnership between the town, who could acquire National Acme through tax lien and then subsequently utilize state brownfield funds, and a prospective residential developer. In addition, the existing shopping center and vacant frontage could serve as a gateway to a transit village. **The key would be for the town to take the lead in master planning the area** and offering incentives for the retail and residential development to coordinate with a transit oriented development plan.

Incentives for coordinating development with the plan could include density bonuses, land write-downs on the National Acme site, provision of infrastructure, accelerated approvals, etc. The phased nature of the total redevelopment would require a creative plan which would allow initial market-sensitive mixed-use development (i.e. the retail component) to move forward while creating a design that could accommodate future more transit oriented designs.



Example of a pedestrian way connecting new development to transit station



Townhouse developments with parking located on-street and in back.



Foxboro townhouse development in Newington.

The Koczera parcel, the western portion of the site, is optioned by the owners of the Stop & Shop site to the north. Confident of the retail potential of the area, the Hayes/Kaufman Corporation has been seeking to exercise its option and develop the Koczera parcel. Due to the overall gradient from Fenn Rd. to the busway, the flat nature of the Koczera parcel makes it the clear candidate for the development concept's commercial component with retail and possibly a hotel/conference center. The attractiveness of the Koczera parcel's topography yields a critical piece in the overall development concept. Landowners should be "incentivized" to assemble the Koczera and National Acme (see below) parcels and develop the site as one parcel in anticipation of the incoming busway.

The former National Acme parcel, the southeast portion of the site north of Cedar Street is in tax-title status. The parcel is constrained by potential environmental pollutants. Barring public involvement, the added and uncertain cost of site remediation makes the potential redevelopment project risky and complex. Once the Town of Newington determines the extent of the contamination, it may be eligible for a cleanup grant from the Environmental Protection Agency (EPA). An eligible entity may apply for up to \$200,000 per brownfield site. These funds may be used to address sites contaminated by petroleum and hazardous substances, pollutants, or contaminants. As part of the agreement, the Town of Newington would match 20 percent of the grant in the form of a contribution of money, labor, material, or services.

Should the parcel remain in private ownership, it may be eligible for assistance from the Connecticut Brownfields Redevelopment Authority (CBRA). CBRA provides up-front cash grants up to \$10 million to investors, developers, and business owners who undertake redevelopment projects. In exchange, the Town of Newington would remit a portion of the future incremental municipal property taxes to CBRA. In addition to financial assistance, CBRA works closely with federal, state, and local agencies and organizations to eliminate or reduce many of the financial, regulatory, legal, and environmental risks associated with renewing former industrial sites. Newington should invite and encourage the potential developer to explore this option with the understanding that the redevelopment would be consistent with station area planning. Either route to environmental remediation will significantly

enhance the transit-oriented development potential of the lands north of Cedar Street. In addition to helping to remove private sector reservations, the process would display the public sector's commitment to the project while easing land assemblage.

Whether before or after the brownfields cleanup, if the Town of Newington decides to acquire the National Acme property, its transfer of it to a private developer should be conditional. The Town of Newington should include within the contract binding agreements or covenants specifying the transit-oriented nature of future development on the site. The Town is considering a pro-active development strategy involving issuing an RFP for a developer in accordance with a TOD focused land use plan. The Town could also maintain a degree of control by offering a long-term ground lease on the land.

Housing Programs

The plan assumes that the housing will be constructed by the private sector, and will be offered for sale or rent at market rates. The housing will be developed as market demand dictates.

Under ideal market conditions, housing developers will construct housing to meet market demand without any incentives or assistance from the public sector. However, to encourage developers to build product that mirrors the housing densities and types recommended in the station area plans, the municipalities, ConnDOT, and other state and local agencies might choose to consider public sector initiatives that could help direct the housing development program for the station areas. In addition, it is possible that the market prices for housing fall short of the cost of new construction. In this case, public sector initiatives could be used to help bridge this gap.

Therefore, the station area plans include specific public sector programs that can be implemented to support the proposed station area housing development. Recommendations focus on public sector tools that can encourage and support market rate housing. There are additional housing incentives and assistance programs available through local, state, federal, and non-profit sources that could be used to

support development of low and moderate-income housing development, should the Town choose to target this market at some time in the future.

The plan for the Cedar Street North station area shows 152 new housing units (with densities in the range of 14 to 15 units per acre), including:

- 64 new apartments above new retail development in the northeast quadrant of the Cedar Street and Fenn Road intersection
- 88 new townhouses on the eastern portion of the same site

Tax abatements are a tax-based strategy the Town could use to encourage housing development on key parcels in the station area. Tax abatements provide property tax relief for a specified period of time for projects in target areas that meet precise municipal goals. Any tax abatement program in the vicinity of the Cedar Street station would require development of a program with specific municipal goals associated with encouraging the development of the station area plan, as well as approval by the Town government.

Tax abatements require substantial public commitment and policy initiatives. A number of additional public sector tools exist to encourage housing development around the Cedar Street station, many of which may be easier to implement.

Two widespread techniques used to encourage development by reducing developer costs are **adoption of a streamlined permitting process**, and **the reduction of permit fees** for development that meets specific municipal goals. Such a process both makes the permitting process more predictable, and reduces development costs by reducing the amount of time a developer must hold a property before actual development commences. Reduced permitting fees further cut project development costs. The Town could adopt a program that streamlines the development process and reduces fees in all TOD Zoning Districts adopted by the Town.

Infrastructure (i.e., road, water, and sewer) and streetscape improvements can also enhance the desirability of target areas for new development, and are an important component of transit-oriented development programs. Some municipalities have adopted policies that target infrastructure and other capital expenditures to neigh-

borhoods or districts that meet specific criteria or further specific community goals. TOD Districts could be targeted as priority areas for infrastructure improvements and other capital outlays as a mechanism for encouraging development in the station areas. This strategy does not have a net impact on municipal spending when implemented, because it simply provides a mechanism for prioritizing the spending of the Town's capital budget, rather than changing the overall dollars collected or expended by the Town. It can be argued that improvements targeted to a station area will pay for themselves over time as the property values in the station area increase, thus increasing tax revenues. This then translates into more dollars available for infrastructure projects throughout the Town in the long term.

Portions of the Cedar Street North development is proposed for a site that has some contamination from previous industrial uses. In an effort to encourage the cleanup and reuse of contaminated sites throughout the state, the Connecticut Department of Economic and Community Development has established **Brownfield Funding Programs**. Currently, these programs are aimed at assisting with site cleanup for properties that will be redeveloped for commercial or industrial uses. The Town, CROG and ConnDOT should approach the state about amending the Brownfields Funding Programs to allow funds to be spent on site cleanup for projects that will include a housing component.

Finally, one issue that arises with the development of new housing around station areas is the ability of the existing population to afford the units. In response to this concern, the Federal National Mortgage Association (Fannie Mae) has established the **Location Efficient Mortgage (LEM) program**. The Fannie Mae Connecticut Partnership Office has committed to using LEMs along the New Britain-Hartford BRT. LEMs are available to homebuyers who live within close proximity (usually ¼ mile) to transit services. Evidence shows that within close proximity to transit service, a smaller percentage of the population owns automobiles. Those who are "carless" save on transportation costs because they avoid car payments, maintenance costs, urban parking costs, fuel costs, and auto insurance expenditures.¹ These costs savings translate into more income available for other living expenses, including mortgage payments and homeowner's insurance. Under the LEM pro-

¹ Wilgoren, Debbi, "Plan Helps Homeowners Near Transit: Fannie Mae Program Offers Larger Mortgage," in *The Washington Post*, July 24, 2003, p. B01.

gram, prospective homeowners can use these cost savings to increase their income estimates for the purpose of qualifying for a mortgage. This, in turn, can substantially increase the price of a home for which the homebuyer can qualify. In addition, LEMs require a smaller down payment (typically 3%) than traditional mortgages. If the program is implemented in Newington, it can be used to bridge the gap between the price of newly constructed housing in the station area, and the ability of potential homeowners to qualify for mortgages.

Next Steps

The following summarizes the phasing of the key development components:

Short-Term: 2004-2009

- Work with CCSU, ConnDOT, CRCOG and Central Connecticut Regional Planning Agency on access improvements
- Consider incorporating station area plan into Plan of Conservation and Development
- Consider adopting TOD zoning district as outlined in Appendix C
- Identify sources of funds for capital improvements
- Identify sources of funds for environmental clean-up
- Conduct environmental assessment and develop mediation plan for National Acme parcel
- Issue RFP for clean-up
- Develop an RFP for development the National Acme parcel (if acquired by the Town)
- Begin clean-up of National Acme parcel
- Work with Hayes-Kaufman on developing a TOD plan for the Kozcera parcel, or for the Kozcera and National Acme parcels
- Work with the State to amend the Brownfields Funding Programs to allow

funds to be spent on site cleanup for projects that will include a housing component.

Medium-Term: 2010-2019

- Work with CCSU, ConnDOT, CRCOG and CCRPA on access improvements
- Complete clean-up of National Acme parcel
- Issue RFP for development of the National Acme parcel
- Work with developer of National Acme parcel

Cedar Street South: Site Description / Framing the Opportunities

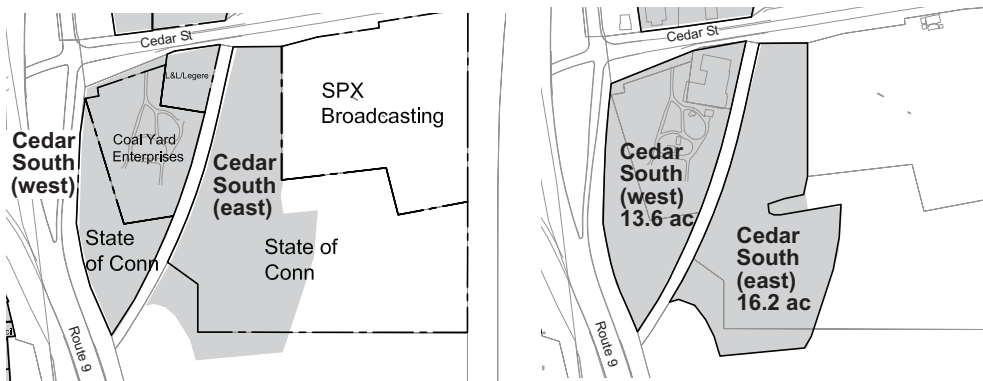
The Project Area

The largest development opportunity in this area is on the CCSU-owned land and the adjoining parcels east of Route 9 and south of Cedar Street. CCSU owns approximately 100 acres east of the busway, although extensive wetlands result in a developable area of approximately 16.2 acres abutting the busway. Two privately owned parcels and one state owned parcel west of the busway total 13.6 acres that could be developed separately or in conjunction with the CCSU property. CCSU sees its property here as its future “east campus.” The university master plan has various expansion plans, including a sizeable increase in student housing and a 6,000-10,000 seat arena, for which the east campus could be utilized. However, any development on the east campus is predicated on providing better vehicular access to the property. This site is just one of the sites being considered for the CCSU Arena (downtown New Britain is another one of the sites under consideration).

The combined properties east and west of the busway total almost 30 acres of developable land with the busway running through the center. The classic TOD model of a transit station surrounded by high density, pedestrian scale development is possible in this location. Most of the land is owned by CCSU or other state agencies and the owners of the two privately held parcels are interested in redevelopment. This site is large enough to accommodate many different uses, although access to the site poses a significant challenge. There is no existing access road to the eastern parcel; access from Cedar Street would have to be developed from the



Cedar Street South (east & west), looking south.



Parcel ownership and development sites (developable area shown in gray).

existing WPOP access road to the east and would involve crossing a wetland. The western parcel's access from Cedar Street is limited by the significant traffic congestion in this area and close proximity to the Cedar/Fenn intersection; development scenarios on this parcel would most likely be limited to using the existing curbcut for right turns in and out only. The plan outlined in this report calls for a third access road from the south with an undetermined starting point. It is important that the busway be planned and designed now to accommodate that road. The ultimate mix and timing of development will be determined in large part by CCSU's plans for expansion, and by the ability to resolve the access issues.

The busway is also an important component of any planning for this property. Although a station is not currently planned for this location, ConnDOT has indicated a willingness to consider one if plans for the area include transit-oriented uses and sufficient density to warrant a new station. Because of the limited vehicular access, a busway station on this property will allow for increased levels of development on the property.

The Market

See Market discussion in Cedar Street North on page 12.

TOD Goals

Through work with the Newington and New Britain Municipal Advisory Committees, CCSU and CRCOG, the following specific goals were formulated for the Cedar South Station Area:

- Improve vehicular access to properties south of Cedar Street to allow for transit-supportive development of campus-related and other commercial and/or residential uses on this underutilized property
- Create a long term plan for a new station and pedestrian accessible development on the CCSU parcel and adjacent properties south of Cedar Street

These goals are in addition to the two overriding project goals:

- Maximize input and benefits from the transportation infrastructure to the municipalities and neighborhoods along the busway corridor
- Coordinate this major transportation investment with land uses and economic development

Preferred Development Options

Site History and Its Influence on Station Area Plans

The early development pattern of this area was characterized by upland farmland laced with and subdivided by water courses and wetlands. As 19th and 20th century development progressed, first the railroad and then Route 9 further subdivided the landscape, and this pattern has given direction to the station area planning and design approach.

In the plan for Cedar Street South, a concept for a future busway station is located at the center of the site where a transit plaza and its activities form the heart of the district; as in the other two plan for the Cedar/East area, buildings are sited to take advantage of views into the surrounding natural areas.

Development Concept

Four development options for this area are outlined here. The options accommodate varying combinations of a 6,000 to 10,000 seat arena for CCSU, student housing (up to 2,900 beds), a 192 room hotel/conference center, commercial (office or retail) space, surface parking and structured parking. Two of the options use only public property west of the busway (state owned property), while the other two involve both public and private property west of the busway. East of the busway, all of the options include the CCSU property, as well as a portion of the WPOP parcel for an access road. Dorm buildings are sited to front on landscaped open spaces. Streets and sidewalks are laid out to facilitate easy, safe and pleasant pedestrian access around the site. As discussed in Framing the Opportunities, ConnDOT would consider developing an additional busway station in this area should a high-density, mixed-use development occur on the site. The transit plaza is shown as a central element of each plan. *(Note: A hotel is shown on both the CCSU property and on the parcel north of Cedar Street, although it is unlikely that a hotel would be developed in both locations. The plans represent two options for locating the hotel.)*

Because of the somewhat isolated nature of the site, it will be important in all of the concepts to create “a place” where students, arena event attendees and other

visitors can gather for coffee, food and/or drinks. In all of the options, the various uses are clustered around the transit station and plaza; and it is intended that this would be the location of a gathering place as well.

The concepts were designed to integrate the development of the property south of Cedar Street with ConnDOT's investment in transit. This integrated approach also provides opportunities for public/private partnerships. The premise is that CCSU, ConnDOT, and private property owners all will benefit.

CCSU benefits include:

- Potential ConnDOT/municipal support for improved automobile access to the east campus parcel
- Potential for development of privately-owned parcels west of the busway
- A potential transit station and related transit service that connect the CCSU east and west campuses to each other and to downtown Hartford, downtown New Britain and the region, making the campus the most transit accessible public campus in the state
- A reduction in the need for structured parking to serve the arena (as a result of transit access)
- Public policies supportive of transit and transit oriented development may assist in environmental clearances related to wetlands impacts from the WPOP access road

ConnDOT benefits include:

- Increased transit ridership

Private property owners' benefits include:

- Potential ConnDOT/municipal support for automobile access, allowing property to be developed
- A potential transit station and related transit service serving the parcel

The options were developed to accommodate programs with and without an arena and with and without additional land acquisition by CCSU. All of the options make use of the multi-use path to provide access to and between the Cedar North, Cedar South and East Street station areas. Access to the property is the same in all four schemes; it includes one new access road from Cedar Street via the existing WPOP access road to the east of the busway, one new access road from the south parallel to the busway, and the existing curb cut off of Cedar Street near the Fenn Road intersection limited to right-in and right-out turns. All four schemes include a new busway station halfway between the East Street Station and the Cedar Street Station. The development of a new busway station is dependent on new development of a sufficient density and mix of uses at this location to warrant a new station. If development densities and uses do not reach levels sufficient to warrant a new station, a CCSU shuttle bus may be able to provide service to the area. All options assume some CCSU-related parking will be provided off-site and that the busway will be utilized as one mode of access.

Option 1 – Housing Option on Publicly-Owned Land Only

This scheme proposes development on CCSU owned land east of the busway and only the state-owned land west of the busway. Dorms (1,344 beds east of the busway) are sited around green spaces or to take advantage of views of the open spaces to the east. All dorms are located within a short walk to the busway station. This scheme also includes a hotel and conference center adjacent to the busway. Some student parking is accommodated on-site in garages and surface lots but this plan assumes that the remainder of student parking will be accommodated off-site. Publicly-owned land west of the busway is used for development of the new access road.

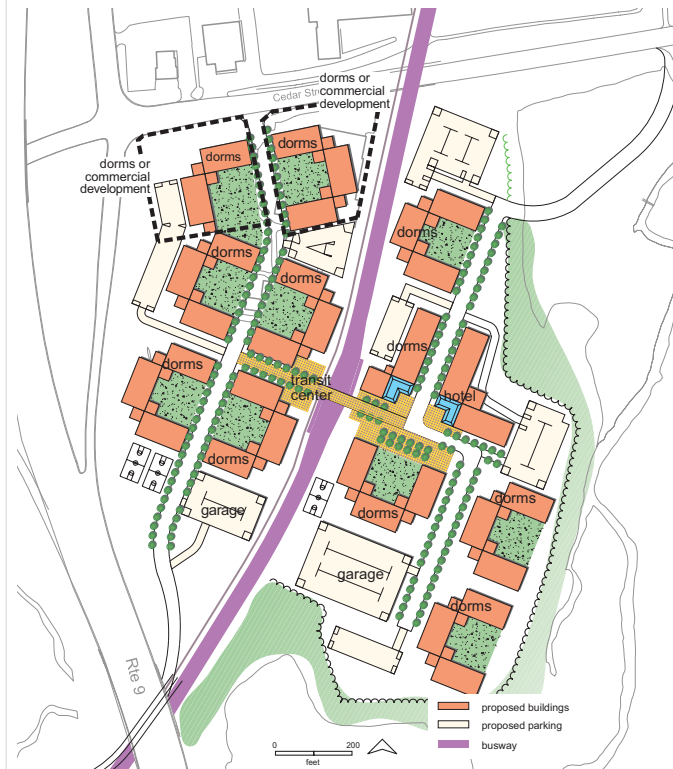
Option 2 – Housing Option on Public and Private Land

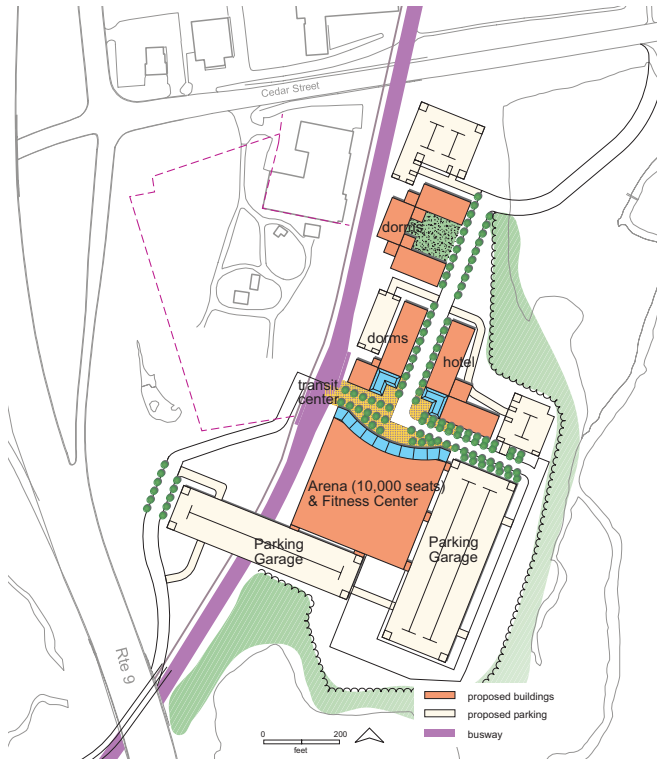
This scheme is similar to Option 1 but includes additional dorm development on the land west of the busway for a total of 2,976 beds. Development is organized along the north-south roads and connects to the pedestrian way that provides access to the busway station. Parking would be partially accommodated on site with the remainder of student parking on the main campus. The two parcels along Cedar Street (west of the busway) could be used as commercial sites (3.4 acres

Option 1 – Housing Option on Publicly-Owned Land Only

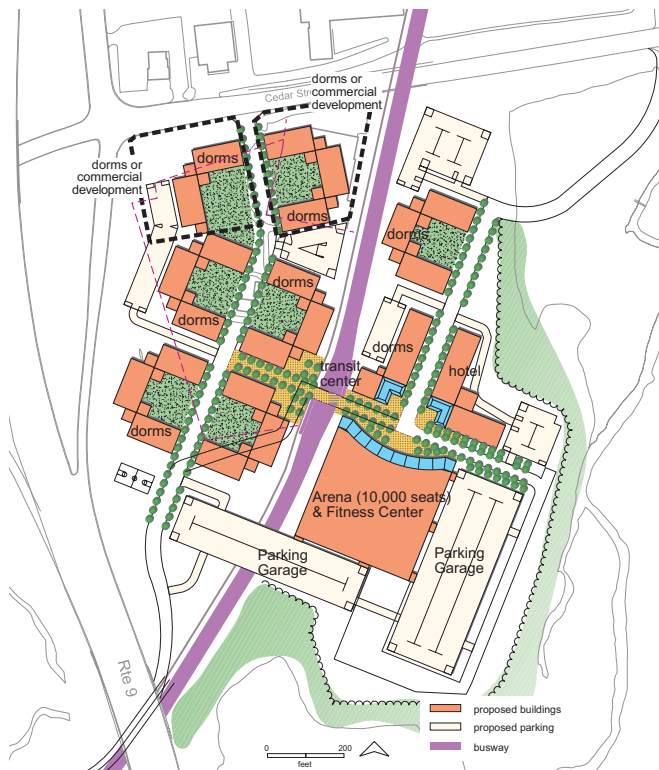


Option 2 – Housing Option on Public and Private Land





Option 3 – Arena Option on Publicly-Owned Land Only



Option 4 – Arena Option on Public and Private Land

total) replacing two clusters of dorms. Option 2 can be considered a later phase to Option 1.

Option 3 – Arena Option on Publicly-Owned Land Only

The primary use in this scheme is a 6,000 to 10,000 seat arena and associated garages. The arena garages are sited to be easily accessible from new access roads. One garage spans the busway and provides easy access from the south. The land north of the arena is developed as a hotel and conference center and two clusters of dorm buildings (450 beds). The hotel and dorms are sited close to the arena. Sports facilities in the arena could be used by hotel guests and students when events are not taking place. Parking garages would be sized to accommodate arena parking and some student parking; the plan assumes that the busway is used by a large number of arena visitors.

Option 4 – Arena Option on Public and Private Land

This scheme is similar to Option 3 but expands dorm development onto privately and publicly held parcels west of the busway. The streets in this plan all connect to the main east-west walkway that connects directly to the busway. Using parcels to the west of the busway allows for significantly more dorm development (2,112 beds) while maintaining the arena in the same location as in Option 3. This concept could include 3.4 acres of commercial development adjacent to Cedar Street west of the busway, replacing two clusters of dorms. Option 4 can be thought of as a later phase to Option 3.

At the time of this writing CCSU does not have firm plans for its property in this area. The options outlined above can be adjusted to meet the University's needs. The basic concept of development along a grid of streets with a pedestrian way connecting to the busway station is a flexible plan that can accommodate many different use mixes and levels of development. As discussed above, however, the development of a new busway station is dependent on new development of a sufficient density and mix of uses at this location to warrant a new stop.

The development concepts support TOD goals in a number of ways:

- Parking policies supporting transit use will reduce auto dependency, thereby reducing congestion
- Special events access management plans and policies will include the use of remote parking garages in Hartford and New Britain and shuttles to the arena from the west campus and other more remote parking locations throughout the region (such as suburban shopping mall parking lots), thus encouraging transit use
- Student parking policies encouraging/requiring students to park in a central location and use transit between campuses, as well as to sites off campus (e.g., downtown Hartford and New Britain), will reduce auto use.
- The concepts are designed around a central transit plaza, creating easy and convenient access to transit.
- The concepts include a mix of uses that will create transit ridership and activity around the transit station.

Development Summary

The plans described above are conceptual and illustrate the general type and scale of development recommended. Building footprints and total square footages were developed as a means of understanding the capacity of the sites; that is, the scale of development that could be accommodated along with associated parking requirements. For purposes of these plans, parking ratios used were one space per housing unit and 3-5 spaces per 1,000 square feet commercial space, depending on the type of commercial use and the availability of on-street parking. The square footage numbers also were used to assess potential economic benefits associated with the plans.

As the plan is implemented, actual developments - based on property line surveys, much more detailed site information and level of design, and current market conditions – will differ from those shown here, but should follow the intent of the site plan and design guidelines (in the Implementation Chapter).

*Development Summary Table **

Use	Total
Hotel	192 rooms
Conference Center	10,000 sq.ft.
Arena (Options 3 & 4)	6,000-10,000 seats
Dorms	1,344 beds in Option 1 2,976 beds in Option 2 450 beds in Option 3 2,112 beds in Option 4
Retail	3.4 acres in Options 2 & 4 resulting in a reduction of beds

**See Appendix B for a more detailed development summary.*

Infrastructure Plan

The key infrastructure elements in this plan are primarily related to access and include the new access roads to the Cedar South parcels as well as area-wide congestion improvement measures (still being determined), and a potential future new busway station on the Cedar South site. The design of access and congestion improvement measures will need to accommodate increased pedestrian access requirements as well. The roadway design should be pedestrian friendly, with narrower lanes for easier crossing and traffic calming measures that can create a sense of place without constricting traffic capacity.

Economic Benefits

The Cedar Street South development in Newington is expected to consist primarily of public sector uses constructed for and by CCSU. This would consist of up to 2,976 dormitory beds, 3,000 structured parking spaces, 192 private sector hotel rooms and possibly a 10,000-seat arena.

This level of development would have an estimated construction value of approximately \$139 million generating an estimated \$7 million dollars in payroll as well as creating 145 person years of employment.

The private sector component (retail and hotel) once fully marketed represents 348 direct and indirect jobs, \$28 million in payroll, and \$311,000 in property taxes. All amounts would be annual revenues in constant 2004 dollars, based upon current construction costs, salaries and property tax rates.

Implementation Strategy

Acquisition and Reparcelization Strategies

Development south of Cedar Street is essentially contingent upon CCSU moving forward with its master plan. Combined development with the property owners west of the rail line would facilitate development. Opportunities may exist for the University to encourage a public/private partnership that could acquire the privately-owned parcels to be incorporated into the University plans. Development of these parcels is unlikely without the major investment and development of new access roads.

Phasing

The development plans look at three time horizons:

- **Short-term:** includes the time period through 2009, or when the busway is scheduled to begin operation
- **Medium-term:** begins in 2010, or at the start of busway operation, and continues through 2019 (up to ten years following the start of busway operation)
- **Long-term:** begins in 2020 and continues through 2025

The three time horizons are approximate and there could be some overlap between the medium term and long-term periods.

Short-Term

Leading up to the opening of busway service, there is a window of opportunity for the transit supportive planning and preparation of the Cedar/East station areas. Between now and the opening, the local land use and public works authorities have the opportunity to frame regulatory provisions and make needed roadway and infrastructure improvements.

CCSU must coordinate with ConnDOT to address access issues in order to coordinate development of a new access road from East Street into the southern end of the site with busway construction.

Medium-Term to Long-Term

Development of the area south of Cedar Street is contingent upon the dormitory and/or arena plans of CCSU and will likely begin to happen during the medium-term period.

Zoning

See Zoning for Cedar Street North. The complete text of the proposed zoning amendment is included in Appendix C.

Design Guidelines

See General Guidelines for Cedar Street North.

Because the Cedar Street South area is almost entirely undeveloped, the master plan that is adopted will determine the character of the area. A detailed master plan should be developed from the concept in this report, along with a detailed program that is oriented around a potential new busway station. Specific guidelines for this area include:

- Provide direct/convenient access to the Cedar and East Street stations, and to the potential future station location
- Integrate the potential new busway station into a public space or transit plaza
- Site new development to take advantage of views to the open space that exists east of the development site.

Partnerships and Deal Structure

The full-build development options (Options 2 & 4) provide for additional student housing and potential commercial development by including privately-owned land to the west of the busway corridor. The lands fronting Cedar Street are owned by Coal Yard Enterprises and L&L/Legere. Both of the private entities have expressed a willingness to redevelop their properties, thereby potentially initiating public and

private co-development. Potential access and infrastructure improvements by ConnDOT, the municipalities and CCSU. The property owners could benefit from:

- Potential ConnDOT/municipal support for automobile access, allowing property to be developed
- A potential transit station and related transit service serving the parcel

Opportunities could take place where CCSU and adjacent private property owners could coordinate site development. CCSU could also explore acquisition of the private parcels. Finally, CCSU could encourage a private sector entity to acquire and/or joint venture with the private property owners as part of a public/private partnership with CCSU to construct dormitory and/or arena facilities.

Next Steps

The following summarizes the phasing of the key development components:

Short-Term: 2004-2009

- Work with ConnDOT, CCSU, CRCOG and CCRPA on access and congestion issues in the station area
- Consider incorporating station area plan into Newington Plan of Conservation and Development
- Consider adopting zoning district as outlined in Appendix C
- Identify sources of funds for capital improvements
- Work with ConnDOT, CCSU, CRCOG and CCRPA on access improvements, including design of new access road from the south and ensuring that pedestrian infrastructure is prioritized in all plans for area roadways
- Explore potential for collaboration with private property owners (WPOP, Coal Yard Enterprises, L&L/Legere)

Medium-Term to Long-Term: 2010-2025

- Work with ConnDOT on consideration of a new busway station if warranted by the type and density of development on these parcels
- Continue working with CCSU and private property owners to implement development

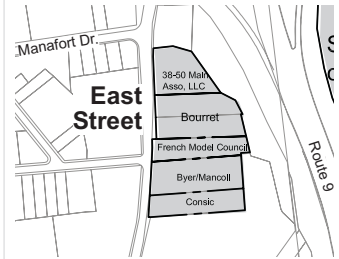
East Street: Site Description / Framing the Opportunities

The Project Area

Because of its location on the border between the two municipalities, and its access from Route 9, Cedar Street and Fenn Road, the East Street station area is a gateway to Newington, New Britain and the CCSU campus. There are seven small parcels (see map at right) along East Street north of the East Street station site that could be combined and redeveloped with higher-density, mixed-use development.

Redevelopment along this section of East Street could provide a pedestrian friendly frontage and convenience shopping for the adjacent residential neighborhoods and for transit patrons walking from the surrounding residential neighborhood and the CCSU Campus to the busway station. New development could also be designed to greatly improve the aesthetics of this gateway area.

Consolidating several of these parcels to create a site large enough to attract a developer for a mixed-use project will be the biggest challenge in this location. Two brooks (Piper Brook and a tributary) running through the site provide a potential amenity, but required setbacks from the streams limit the developable area of the site and may require creative site planning and landscaping to accommodate adequate parking.



Ownership of East Street development parcels. Combined parcels creates a 6.1 acre development site



East Street Site, looking north. Station location shown in red.

The Market

Recent trends suggest that both New Britain and Newington will experience minimal population growth over the next five years. By 2008, New Britain and Newington are projected to increase by only 1.1 and 0.1 percents respectively. Despite a lack of significant population growth, the sites offer distinct locational advantages and potential for development commensurate with future institutional, transportation, economic, and environmental enhancements.

East Street Area Demographics

2003 population	471
2008 projected population	474
Projected percentage change	0.6%
2003 dwelling units	245
2003 Residential density	7.8 units/acre
2003 at-place employment	196
2003 Employment density	6.2 jobs/acre

The East Street Area residential and employment density is well below the TOD minimum densities of 12 units per acre and 25 jobs per acre, respectively. Situated between Hartford and New Britain, the Cedar/East Street station areas are likely to capitalize on the benefits afforded by the revitalization efforts within the respective urban areas. Hartford, in particular, is experiencing significant investment in its downtown including Adriaen’s Landing, the combined convention center, retail, and apartment project undergoing construction along the Connecticut River. The high profile development represents the first sizable downtown addition since the construction of the Civic Center in the mid-1970s and Constitution Plaza in the early 1960s. Other market-rate rental projects will add nearly 700 units to the downtown housing stock within the next two years. The region in general is beginning to successfully market itself as New England’s *Knowledge Corridor*, a four county area (Hartford, Tolland, Hampden, MA, Hampshire, MA) strategically located between

Boston and New York. With a regional labor force of over 1.5 million people and 100,000 college students, the area offers many of the same metropolitan advantages with significantly lower housing and labor costs than other northeast metropolitan areas.

The rebirth of nearby areas will help draw attention to the CCSU area's existing assets. In addition to the presence of an expanding public university, the New Britain/Newington area offers good transportation access and affordable land values. As the busway corridor approaches New Britain from the northeast, its path begins to run roughly parallel to Route 9. This limited-access highway provides a more direct connection between Hartford and New Britain than does Interstate 84. Connecting Route 71 in New Britain to Route 99 in Wethersfield, Route 175 provides important east-west access across the area. The busway will serve to enhance access to CCSU and its environs. Meanwhile, the land and home values are significantly lower for those seeking to live to the west of Hartford, thereby creating a strong residential market in the area. In 2003, over 1,000 homes were sold in the New Britain/Newington area at the average sales price of \$146,996. Over the course of the same year, 802 homes were sold in West Hartford for an average of \$272,300.

Development activity can be expected to increase as CCSU begins to implement its 1999 Master Plan. At present, CCSU is in the initial planning stages for a 6,000 to 10,000-seat sports arena and up to 2,700 beds in new dorm rooms. Supportive of the implementation of the Master Plan, the Governor and the legislature have committed approximately \$200 million over the next decade - a first step is meeting the need for 700,000 square feet of space to serve current and future student enrollments, which are expected to grow by another 1,000 over the course of the next five years. Like many college campuses, the station area's parking supply is expected to be tightly controlled, thereby adding to the appeal of accessing and leaving the site via public transportation.

An arena is another major development goal for CCSU. The CCSU-owned land south of Cedar Street is one site under consideration for the arena (another site is in downtown New Britain). Regardless of whether the arena is in downtown New

Britain or on east campus, the size and scope of the arena should generate high ridership levels to and from the area's BRT transit facilities. Both students and other Arena visitors are likely to use the busway to visit the Arena in either location. At the Cedar Street station area, a high-density student population is likely to be highly mobile yet transit-dependent.

The dynamics created by public and private investment in the area have the potential to create yet another market. CCSU housing, a hotel and conference center, the access afforded by the busway station, and small retail/food and drink establishments are liable to create a vibrant environment. This synergy would help create a market for additional housing drawing two types of markets: both people looking to buy townhouses with good transit access and students electing to move "off campus." This type of residential programming can be incorporated into the commercial element by vertically mixing uses. By so doing, market rate rental units placed above ground floor retail spaces would help create more of the "outdoor room" effect associated with walkable urban environments.

While there is limited population growth in the near-term, the transit-oriented development potential of the CCSU station areas over time is positive. Proximity to growing markets, good access, low land values, and evidence of retail demand suggest that the CCSU area is poised for development activity. The added infusion of institutional uses and enhanced accessibility will only increase the community's market potential. In the interim period, local land use authorities and the private development community should seek to protect the integrity of the future transit station areas.

TOD Goals

Through work with the New Britain Municipal Advisory Committee, CCSU and CRCOG, the following specific goals were formulated for the East Street Station Area:

- Upgrade commercial land uses and the pedestrian experience along East Street to complement and support the existing residential neighborhood

and take advantage of the increased pedestrian activity resulting from the busway station to increase commercial development

These goals are in addition to the two overriding project goals:

- Maximize input and benefits from the transportation infrastructure to the municipalities and neighborhoods along the busway corridor
- Coordinate this major transportation investment with land uses and economic development

Preferred Development Option

Site History and Its Influence on Station Area Plans

The early development pattern of this area was characterized by upland farmland laced with and subdivided by water courses and wetlands. As 19th and 20th century development progressed, first the railroad and then Route 9 further subdivided the landscape, and this pattern has given direction to the station area planning and design approach.

The East Street plan responds to the potential of East Street as a strong pedestrian connection linking future student housing on the “East Campus” to the CCSU main campus, and it takes advantage of the potential amenity of the landscaped water courses.

Development Concept

The concept for East Street is to improve the street edge with new mixed-use development to create an attractive, inviting district at this important gateway. With the opening of the busway station, East Street will become an important pedestrian link between the CCSU Campus and the busway. This development concept seeks to provide approximately 18,000 square feet of convenience retail and restaurant opportunities with up to 132 housing units (at a density of 23 units/acre) close to the busway station. The commercial development would serve both the existing residential community and CCSU students as well as potential future residential development on this site, at Cedar Street North, and on the Cedar Street South parcel. Residents on the Cedar Street South site could use the multi-use trail to walk to the new retail on East Street.

The commercial buildings are sited at the back of the sidewalk with parking accommodated in the rear. Street trees help to create an attractive pedestrian environment. Two floors of apartments are located above the retail space.

The residential component includes two-story townhouses oriented along a new east-west drive. The orientation takes advantage of views to the brooks along the southern and eastern edges of the site. Residents are within a three minute walk of



East Street Illustrative Plan



Example of a pedestrian way connecting new development to transit station

both the East Street station and the multi-use path south of this development. The plan shows a new pedestrian path and bridge across the brook connecting to the station and multi-use path. Alternatively, residents could walk along East Street to the station access drive. Parking for the housing is shown on-street and in the surface lot behind the retail development. The units would likely be geared toward graduate students, empty nesters and young couples, limiting the number of school-age children and the resulting impact on the City’s education budget.

Although this plan encompasses only a few parcels, it represents the first step in creating a pedestrian friendly East Street. Transit oriented redevelopment on this site could be a catalyst and impetus for other transit friendly development along the west side of East Street in the future.

Development Summary

The plans described above are conceptual and illustrate the general type and scale of development recommended. Building footprints and total square footages were developed as a means of understanding the capacity of the sites; that is, the scale of development that could be accommodated along with associated parking requirements. For purposes of these plans, parking ratios used were one space per housing unit and 3-5 spaces per 1,000 square feet of commercial space, depending on the type of commercial use and the availability of on-street parking. The square footage numbers also were used to assess potential economic benefits associated with the plans.

As the plan is implemented, actual developments - based on property line surveys, much more detailed site information and level of design, and current market conditions – will differ from those shown here, but should follow the intent of the site plan and design guidelines (in the Implementation Chapter).

Development Summary Table *

Use	Units
Residential	142 units
Retail	18,000 sq. ft.

*See Appendix B for a more detailed development summary.

Infrastructure Plan

The key infrastructure elements in this plan are primarily related to access and include area-wide congestion improvement measures (still being determined). The design of access and congestion improvement measures will need to accommodate increased pedestrian access requirements as well. The roadway design should be pedestrian friendly, with narrower lanes for easier crossing and traffic calming measures that can create a sense of place without constricting traffic capacity. Other infrastructure improvements include the open space along the brook, and the path and bridge across the brook connecting to the multi-use path and the East Street transit station.

Economic Benefits

The redevelopment of the East Street area in New Britain is expected in the medium-term to result in approximately 18,000 square feet of retail space and 142 new dwelling units.

In constant 2004 dollars this would have an estimated construction value of approximately \$19 million that would generate an estimated \$4 million in payroll as well as 80 person years of construction employment.

After the development was fully marketed the annual, permanent, sustained economic and fiscal impact would represent 72 direct and indirect jobs, \$855,000 in payroll, 290 residents and \$710,000 in property taxes. All amounts are in constant 2004 dollars and do not include any effect from inflation. Factors are based upon current construction costs, payroll levels and property tax rates.

Implementation Strategy

Acquisition and Reparcelization Strategies

The East Street Area is in multiple land ownership and would likely be a medium or long-term land acquisition and/or consolidation. Public sector investments should be contingent upon a combined lot development. Property owners should be encouraged to consolidate their parcels in order to receive approval for higher density development and potential public sector assistance in the provision of infrastructure and improvement to the streetscape.

Phasing

The development plans look at three time horizons:

- **Short-term:** includes the time period through 2009, or when the busway is scheduled to begin operation
- **Medium-term:** begins in 2010, or at the start of busway operation, and continues through 2019 (up to ten years following the start of busway operation)
- **Long-term:** begins in 2020 and continues through 2025

The three time horizons are approximate and there could be some overlap between the medium term and long-term periods.

Short-Term

Leading up to the opening of busway service, there is a window of opportunity for the transit supportive planning and preparation of the Cedar/East station areas. Between now and 2009, the local land use and public works authorities have the opportunity to frame regulatory provisions and make needed roadway and infrastructure improvements.

Given the multiple owners of the East Street station area, land assembly initiatives should be explored by the City of New Britain, property owners, and private developers.

Medium-Term to Long-Term

Redevelopment of East Street is either a medium-term or long-term redevelopment project occurring when economic and market momentum is created from the Cedar Street North and/or Cedar Street South/CCSU project. This would likely not occur on these parcels until sufficient demand was created from transit-oriented development in the larger area. At a minimum, the redevelopment of the East Street area will likely require public sector intervention to encourage parcel consolidation.

Zoning

New Britain should consider adopting a new Transit Oriented Development Zone for the area to encourage active mixed-use development and a pedestrian friendly environment to take advantage of the transit investment. The proposed zone extends from Paul Manafort Drive on the north to Clayton Court on the south, and from (and including) the parcels fronting on the west side of East Street to the busway on the east. The proposed district would allow residential densities of up to 30 units per acre and would reduce parking requirements, consistent with accepted standards for TOD development. Setback requirements, height restrictions and other siting issues should be consistent with the preferred development plan. The following uses would be allowed:

- Retail stores
- Personal service shops or stores
- Business or professional offices
- Hotel
- Places of assembly for recreation, such as health clubs and dance studios.
- Restaurants
- Corporate headquarters, research and development uses
- Residential buildings and upper floor residential uses in commercial buildings

The complete text of the proposed zoning amendment is included in Appendix D.

Design Guidelines

Adopting design guidelines for the Cedar/East station areas is important for two reasons: 1) they provide the various parties involved in implementation a common framework for types of development that should be encouraged; 2) they provide developers a sense of comfort that the design integrity of the area will be maintained. Photographic examples used here provide examples for the types for development described in the plan.

The illustrative plans for each station adhere to the basic site planning design guidelines below. The plans illustrates good locations for buildings on each development site, both for each site and for the larger district, but as implementation begins changes will be made and other proposals will be considered. The illustrative plan and the guidelines below can be used to evaluate individual projects.

The general guidelines for all station areas are:

- All development must be designed to enhance or create urban character that is pedestrian friendly, convenient for transit patrons accessing stations on foot, and safe. This is done through the siting of buildings at the sidewalk edge and using landscape elements that reinforce the street edge. Buildings should have at least one entrance on the street. Building facades should have street level windows. Active ground floor uses are encouraged. Parking should be behind buildings or screened with landscape elements.
- Sidewalks should be separated from moving traffic by planting strips and on-street parking. Street trees will frame the sidewalk space and improve the visual character of the station area for drivers on local streets (see New Britain Principles for TOD, Dec. 2003, published separately).
- Streets in station areas should be as narrow as possible to facilitate pedestrian crossings without impeding traffic circulation. Slowing traffic will also allow drivers to take note of new development and hopefully entice them to stop and shop. Within station areas streets need to be designed for people, vehicles, and businesses, not just to meet highway standards.



Buildings windows should be individual openings in the façade, not continuous bands of windows.



Example of townhouses build at street edge with parking behind



Housing over retail.

- Where possible, buildings should be designed to accommodate various uses over time. If market conditions do not support ground floor retail, buildings should be design to be easily retrofitted to accommodate retail at a later date.
- Buildings windows should be individual openings in the façade, not continuous bands, with well-defined lintels and sills. Building tops should be shaped with attention to their view against the sky. Use of upper floor setbacks and peaked roofs to articulate the roofline is encouraged. Façade planes should be visually broken to reflect the scale and development pattern of other buildings on the street. Mechanical penthouses and other projections or roof elements that are visible from the street should be architecturally integrated with the overall building design.

Projects in the East Street Station area should seek to create a village/pedestrian accessible area when none currently exists. In addition to the overriding guidelines listed above, particular attention should be paid to creating opportunities to walk from transit to nearby retail stores and housing developments.

Redevelopment along the northeastern side of East Street should increase residential density and provide convenience retail opportunities close to the East Street Station. Specific guidelines for the East Street Station Area include:

- Development should reinforce the street edge and provide off-street parking behind buildings
- Ground floor space along East Street should be used for retail and restaurants.
- Housing should be sited to take advantage of views to the brooks and to a potential path connecting to the station and multi-use trail.

Partnerships and Deal Structure

Despite its potential, the East Street station area is constrained by multiple ownership, although there are several parcels owned by one entity. Land assembly should commence at the city’s initiation to coordinate efforts of existing property owners,

realtors, and developers. In particular, New Britain should facilitate assemblage by offering incentives such as density bonuses to consolidated parcels. The City also may want to participate in finding relocation space for existing businesses.

Housing Programs

The plan assumes that the housing will be constructed by the private sector, and will be offered for sale or rent at market rates. The housing will be developed over the next twenty to twenty-five years as market demand dictates.

Under ideal market conditions, housing developers will construct housing to meet market demand without any incentives or assistance from the public sector. However, to encourage developers to build product that mirrors the housing densities and types recommended in the station area plans, the municipalities, ConnDOT, and other state and local agencies might choose to consider public sector initiatives that could help direct the housing development program for the station areas. In addition, it is possible that the market prices for housing fall short of the cost of new construction. In this case, public sector initiatives could be used to help bridge this gap.

Therefore, the station area plans include specific public sector programs that can be implemented to support the proposed station area housing development. Recommendations focus on public sector tools that can encourage and support market rate housing. There are additional housing incentives and assistance programs available through local, state, federal, and non-profit sources that could be used to support development of low and moderate-income housing development, should the City choose to target this market at some time in the future.

The station area plan for the East Street station calls for 142 new housing units along East Street, directly north of the Essex House. The housing includes:

- 34 apartments
- 108 townhouses

To support housing development in the vicinity of the East Street Station, the City could implement several of the tools described under the housing strategy for the Downtown New Britain station. These include:

- Tax abatements for housing construction consistent with the Station Area Plan
- Land Assembly
- A streamlined permitting process
- Reduction in permitting fees
- Targeted infrastructure and capital improvement funds
- Location Efficient Mortgages

Next Steps

The following summarizes the phasing of the key development components:

Short-Term: 2004-2009

- Consider incorporating station area plan into the New Britain Plan of Conservation and Development
- Consider adopting zoning district as outlined in Appendix C
- Identify sources of funds for capital improvements
- Work with property owners and/or potential developers on parcel consolidation and relocation of existing businesses

Medium-Term: 2010-2019

- Continue to work with property owners and/or potential developers on parcel consolidation and relocation of existing businesses

Appendices

A: The Case for Density

B: Detailed Development Numbers

C: Newington Zoning Amendment

D: New Britain Transit Oriented Development Zone Amendment

Appendix A: The Case for Density

Many studies have shown that density is a necessary component of successful transit-oriented development. Starting at densities of 12 dwelling units per acre, research shows that dependence on the automobile begins to decline and the use of transit increases. At 16 units per acre, these trends become significant. To be truly successful, residential density must be part of a vibrant community, with sufficient neighborhood-level jobs, services, and shops to meet the daily needs of the residents, and designed to attract and accommodate substantial pedestrian activity.¹

While urban planners and transit proponents often recognize the benefits of density around transit station, many policymakers and urban area residents remain skeptical. Opponents contend that density equates with a myriad of urban ills, including increases in traffic congestion, public expenditures on infrastructure and services, and crime, while causing property values to decrease. Some suggest that density equates with poverty, although no empirical data supports this relationship.

Because of the debate over density and its impacts on the urban environment, considerable research has explored just how density effects urban neighborhoods. The overwhelming evidence is that urban density results in personal and public cost **savings**, environmental benefits, and an improved local and regional economy. Conversely, the urban ills often associated with density are more clearly related to the failure to mix uses and provide transportation options within an urban setting, as well as poor design that discourages pedestrian activity. Significant findings from the research are documented below.

Traffic Congestion

One of the most often cited arguments against increased residential density is that, by concentrating more people into a smaller area, traffic congestion will increase and become unmanageable. Many studies have been conducted to assess the relationship between density and traffic congestion, and the findings have consistently shown that residential density does not correlate with increased traffic congestion. In fact, the research indicates that, as residential density increases, vehicle use decreases.

The argument that density causes more traffic congestion is flawed in part because it fails to recognize that the denser a neighborhood becomes and the greater the mix of uses found in that neighborhood, the less the residents rely on the automobile. “Research suggests that densities of seven units per acre are needed to support a small corner store; a small supermarket requires 18 units per acre.”² In urban areas with higher densities, retail establishments and services can locate within walking distance of their customer base, reducing reliance on automobiles. Urban “villages with adequate jobs, housing, shops, and entertainment that are serviced by good transit appear to be most effective in reducing automobile dependent leisure trips. In 11 US metropolitan areas, mid to high rise neighborhoods with employment centers, retail, and service areas and 1.5 mile commute distances have at least 25% of the population walking or biking to work.”³ “Individual census tract statistics gathered in the 1996 Canadian census...showed that the denser a neighborhood gets, the less it relies on auto travel and more on foot and public transit. The Smart Growth Network found that “when communities are created that double household density, vehicle travel is reduced by 20 to 30 percent, as people use convenient and cheaper alternatives to the car.”⁴

Energy Consumption

The relationship between density and energy consumption follows directly from the reduction in vehicle trips and trip length associated with increased density. With fewer vehicle trips, residents of denser urban areas use less gas, and thus consume less energy. In contrast to areas of low density development, energy usage for vehicle trips in higher density urban settings can be reduced by up to 43%.⁵ “With mixed uses involving 1 to 1 job/housing ratios, up to 68% less energy can be used and average commute distances have been reduced by 28%.”⁶ A study for the California Energy Commission found a direct correlation between reductions in vehicle miles of travel and energy consumption.⁷

Expendable Income

Higher density development near transit can benefit residents by providing real gains in expendable income. These gains result from two different impacts of

transit-oriented development. First, in higher density areas well-served by transit, the average annual cost to operate a vehicle was found to be 33 percent less than in less dense neighborhoods with fewer transit options.⁸ This difference is attributable to reduced auto ownership in the denser areas served by transit, and shorter distances to services and shopping (resulting in decreased spending on fuel and auto maintenance.) The Federal National Mortgage Association (Fannie Mae), in conjunction with the banking community in several US cities, recognize this savings and its impact on expendable income, and have responded with the Location Efficient Mortgage (LEM) program. The LEM program considers this transportation cost savings when calculating an applicant's income qualifications for a mortgage, allowing homebuyers in areas served by transit to qualify for higher mortgages than their income would otherwise permit.⁹

Denser, transit-oriented development also can increase an individual's buying power if communities allow reductions in parking requirements for new housing construction in neighborhoods served by transit. "Required parking raises the cost of new housing construction by \$20,000 to \$40,000 or more per space."¹⁰ By not requiring parking, or by lowering the number of spaces required per unit, housing construction costs can be lowered, translating into reduced housing prices. These reduced prices have the effect of both providing home ownership options to a broader segment of the population, and allowing homeowners to reduce their housing costs, thereby increasing their expendable income.

Public Services and Infrastructure

Another argument proffered by opponents of urban density is that density will result in higher infrastructure costs. This argument is not borne out by the research. In fact, "more compact neighborhoods require fewer linear feet of utility lines – like water, sewer, electricity, phone service, and others – than dispersed communities do. As a result, many communities find that it is cheaper to provide and maintain many services to compact communities."¹¹ High density development can provide economies of scale in infrastructure investments, and by encouraging infill, excess capacity from existing utility infrastructure can be tapped before new construction is required.¹²

A 2004 Brookings Institute report catalogues the findings from numerous studies of the costs of providing services and infrastructure to densely developed urban areas compared to less dense urban and suburban development.¹³ The consistency of findings is remarkable. All of the studies found a substantial cost savings for providing infrastructure and municipal services to more densely developed urban areas. Some of the more striking findings include:

- A 1998 study found that “compact...growth patterns could reduce 25-year road-building outlays by 12 to 26 percent.”¹⁴
- A 1989 study of the Orlando metropolitan area found that “the public capital and operating costs for close-in, compact development were much less than they were for fringe, scattered, linear, and satellite development...the costs per dwelling ranged from a low of \$9,252 for downtown Orlando (1989 dollars) to a high of \$23,960 to serve new homes in ... a low density fringe development.”¹⁵
- Additional studies showed that shifting development from a pattern of sprawl to planned development “could reduce total road-building expenditures 12 percent in South Carolina, 12 percent in Michigan, and 26 percent in New Jersey.”¹⁶ Similar savings were reported for water and sewer infrastructure.
- The Brookings Institute research survey also showed substantial savings in operating costs resulting from economies of scale, efficiency of service delivery, and the ability to draw on excess capacity in already developed areas.¹⁷

The overarching finding from the Brookings Institute study is that, while the magnitude of the savings will differ somewhat from community to community, governments can reduce the cost of public services and capital expenditures, saving taxpayers money, by channeling development into areas where existing infrastructure and services can be more efficiently utilized.

Property Values

One common misconception about density is that increased density results in decreased property values. In fact, some of the most expensive neighborhoods in many U.S. metropolitan areas have densities in excess of 50 units per acres. For example, two of the most desirable residential areas in Boston, Newbury Street and Commonwealth Avenue, have residential densities of 60 units per acre and 100 units per acre, respectively.¹⁸

Research on the relationship between proximity to transit stations and property values consistently shows that residential and commercial properties in close proximity to transit enjoy a property value premium. Some of the research results are as follows:

- In Washington, DC, the value of residential land within the impact area of Metro stations was found to be \$6 to \$8 per square foot greater (1980 \$s) than land in non-station locations.¹⁹
- Residences near the Lindenwold High Speed Line in Philadelphia realized a location premium of 6.4 percent.²⁰
- “Properties near the Los Angeles Metro Rail have average sale prices of \$102.13 per square foot compared to \$71.13 for properties that are not near the Metro Rail.”²¹

The above-cited studies focus on residential property values. Similar studies of commercial properties in the vicinity of transit stations have shown that these properties also realize a property value premium directly linked to their proximity to transit stations.²² The increased property values associated with locations near transit translate into an increase in the municipal property tax base, and a direct increase in tax revenues in the very neighborhoods where average public infrastructure and service delivery costs are reduced due to increased densities.

Crime

An additional argument often put forward by opponents of density is that increased density leads to increased crime. The research does not support this argument.

International comparisons of crime rates, which show lower crime rates in more densely populated European and Asian metropolitan areas than in less-dense US cities, suggest that factors other than density contribute to high urban crime rates in the United States.²³

In fact, a strong argument can be made that increased density, combined with a mix of uses that generate activity throughout the day and evening, and designed to be pedestrian-oriented, leads to increased public safety. A high density neighborhood with a mix of uses will result in more pedestrian activity throughout the day and evening, creating more “eyes on the street”, and a built-in deterrent to crime. Furthermore, infill development on vacant lots and surface parking sites will eliminate areas devoid of activity. One “key to ensuring that density improves security is design that encourages greater neighborhood surveillance and interaction.”²⁴

Regional Economic Performance

The Brookings Institute study cited above also looked at how density impacts regional economic performance. The study found that urban planning strategies that encourage “compactness, density, and “quality of life” enhancement seem to support – or at least be associated with – modestly strengthened economic performance.”²⁵ Some of the findings include:

- Doubling employment density increases productivity by approximately 6 percent.
- Communities that utilize growth management techniques to limit sprawl realize a 1 percent increase in their economic performance (measured in terms of personal income) relative to other regions.
- Income growth in the central city of a metropolitan area translates into corresponding income growth in its suburbs.²⁶

These findings suggest that the economic benefits of compact development reach well beyond the individual neighborhood where density occurs to the entire city and metropolitan area.

Density, Design, and Mixed Uses

The above discussion serves to debunk a number of the myths associated with urban density. Research suggests that density, in fact, can provide numerous benefits to a municipality and its residents. The real keys to successful development at densities that support transit are 1) to incorporate a mix of uses, and 2) to design active, vibrant, pedestrian-oriented communities. The mix of uses should include a variety of types of residences, including townhouses, condominiums and apartment. By offer a range of housing types, the community will attract a variety of residence from young singles to empty-nesters. A heterogeneous population will ensure activity on the street during the day (when many folks are at work) and in the evening (after offices and service establishments close.) In addition to residences, uses should include shops and businesses that will be open during the day and that can provide job opportunities for neighborhood residents, as well as restaurants and entertainment establishments that will attract nighttime activity.

Design is also a crucial component of successful urban development. Urban neighborhoods should be designed to be pedestrian-friendly, contain lively public spaces, and respect the context of the surrounding community (with particular attention to the historic context of the built environment). Building materials, signage, streetscapes and street furniture, the location of buildings and entrances relative to the sidewalk, and the location of parking will all contribute to the success of urban neighborhoods and transit-oriented development. Buildings should be located close to the sidewalk, with parking located on-street, or in back of buildings. Ground floor space should be for active uses such as retail, with multiple doors and windows facing the street (see Design Guidelines in the Implementation Strategy chapter of the report). Density can and should be a central component of these neighborhoods.

Visualizing Density

Many opponents of density are influenced by memories of 1960s-style high rise public housing projects, or visions of dense office development accompanied by street-level garage entrances that undermine the pedestrian environment. Both

decision-makers and residents need to be educated about what higher density, mixed-use, transit-oriented urban villages, and vibrant transit-served city centers can look like.

This can be accomplished through visualization techniques that show what density looks like elsewhere, as well as what density can look like around the proposed station areas. Real-world examples of density can be downloaded from existing web sites²⁷, or obtained directly from communities that have already accomplished compact transit-oriented development projects. Computer-generated visualization techniques that superimpose new development designs on photographs of existing station areas (such as the techniques used in CRCOG's TCSP project) can be used to help people understand what compact transit-oriented development can look like around the stations.

Finally, in a recent Boston-area conference on density, one participant noted that to implement public policy, both a problem and a solution to that problem must be articulated. Thus, in educating the public, density must be presented as a solution to many of the very urban ills that opponents of density have often offered as arguments against it. The goal should not be to demonize sprawl, but instead to advocate for the many benefits of density.²⁸

- ¹ Fleming, Randall, The case for Urban Villages, reprinted from *Linkages Issue No. 8*, periodical of the Institute for Ecological Health. <http://www.fscr.org/html/2000-01-05.html>.
- ² *Designing for Transit: A Manual for Integrating Public Transportation and Land Development in the San Diego Metropolitan Area*. July 1993.
- ³ Op.cit., Fleming.
- ⁴ Smart Growth Network, Getting to Smart Growth: 100 Policies for Implementation, the International City/County Management Association, undated, p. 10.
- ⁵ Op. Cit., Fleming.
- ⁶ Ibid.
- ⁷ Parsons Brinkerhoff, Smart Growth Energy Savings; MPO Survey Findings, for the California Energy Commission, September 21, 2001, p. 8.
- ⁸ Perkins, Broderick, The High-Density Solution for Tight Markets. http://realtymtimes.com/rtpages/20020509_highdensity.htm
- ⁹ www.locationeffeciency.com
- ¹⁰ ____, unbundle new urban parking + housing. [ttp://www.dbarchitect.com/www-writing/parking.html](http://www.dbarchitect.com/www-writing/parking.html)
- ¹¹ Op. cit., International City/County Management Association.
- ¹² California Planning Roundtable, Myths and Facts about Affordable and High Density Housing. <http://www.abag.ca.gov/services/finance/fan/housingmyths2.htm>
- ¹³ Muro, Mark, Investing in a Better Future: A Review of the Fiscal and Competitive Advantages of Smarter Growth and Development Patterns, *The Brookings Institute Center on Urban and Metropolitan Policy*, March 2004.
- ¹⁴ Ibid., p. 13.
- ¹⁵ Ibid.
- ¹⁶ Ibid.
- ¹⁷ Ibid., p.18.
- ¹⁸ Rappaport Institute for Greater Boston, The D Word, January 2004 Conference Proceedings. <http://www.ksg.harvard.edu/rappaport/forums/thedword.htm>
- ¹⁹ PriceWaterhouseCoopers, Richmond/Airport-Vancouver Rapid Transit Project, April 3, 2001, p.2
- ²⁰ Ibid., p. 3.
- ²¹ ____, Urban Sprawl Ideas that Work. [Http://www.stateaction.org/issues/sprawl/sprawlideas.cfm](http://www.stateaction.org/issues/sprawl/sprawlideas.cfm)
- ²² Op. Cit., PriceWaterhouseCoopers.
- ²³ 1000 Friends of Oregon, The Debate Over Density: Do Four-Plexes Cause Cannibalism? <http://www.friends.org/issues/density.html>
- ²⁴ Local Government Commission in cooperation with the US Environmental Protection Agency, Creating Great Neighborhoods: Density in Your Community, September 2003 (sponsored by the National Association of Realtors).
- ²⁵ Op. Cit., Muro, p. 21.
- ²⁶ Ibid., pp. 21-23.
- ²⁷ See, for example, www.architects.org/emplibrary/A1_a.pdf.
- ²⁸ Rappaport Institute for Greater Boston, The D Word, January 2004 Conference Proceedings. <http://www.ksg.harvard.edu/rappaport/forums/thedword.htm>

Appendix B: Detailed Development Numbers

Proposed			
Use	Units/Floor	Stories	Total Unit
East Street (New Britain)			
Retail			18,000 sq. ft.
Apartments			24 units
Walkup units			108 units
Surface parking only			
Cedar North (Newington)			
Retail			7,600 sq. ft.
Retail			9,900 sq. ft.
Retail			9,700 sq. ft.
Retail			20,653 sq. ft.
Retail			4,000 sq. ft.
Apartments (above retail)	16	2	32 units
Apartments (above retail)	4	2	8 units
Apartments (above retail)	6	2	12 units
Apartments (above retail)	6	2	12 units
Townhouse			66 to 88 units
Hotel	30	4	120 rooms
Parking (garage/surface/on-street)			574 spaces
Cedar South (Newington) Arena Option			
Dorms			2,112 beds
Hotel	48	4	192 room
Arena			10,000 seats
Garages			3,000 spaces
Cedar South (Newington) No Arena Option			
Dorms			2,976 beds
Hotel	48	4	192 room
Garage	209	4	836 spaces

All retail numbers are gross square feet
Townhouses average 1,400-1,500 sq. ft.
Walk up units average 1,000 sq. ft. for 2 bedrooms
Apartments average 1,000 sq. ft. for 2 bedrooms
Dorms average 250 sq. ft. per student (per CCSU)

Appendix C: Newington Zoning Amendment (Draft)

Section 3.25 Uses Permitted in TOD Transit Oriented Development Zones

In TOD Transit Oriented Development Zones, land and buildings may be used and buildings may be used or erected to be used for the following purposes and not other. All such uses must be within a building or structure or accessory to a principal use.

3.25.1 Permitted Uses

- A. Retail stores and trades including banks (excluding drive-through services)
- B. Personal service shops or stores
- C. Business or professional offices
- D. Places of assembly for recreation, such as health clubs and dance studios.
- E. Restaurants (excluding drive-in or curbside services restaurants.)
Restaurants may offer outside temporary seasonal seating areas when approved by the Commission.
- F. Corporate headquarters, research and development uses
- G. Hotels
- H. Residential Buildings
 - A. Permitted Uses
apartment and/or condominium buildings (and their necessary accessory facilities)
 - B. Frontage, Lot Area and Density
The minimum lot frontage width shall be ___ feet and the lot shall contain at least ____ square feet of land area for every dwelling unit.
 - C. Height of Buildings
No principal building shall exceed a height of _ stories, and no accessory building shall exceed a height of __ feet
 - D. Dwelling Units
The basement shall not be occupied as living quarters
- I. Apartments in Business Buildings
 - A. Apartments may be permitted on the second and third floors of business buildings.
 - B. Standards – apartments in business buildings can provide housing accommodation fulfilling a community need, providing the following conditions are met.
 - 1. In addition to building code requirements, each apartment shall have unobstructed access to the outside, separate from any business use or activity.

2. Sound proofing shall be designed and installed to isolate the normal sounds of business activities from the apartments
3. At least ___ square feet of land area is required for each dwelling unit.

J. Parking garage

3.25.2 Procedure

- A. Before a lot or parcel of land in a TOD Zone may be used or a building erected, altered or changed in use, a Site Development Plan must be approved in accordance with this section as well as Section 5.3.
- B. Any application for a change to a TOD Zone must be accompanied by an application for Site Development Plan approval in accordance with Section 5.3. The commission will consider both application simultaneously, within the appropriate public notice and scheduling procedures.

3.25.3 Applicable height, area and yard requirements shall be as follows:

Lot Area (Minimum)	Frontage (Minimum)	Front Yard (Exactly)	Side Yard (Minimum)	Rear Yard	Height
___ feet	___ feet	0'*	___ feet	no req.	___

* see site plan and design guidelines

3.25.4 All electric and telephone utility installations shall be located underground, excepting required light standards, etc.

3.25.5 Sidewalks will be installed along the frontage of public streets according to the attached Design Guidelines (Town of Newington Standards?)

3.25.6 Parking

Parking requirements within this zone are as follows

Use	
Office	3 spaces/1000 sf
Restaurant	
Retail, Personal Service	
Theater/Assembly/Recreation/Amusement	1 space/2 seats or 1 space/3 persons
Residential	1 space/unit
Hotel	1 space/room + 1 space/2 employees

Appendix D: New Britain Transit Oriented Development Zone (Draft)

Section 145 TOD District (mixed residential and commercial buildings).

145-10 Permitted Uses

Within any TOD District, a building, structure or lots shall be used for one or more of the following permitted uses, except as provided in Section 145-10 Special Exception Uses, Section 145-30 Accessory Uses and Section 260 Nonconforming Uses and Nonconforming Buildings or Structures. For all listed uses the site plan shall be submitted and reviewed pursuant to Section 280-60.

145-10 Permitted Uses.

Residence Uses.

145-10-10 Multifamily houses

145-10-20 Apartments over first story non-residential use.

145-10-30 Garden Apartments, not more than eight (8) units per building

Community Facility Uses.

145-10-40 Park, playground or recreation area operated by the municipality

145-10-50 College, vocational school

145-10-60 Bus Passenger Waiting Shelter

145-10-70 Public or semi-public building for civic, political, social or recreational purposes

Business Uses.

145-10-60 Business or professional office building

145-10-70 Medical clinic

145-10-90 Residence membership club (non-profit)

145-10-100 Club – membership (non-profit)

145-10-110 School, public elementary or high, or a private school having a curriculum equivalent to that ordinarily given in a public school

145-10-120 College

145-10-130 Bank, savings and loan association

145-10-140 Bowling alley

145-10-150 Office or office building

145-10-160 Personal service shop

145-10-170 Restaurant

145-10-180 Retail store

145-10-190 Shop for custom work or for making articles to be sold on premises

145-10-200 Passenger Transportation Terminal

145-20 Special Exception Uses

145-20-10 Alcohol liquor permit in connection with a permitted or special exception use

145-20-20 Nursery School

145-20-30 Nursing home, convalescent home, rest home

145-20-40 Health, fitness & recreational facility

145-30 Accessory Uses

145-30-10 Customary accessory uses, buildings or structures

145-30-20 Private garage, private parking area

145-40 Dimensional Regulations.

145-40-10 Lot Area – Minimum Square Feet 5,000

145-40-20 Lot Area – Minimum per dwelling unit – sq. ft. 1,250

145-40-30 Floor Area Ration – Maximum 1.50

145-40-40 Lot Coverage -- % occupied by main & accessory buildings 50

145-40-50 Lot Width – Minimum – ft. 50

145-40-60 Height – Maximum – ft. 40

145-40-70 Yards – Minimum – ft.

145-40-70.01 Front None required

145-40-70.02 Side None required, but 10' if provided

145-40-70.03 Side – total for both on interior lot None required

145-40-70.04 Side – abutting side street on a corner lot None required

145-40-70.05 Rear None required

145-40-80 Accessory Buildings

145-40-80.01 Coverage of required rear yard – Maximum % 0

145-40-80.02 Height in required rear yard – Maximum – ft. 0

145-40-80.03 Set back from any lot line – Minimum – ft. Same as req'd. yd.