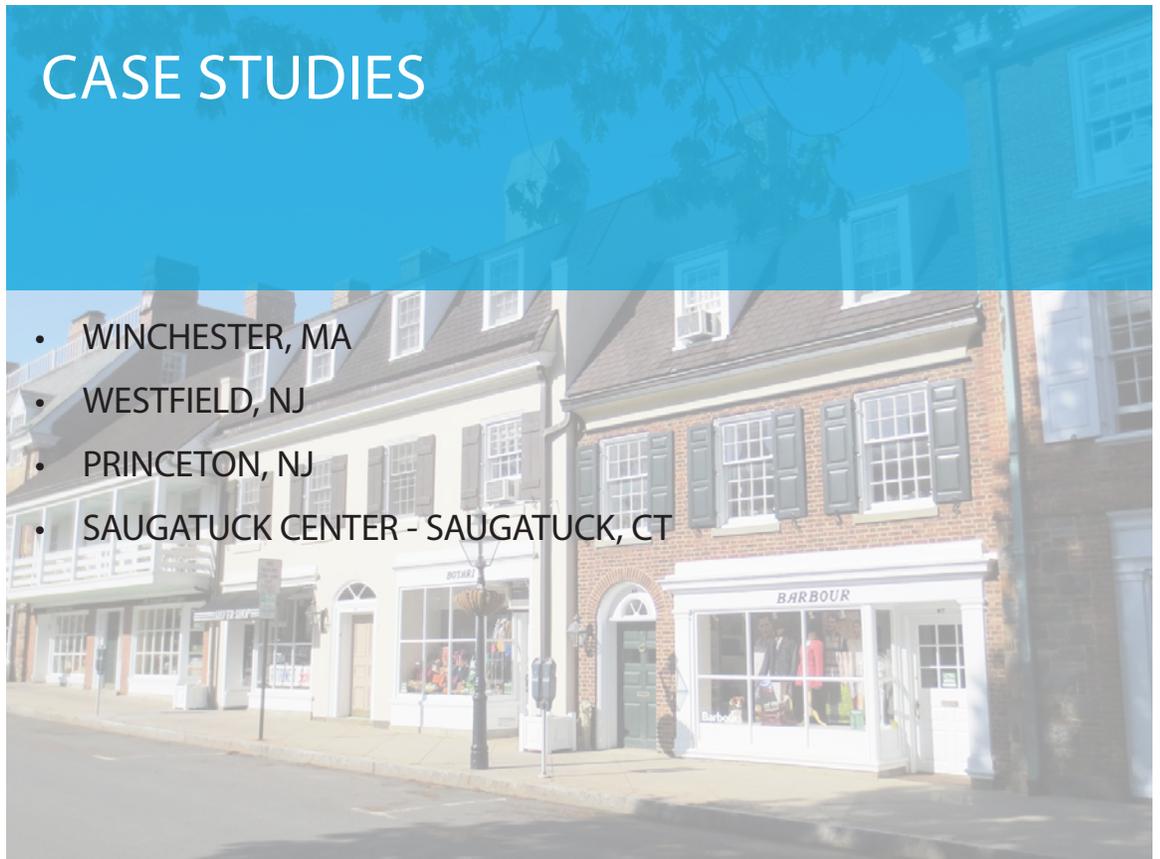


## CASE STUDIES

- WINCHESTER, MA
- WESTFIELD, NJ
- PRINCETON, NJ
- SAUGATUCK CENTER - SAUGATUCK, CT





## APPLYING BEST PRACTICES TO SAUGATUCK

The following case studies each offer valuable insights and best practices for the Town of Westport to study and apply to the challenges facing Saugatuck. These case studies each offer some or all of the best practices for transit-oriented village places:

- A mixed-use district offering dining, shopping and living choices
- A connected network of streets & sidewalks
- A central green framed by buildings and active uses
- A transit-oriented place that offers multiple modes of access to the station and multiple parking options upon arrival at the station
- Buildings along streets that conceal parking lots and parking structures from view
- Multi-story buildings with pitched roofs that create a sense of enclosure and offer active building frontages and storefronts facing sidewalks
- A business improvement district that supports downtown commerce



## WINCHESTER, MA

Winchester Center is a passenger rail station on the MBTA Commuter Rail Lowell Line, located on a viaduct in the downtown area of Winchester, Massachusetts. It is served by the Lowell Line and the Haverhill Line trains with service to Boston. The train station is in the heart of Winchester with access to this downtown business district. The station is served by 239 parking spaces that all require a town parking permit. This train station is currently undergoing a planning process that will result in a renovated station and accessible high-level platforms.

This station is relevant to Saugatuck for its compact walkable district surrounding the station and the high quality of the streets, sidewalks, crosswalks and surrounding architecture. Like Saugatuck, Winchester station and the downtown are surrounded by water on two sides with Wedge Pond to the west and Mill Pond to the east of the station. Winchester offers a town green adjacent to the station that provides a classic New England green spaces for community events.

Winchester offers the following best practices that can be applied to Saugatuck:

- mixed-use district
- connected network of streets & sidewalks
- central green framed by buildings and active uses
- transit-oriented place
- buildings along streets that conceal parking lots and parking structures from view
- active building frontages and storefronts facing sidewalks



## WESTFIELD, NJ

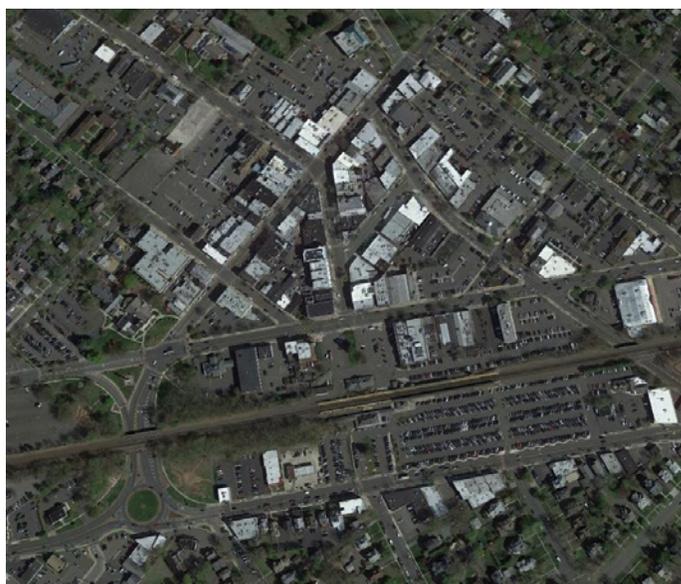
The Westfield train station in the Town of Westfield is a classic downtown, which offers commuter rail service to New York City along the Raritan Valley Line of NJ Transit. At the station, there are 620 commuter parking spaces, with additional parking options for metered parking, retail parking, and residential parking in the downtown.

The Downtown Westfield Corporation runs the Special Improvement District that was created to promote commerce, economic development, parking management and events. This organization is a designated Main Street community with paid professionals to support the businesses and provide digital marketing and social media support to the district.

Westfield offers a hotel, retail boutiques, a gourmet grocery, and many arts-related venues and businesses. Its connected network of streets and sidewalks offers great opportunities for walking and access to the train station. Saugatuck could borrow certain ideas from Westfield to improve the way in which Saugatuck plans and coordinates its Village District, train, retailers, and public realm improvements to create a successful destination.

Westfield offers the following best practices that can be applied to Saugatuck:

- mixed-use district
- connected network of streets & sidewalks
- central green framed by buildings and active uses
- transit-oriented place
- buildings along streets that conceal parking lots and parking structures from view
- active building frontages and storefronts facing sidewalks
- business improvement district

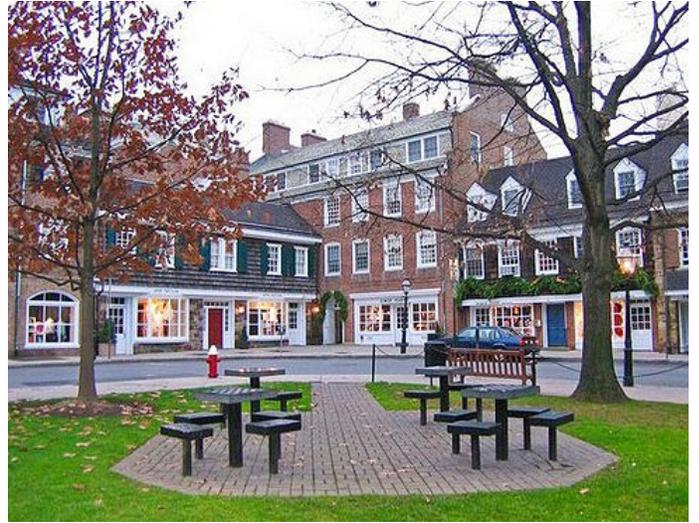


## PRINCETON, NJ

Princeton offers three remarkable places that are relevant to Saugatuck. The Nassau Street, Palmer Square area and Princeton Public Library area offer a mix of retail, office, residential, hotel and cinema experiences that are centered around three civic spaces. The three civic spaces are Palmer Square, Hinds Plaza (at the library) and the central green at Princeton University. These spaces integrate complete streets offering sidewalks, storefronts, street trees and crosswalks with many complementary pedestrian oriented uses. The images of mixed use buildings at Palmer Square shown to the right are immediately adjacent to (and shielding view from) a two level parking structure that supports the retail businesses, office and residences.

Princeton offers the following best practices that can be applied to Saugatuck:

- mixed-use district
- connected network of streets & sidewalks
- central green framed by buildings and active uses
- transit-oriented place
- active building frontages and storefronts facing sidewalks



## SAUGATUCK CENTER - SAUGATUCK, CT

The Saugatuck Center mixed-use development that was completed in 2013 highlights many of the design principles in this TOD Plan for Saugatuck. Saugatuck Center is the first development to be built according to the General Business – Saugatuck zoning that was adopted to promote development that respects the character of this village. This mixed-use development embraces many of the urban design and architectural principles currently recommended in this plan.

Saugatuck Center offers the following best practices that can be applied to Saugatuck as a whole:

- mixed-use district
- connected network of streets & sidewalks
- central green framed by buildings and active uses
- buildings along streets that conceal parking lots and parking structures from view
- active building frontages and storefronts facing sidewalks





# TECHNICAL ANALYSIS

- PRIOR PLANNING STUDIES AND TRANSPORTATION DOCUMENTS
- ENVIRONMENTAL SCREENINGS
- HISTORIC RESOURCES
- CRIBARI BRIDGE
- URBAN DESIGN
- ZONING
- MARKET ANALYSIS



The BartonPartners Team performed a comprehensive Technical Analysis including reviewing prior planning studies affecting the Saugatuck neighborhood, and generating new information on specific elements within the confines of the Study Area. This included performing environmental screenings, updating the Historic Resources Inventory (HRI), conducting a physical urban design analysis, reviewing existing zoning regulations, conducting a full market/economic study, and completing a preliminary transportation analysis (but not a full traffic study) where applicable, as illustrated in potential redevelopment scenarios for both the public and private realms presented later in the TOD Plan.

## PRIOR PLANNING STUDIES AND TRANSPORTATION DOCUMENTS

The BartonPartners Team reviewed the relevant plans and studies outlined in the Scope of Work for purposes of familiarizing the Team with existing data and to coordinate the TOD Plan recommendations with past study efforts. The TOD Plan incorporates certain themes, concepts and strategies represented in these prior plans and studies and introduces new ideas

and strategies that have not been expressed in prior efforts. Consistency between these past studies are highlighted later in the TOD Plan alongside the Plan's recommendations. These prior studies include:

- 2007 Westport Plan of Conservation and Development (Planimetrics, LLC)
- Westport Rail Stations Parking Study
- (South Western Regional Planning Agency aka SWRPA and The RBA Group of Connecticut, LLC – 2013)
- 2015 Downtown Westport Master Plan (The RBA Group of Connecticut, LLC)
- Westport Bus Operations Needs Study (AECOM and Fitzgerald & Halliday – 2015)
- South Western Region Long Range Transportation Plan 2015 – 2040
- Saugatuck River Swing Bridge Study (Historic District Commission Subcommittee – 2016)
- Rehabilitation Study Report – Bridge No. 01349 (Close, Jensen & Miller, P.C. – 2016)
- Westport Rail Stations Parking Study – Recommendations (Western Connecticut Council of Governments f/n/a SWRPA and NV5 Connecticut f/n/a RBA Group– 2016)



- Westport Transit District Survey (Beresford Research – 2016)
- 2017 Westport Plan of Conservation and Development (Planimetrics, LLC)

## Westport Rail Stations Parking Study

Existing Conditions Report Analysis Recommendations

Analysis Report  
February 2016



prepared by  
The RBA Group  
prepared for  
Western CT Council of Governments



## UPDATES AND NEW INFORMATION

BartonPartners and their consultants Langan Engineers, 4Ward Planning, and Public Archeology Laboratory (PAL) completed the following to establish a foundation from which the TOD Plan and recommendations are generated: Environmental Screenings, Historic Resources Update, Zoning Assessment, Market/Economic Assessment, and Transportation Analysis. Full documentation is provided as appendices to this report.

## SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS BASED UPON UPDATES AND NEW INFORMATION

### ENVIRONMENT

- There are topographic constraints impeding walkability, public views, and streets.
- Land located in the Study Area is located within the 100-year floodplain.
- Older buildings are non-compliant to FEMA regulations and are at risk.
- The TOD Plan should recommend flood proofing and other mitigation measures to reduce risk as part of any redevelopment of non-FEMA compliant properties .
- The Study Area is wholly within the Coastal Area Management (CAM) boundary.
- The TOD Plan should recommend incorporating public access to the water as part of any site redevelopment consistent with CAM policies.
- The TOD Plan should recommend water dependent businesses consistent with CAM policies.
- Further investigation is recommended of mapped State and Federally Listed Species and Significant Natural Communities as transportation and development plans proceed.

<b>HISTORIC RESOURCES</b>	
	<ul style="list-style-type: none"> <li>The Westport-Saugatuck Railroad Station (comprising two buildings), is eligible for listing on the State and National Registers and/or as local historic districts.</li> </ul>
	<ul style="list-style-type: none"> <li>The Railroad Place-Riverside Avenue area is eligible for listing on the State and National Registers and/or as local historic districts.</li> </ul>
	<ul style="list-style-type: none"> <li>The Saugatuck Avenue-Franklin Street-Riverside Avenue area is eligible for listing on the State and National Registers and/or as local historic districts.</li> </ul>
	<ul style="list-style-type: none"> <li>Franklin Street between Interstate 95 and Saugatuck Avenue is eligible for listing on the State and National Registers and/or as local historic districts.</li> </ul>
	<ul style="list-style-type: none"> <li>Fully updating the HRI documentation for a list of enumerated properties is recommended.</li> </ul>
	<ul style="list-style-type: none"> <li>The Cribari Bridge listed on the National Register of Historic Places should remain in place.</li> </ul>

<b>URBAN DESIGN</b>	
<b>PUBLIC LAND</b>	<ul style="list-style-type: none"> <li>The majority of the land surrounding the Westport Train Station is owned by the State of Connecticut or the Town of Westport.</li> </ul>
	<ul style="list-style-type: none"> <li>The TOD Plan should form the basis of a collaborative effort between the Town and State to optimize use of this land to support Saugatuck and its transit and street infrastructure.</li> </ul>
<b>PUBLIC &amp; PRIVATE PARKING</b>	<ul style="list-style-type: none"> <li>Much of the historic fabric of Saugatuck of buildings, landscaping and green spaces that once existed in Saugatuck has now been relegated to the automobile.</li> </ul>
	<ul style="list-style-type: none"> <li>The TOD plan should recommend parking areas be placed at the center of blocks rather than being allowed to extend to the street.</li> </ul>
<b>SIDEWALKS &amp; CROSSWALKS</b>	<ul style="list-style-type: none"> <li>The existing network of sidewalks has a number of gaps and places of discontinuity.</li> </ul>
	<ul style="list-style-type: none"> <li>Many intersections do not offer crosswalks critical to pedestrian safety.</li> </ul>
	<ul style="list-style-type: none"> <li>The TOD plan should recommend sidewalk improvements to enhance pedestrian safety.</li> </ul>
<b>GREEN SPACE &amp; STREET TREES</b>	<ul style="list-style-type: none"> <li>The existing pattern of green spaces and street trees are primarily located on the northern portion of Saugatuck.</li> </ul>
	<ul style="list-style-type: none"> <li>The TOD plan should include more street trees along Riverside Ave., Railroad Place and Ferry Lane.</li> </ul>
	<ul style="list-style-type: none"> <li>The Saugatuck Center plaza is an example of a green space that connects Saugatuck to its riverfront.</li> </ul>
	<ul style="list-style-type: none"> <li>The TOD Plan should recommend providing green space as part of any site redevelopment.</li> </ul>

## ZONING

- Many properties within the Study Area were developed prior to the adoption of zoning and are pre-existing non-conforming and therefore dependent upon variances for changes.
- Current zoning is restrictive and limits redevelopment opportunities.
- Current zoning prohibits replication of the award winning Saugatuck Center development (there is an existing cap on development using the GBD/S regulations).
- Zoning has become reactive rather than pro-active.
- The current regulatory framework encompasses too much risk to development.
- The TOD plan should provide guidelines for development based upon feedback received following community outreach.
- Zoning changes can enable a village center inclusive of residential opportunities and supportive businesses.
- Form-based zoning should be considered to achieve aesthetic goals.
- A Village District should be considered to protect historic building facades and streetscapes.
- The TOD plan should allow for rezoning of additional properties to the GBD/S designation.
- Resources should be expended to draft regulations to incentivize desired development upon completion of the TOD Plan (if you adopt a regulatory framework it will reduce investment risk).
- Such regulations should incorporate TOD principles and recognize existing access to public transit (consider maximum rather than minimum parking requirements).



Aerial photo of Saugatuck Center before redevelopment.



Aerial photo of Saugatuck Center after redevelopment.

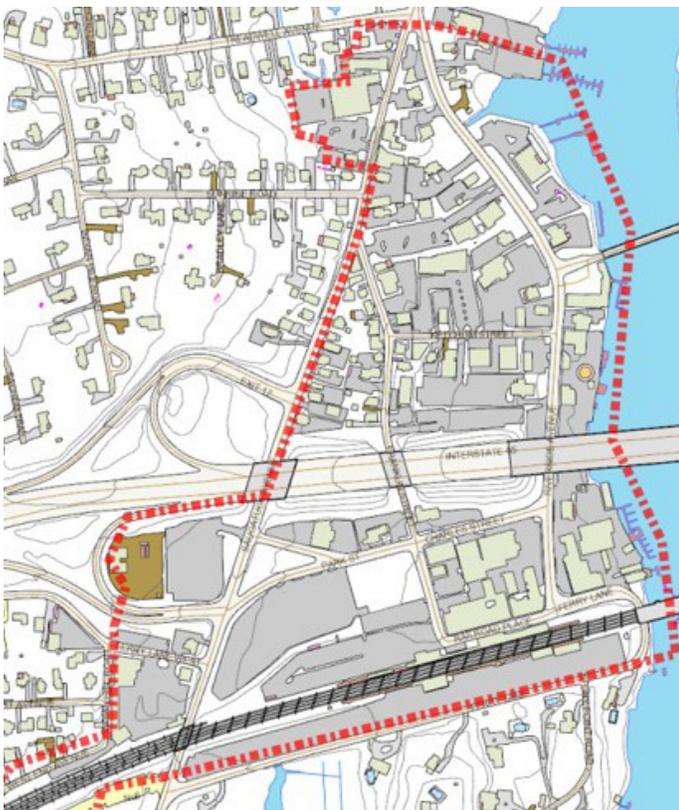
<b>MARKET ANALYSIS</b>	
<b>DEMOGRAPHICS</b>	<ul style="list-style-type: none"> <li>The projected growth in non-family households will outpace family households.</li> </ul>
	<ul style="list-style-type: none"> <li>These trends will impact housing demand in the coming years (meaning smaller housing units and more rental units).</li> </ul>
	<ul style="list-style-type: none"> <li>There are too few housing opportunities for young persons and early stage families within the 15 Minute Project Market Area (PMA).</li> </ul>
<b>EMPLOYMENT TRENDS</b>	<ul style="list-style-type: none"> <li>An influx of mid to high-wage jobs is predicted in the Bridgeport-Stamford-Norwalk MSA including a substantial number of mid-wage jobs and a sizable projected growth in high-wage-paying industries.</li> </ul>
	<ul style="list-style-type: none"> <li>These employment trends will create an increased demand for rental housing options that appeal to a range of income levels.</li> </ul>
	<ul style="list-style-type: none"> <li>Higher-end rental units with ample on-site or proximal amenities may appeal to the smaller, but notable, influx of professionals fulfilling high-paying occupations in the region.</li> </ul>
<b>COMMERCIAL MARKET</b> <i>Within 15 min. drive time contour (PMA)</i>	<ul style="list-style-type: none"> <li>There is approximately 876,600 square feet of available retail space, with approximately 687,100 square feet of this space for lease (78 percent) and 189,520 square feet for sale (22 percent).</li> </ul>
	<ul style="list-style-type: none"> <li>There is unmet demand for new restaurants, grocery stores, and health and personal care stores, in particular, which could, potentially, be captured within the Study area.</li> </ul>
	<ul style="list-style-type: none"> <li>There is over 2.0 million square feet of available office space, with approximately 1.6 million square feet of this space for lease (93 percent of which is office building space) and 408,250 square feet for sale (84 percent of which is office building space).</li> </ul>
	<ul style="list-style-type: none"> <li>Projected demands for Office Space can potentially be accommodated within the existing supply of vacant office space.</li> </ul>
<b>RESIDENTIAL MARKET</b> <i>Within 15 min. drive time contour (PMA)</i>	<ul style="list-style-type: none"> <li>A demand for 320 to 640 units is predicted by 2026. Assuming between five and 10 percent of net housing demand in the 15-minute PMA could be captured within the Saugatuck project area, the area could adequately support the development of between 320 and 640 additional residential units by 2026.</li> </ul>
	<ul style="list-style-type: none"> <li>The market could absorb far more development than is desired based upon community outreach.</li> </ul>
	<ul style="list-style-type: none"> <li>The TOD Plan should limit residential opportunities to achieve only a fraction of the market demand based upon community outreach or between 150-200 new units over the next 10-12 years.</li> </ul>

## ENVIRONMENTAL SCREENINGS

Langan Engineering prepared this environmental screening to establish a foundation of understanding for this Transit-Oriented Design Master Plan.

This analysis addresses the following:

- Topography
- FEMA flood zones
- Coastal Area Management Boundary
- Wetlands
- Natural Diversity Database Area
- Historic Parcels
- Potential Environmental Concerns



### TOPOGRAPHY

The existing topography of the Saugatuck area highlights the challenges of those sites located near lowland areas near Park Street and along the Saugatuck River. Interstate 95 and the railroad line are both elevated on steep embankments that are often obstacles to views, walking and streets.



**FEMA FLOOD ZONES**

The designated flood zones highlight those sites that are at risk of future flooding and should be designed to mitigate these risks. Areas in the vicinity of Park Street have a higher risk for flooding.

- ZONE AE      1% Annual chance flood base flood elevations noted
- ZONE X (shaded)      0.2% Annual chance flood
- ZONE X (unshaded)      Outside 0.2% Annual chance flood



**COASTAL AREA MANAGEMENT BOUNDARY**

This is an area defined in Sec. 22a-94 of the Connecticut General Statutes as being one-thousand foot linear setback measured from the mean high water mark in coastal waters. The State of Connecticut and local municipalities regulate certain activities within the CAM boundary to ensure the development, preservation or use of the land and water resources of the coastal area proceeds in a manner consistent with CAM policies. These policies include, but are not limited to, encouraging public access to the waters of Long Island Sound, giving priority preference to water dependent uses and facilities, and minimize adverse impacts on natural coastal resources while providing long term and stable economic benefits. The Study Area is wholly contained within the CAM boundary.

- CAM Limit

## WETLANDS

As designated on the map to the left, the Saugatuck study area is substantially clear of wetlands.

-  Estuarine and Marine Deep Water
-  Estuarine and Marine Wetlands

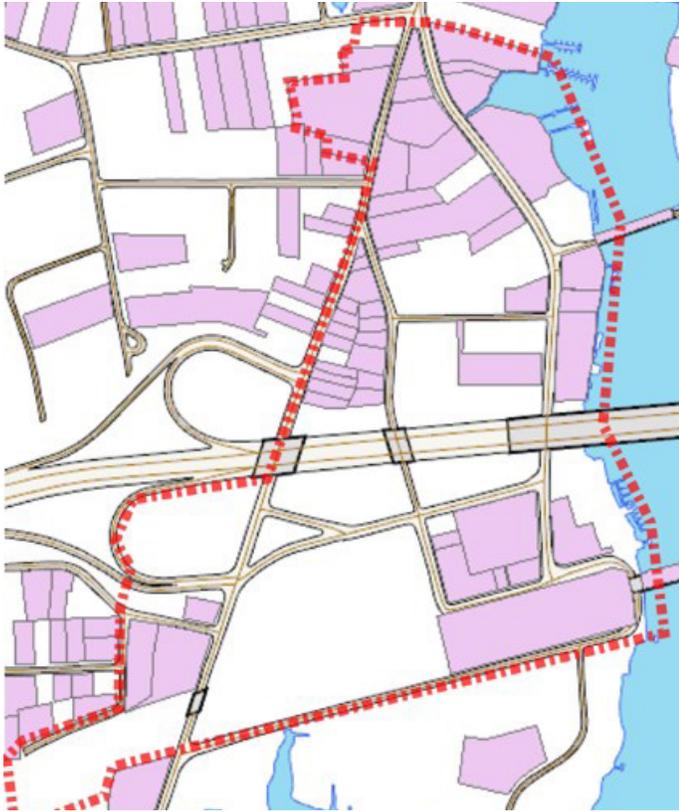


## NATURAL DIVERSITY DATABASE AREA

According to the Federal Natural Diversity Database, there are areas of State and Federally Listed Species and Significant Natural Communities within the Study Area that warrant further investigation to determine any potential species requiring study as transportation and development plans proceed for Saugatuck.

-  Areas of State and Federal Listed Species and Significant Natural Communities.





**HISTORIC PARCELS**

According to the Town of Westport’s Geographic Information System, approximately half of the parcels within the study area are labeled as Historic Parcels.

 Historic Parcel

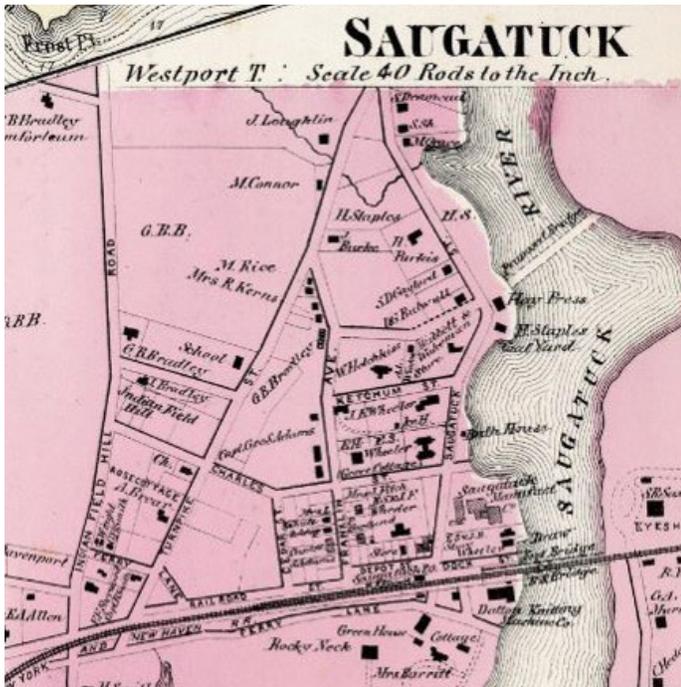


**POTENTIAL HISTORIC ENVIRONMENTAL CONCERNS**

Based upon an evaluation of the historic uses of these sites highlighted below, further investigation of the environmental conditions is warranted. Additionally, those sites along the coastal waterways have the potential of containing urban fill.

 Historic Use: Manufacturing  
 Historic Use: Auto  
 Historic Use: Dry Cleaner

## HISTORIC RESOURCES



Originally excluded from the Study, an Historic Resource Inventory Update was added to the Scope of Services after the original Request for Proposals was released. To that effect, the BartonPartners Consulting Team, in consultation with the Town of Westport, selected Public Archeology Laboratory (PAL) to provide this service and make further recommendations. The full PAL report, including discussion of the History and Significance of the Saugatuck Neighborhood and provision of a set of Historic Resource Inventory forms for specific properties are provided as an Appendix to this report.

The report identifies areas of particular importance to the development of Saugatuck are the area immediately north of and including the railroad corridor, encompassing Railroad Place and the east side of Riverside Avenue extending to the Saugatuck River north to Interstate 95; the east side of Riverside Avenue immediately adjacent to the Saugatuck River Bridge; and the west side of Saugatuck from Interstate 95 on the south to Treadwell Avenue on the north, encompassing Saugatuck Avenue, Franklin Street, and the northern portion of Riverside Avenue, north of Ketchum Street.



In 1987, the area along the Saugatuck River, that extends north from the railroad (including Railroad Place) and along Riverside Avenue to Raymond Place on the north was recommended eligible for listing in the National Register as an intact late nineteenth- and early twentieth-century mixed-use neighborhood (Bedford and Lucas 1987). This recommendation was reaffirmed in 1996 and 1997 with the preparation of the Westport Historic Districts and Properties Handbook and Recommendations for Future Action (Gibbs 1996; PAL 1997). The 2009 Handbook update recommended Saugatuck for designation as a local historic district and for Historic Design District zoning. In 2007, the Westport Plan of Conservation and Development recommended the establishment of a Village District in Saugatuck to





protect and preserve the character and scale of the area, while allowing for new development (Westport 2007:7-12).

### RECOMMENDATIONS REGARDING ELIGIBILITY FOR LISTING IN STATE AND NATIONAL REGISTERS

On the basis of the observations and information collected in the Historic Resources Update completed for the Saugatuck TOD Project, PAL recommends the Westport-Saugatuck Railroad Station, comprising two buildings, and two areas in Saugatuck as eligible for listing in the State and National Registers and/or as local historic districts (diagram on the previous page). The remaining locations within the Study Area are characterized mostly by large parking lots, Interstate 95, and late twentieth- to early twenty- first-century development. The recommended properties are the following:

**The Westport-Saugatuck Railroad Station, 43 Railroad Place** (Photos 1 and 2), consisting of two mirror image Italianate-style eastbound and westbound stations built in 1891, is recommended individually eligible for listing on the National Register. It is eligible under Criterion A in the area of Community Planning

and Development at the local level for its association with the NYNH&H Railroad and the subsequent development of southern Saugatuck around Railroad Place. The well restored train station is also potentially eligible for listing under Criterion C in the area of Architecture as a good example of late nineteenth-century railroad station architecture.

**The Railroad Place-Riverside Avenue area** (Photos 3–6) stretches west–east along Railroad Place and extends south–north along the east side of Riverside Avenue to Interstate 95. This area is recommended eligible at the local level under Criterion A in the area of Community Planning and Development as a commercial and industrial district that developed in the mid-nineteenth through the mid-twentieth centuries along the Saugatuck River and largely as a result of the presence of the NYNH&H Railroad. The area is also recommended eligible at the local level under Criterion C in the area of Architecture as a distinctive group of buildings reflecting mid-nineteenth- to mid-twentieth-century architectural styles as employed in commercial, industrial, and mixed use buildings. The area includes the Westport-Saugatuck Railroad Station of 1891 and the continuous row of one- and two-story wood-frame vernacular and Queen Anne and



Italianate-style commercial buildings and a two-story brick warehouse dating from the 1860s to 1930s that define the small scale of Railroad Place. It also includes the larger freestanding masonry buildings on the east side of Riverside Avenue that reflect nineteenth-century industry in a three-story brick vernacular mill adjacent to the Saugatuck River (and early- to mid-twentieth-century commercial, automobile-related development in two Colonial Revival-style brick commercial buildings (601, 609, and 611–615 Riverside Avenue). This area was the core of Saugatuck historic transportation and commercial activities and remains so today. This area is also recommended eligible for listing as a local historic district.

The remainder of the block immediately north of Railroad Place and west of Riverside Avenue bounded by Franklin Street and Charles Street is excluded because it contains a mix of open lot and shed parking, sites of demolished buildings, and two large late twentieth-century commercial buildings. The one historic house at 91 Franklin Street is isolated from Railroad Place by a parking lot.

**The Saugatuck Avenue-Franklin Street-Riverside Avenue area** (Photos 7–10) extends north along

Saugatuck Avenue and Franklin Street from Interstate 95 and north on Riverside Avenue from Ketchum Street to the intersection of Saugatuck, Riverside, and Treadwell avenues. The east boundary is the Saugatuck River. The west boundary likely includes the residences on the west side of Saugatuck Avenue, and the north boundary likely extends to Raymond Place because detailed examination of these areas was outside the scope of this HRI Update. The Saugatuck Avenue-Franklin Street-Riverside Avenue area is recommended eligible at the local level under Criterion A in the area of Community Planning and Development as a distinctive group of buildings in a primarily residential district that developed as a result of the Saugatuck River waterfront; the configuration of local road networks, including Bridge Street over the Saugatuck River; and the presence of the NYNH&H Railroad south of the area (see Railroad Place-Riverside Avenue area). The area is also recommended eligible at the local level under Criterion C in the area of Architecture as a relatively intact collection of mid-nineteenth- to mid-twentieth-century residential, commercial, and light industrial buildings which reflect changing architectural styles. This area is also recommended eligible for listing as a local historic district.





**The Saugatuck Avenue-Franklin Street-Riverside Avenue area** is the north end of the former village of Saugatuck and is composed of residential, commercial, and a few institutional resources dating from the early nineteenth century and mostly from circa (ca.) 1850 to the 1940s. It includes Colonial Revival, Gothic Revival, Shingle, Queen Anne, Italianate, Greek Revival, Arts and Crafts, and Cape Cod-style buildings. The houses at 436 Riverside Avenue (1800) and 430 Riverside Avenue (1835) are among the earliest. Notable properties include the Franklin Raymond House (1900), 422 Riverside Avenue; Rebecca Denmead House (1850), 471 Riverside Avenue; Denmead/Rice House (1890), 481 Riverside Avenue; Rufus Wakeman House (1870), 535 Riverside Avenue; Rufus Wakeman Mattress Factory (ca. 1896), 535 Riverside Avenue; Bridge Square (ca. 1900), 545 Riverside Avenue; and the Saugatuck Fire Station (1921), 555 Riverside Avenue.

**Franklin Street between Interstate 95 and Saugatuck Avenue** is an intact collection of modest nineteenth- and early twentieth-century multi- and single-family residences, along with Saint Anthony's Hall, and is the most intact remains of the core of the historic Irish and Italian communities. The group includes Colonial Revival, Gothic Revival, Queen Anne, and Arts and Crafts-style buildings. Notable buildings include two houses built by John Quinlan at 18 Franklin Street (1856) and 30 Franklin Street (1860) and the Jeremiah Laughlin House (1860) at 26 Franklin Street. The south extent of the neighborhood extending to Charles Street and Railroad Place was demolished for construction of Interstate 95. The west side of the area along Saugatuck Avenue is lined with residential building and contains Doscher Plane & Tool Company (1885), 10 Saugatuck Avenue; Fairchild Coffin and Furniture (1890), 25 Saugatuck Avenue; and Williams Saloon & Livery (1889), 41 Saugatuck Avenue (see esource Consultants 2008: Districts 65 and 66).

#### **INDIVIDUAL PROPERTIES (PREVIOUSLY SURVEYED) RECOMMENDED FOR FULLY UPDATED HISTORIC RESOURCES INVENTORY DOCUMENTATION IN THE FUTURE:**

- A group of four approximately contemporaneous single- and multi-family residences along Franklin Street. One of the best preserved is at 26 Franklin Street (the Jeremiah Laughlin House). According to the 1986/1987 survey form, it was owned by an Irish laborer, then an Italian family, which demonstrates the continuum of ethnic neighborhoods in this part of Saugatuck.
- 471 Riverside Avenue – Rebecca Denmead House was constructed for Denmead ca. 1850 on land she purchased. Denmead was an English immigrant, who came to the United States with her husband, Stephen, a shoemaker. There is little other information about Denmead or the property's subsequent owners.
- 481 Riverside Avenue – Denmead/Rice House was constructed ca. 1890 for Sarah J. Holbrook, on land subdivided from 471 Riverside Avenue. There is little information about who the house was constructed for or its subsequent history.
- 530 Riverside Avenue – Rufus Wakeman House was constructed ca. 1870 across from the Rufus Wakeman Mattress Factory. The building has been altered by conversion into a restaurant.
- 544 Riverside Avenue – Mary and Edward Smith House was constructed ca. 1890 by machinist Warren Rogers and subsequently owned by the Smiths. There is little information about Warren Rogers.
- 555 Riverside Avenue – Saugatuck Fire Station was constructed in 1921 to replace a hose house

at Bridge Square, one of the only civic buildings in Saugatuck.

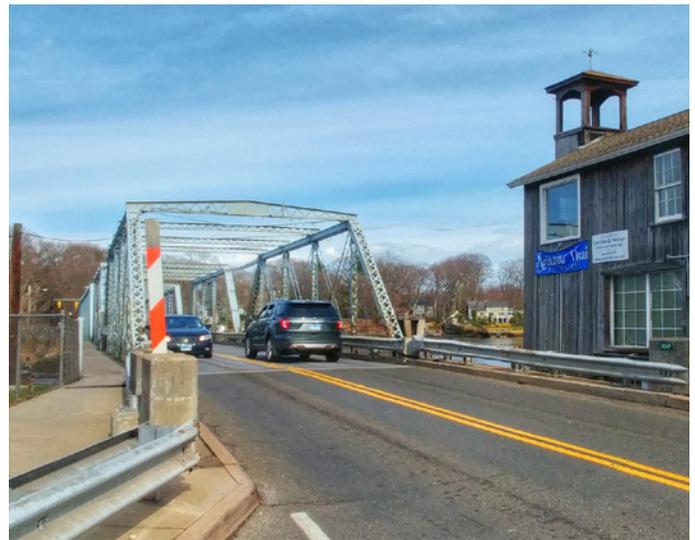
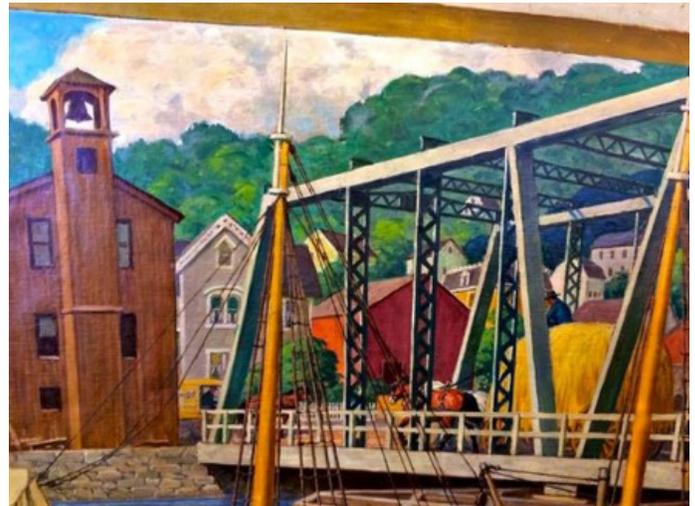
- 25 Saugatuck Avenue – Fairchild Coffin and Furniture was initially part of a larger estate that has been altered. John Fairchild was a skilled carpenter who built several other houses in the area, including 484 and 490 Riverside Avenue (the John Fairchild House).
- 190 Saugatuck Avenue – Gault Coal Side Track & Trestle was built in 1913 adjacent to the railroad as part of the Gault family's Westport-based long-time hauling, coal, building materials, and energy supply company, which started in 1863 and is still in business.

There are 14 buildings that have not been previously surveyed and that are at least 50 years old (based on aerial images and assessor data) in the Project Study Area. Examples of the buildings that may warrant survey in the future and are included within areas recommended as historic districts are:

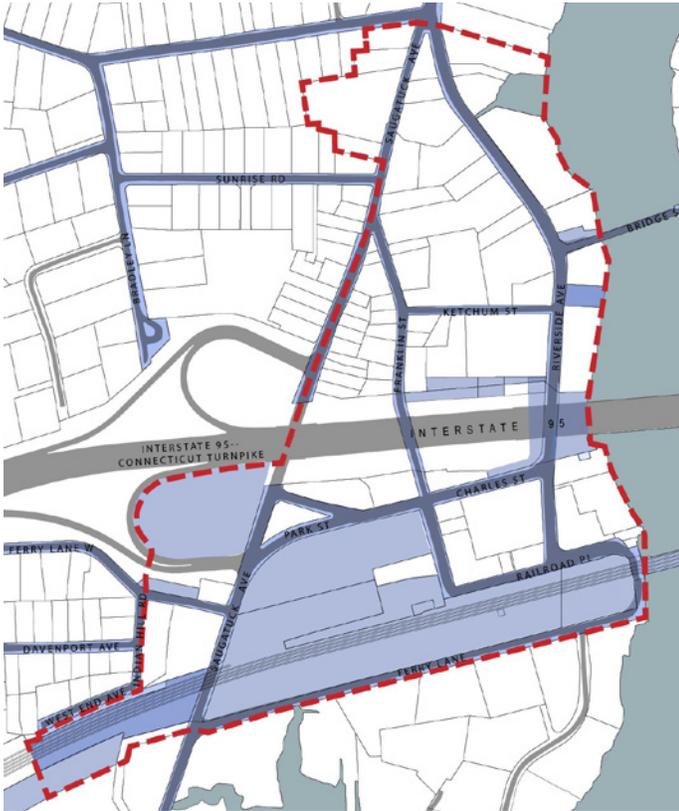
- 601 Riverside Avenue, which was once the post office in Saugatuck (Mitchell 2017).
- 37 Franklin Street – St. Anthony's Hall, Italian social club, which is now a design firm office.
- 31 and 35 Franklin Street and 19 Ketchum Street, which are associated with the Italian neighborhood that once extended south to Charles Street.

## CRIBARI BRIDGE

Known by various names, the bridge carrying State Route 136 over the Saugatuck River is the subject of much controversy in an around Westport. The beloved structure is a historic icon in the Saugatuck Neighborhood and sits at the intersection of Riverside Avenue and Bridge Street. This intersection serves as one of the primary causes of traffic back-ups during rush hour. The bridge, constructed to it's current form in 1884 and most recently rehabbed in 1993 is the subject of two reports reviewed by the consultant team, including the Study Report for Local Historic Designation – Saugatuck River Swing Bridge, 1884, Westport CT (Historic District Commission Subcommittee 2013), and Rehabilitation Study Report – Bridge No. 01349 (Close, Jensen & Miller, P.C. – 2016). The first, outlined the historic rationale for keeping the bridge as is. The second report, sponsored by the Connecticut Department of Transportation, the bridge's owner, outlines potential solutions to address its obsolescence. Given the need for additional study and stakeholder input, the official position of this TOD study is that the Cribari Bridge is to remain in place.

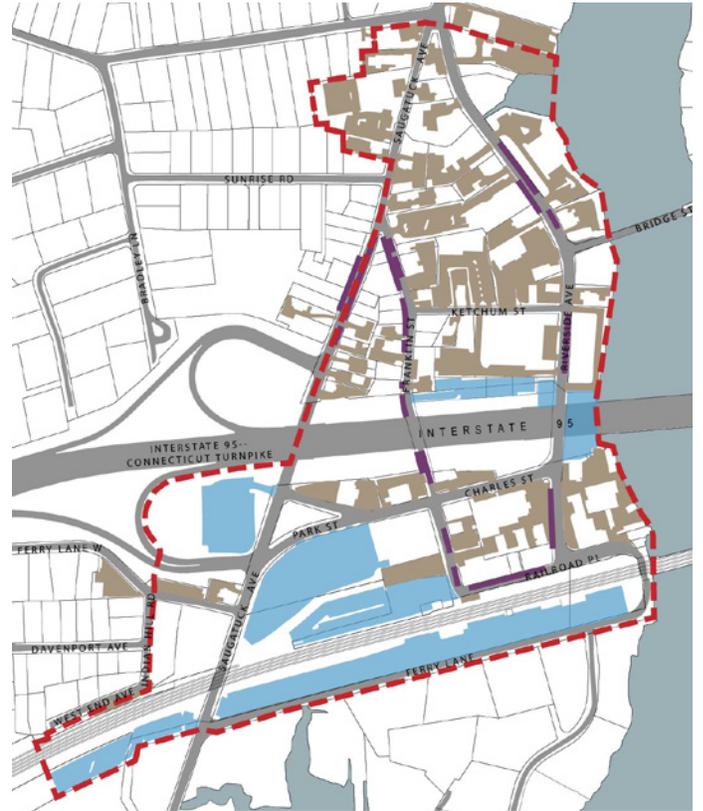


## URBAN DESIGN



### PUBLIC LAND

The areas highlighted in blue delineate the street rights-of-way and parking lots located within Saugatuck. The majority of the land surrounding the Westport Train Station is owned by the State of Connecticut or the Town of Westport. This Transit-Oriented Design Master Plan should form the basis of a collaborative effort between the Town and State to optimize the use of this land to support Saugatuck and its transit and street infrastructure.



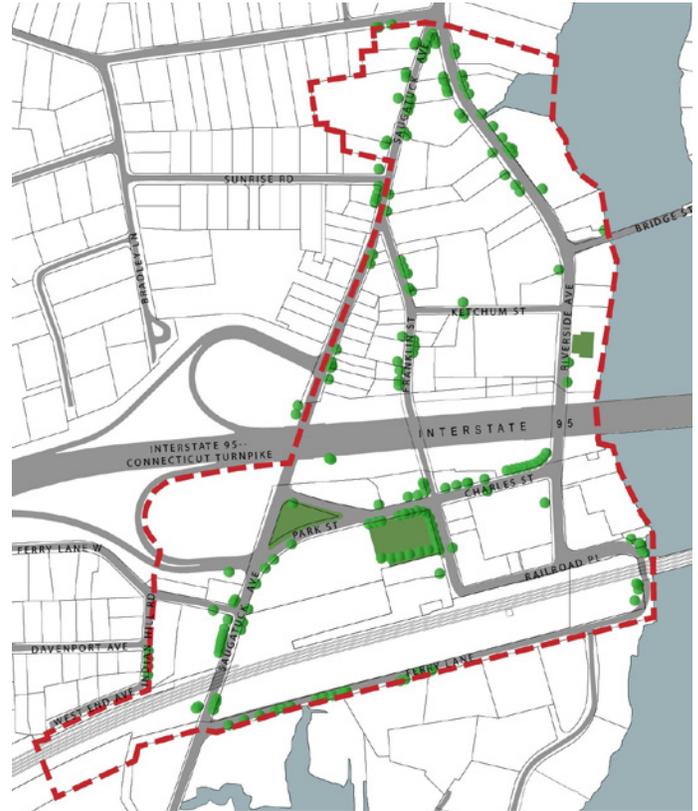
### PUBLIC & PRIVATE PARKING

The areas in blue and purple designate public parking areas and the brown areas designate private parking. Much of the historic fabric of Saugatuck of buildings, landscaping and green spaces that once existed in Saugatuck has now been relegated to the automobile. This is one of the core challenges faced by Saugatuck. As this diagram highlights, parking areas should be placed at the center of blocks rather than being allowed to extend to the street.



**SIDEWALKS & CROSSWALKS**

The existing network of sidewalks, represented as yellow lines, has a number of gaps and places of discontinuity (black dashed lines) that should be addressed in this Master Plan. Additionally, many of the most important intersections do not offer crosswalks so critical to pedestrian safety.



**GREEN SPACE & STREET TREES**

The existing pattern of green spaces and street trees are primarily located on the northern portion of Saugatuck and few street trees are located along Riverside Avenue, Railroad Place or Ferry Lane. The plaza at Saugatuck center is an example of a green space that connects Saugatuck to its riverfront.

## ZONING

The Saugatuck project area includes the following zoning districts according to the Westport Official Building Zone Map:

- Residence A District (A)
- Resident AA District (AA)
- Residence AAA District (AAA)
- Residence B District (B)
- Restricted Office-Retail District (RORD #2)
- Restricted Business District (RBD)
- General Business District (GBD)
- General Business District Saugatuck (GBD/S)

The area and bulk requirements for each of these districts is summarized on the following chart. For further detail consult the zoning ordinances.

## ZONING CONCLUSIONS

After a careful review of the existing zoning limitations present within the various districts in Saugatuck, it is clear that zoning has intentionally been put in place to be extremely limiting. In the consultant team's opinion, this tact is protective rather than pro-active. Current restrictions prevent almost any economically viable project from being proposed as of right. Furthermore, so much of the existing character, that is treasured within Saugatuck could not be replicated under existing regulations should a natural disaster be-fall the neighborhood. Many properties within the study area were developed prior to the adoption of the current zoning ordinances and are pre-existing, non-conforming conditions, therefore dependent upon variances for changes. A careful review, remapping, and re-write of the governing zoning restrictions within Saugatuck is a recommendation of this study.

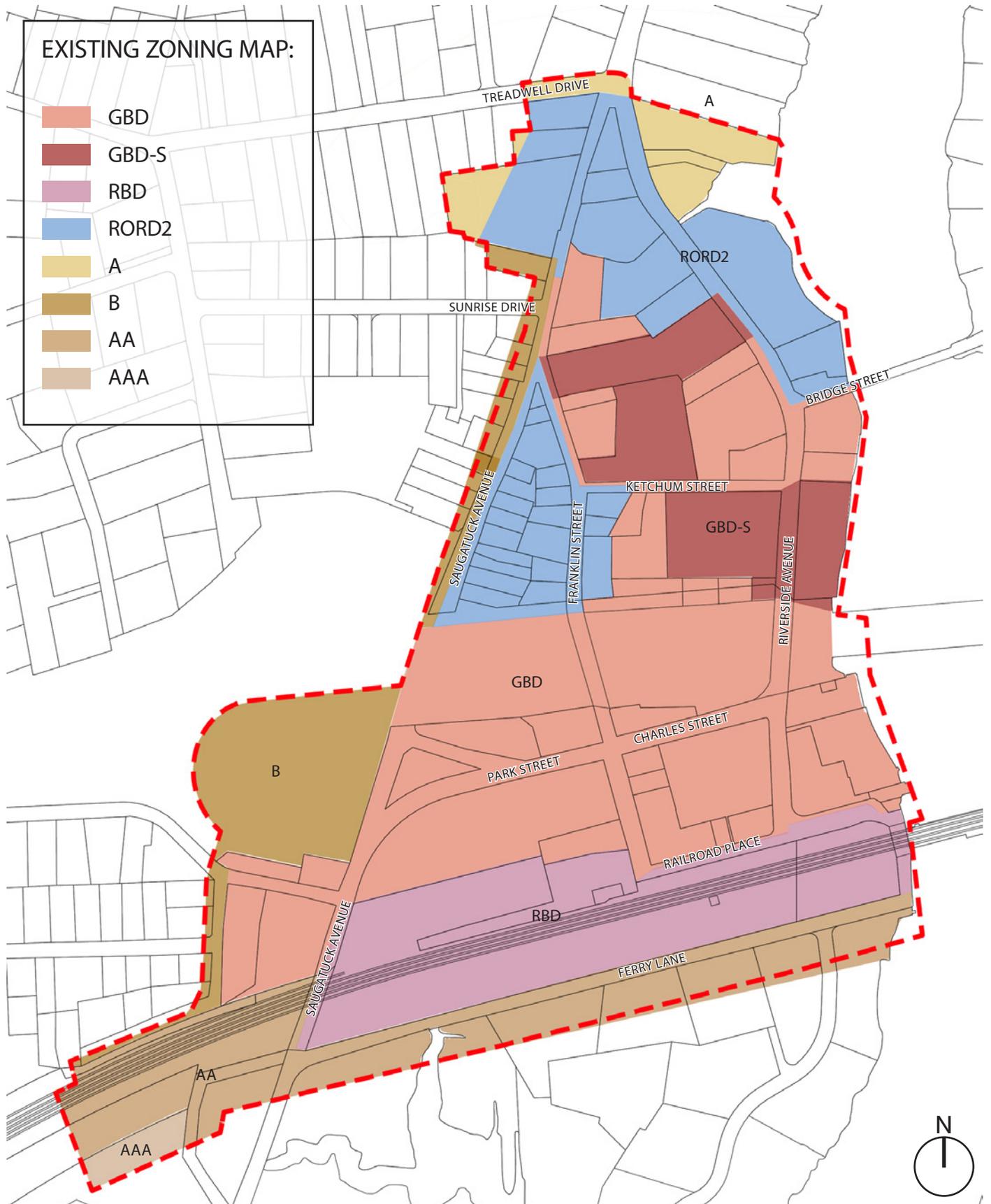
SEC.	ZONING DISTRICT	MINIMUM LOT REQUIREMENTS		SETBACK REQUIREMENTS (SEE ALSO §31-4 THROUGH §31-8)			MAXIMUM BUILDING REQUIREMENTS			
		AREA	SHAPE	FRONT	SIDE	REAR	HEIGHT	BUILDING COVERAGE	BUILDING SIZE (SQ.FT.)	FAR
22	Restricted Office-Retail (RORD #1, #2, and #3)	See §22-3; 50 ft frontage required	NR	#1 30 ft #2 & #3 30 ft	15 ft 15 ft	25 ft 25 ft	2 1/2 stories & 30 ft	20%	2,500	0.25
23	Restricted Business (RBD)	NR; 50 ft frontage required	NR	30 ft	15 ft	25 ft	2 stories & 25-30 ft	25%	10,000	0.25
24	General Business (GBD)	NR; 50 ft frontage required	NR	30 ft	15 ft	25 ft	2 stories & 25-30 ft	25%	10,000	0.25
24A	General Business / Saugatuck (GBD / S)	40,000 SF; 50 ft frontage required	NR	See §24A-4	15 ft	25 ft	See §24A-5; 2 1/2 stories & 25-30 ft	25%	10,000	0.50

NR No minimum or maximum requirements.

V Variable requirement as determined by physical site characteristics & surrounding buildings, structures & uses.

\* FAR may be greater for multi-family use in certain districts.

No changes are recommended for the following zoning districts: Residence A, AA, AAA, and B Districts.



## MARKET ANALYSIS

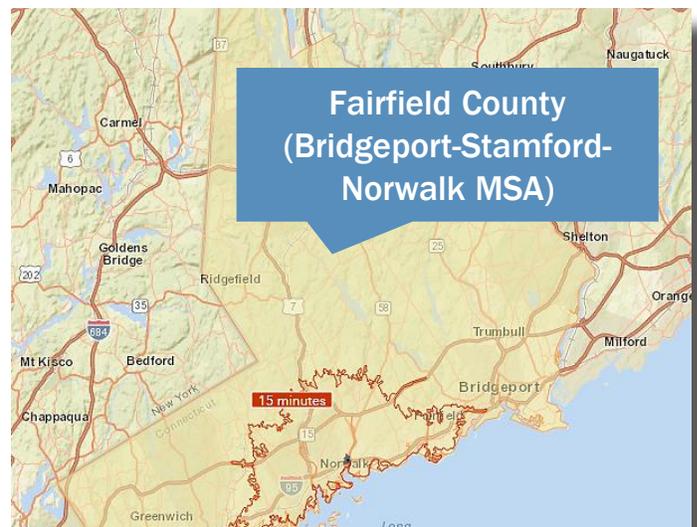
Perhaps the most controversial series of statements that the project team shared with both the Saugatuck Steering Committee as well as with the general public during the Workshop and other outreach sessions was associated with the market capacity for Saugatuck. This generated much confusion as it was assumed that the carrying capacity of the site in terms of what the market could bear was what the consultant team was recommending. This was not the case.

What is identified here is that if all other constraints were set aside (zoning, infrastructure carrying capacity, etc.) the market could absorb far more development than is desired. Westport, and specifically Saugatuck's geographic location, approximately halfway between New Haven and New York City, along with its existing rail linkages to those to employment centers, as well as the overall desirability of the neighborhoods within and surrounding Westport, make the Saugatuck location ripe for high density and high intensity development. Based upon feedback at the public meetings, high

density development is not desired for Saugatuck. This recommendation will be stated in the TOD Plan chapter of this report. However, any informed plan must study the underlying economic conditions prior to making any recommendation.

The Market Analysis begins by reviewing both Demographic and Employment Trends for the immediate project area, the 15 Minute Project Market Area (PMA) and Fairfield County. Then Market Demand for commercial property, further broken down into office and retail components are studied, concluding with an estimated demand and market capture through the year 2026.

The same exercise is performed for residential multi-family uses. This is where the controversial figure of between 320 and 640 units for Saugatuck was defined. Again, this is only the number of multi-family residential units that the market could absorb within the study area. This is not the recommended program outlined in this study.



## DEMOGRAPHICS

### A. Key-Findings: Socio-Economic Trends

**Growth in non-family households and an aging adult population:** Across all geographies, the projected growth in non-family households will outpace family households, reflecting the trend among young adults to delay marriage and family rearing, and an aging adult population. These trends are among demographic shifts that will impact housing demand in the coming years (meaning smaller housing units and more rental units).

**Demand for multifamily rental housing:** According to the top five Tapestry Segments (a proxy term for distinct socio-economic consumer groups), approximately 19 percent of households within the 15-minute PMA have some preference for living in multifamily housing, both as homeowners and renters.

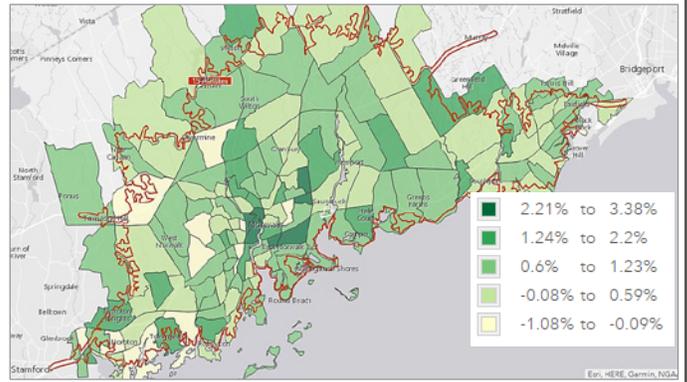
### B. Near-Term Population Growth

Absent new development, By 2021, the 15-minute PMA is expected to grow by approximately 7,000 people.

### C. Age Distribution

In 2016, the median age of project-area residents (48.1 years) was older than that of the 15-minute PMA (40.8 years) and Fairfield County (40.3 years). The relatively high median ages across all geographies suggests too few housing opportunities for young persons and early stage families.

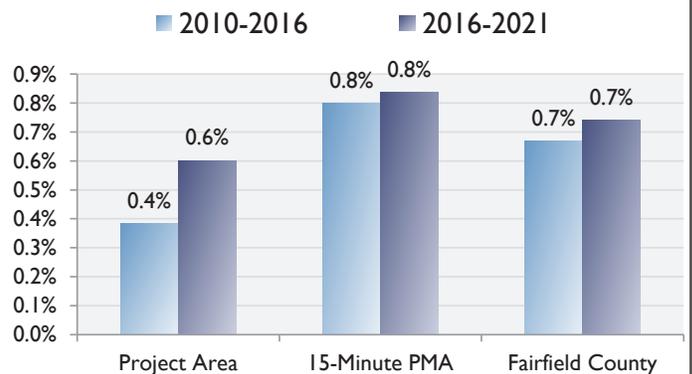
Population Annual Growth Rate (2016-2021)



Population by Geography

	2000	2010	2016 (Estimated)	2021 (Forecasted)	Net Change (2016-2021)
project area	129	130	133	137	4
15-Minute PMA	155,070	160,507	168,201	175,245	7,044
Fairfield County	882,567	916,829	953,619	988,892	35,273

Annualized Population Change



## EMPLOYMENT TRENDS

### A. Key-Findings: Labor & Industry Analysis

**Dominated by Health Care and Social Assistance:** Health Care and Social Assistance is the largest industry employer in the Bridgeport-Stamford-Norwalk MSA, comprising 14 percent of total area employment. Retail Trade, the second largest industry in the MSA, employs roughly 11 percent of area workers. Manufacturing is more prominent in the MSA than in the State as a whole, and, accordingly, the recent decline in this industry was more prominent at the metro level (a loss of six percent in recent years) than statewide (a drop of one percent).

**Growth in Health Care and Social Assistance:** According to the State of Connecticut's Department of Labor projections, Health Care and Social Assistance is projected to be the fastest growing industry over the next decade, with an expected increase of 24 percent (bringing about 14,759 new jobs to the metro area) by 2026. The Professional, Scientific, and Technical Services industry will see the second fastest growth rate, with employment in this industry increasing by 19 percent (adding 6,109 new jobs).

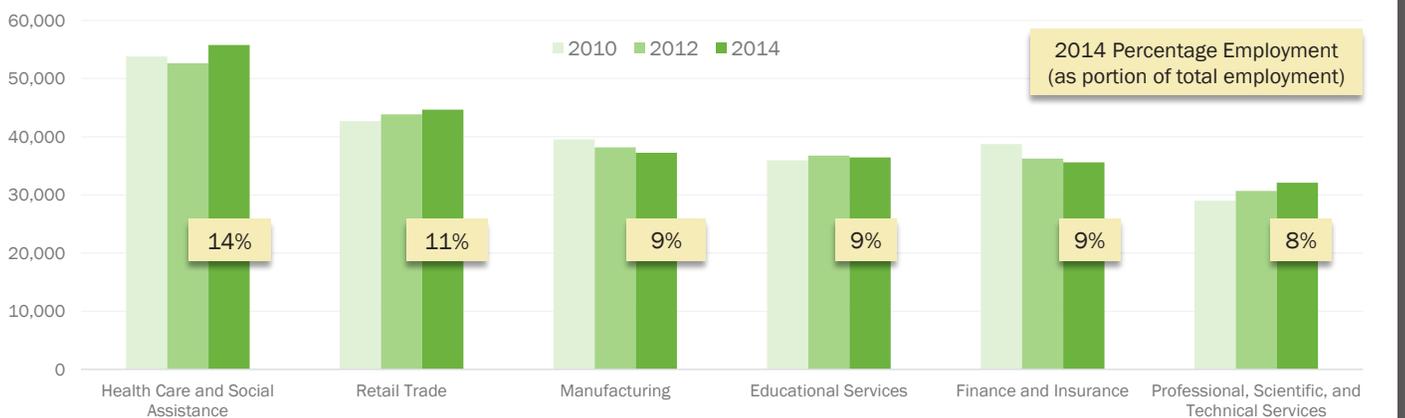
**An influx of mid- to high-wage jobs:** Health Care and Social Assistance and Educational Services will continue to provide a substantial number of mid-wage jobs across a diversity of occupations (i.e., entry-level home care positions; highly-skilled roles for doctors and specialists, teachers, professors, and instructors). Sizable projected growth in high-wage-paying industries (e.g., Professional, Scientific, and Technical services) yields a good outlook for increased demand for rental housing options that appeal to a range of income levels. Higher-end rental units with ample on-site or proximal amenities may appeal to the smaller, but notable, influx of professionals fulfilling high-paying occupations in the region.

### B. Top Six Industries by Employment

The chart on the bottom right page depicts the top six industries, by employment, in the Bridgeport-Stamford-Norwalk MSA. Healthcare and Social Assistance is the largest industry, comprising 14 percent (55,754 jobs) of total MSA employment, followed by the Retail Trade (11 percent, or 44,667 jobs) and Manufacturing (nine percent, 37,228 jobs) industries. Between 2010 and 2014, the Health Care and Social Assistance and Retail Trade sectors grew by four and five percent, respectively, each adding nearly 2,000 jobs.



**Top Six Industries by Employment – Bridgeport-Stamford-Norwalk, CT MSA**



## POTENTIAL COMMERCIAL MARKET

### A. Key-Findings: Retail

876,600 square feet of available retail space: there is approximately 876,600 square feet of available retail space, with approximately 687,100 square feet of this space for lease (78 percent) and 189,520 square feet for sale (22 percent).

Major retail space in the development pipeline: Based on 2017 data provided by the Directory of Major Malls, there is over 1.1 million square feet of major retail shopping center space (complexes containing at least 200,000 square feet under roof).

Demand for more eating establishments: Within the 15-minute PMA, there is unmet demand for new restaurants, grocery stores, and health and personal care stores, in particular, which could, potentially, be captured within the project area. This current unmet demand was echoed in interviews with local real estate professionals.

### B. Key Findings: Office

2.0 million square feet of available office space: According to data provided by LoopNet, within the 15-minute drive-time contour (PMA), there is approximately 2.0 million square feet of available office space, with 1.6 million square feet of this space for lease (93 percent of which is office building space) and 408,250 square feet for sale (84 percent of which is office building space). Although no new office space has been completed in the Submarket since 2010, Reis expects an additional 631,000 square feet of office space will be completed over the next four years.

Demand for 668,150 square feet of office space by 2026: Based on the office supply/demand analysis, by 2026, there will be net new demand for nearly 668,150

square feet of office space within the 15-minute PMA. Approximately 187,170 square feet of this net office space demand will be within the Health Care and Social Assistance sector, and 251,010 square feet within the Professional, Scientific, and Technical Services sector. Much of this new demand could potentially be accommodated within the existing supply of vacant office space.

### C. Available Inventory: 15-minute PMA

According to data provided by LoopNet, within the 15-minute drive-time contour (PMA), there is over 2.0 million square feet of available office space, with approximately 1.6 million square feet of this space for lease (93 percent of which is office building space) and 408,250 square feet for sale (84 percent of which is office building space). Medical office building space has the highest average office lease rates (\$36 per square foot per year) and asking sales price (\$410 per square foot).

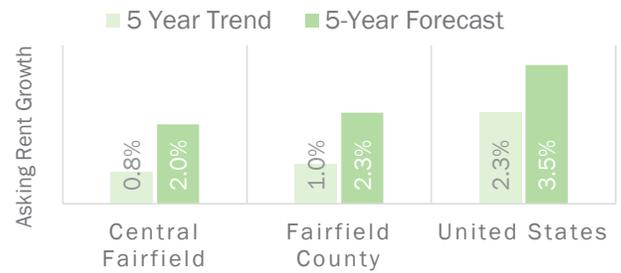
### D. Office Rent Trends: Central Fairfield County Market

According to data provided by Reis, over the next four years, average annual asking rents in the Central Fairfield County Submarket are projected to increase from \$33.34 per square foot to \$36.59 per square foot (1.9 percent per year).

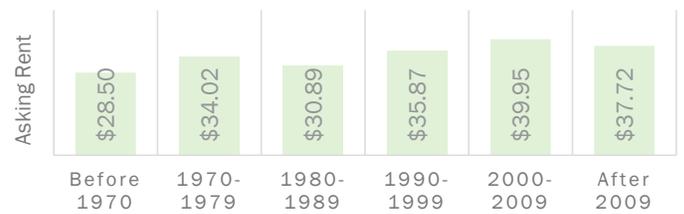
Available Office Space: 15-Minute PMA

Type	Available SF	Average Asking Rent (SF/Yr)	Average Price Per SF
<b>For Lease</b>			
Medical Office	48,849	\$36.03	
Executive Suite	2,680	\$35.26	
Office Building	1,485,106	\$28.98	
Creative/Loft	54,606	\$25.30	
Office-R&D	4,133	\$12.00	
<b>For Lease Total</b>	<b>1,595,374</b>	<b>\$29.19</b>	
<b>For Sale</b>			
Medical Office	41,456		\$410
Office Building	343,866		\$307
Office Condo	22,928		\$151
<b>For Sale Total</b>	<b>408,250</b>		<b>\$276</b>
<b>Grand Total</b>	<b>2,003,624</b>	<b>\$29.19</b>	<b>\$276</b>

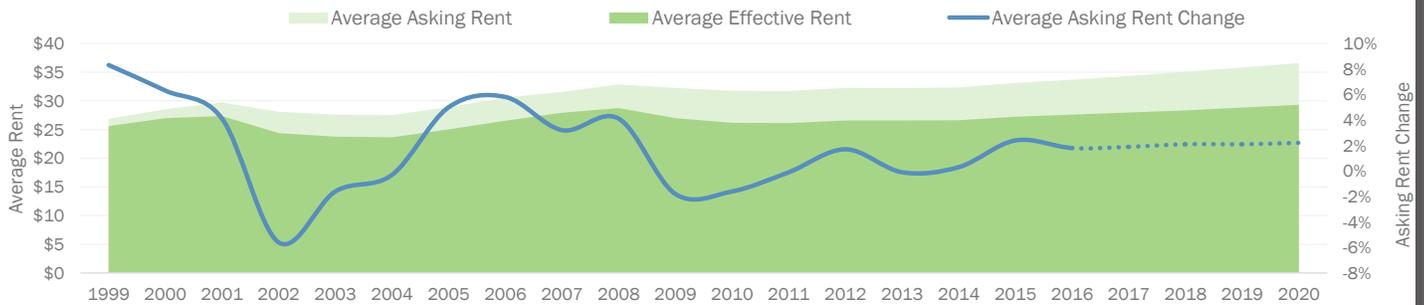
Office Rent Trends



Office Rent by Building Age: Submarket



Office Vacancy and Rent Trends: Central Fairfield County Submarket



## POTENTIAL RESIDENTIAL MARKET

### A. Key-Findings: Multi-Family

Inventory growth in Submarket expected to slow: Although the apartment inventory growth in the West Fairfield Submarket has been extremely strong (growing 3.1 percent per year), Reis forecasts that inventory growth will slow considerably (to just 1.5 percent per year) over the next five years. By 2020, Reis expects that another 1,735 units will be completed within the Submarket.

Newer apartments asking \$2,577 per month in rent: According to Reis, as of second-quarter 2016, the average asking rent within the West Fairfield Submarket was approximately \$1,512 per month, with average asking rents for apartments built after 2009 asking \$2,577 per month. Annualized asking-rent apartment growth within the Submarket, over the next five-years, is projected to remain well above inflation for all categories of bedroom counts, save for three-bedroom units.

Demand for 320 to 640 units by 2026: Assuming between five and 10 percent of net housing demand in the 15-minute PMA could be captured within the Saugatuck project area, the area could adequately support the development of between 320 and 640 additional residential units by 2026.

### B. Multi-Family Pipeline: 15-Minute PMA

According to data provided by Reis (presented in the table and map to the right), there are approximately 3,050 multifamily units in the development pipeline within the 15-minute PMA - 67 percent of which are located within the City of Norwalk. Specifically, there are currently 546 units under construction, 1,148 units being planned, and 1,359 units being proposed.

### C. Inventory: West Fairfield County

According to second-quarter 2016 data provided by Reis, there are 24,150 apartment units within the West Fairfield Submarket (encompassing the project area). From 2007 to 2015, the apartment inventory in this submarket increased by 4,650 units (growing by 2.7 percent per year), with 1,422 units delivered in 2015, alone.

### D. Supply/Demand: 15-Minute PMA

Largely due to existing pent up demand from PMA workers who commute into the area (68.5 percent of PMA workers) and the necessary replacement of physically obsolescent housing, there is currently a net demand for approximately 2,670 residential units in the 15-minute PMA. By 2026, there will be an estimated net demand for approximately 6,400 residential units in the 15-minute PMA.

### E. Demand/Capture: By 2026

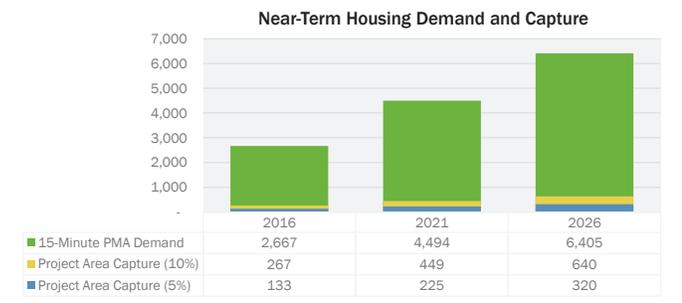
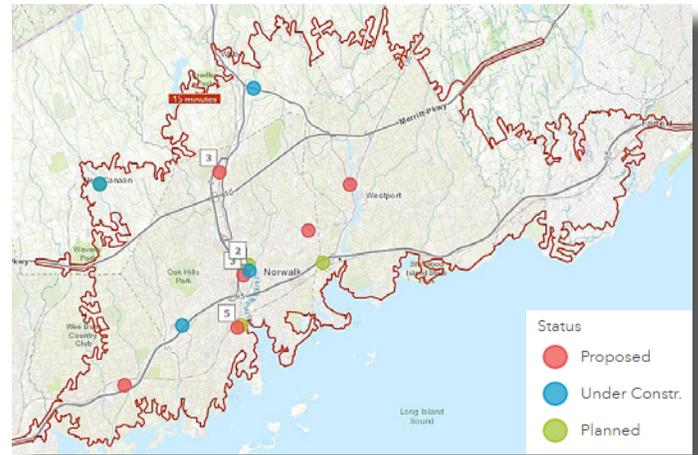
The table to the right presents the likely distribution of housing demand within the 15-minute PMA across different demographic categories, based on key socio-economic drivers and interviews with local real estate professionals, who indicated the strongest demand is likely to come from young and empty-nester professionals looking for higher-end one- to two-bedroom units. By 2026, assuming between five and 10 percent of net housing demand within the 15-minute PMA could be captured locally, the project area could adequately support the development of between 320 and 640 residential units.

## CONCLUSION

In summary, 4ward Planning’s market study, concerning the town of Westport’s transit oriented development (TOD) potential, demonstrates strong local area demand for capturing at least two-hundred market rate

multi-family dwelling units (both for-sale and/or rentals), 6,000 s.f. of small scale service retail (e.g., dry cleaners, spa/salon, etc.), 6,000 s.f. of non-chain sit down dining and a 20,000 to 25,000 of other food related business and services, as well as up to 35,000 s.f. of professional and medical office space

Type	Townhomes	Low Income	Apts.	Total
<b>Proposed</b>		203	1,156	1,359
Norwalk		203	1,032	1,235
Darien			76	76
Westport			48	48
<b>Planned</b>		105	1,043	1,148
Stamford			650	650
Norwalk			308	308
Westport		70	85	155
New Canaan		35		35
<b>Under Constr.</b>	60	58	428	546
Norwalk	60		428	488
New Canaan		38		38
Wilton		20		20
<b>Total</b>	<b>60</b>	<b>366</b>	<b>2,627</b>	<b>3,053</b>



**Demand by Housing and Household Characteristic**

	2016	2021	2026
Owner Occupied Housing (62%)	1,654	2,786	3,971
Renter Occupied Housing (38%)	1,014	1,708	2,434
Studio (5%)	133	225	320
1 Bdr. (45%)	1,200	2,022	2,882
2 Bdr. (40%)	1,067	1,797	2,562
3 Bdr. (10%)	267	449	640
>\$75K (5%)	133	225	320
\$75K to \$149.9K (20%)	533	899	1,281
>\$149.9K (75%)	2,000	3,370	4,803
Young Workforce and Grads (25-35 yrs) (30%)	800	1,348	1,921
Empty Nesters & Retirees (55+ yrs) (65%)	1,734	2,921	4,163
<b>Total</b>	<b>2,667</b>	<b>4,494</b>	<b>6,405</b>



