

MARCH 2015

glenbrook springdale tod feasibility study

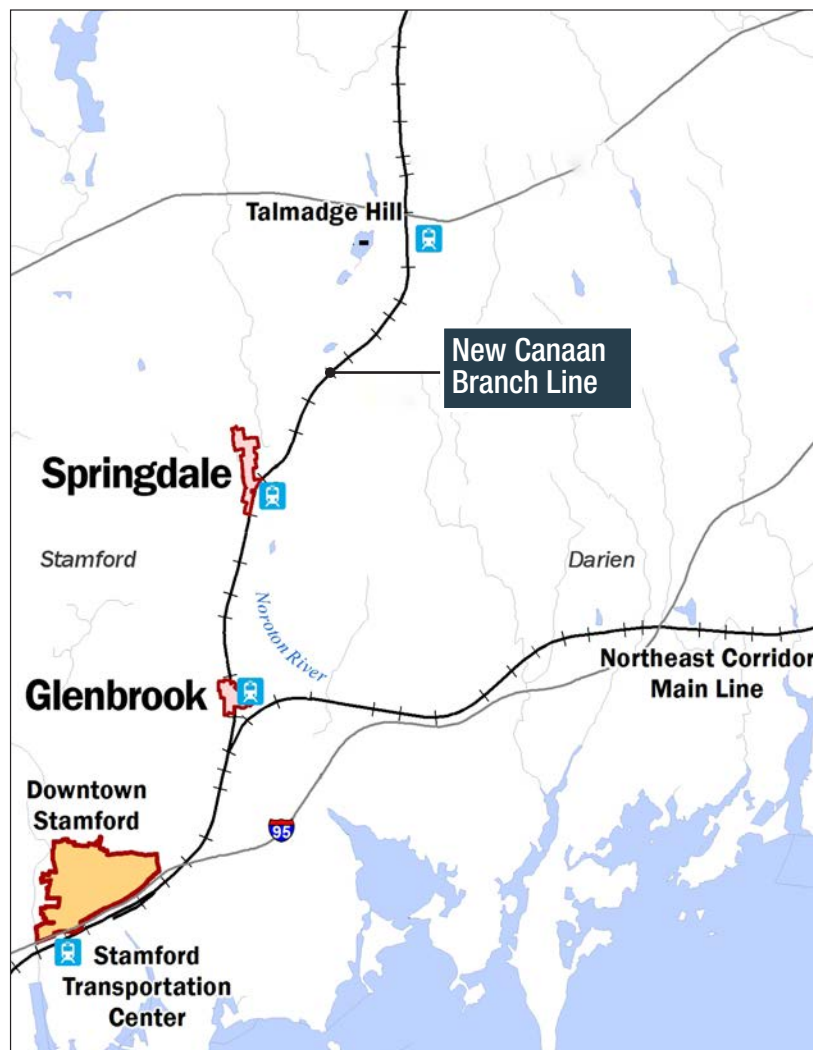
STAMFORD, CT
**PACKAGE OF COMPREHENSIVE
TOD IMPROVEMENTS FOR
CTDOT CONSIDERATION**

OVERVIEW

The Glenbrook/Springdale Transit-Oriented Development (TOD) Feasibility Study explores the opportunity and challenges of TOD in two historic and vital communities north of downtown Stamford along Metro-North's New Canaan Branch Line. Highlights of the study included:

- Identifying TOD opportunities that can strengthen each village
- Assessing the rail stations in terms of commuter use, parking, and development potential
- Evaluating market potential, site capacity, and financial feasibility
- Recognizing the potential and focus on new housing, with supporting retail and community services
- Considering potential zoning changes, infrastructure improvements, and parking enhancements that foster transit access

The study was funded solely by the State of Connecticut TOD Pilot Program. **This document provides a comprehensive set of TOD recommendations for Glenbrook and Springdale and is being submitted to CTDOT for further consideration.**



PROJECT TEAM

City of Stamford

Land Use Bureau

Goody Clancy

Planning/Urban Design

WZHA

Economics/Implementation

ZVA

Residential Market Analysis

CDM Smith

Infrastructure/Parking/
Streets

URS

Rail Survey and Analysis

SWRPA/WCCOG

Planning Support

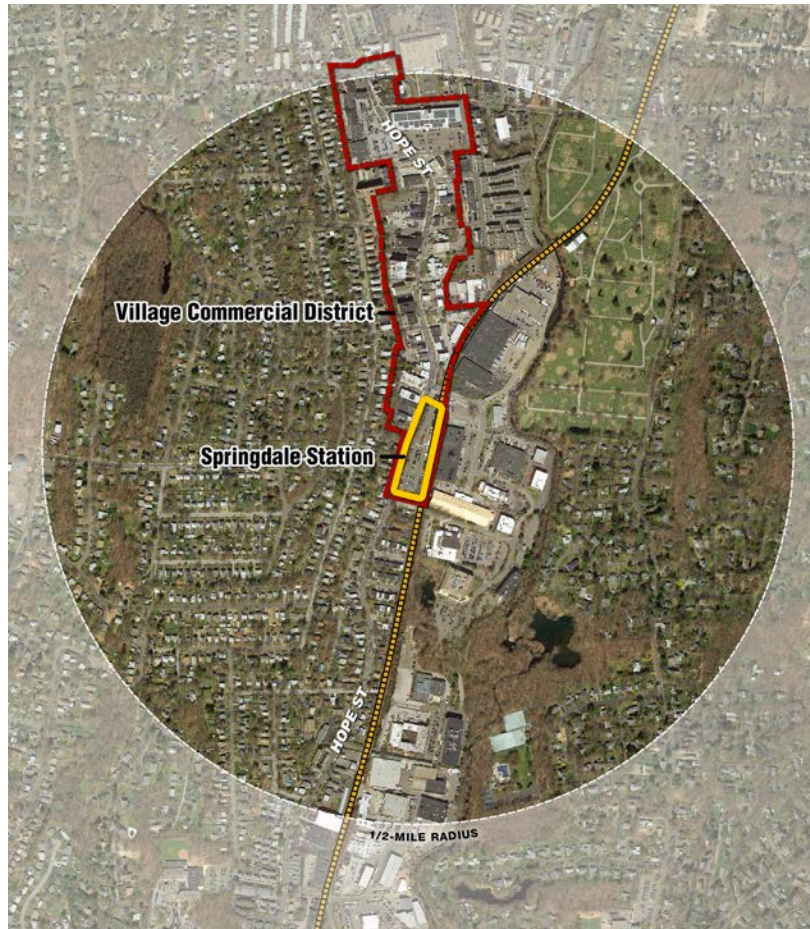
SUMMARY RECOMMENDATIONS

Additional help from the State is needed in each neighborhood to make transit an integral component that supports a TOD environment.

- The private market and City of Stamford are both supportive of TOD in Glenbrook and Springdale
- Both the City and private developers are willing to act and have been working towards TOD, including:
 - > *Creation of “Village Commercial District (VCD)” zoning in 2009 to promote TOD*
 - > *Within the VCDs over 100 units under construction in Springdale; 17 units in Glenbrook*
 - > *Streetscape improvements in the VCDs on Hope Street in Springdale and Crescent Street in Glenbrook*
 - > *Zoning refinements to the VCDs, ground floor uses, and setbacks as called for in the TOD Feasibility Study*
- The TOD Study recommend the following action items that will improve transit access, infrastructure and streetscape, and development opportunities in each community:
 - > **Land acquisition for parking in Springdale (~\$800,000 to \$1.6m)**
 - > **Maintenance facility relocation in Glenbrook (~\$200,000)**
 - > **Streetscape improvements in Glenbrook (~\$1,500,000)**
 - > **A range of other key streetscape improvements in both locations**
- > **A range of other key station improvements in both locations**
 - > **In Springdale**
 - > *Improved pedestrian and bike access*
 - > *Reconfigured entries and exits*
 - > *Improved striping and traffic flow*
 - > *New landscaped islands, pedestrian lighting, and bike plaza*
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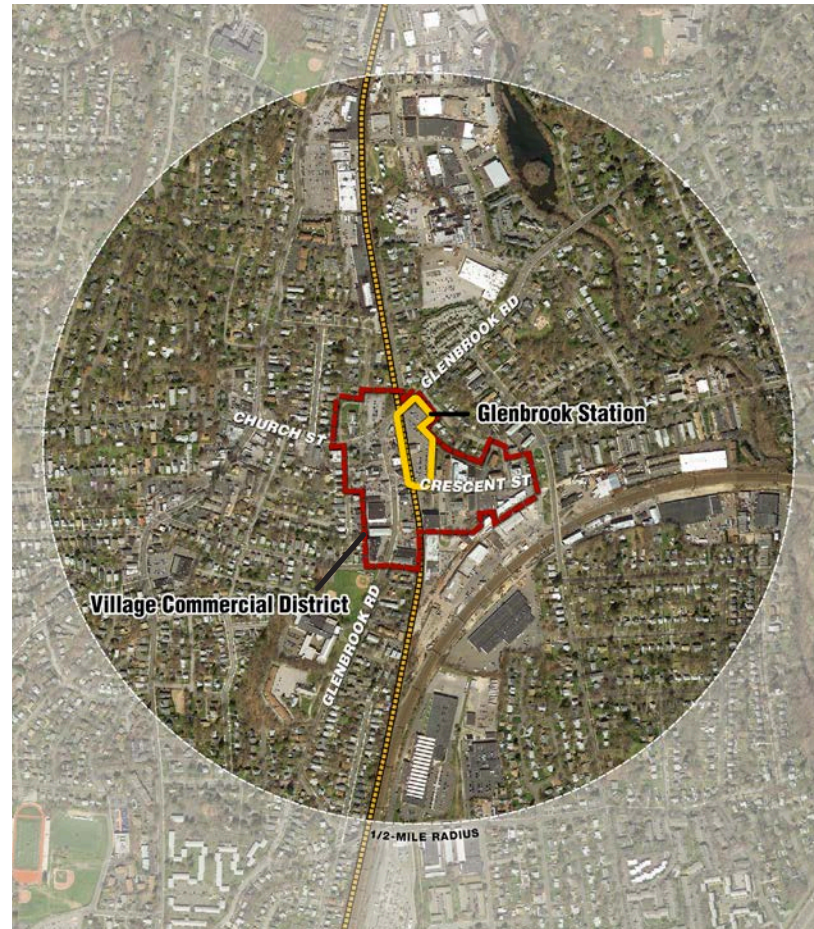
TOD AREA: HALF-MILE RADIUS AROUND EACH STATION

Springdale Station



The Springdale station is situated at the southern end of the Springdale “Village Commercial District” along Hope Street. The ½ mile radius around the station includes a mix of single and multi-family residential, single story retail establishments, and the River Bend Business Park.

Glenbrook Station



The Glenbrook station is situated in the middle of its Village Commercial District and similarly surrounded by a mix of uses. The Glenbrook station is located between Glenbrook Road and Crescent Street, so does not have a presence on Hope Street.

PROCESS

The TOD study was guided by a comprehensive public process in each village. The resulting recommendations build on past studies and reflect the needs and aspirations of the communities.

- Year-long planning process
- Three rounds of Community Meetings in each neighborhood
- Project Advisory Committee included participation by City, CTDOT, and WestCOG
- Builds on foundation of neighborhood planning since 2002 and 2009 zoning
- Next steps: Complete final study report and recommendations



FINDINGS

Rail improvements are the foundation of TOD in Stamford. Additional help from the State is now needed to make transit an integral part of growth in Springdale and Glenbrook.

OVERVIEW FINDINGS

- **TOD opportunities and market demand** exist around both stations
- **Station sites cannot support TOD** and accommodate commuter parking without significant public subsidy—existing station lots should continue to be reserved for parking
- **Zoning changes by the City in 2009** are providing a good basis for TOD proposals—additional zoning refinements can further enhance opportunities
- **Streetscape and station improvements** would enhance the accessibility and attractiveness of the stations and encourage further development.
- **Parking supply** at the stations is not keeping pace with demand from Stamford residents, which is continuing to increase.

STATION FINDINGS

- **Station survey of 500+ riders by URS** highlighted dissatisfaction with capacity of peak hour trains:
 - > 95% of respondents were from Stamford
 - > Most common operational concerns: improved on-time performance, additional peak hour trains needed, longer trains, real-time information
 - > Springdale: Frustration about number of daily/permit parking spots
 - > Glenbrook: Concern with train crowding
- **New Canaan Branch Line Needs Study, CTDOT 2010**
 - > 2007-2030: Anticipated 44% growth
 - > Springdale: Add 4,000' passing siding
 - > Springdale: Double platform or lengthening platform
 - > Full signalization of the branch
- Continued growth of TOD is linked to the **capacity of rail service** to meet that demand over time; additional service is needed.

NEIGHBORHOOD ACTIONS

- **Two different neighborhoods and needs:**
 - > In **Springdale**, concerns about TOD but broad support for **expansion of station parking**
 - ***Near term action item:***
Acquire property adjacent to station in industrial area for surface/structured parking
 - > In **Glenbrook**, community support for TOD but limited opportunity for parking expansion—**focus on station improvements and streetscape**
 - ***Near term action items:***
Demolish and relocate City-owned maintenance building to improve station visibility and enhance station; implement adjacent streetscape initiatives

RAIL STATION DEVELOPMENT ANALYSIS

An initial focus of the TOD Feasibility Study was to test the viability of development on the station sites. Although the station sites are physically capable of accommodating development, the cost of construction and replacement parking for rail use is not financially feasible without significant public subsidy.

The study recommends that the stations be maintained for surface parking and that TOD occurs on parcels around the stations.

SPRINGDALE STATION - TESTING OF DEVELOPMENT SCENARIOS

SCENARIO 2A: Limited development w/ small on-site garage



This scenario does not require property acquisition. It shows an on-site garage with surrounding residential development providing 36 housing units, some service retail, and 82 net new commuter parking spaces, with a public cost of approximately \$7.5 million to make the project feasible.

SCENARIO 2B: Development w/ off-site garage



This scenario requires property acquisition off-site along Largo Drive and shows full development of the current rail station site. It would add 80 to 90 residential units and 70 net new commuter parking spaces with a public cost of approximately \$4.8 million to make the project feasible.

GLENBROOK STATION - TESTING OF DEVELOPMENT SCENARIOS

SCENARIO 2: Limited development with small garage



This scenario requires acquisition of two adjacent parcels to the east of the station. It would add 10–12 residential units, 166 net new commuter parking spaces, and have a public cost of approximately \$7.7 million to make the project feasible.

SCENARIO 3: Development with expanded garage



This scenario also requires acquisition of the two adjacent parcels east of the station. Providing 26 to 36 residential units, it would supply 207 net new commuter parking spaces and have a public cost of \$10.8 million to make the project feasible.

springdale

POTENTIAL TOD



- Approximately 220 to 280 units are possible in the next 5 to 7 years with more long-term; TOD will fill the gaps and create a mature pedestrian-oriented environment around transit
- Daily rail boardings in 2012 (500) are projected to increase significantly by 2030 without TOD; slightly more with TOD
- Rail parking demand could also increase, potential need for up to 500 spaces

EXISTING STATION

A number of current challenges exist for station accessibility and parking. Addressing these would greatly improve the station's contribution to a transit-oriented village.

Current challenges:

- Poor pedestrian access
- Difficult to cross Hope Street
- Peak hour trains near capacity
- Insufficient parking with long wait list

Parking is limited:

- Currently 210 spaces
- 100 on permit waitlist
- 18 to 24 month wait



Springdale

STATION ENHANCEMENTS

Recommendations:

- Improve safety, appearance, and pedestrian/bike access
- Improve Hope Street and add specially-paved intersection at Largo and Clearview Ave.
- Add new entries/exits and reconfigure flow
- Add bike plaza
- Add landscaped islands
- Add pedestrian scaled lighting
- Increase the number of parking permits

In order to support TOD in Springdale, the current parking facilities at the station should be improved and expanded. This would reduce the current permit waitlist, provide needed accessibility for existing riders, and accommodate future parking demand.

- **Acquire the parcel across the tracks on Largo Drive to accommodate current parking demand**
- **In the near-term, it would provide 75 parking spaces; with potential for a structure if parking demand increases over the longer term**



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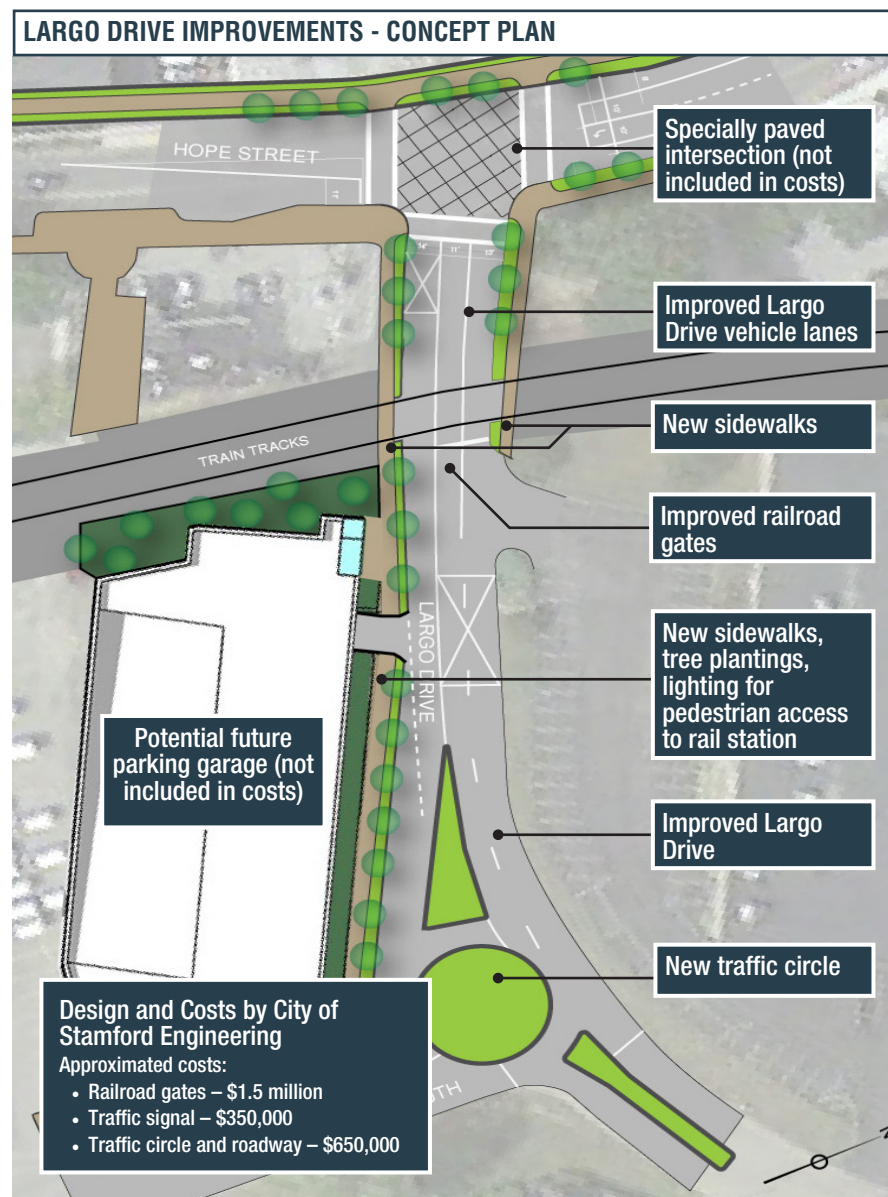
- Parcel is .83 acres
- Approximately 120' wide x 280' long
- Market value range between \$800,000 and \$1,600,000 estimated
- Owned by CFC Association Properties in Norwalk
- Approximately half of parcel is currently used by CTM Media Group vans and cars
- Other half is used for intermittent semi-truck storage and maintenance



LARGO DRIVE IMPROVEMENTS (2014 INITIATIVE)

A separate study has been done by the City of Stamford Engineering Department for improvements to Largo Drive at Hope Street and across the tracks into River Bend Center. The TOD Feasibility Study recommends the funding and implementation of these improvements to complement and support the potential new surface parking on Largo Drive.

- History of vehicles being trapped on the tracks as they travel toward Hope Street
- Tracks are higher than surrounding roadway, forming a vertical “hump” that trucks have trouble negotiating
- Proposed redesign provides a left turn lane on Hope Street to allow vehicles to queue when the crossing is closed for a passing train
- Westbound traffic approaching the crossing will have signal control eliminating or greatly reducing the potential for trapped vehicles
- Public hearing process completed in 2013 and 2014—coordination is under way with the railroad for required modifications
- Estimated order-of-magnitude cost approximately \$2,500,000 (not including future garage or garage property)



SURFACE PARKING (~75 SPACES ADDED)

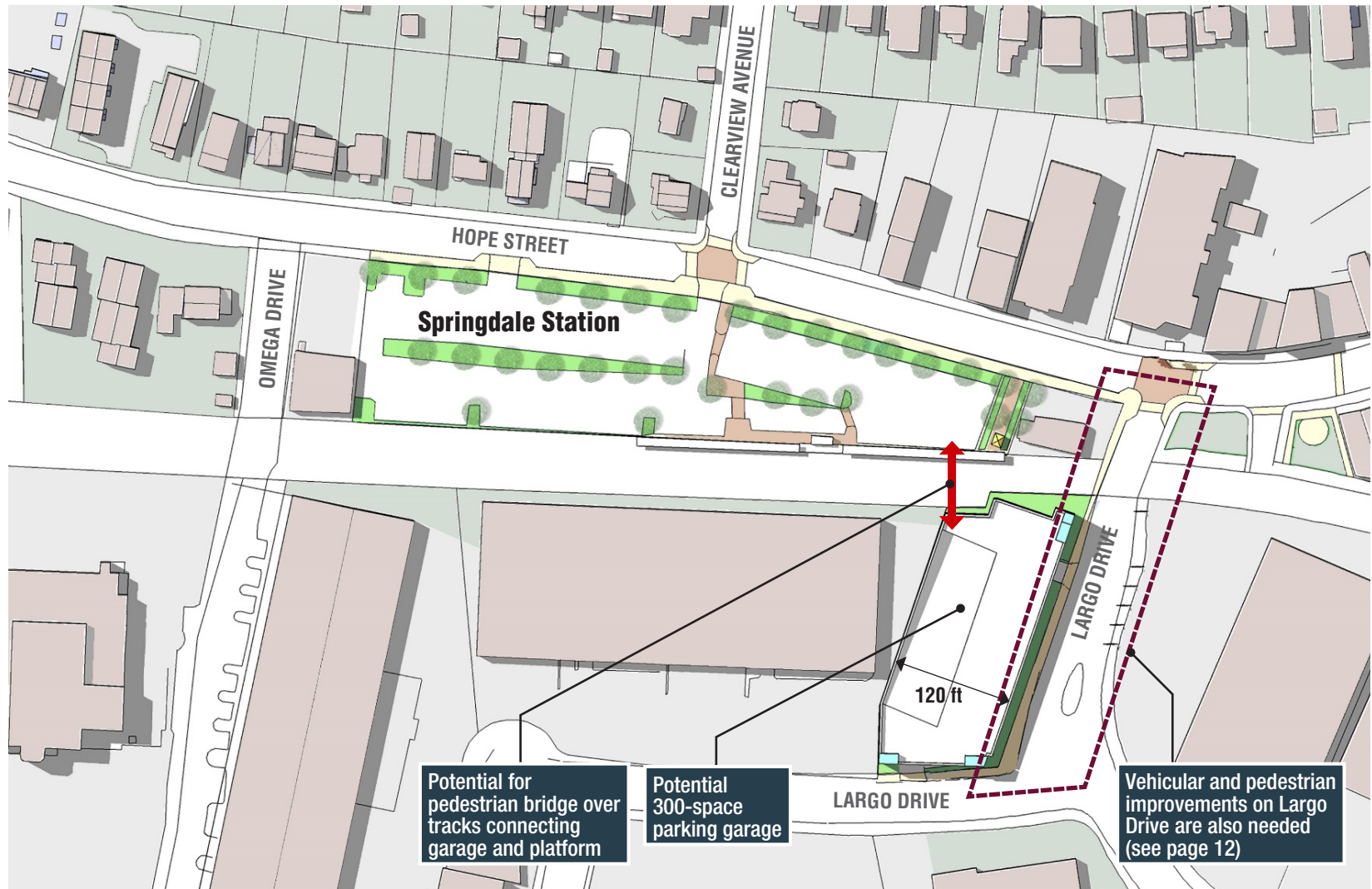


Existing parcel

This diagram shows the possible layout of a 75-space surface parking lot on the Largo Drive parcel, serving the Springdale station.

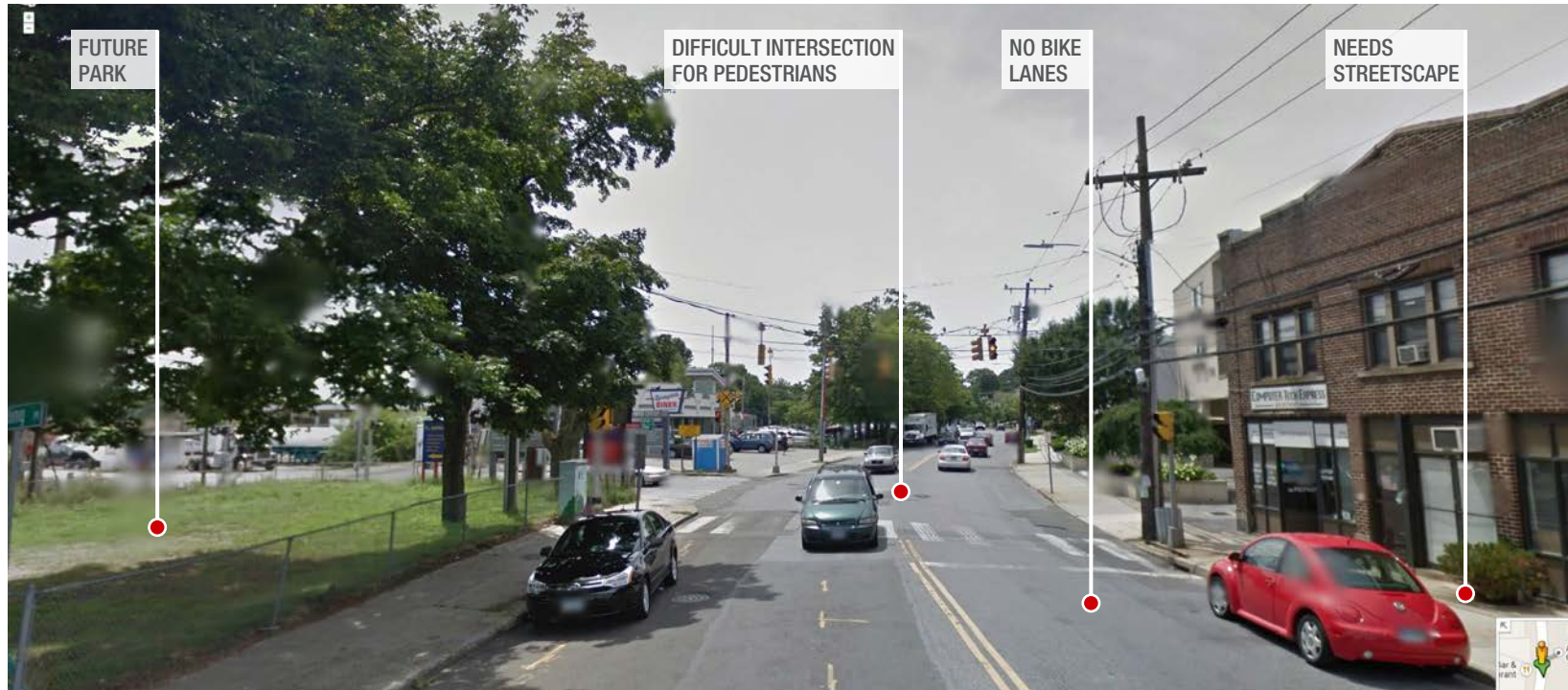
Springdale

PARKING STRUCTURE (~300 SPACES ADDED)



This diagram shows the potential for a 300-space parking structure on the Largo Drive parcel, should future demand warrant it.

ACCESS TO STATION TODAY—LOOKING SOUTH ON HOPE STREET



The existing view of Hope Street looking south towards Largo Drive and the station is characterized by automobiles and narrow sidewalks with few pedestrian amenities.



Springdale

VIEW OF HOPE STREET WITH STATION AREA IMPROVEMENTS



A potential view of Hope Street in the future, showing an inviting pedestrian-oriented intersection at Hope and Largo, with improved sidewalks and surrounding TOD. A future garage is shown, but that area would be occupied by surface parking in the near-term.



SUMMARY OF TOD-RELATED IMPROVEMENTS

Hope Street and Largo/ Clearview Intersections

Lane dieting and streetscape between Largo Drive and Omega Drive, and two specially paved intersections at Largo Drive and Clearview Avenue

Bike Improvements

A network of shared bike lanes or “sharrows” on key streets in Springdale

Rail Station Enhancements

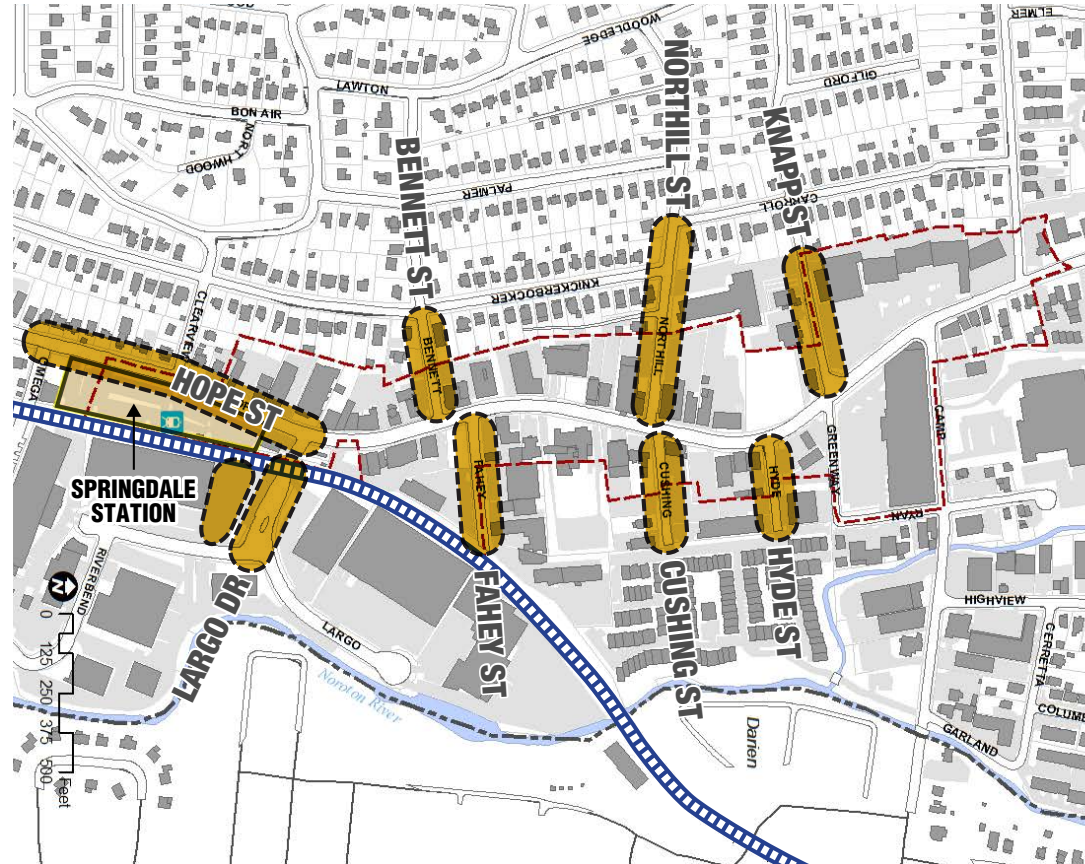
Parking lot enhancements to improve access, utilization, and attractiveness

Rail Station Parking Expansion

Land acquisition to support increased surface parking in the near-term and a potential parking garage in the long-term

Side Streets

Lane dieting and streetscape on select side streets off of Hope Street



Springdale

SUMMARY OF TOD-RELATED IMPROVEMENTS

Springdale Implementation Plan

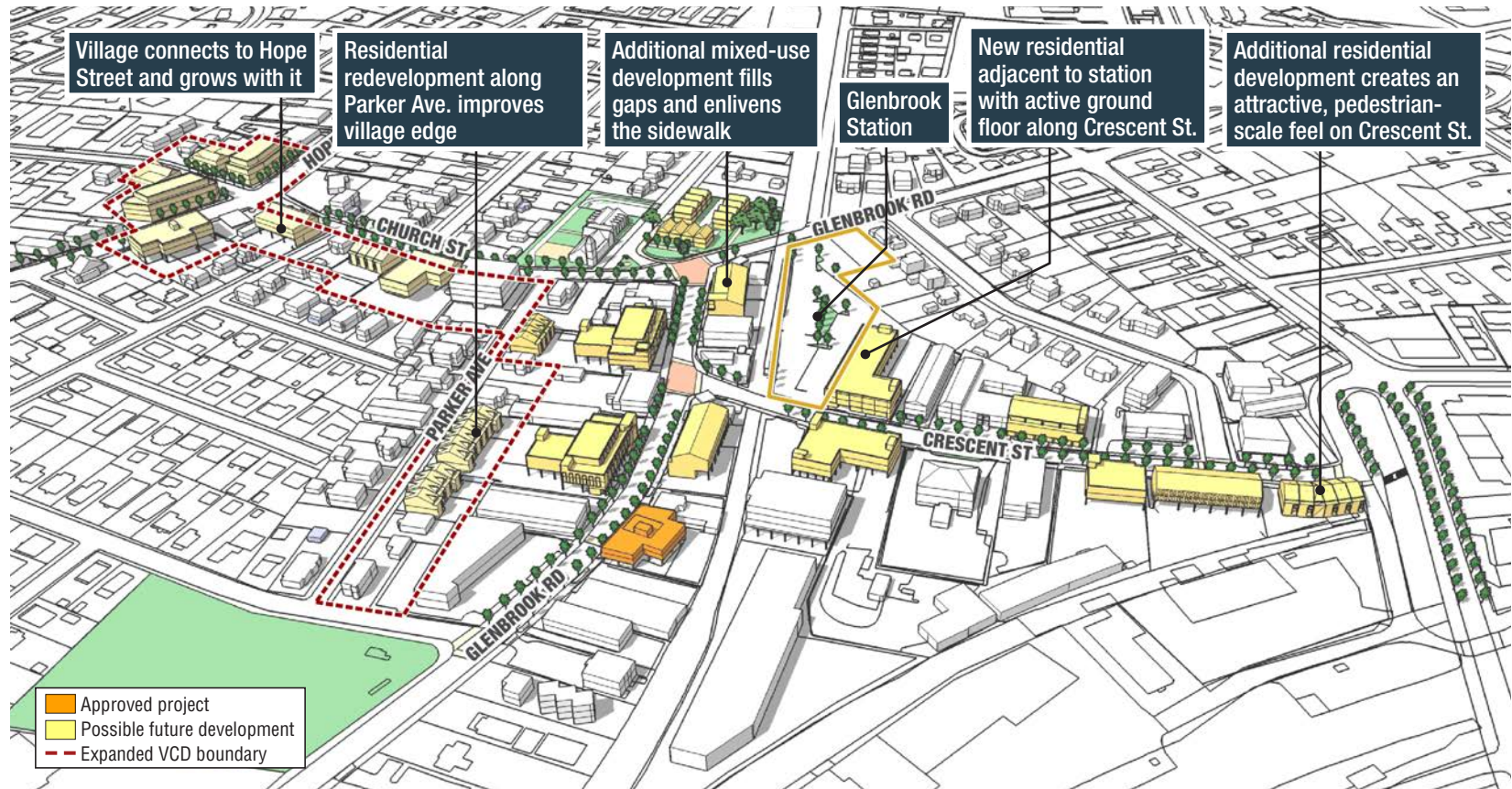
| ACTION | INTENDED EFFECT | INITIATE | COMPLETE | EST. COST** | SOURCE OF FUNDING |
|---|---|----------|----------|--|--|
| PUBLIC IMPROVEMENTS | | | | | |
| Streetscape: Hope St. from Largo Dr. to Omega Dr.; Improve Hope and Largo and Hope and Clearview Intersections* | Enhance Pedestrian and Bike Connections to Station; Create Village Gateways | 2016 | 2019 | \$1.5 million | State DECD; State DOT; City Capital Budget |
| New Vehicular Entrance to Station Parking Lot at Clearview with Traffic Signal* | Reduce congestion and enhance traffic flow | 2016 | 2019 | \$200,000 to \$300,000 | State DECD; State DOT; City Capital Budget |
| New Vehicular Entrance to Station at the South End* | Reduce congestion and enhance traffic flow | 2016 | 2019 | \$100,000 to \$200,000 | State DECD; State DOT; City Capital Budget |
| Parking Lot Improvements* | Enhance Pedestrian and Bike Connections to Station | 2016 | 2019 | \$500,000 to \$1,000,000 | State DECD; State DOT; City Capital Budget |
| Largo Drive improvements | Enhanced access to River Bend and future parking | 2016 | 2019 | \$2,500,000 ¹ | State DECD; State DOT; City Capital Budget |
| Streetscape Sidestreets: Knapp/Greenway; Northhill/ Cushing; Bennett/Fahey | Enhance Pedestrian and Bike Connections to Station | 2018+ | | \$300,000 to \$400,000 per side street | Public/Private; City Capital Budget |
| RAIL IMPROVEMENTS | | | | | |
| Acquire Off-Site Property to Meet Current and Future Parking Demand | Satisfy Commuter Parking Demand | 2015 | 2017 | \$800,000 to \$1,600,000 | State DECD; State DOT |
| Rail Service Enhancements: Increase Train Frequency and Train Capacity | Satisfy Ridership Demand | 2015+ | | tbd | State DOT; TIGER Grants |
| ZONING REFINEMENTS | | | | | |
| Expand Village Commercial District to Incorporate Light Industrial Area East of Hope St. | Allow for Integrated Village Commercial District | 2015 | 2015 | | Land Use Boards |
| Allow Sidewalk and Landscape Setbacks | To Achieve Wider Sidewalks | 2015 | 2015 | | Land Use Boards |
| Allow Ground Floor Residential Uses on Side Street | Concentrate Commercial Uses on Hope Street | 2015 | 2015 | | Land Use Boards |

* These initiatives will likely be implemented together as a single capital improvement project. I ** Costs are order-of-magnitude only and dependent on extent of work, design details, and timing of initiative

¹ Comprised of \$1.5 million for railroad gates, \$350,000 for traffic signal, and \$650,000 for traffic circle and roadway per page 12

glenbrook

POTENTIAL TOD



- Approximately 140 to 190 units possible in the next 5 to 7 years with more long-term; TOD will fill the gaps and create a mature pedestrian-oriented environment around transit.
- Daily rail boardings in 2012 (350) are projected to increase significantly by 2030 without TOD; slightly more with TOD
- Rail parking demand could also increase slightly, but greater need in Springdale

EXISTING STATION

A number of current challenges exist for station accessibility and parking. Addressing these would greatly improve the stations contribution to a transit-oriented village.

Current challenges:

- Poor pedestrian access
- Feels disconnected from village
- Poor visual and physical access to platform
- Non-contributing uses

Parking is limited:

- Currently 156 spaces
- ~50 on permit waitlist
- 9 to 12 month wait



CITY TRAFFIC SIGNAL MAINTENANCE FACILITY



- Currently used as centralized signal maintenance shop
- Approximately 4,000 square foot building plus small yard
- Approximately \$28k demo; \$75k for replacement parking; \$100k new building
- City exploring options for relocation
- Removal would enhance access at center of platform
- Removal would visually improve the station and traffic flow

This existing view of the City maintenance facility at the Glenbrook commuter station shows the visual and physical barriers created at the center of the platform. Relocating the facility would transform the use of the station.

STREETSCAPE AROUND STATION

Existing conditions in Glenbrook are substandard:

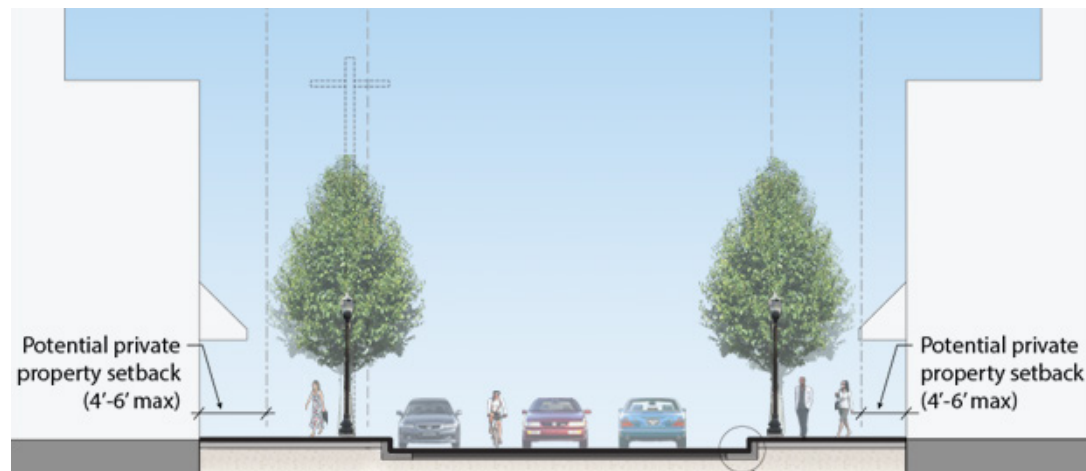
- Narrow or no sidewalks in places
- No pedestrian scale lighting
- Limited tree planting
- Limited furnishings
- Recent improvements –more needed

Streetscape improvements would have a direct, positive impact on rail station access:

- Glenbrook Road is the priority
- Between Scofield and Church
- Approximately \$1,500,000 estimate
- Pedestrian/commuter safety



Existing Glenbrook Road



Potential concept

Glenbrook

STATION ENHANCEMENTS

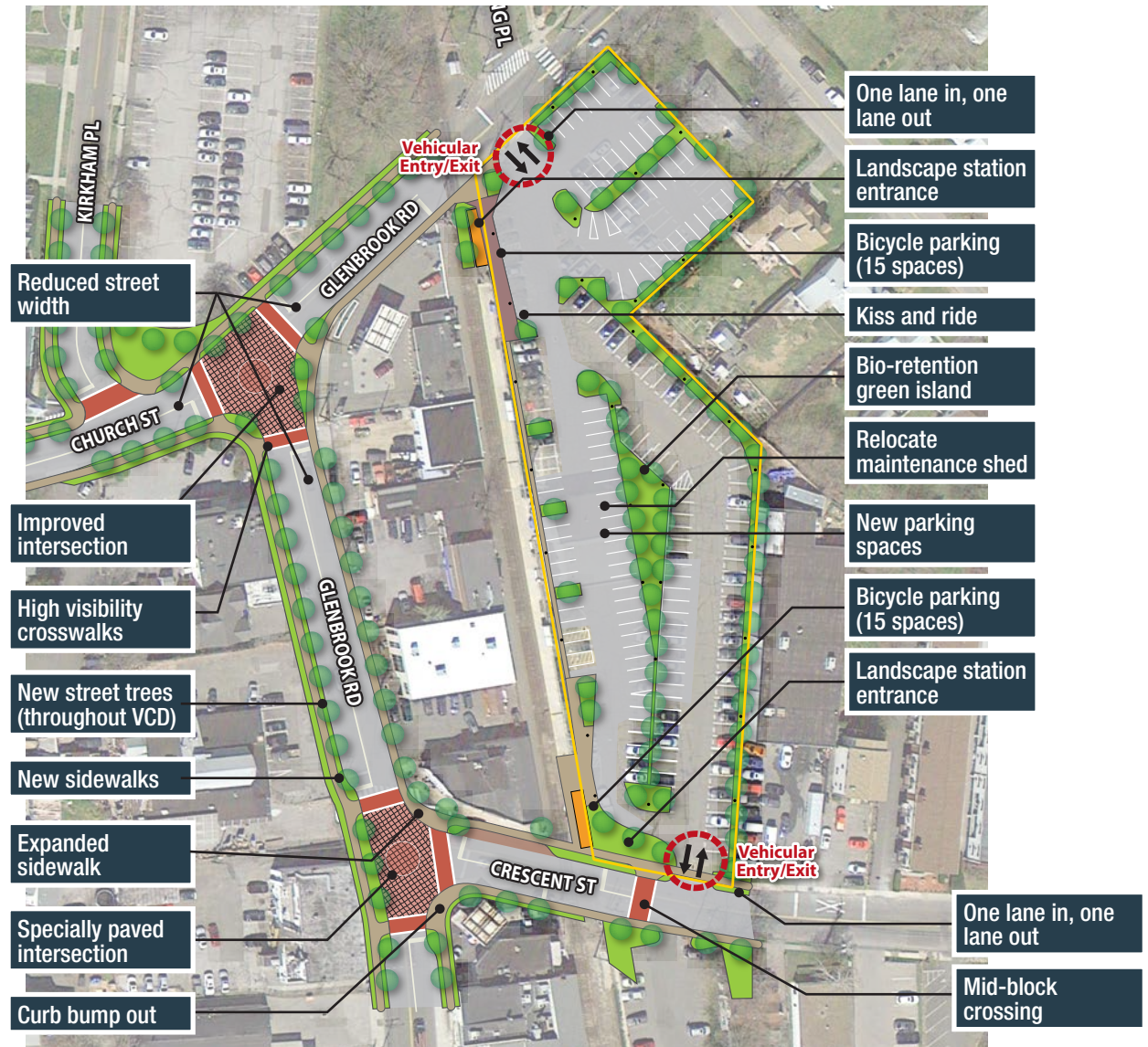
Recommendations

IMPLEMENT STATION ENHANCEMENTS

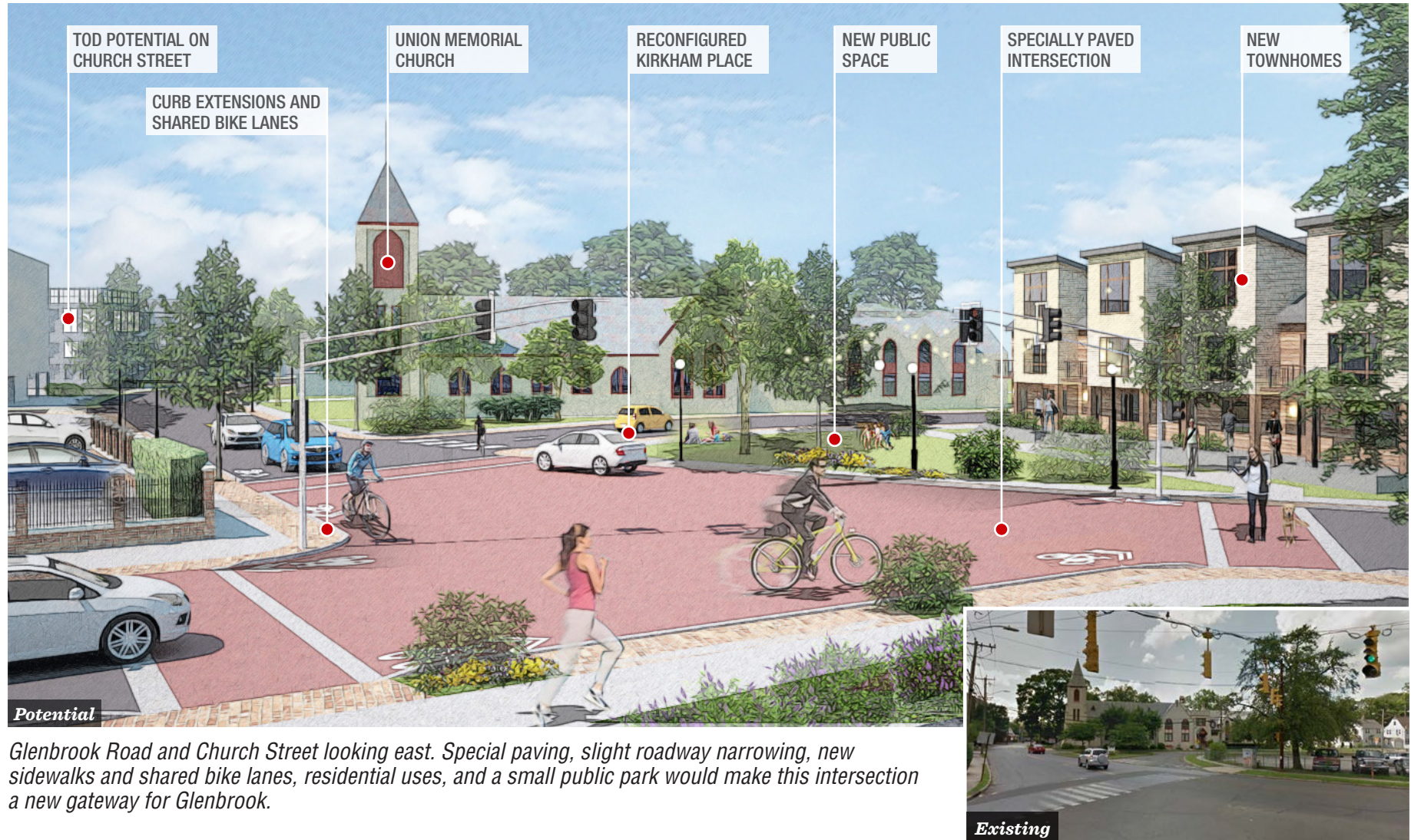
- Relocate maintenance facility
- Replace with surface parking (10 to 15 spaces)
- Add landscaped islands
- Add pedestrian scaled lighting
- Add bike parking
- Increase the number of parking permits
- Improve utilization

IMPLEMENT ADJACENT STREETSCAPE PROJECTS

- Key gateway intersections
- Improve ped/bike station access



POTENTIAL CHARACTER AT CHURCH STREET INTERSECTION



POTENTIAL CHARACTER NEAR STATION



A potential view of Glenbrook Road in the future. Note that proposed buildings front directly onto the street per the zoning ordinance (with parking behind) and sidewalks have been upgraded to the City of Stamford standard. Nick's Pizza is seen at the corner of Glenbrook Road and Church Street.



Existing view looking north on Glenbrook Road

GLENBROOK—SUMMARY OF TOD-RELATED IMPROVEMENTS

Glenbrook Road and Church/Crescent Intersections

Lane dieting and streetscape between Scofield Avenue and Church Street, and specially paved intersections at Church and Crescent Streets

Hope Street

Lane dieting and streetscape between Scofield Avenue and Church Street

Courtland Avenue Streetscape and Stairway

Lane dieting and streetscape on the bridge, on the street to Maple Tree Avenue, and a new stairway to Taylor Reed Place

Church Street

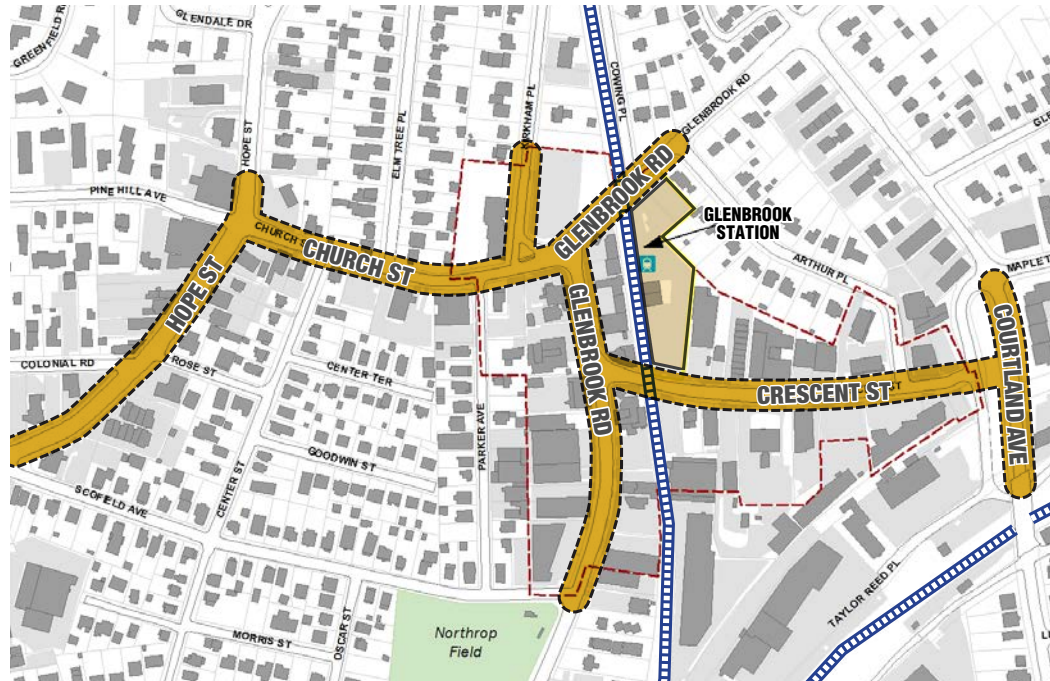
Lane dieting and streetscape between Glenbrook Road and Hope Street

Bike Improvements

A network of shared bike lanes or “sharrows” on key streets in Glenbrook

Rail Station Enhancements

Parking lot enhancements to improve access, utilization, and attractiveness



Glenbrook

GLENBROOK—SUMMARY OF TOD-RELATED IMPROVEMENTS

Glenbrook Implementation Plan

| ACTION | INTENDED EFFECT | INITIATE | COMPLETE | EST. COST* | SOURCE OF FUNDING |
|---|--|----------|----------|------------------------|--|
| PUBLIC IMPROVEMENTS | | | | | |
| Glenbrook Road Streetscape with Improved Intersections at Church and Crescent Streets | More Attractive Gateway; Pedestrian/Bike Safety; Quality Pedestrian Environment; Unlock Redevelopment Potential of Surrounding Parcels | 2015 | 2016 | \$1,500,000 | State DECD; State DOT; City Capital Budget |
| Hope Street Streetscape between Scofield and Church Streets | Streetscape Improvements; Pedestrian/Bike Safety | 2016 | 2017 | \$1,500,000 | State DECD; State DOT; City Capital Budget |
| Courtland/Taylor Reed Intersection Improvements and Stairs | Improve Pedestrian Connections from Points East | 2016 | 2017 | \$750,000 | State DOT; City Capital Budget (Stairs) |
| Church Street Streetscape from Glenbrook to Hope Street | More Attractive Gateway; Pedestrian/Bike Safety; Quality Pedestrian Environment | 2017 | 2018 | \$1,000,000 | State DECD; State DOT; City Capital Budget |
| Parking Lot Improvements | Landscape, Ped Lighting, Bike and Stormwater Improvements | 2017 | 2018 | \$300,000–\$700,000 | State DECD; State DOT; City Capital Budget |
| RAIL IMPROVEMENTS | | | | | |
| Re-Locate City Maintenance Facility, Demolish Building, and Construct New Off-Site | Allow for More Commuter Parking; Increase Station Visibility | 2014 | 2016 | \$200,000 to \$300,000 | State Dept of Policy and Management; State DECD; State DOT; City |
| Rail Service Enhancements: Increase Train Frequency and Train Capacity | Satisfy Ridership Demand | 2015+ | | tbd | State DOT; TIGER Grants |
| ZONING REFINEMENTS | | | | | |
| Expand Village Commercial District to Hope Street and Parker Ave | Create a Unified Glenbrook Commercial District | 2014 | 2015 | | Land Use Boards |
| Allow 4-Story Building Height with Setback of 4th Floor Above 32' as in Springdale | Accelerate Revitalization by Enhancing Redevelopment Economics | 2014 | 2015 | | Land Use Boards |
| Allow Sidewalk and Landscape Setbacks | To Achieve Wider Sidewalks and Frontyard Landscape | 2014 | 2015 | | Land Use Boards |
| Allow Ground Floor Residential Uses on Crescent/Parker Ave | Concentrate Commercial Uses on Glenbrook Rd. | 2014 | 2015 | | Land Use Boards |

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