

Saugatuck

A Gateway for Westport

Saugatuck Transit Oriented Design Master Plan Report
March 2018

This report was prepared at the request of the Transit Oriented Design Master Plan Steering Committee and must be read in conjunction with the Preface prepared by the Committee.

ACKNOWLEDGEMENTS

The Town of Westport, through a grant administered by the State of Connecticut Office of Policy & Management, engaged the BartonPartners Consultant team to generate a Transit Oriented Development Plan outlining a vision for the Saugatuck Neighborhood. First Selectman Jim Marpe and Co-Chairs Craig Schiavone, Citizen of Westport who has a professional background

in Town Planning and Development, and Mary K. Young, Planning and Zoning Director for the Town of Westport, selected a committee of stakeholders and residents of Saugatuck to guide the study and provide feedback to the Consultant Team. This committee, officially titled the Saugatuck Steering Committee (SSC), are listed below:

SAUGATUCK TOD MASTER PLAN COMMITTEE

Members:

- Eileen Berenyi
- Al DiGuido
- Marty Fox
- Ward French
- Leigh Gage
- Peter Gold
- Francis Henkels
- Robert Iannacone
- Samuel Levenson
- Matthew Mandell
- Michael Mahoney
- Cathy Walsh
- Ian Warburg

Ex-Officio Members:

- Sam Arciola
- Katherine Daniel
- Rick Giunta
- Steve Edwards
- Carol Leahy
- Alicia Mozian
- Peter Ratkiewich

WEBSITE:

www.GatewayForWestport.com

CONSULTANT TEAM:



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LETTER FROM THE COMMITTEE CO-CHAIRS

*This is a preface to the **Master Plan Report** dated March 2018, prepared by BartonPartners and its consultants.*

The Committee Chairs wish to express our gratitude to the First Selectman, our Committee members, our consultants, and our constituents who contributed their efforts to the Saugatuck TOD project. We began our journey in 2016 upon formation of the Committee comprised of a cross section of stakeholders including:

- Saugatuck residents;
- Local officials elected to represent Saugatuck residents;
- Saugatuck business owners;
- Commuter Council representatives;
- Elected and appointed transit representatives;
- Appointed officials responsible for historic preservation and architectural design; and
- Town staff including members of the Planning, Conservation, Engineering, Parks and Recreation, and Police departments.

The diversity of the Committee composition served as its strength as it brought together a wealth of local knowledge, expertise, and perspective. All Committee members shared a collective resolve to meet the Committee's charge. We note with regret that the Committee and the consultants were at times at odds on key points throughout the process. We additionally note the study area was limited to a 2,000 foot radius from the center of Saugatuck and did not consider developments in other areas which may impact Saugatuck

Committee Charge:

“Conduct a planning process that will result in promoting a future for Saugatuck that is vital, livable, safer for pedestrians, that offers diverse entertainment, dining, recreational, residential, and business opportunities and at the same time respects Saugatuck’s small town character and historical heritage. The plan should seek to guide future residential development so that additional vehicles are not added to Saugatuck and that infrastructure is improved to better facilitate traffic flow and parking, and to reduce congestion.”

A) Background:

The Saugatuck area of Westport has a split personality being both a transportation hub and a village. The challenge confronting the Committee was to make suggestions as to how to improve the functioning of one without adversely affecting the other. Historically, the Town has addressed this issue in a piecemeal fashion (surface parking lots supporting the train station and restrictive zoning for preservation) and the result has been to create a sea of asphalt and suppression of imaginative development.

B) Goal:

BartonPartners, Architects and Planners, were hired as consultants to the Committee. The goal of the Committee was to identify existing conditions, seek input from the public, and to present ideas, including a plan, for reconciling the complex and often competing residential, commercial, community and environmental interests. From the outset, it was agreed that any plan must be sensitive to and supportive of the needs of Westporters who depend on easy access to, through and from Saugatuck on a regular basis, as well as those who live, work or own businesses and property in the Saugatuck area.

C) Process:

Over a period of many months, BartonPartners presented its findings and made its recommendations to the Committee. Some members of the Committee felt that they did not have ample opportunity to review and to digest the Consultant's work. Other members of the committee felt that the consultants did not adequately address their concerns or those of members of the public. The Committee's discussions and analysis of the study did not result in full clarity or consensus, but the Committee did make progress.

D) Design Principles:

To support its goals, the Committee developed the Design Principles found on page 9 of the Report and noted below:

1. Enhance the pedestrian experience in Saugatuck with emphasis on:
 - Waterfront Access
 - Additional Civic/ Park Space
 - Sidewalk/ Streetscape/ Landscape/Lighting Improvements throughout
2. Encourage and enhance multi-modal choices, including local transit service to the station, to reduce the demand for additional commuter parking.
3. Provide parking strategies to support both commuters and local businesses while reducing the appearance of parking as the primary land use in Saugatuck.
4. Enhance the gateway experience to Saugatuck and the Town of Westport.
5. Promote a mix of uses that protects the resiliency, vibrancy and character of Saugatuck.
6. Reduce traffic congestion and discourage cut through traffic.
7. The Cribari Bridge's existing function and structure shall be preserved.
8. Establish a regulatory framework for implementation of development plan recommendations that:
 - Recognizes the importance of Saugatuck's transportation infrastructure
 - Celebrates and integrates the existing historic resources of Saugatuck
 - Enhances the unique character of Saugatuck

Other principles were also established in response to community input, specifically that the plan would recommend:

- No multi-story parking garages*
- No buildings taller than 2.5 - 3 stories
- No building footprints greater than 20,000 SF

*(*Note: This does not refer to the proposed single story parking structure on Lot 3 or other parking structures that may be concealed within future private developments)*

E) Discussions, Suggestions and Recommendations

The majority of the Committee agreed that the following proposals could be considered for implementation, subject to further study of traffic and parking, and a refinement of the concepts presented:

- Improvements to the public realm, including gateways, streets, station area, green spaces and waterfront.
- Parking and streetscape improvements to Lot 3 and Ferry Lane.
- Creation of a multi-modal transportation hub at Station Square to enhance transit access.
- Introduction of transportation improvements commencing with a Transportation Demand Management study and a comprehensive Parking Management Plan.

The committee heard the many suggested changes to current zoning regulations made by the consultants. These suggestions are subject to review and adoption by the Planning and Zoning Commission. The list below represents possible areas for the Planning and Zoning Commission to explore:

1. Amend the Westport zoning map to permit additional General Business District- Saugatuck (GBD-S) Zones
2. Amend the zoning Regulations to provide greater flexibility while maintaining the existing scale of Saugatuck :
 - a. Investigate and possibly implement form-based design standards;
 - b. Initiate a Village District overlay zone;
 - c. Designate certain portions of Saugatuck as a Local Historic District or for inclusion on The National Register for buildings and/or districts.

F) Committee Findings:

There was one vote taken where the majority of the Committee agreed to reject the proposal for a parking garage or any multi-story parking structure and liner buildings on Lots 1 & 2. The Committee voted to remove these proposals from the TOD Plan for many reasons including, but not limited to those cited on page 105. After much discussion, the consultants on their own moved these rejected proposals into the section they titled "Vision Plan for Future Consideration."

The Committee wishes to make it clear that the “Vision Plan for Future Consideration” is the vision of the consultants and was again rejected by the Committee for many reasons. The Committee had requested that the consultant’s recommendations be moved from the body of the report to the Appendices to reference concepts that were considered and rejected.

G) Deliverables

In addition to the reports referenced below and contained in the Appendices, BartonPartners delivered the following:

- GIS mapping, surveying and corresponding data delivered directly to the Town of Westport Department of Public Works;
- Potential sources of grants and other options to pursue as sources of financing;
- Saugatuck TOD Market Analysis;
- Financial Feasibility Analysis;
- Historic Resource Report;
- Saugatuck Improvements Cost Estimates.

In conclusion, the Committee acknowledges this was a long and rigorous process. We believe the following report achieves the Committee’s Charge to develop a Master Plan to improve our infrastructure and enhance the pedestrian and commuter experience.

Sincerely:



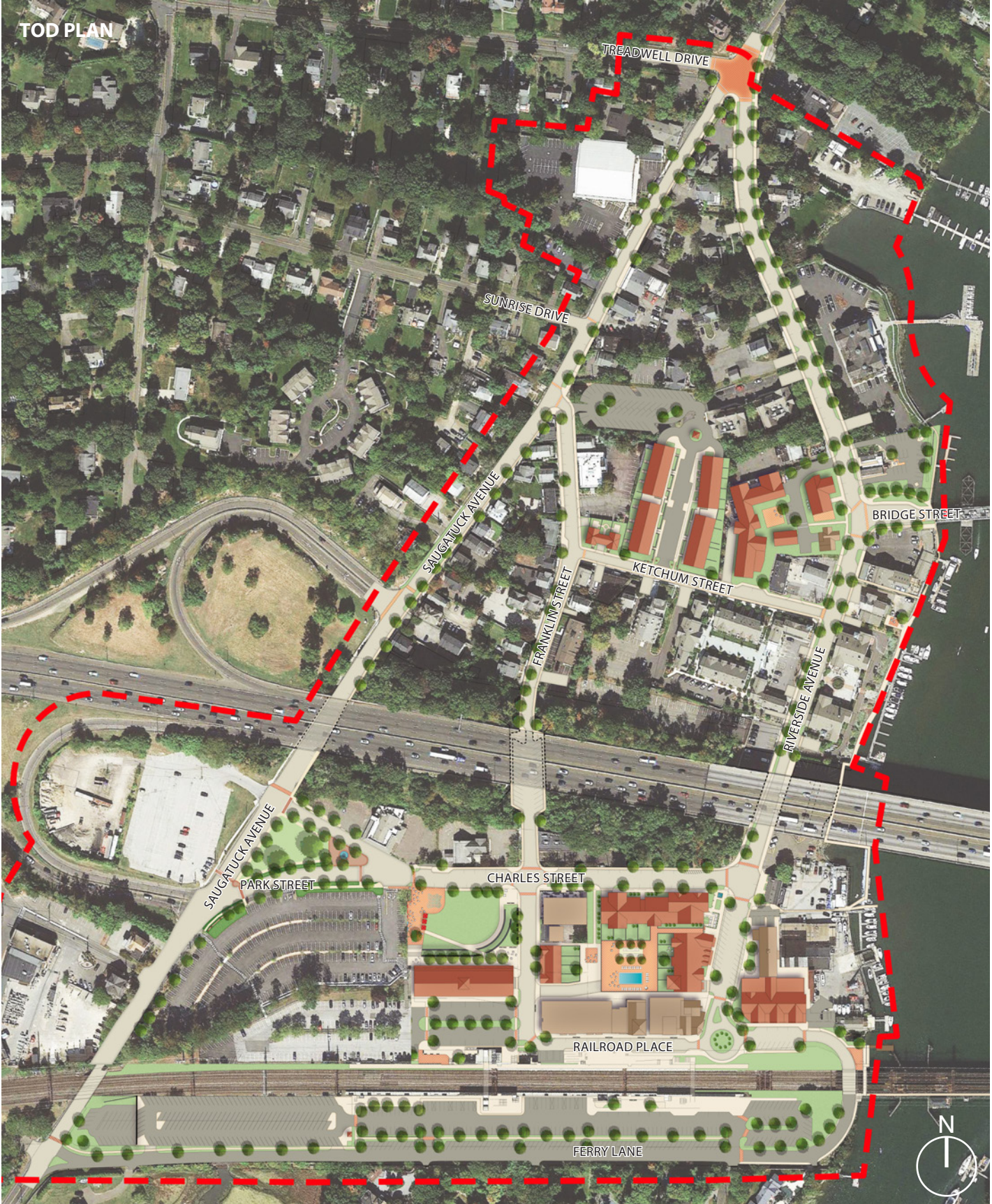
Craig Schiavone, Co-Chair, Saugatuck Transit Oriented Design Master Plan Steering Committee and Westport Resident



Mary Young, AICP – Co-Chair, Saugatuck Transit Oriented Design Master Plan Steering Committee and Planning & Zoning Director for the Town of Westport

EXECUTIVE SUMMARY







INTRODUCTION

The Saugatuck neighborhood of Westport is, and always has been, linked with its transportation infrastructure. Originally a thriving shipping port, the construction in 1848 of the New York and New Haven Railroad set the stage for what would eventually become a busy transportation hub on the Northeast Rail corridor serving Amtrak and the Metro North New Haven Commuter Rail Line which provides frequent service to Grand Central Station in New York City.

In 1953, The Connecticut Turnpike (now Interstate 95) was constructed, further bisecting the neighborhood, and cementing its physical transformation from a pedestrian oriented village where commerce, residents, and industry seamlessly mixed, into an automobile oriented district. Since that time, land area within Saugatuck has increasingly been sacrificed to accommodate the automobile with traffic and the parking demands of the commuter rail station taking precedent.

Most recently, the Federal Railroad Administration has proposed a new high-speed rail line running from

Washington D.C. to Boston, which is projected to pass through the Saugatuck Neighborhood. This piece of infrastructure, preliminarily slated to follow the I-95 right of way, could threaten to further disrupt traffic flow and neighborhood cohesion.

Saugatuck has many positive attributes representing its past, character and culture including historic architecture, a landmark swing bridge, convenient access to commuter rail service, Interstate 95, waterfront access to Long Island Sound within close proximity to Downtown Westport. These treasured assets need to be preserved and enhanced through the reestablishment of a village setting by improving the streetscapes, roadways and intersections, promoting preservation of Saugatuck's historic character, and updating the land use standards.

Saugatuck has changed dramatically throughout the years and will likely continue to do so with the creation of the Saugatuck Rowing Club, as well as other developments like Saugatuck Center. In recent years we have seen a shift from industrial uses along the

riverbank and dirty commercial uses (e.g. gas stations) that dotted the landscape. In their place, Saugatuck has welcomed the addition of a modest stock of residential choices, locally owned retail shops and restaurants, an increase in recreational and river-focused development, and an expansion of office space. While less gritty than in the bygone days, through its ongoing redevelopment, Saugatuck has retained its character and charm while continuing to serve the greater community as the vital gateway and transit hub it must continue to be if Westport is to enjoy continued viability and economic success. Going forward, it is important that future development continue to preserve the character of Saugatuck, protect it from deterioration, as well as excessive urbanization and densification.

SAUGATUCK CHALLENGED

Over the past decades, Saugatuck's increasing emphasis on providing more and more parking for this transportation hub without concurrent investments in sidewalks, landscaping and crosswalks has resulted in the erosion of its historic village character. The streets and sidewalks have become less welcoming to pedestrians and many of the smaller historic buildings have been replaced by asphalt and parking. In certain places, the distinction between what is a street and what is a parking lot is unclear. Quite often the sidewalks feel less safe due to a lack of on-street parking serving as a protective barrier between moving vehicles and pedestrians. While distances within the study area are not large, the pedestrian experience leaves much to be desired, leaving the impression that distances from parking to local businesses are larger than they really are.

Although some of these changes reflect Saugatuck's shift away from historic waterfront-related uses, many of the property owners that might have chosen to reinvest in their properties decades ago have discovered that the zoning regulations that control development make



NARROW SIDEWALKS ARE TYPICAL



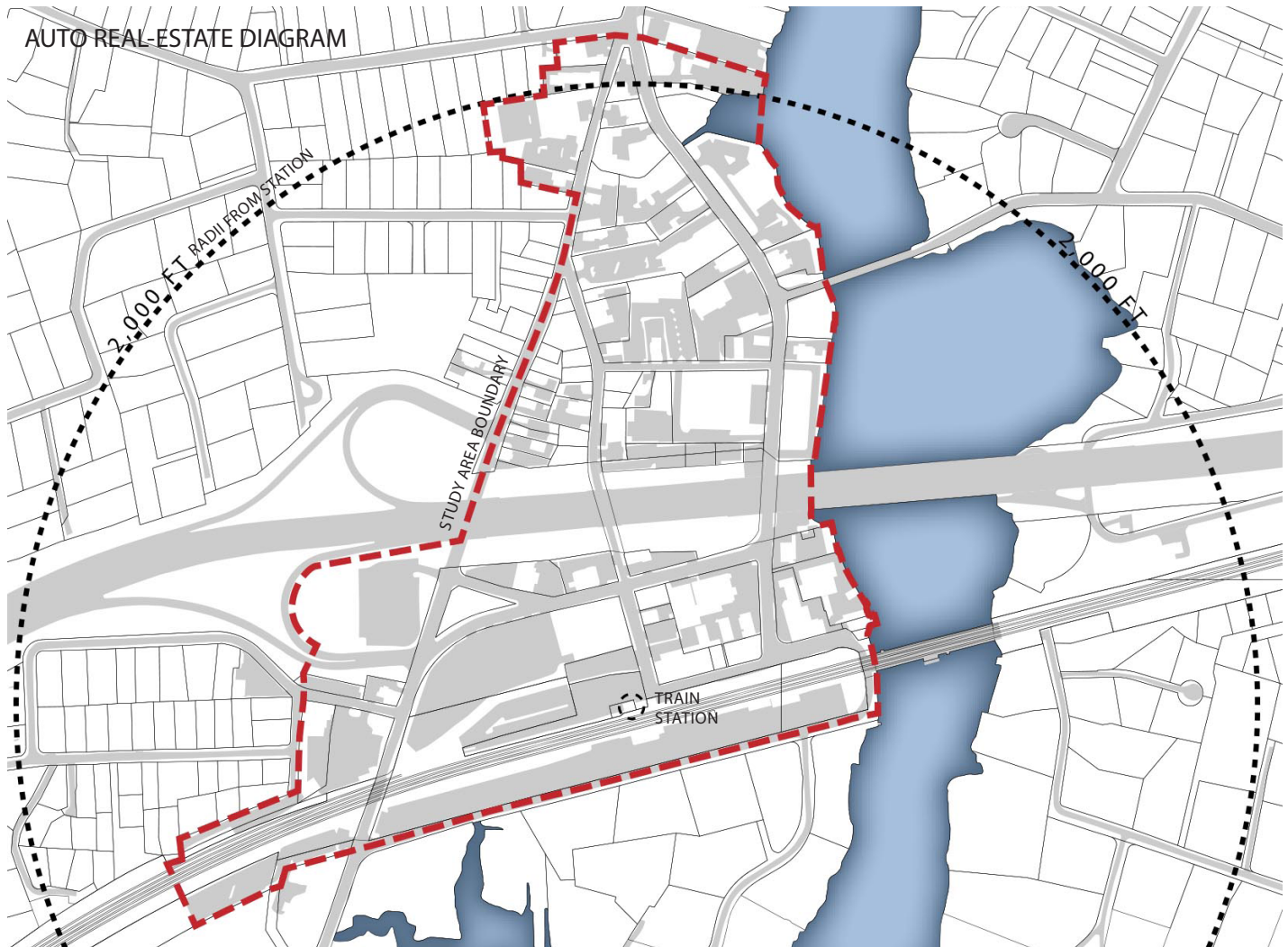
HISTORIC STOREFRONTS ALONG RAILROAD PLACE



A LACK OF LANDSCAPING ALONG RIVERSIDE AVENUE



COMMUTER PARKING DOMINATES THE SAUGATUCK AREA



it very difficult to modify or upgrade buildings in an economically viable way.

The result is illustrated in perhaps the most telling drawing of the study area, which is the diagram above. Utilizing the town's comprehensive Geographic Information System (GIS), the BartonPartners Team was able to create this diagram of the spaces within the study area that are dedicated to the automobile. The land use imbalance is staggering.

While recent revitalization has occurred north of I-95 with the construction of the Saugatuck Center, much of the rest of the neighborhood functions as a park and ride district with a scattering of deteriorating and

underutilized historic structures fronting a worn and inadequate public realm.

As the transportation and business demands have outgrown physical capacity and Westport's regulatory framework, the needs of Saugatuck's central constituencies are increasingly at odds with one another. These constituencies are:

- **Rail commuters** concerned about inadequate and inconvenient parking, traffic congestion and alternative transportation modes to and from the rail station.
- **Residents** who seek a more vibrant neighborhood, reduced parking imprint and mitigation of traffic congestion.

- **Businesses** in need of additional transient parking for patrons and improved public realm.
- **Town residents** who live beyond the study area transverse Saugatuck by car on a daily basis to get from one end of town to the other.
- **Property owners** whose properties are economically unsustainable due to outdated zoning codes.

present traffic circulation and congestion, and promotes transit oriented uses with limited demands on Saugatuck's streets and parking facilities.

- Implement a parking strategy to reduce commuter circulation and congestion and, facilitate more efficient traffic flow. It is noted that the TOD plan reflects the general consensus that the total number of existing parking spaces is adequate, with the major parking issues being proximity to destinations and ease of access.

PURPOSE OF PLAN

The purpose of the Saugatuck Center Transit Oriented Development Plan is to serve as a guide to the citizens of Westport and Saugatuck constituencies :

- To revitalize the Saugatuck neighborhood so that it is livable and safe for pedestrians with a diversity of business, entertainment and residential uses that will at the same time respect Saugatuck's small town character and historic heritage.
- In connection with a professional traffic study, begin to address worsening traffic circulation and congestion issues.
- Guide future residential and commercial development so that it does not exacerbate

The Saugatuck TOD plan seeks to examine and address these issues by:

- Building upon the insights gained in previous planning studies.
- Creating a master plan that is informed by market demand realities and guided by community preferences.
- Providing a framework for future, more detailed study for infrastructure and traffic improvements.

The plan also includes a Topographic and Mapping





Survey for the Saugatuck neighborhood to ascertain the critical dimensions that exist between buildings, curbs and roadways necessary to public realm recommendations.

Finally, the Saugatuck TOD plan builds on the goals and objectives for the Saugatuck neighborhood as outlined in the 2017 Plan of Conservation and Development (POCD), the Westport Transit District Survey (2016) as well as the Westport Rail Stations Parking Studies (2013 and 2016).

THE TOD PLANNING PROCESS

In late 2016, The Town of Westport was awarded a grant from the State of Connecticut Office of Policy and Management (OPM) to prepare a Transit Oriented Development Plan for the Saugatuck Station neighborhood. The grant totaled \$265,000, with an additional \$175,000 intended to provide the basis for implementation of the plan, including a detailed topographical survey as well as more detailed streetscape design for a portion of the plan. In November 2016, RFP 17-866T was issued for a consultant to provide services associated with the OPM grant.

SAUGATUCK STEERING COMMITTEE:

In the fall of 2016, First Selectman Jim Marpe established a steering committee composed of a diverse cross

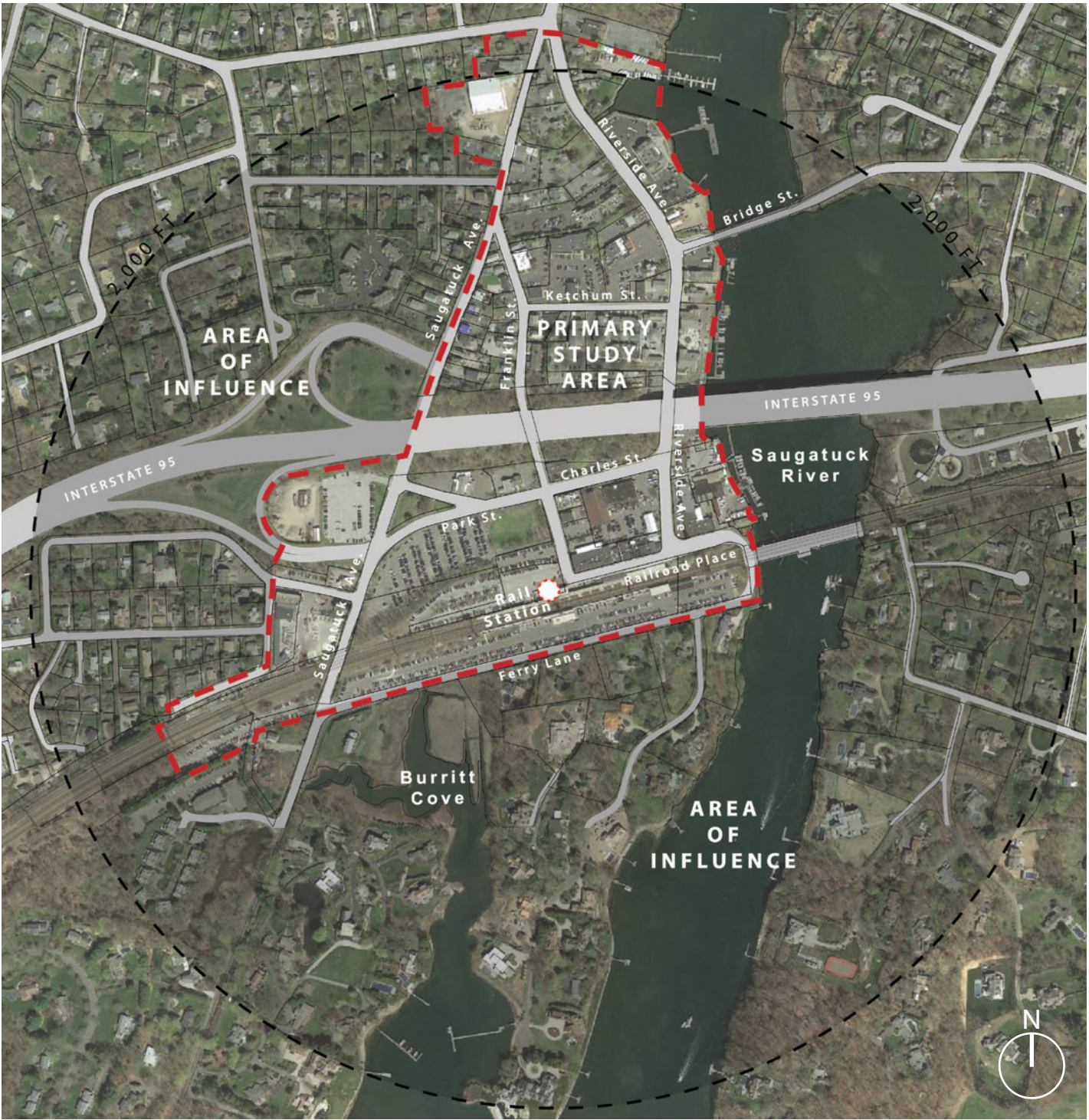
section of the citizenry of Westport. The committee, officially called the Saugatuck Steering Committee (SSC) was comprised of 21 members, of which 13 are town residents, and 7 ex-officio members (mostly employees of the Town) was chaired by Craig Schiavone, a resident of Westport who has a professional background in Town Planning and Development, and Mary K. Young, AICP, Planning and Zoning Director for the Town of Westport. In early 2017, a team led by BartonPartners Architects Planners, Inc. with Langan Engineers, 4Ward Planning and Public Archeology Laboratory was selected to conduct the study and produce this plan.

COMMUNITY ENGAGEMENT

BartonPartners, in conjunction with the SSC, has conducted a multi-faceted campaign to capture the views of residents, businesses, commuters and other major constituencies through:

- Stakeholder interviews
- Interviews with businesses and constituents
- Online surveys
- A community visioning workshop
- TOD website www.GatewayForWestport.com
- Public meetings

This input informed the design guidelines and recommendations included in this plan.



STUDY AREA

The first task for the SSC was to define the study area. The SSC agreed that the primary plan area would include approximately 68.5 acres, stretching from the five-way intersection of Riverside Avenue, Saugatuck Avenue and Treadwell Avenue in the north, following Saugatuck Avenue to the west, Ferry Lane to the south and the Saugatuck River to the east. All commuter parking areas were included within the primary study area.

In addition, a secondary area, called an “Area of Influence” was defined using a conventional 2000-foot radius from the center of the railroad platform. A critical element is the inclusion of the Cribari Bridge and Bridge Street within the area of influence.

DESIGN PRINCIPLES

After an extensive community outreach effort, which included individual meetings with committee members, an online survey, as well as group discussions with identified stakeholders, the BartonPartners Team proposed a set of Design Principles to guide the study.

In close collaboration with the Steering Committee, the following Design Principles (in the box below) were established.

Other principles were also established in response to community consensus that the plan would recommend:

- No multi-story parking garages
- No buildings taller than 2.5 - 3 stories
- No building footprints greater than 20,000 SF

DESIGN PRINCIPLES FOR SAUGATUCK'S TOD MASTER PLAN

1. Enhance the pedestrian experience in Saugatuck with emphasis on:
 - Waterfront Access
 - Additional Civic/ Park Space
 - Sidewalk/ Streetscape/ Landscape/Lighting Improvements throughout
2. Encourage and enhance multi-modal choices, including local transit service to the station, to reduce the demand for additional commuter parking.
3. Provide parking strategies to support both commuters and local businesses while reducing the appearance of parking as the primary land use in Saugatuck.
4. Enhance the gateway experience to Saugatuck and the Town of Westport.
5. Promote a mix of uses that protects the resiliency, vibrancy and character of Saugatuck.
6. Reduce traffic congestion and discourage cut through traffic.
7. The Cribari Bridge’s existing function and structure shall be preserved.
8. Establish a regulatory framework for implementation of development plan recommendations that:
 - Recognizes the importance of Saugatuck’s transportation infrastructure
 - Celebrates and integrates the existing historic resources of Saugatuck
 - Enhances the unique character of Saugatuck

SUMMARY OF RECOMMENDATIONS

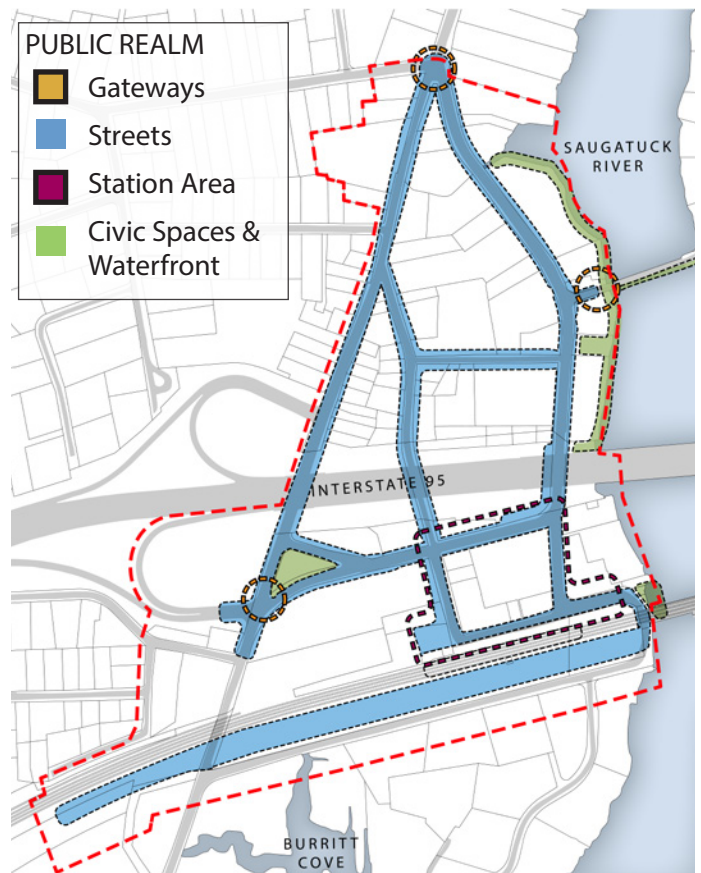
The plan for Saugatuck is broken into public realm improvements and targeted private parcel redevelopments. This combination serves as the Project’s formal TOD Plan proposal. They are predicated on a detailed parking improvement plan that reorganizes and consolidates the transit parking footprint in and around the train station.

The TOD Plan chapter outlines the recommendation for implementation whereas the Vision Plan for further consideration identifies a number of planning concepts that may warrant evaluation by the implementation committee, but do not have consensus support from the steering committee. Implementation of the TOD Plan will follow and will include all the normal checks and balances of our regulatory process thereby enabling more forums for public input and allowance for our elected officials to further evaluate feasibility and desirability of these recommendations.

PUBLIC REALM IMPROVEMENTS PLAN

Public realm improvements concentrate on the areas between existing and possible new or expanded buildings in Saugatuck. They are organized into four categories within the TOD Plan.

1. Gateways
2. Streets
3. Station Area
4. Civic Spaces & Waterfront



PUBLIC REALM KEY PLAN

G - GATEWAYS

- G1 - NORTH GATEWAY AT TREADWELL DRIVE
- G2 - EAST GATEWAY AT BRIDGE ST.
- G3 - WEST GATEWAY AT STROFFOLINO PARK
- G4 - SAUGATUCK AVE. SOUTH

S - STREETS

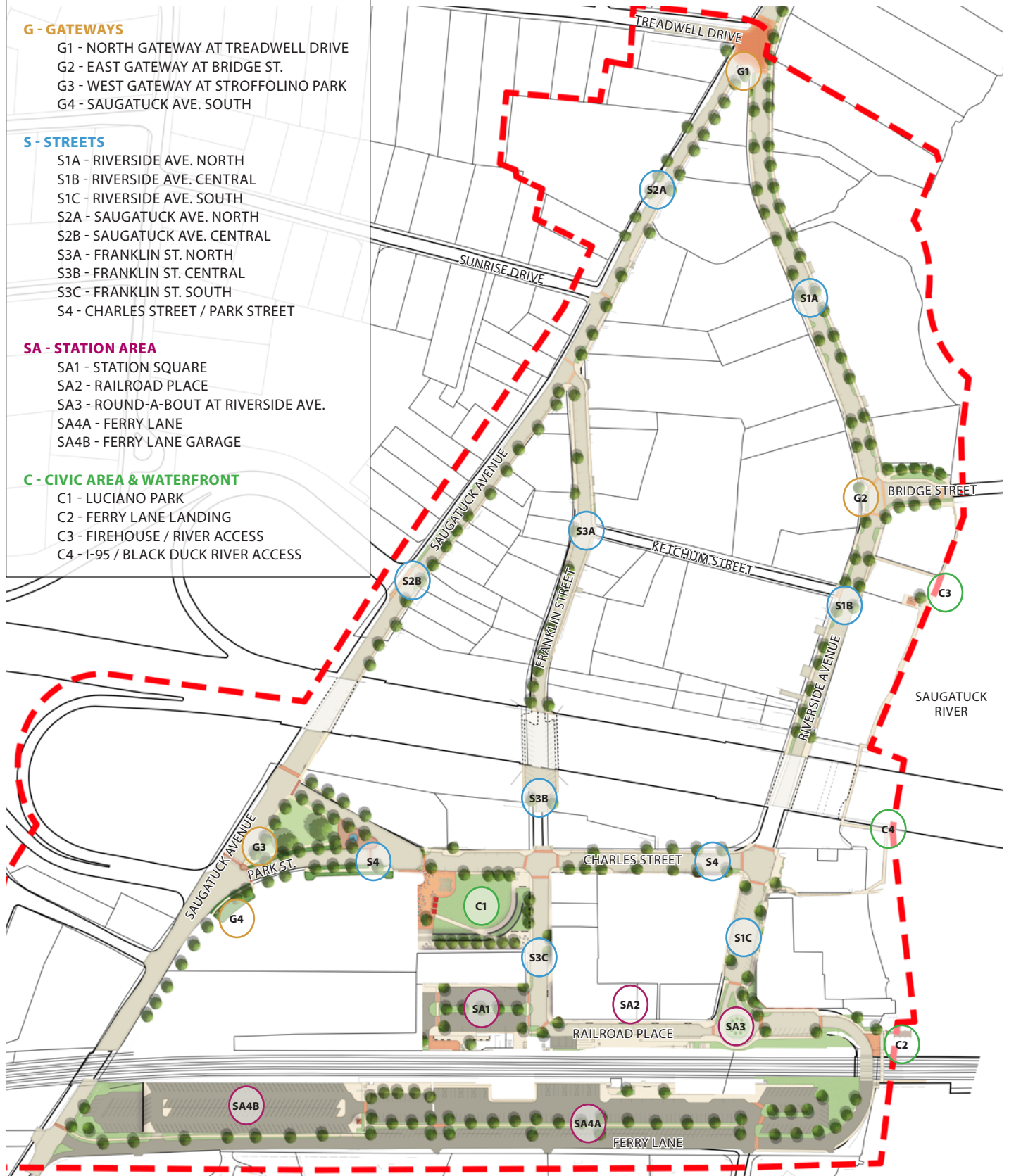
- S1A - RIVERSIDE AVE. NORTH
- S1B - RIVERSIDE AVE. CENTRAL
- S1C - RIVERSIDE AVE. SOUTH
- S2A - SAUGATUCK AVE. NORTH
- S2B - SAUGATUCK AVE. CENTRAL
- S3A - FRANKLIN ST. NORTH
- S3B - FRANKLIN ST. CENTRAL
- S3C - FRANKLIN ST. SOUTH
- S4 - CHARLES STREET / PARK STREET

SA - STATION AREA

- SA1 - STATION SQUARE
- SA2 - RAILROAD PLACE
- SA3 - ROUND-A-BOUT AT RIVERSIDE AVE.
- SA4A - FERRY LANE
- SA4B - FERRY LANE GARAGE

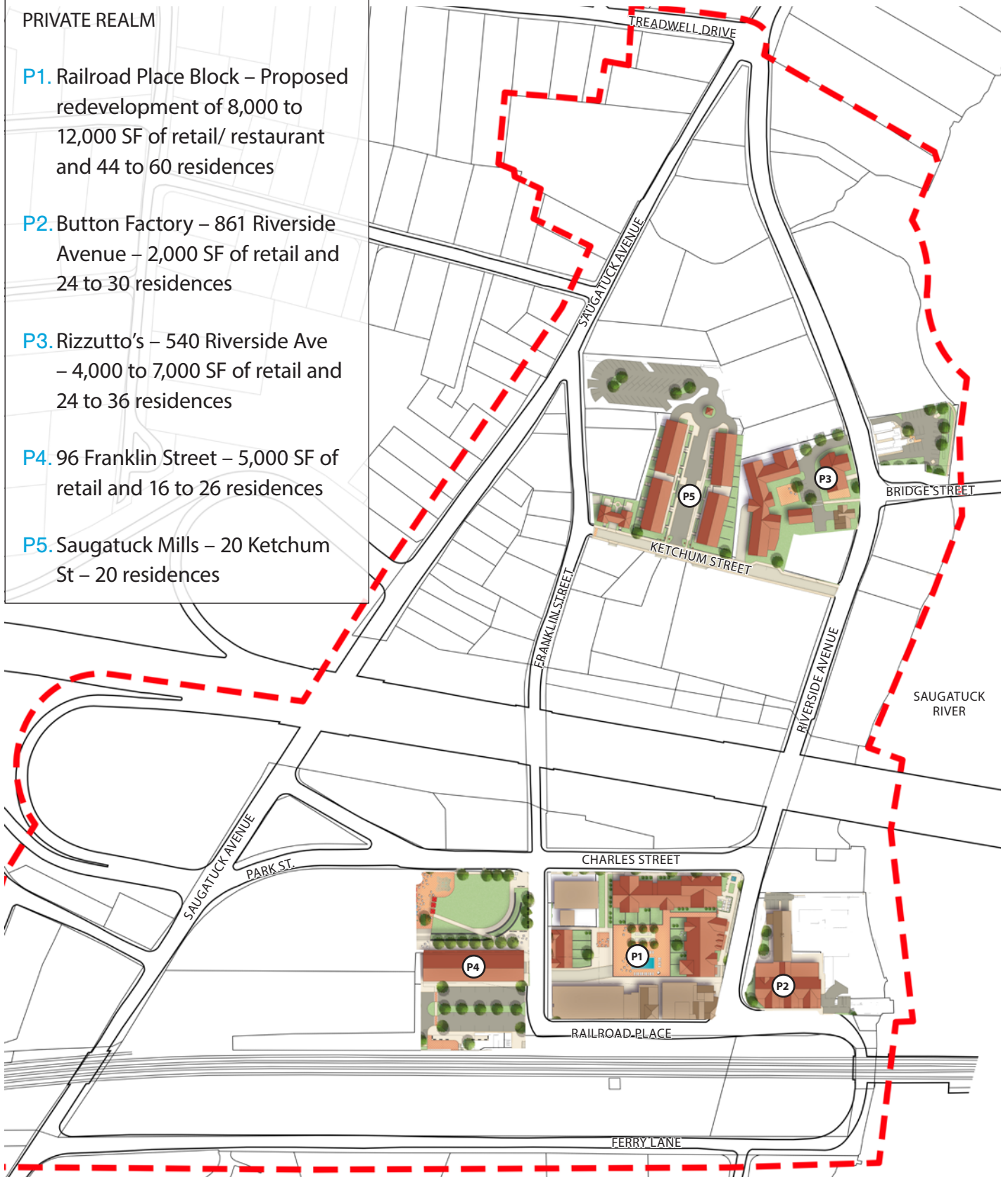
C - CIVIC AREA & WATERFRONT

- C1 - LUCIANO PARK
- C2 - FERRY LANE LANDING
- C3 - FIREHOUSE / RIVER ACCESS
- C4 - I-95 / BLACK DUCK RIVER ACCESS



DEVELOPMENT OPPORTUNITIES - PRIVATE REALM

- P1.** Railroad Place Block – Proposed redevelopment of 8,000 to 12,000 SF of retail/ restaurant and 44 to 60 residences
- P2.** Button Factory – 861 Riverside Avenue – 2,000 SF of retail and 24 to 30 residences
- P3.** Rizzutto’s – 540 Riverside Ave – 4,000 to 7,000 SF of retail and 24 to 36 residences
- P4.** 96 Franklin Street – 5,000 SF of retail and 16 to 26 residences
- P5.** Saugatuck Mills – 20 Ketchum St – 20 residences



PRIVATE SECTOR OPPORTUNITIES

Private Sector Opportunities within the plan are limited to five parcels throughout the study area. The parcels proposed for development or redevelopment are:

- P1. Railroad Place Block (Girden Property)
- P2. Button Factory
- P3. Rizzuto's – 540 Riverside Avenue
- P4. 96 Franklin Street
- P5. Saugatuck Mills

The total development envisioned for the study area is approximately 24,000 - 33,000 SF of retail and 128-172 residences over a 12 year phase-in period.

TRAFFIC & TRANSPORTATION

Traffic and Transportation Improvements for Saugatuck, while not the specific focus of this study, are critical elements for the transformation of the district back into a pedestrian friendly village. Initiatives to improve traffic in Saugatuck are based on:

1. Specific, Targeted Traffic Improvements
2. Transportation Demand Management

Specific, Targeted Traffic Improvements: The TOD plan recommends a series of intersection and circulation enhancements outlined in the Public Realm Improvements section of this plan. These traffic improvements will improve the flow of traffic throughout the district, promote economic development of the district, enhance pedestrian safety and improve access to the train station. However, they do not provide a "magic bullet" solution to macro traffic concerns. These recommendations will provide some localized enhancements and mitigate the minor traffic generated by development. These enhancements are focused on:

- Station Area North
- Intersection of Riverside Ave. & Charles St.
- Intersection of Riverside Ave. & Bridge St.
- Intersection of Saugatuck Ave., Riverside Ave., & Treadwell Ave.
- Intersections at Saugatuck Ave. and I-95 NB and SB Ramps
- Intersection of Saugatuck Ave. and Ferry Lane

Transportation Demand Management (TDM): The change in Saugatuck's transportation approach is



needed to balance the vehicular priorities with the environmental and safety needs of the neighborhood. TDM involves implementation of policies and procedures that shift behavior away from the single use automobile. These include investigation of parking fees, enhancing multi-modal connectivity (and ease of connectivity) as well as regulatory changes in the zoning that currently exacerbate the reliance on automobile use.

PARKING ANALYSIS

For the TOD Plan, the following charts illustrate the proposed changes to the parking program in Saugatuck. To simplify the analysis, all station area permit parking is included in the chart, with only daily and business supportive spaces south of I-95 included in the breakdown.

The parking solution shown here results a substantial increase in the number of commuter permit parking

spaces (73 spaces), but also shows a net decrease in the number of Daily and more importantly Business Supportive or Hourly parking spaces. These spaces are sacrificed to create a more pedestrian friendly and attractive public realm, with permit spaces increased in Lot 3, away from Village shops and restaurants. A further study on the final classification and redistribution of spaces should be initiated to more evenly address the overall 52 space net increase in parking that this solution provides.

IMPLEMENTATION

Given the zoning regulations within Saugatuck, the Westport Planning & Zoning Commission has the crucial role in the implementation of much of the vision of the plan. Indeed, the primary enabling framework for this plan will be a recommendation that a comprehensive re-write of the zoning regulations within Saugatuck be performed. This includes not only an expansion of the GBD-S zoning district to include parcels mainly south of

EXISTING SAUGATUCK TRANSIT AND BUSINESS SUPPORTIVE PARKING (SOUTH)						
LOT DESIGNATION	PERMIT PARKING	LEASED PARKING	DAILY PARKING	HOURLY / BUSINESS SUPPORTIVE	TOTAL	NOTES
LOT 1	305				305	
LOT 2	163		29	22	214	
LOT 3	448	22			470	Includes 3 Motorcycle Spaces
LOT 4			113		113	
LOT 5	59				59	
LOT 6	12				12	
LOT 7	71				71	
LOT 8			155		155	
LOT 8 (DOT CT LOT)			51		51	
RAILROAD PLACE				54	54	
RIVERSIDE AVENUE				25	25	Includes 18 private property spaces on east side of Riverside
CHARLES STREET				8	8	
TOTAL	1058	22	348	109	1537	

I-95, but also a rather significant re-write of the GBD-5 regulations themselves.

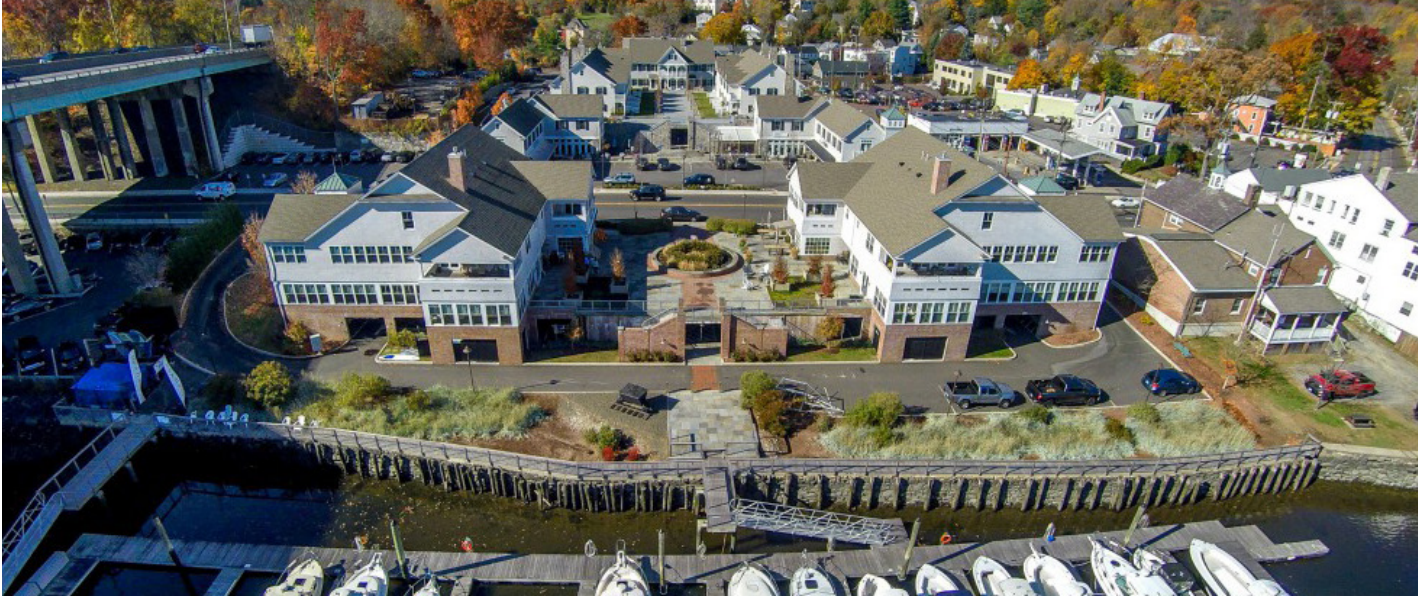
Within the Saugatuck study area, our recommendation is to establish a Village District Overlay. This overlay district is intended to protect the historic fabric of Saugatuck. While it is not difficult to understand the origins of many of the present zoning regulations in Saugatuck, the present regulations are not the most effective way to avoid the types of undesirable buildings and developments that were constructed in Saugatuck, indeed elsewhere in Westport, during the latter half of the twentieth century. Rather, more sophisticated, form-based zoning regulations can be applied to Westport's regulations to protect the beloved character and scale of the Village and provide a predictable framework for private investment. These form based standards are fully described in the Implementation chapter.

We also recommend implementation of the historic district as outlined in the Public Archaeology Laboratory

report (2017) to protect the character of existing structures while promoting the availability of historic rehabilitation tax credits. This will assist property owners as they seek to underwrite a portion of the costs associated with adaptive reuse and preservation of key architectural elements so important to the essential character of Saugatuck.

Finally, the relatively low intensity of most of the development proposed within this TOD Plan does not support extractions from developers to justify a meaningful contribution to the construction of the proposed public realm improvements. The financial returns on all proposed development within this document are marginal at best, and could most likely only be executed through existing ownership entities serving as developer. In short, likely land values cannot support the development yields proposed within this document, even with the revised zoning regulations proposed.

PRIMARY TOD LANDSCAPE PLAN PARKING SCENARIO WITH LOT 3 IMPROVEMENTS						
LOT DESIGNATION	PERMIT PARKING	LEASED PARKING	DAILY PARKING	HOURLY / BUSINESS SUPPORTIVE	TOTAL	NOTES
LOT 1	281				281	
LOT 2	142				142	
LOT 3	553	22			575	2 Level Parking Deck and other improvements as shown.
LOT 4			113		113	
LOT 5	59				59	
LOT 6	12				12	
LOT 7	71				71	
LOT 8			155		155	
LOT 8 (DOT CT LOT)			51		51	
RAILROAD PLACE				33	33	
RIVERSIDE AVENUE				32	32	Includes 18 private property spaces on east side of Riverside.
CHARLES STREET				38	38	
FRANKLIN STREET	13				27	Space Construction Underway - Distribution in need of confirmation
TOTAL	1131	22	333	103	1589	
NET CHANGE	73		-15	-6	52	



Therefore, short of additional state grants to support streetscape improvements, the consultant team proposed the creation of a Tax Increment Financing (TIF) district to support the public realm improvements proposed within this document.

CONCLUSION

If the political will to re-evaluate the existing zoning regulations within Saugatuck can be secured, as well as recognition that a change in the parking policy in and around the station is warranted, the establishment of a 21st Century Transit Oriented Village at a scale conducive and consistent with the history of Saugatuck can be realized. Presently, the zeal to squeeze as many commuter parking spaces into the district, while discouraging and preventing the kind of mixed-use smart growth development usually associated with transit infrastructure, has certainly exacerbated the decline of the public realm in Saugatuck. There is a clear desire for a reversal of this decline, and the reestablishment of a true pedestrian friendly village environment. Today, this characteristic does not seem present within the confines of the study area, especially south of I-95. Current conditions are unsafe, congested, and not sustainable. While there are no magic bullets to

alleviate the traffic congestion in Saugatuck, the over-emphasis on parking as the primary land use within the district has only made conditions deteriorate.

Through the implementation of a series of transportation improvements and transportation demand management strategies outlined in this report, we believe this district can realize Saugatuck's potential as a transit-oriented village offering a full array of multi-modal transit alternatives while integrating the recommended development program and successfully mitigating the potential impact. Through the coordinated implementation of traffic enhancements, transportation demand management strategies, parking reconfiguration, historic preservation standards, form-based code standards, streetscape design recommendations and Tax Increment Financing (TIF) policies, Westport can realize its goals for Saugatuck.

PHASING MATRIX

The following matrix outlines the recommendations of this Transit Oriented Design Master Plan for Saugatuck and the recommended phasing and page location of these recommendations in this report. The recommended phasing is as follows:

- **Early Phase** - Years 1 to 3 - This early phase prioritizes traffic studies, mitigating existing traffic issues, improvements closest to the station and gateway areas of high visibility
- **Mid Phase** - Years 4 to 7 - This mid phase prioritizes streetscape improvements along Riverside Avenue near Bridge Street, Charles Street, Park Street and Ferry Lane.

- **Late Phase** - Years 8 to 12 - This late phase recognizes that there are areas either will require significant planning to precede these improvements or the improvements are further away from the train station and of lower visibility.

For a more detailed matrix, please refer to pages 138-139 in the Implementation Chapter of this report.

#	Action Item	Timing	Page
Public Realm Improvements			
G1	North Gateway At Treadwell Ave.	Early	73
G2	East Gateway At Bridge St.	Early	74
S1C	Riverside Ave. South Streetscape	Early	79
S3B	Franklin St. Central Streetscape	Early	78
S3C	Franklin St. South Streetscape	Early	80
SA1	Station Square Transit & Streetscape	Early	80
SA2	Railroad Place Streetscape	Early	79
SA3	Landscaped Roundabout At Riverside Ave.	Early	79
G3	West Gateway At Stroffolino Park	Mid	75
S1B	Riverside Ave. Central Streetscape	Mid	76
S4	Charles Street/Park Street Streetscape	Mid	79
SA4A	Ferry Lane Parking & Streetscape	Mid	81
SA4B	Ferry Lane Garage	Mid	81
S1A	Riverside Ave. North Streetscape	Late	76
S2A	Saugatuck Ave. North Streetscape	Late	78
S2B	Saugatuck Ave. Central Streetscape	Late	78
G4	Saugatuck Ave. South Streetscape	Late	75
S3A	Franklin St. North Streetscape	Late	78
C1	Luciano Park Improvements	Late	82
C2	Ferry Lane Landing Plaza & Walkway	Late	82
C3	Fire Station River Access Improvements	Late	83
C4	I95 / Black Duck River Access	Late	83

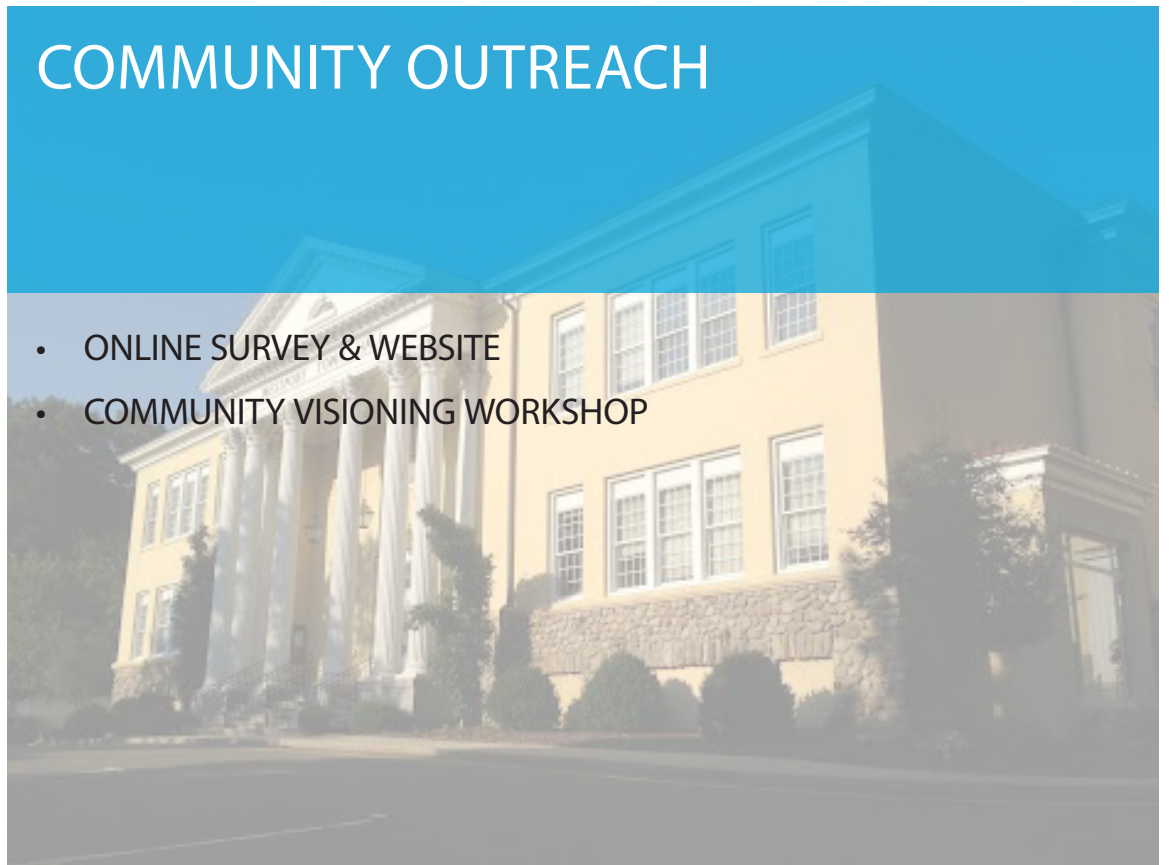
#	Action Item	Timing	Page
Transportation Improvements			
T1	Traffic Study of Proposed Public Realm Improvements & Traffic Control Improvements	Early	122
T2	Implement Transportation Demand Management Policies	Early	122
T3	Transit & Business Parking Management Plan	Early	124
A	Station Area North - Reconfigure Railroad Place circulation and drop-off	Early	96
B	Riverside Ave. & Charles St. - Crosswalk enhancements, Lane improvements, and Signal timing optimization	Early	98
C	Riverside Ave. & Bridge St. - New traffic signal and Crosswalk enhancements	Early	98
D	Saugatuck Ave. & Riverside Ave. & Treadwell Ave - Signal timing optimization, Lane improvements, Crosswalk enhancement, and Potential Roundabout	Early	99
E	Saugatuck Ave. & I-95 SB Ramps - Signal timing optimization and Crosswalk enhancement	Late	100
F	Saugatuck Ave. & I-95 NB Ramps - Signal timing optimization and Crosswalk enhancement	Late	100
G	Saugatuck Ave. & Ferry Lane - Signal timing optimization and Crosswalk enhancement	Late	100
Historic Preservation Recommendations			
H1	Historic District Designation	Early	136
Funding Strategies			
F1	Public Grant Sources	Early	124
F2	Tax Increment Financing	Early	125
F3	Land Development Incentives	Early	125
F4	Municipal Funding	Early	126
Recommended Zoning Changes			
Z1	Public Realm Improvements Plan	Early	121
Z2	Expand & Modify GBD-S District	Early	131
Z3	Village Overlay District	Early	132
Z4	Modify Parking Standards to reflect TOD location	Early	133
Z5	Form Based Design Standards	Early	133

IMPROVEMENTS TYPE KEY:

- **G - Gateway** Signage & Landscaping Enhancements
- **S - Streets** - Streetscape, Crosswalks and On-Street Parking Improvements
- **SA - Station Area** - Streetscape, Crosswalks, Parking Lot Enhancements and Multi-modal Transit Enhancements
- **C - Civic & Waterfront** - Civic Spaces and Waterfront Trail Enhancements
- **T - Transportation**
- **F - Funding Strategies**
- **Z - Zoning** - Recommended zoning changes

COMMUNITY OUTREACH

- ONLINE SURVEY & WEBSITE
- COMMUNITY VISIONING WORKSHOP



The community outreach process helped build a solid foundation of understanding the issues and opportunities for how to make Saugatuck a more walkable, livable and transit-oriented neighborhood. The engagement process included eight listening sessions, monthly steering committee meetings, an online community survey and a project website. Through this process we have engaged over 1500 individuals to create a deeper understanding of Westport resident and business views on Saugatuck.

ONLINE SURVEY & WEBSITE

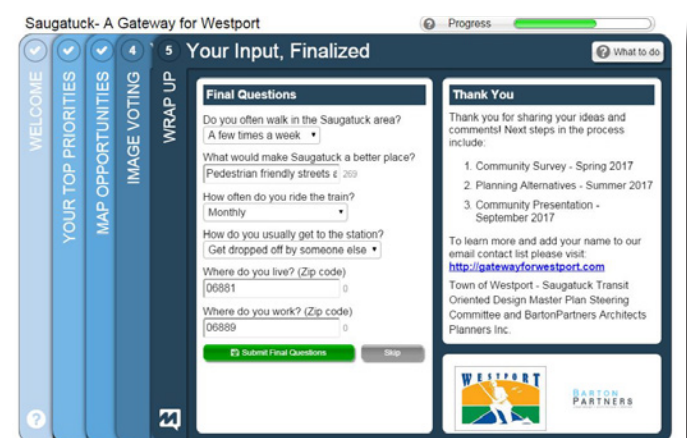
The Saugatuck – Gateway for Westport website was launched in April of 2017 offering the Westport community information about the Saugatuck Transit-Oriented Design Master Plan project, its goals, events and opportunities for community engagement.

The web site, www.GatewayForWestport.com, offered design principles, presentation & reports, project area maps, and a link to the community survey.

The community survey sought input in the following topics:

- A hierarchy of community priorities for Saugatuck
- A map to capture neighborhood observations
- A visual preference Survey to determine community character preferences
- A series of demographic and walkability questions

During the survey period from April 17th to June 15th, 1374 individuals participated in this survey of which 83% live in Westport and 31% work in Westport.

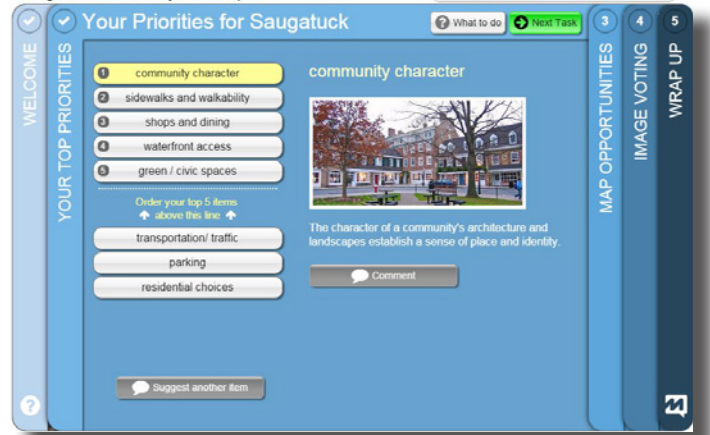


TOP PRIORITIES

Survey results revealed the top three priorities for Saugatuck to be:

- Sidewalks & Walkability
- Neighborhood Character
- Transit, Traffic & Parking

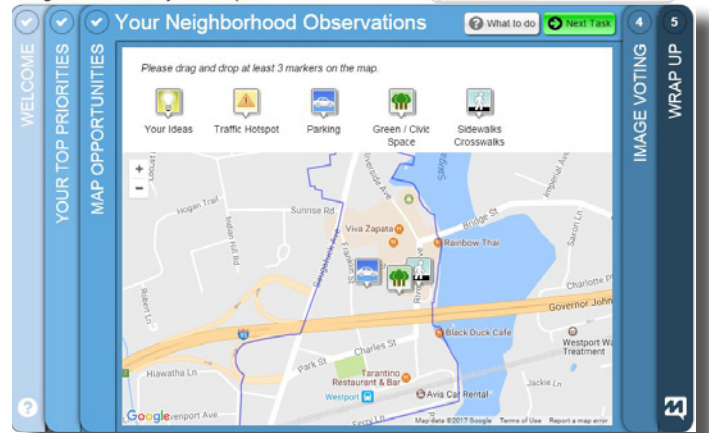
Of those, sidewalks and walkability, though not ranked highest, was the most frequently suggested topic with 899 individuals choosing this topic within their top 5 priorities. The results of this portion of the survey are presented below, including their average rank on the left and the number of times ranked within the top 5 on the right.



Average Rank	Priorities	Times Ranked
2.87	Sidewalks / Walkability	899
2.73	Neighborhood Character	849
2.62	Transit / Traffic / Parking	803
2.96	Shops and Dining	811
2.96	Waterfront Access	743
3.29	Green / Civic Spaces	628
3.33	Residential Choices	234
3.72	Arts & Entertainment	407

MAP OPPORTUNITIES

One of the more interactive components on the MetroQuest survey was a mapping section where participants were asked to identify specific issues on a map of the neighborhood. Respondents were queried about parking (quantity and convenience), sidewalk and crosswalks, civic and green spaces, and traffic hot spots. Finally, survey participants were given a map to outline their own ideas regarding the neighborhood. Results are summarized below.



MAP OPPORTUNITIES - TRAFFIC HOT SPOTS



Notable conclusions from this portion of the survey are that major intersections within Saugatuck are challenged, especially during AM/PM rush hour. These include:

1. Treadwell / Saugatuck / Riverside Intersection
2. Sunrise Rd / Saugatuck Ave Intersection
3. Riverside Ave / Bridge St Intersection
4. Charles St / Franklin St Intersection
5. I-95 Off-Ramp / Saugatuck Ave / Park St Intersection
6. Railroad Place / Riverside Ave Intersection
7. Saugatuck Ave / Ferry Lane Intersection

Traffic congestion is an issue during rush hours and train arrivals. Pedestrian safety at major intersections needs improvement such as crosswalks, lighting and signalization adjustments. Modern traffic and pedestrian signal equipment is needed to mitigate traffic congestion and provide a safe pedestrian environment.

MAP OPPORTUNITIES: SIDEWALK/CROSSWALK



Many respondents expressed their desire to create a more walkable village environment offering bike lanes, more crosswalks, pedestrian signals, pedestrian oriented lighting and riverside walkways. Priority areas for improvements include:

1. Riverside Ave
2. Saugatuck Ave Commuter Lot
3. Saugatuck Ave Tunnel under the railroad tracks

MAP OPPORTUNITIES: PARKING



Of the 235 participants who commented about parking, 18 mentioned structure parking as a solution for Saugatuck, while 6 thought it was inappropriate. Frequent comments address the lack of parking for retail use and commuters. Many requested additional flexible parking that could be available for retail, weekend train riders and other uses without the need for a permit. The three areas of greatest concern for parking are:

1. Bridge Street/ Riverside Ave Area
2. Charles Street/Riverside Ave Area
3. Commuter Lots

MAP OPPORTUNITIES: CIVIC & GREEN SPACE

MAP OPPORTUNITIES: YOUR IDEAS



Survey participants sought enhanced civic space and green spaces at Luciano Park, a trail and waterfront access along the Saugatuck River and additional public outdoor space along the river. Many also requested additional street trees throughout Saugatuck as well as in the commuter parking lots. The four areas of greatest concern for parking are:

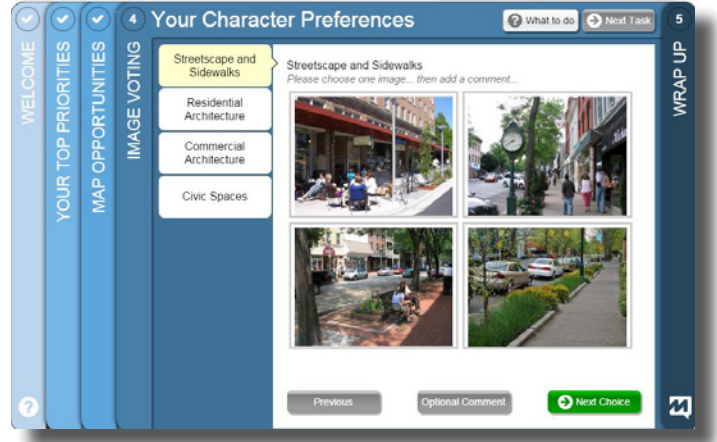
We heard numerous new ideas for how to improve Saugatuck including maintaining the character of the Cribari Bridge, new restaurants and retail uses, rehabilitation of historic buildings and retaining the historic character of Saugatuck. The areas where respondents wanted to see these ideas implemented include:

1. Riverside Ave - North of I-95
2. Charles Street/Riverside Ave
3. Riverside Ave - South of I-95
4. Luciano Park

1. Cribari Bridge
2. Franklin Street Neighborhood
3. Waterfront
4. Luciano Park Area
5. Charles St / Railroad Place

COMMUNITY CHARACTER PREFERENCES

The visual preference survey of residential architecture, commercial architecture, civic space, and sidewalks & streetscapes, was developed to test community design preferences for Saugatuck. We learned that survey participants want more vibrant civic spaces that encourage walking, community events and a mix of architecture that are typically 2 and 3 stories with the occasional building of 3 ½ stories. The results of this portion of the survey are presented below and on the following page.



Residential Architecture

This image indicates a preference for clapboard and brick buildings, steeply pitched roofs, storefronts on the ground floor and a highly landscaped street experience offering street trees, pedestrian lighting and sidewalks.



Commercial Architecture

This image indicates a preference for mixed use buildings, each with its own identity, frequent changes of material (brick, clapboard), small storefronts, traditional architecture and 2-1/2 to 3-1/2 story buildings.



Civic Spaces

The image above indicates a preference for a brick plaza surrounded by storefronts, outdoor dining, pedestrian lighting and street trees. The images below were also favored by the survey participants.



This image indicates a preference for a community gathering place offering both a central green space suitable community events, strolling and a strong sense of architectural enclosure provided by multi-story buildings with active ground floor uses.



This image indicates a preference for a central green space surrounded by benches, sidewalks, an active street and storefronts with multi-story buildings providing enclosure.



Streetscapes & Sidewalks

The image above indicates a preference for brick sidewalks, frequent benches, planting areas and a regular rhythm of street trees. The image below was also favored by the survey participants.



This image indicates a preference for storefronts offering active ground floor uses including cafes and sitting areas, and landscaping along the street edge.

COMMUNITY VISIONING WORKSHOP

The Community Visioning Workshop was held on June 12th, 2017 at the Westport Town Hall. Approximately 130 people attended this Open House and of those, 110 people signed in at the Welcome Station.

The Open House offered 8 stations including discussions related to:

- Community Character & Preservation
- Development Choices
- Public Realm
- Parking
- Traffic
- Transportation Alternatives

WHAT WE LEARNED

The Westport community is passionate about Saugatuck. We heard a wide range of ideas related to protecting its character, reducing traffic congestion, improving the public realm, enhancing the safety and connectivity of the pedestrian environment, creation of more civic spaces and increasing parking choices.

HISTORIC RESOURCES: Saugatuck's historic buildings, bridge and waterfront character are valued by the community and efforts should be made to protect and integrate these historic assets into the planning framework.



COMMUNITY CHARACTER: Saugatuck is a treasured place within Westport and there is strong support for preserving and enhancing its unique qualities as a riverside New England hamlet and protect against the negative influence of national retailers by establishing architectural and landscape design standards.

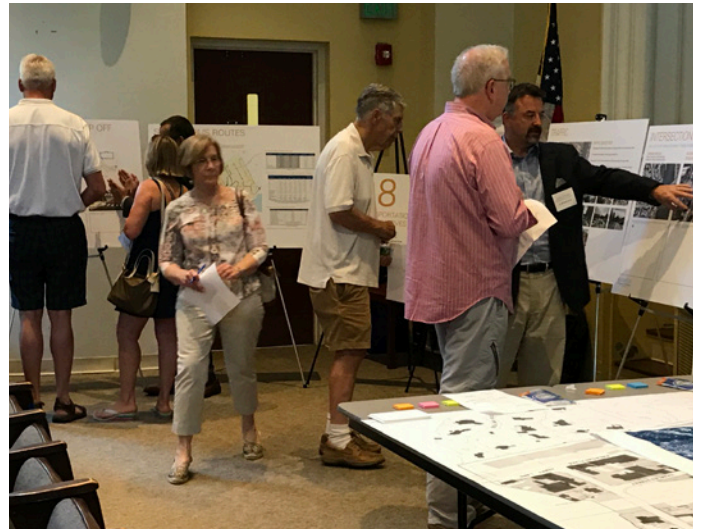
SCALE: The community prefers the general scale of buildings in Saugatuck to remain at two to three stories. Most people in Westport do not want high density development similar to Norwalk or Stamford.

GATEWAY: Saugatuck is generally understood to be an important gateway for Westport and the community supports efforts to enhance its landscaping, signage, green spaces and general appearance.

PEDESTRIANS: There are many locations in Saugatuck where pedestrians do not feel safe due to the high volume of cars and poor quality of sidewalks and crosswalks.

TRAFFIC: There is a general consensus that traffic congestion within and leading to Saugatuck is one of the most significant problems, especially cut through traffic during periods of high congestion on the highway.

TRANSIT: Westport values its train station and the access it provides to NYC and the region. However, there is general frustration about frequency and quality of train service in recent years. We heard the concern that until the quality of the transit center and bus stop shelter environment improves, many commuters are likely to avoid use of the bus system.



TRANSPORTATION ALTERNATIVES: Westport seeks enhancements to bikeways, pedestrian walkways and bus service to better integrate the Train Station into the Saugatuck neighborhood and Town. In addition, the community desires better facilities for drop-off, pick-up, bicycles, bus stops, taxis, jitneys and other forms of transportation.

PARKING: Westport residents are divided on whether current commuter parking lots should be enhanced with streetscape, landscaping and lighting only or new mixed-use buildings and/or structured parking alternatives are appropriate. (Unfortunately some event participants removed the dots of other participants who favored liner buildings, underground parking and parking decks and some participants place four to twelve dots on their preferred option undermining the integrity of the results.)

PARKING RATES: Many were surprised to learn that commuter parking permit rates in Saugatuck are lower than other nearby commuter lots. This has the effect of drawing more commuters from areas far away from Westport and diminishing the opportunities for Westport residents to gain access to the highly sought-after parking permits.