

# STILLWATER AVENUE CORRIDOR STUDY: IMPLEMENTATION STRATEGY

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*Data source: City of Stamford, CT GIS*

# 1 EXECUTIVE SUMMARY

## OVERVIEW

The Stillwater Avenue Corridor has been a focus for revitalization for several years within the larger context of plans for Stamford's West Side neighborhood. This report outlines the specific strategies for achieving those aspirations.

The area addressed by this initiative is composed of the land along both Smith Street and portions of Stillwater Avenue that rise along the hillsides that lead from the Downtown into Stamford's West Side neighborhood. This report describes a coordinated approach to applying programs, improvements, regulations and other tools to strengthen this area.

The strategy describes actions and improvements that can occur within the next decade. The strategy describes focused, coordinated efforts that will involve public, non-profit and institutional stewardship along with increased private market investment. However, the strategies are intended to shape a longer term view of the Stillwater Avenue Corridor as a socially and economically healthy environment that is far more self-sustaining as a desirable place to live, shop, and work.

The future of the Corridor will not emerge with a uniform, continuous character; rather, it will have distinctive segments - like a chain, forged from distinct but strong links. However, several core concepts should inform all of the steps ahead:

- Build from strengths – The Stillwater Avenue Corridor serves an ethnically diverse and densely populated district and has distinctive institutional, retail and commercial components that should be enhanced.
- Gain and maintain balance – A healthy neighborhood will have a dynamic balance of uses, ethnicities, incomes and activities.

New uses should be invited to expand the mix and maintain a balance, so that the Stillwater Avenue Corridor is not limited or specialized by use. A balance should also be struck between new construction and targeted renovations that retain the traditional character along segments of the Corridor.

- Set appropriate rules – The City's zoning and design standards must be recalibrated to support practical revitalization and create lasting value.
- Enhance the neighbors' futures – Changes on Stillwater Avenue and Smith Street should enhance the quality, value, and economic success of the adjacent neighborhoods and institutions.
- Transform the streetscape, open space and street infrastructure – Substantial improvements to the streets, streetscapes and open space must be accomplished.
- Improve properties and invite investment – Renovation and new construction must replace dilapidated facades and sites through a process that increasingly attracts private and institutional investment.
- Provide efficient, well-designed shared parking – Several efficient shared parking lots or structures must be created in strategic locations in order for the Stillwater Avenue Corridor to support redevelopment, be successful as a business district, and retain the continuous urban character that it must have as a pedestrian-oriented and socially healthy neighborhood.
- Maintain stewardship – The most critical element for success is the continuation of the partnerships and collaborations that occurred in the formulation of these strategies.

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## Focus and Context

The Stillwater Avenue Corridor is a mixed use spine composed of shops, restaurants, residences and varied businesses and is framed at each end by public open space. This *Implementation Strategy* concentrates recommendations upon the particular portion of the neighborhood depicted on the following diagram (Figure 1), which is described as the “Action Area”. This area suffers from patchwork patterns of neglected buildings and sites. This is due, in part, to existing configurations of streets, parcels and use patterns which create challenges to effective use and successful reinvestment.

Revitalization of the Stillwater Avenue Corridor is intended to strengthen the beneficial relationships between the Corridor and its surroundings. This context includes residences, business and institutions that are within walking distance of the Corridor, and rely on Stillwater Avenue and Smith Street for access and circulation. The revitalization of the Corridor is directly related to its ability to provide shops, services,



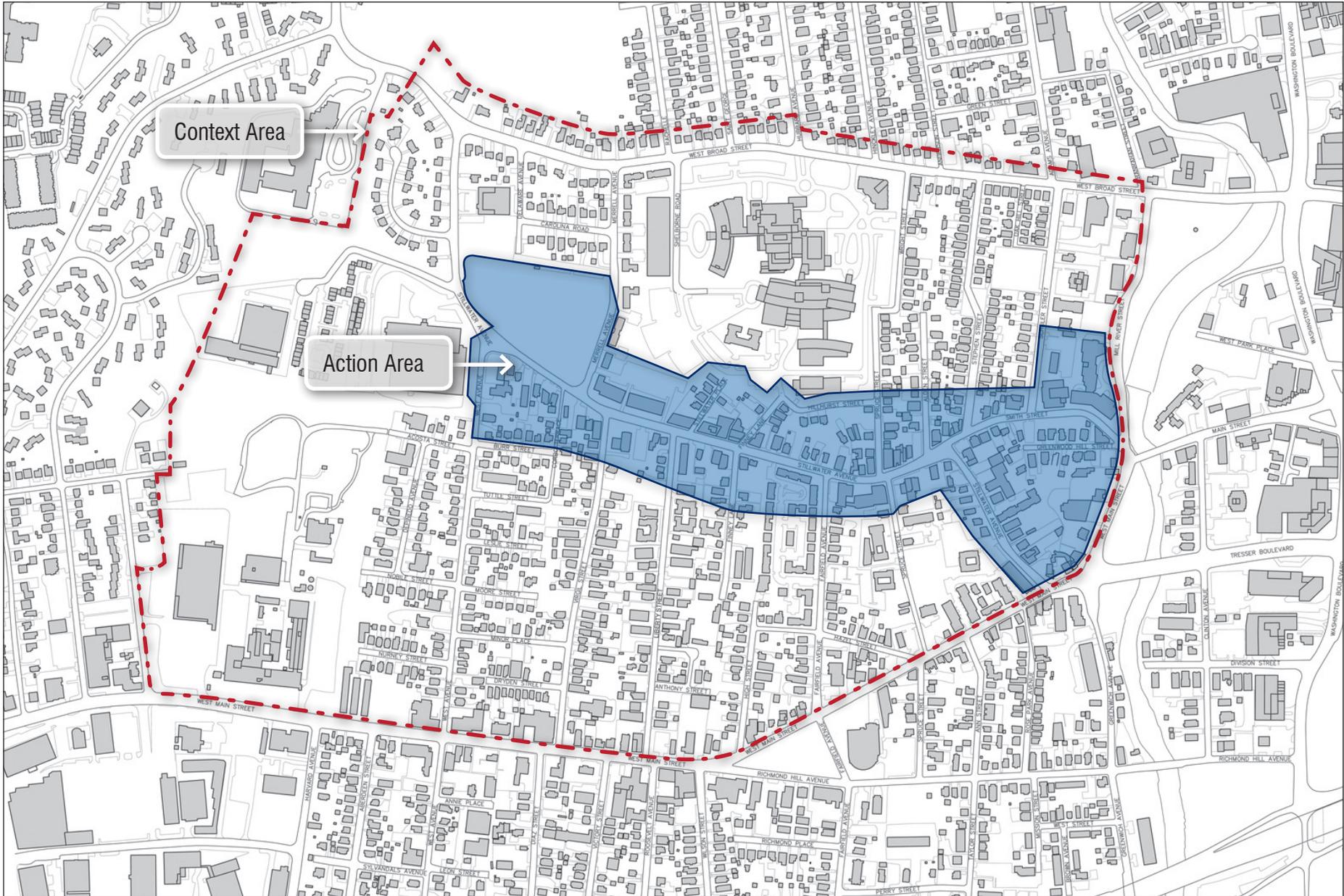
Source: Newman Architects

housing and amenities that will serve and support this surrounding area, as well as attracting new uses and users. The planning area diagram (Figure 1) indicates this “Context Area” which has been specifically taken into account as the strategy for the Corridor has unfolded.

This strategy seeks to leverage and extend the benefits of current development initiatives both within and adjacent to the Action Area. The Corridor winds around the edges of Stamford Hospital, which is in the midst of an expansion and improvement program. The preliminary planning for the Hospital campus improvements is depicted on the base maps used in this document, so that the *Implementation Strategy* anticipates the implications and opportunities associated with these changes. New development is emerging along the Corridor led by Stamford’s Charter Oak Communities. These new developments consist of mixed income housing designed with complementary retail and community service space. This includes the neighborhood-scaled revitalization at the Fairgate housing development. Charter Oak Communities is continuing its participation in the neighborhood revitalization by advancing plans for Vidal Court, which includes designs for additional mixed-income and mixed use housing along Merrell Avenue and along the north side of Stillwater Avenue. Also important is the significant investments proposed by the Connecticut Film Center for new production studios at the west end of the study corridor. These planned improvements are also pictured on the base plans and have been taken into account as contributors to the overall implementation process.

## Process

This initiative has been undertaken through a collaborative process involving the community and stakeholders in the future of the Stillwater Avenue Corridor. Charter Oak Communities invited the participation of public and institutional stakeholders and provided funding for professional planning support. A steering committee was convened to provide input and guidance regarding key issues, opportunities and potential strategies through a series of meetings and working sessions. The committee included representatives from the West Side Neighborhood Revitalization Zone, Charter Oak Communities, several departments within the City of Stamford, Stamford Hospital, and the Stamford Partnership. The planning team provided the studies and information, and



Data source: City of Stamford, CT GIS

FIGURE 1: CONTEXT AND ACTION AREA

assembled the recommendations contained in this report. These services were led by Newman Architects and were provided in concert with The Cecil Group, a planning and design firm. This team facilitated and supported an active program of communication and outreach through the stakeholder organizations involved in the process. Additional professional input and advice regarding economic and market conditions was provided by Ninigret Partners, a consulting firm.

## Foundation: Shared Goals

The recommendations contained in this report build upon the solid foundations contained in the plans and policies guiding the future of



*SoNo are in Norwalk, CT. Source: flickr user Terretta*



*Downtown Falmouth, MA. Source: Cecil Group, Inc.*

the West Side of Stamford. These precedents envision the Stillwater Avenue Corridor as a more vital contributor to the civic and economic life of the City. The shared goals call for a diverse, safe and pedestrian-friendly neighborhood. These goals also envision a streetscape lined with shops, businesses and housing connecting neighboring uses and districts. Preparing the ground for this *Implementation Strategy*, Newman Architects documented the shared goals and concepts for the future in a companion document, *West Side Plan Compilation Report* (July 2009).

## VISION AND STRATEGY

### Overall Strategy

This *Implementation Strategy* seeks to strengthen the Stillwater Avenue Corridor by enhancing its role as a vital urban neighborhood and commercial district with a rich identity that grows from its multi-cultural population. This strategy recognizes that the Corridor and its surroundings have many strengths to build upon: it is a densely and diversely populated neighborhood with a substantial amount of actively occupied commercial and retail space that successfully provides goods, services and employment. It is a walkable neighborhood well connected to the Downtown. There is a cultural heritage within this neighborhood that can be recalled along the Corridor, linking the past to the present. But the neighborhood needs substantial reinvestment and new opportunities to expand the quality and range of residences and businesses to fulfill the community's goals and visions.

The implementation strategies are directed towards a neighborhood with an expanded inventory of housing and commercial space that will invite a balanced diversity in terms of ethnicity, income, and range of housing choices. The commercial district should remain a convenient corridor filled with shops, restaurants and services that are substantially oriented to the immediate neighborhood and the employees of institutions and businesses that are within an easy walking distance. The district will become an advantaged incubator for small businesses, building on the existing base of commerce, shops and services and drawing entrepreneurial talent from the neighbor-

hood. The Corridor should also become an excellent location for a variety of professional medical services and related offices and businesses that can take advantage of adjacency to the Stamford Hospital campus and enjoy the advantages of an accessible and attractive urban setting. This could include facilities that support fitness, wellness and community health needs.

The civic life of the district should visibly contribute to a vibrant urban setting. Special events and temporary markets might thrive – this is an ideal location for seasonal farmers’ markets or special ethnic food festivals. This life should be encouraged and sponsored, serving neighbors and attracting visitors into the community.

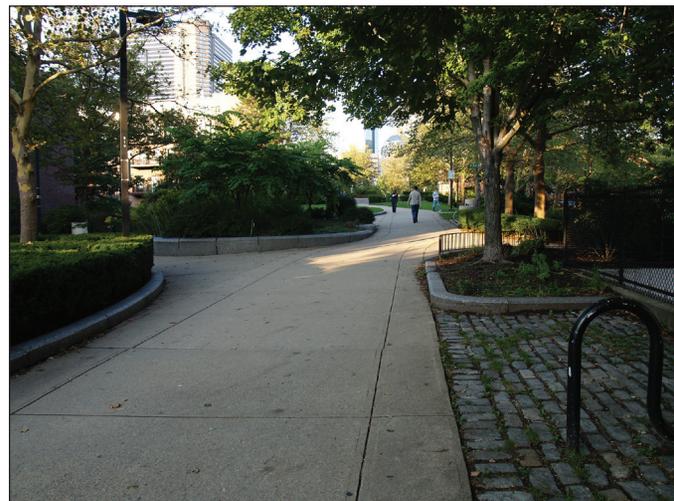
Problems of overcrowded and substandard housing detract from the quality of life, as do persistent public safety problems and perceptions. Deteriorated sites and buildings discourage reinvestment and lower values in the neighborhood. Establishing a high quality for the residential life in the neighborhood can be implemented, in part, by focusing amenities and community services along the Stillwater Avenue Corridor. Additional programs must focus on creating visible changes to the appearance of the district, and finding ways to discourage disinvestment and enforce reasonable public standards.

## Physical Improvements and Urban Design

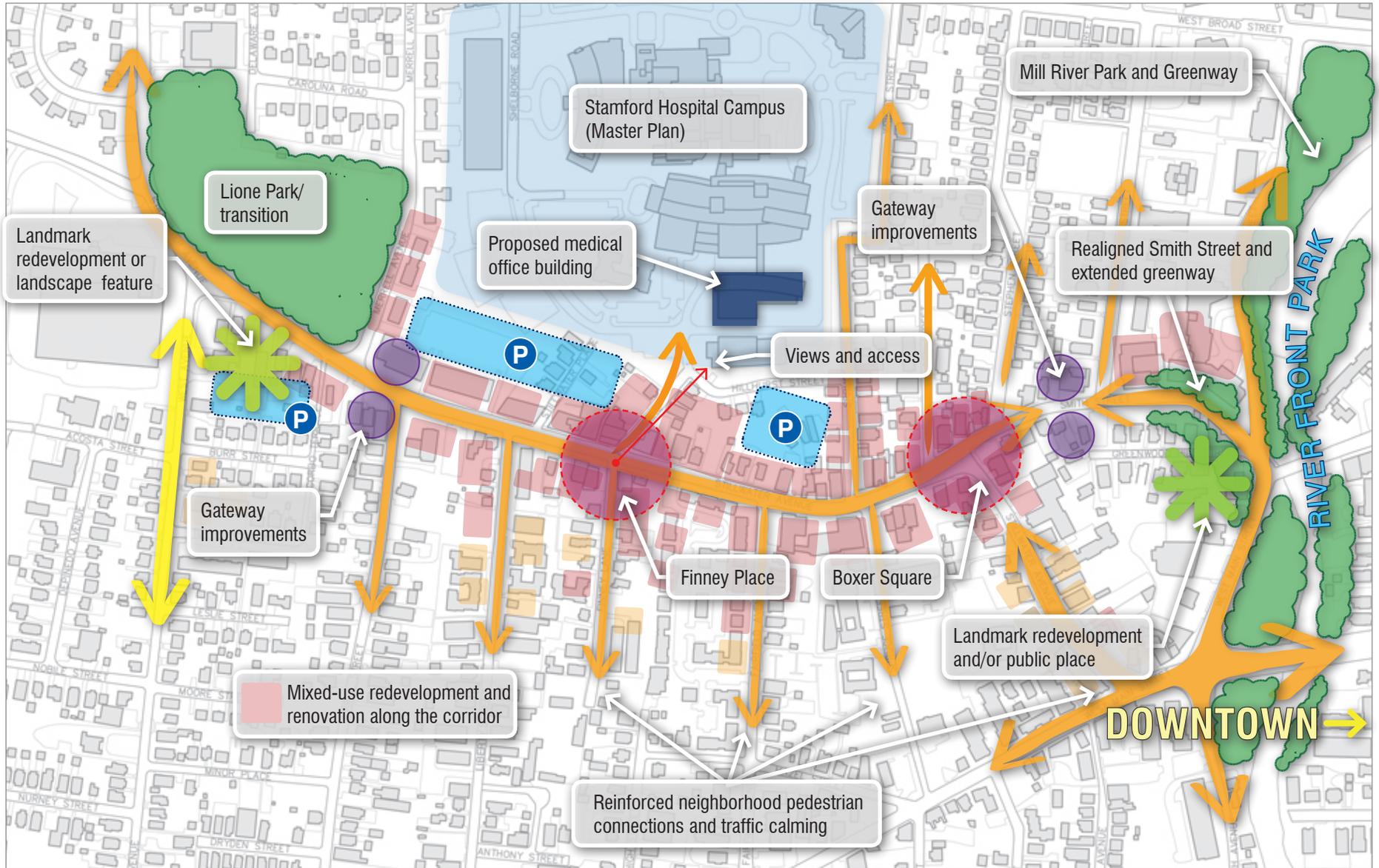
The physical improvement strategy for the Stillwater Avenue Corridor describes methods that will assemble – over time – a series of connected and completed segments defined by distinctive mixtures of rehabilitated buildings and new development. The urban design implications of this overall strategy are represented in the following diagram (Figure 2). The segments will each provide thoroughly revitalized and improved environments reaching from the Downtown to Michael F. Lione Park. Each segment can be characterized as links in a chain: each with its own integrity and character that contribute to the composite strength of the district. As a practical matter, this approach provides flexibility in the organization and phasing of revitalization. By focusing on completing different segments, parallel efforts can be undertaken with the confidence that each accomplishment is helping to complete the larger strategic goals.



*Stamford facade. Source: Newman Architects*



*Source: Cecil Group, Inc.*



Data source: City of Stamford, CT GIS

FIGURE 2: CORRIDOR DIAGRAM

Common threads will be created, in part, by consistent streetscape and circulation improvements along the entire length of the Corridor's streets to make it a safer, more attractive and convenient connector. This strategy includes the implementation of the City of Stamford's traffic calming program as currently planned for the district, with some suggested enhancements and one alteration. As described in the recommendations for Boxer Square, alternatives to the planned rotary at this location are suggested.

Gaps in the building fabric will be filled so that the street edges are lined with buildings and small landscape breaks. All of the Corridor's segments will benefit from an enhanced and significantly expanded housing supply, with a range of unit sizes, types and ownership opportunities distributed throughout the area. The ground floors of many of the buildings will have active retail, restaurant and commercial uses that are "neighborhood oriented", but which create such an attractive and interesting environment that Stillwater Avenue becomes a draw for visitors and patrons from further away.

Parking spaces that are inevitably required to support the business activity and housing along the Corridor will be located to be minimally disruptive and shared, wherever practical. This strategy values the consistent visual character and continuity that is vital to urban residential neighborhoods and business districts. The overall strategy requires the targeted parking lot improvements in the few locations that have adequately-sized lots to provide the needed increments of parking, and are accessible to multiple uses.

The Corridor needs to be punctuated by gateways and distinctive places. This will be accomplished through the expressive configuration of the architecture, landscape architecture, streetscape and civic spaces at key locations.

The eastern gateway will be created through significant redevelopment of sites facing the downtown and marking the transition from the open space corridor and pedestrian connections along and across the Mill River Park and Greenway. Where Smith Street and Stillwater converge as they climb the hillside, Boxer Square will emerge as a civic and neighborhood node, strengthened through re-organized intersec-

tions and open space improvements that are the focus for active retail, restaurant and service businesses. As Stillwater climbs to the west, it will meet a re-organized and improved link to the Stamford Hospital campus at Finney Lane. This is an area where uses can emerge that are related - directly or indirectly - to the Hospital. This strategy will bring the vitality and advantages of reinvestment in the Hospital campus into the neighborhood. In conjunction with street and intersection improvements, redevelopment in this area should be organized to create a pleasant public plaza ("Finney Place") that provides a transition from the neighborhood into the Hospital campus area.

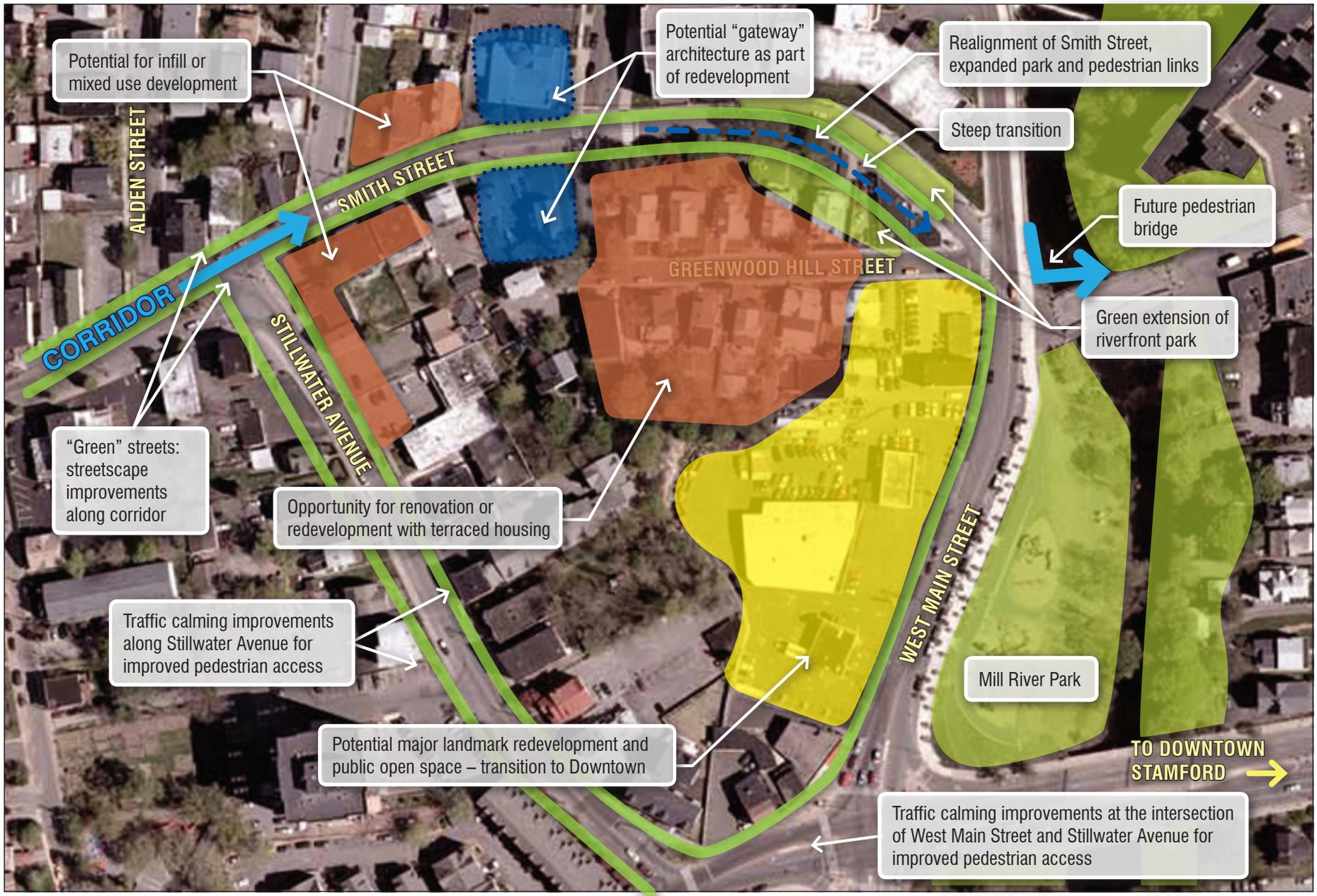
The western transition into to the Corridor as an urban neighborhood is already marked by Michael F. Lione Park. This gateway can be strengthened through the configuration of intersections, streetscape and the architecture of new buildings that may emerge where Stillwater Avenue intersects West Avenue, Merrill Avenue and Virgil Street in the future.

## Sub-area Strategies

The contributing segments are termed "sub-areas" within the Corridor. The vision and implementation strategies for each of the sub-areas are tailored to the specific strengths and urban design opportunities drawn from site conditions and relationships to nearby areas.



*East Gateway/Smith Street area. Source: Newman Architects*



Data source: City of Stamford, CT GIS

FIGURE 3: EAST GATEWAY/SMITH STREET SUB-AREA CONCEPT DIAGRAM

### *East Gateway/Smith Street Sub-area*

The East Gateway considers strategies along the segments of Stillwater and Smith Street that diverge at Main Street and reconvene uphill at Boxer Square. These street segments rise steeply from Main Street at the Mill River edge and are directly linked to the Tresser Boulevard Bridge and Downtown Stamford. The existing development patterns have adapted to the steep slopes, odd-shaped lots and incongruous intersections that evolved over time. The urban design strategy for this sub-area is illustrated in Figure 3.

The implementation strategy for this sub-area recognizes its “gateway” qualities. The fulfillment of the Mill River Park and Greenway plan is creating a generous open space, pedestrian, and bicycle network as an introduction to the Corridor and the West Side neighborhood. The City’s traffic calming improvements at the intersection of West Main Street and Tresser Boulevard should enhance the pedestrian experience and provide landscape improvements in keeping with its role as a transition between the Downtown and the West Side. Sidewalk and streetscape improvements including lighting and street trees should flank Stillwater Avenue as it climbs from this gateway to Boxer Square.



*East Gateway/Smith Street area. Source: Newman Architects*

Realignment of Smith Street can significantly improve the intersection at West Main Street/Mill River Street and extend this parkway quality with improved landscaping and pedestrian links up the hill. This reorganization could improve circulation and access to Stephen Street and Schulyer Street, as well.

The properties along West Main Street include several large parcels that could host significant redevelopment in the future. Because of the prominent location and adjacency to the Downtown, these “gateway” sites could absorb downtown-related uses and densities. A landmark building complex could rise here in the future, complemented with extended public open space mirroring Mill River Park across the street.

Renovation or redevelopment along Smith Street and Greenwood Hill Street will need to adapt to the steep slopes; terraced housing will predominate. However, as Smith Street begins the transition into Boxer Square, larger and flatter sites may be redeveloped in the future; in that event, the architecture of the buildings can help frame the entry into Boxer Square, the next sub-area addressed in this *Implementation Strategy*.

### *Boxer Square Sub-area*

Boxer Square can be transformed into a neighborhood-scaled place that is activated by the storefronts and housing that surrounds it. The urban design strategy for this sub-area is illustrated in Figure 4.

Today, Smith Street and Stillwater Avenue intersect awkwardly – there is an excessive amount of asphalt required to accommodate moving vehicles, and the small landscaped space that is created within the triangular configuration is an isolated island containing the civic sculpture of pugilists in action. Pedestrian crossings are long.

The strategy for this area of the Corridor promotes the reconfiguration of the intersection to simplify traffic movements, shorten pedestrian crossings and create a generous plaza and landscape feature to anchor the small commercial/mixed use cluster around it. Two alternative configurations have been envisioned. Both approaches differ from the initial design concepts provided in the City’s traffic calming study for the intersection, which would result in a small rotary being created.

The alternative approaches must be studied to determine the most appropriate alignments and implications for traffic movement and safety. However, they illustrate approaches that would favor pedestrian movement and civic open space, and reduce the amount of land and pavement devoted to vehicles.

Illustrations have been provided to indicate options that should be considered in the redesign of the Square (Figures 4B and 4C). The first option envisions a “T” intersection being created, with Stillwater Avenue and Smith Street being reconfigured to create a large landscaped island on the south side of Boxer Square. This approach would tend to interrupt and slow traffic moving along Stillwater, and would probably employ three stop signs to interrupt traffic. The other option would continue Stillwater Avenue along a curved alignment, and provide for a “T” intersection by realigning Smith Street. This approach would also allow large pedestrian areas within substantially expanded sidewalk areas and encourage pedestrian movements with improved, shortened crosswalks.

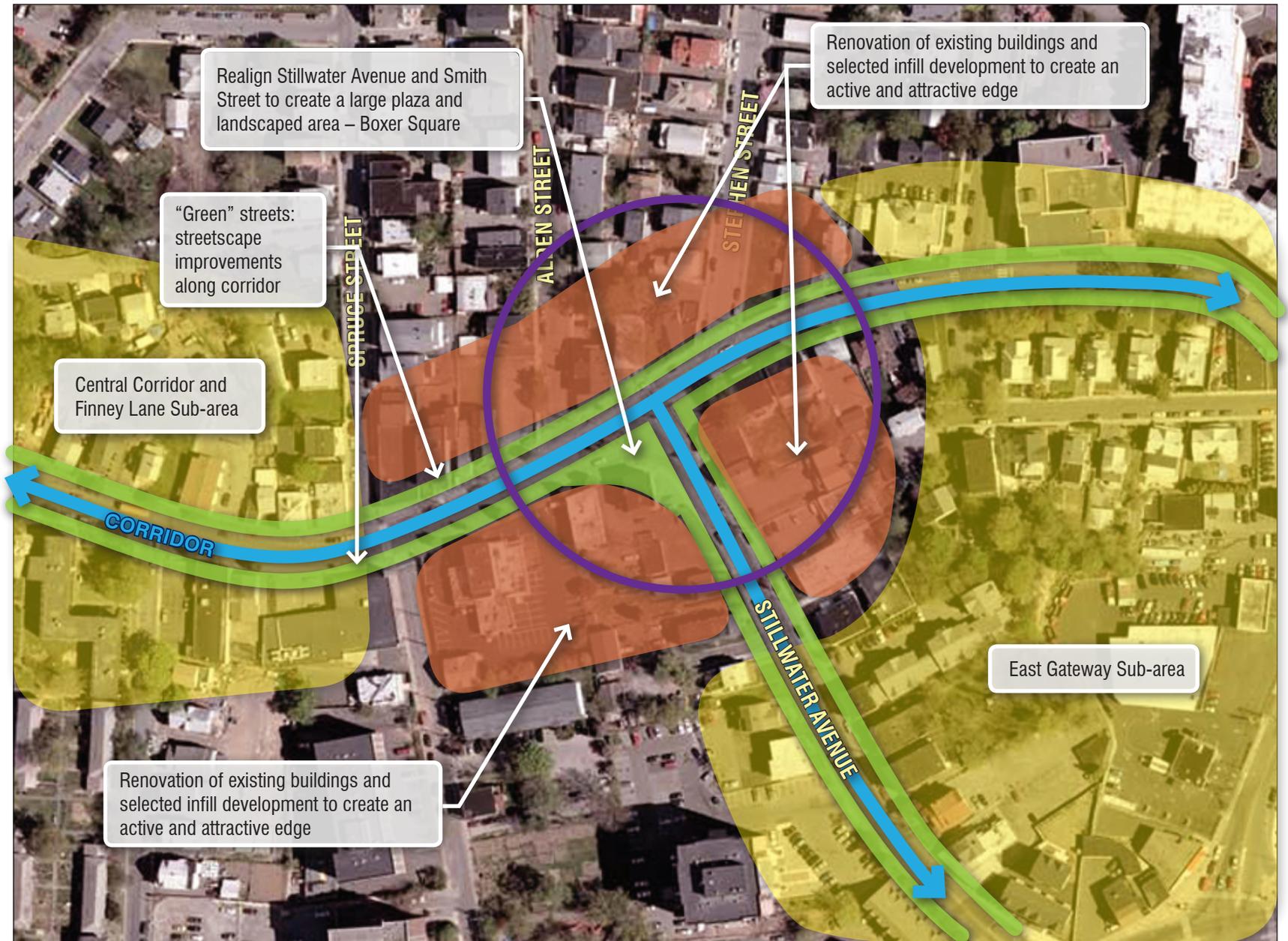
The perimeter buildings and parcels around Boxer Square are relatively small and provide limited opportunities to envision substantial expansion of convenient parking. However, a strategy that promotes substantial improvements in existing buildings and some infill development to replace dilapidated structures would convert this location’s image, character and value. The tools for these types of small-scale, fine-grained improvements are well established and require a cumulative, step-by-step game plan working with individual property owners, business establishments and small scale development projects. The steps must all be taken with a consistent focus that engages virtually all of the properties and edges of Boxer Square in order to be successful.

### Central Corridor and Finney Lane Sub-area

The Central Corridor is bordered on the south by a diverse collection of uses along relatively short blocks defined by a series of intersecting streets that lead into densely developed residential neighborhoods. The streets that define the northern blocks in this area are generally not aligned with the streets serving the southern side. The configurations



Boxer Square. Source: Newman Architects



Data source: City of Stamford, CT GIS

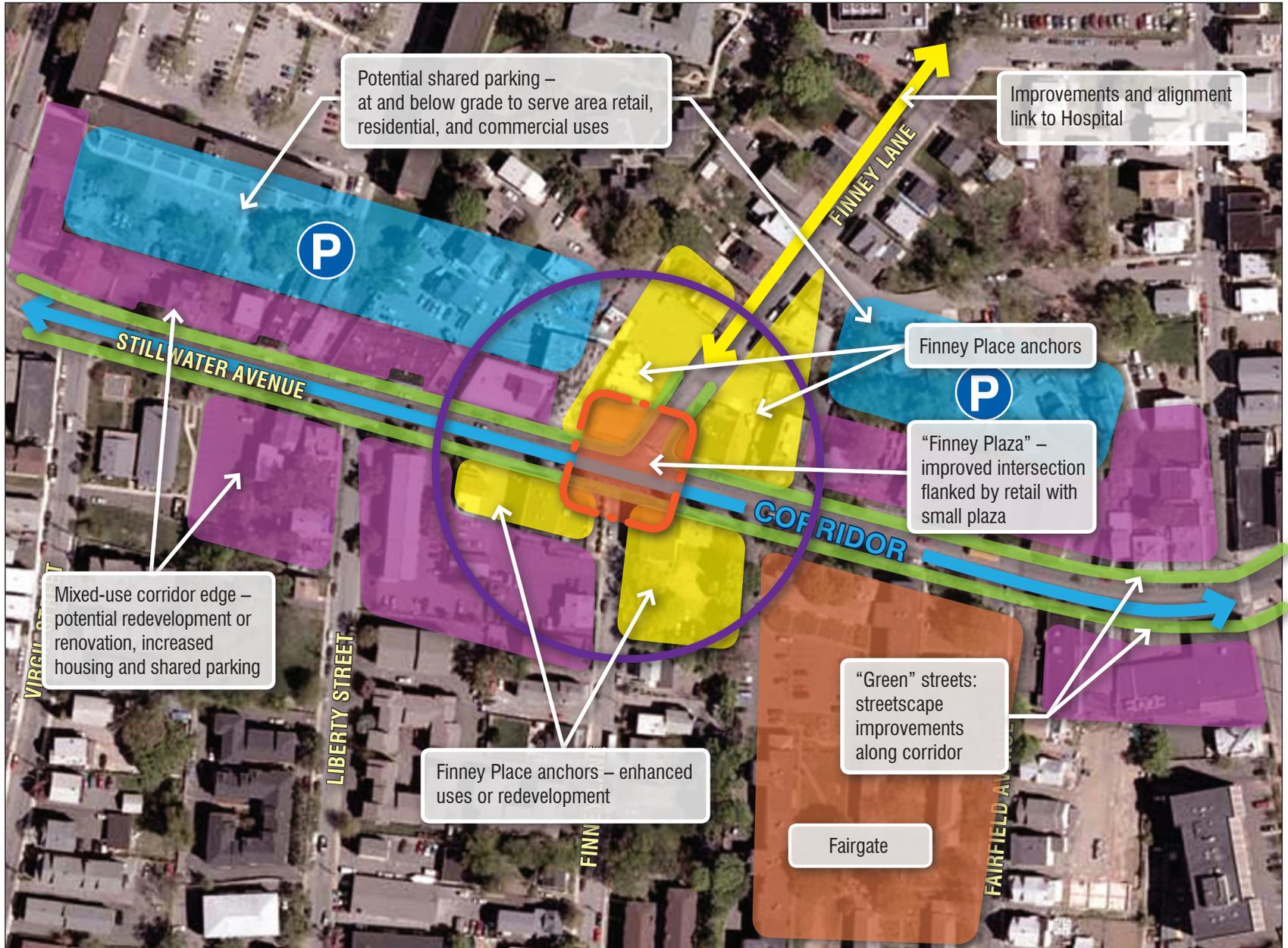
FIGURE 4A: BOXER SQUARE SUB-AREA CONCEPT DIAGRAM



FIGURE 4B: BOXER SQUARE ILLUSTRATIVE ALTERNATIVE 1



FIGURE 4C: BOXER SQUARE ILLUSTRATIVE ALTERNATIVE 2



Data source: City of Stamford, CT GIS

FIGURE 5: CENTRAL CORRIDOR AND FINNEY LANE SUB-AREA CONCEPT DIAGRAM

of blocks and parcels along this northern stretch are highly varied. The Hospital campus and its planned expansion are directly to the north of these blocks. The urban design strategy for this sub-area is shown in Figure 5.

This sub-area is centered around Finney Lane, which connects Stillwater Avenue with the expanding Stamford Hospital campus and planned facilities that can be conveniently accessed from this direction. This connection is an opportunity to support a series of improvements that will leverage the Hospital's investments to enhance the strengths of the neighborhood. As part of the strategy, the alignment of Finney Lane including its intersection with Stillwater Avenue should be examined to optimize its potential role to serve as street frontage for the sites along its edges. Opportunities for redevelopment of the flanking properties should be created through zoning and other measures. Redevelopment could provide a mix of commercial, housing and retail uses that could be either directly or indirectly related to the Hospital. For example, these sites could provide additional space for medical offices, back-of-house administrative space, offices for vendors and suppliers of services, wellness centers, fitness facilities, clinics or many other imaginable uses. Short-term housing for patient's families could be considered, as well as housing for hospital staff. Ground level retail

uses could be designed to be attractive to the hospital population, the neighborhood and visitors. Coordinated re-organization and re-design of the Finney Lane intersection should include a small plaza or public open space to mark the corner and provide a pleasant setting for the uses that surround it, creating a distinct identity – “Finney Place”.

The north side of Stillwater Avenue along the Central Corridor sub-area is most adaptable to moderately scaled mixed use development, most likely composed of ground floor retail and services capped by housing with some commercial uses. The key to unlocking this redevelopment potential will be the assembly of land and the provision of adequate amounts of shared parking in the area behind the Stillwater Avenue frontage and the edges of the Stamford Hospital campus. Parking in this area can be efficiently provided and support all of the surrounding uses, taking advantage of the topography and the depth of the parcels that could be created.

Similar mixed use development and/or renovations of existing buildings could occur where opportunities arise on the south side of Stillwater Avenue. Providing retail, restaurant or commercial space on the ground levels of these buildings should occur wherever it is practical, complementing the same patterns across the street. However, the abil-



Central Corridor area. Source: Newman Architects

ity to provide adequate parking supplies is constrained by the depth of the parcels and the important need to maintain pleasant connections and continuity in the fabric of the neighborhoods to the south. Development patterns should apply strategies that will conceal views of parking from Stillwater Avenue and the side streets to the greatest degree possible; this will tend to constrain the height and scale of redevelopment that will occur.

## West Gateway Sub-area

The West Gateway Sub-area is generally composed of the blocks that flank Stillwater Avenue between West Avenue and Virgil Street on the south side, and the transition created by Michael F. Lione Park and the properties beginning at Merrell Avenue on the north side. The physical planning strategy is illustrated in Figure 6.

The strategy recognizes that this area has special opportunities associated with the composition of key elements. Michael F. Lione Park provides unusual advantages as the “front door” orientation for renovated or significantly expanded housing created through redevelopment. Future redevelopment along Merrell Avenue is already planned to take advantage of this orientation, creating a consistent architectural edge of multi-family housing units framing the open space. The organization of the sites obscures parking lots behind the housing.

This pattern could be repeated and reinforced through similarly-scaled housing developments along the south side of Stillwater facing the park, if there is adequate incentive to spark assembly of parcels and redevelopment of multiple lots. The diagram indicates that such a development pattern should conceal necessary parking behind the street frontage and incorporate a green buffer behind the houses along Burr Street to the south. Alternatively, the existing housing could be a focus for renovation.

The corners of this block hold promise for future mixed use reinvestment. West Avenue is a major connector, linking the I-95 interchanges, West Main Street, the Hospital campus, and West Broad Street. The highly visible site is flanked by the industrial development on the west side of West Avenue, which can be compatible with retail

or commercial redevelopment across the street. These considerations mark this corner as one of the only areas within the Corridor that might be adaptable to relatively large-scale retail or commercial investment in the future, as well as with well-sited residential development that could take advantage of views towards Lione Park. Should the market support such uses, the redevelopment should either include or be compatible with adjacent housing uses and scales along both West and Stillwater Avenues.

The City’s traffic calming strategy for this area recommends the improvement of a traffic circle to distribute traffic at the intersection of Stillwater Avenue and West Avenue. This approach provides an opportunity for landscaping and streetscape improvements that would also mark this location as a gateway into the heart of the Stillwater Avenue Corridor district.



West Gateway area. Source: Newman Architects



Data source: City of Stamford, CT GIS

FIGURE 6: WEST GATEWAY SUB-AREA CONCEPT DIAGRAM

## KEY ACTIONS

In order to fully implement the community's plans and visions for the Stillwater Avenue Corridor, many coordinated actions must be undertaken. A detailed matrix of actions has been compiled and correlated with the roles and responsibilities associated with each one. Drawn from this comprehensive list, the following observations underline critical actions within this framework that will unlock the Corridor's potential.

- Zoning – The significant reinvestment required within the Corridor is constrained by the existing zoning framework. Zoning needs to be redefined in a manner that will provide incentives to re-organize and assemble parcels of land to absorb desirable mixed use and housing development that will enhance the range and improve the quality of the Corridor as a place to live, work, shop and visit. This strategy recommends the creation of a Village Commercial District for the Corridor, modeled on similar districts recently created by the City, but modified to promote the types of uses and economic feasibility factors specific to this area.
- Parking – In order to create an urban neighborhood with the mix and density of uses envisioned by the community, innovative solutions must be found to provide an adequate supply of appropriately located parking spaces. The district has a limited number of locations that could absorb the amount and types of parking spaces required, without damaging the continuous fabric of buildings and uses that should line Stillwater Avenue and the connecting side streets. The most promising locations are along the seam of land that lies between Stillwater Avenue Corridor and Stamford Hospital. Innovative funding, financing, and development measures must be applied to create shared reservoirs of parking in a few key locations. Public financing or funding mechanisms are almost certainly going to be required to bring down the cost of the parking lots. Otherwise, the parking costs will block feasible redevelopment for neighboring properties and spaces will not be available to fully support the vital, successful retail and commercial component of revitalization.
- Funding for Renovation – Some of the existing properties can and should be renovated in a manner that will enhance businesses, improve housing quality, and contribute to the overall appearance and value of the district as a place to shop, work, live and visit. Market forces are unlikely to be sufficient to adequately incent and reward reinvestment in the short term. As a result, a pool of resources must be identified, assembled and applied in a coordinated manner over a relatively short period of time to clusters of buildings that will remain as part of the fabric of the district. As part of this process, the stewards of the Corridor should review the historic status and consider the potential eligibility of some properties for designation, historic tax credits or other funding. If these incentives are judged to be available and appropriate, then the City should advance necessary steps to expand and encourage their use.
- Street and Streetscape Improvements – This strategy supports the implementation of the City's traffic calming and streetscape program. In addition, focused studies need to be undertaken to explore alternative approaches in three areas where street alignment could contribute substantially to the quality of the district and support advantageous redevelopment of adjacent properties: the alignment of Finney Lane, the intersection and open space design at Boxer Square, and the alignment of lower Smith Street.
- Balanced Reinvestment – The revitalization of the Stillwater Avenue Corridor must be advanced through parallel reinvestments of varied types. The strength of the Corridor will be enhancing the diversity that distinguishes it. This includes a diversity of housing types, pricing and rental/ownership options. Market-rate investments must be attracted to the area at the same time that the affordable housing inventory is being expanded. Market-rate expansion and location of commercial, retail and services businesses must be attracted at the same time that subsidized space is being organized to assist new and small businesses.
- Business Support - This *Implementation Strategy* recognizes that the Corridor is – and should be – an incubator for local businesses. Physical improvements to the area will help shift the ap-

pearance and attractiveness as a setting for these businesses, but this must be accompanied with focused programs to support the businesses and help “grow” those that can thrive here.

- Support for the Civic Life of the Neighborhood – The physical fabric of the neighborhood must be supported by a healthy civic life. Continuous attention and improvements in public safety, code enforcement and other measures allow a healthy civic life to grow. Concerted efforts to bring events and special amenities like a farmers’ market will certainly be important.
- Phased Development Process – The Corridor will be revitalized through multiple developments and a series of reinvestment strategies as part of a long term continuous effort. The revitalization of the Stillwater Avenue Corridor will not be achieved through a small number of isolated large scale development projects, rather it will be accomplished through strategies that provide multiple phases of community scale revitalization programs and address the needs throughout the entire neighborhood. The sub-areas described in the preceding portions of this report are conceived as separable phases. These could be undertaken in sequence, or in parallel. Decisions regarding the timing for each segment of the Corridor will be dependent upon market forces, the availability of public resources, and the coordinated decisions of the community leadership and stakeholders.

## KEY ROLES AND RESPONSIBILITIES

The implementation of the community vision for the Corridor will not occur without continued and highly coordinated stewardship provided by the stakeholders in the future. Several of the key roles and responsibilities underlined in this document include:

- Community Engagement – This strategy recognizes that the future of the Corridor is directly linked to the growing economic and cultural diversity and the success of the residents and businesses along Stillwater Avenue and in the surrounding neighborhoods. As a result, community engagement must be



Central Corridor area. Source: Newman Architects

integral to all of the strategies employed.

- West Side NRZ - The NRZ will play a fundamental role as the long-term steward of the Corridor’s future by maintaining a balanced focus on the full range of economic and real estate development initiatives, transportation and circulation improvements, and the social and civic programs that must be orchestrated. This may require dedicated staffing and an organization structure with adequate resources to maintain the level of consistent focus required. As part of this role, the NRZ would likely need to adopt functions and responsibilities typically associated with a Business Improvement District (BID). Alternatively, a separate BID might be established, as described below.
- Stillwater Avenue Corridor BID – If the NRZ does not absorb certain stewardship responsibilities associated with the business environment along the Corridor, then a special Business Im-

provement District (BID) might be created and empowered. A BID is enabled through state legislation and typically focus upon business support services such as marketing, parking operations, administration of façade improvement programs or other support funding, and special events. With appropriate approvals, a BID can derive revenues through assessments on properties that are within a designated district.

- Charter Oak Communities – Charter Oak Communities is uniquely situated as an engaged development sponsor that can provide diverse housing choices in a mixed use setting in key locations along the Corridor.
- Stakeholders – The collection of stakeholders who have helped guide this strategy will all play roles in specific aspects of this implementation strategy. As a group, they should convene on a periodic basis to consider progress and actively refine this strategy by adapting it to new opportunities and challenges.
- Hospital Engagement and Participation - Stamford Hospital can play a critical role in creating beneficial edges and connec-

tions to the neighborhood. The Hospital should particularly focus upon opportunities associated with the Finney Lane area and the strategies for circulation, redevelopment and for shared parking that will be aligned along the edges of their campus as envisioned in this document.

- Management and Coordination – The segmented approach contained in this *Implementation Strategy* allows for establishing different methods for advancing and coordinating portions of the Corridor’s revitalization. Key roles and responsibilities need to be assigned for several initiatives, including the renovation concept for Boxer Square, the funding and implementation of building renovation programs, and an initiative to implement the funding, financing and operation of shared parking lots in key areas of the Corridor.



Michael F. Lione Park. Source: Newman Architects

# 2

## BACKGROUND AND PRECEDENTS

### COMPILED PLANS: REFERENCES AND RESOURCES

The initial efforts associated with assembling this *Implementation Strategy* compiled and reviewed the planning precedents which are the foundations for the specific concepts contained in this report. This effort was undertaken by Newman Architects and culminated in the document *West Side Planning Studies Compilation Report* (July 2009). This document serves as a companion to the *Implementation Strategy*. It recapitulates the aspirations of the community and assembles helpful reference information drawn from several key sources:

- *The West Side Story: West Vision Action Strategy* (2000), compiled by the Mutual Housing Association of Southeast Connecticut, the West Side Action Movement and the City of Stamford.
- *City of Stamford Master Plan* (2002), which can be obtained at [www.cityofstamford.com](http://www.cityofstamford.com).
- *Stamford Traffic Calming Study* (City of Stamford), which can be obtained at [www.trafficcalmingstudy.com](http://www.trafficcalmingstudy.com).
- *Stamford West Side Neighborhood Plan* (West Side Neighborhood Revitalization Zone), which can be obtained at [www.stamfordpartnership.com](http://www.stamfordpartnership.com). Associated documents included the *Stamford West Side Neighborhood Healthy Neighborhoods Assessment 2007* and *Findings and Strategy for the West Side Retail Corridors 2007*.

A concise statement of the underlying aspirations of the community is contained in the *West Side Planning Studies Compilation Report* and bears repeating here:

“The West Side takes pride in itself as a distinctive, safe and attractive neighborhood which welcomes a diverse

mix of residents, workers, employers, shoppers and visitors. The West Side is well-connected to the adjacent downtown and its resources, yet retains its neighborhood scale and sense of community. West Siders work together to maintain the neighborhood’s quality of life.”

(Excerpt from the *Stamford West Side Neighborhood Healthy Neighborhoods Assessment*)

### DATA: NEIGHBORHOOD PORTRAIT

The planning analyses described in the *West Side Planning Studies Compilation Report* provided most of the background information for this report. To supplement that information, the planning team undertook reviews and evaluations of selected topics and a more narrow geographic focus. The following observations help fill in the portrait of the neighborhood areas that are most closely linked to the Stillwater Avenue Corridor.

#### Demographic Portrait

A useful source for demographic information that is readily available is the 2000 U.S. Census Report. The Stillwater Avenue Corridor and most of the adjacent areas are compiled within two Census tracts, Tract 214 and Tract 215. These tracts generally extend between West Broad Street and Palmers Hill Road to the north and I-95 to the south. The demographic information provides a basis for understanding characteristics of the population as it was measured at that time. It also provides a basis for comparative observations relative to the larger context of the City of Stamford and Fairfield County in terms of population, age, ethnicity, household characteristics, income, and education and work proximity.

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*Figure 11A: Case Studies and Comparison – Norwalk, CT*

*Figure 11B: Case Studies and Comparison – Hartford, CT*

The planning team also reviewed and updated demographic estimates current through August 2009. These were provided through Claritas, Inc. The information provided through Claritas uses a proprietary database and methodologies that estimate current demographics relative to previous U.S. Census data. The Claritas information is assembled within concentric circles around a designated location. For the purposes of this evaluation, the database was queried for areas centered near the middle of the Corridor, approximately at the intersection of Stillwater Avenue and Liberty Street. Data within an area defined by a ½-mile radius encompasses an area roughly similar to those of Census Tracts 214 and 215. Data within both a ¼-mile radius and a 1-mile radius were also assembled, to provide further insights about the distribution of demographic characteristics.

The U.S. Census data indicate that the neighborhood population grew substantially in the decade between 1990 and 2000 (about 14% within the ½-mile radius). However, the Claritas analysis suggests that the population then stabilized considerably after that period; population growth through 2009 was estimated at less than 1% within the same area. Similarly, the number of households in the area grew significantly in the decade before 2000, but appears to have stabilized since. The Claritas data provides other suggestions of stability: it estimates that the average household currently stays in the same housing unit for 7 years. Although the upcoming 2010 Census will provide an extremely useful tool to gauge changes and trends over the past decade, it appears likely that the demographic profile today may be very similar to the neighborhood as it existed ten years ago.

The Census data suggested some important characteristics of the people who lived near the Stillwater Avenue Corridor which are likely to remain largely valid today, in view of the Claritas estimates. On the average, there were more individuals in each housing unit than in the City and region. The population was ethnically more diverse; nearly half of the population was foreign-born and was composed of a much larger proportion of minorities than within the City or County. About three-quarters of the households live in rented housing. The age distribution indicated a relatively young and working population. Almost all of the workers were employed relatively close to the neighborhood - the jobs for over 90% of those employed appear to be less than 45

minutes from home. The neighborhood work force was not typically as highly educated as the work force in the rest of the City and County, and had a relatively lower average income. However, the distribution of incomes reported to the U.S. Census indicated that income varied considerably. While about 10% of the households had very low incomes, about 25% of the neighborhood household incomes within the two Census Tracts were classified within income levels that were near or above the median incomes for Stamford and for Fairfield County.

This income diversity appears to be confirmed by the Claritas estimates, which show similar income distribution patterns within areas close to the center of the Stillwater Avenue Corridor (within ¼ mile). However, as the area being examined grows, the proportion of higher incomes rises dramatically.

## Parcel Analysis using Geographic Information Systems and City Assessor's Data

Stamford has assembled a very useful planning tool that can translate City Assessor's data onto maps using Geographic Information System (G.I.S.) software. The planning team used this method to investigate a variety of land use characteristics, employing 2009 City Assessor's data.

The parcel-based analysis seeks to identify patterns. G.I.S. studies are particularly useful in mapping information about residential uses in the neighborhood because of the information that is encoded within Stamford's assessment data. The method provides ways to consider the distribution of housing types, lot sizes, property sales data, rental and owner occupancy, and other patterns.

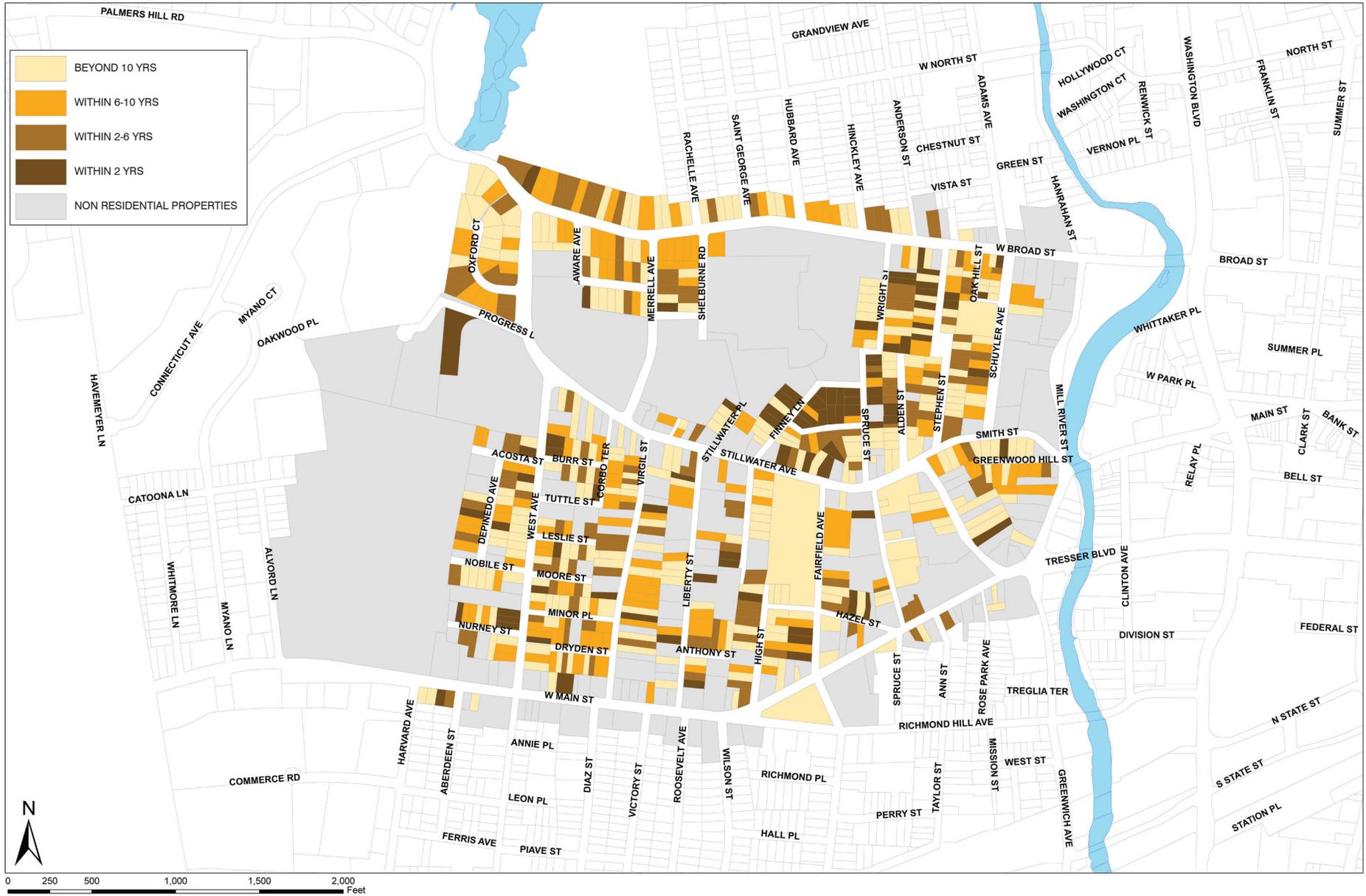
However, not all of the information is current and there are inconsistencies in computer coding that result in some inaccurate mapping. The data was reviewed and corrected where inconsistencies or errors were evident. Although some inaccuracies likely remain, the overall patterns which emerged through this process suggest several useful insights about the land use character of the neighborhood.

Several interesting outcomes of this evaluation method are depicted in this section.



Data source: City of Stamford, CT GIS

FIGURE 7: HOUSING TYPE MAP



Data source: City of Stamford, CT GIS

FIGURE 8: SALES OF RESIDENTIAL PROPERTIES



Data source: City of Stamford, CT GIS

FIGURE 9: RESIDENTIAL OCCUPANCY PATTERNS

Housing types are investigated in Figure 7. The Assessor's data distinguishes among condominiums, other multi-family housing, two- and three-family homes, and single family houses. When the housing types are mapped onto land parcels, a highly varied "checkerboard" pattern emerges. From a planning perspective, the evaluation suggests that new housing could be composed of various forms and types, rather than being restricted by predominate existing patterns. There are very few consistent street segments lined by the same type of housing, with two notable exceptions. The single houses along the northern end of Stillwater Avenue and West Broad Street signal transitions to predominately single-family neighborhoods. Alden and Stephen Streets are largely lined by two- and three-family homes.

The Assessor's data includes the sales history of land parcels. This information can be categorized and mapped. The sales information data for residential properties is shown in Figure 8. The most recent available information on date of sale was sorted into four time periods: within two years, between 2 and 6 years, between 6 and 10 years, and before 10 years. It should be noted that condominium sales are not included in this data. Once again, a "checkerboard" pattern emerged. There are no major concentrations of sales in any area or within a recent time frame, with one exception. Properties have been purchased in conjunction with the planned expansion of the Stamford Hospital campus along Finney Court and Hillhurst Street.

The results suggest that residential property ownership in the neighborhood has been relatively stable during a period when residential property values have been rising generally and dramatically. In view of the high percentage of rental units in the neighborhood, this further suggests that the revenues being derived from many of these properties have outweighed incentives to sell residential land and buildings to date.

The Assessor's data lists both the address of housing properties and the address to which the tax bill is sent. Where these addresses are different, it is reasonable to assume that the owner is not an occupant of the property being taxed. Using this reasoning, the likely pattern of owner occupancy and rental occupancy can be charted (Figure 9). The results suggest that owner occupancy is scattered throughout the neighborhood, rather than being concentrated along certain streets.

As decisions are made regarding reinvestment in the neighborhood, the pattern of owner and rental occupancy might be taken into account. From some points of view, a greater proportion of owner occupancy contributes to the social and economic stability of urban neighborhoods.

## MARKET OBSERVATIONS

The market observations associated with this *Implementation Strategy* have been drawn from previous studies (particularly the *Findings and Strategy for the West Side Retail Corridors*, prepared by Harrall-Michalowski Associates and MJB Consultants, 2007) and consulting advice provided by Ninigret Partners (Kevin Hively) as part of this planning process. These observations were further informed by reviews of demographic information and the discussions among the stakeholders participating in meetings.

### Housing

Planning preferences for the future housing stock along Stillwater Avenue reflect the goal of establishing and maintaining a diverse neighborhood with representation of many different income levels and types of households. In view of the existing mix within the neighborhood, this implies that new and renovated housing should not be focused narrowly within any market segment or household type. In view of the total additional supply of housing that could reasonably be provided within the Action Area, the housing strategy will need to provide good quality choices that could include all or most of the following market segments: family housing, senior housing, multi-family units for one or more occupants, and employee housing for area institutions and businesses. Choices should include a balance of ownership and rental units. The existing densities and building stock and the densities required to feasibly develop new housing will limit the amount of single family or two-family units along the Corridor. These lower-density housing types are well represented in the housing stock along the connecting streets. Instead, the housing stock along the Corridor is envisioned as providing higher density building types ranging from townhouse configurations to typical multi-floor, multi-family arrangements.

As described in the following segments of this report, the number of net new housing units that may emerge along the Corridor is effec-

tively limited by the land resources and parcels that might reasonably be available over time, so that the market demand for various housing types will be distributed among many segments. In this regard, implementation of the housing development strategy is not likely to be significantly dependent upon absorption rates, because each segment will be relatively small in comparison to the local and regional supply of units. Instead, the housing development strategy relies on the ability to feasibly develop housing units that will appeal to targeted market segments for each project.

In this regard, there are distinct advantages associated with attracting and advancing redevelopment and new development on parallel timing tracks for products catering to different market segments. This observation is based on the perceptions of renters and buyers who will be far more attracted to housing in a mixed use environment that is comprehensively planned and with a focus on ongoing investment - rather than moving into housing in the midst of a slower, uncertain and incremental process.

## Retail and Commercial Uses

The market for retail and commercial uses is unusual along the Corridor and needs to be understood in a different context from more typical neighborhood commercial districts found in other small cities and towns. The circumstances along the Stillwater Avenue Corridor are expressed concisely by HMA and MJB Consultants in their 2007 report, where they observe:

“...the study area is characterized primarily by small, independently-owned businesses catering to the West Side’s large number of low-income, minority/immigrant households.

“Specifically, they appear to be servicing its fast-growing Latin American population (i.e. Guatemalan, Peruvian, Columbian, Mexican, etc.) as well as the stable black contingent (i.e. Haitian, Jamaican, African-American). Most of these merchants specialize in conveniences or fast food, with many falling within the special sub-category of “supra-convenience”, that is, providing goods or services that one purchases within a very short radius of his/her home (e.g. bodegas, laundries, etc.)

“Partly this is because many of the storefronts lack on-site parking needed to attract consumers from beyond walking distances. But even with such limited trade areas, existing businesses appear to be registering high sales volumes and able to sustain higher rents than one might expect for this neighborhood.”

*(Source: Findings and Strategy for the West Side Retail Corridors, prepared by Harrall-Michalowski Associates and MJB Consultants, 2007, Page 3)*

These observations are entirely consistent with the informal reviews and discussions undertaken as part of the research effort for this *Implementation Strategy*. Additional considerations may help explain the earlier study’s findings:

- Under-reported income and population – The neighborhood may provide a better retail and commercial business environment than might be predicted using standard data sources. Disposable income may exceed data-based projections if income is unreported. This can occur if there is substantial cash-based compensation. The population density data may also underestimate the number of residents within the area. Wage earners in the neighborhood population that are relatively transient may be difficult to accurately count. Some combination of these factors is likely to be in effect in the West Side and along the Stillwater Avenue Corridor. These factors can create higher sales volumes than might normally be predicted and result in higher retail and commercial rents than might be expected.
- Discrepancy between the appearance of business premises and business performance – The appearance of many of the business establishments may not be an appropriate indicator of the health of that business. This can be due to two related factors. Because the shops and services cater to a “captive audience” of patrons within easy walking distance, they are not strongly incented to provide an attractive appearance appealing to visitors and those passing by. In addition, the property owners who rent retail and commercial space are in a strong market position. There is strong market demand for rental space that does not require competitive improvements in the properties.

These observations suggest that there is a strong business climate for neighborhood-serving shops and services along the Stillwater Avenue Corridor, despite standard data sources and appearances. This climate may persist, as long as the underlying demographic characteristics are not dramatically changed.

Furthermore, this market climate can be significantly augmented by advancing other complementary strategies.

Locally supported businesses will benefit from purchases by additional residents along the Stillwater Avenue Corridor who have disposable income and who are attracted to a pedestrian-oriented and diverse neighborhood environment. Ninigret Partners has pointed out that the purchasing power within the district will increase by approximately 9% due to the new housing that has already been planned for the neighborhood. This evaluation was based on a 2008 US Consumer Expenditure Survey and was presented by Ninigret Partners to the Steering Committee. The vision for the future of the Corridor would bring even more new residents into the neighborhood, benefitting the retail environment further.

The improved appearance of the Stillwater Avenue Corridor and improved retail and commercial space should help attract new residents and patrons of the district's businesses, augmenting the existing patronage. Adequate and convenient parking spaces will be needed for visiting patrons of businesses, augmenting the market created by the neighborhood patrons who walk to business establishments. Nevertheless, unmet "outside" demand does not appear to be adequate to support a significant expansion of retail space independent of neighborhood patronage. Reviews of relevant data for the market areas surrounding Stillwater Avenue affirm that the retail and commercial future must build on the existing strengths and the distinctive character of the neighborhood.

In summary, the prospect is positive. Retail and commercial uses should be able to contribute as strong and economically healthy components of the Stillwater Avenue Corridor.

## PROGRAM: USES AND THE FUTURE

Revitalization will be realized, in part, through the mix and amounts of different uses that are located within the Stillwater Avenue Corridor. Some of these uses will be accommodated within new buildings and on redeveloped sites. The new uses must be complemented by existing uses and buildings that will remain and also contribute to that future. The complete mix and amount of uses is called the "program".

A prospective future program of use has been prepared and forms an important background for many of the recommendations contained in this document. The program provides a basis for considering the type and amount of reinvestment that may need to be attracted to the area. It also provides the basis for zoning and regulatory recommendations.

The program has been assembled using several sources and studies, including:

- Planning framework - Planning goals expressed in the preceding studies and plans documented in the *West Side Planning Studies Compilation Report*
- Existing conditions data – Information provided through the City Assessor's office and the City's database defining site areas and the amount and mix of various existing uses
- Stakeholder input - Discussions with the Steering Committee formed to provide input into this *Implementation Strategy*
- Prototype studies - Site planning and architectural prototype studies to consider the possible scale and type of mixed use development that could be provided along the corridor and be consistent with the urban design goals for the area (Note: These studies are presented in the next section of this report.)
- Market overview - The review of market conditions described above
- Feasibility model – A district-wide economic feasibility model to evaluate the potential feasibility of the market components.

The use program is shown in Figure 10 as a series of tables.

## STILLWATER AVENUE CORRIDOR BUILDING PROGRAM: FLOOR AREA (GROSS SQUARE FEET)

	RESIDENTIAL			COMMERCIAL/OTHER				TOTALS
	Apartments	Townhouses	Total	Retail	Office/Other Commercial	Institution	Total	
TOTAL EXISTING BUILDING AREA <sup>1, 2</sup>	396,000	223,000	618,000	124,000	175,000	56,000	356,000	974,000
APPROXIMATE BUILDING AREA TO REMAIN	258,000	145,000	403,000	21,000	139,000	56,000	215,000	618,000
ESTIMATED PROSPECTIVE NEW USES	358,000	358,000	716,000	163,000	54,000	0	217,000	933,000
TOTAL ESTIMATED NEW BUILDING AREA	615,000	503,000	1,118,000	184,000	193,000	56,000	432,000	1,551,000
NET ESTIMATED FUTURE NEW BUILDING AREA <sup>3</sup>	220,000	280,000	500,000	59,000	17,000	0	77,000	576,000

<sup>1</sup> Information from City of Stamford G.I.S. database and The Cecil Group analysis

<sup>2</sup> Existing floor areas rounded to the nearest 1,000 GSF

<sup>3</sup> Net Futures New Building Area takes into account the replacement of existing building area with new structures

## OFF-STREET PARKING PROGRAM<sup>1</sup>

ESTIMATED NEW RESIDENTIAL PARKING <sup>2</sup>	PARKING SPACES
APARTMENTS	229
TOWNHOUSES	229
<b>SUBTOTAL</b>	<b>508</b>
ESTIMATED RETAIL AND COMMERCIAL PARKING	PARKING SPACES
RETAIL PARKING <sup>3</sup>	304
OFFICE/COMMERCIAL PARKING <sup>4</sup>	135
<b>SUBTOTAL</b>	<b>439</b>
ESTIMATED EXISTING PARKING TO REMAIN	
<b>SUBTOTAL</b>	<b>1,125</b>
<b>TOTAL ESTIMATED PARKING SUPPLY</b>	<b>2,068</b>

1. Projects are predominately mixed use and allow shared parking options

2. Residential parking proposed at 1 per unit

3. Retail parking proposed at 2 per 1,000 sf

4. Commercial parking proposed at 2.5 per 1,000 sf

## DIMENSIONAL AND DENSITY ASSUMPTIONS

	EXISTING BUILDINGS			FUTURE BUILDINGS				
	Residential Average	Commercial/ Retail Average	All Uses	Apartments	Townhouses	Retail	Commercial	Maximum
HEIGHT <sup>1</sup>	2.26	1.83	2.12	5.0	4.0	1.0	5.0	5 <sup>2</sup>
FLOOR AREA RATIO (FAR)	0.61	0.81	0.65	1.2	0.7	1.0	1.5	1.5 <sup>3</sup>

<sup>1</sup> Height in building stories

<sup>2</sup> Maximum height of 68' for commercial building

<sup>3</sup> Estimated average FAR of 0.63 or future mixed use development

FIGURE 10: BUILDING PROGRAM SCENARIO

The program describes an increased amount and density of use along the Stillwater Avenue Corridor. It estimates the total amount of new development that might occur, the amount of existing development that would remain, and the off-street parking supply that could reasonably be provided within existing and redeveloped sites.

There are very few vacant sites along the Stillwater Avenue Corridor. Redevelopment that expands the amount and range of uses along the Corridor will require assembling some larger parcels and replacing existing development with new buildings and site improvements. This has been taken into account in the calculations. New development does not necessarily mean the relocation of existing uses or tenants out of the area, however. The new development can also serve to expand the quantity and quality of housing, retail and commercial space for the residents and businesses of the area.

The program suggests a possible distribution of new housing among multi-family buildings and townhouses; moderate densities greater than 1-, 2-, or 3-family housing is appropriate along the Corridor because of the site configuration and the desire to provide a significant amount of retail and commercial space along the ground levels of buildings.

The program does not distinguish among the rental or ownership units, nor does it specify market cost or affordability targets. However, the planning vision for the Stillwater Avenue Corridor calls for a distribution of housing types and pricing that will strengthen and maintain the district as a balanced and diverse community offering multiple choices.

The tables suggest possible off-street parking spaces that could reasonably be provided in concert with the existing and new development. The quantity of parking is relatively low compared to suburban neighborhoods or areas with limited transit access. The quantity of parking will be limited by the size and configuration of the sites and the high cost of structured parking relative to land values along the Corridor.

The practical restrictions on providing large quantities of parking while meeting other urban design and development goals signals the essential need to provide for shared parking that can serve multiple uses. Shared parking can be arranged within a single site, or among multiple sites. So, for example, a mixed use complex can allow resi-

dents and visitors to use spaces in the evenings and weekends that are also available for business patrons during the day. Shared parking can also be arranged through agreements between various owners and parcels, increasing the efficient use of land and parking spaces.

Other parking strategies are also needed to allow these relatively low parking ratios to be employed. By considering the specific proposed use, the City should reduce on-site parking requirements where it is practical. These observations also lead to a strategy to maintain on-street parking to serve neighborhood uses and businesses.

The tables provide information about the density of development that exists today and could occur in the future. These density measures consider the total amount of building area relative to the available site areas. The building height assumptions are based on the prototype studies described in the next section of the report. The resulting Floor Area Ratio (F.A.R.) is useful as a planning measure that is related to the zoning and urban design guidelines that are needed to shape appropriate future development.

As a final note, these tables should not be interpreted as precise targets or conclusions. Rather, they represent a reasonable estimate of existing conditions and the potential for redevelopment.

## OTHER PLACES AND PRECEDENTS

As part of this planning process, the consultant team provided information about other communities that have undertaken substantial corridor and neighborhood revitalization. This approach provided useful comparisons and ideas about the tools that have proven to be effective and which might be applied to the circumstances in Stamford's West Side.

Many models are available nationally, but the focus of this review was on neighborhoods and districts in Connecticut that can be readily visited. Two relevant case studies were the subsequent focus of discussion and have proved helpful in considering various methods for revitalization.

Norwalk's SoNo District has been substantially revitalized as a mixed use district with major reinvestment in retail, restaurant, and com-

mercial uses integrated within an increasingly residential district. Centered along Washington Street and Main Street, the district combines renovation of historic buildings and mills with substantial quantities of new structures.

The Redevelopment Agency prepared and the City approved urban renewal plans and zoning that enabled the assembly of key parcels and the promotion of new mixed use development in a number of locations; this process is still underway and has proceeded into the neighboring Reed Putnam redevelopment area. Stewardship of the area's revitalization has been provided through the concerted efforts of the Norwalk Redevelopment Agency over a thirty-year time span.

Among the early actions was the creation of a public parking facility behind the Washington Street building frontage that provides a shared resource for businesses and residences in the redeveloping area. Subsequently, a new parking structure has been created to serve a variety of housing, commercial and institutional uses near the Norwalk Maritime Aquarium using a combination of pre-leasing and financing supported by revenues for fee-based daily parking. The parking facility was jointly developed by the City and a developer (Maritime Place LLC) in conjunction with adjacent development and to support the destination uses in the Norwalk Maritime Aquarium that draw 500,000 visitors per year. This facility has been critically important in extending the urban fabric along the waterfront and supporting new building construction.

Part of the area's success has been the ability to attract retail, restaurant and entertainment patrons from areas well outside the surrounding neighborhood. As an increasingly attractive district with major streetscape and buildings subject to design reviews, SoNo has been able to draw in expenditures from the relatively affluent Fairfield County population to augment the district's role as a community service and retail center.

Aspects of the SoNo experience may be directly applicable to the Stillwater Avenue Corridor challenges, while other aspects may not. In particular, the density and diversity of the West Side population support a relatively strong retail and commercial district, which was not the case in Norwalk when the revitalization began. In Stamford, the ability

to attract patrons from outside the area is diminished because of the amount and convenient proximity of other competing retail and commercial districts to these market segments.

The Park Street/Broad Street revitalization district in Hartford became the second relevant case study for consideration. Serious deteriorated residential neighborhoods were centered on these streets, which were locations with major disinvestment and persistent social and public safety problems. The neighborhood included a substantial Latino population, with neighborhood business and services occupying much of the available street frontage along the commercial streets.

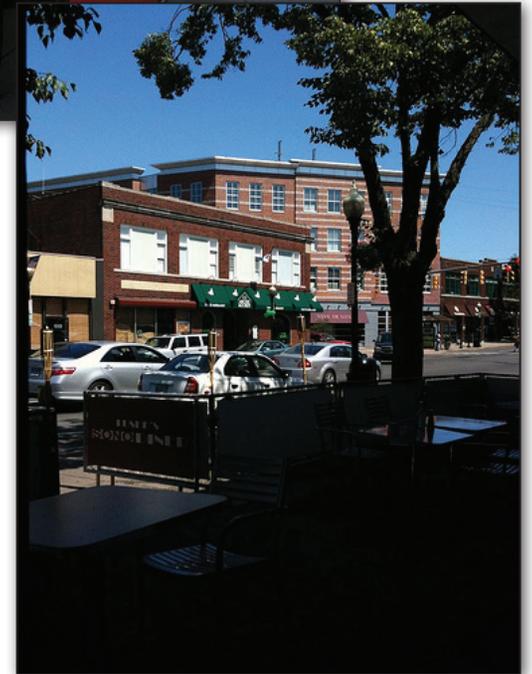
The revitalization is being accomplished by a broad coalition of stakeholders. Principal among these have been:

- Spanish American Merchants Association (SAMA) – This is a large and influential business group. Among other programs that have been helpful was a \$3.5 million loan fund created for small businesses, and other business support activities.
- Southside Institutions Neighborhood Alliance (SINA) – This is a non-profit partnership composed of Connecticut Children's Medical Center, Hartford Hospital and Trinity College. It has worked for over thirty years directly with the neighborhoods that surround them, including the Park/Broad area.
- Broad-Park Development Corporation, Inc. – This non-profit community development corporation (CDC) has actively developed affordable housing and advanced a variety of commercial revitalization projects in the district. In addition, this CDC undertakes real estate development, provides property management, and provides home-ownership financing. Broad-Park works with other community groups to advance educational and employment opportunities for residents.
- City of Hartford – The City conducted the streetscape and infrastructure improvements that have helped transform the area.

An early commitment to the commercial revitalization was the improvement and expansion of the housing opportunities on and adja-

cent to the commercial streets. This strategy re-populated the area and has helped convert the image and sense of security, provided by the “eyes on the street” that is a notable element of healthy neighborhood life. Pro-active business support and façade renovation programs have transformed many dilapidated storefronts, and the district has successfully served businesses that have expanded dramatically over time. The design of the area and the special events are a direct reflection of the ethnic diversity and cultures that compose the neighborhood.

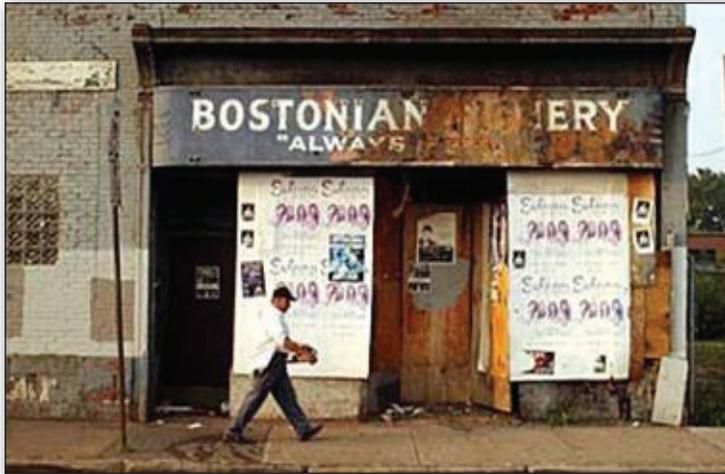
The revitalization is not complete, and there are significant portions of the neighborhood improvement vision that are still being advanced, but the transformation from its former state is remarkable. Applicable lessons include the engagement of area institutions, the multi-faceted development stewardship provided by the Broad-Park Development Corporation to span both residential and commercial redevelopment, and the engagement of the resident population in the process.



SoNo District, Norwalk, CT

Image Source (all): [www.flickr.com](http://www.flickr.com) - flickr user Terretta

FIGURE 11A: CASE STUDIES AND COMPARISON – NORWALK, CT



Before renovation



After renovation



Park/Broad Street District, Hartford, CT



FIGURE 11B: CASE STUDIES AND COMPARISON – HARTFORD, CT

# 3 IMPLEMENTATION STRATEGIES

## IMPLEMENTATION STRATEGIES

The Implementation Strategies section of this report is organized into categories of initiatives based on concepts previously identified through previous studies and analyses, specifically the *West Side Planning Studies Compilation Report* (July 2009), completed by Newman Architects. The Implementation Strategy initiatives are Land Use, Zoning, Transportation, Circulation and Parking, Open Space, Pedestrian and Bicycle Networks, and Social and Economic Programs. The Implementation Matrix is provided and expands in detail on each of these initiatives identifying responsible parties, available resources and potential timing for each initiative.

## LAND USE

The Land Use implementation strategy focuses on several key areas. The first is to develop mixed use and hospital-related redevelopment projects within the corridor. The second is renovation to maintain smaller scale changes which maintain the built history of the corridor around Boxer Square. All the development projects would be built by private interests motivated by the market opportunities. The concurrent implementation strategy is to move into the neighborhood with a program for enforcing the building and zoning codes to ensure a consistent, minimum level of quality of the living and working environment. These key areas would all be supported by appropriate land use regulations.

A listing of the principle land use redevelopment initiatives can be found in the Implementation Matrix. The following are the key elements of the Land Use implementation strategy.

### New Mixed Use Development

The creation of new mixed use development at strategic locations within the Stillwater Avenue Corridor is the most important means of re-

establishing the Stillwater Avenue Corridor as a destination. New mixed use development will improve and enhance the fabric and character of the Stillwater Avenue Corridor and identify it as a preferred location for a range of residential, small to medium-sized office, and neighborhood retail uses. Where new mixed use developments include affordable housing and successfully solicit community-based businesses as retail and commercial tenants, these development projects will strengthen and reinforce the existing neighborhood character.

### Hospital Related: New Mixed Use Development

The creation of new mixed use development in conjunction with or in support of Stamford Hospital and the related medical services within the Stillwater Avenue Corridor is a primary land use initiative. Stamford Hospital is a neighbor and an economic resource for the Stillwater Avenue Corridor. Stamford Hospital could serve as either a joint developer or a long term tenant with space supporting the Hospital's needs.

This initiative presents an opportunity for both Stamford Hospital and the Stillwater Avenue Corridor to benefit. By forming some form of development partnership or agreement, Stamford Hospital would be able to implement its planned facility needs. The Stillwater Avenue Corridor would benefit from the Stamford Hospital's simultaneous stabilizing presence and generation of business activity. The relationship of the Corridor to the Hospital suggests that the Central Corridor sub-area should be considered for this opportunity.

### Private Sector Redevelopment

The encouragement of and active engagement with the private sector for redevelopment projects within the Stillwater Avenue Corridor is another primary land use initiative. Assembling and promoting viable private sector redevelopment opportunities within the Stillwater Avenue Corridor will advance and expand the revitalization efforts

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and potential for success for the other initiatives by improving land values and adding new supportive activities and uses.

## Renovation Programs

Renovating and maintain the existing buildings within the Stillwater Avenue Corridor is of vital importance to maintain the character of the neighborhood and improve the built environment. Corridor-wide programs should be available to encourage and fund signage and façade improvements, building renovations, and energy efficiency upgrades, while maintaining a unique character. Maintaining certain buildings is of particular importance in the Boxer Square section where smaller increments of change would allow the Square to maintain its unique character while revitalizing the uses. Improvements to the streetscape would support the special attributes of the Square.

## Code Enforcement Programs

Ensuring a safe and healthy environment in the Stillwater Avenue Corridor can be achieved most efficiently through code compliance. A comprehensive City-wide code review program should be established and properties within the Stillwater Avenue Corridor should be systematically and thoroughly reviewed. Code review and enforcement should include extensive outreach aimed at working with residents and businesses to not only eliminate non-compliant occurrences, but also at educating the Stillwater Avenue Corridor community in how to prevent future non-compliance.

## City Land Use Regulations

The City has significant powers to control development through local zoning regulations which are adopted by the Zoning Board. However, under the City's Charter, any changes in zoning districts must be consistent with the City's Master Plan. Therefore, the Planning Board must provide supporting amendments to the Master Plan as a precursor to amendments of zoning districts by the Zoning Board.

The proposed land use implementation strategy is to support this process by proposing a Master Land Use Plan that shows the rec-

ommended changes to the City Master Plan, recommended zoning map and zoning district amendments consistent with the changes proposed to the Master Plan and a process for adoption of both.

The proposed land area designations will support development plans for mixed use projects and hospital-related development that also provide new activities on the street frontage. These uses were predicted as the best options for revitalization of the corridor according to the findings of the study and the prototypical development plans, which are discussed next.

## Testing Options with Prototypical Design Schemes

Prototypical development schemes were used to inform the Master Land Use Plan and help determine the standards for the proposed zoning districts. These prototypical development schemes were composed as options for development that would meet the planned level of change and revitalization. This was accomplished by conceptualizing several project options on lots similar to the configurations of properties along the Corridor.

The series of development prototypes studied for the corridor are included in Figure 12. These prototypes indicate how mixed use development could be accommodated with primarily first floor, active (retail) uses and upper stories used for residential and commercial spaces. At-grade and structured parking facilities provide opportunities for enacting shared parking strategies. There is also a prototype for a more traditional townhouse residential that could be used as a transition area to maintain a varied character and interest to the street's building line. The variation in stories, building heights, and rooflines as shown in the prototypes would complement this approach.

A number of important lessons were learned from this exercise.

The prototype studies indicate that the parking requirements for housing and for mixed use development options are often greater than can be accommodated within many of the relatively shallow or small lot sizes within the Corridor. To maintain an active and vital street, the

best urban design solutions locate parking areas in the rear of the lots. However, in several areas, and particularly on the southern side of the Corridor, this would result in parking facilities butting up against the smaller scale residential properties and conflicting with the attempts to stabilize and support the character of the adjacent residential blocks.

This leads to conclusions that larger scaled, shared parking facilities must be located on parcels that can serve multiple uses and multiple developments. The candidate areas for this type of parking facility development are largely concentrated on the land that is between Stillwater Avenue and Stamford Hospital. This area could permit the aggregation of lots that will be necessary to build projects with structured parking similar to those shown in several of the prototype studies.

The feasibility model that accompanied the prototype studies suggest that shared structured parking may not be able to be feasibly supported without significant subsidies. This could be accomplished in various ways, as described in other sections of this report. However, from a land use perspective, planning that meets the overall revitalization goal must assume that such facilities can – and will – be implemented.

The prototype studies were also useful in considering the feasible and desirable scale of development. The combination of desired uses and the urban design principles incorporated into these studies define building heights that range up to 5 stories, and would generally be organized to line the major streets and provide additional frontage along the connecting streets. The results have been incorporated into the suggested zoning and design strategies.

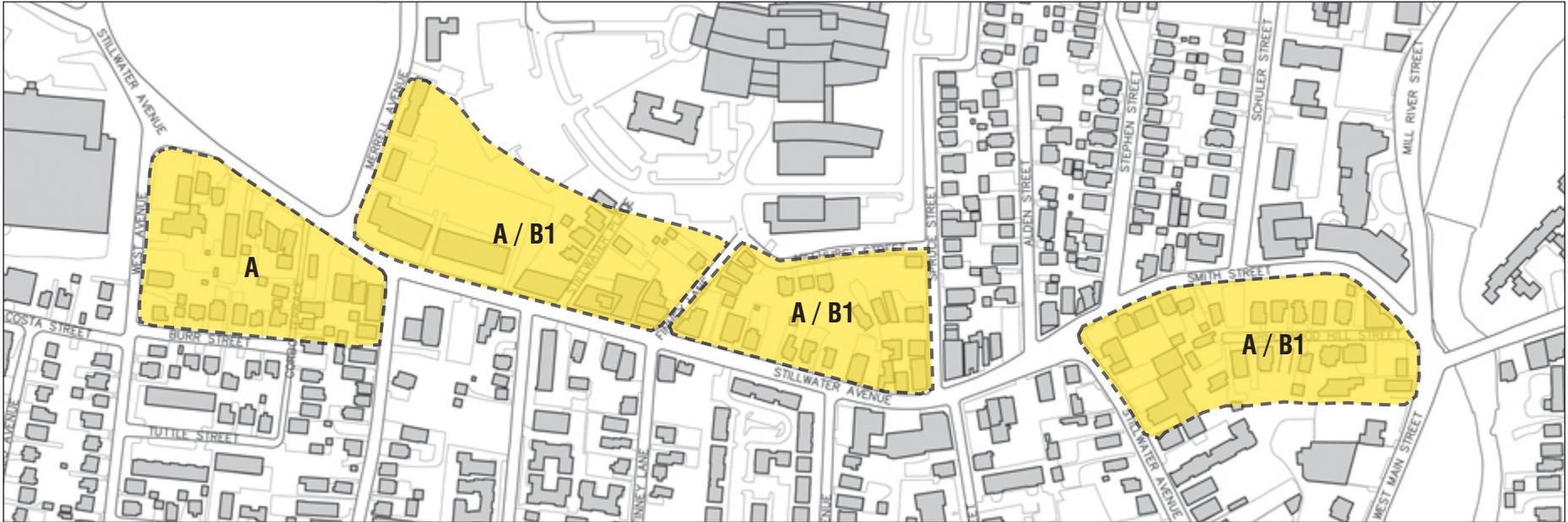
## Master Land Use Plan

The Master Land Use Plan included as Figure 13 shows a proposed overall concept for the development of the Stillwater Avenue Corridor.

The principal change to the City Master Plan recommended in the Master Land Use Plan is to expand the “neighborhood business” designation to support continuity in the Corridor and indicate the breadth of area necessary for the desired redevelopment projects. The designations also maintain the expected transition in the Eastern Gateway sub-area to promote development that will be continuous

with the Corridor but also relate to the river and the Downtown. Where development has recently occurred under the existing land use and zoning designations, specifically, the Fairgate project at the corner of Fairfield Avenue and Stillwater Avenue, no change in the land use definitions is believed necessary.

These land use findings, tested through the prototypes, set the stage for rezoning along Stillwater Avenue and Smith Street, which is described in the next section of this plan. These in turn are acted upon through redevelopment projects enabled by the incentives that the new zoning provides.



POTENTIAL LOCATIONS FOR PROTOTYPES A AND B1

### PROTOTYPE A

#### Single Loaded Corridor Liner Apartment Building

Description: This prototype depicts a five-story building with a retail or commercial ground floor use below four stories of residential apartments. The building is positioned to conceal the parking garage as viewed from the Stillwater Avenue Corridor. The additional parking provided by the parking structure could provide shared parking capacity for adjacent development sites.

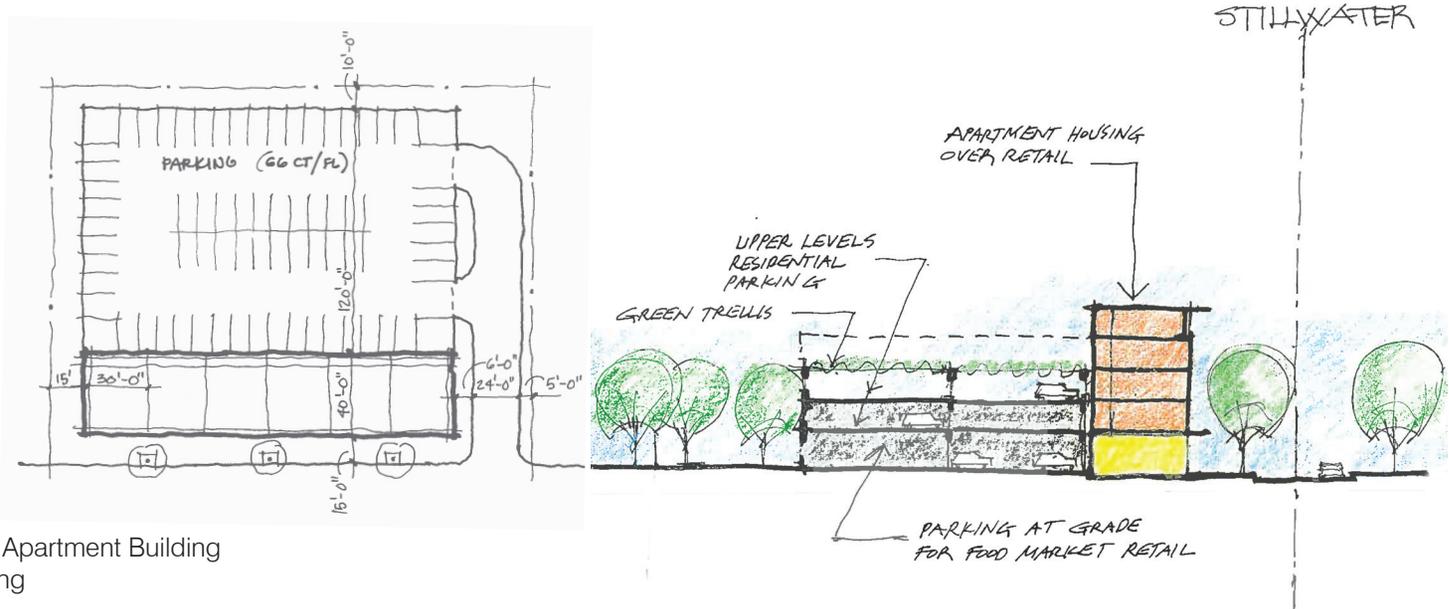
Implications for Planning: This development configuration requires significant parcel depth to provide the ability to buffer the parking structure from adjacent parcels with open space and landscaping.

### PROTOTYPE B1

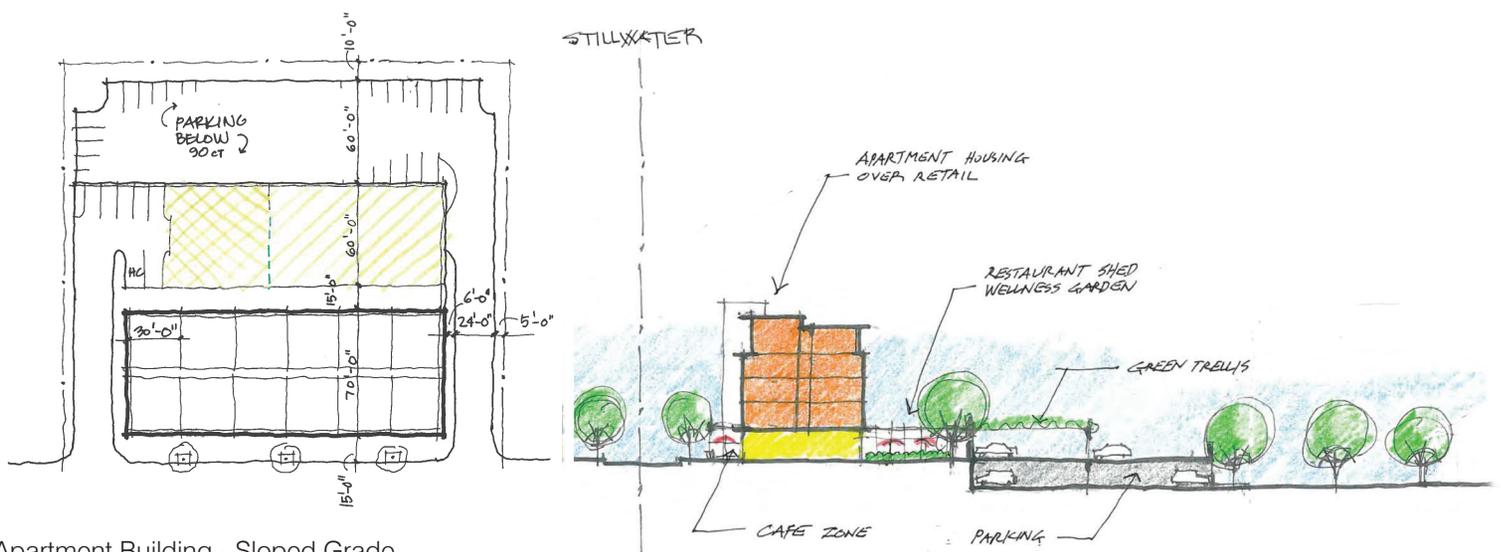
#### Double Loaded Corridor Apartment Building-Sloped Grade

Description: This study shows a five-story building with a retail or commercial ground floor use below four stories of residential apartments. The building is positioned in front of two tiers of parking to the rear of the site. The parking tiers are serviced by two separate and independent access points. The at-grade and below-grade parking levels do not connect.

Implications for Planning: The tiered parking configuration requires a site with natural topography sloping down and away from the Stillwater Avenue Corridor. The natural grade would increase the feasibility of below-grade parking and provide easy access for retail or business patrons on the “at-grade” level.

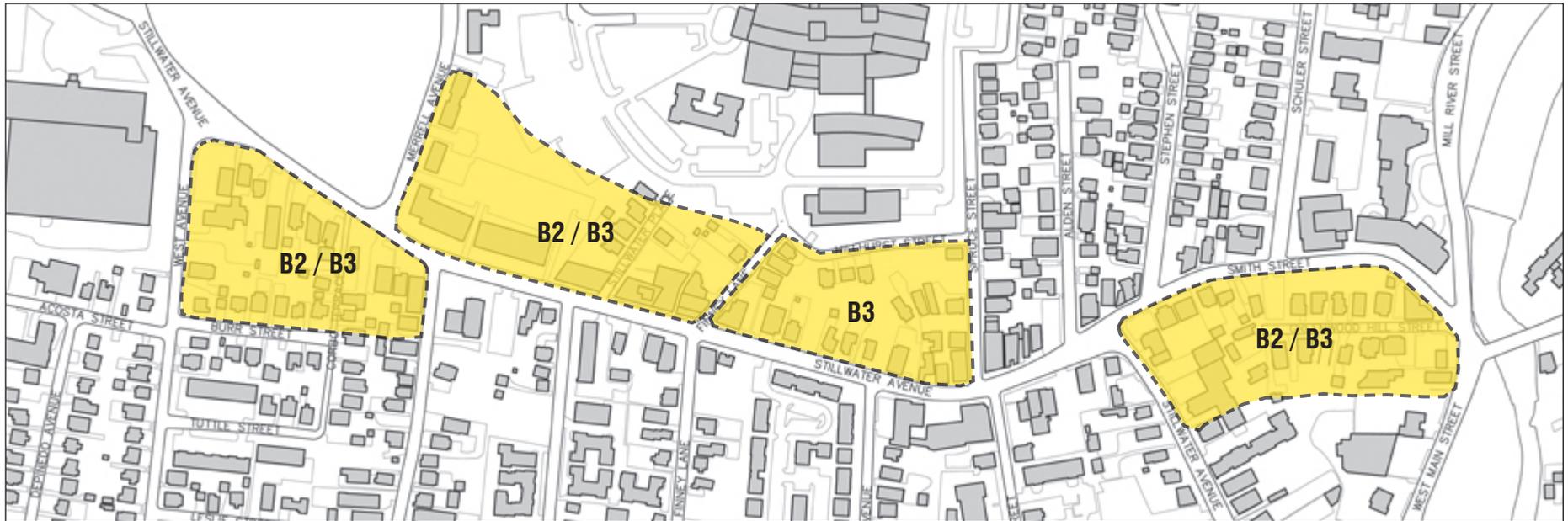


A. Single Loaded Corridor Liner Apartment Building  
230'x185' lot; 180'x40' building



B1. Double Loaded Corridor Apartment Building - Sloped Grade  
250'x230' lot; 180'x70' building

FIGURE 12: PROTOTYPE SKETCHES



## POTENTIAL LOCATIONS FOR PROTOTYPES B2 AND B3

### PROTOTYPE B2

#### Double Loaded Corridor Apartment Building- Green on Grade

Description: This prototype illustrates a five-story building with a retail or commercial ground floor use below four stories of residential apartments. The building sits in front of a surface parking lot. An open garden space buffer between the building and the parking lot provides outdoor space for active ground floor uses.

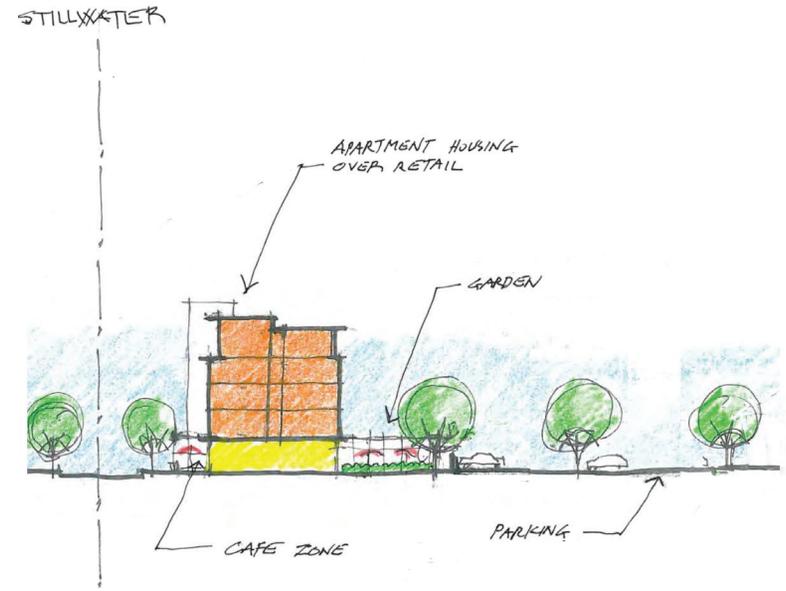
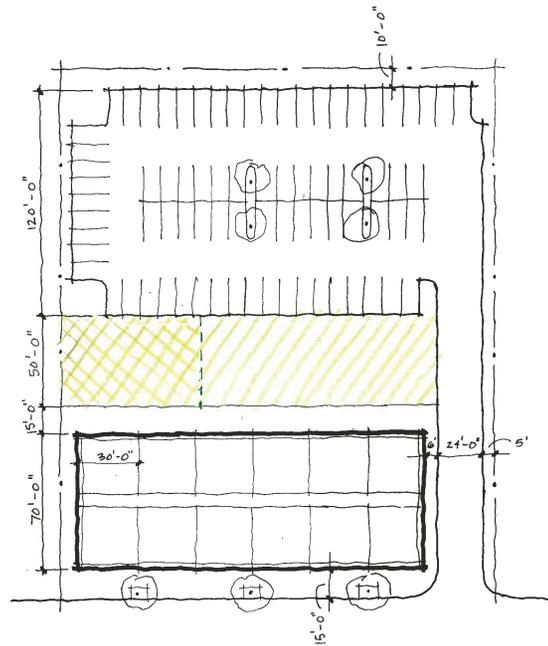
Implications for Planning: This configuration requires significant parcel depth for a double loaded apartment building with a wide footprint, the green buffer behind it, and the surface parking lot. Additionally, a surface parking lot constrained by existing parcels could result in a parking deficiency for the site requiring shared parking on other nearby sites.

### PROTOTYPE B3

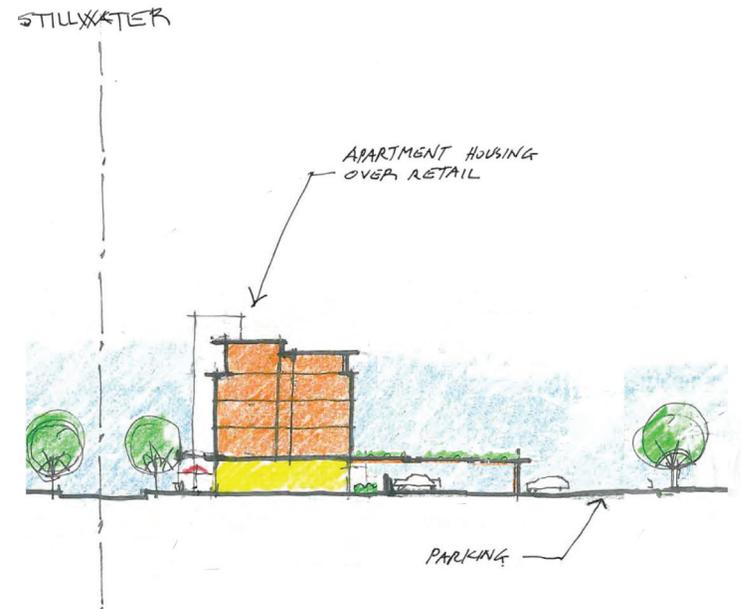
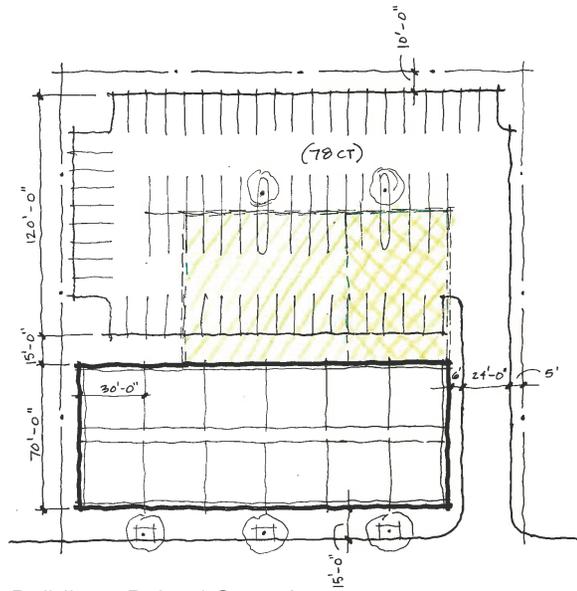
#### Double Loaded Corridor Apartment Building- Raised Open Area

Description: This prototype depicts a five-story building with a retail ground floor below four stories of residential apartments. Parking is provided with a surface parking lot to the rear of the building. The surface parking lot is buffered by an elevated open space over the parking for use by occupants of the building.

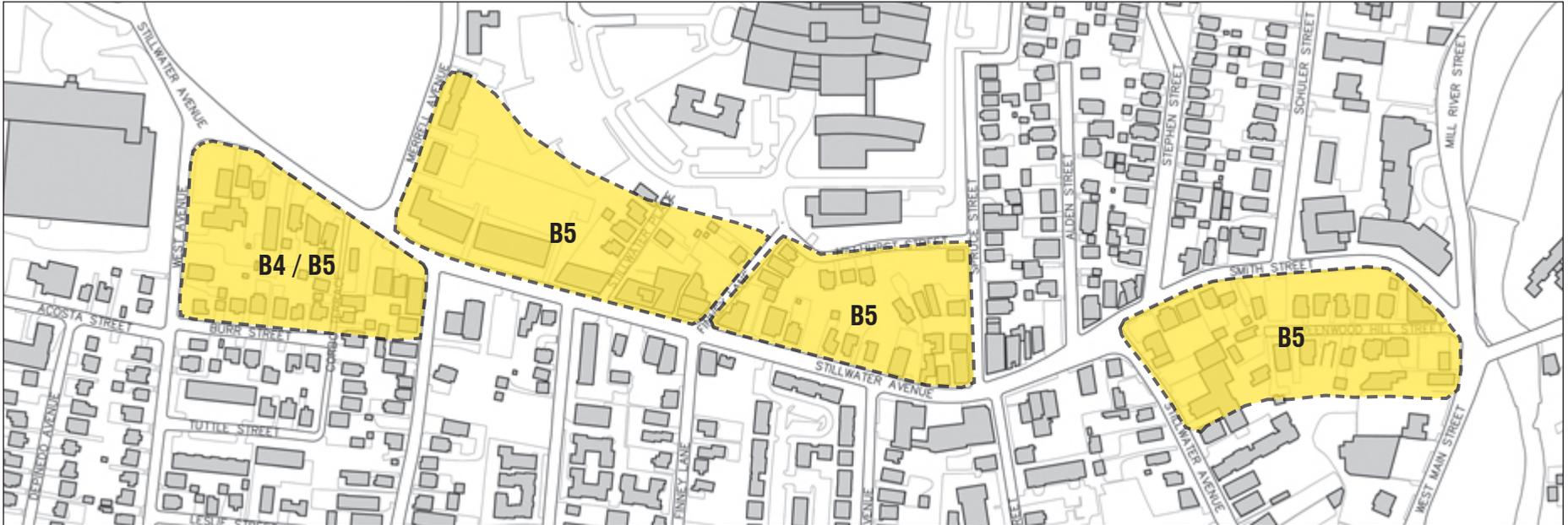
Implications for Planning: This development configuration requires a large site to provide surface parking adequate for the needs of the new building. The depth of the parcel required is smaller relative to Prototype B2 by placing the open space buffer above the parking.



B2. Double Loaded Corridor Apartment Building - Green on Grade  
230'x270' lot; 180'x70' building



B3. Double Loaded Corridor Apartment Building - Raised Open Area  
230'x230' lot; 180'x70' building



POTENTIAL LOCATIONS FOR PROTOTYPES B4 AND B5

**PROTOTYPE B4**

**Double Loaded Corridor Apartment Building- Roof**

Description: This study shows a five-story building with retail or commercial ground floor use below four stories of residential apartments. A surface parking lot is positioned to the rear of the building. Open space is provided to occupants of the building with open space roof areas that allow for occupant access.

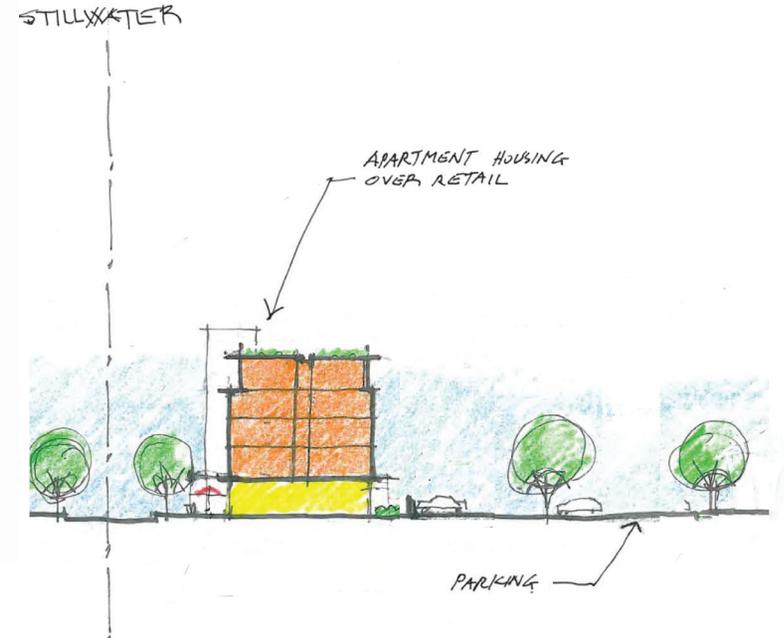
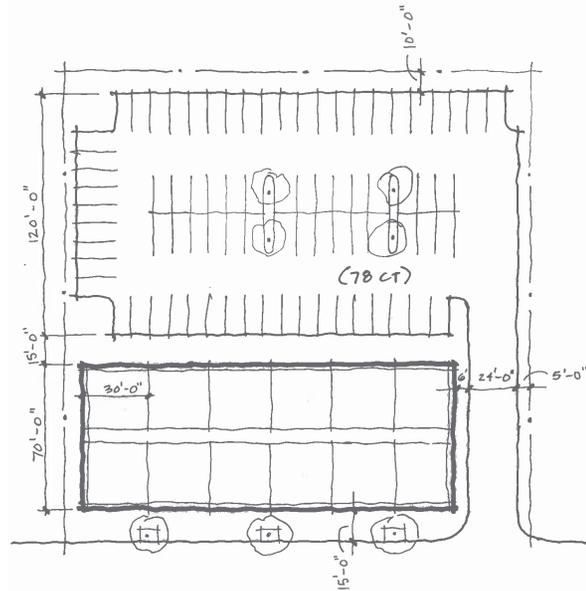
Implications for Planning: This development configuration requires a large site to provide surface parking adequate for the needs of the new building. The depth of the parcel required is smaller relative to Prototype B2 by locating open space amenity on the roof of the development project.

**PROTOTYPE B5**

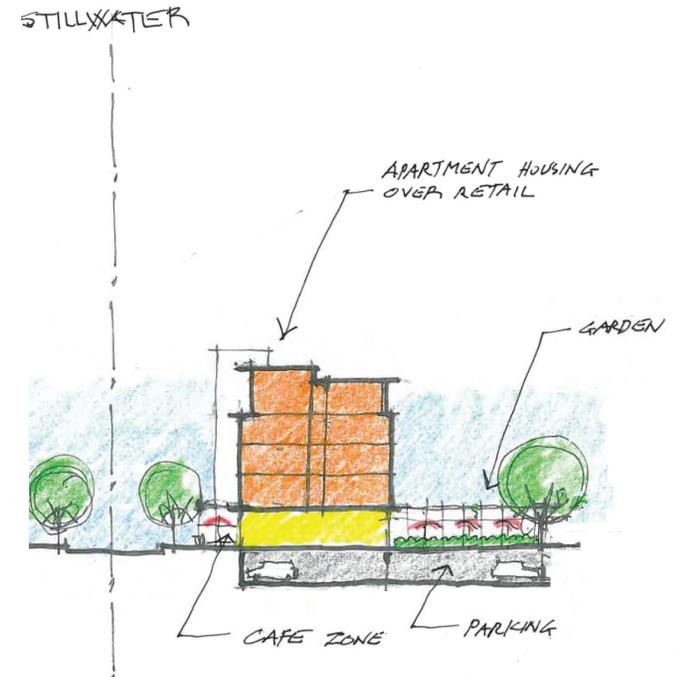
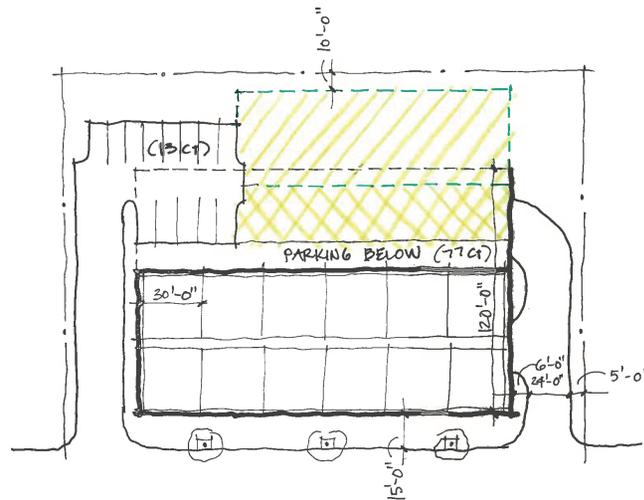
**Double Loaded Corridor Apartment Building- Lower Level Parking**

Description: This prototype shows a five-story building with a retail or commercial ground floor use below four stories of residential apartments. Parking is provided on site below-grade. The below-grade parking would be covered by surface parking and open space areas that would complement the ground floor uses.

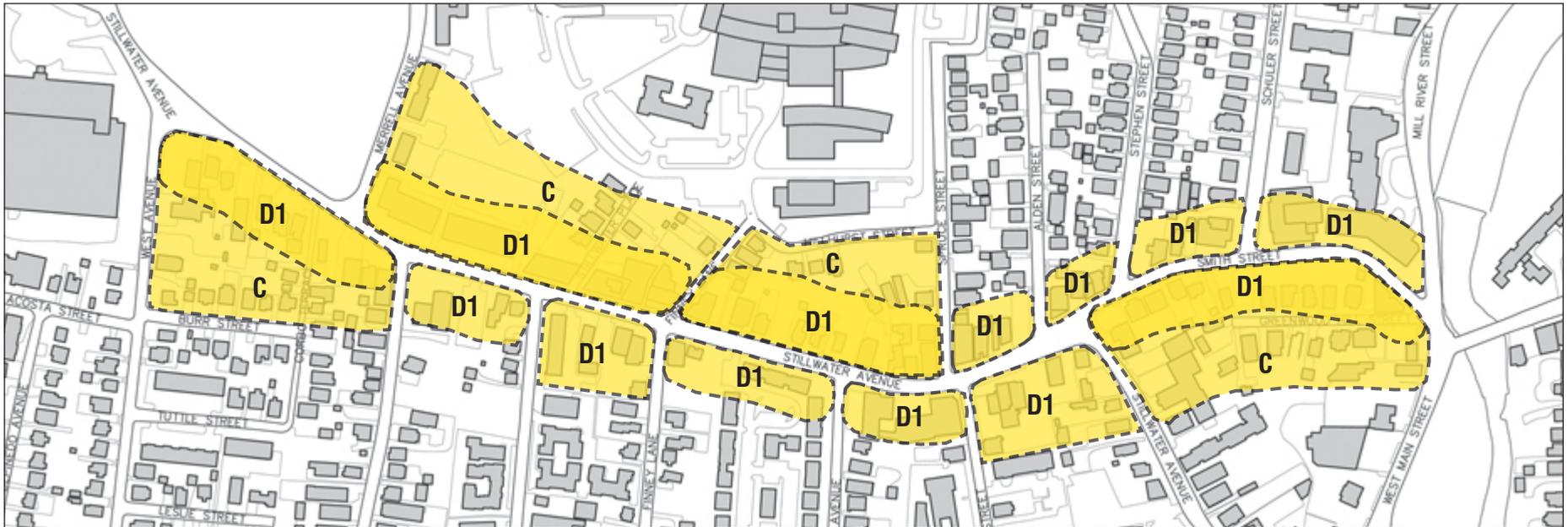
Implications for Planning: The below-grade parking requires a site with natural topography sloping down and away from the Stillwater Avenue Corridor. The natural grade would increase the feasibility of below grade parking and ease lower level access. This is the most compact prototype for an apartment building with parking and requires the least parcel depth.



B4. Double Loaded Corridor Apartment Building - Roof Deck  
230'x230' lot; 180'x70' building



B5. Double Loaded Corridor Apartment Building - Lower Level Parking  
250'x180' lot; 180'x70' building



POTENTIAL LOCATIONS FOR PROTOTYPES C AND D1

### PROTOTYPE C

**Double Loaded Corridor Office Building-  
Lower Level Parking**

Description: This prototype illustrates a five-story building with a retail or commercial ground floor use below four stories of commercial office space. Parking is provided below the building footprint and small open spaces to the rear of the building. The small open spaces would complement the ground floor uses.

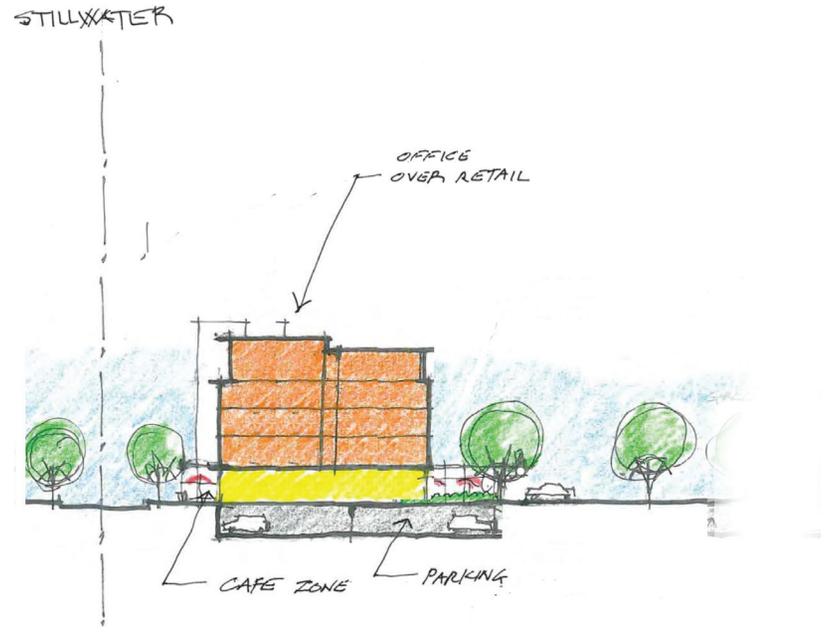
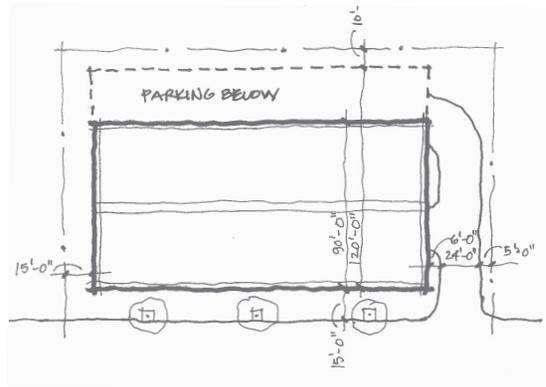
Implications for Planning: The below grade parking configuration requires a site with natural topography sloping down and away from Stillwater Corridor. The scale and size of a viable commercial office floor plate may require the parcel size to be larger than needed for residential use.

### PROTOTYPE D1

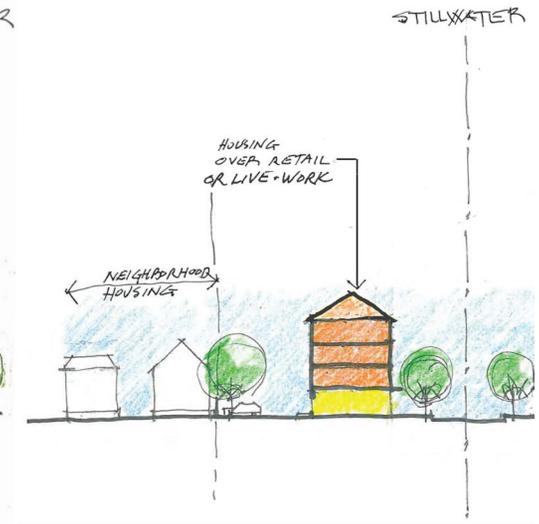
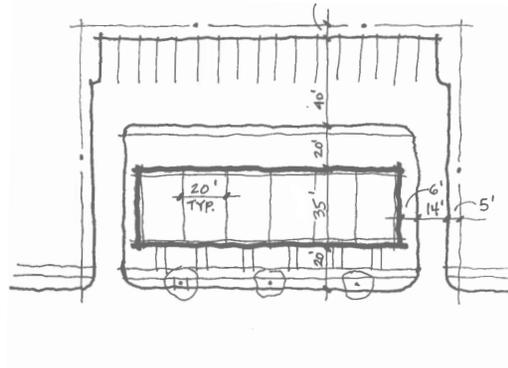
**Townhouses: Walk-up and On Grade**

Description: This prototype depicts a residential townhouse building that can be configured in one of two ways: as a three-story residential building or as a four-story residential building with a retail or commercial ground floor use. The smaller scale of the buildings and lower number of housing units result in a smaller parking lot required. This is the smallest prototype and could fit on most sites in the Stillwater Avenue Corridor.

Implications for Planning: If placed on a smaller parcel the narrow layout may not provide sufficient parking for the site. In which case, the building would have to be supported by nearby shared parking structures that may be a part of other development.



C. Double Loaded Corridor Office Building - Lower Level Parking  
230'x145' lot; 180'x90' building



D1. Townhouses: Walk-up and On Grade  
120'x170' lot; 120'x35' building



POTENTIAL LOCATIONS FOR PROTOTYPES D2 AND D3

### PROTOTYPE D2

#### Townhouses above Parking

Description: This study shows a pair of two-story residential townhouse buildings located above a below-grade parking structure. The parking structure provides a base upon which the buildings and open spaces are built.

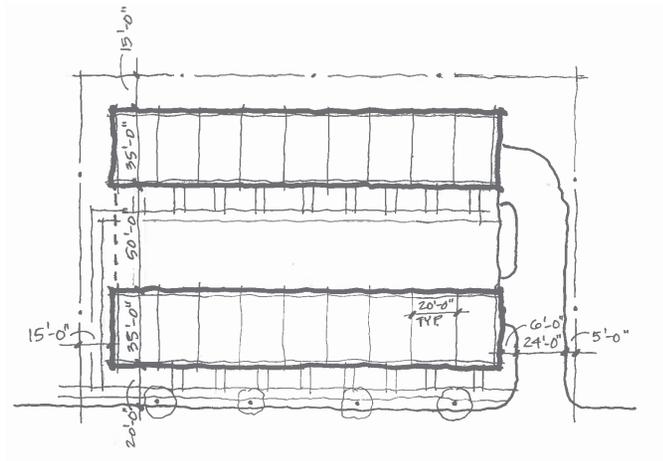
Implications for Planning: This development configuration requires significant parcel depth and size to ensure a large enough parking structure to justify its expense. A natural topography sloping down and away from the Stillwater Avenue Corridor increases its feasibility. Likely, this prototype will result in a parking surplus on site and could be used as a shared parking resource for other nearby development.

### PROTOTYPE D3

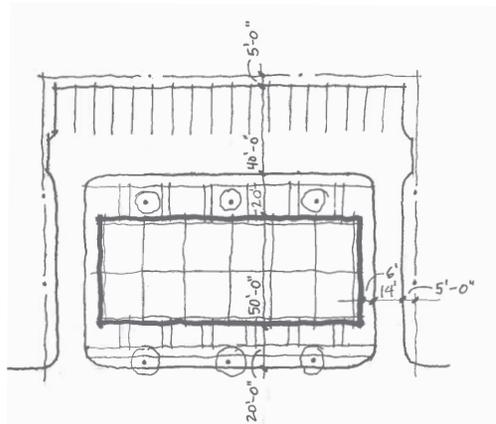
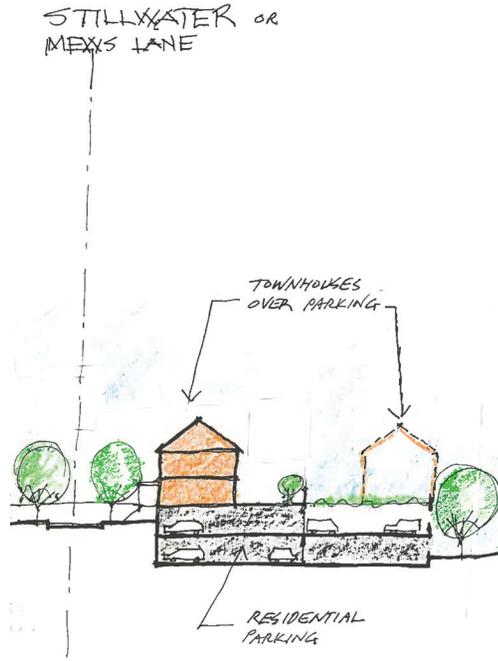
#### Back-to-Back Townhouses

Description: This prototype illustrates a three-story building with a retail or commercial ground floor use below two stories of residential townhouses fronting surface parking to the rear of the site. Two townhouse units are located back-to-back and are configured as walk-ups above the retail or commercial ground floor.

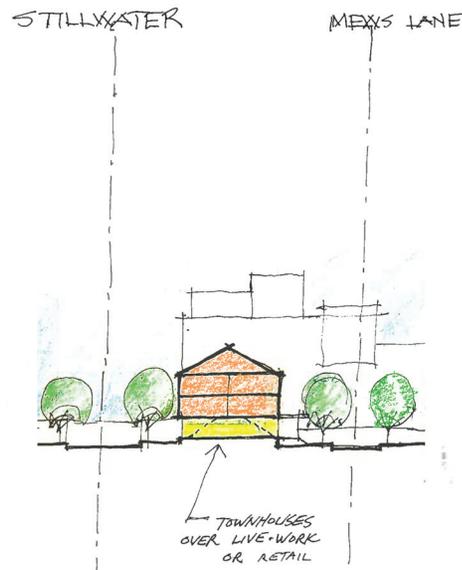
Implications for Planning: The back-to-back building footprint requires a development parcel with depth. Depending on the parcel configuration and number of residential units this prototype may result in a parking deficiency requiring nearby shared parking resources.



D2. Townhouses above Parking  
155'x230' lot; 180'x35' each building



D3. Back-to-Back Townhouses  
170'x135' lot; 120'x50' building



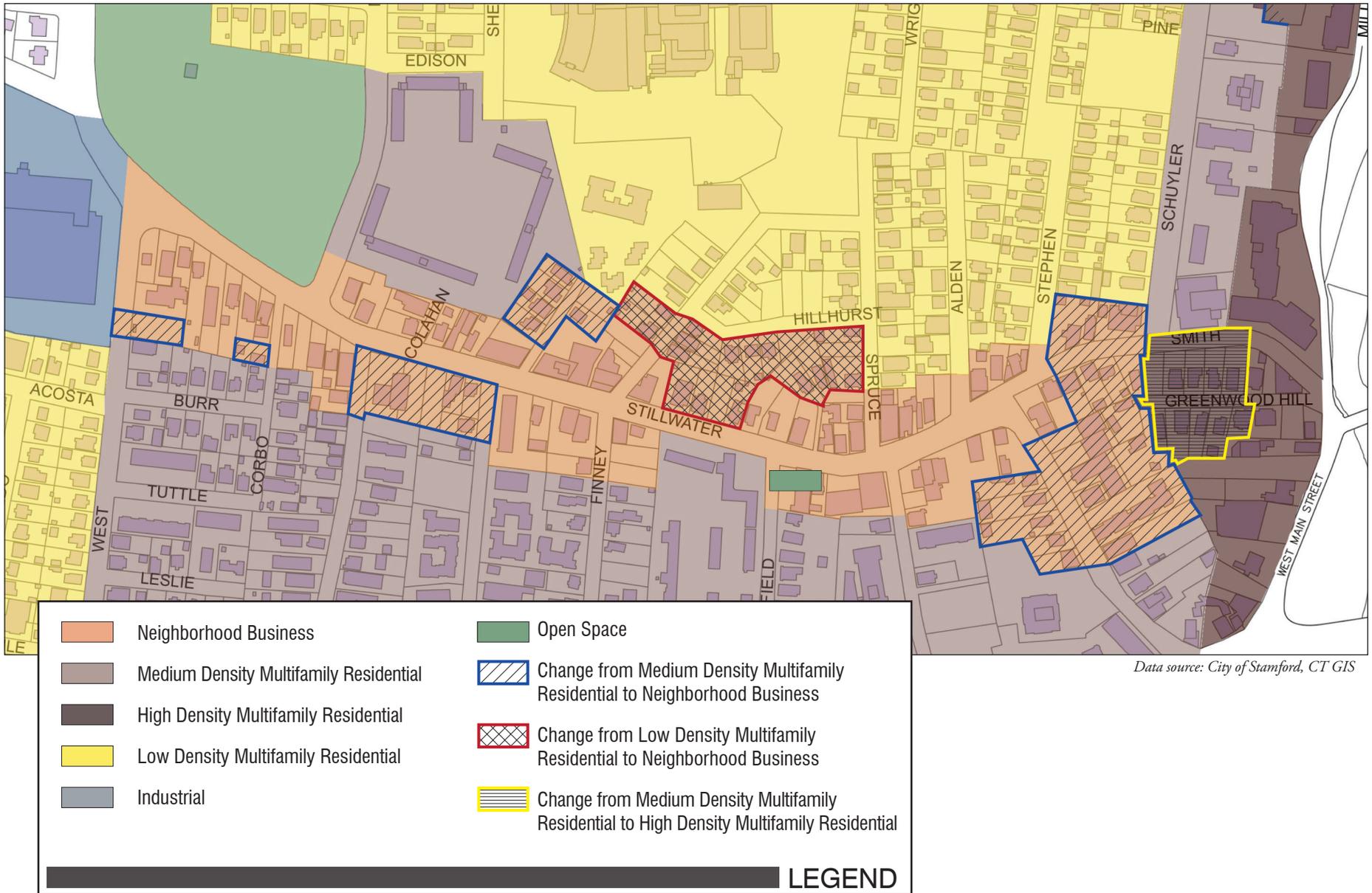


FIGURE 13: PROPOSED MASTER LAND USE PLAN DIAGRAM

# ZONING

## Existing Zoning

Zoning and infrastructure are the two key land use management tools available to communities. Zoning provides controls in the use and form of land development, while the municipal infrastructure establishes the level of public support available to the development. Zoning, in accordance with the City Charter, specifies the allowed forms of buildings and site improvements with dimensional and performance criteria, while infrastructure is most often provided by public investment.

Zoning designations are used to determine what is permissible for development while the building permit and building code control the actual construction (and may supersede zoning for health and safety). By the City Charter, zoning of land areas must be consistent with the

separate master plan designations. Excerpts from the master plan and zoning map for the Corridor are shown in Figure 14 and Figure 15. The current zoning designations and related criteria for the Corridor are listed in Table Z-1.

## Zoning Strategy

This section recommends the proposed zoning tools to implement the redevelopment strategies described in the previous section. Because of the scope and variation of the proposals to encourage reinvestment along the Corridor, this plan provides several options for implementing land use regulations.

In Stamford, adoption of zoning regulations may be a multi-step process. The zoning regulations are implemented upon action and adoption by the City’s Zoning Board. However, prior to those actions, the City must complete the master plan process to allow the new zoning

**TABLE Z-1: ZONING DISTRICTS IN THE STILLWATER CORRIDOR**  
A. EXISTING RESIDENTIAL DISTRICTS<sup>1</sup>

DISTRICT	HEIGHT/MAXIMUM COVERAGE	MINIMUM AREA/RESIDENTIAL UNIT	KEY SPECIAL CONDITIONS
R-7 1/2	2.5 stories or 30 ft/25%	7,500 sf min. for single family	Hospital uses require Zoning Board Approval, other special permit uses approved by Board of Appeals
R-6	2.5 stories or 30 ft/25%	5,000 sf min. lot for single family	
	2.5 stories or 30 ft/25%	6,000 sf min. lot for two family	
R-5	2.5 stories or 30 ft/30%	5,000 st min. lot for single family	
	2.5 stories or 30 ft/30%	6,000 sf min. lot for two family	
	3 stories or 40 ft/30%	9,000 sf min. lot and up to nine units @ 3,000 sf/unit	
	3 stories or 40 ft/30%	30,000 sf min. lot and 2,500 sf/unit	
R-MF	4 stories or 40 ft/30%	5,000 sf min. lot @ 2,000/unit	
	4 stories or 40 ft/35%	20,000 sf min. lot @ 1,500/unit	

<sup>1</sup> City of Stamford Zoning Regulations

**B. EXISTING COMMERCIAL DISTRICTS<sup>1</sup>**

DISTRICT	USES	DIMENSIONAL REQUIREMENTS	MINIMUM AREA/ RES UNIT	KEY SPECIAL CONDITIONS
C-N	Difference from C-B is that this district allows pawn shops and feline vet, does not allow public garages or community centers	FAR 0.3 5000 sf min. lot 2 stories/25 ft 30%	2,500 sf	
C-B	Walk-in retail with same uses as C-N with exception of allowing public garages and community centers and not allowing pawn shops and feline vet	FAR 0.5 5000 sf min. lot 4 stories/50 ft 40%	2,000 sf	Mat reduce parking from 4/1,000 sf to 2/1,000 sf for retail use
C-L	In addition to above, allows some light manufacturing and cafes (w/o entertainment)	FAR 1.0 4000 sf min. lot 4 stories/45 ft 50%	1,250 sf	Projects require design review

<sup>1</sup> City of Stamford Zoning Regulations

**C. PARKING SPACE REQUIREMENTS [SECTION 12.0]**

USE	PARKING SPACES	STANDARD
RESIDENTIAL	5	per every 3 units
PROFESSIONAL OFFICE	1	per 500 sf
OFFICE	3	per 1,000 sf
RESTAURANT	1	per 100 sf
	1	per every 3 seats
CARRY-OUT RESTAURANT	1	per 50 sf
RETAIL	4	per 1,000 sf

to be consistent with the community master plan. Each step in the process requires hearings and findings necessary to advance the zoning.

After amending the Master Plan, one key step of the recommended zoning designations is the need to remap boundaries so that the official zoning map supports the planned development schemes found necessary to encourage reinvestment that creates the desired changes. Another key step is to establish the neighborhood context of the Corridor using zoning that supports mixed use development of an appropriate scale and character. The neighborhood design district zoning option is the proposed method to achieve this last step.

The neighborhood design district option, called the Village Commercial District in Stamford, has been applied by the City to implement the Glenbrook and Springdale neighborhood plans. However, several modifications of the district are suggested for the Stillwater Avenue Corridor. These changes are to support the type of development envisioned and specific elements of the potential design as determined from the testing of the development options and the Land Use Plan.

## Action Steps

The recommendation is to draft proposed unique regulations for the Corridor and use these draft regulations to support changes in the Master Plan so that it is consistent with the subsequent changes in the Zoning map and regulations, which would be acted on concurrently. The following steps are the list of actions, with options, recommended to implement the recommended Master Land Use Plan and rezoning. These steps are to draft new zoning regulations and prepare a draft of zoning map changes, amend the City Master Plan based on these zoning changes, and then to amend the City zoning consistent with the Master Plan amendments.

### *Step 1: Draft New Zoning Regulations*

The recommended first step is to draft new zoning regulations that will be used in the subsequent steps. This new zoning regulation would actually be a modification of the existing Village Commercial District. The changes would include amendments to the following elements:

#### **Amend List of Authorized Uses**

The purpose of this step is to ensure the list of allowed uses includes certain medical-institution and hospital-related uses as as-of-right uses that will be reviewed under the Village Commercial District design criteria. This will require amending the list of Authorized Uses to specifically allow a wellness center, live/work space and medical offices, under the specified design review criteria, in a revised Village Commercial District.

#### **Amend or Confirm Development Standards**

The purpose of this action is to amend the current dimensional and other zoning standards, which are outside the Site Design and Architectural Criteria, to permit the design of projects determined feasible for the Corridor according to the prototypical design schemes discussed in the previous section. Within the Village Commercial District proposed for the Stillwater Avenue Corridor, this will require distinctions for subdistricts proposed for either major mixed use redevelopment or redevelopment coupled with historic preservation that will be addressed in the Site Design and Architectural Criteria. The existing criteria are listed in Table Z-2.

The amended regulation would change the Village Commercial District zoning standards for each of the subdistricts as follows.

For the East Gateway, Central Corridor and West Gateway subdistricts the amendments should provide incentives for redevelopment. To accomplish this, it is recommended that the regulations include:

1. A larger minimum lot size to incentivize aggregation of lots in return for more significant development potential. A minimum lot size of 20,000 sf is recommended.
2. Allowed building height of 5 stories and 55' for residential or 68' for mixed use and commercial.
3. Increased coverage allowance or set new standards for garage structures higher than 5' above finished grade. The proposal is to set a standard of 18' above grade for structures designed for multi-level parking.
4. Allow a maximum FAR of 1.5 for all uses.

**TABLE Z-2: V-C VILLAGE COMMERCIAL DISTRICTS STANDARDS [CITY ZONING, SEC. 11.]**  
**A. EXISTING RESIDENTIAL DISTRICTS<sup>1</sup>**

USES	DIMENSIONS	HEIGHT	PARKING	KEY SPECIAL CONDITIONS
All uses allowed in C-N Neighborhood District, but excluding certain uses and allowing other uses	5,000 sf minimum lot size 50 lf minimum frontage 0' maximum setback 1.5 max FAR for all uses 50% maximum coverage	14 ft minimum building height	Varies with use Shared parking allowed	Max. height varies for each neighborhood and includes stepbacks Low garages (5 ft) do not apply to max coverage Site Design and Architectural Criteria apply

<sup>1</sup> *City of Stamford Zoning Regulations*

For the Boxer Square subdistrict the amendments should encourage smaller scale change and preservation of the valuable architectural elements. To accomplish this, it is recommended that the regulations include:

1. Reduce non-conformities for existing structures desirable for renovation to allow renovations without the need for variances from zoning. This will require maintaining the smaller minimum lot size of 5,000 sf and eliminating restrictive dimensional requirements to allow the small building and lot dimensions.
2. Amend the design criteria to include criteria for historic preservation related to elements of the building architecture, such as the character of façade features and windows and doors.

**Amend Parking Requirements**

Parking regulations should allow development that meets the goals for neighborhood supported commercial uses encouraging walk-ins and shared parking. To accomplish this, it is recommended that the regulations include:

1. Continued provisions for reduced parking if shared parking options could be shown. Add an allowance for reducing required retail parking spaces when adjacent on-street parking is available.

2. Specify shared parking criteria and maximums rather than just identifying methodology. Shared parking strategies have been found to reduce parking demand by a maximum of 15%. Shared parking locations should be designed with easy and safe pedestrian ways to link the uses, streets and parking.

**Allow for Residential Blocks**

Blocks with predominantly residential redevelopment are also planned within the Corridor. To ensure the zoning supports the expected development prototype, the zoning recommendation for the lots and blocks proposed as townhouse residential redevelopment is to:

1. Maintain R-MF zoning where no commercial use is proposed.
2. Allow low-impact office use or live/work space mixed in with the units.

**Amend Site Design and Architectural Criteria**

The Site Design and Architectural Criteria of the Village Commercial district could be made specific for each neighborhood application and it is recommended that specific criteria be added for the Stillwater Avenue Corridor working within existing regulations.

Proposed are dimensional standards, new site plan design standards, residential entrance standards and design integration standards.

Corridor-specific criteria for certain setbacks and dimensions are as shown in Figure 16 and Figure 17. These may include:

1. Front, side and rear yard setbacks
2. Upper story building setbacks
3. Definition and dimensions of façade segments and elements
4. Transparency requirements
5. Design of parking lot/garage entries on public ways

The new site design, landscaping and screening criteria standards should include elements such as site sustainability standards as described below. Figure 18 illustrates how new site design criteria can be used to maintain pedestrian connectivity, accessibility and comfort and to preserve the continuity of building lines.

1. Site sustainability standards for such elements as landscape, stormwater management, and surface paving treatments.
2. An allowance for parking structures to be constructed above grade up to 18' (two levels) so long as sustainability standards are met including green roofs on the structures.

Separate residential entrance standards should be included to distinguish openings on mixed use building for the purpose of greater privacy. This could include adding unique standards for residential entrances and other components on the street frontage.

In addition, the building design integration standards could also be added to specify the relationship between adjoining lots and buildings so that residential blocks south and north of the Corridor are protected from the more substantial changes potentially occurring along the Corridor.

Lastly, an option to the general design criteria is to add additional criteria that further distinguish between identified segments: Boxer Square, Central Corridor/Finney Lane, and the Gateways.

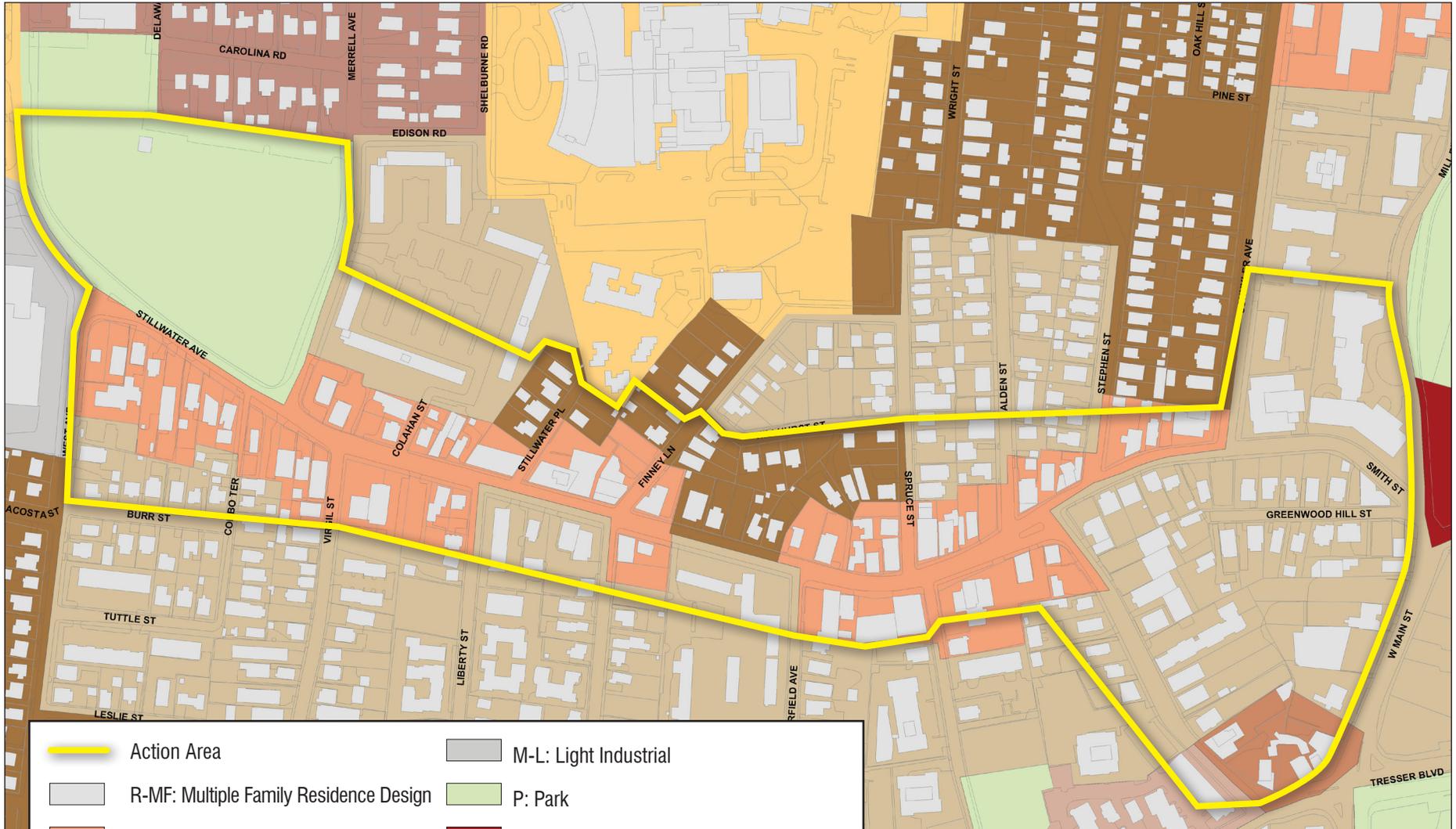
### ***Step 2: Revise Master Plan Boundaries***

Based on the prototypical development schemes used to determine the potential of the frontage blocks and based on the recommended Land Use Plan, certain blocks require a larger area of commercial zoning, than just within the frontage lots to accommodate the proposed redevelopment concepts. When applying the suggested commercial zoning districts, the recommendation is to extend the boundaries to accommodate the site planning objectives.

Therefore the next step is, while using the draft zoning regulation and the potential prototype development as the basis for the change, proceed with a request before the Planning Board for amendment of the Master Plan. This action would expand the commercial district boundaries across the full blocks with potential for major redevelopment, rather than just the frontage lots. On other blocks proposed for multi-family residential with no proposed first floor commercial space, the district would remain unchanged.

### ***Step 3: Amend the Zoning Map and Regulations***

Based on the results of drafting new regulatory standards and then proceeding with the amendment(s) to the Master Plan completed in the previous steps, the draft zoning regulation and proposed amendments to the zoning map would be brought forward as a joint application to the Zoning Board for simultaneous adoption of both proposals.

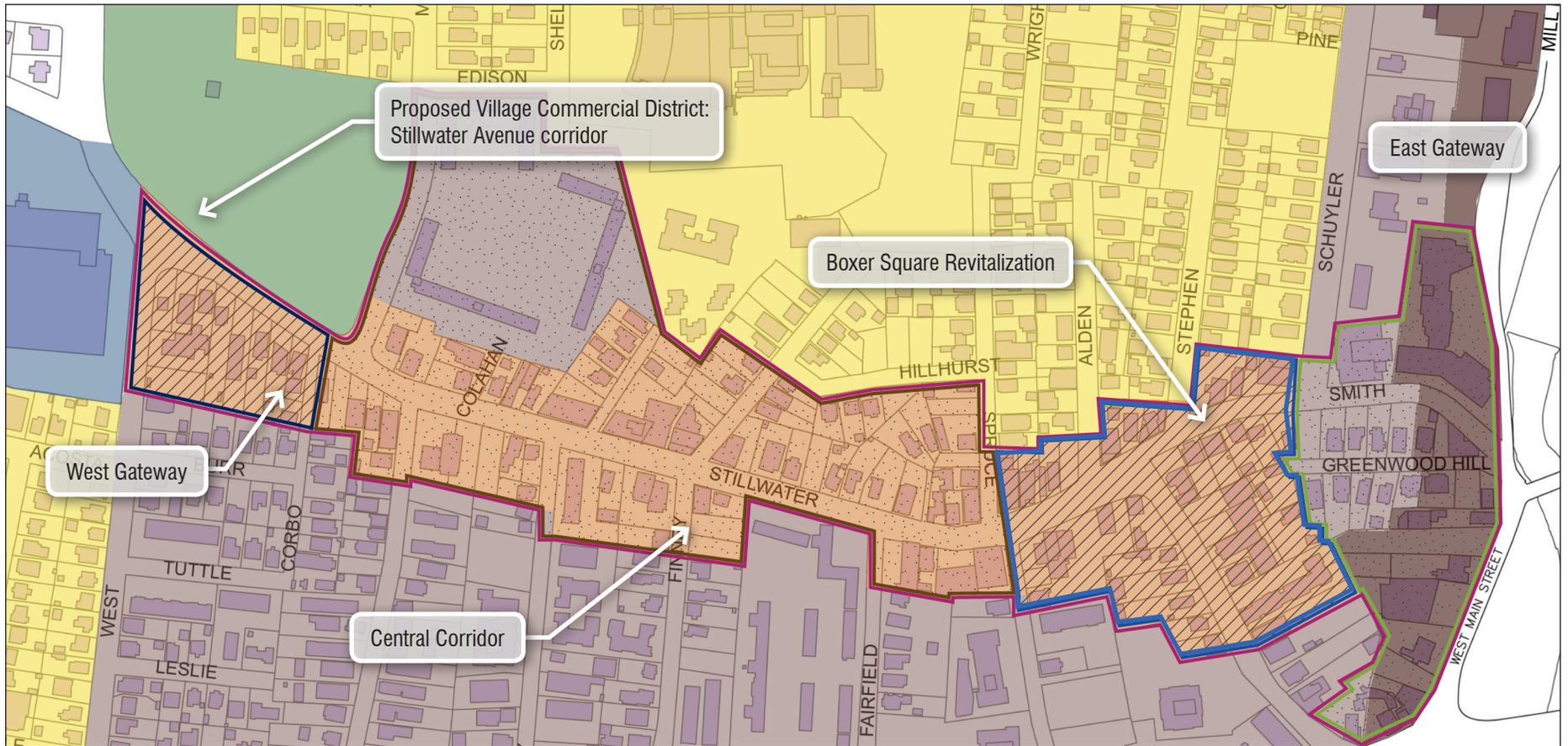


Data source: City of Stamford, CT GIS

 Action Area	 M-L: Light Industrial
 R-MF: Multiple Family Residence Design	 P: Park
 C-N: Neighborhood Business	 R-H: Multiple Family High Density Design
 R-7 1/2: One Family Residence	 C-L: Limited Business
 R-5: Multiple Family Residential	 R-6: One Family, Two Family
 C-B: Community Business	

**LEGEND**

FIGURE 14: EXISTING ZONING MAP



Data source: City of Stamford, CT GIS

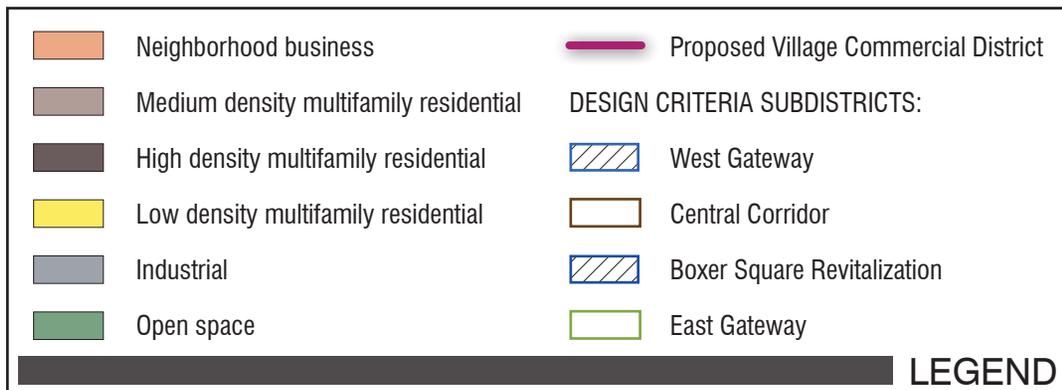
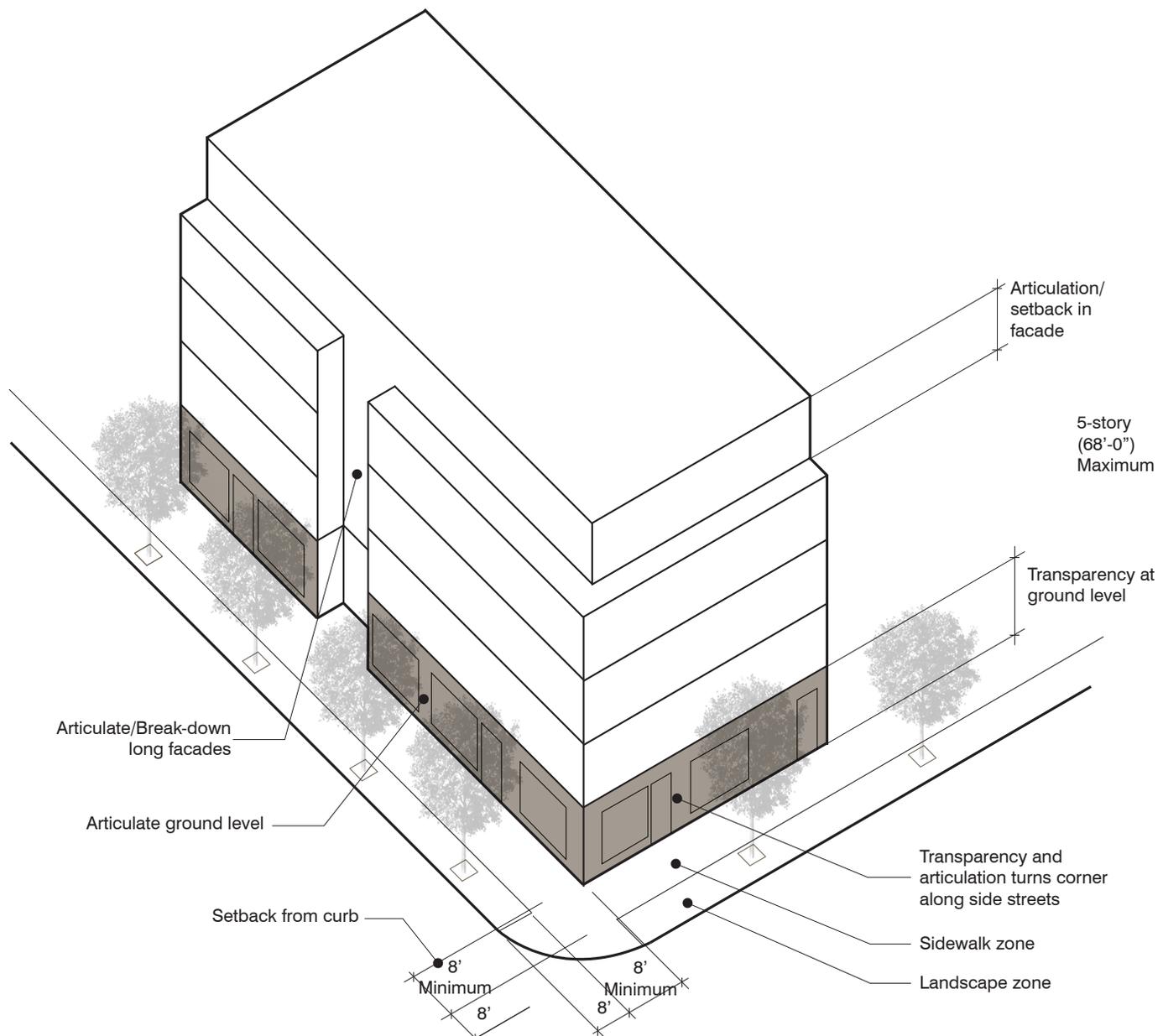
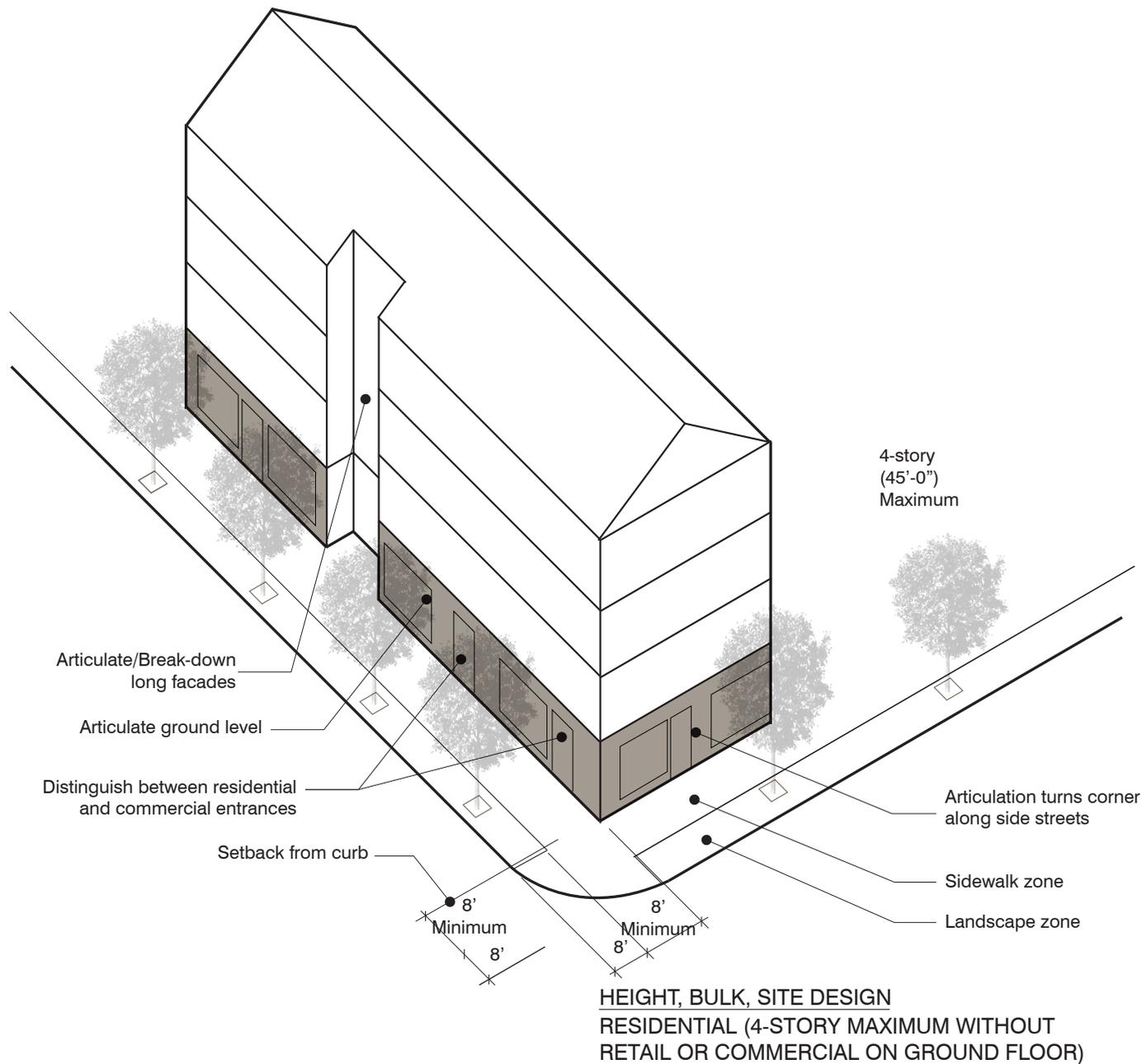


FIGURE 15: PROPOSED ZONING DIAGRAM



HEIGHT, BULK, SITE DESIGN  
 RETAIL/COMMERCIAL (5-STORY MAXIMUM)

FIGURE 16: HEIGHT, BULK AND SITE DESIGN - RETAIL/COMMERCIAL



**FIGURE 17: HEIGHT, BULK AND SITE DESIGN - RESIDENTIAL**

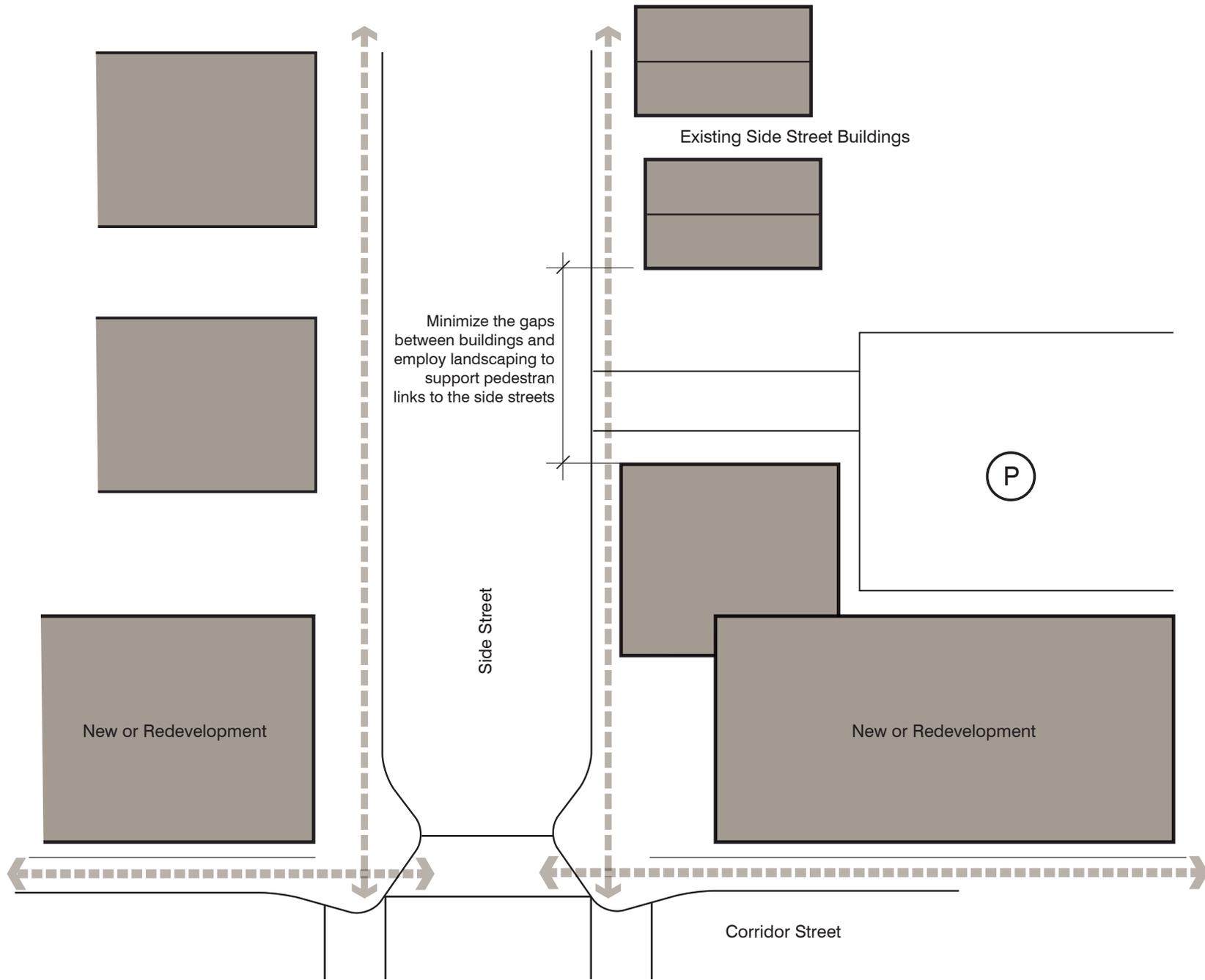


FIGURE 18: SIDE STREET CONNECTIONS

## TRANSPORTATION, CIRCULATION AND PARKING

The City is responsible for coordinating the transportation and circulation networks that lead to, from and within the West Side. It has established a coordinated program of improvements that will directly support the vision for the Stillwater Avenue Corridor which includes the significant intersection and streetscape improvements, documented in the *Stamford Traffic Calming Study*, and a focus on transit-oriented development given the near-by availability of local and regional transportation options.

This *Implementation Strategy* underlines the benefits that this program and other improvements will bring to the Stillwater Avenue Corridor. Additional considerations are described below and are included in the attached diagram to suggest limited modifications and some additional improvements that should be studied, evaluated and implemented if they prove to be beneficial. These include future realignment of Smith Street and several of its intersections and alternative designs for Boxer Square that would be more amenable to pedestrians than the rotary envisioned in the *Stamford Traffic Calming Study*. The streetscape improvement planning and design should also consider sidewalk extensions and crosswalk improvements along the side streets that intersect with Stillwater Avenue, to encourage the pedestrian environment along the Corridor and into the adjacent neighborhoods.

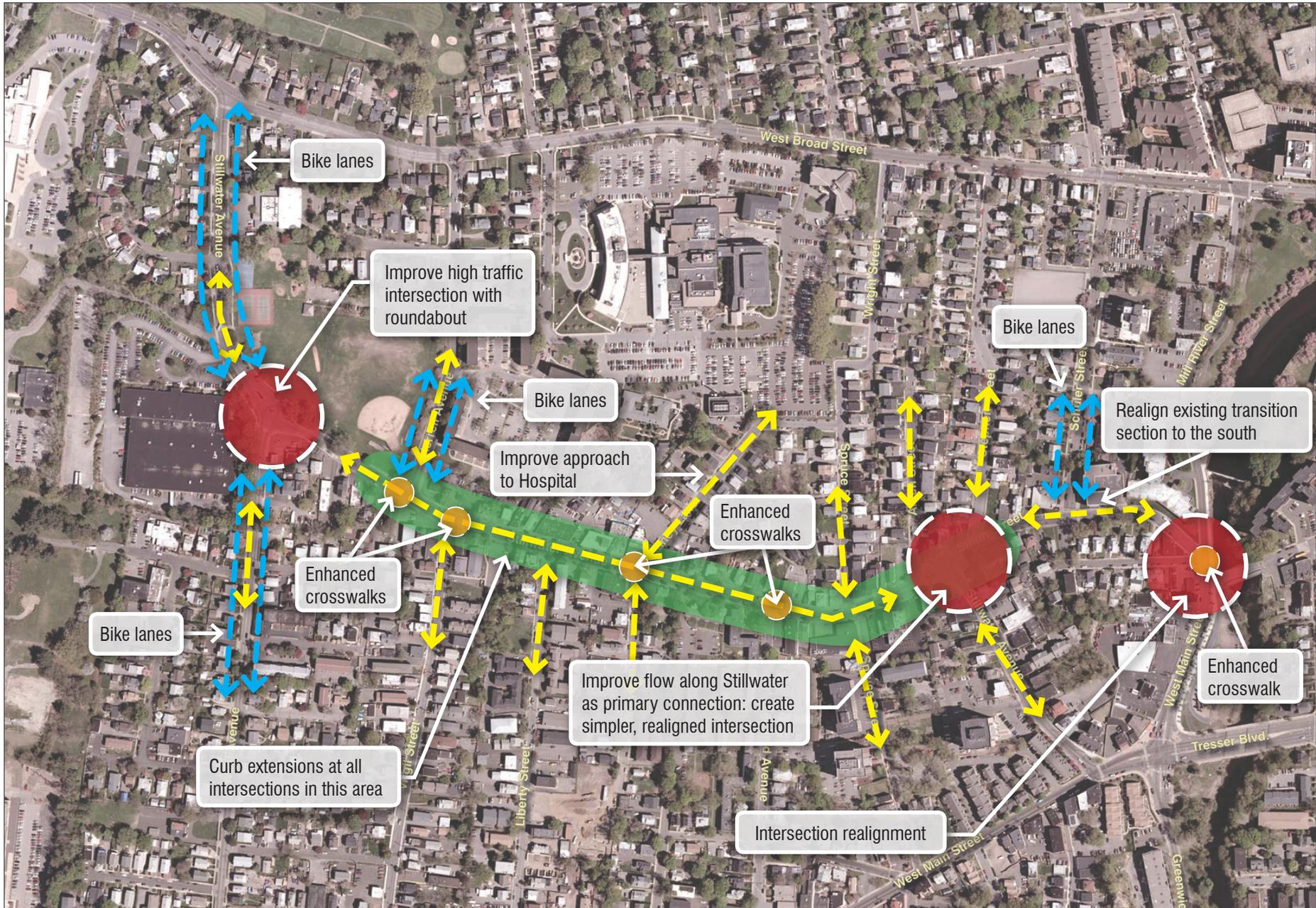
The strategy for Smith Street recognizes possible community benefits associated with a realignment of its lower portions as it descends towards the Downtown. The realignment would move portions of the roadway to the south, and reconstruct the configuration of the intersection at West Main Street/Mill River Street to be more consistent with traffic and pedestrian movements. Reconfiguration might resolve the dangerous and awkward intersection with Greenwood Street, which merges with Smith Street within the existing intersection. The realignment might allow two-way traffic along the lower stretches of Smith Street, creating better north/south circulation options and connections to and from both Stephen Street and Schulyer Street. Moving the alignment to the south could also provide an en-

hanced landscape buffer along the hotel parking structure which visually detracts from the Corridor. The realignment should extend the generous landscaping and park-like benefits of the Mill River Greenway along both sides of Smith Street, and create improved buffers and adjacent uses to the south.

The *Traffic Calming Study* reviewed in this planning process includes the suggestion of retaining a small central island in Boxer Square and organizing traffic flows as a roundabout. This assumption should be re-examined in view of related recommendations contained in this report. This strategy seeks to implement revitalization of Boxer Square as a small-scaled but active neighborhood square lined with shops, restaurants and businesses. Continuous traffic flows that occur at roundabouts can make pedestrian crossing more difficult to negotiate because traffic no longer pauses at stop signs, and the rotary configuration generates relatively long crosswalk distances. In contrast, if a simple and consolidated “T” intersection were created, then the area not required for vehicle circulation could be consolidated in broader sidewalks. This would create an enlarged plaza that would be a suitable setting for public art, landscaping and amenities. This configuration generates relatively shorter crosswalk distances, as well. The investigations at Boxer Square should also take into account the alignment and possible operational changes or improvements to reduce congestion and conflicts associated with the close spacing of the intersections of Spruce Street and Stephen Street.

As has been noted in the discussions about the future of the Finney Lane area, this street will serve as an important seam between the neighborhood and the Hospital campus. The configuration of any potential improvements in regards to traffic flows and operations should also consider possible impacts or relationship to the properties along the alignment, so that the designs and improvements support effective land use and redevelopment potential.

With the train station within a (long) walking distance and bus lines available, the neighborhood should further enhance its transit orientation. In addition to physical improvements to the street system and traffic improvements, opportunities for transportation services along the Stillwater Avenue Corridor should be explored. One such trans-



Data source: City of Stamford, CT GIS

FIGURE 19: CIRCULATION DIAGRAM

portation service could be a shuttle service that is operated in conjunction with Stamford Hospital and either the City or a community organization. Shuttle services operated by or in part with hospitals have been located in other communities. In Boston, Partners Healthcare operates a shuttle service for many of its hospitals that runs on set schedules and routes and is available to hospital employees, patients and visitors. Children's Hospital and Research Center in Oakland California also offers The Children's BART shuttle as a free service.

## OPEN SPACE, PEDESTRIAN AND BICYCLE NETWORKS

Safe pedestrian environments, dedicated bicycle networks, and engaging open spaces are key elements to the Stillwater Avenue Corridor improvement plans. These features each generate unique activities and provide independent benefits to their surroundings, but when combined and connected each element amplifies and enhances the others. Strategic improvements in each of these areas along the Stillwater Avenue Corridor can result in dramatic enhancements to the quality of life for residents and increased activity for businesses.

The Open Space Diagram shown in Figure 20 indicates the locations of streetscape improvements and open space enhancements. These improvements will link the entire corridor to the key businesses at the Stamford Hospital, Connecticut Film Center, and Downtown, and to existing open spaces at Michael F. Lione Park and along the Mill River Riverway. The new public spaces in strategic locations at Finney Lane and Boxer Square will provide relief to the rest of the corridor.

### Pedestrian and Bicycle Networks

The pedestrian and bicycle network improvements for the Stillwater Avenue Corridor include establishing a pedestrian and bicycle link from Smith Street to Main Street and completing the streetscape improvements on Stillwater Avenue in conjunction with the traffic calming program. Completing the streetscape improvements along Stillwater Avenue is the principle pedestrian network improvement for the Corridor. Figure 21 illustrates key elements of the streetscape

design. The streetscape improvements should be completed in concert with the institution of the Corridor's traffic calming program. Creating a safe and inviting pedestrian realm for community members and patrons will enhance overall quality of the Stillwater Avenue Corridor for businesses and residents alike.

Linking Smith Street to Main Street by improving the safety and quality of the crossing is of vital importance because it connects the Stillwater Avenue Corridor with the rest of the City of Stamford and ties the Stillwater Avenue pedestrian and bicycle improvements into the larger Citywide pedestrian and bicycle network. Without a safe crossing over Mill River Street, it remains a barrier isolating the Stillwater Avenue neighborhood from Downtown Stamford, an economic and job center, and the neighborhood fails to recognize the benefits of its immediate proximity. Similarly, without a safe crossing between Smith Street and Main Street, the pedestrian and bicycle amenities fail to be incorporated into the Citywide system of pedestrian and bicycle networks. The access to and from the Stillwater Avenue Corridor is critical for achieving the neighborhood's goals and visions.

### Open Spaces

The open space improvements for the Stillwater Avenue Corridor include implementing the traffic calming program, which includes roadway realignments that increase sidewalk open space, the realignment of Finney Lane to create an active public plaza, and the redesign of Boxer Square to expand existing open space. Sidewalks can be expanded and plazas can be created and added to the area's open space inventory principally by realigning roadways and implementing traffic calming features. Landscape and streetscape elements can be added to soften the environment and enhance the open spaces as unique opportunities along the busy commercial Corridor.

The underlying strategy of creating open space through road improvements and realignments reflects both the lack of existing open space opportunities available to incorporate into the Corridor and the area's densely build environment. In this setting the need for open space to offer relief from the urban environment is essential for the residential and pedestrian realms. Well landscaped sidewalk plazas,



Data source: City of Stamford, CT GIS

FIGURE 20: OPEN SPACE DIAGRAM



FIGURE 21: STREETScape ILLUSTRATIVE

expanded pedestrian featured streetscape, and safe areas can offer the reprise that is required.

When thoughtful, inviting and safe public open spaces, pedestrian environments and bicycle networks are combined, they support each other and encourage the movement of people in a way that improves the quality of life for residents, businesses and visitors. The implementation strategies for the improvements discussed in this section relating to open space, pedestrian and bicycle networks are detailed in the Implementation Matrix.

## ECONOMIC DEVELOPMENT PROGRAMS

A variety of assistance programs exist to support the residents and business of the West Side neighborhood. The multitude of assistance programs are run through the City of Stamford, State of Connecticut, Federal Government, non-profit organizations and in some situations a combination of entities. These programs often incorporate State and Federal funding, providing critical technical and financial assistance for the purposes of economic development, education/job training, housing and public safety.

The City of Stamford is active in receiving and channeling Federal and State resources to eligible residential communities through its Community Development Department (SCD). This includes management and distribution of funding received as part of Community Development Block Grants (CDBG), which is used to support affordable housing, public improvements and economic development in eligible neighborhoods.

Economic and technical assistance programs are also available through several public/private partnerships and nonprofit organizations, such as the Stamford Partnership, and the Housing Development Fund (HDF), which are based in Stamford and operate locally. The Community Economic Development Fund (CEDF) is a state-wide resource that may also be considered.

The Citizen's Service Center, an information call-line run and man-

aged by the City, and 2-1-1, a free info-line service administered by the United Way of Connecticut, are two important resources for sharing access to information and guidance. These resources are actively used by the community.

The West Side Neighborhood Revitalization Zone (WSNRZ) is one of the key initiatives that will help bring positive change to the Stillwater Avenue Corridor. The WSNRZ was created for the specific purpose of implementing the neighborhood's vision for the future, and connecting West Side residents with City and State services, economic development resources, affordable housing, educational opportunities, and enhanced public health and safety. The WSNRZ achieved 501(c)(3) status in the fall of 2008, which confirms its position as a Community Based Development Organization. Achieving 501(c)(3) status enables the WSNRZ to seek additional public and private funding to implement selected projects and sustain revitalization efforts, as well as allowing it to continue to play its vital role as a key community liaison and resource center. The WSNRZ has positioned itself to be a primary contributor and facilitator of continued and enhanced services for West Side residents and businesses.

More detailed descriptions about these agencies and organizations, and the specific programs that they offer, are provided below, in the following subsections: City Programs, Non-Profit Programs, State Programs, and Federal Programs.

### City Programs

Stamford's community development and social programs are mainly concentrated under the umbrella of the City's Community Development Department (SCD), the Division of Social Services, and the Mayor's Office. Through these departments, the City of Stamford runs programs that seek to address issues ranging from senior citizen nutrition and youth leadership skills to fair rent laws and school readiness programs. The primary organizations and agencies that support City programs are listed below:

#### *Community Development Department (SCD)*

The Community Development Department channels federal block

grant assistance to eligible neighborhoods (such as the West Side). SCD also acts as staff to the Housing/Community Development/Social Services Committee of the Board of Representatives (HCD-SS) and the Mayor. Stamford receives approximately \$1,100,000 in CDBG funds annually, to be used in five major areas: affordable housing, public improvements, economic development, public services and planning/administration. SCD assists property owners in renovating housing units for occupancy by low and moderate income individuals and families. Assistance takes the form of partial financing at favorable terms, and is provided through private lenders.

## Non-Profit Programs

Non-profit organizations work directly with local businesses and resident groups, and public/private partnerships to deliver an invaluable service in providing financial and technical assistance, and distributing much needed state and federal funding directly to the community. The following organizations have contributed in the past to improve the living and working conditions in the West Side neighborhood, and will continue to function as the primary mechanisms that support and facilitate social programs.

### *Stamford Partnership*

The Stamford Partnership was created in 1978 by a group of business, government and community leaders, joined together to foster and support economic development and physical revitalization. Some of the programs and institutions sponsored by the Stamford Partnership that have been fundamental to the improvement and social connectivity of the Stillwater Avenue Corridor include The West Side Neighborhood Revitalization Zone (WSNRZ), small business and entrepreneurship support (WBDC and CEDF targeted loan pools), youth service certification training programs (EMS, Hazmat and EMT services), English as a Second Language (ESL) programs, and organizing neighborhood cleanup events.

### *West Side Neighborhood Revitalization Zone (WSNRZ)*

The WSNRZ is a community based development organization composed of residents, businesses, community organizations and their

elected representatives working together to make decisions on issues that impact their neighborhood. Planning goals for the neighborhood include the preservation of social and economic diversity, the protection of the community's natural and built environment, and the enhancement of the overall quality of living. Other important initiatives sponsored by the WSNRZ include an enhancement of the perception of public safety, an increase of maintenance and service in public spaces, the elimination of graffiti, dumping, litter and abandoned cars, and a reduction in the incidence of youth violence.

### *Community Economic Development Fund (CEDF)*

This economic development fund was created to provide community economic development and support for Connecticut's small businesses and community organizations. The fund is comprised of three organizations. The CEDF Foundation is the parent organization and a non-stock nonprofit organization. The CEDF Corporation is a for-profit subsidiary responsible for administering CEDF programs. A third company, CEDF 1 manages all the small business lending activities, and is a loan pool supported by a partnership of banking and financial institutions working with the State of Connecticut.

### *The Women's Business Development Center, Connecticut (WBDC)*

This nonprofit microenterprise development organization is aimed at increasing economic independence for women, by educating and counseling them to start and grow businesses, resulting in job creation and community vitality. The organization provides entrepreneurial training, business counseling and special events to southwestern Connecticut and Naugatuck Valley.

### *Housing Development Fund (HDF)*

HDF is a nonprofit organization to finance the development of affordable housing operating in Stamford, Danbury and Bridgeport and serving southwestern Connecticut. The Fund provides loan programs for pre-development lending, acquisition, rehabilitation and new construction. HDF also provides down payment assistance programs for low- and moderate-income households

## State Programs

The following State-funded programs and initiatives have an important role in supporting and supplementing other City and nonprofit programs listed above.

### *Department of Economic and Community Development (DECD)*

DECD offers and administers a host of housing development and housing support programs, including grants, loans and guarantees for affordable housing, congregate facilities, the elderly, and assisted living housing. Two particular DECD initiatives of relevance are:

- *The HOME Investment Partnerships Program* – This is a Federally funded program and is subject to specific applicable Federal regulations. This program is available to individuals, and eligible uses include rehabilitation, new construction and the American Dream Downpayment Initiative, which assists first-time homebuyers earning less than 80% of the area median income with down payment assistance.
- *Neighborhood Stabilization Program (NSP)* was created through the Federal Housing and Economic Recovery Act (HERA) of July 2008, which set aside \$3.92 billion dollars for states and localities to combat the negative effects of mortgage foreclosures throughout the nation. The Act charged the U.S. Department of Housing and Urban Development (HUD) with establishing formula grant amounts and requirements by which states and localities hardest hit by foreclosures could receive and expend an allocation of NSP funds to assist in the purchase and/or rehabilitation or redevelopment of foreclosed, abandoned or vacant properties in their communities. Through this program, funding has been made available to the City of Stamford in the order of \$2.9 million, \$2 million of which are earmarked for acquisition and rehabilitation of foreclosed properties for sale, rent or redevelopment.

DECD also offers many programs and services to help businesses by providing financial and technical assistance, either directly or

through a series of partner organizations. Of particular relevance for the Stillwater Avenue Corridor are new business opportunities in the government bid network; financial resources for land, buildings, machinery and equipment, working capital, workforce development and training assistance; and small business management information and counseling services.

### *Connecticut Housing Finance Authority (CHFA)*

CHFA provides housing finance, helping families and individuals purchase their first home, and providing financing for home construction and rehabilitation. CHFA also provides a series of home-ownership programs to assist certain constituencies, including special needs groups, to become homeowners, and programs to assist developers, builders and managers of affordable rental housing. A key program for production of affordable housing is CHFA's low income, multi-family housing tax credit program.

### *Tax Increment Financing*

While not an on-going program, tax increment financing is available to the City under state law as an option to assist in financing infrastructure improvements. The concept is to use a portion of the net increase in taxes accrued from the increase in value obtained after redevelopment, and use those new funds to pay for infrastructure that could support the redevelopment project.

## Federal Programs

In addition to HUD Community Development Block Grants (CDBG) and other federal sources of funding, an interesting program that may have applicability to economic development funding in Stamford is the New Markets Tax Credit Program.

### *Community Development Financial Institutions Fund (CDFI Fund)*

The CDFI has been created to expand the capacity of financial institutions to provide credit, capital, and financial services to underserved populations and communities. The fund provides direct investment and training to community development financing institutions.

### *New Markets Tax Credit (NMTC) Program T*

The American Recovery and Reinvestment Act of 2009 provided the CDFI Fund with \$3 billion of New Markets Tax Credit allocation authority, divided equally between fiscal year 2008 and fiscal year 2009. This program was established by the Community Renewal Tax Relief Act of 2000, and it provides incentives to investors in the form of tax credits over seven years to stimulate the provision of private investment capital that, in turn, will facilitate economic and community development in low income communities. It is anticipated that a new appropriation may be available by the end of 2009. Financial institutions may apply for an allocation. Nationwide applications will then be reviewed and the selected recipients may be approved next year. NMTC is not a social program in itself. However, it could have applicability to the implementation of business and economic development initiatives through the financial organizations that would directly provide funding and investment.

## **SOCIAL PROGRAMS**

There are a number of social agencies and programs, some with overlapping client bases that provide support to neighborhood residents.

### **City Programs**

#### *Senior Citizens Resources and Programs*

The City's Senior Center, located in the Stamford Government Center, provides activity programs and services to a membership of approximately 1,200 seniors ranging from exercise and nutrition programs to lecture series and technology training. Additionally the City also operates the Smith House Skilled Nursing Facility, a municipally-owned nursing home with 68 private bedrooms, which provides additional programs to the senior community. The Smith House's programs include continuing education programs with the Stamford Public Schools, outreach programs, and free health screenings, education and referrals.

### *Division of Social Services*

The Division of Social Services provides programs that seek to ensure safe housing conditions, health insurance for children and anti-blight code enforcement. Inquiries related to housing issues, fair rent, anti-discrimination laws, requirements and limitation of public funding programs are handled by the Department of Social Services' Social Service Commission.

#### *Youth Services Bureau (Mayor's Office)*

The Mayor's Youth Services Bureau works through the Mayor's Youth Leadership council, Education Through Adventure, the Juvenile Review Board, the Stamford Mentoring Partnership, and collaborates with Stamford's youth-serving organizations to develop caring, responsible, and successful young people. The Youth Services Bureau programs focus on developing leadership skills, self-confidence, and life skills in young people and provide opportunities for adults, parents, youth workers, teachers and mentors to improve communication, courage and team building skills.

#### *School Readiness Program*

The School Readiness Program provides 3- and 4-year olds at all economic levels with early care and education (full and part-time). Monthly fees range from \$22 to \$1,075 depending on the family employment situation and income level. The program is operated at several locations in the City through CLC, Inc., a local nonprofit organization, in partnership with the City of Stamford and the Stamford Public Schools. Over 45 children are served in three classrooms at the Stillmeadow Elementary School on Stillwater Road (north of the study area).

#### *Citizen's Service Center*

The Citizen's Service Center provides Stamford residents with a single telephone number for all service and information requests.

## Non-Profit Programs

### *Connecticut Association for Human Services (CAHS)*

CAHS is a public education research and policy development organization committed to decreasing poverty, neglect and inequality by bringing together diverse interests to address issues through research, advocacy, policy development and outreach activities.

### *Corporation for Supportive Housing (CSH)*

CSH is an organization that aims to provide housing for people who are or have been at risk of homelessness, or who have special needs including disabilities or other substantial barriers to housing stability.

### *The United Way of Connecticut*

The United Way of Connecticut aims to help meet the needs of residents by providing information, education and connection to services, such as the 2-1-1 program, publications and an online database.

## State Programs

### *Department of Social Services (Health Insurance Programs)*

Through the Department of Social Services the State of Connecticut operates two programs which provide medical benefits to state residents. The programs are:

- *The HUSKY Program* - Connecticut's health insurance program for children and eligible caregivers offers a full health insurance package for children and teenagers up to age 19, regardless of family income. HUSKY Plus offers additional services for children with special physical health care needs, while mental health and substance abuse services are available through Connecticut Behavioral Partnership.
- *Charter Oak Health Plan* – This is the State of Connecticut's program to provide benefits and medical providers to the uninsured and to adults experiencing financial hardship in paying unaffordable, non-group premiums on their own.

### *Department of Administrative Services, Food Distribution Program (FDP)*

The State of Connecticut receives surplus food from American farmers through the Federal Food Distribution Program, administered by the US Department of Agriculture. FDP distributes this food to school children, the elderly and people in need.

In addition to the social and economic programs currently existing and available to residents and businesses in the Stillwater Avenue Corridor, the expansion and introduction of further resources is needed to sustain the success that has already been achieved. New and expanded programs should be aimed at reinforcing and solidifying work currently being done by the myriad of programs and organizations in this section of the report.

Appendix A contains the Implementation Matrix, which lists a series of initiatives in detail that either identifies key programs already in place that should continue, existing programs that should expand their services and scope of offerings, or new programs that could introduce benefits or services that are currently not available or accessible to the community. Social and economic programs detailed in the Implementation Matrix range from neighborhood cleanups to home improvement programs to small business assistance and services to code enforcement.

The need for expanded or additional assistance programs reflect the dynamic nature of the Stillwater Avenue Corridor and the transitions that have been occurring. For instance, as programs to increase homeownership and small businesses in the Stillwater Avenue Corridor succeed, new programs are needed to support these growing segments of the community and to solidify the gains made by existing social and economic assistance programs.

Social and economic assistance programs can be a powerful change agent within neighborhoods and communities. The social and economic programs that serve the Stillwater Avenue Corridor must not only initiate change, but they must also be able to support and sustain the community through the transitions until the social and economic missions are fully realized.

# 4

## CONCLUSION: ACHIEVING AND MEASURING SUCCESS

It is relatively easy to imagine a better future by envisioning change. It is far more challenging - and far more important - to translate positive visions into reality.

Change comes relatively slowly in the context of a large urban neighborhood. *The Stillwater Avenue Corridor Implementation Strategy* provides the framework for actions which, at times, may seem small or inconsequential. However, the cumulative transformations that will occur as a result of these incremental and coordinated initiatives should not be underestimated. Each step should be measured by its positive direction and degree of coordination with other strategies, rather than viewed in isolation.

These concluding observations suggest ways to measure the success in the revitalization of the Stillwater Avenue Corridor. These measures should be kept in view as each step is taken over the next decade, and into the years beyond.

### ACHIEVING REINVESTMENT AND REVITALIZATION

The reliance on public and non-profit resources should recede as revitalization occurs. As a result, private and non-profit actions and projects should unlock a sustainable market for new private and institutional investment. A key measure of success will be the degree to which a variety of private and institutional reinvestment and revitalization occurs along the Stillwater Corridor and within the adjacent neighborhoods over time.

### BUILDING FROM STRENGTHS

The vision and strategies for the Stillwater Avenue Corridor should be built upon the existing strengths of the community as an ethnically diverse urban neighborhood with a strong business and institutional base.

The process should not superimpose an entirely new character. Instead, success should be measured, in part, by the increased economic activity and investment in businesses that serve and employ the neighborhood population. The degree to which activities associated with Stamford Hospital occur or are enhanced along the edges of Stillwater Avenue and Smith Street will be another gauge of success. Success should also be measured in the diversity of high quality residential choices in terms of housing types and affordability. Finally, the quality of life in this urban neighborhood population should be measured, in part, by the ability to walk to amenities, shopping, work and transit stops.

### GAINING AND MAINTAINING BALANCE

The revitalization of the Stillwater Avenue Corridor should contribute to a balanced neighborhood in terms of uses, population, economic and community life. If the Corridor supports an increasingly narrow range of retail and commercial uses or attracts a limited demographic mix, then the vision is not being met. Balance can be measured by considering the range of uses that occur over time, the ethnic and economic diversity as gauged by the demographic profile, and the choices available along the Corridor to engage in community life through recreation, education, religious and civic institutions.

### ENHANCING THE NEIGHBORS' FUTURES

The planning and design recommendations contained within this strategy seek to enhance the neighboring properties and uses through reinvestment along Stillwater Avenue and Smith Street. The beneficial relationships sought can be judged through the emerging patterns of improvements, connections and property values along the streets and within the properties that form the neighborhood context.

## CONTENTS

- Achieving Reinvestment and Revitalization
- Building from Strengths
- Gaining and Maintaining Balance
- Enhancing the Neighbors' Futures
- Transforming the Streetscape, Open Space and Street Infrastructure
- Seeing Property Improvements
- Providing Efficient, Well-Designed Shared Parking
- Maintaining Stewardship

*The most important path to success will be the focused partnerships among the public, institutional and non-profit stewards of the Stillwater Avenue Corridor and their continued commitment to a community-based process for change.*

## TRANSFORMING THE STREETSCAPE, OPEN SPACE AND STREET INFRASTRUCTURE

Major changes will occur in the perceptions and circulation patterns for pedestrians, bicyclists and motorists as the Stillwater Avenue Corridor is improved. The contributions of these changes to the overall implementation strategy can be directly measured by the amount of the existing network of sidewalks, intersections and connected open spaces that are upgraded over time.

## SEEING PROPERTY IMPROVEMENTS

The strategies in this report seek to change the dynamics of disinvestment in existing buildings and sites that characterize stretches of Stillwater Avenue and Smith Street over time. Progress will be measured by the pace and extent of property improvements that visibly demonstrate pride of ownership and the value of investing in the future.

## PROVIDING EFFICIENT, WELL- DESIGNED SHARED PARKING

The strategies contained in this report stress the vital role that will be played through the provision of efficient, shared parking that supports – rather than disrupts – the tight-knit fabric of mixed use that will compose the urban neighborhood along Stillwater Avenue, Smith Street and within the West Side. Success will be measured by the degree to which new businesses, patrons and residents are attracted and retained because there is adequate convenient parking and because the Corridor and neighborhood is a convenient, safe and enjoyable place to walk among the many destinations.

## MAINTAINING STEWARDSHIP

Revitalization will require more than patience; it will require persistence among a collaborative collection of stewards of the Corridor's future. The focused partnerships among key public, institutional and non-profit stakeholders have been greatly strengthened through the process of assembling this *Implementation Strategy*. Everyone involved should be congratulated for their contributions. In the final evaluation of success, the greatest measure will be the degree to which all of the stakeholders have remained engaged and committed.

# A

# APPENDIX A: IMPLEMENTATION MATRIX

## IMPLEMENTATION MATRIX

The Implementation Matrix provides specific details for each Implementation Strategy initiative. The matrix provides specific actions, action descriptions, potential responsibility, likely resources and the proposed timing. The Implementation Matrix detail accompanied with the Implementation Strategies narrative provide a comprehensive roadmap for initiating and executing planning and redevelopment programs along the Stillwater Avenue Corridor.

Figure 22: Block Identification Diagram, created by Newman Architects is attached for reference. This plan provides graphic representation of the Block Identification Numbers, as cited in the Implementation Matrix.

## CONTENTS

*Implementation Matrix*

*Figures:*

*Figure 22: Block Identification Diagram*

CATEGORY	ACTION	DESCRIPTION	RESPONSIBILITY	RESOURCES	TIMING
LAND USE					
New Mixed Use Development	Implement additional mixed use development within the Corridor in locations that are determined to be strategic opportunities to strengthen the neighborhood.	Continue development of strategically located parcels located along the Corridor as mixed-use affordable housing with commercial uses. Solicit and support community-based businesses as ground floor and residential tenants.	Charter Oak Communities, other non-profit and for-profit development entities	Tools and methods currently employed or available	Ongoing/ short-term
New Mixed Use Development: Hospital Related Development	Engage the Hospital as a joint developer or long term tenant of buildings along the Corridor that may contain employee housing, office/back office space, professional offices or other spaces.	Seek a developer to create joint development relationship with the Hospital. Consider recent example in Norwalk and other communities. Solicit and support community-based businesses as ground floor tenants.	Hospital and/or private sector land assembly New Market Tax Credits Energy Tax Credits Tax Increment Financing CHAFA low income tax credit programs	Hospital and/or private sector land assembly New Market Tax Credits Energy Credits	Mid-term
Private Sector Redevelopment	Actively market and promote mixed use redevelopment opportunities.	As market-rate development becomes feasible, development entities should be actively solicited and provided information to connect them with potential sellers so that property can be assembled.	NRZ Implementation/ Focus Team	Private sector land assembly and conventional financing	Long-term

CATEGORY	ACTION	DESCRIPTION	RESPONSIBILITY	RESOURCES	TIMING
Renovation	Organize, fund, and manage a geographically targeted proactive program for building renovation.	Institute a façade and signage improvement program. Renovations for new and existing uses. Develop an energy upgrade program.	NRZ Implementation/ Focus Team	Low cost loans/revolving loan fund expanding upon Community Economic Development Fund resources with CDBG, local bank and business contributions Neighborhood Stabilization Program funds Link to business support funding	Initiate within 1 year
Code Enforcement	Identify, respond and review zoning and building code compliance in all commercial, residential and business properties.	Create a program for code review in this neighborhood, coordinated with and supplemental to the City's existing multi-family and commercial fire safety inspections. Extend building code and zoning code compliance in regards to non-compliant accessory apartments to single family and two-family residences. Establish a City complaint line or web-based connection for identifying potential code violations and a set criteria and methods for response.	Environmental Health and Inspection Services	City funding	Expand regular periodic enforcement  Goal: Initiate by end of 2010
<b>BLOCK CONCEPTS</b>					
Block "4N" (See Figure 22: Block Identification Diagram for block locations)	Provide zoning, with incentives, for mixed use redevelopment.	Identified as a priority Redevelopment Site. Mixed use development, mixed scale with housing above retail/restaurant/services. Housing units to be affordable.	Development entity to coordinate with Hospital. Provide parking to Hospital through agreement and possible land-swap. Provision of public spaces for retail use through City contribution of Hillhurst Street. Stamford's Urban Redevelopment Commission (URC)	Available funding and financing resources available to Charter Oak Communities Parking lease by Hospital Value of the Hillhurst Street land	Short to mid-term

CATEGORY	ACTION	DESCRIPTION	RESPONSIBILITY	RESOURCES	TIMING
Block "3N" (See Figure 22: Block Identification Diagram for block locations)	Provide zoning, with incentives, for mixed use redevelopment. Potential formation of a joint development entity/agreement.	Identified as a priority Redevelopment Site.  Mixed use development, mixed scale with hospital use, housing, retail/restaurant/services. Market rate units at approximately 80 percent of units.	Hospital to conduct search, establish development relationship with development entity  Development entity/Hospital to proceed with acquisition  Stamford's Urban Redevelopment Commission (URC)	Hospital funds  Conventional funding and financing  Tax Credits  Tax Increment Financing  CHAFAs low income tax credit programs	At the same time as Block 4"N" buildout
Block "4S" (See Figure 22: Block Identification Diagram for block locations)	Provide zoning, with incentives, for mixed use redevelopment.	Private sector, market rate redevelopment at moderate densities.	NRZ revitalization plan to facilitate and market  Private sector redeveloper	Conventional funding and financing  Tax Credits  Tax Increment Financing  CHAFAs low income tax credit programs	Mid-term
Block "9S" West (Boxer Square) (See Figure 22: Block Identification Diagram for block locations)	Provide zoning, with incentives, to trigger private sector redevelopment.  Option: Public sector land assembly through transportation (street realignment) or for other purposes.  Street re-alignment to improve Boxer square should occur as part of the redevelopment process.	Priority Development Area:  Private sector, market rate redevelopment at moderate densities.	NRZ revitalization plan to facilitate and market  Private sector redeveloper  Stamford's Urban Redevelopment Commission (URC)	Conventional funding and financing  Possible land assembly funding/financing  Tax Credits  Tax Increment Financing  CHAFAs low income tax credit programs	Mid-term
Block "9S" East (West Main Street) (See Figure 22: Block Identification Diagram for block locations)	Provide marketing and land assembly assistance or incentives to trigger private sector redevelopment.  Option: Public sector land assembly through transportation (street realignment) or for other purposes.  Street re-alignment to improve connection and open space should occur as part of the redevelopment process.	Priority Development Area:  Private sector, market rate redevelopment at moderate densities.	NRZ revitalization plan to facilitate and market  Private sector redeveloper  Stamford's Urban Redevelopment Commission (URC)	Conventional funding and financing  Possible land assembly funding/financing  Tax Credits  Tax Increment Financing  CHAFAs low income tax credit programs	Mid-term

CATEGORY	ACTION	DESCRIPTION	RESPONSIBILITY	RESOURCES	TIMING
Blocks "1S", "2S" (See Figure 22: Block Identification Diagram for block locations)	Marketing and land assembly assistance or incentives to trigger private sector redevelopment and/or substantial renovation.	Private sector, market rate redevelopment at moderate densities.	NRZ revitalization plan to facilitate and market Private sector redeveloper Stamford's Urban Redevelopment Commission (URC)	Conventional funding and financing Possible land assembly funding/financing Tax Credits Tax Increment Financing CHAFAs low income tax credit programs	Mid-term
Blocks "5N", "6N", "7N", "3S", "4S", "5S", "7S", and "8S" (See Figure 22: Block Identification Diagram for block locations)	Marketing and land assembly assistance and zoning incentives to trigger private sector redevelopment.	Private sector, market rate redevelopment at moderate densities.	NRZ revitalization plan to facilitate and market Private sector redeveloper Stamford's Urban Redevelopment Commission (URC)	Conventional funding and financing Possible land assembly funding/financing Tax Credits Tax Increment Financing CHAFAs low income tax credit programs	Mid-term
<b>ZONING AND REGULATORY STRATEGY</b>					
Plan Amendment	Amend City Master Plan	Revise boundaries of commercial district designation to support expansion of the commercial development in accordance with the Corridor plan.	Planning Board	Land Use Bureau	Three months
Regulatory Strategy for the Corridor	Adopt a Village Commercial District modified to reflect the unique conditions in the Stillwater neighborhood.	Modify the current Village Commercial District for the Stillwater Corridor with at least the following changes: Provide incentives for aggregation of properties Add new height and setback standards Revise parking standards Allow parking structures to be exempt from maximum coverage Revise site and architectural criteria Clarify parking structure architectural design criteria to allow raised parking structures	Zoning Board	Land Use Bureau	Six months

CATEGORY	ACTION	DESCRIPTION	RESPONSIBILITY	RESOURCES	TIMING
Regulatory Strategy for the Corridor (continued)	Amend Zoning Map	Rezone the Corridor following the revised Master Plan boundaries and, using the neighborhood-focused Village Commercial District.	Zoning Board	Land Use Bureau	Six months (concurrent with new district amendment)
Regulatory Strategy for Adjacent Residential Blocks	Regulatory and financial incentive programs for relocation of non-conforming uses.	Provide incentives for non-conforming commercial uses within residential blocks to relocate to specified 'receiving' areas.	Planning Board Zoning Board Community Development Department CEDF WSNRZ	Land Use Bureau CDBG funds Community Economic Development Fund (CEDF)	Five years
<b>PARKING AND CIRCULATION STRATEGY</b>					
Revise Parking Standards	Shared Parking	The supply of off-street parking must provide flexibility and spaces to support the retail and service business in the area to supplement the on-street parking. In particular, the parking lots which appear to be "surface" lots between the street frontages along Stillwater and the Hospital development and beyond should be designed and operated to serve, in part, as a convenient parking pool to support the ground level uses in the adjacent buildings.	This will be a shared responsibility among the developers of those lots requiring coordination and City participation through the approval processes. New City authority or Stamford's Urban Redevelopment Commission (URC)	"Oversupply" of parking spaces to support the district as a whole might be financed through either a TIF or special assessment district if it cannot be absorbed within development budgets.	In concert with new development.
	Establish new zoning district parking standards.	Within the revised zoning district, set standards that recognize storefront parking needs and shared parking options.	Zoning Board	Land Use Bureau	Six months
	Amend zoning for parking structures.	Within the revised zoning district, set standards that permit efficient parking structures.	Zoning Board	Land Use Bureau	Six months
Improve Accessibility	Creation of improved east-west connections.	Creation of improved intersections at the following four intersections: West Ave/Stillwater Ave Mill River St/Smith St Boxer Square West Main St/Stillwater Ave	Review existing traffic calming strategy and modify if required (Department of Public Services). Undertake design enhancements (Department of Public Services).	Transportation improvement funding to be identified	1-5 year time period

CATEGORY	ACTION	DESCRIPTION	RESPONSIBILITY	RESOURCES	TIMING
Improve Accessibility (continued)	Review traffic solution for Boxer Square.	Reorganization of Boxer Square to create improved open space and pedestrian connections. As part of this process, the termination and circulation associated with nearby connecting streets (Spruce St, Wright St and Alden St) should be undertaken and short term and long term improvements planned.	Engineering Bureau Other City Agencies	Transportation improvement funding to be identified	3 years
	Abandon Hillhurst Street and permit its redevelopment in conjunction with Hospital and adjacent new development	This location is needed to create an appropriate buffer between the Hospital and the Stillwater Corridor. North-south circulation between Stillwater and West Broad Street should be resolved by further study of remaining street corridors and their intersections near Boxer Square and Smith Street.	City of Stamford	Resources adequate for disposition	1-2 years
	Improve the Stillwater entrance to the Hospital and realign Finney Lane.	Create a more lively and attractive entrance to the Hospital that provides a second entrance to the facilities. Finney Lane should be reoriented and realigned to create an improved intersection including pedestrian and visual connections between the Hospital and Stillwater Avenue. Planning to take into account adjacent development	Share Hospital and City planning through appropriate departments	City and Hospital design resources Hospital reconstruction Possible City land acquisition resources	3 years
	Review Smith Street between Mill River Street and Boxer Square.	A portion of Smith Street that climbs from the intersection with Mill River Street should be aligned to provide better vehicle and pedestrian connection and provide a more generous landscape (parkway) appearance extending the quality of the river front park toward Boxer Square.	Engineering Bureau and other City agencies	Transportation improvement funding to be identified	5 years
<b>PEDESTRIAN/BICYCLE NETWORK/OPEN SPACE</b>					
Pedestrian and Bicycle Network Improvements	Improve the pedestrian/bicycle link from Smith Street to Main Street.	Improve the safety and quality of the crossing from Smith Street to the Mill River Park and bridge.	Engineering Bureau Redevelopers	Transportation improvement funding to be identified	3 years
	Complete the streetscape improvements on Stillwater Avenue in conjunction with the traffic calming program.	Continue the previous streetscape improvements along Stillwater Avenue with particular attention to the sub-areas of renovation and redevelopment.	Engineering Bureau Redevelopers	Transportation improvement funding to be identified	Short and mid-term

CATEGORY	ACTION	DESCRIPTION	RESPONSIBILITY	RESOURCES	TIMING
Open Space Improvements	Complete the traffic calming program for the area except where alignments may change at Finney Lane, Boxer Square.	Review roadway realignment to create a more extensive, accessible and active open space with landscape and streetscape improvements.	Engineering Bureau Other city Agencies	Transportation improvement funding to be identified	Short and long term
	Create open space at the Finney Lane and Stillwater Avenue intersection.	Pursue the redevelopment and Realignment of Finney Lane to create an active public plaza and open space at the connection point between the Hospital and the neighborhood.	City, Hospital, adjacent parcel developers	Transportation funding with contributions from the Hospital and Developers	3 years
	Reorganize and redesign Boxer Square.	Explore roadway realignment options to create a more extensive, accessible and active open space with landscape and streetscape improvements	Engineering Bureau Other city Agencies	Transportation improvement funding to be identified	Mid-term
<b>FOCUSED SOCIAL, ECONOMIC AND CIVIC PROGRAMS</b>					
Focused Social and Civic Programs	Continue supporting the role of the West Side Neighborhood Revitalization Zone (NRZ) as a local community resource and a center point for seeking and obtaining assistance.	Seek funding to support and expand the NRZ role.  Habilitate a local storefront or underutilized space for small meetings, group classes or community events.	Stamford Partnership Charter Oak Communities Stamford Hospital City of Stamford	Citizen's Service Center  2-1-1 Program (United Way)  City's Division of Social Services  Youth Services Bureau (Mayor's Office)	One year
Business support and economic development	Continue working to provide technical and financial assistance to local business owners.	Provide guidance on business development and funding opportunities.  Facilitate access to existing economic development programs and resources.	City's Community Development Department (SCD) West Side NRZ	Stamford Partnership  Connecticut Department of Economic and Community Development (DECD)  Possible Community Economic Development Fund (CEDF)	Continuously

CATEGORY	ACTION	DESCRIPTION	RESPONSIBILITY	RESOURCES	TIMING
Business support and economic development (continued)	Continue working to bring job training and entrepreneurial development programs to the West Side.	Provide opportunities for workforce training and apprenticeship programs. Facilitate access to existing programs and resources for start-up businesses. Continue sponsoring internships and apprenticeships for local youth.	West Side NRZ	Stamford Partnership The Women's Business Development Center (WBDC) U.S. Small Business Administration Possible CEDF	Continuously
Homeownership and housing development	Assist homeowners to improve or rehabilitate their homes.	Work with local homeowners to seek financial and technical assistance in renovating their homes.	City's Community Development Department (SCD) West Side NRZ	HOME Investment Partnership Program Housing Development Fund DECD Connecticut Housing Financing Authority (CHFA)	Next five years
	Expand opportunities for homeownership and the creation of affordable housing.	Work with local and prospective residents to seek financial assistance to purchase their homes. Work with local property owners and developers to support the creation of affordable housing units.	City's Community Development Department (SCD)	HOME Investment Partnership Program Housing Development Fund DECD Connecticut Housing Financing Authority (CHFA)	Next five years
Public safety and maintenance	Work with local residents and community groups to prevent crime and enhance public safety.	Undertake crime prevention and community enrichment programs.	City of Stamford West Side NRZ	Stamford's Police Department City's Division of Social Services Youth Services Bureau (Mayor's Office)	Continuously
	Improve deteriorated and abandoned properties.	Undertake additional, focused code enforcement activities.	City of Stamford	Stamford's Anti-Blight Program	One year

CATEGORY	ACTION	DESCRIPTION	RESPONSIBILITY	RESOURCES	TIMING
Public safety and maintenance	Work with local residents and community groups to clean up the neighborhood.	Continue sponsoring neighborhood cleanup events and activities. Continue supporting graffiti removal and prevention.	City of Stamford West Side NRZ	Stamford Partnership Charter Oak Communities Stamford Hospital Local community groups, residents and businesses	One year
Special programs	Continue working to teach english as a second language and support cultural diversity.	Investigate needs for special ESL programs tailored to the neighborhood's population.	City of Stamford West Side NRZ	Stamford Public Schools Stamford Partnership	Continuously

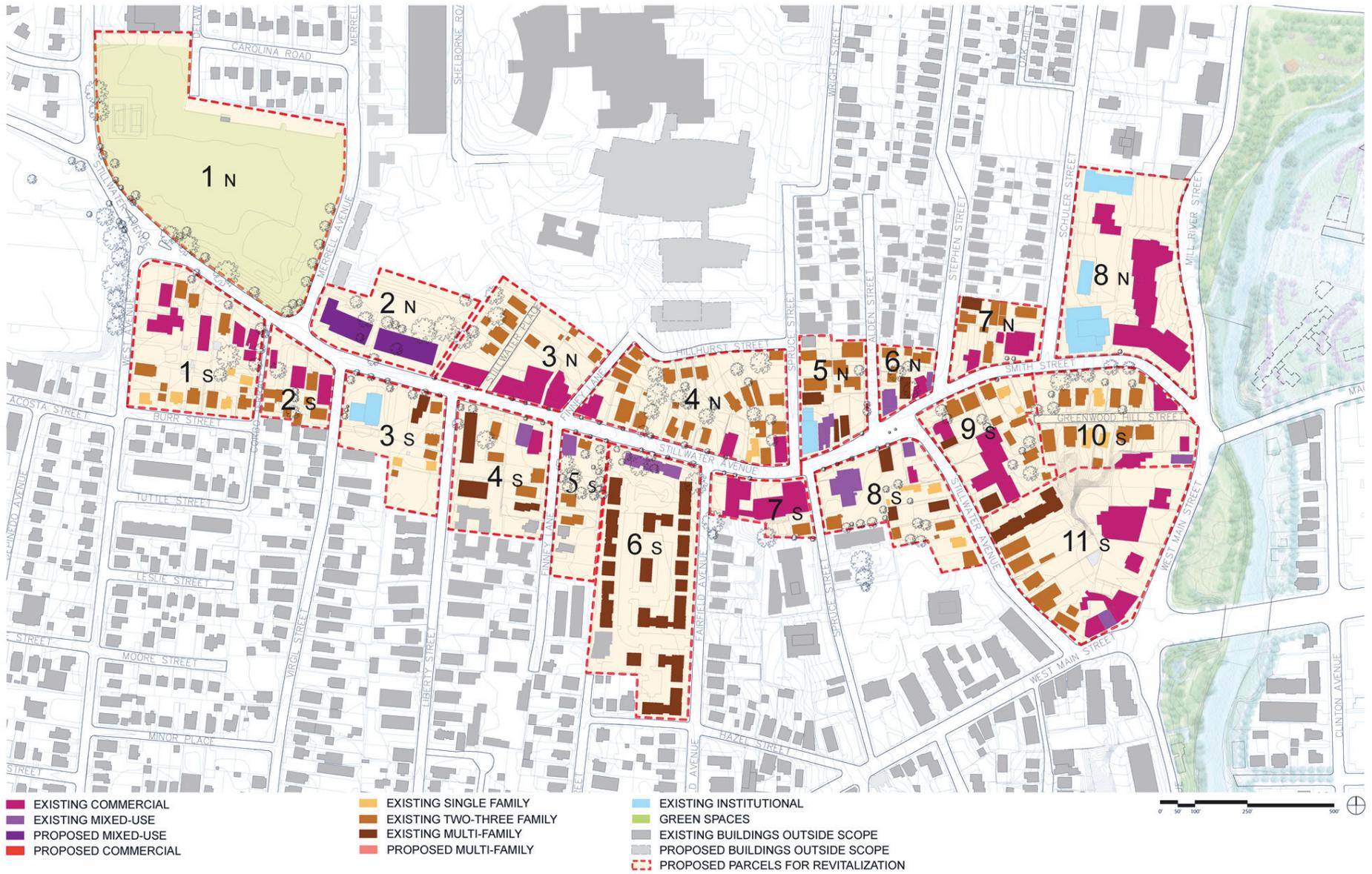


FIGURE 22: BLOCK IDENTIFICATION DIAGRAM

# B APPENDIX B: FACADE INVENTORY



52 Smith Street



55 Smith Street



56 Smith Street



57 Smith Street



62 Smith Street



66 Smith Street



67 Smith Street



67 Smith Street



16 Stillwater Avenue



31 Stillwater Avenue



37 Stillwater Avenue



40 Stillwater Avenue



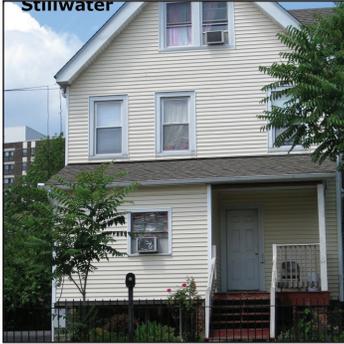
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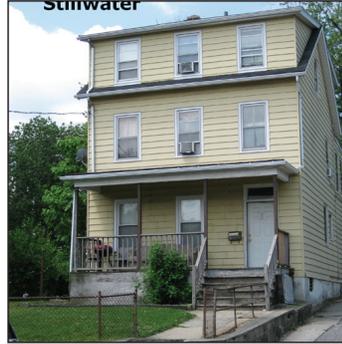
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57 Stillwater Avenue



62 Stillwater Avenue



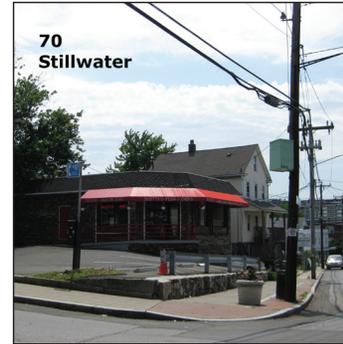
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66 Stillwater Avenue



70 Stillwater Avenue



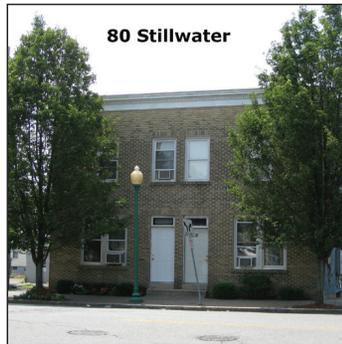
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76 Stillwater Avenue



80 Stillwater Avenue



83 Stillwater Avenue



95 Stillwater Avenue



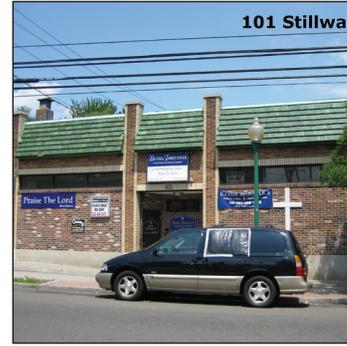
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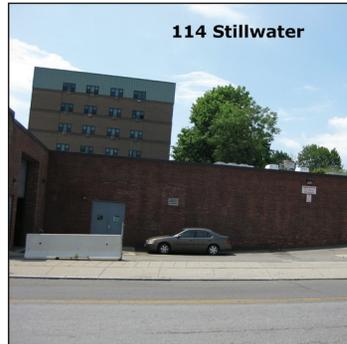
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143 Stillwater Avenue



147 Stillwater Avenue



154 Stillwater Avenue



155 Stillwater Avenue



159 Stillwater Avenue



161 Stillwater Avenue



162 Stillwater Avenue



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186 Stillwater Avenue



190 Stillwater Avenue



191 Stillwater Avenue



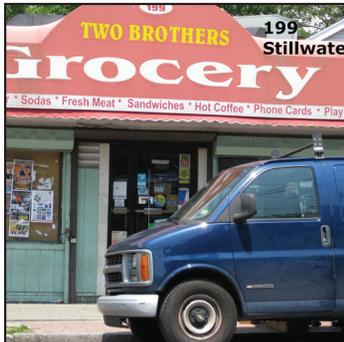
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195 Stillwater Avenue



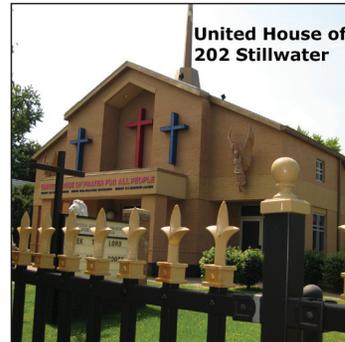
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199 Stillwater Avenue



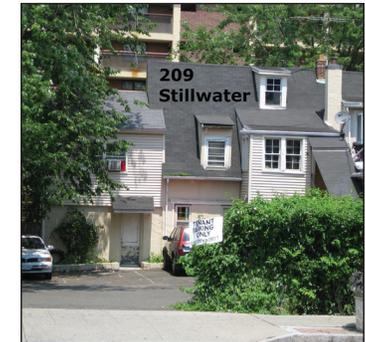
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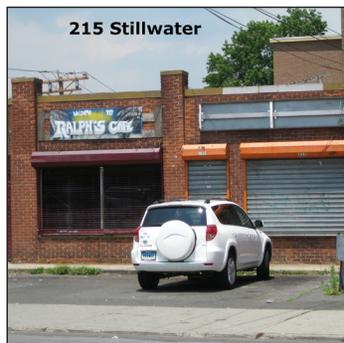
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211 Stillwater Avenue



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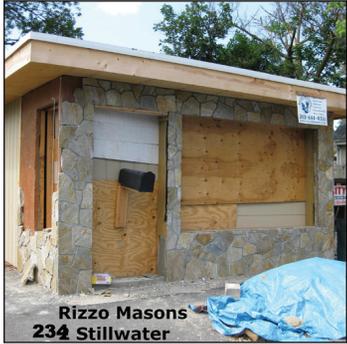
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232 Stillwater Avenue



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234 Stillwater Avenue



240 Stillwater  
240 Stillwater Avenue



242 Stillwater  
242 Stillwater Avenue



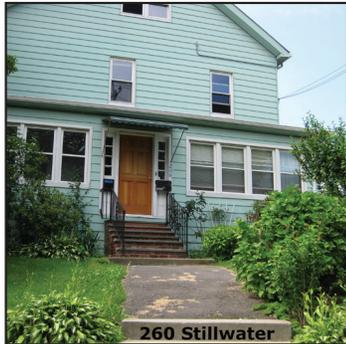
248 Stillwater Avenue



Tuccinardi  
Plumbing & Heating  
252 Stillwater  
252 Stillwater Avenue



6 Stillwater  
256 Stillwater Avenue



260 Stillwater  
260 Stillwater Avenue

Photo source (all): Newman Architects



# APPENDIX C: COMPILATION REPORT

## CONTENTS

*West Side: Planning Studies  
Compilation Report July 2009*

