



HARTFORD
TRANSIT-
ORIENTED
DEVELOPMENT
PILOT
STUDY

MARCH 2018

PREPARED FOR:



CONNECTICUT DEPARTMENT OF
TRANSPORTATION (CTDOT)



AND THE CITY OF HARTFORD

PREPARED BY:



IN ASSOCIATION WITH



TABLE OF CONTENTS

1 INTRODUCTION 1

- 1.1 Goals and Objectives 1
- 1.2 Why Hartford? Why Now? 3
- 1.3 Creating a Vision for A Transit Oriented Development 4
- 1.4 A Vision for the Parkville District 6

2 SITE SCREENING 9

- 2.1 Geographic Scope and Site Existing Conditions 9
- 2.2 Site Screening Criteria 13
- 2.3 Summary of TOD Findings by Site 15
- 2.4 Priority TOD Sites 16
- 2.5 Proposed Land Use Program 17

3 PARKVILLE DISTRICT VISION 21

- 3.1 Parkville District Context 21
- 3.2 The Vision 23
- 3.3 Urban Design Features 25
- 3.4 Test-fit of Short-term Build-out Sites 28
- 3.5 Parkville Center Detail Concept Plan 31

4 THE PATH FORWARD 41

- 4.1 Tools to Implement the Parkville District Vision 41
- 4.2 Creating the Blueprint for TOD Development in the Parkville District 48

- page intentionally left blank -

TABLES

TABLE 1:	Summary of Attributes (Sites A-I)	11
TABLE 2:	Preferred Development Build-out Programs on Site A, B, C, and D	37
TABLE 3:	Value Capture Strategies	44

FIGURES

FIGURE 1:	Future Regional Transportation Diagram	1
FIGURE 2:	Initial Sites (A-I) Map	5
FIGURE 3:	Conceptual Visualization of Bartholomew Avenue	7
FIGURE 4:	Hartford Locator Map	9
FIGURE 5:	Site Locator Map	10
FIGURE 6:	Site Screening Criteria	13
FIGURE 7:	Short-term TOD Priority Sites	16
FIGURE 8:	Neighborhood Context	21
FIGURE 9:	Parkville District Vision Sites	22
FIGURE 10:	Parkville District Overall Site Plan	23
FIGURE 11:	Parkville District Transportation Network and Connections - New Roadway Network	26
FIGURE 12:	Parkville District Transportation Network and Connections -	

	I-84 Connection	26
FIGURE 13:	Parkville District Transportation Network and Connections - Pedestrian Connections	27
FIGURE 14:	On-premise Build-out Scenario	29
FIGURE 15:	Off-premise Shared Parking Build-out Scenario	29
FIGURE 16:	Open Space Diagram	31
FIGURE 17:	Parkville Detail Concept Plan	32
FIGURE 18:	Pope Park Highway Street Section	33
FIGURE 19:	Bartholomew Avenue Street Section	35
FIGURE 20:	Shared Parking Program	36
FIGURE 21:	Site A Build-Out Massing	38
FIGURE 22:	Site B Build-Out Massing	38
FIGURE 23:	Site C Build-Out Massing	39
FIGURE 24:	Site D Build-Out Massing	39
FIGURE 25:	Capital Projects and Phasing	43
FIGURE 26:	Phase 1 ESA Sites	47
FIGURE 27:	Priority Development Sites	48
FIGURE 28:	Bartholomew Avenue Massing	49
FIGURE 29:	Sequencing Timeline	50
FIGURE 30:	Bartholomew Avenue Rendering	55

“The study does not start from scratch, but builds upon previous planning by the City with strategies that focus on catalytic sites to create the momentum needed to move from site-specific TOD to the implementation of a vision for a complete and connected community with transit at its core.”



1 INTRODUCTION

1.1 GOALS AND OBJECTIVES

This study, the Hartford Transit-Oriented Development Pilot Study, was initiated after the CT**fastrak** Transit-Oriented Development Capacity Study, which recognized significant transit-oriented development (TOD) opportunity in the Parkville neighborhood of the City of Hartford (the City). To build on the existing momentum in Parkville, the CT**fastrak** Transit-Oriented Development Capacity Study recommended that the City further refine and develop TOD opportunities in the area.

This study seeks to leverage transportation investments made throughout the State of Connecticut (the State), including the recently opened CT**fastrak** Bus Rapid Transit (BRT) system, which serves communities between Hartford and New Britain, and the planned 2018 launch of the CT**rail** Hartford Line service. The CT**rail** Hartford Line Service will connect Hartford to New Haven and Springfield (Shown in FIGURE 1). This corridor is often referred to as the “Knowledge Corridor” with academic and research institutions located along its route. These institutions include Yale University, the University of St. Joseph, Trinity College, and Central Connecticut State University, among others.

The study started with a two-step process to evaluate several sites for compatibility with TOD and narrow these sites down to priority TOD sites. The priority TOD sites were further categorized as those with either short-term or long-term development potential. Strategies and tools were then identified to jump start development and make TOD a reality.

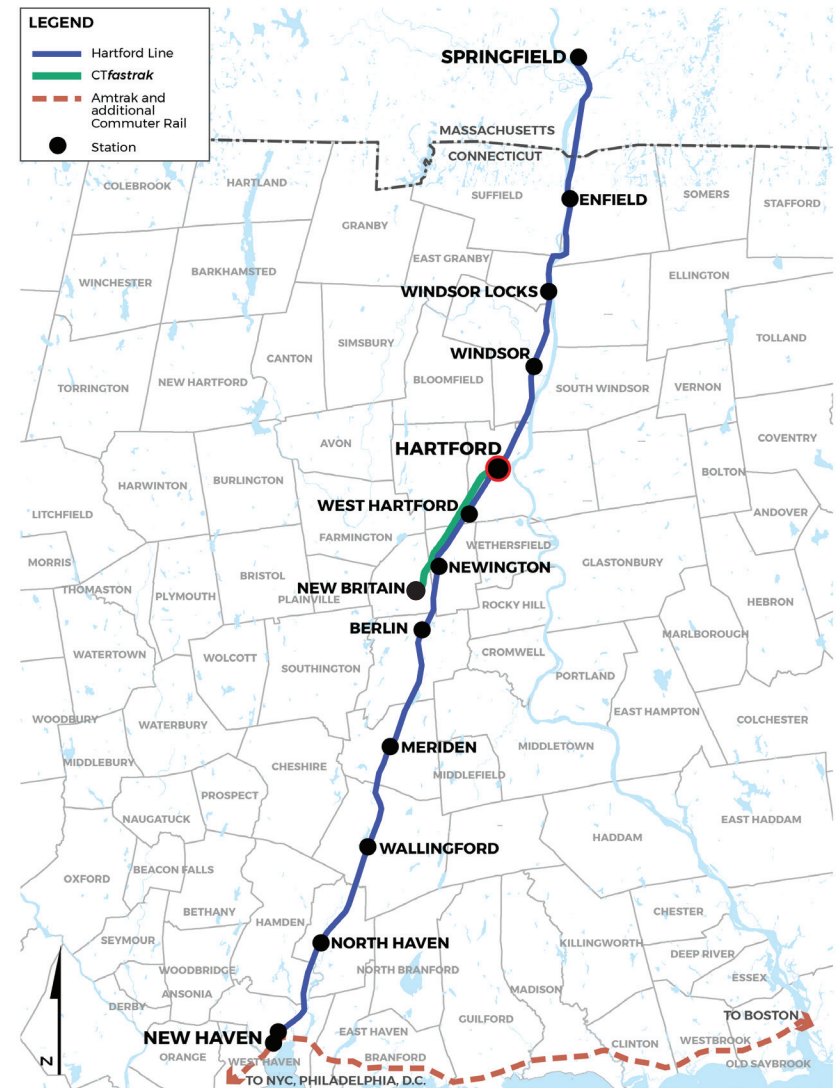


FIGURE 1: Future Regional Transportation Diagram

The Hartford TOD Pilot Study assists the City in achieving its goals for TOD with a feasible build-out development vision and path towards implementation of site-specific development strategies. It builds upon the station area analysis in the CT**fastrak** TOD Capacity Study by focusing on key sites near the CT**fastrak** stations located within the City of Hartford. The final report for the Hartford TOD Pilot Study provides a framework and vision for redevelopment which can be utilized by the City to re-evaluate its current zoning regulations and other policies to better support TOD, facilitate conversations with interested developers, and prepare requests for proposals (RFPs) from developers for the short-term build-out sites.

This study serves as a foundation for economic development that will enhance the community and expand the City's tax base. The implementation of TOD in the Parkville District will result in multiple benefits, both tangible and intangible, for the Parkville District and the City.



Hartford Riverfront

Annual Dragon Boat & Asian Festival (<http://capitolmoving.com/things-to-do-this-summer-in-hartford-ct/>)



Cheney Building, Downtown Hartford

[wikimedia.org/wiki/commons](https://www.wikimedia.org/wiki/commons)

1.2 WHY HARTFORD? WHY NOW?

Why Hartford? The State has made significant investments in transportation, with Hartford as a key link in an expanded transportation network. The CT**fastrak** BRT system serves Hartford and points west, while the 2018 opening of the CT**rail** Hartford Line service will provide frequent connections from Hartford south to New Haven and north to Springfield, MA, with connecting passenger rail services to New York and Boston.

These transit investment can be leveraged by Transit-Oriented Development (TOD), which is characterized by high density, mixed-use development located near a transit station, generally within a five to ten-minute walk. It is compact development containing a mix of residential, office, and commercial uses with improved public spaces and walkable streets. From a regulatory perspective, the City of Hartford is well-positioned to advance TOD along the CT**fastrak** corridor. The City has recently completed a citywide zoning rewrite that includes form-based development regulations, elimination of minimum parking requirements for most uses, and a TOD Overlay Zoning District. The TOD Overlay Zoning District encourages higher density development and provides greater flexibility around transit nodes. A large portion of the CT**fastrak** Parkville station area and the area in the immediate vicinity of the CT**fastrak** Sigourney Street Station are located within the TOD Overlay Zoning District.

Why Now? Hartford has a long history as a center of innovation and manufacturing might. As experienced by many American cities, a residential shift to post-war suburbs depleted the City, flipping the “center” of the region to the periphery. However, in recent years the post-war suburban paradigm has lessened in its appeal. A younger generation is increasingly looking for an urban minded lifestyle. While young adults do not necessarily prefer to live in the urban center, they want to have access to the full range of amenities that come with urban living. They would like travel options that include access not just to transit, but also access to bicycle and pedestrian networks. They are seeking out neighborhoods that are pedestrian friendly and walkable – neighborhoods with a unique sense of place that offer access to shopping and parks, and a mix of housing



Pratt Street, Downtown Hartford
FJ Gaylor Photography

with businesses. They are seeking out social places that break down the barriers between work and home for a fluid lifestyle. The time to capture this increasing demand for compact, mixed-use neighborhoods is now. This study lays the groundwork for leveraging the State’s investments in transit to capture this new market.

The study does not start from scratch, but builds upon previous planning by the City with strategies that focus on catalytic sites to create the momentum needed to move from site-specific TOD to the implementation of a vision for a complete and connected community with transit at its core.

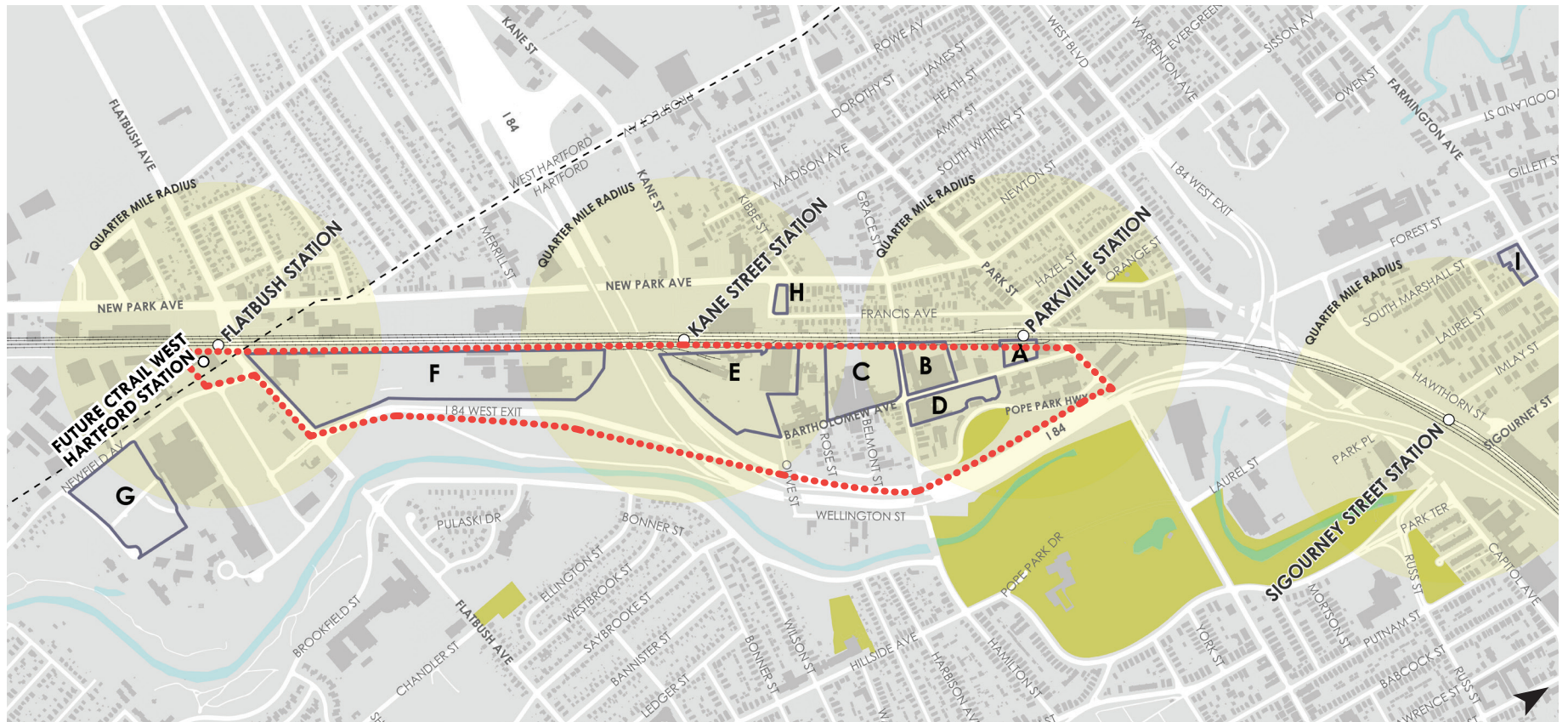
1.3 CREATING A VISION FOR A TRANSIT ORIENTED DEVELOPMENT

The benefits TOD can provide to the Parkville District go far beyond the neighborhood's physical redevelopment. TOD that offers a complete lifestyle where people can live, work, shop and play has been shown to support vibrant communities. When these communities are bolstered by a well-connected network of transportation choices, such as walking, biking, and transit, they promote active, healthier lifestyles and reduce the reliance on personal automobiles. Moreover, TOD residents have better access to employment centers and expanding economic opportunity. By leveraging the State's investments in transportation infrastructure, TOD can generate economic growth, support transit ridership, reduce highway congestion, and create a healthier, revitalized Parkville District.

At the start of this study, the City identified multiple initial sites (Sites A-I) for consideration for TOD (Shown in FIGURE 2). A screening method was developed utilizing the findings from an existing conditions analysis and seven criteria necessary for the implementation of successful TOD projects. This screening exercise narrowed the initial collection of sites down to six priority TOD sites.

The six priority sites (Sites A-F) were identified as having characteristics likely to support TOD. Among these priority TOD sites, Sites A, B, and C were identified as short-term build-out sites, and Sites D, E, and F as long-term build-out sites.

The development of these catalytic sites forms the basis of a strategic plan for growth that will generate economic development in the Parkville District. The priority TOD sites are located between the Parkville and Flatbush Avenue Stations on the CT**fastrak** line, with the short-term sites (Sites A-C) clustered on Bartholomew Avenue between the Parkville and Kane Street Stations. For the purposes of this study, the Parkville District is defined as the larger area between Park Street to the north, Flatbush Avenue to the south, the existing rail tracks (future Hartford Line) to the west, and I-84 to the east. This area straddles the Parkville and Behind the Rocks neighborhoods, which are separated by Hamilton St/Grace St. This diverse and emerging community in the City, anchored by Bartholomew Avenue and CT**fastrak**'s Parkville Station, has been the target of recent and proposed private and public investments. With support from the public sector for early catalytic projects, the Parkville District could become a lively and animated mixed-use district within the City.



 Parkville District

FIGURE 2: Initial Sites (A-I) Map

1.4 A VISION FOR THE PARKVILLE DISTRICT

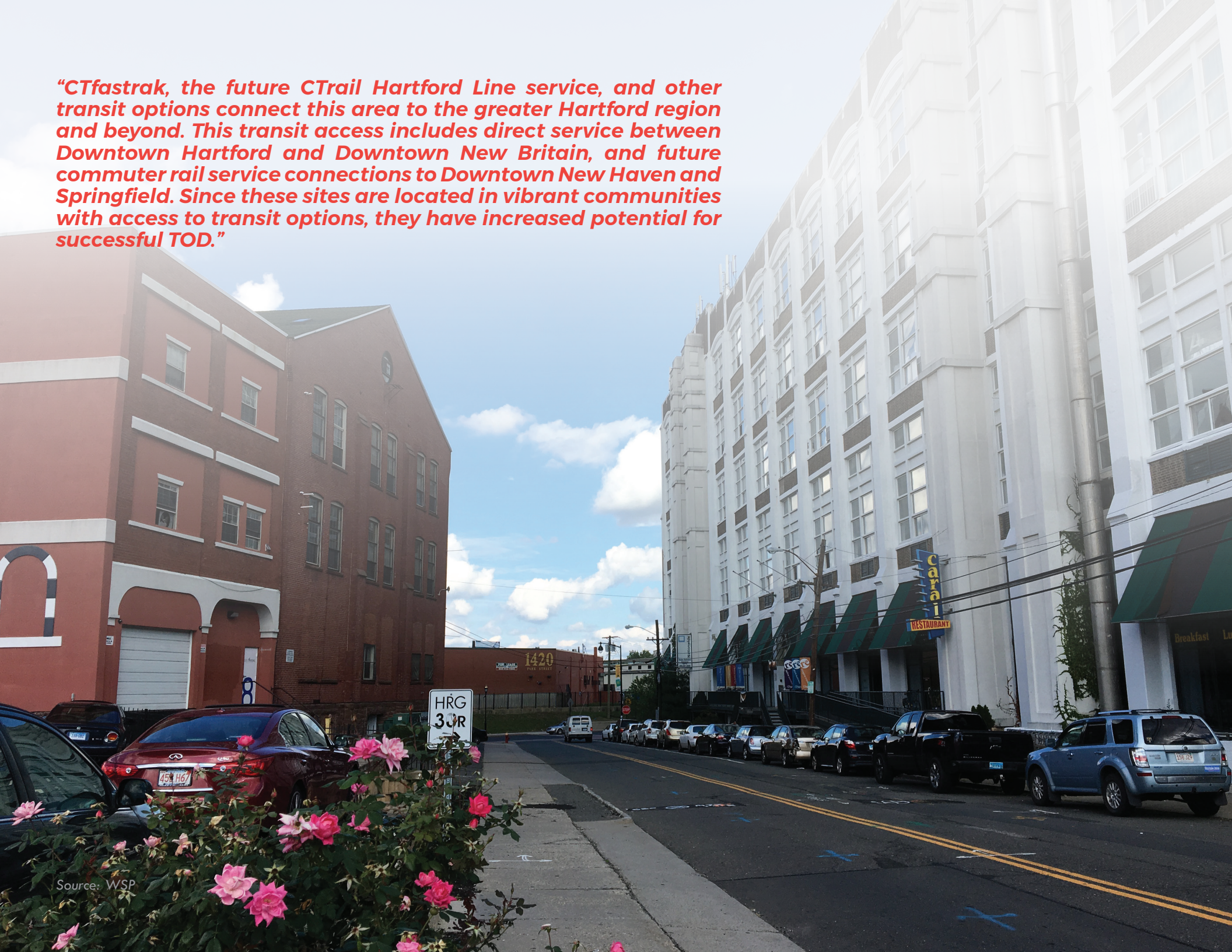
The redevelopment of the priority TOD sites serves as the foundation for a larger vision. This vision includes relatively dense development with a mix of uses that balances residential, entertainment, and office space. Furthermore, it includes an improved and active public realm, sustained by ground floor retail, pocket parks, and plazas, which will strengthen the identity of the Parkville District (FIGURE 3). Complete streets and shared parking will reduce auto-dependency and support transit use. The medium-high density mixed-use development proposed for these sites includes apartment and townhouse residential, office, and retail uses to provide expanded housing, employment, and shopping options for residents. The vision proposes residential mixed-use development focused on the short-term development sites along Bartholomew Avenue, and lifestyle retail focused on the long-term development sites to the south, closer to the CT**fastrak** Flatbush Avenue Station and the future CT**rail** Hartford Line West Hartford Station.

The development of the short-term development sites is designed to catalyze additional investment and redevelopment by creating a center within the neighborhood. The program for the long-term development sites is designed to complement the uses on the short-term development sites. In the future, as Bartholomew Avenue transforms to a residential mixed-use destination and the CT**rail** Hartford Line West Hartford Station opens, these sites will be connected to each other and other destinations beyond Parkville which may generate a market for private and public investment beyond what is envisioned.



FIGURE 3: Conceptual Visualization of Bartholomew Avenue

“CTfastrak, the future CTrail Hartford Line service, and other transit options connect this area to the greater Hartford region and beyond. This transit access includes direct service between Downtown Hartford and Downtown New Britain, and future commuter rail service connections to Downtown New Haven and Springfield. Since these sites are located in vibrant communities with access to transit options, they have increased potential for successful TOD.”



2 SITE SCREENING

2.1 GEOGRAPHIC SCOPE AND SITE EXISTING CONDITIONS

The City identified nine initial sites that have TOD potential. A site screening effort was conducted to reveal the TOD opportunities of each site, and inform the prioritization of sites where the City could focus public resources.

The initial sites, shown in FIGURE 5, are in proximity to CT**fastrak** stations – including Sigourney Street Station, Parkville Station, and Kane Street Station in Hartford, and Flatbush Avenue Station in neighboring West Hartford – as well as the future CT**rail** Hartford Line West Hartford Station. These sites are located west/southwest of Downtown Hartford, in the ‘Asylum Hill’, ‘Parkville’, and ‘Behind the Rocks’ neighborhoods of the City (FIGURE 4), which are active and vibrant neighborhoods anchored by commercial corridors including Farmington Avenue, New Park Avenue, and Flatbush Avenue. CT**fastrak**, the future CT**rail** Hartford Line service, and other transit options connect this area to the greater Hartford region and beyond. This transit access includes direct service between Downtown Hartford and Downtown New Britain, and future passenger rail service connections to Downtown New Haven and Springfield. Since these sites are located in vibrant communities with access to a transit network, they have increased potential for successful TOD.

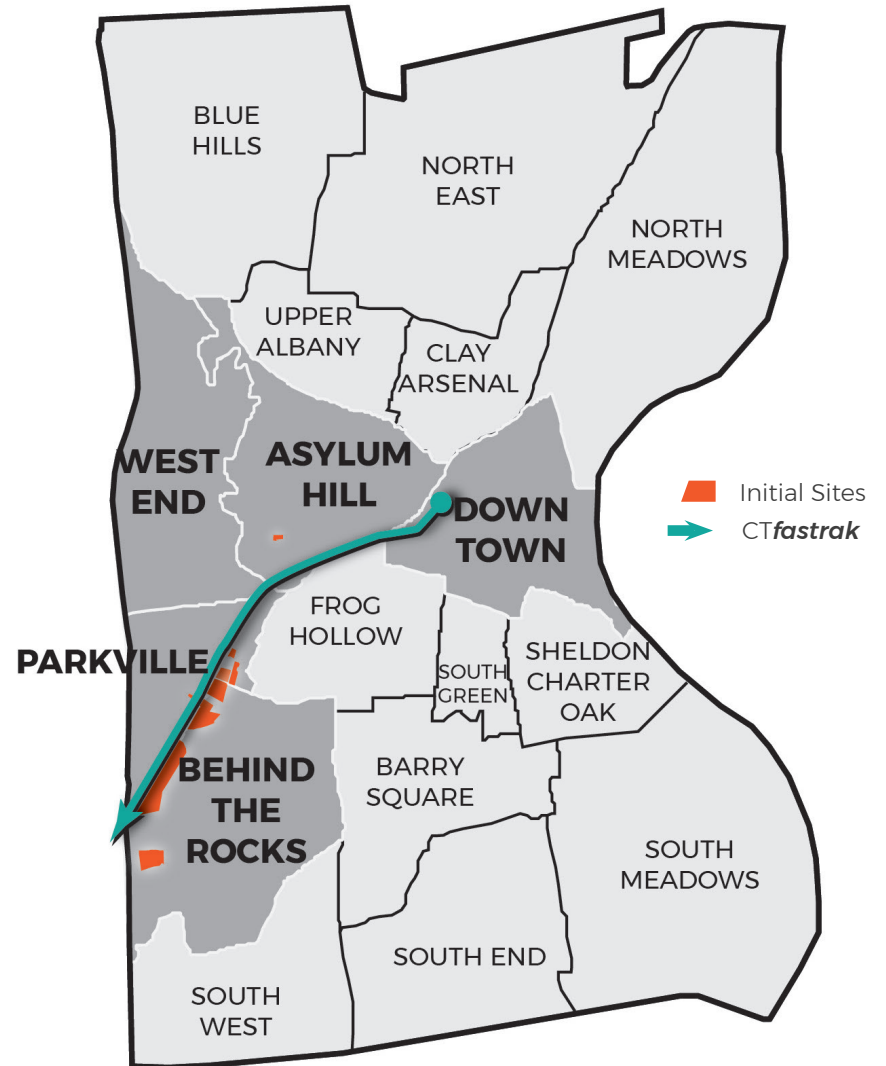


FIGURE 4: Hartford Locator Map

The existing conditions assessment on the initial sites included site visits, a review of planning and zoning documents, and geographic information mapping exercises. Additional attributes, such as the availability of community amenities, were also inventoried. The existing conditions were

considered in the screening process to narrow down and prioritize these sites based on characteristics conducive to TOD and their potential for short-term development. A summary of the important attributes of the sites is included in TABLE 1.

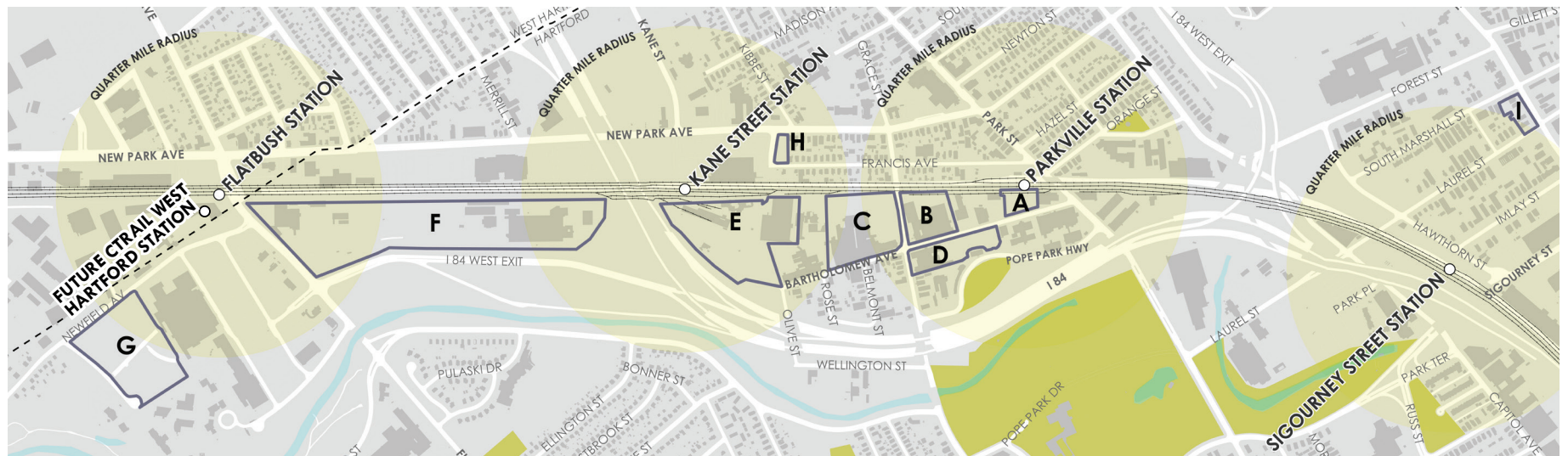


FIGURE 5: Site Locator Map

SITE	A	B	C	D	E	F	G	H	I
Acreage	1.2 acres	3.4 acres	6.7 acres	3.01 acres	5.6 acres	24.6 acres	9.7 acres	0.5 acres	1.2 acres
Address	17-35 Bartholomew Ave	81 Bartholomew Ave	237 Hamilton St.	230 Hamilton St	173 Bartholomew Ave	490, 500, 540 Flatbush Ave	200 Newfield Ave	8, 161 Francis Ave, 126, 130 New Park Ave	267, 271, 279 Farmington Ave
Owner	17-35 Bartholomew Ave Inc. (Owner is tenant)	Champlin-Packrite Inc (Owner is tenant)	Bartholomew Hamilton Associates, LLC (Multiple tenants)	SCHAEFER BELMONT GROUP LLC (Multiple tenants)	Danny Corp	1- Danny Corp 2 - Harsco Corp 3- Danny Corp	City of Hartford Housing Authority	City of Hartford	1- City of Hartford 2- City of Hartford 3- Helen Vlecidis 4-Helcon Inc
# of Parcels	1 parcel, private	1 parcel, private	1 parcel, private	1 parcel, private	1 parcel, private	3 parcels, private	1 parcel, public	4 parcels, public	4 parcels, 2 public, 2 private
Current Land Use	Parking Lot	Industrial	Industrial/ Office	Gen Office	Vacant	Harsco Corp - active Industrial, Danny Corp - Vacant	Vacant	Vacant	Vacant
Zoning	CX-1 (Commercial Industrial Mix)	CX-1 (Commercial Industrial Mix)	CX-1 (Commercial Industrial Mix)	CX-1 (Commercial Industrial Mix)	CX-1 (Commercial Industrial Mix)	ID-1 / ID-2	MX-2 (Multi-Use Mix)	NX-1 / MS -3	MS-1 / MX-1 (Main Street, Multi-Use Mix)
TOD Overlay Zone	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No
Historic District	Yes	Yes	Yes	Yes	Yes	No	No	Yes	Yes
Distance to Transit	0.2 mile from Parkville CTfastrak	0.3 mile from Parkville CTfastrak (0.6 mile from Kane St CTfastrak)	0.3 mile from Parkville CTfastrak (0.5 mile from Kane St CTfastrak)	0.3 mile from Parkville CTfastrak (0.6 mile from Kane St CTfastrak)	0.5 mile from Parkville CTfastrak (0.7 mile from Kane St CTfastrak)	0.3-0.4 mile from Flatbush Ave CTfastrak	0.4 mile from Flatbush Ave CTfastrak	0.4 mile from Parkville CTfastrak (0.2 mile from Kane St CTfastrak)	0.4 mile from Sigourney CTfastrak
Pre-existing Environmental Assessment	Yes - brownfield contamination (Phase 1 Completed 1999)	Yes - brownfield contamination ("Some clean up" completed, 2000, EPA)	No	No	Yes (Phase 1 completed, 2007, Phase 2 EA completed 2012)	Yes (Complete Inventory of Hazardous Waste Disposal Sites, 1998)	No	No	No

TABLE 1: Summary of Attributes (Sites A-I)



Existing Conditions on Bartholomew Avenue (Site B)
Looking North



Existing Conditions on Suisman Site (Site F)
Looking East



Existing Conditions on Farmington Avenue
Looking North from Site I



Entrance into Site F from Flatbush Avenue
Looking North

2.2 SITE SCREENING CRITERIA

Site physical features, local socio-economic conditions, and public policies are all determinants of the TOD opportunity for a site. Seven screening criteria were applied to further prioritize sites that demonstrate a higher level of readiness for short-term and long-term TOD:

- Site assemblage
- Development capacity and zoning
- Site encumbrances
- Market interest
- Public infrastructure and access
- Community amenities and urban design
- Catalysis

Each criterion is defined by several attributes that are specified in FIGURE 6.

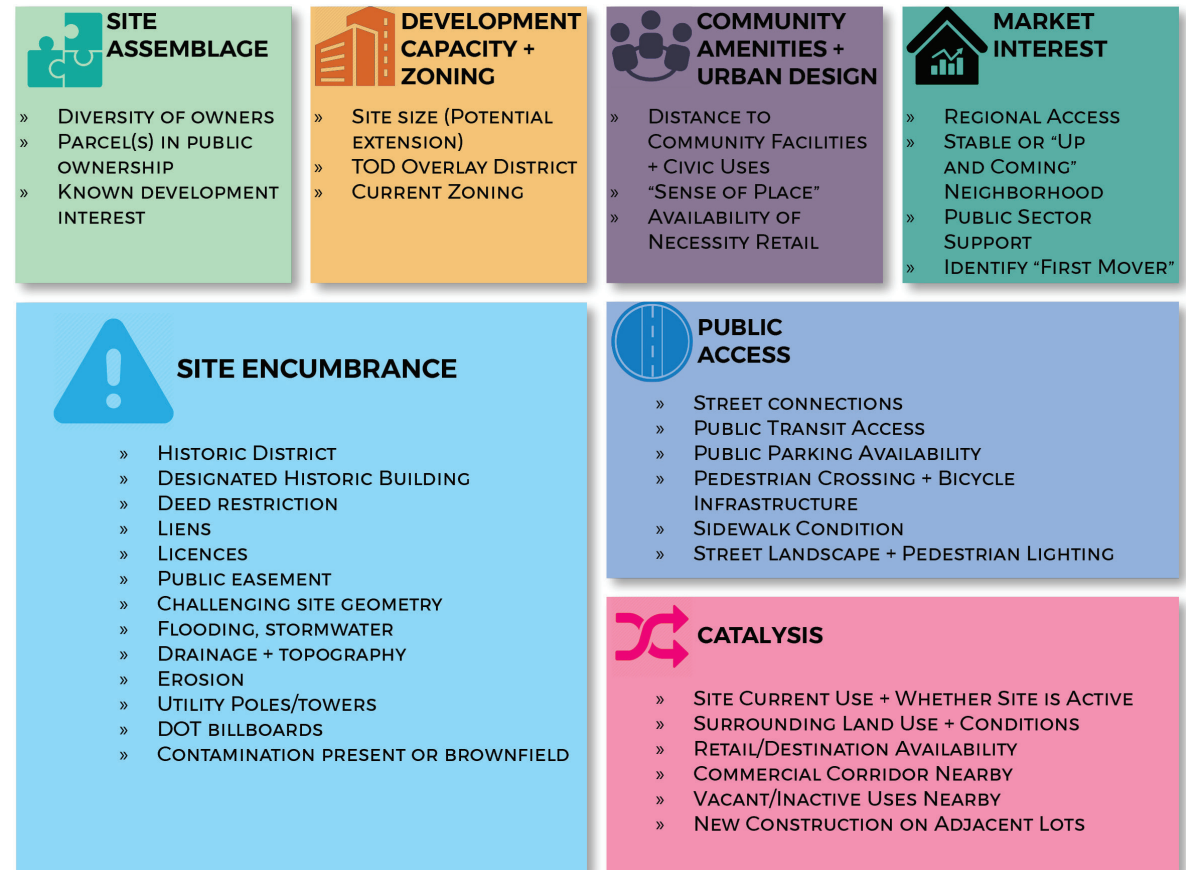


FIGURE 6: Site Screening Criteria

SCREENING CRITERIA

- Site Assemblage

Site assemblage considers ownership, and the need to combine multiple contiguous parcels to create a larger site for TOD. A lower number of different owners will result in a higher probability for site assemblage. A publicly owned site is less challenging to acquire as a site for TOD than a privately-owned parcel.

- Development Capacity and Zoning

Development capacity refers to the intensity of development that a site can support based on its physical attributes, such as parcel size and geometry, and regulatory parameters, including current zoning designations. A regular shaped development site larger than one acre would be considered as a site with higher TOD potential. The City's TOD Overlay Zoning District encourages higher density and greater flexibility in developing sites around fixed transit nodes. A designated TOD overlay on any base zone is TOD-supportive and permits substantial development densities. Sites within this overlay zone have increased capacity for TOD.

- Site Encumbrances

Site encumbrance refers to significant claims, limitations (physical or otherwise), or liabilities on a site that would pose a challenge to development. The fewer encumbrances there are to constrain development, the greater opportunity there is for TOD.

- Market Interest

Market interest addresses, on a qualitative basis, the level of developer interest in a site within the context of the local market. An understanding of the market interest in initial sites was gained based on discussions with City staff and their understanding of the

local market. This understanding was supplemented by real estate experts' general knowledge of the Connecticut market. The higher the interest by the developers in a site, the higher TOD potential there is.

- Public Access

Public access reflects road conditions, public transit, parking areas, sidewalk conditions, bicycle infrastructure, and planned bicycle and pedestrian improvements. Accessibility to public transit and multimodal connectivity are critical to creating TOD and will result in a greater TOD potential.

- Community Amenities and Urban Design

Community amenities and urban design considers the available community facilities and services, as well as the sense of place. A mutual relationship between the site and its neighboring land uses, a physical composition of the surrounding community that is pedestrian-oriented, and easy access to a variety of nearby amenities will increase a site's TOD potential. The proximity of the sites to each other provides opportunity for sharing amenities and supporting a common urban design vision, and contributes to a higher TOD opportunity.

- Catalysis

Catalysis considers the potential influence that a target site could have on adjacent parcels if it is developed as TOD. This criterion evaluates current land use, presence of vacancy, and presence of new construction in the vicinity of the site, which serve as indicators of whether the surrounding area is susceptible to transformation. Sites with higher catalytic impact were prioritized by the City to use as potential TOD pilots.

2.3 SUMMARY OF TOD FINDINGS BY SITE

Site A is immediately adjacent to the CT**fastrak** Parkville Station and other modes of transportation on Park Street. It has access to amenities such as retail, community facilities, and parks. The site is on a direct sightline from the Parkville Station. The parcel is not encumbered by structures or tenants, making it an ideal site to develop from a site assembly perspective. Though Site A is not publicly owned, it is being leased as a publicly accessible surface parking lot. Based on an understanding of the local market, Site A was identified as having a high potential for redevelopment and as a neighborhood catalyst that could increase the value of other sites in its vicinity once the site is developed. City representatives believe that the redevelopment of Site A will help in achieving the goals of current TOD initiatives.

Sites B, C, and D also have close access to transit and community amenities. Although there are existing tenants on these sites, there is opportunity for various levels of infill and redevelopment to create a higher density and mix of usage. According to local market understanding, under current market conditions developers prefer building reuse to ground-up construction. Sites B and C have pre-existing loft structures with historic architectural features, offering opportunity for adaptive reuse that could result in lower construction costs than if new buildings were required. Adaptive reuse of these sites could also benefit financially from supportive public policies and incentives, such as historic tax credits. Site D has a sizable surface parking lot that is currently used by existing tenants. With potential zoning modifications in combination with a centralized and shared parking strategy, Site D has a high potential to realize infill development.

Sites E and F are further away from the core of the Parkville District and current activity centers; however, these sites are considered to have a high catalytic impact to the surrounding neighborhood if they are redeveloped. Since both sites are currently vacant and inactive, their redevelopment would positively impact residential and commercial properties nearby. Sites E and F both have high development capacity due to their size.

They have no reusable building structures on site, creating the possibility for a complete new-build and a sizable development. However, due to challenges with site encumbrances and access, to unlock the potential of these sites for TOD build-out, Sites E and F would need capital improvements to increase transportation connectivity and multimodal access, as well as environmental assessments and possible remediation.

Sites G, H, and I fell short in the screening process and for the purposes of this study, these sites are not recommended for inclusion in the priority TOD sites. However, the possibility for development on these sites by motivated parties or for development with public support in a longer time-frame is not precluded.

Based on an understanding of the local market, there is little market interest in mixed-use development on Site G. Despite this site's public ownership, vacancy, and favorable site geometry, there was concern that the market in this unestablished neighborhood would not support a financially-viable development. It is likely that this site would require significant subsidies, especially for ground up construction. In addition, Site G is located at the edge of what is considered a reasonable walk from the CT**fastrak** Flatbush Avenue Station (approximately quarter-mile radius/five-minute walk) and currently lacks walkable connections to the station. The property owner has also expressed a lack of resources to develop TOD on this site at this time.

Site H was also not included as a priority TOD site as part of this study. The half-acre site has limited development capacity for mixed-use development. It consists of four parcels that are not in the same zoning district. The surrounding environment features low-density residential houses. The challenges with zoning and development capacity precluded the inclusion of this site as a part of this study.

Site I was not chosen as a priority TOD site due to desires expressed in the surrounding community regarding the historic preservation of the former Comet Diner. There have been ongoing public hearings with the Historic Preservation Commission regarding the potential redevelopment of the privately-owned parcels, as well as the possible demolition of the Comet Diner structure, which is widely regarded as a community landmark. The site is located just outside the five-minute-walk radius from Sigourney Street Station and is not in a TOD overlay district. While this site is not considered a priority TOD site, it holds several characteristics that warrant its inclusion for further analysis in the future.

2.4 PRIORITY TOD SITES

Sites A, B, C, D, E, and F were identified as priority TOD sites. The prioritization of these sites will help the City focus its attention on sites that would benefit the most from a TOD plan and lead to TOD implementation. The priority TOD sites were further identified as short- and long-term build-out sites based on how each site met the prerequisites required for TOD, leading to an overall phased build-out.

The short-term build-out indicates a higher level of readiness and public support that implies an earlier construction and a more robust return on investment. The public sector should focus on public improvements that would benefit these short-term build-out sites, as well as potentially issuing a developer RFP in the near future. Short-term build-out sites demonstrate high market feasibility, are subject to few site encumbrances, and have good access to transit and community amenities. Sites A, B, and C were identified as short-term build-out sites (FIGURE 7).

The long-term build-out shows high development capacity and catalytic impacts on surrounding neighborhoods, but development on these sites faces some challenges in the near-term. A higher level of private and public investment will be needed to activate these sites. However, development of the short-term build-out sites would generate more value in the future on these long-term sites and would “create a comp”, increasing the market viability of development on these sites and reducing the need for public subsidies. The long-term build-out sites include Sites D, E, and F.

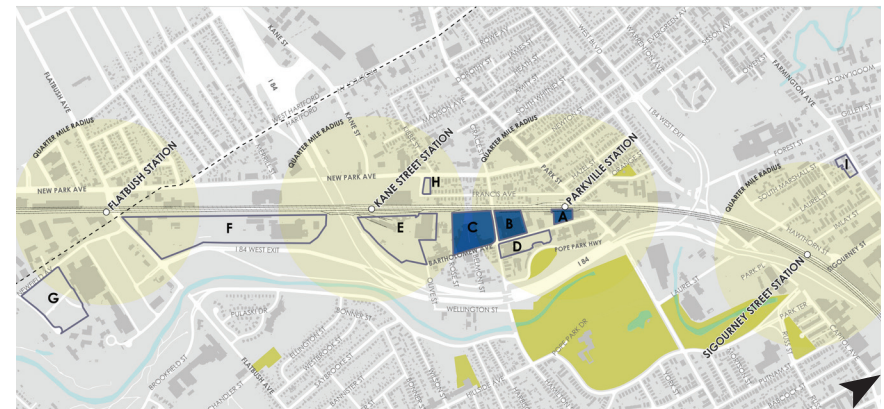


FIGURE 7: Short-term TOD Priority Sites

2.5 PROPOSED LAND USE PROGRAM

Conceptual land use programs were developed for each priority TOD site based on input from local leaders and city agencies, as well as issues and opportunities revealed by the screening process. The proposed land use programs provide a blueprint of the types of TOD-supportive development that could occur in the Parkville District.

Short-term Development Sites

Mixed-use development in a variety of building typologies, including residential apartments and townhouses, office space, and active uses on the first floor, is envisioned for the short-term build-out sites (Sites A, B, and C). A mix of uses is one of the key principles of TOD. A mix of uses promotes shorter trips and supports walking or biking. Based on an understanding of the local market, a mix of uses on the priority development sites will catalyze an increase in value and improve the development potential of surrounding properties.

Site A has the potential for supporting a transit joint development because of its adjacency to the CT**fastrak** Parkville Station. A new mixed-use development could be directly accessed from the station through a pedestrian bridge over the railroad and CT**fastrak** guideway. Although the 1.15-acre lot is adequate to accommodate a significant project, Site A would need to be appropriately designed to accommodate the parking demand generated by existing users as well as increased demand from future tenants. Structured parking is considered for Site A to accommodate the significant amount of parking needed to address existing and future demand.



Transit-Oriented Development, Mixed-Use Buildings
Morristown, NJ



Active Ground Floor
Clarendon, Arlington, VA

Sites B and C contain existing buildings which could be converted to office and residential uses with ground floor retail. Given the size of Site B (3.4 acres) and C (6.7 acres), infill development is also proposed to increase the density and create a continuous building frontage along the streets. Bartholomew Avenue and Hamilton Street frontages are suitable for the development of ground floor retail. Based on an understanding of the local market, it was determined that there could be developer interest in rental housing, especially artist housing that consists of live-work space. A preliminary estimate indicated that approximately 150 units could be developed at the sites.



Site B Existing Building
Looking west



Site C Existing Buildings
Looking south

Long-term Development Sites

Once TOD development on the short-term build-out sites is in place, development on the long-term build-out sites –Sites D, E, and F– could be phased to generate additional commercial, housing, and entertainment uses resulting in increased employment options.

To complement the higher density development on the short-term build-out sites along Bartholomew Avenue, Sites D and E are proposed to accommodate two- to three-story townhouses to low- to mid- density urban residential development.

Site F is considered for one- to two-story retail, commercial, and entertainment uses. A lifestyle center could be a development type on this site. The proposed development focuses on organizing retail and leisure amenities along a pedestrian-oriented circulation network to support shopping, dining, and other entertainment activities. The City acknowledged that there is a contamination “hot spot” on the northern portion of Site F that could preclude residential uses and would require significant levels of remediation prior to any redevelopment efforts. Due to this contamination, there are potentially unavoidable land use restrictions on this portion of the site, which would preclude residential use.



Lifestyle Center Development
Evergreen Walk, South Windsor, CT



Townhouse Examples
Portland, Oregon

“The vision for the Parkville District is to transform the area into a convenient, vibrant, mixed-use urban district supported by walkable blocks, active public spaces, and robust transit connections. It will be realized through the implementation of short-term build-out sites that together will create a live-work-play center (the Parkville Center) and the activation of long-term build-out sites that will create a new job center and provide housing, retail, commercial uses and amenities for the thriving district.”



3 PARKVILLE DISTRICT VISION

3.1 PARKVILLE DISTRICT CONTEXT

To support a common urban design vision and identify opportunities for public improvement, all the priority sites were bundled and collectively considered in a district-wide vision. The mutual challenges and opportunities shared by these sites were considered in the development of the Parkville District Vision, which will guide public realm improvements as well as site-specific build-out strategies.

The Parkville District is defined by this study as an area centered on Bartholomew Avenue, from Park Street on the north to Flatbush Avenue south, between the existing rail tracks (future Hartford Line) on the west and I-84 to the east. This area straddles the Parkville and Behind the Rock Neighborhoods (FIGURE 8) which are separated by Hamilton Street/Grace Street. In this study, even though the area straddles both the Parkville and Behind the Rocks Neighborhoods, the aggregate area is referred to as the Parkville District. The portion north of I-84 is referred to in this study as Parkville Center to identify its function as the core of this future TOD district.

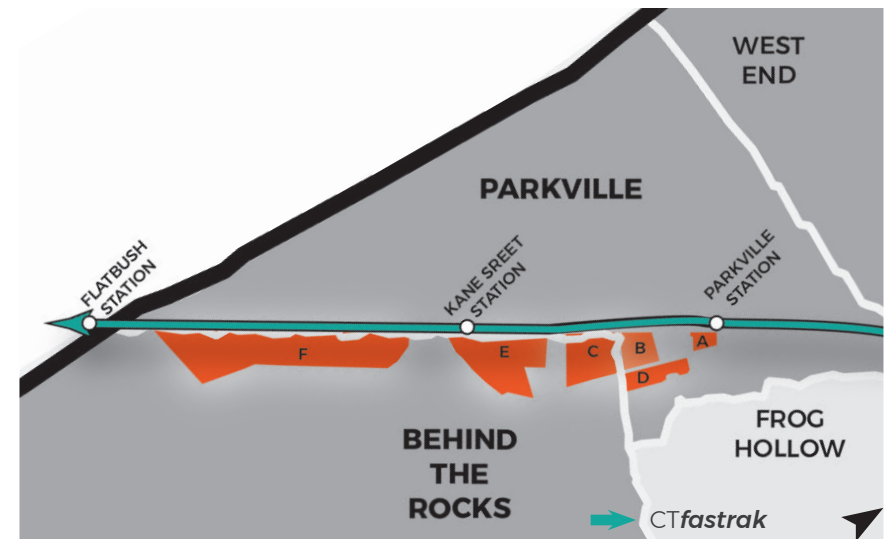


FIGURE 8: Neighborhood Context

The Parkville District (FIGURE 9) encompasses an eclectic community that prides itself on its diversity. Park Street is a main commercial corridor that stretches out to the heart of the larger Parkville Neighborhood. Bartholomew Avenue is a local street that is gaining significance as a corridor with new small businesses and redevelopments. Current uses include residential uses in town houses and multi-family buildings, as well as a variety of retail and commercial uses including a brewery, local non-profits, and other small businesses. The area's urban design character is made up of narrow streets and large brick warehouses, remnants of large factories that once made Parkville their home. Over recent years many of these buildings with historic features have been converted to offices, small businesses, or lofts.

The Parkville District is accessible from the Parkville, Kane Street, and Flatbush Avenue CT**fastrak** Stations, and in the future will be served by the CT**rail** Hartford Line West Hartford Station. It is expected that this addition to transit services will be a large contributor to the anticipated growth of the Parkville Neighborhood.

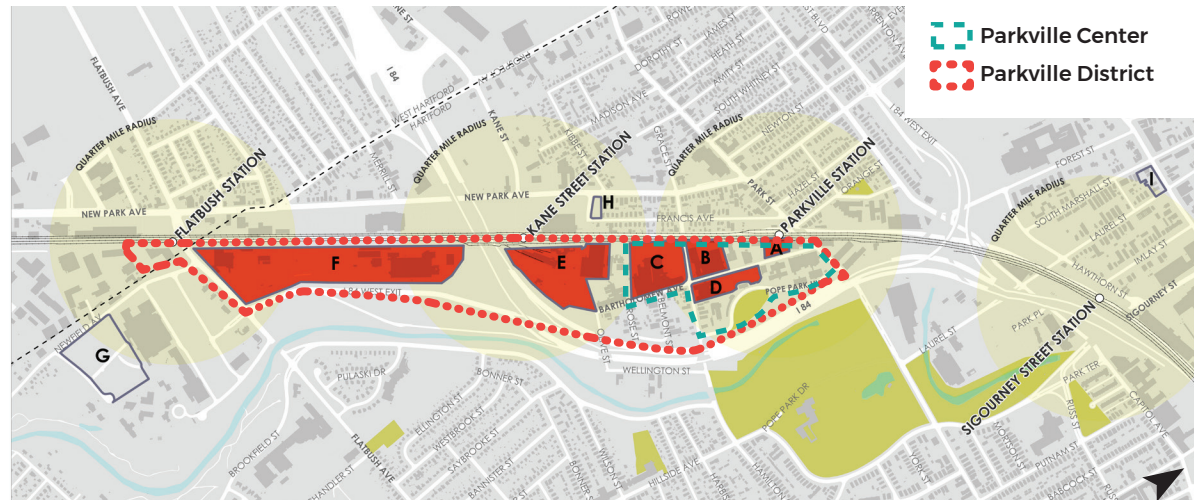


FIGURE 9: Parkville District Vision Sites



Intersection of Park Street and Bartholomew Avenue
Looking east



CT**fastrak** Guideway Bridge
Looking West on Park Street

3.2 THE VISION

The vision for the Parkville District is to transform the area into a convenient, vibrant, mixed-use urban district supported by walkable blocks, active public spaces, and robust transit connections. It will be realized through the implementation of short-term build-out sites that together will create a live-work-play center (the Parkville Center) and the activation of long-term build-out sites that will create a new job center and provide housing, retail, commercial uses and amenities for the thriving district.

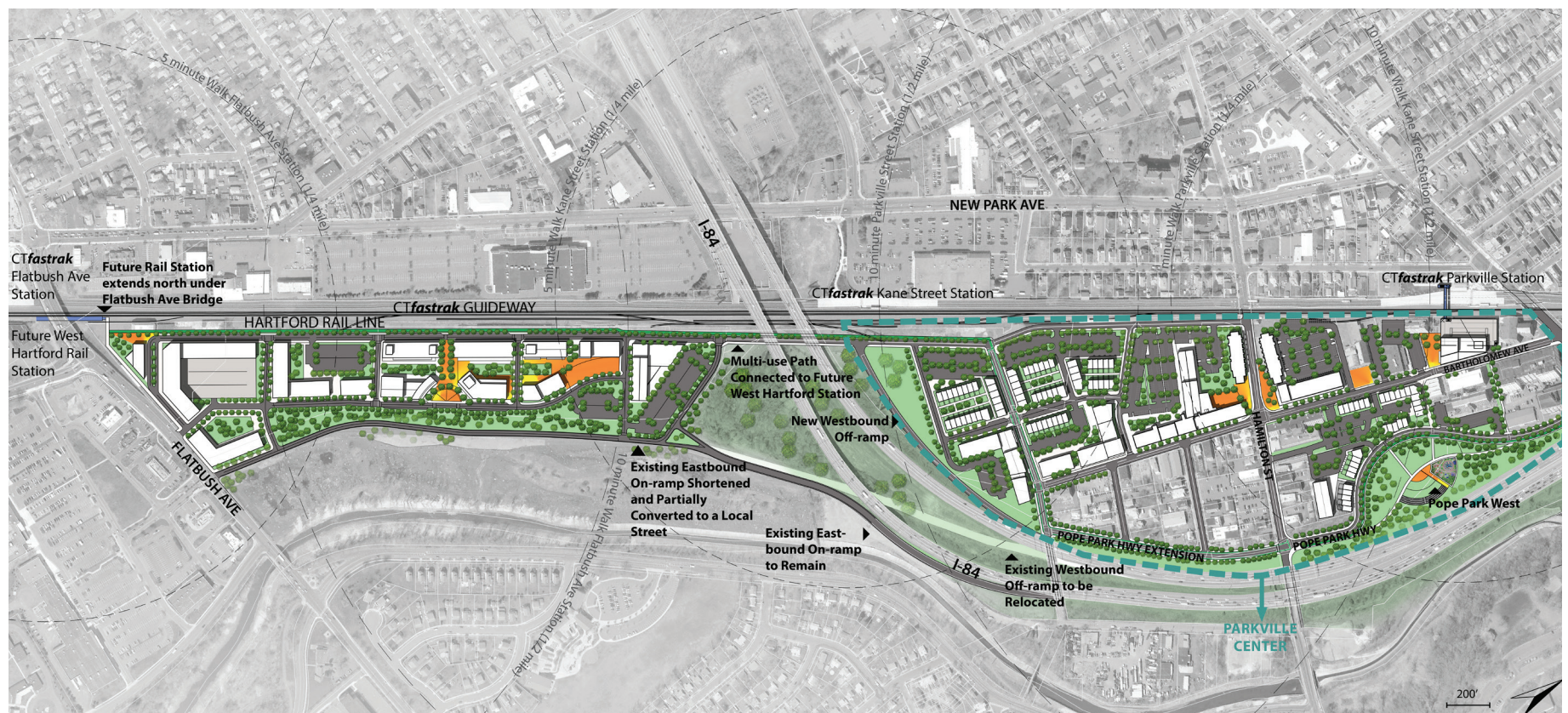


FIGURE 10: Parkville District Overall Site Plan

DESIGN GUIDING PRINCIPLES

The following design principles and strategies outline the key objectives that guided the design process and the overall vision for the Parkville District.

Create activity centers

- Create open space and plazas
- Focus development

Create compact development

- Integrate structured parking into development
- Optimize size of building footprints based on use
- Create infill development

Establish a mix of uses

- Create a balance of residential, entertainment, and office space
- Incorporate ground floor retail uses in street front buildings where appropriate

Improve public realm and strengthen neighborhood identity

- Preserve the historic character of the neighborhood
- Retrofit buildings with historic features and adaptively reuse existing industrial warehouses

Create an active pedestrian environment

- Activate ground floors and street frontage
- Create blocks of walkable sizes
- Connect public plazas and parks with pedestrian and bike paths

Tame Car Usage

- Design streets per Complete Streets principles
- Coordinate shared parking among future development

3.3 URBAN DESIGN FEATURES

The Parkville District Vision Plan, shown in FIGURE 10, was designed in accordance with the design guiding principles described in the previous section. The plan for the 53-acre mixed-use urban district will create in the range of 1.3 to 1.5 million square feet of new development depending on current market conditions at the time of development.

3.3.1 ACTIVITY CENTERS

The vision calls for establishing Parkville Center, the area north of I-84, as a walkable live-work-play activity center. This center will be anchored by Site A, which could be connected to the CT**fastrak** Parkville Station by a pedestrian bridge over the rail tracks. New infill development will be organized along Bartholomew Avenue and Pope Park Highway with existing and future plazas and parks activating the space between them.

The long-term build-out site south of I-84 (the Suisman Site) is proposed to become a secondary activity center, a vibrant lifestyle center that will double the TOD capacity of this district. It is envisioned as a regional destination for shopping, dining, and other entertainment based activities. The layout of the buildings is organized around a series of high-quality plazas and public open spaces. Higher density development of mixed-use residential and retail is proposed near the CT**fastrak** Flatbush Avenue Station and future CT**rail** Hartford Line West Hartford Station to capitalize upon the proximity to transit.

3.3.2 TRANSPORTATION NETWORK AND CONNECTIONS

The Parkville District is currently isolated from the rest of the Parkville Neighborhood by the CT**fastrak** guideway and the existing rail tracks to the west, and I-84 to the east. There is a lack of formal north-south street connections between Hamilton Street and Flatbush Avenue. The existing street network was designed to serve large industrial parcels and does not support future TOD with heavy pedestrian and bicycle traffic. There is a lack of a consistent grid pattern, walkable sized blocks, and continuous sidewalks. Therefore, the vision plan proposes a new urban grid within the Parkville District, forming additional connection points to existing transportation infrastructure, as shown in FIGURE 11. To create a well-connected urban grid system, a strong north-south connection between Hamilton Street and Flatbush Avenue is proposed, a new Parkville Boulevard that will provide street connections to currently grid-locked Sites E and F. The new 300 by 400-foot-size blocks promote walkability and break up the existing large blocks.

The existing I-84 Flatbush Avenue Connector is a 0.7-mile long highway segment that serves as the eastbound on-ramp and westbound off-ramp of I-84. It hinders local car and pedestrian access to Sites E and F, limiting their development potential. The vision plan proposes converting the segment of the Flatbush Avenue Connector along Site F to a surface street to provide access to development within it. The remaining portion of the connector would serve as the eastbound on-ramp, accessed by the surface streets around Site F, as shown in FIGURE 12. The westbound off-ramp would be relocated from the south side of the mainline to the north side and be connected to the proposed Parkville Boulevard. Traffic coming from the westbound off-ramp would be able to access Parkville Center to the north, as well as Site F and the future CT**rail** Hartford Line West Hartford Station to the south. Currently, Flatbush Avenue is the sole east-west street to handle highway traffic to and from the Flatbush Avenue Connector. The proposed interchange configuration, in conjunction with the proposed roadway network, will allow increased access to and from the highway.

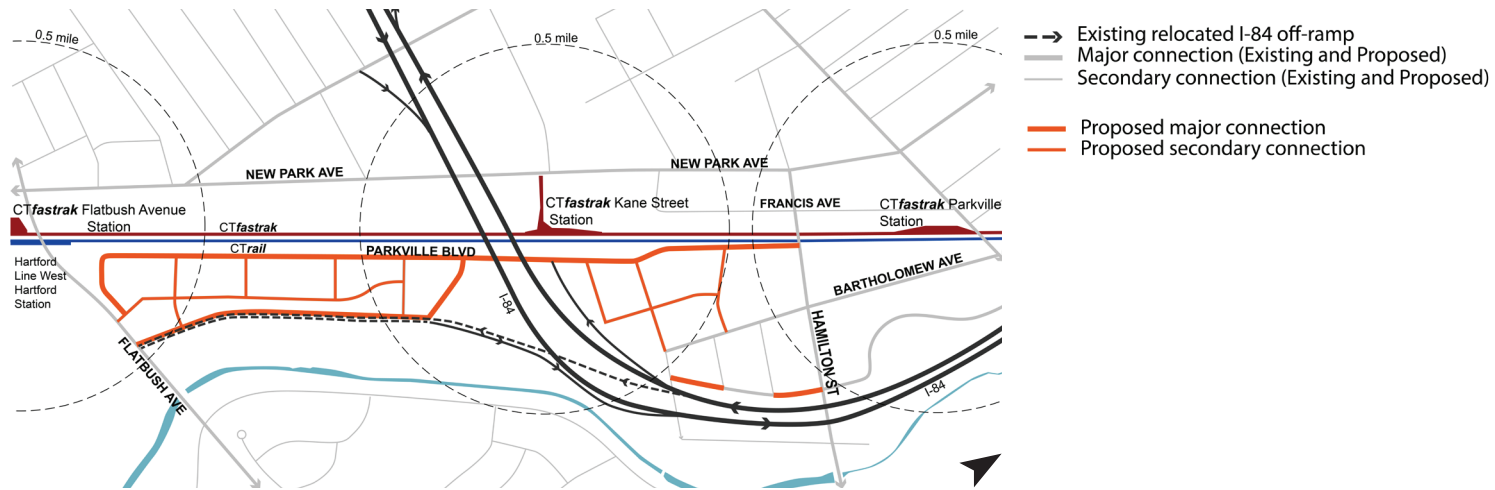


FIGURE 11: Parkville District Transportation Network and Connections - New Roadway Network

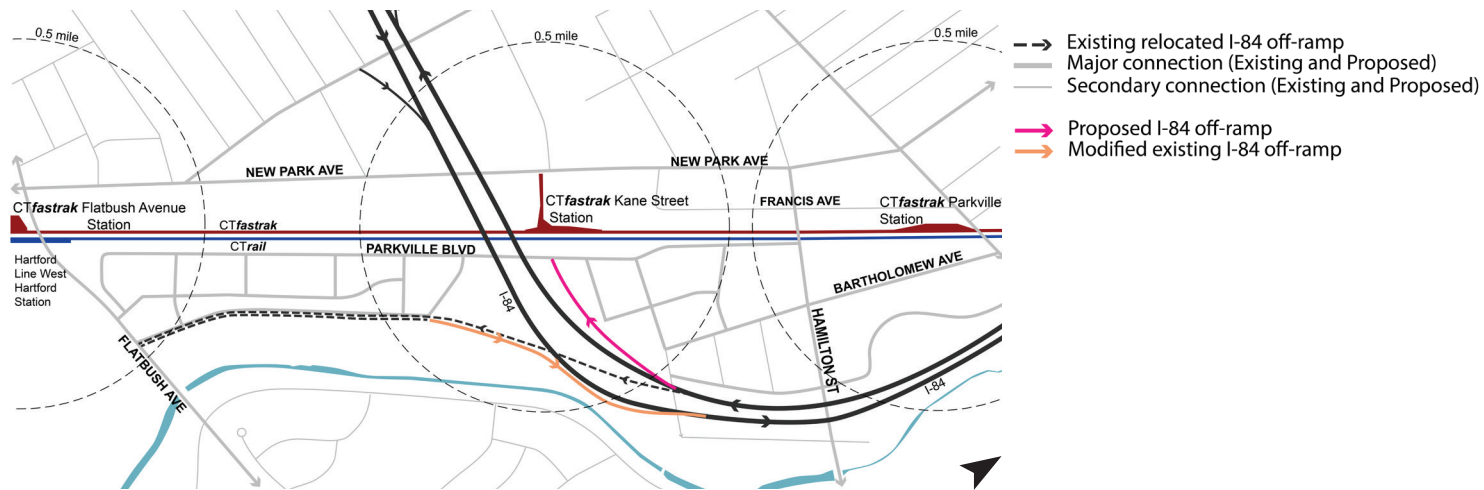


FIGURE 12: Parkville District Transportation Network and Connections - I-84 Connection

3.3.3 MULTIMODAL ACCESS

The proposed circulation network seeks to maximize access to the **CTfastrak** and **CTrail** Hartford Line stations and provide multimodal connectivity. Proposed grade-separate pedestrian connections to **CTfastrak** Parkville Station from Site A will directly connect Parkville Center to the BRT system (FIGURE 13). The proposed greenway from Pope Park Highway to the proposed Parkville Boulevard would provide pedestrian and bicycle access to the future northbound rail platform of the **CTrail** Hartford Line West Hartford Station. A pedestrian overpass between the **CTrail** Hartford Line West Hartford Station and the **CTfastrak** Flatbush Avenue Station is being considered as part of the conceptual **CTrail** station design.

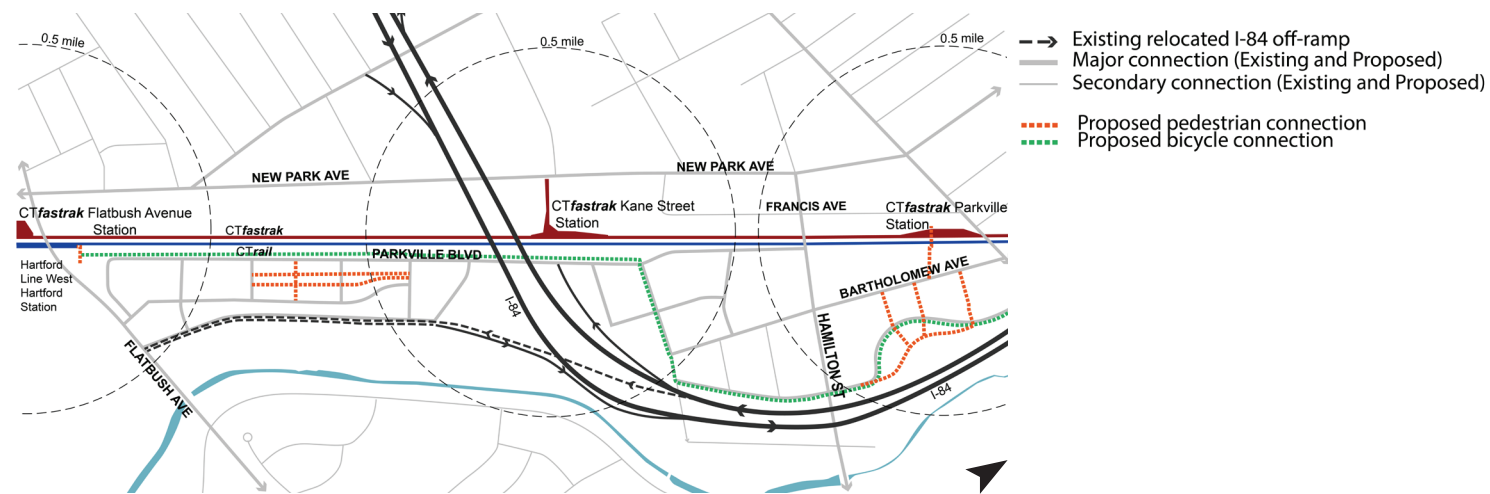


FIGURE 13: Parkville District Transportation Network and Connections - Pedestrian Connections

3.3.4 DENSITY AND SITE ORGANIZATION

Higher-density development will be concentrated along Bartholomew Avenue at Parkville Center and along Flatbush Avenue in long-term build-out Site F. With eight stories being the maximum building height allowed by zoning, four to eight story development is envisioned at these two locations. Given its easy access to the CT**fastrak** Parkville Station, Site A will have the highest density compared to other priority TOD sites. As Bartholomew Avenue stretches southwards, the density on the redevelopment sites decreases. The southern portion of Site F along Flatbush Avenue has good access to the CT**fastrak** Flatbush Avenue Station and future CT**Trail** Hartford Line West Hartford Station. Once phased in, this location will also have medium-density (five to eight story) development.

The layouts of the mixed-use blocks emphasize creating an active street environment and providing sufficient landscaped space, with buildings arranged to create continuous street walls. Parking is designed to be located behind buildings to allow for active ground floor frontage. Main building entrances, especially ground floor retail frontages, will face the streets to enhance the pedestrian environment.

The northern portion of Site F is identified to be suitable for development of a lifestyle center. Compared to the traditional big-box retail center and strip mall, the layout of the lifestyle center emphasizes high-quality outdoor spaces and pedestrian paths to enhance the shopping experience. Buildings would feature frontage along central plazas and pedestrian paths, while parking lots will be planned at the periphery of the development, accessible from potential new I-84 ramps.

3.4 TEST-FIT OF SHORT-TERM BUILD-OUT SITES

The development capacity of short-term build-out Sites A, B, and C, was assessed through detailed test-fit analyses. These analyses help set the stage for a developer proposition that would strive to balance parking with development build-out. Parking needs and strategies were carefully considered as part of the test fits due to their impact on build-out potential. Two development build-out scenarios—an On-premise scenario and an Off-premise Shared Parking scenario—were tested on each site to demonstrate the potential range of development intensity that could happen. The results of the test-fit analyses then fold into the preferred build-out schemes for each site, which are visualized in the Parkville Center Detailed Plan.

On-premise Scenario

The On-premise scenario is defined as the level of development allowed by meeting all parking needs on-premise. When assessing the On-premise development scenario, the “Multiple Use Reduction” provision and the following minimum parking requirements were used. Although the Hartford zoning code has eliminated most parking minimums, the following parking requirements were developed to be reflective of current market trends. In the future, with an increase in transit ridership, the demand for parking may continue to decrease.

- Residential: 1 parking space/unit
- Retail: 2 parking spaces/1,000 square feet
- Office: 3 parking spaces/1,000 square feet

Hartford’s new zoning regulations have established multiple provisions to reduce parking and the amount of impervious surface in the city. The “Multiple Use Reduction” provision that exists in the current zoning allows for a reduction in parking requirements through shared parking of multi-use developments on the same or proximate lots. Reductions are calculated by using a “Parking Time Periods per Use” table and selecting the time period

with the highest total parking requirement. Multi-Use Reduction parking requirements, as well as standard parking requirements, can be met off-site through the “Private Off-Premises Parking” provision. For the purposes of the on-premise scenario, the parking need was met on-premise.

In the current local market, private developers tend to avoid building parking structures without additional incentives, even though structured parking would support denser development on the site. Therefore, the On-premise scenario assumes that all residential parking needs are met through surface lots on-premise. A developer is also less likely to integrate office and retail uses, because the parking needed for these uses are substantially higher than for residential use and more difficult to accommodate. The initial test-fit of the On-premise scenario suggests that maximum building bulk allowed based on parking needs cannot be achieved if the parking is met with surface parking lots as shown in FIGURE 14 and FIGURE 15.

Given the recent increase in small businesses and new development, existing parking capacity is constrained along Bartholomew Avenue. Higher density development and rapidly growing ridership at the CT **fastrak** Parkville Station will put further demands on the parking supply in the area and generate additional demand for public parking. For example, if Site A is developed, the new development will displace the current parking spaces which are being used by nearby establishments. Based on the On-premise scenario, Site A could accommodate a two-story structure with one story of ground floor retail below one story of residential. However, the existing 72 parking spaces currently used by surrounding businesses would be displaced in this scenario and would result in an overall parking shortage for the Parkville Center. Without structured parking, the On-premise scenario does not support much additional development. Structured parking could support significantly more development, but individual parking structures are cost-prohibitive and not supported by the current market. The alternative Off-premise Shared Parking scenario tests a centralized shared parking structure to understand the amount of development that could be supported.



FIGURE 14: On-premise Build-out Scenario



FIGURE 15: Off-premise Shared Parking Build-out Scenario

Off-premise Shared Parking Scenario

The Off-premise Shared Parking scenario tests strategies to maximize the development density of the short-term build-out sites allowed within the current market demand. Under this scenario, each development site provides parking for residential use on-premise while parking needs for non-residential uses are partially met on an off-premise parking facility. This strategy is based on existing examples of off-premise parking strategies and considers the transitional nature of the neighborhood. In this scenario, developments within a quarter-mile (five-minute walk) distance from each other share non-residential parking supplied by a centralized parking structure.

Parking for shared use of off-premise parking spaces or parking for a building on a different lot, is allowed withstanding review by the zoning administrator during the review of the site plan. Off-premise parking facilities must be approved, and such facilities must be possessed by the same possessor as the zoning lot occupied by the building/use to which the parking facilities are accessory. The possession can be met by deed or by lease, as to guarantee availability of the parking. If there is no agreement between owners of all zoning lots involved, parking requirements must be met on-premise. The second scenario “Off-premise Shared Parking” reflects this provision. Off-premise parking must be within the following number of feet (measured from the closest parking space along a dedicated pedestrian path):

- 500 feet from a Multi-Unit Dwelling use.
- 1,000 feet from a residential use other than household living.
- 1,000 feet from a non-residential use.
- Exception. The parking may be located beyond these linear feet minimums where provided specifically for conveyance from such parking facility to the use.
- No off-premises parking shall be allowed for one-, two-, and three-unit dwelling structures.

As part of the Off-premise Shared Parking scenario, a parking structure was tested on Site A. When developed, Site A will need to accommodate a significant amount of parking to replace the current public parking supply located on this site. The parking structure could be funded through a public-private partnership. While there are many ways to arrange a public-private partnership, for Site A the developer could provide parking for the public, as well as transit users, on a fee basis or under contract to the City. Site A would need to lease spaces to Sites B and D as per the agreement requirements in the zoning regulations. Site A would become an important anchor that could facilitate the growth along the Bartholomew Avenue corridor.

With structured parking, the Off-premise Shared Parking scenario shows significant development capacity on Sites A, B, and C, as shown in FIGURE 15. It supports a dense and active corridor along Bartholomew Avenue and a good mix of uses that helps to achieve the vision of creating a live-work-play activity center. Under this scenario, parking demand from existing establishments, new developments on priority TOD sites, and future growth can all be accommodated. A shared off-premise parking facility also supports Hartford’s goals to reduce the amount of impervious surface, which will in turn reduce the urban heat island effect and provide other environmental benefits.

“Parking Credits” are available in the zoning regulations to reduce the parking requirements of all uses, including bicycle parking credits, sustainably designed parking facility credits, transit credits, and car-share parking credits.

The On-premise and Off-premise Shared Parking scenarios exhibit a range of TOD capacity on the short-term build-out sites. The test-fit results of these two scenarios led to the development of a preferred build-out scheme, which achieves an ideal density between the two scenarios. The preferred build-out scheme reflects a realistic level of development anticipated under current local market conditions, adjusted to meet urban design goals and fit the contextual neighborhood characteristics.

3.5 PARKVILLE CENTER DETAIL CONCEPT PLAN

The Parkville live-work-play center (Parkville Center) is designed to be the “core” of the larger district vision anchored by the CT**fastrak** Parkville Station and its joint development across the guideway. Rather than individual inward-looking sites that are isolated from the surrounding community, the vision for Parkville Center fosters a sense of place with public realm improvements and development build-outs coordinated to realize this vision. Parkville Center is envisioned to be a 24/7 community as well as a local destination with a development program that integrates residential, office, retail, and entertainment uses. The design components of the Parkville Center are shown in the detailed concept plan, illustrated in FIGURE 17 (on next page).

3.5.1 PUBLIC OPEN SPACE NETWORK

The public open space network incorporates two strategies for the Parkville Center: creating public space along Bartholomew Avenue and reactivating Pope Park West, as shown in FIGURE 16. Despite its narrow right of way, Bartholomew Avenue has concentrations of privately owned open spaces that abut the sidewalk and could potentially be dedicated to public use. Most of the spaces are formed due to inconsistent building setbacks and are often used for parking. The shared parking strategy allows for a shared parking supply off-site, and reduces spaces needed on each development site. With reduced parking, some of the lots fronting Bartholomew Avenue could be redesigned as public space (see FIGURE 16). The public space connected by Bartholomew Avenue would enhance the pedestrian experience, improve the aesthetics of the street, and benefit retail businesses by creating active community gathering points.

Pope Park West is currently an underutilized park tucked away on the east side of Parkville Center between Pope Park Highway and the I-84 highway embankment. New programs and design features are proposed as a component of the detailed concept plan to reactivate the park. The existing amphitheater on the site is redesigned as a central feature of the

park with a stage that would serve as the center plaza. Park paths organize pedestrian space, a playground, a dog park, and passive park space around the amphitheater.

To activate the park, pedestrian paths connecting Bartholomew Avenue to Pope Park West are proposed through the development sites. A tree-lined pedestrian path would create direct access between the transit plaza in front of the CT**fastrak** Joint Development and Pope Park West, allowing the park to become a regional destination.



FIGURE 16: Open Space Diagram



FIGURE 17: Parkville Detail Concept Plan

3.5.2 STREET IMPROVEMENTS

Bartholomew Avenue, Pope Park Highway, and Hamilton Street form the “bones” of a connected street grid. Several streetscape improvements were recently implemented in proximity to these streets, and additional improvements are planned for Bartholomew Avenue to enhance pedestrian access in this corridor. Street extensions and new streets are proposed to fill in the gaps and create walkable blocks. Complete streets principles were applied with improvements for Bartholomew Avenue and Pope Park Highway that emphasize the pedestrian, as shown in FIGURE 18 and FIGURE 19 (on Page 35).

Pope Park Highway is envisioned as a tree-lined scenic roadway with off-street bicycle paths at the edge of Pope Park West. Pedestrian and bicycle infrastructure would be integrated on the park land to minimize impacts to properties on the west side of the street and to allow for connections to proposed trails within the park. Off-street bicycle paths would be integrated into an on-street bicycle system that is proposed to run along the new ‘Pope Park Highway Extension’, ‘Olive Street extension’, and lastly, along the new Parkville Boulevard that is envisioned to provide direct access to the future **CTrail** Hartford Line West Hartford Station and the **CTfastrak** Flatbush Avenue Station. The bicycle system would run off-street as a path on the west side of Parkville Boulevard just before I-84 to the potential new pedestrian connection at the future **CTrail** Hartford Line West Hartford Station. The proposed open space network and street improvements aim to improve the flow of pedestrians and capitalize on transit within the Parkville District while maintaining vehicular access to existing and future businesses.

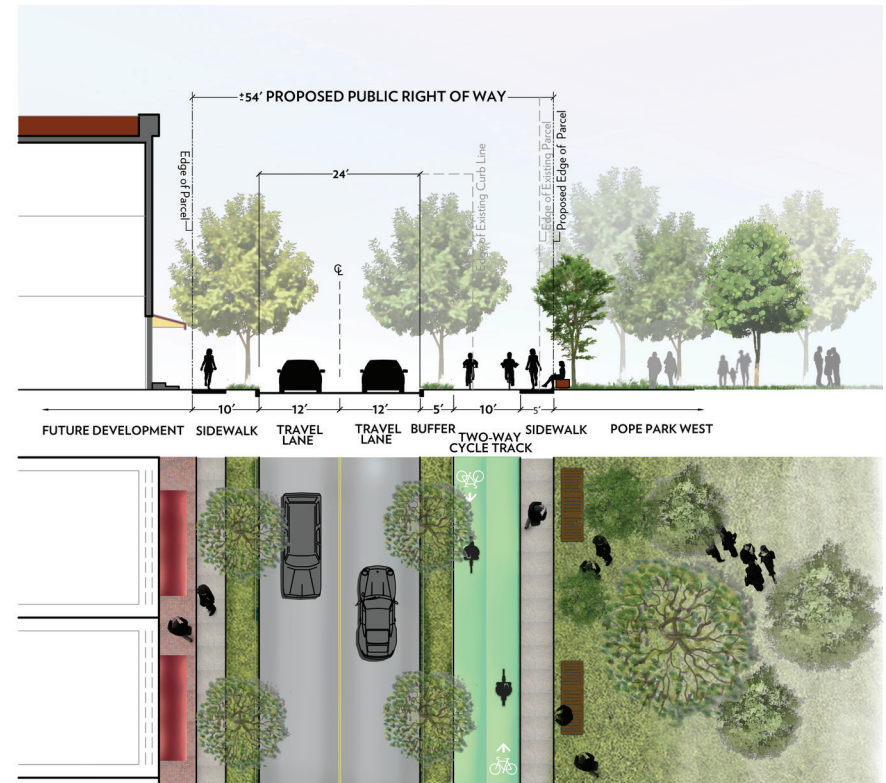


FIGURE 18: Pope Park Highway Street Section

Bartholomew Avenue has the potential to become an attractive pedestrian street featuring a short crossing distance, slow car speeds, and an active sidewalk environment. The proposed cross-section maximizes the sidewalk space by transforming the existing ribbon sidewalks into full sidewalks with paved amenity zones. The privately owned public space along the street, transformed from parking lots to public plazas, would supplement the width of the sidewalk and aid in the creation of a vibrant street environment.

The existing curb to curb configuration of two travel lanes and one parking lane would be preserved (see FIGURE 19). The proposed scheme recommends preserving the parking lane along the east curb for the north half of Bartholomew Avenue, between Park Street and the pedestrian path next to Site D development. The parking lane could be switched to the west side of the travel lanes on the south segment, between the pedestrian path and Hamilton Street. The mid-block neck-down at the transition point would calm traffic and allow for a mid-block crossing between the transit plaza and the pedestrian path.

It should be noted that the City currently has funding for designing and implementing streetscape improvements in the area, primarily along Bartholomew Avenue, between Park Street and Hamilton Avenue.

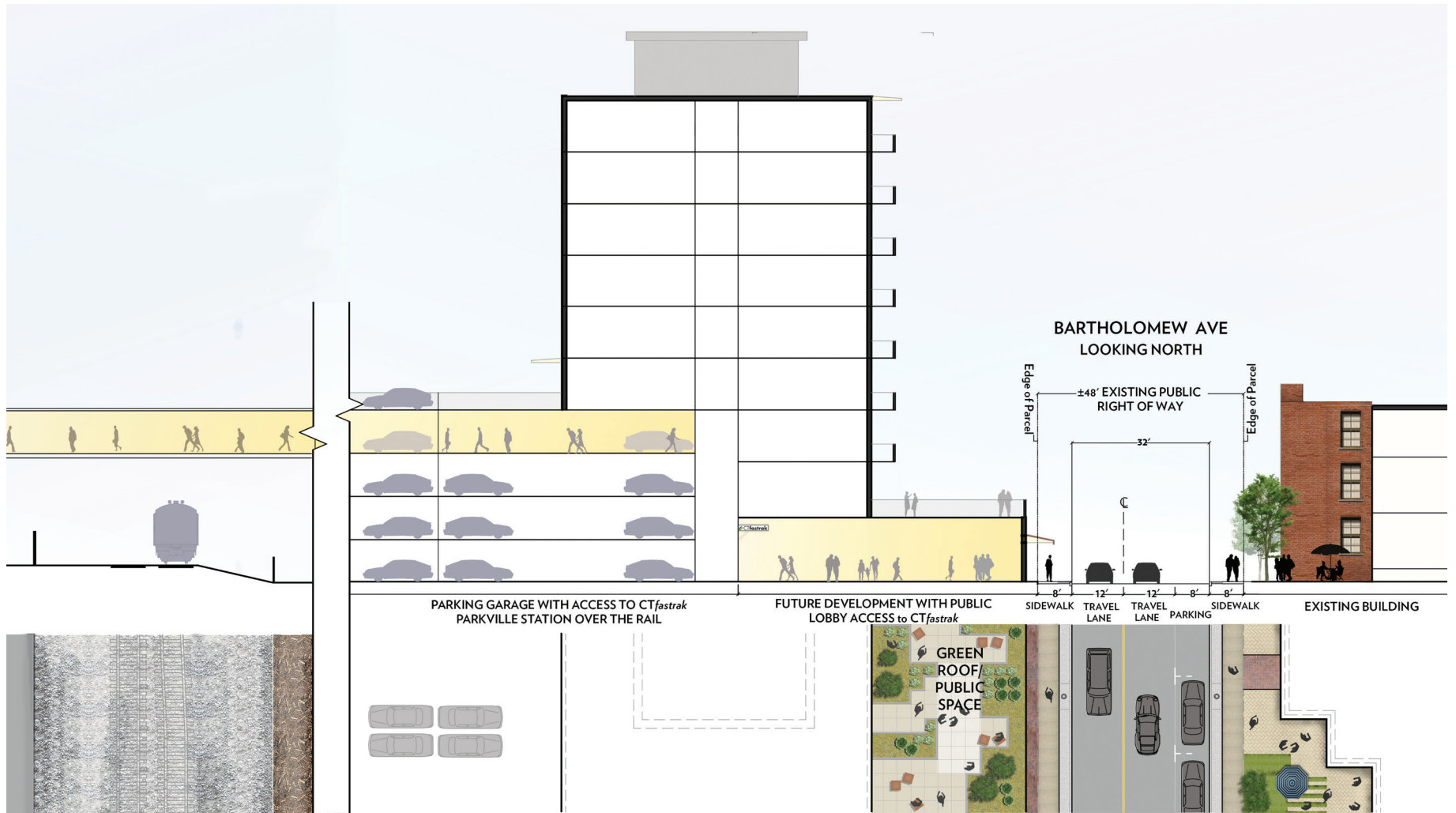


FIGURE 19: Bartholomew Avenue Street Section

3.5.3 PREFERRED DEVELOPMENT BUILD-OUT

The preferred development build-out scheme is based on the results of the test-fit exercise and represents development density on Sites A, B, C, and D that meets the urban design goals for Parkville Center (FIGURE 20). The preferred program includes a central shared parking structure to achieve this ideal level of development and facilitate additional growth in the future. Although the vision prioritizes development on short-term build-out Sites A, B, and C, there is potential for Site D and other sites to be redeveloped or infilled with new construction (TABLE 2).

Shared Parking Program

To maximize the amount of developable land, a conceptual shared parking program was developed for Sites A, B, and D. A total of over 450 spaces are provided by the five-story parking garage attached to the CT **fastrak** Joint Development on Site A. Over 60 spaces would be available for CT **fastrak** riders and the public while 265 spaces would be used by office buildings on Sites B and D. This strategy allows for high density development with office, retail and residential uses on Sites A, B, and D. Site C and other future infill development sites could also potentially participate in the shared parking program. The shared parking program would help Bartholomew Avenue remain an active and pedestrian-heavy corridor, as commuters walk between the parking garage and various sites along Bartholomew Avenue.

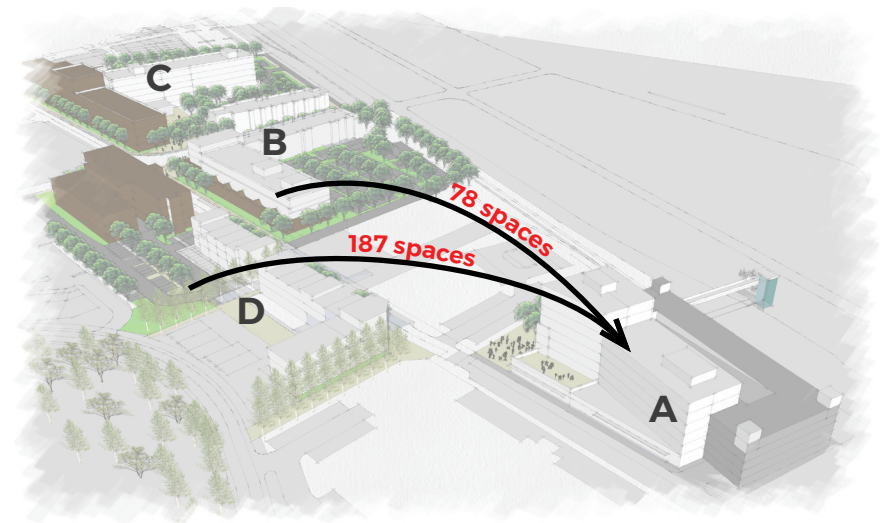


FIGURE 20: Shared Parking Program

TABLE 2: Preferred Development Build-out Programs on Site A, B, C, and D

Site A Program- CTfastrak Joint Development

RETAIL	RESIDENTIAL	OFFICE	STRUCTURED PARKING (SHARED PARKING FACILITY)
12,000 sq. ft. (GFA)	110,000 sq. ft. (GFA)	N/A	5 levels
1 story	5 to 7 stories		+475 parking spaces
Parking need: 25 parking spaces	Estimated 93 units Parking need: 75 spaces		<ul style="list-style-type: none"> 75 spaces for residential on-premise 265 spaces for non-residential use for Sites A, B, and D through shared parking program 70 spaces for users of the existing parking lot on Site A 65 spaces for CTfastrak commuter parking and public parking

Site C Program- Hamilton Place Adaptive Reuse

RETAIL	RESIDENTIAL	OFFICE	PARKING LOT
N/A	One 4 story building and one 6 story building	N/A	Surface parking
	300,000 sq. ft. (GFA)		<ul style="list-style-type: none"> +262 parking spaces All spaces are reserved for residential
	Consisted of a 4-story building, a 6-story building, and a 3-story building		
	Estimated 250 units		
	Parking need: 250 spaces		

Site B Program - Industrial Building Retrofit

RETAIL	RESIDENTIAL	OFFICE	PARKING LOT
15,000 sq. ft. (GFA)	40,000 sq. ft. (GFA)	62,000 sq. ft. (GFA)	Surface parking
1 story	3 stories	3 stories	+155 parking spaces
Parking need: 30 spaces	Estimated 35 units Parking need: 17 spaces	Parking need: 186 spaces	<ul style="list-style-type: none"> 17 spaces for residential on-premise 139 spaces for retail and office uses while the rest will be provided in the CTfastrak Joint Development structured parking garage 10 spaces for users of the existing parking lot on Site B

Site D Program- Parkville Business Center Parking Lot Infill Development

RETAIL	RESIDENTIAL	OFFICE (EXISTING)	PARKING LOT
N/A	53,000 sq. ft. (GFA)	86,000 sq. ft. (GFA)	Surface parking
	Consisted of two 3-story buildings	Consisted of a 3-story and a 4-story building	<ul style="list-style-type: none"> +98 parking spaces 26 spaces for residential on-site 72 spaces for office use while the rest will be provided in the CTfastrak Joint Development structured parking garage
	Estimated 50 units	Parking need: 259 spaces	
	Parking need: 26 spaces		

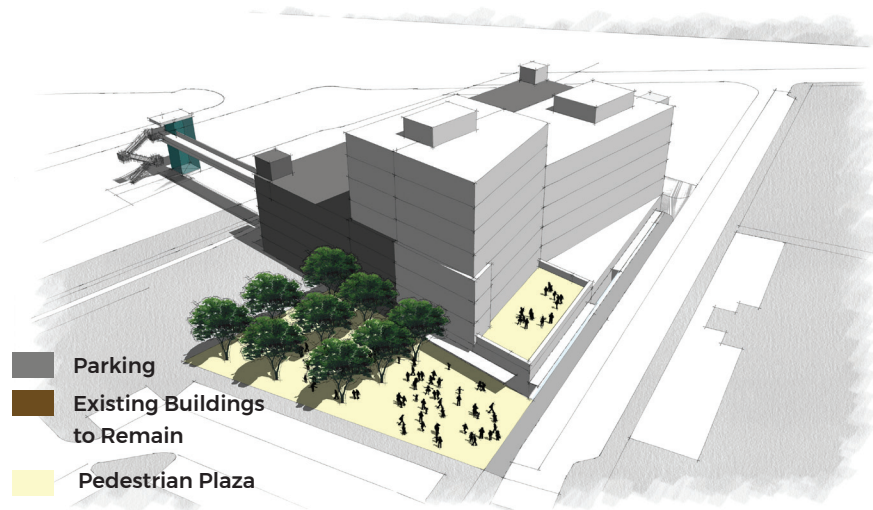


FIGURE 21: Site A Build-Out Massing
Looking North

Site A - CTfastrak Joint Development

The CT**fastrak** Joint Development (FIGURE 21) would be an iconic mixed-use building with an integrated parking garage. A pedestrian bridge would connect the garage to the CT**fastrak** Parkville Station. The building would be seven to eight stories with residential floors above a retail podium. A roof-top garden would serve the residential tenants. A ground floor lobby would look out to a plaza on the south side of the building.



FIGURE 22: Site B Build-Out Massing
Looking North

Site B - Industrial Building Retrofit and Expansion

The redevelopment of Site B (FIGURE 22) involves preserving a portion of an existing building along Bartholomew Avenue that has historic architectural characteristics, retrofitting the structure with retail space on the ground floor and adding three stories of new office overbuild on top. A new row of three-story townhouses can be constructed fronting Hamilton Street to increase building coverage on this 3.4-acre parcel. The existing building setback would be repurposed as public open space at the corner of the Bartholomew Avenue and Hamilton Street intersection to support restaurant and retail use at the ground floor.



FIGURE 23: Site C Build-Out Massing
Looking Southwest

Site C - Adaptive Reuse

The existing four- to five-story office building fronting Bartholomew Avenue is proposed to be repurposed for residential use. The Parkville District Vision suggests an additional six-story residential building in the middle of the site to improve market feasibility by providing a range of unit types that may increase absorption. Three-story residential townhouse development is planned along Hamilton Street to complement the uses on Site B. A public open space is reserved at the corner of the Bartholomew Avenue and Hamilton Street intersection across the street from the public space proposed on the Site B, celebrating the intersection as an important activity node. (FIGURE 23).



FIGURE 24: Site D Build-Out Massing
Looking Southeast

Site D - Parkville Business Center Parking Lot Infill Development

Infill development on Site D (FIGURE 24) could potentially happen soon after the short-term build-out sites-A, B, and C-are developed. Site D is also a good candidate for the shared parking program utilizing a central garage. Two existing buildings on-site that contain several active businesses would remain. Two three-story residential townhouse buildings are envisioned to front Bartholomew Avenue. Easements for a pedestrian path connecting Bartholomew Avenue to Pope Park West would be reserved between the residential buildings and parking lots.

“Parkville is already experiencing new development, has a local arts scene, and is experiencing adaptive reuse of existing loft buildings. The conceptual development plan provides a vision that the City can use to promote future redevelopment projects.”



4 THE PATH FORWARD

4.1 TOOLS TO IMPLEMENT THE PARKVILLE DISTRICT VISION

There is great opportunity in the Parkville District with momentum building for future development. Parkville is already experiencing new development, has a local arts scene, and is experiencing adaptive reuse of existing loft buildings. The conceptual development plan provides a vision that the City can use to promote future redevelopment projects.

The City's adoption of transit-supportive zoning has laid the groundwork for TOD but other actions will be needed before TOD is implemented. The vision of the Parkville District as a connected, mixed-use and lively neighborhood can become a reality, but support from the City and other agencies will be needed to spur the TOD necessary for this vision to be implemented. Utilizing planning policy tools to foster community buy-in, identifying public investments and infrastructure, and generating developer interest in support of high quality TOD that aligns with the goals of the City of Hartford, are early steps that will allow the City to fully capitalize on the transit investments within the CT **fastrak** corridor. Development on the short-term build-out sites will create the market value needed to jump start development on the long-term build-out sites.

This study identified strategies and tools to aid in the implementation of TOD. These tools fall under the categories: Planning and Policy, Capital Projects, Tools to Promote Development, and Preparing Brownfield Sites for Development. The use of these tools will improve the feasibility of near-term redevelopment projects on these catalytic sites, launching the implementation of the full vision for the Parkville District, and ultimately catalyzing additional redevelopment elsewhere along the CT **fastrak** corridor.

4.1.1 PLANNING AND POLICY

Municipal Leadership and Public Sector Support. When there is limited market demand to support new development, public sector support is critical to launching private sector development. Private sector investment is more attractive when municipal leadership is dedicated to advancing a vision, and is an “onboard” partner throughout the course of the development effort.

Identification of Strategic Infrastructure Investments (Capital Projects). A commitment to key infrastructure improvements, such as streetscape improvements to create a walkable, downtown feel, is critical in a redeveloping area like the Parkville District. Projects identified as part of this study are listed and described under Capital Projects.

Modification of Existing Zoning to Support the Parkville District Vision. The Parkville District Vision identified shared parking and publicly owned private space as key strategies to maximize the development potential of the short-term build-out sites. Centralizing parking for multiple sites frees up additional land for development, allowing for denser and more efficient structures. Shared off-site parking is allowed per the City’s zoning, however parameters should be added to provide more guidance for developers. Incentives should also be provided to property owners that share parking.

Promoting the repurposing of the existing surface parking lots that front Bartholomew Avenue as privately owned public space would improve the pedestrian experience and provide additional open space for the neighborhood. This could be achieved through a zoning incentive that would provide a density bonus or a parking reduction in exchange for keeping the area landscaped and allowing public access.

4.1.2 CAPITAL PROJECTS

Identifying and implementing infrastructure investments and improvements to the public realm will be an early strategy to create the sense of place that will be critical for successful TOD. An interesting and lively public realm will be an incentive for developers to orient their projects outward – rather than inward and away from the fabric of the community. With development on the short-term build-out sites oriented outward toward the public realm, these developments can work together to generate activity and a varied and interesting streetscape. Refer to FIGURE 25 for a summary of Capital Projects and Phasing.

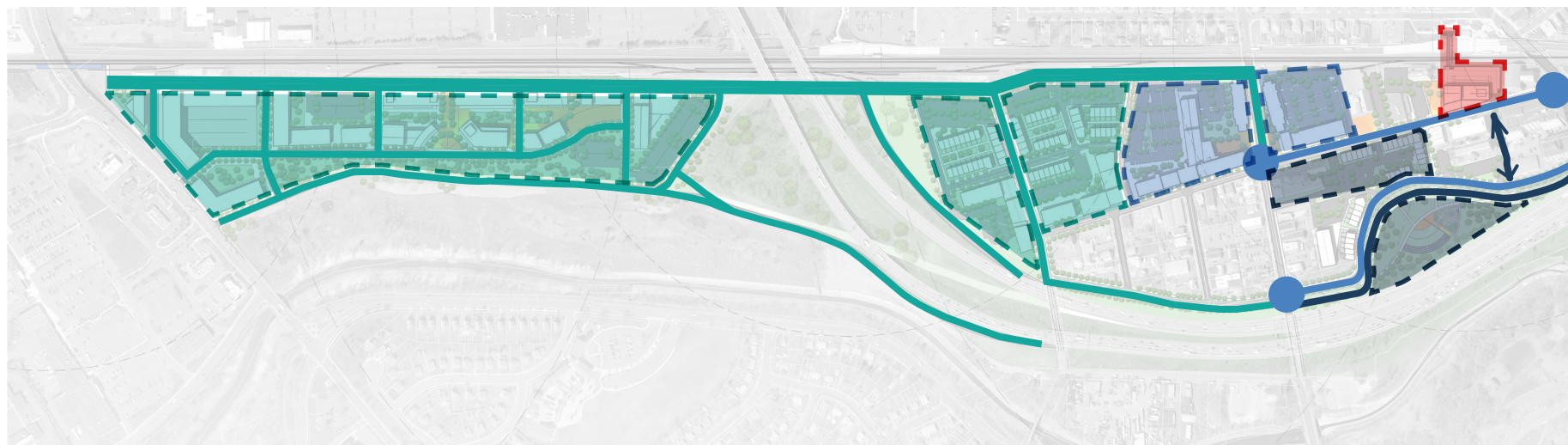
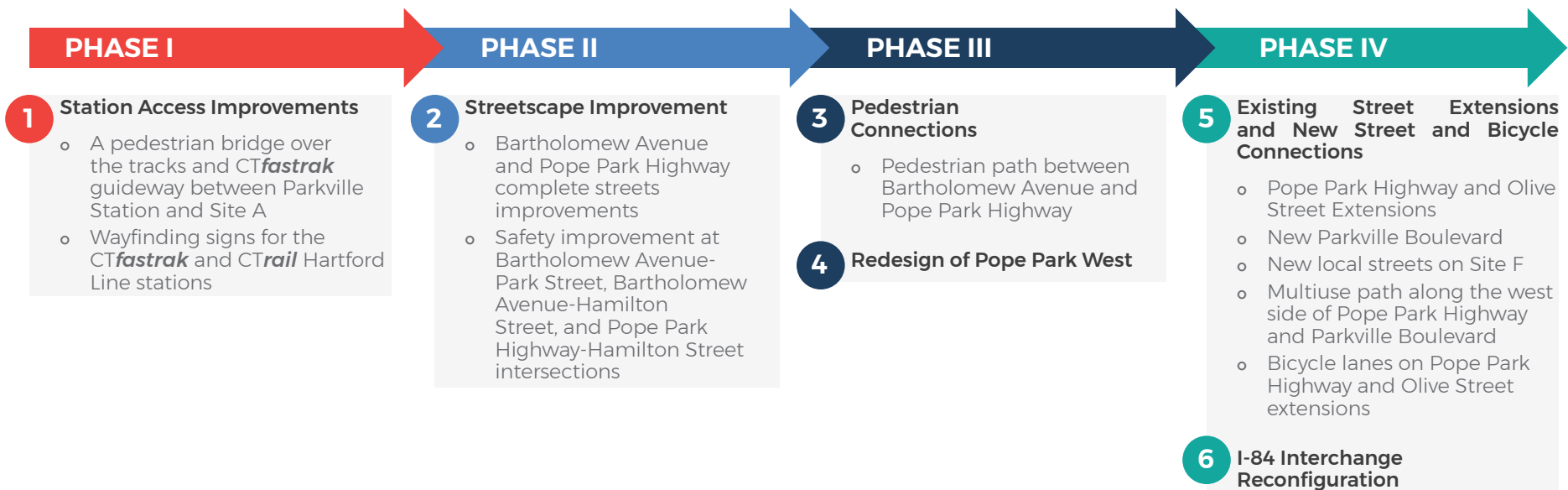


FIGURE 25: Capital Projects and Phasing

4.1.3 TOOLS TO PROMOTE DEVELOPMENT

Value Capture Opportunities

Value capture is a category of redevelopment financing tools that utilizes a portion of new private development value and/or incremental tax revenue to invest in early-stage infrastructure that supports private investment. There are a variety of public-private financing tools and mechanisms (TABLE 3) that allow the public sector to capture a portion of the increase in private development and land value, which results directly from public investments. A justification for using these tools is that the private investment may not occur in the absence of the public investment. Strategies commonly used in Connecticut include a mix of one-time and recurring revenue sources that would defray the cost of upfront construction costs and/or future expenses related to operations and maintenance, or subsidize otherwise infeasible development.

Tax Increment Financing

Tax Increment Financing (TIF) is a powerful tool available to municipalities to reserve future tax income for current investments that spur growth and redevelopment of a neighborhood. This makes them particularly useful to meeting goals of advancing TOD. By capturing the incremental increase in property tax revenue within a specific redevelopment district, a municipality can pledge those funds to finance upfront capital projects or subsidize otherwise infeasible redevelopment projects, among other uses. TIF works best in areas with large underutilized sites and a very low existing tax basis, to subsidize investments that create new market demand and development. Best practices indicate using TIF to support a project that will have catalytic impacts and change the dynamics within a district, neighborhood, or the City.

MECHANISM	DESCRIPTION	APPLICATION TO PARKVILLE AREA	PROS	CONS
Tax Increment Financing (TIF)	Net new property tax revenue pledged to fund up-front capital projects and/or operations including gap funding for private development.	New CT law allows for more flexibility in establishing TIF districts.	Can increase catalytic effect of investments.	Some options may take longer for revenue generation. As value increases, municipality may forego some or all of revenue from the area for general fund purposes.
Special Services District (SSD)	Charge to property owners who benefit from capital improvements or supplemental services.	Has been utilized along Park Street in past and new district could take shape as Bartholomew Avenue redevelops.	Cost borne by primary beneficiaries of improvements, leads to deployment of needed investment in a timely basis.	Requires buy-in and enough critical mass of contributors.

TABLE 3: Value Capture Strategies

TIF has not historically been used in Connecticut due to a narrowly written law that was changed in 2015 to increase the flexibility of sources and uses and allow for its deployment at smaller scales. The more flexible legislation allows TIF to be structured in a variety of ways to meet the needs of a municipality, so long as properties within the area meet any one of three conditions: they are blighted; they require rehabilitation, redevelopment, or conservation; or they are suitable for “industrial, commercial, residential, mixed-use, retail, downtown, or TOD.” The incremental property taxes received within the district can be used for two purposes: to either repay any tax increment bonds issued related to improvements within the district, or to fund further improvements within the district on a pay-as-you-go basis. These funds can be deployed towards a variety of uses, so long as they are consistent with a District Master Plan and Financial Plan that must be updated once every 10 years. The broad categories of acceptable uses included within the legislation are wide-ranging and include: public infrastructure, facade and signage, project development and redevelopment costs, demolition, remediation, financing, revolving loans, land assembly, professional services to advance design, permitting, and even administrative salaries.

TIF is particularly applicable to fund the potential public improvements and private development anticipated in the Parkville District. This strategy could be used by the City to recoup some of the upfront costs for a development subsidy, as well as public realm improvement costs associated with transforming the Parkville District into a true, walkable mixed-use community. TIF can be a powerful and flexible tool for the City to focus investment in this priority TOD area. However, as the municipality will forgo a portion of, or all of the future taxes from this area, it is important to consider whether a development and investment is not otherwise viable, and also that it contributes to the municipality’s overall financial strength. As an immediate next step, the City could begin to assemble local stakeholders and conduct an internal assessment as to how and where a district could be developed, as well as begin to consult with a registered municipal advisor who could assess the public finance opportunities in concert with the goals and outcomes desired in creating a TIF.

Special Services District

As the presence of commercial uses, including restaurant and retail activity, increases along Bartholomew Avenue, a Special Services District (SSD) or Business Improvement District could become a useful strategy to fund ongoing operations and maintenance costs, but would require a critical mass of redevelopment in the area to be viable.

Per the Connecticut General Statutes, a SSD is a district established by a municipality to “promote the economic and general welfare of its citizens and property owners through the preservation, enhancement, protection and development of the economic health of such municipality.” SSD’s have the ability to “acquire and convey real and personal property; provide any service that a municipality can provide, other than education; recommend to the municipality’s legislative body that it impose a separate tax on property in the district to support its operations; borrow money for up to one year backed by district revenues; and build, own, maintain, and operate public improvements.” There is currently one established SSD within the City of Hartford, the Hartford Business Improvement District.

The establishment of a SSD in the Parkville District would serve as a financing mechanism by which a specialized TOD district could support and maintain dense mixed-use development, anchored by transit as envisioned in this report. A SSD would afford a means to generate revenue and fund infrastructure and development projects within the district. SSDs require community buy-in from property owners, as the perceived benefit of the future improvements is the mechanism by which funding is generated.

Funding Mechanisms

Based on site conditions and development concepts, some combination of affordable housing funding and historic tax credits would likely be targeted by developers. Some sites could potentially qualify for brownfield remediation funds. Additional funding opportunities could be provided through a regional authority, such as the Capital Region Development Authority, but would require that the City coordinate with the Authority to prioritize certain projects due to their economic development potential or broaden the mission of the Authority for housing beyond Downtown Hartford.

Affordable Housing Funding

Beyond 4% Low Income Housing Tax Credit (LIHTC) funding, which can be received at any time for developments that utilize Tax-Exempt Bonds, the affordable housing funding available through Connecticut Housing Finance Authority (CHFA) are usually dispersed annually on a competitive basis. Applications and information regarding the schedule and Notices for Funding Opportunity (NOFAs) can be found on the Connecticut Department of Housing website.

For competitive sources of funding, the ability of a project to secure one or more of these subsidies is dependent on the strength of the project's application relative to others received that year. Selection criteria will likely depend on the project's availability of affordable units, terms and length of affordability, capacity of the applicant, and leveraged funding sources, among other categories. Having the municipality on board as a partner prior to application submission can help strengthen the application of a private developer and increase the odds for grant approval.

- o **Housing Tax Credit Contribution**

Up to \$500,000 of tax credits are available annually to non-profit developers of affordable housing for moderate income, low income, and very low income households through CHFA. This program allocates up to \$10 million annually, with some of this funding also providing capital for revolving loan funds and workforce housing.

- o **Competitive Housing Assistance for Multifamily Properties (CHAMP)**

CHAMP is a well-utilized program that provides gap funding for proposed multifamily affordable housing developments through grants, loans, or a combination of the two. CHAMP funds are awarded on a competitive basis through the release of a NOFA on the website and can be combined with other CHFA funding, such as LIHTC.

- o **Low Income Housing Tax Credits (LIHTC)**

LIHTC provides incentives for developers acquiring, rehabilitating, and/or building low or mixed-income housing through the allocation of federal tax credits. 4% LIHTCs are allocated on a non-competitive basis and may be applied for at any time; 9% LIHTCs are granted through a competitive application process that occurs each Fall. The credits represent a dollar-for-dollar reduction in tax liability and often are purchased at a discount.

To effectively achieve lower, more affordable rents for qualifying households, CHFA provides long term mortgages typically backed by tax-exempt bonds at competitive interest rates with longer repayment periods. This includes 40 year tax exempt terms at a 5.6% interest rate for financing multifamily developments. This rate is available for developments with a minimum of 20% affordable units based off of 50% Area Median Income. More information can be found at <https://www.chfa.org/developers/financing-products/>.

Historic Tax Credits

Parkville's historic building stock is eligible for Connecticut's historic tax credit program. Developers can benefit from historic tax credits made available through the adaptive reuse of historic buildings. A 25% State Historic Tax Credit is available on Qualified Rehabilitation Expenditures associated with the rehabilitation of a Certified Historic Structure for either 1) residential use of five units or more; 2) mixed residential and nonresidential use; or 3) nonresidential use consistent with the historic character of such property or the district in which such property is located. An additional credit is available for projects that include affordable housing.

Local Initiatives Support Corporation (LISC) Connecticut TOD Fund

Local Initiatives Support Corporation (LISC) offers pre-development and acquisition loans to developers for eligible TOD projects within a half mile of CT **fastrak** and CT**rail** transit stations. Among other criteria, eligible projects must include a residential component with affordable housing. LISC loans are available up to a maximum of \$3 million, at a 5% interest rate for up to 36 months.

Green Bank Financing

The Connecticut Green Bank offers several opportunities for funding resources, including pre-development loans and project financing. Depending on the design and/or scope of a project, the CT Green Bank offers solutions to bridge funding gaps. Funds are available for the inclusion of clean energy components in development plans. While funding opportunities vary and differ based on project scope, options are available for a variety of projects. This includes the Commercial Property Assessed Clean Energy Loan, which applies to clean energy upgrades to existing market rate or affordable buildings, and Navigator Pre-Development Energy Loans which fund the design and analysis of energy improvements. More information on CT Green Bank financing is available at www.ctgreenbank.com.

4.1.4 PREPARING BROWNFIELD SITES FOR DEVELOPMENT

A Phase I Environmental Site Assessment (ESA) was performed on parcels in Sites G, F, H and I as part of this study (FIGURE 26). These sites were chosen in coordination with the City of Hartford. Some of these sites have undergone previous environmental assessments (noted in TABLE 1). The main objective of the Phase I ESA effort was to evaluate the site

for evidence of “Recognized Environmental Conditions” (RECs). RECs are defined by the American Society for Testing and Materials (ASTM) as “the presence or likely presence of any hazardous substances or petroleum products on a property under conditions that indicate an existing release, a past release, or a material threat of release of hazardous substances or petroleum products into structures, soils, groundwater, surface water, or sediments on the subject properties.” The RECs may lead to future liability and create an environmental concern for the development or continued operation of the site.

The Phase I determined that all the sites investigated exhibited indications of recognized environmental conditions. A Phase I ESA is limited to determining the presence, or possible presence of contamination on a site, not the level or type of contamination, if any. Phase I ESAs are only valid for a year after their completion. For sites with definitive RECs, the next step would be to conduct a Phase II ESA. The purpose of a Phase II is to identify the type of contamination present, the levels at which it is present, and the recommendations for any necessary remediation for specific development types. Ultimately, a Phase II would determine the level of remediation required to prepare a site for development, as a major step towards the advancement of the site. Once the extent and type of remediation is known, there are funding mechanisms by which the City, or property owner, can utilize to assist with any clean up or remediation on the site.

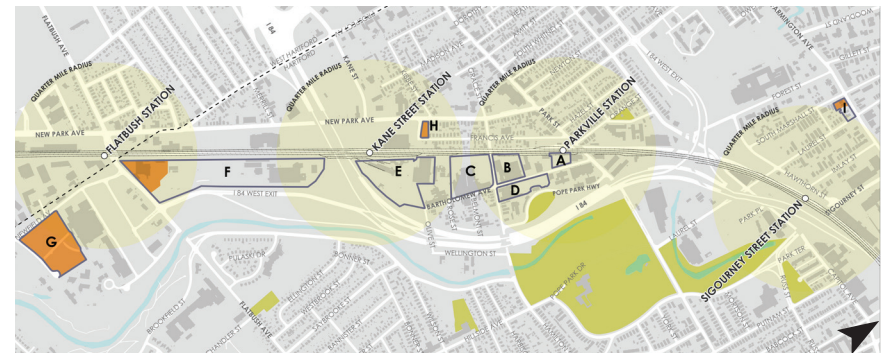


FIGURE 26: Phase 1 ESA Sites

The state offers several funding options for environmental remediation of brownfield sites. The two most prominent include the Municipal Grant Program and the Targeted Brownfield Development Loan Program, offered by the Connecticut Office of Brownfield Remediation and Development (OBRD). As stated by the OBRD, the Municipal Grant Program is “a competitive program for municipalities and municipal entities to assist with brownfield redevelopment projects in their communities that will make a significant economic impact.” Similarly, per the OBRD, the Targeted Brownfield Development Loan Program is a program which “provides financial assistance in the form of low-interest loans to applicants who seek to develop property” and is available to “manufacturing, retail, residential or mixed-use developments, expansions, or reuses.” These funding mechanisms could aid both a private developer, or the City if it chooses, in understanding the financial feasibility of cleaning up a potential development site.

4.2 CREATING THE BLUEPRINT FOR TOD DEVELOPMENT IN THE PARKVILLE DISTRICT

The existing Parkville neighborhood is undergoing a transformation. Evolving from its roots as a remote rail freight dependent industrial enclave into a vibrant hip mixed-use neighborhood – attracting interest through its revamped and adapted industrial building stock. As new adaptive reuse and development opportunities are generated, inevitably, the neighborhood will mature to the extent that individual sites realize their build-out potential in response to market conditions. However, the public sector could speed up this process and shape the development paradigm. The public sector has the opportunity to create a district that will support CT **fastrak** ridership by providing strategic public investments that will allow the densities and use types that characterize a TOD district. TOD will expand the City’s tax base and generate additional revenues. For CT **fastrak**, increasing ridership will correlate with increased fare revenues. In summary, the implementation of TOD in the Parkville District will result in multiple benefits, both tangible and intangible, for the Parkville District, the City of Hartford, and the State.

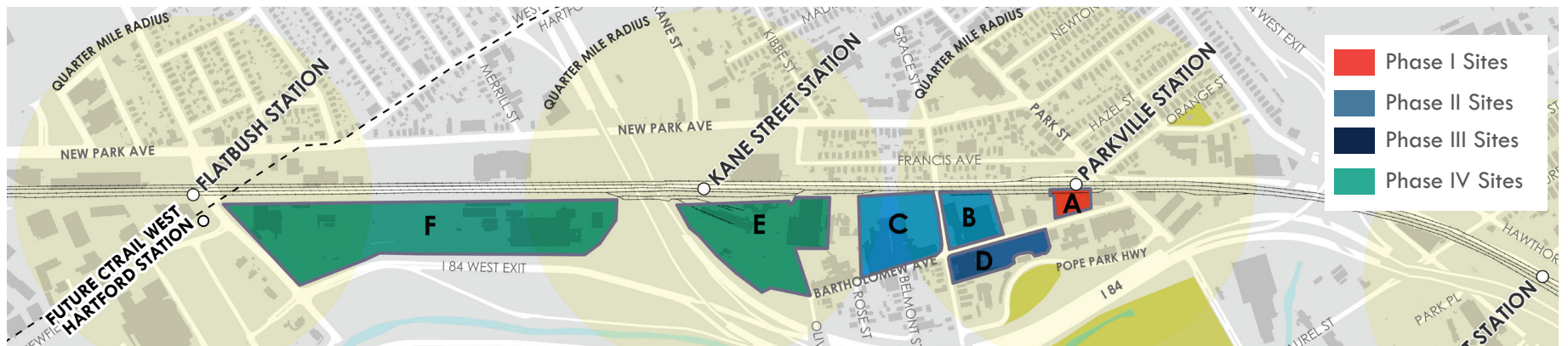


FIGURE 27: Priority Development Sites

For Parkville Center, the challenge will be to produce not only sufficient densities, but an appropriate mix of retail, office and residential uses to foster a TOD environment. A combination of public policy initiatives, financial incentives, and strategic catalytic capital improvements can enhance the build-out of the district, create a more vibrant mixed-use community, and position the neighborhood for significant long-term growth extending south to West Hartford.

Critical to the shaping of the growth of Parkville Center is a parking strategy that provides parking for:

1. CT**fastrak** commuters
2. Retail, restaurants and destination uses
3. Office uses on key development sites within the district

Current market conditions are not supportive of multiple parking garages on individual development sites in this district. That being the case, the build-out that would result from surface parking on key development sites would fall short of realizing the full potential for development, with density levels that would not promote a vibrant mixed-use district or catalyze future development. To enhance the Parkville District's potential as a TOD district, some form of structured parking is desired. The goal therefore is to establish a single structured parking facility integrated into a development proposition as part of the first phase of development. This could satisfy needs of commuters, the development on-site, surplus employee needs from other sites, and public parking for the district. Site A proves to be an optimal candidate, due to its proximity to the CT**fastrak** station and the opportunity for a direct station connection.

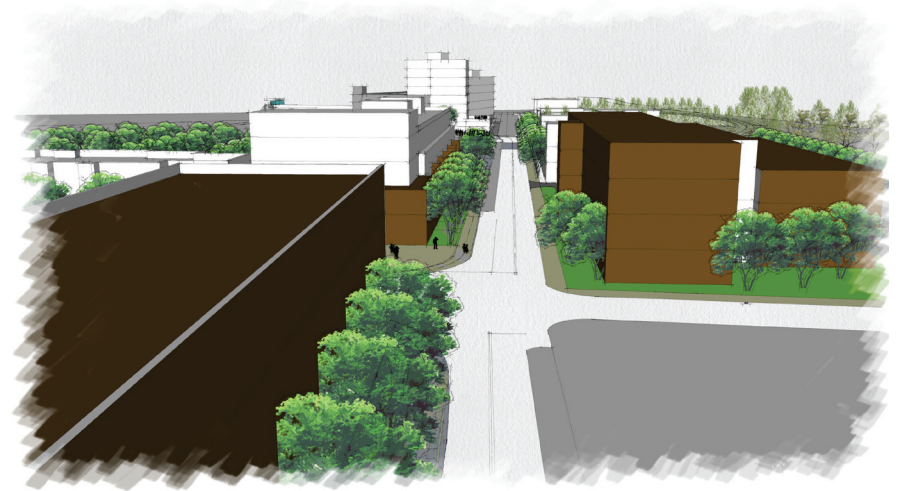


FIGURE 28: Bartholomew Avenue Massing
Looking South across Hamilton Avenue

If Site A (FIGURE 28) is going to serve as the catalytic first phase joint development proposition, the first step in implementing a vision for TOD is to illustrate the value of this development as part of a multi-phase development vision. The following strategy articulates a plausible phased development plan for the entire Parkville District that extends over time from Parkville Center towards the future CT**rail** Hartford Line West Hartford Station area. The development of short- and long-term built-out sites will happen during four phases (FIGURE 27 & FIGURE 29) with important planning and policies, capital projects, and financing tools being the key triggers during each phase, which are further discussed in the call-out boxes. By serving as a roadmap to implementation, this development phasing conveys a statement of intent by the City that there is a commitment to realizing a Parkville District Vision.

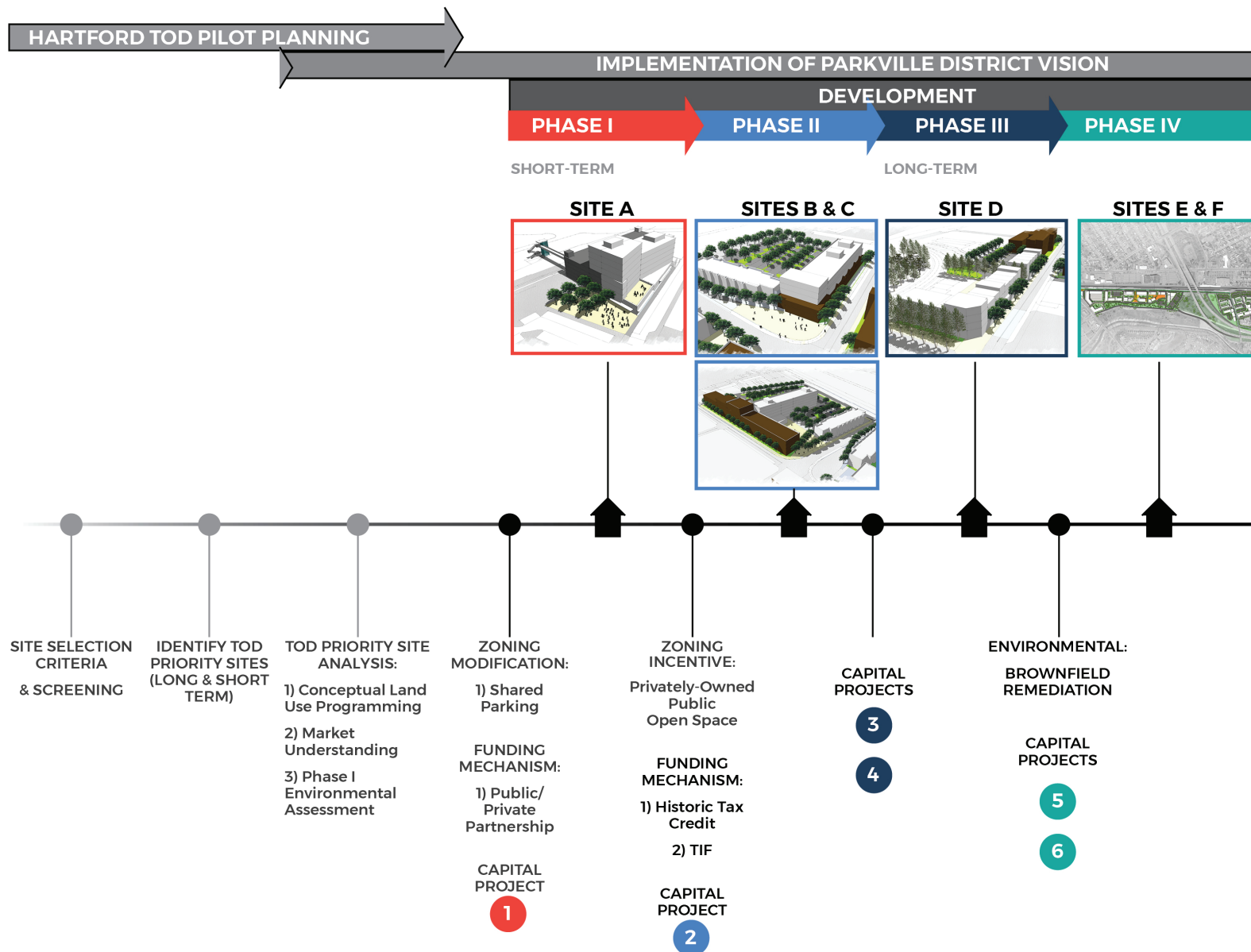


FIGURE 29: Sequencing Timeline

Phase I

To position Site A for development and to incorporate a parking structure that can be a centralized parking resource for future development in the district, multiple actions need to be taken by the public sector in partnership with private sector interests. Site A is not publicly owned, but is being leased as a publicly accessible surface parking lot to serve the adjacent CT**fastrak** station and local public parking needs.



Formulating the Development Proposition

The envisioned parking structure will serve both private and public needs. It is recommended for the City to enter into a development agreement with the owner of Site A to develop the property conditional upon financial commitment of public dollars to contribute to the construction of the garage and provide direct access from Site A into the CT**fastrak** Parkville Station. Given the fact that public dollars will be contributed, the City can work with the owner to craft a suitable RFP for development that achieves the goals of the City in catalyzing TOD, creates the parking supply that will contribute to public use and supports future development in the Bartholomew Avenue corridor, and provides sufficient density and mix of uses to make the site a worthwhile development candidate.



A development agreement could be negotiated that recognizes the shared benefits and economies of scale associated with building a single garage that serves multiple purposes. A determination of the percentage of the cost that is accommodated by public funds versus private contribution, maintenance, parking fees and other site and building guidelines will need to be negotiated and agreed upon by all involved parties. The public contribution to this effort will help to realize development. Prior to undertaking a negotiation of this nature, the City, in partnership with key stakeholders, that should include CTDOT, should assess the costs associated with constructing access to the site and for construction of suitable parking to service CT**fastrak** and local community needs.



Shared Parking Modification

The City should consider a zoning modification which specifies criteria, adds incentives, and considers a mechanism for applying for off-site parking credit to meet the needs of commercial uses. It could be established as an incentive associated with TOD districts, further promoting development that encourages non-motorized travel modes. By relocating employee spaces to the off-site parking structure, both Site B and Site D can realize greater development density, creating more attractive development propositions for future developers. Site B could benefit with a significant office component as part of the development of the property with surface parking needed only to serve residential use on-site.



Connection to CT**fastrak**

Perhaps the most important contribution to support the development of Site A would be the construction of access from Site A and the parking garage to the CT**fastrak** station. Currently, CT**fastrak** fronts along Francis Avenue and access to the station from the Bartholomew Avenue corridor requires walking up to Park Street and then turning on Francis Avenue to access the station. A centrally located access directly to and from the CT**fastrak** station will make the Parkville community a truly transit accessible neighborhood and will go a long way towards setting up future TOD development along the corridor.

1



Policy or Partnership Tool



Financial Strategy Tool



Capital Improvement Tool

Phase II and Phase III

Site A development, especially if it includes a parking garage with shared parking capability, can be a direct catalyst for the development of Sites B, C, and, in the longer term, Site D. The garage at Site A can serve as a repository of parking for office workers traveling to Sites B and D, which in turn, could free up space on the property for new development to support the adaptive reuse of existing structures.

Site B and C would be developed during Phase II, after the implementation of Phase I planning and financing tools and the development of Site A. The zoning modification to add specifications and incentives to the current shared parking stipulations will make Site B more appealing to developers since a higher density build-out is possible without needing a parking structure on-site. This shared off-premise parking scenario could be used as a pilot for future developers to maximize development potential and share the burden of a parking structure. Both Site B and C contain industrial buildings that could benefit from historic tax credits when being retrofitted for new uses. The capital improvements along Bartholomew Avenue and Pope Park Highway

will enhance walkability and livability that will also help activate Sites B and C. The build-out of Sites B and C, along with Site A in the previous phase, will lay the ground work for enacting a TIF mechanism to help fund capital improvements identified in the Parkville Center area.

With a thriving Parkville Center supported by TOD on Site A, B, and C, Site D infill development is likely to take off next. Site D currently has a four-story office building with a large surface parking lot. Shifting commercial parking to the Site A garage will free up parking space for new development. The activation of surrounding sites along Bartholomew Avenue will likely contribute to growing developer interest and drive up the market demand for residential uses. One scenario proposes significant townhouse development with surface parking at the rear in character with the new mixed-use nature of the district. Housing fronting Bartholomew Avenue would activate the public realm – helping to realize it as a “people” street.



Privately Owned Public Open Space Strategy

The City is already taking steps to rebuild Bartholomew Avenue as a “people” street, with provisions for on-street parking and other design characteristics to slow automobile speeds and make the street a pedestrian oriented zone. The reconstruction of Bartholomew Avenue will be an amenity for the development community. The City can further enhance the character of the street by encouraging developments that provide open space for seating and public gathering. Bartholomew Avenue is uniquely suited to serve as a destination retail district, as it is only two blocks long, has a very walkable character and buildings naturally positioned off-street to provide for active courtyards and programmable outdoor space. Many of these spaces are currently dedicated for parking. This incentive would seek to incentivize new developments to remove surface parking and to create an active and lively Bartholomew Avenue corridor.



Historic Tax Credits

To incentivize development, the City should look to package known funding mechanisms that can help to tip the capital stack to a favorable position that would trigger development action. A key incentive for Parkville Center would be historic tax credits to support the adaptive reuse of industrial properties. The City should look to preserve the historic industrial character of the district and historic tax credits can be an important contribution to encourage preservation of the historic features of these buildings.



Bartholomew Avenue and Pope Park Highway Improvements

2

A second important step that the City could consider is the completion of envisioned “complete street” improvements for both Bartholomew Avenue and Pope Park Highway. This build-out of both streets will allow for easy access into the district while strengthening Bartholomew Avenue as the pedestrian core of the district.



Incorporating a Tax Increment Financing (TIF) Mechanism to Fund Local Capital Improvements

The improvement of the public realm will enhance the value of the private sites that developers are looking to repurpose throughout the district. Given the direct correlation between development value and public improvements, the City should consider enacting a TIF Mechanism to support the expenditures to build out Bartholomew Avenue and Pope Park Highway, reconstruction of Pope Park West, and the new connections between Bartholomew Avenue and Pope Park Highway that will connect people in the neighborhood to the park by foot. This TIF could be instituted for capital development, long-term maintenance, or both, depending upon realized value and development densities achieved.



Reconstruct Pope Park and Establish New Connections to Bartholomew Avenue

3

4

In Phase 3, development begins to extend down Bartholomew Avenue with new development envisioned along the east side of the street. A stronger connection to Pope Park West and Pope Park Highway and additional midblock publicly accessible private open spaces could serve to further enliven the district and support expansion of development across the district.

To further expand connections, additional multi-use paths and bicycle infrastructure are recommended for Parkville District. Pope Park Highway is envisioned as the parallel bike route to Bartholomew Avenue, with a two-way bike path integrated onto the park land on the east side of the street.



Policy or Partnership Tool



Financial Strategy Tool



Capital Improvement Tool

Phase IV

If the development goals on Sites A – D are realized and dense mixed-use development can be programmed, a dense development typology will be established for longer-term development sites that could come on line in future years. Sites E and F are currently highly inaccessible and, as former industrial sites, require potential substantial brownfield remediation. Development on Site F will occur in two phases: the portion of the site along Flatbush Ave will be developed first, then the northern part of the site. The northern portion of Site F is expected to require significant remediation. Both sites could be “shovel ready” by the time development interest in the area to the south begins to take shape, creating opportunities for higher value build-out than would be realized were these sites to be redeveloped in the short-term. In addition to generating some public dollars for clean-up, significant access improvements are needed to convert these sites into mixed-use high density development tracts.

Envisioned as a four-phase effort that involves new public policy, public capital improvements and private investment in each phase, the build-out of Parkville represents an ambitious approach to TOD in urban Connecticut that is accomplished by focusing public spending in locations that are accessible to mass transit. Promoting a shift from auto-dependency to a transit accessible live-work lifestyle aligns with trends in development towards urban neighborhoods and millennial’s shifting preferences for walkable mixed-use environments.



Extending the Local Street Network and Creating Direct Highway Access

5

6

Parkville District is isolated in part because multi-block dead-end streets prevent a connected street grid. As the neighborhood develops, there is an opportunity to extend both Bartholomew Avenue and Pope Park Highway to connect under I-84 to link Sites E and F, and connect to other sites in Parkville Center. These extended roadways would enhance access to both sections of the Parkville District and allow for larger mixed-use developments to be built on Sites E and F. Depending upon longer-term development interest, there may be an opportunity to reconstruct the highway ramping system along I-84 to provide a significant regional highway connection. Sites E and F cover a great area and represent some of the largest available potential in the region, proximate to downtown Hartford and accessible to CT**fastrak**, CT**rail** and I-84. The recent RFP for the Amazon HQ2 provided insight into the type of potential long-term development vision that would be required to attract major economic development.

The off-street bike paths discussed in Phase III would be integrated into an on-street bike system that is proposed to run along the new ‘Pope Park Highway Extension’, ‘Olive Street extension’, and lastly, the new Parkville Boulevard that is envisioned to provide direct access to the CT**rail** Hartford Line West Hartford Station and the CT**fastrak** Flatbush Avenue Station. A multi-use path off-street on the new Parkville Boulevard aims to improve the flow of pedestrians and bicycles through the Parkville District and creates an important connection to transit.



Capital Improvement Tool

Envisioned as a four phase effort that involves new public policy, public capital improvements and private investment in each phase, the build-out of Parkville represents an ambitious approach to TOD in urban Connecticut that is accomplished by focusing public spending in locations that are accessible to mass transit. Promoting a shift from auto-dependency to a transit accessible live-work lifestyle aligns with trends in development towards urban neighborhoods and millennials' shifting preferences for walkable mixed-use environments.



FIGURE 30: Bartholomew Avenue Rendering
Looking North at Site A

PREPARED FOR:



CONNECTICUT
DEPARTMENT OF
TRANSPORTATION
(CTDOT)



AND THE CITY OF
HARTFORD

HARTFORD TRANSIT- ORIENTED DEVELOPMENT PILOT STUDY

MARCH 2018

