

You Can Get There from Here – The Importance of TOD and Overcoming Barriers to Its Implementation

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Halfway

There

How to Create Land Use Policy That Makes
The Most of Connecticut's Transit Network

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Are Connecticut Towns Ready for TOD?

Transit-oriented development is an old idea made new again. Connecticut cities and towns grew up around our historic transportation system, with river travel replaced by rail, streetcars, and finally by private vehicles. Prior to the 1950s, most Connecticut cities and towns developed around rail stations or around trolley routes. In the last 20 years, ridership on the Metro-North New Haven Line has grown by 45% and is now the busiest rail route in the country. Communities are taking another look at how their transit assets can drive the next wave of investment and attract a new generation of residents and businesses. Rail-served neighborhoods throughout Connecticut are benefitting from increased desire for transit connections, with strong market demand for TOD in Stamford, New Haven, and South Norwalk supporting the development of new mixed-use communities and the revitalization of existing neighborhoods. TOD isn't just about new development: it also encompasses strategies to connect existing homes to local businesses and transit routes, generating additional transit ridership and consumer demand for neighborhood centers.

Quality transit is only one ingredient in the recipe for TOD. Too often, communities don't realize that their goals for walkable, transit-oriented neighborhood development are being thwarted by out-of-date development guidelines, especially those that govern parking. The neighborhoods that see the most investment will be those that have a community vision for station-area development and have also put in place supportive regulations that provide clear guidance to developers.

Evaluating Connecticut Station Areas

This report reviews the results of our analysis of land use policies and development regulations around Connecticut's active Metro-North commuter rail stations.¹ Stations were evaluated on four conditions that affect readiness for TOD:

- ▶ **Vision:** Is there a community vision in place that recognizes the potential of transit to catalyze development?
- ▶ **Land Use:** Does zoning allow a mix of residential and commercial land uses?
- ▶ **Density:** Does zoning allow densities that support transit and create local demand for shops and services?
- ▶ **Parking:** Do parking requirements encourage transit use and reduce land and dollars invested in parking?

¹ The total count of 42 station areas includes Port Chester, N.Y., less than a half mile from the Greenwich border; the West Haven station opening in 2013, and lists each town within ½ mile of the Branchville and Fairfield Metro stations as a separate station area.

Vision: Do community plans of conservation and development envision station neighborhoods as walkable, mixed-use communities?

Yes: 54% **Partly:** 19% **No:** 26%

Land Use: Are station neighborhoods zoned for a mix of land uses to meet the needs of residents and businesses?

Yes: 52% **Partly:** 24% **No:** 24%

Density: Do allowed densities in station neighborhoods support frequent transit and generate local consumer demand?

Yes: 50% **Partly:** 26% **No:** 24%

Parking: Do parking requirements for development in station neighborhoods reflect walkability and transit use and reduce the cost of providing parking?

Yes: 19% **Partly:** 45% **No:** 36%

Our analysis shows that the desire for TOD is there, but towns need help implementing the tools that enable it. At more than half of Connecticut stations (54%), community visions exist for walkable, mixed-use, transit-friendly communities. Less common are the underlying transit-supportive regulations that enable these types of communities. Limitations include:

- ▶ **Absence of an overall vision for TOD.** Although community plans support walkable neighborhoods in 54% of stations, for 26% of stations there is little recognition that stations can be anything more than park & ride commuter facilities.
- ▶ **Restrictions on types of uses.** At 52% of station areas, a mix of commercial and residential uses are allowed that support a range of housing and amenities. But 24% of station neighborhoods are limited to a single use (usually single-family homes).
- ▶ **Densities too low to support transit or attract investment.** Only half of station neighborhoods allow construction densities appropriate to transit-served neighborhoods that encourage a mix of homes, shops and services within walking distance of transit. Other stations are surrounded by large-lot, single-family houses that limit potential ridership and fail to address the housing needs of smaller households.
- ▶ **Parking requirements for new development that add cost to new homes and businesses and encourage auto use.** Only 19% of station areas have parking regulations that acknowledge the ability of TOD to reduce the need for parking in a neighborhood through improved transit and walkability. More common are regulations that force developers to build more parking than is needed, adding costs that often make projects financially infeasible and creating surface parking lots that go unused.

Developing a TOD Strategy

TOD requires a rethink of our community planning tools and regulations. The suburban development model encourages the separation of homes and businesses and ample free parking. TOD, on the other hand, benefits from having a lot of residents, shops, services, and businesses all within walking distance; encourages the use of transit; and limits the intrusion of the car into pedestrian space. Successful TOD strategies require the alignment of physical and regulatory investments: development of a shared community vision; land use, density, and parking regulations that encourage a mix of compact development types, and investments in public space to improve pedestrian access to transit and TOD centers. Many communities have rewritten their zoning regulations and parking requirements to enable the type of in-town village development that was forbidden under 1950s era zoning codes. While zoning is only one component in getting TOD built, without the right regulations in place, developers face considerable risk in pursuing TOD opportunities.

TOD growth strategies can take multiple forms, from the development of high-rise regional centers to village districts that support local shops and restaurants serving the immediate area. In all cases, the regulations and physical conditions must be calibrated with each other to ensure success.

This spring, with the support of the One Region Funders Group, Regional Plan Association partnered with three other non-profits (Partnership for Strong Communities, Tri-State Transportation Campaign, and Connecticut Fund for the Environment) to develop the Transit-Oriented Development Toolkit for Connecticut (accessible at bit.ly/TOD_CT). The toolkit provides an overview of the process for enabling vibrant, environmentally sustainable transit-oriented neighborhoods. It explores community planning, zoning strategies, complete streets and parking regulations, and ways to incorporate green infrastructure into neighborhoods. The organizations also conducted a series of workshops to train community advocates, municipal staff, and local elected officials in how to enable TOD in their cities and towns. *Halfway There* provides an additional resource for communities with active train service to understand what needs to happen in their communities to support TOD.

In the following table, station areas were ranked 0, 1, or 2 for each regulatory factor depending on how well their regulations address TOD (zero for little to none, 2 for very well.) The results show that Connecticut's larger cities such as Stamford, Bridgeport, and New Haven are more likely to have supportive TOD regulations in place, but that many smaller towns like Derby and Bethel have also developed transit-centered community plans and zoning that allow compact mixed-use development. The map on page 6 shows that towns with transit-oriented development visions are mostly well-distributed throughout the transit network, except along the Danbury and New Canaan branch lines. A brief summary of regulations for each station area is available in the Appendix.

Station	Vision	Land Use	Density	Parking
Ansonia	2	1	1	1
Beacon Falls	2	2	1	0
Bethel	2	2	2	1
Branchville (Ridgefield)	1	0	1	0
Branchville (Redding)	0	0	0	0
Branchville (Wilton)	0	0	0	0
Bridgeport	2	2	2	2
Cannondale (Wilton)	1	0	0	0
Cos Cob (Greenwich)	1	0	0	0
Danbury	2	1	2	1
Darien	2	1	1	1
Derby-Shelton (Derby)	0	2	2	1
East Norwalk	2	2	2	1
Fairfield	2	2	2	1
Fairfield Metro (Fairfield)	2	2	2	1
Fairfield Metro (Bridgeport)	0	2	2	2
Glenbrook (Stamford)	2	2	2	2
Green's Farms (Westport)	0	0	0	0
Greenwich	1	2	1	0
Merritt 7 (Norwalk)	0	1	2	1
Milford	2	2	2	1
Naugatuck	2	1	2	0
New Canaan	1	2	2	1
New Haven- State Street	2	2	2	2
New Haven- Union Station	2	2	2	2
Noroton Heights (Darien)	2	1	1	0
Old Greenwich	2	2	1	0
Port Chester (Greenwich)	2	1	1	0
Redding	1	0	0	1
Riverside (Greenwich)	0	0	0	0
Rowayton (Norwalk)	0	0	0	1
Seymour	2	1	2	1
South Norwalk	2	2	2	1
Southport	0	2	1	1
Springdale (Stamford)	1	2	2	2
Stamford TC	2	2	2	2
Stratford	1	1	1	1
Talmadge Hill (New Canaan)	0	0	0	0
Waterbury	2	2	2	1
West Haven	2	2	2	2
Westport	2	2	1	0
Wilton	0	1	1	1

- 2 Supports Transit-Oriented Development
- 1 Partial Support
- 0 No Support

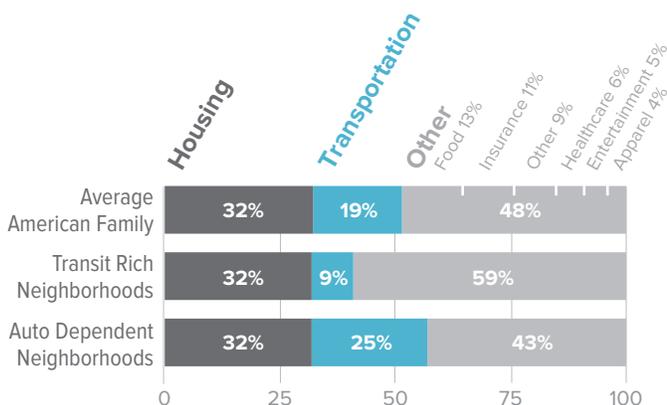
Why TOD?

Nationwide, cities and towns are recognizing that transit-oriented development provides an opportunity to build strong town centers that provide the mix of housing, employment and services in demand by today's market. The post-World War II model of suburban development-- large homes on large lots, separated from offices and shopping-- has after 50 years contributed to long commutes, an unacceptable level of traffic congestion, destruction of habitat and open space, strain on municipal budgets, and has made access to quality housing prohibitively expensive. A TOD growth strategy provides a mix of housing types and price points, reduces dependence on cars, and makes more efficient use of land while diversifying the tax base of municipalities.

Compact, walkable development is good for the bottom line. Municipal tax yields are higher per acre in compact neighborhoods than for large lot suburban commercial and residential properties, and research continually demonstrates that properties near transit enjoy a value premium and are more resilient to real estate downturns. TOD attracts young residents and retirees who want easy access to regional employment and to be able to walk to shops and services. Areas that can support zero- or one-car living have lower transportation costs, making transit neighborhoods more affordable to live in despite higher housing costs.² Companies located in transit-accessible, mixed-use centers are able to attract more highly skilled employees. A sample group of workers in New Jersey ranked access to transit and access to downtown as the numbers two and three amenities they look for in a workplace, coming in just behind food service in a 2011 survey conducted by CB Richard Ellis.³ And transit-oriented

Household Costs by Neighborhood Type

Residents in transit-rich neighborhoods spend less of their income on transportation, reducing the overall cost of living and freeing up income for other purposes



Source: Center for TOD Housing + Transportation Affordability Index, 2004 Bureau of Labor Statistics

² The Center for Neighborhood Technology's H&T Affordability Index provides customizable mapping of how lower transportation costs can help to offset housing cost pressures. htaindex.cnt.org/

³ CBRE study referenced in NJ Future's post "Demand Grows for Smart-Growth Work Environments," available at www.njfuture.org/2012/01/04/smart-growth-offices/.

development increases ridership for existing bus and rail services, making it more feasible to increase the quality and frequency of transit.

Federal and state governments are recognizing the importance of TOD to building economically vibrant and resilient communities. In 2010, the federal HUD/EPA Partnership for Sustainable Communities awarded nearly \$10 million in grants to bi-state coalitions involving Connecticut towns looking to capitalize on transit to develop communities that expand transit, housing and economic growth. 2011 saw the release of \$5 million in state grants to 11 Connecticut towns to support TOD planning, market analysis and studies related to streetscape and utility infrastructure near transit centers. In December 2012, Connecticut Gov. Dannel Malloy announced the creation of an interagency TOD task force headed by DECD Commissioner Catherine Smith that would coordinate the actions of multiple state agencies to facilitate economic benefits from state transportation investments, making TOD projects more competitive for state funding and technical assistance.

Next Steps

This analysis indicates an opportunity and need for action by several levels of government, supporting organizations, and individuals to coordinate development strategies with transit services.

- ▶ Residents and property owners should use this report as a starting point in understanding what is limiting TOD in their neighborhoods and advocate for changes to local land use policies.
- ▶ Planning staff and local elected officials should learn from peer communities who have already implemented transit-supportive zoning and work to calibrate their land use regulations with neighborhood goals.
- ▶ State agencies should improve outcomes through expanding and modifying existing TOD assistance programs to better target roadblocks like parking and pedestrian access, and invest other state program funds where they will have the most impact. This should be a focus of the interagency working group led by Commissioner Smith.
- ▶ Federal and state transit funding should focus on improving transit services to communities most likely to take advantage of them.

The Components of TOD Planning

Creating a Vision

Do community plans of conservation and development envision station neighborhoods as walkable, mixed-use communities?

Yes: 54% Transit-based community vision	Partly: 19% POCD suggests further study	No: 26% POCD does not address station area
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Connecticut state law requires every municipality to develop a comprehensive plan of conservation and development, often referred to as a master plan, at least every 10 years that describes policies, goals and standards for future development.⁴

The plan of conservation and development (POCD) is the blueprint from which later capital investment decisions and regulatory changes should flow. In addition to setting policies for housing and commercial development, these plans can develop designs and funding strategies for improving neighborhood walkability, developing additional transit services or addressing any other issues that may impact the creation of a successful TOD district. Master plan revisions are often multi-year processes that include a substantial and robust public engagement process.

Our research shows that more than half of Connecticut's Metro North stations are at the centers of TOD-based visions codified in town master plans. This indicates a considerable base

of support for transit-oriented development going forward and potential opportunities for future investment in existing town centers once complementary regulations are adopted. Stations with TOD plans are shown in blue in the below diagram.

Other plans (shown in green) identify the need for follow-up planning around rail stations or suggest options for rezoning. West Haven's 2004 Plan of Conservation and Development included a detailed action strategy for developing a new train station and enabling transit-oriented development. Nine years later, the station is nearing completion and is expected to open in the Summer of 2013.⁵ Zoning has been put in place for a transit-oriented design district around the station.

About a quarter of the reviewed plans do not envision rail stations as centers of development (shown in grey). Future updates should explicitly consider opportunities for development near transit.



⁴ Connecticut General Statutes 8-23.

⁵ West Haven Plan of Conservation and Development.

Land Use Mix

Are station neighborhoods zoned for a mix of land uses to meet the needs of residents and businesses?

Yes: 52% Zoning allows mix of uses	Partly: 24% Multiple uses in area	No: 24% Single use
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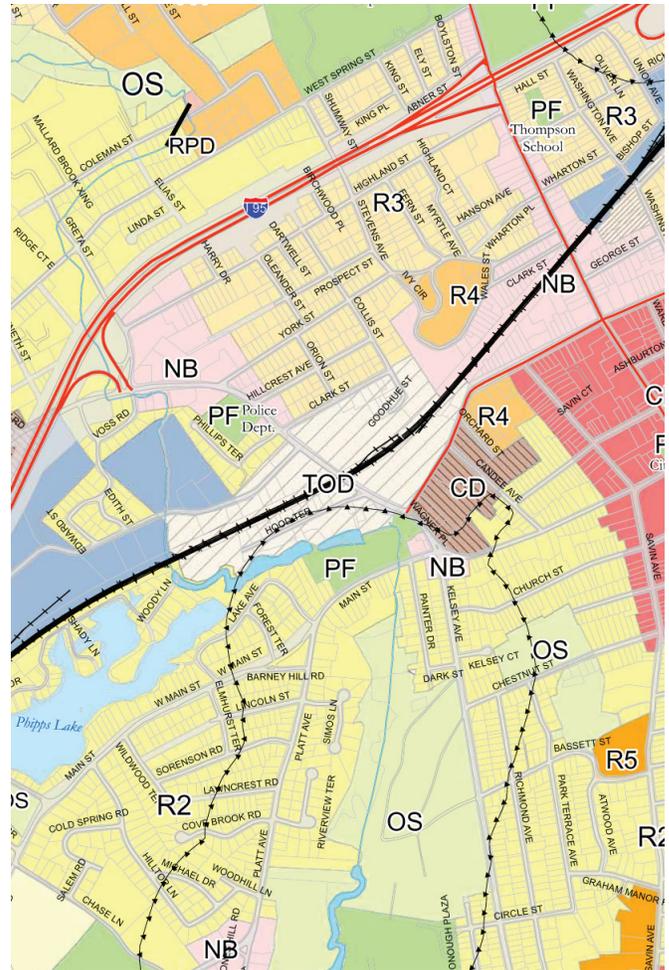
Train station neighborhoods that mix housing, employment, retail, and entertainment are the most successful at maximizing the value of land around their station areas and reducing reliance on cars and parking lots. Homebuyers and renters put a premium on neighborhoods where the basic necessities of life can be obtained on foot. Employees, too, value an environment with nearby shops and services.

About half of Metro-North stations have zoning that allows for a mix of commercial, industrial, and/or residential around the station. Other stations are surrounded by multiple zones that each allow different uses but contribute overall to a multi-use environment.

Many towns have created design districts around stations that encourage pedestrian-oriented uses and restrict uses like gas stations and drive-thru restaurants that cater specifically to automobiles. In Fairfield, a transit-oriented design overlay zone may govern parcel development nearest the new Fairfield Metro station. The zone requires that residential development fronting main streets include a secondary restaurant or retail use. It also lowers parking ratios and requires that 10% of housing be affordable, below market rate units.

Mixed-use development can often be challenging to get right. Neighborhoods zoned for too much retail can draw shoppers from outside the district who must be accommodated with parking. Developers are often unfamiliar with the challenges of financing and leasing mixed-use properties. Flexible zoning such as form-based zoning, which regulates building dimensions and design but is less prescriptive as to use, can help to accommodate a changing market by allowing a variety of potential uses.

West Haven's TOD Zone



Density

Do allowed densities in station neighborhoods support frequent transit and generate local consumer demand?

Yes: 50% 10-20 units/acre, 3-4 stories	Partly: 26% Insufficient densities for investment	No: 24% Low density large lot
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The allowed density of construction around train stations can affect not just the form and height of development but also its function. Higher density neighborhoods tend to provide more amenities for residents and have higher rates of transit ridership, and are more attractive to developers who can achieve economies of scale through increased unit counts. Density can affect the following:

- ▶ **Walkability:** Is the mix of destinations close enough together to be accessible by foot?
- ▶ **Ridership:** Does the neighborhood generate enough riders to support the desired level of transit services?
- ▶ **Market support:** Does enough local demand exist to support shops and services?
- ▶ **Feasibility:** Does the magnitude of construction meet developer criteria for construction cost and investment risk?

For our analysis, we assigned a density threshold for suburban communities of residential densities of 10 units per acre or more and commercial densities higher than a floor area ratio of 1.5 FAR or building height three stories or higher. (Floor area ratio, or FAR, is the ratio of built floor space to lot size, and evaluates both the height of structures and the amount of lot covered). Urban neighborhoods were assigned a threshold of 20 housing units per acre, buildings four stories or higher and an FAR of 2.5. Threshold densities were derived from research indicating the relationship of density and transit services and previous work on TOD guidelines.⁶

Appropriate suburban TOD at 10 units per acre can include small lot single-family and attached homes, as well as townhouses. Townhouses and low-rise multifamily condos and apartments are the lowest density housing types appropriate in urban neighborhoods.

Not surprisingly, zones with the highest allowed densities are found in Connecticut's larger cities. Bridgeport allows construction up to 20 stories or more. Waterbury places no limits on density but requires a special process for approvals. Fairfield Metro and East Norwalk allow higher densities when affordable housing is a component of the development. Other communities regulate densities through controlling bedrooms per acre instead of counting units. Many smaller communities allow commercial development up to a height of three stories. In contrast, subur-



Infill development in Baltimore, Md., (top) and Stamford, Conn.

ban stations like Green's Farms in Westport and Talmadge Hill in New Canaan allow only single-family homes on at least ¼ acre.

Communities should consider whether their allowed zoning is appropriate given community goals for the station. Higher densities near the station can help justify more frequent transit service. They also provide a customer base for local retail and shopping. The number of units or square feet allowed can also determine whether redevelopment is financially feasible, especially when evaluating the value of an existing low-intensity use, such as a gas station, against new construction, or when developers are required to include below market rate units. Many developers prefer investing in four- to five-story wood-frame construction, which is less expensive per square foot than steel or concrete and can be built relatively quickly to minimize risk from a changing real estate market.

⁶ For additional guidelines re density, see Public Transportation & Land Use Policy, by Zupan & Pushkarev, 1977, especially pages 191 & 192.

Managing the Car (Parking)

Do parking requirements for developments in station neighborhoods reflect walkability and transit use and reduce the cost of providing parking?



Connecticut towns are much less likely to have calibrated parking requirements for TOD than to have addressed the other components of station area planning. Parking requirements have a strong impact on community design, walkability, function, and economic feasibility. Surface parking lots push destinations apart, reducing the proximity of amenities and making neighborhoods less walkable. Ample, free parking encourages car ownership and reduces demand for transit services. Finally, parking requirements can be the defining factor in a project's economic feasibility, with surface parking eating up buildable land and structured garage parking adding \$20,000-\$50,000 to the construction cost of each residential unit.

The table to the right shows the minimum number of parking spaces required to be provided per residential unit in zones within 1/2 mile of Connecticut's Metro-North stations. Requirements range from no additional parking required in a small portion of New Canaan, to 2.5 to 3 spaces per unit in suburban communities.

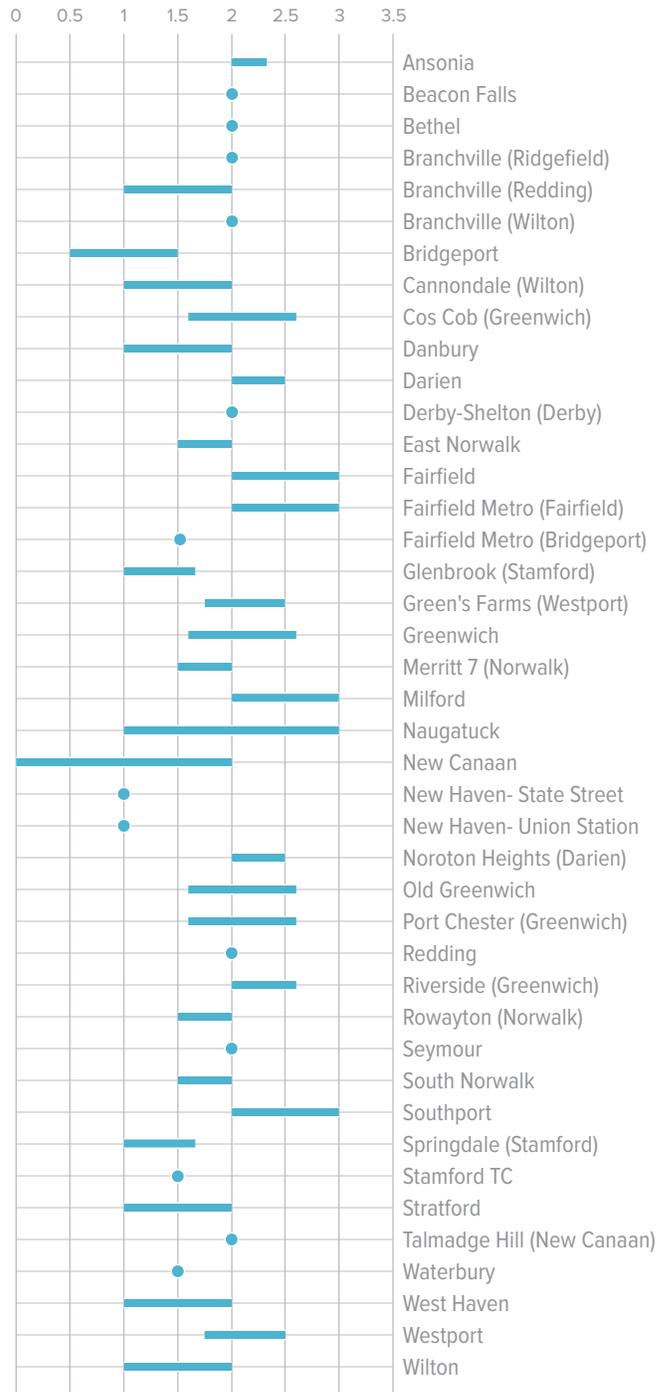
The Appendix includes information on whether specific communities allow use of parking management strategies that reduce overall parking need. Many communities will reduce parking requirements 25 to 50% when applicants can show that parking spaces can be shared by multiple uses occupying parking at different times of day. In Bridgeport, applicants can reduce required parking even further when providing car-share services like Zipcar that can result in lower automobile ownership. Commercial businesses in Bridgeport that encourage transit ridership can also be granted lower parking requirements.

“The competitive edge for a Downtown is the ability to create a pedestrian environment where people walk instead of drive from one place to another. Accommodating parking for new development in Downtown should be conceived in terms of transit-oriented development. Strategies such as reducing parking requirements for new development can be implemented through zoning.”

- Bridgeport Plan of Conservation and Development

Parking Requirements for Development Near Stations

Minimum-maximum spaces required per residential unit in zones within 1/2 mile of stations





Parking in New Canaan, shown in red. Source: Rubicon Seven

In New Canaan, the zoning commission may accept a fee in lieu of parking that goes to support public parking facilities in the vicinity. New Canaan Center also contains a special retail zone that requires no additional parking, instead relying on existing parking facilities around the edge of downtown. The so-called “magic circle” is clearly visible in the above photo, which shows an aerial view of New Canaan with parking facilities (both public and private) marked in red. Outside the core retail area, parking appears to be a primary land use.

In New Haven, shared parking is written into zoning, with half of all residential parking counting towards commercial requirements. The city’s most visible new development is the 32-story tower at 360 State Street, located just across the street from the New Haven- State Street station on the edge of downtown. 360 State Street includes one parking space per each of its 500 apartments in a structured garage, but those spaces are shared by multiple users—by tenants, who pay a separate charge for renting a parking space, by shoppers at the ground level supermarket who receive one hour free validated parking, and by any one else looking for hourly or monthly parking in downtown New Haven or near the New Haven- State Street rail station. Car ownership rates for 360 State Street tenants are low because most of its residents rely on rail transit, public buses, university shuttles, bicycles, or walking to reach jobs, shopping, and friends. The City of New Haven has over the past ten years resurged to become a 24/7 community of shopping, entertainment, employment, and housing, and the city’s parking regulations ensure that any new development contributes to this vitality.

Additional Resources

Center for Transit Oriented Development reports at www.ctod.org, including Rails to Real Estate, Capturing the Value of Transit, and Station Area Planning: How to Make Great Transit-Oriented Places

Connecticut Complete Streets in a Box Toolkit. Tri-State Transportation Campaign. tstc.org/reports/ctcsbx.

Creating Communities for a Lifetime: An Overview for Municipal Leaders. Connecticut Council of Philanthropy. www.ctphilanthropy.org.

Knowledge Corridor Market Analysis (forthcoming). Capitol Region Council of Governments. sustainableknowledgecorridor.org.

Massachusetts Transit-Oriented Development Overlay District Model Bylaw and Guidance. State of Massachusetts. bit.ly/MAmodelTOD.

The High Cost of Free Parking. Donald Shoup.

TOD Zoning Regulations at Gaining Ground Database- TOD Topic. Pace University Land Use Law Center. bit.ly/PaceTOD.

Transit-Oriented Development Toolkit for Connecticut. Connecticut Fund for the Environment, Partnership for Strong Communities, Regional Plan Association, Tri-State Transportation Campaign. bit.ly/TOD_CT.

Appendix

Station					2 Supports Transit-Oriented Development		1 Partial Support		0 No Support	
	Vision	Land Use	Density	Parking	Vision	Zoning	Parking Requirements	Shared & reduced parking		
Ansonia	2	1	1	1	The plan recognizes this area as the main commercial district.	The area is zoned for multiple uses, except for multi-family housing. Buildings up to 3 stories in height. 5.8 units/acre max. It includes commercial, residential and some industrial.	2 spaces per unit + 1 space for every 3 units (multifamily)	Commission may approve reduced parking when shared and also waive parking requirements when within 300-600 ft of municipal parking facility.		
Beacon Falls	2	2	1	0	Encourages higher density and mixed-use development in town center, while decreasing density in rural area; discourages sprawl and preserve land.	Much of the area near station zoned for single-use, large-lot industrial buildings. Within CBD, commercial & 2-family homes are allowed at moderate density (FAR ~1.5, max 8 units/acre for 2 family homes). Special “planned adaptive reuse development zoning” has allowed the redevelopment of former factories into multifamily housing.	Residential: 2/ dwelling unit Commercial & Office: 1/50-300 sq. ft.	For mixed-use lot, sum the parking requirement of all uses. Owners of different lots can establish joint parking area.		
Bethel	2	2	2	1	Calls for rezoning around train station, moderate-density mixed use development ~15-20 du/acre, construction of link to west of tracks for access, and completing sidewalk network approaching station.	Immediately adjacent and to the south of the station, commercial and village center zoning allows mixed-use development with up to 10 units/acre. Village district overlay may grant additional density. Industrial land to the north prohibits other uses.	Residential: 2/ dwelling unit Retail & Office: 1/200 sq. ft. Reductions by special permit for TOD.	Reductions up to 25% for shared parking.		
Branchville Ridgefield	1	0	1	0	POCD Plan incorporates 2002 Branchville Village Plan, promotes Branchville as a focal point, recognizes potential for small-scale TOD, and recommends considering zoning that allows mixed use development (possibly village district) and street, infrastructure investment sensitive to village goals.	Residential and business zones near station only allow low-density single-family and retail/ office up to 40 ft high. Limited opportunity for accessory units.	Residential: 2 spaces/ dwelling unit. Commercial: 1 space per 235 sf retail, 250 sf office.	Allowed in CBD but not at Branchville.		
Branchville Redding	0	0	0	0	Plans focus on Georgetown, located just 1/2 mile to the south of Branchville, where redevelopment would occur around a re-activated Georgetown rail station.	Single-family residential only.	Residential: 1-2 spaces per dwelling unit. Commercial/industrial: 1 space per 200-300 square feet.	Commission may reduce required parking by 20% for shared parking.		
Branchville Wilton	0	0	0	0	Calls for master plan for Georgetown area, exploration of housing opportunities along Route 7 corridor, and zoning to reduce size of retail structures.	Allows only low-density single-family residential. A few parcels zoned for low-density business use.	Residential: 2 spaces/ dwelling unit. Commercial: 1 space per 200 sf retail, 300 sf office.	Shared parking allowed in CBD but not at Branchville.		
Bridgeport	2	2	2	2	Promotes mixed-use and higher density development and flexible zoning. Envisions the downtown to become more pedestrian-friendly and transit-oriented.	Much of the area surrounding train station is zoned as Downtown Village District, which permits mixed(residential, commercial and office)-use and requires development at least 2 stories high up to 20+ stories. Other uses in the 1/2 mile walkshed include Single-, Two- & Three- Family and High Density Residential, Office and Retail Zones..	Residential: Downtown .5 du + 10%, otherwise 1.5/dwelling unit Commercial & Office: 1/100-1000 sq. ft.	Commission may approve reductions for shared parking as well as other TDM strategies such as car-sharing, Payment-in-lieu-of-parking, unbundled parking, employee parking cash out, etc.		

2 Supports Transit-Oriented Development 1 Partial Support 0 No Support

Station	Vision Land Use Density Parking	Vision	Zoning	Parking Requirements	Shared & reduced parking
Cannondale Wilton	1 0 0 0	The master plan calls for revising Cannondale zoning, as it acknowledges that current zoning is not meeting the area's needs.	Besides a small retail district immediately surrounding the station, the area around the station is zoned for low- to medium-density single-family residential.	Residential: 1-2 spaces per dwelling unit. Commercial/industrial: 1 space per 200-300 square feet.	Municipal parking lots may be made available for parking.
Cos Cob Greenwich	1 0 0 0	Plan asks for follow-up study of mixed-use development (including housing) along Post Road, small unit MF housing near train station, and reuse of strip development.	A local business district is at the north edge of the 1/2 mile walk from station allowing mixed use up to .5 FAR density. Station surrounded by mainly low- and moderate-density residential up to ~5 units/acre.	Residential: 1.6-2.6/ dwelling unit. Commercial & Office: 1/150-200 sq. ft.	Shared parking allowed but does not reduce overall parking requirement.
Danbury	2 1 2 1	POCD encourages medium- to high-density commercial and residential development in the urban core (according to executive summary).	CBD zoning allows mix of uses at 100% lot coverage with 5-10 story height max. The 1/2 mile walkshed also includes light commercial and 3-family, multifamily, and high rise residential. Mixed use within one zone not common and requires special permit. 10 dwelling units per acre except in high rise apartments, where 20 efficiency apartments/acre allowed, or within CBD where height limit governs volume.	Residential: 1/efficiency unit, 1.5/1 bedroom unit, 2/ 2 br unit, unit except within downtown revitalization zone (1.5). Retail: 1/150 sq. ft. Office: 1/300 sq. ft.	Primarily weekend or nighttime parking can share space with daytime and weekday parking. Reduced parking in Central Business District. Shared off-site parking may be allowed for high density residential, commercial and industrial districts.
Darien	2 1 1 1	Proposes increasing height limit to 3 stories in commercial areas to allow housing and supports "park-once" strategies.	Most of area is zoned for parking, 2 story commercial, or single-family residential. Residential in upper story allowed closest to train in CBD.	Residential: 2-2.5 spaces per unit. Commercial- 1 space per 150-250 sq ft of gross floor area.	Commission may approve reductions for shared parking.
Derby-Shelton Derby	0 2 2 1	POCD recommends revitalizing downtown with pedestrian friendly streetcapes, visible parking, and building reuse, but does not address rail station as driver of development.	About half of walkshed is zoned CDD and allows a mix of uses. No limits on building height/volume, residential allowed up to 12 units/ acre. Remaining area is single use industrial, business, or residential.	Residential: 2 spaces per dwelling unit. Commercial: 1 space per 50-150 sq ft.	Commission may reduce requirements up to 50% for joint parking.
East Norwalk	2 2 2 1	This is an area already with mixed use development and the plan promotes more development in the future.	Immediate area zoned for industrial/multifamily up to 4 stories (5 with 30% affordable housing) and mixed-use neighborhood business (2 1/2 stories). Bulk of surroundings zoned for SF residential.	Residential- 1.5-2 spaces per dwelling unit. Commercial/industrial: 1 space per 200 square feet.	10-50% reduction depending on use combination. Off-premise parking may also be approved.
Fairfield	2 2 2 1	POCD plan supports pedestrian-oriented design, active first floor uses, reduced parking, and buffer of multifamily housing around center.	Immediate surroundings includes the entire "Center Designed District" which allows mixed residential-commercial uses, and a small area of designed residential, which is now multi-family residential buildings. Densities of 1.5-2 FAR, 4-5 stories. Further out is mostly A Residential, max density 6.9 units per acre. At southern edge of walkshed is B residential, 10 units/acre.	Residential: 2-3/ dwelling unit, reduction possible in commercial and "designed residential" districts. Commercial & Office: 1/40-250 sq. ft. Central Designed Business Districts: 1 for the first 1500 sq. ft.; 1 per additional 250 sq. ft.	Commission may reduce parking requirements upon review of a parking study indicating reduced demand.
Fairfield Metro Fairfield	2 2 2 1	Amendment to POCD passed in 2010 envisions station as hub of compact mixed-use development.	Recently passed Commerce Drive Area Designed District and TOD Park overlays closest to station allow mixed use & multifamily TOD, density up to 17 units/acre or in TOD park up to 50 bedrooms/ acre. Higher density TOD requires 10% affordable component. Areas further out are low density residential, business and industrial.	Residential: 2-3/ dwelling unit, reduction possible in commercial and "designed residential" districts. Commercial & Office: 1/40-250 sq. ft. Central Designed Business Districts: 1 for the first 1500 sq. ft.; 1 per additional 250 sq. ft.	Commission may reduce parking requirements upon review of a parking study indicating reduced demand.

2 Supports Transit-Oriented Development 1 Partial Support 0 No Support

Station	Vision Land Use Density Parking	Vision	Zoning	Parking Requirements	Shared & reduced parking
Fairfield Metro Bridgeport	0 2 2 2	POCD plan references upcoming Black Rock NRZ plan, which was prepared in 2008 and supports zoning that maintains existing mix of uses as well as expanded transit.	Area in 1/2 mile walkshed includes Two- & Three-Family and High Density residential districts, and Office and Retail districts. Office and Retail are allowed in residential districts by special permit; multifamily allowed in business districts. Densities 5-15 units/acre, 3-4 story commercial.	Residential: 1.5 spaces per unit. Office: 1 space/250-300 sf.	Commission may approve reductions for shared parking as well as other transportation demand management strategies such as car-sharing, Payment-in-lieu-of-parking, unbundled parking, employee parking cash out, etc.
Glenbrook Stamford	2 2 2 2	Master plan calls for low-density neighborhood commercial surrounded by low-density single- and multi-family with a focus on developing regulations to create a community center	Zoning allows Low Density Single Family, Low Density Multi Family, Commercial- Neighborhood Business (V-C, Village Commercial District). Some zoning closes to station for mixed use FAR up to 1.5, mf up to 17 units/acre, but most is for 5-7 units/acre	1- 1 2/3 space per unit (lower near station).	Shared parking may reduce overall requirement.
Green's Farms Westport	0 0 0 0	No specific statement about mixed-use or higher density development around Greens Farm Stations.	The 1/2 mile walkshed is zoned as low density residential, with a max density of 0.5 dwelling unit per acre.	Residential: 1.75 - 2.50/ dwelling unit. Commercial & Office: 1/50-250 sq. ft.	None.
Greenwich	1 2 1 0	Plan asks for follow-up study to review zoning and consider housing, parking, etc.	Business districts allows commercial/residential up to 3 stories. Moderate density residential (up to ~5 per acre) in surrounding residential	Residential: 1.6-2.6/ dwelling unit Commercial & Office: 1/150-200 sq. ft.	Shared parking allowed but does not reduce overall parking requirement.
Merritt 7 Norwalk	0 1 2 1	No reference to Merritt 7 in the POCD plan.	Areas closest to station zoned for office, 8 story max with FAR up to 1.5. MF residential with special permit. Additional business zone allows business & residential up to 3 stories. Surrounding residential is 1&2 family zone.	Residential: 1.5-2 spaces per dwelling unit. Commercial/industrial: 1 space per 200-400 square feet.	10-50% reduction depending on use combination. Off-premise parking may also be approved.
Milford	2 2 2 1	2002 Plan of Conservation and Development promotes mixed-use and multi-family housing in centers and corridors but recommends avoiding mixing commercial and residential to reduce traffic impacts.	1/2 mile walkshed is covered mostly by Milford Center Design Development (MCDD) District, allowing mixed-use buildings containing two or more permitted uses, maximum FAR 3.0. Balance of area single-family residential.	Residential: 2-3/ dwelling unit. Commercial: 1 space per 250 square feet.	Zoning Board may approve reductions in mixed-use lot.
Naugatuck	2 1 2 0	Draft 2012 POCD identifies TOD-ready sites, includes a bike/pedestrian network plan, and has more recommendations for promoting mixed-use and higher-density development. 2001 Plan generally discounts the potential of station to draw ridership or TOD, but CBD recommendations include high-lot-coverage development including residential up to 40 units/acre.	Most uses in business district, including multifamily housing, require special permit. Maximum FAR of 2 downtown, with 6 story maximum height & 8 maximum units per acre. In residential area beyond CBD, multifamily development requires special permits. Industrial zones prohibit residential.	Residential: 1&2 family homes: 2 spaces/ dwelling unit. Multifamily homes: 3 spaces/dwelling unit. Commercial & Office: 1 space per 200 sf ground floor retail/office, 1 space per 300 square feet upper floors.	None.
New Canaan	1 2 2 1	POCD plan recommends study of Town Center to support/ enhance center, promote balanced mixed-use, enhance pedestrian conditions, improve parking & traffic circulation and proposes review of zoning (since implemented). Areas near town center recommended for continued multifamily development (3-6 units/acre).	CBD around station supports ground-floor retail with small offices or apartments on upper floors. Max height 2-3 stories. District on edge of CBD near station allows larger office buildings. Surrounding apartment zone allows low-density multifamily (approx 8 units/acre, 25% coverage and 2 1/2 story ht).	No minimum parking required in Retail A zone (core downtown). Residential: 2 spaces per unit. Commercial: 1 Space per 100-300 sq ft of gross floor area	Commission may reduce requirements by up to 25% or 5 parking spaces for shared parking. Commission may also accept a fee-in-lieu of parking to support public parking facilities.

2 Supports Transit-Oriented Development 1 Partial Support 0 No Support

Station	Vision Land Use Density Parking	Vision	Zoning	Parking Requirements	Shared & reduced parking
New Haven-State Street	2 2 2 2	New development and redevelopment calls for high quality mixed-use site plans in downtown and station area.	Station surrounded by central business, high and high-middle density residential, and planned development districts. FARs of up to 6 with residential densities of up to ~40 per acre.	Residential: 1/ dwelling unit. Commercial: 1/100-600 sq ft.	Bicycle parking space can replace every 10th parking space. Mixed-use building can share parking, half of all residential parking spaces counting towards nonresidential requirements.
New Haven-Union Station	2 2 2 2	Calls for mixed-use development around station area.	Moderate-density Business and residential districts around station with maximum 2.0 FA and ~20 dwelling units per acre. Station area is subject of several planning initiatives.	Residential: 1/ dwelling unit. Commercial: 1/100-600 sq ft.	Bicycle parking space can replace every 10th parking space. Mixed-use building can share parking-- half of all residential parking spaces counting towards nonresidential requirements.
Noroton Heights Darien	2 1 1 0	Proposes increasing height limit to 3 stories in commercial areas to allow housing and supports "park-once" strategies.	Most of area is zoned for parking, 2 story commercial, or single-family residential. Small area of 2 story multifamily.	Residential- 2-2.5 spaces per unit.	Commission may approve reductions for shared parking.
Old Greenwich	2 2 1 0	Plan recommends evaluating lots near station for TOD, particularly housing.	Station surrounded by small business district 2 1/2 story, 5 FAR mixed-use, then low- and moderate-density residential. Includes industrial re-use parcel allowing low-density conversion to office or residential.	Residential: 1.6-2.6/ dwelling unit. Commercial & Office: 1/150-200 sq. ft.	Shared parking allowed but does not reduce overall parking requirement.
Port Chester (Byram) Greenwich	2 1 1 0	Neighborhood plan calls for limited contextual infill & ped/parking improvements. Does not recommend land use changes in existing commercial/industrial lots.	Pockets of business zones allow mix of retail, office, & residential. Surrounding 2-family residential zone.. Residential zones approx 10 units/acre (2 family homes). Business district development limited to .5 FAR, 3 stories.	Residential: 1.6-2.6/ dwelling unit; Commercial & Office: 1/150-200 sq. ft.	Shared parking allowed but does not reduce overall parking requirement.
Redding	1 0 0 1	Calls for mixed commercial/ residential community center and suggests additional planning needed.	Parcels nearest the station are zoned neighborhood business, which allows small retail (up to 40' high) and services. 1 bedroom accessory units possible with site plan review. Elsewhere only single family is allowed.	Residential- 2 spaces per dwelling unit Commercial/industrial 1 space per 150-250 square feet	Commission may reduce requirement by up to 20% with shared parking.
Riverside Greenwich	0 0 0 0	Plan emphasizes preservation of existing village via small neighborhood-oriented businesses and potential village district zoning.	Low-density single-family residential zoning.	Residential: 2-2.6/ dwelling unit.	Shared parking allowed but does not reduce overall parking requirement.
Rowayton Norwalk	0 0 0 1	No mention in POCD of any changes in use for area.	Single-family zoning in both Norwalk and adjacent Darien.	Residential:- 1.5-2 spaces per dwelling unit Commercial/industrial: 1 space per 200-400 square feet.	10-50% reduction depending on use combination. Off-premise parking may also be approved.
Seymour	2 1 2 1	The city wants to continue the mixed use development in the area in the future. There is already mixed use development around the station and POCD wants more.	Commercial and apartments allowed in CBD with site plan review. Limited multifamily allowed in residential areas through special permit (no commercial).	Residential: 2/ dwelling unit. Commercial: 1 space/~180 sq. Ft.	Shared parking can reduce overall parking by half with p&z commission approval.
South Norwalk	2 2 2 1	POCD plan proposes and expects mixed use development in the area.	Zones extend N,S, & W to allow mixed-use between 4 and 12 stories. Low density neighborhood business and residential in remainder.	Residential: 1.5-2 spaces per dwelling unit, Commercial/industrial 1 space per 200 square feet.	10-50% reduction depending on use combination. Off-premise parking may also be approved.

2 Supports Transit-Oriented Development 1 Partial Support 0 No Support

Station	Vision Land Use Density Parking	Vision	Zoning	Parking Requirements	Shared & reduced parking
Southport Fairfield	0 2 1 1	POCD plan supports conversion of industrial uses to neighborhood commercial district which includes mixed-use residential.	1/2 mile walkshed includes "Neighborhood Designed District" and "Designed Commercial District", which allow upper-floor residential and densities of 1-1.5 FAR, 3-4 stories. Walkshed also includes A, B, C, R-3 Residential districts (3.2-5 units/acre)	Residential: 2-3/ dwelling unit Commercial & Office: 1/40-250 sq. ft. Central Designed Business Districts: 1 for the first 1500 sq. ft.; 1 per additional 250 sq. ft.	Commission may reduce requirements in commercial zones by up to 50%.
Springdale Stamford	1 2 2 2	Master plan calls for low-density neighborhood commercial surrounded by low-density single- and multi-family with a focus on developing regulations to create a community center.	Nearest station, village commercial district allows FAR of 1.5, up to 4 stories. Surrounding is lower density commercial (FAR 1.0) and residential <10/ acre, except for small pocket of higher density multifamily.	1- 1 2/3 space per unit (lower near station)	Shared parking may reduce overall requirement
Stamford TC	2 2 2 2	Master plan calls for mixed use development.	The station surrounding is zoned Transportation Center Design District, Central Commercial, General Commercial, Multifamily residential, etc. Mixed-use development allowed in commercial districts. Multifamily Residential (R-MF) min lot area of 2000 sq. ft. per dwelling unit.	1 1/2 spaces per unit in central city zone.	Overall requirements may be reduced to 2 spaces per 1,000 sq ft of gross floor area for shared parking, TDM, or contributions to public transit.
Stratford	1 1 1 1	Recommends rezoning some industrial land for mixed-use.	Station area includes scattered commercial mixed-use zones surrounded by mostly single-family residential and some industrial. Densities up to 11.5 units/acre in commercial mixed-use zones, 6 units/acre in residential zones. Higher densities allowed for affordable units. New TOD Zone adopted just outside 1/2 mile radius.	Residential: 1 space per 1 & 2 famiyl units. 3+ unit buildings,;1.5 spaces/1 bedroom unit, 2 spaces/2+ bedroom units. Aff. hsg. require s2 spaces per unit + 10% additional. Commercial: 1 space per 250 square feet.	Reduction of 20% or more only in "planned economic developments."
Talmadge Hill New Canaan	0 0 0 0	Both the Master Plan and Zoning call for very low density residential (between <.25 units per acre and 1 unit per acre), and open space.	Very low density residential (between <.25 units per acre and 1 unit per acre), and open space.	Residential: 2 spaces per unit. Commercial: 1 Space per 100-300 sq ft of gross floor area.	None.
Waterbury	2 2 2 1	Encourages mixed-use in downtown and neighborhood districts, with no residential density limit in the central business district.	CBD has no limits on development but requires special permit process. Redevelopment must relocate displaced parking. 1/2 mile walkshed also includes high- and medium-density residential (8-24 units/acre) and 4-5 story commercial development.	Residential: 1.5/ dwelling unit. Commercial & Office: 1 space per 200-250 square feet. No minimum parking in CBD.	Special permit can reduced parking requirements for proximity to transit, shared parking, transit subsidies, etc.
West Haven	2 2 2 2	Includes extensive plan for TOD district including action plan outlining responsibilities for implementation and associated costs.	TOD district around station allows medium to high density mixed-use in prescribed residential:commercial ratio. Surrounding zones allow lower density mixed use or multifamily development.	Residential: 1 space per bedroom. Minimum 2 spaces per unit except in TOD district. Commercial: 1 space per 200 square feet.	Non-residential zones allow off-site parking, but not shared parking.
Westport	2 2 1 0	Mixed residential and commercial uses are encouraged in Saugatuck Center.	1/2 mile walkshed includes business districts which permit low-density commercial & residential mixed-use with FARs of 0.25-0.5. Surrounding residential area is single-family with maximum density of 7.3 DU/acre.	Residential: 1.75 - 2.50/ dwelling unit. Commercial & Office: 1/50-250 sq. ft.	Up to 50% reduction possible by Commission.
Wilton	0 1 1 1	Emphasizes status quo for development, but asks for additional pedestrian connections especially to connect to train station.	Wilton Center allows mixed-use development by special permit in a small retail area near the station and low-density multifamily further out by special permit.	Residential- 1-2 spaces per dwelling unit. Commercial/industrial 1 space per 200-300 square feet.	Municipal parking lots may be made available for parking.



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Regional Plan Association is America's oldest and most distinguished independent urban research and advocacy organization. RPA works to improve the infrastructure, economic competitiveness and sustainability of the New York-New Jersey-Connecticut metropolitan region. A cornerstone of our work is the development of long-range plans and policies to guide the growth of the region. Through our America 2050 program, RPA also provides leadership in the Northeast and across the U.S. on a broad range of transportation and economic-development issues. RPA enjoys broad support from the business, philanthropic, civic and planning communities. For more information about Regional Plan Association, please visit our website, www.rpa.org.

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FINANCING TRANSIT-ORIENTED DEVELOPMENT THROUGH VALUE CAPTURE STRATEGIES

Kevin Dwarka, JD, Ph.D.

Dwarka Land Use & Economic Consulting

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Introduction

In the early 1900s, William Wilgus, the Chief Engineer of New York Central Railroad imagined a new Grand Central Terminal on the east side of Midtown Manhattan. The proposed terminal and its sunken bi-level rail yards promised the city a grand architectural statement, greater terminal capacity, and electrification of the system. No public financing was required under the engineer's ambitious plan. North of the existing terminal were open air rail yards also owned by New York Central Railroad. Wilgus surmised that decking over the yards and selling the air rights above them could be used to repay the debts for the new terminal. The idea worked. The new Grand Central Terminal opened in 1913 and within 20 years, a thriving district known as "Terminal City" grew up around it with luxury apartment houses, hotels, and offices lining a fashionable new roadway called Park Avenue. Today, Wilgus' idea is known as "value capture", the idea that transportation infrastructure can be financed by capturing the appreciation in land value that results from enhanced access and locational advantage.

Throughout the United States, transit agencies, municipalities, and economic development groups are increasingly exploring value capture as a way to offset the public costs of transit infrastructure and channel new development to areas within walking distance of a transit station. Presented below is a description of the most widely considered value capture strategies and examples of the ways they have been enlisted to catalyze TOD.

Tax Increment Financing

A widely used redevelopment tool is tax increment financing ("TIF"). TIF programs are often used to promote economic development in areas where a high number of distressed or vacant properties cripples the city's capacity to recover its ongoing

operating costs through property taxes. By capturing the value of future land appreciation, a TIF program aims to heighten the level of public services in a given area while also helping a city become fiscally solvent. When paired with TOD planning, TIF offers a strategy for financing the transit infrastructure necessary to attract developers to vacant or underutilized parcels are ripened for transit-oriented development.

Under a TIF program, a municipality designates a part of the city as a TIF district. The city then finances infrastructure improvements within this district by selling bonds that are repaid by the higher property taxes that will be collected in the TIF as a result of the improvement. However, not all of the property taxes of a given property in a TIF are used to service the debt on the bonds. The city repays the bonds only with the incremental increase in property tax that accrues after implementation of the infrastructure improvement. The baseline amount of property tax that was collected prior to the improvements is essentially frozen and continues to flow to the city's general revenues. Upon expiration of a TIF program, which can last as long as 20 to 30 years, the total amount of property tax assessed within the district goes back to the general revenues. In this way, the benefits of the TIF program are not simply limited to the TIF district but eventually serve to expand the tax base for the entire city.

A large-scale example of using TIF to finance transit-oriented development is Atlanta's Beltline Redevelopment Plan. Aiming to redress decades of suburban sprawl and rising traffic congestion, the \$2.8 billion Beltline project envisions a new 22 mile looped rail corridor that would serve almost 30,000 new housing units, 1.3 million square feet of retail space, and 5.2 million square feet of industrial space in a 6,500 acre redevelopment district . To fund the rail line along with a host of other amenities including parks and trails, the Atlanta City Council approved the sale of bonds that will be repaid from the incremental property tax collected from the new development in the Beltline redevelopment area. Fifteen percent of the bond funds must be used to finance a housing trust fund that will help finance more than 5,500 units of workforce housing. The financing mechanism will stay in effect for 25 years after which all of the property taxes in the redevelopment area will be channeled back into general revenues and split between the city, county, and schools.

It is also possible to use TIF monies to finance smaller changes including minor upgrades and repairs to transit facilities. In Chicago, for example, TIF monies have been used to upgrade Chicago Transit Authority's rail stations including relatively modest improvements to station entrances, lighting fixtures, and platforms.

PILOTS

Payments in Lieu of Taxes (or "PILOT") is a financing mechanism similar to tax increment financing. PILOT programs vary from TIF programs in two fundamental

ways. First, the revenue collected is not property tax per se but a substitute fee. In essence, the PILOT property becomes tax exempt but subject to a tax equivalency payment that is lower than the amount the developer would have paid as a property tax. As such, the PILOT is as much a tool for infrastructure finance as it is an incentive for developers. Second, and more important, the total amount of the PILOT revenue is used to repay the bonds. Under a TIF arrangement, only the incremental increase in property tax is captured for the purposes of infrastructure financing.

The PILOT funds are used to finance the project itself or its supporting infrastructure. A PILOT district can be created so that new development in a given area is designated as a special financing district where real property tax revenue is channeled to service the bond debt acquired to finance area improvements.

The Hudson Yards Financing District (HYFD) is an especially ambitious example of using PILOTs to finance transit-oriented development. In 2005, the New York City Council approved a redevelopment plan for Manhattan's far west side. Integral to the proposed development is the extension of the #7 subway line to a terminal station on 11th Avenue. The Hudson Yards plan entails the sale of development rights for the area above active open air rail yards as well as infill development throughout the surrounding area. To finance the subway extension as well as other public realm improvements in the redevelopment area, a newly created development corporation, the Hudson Yards Infrastructure Corporation (HYIC), sold \$3 billion in bonds with one issue of \$2 billion in 2007 and another \$1 billion issue in 2012. As part of a complex financing program that also includes considerable city support from New York City's general revenues, PILOTs will eventually be used to repay these bonds. In order for an office building to qualify for inclusion in the PILOT program, it must be 1 million square feet in size, dedicate 75 percent of its usable space to Class A office space or other commercial uses, and utilize 90% of its allowable floor area ratio. The first building to meet these qualifications will be an office tower built by the Related Company on the eastern side of the rail yards. Based upon the current construction schedule, it will take another four or five years before the building generates PILOT revenue.

PILOTs can also be used to finance smaller scale TOD projects. For example, the Village of Farmingdale in Long Island is contemplating the use of PILOTs for Bartone Plaza. At buildout, this 3½-story mixed use project would provide 154 units of housing and almost 20,000 square feet of retail space all proximate to a Long Island Rail Road station (which one?). Once authorized by the Nassau Industrial Development Agency, the PILOTs will provide the developers with a tax abatement or reduction. However, this initial project could also catalyze further development around the station, thus leading to a long-term expansion of the village's tax base.

District Improvement Funds

The success of TIF and PILOT programs are contingent upon the real estate market. If the market is sluggish or land value increases are overestimated, then the public sector may end up having to dip into its general revenues in order to service debt incurred. An alternative value capture approach that does not involve this type of risk to the public entity is the District Improvement Fund (DIF). Under a DIF program, developers contribute to a special fund in exchange for the right to build new projects at a greater density than would be permissible under the existing zoning code. The revenue that accumulates in the fund is then used for improvements such as transit and pedestrian infrastructure to accommodate the increased densification resulting from the upzoning.

Along with PILOTS, DIF is another financing strategy enlisted for Hudson Yards. Under the 2005 rezoning for the area, developers were authorized, as an incentive to build additional floor area space and community facilities, if they contributed to a DIF. This incentive enables the construction of taller building heights, an especially valuable premium for the sale of top floor luxury apartments. The cost for participating in the Hudson Yards DIF program was initially set in 2005 at \$100 dollars a square foot but has since risen to \$120 per square foot in accordance with annual increases in the consumer price index. So far, the HYIC has collected more than \$88 million in revenue through the DIF program.

One drawback of the DIF approach is that the revenue is acquired incrementally instead of up-front as in a bond issuance. Also, unlike the recurring flow of revenue provided by a TIF program, a second drawback of a DIF is that it provides a city only a one-time injection of revenue from a given developer. On the other hand, the DIF concept can also be used to support far more modest densifications than those proposed for Hudson Yards. Density bonuses purchased in exchange for contributions to transportation funds can be used to finance minor pedestrian improvements, transit shelters, and lighting improvements on a more localized basis.

A DIF is also proposed as part of the planned rezoning of Manhattan's East Midtown, including the area between East 39th Street to the south, East 57th Street to the north, Second and Third Avenue to the east, and Fifth Avenue to the west. Currently winding its way through the city's land use review process, the proposed rezoning would enable the replacement of the area's older office buildings with larger floor-plate Class A office buildings built at a higher scale than permissible under the current zoning resolution. Developers would pay \$250 per square foot for the additional air rights that would be made available on certain qualifying sites as of right or by special permit depending on location and the degree of density bonus. The sale of the air rights presumes the

demolition of existing buildings and their replacement with new taller buildings rather than the construction of rooftop additions.

The already existing congestion and cost of reconstruction for Midtown East's transit facilities and pedestrian infrastructure have raised concerns, however. The DIF may not generate enough funding and fast enough to cover the costs of the improvements necessary to support the area's increased density. The DIF proposed for the Midtown East project will be the subject of a more comprehensive article this fall.

Special Assessment Districts

Another way that municipalities might think about recovering the infrastructure costs associated with TOD programs would be through the creation – with the support of affected property owners – of a Special Assessment District (SAD). In a SAD, a city assesses a tax on properties receiving a direct benefit from a certain infrastructure improvement. The amount of the special assessment (sometimes called a betterment levy) corresponds with the degree of benefit that accrues to a certain property. What distinguishes special assessment districts from traditional impact fees is that they are created with the support of the property owners themselves. As a result, SADs do not trigger the thorny legal questions that often arise for municipalities contemplating impact fees. The enabling legislation for SADs typically requires that a certain percentage of property owners in the SAD district agree to be taxed in order to reap the benefits of a proposed public improvement.

A large-scale example of a SAD is the Dulles Metrorail expansion in Washington D.C. The 23-mile extension of the Metrorail system to serve the rapidly growing Dulles Corridor is being financed in part by a special assessment against commercial landowners along the corridor. The SAD was created because a sufficient percentage of landowners petitioned the Virginia Board of Supervisors to assess the tax, which rises to as much as 22 cents per \$100 dollar of assessed property value. These revenues, expected to total \$400 million, not only help to service the debt acquired to finance the extension but also to serve as the required local match for securing federal funding.

The SAD concept can be used to finance less capital intensive infrastructure. For example, cities including Portland, Tampa, and Charlotte have used SAD to finance streetcar and light rail systems. Maryland's Montgomery County is exploring the possibility of using SAD to finance a new 160-mile, county-wide bus rapid transit network. Meanwhile, numerous cities throughout the country have long used a variation of SADs, Business Improvement Districts (BIDS), to help finance street beautification and landscaping programs along main commercial streets. Increasingly, these organizations of business owners are more receptive to financing not only

aesthetic improvements but also the “complete streets” interventions and transit services that are essential to TOD. In New York City, for example, the Flatiron 23rd Street Partnership assumed financial responsibility for a pedestrian plaza that not only offers a public amenity but also facilitates safer pedestrian movements around a key transit node in Manhattan. In Washington DC, BIDs have played an active role in planning, extending, and financing the DC Circulator bus service that helps connect workers to job centers and link up rail stations.

Conclusion

Value capture strategies are not risk-free nor are they necessarily simple to design or easy to gain acceptance. Before embarking upon a value capture approach to TOD finance, cities need to research their statutory authority and to make difficult projections about future land use values. These projections are always subject to the inherent volatility of real estate markets no matter how conservative may be the assumptions that underlie them. Value capture strategies also introduce political tensions related to the diversion of public revenue from general budgets to ear-marked programs. Given public concerns about ensuring the availability of funding for city-wide expenditures, including schools and utilities, municipalities need to carefully assess the short and long-term implications of channeling value capture funds to particular TOD investments. On the other hand, value capture is as much of a conceptual planning framework as it is a financing strategy. Simply by examining the possibility for financing transit through land use appreciation, cities not only uncover possible funding sources but also arrive at new ways of tightening the linkage between transit investment and land use planning.

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FOSTERING TOD IN CT: A DISCUSSION WITH CT DOT COMMISSIONER JIM REDEKER

AUGUST 28, 2014 AT 2:09 PM



Connecticut is undergoing a transportation transformation, and Governor Malloy is leading the charge with the help and support of Department of Transportation Commissioner Jim Redeker. "Governor Malloy is deeply committed to transportation as an investment in Connecticut's infrastructure," says Commissioner Redeker.

Stemming from the Governor's experience as the Mayor of Stamford,[1] Governor Malloy has a grasp of the importance of

transportation infrastructure and Transit-Oriented Development (TOD) to the future of Connecticut according to the Commissioner according to the Commissioner. The Governor clearly sees the connection between transportation, the state's economic well-being and the quality of life for the state's residents. Commissioner Redeker explains: "Finding smart, practical ways to connect housing and employment centers to transportation is an important initiative of the Governor's administration and serves a critical step to growing the state's economy and making Connecticut a more vibrant place to work and live. The projects that we're supporting will help these towns and surrounding regions take tangible steps in making their communities more walkable, more accessible, and more attractive to residents and employers alike." [2]

Commissioner Redeker further notes, "A hallmark of the Malloy administration has been cooperation across the different functional entities that typically didn't work together." Indeed, Governor Malloy has worked to integrate the efforts of the various state departments responsible for economic development and transportation initiatives (namely, the Departments of Economic Development, Transportation, and Energy and Environmental Protection). [3] The goal of this integration is to change the way that Connecticut engages in economic growth, development and infrastructure investment. The three departments meet monthly to coordinate priorities, and one key focus is to drive the TOD agenda. In the course of their work together, the commissioners, known as the "Three Amigos," have focused on a common agenda that has smoother project development and expedited permitting processes between the Departments of Transportation and Energy and Environmental Protection, speeding development projects across the state.

Another facet of Governor Malloy's commitment to TOD is his belief in the power of TOD planning grants and financing to spur projects. In October 2011, the state invested \$5 million in a statewide planning grant program to facilitate TOD development at the municipal level. The money, awarded to 11 different municipalities, funded planning initiatives, economic analyses, or the adoption of TOD-supportive zoning. [4] Then on April 30 2014, the Governor announced the creation of a \$15 million TOD fund that will "create jobs, reduce congestion by encouraging mass transit ridership, build new

affordable housing in walkable communities near transit and improve [the state's] quality of life.”[5] Specifically, this fund will support financing for TOD projects along both the CTfastrak and New Haven-Hartford-Springfield transit corridors, described below. The state and the Connecticut Housing Finance Authority (CHFA) are each contributing \$1 million along with \$13 million of private capital provided by LISC (Local Initiatives Support Corporation) Connecticut, who will also serve as the fund manager.[6]

As the Commissioner notes: “There’s far more than just transit ridership potential. While TOD is relatively new in Connecticut, every one of the towns in the corridors has embraced smart growth and development. The energy level and excitement about the potential of TOD is palpable, as the State is targeting investments to sustain and accelerate economic growth.”

This excitement extends to Connecticut’s commitment to both transit infrastructure and TOD: the CTfastrak Bus Rapid Transit (“BRT”) line. CTfastrak is currently under construction and TOD development is already occurring. Once complete, the project, the first BRT system in Connecticut, will serve as a major regional transit system in central Connecticut. Construction on the project began in 2012 and Commissioner Redeker expects service to begin in March 2015.

The CTfastrak corridor is significant as an infrastructure tool for revitalizing local economies.[7] It’s an ideal location for TOD growth and investment. As Commissioner Redeker explains: “TOD functions best with jobs in education, knowledge, and healthcare located nearby. Sixty-one percent of all jobs in the corridor are TOD-supportive, similar to other successful corridors such as Charlotte [North Carolina]. This is a unique corridor to connect jobs and development.”

As part of the CTfastrak TOD strategy, the DOT has “identified each of the station areas in terms of their market strengths and station-area conditions and identified strategies for each station,” Commissioner Redeker explains. Hartford is a good example of the approach to housing. Investments in housing reuse existing commercial space creating density in proximity to stations, and most of those stations have high-density employment centers. In addition, there are three hospitals and three colleges/universities on the line. These serve as “anchor institutions” for development. The state also owns office space in the areas, so there is both public and private development taking place around the stations.

Following this strategy, several TOD projects are already under construction with more in the discussion and planning phase. For example, a potential mixed-use development project has been proposed for the Cedar Street Station in Newington, and Commissioner Redeker notes that the interest is so high that the department “can’t keep up with TOD interest.” In Hartford, developments are springing up near the terminal including a \$50 million mixed-use project planned for Pearl Street, a \$22 million mixed-use renovation of a former hotel on Constitution Plaza, and an \$80 million residential high rise at 777 Main Street.[8] There are also several mixed-use projects underway near the New Britain station.[9]

CTfastrak includes other elements that support TOD. CTfastrak will feature dedicated bike racks at stations, on-board bike racks on each bus[10] and features a five-mile pedestrian and cyclist trail that runs alongside part of the BRT alignment. CTfastrak will link to a number of local bus routes, circulator routes, express bus routes and rail lines systems, connecting passengers across the region.[11] [12]

CTfastrak is not the only ambitious project underway in Connecticut with significant TOD potential. The New Haven-Springfield high-speed rail line presents significant opportunities for TOD. The line is expected to begin service in 2016.[13] Intercity service to New York City with higher speed trains will be expanded, along with a new commuter rail service between Springfield and New Haven, providing

further opportunities for economic development. The state is covering 42% of the construction cost, because Governor Malloy sees the power of investment in transportation infrastructure and service.[14]

“This is an opportunity to shape these corridors.” Commissioner Redeker says. This vision from the Governor and the Commissioner is what’s helping move Connecticut forward. For more information on CT**fastrak**, visit <http://www.ctfastrak.com/>; for New Haven-Hartford-Springfield, visit <http://www.nhhsrail.com/>; and for the Department of Transportation, visit <http://www.ct.gov/dot>

[1] As Commissioner Redeker notes, since Stamford’s success as a transportation hub is demonstrated by the fact that “more people commute into Stamford than out of it for work,” evidence of the powerful impact transportation and TOD can have on a local economy.

[2] CT**fastrak**, *Sparking New Investment, Transit Oriented Development Plans*, <http://www.ctfastrak.com/news/special-features/17-special-features/74-sparking-new-investment-transit-oriented-development-plans-sf>.

[3] Jan Ellen Spiegel, *The CT Mirror, A Push for Transit Oriented Development, But In What Direction?*, February 13, 2012, <http://www.ctmirror.org/story/15225/push-transit-oriented-development-what-direction>.

[4] Press Release, *Malloy Administration Approves \$5 Million for Local ‘Transit-Oriented Development’ Projects*, October 13, 2011, *available at* <http://www.governor.ct.gov/malloy/cwp/view.asp?A=4010&Q=488506>.

[5] Press Release, *Governor Malloy Announces Fund to Spur Economic Growth and Transit Oriented Development Along Expanding Connecticut Transportation Corridors*, April 30, 2014, *available at* <http://www.governor.ct.gov/malloy/cwp/view.asp?Q=544134&A=4010>.

[6] Id.

[7] Scott Whipple, *Some Say CTfastrak Will Be First Step to City’s Renewal*, *New Britain Herald*, May 4, 2013, <http://www.newbritainherald.com/articles/2013/05/04/news/doc5185bc9280b41550650851.txt>.

[8] CT**fastrak**, *Sparking New Investment, Transit Oriented Development Plans*, <http://www.ctfastrak.com/news/special-features/17-special-features/74-sparking-new-investment-transit-oriented-development-plans-sf>.

[9] Ryan Lynch, *Tri-State Transportation Campaign, Connecticut Busway Already Leading to Investment Close to Stations*, April 17, 2012, <http://blog.tstc.org/2012/04/17/connecticut-busway-already-leading-to-investment-close-to-stations/>.

[10] Connecticut Department of Transportation, Press Release, *New Britain-Hartford Busway Project Approved to Receive \$275 Million in Federal Transit Funds*, at 2, November 21, 2011, *available at* http://www.ctfastrak.com/documents/Busway_Media_Kit_November-21-2011_Final.pdf.

[11] CT**fastrak**, *Bus Rapid Transit Map*, *available at* <http://www.ctfastrak.com/ctbusway/src/index.html>.

[12] Connecticut Department of Transportation, Press Release, *New Britain-Hartford Busway Project Approved to Receive \$275 Million in Federal Transit Funds*, at 3, November 21, 2011, available at http://www.ctfastrak.com/documents/Busway_Media_Kit_November-21-2011_Final.pdf.

[13] New Haven-Hartford-Springfield Rail Program, *Frequently Asked Questions*, http://www.nhhsrail.com/pdfs/nhhs_faqsfactsheet.pdf.

[14] The 42% statistic was provided by Commissioner Redeker during an interview with TOD Line.

ITDP'S TOD STANDARD: BENCHMARKING AGAINST INTERNATIONAL BEST PRACTICES

MARCH 28, 2014

By: Audrey Friedrichsen, Esq., Scenic Hudson



The Transit Oriented Development (“TOD”) Standard was drafted by the Institute for Transportation and Development Policy (“ITDP”) as an assessment, recognition and policy guidance tool to benchmark practices and policies against what is considered international best practice in urban development. The TOD Standard “recognizes development that is proactively oriented toward, rather than simply located adjacent to, public transport.” It analyzes whether a proposed urban development promotes high-quality, car free lifestyles through the ITDP’s eight *Principles of Transport in Urban Life*: (1) promote walking; (2) promote cycling; (3) create networks of streets and paths; (4) locate near high quality public transit; (5) provide for mixed

use; (6) create density and transit capacity; (7) create short commutes; and, ultimately, (8) shift away from road use and parking for cars (the “Principles”).

A wide range of stakeholders, including governments, developers and investors, planners and designers, sustainable development advocates, and interested citizens may use the TOD Standard to evaluate existing and proposed development projects, guide policy, and advocate for higher-quality, transit oriented communities. Its ultimate purpose is to minimize the use of personal motor vehicles and thus reduce greenhouse gas emissions.

The TOD Standard is only applicable to a development that satisfies all the following requirements:

- The development is within an 800 meter walking distance (not radius) from a high-capacity transit station.
- The development creates or transforms a minimum of four city blocks separated by publicly accessible walking paths or streets. A project that takes a single block and breaks it into smaller blocks is eligible.
- The development creates a minimum of 20,000 square meters of aboveground gross floor area.

Once such a development is identified, a scoring system that distributes 100 points and 50 negative points across a number of different measurable indicators, or metrics, is applied. Under each Principle, there are a number of performance objectives, and each performance objective has one or more metrics, for a total of 24 metrics. For example, under Principle 2, which is to prioritize non-motorized transport networks, i.e., promote cycling, there are two performance objectives: (A) the cycling network is safe and complete; and (B) cycle parking and storage is ample and secure. Objective (A) has one metric: (2.1) cycle network, which is measured by the percentage of total street length with safe cycling conditions. Objective (B) has three metrics: (2.2) cycle parking at transit stations, which is measured by whether secure multi-space cycle parking facilities are provided at all transit stations; (2.3) cycle parking at buildings, which is measured by the percentage of new buildings that provide secure, weather-protected cycle parking; and (2.4) cycle access in buildings, which is measured by whether buildings allow cycle storage within tenant controlled spaces.

To assign a score to a metric, the TOD Standard provides the means for quantifying it via a measurement method, scope, and suggested data source, and provides a table for assigning a certain number of positive or negative points. For example, Principle 2, objective B, metric 2.1, cycle network, which quantifies the extent to which a safe cycling network connecting all buildings and destinations through the shortest routes is available, is scored as follows:

Measurement Method:

1. Quantify the length of all street segments.
2. Quantify the length of street segments with safe cycling conditions, i.e., streets with speeds above 30km/hr have exclusive or protected cycleways in both directions.
3. Divide the second measure by the first to calculate the percentage of street length with safe cycleways.

Scope:

Within development boundaries and peripheral streets.

Data Source:

Plans and designs of development, up-to-date aerial/satellite photography, on-site survey.

Points:

0 95% of streets or more have safe cycleways

- 1 94% of streets or less have safe cycleways
- 2 90% of streets or less have safe cycleways
- 3 85% of streets or less have safe cycleways
- 4 80% of streets or less have safe cycleways
- 5 75% of streets or less have safe cycleways

A similar process is followed for each of the 24 metrics. A form is provided which sets forth the score for each metric and each principle and calculates the total score, which will fall in the range of -50 to 100. By application of this scoring system, the TOD Standard quantitatively measures “the extent to which a given project leverages public transport infrastructure to create developments that reduce car use and increase the use of transit, cycling and walking” and therefore serves as a proxy for expected reductions in greenhouse gas emissions. For comparison purposes, the authors list Hammarby Sjöstad in Stockholm and Västra Hamnen in Malmö, Sweden and Vauben in Freiburg am Brisgau, Germany, as examples of international best practices in TOD development.

The TOD Standard has been designed by its creators to measure urban design and planning characteristics that can be easily, independently and objectively observed or verified. The authors caution that the TOD Standard does not directly address all aspects of good urban planning and design nor is it a model for measuring a project’s wider sustainability. They note that several recommendable options for either of these are already available, such as LEED ND and BREEAMCommunities. The TOD Standard also does not assess the quality of the high-capacity transit system to which a project is oriented, so it is meant to be used in conjunction other tools and models which do so, such as ITDP’s BRT Standard.

The initial version of the TOD Standard launched in June 2013 and served as a pilot to refine the metrics and scoring system. ITDP launched the official TOD Standard, v.2.1 in March 2014 for use, alongside a recognition process for development projects to be conferred by the TOD Standard Technical Committee (e.g., Bronze, Silver, Gold).

Given the fairly stringent project applicability requirements established by the TOD Standard, not every TOD project proposal should be evaluated using the Standard. However, like other such development matrices, the principles articulated provide a robust auditing tool to determine the effectiveness of a given project in advancing TOD.

For more information and a complete copy of the March 2014 TOD Standard v2.1, please visit: <https://www.itdp.org/tod-standard/>

NEW ROCHELLE LOOKING TO BECOME TOD HUB

By: Marissa Weiss, JD anticipated May 2016



How do you become the preferred transit-oriented destination in the New York Metropolitan area? New Rochelle is currently looking for the answer by inviting developers to invest and partner with the City on potential TOD projects. The City recently published two documents: a Transit-Oriented Development Smart Growth Study, initiated by the New York and Connecticut Sustainable Communities Consortium, and a Request for Qualifications: Master Developer for Transit-Oriented & Downtown Development Clusters, based upon the study's research. The City hopes to create "an active, mixed-use district with convenient, safe, and pleasant access" to the New Rochelle Transportation Center.

Both documents seek to implement the 2011 TOD recommendations established by New Rochelle in GreenNR, the City's sustainability plan that will direct the City's development over the next 20 years. The main goal of GreenNR is to "site at least 95% of new housing units within walking distance of mass transit, including at least 65% of new housing units within a ½ mile of the New Rochelle Transit Center." This commitment requires strong infrastructure investment to better connect mass transit with neighborhoods, instead of creating islands of transit a large distance away from housing. In addition, GreenNR recommends several other goals such as increasing sidewalks and bike parking spots, as well as reducing travel time on busy streets. All of these transportation recommendations are centered on making New Rochelle a more livable, pedestrian-friendly, and sustainable city with reduced greenhouse gas emissions.

The City itself boasts numerous benefits that make New Rochelle's downtown area an attractive destination for TOD development. At the heart of its downtown lies the multi-modal New Rochelle Transit Center, the busiest Metro-North Railroad New Haven Line Station in Westchester County with over 4,000 riders daily and Amtrak service. The Transit Center lies 30 minutes from Grand Central Station in Manhattan and 40 minutes from Stamford, CT. It is also fortunate to be nestled between three colleges (Iona, Monroe, and the College of New Rochelle). In only a few years, the planned expansion of Metro-North's New Haven line will also connect the City directly to Penn Central Station on Manhattan's West Side.

New Rochelle's TOD Smart Growth study builds off of these transportation and municipal asserts by identifying significant development opportunities in the areas surrounding the City's Transportation Center. The report not only identifies these areas but also proposes development type and densities for consideration. Much of the development is focused on mixed-use with an emphasis on commercial development (including office and retail). For example, the study recommends that much of the proposed development area be rezoned to Downtown Business, with an allowable building height of six floors and FAR of 2.0, which would encourage a mix of retail, housing, and office development. This change would help encourage pedestrian usage of streets and improve streetscapes – one of the goals of the GreenNR sustainability plans.

As part of the study, the City engaged in a significant public outreach effort with multiple public forums held during the summer and fall of 2012. These efforts targeted hard to reach populations such as minorities or the poor. Topics discussed included specific neighborhood concerns with urban design and preservation, economic development, mobility and infrastructure, open space, and land use. Through this effort, the City was able to address any neighborhood disapproval towards redevelopment and attract the mainly Hispanic population living in the neighborhood surrounding the Transit Center. This process generated more public support for potential TOD projects.

The TOD study's findings stress that numerous structural improvements are needed in New Rochelle to feasibly accomplish GreenNR's sustainable transportation goals. These improvements include zoning code updates to some areas, as the existing code (with height restrictions of two to three stories and allowable auto-oriented uses) is inconsistent with the densities and heights required in a TOD district. In addition, parcel consolidation needs to be considered to create parcels of sufficient size, as well as better pedestrian and bicycle connections in the half-mile radius surrounding the Transit Center. On a more optimistic note, the study does compliment the growing commercial real estate market in New Rochelle, as well as opportunities for expanded and improved transportation options with Metro-North and Amtrak, and housing redevelopment in the surrounding Transit Area.

The study ends with recommendations for the future, as well as next steps for New Rochelle on its journey towards becoming a sustainable, TOD-friendly city. These recommendations include updating the zoning regulations to better facilitate TOD development, as well as encouraging new parking regulations and programs such as a reduction in parking ratios for office use, car-sharing, shared parking, and bicycle parking. Finally, the study recommends that New Rochelle create a Master Plan Development Process in which the City prioritizes sub-districts for potential TOD

development. By creating this document, New Rochelle will simultaneously update its comprehensive plan while planning for business and residential restructuring.

New Rochelle's newly released Request for Qualifications ("RFQ") steps in where the TOD Smart Growth study leaves off. The RFQ splits potential development sites into two clusters based upon the sub-district recommendations from the TOD study. The City believes these two clusters – the Transit-Oriented Development (TOD) Cluster and the Downtown Cluster – will better advance the goals of GreeNR by allowing for the flexible distribution of uses across multiple areas in New Rochelle needed for TOD development. Both clusters are further divided into subareas: The TOD Cluster into three zones and the Downtown Cluster into four. Each cluster is composed of mostly public owned land, but there are also numerous private included that, if redeveloped, will help advance the City's TOD goal.

Through the RFQ, the City seeks to integrate mixed-income and energy efficiency by providing a range of housing choices, open space, and street design accommodating multi-modal users. To do so, the City of New Rochelle invites developers to provide proposals for one or both of the clusters. The City expects each developer to be fully committed to their sustainability visions, sensitive to public impact, and prepared to seek community input to foster support, as well as have a desire and the ability to move quickly with the project. Developers must include the following specific elements in their plans where appropriate: workforce housing; green design (as per GreeNR); parking; equal opportunity hiring; project labor agreements; master developer escrow agreements; historic preservation (including the Public Library); public outreach; architectural design review; and need for any applicable environmental studies (e.g. as per SEQRA and NEPA). Developers should also not let current zoning hinder their proposals, as the City is committed to implementing any changes needed to execute the chosen plans. New Rochelle also envisions partnerships with groups like the Public Library, Montefiore Medical Center, and Metro-North; many of these would need to be further negotiated by the developer. These partnerships are integral for successful implementation of the New Rochelle TOD program.

According to New Rochelle, the "process of creating a vibrant and culturally rich experience in [their] urban core *must* include a transit-oriented focus." While it will be no easy feat for the City to achieve its sustainability goals, engaging developers to design and construct the TOD clusters is a momentous leap forward ensuring New Rochelle's position as one of the preferred cities to live in the New York Metropolitan area.