Re-imagining

DOWNTOWN *Bridgeport*

JUNE 2007

Downtown Special Services District
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We offer up this plan on behalf of the many people who contributed to its development. It is the product of an unprecedented partnership between the DSSD, the City and a range of Downtown stakeholders. Importantly, it is a consensus vision built upon a re-found confidence in the City and its market potential.

As an affirmation of the Downtown resurgence underway, this plan draws on that energy and lays out an exciting future for the Downtown. It shapes the best of Bridgeport's Downtown assets around new market and development opportunities. As investor interest in Downtown increases, the plan will guide development in the years ahead.

The plan does not end here. It is implementation-driven and will require an expansion of the partnerships forged to date. It is also our hope and intention that these recommendations will be incorporated into the City of Bridgeport's Master Plan and its regulatory framework.

Downtown Bridgeport is poised for a dynamic future. We hope you join us in making this vision a reality.

Thomas Zarrilli
DSSD, Chair

State Rep. Robert Keeley
DSSD, Executive Director

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JOHN M. FABRIZI
Mayor

June 2007

This Plan is the product of an extraordinary collaboration among people who care deeply about the future of downtown Bridgeport. It is the City's intention to build on the ideas and energy that helped to create this Plan and action strategy by incorporating its recommendations into the City's overall Master Plan. In fact, the Master Planning process is already well underway and, as a comprehensive and transparent planning process, has garnered broad public support for a new and better Bridgeport.

By building on its existing assets and taking advantage of new development opportunities, downtown Bridgeport is well on its way to becoming a one-of-a-kind, transit-friendly, "green" Park City. For the first time in recent history, the downtown is evolving into its own distinctive neighborhood, where people of all ages will want to live, work, shop, and play.

My thanks go to Governor M. Jodi Rell and the Connecticut Department of Economic and Community Development for their confidence in Bridgeport. Their investment in the Downtown Special Services District to create this important Plan and action strategy has laid the foundation for dynamic growth in our central business district over the coming years. I have requested the Bridgeport Economic Resource Center to convene the Implementation Workgroup to begin bringing these important recommendations to life.

On behalf of the residents and businesses of this great city, we hope to see the product of this important planning effort positively affect Bridgeport and the region for generations to come.

Together we are building a better Bridgeport!

John M. Fabrizi
Mayor

Acknowledgements

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Funded by a grant from the State Department of Economic and Community Development

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Aerial View.
Downtown Bridgeport holds a commanding position at the intersection of two major highways and a regional transit hub, within the broader embrace of magnificent river and harbor waterfronts.

CHAPTER 1:
EXECUTIVE SUMMARY

Bridgeport Downtown resurgence

Vision

Downtown Bridgeport will be energized as the prime place for the young working population of Fairfield County, Connecticut.

The County's (indeed the State's) youth are leaving, due to the lack of affordable and cosmopolitan alternatives. Now, Downtown Bridgeport will give them an alternative place to:

PLAY: A stadium, arena, beach, university, community college, public art, and restaurants galore: plenty of activity and entertainment

LIVE: Lofts, homesteading, and apartment towers: cost-effective options in Fairfield County's prohibitively expensive housing market

ENJOY: Walkable and park-able, historic and hip, energy energy-efficient and transit-friendly: the urban alternative to suburban sprawl

WORK: Train, ferry and bus access to the region's corporate centers: Bridgeport provides the remedy to long commutes on gridlocked Interstate 95

INVEST: A business improvement district, Neighborhood Revitalization Zone, new zoning, streamlined approvals, and sale of public land: the City and business community are ready!

This Plan provides a market-based strategy for Downtown Bridgeport. It offers a consensus-based framework for public and private sector decisions. It addresses all of the elements that will energize Downtown as a place to live, work and play: activities, amenities, loft living, movies, outdoor cafes, parking, placemaking, shopping. It is actionable. It builds on a transformation that is already underway. It leads with youth but will -- perhaps thusly -- have a broad appeal to other demographics as well.

Why Now

Downtown Bridgeport is on the upsurge. This sea change is evidenced by a new ballpark and arena, increasing historic rehab for housing, a commuter train/Amtrak rail station with new ferry and bus terminals, an expanding roster of quality restaurants, two improving center-city colleges, a growing arts and performance

Finally, Progress in Restoring Bridgeport's Grandeur

By LISA CHAMBERLAIN

BRIDGEPORT, Conn.

FOR years, Bridgeport has struggled to throw off the yoke of poverty, crime and corruption. But now, with nearly 25 percent of the historic downtown district about to undergo a major rehabilitation, developers are champing at the bit to enter an emerging mixed-use market that, despite being situated in the richest county in Connecticut, suffers from an image problem.

Projects that are about to get under way will add hundreds of housing units and thousands of square feet of redeveloped commercial and retail space. "I've had at least a half dozen developers tell me, 'If this gets going, we're coming in,'" said Kevin Gremse, director of the National Development Council, a nonprofit community and economic development organization. "And it's about to get going."

For the better part of a decade, Mr. Gremse has been involved in Bridgeport's many attempts to rehabilitate itself, first as a city economic development specialist and then at the National Development Council. But it wasn't until several years ago, when he met Eric Anderson, a New York City developer who founded Urban Green Builders, which focuses on urban in-fill projects using environmentally friendly technologies, that the ball finally got rolling. Having learned of Mr. Anderson's mixed-use projects in places like East Harlem and the Bronx, Mr. Gremse asked him to look at Bridgeport.

"I was just giddy," Mr. Anderson said. "I'm getting the tour and everyone's talking about what a disaster it is, and I look around and say, 'Sign me up.' You just don't get many opportunities to have an impact on an entire city."

Mr. Anderson was enticed not only by the challenge of redeveloping a distressed urban area but also by a complex and powerful new financial tool, called New Market Tax Credits, brought to the table by Mr. Gremse. The redevelopment of Bridgeport is one of the first major projects in the country to take advantage of this program, which was established in the waning days of the Clinton administration.

The credits are parceled out to community development groups like the National Development Council. These groups then dispense them to developers like Mr. Anderson who are willing to undertake projects in distressed areas. Mr. Gremse estimates that the total cost of the project is $110 million, and up to a third will be covered by New Market Tax Credits coupled with historic preservation incentives and other subsidies.

"This project is recreating the marketplace," Mr. Gremse said. "And that would be very difficult to do without these credits."

The four-phase project includes 23 buildings and empty lots. Rehabilitation will start in June on an Art Deco bank tower on Main Street, vacant for nearly 15 years, which has a flooded basement, rusting vaults and peeling paint. It will be combined with three neighboring buildings and turned into 118 apartments and 50,000 square feet of retail and office space.

One block down Main Street is Phase 2, where a historic glass-roofed arcade-style mall will be restored to its 1889 condition. The dark arcade, mostly empty except for a smattering of hip-hop clothing and music stores, will have 23 housing units and 35,000 square feet of commercial and art studio space. Next door will be another rehabbed historic building, a former hotel dating back to 1835; it will have 36 apartments and 70,000 square feet of commercial space.

Later, three more buildings will be redeveloped and three new ones built, providing almost 300 units of housing. The first three phases will all be under way by the end of the year. Phase 4, to begin in 2006, will include eight more mixed-use buildings, both historic and new construction.

"We're starting with the historic structures, so as we work through the phases, the architecture will become more and more visible," said Craig Tooman, a principal architect of the firm Cutsogeorge, Tooman & Allen, which doubled its staff to handle the Bridgeport project. "The new construction will meld a modern aesthetic with the late-1800's commercial aesthetic."

To manage such a large redevelopment effort, which Urban Green Builders had originally undertaken on its own, Mr. Anderson recently brought in the Ginsburg Development Companies, a Westchester developer, as a joint venture partner. "Bridgeport has had a checkered history," said Martin Ginsburg, the concern's president. "But the city has good bones."

In addition to the historic architecture, he said, it has good train and ferry service, a minor-league baseball park and access to Long Island Sound on a two-mile-long beach. "It could be a great city," Mr. Ginsburg said, "but it lacks a residential base."

Both developers believe that reasonably priced housing will initially be in high demand by people who commute to work in Stamford and Norwalk but can't afford housing in those cities.

Photographs by Susan Farley for The New York Times

DOWNTOWN REVIVAL
Craig Tooman, left, the architect, and Eric Anderson, one of the developers, inside an old bank building on Main Street whose vault is at right. Below, the old Bijou theater is being renovated as part of the rehabilitation of Bijou Square, above.

There are plenty of indications that the demand is there. The local developers Garfield and Rebecca Spencer of First National Development bought an abandoned industrial building south of downtown six years ago for $800,000 and converted it into condos. All 53 units created in the first phase have been sold and most are occupied. In a second phase, 10 more units have also sold out but will not be completed until September.

The Spencers have since begun the nearby Jefferson School Lofts project, with 21 loft condominium units, and the Cherry Street Lofts at the west end of downtown, for another 150 units.

Another local developer, Jason Epstein of E/N Properties, is converting an old office building next to the downtown courthouse into 40 luxury condos. Even with a rooftop garden, an upscale health club and better retailing, the condos will sell for considerably less than anything comparable in Fairfield County. Mr. Epstein said a 1,000-square-foot unit in his building would command about $250,000, as opposed to $450,000 elsewhere in the area. "Everybody is being squeezed out of Norwalk and Stamford," he said.

This week, there will be the grand opening of the Sterling Market Lofts building, formerly a Read Department store. It has been converted into live-work artists' apartments by Artspace Projects Inc., a developer based in Minneapolis. The opening will showcase the art and music of its residents, whose incomes had to be within certain limits. All 61 units have been taken, at rents of $294 to $995 a month.

Michael Micinilio, born and raised in Bridgeport, is a sculptor and painter whose artwork has been put on hold while he finishes his Sterling Market loft space with wide plank wood flooring and terra cotta tiles. "We're the cornerstone of revitalization in Bridgeport," Mr. Micinilio said. "Local businesses are excited about us."

Philip Kuchma is a local business owner who is indeed excited about the new residents of the Sterling Market Lofts as well as the buzz that has been generated in the development community. As the owner of a series of properties called Bijou Square, Mr. Kuchma is rehabbing a historic theater complex that will have a restaurant and cafe started by a group including Phil Hartman, an owner of the Two Boots restaurants in New York. Above will be a party space in a grand old ballroom, and across the street will be eight new housing units.

As a fixture in Bridgeport for most of his life, Mr. Kuchma was used to being a lonely developer, undertaking small projects one at a time. Now he finds himself competing with other developers to purchase properties. On the other hand, Mr. Kuchma said, "I'm getting calls from people out of the blue asking to invest in Bijou Square."

sector, and enhanced recreation amenities, including a world-class beach only blocks away.

This resurgence is happening in concert with big picture trends that give Downtown Bridgeport the edge. Vast suburbanization along the Route 8 highway makes Bridgeport a crossroads – no longer just one of a string of cities along the Interstate-95 highway. (Bridgeport can fill the vacuum created by Connecticut's failure to keep its young adults, in large part because of a lack of other affordable living options in surrounding Fairfield County, where the jobs are.) Obsolete industrial lofts and historic office buildings yield fodder for residential rehab. Highway and arterial gridlock, as well as gasoline price instability, generate public support for funding and using the transit that Downtown Bridgeport offers aplenty.

Recognizing the opportunity to capitalize on these new indicators, the Bridgeport Downtown Special Services District (DSSD) partnered with the City and secured the participation of other major stakeholders to form a Downtown Plan Leadership Committee.

At the outset, the Leadership Committee highlighted two major objectives.

First: As Downtown attracts developer interest, it is imperative that the DSSD and City drive and guide development decisions so as to maximize synergy, provide investor predictability, and keep pace with the market. Recent consultation by the Urban Land Institute called for a flexible, market-based blueprint. This Downtown Plan goes further, to detail action priorities for the DSSD and others, as well as recommendations and regulations for the City to officially adopt as the Downtown portion of the Bridgeport Master Plan and zoning ordinance.

Second, Bridgeport must capitalize on State financial wherewithal to upgrade its capacity for Smart Growth. This past October, Governor M. Jodi Rell launched a new Office of Responsible Growth Management to channel development to urban areas where infrastructure, transit and centrality can be leveraged consistent with "smart growth" principles. Bridgeport's Downtown Plan again goes further, to identify how the State can help contemporize Downtown's infrastructure, to enable Bridgeport (as has Stamford, just to the west) to serve as one of the State's growth engines. Bridgeport's development can also serve as a congestion mitigation strategy for southwestern Fairfield County.

The Process

This Downtown Plan emerged out of an open and collaborative process to achieve consensus mindful of the market realities (i.e., no "wish list"), and necessity for significant, timely action by both the DSSD and City (i.e., no "passing the buck").

The effort began in 2005 with a grant from the State of Connecticut's Department of Economic and Community Development. The DSSD formed the Downtown Plan Leadership Committee with City, civic, as well as business representation. The Connecticut Economic Resource Center (CERC) managed a competitive bidding process to select consultants, and participated thereafter in the process. The Leadership Committee selected Phillips Preiss Shapiro Associates (land use, economics, downtown zoning) to lead a Professional Team of consultants, in association with the Regional Plan Association (urban design, policy) and Vollmer Associates (transportation, infrastructure). The City of Bridgeport also selected Basile Baumann Prost & Associates (transit oriented development) and Buckhurst Fish Jacquemart (citywide master plan) as ex officio Team members.

In June, 2006, the Professional Team began to research, surveys and analysis; a scale model of downtown; draft zoning; request for proposal (RFP) material for City-owned property; and other implementation elements. The Team conducted varied outreach in the form of ad-hoc meetings, focus groups, presentations, and stakeholder interviews. All of the background reports, diagrams, maps and presentations were posted for downloading on a public website (www.downtownbridgeportplan.com). The centerpiece of the outreach was conducted in the fall of 2006, and comprised of three publicly advertised, evening forums at the Downtown Cabaret Theatre, attended by a wide range of stakeholders and community members. The forums sequentially focused on (1) "Transportation and Parking", (2) "Land Use and Market", and (3) "Place-making and Design". This process assured public transparency as well as meaningful input.

The Leadership Committee oversaw the analysis and outreach; provided institutional memory and local knowledge; served as liaisons to stakeholders; co-authored recommendations; built support for the Plan; and jumpstarted implementation – in some cases significantly altering their own development and designs. To assure collaboration, over a dozen workshops were conducted with the Professional Team and Leadership Committee (in part or in whole). Each focused on one or several selected topics: historic preservation, land use, parking, pedestrian circulation, roadway circulation, the South End, transit, "transit-oriented development" (TOD), urban design, and more. The final round of meetings focused on resolving points of controversy, and on short-term implementation.

Project Scope

Geography: Downtown Bridgeport is traditionally defined as the "teardrop"-shaped area bounded by the elevated rail tracks to the south, Route 8 to the northwest, and Pequonnock River to the northeast. The Team advised that, at one-quarter square mile, this is too

small an area to function as a modern center city. Meanwhile, the viability of areas to the east and south are directly tied to the success of Downtown; and visa versa. Early on, the Leadership Committee decided that these adjoining areas – Steel Point and South End – should be addressed in a secondary way for now. However, the long term goal is to integrate the secondary area into one larger, vibrant downtown.

Timeframe: Strategic plans usually measure results in years; master plans in decades. The Leadership Committee emphasized the need for advice on guidelines and problem solving for ready-to-go development, the DSSD's immediate priorities, and definition of projects for State bonding this upcoming year. Meanwhile, the Leadership Committee inquired as to cutting edge zoning techniques, the DSSD's long-term capacity, and the significance of regional trends. Both phasing perspectives are needed for the Downtown revitalization to be launched under current favorable market conditions and sustained well into the future.

Ambition: Finally, the Leadership Committee aspired to a plan and process that are themselves part of the solution. The City of Bridgeport was historically Connecticut's industrial powerhouse; no longer. The stagnation of the city's economy was accompanied by a poor reputation for doing the business of government. The Leadership Committee embodies a new alliance of reform-minded government and dedicated business. This Plan needed to be both specific enough to serve as an action plan for Bridgeport stakeholders, and visionary enough to embolden investment from inside and outside the city.

Summary of Plan Organization

CHAPTER ONE: EXECUTIVE SUMMARY

The Downtown Plan is intended to unleash a dynamic that builds from the vision of leading with the youth market to repopulate and reinvigorate Downtown Bridgeport. Thus, the report's organization reflects the multiple levels on which Downtown must perform. Instead of breaking down the Downtown Plan area by land use, the plan is purposely organized by thematic categories that focus on the energy of Downtown. The report is organized as follows:

- Market Vision (Chapter Two)
  The market rationale for capturing the youth demographic.
- Downtown After Work (Chapter Three)
  How to realize a "twenty-four/seven" destination by building on existing entertainment, recreation, and restaurant assets.
- Downtown Living (Chapter Four)
  How to realize a larger Downtown with diverse housing options with the relevant amenities.
- Downtown Imaging (Chapter Five)
  How to create a contemporary and cool image for Downtown in concert with protection of its historic fabric.
- Back to Basics (Chapter Six)
  How to make Downtown succeed as a two-way commuter center.
- Implementation (Chapter Seven)
  A directed yet flexible action plan for building capacity, achieving high standards, and speeding investment.
- Implementation Matrix (Appendix)
  A summary of all recommendations contained in the plan with a focus on timeline, implementation entity, and implementation area.

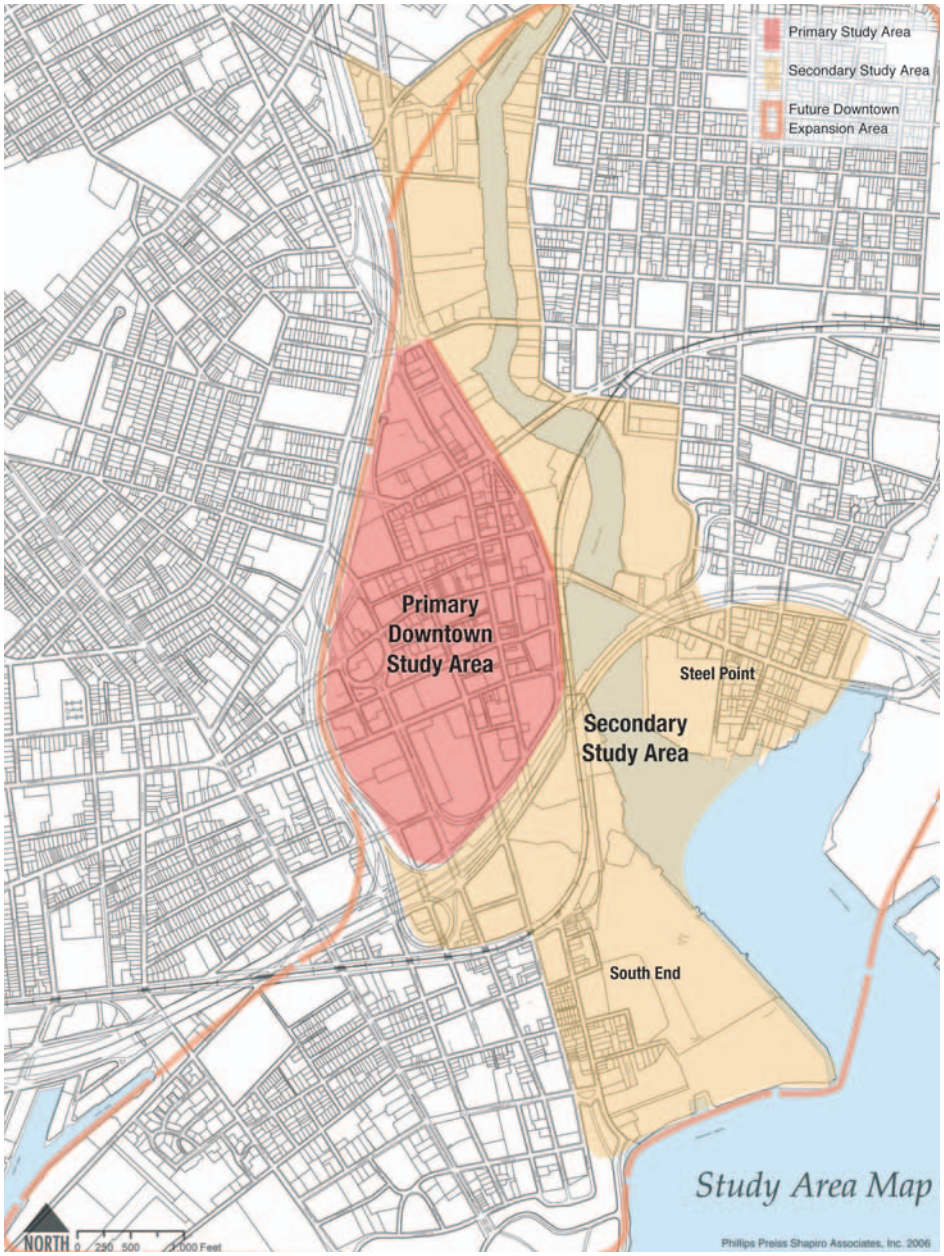
CHAPTER TWO: MARKET VISION

- The plan's market vision for Downtown Bridgeport is to lead with the youth market as the primary mechanism for repopulating Downtown and leveraging the demand for housing, retail, recreation and office development.

Due to escalating housing prices in Fairfield County, Bridgeport is uniquely situated to capture the youth housing niche because it offers an affordable housing option for the youth being hemorrhaged from the County. Couple unmet demand for young adult housing with the City's supply of bargain housing and an incredible market opportunity arises. In fact, this market opportunity has already captured the eyes of developers including Urban Green Builders and others. A total of about 1,000 new residential units are under or nearing construction in and around Downtown; in addition to the 4,000+ units planned for the Pequonnock, Remington and Steel Point sites.

- As Downtown is repopulated and local foot traffic increases, retail expansion will follow.

Downtown Bridgeport is positioned to tap the latent market for unconventional retail including entertainment/retail development, lifestyle centers, and restaurant rows. Initially, the pool of young professionals will be the harbinger of a new retail mix and niche for Downtown, but once Bridgeport establishes itself as a "hip" place to live, eat, shop, learn, and recreate, the remainder of the region will be drawn to discover what is taking place in Downtown Bridgeport. While the longer-term retail strategy for Downtown envisions that the vast number of shoppers will come from the region, the local population will have a disproportionate impact on its retail mix and image in the short-term.



Study Area. The Study Area primarily comprised the "teardrop"-shaped Downtown core bounded by the elevated rail tracks to the south, Route 8 to the northwest, and Pequonnock River to the northeast; and secondarily extended to adjoining areas, Steel Point and the South End. The plan is focused on strengthening the primary downtown core, with the goal of expanding the downtown district to incorporate a larger area that connects the primary study area to Bridgeport's waterfront.

Roadways. Downtown is nestled at an important crossroads: the intersection of Interstate-95 with an average daily vehicle count of 145,000 and Route 8 with another 90,000 vehicles, making it a powerhouse location.

Buildings. The easternmost portions of Downtown are the most built out and subsequently the setting for most of the recent developments: historic rehabilitation for housing, a new ballpark and arena, a relocated college, a forthcoming Intermodal Transportation Center, and more.

downtown bridgeport plan

MAPS

BACKGROUND REPORTS & ANALYSIS

PUBLIC PRESENTATIONS

RELATED LINKS

PHOTO GALLERY

Welcome to the Downtown Bridgeport Comprehensive Plan website!

This downtown planning process began in the early summer of 2006 when the Bridgeport Downtown Special Services District (DSSD), acting in partnership with the City of Bridgeport, hired Phillips Preiss Shapiro Associates, Inc. (PPSA) and its subconsultants, Regional Plan Association and Vollmer Associates,to complete a comprehensive plan and implementation strategy for revitalizing downtown.

It is our hope that this plan will bring together the best elements of Bridgeport in a re-emerging downtown and will capture and shape market forces to benefit the City for years to come. The plan will look to reinforce downtown's assets and reconnect the downtown to the rest of the City, particularly the waterfront and Seaside Park and the proposed Steel Point.

With extensive public outreach and consensus-building integrally weaved into the process, the PPSA team and the DSSD aim to develop a unified vision for the downtown's future. PPSA will be completing topical plans and recommendations on a range of key subjects: land use and zoning; economic development;housing;parking; transit and circulation; retail; design and image; and historic/cultural resources. The plan will focus equal attention on implementation,with a strategic action plan and significant outreach to be carried out.

This website is one aspect of that outreach and consensus-building effort. With this resource, we hope to share our findings, publish components of the draft plan, and invite participation in the planning process.
If you have any questions about the information on this site, please contact Tracy Sayegh of PPSA at tsayegh@ppsaplanning.com. Thank you for your interest in a better Bridgeport!

Public Meetings

PARTICIPATE! Be a part of shaping downtown Bridgeport's future! Please join us for the following workshops as part of the Downtown Bridgeport planning process. All are welcome!

NEXT WORKSHOP:
URBAN DESIGN WORKSHOP (for presentation click here)
Wednesday, October 25th, 2006
6:30 to 7:00 PM Welcome, Open House
7:00 to 9:00 PM Workshop: Urban Design and Place-making

LAND USE WORKSHOP (for presentation click here)
Wednesday, October 11th, 2006
6:30 to 7:00 PM Welcome, Open House
7:00 to 9:00 PM Workshop: Development and Land Use

TRANSPORTATION WORKSHOP (for presentation click here)
Wednesday, September 27th, 2006
6:00 to 7:00 PM Public Kick-off and Open House
7:00 to 9:00 PM Workshop:Transportation and Parking

Location:
Downtown Cabaret Theatre
362 Golden Hill Street, Bridgeport

All Downtown Plan materials, interim reports, maps and presentations were posted for download from a public website developed for the planning process: www.downtownbridgeportplan.com. For more information on ongoing planning efforts taking place as a part of the Bridgeport Master Planning process, refer to: www.BridgeportMasterPlan.com and the OPED Planning Website.

The planning process was open and collaborative, with three publicly advertised evening workshops which focused on: (1) Transportation/Parking, (2) Land Use, and (3) Urban Design and Placemaking. The core of the plan recommendations were determined in these sessions.

- Downtown offices will also benefit from a growing Downtown residential population, with added retail and restaurants to serve their employees and a local talent pool of young college-educated individuals.

In terms of office, Downtown Bridgeport is already an employment center, with some 10,000 employees in the area. It already benefits from prime visibility and access to both Interstate-95 and Route 8. At the macro-level, within Fairfield County's robust office sector, employers are likely to increasingly gravitate to where their workers are. A report from the 2006 Connecticut Economic Resource Center (CERC) noted that there is a strong statistical correlation between the relative size of the 25-34 age cohort and overall job growth, suggesting that a "housing first" strategy will support office in the long run. This plan designates areas of corporate office growth.

CHAPTER THREE: DOWNTOWN AFTER WORK

- Downtown has several remarkable assets, the strategy is to link, sunshine, and market them.

Building off the energy of the Harbor Yard Complex and the development of the Pequonnock site, the plan suggests the creation of an "Arena District", a national trend in which arenas and ballparks are constructed within the context of larger entertainment and mixed-use districts. By providing a mix of uses (i.e., retail, entertainment, and housing) in the Harbor Yards Complex area, including the Pequonnock site, the area can be programmed to be a "twenty-four/seven" district where several activities take place at once. The plan envisions the 'Arena District' as the midpoint between the Downtown and the South End that stitches together the entire Downtown Bridgeport area.

- The plan envisions Seaside Park as a central component in the marketing and re-envisioning of Downtown Bridgeport as a twenty-first century "Park City".

One of Bridgeport's most tremendous assets is the 325-acre, Olmstead-designed Seaside Park, with its tree-lined parkland and three-mile beach. The park is the ideal place for biking, rollerblading, running or walking as well as boating, canoeing, kayaking, and fishing. The idea is to link the park to Downtown, the South End, and University of Bridgeport via public transit (i.e., a Transit Connector), parklands, and a pedestrian/retail spine along Broad Street.

- With additional linkages to Downtown via the Transit Connector, the South End will be re-enforced as an "urban village"

As a result of these linkages, the South End and Seaside Park will be positioned to become a distinguishing attribute that can give Downtown Bridgeport an edge in attracting the next generation of Connecticut residents. In the long term, the City can explore connecting Seaside Park and Downtown into the network of regional recreational resources, like the Rail-Trail to Trumbull, creating a "green necklace" of parks and public spaces in and around Bridgeport.

- Highlighting the latent assets of HCC and UB is central to defining Downtown as an arts and cultural center.

Two other valuable assets to Downtown are the learning institutions that anchor Downtown Bridgeport: Housatonic Community College (HCC) and University of Bridgeport (UB). Support for the improvements that are planned or underway at these institutions boosts Downtown and showcases the educational, artistic and cultural amenities of the area.

- An integral component of the retail strategy is to establish Main Street as the thriving retail spine of Downtown.

The tenancy strategy for Main Street should be focused on independent and entrepreneurial specialty and boutique retailers and restaurants with nightlife offerings that complement (rather than compete with) the big-box and chain retail planned for Steel Point. Although there are a number of retailing liabilities which preclude retail from currently thriving in Downtown, market demand is anticipated to change dramatically as new residents with more disposable income and distinct retail preferences relocate to the area in coming years. Ongoing redevelopment of historic buildings such as the Arcade building on Main Street, with its unique retail format, will usher in a new wave of small scale retailers. Permitting al fresco dining, opening temporary markets on "game nights", and enlivening plazas will also help activate the streetlife, while supporting Downtown in becoming a restaurant row destination.

Summary of Recommendations

- Increase the Harbor Yards Sports Complex role in Downtown revitalization through the creation of an Arena District
- Program the Pequonnock site with a mix of uses including destination entertainment/recreation uses, housing and office
- Physically communicate that the Ballpark, Arena, Pequonnock development, and Downtown is one large, powerful regional entertainment destination
- Market Seaside Park as a regional attraction
- Focus on Main-to-Broad Streets as the prime connection from Downtown to Seaside Park, targeting wayfinding, streetscape and infrastructure improvements along this corridor
- Pursue a "Park City" Transit Connector to run down Main and Broad Streets from Steel Point to Seaside Park

- Reinforce and upgrade Main Street as the retail spine of Downtown
- Employ Main Street as a temporary market or festival space on "game nights"
- Create and improve public spaces, including activating uses in and around the Downtown plazas
- Promote al fresco dining and make permissible under zoning
- Foster more independent, entrepreneurial retailers in Downtown
- Work with HCC to bolster the Housatonic Museum of Art as an attraction and open up the campus
- Support UB improvements
- Create a civic campus at Congress Plaza
- Consolidate City offices at Congress Plaza in order to free up real estate for potential funding for Civic Campus

CHAPTER FOUR: DOWNTOWN LIVING

- Bridgeport's abiding strength for the housing market is not only its bargain real estate prices, but also its ability to cater to a variety of residential niche markets.

These niche markets include lofts (in the Downtown "teardrop" and South End warehouses), infill housing (throughout Downtown and South End), luxury housing (at the Pequonnock, Remington, and Steel Point sites), and homesteading opportunities (in the South End). Thus far, new development in the "teardrop" has been dominated by historic preservation and adaptive reuse of existing structures. This type of development fits nicely with the young urban niche seeking downtown living with a unique, historic character. New adaptive reuse projects like Sterling Market Lofts and the rehabilitation of the City Trust Block into 118 residential units with green design elements are having a transformative impact on Downtown's image and activity. The plan recommends strong support for these residential projects that are currently underway. The success of these projects is integral for the ushering in of a profound transformation of Downtown Bridgeport into a desirable residential address.

- The South End is poised for renewal largely because of its unique housing stock and revitalization efforts by the University of Bridgeport.

The South End has an older (three-quarters built before 1959) and distinct housing stock which consists mostly of multi-family detached houses, two-family houses, older row houses, and multi-family apartment buildings (including both loft conversions and Public Housing projects). There are a few single-family detached homes, making up less than 5 percent of the neighborhood housing stock. Housing in the neighborhood has been popular with investors in recent years, with much of the rental housing occupied by students. Although the working-class neighborhood has suffered from blight and image issues in recent decades due to the loss of nearby manufacturing employers, the time is ripe for the South End's transformation.

The plan supports efforts by the University of Bridgeport to revitalize the area, recommends strengthening and upzoning the Broad Street corridor, and promotes urban husbandry and homesteading in order to upgrade the housing stock.

- A revitalized South End is vital to Downtown because it links Downtown to some of the City's most desirable assets: the Long Island Sound, Seaside Park, and the University of Bridgeport.

Purposefully considering the South End and its housing strategy as an extension of the Downtown Plan is imperative.

Summary of Recommendations

- Promote a variety of housing options
- Aid residential development projects currently underway
- Consider providing tax incentives for development that meets certain pre-identified priorities that strengthen Downtown as a neighborhood
- Promote small food stores, a green market, and public markets to serve new residents
- Promote urban husbandry and homesteading to facilitate the South End's transformation
- Support efforts by the University of Bridgeport and the community to create a Neighborhood Revitalization Zone (NRZ)
- Pursue the Transit Connector and streetscape improvements on Broad Street from the Intermodal Transportation Center to Seaside Park's beach
- Upzone South End property facing Broad Street and Seaside Park
- Provide incentives for mixed-income housing in connection with higher density development facing Seaside Park

CHAPTER FIVE: DOWNTOWN IMAGING

- The future of Downtown is staked on reinventing the district's image for the current market.

The City has experienced a period of decline with the wane of manufacturing and suburbanization, but now the industrial vestiges and urban virtues have rebounded in Bridgeport's favor, with trends supporting renewed interest in downtowns, loft districts and urban

waterfronts. The imaging strategy for Downtown Bridgeport is primarily focused on creating a pleasant and attractive street image for Downtown while promoting economic development.

Summary of Recommendations

- Adopt a Village Transit-Oriented Development District (VTOD) for Downtown
- Preserve the historic fabric while promoting new development through adaptive reuse of historic structures
- Promulgate a unifying "vocabulary" of streetscape elements including benches, landscaping, lighting, paving, signage, street furniture, etc.
- Provide incentives for the sprucing up of facades and storefronts
- Place first priority on Main Street.
- Create a dynamic streetscape and pedestrian-oriented building forms via form-based zoning for key sites and quality design guidelines
- Celebrate Downtown's industrial heritage through night-lighting of iconic structures
- Promote "green" and environmentally conscious design practices (i.e., promoting a "gritty to green" transformation)
- "Green" Downtown through landscaping of parks, plazas, sidewalks and other public spaces
- Improve pedestrian connections to, from and between the Train Station, Bus Terminal, and Ferry Terminal
- Connect Main and Broad Street for pedestrians and transit (but not cars)

CHAPTER SIX: BACK TO THE BASICS

Office

- In the short term, existing office space can be utilized by small entrepreneurial, start-up, and professional service firms.

- In the long term, Class A office space is most appropriately located along Lafayette Boulevard, with potential to become a prime corporate corridor along the lines of Tresser Boulevard in Stamford.

The Downtown already has a healthy office district, and as the residential community grows, businesses will be attracted to locate in Downtown Bridgeport in order to be close to a strong talent pool.

Transit

- The goal is to create a true transit-oriented Downtown, with several forms of alternative transportation all converging on Downtown.

The forthcoming Intermodal Transportation Center along with Amtrak and MetroNorth service, the Port Jefferson ferry, and Greater Bridgeport Transit Authority (GBTA) buses combined with transit-oriented development policies for new development and public spaces will help to position Downtown Bridgeport as a transit hub and increase transit ridership. Further, the establishment of a Transit Connector will increase accessibility locally in Downtown. The proposed route will link several areas throughout the Downtown, including Steel Point, the Downtown core, Harbor Yards Sports Complex, the South End, University of Bridgeport, and Seaside Park. The South End and Steel Point can best flourish as "downtown-lifestyle" and transit-friendly neighborhoods. Seaside Park's beach can become one of the only transit-friendly beaches in the region.

Parking

- A coordinated parking management plan is warranted in Downtown Bridgeport.

There is a need to create a parking district and designate a district-wide parking manager (e.g., Parking Authority). The competitive edge for a downtown is the ability to create a pedestrian environment where people walk instead of drive from spot to spot.

- Accommodating parking for new development in Downtown should be conceived in terms of transit-oriented development (TOD).

Strategies such as reducing parking requirements for new development can be implemented via zoning. Other "shared parking" strategies, where the same space is used throughout the day and week by users, could allow Downtown residents to park overnight in parking garages. There are other unrealized opportunities for "shared parking", especially given increasing development residential and retail uses in Downtown. In sum, the current parking stock is not used to its fullest potential: both on-street and off-street parking capacity is substantial, though not optimized. The creation of a parking district and plan would manage parking demand, promote alternative travel modes, and create pedestrian-friendly and transit-oriented development patterns.

Summary of Recommendations

Office

- Focus on small, entrepreunerial, start-up, and professional service firms
- Create incentives to stimulate new Class A office construction
- Stay alert to the prime opportunities for office and mixed-use development that may arise through strategic joint ventures
- Create a prime corporate corridor along Lafayette Boulevard, along the lines of Tresser Boulevard in Stamford

Transit

- Promote a coordinated transportation management plan
- Develop design and phasing guidelines for significant TOD at the Intermodal Transportation Center
- Apply transit-oriented development principles throughout the Downtown
- Replace the parking structure and former bus station with a mixed-use development and intermodal center adjacent to the train station
- Improve bus signage and information at existing and new bus stops
- Adopt a Transit Connector route that extends from Seaside Park and beach in the South End, through Downtown's core, to Steel Point
- Start with a rubber tire vehicle, yet plan ahead for possible upgrade to light rail
- Generate a "green" and upscale identity for the Transit Connector
- Partner with HCC and UB for the Transit Connector's visuals
- Maximize use of the Transit Connector in connection with special events and remote/shared parking
- Seek outside subsidy for the Transit Connector
- Introduce car-sharing and bike sharing programs for Downtown residents and visitors
- Identify appropriate location for bike lanes and bikeways, mindful of linkages to a larger greenway system

Parking

- Create a parking district and designate a district-wide parking manager (e.g., Parking Authority)
- Recalibrate meter lengths and fees according to location
- Provide additional on-street parking through restriping
- Allow overnight parking in designated public parking spaces for residents
- Reduce surface parking in Downtown core, in connection with a shared parking strategy
- Improve use of off-street lots and garages
- Use seed money from the State and payments in lieu of parking (PILOPS) to generate revenue for new centralized parking structures
- Reduce parking requirements for residential developments that offer car-sharing, shared-parking, ride-sharing, and transit passes, as well as PILOPS
- Improve parking management during events at the Arena and Ballpark

CHAPTER SEVEN: IMPLEMENTATION

The implementation portion of the Downtown Plan provides a directed action plan for the policies outlined in this plan. A primary component of the implementation strategy is an Implementation Matrix which provides a comprehensive list of the plan's recommendations by Chapter, with a proposed implementation term. This tool is meant to facilitate the implementation of the plan's strategies via the Downtown Task Force, which will be the mechanism that truly manifests of the concepts set forth in this plan. The measure of this plan's success will be the implementation of its recommendations.

CHAPTER 2:
MARKET VISION

Lead with a youth market orientation

Downtown Bridgeport is ripe to become the regional choice as a place to live, work and play for young adults. Fairfield County's economy suffers from a lack of affordable housing, "greenfields" for development, and municipalities willing to receive development. The outcome is particularly dire for people starting out in life, who seek good jobs (which the County offers), require affordable housing (which is hard to come by), and want active lifestyles (including entertainment and recreation). Bridgeport stands as the lone bargain for real estate and housing in the region, with the prospect of significant appreciation. Optimally situated at the intersection of two commuter highways and a burgeoning intermodal transportation center, Downtown offers regional entertainment, recreational and educational anchors, including an arena, ballpark, phenomenal beach and park system, and two colleges. It need only seize the moment.

From this market perspective, there is plenty of "new news" with which to capture the imagination of small and large investors.

- In the past few years, Route 8's average daily traffic count near Downtown grew to approximately 90,000, which, when combined with Interstate-95's roughly 145,000, empowers Downtown as a central place at their intersection.
- With a combined visitation of nearly one million visitors per year, the new Harbor Yard Arena and Ballpark are regional attractions, conspicuously sited astride the commuter rail and interstate highway. Developers are proposing major entertainment-themed development on the adjoining 10+ acre Pequonnock/Underwood site.
- "Loft" redevelopment is moving ahead in the heart of Downtown and adjoining South End, aimed at a youth market. The Steel Point development is also moving ahead—involving 2,000 to 3,000 residential units and a 1 million square foot retail "lifestyle center".
- The relocated Housatonic Community College and resuscitated University of Bridgeport have a combined enrollment of nearly 9,000 students, and growing. (By comparison, Yale's enrollment approximates 11,000.)
- A Downtown business improvement district, the Downtown Special Services District (DSSD), is now in place. The South End neighborhood is organizing a Neighborhood Revitalization Zone (NRZ). The City is overhauling its zoning to promote quality, transit-oriented development.
- In a matter of few years, the Intermodal Transportation Center will have a new bus terminal, ferry terminal, commuter rail/Amtrak station, expanded commuter garage, and Main Street portal, linked by a promenade and retail arcade.
- There is general recognition in the State capital that it is "Bridgeport's turn" for major bonding, in the order of magnitude of many tens of millions of dollars.
- Not to be overlooked: The press about Bridgeport is no longer about industrial decline and crime, but about emerging restaurants and real estate bargains.

Downtown Bridgeport as the Hoboken of Fairfield County

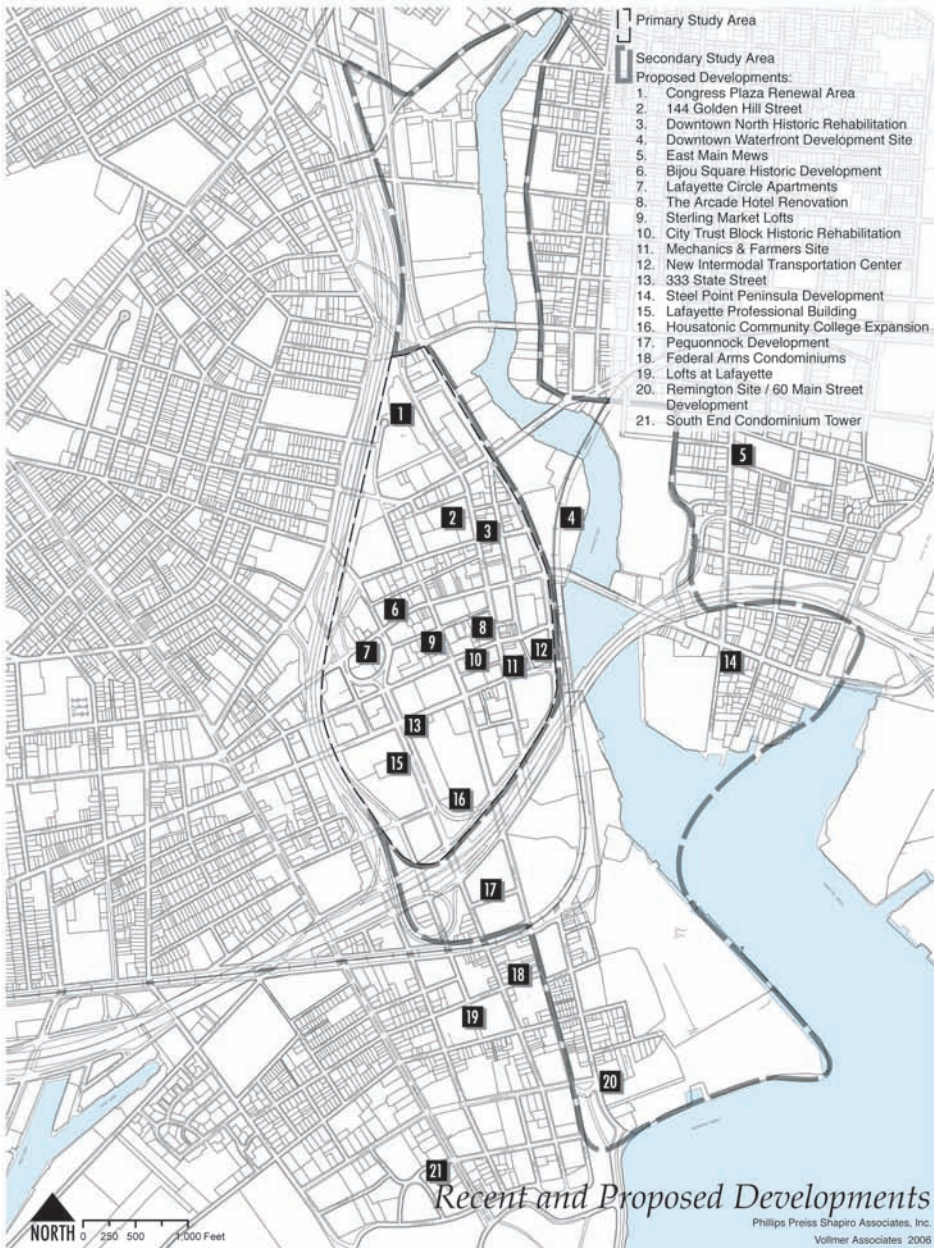
Hoboken, New Jersey, is a vibrant community that boasts a thriving business district, a historic stock of rowhouses, a lively nightlife scene, and a waterfront with open space, housing, and offices located just across the river from Manhattan. Hoboken's residential community is dominated by young professionals. According to the 2005 American Community Survey (U.S. Census), some 38 percent of the city's population falls into the 25-34 age group. In contrast, this group makes up only 14 percent of New Jersey's population overall, and 22 percent of Manhattan's. With two-thirds of the population between 20 and 44 years of age, Hoboken is truly a youth city.

The comparison table below illustrates that the Downtown planning strategy can reposition Bridgeport as the Hoboken of Fairfield County.

BRIDGEPORT, CT	HOBOKEN, NJ
Train, ferry, Amtrak, bus terminal	Train, ferry, Path subway, express buses
20 minutes to Stamford, Merit 7	30 minutes to Midtown Manhattan
Can own a car and commute by transit	Can own a car and commute by transit
Arena, ballpark, theaters	Restaurant row, bar scene
University of Bridgeport and Housatonic Community College (combined enrollment of 8,500)	Stevens Institute (enrollment of 4,800)
Chapter in the book "Gritty Cities"	Chapter in the book "Gritty Cities"
Compact, walkable grid	Compact, walkable grid
Durable historic building stock	Durable historic building stock

These new trends are in addition to Bridgeport's abiding strengths from a market perspective:

- At approximately 140,000 people, Bridgeport is the State's largest city.
- At a median household income of $72,000 in 2005, according to the 2005 American Community Survey, surrounding Fairfield County is one of the nation's most affluent counties.
- In the South End and within walking distance of Downtown is the 325-acre Seaside Park — designed by Frederick Law Olmsted and encompassing one of the State's largest and best beaches.
- The white-collar presence in Bridgeport includes the headquarters for People's Bank and offices for Pitney Bowes and Royal Bank of Scotland (RBS), as well as County and Federal courts.

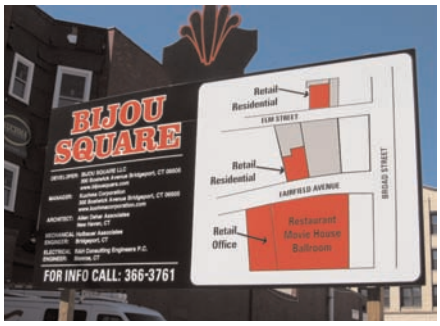


Recent and Proposed Developments.
Downtown Bridgeport's resurgence is being borne out of renewed investor interest, with an unprecedented number of projects underway.

The Arcade Hotel located on Main Street is the third oldest retail arcade in the nation and will be redeveloped as 23 apartments and 34,000 sf of retail space.

The Downtown North Historic Rehabilitation project will include over 500 residential units (Phases III and IV) in three rehabilitated historic buildings and one new 14-story tower, as well as 100,000 sf of retail and commercial space.

Housatonic Community College, relocated to Downtown in 1997 and one of the fastest growing community colleges in the nation, is embarking on a $63 million expansion of their Downtown campus.



The Bijou Square historic redevelopment is a major mixed use development project in four renovated buildings along Fairfield Avenue and Elm Street.

- Bridgeport is within a short (average 20-minute) commute by rail or car of powerhouse corporate centers in Greenwich, Norwalk, and Stamford, Connecticut.

Downtown Bridgeport can parlay these assets and trends into real estate development and investment, not just by developers, but also by entrepreneurs, small businesses, homeowners and others. Regionally, developers are rediscovering urban centers now that the suburbs are largely built out and oppositional. The auto-oriented paradigm (e.g., ample at-grade parking) does not work in Downtown, due to land costs and site assembly issues; but then again, it doesn't have to, thanks to ample infrastructure and the political acceptance of high density. Urban centers are also proving more relevant in the light of current national demographic shifts—with new immigrants, a next generation disillusioned with the lack of entertainment in traditional suburbs, and an aging baby-boomer generation desirous of urbane lifestyles. Nationally, cities are revitalizing with downtown living, entertainment-oriented retail, and front office niches.

This chapter delves deeper into the corresponding market niches for Downtown Bridgeport. Later chapters describe how to achieve this vision. In contrast to those topical chapters, the discussion below is organized by land use.

The Youth Housing Niche

For the present, there is no shortage of demand for affordable living options in Fairfield County. Fairfield County real estate is very high priced. According to the U.S. Census's American Community Survey in 2005, the median value of owner-occupied housing units ($475,000) in Fairfield County was almost seven times its median household income in 2005 ($72,000). Significant appreciation of housing values has been occurring since 2000, but salaries are not keeping pace with housing prices.

The affordable housing shortage is acute for young, middle-income adults and others, not just lower-income households. For young professionals who cannot afford the housing prices, many choose to live at home with their parents or with multiple roommates. Worse, many leave the region altogether. Norwalk and Stamford—to Bridgeport's immediate west—have played an important role in housing this segment of the population, but they have not kept pace with demand.

Indeed, Fairfield County is hemorrhaging its youth population. A recent study from the Carsey Institute at the University of New Hampshire, estimates that Connecticut's young adult population (ages 25 to 34) declined 30 percent between 1990 and 2004, the most significant decline of any state in the nation. Fairfield County echoed the state's dismal rate, with a 29 percent decline. The outcomes are alarming for Connecticut: net exportation of college freshmen, attrition of young professionals, an aging population, and slow population growth (from 1990 to 2000: rising by less than 4 percent in the state, compared with 13 percent nationally).

Older centers and industrial areas have emerged as necessary opportunities for real estate development in the region. There is a new realization that many suburban communities are becoming "dysfunction-urbs", that is, increasingly hostile to new development and oppositional to all change. Even barring the rise in preference for urban living, the premise of growing suburban locations to accommodate a young, middle-income population is untenable in this context. Consequently, the ability to assemble land and build at high densities have attracted national as well as local developers to the County's former industrial and inner city neighborhoods.

Within this market, Bridgeport offers bargain housing prices as well as welcome real estate opportunity. The City's median value of owner-occupied housing units was $220,000 in 2005, less than half that of the County's median value of $480,000. These housing prices also come with the promise of appreciation potential. In November 2006, Business 2.0 magazine asked researchers at Moody's Economy.com to analyze the latest forecast data and identify which metro areas will see the highest appreciation between now and 2011. Bridgeport ranked third in the Top Ten, with predictions that Bridgeport's median home price will increase by 63 percent in the next five years.

In Downtown Bridgeport, market rate housing is considered affordable to middle-income populations (relative to the County). Middle-income households are defined as those making between 80 to 120 percent of the median income, or between $56,000 and $85,000 in Fairfield County. Calculating rents based on a maximum 30 percent of income, these households can afford to pay monthly rents of up to $1,400 and $2,100, respectively. Two-bedroom apartments in Bridgeport range from about $750 to $1,200 per month ($10 and $14 per square foot / per year for a 1,000 square foot unit). In Downtown, similar apartments will likely run in the $1,100 to $1,200 range. These rents are on the cusp of being sufficient to support new construction. Thus, market rate housing in Bridgeport is essentially "least cost housing".

But Downtown's desirability for housing is not just due to the affordability factor, but also to the diversity of options for different niche markets: lofts (in the Downtown "teardrop" and South End warehouses), infill housing (throughout Downtown and South End), luxury housing (at the Pequonnock Remington and Steel Point sites), homesteading opportunities (in the South End), etc.

Benchmarking Connecticut 2006:
Determinants of Economic Growth

The 2006 Connecticut Benchmarks Report produced by the Connecticut Economic Resource Center identifies forces impacting economic growth and recommends priority areas for a sustainable growth.

Widely shared economic growth is an imperative for Connecticut's future economic vitality and quality of life. Economic growth fosters greater opportunity for current and succeeding generations by promoting a rising standard of living. Growth drives changes in the economy, creating new products and firms and leading to countless innovations. It provides a basis for businesses to start and expand and for enabling public revenue to keep pace with growing demands for services.

Demographic shifts have been especially pronounced in Connecticut for the 18-34 year age cohorts, a population segment critical to economic health. As Connecticut's population ages, there is a deficit in the younger age groups. Between 1990 and 2000 Connecticut had the largest relative shrinkage in the 18-34 year age cohort of any state in the nation. The shortage of affordable housing, coupled with flat job growth, discourages young professionals and families from locating in the state and is driving them to other parts of the country.

There is a strong statistical correlation between the relative size of the 25-34 age cohort and overall job growth. The greater the overall share of this cohort, the greater the job growth. Connecticut, with the greatest relative decline of any state in the nation, is at a significant disadvantage, one that has been manifested in sluggish to nonexistent job growth. The steady loss of young professionals also results in increasing concentrations of those without the skills or resources to move elsewhere.

Connecticut's prosperity will depend on dynamic and vibrant cities. It is imperative for urban areas to improve in order to positively affect the state's economy. If cities are languishing due to high costs, out-migration of jobs and businesses and increasing poverty, it follows that not only are they not contributing to overall growth, they are consuming a disproportionate share of public resources and consequently increasing costs for all taxpayers. The opportunity costs of under-performing and weak urban centers have a deleterious effect on regional economic competitiveness and quality of life.

CERC recommends five priority areas for a sustainable economic future for the state:
• Globally competitive education and training;
• Dynamic vibrant cities;
• Quality affordable housing;
• Integrated, cost-effective transportation infrastructure; and
• Growth in business investments.

The executive summary and full report can be found online at www.cerc.com/benchmarks.

This diversity better enables Bridgeport to tap into a national trend: downtown living as a choice not a necessity. Downtowns like Bridgeport's offer unparalleled convenience and access to cultural amenities, entertainment venues, restaurants, retail and transit over their suburban counterparts. They also offer greater diversity and richness of urban design and public space. Just as artists have pioneered neighborhoods like SoHo, it is reasonable to expect that a young and active population will pioneer Downtown Bridgeport for other demographics, most particularly empty nesters desirous of the Downtown's newfound vibrancy.

Youth-Oriented Recreation

Amenities and an appealing environment are paramount for attracting a young demographic to move to Downtown Bridgeport; affordable housing alone will not be enough. Youth today are looking for residential locations that offer a "hip" lifestyle orientation and they are gravitating to locations that offer density and streetlife, active recreation options, and public transportation. Appealing to this market segment requires looking to such nebulous indicators as "social capital", "vitality", and "after hours". The new residents will seek out entertainment, including nightspots featuring live music and performances, music and bookstores, restaurants and cafes, and the like. Thankfully, getting to this point is not a stretch for Downtown as many of the building blocks are in place.

For a relatively small geographic area, Downtown is endowed with an enviable number of entertainment venues and youth-oriented anchors, all within easy walking distance.

- AHL Hockey games at the Harbor Arena, and Bridgeport Bluefish baseball games at the Harbor Ballpark
- Performances at Bijou Square, the Downtown Cabaret, and the Playhouse on the Green/Polka Dot Playhouse, in addition to concerts at the Harbor Arena and Seaside Park's amphitheater
- Housatonic Community College (with enrollment approximating 4,500 and growing), which also has a first-rate art collection and art school
- University of Bridgeport (enrollment approximating over 4,000 and growing), which also has a first-rate performance center and design school

Downtown is able to sustain these attractions and facilities because of its powerhouse location. People usually travel up to one-quarter of the time of an event. Not even counting time for dinner in Bridgeport, a two-hour ballgame or movie equates with a 30-minute drive. Virtually all of Fairfield County is within this travel time. Bridgeport is at the intersection of two highways with average daily traffic counts of about 90,000 and 145,000. Bridgeport is the most populous and densely populated of the County's municipalities. It is at the County's geographic center. From a gravity point of view, it is the most convenient location for the greatest number of people. The wealth may be greater to the west in Greenwich and Stamford; and the reputation may be more erudite to the east in New Haven; but for entertainment appealing to the broadest number of people, Bridgeport's location can't be beat.

As to active recreation: Bridgeport boasts more parks than in any other city in the state; and Downtown (via the South End) features Seaside Park. This Olmsted-designed park and adjoining beach on the Long Island Sound is breathtaking and but a short distance from Downtown. Unique along the Northeast corridor, Downtown Bridgeport is the only Amtrak station to claim a public beach nearby. The beach is a clear win for the youth market. Bridgeport is coined the "Park City" for good reason.

Youthful Retail for Diverse Populations

The same centrality for entertainment and recreation drives retail. At the heart of one of the wealthiest counties in the country, Downtown is within a short driving distance from a population with significant spending power, making it ripe for retail investment. At the intersection of two of the County's three major highways, the greater Downtown (inclusive of Steel Point) is a logical place for retailers to cannibalize aging suburban competition. With the right mix of uses, access/parking solutions, and presentation—Bridgeport's retail can outperform its suburban competition.

Bridgeport offers maximum convenience to the greatest (but not the wealthiest) population, and not in low-cost auto-oriented formats. The development of Steel Point for luxury residential will likely support high-end retail. The need to provide structured parking argues against low-cost, conventional "big box" retail. Interstate-95's bridge across the Pequonnock River essentially diverts through-traffic from Downtown's arterials (in contrast, for instance, to Route 1 in Norwalk). This reduces the potential for conventional chains and franchises (though this is not a bad thing, since such uses tend to shred urban fabric with curb cuts, front parking, etc.). It explains why Bridgeport has yet to capture the first round of retail malls and big box stores.

THE NEW YORK TIMES NATIONAL SATURDAY, NOVEMBER 27, 2004 A11

Cities Compete in Hipness Battle to Attract the Young, and Atlanta Is a Leader

Attracting the Next Generation

Instead, Bridgeport can now tap the latent market for unconventional retail. Market opportunities include entertainment/retail (a largely Sunbelt format combining movie theaters, restaurants, and clothing stores); lifestyle centers (a new format with a concentration of mid-size boxes with an upscale image); and restaurant rows (such as that already emerging along Main Street and around Bijou Square on Fairfield Avenue).

Downtown living is part of the retail strategy. While the vast number of shoppers will come from the region, the local population and foot traffic of a center has a disproportionate impact on its retail mix and image. SoHo, for example, was deemed an art capital when it peaked with 2,000 artists—though clearly its restaurants, galleries and boutiques depended on a vast market population. The current population in Downtown is estimated at less than 1,000 residents, a good portion of which is comprised of lower income residents who stayed it out during City's waning in past decades. As more Downtown developments come on line in the upcoming years, the community of more affluent young residents is expected to grow. A total of about 1,000 new residential units are under or nearing construction in and around Downtown; in addition to the 4,000+ units planned for the Pequonnock, Remington and Steel Point sites. Assuming an average of two people per household, and depending on absorption rates, some 2,000 to 10,000 new residents could be moving into Downtown by the end of the decade. This influx of young professionals is the harbinger of a new retail mix and niche for Downtown.

The Competition for Youth

The core of the vision for Bridgeport is attracting the next generation's creative work horses, the college-educated 25 to 34- year-olds, who are becoming an important factor in the viability of a city's economy. Referred to as the "creative class" by Richard Florida, author of The Rise of the Creative Class, the target population is viewed as the key to an economic future for cities striving to reinvent and revive their image. The thinking goes: if a city creates an environment where creative people want to work, the jobs and capital investments will follow.

Bridgeport is not alone in the battle to draw young residents to its downtown. Cities are actively competing for this target demographic as a residential base. This is because the pool of young workers is not large enough to make up for the workforce that will be lost due to baby boomer retirement. Demographers predict that by 2012, the workforce will be losing more than two workers for every one it gains. The cities that have been the most successful at attracting the "creative class", such as Atlanta, Austin, and Denver, offer a combination of residential, transportation and cultural amenities including downtown living, public transportation, entertainment options and recreational opportunities. The 25 to 34-year old generation has unique market preferences and is highly mobile, technologically savvy, and often selects a city to live in before they find a job. They work hard and play hard, and value diversity and tolerance as emblems of sophistication.

Offices to Follow

In terms of visibility and access, Downtown Bridgeport is prime for commercial development. As with other Interstate-95 municipalities, it combines highway access with transit. But better than most others, it benefits from a second commuter highway, now that Route 8 has emerged as a suburban corridor. Downtown Bridgeport is already an employment center, with some 10,000 employees in the area, mostly employed in government/institutional, professional services and finance sectors.

The "Fairfield East" submarket, which includes Bridgeport, is gaining some strength. The submarket's total office inventory is just over 8 million square feet, with a 14 percent vacancy rate (not far from the County-wide vacancy rate of 13 percent). New commitments in the area increased to 530,000 square feet and net absorption was positive at 230,000 square feet for the first three quarters of 2006. The submarket received the largest office lease in the County during the same period, and the available (i.e., vacant) office supply within the submarket dramatically decreased in the last year.

Bridgeport has for years been touted as the next logical move for commercial tenants being priced out of Stamford and Norwalk. With convenience to residential areas of Fairfield County, Downtown Bridgeport has attracted firms that are being pushed out of Greenwich, Norwalk and Stamford and due to high prices (as much as $55 per square foot / per year in some places) and increasing traffic congestion. The continued presence of People's Bank and Pitney Bowes in Bridgeport are good examples of this phenomenon. The Royal Bank of Scotland (RBS) chose Stamford for its headquarters and Bridgeport for its back offices. The Merritt 7 office park in Norwalk has expanded while vacancy rates in Bridgeport have only recently decreased.

New office construction will continue to be sporadic in the near term, countywide as well as in Bridgeport. Large transactions (more than 20,000 square feet) and Class A office space continue to dominate the County's leasing landscape. The financing of large-scale office development (even in prime locations like Greenwich) is usually contingent on pre-tenanting and build-to-suit arrangements for corporations that consider their options regionally. As to the rare spec office building (such as Stamford's MetroCenter): with office rents averaging $19 per square foot / per year, compared to $29 Countywide, the East Fairfield submarket is not the county's most inviting locale for real estate investment. Thus, significant office development in Downtown Bridgeport is mainly contingent on site location decisions by larger tenants seeking newly constructed Class A space on signature sites.

Downtown Bridgeport can in the meanwhile continue to attract small professional offices—legal, architecture, etc. While there is very little Class A inventory in Downtown, there is as much as 2.6 million square feet of the existing office space available that is Class B+, B, and C. In particular, the County, State and Federal courts provide anchors for legal offices.

The youth-based strategy for Downtown will in fact bolster the office market. On the micro-level: Downtown offices will benefit from a growing Downtown residential population, with added retail and restaurants to serve their employees and a local talent pool of young college-educated individuals from which to recruit. Downtown offices will also benefit from Downtown recreational and entertainment venues, which add notoriety as well as amenities. While corporations prefer large floor plates associated with Class A space, people who are telecommuting, self-employed or in some other way desirous of live/work prefer the ample windows, individuality, and convenience of Class B+, B and even C space. (Class B+ equates with modernized elevator-office buildings, Class B with other older office buildings, and Class C with offices above stores.)

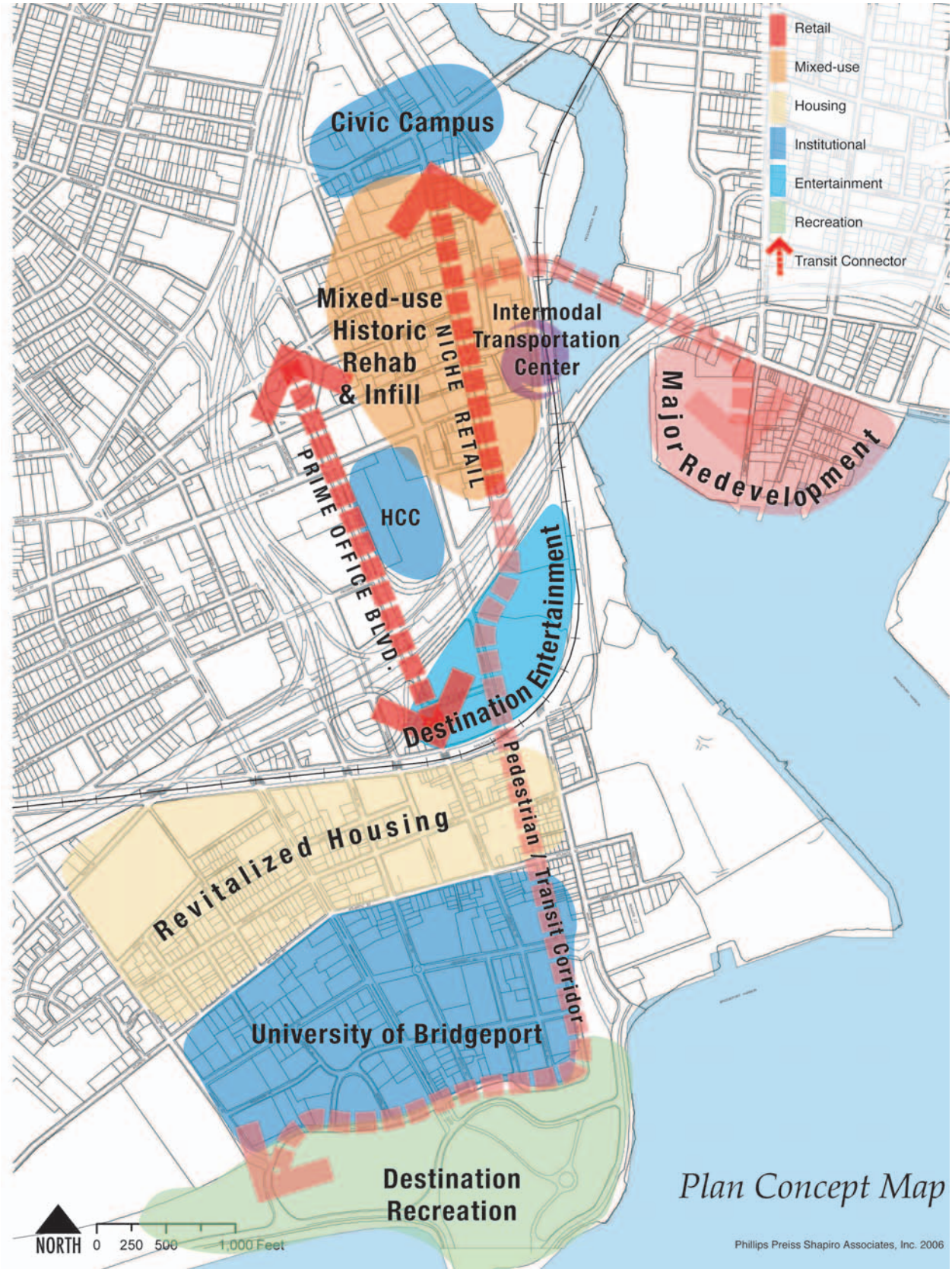
"There is a strong statistical correlation between the relative size of the 25-34 age cohort and overall job growth."

- Connecticut Economic Resource Center

On the macro-level: within Fairfield County's robust office sector, the employers are likely to increasingly gravitate to where their workers are. Route 8's emergence as a commuter corridor once again looms large. But so does a youth-based strategy for Downtown Bridgeport. A 2006 Connecticut Economic Resource Center (CERC) report on state economic benchmarks, noted that "there is a strong statistical correlation between the relative size of the 25-34 age cohort and overall job growth", that is, the greater the overall share of this cohort, the greater the job growth. This age cohort represents a group of hard-working, ambitious new talent, with innovative ideas and entrepreneurial instincts. They bring energy to cities and workplaces, and can also serve as a magnet for other populations.

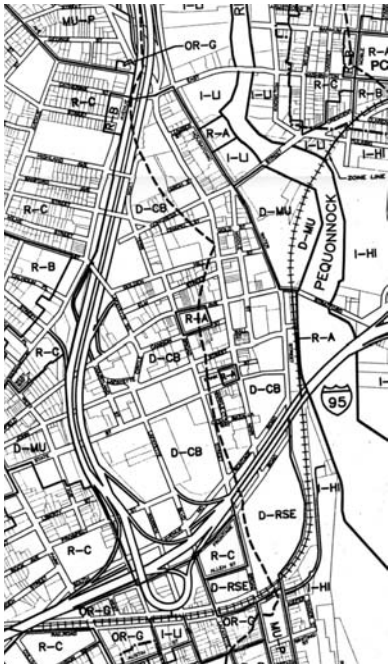
Putting the Niches Together

Mixed-use development is the order of the day, as the niches described above complement rather than compete with each other. Entertainment retail is a key amenity for Downtown living; Downtown residents will create a new vibe for retail in Downtown. The offices are likely to follow where the workforce is growing. Downtown as a recreation destination also distinguishes Downtown for office development. Downtown employment creates more impetus for Downtown housing that offers walk to work opportunities, as well as weekday clientele for restaurants, which draw from the recreational/entertainment venues on the weekend. And so on.

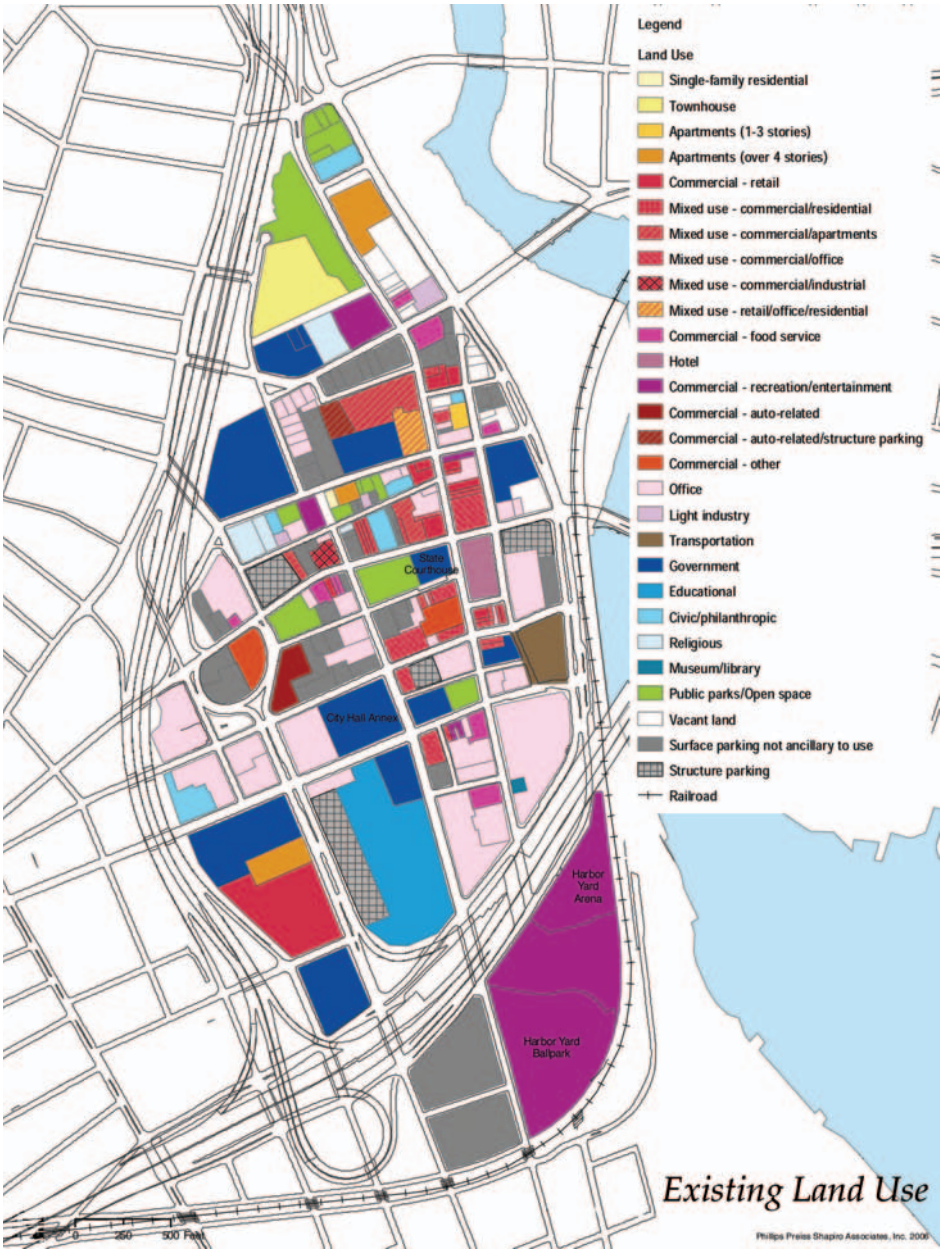


Concept Plan. A continuous pedestrian and transit corridor will connect Downtown with Steel Point and South End, tying together regional level attractions and the Intermodal Transportation Center. With a rejuvenated housing stock and diverse housing options, a strong spine of niche retailers along Main Street, a prime office address along Lafayette Boulevard, and a civic campus at Congress Plaza, Downtown will be positioned to fully realize its potential as a mixed-use, activated, twenty-four / seven district.

Illustrative Plan. The vision is also about revealing a latent "green"' network of parks and plazas, strengthening critical corridors (i.e., Main Street, Broad Street, Lafayette Boulevard), and enhancing urban design and landscape to reinforce a unique sense of place and neighborhood feel.



Zoning. Most of Downtown Bridgeport is in the Downtown Central Business District Zone, which allows for high-density development and reinforces the mixed use paradigm. To implement the Downtown vision, the zoning regulations will be revamped in light of transit-oriented development opportunities and the need for form-based guidelines.



Existing Land Use. Downtown Bridgeport will continue to build on its mixed-use character, as a matter of urban vitality and as an attractive counterpoint to suburban homogeneity.

Downtown has a significant civic presence – City government offices and County, State and Federal courthouses. In the future, this identity will be reinforced around Congress Plaza.

The Arena and Ballpark at Harbor Yard, with nearly one million annual visitors combined, is a relatively recent development that has become a regional-level entertainment attraction.

This plays out on a site-by-site basis as well, since mixed-use provides downstairs amenities for upstairs living and working, and activates streetlife, thereby making the entire Downtown—and its diverse offerings—more convenient.

Mixed-use development is not only desirable, it is necessary. Structured parking represents the hidden "ground" cost for Downtown development. With escalated steel and concrete costs, structured parking construction costs have increased by 50 percent in the past few years, to as much as $30,000 to $40,000 per space. Parking shared by uses with complementary (i.e., non-competing) peak use timeframes is the way to amortize this cost. Examples include transit stations and restaurants; offices and entertainment; government centers and housing.

Mixed-use is an antidote to suburban separation of uses; what's more, as a once industrial city, Bridgeport offers a gritty edge as a counterpoint to suburban homogeneity. Bridgeport has the ability to enrich its historic fabric and industrial cache to realize its funky, cool qualities in the arts and streetscape that define Downtown's image. Quality historic preservation and adaptive reuse are part of this strategy, as is upgrading the urban design experience throughout for an exciting, attractive pedestrian experience. In this context, Bridgeport's industrial legacy can be exploited, not avoided, to create a "gritty to green" storyline for Downtown.

Bridgeport as the funky, (post)industrial, mixed-use downtown is an identity that emerges unique among Fairfield County's other municipalities. This plan is about making it happen in Downtown as an:

Activated Downtown by augmenting Bridgeport's already powerful combo of destination entertainment and recreation uses. (see Chapter 3)
Living Downtown that takes advantage of the vast pool of especially young, upwardly mobile professionals otherwise priced out of Fairfield County. (see Chapter 4)
Contemporary (and green!) Downtown that elevates, at a modest cost, the image of downtown as hip yet historic. (see Chapter 5)
Functional Downtown that upgrades the infrastructure to the next level with intermodal transit, parking innovations, and added convenience that support Bridgeport as an employment center. (see Chapter 6)
Efficient Downtown with the capacity and institutional framework to promote fast-tracked, predictable and high-performing development in Downtown. (see Chapter 7)

The vision is about bringing Bridgeport to the future, a "gritty to green" transformation, without losing any of its steely heart.

CHAPTER 3: DOWNTOWN AFTER WORK

Build on entertainment + recreation assets for an activated downtown

Downtown Bridgeport can build upon its robust entertainment and recreation assets to realize a twenty-four/seven atmosphere, inclusive of novel attractions and the feel of energized citylife. With future market demand rising as the number and affluence of proximal residents increase, Downtown will have the needed market foundation for active streetlife. With extraordinary highway access and visibility as well as a transit hub, Downtown will have the regional market needed for specialization.

Downtown boasts an array of attractions, notwithstanding its small walkable size. These include the Harbor Yard Sports Complex as the stand out, in addition to the Bijou Theater, Downtown Cabaret Theater, and the Theater on the Green. Recent studies – Bridgeport's Comprehensive Economic Development Strategy report (2005), the Urban Land Institute (ULI) Advisory Services Panel report (2005), and the Inner City Business Strategy report (2000) –advocated the growth of the entertainment and arts sector in Bridgeport. Ready-to-build, publicly owned assemblages in and around Downtown provide the City with the capacity and bandwidth to better realize the entertainment/recreation orientation of Downtown.

With the projected market focus on young adults, it is also about Downtown streetlife, nightlife, and an elusive-to-define "hip" atmosphere. The desire for bars, cafes, entertainment, and restaurants will dictate the need for Downtown to hum well into the evening and weekends. Through appropriate use and design guidelines, the City will be able to ensure that it achieves the needed mix of dining, placemaking, retail, and streetlife.

Growing, linking, and marketing Downtown's entertainment assets are critical to realizing the full value of this identity. Invigorating entertainment and retail is not only critical to create a buzz about Downtown Bridgeport but also transform the City's image.

"The Ballpark, Arena, and forthcoming entertainment uses at the adjoining Pequonnock site provide Downtown Bridgeport with a youth destination of regional importance."

Kevin Nunn
Bridgeport Economic Resource Center (BERC)

Harbor Yard Sports Complex

The most phenomenal of Downtown's entertainment/recreation assets is the Harbor Yard Sports Complex, at the terminus of Main Street and in sight of elevated stretches of both Interstate-95 and the commuter/Amtrak rail line. Harbor Yard has these two venues:

- The Arena at Harbor Yard seats 10,000 and attracts half a million visitors each year. Year-round, events include concerts and entertainment (including headliner acts like The Who and The Rolling Stones), trade shows and conventions, as well as professional sports (minor league hockey, the Sound Tigers).
- The Ballpark at Harbor Yard seats over 5,000 and attracts another quarter million visitors each year. The stadium is home to the Bridgeport Bluefish minor league baseball team. The season at the Ballpark runs from late April through late September.

A relative newcomer established just under a decade ago (the Ballpark in 1998; the Arena in 2001), Harbor Yard is already integral to Downtown's attractiveness and image in the region.

Recommendations:
Increase the Harbor Yard Sports Complex role in Downtown revitalization through the creation of an Arena District. Arena districts are a national trend in which areas and ballparks are being constructed within the context of larger entertainment and mixed-use districts. Sports arenas like the Camden Yards in Baltimore, MCI center in Washington, DC, PNC Park in Pittsburgh, and the Sprint Center in Kansas City are in or closely linked to their respected downtowns, which they have been credited with revitalizing. Bridgeport has the key venues; now it needs the connections and complementary uses.

Program the Pequonnock site with destination entertainment/recreation uses, to further boost the Arena District. Located along Broad Street and adjoining Harbor Yard, the Pequonnock site at 10+ acres is the key publicly owned assemblage in Downtown. As the City solicits proposals for the development of this site, the intention is to promote an entertainment mega-complex. The ideal program would include most if not all of the following:

- A 20+ screen multiplex theatre
- A sports/athletic recreation center along the lines of 'Chelsea Piers' or 'Dave and Busters'
- Sports bars/ brew pubs
- Hotel and catering hall
- Shared parking for these uses, as well as the Harbor Yard Sports Complex

Further diversify the Pequonnock site with housing (most likely in the short run) and office (a long-term value given the site's extraordinary visibility and accessibility from both highway and commuter rail). Such uses are needed to bolster profit margins; to share and thus amortize the cost of parking; as well as to assure that the Arena District is part of (not just contributing to) Downtown as a twenty-four/seven place.

CASE STUDY:
Arena District With Entertainment and Mixed-Use Development

Power & Light District
Kansas City, Missouri

The Power & Light District currently under construction, is an example of a national trend in which arenas and ballparks are being constructed within the context of larger entertainment and mixed-use districts. Kansas City is leveraging the construction of the new Sprint Center arena to revitalize an additional eight blocks of their downtown. Anchored by the arena and the new global headquarters of H&R Block, the redevelopment will include office, retail, residential, and additional entertainment uses in an urban and pedestrian-friendly environment. In addition to the 700,000 square feet occupied by H&R Block, another half million square feet of office will be located throughout the district. Over a half million square feet of entertainment and retail uses will also be distributed throughout the site with cafes, restaurants, movie theatres, and outdoor music venues to enliven the streets and public spaces of the district. Finally, to complete this energetic new neighborhood, 1,200 residential units will be constructed in the district on top of the 10,000 units recently built or converted throughout the downtown. This development will ensure that the arena and its environs will function as an extension of downtown, fully capitalizing on the synergies between uses.

Design the Pequonnock development mindful of image and placemaking. Tall and spectacular architecture should command views from both Interstate-95 and Route 8, the commuter/Amtrak rail line, and Harbor Yard plaza in front of the Arena and Ballpark. Ground floor retail, sports, and other uses should create a pedestrian-friendly environment facing Broad Street. (Detailed design guidelines are in Chapter 5.)

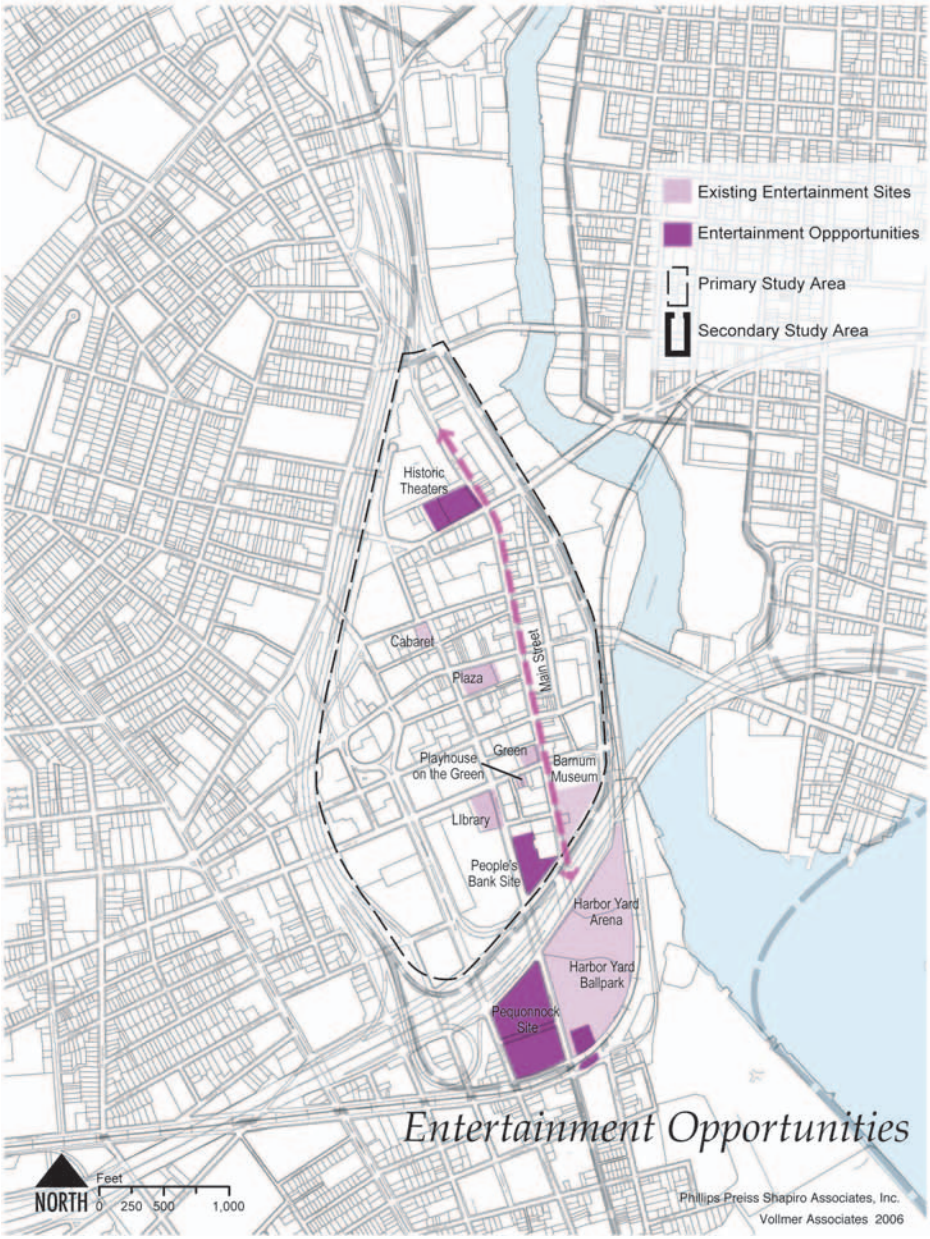
Redefine the Interstate-95 highway underpass at Main Street with bright lights, excitement, and commerce. Management should be charged to an alliance of the DSSD, Harbor Yard Sports Complex, and the future owner/manager of the Pequonnock mixed-use development. While the Harbor Yard Sports Complex is easily accessible by car, it is visually segregated from Downtown and transit by the Interstate-95 overpass. A more pedestrian friendly environment is needed to pull visitors into Downtown before or after events. Restaurants closest to Harbor Yard already report a spike in business on game and event nights, suggesting that better connections and marketing would have a significant impact on Downtown's nighttime and weekend activity. Part of the solution lies in creating cutting edge lighting and art-like design features that make the walk feel safe and inviting. A better part of the solution is to use the commuter parking area under the highway for outdoor markets – souvenir and food vendors on game and event nights, flea markets on Sundays, farmers markets on Saturdays, etc. No permanent structures are warranted; and yet the space is sheltered from rain, snow and sun.

Physically communicate that the Ballpark, Arena, Pequonnock development, and Downtown is one large, powerful regional entertainment destination. As a key example: Main Street terminates at the Arena after passing under Interstate-95. It could be closed to traffic from South Frontage Street north to John Street on game and event nights. Outdoor vendors and dining could be allowed on the sidewalks, with the street kept clear for pedestrians (and emergency vehicles). Festive lighting—like that used in most cities for the Christmas season—could be employed. These activities would boost the drawing power of both local restaurants and the event venues. Plus, this is something that can be done straight away, with minimal effort and expense.

Parks and Recreation

Bridgeport's nineteenth century branding as "Park City" has twenty-first century significance. Seaside Park is a 325-acre ribbon of tree-lined parkland and beach that hugs the Long Island Sound shoreline for three miles, just blocks south of Downtown. Seaside Park was designed by none other than Frederick Law Olmsted, and is replete with the old-growth trees, spacious multi-use lawns, and winding roads that are his trademarks. The commanding views and linear length of the park make it ideal for biking, rollerblading, running or walking. The waterfront location also opens the door to a range of water-based recreation, e.g., boating, canoeing, kayaking, and fishing. The City recently completed a multi-million dollar renovation of this recreational gem.

The beach at Seaside Park is an unparalleled resource. It is a distinguishing attribute that can give Downtown Bridgeport an edge in attracting the next generation of Connecticut residents. We cannot call to mind any equivalent downtown that offers this type of coveted amenity, let alone with such proximity and aesthetic value, in the Tri-State region, or for that matter along the entire Amtrak line from Washington DC to Boston. Some cities are actively working to create such recreational draws to differentiate them and attract young adults (e.g., the artificial whitewater river parks in both Charlotte, North Carolina and Reno, Nevada). Bridgeport already has its own amazing resource that need only be packaged appropriately.



The historic Majestic and Poli Theatres at the north end of Main Street invite redevelopment (with preservation of facades and lobby) for civic uses. In particular, a state of the art library at the location would make it an anchor for Congress Plaza.

Entertainment Opportunities. Appealing to the 20s and 30s 'youth' market segment will mean building upon Downtown's already robust entertainment assets.

The redevelopment of the publicly-owned Pequonnock site is the linchpin for realizing a new, revitalized downtown. The City is currently soliciting proposals for the site for a major mixed-use development with entertainment retail that will serve as a southern anchor to Downtown, create synergies with the ballpark and arena, and strengthen connections to the South End.

The Park City notion starts but does not end at Seaside Park; it is also manifest in Downtown's plazas. Downtown has a good amount of open space but unfortunately much of it falters due to non-contributing design and lack of programming. One exception is McLevy Green, which is a model plaza that serves as an anchor to Downtown's armature of public spaces.

Riverfront recapture for public access will expand the recreation horizon. In 2001, Sasaki Associates completed the Pequonnock Riverfront Renaissance Plan with a comprehensive vision for revitalizing Bridgeport's riverfront. Downtown's recently constructed riverfront promenade, which runs from the ferry terminal to the train station, is a start in this direction. As a slight departure from the Sasaki plan, we suggest that the emphasis should be placed on active recreation that brings people to the water's edge, rather than on a passive promenade. This is partly because interruptions make a continuous waterside promenade unlikely within any reasonable time horizon; but the main reason has to do with the branding of Bridgeport as a place for recreation.

Recommendations:
Market Seaside Park's beach as a regional attraction. This notably includes changing the permitting process to allow non-residents to buy their beach passes at the beach, without (as is now the case) troubling to buy beach passes during the weekday at government offices elsewhere. It could also include joint marketing with Metro North to bring Manhattanites to the beach, as done by the City of Long Beach and the Long Island Railroad. The price for non-residents should be high enough to not have a negative impact on beach crowding, yet low enough to be popular. If on-site parking proves a problem due to added the attendance, non-residents could be required to park in the commuter lots, with an open air shuttle providing service to and fro every 10 or so minutes; as well as pedicabs and bicycle rentals, e.g., at the Intermodal Transportation Center.

Market Seaside Park as the jewel of Downtown. The park and beach should be revealed and repositioned as a neighborhood amenity - an active getaway within the "urban village". Closing the distance between Downtown and the beach is an important part of this strategy, which means upgrading the corridors running from Downtown through the South End to the Beach.

Focus on Main-to-Broad Streets as the prime connection from Downtown to Seaside Park, targeting wayfinding, streetscape and infrastructure improvements along this corridor. Historic Main Street is the pedestrian spine of the "teardrop" core of Downtown. It crosses under Interstate-95; then the right of way all but formally extends southwest to Broad Street in front of the Harbor Yard Sports Complex. Broad Street is the pedestrian and arterial spine of the South End, terminating at Seaside Park. This route should be reinforced as the pedestrian, bike and transit connection between Downtown's "teardrop" and the Seaside Park, suggesting that infrastructure improvements should be focused on this right-of-way. This argues for close coordination if not common design features for:

- Planned streetscape improvements for Main Street
- The Interstate-95 underpass market
- The Pequonnock development along Broad Street
- The rail line underpass
- Broad Street development sites
- Banners and signs along the right-of-way

Pursue a "Park City" Transit Connector – either a high-image bus or, someday, a light rail system. (The practicalities and details are discussed later in Chapter 6.) The route's spine would be Main Street in Downtown and Broad Street in the South End. It would join (from northeast to southwest):

- Steel Point's waterfront promenade and theme retail (where it would start)
- A proposed plaza with library, government center, and maybe a college at the top of Main Street
- The Main Street Arcade, transportation center and commuter (shared) parking lot in the middle.
- The Arena Plaza surrounded by the Arena, Ballpark, Pequonnock site, and the outdoor market at the Interstate-95 underpass.
- The University of Bridgeport campus, including its performance center
- Seaside Park, the beach, and bathhouse (where it would end)

Create and improve public spaces, including activating uses in and around the Downtown plazas. To realize the value of Downtown's pockets of public space, a Rockefeller Center-or Bryant Park-style model can be pursued in Downtown whereby new and existing plazas are activated by quality programming and surrounded by stimulating uses, namely, new residential and retail development. Activating these public spaces and tying them together will reveal a latent green network within the Downtown core. Zoning should be altered to provide mandates (through form-based design guidelines) and incentives (through plaza bonuses) for new plazas and improvements to existing plazas.

Target the City-owned Stratford Avenue (''Renaissance") waterfront site in Downtown for recreation and maritime uses. This irregularly shaped property overlooks the industrial Pequonnock River, and is located adjacent to the new bus terminal and east of the train tracks is accessed via Fairfield Avenue. The property has significant site constraints that make office and housing development problematic. Its relative isolation despite extraordinary visibility make the parcel best suited for private and/or low volume recreation. These include tennis courts, boathouses, and

kayak put-in. The Pequonnock Riverfront Renaissance Plan also identified this parcel for use as a park with a restaurant pad and viewed it as a potential amenity for office workers, commuters and residents alike.

Secure a 25-foot public easement along or (as necessary) proximate to the riverfront, with an emphasis on bicycling and rollerblading. Presently, riverfront access in Downtown is limited to the new esplanade between the ferry and train stations, plus a ballfield to the north. A continuous, public easement along the waterfront does not seem likely, due to intransigent uses such as the United Illuminating powerplant. Whereas the success of a walking promenade hinges on (1) continuous water views and (2) frequent (e.g., every 600 feet) exit/entries to feel safe and secure, bicycling and rollerblading routes can (1) weave back and forth, and (2) succeed with longer stretches. The destination (in this case Seaside Park) matters more than the vista. Bicycling and rollerblading also address the interest of youth in active recreation. Bicycle rentals and Zip Car services could be provided at the Intermodal Transportation Center, convenient to regional residents (at a highway exit with parking) as well as transit users.

Connect to regional bikeways and recreational amenities. In the long term, the City should explore connecting Downtown into the network of regional recreational resources like the Rail-Trail to Trumbull.

Arts and Culture

Arts and cultural institutions are well-represented in Downtown Bridgeport. Historic theaters and the community college anchor Downtown's cultural landscape. Recent additions to this scene include performance cafes and outdoor music festivals. Downtown's cultural attractions include:

Theaters:

- The Downtown Cabaret Theatre on Golden Hill Street seats 275 people. It presents musical productions in a cabaret setting and is home to a children's theater company.
- The Playhouse on the Green seats over 200 people. It offers music, comedy, staged readings, lectures and more, oriented towards children, adults, and families. Its marquee and historic façade are local landmarks. The building once housed People's Bank.
- The University of Bridgeport's Arnold Bernhard Arts and Humanities Center, which includes: the 900-seat Mertens Theatre with a full professional-grade backstage, the 200-seat Littlefield Recital Hall, and a small experimental theatre within an iconic folly.
- Bijou Square has an early twentieth century historic cinema which is being renovated as an art and independent film theatre with three screens.
- The Klein Memorial Auditorium seats 1,400 people. It is located just beyond Downtown. It features symphonies, operas, and theatre.

Outdoor Performance Spaces:

- McLevy Green, a landscaped plaza abutting Main Street, is the setting for Sweetport, a Friday evening live music series that takes place in the summer.
- Seaside Park, where tens of thousands of people can attend concerts on an open lawn with sweeping views of Long Island Sound, directly opposite the University of Bridgeport theater complex.

Museums and Gallery Spaces:

- The City Lights Gallery, and Rainy Faye's Bookstore and Gallery (featuring live jazz, storytelling, and free wireless internet access) are Downtown's more eclectic cultural offerings.
- The Housatonic Museum of Art at Housatonic Community College has an outstanding fine art collection, featuring works by Chagall, Matisse, Miro, Picasso, and Rodin.
- The University of Bridgeport Art Gallery, housed in its theater complex. In addition, U.B. has an excellent modern art collection dispersed across its campus that can be showcased.

Family Attractions:

- The PT Barnum Museum, located in a striking landmark, features the collection of Bridgeport's most illustrious native.
- Other citywide attractions geared to the family market include the Beardsley Zoo, Captains Cove, and Discovery Museum.

The combination small-scale and blockbuster offerings enable Downtown to appeal to different market segments. Regional commuters and suburban visitors are needed to put on big events, while the professional and creative crowd will prove a stronger market for "indie" (i.e., independent) arts and theater. The big events are dependent on expensive projects that not every city can afford and on regional access – both of which Bridgeport has. "Indie" arts and theater are dependent on affordable venues and student and professional populations – both of which are growing in Bridgeport.

An emerging local artist community boosts Downtown's funky, hip vibe. A ready source of demand is created by students, teachers and graduates from the thriving art/industrial design programs at the Housatonic Community College and University of Bridgeport. Developers have acted on their own to tap this market: The Arcade will include artist studio spaces/workshops, and the Sterling Market Lofts has over 60 artist-occupied residences. The Downtown can gain much from this albeit small sector. Many of the most notable "art districts" have modest number of artists in residence: the Peekskill, New York and Easton, Pennsylvania down-

Seaside Park, a 325-acre ribbon of tree-lined parkland and beach that hugs the Long Island Sound shoreline for three miles, is the jewel of Downtown and the South End. Better marketing and physical connections will enable Downtown to capture the full value of this recreational resource, particularly its appeal for attracting new young residents.

The vision of an activated, "twenty-four / seven" Downtown Bridgeport is within reach. One strategy for achieving this will involve building on existing cultural institutions such as the Playhouse on the Green and the Downtown Cabaret Theatre, as well as the anticipated art-house theatre at Bijou Square.

Downtown Bridgeport has a burgeoning arts community, as evidenced by the City Lights Gallery on Markle Court. This creative community will be essential to fostering a hip vibe and imaging for Downtown.

towns, for instance, both had only about 50 artists living and working when they gained notoriety.

Recommendations:
Work together to attract large-scale, multi-venue music events. Bridgeport is already en route to achieving this concept, with the return of the musical festival, the Gathering of the Vibes, in August 2007. The festival consists of four days of live music, arts, and camping in Seaside Park. Such events can feature huge outdoor vendor markets for food and crafts, ideally along Main Street (closed for the event). Unlike most places, Bridgeport can offer a variety of indoor as well as outdoor spaces, of all sizes. The ideal time for events would be late spring and early fall, when the beach is not crowded. A performing arts alliance should be created involving as many as possible of the performance venues indicated earlier.

Work together to maximize the positive spin-off from cultural events. This could include joint marketing among venues (e.g., a common website and theater and event listing; a coordinated calendar) and between uses (e.g., pre-fix and post-theater dinners at restaurants for people with tickets, box dinners for picnics).

Work with Housatonic Community College to bolster the Housatonic Museum of Art as an attraction. The full value of the Museum's exceptional art collection has not yet been realized. While there are changing exhibitions in the Burt Chernow Galleries, most of the permanent collection is unconventionally dispersed throughout the college and grounds. With the aid of better marketing and exposure, the HMA could function as Downtown's signature fine art museum. Siting ideas include adaptive reuse of adjoining landmarks: the old Library building should it move, or better still, at McLevy Hall.

Educational Consortium

Two learning institutions anchor Downtown Bridgeport, inclusive of the South End. The Housatonic Community College, which only relocated to Downtown in 1997, is now the nation's fastest growing two-year community college. It is currently undergoing a $64 million expansion with nearly 4,500 students enrolled. Nearby, University of Bridgeport provides a handsome, classic campus overlooking Seaside Park and the Long Island Sound. It too has ramped up enrollment in recent years to over 4,000 students, mostly graduate and a good portion of international students.

Improving these learning institutions and their enrollment boosts Downtown. It would not only bring more residents and visitors to Bridgeport, it would showcase exhibitions, public seminars, evening classes, etc., that resonate with a youth demographic.

Visa versa: Downtown's improvement is in the interest of the two institutions. Further integrating the collegiate presence into the fabric of the Downtown experience would expose and market both institutions, improve their enrollment, and promote college-town amenities.

Recommendations:
Open up the Housatonic Community College campus. H.C.C. is now walled off from the rest of Downtown on a superblock ringed by structured parking and large structures. Gateways and pathways should be highlighted. New buildings should feature architecture that creates a street presence, as was done by the University of Connecticut in Stamford. Joint development should be considered, not only to create a transitional rim of uses and shared parking, but also to generate revenue for the college. This may require State legislation.

Bijou Square
Downtown Bridgeport

Bijou Square is an example of new development that is helping to bring about the vision of an activated, mixed use Downtown. Bijou Square is a restoration and new construction project consisting of a combination of retail, office, residential and entertainment space. The properties comprising Bijou Square are located on Fairfield Avenue and Elm Street between Broad Street and Lafayette Boulevard. Bijou's name is taken from one of the project's central properties: the historic Bijou Theater – the oldest building in America built as a movie house which still functions as a movie house.

Spaces presently leased include:
- Entertainment:
  - Art and independent film theatre with three screens
- Restaurants:
  - Upscale Italian restaurant
  - "Roadhouse" restaurant with live music performances
- Creative Professional Offices:
  - Prominent architectural firm occupying a former ballroom
  - Other businesses: construction/development, film production, and architecture
- Upstairs Living:
  - Residential apartments

Future developments will include:
- Four "New York" style loft apartments
- 6,000 sf retail/restaurant restoration
- 125,000 sf new residential/retail building (2008 completion)
- 60,000 sf mixed use building (2009 completion)

Support University of Bridgeport campus improvements. U.B. now has 75 buildings on a 50-acre campus astride Seaside Park. U.B. is just now planning a better campus, mindful that it is both financially solvent and growing in enrollment. In terms of campus planning and creating a cohesive environment, the City should be

generally supportive of a center mew involving street closures and de-mappings going east/west (the direction in which the campus aligns). The City should instead emphasize strengthening public routes and streets going north/south (the direction that connects the residential part of the South End to Seaside Park). The City should likewise be generally favorable with regard to relocation of historic buildings, joint development, shared parking, etc. It is not hard to imagine a tremendous synergy resulting from the combination of a gorgeous campus in the center, with Olmsted-designed park to the south, and historic neighborhood to the north.

Consider creating a University of Bridgeport Wellness Center at the foot of Broad Street, with spa-like amenities and retreat-oriented sessions. U.B. has notable programs in alternative medicine, natural healing, chiropractic and acupuncture. U.B. already has a clinic associated with this work; however, it could be augmented to have greater appeal to a new young, alternative demographic, as well as empty-nesters. This wellness center would become a new regional attraction for Downtown, while increasing the public prominence of U.B., exploiting Seaside Park views, and strengthening Broad Street as a critical corridor. Alternatively, the Wellness Center could be associated with a hotel and/or recreation center at the nearby Pequonnock site.

Explore the potential for a four-year college in Downtown Bridgeport. As the State faces the net exportation of college freshman (it is another contributing factor to talent drain and youth out-migration), growing the number of four-year colleges is an important part of quelling this trend. Another college in Downtown would also complement the proposed youth orientation. If another college is deemed feasible, it should be actively linked to the proposed new library, given the clear synergies. The new college must not compete with H.C.C. and U.B. Indeed, an alliance should be considered, along the lines of the Claremont University Consortium in Claremont, California in eastern Los Angeles County, which joins together Claremont Graduate University, Claremont McKenna College, the Keck Graduate Institute, Harvey Mudd College, Pitzer College, Pomona College, and Scripps College. H.C.C. and U.B. are now exploring a similar synergy, in which H.C.C. would serve as a feeder school to U.B.

Congress Plaza

Downtown's civic uses include City, State and Federal courthouses in addition to municipal government offices. Comprising approximately 30 percent of all employment Downtown, the public sector (City, State and Federal presence) serves as a major employer and daytime generator for retail. Currently, the City's offices and operations are inefficiently dispersed throughout Downtown. Thus, they do not generate a civic identity for Downtown.

The Bridgeport Public Library is major anchor in Downtown, with nearly a half-million visitors per year. In addition to the Library's circulation and resources, it also conducts genealogy workshops, has a Chinese porcelain collection, and hosts art exhibits. Their historic building, though imposing, is configured as an archival library. As such, it is not adaptable to the needs of the Library as a modernized multimedia resource center or meeting place.

Congress Plaza is an inviting place to site a civic campus with both government and library uses. This is one of Bridgeport's central places, at the intersection of North Main Street and Congress Street – one of the key Pequonnock River crossings. It is the juncture of Bridgeport's business center and arterials leading out to the neighborhoods. The City owns as many as five sites totaling 10 to 12 acres in this vicinity, not counting the current City Hall, Bridgeport Police Station, and their open air parking lots to the immediate west on Golden Hill.

The City and civic community have for over three decades struggled with how to renovate and restore to productive use the Majestic and Poli theaters at Congress Plaza. These two historic theaters share the same lobby, same nostalgia, and same prohibitively expensive renovation costs. Even were the funds found for their restoration, the theaters would be endangered by the high cost of their maintenance and operations. Such problems have plagued, for example, other publicly funded theater projects, including nearby Waterbury. The logic to pour money into the Majestic and Poli as theaters is further obviated by the competition for fundraising that would ensue with the Klein Memorial Theater, as well as the ready availability at the University of Bridgeport of two comparably-sized, state-of-the art theaters, in perfect condition, and with a sponsor able to maintain them. Yet this "bad news" can, as discussed next, be turned around in a way that meets both civic and preservation goals.

Recommendations:
Create a civic campus at Congress Plaza, taking advantage of public ownership of the land, the efficiencies gained by consolidation of government offices, ability to raise money from the real estate that is freed up, the cost-savings of shared parking, and potential for joint development. The preferred approach would retain a civic use at the historic theaters, and contribute to the Downtown revitalization by introducing a northern anchor to Main Street.

Relocate a state-of-the-art library to the vacant Majestic and Poli theaters at Congress Plaza. The front façade and grand lobby could be preserved, and the smaller of the two art deco theaters restored for lectures and movies, as part of an otherwise ultra-modern library facility. The two-story lobby could be shared with

other uses (to be discussed), house a café and used bookstore, and serve as a public space for events and benefits. Additional project revenue could be generated through the sale of the existing library building with a requirement for the preservation of its historic façade.

Consolidate City offices at Congress Plaza. The theater site is inviting given its prominence on Main Street. The smaller theater could still be available to the library use when not in use as the City Council Chambers. There are additional significant public landholdings in and around Congress Plaza and along Golden Hill Street, which invite further or alternative consolidation of City offices.

Pursue joint development at Congress Plaza. Residential development above and to the side of these sites would generate revenue for the City and project. Using a master builder has a further financial benefits: private developers can take advantage of federal historic preservation tax credits and then lease-back the space to the City, which can even have a right to buy the building for a token one dollar after 40 years.

Sell the vacated sites, so as to help pay for these projects. The sale of the City Hall Annex site would not only free up one of Downtown's best development sites, it would generate far more revenue than any of the Congress Street sites, which are each smaller and less centrally located for private development. The City should undertake a cost-benefit study to see if the same logic applies to the current City Hall, which is inefficiently housed in a former high school. This building has sufficient historic character as to be listed on the National Register of Historic Places and thus be eligible for historic preservation tax credits if privately redeveloped.

As a variation of the above: Consider locating the potential four-year college at Congress Plaza. Such a college could also benefit from and contribute to the synergy and cost savings associated with the theater, its lobby, the civic environment, shared parking, joint development arrangements, etc. It might even occupy the former High School now used for City Hall, should that use relocate to Congress Plaza.

"My plan to consolidate civic uses at Congress Plaza will potentially save the City of Bridgeport money, and symbolize greater government transparency and availability."

Mayor John M. Fabrizi
City of Bridgeport

Retail and Restaurants

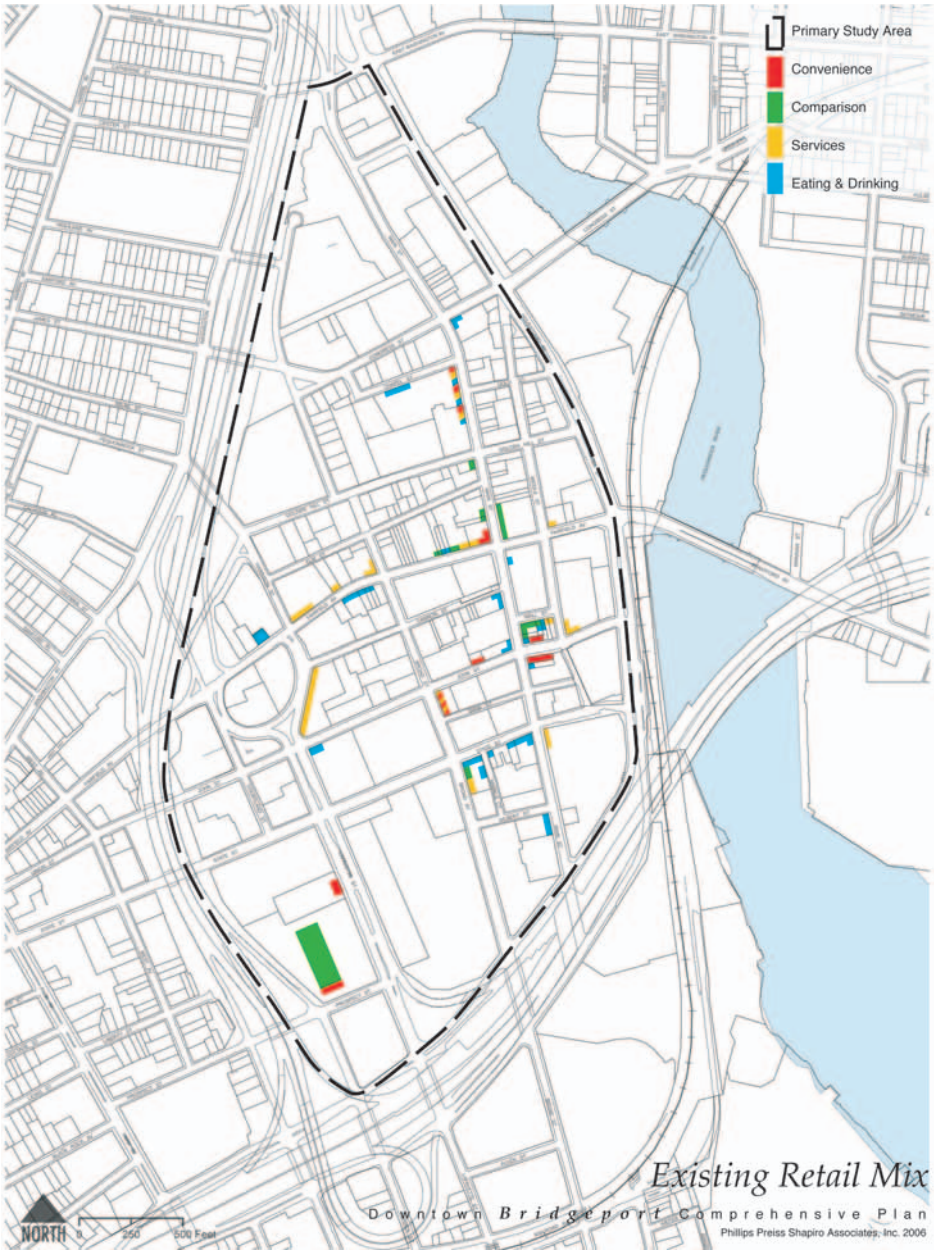
Appealing to the youth market segment requires a retooling of Downtown Bridgeport's retail and restaurant sector towards a specialty and boutique niche, rich with nightlife offerings. Young professionals in their twenties and thirties are looking for residential locations that offer a "hip" lifestyle orientation. The new residents to Downtown will seek out live music venues, bars, music and book stores, lounges, cafes, ethnically diverse restaurants, art galleries, boutiques, and independently-run specialty stores. Edgier offerings will be a welcome addition to the district.

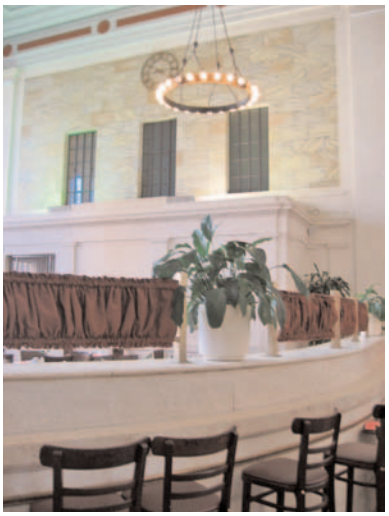
While the existing retail mix does not portend this vision, there is plenty of room for change (and evidence of it) given the retail inventory coming online. There is an estimated 100,000 square feet of available ground floor retail space currently in Downtown, out of a total of approximately 400,000 square feet. It is also likely (and recommended, later) that any new infill or rehabilitation projects in Downtown will be mixed-use developments, meaning that new ground-floor retail space will be coming on the market in the next few years. Current retail rents range from $10 to $30 per square foot / per year, which is affordable to independent entrepreneurs.

Much of the existing retail is marginal and concentrated along Main Street, with scattered locations on Broad Street, Fairfield Avenue, John Street near the bus terminal, State Street across from McLevy Green, and Wall Street. Of the roughly 100 existing businesses, convenience-oriented retailers are the plurality, whereas comparison-oriented retailers usually prevail in downtowns. Restaurants report healthy sales and prospects; the comparison-oriented retailers are said to be struggling. (The "convenience—oriented" category includes drug stores, cleaners and other daily needs. The "comparison-oriented" category includes clothing, furniture and other goods that are bought less often and vary widely in terms of price and quality. The "restaurants" category includes bars, cafes and fast-food.)

A number of retailing liabilities preclude retail from currently thriving in Downtown: office workers tend to vacate the city after work; and the residential population is very limited (estimated to be less than 1,000) and low income ($12,500 per capita). But market demand is anticipated to change dramatically with some 10,000 new residents with more disposable income and distinct retail preferences anticipated in the area in coming years.

Although new retail will be shaped by the tastes and interests of Downtown's young residential pioneers, businesses can also tap into other sources of demand: 9,000 students at Housatonic Community College and University of Bridgeport; 10,000 daytime workers; 20,000 commuters (train and bus); 80,000 vehicles on Route 8 (daily traffic count); and 145,000 vehicles on



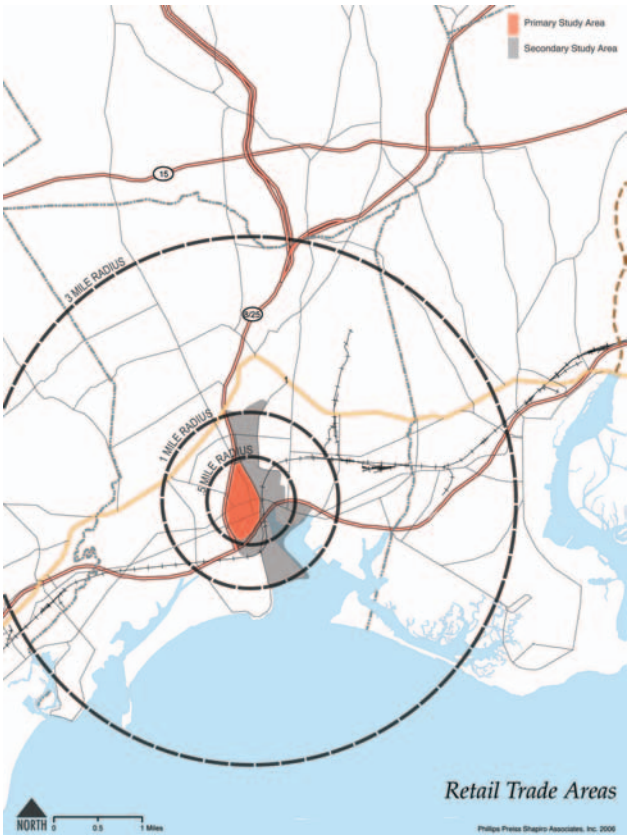


Downtown boasts a growing number of quality restaurants. Permitting al fresco dining will help activate the plazas and streetlife, while supporting Downtown in becoming a restaurant row destination.

The restoration of the Arcade building on Main Street, with its unique retail format, will usher in a new wave of small-scale retailers.

Retail Mix. The existing retail is mostly concentrated along Main Street and remains dominated by marginal convenience-oriented retailers. Attracting the youth market and serving new residents will mean a retooling of Downtown's retail with more specialty retailers and nightlife options.

Competing Retail Areas. Retail competition abounds in the vicinity of the Downtown Bridgeport. Downtown will need to differentiate itself by tapping into the latent market for unconventional or boutique retail.



Retail Trade Areas. Downtown offers maximum convenience to the greatest but not the wealthiest population. By growing its trade area, Downtown Bridgeport tap into significant market demand.

CASE STUDY:
Meeting the Youth Retail Niche

Downtown Lawrence
Lawrence, KS

Located approximately 45 minutes west of Downtown Kansas City, and home to three area universities, Lawrence, Kansas has become an eclectic youth-oriented dining and shopping destination. Five-blocks of downtown boutiques, restaurants, art galleries and pubs line the City's main retail corridor, Massachusetts Street.

The University of Kansas, Haskell Indian Nations University, and neighboring Baker University supply Downtown Lawrence with a customer base of over 25,000 students. Downtown merchants have met the interests of this young crowd by supplying a diverse selection of 83 restaurants and bars that cater to a variety of palates.

The University of Kansas offers a strong arts program, and Downtown Lawrence has responded with 31 downtown art galleries and studios that allow students and visitors to indulge their cultural interests. Lawrence was ranked 15th among the top 100 best small arts towns in the nation. In addition to fine arts offerings, the City provides entertainment venues such as Liberty Hall, a restored opera house that regularly features live entertainment and cinema in a historic atmosphere.

Interstate-95 (daily traffic count). These market segments will be crucial to new retailers, as they need not depend solely on the growing residential base for business, but can also rely on the day-time and evening trade from other local and passerby populations.

There is also significant market demand that Downtown Bridgeport can tap into by growing beyond its primary trade area of roughly one mile. Potential primary trade areas, defined as one-mile and three-mile radii from Downtown, significantly increase the target resident population from 30,000 to 160,000, people; with an equivalent gross spending power of $120 million and $1 billion, respectively. This figure does not even account for potential new Downtown residents.

To tap into this larger trade area, Downtown Bridgeport must significantly differentiate its offerings and experience from its competition. Downtown is sandwiched between Interstate-95 and US Route 1, along which are some of the biggest concentrations of retail in New England. These areas include millions of square feet of retail in all types and formats, including big boxes, category killers, outlets, department stores, grocery stores, and various "main streets" of specialty high end apparel and home shops. There is also very large amount of potential competition. The proposed Steel Point development presently entails nearly 1 million square feet of retail: a power center at 730,000 square feet; "Main Street" at 150,000 square feet; entertainment-oriented retail at 90,000 square feet; and convenience retail at 30,000 square feet. This massive competition enjoys essentially the same locational attributes as Downtown, and compels an affirmatively different approach to retailing there.

These competitors also generally fill retail niches that Downtown Bridgeport does not fill and should not seek to fill, including auto-oriented strip malls, big box stores, and full service grocery and home stores. Though admittedly competitive, most similar areas also serve very specific populations which Downtown Bridgeport does not have to pursue: Fairfield Avenue in Black Rock is essentially a neighborhood shopping street, and Steel Point's "Main Street" will cater primarily to empty nesters and others drawn to standardized new construction with high-end "shoppes."

Main Street offers the greatest potential as Downtown's retail spine, thanks to its fine-grain pedestrian experience enhanced by its historic and varied architecture. Main Street properties offer eclectic retail spaces, essential for attracting unconventional retailers and lending variety and interest to the shopper. Anchored at its southern terminus by the Harbor Yard Arena and Ballpark, Main Street is further boosted by (from south to north) the People's Bank headquarters, the attractions around McLevy Green, The Arcade Mall, and proposed loft and new housing. Prospective civic development at Congress Square will complete the picture with a northern anchor.

In terms of retail tenanting, restaurants have the most promise. The uses listed above particularly support a lunch trade (the offices) and sporadic evening trade (the venues). Restaurants however need constant flow of clientele throughout the day and week, with which to amortize the high costs associated with kitchens, bathrooms, décor and spoilage. (Stores, by contrast, require far less upfront investment and, for dry goods, the option to return, store or discount unsold goods.) Although food and drink establishments have been growing in recent years, they still only comprise less than 20 percent of Downtown businesses. In a thriving downtown, the food and drink sector often makes up roughly one-third of all establishments. Therefore, it is a likely (and desirable) that bars, restaurants, and other eateries will increase significantly in coming years with the advent of a new residential development, hence a clientele for take-out on weeknights, and dinner on weekends.

The burgeoning restaurant row, along Main Street and around Bijou Square on Fairfield Avenue, is a harbinger of Downtown's future. Restaurants are a major amenity to both office workers and new residents. Spaces looking onto parks like McLevy Green or near theaters will continue to be prime locations for restaurants and cafes. In fact, leases for new spaces on the market are already capturing this trend, e.g., The Fat Cat Pie Company at City Trust and a Two Boots Pizza affiliate at Bijou Square. There is also an opportunity to leverage the cultural diversity of Bridgeport (over 60 languages are spoken in the City schools) as a marketing angle by offering ethnically diverse cuisine that will resonate with a young professional and creative class.

Downtown retail vitality is also about how Downtown is experienced as a social space. Programming adds to the social sensibility of Downtown. An outdoor summer concert series (Sweetport) and farmer's market are already taking place. These types of events help to incrementally build confidence for Downtown, while creating a sense of community among new residents.

Recommendations:

Reinforce and upgrade Main Street as the retail spine of Downtown. This directive requires a zoning mandate for ground floor retail along the corridor. A tight retail core will lend identity to Main Street as the heart of Downtown. It will also provide greater visibility of Downtown's revitalization by showcasing the transformation of a concentrated area, while ensuring greater viability for these businesses due to their walkable proximity. Streetscape improvements should be designed to reinforce the pedestrian and historic ambiance, inclusive of street trees (where storefront signage is not blocked), benches, and, most importantly, pedestrian-scaled lighting, ambient lighting and other urban design elements that create an attractive appearance after dark when restaurants are most active.

Promote alfresco or outdoor dining. Outdoor dining suits a variety

of eateries and pubs, not only cafes and upscale restaurants. Outdoor dining activates streets and plazas with an animated and cosmopolitan atmosphere; it becomes a part of the streetscape. It can provide needed ''eyes on the street" for safety. By offering a gathering place, outdoor dining helps build a sense of community for locals. There are also positive economics to it: outdoor dining equates with more square feet of serving area with minimal investment and without added rent. Alfresco dining has already proved a rejuvenating feature in other Connecticut downtowns such as West Hartford. It is not permitted under current regulations, so the City should move swiftly to make it permissible under zoning.

Emphasize venues catering to young adults in their twenties and thirties. The targeted youth market population will prefer bars, cafes and restaurants that offer a funky alternative to more conventional and fast-service eateries frequented by the daytime population. They will seek out nightspots featuring live music and performance. They will prefer stores that offer a sense of community and event, including art galleries, book and music stores, boutiques, farmer's markets, "mom and pop" bakeries, and specialty food stores. Coffee bars, cheese purveyors, fishmongers, gourmet wine stores, etc., do quite well in unique spaces and marketplaces in transit hubs (witness Grand Central Terminal in New York), and may prove promising for the newly rehabilitated Arcade Mall. There is also potential for the City -owned Mechanics and Farmers Building on Main Street to be used for retail purposes. With time and money to kill, young residents may look for other establishments that support their activities such as fitness centers, music lessons, sporting goods stores, and yoga classes.

Foster more independent, entrepreneurial retailers in Downtown. This approach means that tenanting space must go beyond being simply an economic transaction to become tied to a broader effort to create value for the district through appropriate, activating uses like specialty retail and restaurants. The DSSD can play its part by reaching out to realtors and landlords, to make them better aware of the overall tenanting strategy. Existing entrepreneurs can help by serving as ambassadors to other like-minded retailers in the region who might be prevailed upon to open up additional outlets in Downtown. The City should resist chains that demand stand-alone structures with parking, for example, big-box retailers that are auto-oriented.

CASE STUDY:
A Regional Entertainment Magnet

Gallery Place,
Washington, DC

Since opening in fall 2005, Gallery Place has brought a 14-screen cinema, 22,000 square-foot upscale bowling alley/restaurant lounge, and 250,000 square-feet of prime retail space to the Washington, DC market.

The project, which is situated adjacent to the Gallery Place Metrorail Station at Seventh and H Streets NW, draws retail and restaurant patrons from a broad market that includes families, young professionals and suburbanites. Many of these visitors come to enjoy a concert or sporting event at the neighboring Verizon Center Arena, and find a vibrant recreational retail street surrounding their destination.

Retail tenants at Gallery Place also benefit from a weekday daytime/nighttime customer base, derived from the 230,000 square-feet of Class A office space and 192 luxury residential condominiums that were developed as part of the project. This mix of uses guarantees a captive population of daytime office employees and evening residents.

Awarded the DC Chamber of Commerce's 2006 Economic Impact Award, the Gallery Place project has stimulated economic enhancement beyond its borders. Blocks surrounding the development, which were once dominated by vacant storefronts and marginal businesses, have been repopulated with dozens of both national chain and independent restaurants.

Though the project has experienced success since opening in 2005, downtown developers indicate the project may not have occurred without District-government backed tax increment financing (TIF). In 1999, the District approved Gallery Place as the first project to utilize its then new, $300 million TIF program. The District backed nearly $75 million in TIF bonds to finance the project, which cost an estimated $274 million to build.

Explore incentives to foster the right retail mix. One mechanism is providing lease guarantees to Mom and Pop businesses. The City and State could also develop financing programs to cover start-up expenses or provide loan guarantees to help entrepreneurs secure favorable financing. Specifically, the City and DSSD should continue to support Urban Green Builders in their efforts to creatively tenant the City Trust and Arcade Mall spaces. This has included City cooperation to resolve parking limitations and other obstacles.

CASE STUDY: Main Street as Programmable Plaza

Clematis By Night
West Palm Beach, Florida
Information Compiled by Project for Public Spaces (www.pps.org)

Clematis by Night is a weekly event in downtown West Palm Beach that features live music, food, and drink. The name refers to Clematis Street, a recently redeveloped corridor that is downtown's major commercial district. The event takes place in the city's Centennial Square, located at the foot of Clematis Street and in front of the public library; the rest of the street is closed to traffic. Between 3,000 and 5,000 people regularly attend on nights with good weather; if it rains, attendance is usually 700 to 1400. The impact on economic impact on downtown has been tremendous, with 42 percent of event attendees also visiting downtown merchants. The event attracts diverse age groups.

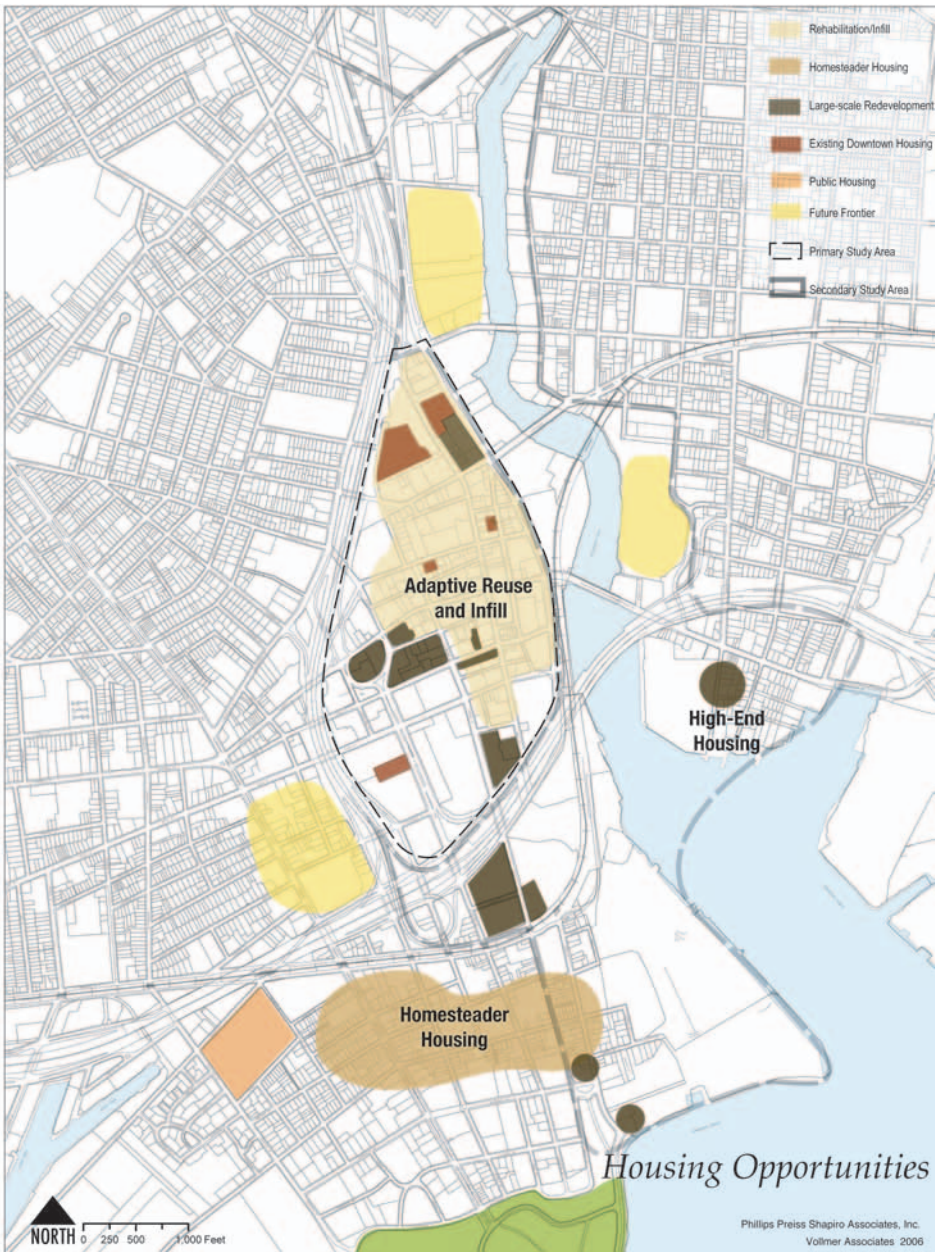
Time Frame
Every Thursday from 5:30pm to 9:00pm, rain or shine.

Activities and Amenities
- The main activity is a concert series, which features local and regional musicians that play styles including blues, jazz, reggae and rock.
- A vending area features over 25 local art vendors and craftsmen.
- The city provides tables, chairs, and an information kiosk. The event is often so crowded that many people also bring their own seating.
- Attendees can buy a variety of regional and ethnic foods, as well as smoothies, soda, and beer.

Management Program
Clematis by Night is managed by the City's Community Events Division (CED), which has six employees. CED plans the entire event, from hiring the musical acts to coordinating sponsorships. CED has also set up an innovative program whereby non-profits raise funds by staffing the two locations where beer is sold. Each week a different non-profit is chosen using a selection process that gives priority to local organizations. The non-profit buys kegs from the beer distributor and cups from the City, then takes home the revenues from beer sales. In one twelve-month span the program netted approximately $55,000 for participating groups.

Budget
CED breaks even on the event. Their expenses include planning, organizing, administering, marketing, and setting up the event, hiring musicians, and buying soda (which they receive at a discount from event sponsors). Revenues come from beverage sales, selling cups to each week's non-profit volunteer, and rental fees from food, art, and craft vendors.

Employ Main Street as a temporary market or festival space on "game nights" and special occasions. As the retail spine of Downtown, Main Street must resonate as the center of activity. The DSSD and the City can leverage the limited circulation of this roadway (now that it terminates at Harbor Yard) to convert it to a programmable space on a temporary basis. In this sense, Main Street can intermittently function as a plaza or pedestrian mall, with extensive sidewalk dining and event-oriented programming. Such a festival space would also create a grand, gateway experience leading to the venues.



The City Trust Block historic rehabilitation is a mixed use project that will include some 118 units of housing (including affordable and workforce housing units), centrally located on Main Street. Spearheaded by developer, Urban Green Builders, the development will include green design elements such as geothermal heating.

Housing Opportunities. Bridgeport's abiding strength for the housing market is not only its bargain real estate prices but also its ability to cater to a variety of residential niche markets.

New adaptive reuse projects like Sterling Market Lofts, which offers artist live/work space in a formerly vacant department store in the heart of downtown, are having a transformative impact on Downtown's image and activity. One loft resident aptly remarked in a recent article that the new residents are "the cornerstone of revitalization in Bridgeport."

CHAPTER 4: DOWNTOWN LIVING

Focus on downtown as a neighborhood with diverse housing options

Downtown Bridgeport is well positioned to capture the next housing wave, targeted to a young demographic. The urban flavor and relative affordability of Downtown distinguish it from other living options in Fairfield County (as elaborated upon in Chapter 2).

Building a critical residential mass nonetheless requires broad appeal beyond the youth market. Diverse housing options are essential in this regard. Downtown Bridgeport (when co-joined with the South End and Steel Point) has the necessary diversity of housing products to appeal to different niches markets, offering everything from loft apartments, homesteader houses, large-scale new construction, to luxury empty nester high rises.

It also requires creating a neighborhood identity for Downtown. Although Downtown will never be simply a bedroom-community, it will need to pay attention to playing "home" to the scores of new residents. This means that Downtown (again, together with the South End and Steel Point) needs to provide the necessities that households and families seek to put down roots: convenient shopping for groceries and other necessities, good schools, safe streets after dark, and a sense of community.

Downtown Housing Niche

Downtown Bridgeport has the potential to become an attractive living option for youth -- one that is affordable, accessible, urban and fun(ky). A regional shortage of housing creates a vast source of latent demand for residential, especially for a youth market. Fairfield County, like the State of Connecticut, has had a dismal record of retaining its youth population in the past decade. This is largely due to the lack of affordable housing in here, where the jobs are concentrated. Within this context, Bridgeport, with its relatively affordable housing prices and rents, is a real estate bargain with vast potential for appreciation.

Downtown Bridgeport will appeal to those residents being priced out of Stamford and Norwalk. Rents in Bridgeport tend to be lower than nearby cities—two-bedroom apartments range from about $750 to $1,200 per month (or between $10 and $14 per square foot / per year for a 1,000 square foot unit). Amenities for higher-end rentals include a complete kitchen, washer/dryer, parking, and fitness rooms. By comparison, Norwalk and Stamford rents range from $14 to $18 per square foot / per year. Within Bridgeport, prices of for-sale units vary greatly. List prices for one- and two-bedroom condominiums, for example, range from $150,000 to almost $350,000, depending on the home and neighborhood. Average sales price for a two-bedroom condominium runs about $250,000. In Downtown Bridgeport, market rate housing is basically "least cost housing", considered affordable to middle income populations (relative to the County). Developers have already begun to recognize the housing opportunity.

THE NEW YORK TIMES, SUNDAY, JANUARY 27, 2002

LIVING IN/Downtown Bridgeport, Conn.

For the Bold, Bargains Near a Harborside Park

Residential construction and rehabilitation are creating a youth buzz for Downtown. New housing developments that are underway in and around Downtown are primarily targeted at a young professional or creative population. This includes design features that are part of a buzz: lofts, fitness rooms, etc. In fact, given the influence of Urban Green Builders, the main developer rehabilitating Main Street's historic properties, much of the new housing stock will be green with environmentally-friendly, high-energy performance features.

Nearly 10,000 more residents could be moving into the greater Downtown area by the end of the decade. A total of about 1,000 new residential units have recently been built or are well underway in and around Downtown. This number doubles to 2,000 units with the development of the Pequonnock Site. Another 2,000 to 3,000 units are proposed at Steel Point, and likely a few hundred units at the Remington site in the South End alone, in addition to other South End sites that may be in play soon. Our estimate of 10,000 people assumes, on average, two people per household.

Historic preservation and adaptive reuse of existing structures have thus far dominated the development scene. Listed below are the nine most notable projects either underway or of the recent past. Eight of the nine projects are renovations of existing historic buildings. The ninth project will feature at least some rehabilitation work. This type of housing development fits nicely with the young urban niche seeking downtown living with a unique character. Comparable models for this abound, particularly in other former manufacturing centers and New York Metro locations, including Hoboken and Jersey City South in New Jersey, and, closer to home, Norwalk (SoNo).

Bijou Square	12 units
Arcade Mall & Hotel	23 units
144 Golden Hill Street	35 units

881 Lafayette Boulevard	38 units
Sterling Market Lofts	60 units
333 State Street	64 units
City Trust Complex	118 units
Warnaco Lofts	120 units
Downtown North (Phase III = 210; Phase IV= 300)	510 units

As the historic structures are reused, a wave of new infill construction is likely. These buildings will most likely be mid-rise mixed-use structures on cleared sites, including part of Downtown North, Lafayette Square and Circle, and areas south of Interstate-95 (the Remington site and around the University of Bridgeport), all taking advantage of transportation access and views to Long Island Sound. This type of development has also occurred in and around the New York Metro area, and major homebuilders are building mid-rise condominium buildings in urban areas like the New Jersey and Queens waterfront as well as older towns along the Hudson River.

Artist residents, often the pioneers of urban revitalization, comprise another segment of the housing market. Downtown has a blossoming creative community that is small but growing. As art space in New York City becomes more expensive, Bridgeport will continue to fill the niche of artists and artisans seeking alternative live/work spaces. Sterling Market Lofts and Warnaco Lofts are some of the current offerings suited to artist housing and live/work space. Artists and artisans contribute to a positive image for Downtown that will help pave the way in attracting young professionals and empty nesters.

Recommendations:

Promote a variety of housing options. Notwithstanding that the youth market will be instrumental to the first wave of residential development and for determining the vibe of the area, Downtown's greatest strength for the housing market is its ability to cater to a variety of residential niche markets. Lofts, adaptive-reuse apartments and contextual in-fill development (likely mid-rise apartment buildings) in the Downtown core and South End will best serve the younger residents. High-end standardized, condo construction at Steel Point and at waterfront sites like the former Remington Shaver site will better serve the market for luxury, empty-nester housing. The row houses and multi-family homes in the South End invite the homesteader market, young couples or young families looking for housing values in an improving neighborhood. These homes may also have appeal to historic house enthusiasts.

Aid residential development projects currently underway. The City has a major stake in aiding those residential development projects that are currently underway to help make Downtown living a reality in Bridgeport. These projects set a precedent for the quality and tenor expected for future development. They also send a cue to the marketplace about the investment climate in Downtown Bridgeport.

CASE STUDY: Strategic Planning for Downtown Housing

Center City
Washington, DC

Downtown "Center City" in Washington, DC provides a model in strategic planning for concentrated downtown housing. The Center City area of Washington, DC captures the City's downtown neighborhoods that surround the National Mall and line the Potomac and Anacostia Rivers. Six sub-areas comprise Center City: Downtown East, Downtown West, Mall Central, Southeast Waterfront, Southwest Waterfront, and Union Station.

Visions for this area call for a residential renaissance that would bring a high concentration of residents to the City's center [1]. Goals include:

- Encourage more residential development at maximum densities;
- Support development that includes affordable housing and neighborhood-level amenities;
- Build upon the transit opportunities; and
- Preserve and create neighborhood character, entrepreneurial goods and services, and quality open space.

To realize these goals and achieve the vision of a residential renaissance, the Center City Action Agenda working group has drafted a number of objectives that provide a blueprint for action. Objectives include:

- Require the development of retail, entertainment, restaurants, and other support amenities in concert with and supportive of new medium-to-high density housing;
- Identify and leverage surplus or underutilized public sites for high density residential projects with an affordable housing component; and
- Support public schools improvement so that schools are better integrated with and serve center city neighborhoods and residents.

From these objectives, the working group has developed action-oriented strategies that will stimulate residential development. These strategies include:

- Utilize incentive programs offered by the District government (land and tax abatements);
- Ensure that neighborhood redevelopment plans include high density residential development with a mix of supportive uses, and zoning overlays to allow such development;
- Identify and market emerging Center City neighborhoods for new urban residential construction; and
- Issue RFPs for publicly controlled sites to be developed as mixed-use/medium-to-high density residential projects with an affordable housing component and potentially shared parking facilities..

1. "Residential Market and Neighborhood Discussion Materials," Center City Action Agenda, 2006.

Steel Point Harbor Development

Steel Point is a 55-acre parcel of land located on a peninsula that extends into the Bridgeport Harbor just to the east of Downtown. In December 2000, the City of Bridgeport issued a Request for Proposals (RFP) for redevelopment of the site. The selected redeveloper, Bridgeport Landing LLC, a joint venture of MidTown Equities LLC and RCI Maine LLC, has proposed a $1 billion development project that would transform the area into a mixed-use waterfront and redefine the skyline of Bridgeport.

The proposed plan is a mixed-used development with a program that includes:

Residential	2,000 – 3,500 units
Retail	1.1 million sf
Retail Center	730,000 sf
Main St. Retail	150,000 sf
Waterfront Retail	90,000 sf
Convenience Retail	30,000 sf
Yacht Club/Marina	30,000 sf (400 slips)
Office	160,000 sf
Hotel/Convention	270,000 sf
Open Space	10 acres

From a residential and retail standpoint, it is not anticipated that Steel Point will compete with Downtown directly. Rather, they will likely be complementary and serve different markets. Unlike Downtown's loft living, Steel Point will be offering luxury, newly constructed condos that will have their greatest appeal to the empty-nester market.

Thus, it is in the City's interest to see these live (i.e., "in the ground"), projects through to successful completion. As the developers discover physical constraints and regulatory hurdles to creating quality, contributing developments, the City should be on hand to hammer out these issues. As an example, it is suggested that the City pursue the abandoning of Gold Street between Middle and Main Streets to make the Downtown North, Phase IV, development project viable as it deals with building footprint issues. A pedestrian thruway should be preserved at the current Gold Street right of way to mitigate any circulation concerns.

Consider providing tax incentives for development that meets certain pre-identified priorities. The creation of a Downtown neighborhood is not simply about housing development; it is also about the on-street environment, range of amenities, and sense of community. To ensure that Downtown housing succeeds, a development that provides for significant on- and off-site streetscape improvements or amenities that are in keeping with the Downtown vision should be supported through incentives. The City may also want to prioritize specific uses in Downtown through tax incentives. This idea is particularly relevant for attracting specific retailers (subject to a sunset clause) such as a specialty grocery market or a fitness club.

Promote small food stores, a green market, and public markets to serve new residents. To offer needed convenient shopping for groceries and create a sense of community, the DSSD should promote the introduction of small food stores, a green market, and other public markets. Small, frequent local events such as farmer's markets and public markets are useful for reaching a consistent audience, week after week. Specialized events, like food festivals, have the joint benefit of bolstering business sales and enriching the social spirit of Downtown.

The South End

In the South End neighborhood, housing is likely to serve as a vehicle for the neighborhood's transformation. South End housing consists mostly of triple-decker multifamily detached houses, two-family houses, older row houses, and multifamily apartment buildings (including both loft conversions and Public Housing projects). There are few single-family detached homes, making up less than 5 percent of the neighborhood housing stock. Three-quarters of the housing stock in the South End was built before 1959 and many of the multifamily homes were built in the 1920s. As of the 2000 Census, median rents were low, in the $500 range. A 2007 New York Times article reported sales of multifamily detached homes (typically three units, one on each floor) estimated at $300,000, which have become popular with investors. Housing in the neighborhood has been popular for student rental housing.

The South End, as a working class neighborhood, has struggled in recent decades with blight and image issues due to the loss of nearby manufacturing employers, lingering crime perceptions, and (though recently resolved) questions about the future of the University of Bridgeport.

The South End is now poised for renewal, largely because of the revitalization of the University of Bridgeport. U.B. is nestled between the waterfront and residential streets of the South End, overlooking Seaside Park. It offers the potential to marry the advantages of a Downtown locale with a campus setting. The neighborhood is the gateway to U.B., and roughly one thousand of U.B.'s students live in the neighborhood. U.B. partnered with the South End Community Council to launch a Neighborhood Revitalization Zone effort for the South End.

A revitalized South End that is a richly layered, diverse, safe, and built-out neighborhood is vital to Downtown. The South End links Downtown to some of the City's most desirable assets: the Long Island Sound, Seaside Park, and the University of Bridgeport's own cultural and educational resources. The fates of these two districts are inextricably linked. Downtown and the South

End have shared similar waves of fortune, waxing and waning in tandem with the times. Therefore, purposefully considering the South End and its housing strategy as an extension of the Downtown Plan is an imperative.

Recommendations:

Support efforts by the University of Bridgeport and the community to create a Neighborhood Revitalization Zone Plan and Implementation Strategy. NRZs depend upon community support and engagement, and require local approvals. It is recognized that the NRZ effort will entail its own planning and outreach. All of the recommendations provided here are therefore tentative, subject to (and likely to) change as the neighborhood plans for itself. It is nonetheless hoped that they will help to foster a sense of shared purpose, and to trigger early implementation, as the NRZ effort logistically follows this planning effort for Downtown.

Promote urban husbandry and homesteading. One of the likeliest vehicles for the South End's transformation is increased housing development and the influx of a homeowner market that will upgrade some of the existing housing stock. This market will be reassured – not put off – by historic district designation, community policing (e.g., bicycle-bound police), streetscape improvements, pocket parks, and the like. Such urban husbandry is the key to engaging residents and creating a sense of confidence that the neighborhood is indeed improving, that the investment in sweat as well as money is well worth it.

Encourage the University of Bridgeport to develop a "model" school in the South End. Access to quality education is an important consideration in any housing decision, and is a key to a revitalized and stable community. Good schools are of particular concern for young families that would like to invest in the neighborhood longer term. The Education Department at the University of Bridgeport is one of its signature programs, which could become a major resource to the surrounding neighborhood. The City, Board of Education, and U.B. should join together to develop a "model" school in the South End, which could be run and taught by U.B.'s Education Department. Comparable model schools such as Bank Street School in upper Manhattan have been successful in providing quality teaching while helping to revitalize the surrounding area.

Pursue the Transit Connector and streetscape improvements on Broad Street from the Intermodal Transportation Center to Seaside Park's beach. Broad Street is the logical corridor to focus on to connect Downtown to the South End. It is essential that the City support a range of streetscape and infrastructure investments along this corridor, including the potential Downtown Transit Connector. These improvements should be timed to coincide with the redevelopment of the Pequonnock or Remington site – whichever happens first. They should be done mindful of the re-imaging of the South End, including highlighting the University of Bridgeport's amazing revitalization and Seaside Park's abiding value.

Upzone South End property facing Broad Street and Seaside Park. Given the emphasis on this corridor, the City should upzone South End properties facing Broad Street and along Seaside Park to allow for greater residential density. A strong, higher-density corridor along Broad Street is necessary to create a cohesive fabric and identity. It can bolster ridership to support a Transit Connector in the South End. However, in other areas of the South End the zoning should preserve the existing historic fabric that gives character to the neighborhood. For example, the Cottage Street historic block should be preserved. For all practical and tax generation purposes, the densities of Bridgeport's Downtown should extend southward from the "Tear Drop" to the water. The Downtown needs to connect to Seaside Park and embrace all that is in between.

Provide incentives for mixed-income housing in connection with higher density development facing Seaside Park. These properties (including the Remington site) invite luxury waterfront housing development, given the opportunity to capitalize on the Long Island Sound vistas and Seaside Park amenities. They therefore can support mixed-income, not just least cost, housing. Lower, contextual development should be allowed as-of-right; higher densities should be tied to inclusion of affordable housing. Typically (based on innumerable comparables) 20 percent of the units are earmarked for households earning up to 80 percent of area median income, which in Fairfield County approximates $60,000. In order to support the University of Bridgeport, student, graduate and faculty housing should be included in the affordable-housing category.

What is Form-Based Zoning?

Form-Based Zoning is a method of regulating development to achieve a specific urban form and scale. Form-based codes create a predictable public realm by controlling physical form primarily, with a lesser focus on land-use.

Form-based zoning differs from traditional zoning in that it addresses the relationship between building facades and the public realm, the form and mass of buildings in relation to one another, and the scale and types of streets and blocks. The way form-based zoning is presented also differs from traditional zoning; for example, it relies on textual explanations which heavily depend on graphical depictions to portray what the scale and mass of a building would look like. In contrast, conventional zoning focuses on the segregation of land-use types, permissible property uses, and the control of development intensity through numerical parameters such as FAR, dwellings per acre, height limits, setbacks, and parking ratios. Not to be confused with design guidelines or general statements of policy, form-based codes are regulatory, not advisory.

Ultimately, a form-based code is a tool; the quality of development outcomes is dependent on the quality and objectives of the community that a code implements.

Source: Form-Based Code Institute: www.formbasedcodes.org

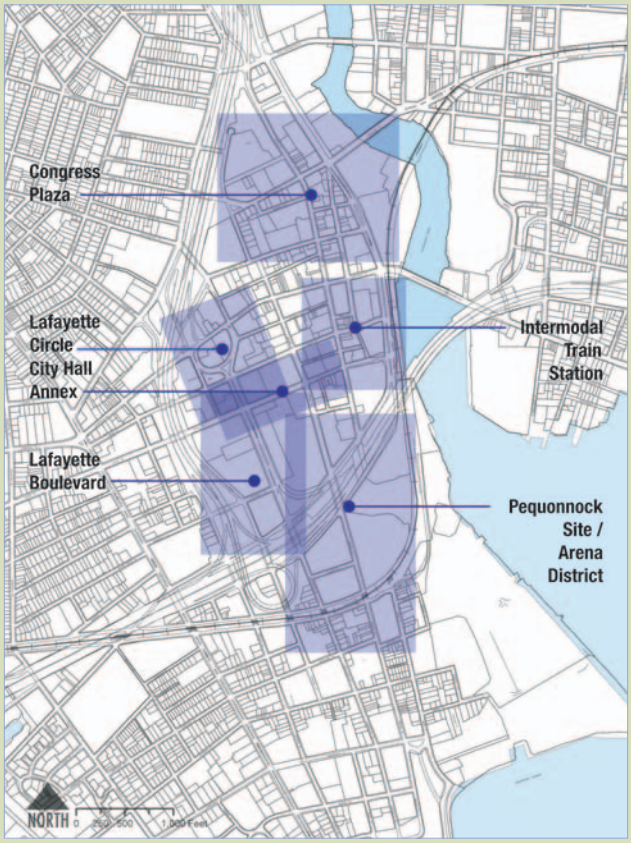
The University of Bridgeport is located between the waterfront and residential streets of the South End, overlooking Seaside Park. The university's revitalization, as witnessed in its growing enrollment, will help buoy the potential for the broader revival of the neighborhood.

Seaside Village, one of the nation's first U.S. Housing Corp complexes, was built in 1918 for workers during World War I. It is a designated Historic District and it is currently a housing co-op.

The South End is the next frontier for Bridgeport's housing market with its range of housing options, from lofts to row houses, at bargain prices for Fairfield County.

The conversion of the former Warnaco apparel factory into the Lofts of Lafayette signals a trend in South End to adaptively reuse historic buildings for residential use. This project represents $12 million of private investment in the South End and its success has sparked the renovation and conversion of the former Jefferson School to residential use. These developments are transforming the South End and represent private development's response to strong housing demand in Fairfield County.

Downtown Design Guidelines



The design guidelines herein promote the following principles for Downtown: transit-oriented, pedestrian-friendly, energy efficient, and cutting edge.

Focus Areas

Broad design guidelines for development are provided for the following key areas and public assemblages in Downtown:

- Pequonnock Site/ Arena District
- Transit-Oriented Development Site
- Lafayette Boulevard
- Lafayette Circle
- Congress Plaza
- City Hall Annex Site

For each focus area, there are three framework diagrams - orientation, public realm and relative intensity, an illustrative model showing potential massing, and accompanying text on design objectives for that area.

Interpreting the Framework Diagrams for Each Site

Orientation Framework

In an urban setting, all of the orientations of a building are important, but context will create hierarchy among the different orientations of the buildings.

Primary Orientation:

- This orientation is towards the most important streets and public spaces. The design of these facades should reflect the important role that they play in defining corridor primacy and public spaces. Considerations include the scale and character of the other buildings that define these spaces so that the public spaces have a coherent identity.

- The façades of these buildings must present a “friendly face to the street”: transparency and principal entrances are required. With few carefully managed exceptions, parking and service are not permitted along these frontages.

- The street and buildings in concert should create a coherent spatial experience. Buildings are at the sidewalk line (no front setback) in order to clearly define the public realm of streets and public spaces.

- Changes in massing and articulation/expression should respond to the termination of view corridors, important corners and other opportunities for expression.

Secondary Orientation:

- As with the Primary orientations described, these elevations must present a friendly face to the street, and share many of the same characteristics including active ground floor uses and transparency.

- These frontages may also accommodate service or access to parking, but these must be sensitively designed.

- Parking is managed in a way that does not compromise the pedestrian orientation of this place. Structured parking is encouraged. Surface parking lots must be broken up into small increments and placed behind buildings so that they do not interfere with the continuity of the street wall.

Tertiary Orientation:

- These are the least important orientations, but the elevations must be well designed and pedestrian friendly.

- These facades are preferred locations for service and access to parking.

Public Realm Framework

Roads and public open spaces will create the armature around which these places will develop. It should include a variety of public spaces of different kinds that are linked to create a comprehensive and integrated network of public spaces with seamless connectivity to transit. The new urban parks created through redevelopment may have different proportions, amounts of hard surface and landscaping. But in all cases – from the street landscaping to the landscaping of new public spaces, to the landscaped setbacks around new structures - the goal for both the urban parks and connecting streets should be to create an "urban forest" for which certain principles apply: use of native, non-invasive species and best practices in storm water management.

The public spaces need to be linked to each other and to the rest of the context beyond the designed district. In most cases these linkages will be made by designing the streets to be well landscaped pedestrian corridors. Ultimately there may be a wide variety of road types throughout the redevelopment – each of which must balance auto mobility with pedestrian and bike mobility. But in all cases, pedestrian crossing distances should be minimized by reducing lane widths to a minimum and by providing "bump-outs" (these can occupy the space reserved elsewhere for on-street parking.) Other traffic calming devices should be used, including changes in material at crosswalks and striped bike lanes.

In general, the new linking corridors are defined by the buildings that line the corridor and define the space of the street. Buildings that front onto the linking corridors should be oriented to the street, should present a "friendly face" to the street (transparency, entrances), and the street and buildings together should create a coherent spatial experience. (Refer to the design criteria described for Primary and Secondary orientations). In those places where the corridors cannot be defined by building frontages, the space of the corridor should be well defined by landscaping, lighting, paving and other streetscape strategies so as to maintain the continuity of the pedestrian experience.

Relative Intensity Framework

These diagrams describe the overall strategy for distributing bulk and massing on different building sites. For the purpose of these conceptual guidelines, three nominal height ranges are suggested:

Base:

To endure that buildings respond effectively to the pedestrian realm, the base of each building should be built to the edge of the sidewalk up to a minimum height of three stories. To prevent a building's mass from looming over the pedestrian realm, the base of each building should not reach a height greater than five stories.

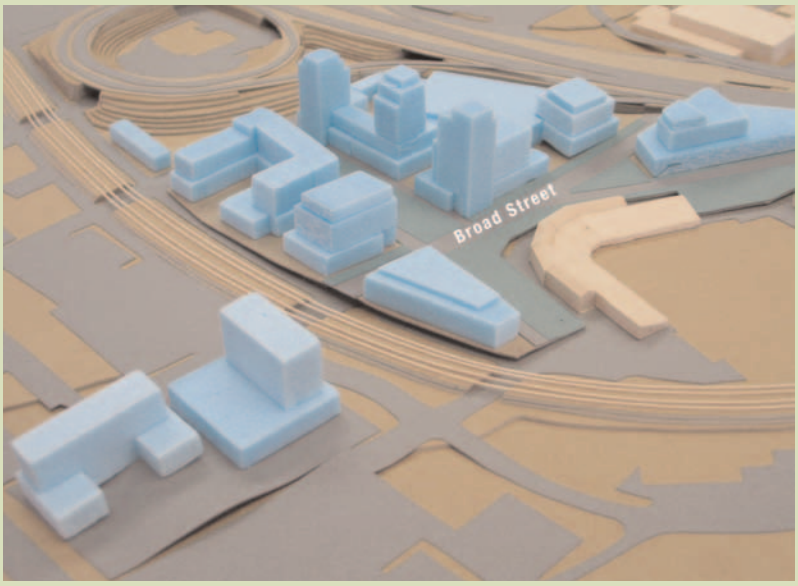
Intermediate:

Upon each base sits an intermediate scale tower, set back from the facade line of the base. This mid-rise mass should reach a minimum height of eight stores, but should not exceed a height of ten stories. An additional setback will occur at this point on buildings able to exceed ten stories.

Tower:

At certain locations throughout the city that exist at the termination of view corridors, in sections of the skyline visible from the highway or rail corridors, or in areas most proximate to the transit infrastructure, taller towers are appropriate. Above the second setback, which occurs between the eight and tenth stories, taller towers have no generally applicable height restriction. A more detailed analysis should be conducted for each particular parcel based on conditions of the surrounding built environment at time of proposal to ensure the appropriate ultimate height for each tower to minimize shadows an other negative externalities to the public realm.

- The relative intensity relates directly to the hierarchy suggested in the Orientation analysis diagram.
- Changes in massing and articulation/expression should respond to the termination of view corridors, important corners and other opportunities for expression.

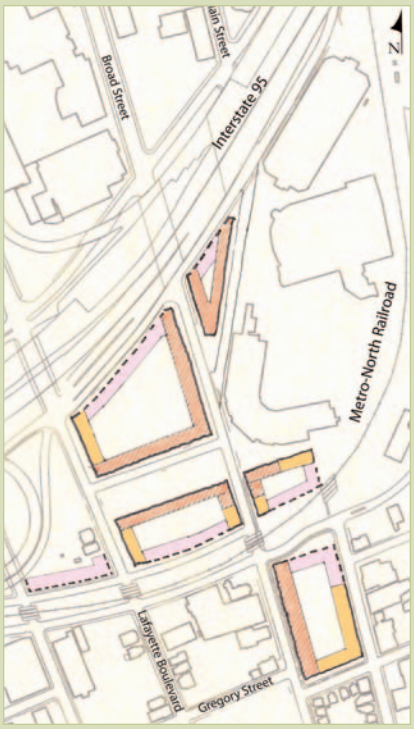


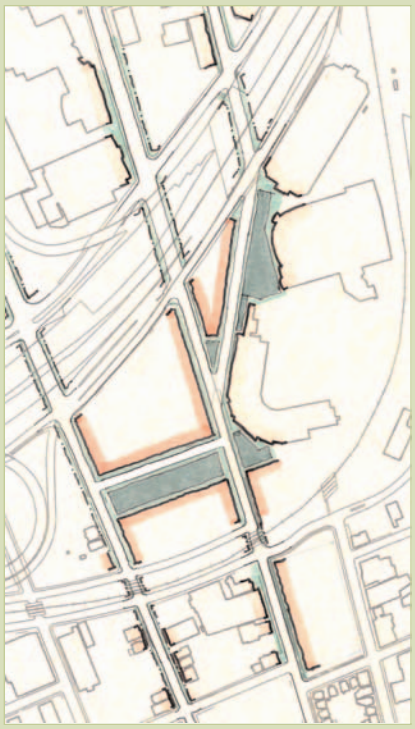
Pequonnock Site / Arena District

(see below for district boundaries)

Design Objectives:

- Resolve the linkages between several major north-south corridors, including Main Street, Broad Street and Lafayette Street.
- Create a coherent ensemble of structures that integrates the existing arena, stadium and parking structures.
- Organize the new ensemble of buildings around a legible network of public open spaces.
- Reinforce the identity of Broad Street as the important corridor linking the south end to the downtown core.





Orientation
- Primary Frontage
- Secondary Frontage
- Tertiary Frontage

Public Realm
- Primary Open Space Public Plazas
- Streetscape and Pedestrian Connections
- Consistent Street Walls

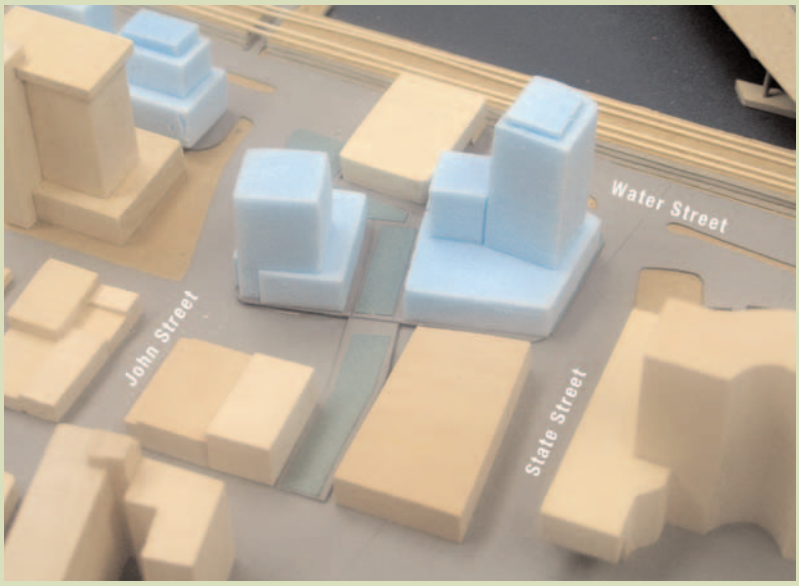
Relative Scale
- Tower
- Intermediate
- Base

The Arena District is composed of 10.5 acres presently owned by the City of Bridgeport and the Bridgeport Housing Authority. Also, included in this district is a small triangular parcel that is part of the Harbor Yard properties.

Transit-Oriented Development Site

Design Objectives:

- Create a signature intermodal gateway to downtown Bridgeport that projects Bridgeport's regional significance as a transit hub on the Northeast Corridor.
- Create a new network of pedestrian-oriented streets and open spaces that creates linkages to the numerous destinations in this part of downtown: the train station, the bus terminal / ferry terminal, the waterfront esplanade, Bank, State, and Main Streets.
- Incorporate a new parking structure into the development in a way that balances auto access with pedestrian priorities and street frontage requirements.



Orientation

- Primary Frontage
- Secondary Frontage
- Tertiary Frontage

Public Realm

- Primary Open Space Public Plazas
- Streetscape and Pedestrian Connections
- Consistent Street Walls

Relative Scale

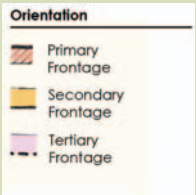
- Tower
- Intermediate
- Base

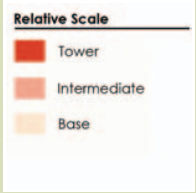
Air rights over the Intermodal Transportation Center should be preserved for future high intensity development east of Main Street between State Street and John Street.

Lafayette Circle

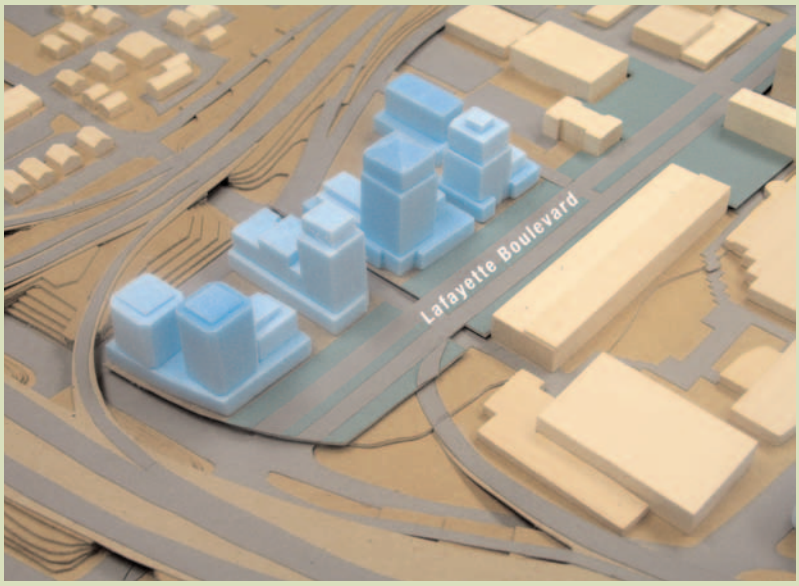
Design Objectives:

- Rationalize the roadway and overall circulation patterns at this node. In particular, manage interactions between local downtown-oriented traffic and highway access to Route 8. Create a strong relationship to the several roads that pass through this design district.
- Create a gateway to the downtown in this location.
- Create an anchor and visual terminus for a new Lafayette Street Development Corridor (see Lafayette Street Design Objectives).
- Create a new public space as part of this district design.



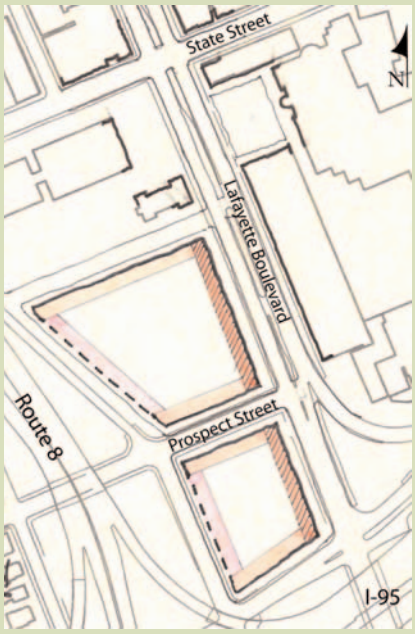


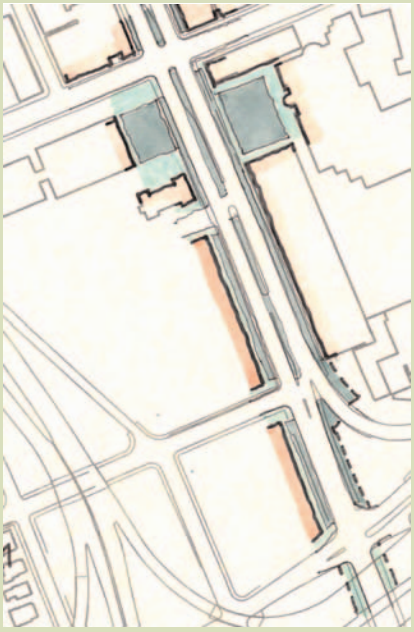
Lafayette Boulevard

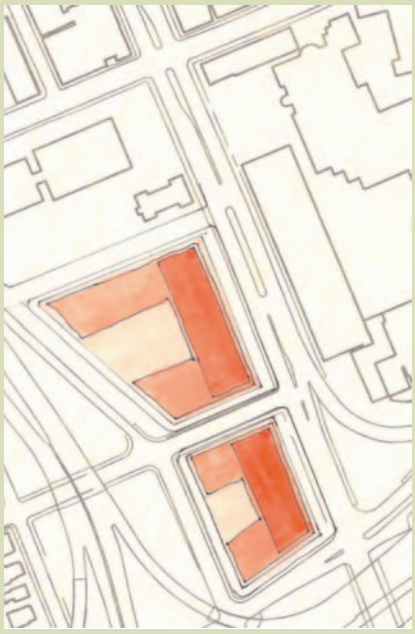


Design Objectives:

- Create a signature commercial and mixed use corridor for the length of Lafayette Street from I-95 to Fairfield Avenue. (Note: this part of the downtown should be planned and designed in conjunction with the Lafayette Circle redevelopment described previously.)
- Organize both existing and proposed buildings around a new landscape identity for the corridor that includes street trees, a landscaped median and a consistent landscape treatment for uniform front setbacks.
- Establish a uniform build-to set back line along the west side of Lafayette Street.







- Establish the identity of several east-west roads to reinforce connections from downtown to the neighborhoods west of the Route 8 elevated highway.
- To improve connectivity of this street network and to create new frontage for development, create a new road parallel to Route 8, from Prospect Street to State Street, and subdivide the large parcel between theses roads with a new east-west road.

Congress Plaza

Design Objectives:

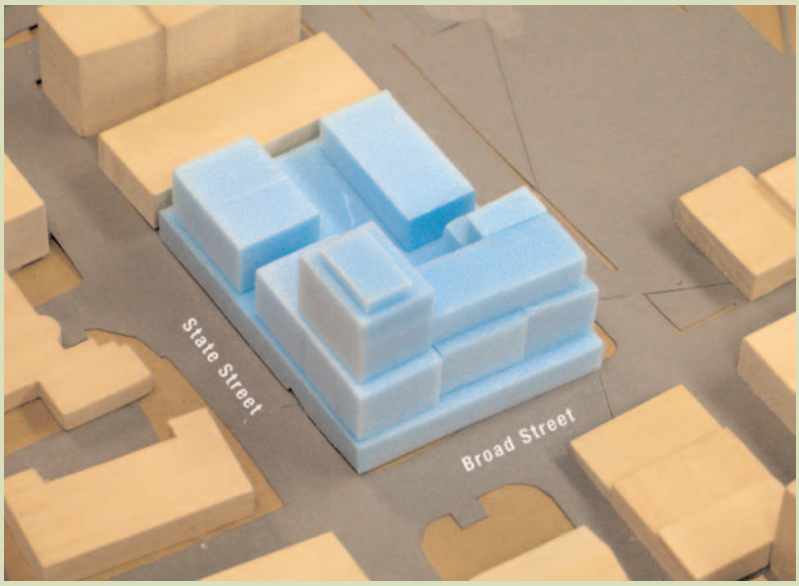
- Create a gateway to the Downtown that relates both to the Congress Street and Water Street corridors.
- Create a new public space as part of this gateway that creates a setting for a restored Boys' Club building.
- Adaptively re-use and integrate into this gateway ensemble the historic Majestic and Poli Theaters.
- Devise a strategy for structured parking that does not compromise the pedestrian experience along the major streets and public spaces.
- Establish the beginning of a strong Congress Street corridor leading west up to the Golden Hill area.
- The Air Development Rights from above the Boys' Club building and several of the civic buildings on Golden Hill can be transferred to the Congress and Main intersection, allowing for a more intense node of redevelopment.

Orientation
- Primary Frontage
- Secondary Frontage
- Tertiary Frontage

Public Realm
- Primary Open Space Public Plazas
- Streetscape and Pedestrian Connections
- Consistent Street Walls

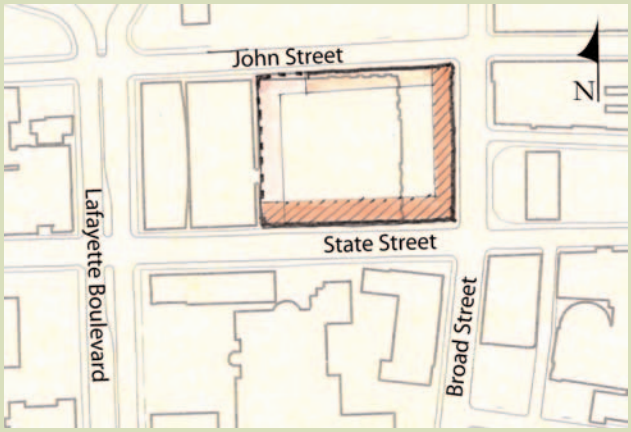
Relative Scale
- Tower
- Intermediate
- Base

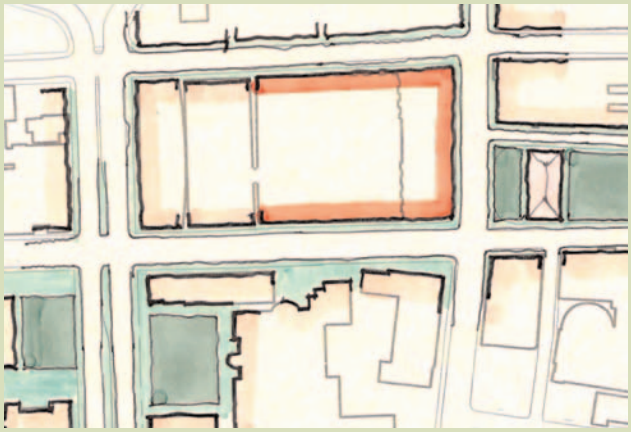
City Hall Annex Site

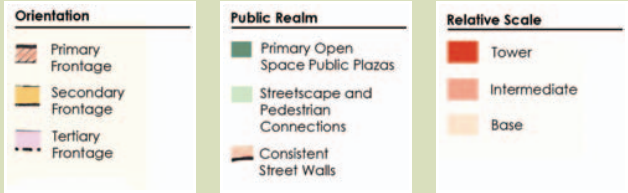


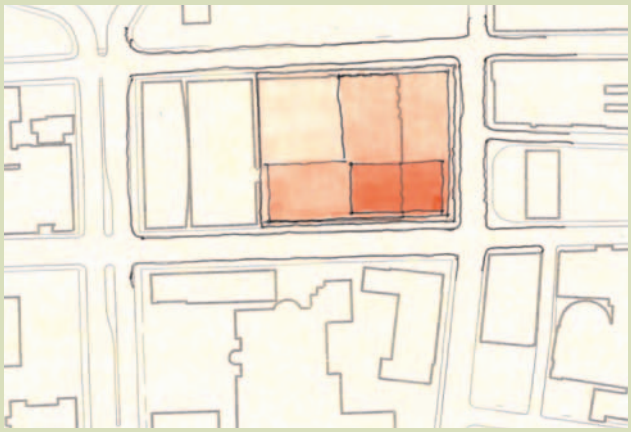
Design Objectives:

- Define the boundary of the Western portion of McLevy Green fronting on Broad Street. Massing should work in concert with the other buildings to define this space an appropriate setting for McLevy Hall.
- Articulate the intersection of State Street and Broad Street. Create a visual objective for the view corridors along theses two streets.
- Define the edges of the State Street and Broad Street corridors.
- Incorporate structured parking into the interior of the block in a way that does not negatively affect the pedestrian experience of the side streets. Consider linking new structured parking to the existing parking deck attached to the Royal Bank of Scotland headquarters.









CHAPTER 5:
DOWNTOWN IMAGING

Creating a contemporary and cool image without compromising the existing scale and historic fabric

The future of Downtown is staked on reinventing the district's image for the current market. Like most American cities, Bridgeport went through a period of decline in the last century with the waning of manufacturing and the arrival of auto-oriented shopping and living preferences. The City, along with Downtown, suffered from blight and perceptions of crime. But now, these industrial vestiges and urban virtues have rebounded in Bridgeport's favor, with renewed interest in downtowns, loft districts and urban waterfronts as a preferred place to live, work, shop, play, and learn.

Downtown's historic fabric and industrial cache can be enriched to realize funky, unique qualities in the streetscape and public realm. Downtown's image transformation cannot be predicated on marketing alone but rather realized more tangibly in the built environment and on-street atmosphere. Downtown Bridgeport must embody a distinct sense of place, suggesting that investments should be tied to place-making gestures.

Downtown Bridgeport can contemporize its image by projecting a synchronistic blend of historic and modern, industrial and green, urban and livable, compact and cosmopolitan. Quality historic preservation and adaptive reuse are part of this strategy, as is upgrading the urban design experience in Downtown for an attractive pedestrian experience throughout. Downtown Bridgeport will emerge as an exciting alternative to the suburban character of Fairfield County.

Building Form and Scale

Downtown has a compact and varied skyline. Bridgeport developed with a network of walkable streets and radial avenues that fanned outward from both harbor and train station, resulting in a pedestrian scale grid, punctuated with public parks and plazas, civic and cultural structures, historic landmarks like the City Trust Building, and new icons like the Richard Meier-designed People's Bank tower. Bridgeport's historic fabric can be used to guide future building form.

It's not just about preserving what's best in Downtown's built environment, it is also about fixing what is wrong. In the heart of the twentieth century, the automobile age plowed through the city with Interstate-95 and State Route 8, isolating the Downtown in a teardrop-shaped area bounded by the two highways and the Pequonnock River. With these thruways came a new development type into the Downtown – one that accommodated the automobile above all else. Surface parking lots and decks subsequently dominated, leaving uninviting gaps in the street level experience.

In terms of disruption of the urban fabric, height is not the issue so much as the blank spaces and curb cuts associated with auto-oriented development. Most of Downtown's buildings are oriented to the sidewalk and pedestrian. But the few others that are geared towards the automobile work directly against the "place-making" that Downtown is trying to achieve. This trend must be blocked, and rolled back wherever possible.

Some portions of Downtown are more "complete" in form and critical mass. Both the historic McLevy Green area and the civic Golden Hill area require only limited infill to become solid cores of urban activity. There is also significant potential at Downtown's northern Gateway along North Main Street anchored by the Majestic and Poli Theaters.

The design character and form of Downtown are in play; and the City is very much in the driver's seat. Significant opportunities are emerging on current sites that are "soft" (i.e., surface parking, vacant land, underutilized buildings). New zoning sophistication and Connecticut legislation provide the City with great ability to regulate the form and design of buildings without burdensome review procedures. Also, the City essentially owns key parcels or the entirety of three of the four greatest opportunities for new development: Congress Plaza, the Pequonnock Site, and the transit-oriented development sites closest to the Intermodal Transportation Center (i.e., the Mechanics and Farmers Bank and the Board of Education buildings but not the current bus terminal building). The fourth opportunity – Lafayette Boulevard and Circle – is more challenging as it is also contingent on significant roadway improvements involving privately owned land.

Recommendations:

Adopt a Village District for Downtown. Relatively new State of Connecticut enabling legislation allows extra design review and consideration in connection with officially adopted "Village Districts". This would boost the legal underpinning for all of the design regulations and guidelines proposed in this Plan.

Regulate building masses to follow a paradigm of a shorter (40 to 50 foot) base oriented to the sidewalk, with towers atop oriented to primary corridors and corners. The City should develop district design guidelines that regulate building masses. The most appropriate model for Downtown is what has come to be known as the "Vancouver model": small-plate (i.e., skinny) towers set of lower-scale podia. This building form is desirable in high-density residential and mixed-use neighborhoods, and it is compatible with Downtown's existing scale and character.

Establish design guidelines / form-based zoning for key sites. The City should employ form-based zoning and establish site-specific design guidelines for the focus areas and public assemblages listed below. Form-based zoning and design guidelines can offer guidance to private developers for building orientation/massing, site amenities, landscaping and streetscape. They can set a design

standard and image appropriate for each area, within the overarching vision for Downtown. The most important areas and sites to be targeted are as follows:

- Pequonnock Site
- Transit-Oriented Development Site
- Lafayette Circle
- Lafayette Boulevard
- Congress Plaza
- City Hall Annex Site

Historic Fabric

A rich urban history has bestowed upon Downtown the legacy of a large inventory of historic architecture. These historic buildings are fundamental to the character and identity of Downtown Bridgeport, giving a richness of textures to the street and a pronounced sense of arrival. Downtown Bridgeport was, in the nineteenth and early twentieth centuries, Connecticut's foremost industrial and immigrant-population center. Buildings that once housed banks, hotels, institutions, markets, meeting halls, restaurants, and shops still line the streets and many retain the fine architectural detailing of an earlier time.

The architecture of Downtown varies in style from the neo-Classical architecture of the Mechanics and Farmers Savings Bank, to the Richardson Romanesque-style of the Fairfield County Courthouse; from the Gothic revival First Methodist Church, to the Queen Anne style Watson-Lyon Tenant Houses. Three areas have been listed on the National Register of Historic Places: the Bridgeport Downtown North, the Bridgeport Downtown South and the Golden Hill. There are also additional individual buildings listed on the National Register. Much of the current construction in Downtown is rehabilitation of historic structures, a trend fostered by federal tax credit programs.

The City's industrial imprint can be part of both its historic and contemporary imaging potential. Downtown and its surrounding neighborhoods need not discard their industrial legacy to enjoy a rejuvenated identity. Rehabilitated industrial warehouse conversions are a magnet for artists, and reused historic office buildings provide great live/work environments for pioneering young residents. Also, celebrating the grittier side of the City is part of distinguishing it and revolutionizing its interpretation.

Recommendations:

Every five years, update the survey of structures for eligibility for listing on the National Register of Historic Places. It is truism in preservation that "we hate our mother's wedding dress and love our grandmother's." It is no accident that New York City's Penn Station and so many other great buildings were demolished at around the age of 40, and that the National Register considers buildings starting at the age of 50. The National Register process provides a way to objectify taste. Most important, expanding the roster of National Register listing increases the number of buildings eligible for federal tax incentives in connection with their restoration and reuse.

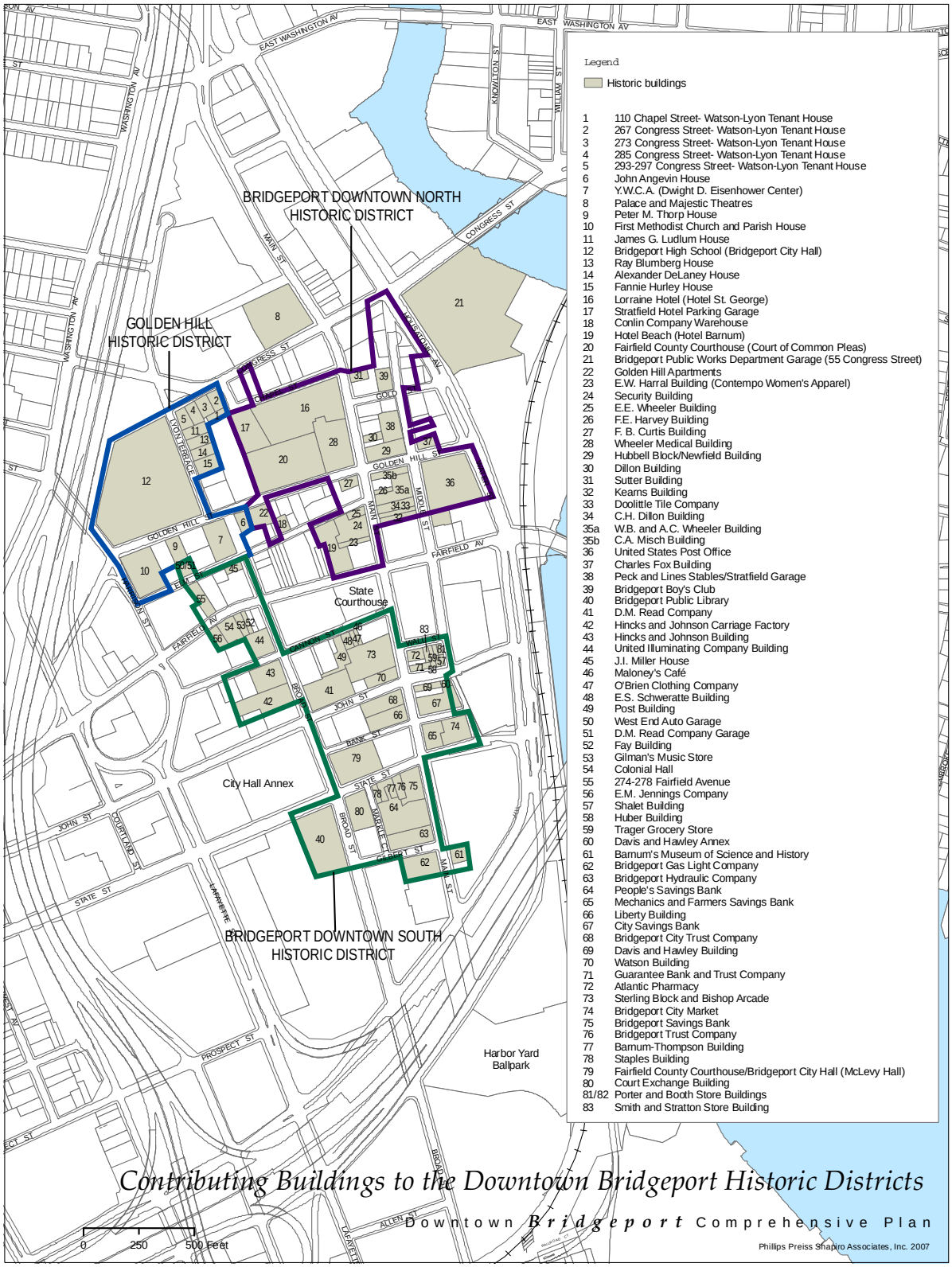
Revise zoning to further protect all structures deemed eligible for listing on the National Register of Historic Places. Downtown's streetscape harkens to Bridgeport's significance and wealth during its heyday between the end of the Civil War and the end of World War II. It thereafter remained intact partly because a weak real estate market forestalled rampant teardowns. As Downtown real estate strengthens, so must the protections for historic districts and landmarks. Historic buildings should, in connection with their restoration, be afforded the right to transfer development rights (TDR) anywhere within the teardrop to a larger area, thereby providing an incentive for their restoration while removing an inducement for demolition. If this proves insufficient inducement, the City should consider real estate tax incentives as well.

Emphasize adventure in Downtown by nightlighting the smokestack, bridges, and existing landmarks. Downtown will need to come alive at nighttime and evoke a sense of adventure. In this regard, Bridgeport's manufactured landscape of industrial buildings is an untapped treasure. Colorfully nightlighting the smokestack at the United Illuminating power plant nearby Downtown will turn a towering eyesore into a signpost of a revitalized Downtown; much as has been done with, for instance, the Battersea Power plant in London and the Steeplechase in Coney Island (see page 56). Bridges and landmarks like City Hall are also key candidates for nightlighting. This strategy will allow Downtown to celebrate its infrastructure and architectural gems, while strategically taking on a different persona as a nighttime destination. Workers and commuters would witness the transformation in the evening and be likely to return to visit restaurants on other occasions.

A Dynamic Streetscape

The Downtown core is only one-quarter square mile in area; it is tightly framed, with no more than a few blocks walk between any two destinations. This includes from the train station, meaning that the entire Downtown is essentially transit-oriented. Downtown's hard boundaries created by the two highways give it the unexpected intimacy of a walled European City, with a compact, pedestrian scale and urban form.

The fine-grain texture of Main Street, as the primary pedestrian corridor and retail spine, represents one of the most appealing streetscapes in Downtown. The street is narrow – like most Main Streets. Two-way traffic and on-street parking "calm" passing vehicles. The quality of the pedestrian experience is fur-



Bridgeport Historic Districts and Landmarks. Downtown enjoys a rich legacy of historic buildings as witnessed in three historic district designations. Historic protections should be strengthened as these structures provide a foundation for revitalization and adaptive reuse opportunities (e.g., City Trust and Arcade, Downtown North, etc.).

Source: National Register of Historic Places Inventory – Nomination Form

ther enhanced by the generally moderate scale and historic character of the architecture.

Downtown reveals some recent streetscape improvements. The DSSD has played a role in this transformation, providing welcome banners and the staff to oversee sanitation issues. Such beautification, sanitation and operational tweaks and oversight are often referred to broadly as "'Main Street Management", and is a typical role for a Business Improvement District. The City too has been working to be a more pedestrian friendly through improvements to Downtown parks and sidewalks, with the inclusions of decorative lighting to enhance the summer concerts and Farmers Market. The City is currently designing lighting and streetscape improvements in other sections of Downtown, with a priority on the Interstate-95 underpasses linking Downtown to the Harbor Yard Ballpark and Arena.

Yet, the quality of the pedestrian realm varies. The streetscape elements lack a unified aesthetic that ties Downtown together. Some streets are better landscaped than others. "Street furniture" (benches, bike racks, etc.) is limited. Typically, the pedestrian experience in the Downtown degrades as one moves outward from the train station and the historic core around McLevy Green. Both Downtown's western half and northern Congress Plaza are dominated by surface parking lots and vacant land. Occasional problems disrupt the pedestrian quality; for example, the Holiday Inn Hotel, while wonderfully located on Main Street, has an unrelenting blank street wall that creates a monotonous street-level experience. The quality of the pedestrian realm could greatly be enhanced through the construction of appropriate buildings on the vacant parcels and surface parking lots, as well as the activation of currently underutilized structures and streetscapes.

With marginal retail still dominating the mix, some existing storefronts detract from the Downtown experience. Not all existing storefronts are up to par with a revitalized image. For example, metal closing gates on some businesses remain a vestige of rougher times and affect perceptions of safety. Upgraded facades, signage and window displays will not only translate into better business but a safer and more pleasant street environment.

Urban design enhancements and streetscape improvements should be about "placemaking". The historic architecture, narrow side streets, and pedestrian grid create the foundation; a streamlined approach to streetscape elements builds on it. Appropriate infill development with ground floor transparency will also make a difference. Of particular importance is the street-level experience in the retail core and activity hub: Downtown's eastern portion along Main Street to the Intermodal Transportation Center; and its central portion along Broad Street and to the key attractions of Harbor Yard and the Housatonic Community College. Downtown Bridgeport can realize a tightly knit urban landscape, a rejuvenated pedestrian experience and a resonant neighborhood quality through placemaking.

The elevated highways and railway tracks that define Downtown and give it a sense of intimacy also confine it and separate it from critical attractions, as well as forestall a critical mass in terms of size and diversity. Most downtowns of Bridgeport's ambition are one square mile in size, roughly four times as large as the teardrop-shaped core. Accessing the Ferry Terminal, Harbor Yard, riverfront promenade, and Seaside Park (via the South End) all require traversing difficult physical barriers. These constraints invite innovative design solutions and thoughtful pedestrian connections to stitch Downtown to the waterfront and surrounding grid.

Recommendations:
Promulgate a unifying "vocabulary" of streetscape elements for the eastern and central part of "tear drop" and into the South End. These elements include benches, landscaping, lighting, paving, signage, street furniture, etc. In keeping with the need to update Downtown's image, the City should adopt a mix of contemporary and traditional styles, eschewing the static or uniform and instead focusing on the complementary. Pedestrian-scaled lighting will be essential for supporting nightlife in Downtown, as well as creating a strengthened perception of safety. Planting street trees will further soften the street-level experience and contribute to the greening and rebirth of the City.

Place the first priority on Main Street. Main Street is not only the retail spine, but also Downtown's most active and attractive pedestrian street: dense, lined with storefronts, flanked by historic buildings, and buoyed by several activity generators and plazas.

Partner with Housatonic Community College and University of Bridgeport on a significant public art initiative. Artistic energy is alive in Downtown Bridgeport but not evident. With outstanding programs in fine arts at the H.C.C. and industrial design at U.B., there is a foundation of local talent to highlight while adding color and interest to the image of Downtown. The initial focus should be transforming the dead zone under the Interstate-95 overpass at the foot of Main Street into a "happening" place that links the "teardrop" and Harbor Yard. The art improvements can also have a programmatic role, in which local artists and art students work openly in Downtown's plazas and public places, providing positive reasons for people to ogle and gather. As a public art initiative generated by the local community, it will be received as an indigenous cool rather than artificially developed identity.

Provide "carrots and sticks" for the sprucing up of facades and storefronts. The City should institute comprehensive commercial signage standards, though these should not be so rigid as to promote uniformity, since variety is essential for the eclectic visual amal-

United Illuminating Power Plant
(Bridgeport)

Battersea Power Station
(London)

Gothic Church
(Netherlands)

Nightlighting

Nightlighting buildings can be a powerful tool in transforming the urban landscape. The strategic placement, brightness, and color of light can help to create a more dynamic, exciting environment. Better illumination can also help improve safety for pedestrians. Today's cities can take advantage of new lighting technologies that are far more energy-efficient and ecologically friendly than in the past.

Worldwide, places such as Singapore and London have begun using lighting as a technique to recast their nighttime images. Along the south bank of London's Thames, nightlighting during special events has transformed the appearance of the Battersea Power Station, now one of the city's best-loved landmarks. The Battersea Power Station began generating electricity in 1933 and continued until 1983. Before it was closed, preservationists convinced the Secretary of State to award the building a Grade II status, which protected it from demolition without government consent. The Power Station has appeared in numerous films, and it was on the cover of Pink Floyd's 1977 album Animals. With its four tall chimneys reaching skyward, the Power Station has become widely recognizable. Plans for the station's redevelopment remain in flux, but in the meantime, nighttime lighting during special events, such as the Cirque Du Soleil performance and various fundraisers, has helped to preserve the majesty of this structure.

Bridgeport, too, has potential for re-illuminating its Downtown. Nightlighting of signature buildings in Downtown Bridgeport would allow the city to showcase some of its most identifiable architectural assets and its industrial vestiges. Choosing which structures to nightlight should be based on criteria such as its location at a gateway into the Downtown; its visibility from Interstate-95 or Route 8; its proximity to night-time attractions such as theaters or restaurants; and its fine architectural detail; its significance to Bridgeport's identity.

United Methodist
Church (Bridgeport)

Fairfield County
Courthouse
(Bridgeport)

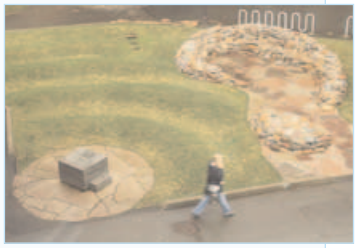
Civic Building
(Malaga, Spain)

Former Bridgeport Trust Company
(Bridgeport)

Former Bank Building
(Fort Worth, Texas)

CASE STUDY: University-Based Public Art Initiatives

University of Washington



For the past eight years, the University of Washington has offered a Sculpture & Public Art Program Design / Build class in which students are commissioned by local businesses to design and build public art. Over the course of twelve weeks, students work directly with clients, draft their own budgets, create multiple designs, choose a final one, build it, and install it. Students must adhere to certain guidelines that include a weight limit, structural soundness, and a requirement to be pedestrian-friendly. Over the years, students have produced pieces that have been displayed in downtown Seattle and throughout western Washington.

gam that distinguishes the Downtown experience. The DSSD and the City should incentivize façade improvements that update storefronts and the ground floor appearance of buildings.

Carry out the urban design punch list developed with the DSSD. Members of the DSSD identified some small measures related to the physical condition of Downtown that should be immediately pursued to have an impact on the appearance of the streetscape and building façades in Downtown. The following are all short-term strategies.

- Revamp the "Downtown Bridgeport" banners on light poles to eliminate those that are not visible and replace those that are damaged or missing.
- Employ best practices in managing newspaper vending machines that are proliferating on street corners; seek support from City if regulations are necessary.
- Place bicycle racks in strategic locations to encourage biking in Downtown.
- Reach out to property owners (in conjunction with City) whose sidewalks are in disrepair or unsafe and enforce improvements.
- Continue to take down and clean up posters that are taped or glued to light poles and buildings.
- Work with the Greater Bridgeport Transit Authority (GBTA) to improve the appearance and cleanliness of existing bus shelters.
- If practicable, open up the façade of the Holiday Inn block (by punching out windows or doors) to provide transparency in its part of the Main Street streetwall.
- Upgrade façade and window treatment of Rite Aid Building.
- Employ strategy to clean up and spruce up window treatments for street level buildings.

At Harbor Yard: Connect Main and Broad Street for pedestrians and transit (but not cars). Linking Downtown's "teardrop" and the South End depends on the strength of its connecting corridors. Main Street is the pedestrian spine of the "teardrop", while Broad Street is that of the South End. These two roads run parallel but can be linked at the Harbor Yard plaza in front of the Arena and Ballpark. This provides the opportunity for a dedicated pedestrian and transit right of way, diagonally crossing in front of Harbor Yard.

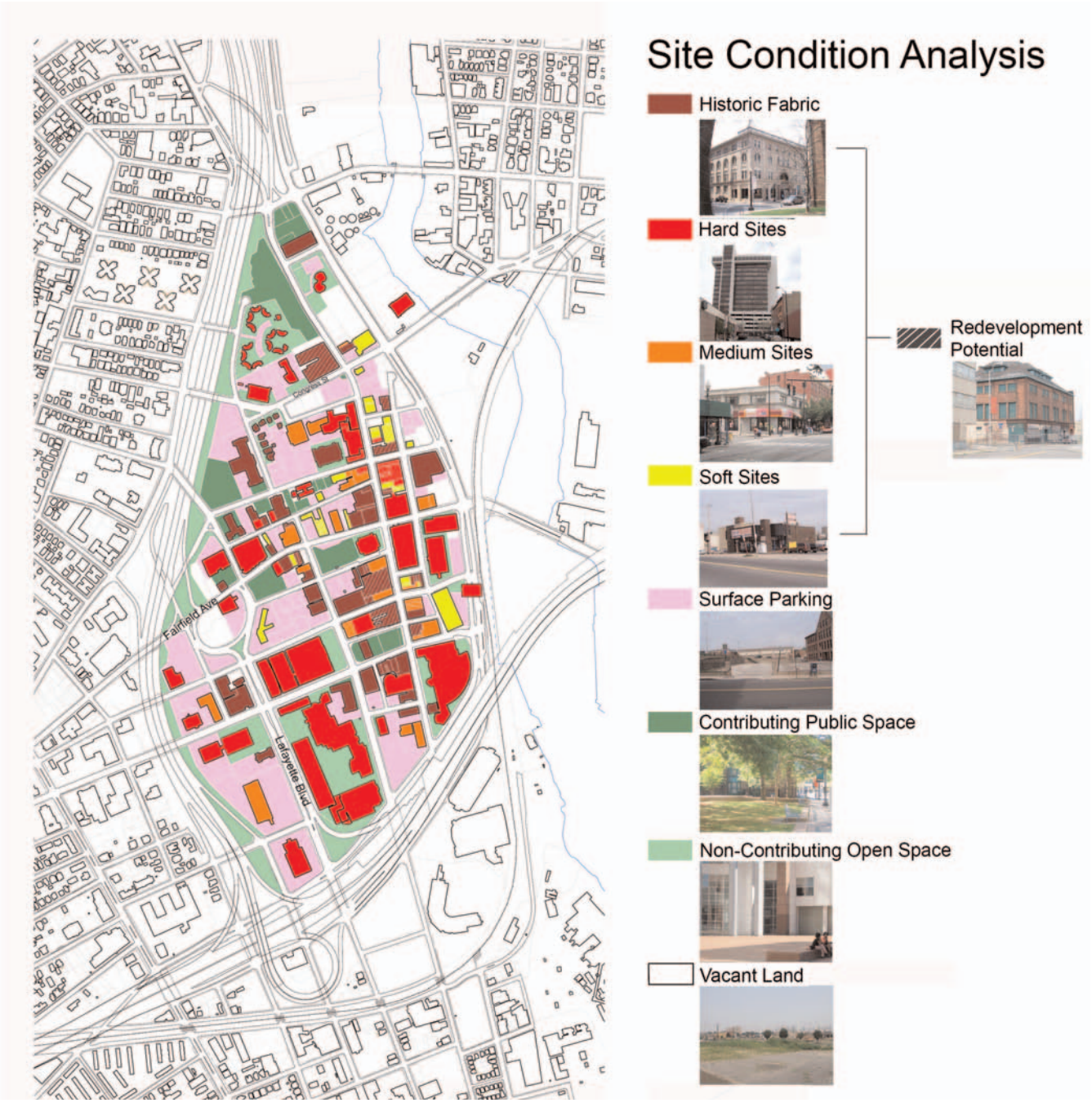
Improve the Broad Street experience for pedestrians. The streetscape improvements for Main Street were already described. A similarly ambitious combination of carrots and sticks should be applied to Broad Street south of Interstate-95. Significant public investment in street lighting, roadway improvements, street trees, etc., should be matched by development that creates a sidewalk orientation, eyes on the street, and frames the views down to Seaside Park.

Improve the pedestrian connections to, from and between the Train Station, Bus Terminal and Ferry Terminal. The Intermodal Transportation Center is only valuable to Downtown businesses and residents if it is apparent, pleasant and safe to get to and from. They will function as an intermodal hub only to the extent that the transfer from one mode to the other is seamless. These connections will be strengthened by the streetscape improvements described earlier, the linking promenades between the transit nodes, and the anticipated historic portal created by the adaptive reuse of the Mechanics and Farmers Savings Bank and the Board of Education building fronting Main Street. These new and planned improvements can be built upon by widening the existing pedestrian connection between the Train Station and the Ferry Terminal, and of course with better signage. In addition to serving as a pathway to transit, this connection is also the pedestrian link between the Downtown core and the riverfront esplanade.

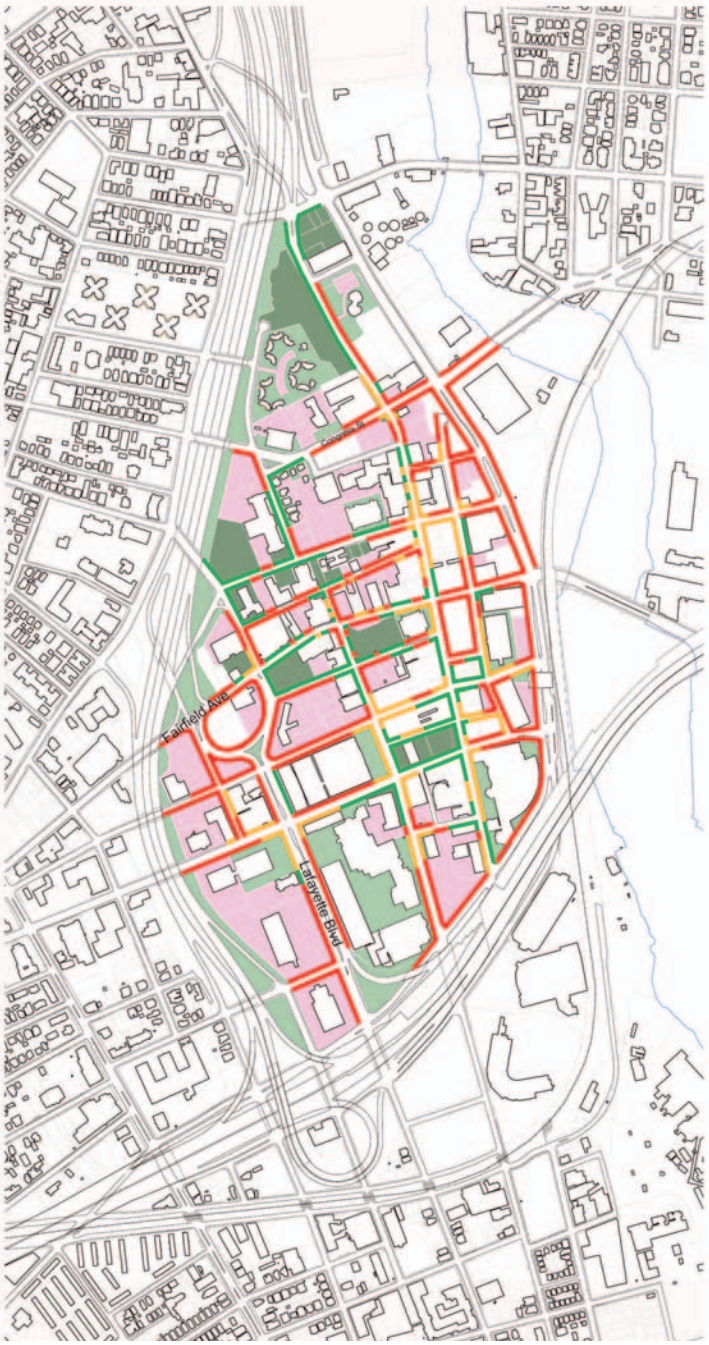
Open an additional pedestrian connection between the Ferry Terminal and Harbor Yard utilizing the existing railroad cut underpass. Transit connections to the venues are an important part of reducing traffic and parking for events, as well as bolstering the overall attractiveness of the venues to visitors. The City should investigate how an existing cut thru in the railroad underpass might be utilized and improved as a pedestrian corridor during events.

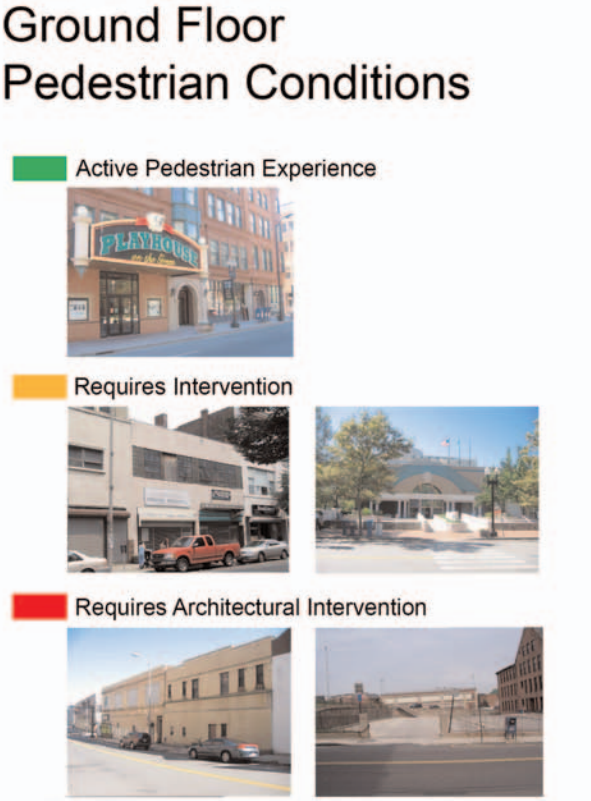
Green City

Bridgeport is the ultimate park city. Modernizing the industrial image of Downtown is about going beyond the contemporary to embracing environmental sustainability in the built environment: a gritty to green transformation. It is about the utilization of green technologies in building construction and the promotion of more sustainable behaviors (e.g., greater reliance



Site Condition Analysis. An analysis was performed to determine the susceptibility to change of each parcel based on the approximate age, use, and quality of any building thereon. Improved parcels (i.e., those with a structure on them) were divided into four categories: (1) historic fabric, (2) hard sites, (3) medium sites, and (4) soft sites. Undeveloped parcels and open spaces were also analyzed for their potential and their current effect on the pedestrian experience. Unimproved parcels include vacant sites, surface parking lots, and both contributing and non-contributing open spaces.





Ground Floor Pedestrian Conditions. An analysis was conducted to determine the quality of the pedestrian realm along every stretch of sidewalk in the downtown. The pedestrian experience along each segment of sidewalk was rated on a three level scale: (1) active pedestrian experience, (2) requires intervention, and (3) requires architectural intervention.

Existing

Potential

Several open spaces, including the plaza in front of People's Bank, are appropriately scaled and one could imagine them being anchors of the downtown's public realm, given some interventions. With some additional plantings, seating, and possibly cafes, these spaces could form the foundation for a robust network of open spaces throughout the downtown.

Existing

Potential

Several of the buildings along North Main Street are either solid historic structures or good modern buildings that presently do not have any activity in the ground floor. Shop windows form transparent facades that could contribute to the public realm. These buildings require some limited façade treatment and an active ground-floor use.

Potential

Existing

In the case of vacant parcels and surface parking lots, any future buildings should be organized around new public spaces and respond primarily to the pedestrian realm. The construction of a building is necessary to activate the sidewalk along these stretches. For example, parking garages can be wrapped with ground floor retail with residential above.

on transit and access to car-sharing programs).

Urban Green Builders, the development force already on the ground in Downtown, is paving the way for this green sensibility. Some of their developments will feature geothermal heating, healthy building materials (low VOCs) and other green innovations. The City needs to purposively ensure that this orientat
ion becomes part of the Downtown culture.

Greener development practices will also help the City address some of the pressures on the existing infrastructure systems. The City's aging sewerage infrastructure is dealing with capacity and stormwater management issues, necessitating the need to manage stormwater onsite. Given the degree of impervious coverage in and around Downtown that will only grow with new development, green design practices such as green roofs may help to elevate some of the strain on this infrastructure.

Projecting a green image not only reflects sound, responsible planning but also an opportunity to further appeal to the youth market. Greater environmental responsibility resonates with this demographic and in fact, green developments often command a market premium because of the value placed on green design. The Green City image will help Downtown go from industrial to cutting edge, proving its ability to re-engineer the cityscape to new set of dynamics.

Recommendations:
Create incentives to encourage integration of green roofs. A green roof is "an alternative to traditional roofing materials and consists of vegetation and soil, or a growing medium, planted over a waterproofing membrane" (U.S. Environmental Protection Agency). Green roofs are appropriate for any type of property (commercial, industrial, residential, etc.). Their key benefits include: reducing urban heat island effect; reducing sewage system loads by assimilating rainwater; absorbing air pollution; creating ecological habitat; reducing ambient noise; and insulating buildings from extreme temperature. Indeed, some engineers speculate that given rising energy costs and growing economies of scale, it will not be long before green roofs are the preferred method of construction. Even so, there is a premium for the up-front cost of a green roof over a traditional roof, since the cost savings are realized on an operational basis. It is therefore necessary for the City to create incentives to actively promote this practice in Downtown, South End and Steel Point. A sprinkling of green roofs in Downtown will literally elevate the plane of the Park City concept and provide a lush spectacle to marvel from Interstate-95 and Route 8.

Encourage LEED certification and / or application of LEED elements for new developments that go through the City's Request for Proposals process. LEED (Leadership in Energy and Environmental Design) is a "green building" rating system with benchmarks that take into consideration energy efficiency, materials selection, indoor environmental quality, sustainable site development and water savings. Downtown Bridgeport development already promises to score high by virtue of being high-density and proximate to transit. Encouraging LEED certification for any property that goes through the City's Request for Proposals (RFP) process will ensure that a green vocabulary becomes part of the Downtown image, as the properties the City will RFP will call for high visibility, high impact developments. Green buildings will put Bridgeport on the map as among the nation's growing number of environmentally conscious cities, and will stand as proof of Downtown's transformation.

Integrate green design points into development scorecard to promote low impact development. More generally, there is an opportunity to foster green design technologies as a preferred development practice in Downtown. The City can do this by creating a development scorecard for which an expedited approval process is offered to developments that score higher. In this case, the City would foster green design by awarding points in the development scorecard to proposals with green design elements.

Explore green infrastructure opportunities as part of any future infrastructure upgrades. As a more comprehensive long-term opportunity, the City should explore more sustainable urban infrastructure opportunities in terms of energy, transportation, drainage, water and waste management systems, as part of any infrastructure upgrades or overhauls.

Set-up Wi-Fi and hot spots throughout Downtown and down to the beach. The younger generation of residents will demand a high-tech, mobile environment. Wi-Fi is being developed for the area around McLevy Green, but should be expanded to encompass all of Downtown. This lifestyle amenity will give Downtown an edge over similar locales.

Park City

Leveraging the Park City theme for Downtown puts the greening in Green City. It marries Downtown's environmental focus with livability. Pleasant public spaces and parks are part and parcel of creating a neighborhood feel, providing community gathering spaces, and softening the rougher urban edges. Downtown already has a framework of plazas. Some are anchors of the public realm like McLevy Green; while others need to be upgraded and improved. All need to be better linked to each other. Empty, windswept plazas do nothing to create a more livable environment. It is important to rethink the plaza concept and how to activate and relate it to surrounding uses.

Landscaping is an important part of evoking the intimacy of the village in a complex urban context. A strong emphasis

should be placed on landscaping, planting street trees throughout Downtown and along key corridors. Each tree makes a difference but the real value is realized when the entire district is treed.

Recommendations

Integrate public park and plaza improvements points into the development scorecard. As previously mentioned, the City should create a development scorecard for which an expedited approval process is offered to developments that score higher. In devising this system, the City should award points for public park and plaza improvements, which will help to foster private sector investment in the public realm. Further, plaza and open space requirements should be incorporated into the plan. Further, plaza and open space requirements should be incorporated into zoning.

Plant street trees everywhere, as part of any roadway, streetscape or adjoining development project. Street trees provide an air of grandeur and presence, a relatively small investment for a gesture with such an impact. More street trees will soften transitions and make Downtown ever more pedestrian-friendly. Landscape enhancements will create a sense of residential civility amid a dense urban environment. It is also recommended that an adopt-a-tree program be instituted in order to fund maintenance costs.

Support the essence of Pequonnock River Renaissance Plan in a full-blown Riverfront Recapture plan, but revisit it within the lens of Downtown's recent evolution. The City's Pequonnock River Renaissance Plan – prepared by Sasaki Associates in 1999 – created a lovely blueprint for riverfront recapture. Now, within the context of a more ambitious plan for Downtown, the City should approach the waterfront with an eye towards active recreation (instead of passive walkways), and the unconventional and innovative (rather than traditional) landscape design. This approach is in line with Bridgeport's move towards attracting a youth market.

Another part of the green transformation for Downtown is about trading the physicality of a heavy industrial past for the modern technological infrastructure of the 21st century. Office workers and young residents will crave - and demand - state of the art technology access.

Work with Housatonic Community College to open up interior courtyard. H.C.C. is located in the heart of Downtown and is growing with a significant expansion project underway. Yet, H.C.C. is not truly integrated into the Downtown fabric – with little cross-pollination between the College and Downtown's assets. The City should work with the H.C.C. to better integrate the entire campus and open up their interior courtyard as a Downtown amenity. This should also be linked to creating a more public profile for H.C.C.'s outstanding art collection and art program, as described earlier.

Work with People's Bank to improve the plaza in front of their corporate headquarters. The People's Bank headquarters has a prominent plaza on Main Street that has the potential to become an anchor of Downtown's public realm. However, the current design renders it barren. The City should work with People's Bank to improve this plaza with some additional plantings, movable seating, an ATM shelter, a small gallery, and a café with outdoor seating. People's Bank is the main corporate entity and employer in Downtown. They are committed to such improvements. Anything the City or DSSD can do to help is well worth the extra effort.

Work with the Fairfield County Courthouse to make their front plaza design more pedestrian friendly. The Courthouse has a small plaza at its front entrance along Main Street. Despite the volume of visitors, the plaza is a dead space that does not contribute to the energy of Main Street. The City should work with the Fairfield County Courthouse to make the design of the front plaza more pedestrian friendly, akin to a Bryant Park-type space, creating a better relationship to the street.

CHAPTER 6:
BACK TO BASICS

Make downtown work as an employment center

Downtown can leverage its superior locational advantages to enhance its attractiveness as a place to do business. Located prominently at the nexus of two major commuter highways and a variety of transit, Downtown Bridgeport enjoys unparalleled visibility and access. Downtown is easy commuting distance to Greenwich, New Haven, Norwalk, Shelton, and Stamford – which, like Bridgeport, are major employment centers. As Downtown leads with a youth market, grows its residential base, and improves its retail and recreational amenities, it is strengthening its position as a location for offices.

Downtown invites transit-oriented development. Downtown offers a range of public transit options: Metro North commuter rail, Amtrak service, ferry service, and local and regional bus lines. It is likely that this array of transit will only gain in importance as the highways become more congested (with no solution in sight), as gasoline becomes more expensive, and as our society becomes more willing to shift its public support from the automobile (e.g., no real support to widen Interstate-95 as done for the New Jersey Turnpike) to transit (e.g., with greater frequency of commuter service).

Infrastructure, transit, parking and roadways are the foundation for a functional Downtown. These basics are at the helm of the Downtown system, positioning it to operate effectively as a business center, as well as a residential neighborhood, an entertainment / recreation destination, and retail district. A supportive policy and infrastructure framework is needed to enable Downtown to function seamlessly and continue to attract investment and development.

"We are well underway updating the City's master plan and zoning to reflect the recommendations of this plan, particularly those having to do with promoting shared parking, transit-oriented development, energy-efficient design, and responsible growth."

Nancy Hadley, Director
Office of Planning
and Economic Development

Office

Downtown is already a significant office employment center. People's Bank, Pitney Bowes, and Royal Bank of Scotland (RBS) are among the Downtown's corporate anchors. City, County and Federal courthouses, as well as The City of Bridgeport itself, constitute a major civic office presence. A significant component of the Downtown market is professional offices (e.g., accountants, architects, etc.). Law firms are especially well represented in Downtown due to the courthouses. These tenants occupy many of the smaller office spaces (e.g., in the historic homes along Lyon Terrace, and the Legal Center on Broad Street). Some 10,000 employees work in Downtown Bridgeport.

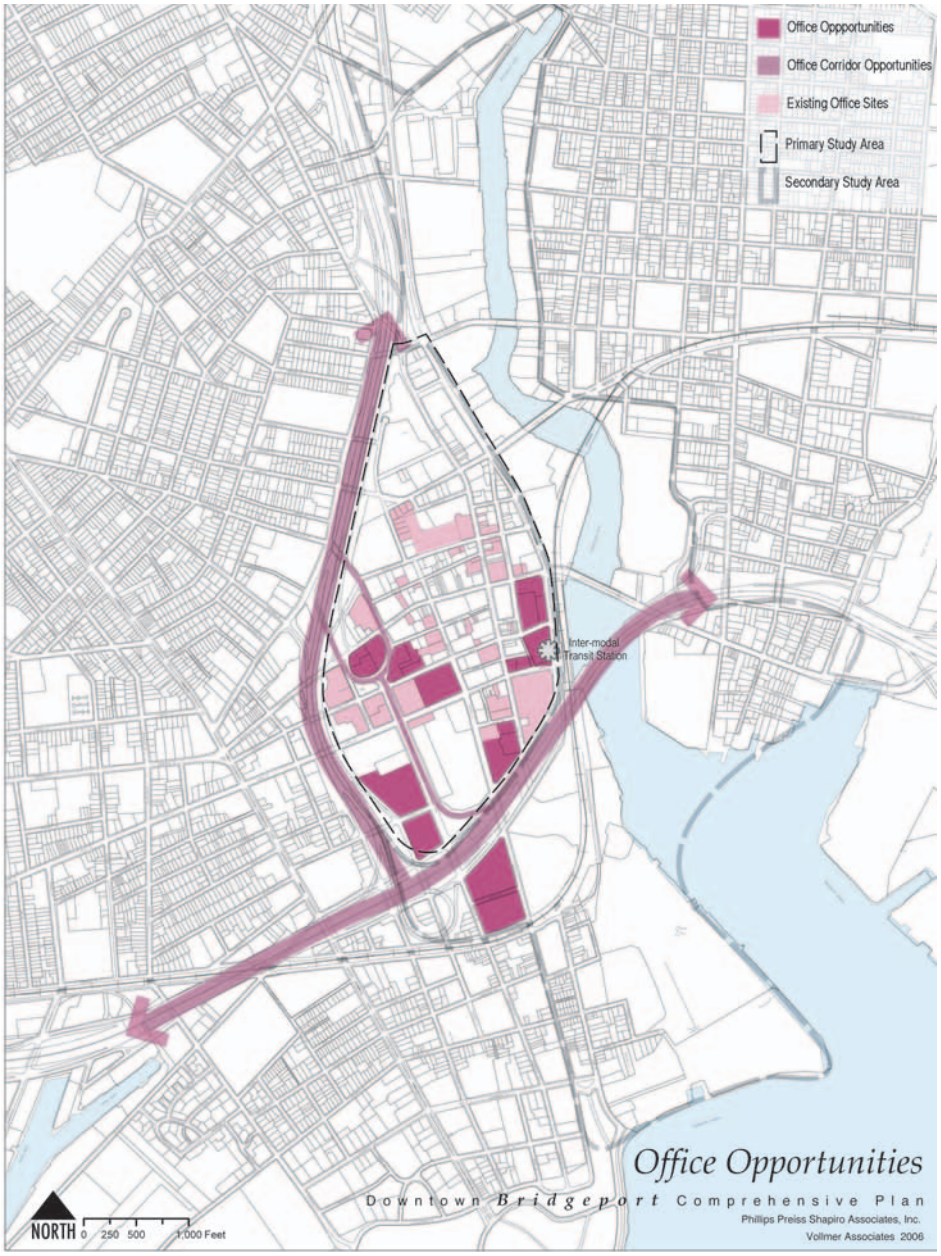
The existing office inventory has been improving in recent years. Downtown has over 3 million square feet of office space and an estimated vacancy rate of about 14 percent. The majority of the available office space is Class C, B and B+. While the inventory is small, Downtown's Class A product has performed well, experiencing dramatic increases in occupancy in recent years (e.g., at 1000 Lafayette Boulevard). Newer and refurbished offices are on concentrated parts of Broad Street, Lafayette Boulevard (RBS), Main Street (People's Bank), and State Street.

Bridgeport fills an important niche in the Fairfield County office marketplace. Bridgeport boasts office space affordability ($12 to $20 per square foot / per year), and proximity with easy access to both wealthy ("Gold Coast") and relatively affordable (Route 8 corridor) suburbs. These factors are attracting firms being pushed out of Greenwich, Norwalk and Stamford due to increasing prices ($30 to $55 per square foot / per year) as well as traffic congestion on Interstate-95. With Route 8 emerging as a major commuter highway, Bridgeport is growing more convenient even as the office centers to the west grow less so due to highway gridlock.

Offices will follow residential. As the residential community grows, businesses will be further attracted to Downtown by the local talent pool of young college-educated individuals from which to recruit. Also, the entertainment, recreation, retail and especially restaurant amenities that new residents will foster will also serve local employees, making Downtown Bridgeport an ever more desirable place to work.

Since new office construction will be sporadic in the near term, it is logical for Bridgeport to safeguard the availability of its key sites. Downtown has several large potential development sites prominently located near Interstate-95 and Route 8. These sites allow for signature office development that would redefine Downtown's skyline. These sites are well positioned to wait that time out: their use for private parking, low-scale commercial ("tax-payer"), and/or public ownership allows a rate of return until ready to build.

Recommendations:
For existing office space: Focus on small entrepreneurial, start-up, and professional service firms (e.g., designers, lawyers, technology firms, and young investors). The Bridgeport office sector will continue to appeal to professional and creative firms, whose employees and entrepreneurs seek both urbanity and



Office Opportunities.
Bridgeport's office sector will continue attract firms being priced out of Greenwich, Norwalk and Stamford, with longer-term opportunities for signature office developments at high visibility sites.

The People's Bank headquarters, a Richard Meier-designed 18-story tower on Main Street, anchors the city's corporate image.

The commercial buildings along Broad Street have become popular with legal firms. Downtown will continue to draw small, entrepreneurial and professional businesses to its existing office space.

The RBS building harkens the possibilities for creating a premier office corridor along Lafayette Boulevard.

convenience. These firms can contribute to Downtown's young and creative atmosphere. As space preferences range from outfitted to funky, Downtown has the ability to corner this market with its combination of varied buildings and low rents.

For future large-scale offices: Create a prime corporate corridor along Lafayette Boulevard, similar to Tresser Boulevard in Stamford. By realigning Lafayette Boulevard and eliminating Lafayette Circle, it is possible to create a powerful connection between Interstate-95 and Route 8. The corridor would offer the features that corporations seek: superior highway access and visibility, proximity to transit, nearby restaurants and retail, a sense of "address", and rationalized assemblages. Holding uses on the existing soft sites (e.g., the Firestone Tire dealership, the Bob's Furniture Store shopping center) means that the corridor is well positioned to wait it out until the Class A office market arrives.

Create incentives to stimulate new Class A office construction. Many cities use incentives to lure office users to their downtowns. Norwalk recently used a dollar-for-dollar tax credit from the Connecticut Corporate Income Tax to attract the corporation, Diaego.

Stay alert to the prime opportunities for office and mixed-use development that may arise through strategic joint ventures. Mixed-use development opportunities include the following:

- The State Police Barracks. The low-scale Barracks is located on the gateway site at the intersection of Interstate-95, Route 8, and Lafayette Boulevard. This is one of the region's best sites for a commanding office tower or first class hotel. In light of the level of technological and security investments in the building, relocating the Barracks is not likely in the near-term, though an air rights development might prove practicable (i.e., an office tower with ground floor police station).
- Firestone Tire and Pontiac properties. These parcels are clearly underutilized and any future buildings should be organized around new public spaces and respond primarily to the pedestrian realm. This location would be suited for a development centered around a plaza, which is surrounded by retail on the ground floor with a mix of housing and office uses above.
- The City Hall Annex. This 2.5 acre site is built out at only a floor area ratio of 1.3. Yet, it is among the largest assemblages in the Downtown core, at the very center of Downtown. The Annex itself vastly underutilizes this prime site. Mixed-use would allow for its intensification, with shared parking to reduce construction costs.

Roadways

Downtown has superb access, due to an unusual number of highway exits/entries for both Interstate-95 and Route 8. Steel Point's highway access is as good vis-à-vis Interstate-95. South End's highway access is also fine, but there are bottlenecks, especially when the Harbor Yard Arena and Ballpark generate their peaks.

Downtown is traversed by not the usual two crossroads, but by a network of roads that radiate out to the highway exits and the neighborhoods and suburbs of Bridgeport. Congress Street, Fairfield/Stratford Avenues, and Washington Avenue are used for getting across the Pequonnock River. Broad Street and Lafayette Boulevard are important for north / south traffic. Main Street functions as a primary thoroughfare but terminates at the Interstate-95 on South Frontage Street. Frontage Street / Water Street functions as a ring road in the shadow, respectively, of the elevated rail line and Interstate. Other important roadways include Housatonic Avenue and State Street.

Traffic in Downtown Bridgeport is comparatively light. Only a few roads have more than 10,000 vehicles in average daily traffic (ADT): Housatonic Avenue, Stratford Avenue, and Water Street. The major intersections and roadways have unused capacity, even at peak hours. Thanks to its small size and short distances to highway entries/exits, slow traffic movement within Downtown is not key from a traffic planning perspective; gridlock on the regional highways is. But while not arguing for a zero tolerance policy for traffic congestion within Downtown, it is important to forestall future bottlenecks that lead to road (and parking) rage. This is especially important as a sign that the City is proactive about protecting the interests of its existing corporations and businesses.

Safety is another matter, altogether. According to 1998-2000 Traffic Accident Surveillance Report, the following locations were identified as having abnormally high accident rates (from west to east):

- Lafayette Circle, Route 8's southbound ramp, Courtland & Fairfield
- Lafayette Circle & Fairfield
- Lafayette Boulevard & State
- State & Broad
- State & Main
- Fairfield & Main
- Fairfield & Water

Recommendations:
As previously noted: Realign Lafayette Boulevard to eliminate the circle and create a direct connection to the Route 8 ramps. Not only is this would ideal from a traffic flow standpoint, it also deals with significant pedestrian conflicts at the current crossings.

If carefully done, the realignment will make the properties that comprise the circle more rationalized hence marketable, allowing the current owners to retain the overall size of their property (albeit in a reconfigured form) while realizing greater value. The City should work swiftly to engage the property owner of the Lafayette Circle property and secure support for this concept. This is the top arterial priority at the present time.

Enhance arterial access and the highway entries/exits to optimize traffic flow – to a point. The City will someday need to fix the Congress Street, Fairfield/Stratford Avenues, and Washington Avenue bottlenecks, as well as intersections with high accident rates. The City should continue to coordinate with the State to ensure synergies between local and State signalization systems. While one-way patterns for some streets might be considered, the retail streets (Fairfield Avenue, Main Street, State Street, etc.) should be kept two-way. This is important to maximize the visibility for restaurants and shops, and to calm traffic to the benefit of pedestrians.

Resolve traffic flow issue at the commuter garage. As more decks are added to the commuter garage on South Frontage Street adjacent to Harbor Yard, the City will also need to resolve traffic flow issues at the garage by providing additional egress points. It is important to improve access for commuter car traffic that is using Downtown Bridgeport as a transit hub.

The reopening of the Congress Street Bridge is essential to accommodating increased development in the Downtown and Steel Point. The bridge has been closed, remaining in an open position for more than five years due to structural deficiencies. Replacement costs are estimated at $30+ million. The Congress Street Bridge is essential for establishing a connection between Downtown and the East Bridgeport community, and for fully revitalizing the Congress Plaza area. By restoring the bridge, necessary north / south emergency evacuation access would be provided from the east side and Steel Point. Procurement of this access is essential for the Steel Point development and would provide an important link between Downtown and Steel Point.

Continue to rely on Water Street as a service and connector road. With an average daily count of between 10,000 and 13,000 vehicles, Water Street (in combination with Frontage Road) is already functioning as a major thoroughfare. Like Lafayette Boulevard, it provides access to and a direct connection between Interstate-95 and Route 8. As a wide street with as much as eight lanes in certain segments, it is clearly conducive to moving traffic. Given the new bus terminal and the future intermodal center will be anchored here, optimal circulation is important – but not to the detriment of the pedestrian. Appealing sidewalks and pedestrian crossings are necessary to ensure ease and safe access to the train station, bus terminal and ferry terminal, as well to the Pequonnock River promenade and recreation.

Upgrade the road pattern in the South End, with roadway improvements and streetscape enhancements linked to new development. Along with Downtown, the South End is a major frontier for residential rehab and development. The roadways to the South End are funneled through narrow passageways thru the elevated railroad tracks. Improvements to Broad Street, the main corridor from Downtown to the Seaside Park, should go forward in tandem with imminent development at the Pequonnock and Remington Shaver sites.

Continue emphasis on pedestrian activity and safety. Downtown's pedestrian accommodations are adequate in terms of sidewalks and crossings, but lack in terms of pedestrian comfort. The pedestrian crossing signals are scattered and many do not even work; priority should be placed on fixing them. Corner areas at busy intersections reflect conventional street design geared to vehicular traffic; instead, there is the potential to introduce corner landscaping, raised crosswalks, and sidewalk bump-outs. Such basic traffic calming elements would address roadway safety problems.

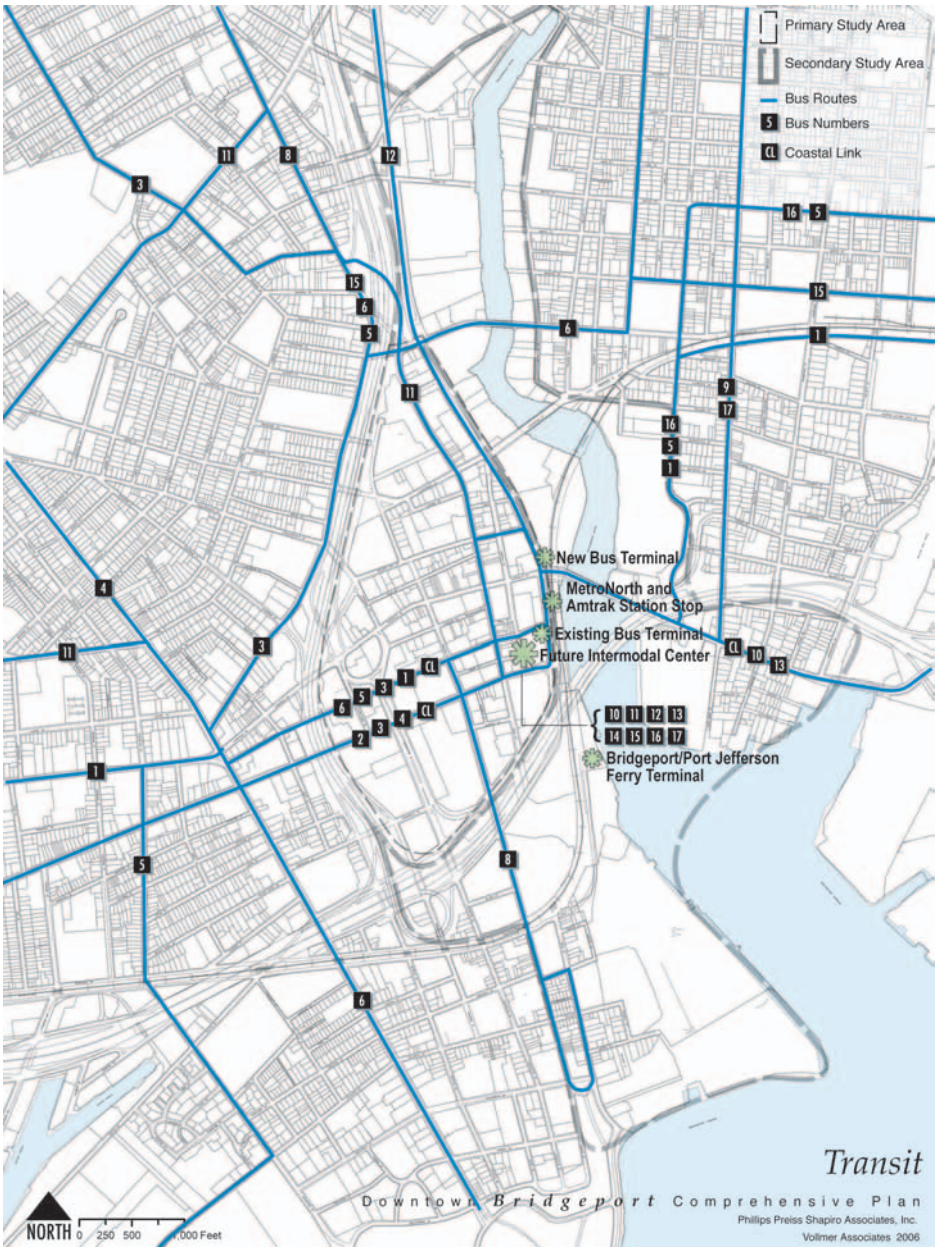
Transit

Downtown Bridgeport boasts a plethora of transit options and a forthcoming, formal Intermodal Transportation Center (ITC). The City's position as a transit hub is evidenced in the following transit facts:

- MetroNorth: Bridgeport is the State's third busiest station on the New Haven line, both inbound and outbound
- Greater Bridgeport Transit Authority Buses: 15,000 bus/train transfers per month
- Port Jefferson Ferry: 996,000 passengers and 470,000 vehicles annually
- Amtrak: Bridgeport served nearly 60,000 riders in 2005, a six percent increase over 2004.

The Bridgeport train station provides critical commuter service linking the City with lower Fairfield County, New York City and points to the northeast. For west-bound commuters, Metro North trains typically leave Bridgeport every 5 to 16 minutes in the weekday morning peak hours; returning in evening peak hours every 5 to 23 minutes. Although Bridgeport's one-and-a-half hour rail commute to Grand Central Terminal in Manhattan is possible, the train is ideally suited for travel to the office centers of Greenwich, Norwalk, and Stamford. Commuter rail within Fairfield County is bound to increase in importance, as traffic is likely to worsen on Interstate-95 in the future, notwithstanding State and regional efforts to the contrary.

Bridgeport's commuter rail is the third busiest station in the State on Metro North's New Haven line. It provides a critical link to lower Fairfield County, New York City and points Northeast, with Stamford being the overwhelming destination of outbound passengers.



Transit.
Bridgeport is endowed with an abundance of transit options: rail (both Metro North and Amtrak), bus lines (commuter and long distance), ferry, taxi, bike and pedestrian - all of which will be enhanced by a formal Intermodal Transportation Center which will connect these services in a single facility with linkages through covered walkways.

The now-open Congress Street Bridge (left) is critical for establishing a connection between Downtown and the East Bridgeport neighborhood and Steel Point.

Optimizing an Intermodal Transportation Center
Bridgeport, Connecticut

The Bridgeport Intermodal Transportation Center will serve as a critical connection for all the different transportation linkages leading into and out of Bridgeport. This center connects rail, bus, ferry, taxi, bicycle, pedestrians, and other transportation services in a single facility in Downtown Bridgeport. The initial phase of the project, a 900-space parking garage, has been completed, and additional phases are underway thanks to support from the City of Bridgeport, the State of Connecticut, the federal government, and the private sector.

The center, in conjunction with other transit-related efforts and developments in the City, will advance Bridgeport as a model community in transportation demand management and transit-oriented development.

Key Elements of the Intermodal Center
The intermodal transportation center will contain the following elements:

- 17 bay inter- and intrastate bus terminal comprised of a 10,000 square foot terminal building and covered waiting areas
- Intelligent Transportation System Components
- Transit garage with 1,500 spaces (expanded from current supply of 900 spaces)
- Covered walkways linking the bus terminal, train station, and transit garage
- New or upgraded train station, with additional parking
- Joint private development at the train station consisting of 250,000 square feet
- Expanded bike paths and covered walkways.

Linkages will be created to the following transportation modes and facilities:

- Streetcar circulation system
- High speed ferry
- Container barge service
- Bridgeport Port Jefferson Ferry
- New Port Authority Garage
- Improved Sikorsky Airport.

Financing/Funding Sources
These transportation improvements will be funded through a combination of federal, state, private, and local resources. Resources include:

- Federal Transit Administration (FTA) grants
- Federal Highway Administration (FHA) grants
- State Department of Transportation (DOT) and Department of Economic and Community Development (DECD) bonds
- Private developer funds
- City of Bridgeport funds
- Greater Bridgeport Transit Authority (GBTA) funds
- Bridgeport Port Authority funds.

The table above summarizes key elements of the intermodal transportation center and applicable funding sources.

An Air Rights Opportunity
Though not currently part of short-term plans for the Bridgeport Intermodal Transportation Center, development of air rights at the train station could become a long-term goal for the City to:

- Enhance transit usage
- Create a critical mass of new development around the station
- Result in a new addition to the City skyline.

Linkages could be made between the new development and the train station and parking facilities.

Intermodal Center Elements & Funding

Intermodal Transportation Center Element	Funding Sources
1,500+ Car Transit Garage	• State DOT bonds; • State DECD bonds; • FTA grants; and • City of Bridgeport funds.
17-Bay Inter- and Intrastate Bus Terminal with 10,000 square foot terminal building and covered waiting areas	• State DECD bonds; • FTA grants; and • City of Bridgeport funds, in partnership with GBTA.
Covered Walkways	• State DECD bonds; • FTA grants; and • City of Bridgeport funds, in partnership with GBTA.
New/upgraded Train Station with Additional Parking and 250,000+ SF of joint development	• State DOT bonds; • FTA grants; and • Private developer funds.
Streetcar Circulation System	Under consideration by: • FTA; • State DOT; • City of Bridgeport; and • Private developers.
High Speed Ferry	• FHA grants; and • Bridgeport Port Authority.
Container Barge Service	• Bridgeport Port Authority.
Bridgeport Port Jefferson Ferry	- Private Investment
New Port Authority Garage	• Bridgeport Port Authority; FHA Grants
Improved Sikorsky Airport	• City of Bridgeport; FTA grants.

Silver Spring, Maryland offers a model in development of air rights at multi-modal centers, with significant mixed use development planned at the Silver Spring Transit Center (completion date scheduled for 2009). Plans call for the construction of two mixed use towers atop the community's Metrorail Station comprising 450 apartments and condominiums, a 200 room hotel, and ground-floor retail. A public promenade is also planned within the development.

The development, funded entirely by the private sector, will benefit the new transit center by generating an estimated 4,200 additional daily bus and rail trips representing a seven percent increase over current ridership. Key elements of the Silver Spring Transit Center include:

- 34 bus bays for WMATA Metrobus, Montgomery County Ride-On, MTA regional commuter bus, the local Van-Go shuttle, Inter-city Buses, and University of Maryland Shuttles
- Direct access to Metrorail and MARC trains
- 54 kiss and ride spaces and taxi spaces
- Intelligent Transportation Systems
- Multi-modal transit store
- Accommodation for the future planned Bi-County Transitway
- Connections to regional hiker/biker trails.

Plans for the Transit Center and air rights development will add to the urban renaissance underway in downtown Silver Spring, which was once a blighted and abandoned retail corridor. The community has been dramatically transformed with the introduction of a headquarters office building for Discovery Communications, Inc., the American Film Institute, and a variety of new shops and restaurants.

The Greater Bridgeport Transit Authority (GBTA) provides good coverage for the Bridgeport area. Observationally, there is very high bus ridership in Bridgeport when compared to services in other parts of Connecticut. A recent study of Bridgeport's bus service (prepared by TranSystems Corporation) recommends revisions to routes and schedules. Implementing these changes and moving to the new bus terminal on Water Street will translate into even better bus service to and from Downtown.

Downtown's accessibility will be substantially enhanced by the new Intermodal Transportation Center (ITC). The Transportation Strategy Board endorsed the Bridgeport ITC project as one of three main line multi-modal hub stations in Connecticut. The ITC will connect rail, bus, ferry, taxi, bicycle, pedestrian and other transportation services in a single facility in Downtown Bridgeport. The ITC includes a new 17-bay bus terminal on Water Street (under construction), as well as better physical connections to the train station, ferry terminal, and enhanced commuter parking. The ITC will have a transit gateway onto Main Street, via the old bus terminal building and the vacant Mechanics and Farmer's building. A high-speed commuter ferry service between Bridgeport, LaGuardia Airport and Lower Manhattan is being studied for feasibility.

Recommendations:
Promote a coordinated transportation management plan. The use of Intelligent Transportation System components – which integrate communications, electronics, and information processing – will allow for a common system for the sharing, display, and control of Bridgeport's transportation system.

Develop design and phasing guidelines for significant transit-oriented development (TOD) at the Intermodal Transportation Center. The ITC will be the linchpin in terms of transit-oriented development (TOD); and TOD can be the linchpin in terms of realizing the ambitions of the ITC. As the Downtown's most prominent gateway, development around the ITC should have the right massing, scale and orientation to ensure placemaking. This includes creating a beacon-like tower that draws attention to the ITC, and enhanced pedestrian access and amenities linking the ITC to the Downtown core as well as parking facilities. As to implementation: The old bus terminal property is designated as part of the ITC are privately owned (while the Mechanics and Farmers building also affiliated with the intermodal center is publicly-owned); and frustratingly, full funding for the ITC has not been realized. A critical mass of development of air rights at and around the ITC would generate significant incentives and profits with which to proceed with the public and private investments needed.

Specifically: Replace the parking structure and former bus station with a mixed-use development and inter-modal center adjacent to the train station with its main entrance through Mechanics and Farmers bank. A Grand Central Terminal model is a good one to aspire to in terms of creating internal corridors to the transit center. The Mechanic and Farmers building and its impressive historic façade make it a civic-worthy edifice, elevating the image and connotation of transit. It is precisely this type of strengthened connection to Main Street that will ensure that transit rider ship is high (thus reducing parking demand) and that Downtown reaps the full benefit from a retail standpoint of functioning as a transit hub.

Improve bus signage and information at existing and new bus stops. The existing bus shelters are already attractively both historic and contemporary in style, consistent with the proposed design imagery for Downtown. In addition to route and timetable data, maps and wayfinding signage would orient visitors to Downtown and its attractions. The suggested incremental improvements, combined improved signalization and timeliness, will help increase ridership and its spin-off benefits for Downtown.

Transit Connector

Together, Downtown, Steel Point and the South End can more fully attract the regional clientele and imagery needed for their individual revitalization. Downtown is too small at one-half square mile to fulfill its ambitions. The South End and Steel Point can only flourish as "downtown-lifestyle" and transit-friendly neighborhoods. Recognizing this latter limitation, Steel Point's developers have already proposed a fixed-rail trolley to the train station. This transit line need not stop there.

The transit line also only makes economic sense if extended. South End students and residents are accustomed to conventional bus service. A Downtown loop would likely fail as the Core area's walkability would translate into low ridership. The proposed Steel Point link would likely revert to a commuter shuttle. The high-image Transit Connector can only garner significant two-way, weekday and weekend, day and evening usage by uniting these three areas with their varied attractions and generators, which include the beach, arena, ballpark and university, in addition to offices and housing (see Concept Map on page 14 for Transit Connector route).

The Transit Connector concept is not married to light rail. Existing infrastructure—inclusive of road widths, curb radii, overhead clearances, and utilities—are not yet conducive to a fixed trolley system. A rubber tire vehicle with the right design and branding can accomplish much of the same goals at a fraction of the cost. As ridership increases, and as incremental improvements to the infrastructure go forward with light rail as the ultimate goal, the extra expense of fixed rail can and should be revisited.

This type of service does not move vast numbers of people; rather it is about imaging and convenience value. The Transit Connector will be an image boost for Downtown while fostering greater transportation usage and generating tourist interest. It also would serve emergency evacuation purposes, since so much of the South End and Steel Point is subject to coastal flooding.

Recommendations:

Adopt a route that extends from Seaside Park and beach in the South End, through Downtown's core, to Steel Point. Virtually all of the three areas would be within a two-block walk of the route's spine along Broad Street in the South End, Main Street in Downtown, and main strip in Steel Point. The Transit Connector would thus co-join these existing and proposed attractions (from southwest to northeast):

- Seaside Park, the beach, and bathhouse (representing one terminus)
- The University of Bridgeport, including its performance center, Remington site development, and possible high-speed ferry to LaGuardia Airport and Manhattan (at the foot of Broad Street)
- Harbor Yard's Arena and Ballpark, the Pequonnock entertainment complex, Interstate-95 underpass outdoor market (at the juncture of Broad Street and Main Street)
- The Main Street Arcade and entry to the Intermodal Transportation Center (at the geographic center of the route)
- Housatonic Community College, People's Bank, and the TOD development sites (along or within one block of this route)
- Congress Plaza's government center, library, and possible college (at the top of Main Street)
- Steel Point's waterfront retail and promenade (representing the other terminus).
- Increase the densities yet preserve the historic Cottage Street block.

Start with a rubber tire vehicle ("Transit Connector"). Substantial expertise is needed to operate/maintain a light rail system, and Bridgeport would not have economies-of-scale benefit of a large system. Considering infrastructure needs, unknown future user demand and financial viability, costs to implement such a system are presently prohibitive. A rubber tire fleet would offer greater flexibility at a lower cost, while still allowing for the basic image benefits. It leaves the ability to adapt and expand the loop and fleet to reach new development areas.

Plan ahead for possible upgrade to light rail. Light rail may become more viable, as development hence demand increases, if the system has value for emergency evacuation in the face of flooding in the South End and Steel Point, as federal or State funding for transit increases, etc. Nothing should be done that precludes the light rail option; instead, current Transit Connector plans should be designed to segue from one technology to the other at the least amount of cost. Key considerations include:

- Utility replacement or relocation along the right-of-way in connection with roadway improvements
- Increased or dedicated right-of-way in connection with adjoining development
- Increased clearances at known pinch points in connection with work on the rail line
- Streetscape improvements that can accommodate future stops, e.g., location of bus stops, placement of trees
- Avoidance of new curbside utility corridors to minimize future relocations
- Provisions for walkways and bikeways adjacent to Transit Connector route.

Focus on frequency and signalization to expedite service. The rule-of-thumb is that people do not check schedules if the headways are ten minutes or less. And they must be in Bridgeport's case, if a scheduling nightmare is to be avoided in terms of coordination with ferry, train and regional bus schedules, not to mention game and event start and end times. Improving and synchronizing signalization will help to speed routing. Compact vehicle dimensions will be important for increased vehicle mobility.

Generate a "green" and upscale identity for the Transit Connector. The connector should not look like a typical city bus but rather an attraction in itself. Utilizing "green" bus technology would be part of this imaging. So would frequently changing advertisement for attractions along the route, and intelligent transit technology such as passenger information systems. As part of the special branding of the service, it should be named to evoke the destinations it connects, e.g., "The Park City Trolley" or the "Boat-Beach Connector".

To nail that signature identity: Partner with Housatonic Community College and University of Bridgeport for the Transit Connector's visuals. The Transit Connector has special bearing on the effort of U.B. and H.C.C. to do joint programming, as it provides a direct transit link between the institutions. And the earlier recommendation that U.B. and H.C.C. ally their design and fine arts programs to realize public art opportunities has special bearing for the Transit Connector. The students can create a unique imaging and branding for the Transit Connector through a design competition for the Transit Connector graphics, informational material, logo, marketing, and shelters. This approach will ensure increased interest in the Transit Connector with "cool'", "hip'" imaging that will attract youth residents, students and tourists alike.

Maximize use of the Transit Connector in connection with special events and remote / shared parking. Examples abound: Arena events, Ballpark games, Seaside Park music festivals, and Steel Point waterfront festivals; as well art and gallery tours, bar-

hopping, dinner/theater packages, and progressive dining events. The prime example would be regional marketing of Bridgeport's as the only transit-friendly beach in the region – much as the Long Island Railroad has done in connection with Long Beach.

Seek dedicated subsidy for the Transit Connector. No transit system is built or operated without public subsidy. (For that matter, neither is any highway or roadway.) State Bonding can be sought for the better part of the capital costs. The Connector may be eligible for funding through a new federal program, "Small Starts." The Steel Point developer's commitment to fund an expensive in-ground system for the first leg of the Connector can instead be converted into a revenue stream to subsidize the Transit Connector's operation. Operation of the system should be led by an established public transit entity, e.g., the Greater Bridgeport Transit District (GBTA). If additional funds are needed to support the operation of the Transit Connector, they should be generated in the downtown area from other developers, through parking revenues or other local funding mechanisms.

Alternative Transportation

Alternative transportation is part of Bridgeport's "Green City" transformation. Automobile dependency has been known to erode cities: one need only to look to the surface parking lots and fortress-style structured parking that the auto-age brought to Downtown Bridgeport. Certainly, public transportation is a large part of the solution and Bridgeport is ahead of the curve with its intermodal center.

Downtown Bridgeport will go farther to provide residents, workers and visitors with viable alternative transportation choices: walking, biking, car-sharing, etc. A comfortable pedestrian environment is paramount to creating sustainable mobility in Downtown. Dedicated bike lanes will also add to Downtown's civility and help close the gaps between attractions. Comfortable pedestrian and bike paths are needed to link Downtown to Seaside Park, especially in response to the youth-orientation foreseen for downtown housing.

Telecommuting is another dimension of the urban mobility equation. This virtual transportation can be facilitated through full Wi-Fi access in Downtown (as discussed in Chapter 5).

BEST PRACTICES:
Station Area Joint Development

Joint Development through Public/Private Partnerships
Washington Metropolitan Area Transit Authority (WMATA)

The Washington Metropolitan Area Transit Authority (WMATA) manages one of the most successful joint development programs in the country. Model transit oriented development has resulted from this program at numerous stations, including Bethesda Metro Center, and is planned for stations such as Anacostia Metro Station.

In Bethesda (an inner-ring Maryland suburb of Washington, DC), joint development has resulted in a 600,000 square foot mixed use (office/retail/hotel) project atop the Bethesda Metrorail Station. The development generates $1.6 million in air rights rent per year for WMATA. In addition to generating direct revenues for WMATA, this project has stimulated development of restaurants, offices, and residential uses within walking distance of the Metro Station, making Bethesda a vibrant entertainment district.

Joint development will play a significant role in the dramatic redevelopment planned for the Anacostia Waterfront, an area located several blocks southeast of Capitol Hill that has long suffered from blight and underutilization. At the Anacostia Metro Station, joint development plans call for a new WMATA headquarters building, District government offices, and ground-floor retail uses. Spearheaded by the Anacostia Waterfront Corporation (a quasi-public redevelopment corporation), this project joins other major redevelopment projects planned for this area. Like the Bethesda project, this development will generate economic benefits for WMATA. As planned, a private developer will construct the headquarters building in exchange for WMATA's existing downtown headquarters property and will pay ground lease to WMATA.

1. "Transit-Oriented Development and Joint Development in the United States: A Literature Review," Transit Cooperate Research Program, Federal Transit Administration, 2002.

Recommendations:
Identify appropriate locations for bike lanes and bikeways, mindful of linkages to a larger system of routes and attractions. Seaside Parks' paths and promenade offer a spectacular walk or bike ride along the Long Island Sound. While close, a well-designed bikeway can help close the physical and psychological gap between Seaside Park and Downtown. Broad Street, given the streetscape improvements and transit focus, is likely the best route. A bikeway between Downtown and Seaside Park would not only

serve residents, it would ease the connection between Housatonic Community College and the University of Bridgeport. The City should also pursue linkages to the existing the regional "rail to trails" program; and should promote a bicycle rental facility at the intermodal transportation center.

Introduce car-sharing and bike-sharing programs for Downtown residents and visitors. Car-sharing entails a fleet of on-demand vehicles, with self service, electronic scheduling, incremental charges (pay as you drive), and all-inclusive charges (insurance and gas is included). ZipCar and Flexcar, two major car-sharing companies, cite internal and third-party studies that attest to the benefit that one shared car results in as much as 20 fewer private cars in a given city. Many car sharing services further enhance the sustainability of their services by offering low emission vehicles and fuel-efficient hybrids. The City should work to identify and designate certain on-street and off-street parking spaces for use by car-sharing services and encourage new development projects to make this a part of their overall parking/transit plan.

Parking

A coordinated parking management plan is warranted. The real test of whether a downtown can compete in the automobile age is the convenience and adequacy of parking. Any attempt to replicate the parking amplitude of the suburbs yields the same sprawl; for example, shopping centers have two square feet of parking for every one square foot of retail space, with the parking front and center, to heck with the pedestrian. The competitive edge for a downtown is the ability to create a pedestrian environment where people walk instead of drive from spot to spot, "shared parking" where the same space is used throughout the day and week; and a publicly accessible inventory of parking convenient to different classes of parkers (e.g., on-street for short visits; remote lots for all-day parking). Shared parking strategies should be implemented for all existing structured parking facilities.

Parking need and utilization vary in Downtown. Parking facilities include on-street spaces, public garages and lots, and private garages and lots that are not for general public use. Their peak-hour utilization varies widely by location, with inadequate parking supply in some areas but excess parking elsewhere. Some shared parking is taking place, primarily in conjunction with events at the Harbor Yard Arena and Ballpark.

On-street parking is tight in the northern portion of Downtown. Mid-weekday, when parking demand peaks, about three-quarters of the on-street parking spaces north of Fairfield Avenue are occupied, and especially difficult to find around City Hall, in front Main Street and Middle Street stores, and near the train station. Much of the problem is likely due to the lack of turnover, in turn due to longer parking limits on the meters. On the other hand, empty metered spaces are easy to find in to the south and west, especially on Broad Street and Main Street immediately north of Interstate-95, on Cortland Street east of the AT&T building, and on State Street west of the Federal Courthouse.

On-street parking is not optimized, even though the inventory is substantial. More than half of the on-street parking spaces are metered from 8:00 am to 6:00 pm except Sunday, priced at 25 cents for every 15 minutes, with a two-hour limit. The remaining on-street spaces are free either without parking prohibitions, or with 15-minute to 2-hour time limits. Fines are pegged at $25. Parking revenue and fines go to the City's general fund. A key problem is low turnover due to the number of merchants, workers and students parking on-street (i.e., whoever arrives first can feed the meter). Although vehicle turnover is ultimately desirable for their business, merchants grouse about vigilant ticketing.

Off-street capacity is substantial, with several public parking garages and lots amounting to 6,000 spaces. City data show that public parking garages are well used during weekday daytime. The typical daily parking rates at parking garages and lots accessible to the public are $5.00 to $8.00. Only some signage exists.

There are unrealized opportunities for shared parking. Most businesses and office buildings include self-contained parking lots or garages, not available for public use. While parking at some private lots tends to be filled to capacity in the middle of weekdays, others have a large inventory of vacant spaces. Increasing residential and retail uses opens the door to more shared parking, as peak parking varies between uses.

Accommodating parking for new development in Downtown should be conceived in terms of transit-oriented development (TOD). Nearly all of Downtown is within the one-quarter mile (1,500 foot) transit "walkshed" of the rail station, and thus poised for TOD. Parking can and should be responsive to this level of transit convenience. As part of TOD-based zoning reforms, parking guidelines will need to be more flexible. In the long term, there is a need to create a parking authority or designated entity to manage parking.

Event parking at the Arena and Ballpark represents another major parking issue. Event parking at the Arena and Ball Park is currently accommodated at public and private facilities within easy walking distances, most of which City agencies either have control or have access through agreements. Better facilitating the flow of traffic to parking on the occasion of games and events is critical to the marketing and vitality of the venues; as well as to avoid undue annoyance to area employers and businesses adversely affected by the spikes in congestion.

BEST PRACTICES:
Managing Parking Supply and Demand in Downtown Districts

Parking Districts in Comparison – Bethesda and Silver Spring

The Bethesda and Silver Spring parking districts allow Montgomery County to manage parking supply and demand on a district-wide basis. The following table offers a snapshot of the Bethesda and Silver Spring parking districts:

Parking Districts in Comparison		
	Bethesda	Silver Spring
Parking Supply by Source		
Garage Spaces	5,800	10,600
Lot Spaces	900	600
On-Street Spaces	800	1,100
Total Spaces	7,500	12,300
Parking Supply by Type		
Long-Term Spaces	4,400	9,800
Short-Term Spaces	2,000	1,600
Handicap Spaces	170	210
Parking Demand: Rates		
Long-Term Hourly Rate	$0.50	$0.45
Short-Term Hourly Rate	$0.75	$0.60
Monthly Permit	$95	$85
Daily Parking Permit	$8.25	$5
"AM/PM" Monthly Parking Permit	$20	$20
Source: Montgomery County Department of Public Works & Transportation, 2006		

As depicted in the table, parking demand is managed through a tiered rate structure tied to type of parking and type of permit. This rate structure allows affordable $20/month "AM/PM" permits that may be used at long-term meters, allowing residents or visitors the opportunity to park overnight at on-street metered spaces. Residents may also purchase permanent visitor permits, which are also $30 and renewable on a two-year basis.

Recommendations:

On-street parking: Recalibrate meter lengths and fees according to location. Ideally, parking rates and durations would vary by time of day, day of the week; smart parking meters will need to be deployed to accomplish this calibration. The goal should be 85 percent utilization at all times – i.e., that at any time, 15 percent of the spaces are available. The priority for on-street parking is to serve at-grade uses. To do so, separate zones should be set up with this basic hierarchy:

- Short-term (e.g., 15-minute) parking for pharmacy, post office and other retail and uses that have a quick turnaround customer base
- Moderate-term (e.g., 2-hour) parking for restaurants, government offices, libraries and other retail and uses that have a long turnaround customer base
- All-day parking for employees at the more remote facilities

Provide additional on-street parking through re-striping. Diagonal parking should be introduced wherever practical, generally yielding 25 percent more spaces. Re-striping on-street spaces to accommodate 8-foot wide by 22-foot long parallel parking spaces is generally recommended. Width may be reduced to 7 feet on a case-by-case basis, depending on parking space turn-over, traffic volume and adjacent lane widths.

Allow overnight parking in public spaces for residents. As Downtown housing development goes forward, resident parking capacity must be addressed. Regulations permitting on-street and overnight parking for residents may be an efficient way to accommodate this demand; so are residential parking permits. This policy accomplishes multiple purposes. It reduces the cost of residential construction (with less garage space per unit), increases the use of and revenue for existing parking structures, and generates more street activity. The City would need to determine which streets are most appropriately targeted for residential parking.

As part of the shared-parking strategy: Enter into agreements with garage owners in strategic locations within Downtown so that off-street parking can be made available to the public.

Locate a new parking lot (convertible to garage wrapped by buildings) at Congress Plaza, along Water Street. The northern portion of Downtown faces the gravest public parking shortage, which will otherwise worsen as more development moves into this area. A new garage is critical to the eventual development of City-owned parcels here, as well as the Downtown North rehabilitation already underway. The optimal entry for a parking garage is facing Water Street, given the latter's function as a connector road. In light of the immediate parking need, the City should pursue a parking lot at the site in the near-term, with the intention to convert to a garage wrapped by other uses once funding is forthcoming.

Locate an additional garage at the City Hall Annex site when redeveloped. Additional public parking will also be needed in the central portion of Downtown. The development of existing surface parking lots in Downtown will decrease the off-street parking lot inventory even as it increases overall parking demand. The City Hall Annex site, centrally located at State and Broad Streets, would be an ideal location for a public, interceptor parking facility. Therefore, if the City solicits proposals for the development of the City Hall Annex site (in conjunction with a move of its current operations to Congress Plaza), then a central parking facility should be a part of the development program.

Improve usage of off-street lots and garages: light the way. In Downtown, on-street parking is often preferred over structured parking not only because of convenience but perceptions of safety. The objective should be to ensure that visitors, workers and residents parking in Downtown feel comfortable parking their car anywhere and everywhere in Downtown. Street lighting and garage lighting standards should be set to enhance pedestrian connections between off-street parking facilities and places with active street-level retail.

Employ parking meter funds and parking enforcement fines as a revenue source for parking management and maintenance. This includes security, signage, and employment of "smart parking" technology. It also includes incremental streetscape related-elements and support for transit (such as the Transit Connector) – both of which promote use of remote parking. Reinvestment will not only benefit local businesses, but also substantially contribute to the overall improvement of downtown parking conditions.

Use seed money from the State and "payments in lieu of parking" (PILOPs) to generate revenue for new centralized parking structures. PILOPs enable developers to pay fees rather than construct new parking. When fees are set below the private cost of constructing a new space, the PILOP becomes a more attractive choice for developers. PILOPs would provide funding to construct new off-street parking for the district.

Reduce parking requirements for residential and office developments that offer car-sharing, shared parking, ride-sharing and transit passes, as well as PILOPs. At present, the Bridgeport Zoning ordinance mandates one parking space per multi-family residential unit. With the move towards transit-oriented development (TOD), it is important that a TOD Overlay district be incorporated into the Zoning Ordinance (which is now being revamped). The TOD Overlay should offer the opportunity for reduced parking requirements if new developments meet any of the following conditions: use of transportation demand management (TDM) techniques such a car-sharing and transit passes; creation of shared off-street parking facilities; utilization of on-street parking via residential permit system; payment in lieu of parking (PILOP); and commitment to a shared parking arrangement.

Create a parking district and designate a district-wide parking manager (e.g., Parking Authority). Over the long term, parking management in Downtown will entail the creation of a geographically distinct parking district, likely as a component of a broader-focused transit-oriented development (TOD) district. Communities across the nation have utilized the parking district approach to manage parking demand, promote alternative travel modes, and create pedestrian-friendly and transit-oriented development patterns. As part of this, a Downtown parking district will require the designation of a parking "champion," an entity that will be charged with establishing and managing downtown parking needs. The GBTA has expressed interest in managing the parking district.

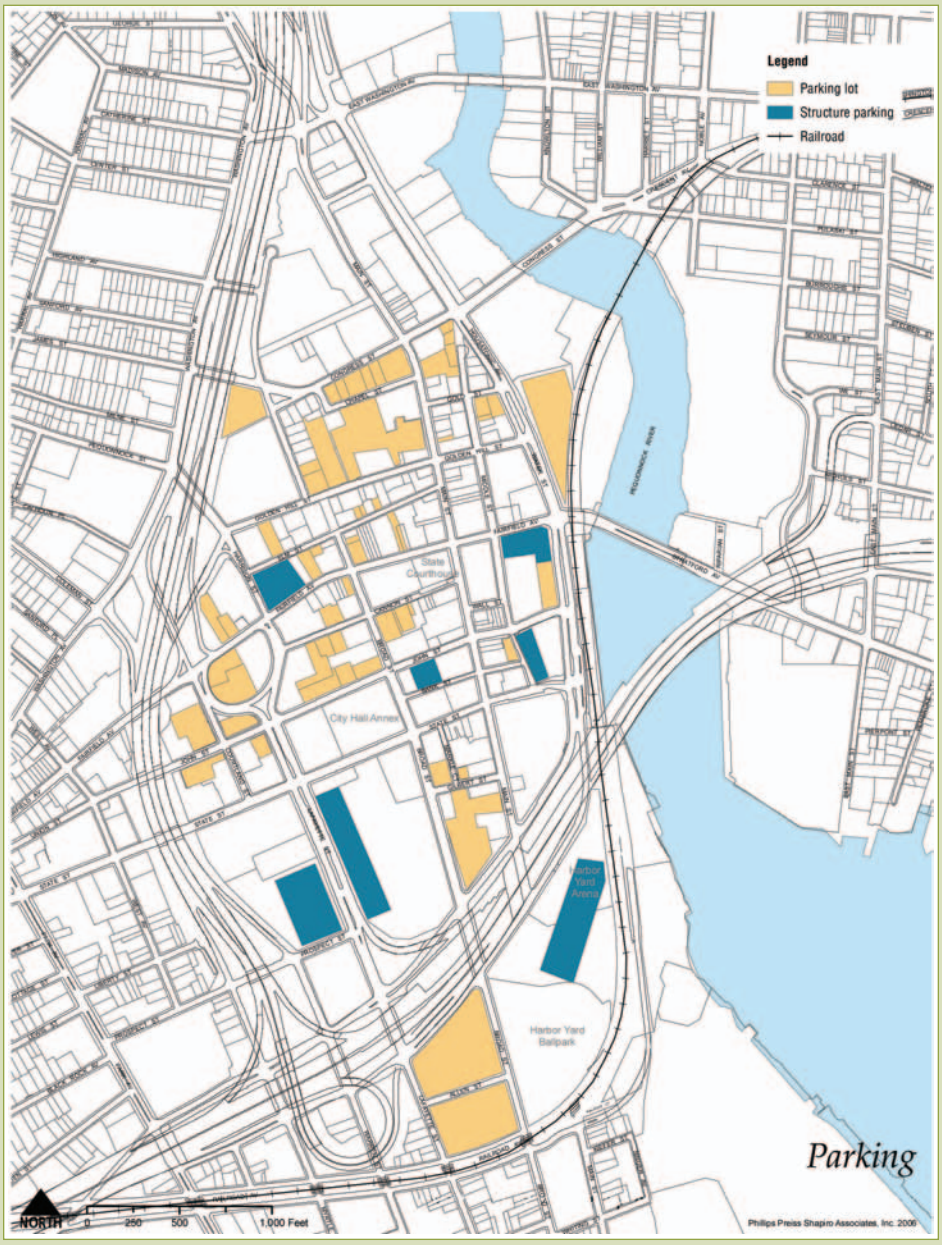
Improve parking management during events at the Arena and Ballpark. Parking during major events remains chaotic and congested despite the concentrated deployment of resources and personnel to direct cars to Downtown lots and garages. There are several shared parking arrangements between the City and private garages that permit usage during events, which could be enhanced through effective signage, an "event parking" map, etc. (see page 77). Event parking should maximize convenience while having minimal disruption to businesses nearby the Arena, which supply event parking (e.g., People's Bank). For now, the City should continue to handle event parking, but in the long-term, this should be the jurisdiction of a parking authority.

Parking Management

What is Parking Management? Parking management involves programs, policies and incentives that result in more efficient use of existing and proposed parking resources. Municipal planning practices that allow for parking facilities to serve a variety of destinations and uses and that prioritize availability, i.e. for long-term vs. short term parking, are effective strategies. Parking management strategies focus equally on parking supply, location, convenience, pedestrian safety, information availability, and price and not solely on quantity. The premise is that adequate supply usually exists but it is the way in which the collective supply of both public and privately-owned facilities is managed.

Far too often, parking planning policies encourage over-supply of free parking. In actuality, these policies inflate the demand for parking and funding to build and maintain them. This practice perpetuates a less desirable and non-sustainable cycle of car dominance, insufficient funding for public transit, and increased cost to development.

A parking management strategy should be adopted for Downtown Bridgeport. The strategy should aim to alter parking behavior by locating short term parkers to on-street locations and long term parkers to off-street locations.

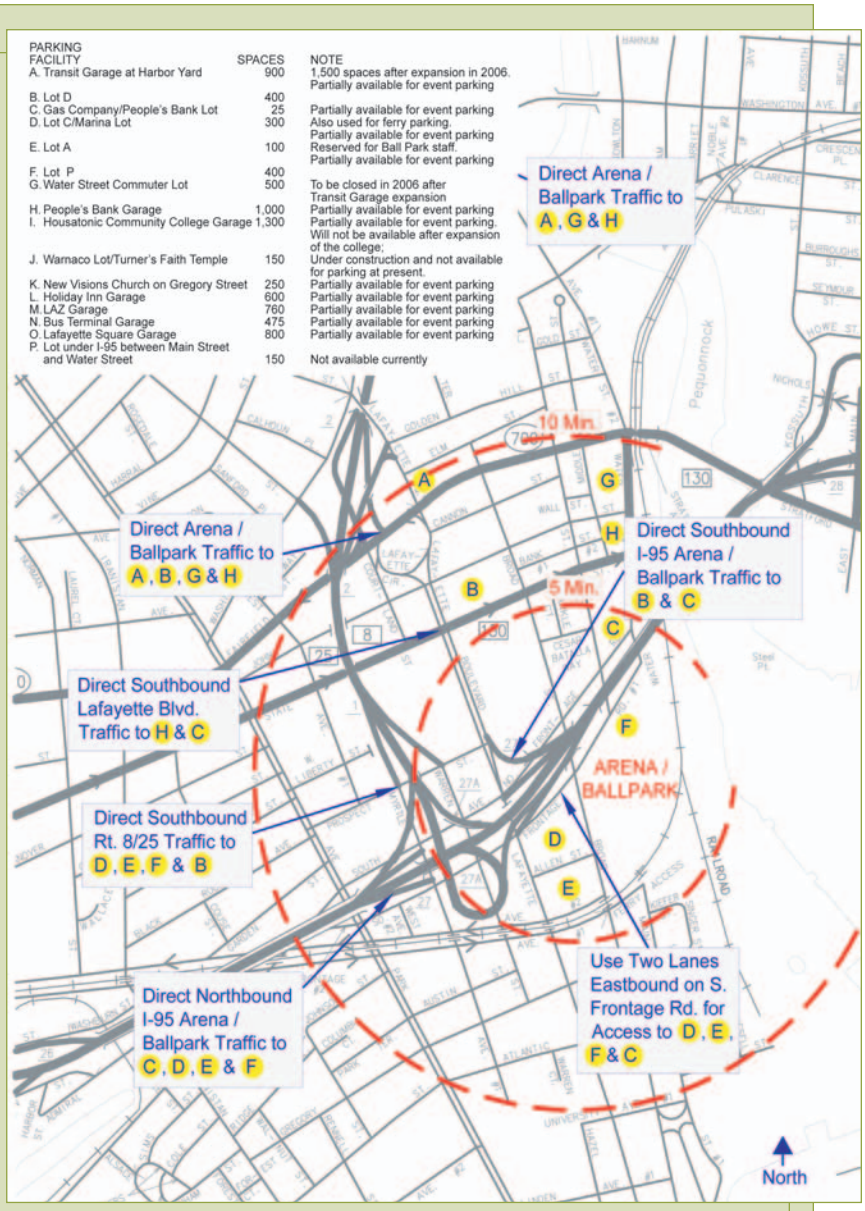


Harbor Yard Arena and Ballpark Event Traffic Circulation and Parking Strategy

Visitors for major events at the Arena at Harbor Yard, particularly to sold-out events, are accustomed to experiencing some traffic delays in their pursuit of parking. These sold-out events occur approximately 15 times per year. When the Arena and Ballpark at Harbor Yard are hosting events on the same evening, traffic congestion in the immediate vicinity of the venues can be further congested. This factor may have an overall negative impact on one's experience while visiting the venue and the City of Bridgeport. This was not the intention when the Arena and Ballpark were planned and developed.

Traffic congestion and the quest for event parking are manageable problems that can be resolved in the short-term. We view the Ballpark and Arena to be significant attractions and assets to the City of Bridgeport and Fairfield County. These venues have and will be catalysts for future activity in the Downtown area and with achievable operational strategies, traffic circulation and perceived parking shortages can be overcome with added benefit to downtown pedestrian activity.

PARKING FACILITY	SPACES	NOTE
A. Transit Garage at Harbor Yard	900	1,500 spaces after expansion in 2006. Partially available for event parking
B. Lot D	400	
C. Gas Company/People's Bank Lot	25	Partially available for event parking
D. Lot C/Marina Lot	300	Also used for ferry parking. Partially available for event parking
E. Lot A	100	Reserved for Ball Park staff. Partially available for event parking
F. Lot P	400	
G. Water Street Commuter Lot	500	To be closed in 2006 after Transit Garage expansion
H. People's Bank Garage	1,000	Partially available for event parking
I. Housatonic Community College Garage	1,300	Partially available for event parking. Will not be available after expansion of the college;
J. Warnaco Lot/Turner's Faith Temple	150	Under construction and not available for parking at present.
K. New Visions Church on Gregory Street	250	Partially available for event parking
L. Holiday Inn Garage	600	Partially available for event parking
M. LAZ Garage	760	Partially available for event parking
N. Bus Terminal Garage	475	Partially available for event parking
O. Lafayette Square Garage	800	Partially available for event parking
P. Lot under I-95 between Main Street and Water Street	150	Not available currently



- Establish an intercept parking strategy that:
  - Maximizes utilization of available public and private parking facilities throughout downtown and within short walking distance of the Arena
  - Provides clear directives and way-finding signage at:
    - Exit 1, Route 8 Southbound at Prospect Street
    - Exit 2, Route 8 Southbound at Fairfield Avenue
    - Exit 4, Route 8 Southbound
    - I-95 Southbound at Exit 27, Myrtle Avenue
    - I-95 Southbound at Exit 27, Lafayette Boulevard
  - Includes event parking staff at key intersections with traffic enforcement support by the Bridgeport Police Department
  - Places portable event signage that may consist of graphic "sandwich" type boards to welcome visitors to downtown and provides the best route to available parking. Graphics should contain an Arena logo and directional arrows for event parking. Local sponsorships should also be considered.
  - Encourages training for event traffic and parking staff to understand and implement alternative traffic distribution patterns for events

- Implement pre-event planning that:
  - Provides parking directions (i.e., an events parking map) to designated and dispersed parking areas at the time of ticket purchase; also downloadable from the Arena website
  - Offers pre-paid parking vouchers for access to designated parking areas
  - Allows for a parking surcharge on event ticket prices (optional to customers) to eliminate need for on-site fee collection and queuing delays on roadway network

- Consider variable message boards at I-95 exits on North and South Frontage Roads i.e. to maintain two lanes of traffic for parking access at North Frontage Road and to direct traffic to Lafayette Boulevard northbound from both I-95 southbound at Exit 27 and the South Frontage Road

- Provide direct access to the Arena and Ballpark via public transit (Transit Connector)

Long-Term Parking Management

Creating a Parking District

Over the long term, parking needs in downtown Bridgeport may be addressed through the creation of a parking district as part of a broader focused transit-oriented development district. This district would encompass a geographically distinctive area in which parking revenues are tied to parking and transportation-related improvements. Communities across the nation have utilized the parking district approach to manage parking demand, encourage usage of alternative travel modes, and create pedestrian friendly, transit-oriented development patterns.

Designation of the Geographic Boundaries

The parking district boundaries should be clearly defined to allow for the collection of parking revenues within the district and reallocation of these revenues to parking/transportation enhancements. In many communities, boundaries of the parking district correspond with the boundaries of downtown, the central business district, or a transit walkshed.

Designation of a Management Entity

Downtown parking districts require the designation of a parking "champion," an entity that will be charged with establishing and managing

downtown parking needs. Potential management entities include:

- Parking Authorities (quasi-public entities separate from the local government structure)
- Parking Divisions/Departments within the local government structure
- Agencies outside the local government structure (e.g. downtown management groups, regional transit authorities).

The management structure generally includes a parking director, parking staff, and an advisory group that provides policy guidance to the parking director and staff. The advisory group may be a formal board (as required under the Parking Authority option), a task force appointed by local government leaders, or a group of downtown stakeholders.

Roles and Responsibilities

The parking management entity may be involved in the following tasks:

1. Establishing new parking facilities
2. Operating and maintaining existing parking facilities
3. Analyzing parking needs and resources for the benefit of the downtown
4. Serving as an advocate for parking/transportation demand management and regulations that support transit oriented development (e.g. provisions for reduced parking in new developments that provide shared parking, transportation demand management plans, etc.)
5. Partnering with Downtown affiliated organizations (e.g. downtown improvement districts, Downtown business associations, and governmental planning/economic development entities);
6. Developing/supporting wayfinding efforts to direct visitors to parking garages, civic/institutional destinations, entertainment facili-

ties, and downtown area sub-districts (e.g., Downtown Core, Congress Plaza, South End, Pequonnock, Lafayette Boulevard)

7. Developing and operating residential parking permit programs
8. Marketing of downtown parking/transportation options and downtown residential, retail/restaurant, entertainment and office offerings
9. Providing information on alternative travel options, including car sharing services, carpool/vanpool options, shuttles/circulators, and transit
10. Providing information on parking availability (via maps, websites, and signage) and construction activities
11. Coordinating bulk bus pass programs for downtown employers and property managers, in which passes may be purchased for residents or employees at discounted rates
12. Maintaining accounting and financial records (e.g. revenues from user fees and payments in lieu of parking and operating/capital expenditures)
13. Creating an annual report document activities and finances.

Funding/Financing Sources

Capital and operating costs associated with the parking district may be funded and/or financed through a variety of sources. These include:

- Payments in Lieu of Parking (PILOPs) – developers within the district may pay fees rather than construct new parking. When fees are set below the private cost of constructing a new space, the PILOP becomes a more attractive choice for developers. Silver Spring, Maryland is among many communities offering the PILOP option
- User Fees – parking garage fees, surface lot fees, meter revenues, and payments for parking violations
- Bonds – general obligation and revenue bonds issued by the local and/or state government
- General Fund Appropriations – allocations from the general fund may be utilized, particularly if parking revenues are fed back into the general fund rather than a self-sufficient parking fund
- Special Assessment Districts – taxing districts may be established that correspond with the parking district. Boulder, Colorado uses this approach in which all property owners are taxed for parking as a common benefit
- Grants – state and federal grants may be leveraged to fund parking and transportation related enhancements.

In the parking district's formative stage, state and federal grants and local and/or state bonds may serve as critical "seed money" to develop the first phase of parking facilities.

Self-Sufficient Parking Funds

Parking revenues and expenditures may be kept separate from the local government's general budget through parking funds. As many communities have discovered, these funds are often self-sufficient, in that parking revenues equal or exceed associated costs. Annapolis, Maryland has found that its parking fund generates an annual surplus that is transferred to other city budget items, including the operation of a downtown shuttle.

Reinvestment of Revenues in Parking/Transportation Demand Management

Communities like Annapolis have leveraged parking revenues to fund not only new parking facilities but also projects and programs that reduce demand for parking and automobile use. Examples of demand management programs and projects that may be funded through parking revenues include:

- Circulators and Downtown Shuttles – may link downtown with nearby areas of the City (such as the South End) or be developed in conjunction with satellite parking facilities
- Intelligent Transportation Systems – Chicago and Seattle both utilize dynamic message signs, which display real-time parking availability in downtown garages. Sensors within the garages convey information wirelessly to signs located on nearby freeways and arterial streets. These systems have resulted in increased facility occupancy and improved traffic flow, as drivers chose to park and ride transit rather than remain on congested freeways
- Parking Websites – Milwaukee, Wisconsin offers real-time parking availability information, facility addresses, maps, directions, and costs via its website
- Transit/Bus Passes – Boulder, Colorado reinvests parking revenues in its EcoPass program, in which downtown employees receive free bus passes. The program is credited with removing 850 cars from downtown parking facilities, freeing up the spaces for shoppers and visitors
- Transit and Pedestrian Improvements – revenues may fund enhanced bus shelters, maps, signage, and pedestrian and bicycle facilities. San Diego has leveraged parking revenues to invest in street and sidewalk cleaning and benches in its downtown benefit district.

Parking Facility Design and Use Considerations

In consideration of Downtown urban design goals and transportation demand management, many communities have chosen to develop parking facilities that blend with the downtown streetscape and advance shared parking and car sharing programs. Some communities require ground floor retail or "wraps" (office, residential, or retail

uses wrapped around parking) to maintain active uses fronting the street. Design guidelines ensure parking facilities are compatible with historic resources and downtown environments.

Parking facilities may be located to maximize shared parking opportunities (e.g. within proximity to active daytime office uses and evening entertainment uses). Spaces for car sharing vehicles may be identified as part of the planning process to promote the use of these vehicles (particularly near transit).

Formation of a Parking Authority

In Connecticut, parking authorities (quasi-public entities) may be created through local government ordinances in accordance with the provisions of Chapter 100 ("Municipal Parking Authorities"), Sections 7-202 to 7-212a of the Connecticut General Statutes. Powers and duties granted to these authorities generally include:

1. Create, establish, and expand off-street parking facilities
2. Acquire by purchase, gift, devise, lease or condemnation real property necessary for the construction, maintenance, operation, or expansion of off-street parking facilities
3. Construct or cause construction of parking facilities
4. Maintain and operate parking facilities
5. Establish and collect off-street parking fees
6. Give, grant or sell any real property owned by the parking authority to the municipality
7. Lease parking facilities to public agencies, individuals, firms, etc.
8. Enforce parking regulations adopted by the municipality.

The parking authority is led by five members (serving as a board of directors) appointed by the local government chief executive officer. State law requires that no more than three of these members be of the same political party, and that each member serve no more than five years. Members serve without compensation (though necessary expenses may be compensated). These members are responsible for selecting a chairman, employing necessary personnel (parking director and staff), maintaining accounting and financial records, and making an annual report to the local government chief executive officer. The GBTA has expressed interest in doing this.

CHAPTER 7: IMPLEMENTATION

Leading through collaboration

This plan is the product of an unprecedented level of collaboration and consensus-building for Bridgeport. In the past, this level of partnership seemed impracticable. While this tenor appears new, the Urban Land Institute (ULI) effort in fact created the foundation for a frank and collegiate dialogue on planning for the City of Bridgeport. The formation of the Downtown Special Services District (DSSD), itself, bodes well for the new possibilities in Downtown, as does the commitment of the Mayor to economic development, returning to productive use City-owned parcels, and especially modernizing the City's regulatory processes. At long last, political and organizational tensions have come to a critical, cathartic pass, as the improving fundamentals of the Downtown have made it possible to see common interests more clearly.

Now, the question follows: how to maintain this momentum? The last thing that the City needs is another plan that sits on the shelf. The measure of this plan's success will be the implementation of its recommendations. Clearly, some proposed actions fall to specific entities (e.g., tenant recruitment to the DSSD, zoning to the City of Bridgeport, etc.). But, beyond this, most recommendations require some level of coordination between implementing entities, mindful of achieving short-term wins as well as making progress towards realizing a long-term vision.

There is a clear need for coordination, staff, and leadership along the lines of a newly formed Task Force. This Task Force would build off of the existing Downtown Plan Leadership Committee and be representative of all of the key implementers, who are also the key stakeholders.

The Question of Leadership

The DSSD and the City should jointly convene the Downtown Stakeholders of the Task Force, and have an elevated status as first among equals, but neither is in a position of overriding leadership. However, the group should have influence beyond the boundaries of Downtown (hence not be led by the DSSD), but not be politicized (hence not led by the City).

At the time of this writing it appears that the logical entity to lead this Downtown Task Force is the Bridgeport Economic Resource Center (BERC). BERC has achieved relative success in a short period of time, with a reputation for honesty, professionalism and trustworthy (and capable) leadership. BERC represents economic development in the broadest sense — jobs/job growth, as well as property values/taxes. BERC itself embodies a private/public partnership (it is a partnership of private for- and non-profit organizations) and an expanded mission to serve as the City's de facto Economic Development Corporation. Leading the downtown effort is a logical extension of this role.

The only argument against BERC serving in the leadership role is that it is completely independent - an advantage in the short-run given Bridgeport's once tarnished image, but a disadvantage in the long run should the organization's leadership change to less capable or neutral parties. BERC should therefore serve at the discretion of the Task Force's membership.

The Task Force's membership should be as broad representation of stake holders as the plan is comprehensive. In addition to, BERC, the DSSD and the City, the membership should include, if practical and willing:

- Agencies, like the Bridgeport Chamber, Bridgeport Regional Business Council, Greater Bridgeport Regional Planning Agency (GBRPA), and Greater Bridgeport Transit Authority (GBTA)
- Civic uses and venues, like the Bridgeport Public Library, Harbor Yard Arena and Ballpark, Housatonic Community College (HCC), and University of Bridgeport (U.B.)
- Corporations, such as People's United Bank, and Royal Bank of Scotland (RBS)
- Investors and operators, like the Kuchma Corporation, the Pequonnock site developers, the Remington Shaver site developers, the Steel Point developers, and Urban Green Builders
- Neighborhood leadership, particularly representatives from the South End Neighborhood Revitalization Zone (SENRZ)
- State of Connecticut legislators and City Council members

The Allocation of Responsibilities

Each Task Force member would follow through with initiatives and responsibilities particular to their own mandate and capacity – both of which might be expanded through strategic partnerships with each other or others.

The DSSD is the best entity to carry out anything operational, typically the primary function of business improvement districts (BIDs) — security and clean up; but also beautification, advocacy, marketing and tenant recruitment. The DSSD has already helped to enhance Downtown's appearance by dedicating staff for sanitation and maintenance, as well introducing streetscape fixes and welcome banners. A Downtown Bridgeport website, (www.infobridgeport.com), has served as the crux of the DSSD's marketing effort. The DSSD has also had significant success in programming, as it is a co-sponsor of the Sweetport concert series.

The City remains the best entity to carry out all of the regulatory actions, as well as many of the capital and (thanks to its holdings) some of the real estate actions. The City of Bridgeport is currently embarking on a Master Plan and Zoning update for the entire City. Downtown Bridgeport fits within the context of this

broader effort. As evidence of the City's ingenuity and commitment to this vision for Downtown, the City decided to keep the consultant team for the Downtown Plan on board to complete the Downtown component of the Master Plan. This again suggests increased confidence and partnership, and is promising for the implementation of the plan recommendations from a policy and regulatory perspective.

The State should be looked to funding through its bonding capacity. The State can also lead with regard to ConnDOT or other agency-specific projects. For instance, the City's legislative delegation has proposed a bill to authorize $50 million in state bonding to be used by the Department of Economic and Community Development for a grant to the City of Bridgeport for the redevelopment of Congress Plaza.

Corporations could lend staff, offices and resources. Such sponsorship provides a strong indicator of support, as well as a cost saving.

As to partnerships, the DSSD and GBTA might expand their mandate (and revenue base) somewhat through management of the proposed Parking District. The DSSD has the Downtown focus, while the GBTA has the parking management experience.

The capacity for implementation can be augmented through the sharing of staff, offices and resources between the DSSD, the South End Neighborhood Revitalization Zone (SENRZ), and/or the management entity for Steel Point. An earlier idea to formally expand the DSSD boundary or mergers was viewed as impractical. A sharing arrangement requires trust but not any permanent ceding of power, and thus may prove acceptable to all. In addition to cost savings, these groups have common interest in:

- Joint marketing, especially with regard to Downtown, South End and Steel Point attractions and living.
- Special events like the proposed music festivals at Seaside Park and/or with U.B.
- Streetscape improvements, including public art with HCC and U.B.
- The Transit Connector

There is a timing issue at play with regard to geographic partnerships, since the South End NRZ, the Remington Shaver site and Steel Point developments are still in a very embryonic stage and therefore unlikely to enter into a partnership at this juncture. Collaboration in terms of staffing, marketing and programming will be more viable once the site and funding for Steel point are secure and once the South End NRZ has full confidence in their independence and clout (and have completed their planning effort).

Funding for the Task Force would logically come from an expanded budget for the leadership entity (presumably BERC), but likely with some sort of revenue sharing from the other stakeholders on the committee. The Task Force itself does not need significant funding per se; though it would likely need staff in the form of a project manager to work with the leadership entity. Shared projects would need considerable funding. This might come from the various implementers capable of contributing to a general fund for implementation. Such flexible spending is best earmarked as "key" money for new opportunities, e.g., a State funding application or immediate challenges like event parking management. Importantly, the leadership entity (likely BERC) should play a strong executive leadership role as most nonprofits and boards function best with a powerful chairperson.

Implementing Action	Term	Implementing Entity	Implementation Area	Plan Topic Area	Plan Chapter	Page
DOWNTOWN AFTER WORK						
Punch-list						
Encourage shared parking in order to consolidate parking areas	Punch-list	City; public/private partnerships	Procedural/ Regulatory	Congress Plaza	Chapter 3	27
Adopt urban design guidelines to ensure that new HCC buildings feature architecture that creates a street presence	Punch-list	City; HCC	Design/ Streetscape & Procedural/ Regulatory	Educational Consortium	Chapter 3	26
Program the Pequonnock site with destination entertainment/recreation uses, to further boost the Arena District	Punch-list	City; redeveloper	Projects/ Real Estate	Harbor Yards Sports Complex	Chapter 3	20
Further diversify the Pequonnock site with housing and office	Punch-list	City; redeveloper	Projects/ Real Estate	Harbor Yards Sports Complex	Chapter 3	20
Design the Pequonnock development mindful of image and placemaking	Punch-list	City; redeveloper	Projects/ Real Estate	Harbor Yards Sports Complex	Chapter 3	20-21
Promote alfresco or outdoor dining and make permissible under zoning	Punch-list	City; DSSD	Design/ Streetscape & Procedural/ Regulatory	Retail & Restaurants	Chapter 3	32
Create zoning mandate for ground floor retail along the Main Street corridor	Punch-list	City	Procedural/ Regulatory	Retail & Restaurants	Chapter 3	32
The City and DSSD should continue to support Urban Green Builders in their efforts to creatively tenant the City Trust and Arcade Mall spaces	Punch-list	DSSD; City	Procedural/ Regulatory	Retail & Restaurants	Chapter 3	32

Implementing Action	Term	Implementing Entity	Implementation Area	Plan Topic Area	Plan Chapter	Page
Zoning should be altered to provide mandates and incentives for new plazas and improvements to existing plazas	Punchlist	City	Procedural/ Regulatory	Parks and Recreation	Chapter 3	23
Short-term						
Work together to attract large-scale, multi-venue music events	Short-term	City; Public/Private Partnerships; University of Bridgeport; HCC	Marketing/ Repositioning	Arts and Culture	Chapter 3	26
Work with HCC to bolster the Housatonic Museum of Art as an attraction	Short-term	City; HCC; arts organizations	Marketing/ Repositioning	Arts and Culture	Chapter 3	26
Create synergy between HCC and UB such that HCC becomes a feeder school to UB	Short-term	HCC and UB	Marketing/ Repositioning	Education Consortium	Chapter 3	27
Open up the HCC campus	Short-term	HCC; City	Marketing/ Repositioning	Educational Consortium	Chapter 3	26
Support University of Bridgeport Campus Improvements	Short-term	University of Bridgeport; City; DSSD	Procedural/ Regulatory	Educational Consortium	Chapter 3	27
Redefine the Interstate-95 highway underpass at Main Street with bright lights, excitement, and commerce	Short-term	DSSD, Harbor Yards Sports Complex, redeveloper	Marketing/ Repositioning	Harbor Yards Sports Complex	Chapter 3	21
Increase the Harbor Yard Sports Complex role in Downtown revitalization through the creation of an Arena District	Short-term	City; redeveloper; Harbor Yards Sports Complex	Marketing/ Repositioning	Harbor Yards Sports Complex	Chapter 3	20

Implementing Action	Term	Implementing Entity	Implementation Area	Plan Topic Area	Plan Chapter	Page
Close Main St. to vehicular traffic from South Frontage St. north to John St. on game and event nights	Short-term	DSSD; City	Marketing/ Repositioning	Harbor Yards Sports Complex	Chapter 3	21
Allow outdoor venders and dining on sidewalks within Arena District	Short-term	DSSD; City	Marketing/ Repositioning	Harbor Yards Sports Complex	Chapter 3	21
Physically communicate that the Ballpark, Arena, Pequonnock development, and Downtown is one large, powerful regional entertainment destination.	Short-term	DSSD, Harbor Yards Sports Complex, redeveloper	Projects/ Real Estate & Procedural/ Regulatory	Harbor Yards Sports Complex	Chapter 3	21
Market Seaside Park as the jewel of Downtown	Short-term	City; Parks Department; DSSD; University of Bridgeport	Marketing/ Repositioning	Parks and Recreation	Chapter 3	23
Reposition Seaside park and beach as a neighborhood amenity by upgrading the corridors running from Downtown through the South End	Short-term	City; Parks Department; University of Bridgeport	Marketing/ Repositioning	Parks and Recreation	Chapter 3	23
Reinforce and upgrade Main Street as the retail spine of Downtown	Short-term	City; DSSD	Capital/ Investment & Marketing/ Repositioning	Retail & Restaurants	Chapter 3	31
Emphasize venues, retailers, and eateries catering to young adults in their twenties and thirties	Short-term	DSSD; City	Marketing/ Repositioning	Retail & Restaurants	Chapter 3	32
Foster more independent, entrepreneurial retailers in Downtown	Short-term	DSSD	Marketing/ Repositioning	Retail & Restaurants	Chapter 3	32
Incorporate streetscape improvements to reinforce the pedestrian and historic ambiance	Short-term	DSSD	Design/ Streetscape & Capital/ Investment	Retail & Restaurants	Chapter 3	32

Implementing Action	Term	Implementing Entity	Implementation Area	Plan Topic Area	Plan Chapter	Page
Employ Main Street as a temporary market or festival space on "game nights" and special occasions with sidewalk dining and event-oriented programming	Short-term	DSSD; City	Marketing/ Repositioning	Retail & Restaurants	Chapter 3	33
Medium-term						
Explore the potential for a four-year college in Downtown Bridgeport	Medium-term	HCC and UB	Projects/ Real Estate	Education Consortium	Chapter 3	27
Highlight gateways and pathways on HCC Campus	Medium-term	HCC; DSSD	Design/ Streetscape	Educational Consortium	Chapter 3	26
Provide City support for relocation of historic buildings, joint development, shared parking, etc.	Medium-term	University of Bridgeport; City; DSSD	Procedural/ Regulatory	Educational Consortium	Chapter 3	27
Provide City support for construction of a center mew involving street closures and de-mappings going east/west	Medium-term	University of Bridgeport; City; DSSD	Procedural/ Regulatory & Design/ Streetscape	Educational Consortium	Chapter 3	27
City emphasize strengthening public routes and streets going north/south	Medium-term	City; University of Bridgeport; DSSD	Procedural/ Regulatory & Design/ Streetscape	Educational Consortium	Chapter 3	27
Incorporate festive lighting within Arena District	Medium-term	DSSD; City	Marketing/ Repositioning	Harbor Yards Sports Complex	Chapter 3	21
Focus on Main-to-Broad Streets as the prime connection from Downtown to Seaside Park, targeting wayfinding, streetscape and infrastructure improvements along this corridor	Medium-term	State; City; GBTA; University of Bridgeport; South End NRZ	Capital/ Investment	Parks and Recreation	Chapter 3	23

Implementing Action	Term	Implementing Entity	Implementation Area	Plan Topic Area	Plan Chapter	Page
- Reinforce Broad Street as the pedestrian, bike and transit connection between teardrop and Seaside Park through infrastructure improvements	Medium-term	State; City; GBTA; University of Bridgeport; South End NRZ	Capital/ Investment	Parks and Recreation	Chapter 3	23
Create common design features for: streetscape improvements for Main Street, I-95 underpass market, Pequonnock development along Broad St., rail line underpass, Broad St. development sites, and banners and signs along ROW	Medium-term	State; City; GBTA; University of Bridgeport; South End NRZ	Design/ Streetscape	Parks and Recreation	Chapter 3	23
Create and improve public spaces, including activating uses in and around the Downtown plazas	Medium-term	City	Design/ Streetscape & Marketing/ Repositioning	Parks and Recreation	Chapter 3	23
Market Seaside Park's beach as a regional attraction	Medium-term	City; Metro-North	Marketing/ Repositioning	Parks and Recreation	Chapter 3	23
Change the permitting process to allow non-residents to buy their beach passes at the beach without troubling to buy beach passes during the weekday at government offices	Medium-term	City; Metro-North	Procedural/ Regulatory	Parks and Recreation	Chapter 3	23
If parking becomes a problem, non-residents could be required to park in the commuter lots, with a shuttle providing service to and fro	Medium-term	City; Metro-North	Procedural/ Regulatory	Parks and Recreation	Chapter 3	23
Target the City-owned Stratford Avenue waterfront site in Downtown for recreation and maritime uses	Medium-term	City	Procedural/ Regulatory	Parks and Recreation	Chapter 3	23
Secure a 25-foot public easement along or (as necessary) proximate to the riverfront, with an emphasis on bicycling and rollerblading	Medium-term	City	Procedural/ Regulatory	Parks and Recreation	Chapter 3	24

Implementing Action	Term	Implementing Entity	Implementation Area	Plan Topic Area	Plan Chapter	Page
Pursue a "Park City" transit connector-- either a high-image bus or, someday, a light rail system to run down Main and Broad Streets from Steel Point to Seaside Park	Medium-term	GBTA; City; DSSD; State	Transportation/ Trolley	Parks and Recreation	Chapter 3	23
Explore incentives to foster the right retail mix including: lease guarantees to Mom and Pop businesses; development of City and State financing programs to cover start-up expenses or provide loan guarantees to help entrepreneurs secure favorable financing; etc	Medium-term	DSSD; City; State	Marketing/ Repositioning	Retail & Restaurants	Chapter 3	32
Long-term						
Relocate a state-of-the-art library to the vacant Majestic and Poli theaters at Congress Plaza	Long-term	City	Capital/ Investment & Projects/ Real Estate	Congress Plaza	Chapter 3	28
Pursue listing current City Hall building to be listed on the National Register of Historic places and thus by eligible for historic preservation tax credits if privately redeveloped	Long-term	City; public/private partnerships	Procedural/ Regulatory	Congress Plaza	Chapter 3	28
Create a civic campus at Congress Plaza	Long-term	City; public/private partnerships	Projects/ Real Estate	Congress Plaza	Chapter 3	27
Retain a civic use at the historic theatres, and contribute to the Downtown revitalization by introducing a northern anchor to Main St.	Long-term	City	Projects/ Real Estate	Congress Plaza	Chapter 3	27
As a variation of the above: Consider locating the potential four-year college at Congress Plaza	Long-term	City; public/private partnerships	Projects/ Real Estate	Congress Plaza	Chapter 3	28
If former High School now used for City Hall is vacated, relocate college there	Long-term	City; public/private partnerships	Projects/ Real Estate	Congress Plaza	Chapter 3	28

Implementing Action	Term	Implementing Entity	Implementation Area	Plan Topic Area	Plan Chapter	Page
Consolidate City offices at Congress Plaza in order to free up real estate for potential funding for Civic Campus	Long-term	City; public/private partnerships	Projects/Real Estate	Congress Plaza	Chapter 3	27 & 28
Pursue joint development at Congress Plaza	Long-term	City; public/private partnerships	Projects/Real Estate	Congress Plaza	Chapter 3	28
Promote residential development above and to the side of Congress Plaza sites to generate revenue for the City and project	Long-term	City; public/private partnerships	Projects/Real Estate	Congress Plaza	Chapter 3	28
Use a master builder for Congress Plaza in order to grant benefits such as federal historic preservation tax credits which can be leased back to the City	Long-term	City; public/private partnerships	Projects/Real Estate	Congress Plaza	Chapter 3	28
Sell the vacated sites, so as to help pay for these projects	Long-term	City; public/private partnerships	Projects/Real Estate	Congress Plaza	Chapter 3	28
Free up City Hall Annex (one of Downtown's best development sites) for development	Long-term	City; public/private partnerships	Projects/Real Estate	Congress Plaza	Chapter 3	28
Undertake a cost-benefit study to see if it makes fiscal sense to relocate the current City Hall and redevelop the site	Long-term	City; public/private partnerships	Projects/Real Estate	Congress Plaza	Chapter 3	28
Consider creating a University of Bridgeport Wellness Center at the foot of Broad Street, with spa-like amenities and retreat-oriented sessions	Long-term	UB	Projects/ Real Estate	Education Consortium	Chapter 3	27

Implementing Action	Term	Implementing Entity	Implementation Area	Plan Topic Area	Plan Chapter	Page
DOWNTOWN LIVING						
Punch-list						
Aid residential development projects currently underway in Downtown	Punch-list	City; development community	Procedural/ Regulatory	Downtown Housing Niche	Chapter 4	38
Upzone South End property facing Broad Street and Seaside Park	Punch-list	City	Procedural/ Regulatory	The South End	Chapter 4	40
Short-term						
Promote small food stores, a green market, and public markets to serve new residents	Short-term	DSSD	Marketing/ Repositioning	Downtown Housing Niche	Chapter 4	39
Consider providing tax incentives for development that meets certain pre-identified priorities that strengthen Downtown as a neighborhood (especially with attracting specific retailers such as specialty market or fitness club)	Short-term	DSSD; City	Procedural/ Regulatory	Downtown Housing Niche	Chapter 4	39
Promote urban husbandry and homesteading to facilitate the South End's transformation	Short-term	DSSD; University of Bridgeport; City	Marketing/ Repositioning	The South End	Chapter 4	40
Support efforts by the University of Bridgeport and the community to create a Neighborhood Revitalization Zone (NRZ)	Short-term	City	Procedural/ Regulatory	The South End	Chapter 4	40
Provide incentives for mixed-income housing in connection with higher density development facing Seaside Park (e.g. tie density bonuses to affordable housing/student housing)	Short-term	City	Procedural/ Regulatory	The South End	Chapter 4	40
Implement historic district designations, pocket parks, and streetscape improvements in the South End	Short-term	DSSD; University of Bridgeport; City	Procedural/ Regulatory & Design/ Streetscape	The South End	Chapter 4	40

Implementing Action	Term	Implementing Entity	Implementation Area	Plan Topic Area	Plan Chapter	Page
Pursue the transit connector and streetscape improvements on Broad Street from the ITC to Seaside Park's beach	Short-term	DSSD; City; Pequonnock redeveloper; University of Bridgeport	Transportation/ Trolley	The South End	Chapter 4	40
Medium-term						
Encourage the University of Bridgeport to develop a "model" school in the South End	Medium-term	City; University of Bridgeport; Board of Education	Marketing/ Repositioning	The South End	Chapter 4	40

Implementing Action	Term	Implementing Entity	Implementation Area	Plan Topic Area	Plan Chapter	Page
DOWNTOWN IMAGING						
Punch-list						
Regulate building masses to follow a paradigm of a shorter base oriented to the sidewalk, with towers atop oriented to primary corridors and corners.	Punch-list	City	Procedural/ Regulatory	Building Form and Scale	Chapter 5	52
Establish design guidelines/form-based zoning for key sites	Punch-list	City	Procedural/ Regulatory	Building Form and Scale	Chapter 5	52-53
Promulgate a unifying "vocabulary" of streetscape elements for the eastern and central part of "tear drop" and into the South End	Punch-list	City; DSSD	Procedural/ Regulatory	Dynamic Streetscape	Chapter 5	55
Institute comprehensive commercial signage standards for Downtown; incentivize façade improvements	Punch-list	City; business owners	Procedural/ Regulatory	Dynamic Streetscape	Chapter 5	55-57
Carry out the urban design punch-list developed with the DSSD	Punch-list	City; Public/Private Partnerships; Transit Authority; DSSD	Procedural/ Regulatory	Dynamic Streetscape	Chapter 5	57
Revamp "Downtown Bridgeport" banners on light poles; employ best practices in managing newspaper vending machines; install bicycle racks to encourage biking downtown; work with property owners on improving sidewalks; cooperate with GBTA to improve existing bus shelters; bring Holiday Inn block to Main Street streetwall	Punch-list	City; Public/Private Partnerships; Transit Authority; DSSD	Procedural/ Regulatory & Marketing/ Repositioning	Dynamic Streetscape	Chapter 5	57
Create incentives to encourage integration of green roofs	Punch-list	City	Procedural/ Regulatory	Green City	Chapter 5	61

Implementing Action	Term	Implementing Entity	Implementation Area	Plan Topic Area	Plan Chapter	Page
Integrate green design points into development scorecard	Punch-list	City	Procedural/ Regulatory	Green City	Chapter 5	61
Encourage elements of LEED to be included in new development proposals that go through the City's Request for Proposals process	Punch-list	City	Procedural/ Regulatory	Green City	Chapter 5	61
Revise zoning to further protect all structures deemed eligible for listing on the National Register of Historic Places	Punch-list	City	Procedural/ Regulatory	Historic Fabric	Chapter 5	53
Work with People's Bank to improve the plaza in front of their corporate headquarters	Punch-list	City; People's Bank	Design/ Streetscape	Park City	Chapter 5	62
Encourage People's Bank to create additional plantings, movable seating, ATM shelter, small gallery, café with outdoor seating	Punch-list	City; Public/Private Partnership; DSSD	Design/ Streetscape & Marketing/ Repositioning	Park City	Chapter 5	62
Work with the Fairfield County Courthouse to make their front plaza design more pedestrian friendly	Punch-list	City; County	Design/ Streetscape & Marketing/ Repositioning	Park City	Chapter 5	62
Integrate public park and plaza improvements points into the development scorecard	Punch-list	City	Procedural/ Regulatory	Park City	Chapter 5	62
Short-term						
Every five years, update the survey of structures for eligibility for listing on the National Register of Historic Places.	Short-term	City	Procedural/ Regulatory	Historic Fabric	Chapter 5	53

Implementing Action	Term	Implementing Entity	Implementation Area	Plan Topic Area	Plan Chapter	Page
Introduce benches, street trees, pedestrian-scaled lighting, paving, signage, street furniture; in a mix of styles	Short-term	City; DSSD	Design/ Streetscape	Dynamic Streetscape	Chapter 5	55
Improve the pedestrian connections to, from, and between the Train Station, Bus Terminal and Ferry Terminal	Short-term	City; State; GBTA; DSSD;	Design/ Streetscape	Dynamic Streetscape	Chapter 5	57
Place the first priority on Main Street	Short-term	City; Chamber of Commerce; business owners	Marketing/ Repositioning	Dynamic Streetscape	Chapter 5	55
Provide "carrots and sticks" for the sprucing up of facades and storefronts	Short-term	City; business owners	Procedural/ Regulatory	Dynamic Streetscape	Chapter 5	55-57
Set up Wi-Fi and hot spots throughout Downtown and down to the beach	Short-term	City	Capital/ Investment	Green City	Chapter 5	61
Plant Street trees everywhere, as part of any roadway, streetscape or adjoining development project	Short-term	City; DSSD	Design/ Streetscape	Park City	Chapter 5	62
Keep an eye towards active recreation (not just passive) and unconventional and innovative landscape design.	Short-term	City	Design/ Streetscape	Park City	Chapter 5	62
Medium-term						
Improve the Broad Street experience for pedestrians	Medium-term	City; Public/Private Partnerships; Transit Authority; DSSD	Design/ Streetscape	Dynamic Streetscape	Chapter 5	57

Implementing Action	Term	Implementing Entity	Implementation Area	Plan Topic Area	Plan Chapter	Page
Transform dead zone under I-95 overpass at the foot of Main St. into popular hangout. Local artists and art students work openly	Medium-term	City; HCC	Marketing/ Repositioning & Capital/ Investment	Dynamic Streetscape	Chapter 5	55
Partner with Housatonic Community College and University of Bridgeport on a significant public art initiative	Medium-term	City; HCC	Marketing/ Repositioning	Dynamic Streetscape	Chapter 5	55
Provide Harbor Yard pedestrian and transit connection (not cars) connecting Main and Broad Streets	Medium-term	City; GBTA;	Transportation/ Trolley & Design/ Streetscape	Dynamic Streetscape	Chapter 5	57
Explore green infrastructure opportunities as part of any future infrastructure upgrades	Medium-term	City	Capital/ Investment	Green City	Chapter 5	61
Emphasize adventure in Downtown by nightlighting the smokestack, bridges, and existing landmarks	Medium-term	City; property owners	Marketing/ Repositioning	Historic Fabric	Chapter 5	53
Work with Housatonic Community College to open up interior courtyard.	Medium-term	City; UB	Design/ Streetscape	Park City	Chapter 5	62
Support the essence of Pequonnock River Renaissance Plan, but revisit it within the lens of Downtown's recent evolution	Medium-term	City	Procedural/ Regulatory	Park City	Chapter 5	62
Long-term						
Open an additional pedestrian connection between the Ferry Terminal and Harbor Yard utilizing the existing railroad cut underpass	Long-term	City; GBTA;	Design/ Streetscape & Capital/ Investment	Dynamic Streetscape	Chapter 5	57

Implementing Action	Term	Implementing Entity	Implementation Area	Plan Topic Area	Plan Chapter	Page
BACK TO BASICS						
Punch-list						
Identify appropriate locations for bike lanes and bikeways, mindful of linkages to a larger system of routes and attractions	Punch-list	City; DSSD; GBTA; UB; HCC	Transportation/ Trolley & Design/ Streetscape	Alternative Transportation	Chapter 6	72
Identify areas where additional on-street parking through re-striping can be provided	Punch-list	City; DSSD; GBTA; State	Procedural/ Regulatory	Parking	Chapter 6	74
Create additional on-street parking through re-striping	Punch-list	City; DSSD; GBTA; State	Procedural/ Regulatory	Parking	Chapter 6	74
Allow overnight parking in designated public spaces for residents	Punch-list	City; DSSD; GBTA; Public/Private Partnerships	Procedural/ Regulatory	Parking	Chapter 6	74
Reduce parking requirements for residential developments that offer car-sharing, shared parking, ride-sharing and transit passes, as well as PILOPs	Punch-list	City; Public/Private Partnerships	Procedural/ Regulatory	Parking	Chapter 6	75
Create a parking district and designate a district-wide parking manager (e.g., Parking Authority)	Punch-list	City; GBTA	Procedural/ Regulatory	Parking	Chapter 6	75
Improve parking management during events at the Arena and Ballpark	Punch-list	City; GBTA; Public/Private Partnerships	Procedural/ Regulatory	Parking	Chapter 6	75
Shared-parking strategy: coordinate with garage owners within Downtown to secure off-street parking for public	Punch-list	City; Public/Private Partnerships; DSSD	Procedural/ Regulatory & Projects/ Real Estate	Parking	Chapter 6	74

Implementing Action	Term	Implementing Entity	Implementation Area	Plan Topic Area	Plan Chapter	Page
Resolve traffic flow issue at the commuter garage	Punch-list	City; State	Transportation/ Trolley	Roadways	Chapter 6	67
Develop design and phasing guidelines for significant transit-oriented development (TOD) at the Intermodal Transportation Center	Punch-list	City; GBTA	Procedural/ Regulatory	Transit	Chapter 6	70
Seek outside subsidy for the Transit Connector	Punch-list	City; GBTA; State; Public/Private Partnerships; UB; HCC	Transportation/ Trolley	Transit Connector	Chapter 6	72
Pursue state Bonding; may be eligible for "Small Starts" federal funding; Steel Point developer; public transit agency involvement	Punch-list	City; GBTA; Federal; State; Public/Private Partnerships;	Transportation/ Trolley	Transit Connector	Chapter 6	72
Adopt a route that extends from Seaside Park and beach in the South End, through Downtown's core, to Steel Point	Punch-list	City; GBTA	Transportation/ Trolley	Transit Connector	Chapter 6	71
Short-term						
Reduce surface parking in the Downtown core, in connection with a shared-parking strategy	Short-term	City; DSSD; GBTA; Public/Private Partnerships	Procedural/ Regulatory	Parking	Chapter 6	74
Introduce car-sharing and bike-sharing programs for Downtown residents and visitors	Short-term	City; Public/Private Partnerships; DSSD	Transportation/ Trolley & Marketing/ Repositioning	Alternative Transportation	Chapter 6	72-73
Encourage on-demand vehicles with self-service, electronic scheduling, incremental charges, and all-inclusive charges (i.e., Zipcar or Flexcar). City can identify on-street and off-street parking spaces for these services	Short-term	City; Public/Private Partnerships; DSSD	Transportation/ Trolley & Marketing/ Repositioning	Alternative Transportation	Chapter 6	72-73

Implementing Action	Term	Implementing Entity	Implementation Area	Plan Topic Area	Plan Chapter	Page
For existing office space: Focus on small entrepreneurial, start-up, and professional service firms	Short-term	DSSD	Marketing/ Repositioning	Office	Chapter 6	64
Solicit designers, lawyers, technology firms, and young investors to Downtown	Short-term	DSSD	Marketing/ Repositioning	Office	Chapter 6	64
Locate a new parking lot (convertible to garage wrapped by buildings) at Congress Plaza, along Water Street	Short-term	City; Public/Private Partnerships; DSSD	Procedural/ Regulatory & Projects/ Real Estate	Parking	Chapter 6	74
Recalibrate meter lengths and fees according to location	Short-term	City; DSSD; GBTA	Procedural/ Regulatory	Parking	Chapter 6	73-74
Vary parking rates by time of day, day of week via smart parking meters and set up hierarchical zones to help create priority spots on grade. Short-term (15 minute) for quick turn-around parkers; moderate-term (2-hr) for restaurant, government, library and other retail uses; all-day parking should be in more remote facilities	Short-term	City; DSSD; GBTA	Procedural/ Regulatory	Parking	Chapter 6	73-74
Employ parking meter funds and parking enforcement fines as revenue source for parking management and maintenance	Short-term	City; DSSD; GBTA	Procedural/ Regulatory	Parking	Chapter 6	75
Implement security, signage, and employment of "smart parking" technology; incremental streetscape related elements and support for transit (i.e., trolley)	Short-term	City; DSSD; GBTA	Design/ Streetscaping & Transportation/ Trolley	Parking	Chapter 6	75
Continue emphasis on pedestrian activity and safety	Short-term	City; State DOT	Design/ Streetscaping	Roadways	Chapter 6	67

Implementing Action	Term	Implementing Entity	Implementation Area	Plan Topic Area	Plan Chapter	Page
Replace the parking structure and former bus station with a mixed-use development and inter-modal center adjacent to the train station with its entrance through Mechanics and Farmers bank	Short-term	City; GBTA; state	Projects/ Real Estate	Transit	Chapter 6	70
Promote a coordinated transportation management plan	Short-term	City; State; GBTA; DSSD	Transportation/ Trolley	Transit	Chapter 6	70
Improve bus signage and information at existing and new bus stops	Short-term	City; GBTA	Transportation/ Trolley & Design/ Streetscape	Transit	Chapter 6	70
Maximize use of the trolley bus in connection with special events and remote/shared parking	Short-term	City; GBTA	Marketing/ Repositioning & Transit/ Trolley	Transit Connector	Chapter 6	71-72
Arena events include Ballpark games; Seaside Park music festivals; Steel Point waterfront festivals; art and gallery tours; bar-hopping; dinner/theater packages; transit-friendly beach.	Short-term	City; GBTA	Marketing/ Repositioning & Transit/ Trolley	Transit Connector	Chapter 6	71-72
Start with a rubber tire vehicle ("trolley bus") as the Transit Connector	Short-term	City; GBTA	Transportation/ Trolley	Transit Connector	Chapter 6	71
Plan ahead for possible upgrade to light rail	Short-term	City; GBTA; State	Transportation/ Trolley	Transit Connector	Chapter 6	71
Focus on frequency and signalization to expedite service	Short-term	City; GBTA; County	Transportation/ Trolley	Transit Connector	Chapter 6	71

Implementing Action	Term	Implementing Entity	Implementation Area	Plan Topic Area	Plan Chapter	Page
Co-join the region's proposed and existing attractions via the Transit Connector, including: Seaside Park; University of Bridgeport; Manhattan; Harbor Yard's Arena and Ballpark, Pequonnock entertainment complex, Main Street Arcade, Housatonic Community College, People's Bank, Congress Plaza, Steel Point	Short-term	City; GBTA	Transportation/ Trolley & Design/ Streetscape	Transit Connector	Chapter 6	71

Implementing Action	Term	Implementing Entity	Implementation Area	Plan Topic Area	Plan Chapter	Page
Medium-term						
Create paths in Seaside Park along Long Island Sound, Broad Street to connect water to downtown, further easing connection linking HCC and UB to the city; pursue "rail to trails" program; bike rental facility.	Medium-term	City; DSSD; GBTA; UB; HCC	Design/ Streetscape	Alternative Transportation	Chapter 6	72
Create incentives to stimulate new Class A office construction	Medium-term	City; Public/Private Partnerships; DSSD	Procedural/ Regulatory	Office	Chapter 6	66
For future large-scale offices: Create a prime corporate corridor along Lafayette Boulevard, along the lines of Tresser Boulevard in Stamford	Medium-term	City; Public/Private Partnerships	Procedural/ Regulatory & Projects/ Real Estate	Office	Chapter 6	64
Use seed money from the State and "payments in lieu of parking" (PILOPs) to generate revenue for new centralized parking structures	Medium-term	City; Public/Private Partnerships	Procedural/ Regulatory	Parking	Chapter 6	75
Use surface lots for future infill development	Medium-term	City; DSSD	Procedural/ Regulatory & Projects/ Real Estate	Parking	Chapter 6	74
Reopen the Congress Street Bridge to accommodate the increased development in the downtown and Steel Point and provide emergency north/south routing on the east side	Medium-term	City; Public/Private Partnerships	Capital/ Investment	Roadways	Chapter 6	67
Partner with Housatonic Community College and University of Bridgeport for the Transit Connector's visuals	Medium-term	City; HCC; UB; GBTA	Marketing/ Repositioning & Transportation/ Trolley	Transit Connector	Chapter 6	71

Implementing Action	Term	Implementing Entity	Implementation Area	Plan Topic Area	Plan Chapter	Page
Long-term						
Locate an additional garage at the City Hall Annex site when redeveloped.	Long-term	City; Public/Private Partnerships	Procedural/ Regulatory & Projects/ Real Estate	Parking	Chapter 6	74
Realign Lafayette Boulevard to eliminate the circle and create a direct connection to the Route 8 ramps	Long-term	City; State	Capital/ Investment	Roadways	Chapter 6	66-67
Upgrade the road pattern in the South End, with roadways improvements and streetscape enhancements linked to new development.	Long-term	City; DSSD	Capital/ Investment & Design/ Streetscaping	Roadways	Chapter 6	67
Enhance arterial access and the highway entries/exits to optimize traffic flow - to a point	Long-term	City; State	Capital/ Investment	Roadways	Chapter 6	67
Fix Congress Street, Fairfield/Stratford Avenues, and Washington Avenue bottlenecks; coordinate with state signalization systems; keep retail streets two-way	Long-term	City; State	Capital/ Investment	Roadways	Chapter 6	67
Replace or relocate utilities along the Transit Connector right-of-way in connection with roadways improvements; increased or educated right-of-way with adjoining development; increased clearances at known pinch points; streetscape improvements that can accommodate future stops; avoidance of new curbside utility corridors to minimize future relocations; walkway and bikeway	Long-term	City; GBTA; Transit Authority; State	Transportation/ Trolley	Transit Connector	Chapter 6	71
Generate a "green" and upscale identity for the Transit Connector	Long-term	City; GBTA; DSSD	Transportation/ Trolley & Design/ Streetscape	Transit Connector	Chapter 6	71

Implementing Action	Term	Implementing Entity	Implementation Area	Plan Topic Area	Plan Chapter	Page
Ongoing						
Stay alert to the prime opportunities for office and mixed-use development that may arise through strategic joint ventures	Ongoing	City; Public/Private Partnerships; DSSD	Marketing/ Repositioning	Office	Chapter 6	66
Take advantage of mixed-use opportunities: State Police Barracks; Firestone Tire and Pontiac properties; City Hall Annex	Ongoing	City; Public/Private Partnerships	Marketing/ Repositioning	Office	Chapter 6	66
Improve usage of off-street lots and garages	Ongoing	City; DSSD; GBTA	Marketing/ Repositioning & Design/ Streetscaping	Parking	Chapter 6	75
Continue to rely on Water Street as a service and connector road	Ongoing	City; DSSD	Procedural/ Regulatory	Roadways	Chapter 6	67