

East End Neighborhood Revitalization Zone

Strategic Plan of Action “Summary of Findings”

Bridgeport, Connecticut

Prepared By:



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Prepared For: City of Bridgeport
Office of Planning & Economic Development

**EAST END NRZ
STRATEGIC PLAN OF ACTION
BRIDGEPORT, CONNECTICUT**

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I. PROJECT – TARGET AREA DESCRIPTION

Project Description/Project Area

The East End Strategic Plan study area consists of census tracts 743 and 744. The area is generally bounded by Barnum Avenue to the north, Bridgeport Harbor to the south, Bruce Blvd. and the Stratford town line to the east and Yellow Mill Pond to the west. Interstate 95 transverses the East End study area, as does a rail line in the northern portion of the neighborhood. Johnson's Creek is a prominent surface water feature within the southeast sector. See *Figure: Bridgeport East End Study Area*. The East End and Lower East End neighborhoods were once a self-sufficient center comprised of large factories, shops, restaurants, churches and residences. There is still a variety of uses within the study area, however, many buildings have become abandoned. Despite the construction of Interstate 95 and decline of manufacturing in the neighborhood, much of the East End's development in the late nineteenth and early twentieth century is still evident. While some industry has departed, other businesses occupy sites that have been in constant industrial use for 100 years. The East End was and is characterized by a tight weave of industry and housing typical of pre-World War I industrial neighborhoods which historically were designed as walk-to-work neighborhoods.

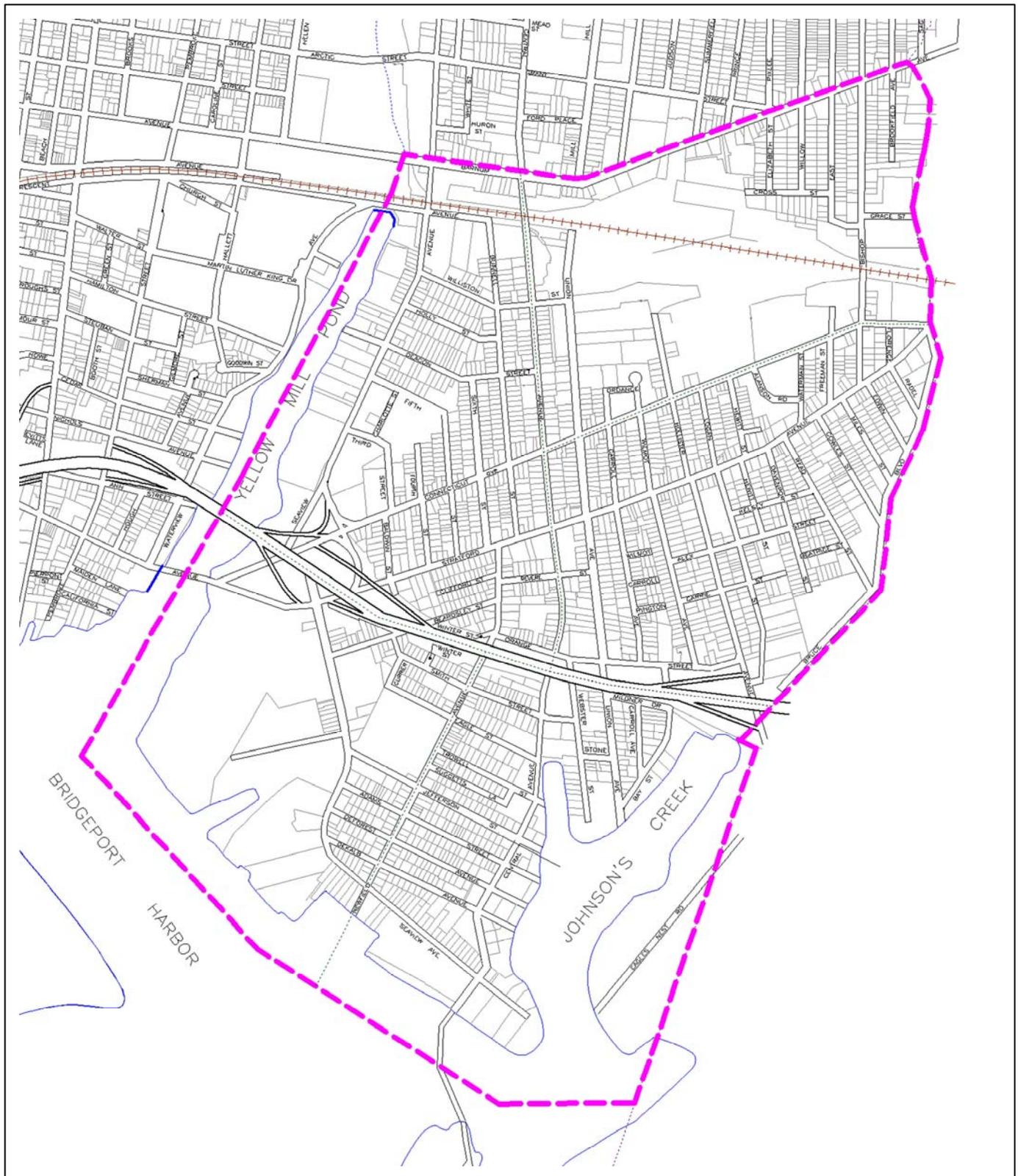
Objective

The objective of this report is to provide the basic information, analysis and vision to support the NRZ's development of a plan of action and to provide recommendations necessary for the NRZ committee to finalize a plan of action for the East End neighborhood of Bridgeport, Connecticut.

NRZ Involvement and Process

With the strength of the NRZ committee and the desire of the community to take responsibility for its future, this report provides recommendations that have received community input and represent a synthesis of opinions of those involved. The information provided herein will support the NRZ committee in carrying a plan of action forward through the formal City process. The intent of this study is to provide a process where the community (through meetings with the NRZ and a community design workshop) can strengthen consensus about priorities for development focused on the planning/design initiatives listed in this plan.

Project Area

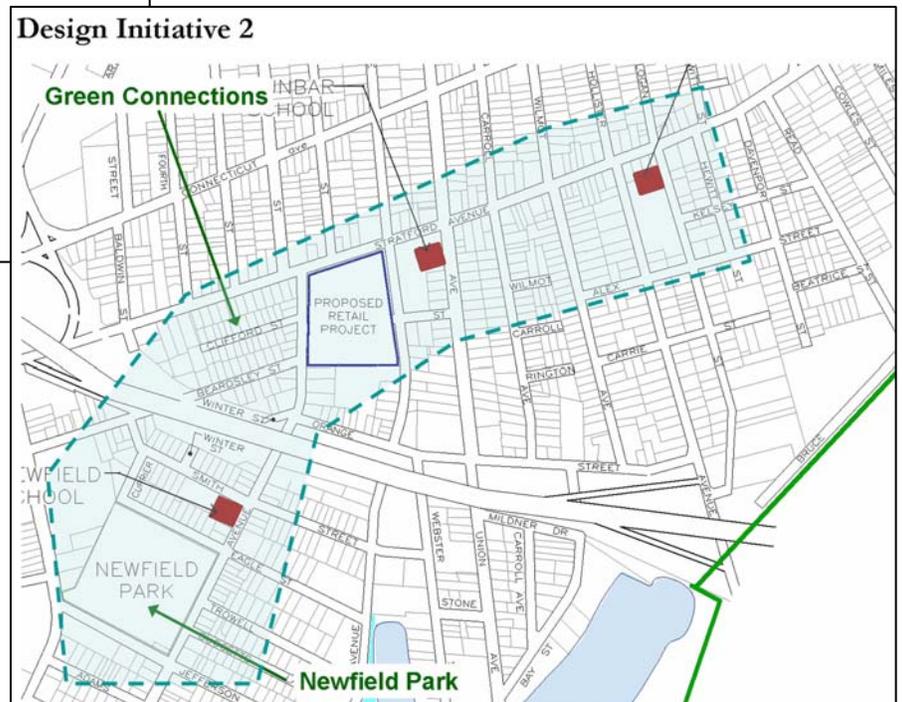
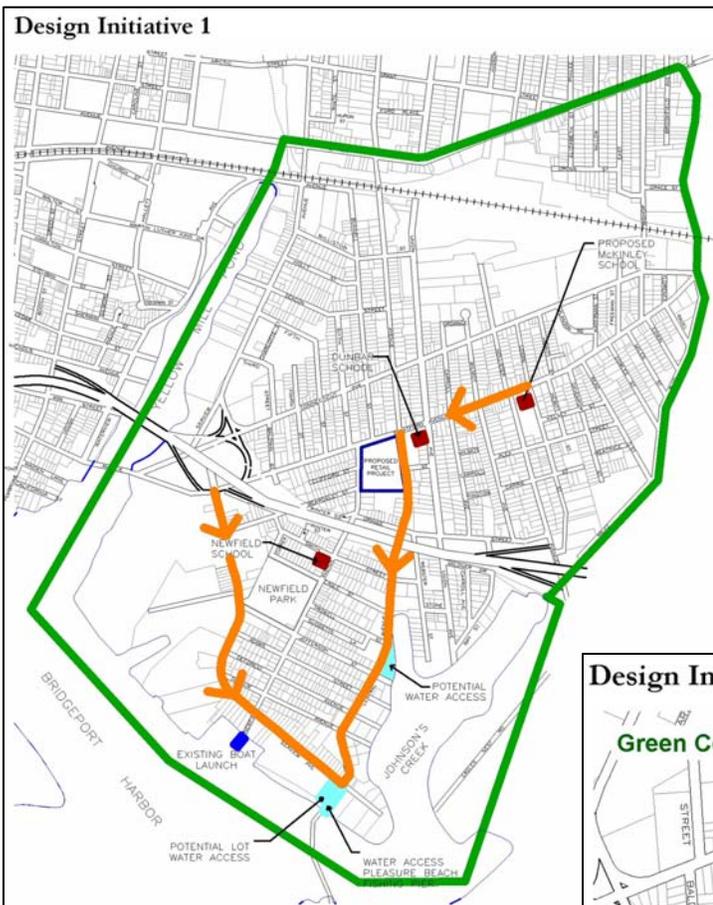


Neighborhood Features/Community Identity

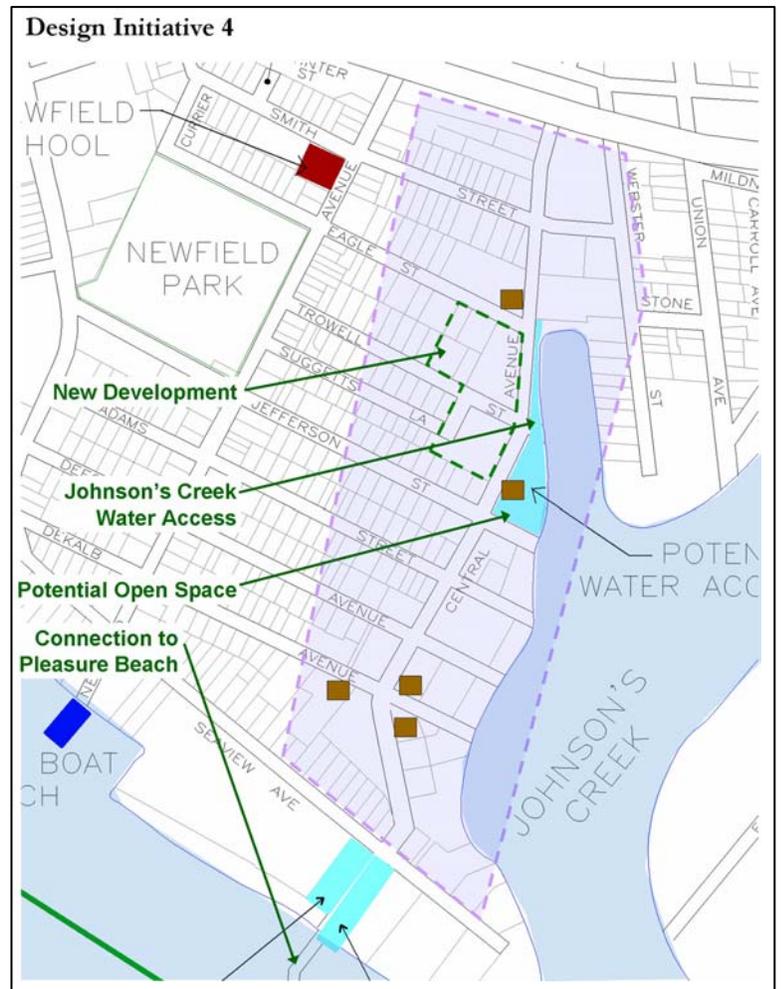
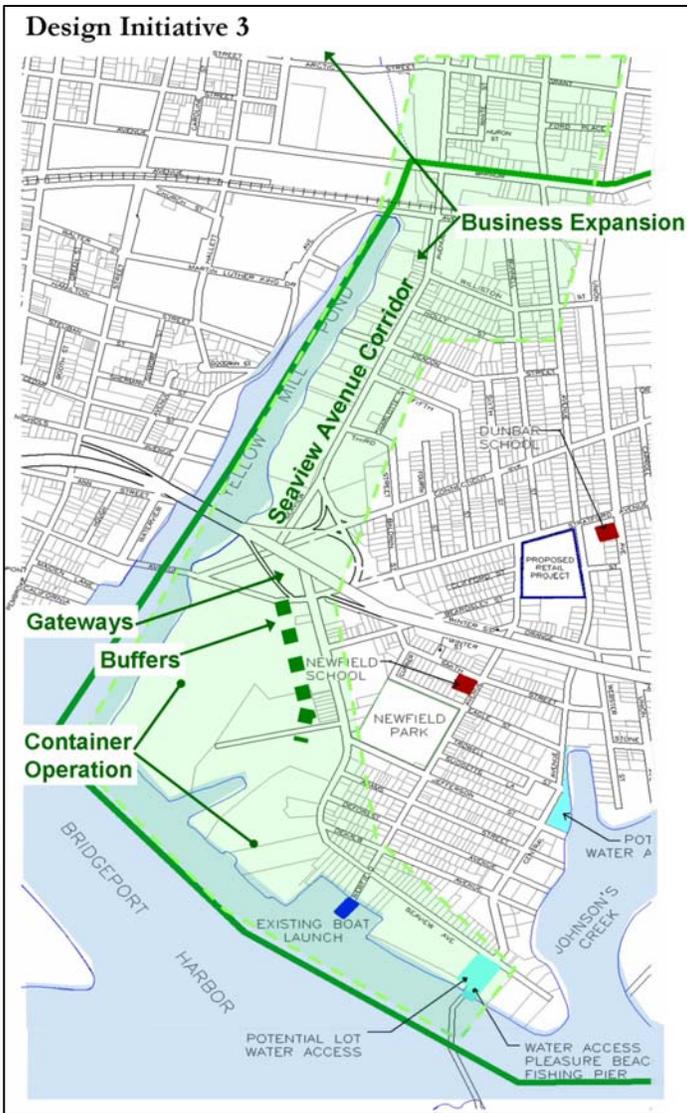


Summary of Planning Initiatives

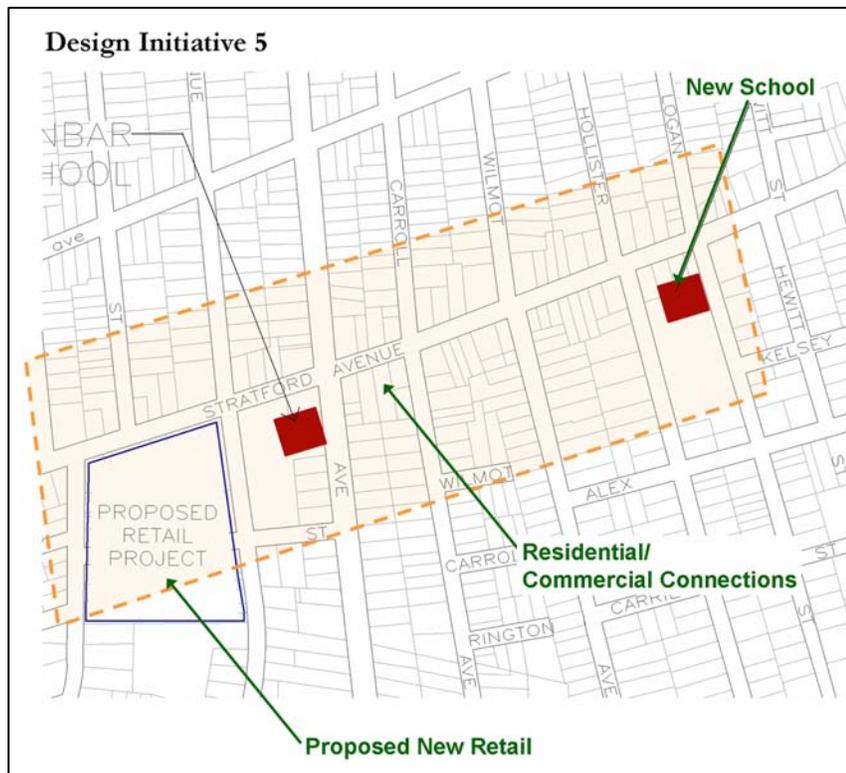
- Design Initiative 1 - Neighborhood Framework/Circulation Plan – Issues include: Pedestrian Circulation (Safe walks to schools, to playgrounds, to bus stops, to grocery stores), Connection to waterfront and Pleasure Beach, Public transportation-connections/additions, Vehicular circulation, streetscape, gateways and public art, compatible/incompatible uses, and changes caused by new developments like Jettie Tisdale School and the port.
- Design Initiative 2 - Neighborhood Open Space - Issues include: a better design of Newfield Park, connections between greenspace and the neighborhood, new opportunities for recreation space, waterfront access, greenways, playgrounds, landscape buffers, orphan sites, and Pleasure Beach connection.



- Design Initiative 3 - Port/Neighborhood Connections - Seaview Avenue Corridor - This design initiative focuses on the port, the port container expansion, new businesses attracted by the port, land uses around the port and how they impact/work with the neighborhood. Also included is the proposed Seaview Avenue corridor plan, land uses associated with its expansion and potential access to industrial sites in the northern east end and east side. The need for buffers between current and future port uses and the neighborhood were also addressed.
- Design Initiative 4 - Central Avenue Corridor- Brownfields sites - Topics include: Johnson's Creek waterfront, development at Mt. Trashmore, Pacelli Trucking, and Chrome Engineering, compatible surrounding issues, and other brownfields issues in the neighborhood.



- *Design Initiative 5 - Stratford Avenue Commercial Corridor* - Topics include: Commercial, retail, and mixed-use development, infill housing, streetscapes, traffic calming, parking, vacant lots strategy, façade improvement, Connecticut Avenue connections and eastern and Western gateways. This group seeks to integrate the new Jettie Tisdale School and new infill housing into a vibrant neighborhood commercial district.



- *Design Initiative 6- Business-Social Service- Neighborhood Connections* – The goal of this initiative was to facilitate a conversation about the three major stakeholder groups- businesses, non-profits (religious and non-sectarian), and neighbors working together to improve connections in the neighborhood for the betterment of the community.
- *Housing* - The general goals of housing strategy for the East End neighborhood are: neighborhood preservation; preserving long-term affordability; addressing demographic needs of the neighborhood; and creating a neighborhood of choice that creates desire for people to move in and repopulate.
- *Youth Urban Design Project* – The goal of the Youth Urban Design Project was to gain an understanding of the perspective of children living in the neighborhood with regard to planning and redevelopment issues.

Demographics– Existing and Projected Population and Housing

Population

The East End’s total population in 1999 was 8,184. Two-thirds of the population is Black or African-American, according to the 2000 Census, and 26% is Hispanic or

Latino (any race). Non-Hispanic Whites accounted for just 5% of the population in 1999. Approximately 9.6% of the population in 1999 was 62 or older, but over a third of the population was under 18.

Median Family Income in 1999 was \$30,172 for Tract 743 and \$32,697 for Tract 744. (This compares to MFI of \$39,571 in Bridgeport and \$77,690 in Fairfield County.) About 12.5% of households reported Public Assistance Income in the 2000 Census, and 22.5% of all persons lived in households with incomes below the poverty level.

The Housing Stock

According to the 2000 Census, there were 3,288 housing units in the East End, compared to 2,878 family and non-family households. The Census reported 407 vacant housing units in 1999, of which a quarter were not on the market at all. Over half (55.8%) of units in the East End are part of either 2-, 3-, or 4-family homes. Only 14.3% of units are 1-family detached homes. The East End has an aging housing stock; the median year of construction for units in Census Tract 743 was 1941. In Tract 744, median year of construction was 1951. Nearly 43% of all units were built before 1939.

The area is also characterized by low rates of owner-occupancy. Of the 2,881 occupied housing units in the 2000 Census, only 35% were owner-occupied; the remaining 65% were renter-occupied. Over 43% of all renting households in the East End paid more than 30% of their household income towards rent, meeting the regulatory definition of “rent-burdened.” One-quarter of renting households paid over half their income towards rent, meeting the regulatory definition of “extremely rent-burdened” in 1999. Overcrowding does not appear to be a major problem.

II. EXISTING CONDITIONS – KEY NEIGHBORHOOD ELEMENTS

Infrastructure

- Utilities

Water Supply and Wastewater Treatment

The East End of Bridgeport receives potable water and sanitary sewer services from a public water supply source and wastewater treatment system. The City of the Bridgeport Water Pollution Control Authority (WPCA) provides wastewater treatment services; the facility is located at 695 Seaview Avenue in the East End. WPCA collects and treats wastewater generated by Bridgeport residents, maintains the existing sewer system and treatment plants and issues new sewer lateral installation and repair permits.

Electric, Gas & Telecommunications

The United Illuminating Company (UI) provides electricity to the City of Bridgeport. UI is a regional, distribution utility providing electricity and energy-related services to more than 320,000 customers in the Greater New Haven and Greater Bridgeport areas. UI does not generate electricity, but purchases, transmits, distributes and sells it to residential, commercial and industrial customers in a service area of about 335 square miles. This service area includes the principal cities of Bridgeport and New Haven and their surrounding municipalities.¹

The Southern Connecticut Gas Company (SCGC) delivers natural gas energy to approximately 167,000 residential, commercial, and industrial customers in 22 Connecticut communities from Westport to Old Saybrook, most of which are located along or near the shores of Long Island Sound. The city of Bridgeport is within SCGC's service area.²

Roadways

There are several major street corridors within the East End neighborhood with various classifications. Stratford Avenue is a State road and connects downtown Bridgeport to the Town of Stratford. It is two-way from downtown to the I-95 interchange and becomes one-way eastward toward the Stratford town line. Considerable DOT improvements have been made at the junction of I-95. The area as a whole is in need of improved lighting, landscaping and signage.³

Seaview Avenue is a major arterial road and connects north to US Route 1; it is a major access way for some of the City's largest manufacturers. Around 2000, it had undergone widening and repaving from the I-95 junction southward to Central Avenue. Central Avenue is a major arterial road on the eastern portion

¹ Viewed at <http://www.uinet.com/>, 06/10/05.

² Viewed at <http://www.soconngas.com/New%20Pages/New%20323.html> 06/10/05.

³ *Lower East End Municipal Development Plan, Civic and Residential Plans*, City of Bridgeport, Office of Economic Planning and Economic Development, September 2000.

of the neighborhood and runs north from Seaview Avenue to US Route 1. It is in need of sidewalks, stop signs and paving south of Orange Street.⁴

Newfield Avenue is a central arterial road, cutting through the middle of the neighborhood. It runs from Seaview Avenue and northward and terminates at Stratford Avenue. New sidewalks and trees were installed by 2000 and plans were underway to reconfigure it at the junction of Stratford Avenue, linking it with Sixth Street just northwest of Stratford Avenue.⁵

- Stormwater runoff – Current drainage conditions

The City of Bridgeport is characterized by several bodies of surface waters with Long Island Sound being the dominant surface water feature for the area. Based on review of the Bridgeport Water Pollution Control Authority (WPCA) 2002 Facility Plan, surface waters which are impacted by the WPCA plant on Seaview Avenue include: Johnson’s Creek and Yellow Mill Creek which are tidally influenced. As expected in a densely developed urban area, the ground and surface waters within the Greater Bridgeport area have been degraded.⁶

The City’s sewer system is old, extensive and complicated. The oldest parts of the system are in excess of 100 years old. The system was originally constructed as a combined sewer system, i.e. one that conveys both sanitary wastes and storm water runoff. The system discharged these waste waters to nearby surface waters without any form of treatment, until plants were constructed and brought online in 1950 and 1951. The East Side Plant is served by the Johnson’s Creek, Yellow Mill East and Yellow Mill West interceptors..⁷



⁴ Lower East End Municipal Development Plan, Civic and Residential Plans, City of Bridgeport, Office of Economic Planning and Economic Development, September 2000.

⁵ Lower East End Municipal Development Plan, Civic and Residential Plans, City of Bridgeport, Office of Economic Planning and Economic Development, September 2000.

⁶ Source: WPCA 2002 Facility Plan, p. 2

⁷ Source: WPCA 2002 Facility Plan, p.6

In an effort to exercise some control over the inevitable overflows of combined waste waters, a series of regulators was installed throughout the system. These regulators divert excess flow to either other areas of the system or to surface water discharges. Releases to surface waters are through outfalls, some of which are protected by tidal gates.⁸

- Flood Zone Boundaries

The 100-year flood zone within the East End encompasses nearly all the land area south of I-95, covers the area along Yellow Mill Pond inland a block or so past Seaview Avenue. East of Newfield Avenue, the 100-year flood boundary is present on both sides of I-95. The Storm Surge Zones follow the shoreline from the north end of Johnson's Creek, all around the coastal area of Bridgeport Harbor and up the eastern shore of Yellow Mill Pond, at varying widths.

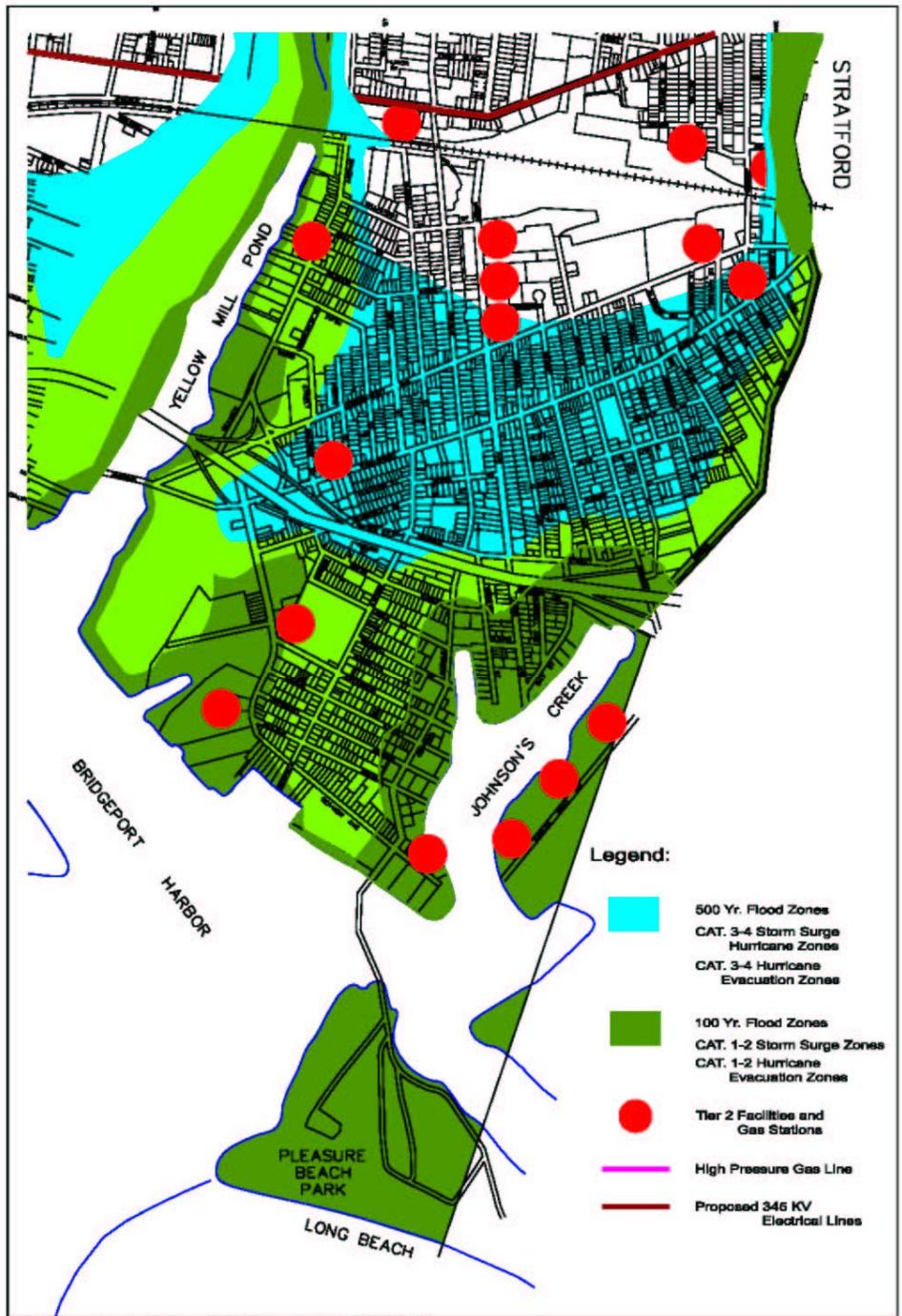
The 500-year flood zone runs approximately from the I-95 interchange, eastward and Northward across Connecticut Avenue, continuing out towards the Stratford town line and south to a point north of I-95 in the eastern part of the neighborhood. See Figure 2: Flood Zone Boundaries. The entire area of Bridgeport Harbor is classified as a developed shorefront, with estuarine embayment and shellfish concentration area. Johnson's Creek has developed shorefront with tidal flats. Yellow Mill Channel has a few small tidal areas with developed shorefront. Coastal issues identified in a study prepared for the City include: vacant and abandoned structures along the waterfront, as well as inappropriate land uses, as defined under the Connecticut Coastal Management Act (CCMA); coastal flooding and erosion patterns, which greatly affect coastal development; access to Pleasure Beach and the structural integrity of the Johnson's Creek bridge.⁹

In August of 2000, one of the worst storm events, a 500 Year Storm, impacted the City of Bridgeport, particularly the residents of Eastside and East End. As a result, the City's Flood Mitigation & Control Task Force drafted a report to minimize damage from future flooding. The task force found that many home and business owners were not aware of measures to safeguard basement areas from flood damage; City ordinances designed to minimize flooding and available insurance coverage to properly assist with damage caused by flooding. The task force agreed that emergency response professionals should do more to assist the community in mitigating and preparing themselves against future incidents.¹⁰

⁸ Source: WPCA 2002 Facility Plan, p.8

⁹ *Coastal Area Management Report*, City of Bridgeport, prepared by Environmental Design Associates, dated February, 1992.

¹⁰ City of Bridgeport, Office of Emergency Management, *Flood Mitigation & Control Task Force Report*, 2000.



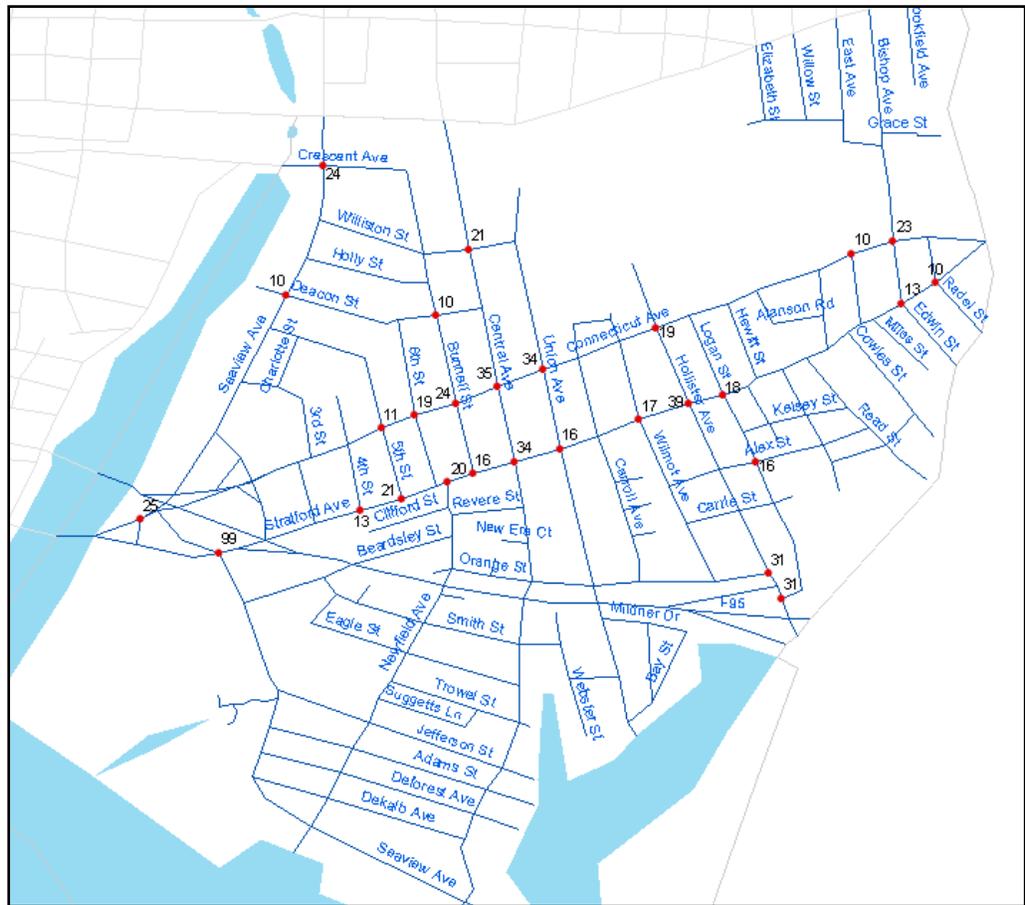
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- Traffic and Transportation

Analysis of Traffic Incidents

Traffic incident reports were provided by the Bridgeport Police Department from January 1, 2000 through May 18, 2005 and were analyzed. Based on this data, a number of intersections emerged as “hot spots.” The intersection of Seaview and Stratford Avenues was by far the worst site for accidents; with 99 reports it was more than double any other intersection. One issue that has already been addressed by the resident stakeholders engaged in the NRZ process has been the inadequacy of lighting at this busy gateway, which includes the I-95 overpass. The Stratford and Connecticut Avenue corridors also had high numbers of accident reports at several intersections. Although there are posted 25 and 35 m.p.h. speed limits on these one-way streets, motorists regularly exceed those limits. Moreover, visibility to oncoming traffic is very difficult from several of the cross streets intersecting Stratford and Connecticut Avenues. The following map shows those intersections with 10 or more accidents reported since 2000.

Figure: Traffic Accidents (1/1/2000-5/18/2005; Incident Disposition = 02; n>10)



Traffic patterns

Presently, Stratford Avenue provides the major West to East axis across the East End, while Connecticut Avenue operates in tandem, providing the route from East to West. Both of these avenues are one-way, which facilitates the smooth flow of traffic *through* the neighborhood, but may not be ideal with regards to transportation within the East End itself. Such an arrangement requires drivers to double back and circle adjacent blocks if attempting to reach destinations west along Stratford Avenue, for example.

The major North-South automobile axis within the East End is Central Avenue, and there is no reason to foresee a change. One possible area of concern, however, may be Hollister Avenue. It is currently a busy city bus route, and the fact that the I-95 exit empties interstate traffic directly onto Hollister Avenue results in heavy north-south car and truck traffic seeking access to Stratford and Connecticut avenues.

Public transportation

Buses

There are several Greater Bridgeport Transit Authority (GBTA) bus routes which service the East End neighborhood. *Route 1* runs mostly along Barnum Avenue towards Fairfield; goes to P.T. Barnum housing complex and terminates in Fairfield at the Showcase Cinemas and BJ's Discount Warehouse. Travel time from Barnum and Seaview to shopping is approximately 33 minutes.

Route 2 runs eastward along Stratford Avenue, westward along Connecticut Avenue. It takes riders to Stratford Shaw's and Super Stop & Shop (approximate 28 minute travel time), Milford CBD and Milford's Post Mall (approximate 43 minute travel time). Westward it goes to the downtown bus terminal along Fairfield Ave. to Post Road and terminates in Norwalk (approximate travel time 56 minutes).

Route 10A goes east along Stratford Ave., west along Connecticut Ave, into Stratford via Hollister. In Stratford, it terminates at Stratford Square shopping center. Approximate travel time is 22 minutes. The western route terminates at the downtown terminal.

Route 13 is the principal north-south route, running along Central, Newfield and Seaview Avenue. The northern terminus is at Success Village (approximate travel time from Connecticut & Central is 39 minutes). This route stops at Bridgeport Hospital and crosses Route 1/Boston Avenue.

Routes 15 and 16 begin in downtown Bridgeport, cross the East Side, run along Barnum Avenue and go through Stratford. Route 15 continues to Shelton and Derby.

Passenger Rail

The MetroNorth commuter rail station and Amtrak passenger rail station is located at 525 Water Street in downtown Bridgeport. The station is approximately one mile from the intersection of Connecticut Avenue and Seaview Avenue in the East End neighborhood.

Ferry

Bridgeport Terminal Located on Water Street Dock one Block from the Municipal Bus Terminal.

- *Land Use Patterns*

Summary of Land Uses within the East End Neighborhood

Actual land-use in the East End is not altogether consistent with the designated zoning. South of I-95, industrial users tend to occupy the periphery, but there are several light industrial parcels interspersed among residences. Moreover, as previously noted, Heavy Industrial along Seaview Avenue is directly adjacent to residential zone, contrary to the intent of the zoning regulations and adversely affecting quality-of-life. See *Figure: Industrial Users (North of Interstate 95, Source: 2003 Grand List)* and *Figure: Industrial Users (South of Interstate 95, Source: 2003 Grand List)*.

Because of Bridgeport's historic association of water related trades and industry, much of the waterfront real estate along Johnson's Creek is zoned I/IL (Industrial/Light Industrial). Inland from that zoning is residential (RB/RBB/RC). Land uses in the study area vary from open space and residential to commercial and light-heavy industrial. Residential properties vary in use and are comprised of one, two and three family owner occupied and rental units. Typical sizes of homes vary from 850 square foot for single family to 1250 square feet for 2 and 3 family homes; on site parking typically provides room for two cars. There are a number of industrial properties that are neglected or abandoned.

The Lower East End (Tract 744) consists of heavy industrial use on the Seaview Avenue waterfront along Bridgeport Harbor, and light industrial land on its east border along Johnson's Creek and the northwestern section. A line of retail stores, banks, library branch and community centers dot the main corridor of Stratford Avenue, the shared boundary with Tract 743. The core is occupied by 95% housing with the remaining 5% containing several small groceries, car repair shops, churches, an elementary school and a day care center.

Residential vs. Non-Residential Uses

Looking at all properties in the 2003 Grand List, the interspersed residential, commercial and industrial uses in the East End becomes even more apparent.

Vacant properties

According to the CityScan database, there are approximately 350 vacant properties present within the East End neighborhood. These properties are concentrated in various areas, including: both sides of lower Central Avenue; the southwest end of Seaview Avenue; large parcels along Seaview Avenue just north of the I-95

interchange; the northern end of Seaview Avenue south of Crescent Street; the west side of Central Avenue and Bunnell Street; Williston Street; and scattered small lots along Stratford Avenue. The following map shows these properties as classified in the CityScan database for the East End neighborhood.

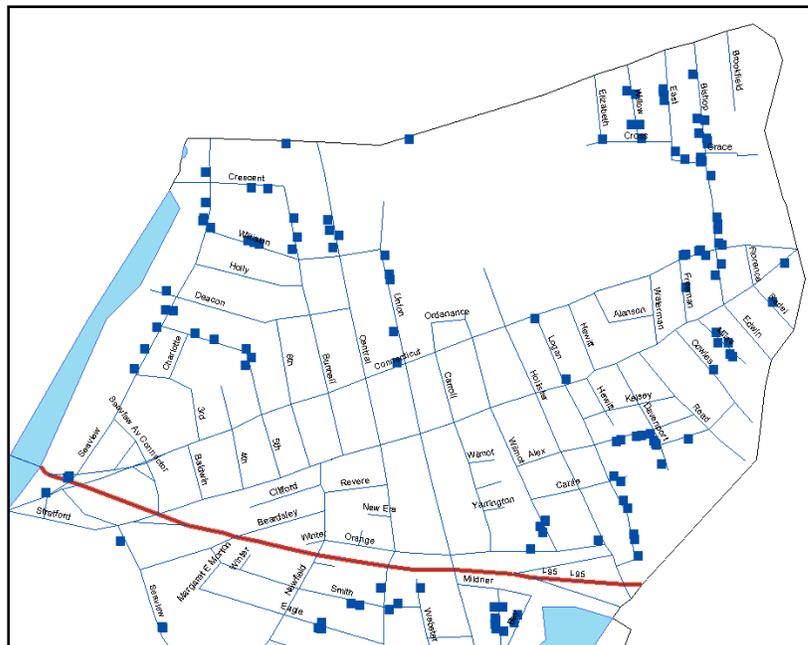
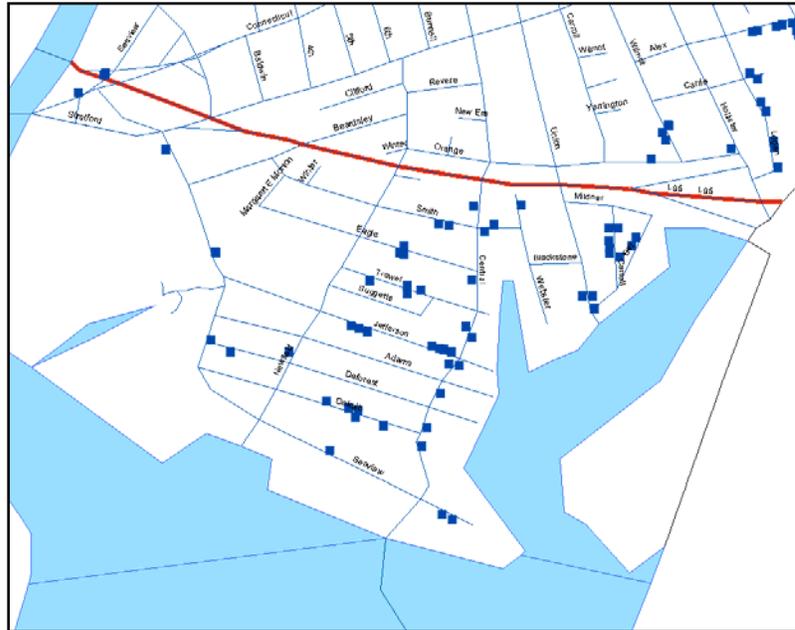


Vacant Properties Map



Figure: Industrial Users (North of Interstate 95, Source: 2003 Grand List)

Figure: Industrial Users (South of Interstate 95, Source: 2003 Grand List)



Blighted properties

There are many blighted properties present throughout the East End neighborhood. There are approximately 80 buildings that have been classified by the City as “blighted” and they are listed in the CityScan database as such. The majority of these properties contain residential buildings, however, there are several non-residential sites, as well. The properties are typed as blighted and most have “abandoned” listed as a current use.

- Zoning

The area north of I-95 contains Residential (R-A, R-BB, R-C), Office/Retail (OR-G, OR-S), Light Industrial (I-LI), and Heavy Industrial (I-HI) zones. See Most of the parcels south of Stratford Avenue are zoned R-BB. This zone allows 1-3 family homes as of right. Day care centers, community facilities, religious institutions and schools require special permit; general retail sales also require special permit and are limited to 3,000 square feet per unit. The R-C zone, which covers most of the parcels between Stratford and Connecticut Avenues, the area bounded by Seaview, Fifth, Williston and Union, and the Wilmot Cooperatives, is intended for high-density residential uses. One-four family homes are permitted as of right, and multi-family structures (6 or more units) require special permit.

The Connecticut and Stratford Avenue corridors are zoned OR-S and OR-G. The Office/Retail Storefront (OR-S) zone (most of Connecticut Avenue) is intended to preserve and enhance older commercial areas that have a street-side, storefront character. The zone allows a wide range of retail, service and business uses with a local and city-wide market area. Limited business service and office facilities, primarily for the convenience of residents of the neighborhood, are encouraged. The intended character includes buildings close to and oriented towards the sidewalk, especially at corners. Development is intended to be pedestrian-oriented and buildings with a storefront character are encouraged.

The OR-G zone (Stratford Avenue as far as Hewitt Street) is intended to allow “auto-accommodating” commercial development in areas already predominantly developed for this use. The zone allows a full range of retail and service businesses with a large local or city-wide market. Development is expected to be generally auto-accommodating, with access from major traffic ways. The zone's development standards are intended to promote an open and pleasant street appearance; development that is aesthetically pleasing for motorists, pedestrians and the businesses themselves; and compatibility with adjacent residential areas.

The parcels along the neighborhood's eastern periphery (Johnson's Creek and the Stratford line) are mostly zoned for light industrial (I-LI) uses, as are the parcels in the neighborhood's northwest corner (bounded by Seaview, Williston, Union and the railroad tracks). The area north of Connecticut Avenue, starting at Hollister and

continuing to the Stratford line, is also zoned I-LI. (This area includes the Bridgeport Innovation Center.)

Figure : East End Zoning (North and South of Interstate 95)



- Neighborhood Services – Community Resources

Schools

The East End has a limited number of community resources. Newfield Elementary School (PreK-3) is scheduled for closure, and will be combined with McKinley Elementary (PreK-6) as part of the City's School MDP. A new school will be constructed on several parcels surrounding the McKinley structure. At this time, there is no certain plan for the reuse of the Newfield Elementary School property. A third school, Dunbar, serves students in grades K-8. Located on Central Avenue, Dunbar is slated for renovations as part of the School MDP. (A discussion of all of the plans affecting the East End is included below.)

Community Resources

The Bridgeport Public Library has a branch at 1230 Stratford Avenue, part of the Stratford Avenue/Revere Street development plan area. A limited services Post Office is located in the same complex. The Charles Smith Foundation Education Center (755 Central Avenue) is a non-profit that serves the area's families with a number of programs, including after-school tutoring and enrichment activities, summer computer camps, a wellness center and exercise facility, a Drug Free Mentoring Program, a Parent Involvement and Enrichment Academy, and tax filing assistance through the IRS-VITA collaborative.

Across the street from the Smith Foundation is the Raphola Taylor Center, part of the YMCA. The Raphola Taylor Center also provides after-school and weekend programming for children. Additionally, the Raphola Taylor Center runs a health program through Bridgeport Community Health Center. Along with primary care for families, the Center provides mental health services, pediatric care, nutritional counseling, and HIV testing. Hall Neighborhood House runs the Ella Jackson Senior Center at 338 Connecticut Avenue. The purpose of the Senior Center is to address the health, social, emotional and recreational needs of the area's low-income minority seniors.

Churches/Faith-Based Organizations

The East End has a large number of faith-based organizations, many of which provide important social services to the community. These include the Bridgeport Area Youth Ministries, which runs a youth training program on Hollister Avenue. Several churches, including Prayer Tabernacle Church of Love (1243 Stratford Avenue) and St. Mark's Episcopal Church (401 Newfield Avenue) run accredited day care facilities. Prayer Tabernacle is currently developing several parcels along Stratford Avenue for its expansion. There are about a dozen daycare centers serving the neighborhood.

- Recreational Resources & Open Space

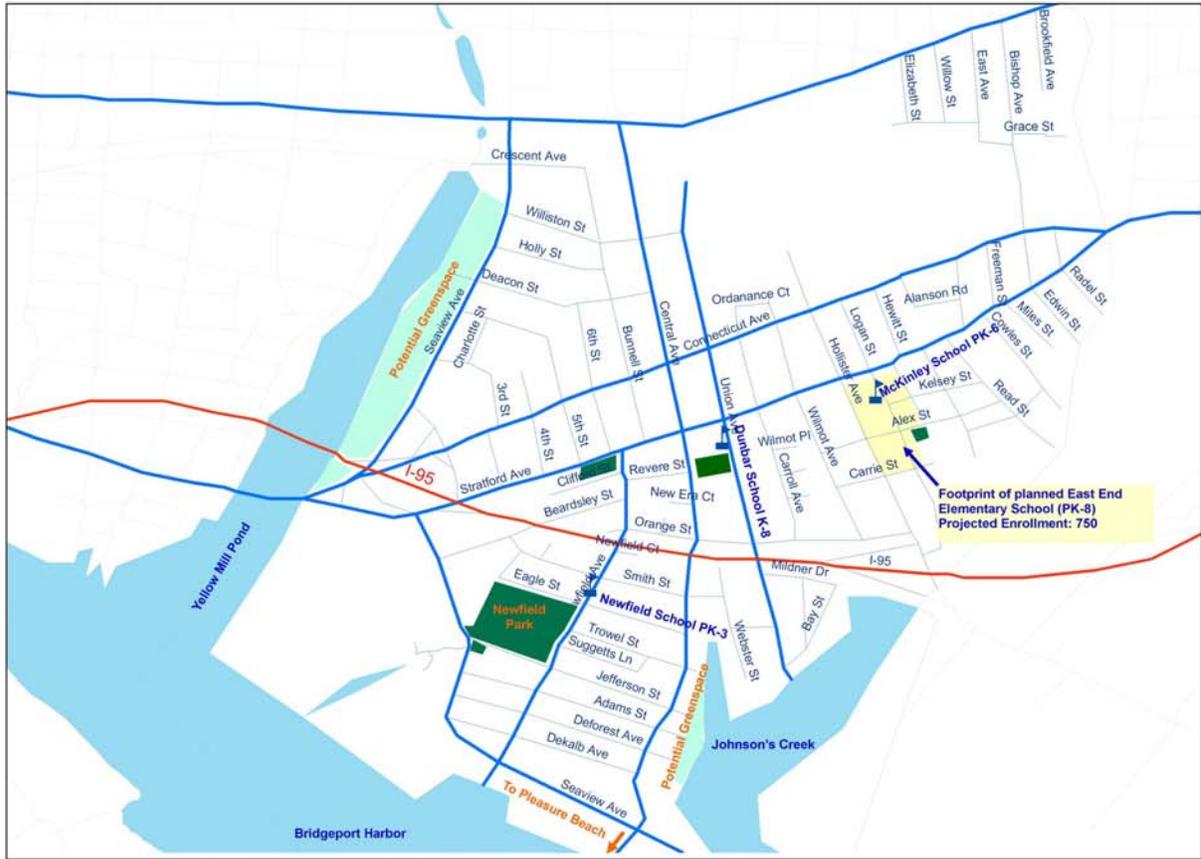
The largest open space in the East End, Newfield Park, lies east of Seaview Avenue and is bordered by Newfield Avenue to the east. It provides area for organized sports and children's play within the community. Access to Johnson's Creek, a tidal estuary with adjacent municipal land and existing industrial land use, can be made from the end of Trowel Street. Trowel Street provides a direct link between Newfield Park and Johnson's Creek.

Other than Newfield Park, open space in the East End is limited. Pleasure Beach had been an important recreational venue, but since the closing of the bridge connecting the neighborhood to the Pleasure Beach site in 1996, that property has been unutilized. Because of the preponderance of commercial and industrial activities along the neighborhood's periphery, residents of the area have little access to the water. At the end of Newfield Avenue is a boat ramp, and the site of the former Pleasure Beach bridge is now being considered for renovation as a fishing pier. Individuals are known to fish in Yellow Mill Pond as well in Johnson's Creek. Although there are a number of vacant parcels, there is minimal recreational open space north of the I-95 corridor. There is a small park east of and adjacent to the proposed Jettie Tisdale Elementary School.

Pleasure Beach Aerial



Schools and Green Space



Newfield School, Grades PK-8
2003-04 Enrollment: 159
9 Permanent Classrooms
Built in 1906
Scheduled for Closure Under School MDP



McKinley School, Grades PK-6
2003-04 Enrollment: 437
22 Permanent Classrooms
Built in 1908
Scheduled to be Replaced Under School MDP



Dunbar School, Grades K-8
2003-04 Enrollment: 657
31 Permanent Classrooms
Built in 1984



Newfield Park



Alex Street Playground



Dunbar School Greenspace, Playing Field

- Environmental Conditions

An Environmental Risk Management Study was performed, the goals of which were: 1. to identify and define the potential types and sources of potential risks to human health and safety (the “environmental risks”) to be addressed during the development of the Strategic Plan; 2. to develop a process for categorizing and prioritizing those potential risks, and 3. to formulate strategies to eliminate and/or mitigate the risks through an integrated planning process. The focus and prioritization of the study was on the following issues:

- Potential risks associated with releases of hazardous substances into soil and water from commercial, industrial and other activities and land use based on past and current operations within the study area;
- Potential risks associated with stationary air emissions (e.g., particulate matter and hazardous substances) sources within the neighborhood and surrounding area;
- Potential risks associated with on-road mobile air emissions (e.g., diesel combustion) sources such as truck traffic and off-road heavy equipment from various industrial and port-related uses;
- Potential risks associated with lead exposure in housing stock and historic soil deposition;
- Potential risks associated with surface water resources, including storm water runoff and drainage conditions, along with other potential impacts.

The study attempted to address most issues related to air, water and soil in the study area but was qualitative in nature, identifying areas that can be addressed immediately and those that will require additional quantitative analysis.

The overall methodology carried out in this study included the identification of the following environmental source areas: land and water; air; lead and surface water. The land and water source areas or sites were identified by reviewing results of an environmental database search report and a listing of the City’s vacant and/or abandoned properties for the entire study area. A screening checklist was developed containing criteria related to historical land use and operations and parameters addressing regulatory compliance issues. The study area was divided into five sectors and the screening criteria were applied to facilities identified within each.

The air sources were generally identified by reviewing the Connecticut Department of Environmental Protection (CTDEP) database of air emissions permits which exist within or potentially impact the study area or by reviewing information derived from USEPA and the Connecticut Coalition for Environmental Justice. In addition, potential impacts due to regional air quality were reviewed, along with those directly related to mobile and other on-site sources.

Lead exposure in children was identified by the Fairfield County Health Promotion Center in a meeting of the Park City Partnership working on brownfields in 2001. Nursing students from the center had compiled lead testing data and presented that data on a map using the addresses of the children. That map showed significant exposure levels in the East End. This report is compiling the activities of a number of groups to date and suggesting mitigation activities that can take place separate from and as part of the redevelopment of the East End. In addition, the City was awarded a \$3 million HUD grant to address lead in housing.

Potential surface water and/or stormwater impact areas were identified by reviewing existing mapping and studies from the Water Pollution Control Authority (WPCA) of Bridgeport. Such mapping resources include storm sewer and drainage infrastructure layouts. Potential impacts to watershed and shoreline were identified and documented through field research.

Identification of Existing Sources of Environmental Concern

Summary of Environmental Database Radius Search

Based on EDR's environmental database radius search report, there are 31 registered businesses in northwest, 28 in northeast, 47 in central east, 29 in southeast and 6 in southwest that have documented environmental issues. The 141 businesses identified in EDR's environmental database search report were reduced through a two-tier selection process, based on historical and current use and the number and nature of compliance related issues identified through the database search. The sites were inspected through field study to determine if the registered businesses were still operating and the sites were still occupied by the same use.

For the remaining businesses, Sanborn Fire Insurance maps of Bridgeport from the years 1884, 1889, 1898, 1939, 1950 and 1972 were reviewed to search for the following site characteristics: industrial activity at the site or an adjacent site, commercial activity that generated hazardous waste, a gas station at the site or an adjacent site, above ground storage tanks, above ground chemical or petroleum storage tanks, presence of underground storage tanks and electrical transformers. Sites that had historically contained heavy industrial or chemical-dependent uses were given priority in determining the target environmental sites. For a summary of the remaining sites, see Appendix ____, Tables 1 through 5: Bridgeport East End Risk Management Plan - Sites With Environmental Regulatory History, Central East, Northeast, Southwest, Southeast, and Northwest Project Area Sectors.

Summary of Abandoned and/or Vacant Sites Screening

The following 2002 USEPA definition of "brownfield" was used in screening potential sites: "Brownfields are real property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant." A listing of vacant and/or abandoned properties within the study area was obtained from the City Tax Assessor's office and was reviewed for identification of potential brownfields sites.

Project team members conducted field visits to the sites and provided notes based on observations made regarding current status and condition. The next step was

reviewing historic Sanborn maps to determine whether past uses of these sites included: industrial activities on or adjacent to the properties; historical use that involved generation of hazardous waste; a former gas station; or the presence of chemical or petroleum storage activities. The City's July, 2004 lot inventory for the lower East End neighborhood was an additional source of site information. See Appendix ____, Table 6: Brownfields Sites, for relevant information on these properties.

Known Permitted Stationary Emissions Sources – CTDEP

The table which appears in Appendix ____ presents a listing of various air emissions sources within the study area and the surrounding area and provides a summary of the facility, permitting status and relevant emissions. See Appendix ____, Table __: Air Emissions Sources. The chart presents the contribution of each of the highest air emissions sources in the Bridgeport area for 2003.

Vehicle/Transit Related Emissions Sources (i.e. I-95, truck traffic)

Diesel engines emit a complex mixture of air pollutants, mainly composed of gaseous and solid material. The visible emissions in exhaust are known as particulate matter. These include carbon particles (soot) as well as other gases that become visible as they cool. Diesel particulate matter (PM) has been identified as having the potential to cause cancer, as well as having other adverse health effects. In addition to diesel PM, emissions from diesel-fuels engines include over 40 other carcinogens.¹¹

The major sources of diesel PM are on-road and off-road vehicles powered by diesel engines. In addition to cars, trucks and buses, these engines are used in construction vehicles, agricultural equipment, trains and marine vessels. Diesel engines are also found on engines used to generate electricity, cranes, drilling equipment and portable pumps.¹²

Use-based sources (i.e. site operations, construction activities, off-road equipment)

A field survey was conducted to identify use-based emissions sources within the neighborhood, in addition to off-road equipment. Several uses were identified throughout the study area, including sand, gravel and rock crushing, scrap metal processing, and diesel-fueled port operations equipment. A comprehensive inventory was not completed nor was one within the scope of this study.

Lead in housing

Elevated blood lead levels are particularly harmful to children age 6 and younger. A low level of lead can lead to irritability and hyperactivity. Higher levels can result in learning disabilities and lowered intelligence, as well as physical damage such as hearing loss. Lead poisoning particularly afflicts low- to moderate-income, inner-city children since they are more likely to be living in older housing stock. Fairfield.

¹¹ Derived from information found at <http://www.state.nj.us/dep/airmon/airtoxics/diesemis.htm>; accessed 04/20/03.

¹² Derived from information found at <http://www.state.nj.us/dep/airmon/airtoxics/diesemis.htm>; accessed 04/20/03.

Nursing students from the County Health Promotion Center compiled lead testing data showed significant exposure levels in school age children in the East End.

There are several possible sources of lead poisoning in the East End, but lead paint is the most likely source, according to Philip A. Greiner, DNSc, RN, a nursing professor at Fairfield University and Director of the Health Promotion Center. Most of the housing in the East End neighborhood consists of frame structures that were built around the early 1900's. Since lead paint was in common use before it was banned in the late 1970s, the 100-year-old buildings in the East End are likely to have multiple layers of paint. It is also likely that the soil in a five foot perimeter around these buildings is contaminated with lead dust. Since East End houses are typically on narrow lots with small setbacks, most of the houses' yards are included in that five foot perimeter. This presents a hazard to small children in the neighborhood. The principal source of lead poisoning on the interior of these structures is lead dust from painted surfaces.

Historic soil deposition

In addition to lead paint there are two other major sources of lead poisoning in the East End. Interstate 95 runs through the neighborhood and carries an estimated 800,000 cars per day. Automobile gasoline included lead until the late 1970s, so it is likely that the soil within 300 feet of either side of the interstate is contaminated with lead. Food grown in any of this contaminated soil (around houses and or industrial sites) can be an additional source of lead poisoning.

Potential Sources and Source Areas

Soil

Surface and subsurface soils can be potential sources of materials of concern. For the purpose of the study, the following categories of sites have been identified as containing potential surface and subsurface soil source areas: (1) spill sites at active businesses identified through environmental database radius search with documented regulatory history, (2) Sites and other abandoned and/or vacant parcels within the study area that have been historically used for industrial or other non-residential purposes which could have impacted on-site soils that were identified through researching Sanborn maps.

Surface Water – Storm water Runoff

Storm water runoff can be a temporary source of materials of concern, depending on the condition of surface soils and storm water drainage systems in an area. Due to extensive urban development throughout the Bridgeport area, surface watercourses have experienced significant realignment and partial channeling. The presence of paved surfaces and storm water sewers allow for overland migration of storm waters into Johnson's Creek and ultimately the Long Island Sound. Storm water is known to carry petroleum products, low levels of metals, pesticides, and fertilizers and other contaminants into water bodies. Additionally, sources include surface water/storm water from outdoor industrial operations such as large scrap metal and bulk goods recycling facilities. While an unlikely source of human exposure, storm water is a

significant contributor to surface water pollution and thus potentially to fish and shellfish which may be harvested by humans.

Groundwater

Groundwater can be a potential source of materials of concern. For the purpose of the study, the following categories of sites have been identified as containing potential source areas for groundwater impacts: historic spill sites as identified through environmental database radius search, Brownfields sites and other abandoned and/or vacant parcels within the study area that have been historically used for industrial or other non-residential purposes which could have impacted on-site soils. Primary exposure pathways include volatilization of chemicals on groundwater into habitable structures and groundwater to surface water structures. No drinking water wells are known to exist in the East End.

Air – Ambient and Indoor

Ambient and/or indoor air can be a potential source of materials of concern. For the purpose of the study, the following categories of sites and/or sources have been identified as potential air source areas: ambient air quality resulting from stationary and mobile sources; indoor air quality associated with building materials. This may be the most significant exposure pathway due to close proximity of diesel-burning sources of particulate as well as the proliferation of other particulate sources such as construction yards, scrap metal processes, port activities and other uses located close to residential properties. While outdoor air issues may not be extreme, collection of particulate and other contaminants in indoor structures such as housing can cause significant health effects due to multiple exposure potential.

III. SUMMARY OF EXISTING PLANS

Several development plans either directly consider development within the East End or a portion thereof, or contain action items, goals, objectives or strategies which, although city-wide, clearly impact the East End. For a detailed summary of these plans refer to Appendix _____. This document provides an analysis with extracts from the elements of each planning document which affect the East End and which will inform the Strategic Planning Process as it moves forward.

<u>Planning Document</u>	<u>Date of Publication or Most Recent Revision/Update</u>
Bridgeport Housing Authority One Year and Five Year Plans	2004
Comprehensive Economic Development Strategy (CEDS)	June 2004
East End Elementary School Municipal Development Plan	April 2004
Bridgeport Public Schools, Facility Master Plan Final Report	April 2003
Bridgeport Harbor Management Plan	July 2001
Waterfront Area Implementation Plan	February 2001
Lower East End Municipal Development Plan	September 2000
Stratford Avenue and Revere Street Redevelopment Plan	March 2000
East Side/East End Municipal Development Plan	March 2000
East Side/East End Strategic Plan	September 1998
Bridgeport Master Plan of Development	February 1997
East End Plan and Development Study	March 1996
Seaview Avenue Corridor Study	January 1993

Additionally, several plans were not included in this analysis either because they were too old or because the items contained therein were replicated in other or subsequent planning documents. These include the Seaview Avenue Industrial Development Project (September 1980); the Development Plan for the Port of Bridgeport (October 1993); and the Strategic Plan for Bridgeport (June 1994, amended June 1996). (The City's most recent Consolidated Plan (2003-2008) is currently being reviewed to determine whether any action items set forth in that document are directly relevant to the East End NRZ Strategic Plan.)

IV. MARKET ANALYSIS

The following is a draft retail market analysis for the Stratford Avenue corridor in Bridgeport's East End. Included is a discussion of some of the key factors that impact on Stratford Avenue's retail potential. This analysis will then present an appropriate market positioning and strategic direction for the Stratford Avenue retail corridor. Finally, it will detail development opportunities in certain retail categories and will outline a number of business operators that have the potential to provide a mix of retail goods and services that will best serve the needs of the community supported by the Stratford Corridor. The goal is simply to highlight, in a judgment-free way, the kinds of retail that have been known to work in comparable business districts elsewhere.

Factors impacting on Stratford Avenue's retail potential

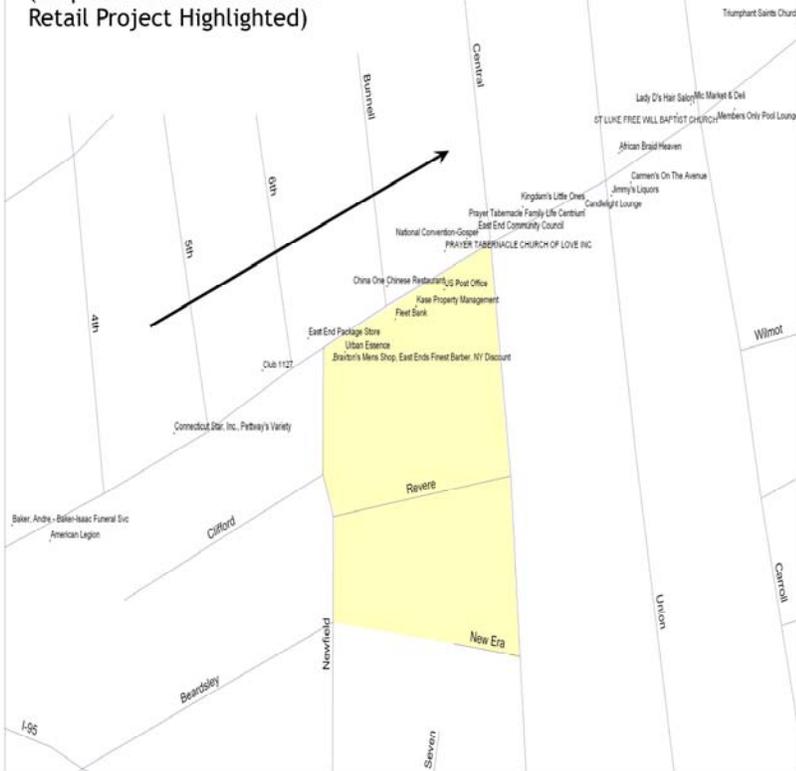
Population trends are one factor impacting retail potential; retailers do not like to see population decline. The neighborhood lost 16.44% of its population in the '90's, however, new planned housing developments in the East End have the potential to add to the market served by retailers and potentially make the neighborhood more attractive. Population density is another significant factor to assess in determining retail potential. The retail community is paying a lot of attention these days to density, which can more than compensate for low income levels. Median household income was estimated at just \$30,200 in 2005, but the neighborhood boasts some 5,700 persons per square mile, similar to the densities of a large Midwestern city. Of the captive market, 29% of households do not own an automobile.

Another factor to consider is substantial sales leakage. According to a 2005 estimate, approximately 7,905 people live in the neighborhood. The roughly 55,000 sq.ft. of retail space in the neighborhood, translates to approximately 7 sq.ft. per capita. The industry rule-of-thumb is 20 sq.ft. per capita, meaning the neighborhood should be able to support another 103,000 sq.ft. of retail space. However, with competition and site location realities – even if there is substantial sales leakage currently (see above), prospective tenants might still prefer other shopping areas with a larger draw, i.e. ones that are: 1. better-positioned vis-à-vis transportation patterns (e.g. Boston Avenue / U.S. 1, even Barnum Avenue); and 2. able to accommodate larger anchor retailers (e.g. The Dock shopping area). Stratford Avenue does offer access to I-95, but the street is not visible from the exit ramp, and the way to get there is somewhat convoluted.

Existing development pattern on Stratford Avenue

Stratford Avenue is a long commercial corridor, and the existing population cannot sustain retail square footage along its entire length. Continuous retail frontage is interrupted by numerous non-retail uses, including churches (and church parking), residential, etc. Non-retail uses (e.g. church, community center) occupy "100% intersection" at Stratford and Central. A residential stretch separates two areas of existing vitality at Central/Newfield and Hollister. There is a built-out development pattern and shallow lot depths, and as a result, it is harder to accommodate larger anchor retailers/uses (and their required on-site parking) without interrupting zero-setback

Stratford Avenue Commercial Corridor, Principal Businesses (Proposed Stratford Avenue/ Retail Project Highlighted)



urban fabric. Due to the fact that there is currently no site control over an area large enough to accommodate such retailers the City's ability and willingness to aid in property assemblage will be relevant.

Appropriate market positioning and strategic direction

Generally speaking, Stratford Avenue's niche is as a neighborhood shopping street for convenience goods and services. Convenience goods and services are those daily "errands" where one chooses a particular establishment on the basis of *convenience* alone (as opposed to, say, price, selection, style). Examples include food markets, pharmacies, beauty supply stores, laundromats, banks, take-outs restaurants, etc. Why this niche? There is a lack of basic goods and services in the neighborhood and 29% of households do not own an automobile. Adding to this is the fact that the neighborhood is isolated and is therefore unlikely in most cases to achieve a draw beyond its boundaries.

With this sort of market positioning, Steel Point would not be an issue. Midtown Equities is planning a "Class A", department store-anchored regional mall. In addition to the Mall the Steel Point plan includes a substantial amount of high end street level retail, a large number of market rate housing units, and a gourmet shopping center to support that housing. The current plan has the construction of the mall beginning in 2007 with completion in 2009 and subsequent phases of the project not coming on line for up to 5 years after that. Based on the positioning of the Steel Point project and its timeline it would most likely not threaten Stratford Avenue. A power center like the one in Downtown Port Chester, with, say, a Target, would be more of a problem. Stratford Avenue should act, however, as if Midtown Equities' plans would have a substantial negative impact, as a way of exacting some sort of mitigation or impact fee.

The Stratford Avenue Corridor is currently characterized by the following mix of retail uses:

- "Bodegas" and liquor stores
- Hair salons and barber shops
- Fast food restaurants (i.e. Chinese take-out, fish)
- Self-service Laundromats
- Storefront churches

To improve the range and quality of good and services available to the East End community the retail development focus should be on improving the existing merchants (or replacing them with better operators in the same categories), and on attracting other businesses that are also typically part of the retail mix in a neighborhood of similar size and demographic makeup. These businesses include:

- Discount variety / dollar store concept
- Neighborhood pharmacy
- Additional fast food establishments
- Small to medium sized niche grocery store

On the other hand, the following retail categories are, generally speaking, *not* realistic or sustainable in this kind of business district (given its visibility/access, demographics, competition, etc.), and ought *not* to be pursued:

- “Full-line” supermarket (unless specialty/niche)
- Chain drug store
- Apparel and accessory stores

Strategically, efforts should focus on the following: New construction of 20,000 – 30,000 sq.ft. of retail space, as the existing product is not the sort that is likely to attract new businesses. Efforts should focus on the two blocks of Stratford Avenue between Newfield and Union, so as to create a node of positive energy on which to build – why there? Central is the primary “thru” street (with bus route), so the Stratford-Central intersection represents the neighborhood’s best opportunity for changing perceptions and restoring positive image.

Union and Newfield are also key thoroughfares in neighborhood traffic patterns. The presence of important community institutions and retail amenities (e.g. Ralphola Taylor Community Center, Charles Smith Foundation, public library, post office, Bank of America) is significant. The focus of past redevelopment efforts (e.g. strip mall), as well as current ones (i.e. Charles Smith Foundation’s plans) should be considered. The Hollister-Stratford intersection, the other beehive of activity in the neighborhood, has less to build on.

Specific retail categories

Supermarket anchor. The industry rule-of-thumb is that 1 person can support roughly 2.5 sq.ft. of grocery store space, so the 7,905 residents in the neighborhood can sustain approx. 19,800 sq.ft. of grocery store space. The neighborhood already has about 10,100 sq.ft. of bodegas, which serve as food stores. This means that neighborhood residents should be able to support an additional 9,700 sq.ft. of grocery store space, however, a 9,700 sq.ft. grocery store were to open in the neighborhood, residents would still do their weekly shopping at a larger full-line supermarket. In other words, such a smaller format, more conveniently located for neighborhood residents, would still not be able to compete with Shaw’s (Stratford Crossing) or Super Stop N Shop (The Dock) – it would only draw those shoppers who are just in need of a loaf of bread, a carton of milk, etc. (and in so doing, would take sales from the local bodegas). The exception would be a specialty food market with the capacity to draw from beyond the neighborhood and expand the base of potential customers. An additional option would be a mid sized grocery outlet that such as Krasdale Foods that has the potential to also act as a supplier for local bodegas.

Drug stores - Larger chains (e.g. Walgreens, Brooks) tend to look for: 1. areas with populations of 20,000; 2. one-acre sites at the corners of major intersections. An alternative is *Medicine Shoppe*, a St. Louis, MO-based franchisor of independent pharmacies, with over 900 units across the country; that looks for: 1. Small 1,200 sq.ft. storefronts; 2. 10,000 people within 1 mile; and 3. “Middle-income” demographics.

Discount variety stores – These stores provide a wide variety of low-priced merchandise, serve as a sort of mini-Kmart, take the place of the old “five-and-dime.” Arguably a more useful anchor than a small-format grocery store, because it will offer many merchandise categories that the neighborhood would not have otherwise (e.g. apparel, domestics, hardware/paint, etc.). An example is *Family Dollar* – fast-growing Matthews, N.C.-based national chain with over 5,700 stores; it is technically *not* a dollar store, but most of its merchandise is priced below \$10.00; they look for: 1. opportunities in low-income urban areas; 2. 6,000 people within the neighborhood, 20,000 within two miles; and 7,000 to 10,000 sq.ft. storefronts. They already operate units in the C-Town strip mall on U.S.1 and the Merchants Walk strip mall near the airport in Stratford, but they have found that “high-population areas can handle a lot of stores”

Other possibilities include: *Just A Buck* (Goshen, N.Y.-based franchisor of roughly 35 stores) and *Dollar Discount Stores* (Boothwyn, PA-based franchisor of 140+ stores, looks for 2,500-3,000 sq.ft. storefronts).

Fast food restaurants - Most of the national franchises require VPD (Vehicle Per Day) counts of 20,000 or more, and Stratford Avenue averages roughly 14,000. Franchise possibilities include: *Papa John’s*, *Subway*. Canvass other Bridgeport business districts, identify/attract strong operators (e.g. Fortune Cookie Kitchen, Doughnut Inn, Kennedy Fried Chicken)

Gas stations - Look for locations on major “through” streets with high traffic counts or at highway interchanges. There’s a possibility for no-name brand on NW corner of Stratford/Hollister intersection (in place of fast food shack). Unlikely on or near the old gas station site at the I-95 / Exit 29 end of Stratford Avenue due to poor visibility and convoluted access.

Other tenanting opportunities - *X-Bankers Check Cashing* is a local chain-let, also located in Downtown, Barnum Avenue, East Main Street, etc. Merchants are soon to be displaced by Downtown redevelopment plans (e.g. Jimmy’s Outlet, Mos Wanted, Headliners Hair Styling, Healing Hands Wellness).

V. COMMUNITY INVOLVEMENT

- Community Survey

In June, 2004 door-to-door surveys were conducted of East End households. A total of 211 surveys were collected, although not all were completely filled out. The survey results revealed a general discontent with the quality of services and amenities within the East End community, as well as quality-of-life concerns such as crime, traffic, and blight. Overall, the surveys were consistent with data previously collected through past community planning processes.

The majority of respondents rated community services “poor” or “fair.” The lowest scores were in local government, parks, road maintenance, snow removal and sanitation. Fire protection, library services, and public transportation had the highest overall ratings. When asked which service they would most like to see improved, a plurality of residents stated police services. Residents gave low ratings to the quality of housing in the neighborhood (85% rating it poor), and shopping (85% rating it poor).

With regard to spending patterns, the majority of respondents stated that they purchased groceries, clothing appliances, pharmacy items and other goods outside of the East End. Basic services were also mostly purchased outside of the neighborhood. The availability of goods and services was the highest factor for residents continuing to live in the area, according to the survey results. When asked to identify priorities for economic development, “developing shopping areas” received the highest score, with 65% of respondents rating it a “high priority.” “Building more housing” and “improving roads and bridges” were also important to respondents, with the majority rating those items as high priorities as well.

The lack of basic services, crime, vacant lots, deteriorated housing, accumulation of junk and debris, abandoned vehicles, danger from street traffic and the lack of parks and recreation services all were rated “very serious” or “somewhat serious” problems by a majority of respondents. Only two items – stray or unattended animals, and difficulty parking – were rated “not at all serious” by a majority of respondents.

- Design workshop (*brief text and photos from charrette*)

In preparation for the Charrette, Vita Nuova and other team members attended three NRZ meetings and provided a mini-charrette prior to the charrette. Community groups including Charles H. Smith Foundation and East End Community Council developed flyers that were distributed throughout the neighborhood. The week before the Charrette, a youth outreach program was initiated with Prayer Tabernacle Ministries, Rapheola Taylor center and Charles H. Smith Foundation Youth to engage them in the process.

The design workshop was proposed and implemented over a three day period- July 28-30 to provide the opportunity for maximum community input into the plan. Over

30 professionals and student architects were on to identify, draw and synthesize the stakeholders' input into the six design initiatives identified earlier. The workshop attracted over 150 documented participants. Registration attendants reported that several people did not sign in. Numerous community leaders attended and witnessed the East End community led by the NRZ planning committee coming together to plan their collective future.

The agenda for the workshop was as follows:

Friday, July 29

5:30 pm Arrival and Reception
6:00 pm Kick-off Introduction and "Keynote Challenge" NRZ Chairman, business, and government leaders
6:30 pm Overview and informal meetings around design team tables.
7:00 pm Adjourn for evening

Saturday, July 30

Registration: 8:30am

9:00am Rick Lowe- Invited Speaker (www.projectrowhouses.org)-

Design teams begin work, Doors open for public; informal briefings for arriving public

9:30-11 am *Business- Neighborhood Connections*

Participants: business owners and neighbors

Collaboration leads to strengthened connections and avoids land use and other conflicts. This meeting will occur during the design workshop and will be a facilitated conversation between neighbors and businesses. Issues may include: Jobs, Job training, Trucks, Buffers, Future expansion, Brownfields, security, and other topics related to economic and community development.

9:30 am Design Initiatives work independently

- **Circulation plan** (Neighborhood Structure, Mckinley School, Library Expansion, Safety, Business/Neighborhood interface)
- **Seaview Ave Corridor** (Container Port, Buffers, Business expansion, Yellow Mill Creek Greenway)
- **Neighborhood Open Space** (Newfield Park, gateways, community art, other opportunities)
- **Central Ave Corridor** (brownfields, water access, Pleasure Beach)
- **Stratford Ave Corridor** (New retail, Streetscapes, school/neighborhood/commercial connections)

11:30am (+/-) Q&A: Very brief reports and comparison of notes.

12:30 pm Lunch. Design teams continue.

4:00 pm Reports from each team, including Youth Group. Review of work w/ discussion/feedback. City officials/NRZ members/business leaders provide feedback.

6:15 pm Summary of day and Adjourn. Design teams continue.

Sunday, July 31

1:00 pm Reception

1:30 pm Presentation of awards for children's art.

Presentation of work by design and community teams to Ste and federal delegation, city council, city officials including mayor, business leaders.

3:30 pm Summary of workshop, evaluation and adjourn

A highlight of the workshop was a presentation by Rick Lowe who identified strategies for communities to boot-strap the redevelopment of their own neighborhoods through the use of art, volunteer labor, and development of an ethic of community pride and ownership. His primary example was the re-claiming of Project Row Houses (www.projectrowhouses.org) identified in the following photos:



VI. PROPOSED PLANNING INITIATIVES

A. Neighborhood Framework/Circulation Plan

i. *Description of initiative*

This initiative group worked on analyzing and creating an overall framework for the neighborhood which includes: current and future compatible land uses, circulation by foot, car and public transportation, and major changes to the neighborhood which will positively affect the future growth and development of the neighborhood.

Topics may include: Pedestrian Circulation (Safe walks to schools, to playgrounds, to bus stops, to grocery stores), Crosswalks, Connection to waterfront and Pleasure Beach, Public transportation-connections/additions, Vehicular circulation (traffic calming, one-way and two-way streets, parking), streetscape, gateways and public art, major land use issues and directions for development by type, compatible/incompatible uses, zoning changes, buffering, changes caused by new developments like McKinley School and the port.

ii. *Goals*

The goal of this initiative was to design a framework that strengthens the connections and resolves conflicts in current land uses while providing opportunities for expanded compatible development within and around the neighborhood. Anticipated design products included:

- Neighborhood Circulation, Recreation and Water Access Plan
- Connection to Yellow Mill Creek greenway
- Pedestrian and bikeway connections
- Integration with new school
- Connections to Pleasure Beach (i.e. pedestrian access)
- Major land use directions/changes/directions
- Zoning changes
- Identification of uses for opportunity sites

The ultimate goal of a Neighborhood Circulation Plan must be to support a safe, pedestrian-friendly, vibrant neighborhood, built around attractive commercial and residential streets, providing safe and accessible connections for all residents to schools, public transportation, waterfront and open space and neighborhood shopping

iii. *Neighborhood analysis*

The East End neighborhood of Bridgeport has assets which any community around the country would be proud to possess: historic architecture, including housing and commercial buildings of great character; a compact, walkable scale; waterfront on three sides with dramatic views of the harbor and Long Island Sound; a neighborhood park and schools; and an engaged citizenry committed to the revitalization of their neighborhood.

On the other hand these assets have all been impacted by problematic developments such as the elevated highway which cuts the neighborhood in half; the presence of incompatible industrial uses in close proximity to residential areas, and especially along the waterfront, virtually cutting the neighborhood off from the shore; considerable blight and abandonment

of the historic building stock; environmental degradation; and a planning process that has, until recently, disenfranchised local stakeholders. In spite of this, there are significant opportunities to build upon these assets, beginning with the basic idea of a pedestrian-friendly, walkable community, based upon a careful analysis of the neighborhood's physical form and patterns of use.

Neighborhood Main Street

Stratford Avenue is undoubtedly the neighborhood "Main Street," and while it currently functions in tandem with Connecticut Avenue for the purposes of traffic flow, it has been historically, and remains, the principal commercial corridor, as well as an east-west connector of regional significance. The section of Stratford Avenue within the East End proper is just over a mile long. While the neighborhood at its peak supported substantial and continuous mixed-use development along the entire length of this corridor, even spilling over into side and parallel streets, the current demographics and market conditions no longer support historic densities for the entire length of the corridor, as evidenced by the level of blight and abandonment, disuse of upper stories, and vacant lots.

Furthermore, the footprints of older commercial structures and the lack of off-street parking do not always support contemporary patterns of retail development, nor does the condition and level of code-compliance of upper stories encourage easy and affordable residential redevelopment.

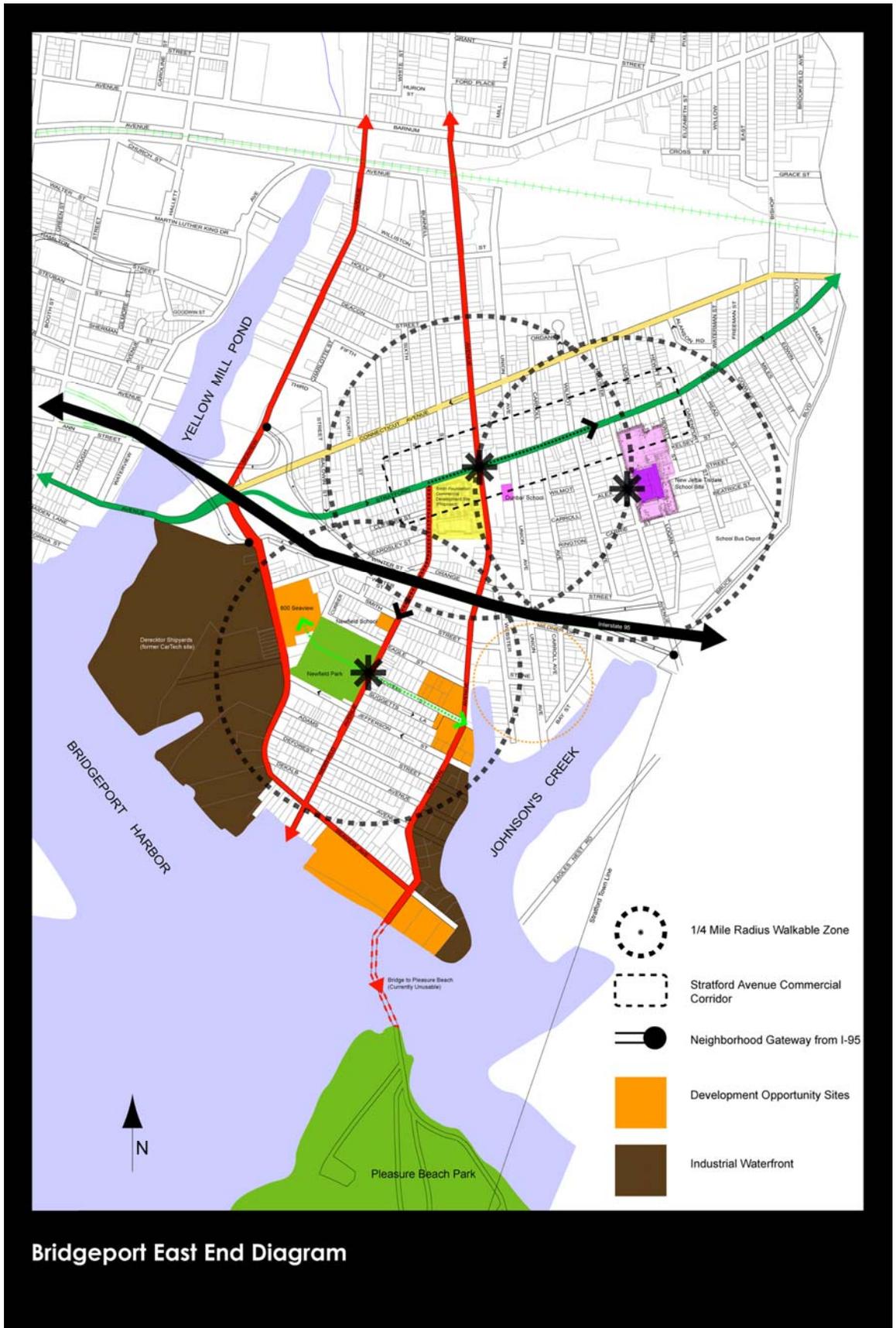
Use of Nodes

All of this indicates a need to identify nodes, or areas of focus, for mixed-use redevelopment efforts along the Stratford Avenue corridor, where a combination of preservation, restoration, infill and new development can support a vibrant, pedestrian-oriented, neighborhood center. For Stratford Avenue, the most obvious area of focus corresponds to its intersections with the major north-south connectors to the larger community, especially Newfield Street, Central Avenue, and Hollister Avenue. The core of Stratford Corridor is thus taken to be the roughly 1/3 of a mile section between Newfield and Hollister, which then serves as a collector for traffic, especially pedestrian traffic, from residential areas north and south of Stratford Avenue.

Walkable Scale

The pedestrian scale of this core area and the way in which it potentially functions to connect most of the neighborhood is shown in the analysis by three overlapping circles of 1/4 mile radius centered respectively at the intersection of Stratford and Central, the Newfield Street edge of Newfield Park, and the Hollister Avenue entrance to the new Tisdale School. Since 1/2 mile is, in good conditions, a comfortable 10 minute walk for most people, these circles serve to indicate how walkable a safe, well-designed, well-lit, pedestrian friendly East End could be, including access to the waterfront.

Following the neighborhood analysis diagram, two points indicated for public access to the waterfront (where public "beachheads" could be established amidst current industrial uses) are: 1) at the southern end of Newfield Street, connecting via Seaview Avenue to the end of Central Avenue and the potential future re-connection to Pleasure Beach; and 2) at Johnson's Creek, especially at the eastern end of Trowell Street, which connects Newfield Park to the Johnson's Creek waterfront.



Indeed, these local cross axes of Newfield and Trowell Street structure the center of the lower East End (south of Stratford) and connect many of the significant opportunity sites in this part of the neighborhood, including the brownfields sites along Johnson's Creek, Newfield Park, and the 800 Seaview Avenue property, as well as the Newfield School, the proposed retail development site at Stratford and Newfield, and some potential sites at the southern end of Seaview.

The analysis also indicates areas where future land use and landscaping should provide buffering and protection for residential neighborhoods and pedestrians from noise, pollution and less compatible uses, especially along the Seaview Avenue corridor with its major existing and proposed industrial uses and corresponding truck traffic, adjacent to Interstate 95 and its exits – which need to be better integrated into a neighborhood circulation plan as well, and along Central Avenue.

iv. *Neighborhood Circulation Plan*

Re-Routing Traffic

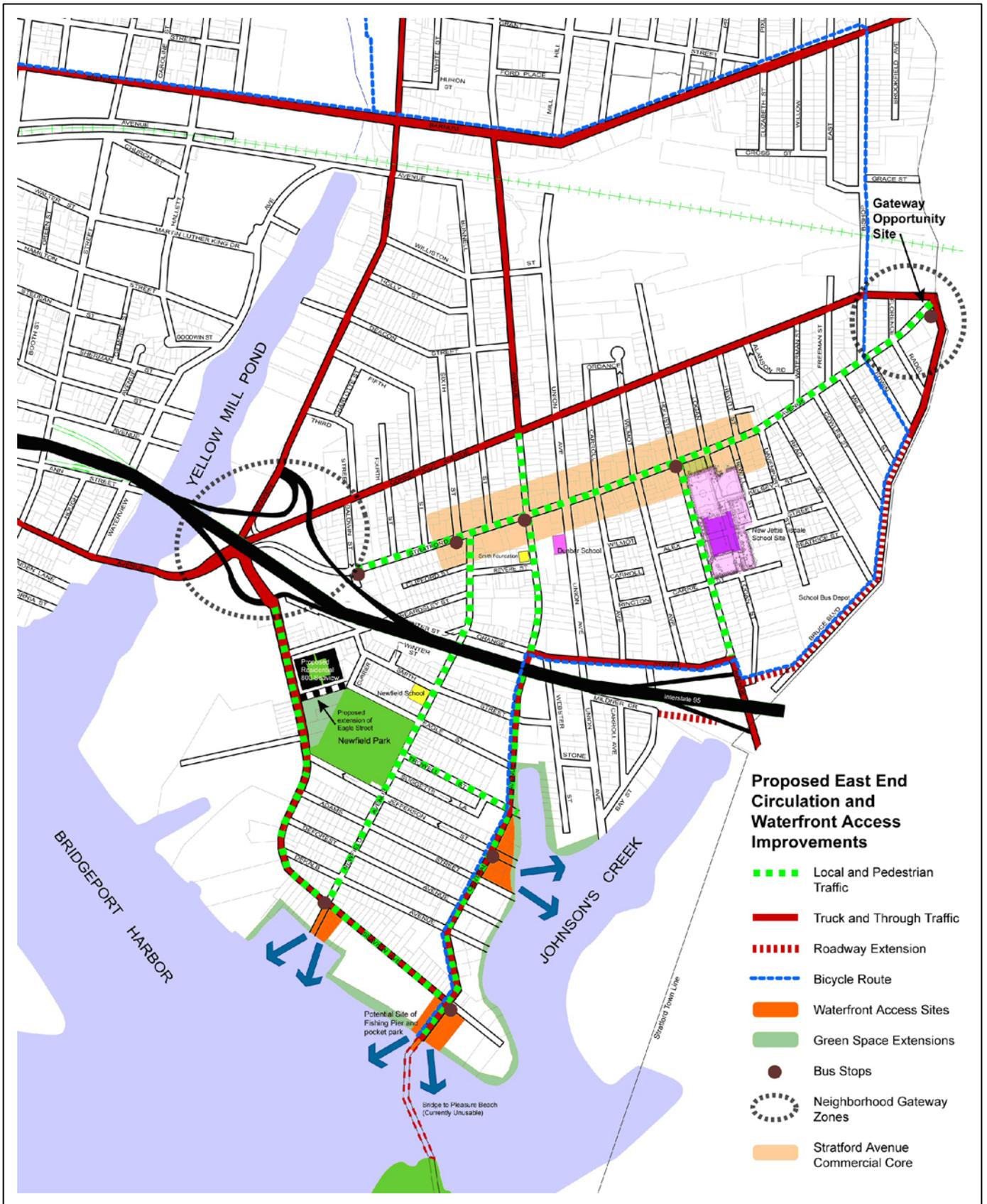
The proposed circulation plan would, wherever possible, route through traffic and especially truck traffic to Seaview Avenue and corridors at the edges of the neighborhood, allowing local streets, especially Stratford Avenue, but also Newfield and Hollister to be developed as pedestrian and bicycle oriented corridors, using traffic-calming strategies to encourage the sort of slow-moving local vehicular traffic, conducive to retail and residential activity.

A basic principal would be to encourage all through traffic and trucks to move as quickly as possible to Connecticut Avenue for east-west traffic, and Seaview Avenue for north-south traffic. North-South traffic moving beyond the rail line would then detour, for now, on Williston Street to cross the tracks on the Central Avenue overpass, but eventually be accommodated by a new underpass on Seaview.

Modify Roadways to Promote Better Circulation

While this is not necessarily a problem today, the new Jettie Tisdale School, which will front directly onto Hollister, will create a situation that may be undesirable if not dangerous for children, many of whom walk to school and will be forced to cross Hollister daily. We advise that the City consider ways of re-routing exiting I-95 traffic *around* Hollister Avenue, perhaps by utilizing the existing Bruce Boulevard right-of-way, but this will be discussed later in the report.

An extension of Mildner Drive to connect to the I-95 off ramp, combined with opening the Bruce Road Boulevard right-of-way along the edge of the neighborhood and its connection to Hollister Avenue would support this strategy, as well as mitigating the isolation of the area at the southern end of Union and protecting Hollister from highway traffic, especially with the opening of the new school. Since the new school will require the closing of Alex Street, consideration should be given to connecting Carrie Street through to Davenport, as well as providing for easy pedestrian access to, and crossing of the new school campus.



Change Directional Configuration of Key Roadways

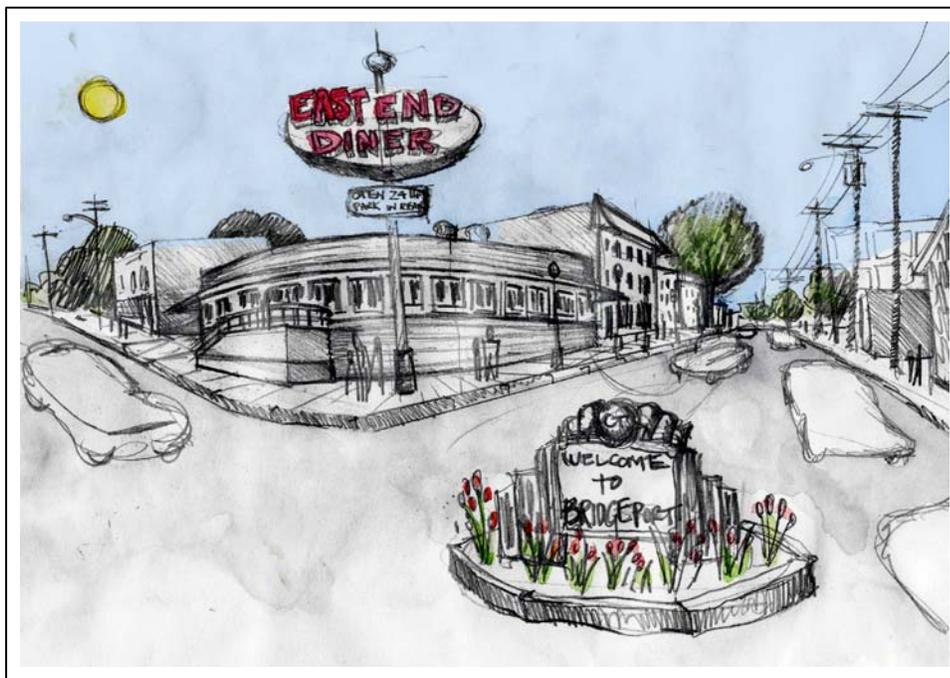
All of this would be facilitated by returning both Stratford and Connecticut Avenues to two-way use. This should be carefully considered since it would serve the purpose of aiding traffic-calming along Stratford in support of its status as a pedestrian-oriented, neighborhood retail corridor, while allowing the wider less encumbered right-of-way provided by Connecticut to carry through traffic. Stratford could then have frequent 4-way stop signs and crosswalks, sidewalk bump-outs at corners, parallel parking, and the sort of streetscape that befits its role as the neighborhood Main Street, especially in its core area.

v. Gateways

Eastern Gateway

Attention should be given to the important gateway areas at the east and west ends of Stratford and Connecticut Avenues. The east end, at the Stratford town line, has some significant opportunity sites that could be developed for commercial uses, such as restaurants and convenience stores, that appeal not only to neighborhood and regional users, but also to employees of adjacent industrial and other businesses.

Signage, landscaping and placement of buildings should articulate significant point of entry, not only to the East End neighborhood, but also to the City of Bridgeport. The same criteria apply to the very different gateway area at the western edge of the neighborhood, where the challenge is to mitigate the impact of an enormous area devoted to highway infrastructure.

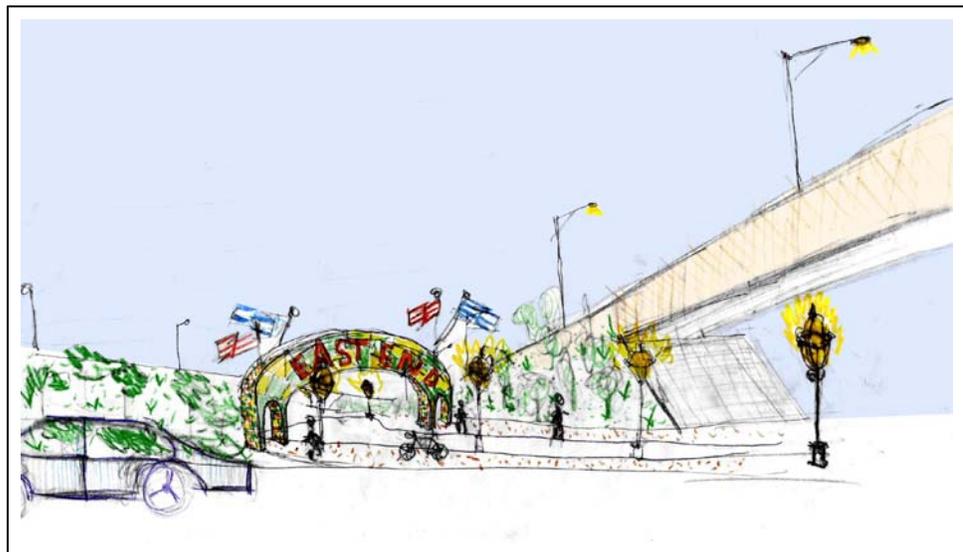


Western Gateway

Today the primary entrance gateway to the East End, located at the I-95 exit on Seaview Avenue, is marked by nothing more than a small welcome sign with a collection of

confusing place names and arrows. If drivers manage to decipher these instructions and find their way towards Stratford Avenue, they are welcomed by the harsh bare concrete retaining walls of I-95 itself. This is no way to welcome someone to your neighborhood. The following recommendations are suggested:

- *Redesign Physical Area* - The City needs to seriously consider re-designing the physical landscape around the intersection of Seaview, Stratford, and Connecticut Avenues. Large, attractive, and well-lit signage announcing entry to Bridgeport and the East End must be erected. Clear directional signage must help drivers find their way to Stratford Avenue. Finally, something must be done with the exposed concrete walls and empty expanses of grass that characterize this area.
- *Public Art Projects* - The City should consider commissioning artists to use murals, sculptures, and other means to positively alter this environment. These artists could very well come from within the community itself. Indeed, this area provides ample opportunities for community and youth-organized public art that would not only aesthetically improve an otherwise bleak landscape, but would also demonstrate powerfully the ability of *all* community members to take action and change their neighborhood for the better. There is no reason why this could not start tomorrow.
- *Lighting Improvements* - Currently proposed streetscape projects will contribute to reclaiming this area for local pedestrian use, but also needed are both daytime and nighttime lighting in the daunting area under the highway, more extensive landscaping and public art projects aimed at localizing the character and scale of the placeless highway structures, and better signage and wayfinding strategies.
- *Public Transportation Improvements* - Residents have also mentioned the need for bus stops at shelters in this area. Once one negotiates the intersection and moves into the neighborhood along Stratford Avenue, derelict and underutilized properties right at the beginning of the corridor at Baldwin and Fourth Streets should be targeted for commercial redevelopment that both enhances the first impressions of the neighborhood and takes advantage of sites immediately adjacent to a major highway intersection.



B. Neighborhood Open Space

i. *Description of initiative*

This initiative focuses on improving existing open space including Newfield Park and newly designed McKinley School playgrounds while seeking to create new places to play and recreate. An emphasis is placed on determining the needs of the community and finding creative ways to fill them. Connections to Pleasure beach are discussed as well as creating safe routes to and from playgrounds. Issues include: a better design of Newfield Park, connections between greenspace and the neighborhood, new opportunities for recreation space, waterfront access, greenways, playgrounds, landscape buffers, orphan sites, and Pleasure Beach connection

ii. *Goals*

The goal of this initiative was to improve the functionality (usefulness) of the neighborhood open space while seeking to identify new open space while improving connections between them. Anticipated work products included a Neighborhood Open Space Plan, to be incorporated into Circulation Plan, with the following components:

- New waterfront park beside Newfield Ave boat launch
- Newfield Park plan
- Water access per Groups 1 & 3
- Open space opportunities map
- Safe byways map

iii. *Open space and buffer opportunities*

Successful urban parks play an important role in strengthening neighborhood character, attracting development, new residents and increasing the property values of surrounding areas. The challenge for the East End is to identify vacant and/or under-utilized land and develop these sites into beneficial open spaces. Reclaiming access to Pleasure Beach for recreational and education use by East End residents was recognized as a high priority, although it was understood by all that permanent access is a long term goal. East End stakeholders also identified pocket parks, the re-design of Newfield Park, establishment of a park along Stratford Avenue adjacent to the new McKinley School, development of linear parks along Seaview Avenue, Johnson Creek and Long Island Sound as critical areas for open space revitalization. Following are some critical design elements that can help create desirable urban parks:

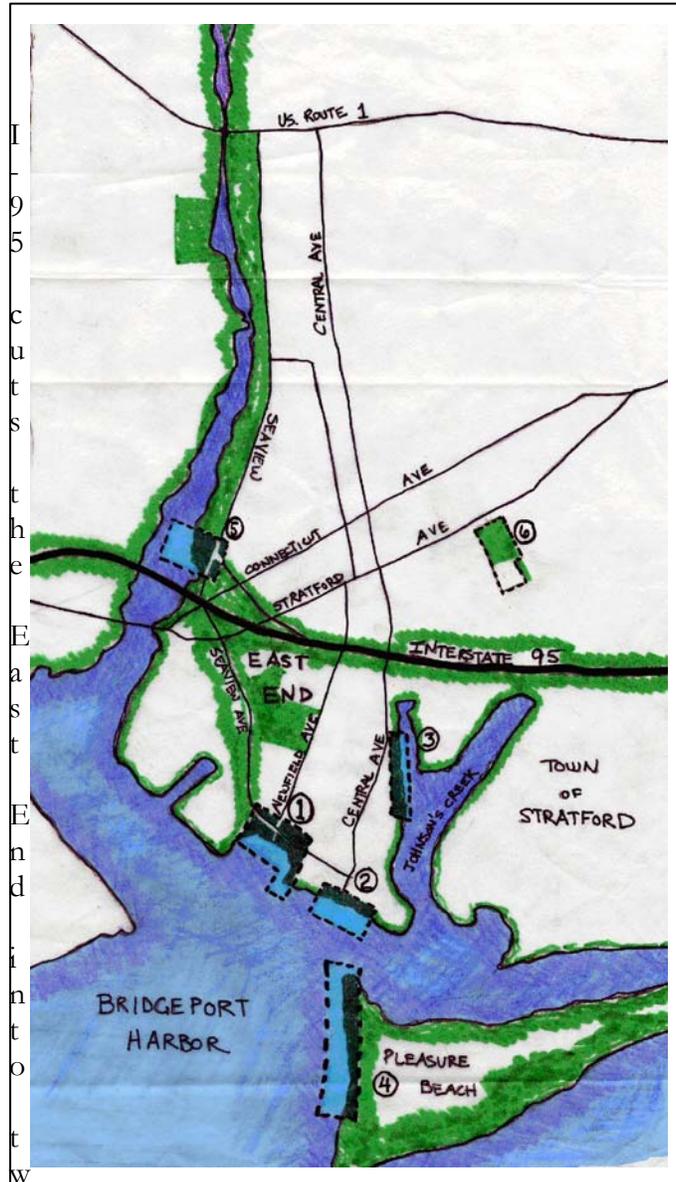
1. Urban open spaces are successful when they have a welcoming relationship with adjacent streets. Passersby should be able to see into a park area clearly, and they should feel safe when walking past these parks;
2. Shade trees are excellent for defining spaces, but it is important that the limbs be high enough that people can see through them when walking or driving by;
3. Active recreational spaces such as baseball fields, basketball courts and play spaces for young children should be clearly defined;
4. There should be adequate and appropriate seating near ball fields and courts, in shaded areas, and especially surrounding play spaces for young children;

5. Urban open spaces should have more than one entrance/exit. These areas should be easily identifiable from the street;

Framing open spaces with existing and new buildings helps to define recreation areas, and facilitate supervision by the community;

Two areas were identified as critical locations for landscaped buffers:

1. Along the I-95 corridor, and
2. Seaview Avenue.



o distinct pieces, undermining the continuity of the East End neighborhood. Seaview Avenue will likely see increased truck traffic due to the redevelopment of industrial uses along the Yellow Mill River and Long Island Sound. Vegetating both sides of I-95 and Seaview Avenue will achieve several goals:

1. Evergreen plantings will help process particulates from car and truck emissions and will help cleanse the air. This can result in decreased incidents of asthma and other respiratory ailments;
2. Vegetation can (minimally) help reduce noise pollution caused by high traffic volume along major transit corridors;
3. Landscaped buffers will help to re-weave the East End neighborhood and can add the amenity of a linear park in some areas. Bicycle and walking paths can be integrated into these buffers providing safe pedestrian travel routes around the East End;



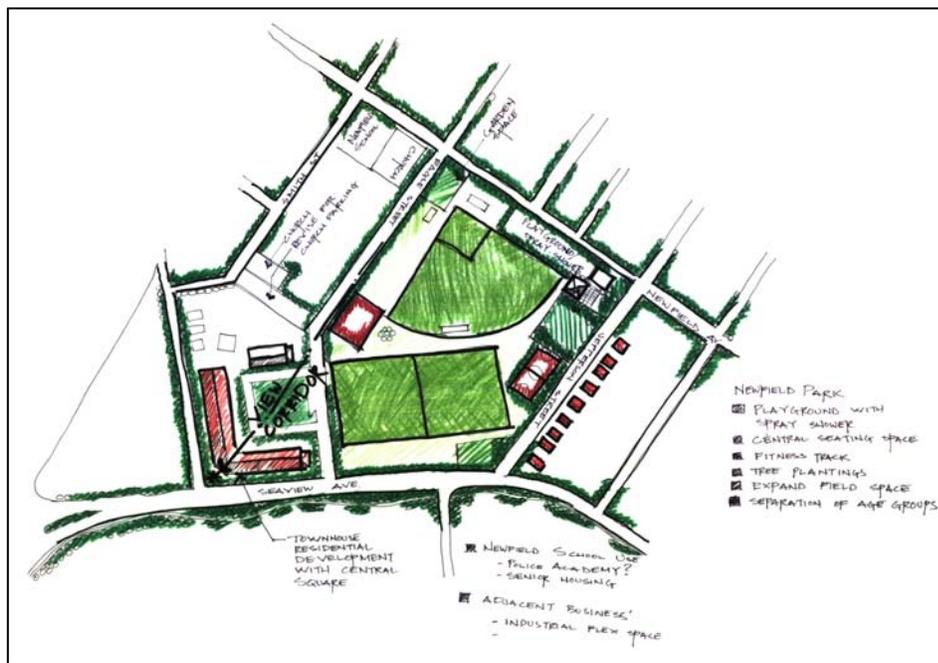
4. Landscaping can also be a useful design element, defining connections between the neighborhood and the water.

iv. *Redesign/Improvement of Newfield Park*

Newfield Park is a valuable resource to the East End, however, several design features are lacking, resulting in an area that can be unsafe. Two distinct elements are required to make Newfield Park a safe and attractive amenity to the East End. The first is re-designing the Park's active recreational areas.

Establishing a distinct area for young children to play where they can be seen from the street and by neighbors as well as providing sufficient seating nearby for adults will result in a safer amenity for the neighborhood. Community members also recommended adding a soccer field, new basketball courts, and refurbishing the existing baseball field.

Passive recreation such as a series of chess tables and other seating for adults should be scattered through the site.



Second, a critical element of safe open space is clearly defining the limits of the public space. Surrounding open space with buildings and shade trees is an effective way to identify public space. The development of 800 Seaview Avenue as a high-density residential area should be designed such that the new buildings help define the northwestern edge of Newfield Park and bring added residential surveillance to the park. In addition, this plan recommends considering relocating industrial businesses located adjacent to Newfield Park to expand recreational

space and creating housing across Jefferson Street on current park space to increase the eyes of the park.

v. *Reuse of Newfield School*

Newfield School is an impressive piece of civic architecture. Several options for re-use of this school were discussed during the community design workshop. The two most compelling suggestions were retrofitting the school to be used as:

1. *A Police Academy & Training Center* - There are several advantages to locating a Police Academy & Training Center at the Newfield School. Community members emphasized the need for added police presence in the area, particularly in the vicinity of Newfield Park. The intermittent arrival and departures of police cadets will add to the surveillance of the area. The proximity of Newfield Park to the School makes it an ideal location for the training of new cadets and increases the police presence in the area. On-the-job training of veteran officers would also take place here. A Training Academy would service all of the surrounding cities and towns and can, therefore, be a much needed revenue source for the City of Bridgeport.
2. *Senior Housing* - Several community members identified the need for senior housing. Several generations of families live in the East End, but most of the housing available is not geared toward the unique needs of senior citizens. Even is the Newfield School is not used for senior housing, alternate sites should be identified for such development.

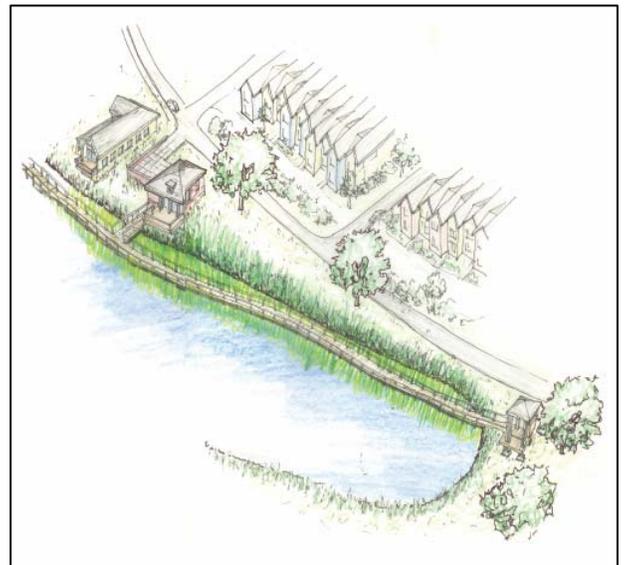
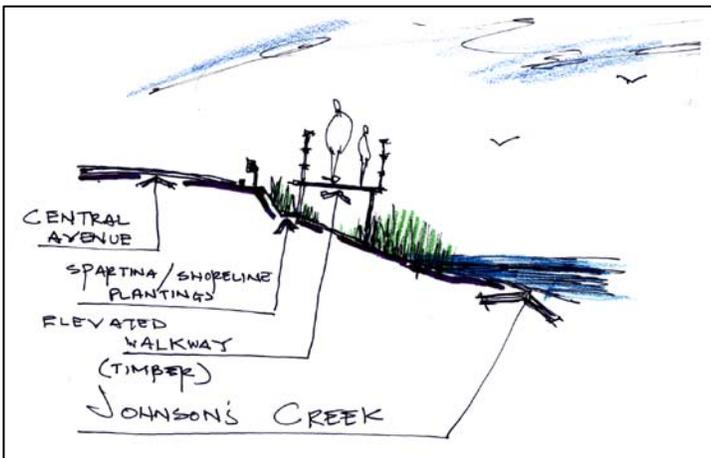
vi. *Access to Waterfront*



Presently the East End peninsula is lined, almost entirely, with businesses. Some of the businesses are shore related like the port, and some are unrelated, and even potentially hazardous to wetlands, watercourses and wildlife like scrap metal yards.

Access to the waterfront by East End residents is limited. Although some fishing takes place in Johnson Creek, access is restricted and issues of possible contamination of the Creek and its wildlife remain. Suggestions brought up during the charrette include:

1. Create a linear park by locating an elevated walkway along Johnson's Creek and establishing a fishing pier. This will allow wetlands vegetation to establish and begin the process of naturally filtering and cleansing the Creek while providing pedestrian access and recreational fishing;

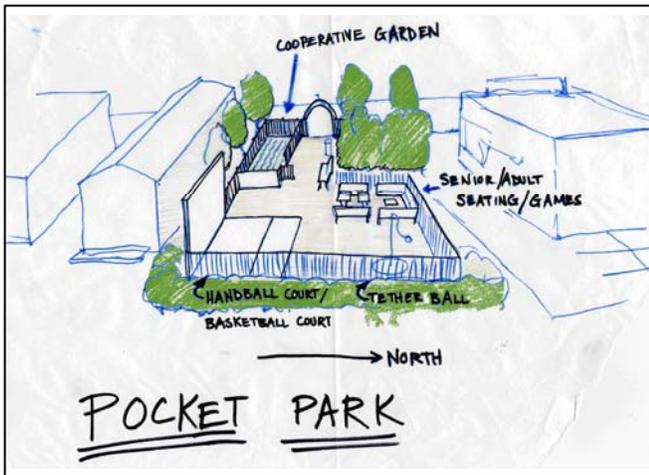
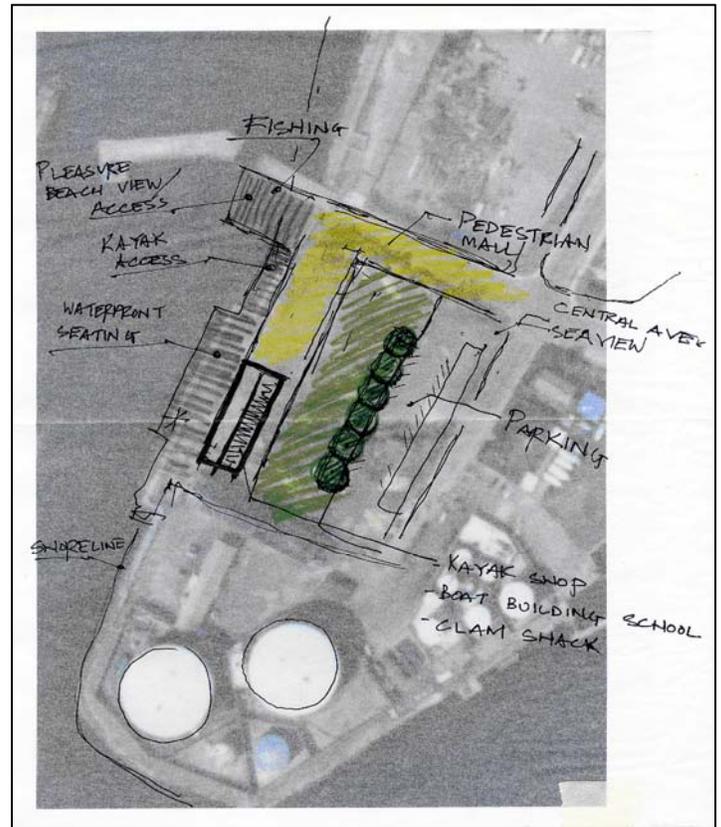


2. Develop a park to anchor the end of Central Avenue. This park would incorporate waterfront views, provide passive recreational space, a riverwalk along the shore and restoration of part of the bridge to Pleasure Beach. Partial bridge restoration could result in a fishing pier and boat launch for organized visits to Pleasure Island.

Linear parks, enhanced water views and water access can result in increased property values and improved quality of life for East End residents.

vii. Pocket Parks

The East End is fortunate to have retained much of its original housing stock. The homes are of moderate size and scale and fit with each other. In some cases, however, fire, vandalism, vacancy and other actions have resulted in the isolated destruction of a home resulting in orphan sites. These sites are often used for illegal dumping, loitering and other undesirable activity.



Pocket parks are a constructive alternative to vacant lots. They are primarily passive recreation areas and can include benches, community gardens, play equipment, ball court and/or tables with embedded chessboards.

Allowing reclamation of vacant lots for pocket parks will provide an amenity for neighbors, enhance property values and diminish undesirable activity.

viii. New Elementary School Recreational Opportunities

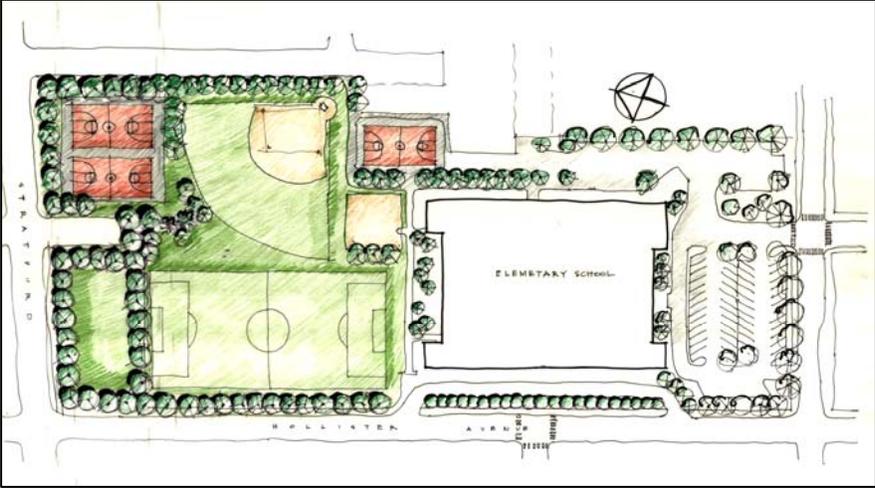
The new Jettie Tisdale Elementary School being built just south of Stratford Avenue has the potential to be a community anchor. Unfortunately, some of the uses currently located along Stratford Avenue, and in immediate proximity are not compatible with an elementary school. Relocation of these incompatible uses will offer an opportunity for the City to capitalize on the open space and ball fields that are being built as part of the new school.

One of the suggestions made at the charrette was to land bank the property between Stratford Avenue and the McKinley School. Although there are many appropriate uses for this space, the most popular seemed to be establishing this site as a public park as a link to

the new ball fields. There is very little recreational space in this area of the East End. Newfield Park is over a quarter mile away as are all other playgrounds.

Developing a park as part of a major streetscape improvement project along Stratford Avenue will help create a center around which other activity can develop. Creating a park along the Avenue would provide an amenity to small businesses in the area, particularly small restaurants. Parents of young children will have a comfortable place to wait before picking up their children and the park will give pre-school children a place to play.

The park will be a destination for pedestrians and will provide extended hour surveillance of the school by the public, thus lessening the threat of vandalism and other undesirable behavior.



C. Seaview Avenue Corridor

i. *Description of initiative*

This design initiative focuses on the port, the port container expansion, the advent of new businesses attracted by the port, land uses around the port and how they impact/work with the neighborhood. A focus also includes the proposed Seaview Avenue corridor, land uses associated with the Seaview Avenue Corridor expansion and potential access to industrial sites in the northern east end and east side. This session also focuses the need for buffers between current and future port uses and the neighborhood.

Topics of discussion include: western gateway at I-95 intersection, buffers, roadway improvements, connections to waterfront and northern industrial areas, 800 Seaview Avenue site and other development sites in and around the port.

ii. *Goals*

The goal of this initiative was to identify and address issues of land use, environmental and social impacts between the port and the neighborhood by devising strategies for mitigation and port business expansion possibilities compatible with neighborhood aspirations and development considerations

iii. *Seaview Ave expansion/Port-neighborhood compatibility (Insert Seaview Avenue Corridor Plans – 2 Yale graphics; sketch/plan by T. Tavella)*

The Seaview Avenue corridor is an integral, indeed necessary, part of the East End neighborhood. Serving both as the neighborhood's western border and as a major vehicular thoroughfare, Seaview Avenue forms a crucial buffer between the East End's residential core and the industrial waterfront site currently slated for development as a container port. Working with residents of the East End, representatives from the city of Bridgeport, and local design professionals, we sought to establish a clear view of Seaview Avenue as a *neighborhood street*, and to develop a proposal for its redevelopment that would maximize neighborhood access not only to the waterfront and other local amenities, but to future development opportunity sites, as well.

Seaview Avenue Corridor Study

As part of its citywide economic development initiative, Bridgeport identified the need to rejuvenate the Seaview Avenue Corridor into a viable and competitive industrial center. A consultant was retained to estimate the costs of construction of such a new roadway and analyze the benefits to the City in terms of business retention, industrial expansion, job creation and increased tax revenues.

Findings of the study indicated poor accessibility is one of the key factors preventing large scale revitalization of the East End industrial area, in terms of retaining existing businesses and attracting new investment. In addition, a traffic analysis was performed and key findings showed that Seaview Avenue is generally in poor physical condition with narrow pavement, limited accessibility and a low railroad underpass (at Seaview and Crescent) that impedes proper road utilization. The existing railroad viaduct is functionally obsolete and is subject to frequent flooding. There is only one travel lane in each direction and there is restrictive vertical clearance which forces diversion of all large trucks to other streets. This condition severely constrains truck access to businesses along the corridor, particularly to the north.¹³

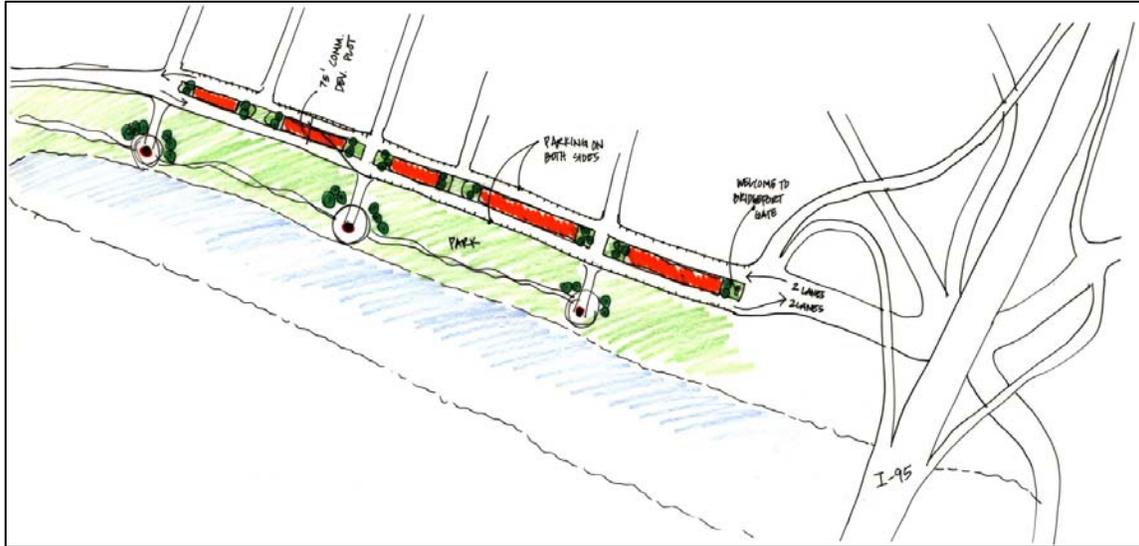
The study notes that north of the I-95 interchange, expansion or relocation of the roadway to the west is a more desirable option than to the east, which would require extensive relocation of local residents. The study recommends a new alignment and widening of the roadway, a new waterfront park between I-95 and Crescent Avenue to provide access to Yellow Mill Pond and a new underpass at Seaview and Crescent.

The following initiatives are recommended:

- *Container Port* - South of the I-95 "gateway," the neighborhood's greatest concern – and greatest source of anxiety – is the proposed container port flanking Seaview Avenue on its west side. Determined to see the east side of Seaview redeveloped as an extension of the neighborhood's existing residential fabric, East End residents would like to see all port-related truck traffic kept *off* Seaview Avenue entirely and, if at all possible, confined to the port's waterfront site.
- *Upper Seaview Avenue* – In order to keep truck traffic off interior streets within the neighborhood and to allow for access between port uses and existing and potential industrial sites in the upper East Side/East End, a long-term measure to improve/replace the existing underpass at Seaview and Crescent is recommended. As a short-term solution, an alternative truck route is proposed, as follows: north on Seaview Ave.; east on Williston; north on Central Ave. and across the Central Ave. bridge.

¹³ Seaview Avenue Corridor Study, by North American Realty, Executive Summary, p. 4.

- *Develop Linear Park Along Water North of I-95 Interchange* - Viewing the city's current proposal to widen and expand to four lanes the northern branch of Seaview Avenue (all the way to Lake Success Business Park) as an opportunity to reestablish neighborhood waterfront access to the west, we propose the development of a linear waterfront park along Seaview's west edge;



- *Redesign Portion of Seaview Avenue as Landscaped Boulevard* - In order to ensure continued access to this neighborhood amenity (linear park), an expanded Seaview Avenue should remain as pedestrian-friendly as possible, and should be redeveloped as a





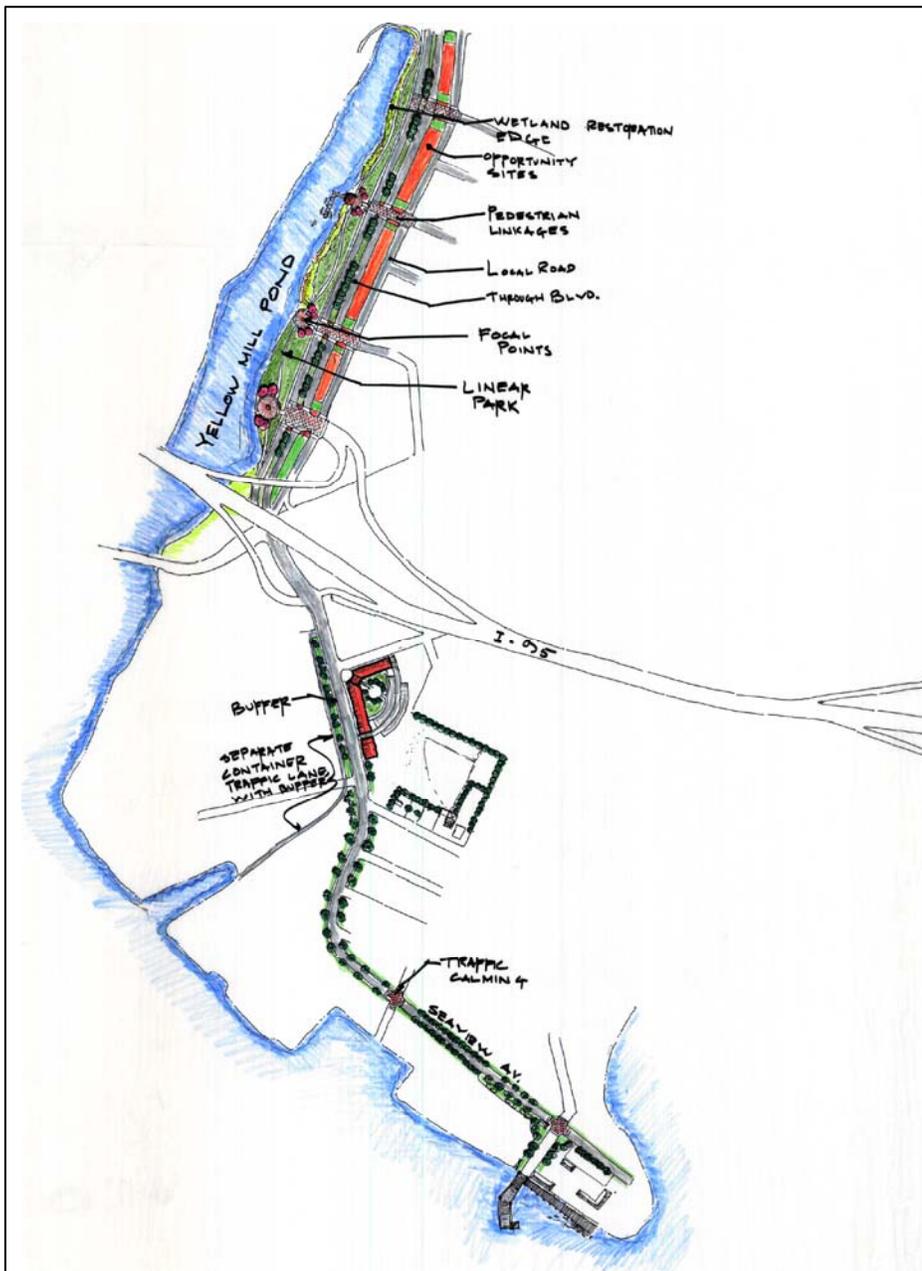
landscaped, grade-level boulevard, not the limited access highway currently in the works. There should be numerous opportunities for safe pedestrian crossing, clear access to the park and waterfront, and substantial traffic buffering between the new, busier roadway and the neighborhood itself.

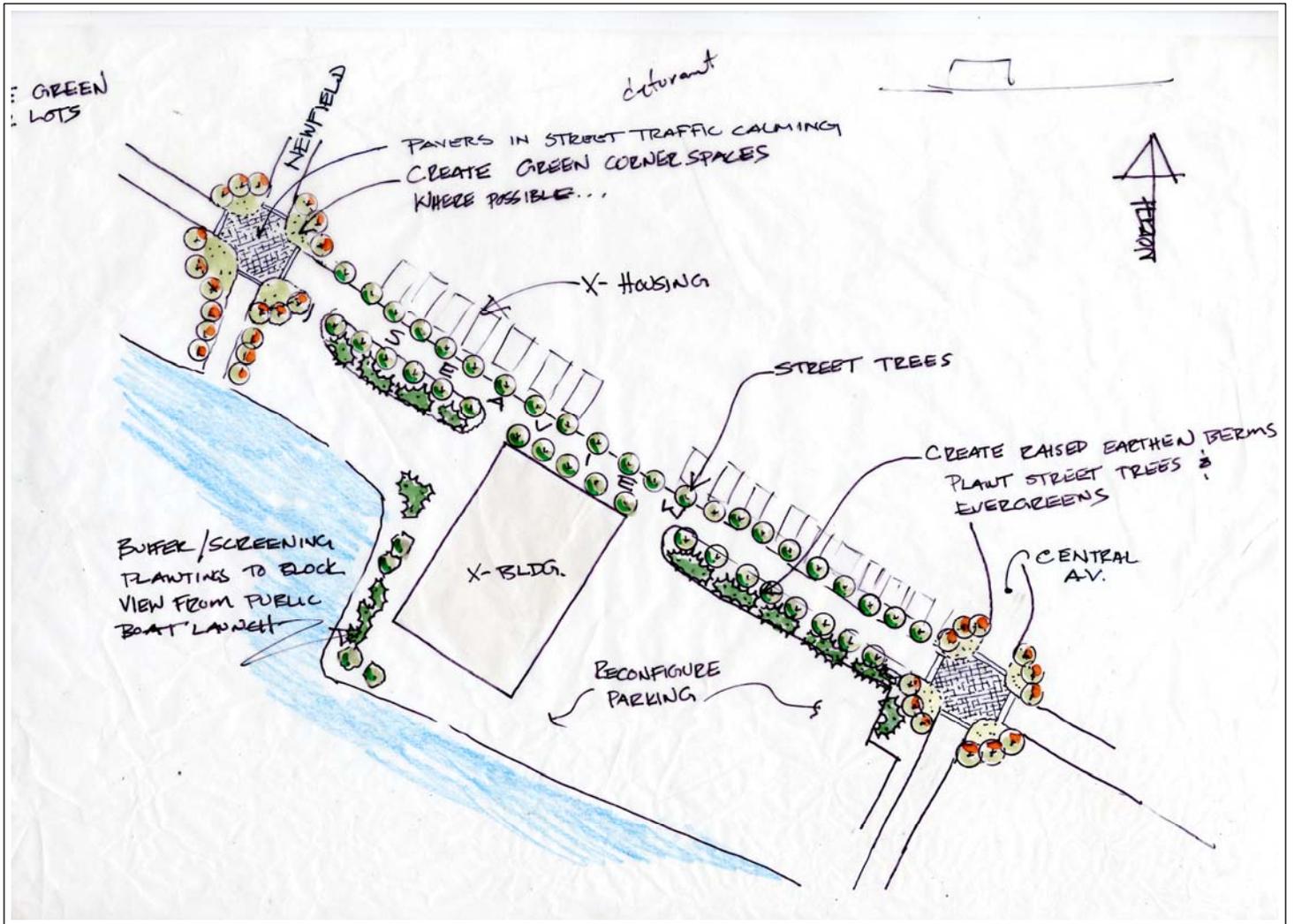
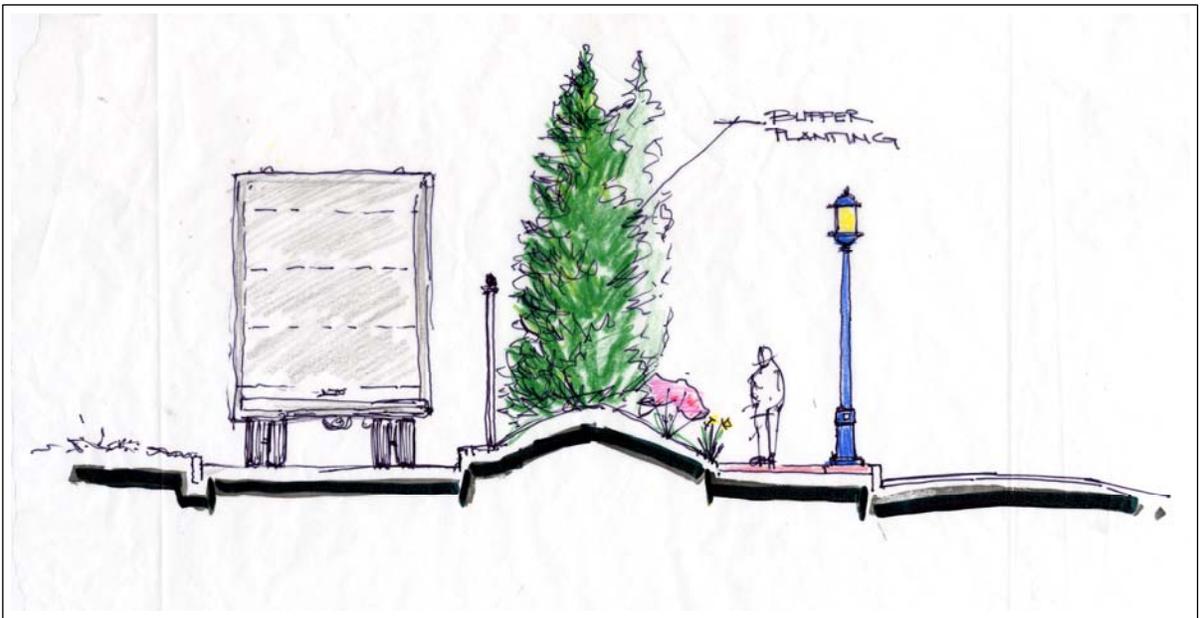
- *Streetscape/Landscape Improvements* - With that in mind, we propose a set of substantial street- and landscape improvements along the avenue's west edge, including bermed traffic buffering, new sidewalks and plantings, decorative fencing, and lighting. By reclaiming the Seaview Avenue corridor as a pedestrian-friendly, true neighborhood street, the East End has the opportunity to establish lasting, meaningful connections not only to its immediate waterfront and nearby Pleasure Beach, but also through to downtown Bridgeport and the new mixed use development at Steel Point.

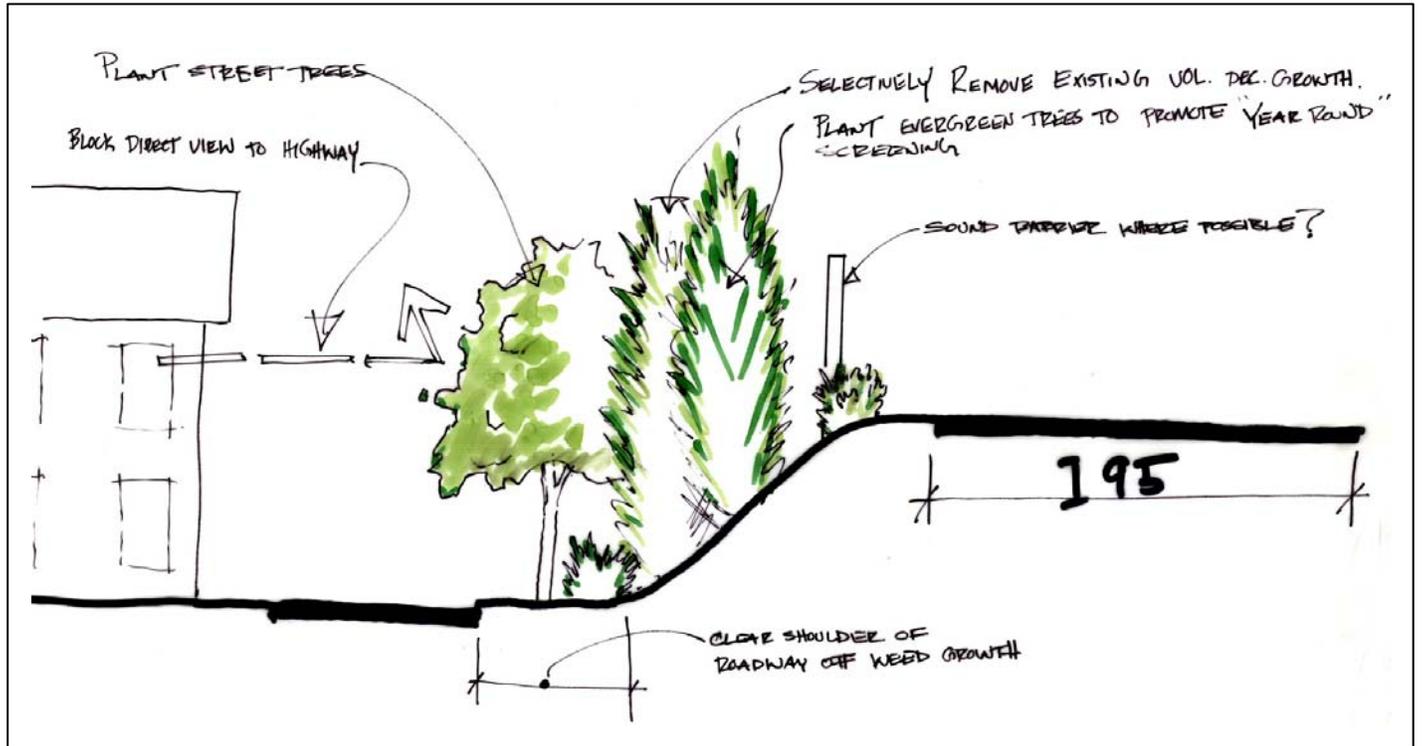
iv. Buffers

Even the prettiest sidewalks are unpleasant to walk along if the air one must breathe is dust-filled and choking and noise from adjacent activities is deafening. Hence, it will be necessary to provide both sound and particulate buffers along Seaview Avenue to shield the rest of the neighborhood from the activities of the forthcoming port facility and the existing shipyard and other future industrial waterfront activities. What is proposed is the careful selection and planting of tree species along the western side of Seaview Avenue. Raised up on low berms, these trees will help provide an attractive and effective barrier to visual, aural, and airborne pollution.

Incidentally, the southern side of I-95 also currently lacks effective sound and visual buffering in the East End. We recommend that this be rectified through the planting of trees and the building of a sound barrier as depicted in one of the following drawings.







v. Identification of Uses for Opportunity Sites (i.e. 800 Seaview and other sites around Port)

Along Seaview Avenue the following three key opportunity sites were identified:

800 Seaview Avenue - Along Seaview Avenue three key opportunity sites were identified. The first is located at 800 Seaview. This site could potentially host a residential development which would front onto Currier Street. This potentially multi-story housing would offer desirable views of the harbor from windows on the Seaview Avenue side. Such a development would also provide necessary “eyes on the street”, helping to make Newfield Park a safer place to play and relax. In addition, Eagle Street should be continued through to Seaview Avenue, forming a southern boundary to this development, while Newfield park would be extended across to Seaview.

Foot of Newfield/Waterfront - The second opportunity site is the area immediately surrounding the boat launch at the end of Newfield Avenue. This site already hosts one successful seafood restaurant to the west, and the City should consider encouraging further restaurant and recreational development to the east. This could create a pleasant local dining destination where families could enjoy views of the Long Island Sound.

Central Avenue Terminus/Pleasure Beach Bridge - the terminus of Central Avenue at the burned-out remains of the Pleasure Beach bridge should be redeveloped as soon as possible as a public park. While access to Pleasure Beach may be limited for the time being, there is absolutely no reason why the City cannot clean up this area and convert it to a small park / fishing pier.

As it is, there are many people fishing from the remains of the bridge every day. Rather than being an illicit “hangout” spot, this site could become a destination for all East End residents. Furthermore, this could be accomplished without having to acquire any additional private property. The existing roadway dead end could serve as parking, and the refurbished (or, if necessary, rebuilt) portion of the old bridge immediately adjacent to the land could serve as a public recreation area that would reconnect the East End with its waterfront.

D. Central Avenue Corridor

- i. *Description of initiative (VN initiative area plan graphic; S. Sachs existing conditions sketch – land use/pedestrian conflicts)*

This design initiative was centered around the proposed Mt. Trashmore/Pacellis Trucking/Chrome Engineering redevelopment and the potential for open space and water access development along Johnson’s Creek and connections to Pleasure Beach. This group will also evaluate compatible/incompatible brownfields and underutilized properties along lower Central Ave. In addition, this group will evaluate potential petroleum brownfields inventory and EPA potential revolving loan recipient sites.

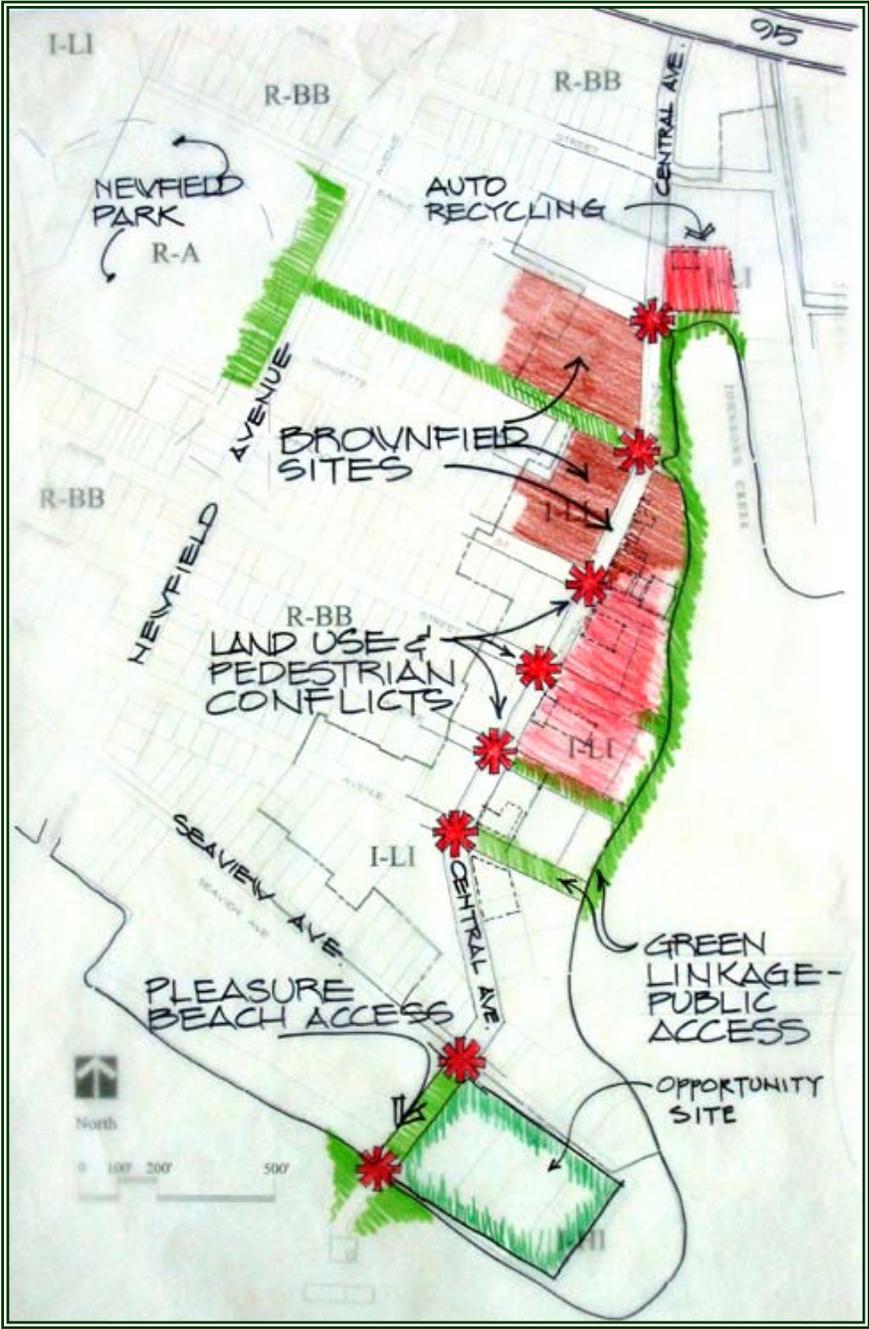
Topics will include: Johnson’s Creek waterfront, development at Mt. Trashmore, Pacellis, and Chrome Engineering, compatible surrounding issues, and other brownfields issues in the neighborhood.

Central Avenue Analysis of Existing Conditions

In its present state, the Central Avenue Corridor, bounded on the north by I-95 and the south by Bridgeport Harbor and Pleasure Beach, is characterized by alternating residential

access roads and commercial or light industrial land uses. These contrasts present zoning/land use, visual, pedestrian, and environmental conflicts.

Perhaps the most significant land use or zoning conflict is that the majority of people in the East End cannot access their waterfront (Johnson's Creek) because of derelict buildings or industrial uses that are not water dependent businesses. A second less formidable but just as significant land use conflict to water access is an earthen berm, presumably for flood protection, that is heavily littered and overgrown with numerous invasion plants ranging from green briar and thorn-filled locust trees to poison ivy. With the smattering of small trees, many showing signs of salt-water damage to their roots, the berm vegetation presents a physical as well as visual barrier to Johnson's Creek.



Although the first two land use conflicts are formidable, the hazards to pedestrians and bicyclists pose an even greater danger. Numerous heavy trucks and traffic related to industrial businesses cross six intersections that serve neighborhood streets terminating at Central Avenue. Residents in the adjacent neighborhood must travel on these streets to Central Avenue in order to access the Bridgeport East Side.

At present, and in the future (when the new elementary school is completed), it is likely that most children in the immediate vicinity will use these inner streets to access Central Avenue on their way to and from school. There will be problems. There are neither pedestrian controlled traffic lights nor traffic calming devices in the area. The likelihood is that the industrial businesses will expand at their sites and increase business. That will result in even more trucks and traffic during daytime hours.

From a long-term potential, the Central Avenue Corridor offers an entryway to two great environmental assets: Johnson's Creek and Pleasure Beach. At present the active businesses along Johnson's Creek are an auto salvage yard, a scrap metal dealer, an asphalt paving company, and an electronics warehouse facility—none of which compliment the environmental assets. Furthermore, two of the businesses appear to be causing drainage from their property into the nearby, re-immersing Spartina (Salt Hay) and causing erosion. None of these businesses is visually or physically oriented to a wetland.

Alternately, Johnson's Creek, an improving tidal estuary, offers what could easily become one of the neighborhood's (if not the city's) great qualities. At the northern tip of Johnson's Creek are shell beds (mollusks) that are nearly 24" deep, and several species of shore birds are regularly seen wading there. This area could easily provide local residents with a great asset for their neighborhood as well as a compliment to the route to nearby Pleasure Beach.

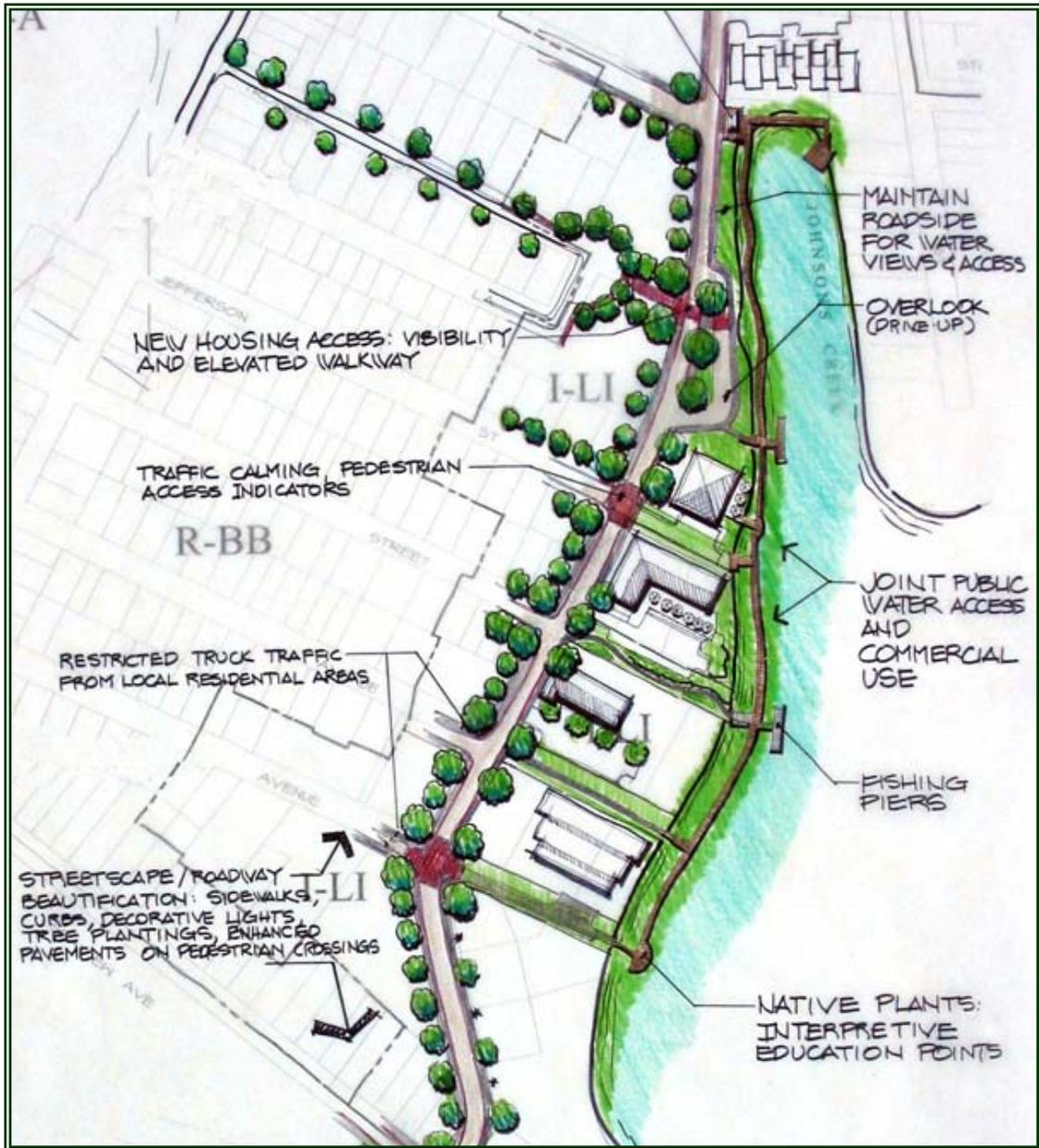
ii. Goals

One of the goals of this initiative was to identify brownfields sites in the east end and particularly the Central Avenue corridor and define future uses for them. Anticipated work products included:

- Central Avenue Corridor plan including:
- Reuse concepts for Johnson's Creek waterfront
- Brownfields concept plan
- Identify suitable buffer areas/traffic calming
- Show access to Pleasure Beach (per Neighborhood Open Space Initiative)
- Surrounding land use plans-potential zoning changes
- Reuse options for petroleum inventory sites

iii. Central Avenue Corridor Plan

Comments and suggestions given during the charrette as well as in discussions with team members lead to us to develop six (6) major categories of planning concepts to include in the CAP schematic design.



Johnson's Creek Waterfront

Many waterfront redevelopment ideas were considered, and most fit into two general categories: 1) Commercial water related services and businesses, or 2) Recreation areas for picnicking, fishing, strolling, and launching small non-power boats (canoes, kayaks, etc.).

First, the commercial activities that people talked most about were food related establishments that were either restaurants or snack food places that would have views to, or outdoor-decks on, the water edge. These commercial services were also seen as helping to maintain the local economy (including jobs) and tax base. A minor commercial interest in water front development was marina services, possibly including food or chandlery services.

The second category looked at waterfront development for recreation purposes, however, limitations on ground contact with polluted soil leads us to recommend a variety of design details. Essentially, people could access the sites on a variety of elevated walkways, paved walkways or limited drop-off parking areas. The soil waterward of the flood protection berm or roadside revetment should be excavated down to allow for tidal inundation. The brackish water will diminish the growth of invasive plants and allowed the native Salt Hay (*Spartina*, spp.) to provide flood and erosion protection, nesting areas for desirable wildlife, and reduce the likelihood of people coming in contact with the polluted subsurface soils or leachate.

Three underutilized properties located on Johnsons Creek located between Trowel Street and Jefferson Street should be considered for open space. Trust for Public Land, a national non-profit with the capital to acquire properties on behalf of communities have volunteered to attempt to purchase the properties, which are likely brownfields, for open space. As part of the process, the city could use USEPA brownfields assessment funds to perform environmental investigations. The city could then repay TPL with NOAA and CTDEP grants, thus creating the opportunity for significant access to Johnson's Creek. It is recommended that this plan be implemented. This plan would meet the commitment to create open space that the city made in accepting \$50,000 in USEPA assessment funds designated for open space in 2002.

Land Use Buffers & Traffic Calming

Two important steps are needed to provide buffers between conflicting land uses: A) physical devices or separation to reduce the impact of unwanted uses; and, B) Coordinated designs for transitions between the unwanted uses. As an example, apartment buildings or multifamily housing have acted as one of the historic land uses that afford a transition between commercial and residential land uses are. In this neighborhood, the Mount Trashmore site can provide a townhouse plan that is set back from the Central Avenue. Both the building and the setback provide a use transition, while physical mass of the structure offers itself as a barrier to protect the single-family residences from noise and unsightly buildings. Installation of street tree plantings will also help significantly by helping to screen views of unwanted or dissimilar land use buildings, signs, parking areas, etc.

The inherent conflict between commercial truck traffic and residential uses has a lot to do with noise, physical size of the vehicles, and the potential hazard of children at play. Detail streetscape designs should include a variety of site improvements that could easily help with traffic calming while not preventing commercial development. Some of those details could include the following:

- *Traffic Lights* - that are triggered by pedestrian access / push button controls;
- *Pavement Pattern Changes* - that would not interfere with emergency vehicle times or snowplows, but would introduce texture and color changes in the pavement signaling “pedestrian” areas;
- *Regulatory Signs* - that restrict large trucks from using the smaller side streets as alternative parking or access routes; and, remind drivers that idling for more than 3 minutes is not permitted; and,
- *Streetscape Elements* - such as decorative street lighting, curbs, detailed plantings, signs that installed with a thematic color and design, and sidewalks for safer pedestrian access.

Pleasure Beach Access:

At the southern most tip of Central Avenue begins the causeway and bridge over to the historic Pleasure Beach area. The suggested access alternatives discussed in the design workshop ranged near to long-term and modest to fairly expensive.

Near-Term: Remove the security fence at the edge of the damaged causeway and extend a short wooden bridge over the burned section of bridge. This would open the causeway up to the swinging bridge and would allow many more people to fish out into the channel flow, as opposed to the one or two dozen that regularly squeeze around the existing security fence. Repairs and temporary bridging would likely be very modest cost.



Mid-Term: Develop a small shuttle ferry and related services (parking, snack bar, etc.) from the waterfront on the east side of the existing bridge. A walkway over the enclosed pipes that run along the shoreline could easily incorporate a universal access ramp that rises / falls with the tide. Furthermore, a similar structure could be built on the opposite side for landing at the bridge. This would reduce the need for expensive construction and provide a limited intrusion to the wetland/water edge ecology.

Long-Term: Restore vehicular access to Pleasure Beach. One cautionary note is that most studies by such organizations as the National Park Service, and the National Recreation and Park Association report that there is a direct correlation between motor vehicle access in parks and the amount litter and vandalism. The access to Pleasure Beach is more than just a bridge; it has to be looked at in a comprehensive budget with staffing to maintain the park.

Reuse options for petroleum site:

At the southern most foot of Central Avenue, waterfront land is used for off-loading of barge delivered petroleum products. These products are pumped to either two nearby large holding tanks or underwater to the nearby storage tank farm in Stratford immediately across the water. The adjacent area is un-built and could readily be designed for service related

marine or chandlery services. Along with the increased demand for open space or recreational uses, the waterfront provides a unique opportunity for an observation deck or environmental interpretive center as a gateway to Pleasure Beach.

iv. Redevelopment of Brownfields Sites

The existing conditions sketch shows an area of documented brownfield lots in the vicinity of Trowel and Jefferson Street and indicates the likelihood of the same in the immediate area on the east side of Central Avenue. Much of this area was a coastal tidal wetland that was filled with coal ash in the early 20th century – a source of arsenic and lead. It is expected that more detailed testing will show that much, if not all, of the water edge is an extension of the Mt. Trashmore area brownfield. A number of residents are aware of these potential problems.

Many of the comments heard in the Central Avenue Corridor portion of the design charrette focused on the following: pedestrian access to the water; proximity of housing and polluted soils, the growing demand for open space and passive recreation area; the known record of nearby pollution and the likelihood of it near the water; and, an increase in population with planned new housing and nearby school. All of these issues point to the need for further studies that not only look at redevelopment, but also health related issues with regard to the environment.



soils, the growing demand for open space and passive recreation area; the known record of nearby pollution and the likelihood of it near the water; and, an increase in population with planned new housing and nearby school. All of these issues point to the need for further studies that not only look at redevelopment, but also health related issues with regard to the environment.

The three subject sites are located in the East End of the City of Bridgeport, Fairfield County, Connecticut. The sites are currently unoccupied. The City’s goal is to stabilize the Lower East End neighborhood through a number of measures, including the cleanup of brownfields properties followed by redevelopment with mixed open green/park space or residential and commercial uses.

The initial step in the design process for the Bridgeport East End Brownfield Demonstration Project was a survey of community representatives. This survey was completed in a typical two-part process: Interviewing selected representatives; and, performing a rudimentary analysis of the developed data. The highest desired uses were single-family housing types, open space and recreation, as well as a small commercial site (convenience store). The last item was initially included in the preliminary design, but a number of significant factors caused its removal in the final proposal.

Perhaps the single most important factor in the design alternatives was the need to develop the maximum number of housing units so that they will help distribute the expense of the environmental clean-up and still provide housing at a reasonable cost. The major difference between the two final plans was whether or not to recommend the closing of Trowel Street. In the final design plan, it was recommended that Trowel Street be closed and the area be converted to pedestrian access. Existing subsurface utilities make the former street an unlikely area for the expansion of housing, but do provide an area for breaking up the architectural mass.

A variety of building sizes were reviewed because the eventual sizes will be chosen based on both market conditions and contractor preferences. (It is expected that the eventual

developer for this site would be selected in an RFP process that lets the selected team define the actual building size.) The building sizes, shown in the preliminary and final schematic plans, are in the range of 1000 SF to 1250 SF, but a developer's final market analysis may suggest other sizes, such as senior's housing in the 750 SF to 1000 SF range. The final building selection will most likely be all housing in a condominium or cooperative land controlled project that maintains environmental controls

v. *Multi-Family residential opportunities*

One of the most important activities planned for the East End is the increase in housing. When examining the potential number of available building lots compared to the demand for low and moderate-income housing, there is a significant problem in Bridgeport as well as East End. Furthermore, elder care or senior housing was reported as an important need so that long time residents of the East End could remain in their neighborhood, close to family and friends while getting the support services they need.

A proposed schematic design for the brownfield site at Mount Trashmore (see adjacent plan) offers a design solution for a heavily impacted site that addresses housing issues. The concept is to create an urban image with the required pavement capping (for polluted sites) by using of variety of subtle pavement colors and textures. Urban hardscape (stone and brick pavers, asphalt and concrete – often with economical stamped patterns) throughout Europe and South American present many desirable places for families and individuals to live. Furthermore, because soil contact is restricted, part of the design master plan is to provide intense landscape greenery in raised planters of various size and location. Because of the brownfield site impact, more use of the nearby open spaces for individual or group play will become a neighborhood concern. As the surrounding neighborhood becomes infilled with more housing, Johnson's Creek and the nearby waterfront will see a significant increase in the demand for its uses as a recreation area and open space.

E. *Stratford Avenue Commercial Corridor*

i. *Description of initiative*

This group focused on the advent of new retail and commercial opportunities in the neighborhood, particularly Stratford Ave. The discussion will include an analysis of alternatives for commercial access in Stratford, Upper East Side, and potentially Steele Point. This group will seek to integrate the new McKinley School and new infill housing into a vibrant neighborhood commercial district. Circulation to and from the school as well as new models of infill housing will be developed.

Topics included: Commercial, retail, and mixed-use development, infill housing, streetscapes, traffic calming, parking, vacant lots strategy, façade improvement, Connecticut Avenue connections and eastern and Western gateways.

ii. *Goals*

The goal of this initiative was to improve and strengthen the corridor by integrating retail, commercial, the new school, and infill housing into a true nixed use neighborhood Main Street, providing many of the services and functions needed by the community. Anticipated work products included:

- Stratford Avenue Commercial Corridor Plan

iv. *Commercial and Other Development*

The community design workshop participants hence suggested that this existing pattern be reinforced in future development by creating four distinct nodes along Stratford Avenue. In this plan, at each end of the corridor would exist a gateway node marking entry to the neighborhood. This could be accomplished through signage, sculpture, artwork, or a host of other visual cues. See Section VI.A for a discussion of recommended gateway improvements. At the corner of Central and Stratford would be the main commercial node, the retail center of the corridor and neighborhood.

Currently there exists no supermarket within walking distance of the East End. The Charles Smith Foundation hopes to change this through the proposed Retail Center to be located at the corner of Stratford and Central Avenue. This development would bring 25,000 square feet of supermarket retail to the East End in addition to 12,000 square feet of pharmacy retail and some smaller stores. It would thus constitute a major reintroduction of commerce into the community, and would go a long way in moving forth the revitalization of the Stratford Avenue commercial corridor. While this project may be ambitious based on current market conditions, a strategic phased approach may achieve most if not all that is envisioned. See Market Analysis for further discussion.

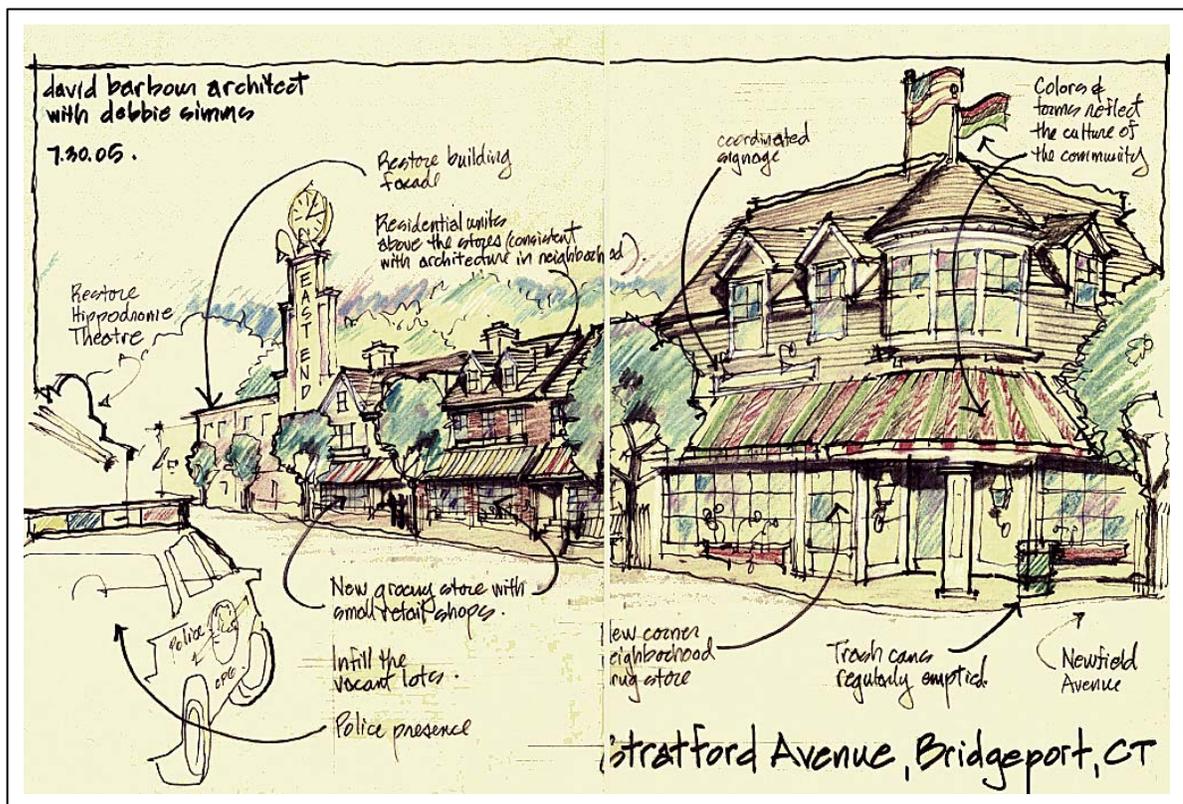
If in fact the Charles Smith Foundation goes through with current plans to erect a community commercial shopping center at this corner, this will only serve to strengthen this node. At the corner of Hollister and Stratford, on the other hand, would be located the residential node, which could possibly include churches, a library, or other such non-commercial uses appropriate for a site in close proximity to a school.

As a final note, numerous community members have expressed the desperate need for a police station in the East End. The vacant lot at the corner of Newfield and Stratford Avenues would be an ideal location for such an addition to the community, given the high visibility of this corner and its close proximity to commercial, residential, and educational sites. A strong police presence, as embodied by a precinct station building, would serve to make Stratford Avenue, the heart of the East End, a safer and more inviting place for all. See also Section VI.B, for a discussion of the reuse of Newfield School as a police sub-station and training center.

v. *Stratford Avenue Conceptual Rendering*

This conceptual rendering by Dave Barbour, an architect participant at the weekend community design charrette, depicts one possible form future development along a resurgent Stratford Avenue could take. Important to note is how street-front retail is incorporated into the design, thus contributing to an attractive, active, and safer streetscape. The design is influenced by the existing traditional architecture of the East End, which helps to create a sense of architectural harmony in the neighborhood which has been damaged by unfortunate and insensitive post-war buildings.

This is an important consideration for the community to take into account when approving future construction projects. While architecture rendered in a contemporary style can certainly fit into the East End perfectly well, the community should be rigorous in asking of *every* future project, traditional or not: does this design make my neighborhood a more beautiful place? If the answer is “no”, then that design must be changed.



vi. *Infill housing*

Depicted here are a number of possible infill housing types which could contribute positively to filling East End housing needs. While individual descriptions accompany each image, common to all of these possibilities is that none are higher than three stories. This is typical of the existing residential fabric of the East End, and in general should remain so. Once again, as in the conceptual sketch for a commercial development on Stratford Avenue, all of these designs are rendered in a traditional style typical of early 20th century construction in the neighborhood.

While this helps to create a cohesive visual environment, it should not be construed as a prohibition of contemporary architecture. Indeed, it is entirely possible to design housing that fits in with the existing housing stock while still employing contemporary forms. Regardless of style, however, at the charrette the following three general ways of situating a house on site were derived:

- The first, employed generally for single family homes, sets the house back ten feet from the sidewalk with on-site parking located to the side of the house and a yard behind.
- The second type, seen in East End multiple-family homes, employs the same setback, but uses the side yard as a driveway providing access to a parking lot in back.
- Finally, the third type, mixed-use housing typical along Stratford Avenue, places the building at the sidewalk without a setback, and has a side driveway giving access to a parking lot at the rear. This third type commonly features commercial development at the ground floor, with one or two floors of residential units above. In general, future infill housing in the East End will probably correspond to one of these three general site plan types, though this should not be seen as a hard and fast rule.



F. Housing Strategy

i. Survey existing housing types

The East End has an aging housing stock; the median year of construction for units in Census Tract 743 was 1941. In Tract 744, median year of construction was 1951. Nearly 43% of all units were built before 1939. The area is also characterized by low rates of owner-occupancy. Of the housing units in 2000, only 35% were owner-occupied; the remaining 65% were renter-occupied.

Goals - The general goals of housing strategy for the East End neighborhood are: neighborhood preservation; preserving long-term affordability; addressing demographic needs of the neighborhood; and creating a neighborhood of choice that creates desire for people to move in and repopulate.

Infill housing - With regard to infill housing, there is a desire for increasing homeownership and single-family housing, which creates stability. Designs for infill housing should be consistent with the concept of porches, which are conducive to neighbors convening. Preserving and promoting the “good” quality architectural characteristics of the neighborhood should be a priority. It is important to ensure and promote design, possibly by creating a design center focused on the best interest of the neighborhood.

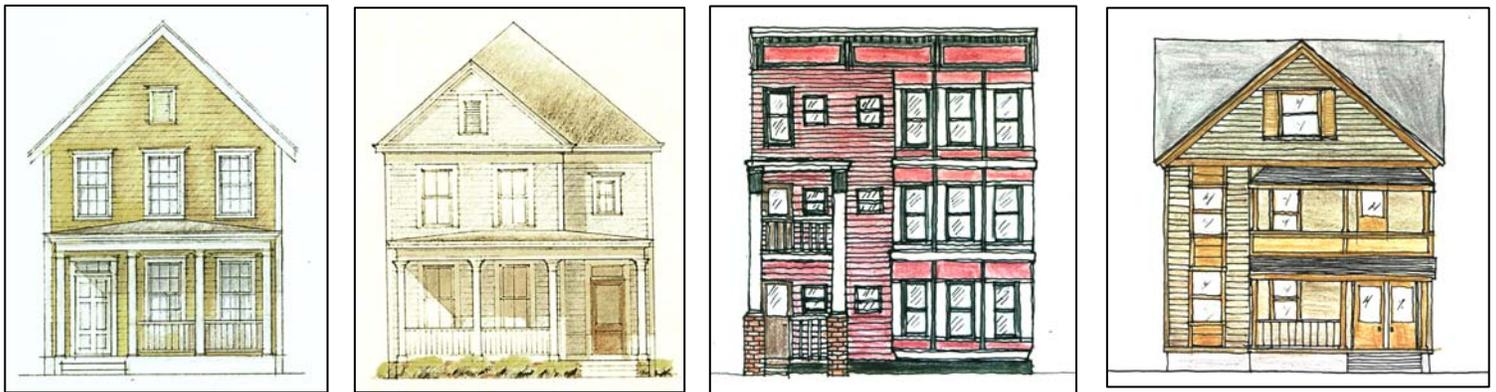
Senior housing - Senior housing appears to be a significant issue within the neighborhood. Such housing should be located near the following features: public transportation, particularly bus routes; pharmacies, grocery stores and police stations. Seniors tend to be reluctant to take out a loan for housing rehabilitation. There are two- and three-family units that could be used for rental revenue, however, there’s a need for an education process.

Stratford Avenue housing – Stratford Avenue is not the most desirable location for housing. It would make sense to consolidate housing units to a targeted area along Stratford Avenue and leave remaining parcels to support the commercial corridor.

Some concerns which related to housing and are apparent include: the need to address zoning restriction; the selling of tax liens, which has resulted in a deterrent to development, as tax liens often exceed the property values; investors purchasing housing on the market and renting them out for income; and a shortage of affordable housing.

Financing strategy – Financing strategy should include creating a viable plan with specific housing phases, demonstrating notable successes, which builds credibility for financial institutions’ confidence in investing. The City is planning to buy back old tax liens and market the properties for housing development. The City’s HUD funding includes Community Development Block Grants (CDBGs) and HOME funding. HOME is directly targeted to the creation of affordable housing units. The City has partnered with CHIF to administer HOME for homeowner production; the East End is a targeted neighborhood. CDBGs provide rehabilitation loans, with the strategy of targeting particular streets, house by house. Design standards can be instituted as a condition of the loans.

- ii. *Develop Housing Templates* for affordable and other housing, both in clusters and scattered, concerning new construction and renovation for the East End area – The following housing templates are presented as examples of architectural styles that would be compatible with existing character within the neighborhood. The first two samples below show single family designs, while the remaining two are reflective of duplex and triplex housing units.



G. Youth Urban Design Project

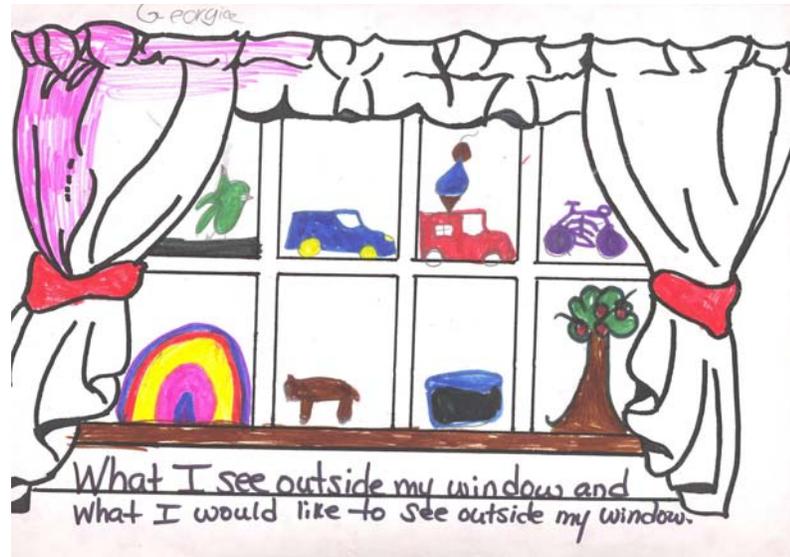
The Youth Urban Design Project consisted of artistic/creative activities designed for children of two age groups (pre-school up to early elementary and mid-elementary into mid-teens). The goal of the exercise was to learn how the children identify with their surroundings and their neighborhood and gain an their perspective on how they might want to change it. The younger group of children, approximately between the ages of 4 an 10, were provided craft supplies and were asked to draw what they see when they look out the window and what they would like to see.

The older children and teens were asked to participate in an exercise of drafting their own personal passports, linking them to the East End and reflecting their views, values and images of their surroundings.

These activities were carried out to introduce the youth to the concept of helping to plan their neighborhood. Over 1/3 of the East End residents are under 18. In addition, it was an attempt to engage families in the Charrette process by first engaging the youth. Dozens of youth and families participated in the Charrette.

As a follow-on to this process, it is recommended that a community non-profit, church or city agency engage Rick Lowe in planning a long-term youth engagement project likely to involve

community art and engagement of other community artists like Ashley Bryant, a nationally-known artist and story-teller.



VII. PLANNING RECOMMENDATIONS

A. Standards for Urban Elements – Stratford Avenue and Neighborhood Design Guidelines

Stratford Avenue and Neighborhood Design Guidelines

The basic goal of design guidelines should be the creation of an attractive and lively, street-oriented, pedestrian friendly neighborhood. Individual decisions about new or restored buildings and patterns of development should always be referred to this overall goal, avoiding conflicts of individual taste, but respecting neighbors and the overall character and function of the neighborhood as a whole. Investment should be targeted initially to the core area and key opportunity sites, so that each new development reinforces others and the neighborhood, in general.

Urban Design Principles:

- Stratford Avenue should generally have buildings built to the sidewalk edge or, in some areas, minimal set-backs, avoiding large set-backs and strip style development;
- Along Stratford Avenue and other commercial corridors, encourage ground floor retail activity as preferred use, with office or residential on upper floors;
- Buildings should face the principal street, with main entrance clearly articulated and facing street;
- Street fronts should have appropriate fenestration, avoiding large blank areas and blocked up windows;
- Scale and character of buildings should be compatible with existing neighborhood fabric and typology;
- Sites at prominent corners or in otherwise highly visible or exceptional locations, or buildings of significant public importance may warrant exceptional siting or architectural treatment as beacons or anchors in the neighborhood.

Streetscape

- Consistent streetscape standards should be developed and applied over time to the entire length of Stratford Avenue and other neighborhood streets, considering elements such as sidewalk width and paving, curbs, street trees (not to block ground floor commercial windows and signage on commercial corridors), lighting (both pedestrian scale and vehicular), crosswalks, pole and façade-mounted signage, benches and seating areas, trash receptacles, sidewalk retailing or food service, bus shelters, information kiosks, etc.;

- Develop a neighborhood façade improvement program to encourage property owners to restore and improve facades and window displays in accordance with standards based on the architectural character of the neighborhood.

Vacant Lots:

- Develop neighborhood wide plan prioritizing use of vacant lots, considering location, size and configuration with respect to potential use for infill development, parking or public open space, with no more than one parking lot or open space per block face within core area of Stratford Avenue;
- Develop prototypes and design standards for infill development, based on charrette examples of mixed-use [David Barbour sketch] and residential types [Yale residential types] compatible with neighborhood character;
- Parking lots and public open spaces should be appropriately fenced (metal pickets preferred, no chain link or barbed wire) and landscaped, and should be considered as sites for a neighborhood public art program.

Parking:

- Wherever possible, parking lots should be located to the rear of buildings, accessed from side streets preferred to minimize mid-block curb cuts along Stratford Avenue and other major corridors;
- Amend zoning regulations (or create overlay zone) to encourage shared parking along commercial and mixed use corridors, especially for uses with staggered peaks. Allow 3.5 cars per 1000 sq. ft. of retail space in mixed use commercial districts;
- Retain on-street parking for short term use, using enforcement to discourage long-term and employee parking on street in commercial corridors;
- Create small municipal parking lots on strategically located vacant lots of feasible size and configuration, but no more than one per block face.

Architecture:

- Develop a pattern book of appropriate examples and prototypes for new building in the neighborhood;
- Building renovations and new construction should use a palette of materials and colors compatible with the character of the existing fabric, preferring wood siding or brick, and avoiding, wherever possible, synthetic materials, especially on principle street frontages;

- Avoid suburban style commercial and residential types, and encourage traditional urban neighborhood features, such as large, lively shop windows with awnings, residential front porches, and dignified religious and institutional buildings.

It may be useful to create some specific regulatory and management tools to aid in the sustained application of these basic principles. These might include, in addition to the NRZ, a special overlay zoning district, possibly including a designated Village District for design review purposes, and a business improvement or special services district.

B. Planning and Zoning Changes

Zoning recommendations

- *Neighborhood Open Space* – To allow for waterfront access to Johnson’s Creek and Bridgeport Harbor, this planning initiative includes development of a linear park by locating an elevated walkway along Johnson’s Creek and establishing a fishing pier. In addition, this initiative includes development of a park to anchor the end of Central Avenue (underutilized property adjacent to petroleum offloading site), incorporating waterfront views, waterfront commercial/ recreational opportunities, passive recreational space, a river walk along the shore, and restoration of part of the bridge to Pleasure Beach. These areas are currently within the I-LI and I-HI zoning districts, neither of which allows for parks and open areas or public facilities and services. It is suggested that this property be rezoned OR-G, which allows for such uses, in addition to commercial outdoor recreation and general retail sales and services, and restaurants and entertainment (as conditional or special permit use).
- *Seaview Avenue Corridor* – As recommended in the recent ULI study, it is suggested that sufficient land within the corridor be rezoned from industrial to other, more viable uses, such as office, small business, and retail and even residential.¹⁴ In addition, redevelopment of the 800 Seaview Avenue site as residential/mixed use will require a zoning change from I-HI to, most likely, R-C, which allows for four-family housing and above, along with various other office and retail establishments, as conditional or special uses. This change would cover potential expansion of Newfield Park into the new development.
- *Central Avenue Corridor - Surrounding land use plans-potential zoning changes:*
 - *Re-zone smaller parcels abutting residential zone* - When carefully examining the land uses within the immediate proximity of the Central Avenue corridor, it is evident many of the businesses that used the initial industrial zoning in the East End are no longer there. The businesses that have taken over the land do not appear to be employing neighborhood people, nor are they participating members of the neighborhood. Because of the need for housing in the East End, and

¹⁴ Bridgeport ULI Study, p. 38-39.

because conflicts with the industrial properties mentioned earlier, it is recommended that most of the smaller parcels surrounded by or adjacent to residential zoning become zoned for residential use such as R-BB.

- The derelict parcels that are adjacent to the waterfront should be changed from industrial to commercial / restaurant use or multi-use residential above and commercial use on the ground floor, possibly R-C.
- *Central Avenue/Brownfields Redevelopment Sites* – In order to redevelop the East End brownfields sites located in the vicinity of Trowell Street, Eagle Street and Central Avenue, a zoning change will be required. The sites lie within the I-LI zoning district, which does not allow for residential uses. It is suggested these sites be rezoned R-C, which would allow for higher density residential development. This zone permits four-family dwelling units and above, parks and open space and various other uses, including retail sales and services.
- *Stratford Avenue Commercial Corridor* – Amend zoning regulations (or create overlay zone) to encourage shared parking along commercial and mixed use corridors, especially for uses with staggered peaks. Allow 3.5 cars per 1000 sq. ft. of retail space in mixed use commercial districts;
- *Potential Rezoning of Newfield School Site* – In order to pursue development of a police academy and training center as a reuse alternative for the Newfield School, a zoning change from R-BB to R-C is suggested. This would allow for such an institutional use. If a reuse of senior housing were pursued, the existing zone would likely accommodate such a facility, as community residential and group living facilities are permitted as conditional and/or special uses.

Planning Recommendations

- *Eliminate incompatible uses* - Relocate incompatible or conflicting uses within the neighborhood, such as:
 - Those uses currently located along Stratford Avenue, and in immediate proximity to the proposed Jettie Tisdale Elementary School, which are not compatible with a school use. Relocation of these incompatible uses will offer an opportunity for the City to capitalize on the open space and ball fields that are being built as part of the new school.
 - In its present state, the Central Avenue Corridor is characterized by alternating residential and commercial or industrial land uses. These contrasts present zoning/land use, visual, pedestrian, and environmental conflicts. Relocation of conflicting land uses along Johnson's Creek is recommended.

- It is suggested that any industrial property within the Central Avenue Corridor that closes or goes out of business should be converted to uses more consistent with the neighborhood goals.
 - Facilities that produce significant particulate such as aggregate and scrap yards should be moved away from residential neighborhoods.
- It is recommended that the City contact The Trust for Public Land about purchasing three adjacent properties along Johnson’s Creek at between Trowel and Jefferson Street. The City could offer to fund part of the purchase or pay back the organization with grants funds.
- *Reuse options for Seaview Avenue petroleum site:* At the southern most foot of Central Avenue, waterfront land is used for off-loading of barge delivered petroleum products. These products are pumped to either two nearby large holding tanks or underwater to the nearby storage tank farm in Stratford immediately across the water. The adjacent area is un-built and could readily be designed for service related marine or chandlery services. Along with the increased demand for open space or recreational uses, the waterfront provides a unique opportunity for an observation deck or environmental interpretive center as a gateway to Pleasure Beach.
- *Develop Stratford Avenue and Neighborhood Design Guidelines and Performance Standards*
 - Develop and implement as guidance Stratford Avenue and Neighborhood design criteria and performance standards applicable throughout the Strategic Plan area, as described in Section VIII, above. These criteria should provide guidance during the site planning and approvals phase of redevelopment to facilitate implementation of the Strategic Plan. Such guidelines should address general urban design principles, streetscape features, building design and building materials, parking, vacant lots, and landscape design. The performance standards would provide guidance on site operations and may limit or restrict on-site activities to those compatible with community redevelopment goals.
 - It may be useful to create some specific regulatory and management tools to aid in the sustained application of these basic principles. These might include, in addition to the NRZ, a special overlay zoning district, possibly including a designated Village District for design review purposes, and a business improvement or special services district

Municipal/Administrative Recommendations

As highlighted in the ULI Study, the permitting process in the City appears to be very difficult and burdensome. The ULI panel found the City's zoning requirement restricting as-of-right development overly protective and in need of revision. The petitioner is required to go before the Planning and Zoning Commission for review of all proposals, except those for low-density residential projects. The development community views the process as overly time consuming and restrictive. Streamlining the approvals process would benefit the east end neighborhood by facilitating and possibly accelerating the redevelopment process. The panel believes the process should be thorough and rigorous, while being more straightforward and reliable. The following recommendations are suggested:¹⁵

- Make changes to zoning code that confer as-of-right zoning rights to most types of development;
- Expeditious review by City staff for less complicated commercial, office and residential projects;
- Create “one-stop” permitting with all offices with review, oversight and building permit approval responsibilities under one roof;
- Implement GIS to enable access to spatial data and information by various departments.

Additional studies

- *Utility & Infrastructure Survey, Analysis & Upgrade/Existing Utilities Study* - As part of redevelopment planning, identify existing infrastructure and utilities including sewer and water lines, roadway/traffic controls, electric, gas and telecommunications services within the Strategic Plan area; tasks to include: review of existing maps, plans, surveys, studies and other planning documents. To the extent possible this should be incorporated into the spatial database for the GIS system.
- *Weight Limitation on Central Avenue Bridge* – Determine the weight limitation of the Central Avenue bridge to be part of the short-term solution to Seaview Avenue Corridor expansion. The route will be Seaview to Williston to Central Avenue.
- *Traffic Studies*- Several potential conflicts have been identified through this report. Additional traffic studies will be required to determine the effect of two-way on Connecticut and Stratford Ave., the possible extension of Bruce Blvd., as well as other recommended traffic pattern changes.

¹⁵ Bridgeport ULI Study, p. 25-26.

- *Continue Brownfields Assessment Program in the East End-* Though a significant amount of effort has been expended on Central and Trowel St., continuing brownfields assessments will be key to identifying environmental impacts that inhibit the redevelopment of underutilized or abandoned properties.

Fostering Stakeholder Associations with those throughout the City; Creating Partnerships

As noted in the recent ULI study, Bridgeport has all the required components for partnering and inclusiveness. Within the City there are various long-tenured ethnic communities, committed civic groups composed of community, business and nonprofit leaders, all of whom have demonstrated a desire to work with the administration to maximize potential. This Strategic Plan supports the study’s two recommendations to increase community participation and involvement:¹⁶

- The first is the Bridgeport Partnership, an ongoing commitment from the City to broaden public participation, create a platform for community outreach with the goals of economic development and enhanced quality of life.
- The second is to continue the NRZ planning process and seek ways for community members to have appropriate ongoing neighborhood level input on major planning issues.

Environmental Mitigation Strategies

- *Brownfields Redevelopment Recommendations:*
 - Develop a process for managing environmental land use restrictions placed on properties with existing contamination to ensure future inhabitants are not exposed. A GIS-based system tied to the building permit process is a preferable method.
 - Continue the environmental assessment and remediation process, aggressively identifying potential opportunities for cleanup and redevelopment
 - Continue seek public cleanup funds and expand the USEPA Revolving Loan Fund Program for private borrowers to conduct cleanups
- *Greening Vacant Lots* - Vegetate vacant land awaiting redevelopment to provide open space for residents. While the market catches up with the vision and provide recreational opportunities. The City could adopt a policy to green vacant land.

¹⁶ Bridgeport ULI Study, p. 20.

- *Lead Paint/lead exposure*- Increase monitoring in schools, sample yards, implement the HUD abatement program, and develop a publicly available tracking system to ensure the lead levels identified in the Health Promotion Center are significantly reduced.

- *Improve water quality in inter-tidal water bodies surrounding the East End*
 - Improve storm water runoff system in the city,
 - Enforce against industrial users located next to inter-tidal water bodies that allow impacted runoff to enter the water body from their properties
 - Conduct biological studies of the inter-tidal areas
 - Create wetland buffers along inter-tidal edges
 - Create open space where possible along waterways to reduce runoff

- *Built Barriers* - Caps, asphalt, concrete or other surface cover can be utilized to eliminate potential soil, groundwater and soil gas exposure pathways on a site specific basis, depending on proposed future use. These can be incorporated into the development design.

- *Air Quality/Health Issues* - Potential risks are associated with on-road mobile air emissions (e.g., diesel combustion) sources such as truck traffic and off-road heavy equipment from various industrial and port-related uses. In addition, particulate is generated by activity on vacant, unvegetated land through erosion. This air quality issue is a concern for the health of the local residents. The following mitigation measures are suggested:
 - Diesel retrofitting requirements for trucks and heavy equipment that are used regularly at the port and other businesses that plan to remain in the neighborhood
 - Enforcement the 3-minute-idling regulation
 - Re-routing trucks away from residential areas through signage and enforcement by local police; post lower East End streets with “No Truck Route” signs
 - Implement use of low-sulfur diesel for all fleet trucks and buses
 - Create built and vegetative evergreen buffers along Seaview, between any industrial and residential use and along I-95 on both sides of the highway.

- Remove all aggregate, soil, facilities and other particulate-emitting facilities from around residential neighborhoods.

C. Action Items

1. *Near Term*

- *Circulation Improvements*

- *Signage/policing/Trucking control* – the proposed circulation plan would, wherever possible, route through traffic and especially truck traffic to Seaview Avenue and corridors at the edges of the neighborhood, allowing local streets, especially Stratford Avenue, but also Newfield and Hollister to be developed as pedestrian and bicycle oriented corridors, using traffic-calming strategies to encourage the sort of slow-moving local vehicular traffic, conducive to retail and residential activity. The following measures are recommended:
 - *Regulatory Signs* - that restrict large trucks from using the smaller side streets as alternative parking or access routes; and, remind drivers that idling for more than 3 minutes is not permitted;
 - *Traffic Lights* - that are triggered by pedestrian access / push button controls;
 - *Pavement Pattern Changes* - that would not interfere with emergency vehicle times or snowplows, but would introduce texture and color changes in the pavement signaling “pedestrian” areas;
- *Truck rerouting away from East End Elementary* - the new Jettie Tisdale School, which will front directly onto Hollister, will create a situation that may be undesirable if not dangerous for children, many of whom walk to school and will be forced to cross Hollister daily. We advise that the City consider ways of re-routing exiting I-95 traffic *around* Hollister Avenue, perhaps by utilizing the existing Bruce Boulevard right-of-way.

An extension of Mildner Drive to connect to the I-95 off ramp, combined with opening the Bruce Road Boulevard right-of-way along the edge of the neighborhood and its connection to Hollister Avenue would support this strategy.

Since the new school will require the closing of Alex Street, consideration should be given to connecting Carrie Street through to Davenport, as well as providing for easy pedestrian access to, and crossing of the new school campus.

- *Williston cross over for Seaview Corridor* - A basic principal would be to encourage all through traffic and trucks to move as quickly as possible to Connecticut Avenue for east-west traffic, and Seaview Avenue for north-

south traffic. North-South traffic moving beyond the rail line would then detour, for now, on Williston Street to cross the tracks on the Central Avenue overpass, but eventually be accommodated by a new underpass on Seaview.

- *Change Directional Configuration of Key Roadways* - returning both Stratford and Connecticut Avenues to two-way use should be carefully considered since it would serve the purpose of aiding traffic-calming along Stratford in support of its status as a pedestrian-oriented, neighborhood retail corridor, while allowing the wider less encumbered right-of-way provided by Connecticut to carry through traffic. Stratford could then have frequent 4-way stop signs and crosswalks, sidewalk bump-outs at corners, parallel parking and sort of streetscape that befits its role as the neighborhood Main Street, especially in its core area.
- *Bus Shelters* – Bus shelters should be installed at the following key locations to provide protection to riders and to act as community information resource areas: Stratford Ave Western gateway; Stratford & Newfield; Stratford & Central; Stratford & Hollister and Stratford eastern gateway.
- *Open Space/Environmental Opportunities*
 - *Pleasure Beach Access* - Remove the security fence at the edge of the damaged causeway and extend a short wooden bridge over the burned section of bridge. This would open the causeway up to the swinging bridge and would allow many more people to fish out into the channel flow, as opposed to the one or two dozen that regularly squeeze around the existing security fence. Repairs and temporary bridging would likely be very modest cost.
 - *Clean up Johnson’s Creek* – .the Johnson’s Creek shorefront has become a “dumping” area. We recommend all trash and bulk waste be removed and trash cans be placed in areas being utilized by the public. At present the active businesses along Johnson’s Creek are an auto salvage yard, a scrap metal dealer, an asphalt paving company, and an electronics warehouse facility—none of which compliment the environmental assets. Two of the businesses appear to be causing drainage from their property into the nearby, re-wetland and causing erosion. It is recommended these conditions be remedied through enforcement and improved drainage.
 - *Community gardens / pocket parks* - Pocket parks are a constructive alternative to vacant lots. They are primarily passive recreation areas and can include benches, community gardens, play equipment, ball court and/or tables with embedded chessboards. Allowing reclamation of

vacant lots for pocket parks will provide an amenity for neighbors, enhance property values and diminish undesirable activity.

- *Public art projects* - The City should consider commissioning artists to use murals, sculptures, and other means to positively alter this environment. These artists could very well come from within the community itself. Indeed, this area provides ample opportunities for community and youth-organized public art that would not only aesthetically improve an otherwise bleak landscape, but would also demonstrate powerfully the ability of *all* community members to take action and change their neighborhood for the better. There is no reason why this could not start tomorrow.
 - *Pedestrian bridge/fishing pier* - Remove the security fence at the edge of the damaged causeway and extend a short wooden bridge over the burned section of bridge. This would open the causeway up to the swinging bridge and would allow many more people to fish out into the channel flow, as opposed to the one or two dozen that regularly squeeze around the existing security fence. Repairs and temporary bridging would likely be very modest cost.
 - *Start improvements to Newfield Park* – Two distinct elements are required to make Newfield Park a safe and attractive amenity to the East End. The first is re-designing the Park’s active recreational areas. Establishing a distinct area for young children to play where they can be seen from the street and by neighbors as well as providing sufficient seating nearby for adults will result in a safer amenity for the neighborhood. Community members also recommended adding a soccer field, new basketball courts, and refurbishing the existing baseball field.
 - *Evergreen buffers, fencing* - Vegetating both sides of I-95 and Seaview Avenue will achieve several goals: Evergreen plantings will help process particulates from car and truck emissions and will help cleanse the air; Vegetation can (minimally) help reduce noise pollution caused by high traffic volume along major transit corridors; Landscaped buffers will help to re-weave the East End neighborhood and can add the amenity of a linear park in some areas. Bicycle and walking paths can be integrated into these buffers providing safe pedestrian travel routes around the East End;
- *Neighborhood Improvements*
 - Lower Trowel residential expansion
 - Infill Housing
 - Blight removal / paint-up = fix up
 - Zoning change to residential (interior of lower east end neighborhood)

- *Economic Opportunities*
 - Brownfields to commercial
 - Establish a commercial service district on Stratford Ave.
NRZ position regarding container port

2. *Mid Term*

- *Circulation Improvements*

- Gateways and neighborhood identity - Signage, landscaping and placement of buildings should articulate significant point of entry, not only to the East End neighborhood, but also to the City of Bridgeport. The same criteria apply to the very different gateway area at the western edge of the neighborhood, where the challenge is to mitigate the impact of an enormous area devoted to highway infrastructure.

Currently proposed streetscape projects will contribute to reclaiming this area for local pedestrian use, but also needed are both daytime and nighttime lighting in the daunting area under the highway, more extensive landscaping and public art projects aimed at localizing the character and scale of the placeless highway structures, and better signage and way finding strategies.

- *Container Port* - South of the I-95 “gateway,” the neighborhood’s greatest concern – and greatest source of anxiety – is the proposed container port flanking Seaview Avenue on its west side. It is recommended all port-related truck traffic be kept *off* Seaview Avenue entirely and, if at all possible, confined to the port’s waterfront site.

- *Streetscape / bikeways*- Continued streetscape improvements should include bike pathways designated as part of roadscapes or on designated paths along the highway buffer and other interior crossings.

- *Open Space/Environmental Opportunities*

- *Improve Pleasure Beach access* - Develop a small shuttle ferry and related services (parking, snack bar, etc.) from the waterfront on the east side of the existing bridge. A walkway over the enclosed pipes that run along the shoreline could easily incorporate a universal access ramp that rises / falls with the tide. A similar structure could be built on the opposite side for landing at the bridge. This would reduce the need for expensive construction and provide a limited intrusion to the wetland/water edge ecology.
- *New Park Foot of Central* - Develop a park to anchor the end of Central Avenue. This park would incorporate waterfront views; provide passive recreational space, a river walk along the shore and restoration of part of the bridge to Pleasure Beach. Partial bridge restoration could result in a fishing pier and boat launch for organized visits to Pleasure Island.

- *Johnson's Creek water access* - Create a linear park by locating an elevated walkway along Johnson's Creek and establishing a fishing pier. This will allow wetlands vegetation to establish and begin the process of naturally filtering and cleansing the Creek while providing pedestrian access and recreational fishing;
 - *I-95 Buffering* - Incidentally, the southern side of I-95 also currently lacks effective sound and visual buffering in the East End. We recommend that this be rectified through the planting of trees and the building of a sound barrier as depicted in one of the following drawings
- *Neighborhood Improvements*
 - *Transition of incompatible to compatible uses* - Two important steps are needed to provide buffers between conflicting land uses: A) physical devices or separation to reduce the impact of unwanted uses; and, B) coordinated designs for transitions between the unwanted uses. Apartment buildings or multifamily housing have acted as one of the historic land uses that afford a transition between commercial and residential land uses are. In the East End, the Mount Trashmore site can provide a townhouse plan that is set back from the Central Avenue. Both the building and the setback provide a use transition, while physical mass of the structure offers itself as a barrier to protect the single-family residences from noise and unsightly buildings.
 - *East End Elementary School/ Relocation of incompatible uses around school* - The new Jettie Tisdale Elementary School being built just south of Stratford Avenue has the potential to be a community anchor. Unfortunately, some of the uses currently located along Stratford Avenue, and in immediate proximity are not compatible with an elementary school. Relocation of these incompatible uses will offer an opportunity for the City to capitalize on the open space and ball fields that are being built as part of the new school.
 - *Newfield School / Police Academy* - There are several advantages to locating a Police Academy & Training Center at the Newfield School. Community members emphasized the need for added police presence in the area, particularly in the vicinity of Newfield Park. The intermittent arrival and departures of police cadets will add to the surveillance of the area. The proximity of Newfield Park to the School makes it an ideal location for the training of new cadets and increases the police presence in the area.
 - *800 Seaview Avenue Development* - This site could potentially host a residential *Multi-family development at 800 Seaview Ave* development which would front onto Currier Street. This potentially multi-story housing would offer desirable views of the harbor from windows on the Seaview Avenue side. Such a development would also provide necessary "eyes on

the street”, helping to make Newfield Park a safer place to play and relax. In addition, Eagle Street should be continued through to Seaview Avenue, forming a southern boundary to this development, while Newfield Park would be extended across to Seaview.

- *Brownfields Sites Multi-family development* - The sites are currently unoccupied. The City’s goal is to stabilize the Lower East End neighborhood through a number of measures, including the cleanup of brownfields properties followed by redevelopment with mixed open green/park space or residential and commercial uses.
- *Infill multi-family housing-* There is the opportunity to create significant multi-family and age-restricted housing developments on several sites in the East End that may require 3-5 years to complete if planning is started now.
- *Economic Opportunities*
 - *Improve retail on Stratford Ave.* - The Charles Smith Foundation proposed a Retail Center to be located at the corner of Stratford and Central Avenue. This development would bring 25,000 square feet of supermarket retail to the East End in addition to 12,000 square feet of pharmacy retail and some smaller stores. While a phased approach may be required to implement the development to meet market realities, the development would thus constitute a major reintroduction of commerce into the community, and would go a long way in moving forth the revitalization of the Stratford Avenue commercial corridor.
 - *Improve commercial end of Newfield Ave.* – another opportunity site is the area immediately surrounding the boat launch at the end of Newfield Avenue. This site already hosts one successful seafood restaurant to the west, and the City should consider encouraging further restaurant and recreational development to the east. This could create a pleasant local dining destination where families could enjoy views of the Long Island Sound.
 - *Convert incompatible industrial to compatible commercial uses-* Removal of all industrial is not desirable: however, many uses are low-end uses that produce few jobs, create environmental degradation and drag down property values. Identifying clean industrial operations and commercial/retail operations for waterfront and locations adjacent to neighborhoods would improve tax generation to property value improvement and create a better quality of life. This recommendation essentially calls for city support in attaining the highest and best use on properties that currently are underutilized and incompatible.
 - *Convert brownfields to active businesses-* There are over 350 vacant properties and at least 50 underutilized industrial or commercial properties. While

these properties may be generating some taxes, there are no improvements and no jobs generated on these properties.

3. Long Term

- *Circulation Improvements*
 - *Bridge under railroad at Seaview and Crescent Avenues* - The existing railroad viaduct is functionally obsolete and is subject to frequent flooding. There is only one travel lane in each direction and there is restrictive vertical clearance which forces diversion of all large trucks to other streets. This condition severely constrains truck access to businesses along the corridor, particularly to the north. A long-term measure to improve/replace the existing underpass is recommended.
 - *Completion of Seaview Avenue corridor* - poor accessibility is one of the key factors preventing large scale revitalization of the East End industrial area, in terms of retaining existing businesses and attracting new investment. The I-95 interchange, expansion or relocation of the roadway to the west is a more desirable option than to the east, which would require extensive relocation of local residents. A new alignment and widening of the roadway, a new waterfront park between I-95 and Crescent Avenue to provide access to Yellow Mill Pond and a new underpass at Seaview and Crescent are recommended.
- *Open Space/Environmental Opportunities*
 - *Comprehensive waterfront development*- A plan for comprehensive development of the waterfront should be created that encourages environmental improvement and highest and best use of the properties
 - *Recreational boating uses*- The community has expressed a need for more boating opportunities in the neighborhood.
 - *Expansion of Yellow Mill Pond greenspace* – This area has been identified as another potential opportunity for waterfront passive recreational use.
 - *Seaview Ave Landscape/ Streetscape - Streetscape/ Landscape Improvements* - With that in mind, we propose a set of substantial street- and landscape improvements along the avenue's west edge, including bermed traffic buffering, new sidewalks and plantings, decorative fencing, and lighting.
 - *Pleasure Beach Recreation* – A permanent connection to the Pleasure beach recreation area should be created.
- *Economic Opportunities*
 - *Extend Steel Point commercial / retail uses to container port*- A possible alternative to a container port is the development of retail/commercial development that extends and connects to proposed Steele Point development.

D. Cost Estimates for Action Plans and Potential Funding Options

Cost Estimates for Action Plans

The Cost Analysis is intended as a rough budgeting guide to aid in the development of planning initiatives for the East End Strategic Plan. The Analysis was created by using estimates of cost for any land acquisitions and improvements required for each of the seven design initiatives addressed in the community design workshop.

Land costs were estimated to be approximately \$4 per square foot for non-conforming lots and \$6 per square foot for conforming lots in the East End neighborhood. Costs for required improvements were based on per square foot prices and/or lump sum costs for each type of improvement. These per square foot and lump sum costs were obtained through interviews with design initiative group members who had actively worked in the Bridgeport area on similar projects and could give rough estimates of pricing. It should be noted that this document is intended as a rough estimation of the budget selected action plans for each initiative; a more detailed and thoroughly researched analysis will be required to get an accurate idea of costs.

Summary of Estimated Costs for Selected Action Items for Neighborhood Framework/Circulation Plan

1. Extending Bruce Blvd.	\$2,263,200
2. Adding Bus Stop Shelters	\$103,500
<i>Total:</i>	\$2,366,700

Summary of Estimated Costs for Selected Action Items for Neighborhood Open Space

1. Newfield Park Redevelopment	\$2,760,000.00
2. New Road adjacent to Newfield Park	\$575,000.00
3. Town Square on Stratford at New Elem. School	\$1,656,000.00
4. Johnsons Creek Waterfront Park	\$828,000.00
5. Warf Boat Launch	\$3,036,000
6. Pleasure Beach Connection	\$3,036,000
7. Pocket Parks	\$1,173,000
<i>Total:</i>	\$13,064,000

Summary of Estimated Costs for Selected Action Items for Seaview Avenue Corridor Plan

1. Streetscaping	\$1,710,000
2. Improvements at major intersections	\$100,000
3. Radius Curbs at 3 Intersections	\$225,000
4. Soft Costs	\$305,250
<u>Total:</u>	\$2,340,250

Summary of Estimated Costs for Selected Action Items for Central Avenue Corridor Plan

Creating Barrier and Streetscape from Orange Street
To Seaview **\$1,555,000**

Summary of Estimated Costs for Selected Action Items for Stratford Avenue Commercial Corridor Plan

Creation of Retail Center at Corner of Newfield
and Stratford

• Development Costs (Acquisition)	\$900,000
• Demolition	\$225,000
• Site Work/Landscape	\$210,000
• New Construction	\$8,750,000
Total Development Costs	\$10,085,000
Soft Costs	\$1,512,750
<i>Total:</i>	\$11,597,750

Design Initiative 1			
Neighborhood Framework/Circulation Plan			
#1. Extending Bruce Blvd.			
1600 Linear Sq. Ft. of Road			
Purchase of Right of Way Land			
Purchase of 20,000 sf lot			
<u>Development costs</u>	psf	sq.ft.	
Acquisition			
(Purchase of Land in Right of Way)	\$4	48,000	192,000
(Purchase of Lot)	\$4	20,000	80,000
Construction:			
Demolition		0	0
Site Work/Landscape	\$2	48,000	96,000
New Construction		0	0
Road	\$1,000	1,600	1,600,000
Total Construction Costs			1,968,000
Soft Costs	15%		295,200
Total Project Cost			2,263,200
#2. Adding Bus Stop Shelters			
Number of Shelters	3		
Acquisition			
Purchase		20,000	60,000
Construction:			
Installation		10,000	30,000
Total Construction Costs			90,000
Soft Costs			13,500
Total Project Cost			103,500
Total Cost for Design Initiative 1			2,366,700

Design Initiative 2			
Neighborhood Open Space			
A. Newfield Park Redevelopment			
Size	80,000		
Development costs			
Acquisition		0	0
Construction:			
Cost psf	\$30		
Construction	80,000		2,400,000
Total Construction Costs			2,400,000
Soft Costs	15%		360,000
Total Project Cost			\$2,760,000
B. New Road adjacent to Newfield Park			
Length (Linear Sq. Ft.)	500		
Development costs			
Acquisition		0	0
Construction:			
Cost psf	\$1,000		
Construction			500,000
Total Construction Costs			500,000
Soft Costs			75,000
Total Project Cost			\$575,000
C. Town Square on Stratford at New Elem. School			
Size	40,000		
Development costs			
Acquisition		\$6	240,000
Construction:			
Cost psf	\$30		
Construction	40,000		1,200,000
Total Construction Costs			1,440,000
Soft Costs			216,000
Total Project Cost			\$1,656,000
D. Johnsons Creek Waterfront Park			
Size	20,000		
Development costs			
Acquisition		\$6	120,000
Construction:			
Cost psf	\$30		
Construction	20,000		600,000
Total Construction Costs			720,000
Soft Costs			108,000
Total Project Cost			\$828,000
E. Wharf Boat Launch			
Size	40,000		
Development costs			
Acquisition		\$6	240,000

Construction:		
Cost psf (Park and Pier)	\$60	
Construction	40,000	2,400,000
Total Construction Costs		2,640,000
Soft Costs		396,000
Total Project Cost		\$3,036,000
F. Pleasure Beach Connection		
Size	40,000	
Development costs		
Acquisition	\$6	240,000
Construction:		
Cost psf (Park and Pier)	\$60	
Construction	40,000	2,400,000
Total Construction Costs		2,640,000
Soft Costs		396,000
Total Project Cost		\$3,036,000
G. Pocket Parks		
Size	5,000	
Number of Parks	6	
Development costs		
Acquisition	\$4	120,000
Construction:		
Cost psf (Park and Pier)	\$30	
Construction	30,000	900,000
Total Construction Costs		1,020,000
Soft Costs		153,000
Total Project Cost		\$1,173,000
Total Cost for Design Initiative 2		13,064,000

Design Initiative 3		
Central Avenue Corridor		
Creating barrier and streetscape to Seaview from Orange Street		
Total Linear Square Feet	4000	
Construction		
Granite Curbs		
Concrete/Sidewalk		
Trees		
Decorative Lights		
Berms		
Total Per Linear Foot Cost	\$380	
Cost		\$1,520,000
	QTY	
Trashcans-\$1000/each	5	\$5,000
Benches-\$4,000 each	5	\$20,000
Tree Guards	20	\$10,000
Total Streetscaping		\$1,555,000
Total Cost for Design Initiative 3		\$1,555,000

Design Initiative 4		
Central Avenue Corridor		
Creating barrier and streetscape to Seaview from Orange Street		
Total Linear Square Feet	4000	
Construction		
Granite Curbs		
Concrete/Sidewalk		
Trees		
Decorative Lights		
Berms		
Total Per Linear Foot Cost	\$380	
Cost		\$1,520,000
Trashcans-\$1000/each	5	\$5,000
Benches-\$4,000 each	5	\$20,000
Tree Guards	20	\$10,000
Total Streetscaping		\$1,555,000
Total Cost for Design Initiative 4		\$1,555,000



Design Initiative 5			
Stratford Avenue Commercial Corridor			
Creation of Retail Center at corner of Newfield and Stratford			
Development costs	psf	square ft.	total
Acquisition	\$4	150,000	900,000
Construction:	psf	square ft.	total
Demolition	\$3	75,000	225,000
Site Work/Landscape	\$2	105,000	210,000
New Construction	\$175	50,000	8,750,000
Total Development Costs			10,085,000
Soft Costs	15%		1,512,750
Total Project Cost			11,597,750
Total Cost for Design Initiative 5			\$11,597,750

Potential Funding Sources- East End Strategic Plan

Transportation/Roadway Improvements:

- Dept. of Transportation (Federal & State)

Streetscape/Parks/Open Space:

- Department of Environmental Protection, Urban Forestry
- Trust for Public Land and KELP funding;
- EPA Region 1 Healthy Communities Grants
- National Park Services
- Recreational Trails Grant Program
- US Tennis Association
- US Golf Association
- Nike Track Program

Water Remediation (Sound/Johnson's Creek):

- National Oceanic and Atmospheric Administration (NOAA)
- National Marine Fisheries Service (NOAA Fisheries)
- Ocean Exploration Omnibus

Housing/Economic Development:

- HUD
- FANNIE MAE
- EDA

Vacant Lots:

- LISC/Ford Foundation
- National Vacant Properties Campaign

Job Training:

- EPA Brownfields Job Training
- Dept. of Labor

Brownfields:

- EPA Brownfields Assessment, Cleanup & RLF funding

Certain phases of larger projects may be eligible for funding through competitive grant opportunities through the Department of Energy, Army Corps of Engineers,

Department of the Interior, Department of Commerce and various State discretionary funds (i.e., DEP).

Corporate Grant Programs may also assist in funding environmental and open space projects. The City of Bridgeport can apply to Starbucks, Home Depot, Balance Bar, Kodak, Wal-Mart and other corporations now offering grants to support community development projects that honor parks, open space and a sensitivity to the planet's limited resources.

VIII. PROPOSED IMPLEMENTATION OF PLANNING INITIATIVES/ACTION ITEM