Master Plan

WINDSOR CENTER

TRANSIT-ORIENTED DEVELOPMENT

Master Plan and Redevelopment Strategy

TOD MASTER PLAN

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1 INTRODUCTION

This *TOD Master Plan and Redevelopment Strategy* is a guide for reinvestment that will reposition Windsor Center, building upon its historic character and many assets to create an increasingly vibrant business hub, excellent place to live, and attractive civic destination serving the needs of the community.

This report is the product of a planning initiative undertaken by the Town through a participatory process that engaged the community and key stakeholders in the future of Windsor Center. The process was guided by a Steering Committee and supported by a professional consultant team. The resulting *TOD Master Plan and Redevelopment Strategy ("TOD Master Plan")* reflects the vision that was created through the community process and provides recommendations for actions that can achieve this vision. As a technical report, this TOD Master Plan describes the studies and observations of the participating professionals that served as a basis for their recommendations. As a strategic guide, it includes an *Implementation Plan* that indicates priorities and roles that can be played to accomplish the vision over time.

This initiative takes advantage of a growing trend in community economics and downtown revitalization associated with improved transit. Convenient transit access is an increasing consideration for the location and expansion of businesses, housing and institutions. A new transit station and expanded rail service is planned for Windsor Center that will create more frequent regional and intercity links. A coordinated plan can maximize the benefits of this transit accessibility. Typically, the benefits of transit extend about 1/2 mile from a rail station; this almost exactly coincides with the boundaries of the traditional Town Center and the adjacent residential neighborhoods.

Reinvestment is also being attracted to compact, walkable districts. As a result, this report uses the opportunities of transit as a starting point, but conveys a combination of strategies and recommendations that support the broader vision for Windsor Center as a high quality mixed use district with the special characteristics identified by the community during the planning process.

The community's vision for Windsor Center builds on its current strengths, valuing it as a compact district that takes advantage of transit and reinforces all of the uses by becoming an increasingly walkable, well-connected cluster of uses, places, services and amenities. Participants in the process want to enjoy a vibrant district that boasts a diverse mix of uses that enhances the area as a place to live, work, visit and play. To achieve this, the Center needs to be a convenient district that is easy to access from other areas and where pedestrians, bicycles and automobiles can get around safely and efficiently.

Design is important to the community. Many suggestions called for a an attractive and distinctive Center, accomplished in part through the urban design of its streets, ways and public spaces. The "fabric" of a district is created by the composition of the buildings and open spaces, and their relationship

The components of this report provide a vision for Windsor Center to leverage its many assets and help build an increasingly successful future.

The location of the regional and intercity rail station in the Town center is one of these assets, and will become increasingly important in the future. Both existing and new development can take advantage of their proximity to this station. This key opportunity is called "Transit Oriented Development" (TOD), and gives rise to a theme of this master plan. As a TOD Master Plan, this report indicates how Windsor Center can best take advantage of this asset, over time.

This report also provides a broader plan for coordinated actions and improvements that will strengthen Windsor Center as a place to live, work, visit and enjoy.

to streets and parking. The "fabric" of district can be improved and expressed with the architecture of its constituent buildings that preserve and enhance the existing village character with its historic and iconic buildings and Town Green, while encouraging innovative new uses which will provide additional attractions for people to come to Windsor Center.

Master Plan Topics

This *TOD Master Plan* addresses specific topics, which have been the subject of the studies, discussions and the recommendations within this report.

A vibrant Windsor Center relies on a number of strategies, including redevelopment and infrastructure improvements. The challenge is to revitalize the Center while retaining its New England village characteristics.

- Land Use and Redevelopment - The *TOD Master Plan* identifies opportunities for real estate investment and private sector redevelopment. The planning is based on a evaluations of current and future market conditions, and recognizes the importance of key land parcels as prospective sites for positive change.
- Windsor Station Area - The land around the future rail station provides many opportunities to support and enhance the entire Town Center. Most of the key parcels are owned by the Town. The *TOD Master Plan* illustrates how strategic use of the land can create a transit hub, provide a central parking structure supporting many different needs. It explores the opportunity to enhance the Mechanic Street redevelopment area with additional housing and other uses, and considers how to incorporate an attractive pedestrian bridge linking the east and west side of the tracks.
- Urban Design - The urban design focus incorporates studies and methods to enhance the value of the entire district through coordinated, well-designed improvements.
- Circulation and Mobility - This planning initiative includes studies and recommendations to support a circulation system that is safe and is aligned with the community vision for the Town Center. This topic consider vehicles, pedestrians, bikes, shuttles and buses - in addition to the train station.
- Parking - The *TOD Master Plan* addresses many issues associated with planning for appropriate parking that is convenient, well-managed and supports the entire district including the individual uses that compose Windsor Center.
- Complete Streets and Streetscape - Current planning and engineering practice emphasize having a complete strategy for the design of streets and streetscapes so that they contribute to the quality and safety of the districts they support. This TOD Master Plan provides suggestions and recommendations for consideration by the the Town as options for future improvements.

Master Plan Goals

A series of community goals inform the entire *TOD Master Plan*. These goals are articulated in the Executive Summary, and were drawn from the community workshops, meetings and discussions, and included:

- Provide a balanced set of uses and amenities – The Center should have vibrant and diverse uses that serve the Town and are attractive to visitors and businesses.
- Attract redevelopment to key sites – Redevelopment should include new housing to increase the population in the district and new uses to attract new and current residents and complement the existing businesses.
- Link new development to transit-oriented development – All new development should be oriented to the rail station and take advantage of the additional mobility provided by improved connections.
- Compact, connected uses and places - new development should complement the established, compact patterns of streets, blocks, and buildings.

Contents of the TOD Master Plan

The remaining sections of this *TOD Master Plan* provide the strategies and implementation steps to execute these goals. *Section 2.0 Land Use and Development* addresses redevelopment, station area, and urban design strategies. *Section 3.0 Mobility* addresses strategies for circulation (including vehicles, pedestrians, and bicycles), parking, and complete streets.

These strategies address the Town's goals by analyzing the existing conditions in Windsor Center (documented in *Appendix 1.0 Existing Conditions and Trends*) and providing detailed recommendations to address both those conditions and future opportunities for development related to the expansion of rail service. Appendix 1.0 also contains case studies of communities with similar conditions and/or challenges.

Section 4.0 Implementation Plan and Schedule breaks these recommendations down into specific action steps to address each of these strategies. Each step includes the responsible entity or entities and the priority level. Section 4.0 is a "living document" – one that should be reviewed and updated at least once a year to track progress towards the Town's goals and reorder the priorities as each step is completed.

Appendix II: Regulatory Framework contains draft zoning changes, design guidelines and a parking management strategy for review and possible implementation by the Town.

Appendix III: Tools and Resources offers some additional information on marketing and funding strategies.

2 LAND USE AND DEVELOPMENT

This section includes the strategies for redevelopment within Windsor Center, specific strategies for the area around the new rail station and urban design strategies to guide redevelopment so that it reinforces the current New England Village pattern.

Redevelopment Strategy

Windsor Center needs additional uses to draw residents, other businesses, and visitors. Development of selected parcels can bring positive change to the Center, including new businesses and residential units on sites that are not at their full potential now.

Additional uses are needed in the Town Center for it to become a more vibrant and economically successful district. This can be done with available land and, where practical, relatively large assemblages of parcels. The most desirable uses are those that will add to the convenience and quality of the Town Center as a place to live or for nearby residents to shop, or which will add distinctive destinations and services to attract patrons and visitors, boosting the market support and expanding business opportunities for the more town-oriented enterprises in the center.

Redevelopment for multi-family residential or mixed-use projects with a residential component along with retail and/or office space are strong and positive candidates for redevelopment of large lots, including the conversion of underutilized or low-density auto-oriented lots that are located along Poquonock Avenue, Palisado Avenue and Broad Street.

Retention and redevelopment of many existing buildings will be an essential part of the redevelopment strategy. In addition to the benefits associated with reusing distinctive historic buildings, the prospective revenues associated with the complete redevelopment of sites under current conditions many not be adequate to justify the risks and costs of removing some or all of the structures, and replacing them with new buildings. Very positive "hybrid" redevelopment of sites could occur that expand, improve, or selectively replace existing buildings.

REDEVELOPMENT AND DEVELOPMENT OPPORTUNITIES

Key strategic changes and improvements can accelerate the Town's ability to fulfill its goals for Windsor Center. Some of these changes can be accomplished relatively soon; others may take several years to fully accomplish. However, progress on any of these will help shift the quality, activity, value, and image of the district.

North End of Broad Street/Former Arthur's Drug Site

Some sites, like the former Arthur's Drug site could be partially redeveloped, and could feasibly support a new multi-use building with ground-level retail to cap off the north end of Broad Street, taking advantage of this visible location. This site has been analyzed as one of the target sites and is discussed in detail elsewhere in the report.

Figure 1. Keys to the Future of Windsor Center

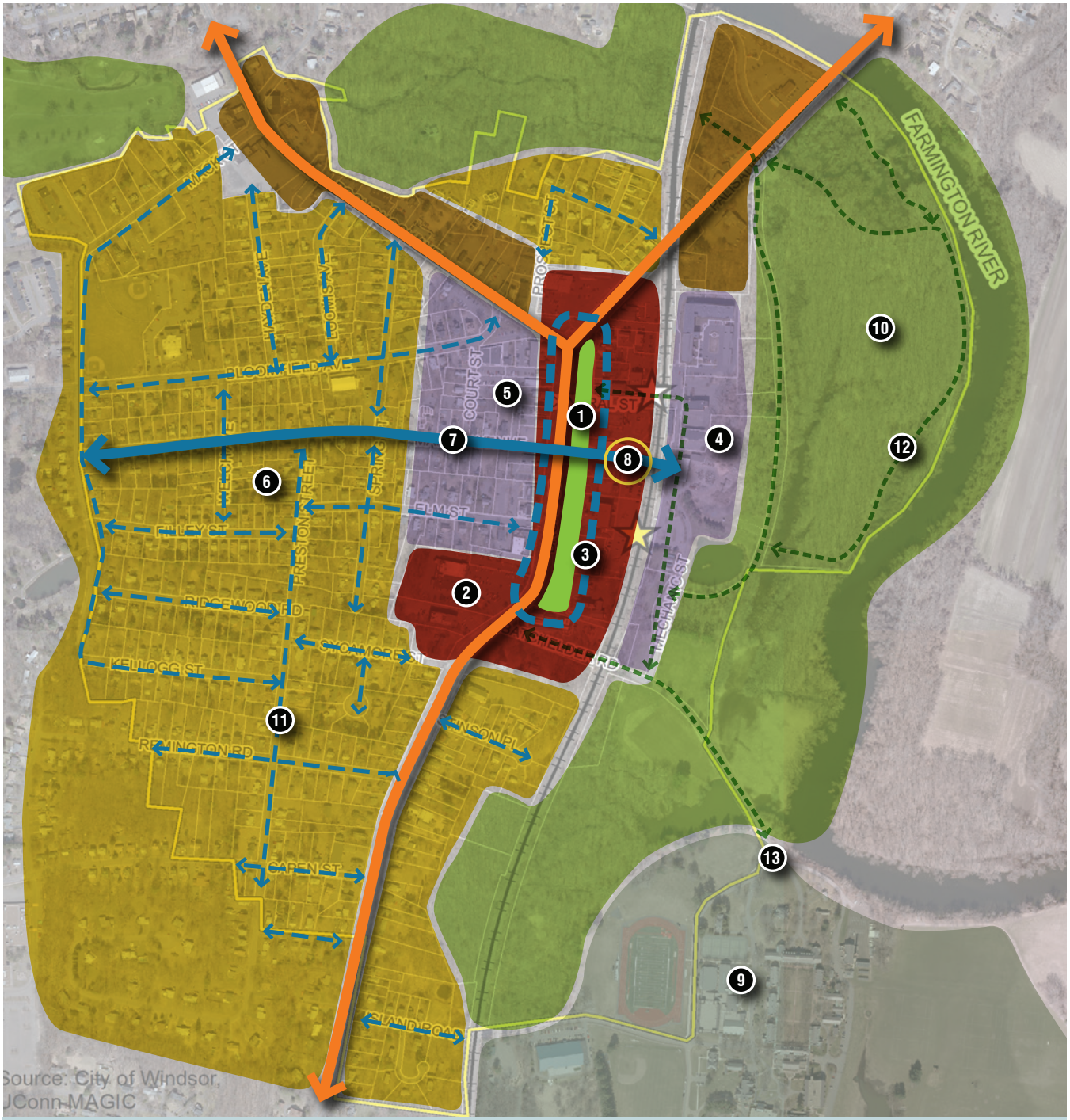


DIAGRAM FOR THE FUTURE

1. Town Green – Enhanced, historic open space
2. Active Core – Active civic uses and business edge
3. Pedestrian Loop – Primary path around Town Center
4. Border (East) – Multi-story and historic developed edge
5. Border (West) – Middle-scale transition area
6. Traditional Neighborhoods – Compact fabric of smaller homes
7. East-west Connector – Continuous pedestrian link
8. Mobility Center – Enhanced parking, and transit connections for all modes
9. Campus – Loomis Chaffee
10. Green Resources – Buffers, preserved wetlands and parks
11. Neighborhood Links – Pedestrian-oriented, traffic-calmed streets
12. Green Links – Paths and trails through open spaces
13. Multi-use Path – River trail connection to Hartford

The former Arthur's Drug site provides an opportunity for strategically-located, multi-story reinvestment that can "top off" the northern end of Broad Street. This site is a prominent, central site that could transform the northern end of Broad Street through development that bridges between the east and west side of the Green, enhancing the value of the entire area. The redevelopment needs to take advantage of the prominent site, enhanced pedestrian links and increased on-street parking associated with the street and intersection changes.

Plaza Building

Reuse of the historic Plaza Building is a key priority for the Center; innovative reuse of the theater for a relatively small but unique entertainment or event destination can be difficult to achieve, but would reconstitute an important anchor activity and should be supported as a goal. The Town should work with the property owners to provide for development, including ground-level restaurants and shops, which maintains the historic quality of the building and vitality that it represented in the area.

Blocks North of Central Street

The cluster of properties and buildings east of the Green and north of Central Street can become a village within a village – an attractive combination of restored historic buildings, new construction and additions connected by shared landscape, signage, walkways and parking resources that enhance the attractiveness and identity for all of the uses; this will require collaborative efforts among the property owners and the Town over several years. This site has been analyzed as one of the target sites and is discussed in detail elsewhere in the report.

Sites along Poquonock Avenue

There are a series of underutilized sites along Poquonock Avenue with automobile-related uses that may receive insufficient traffic over the long term compared to other locations. Potential candidates have been identified in Appendix C: Analysis of Development Alternatives, which shows that most of the sites have significant constraints due to the size and geometry of the parcels. However, there appear to be opportunities over time for site redevelopment with a moderate amount of multi-family housing as part of a mix that may enhance the feasibility of a project. In order to create an improved environment over time, this report includes design guidelines and revised zoning to reinforce a positive redevelopment over time.

Sites along Palisado Avenue

There are a number of parcels along Palisado Avenue that have similar characteristics to those along Poquonock Avenue described above. These parcels should be considered for similar treatment, but with the note that the floodplain is a significant limiting factor for these sites.

Reuse or Expansion of Uses along Broad Street

Some of the buildings along Broad Street do not take advantage of the commercial and retail characteristics of the district and should be repurposed for active programs. Expansion of existing buildings is a more desirable outcome than demolition or surface parking lots along Broad Street. The Town should support the reuse of existing buildings, and the removal of historic or architecturally significant buildings should be resisted.

Sites along Batchelder Road and Mechanic Street

The Loomis Chafee School owns a series of parcels along Batchelder Road and lower Mechanic Street that could be candidates for redevelopment related to the school or multi-family or single-family housing and be valuable additions to the downtown.

Broad Street Reconfiguration

Broad Street can and should be narrowed in some locations, and its broad intersections redesigned to be more effective in directing and distributing traffic while creating excellent and shorter pedestrian connections. Excessive width should be transformed into additional on-street parking and landscape medians in some locations to make Windsor Center more convenient and attractive. The normal peak hour needs of commuter traffic can be easily supported with this approach, but will be better balanced with the need to emphasize convenient walking, parking, and circulation choices to be successful as a business and civic center.

Station Area Redevelopment: West Side

The Town can facilitate long-term transit, parking and mobility solutions using its own land behind Town Hall, by focusing funding sources to create a central parking deck serving Windsor Center and bringing pedestrian, bicycle and transit routes to a convenient central point. The architecture of the depot should be visible from the Green and create an integral pedestrian overpass with the station reaching across to the east side of the tracks. The landscape architecture should support a continuously pleasant environment from the Green to the station.

Station Area Improvements: East Side

The Town land on the east side of the tracks will be available to support a cluster of multi-family residential buildings that could incorporate commercial uses or live-work units in response to market opportunities, as part of a cohesive Mechanic Street corridor. Completing this new edge of the Center depends on relocating the rail parking to the west side of the tracks.

New and Expanded Active Uses around the Green

A combination of public and private initiatives are needed to complete a continuous, active edge with new uses around the Town Green that will have

enough variety and interest to draw and retain visitors from Windsor and other communities, boosting the market for all of the destinations. A larger cluster of diverse, quality restaurants and food-oriented shops is an attainable step in this direction.

Station Area Strategy

The area around the new rail station requires some additional strategies to ensure that the ability to access rail service from the neighborhood is easy for pedestrians, bicyclists and drivers alike. Making changes to the current design will make a better and more connected rail station for Windsor Center.

The station area strategy examines the program of changes, anticipated new services and capital improvements, requirements for the station and suggested modifications.

STATION AREA PROGRAM

The Connecticut Department of Transportation (ConnDOT), through funding from the Federal Railroad Administration, Federal Transit Administration, and State sources, is making improvements to the rail service and associated infrastructure along the corridor between New Haven, Connecticut and Springfield, Massachusetts, known as the New Haven-Hartford-Springfield (NHHS) Corridor. The project includes improvements to the level of service at the station in Windsor.

This section presents the details of the improvements planned by ConnDOT at Windsor Station for the NHHS project, as well as additional requirements that will need to be considered as the Town plans for development around the station, including modifications to the planned improvements that will benefit to the Town.

PLANNED SERVICES AND CAPITAL IMPROVEMENTS

Rail Service Plans

Amtrak currently operates six round-trip trains over the NHHS corridor with five round-trip trains stopping in Windsor. One provides direct service between Springfield, Massachusetts and Washington D.C. The four other round-trip trains shuttle between Springfield and New Haven, where the trains meet Amtrak Northeast Corridor trains to Boston and New York, Metro-North trains to New York, and Shoreline East trains to New London. The Vermonter, which operates from Washington, D.C. to St. Albans, Vermont, uses the corridor but does not currently stop in Windsor.

The goal of the NHHS Project is to improve train service along the corridor. This is planned to occur in a series of phased improvements. The first set of changes to rail service is anticipated to occur in 2016 and will include approximately 11 to 12 round-trip trains stopping in Windsor. This will effectively double the shuttle service between Springfield and New Haven from four daily round-trips to eight and increase the regional Amtrak service between Springfield and New Haven, connecting to other locations in New England such as Boston, Greenfield, Massachusetts and White River Junction, Ver-

mont. In addition to the Vermonter train making additional stops, including Windsor, these Northeast Regional trains are anticipated to include two to three additional round-trip trains per day stopping in Windsor.

The next phase of service improvements along the line is anticipated to occur in 2030 or beyond and will likely include increased service and connections to Boston and increases in travel speeds along the route between Springfield and New Haven with the potential of up to 25 round-trips per day. Additional study and project development is required before more information is available on the longer-term train service levels.

Train trip travel times for the rail service are as follows and are not anticipated to change in 2016:

- **Windsor to Hartford –** 12 minutes;
- **Windsor to Springfield –** 30 minutes; and
- **Windsor to New Haven –** 58 minutes.

Rail System Improvements

In order to increase the level of service along the NHHS Corridor, significant improvements are required along the corridor. The NHHS program of capital improvements includes:

- Restoration of sections of second track;
- Construction of new passing sidings;
- Construction of a layover and light maintenance facility;
- At-grade crossing upgrades;
- Bridge and culvert rehabilitations, replacements and removals;
- Installation of new crossovers and signal upgrades;
- Improvement or relocation of existing passenger rail platforms for Amtrak intercity service, as well as additional station parking and improved station access;
- Improvements to platforms, track configuration and sidings in the Springfield Terminal area; and
- Construction of future FTA-funded new regional rail stations.

Planned improvements in and around Windsor Station will include the following:

- Restoration of the second track from Palisado Avenue southward to beyond the I-91 overpass in Hartford;
- Improvements to the at-grade crossing at Central Street to accommodate the second track;
- Relocating the existing low-level platform on the west side of the tracks to the south as a high-level platform;

- Construction of a second platform on the east side of the tracks;
- Construction of a pedestrian/station overpass to allow travel between station platforms; and
- Construction of parking to accommodate increased ridership.

Additional detail regarding the proposed design and design requirements are provided in following sections.

Connecting Transit Services

Windsor Station is served by three CTTransit bus routes including the following:

- **Route #32 –** Windsor Avenue. Downtown Hartford via Windsor Street;
- **Route #34 –** Windsor Avenue-Windsor Center-Poquonock via Windsor Street; and
- **Route #36 –** Windsor Avenue-Rainbow-International Drive.

The resulting combined service frequency of the three routes is approximately every 20 minutes during the peak commute periods, with a 20-30 minute trip time between Windsor and Downtown Hartford. Each of these routes uses the combination of Central Street and Mechanic Street to serve the Windsor Amtrak Station and Mechanic Street Park and Ride lot.

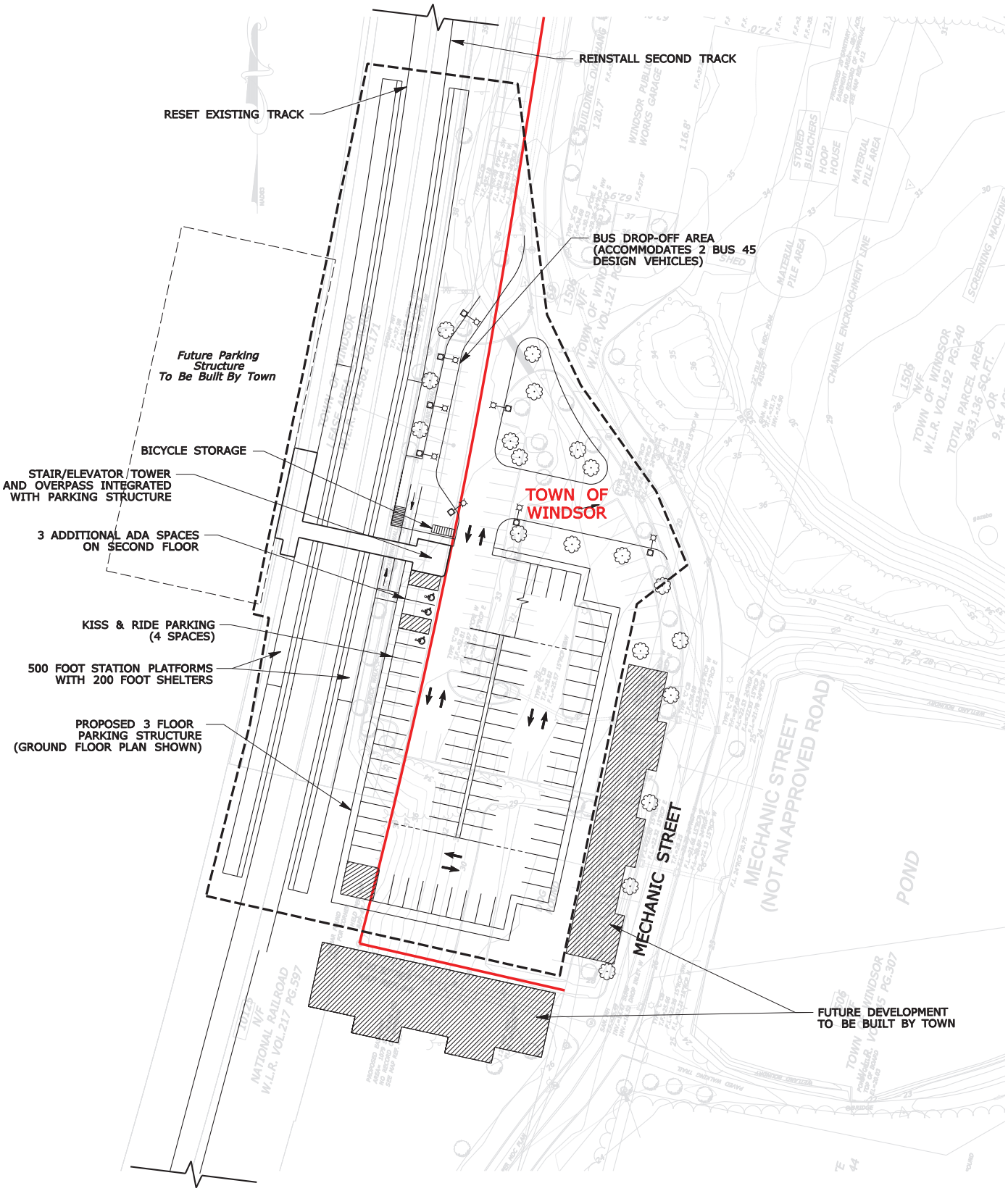
STATION REQUIREMENTS

Platform Locations

The current plan for the new platforms at Windsor Station locates them approximately 300 feet south of the Central Street at-grade crossing. This plan provides for clear sightline distances for the cars crossing the tracks at that location. There appears to be some flexibility to shift the platforms farther south, however the platforms should not be moved any farther north than the currently plan. The preliminary plan for Windsor Station includes platforms that are 500 feet long by 12 feet wide. The platform length has been established in accordance with future plans for train service needs along the corridor. The platform width at the conclusion of final design activities may end up being wider than 12 feet, depending on vertical circulation (i.e., elevators and stairs) and the required clearances along the edges of the platform.

Figure 2. Site Plan of ConnDOT's Design for Windsor Station Parking Garage

Source: New Haven-Hartford-Springfield Commuter Rail Implementation Study Final Report, ConnDOT, June 2005



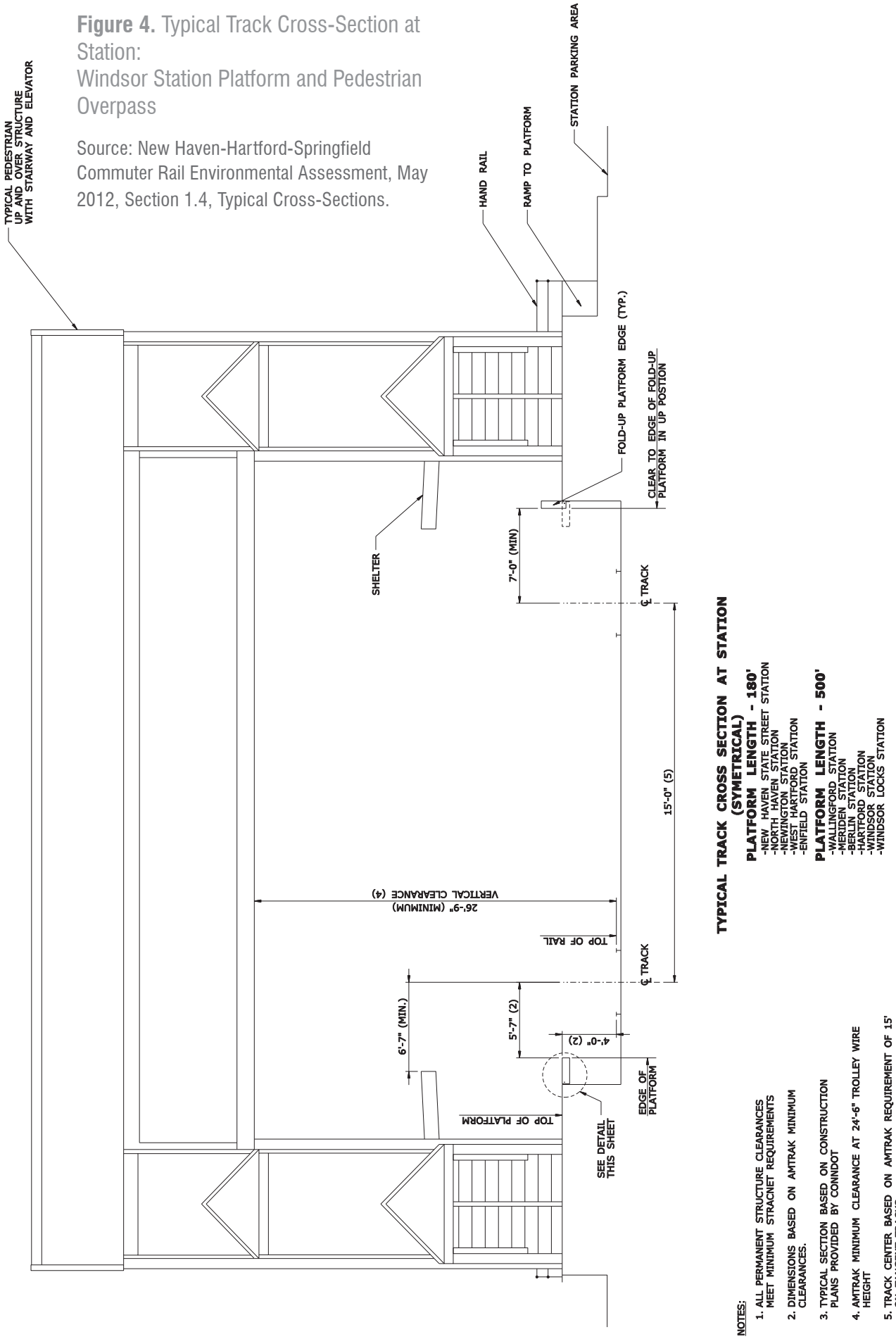
Platform Access

The restoration of the second track and the change from a single low-level platform to high-level platforms will require new platforms on both sides of the tracks. These high-level platforms will be built at the same height as the floors of the trains in order to provide faster and safer boarding. The design of the platforms will be fully accessible via ADA compliant ramping systems. The configuration of platform access in the preliminary plans developed by ConnDOT (see Figure 4) include ramps from ground level to the platform level and a pedestrian bridge over the tracks, complete with stairs and elevators for easy access. Platform access is shown on the preliminary plans in the center of the platform; however, this could be relocated anywhere along the platform as long as it works with the other station facilities.

Figure 3. Rendering of ConnDOT's Design for Windsor Station Parking Garage

Figure 4. Typical Track Cross-Section at Station:
Windsor Station Platform and Pedestrian Overpass

Source: New Haven-Hartford-Springfield Commuter Rail Environmental Assessment, May 2012, Section 1.4, Typical Cross-Sections.



Parking Demand

The parking required for intercity rail service can vary depending on a variety of factors and cannot be scientifically calculated. There are many attributes of a rail station that drive the demand for parking. These include, but are not limited to:

- **Projected ridership –** Projected number of passengers boarding the train each day;
- **Rider type –** Commuter, multi-day traveler, and recreational traveler;
- **Location of alternative station –** Ease of vehicular access to station; and
- **Ratios of station access modes –** Driven by station area land use patterns, routes and frequency of transit access, and ease of bicycle/pedestrian connections.

ConnDOT's preliminary plan included a parking garage at the Windsor Station with a total of 180 spaces. This space count was based on the following program:

- **Preliminary rail parking demand estimate –** 85 spaces
- **Replacement of existing Mechanic Street Park and Ride Lot (east of tracks) –** 85 spaces
- **Minimum parking required –** 170 spaces
- **Parking provided in preliminary plan –** 180 spaces

Given the variability of the parking demand for rail stations, ConnDOT's estimated demand for 85 new spaces could change depending upon development trends in the station area and potential improvements to transit and pedestrian connections. The 85-space parking demand estimate is a reasonable assumption if no other changes are made in the station area. Changes that increase alternative modes of access to the station, including pedestrian or bicycle access, could decrease the level of parking demand.

The existing Mechanic Street Park and Ride Lot, located on the east side of the tracks, also has 85 spaces. Recent surveys of this lot found that only three to four of these spaces were occupied at any given time. This public parking lot will be displaced under ConnDOT's plan and the spaces added to the planned garage to create the minimum requirement of 170 spaces.

However, a commuter rail parking program limited to approximately 85 spaces seems reasonable given the lack of demand for the spaces in this lot and the potential to minimize parking demand for the rail station through the addition of mitigating improvements in the station area. Within the station area, there are currently three surface parking lots and limited street parking spaces that provide a total of 247 spaces. These 247 spaces include the 85 spaces in the Mechanic Street Park and Ride Lot. The remaining parking within the station area is located in lots on the west side of the tracks and

along Broad Street serving the Town of Windsor, the U.S. Post Office, and the Windsor Chamber of Commerce

For the Windsor Station area, an alternative consolidated parking facility, currently under discussion, would include the following parking program:

- **Replacement of existing Town Hall lot (not including spaces behind the Post Office) –** 144 spaces
- **Replacement of Mechanic Street Existing Park and Ride Lot (east of tracks –** 85 spaces
- **Replacement of existing Chamber of Commerce Lot –** 11 spaces
- **Replacement of existing on-street parking on south side of Maple Avenue –** 7 spaces
- **Minimum parking capacity required –** 247 spaces

The contemplated consolidated parking facility would serve the downtown, the station, as well as future development within the station area. Facility design options are being considered that could accommodate between 200 and 300 cars. The ideal location for the parking facility would be on the west side of the tracks to serve multiple users and provide good access.

CIRCULATION AND ACCESS REQUIREMENTS

Kiss and Ride Facilities

"Kiss and ride" spaces are short-term parking spaces that are generally located adjacent or very close to a station platform. Kiss and ride spaces are typically used as the primary access point for riders dropped off by a family member, friend, or a taxi (more typical on longer intercity trips), or as a way to wait in a car on days of inclement weather until the train is approaching, to minimize exposure to the elements.

Easily accessed kiss and ride facilities maximize their use and can minimize the demand for parking. Easy access involves both the location of the facilities relative to the station platforms and the route between the nearest major road and the kiss and ride.

ConnDOT's preliminary plans provide four kiss and ride spaces in the proposed lot on the east side of the tracks. This is a reasonable number of spaces, but two or three may be adequate given the projected ridership at the station. However, there are two reasons to locate the kiss and ride facility on the west side of the tracks. Passengers arriving late to an east side location, with primary access along Central Street, may be prevented from reaching the platform when the crossing gates close at Central Street. A location near the proposed pedestrian overpass would improve the connection between Broad Street and the station, minimizing travel time to the station, increasing kiss and ride usage, and decreasing parking demand.

Bus Transit Requirements

The existing ConnDOT plan for the station includes two 45-foot bus berths on the east side of the tracks. This is in addition to bus stops on Central Street, Mechanic Street and Broad Street. As identified above, there are currently three routes that serve Windsor Station. With the combined headways of 20 minutes, it is unlikely that there will be more than one bus berthed at that station at any one time, even when taking into account the non-peak direction buses. With the possibility of additional services or shuttle routes from surrounding developments, however, increased frequencies of existing routes in the future, or modification of route schedules to match arrival times with train time, it is likely in the future that the second bus berth would be utilized. The bus berths would optimally be located on the east side of the tracks, as the buses are just as likely to serve the residential properties on the east side of the track as they are to serve the train passengers. The station will also be configured to provide for convenience shuttle pickup and drop-off from other area users, including participants in Transportation Management Association (TMA) programs.

Pedestrian Bridge

The change in platform configuration will require a pedestrian bridge over the tracks. This bridge needs to maintain a vertical clearance of 26 feet, 9 inches above the top of rail elevation, requiring lengthy stairs and either elevators or large ramp structures to access the bridge.

RELATIONSHIP TO ADJACENT SITES

The Windsor Station will be located directly behind the Windsor Town Hall, within a 10-minute walk from most of Windsor Center and within a 10- to 20-minute walk of Loomis Chaffee School. The pedestrian connection between the station and those locations will be important to the success of station area development.

In addition, the station will be located across Mechanic Street from a newly-permitted residential development to be called Olde Windsor Station. This development of 130 units offers the opportunity to further enliven the area, but will require a strong connection between the residential district, the station and the remainder of Windsor Center. Without the strong connection, the co-locational benefits of the station and residential development are not likely to be fully achieved. It may be possible to further enhance this benefit by adding to the residential district through the conversion of the current Mechanic Street Park and Ride Lot (and possibly the land along the tracks further to the south) to a similar residential development.

Figure 5. Rendering of Olde Windsor Station Residential Development

Source: www.lexingtonpartnersllc.com

PREFERRED STATION AREA PLAN

To analyze the possibilities around the new rail station, a series of station area plan alternatives were created, based on discussions with the Town and the assessment of facility needs and requirements. As with the TOD Master Plan as a whole, the community vision for Windsor Center informed the development of these alternatives, and is repeated here for easy reference. The community vision is that Windsor Center should be…

- **WALKABLE AND CONNECTED** – A compact district that takes advantage of transit and reinforces all of the uses by becoming an increasingly walkable, well-connected cluster of uses, places, services and amenities;
- **VIBRANT AND DIVERSE USES** – A vibrant district that boasts a diverse mix of uses that enhances the area as a place to live, work, visit and play;
- **ACCESSIBLE AND SAFE** – A convenient district that is easy to access from other areas and that allows pedestrians, bicycles and automobiles to get around safely and efficiently; and
- **ATTRACTIVE AND DISTINCTIVE** – A clearly defined district through the urban design of its streets, ways and public spaces and through the consistent qualities of its constituent buildings that preserve and enhance the existing village character and historic and iconic assets, while encouraging new uses that provide additional attractions for people to come to the Center.

Station Area Attributes

The station area alternatives included the following attributes related to the Windsor Center vision.

Walkable and Connected

- **ENHANCE WALKABLE CONNECTIONS/IMPROVE PEDESTRIAN ENVIRONMENT** – A core component of each alternative is to provide walkable connections between the east and west side of the railroad corridor and provide improved pedestrian connections between the rail station area and the remainder of Windsor Center. With the newly approved Olde Windsor Station residential development, as well as the rail station, the pedestrian connections are an increasingly important component of the station area.
- **ENHANCE CONNECTIVITY TO RIVER TRAIL AND LOOMIS CHAFFEE** – The pedestrian connections along Mechanic Street are an important component of connectivity to and from the station area. With the improved pedestrian access across the tracks, maintaining, and improving pedestrian connections to Loomis Chaffee and the River Trail will further enhance the vitality of Windsor Center.

Vibrant with Diverse Uses

- **MAXIMIZE REDEVELOPMENT OPPORTUNITIES** – Underutilized sites within the station area were examined for the potential for redevelopment opportunities.
- **RESIDENTIAL DEVELOPMENT TO SUPPORT VITALITY AND ACTIVITY** – Opportunities for residential development in the station area that will expand upon the recently approved Olde Windsor Station development were identified.

Accessible and Safe

- **ENHANCE RAIL ACCESS AND DROP-OFF** – Access to the rail platform includes improved routes and locations for passenger drop-off, bus transit stop locations, and bicycle/pedestrian access.
- **PROVIDE POTENTIAL FOR FUTURE SHARED PARKING GARAGE** – Parking is provided that can be used by rail passengers, existing users (such as town hall) and visitors of new commercial developments in the station area. The projected parking program for a future shared parking garage would include 247 spaces, as described in Section 2.2.3 Station Requirements, but could include up to 300 cars as any new development uses within the station area would require additional parking facilities, either on-site or within the shared garage.

Attractive and Distinctive

- **PRESERVE WINDSOR CENTER CIVIC AND HISTORIC BUILDING** – The station area alternatives respect the existing civic and historic buildings. The existing feel and functionality of Windsor Center should not be significantly impacted by additional development in the station area.
- **REINFORCE ACTIVE GROUND-FLOOR USES AT STREET FRONTAGES** – Station area alternatives were developed to provide opportunities to reinforce or introduce active ground-floor uses on street frontages that will enliven the station area.

Station Area Plan

The preferred Windsor Station plan is shown below. Circulation and access elements include multiple pickup-drop off areas, good pedestrian connectivity to both sides of the tracks, and opportunities for valuable multi-use parking. The plan shows two drop off-areas; one at Mechanic Street and another at the rear of the Post Office and Town Hall accessible from Broad Street. The proposed pedestrian crossover bridge connects Mechanic Street on the east to Windsor Center on the west and enhances access between downtown and the proposed TOD projects on the east side of the tracks. The future parking structure, now shown in place of the surface lot behind town hall, is a key piece of the overall TOD strategy, as it would allow for excellent shared parking potential; serving commuters during the daytime and downtown during the evening and weekends. Bicycle storage provided at the station would accommodate and promote non-motorized travel.

Figure 6. Preferred Station Area Plan

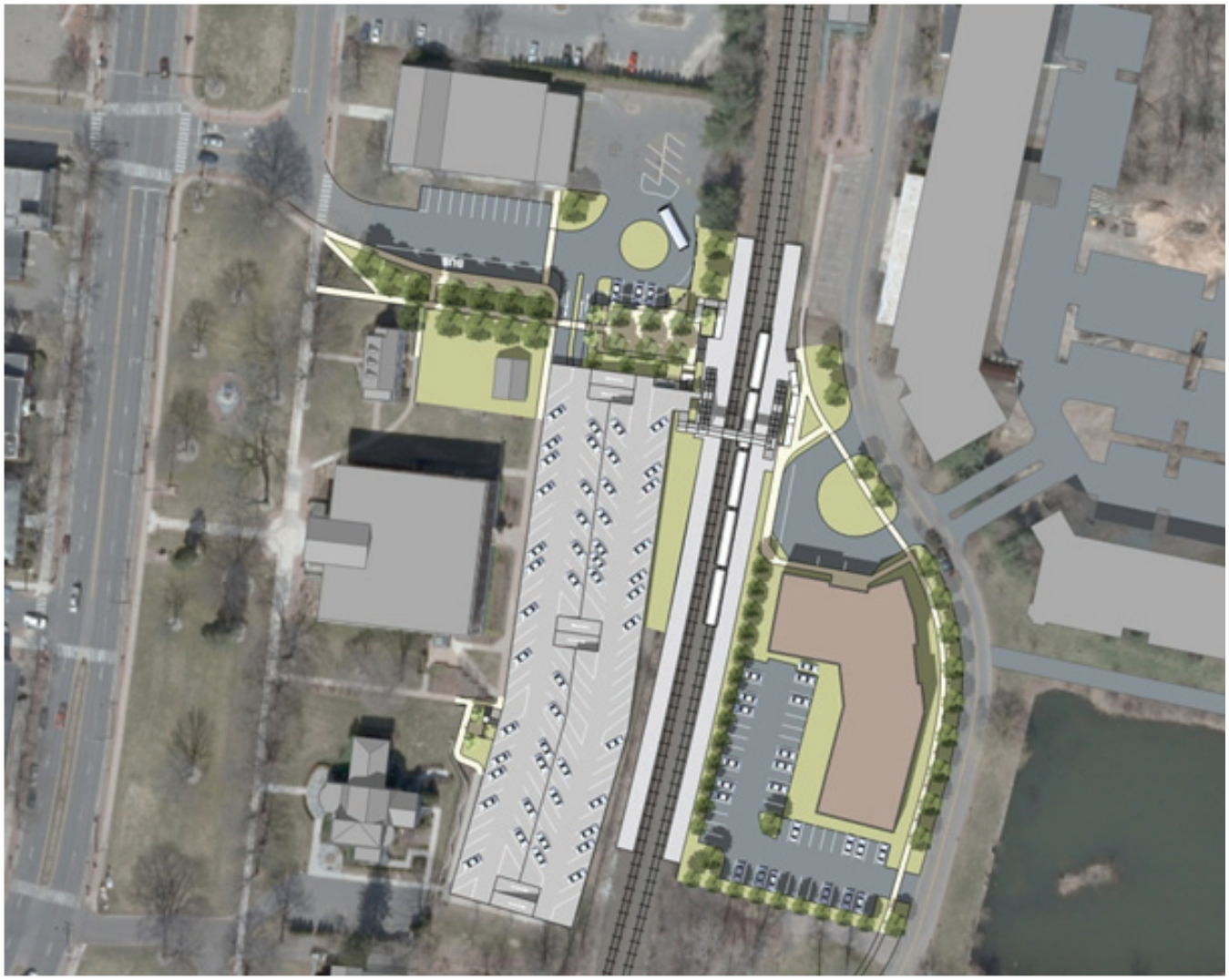
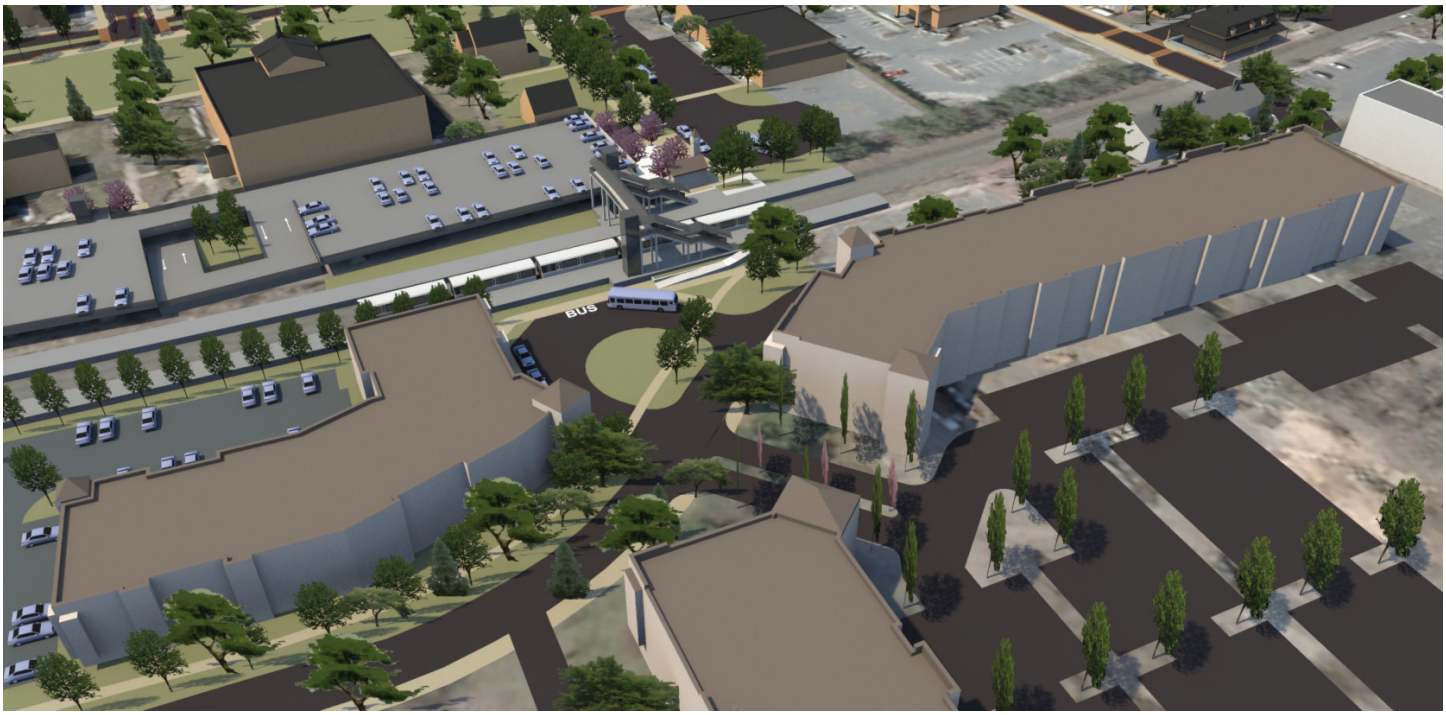


Figure 7. Proposed Station Area, West Side

Figure 8. Proposed Station Area, East Side



Urban Design Strategy

The urban design concept for Windsor Center places a high value on the characteristics of a traditional, pedestrian-oriented town center that has a range of uses and distinct subareas that are connected to each other, and renews the emphasis on the central hub provided at the rail station. The urban design will emphasize the patterns of buildings and attractive open spaces, and diminish the visual impact of parking while enhancing its convenience by creating connections from parking to the various destinations in the center.

Introducing new development into an historic area can be a challenge. A focus on urban design can help integrate the old and the new and improve how people interact within the Center.

PATTERNS OF DEVELOPMENT

The following patterns of development should be reinforced by proposed redevelopment and streetscape improvements.

The Green and its Edges

The Town Green should be enhanced as a flexible and informal open space, with increased and improved paths to walk across the open space, encouraging movement between parking, uses and activities including an emphasis on the paths leading to and from the future rail station. Buildings and active ground floor uses should fill in the edges of the Green wherever possible, to generate a continuous positive experience for pedestrians. Where this is not practical, a combination of landscape improvements and small retail kiosks can fill in the edge—perhaps a mini-coffee shop, flower market or the like.

Historic Preservation and Contemporary Buildings

Windsor's historic buildings are distinguished long-term assets, and there should be a renewed emphasis on saving, restoring, and improving buildings with historic merit. New buildings should have the integrity and advantages of contemporary styles and expression, but be good neighbors to traditional styles.

Continuity of Building Forms and Fabric

The fundamental pattern of building shapes, location and organization on their sites of the residential neighborhoods and traditional commercial and civic structures should serve as a guide to the future; the challenge is to repair the fabric, rather than reinvent it.

Rail Station as a Visible, Central Connector

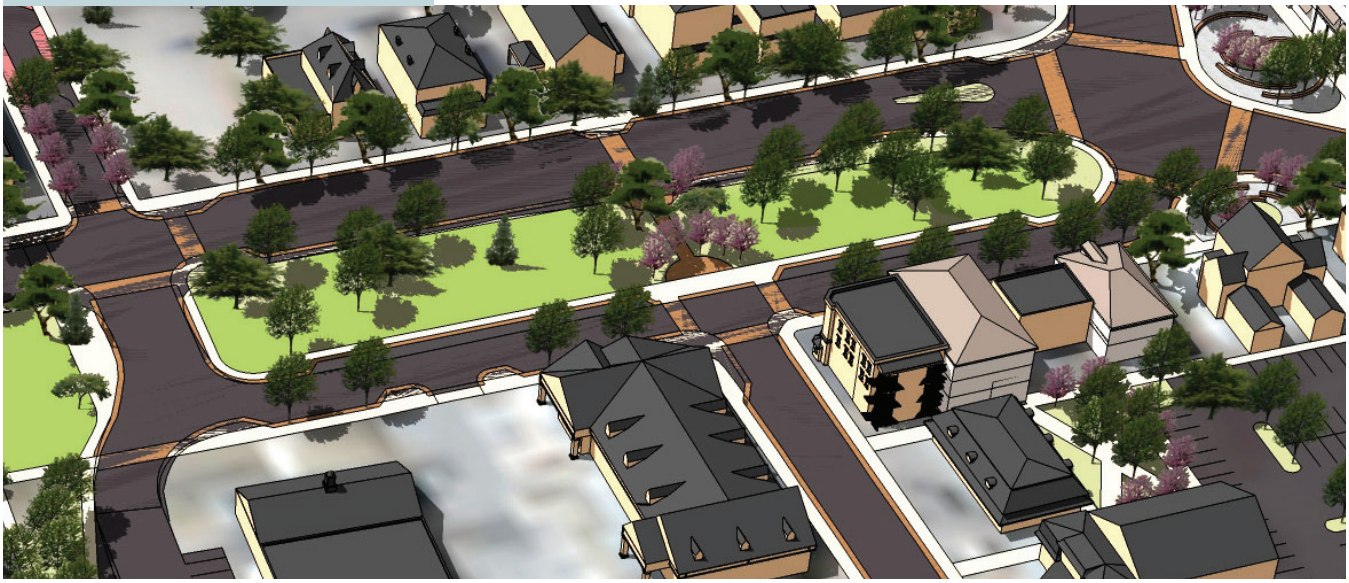
The new depot should be architecturally interesting and a visible connector, by emphasizing its vertical elements and bridge-like crossing, and creating covered areas adapted to accommodate the ground-level needs of the users of this active hub.

Windsor Center can be a compact district that takes advantage of transit and reinforces all of the uses by becoming an increasingly walkable, well-connected district...

Figure 9. Top of Broad Street

... a vibrant district that boasts a diverse mix of uses that enhance the area as a place to live, work, visit and play.

Figure 10. Windsor Green



The Town Center can be a convenient district that is easy to access from other areas and allows pedestrians, bicycles and automobiles to get around safely and efficiently ...

Figure 11. New Development North and East of the Green

... and a distinct district that preserves and enhances the existing village character and historic and iconic assets, while at the same time, encouraging new uses that provide additional attractions for people to come to the Center.

Figure 12. New Development East of the Station

Reducing the Visual Impact of Parking

The siting and design of parking lots and a future parking structure near the rail station should limit the visual impact of parking from the pedestrian vantage point from streets and the Green. The parking requirement of the residential development shown in the plan is covered by surface parking within those parcels. The parking lot of the Post Office will not be negatively affected as the parking study indicates that there is currently excess parking supply on that site.

Streetscape as an Attractive Landscape

The provision of generous, tree-lined sidewalks and an emphasis on the green landscape at crossing points and along paths is a thematic approach to streetscape design that should be extended throughout the Center.

OPEN SPACE AND AMENITIES

The Town is unusually well positioned in terms of the open space and amenities within and near the Town Center. Additional actions over time can include:

Improvements to the Town Green

The road diet, by reconfiguring the street, will create opportunities for additional sidewalks along the perimeter, spaces for public art, and additional seating.

Pop-up Food and Services

The Town can actively promote locations for temporary business opportunities to rent kayaks along the river and bicycles, allow food trucks around the green, and support a successful and expanding farmer's market. Just as other towns and cities have benefitted from the use of these amenities in their downtowns, Windsor can increase the vitality of the area on and around the green.

Trailblazing and Wayfinding Signage

The Town can use enhanced signage to direct visitors and help them interpret the natural and historic resources in the Town Center. High-quality environmental graphic design can build experiences that connect people to place, with elements of wayfinding systems, architectural graphics, signage, exhibit design, identity graphics, dynamic environments, and civic design.

Public Art and Performances

The activities and serendipitous public art installations provided by the Windsor Arts Center and its supporters add an extremely valuable dimension to the Center and the community. The cultural dimension should be adopted as part of the theme, image and life of Windsor Center.

REGULATORY FRAMEWORK

Appendix II: Regulatory Framework contains zoning recommendations and draft design guidelines that support these urban design recommendations and other strategies in this *TOD Master Plan*.

3 MOBILITY

Vehicles, pedestrians, and bicyclists have to share the streets safely, especially when connecting quiet residential streets to more heavily trafficked ones. Easy access from the neighborhoods to the rail station can improve the use of rail services and the experience of getting from home to work.

This section provides the strategies necessary to address the mobility of vehicles, pedestrians, and bicyclists. Recommendations for circulation, parking demand and management and complete streets work in concert to address the Towns' goals of walkability, connectivity, access and safety.

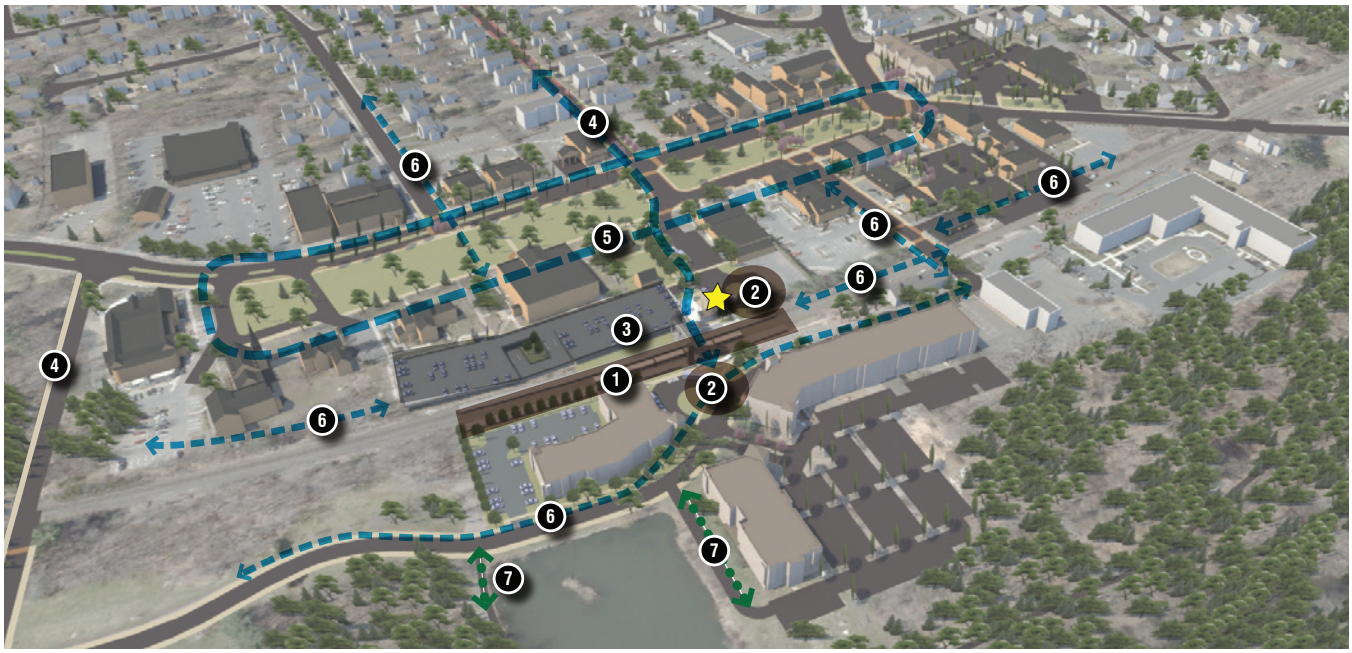
A road diet removes excess paving and lanes from a road that is too wide for the amount of vehicular traffic that uses it. The extra space can be reconfigured to provide pedestrian and bicycle access and additional parking. The overall recommendation for a road diet for certain streets in Windsor Center is discussed in more detail throughout Section 3.0, but the following is a list summarizing improvements and benefits associated with the road diet:

- Reduction of pavement dedicated to motor vehicle travel
- Reallocation of pavement for vehicle parking
- Additional green space
- Additional room for wider sidewalks
- Smaller corner radii at intersections
- Creation of curb bump-outs at intersections to lessen pedestrian crossing distances
- Windsor Center streets that are more welcoming to non-motorized road users

The goal is to create a "mobility hub" in Windsor Center, with the following components, as shown in Figure 13:

1. New rail depot with vertical circulation to parking and bridge over tracks
2. Pick-up and drop off areas for cars, shuttles, and buses
3. New multi-use parking decks
4. East/west pedestrian corridor
5. Walking loop around the Green
6. Secondary pedestrian connections
7. Open space trail links

Figure 13. Mobility Hub



Circulation Strategy

The circulation strategy provides recommendation for the circulation of vehicles, pedestrian and bicycles. *Appendix III: Tools and Resources* includes funding sources for implementing the circulation strategy.

Improving the movement of vehicles, pedestrians, and bicyclists from the neighborhoods, through and around the Center, and to the rail station will improve the quality of life for all. Slowing traffic in the residential neighborhoods and streamlining access to the rail station will make the streets safer for pedestrians and bicyclists.

VEHICULAR TRAFFIC PATTERNS

To confirm that a road diet, as described in Section 1.1, would be appropriate under future conditions, projections were made of 2030 peak hour traffic volumes. Several factors were included in the future projections, including normal ambient traffic growth, new traffic generated by developments that are currently pending or proposed in Windsor, new traffic associated with increases in rail ridership from the New Haven-Hartford-Springfield (NHHS) rail project, and new traffic generated by future transit-oriented development in Windsor Center. The 2030 traffic volumes are shown in Figures 14 and 15.

Figure 14. Broad Street 2030 Future Traffic Volumes, Weekday Morning Peak

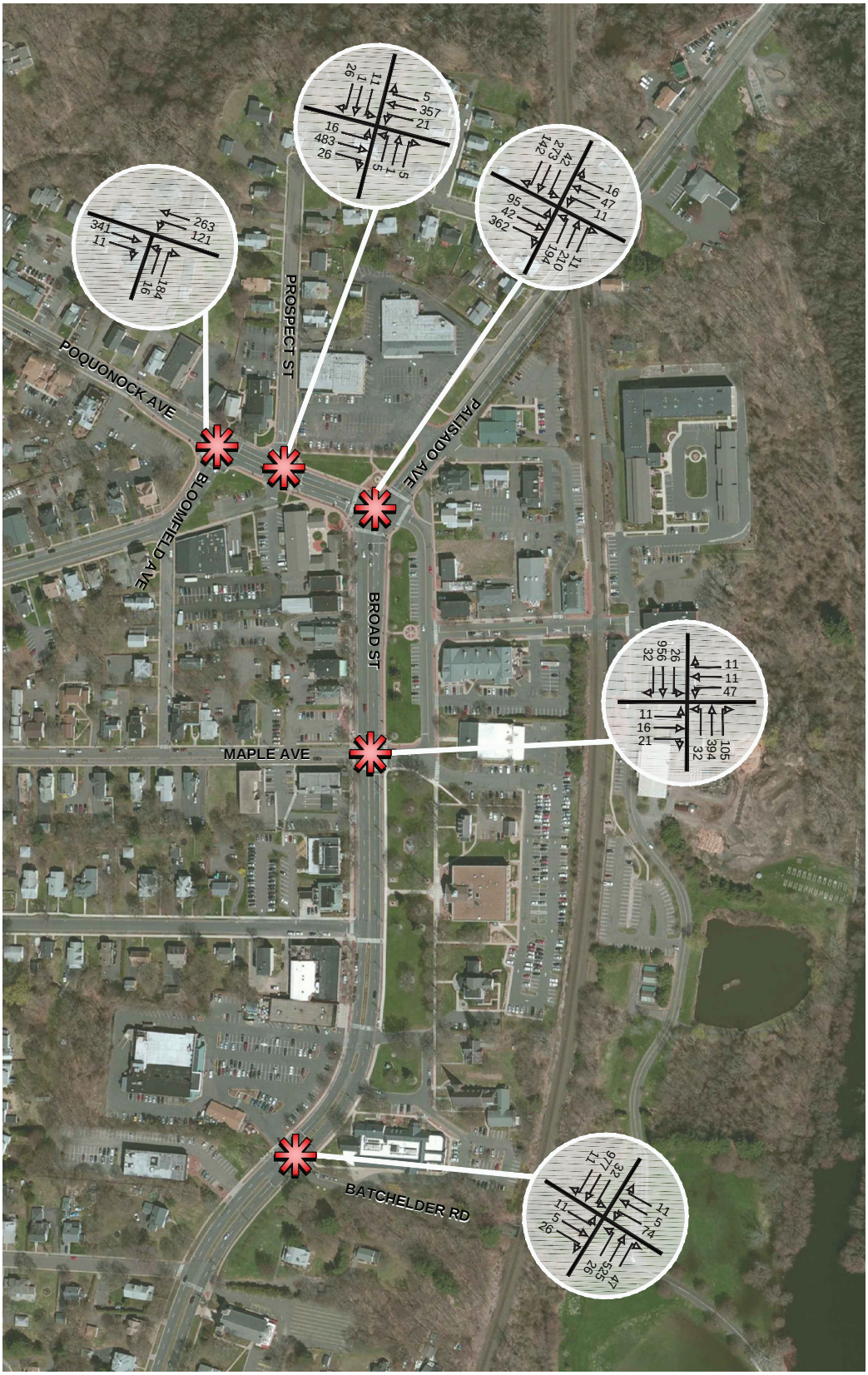
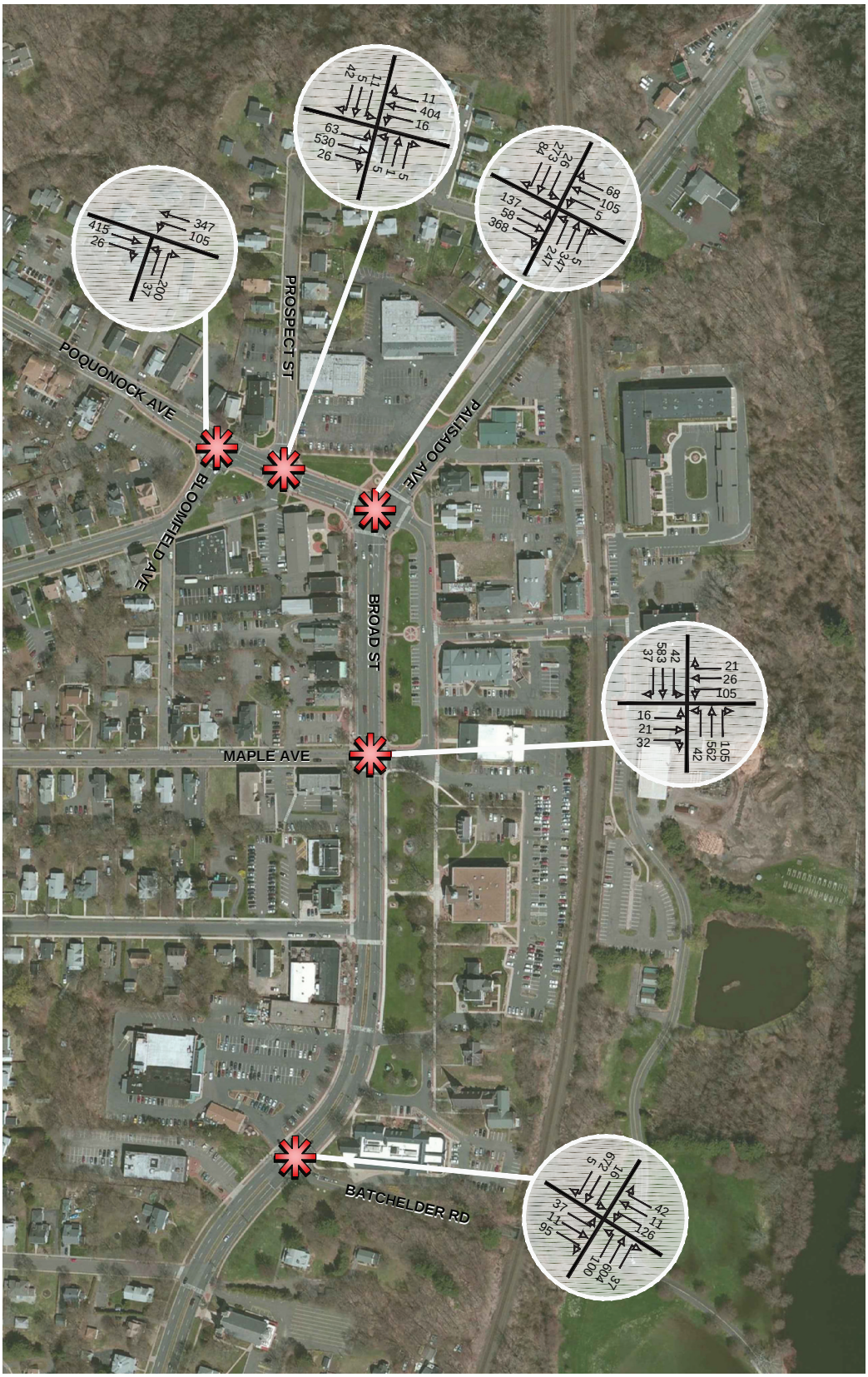
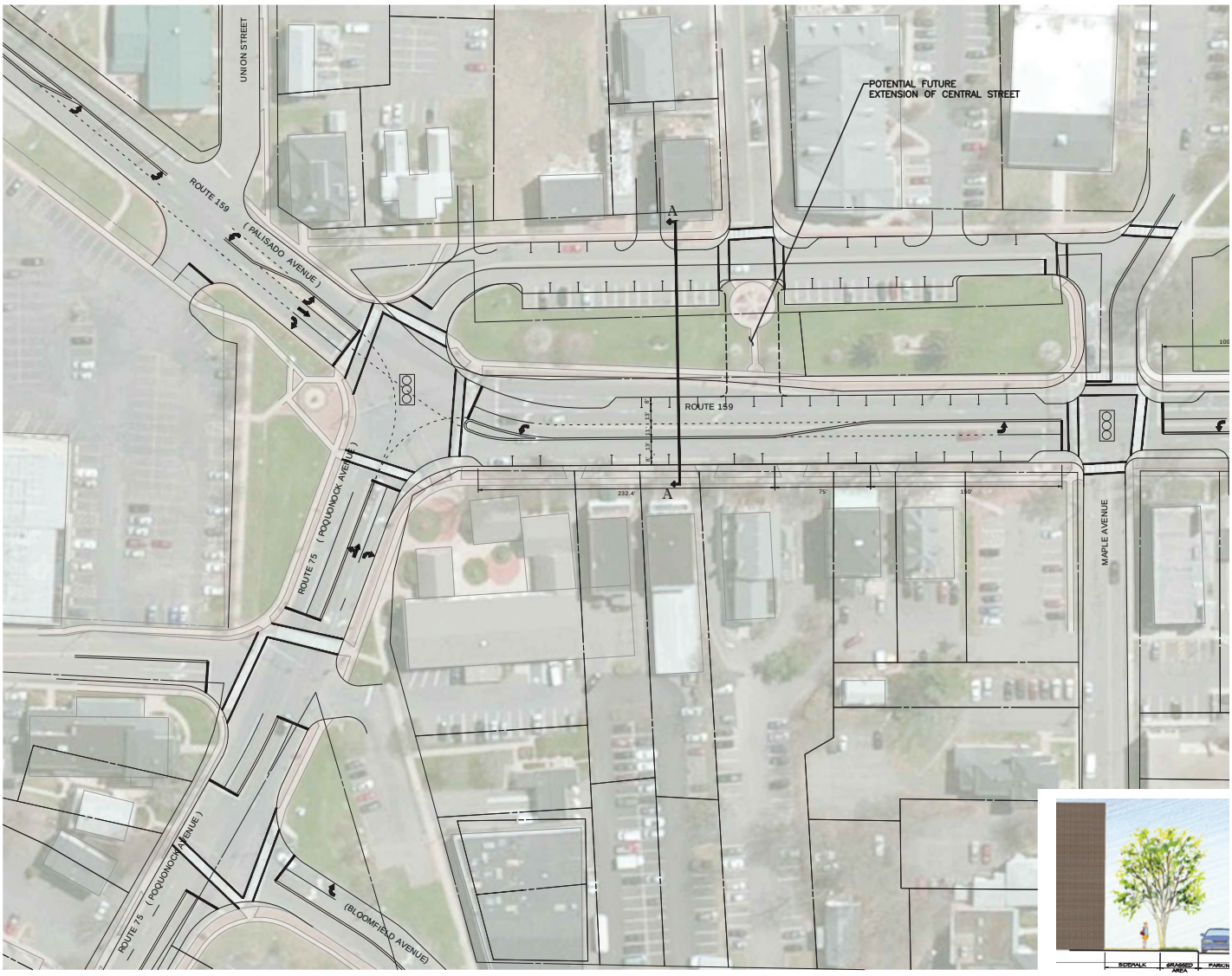


Figure 15. Broad Street 2030 Future Traffic Volumes, Weekday Afternoon Peak



Several variations of road diet concepts for Windsor Center were developed; different variations included angled parking at different locations, one-way traffic concepts for Constitution Way, and a connection of Central Street through the Town Green to Broad Street. The various concepts were reviewed with the Town and community, and ultimately a preferred road diet layout was chosen. Figure 16 depicts the preferred road diet concept superimposed over the current landscape.

Figure 16. Broad Street Road Diet Layout

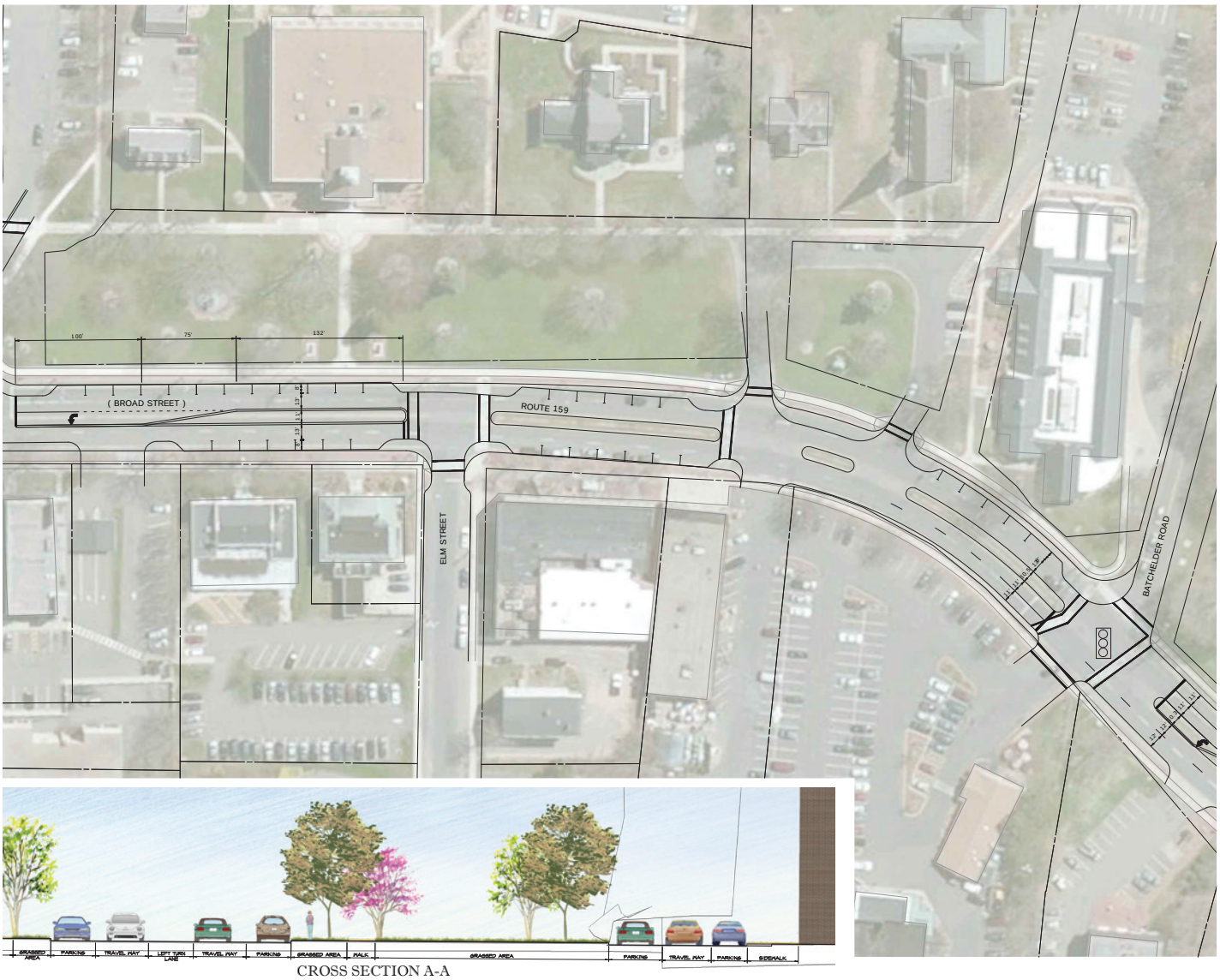


LAYOUT

WINDSOR T.O.D.

ROUTE 159
WINDSOR, CONNECTICUT DATE: JULY 2013

This alternative represents a compilation of preferred attributes of these alternatives, which demonstrate three approaches to access; "distributed access," "channel and direct," and "calming." The alternatives can be seen in *Appendix I: Existing Conditions and Trends*. Capacity analyses of the study intersections were completed using the estimated 2030 traffic volumes and the preferred road diet layout. Figure 17 summarizes the intersection level of service (LOS) findings. As shown, future conditions with the preferred road diet are expected to remain very good.



CROSS SECTION A-A

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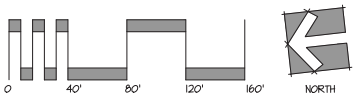


Figure 17. Levels of Service (LOS) / Vehicle Capacity Analysis Results: Existing, Future, and Future with Road Diet

MOVEMENT:	LEVEL OF SERVICE					
	WEEKDAY MORNING PEAK HOUR			WEEKDAY AFTERNOON PEAK HOUR		
	EXISTING	FUTURE	FUTURE ROAD DIET	EXISTING	FUTURE	FUTURE ROAD DIET
Poquonock Avenue at Bloomfield Avenue						
Northbound Left	B	B	C	B	B	C
Northbound Right	B	B	A	B	B	A
Eastbound Through	A	A	A	A	A	A
Eastbound Right	A	A	A	A	A	A
Westbound Left	A	A	A	A	A	A
Westbound Through	A	A	A	A	A	A
OVERALL	**A**	**A**	**A**	**A**	**A**	**A**
Poquonock Avenue at Prospect Street						
Northbound Left / Through / Right	A	C	C	A	C	C
Southbound Left	C	C	C	C	C	C
Southbound Through / Right	A	B	B	B	B	B
Eastbound Left / Through / Right	A	A	A	A	A	A
Westbound Left / Through / Right	A	A	A	A	A	A
OVERALL	**A**	**A**	**A**	**A**	**A**	**A**
Broad St at Poquonock Avenue and Palisado Avenue						
Northbound Left	C	D	A	D	D	A
Northbound Through / Right	A	A	A	A	A	A
Southbound Left	B	B	A	A	B	B
Southbound Through	B	B	B	A	B	B
Southbound Right	B	B	A	A	B	A
Eastbound Left / Through	D	D	D	E	F	C
Eastbound Right	B	C	B	A	A	A
Westbound Left / Through	C	C	C	C	C	C
Westbound Right	C	C	A	C	C	A
OVERALL	**B**	**C**	**B**	**B**	**C**	**B**
Broad Street at Maple Avenue						
Northbound Left	A	A	A	A	A	A
Northbound Through / Right	A	A	A	A	A	A
Southbound Left	A	A	A	A	A	A
Southbound Through / Right	A	A	A	A	A	A
Eastbound Left / Through / Right	C	C	C	C	B	C
Westbound Left	D	D	D	D	D	D
Westbound Through / Right	C	C	C	C	B	B
OVERALL	**A**	**A**	**A**	**A**	**A**	**A**
Broad Street at Batchelder Road						
Northbound Left	A	A	A	A	A	A
Northbound Through	A	A	A	A	A	B
Northbound Right	A	A	A	A	A	A
Southbound Left / Through / Right	A	A	A	A	A	A
Eastbound Left / Through / Right	C	C	D	C	C	D
Westbound Left / Through / Right	D	D	C	D	E	C
OVERALL	**A**	**A**	**A**	**B**	**B**	**B**

Note: *FUTURE ROAD DIET* includes phasing changes and timing optimization.

The main element of the preferred road diet concept is a reduction of vehicle travels lanes on Route 159 (Broad Street) from four to three. This allows for one through lane in each direction and an exclusive left turn lane at intersections. The provision of an exclusive left turn lane, instead of a shared left turn/through lane, will provide dedicated space for vehicles waiting to turn off Broad Street. Another component of the preferred road diet concept is the reduction in lane widths. The result of both elements is that roadway space can be reallocated for other uses such as additional on-street parking, wider sidewalks, and more green space. On-street parking can act as a buffer between vehicle traffic and the sidewalk, improving the pedestrian experience. The reduction in space dedicated to vehicle travel can also have traffic calming benefits, improving safety. Moreover, the creation of curb bump-outs and smaller corner radii at intersections can reduce vehicle travel speeds while lessening pedestrian crossing distances. Bump-out will be discussed with the Fire Department to coordinate access for emergency vehicles. As shown on the preferred road diet concept, the cross-section of Broad Street includes 8-foot wide parallel on-street parking on both sides of the streets, two 13-foot wide shared through/right turn travel lanes, and an 11-foot wide exclusive left turn lane.

PEDESTRIAN CIRCULATION

Windsor Center has "the bones" to be a highly walkable environment. Years of development and lack of connections have eroded this walkability; however, the desire and opportunity to enhance existing and create improved pedestrian connections will enhance the economic vitality and quality of life in Windsor Center. Strategies that enhance the accessibility and connectivity from Windsor Center to the surrounding neighborhoods will create a district that encourages all modes of transportation, allowing pedestrians, bicyclists, and automobiles to travel to and from their destinations comfortably. Key recommendations for improving the circulation and access points for pedestrians in and around the station area are explained in the following sections.

Continuous and Complete Sidewalk Network

The quality and presence of a continuous sidewalk network varies throughout Windsor Center. Most of the major roadways, such as Broad Street and Poquonock Avenue contain adequate sidewalk infrastructure, but this is not always matched by the rest of the streets. Throughout the residential neighborhoods and in the areas east of the railroad track, pedestrian amenities are deteriorating and sometimes not present. This incomplete network inhibits pedestrian activity and limits the vitality of the adjacent land uses. To achieve the desired connected environment, a complete and continuous sidewalk network should be developed, and will include:

- New sidewalks on all residential streets, including Remington Road, Kellogg Street, Ridgewood Road, Filley Street, and Bloomfield Avenue.

- Sidewalks on both sides of Palisado Avenue connecting to Windsor Center from the north, as shown in Figure 18.
- Sidewalks on Mechanic Street south to Batchelder Road will help create a safer and more comfortable walking environment that connects and enhances the walkability of the Town Center for residents and visitors, as seen in Figure 19.
- Create a pedestrian connection on Batchelder Road to provide a direct connection from the areas south to the Windsor Center Trail and train station. Figure 20 shows a how providing a stopped controlled lane under the bridge will allow for pedestrian access to existing sidewalks near Loomis Chaffee and connect to the proposed sidewalk on Mechanic Street.

Figure 18. Pedestrian Facilities on Palisado Avenue

Figure 19. Pedestrian Facilities on Mechanic Street

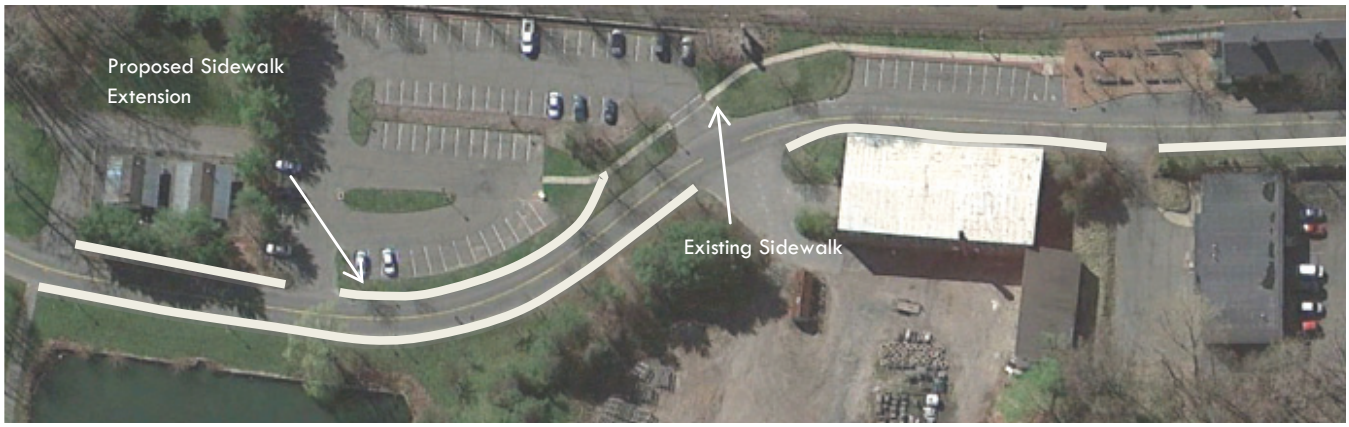
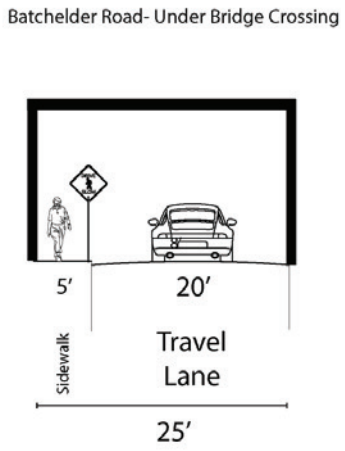
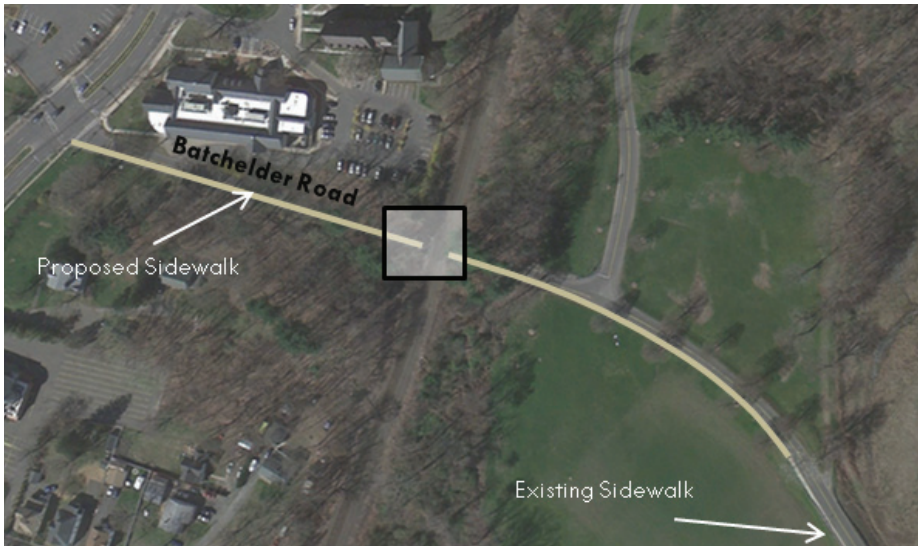
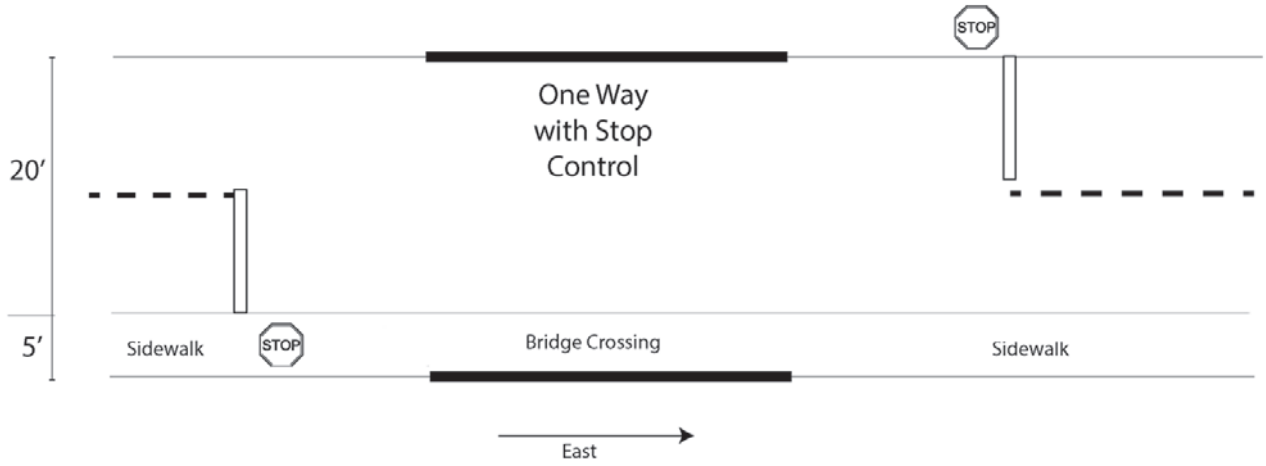


Figure 20. Existing and Proposed Sidewalks

Figure 21. Sidewalk Improvements on Batchelder Road Bridge







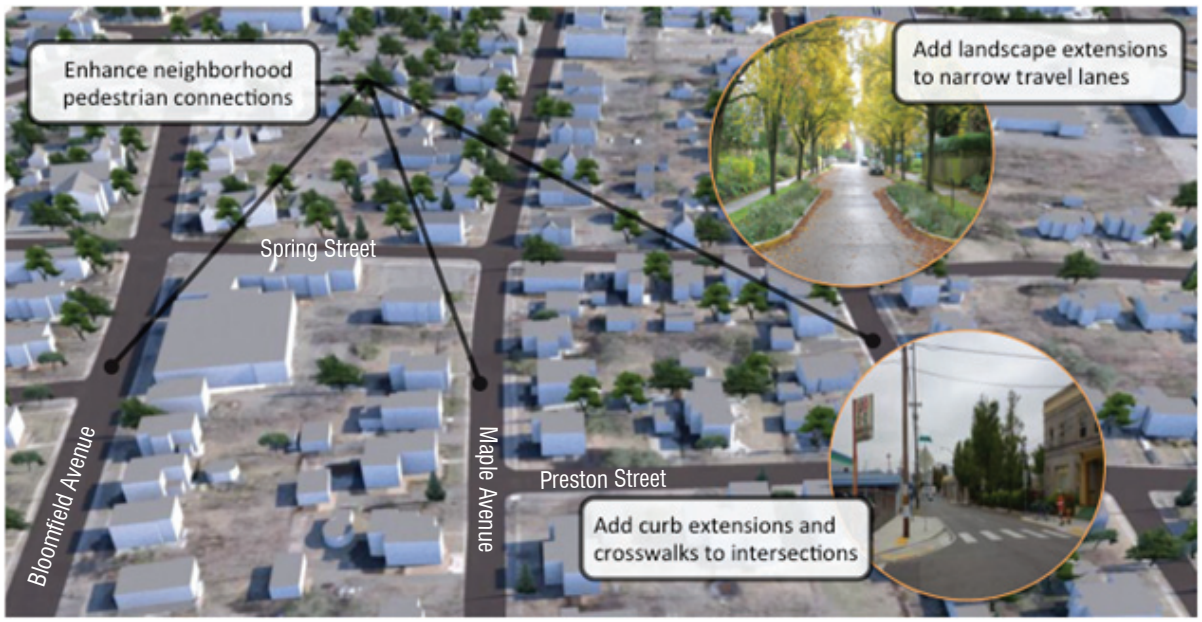
Create a Pedestrian Gateway to Windsor Center

While several of the residential streets provide access to Broad Street or the other streets in Windsor Center, they are not oriented to emphasize this connection. With the proposed Broad Street road diet, improved station, and added development in the Center, there is an opportunity to designate and design a connection. Maple Avenue is the most centrally located, and has the width and connectivity to be designed as the primary pedestrian connection. Maple Avenue would provide wide, canopied sidewalks, visual appeal, and calmed pedestrian amenities all supported by on-street parking on its approach to Broad Street.

Crosswalks and Pedestrian Ramps at all Intersections

While most major intersections in Windsor Center contain crosswalks, they are not always present on secondary streets. In order to create a safe, comfortable and fully connected walking environment, pedestrian facilities such as crosswalks and ADA accessible curb ramps are necessary throughout Windsor Center to provide comfortable access at major crossing points to local destinations.

Figure 22. Pedestrian Facilities in Residential Neighborhood



Curb Extensions

Curb extensions shorten the pedestrian's crossing distance, reduce vehicle turning speeds, and make pedestrians more visible to drivers. They are great tools for slowing speeds at intersections and mid-block locations and help to define parking areas as separate from drive lane areas. Providing curb extensions at key locations within the neighborhood setting will help provide

traffic calming elements to prohibit fast speeds along residential neighborhoods. These include intersections such as Preston Street and Capen Street and the intersection of Maple Avenue with Welch Avenue, Preston Street, Spring Street, and Broad Street.

On-Street Parking

On-street parking provides more activity on the street, supports adjacent commercial uses, provides a buffer for pedestrians between the sidewalk and moving traffic, and serves to calm traffic. Currently, on-street parking is limited to the eastern side of Broad Street with limited short term parking spaces. The proposed plan will add on-street parking along the both sides of Broad Street to create a more buffered and comfortable environment, providing pedestrians a sense of safety as they stroll, shop, and converse on the sidewalk. Parking can also be reconfigured along Constitution Way from the existing parking layout to parallel parking spaces on both sides of the roadway in order to provide convenient spaces close to businesses. Parking will also be allowed on Elm Street for one block from Broad Street, along Maple Avenue from Broad Street to Lenox Avenue, and along Bloomfield Avenue.

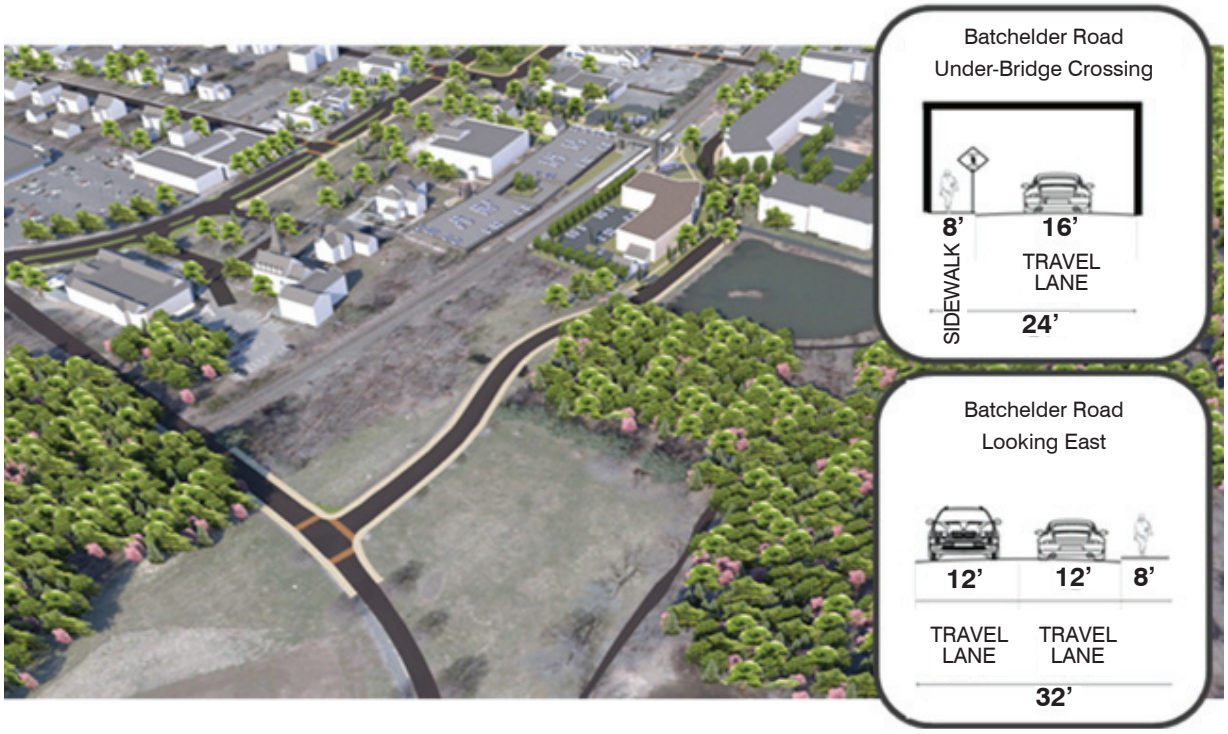


Figure 23. Enhance Connectivity to River Trail and Loomis Chaffee

BICYCLE CIRCULATION AND FACILITIES

Bicycling is an important component of creating a multimodal environment. Bicycle infrastructure and facilities are recommended throughout the Windsor Center as few designate markings exist at present. "Sharrows," or

shared lane markings, will be provided on major roadways such as Palisado Avenue, Poquonock Avenue, and Broad Street. Sharrows alert both bicyclists and vehicles that the road is to be shared by all users, and indicate the safest location for bicyclists to travel.

Minor streets have limited rights-of-way; on-street parking and adding sidewalks are recommended in lieu of designating bicycle lanes. Because the residential neighborhoods currently carry low volumes of traffic at slow speeds, no dedicated bicycle facilities are necessary. These neighborhood streets will serve as shared streets.

Bicycle parking will be allocated throughout the Town Center, predominately in front of retail storefronts along Broad Street, along Central Street, and at the station headhouse. Bicycle parking will also be located at the entrance of the River Trail.

Parking Strategy

The parking strategy requires understanding and managing parking demand, and providing information to potential users about location and supply.

The availability of parking is an important component of the success of local businesses. If people believe there are not enough parking spaces, they will go somewhere they feel is more convenient. Drivers need to know where and when parking is available.

PARKING MANAGEMENT PROGRAM

In aggregate, Windsor does not have a shortage of parking. However, as currently located and managed, the parking system in Windsor Center does not best serve storefront retail or the casual customer. As the area develops, demand for parking will increase, but the Town cannot afford to build parking supply to create the desired density of uses. Short-term steps to improve management practices can use existing spare capacity and remote resources more efficiently, improve front-door access, and lay the foundation for the future. More efficient management will allow the Town to administer the supply on surface lots so as to potentially reduce the number of new spaces needed.

Described below are parking management program recommendations and strategies to maximize availability of existing parking, while balancing demand of shorter and longer term parking needs of each user category. The system should establish firm guidelines of how the parking system should function today and evolve with downtown as development and parking demands change.

Create On-Street Parking

On-street parking will be created on Broad Street and other streets within the Road Diet area to calm traffic and enhance the storefront retail environment. Currently, on-street parking is limited to a few segments along the eastern half of Broad Street, all of which are unregulated. The western side of the street, which includes many retail storefronts, does not allow any on-street parking. Maximizing opportunities for on-street parking on Broad Street will

allow visitors to more easily arrive at their destinations and provide short-term and prime parking spaces for customers and patrons of local businesses.

Charging for parking is recommended as an incentive to encourage people to park in spaces appropriate to their needs and thus create greater availability of on-street parking. These spaces should not be time limited and should be responsive to the surrounding land uses. Short-term parkers will park in the highest-priced spaces, and long-term parkers will park in the less expensive spaces. Additional on-street parking should be allowed and encouraged on residential side streets, but these need not be metered. These regulatory adjustments will create customer availability in the core business district – expanding opportunities for customers and employees. This strategy is critical in helping to establish and redevelop the core of downtown Windsor as a vibrant and customer-friendly destination with ample available parking where customers want it.

Incentivize Shared Parking

As shown in the parking analysis in *Appendix I: Existing Conditions and Trends*, mixed-use developments offer the opportunity to share parking spaces between various uses with different peak periods of demand, reducing the total number of spaces required. Sharing parking also allows walking between destinations, as one parking space can serve multiple uses.

Windsor's zoning contains a shared parking provision, but it has limitations. The Town requires that off-street parking facilities be provided on the same lot as the associated use or on other land under the same ownership and within a radius of 400 feet of the Site. Current zoning does not provide parking requirements specific to mixed-use developments; each use component is treated as a separate principal use for the purpose of determining parking requirements. To capitalize on shared parking opportunities, a more progressive code that uses a simple method of allowing developers to build less than the minimum amount of required parking if they share their spaces with other uses.

Shared Parking Location Recommendations

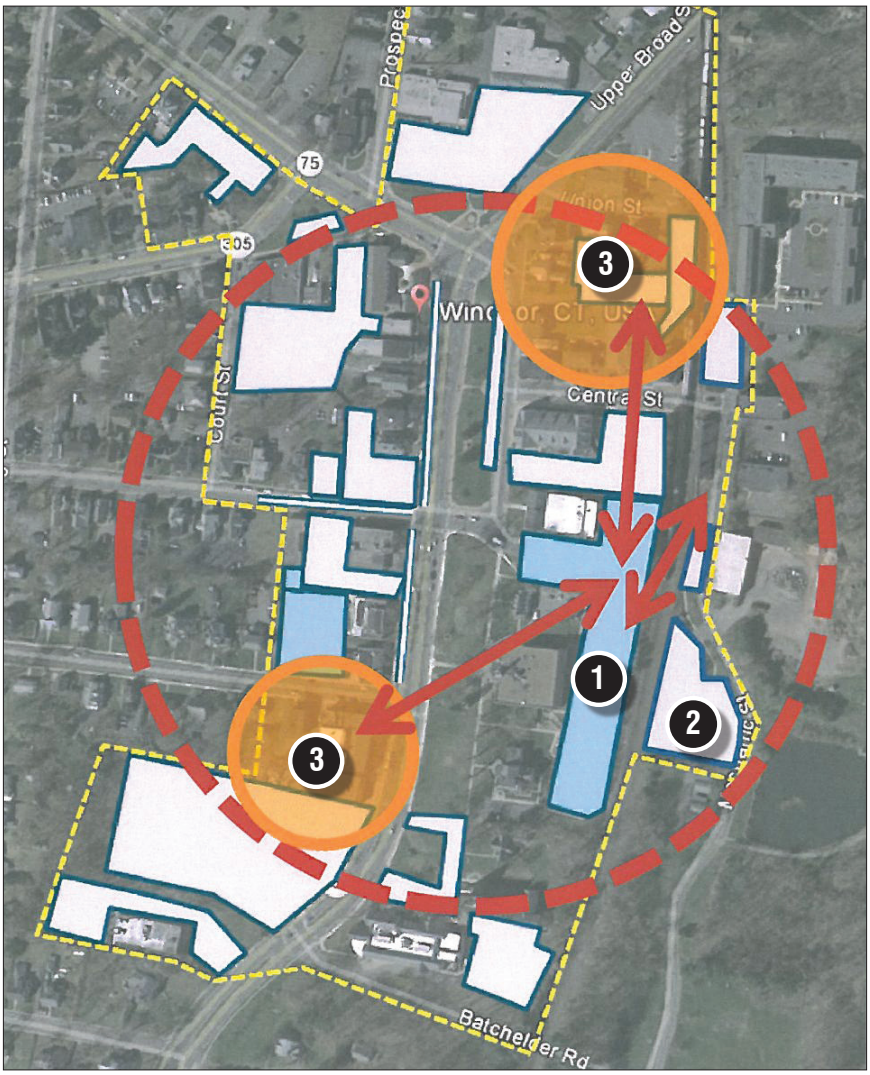
Various existing and potential off-street parking locations are possible shared parking locations to accommodate the future station area. Municipal owned lots such as the proposed garage located behind Town Hall provides an ideal opportunity to create shared parking arrangements. As shown in Figure 24, other existing and proposed parking lots such as the proposed Union/Central Street Block and Arthur's Plaza developments, and the existing accessory parking locations such as the Windsor Federal Savings Bank, the parking lot on located on Court Street, and the Family Dentistry on Broad Street, will help to accommodate future parking demands in this area.

Eliminating or Reducing Parking Minimums

Most minimum parking requirements take into account only two variables, land use and the size of development, and typically lead to overbuilding of parking. In a downtown center, parking demand is affected by many more variables, such as location, demographic characteristics of the community, availability of transit or other alternatives to the car, traffic demand management programs, vehicle ownership rates, housing unit size, share of affordable housing units, etc.

Parking maximums restrict the total number of spaces that can be constructed. As currently configured, the Windsor Zoning Regulations establish minimum parking requirements for a variety of land uses but do not provide a cap or limit on the maximum number of spaces (including the Historic District). The Town should consider eliminating or reducing parking minimums and introducing parking maximums in Windsor Center.

Figure 24. Parking Strategy



PARKING STRATEGY

1. "Land bank" the parking lot behind Town Hall for a future potential parking structure
2. Free up existing commuter parking lot for future development (parking utilization rate here is currently less than 5 percent)
3. Support redevelopment of Central Street block, theater at Plaza Building, and other businesses within walking distance.

Parking In-Lieu Fees

In some communities new developments can waive their minimum parking requirements by making an annual payment (in-lieu of providing parking) to the municipality pursuant to Section 8-2c of the Connecticut General Statutes. The fee can be utilized for transportation improvements, including the funding of shared public parking facilities. In lieu fees truly benefit the redevelopment of constrained sites and can provide a revenue stream to support the construction/maintenance of shared public parking facilities.

PARKING INFORMATION PROGRAM

Providing clear identification of parking facilities aids in understanding acceptable parking areas. In Windsor Center, on-street parking is limited, and off-street parking can be difficult to locate. With new development in the station area, clear guidance for visitors, tourists, and patrons unfamiliar with the area is a crucial component in attracting new customers to the Center.

The underutilized off-street lots behind commercial areas are assets for long-term parkers and help avoid cruising for the limited on-street spaces. The Town should invest in signage that clearly indicates regulations – including days of the week and hours of service – for on- and off-street parking facilities. Both frequent and infrequent visitors should be able to clearly understand where they can and cannot park. Similarly, restricted lots should be signed appropriately to indicate the parking regulation. Signage should do the following:

- Simply and clearly define parking rules;
- Provide helpful information about free and long-term parking locations; and
- Guide pedestrians back to their car through simple wayfinding.

Overall, signage should work with enforcement design and policy to eliminate confusion and to ensure that all users understand the rules and locations of parking within the Town Center.

PARKING DEMAND MANAGEMENT PROGRAM

A demand management program reduces the demand for parking, by maximizing opportunities for carpooling, transit use, shuttle connections to the corporate area, and alternative modes of transportation. With existing uses and new development, demand management can be a key component of parking (and transportation) strategies. Appendix I: Existing Conditions and Trends includes more detailed analysis of these measures relative to Windsor's current zoning, but a comprehensive program could include:

- **CAR SHARING** – Allows access to a fleet of shared vehicles, lowering the need for auto ownership;
- **UNBUNDLING PARKING COSTS** – Charging separately for parking is the single most effective strategy to encourage households to own fewer cars, and rely more on walking, cycling and transit. According to a study by Todd Litman , unbundling residential parking can significantly reduce household vehicle ownership and parking demand;
- **ALTERNATIVE TRANSPORTATION FACILITIES/ BICYCLE FACILITIES** – The Town should consider including short- and long-term bicycle parking standards in the Zoning Regulations, including bicycle rack standards and provision of on-street or publicly available bicycle parking; and
- **TRANSPORTATION DEMAND MANAGEMENT MEASURES** – TDM programs (parking cash-out, subsidized transit passes, guaranteed ride home, carpool incentives, and information and marketing efforts) have been shown to reduce commuting by single-occupant vehicle by up to 40%, particularly when financial incentives are provided.

Complete streets consider the practical methods of sharing the roadway among a number of users (vehicles, pedestrians, and bicyclists) and the experience of using the street itself. The street must be safe for all, but also a pleasant experience – with streets trees and other landscaping, benches for resting or chatting with neighbors, and signs to celebrate the community or let people know where they are and where they are going.

Complete Streets Strategy

The complete streets strategy addresses every aspect of street design, including multimodal access, landscape, street trees and street furniture and connectivity from the neighborhoods to transit through Windsor Center. This section includes a discussion of the design of the complete network and sample streetscapes. Appendix II: Regulatory Framework contains the draft street palette with the elements need to implement a complete streets program.

DIAGRAMMATIC PLAN

The design of a complete, multimodal integrated transportation network that promotes connectivity and re-establishes pedestrian-oriented place-making is an integral part of the Windsor Center plan. Design begins with an understanding of the context of the streets, and establishing both basic design parameters and a hierarchy of uses. Different streets will have varying starting conditions, adjacent land uses and potential uses.

Through the TOD Study process, the community preferred an integrated approach that provides distributed access through the Center and adjacent neighborhoods. This conceptual approach maximizes connections for all modes of transportation, and best distributes access through the Town Center. There is also an emphasis on creating multimodal access on the major roadways and adjacent to the station area. The distributed access plan is augmented with a "calmed" approach which provides on-street parking where feasible, and improves roadways and intersections in ways that help slow traffic speed and enhance walkability. These elements will be incorporated in all street typologies as sidewalks, crosswalks, pedestrian ramps, and on-street parking are integral to developing the connected, calmed environment sought for Windsor Center.

All streets will have common elements. Street typologies have been created to signify the hierarchical differences in the design of the roadways in Windsor Center. This categorization shows all streets, and even distinguishes differences within the residential neighborhood streets.

Internal Collector Circulation (Street Type A)

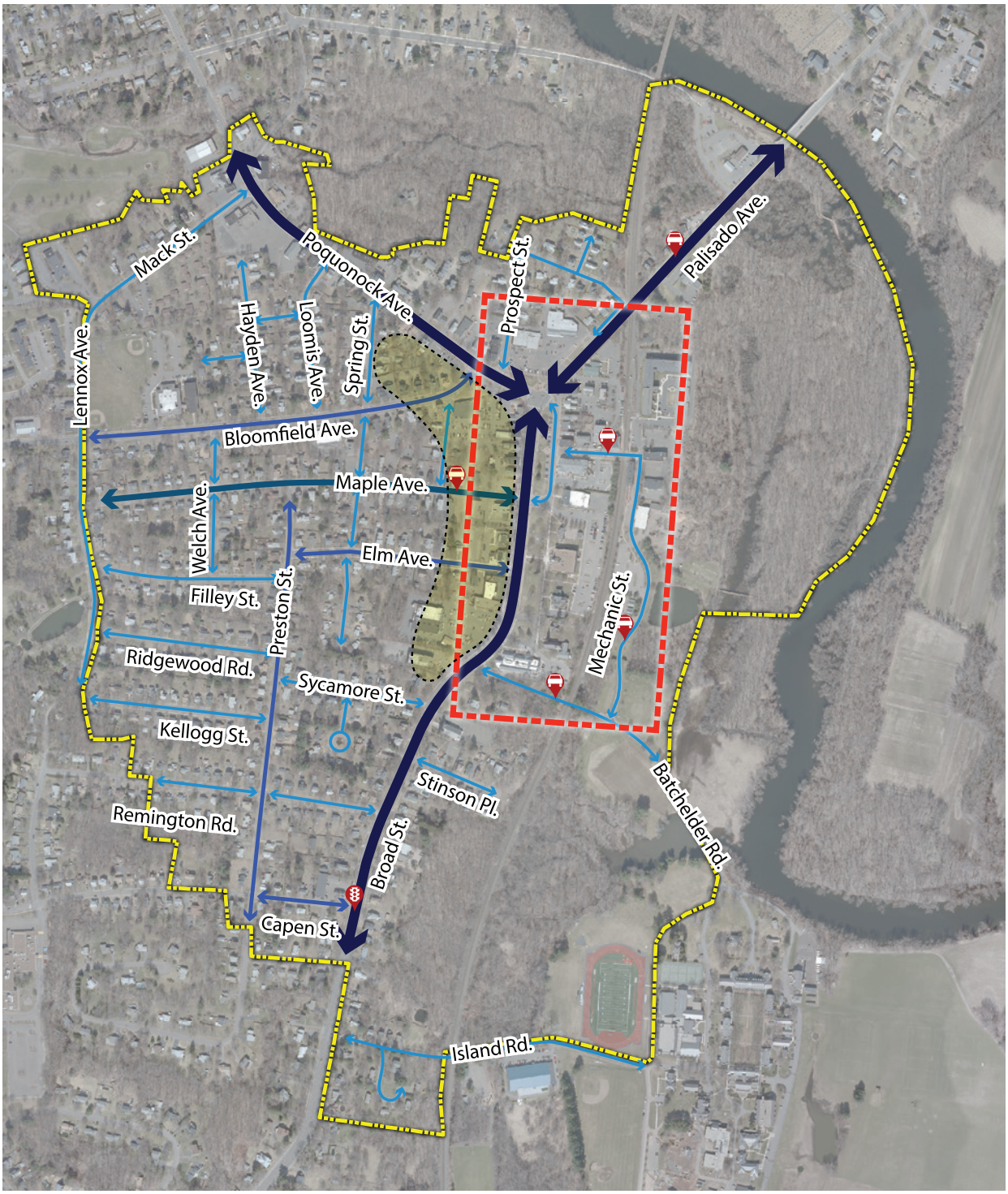
Maple Avenue would be designated as the primary pedestrian corridor from the residential neighborhood. As such, it would receive a higher level of design and would be oriented toward pedestrians. The aesthetic design and physical features will reinforce this orientation for all users. Maple Avenue would have wider sidewalks, eliminate the grass strip, and have curb extensions at regular intervals in the midst of the blocks that can support larger street trees. These areas will serve to "calm" the street, mark parking areas, and eventually provide a canopy that shades pedestrians and acts as a visual cue that this is the gateway street to Windsor Center. Curb extensions will also provided at all intersections along Maple Avenue, further calming traffic and easing crossings.

Internal Residential Circulation (Street Type B)

Streets categorized as Type B, generally have higher traffic volumes and slightly wider curb to curb measurements than the other residential neighborhood streets. These streets – Capen, Bloomfield, and Preston – also are the main connecting streets through the residential neighborhood. On these streets, the existing grass strip buffers on sidewalks should be removed and full sidewalks with curbs installed to separate roadway and sidewalk zones. As with all streets, crosswalks and ADA compliant curb ramps should be provided at all intersections, but pedestrian bulbouts should be created anywhere Type B streets intersect either each other or a Type A street. A concept that was raised during the process includes a traffic signal placed at the intersection of Broad Street and Capen Street to aid left hand turns onto Broad Street. A study can be made that takes into account this potential in concert with changes to Broad Street, addressing implications such as whether it meets warrants and how circulation will be affected. This signalization will help reduce through traffic in neighborhood streets as many vehicles headed north circulate to avoid this difficult move. Residential Shared Circulation (Street Type C)

All other streets within the residential neighborhood district are classified as Type C. These streets should be designed as shared streets as they typically are used more frequently by residents and carry low volumes of traffic. Their primary function would be to provide amenities that support residents rather than bypass and through traffic. As shown in Figure 25, many of these residential streets lack continuous sidewalk networks moving away from the Town Center. Sidewalks should be completed on all of these roadways to provide for a complete network. The grass strip buffers can remain on these streets, however adequate curb ramps and crosswalks are still recommended throughout the residential area. Trees should be planted where possible to create a more comfortable and shaded pedestrian environment, while adding to the aesthetic nature of the residential neighborhood.

Figure 25. Windsor Town Center Vehicular Circulation Improvements



Principal Access Circulation

Internal Collector Circulation *(Street Type 'A')*

Internal Residential Circulation *(Street Type 'B')*

Residential Shared Circulation *(Street Type 'C')*

Road Diet Study Area

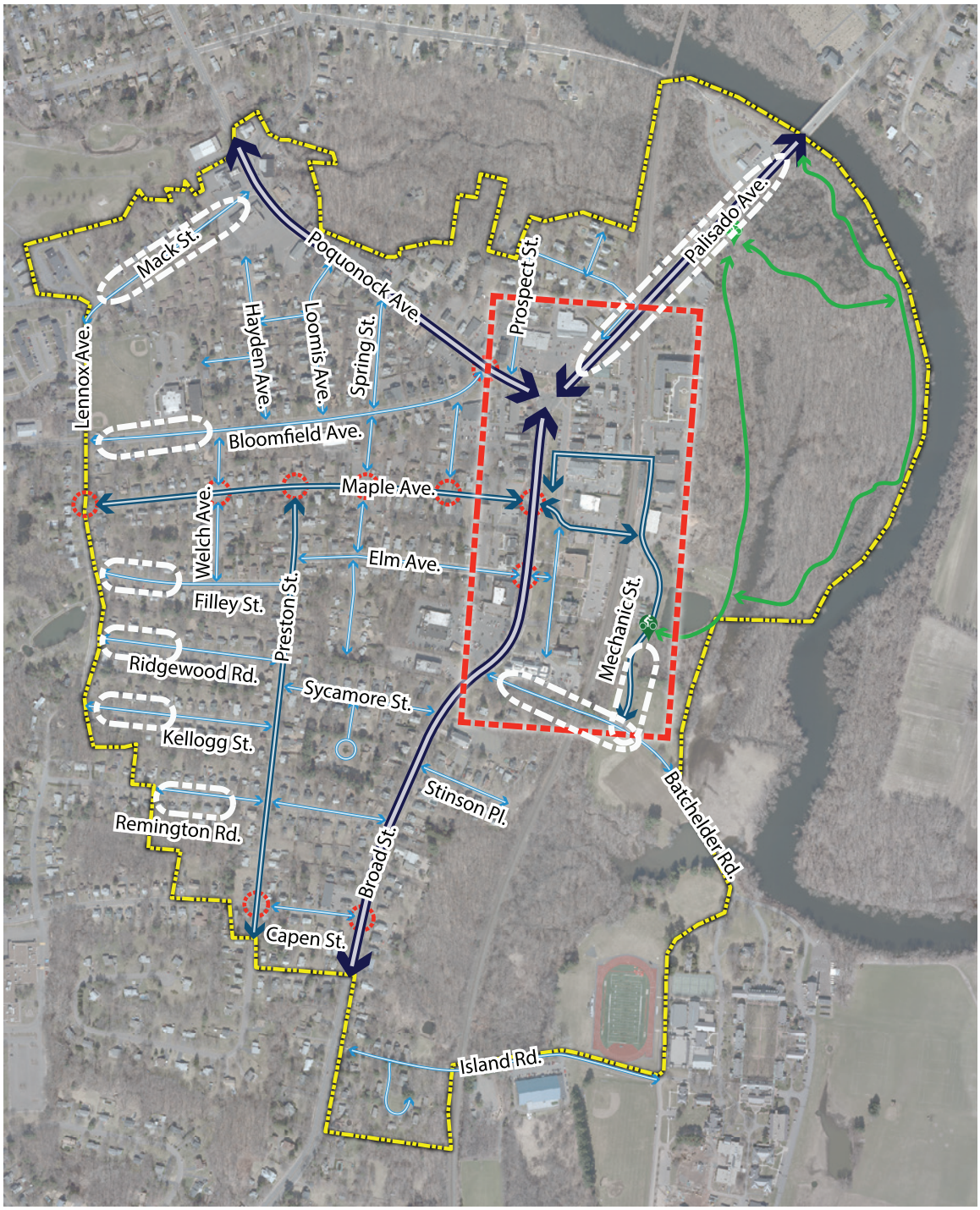
Windsor T.O.D. Downtown Study Area

Street Section Location

Proposed Traffic Signal Location

Managed Supply of On-Street Public Parking

Figure 26. Windsor Town Center Pedestrian Circulation Improvements



Primary Pedestrian Circulation

Secondary Pedestrian Circulation

Tertiary Pedestrian Circulation

Trail Pedestrian Circulation

Pedestrain Center Study Area

Windsor T.O.D. Downtown Study Area

Proposed Trail Access Point

Existing Trail Access Point

Curb Extension

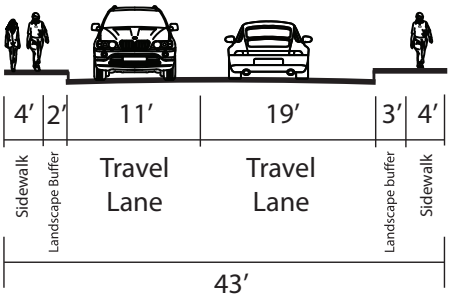
Complete Sidewalk Network

Note:
Provide marked crosswalks at all intersections.

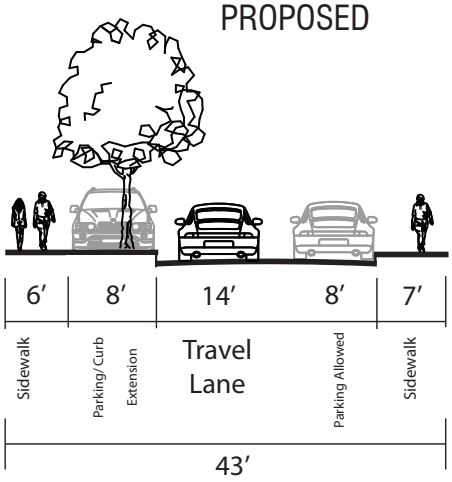
Figure 27. Road Cross Sections by Street Type

TYPE A STREET

EXISTING

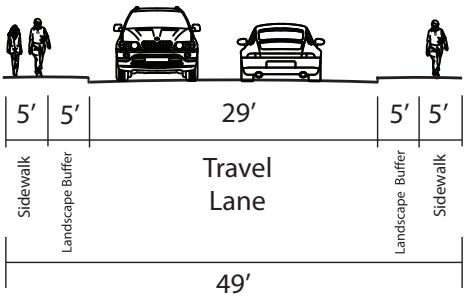


PROPOSED

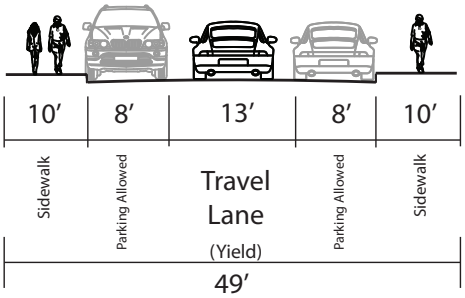


TYPE B STREET

EXISTING

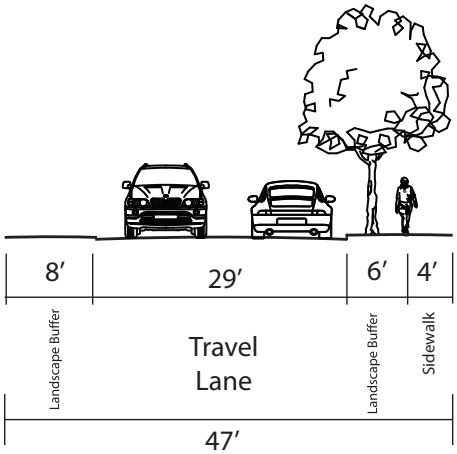


PROPOSED

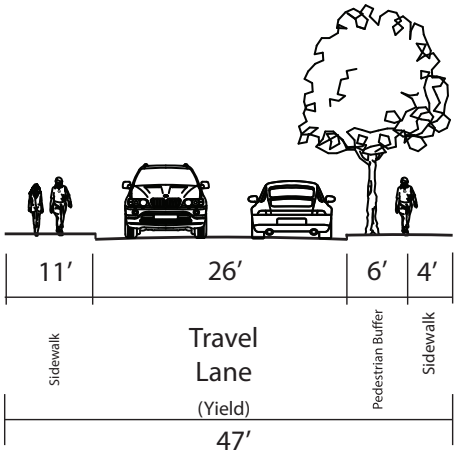


TYPE C STREET

EXISTING



PROPOSED



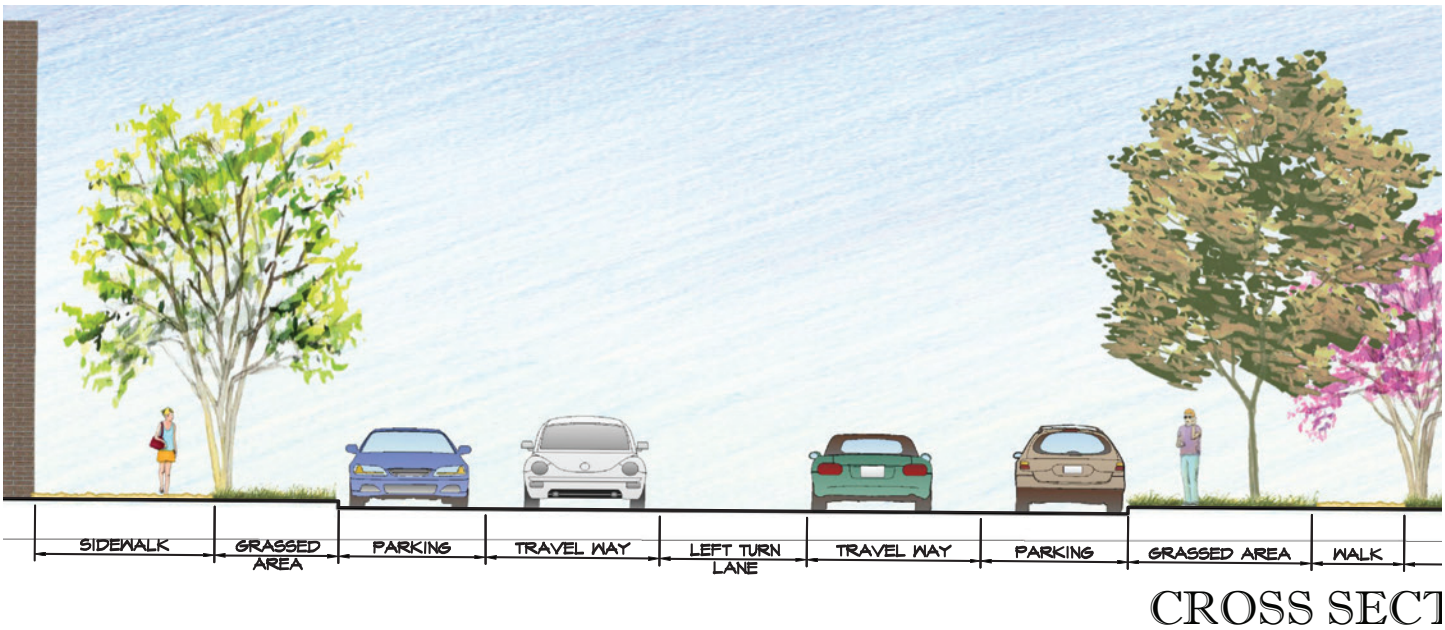
EXAMPLE STREETSCAPE PLAN

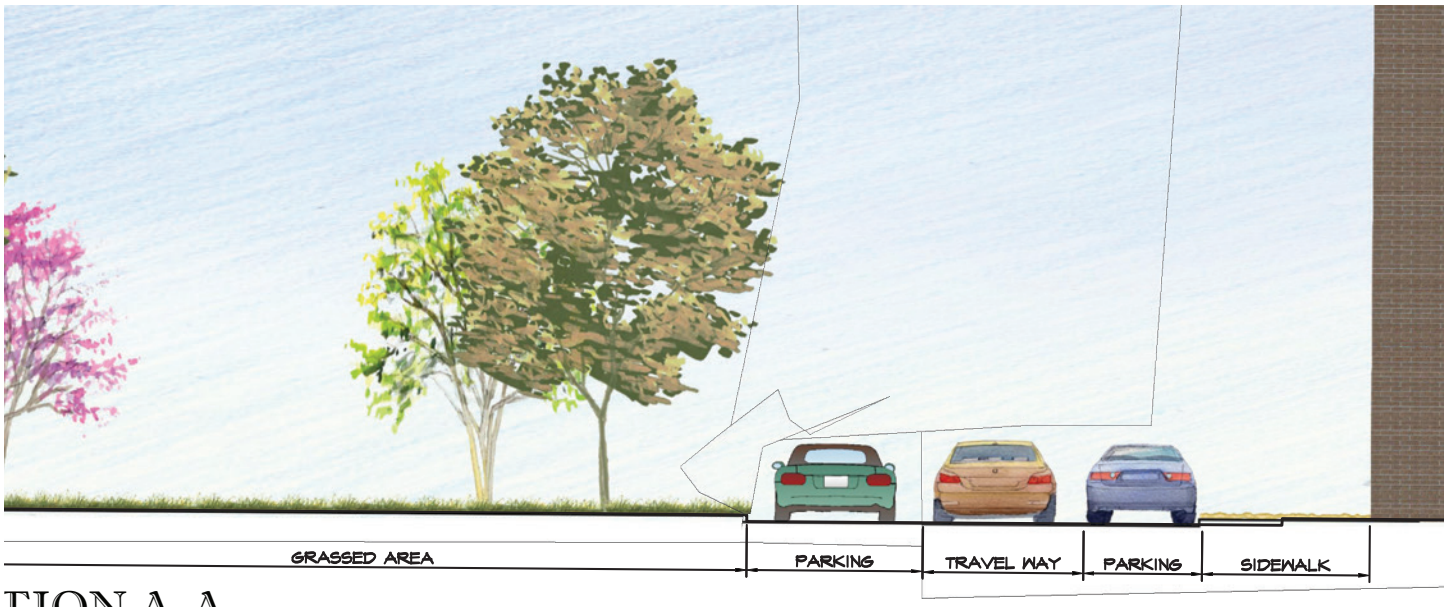
The following diagram is an example of a complete street solution, incorporating the road diet for Broad Street. The draft street palette is in Appendix II: Regulatory Framework.

Broad Street

Figure 16 (earlier in this document) showed the preferred treatment of Broad Street and the connection between Broad Street and Central Street. The diagram includes the final parking arrangement, curb extensions, sidewalks, crosswalks, and curb cuts. It also indicates the location of the potential future extension of Central Street. Figure 28 shows the street cross-section in a larger size.

Figure 28. Broad Street Cross Section





TION A-A

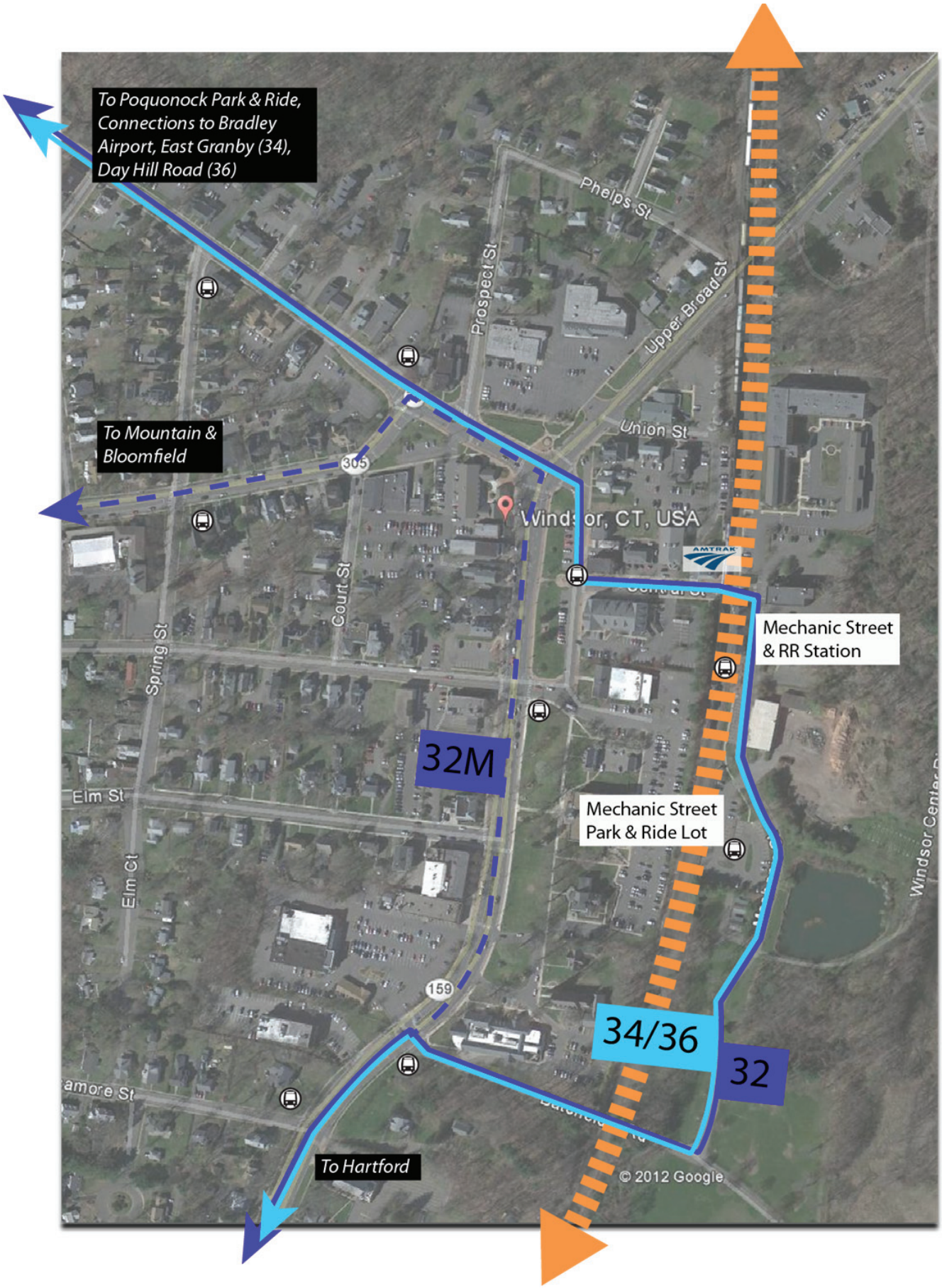
TRANSIT INTEGRATION

Linking the residential neighborhoods with public transportation is an important component of the mobility strategy. As Windsor Center develops, transit becomes an increasingly important component of a multimodal system. With the realignment and development of a new station and the coming NH-H-S service, opportunities to improve and integrate transit are being incorporated into all buildout scenarios. Establishing Windsor Center as a transit oriented destination will encourage development, in a manner that reduces traffic and parking demand constraints, while providing better access and multimodal alternatives.

Achieving transit oriented goals is not simply a matter of adding service, but in integrating the design into the fabric of the Center in a way that simplifies transit access and is cognizant of pedestrian connections to transit. As part of the Windsor Center plan, several elements working in tandem will provide this integration. Proposed designs for the Broad Street should create visible, clearly marked bus stops with pedestrian amenities such as benches, and bus shelters. These stops should be located adjacent to pedestrian crossings to encourage the use of transit and improve pedestrian connections back into the residential neighborhood.

The proposed station area plans for bus circulation are creating a bus turnaround on the west side of the new station, as shown in Figure 29. Currently, some bus routes use Mechanic Street to access the station, which increases ride time, decreases operational efficiency and does not serve the densest areas of the Center. Moving the stop to the west side, with ease of access from Broad Street concentrates transit use in the heart of the Center, while establishing a singular transfer point that can enhance the surrounding land uses.

Figure 29. Windsor Center Public Transportation



4 IMPLEMENTATION PLAN AND SCHEDULE

No plan is complete without a clear idea of how the community's goals will become reality. Action steps with assigned responsibilities indicate who needs to do what to make this vision happen.

Overview

This Implementation Strategy provides the steps to ensure that the goals of the *Windsor Center TOD Master Plan and Redevelopment Strategy* (the "*TOD Master Plan*") are met. The community identified a vision for the Town Center that addressed four areas that should be emphasized in all future planning for this area. According to the community, the Town Center should be:

- Walkable and connected
- Vibrant and diverse uses
- Accessible and safe
- Attractive and distinctive

To support this vision, the *Executive Summary* of the *TOD Master Plan* identifies a series of strategies, as follows:

- Refine the physical form of the Town Center through **urban design.**
- Add new uses and redevelop key locations through **land use development**.
- Reconfigure the **Windsor Center Station area** to accommodate future needs and create a plan for the adjacent land.
- Create a multi-modal **circulation and mobility** plan to address the needs of traffic, transit, pedestrians and bicyclists.
- Design, implement and manage **parking** as an area-wide asset.
- Integrate the network of streets, sidewalks and associated landscaping into a **complete streets and streetscape plan.**
- Continue and expand the **stewardship** of the Town Center by the stakeholders in its future.

The *TOD Master Plan* provides more detailed information on each of these strategies, including draft regulatory language, technical studies and diagrams. Each strategy has a related series of goals, summarized below.

Urban Design

- Promote new development and designs that enhance the overall district by replacing parking or underutilized land with new structures that contribute to the pedestrian orientation of the district and the architectural character as a compact center.
- Enhance the Town Green as a flexible and informal open space.
- Preserve historic buildings.

- Integrate new construction as good neighbors to historic buildings and to reinforce the pedestrian scale and orientation along lower floors, in keeping with a compact, traditional character.

- Repair the fundamental pattern of traditional building forms and town center fabric where it was removed or disturbed by auto-oriented patterns.

- Create an architecturally interesting rail depot that acts as a physical and visible connector between the east and west sides of the rail alignment.

- Reduce the visual impact of parking.

- Create an attractive, thematic streetscape that reinforces the landscape of a traditional New England town center.

Land Use and Development

- Promote and actively support additional housing as an essential component of a vital and economically successful mixed-use district.

- Promote and support redevelopment at locations that are suitable for complete or partial redevelopment including sites developed with an auto-orientation and underutilized sites along the major streets serving the Town Center, Town-owned land, institutional properties or other parcels to add vitality, enhanced economic activity and property values.

- Promote and support renovation and appropriate modifications to existing buildings to fill underutilized and empty space.

- Support concepts and proposals to restore an entertainment-related use for the Plaza Building's theater and encourage other recreation and entertainment related projects that would serve local needs, be available for Windsor residents and attract patrons to the Town Center.

- Install incremental improvements that benefit multiple properties and uses, including shared parking arrangements, common signage and landscaping themes.

Windsor Center Station Area

- Create a shared-use parking structure behind Town Hall that will serve enhanced rail patronage, redevelopment of properties near the Town Green, Town and civic needs.

- Create a transit hub on the west side by reconfiguring the end of Post Office Road as a pick-up and drop-off space for buses, shuttles and cars, as a pedestrian link to the Town Center, Town Green and neighborhoods, and providing bicycle parking facilities.

- Design the rail station so that it provides a visible and attractive architectural and landscaped pedestrian link proceeding from the Town Green, through the transit hub, across the tracks, into the redevelopment along Mechanic Street and to the open spaces and other uses beyond.

- Redevelop the Town's existing west side parking lot as a companion to the new housing on Mechanic Street and linked to the pedestrian bridge, trail head and open space.

- Provide visitor information at the transit hub and within the Chamber of Commerce, identifying destinations and features.

- Connect the Library and Town Parking lots with a driveway connection behind Grace Episcopal Church, if this is approved by the Church.

- Work with the U.S. Post Office to obtain reconfiguration and off-site provision of employee and postal vehicle parking and related operations if feasible, to allow for redevelopment and parking adjacent to the transit hub and the Green.

Circulation and Mobility

- Reorganize Broad Street to balance pedestrian and vehicle traffic and to remove inefficient paved areas through a "road diet," by reducing excess paving, tightening intersections, expanding pedestrian paths, shortening cross-walk distances and adding on-street parking.

- Improve the east-west connections across the rail tracks by re-aligning the Batchelder Road underpass in the short term and widening the underpass in the long term, and extending sidewalks and crosswalks connecting Loomis Chaffee School, the Mechanic Street area, open space and the Town Center along Broad Street.

- Install traffic-calming enhancements and pedestrian-friendly sidewalks and crossings to reduce the traffic impact on and provide safe paths for pedestrians in the surrounding neighborhoods and to reduce conflicts among drivers, pedestrians and bicyclists.

- Expand the walking and bicycling network throughout the Town Center, and improve and extend segments through public open spaces.

- Improve and expand bicycle connections through signage, links to adjacent networks, shared paths or dedicated links.

- Provide for bicycle racks and storage within the new transit hub.

Parking

- Institute a coordinated parking management program and responsibilities for the entire Town Center to better support the goals for the entire area.

- Emphasize the Town-owned lots as a central resource for customers, residents and passengers.

- Provide striped and managed on-street parking where possible.

- Establish shared lots by cooperative agreements among landowners.

- Create public/private partnerships to create parking with flexible uses.

- Promote and implement shared parking solutions and modify required on-site parking to efficiently meet needs for businesses, institutions, housing and civic uses through amended regulations, programs and policies.

- Establish policies to allocate time limits, fees and enforcement procedures.

Complete Streets and Streetscape Plan

- Install traffic calming features such as neck-downs and crosswalks.
- Adopt cross section standards for a hierarchy of streets to guide future improvements.
- Keep residential streets narrow to allow sidewalks and on-street parking and reduce traffic speeds.
- Emphasize a pedestrian-oriented east-west corridor from Maple Avenue to Mechanic Street.

Stewardship

- Strengthen and focus the policies and programs of stewardship committees and organizations to help implement relevant aspects of the Town Center.
- Actively recruit businesses or uses that will be attractive to both Town residents and patrons from other communities.
- Support collaborative redevelopment and improvement projects sponsored by multiple owners and businesses.
- Strengthen collaboration and communication with the Loomis Chaffee School.

The Implementation Schedule

These goals have been translated into a series of implementation steps, divided into major categories, consistent with the scope and organization of this planning initiative. The categories are as follows:

- Implementing Development and Redevelopment
- Accomplishing Improved Circulation, Parking and Complete Streets
- Refining Regulations and Guidelines
- Expanding Marketing of the Town Center
- Leveraging Public Land and Facilities
- Enhancing Open Space and Amenities
- Strengthening Stewardship

These categories organize the strategies into coherent steps that can be addressed together for efficiency in implementation. The specific steps listed under each category support the community vision and related goals above. Some goals will take longer than others to complete, and care should be taken to consider how the steps will affect each other over time. The individual steps should be incorporated into the update of the overall Town Implementation Plan created in the Town of Windsor's *Plan of Conservation and Development.* Each step has additional information: 1) which organization is responsible and 2) the priority level. The key to these items appears at the bottom of each page. Detailed information for certain steps, such as funding sources or design guidelines, can be found in the relevant section of the *TOD Master Plan*.

Implementing Development and Redevelopment

Focus resources and provide incentives targeted to key redevelopment needs.

What	Who	Priority	Done
1. Provide financial incentives for housing redevelopment or mixed-use development on Town-owned sites as a method to allow feasible market-rate redevelopment and reposition the Town Center for future private sector investment.	Town, EDC, TC	1	☐
2. Create a short-term funding or loan assistance program for correcting deteriorated property conditions to improve the appearance of key locations and features that influence the image of the entire district.	TC, Staff	1	☐
3. Evaluate the potential to amend the role and responsibilities of the existing Fire District or create a Special Assessment District for some or all of the Windsor Center to pay for shared improvements to the area. Work with property and business owners to create a program of improvements, funding plan and appropriate assessments.	Town, EDC, TC, FTDT	3	☐
4. Identify projects that could benefit from tax increment financing for public infrastructure related to the projects. Work with developers and property owners to evaluate the balance of public and private financing.	Staff, EDC, TC, WRA	1	☐
5. Seek grants for planning assistance from the Connecticut Trust for Historic Preservation to evaluate the potential redevelopment advantages and resources associated with historic designation and historic tax credits and methods to enhance district and building designations.	Staff, EDC, WRA, FTDT	2	☐
6. Identify buildings eligible for state or federal historic tax credit financing. Work with property owners and the Connecticut Trust for Historic Preservation and other similar advocacy programs.	Staff, FTDT, EDC, WRA	2	☐
7. Create a façade and signage improvement program with funding from local banks, civic organizations, or Town funding to provide low cost loans or grants to commercial properties for façade and signage improvements.	Town, EDC, TC, Others (First Town Downtown, Chamber of Commerce)	1	☐

Legend

DOT	Connecticut Department of Transportation	**Staff**	Town Staff
EDC	Economic Development Commission	**TC**	Town Council
FTDT	First Town Downtown	**Town**	Town staff and agencies
P&R	Parks and Recreation	**TPZ**	Town Planning & Zoning Commission
PW	Public Works Department	**WRA**	Windsor Redevelopment Agency

Priorities

1	Short Term
2	Medium Term
3	Long T erm

8. Continue grant and funding source monitoring and advocacy to evaluate the applicability of the following programs to Town goals for Windsor Center, in association with other initiatives: • TOD Bond Program • Brownfields Redevelopment Programs • Surface Transportation Program (STP) – Urban Program • Surface Transportation Program (STP) – Transportation Alternatives • Congestion Mitigation and Air Quality (CMAQ) • Economic Development Administration (EDA)	Town	1	☐

Legend

DOT	Connecticut Department of Transportation	**Staff**	Town Staff
EDC	Economic Development Commission	**TC**	Town Council
FTDT	First Town Downtown	**Town**	Town staff and agencies
P&R	Parks and Recreation	**TPZ**	Town Planning & Zoning Commission
PW	Public Works Department	**WRA**	Windsor Redevelopment Agency

Priorities

1	Short Term
2	Medium Term
3	Long T erm

Accomplishing Improved Circulation, Parking and Complete Streets

Improve multi-modal circulation in Windsor Center and at Windsor Station.

What	Who	Priority	Done
1. Adopt policies and direct ConnDOT to plan the location and configuration of the rail station, the amount and location of rail-related parking and access consistent with the conclusions of the *TOD Master Plan.* Coordinate design process with state agencies.	Staff, TC, DOT	1	☐
2. Undertake funding, phasing and operational planning for the parking structure and transit hub. This will include coordination and negotiations with adjacent property owners.	Town	2	☐
3. Initiate interim "road diet" improvements along Broad Street with restriping and other low-cost changes to better organize circulation flows, allocate marked spaces for parking and improve pedestrian crossings.	Town, ENG	1	☐
4. Advance detailed design and engineering for Broad Street improvements and obtain ConnDOT support and approval.	Town, DOT	2	☐
5. Reconfigure Broad Street and its intersections. Transform excessive street width to additional on-street parking and landscaped medians. Work with ConnDOT to establish key agreements.	Town, DOT, ENG	3	☐
6. Participate in designing and implementing shared parking and pedestrian circulation improvements in the blocks between Central and Union Streets.	Town, ENG	1	☐
7. Make incremental improvements to the streets and sidewalks by incorporating recommended actions into ongoing repairs and upgrades.	ENG,PW	1	☐
8. Create two drop-off areas at Windsor Station – one on Mechanic Street and one at the rear of Town Hall. Work with ConnDOT to shift the planned "Kiss and Ride" from the east side of the tracks to the west side, near the pedestrian overpass.	DOT, ENG	2	☐
9. Install a pedestrian crossover bridge with elevators to connect Mechanic Street to the west side of the track.	DOT	2	☐
10. Build proposed parking structure to increase ability to park for multiple uses.	Town, DOT	2	☐
11. Provide bicycle storage at Windsor Station.	Town, DOT	2	☐

Legend

DOT	Connecticut Department of Transportation	**Staff**	Town Staff
EDC	Economic Development Commission	**TC**	Town Council
FTDT	First Town Downtown	**Town**	Town staff and agencies
P&R	Parks and Recreation	**TPZ**	Town Planning & Zoning Commission
PW	Public Works Department	**WRA**	Windsor Redevelopment Agency

Priorities

1	Short Term
2	Medium Term
3	Long T erm

Implement changes to parking conditions to create incentives for economic development.

What	Who	Priority	Done
1. Establish a parking management committee to create consistent policies and manage parking in a coordinated manner. This should begin as a working committee with representatives from Town staff, Town Council and other boards or commissions with an agenda that includes: • Reviewing the current policies and decision-making process. • Recommending methods and the best internal organizational structure to consolidate oversight and coordinate decisions on parking supply, management, enforcement, signage, pricing and other issues consistent with the overall goals and recommendations within the *TOD Master Plan.* • Identifying specific opportunities and actions to support private or public/private shared parking solutions.	Town, TC, TPZ	1	☐
2. Create and operate a central parking deck to serve Windsor Center on Town land behind Town Hall. The deck should be a destination point with architecture visible from the Town Green. Support the environment from the Town Green to the rail station with landscape architecture.	Town, DOT, PW, TC	3	☐
3. Evaluate on-street metered parking in appropriate locations as part of overall parking management strategy. Work with ConnDOT to allow for parking to be created on Broad Street .Include metered parking in Broad Street and Station Area Designs.	TC, DOT, TPZ, Others (Police Department)	3	☐

Legend

DOT	Connecticut Department of Transportation	**Staff**	Town Staff
EDC	Economic Development Commission	**TC**	Town Council
FTDT	First Town Downtown	**Town**	Town staff and agencies
P&R	Parks and Recreation	**TPZ**	Town Planning & Zoning Commission
PW	Public Works Department	**WRA**	Windsor Redevelopment Agency

Priorities

1	Short Term
2	Medium Term
3	Long T erm

4. Identify parking minimums to eliminate or change to promote Town goals, subject to determination that parking demand is adequately provided on-site, off-site or as part of public parking solutions. Draft ordinance; hold public meetings and landowner focus groups; submit for approval.	TPZ,TC	2	☐
5. Allow parking in-lieu fees as part of new development to reduce onsite parking requirements. Establish a mechanism to escrow funds and a fee schedule in line with Town goals and parking demand.	TC, TPZ	2	☐
6. Implement signage and wayfinding. Identify type and locations for signage. Identify preferred pedestrian/vehicular paths, work with local businesses to develop and map downtown businesses and attractions. Develop information program, website, brochures and other related materials.	Staff, ENG, FTDT	2	☐

Legend

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Priorities

1	Short Term
2	Medium Term
3	Long T erm

Improve pedestrian and bicycle environment to encourage connections between the Town Center, the rail station and the neighborhoods.

What	Who	Priority	Done
1. Repair sidewalks on neighborhood streets, add sidewalks extensions, traffic calming elements and enhanced streetscape elements.	Town	2	☐
2. Enhance pedestrian connections between the east and west side of the tracks and connect the rail station to Windsor Center. Ensure good pedestrian connections along Batchelder Road and Mechanic Street to Loomis Chaffee School and the River Trail.	Town	2	☐
3. Establish Maple Avenue as the pedestrian gateway to the Town Center with canopied sidewalks, visual appeal and calmed pedestrian amenities supported by on-street parking close to Broad Street.	Town	2	☐
4. Install crosswalks and ADA accessible curb ramps throughout the station area.	Town	2	☐
5. Install curb extensions at key locations to reduce fast speeds in neighborhood areas. Consider curb extensions at the intersections of Maple Avenue and Welch Avenue, Preston Street, Spring Street, and Broad Street.	Town	2	☐
6. Designate sharrows along major roadways such as Palisado Avenue, Poquonock Avenue and Broad Street.	Town, DOT	2	☐
7. Add bicycle parking facilities throughout the Town Center, particularly along Broad Street and Central Street and at the station headhouse.	Town	2	☐

Legend

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Priorities

1	Short Term
2	Medium Term
3	Long T erm

Enhance the streetscape for all users.

What	Who	Priority	Done
1. Develop policies for streetscape enhancements, including intersection and access improvements, street trees, landscaping, lighting and street furniture. Reinforce the recommended street hierarchy to distinguish between collector streets and residential streets and among different types of circulation needs.	Town, TC, ENG, TPZ	1	☐
2. Modify the street tree planting program to reinforce the character of each street type as identified in the *TOD Master Plan*.	Town, PW	2	☐
3. Develop a lighting program based on street type and install street lights appropriate to the character of the street as identified in the *TOD Master Plan*.	Town, PW	3	☐

Legend

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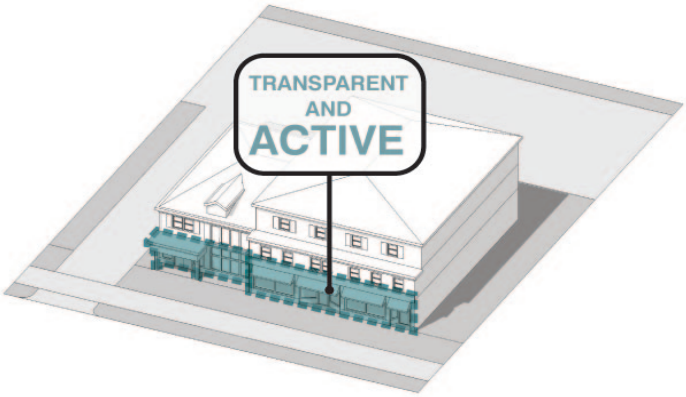
Priorities

1	Short Term
2	Medium Term
3	Long T erm

Refining Regulations and Guidelines

Use Town-sponsored tools to ensure that the quality and character of future development contributes to the vision and value for Windsor Center.

What	Who	Priority	Done
1. Create Advisory guidelines that will be distributed and promoted by the Town, but mandatory for any project that is provided Town funding, financing or façade or is a party to a Town land disposition.	Staff	1	☐
2. Consider future benefits of revised zoning with a Village Center (VC) zone for mixed-use in the core of the district, including potential advantages or disadvantages of Village District regulations (under Connecticut General Statutes 8-2j).	TPZ	2	
3. Consider refining zoning for transitional residential/business areas, such as a Neighborhood Mixed-use (NM) zone.	TPZ	2	☐
4. Consider potential boundary changes to the historic district to include additional properties, considering local, state and national significance and the economic benefits associated with access to historic tax credits or other resources.	TPZ	3	☐
5. Consider creating an additional use type within the Town of Windsor Zoning Ordinance known as "Live/Work" for the Village Center zone.	TC, TPZ	2	☐



Legend

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Priorities

1	Short Term
2	Medium Term
3	Long T erm

Expanding Marketing of the Town Center

Identify shared opportunities for land owners and potential tenants.

What	Who	Priority	Done
1. Create a marketing and outreach program to identify specific developers and businesses that may be attracted to the opportunities in Windsor Center, and match them with existing redevelopment or tenancy opportunities. As part of the marketing and outreach program, identify potential restaurateurs or food-oriented establishments and pair them with potential landlords or developers for targeted properties.	Town, EDC, FTDT	1	☐
3. Repair the historic theater marquee at the Plaza Building and use it to announce events in the Town Center or other public-spirited use. Repairs should be funded by an agreement among the property owners, stewardship organizations and the Town.	Town, EDC, FTDT	1	☐
3. As part of the marketing and outreach program, work with the theater owner to solicit, identify and secure an entertainment-related tenant.	Town, EDC, FTDT	1	☐
4. Conduct a business and development workshop with an invited panel of experts and entrepreneurs with the Town, business leaders and landowners using the Urban Land Institute model to identify marketing opportunities and consider additional steps to attract investment.	Town, EDC, FTDT	2	☐
5. Create a development inventory of specific properties with redevelopment potential and provide it as part of the marketing information and outreach program. Work with existing owners to update the inventory on a regular basis.	Town, EDC, FTDT	1	☐

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Priorities

1	Short Term
2	Medium Term
3	Long T erm

Leveraging Public Land and Facilities

Use surplus public land to support development goals in the Town Center.

What	Who	Priority	Done
1. Actively support the redevelopment of the town-owned land east of Mechanic Street for housing as a critical component in advancing the redevelopment and economic revitalization of the Town Center.	Town, TC, EDC, WRA	1	☐
2. Repurpose land adjacent to the new rail station for Mechanic Street redevelopment. Support development of multi-family buildings, potentially incorporating commercial uses or live/work units. Create a cohesive Mechanic Street corridor. Relocate rail parking to the west side of the tracks.	Town, TC, EDC, WRA	2	☐
3. Obtain excess land from the State of Connecticut at the intersection of Poquonock and Palisado Avenues. Expand the potential for development on the adjacent site.	Town, TC, DOT	1	☐
4. Support the realignment, sale, lease or reuse of Union Street as it may contribute to the redevelopment of adjacent sites, as long as circulation and access to all affected properties is provided. Incorporate public easements into parking, pedestrian circulation and landscape enhancements within the block between Central and Union Streets.	Town, TC, EDC, PW	2	☐
6. Explore the realignment, sale, lease or reuse of portions of Upper Broad Street adjacent to the former Arthur's Drug site if it will support feasible and appropriate redevelopment of that site, as long as circulation and access to all affected properties is provided.	Town, TC, TPZ	2	☐
7. Explore the long-term reconfiguration and redevelopment of the existing U.S. Post Office to reduce or relocate the amount of staff and postal vehicle parking, while retaining and improving access for Post Office patrons.	Town, TC, EDC, WRA	3	☐

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Priorities

1	Short Term
2	Medium Term
3	Long T erm

Enhancing Open Space and Amenities

Improve the Town Green and amenities in Windsor Center.

What	Who	Priority	Done
1. Expand and improve the trail systems to and through the open spaces in Windsor Center. Such as connecting to the Connecticut River Trail at East Barber Street. Enhancements should include wayfinding and interpretive signage for natural and historic resources.	TC, ENG, P&R	2	☐
2. Install additional infrastructure to the Town Green, including perimeter walkways or sidewalks, spaces for public art and additional seating.	Town, CC, P&R, PW	2	☐
3. Promote locations for temporary or seasonal businesses such as bicycle or kayak rental, food trucks and an expanded farmer's market.	Town, EDC, FTDT	1	☐
4. Adopt performances and public art installations provided by the Windsor Arts Center as part of the theme, image and life of Windsor Center.	Town, FTDT	3	☐

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Priorities

1	Short Term
2	Medium Term
3	Long T erm

Strengthening Stewardship

Focus and coordinate activities by key stakeholder groups, organizations and the Town

What	Who	Priority	Done
1. Strengthen and refocus the policies and programs of stewardship committees and organizations to help implement relevant aspects of the Town Center.	Town, EDC, FTDT	1	☐
2. Actively recruit businesses or uses that will be attractive to both Town residents and patrons from other communities, through the marketing programs developed and implemented by stewardship groups within the Town.	Town, EDC, Others FTDT, WRA	2	☐
3. Strengthen collaborations and communications with the Loomis Chaffee School.	Town, TC, Loomis Chaffee School, FTDT	2	☐

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Priorities

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2	Medium Term
3	Long T erm

PLAZA
BUILDING
Windsor

Appendices

WINDSOR CENTER

TRANSIT-ORIENTED DEVELOPMENT
Master Plan and Redevelopment Strategy