Final Report

Prepared for:
City of Middletown
Planning, Conservation and Development Department

Prepared by:
Centerplan Development Company LLC
LeylandAlliance LLC
Tighe & Bond Inc.
Centerbrook Architects & Planners, LLP
LAZ Parking

August 11, 2014
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I. Executive Summary
August 11, 2014

Office of the Mayor
City of Middletown
245 deKoven Drive
Municipal Building
Middletown, CT 06457

Re: Urban Design/Development Consulting Services
   For Middletown Downtown Area
   Final Report

Mayor Drew,

Centerplan-LeylandAlliance has completed its review of the Middletown Downtown Area including the proposed redevelopment of the Middletown Arcade Garage on Dingwall Drive (hereinafter the “Garage”). At this time, we are very pleased to be able to present the City of Middletown (hereinafter the “City”) with this Final Report, which was identified as the Phase III Summary Report pursuant to the Work Program appended to our contract with the City of Middletown to perform certain Urban Design/Development Consulting Services (hereinafter the “Services”).

As set forth in our summary reports for Phase I and Phase II, we have undertaken an extensive review of the Middletown Downtown Area to determine what types of developments could be viable and how they could interplay with the proposed redevelopment of the Garage. Our findings have been synthesized into this Final Report.

What our team has determined, and what this report will evidence, is that the Middletown Downtown Area would be well served by a mixed-use development of both retail and for rent residential. The Strategic Market Analysis performed by RCLCO, a copy of which is attached to this Final Report, supports this. What we have also determined is that in order for any proposed mixed-use development to thrive and be successful, the Garage would have to be redeveloped to provide much needed additional and supporting parking.

Within this Final Report we have prepared and present to the City a concept plan of development for the sites comprising the study (the “Concept Plan”). The Concept plan proposes a new neighborhood within Middletown’s Downtown Area that as stated above will include retail and restaurants and the potential for over 400 urban core living units. This mix of uses will create a balanced community as well as an opportunity to finally connect the downtown to the riverfront. The Concept Plan depicted herein also anticipates implementation of street improvements to create a community that better accommodates pedestrians, bicycles and landscaping. The full build out proposed would transform the Middletown Downtown, creating a new urbanist place to live, work and play.

That being said, you will find enclosed with this Final Report the following materials:

- Concept Plan, Phasing Plan & Presentation Graphics – Having completed our study of the Middletown Downtown Area, we have prepared and present to the City the Concept Plan. It is presented in a number of slides that evidence current conditions, a Phase I development on Metro Square and the Attention to Detail site (wrapping the Garage), a Phase II development on
Metro Square, parking (presently and following proposed development) and 3-D renderings of the massing suggested and building envelopes.

The Concept Plan calls for the development to occur in two (2) phases. In Phase I we envision a redevelopment of Metro Square and the Attention to Detail site into mixed-use developments where people can live, work and play.

The development at Metro Square would include new buildings along Main Street. The buildings have been set back from Main Street for aesthetic reasons to create a courtyard atmosphere. The retail would be able to make use of this to provide patrons with outdoor seating and places to congregate and the residents would benefit from being set back from Main Street. The Concept Plan calls for up to 60,000 GSF of retail on the first floors of the buildings along and fronting Main Street. It then calls for 3 floors above with 124 urban core living units; the urban core living units would be split between 1 & 2 bedrooms. The urban core living units would be provided on-site parking, which would be located beneath the new retail and residential development. There would initially be some parking for the retail within the new development; overflow parking would use the Garage or on street parking; however, after the completion of Phase II, if built out, the parking below Phase I of the development would only be sufficient to park all the urban core living units. The remainder of Metro Square would initially remain intact, which includes the Liberty Bank retail pad and the Movie Theater anchored strip backing up to DeKoven Drive.

The development at the Attention to Detail site per the Concept Plan is smaller in scope. This building wraps the new Garage, which it depends upon for all parking generated by the building (retail and residential). It calls for up to 40,500 GSF of retail on the first floor, which would front both DeKoven and Dingwall. It also evidences 60 urban core living units on 4 floors. Each unit would face DeKoven and benefit from views of the Connecticut River and the eventual redevelopment of the Middletown Riverfront. This entire development within Phase I would be dependent upon receiving parking rights at the Garage. The resident parking would have to be designated with the retail being general parking.

Phase II of the plan for development captured in our Concept Plan calls for two (2) additional residential buildings to be erected at the Metro Square site and the closure of Dingwall Drive north east of where the Middletown Police currently access parking.

The additional buildings at what is now Metro Square would ultimately be developed based upon demand for residential in the Middletown Downtown Area. If Phase I were a success, this would provide an additional 220 urban core living units. Many of these units would benefit from Riverfront views while others would look out over a brand new courtyard. These additional urban core living units would park at the parking developed in Phase I.

To provide an overall green development plan that maximizes the access and mobility for both vehicles and non-motorized vehicles (pedestrians and bicyclists), the Concept Plan includes a redirection of City street traffic from Main Street to DeKoven Drive. This redirection includes the transformation of Dingwall Drive to provide a two-fold purpose: (1) maintaining access to the police department and (2) connecting Main Street to the interior of the Concept Plan with a more walkable and bike friendly development. While this plan is suggested only, it is intended to spur the mobility conversation within the City. Complete streets go hand and hand with mixed
use developments in the urban setting. The City already has an active pedestrian and bicycle community. This transformative development and roadway reconfiguration will include these stakeholders in the development. By transforming Dingwall Drive, the mixed use development directly benefits from a much more pedestrian friendly environment while providing the pedestrian connection towards the river. This allows residents to enjoy areas to walk, congregate and enjoy green surroundings in an otherwise downtown setting. You will note that the Concept Plan also uses the closure of Dingwall Drive to provide a future possibility of accessing the Middletown Riverfront by way of a pedestrian bridge above and over Route 9. It should be noted that the pedestrian bridge would require Connecticut Department of Transportation approval (hereinafter the “CTDOT”) and could be an expensive endeavor; however, if done as a signature pedestrian bridge, and were the City ever to develop a pedestrian bridge to the Riverfront from the Middletown Downtown Area, this is where we believe it should go. It would open up the Riverfront to the residents within the Concept plan development as well as all of those who would park in the Garage.

In addition, in an effort to provide a definitive gateway to the project from Route 9, we have displayed the DeKoven Drive off ramp intersection as transformed into a modern roundabout intersection with Union Street. Roundabouts are greener than traffic signals, and some will argue they are safer and have been shown to augment mixed use developments elsewhere. The roundabout has been inserted as it is our understanding that modern roundabouts are planned by CTDOT as part of the long planned improvements to the Route 17 interchange and Main Street. Ultimately this would have to be studied further, but it seems to play well into the goals of the City to provide pedestrian connections to the Riverfront.

- **Overall Analysis of the proposed developments and the impact on parking in the Middletown Downtown Area** – Mixed use urban projects often times benefit from a shared parking analysis to reduce parking requirements below conventional zoning requirements. With the growth of alternative forms of transportation in major urban centers across the country, parking demand is pushing downward as people choose to drive less and walk, bike and use mass transportation more effectively. To bring the City into the urban context, reduced parking requirements are needed to reflect lower demand in the mixed-use context and reduce building costs. These residents choose to have fewer vehicles in downtown settings, where they can live, work, learn and play all the while without as many vehicles as compared to the suburban context. Parking studies in mixed use developments have shown that mixed use developments with supportive mass transit result in reduced parking demand.

In light of the foregoing, we have removed additional parking from Phase II (see above). The development in Phase I is dependent upon the support of the new Garage by the City across the transformed Dingwall Drive and now interconnected to the development. With the development of Phase II, and using a conventional parking analysis, we are some 455 parking spots short of zoning requirements. However, using a shared parking analysis, combined with credit given for the New Urbanist nature of the Development, should reduce the parking shortfall considerably. However, additional parking for the retail may be required to support viability and the City may want to consider this as they determine the size of the Garage; more may be better than less in this context to support future development in the Middletown Downtown Area. This is something that would require further study and would depend a great deal on the specific uses ultimately brought to the site.
- **The Strategic Market Analysis undertaken by RCLCO** – The team at RCLCO has completed its strategic market analysis for a mixed-use development in the Middletown Downtown Area. The results of this analysis were very promising and are the underpinnings of our Concept Plan and what development the sites can support. A full and complete copy of the report is included herein.

As always, we very much appreciate this opportunity to work with the City. We continue to believe that the area has great potential for redevelopment and we look forward to the opportunity to present the City with our findings. It is our understanding that we will meet with the City on August 18th to present our report as well as our findings.

Very Truly Yours,

Jason S. Rudnick

Cc: Robert A. Landino
    Howard Kaufman
    Michiel Wackers
    Brig Smith, Esq.
II. Concept Plan, Phasing Plan & Presentation Graphics
III. Overall Analysis
OVERALL ANALYSIS

The Middletown Downtown Area proposed re-development includes nearly 100,000 square feet of retail and restaurant uses complemented with over 400 residential units (the “Development”). The Development is depicted in the concept drawings being serviced by 530 parking spaces, including 380 on site at the current Metro Square site, and 150 spaces provided offsite, in the new parking structure being planned by the City where the current Middletown Arcade Garage now stands (the “Garage”). In addition, the development would be serviced by on-street parking as well as additional general admission parking in the Garage (see discussion below regarding for more detail on parking as this is critical to the viability of the Development).

GENERAL

Middletown benefits from a truly walkable Main Street with many restaurants and retail shops. That being said, the downtown area has long suffered from a lack of for rent residential housing with which to further populate Main Street and the arteries that branch from it. In an effort to invigorate this movement, and in conjunction with the redevelopment of the Garage, we have completed a study that has resulted in the proposed Development. The Development would truly be transformative to the Middletown Downtown Area. It would not only build a constant population base of individuals living in the downtown, but it would be a catalyst for transforming the downtown and paving the way for further re-development and possibly better connectivity to the Riverfront.

The proposed Development would occur in two (2) phases. In Phase I we envision a redevelopment of the Main Street fronting portion of Metro Square and the entirety of the Attention to Detail site into mixed-use developments where people can live, work and play.

The Main Street fronting portion of Metro Square would be razed to pave the way for three (3) new buildings and a courtyard setting of retail. The buildings have been set back from Main Street for aesthetic reasons to enhance the proposed courtyard atmosphere. It would be the goal for the retail to make use of this area to provide patrons with outdoor seating and places to congregate. The Development calls for up to 60,000 GSF of retail on the first floors of the buildings. It then calls for 3 floors above each building with a total proposed 124 urban core living units; the urban core living units would be split between 1 & 2 bedrooms. The urban core living units would be provided with on-site parking, which would be located beneath the new retail and residential development. Until Phase II were to come on line, there would initially be some parking for the retail within the new development; overflow parking would use the Garage or on street parking. However, after the completion of Phase II, the parking below Phase I of the development would only be sufficient to park all the urban core living units. Within Phase I, the remainder of Metro Square would initially remain intact, which includes the Liberty Bank retail pad and the Movie Theater anchored strip backing up to DeKoven Drive.

The Development, at the Attention to Detail site, calls for a smaller scale re-development but one that is truly transformative and would provide all passing on Route 9 to see how Middletown is progressing. The proposed building would wrap the outside of the new Garage. This synergistic wrap occurs as the building depends upon the Garage for parking (retail and residential). It calls for up to 40,500 GSF of retail on the first floor, which would front both DeKoven and Dingwall. It also calls for an additional 60 urban core living units, which would rise up 4 floors. Each of the 60 proposed units would face DeKoven and benefit from views of the Connecticut River and the eventual re-development of the Middletown Riverfront. It is important to note that this development within Phase I would be dependent upon
receiving parking rights at the Garage. The resident parking would have to be designated with the retail being general parking.

Phase II of the Development calls for two (2) additional residential buildings to be erected at the Metro Square site, where the Liberty Bank retail pad and the Movie Theater anchored strip now stand. It also evidences a suggested closure of Dingwall Drive to the north east of where the Middletown Police currently access parking; as discussed in more detail below, access to Main Street would remain and the Police and Fire Departments would benefit from an access road between Phases I and II.

The additional buildings would ultimately be developed based upon demand for residential in the Middletown Downtown Area. If Phase I were a success, Phase II would provide an additional 220 urban core living units. Many of these units would benefit from Riverfront views while others would look out over a brand new courtyard. These additional urban core living units would all park at the underground parking lot developed in Phase I beneath the Phase I Metro Square development.

**PARKING**

The proposed Development provides 380 onsite parking spaces, with 150 more spaces to be leased from the new parking garage being planned by the City for a total of 530 parking spaces to be shared internally with the site. Mixed use urban projects often times benefit from a shared parking analysis, which supports a reduced parking requirement below conventional zoning requirements. With the growth of transportation in major urban centers across the country, parking demand is pushing downward as people choose to drive less and walk, bike and use mass transportation more effectively. To bring the City into the urban context, reduced parking demand should be reflected in zoning requirements. This will reduce building costs in mixed use developments, as residents choose to have fewer vehicles in downtown settings, where they can live, work, learn and play all the while without the number of vehicles usually needed in suburban contexts. Parking studies in mixed use developments have shown that mixed use developments with supportive mass transit result in reduced parking demand.

In light of the foregoing, we have removed additional parking from Phase II (see above). The development in Phase I is dependent upon the support of the new Garage by the City across the transformed Dingwall Drive and now interconnected to the development. With the development of Phase II, and using a conventional parking analysis, we see a shortfall of some 455 parking spots as compared to zoning requirements. However, using a shared parking analysis, combined with credit given for the New Urbanist nature of the Development, should reduce the parking shortfall considerably. We would direct you to view the attached summary that reflects the gross square footages of development proposed as well as a parking analysis. As will be evident, the proposed Development does in fact evidence a significant parking shortfall. Thus, even with the City agreeing to reserve parking in the Garage for the residents of the units developed on the Attention to Detail site, as well as those who work at the retail on its first floor, there is a parking shortfall which could affect the viability of the 100,000 SF of proposed retail. The Garage is therefore a critical piece of this proposed Development as it will service a significant portion of the patrons as well as the entirety of those residents of the Attention to Detail site who have a need for a vehicular parking spot.

Additional parking for the retail may be required to support viability and the City may want to consider this as they determine the size of the Garage; more may be better than less in this context to support
future development in the Middletown Downtown Area. This is something that would require further study and would depend a great deal on the specific uses ultimately brought to the Development.

**TRAFFIC**

The proposed Development benefits from vehicular and pedestrian access with local roadways on the north and south boundaries providing direct connections to the critical Main Street and DeKoven Drive arterials. The Development is situated adjacent to the limited access portion of Route 9 with a southbound off ramp to DeKoven Drive and northbound on ramp from Harbor Drive. Pedestrian mobility is also improved with sidewalks on the perimeter of the site and access to the lower retail area provided from Main Street via stairs between the buildings on Main Street. The Middletown Area Transit (hereinafter “MAT”) and Connecticut Transit (hereinafter “CT Transit”) bus routes travel along Main Street and DeKoven Drive, with multiple routes along the boundary roadways to the Development. The MAT/CT Transit hub is also one block to the north for excellent transit access within the City and to Downtown Hartford. It should also be noted, to ensure all users of the Development are adequately served by transportation modes a bus pull-off area is included along the DeKoven Drive frontage.

To provide a plan reflecting a commitment to green development that maximizes the access and mobility for both vehicles and non-motorized vehicles (pedestrians and bicyclists), the Development includes a redirection of City street traffic from Main Street to DeKoven Drive. This redirection includes the transformation and partial closing of Dingwall Drive to provide a two-fold purpose: (1) maintaining access to the Police and Fire Departments and (2) connecting Main Street to the interior of the Development with a more walkable and bike friendly community. While this plan is suggested only, it is intended to spur the mobility conversation within the City. Complete streets go hand and hand with mixed use developments in the urban setting. The City already has an active pedestrian and bicycle community. This transformative development and roadway reconfiguration will include these stakeholders in the development, and we have made provision for bike racks and intensive pedestrian paths to ensure all users of the roadways and sidewalks of the City of Middletown are included. By transforming Dingwall Drive, the mixed use development directly benefits from a much more pedestrian friendly environment while providing the pedestrian connection towards the river. This allows residents to enjoy areas to walk, congregate and enjoy green surroundings in an otherwise downtown setting.

You will note that the proposed Development also uses the closure of Dingwall Drive to provide a future possibility of accessing the Middletown Riverfront by way of a pedestrian bridge above and over Route 9. It should be noted that the pedestrian bridge would require governmental approvals including but not limited to the Connecticut Department of Transportation (hereinafter the “CTDOT”). This would likely be a costly endeavor; however, if done as a signature pedestrian bridge, and were the City ever to develop a pedestrian bridge to the Riverfront from the Middletown Downtown Area, this is where we believe it should go. It would open up the Riverfront to the residents within the Development as well as all of those who would park in the Garage.

In addition, in an effort to provide a definitive gateway to the project from Route 9, we have displayed the DeKoven Drive off ramp intersection as transformed into a modern roundabout intersection with Union Street. Roundabouts are greener than traffic signals, and some will argue they are safer and have been shown to augment mixed use developments elsewhere. The roundabout has been inserted as it is our understanding that modern roundabouts are planned by CTDOT as part of the long planned improvements to the Route 17 interchange and Main Street. Ultimately this would have to be studied
further, but it seems to play well into the goals of the City to provide pedestrian connections to the Riverfront.

It should be noted, that as part of State Project No. 82-309, CTDOT is conducting ongoing studies of improvements to the Route 9 expressway, with the planned reconstruction of the Route 9 overpass over DeKoven Drive and removal of the stop controlled Route 17 northbound onramp to Route 9. This project currently involves the removal of ramp access from the Riverfront area to northbound Route 9. This ramp removal is being reviewed by the City and CTDOT and may affect vehicular travel patterns along DeKoven Drive and to the Riverfront and Route 9 north, potentially affecting access from the Development to Route 9 north. It is our understanding that the CTDOT project also includes pedestrian improvements to facilitate pedestrian access to the Riverfront from DeKoven Drive. In addition, as part of the planned Route 9 improvements, CTDOT is in the planning stages for the reconstruction of the Route 17 ramps to Main Street and transforming the operations with modern roundabouts at these two locations. We would suggest that these all be reviewed further and consideration be given for this planned re-development to ensure its viability.

**TRAFFIC GENERATION**

The existing Metro Square development, including the theaters, generates approximately 300-400 vehicles during the peak Friday afternoon/early evening peak hours, when the theater is hosting the first evening movie and the retail and restaurants are peaking in demand. These projected trips are based upon the ITE national trip generation methodologies and the size of the development. These 400 trips are accessing the site from all directions given the excellent access along the adjacent roadways and highway system.

Based upon the proposed Development for residential and retail uses, the mixed use nature of the Development will have shared trips. For instance the residents can utilize the retail uses without a new trip on the adjacent roadway system. Based upon these shared trips within the site, and enhanced pedestrian and bicycle mobility and access, it is expected that a maximum of 500-600 vehicular trips will be generated by the proposed Development during the Friday afternoon peak hours and far less during the weekday morning peak hour. The major generator of the Friday afternoon peak hour traffic generation will be the retail/commercial uses with the residential uses generating a third of the total traffic estimated. Of these total trips, upwards of 20% of the typical traffic generation for a development will involve other modes and shared trips.

A result of this analysis indicates that the increased traffic generation from the Development will be less than 200 additional vehicles on the adjacent roadway network. This additional traffic will utilize the adjacent intersections on Main Street and DeKoven Drive and potentially impact the operations of these intersections during the afternoon peak hours. Retiming of the traffic signals will need to be considered to accommodate the additional traffic generated without significantly impacting the operations.

**SUMMARY**

The proposed plan is unprecedented in Middletown, and can be a transformative project to move the City into the 21st century for urban center redevelopment. With supportive parking internally to the site as well as interconnected by pedestrian walkways to the Garage, and gateway improvements to the
DeKoven Drive intersection, and the transformation of Dingwall Drive to serve the City and the public, this proposed Development would be the City’s new urban center project in the Downtown.
### Building 1

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**TOTAL PARKING SPACES NEEDED PER ZONING CODE**: 399  
**TOTAL NUMBER OF LIVING UNITS**: 124  
**TOTAL BUILDING GROSS SQUARE FOOTAGE**: 225,000  
*Does not include below building parking.*

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**TOTAL PARKING SPACES NEEDED PER ZONING CODE**: 231  
**TOTAL NUMBER OF LIVING UNITS**: 60  
**TOTAL BUILDING GROSS SQUARE FOOTAGE**: 124,500

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**TOTAL PARKING SPACES NEEDED PER ZONING CODE**: 130  
**TOTAL NUMBER OF LIVING UNITS**: 80  
*Does not include below building parking.*

### Building 4

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<td>bedroom or more.</td>
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</tr>
</tbody>
</table>

**TOTAL PARKING SPACES NEEDED PER ZONING CODE**: 225  
**TOTAL NUMBER OF LIVING UNITS**: 140  
**TOTAL BUILDING GROSS SQUARE FOOTAGE**: 187,500

### Full Development

**TOTAL PARKING DEMAND PER ZONING CODE FOR FULL DEVELOPMENT**: 985  
*Number of units may increase depending on building efficiency factor.*

**TOTAL NUMBER OF LIVING UNITS FOR FULL DEVELOPMENT**: 404  
*Does not include below building parking.*

**TOTAL BUILDING GROSS SQUARE FOOTAGE**: 647,000  
**TOTAL NUMBER OF PARKING SPACES SUPPLIED**: 380  
**TOTAL PARKING USED IN NEW GARAGE**: 150  
**TOTAL PARKING SHORTFALL**: 455