



# Four Corners

## Brookfield Town Center District Revitalization Plan

September, 2012



**Fitzgerald & Halliday, Inc.**

*Innovative Planning, Better Communities*



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# Acknowledgements

The Four Corners Brookfield Town Center Revitalization Plan was prepared by Fitzgerald & Halliday, Inc. in association with 4Ward Planning for the Town of Brookfield. Invaluable technical support was provided by Town of Brookfield staff, in particular, the contributions of Katherine Daniel, Community Development Director as well as David Hannon from the Housatonic Valley Council of Elected Officials.

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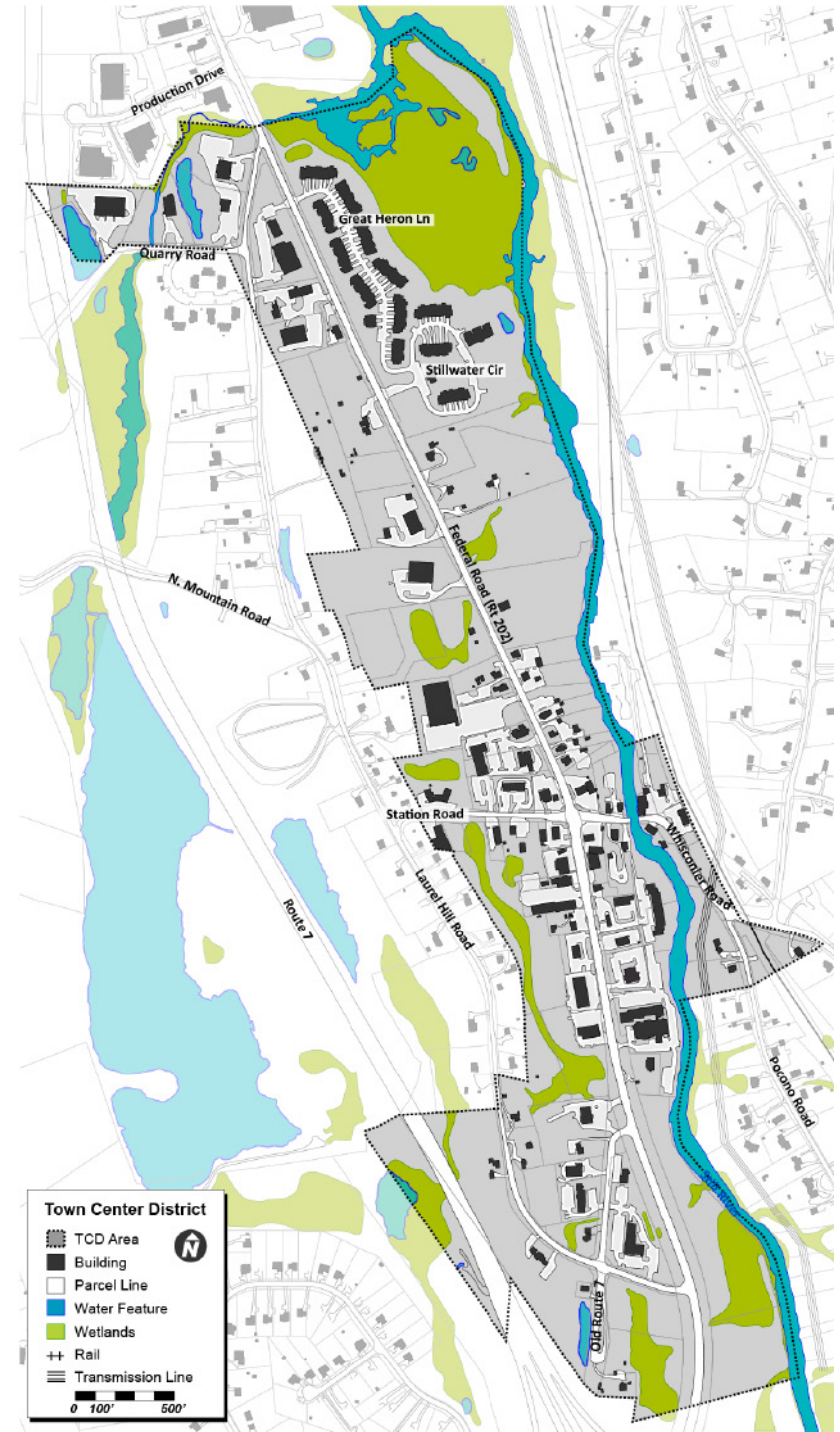
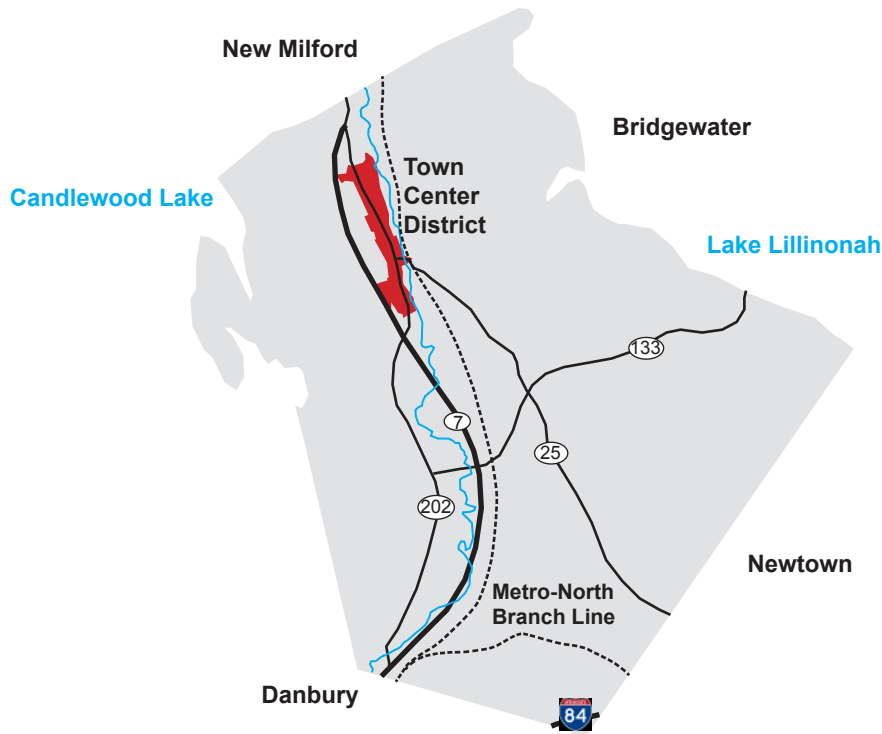
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# Introduction

The Four Corners in Brookfield is a well-known community landmark and so named primarily because it is the historic junction of State Routes 7 and 25. The name is also associated with the four gas stations occupying the four corners of this intersection today. When the highway portion of Route 7 in southwestern Connecticut ended at Exit 12 in Brookfield, just south of the Four Corners, all drivers exited there and passed through the area. Since an extension to highway Route 7 opened in 2010, as much as 70 percent of that traffic began to bypass the Four Corners. The Town has seized this change as an opportunity. They see this landmark place as ripe for renewal, to be reenergized, and with potential beyond being a place to buy gas.

This plan presents the culmination of a planning process which has developed a future revitalization scenario for the Four Corners and associated implementation plan which lays out the steps to the plan's realization. The Four Corners study area is represented by the Town Center District (TCD); a zoning district which encompasses the Four Corners and adopted to manage land use in the area. It is shown on the following maps.





The following plan presents:

- The goals and guiding principles which framed the overall Four Corners study process
- The community vision for the Four Corners and the complementary community input to the design of the revitalization concepts
- An overview of current physical and market conditions which informed the design outcomes
- The Four Corners Master Design Plan and component parts
- An implementation program

## Planning Process Goal

The goal for this planning process was:

***To develop a practical, functional, revitalization plan for the Four Corners. The plan should provide a clearly visualized future scenario for the area with a development concept plan, market strategy, and implementation road map.***

## Guiding Principles

The development of the revitalization concept for the Four Corners has been guided from the outset by core planning principles of Smart Growth. This means the plan needs to lay the foundation for the future evolution of the Four Corners as an area with a strong sense of place or community, one with connectivity among means of travel, and a sustainable economy. Ultimately, the Four Corners should be a neighborhood that contributes to a high quality of life for residents of Brookfield, local business owners and their employees, as well as visitors. The principles of Smart Growth can be further understood by their defining elements, including creating a place that:

- Fosters human interaction and a sense of neighborhood
- Has unifying architectural themes among buildings in terms of scale and visual setting
- Offers a walkable, well-connected, pedestrian scale environment
- Conserves valued natural and community resources, such as the Still River and historic buildings
- Creates a balance and offers connectivity among means of travel including by automobile, transit, and on bicycle or on foot; offers many ways to travel among destinations. This plan accommodates the addition of commuter rail should the CT DOT extend service.

- Has streets which function as public spaces in the mix of human activity, along with being travel ways
- Has a diverse economic environment that serves the needs of both residents and visitors, while being nimble and adaptable to change in the global economic climate over time
- Is sustainable; will provide a persistent high quality of environmental and community resources over the long-term future for Brookfield residents, businesses, and visitors

## Community Charette and Four Corners Vision

The Brookfield community created the visionary elements that drove the revitalization concept design for the Four Corners. The overall vision for the area along with community desires for the specific design elements were articulated through an online preferences survey, comments and ideas submitted directly to the Town, and community-wide four-day planning charette.

The charette was the keystone planning event in the revitalization plan development. The charette schedule included:

<u>MAY 7<sup>th</sup> - DAY ONE</u>	<u>MAY 8<sup>th</sup> - DAY TWO</u>
3 PM – Study Team arrive	10 AM-4:30 PM - Focus group sessions (Open to the general public as well)
7:00 –9:00 PM - Evening Community Meeting <ul style="list-style-type: none"><li>• Open House – View displays and share wishes and worries for the Four Corners</li><li>• PowerPoint Presentation</li><li>• Visual Preference Survey</li><li>• Hands-on discussion session – mark up maps of the area</li><li>• Wrap-up</li></ul>	10:00 AM - Transportation Focus Group 1:30 PM - Community Character, Spaces, and Design Focus Group 3:30 PM - Economy of the Future Focus Group
	7:00 PM – 9:00 PM - Evening Open House – Study team at work
<u>MAY 9<sup>th</sup> - DAY THREE</u>	<u>MAY 10<sup>th</sup> - DAY FOUR</u>
10 AM- 3 PM Open house – Study team at work	10 AM- 3 PM Open house – Study team at work
7-8:30 PM – Steering Committee roundtable discussion to view progress	6:30 – 8:30 PM - Evening workshop <ul style="list-style-type: none"><li>• Open House</li><li>• Presentation of draft Four Corners concept plans</li></ul>



The background image shows a residential street scene. On the left, a red brick house with white-trimmed windows is visible. In the center, a dark, triangular roofline of a building is seen against a backdrop of trees with autumn foliage. On the right, another red brick house with a white door and windows is shown. The foreground is a grassy area with fallen leaves.

## Four Corners Vision Statement

In the future, the Four Corners will become a center of activity in Brookfield and a destination. It will be a “downtown” for Brookfield that is well defined visually and aesthetically, providing a positive experience for residents and visitors, with a distinctive identity that is well known throughout Brookfield and the region. Development will have complementary scale, character and density that will contribute to a sense of both history and vitality. It will offer places to live, work, shop, eat, find entertainment, and cultural enrichment. The area will provide a diversity of services that enhance the quality of life for residents, and invite travelers to stop. This will be complemented by access to the Still River as a scenic resource in the Four Corners. It will have complementary civic spaces, in the form of outdoor parks and plazas, and public community facilities. Most new development will result from infill and from reuse or redevelopment of existing sites. No new strip or large-scale single-use developments will be built.

The area will be easy to access and navigate by car, bicycle, transit, and on foot. There will be a variety of opportunities to travel by all these means along all roads within the Four Corners area including walking, biking, rail, and bus, along with key connections among those means. Streets in the Four Corners will offer a balance among motor vehicle and pedestrian and bicycle traffic, with an enhanced streetscape that is pedestrian friendly and complementary to the character of the area. This will be accomplished through improvements such as landscaped sidewalks, aesthetic lighting, areas to pause and relax, with plazas with benches near public art and other public spaces. Traffic on Federal Road will flow at reasonable speeds through the area as a result of measures designed to encourage drivers to slow down; to improve safety and to minimize any degradation of the character of this special place.



## Online Survey Findings

An on-line survey was conducted in Spring of 2012 via Survey Monkey and was distributed through multiple email lists by the Town. More than 1,000 people participated in the survey with more than 350 providing detailed comments regarding their preferences. The survey included several questions regarding what residents would like to do in the Four Corners area and also included a visual preference survey to gauge resident preferences on the type and style of development that they would prefer. Survey findings include:







- 90%** See themselves walking, socializing, dining, doing specialty shopping and enjoying entertainment venues; want sidewalks and good lighting
- 86%** Said they would like to see a walking path along the Still River
- 79%** Prefer a vibrant downtown feel with wide sidewalks, outdoor dining, public plazas, lots of pedestrian activity; buildings should be more traditional
- 73%** Respondents live in Brookfield
- 62%** Said there was not enough parking in the Four Corners
- 57%** Prefer a traditional neighborhood setting
- 54%** Said there should be some sort of community resource in the area (park, library, community center, etcetera);
- 37%** Say they live near the Four Corners

### Survey Comments – Recurring Concerns Overview

- Many respondents said Brookfield “desperately” needs a downtown
- Concern that no action will be taken once the plan is finished; timing is critical – no more delays in getting started
- No big-box stores or franchise restaurants
- Concern there is not sufficient demand for more businesses
- Four gas stations – don’t need all four
- Concern with preserving the rustic appeal – quaintness of the area-do not over ‘commercialize’
- Concern about the public investment that might be needed
- Need a place for teens and families to go
- Concern that the area will look like the rest of Federal Road – need a distinct character as a destination; not cookie-cutter design

## Select Survey Ideas - Sampling

- Annual or seasonal events like a community-wide craft fair or farmer’s market
- Teen center
- Free public events
- A number of respondents said they would like to locate a business there (from engineer’s office to ‘lifestyle’ store (interior decorator) if the environment were better
- Have Wi-Fi that covers the whole area
- Downtown shuttle
- Center for the arts
- Make use of Craft Center rear property at the river for public gathering space

11. Which of the following best describes what you see yourself doing in the Brookfield Four Corners area? (Select all that apply)			
		Response Percent	Response Count
Walking and socializing		76.8%	728
Everyday shopping and running errands		56.0%	531
Specialty shopping, dining, and entertainment		89.7%	850
Live in an apartment, townhouse, or condo		10.5%	100
Operate a small business or shop		13.1%	124
Work		7.7%	73
Other (please specify)			101
answered question			948

*Responses to one of the survey questions*



# Community Workshop

On May 7th 2012, the first day of the charette, a community workshop was held at the Brookfield Library. Approximately 60 people attended the workshop including Brookfield residents, businesses owners, prospective developers, Town staff, and elected officials. Attendees participated in a visioning session in which they sketched and noted their preferences on maps of the Town Center District area. The most notable ideas and comments included:

- Sidewalks – on Federal Road, Station Road; to Craft Center on Whisconier Road
- Bike path/off road trail
- Access to the Still River
- Connected parking
- Centralized parking
- Include public parks
- Redevelop gas station sites for another use
- Add to residential near Newberry Village
- Library or civic space in Four Corners
- Keep Craft Center/historic buildings
- Add recreational area at Exit 12 gateway

## Out of the Box Ideas:

- Add a centralized parking garage
- Restaurant behind the Craft Center on the river
- Create a new road that crosses the river north of the Four Corners
- Make Federal Road a local road – owned by the Town
- Connect Town Hall and Library to Four Corners with a trail



One of several maps with notes and sketches produced by workshop participants.



## Focus Groups: Highlights of Ideas and Input

On May 9th 2012, the second day of the charette, three focus groups were convened to explore, in depth, transportation, community design, and economic development issues and opportunities in the Four Corners. These focus groups were attended by about one dozen people on average and included representatives from the Town of Brookfield, Connecticut Department of Transportation (CTDOT or 'the Department'), the Housatonic Valley Council of Elected Officials (HVCEO), the Housatonic Area Regional Transit (HART), members of many of Brookfield's boards and commissions, local business owners, property owners, prospective developers, and members of the general public.



## Transportation Focus Group

The transportation system discussion was wide-ranging. In essence, the CTDOT said that the Department has been increasingly working with many Connecticut towns to modify the design of state roads to support vibrant walkable downtowns, similar to what Brookfield envisions. They are open to allowing flexible roadway design guidelines (contained in their design manual) to make room for sidewalks and a more pedestrian welcoming environment. They described the process the Town could follow to engage the Department in further conversation about the specifics of changing the design for this section of Route 202. In particular, the CTDOT is open to reducing lanes to 11 feet. The Department was concerned about on-street parking from a safety, maintenance and snow-removal perspective, but would be open to some recommendations for providing some on-street parking along Federal Road.

Direction from the CTDOT:

- The CTDOT has some flexibility in applying its Design Standards
- 11' travel lanes are acceptable; 4' shoulders, 5' sidewalks, and 3' utility buffer are encouraged
- On-street parking is generally discouraged; however, CTDOT will consider proposals. Town would be responsible for maintenance of parking. If on-street parking is approved, an 8' parallel parking lane is preferable.
- Shared bike/pedestrian paths must be 10' minimum.
- Intersection design must accommodate a WB-62 (semi-trailer with 50' wheelbase) vehicle
- Raised islands on state-owned roadways create difficulties during snow removal operations. A maintenance agreement may be required between CTDOT and the Town.
- Larger trees are discouraged between curb and sidewalk.



## Community Design Focus Group

There were representatives from several Brookfield boards and commissions, including several individuals with the Historic District Commission present. There was discussion of what types of development design is desirable, what changes to the zoning regulations would be needed to facilitate that form of design, and what other civic uses and spaces could benefit the area. The large question was how to make the Four Corners a destination from a public infrastructure perspective. Ideas about which there was some consensus included:

- To keep design traditional – this does not mean uniform or all New England colonial style. There should be diversity among buildings but complementary architecture; the area should look like a Connecticut town.
- There should be opportunity for live-work space in the area; this would be more than a home occupation. Live-work space would mean that the space could be equally dedicated to both a residence and a studio or office or other work space.
- A community/civic facility such as a relocated library is desirable; a 750 seat theater for the arts was suggested
- A hotel or bed and breakfast would be beneficial to the area
- There should be public space or a plaza where people can interact, sit and eat, and walk
- There should be some access to the river; along with this, a multi-use trail loop that connects both sides of Federal Road in the Four Corners is desirable
- The land at the southeastern end of the Four Corners would be a good locale for a community recreational area and access to the river
- At least one well-designed bus shelter is needed

## Economic Development Focus Group

Of those attending this focus group, about a third were business owners in the Four Corners or represented property owners there. The discussion focused on what types of businesses would do well and be supportive of overall economic stability in the area. There was also some discussion of the zoning regulations and application process. There was a need expressed for a streamlined application process, regulations sensitive to the development issues for small business, and more flexibility in the design requirements for the area, including parking. Potentially beneficial business types and other ideas about which there was general consensus included:

- More restaurants and dining options
- Specialty retail such as a coffee shop and bakery, art galleries, and outdoor sports equipment
- Hotel or Bed and Breakfast
- Businesses that would have a synergy with the Craft Center including high-quality art supply store, artist loft spaces, and art galleries
- Antique shops
- Brew pub or wine bar

It was also generally agreed that businesses and activities in the area should be multi-generational. There should be service businesses as well as retail that draws families as well as 20 and 30 something's and seniors or retirees. There was also some discussion of the need to create incentives for businesses to come to the area and marketing to raise awareness of opportunities here. All agreed that public-private partnerships for things such as a Farmer's Market or to manage the parking supply would be beneficial.



# Physical Conditions and Market Factors as Design Drivers

While the design for the future development scenario for the Four Corners must be driven by the community vision, it must also respect the on-the-ground conditions in the area today, if the revitalization plan is to be both practical and realistic. Physical conditions in the Four Corners today create both opportunities for new development and redevelopment as well as constraints or limitations on land use change. Those physical conditions include the natural environment (such as wetlands and steep slopes), existing land use and land use patterns, and the roadways and other transportation features such as parking and how they function. The physical capacity of the land to support growth does not mean that the opportunity it presents will lead to new development in and of itself. Dynamic market forces will strongly influence whether or not such growth happens. The following is a summary overview of the current physical development potential, transportation system features, and market conditions in the Four Corners study area. More detailed information is available in the Discovery Compendium; a separate technical report on study area conditions which is available at the Town Land Use Office or on-line at the Land Use Department webpage.

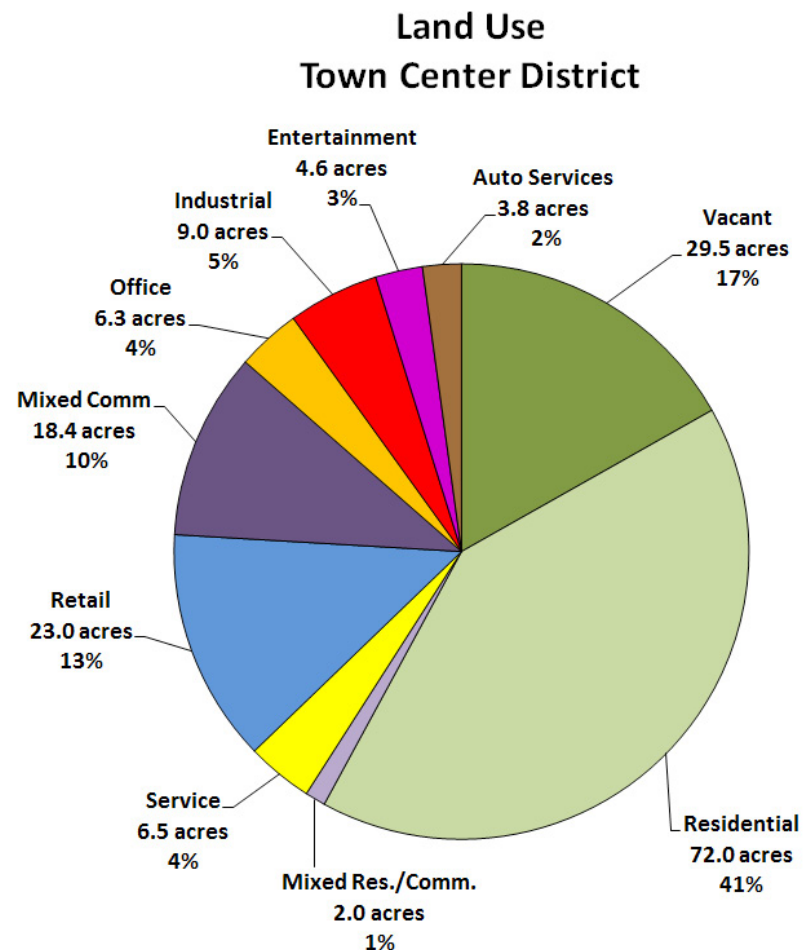
## Land Use

### Land Use Today

There are 175 acres within the Four Corners/Town Center District study area. Of this, there are a wide range of uses. These include:

- About 60 acres of a diversity of commercial uses ranging from office space to entertainment to retail to personal services
- Only 9 acres of industrial use
- 148 total housing units on 72 acres. These are a mix of single-family and multi-family units (condos); a small number of apartments occur on the second story over a commercial use

Non-residential land is nearly 30% vacant. Although the four gas stations are a prominent feature in the study area, auto related uses represent only 2% of land use there.





## Development Potential

Development potential in the Four Corners study area is defined by the available land and the environmental constraints on use of that land. Available land is defined in three ways;

- Undeveloped land that has never been built-upon
- Vacant land that was formerly used but is now unoccupied
- Underutilized land; land which has some development on it today but which could support more

Developable land is shown on the Buildable Parcels map. The identification of buildable parcels was made during a field walk and site assessment by the consultant team with Town officials providing their guidance on the status of each site. The developable acreage of each parcel was then determined by eliminating areas of sensitive environmental resources from each buildable parcel including areas of wetlands, floodplains, and steep slopes (15% grade or more).

Of the land in the Four Corners study area there are 35 parcels available for development or redevelopment with a total of 67 acres of buildable land. They are distributed throughout the study area as can be seen on the Buildable Parcels map. The concept plans for the Four Corners considered both the available developable lands as well as the possibility of redevelopment on some existing developed properties.

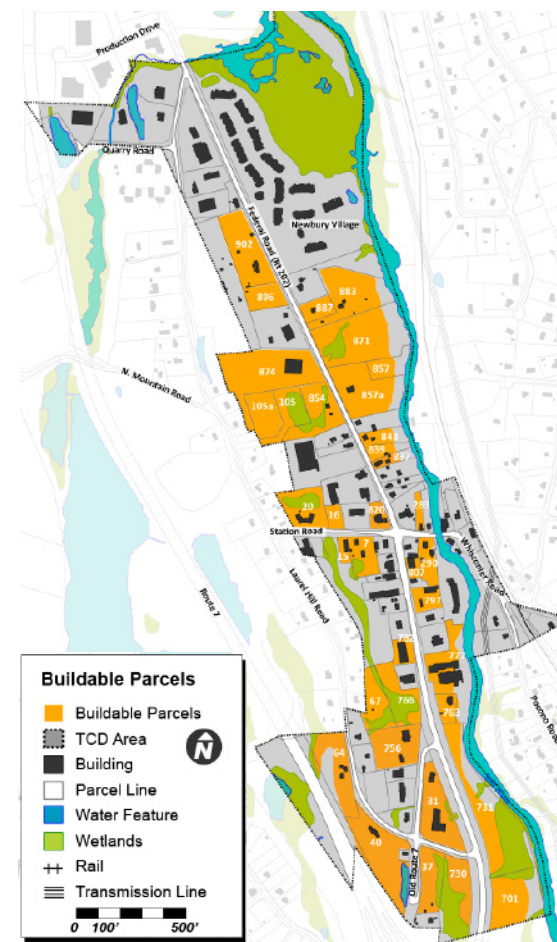
A build-out analysis was conducted for this planning process. The purpose was to determine what the capacity for new development by type might be in the Four Corners if all available land were utilized and current zoning was applied. The build-out offers a benchmark for thinking about what is physically possible in the area. It is not a goal or anticipated outcome, but rather a way to gain perspective on what could happen as opposed to what is desirable in terms of density of development in the future. For more detail on the build-out methodology, refer to Appendix C.

The analysis found that if the area's 67 acres of build-able land were developed to the maximums allowed under current zoning regulations, the area would contain 1,200,000 square feet of non-residential (retail/office/service) uses. For comparison purposes, this is equal to the square footage of the Danbury Fair Mall. An additional 291 residential units are also supported under current land and zoning conditions.

Summary of build-out potential:

- 35 parcels with infill, redevelopment or new development potential
- 67 acres of buildable land
- 1,250,000 square feet (sf) of possible non-residential development
  - 739,000 sf Retail
  - 313,000 sf Services
  - 198,000 sf Office
- 291 Additional Residential Units

The build-out benchmark was considered in the context of the market analysis in crafting the Four Corners concept plans. The market analysis provides another benchmark indicating what the market might support for new development in the near-term future and is summarized in the following section.





## Market Demand

The potential for the Four Corners area to attract businesses and evolve with a vibrant and stable economy will be driven by a combination of the demographic characteristics of the people who might patronize those businesses and the qualities of the housing and commercial economy in the surrounding region. A market analysis was conducted for this plan to identify what type and volume of housing and businesses by type, might be successful in the Four Corners. A brief overview is presented below.

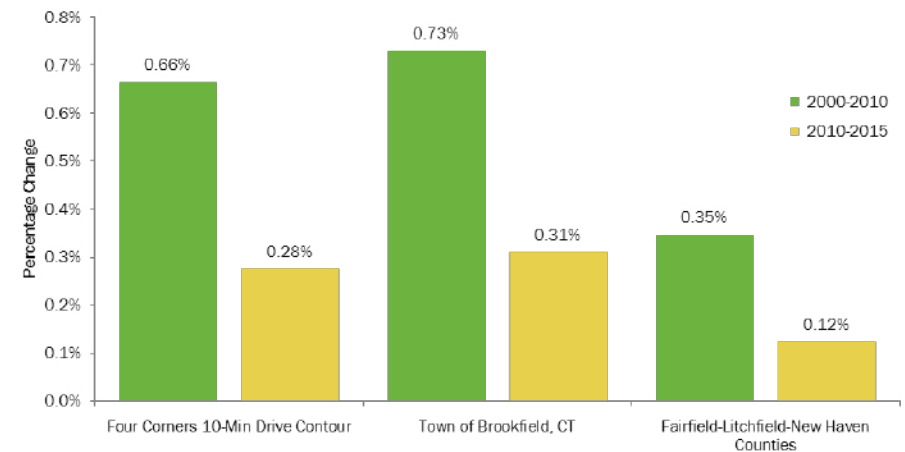
### Socio-economic Analysis - Key Findings

- Approximately 63 out of 100 Brookfield households had an estimated 2010 annual income greater than \$75,000, as compared to an estimated 44 out of 100 households for the three-county region in that same year.
- The 2010 spending potential index (212) of town of Brookfield residents in the consumer category of entertainment and recreation is twice as much as the national average.
- Residents of the town of Brookfield spend \$6,393 per-household annually on dining out, as compared to \$4,686 per household in the same category by residents in the tri-county region.
- The increase in the 65-74 age bracket increased by 32 percent from 2000 to 2010 in the town of Brookfield, versus a two percent loss in this age bracket in the tri-county region during the same timeframe.

## Key Demographic Factors

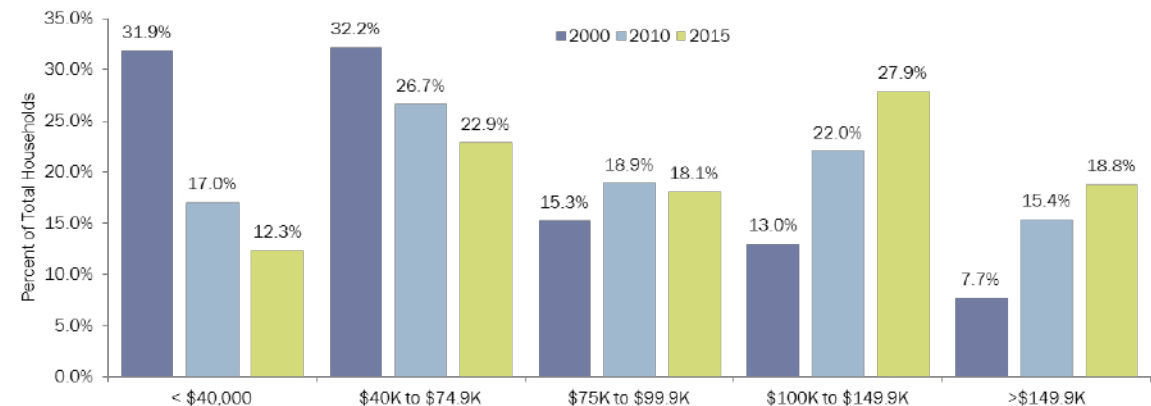
**Household Population:** The population of Brookfield grew at a greater rate between 2000 and 2010 than that in the larger three-county region of Fairfield, Litchfield, and New Haven Counties. It is expected to continue to grow, albeit at a more modest rate, in the coming five years.

Household Population Annualized Percent Change



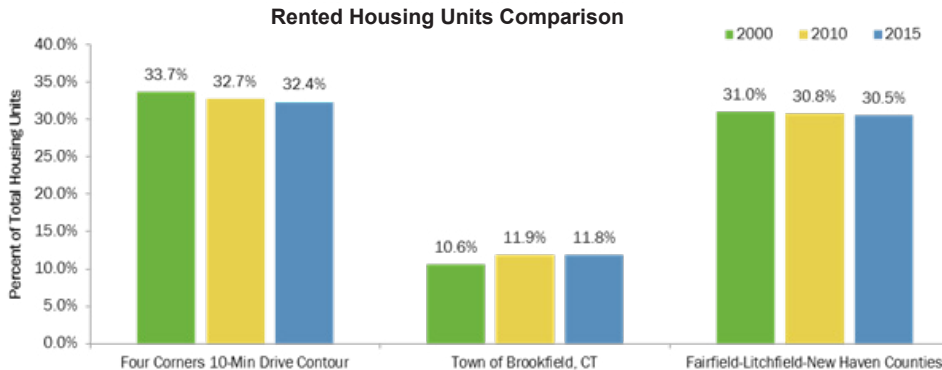
**Household Income:** There has been a steady increase of affluent households in Brookfield over time. This bodes well for new businesses which rely on disposable income such as that spent on dining and specialty retail establishments

Household by Income, Four Corners 10-minute Drive Contour





**Renter Occupied Housing Trends:** As part of creating a ‘downtown’ environment for the Four Corners, the area should include a number of housing units allowing people to live close to the activities there. The survey of community preferences for the Four Corners included a desire to see live-work units in the area. These would be places where a small business or office is more than a home-occupation, but where there might be as much space set-aside for a business activity as there is for the business-owner for living space.



There are fewer rental housing units, by percentage, in the Four Corners today than there is in the surrounding market area. Due, however, to the relative shortage of multi-family rental units in Brookfield itself, and the changing demographics and growing demand for smaller units, there is likely strong pent-up demand for rental housing units in Brookfield, many of which could be supported within the Four Corners study area. Recent studies have found that both individuals in their 20s and 30s as well as those of retirement age are seeking smaller housing units in a walkable environment as their preferred housing choice.

## Retail Demand

The immediate market area surrounding the Four Corners has an abundance of franchise and big-box retail. This raises the question as to what type and how much retail will be successful there. Given the socio-economic characteristics of Brookfield (e.g., strong household incomes and consumer expenditure trends), coupled with a lack of full-service restaurants in Brookfield, there appears to be pent-up demand for additional full-service restaurants (in particular, fine dining) in Brookfield, some of which could be supported within the Four Corners study area. Other retail categories exhibiting current and future demand include:

- Convenience and small format specialty retail
- Small format full-service grocer
- Spa/salon, fitness center
- Art galleries
- Allied health practitioners (e.g., chiropractor, physical therapist, podiatrist, etc.)

Overall, it is anticipated that in the next five years the Four Corners market could support 15,000 to 20,000 square feet of total new retail, exclusive of a small-format (20,000 square feet) grocery store.



*Fresh Market: A medium size grocer recently developed in Avon, Connecticut amidst a market of larger grocers.*



## Office Demand

Similar to retail market conditions, the immediate market area surrounding the Four Corners has an abundance of small format office space (e.g., professional office space). Still, with the current trend of tele-commuting and technology based jobs that do not require commuting to a central office, along with the desire of a growing number of professionals to work within walking distance or a close drive to their homes, opportunities for inclusion of some office space in the Four Corners does exist. Local professionals (such as attorneys and accountants) seeking work space closer to where they live may well find this type of space in the Four Corners attractive. Office space demand is expected to include:

- Small format professional office space
- Medical office buildings, based on area demographics (e.g., growing demand for ambulatory medical services) and the presence of the medical complex on Old Route 7

Overall, it is anticipated that over the next five years the Four Corners market could support 10,000 to 15,000 square feet total of new office space (a combination of professional and medical office space).



*This is an example of an office building built to a scale compatible and complementary to the overall scale of development in its surroundings; East Hartford, CT*

## Summary: What the Market will Support

The following table shows what the market will support for new or redevelopment over the coming five years under two scenarios. The first scenario assumes modest household growth consistent with the projected growth in population in Brookfield. The second, more conservative scenario shows what the market would support if there is no change in the number of households in Brookfield in the next five years. The data indicates that under a no-growth scenario the non-residential demand would remain the same as under a modest growth scenario and only the demand for new housing units would be less.

### Market Potential to 2015 – Four Corners Area – Under Two Growth Scenarios

Land Use in the Four Corners Area	Moderate Household Growth (square feet)	Flat/No Household Growth (square feet)
Residential	254,000 (254 units)	161,000 (161 units)
Retail	15,000	15,000
Office	10,000	10,000
Dining	6,000	6,000
Small format Grocery	20,000	20,000
<b>Total</b>	<b>305,000</b>	<b>212,000</b>

It is important to note that these market findings are based on current economic conditions and trends. The market scenarios above do not reflect a possible change in the character of the Four Corners. If the area sees new development with the form and dynamic vitality envisioned under the concept plans, then a growing synergy among uses may encourage a demand for new development or redevelopment beyond and somewhat stronger than the two growth scenarios above predict.



## Transportation Network and Parking

The transportation system includes features such as the streets, pedestrian ways, bicycle routes and paths, transit lines, and parking supply. While all these elements are present, in varying quantity and quality, in the Four Corners today, Federal Road is the dominant transportation feature. Its design has been a significant contributor to the auto-oriented character of the Four Corners and the poor walking and bicycling environment that currently exists.

### Roadways

Notable qualities and issues with current conditions on Federal Road and Whisconier Road in the Four Corners include:

#### *Traffic and Safety*

- Traffic on Federal Road was forecasted to decrease by 60%-70% after completion of the Route 7 bypass;
- As of 2010, traffic (north of 4-Corners) was about 6,500 vehicles per day...about 33% less than forecasted. Traffic was about 8,500 vehicles per day (VPD) south of the intersection
- Whisconier Road now carries the highest volume of traffic of all the roads on the four legs of Four Corners intersection, with about 10,000 VPD
- Accident reports do not indicate a chronic safety issue in the study area, and accidents overall have decreased since the opening of the Route 7 bypass

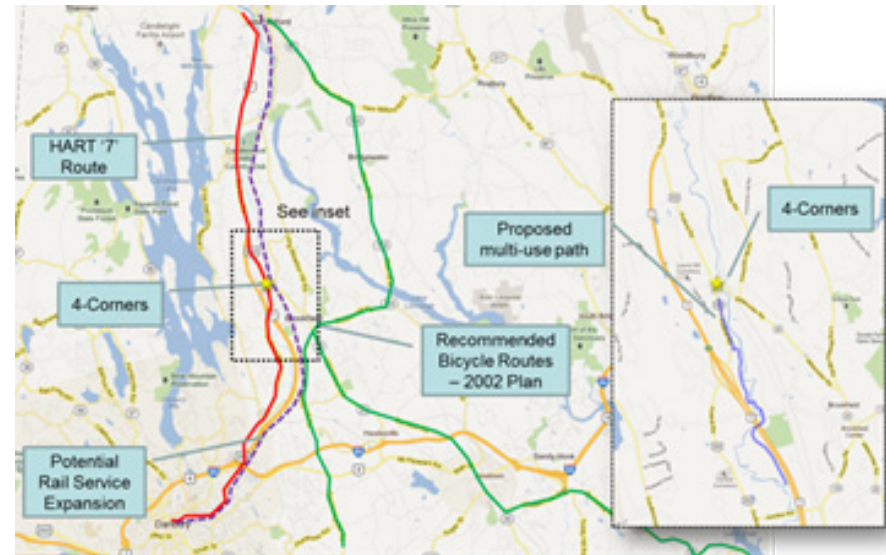
#### *Roadway Geometry*

- Federal Road and Whisconier Road are classified as Minor Arterials
- Federal Road is two travel lanes with wide shoulders for a total width of between 32 and 40 feet, and wider at the intersection approaches. The wide and relatively straight alignment encourages speeding
- Crossing roadways should intersect at 90 degrees if possible; the Four Corners intersection is skewed at approximately 76 degrees. Road alignments should be designed to promote driver awareness, such that they have sufficient sight and braking distance to safely come to a stop; Whisconier Road has limited sight and braking distance at the curve near the Craft Center

- Trucks turning will encroach onto the opposite lane if the corner radius is too small; the turning radius from Federal Road onto Whisconier Road meets CTDOT standards for trucks with a 62' wheel base, which also makes the intersection wide and challenging for pedestrians.

### Pedestrian and Bicyclist Access

The Four Corners study area is a difficult environment for walking or bicycling. There are very limited sidewalks and no formal bicycle lanes or other facilities. In addition, the frequency of wide driveways along Federal Road creates numerous locations where a pedestrian's path along the side of the road can be interrupted by turning vehicles and is potentially dangerous.





## Other Transportation Features

### ***HART 7 Bus Service***

Housatonic Area Regional Transit (HART) operates fixed-route bus service from Danbury to New Milford, and through the study area. Service operates every half hour during the peak times – i.e. 6:00-9:00 am and 3:00-6:00 pm – and every hour during off-peak times. Transit stops are designated by red, white and blue HARTransit bus stop signs, but no shelters exist in the study area.

### ***Danbury Branch Line Commuter Rail***

The CTDOT is studying the potential for expanded commuter rail service to New Milford on the Danbury Branch Line. Historically, the Four-Corners area was served by commuter rail and the original train station building still exists on Whisconier Road, although it is currently being used for other purposes. Today, only freight rail operates on the line, and restoring passenger service would require significant investment in track and signal infrastructure.

If and when passenger service becomes a reality, the Four-Corners area should be well positioned to take advantage of land development opportunities around the station. The proposed development scenario presented within this plan supports a Transit Oriented Development (TOD) concept in the vicinity of a future passenger rail station. A TOD typically position residential, retail, and commercial development within walking distance of a train station and it should be noted that most of the proposed development sites in this plan are within a five or ten minute walk of the new station site being considered by the Department.

### ***Multi-use Path***

The Town of Brookfield is currently designing a multi-use trail adjacent to the Still River from the Police Department approaching the southern end of the Town Center District. A town goal is to ultimately bring the trail to the Four Corners intersection and connect with other potential trails north of the intersection. Limited right-of-way (ROW) is currently impeding this goal.

## Parking

The location, physical area, and design of parking are important factors in not only the success of businesses, but the walkability and character of a place. Surface parking lots generally create inert spaces where human interaction and activity as well as visual appeal are minimal. Land dedicated to surface parking is costly to create, reduces the land area available for development, increases the area of impervious surfaces and stormwater flows, can create 'heat islands' and offers an innately hazardous walking environment. In developing a 'downtown' for Brookfield at the Four Corners, there is value in also developing an efficient parking supply that is strategically designed to complement the land uses there to the extent possible.

### ***Current Parking Conditions***

There are approximately 1170 commercial parking spaces in the Four Corners area. These are somewhat evenly distributed throughout the area. There are about 575 north of Station Road, 550 south of Station Road, and 45 on Whisconier Road. There are very limited connections among parking lots on adjoining parcels. This means drivers must make numerous short trips out onto Federal Road to park at a number of adjacent destinations. In addition, overall, safe pedestrian access to, within, and among parking lots is lacking.

It is also notable that there is no public parking, meaning a visitor cannot or should not park once and walk to several destinations. Some business owners have reported that this is an issue today. Their patrons cannot easily find a spot in their parking lot, due to visitors to other businesses parking there. Yet, much of the available parking is largely underutilized. That is, there is an excess of parking at a number of businesses which remains mostly unused. There is, thereby, an imbalance among businesses in terms of too much versus too little parking.

### ***Future Parking Demand***

It is difficult to predict the overall need for more parking in the Four Corners area in the future given the mixed parking conditions today and recognizing that the existing supply of spaces is not being used efficiently. Nonetheless, if it is assumed that new development will occur in keeping with what the market could support in the next five years, some estimates of the amount of parking that development



would demand can be made. This volume of new parking was assumed to be needed and new parking locations are included on the concept drawings for the Four Corners.

Parking demand can be calculated in three ways. It can be based on what the current zoning requires. It can also be estimated based on the typical demand for a specific type of use as documented by the Institute of Transportation Engineers (ITE) in the Parking Generation Manual (4th edition, 2010). ITE utilizes case studies to document estimated parking demand by a variety of land use categories. Finally, an alternative method for estimating demand in a mixed-use 'downtown' environment can be applied where parking is shared both within mixed-use developments and among uses which have their peak parking demand at different times of the day. The following tables show the potential parking demand for future development in the Four Corners with these three methodologies. Assumptions used in this analysis include;

***Parking as required by zoning for Brookfield at:***

- Retail= 4 spaces per 1,000 s.f. (average among types of uses)
- Restaurant = 1 spaces per 100 s.f.
- Grocer = 4 spaces per 1,000 s.f.
- Office = 5 spaces per 1,000 s.f. (includes spaces for visitor parking)
- Residential = 2 spaces per residential unit

***The ITE findings for average peak parking demand:***

- Retail = 3.04 spaces per 1,000 s.f. (Average between a convenience market with no gas pumps and a liquor store both with less than 5,000 s.f.)
- Restaurant = 16.4 spaces per 1,000 s.f. (Quality sit-down dining)
- Grocer = 3.92 spaces per 1,000 s.f. (Small-format market)
- Office = 2.84 spaces per 1,000 s.f. (Non-medical office building)
- Residential = 1.4 spaces per unit (Low-rise or second floor apartments)

***Shared parking is feasible where businesses have peak operations at different times of day.*** In order to assess potential parking demand under a shared use scenario, the demand (via ITE) for the peak hours of use for each of the land-use categories as listed above were balanced against one another as shown in the following two tables.

Land Use	ITE Estimated Peak-Hour Demand	
	Peak Hour	Demand for Spaces
Retail – 15,000 s.f.	Weekday-12-2 PM	46
Restaurant – 6,000 s.f.	Friday or Saturday 6-8 PM	99
Small-format grocer – 20,000 s.f.	Saturday – 12-7PM	79
Office – 10,000 s.f.	Weekday – 9 AM- 4PM	29
254 Housing Units	Weekday – 12 PM-5 AM	356

Under a shared parking scenario, the demand for spaces would be as follows:

Land Use	Shared Parking – Estimated Average Demand For Spaces		
	Weekday (8-5 PM) % of Peak/Spaces	Weekend (8-5 PM) % of Peak/Spaces	Evening (6-11 PM) % of Peak/Spaces
Retail – 15,000 s.f.	90% / 42	90% / 42	60% / 28
Restaurant – 6,000 s.f.	38% /38	48% / 48	100% / 99
Small-format grocer 20,000 s.f.	80% /63	90% / 71	10% / 8
Office – 10,000 s.f.	100% / 29	10% / 3	20% / 6
Residential - 254 Units	10% / 36	80% / 285	100% / 356
<b>TOTAL</b>	<b>208</b>	<b>449</b>	<b>497</b>

Source: FHI, ITE- Parking Generation 4<sup>th</sup> Edition, and TDM Online Encyclopedia

Based on these findings regarding demand, the comparative demand for parking would be as indicated below:

Land Use	Parking Demand – Spaces		
	Per Brookfield Zoning	Per ITE Parking Generation	Peak under Shared- Use – Scenario
Retail – 15,000 s.f.	60	46	28
Restaurant – 6,000 s.f.	60	99	99
Small-format grocer 20,000 s.f.	60	79	8
Office – 10,000 s.f.	50	29	6
Residential - 254 Units	508	356	356
<b>TOTAL</b>	<b>738</b>	<b>609</b>	<b>497</b>

The data indicates that if a strategy of maximizing opportunities to share parking, including creating some municipal parking lots, were implemented in the Four Corners-Town Center District, the need for additional land dedicated to surface parking could be reduced from that required by current zoning by about 33 percent or by about 18 percent from that needed to serve each use independently.



## Four Corners Future Concept Plans

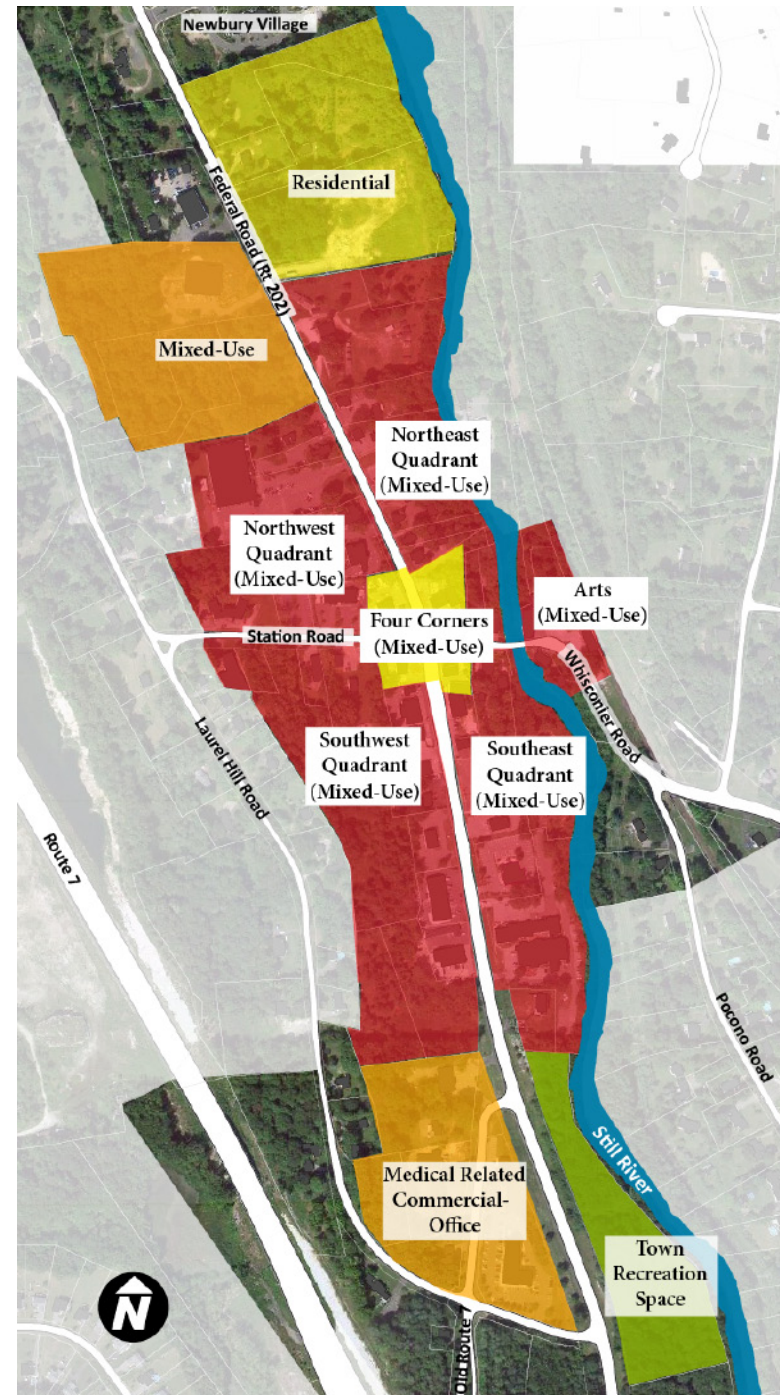
The concept plans which follow were developed through the technical analysis and community input and guidance described above. The plans start at the 'big picture' level covering the Four Corners as a whole and then focuses in on each of four subareas represented by four quadrants of the area and then emanating from the Four Corners intersection. An additional concept plan is presented with a recommended concept for heart of the area right at the Four Corners intersection itself. This is complemented by concepts for Federal Road with streetscape improvements and a complete streets approach under which the design for Federal Road balances the goals for the Four Corners character with ease of access for all means of travel and with an emphasis on pedestrian access. Recommended enhancements in the area of the Craft Center are also presented.

The 'big picture' view is that of an overall future land use plan with broad categories of land use for the Town Center District as a whole. The quadrant plans then each show a proposed mixed-use environment which blends existing viable businesses and residences with redevelopment and infill development.

The quadrant concept plans and 'core intersection' concept plan show potential building locations, parking, walking routes, internal vehicle circulation routes within properties, civic use, and public spaces such as plazas. Where proposed vehicle access routes occur across properties, they are envisioned on the scale of a driveway that would be integrated with the pedestrian-oriented intent of the development.

The overarching concept for the Four Corners area is one of a cohesive development node centered on the four corners intersection. Development would be most dense and intense at the Four Corners intersection and become less dense moving outward from the core area. The intersection and concentration of development at the core would be the heart of the envisioned 'downtown' for Brookfield.

The design principles which guided the development of the concept plans are listed below. It is intended that these design principles also serve as a guide to site design, density, and scale of all future development throughout the Town Center District.



Four Corners Future Land Use Map



### Guiding Design Principles:

- Buildings may be up to two-stories in height
- Primary buildings should be oriented to the street and meet the sidewalk there; sidewalks should be provided as part of site design
- Building design should be 'traditional' for New England; not uniformly New England Colonial – some diversity of architecture is desirable but all should be complementary to traditional New England themes
- Separation of buildings along the street may be minimized to achieve a sense of neighborhood and place
- Parking should be located behind buildings
- Sites should have internal pedestrian ways, pedestrian respite areas, and bicycle access as well as pedestrian and bicycle connections to adjoining parcels
- Sites should have no more than one curb-cut onto Federal Road with shared access among adjoining parcels; alternate or primary access to Station Road is encouraged
- Sites design should include some green/public spaces and accessways to trails and greenways
- Site design should include both interior and perimeter landscaping, including shade trees; notable existing natural features such as mature trees should be preserved
- Impervious surface area should be minimized

The concept plans were created with the idea in mind that the four gas stations are currently active businesses which are not available today for reuse. There should be a future development concept that can occur if those gas stations remain in place. Yet, the Town Center District zoning classifies this use as non-conforming with the intent of the zone and conflicting with the vision for the area. Therefore, if one or more of those gas station properties becomes available for redevelopment, there should be a preferred concept for those sites which includes an alternative use and layout for them.

Finally, it should be noted that the concept plans are focused on the desired character of development for the Four Corners in the future. The approximate square footage of new development shown in the quadrant plans for the core do not directly correlate to the market potential. It is assumed that additional new development, in particular residential development, could and will create additional infill in the remainder of the Town Center District outside the core quadrants over time. It is also assumed that as the vision for the Four Corners begins to take form, the dynamic nature of the new downtown will have potential to generate more market demand above that which today's market conditions reflect. All new development throughout the TCD should incorporate the core design principles and be organized as shown on the Master Land Use Plan.



Four Corners Masterplan



## Northwest Quadrant

The northwest quadrant of the Four Corners area possesses several strong occupants in addition to relatively new structures that if connected properly, could create a very engaging area for shopping and entertainment. Existing assets include Brookfield Lanes, Casablanca Restaurant, and the Union Savings Plaza, an example of one of the more agreeable styles of building form in the Four Corners area. Parking in this area is ample although disjointed and pedestrian walkways are all but absent between developments.

By connecting the various parking areas internally and adding pedestrian walkways between businesses, this area could become more inviting to those shopping on foot. Vacant space on Federal Road where the bowling alley parking access is located may provide an ideal location for a civic building such as a library or theater. The existing parking area could then be expanded and serve as municipal parking for the Four Corners area. Additional opportunities include the development of public plazas between buildings, residential redevelopment along Station Road, and the construction of sidewalks on Federal and Station Roads. In this scenario the Union Savings Bank drive-though would be redirected directly to Federal Road with the pavement in front of the building reclaimed as public space.



*The existing Union Savings Bank plaza and Casablanca restaurant can provide a core around which infill development and redevelopment could occur.*



Recommended improvements within the northwest quadrant include:

- Improving pedestrian circulation within and between the various businesses.
- Improving auto connections between various parking lots
- A municipal parking lot with 150 spaces
- A plaza between the Union Savings Bank and Casablanca Restaurant.
- Redesigned access to Brookfield Plaza from Federal Road
- A civic building (approximately 30,000 sf) such as a library or theater on Federal Road with an adjoining public plaza.
- Residential redevelopment (20-30 units) on Station Road.



## Northeast Quadrant

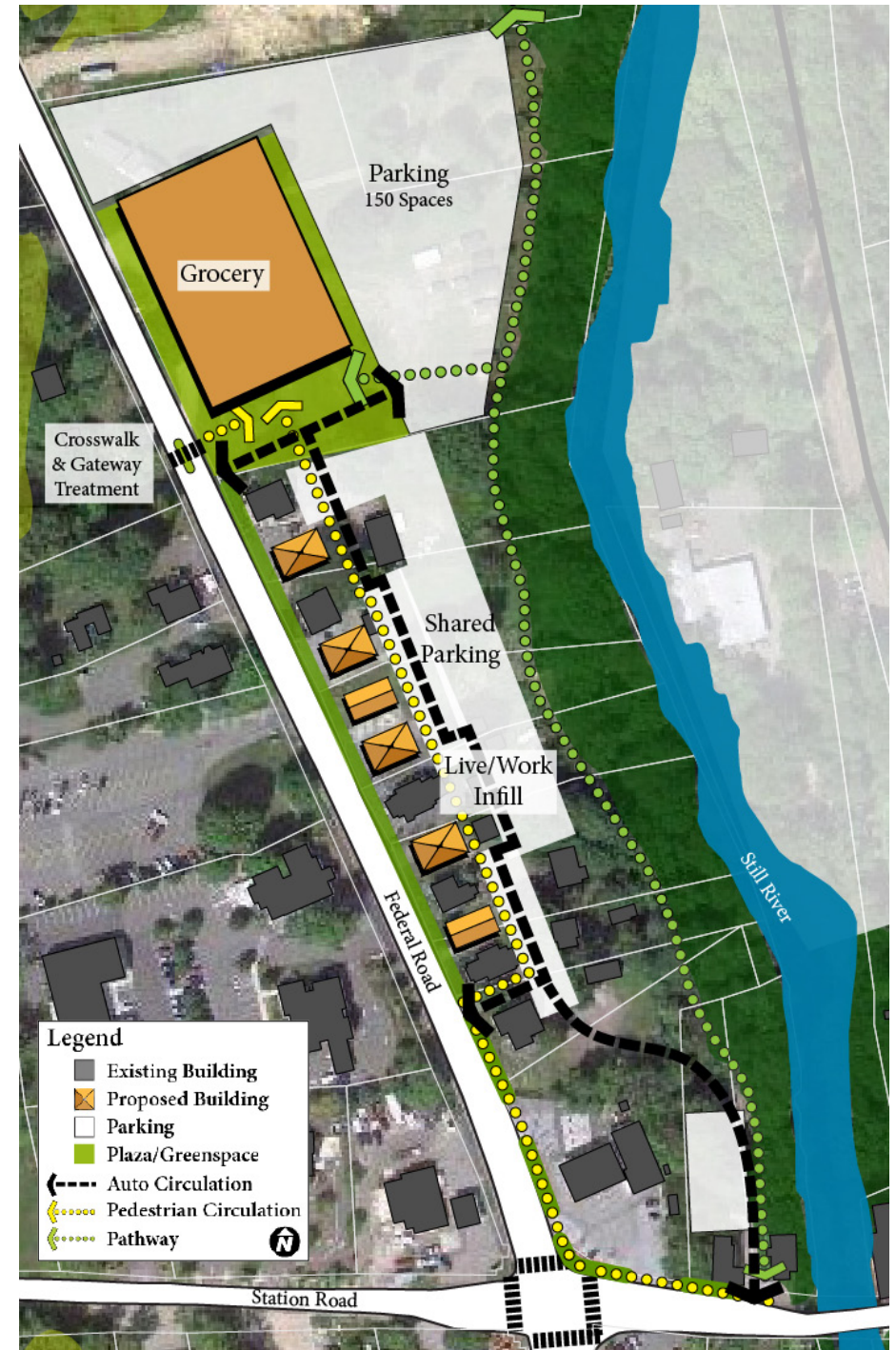
The northeast quadrant of the Four Corners area holds considerable potential for infill development. A large property at the northern end of this area is a prime candidate for locating a medium scaled grocer. This would potentially act as an anchor for infill development along Federal Road. This potential infill could resemble the existing historic buildings in use and function. The capacity for infill development of this scale is approximately 20,000 square feet. There is additional potential for a shared parking agreement amongst the various property owners on Federal Road that would allow for auto circulation and a pedestrian walkway at the rear of the properties.

Recommended improvements for the northeast quadrant include:

- Soliciting a grocery store to develop a site and build a store
- Infill development between existing buildings
- Continuous walkway at the rear of buildings
- Develop a shared parking arrangement between property owners
- Develop internal auto circulation between Whisconier Road and the proposed grocery location.
- Create a multiuse path along the top of the bank along the Still River



*Historic structures on Federal Road are already used for office, retail and residential space. Infill development with similar building form and use would create a more dynamic environment.*





## Southeast Quadrant

Improvements for the southeast quadrant are focused upon pedestrian conditions recommended along Federal Road and thereby producing a more favorable environment for businesses and shopping. The east side of Federal Road is also the proposed location for a multi-use pathway that would ultimately connect to the Town's existing trail system along the Still River. In creating a safe and hospitable environment for pedestrians and bicyclists, curb cuts onto Federal Road should also be reduced. This reduction becomes feasible if an internal circulation system is created between properties. Additionally, the reduction of curb cuts creates the opportunity for infill development along Federal Road. Approximately 30,000 sf of this is feasible within the existing development. Summarizing the recommendations for this area, they include:

- Construction of multi-use pathway on Federal Road
- Sidewalk and streetscape improvements on Federal and Whisconier Roads
- Reducing curb cuts and creating internal circulation between parking
- Infill development
- Creating a trail along the Still River



*Empty storefronts, lack of sidewalks, frequent curb cuts, and a lack of connectivity between parking diminishes the potential for shopping from business to business.*





## Southwest Quadrant

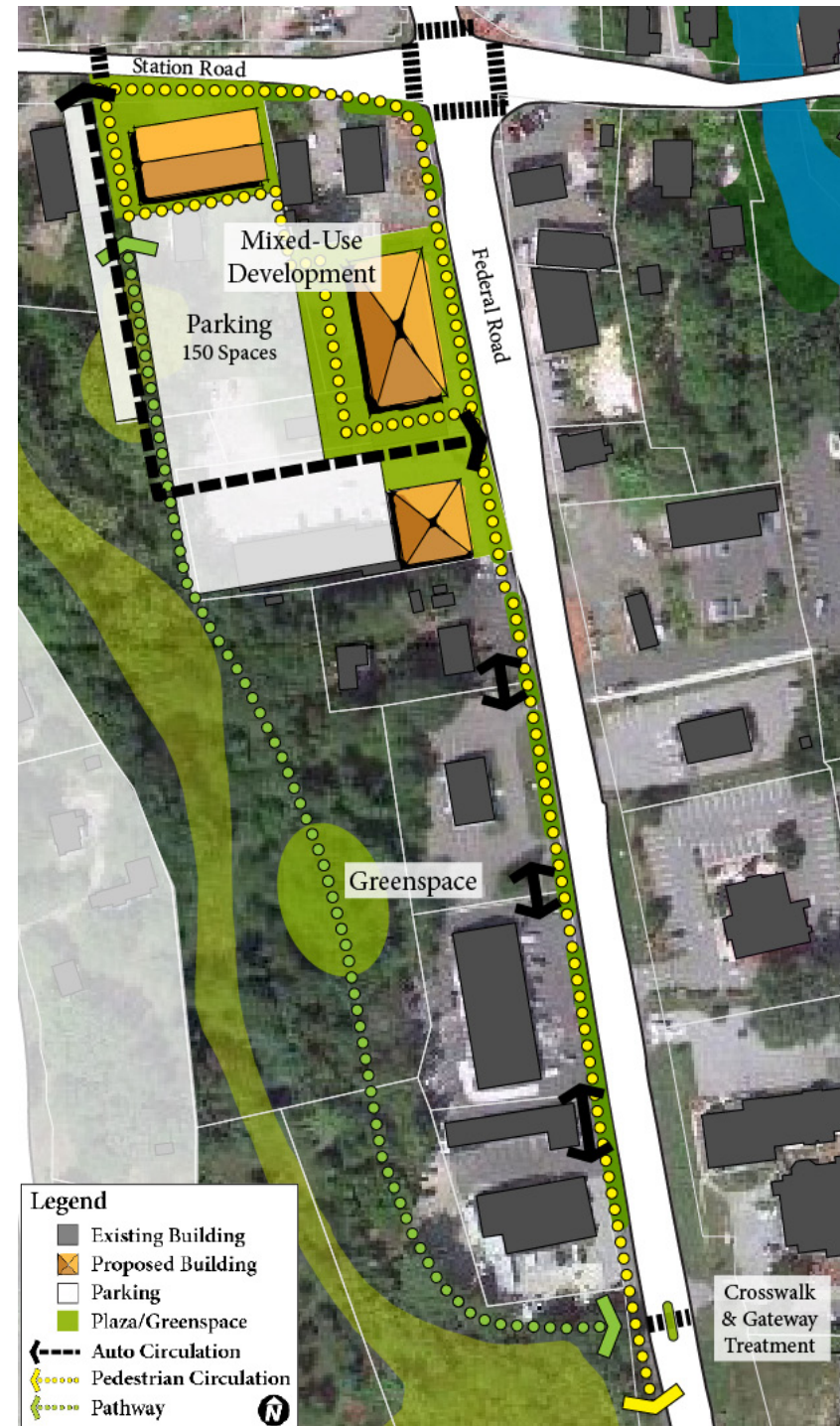
Improvements to southwest quadrant are focused upon a collection of properties off Federal and Station Roads that is actively being considered for redevelopment. This area could prove to be the catalyst for redevelopment within the Four Corners. The potential development would include street level retail and upper level residences. Total square footage of development could be in the magnitude of 30-40,000 sf. The redevelopment of this site would also allow for the inclusion of public spaces between and adjacent to buildings and off-street pedestrian circulation.

Additional improvements within this area could include:

- Sidewalk construction of Federal and Station Roads
- Reduction of curb cuts along Federal Road and connectivity between adjacent parking lots and businesses.
- Development of a trail system and greenspace in the wooded area to the rear of the properties



*Aging strip malls with multiple vacancies allows the potential for a complete redevelopment of this area at the southwest corner of the Four Corners.*



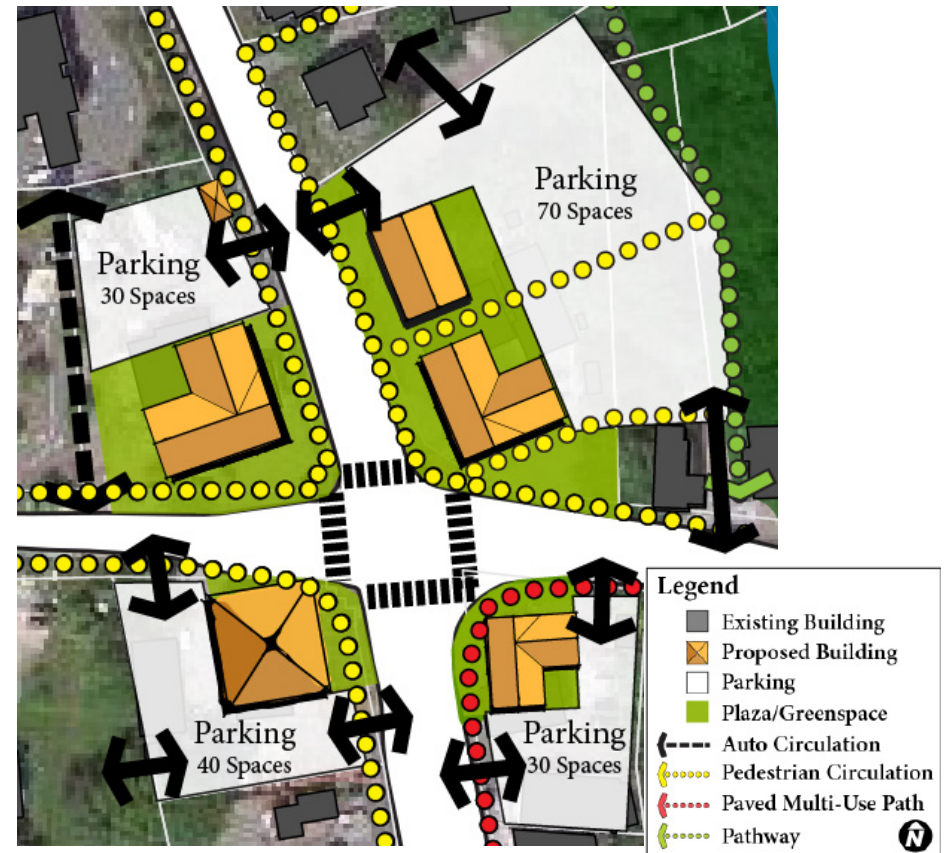


## Four Corners

The Four Corners intersection is currently dominated by gas stations on all four corners. Ultimately market forces may create the opportunity for redevelopment of one, or all, of these sites. In a redevelopment scenario, the four corners could be occupied by new buildings at each corner. This development could be retail, entertainment, office, residential or mixed use in nature. The total building area that these sites could accommodate is constrained primarily by parking and would likely range between 30-40,000 square feet. Parking would be located at the rear of the businesses so as to allow for a pedestrian scale environment along Federal, Station and Whisconier Roads.



*Gas stations occupy each of the Four Corners locations. Ultimately a higher and better use of these properties may become a market reality.*



Summary of potential improvements to the Four Corners intersection area:

- Redevelopment of gas station sites into retail, entertainment, office, residential or mixed use development
- Off-street parking at the rear of properties
- Parking connectivity between adjacent parking lots and parcels
- Public spaces between and adjacent to new development



# Implementation Program

The Brookfield Four Corners Revitalization Plan was developed through a comprehensive and interactive community engagement effort. As a result, the Plan has strong support and has developed a sense of energy within the community for those who have been involved. In order for elements of the Plan to become reality, it's important to harness and organize this enthusiasm to drive forward the various concepts represented in the Plan. The key, therefore, to seeing the Four Corners concepts take shape is to establish a proactive process to carry them out that draws on the energy and enthusiasm of designated "Champions" or owners of the various elements of the plan. As such, the elements of the plan can be packaged into logical "initiatives" to be forwarded in a phased approach by their respective Champions. This section presents a suggested series of implementation initiatives to accomplish this. The four initiatives include:

1. **Community Form Initiative**; a core strategy of encouraging redevelopment which creates a traditional downtown environment with two story buildings oriented to the street, sidewalks in front and well-designed, right-sized parking behind, and a mix of small to medium scale uses.
2. **Marketing Initiative**; a core strategy of undertaking a marketing program to attract investors, businesses and residents to the Four Corners. This would be launched with a branding program linking the area history and the future and then a pro-active and well-targeted business attraction program.
3. **Complete Streets Initiative**; a core strategy of rebalancing the transportation network to include a cohesively connected sidewalk and greenway system, strategically located on-street parking, pedestrian amenities, and bicycle ways. This should be complemented by a program to develop purposefully located public/municipal parking, efficiently connected to the transportation network.
4. **Cultural/Civic Enhancement Initiative**; a core strategy of locating at least two community gathering destinations in the Four Corners; potentially a library and a community theater and including some public gathering spaces such as outdoor plazas.

These initiatives and implementation of the revitalization plan overall will be dependent to some degree on some financial investment by the Town of Brookfield. In order to understand the potential fiscal implications of the plan, a fiscal impact analysis was completed. This analysis is included as Appendix D.



*Avon Village, located on Route 44 is a mixture of small-scaled retail and office spaces. The village has internal pedestrian circulation and small parking areas to the rear of buildings that are complemented by landscaping.*



## Community Form Initiative

The concept plans for the Four Corners Revitalization Plan reflect the organization and scale envisioned for the development in the area in the future. Actions recommended to encourage this evolution and implement the core Community Form Strategy for the Four Corners are listed in the table to the right.

**Champion:** As the Town Land Use Office is the hub of all land use-related management in Brookfield, the Community Development Director should most logically spearhead these efforts in collaboration with other Town officials such as the Zoning Enforcement Officer and Public Works Director.

**Timeline and Cost:** All of the actions noted above can be initiated in the next two years. The primary cost will be staff time and potentially, consultant fees to assist in some of the tasks. It is recommended that the first step be that the Land use Office set priorities for addressing each action and program them into the work schedule and budget for the coming year.



*The Village of Kent, Connecticut is an excellent example of how a pedestrian scale building form can create an engaging environment.*

Targeted Strategies	Actions
Adopt the Revitalization Plan as an amendment to the POCD	Conduct public hearing process through the planning and zoning commission for plan adoption as supplement to the Plan of Development
Modify Zoning	Modify current Town Center District Zone provisions, parking, signage, and design review language, and Incentive Housing Zone provisions to promote desired land use form (see Appendix A for detail)
Adopt Regulatory Incentives	Include incentive language in the zoning regulations such as flexibility of some requirements for complementary development proposals
	Offer a bonus density for dwelling units/acre within the TCD within mixed-use development plans; offer additional building height where public greenspace is created
Enhance Zoning Pre-application process	Require a pre-application review for developments proposed in this district; list the Town professional staff who will participate in the review and recommended timing and steps in the process
	Brookfield's Land Use/Community Development office should receive the necessary resources (staff and/or funding) to ensure both the pre-application review and an expedited planning approval process can be completed
Establish Design Review Committee	The Design Review Advisory Committee would have responsibility for participating in the pre-application review process; it is recommended that this be a small group of up to 5 individuals, representing varied areas of expertise appointed by the Planning Commission; no quorum of this committee would be required for participating in pre-application reviews- rather, members would attend a joint pre-application review meeting with other Town officials
Streamline the zoning application process	Offer an expedited zoning review and approval process where a proposed development serves the goals of the Four Corners Revitalization Plan; for example, relief from the need for a public hearing or a guarantee of completion of the zoning approval process within a given time frame; Develop a checklist of criteria determining which proposals qualify
	Offer reduced application fees for developments that meet and exceed the intent, purposes, and intended design in the TCD; Develop a checklist of criteria determining which proposals qualify
Ease zoning approval process for small businesses – small changes in use	Document/codify the current zoning process of administrative approval for a change from one permitted use to another accompanied by minor site plan/design reconfiguration; add language which then simplifies the application process for a minor expansion of a permitted use; Develop a checklist of criteria determining which proposals qualify
Pursue public-private partnerships for desirable development	Develop a written information packet and process for creating public-private partnerships. Set priorities for partnership development; through a variety of venues including shared responsibility for parking facilities, public space; sidewalk and greenway connections; shared driveways and access roads from public roads to private development; and affordable housing ventures



## Marketing Initiative

Creating the right physical environment to attract people and new businesses and development is one side of the coin for fostering revitalization in the Four Corners. A number of targeted economic development efforts will be necessary to encourage developers to invest in the area. Actions recommended to encourage this economic growth and implement the core Marketing Strategy in the Four Corners are listed in the table to the right.

**Champion:** The established Economic Development Commission is already engaged in town-wide economic development efforts. With technical assistance or the support of a staff person to coordinate and manage those efforts, this commission could focus well on a targeted program to promote the desired range of new business in the Four Corners.

**Timeline and Costs:** The first step and primary cost for undertaking the above action items would be hiring an economic development staff person to spearhead and organize the marketing tasks or alternately seeking technical assistance. Concurrently, the Marketing Initiative Champion should begin to craft a business partnering strategy and explore the formation of a public-private collaborative organization to undertake the balance of the marketing tasks. It is expected that the recommended programs and plans can be put on paper over the coming two years and the business collaborative can be formed in the same time frame. Those programs and plans would set priorities for specific actions to be pursued such as initiating a series of meetings with CTDOT to establish signage on Highway Route 7 directing drivers to the Four Corners businesses.

Targeted Strategies	Actions
Develop Four Corners Marketing Program	Establish a staff position in the Town Hall or set aside funding for technical assistance to organize, manage and oversee a Four Corners marketing programs
	Develop a written marketing program with timeline for the economic development activities listed below
	Create a link on the town's website to promote available sites and communicate desired development objectives
Develop local public-private partnership to promote Four Corners economic development	Develop detailed written business partnership strategy
	Create an organization that is a public-private partnership collaborative to conduct marketing and promotions specifically within the Four Corners. This organization could come in the form of a merchants association, a local development corporation or a business improvement district
Proactively pursue complementary business attraction	Consider a relocation assistance program for businesses relocating to the Four Corners; the program should include likely funding needed (grant and loans provided to affected businesses), prospective temporary relocation sites, and eligibility policies.
	Initiate outreach efforts to existing and prospective entrepreneurs; given that the newly built retail space within the Four Corners project area will be relatively small format in size small entrepreneurial businesses (restaurants, craft stores, health services, etc.) should be identified as prime target businesses.
Utilize the "Main Street Four- Point Approach"	While it is uncertain whether the Four Corners will be eligible for designation within the National Main Street Program, the redevelopment area would still benefit from the Main Street Four-Point Approach to commercial district revitalization: Organization, Promotion, Design and Economic Restructuring
Create financial incentives for desired development	Consider use of long-term tax abatement or tax increment financing (TIF) which may prove beneficial to developers investing in the Four Corners, dependent upon development costs and market rents/sale prices.
	Create "First In Best Offer" Incentive Program; a graduated program under which first developers to invest in redevelopment in the Four Corners gain the greatest financial incentives
Develop business retention program	Develop and maintain a matrix of existing businesses, key contacts and number of employees; Create a regular schedule for contact existing businesses to gauge issues, concerns and ideas; Convene an economic summit annually to discuss trends and identify issues to be addressed
Develop "Four Corners" Branding Strategy	Either independently or with the assistance of a branding firm, develop a well thought out branding strategy which includes logo, collateral hand-out materials, and prominent local signage, including destination signage on Route 7.



## Complete Streets Initiative

Many town residents feel that the Route 7 bypass has resulted in a lack of awareness that the Four-Corners exists. It has been requested that CTDOT consider signage on Route 7 to direct drivers to services in the area. In addition, once on Federal Road, wayfinding and gateway signage should be included to guide drivers to the area and raise awareness that a pedestrian environment is to be expected.

A fundamental strategy to reduce traffic conflicts approaching the intersection of Federal Road and Whisconier Road is to develop a system of service roads to replace the numerous driveways along the corridor. As the area redevelops, property owners are encouraged to place buildings close to the street and provide parking and cross-property connections to facilitate the movement of vehicles and pedestrians between adjacent properties.

The proposed improvement at the Four-Corners Intersection includes the following highlights:

- Preserves all turn movements and operates under the current signal timing/phasing plan
- Eliminates most of the driveways within 300' of the intersection by directing local traffic to a network of internal service roads leading to parking supply behind buildings
- Moves northbound lanes to the west to make room for limited on-street parking on the east side of Federal Road, as well as the extension of the town's multi-use path
- Provides limited on-street parking to buffer the multi-use path and offers convenient short-term parking for anticipated new businesses
- Includes a curb extension at the southeast corner to shorten the pedestrian crossing distance, improve visibility of pedestrians, and accommodate WB-62 truck turn movement
- Includes colored and/or textured crosswalks at all four approaches to the intersection
- Includes sidewalks along all approaches except the northeast quadrant where grades are steep and ROW is limited
- Street furniture and landscaping are beyond the state ROW and should be included with the redevelopment plans of each abutting property

The CTDOT offered the following comments on the proposed four corners intersection concept:

- The taper for southbound traffic on Route 7 must meet minimum design speed of 30 MPH.
- The standards under this classification of roadway for shoulder, sidewalk and parking lane widths are 4, 5 and 8 feet, respectively.

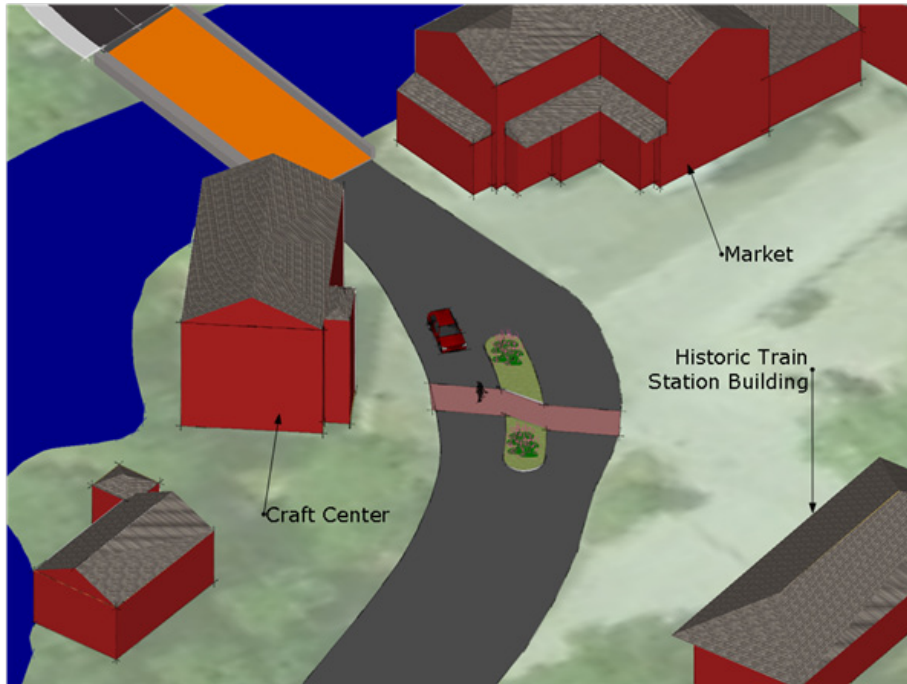


*Four Corners Roadway Improvements Concept*

Whisconier Road (Craft Center) pedestrian crosswalk highlights:

- Install a raised median to serve as a pedestrian refuge at midblock crossing at Craft Center
- Install a colored and/or textured crosswalk to increase visibility of the crosswalk and provide a visual cue to drivers to slow down
- Lower the speed limit to 20 mph approaching the crosswalk
- Explore the feasibility of installing a pedestrian actuated signal
- Provide gateway signage on Whisconier Road southeast of the crossing to encourage drivers to slow their speed as they enter the village center

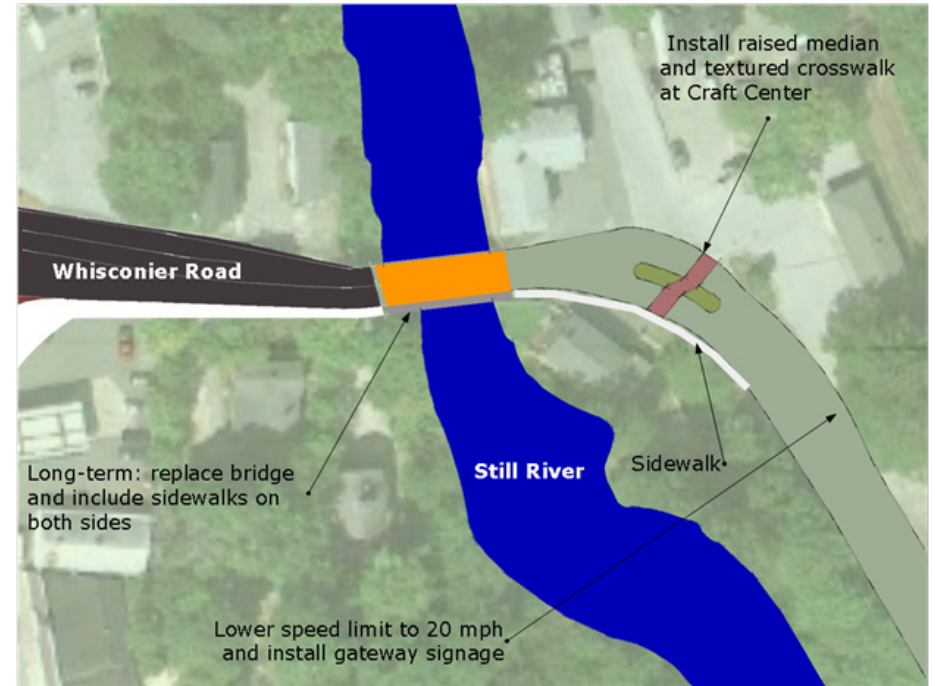




*Birds-eye view of crosswalk improvements at the Crafts Center on Whisconier Road*

The CTDOT offered the following comments on the proposed Whisconier Road concept:

- Raised islands on state-owned roadways create difficulties during snow removal operations. A maintenance agreement may be required between the Town and CTDOT.
- Noted that there is an auxiliary speed limit of 20 MPH posted on a “Curve Ahead” warning sign.
- The Department doesn’t support the installation of pedestrian signals; however, a pedestrian warning sign with push button activated flashers are approved.



*Location of crosswalk improvements at the Crafts Center and improvements to Whisconier Road*

The Four Corners Revitalization Plan includes a number of improvements for the configuration of Federal Road at Whisconier Road and enhancements in facilities for bicyclists and pedestrian. Actions recommended to implement the core Complete Streets Strategy in the Four Corners is highlighted on the next page.

**Champion:** The Brookfield Parks and Recreation Commission working with the Town Public Works Department has already been exploring opportunities to create bicycle routes and greenways in Brookfield. This commission could collaborate with the Public Works Department to pursue the bicycle and pedestrian elements of the revitalization concept. At the same time, the Public Works Department knowledge and ongoing responsibility for town roads makes it the logical choice with the strongest potential to successfully forward the complete streets elements of the concept plans. HVCEO, as the regional planning agency that makes funding recommendations to the State for roadways in the region, would make a strong working



partner with the Public Works Department in following up with the CTDOT on redesign of a portion of Federal Road in the Four Corners.

Strategies	Actions	Cost Estimate	Timeline
Make the Four Corners intersection pedestrian friendly	Realign the intersection of Federal Road with Whisconier Road. Improve sidewalks within vicinity of the intersection. Construct multi-use path along southeast leg of intersection. Includes pedestrian scaled lighting.	\$750,000	3-5 years
Create a sidewalk network	Construct sidewalks on Federal Road, Station Road and Whisconier Road (beyond vicinity of the 4 corners intersection). East side of Federal Road south of the 4 corners intersection to be constructed as a multi-use path.	\$350,000	5-10 years
Whisconier Road crosswalk improvements	Construct refuge island, new crosswalk markings and signage, and flashing crosswalk beacon	\$100,000	1-3 years
Enhance bicycle access network	Reduce travel lane width on Federal Road to 11' to accommodate bicyclists on shoulder	\$50,000	1-3 years
Extend multi-use path	Create greenway multi-use path along the Still River and east of the wetlands and Laurel Road.	\$500,000	5-10 years
Gateways and signage	Install gateway treatments and signage on Route 7.	\$50,000	1-3 years
Reconstruct bridge on Whisconier Road	Reconstruct bridge to accommodate 5' wide sidewalks on both sides of bridge.	\$600,000	10+ years
Reduce curb cuts	Consolidate curb cuts, improve circulation between adjacent properties. To be completed on an on-going basis by property owners as properties are redeveloped/improved.	Varies	On-going
Pedestrian Amenities	Provide pedestrian amenities such as benches, landscaping, and artwork. To be installed on private property adjacent to the right-of-way by property owners as properties are redeveloped/improved.	Varies	On-going



## Cultural/Civic Enhancement Initiative

The concepts for the Four Corners include civic spaces as part of the vision for creating a people-oriented ‘downtown’ there. These include cultural venues, public plazas, and town facilities such as a library. Actions recommended to plan and fund civic enhancements and cultural venues in the Four Corners and implement the core Cultural/Civic Enhancement Strategy are listed in the table to the right.

**Champion:** The recently established Community Facilities Committee has been charged with considering the future of facilities such as the library in Brookfield. This group could be an advocate for the civic-spaces element of the plan. The Board of Selectman is anticipated to be in the strongest position to establish a partnership with the Craft Center for promoting the cultural assets of the Four Corners.

**Timeline and Costs:** The establishment of civic spaces and cultural venues in the Four Corners would generally be a four step process with the following timeline:

- Two years – Develop a Four Corners Civic Spaces Plan which identifies target locations for facilities, facility type, potential order-of-magnitude costs, priorities for constructing them, funding options, and process for community approval
- Two-Five years – Hire an architect and develop preliminary designs with anticipated cost; program the municipal share of the cost into the Capital Improvements Plan/Budget; pursue grants to offset the costs; begin to negotiate land purchase/lease agreements
- Five-Ten years – Break ground and complete construction
- Costs for this initiative will be dependent on the type and scale of facilities identified for construction.

Strategies	Actions
Build at least two community facilities as a gathering space in the Four Corners	Identify priorities for locations for civic spaces in the Four Corners by type of facility and develop a phased program for creating them; develop a written program for site acquisition, design and construction.
	Set priorities for investing in new civic spaces in the Four Corners through the Town Capital Improvements Program
	Pursue state and other grants along with other funding sources in support building new community facilities in the Four Corners
Locate cultural venues in the Four Corners	Leverage the existing Craft Center as a catalyst for attracting arts-related businesses to the Four Corners; collaborate with the Marketing Initiative to accomplish this
	Create a public-private partnership to facilitate building on an arts theme and develop written business partnership strategy
	Develop other public-private partnerships to create and maintain live theater spaces in the Four Corners and establish and promote other cultural venues
Promote the Four Corners as a cultural events hub in Brookfield	Develop a program of annual seasonal events that would occur in the Four Corners; Consider establishing a permanent site for a farmer's market as one venue



*Infinity Hall in the center of Norfolk, CT is a small theater that is the core of activity in Norfolk.*



# Appendices



# Appendix A

## Recommendations For Zoning Adjustments

### Town Center District Zone Provisions

1. Add the Four Corners Vision Statement to the statement of purpose for the district.
2. Add a reference to the Four Corners concept plans and Master Future Land Use Plan as a guidance document applicants should consult when proposing developments in the district.
3. Under the description of permitted uses, include a statement that it is the intent of the TCD to encourage a mix of uses complementary to the concept plans and Master Land Use Plan with second-floor residential above retail and service uses and also live-work units in the core quadrants.
4. Require a pre-application review process for developments proposed in this district; list the Town professional staff who will participate in the review and recommended timing and steps in the process.
5. Consider offering an expedited zoning review and approval process where a proposed development serves the goals of and is consistent with the Four Corners Revitalization Plan; offer relief from the need for a public hearing for example or a guarantee of completion of the zoning approval process within a given time frame; establish criteria for those proposals that qualify.
6. Establish the Design Review Advisory Committee who will have responsibility for participating in the pre-application review process; it is recommended that this be a small group of up to 5 individuals from the community with diverse technical skills (architect, planner, landscape architect, architectural historian for example) appointed by the Planning Commission; no quorum of this committee would be required for participating in pre-application reviews- rather, members would attend a joint pre-application review meeting with other Town officials.
7. Modify the language for the TCD regarding residential units to say that residential units are only allowed as part of a mixed-use development in the TCD core quadrants which boundaries are shown on the Four Corners concept plans; affordable rental and condominium units in a mixed use development are the preferred development form. Predominantly residential developments are encouraged only in the areas designated for this use on the Four Corners Master Future Land use Plan; cross reference this section with *Section 242-404 K – The Incentive Housing District*. Provide a process by which the Zoning Commission may allow all-residential development in the Four Corners quadrants if a compelling argument to do so is offered.
8. Consider adding flexibility to the provisions for second-floor apartment units; remove limitation on apartment size of 2 bedrooms and replace it with a minimum square footage requirement to ensure “affordable” units are of reasonable size. There should be the possibility of ‘luxury’ apartments above retail space.
9. Add some language to describe permitted configurations for live-work units which may accommodate artist’s studios where living space and working space are integrated and working space square footage may exceed living space square footage.
10. Clarify the square footage restrictions; the goal is to have no single building with a footprint of more than 10,000 square feet; add a caveat that the Zoning Commission may allow a larger footprint (such as one that may be needed for a small format grocer) if they find the overall site design still meets the intents and purposes of the TCD zone; add some criteria for decision-making by the Commission.
11. Clarify the dimensional requirements for building height to state that buildings are permitted to be two stories in height or 32 feet, whichever is less. Add language for the allowable height/ dimensions of architectural features such as steep rooflines, cupolas and gables; add a graphic to demonstrate how building height is measured where the structure in question may sit on a grade.
12. Add some language which offers incentives for development that is consistent with the Four Corners concept plans; such as the Zoning Commission may permit a building to have 3 stories where the site design includes green space/ a public plaza or provides municipal parking spaces. An alternative may be to allow an increase in density of dwelling units per acre for similar public benefits.



13. Clarify Section H (3) wherein the Commission may require a 50 foot front yard building setback; consider eliminating this language as it appears to conflict with earlier language regarding setbacks. At such time a sidewalk plan is developed for the TCD, add a reference to this for guidance on street-frontage design.
14. Consider encouraging sidewalks wider than 5 feet to provide pedestrian respite areas.
15. Expand/add detail to the site design criteria; include a cross-reference to *Section 602b and 602 I* which contain architectural design standards; note that in some cases preservation of the architectural design of the original building during renovation may not be desirable –suggest this language be removed. In addition, as there is a disparity of existing architecture in the Four Corners, suggest the statement regarding harmony with other district structures be clarified. Also, the term ‘New England style’ has varied meanings to the reader. Suggest this be clarified with a reference to Section 602 I (3) b regarding facades and some photo examples of variations in acceptable design.

Nonetheless, there are some provisions regarding architecture in *Section 602 I* that could contradict the intent for design in the TCD and any new language relative to site design within the TCD should be cross-checked with language in *Section 602 I* for consistency. For example, *Section 602 I* recommends that prevailing established building setbacks be considered and respected. In the near term, this would be contradictory to the goal of bringing buildings to the street in the TCD.

16. Design criteria or guidelines that could be added include:
  - Proportions and massing of buildings: limit the length of building face along the street which is uninterrupted by windows or doors – there is language relative to this that could be clarified
  - Preserve historic structures and architecture to the extent feasible
  - Preserve public views of historic properties and scenic vistas
  - Include both interior and perimeter landscaping, including shade trees; notable existing natural features such as mature trees and stone walls should be preserved
  - Preferred fencing design including perimeter shrubbery
  - Articulate/provide sketches of preferred fencing design including perimeter hedges

- Solar access and ‘green’ design
- Include landscaping standards; sizes, types, and numbers of trees, shrubs, and locations
- Include open space and public/community spaces standards: stronger encouragement for well-defined public spaces within master-planned developments with seating, shade/shelter, water fountains, and outdoor art
- Include low-impact design standards (LID) for stormwater management (such as requirements for vegetated drainage swales) and minimizing paved/impervious surfaces
- Include details on design of parking areas with landscaping and lighting standards
- Add more access design criteria – including location, and design of driveways
- Include design and placement of new access roads and drives: require connectivity among streets and among parcels; encourage shared parking and shared access



## **Parking Provisions**

1. Add a provision for shared parking in the TCD Zone both within master-planned developments as well as among separate developments; include a shared-parking calculation methodology.
2. Allow off-site parking to be within a five minute walk of a business; up to 1,200 feet and where safe pedestrian access is available.
3. Require internal pedestrian circulation accommodations and bicycle parking in each parking lot; stronger language than encouraging it.
4. Consider offering a 30% reduction in required parking for any new mixed-use development in the TCD where some shared parking is possible given the proposed uses, as an incentive to redevelopment there.
5. Establish incentives for developers to offer a portion of their parking for public use; create a public private partnership for parking.
6. Add provisions to allow for and encourage pervious parking surfaces when overflow parking for seasonal peaks in demand is provided.
7. For phased developments, allow developers to reserve parking areas as green landscaped space where a full complement of parking may not be immediately needed.
8. At such time municipal parking lots are created within the TCD, add a provision that developments may obtain a portion of their required parking from a public lot within a 5 minute walk of the business (1,200 feet).
9. At such time a Municipal Parking program is initiated, also establish a fee-in-lieu of parking program so that developers can pay the Town of Brookfield a fee in place of providing parking spaces and then take needed parking from the municipal supply.
10. Consider adding maximums as well as the minimum parking allowed.
11. Allow internal site driveway widths to and from parking to be reduced to 10 feet for each travel lane when there is alternate emergency services access and the proposed driveway is adjacent to a public plaza or green space

## **Signage Requirements**

1. Include graphic examples of desired signage designs in the regulations as guidance.
2. Allow temporary sandwich-board signs as well as banners on buildings for a specified list of purposes and on the same premises as a use specifically in the TCD; this will allow for restaurant menus (for example) to be posted in sidewalk areas where pedestrians can view them.
3. Allow signage in the TCD to be closer than 35 feet from the centerline of the roadway, where such signs do not interfere with pedestrian sight lines; this would make the signage allowances complementary to language encouraging buildings to be built to the street/sidewalk.

## **Federal Road Traffic Improvement Plan**

Revisit the requirements specified in Appendix 1 Federal Road Traffic Improvement Plan and modify them to incorporate the recommendations for Federal Road at Route 25 as part of the Four Corners Revitalization Plan

## **Design Review Approval**

It is recommended that the process for Design Review as described in the regulations be simplified and clarified. The standing practice of administrative approval for a minor change in use and minor site plan change should be codified within the regulations.

In addition, the design review approval language appears to substitute for special permit review. Under this language, every site plan for development in the TCD would require a public hearing process for approval. This can be a burden for a small property owner wishing to have a minor expansion in use (with or without a change from one permitted use to another) and to upgrade his property at the same time. It is recommended that a simplified zoning approval process for a limited expansion of a use, including one involving a change in use from one permitted use to another, accompanied by some site design reconfiguration be established; one that exempts such developments from a public hearing. Criteria for which projects would qualify would also be necessary.



# Appendix B

## Implementation Resources

The following offers sources of information for specific tools that can help the Four Corners implementation committees move ahead with putting the financial, institutional and regulatory changes in place. The tools offered include funding sources, sources for relevant zoning language, examples of communities where the relevant policy or program change has been used, and suggestions for mechanisms to form mutually beneficial partnerships. The topic headings below correspond to implementation initiatives outlined in the body of the revitalization plan.

### Community Form Initiative

#### Design Guidelines

- Farmington, CT –Landscaping/design guidelines
- Torrington, CT - Downtown District Zone
- Wilton, CT – Wilton Center Design District
- Burlington, CT – Central Business District Overlay Zone
- Simsbury, CT Design Guidelines
- Town of Enfield, CT - Hazardville Design District, CT
- Cape Cod Village Design Guidelines - [www.capecodcommission.org/bylaws](http://www.capecodcommission.org/bylaws)

#### Parking Regulations

- Darien, Connecticut parking regulations
- Darien Parking Study – Fitzgerald & Halliday, Inc., 2006
- Model Regulations for Parking, Fitzgerald & Halliday, Inc., 2003
- Shared Parking Planning Guidelines – ITE, 1995
- City of Burlington, VT – parking program
- Montgomery County, MD – fee-in-lieu of parking program
- Shared Parking Model Ordinance, City of Portland, OR -  
Online: [http://transtoolkit.mapc.org/Parking//Referenced\\_pdfs/PortlandMetro\\_SharedParkingModelOrdinance.pdf](http://transtoolkit.mapc.org/Parking//Referenced_pdfs/PortlandMetro_SharedParkingModelOrdinance.pdf)

### Signage/Facades

- Community Development Block Grant Program – Facades
- Connecticut Main Street Program – Technical Assistance
- New London, CT – signage/branding program
- City of Georgetown, TX - signage design guidelines
- Town of Pagosa Springs, CO - signage design guidelines

### Live-Work Units:

- Stafford, CT regulations for work-live units
- Sonoma County, CA – regulations for live-work units

### Marketing Initiative

#### Public-Private Partnerships

- Darien, CT – public-private partnerships for parking
- City of Hartford, CT - Department of Development Services
- Capital City Economic Development Authority, Hartford, CT
- Anchorage Downtown Partnership – Anchorage, AL; <http://www.anchoragedowntown.org>
- Virginia Public-Private Transportation Act of 1995 (PPTA)

#### Marketing/Branding Programs

- Torrington CT, Economic Development Office
- Connecticut Main Street Program – Technical Assistance

### Financial Incentives for Development

- Rochester, NH – Business retention program

### Complete Streets Initiative

- New Haven Complete Streets - [www.cityofnewhaven.com/TrafficParking/pdfs/CS-Manual-04-05-10.pdf](http://www.cityofnewhaven.com/TrafficParking/pdfs/CS-Manual-04-05-10.pdf)
- National Complete Streets Coalition - [www.completestreets.org/](http://www.completestreets.org/)



# Appendix C

## Build-Out Analysis Methodology

- 1) Locations with development/infill/redevelopment potential (redevelopment opportunity sites) will be identified based on a field visit and consultation with Town Planner and Building Inspector
- 2) For underdeveloped sites (having the potential for additional floor space), it will be assumed that floor space could be added to yield a maximum of three (3) floors. For redevelopment sites (vacant, previously used sites or sites with older structures which are in poor condition), it will be assumed that new buildings could be constructed to a maximum height of three stories.
- 3) The Town assessment records are assumed accurate for total square footage of existing buildings and lot acreages in lieu of other documentary sources
- 4) It will be assumed that lot configurations will remain as-is with no consolidation of parcels for a planned development.
- 5) It is assumed that both water and sewer service will be available to serve new development.
- 6) The buildable area of each redevelopment opportunity site will be reduced to account for development constraints including steep slopes (15% or greater), wetlands, water bodies, and Connecticut DOT right-of-way area.
- 7) Preserved open spaces are assumed to remain undeveloped.
- 8) The uses and potential building footprint for each development opportunity site will be assigned based on consultation with the Town Planner and Building Inspector as well as existing zoning.
- 9) All development occurs in the TCD- Town Center District: The allowable lot coverage for impervious surfaces in this zone is 80%. The potential building footprint will be assumed 40% of the lot. This reduction allows for adequate area for parking and other impervious surfaces for driveways, parking aisles, sidewalks, and etcetera.
- 10) The range of allowable uses which may reasonably be expected to occur in the TCD under full build-out will include:
  - Second story residential over retail
  - Retail of 10,000 s.f. per use, or less
  - Age restricted and/or affordable housing
  - Multifamily residential
  - Offices
  - Restaurants
  - Services (which includes entertainment)
- 11) Housing will occur at moderate density; the industry rule of thumb of 10 units per acre will be applied.
- 12) The parking required in association with development opportunity sites will be calculated in two ways. First, the required parking per the zoning regulations will be calculated dependent on the anticipated range of uses and in consultation with the Town Planner. Second, parking will be calculated using the ITE Parking Generation (4th edition) as a guide to parking demand.



# Appendix D

## Fiscal Impact Analysis

### Introduction

As part of the Four Corners Market study, 4ward Planning evaluated projected full build-out fiscal impacts (utilizing most-recent cost and revenue metrics), based on the concept scenarios identified through the planning and market analysis process.

A community or fiscal impact analysis examines the linkage between local government revenue generated by new development and its resultant municipal service costs (e.g., police, fire, schools, sanitation, etc.). The outcome of such an analysis is to produce a project related estimate of community service costs to projected revenues, a “cost-revenue ratio”, which will be positive (a revenue surplus), negative (a revenue shortfall) or neutral (break-even).

The impacts were estimated over a phased, twenty-year time period, in recognition of the likely schedule to plan, construct and absorb newly built residential and commercial space. 4ward Planning assumed that up-front capital costs would be financed according to a 30-year amortization schedule. The net present value of the overall fiscal impact takes into account the time value of money and therefore discounts the cumulative financial impacts back to 2012 dollars.

### Methodology

The objective of this fiscal impact analysis was to estimate following development-generated metrics:

- Municipal and county service costs/revenues
- School district costs/revenues
- Public school age children
- Employment

4ward Planning used a combination of qualitative and quantitative methods to conduct this fiscal impact analyses, based on the most widely used “per capita” fiscal impact method. The per capita approach starts by determining current public services cost on a per unit basis (i.e. per student for the school district). With non-educational services, however, merely to divide incurred outlays by the local population is incorrect; such services benefit both residential and non-residential land uses. Services costs must consequently be

allocated between these two types of development. To achieve this, 4ward Planning assigned a service cost factor of 0.33 to non-resident workers. This factor approximates what is within an acceptable range of an average service cost ratio for non- resident workers in many communities, nationally.

4ward Planning estimated the overall net fiscal impact of two scenarios, one anticipating Modest Household Growth and one anticipating Flat Household Growth.

### Description of Data

4ward Planning utilized a variety of data sources and conventional fiscal impact methodologies:

- The conceptual development programs were developed through collaboration with FHI.
- Current municipal services expenditures and assessment data were obtained from the Town of Brookfield.
- Average square feet per unit and monthly market rent per square foot were obtained from [www.zillow.com](http://www.zillow.com).
- Construction costs per square foot were estimated using RS Means ([www.reedconstructiondata.com/rsmeans/models/](http://www.reedconstructiondata.com/rsmeans/models/)).
- Residential multipliers, including persons per unit and public school-age children, were developed by the Center for Urban Policy Research at Rutgers University.
- Employees and annual sales per square foot were estimated using industry standard metrics.
- Median hourly wages were obtained from the Bureau of Labor Statistics ([www.bls.gov](http://www.bls.gov)).
- Estimated expenditures per student were obtained from the Brookfield School District.



## Results and Key Findings

The following tables provide a comparison of the estimated impacts from each scenario. The aggregated totals for the developable parcels in the study area are summarized in Table A-1.

Table A-1: Development Programs, Concept Scenarios

	Residential Units	Retail/ Dining Space (GSF)	Office Space (GSF)
Modest HH Growth Scenario	254	41,000	10,000
Flat HH Growth Scenario	161	41,000	10,000

Source: 4ward Planning LLC, 2012

The results from the fiscal analysis of the two scenarios are summarized in Table A-2.

Table A-2: Fiscal Impacts

Scenario	Modest HH Growth	Flat HH Growth
<b>Projected New Revenues</b>	<b>\$1,038,796</b>	<b>\$711,610</b>
<b>Projected New Service Costs</b>	<b>\$471,700</b>	<b>\$312,777</b>
<i>Public Schools</i>	<i>\$120,100</i>	<i>\$76,126</i>
<i>City Services</i>	<i>\$351,600</i>	<i>\$236,651</i>
<b>Net Fiscal Impacts</b>	<b>\$567,096</b>	<b>\$398,833</b>

Source: 4ward Planning LLC

The employment and wage estimates from the fiscal analysis of the two scenarios are summarized in Table A-3.

Table A-3: Impacts – Employment & Wages

Scenario	Modest HH Growth	Flat HH Growth
<b>Total Gross Wages</b>	<b>\$1,456,137</b>	<b>\$1,456,137</b>
<b>Total Est. Net New Jobs</b>	<b>35</b>	<b>35</b>
<i>Retail/Dining</i>	<i>11</i>	<i>11</i>
<i>Office</i>	<i>24</i>	<i>24</i>

Source: 4ward Planning LLC

The estimated service costs from the fiscal analysis are summarized in Table A-4 for the Modest Household Growth Scenario and in Table A-5 for the Flat Household Growth Scenario.

Table A-4: Development Generated Estimated Service Costs - Modest HH Growth Scenario

		Worker		Estimated	Est. per Worker	
		Resident	Non-Resident	Per Resident	Non-Resident	
		Percent	Percent	Service Cost	Service Cost	
Estimated 2012 Per Capita Municipal Service Cost:	\$3,230	67%	33%	\$2,164	\$1,066	
Estimated 2012 Per Pupil Public School Expenditure:	\$12,050					
			Estimated		Est. New	New School
			Percent New	Number New	Service Costs	Expenditures
Development Generated Population:		440	33%	145	\$313,947	
						Sub
						Totals
Total Public School Age Children:		34	29%	10	\$21,569	\$120,100
Total Public Elementary School Children:		25	28%	7	\$14,895	\$82,940
Total Public Junior High School Children:		5	30%	1	\$3,082	\$17,161
Total Public High School Children:		6	30%	2	\$3,592	\$19,999
						\$23,590
			Estimated			
			Non-Resident		Est. New	
			Jobs Factor		Service Costs	
Development Generated Employment:		136	0.26	35	\$37,653	\$37,653
Retail/Dining/Entertainment:		76	0.15	11	\$12,071	\$12,071
Office:		60	0.40	24	\$25,582	\$25,582

Projected Total New Public Costs: \$471,700

Source: 4ward Planning LLC, 2012



Table A-5: Development Generated Estimated Service Costs - Flat HH Growth Scenario

		Worker		Estimated		Est. per Worker	
		Resident	Non-Resident	Per Resident	Non-Resident	Service Cost	Service Cost
		Percent	Percent	Service Cost	Service Cost		
Estimated 2012 Per Capita Municipal Service Cost:	\$3,230	67%	33%	\$2,164	\$1,066		
Estimated 2012 Per Pupil Public School Expenditure:	\$12,050						
		Estimated		Est. New	New School	Sub	
		Percent New	Number New	Service Costs	Expenditures	Totals	
Development Generated Population:	279	33%	92	\$198,998			
Total Public School Age Children:	22	29%	6	\$13,672	\$76,126	\$275,125	
Total Public Elementary School Children:	16	28%	4	\$9,442	\$52,572	\$62,014	
Total Public Junior High School Children:	3	30%	1	\$1,954	\$10,878	\$12,831	
Total Public High School Children:	4	30%	1	\$2,277	\$12,676	\$14,953	
		Estimated		Est. New			
		Non-Resident		Service Costs			
		Jobs Factor					
Development Generated Employment:	136	0.26	35	\$37,653		\$37,653	
Retail/Dining/Entertainment:	76	0.15	11	\$12,071		\$12,071	
Office:	60	0.40	24	\$25,582		\$25,582	
Projected Total New Public Costs:							\$312,777

Source: 4ward Planning LLC, 2012

## Summary

As shown, each of the two scenarios analyzed results in an estimated annual net fiscal gain at project stabilization (normal occupancy levels for all land-uses), ranging from just under \$400,000 to nearly \$570,000.

It should be noted that a variety of project factors (e.g., net new employment levels and wages, actual numbers of school age children generated, and real property values achieved) will all influence the likely range of the net fiscal impacts realized. The estimates of total gross wages expected is the same for both scenarios as the office, retail and dining floor area totals do not change. The anticipated new public school-age children totals for the scenarios analyzed range from six (Flat HH Growth Scenario) to 10 (Modest HH Growth Scenario), with estimated new school expenditures ranging from \$275,000 to about \$435,000.

The total number of school-age children that will be generated by the residential development is calculated based on residential multipliers. However, a proportion of the residents of the new housing units will relocate from within the Brookfield school district. The school-age children that are relocating within the district do not represent a new addition to the school population. To reflect this, an estimated percentage of the total number of school-age children is calculated to represent the net addition of school-age children to the district. The school service costs are then calculated based on this net addition.

Net revenue is influenced by a number of factors, including service costs and land uses. Certain types of land uses, such as industrial, typically result in significant positive margins, while other land uses, such as housing, have the potential of falling short of generating breakeven financial conditions. Based on the findings, each of the two scenarios will meet the objective of yielding an annual positive return for the Town of Brookfield.

The analysis indicates that capital expenditures to facilitate the development outlined in the scenarios would be a benefit to the Town. A focused and well-marketed redevelopment strategy would send a very positive signal to the development community that a private investment in Four Corners will be a sound one. The benefit to the town is that investment which occurs earlier rather than later (or not at all) creates a beneficial time-value of money effect similar to the benefits of investment compounding over a long period of time. Forestalling the creation of such a redevelopment strategy for several years effectively minimizes the anticipated property value increases and attendant real property tax revenues.

An additional benefit of facilitating development in the Four Corners area is that concentrating redevelopment where infrastructure is present will minimize both service and capital costs as compared to developing in a dispersed manner around the town.

In summary, when the fiscal impacts of the anticipated scenarios indicate positive revenues, an opportunity cost is created. Specifically, the opportunity cost is the projected return on investment that the community will forego if they choose not to pursue the potential path of redevelopment in the Four Corners area.