SOUTH NORWALK
RAILROAD STATION AREA TRANSIT ORIENTED DEVELOPMENT STRATEGY
FINAL REPORT

Prepared for:
The City of Norwalk

Prepared by:
The Cecil Group, Inc.

October 2011

Prepared for:

Norwalk Redevelopment Agency

Prepared by:

The Cecil Group – Planning, urban design and community participation

TR Advisors – Market review and TOD development feasibility

Milone & MacBroom – Transportation and circulation planning

Beinfield Architecture – Urban redevelopment concepts and renderings

Language Link Consortium – Language translation and community participation

TABLE OF CONTENTS

Executive Summary.....1

Introduction 7

Goals and Objectives.....13

Land Use Plan.....17

Design Guidelines.....26

Economic Development Strategy 47

Implementation 67

Conclusions 77

Appendices

Appendix A: Existing Conditions Report

Appendix B: South Norwalk Incentive Housing Zone Evaluation Report

Appendix C: South Norwalk Railroad Station Area: TOD Strategy Fiscal Impact Analysis

Executive Summary

This initiative has been undertaken to unlock the next steps in the economic revitalization and redevelopment of portions of South Norwalk that are within easy walking distance of the South Norwalk Railroad Station (Rail Station). In an era of economic recession and real estate reversals, excellent regional access by commuter rail to and from jobs and homes in Norwalk is a fundamental competitive advantage. This planning process has identified specific pragmatic strategies that the City can apply to enhance private sector redevelopment that will – incrementally – result in many positive changes.

This final report describes actions the City can take to attract coordinated development and convert a neighborhood that is an "underperforming asset" which has persisted as a patchwork pattern of deteriorated and underused buildings and land. Norwalk will directly benefit from a more complete, compact neighborhood that draws new residents and businesses within a socially and economically diverse district. Attracting coordinated private investment will bring jobs, enhance real estate values, and improve the quality of life for the entire community.

Due to the access benefits associated with proximity to a rail station and transit center, this type of real estate investment is called Transit-Oriented Development (TOD). TOD refers to land uses and activities that have an economic advantage because they are very close to transit hubs. Their benefit is directly associated with excellent access to a much larger region. For commuter rail stations like South Norwalk's, TOD normally emerges within about a ½ mile radius. This walking distance provides valued commuting options for residents and employees for whom transit connections are more convenient, fast, or affordable than using an automobile. TOD is associated with the ability to reach the station along a safe, convenient and attractive path, bikeway or by using a direct shuttle service. Developers are increasingly seeking sites and undertaking TOD projects – if the municipality is supportive, and if the conditions of the neighborhood and its network of sidewalks, bikeways and shuttles are appropriate.

Process

The Norwalk Redevelopment Agency has undertaken this initiative to evaluate the potential for TOD to help meet City and neighborhood goals. A consultant team has provided planning, development and economic advice, and transportation recommendations. The process has included the participation and advice of a Steering Committee composed of community members, residents, property owners and business leaders. Interviews and briefings were undertaken with key stakeholders in the area. City and Transit District staff participated in a municipal Coordination Committee to provide additional input. Several public workshops were held, in concert with outreach and multi-lingual invitations to Latino and Haitian residents. This final report represents the summary and culmination of these efforts. Additional documentation that occurred through this planning process is found as appendices to this document.

Planning Area

The area of focus (TOD Study Area) consists of key blocks and streets near the station where pivotal changes could be made through redevelopment and infrastructure changes – assisted by specific City actions – that will reposition and improve the neighborhood using TOD as a catalyst. The TOD Study Area generally extends along the blocks that lie between the Rail Station and the Norwalk River, and extends northwards around the perimeter of the Webster Street Block.

Aerial image of the South Norwalk Railroad Station Area highlighting the Study Area in white and the South Norwalk Railroad Station with a star.

Goals and Objectives

The planning process identified the challenges and opportunities presented by the TOD Study Area and evaluated the potential of the neighborhood based upon a set of community goals and objectives identified through the planning process. This process and technical analysis of the existing conditions in terms of economic market, circulation, connectivity, urban design and development potential produced a series of strategic recommendations.

Among the challenges that were identified through this planning process were lower housing quality and lower income levels as compared to the City and region resulting in less housing choice. Over time, the TOD Study Area has become a patchwork of buildings, parking lots and vacancies resulting from patterns of use and disinvestment. Community fabric and public safety has contributed to a perception that the area is unsafe and unattractive, as have poor connections to the Rail Station for pedestrians. Commuter parking for the Rail Station removes cars from the street, but at a high cost and without otherwise benefiting the surrounding neighborhood.

Among the opportunities that were identified through this planning process were the strategic location advantages of the Rail Station and service and the benefits of access and connectivity that it offers. Historic buildings and the neighborhood fabric are well-suited to adaptive reuse. An active and interesting Norwalk River Waterfront is a major asset for public access and development opportunities in the area. A diverse community and long-term residents contribute to a vibrant and lively neighborhood community. The potential for significant reinvestment in Washington Village through the Choice Neighborhoods program that is currently underway has the potential to transform portions of the neighborhood. Redeveloping underutilized City-owned land can unlock change and serve as a catalyst for reinvestment and development.

Recommendations

The strategic recommendations that support TOD address the challenges, opportunities and goals of the TOD Study Area. Land use recommendations identify zoning changes that support TOD neighborhoods. Design Guidelines provide guidance for developers and the City in proposing and evaluating those projects. Circulation and transportation recommendations focus on improving pedestrian corridors and streetscaping, supporting bicycle use and improving circulation at the Rail Station for vehicular traffic. Parking recommendations suggest additional commuter parking near the Rail Station, the integration of new parking with on-street parking to support development, and fostering a “park once” district. Redevelopment recommendations identify moderate scale, mixed use development of key sites relatively close to the Rail Station. Housing and residential quality of life recommendations emphasize expanding housing opportunities for market rate units, and promoting a mixed-income, diverse neighborhood with adequate amenities, public safety programs and open space.

Land Use Plan and Design Guidelines

Land Use Plan

The TOD redevelopment vision resulting from the strategic recommendations calls for providing cohesive infill projects with improved streetscape and circulation networks that will create a far more continuous and higher quality environment. This vision includes the following: the key east/west corridor of Monroe Street and Hanford Place; the importance of streets at neighborhood scale and linking neighboring areas with pedestrian corridors; and filling in blank street edges and concealing parking with rehabilitation, reinvestment and/or new development.

Land use recommendations focus on extending mixed use zoning to allow residential and commercial uses within the TOD Study Area, with scales similar to existing zones that are adequate to allow reinvestment. Zoning changes include those that allow non-conforming office and commercial use to housing.

Circulation and Transportation

Norwalk's ability to leverage the economic advantages of the Rail Station depends upon a network of connections that are safe, clear and convenient for all modes of users. For TOD, the emphasis is on the pedestrian network of sidewalks and paths. Bicycle links

and bus and transit shuttle connections are also key components in extending the value of regional access that the rail system provides.

Vehicular traffic and congestion associated with large transit centers can conflict with other modes and detract from the quality of the neighborhoods that surround the station. For these reasons, the TOD Strategy recommendations include improvements to circulation around the Rail Station and improved access for pedestrians and bicycles throughout the TOD Study Area.

Design Guidelines

Design guidelines have been included in this report to highlight the components of redevelopment that are important to unlocking the benefits of TOD in the neighborhood These Design Guidelines illustrate improvements and development associated with economic revitalization and redevelopment within the South Norwalk TOD Zoning Area and are to be followed by developers, property owners, architects, landscape architects, and others working with the City when advancing new projects in the TOD Zoning Area and will be used by the Norwalk Redevelopment Agency in the process of project review and approval.

Economic Development Strategy

This plan includes a review of the real estate market potential for uses that could benefit directly from proximity to the Rail Station or otherwise contribute to the revitalization of the area. Several specific redevelopment and reinvestment sites in the TOD Study Area have been identified as critical to the economic development strategy. The five target areas include the Railroad Station Area, Infill Development at Monroe, Hanford Place and other streets, Waterfront Redevelopment, the Webster Street Block and Washington Village.

- The Railroad Station Area development, parking and access could be unlocked by a public/private initiative that could transform underutilized parcels very near to the Rail Station along Chestnut Street.
- The Infill Development at Monroe, Hanford Place and other streets would include historic rehabilitation and/or new construction along street segments throughout the TOD Study Area.
- Waterfront Development is likely to be reconstructed with housing that accompanies some remaining water-dependent and commercial uses.
- The Webster Street Block could be adapted to provide an attractive border of low-scale, townhouse-type housing along the Dr. Martin Luther King, Jr. Drive (MLK Drive) to support a more continuous, pleasant and valuable district.
- The Norwalk Housing Authority is sponsoring a planning study that may lead to the significant improvements and redevelopment of the Washington Village public housing site.

Waterfront Redevelopment Concept (illustration by Beinfield Architecture)

Fiscal Impact Analysis

The Norwalk Redevelopment Agency requested a fiscal impact analysis of potential development of four of the five target sites to determine the likely impact of development on the municipal budget. The analysis demonstrated that the redevelopment of the Railroad Station Area, the Waterfront Area and Webster Street Block and the infill development at Monroe and Hanford Place, according to the assumptions made in the analysis, could provide net revenue to the City of $24 million over thirty years. The Waterfront Development was the key factor in this revenue stream, but the other developments are necessary to provide an incentive for the private funding that would be necessary to complete the Waterfront Development project. Other benefits to the City as a result of the successful completion of these developments include

- Per Capita Reduction in Property Taxes
- Increase in Private Investment
- Increased Quality of Life
- Increase in Federal Funding

The Choice Neighborhoods program, which was not factored into the fiscal impact analysis scenarios, if supported by the City could provide significant investment in the neighborhood from federal grants, estimated at about $30 million.

Implementation

Implementation for the strategic recommendations and targeted reinvestment sites is discussed for each of the recommendations and include discussion of an action plan, schedule and funding strategy for improvements to the TOD Study Area. The action plan presents private and public actions and a suggested sequence of events that would likely result in the most positive impact to the neighborhood in taking advantage of the opportunities provided by the Rail Station.

Introduction

Purpose

The purpose of this TOD Strategy is to provide The City of Norwalk with planning recommendations that can guide and manage future change around the Rail Station. This process has been undertaken to unlock the next steps in the economic revitalization and redevelopment of portions of South Norwalk that are within easy walking distance of the Rail Station. In an era of economic recession and real estate reversals, excellent regional access by commuter rail to and from jobs and homes in Norwalk is a fundamental competitive advantage. This planning process has identified specific pragmatic strategies that the City can apply to enhance private sector redevelopment that will – incrementally – result in many positive changes.

The recommendations describe actions the City can take to attract coordinated development and convert a neighborhood that is an "underperforming asset" which has persisted as a patchwork pattern of deteriorated and underused buildings and land. Norwalk will directly benefit from a more complete, compact neighborhood that draws new residents and businesses within a socially and economically diverse district. Attracting coordinated private investment will bring jobs, enhance real estate values, and improve the quality of life for the entire community.

Defining Transit Oriented Development

TOD refers to land uses and activities that have an economic advantage because they are very close to transit hubs. Their benefit is directly associated with excellent access to a much larger region. For commuter rail stations like South Norwalk's, TOD normally emerges within about a ½ mile radius. This walking distance provides valued commuting options for residents and employees for whom transit connections are more convenient, fast, or affordable than using an automobile. TOD is associated with the ability to reach the station along a safe, convenient and attractive path, bikeway or using a direct shuttle service. Developers are increasingly seeking sites and undertaking TOD projects – if the municipality is supportive, and if the conditions of the neighborhood and its network of sidewalks, bikeways and shuttles are appropriate.

Common TOD characteristics include a transit station as a community and development center point and anchor, a safe, accessible and engaging pedestrian environment, a mixed use neighborhood that is primarily residential, and high density levels located at the transit facility that progressively decrease further from the transit station. The underlining principle of these characteristics is to maximize access to public transportation through the implementation of urban planning and real estate development decisions and approaches.

Planning Process

The Norwalk Redevelopment Agency has undertaken this initiative to evaluate the potential for TOD to help meet City and neighborhood goals. A consultant team has provided planning, development and economic advice, and transportation recommendations. The process has included the participation and advice of a Steering Committee composed of community members, residents, property owners and business leaders. Interviews and briefings were undertaken with key stakeholders in the area. City and Transit District staff participated in a municipal Coordination Committee to provide additional input. Several public workshops were held, in concert with outreach and multi-lingual invitations to Latino and Haitian residents.

The City of Norwalk has been closely involved with this project through the Norwalk Redevelopment Agency, which has been managing this process. In addition to ongoing interaction with the Norwalk Redevelopment Agency, regular meetings with a committee of City Department representatives have strengthened coordination with the various city initiatives and objectives. City Departments directly related to the planning process have also participated in individual meetings, discussions and assisted with research. These departments include the Norwalk Redevelopment Agency, Norwalk Housing Authority, Norwalk Police Department, the City Planning and Zoning Department, the Norwalk Transit District, Public Works, Norwalk Parking Authority, Members of the Norwalk Common Council and the Mayor's Office.

This final report was produced by the multidisciplinary consultant team comprised of land planners, real estate development consultants, transportation engineers, and urban designers. The consultant team members that contributed to this report include: TR Advisors, a specialty real estate consulting and asset management firm focusing on transportation related and entity owned property; Milone & MacBroom, a civil engineering firm with expertise in transportation and circulation planning; and The Cecil Group, a planning and urban design firm with extensive expertise in TOD and urban revitalization in New England and throughout the northeast. The consultant team members conducted research through a combination of onsite observations, stakeholder interviews, and reviews of previous reports and plans, as well as online and City resources. In addition, consultant team members have met regularly with committees established to advise and guide the TOD Strategy for the TOD Study Area. The advisory committees include the Planning Coordination Committee, comprised of City staff from various departments and the Stakeholder Committee, comprised of South Norwalk neighborhood community and business leaders.

Significant outreach and engagement efforts have been required to establish and facilitate effective lines of communication to the diverse and multiethnic community of South Norwalk. The community outreach and engagement strategy included multiple components, various approaches and many participants. Regularly scheduled meetings with the community Stakeholder Committee have been held to provide project updates, receive feedback and continue the established dialogue. South Norwalk community stakeholders involved in interviews, meetings and committee activities include business

owners, residents, leaders of religious institutions and nonprofit organizations, heads of key City Departments and political leaders.

Engaging with the general public is critically important and has occurred through community workshop public meetings and through face to face meetings. Outreach efforts have been conducted in Spanish and Haitian Creole to connect with South Norwalk's non-English speaking communities. Language specialists have assisted in communication with residents who are not fluent in English. Multilingual outreach has been a consistent component of the comprehensive community outreach strategy and has included flier and presentation translations, engaging Spanish newspapers, providing Spanish and Haitian Creole speaking facilitators at all public meetings and direct person to person outreach within the South Norwalk neighborhoods.

Planning Area

A larger neighborhood area will benefit from TOD improvements within a boundary that extends approximately ½ mile from the Rail Station, taking into account routes along available sidewalks and potential paths. This area will benefit from an improved environment for pedestrian and bicycle access, as well as circulation improvements that reduce the negative impacts of auto traffic in the district. The recommended improvements will tend to make existing uses more valuable and have long-term benefits leading to potential infill development, new development and adaptive reuse.

The TOD Study Area consists of key blocks and streets near the station where pivotal changes could be made through redevelopment and infrastructure changes – assisted by specific City actions – that will reposition and improve the neighborhood using TOD as a catalyst. The TOD Study Area generally extends along the blocks that lie between the Rail Station and the Norwalk River, and extends northwards around the perimeter of the Webster Street Block. These planning areas were defined by the consultant team through collaborative discussions with the Steering and Coordination Committees as well as consultation with the Norwalk Redevelopment Agency. The process for establishing the TOD Study Area boundaries for neighborhood access and redevelopment considered the standard distances pedestrians will typically walk (one-quarter to one-half mile) to reach transit service along the South Norwalk neighborhood street network as well as activity centers, residential areas, and various community assets. The TOD Study Area is approximately 0.75 square miles.

The TOD Study Area is split along a north-south axis by MLK Drive. South of Washington Street there is a significant change in grade and a steep embankment, creating a natural barrier between South Norwalk and the residential neighborhoods to the west. Because of gridded street pattern, moderately low traffic volumes and the presence of sidewalks along most streets in the area, the bicycle and pedestrian connectivity is good within the neighborhoods to the west of this divide.

Aerial image of the South Norwalk Railroad Station Area highlighting the Study Area in white, the larger walkable neighborhood area in red and the South Norwalk Railroad Station with a star.

The Challenges

The planning process identified several challenges that are evident within the TOD Study Area and that must be addressed to create positive change in the neighborhood and set the stage for reinvestment. The following challenges were identified with the community, stakeholders, City and through research into the existing conditions of the neighborhood.

- *Housing Quality, Income and Choice* – In general, the area has a concentration of residents with incomes significantly lower than the City and regional averages. Some of the housing stock is in relatively poor condition. But the pattern is not uniform, and has been changing. Community goals for the area include creating a more balanced composition of incomes and choices of housing types that preserves

opportunities for existing residents, while providing opportunities for new residents in market-rate housing.

- *Patterns of Use and Disinvestment* – The TOD Study Area has become a patchwork of buildings and relatively small parcels where empty lots, surface parking lots, deteriorated or partially vacant buildings, and small industrial parcels are interspersed with higher quality, well-occupied land and public open space.
- *Community Fabric and Public Safety* – The neighborhood around the Rail Station is perceived by some as unsafe and unattractive despite the presence of the Police Station, community improvements, social programs, and statistics that suggest that the area does not have a disproportionate amount of crime.
- *Connections to the Station* – The area's sidewalks are partly lined by barren stretches of blank walls, empty buildings, congested streets and parking lots that are real barriers to the market for TOD.
- *Commuter Parking* – Commuter parking lots store cars off the street but otherwise they do not benefit surrounding neighborhoods or support TOD.
- *The High Cost of Structured Parking* – Parking structures are expensive relative to the prospective revenues associated with private sector redevelopment in this part of Norwalk. Projects that require less parking tend to be more feasible.

Among the District's challenges are inconsistent patterns of use, vacant lots and perceived barriers for pedestrians.

The Opportunities

Additionally, the planning process identified opportunities that are evident within the TOD Study Area and that should be taken advantage of to become catalysts for positive change in the neighborhood. The following opportunities were identified with the community, stakeholders, City and through research into the existing conditions of the neighborhood.

- *Strategic Location Advantages: Regional Rail Service* – The Rail Station is strategically located along the Metro North line. It attracts commuters to Norwalk's employers, and allows individuals or couples to reach many employment centers in different directions – up the line to Bridgeport or New Haven, down the line to New York and places in between.
- *Historic Fabric* – The TOD planning area includes a wide variety of historic buildings that are well-suited to adaptive reuse or rehabilitation; many of these should be features of the future neighborhood.
- *Waterfront* – The active, interesting Norwalk River Waterfront is a major asset that provides opportunities for both development and public access.
- *Diverse Community and Long-Term Residents* – South Norwalk has an ethnically and culturally diverse population including many long-time residents.
- *Choice Neighborhoods: Reinvestment in Washington Village* – The City is participating in a program that can bring funding and reinvestment that will retain public housing opportunities within an expanded mix of market-rate housing and retail uses that can transform parts of the neighborhood.
- *City-owned Land* – Redeveloping underutilized City-owned land can unlock change. These include the portions of the Webster Street Block, land at the Rail Station, several parcels along Day Street, and other holdings.
- *Market for TOD Use* – The market research underlines the strong potential market for housing in the areas around the Rail Station, as well as for other uses that could take advantage of the location if the neighborhood setting is improved.

The Train Station and transit center and several pleasant streets are among the District's strengths and opportunities.

Goals and Objectives

The community involvement process has produced a series of Goals and Objectives for the South Norwalk neighborhood. The Goals and Objectives were used to guide the planning recommendations developed for the TOD Strategy for the Rail Station area. There are six categories of guiding principles, each with an overall goal for the neighborhood and specific concrete objectives that directly contribute to the realization of the goal. The six categories of goals and objectives are Neighborhood, Economic Development, Urban Design Character and Qualities, Diversity, Circulation and Transportation, and Community Security and Safety. The Goals and Objectives were cooperatively developed based on feedback from public participants and extended dialogue and refinements with the Stakeholder Committee.

Neighborhoods

Goal: The neighborhoods around the Rail Station should be composed of a continuous and coherent pattern of pedestrian friendly and inviting streets, sidewalks and paths that line and connect blocks with complete and compatible development and land uses that create a cohesive and attractive environment in which to live, work, shop, visit and enjoy.

Objectives:

1. Locate active retail, commercial and civic uses where they will be successful and contribute to the pedestrian environment.
2. Create inviting and active open space as part of the street network to provide regular occurrences of visual relief and opportunities for community interaction.
3. Expand the role of the Rail Station as a community resource and a place for social connections.
4. Extend neighborhood connections along key corridors to the Rail Station, featuring active uses and sidewalks that encourage community interaction.
5. Engage the South Norwalk artist community to create interesting and attractive public spaces that foster positive community interaction.
6. Fill empty lots and underutilized spaces with appropriate uses.
7. Connect neighborhood to the Waterfront as an attraction for visitors and amenity for residents.

Economics and Development

Goal: Invite and support development as a combination of new buildings and renovations that create a long-term, sustainable mixed-use pattern that contains a balanced quantity of housing, commercial, retail, civic and institutional uses, while protecting existing residents from displacement.

Objectives:

1. Provide a balance of retail uses and services that reinforce the neighborhoods as great, convenient places to live and work.

2. Support development that offers jobs for people who can walk or bicycle to work.
3. Support commercial development that can take advantage of the proximity to the transit hub to reduce vehicle trips and gain competitive advantages.
4. Provide and support additional housing to expand the range of choices in terms of housing types and affordability. Affordable housing should be designed to look like market-rate housing.
5. Ensure that development efforts are accompanied by public outreach and neighborhood involvement.
6. Support development that does not displace neighborhood residents or businesses.
7. Provide specific tools such as linkage programs to mitigate the effects of gentrification.

Urban Design Character and Qualities

Goal: Shape the fabric of buildings, spaces, streets and places to create distinctive and complete urban neighborhoods that contain diverse but well-connected components.

Objectives:

1. Ensure that retail corridors are lined with active, attractive uses and facades that reinforce the businesses located there.
2. Create a variety of different neighborhood environments with different scale and use patterns, ranging from low-scale residentially oriented areas, to active, multiple use concentrations that draw activity along the streets and sidewalks.
3. Protect and enhance valued historic structures through adaptive reuse and historic preservation.
4. Retain the traditional composition along blocks and streets where historic or traditional components remain substantially intact.
5. Where traditional patterns no longer exist, provide compositions that are reminiscent of the past to the extent that they create an emphasis on street frontage and street-facing orientation of buildings, and create a breakdown of horizontal and vertical components to create a variety of scales.
6. Focus circulation patterns along public rights-of-way or convenient and visible public easements through the siting of buildings, streets and paths
7. Diminish or remove the visual impact of parking from public vantage points, except for on-street parking.

Diversity

Goal: Encourage and maintain a diverse neighborhood that provides housing, employment, shops, services and restaurants that attract and support a wide range of cultures and incomes.

Objectives:

1. Create pro-active tools and programs to preserve and encourage diversity through supporting and retaining affordable housing for existing residents and cultural groups for whom South Norwalk has been a home.
2. Promote and support multi-cultural businesses and institutions that are inherent components of diverse neighborhoods.
3. Expand the range of market-rate housing and types of units.
4. Provide an excellent living and neighborhood setting for all types of households and population types.
5. Retain a mixture of uses and building types to maintain and enhance the existing balance of diverse businesses, and people in South Norwalk.
6. Protect existing residents from displacement due to gentrification.

Circulation and Transportation

Goal: Enhance pedestrian and bicycle connectivity, while channeling and enabling vehicle circulation to be consistent with neighborhood quality and supporting the economic development goals for appropriate locations within the neighborhood.

Objectives:

1. Provide adequate parking for each use within the district through shared parking.
2. Expand on-street parking as a practical resource for neighborhood uses.
3. Provide a continuous, safe, well-lit active network of sidewalks and pedestrian paths.
4. Create intersection and corridor designs and operational improvements to balance vehicular, pedestrian and bicycle circulation patterns so that every mode is safely and conveniently served.
5. Provide the neighborhoods and Rail Station with well-defined, safe routes, which connect with regional commuter and recreational bicycle networks.
6. Provide for bicycle facilities in locations that support short term, and overnight storage.
7. Avoid traffic congestion and speeds that negatively affect the desirability of living or working in the area.
8. Improve vehicular traffic circulation in the areas surrounding the Rail Station and the connections to regional systems.
9. Improve access and efficiency to and between multiple modes of transportation including pedestrian networks, bicycle networks, public bus and rail lines, taxi cabs and private automobiles.
10. Manage parking resources to eliminate future commuter parking outside of designated lots.

11. Remove pedestrian barriers due to physical design, land use patterns, or other issues.
12. Reduce or remove the impact of parking lots on the neighborhood.
13. Improve pedestrian and vehicular wayfinding signage in the neighborhoods surrounding the Rail Station.
14. Improve pedestrian accessibility to the Rail Station, through improved lighting and signage, and by reducing the grade approaching the station from the east.
15. Provide connections so that anyone can comfortably reach any destination from any other location within the area by foot or on bicycle.

Community Security and Safety

Goal: The neighborhoods around the Rail Station should be safe and secure environments for residents, commuters, business owners and visitors.

Objectives:

1. Ensure all sidewalks and pedestrian paths are well-lit, safe and maintained.
2. Increase police access and visibility such as emergency call boxes, neighborhood satellite store-front offices, or increased patrols.
3. Ensure that retail corridors are lined with active, attractive uses, with various hours of operation.
4. Locate open space in areas of existing high activity and develop programs and activities to ensure their continuous use and connection with the community.

Land Use Plan

TOD Study Area: Planning and Development Strategy

The TOD Study Area for TOD reinvestment and neighborhood revitalization spans a series of blocks between MLK Drive and the Waterfront to the east. The area is centered along South Main Street, reaching up around the Webster Street Block and down to Concord Street on the south. The redevelopment vision calls for providing cohesive infill projects with improved streetscape and circulation networks that will create a far more continuous and higher quality environment. This vision includes:

- *East/West Corridor* – The land along Monroe/Street Hanford Place is a key corridor for redevelopment of housing and other uses. Redevelopment can convert empty or underutilized parcels and create a strong pedestrian link to the Station from other areas. An improved corridor will help set the stage for connecting development along the Waterfront, Water Street, South Main Street and up to Webster Street.
- *Keeping Neighborhood-Scaled Streets* – To be pedestrian-friendly and contribute to redevelopment, the streets that compose the TOD Study Area need to operate smoothly for traffic, but provide intersections, crosswalks and on-street parking that support neighborhood uses.
- *Links to Neighboring Areas* – Neighboring areas need to be connected with excellent pedestrian corridors that extend through the TOD Study Area to the Rail Station – from East Norwalk, West Avenue, South Main and the hillside neighborhoods to the west. A new pedestrian link will be forged from the Station towards Washington Street, between the rail line and SoNo Gardens.
- *Filling in the Blanks* – The vision recognizes the importance of rehabilitation, reinvestment and/or new development that fills in the blank street edges and conceals large parking areas or structures. This approach recreates the highly desirable qualities of historic, traditional urban neighborhoods and adds value to nearby sites.

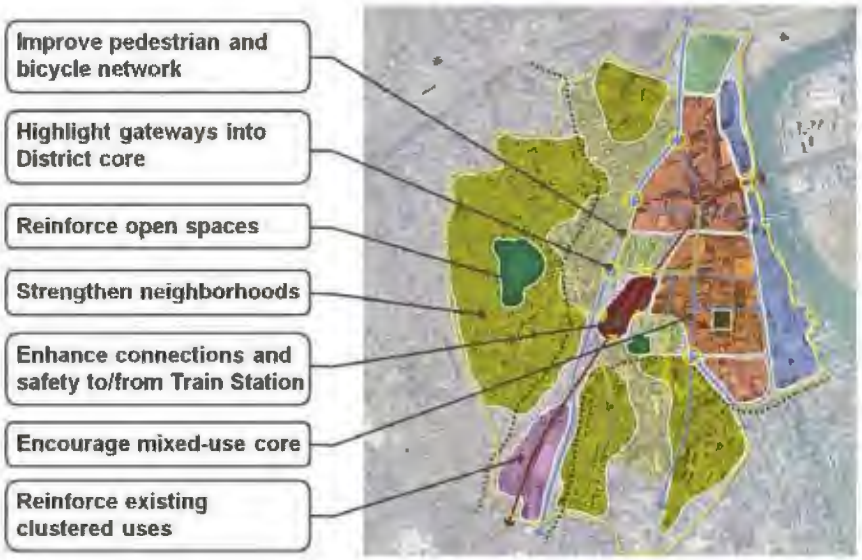
The vision is dependent upon changes made to existing land use and to the current circulation and transportation patterns. The relevant recommendations are detailed in the sections below.

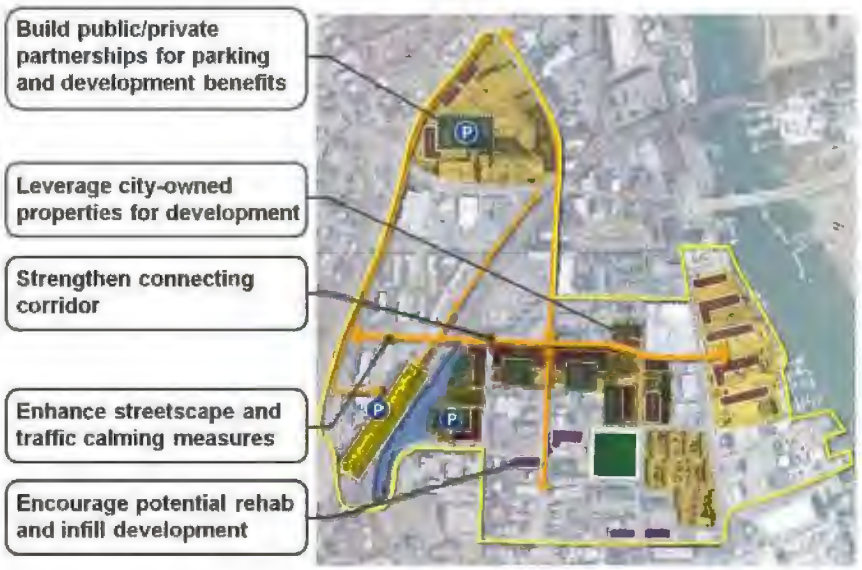
Land Use Recommendations

The existing zoning regulations complicate improving the TOD Study Area. Multiple zoning districts fragment the existing mixed-use neighborhood that currently surrounds the Rail Station, and the area contains numerous non-conforming uses. This combination of fragmented districts and non-conforming uses reduce reinvestment and economic development in the area. A mixed-use environment and a reduction in non-conforming uses in the neighborhood surrounding the Rail Station will support

development and investment in the area. Appropriate zoning regulations and design guidelines can direct future development and investment to strengthen the area.

Changes to the existing zoning regulations can be made to achieve the TOD Master Plan Goals and Objectives related to economic development and focused on transit oriented development. The following recommendations are for uses, building dimensions, and affordability requirements that will support a mixed-income, mixed-use, transit-oriented district that is economically feasible to develop. The recommendations include specific geographic boundaries for the zoning recommendations.





Recommended Uses

The recommended as-of-right and special permit uses for the TOD Study Area are listed below. All of the recommended uses are intended to support and be consistent with a mixed-use transit oriented district. All of the uses recommended for the Norwalk TOD Zoning Area are currently present in the existing South Norwalk zoning districts. Each recommended use below has the relevant existing zoning district listed in parenthesis.

As-of-right uses

- Rail Station and commuter facilities (*SoNo Station*)
- Multifamily dwellings with fewer than twelve units, including elderly and congregate housing (*Neighborhood Business*)
- Two-family detached dwelling (*Residence C*)
- Retail stores and business service establishments having a gross floor area of fewer than eight thousand (8,000) square feet (*Neighborhood Business*)
- Offices having a gross floor area of fewer than eight thousand (8,000) square feet (*Neighborhood Business*)
- Restaurants and taverns having a gross floor area of fewer than two thousand five hundred (2,500) square feet, excluding drive-in facilities (*Neighborhood Business*)
- Health clubs (*SoNo Station*)
- Banks and financial institutions, excluding drive-in facilities (*SoNo Station*)
- Manufacturing, processing or assembly of goods which are not noxious or offensive due to emission of noise, pollutants or waste (*Industrial No. 1*)
- Printing establishments (*Industrial No. 1*)
- Research and development facilities (*Industrial No. 1*)
- Theaters and auditoriums (*SoNo Station*)
- Child day-care centers (*SoNo Station*)
- Parks, playgrounds and open space (*SoNo Station*)
- Off-street parking facilities (*SoNo Station*)
- Museums, libraries and meeting halls (*SoNo Station*)
- Places of worship, churches and church buildings (*Neighborhood Business*)

Special permit uses

- Multifamily dwellings with more than twelve units, including elderly and congregate housing (*Neighborhood Business*)

- Retail stores and business service establishments having a gross floor area of eight thousand (8,000) square feet or more (*Neighborhood Business*)
- Offices having a gross floor area of eight thousand (8,000) square feet or more (*Neighborhood Business*)
- Restaurants and taverns having a gross floor area of two thousand five hundred (2,500) square feet or more (*Neighborhood Business*)
- Bank drive-in facilities (*SoNo Station*)

Recommended Building Dimensions

The recommended building dimensions listed below are consistent with the existing built environment and existing building dimension regulations. Reinvestment in the area at the neighborhood's existing scale will achieve the type of neighborhood revitalization consistent with the goals and objectives of this TOD Strategy.

- The maximum height limits should be four and one half stories and 52 feet above the base flood level (*Marine Commercial*)
- The maximum building area is 50% of the parcel area for the buildings, 90% of the parcel area for the buildings and parking and 10% of the parcel dedicated to open space (*SoNo Station*)

Increased Density Incentive

Program goals for infrastructure, access, or particular uses could be achieved with density incentives such as allowing additional stories in exchange for meeting one or more of the goals.

Mixed-Income Housing Component

The recommended zoning regulation changes include a mixed income-housing component. This component will support the preservation of the existing neighborhood environment and respond to pressures of gentrification as development and reinvestment in the area occur. Mixed-income housing requirements exist in the TOD Study Area through the SoNo Station Design District zoning regulations and Norwalk's Workforce Housing regulation (Article 101, Workforce Housing Regulation).

For mixed-income housing, 10% of all dwelling units should be made affordable (SoNo Station with modification). Residential units are defined as "affordable" when they are affordable for and occupied by individuals and families whose annual income is equal to or less than 80% of the area median income as determined by the U.S. Department of Housing and Urban Development. The affordability designation must be assured for a period of no less than 30 years.

Circulation and Transportation Recommendations

Norwalk's ability to leverage the economic advantages of the Rail Station depends upon a network of connections that are safe, clear and convenient for all modes of users. For TOD, the emphasis is on the pedestrian network of sidewalks and paths. Bicycle links and bus and transit shuttle connections are also key components in extending the value of regional access that the rail system provides.

Vehicular traffic and congestion associated with large transit centers can conflict with other modes and detract from the quality of the neighborhoods that surround the station. For these reasons, the TOD Strategy recommendations include improvements to circulation around the Rail Station and improved access for pedestrians and bicycles throughout the TOD Study Area. Overall goals for the TOD Study Area include the following:

- *Pedestrians* – A high quality pedestrian network that is continuous and includes a pedestrian-friendly station area is an essential part of successful TOD Strategy.
- *Bicycle Improvements* – Bicycle signage and designated routes should be linked to the regional bikeway system that is being extended along the

river valley. Where practical, additional sidewalk width and bike lanes may be possible along segments of likely routes. Bike racks and lockers in the Station and in the public parking lots around South Norwalk will contribute to transit and bicycle links.

- *Circulation around the Rail Station* – The principal vehicle routes for commuters (including cars, buses, and shuttles) are linked to the regional highways (I-95 and Route 7) and City's main arterials. To the extent possible, this traffic can be directed to and from MLK Drive to the station and its parking using the existing access way or segments of Henry Street or Monroe Street to an access plaza that limits the need to drive through the neighborhood.

Circulation Strategies and Recommendations

The specific recommendations for circulation and transportation improvements are based on four strategies which provide a conceptual framework for any recommended improvements to the area. The improvements to the TOD Study Area will not result from a single large-scale project. Transportation improvements will be made incrementally, over time, as the area is redeveloped through the efforts of public bodies, private developers and public-private partnerships.

The four key strategies are:

1. Design with the pedestrian as the end-user
2. Improve the quality of the user experience
3. Create a "Park Once" environment
4. Improve east-station access for all modes

Employing a consistent set of strategies throughout the planning and redevelopment process will realize a common vision for South Norwalk. The application of these strategies will serve to enhance the pedestrian and bicycling environment, and increase the use to the station while simultaneously creating a more active, vibrant, attractive and economically competitive area.

Strategy 1 – Design with the Pedestrian as the End-user

Successful TOD requires a high-quality pedestrian environment. The area within one quarter to one-half mile from the station should consist of a moderate to high density development, a mix of land uses and an environment that is welcoming and accessible to pedestrians. A strengthened pedestrian network will enhance the experience for all modes: bus riders will benefit from increased connectivity and accessibility to and from stops and improved pedestrian facilities will increase access to nearby parking facilities for motorists in the area.

Improved pedestrian access to the train station will increase the use of the station with significant benefits to the neighborhood and little impact. Directing more pedestrian

traffic to existing retail establishments and restaurants in the neighborhood will encourage increased retail activity.

South Norwalk already possesses a well-developed street grid with high intersection density and a relatively extensive sidewalk network. Improving pedestrian connectivity in the neighborhood is largely a matter of "filling in the gaps" and increasing or improving connections at key locations. To this end the area around the station must be not only "walkable," but also an appealing, enjoyable and pleasant place to walk.

The following recommendations are intended to "fill in" these gaps and create a more attractive and robust pedestrian network.

- Bring curb ramps up to current ADA standards
- Install a sidewalk on the west side of MLK Drive
- Install sidewalks in the eastbound Rail Station area
- Develop streetscape improvement standards
- Rebuild sidewalk and streetscape amenities on Monroe Street
- Improve the quality of the sidewalk and streetscape network along Henry Street
- Continue to work with SoNo Gardens to maintain and improve pedestrian access between Washington Street and the Rail Station
- Stripe Crosswalks across all approaches to intersections
- Develop a long-term plan for conversion of the abandoned railroad right-of-way to a shared-use path
- Rebuild staircases connecting the Golden Hill Neighborhood to South Norwalk and improve pedestrian crossings at those locations
- Ensure timely completion of State Project 102-337 to improve pedestrian crossing at the intersection of Water Street at Washington Street

Strategy 2 – Improve the quality of the user experience

While the pedestrian experience is the priority, careful attention must also be given to the user experience with respect to each transportation mode in South Norwalk. The following recommendations are intended to improve the travel experience for motorists, transit users, bicyclists and pedestrians and to increase connectivity between modes

- Incorporate multimodal performance measures in evaluation of public and private projects
- Provide real-time information for WHEELS buses
- Provide an option to pre-purchase WHEELS tickets at the Rail Station
- Improve the headway for WHEELS Route 10
- Reconfigure Route 10 to create two stops at the Rail Station

- Provide route mapping and scheduling information at all bus stops in South Norwalk
- Direct automobile traffic to MLK Drive
- Create an on-street bicycle network in South Norwalk

Strategy 3 – Create a "Park Once" environment

Successful TOD reduces the demand for vehicular travel when compared to typical suburban style developments is by creating a "park once" environment. Instead of driving from one destination to the next in a wider area, the "park once" strategy encourages individuals to park in one location and walk to multiple local destinations.

South Norwalk already has many of the elements of a "park once" environment: a mix of land uses, a high density of retail and residential development, a sidewalk network and buildings oriented toward the street. However, for a "park once" strategy to work, it is not sufficient to have an area be walkable; the area must also be a pleasant and inviting place for individuals to walk. The recommendations below are intended to produce attractive streetscapes, well-lit areas, and to create a general feeling of safety.

- Create and maintain well lit corridors along streets linking parking facilities to the Rail Station
- Reduce parking prices at underutilized parking areas

Strategy 4 – Improve Eastbound Station access

The access to the Eastbound Rail Station area is much less safe and inviting than that of the Westbound Rail Station area. The Westbound Rail Station has a sidewalk on both sides of the access road and separate reserved areas for pick-up and drop-off by private vehicles and taxis. The result is a safe and user-friendly access point to that portion of the Rail Station. By contrast, the Eastbound Rail Station has a number of issues that make access by any mode of transportation more difficult. There are no sidewalks and there is no clear assignment of pick-up and drop-off areas to specific users like buses, private vehicles and taxis. Vehicles block one another and prevent passengers from boarding buses at a designated spot.

Improved access and circulation at the Eastbound Rail Station is an essential component of any redevelopment strategy, and the recommendations to address these problems are as follows:

- Redesign the Eastbound Rail Station to improve access and circulation in the short-to-medium term
    - Construct of concrete sidewalks on both sides of the driveway to the Eastbound Rail Station
    - Install crosswalks at all pedestrian crossings at the Eastbound Rail Station
    - Create separated pick-up/drop-off areas for buses, private vehicles, and taxis

    - Reconfigure the driveway so that all taxis and private vehicles exit the Eastbound Rail Station via Monroe Street
    - Reconfigure the surface parking lot to separate exiting private vehicles from exiting buses
- Redesign the Eastbound Rail Station as part of a public/private long term redevelopment effort.

Design Guidelines

Introduction and Purpose

These Design Guidelines describe and illustrate the essential characteristics required to improve the South Norwalk TOD Zoning Area (TOD Zoning Area) to a level and quality that is consistent with the City's vision for its future, to ensure that Norwalk derives maximum benefit from this redevelopment, and to guide positive changes that are of an appropriate scale and complementary character to the district. The Design Guidelines are to be followed by developers, property owners, architects, landscape architects, and others working with the City when advancing new projects in the TOD Zoning Area and will be used by the Norwalk Redevelopment Agency in the process of project review and approval.

The TOD Zoning Area represents a portion of South Norwalk that is within easy walking distance of the Rail Station. The boundaries of the TOD Zoning Area are shown below in blue. The TOD Zoning Area is bound by Haviland and Madison Streets to the north, Water Street to the east, Burritt Avenue, Grove Street and Ely Avenue to the south and MLK Drive to the west.

South Norwalk TOD Zoning Area (blue)

South Norwalk Context and Other Standards and Guidelines

The South Norwalk TOD Zoning Area represents the walkable core that surrounds the Rail Station. Generally, pedestrians will walk one-quarter to one-half mile to reach transit service. Because of the access benefits associated with proximity to a rail station, this type of real estate investment is associated with the ability to reach the station along a safe, convenient and attractive path, bikeway or shuttle system highlighting the importance of the strength and health of the district immediately around the rail station. This area is critical to maximizing the benefits of access and mobility that the Rail Station offers to the surrounding neighborhoods. Targeted improvements in the TOD Zoning Area will anchor the larger area that surrounds this transit hub. Important adjacencies in the larger South Norwalk Context include the SoNo District, the surrounding neighborhoods of Golden Hill and Flax Hill, the South Norwalk Waterfront and the Webster Street Block. Several Design Guidelines have already been established for these surrounding areas by the City and are an important part of the context for these Design Guidelines.

The *SoNo Station Design District Guidelines* have been established for an area that is contained within the boundaries of the South Norwalk TOD Zoning Area. The *SoNo Station Design District Guidelines* remain in effect and new development and improvements must comply with them. The South Norwalk TOD Zoning Area Design Guidelines amend the *SoNo Station Design District Guidelines* and are intended to more specifically focus on development and connectivity issues associated with transit oriented development. None of the guidelines that follow contradict guidelines that have previously been established.

Other guidelines in the City of Norwalk in effect for neighboring districts include the *Washington Street Design District Guidelines*, *SoNo Business District Design Guidelines*, and *Waterfront Design Guidelines*. These guidelines shall be followed in conjunction with all other applicable regulations that are in effect and govern the land use and development in the City of Norwalk. All projects, new construction as well as rehabilitation, must also be in compliance with all applicable codes and ordinances. These include, but are not limited to: Norwalk Housing Code, Connecticut Building Code, Norwalk Electrical Code, Norwalk Plumbing Code, Norwalk Fire Prevention Code, Norwalk Building Zoning Regulations, Norwalk Building Ordinance, Norwalk Conservation and Development policies, Coastal and Environmental Requirements, other applicable Norwalk Design Guidelines, and ADA Accessibility Guidelines and Standards. In addition, several new guidelines under development within Norwalk, are particularly relevant, and should be followed once adopted by the City. These include the street standards and traffic calming guidelines from the Department of Public Works and guidelines associated with the Downtown Connectivity Plan.

Design Intent and Objectives

The TOD Zoning Area has been established to direct and encourage improvements and development within walking distance of the Rail Station and to strengthen the larger

South Norwalk district to become a livable, walkable urban environment that supports a thriving residential, worker and visitor population. The Design Guidelines have been formulated to support these intentions and focus on the following objectives:

Anchor the Core of the District

The district around the Rail Station should be composed of a continuous coherent pattern of pedestrian friendly and inviting streets, sidewalks and paths that line and connect blocks with complete and compatible development and land uses that create an attractive environment in which to live, work, shop and visit. Every improvement in the TOD Zoning Area should be understood and implemented as a strategic and incremental process of strengthening the district around the train station, which is an anchor for a larger area of South Norwalk. The Rail Station and transit hub are at the center of this area and the immediate surroundings should be built-up to eliminate voids in functionality and activity in the district, provide improved pedestrian and bicycle corridors and connections between South Norwalk neighborhoods and the Rail Station. The surrounding neighborhoods and the Waterfront all benefit from a vibrant, safe and walkable core that fully utilizes the Rail Station as an anchor for the district.

Strengthen Connectivity to the Rail Station

A fundamental element of capitalizing upon the Rail Station and expanding its benefits to the district is strengthening connectivity of all modes of travel between the station and surrounding area. The TOD Zoning Area must be transformed into a district that is pedestrian, bicycle and vehicle friendly. Each new project or improvement should incrementally improve the pedestrian and bicycle network, thoughtfully integrate vehicular circulation and parking requirements, and enhance pedestrian crossings at critical intersections that provide direct connections to the Rail Station. Strengthening the non-vehicular connections from the surrounding neighborhoods to the train station encourages convenient use of transit without the need for parking and provides a source of activity and street life for the area.

Encourage Context-sensitive Development

All new development within the TOD Zoning Area should be sensitive to the existing South Norwalk context by enhancing and building upon patterns of development and use that already exist. New development should be viewed as an opportunity to improve and infill underutilized parcels and to reinforce positive patterns within the district, for example, reinforcing the traditional street grid that exists. Development in the area should be a combination of new buildings and renovations that create a long-term, sustainable mixed-use pattern that contains a balance of housing, commercial, retail, civic and institutional uses, while protecting existing residents from displacement. Development should focus on moderately scaled infill at key sites relatively close to the Rail Station. While promoting mixed-use and a balanced collection of uses, housing opportunities in the district should be expanded and should promote a mixed-income diverse neighborhood that provides a high quality of life for everyone through district amenities.

Define Street Edges and Public Spaces

South Norwalk features a traditional street grid and block sizes that are favorable for development. This pattern can be further defined by creating building continuity at the street frontages. New development should define street edges and public spaces reinforcing comfortable and attractive places for pedestrians. The strategic placement and orientation of new buildings in the district will strengthen the perception of an active and vital place and enhance the visual continuity of the built environment while eliminating or minimizing disruptive features such as vacant lots and large parking lots. New development and improvements should shape the fabric of buildings, spaces, streets and places to create distinctive and complete urban neighborhoods that contain diverse, but well-connected components.

Activate Open Space and Streets as Positive Public Spaces

Public open space and streets should be reinforced as active and positive amenities in the district. Buildings should be used to frame open space and streets, provide activity at the ground floor and windows that face onto streets and open spaces. Landscape elements should be used to provide points of interest and visual focus, areas of shade and rest for pedestrians and visual buffers from service areas or parking lots. Pedestrian paths should be used to enhance activity in open spaces and provide convenient access for desirable pedestrian routes. Streetscapes and sidewalks should be built-up and improved as public pedestrian spaces and important public space links between the larger open spaces of the area. New development and improvements should ensure adequate lighting levels for safety and active use at night. Each of these components of public space should be used to increase positive activity in the environment and to ensure the neighborhoods around the Rail Station are safe and secure environments for residents, commuters, business owners and visitors.

Create a "Park Once" District

Improving the pedestrian connectivity, open space network and streetscape environments all contribute to creating a district that is viable as a "park once" destination. Encouraging visitors to park once and walk around the district to multiple destinations and ensuring that an active and safe pedestrian network connects the district helps to reduce traffic and congestion on the area roadways. Primary driving routes should be well connected to parking supplies with clear wayfinding and directional signage. The Rail Station and other district amenities should be well connected to the parking supplies with wayfinding well demarcated. Shared parking strategies that encourage the shared use of parking supplies should be considered wherever possible in the district. If the district is improved for pedestrian access and connectivity, the need for parking should be reduced. The surrounding neighborhoods will be as inclined to walk as to drive to the area, and those driving from further away can park once within the district and move easily throughout the area on foot. This type of approach will benefit from an increase in commuter parking near the Rail Station and by directing commuter-related traffic away from neighborhood streets and onto MLK Drive. Enhancements to pedestrian and bicycle connectivity, while channeling and enabling vehicle circulation to

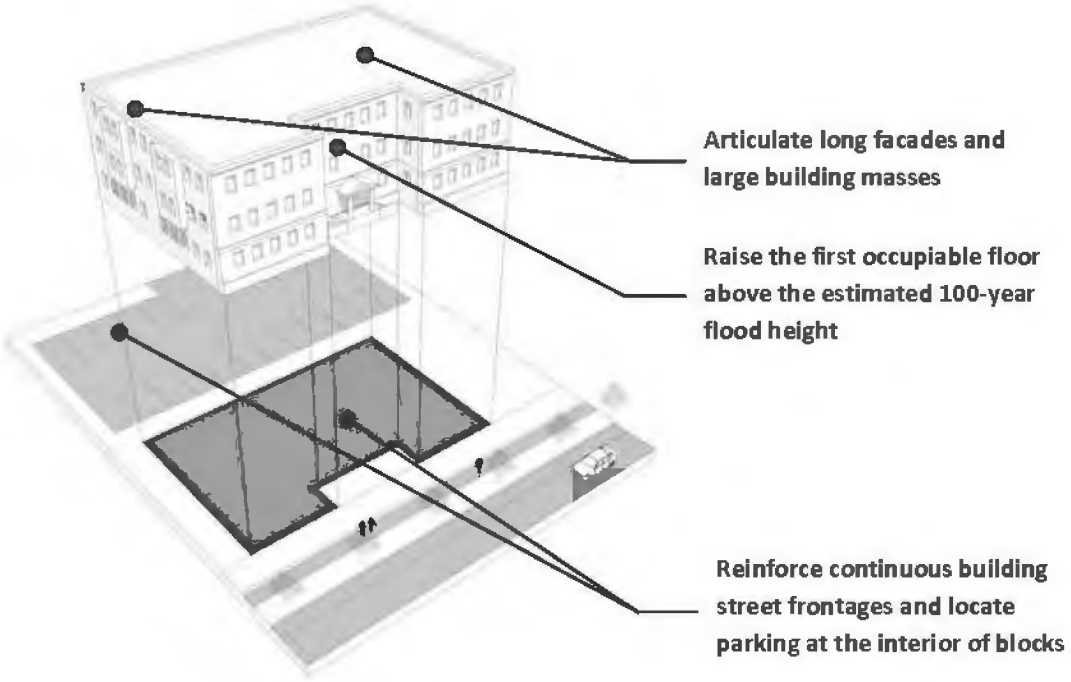
be consistent with the neighborhood and district patterns will support and enable the economic development goals for the district.

Design Guidelines

Architecture and Urban Design

Building Massing and Scale

- Building massing and scale should be complementary to and respectful of existing building masses in the immediate vicinity. Large building masses should be broken down with articulation of long façades (over 50 feet), bays, windows, or other architectural components that will provide visual interest.
- The 2010 FEMA flood maps indicate a portion of the TOD Zoning Area falls within the 100-year flood zone area (from the Waterfront to approximately Day Street). New building configurations should consider flood water levels within this zone by raising the height of the first occupiable level by building up a ground level plinth, parking area, or some other method to raise the floor level. The impact of placing the first occupiable level above the estimated 100-year flood height should be minimized on the streets and sidewalks through the use of terraces, landscaping or architectural articulation (including steps, changes in materials, etc.). Allowable building heights have been adjusted for this configuration to a maximum height limit of 52 feet above the base flood level.
- Infill development should be designed to create continuous blocks at primary street frontages. Building facades should minimize interruption of street frontage and maintain minimum setbacks from the street. Parking and vacant lot areas should be designed or relocated to be at the interior of blocks.
- Development should be of a high density that will take advantage of its proximity to transit and activate the district with residents, destinations of employment and commerce. High density is defined as a maximum building area of 50% of the parcel area for building coverage, 90% of the parcel area for buildings and parking coverage and 10% of the parcel dedicated to open space.
- New development or rehabilitation should preserve the existing architectural features and qualities that contribute to the existing architectural character of the district.



Building Heights and Setbacks

- New buildings should respect adjacent building heights and be designed to complement existing adjacent buildings. Building setbacks from the street should be minimized to enhance street frontages and continuity of street walls and building edges along public ways. Maximum building heights should be four and one half stories and 52 feet above the base flood level.

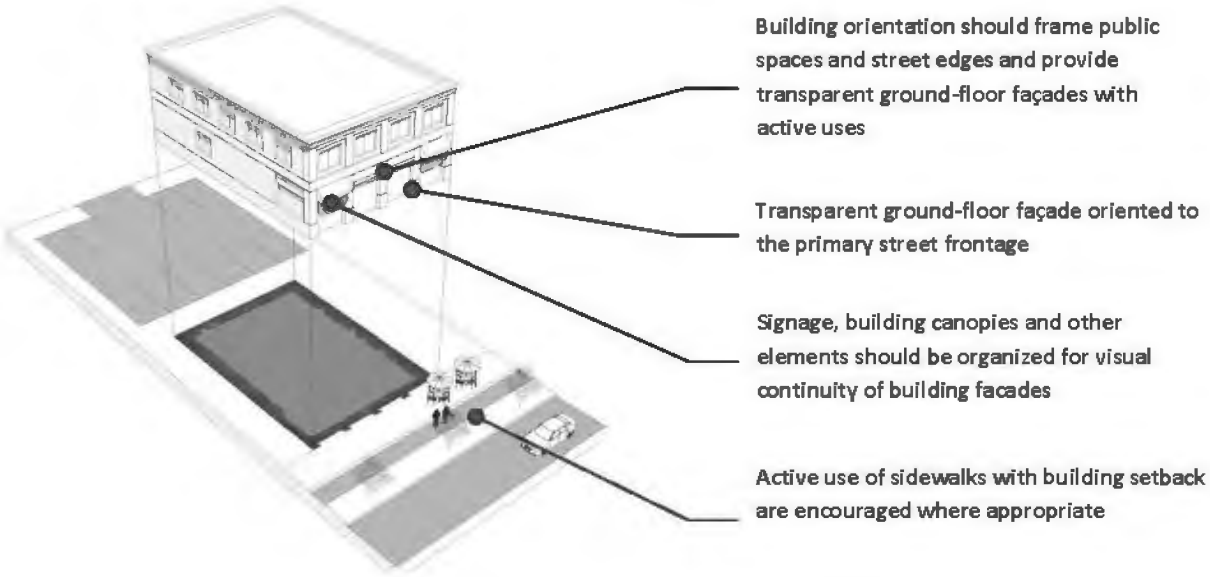
Building Orientation

- Buildings should be oriented to the primary street frontage of the site. Building entrances, storefronts and windows should be oriented to the streets. Building masses and façades should be oriented to provide spatial enclosure to street edges and public spaces with ground story uses and transparency that provide active and interesting edges to public spaces.
- Buildings should always be placed on the street frontage with parking in the rear of the building. Parking should be to the interior of the block and hidden whenever possible. If a parking structure or deck is used in the development project, the building should be configured to wrap the parking structure and obscure its view from public streets as much as possible.

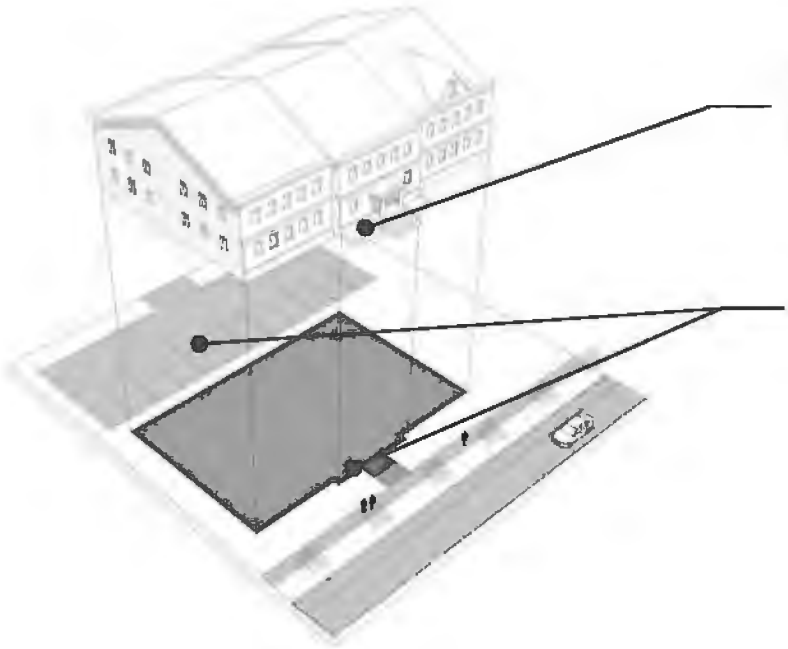
Façade Treatment and Uses

- Buildings located upon a street with retail uses (for example, South Main Street) should be configured with ground floor retail spaces that are oriented to the primary street frontage (South Main Street). Primary street frontage storefronts should provide a building façade that is transparent, with a majority of glazed area (glazed area relative to the entire ground floor façade), to provide active retail edges where appropriate.

- Building materials should be consistent with or complementary to the material palette that exists for similar building types in the district to reinforce the character of the district among TOD Zoning Area buildings.
- Signage, building canopies and other building elements should be organized to provide visual continuity to building façades. Treatments, colors and size may vary, but position, orientation and type of signage should maintain elements of consistency for each building.
- Exterior sidewalk space should be used for sidewalk seating or other active uses where appropriate. This type of amenity shall be coordinated with the City and building setback where appropriate. Sidewalk setbacks should otherwise be minimized.

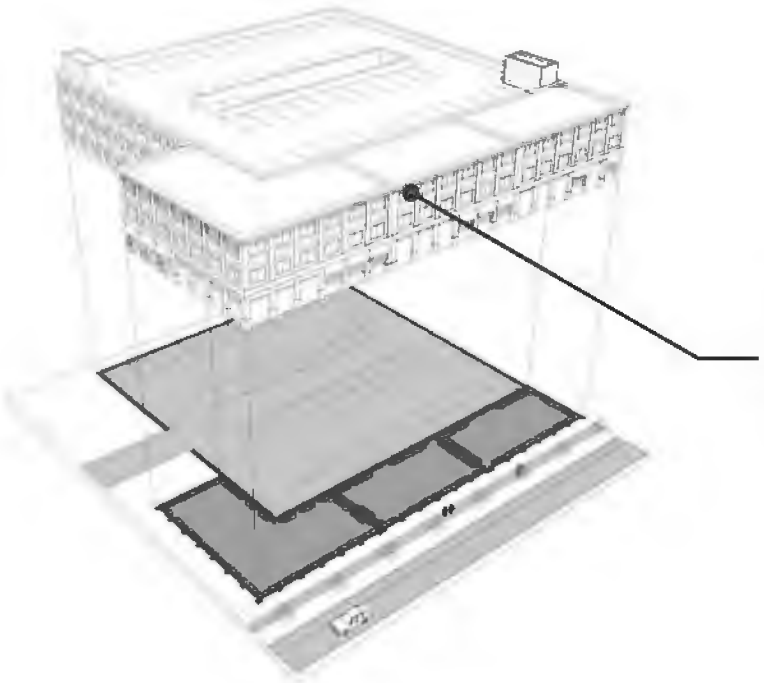


- Mixed use development within the TOD Zoning Area is encouraged to create and reinforce a district that is active day and night with a mix of new residents, businesses, shops and the transit hub.
- The importance of rehabilitation of existing buildings should be recognized along with new development that fills in the vacant lots and blank street edges to recreate the qualities of historic traditional urban neighborhoods. Historic structures, particularly designated historic landmarks, should be respected in building restoration or rehabilitation. New development adjacent to such historic structures should also respect the architectural vocabulary that is established by these structures.



Raise the first occupiable floor above the estimated 100-year flood height

Reinforce continuous building street frontages and locate parking at the interior of blocks



Parking structures or decks should be configured to be located at the interior of a block and wrapped with occupiable building space at prominent street frontages

Street Hierarchy and Streetscape

The TOD Zoning Area includes several types of streets that require different approaches and treatments within the Design Guidelines. The street hierarchy, types and specific streets are defined as follows:

- Avenue/Thoroughfare
- Primary Street
- Connector Street
- Neighborhood Street

Avenue/Thoroughfare Street Type: MLK Drive

A primary connectivity corridor for vehicular travel north-south through Norwalk, the Avenue/Thoroughfare Street Type should allow smooth flow of traffic through the South Norwalk and should accept traffic from other local streets through easy access and signage. The only street of this type in the TOD Zoning Area is MLK Drive. While a relatively efficient conduit of vehicular movement, MLK Drive is currently viewed as a barrier to pedestrian travel between the neighborhoods to the west of the Rail Station and the Rail Station. The barriers to pedestrian crossings include high speed, high volume traffic with limited crossing points and long crosswalk distances. The following guidelines apply to MLK Drive to improve it as a primary connectivity corridor for vehicles and pedestrians:

- Pedestrian walkways should be separated from the high speed traffic by providing an enhanced landscape buffer between the curb and walkway of a width of at least five feet along both sides MLK Drive.
- Pedestrian walkways should be continuous and connected on both sides of MLK Drive, and provide accessible connections to each of the pedestrian crossings along the avenue. Particularly where "desire lines" of paths have been worn into the grass and no sidewalk currently exists; new walkway connections should be made.

- Pedestrian walkway widths should be adequate to accommodate shared path use between pedestrians and bicycles (typically requiring eight feet of minimum width).
- Sidewalks should be composed consistently of concrete paths with consistency of color, finish, scoring, and aggregate.
- Stairway connections to the neighborhoods atop the steep grade along MLK Drive at Spring Street and Madison Street should be rehabilitated with concrete stairs and improved lighting.
- Important pedestrian crossings (Spring Street and Madison Street in particular) should consist of responsive crosswalk signals and adequate crossing time for pedestrians at these locations. The pedestrian crossings should be signalized to stop traffic along MLK Drive when prompted. Crosswalk should be well-defined with painted lines, pedestrian crossing signs and the traffic signal.
- Accessible crossings and ramps should be provided for accessible road crossings, including curb cuts at locations that include a center median, at locations such as the Madison/Clay Street crossing.
- At locations with long walking distances to cross the road, a median should be provided at the crossing to allow pedestrians a place of refuge at the center of the four-lane roadway. This exists at several locations along MLK Drive, the Spring/Hamilton Street crossing in particular would benefit from this enhancement.
- The pedestrian environment should be enhanced and made safer with a secondary system of lighting for pedestrian paths and enhanced street lighting at crossings.
- Encourage vehicular through traffic to use MLK Drive with simple and well-identified locations for access to the TOD Zoning Area, Rail Station and public parking.
- A signage system throughout the district could be utilized to direct traffic to MLK Drive, identify major destinations and connecting routes along MLK Drive and to create clear direction to public parking in the area.
- Building setbacks along the higher speed MLK Drive should be increased to allow for the planting of street trees and landscape buffers between the roadway and sidewalks.
- Bicycle paths along MLK Drive should be integrated with the pedestrian paths as shared-use paths and adequately separated from the road. Road crossing and intersections should provide adequate site lines for cyclists and motorists and adequate widths for a cyclist and a pedestrian to cross simultaneously. The same painted crosswalk should be used for pedestrians and cyclists.

Primary Street Type: South Main Street and Water Street

In many ways the heart of activity in the district, the primary streets are highly active and trafficked streets with slower moving vehicles and heavy pedestrian and bicycle use. The Primary Street type is a local connectivity corridor providing easy access from north to south for local movement; it is also a prime location for retail and neighborhood business activity and should be a focal point for street life and activity within the TOD Zoning Area. Within the TOD Zoning Area, South Main Street and Water Street are now or have the potential to develop into strong primary streets in the district, hosting a variety of activity and circulation opportunities. Immediately to the north of the TOD Zoning Area is an excellent example of the primary street type in the Washington Street SoNo District. Washington Street is a busy roadway, with active sidewalks, bicycle infrastructure, public transportation and active building edges. The two primary streets in the Zoning Area can continue that vitality south and build upon its success. The following guidelines apply specifically to South Main Street and Water Street to improve them as centers of activity in South Norwalk:

North Main Street as an example of the Primary Street Type

- Strengthen and enhance the pedestrian environment with well-marked and frequent signalized pedestrian crossings, street trees and other landscape features, and pedestrian scaled lighting and street furniture to reinforce the priority of pedestrians in this primary street corridor.
- Encourage and increase the frequency of pedestrian amenities such as outdoor seating. Provide public benches that are integrated with placements of lighting, street trees and other streetscape components. Benches should be placed near building entrances, parks and park entrances, retail shops and other areas where sitting or people-watching may be a desirable activity for pedestrians in the district. Other pedestrian amenities may include pedestrian-scaled lighting, bollards, public art, drinking fountains, fountains, trash receptacles, newspaper

dispensers, maps, bus shelters or information kiosks. Each of these amenities should be organized and clustered to fit with street design and walkway layout.

- The Primary Streets are gateways to the district and surrounding neighborhoods; streetscape components that strengthen the streets as gateways should be considered. This may include gateway signage or sculptural components, street banners, simple and coordinated paving patterns or other elements of continuity that could reinforce this as a contiguous district.
- Where possible, new development should create new ground floor retail space in the Primary Street corridors to reinforce and build-up retail and commercial uses by incentivizing neighborhood serving businesses and retail. Infill of retail uses and improvements in existing business facades should be used to foster street activity and a vibrant pedestrian environment.
- The Primary Street type should be reconfigured to allow a potential bicycle route in these corridors and to serve as the primary north-south bicycle connectors in the TOD Zoning Area with dedicated bicycle lanes. Development in these corridors should reinforce bicycling as a mode of transportation with bicycle storage placed near new building entrances, new pocket parks or small open spaces, at curb extensions, and at new on-street parking spaces. Bicycle paths should be provided as part of the roadway width. Separation of bicycles and pedestrians is important to maintain the sidewalk as an area for pedestrian promenade. This separation will ensure safe pedestrian meandering within the area of the sidewalk.
- Pedestrian crossings along Primary Street corridors should be signified by a change in paving material, signage, curb extensions, neck-downs, or raised crosswalks to reinforce the street as a pedestrian promenade, to reinforce easy and convenient street crossings, encourage retail shopping and window browsing, and slow traffic speeds. All intersections should have marked pedestrian crossings that are consistent throughout the district, this may include stamped asphalt or concrete or pre-formed plastic patterns applied to asphalt as determined with the City.
- Pedestrian crossings and intersections and intersections with all Connector Street types (Hanford Place, Monroe, Raymond, Henry, and Burbank) should be reinforced and highlighted as pedestrian connections that lead across the district and connect Main and Water Streets.
- Pedestrian scaled lighting should provide a secondary source of light for pedestrian uses in the Primary Street corridors.
- Signage and wayfinding components along Primary Street type should include vehicular signage for access to MLK Drive, popular destinations

and public parking, as well as pedestrian signage that directs visitors to the main attractions of the area (for example the Rail Station, Aquarium, or Waterfront).

- Water Street should emphasize and reinforce its light industrial uses, marina and water dependent uses and proximity to the Waterfront with streetscape elements that may contain thematic elements that support this context and pedestrian amenities that establish the street as publicly accessible and walkable corridor. A regular rhythm of street trees should provide a street environment that would be more compatible with potential new development on the northern portion of Water Street.
- On-street parking should be integrated into the road width whenever possible and thoughtfully designed to integrate street trees.

Connector Street: Water Street (left): Primary Street Monroe Street (right)

Connector Street Type: Hanford Place/Monroe Street, Raymond/Henry/Burbank Streets

A primary connectivity corridor for pedestrians, Monroe Street and Hanford Place connect the neighborhoods to the west, the eastbound and westbound transit stations, and the Waterfront. The Connector Street types cut across the district and have more local patterns of use and traffic than either the Thoroughfare or the Primary Street types. The Connector Street type should be reinforced as a safe, attractive and important connection for local pedestrians and bicyclists moving across the district. The Connector Streets should be more residential in focus, but may occasionally have a location that is well suited to another use. However, most of the new development on these streets will be residential.

- Monroe Street and Hanford Place is an important link between the SoNo District and the Rail Station and should be reinforced as a pedestrian connection.
- All sidewalks should provide a continuous pedestrian path that is wide enough for the anticipated volume of pedestrian use. All sidewalks should be a minimum of five feet clear to allow two people to walk side by side; overall sidewalk width may be greater to accommodate

obstructions such as lights or trees. Particularly, the sidewalks along both sides of Monroe Street and Hanford Place are in need of repair or upgrade.

- Infill of retail uses and improvements in existing business facades should be used to foster street activity and a vibrant pedestrian environment.
- Hanford Place should be enhanced and promoted as a potential cross-town bicycle connection with dedicated bike lanes that can link the surrounding neighborhoods to the Rail Station and Waterfront.
- The railroad overpass at Monroe Street should be improved with new lighting, improved sidewalks and the potential for a public art installation to make use of the large open walls provided by the overpass supports.
- Henry Street in combination with Raymond Street provides a similar cross-district connector as Monroe Street and Hanford Place. The Henry and Raymond Street connection should be featured as a cross district pedestrian connection with enhanced sidewalk and crosswalks.

Neighborhood Street Type: Includes all streets in the TOD Zoning Area not mentioned above (Day Street, Chestnut Street, Haviland Street, Elizabeth Street, and Concord Street)

The Neighborhood Street type is the least trafficked of the streets in the district, predominantly residential in use and provides local access and completes the neighborhood street grid of the district. The following guidelines apply generally to all of the streets in the TOD Zoning Area and should be followed to enhance connectivity within the district:

Parking

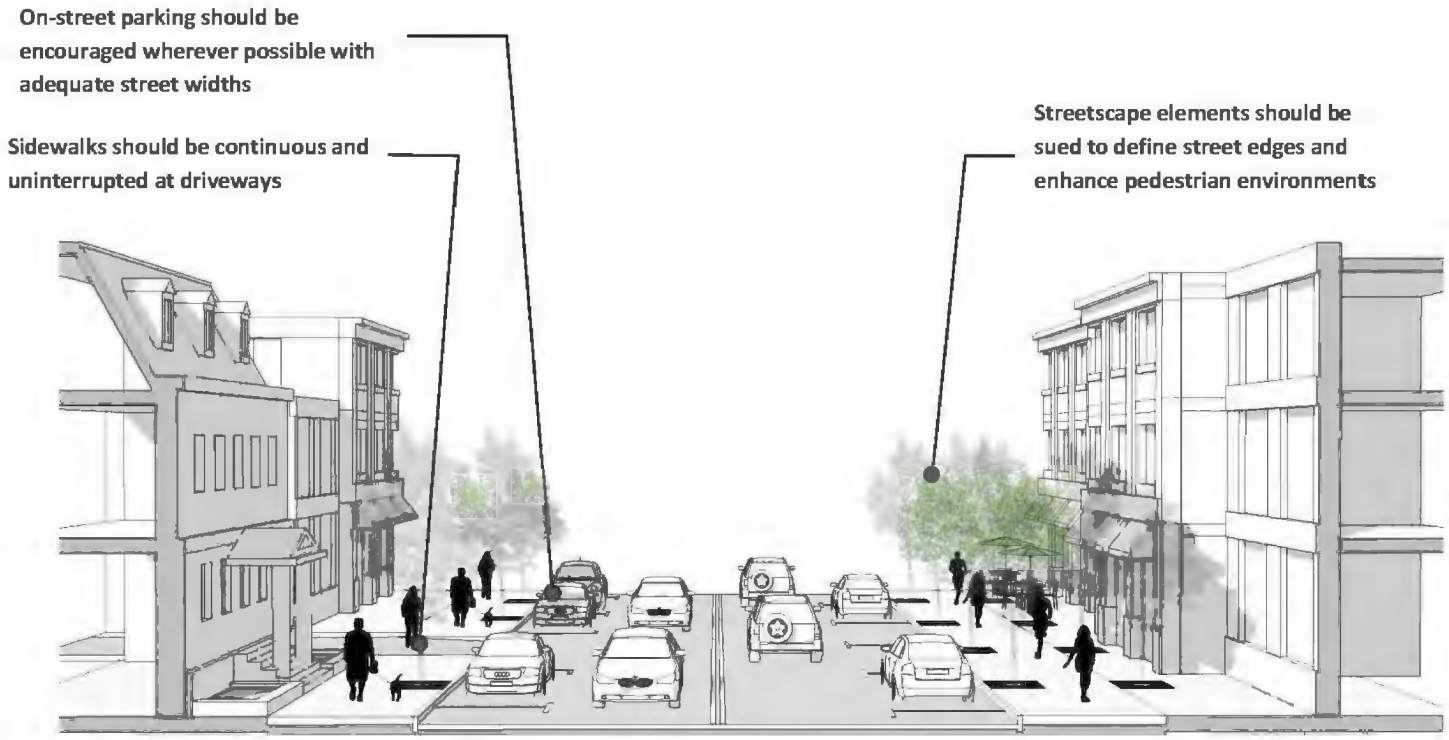
- A district wide strategic parking plan should be created in which all public parking resources are identified and managed to enhance the ability to provide adequate parking in the district based upon a "park once" approach in which people driving to the district would prefer to park once and walk around to various destinations rather than drive from stop to stop. This strategy should be accompanied by a public parking signage program, and district-wide improvement and upkeep of the pedestrian circulation network.
- Pedestrian connections in the district should be improved to support a "park once" parking strategy in which the district is a comfortable, safe and pleasant walking environment which would not requiring moving the car from destination to another destination. Improved pedestrian connections should include continuous and uninterrupted sidewalks, well-marked and safe pedestrian crossing, adequate and comfortable streetscaping with lighting and trees and the strategic placement of benches, trash receptacles and other amenities.

- On-street parking should be encouraged wherever street widths support the addition of one or two-sided parallel parking. On-street parking should be maximized within the district to provide the most convenient parking as possible and should be strategically managed as part of the district wide parking plan.
- Cars in parking lots should be screened either by buildings, building components or landscape features that enhance the ability of the parking lots to fade into the texture of the district and to not stand out as unfriendly or vacant lots. Low architectural walls, earth berms or other landscape features can visually conceal much of a parked vehicle while also allowing views into and out of parking areas to ensure a sense of safety and awareness. Visual screening should be balanced with the perception of safety and the avoidance of blind spots that diminish the real and perceived safety of a parking lot.

Sidewalks, Crosswalks, Bicycle Corridors and Transit Stops

- Sidewalks should be a minimum of five feet clear, wherever possible sidewalks should be widened to eight feet. Crosswalks should be a minimum of six feet wide or provide ten feet wide wherever possible. Bicycle lanes should be a minimum of four feet wide.
- A strategic approach to bicycle network improvements should be applied for improving the safety of bicycle use throughout the district and should focus upon the streets highlighted above that are identified as important elements of the bicycle network.
- Sidewalks should be continuous and uninterrupted at driveways.
- Curb ramps should occur where sidewalks meet crosswalks and include detectable warning strips. All ramps at crosswalks shall run parallel to the line of travel and comply with all applicable accessibility standards and requirements.
- Every intersection in the TOD Zoning Area must have crosswalks from all approaches that include at minimum a painted pedestrian crossing lane and at several street locations as highlighted above should include signage, signalized crossings, and unique paving applications.
- Corner and curb radii should be reduced to decrease pedestrian crossing distances and to slow traffic speeds at intersections including such techniques as curb extensions and neck-downs.
- Sidewalks should be wide enough to accommodate pedestrian traffic volumes currently observed in the district and, if necessary, anticipating any increase in volume for the development project associated with the improvements.
- No walk or ramp shall be any less than 36 inches as per Americans with Disabilities Act (ADA) and ADA Accessibility Guidelines for Buildings and Facilities (ADAAG) requirements and standards.

- Walkways on secondary streets and less traveled pedestrian routes shall be a minimum of five feet wide.
- Walkways on important connectivity corridors shall be a minimum of eight feet wide.
- Crosswalks shall be of a design and materials that are durable to climatic and winter conditions, and subject to freeze-thaw cycles and snow removal processes.
- The Rail Station approach to the entrance and exit at the eastbound side of the station needs to be adjusted to include a vehicular stop sign and new sidewalks and crosswalks as per minimum standards.
- New links to the Rail Station should be pursued where advantageous. For example, a pedestrian corridor toward Washington Street between the rail line and the SoNo Gardens would strengthen connectivity to the station.



Streetscape Elements and Furniture

- Streetscape elements and furniture may include landscape plantings, benches, alternative seating options, bike racks, trash and recycling receptacles, light fixtures or other permanent elements for the convenience or comfort or convenience of pedestrians to support an active and functional street environment.
- Bicycle amenities and racks should be integrated into the street furniture and streetscape program. Bicycle racks should be located near building entrances, public spaces or small open spaces, at curb extensions, at new on-street parking spaces (free-standing or associated with parking meters). Bicycle amenities should be incorporated with other streetscape elements where sidewalk widths are not wide enough to add other types of bicycle storage.
- Streetscape elements should be used to strengthen street edges, define pedestrian corridors and enhance outdoor spaces. Streetscape elements should be integrated as design components of the site planning and should occur at regularly or logically spaced intervals based upon the recommendations of individual product manufacturers.
- All streetscape elements should be selected to be highly durable, resistant to vandalism, and not require extensive maintenance. Streetscape elements should be secure, permanently affixed to the ground and easily cleaned.
- No streetscape elements should impede upon required widths of public paths or infringe upon other requirements or standards of accessibility.
- Bicycle storage should be provided at the Rail Station for both short term and overnight uses.

Lighting

- Safety concerns should be addressed with each new project in the district. Lighting throughout the TOD Zoning Area should be used to increase visibility and nighttime safety and where necessary provides several levels of light, including general roadway lighting, secondary pedestrian lighting, exterior building lighting and occasionally accent or special feature lighting. In some locations, like open spaces, parks or parking lots, the installation of emergency call boxes should be considered for added public safety and comfort.
- Locations of light fixtures should avoid reduction of sidewalk widths and required clearances.
- Lighting should be provided at a pedestrian scale. In some locations, this may be the primary source of street lighting, in other locations (for example MLK Drive) a primary source of lighting will be the more utilitarian and functional tall street lights that should be supplemented by a secondary system of lower scale pedestrian lights at the sidewalks.

Pavement Treatments

- Paving materials should be applied consistently throughout the district and provide one of the most important unifying elements for exterior spaces.
- Transitions between dissimilar paving materials should provide smooth and visually pleasing connections. Transitions of this type should employ a third material, unique pattern or some other method to gracefully move from one material to another.
- Pedestrian crossings should be highlighted with unique paving materials or painted areas. Stamped asphalt and concrete and thermoplastic applied asphalt patterns are effective methods for highlighting crossings with a unique treatment.
- Sidewalks should incorporate brick pavers, accents, concrete or granite accents or asphalt pavers and should include granite curbing.

Gateway Treatments

- Gateway intersections into the district should be given extra attention in regard to landscape, streetscape, lighting and pedestrian amenities. The entry into the TOD Zoning Area from other areas within the City should be signified by the treatment of gateway intersections and establish to motorists, bicyclists and pedestrians that they are entering an area of high pedestrian activity and an area that is identifiable as a unique district.

Wayfinding Signage

- The district signage and wayfinding system should have the following hierarchy: District Gateway Signage, Vehicular Directional Signage, Vehicular Destination Signage, Parking Signage, Pedestrian Directional Signage, Informational Signage, Special/Commemorative Signage or Plaques, Destination Identification Signage, Special Event, Seasonal or Banner Signage. A consistent theme and scale for signage types and placement of signs should be established for the district to add elements of visual continuity to the TOD Zoning Area.
- Wayfinding signage should be employed for each of the primary attractions and destinations in the area (Rail Station, Aquarium, Washington Street Historic District, or the Maritime Museum). The wayfinding system should be strategically located at gateway intersections and leading to the final destination and nearby parking.
- Wayfinding signage should be functional for tourists and out-of-town visitors by assisting in navigation between attractions with a coherent signage system throughout the district.
- The system of wayfinding and signage should be adaptable and flexible to accommodate information regarding special events.

Open Space and Landscape

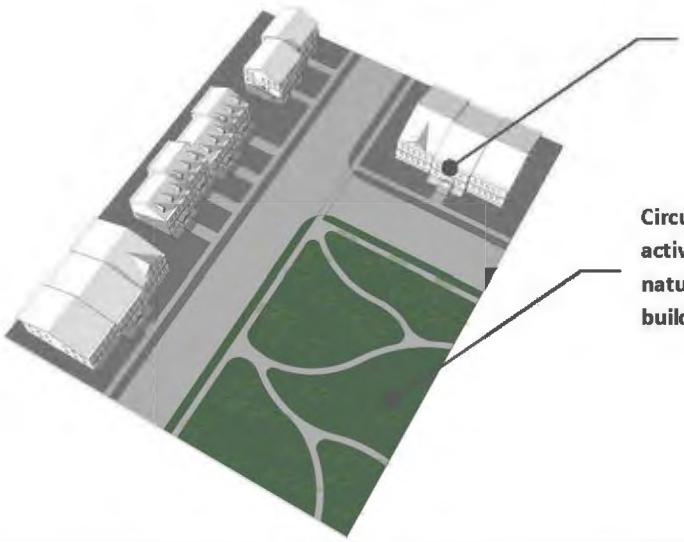
Open Space (parks, plazas, courtyards, athletic fields)

- The relatively few open spaces within the TOD Zoning Area highlight the importance of the open spaces that do exist for the health of the district. The open space at John Ryan Park should be improved to better suit the needs of the community through programming or more active circulation paths through the park. Integrating the park edges at surrounding streets with the streetscape improvements described above should help to integrate the park into the circulation patterns of the district. Active circulation paths at the edges and through the park should enhance safety there.
- Wherever possible, buildings should be oriented and configured to face parks and provide active edges to open spaces. This adds a sense of communal ownership of the park from abutters and adds eyes to watch over the activities that occur there.
- Smaller more private open spaces that are associated with community churches and civic buildings should be considered a part of the open space network where appropriate. These small spaces could provide pocket parks within the district to supplement a relative lack of open space resources and create unique connections in the patterns of use in the district.
- All open spaces should be well-lit with pedestrian scaled light fixtures that are designed as a pleasant element in the landscape.

Landscape and Plantings

- Park plantings should be designed to complement the scale of spaces, definition of views and reinforce the appeal created by positive developments within the TOD Zoning Area.
- Landscape and planting strategies and designs should have a hierarchical use of trees and plantings. Such a hierarchy may include: canopy tree, sub-canopy tree, under-story flowering tree or shrub, evergreen trees or shrubs, ground covers, wild flowers, field flowers and lawns.
- Park plantings should utilize shade trees to provide pleasant and comfortable spaces protected from the sun. Planting masses should maintain consistency within a view shed. Plantings should exploit seasonal color at park gateways or district gateways.
- Plantings should be arranged and planned to allow unobstructed park views to maintain visual connections to open spaces and enhance safety while defining the edges of outdoor spaces that lend themselves to outdoor activity.

- Plantings at medians and street edges should be used to provide buffers for pedestrians, use of planting beds for ornamental flowers at street trees could be used to enhance primary and connector streets.
- Street plantings should create visual unity, define spaces and street edges and act to provide screening and buffering where appropriate. Street tree plantings should allow for visibility of retail storefronts and site lines at intersections.
- Street trees located within sidewalks or other hardscape areas should be planted in a tree pit that is adequately sized for the root system of the tree species and that is designed to be integrated with the sidewalk system including small planting beds, tree grates, or other finished landscape components that integrate the plantings.
- Appropriate street trees should be selected to be consistent with the Department of Public Works (DPW) preferences, maintenance procedures, and coordinate with the DPW's List of Appropriate Street Trees.
- Plantings should be planned for a long life cycle. Considering plant selection and a carefully planned plant maintenance schedule. Plantings should be considered for ease of maintenance and Norwalk's climate (US Plant Hardiness Zone 6) including maintaining and pruning trees.
- Landscape and plantings should be coordinated with Arbor Day Foundation and Tree City USA efforts, in which Norwalk participates; coordination efforts should include the tree board, tree care ordinance, and comprehensive community forestry program. The Norwalk Tree Advisory Committee provides guidelines for use in reviewing applications and coordinating final plans with builders, developers and redevelopers. Guidelines address such topics as acceptable tree pit construction, species selection, use of open space, urban landscapes and streetscape development.



Economic Development Strategy

TOD Opportunity Sites

In creating positive change in the TOD Study Area, several important locations, referred to as TOD Opportunity Sites, have been identified as critical and beneficial to the improvement of the neighborhood. It is anticipated that reinvestment and redevelopment at these target sites would create a critical mass of positive change in the neighborhood that would be strong enough to create a lasting momentum to stabilize the area. The sites are evenly distributed throughout the TOD Study Area and within easy walking distance of the Rail Station to take advantage of this asset. The TOD Opportunity Sites include five locations: the Railroad Station Area, Infill Development along Monroe Street and Hanford Place, Waterfront Development, the Webster Street Block, and Washington Village. The overall locations of these sites within the TOD Study Area are highlighted in the figure below.

Locations of those areas identified as TOD Opportunity Sites: (1) Railroad Station Area, (2) Infill Development at Monroe and Hanford Place, (3) Waterfront Development, (4) Webster Street Block, (5) Washington Village

The potential impact of each of the five TOD Opportunity Sites has been considered by exploring and analyzing a potential development concept. The development concept illustrates a potential development program that is consistent with the market studies and economic projections examined in this planning effort. This concept and potential development program is theoretical and has not been negotiated with property owners or the City, nor does it represent any actual projects. The illustrations and potential development program are instead intended to show the type of development that could be possible under current market conditions and that is desirable from the perspective of improving the overall district. Each location varies in terms of how much development is able to be accommodated by the physical boundaries and limitations of the sites, and the overall impact it would have on the neighborhood. The potential development program that was tested is heavily biased toward residential uses, reacting to both the market opportunities that exist and the overall goals and objectives of the planning process.

Generally, as the design guidelines, circulation and connection, and land use recommendations would suggest, the conceptual illustrations for each of the TOD Opportunity Sites have the following goals:

- Capitalize on market opportunities that exist for the area for redevelopment
- Bring new residents to the area within the most convenient walking distances of the Rail Station to take advantage of this resource and access and to further activate the district with people and vitality
- Create infill redevelopment that eliminates vacant lots, defines street edges and public spaces and conceals surface and structured parking
- Improve pedestrian environments and connections through active ground floor activities, building transparency and enhanced streetscapes
- Reinforce the character and pedestrian scale of the existing neighborhood by proposing redevelopment that is consistent with the scale and proportion of the existing neighborhood fabric
- Encourage public and private partnerships to establish coordinated parking policies and approaches that support redevelopment and use of the Rail Station while maintaining the character of the neighborhood

Each TOD Opportunity Site is described in detail in the following pages. In the process of strategic planning for the TOD Study Area, several factors have been weighed and are discussed for each of the opportunity sites. The general concept, potential development program, feasibility and financing, private and public roles, and schedule and timing are all evaluated. Each of these sites is discussed in the larger context of improving the TOD Study Area and the impact that this type of reinvestment and redevelopment could have on the overall goals of neighborhood revitalization outlined earlier.

Railroad Station Area: Development, Parking and Access

General Concept

The blocks immediately east of the Rail Station are critical to the overall perception and function of the station itself and represent an important opportunity to anchor the Station within the neighborhood. The existing parcels are underutilized given their proximity to the station and represent a great opportunity for a public/private initiative that could create TOD along Chestnut Street. The goals for this area could include a moderate expansion of parking geared towards Norwalk residents. The Rail Station area would benefit from a greatly improved plaza for buses, shuttles and pick-up and drop-off.

The perception and the character of the district could be greatly enhanced by adding new development to the sites adjacent to the station. The illustrations depict new housing and commercial uses in new and renovated buildings stretching along Chestnut Street between Monroe and Henry. A new parking structure would support the new development and also provide about 250 commuter parking spaces – about doubling the number of spaces that exist in the surface lots along Henry Street today. The new parking structure would be concealed and lined by new development at the street frontages of Chestnut and Henry. The overall redevelopment might contain about 65 housing units with some ground level retail or restaurant uses. The existing surface parking along Henry Street would be replaced by a landscaped plaza for vans, buses and cars that would reduce congestion and provide more capacity for transit links to the Station.

Potential Development Program

Railroad Station Area			
	Area (GSF)	Average Size per Unit	Number of Units
Residential	119,000	1,500	65
Commercial	-	-	-
Retail	10,500	-	-
Total	129,500		65
Estimates assume average new building height of (3) stories			
	Spaces	Comments	
Parking – to support development	135	Assumes 1.5 spaces per unit, 3/1000 SF retail	
Parking – to support commuters	250	Assumes 4-story parking structure lined by development	
Total	385		

Feasibility and Financing

The economic analysis of the station area market and the close proximity of this location to the station highlight excellent opportunity for these sites. Market forces are likely to support the new buildings and renovation to existing buildings, including parking and a percentage of Workforce Housing. The parking structure could be constructed with the new development. Most of the parking structure and operating costs could be covered through commuter parking revenues that it would generate. The areas that are immediately adjacent to the Rail Station, existing pick-up and drop-off, parking and bus stop areas could be greatly improved with the overall block. The transit and pedestrian access plaza, streetscape and portions of the parking structure costs would require public expenditures.

Private Role

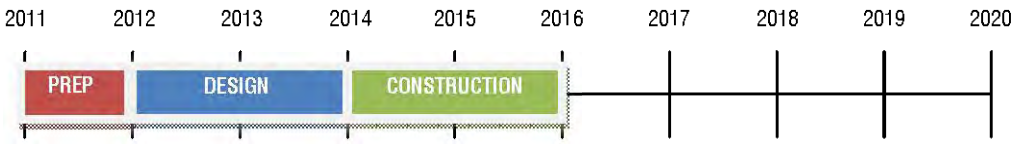
Property assembly, construction of parking structure through agreement with the City, mixed use redevelopment as could be supported by the market.

Public Role

Revisions in property through lease/sale/trade may be required, sponsorship and funding of parking and circulation improvements and supporting partnerships for redevelopment would also benefit the potential opportunities.

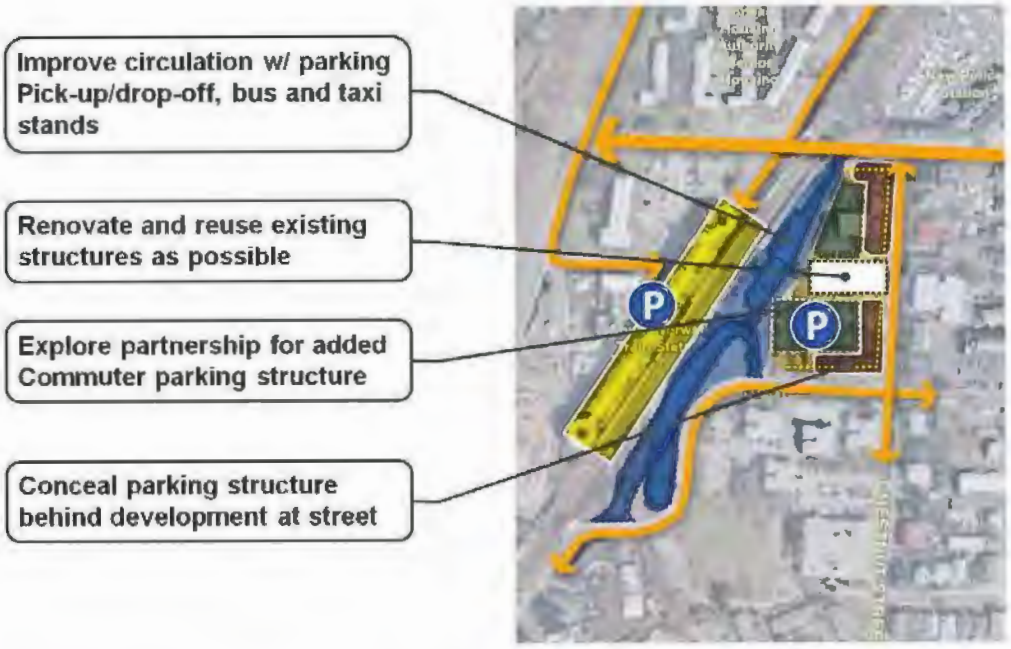
Schedule and Timing

Private and public partnerships to discuss and define the roles above would be a useful first step. A redevelopment project of this scale would likely require two years of preparation and design and another two years of construction. The construction of the parking structure and liner building could require more complicated engineering and construction than a conventional building configuration. With this type of lead time for project completion, the time for actively planning and pursuing opportunities on this site is now.



Potential Impact

As the Rail Station Area Concept illustration shows, this type of private and public redevelopment and reinvestment would have a dramatic impact on the TOD Study Area and the immediate station area. A public investment in the pick-up, drop-off, kiss-and-ride and intermodal exchange area would redefine the entry sequence into the neighborhood upon arrival by train and could greatly improve the efficiency of station area circulation. The convenient location of new parking structure benefits commuting residents as well as the TOD Study Area by keeping vehicles off the street and in a parking structure that is largely concealed from the neighborhood. The redevelopment of well-defined building edges at Henry Street, Chestnut Street and Monroe Place all contribute to the revitalization of the TOD Study Area and provide the opportunity for ground-floor convenience retail that may be used by residents and visitors to the rail station. The site represents a critical connection to the rail station and a gateway to the neighborhood.



Rail Station Area Concept (illustration by Beinfield Architecture)

Infill Development: Monroe, Hanford Place and Other Streets

General Concept

Important to redevelopment and reinvestment of the neighborhood, "infill" development is the construction of new buildings in lots that are currently vacant or underutilized. Infill is important to improving the perception of the neighborhood while maintaining the character of district that has been established by the many of the existing historic structures. There are a number of opportunities for infill in the neighborhood. This approach has the potential to be very effective in creating positive change because it is minimally disruptive of the existing patterns of use and configuration of the TOD Study Area and can occur incrementally over time. Several streets have been identified as important to the health of the neighborhood and to connections to the rail station. For this reason, the TOD Strategy includes an early focus on Monroe Street and Hanford Place. Redevelopment along this corridor will reinforce the investment environment for the Station area, Washington Village and the waterfront. This corridor is flanked with two City-owned properties at Day Street with significant redevelopment potential.

Eventually, or as specific market opportunities arise, infill development could expand throughout the TOD Study Area. This type of development would include historic rehabilitation and/or new construction and would be associated with new parking. Most of infill projects will require some property assembly to create parcels that are large enough to conceal and contain adequate parking to support redevelopment. The illustration of this concept suggests the scale and character of development and renovation that would regenerate the traditional qualities that make districts vital, walkable, safe and pleasant. The design character of the infill development is an extremely important component of an economic redevelopment strategy. The siting, orientation, and architectural character can add value to the entire district. The Design Guidelines establish these relationships and frame new development to help accomplish this shared benefit.

Potential Development Program

The potential development program for this type of reinvestment in the neighborhood is somewhat misleading. Redevelopment of this type would not likely occur at the same time or as part of a single project, but would be developed incrementally over time as individual infill projects. The potential development program below examined those sites within the Monroe and Hanford corridors that may be attractive sites for infill development because of current vacant lots or ownership patterns. Therefore, the size of the potential development program would probably reflect totals of multiple infill investments and construction projects that have occurred in the neighborhood over a series of years.

Infill Development			
	Area (GSF)	Average Size per Unit	Number of Units
Residential	189,000	1,200	144
Commercial	-	-	-
Retail	27,000	-	-
Total	216,000		144
Estimates assume average new building height of (4) stories			
	Spaces	Comments	
Parking – to support development	300	Assumes 1.5 spaces per unit, 3/1000 SF retail	
Total	300	Parking in (5) off-street surface lots adjacent to development at interior of blocks	

Feasibility and Financing

Market forces will be adequate to support housing and mixed-use development, according to the studies undertaken for this process. Due to the smaller scale of infill development, the relatively low number of housing units associated with each project would be absorbed easily into the market. Depending on the location of the infill, it may be appropriate and feasible to create ground floor retail that could support established retail corridors, such as Main Street.

Private Role

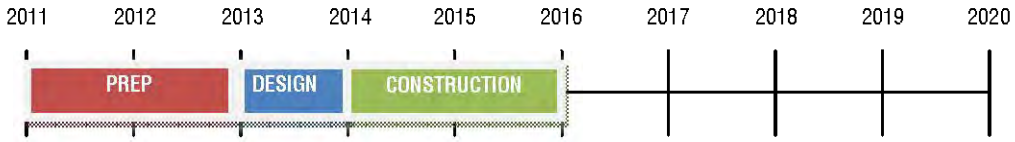
The market will accomplish most property assembly and undertake redevelopment. Private actions should support the overall goals and objectives for the district in the configuration of buildings, parking and open space and should reinforce the pedestrian orientation of the neighborhood.

Public Role

In some cases, the public is likely to be required to assist in the assembly of parcels to create feasible development sites through acquisition, zoning incentives, or development agreements.

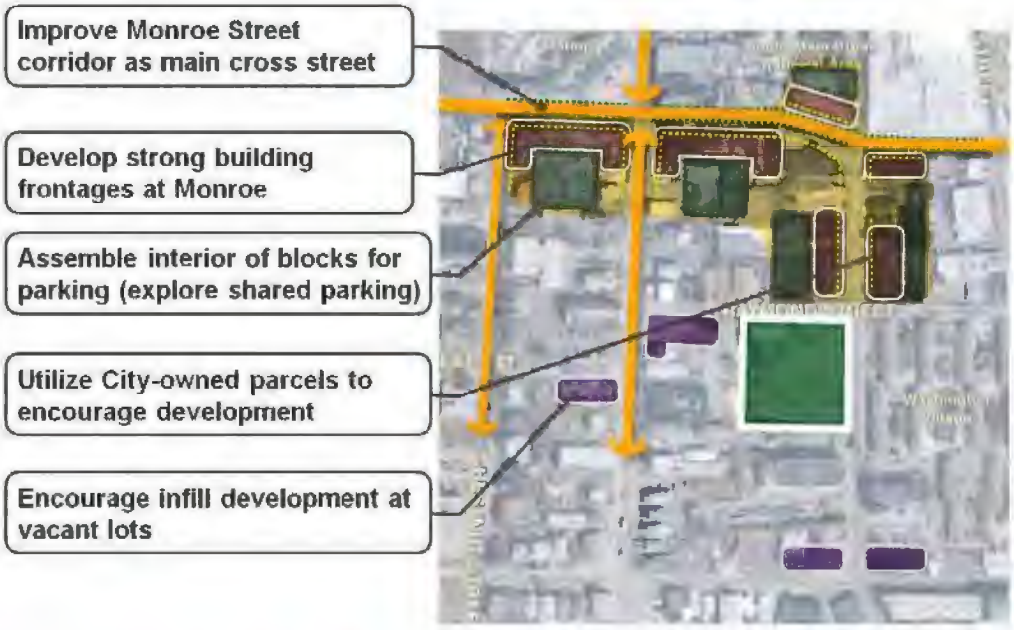
Schedule and Timing

Once a positive momentum is begun in the TOD Study Area, the infill projects may tend to move quickly. The design time for such projects should be able to be accomplished in a year or less. Construction may take a year at the most. Each project should be a relatively autonomous and modestly scaled development that should be straightforward to implement.



Potential Impact

As can be imagined, a single modestly scaled infill development project will not revitalize a neighborhood. The strength of this approach is in its manageable increments and the cumulative effect of those increments when amassed over time. For the TOD Study Area, the more strategic the placement of early infill development projects the better. The most visible and highly trafficked blocks, that may be mostly intact in terms of building fabric today, would benefit the area greatly with an infill project that would close a vacant lot and add a new active ground floor storefront. Similarly, larger infill projects that can transform large surface parking lots that affect the area with empty blocks or half blocks could have an immediate positive impact on the entire area if redeveloped in this manner. Once a few of the infill projects are underway or successful, a momentum of neighborhood improvement and reinvestment will catalyze other projects that continue the positive change that may have these modest beginnings.



Typical Character of Infill Development (illustration by Beinfield Architecture)

Waterfront Redevelopment

General Concept

The TOD Study Area includes some potential redevelopment sites that are highly desirable locations within the real estate market. The waterfront locations along the Norwalk River are among the most desirable. The Waterfront area is within the highly valuable proximity of an easy walk to the rail station, but at the edge of the TOD Study Area. It will not likely be the centerpiece of a revitalized district, but will be an anchor to it and also a unique destination of its own. Waterfront redevelopment creates a unique opportunity for reinvestment in the neighborhood, but also some unique challenges.

The Waterfront is likely to be reconstructed with housing that accompanies some remaining water-dependent and commercial uses. Any redevelopment that may occur at the Waterfront would be required to accommodate public access along the Norwalk River. The City's policies and regulations call for the extension of public access along the waterfront edge, linked to public ways and affording an important amenity that will benefit the entire neighborhood. Additionally, the new development could be configured to better define the Water Street Corridor and to extend Hanford Place a block closer to the river's edge. Balancing this highly desirable location with maintaining public access and water-related uses at the water's edge will be a challenge, but can result in great benefit to the area.

Another challenge unique to this location is flooding. The Waterfront and adjacent land is subject to coastal flooding. In similar situations, a practical solution has been found that locates parking on the ground level, with either a second level of parking or a landscape plaza above to elevate the occupiable portions of the building above the flood plain. Courtyard configurations of housing are likely to emerge, affording great views for most of the units, and lining Water Street with moderately scaled buildings. The scale of the redevelopment is pragmatically limited by the high expense of the parking and the difficulties associated with the flood-plain. The illustration depicts the probable scale and character of redevelopment that could occur, terraced above parking and with a waterfront promenade.

Potential Development Program

The potential development area of the Waterfront could become a large area that could support a sizable amount of new development. The area between Water Street and the Waterfront is well-proportioned for development. The conceptual development program tested residential as the basis for use, based upon the market for residential units and the highly desirable location. The limiting factor in scale of the development will be providing adequate parking to service the units.

Waterfront			
	Area (GSF)	Average Size per Unit	Number of Units
Residential	467,000	1,250	350
Commercial	-	-	-
Retail	-	-	-
Total	467,500		350
Estimates assume average new building height of (3) stories			
	Spaces	Comments	
Parking – to support development	570	Assumes 1.5 spaces per unit	
Total	570	Assumes 50 spaces for public waterfront use	

Feasibility and Financing

Market forces will be adequate to support housing or mixed-use development, according to the studies undertaken for this process.

Private Role

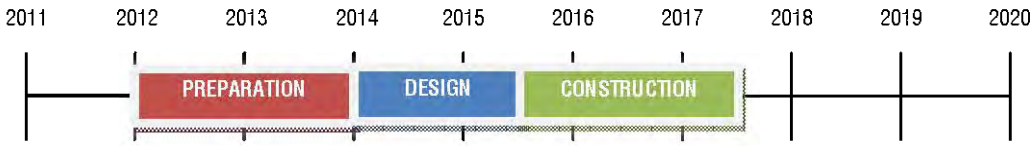
The private role will be property assembly and development.

Public Role

Public infrastructure funding or financing for seawalls, parks and other infrastructure improvements may be important components in ensuring a continuous, stable water edge that is publicly accessible. The City will need to provide measures to preserve water-dependent uses among the future mix, as well.

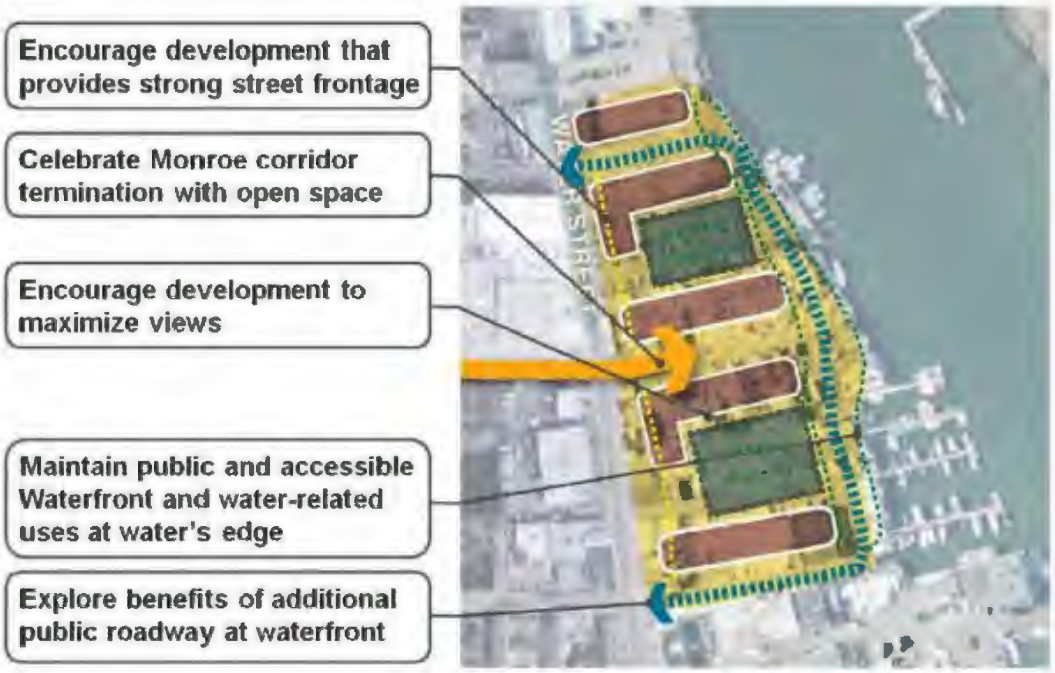
Schedule and Timing

This type of development is likely to occur after the neighborhood revitalization begins to take hold and larger market and economic conditions stabilize. Once initiated the development will be large undertaking due to its potential scale and complexities due to its waterfront location. Design and construction may be longer windows than typical, seeing an overall timeframe of 3.5+ years to completion after initiation.



Potential Impact

The Waterfront development will not be project that is leading the reinvestment and revitalization of the area, but will likely be a component that occurs once that reinvestment is already underway and a project that anchors the larger TOD improvements that are occurring throughout the study area. The publicly accessible Waterfront could be a very important public open space within the TOD Study Area that does not have that many open spaces, other than Ryan Park.



Waterfront Redevelopment Concept (illustration by Beinfield Architecture)

Webster Street Block

General Concept

The Webster Street Block has been a long-standing puzzle: it provides an important public parking resource, hosts a large mid-rise building that does not fit well within its surroundings, and has street edges that are unattractive, and buildings that are underutilized.

The studies prepared for this TOD Strategy suggest that the site could be adapted to provide an attractive border of low-scale, townhouse-type housing along MLK Drive to support a more continuous, pleasant and valuable district. This would be accompanied by parking improvements that would consolidate and add a modest amount of new spaces in a deck structure – the upper level would be accessed as "surface parking" from Washington Street, while the lower level would be accessible at the same level as MLK Drive. This approach would add about 125 new public spaces to the block, and provide adequate parking for the housing belt.

The new development would help to conceal a large parking area by placing the townhouse buildings at the edge of the site. The new development would serve to better define the TOD Study area gateway along MLK Drive and to provide further parking resources in the district.

Potential Development Program

Webster Street Block			
	Area (GSF)	Average Size per Unit	Number of Units
Residential	50,500	1,500	30
Commercial	-	-	-
Retail	-	-	-
Total	50,500		30
Estimates assume average new building height of (3) stories			
	Spaces	Comments	
Parking – to support development	125	Net new parking with parking deck over existing surface lot	
Total	125		

Feasibility and Financing

Market forces will be adequate to support housing. However, the consolidation and addition of new parking spaces cannot be offset through revenues associated with parking and land development. The "gap" has been estimated at about $6 million. The resources for this gap could be a combination of a TIF bond for the district, state or federal grants, or other sources.

Private Role

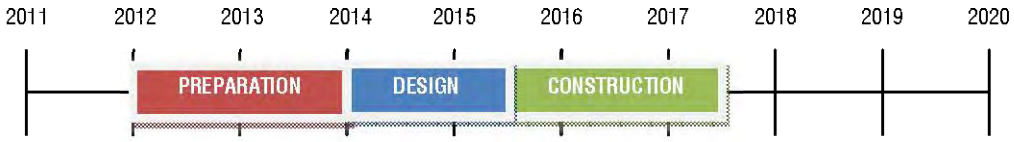
The private role would be in the redevelopment of existing and new buildings.

Public Role

The public role would be in facilitating and funding the investments in public parking and business improvements through public infrastructure funding or financing, façade improvements, business improvement loans, historic tax credits or other sources.

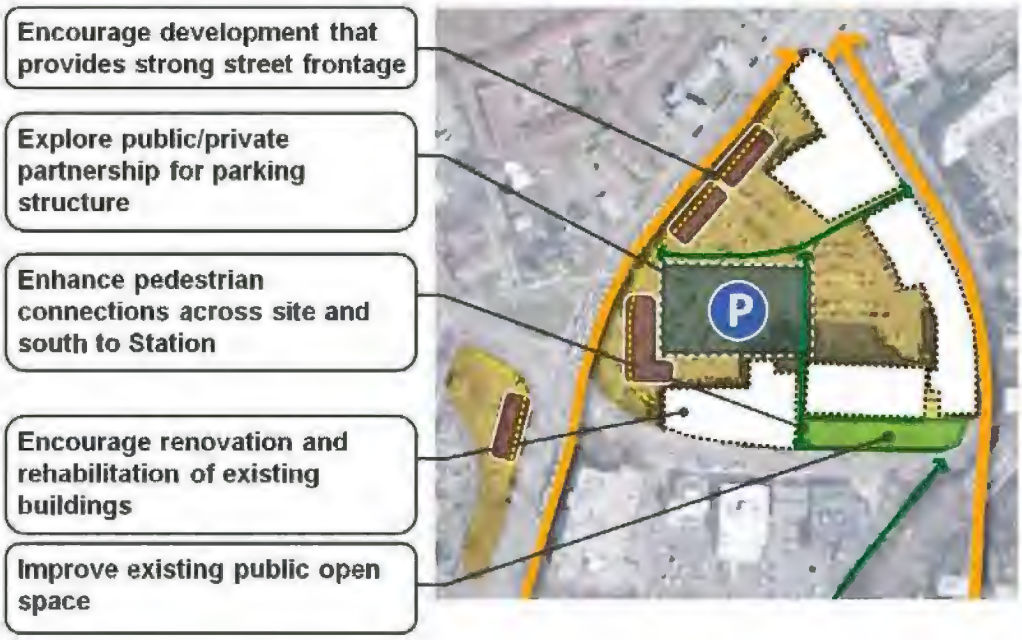
Schedule and Timing

The relative impact of this investment on the core of the TOD Study Area may be low as compared to some of the other TOD Opportunity Sites. Therefore this site may occur later in the redevelopment and reinvestment process. The project becomes more critical as parking resources become more needed in the area. The investment for additional public parking may become a very necessary and viable portion of this opportunity site as the TOD Study Area is revitalized.



Potential Impact

As a gateway site into the Rail Station area from the north, the Webster Street Block has an impact on the perception of the area. While the block is well lined with active retail and commercial uses on the Main Street and Washington Street frontages, the MLK Drive frontage is that of a entire block of parking. Improving this edge will help to define the street, conceal the parking and contribute to creating a more pedestrian friendly corridor at MLK Drive.



Webster Street Block Concept (illustration by Beinfield Architecture)

Washington Village: Choice Neighborhoods Initiative

General Concept

The Norwalk Housing Authority is sponsoring a planning study that may lead to the significant improvements and redevelopment of the Washington Village public housing site. This program is funded by the Federal Department of Housing and Urban Development as the Choice Neighborhoods program. The program facilitates the dramatic improvement of older public housing projects, creating a mix of market-rate units within a comprehensive private/public partnership and redevelopment scheme for the neighborhood. The process ensures that – along with the market-rate units – the same number of affordable housing units are retained or are created as exist today. These units remain as a resource either on-site or nearby on other sites within the neighborhood. This program is dedicated to the overall enhancement and transformation of the entire neighborhood that surrounds the original public housing site. For Norwalk, the neighborhood includes much of the TOD Study Area. Funded improvements can address needs for amenities such as parks, social services, on-site development costs, parking, infrastructure and other redevelopment components.

Potential Development Program

A potential development program was not tested as part of the TOD studies, but will be studied as a part of the Choice Neighborhoods planning process. The potential development program would include, at minimum the same number of affordable units as currently exist at Washington Village.

Feasibility and Financing

The entire development must demonstrate local, state private and public financing and funding in order to qualify for federal supplemental funding, up to about $30 million.

Private Role

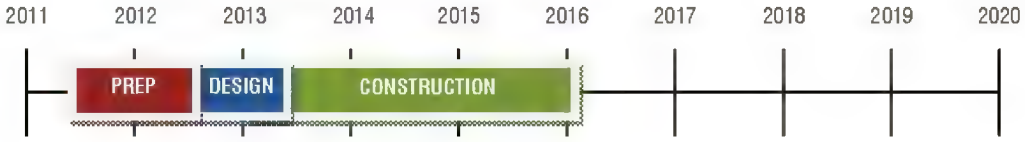
The project redevelopment would be undertaken by private entities through agreements with the Housing Authority.

Public Role

The City must create the opportunities and commitments through its Housing Authority, other City agencies and departments, and provide project reviews and approvals.

Schedule and Timing

If awarded a Federal Implementation Grant to undertake the Choice Neighborhoods plan that will be developed for the Washington Village area, the project will be required to begin implementation one year after the grant is awarded and be completed within three years. A detailed implementation plan for will be developed as part of the Choice Neighborhoods planning process.



Potential Impact

While still in its planning stages, this program has the potential to have a large impact on the TOD Study Area. The program is intended to be broad and comprehensive in its positive impacts on the affordable housing and surrounding neighborhood. The infusion of Federal funding sources into the neighborhood would spark reinvestment from other sources and push positive transformation. This initiative is an interesting counterpart to the private and market-driven opportunity sites that have previously been described. If the two approaches are simultaneously successful it could very well drive an intensive revitalization of the TOD Study Area.

An aerial photograph of Washington Village

Fiscal Impact Analysis

The Fiscal Impact Analysis was prepared for the Norwalk Redevelopment Agency to assist the City of Norwalk's evaluation of mixed-use, multi-family projects in four areas identified in this TOD Strategy. The Fiscal Impact Analysis was undertaken:

- To determine the potential public sector costs associated with the development program, as defined in the TOD Master Plan, with specific focus on educational costs resulting from multi-family residential development.
- To identify current municipal revenues derived from the Plan Area and conversely assess the incremental municipal revenues that would be derived by implementing the proposed development program, as defined in this TOD Strategy.
- To assess the public costs vs. the anticipated revenues.
- To incorporate into the municipal planning process the required capital and operating expenses to support the demands of the proposed development program.

All of the projects are geographically located within the Rail Station TOD Study Area. The Rail Station provides a competitive advantage for the City of Norwalk in attracting residents who need easy access between jobs and homes. The ½ mile radius around the Rail Station is a reasonable walking distance for commuters – developing housing and other amenities to attract them will help to improve the underdeveloped parcels of land within this neighborhood, thus increasing quality of life for current and future residents.

Creating a coordinated development plan will encourage private investment in underused buildings and land, encouraging the development of a more complete, compact neighborhood that attracts new residents and businesses to live and work in a socially and economically diverse district.

Several potential projects were identified as a result of the TOD Study. Their respective programs are found below in Table 1:

Table 1: Potential Developments and Related Programs

	Residential		Retail	
Project	**Approximate Gross Area (SF)**	**Housing Units**	**Approximate Gross Area (SF)**	**Use**
Railroad Station Area	118,997	71	10,371	Rental
Monroe and Hanford Infill	189,278	144	27,186	Rental
Waterfront	466,731	350	0	Condo
Webster Street Block	50,580	30	0	Rental

The Norwalk Redevelopment Agency wished to evaluate the effect of four mixed-use, multi-family projects, identified in this TOD Strategy, on the municipal revenues and expenditures of the City of Norwalk over a thirty-year period by calculating the current Net Present Value (NPV) of the future revenue stream. This method is a useful way to evaluate multiple projects that have different timelines to full build-out.

Net Present Value

The NPV is the difference between the present values of all positive cash flows, in this case, municipal revenue derived directly from the potential developments, and the present value of all negative cash flows, or municipal expenditures directly related to the potential developments[1].

The benefit of using the NPV is that it provides a clear comparison of the effect of each development on the municipal budget and allows City officials and other stakeholders to quickly compare the projected revenue streams based on the specified development projects, as shown in Table 2 below. The definitions of terms found in Table 2 are as follows:

- Total Revenue and Total Expenditures are defined as the total municipal revenue and expenditures received as a direct result of the development over the thirty-year timeline.
- The Annual Net Fiscal Impact at Full Build-Out is the net revenue received on an annual basis after the projected program has completed the full program described in Table 1 above.
- Cumulative Net Fiscal Impact is the sum of the annual net fiscal impacts over the thirty-year term.

The Net Present Value of the Net Fiscal Impact is the current value of that revenue stream if it were received in a lump sum today. Projects are shown individually and cumulatively.

The completion date of the full build-out for each project will affect the net present value of the return received over the thirty-year period. If all other factors are held equal, the earlier a project is phased in, the more revenue will be derived from that project.

Development Phasing

The scenario used in this Fiscal Impact Analysis suggested that the Railroad Station Area would be the first project. Monroe and Hanford Infill would follow and the public improvements that may be associated with those two projects would encourage the private investment in the Waterfront Area and further infill development. The Webster Street Block development would probably begin as the Waterfront developments were in progress. Although the Choice Neighborhoods project was not considered in the final Fiscal Impact Analysis scenario, the Washington Village project would be phased in at

[1] – *The Appraisal of Real Estate*, (Chicago: Appraisal Institute, 1996), 572.

the beginning of this reinvestment process. All developments were projected to be completely built-out within eight years of the Railroad Station area project's completion. It is important to note that these projects are scenarios and not currently proposed developments.

Table 2: Net Present Value of Net Fiscal Impact 10% Workforce Housing		Estimated Current Gross Property Tax Revenue	Estimated Future Fiscal Impact Over 30 Years
Railroad Station Area Rental	Total Revenue		$12,081,649
	Total Expenditures		$4,936,977
	Annual Net Fiscal Impact at Full Build-Out	$153,379	$264,617
	Cumulative Net Fiscal Impact	$4,601,364	$7,451,429
	Net Present Value of Net Fiscal Impact	**$2,498,370**	**$3,875,916**
Monroe and Hanford Infill Rental	Total Revenue		$13,626,209
	Total Expenditures		$9,110,877
	Annual Net Fiscal Impact at Full Build-Out	$59,153	$188,182
	Cumulative Net Fiscal Impact	$1,774,603	$5,047,713
	Net Present Value of Net Fiscal Impact	**$963,543**	**$2,521,806**
Waterfront Condominium	Total Revenue		$50,554,589
	Total Expenditures		$15,097,890
	Annual Net Fiscal Impact at Full Build-Out	$196,842	$1,541,596
	Cumulative Net Fiscal Impact	$5,905,247	$35,456,699
	Net Present Value of Net Fiscal Impact	**$3,206,331**	**$16,343,040**
Webster Street Block Rental	Total Revenue		$4,181,559
	Total Expenditures		$1,346,625
	Annual Net Fiscal Impact at Full Build-Out	$0	$134,997
	Cumulative Net Fiscal Impact	$0	$2,834,934
	Net Present Value of Net Fiscal Impact	**$0**	**$1,217,685**
TOTAL ALL PROJECTS	**Total Cumulative NPV (30 yr build-out assumption)**	**$6,668,244**	**$23,958,446**
	Waterfront as % of Total	48%	68%
	Total Workforce Housing Units: Full Build-out	0	59

Key Findings

There are four key findings with respect to this fiscal impact analysis:

- *Positive Total Cumulative Net Present Value* – The revenue stream to the City is almost $24 million to the City over a thirty year period.
- *Importance of the Waterfront project* – At 68% of the total revenue stream received by the City, the Waterfront development is the largest single contributor and is dependent upon the catalyst of public investment in earlier projects, such as the Railroad Station Area.

- *Effect of School-Age Children* – Multi-family housing in mixed-use developments have fewer public-school age children, and thus lower educational costs, associated with each unit of housing than other types of residential development. Actual numbers from the Norwalk Public Schools were used to estimate new public school students in these proposed multi-family developments at approximately 0.012 children per unit in the public school system. This analysis is conservative in that it assumes that all school children housed in the new developments are new to the area – some school children may, in fact, move within the neighborhood at no net effect to the municipal budget. The marginal cost of educating one new student may change depending on municipal educational policies, for example, class size standards, that may not be triggered by the addition of a few students to the system.
- *Per Capita Reduction in Property Taxes* – New developments have a higher assessed property value than the empty or underutilized lots they replace, and thus increase the amount of property taxes the municipality receives. However, because the overall property tax burden is calculated across all property owners, as the number of households increase, the per capita share of property taxes is reduced.

Other Benefits

There are benefits to the City beyond the direct municipal revenue stream.

- *Increase in Private Investment* – Public investment by the City will encourage private funding. While the Waterfront has the highest revenue potential, other private investment may come in the form of infill redevelopment projects or an increase in investment in existing buildings by current business and property owners.
- *Increased Quality of Life* – Public and private investment will create an increase in the overall quality of life for current residents and attract future residents with new housing stock, revitalized business areas, and improved access to public transportation.
- *Increase in Federal Funding* – The Choice Neighborhoods program, which was not factored into this scenario, if supported by the City could provide significant investment in the neighborhood from federal grants, estimated at about $30 million. The Norwalk Redevelopment Authority is looking at other projects in the area that would unlock further grant funding and provide an incentive to private developers and business owners to invest their own monies in this area.

Implementation

Implementation of the above recommendations requires a combination of changes to land use, improvements to circulation and transportation connections, the adoption of Design Guidelines, the identification of public and private funding sources, and the phasing of public improvements and private development. Implementation steps should be reviewed every two to five years to ensure that progress is being made to improve the neighborhood or to revise the plan in response to changing circumstances.

Zoning Implementation Options

Adjustments to the existing zoning are among the critical first steps to unlocking positive change in the TOD Study Area. The following zoning recommendations would create a regulatory context that is more aligned with the goals and objectives for the district than currently exists. Specific zoning recommendations can be achieved through a number of implementation methods. The implementation methods include:

Overlay Zoning District – The zoning and regulatory recommendations could be implemented through the creation of an overlay zoning district. An overlay zoning district creates an additional zoning district in addition to the current existing or underlying zoning. The overlay district would allow additional uses to the underlying zoning and contain regulations that could include multi-income housing and design guidelines. The specific zoning recommendations would be consistent with all of the specifications listed above, but would allow the existing zoning districts to remain under the overlay thereby allowing more options for redevelopment.

Amendments to Existing Zoning – The zoning and regulatory recommendations could be implemented through amendments to the existing zoning districts. This strategy would require the use of geographic indicators in the amendment text to limit the recommended changes to the TOD Zoning Area and not throughout the City. The recommended zoning amendments are the following:

- Amend the Industrial No. 1 District to include all uses allowed in Residence D (currently all uses in Residence C are included as-of-right in Industrial No. 1)
- Amend the Industrial No. 1 District to include all uses in the Neighborhood Business District
- Refine the Workforce Housing regulation (Article 101, Workforce Housing Regulation) for expanding application to Industrial No. 1 Districts and reduce the minimum unit requirement from 20
- This strategy would increase the allowed residential density of Industrial No.1 zones in South Norwalk from 14 units per acre to 26 units per acre by right. It would also allow for additional commercial and business uses in Industrial No.1 districts, thus creating an urban mixed-use district that would be driven primarily through economic market forces.

SoNo Station Design District Expansion – The zoning regulations could be implemented by expanding the existing SoNo Station Design District, while making limited changes to its regulations. This strategy capitalizes on the existing Norwalk zoning district that was created to support an urban, mixed-use, and transit-oriented district within walking distance to the Rail Station by expanding the boundaries of the already existing SoNo Station Design District. This strategy would encourage mixed-use development by increasing both the allowed residential unit density and the commercial uses allowed in South Norwalk. The SoNo Station Design District also requires affordable housing component as part of each residential development, therefore providing an increase to the area's affordable housing stock that is immediately responsive to the market pressures, which contribute to gentrification. Recommended changes to the expanded SoNo Station Design District are as follows:

- Expand the SoNo Station Design District to the boundaries to match those of the South Norwalk TOD Zoning Area described in detail above.
- SoNo Station Design District, as-of-right use amendments should include the following uses:
    - Manufacturing, processing or assembly of goods which are not noxious or offensive due to emission of noise, pollutants or waste (Industrial No. 1)
    - Printing establishments (Industrial No. 1)
    - Research and development facilities (Industrial No. 1)
    - Two-family detached dwelling (Residence C)
    - Places of worship, churches and church buildings (Neighborhood Business)
    - Multifamily dwellings with fewer than twelve units, including elderly and congregate housing
    - Retail stores and business service establishments having a gross floor area of fewer than eight thousand (8,000) square feet
    - Offices having a gross floor area of fewer than eight thousand (8,000) square feet
    - Restaurants and taverns having a gross floor area of fewer than two thousand five hundred (2,500) square feet
- SoNo Station Design District, Special Permit Use amendments should include the following uses:
    - Multifamily dwellings with more than twelve units, including elderly and congregate housing
    - Retail stores and business service establishments having a gross floor area of eight thousand (8,000) square feet or more
    - Offices having a gross floor area of eight thousand (8,000) or more square feet
    - Restaurants and taverns having a gross floor area of two thousand five hundred (2,500) square feet or more

- SoNo Station Design District, building dimension amendments:
    - Increase the maximum height limits from four stories and 45 feet to four and one half stories and 52 feet above the base flood level
- SoNo Station Design District mixed-income housing amendments:
    - Reduce the requirement that 20% of all dwelling units be affordable to individuals and families of low and moderate incomes to a requirement of 10%. Findings from the financial analysis demonstrate that market sensitivities need more incentives for market rate to encourage redevelopment.

TOD Redevelopment Area Master Plan – The zoning recommendations could be implemented through the Redevelopment Master Plan process (Title 8, Chapter 130). This implementation method would require the adoption of a South Norwalk Redevelopment Master Plan that includes zoning regulations and Design Guidelines. If a Redevelopment Master Plan with zoning regulations is in place then all proposed projects for that area are required to submit to a project review process by the Norwalk Redevelopment Authority.

Circulation and Transportation Implementation

Improvements to the TOD Study Area will be a result of the cumulative effects of projects and initiatives undertaken by a wide range of organizations. Some improvements, such as the striping of bicycle lanes, may be completed during routine roadway maintenance. Others, such as the rehabilitation of sidewalks and the addition of streetscape amenities to Monroe Street may be undertaken as part of City Capital Improvement Projects or as State-funded projects or in conjunction with private development. The Connecticut Department of Transportation has recently proposed changes to policy to allow for increased use of STP Enhancement funding and the use of STP-Urban funding for bicycle and pedestrian projects. Other projects and improvements may be carried out by the Norwalk Transit District, such as the recommended improvements to Route 10, while some recommended improvements could be carried out by the Norwalk Parking Authority. Other funding sources may be viable for TOD improvements to infrastructure. Norwalk has been awarded a Federal Sustainable Cities grant in conjunction with several other Connecticut communities (Stamford, Bridgeport and New Haven) and will use the grant funds to improve circulation and the pedestrian environment at the Rail Station site, enhancing the quality and safety of the transit connections directly adjacent to the station. In summary, it is anticipated that responsibility for the implementation of the recommended improvements to the transportation system in South Norwalk may be completed as follows:

- As part of routine maintenance undertaken by the City
- As part of the City's Capital Improvement Program
- Through State-funded projects via the Transportation Improvement Program (TIP)

- As off-site improvements completed by private developers
- Through the Norwalk Transit District
- Through the Norwalk Parking Authority

Economic and Funding Strategy

The economic and market viability of Norwalk's TOD redevelopment strategy have been evaluated. The studies indicate that there are several underlying factors that make the housing market – particularly the rental housing market – unusually strong in the vicinity of the Rail Station. In part, this is due to the excellent regional access to jobs from Norwalk because of the rail service, and the proximity to the relatively strong and large employment base in the City. Pro forma feasibility evaluations point to the need to assemble adequate parcels and the importance of amended zoning and direct City actions – such as assistance in assembling parcels and redeveloping the Washington Village project – in creating new opportunities that private market forces can implement. Market opportunities are dependent on the improved neighborhood streetscape environment. The Waterfront district is of particular interest as a prime location for private redevelopment that is contingent upon the completion of earlier public projects. Developments in this area could include mixed-income housing, commercial and retail space. Many of the improvements to the district will be required to be funded by private investment in market-based development.

To assist in small scale infill development and individual home owner improvements to the TOD Study Area, the City should work with local homeowners to seek financial and technical assistance in renovating their homes or properties. The HOME Investment Partnership Program administered by the Federal Department of Housing and Urban Development (HUD), Housing development Fund administered by the State Department of Economic and Community Development (DECD), and Connecticut Housing Financing Authority (CHFA) each have programs that can feed into a improvement program for individual properties that could strongly contribute to incremental improvement of the area. Other building renovations for non-residential properties may be incentivized through low cost loans or revolving loan funds by expanding upon Community Economic Development Fund (CEDF) resources with Community Development and Block Grant (CDBG) program, local bank or business contributions. New Market Tax Credits may be used as a resource to support renovations or appropriate neighborhood development.

The City is preparing a plan for the Federal Choice Neighborhoods Grant to generate mixed-income housing and economic redevelopment that will be transit oriented and accommodate lower income Washington Village Housing Authority residents in nearby sites. Other state and federal sources may be available for grants to improve streetscape, infrastructure and connectivity in the TOD Study Area.

Action Plan Matrix

Redevelopment

- Focus on moderate scale, mixed use redevelopment of key sites relatively close to the Rail Station.
- Leverage City ownership.
- Unlock public/private redevelopment at the Rail Station, Webster Street Block, and Day Street.

Housing and Residential Quality of Life

- Expand housing opportunities for market rate units.
- Plan and implement the Choice Neighborhoods initiative to redevelop and re-organize Washington Village public housing as mixed income housing on multiple sites.
- Promote a mixed-income, diverse neighborhood and high quality of life for everyone through amenities, public safety programs, open space.

Pedestrian Environment and Connections

- Provide improved pedestrian corridors connecting South Norwalk neighborhoods to the Rail Station with streetscape enhancements.
- Target initial improvements within the blocks adjacent to the Rail Station.
- Support bicycle use.

Circulation and Parking

- Provide additional commuter parking near the Rail Station to the extent that it benefits Norwalk and has limited visual and traffic impacts.
- Provide modest expansion of public parking at Webster Street.
- Direct commuter-related vehicle traffic away from neighborhood streets
- Provide substantially improved space and circulation at the Rail Station for shuttles, pick-up and drop-off.

- Assist in land assembly/reorganization of land in conjunction with viable projects
- Unlock public/private redevelopment through strategic development, land use or disposition agreements incorporating City-owned land at the Rail Station, Webster Street Block, Day Street lots.
- Extend mixed use zoning allowing residential and commercial uses within the Study Area, with scales similar to existing zones and adequate to allow reinvestment.

- For Washington Village, assist in land assembly, provide for new public/private tools to develop and then operate mixed-income housing opportunities, and support necessary City approvals.
- Provide zoning to allow non-conforming office or commercial use to housing.
- Maintain work-force zoning or incentives for large, multi-family developments.
- Focus programs to support home ownership within walking distance of the Station.
- Improve parks and extend pedestrian corridors to and along the Waterfront.

- Improve streetscapes, sidewalks, paths, ramps and stairs including consistent lighting along the principal pathways to and from neighborhoods, in conjunction with traffic calming along neighborhood streets not intended for through traffic.
- Expand sidewalk and streetscape improvements throughout the neighborhoods.
- Extend bike routes along streets leading to the Station; provide secure bike parking.

- Establish public/private venture to create additional parking at Henry/Chestnut Street.
- Seek grants, funds and "gap" financing for a parking deck at Webster Street for that portion of the costs that cannot be covered by revenues.
- Provide wayfinding signage, street and intersection design to direct primary commuter traffic to and from the Rail Station along MLK Drive.
- Use grants and other sources to fund improvements to expand and reorganize pick-up and drop-off on the east side of the station, between Henry and Monroe Streets.

Conclusions

The TOD Study Area is currently an "underperforming asset" with a patchwork pattern of deteriorated and underused buildings and land. This area has potential to be a vibrant, attractive area for both current and new residents and for private investment that will bring jobs, enhance real estate values and improve the quality of life in the area.

The recommendations of this TOD Strategy for the South Norwalk Railroad Station Area are directly associated with encouraging additional transit use and ridership growth by transforming the pedestrian environment in the immediate vicinity of the Station and extending a pedestrian-friendly and multi-modal corridor to sites that are planned for substantial mixed-use and mixed-income redevelopment. This transformation will help address the challenges identified at the beginning of the study, such as public perception of an unsafe area, and take advantage of the strengths and opportunities of the district, including the diverse community and long-term residents.

The Land Use Plan and Design Guidelines provide guidance to the redevelopment of this area, both for private investors seeking to develop parcels and for the City in reviewing their proposals. The Land Use Plan has specific recommendations for zoning changes and circulation and transportation improvements. The Design Guidelines reinforce pedestrian-friendly corridors, encourage the use of bicycles and the concept of "park once" vehicular use, and provide architectural, streetscape and landscape guidance to create neighborhood-friendly developments.

The Economic Analysis identifies potential TOD redevelopment projects that could improve the neighborhood. The five scenarios include redevelopment of parcels directly adjacent to the Rail Station along Chestnut Street and its intersection with Monroe Street, and redevelopment of the City-owned vacant parcel at Day Street and Hanford Place. This corridor is expected to be the major pedestrian link between the Rail Station and the redeveloped components of Washington Village and Norwalk's Waterfront redevelopment sites along Water Street. Projected redevelopment includes approximately 500 units of housing with approximately 35,000 square feet of community-oriented retail and service businesses.

The Fiscal Impact Analysis used four of the five potential developments to evaluate the likely result on the municipal budget. The result of the analysis indicates a positive municipal cash flow as a result of initial public investment that would provide a catalyst for private funding for the Waterfront Development and infill projects in the Monroe Street/Hanford Place area. In addition, federal funding of the Choice Neighborhoods project could bring around $30 million to the TOD Study Area, attracting further private investment and enhancing the City's ability to seek additional grants.

The City's critical hurdle is assembling the public sector sources for funding the construction of the high priority improvements most likely to leverage private

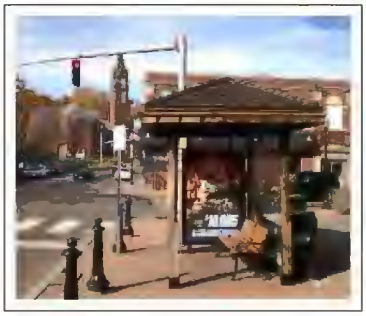
investment in the major pedestrian and traffic calming enhancements required to transform this distressed district into a model TOD neighborhood, with a vital mix of uses and population. No single program or resource will be adequate; Norwalk is seeking a range of federal and state resources. The City also expects to leverage increased private investment and tax dollars from improved market values during the early phases of construction and development and will continue to seek creative ways to attract private and public investment in this critical neighborhood. Once the momentum of the district is positive, taking full advantage of connections to its transit assets, market forces will continue to reinvest and revitalize the neighborhood into a vibrant, attractive place for current residents and businesses, new residents and businesses, pedestrians, bicyclists, transit riders and drivers.

SOUTH NORWALK

RAILROAD STATION AREA
TRANSIT ORIENTED
DEVELOPMENT STRATEGY
FINAL REPORT

TRANSIT ORIENTED DEVELOPMENT MASTER PLAN FOR SOUTH NORWALK RAILROAD STATION NEIGHBORHOOD

EXISTING CONDITIONS REPORT



Prepared for:
The City of Norwalk

Prepared by:
The Cecil Group, Inc.
TR Advisors
Milone & MacBroom

December 22, 2010

Section 1: Executive Summary 1
Section 2: Land Use 8
Section 3: Plans and Initiatives 21
Section 4: Property Ownership 26
Section 5: Crime and Code Violations 30
Section 6: Market Profile 31
Section 7: Regional Competitiveness 37
Section 8: Study Area Real Estate Evaluation 43
Section 9: Circulation and Transit 54
Section 10: Neighborhood Issues 67
Section 11: Demographics 68
Appendix A: Goals and Objectives
Appendix B: Existing Markets By Property Type

Figures

Figure 1: Study Area 5
Figure 2: Land Use 9
Figure 3: Zoning 11
Figure 4: Building Age 16
Figure 5: Flood Zones 20
Figure 6: Study Areas of Previous Plans and Initiatives 23
Figure 7: Owner Occupied Residential Properties 27
Figure 8: Large and Adjacent Properties of Single Ownership 28
Figure 9: Transit Oriented Development Study Area 57
Figure 10: Key Connectivity Corridors Existing Conditions 58
Figure 11: Pedestrian Network 60
Figure 12: Existing Bicycle Network 70
Figure 13: Bus and Shuttle Services 76
Figure 14: Train Station Access and Vehicular Circulation 81
Figure 15: Off-Street Parking 82
Figure 16: On-Street Parking 84

Appendix B Exhibits

Exhibit 1: Office Space
Exhibit 2: Retail Space
Exhibit 3: Industrial Space
Exhibit 4: Condominiums
Exhibit 5: Condominiums for Sale and Recent Sales within the Study Area
Exhibit 6: Apartment Communities
Exhibit 7: Apartments in Multifamily Houses
Exhibit 8: Multifamily Properties
Exhibit 9: Multifamily Houses for Sale and Recent Sales within the Study Area
Exhibit 10: Single Family Properties
Exhibit 11: Single Family Houses for Sale and Recent Sales within the Study Area
Exhibit 12: Land Parcels

Overview

The Existing Conditions Evaluation Report is a multidisciplinary review of the current elements that comprise the area surrounding the South Norwalk Railroad Station. This document has been assembled as part of the Transit Oriented Development Master Plan for South Norwalk Railroad Station Neighborhood Study Area for the purpose of accurately informing subsequent analyses and decisions related to constructing a Transit Oriented Master Plan for the South Norwalk Railroad Station Neighborhood.

The purpose of the Transit Oriented Development Master Plan for South Norwalk Railroad Station Neighborhood Study Area is to provide The City of Norwalk with planning recommendations that can guide and manage future change in the area of the South Norwalk Railroad Station. The aim of the planning recommendations will be to capitalize on this area's development potential, while providing benefits that will appropriately enhance the area neighborhoods and their component places. Project Goals and Objectives have been collaboratively prepared with members of the public, community stakeholders and City staff, to guide the planning recommendations associated with this project. The project Goals and Objectives are included as Appendix A of this Existing Conditions Evaluation Report.

Transit Oriented Development (TOD) generally refers to land use and activities that are advantaged by proximity to and pedestrian access to public transit. Common Transit Oriented Development characteristics include a transit station as a community and development center point and anchor, a safe, accessible and engaging pedestrian environment, a mixed use neighborhood that is primarily residential, and high density levels located at the transit facility that progressively decrease further from the transit station. The underlining principle of these characteristics is that aim to maximize access to public transportation through the implementation of urban planning and real estate development decisions and approaches.

The report was produced by multidisciplinary consultant team comprised of land planners, real estate development consultants, transportation engineers, and urban designers. The consultant team members that contributed to this report include: TR Advisors, a specialty real estate consulting and asset management firm focusing on transportation related and entity owned property; Milone & MacBroom, a civil engineering firm with expertise in transportation and circulation planning; and The Cecil Group, a planning and urban design firm with extensive expertise in Transit Oriented Development and urban revitalization in New England and throughout the northeast. The consultant team members conducted research through a combination of onsite observations, stakeholder interviews, and reviews of previous reports and plans, as well as online and City resources. In addition, consultant team members have met regularly with committees established to advise and guide the Transit Oriented Development Master Plan for South Norwalk Railroad Station Neighborhood Study Area project. The advisory committees include The Planning Coordination Committee, comprised of City staff from various departments and the Stakeholder Committee, comprised of South Norwalk neighborhood community and business leaders.

The Study Area used for this report is the project's Pedestrian Access Planning Area, as illustrated in Figure 1: Study Area. The Transit Oriented Neighborhood Planning Area and the Focus Area are also illustrated in Figure 1: Study Area. These planning areas were defined by the consultant team through

collaborative discussions with the Steering and Coordination Committees as well as consultation with the Norwalk Redevelopment Agency.

The process for establishing the Study Area boundaries for neighborhood access and redevelopment considered the standard distances pedestrians will typically walk (one-quarter to one-half mile)to reach transit service along the South Norwalk neighborhood street network as well as activity centers, residential areas, and various community assets. The Study Area is approximately 0.75 square miles. These planning areas acknowledge different types of existing environments, which will require different Transit Oriented Development approaches that are appropriate for each specific area. The information gathered and assembled in this document will guide the decision as to which approaches to Transit Oriented Development should be used in each of these areas.

The purpose of this report is to gather information that will enable informed decisions in subsequent phases of this study and the intent of the research is to be able to make assessments regarding trends and analysis. This report includes evaluations of land use, plans and initiatives, property ownership, crime and code violations, an economic and market profile, traffic circulation, transit service, neighborhood issues and demographics. Through the assessment of these elements, the challenges and opportunities of South Norwalk will be defined for the South Norwalk Transit Oriented Development Master Plan to address.

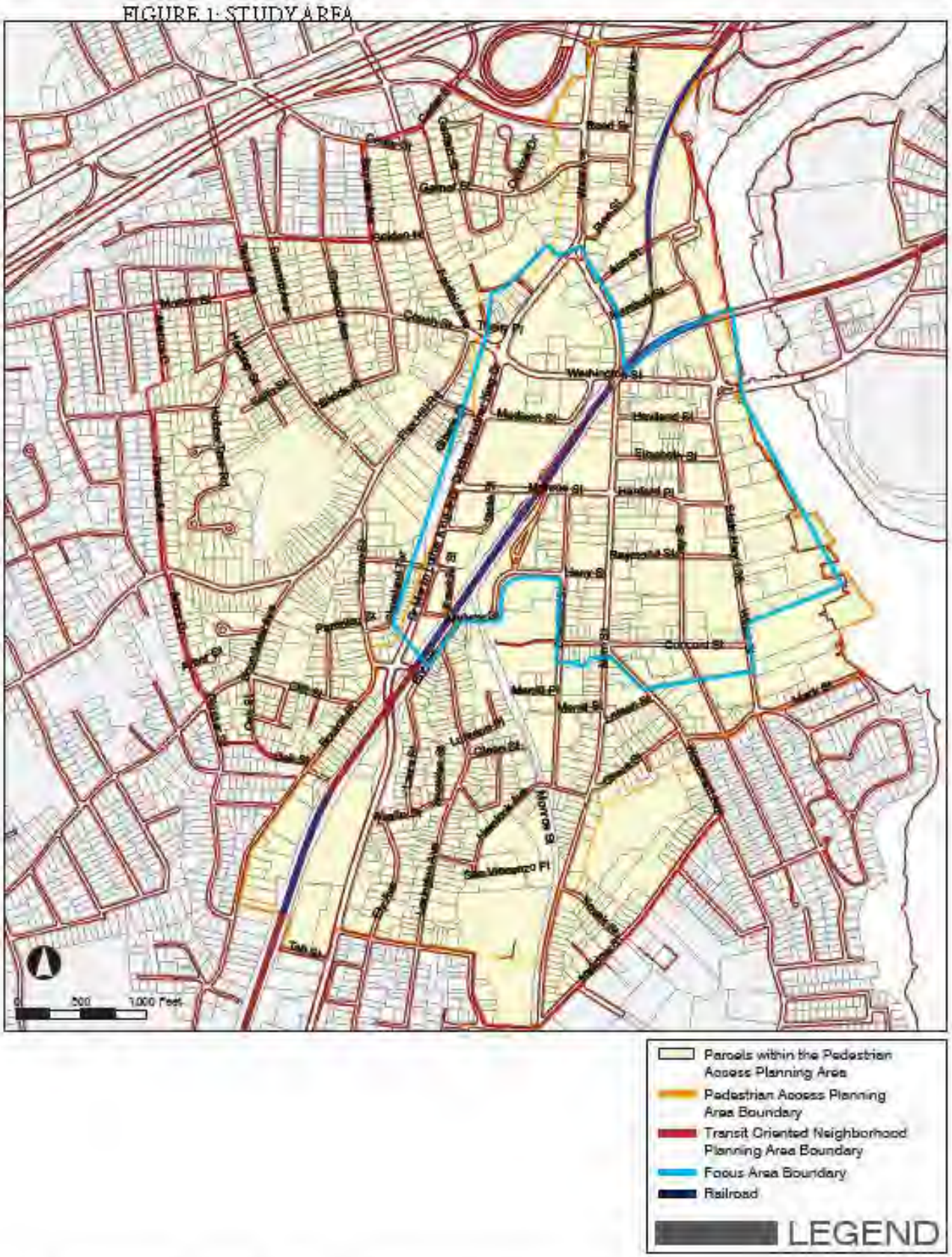
Summary of Conditions and Assessments

The assessment of the South Norwalk Study Area has been coordinated and organized into categories to facilitate understanding and communication. This summary provides an overview of key components of the Existing Conditions Evaluation Report, which are then further discussed in the subsequent sections. The numbering has been used to simplify referencing concepts.

Land Use

1. Land Use Diversity – The South Norwalk Study Area contains a highly diverse mix of land uses. The City of Norwalk Tax Assessor's Office has categorized 82 different land uses within the South Norwalk Study Area. Residential uses occupy approximately 80% of total parcels in the Study Area and 60% of the total parcel area. The mix and locations of land uses reflect South Norwalk's historical and current resources such as rail service, and an active commercial waterfront.
2. Zoning Regulations – The Study Area features fourteen different zoning districts, a large number for such a concentrated area. Similar to the Study Area's land use patterns the range of zoning districts reflects the area's existing and traditional assets and resources. In spite of the diversity of zoning districts, the dimensional standards are consistent across all zones south of Washington Street with height restrictions ranging between 2.5 stories or 40 feet and 4.5 stories and 55 feet. The consistent dimensional standards contribute to unifying the neighborhood environment where the allowed uses vary considerably. While the zoning districts south of Washington Street enforce a neighborhood scaled environment, the zoning districts in the Study Area north of Washington Street allow for significantly higher density in the Webster Street Block and Reed Putnam areas.

Figure 1: Study Area



3. Comparison to Transit Oriented Development Districts – The South Norwalk Study Area's existing land use and zoning regulations contribute to a neighborhood that contains many of the characteristics of typical Transit Oriented Development districts. The Study Area's existing mix of uses, which is primarily residential, and the planned high-density developments in the Reed Putnam area are elements consistent with Transit Oriented Development districts. The South Norwalk Study Area differs from typical Transit Oriented Development districts by maintaining a greater industrial and manufacturing land use segment than is usual and the area's planned high density development projects are located further away (approximately a ½ mile) from the transit center. As currently constituted, the South Norwalk Study Area is functioning as a neighborhood connected to, but not fully capitalizing on, its asset of transit service. The planned developments north of Washington Street will contribute to the Transit Oriented Development district characteristics and, although atypical, if active and well connected the industrial and manufacturing uses could become an employment generator within the Transit Oriented Development district.

Plans and Initiatives

1. Previous Plans – A series of previous planning and development studies and initiates related to the South Norwalk neighborhood were reviewed. The relatively high number of recent studies conducted for the South Norwalk neighborhood underscores the City's focus on South Norwalk and the importance of the neighborhood's assets. Although the purpose and approach of each study and initiative varied considerably, they were unified in the theme of improving the connection and integration of the South Norwalk Railroad Station with the surrounding neighborhood in a way that would maintain the neighborhood environment and contribute to economic revitalization.

2. Common Themes – The previous South Norwalk planning and development studies and initiatives sough to address a variety of concerns related to the South Norwalk neighborhood. Despite the various topics, several common and unifying themes arose including:

    - Improving the South Norwalk Railroad Station's intermodal transportation services, upgrading the transit facilities and enhancing the connections to the surrounding neighborhood
    - Using the City owned property within the South Norwalk neighborhood to initiate neighborhood economic revitalization efforts and increasing the neighborhood-serving businesses along South Main Street
    - Maintaining and enhancing the existing South Norwalk neighborhood scale and environment

Property Ownership

1. Property Ownership – Property ownership ratios and locations within a neighborhood can be key indicators of significant impending change to an area. Traditionally, property owners have been more likely than renters to invest in property improvements and to establish themselves in a community, therefore making homeownership an indicator of neighborhood stability and quality. The recent national trend of increasing foreclosures and distressed properties, particularly in concentrated neighborhoods, has led to areas of instability and disinvestment. Indications are that the South Norwalk neighborhood has not suffered disproportionate amounts of or concentrated areas of foreclosed or distressed properties. However, this relatively recent national trend of increased foreclosures and distressed properties should be monitored going forward as an indicator of neighborhood stability.

2. Owner Occupied Property Patterns – Nearly 80% of the properties within the South Norwalk Study Area contains residential uses, and of these approximately 66% are owner occupied. The non-owner occupied properties are fairly dispersed throughout the Study Area, except for the

clustering of non-owner occupied properties located along the length of Fairfield Avenue. Although additional external pressures could change the ownership balance in South Norwalk, the clusters and concentrations of non-owner occupied properties as presently arranged do not appear to represent a threat to the Study Area's stability.

3. Large and Adjacent Properties Controlled by Single Ownership Entities – Multiple properties that are controlled by a single ownership entity could lead to sudden and dramatic change within a neighborhood. The majority of property owners in the Study Area control single properties. Within the South Norwalk Study Area, there are only three property holders who control more than ten properties each. The largest property holder is the City of Norwalk, whose properties in the Study Area range from parks to schools to the Police Station to public housing. Of the two remaining ownership entities, one is tied to the planned development in the Reed Putnam area and the other is a condominium association that owns a series of buildings in the South Main and Washington Street Historic District. While the intent of the planned development in the Reed Putnam area is to bring considerable change to South Norwalk it is not unexpected or unwelcome. It seems unlikely that the condominium organization that controls primarily historic buildings in a historic district would pursue significant redevelopment.

Crime and Code Violations

1. Community Safety Concerns – The South Norwalk resident business community raised crime and safety as a principal concern through public engagement and outreach. The current environment is portrayed as unwelcoming and unsafe for residents, businesses patrons and investors. Safety concerns must be addressed and the reality and perception of South Norwalk as an unsafe neighborhood must be changed for Transit Oriented Development to achieve its full potential.

2. Crime and Code Violation Incidents – Crime and code violation incidents within the South Norwalk Study Area have not changed significantly between 2007 and 2009. Crime and code violations over that period within the South Norwalk Study Area have been dispersed fairly evenly throughout the area.

3. Safety and Transit Oriented Development – Transit Oriented Development urban design and planning characteristics can contribute to increased safety in South Norwalk and should be incorporated as part of any larger comprehensive program or initiative.

Economic/Market Profile

1. Regional Conditions – Fairfield County, which includes the City of Norwalk, is not expected to experience a growth real estate market in the near future. Existing conventional Class A office supply in Fairfield County is sufficient to meet current and future demand for the foreseeable future. As of Q4 2010, there were 11,000,000 square feet of vacant office space. Even at healthy absorption rates of 500,000 square feet per year (as occurred during 2006-2007), it will take many years before construction of any new Class A office supply is warranted. Moreover, the number of residential households is expected to grow less than 1% over the next five years. Not surprisingly, the majority of Fairfield County's planned large-scale mixed use developments have stalled due to recent adverse economic conditions; the one exception is the Harbor Point project in Stamford Connecticut.

2. Norwalk Development Opportunities – Due to its favorable jobs/housing ratio and its transit service Norwalk is well positioned within Fairfield County to experience future growth, especially within the residential market. Due to its wide range of housing types and price points, and the increased desirability of living near a transit station, South Norwalk is a candidate for increasing

values and rents in the areas immediately surrounding the South Norwalk Railroad Station. Modern apartment communities and back office/ distribution center uses are currently the strongest market segments in the South Norwalk Study Area.

3. South Norwalk Transit Oriented Development Opportunities – There are multiple opportunities and sites for Transit Oriented Development within the South Norwalk Study Area, specifically immediately adjacent the South Norwalk Railroad Station. Residential use is expected to be the anchor use of all new Transit Oriented Development projects with focused placement of mixed retail and office space.

Circulation and Transit

1. Pedestrian Circulation – The Study Area possesses existing pedestrian infrastructure that is strong. It features an extensive sidewalk network, a traditional street grid, and a high density mixed use character However there are critical areas where infrastructure needs repair or redesign improvements and areas where investment in new pedestrian elements would significantly enhance the environment and network.

2. Bicycle Network – The South Norwalk Study Area lacks many basic elements featured in a comprehensive bicycle network, such as dedicated bicycle lanes, marked shared lanes, and a variety of bicycle storage types and locations. In spite of the limited bicycle infrastructure, significant bicycle activity exists within the Study Area. Integration of bicycles and transit service exists on the buses owned and operated by the Norwalk Transit District. These buses are equipped with front-mounted bicycle racks.

3. Transit Service – The South Norwalk Study Area is served by several different transit modes and services, all of which are anchored at the South Norwalk Railroad Station. The South Norwalk Railroad Station provides access to the New Haven rail line and the Danbury Branch rail line and connections to public and commuter bus service is provided through the Norwalk Transit District at the South Norwalk Railroad Station. The intermodal connections available at the South Norwalk Railroad Station are critical for South Norwalk's overall transportation system.

4. Traffic and Circulation – In addition to possessing excellent transit access, South Norwalk is well served by Route 7 and Interstate 95 as well as effective local streets. Currently vehicular traffic is concentrated at or around the South Norwalk Railroad Station and uses located north of Washington Street. Circulation at the South Norwalk Railroad Station is congested and inefficient and should be addressed to improve circulation around the Station.

Neighborhood Issues

1. Community Outreach and Engagement – Effective community outreach and engagement is critically important to the success of planning projects and initiatives. The importance of these efforts becomes magnified in neighborhoods with established populations and in neighborhoods with non-English speaking populations; South Norwalk has both of these population types. For community outreach and engagement efforts to be successful, they must also include the City staff and municipal leadership. This *Existing Conditions Evaluation Report* has used numerous outreach and engagement techniques to establish connections and dialogues with the South Norwalk residents.

2. Neighborhood Concerns – Through this outreach and engagement the South Norwalk neighborhood has voiced concerns regarding the community's existing conditions, what they would like to see addressed in any future initiatives, and how future initiatives should or should not be

implemented. Issues and concerns raised by the South Norwalk community include an emphasis on improving security and safety conditions for the neighborhood's residents, not displacing people or businesses in efforts to improve South Norwalk, and creating employment opportunities for the existing South Norwalk businesses.

Demographics

1. The Study Area Demographic Composition – When compared with the City of Norwalk, the population of the South Norwalk Study Area is more ethnically diverse, younger, has attained fewer educational degrees, and has lower household income than the overall city of Norwalk. Transit Oriented Development related demographic information includes data that reveals that although residents of the South Norwalk Study Area are just as likely as anyone else within the city to use public transportation to travel to work, they are more likely to walk and to carpool to work than the City of Norwalk's total population.

2. Study Area Trends – Demographic information for the Study Area between the years 2000 and 2009 was examined for indications of trends that appear to be occurring. Several demographic segments of the Study Area population indicated slight and incremental change. These trends included increased educational attainment and increased professional occupations by the South Norwalk Study Area population. The Hispanic and Latino population in the Study Are increased as did the number of homes that predominately speak English. The median age of the population grew nearly two years older, which is closer to the City of Norwalk's median age. The Study Area's median household income grew by 27%, which was a considerable increase, but consistent with the City of Norwalk's median household increase.

Transit Oriented Development can provide various benefits to a community, if land use and regulation policies are directed to address the community's needs. Zoning regulations are the primary tool used to guide land use policies for purposes including capitalizing on assets such as transit service. The areas directly adjacent to transit facilities are locations where Transit Oriented Development can most impact a community and municipality. South Norwalk's existing land use patterns and regulations are examined in detail here.

Land Use Patterns

There is a wide range of land uses currently existing in the South Norwalk Study Area. According to data provided by the City of Norwalk Tax Assessor's Office, land uses within the Study Area range from single-family homes, apartment buildings and restaurants to heavy manufacturing, strip retail and maritime uses. In total the City's Tax Assessor's Office classified 82 different land uses within the Study Area. Although many of the land use descriptions are very specific, this is a very high number of uses to be located in such a concentrated area. The land use diversity of the Study Area is illustrated in Figure 2: Land Use, using broader categories than the City of Norwalk Tax Assessor's Office.

By far the largest land use within the Study Area is residential. Residential uses occupy approximately 80% of the total parcels in the Study Area, and comprise approximately 60% of the total parcel area. However as the 15 different residential land use categories created by the Tax Assessor's Office indicate, there is significant diversity in the housing stock.

The patterns of land use that exist within the Study Area reflect its unique assets, its natural topography and its history as a neighborhood. Many of the industrial uses are located along the rail line. The marine and water oriented uses exist along Norwalk River. The neighborhood scaled commercial uses are clustered along the primary streets and key intersections. The residential neighborhoods are grouped on the slopes of Flax and Golden Hills overlooking the Norwalk River. These patterns reflect the traditional approaches to land use and the Study Area's wealth of resources.

In addition to the traditional land use patterns that exist within the Study Area due to natural resources and historic uses, the examination of the existing land uses reveals other unique characteristics that provide insight to the neighborhood's needs and opportunities. Several land use observations were made regarding the small amount of open space, the high number of religious institutions, the historical building stock, and the significant amount of property owned by various City of Norwalk entities.

- There are few open space and recreation uses located within the Study Area. The locations of these open spaces within the Study Area compromise their effectiveness in providing relief and operating as activity generators for the community because they have limited physical and visual accessibility.
- A review of the ownership records provided by the Tax Assessor's Office reveals that the City of Norwalk owns a significant number of properties within the Study Area. The City of Norwalk owns thirty-eight parcels totaling almost forty-eight acres of land within the Study Area. Many of these properties are functioning in differing capacities and operated by different City entities, such as the Police Headquarters on Monroe Street, Washington Village low-income housing on Water Street, the vacant properties on Day Street and the Columbus Magnet School on Chestnut Street. Although many of the properties owned by the City of Norwalk in the Study Area are pursuing differing goals, the volume of property currently under control by the City presents a unique opportunity to initiate change in the neighborhood.

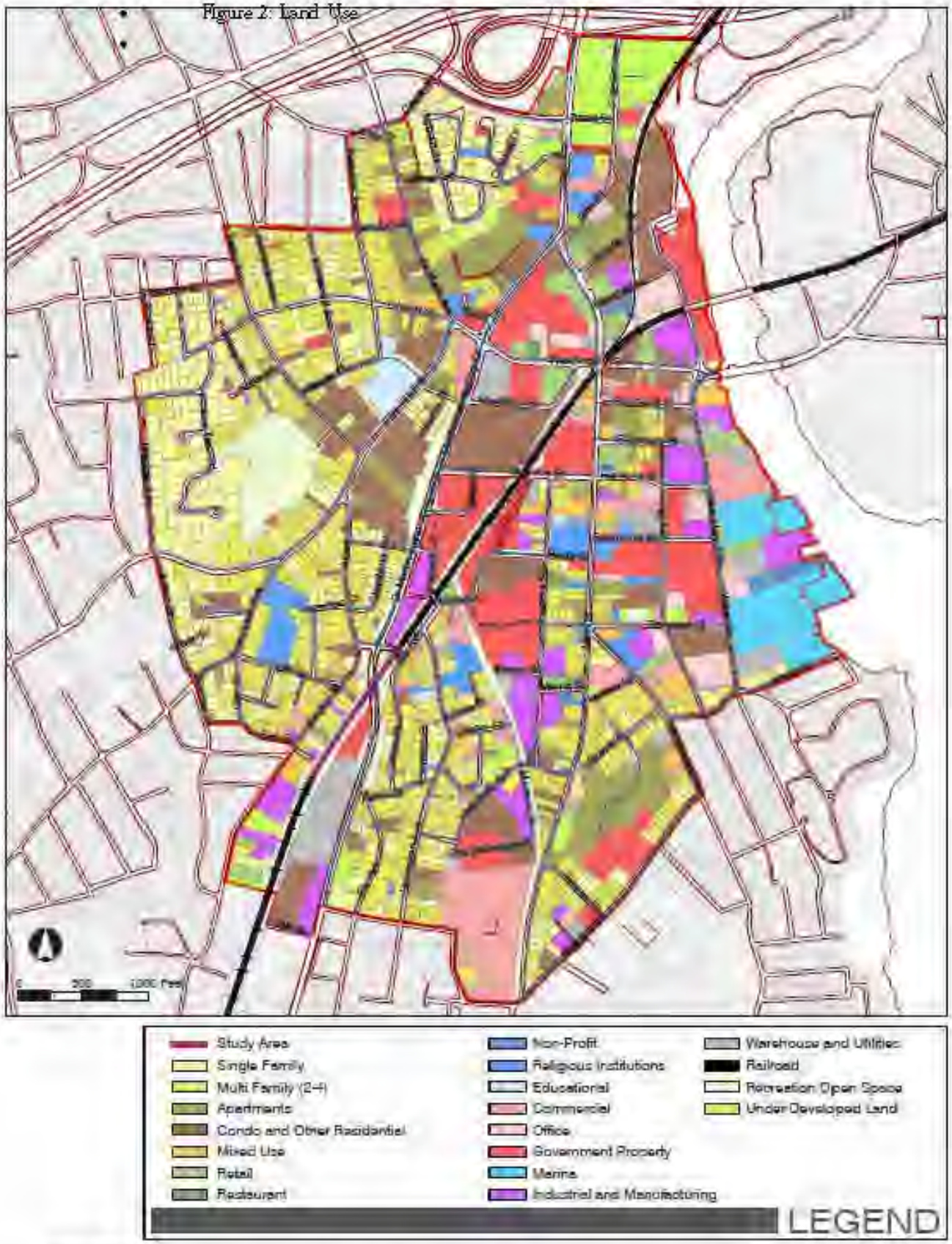


Figure 2: Land Use
Study Area
Single Family
Multi Family (2-4)
Apartments
Condo and Other Residential
Mixed Use
Retail
Restaurant
Non-Profit
Religious Institutions
Educational
Commercial
Office
Government Property
Marina
Industrial and Manufacturing
Warehouse and Utilities
Railroad
Recreation Open Space
Under Developed Land
LEGEND

Churches and religious institutions comprise another large property ownership segment within the Study Area. According to the Tax Assessor's Office, twenty-nine properties and over fourteen acres of land in the Study Area are utilized by different religious institutions. As civic-minded property owners and neighbors, each individual entity represents a possible partner for change in the neighborhood.

Another factor that is present in the South Norwalk Study Area is the effect that historic buildings have on land use choices. The Historic Districts along Washington Street reflect the historical land use of the area and currently influence land use through the building type. Historical three story brick buildings lend themselves to particular uses such as office space, perhaps residential conversion and eliminate other uses such as new types of industrial and manufacturing uses and open space.

The breadth and depth of the land use variety currently existing within the Study Area illustrates an extremely diverse area. This diversity of uses is an asset sought by many communities and a variety of uses is a critical characteristic of successful Transit Oriented Development districts. However, this range of land uses can contribute to an impression of a disjointed and fractured neighborhood. Maintaining land use diversity, while improving community cohesion is achievable through numerous techniques, such as wayfinding elements, connecting elements such as streetscape features, design guidelines, and zoning regulations.

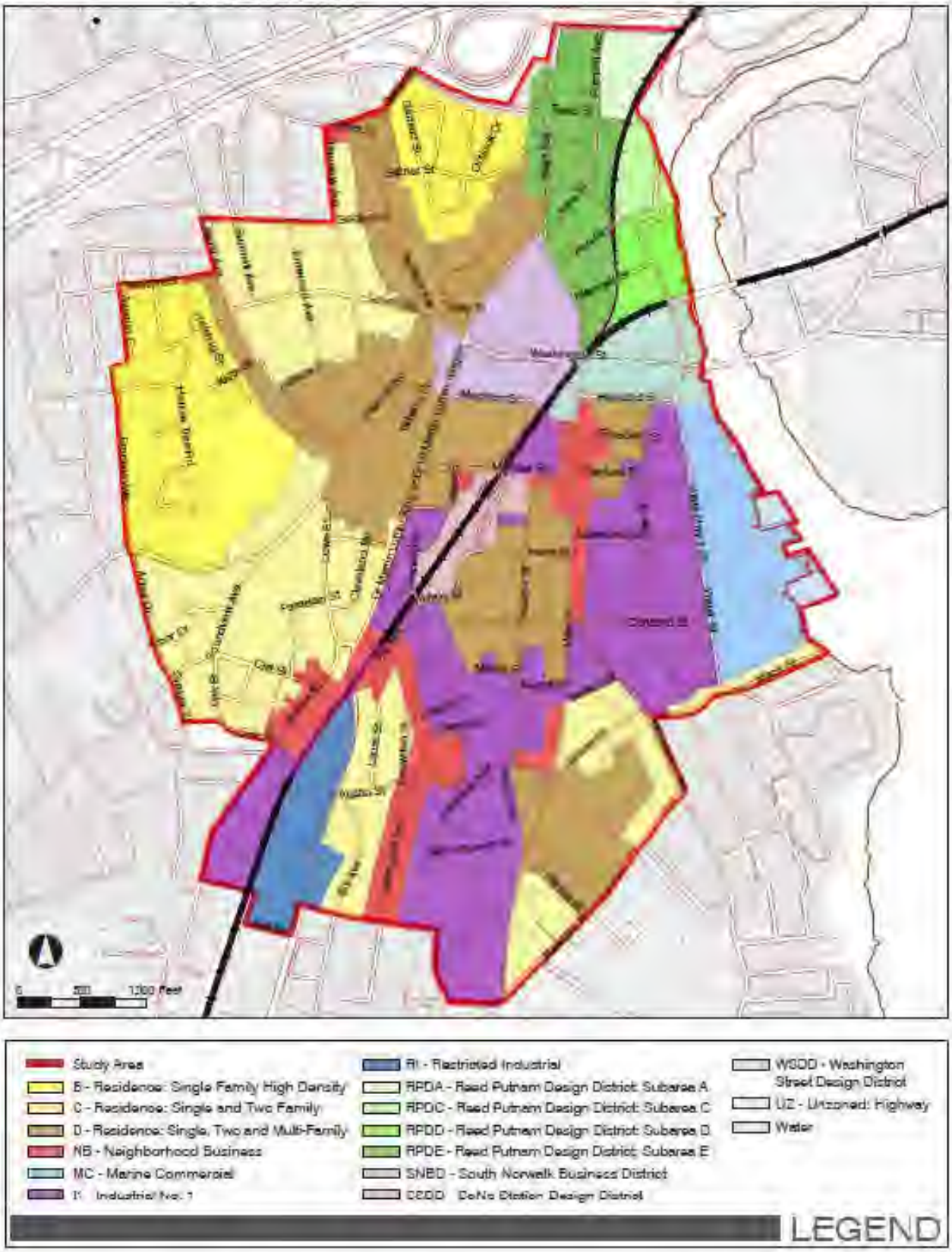
Zoning

The volume and expanse of the zoning districts in the South Norwalk Study Area is significant, but not unexpected given the range of existing land uses. The Study Area currently has 14 active zoning districts, as illustrated in Figure 3: Zoning. The use and physical regulation of each zoning district present in the Study Area has been reviewed to identify consistencies, patterns and variations when compared with Transit Oriented Development zoning characteristics. The South Norwalk Study Area contains the following zoning districts:

- B Residence: The B Residence zoning districts are located in the Study Area on Golden Hill in the area of Garner Street and on Flax Hill in the area of Hollow Tree Road. The purpose of this zoning district is to provide an area for single-family homes on lots no less than 6,250 square feet. Certain other uses, which are compatible with single-family homes and consistent with the allowed density, may be allowed by Special Permit. The B Residence zones regulate building height not to exceed 2.5 stories or 40 feet to the roof peak. The maximum building area cannot exceed 35% of the first 6,000 square feet of the lot, 30% of the next 2,000 square feet and 25% of any lot area in excess of 8,000 square feet.
- C Residence: The C Residence zoning districts are located in the Study Area on Golden Hill in the area of Couch Street and Elmwood Avenue, on Flax Hill in the area of Flax Hill Road and Lowe Street, along Ely Avenue and Laura Street and along Mack, Grove and parts of Meadow Streets. The purpose of this zoning district is to provide an area for single-family homes on lots no less than 5,000 square feet or two family homes on lots no less than 6,000 square feet. Certain other uses, which are compatible and consistent with the allowed density, may be allowed by Special Permit. The C Residence zones regulate building height not to exceed 2.5 stories or 40 feet to the roof peak. The maximum building area cannot exceed 35% of the first 6,000 square feet of the lot, 30% of the next 2,000 square feet and 25% of any lot area in excess of 8,000 square feet.

Figure 3: Zoning

FIGURE 3 ZONING



- D Residence: The D Residence zoning districts are located in the Study Area in the Golden Hill area along Fairfield Avenue, West Avenue, the northern portion of Flax Hill Road and Taylor Avenue, in the area of the rail station along Monroe and Chestnut Streets, and in the area of Novak and South Main Street. The purpose of this zoning district is to provide an area for single family, two family and multifamily homes of less than 12 units. Certain other uses, which are compatible and consistent with the allowed density, may be allowed by Special Permit. The D Residence zone allows single family homes on lots no less than 5,000 square feet, two family homes on lots no less than 6,000 square feet, multifamily homes with 3 to 6 units on lots no less than 7,500 square feet, and multifamily homes with more than 6 units on lots no less than 12,000 square feet. The D Residence zones regulate building height not to exceed 2.5 stories or 40 feet to the roof peak for single family and two family homes. Multifamily homes with more than 6 units the building height cannot to exceed 2.5 stories and 26 feet in height. The maximum building area for single family and two family homes cannot exceed 35% of the first 6,000 square feet of the lot, 30% of the next 2,000 square feet and 25% of any lot area in excess of 8,000 square feet. The maximum building area for multifamily homes with 3 to 6 units cannot exceed 30% of the first 7,500 square feet of the lot, 60% of any lot area in excess of 7,500 square feet. The maximum building area for multifamily homes with more than 6 units cannot exceed 25% of the first 12,000 square feet of the lot, 65% of any lot area in excess of 12,000 square feet.
- Neighborhood Business: The Neighborhood Business zoning districts are located in the Study Area along portions of South Main Street, Lexington Avenue and Bouton Street. The purpose of this zoning district is to provide an area for neighborhood retail and service needs at a scale consistent with surrounding residential areas, as well as encourage mixed-use development. Uses allowed in this zone includes single and two family homes, multifamily homes of less than 12 units, retail stores and business services with less than 8,000 gross square feet of floor area, offices with less than 8,000 gross square feet of floor area, restaurants with less than 2,500 gross square feet of floor area, banks, and other neighborhood compatible uses. Single and two family homes located within Neighborhood Business zones must comply with the lot and building requirements of Residential D zones. All other uses within the Neighborhood Business zones cannot exceed 2.5 stories and 35 feet in height and lot sizes must be at least 5,000 square feet.
- Marine Commercial: The Marine Commercial zoning district is located in the Study Area between Water Street and the Norwalk River, approximately between Haviland Street and Concord Street. The purpose of this zoning district is to protect existing water dependant uses and encourage development that is compatible with Norwalk's commercial harbor. Mixed use developments featuring offices, restaurants, retails, residences and promenades, which enhance water dependent uses and comply with the waterfront design guidelines, are allowed by Special Permit. Uses allowed in this zone feature marinas, recreational and commercial fishing and boating, waterfront clubs, and shipyards. The Maritime Commercial zone regulates building height not to exceed 4.5 stories and 52 feet above the base flood level. There are no minimum lot sizes in the Maritime Commercial zone. The maximum building area cannot exceed 35% of the lot for buildings and 80% of the lot for buildings and parking.
- Industrial No. 1: The Industrial No. 1 zoning districts are located in the Study Area along the west side of Water Street, toward the east of Lexington Avenue and portions of Bouton Street and Dr. Martin Luther King Jr. Drive. The purpose of this zoning district is to allow areas for manufacturing and related activities that remain compatibles with adjacent residential areas. Uses permitted in the Industrial No. 1 zone include manufacturing, storage facilities, offices, retail businesses, other similar activities, and all uses permitted in Residence C zones. The Industrial No 1 zones regulate building height not to exceed 4 stories and 50 feet on lots less than 30 acres. On lots greater than 30 acres, 6 stories and 72 feet are allowed, however there are currently no lots

within the Study Area, that are zoned Industrial No 1 and greater than 30 acres. The maximum building area cannot exceed 50% of the lot for buildings and 90% of the lot for buildings and parking.

- Restricted Industrial: The Restricted Industrial zoning district is located in the Study Area between Dr. Martin Luther King Jr. Drive and the railroad right of way, north of Taft Street. The purpose of this zoning district is to allow areas for light industrial manufacturing and compatible uses such as artist workspace and college and university uses. Uses permitted in the Restricted Industrial zone include manufacturing, research and development, limited college and university offices, and limited artist workspace. The Restricted Industrial zones regulate building height not to exceed 4 stories and 55 feet and lots must be 43,560 square feet or greater. The maximum building area cannot exceed 50% of the lot.
- Reed Putnam Design District: The Reed Putnam Design District is located in the Study Area between Washington Street and interstate 95 and between the North Main Street/West Ave corridor and the Norwalk River. The purpose of this zoning district is to encourage the redevelopment of the unique area located adjacent to the Norwalk River and the junction of Interstate 95 and Route 7. The zoning district is divided into 5 subareas with specialized use and building requirements. Reed Putnam Design District subareas A, C, D, and E are located within the Study Area. The specifics of each Reed Putnam Design District subarea located within the Study Area are reviewed below.
    - Reed Putnam Design District – Subarea A: The Reed Putnam Design District – Subarea A zoning district is located in between Putnam Avenue and the railroad right of way, north of Reed Street. The principal uses permitted in Subarea A include offices, transportation terminals, open-space, and childcare centers. Accessory uses permitted for Subarea A include off-street parking structures, commercial communication antennas, and lots and restaurant, cafeteria, retail and service uses less than 5% of the gross building floor area. The Subarea A regulates office building height not to exceed 15 stories and 200 feet and parking garages 5 stories and 45 feet. Lots must be 4 acres or greater and the maximum building area for buildings and parking cannot exceed 75% of the lot.
    - Reed Putnam Design District – Subarea C: The Reed Putnam Design District – Subarea C zoning district is located east of the railroad right of way and north of Ann Street. The principal uses permitted in Subarea C include multifamily dwellings, hotels, open-space, childcare centers, and retail stores, restaurants and offices. Accessory uses permitted for Subarea C include off-street parking structures and lots, commercial communication antennas, and marinas and marina related facilities. The Subarea C regulates residential building height not to exceed 6 stories and 72 feet, mixed use building height not to exceed 8 stories and 110 feet, and hotel building height not to exceed 12 stories and 150 feet. Lots must be 2 acres or greater and the maximum building area for buildings and parking cannot exceed 80% of the lot.
    - Reed Putnam Design District – Subarea D: The Reed Putnam Design District – Subarea D zoning district is located south of Ann Street in between the railroad right of ways and the Norwalk River. The principal uses permitted in Subarea D include multifamily dwellings, including artist studios, museums, retail stores, offices and restaurants, parking structures, and child care centers. Accessory uses permitted for Subarea D include off-street parking structures and lots, commercial communication antennas, marinas and marina related facilities, theaters and open space. The Subarea D regulates parking garage and residential building heights not to exceed 6 stories and 72 feet. Lots must be 1 acre or greater and the maximum building area for buildings and parking cannot exceed 90% of the lot.

- Reed Putnam Design District – Subarea E: The Reed Putnam Design District – Subarea E zoning district is located in between North Main Street/West Ave corridor and the railroad right of way and Putnam Avenue. The principal uses permitted in Subarea E include offices, theaters, museums, multifamily dwellings, places of worship, elderly housing, banks, restaurants, business schools, retail stores and business service shops, open-space and child care centers. Accessory uses permitted for Subarea E include off-street parking structures and commercial communication antennas. The Subarea E regulates residential building height not to exceed 4 stories and 50 feet. Lots must be 7,500 square feet or greater for multifamily dwellings and elderly housing uses. For mixed use, commercial and industrial uses there is no minimum lot size. The maximum building area cannot exceed 50% of the lot for buildings and 80% of the lot for buildings and parking.

- South Norwalk Business District: The South Norwalk Business District zoning district is located in the Study Area north of Madison Street between West Ave and North Main Street. The purpose of this zoning district is to allow areas for retail, offices, service shops, multifamily dwellings and mixed use development at an urban scale. Uses permitted in the South Norwalk Business District zone include all uses permitting in D Residence zoning districts, offices, banks, hotels, retail stores, restaurants, theaters, research and development, off-street parking, museums, mixed use development, schools and meeting spaces. The South Norwalk Business District zone regulates building height and building area in the same manner as the D Residence zoning district.
- SoNo Station Design District: The SoNo Station Design District zoning district is located at the South Norwalk Rail Station and the properties immediately adjacent to it. The purpose of this zoning district is to upgrade the commuter facilities, and develop intensive residential and commercial development consistent with neighborhood scale and character. Uses permitted in the SoNo Station Design District zone include commuter facilities, multifamily dwellings, retail stores, health clubs, offices, banks, restaurants, theaters, childcare centers, open space, off-street parking facilities and museums. Twenty percent of all dwelling units in the SoNo Station Design District are required to be affordable to low and moderate income families and individuals. The SoNo Station Design District zone regulates building height not to exceed 7 stories and 80 feet for commuter parking and 4 stories and 45 feet for all other structures. Lots must be a minimum of 2 acres. The maximum building area cannot exceed 50% of the lot for buildings, 90% of the lot for buildings and parking and 30% open space.
- Washington Street Design District: The Washington Street Design District zoning district is located in the Study Area is approximately bounded by the railroad right of way, Haviland Street and the Norwalk River. The purpose of this zoning district is to encourage the preservation and enhancement of Washington Street Historic District through the mixed use of existing structures and by maintaining the established character of the area. Uses permitted in the Washington Street Design District zone include retail stores, offices, banks, restaurants, museums, theaters, off-street parking and dwellings, if located above another permitted use. The Washington Street Design District zones regulate building height not to exceed 4 stories and 50 feet. If public amenities are provided as part of the project, the maximum building height may be extended to 5 stories and 72 feet. There are no minimum lot sizes. The maximum building area cannot exceed 90% of the lot.

The South Norwalk Study Area contains a considerable range of zoning regulation characteristics; when compared with typical Transit Oriented Development zoning regulations there are areas of consistency and discrepancy that highlight the unique attributes of South Norwalk and that may require adjustment to capitalize future developments. The zoning districts contain a diverse mix of uses, but the

dimensional standards are consistent across many of the uses. The zoning districts allow for areas of significant density, but are employed in patterns that are not typical for Transit Oriented Development. These unique conditions of the South Norwalk Study Area are examined below in the context of typical Transit Oriented Development zoning characteristics.

Allowed Uses

The mix and variety of uses allowed by zoning in the South Norwalk neighborhood surrounding the train station is consistent with typical Transit Oriented Development districts in many ways. Transit Oriented Districts typically possess a mix of uses with a high concentration of residential uses and emphasize pedestrian oriented uses at the street level. The South Norwalk Study Area is currently zoned to allow a mix of uses, with the most prominent use being residential. Additionally, key corridors within the Study Area are zoned for first floor retail, restaurant and professional service uses.

The Study Area's mix of uses is reflective of South Norwalk's various assets. The Reed Putnam zoning districts seek to capitalize on the extremely convenient vehicular access to both Interstate 95 and Route 7. The Washington Street Design District uses the historical assets along that portion of Washington Street to create a unique building stock for a vibrant neighborhood. The Marine Commercial zoning district is indicative of the Norwalk Harbor's history as an active commercial waterway. The industrial zones, which are located along the rail line and adjacent to the Marine Commercial zones, reflect the traditional need for manufacturers to either transport or receive goods by rail or water.

One way that South Norwalk differs from typical Transit Oriented Development districts is that it allows for relatively little office development; instead, South Norwalk has a significant quantity of industrial-zoned space. These districts could be used for specialty manufacturing and production, research, light industrial and/or smaller scale offices—especially creative class professional offices. While such uses provide desirable employment opportunities and tax revenues, they must be thoughtfully planned in order to ensure that they successfully coexist with adjacent residential uses. Given South Norwalk's smaller scale lots, we anticipate that most such developments would be owner occupied, build-to-suit infill or adaptive reuse in nature.

The current South Norwalk Study Area zoning regulations provide an opportunity for an extremely vibrant neighborhood and community to exist. However the uses have not received the investment required for continued optimal utilization. Figure 4: Building Age identifies the age of the buildings in the Study Area and illustrates that the housing stock immediately around the train station is older than many other areas of the Study Area. As planned improvements for the Study Area move forward, it is reasonable to expect that some investment in adjacent properties will occur. Programs that encourage and incentivize improvements to the existing uses could be employed to encourage incremental improvements to properties and uses throughout the Study Area. The mix of uses allowed by the existing zoning regulations is appropriate for Transit Oriented Development districts. The existing uses require investment for the Study Area to reach its potential as a vibrant mixed use district, but the zoning regulations should not preclude or obstruct revitalization efforts of the Study Area.

Figure 4: Building Age
0
500
1000 Feet
Study Area
1740–1869
1861–1900
1901–1930
1931–Present
LEGEND

Pattern Characteristics

The zoning regulations in the South Norwalk Study Area were analyzed for key patterns in their relationship to the train station and compared with typical characteristics of Transit Oriented Development districts. Through this analysis several key patterns related to use, density, and dimensions emerged as inconsistent, if not contradictory with typical Transit Oriented Development patterns.

Use Patterns

Although the mix of uses allowed by the zoning regulations in the Study Area is consistent with typical Transit Oriented Development districts, the manner in which the land use regulations are currently employed is not conducive to developing a consistent neighborhood fabric and could even prevent such a fabric from developing. One such example is the inconsistent and non-continuous application of the Neighborhood Business district on South Main Street. The purpose of the Neighborhood Business district is to encourage mixed use development and provide areas for neighborhood scaled businesses to serve the community. This type of use directly contributes to the pedestrian orientation of the street network, a key characteristic of Transit Oriented Development districts. South Main Street is a main neighborhood corridor that runs through the South Norwalk neighborhood connecting to the SoNo and Reed Putnam districts in the north. On South Main Street this zoning district is present on both sides of the street for approximately two blocks, continues the east side for a block and half, ends for one block, and then re-emerges on the west side of the street for a block. Applying this district continuously to both sides of South Main Street from Grove Street to Elizabeth Street, would create the opportunity to develop an active pedestrian friendly corridor.

Another example of land use regulations not being conducive to developing a consistent neighborhood fabric is the near isolation of residential uses on the east side of the train station. This residential area is bounded by industrial zoning to the north, south, and east and the railroad station property and right of way to the west. The northeast corner of this area does connect to residential districts that reach the SoNo district through the Neighborhood Business district. Additionally the residential uses in this relatively small area are further diluted by several churches and schools. The area is not large enough to maintain a residential identity. The absence of a strong residential presence in this location, directly adjacent to the transit access is not ideal for a Transit Oriented Development district. The adjacent SoNo Station Design District is perhaps a missed opportunity to provide a more appropriate transition of uses for this residential area. Although the SoNo Station Design District, which includes the property immediately surrounding the train station, allows for a mix of uses, including residential, and is consistent with the Transit Oriented Development districts, it is not large enough to provide these uses on its own or significantly contribute to the residential neighborhood to the east.

Density Patterns

The density characteristics of the South Norwalk Study area also contain elements of typical Transit Oriented Development districts employed in an atypical manner. In typical Transit Oriented Development districts, high density developments are allowed. These are typically residential uses and are located directly adjacent to the transit service. The close proximity and convenient access to transit service is the unique amenity provided by these developments. The density levels decline as development moves further from the transit station and the amenity and convenience of the transit service is reduced. The zoning regulations for the South Norwalk Study Area allow for areas of high

density, but these areas are not near the transit center. High density development in the Study Area is allowed in the Reed Putnam Design Districts and the South Norwalk Business District. Both of these zoning districts are north of Washington Street and beyond a quarter mile walk from the train station. The Reed Putnam Design Districts are more than a half mile walk from the train station. Furthermore the zoning regulations for the areas immediately surrounding the ITC allow a significantly lower density than is typically found in Transit Oriented Development. The SoNo Station Design District limits the heights of all non-parking garage structures to four 4 stories and 45 feet. Although these building heights are consistent with the allowable heights adjacent to the train station and throughout the majority of the Study Area, these restrictions prevent South Norwalk from capitalizing on the transit facility as a development asset and is not consistent with typical Transit Oriented Development characteristics.

Dimensional Standards

Through the analysis of the Study Area's zoning regulations, a unique pattern regarding the dimensional standards was identified. In spite of the wide array of uses and range of zoning districts found in the Study Area, and in contrast with typical Transit Oriented Development districts, the dimensional standards for the majority of zoning districts are extremely consistent. Nine of the Study Areas' fourteen zoning districts have height restrictions ranging between 2.5 stories or 40 feet and 4.5 stories and 55 feet. This is an extremely narrow range given the diversity of uses that are permitted in the Study Area and unusual for a Transit Oriented Development district. The zoning districts that allow building sizes greater than 4.5 stories or 55 feet are all located north of Washington Street in three of the four Reed Putnam Design Districts, the South Norwalk Business District and the Washington Street Design District. Although the consistent building dimensions provides some uniformity to the diverse array of uses found in the Study Area, the height restrictions, particularly in the SoNo Station Design District, are inconsistent with the goals and characteristics of Transit Oriented Development.

Flood Zones

The 2010 FEMA flood maps for South Norwalk as well as Geographic Information Systems received from the City of Norwalk indicate there are no 500-year flood zones in the Study Area. However there are significant portions of the Study Areas that are covered by the 100-year flood zones. As illustrated in Figure 5: Flood Zones the 100-year flood zone areas are located east of South Main Street, primarily along the Water Street corridor from Haviland Street to Burritt Ave.

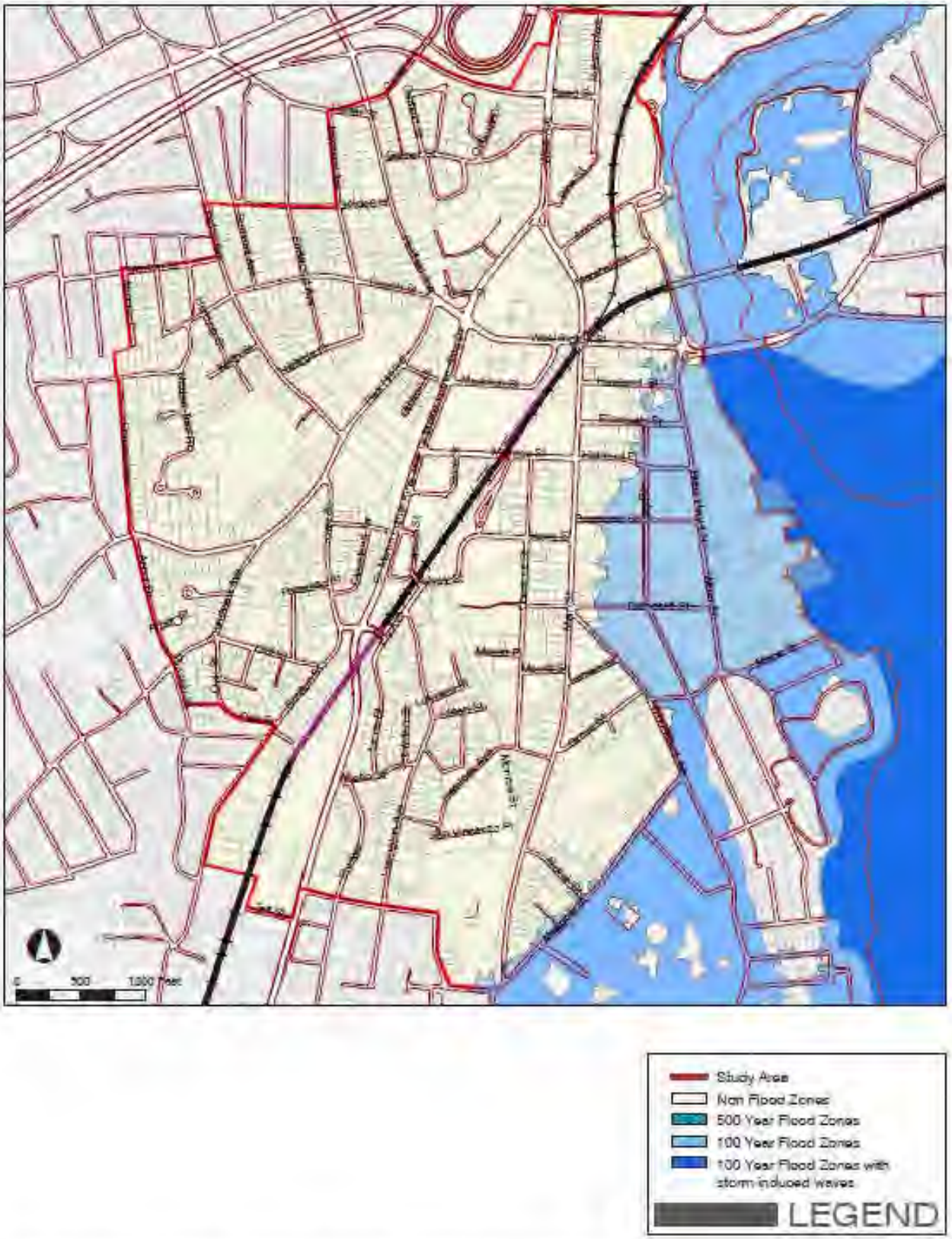
The majority of the areas within the 100-year flood zone are either Marine Commercial or Industrial No. 1 zoned properties. The existing uses in this area generally conform to the zoning regulations, with the exception of property owned by the City of Norwalk. The City owns several key parcels within the flood zones, most notable is the Washington Village public housing complex located between Day, Water, Raymond and Concord Streets. West of Washington Village is the City-owned open space, Ryan Park. North of Washington Village is a series of undeveloped parcels along Day Street also owned by the City of Norwalk. These parcels are noteworthy because as City-owned properties they represent key redevelopment opportunities for the City of Norwalk, however because they are located within the 100-year flood zone, state regulations apply to any development. Flood Management Certification is required as part of state funding application process for any construction within the 100 or 500 year flood zones. Flood Management Certification is a permit issued by the Connecticut Department of Environmental Protection (CTDEP). Flood Management Certification must be submitted by any state

agency proposing an activity within or affecting a floodplain. According to the CTDEP website there are four specific activities that trigger this requirement. They include the following:

1. Proposing a structure, obstruction or encroachment within a floodplain
2. Proposing site development that increases peak runoff rates
3. Any grant or loan which affects land use, land use planning or the disposal of properties in floodplains
4. Any program regulating flood flows within the floodplain

While the requirement for Flood Management Certification does not preclude redevelopment planning or construction from occurring within floodplains it is an example of the complexities that accompany any actions that affect floodplains. Flood plain complexities should be considered in advance of any action taken within these identified areas, but these issues should not prevent using the city controlled properties as key elements in neighborhood development initiatives.

Figure 5: Flood Zones



The South Norwalk neighborhood is an established and important entity within the City of Norwalk. A series of plans, studies and city planning initiatives have occurred in South Norwalk due to the area's assets and the increased likelihood of experiencing change. Evaluating these efforts is important to understanding the recent evolution of the South Norwalk neighborhood and ongoing initiatives. Understanding these plans, studies and initiatives in the context of Transit Oriented Development will be critical to establishing continuity with these efforts and developing a successful Transit Oriented Development Master Plan. A selection of recent plans and studies pertaining to South Norwalk has been identified and their findings in relationship to Transit Oriented Development are reviewed below and their respective study areas relative to the South Norwalk Study Area are illustrated in Figure 6: Study Areas of Previous Plans and Initiatives.

Plan of Conservation & Development (2008)

The Plan of Conservation & Development for the City of Norwalk was completed in 2008 by Chan Krieger Sieniewicz. This plan was an update to the 1990 Plan of Conservation & Development. The purpose of both the 1990 Plan of Conservation & Development and the 2008 update was to balance the preservation and protection of the City of Norwalk's assets while allowing and directing development and growth in appropriate locations and at suitable scales. This document provides guidance to planning and development initiatives throughout the entire City of Norwalk.

Although this document applies to the entire City of Norwalk, particular attention has been paid to South Norwalk. South Norwalk was recognized as an area of the city that possessed a high likelihood of change and therefore its needs were examined in depth in the 2005 South Norwalk Planning Study (discussed below) to inform and support recommendations made in the Plan of Conservation & Development.

The Plan of Conservation & Development recognized the environmental and circulation benefits of Transit Oriented Development. Recommendations made in this plan that pertain to South Norwalk ranged across a series of topics.

<u>Specific recommendations made for South Norwalk include:</u>

- Improve Ryan Park to accommodate the residents' needs
- Develop mixed income housing on city-owned property on Day Street
- Enhance the pedestrian environment and experience on Main Street
- Strengthen redevelopment efforts by encouraging mixed use mixed use development at the Reed Putnam area
- Expand the retail mix in SoNo while maintaining its diversity
- Explore opportunities for mixed use redevelopment in South Norwalk
- Revisit planning goals for the Webster Block
- Establish Village District in Golden Hill area along Cedar Street
- Preserve the architectural qualities of South Main and Washington Streets

<u>Specific recommendations made for the South Norwalk train station include:</u>

- Provide adequate parking at the train station
- Plan for around-the-clock uses

- Redevelop the east side of the station in a multi-modal service center
- Conduct an intermodal feasibility study

General recommendations made for the City of Norwalk that are consistent with Transit Oriented Development include:

- Encourage multi-modal transit connections
- Establish bike lanes in appropriate locations
- Implement traffic calming elements
- Enhance pedestrian environments to support economic revitalization and encourage transit use
- Improve pedestrian convenience and safety at bridges and overpasses
- Public parking policies should support economic growth by making on street parking convenient and creating centralized shared parking facilities
- Encourage new development around transit access
- Continue to support capital budget for street and plaza improvements

South Norwalk Planning Study (2005)

The South Norwalk Planning Study was completed in 2005 by Chan Krieger & Associates. The purpose of this study was to inform the City of Norwalk's 2008 Plan of Conservation and Development of South Norwalk's existing conditions and the community's perspective on potential change to their neighborhood. The South Norwalk Planning Study examined the land use, zoning, transportation network, and the public open space in the report's Study Area. The report's Study Area was bounded by Washington, Water, Concord Streets and Martin Luther King Jr Drive. The report also provides detailed redevelopment plans for the train station, the South Main Street Corridor, Ryan Park and the city owned properties on Day Street.

The South Norwalk Study strongly advocates for many elements consistent with key characteristics of Transit Oriented Development districts to be implemented within its Study Area. The recommended elements include encouraging mixed use development, improving the pedestrian environment and specific redevelopment plans for the eastbound side of the railroad station. These plans include the creation of a public park, two levels of structured parking below grade, new residential buildings with ground floor retail and the reconfiguration of the vehicular circulation.

Figure 6: Study Areas of Previous Plans and Initiatives

Figure 6: Study Areas of Previous Plans and Initiatives

The Webster Block Planning and Urban Design Study (2004)

The Webster Block Planning and Urban Design Study was completed in 2004 by SEA Consultants, Inc. The purpose of the Study was to examine the Webster Block's redevelopment options and craft a development concept that leveraged the sites existing opportunities and assets. The Webster Street Block Study Area is the area roughly bounded by Martin Luther King Jr. Drive, North Main and Madison Streets. The Webster Street Block is located within the South Norwalk Study Area and occupies a critical location within the South Norwalk neighborhood. The Webster Street Block is west of the SoNo district, south of the planned 95/7 development area and less than a half mile north of the South Norwalk train station.

Due to its proximity to the South Norwalk train station the Webster Street Block is an ideal candidate for redevelopment as a Transit Oriented Development site. The Webster Block Planning and Urban Design Study development concept contains characteristics consistent with this approach including a mixed use high density development and a pedestrian friendly environment. Although the Webster Block Planning and Urban Design Study does not directly include the South Norwalk train station, a high density mixed use development consistent with the development concept presented in the Webster Block Planning and Urban Design Study would enhance South Norwalk as a Transit Oriented Development district.

South Norwalk Rail Station and Intermodal Facility Study (2009)

The South Norwalk Rail Station and Intermodal Facility Study was completed in 2009 by Wendel Duchscherer Architects and Engineers. The purpose of the Study was to examine the South Norwalk train station site and determine how it could be upgraded to an integrated intermodal facility. The focus of the study was on the east side of the railroad right of way, which remains largely undeveloped and contributes to multi-modal congestion. This study included the conceptual design of an intermodal facility on the east side of the railroad right of way. The Study included examining all of the property associated with the South Norwalk train station, but the focus was the station property bounded by Monroe, Chestnut, Henry and Mulvoy Streets and the railroad right of way.

This Study support's the City of Norwalk's goal to develop the South Norwalk train station into a fully integrated intermodal facility that provides safe and easy connections between multiple forms of transportation. By becoming a more efficient and effective transit center, the South Norwalk train station will enhance itself as the anchor to the South Norwalk neighborhood and future development. The Preferred Alternative Concept Plan proposed by this study provides two-story pedestrian and vehicular movement for improved circulation, two new mixed use buildings that conform to the South Norwalk Railroad Station Design District requirements, and either a 280 car below grade parking structure or 170 surface parking spaces. The Preferred Alternative Concept Plan is intended to integrate with the scale and character of the surrounding South Norwalk neighborhood, while simultaneously creating a gateway feature for passengers arriving in South Norwalk.

South Main Corridor Urban Renewal Plan (1990)

The South Main Corridor Urban Renewal Plan was adopted by the City of Norwalk in September of 1990. The purpose of this plan was to create an Urban Renewal Project Area along the South Main Street corridor. The Urban Renewal Project Area is roughly bounded by Haviland Street to Concord Street and Day Street to the South Norwalk railroad station property. The Urban Renewal Project Area

is intended to focuses efforts to prevent the deterioration and blight from this business corridor that is surrounded by residential neighborhoods. The plan promotes an urban renewal strategy for the South Main Street corridor that encourages new mixed use development that reinforces the pedestrian environment while protecting and reinforcing the existing residential neighborhoods included in the Urban Renewal Project Area.

The South Main Corridor Urban Renewal Plan includes specific initiatives related to the South Norwalk railroad station and general recommendations that contribute to Transit Oriented Development characteristics. A recommendation specific to the South Norwalk railroad station is the pursuit of maximizing the development potential of the immediate railroad station area with a mix of uses that enhances the neighborhood. The acquisition of the properties along Chestnut Street between Henry and Monroe Streets is suggested to achieve this development goal.

Beyond the recommendations specific to the railroad station, The South Main Corridor Urban Renewal Plan includes recommendations that create an environment with many of the same characteristics that are critical in comprising a Transit Oriented Development district. The recommendations include improving the pedestrian environment throughout the Urban Renewal Project Area, strengthening the connection between the railroad station and the SoNo historic district, and encouraging neighborhood scaled mixed use development.

Property ownership patterns can provide key insight into a district's susceptibility to change and identify the locations where that change is most likely to occur. Properties that are non-owner occupied principally function as investments for their owners. Therefore these properties tend to possess a higher likelihood of sale, redevelopment or alteration, especially when area conditions change. Identifying non-owner occupied properties and their patterns can identify certain sections of a district or neighborhood that could be more susceptible to changing conditions.

Owner Occupied Properties

Traditionally owner occupancy has been an indication of stability, as property owners are more likely to invest in the homes and neighborhoods that they are living in. However, over the last several years, homeownership has increasingly resulted in foreclosures. In neighborhoods where foreclosures have been concentrated, blight has been the unintended result of homeownership. As referenced in the Economic and Market Analysis section of this Existing Conditions Evaluation Report, South Norwalk has not experienced a high concentration of foreclosures. Due to the instability experienced within the national and local housing markets and lending practices over the last three years, homeownership may continue to be an inconsistent indicator of neighborhood stability.

According to the City of Norwalk's Tax Assessor's Office there are 1,565 properties located within the South Norwalk Study Area. Of the Study Area properties, approximately 78% include residential uses. Of all the residential properties in the Study Area approximately 66% are owner occupied while 34% are non-owner occupied. The distribution of owner occupied and non-owner occupied residential properties is illustrated in Figure 7: Owner Occupied Residential Properties. The areas with concentrations of non-owner occupied properties tend to be anchored by the Study Area's few apartment complexes, such as the Monterey Village Apartments and the St. Paul's Terrace Housing. Other than these areas, the only clustering of non-owner occupied properties appears to be along the length of Fairfield Avenue. Although additional external pressures could change the ownership landscape in South Norwalk, the clusters and concentrations of non-owner occupied properties as presently arranged do not appear to be in a position to threaten the stability of the Study Area.

Land Ownership

Another ownership pattern that can significantly increase an area's likelihood of change is that of single ownership entities that control large and adjacent properties. Identifying these ownership groups and their properties can be critical to tracking potential change that may occur at a large scale. These types of owners can be susceptible to the external pressures of development entities interested in assembling and redeveloping properties. Those ownership groups that are controlled by a single person or family also remain susceptible to sudden change due to internal pressures, such as illness or retirement needs.

The South Norwalk Study Area has only several major property holders. Of the 1,565 properties within the Study Area there are only three property owners, identifiable by Tax Assessor's Office records, that individually own more than ten properties located within the Study Area, as is illustrated in Figure 8: Large and Adjacent Properties of Single Ownership. The vast majority of Study Area property owners control only one parcel within the Study Area. Of the three property owners that own multiple Study Area properties, the City of Norwalk controls thirty-eight, the highest number of properties. The City of Norwalk's properties include the Police Station, Washington Village, Ryan Park, The Columbus Magnet School, the South Norwalk train station and other properties of various sizes and functions.

Figure 7: Owner Occupied Residential Properties

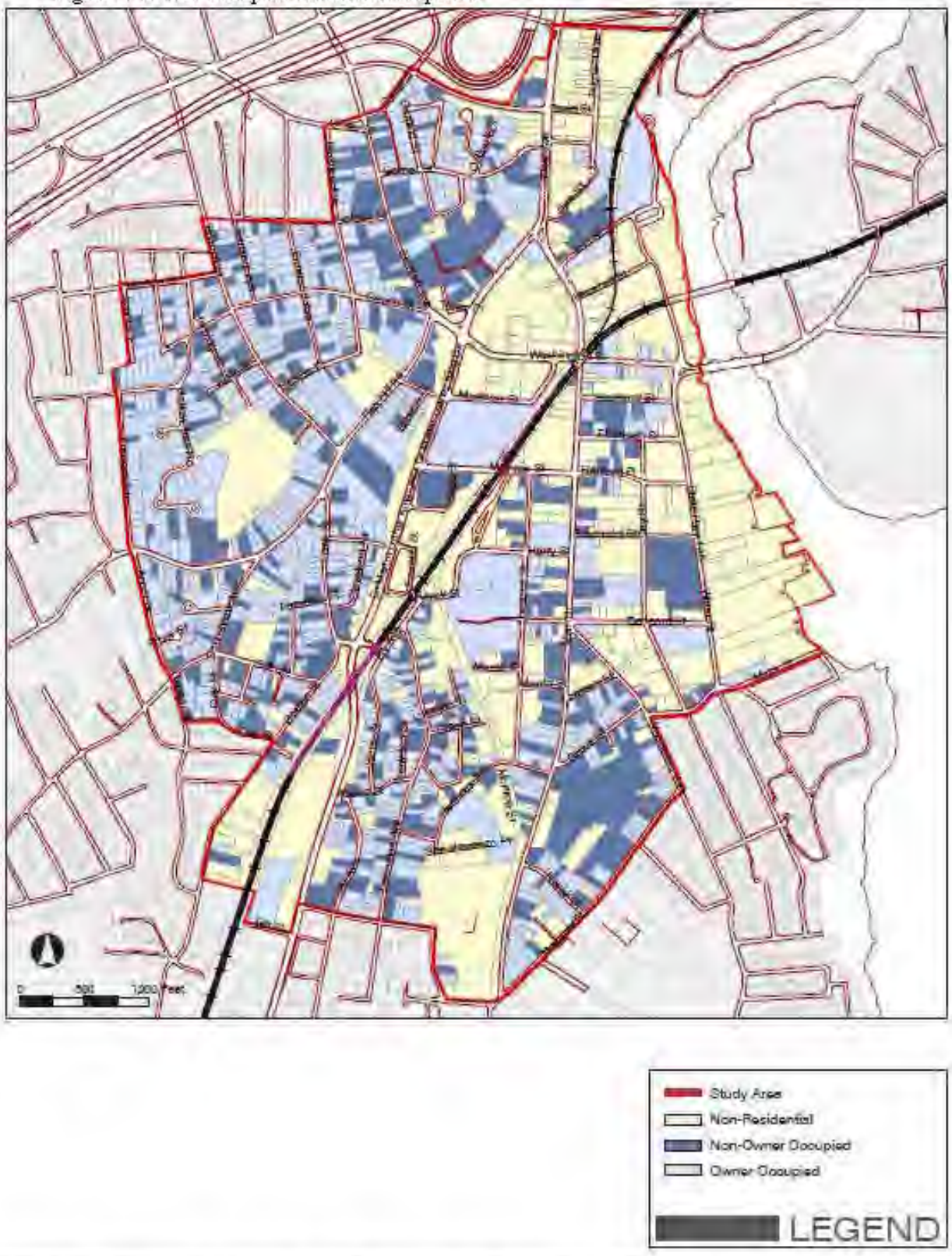
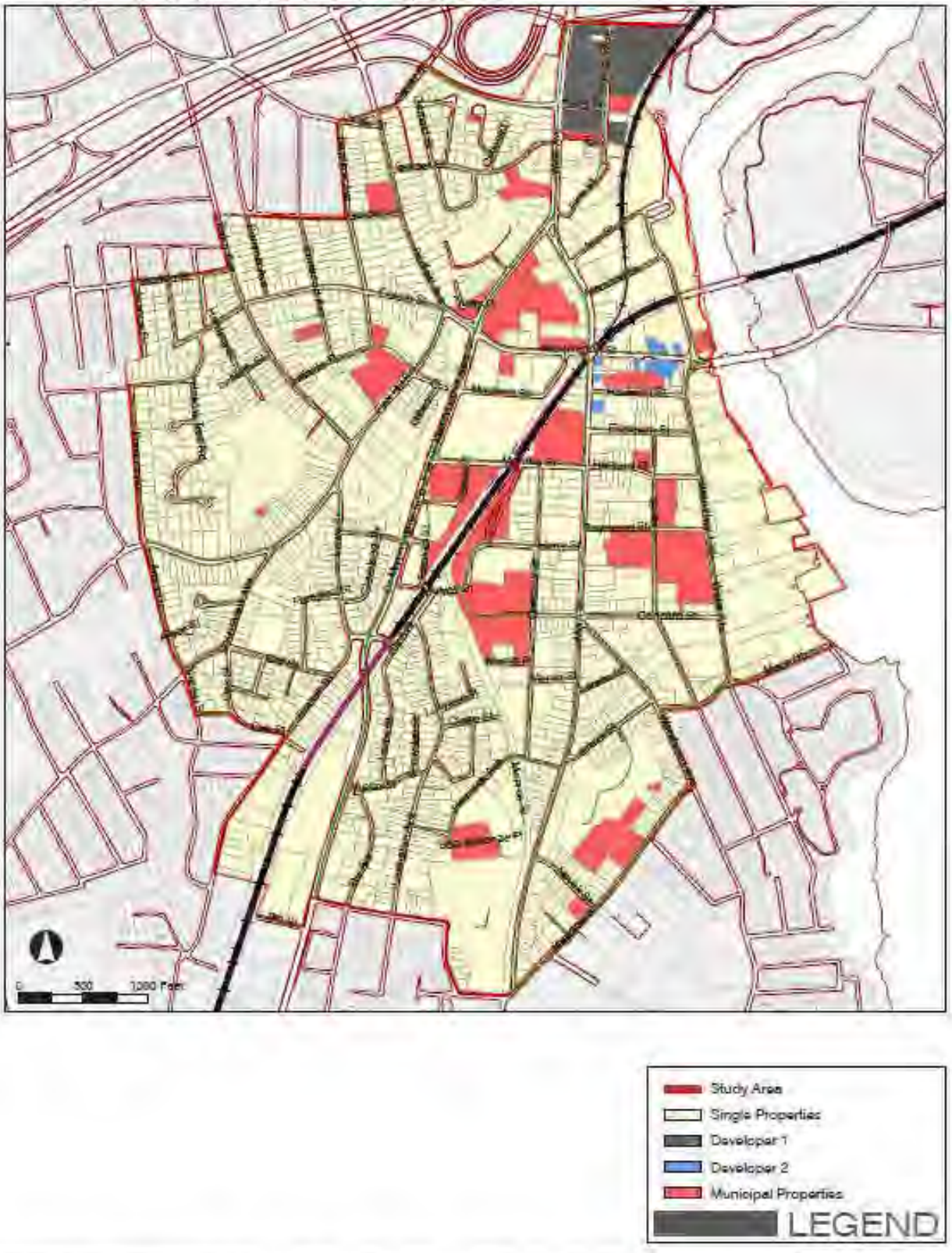


Figure 8: Large and Adjacent Properties of Single Ownership

Figure 8: Multiple Properties Ownership Patterns



The City of Norwalk may choose to redevelop some of these properties as part of revitalization efforts in the area, but many of the properties are highly unlikely to change. The ownership entity of 95/7 Ventures controls twenty eight properties. Predictably these properties are clustered in the Reed Putnam area and are the location for significant planned redevelopment. The Washington Row Preservation condominium association controls eleven properties. These properties are all located along Washington and Main Streets in the South Main and Washington Street Historic District and are unlikely to experience significant changes that would contribute to considerable redevelopment projects. A key member of the Washington Row Preservation condominium association that is worth noting is T.R. SONO Partners. T.R. SONO Partners is an affiliate of F.D. Rich Company, a real estate management and development company headquartered in Stamford CT. In addition to owning a number of retail condominium units in the Washington Row Preservation properties, T.R. SONO Partners also owns six properties in the SoNo district. Of the six properties one is located on Washington Street and five are located on the north end of South Main Street. According to the Norwalk Redevelopment Agency T.R. SONO Partners control approximately 90,000 SF of retail space in South Norwalk. Although properties in the South Main and Washington Streets Historic District are less likely to experience significant change due to the historic designation and that the buildings themselves significantly contribute to the area's character and attractiveness, T.R. SONO partners is worth noting given its affiliation with a significant development company and the amount of property it controls. The Study Area's ownership diversity is an indication of an area that is not likely to experience significant sudden change, with the exception of the planned 95/7 development.

The reality and perception of safety in the South Norwalk Study Area is a primary and consistent concern among residents and businesses owners. Issues of neighborhood safety affect how an area is perceived and approached by residents, businesses, patrons, commuters, and investors. Although crime exists in all communities, promptly addressing criminal incidents, the sources of the incidents and the physical environments conducive to criminal activity are the means to effectively combating these issues.

Interviews with members of the Norwalk Police Department and a review of incident data indicate that the rate of incidents which occur within the South Norwalk Study Area is consistent with the rate of incidents that occur throughout the City of Norwalk. A review of crimes and code violations within the Study Area over the last three years (2007, 2008, and 2009) reveal a crime and code incident rate that has held steady and has experienced very little fluctuation. The crime and code incidents which have occurred during that period have been distributed fairly consistently throughout the Study Area.

Urban design and, more specifically, Transit Oriented Development, can be incorporated in and contribute to comprehensive safety improvement plans and initiatives for South Norwalk. The urban planning principle of "Eyes on the Street" improves community safety by increasing the volume of activity generated by pedestrians, shop owners, patrons and residents. Criminal behavior is less likely to occur in busy and active locations. Transit Oriented Development urban design features, such as first floor retail, mix of uses, orientation of buildings and enhanced streetscape elements, including street lights and benches, can be implemented to increase the "eyes on the street" and therefore increase community safety. Through these means Transit Oriented Development principals can be implemented as part of a larger comprehensive safety improvement strategy to improve the South Norwalk Study Area.

Urban planning initiatives specific to improving safety within the South Norwalk Study Area have been detailed in the project Goals and Objectives that were developed through public outreach and engagement with the South Norwalk community. The project Goals and Objectives are included in this report as Appendix A. A comprehensive safety improvement plan should be developed for South Norwalk, and urban design initiatives such as those featured in the project Goals and Objectives should be incorporated within that plan.

Attributes of Norwalk/Fairfield County

Norwalk is a seaport community located on Long Island Sound, approximately 45 minutes northeast of New York City. The city is easily accessible by either automobile (Interstate 95) or train (Metro-North). Amtrak does not currently stop in Norwalk, but in Stamford and Bridgeport. In 2009, Norwalk's population was 84,437 of which approximately one-quarter were located within one mile of the center of the South Norwalk Study Area. A partial snapshot of Norwalk for 2009 obtained from the Norwalk Redevelopment Agency website is as follows:

- Incorporated: September 11, 1651
- Labor force: 44,300, 33% of which have a bachelors degree or higher
- Primary occupation: Management
- Median household income: $64,895
- Housing: 31,695 occupied units with 19,800 owner-occupied and 11,900 renter-occupied
- Total retail sales in 2008: $2.7 billion ranking Norwalk as 5th highest in Connecticut
- Metro-North average daily detraining—32,802; boardings out —37,234.

Fairfield Office Overview

Norwalk is located in Fairfield County's Central submarket. The Central submarket contains 135 office buildings totaling 11,000,000 total square feet of space. In Q2 2010, availability was 21.1% according to the brokerage firm CB Richard Ellis. This level was one-percentage point lower than prior quarter numbers. Net absorption in Central Fairfield County during the subject period was virtually zero, and average rents for class A and B office space in Central Fairfield County fell slightly to $27 per square foot. No new office space was constructed during the first half of 2010. A recent review of the Fairfield County Class A office market indicates that there likely will be no net new demand for Class A office for 20 years. In spite of this projection, a large scale project, Harbor Point in Stamford, is proceeding.

Fairfield County/Norwalk Residential Overview

The economic research company ESRI estimated that in 2010 there were 34,701 housing units in Norwalk. Of these, 20,000 (58%) were owner-occupied, 12,600 (36%) were renter-occupied, and 2,000 (6%) were vacant. Over the next five years, ESRI projects that the total number of households will grow less than 1% to 35,000.

According to the real estate website trulia.com, the median sales price for residential property in Norwalk ZIP code 06854 in the third quarter of 2010 was $337,500 based on 38 sales. The average listing price for homes located in the same ZIP code for the same period was $726,500. As of September 2010, 61 of 170 homes listed for sale (36% of all listings) were in pre-foreclosure, auction, or the bank-owned stage of the foreclosure process. Compared with the same period in the prior year, the median sales price increased 41%, though the number of sales for the same three month period declined by 38%. According to Banker and Tradesman, Norwalk condominium sale prices during the first nine months increased 2% from $295,000 to $300,000 while single-family home prices declined 4% from $455,000 to $435,000 for the same nine-month period. The data indicate that condominium prices have stabilized though single-family homes continue to slip, albeit at a slower pace than 2008-2009 when, according to Banker and Tradesman, prices fell nearly 11%.

National Low Income Housing Coalition data showed that rents in the greater Stamford-Norwalk area fell approximately 5% to an average of $1,784 per month in the second quarter of 2010. According to managers of the three most recently constructed apartment communities in or proximate to the South Norwalk Study Area, however, rents for both one bedroom ($1,500 - $2,000/mo.) and two bedroom ($2,000 – $3,000/mo.) units located in their respective apartment complexes have remained strong. Rents in the three subject apartment communities held steady in the third quarter of 2010 as did overall occupancies which were in the mid to upper-90s.

Other Competitive Town Centers to South Norwalk

Norwalk sits within a constellation of other neighboring communities that provide choices in the provision of goods and services (Table 1). Residents and employers making choices about where to locate or where to make purchases of goods and services have numerous options within Fairfield County. The most competitive town centers to Norwalk are Fairfield, Westport, Darien, and New Canaan. Stamford is included in the table for information, but it is much larger than Norwalk and not comparable.

Fairfield

With a population of around 57,000, Fairfield is about a third smaller than Norwalk. Household income is a third higher at over $100,000. Like Darien and New Canaan, the town is predominantly white (93%). There are 24,000 jobs against 19,000 households, making for a 1.26 jobs to households ratio. It has a retail base that is considerable ($1.6 billion annual sales), although its retail base is only about half of Norwalk's. Crime and poverty rates are about half of Norwalk's. Fairfield's Metro-North average weekday boardings (inbound) total about 2,843 or approximately 43% more than Norwalk's 1,987. Fairfield's town center is located around the train station. Retail is concentrated in the Fairfield Shopping Center.

Westport

Westport's population is half of Fairfield's and a third of Norwalk's. With 17,000 jobs and 9,200 households, the jobs/households ratio is 1.8—among the highest of the group. Median household income is twice Norwalk's at $155,000. Median house price is $1.3 million, with 90% of the housing stock being single family. Metro-North's usage is a third of Norwalk, and, consistent with having many jobs, there are more detrainings than boardings. The town center is along two streets adjacent to the river. National retail chains are represented among the retail mix in the quaint New England village setting.

Darien

Darien has the highest household income at $187,000, although New Canaan is a close second. With 9,500 jobs and 6,400 households, its jobs/housing ratio is positive as well (1.2). It is 94% white and 92% single family, with a median price of $1.3 million. Crime and poverty rates are among the lowest of the group. Metro-North boardings and detraining are almost identical. It has an attractive town center around the commuter rail station. Recent new construction includes first floor retail and second floor office with very high end finishes both interior and exterior. Its retail base is nearly as large as Fairfield's, but only a third of Norwalk's, in that there are no big box stores there.

New Canaan

New Canaan is similar to Darien, in terms of demographics, although its median house price is much higher at $1.7 million. Its employment base is 6,500 supported by 7,200 households, making it the only town with fewer jobs than households (.81 jobs/housing ratio). Relative to the other competitive towns, it has a small amount of retail sales ($350 million), although it has a pleasant town center composed of over 100 shops, galleries, boutiques and restaurants. In terms of use of Metro-North, it has more boardings out that detrainings in, as one would expect with the town's jobs/housing ratio.

Table 1: Summary: Comparative Analysis of Competitive Communities

		Norwalk	Fairfield	Westport	Stamford	Darien	New Canaan
Demographics	Pop 2000	82,951	57,340	25,749	117,083	19,607	19,395
	Pop 2009	81,644	56,544	25,104	118,067	19,375	18,998
	Pop 2014	80,801	53,594	23,352	114,310	18,172	17,735
	09-'14 Pop Growth / Yr	-0.2%	-1.1%	-1.4%	-0.6%	-1.3%	-1.40%
	Land Area (sq. miles)	23	30	20	38	13	22
	Pop./ Sq. Mile 2009	3,581	1,882	1,255	3,130	1,508	858
	Median Age 2009	39	40	44	39	41	42
	Households 2009	31,712	19,478	9,230	45,400	6,446	6,622
	Med HH Inc. 2009	$75,065	$106,767	$155,614	$75,723	$187,581	$182,018
Housing and Real Estate	Actual Mill Rate	23.16	16.67	12.97	30.68	13.40	14.04
	Total Existing Units	35,143	21,430	10,129	49,466	7,029	7,162
	% Single Unit	53.9%	83.8%	90.9%	46.0%	91.6%	83.1%
	Median Price	$528,000	$618,000	$1,325,000	$695,000	$1,330,000	$1,685,000
Labor Force	Labor Force (Place of Residence 2008)	48,811	28,669	12,850	66,853	9,254	9,030
	Total Employment (Place of Work 2008)	45,294	24,425	16,948	73,709	7,478	5,526
Employment	Trade	19.7%	25.7%	23.2%	16.5%	25.0%	21.7%
	Finance Ins and Real Estate	7.30%	11.5%	14.7%	17.1%	12.3%	8.9%
	Services	40.10%	46.5%	49.2%	42.1%	41.7%	54.6%
	Government	2.00%	2.8%	3.2%	3.0%	4.8%	0.2%
	Others	30.90%	13.4%	9.8%	21.3%	16.1%	14.7%
Retail	Retail Sales 2007 (000)	$2,966,058	$1,607,959	$1,182,344	$11,430,740	$1,036,243	$348,984
Race/Ethnicity	White 2009	73.8%	93.1%	92.9%	69.3%	93.6%	93.0%
	Black 2009	14.5%	1.9%	1.9%	14.8%	1.3%	1.9%
	Asian Pacific 2009	4.3%	2.9%	3.3%	6.5%	3.4%	3.2%
	Native American 2009	0.2%	0.1%	0.0%	0.2%	0.0%	0.0%
	Other/Multi-Race 2009	7.2%	2.1%	1.8%	9.2%	1.7%	1.9%
	Hispanic (any race) 2009	20.7%	3.8%	3.7%	22.2%	3.6%	3.0%
Crime Rate	Crime Rate 2004	3.8%	2.3%	1.9%	0.0%	0.0%	0.9%
Poverty	Poverty Rate 1999	7.2%	2.9%	2.6%	7.9%	2.0%	2.5%
MTA Ridership (2010)	Average Weekday Boardings (Inbound)	1,987	2,843	2,086	7,822	1,322	1,105
Commuting Data (2000)	Commuters into Norwalk from (Town):	17,865	1,749	1,027	3,377	N/A	N/A
	Norwalk Residents Commuting to:	17,865	1,015	1,774	7,213	1,640	989

Source: Connecticut Economic Resource Center Inc Date: 10/19/2010

Major Projects from Stamford to Bridgeport

Three of the four major mixed-use projects proposed for Fairfield County remain stalled in various stages of planning and/or completion due to continued poor economic conditions. These include:

- Stamford's Harbor Point
- Fairfield's Metro Center
- Bridgeport's Steelpointe Harbor
- Norwalk's 95/7 project at the Reed Putnam development site

Harbor Pointe, Stamford

Harbor Point is an 80-acre mixed use development on Stamford's waterfront being developed by Norwalk, Connecticut-based Building and Land Technology (BLT). When complete, it will comprise 6 million square feet of mixed-use development of which 85% is residential (4,000 residential units, 10 percent of which is affordable housing); and 15% commercial, including three Class A office buildings, a grocery store, two hotels (including one waterfront), restaurants and a full-service marina; more than 11 acres of parks and public space, a community school, and publicly accessible waterfront. Harbor Point is a Transit Oriented Development situated within a ten-minute walk from the Stamford Transportation Center.

Current Status: Two Class A office towers comprising 400,000 square feet, One and Two Harbor Point Square, are under construction; two major tenants have leased space at Two Harbor Point. BLT has also completed 570 loft and high-rise apartments and applied to the City to construct another 330 unit complex at the Yale & Towne area of Harbor Point. Finally, a new 80,000 square foot grocery store named Fairway Market opened on November 3, 2010.

Metro Center, Fairfield

Fairfield Metro Center is a planned 1,100,000-square-foot office park comprising 800,000 square feet of Class A office space, several restaurants, a retail pavilion, fitness center and 175 room hotel as well as a commuter rail station situated on 35 acres in the town of Fairfield, Connecticut. In late December 2009, State Senator John P. McKinney and Governor Jodi Rell announced a bond authorization for $20 Million wherein the state would assume the developer's obligations for infrastructure work thereby enabling the project's work to continue.

Current Status: In late April, 2010, the developer's obligation for infrastructure improvements was reduced to $5.2 million with the balance to be financed through the aforementioned state bonds. Responsibility for construction of a 1,500-car parking lot and access road at the town's third train station on lower Black Rock Turnpike will now be done by the town. The start date is uncertain.

Steelpointe Harbor, Bridgeport

Steelpointe Harbor is a 52 acre project comprising 2.8 million square feet of new development that will be constructed over a period of years in four phases. It is a public-private partnership between the City of Bridgeport and the developer, Bridgeport Landing Development LLC. The controlling partner is RCI Marine. When complete, Steelpointe Harbor will have approximately 800,000 square feet of retail,

200,000 square feet of commercial/office, 300,000 square feet of hotel/meeting area, a new 250-slip marina with complete shore-side support and approximately 1,500 residential units.

Current Status: The *Connecticut Post* reported that, as of October 2010, the project's developer, Bridgeport Landing Development, LLC, was close to signing anchor tenants that would spur groundbreaking, possibly as early as spring 2011. Bridgeport's Mayor, Bill Finch, also announced that US Department of Transportation would provide an $11 million grant for infrastructure improvements instrumental to the project. These developments followed the City's May 2010 approval of special zoning, development and coastal management plans for the project.

95/7, Norwalk

Situated in the heart of the City of Norwalk, Connecticut, District 95/7 SoNo is being developed by Spinnaker Real Estate Partners. The site comprises twelve acres of vacant land adjacent to the Norwalk Harbor and historic South Norwalk, at the intersection of Interstate 95 and US Route 7. When completed, the development will include approximately 600,000 square feet of Class A office space, 125,000 square feet of retail space, 300 residential units, and a 150 room hotel.

Current Status: The 95/7 project stalled in 2009 due to sharply reduced demand for office space as a result of the "Great Recession". A November 2009 Johnson Controls report entitled "Northeast Economic and Real Estate Market Trends" recommended strategies for getting the project restarted including applying tax-increment financing, recovery bonds, tax relief, tax credits and other indirect subsidies, as well as reducing the dependence on office space, allowing retail space to be built independent of the office space, cutting back parking requirements, expanding a nearby enterprise zone, and streamlining the public-approval process.

These four projects totaled 2,575,000 square feet of potential class-A office space that developers have mostly postponed given rental rates and lease activity that are too low to support new supply. Importantly, office workers are the driver for other uses such as retail, restaurants, and support functions serving those workers and their companies.

The criteria on which regional competitiveness is determined have changed in the last two years since the financial crisis—captured by demographer Richard Florida in his book *The Great Reset,* in an attempt to capture the essence of these changes. Many of them are acknowledged in the new federal objectives around implementation of the concept of "sustainability."

Comparisons of Economic Market and Transit Oriented Development Attributes to Other Markets

New Sustainability Objectives from the Federal Government

Under the Obama Administration, for the first time, the Federal Departments of Housing, Transportation, and Environmental Protection have established policy objectives that promote "sustainability" criteria for making of grants:

- Promote more transportation choices
- Promote equitable, affordable housing
- Enhance economic competitiveness
- Support existing communities
- Coordinate policies and leverage investment
- Value communities and neighborhoods

All six of these objectives have the potential to be implemented in this South Norwalk Study Area with the right choices going forward. Consequently, the city has the potential to attract new federal (and potentially state) dollars. In fact, the City of Norwalk was recently awarded a grant from the HUD Office of Sustainability to plan and implement such a program, in furtherance of this project. These federally mandated goals tie directly to the competitive advantage of Transit Oriented Development.

The Competitive Advantage of Transit Oriented Development

In addition to these federal policies promoting sustainable development that could be realized in the South Norwalk Study Area, there are even greater market forces at work that give Transit Oriented Development a competitive advantage in attracting new development and creating vibrant places where people want to live and work. They include:

- *Increasing National Acceptance:* The financial crisis which has precipitated strains on family budgets has forced households to examine ways of reducing expenses. The Urban Land Institute has documented that the real costs of housing are not just the cost of the housing itself, but the daily transportation costs related to commuting. With commuting costs up to 17% of household budgets, living next to transit can save up to $9,000 per year. Avalon Partners, a national apartment developer, has recently completed a 300+ unit apartment complex—called the "Pulse," located adjacent to the Norwalk Bus Station in downtown Norwalk, one example of this acceptance. Many of Avalon's projects are Transit Oriented Developments.
- *Increasing Traffic Congestion:* With land use decisions being made without sufficient considerations of cumulative traffic impacts, roads have become snarled to the point of grid-lock in many communities, causing many to question locational decisions where the only option for travel is in the private automobile. I-95, the major inter-city connector, is clogged much of the day, making automobile travel less and less attractive for longer trips, particularly around commute times.
- *No Build Highway Policies:* Highways are no longer deemed to be the solution to transportation woes. Scarce federal dollars are instead being allocated to maintaining the existing highway

network. New transit and high speed rail are getting any new expenditures in order to enhance connections between metropolitan regions. Consistent with this national trend, no new major highways are contemplated in the Norwalk areas, although some interchange improvements are under construction or planned around some of the major development projects discussed in other areas of this report.

- *Enhancing Mobility and Quality of Life:* Public transit generally allows the passengers personal time to do things not possible while driving a car. Most people value more personal time in their frenetic lives. It also provides travel options. For most people, both these aspects—more personal time and increased travel options—are considered improvements in quality of life, a factor in making communities more "livable." The South Norwalk Railroad Station is among the highest-traffic commuter rail stops in Connecticut—both boardings and detrainings, meaning there are about equal numbers coming into the city to work and those commuting out to work.
- *Favorable Demographic Trends*: Aging baby boomers who located in the suburbs to take advantage of larger, more affordable housing, and better school systems are now looking forward to retirement, reduced home maintenance responsibilities, and the need for less living space. A more urban life-style is the answer for many facing these circumstances. Also, the "Milleniums" (born between 1982 and 1995)—the "baby boom echo" --are having children later and want to locate in more dense, exciting urban centers where the odds of getting a good job and finding a life partner are greatest. Generally, these groups value the personal time gained by commuting in transit instead of driving by car. National studies have found have found that in the next twenty years at least a quarter of all households (14.6 million) will be seeking housing within a quarter of a mile of transit service. That translates to a potential to more than double the amount of housing in transit zones. In short, this demand will be from all household, age brackets and income types. Currently high occupancy factors in apartments and few houses for sale in South Norwalk support these hypotheses when applied locally.
- *Improved Access to Development Capital*: Recognizing these trends, banks and others providing capital to development projects have been among the first after the financial crisis to fund such projects. The majority of projects being funded today are rental developments in urban locations, many in close proximity to transit.

The direct effect of these competitive advantages is that, according to a number of recent studies, residential and office property within walking distance of transit have values 10 to 23 percent higher than comparable properties in surrounding neighborhoods. This effect leads to concern about "gentrification" occurring around transit stations, to the detriment of households living in more affordable housing. Due to its wide range of housing types and price points, South Norwalk is a candidate for increasing values and rents in the areas immediately surrounding the station. The Consulting Team will address means to mitigate these impacts during the course of its study.

Economic and Industry Profile of Norwalk

This section addresses current aspects of the Norwalk economy, other unique locational aspects about the city, and the status of major local development proposals pending in the city.

Employment in Norwalk

According to the Norwalk Redevelopment Agency, major Norwalk employers include GE Commercial Finance and GE Capital, Hewitt Associates, Xerox, Diageo, Northrop Grumman Enterprises, and

FactSet Research Systems. A complete listing of Norwalk employers having more than 250 employees can be found at the Chamber of Commerce's web site.

Norwalk has employment totaling 44,000, as noted above, and 32,000 households, translating to 1.42 jobs per household in the City of Norwalk--making the jobs/housing ratio very attractive. This fact suggests that additional housing in the City would be in high demand, in that, over time, people will want to move closer to their work in order to reduce commute times and expense. For the most part, Norwalk residents currently have limited choices, especially in multi-family, higher density product types, especially around transit stops. This hypothesis is supported by very high occupancy rates in the apartment complexes sampled.

Retail in Norwalk

Norwalk retail development is concentrated along Connecticut Avenue, north of I-95, and west of Route 7. Most of the larger national retailers can be found there. They are both regional destination and local neighborhood retail-serving functions. This concentration of retail in this corridor effectively eliminates the prospect for larger "big box" retailers to locate in the South Norwalk Study Area. The other problem for larger retailers is that the Study Area is not located immediately adjacent to a major high-volume highway. Retail uses in the Study Area will likely remain confined to specialty retail related to its other destination attractions—tourism, waterfront/maritime, entertainment, household design/furnishings, and cultural/heritage to name the most prominent (see the SWOT Analysis below for more details). It could also include local serving retail, such as a smaller grocery market—currently under construction on the corner of Washington and Main Streets.

Status of Other Major Projects in Norwalk

Three major development projects have been planned and approved for Norwalk, one in the South Norwalk Study Area (95/7) and the other two north of I-95 in the original downtown Norwalk area along West Avenue up to Wall Street.

Wall Street Place (POKO Partners)

Located on a 6.3 acre redevelopment site in traditional downtown Norwalk, this phased development project is proposed to accommodate 380 apartments, 870 parking spaces, 60,000 SF of commercial and retail space and as well as a small performing arts center. The residential component will be comprised of market rate and affordable rental apartments as well as condominiums. Most buildings will have ground floor retail and underground parking. The project is heavily supported by various Federal, State and City of Norwalk funding structures. The intent of the project is to enliven and restore Wall Street as the active historic downtown of Norwalk.

"95/7" as Part of Reed Putnam (Spinnaker)

As described earlier, this project is situated in the heart of the City of Norwalk, Connecticut, District 95/7 SoNo and is being developed by Spinnaker Real Estate Partners. The site comprises twelve acres of vacant land adjacent to the Norwalk Harbor and historic South Norwalk, at the intersection of Interstate 95 and US Route 7. When completed, the development will include approximately 600,000 square feet of Class A office space, 125,000 square feet of retail space, 300 residential units, and a 150 room hotel.

Waypointe (Stanley M. Seligson Properties)

As described earlier, this project is comprised of six city blocks and nineteen acres, Waypointe is intended as a "dynamic urban district in sought-after Fairfield County." Given the size of the site, they will be able to create a quarter mile "two-sided" street experience—a real shopping mecca with 535,000 SF of new and existing retail space. It is also planned to include 75,000 of office space, 350 housing units, a cinema, and 2400 parking spaces. Located less than a half mile from I-95 and Route 7, and adjacent to Wall Street Place, the two projects will certainly combine to provide Norwalk with a new Town Center. . If built, Waypointe and Wall Street Place would offer scale, newness, variety, and convenience that could place Washington and N. Main Street at a significant competitive disadvantage. Increased housing options located within the South Norwalk Study Area would help offset the impact of these proposed developments.

Findings from Existing Literature Review

Reconnecting America is a non-profit think-tank devoted to documenting and facilitating Transit Oriented Development around the country. It is among the most comprehensive sources on the subject of Transit Oriented Development. The organization has authored a publication *Station Area Planning: How to Make Great Transit-Oriented Places*, which defines eight Transit Oriented Development place types to help structure solutions. Our review of those typologies suggests that the South Norwalk Study Area does not fit any of the eight different descriptions, but is an overlap of three station types: Suburban Center, Transit Neighborhood and Transit Town Center, as presented in Table 2. Those criteria that apply to South Norwalk are highlighted.

Based on this review of the literature, South Norwalk Study Area has the following attributes:

- A distinct center--(the Webster Block, around the Maritime-Aquarium and Washington St.), but nothing of note immediately adjacent to the Station
- A regional destination for some uses (the Maritime-Aquarium, household goods/design center, the waterfront and the entertainment district)
- An eclectic mix of other land uses (especially between the Station and the waterfront, including many vacant and underutilized parcels)
- Station location is at the edge of distinctly different neighborhoods—(Monroe Street and Martin Luther King Jr. Drive being the demarcation line)
- Secondary transit is less frequent—bus service to the South Norwalk Railroad Station is marginal versus the "Pulse" bus center north of I-95
- Insufficient residential density exists to support much local-serving retail—Most retail supports other destination uses, like restaurants
- Where there is residential, development densities are usually evenly distributed in the half-mile radius around the station—west of Martin Luther King Drive and south of Concord Avenue)
- There is a mix of other uses—office, employment, civic or cultural uses—these are scattered around the district in no particular pattern.

This unusual combination of forces suggests the need for potentially unique solutions for Transit Oriented Development in South Norwalk. There appear to be few models from the literature. However, there is at least one instructive model.

CASE STUDY: Evanston, IL - A Transit Oriented Development Model for South Norwalk

An example of many of Norwalk's attributes is the City of Evanston, IL. Reconnecting America classifies it as a "Suburban Center." It has a center of commercial activity that has been revitalized and added to in the last 20 years—like the redeveloped SoNo district around Ann Street and the Maritime/Aquarium area. The transit stop is several blocks removed from the "center spine" of office, retail and entertainment uses, like the South Norwalk Railroad Station. It is a suburban hub to Chicago as Norwalk is a suburban hub to New York City. Like the SoNo District along Washington Street, portions of Evanton's downtown have been revitalized. There is more residential-serving retail in Evanston because of a more concentrated office node and recent residential construction (see below). Unlike South Norwalk, they do have a national hotel chain that serves the northern Chicago market. A hotel in the South Norwalk Study Area has been discussed for on Monroe Street across from the Police Station, but the recent financial climate has not been conducive to follow-through.

Between 1990 and 2005, Evanston added about 2,500 housing units in its transit zones. During the same period, Metra (commuter rail) ridership increased between 60% and 155% in Evanston. Today, 41% commute by non-auto means, compared to 21% for the greater metropolitan area. Vehicle ownership in the transit districts is 1.05/household compared to 1.3/household in the rest of the City. This is the kind of effect that more residential development in South Norwalk's Transit Oriented Development district could have.

Table 2: Station Typologies Applicable to South Norwalk
Source: Reconnecting America, CTOD, Station Area Planning: How to Make Great Transit-Oriented Places, 2/2008.
Highlighted attributes apply to South Norwalk Study Area

	Suburban Center	Transit Neighborhood	Transit Town Center
Attributes	Mix of residential, , employment, retail and entertainment uses	Primarily residential areas	Local-serving centers of economic and community activity
	Origins and destinations for commuters	Served by rail service or high frequency bus	Attract fewer residents from the rest of the region—mainly outbound AM commute
	Connected to the regional transit network	Densities are low or moderate	Variety of transit modes serve the transit town center
	Have a mix of transit options	Economic activity is not concentrated around stations	Residential densities are lower than Suburban Centers
	Development more recent than in urban centers	Station may be located at the edge of two distinct neighborhoods	Good mix of both multi-family and single family residential
	More single use employment centers	Not enough residential density to support much local serving retail, but there are retail nodes	Mix of retail, smaller-scale employment and civic uses
	Greater intensity of use within a quarter mile than ½ miles	Found within older urbanized areas	Densities are greater within quarter-mile than half mile radius.
		Densities are usually evenly distributed around stations.	
		Offer significant development opportunities with potential to provide residents with more housing, retail, employment and mobility options	
Examples	Lindbergh City Center, Atlanta	Ohlone-Chynoweth, near San Jose	Prairie Crossing
	Evanston, Il	Plano, TX	Suisun City
	Addison Circle, outside of Dallas	Barrio Logan, San Diego	Roslindate Village
	Tech Center, Denver	Capitol Hill, Washington, DC	Hillsboro
	Stamford, CT		
	Englewood, CO		
	Silver Spring, MD		

This section examines the South Norwalk Study Area attributes and market potentials.

Background

Demographics within a Quarter Mile and a Half Mile

Besides the number of households and population, the demographics within a quarter mile and half mile are quite similar (see Image 1 and Table 3 for the areas covered). The residential population within a quarter mile is only 2,400 (about 1,000 households) and four times that within a half mile. The 2010 median household income is $56,000; average household income is nearly 50% higher at an average of $72,000, suggesting a wide range of incomes in the district. The racial make-up of the two areas is roughly the same as well—about 50% Caucasian, 33% Black, and the rest other races (including Hispanic). Owner-occupied housing represents an average of 28% and renter occupied 65% of the housing stock, the rest (7%) being vacant. Average household size is around 2.6 persons per household. Compared to the whole City of Norwalk, median income in the Study Area is about a third less, the area has twice the minorities, and the rate of home ownership is half.

Image 1: Quarter Mile and Half Mile Radius

Table 3: Demographics at South Norwalk

	0.25 miles radius form Norwalk Station	0.5 miles radius from Norwalk Station
2010 Population		
Total Population	2,406	9,970
Male Population	52.80%	51.40%
Female Population	47.20%	48.60%
Median Age	33.7	33.1
2010 Income		
Median HH Income	$55,858	$56,733
Per Capita Income	$29,077	$27,900
Average HH Income	$71,472	$73,002
2010 Households		
Total Households	918	3,739
Average Household Size	2.51	2.61
2010 Housing		
Owner Occupied Housing Units	27.00%	29.40%
Renter Occupied Housing Units	66.50%	63.80%
Vacant Housing Units	6.50%	6.80%
2000 Housing Units by Year Structure Built		
Total	883	3,824
1999 to March 2000	0.00%	0.30%
1995 to 1998	2.60%	1.60%
1990 to 1994	5.00%	4.70%
1980 to 1989	16.90%	10.60%
1970 to 1979	17.20%	14.80%
1969 or Earlier	58.30%	67.90%
Median Year Structure Built	1964	1957
Population		
1990 Population	2,142	8,832
2000 Population	2,277	9,761
2010 Population	2,406	9,970
2015 Population	2,439	9,992
1990-2000 Annual Rate	<1%	1.00%
Median Household Income		
1990 Median HH Income	$32,679	$32,608
2000 Median HH Income	$36,658	$38,139
2010 Median HH Income	$55,858	$56,733
2015 Median HH Income	$62,496	$66,595
1990-2000 Annual Rate	1.20%	1.60%
2000-2010 Annual Rate	4.20%	4.00%
2010-2015 Annual Rate	2.30%	3.30%

	0.25 miles radius form Norwalk Station	0.5 miles radius from Norwalk Station
Per Capita Income		
1990 Per Capita Income	$17,601	$16,433
2000 Per Capita Income	$19,276	$20,145
2010 Per Capita Income	$29,077	$27,900
2015 Per Capita Income	$32,825	$32,055
1990-2000 Annual Rate	0.90%	2.10%
2000-2010 Annual Rate	4.10%	3.20%
2010-2015 Annual Rate	2.50%	2.80%
Average Household Income		
1990 Average Household Income	$40,073	$41,400
2000 Average Household Income	$48,285	$52,400
2010 Average HH Income	$71,472	$73,002
2015 Average HH Income	$80,099	$83,942
1990-2000 Annual Rate	1.90%	2.40%
2000-2010 Annual Rate	3.90%	3.30%
2010-2015 Annual Rate	2.30%	2.80%
Race 2010		
White Alone	48.70%	46.20%
Black Alone	33.30%	32.60%
American Indian Alone	0.60%	0.60%
Asian Alone	1.70%	2.20%
Pacific Islander Alone	0.00%	0.10%
Some Other Race Alone	11.10%	12.10%
Two or More Races	4.60%	6.20%
Hispanic Origin (Any Race)	42.10%	42.70%
Unemployment Rate (Norwalk Town, 2008)		4.80%
Poverty Rate (Norwalk Town, 1999)		7.20%

Source: ESRI Business Analyst Online and Connecticut Economic Resource Center INC

Retail Concentrations in South Norwalk

While the South Norwalk Study Area has little regional or neighborhood retail, it does have some remarkable business clusters that provide a competitive advantage over other areas in the County. These are discussed more fully in the Section on Strengths, Weaknesses, Opportunities and Threats (SWOT).

While some retail store vacancies on Washington Street have been filled in the last several months, many storefronts on North and South Main and the north end of Water Street remain vacant. Those local retail store operators interviewed cited increases in rents, drop in local foot traffic from the recession, and unintended impacts of new parking policies (including more stringent enforcement and ticketing) as reasons for the decline in retail demand.

Overall, total retail expenditures within the South Norwalk Study Area are nearly double that which theoretically would be generated by demand from the area's residents, meaning certain business clusters are destinations for those outside the Study Area. According to data provided by economic research firm

Nielsen, 2009 consumer expenditures (all retail sales including eating and drinking expenditures) in the subject area totaled $301 million; of this amount, only $146 million is demand from area residents.

Some areas of particular retail strength include:

- Non-store retailers such as restaurants having sales of $95 million at nearly nine times area resident demand.
- Home furnishing sales of $50 million at approximately 16 times area resident demand;
- Motor vehicle sales (including boats and other watercraft) of $6 million representing approximately six times resident demand; and
- Building material sales of $77 million at approximately seven times area resident demand;

While these retail areas are strong and provide insight into potential "business activity clusters" that could be expanded, it is noteworthy to point out that local serving retail is under-served. However, given the number of residents living within a quarter to half mile of the station, it is unlikely that additional local serving retail would be provided without adding new residences to foster demand—to meet thresholds of product sales required to make store locations viable.

Existing Markets by Property Types

Each property type has been examined. Representative properties have been chosen, written up and mapped in Appendix B of this Report, and referenced as exhibits. This section summaries those representative projects.

Office Space

Three representative examples of office space available for lease in the South Norwalk Study Area were identified: 50 Day Street, 70 South Main Street, and 11 North Main Street (See Exhibit 1: Office Space). The identified buildings are smaller scale (less than 100,000 square feet), class B or C quality infill developments. Two of the buildings are mixed-use with first floor retail spaces. All office spaces within the subject properties have fewer than 5,000 square feet. Rents for the three spaces range from $15 per square foot to $19 per square foot on a gross basis (i.e., landlord pays for common area maintenance and real estate taxes). Only 50 Day Street has on-site parking (3 spaces/1,000 square feet); parking for the other two buildings can be found in nearby municipal lots.

Retail Space

Three street-level spaces within the South Norwalk Study Area were identified: 18 Monroe Street, 70 South Main Street, and 11 North Main Street (See Exhibit 2: Retail Space). The identified retail spaces are smaller scale infill properties of class B or C quality. All three retail spaces identified comprise fewer than 1,500 square feet of leasable area. Rents range from $14.50 per square foot to $23 per square foot on a triple net basis (i.e., tenants are responsible for paying for maintenance, operating expenses and real estate taxes). None of the subjects have dedicated parking; rather, employees and shoppers need to find either street or municipal parking.

Industrial

There is a wide variety of industrial properties available within or immediately adjacent to the South Norwalk Study Area boundary. The three properties identified include a modern flex building (345

Wilson Avenue); a two-story turn-of-the-century brick industrial building (85 Martin Luther King Drive); and a single-story 10,000 SF block building (80 South Main Street). Rents for the three offerings range from $8 per square foot to $12 per square foot on a triple net basis (i.e., tenants are responsible for paying for maintenance, operating expenses, and real estate taxes). The three industrial properties identified are all located south of Hanford Place. (See Exhibit 3: Industrial Space for additional details.)

Condominiums

Representative condominiums within the Study Area are generally newer construction or recently renovated historic buildings of high quality construction and materials. Three subject units at 4 South Main Street, 49 Day Street and 149 Water Street, respectively, were identified; unit types include one and two bedroom flats and lofts (see Exhibit 4: Condominiums). All three buildings are located east of South Main Street within easy walking distance of historic SoNo Washington Street district. Asking prices for the three representative units range from $315 to $376 per square foot. Besides the few properties listed above, a map from Zillow.com of locations and sales and list prices are included in Exhibit 5: Condominiums For Sale And Recent Sales Within The Study Area.

Apartment Communities

There are three modern apartment communities offering extensive amenities located in or immediately adjacent to the South Norwalk Study Area boundary: Jefferson at 55/77 Water Street, Corset Factory at 21 Ann Street and Haviland Gates located at 8-16 Haviland Street (see Exhibit 5: Apartment Communities). All three communities are located northeast of the South Norwalk Railroad Station within easy walking distance of historic SoNo district and its entertainment, shopping, gastronomic and cultural venues. Rents for a one bedroom apartment start at $1,500 per month while two bedroom units start at $2,000 per month. The apartment community managers reported strong occupancies ranging from 92% to 100%.

Apartments in Multifamily Houses

As might be expected, apartments in multifamily houses were less expensive than comparably sized apartment community units. Generally, the lower rents reflected the lack of professional, on-site management, non-existent amenities, and, in some cases, lower-end construction and/or locations. Rents for apartments in multifamily houses tend to be approximately $200 to $500 per month less expensive than comparably sized apartment community units. (See Exhibit 7: Apartments in Multifamily Houses for additional details.)

Multifamily Properties

Three representative multifamily properties within the South Norwalk Study Area were identified; the properties are all located either on or west of South Main Street, southeast of the South Norwalk Railroad Station (see Exhibit 8: Multifamily Properties). Two of the properties, 31 Lexington Avenue and 14 Larsen Street, are older structures that appear to require some maintenance and updating; both properties are believed to be selling below replacement cost at $145,000 ($81 per square foot) and $189,900 ($86 per square foot), respectively. The third property, 111 South Main Street, is a newly constructed five-unit apartment complex having only three bedroom, two bath units; the property is being marketed for $1,200,000 ($195 per square foot) as a potential condominium conversion. In

addition to the few properties listed above, a map from Zillow.com of locations and sales and list prices are included in Exhibit 9: Multifamily Houses For Sale And Recent Sales Within The Study Area.

Single Family Homes

Four representative single family houses within or immediately adjacent to the South Norwalk Study Area were identified; all are all located west of South Main St., south east of the South Norwalk Railroad Station. 66 Chestnut Street (1,600 square feet) and 84 Lexington Avenue (900 square feet) appear to be well-kept properties listed for sale at $285,000 ($178 per square foot) and $159,000 ($176.67 per square foot), respectively. 88 Woodward Avenue (2,416 square feet) and 8 Windsor Place (1,251 square feet) appear to require some maintenance and updating; the properties are listed for sale at $208,900 ($86.47 per square foot) and $140,000 ($111.82 per square foot), respectively. (See Exhibit 10: Single Family Properties for additional information). Besides the few properties listed above, a map from Zillow.com of locations and sales and list prices are included in Exhibit 11: Single Family Houses For Sale And Recent Sales Within The Study Area.

Land Parcels

Five land parcels in and proximate to the South Norwalk Study Area were identified; four of the properties are currently being marketed for sale, the other is a recent sale transaction. The parcels range in size from 0.56 acres (25,302 square feet) to 6.14 acres (261,360 square feet). Four of the properties are within Industrial No. 1 districts, a fifth, 100 Water Street (approximate address), overlooks Norwalk Harbor and is located within the Marine Commercial zoning district. Excluding the one sale transaction, listing prices for the parcels located within the Study Area-proper range from a low of $24.12 per square foot of land area to a high of $45.91 per square foot, the most expensive parcel being, not surprisingly, the 100 Water Street parcel. (See Exhibit 12: Land Parcels for additional information.)

Back Office/Distribution Centers

Due to the eclectic mix of land uses, relatively low land costs, and issues around safety, this area has become something of a back office location for some businesses. The best example is Klaff's Home Design Center, which has its back office and distribution center there, while its retail outlet is on Washington St. United Parcel Service also has a distribution hub in the southwest portion of the Study Area. Given the amount of low intensity industrial and storage facilities in the area, properties in the southwestern portion of the district are likely candidates for other back office/distribution facilities. Some consolidation of smaller parcels and clearance of obsolete structures would most likely be necessary.

Transit Oriented Development District Strengths, Weaknesses, Opportunities and Threats (SWOT)

This SWOT analysis summarizes the information presented above and includes information from the interviews conducted with the South Norwalk Study Area real estate stakeholders as identified by the City of Norwalk.

Strengths

Strengths include area leadership, location, developer interest, existing area development, competitive rents, balanced housing stock, and potentially unmet residential demand.

Leadership

- There are many champions for promoting the South Norwalk Study Area and they have been committed for a decade or longer.
- A new business group has been formed called the SoNo Collaborative and is interested in betterment of the district.
- Fairfield University, Norwalk Community College, and other area schools and institutions could foster and promote cultural and arts programs and events within the South Norwalk Study Area.
- The Police Station has a symbolic and real presence in the neighborhood, but there remain considerable issues with public safety and security.

Location

- The site is less than an hour train ride to Grand Central in NYC, allowing for easy access to the world class industry clusters related to fashion, home goods, and design located in South Norwalk.

Developer Interest

- There are major landowners within the district to work with, some of whom are also developers.
- Several property owners are poised to proceed with development when the economy and financial markets improve.

Existing Development

- The South Norwalk Railroad Station is functioning well since the rebuild; changes to the East side of the station were deferred and consequently are still flexible so that parking facilities and development projects could be designed together.
- Development without public incentives is occurring on some parcels on Water Street south of Washington.
- The area north of Washington and east of Main, around and including the Aquarium, has been revitalized over a 20 year period and is a very positive statement about what the community is capable of.
- The New England Fashion + Design Association has an office in the South Norwalk Railroad station.

Competitive Rents

- Rents in some parts of the district are still low relative to competing areas due to perceived or real congestion, public safety issues, and other issues not yet fully appreciated.

Balanced Housing Stock

- Given the number of larger housing projects, both public and private, and the residential neighborhood on the hill west of the station, it would appear there is a relative abundance of the full spectrum of housing types and price points.

Potential Residential Demand

- The demographics to support new development are generally good, as the district is a part of Fairfield County, one of the highest household incomes in the country.
- Low apartment community vacancies and for sale housing listings suggest inadequate supply and potential unmet demand for new residential products. This could be due to the competitive

advantages of the Transit Oriented Development locations noted above. It could also be due to the strength of the job market in Norwalk, in that jobs in the City outnumber households three to two. This relationship of jobs to housing is also generally the case for the three towns that are mentioned as being competitive town centers to South Norwalk. This relationship (to have more jobs than households) is unusual for suburban communities and could be a main driver for new residential construction in the district.

Weaknesses

Weaknesses include general reputational issues, weak retail demand, spotty office demand, parking adequacy and enforcement, and issues around district safety and security.

General/Competitive Advantage

- Some expressed a perception that the SoNo District's heyday was behind it.
- One retailer who has been in the district for over 20 years stated that SoNo has "lost its soul"—meaning that it started out with artists, art galleries, designers and they have left or been pushed out by other uses, especially restaurants.
- Circulation is constrained in certain areas, especially around the Webster Block.
- The area is less well maintained than some areas with which it is competing.

Weak Retail Demand

- Retail along North and South Main Street is not doing well and there are many vacancies.
- Many larger scale (big-box) destination retailers are located on Connecticut Ave, north of I-95, preempting that market.
- Rents for retail space have escalated in the last several years, to the point where marginal businesses have been forced to fold or relocate.
- Due to the lack of office space, except around Marshall and Ann Streets, there is little lunch time traffic.

Spotty Office Demand

- Office buildings south of Washington have large vacancies, unless they are user-owned, mainly for back office.

Parking Adequacy and Enforcement Issues

- Adequate parking around Washington and North and South Main Streets, serving the cinema and the restaurants is lacking on weekends, except in the Aquarium garage.
- Missteps by the Parking Authority in addressing these parking issues have resulted in outrage from the public, restaurants owners and retailers. The Authority responded with changes and a marketing campaign to make amends. Businesses claim that patrons voted with their feet in response to being ticketed after normal business hours.

Issues around Safety and Security

- Despite the presence of the newly constructed Police Station, South Norwalk's reputation for violent crime has not diminished.
- The area has difficult pedestrian access from the railroad station to the rest of the district.

Opportunities

Opportunities include multiple development anchors and business clusters, many vacant or underutilized parcels, and the potential for improvements in the landscaping, connections and urban design.

Multiple Anchors and Business Clusters

- The Study Area has four potential anchors for development—the South Norwalk Railroad Station, the waterfront, the Maritime-Aquarium, and entertainment (the four blocks around the intersection of Washington and Main Streets)
- There are multiple business activity clusters evident in the district which makes the area vibrant and should attract other users over time with the application of astute development policies and programming:
- Marinas/waterfront/ seafood processing
- Entertainment including dining, cinema and night clubs
- Cultural and heritage uses including the Maritime/Aquarium, museums, harbor access tours
- Artistic/fashion and cinematic uses, such as galleries, architects, the older movie theatre on North Main.
- Home design centers/ home goods/green technology.

Many Underutilized Parcels

- The Study Area includes numerous underutilized parcels, especially:
- South of Washington between Water Street and the waterfront
- The block adjacent to the east side of the South Norwalk Railroad Station
- The nursery plant storage area north of Ryan Park
- A smaller vacant parcel south of the Station on Dr. Martin Luther King Jr. Drive.
- Other parcels could be assembled and higher uses proposed within a quarter mile of the South Norwalk Railroad Station.
- The numerous undeveloped properties on either side of the SoNo Seafood Restaurant that are currently being used for boat storage

Potential Restructuring Landscape/Urban Design

- There is a natural development spine running from the east side of the station to the waterfront north of Ryan Park.
- Due to the eclectic land uses, vacant lots, under-utilized parcels, obsolete structures and the like, significant assemblages could lead to major urban design improvements to the district with relatively little extra cost.

Threats

Threats include other Fairfield County Town Centers and Norwalk parking policies.

Other Fairfield County Town Centers

- Competition for weekend entertainment and dining from other adjacent town centers such as Fairfield, Westport, New Canaan, and Greenwich, which have more store choices and pedestrian-friendly retail shopping environments.
- The now mostly vacant traditional Norwalk town center north of I-95, including the two proposed projects—Wall Street Place and Waypointe—could dilute the entertainment demand in SoNo, assuming that those proposed development projects eventually proceed. They are less ambitious

projects than 95/7 and include much smaller office components, thereby making them more feasible.

Parking Policies

- Lack of adequate parking and/or reputation for strictly enforced parking regulations that make coming to the area less attractive than the competitive locations.

Best Prospects for Development

In order to achieve a successful result, the following criteria should be followed in any future Transit Oriented Development plan:

- Transit availability and proximity
- Major connectivity to adjacent areas
- Vacant and underutilized parcels
- Larger parcels and /or parcels under common ownership
- Proximity to existing community resources
- Attachments and extensions to existing/sound urban fabric.

Multiple locations would work for development. The key demand factor should be residential—most likely apartments that might be converted to condominiums at some later point when the economy improves. Different locations would be targeted toward different niche markets by income, household size and age or life style. Some amounts of retail could be included that would be accessible to residents within the Transit Oriented Development district. Larger scale office development is probably not viable at this time. The overall strategy should be to develop activity immediately adjacent to the railroad station and on the waterfront and gradually build toward the center and from the north (Monroe Street). Development north of Concord Street would provide the greatest economic impact, and should be incentivized or otherwise encouraged. . There may be opportunities to develop larger scale uses around the business clusters mentioned in the SWOT analysis.

- The Block immediately east of the South Norwalk Railroad Station bounded by Henry, Chestnut and Monroe Streets. Multiple parcels have been acquired by developers who have had plans drawn up and are ready to proceed with residential products. In fact, two developers have been discussing their individual plans together in an effort to build projects that would be complementary.
- The Waterfront from Haviland Street to a little north of Concord Street. With the exception of the SoNo Seafood Restaurant, this area is prime, and of a large enough scale to create the feeling of an old New England waterfront village. It is approximately 10 acres. Conceptual development plans have been drafted for a prospective developer, but no definitive plans are known at this time. Products should be offered with water access, marinas, restaurants on the waterfront and the like.
- The Block bounded by Monroe, Raymond and Day and easterly into the nursery that is leased from the City. This block is immediately adjacent to the home furnishings store off Water Street—could be a logical extension thereto of related uses.
- The small parcel just south of the Railroad Station on Martin Luther King Drive. This is a smaller parcel, but occupants could walk a half block to the railroad station.

As the various pieces of this effort come together, other sites and concepts will surely manifest for further examination.

Circulation and Transit - Introduction

Goals

Two of the major transportation goals of the Transit Oriented Development Master Plan for South Norwalk Railroad Station Neighborhood Study are:

1. Enhance pedestrian and bicycle access and connectivity in the vicinity of the South Norwalk Railroad Station while maintaining vehicle circulation

2. Increase the use of the station without negatively impacting the surrounding area

These efforts dovetail with the larger goals of the study, which focus on increasing the quality of the neighborhood and supporting economic development of the area.

Data Collection and Methodology

The consultant team has developed a detailed profile of existing transportation conditions within the Study Area, which will serve as a starting point in indentifying deficiencies and opportunities in the transportation system and ultimately assist in developing a comprehensive set of recommendations to accomplish the study objectives. This profile was based on a thorough review of recently completed and ongoing studies for the area and a detailed field reconnaissance undertaken by Milone & MacBroom, Inc.

Over the past several years a number of planning studies have been completed for the South Norwalk neighborhood and railroad station as well as for other nearby sections of Norwalk. These include:

- South Norwalk Planning Study (2005);
- Central Norwalk Transportation & Pedestrian Master Plan (2006);
- City of Norwalk Plan of Conservation & Development (2008);
- South Norwalk Railroad Station Intermodal Facility Study (2009);
- Norwalk Connectivity Plan – Task A Progress Report (2010);
- Norwalk Connectivity Plan – Task B Progress Report (2010).

The existing conditions profile focuses on the state of the existing transportation network as it pertains to pedestrians, cyclists, transit users and motorists, and in this way employs a "Complete Streets" approach. For each of the user groups mentioned above, the transportation network was evaluated and key gaps were indentified. The findings are organized by user group and described in the text that follows.

Connectivity

The idea of "connectivity", particularly as it pertains to pedestrians, cyclists and transit users, has recently taken on increasing importance in the City of Norwalk. Broadly speaking, the term "connectivity" refers to the ease of travelling throughout a given area in terms of directness of routes, safety, and convenience, as well as the overall appeal of travel for each mode. In early 2010 the City commissioned a consultant team to develop the Norwalk Connectivity Plan, which focuses primarily on improving pedestrian, bicycle and transit access between South Norwalk and Downtown Norwalk and among several areas of downtown Norwalk that are slated for major redevelopment projects. As part of

the Transit Oriented Development Master Plan For The South Norwalk Railroad Station Neighborhood, the consultant team will build on the early efforts of the Norwalk Connectivity Plan, which is ongoing, and will examine the connectivity of the transportation network in South Norwalk in greater detail, highlighting key gaps and opportunities for improvements to the system, and making recommendations to increase access to the South Norwalk Train Station for all roadway users.

South Norwalk Railroad Station

The South Norwalk Railroad Station is bounded by Monroe Street to the north and Henry Street, Mulvoy Street and Franklin Street to the south. To the east it is bounded by an access driveway running between Monroe and Henry Streets and to the west it is bounded by Dr. Martin Luther King Jr. Drive. While the facility operates as one railroad station, it is commonly described as comprising an eastbound station and a westbound station. The eastbound station is located east of the railroad tracks and, as its name implies, serves eastbound trains travelling in the direction of New Haven. It consists of an older and smaller building and resembles a traditional New England train station. The westbound station predictably lies west of the railroad tracks and serves Stamford and New York bound trains. It consists of a larger more modern building with an attached parking garage. The two stations are interconnected via a tunnel so that passengers who enter the eastbound station may walk through the building to access the westbound station and vice-versa.

South Norwalk Railroad Station: Eastbound Station

Transit Oriented Development Study Area

At the outset of the Transit Oriented Development Master Plan For The South Norwalk Railroad Station Neighborhood Study the consultant team met with town officials as well as members of the public to determine the Study's various areas of focus, as illustrated in Figure 1: Study Area. The transportation goals of the Study are focused on the Transit Oriented Development Study Area (TOD Study Area) as shown in Figure 9: Transit Oriented Development Study Area.

The TOD Study Area is split along a north-south axis by Dr. Martin Luther King Jr. Drive. South of Washington Street there is a siguificant change in grade and a steep embankment, creating a natural barrier between South Norwalk and the residential neighborhoods to the west. The Golden Hill Neighborhood west of South Norwalk is largely characterized by single and multi-family residences connected via a grid of relatively low-volume residential streets. Because of gridded street pattern, moderately low traffic volumes and the presence of sidewalks along most streets in the area, the bicycle and pedestrian connectivity is good within the neighborhoods themselves. The existing transportation conditions analysis emphasizes the connectivity between the South Norwalk Railroad Station and the following areas:

The Golden Hill Neighborhood and areas immediately west of the South Norwalk Railroad Station;

- The South Norwalk Waterfront;
- Downtown Norwalk;

- South Norwalk;

Accessing the South Norwalk Train Station from the Golden Hill Neighborhood, whether on foot, by bicycle, or by transit or motor vehicle, requires crossing Dr. Martin Luther King Jr. Drive. For pedestrians and cyclists, Dr. Martin Luther King Jr. acts as a significant barrier to access due to the long crossing distances and high-speed, high-volume traffic along the roadway as well as limited crossing opportunities as a result of the topography of the area. Because of this natural divide in the TOD Study Area, the consultant team will approach the South Norwalk Transit Oriented Development Master Plan for South Norwalk Railroad Station Neighborhood Study by focusing on: (1) Improving access to the South Norwalk Railroad Station from the Golden Hill Neighborhood by reducing the barrier effect of Dr. Martin Luther King Jr. Drive through enhanced crosswalks, sidewalks and other improvements; and: (2) Improving connectivity for pedestrians, cyclists, transit users and motorists within the remainder of the Study Area.

In addition to the railroad station, access to the TOD Study Area is provided via several "connectivity corridors" indentified by the town, the consultant team, and members of the public. While all streets in the area serve transportation needs, the connectivity corridors are those streets that serve the most crucial role with respect to travel to and from, as well as travel within, South Norwalk. Moreover, the connectivity corridors are those streets where a "Complete Streets" approach is most important. Since these are indentified as the key linkages between the station and the surrounding area, they must serve all modes of transportation including pedestrians, cyclists, transit buses and shuttles, and automobiles. While a "Complete Streets" approach should be taken with respect to planning, design, and routine maintenance of most if not all streets within South Norwalk, this approach is particularly important with respect to the identified connectivity corridors.

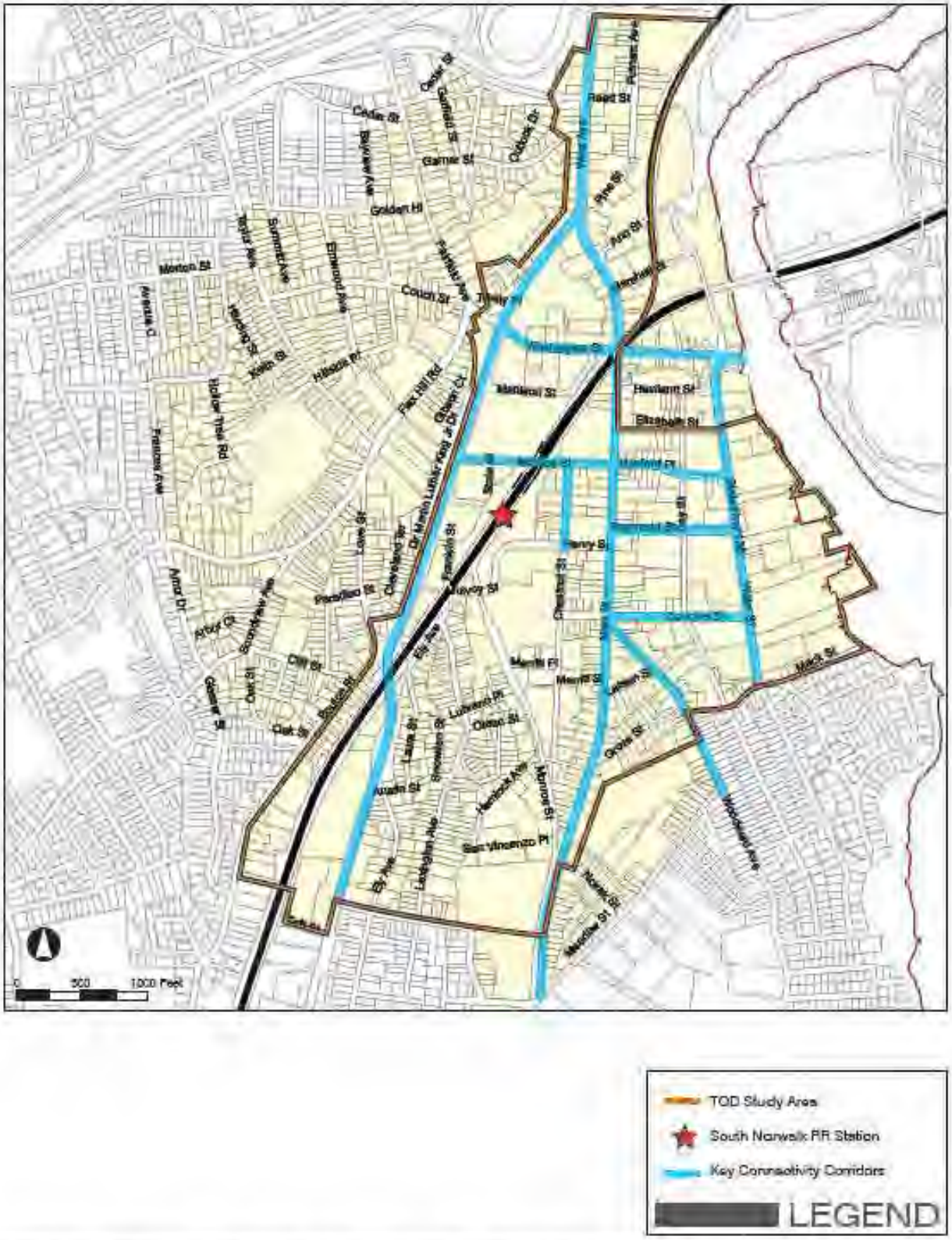
The connectivity corridors providing north-south access in the TOD Study Area are Dr. Martin Luther King Jr. Drive between West Avenue and Knapp Street; North and South Main Street between West Avenue to the north and Wilson Avenue to the south; and Water Street. The connectivity corridors providing east-west access include Washington Street, Monroe Street, and Concord Street. Additionally, several minor streets including Haviland Street, Elizabeth Street, Hanford Street and Raymond Street serve an important role in connecting the area to the Norwalk River and South Norwalk Waterfront. The street network and indentified connectivity corridors are shown in Figure 10: Key Connectivity Corridors.

Figure 9: Transit Oriented Development Study Area

"TOD Study Area: Existing Conditions" (Figure 9)

Figure 10: Key Connectivity Corridors Existing Conditions

"Key Connectivity Corridors" (Figure 10)



Existing Connections – Pedestrian Access and Connectivity

For a neighborhood or district to have a healthy street life and be suitable and welcoming for all forms of travel, low-speed car travel is essential, and a "park once" environment must be created. That means that the pedestrian must be the design imperative. If a high level of pedestrian accessibility is achieved and a district is a pleasant and enjoyable place to walk, every stakeholder ultimately benefits: not just pedestrians, but bicyclists, transit users, retail merchants, residents, children, seniors, well-behaved motorists and the disabled. Furthermore, at some point within their trip everyone is a pedestrian, whether it is the individual walking to South Norwalk from the Golden Hill neighborhood, the cyclist walking to her destination after locking her bicycle, or the motorist walking through the area after parking.

The area surrounding the South Norwalk Railroad Station is a traditional urban neighborhood with a well defined street grid, a mix of uses and a high density of restaurants and commercial establishments. For this reason the neighborhood has a very pedestrian friendly scale with buildings typically set close to the street and a well-developed sidewalk network throughout. Because of this strong foundation with respect to the pedestrian network and walkability, the consultant team focused on determining where critical gaps in the network exist. The term "gap" is used loosely and refers to an impediment to the pedestrian accessibility of street or intersection. Gaps may be physical, such as the absence of a site sidewalk or crosswalk, or a sidewalk that is in a state of disrepair, or they may have to do with the appeal of an area to pedestrians. For instance, an area with narrow sidewalks abutting a high-speed, high-volume roadway, may be "walkable" in a technical sense, however the area may not be very appealing to pedestrians and therefore may be underutilized or may discourage pedestrian travel.

When examining gaps in the existing pedestrian network, the consultant team focused on four main types of gaps, with particular attention given to gaps along key connectivity corridors. These are:

- Areas where sidewalks are not provided;
- Sidewalks, walkways and footpaths that are substandard or in a state of disrepair;
- Areas that are "walkable", but may be unappealing to pedestrians;
- Intersections where crossing is difficult or unsafe.

Figure 11: Pedestrian Network, highlights key gaps in the existing pedestrian network surrounding the South Norwalk Railroad Station. The most significant gaps, as indentified by the consultant team, members of the public, and in previous studies are discussed in greater detail below.

Dr. Martin Luther King Jr. Drive

Dr. Martin Luther King Jr. Drive is the main north-south route with respect to access to the westbound side of South Norwalk Railroad Station, and links the station with Washington Street, Central Norwalk, as well as points south. As mentioned previously, the roadway divides South Norwalk from the Golden Hill neighborhood to the west. The street is also a major through road that allows motorists to bypass the narrower, more congested north-south streets in South Norwalk. For these reasons, Dr. Martin Luther King Jr. Drive is characterized by high-speed, high-volume motor vehicle traffic. The roadway width combined with the high speed, high-volume traffic, results in a "barrier effect" discouraging pedestrian travel both along and across the roadway.

Figure 11 Pedestrian Network (Figure 11)

Access from Points South

Dr. Martin Luther King Jr. Drive is one of the principle corridors for pedestrian travel to the westbound station from points south. From the edge of the TOD Study Area at Knapp Street to the south, there is an existing sidewalk running along the east side of Dr. Martin Luther King Jr. Drive. At many locations between Knapp Street and the entrance to the westbound station, there is no buffer, either of brick or grass separating the sidewalk from the high-speed traffic on Dr. Martin Luther King Jr. Drive. Additionally, between Hamilton Avenue and State Street the sidewalk narrows and the effective width is further reduced by appurtenances such as fire hydrants and light poles. Just south of Hamilton Street the sidewalk narrows to the point where two pedestrian travelling in opposite direction cannot comfortably or safely pass one another. Additionally, the sidewalk alternates between an uneven asphalt/bituminous and concrete surface. The lighting along this stretch of Dr. Martin Luther King Jr. Drive is comprised of standard overhead "cobra head" lighting.

Looking North On Dr. Martin Luther King Jr. Drive
The Usable Sidewalk Width Is Narrow Throughout

Example of "Desire Lines"
Along The West Side Of Dr. Martin Luther King Jr. Drive

On the west side of Dr. Martin Luther King Jr. Drive there is no sidewalk provided south of Madison Street. A field visit to the area showed that despite the absence of a sidewalk there is pedestrian activity indicated by the presence of "desire lines". Desire lines are paths developed by erosion caused by the movement of pedestrians. Typically desire lines indicate the most direct or easiest route between two locations. The absence of a sidewalk at this location was previously identified in Task B of the Norwalk Connectivity Study.

Access from Points North

North of Monroe Street the sidewalk running along the east side of Dr. Martin Luther King Jr. Drive is an even concrete surface approximately 4 to 5 feet wide with a 2 to 3 foot grass buffer between the sidewalk and the roadway, with trees lining the east side of the sidewalk. Accordingly the level of pedestrian access along Dr. Martin Luther King Jr. Drive between Monroe and Washington Street is generally good.

Martin Luther King Jr. Drive
North of Monroe Street (East Side)

Access to Golden Hill and Points West

As discussed, there is a significant grade change between Dr. Martin Luther King Jr. Drive and the Golden Hill Neighborhood. Accordingly, east-west access to the station is provided by two stairways connecting the neighborhoods to Dr. Martin Luther King Jr. Drive. These stairways are located at the end of Hamilton Street and the end of Clay Street and are shown on the as shown on the map highlighting existing pedestrian conditions. The June 2009 South Norwalk Railroad Station Intermodal Facility Study indicated that the stairways were in substandard condition and recommended a rehabilitation and reconstruction of the facilities. A field visit confirmed the condition of the stairways.

Stairway At Spring Street Leading To Hamilton Avenue

Stairway At Madison Street Leading To Clay Street

The crossing at Madison Street and the stairway leading to and from Clay Street is marked with a striped crosswalk and there are pushbutton pedestrian signals on each side of Dr. Martin Luther King Jr. Drive as well as on the median. It should be noted that the median is raised roughly four inches and there are no ramps provided. The crossing at Spring Street and the stairway leading to and from Hamilton Avenue is marked with a striped crosswalk and there are pushbutton pedestrian signals on each side of Dr. Martin Luther King Jr. Drive. There is no median at this location, requiring pedestrians to cross four lanes of traffic.

Lack Of Pedestrian Refuge Island On MLK At Spring Street Requires Pedestrians To Cross Four Lanes Of Traffic

Lack Of Pedestrians Ramps Crossing MLK At Madison Street

Water Street at Washington Street

The intersection of Water Street at Washington Street serves as a gateway to South Norwalk from East Norwalk. There is significant pedestrian activity in the vicinity of the intersection due to the presence of the Norwalk Maritime Aquarium to the north and the retail establishments and restaurants on Washington Street. Despite the high level of pedestrian activity the intersection is not particularly well-suited to pedestrian travel. The channelized right turn lane on the northbound approach has a large radius resulting in high travel speeds. Similarly, the westbound right turn lane also has a large radius. While there are pedestrian pushbuttons and pedestals on the southbound and westbound approaches, the northbound and westbound approaches lack basic pedestrian amenities. Additionally, the raised island associated with channelized right turn and the raised median on the westbound approach do not have ramps, which would allow them to serve as pedestrian refuge islands.

Large Turning Radius On Westbound Approach Of Water Street At Washington Street Encourages High-Speed Travel In An Area With Significant Pedestrian Traffic

West Avenue at North Main Street and Dr. Martin Luther King Drive

The intersection of West Avenue at North Main Street and Dr. Martin Luther King Drive is a significant gateway to South Norwalk and the area surrounding South Norwalk Railroad Station. While the intersection is wide, there are crosswalks provided that allow for safe pedestrian access across the roadway. Additionally there is a large refuge island on North Main Street and a raised median on Dr. Martin Luther King Jr. Drive so that pedestrians do not have to cross more than two lanes of traffic at a time. The sidewalks at this location and those running along Dr. Martin Luther King Jr. Drive and North Main Street into South Norwalk provide a high level of pedestrian accessibility. Between West Avenue and Washington Street the sidewalks on Dr. Martin Luther King Jr. Drive are concrete with a grass buffer separating pedestrians from automobile traffic. On North Main Street, south of West Avenue, the sidewalks are brick and there are numerous pedestrian amenities provided, including frequent marked and signalized pedestrian crossings, public and private outdoor seating, street trees and pedestrian-scale lighting.

Monroe Street

Monroe Street runs east along the north side of the station connecting Dr. Martin Luther King Jr. Drive to South Main Street. The street provides pedestrian access to both the eastbound and westbound stations. Because it connects the two main north-south corridors in the vicinity of the station, Monroe Street experiences a significant amount of pedestrian traffic. The majority of pedestrians travelling between the station and central Norwalk, and individuals traveling to and from popular nightlife destinations and the Aquarium, use Monroe Street. In this sense Monroe Street serves a key connectivity corridor to and from the station as well as a gateway into the

South Side Of Monroe Street Looking West Uneven Sidewalks Discourage Pedestrian Travel

South Norwalk neighborhood. Despite its important role in the pedestrian network, the sidewalk along most of Monroe Street is in a state of general disrepair, consisting of a mix of cracked and crumbling concrete and asphalt. The surface of the sidewalk in most areas is uneven, making walking unpleasant or uninviting for able-bodied pedestrians and difficult or impossible for individuals with disabilities. It should be noted that the sidewalk along the north side of the street is in good condition along the frontage of the Norwalk Police Station.

Crumbling And Uneven Sidewalk On The North Side Of Monroe Street Looking West

Well-Maintained Sidewalks And Streetscape Amenities On Monroe Street Along The Frontage Of The Police Station

In addition to poor quality of the sidewalk, the railroad overpass just west of the entrance to the eastbound station contributes to an unappealing pedestrian environment, with inadequate lighting and poor aesthetics.

Railroad Overpass On Monroe Street Creates A Dark And Unappealing Environment

South Main Street

South Main Street serves as the principal north-south pedestrian corridor in the South Norwalk neighborhood, serving a mix of land uses. South Main Street becomes North Main Street between West Avenue and Washington Street. Overall the street is walkable and pleasant for pedestrian travel with pedestrian-scale lighting, street trees and a mix of brick and concrete sidewalks. Despite the general quality of the pedestrian network on South Main Street between Washington Street and Monroe Street, the sidewalks are relatively narrow, making pedestrian travel difficult when large numbers of pedestrians are present. Crosswalks and pedestrian pushbuttons and pedestals are provided at signalized intersections along South Main Street, however crosswalks are not typically provided across the South Main Street at unsignalized intersections.

South Main Street Between Washington Street And Monroe Street
Presence Of Pedestrian And Streetscape Amenities

South Main Street, South Monroe Street
Intact Sidewalk Network, But Pedestrian and Streetscape Amenities Are Lacking

South of Monroe Street the sidewalk network remains intact; however, many of the pedestrian amenities and streetscape features disappear. The lighting transitions from pedestrian-scale street lamps to standard overhead, "cobra head", lighting.

Despite the fact that this section of South Main Street is walkable from a technical standpoint, the lack of basic pedestrian and streetscape amenities results in an area that is often unappealing with respect to pedestrian travel. Along this section of street utility poles often reduce the effective sidewalk width such that it may be difficult for pedestrians traveling in opposite directions to comfortably pass each other. This is particularly notable if pedestrians are walking two abreast or are pushing strollers or carts, or are using assistive devices such as wheelchairs or motorized scooters.

Henry Street/Mulvoy Street/Franklin Street

Henry Street, Mulvoy Street and Franklin Street form the southerly boundary of the South Norwalk Railroad Station and, similar to Monroe Street, provide an east-west connection between South Main Street and Dr. Martin Luther King Jr. Drive. Due to the winding and meandering nature of these streets they are arguably less important from the standpoint of pedestrian connectivity than Monroe Street.

Henry Street – West Of Chestnut Street Well-Maintained Sidewalk With Grass Buffer And Street Trees

Henry Street Between S. Main And Chestnut Street: Cracked/Crumbling Sidewalks, Lack Of Buffer Between Sidewalk And Roadway

The sidewalks along Henry Street between South Main Street and Chestnut Street often have an uneven surface and many spots are in need of repair. Furthermore, there is no grass or brick buffer between the sidewalk and the roadway. Between Chestnut Street and the point at which it curves around the station and becomes Mulvoy Street, the sidewalks along Henry Street improve significantly, with an even concrete surface, a grass buffer between the sidewalk and the travelway, and street trees.

At the point at which Henry Street becomes Mulvoy Street, the sidewalk network deteriorates and the grass buffer disappears. Just east of the railroad overpass, Mulvoy Street intersects Ely Avenue at which point it becomes Franklin Street. There are no striped crosswalks at this intersection and the sidewalk along the north/east side of Franklin Street terminates just west of the railroad overpass. Additionally, the sidewalk along Franklin Street runs along a largely vacant lot contributing to an environment that is walkable, but uninviting for pedestrians.

Eastbound Station

The eastbound station is served by an access driveway that in many ways acts as a two-way street running north-south between Henry Street and Monroe Street. There are no sidewalks or walkways leading to the station from either Henry Street or Monroe Street and there are no striped crosswalks at these intersections. This lack of pedestrian facilities has been noted by area residents and in previous studies.

Eastbound Station – Looking North Toward Monroe Street
Lack Of Sidewalks And Pedestrian Facilities

Westbound Station

The westbound station is served by State Street which runs between Dr. Martin Luther King Jr. Drive to the south and west and Monroe Street to the north and east. The sidewalk along State Street is in good condition along both sides of the street and a brick buffer is provided between the sidewalk and the travel way. In addition, pedestrian scale lighting is provided. In all, the pedestrian environment along State Street is very appealing and provides good access to the Westbound Station.

Westbound Station – Looking South On Dr. Martin Luther King Jr. Drive: Large Turning Radii Encourages High Automobile Speeds And There Is Limited Visibility For Pedestrians At The Entrance

There is no crosswalk provided across at or near the main entrance to the westbound station building, despite the presence of sidewalks on both sides of State Street. The intersection of State Street at Monroe Street likewise lacks striped crosswalks across Monroe Street. At the intersection of Dr. Martin Luther King Jr. Drive the existing turning radii are large, encouraging high-speed automobile travel turning into State Street. The large radii also have the effect of increasing the crossing distance at that location and the visibility for pedestrians looking south for gaps in the right turning traffic on Dr. Martin Luther King Jr. Drive. Visibility at State Street is relatively poor due to vegetation along the east side of Dr. Martin Luther King Jr. Drive south of State Street.

Notable Streets

It should be noted that several streets in the area provide examples of excellent pedestrian environments. Specifically, Washington Street between North Main Street and Water Street is in many ways a model street from a pedestrian standpoint. The Street is lined with relatively wide brick sidewalks with pedestrian scale lighting and street trees. Well-utilized on-street parking acts as a traffic calming measure and a series of marked midblock crosswalks complete with bump-outs and in-street pedestrian signs further reduce automobile speeds and provide pedestrians with frequent convenient crossing points. The buildings along the street typically have retail,

Ample Streetscape Amenities Create An Attractive Pedestrian Environmental On Washington Street

commercial or restaurant use on the ground floor creating a high level of activity and connecting the buildings to the street. The bus stops, one on each side of the street, are aesthetically pleasing and provide seating and shelter for transit users. There are numerous additional pedestrian and streetscape amenities along this stretch of Washington Street including newspaper boxes, plantings, trash cans, and benches. While there are no on-street bicycle facilities, the street is well suited to bicycle travel due to the relatively low automobile travel speeds and the human scale of the street. For these reasons, Washington Street between Water Street and North Main Street is in many ways a "complete street", providing a high level of service to pedestrians, and transit users, cyclists and motorists.

Bump-Out And Midblock Crossing On Washington Street

North Main Street is also a notable example of a well-designed street, providing a walkable and appealing environmental for pedestrians. While North Main Street lacks some of the features of Washington Street, most notably midblock crosswalks and bump-outs, it shares may key features including wide sidewalks in many places, a brick buffer between the sidewalk and roadway, and street trees. North Main Street likewise links the adjacent land uses to the street, with several establishments providing outdoor seating.

Intermodal Connectivity – Pedestrian Access

Because all trips begin and end with some level of pedestrian travel, whether it be walking from a car to a destination or walking to a transit stop, the pedestrian network can only serve its users well if there is a high degree of interconnectivity with other modes of transportation. Currently, pedestrian access to the train station is provided via an extensive sidewalk network throughout South Norwalk, however, as noted above, there are a number of gaps the may hinder pedestrian access to the railroad station. Most notably, the lack of sidewalks and walkways at the eastbound station creates an unappealing pedestrian environment. Additionally, individuals relying on parking facilities such as the Webster Lot or the Maritime Garage have to walk from those facilities to the station. Therefore any gaps between those locations and the station may poses significant problems. Similarly, transit users relying on public buses and shuttles rely on the pedestrian network to access transit stops as well as their final destinations. In this sense the gaps in the pedestrian network indentified above affect every mode of transportation with respect to access to the train station and should therefore not be viewed as a pedestrian issue but rather as a core transportation and accessibility issue.

General Issues/Summary

While the primary purpose of this section is to highlight key gaps in the pedestrian network rather than provide a complete inventory of pedestrian facilities in South Norwalk there are a number of issues affecting pedestrians at many locations in the TOD Study Area that bear mentioning. Briefly, these are:

- Ramps at crosswalks running diagonally, rather than parallel to the line of travel;
- Lack of crosswalks on *all* approaches of an intersection;
- Light poles, utilities and other appurtenances reducing usable sidewalk width;
- Absence of ADA-compliant tactile strips at crossings;

- Large curb radii/lack of bump-outs at many intersections;
- Lack of a formal buffer between the sidewalk and the roadway;
- Cracked/uneven sidewalks.

While there are numerous gaps in the pedestrian network in the area surrounding the South Norwalk Railroad station and the key corridors connecting the area to other parts of the city, it is important to highlight the fact that the fundamentals of the pedestrian network are strong. Specifically, the high-density, mixed-use character of the area, combined with an extensive sidewalk network and a traditional street grid with moderate to high intersection density, result in an area that has tremendous potential to accommodate and promote pedestrian travel.

Existing Connections – Bicycle Network

The TOD Study Area was reviewed and evaluated with respect to the bicycle network, that is, how well the area streets serve bicyclists. The TOD Study Area's traditional grid street pattern, moderate to high intersection density and mix of land uses make the bicycle a practical mode of transportation in and around South Norwalk. However, within the TOD Study Area there are no marked on-street bicycle facilities such as bicycle lanes or shared lane markings (SLMs or "Sharrows") and there are no separated on-street bicycle facilities such as cycletracks. Despite this lack of infrastructure there is a notable bicycle activity in the area, indicated in the use of bicycle parking at the station and field observations of cyclists.

Norwalk River Valley Trail

The Norwalk River Valley Trail, a multi-use path, runs along the Norwalk River between Interstate 95 and Water Street, ultimately running north into central Norwalk. It should be noted that there is currently a gap in the trail at the Maritime Aquarium. In the report for Task A of the Norwalk Connectivity Study the consultants noted that the Norwalk Redevelopment Agency was in the process of working with the Aquarium to address this issue. The Norwalk River Valley Trail presents an attractive route, particularly for novice and recreational cyclists. However, previous studies suggest that the trail is predominantly a recreational facility and not a substitute for on-street bicycle facilities and other improvements to the street network.

Existing Bike Routes

While there are presently no on-street bicycle facilities within the TOD Study Area, several streets have been designated as bicycle routes in previous studies and in meetings with members of the public. The existing bicycle routes are shown in Figure 12: Bicycle Network. It is important to note that the term "bicycle route" is a nebulous one and does not indicate that a street is necessary a comfortable or ideal place to use a bicycle. Rather, it indicates a street that is either used by cyclists or provides a direct connection between popular origins and destinations for cyclists. Often, when bicycle facilities are implemented, or improvements are made to existing roadways to facilitate bicycle travel, the indentified or designated bicycle routes are the first streets to be improved.

The bicycle route shown in blue on the map illustrates a bicycle route connecting the station to central Norwalk. The Route was determined by stakeholders during a public input session for the Norwalk Connectivity Study. The route shown in purple along MLK Drive and Washington Street is a designated cross state route in a statewide bicycle map produced for the Connecticut Department of Transportation in 2009. The route in yellow along South Main Street is a designated bicycle route forming part of the East Coast Greenway, an ongoing project to create a nearly 3,000 mile urban bicycle path connecting cities along the east coast of the United States.

Minor Streets

In addition to the bike routes indentified above, many side streets or minor streets in the TOD Study Area are suitable for bicycling, due to the relatively low traffic volumes and travel speeds on those streets.

Figure 12: Existing Bicycle Network

Bicycle Network" (Figure 12)

Bicycle Parking

Bicycle parking is an important, but often overlooked, component of bicycle transportation planning. For the bicycle to be a viable transportation option, cyclists need to have a secure, safe and accessible place to lock their bicycles at the end of their trips.

Bicycles Locked To Signposts And Street Furniture

The availability of bicycle parking within the TOD Study Area was reviewed. There is indoor bicycle parking located in the garage at the westbound station, accessible via the State Street entrance off of Dr. Martin Luther King Jr. Drive. Additionally, there is outdoor bicycle parking located by the main entrance to the westbound station.

The eastbound station has outdoor bicycle racks located by the entrance; however there is no indoor bicycle parking.

Throughout the TOD Study Area only limited bicycle parking was available, with a number of bicycle racks at the library, the Maritime Aquarium, and Oyster Shell Park. There was a noted lack of bicycle parking around commercial establishments such as restaurants and stores. Because of this, numerous bicycles were locked to parking meters and signposts throughout the TOD Study Area. Overnight parking is permitted with respect to all bicycle parking at the station. This allows individuals commuting into Norwalk to store a bicycle at the station so that they may use it to complete their trip upon arrival at the station.

Bicycles and Transit Access

There is some integration of bicycle transportation with existing transit service in the area. The buses owned by the Norwalk Transit District are equipped with front-mounted bicycle racks. Bicycles are currently prohibited on peak Metro-North trains, but are permitted on off-peak trains as well as on all Shoreline East Trains. However, bicycles may be prohibited from off-peak trains at the discretion of the conductor. Folding bicycles are permitted on all Metro-North trains.

Outdoor Bicycle Parking At Eastbound Station

Existing Conditions – Transit

The South Norwalk Railroad Station serves as a de-facto transit hub with several fixed bus routes and commuter shuttles converging on the station. Bus service in Norwalk is provided by the Norwalk Transit District (NTD) which operates the "Wheels" bus service. The system is anchored by the Wheels hub, a pulse point where every fixed bus route converges and one free immediate transfer is permitted. Wheels Bus Service provides transit access to major destinations throughout the city. The fare for all buses is $1.25. Buses serving the station arrive and depart from the eastbound station, which has a set of bus schedules, route maps and seating and shelter for transit users. Bus traffic is prohibited on the westbound side of the station, which is reserved for taxis and pick up and drop off by private vehicles.

South Norwalk Railroad Station

The South Norwalk Railroad Station at 29 Monroe Street is one of the three train stations located in Norwalk on the New Haven Line. The other two are the Rowayton Station located at 299 Rowayton Avenue and the East Norwalk Station located at 281 East Avenue and 1 Winfield Street in Norwalk. The Danbury Branch Line's Merritt 7 Station is located at 1 Glover Avenue.

The South Norwalk Railroad Station is the largest and busiest of all the Norwalk railroad stations and is the southernmost terminus of the Danbury Branch Line. According to the 2007 ridership figures from the Connecticut Department of Transportation There are about 6,000 passengers using the South Norwalk Railroad Station on an average weekday. Table 4 shows the number of passengers boarding and alighting trains at the South Norwalk Railroad Station and summarizes the data by weekdays Saturday and Sunday trips, as well as direction of travel.

Table 4: 2007 Ridership – South Norwalk Railroad Station

Day/Time Period	Passenger		
	On	Off	Total
Weekday Inbound	2,015	1,116	3,131
Weekday Outbound	825	2,046	2,871
Avg. Weekday Total	**2,840**	**3,162**	**6,002**
Saturday Inbound	990	456	1,446
Saturday Outbound	581	1,073	1,654
Saturday Total	**1,571**	**1,529**	**3,100**
Sunday Inbound	823	378	1,201
Sunday Outbound	382	900	1,282
Sunday Total	**1,205**	**1,278**	**2,483**

As was previously noted the South Norwalk Railroad Station is the southern-most terminus of the Danbury Branch Line. The Danbury Branch Line starts in Danbury and travels south and stops in Bethel, Redding, Branchville, Cannondale, Wilton and Merritt 7 in Norwalk before arriving at the South Norwalk Railroad Station. According to the 2008 ridership figures from the Connecticut Department of Transportation there are approximately 383,000 passengers annually making in-bound trips from Danbury to the South Norwalk Railroad Station, and out-bound trips to Danbury from the South Norwalk Railroad Station.

The original South Norwalk train station was constructed on this site in the 1890s. The original west bound structure was demolished to make way for construction of the current modern waiting room and parking garage complex, which opened in January 1996. The east bound station was built about 1920 and has been expanded to include a modern waiting room and the SONO Station café, a small restaurant serving breakfast and lunch items. The east bound and west bound station buildings are connected by a tunnel.

The station has east bound and west bound high level platforms each about 10 cars in length. There are six tracks running through the station. The two inner tracks are used by ACELA express trains only. The South Norwalk Railroad Station is 41 miles from Grand Central Station and the average travel time from Grand Central is 64 minutes.

Metro-North operates 36 eastbound and 45 westbound trains to and from the station everyday providing direct service to Stamford and points west and Bridgeport and points east. The first eastbound train departs the station at 12:21 am and the last east bound train of the day departs at 11:21 pm. There are a total of 36 eastbound trips throughout the day.

The first west bound train departs from South Norwalk for Grand Central Station at 12:23 am and the last westbound train of the day departs at 11:18 pm. There are a total of forty five (45) westbound trains throughout the day.

Metro-North operates 11 south bound trains to the South Norwalk Railroad Station from the Danbury Railroad Station everyday providing direct service to South Norwalk and connections to points east and west, The first south bound train departs the station at 5:31 am and the last south bound train departs at 10:25 pm. Metro-North operates 12 north bound trains to the Danbury Railroad Station from the South Norwalk Railroad Station. The first north bound train departs at 12:26 am and the last train at 11:26 pm.

The New Haven line running through Norwalk is part of Amtrak's Northeast Corridor. However, there is no Amtrak service to Norwalk. The nearest stations that Amtrak does stop at are Stamford and Bridgeport. The Connecticut Department of Transportation Shore Line East passenger service trains also provide limited east and west bound service from the South Norwalk Railroad Station.

WHEELS Bus Service

The Wheels fixed route system is in service from 6:00 AM to 7:35 PM, Monday through Friday and from 6:30 AM to 7:00 PM on Saturday.

WHEELS Bus Exiting Eastbound Station At Henry Street

The station is served directly by Wheels Buses operated by the Norwalk Transit. Wheels Routes 10, 11 and 12 serve the station directly and Route 9 serves the TOD Study Area, passing close to the station on South Main Street. Marked bus stops are located relatively frequently throughout the TOD Study Area and are shown on Figure 13: Bus and Shuttle Service. Routes 9 and 10 permit passengers to board and alight buses only at designated transit stops and operate on 20

minute headways during the week and 40 minute headways on Saturdays. Routes 11 and 12 allow passengers to hail buses and request stops. Route 11 operates on 40 minute headways and Route 12 operates on eighty minute headways. Based on these headways as well as the areas served by each route, Route 10 operates as the primary fixed-route bus service to the station with Route 11 offering additional service and Route 12 offer more limited service.

On Sundays the station is served by the Connecticut Avenue Sunday Shuttle which operates on one hour headways from 9 AM to 6 PM. Bus tickets are not available for advance purchase at the station, but may be purchased upon boarding. Transit users also have the option of purchasing tickets at the Wheels Hub (i.e. the "Pulse Point"), at Stop & Shop, and at the Transit District.

Commuter Shuttles

In addition to the fixed route Wheels Bus Service NTD operates three commuter shuttles serving the South Norwalk Railroad Station. The shuttles run from 6:30 to 9:30 AM and 3:30 to 9:30 PM Monday through Friday. Shuttle service coincides with the schedule for arriving Metro-North commuter trains in the morning and with the schedule for departing Metro-North commuter trains in the afternoon. All shuttles arrive and depart from the eastbound station and can only be boarded at the station or at designated work site stops.

Example Of High-Quality Shelter Bus Stop On Washington Street

The Merritt 7/Glover Avenue commuter shuttle serves major employment sites north of the Merritt Parkway including Merritt 7, U.S. Surgical Headquarters and Vectron. The Merritt 7/Glover Avenue shuttle is coordinated with Connecticut and New York bound New Haven line trains. As the name implies, the Norwalk Hospital/Belden Avenue Shuttle connects the South Norwalk Railroad Station with the Belden Avenue area and Norwalk Hospital, and is coordinated with Connecticut and New York bound New Haven line trains and Danbury Branch line trains. The 10/20 Westport Road shuttle serves designated employment sites north of the Department of Motor Vehicles including, 50 Danbury Road, 10/20 Westport Road, and 187 Danbury Road. The shuttle is coordinated with New York and Connecticut bound New Haven line trains.

Between the WHEELS service and the commuter shuttles the train station sees a high level of transit service for a community of Norwalk's size.

Example Of Typical Bus Stop On Water Street

Bus Stops

The consultant team inventoried marked WHEELS bus stops in the study focus area, noting location, wayfinding, route and scheduling information, and whether or not shelter and seating was provided. Bus stops are located primarily on South Main Street and Water Street for Route 9 and Route 10, respectively. There is one stop on the west side of Dr. Martin Luther King Jr. Drive just south of West Avenue and a stop located on the east side of West Avenue just north of Pine Street. Additionally there

is a bus stop located on each side of Washington Street between South Main Street and Water Street. With the exception of Route 9, all buses and shuttles serving the area stop at the eastbound station, where seating, shelter, route maps and scheduling is provided.

The quality and accessibility of the bus stops within the TOD Study Area varies considerably. Bus stops were evaluated in terms of whether or not shelter and seating was provided and whether or not route schedules and maps were provided. The majority of bus stops in the area lacked basic routing and scheduling information. With the exception of the Route 9 stops on Water Street and Burritt Avenue and some of the Route 10 stops along South Main Street most stops did not indicate what route they served. Additionally, only a few stops provided shelter and seating. These were the stops located on Washington Street, the stop on Monroe Street the stop on Dr. Martin Luther King Jr. Drive and the stop on the east side of North Main Street. Of these, the stops on North Main Street and Washington Street had high-quality landscaped shelters while the stops on Dr. Martin Luther King Jr. Drive and Monroe Street had traditional shelters in fair condition.

All transit lines serving the South Norwalk Railroad Service as well as those with designated bus stops in the immediate vicinity of the station are shown on Figure 14: Bus and Shuttle Service.

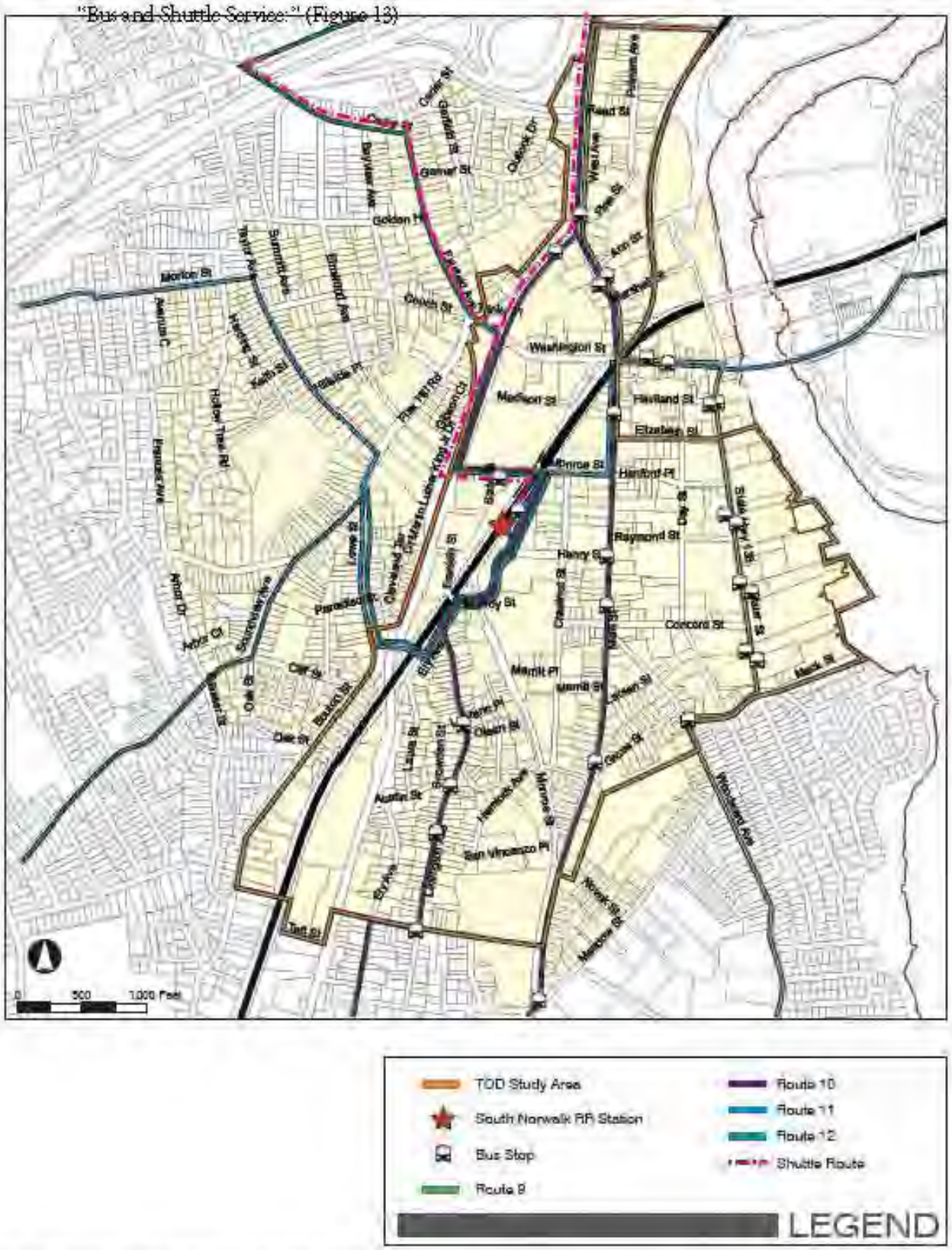
Transit Service – Intermodal Connectivity

The WHEELS bus service operates using a "Pulse Point" at the WHEELS hub located in downtown Norwalk. Therefore, WHEELS Routes are scheduled to facilitate quick and efficient transfers at the "Pulse Point". While the WHEELS Routes are not explicitly coordinated with the arrival and departure times of trains serving the South Norwalk Railroad station, Route 10 and, to a more modest degree, Route 11 have short enough headways to ensure that during weekday morning and afternoon peak periods there is typically no more than a 10 minute gap between the arrivals and departures of WHEELS buses and those of the trains. Because the commuter shuttles serve a specific user group and are not coordinated around a central hub, they are explicitly coordinated with train service to and from the station, with schedules being continuously revised based on the arrival and departure times of commuter trains to minimize transfer times and wait times.

In addition to coordination with the schedules of commuter trains, either through short headways and frequent service, or explicit coordination, it is important the bus service be integrated with the pedestrian network. As mentioned earlier in this report, effectively every transit user is a pedestrian at one or both ends of a given trip, so it is essential to eliminate any gaps in the pedestrian network between transit stops and major destinations.

Figure 13: Bus and Shuttle Services

~~"Bus and Shuttle Services:" (Figure 13)~~



Existing Conditions – Traffic and Circulation

In addition to the South Norwalk Railroad Station, the area is well-served by a highly-developed network of interstates, highways and local streets. This section will discuss regional access, the South Norwalk street network and key intersections in the area, and vehicle access at the South Norwalk Railroad station.

Regional Access

South Norwalk is situated directory south of the Route 7 and Interstate 95 (I-95) interchange. I-95 provides east-west access through the state of Connecticut, ultimately linking Boston and New York. Access to South Norwalk from I-95 is provided via exit 14 for eastbound motorists and via exit 15 for westbound motorists. Since I-95 is an interstate running principally north-south along the eastern seaboard of the United States, eastbound travel in Connecticut is made via I-95 north and westbound travel via I-95 south. Motorists accessing I-95 from Norwalk may do so via on-ramps located on West Avenue north of Reed Street. U.S. Route 7 is a north-south limited access highway within Norwalk and becomes a full access arterial roadway to the north near the Wilton town line. The roadway connects South Norwalk to major employment sites north of the Merritt Parkway.

South Norwalk Street Network

South Norwalk and the railroad station are served by a number of roadways. Access to and from the north is provided by West Avenue which splits into Dr. Martin Luther King Jr. Dr. and North Main Street. Additionally, Fairfield Avenue serves as a crucial link between I-95 and South Norwalk, running between exit 14 and Dr. Martin Luther King Jr. Drive, turning into West Washington Street at Flax Hill Road.

Access to and from points south is provided by Dr. Martin Luther King Jr. Dr. and South Main Street, which turns into North Main Street at its intersection with Washington Street. Dr. Martin Luther King Jr. Drive is a four-lane, town-owned minor arterial with additional turning lanes at key intersections. Within the TOD Study Area Dr. Martin Luther King Jr. Drive acts as a through road with few driveways and access points, with the notable exception of the westbound station. Because of the absence of significant traffic generators, major intersections, and private driveways along Dr. Martin Luther King Jr. Drive south of Washington Street, traffic operations are generally good along this stretch of roadway.

South Main Street is a two-lane town-owned minor arterial roadway, with additional turn lanes at key intersections. South Main Street turns into North Main Street at Washington Street. Unlike Dr. Martin Luther King Jr. Drive, South Main Street serves primary adjacent land uses including institutional uses, commercial establishments, and residential streets. There is on street parking along most of South Main Street creating a degree of "friction". This results in relatively low travel speeds for automobiles combined with the intensity of commercial land uses and relatively short block lengths, particularly north of Concord Street.

Additional north-south vehicle access is provided by Water Street (CT Route 136) which runs between Washington Street and Burritt Avenue. Route 136 follows Burritt Avenue to the west and then follows Woodward Avenue south to Meadow Street, ultimately intersecting South Main Street.

While the street network in South Norwalk is optimized to accommodate north-south vehicle traffic, east-west vehicle access through South Norwalk is provided via a number of streets. Washington Street is the most significant east-west corridor in the TOD Study Area, providing access between South Main Street and Dr. Martin Luther King Jr. Drive and providing access to the waterfront, the maritime aquarium and the East Norwalk neighborhood. In fact it is also the only street in South Norwalk providing access across the Norwalk River. It should be noted that the river crossing at this location is a drawbridge. Within the TOD Study Area Washington Street is a two-lane roadway with additional turning lanes at key intersections. Washington Street is a minor arterial west of its intersection with South Main Street, and a principal arterial east of the intersection.

Additional east-west access in the TOD Study Area is provided by Monroe Street and Henry Street. Monroe Street is a two-lane collector running between South Main Street and Dr. Martin Luther King Jr. Drive. The egress from the westbound station is located off of Monroe Street and the northerly access driveway to the eastbound a station is also located on Monroe Street. The majority of transit buses access the station via Monroe Street typically entering the site via the northerly access driveway to the eastbound station and exiting onto Henry Street to the south.

State Project 102-337 will result in a number of changes to Monroe Street in the vicinity of the station. Under the project, which is scheduled to begin in April of 2011 and finish in July of the same year, Monroe Street will be lowered approximately two feet under the railroad bridge north of the station. The purposed of this project is to increase the available clearance going under the bridge to approximately 14 feet and six inches. The work is being done as part of to the Metro North Railroad Catenary B upgrade project. The project will result in the repaving of Monore Street between Chestnut and State Street. Additionally, the traffic signal equipment at located at intersections along Dr. Martin Luther King Jr. Drive, North Main Street, and Washington Street in South Norwalk are scheduled to be replaced as part of Phase 1 of the City of Norwalk's Traffic Signal Controller/System Upgrade.

Like Monroe Street, Henry Street provides east-west access between South Main Street and Dr. Martin Luther King Jr. Drive. Henry Street is a two-lane local street. Moving toward Dr. Martin Luther King Jr. Drive, as it passes the southerly access to the eastbound station, Henry Street turns south and becomes Molvoy Street which then runs east-west before in splits into Franklin Street and Ely Avenue just before the railroad overpass.

A number of local side streets connect South Norwalk and South Main Street to the waterfront. Along with Washington Street, Haviland Street, Elizabeth Street and Hanford Place, Raymond Street and Concord Street all connect South Main Street to Water Street. Haviland Street and Elizabeth Street form a one-way pair, with Haviland serving westbound traffic and Elizabeth Street serving eastbound traffic. Raymond Street is one-way eastbound and Hanford Place and Concord Street are both two-lane two-way streets.

Due to the land use pattern in the area, most of the automobile traffic is concentrated in the northerly portion of the TOD Study Area. South of the TOD Study Area, residential and commercial density drops moving toward the Rowayton neighborhood and Wilson Cove. Therefore the principal gateways to the TOD Study Area with respect to automobile traffic consist of the following intersections:

- West Avenue at Dr. Martin Luther King Jr. Drive and North Main Street;
- Washington Street at Dr. Martin Luther King Jr. Drive;

- Washington Street at South Main Street;
- Water Street at Washington Street.

In Task A of the Norwalk Connectivity Study the consultants note that in recent years the City of Norwalk has seen an increased interest in development opportunities in and around South and Central Norwalk. A number of large-scale projects have been approved, and some such as the Maritime Yards and Avalon Norwalk projects have been constructed. The recently constructed and proposed developments as a whole could effectively double the number of workers and the number of residents in Downtown Norwalk. Naturally, this scale of development would dramatically increase travel demand and specifically automobile traffic. Therefore, while existing traffic operations are generally acceptable at the key intersections in the TOD Study Area, traffic congestion will likely increase, potentially dramatically, as these planned projects move forward. The precise traffic impact of these developments cannot be predicted with any accuracy at this time since much of the likely increase in traffic will depend on a host of variables including which developments move forward, potential shifts to other modes of transportation, and changes in the broader regional economy. However, regardless of the precise increase in traffic volumes in the coming years, increasing automobile capacity at the key gateway intersections will prove difficult and in many cases infeasible due to existing constraints such as the railroad overpass, the drawbridge over the Norwalk River, building setbacks, and limited right of way. Additionally, capacity improvements such as additional travel lanes and turn lanes would work against previously-stated goals of increasing opportunities for transit, bicycle, and pedestrian travel in South and Central Norwalk.

Station Access and Circulation

The eastbound and westbound stations are served by separate facilities shown in Figure 14: Train Station Access and Vehicle Circulation, and which will be described below. Motorists in private vehicles can access the 720-space parking garage at the westbound station via either Spring Street or the main entrance at State Street. The Spring Street access to the garage is restricted to monthly permit holders and the State Street entrance to the garage is not opened until 7:00 AM. Both of these access points are located off of Dr. Martin Luther King Jr. Drive. Motorists accessing the station via Spring Street by way of Dr. Martin Luther King Jr. Drive seeking daily parking are directed to the eastbound station via Franklin/Mulvoy/Henry Streets by way of Spring Street. Motorists parking in the garage may exit the site via either Spring Street or the exit driveway located off of Monroe Street just west of the railroad overpass.

State Street is a short one way street running between Dr. Martin Luther King Jr. Drive and Monroe Street. Taxi parking for five vehicles is provided along the south side of State Street along the section running east-west. The section of State Street that runs north-south along the main entrance to the station serves as a pick-up and drop off point, or "Kiss n' Ride", that can accommodate approximately 9 vehicles. There is a 15 minute time limit indicated for the Kiss n' Ride. Wheels buses are not permitted to access the westbound station, which is reserved for pick-up and drop-off by taxis and private vehicles.

Taxi Parking – Westbound Station

The access driveway to the eastbound station is essentially a two-way street running north-south between Henry Street and Monroe Street. In front of the station building, northbound and southbound vehicle traffic is separated by a raised landscaped island and all pick-ups and drop-offs by private vehicles and buses must made using the southbound lane. Unlike the westbound station there are no sidewalks and there is no clear assignment of pick-up and drop-off areas to specific users like buses, private vehicles and taxis. This results in vehicles blocking one another and makes it such that buses cannot necessarily pick up passengers in a single designated spot. Figure 14: Train Station Access and Vehicular Circulation provides an overview of access points and the relative locations of pick-up and drop of areas at the station. The June 2009 Final Report for the South Norwalk Railroad Station Intermodal Facility Study highlighted a number of these issues, including:

- Buses, shuttles and private vehicles jockeying for space to pick up and drop off passengers;
- Private vehicles parked in the pick-up and drop-off areas for extended periods of time;
- Taxis parked for extended periods of time blocking buses;
- Pedestrians walking in the middle of the access road due to lack of sidewalks.

Field observations undertaken by Milone & MacBroom staff generally confirmed the findings of the earlier study.

Parking

While Transit Oriented Developments attempt to reduce reliance on the private automobile, motor vehicles continue to play a crucial role in the transportation network and reasonable accommodation of automobile travel is an important component of most Transit Oriented Development projects. In many ways, the supply and cost of parking represents the "terminal capacity" of an area with respect to automobile travel. An overabundance of free or underpriced parking can undermine the goals of a Transit Oriented Development Master Plan for South Norwalk Railroad Station Neighborhood project by subsidizing and encouraging automobile travel at the expense of transit, bicycle travel and pedestrian travel. On the other hand, a significant shortage of parking may discourage travel to and from the area and inhibit economic growth and vitality. Therefore, as part of the analysis of existing conditions, Milone & MacBroom reviewed the available supply of public parking in the area surrounding the station, including on-street parking and public surface lots are garages.

Public parking in South Norwalk is managed by the Norwalk Parking Authority, which owns several parking facilities at and around the South Norwalk Railroad Station. These facilities are shown in Figure 15: Off-Street Parking. The westbound station houses a garage with capacity for 720 vehicles and serves both daily users and monthly permit holders. The eastbound station has several surfaces lots of 165 parking spaces. These are intended for use by daily parkers and overflow from the garage by monthly pass holders. Based on information provided by the Norwalk Parking Authority, there is an eight to ten month waiting list for monthly passes at the garage. It should be noted that there is excess capacity at surrounding public facilities including the Webster Lot and the Maritime Garage. The Table 5 shows the pricing of each of the Norwalk Parking Authority lots and garages in the Study Area.

Figure 14: Train Station Access and Vehicular Circulation

"Train Station Access and Vehicle Circulation" (Figure 14)

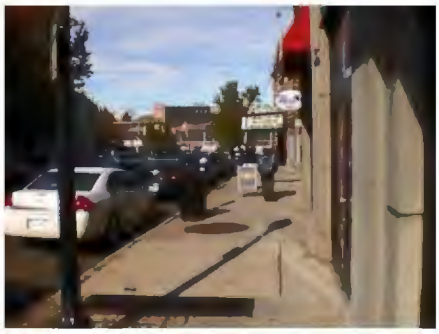
Figure 15: Off-Street Parking

Off-Street Parking" (Figure 15)

Table 5: Norwalk Parking Authority Lots and Garages, South Norwalk, CT

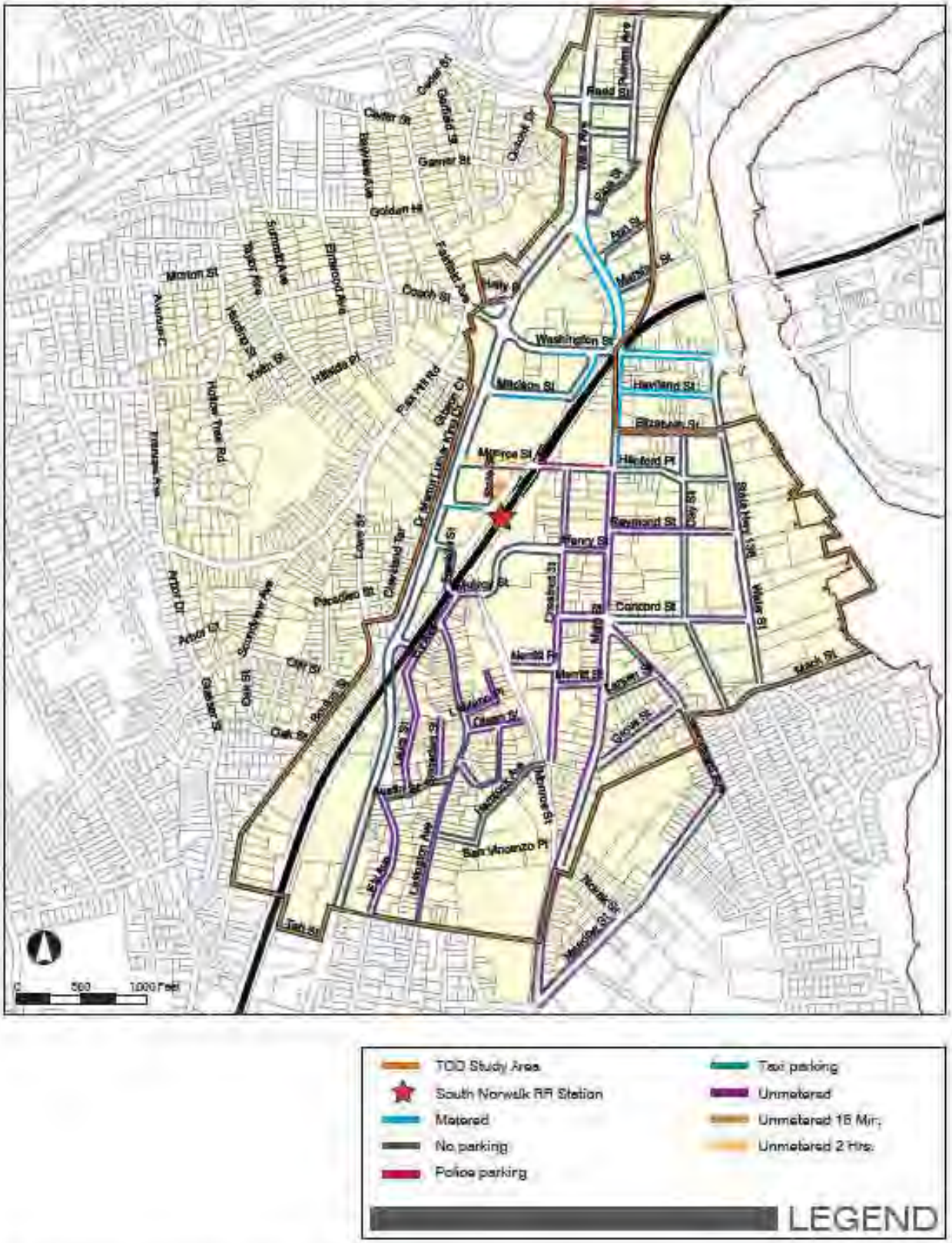
Facility	Hourly Rate	Monthly Permit
Webster Lot	$1/Hour up to 4 hours $5 for 4-24 Hours	$48
North Water Street Lot	$1/Hour up to 4 hours $5 for 4-24 Hours	N/A
Maritime Garage	$2 for 1 Hour $7 for 24 Hours $4 enter before 9 AM $1 enter after 5 PM	$83.33
Haviland Lot	$1/Hour up to 4 hours $5 for 4-24 Hours	$58
South Norwalk Railroad Station Garage and Lot	$8 up to 24 hours	$80

As shown, parking is relatively affordable with a maximum hourly cost of two dollars per hour, a daily cost of less than ten dollars and monthly passes ranging from a low of $48 per month at the Webster Lot to a high of $83.33 per month at the Maritime Garage. It should be noted that there is a significant amount of private parking for individual sites within South Norwalk and a number of private pay lots that offer permit and hourly parking.


On-Street Parking Along N. Main Street

On-street parking is prevalent throughout South Norwalk, particularly on the main commercial streets and along residential side streets. There is metered parking along North and South Main Street, north of Monroe Street, and along Washington Street, Madison Street, and Haviland Street. On North Main Street the meters are in effect from 8:00 AM to 9:00 PM with a two-hour time limit. All other metered spaces in the area are in effect from 8:00 AM to 6:00 PM with a two-hour time limit. On-street parking for all metered spaces in the area is one dollar per hour and the meters accept both coins and debit and credit cards. Throughout the remainder of the TOD Study Area on-street parking is unmetered and there are generally no time limits, with the exception of Monroe Street, which is unmetered but where parking is limited to two hours. The availability and regulation of on street parking within the TOD Study Area is shown on Figure 16: On Street Parking.

Figure 16: On-Street Parking
"On Street Parking" (Figure 16)



Effective communication must be established and a continuous dialogue developed for planning initiatives to be successfully integrated into a neighborhood fabric and to correctly address the needs and concerns of residents, particularly in an established community such as South Norwalk. South Norwalk is a diverse ethnic, socio-economic and cultural neighborhood, with a multitude of concerns and perspectives. Engaging and establishing a connection with the community throughout the project in a collaborative process is essential to developing a responsive and effective final plan.

A comprehensive community outreach and engagement strategy was developed for the Transit Oriented Development Master Plan for South Norwalk Railroad Station Neighborhood with the purpose of engaging the South Norwalk community to the greatest extent possible. The outreach and engagement strategy has been aimed at alerting and informing the community to the project and engaging residents as thoughtful partners and participants within the process.

Neighborhood Outreach and Engagement

Significant outreach and engagement efforts have been required to establish and facilitate effective lines of communication to the diverse and multiethnic community of South Norwalk. The community outreach and engagement strategy included multiple components, various approaches and many participants.

Community Stakeholders

Individual and group meetings and interviews were conducted with key community stakeholders, contacting them early in the process, maintaining those relationships and continuing conversations throughout the planning process. Regularly scheduled meetings with a community stakeholder committee have been held to provide project updates, receive feedback and continue the established dialogue. South Norwalk community stakeholders involved in interviews, meetings and committee activities include business owners, residents, leaders of religious institutions and nonprofit organizations, heads of key City Departments and political leaders.

The City of Norwalk

The City of Norwalk has been closely involved with this project through the Norwalk Redevelopment Agency, which has been managing this process. In addition to ongoing interaction with the Norwalk Redevelopment Agency, regular meetings with a committee of City Department representatives have strengthened coordination with the various city initiatives and objectives. City Departments directly related to the planning process have also participated in individual meetings, discussions and assisted with research. These departments include the Norwalk Redevelopment Agency, Norwalk Housing Authority, Norwalk Police Department, the City Planning and Zoning Department, the Norwalk Transit District, Public Works, Norwalk Parking Authority, Members of the Norwalk Common Council and the Mayor's Office.

The Public

Engaging with the general public is critically important and has occurred through community workshop public meetings and through face to face meetings. This project has had a series of regular schedule community workshop public meetings held in South Norwalk in the evenings. These public meetings have included break-out sessions that provide an opportunity to community members to

provide direct feedback and input on the direction of the planning initiatives. An array of outreach efforts and techniques have been employed to notify and engage the South Norwalk community including fliers posted throughout the neighborhood, newspaper coverage, person to person recruitment and the participation of existing organizations (such as churches).

Outreach efforts have been conducted in Spanish and Haitian Creole to connect with South Norwalk's non-English speaking communities. Language specialists have assisted in communication with residents who are not fluent in English. Multilingual outreach has been a consistent component of the comprehensive community outreach strategy and has included flier and presentation translations, engaging Spanish newspapers, providing Spanish and Haitian Creole speaking facilitators at all public meetings and direct person to person outreach within the South Norwalk neighborhoods.

Neighborhood Issues

Through regular interactions, ongoing communication and continuous dialogue with members of the South Norwalk community the Transit Oriented Development Master Plan for South Norwalk Railroad Station Neighborhood process has captured the community's concerns and its hopes for the future. The concerns documented here are based on direct feedback received at the public workshop meetings, Stakeholder committee meetings and individual conversations. The community's hopes are presented here as Goals and Objectives, which were developed through input at the public meetings and refinement at the Stakeholder Committee meetings. The full Goals and Objectives are included within this report as Appendix A.

Neighborhood Concerns

Through its engagement in this process, the South Norwalk community has continually expressed its awareness of seemingly inevitable change occurring in South Norwalk and to a large extent a need for change to occur. The successful revitalization of the SoNo district and the planned development of the Reed Putnam area have reverberated within the South Norwalk community that change south of Washington Street is likely. The community has not expressed opposition to change, but has expressed concerns regarding the manner and types of change that may occur. Their concerns are reflective of a well established community with a long history. The South Norwalk community's principal concerns are summarized here.

- Displacement – Through various channels of engagement the South Norwalk community has consistently raised the issue of displacement as a primary concern with future development programs. Individuals, families and local businesses that currently exist within South Norwalk should not be displaced to accommodate improvement programs. There are community members that recall Urban Renewal programs instituted in South Norwalk decades ago that resulted in displacement of significant portions of the community. Concerns have been expressed that similar methods may be employed for current initiatives.
- Improved Safety – The South Norwalk community has consistently raised the issue of safety as a primary concern with the neighborhood's current condition. Community members have voiced support for plans, initiatives and development that can reduce their safety concerns. Any new initiative for South Norwalk must address this concern for success to be considered.
- Economic Benefits – The South Norwalk community has expressed a desire to see that direct and indirect economic benefits generated by planning or development initiatives and programs remain

in South Norwalk. Benefits ranging from ensuring local contractors receive opportunities to bid on development work to emphasizing job creation in the land use balance.

- South Norwalk not SoNo – The South Norwalk community has indicated that new development in the South Norwalk neighborhood should not try to extend or duplicate the successful SoNo District. New development initiatives should encourage businesses and uses that support and serve the existing South Norwalk residents.

Neighborhood Goals and Objectives

The community involvement process has produced a series of Goals and Objectives for the South Norwalk neighborhood. The South Norwalk Goals and Objectives are included with this report as Appendix A. The Goals and Objectives will be used to guide the planning recommendations developed for the Transit Oriented Development Master Plan for South Norwalk Railroad Station Neighborhood. There are six categories of guiding principles each with an overall goal for the neighborhood and specific concrete objectives that directly contribute to the realization of the goal. The six categories of goals and objectives are Neighborhood, Economic Development, Urban Design Character and Qualities, Diversity, Circulation and Transportation, and Community Security and Safety. The Goals and Objectives were cooperatively developed based on feedback from public participants and extended dialogue and refinements with the Stakeholder Committee.

Demographic information provides key insights into the composition and tendencies of an area, which will be critical in assessing the impacts of different approaches to Transit Oriented Development in the Study Area. Information from the U.S. Census, the City of Norwalk and services such as Nielsen Claritas were utilized to gather the information needed to analyze the South Norwalk demographics.

Existing Demographics, City of Norwalk

Comprehensive demographic data for the entire City of Norwalk as of 2008 is available through the U.S. Census Bureau's American Community Survey (ACS) service. According to the 2008 ACS, the City of Norwalk has a total population of 79,041 inhabitants. Of that 79,041 population 48% are male and 52% are female.

Age

The median age is 38.5 year old and the largest age segment of the population is 35 to 44 year olds representing 16.9 % of the population.

Ethnicity

The City of Norwalk's population is 59% White alone, 23.2% Latino or Hispanic alone (of any race), 12.6% African American alone, 4% Asian alone, and 0.3% American Indian alone or Alaska Native alone. The final 0.9% of Norwalk's population is comprised of other races not captured in the ACS data.

Birthplace

Of the City of Norwalk's 79,041 inhabitants, 59,604 or 75.4% are native born American citizens, of those 58% were born in the State of Connecticut. 19,437 individuals or 24.6% of Norwalk's total population are foreign born. Of the foreign born Norwalk residents 59.5% are not U.S. citizens, while the other 40.5% are naturalized U.S. citizens. 72.1% of Norwalk's foreign born residents entered Norwalk before the year 2000. Of Norwalk's 19,437 foreign born residents, 59% were born in South America, 22.1% were born in Europe, 14.8 were born in Asia, 2.5% were born in North America, 1.2% were born in Africa and 0.4% were born in Oceania.

Language at Home

In Norwalk English is the predominant language spoken in the homes, with 66.7% of residents older than five years old speaking English at home. Almost half of the 33.3% of residents older that five years old that do not speak English at home, or 15.5% of the total Norwalk population older than five years old, speak English less than "very well". 20.4% of Norwalk residents speak Spanish in their homes, 10.5% speak Indo-European languages, 2.2% speak Islander languages and 0.3 speak other languages. Of these segments, residents that speak Spanish in their homes have the highest percentage of individuals likely to speak English less than "very well" with 11% of the total Norwalk population older than five years old.

Education

In the City of Norwalk, 85.1% of the population older than 25 years old has attained a high school degree or higher and 37.9% of the population older than 25 years old has attained a bachelors degree or

higher. Of the Norwalk residents older than 25 years of age, 6.4% have attained less than a 9th grade education, 8.5% have more than a 9th grade education but do not have a high school diploma or equivalent degree, 24.6% have attained a high school diploma, 14.7% have some college, but no degree, 7.9% have an Associated degree, 24.0% have a Bachelors degree and 14.0% have a graduate or professional degree.

Income

The median income for Norwalk households in 2008 was $76,356 and the mean income for Norwalk households in 2008 was 108,973. The largest income segment of the population is the households earning between $100,000 and $149,999. This segment represents 17.6% of all households in the City of Norwalk.

Type of Employment

Norwalk has 45,513 residents 16 years old or older who are in the labor force. Of those 45,513 residents, 43,271 or 95% were employed and 2,206 or 5% were unemployed in 2008. Norwalk's 43,271 employed residents fill a variety of occupations in a range of industries. 38.6% of Norwalk's employed residents hold management, professional or related positions, 26.5% hold sales and office positions, 17.8% have service occupations, 9.8% have construction, extraction, maintenance or repair occupations, 7.3% occupy production, transportation, or material moving positions and 0.1% have farming, fishing, or forestry occupations.

Norwalk's largest employment industries are the professional, scientific and waste management industry and the educational services, healthcare and social assistance industry by each employing 17.3% of the Norwalk workforce. 12.2% of the Norwalk workforce is employed in the retail trade industry. 11.8% of the Norwalk workforce is employed in the finance and insurance, real estate and rental and leasing industry. 9% of the Norwalk workforce is employed in the manufacturing industry, 8.6% are in the construction industry and 7.6% are in the arts, entertainment, and recreation, accommodation, and food services industry. The following six industries employ the final 16% of the Norwalk workforce without any one industry employing more than 4.8% of the Norwalk workforce: the services (other than public administration) industry, the information industry, the transportation warehousing, and utilities industry, the wholesale trade industry, the public administration industry and the agriculture, forestry, fishing and hunting, and mining industry.

Transportation Mode to Work

The employed residents of Norwalk, who are 16 year of age and older, overwhelmingly prefer to drive alone to work. 73.9% of all employed Norwalk residents, who are at least 16 years old, chose to drive alone to work. When not driving alone 10.8% of Norwalk's workforce ride public transportation, 7% choose to carpool, 4.2% work at home, 2.2% walk to work, and 1.9% utilized other means to commute to work. The mean travel time to work for Norwalk residents over the age of 16 is 25 minutes.

Existing Demographics, South Norwalk Study Area

Demographic data for the Transit Oriented Development Master Plan for South Norwalk Railroad Station Neighborhood Study Area for 2009 is available through the Nielsen Claritas service. According to the 2009 Nielsen Claritas service, the South Norwalk Study Area has a total population of 10,955 inhabitants. 52% of the population is male and 48% is female.

Age

The median age is 36.2 year old and the largest age segment of the population is 35 to 44 year olds, representing 19.3% of the population.

Ethnicity

The Study Area's population is 41.0% Latino or Hispanic alone (of any race), 28.7% African American alone, 23.7% White alone, 3.1% Asian alone, and 0.3% American Indian alone or Alaska Native alone. The final 3.2% of Norwalk's population is comprised of other races not captured by Nielsen Claritas.

Language at home

In the South Norwalk Study Area, English is the predominant language spoken at home, with 59.2% of residents older than five years old speaking English at home. 30.3% of the South Norwalk Study Area residents speak Spanish in their homes, 8.7% speak Indo-European languages, 1.4% speak Islander languages and 0.4 speak other languages.

Education

In the South Norwalk Study Area, 70.5% of the population older than 25 years old has attained a high school degree or higher and 21.1% of the population older than 25 years old has attained a bachelors degree or higher. Of the South Norwalk Study Area residents older than 25 years of age, 10.5% have attained less than a 9th grade education, 19.0% have more than a 9th grade education but do not have a high school diploma or equivalent degree, 28.2% have attained a high school diploma, 15.5% have some college, but no degree, 5.6% have an Associated degree, 15.8% have a Bachelors degree and 5.3% have a graduate or professional degree.

Income

The median income for the South Norwalk Study Area households in 2009 was $46,711 and the mean income for Norwalk households in 2008 was $63,881. The largest income segment of the population is the households earning between $35,000 and $49,999. This segment represents 20.4% of all households in the South Norwalk Study Area.

Type of Employment

The South Norwalk Study Area has 6,019 residents 16 years old or older who are in the labor force and work in a variety of occupations. 22.7% of the Study Area's residents hold sales and office positions, 22.5% have service occupations, 12.7% hold management, professional or related positions, 15.3% occupy production, transportation, or material moving positions, 10.6% have construction, extraction, maintenance or repair occupations, and 0.1% have farming, fishing, or forestry occupations.

Transportation Mode to Work

The employed residents of the South Norwalk Study Area who are 16 years of age and older overwhelmingly drive alone to work. 61.1% of all employed Norwalk residents, who are at least 16 years old, chose to drive alone to work. When not driving alone, 10.9% of Norwalk's workforce ride public transportation, 18.9% choose to carpool, 3.7% work at home, 3.9% walk to work, 0.3% bicycle to work and 1.2% used other means to commute to work. The mean travel time to work for Norwalk residents over the age of 16 is 26 minutes.

Demographic Differences: The City of Norwalk and the South Norwalk Study Area

An analytical comparison between the City of Norwalk's demographic data and the South Norwalk Study Area's demographic data clarifies the context in which the Transit Oriented Development district is being considered. This comparison uses 2009 data from Nielsen Claritas for the South Norwalk Study Area and 2008 data for the City of Norwalk from the American Community Survey (ACS) service. Both of these sources use the U.S. Census Bureau as their primary source.

Population and Gender

The South Norwalk Study Area has a total population of 10,955 inhabitants, which is approximately 14% of the total City of Norwalk population. The Study Area's gender split is the inverse of the City of Norwalk; 52% male and 48% female for the Study Area compared with 48% male and 52% female.

Age

The median age for the South Norwalk Study Area is 36.2 year old, which is approximately two years younger than the City of Norwalk's median age. The largest age segment of the population for both the City and the Study Area is 35 to 44 year olds.

Ethnicity

The ethnic diversity has a different composition and balance in the South Norwalk Study Area than in the City of Norwalk. Individuals identified as White alone comprise 23.7% of the South Norwalk population compared to 59% of the overall City of Norwalk population. The African American population segment nearly doubles from 12.6% to 21.7% from the overall City of Norwalk population to the South Norwalk Study Area population. Latino or Hispanic alone (of any race) population segment also expands significantly from 23.2% of the City of Norwalk's population to 41% of the Study Area population. The Asian and American Indian or Alaska Native population segments remain consistent between the City of Norwalk and the Study Area.

Language at home

In both the Study Area and the City of Norwalk, English is the dominant language spoken in the homes for residents older than five years old, however in the Study Area, English spoken in the home decreases slightly from 66.7 % of the City of Norwalk population to 59.2 % of the Study Area population. The number of homes where Spanish is spoken grows by 50% and Indo-European has a slight decrease, while Islander languages and other languages remain consistent.

Education

Overall the City of Norwalk has a higher educational achievement than the Study Area population. While the percentage of residents with a high school diploma and some college are consistent between the Study Area and the City of Norwalk, almost 30% of the Study Area residents do not have a HS diploma compared with less than 15% of the City-wide population. 21% of the Study Area has attained a bachelors degree or higher, compared with 38% of the City of Norwalk.

Income

There is a significant income disparity in household incomes between the South Norwalk Study Area and the City of Norwalk. The annual median household income is $30,000 less in the Study Area than in the overall City of Norwalk. The annual mean income is $45,000 less in the Study Area than in the overall City of Norwalk.

Type of Employment

The South Norwalk Study Area's occupational composition and balance of the residents 16 years old or older who are in the labor force is different than that of the City of Norwalk. The percent of residents employed in farming, fishing and forestry occupations as well as construction, extraction, maintenance and repair occupations remains consistent between both the South Norwalk Study Area and the City of Norwalk. The occupational segment that experiences the greatest change is management, professional or related positions, which drops from 38.6% of the City of Norwalk's population to 12.7% of the Study Area's population. 22.7% of the Study Area's residents hold sales and office positions, 22.5% have service occupations, 12.7% of hold management, professional or related positions, 15.3% occupy production, transportation, or material moving positions, 10.6% have construction, extraction, maintenance or repair occupations, and 0.1% have farming, fishing, or forestry occupations. Sales and office occupations also drops from 26.5% in the City of Norwalk to 22.7% within the South Norwalk Study Area. Occupational segments that increase in the South Study Area include the general service occupations, which increase from 17.8% in the City of Norwalk to 22.5% within the South Norwalk Study Area and production, transportation and material moving occupations, which increase from 7.3% in the City of Norwalk to 15.3% within the South Norwalk Study Area.

Transportation Mode to Work

There are few variations between how the South Norwalk Study Area residents and the City of Norwalk residents travel to work. Both residents of the City of Norwalk and the South Norwalk Study Area, who are 16 year of age and older, prefer to drive alone to work. 73.9% of the City of Norwalk's population who are 16 year of age and older drive alone to work, and 61.1% of South Norwalk's Study Area's 16 year of age and older residents drive alone to work. 18.9% of the Study Area residents carpool to work, while 7% of the City of Norwalk's residents carpool to work. Population segments that work at home and ride public transportation are consistent between both areas. Although it is a very small percentage of the mode choices, walking to work is significantly higher within the South Norwalk Study Area at 3.9%, compared with 2.2% for the entire City of Norwalk.

South Norwalk Study Area Trends

To examine demographic trends that might be occurring within the South Norwalk Study Area, the 2009 demographic data of the Study Area derived from the Nielsen Claritas service was compared with the 2000 demographic data for census tracts, which include the South Norwalk Study Area (Census Tracts 440,441,445 or the Census Tract Area). The 2000 Census Tract Area represents 15.2% of 2000 City of Norwalk population according to US Census Bureau data and the 2009 Study Area represents 13.9% of 2008 City of Norwalk population according to ACS and Nielsen Claritas data. The demographic data for each period was compared and uncovered the following trends.

Gender and Age

Between 2000 and 2009 the Study Area trended slightly more male and slightly older. In 2000 the gender split was 50.4% male and 49.6% female and in 2009 it was 52% male and 48% female. In 2000 the median age was 30.3 years old and the largest segment of the population, 25-34 year olds, represented 21.7% of the population. In 2009 the median age was 36.2 years old and the largest age segment of the population is 35 to 44 year olds representing 19.3% of the population.

Ethnicity

The ethnic segment of the Study Area's population to experience the most significant change was the Hispanic and Latino population, which grew by 7% within the Study Area population. Between 2000 and 2009 the Hispanic or Latino (of any race) population within the Study Area grew from 34% in 2000 to 41% in 2009. The White alone population within the Study Area declined from 26.6% in 2000 to 23.7% in 2009. The 2000 census tract data does not provide a detailed breakdown of ethnicities beyond white alone and Hispanic or Latino for the remaining 39.4% of the Census Tract Area. Based on the 2009 Claritas ethnicity data and the 2000 One Race census data, the principal ethnic group in the remaining 39.4% of the population is African American followed by significantly smaller populations of Asian and American Indian and Alaska Native.

Language at Home

Between 2000 and 2009 there were slight changes in the predominant languages spoken within the home by residents older than five years old. English was the principal language spoken in 56.6% of the Study Area's homes in 2000 and 59.2% in 2009. Spanish was the principal language spoken in 32.1% of the Study Area's homes in 2000 and 30.3% in 2009. Indo-European languages were principally spoken in 9.8% of the Study Area's homes in 2000 and 8.7% in 2009. Islander languages were principally spoken in 1% of the Study Area's homes in 2000 and 1.4% in 2009. Overall there was a very slight increase in English being spoken in the homes at 2.8%. Each of the other languages captures indicate a reductions of less than 2%

Education

Between 2000 and 2009 the Study Area's population older than 25 years old experienced slight increases in educational attainment. In 2000 67.7% of the Study Area population older than 25 years old had attained a high school degree or higher compared with 70.5% in 2009. In 2000 18.1% of the Study Area population older than 25 years old had attained a bachelor's degree or higher compared with

21.1% in 2009. In all educational attainment segments the Study Area experienced small growth toward increased education levels.

Of the South Norwalk Study Area residents older than 25 years of age, in 2000 11.7% had attained less than a 9th grade education, compared with 10.5% in 2000. In 2000 20.7% had more than a 9th grade education but did not have a high school diploma or equivalent degree, compared with 19.0% in 2009. In 2000 29% of the South Norwalk Study Area's population over 25 years old had attained a high school diploma or equivalent degree, compared with 28.2% in 2009. In 2000 15.1% had experienced some college but did not have a degree, compared with 15.5% in 2009. In 2000 5.5% of the South Norwalk Study Area's population over 25 years old had attained an Associates degree, compared with 5.6% in 2009. In 2000 13.6% of the South Norwalk Study Area's population over 25 years old had attained a bachelor's degree, compared with 15.8% in 2009. In 2000 4.4% of the South Norwalk Study Area's population over 25 years old had earned a graduate or professional degree, compared with 5.3% in 2009.

Income

Between 2000 and 2009 the median income for South Norwalk Study Area households increased from $36,783 to $46,711. The largest income segment of the population shifted from the households earning between $25,000 and $34,999 and representing 16.8% of the Study Area households to $35,000 and $49,999 representing 20.4% of all households in the South Norwalk Study Area.

The median income increase of $9,928 or 27.0% experienced in the South Norwalk Study Area between 2000 and 2009 is consistent with the median income increase of $16,517 and 27.6% experienced in the City of Norwalk over the same period of time.

Type of Employment

The South Norwalk Study Area labor force experienced some slight occupational shifts between 2000 and 2009. Although small, most shifts trended towards more professional occupations and away from labor occupations. Between 2000 and 2009 the largest occupational segment change was a 2.7% growth in management professional and related occupations. Service occupations decreased from 23.9% of the South Norwalk labor force in 2000 to 22.5% in 2009. Sales and office occupations increased from 22.3% of the South Norwalk labor force in 2000 to 22.7% in 2009. Construction, extraction, maintenance or repair occupations decreased from 11.3% in 200 to 10.6% of the Norwalk labor force in 2009. Production, transportation and material moving occupations decreased from 16.6% of the South Norwalk labor force in 2000 to 15.3% in 2009.

Transportation Mode to Work

Between 2000 and 2009 the mean travel time for the Study Area's workforce population to reach their place of employment increased from 23.8 minutes to 26 minutes. The employed residents of the South Norwalk Study Area, who are 16 years of age and older drove alone to work more in 2009 than they did in 2000 and carpooled less. In 2000 59.3% of all employed Norwalk residents, who are at least 16 years old, chose to drive alone to work, compared with 61.1% who chose to drive alone to work in 2009. In 2000 21.3% of the Study Area's workforce population carpooled to work compared with 18.9% in 2009. In 2000 3.2% of the Study Area's workforce population worked from home compared

with 3.9% in 2009. In 2000 1.4% of the Study Area's workforce population used alternative means to travel to work compared with 1.5% in 2009. Between 2000 and 2009 the Study Area's workforce showed no variation in using either public transportation or walking to work. In both 2000 and 2009 10.9% of the Study Area's workforce population carpooled to work and 3.9% walked to work.

The Norwalk Redevelopment Agency has undertaken an initiative to create a Transit Oriented Development Master Plan for South Norwalk Railroad Station Neighborhood. The planning recommendations will be guided by a set of goals and objectives for the community and neighborhoods that are within an easy walking distance of the railroad station and the Intermodal Transportation Center that is located there. The planning initiative recognizes that the proximity to the transit and rail service can create development opportunities and impacts. The purpose of this effort is to manage future change in a manner that will provide benefits that will appropriately enhance the neighborhoods and their component places. These goals and objectives have been prepared based on meetings and discussions with area stakeholders, the preceding public plans and policies for the area, and public input at community conversation meetings associated with this project.

Neighborhoods

Goal: The neighborhoods around the South Norwalk Rail Station should be composed of a continuous and coherent pattern of pedestrian friendly and inviting streets, sidewalks and paths that line and connect blocks with complete and compatible development and land uses that create a cohesive and attractive environment in which to live, work, shop, visit and enjoy.

Objectives:

- Locate active retail, commercial and civic uses where they will be successful and contribute to the pedestrian environment.
- Create inviting and active open space as part of the street network to provide regular occurrences of visual relief and opportunities for community interaction.
- Expand the role of the South Norwalk railroad station as a community resource and a place for social connections.
- Extend neighborhood connections along key corridors to the railroad station, featuring active uses and sidewalks that encourage community interaction.
- Engage the South Norwalk artist community to create interesting and attractive public spaces that foster positive community interaction.
- Fill empty lots and underutilized spaces with appropriate uses.
- Connect neighborhood to the waterfront as an attraction for visitors and amenity for residents.

Economics and Development

Goal: Invite and support development as a combination of new buildings and renovations that create a long-term, sustainable mixed-use pattern that contains a balanced quantity of housing, commercial, retail, civic and institutional uses, while protecting existing residents from displacement.

Objectives:

- Provide a balance of retail uses and services that reinforce the neighborhoods as great, convenient places to live and work.
- Support development that offers jobs for people who can walk or bicycle to work.
- Support commercial development that can take advantage of the proximity to the transit hub to reduce vehicle trips and gain competitive advantages.
- Provide and support additional housing to expand the range of choices in terms of housing types and affordability. Affordable housing should be designed to look like market-rate housing.
- Ensure that development efforts are accompanied by public outreach and neighborhood involvement.
- Support development that does not displace neighborhood residents or businesses.
- Provide specific tools such as linkage programs to mitigate the effects of gentrification.

Urban Design Character and Qualities

Goal: Shape the fabric of buildings, spaces, streets and places to create distinctive and complete urban neighborhoods that contain diverse but well-connected components.

Objectives:

- Ensure that retail corridors are lined with active, attractive uses and facades that reinforce the businesses located there.
- Create a variety of different neighborhood environments with different scale and use patterns, ranging from low-scale residentially oriented areas, to active, multiple use concentrations that draw activity along the streets and sidewalks.
- Protect and enhance valued historic structures through adaptive reuse and historic preservation.
- Retain the traditional composition along blocks and streets where historic or traditional components remain substantially intact.
- Where traditional patterns no longer exist, provide compositions that are reminiscent of the past to the extent that they create an emphasis on street frontage and street-facing orientation of buildings, and create a breakdown of horizontal and vertical components to create a variety of scales.
- Focus circulation patterns along public rights-of-way or convenient and visible public easements through the siting of buildings, streets and paths
- Diminish or remove the visual impact of parking from public vantage points, except for on-street parking.

Diversity

Goal: Encourage and maintain a diverse neighborhood that provides housing, employment, shops, services and restaurants that attract and support a wide range of cultures and incomes.

Objectives:

- Create pro-active tools and programs to preserve and encourage diversity through supporting and retaining affordable housing for existing residents and cultural groups for whom South Norwalk has been a home.
- Promote and support multi-cultural businesses and institutions that are inherent components of diverse neighborhoods.
- Expand the range of market-rate housing and types of units
- Provide an excellent living and neighborhood setting for all types of households and population types.
- Retain a mixture of uses and building types to maintain and enhance the existing balance of diverse businesses, and people in South Norwalk.
- Protect existing residents from displacement due to gentrification.

Circulation and Transportation

Goal: Enhance pedestrian and bicycle connectivity, while channeling and enabling vehicle circulation to be consistent with neighborhood quality and supporting the economic development goals for appropriate locations within the neighborhood.

Objectives:

- Provide adequate parking for each use within the district through shared parking.
- Expand on-street parking as a practical resource for neighborhood uses.
- Provide a continuous, safe, well-lit active network of sidewalks and pedestrian paths.
- Create intersection and corridor designs and operational improvements to balance vehicular, pedestrian and bicycle circulation patterns so that every mode is safely and conveniently served.
- Provide the neighborhoods and railroad station with well-defined, safe routes, which connect with regional commuter and recreational bicycle networks.
- Provide for bicycle facilities in locations that support short term, and overnight storage.
- Avoid traffic congestion and speeds that negatively affect the desirability of living or working in the area.
- Improve vehicular traffic circulation in the areas surrounding the railroad station and the connections to regional systems.

- Improve access and efficiency to and between multiple modes of transportation including pedestrian networks, bicycle networks, public bus and rail lines, taxi cabs and private automobiles.
- Manage parking resources to eliminate future commuter parking outside of designated lots.
- Remove pedestrian barriers due to physical design, land use patterns, or other issues.
- Reduce or remove the impact of parking lots on the neighborhood.
- Improve pedestrian and vehicular wayfinding signage in the neighborhoods surrounding the railroad station.
- Improve pedestrian accessibility to the railroad station, through improved lighting and signage, and by reducing the grade approaching the station from the east.
- Provide connections so that anyone can comfortably reach any destination from any other location within the area by foot or on bicycle.

Community Security and Safety

Goal: The neighborhoods around the South Norwalk Rail Station should be safe and secure environments for residents, commuters, business owners and visitors.

- Ensure all sidewalks and pedestrian paths are well-lit, safe and maintained.
- Increase police access and visibility such as emergency call boxes, neighborhood satellite store-front offices, or increased patrols.
- Ensure that retail corridors are lined with active, attractive uses, with various hours of operation.
- Locate open space in areas of existing high activity and develop programs and activities to ensure their continuous use and connection with the community.

Exhibit 1: Office Space

Image 1:

50 DAY STREET

Class B Rehab Building (21,624 SF)

$19/SF gross (Landlord pays for common area maintenance and taxes). Tenant pays for utilities.

62 parking spaces (~3/1,000 SF)

Three Spaces Available:

3,969 SF (1st Floor); 5,000 SF (1st Floor); and 5,000 SF (2nd Floor)

Image 2:

70 SOUTH MAIN STREET

Class C 4-Story Art Deco Brick Building opposite new police station.

$15/SF gross. Tenant pays utilities.

Municipal parking lots. Walk to train.

Three Office Spaces Available: 3,820 SF (2nd Floor); 3,820 SF (3rd Floor); and 2,000 SF (4th Floor)

Image 3:

11 NORTH MAIN STREET

Class C Three-story Mixed Use Building (8,052 SF) located in SoNo's Entertainment District.

$16/SF NNN (Tenant pays maintenance, taxes and utilities).

Parking in municipal lots

One Office Space Available: 1,138 SF located on 2nd Floor

Exhibit 2: Retail Space

Image 1:

18 MONROE STREET

Class D Building (6,834 SF)

$14.50/SF NNN (Tenant pays maintenance, taxes and utilities).

On-street and municipal parking only.

Three street level retail spaces totaling 2,730 SF available.

Image 2:

70 SOUTH MAIN STREET

Class C 4-Story Art Deco Brick Building opposite new police station.

$21-23/SF NNN (Tenant pays maintenance, taxes and utilities).

Municipal parking lots. Walk to train.

Two street-level retail spaces available: 1,440 SF and 765 SF.

Image 3:

11 NORTH MAIN STREET

Class C Three-story Mixed Use Building (8,052 SF) located in SoHo's Entertainment District.

$7.5/SF NNN (Tenant pays maintenance, taxes and utilities).

Parking in municipal lots.

One Office Space Available: 1,138 SF located on 2nd Floor.

Exhibit 3: Industrial Space

Image 1

345 WILSON AVE.

3-Story Flex Building (+/-70,000 SF)

$8-12/SF NNN depending on fit out costs, tenant credit, etc. (Tenant pays maintenance, taxes and utilities).

Office and high bay spaces

200 parking spaces

Approximately 40,000 SF available

Image 2:

85 MARTIN LUTHER KING DRIVE

2-Story Brick Building (9,624 SF)

$9.50/SF NNN (Tenant pays maintenance, taxes and utilities).

Municipal parking lots. Walk to train.

Two space are available: 4,810 SF on the 1st Floor and 4,810 SF on the 2nd Fl.

Image 3:

80 SOUTH MAIN ST.

9,600 SF, single-story block building

$10/SF NNN (Tenant pays maintenance, taxes and utilities).

Ample parking

Entire building is available. Landlord will subdivide spaces as small as 5,000 square feet.

Exhibit 4: Condominiums

Image 1:

4 SOUTH MAIN ST.

2BR, 2.5 Bath 2-story loft unit in brick building that was renovated in 1982.

1,791 square feet

Asking Price: $565,000 ($315.50/SF)

Image 2:

49 DAY ST.

1BR, 1 Bath unit located in four-story stucco building constructed in 1968.

528 square feet

Asking Price: $199,000 ($376/SF)

Image 3:

149 WATER ST.

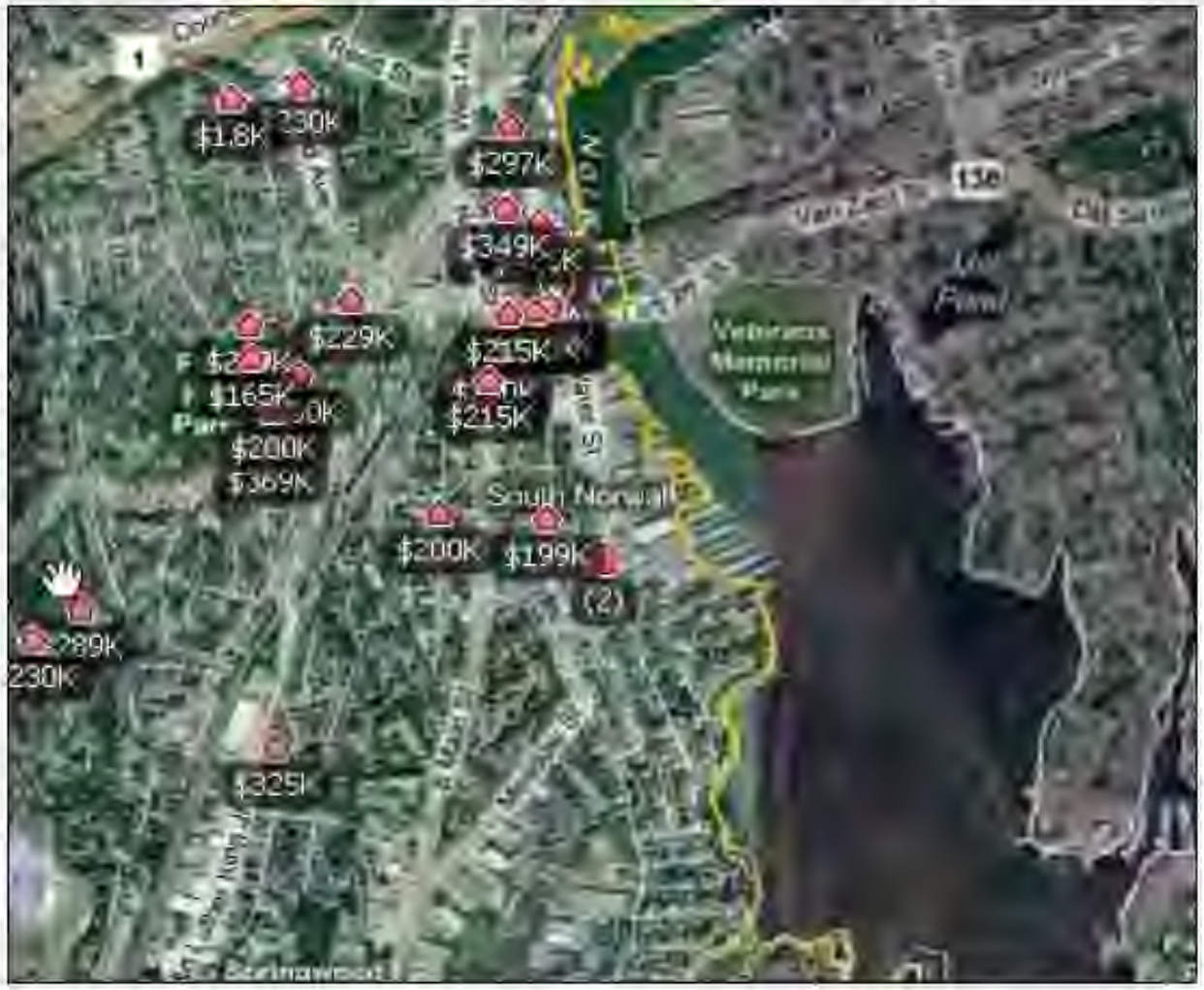
1BR, 1.5 Bath unit with loft in building constructed in 1987. Includes parking space.

739 square feet

Asking Price: $250,000 ($338.29/SF)

Exhibit 6: Condominiums for Sale and Recent Sales within the Study Area

Exhibit 1: Condominiums For Sale and Recent Sales Within the Study Area



LEGEND

Red icons are "For Sale"

Yellow icons are "Recent Sales"

Exhibit 6: Apartment Communities

Image 1:

JEFFERSON AT 55/77 WATER ST.

1BR and 2BR Units in new complex with full amenities. Located next to aquarium.

1BR Units, 677 SF–986 SF

$1,600–$2,000/mo. (~$24–28/SF/Yr.)

2BR Units, 1,055 SF–1,218 SF

$2,380–$2,900/mo. (~$27–29/SF/Yr.)

98% occupancy as of 10/2010.

Image 2:

CORSET FACTORY, 21 ANN ST.

80-unit historic rehab in SoNo near Washington Street. Has fitness center.

Studios, from $1,400/mo.

1BR Units from $1,575/mo.

2BR Units from $2,000/mo.

92% occupancy as of 10/2010

Image 3:

HAVILAND GATES, 8-16 HAVILAND ST.

29 townhouse-style apartments. Scattered site development includes new attached townhouses and historic homes.

Units are well-appointed.

Rents range from $1,500–$3,000/mo.

100% occupancy

Exhibit 7: Apartments in Multifamily Houses

Image 1:

ELIZABETH ST. AT WATER ST.

2BR, 1 Bath Unit

Off-street parking for two cars

Rent is $1,400/mo. plus gas. Electric is paid by Landlord.

Image 2:

75 SOUTH MAIN ST.

2BR, 1 Bath Unit in 6-unit building.

Off-street parking for two cars

On-site storage and laundry

$1,700/mo. plus utilities

Image 3:

AUSTIN ST. AT LEXINGTON AVE.

3BR, 1-1/2 Bath Unit.

Off-street parking for at least two cars.

Includes laundry

$1,400/mo. plus utilities

Exhibit 8: Multifamily Properties

Image 1

31 LEXINGTON AVE.

2 Family w/ one 1BR and one 2BR unit, each with one bath.

1,782 SF house on 3,049 SF lot.

Includes an adjacent vacant lot.

Asking price: $145,000 or $81.37/SF

Image 2:

14 LARSEN ST.

2 Family w/ two 2 BR, 1 Bath Units.

2,206 SF house on 8,276 SF lot.

Asking price: $189,900 or $86.06/SF

Image 3

111 SOUTH MAIN ST.

New construction, 5-unit apartment complex being marketed as condo conversion.

All units have 3BR and 2 Baths.

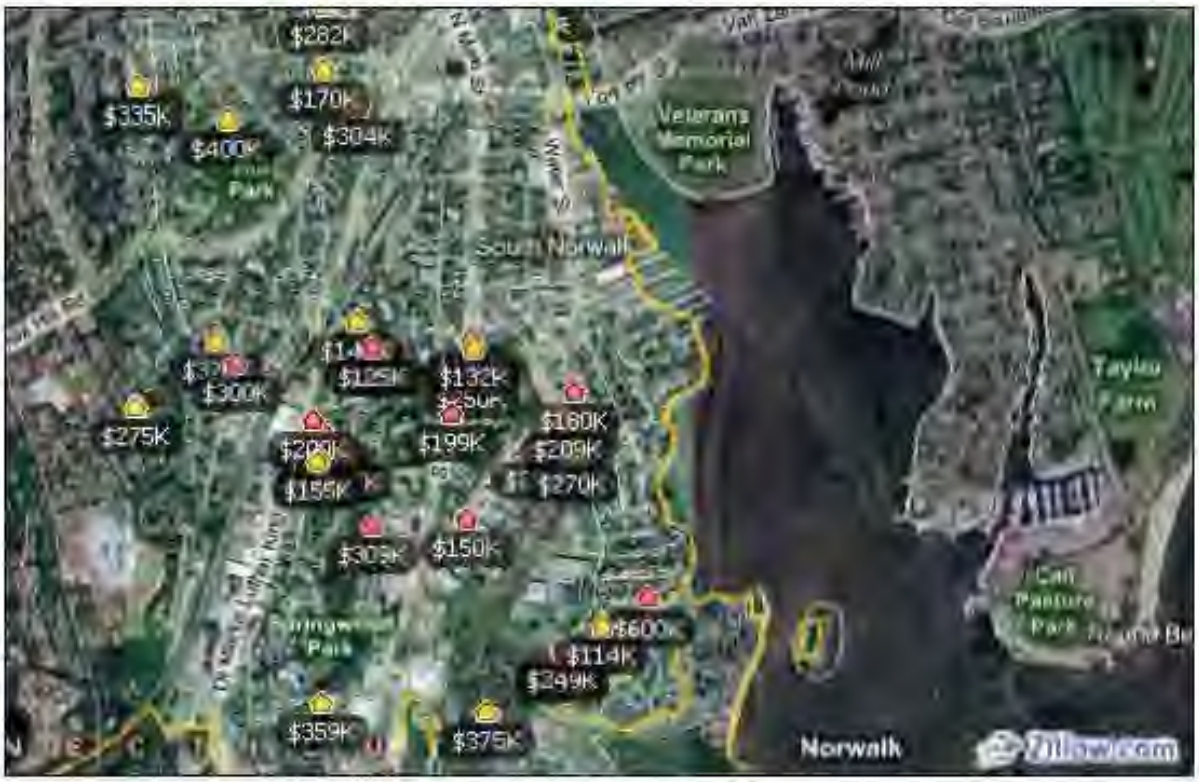
6,120 SF building.

Off-street parking.

Asking price: $1,200,000 or $195.08/SF

Exhibit 9: Multifamily Houses For Sale and Recent Sales within the Study Area

Exhibit 9: Multifamily Houses for Sale and Recent Sales within the Study Area



LEGEND

Red Icons are "For Sale"

Yellow Icons are "Recent Sales"

Exhibit 10: Single Family Properties

Image 1

88 WOODWARD AVE.

6BR, 2.5 bath single-family house
2,416 SF house on 5,001 SF lot.
Sale price: $208,900 or $86.47/SF
Sale date: December 29, 2009

Image 2

66 CHESTNUT ST.

4BR, 1.75 bath single-family house
1,600 SF house on 8,712 SF lot.
Sale price: $285,000 or $178.13/SF

Image 3

84 LEXINGTON AVE.

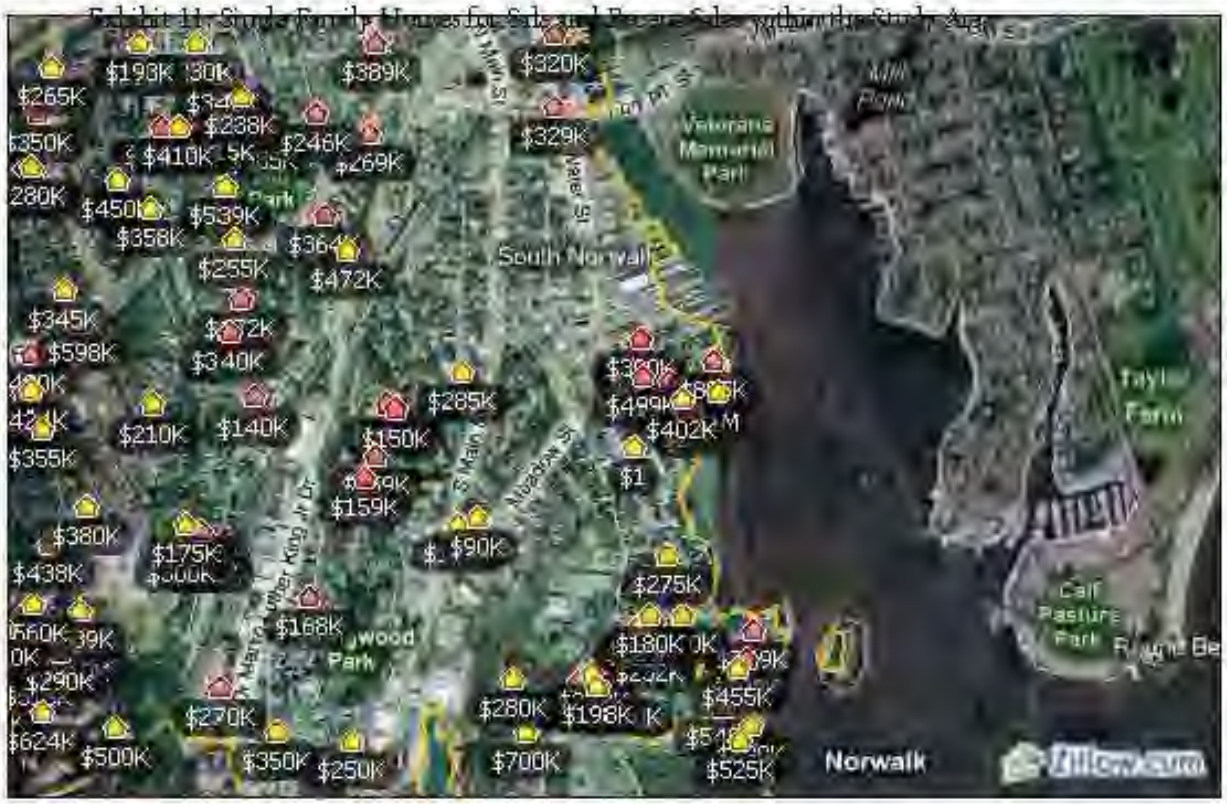
3BR, 1 bath single-family house
900 SF house on 6,865 SF lot.
Asking price: $159,000 or $176.67/SF
Being marketed as potential business

Image 4:

8 WINDSOR PLACE

2 BR, 1 bath single-family house
1,252 SF house on 4,791 SF lot.
Asking price: $140,000 or $111.82/SF
Listing states that house needs work.

Exhibit 11: Single Family Houses For Sale and Recent Sales within the Study Area



LEGEND

Red icons are 'For Sale'

Yellow icons are 'Recent Sales'

Image 1

10 MULVOY ST.

2.76 Acres (120,225 SF) across from S. Norwalk train station.

Asking Price: $2,900,000 ($24.12/SF)

Zoning: Industrial No. 1

Image 2:

+/-100 WATER ST.

+/-1-1/2 Acres (+/- 65,340 SF)

Asking Price: +/-$3,000,000 (+/-$45.91/SF)

Zoning: Marine Commercial

Image 3:

7, 9 & 13 OLEAN ST. *(8/06 Sale)*

0.91 Acres (39,500 SF)

Sale Price: $2,400,000 ($60.76/SF)

Buyer plans clear and level for single lot.

Zoning: Industrial No. 1

Image 4:

6 FITCH ST.

0.56 acres (25,302 SF)

Asking Price: $1,300,000 ($51.38/SF)

Zoning: Industrial No. 1

Image 5:

314 WILSON AVE.

6.14 Acres (261,360 SF)

Asking Price: $9,000,000 ($34.44/SF)

Zoning: Industrial No. 1

Articles

- "P&Z Says Yes to Steelpointe", Connecticut Post, May 19, 2010
- "Bridgeport to get $11m Fed Grant for Steelpointe", Connecticut Post, October 21, 2010
- Harbor Point Advertisements, Fairfield County Business Journal, September 2010

Sources

- CB Richard Ellis, Market View, Fairfield County, CT Office, Mid-year 2010
- Craigslist.com
- Center for Transit Oriented Development, Station Area Planning: How to Make Great Transit-Oriented Places, 2/2008.
- Chan, Krieger & Associates, South Norwalk Planning Study, March, 2005.
- Connecticut Economic Resource Center INC
- Cushman & Wakefield, Marketbeat, Fairfield County Office Report, 2Q10
- ESRI Businesss Analyst
- Interviews with numerous Norwalk real estate professionals
- Johnson Controls, Northeast Economic and Real Estate Market Trends, November 16, 2009
- Jones Lang LaSalle, Pulse/Fairfield County/Office Insight/Q3 2010
- The Louis Berger Group, Norwalk Connectivity Plan, May, 2010.
- Nielson Solution Center, Site Reports
- Norwalk Chamber of Commerce
- Norwalk Redevelopment Authority
- Realtyquest.com
- Wendel Duchscherer, South Norwalk Rail Station intermodal Facility Study, June, 2009.

Websites

- DVBRealty.com
- Trulia.com
- Pokomgt.com/completed_norwalk.html
- Zillow.com
- District957.com
- Spinrep.com
- En.wikipedia.org
- Harborpt.com

SOUTH NORWALK INCENTIVE HOUSING ZONE EVALUATION REPORT

Prepared for:
The City of Norwalk

Prepared by:
The Cecil Group, Inc.

October 2011

This planning initiative has been conducted by the Norwalk Redevelopment Agency, through a Technical Assistance Grant provided by the State of Connecticut's Office of Policy and Management.

This initiative was conducted in conjunction with the Transit Oriented Development Master Plan for the South Norwalk Railroad Station Neighborhood, capitalizing on the extensive community engagement and stakeholder involvement already in progress. The insights, guidance and advice provided for this initiative and reflected within this evaluation report are gratefully acknowledged.

The grant funds supported the work of a consulting team of planning and design professionals, working with the Norwalk Redevelopment Agency and City staff to generate this evaluation report.

Figures iii

Appendices iii

Executive Summary 1

Background 3

Incentive Housing Zone Program 3

TOD Master Plan and Implementation 4

IHZ Land Use Analysis 6

Project Brief 6

Eligible Location 6

Land Area 6

Developable Land and Incentive Housing Units 8

Underlying Zoning/Existing Zoned Units 8

South Norwalk IHZ Implementation 12

IHZ Program and District Location 12

Incentive Housing Units Calculation 12

South Norwalk IHZ Regulation and Use Characteristics 14

Implications of Applying a South Norwalk IHZ 14

IHZ Implementation Findings 15

Alternative Zoning Recommendations 17

Area Definition 17

Recommended Uses 18

Recommended Building Dimensions 19

Design Guidelines 19

Increased Density Incentive 19

Mixed-Income Housing Component 22

Implementation Options 23

Overlay Zoning District 23

Amendments to Existing Zoning 23

SoNo Station Design District Expansion 23

TOD Redevelopment Area Master Plan 25

Figures

Figure 1: IHZ Attachment 2 Existing Conditions 7

Figure 2: IHZ Attachment 3 Developable Land 9

Figure 3: IHZ Attachment 4 Underlying Zoning 10

Figure 4: Potential South Norwalk IHZ 13

Figure 5: South Norwalk TOD Zoning Area 20

Figure 6: South Norwalk TOD Zoning Area Existing Districts 21

Appendices

Appendix A: TOD Master Plan Goals and Objectives

Appendix B: Incentive Housing Zone Units

Appendix C: South Norwalk TOD Design Guidelines

Executive Summary

The South Norwalk Incentive Housing Zone Evaluation Report (Evaluation Report) assembles the technical research, analyses and findings required to determine if the City of Norwalk is eligible to utilize Incentive Housing Zone (IHZ) program, to determine whether this option meets the City housing and economic development goals, and to make zoning recommendations in accordance with these findings. The analysis and research for this determination was based on the requirements of the IHZ Application Form to the State of Connecticut's Office of Policy and Management. The Cecil Group provided these services to the Norwalk Redevelopment Agency through a Technical Assistance Grant from the Office of Policy and Management.

The IHZ program uses state funds to incent the production of housing and specifically affordable housing in Connecticut. The incentive, a grant for each new housing unit created within a new IHZ district, comes with requirements for the improvement of zoning restrictions to allow as-of-right housing at higher densities than permitted by existing zoning regulations.

The Cecil Group conducted the evaluation of the IHZ application based on the IHZ criteria for the areas served by rail transit. In Norwalk these areas are the rail stations: Rowayton, East Norwalk and South Norwalk.

The evaluation of the three rail station areas of Norwalk was conducted using the IHZ application criteria to establish the most appropriate potential location for an IHZ. Based on this evaluation South Norwalk was determined as the transit centered area that was the most appropriate location for an IHZ. The reasons for this determination is that the City is currently seeking revitalization of the South Norwalk neighborhood through transit-oriented development surrounding the South Norwalk Railroad Station and the ongoing public investment in redevelopment of the intermodal center located there. The City is currently investigating options to upgrade the intermodal elements of the Railroad Station while the surrounding neighborhood is poised for change. Housing, particularly affordable housing, is a key component of the plan for improving the neighborhood for the existing residents and developing support for public transit ridership. The application of an IHZ allowed under the program was considered as a zoning option that could encourage redevelopment that balances the neighborhood goals for preservation of character and community while advancing revitalization that is oriented toward public transit. The evaluation of the South Norwalk Railroad Station area was accomplished in conjunction with the related Transit Oriented Development Master Plan for South Norwalk Railroad Station Neighborhood (TOD Master Plan).

The determination made based on the analyses in this study is that an IHZ is not the most appropriate zoning strategy for South Norwalk to accomplish the City's plan for its TOD development and the neighborhood revitalization goals. This determination rests on four conclusions: the requirements of the IHZ program do not completely align with the needs of the TOD and revitalization plan in terms of preservation of urban and building character; the IHZ's financial incentives are insufficient to bridge the

infrastructure costs for structured parking necessary to accommodate the increased densities; the City already has programs in place for affordable and 'workforce' housing development that meet local affordable housing goals; and the increased densities required by the IHZ do not match the planned urban development patterns desired by the City and neighborhood.

However, based on the findings of this evaluation effort, several potential alternatives have been found that still accomplish the same goals of encouraging economic development and increasing affordable housing units as the IHZ program. The alternatives to the IHZ are based on the improvement of current City zoning regulations that can acutely address the specific economic development and affordable housing goals of the South Norwalk community. The recommended alternative zoning changes will aid and direct South Norwalk's neighborhood revitalization efforts.

Background

The purpose of this Evaluation Report is to determined if the area surrounding South Norwalk's transit station would qualify for an IHZ, if eligible would an IHZ be an appropriate regulation tool for the area and if an IHZ is not appropriate what alternative regulation strategies could be instituted to achieve the same or similar objectives as the IHZ program. This section of the Evaluation Report presents the IHZ program, its criteria and intentions. It also presents the findings, outreach and objectives of the TOD Master Plan, which contributes to the understanding of the IHZ evaluation.

Incentive Housing Zone Program

The Incentive Housing Zone (IHZ) program is administered through the State of Connecticut's Office of Policy and Management (OPM) as part of the Housing for Economic Growth Program. The IHZ program encourages economic development and growth while increasing the affordable housing options for the qualified individuals and households. By providing financial incentives for the development of affordable housing units as part of mixed-income and mixed-use developments in designated locations where increased density is appropriate, the IHZ program encourages economic growth in strategically appropriate locations.

Key criteria and requirements of the IHZ program include:

- Municipal Regulation – IHZs are overlay zoning districts established by a municipal zoning commission and then approval by the OPM may be sought for financial incentive eligibility.
- Eligible Locations – IHZs must have some portion located within one-half mile of a transit station, a designated area of concentrated development, or near existing or planned infrastructure.
- Allowed Uses – In addition to residential uses, IHZs may allow for a mix of business, commercial or other non-residential uses.
- Land Area – Individual IHZs cannot exceed 10% of the total land area of the municipality and cumulatively IHZs cannot exceed 25% of the total land area of the municipality.
- Minimum Density Requirements – IHZs must comply with the following minimum allowable density requirements:
  - 6 units/acre for single-family housing
  - 10 units/acre for duplex or townhouse housing
  - 20 units/acre for multifamily housing
- Minimum Density Increases – IHZs must increase the density allowed by the underlying zoning by at least 25%.
- Affordability – The IHZ program considers residential units "affordable" when they are affordable to and occupied by individuals and families, whose annual income is equal to or less than 80% of the area median income as determined by

the U.S. Department of Housing and Urban Development. The affordability designation must be assured for a period of no less than 30 years.

- Incentive Housing Development (IHD) – An approved IHD is a residential or mixed-use development that is located within an approved IHZ, and that designates 20% of the development's units as "affordable."
- Design Standards – An IHZ may include design standards for IHD. IHZ design standards must be reviewed and approved by the OPM.
- Municipal Financial Incentives – Subject to the availability of funds, the OPM issues two payment types to municipalities that adopt an IHZ. The payments are a Zone Adoption Payment and Building Permit Payments. The Zone Adoption Payment is a payment to the municipality for each unit allowed per the IHZ. The Building Permit Payment is a one-time payment to the municipality for each building permit for a residential unit within an approved IHD once the municipality issues a building permit for construction. The schedule for these payments to municipalities are as follows:
  - Zone Adoption Payment – $2,000 for each unit allowed per the IHZ
  - Building Permit Payment – $2,000 for each multifamily, duplex or townhouse unit within an approved IHD with proof of building permit issuance
  - Building Permit Payment – $5,000 for each single-family detached unit within an approved IHD with proof of building permit issuance
- Local Application Process – An IHZ will have a local application process for IHD proposals through the municipal zoning commission. Municipal zoning commissions have the ability to approve or deny IHD applications as well as grant waivers from dimensional and other non-affordability restrictions.

TOD Master Plan and Implementation

The evaluation of the three rail station areas in Norwalk concluded that the South Norwalk Railroad Station area was the most appropriate location for an IHZ. The evaluation of the South Norwalk Railroad Station area for an IHZ was accomplished in conjunction with the related Transit Oriented Development Master Plan for South Norwalk Railroad Station Neighborhood (TOD Master Plan).

The South Norwalk TOD Master Plan is a multi-disciplinary, community-based planning initiative for neighborhood revitalization and transit oriented development (TOD) in the South Norwalk area, which includes zoning evaluations and recommendations. An IHZ and program was considered as a means of implementing the TOD Master Plan's initiatives, thereby increasing its effectiveness and contributing to the larger revitalization goals of the South Norwalk neighborhood.

The IHZ program's criteria and requirements are generally in concert with the neighborhood revitalization *TOD Master Plan Goals and Objectives* developed to guide the TOD Master Plan. As part of the TOD Master Plan process, South Norwalk

residents and stakeholders developed neighborhood revitalization goals and objectives for specific initiatives through an intensive community engagement process. *Appendix A: TOD Master Plan Goals and Objectives* outlines in detail the neighborhood revitalization goals established through the TOD Master Plan process. The topics of consistency between the TOD Master Plan neighborhood revitalization and the IHZ program criteria and requirements include:

- The pursuit of economic development
- The increase of residential densities
- The expansion of housing type and affordability options
- The encouragement and growth of a mix of uses
- The enforcement of design standards for the neighborhood
- The establishment of the South Norwalk Railroad Station as a neighborhood asset

Based on the compatibility between the IHZ program and the TOD Master Plan's initiatives and objectives, the inclusion of an IHZ as part of the TOD Master Plan neighborhood revitalization strategy appeared to be an appropriate implementation option. This was further tested with a more detailed analysis of the land uses and densities.

IHZ Land Use Analysis

The Cecil Group conducted and prepared the technical research and analysis required to determine if the City of Norwalk would be eligible for an Incentive Housing Zone (IHZ) in South Norwalk based on the requirements of the OPM IHZ Application Form. Sections I: Applicant Information, Section II: Applicant Representative, and Section III: Local Approvals primarily provide administrative contact information and certified municipal resolutions documenting the local establishment of the IHZ. The OPM uses the technical information contained within Section IV: Project Information to determine the eligibility of an IHZ. The Section IV sub-sections and the findings related to the evaluation of South Norwalk as an appropriate location for an IHZ are listed below.

Project Brief

This Evaluation Report examined the existing condition of the area surrounding the South Norwalk Railroad Station as a potential location for an IHZ. The Project Brief elements, which are evaluated within the IHZ Application Form, include dedicated open space, property committed to public use, transit stations, and the extents of public utility services, water bodies and wetlands. *Figure 1: IHZ Attachment 2 Existing Conditions* provides graphic illustration of the potential project area and its elements. As illustrated in *Figure 1*, the potential project area is well served by public utilities and has immediate access to transit networks and interstate highway systems.

Eligible Location

The South Norwalk neighborhood is an eligible location for an IHZ because of its proximity to the South Norwalk Railroad Station, which provides commuter rail and bus service. The potential project area evaluated by The Cecil Group for the IHZ was the area within a one-mile radius of the South Norwalk Railroad Station.

Land Area

The potential project area evaluated for the IHZ consists of 1,804 acres in the one-mile radius surrounding the South Norwalk Railroad Station. The acreage of the total potential IHZ project area represents 12% of the City of Norwalk's total land area.

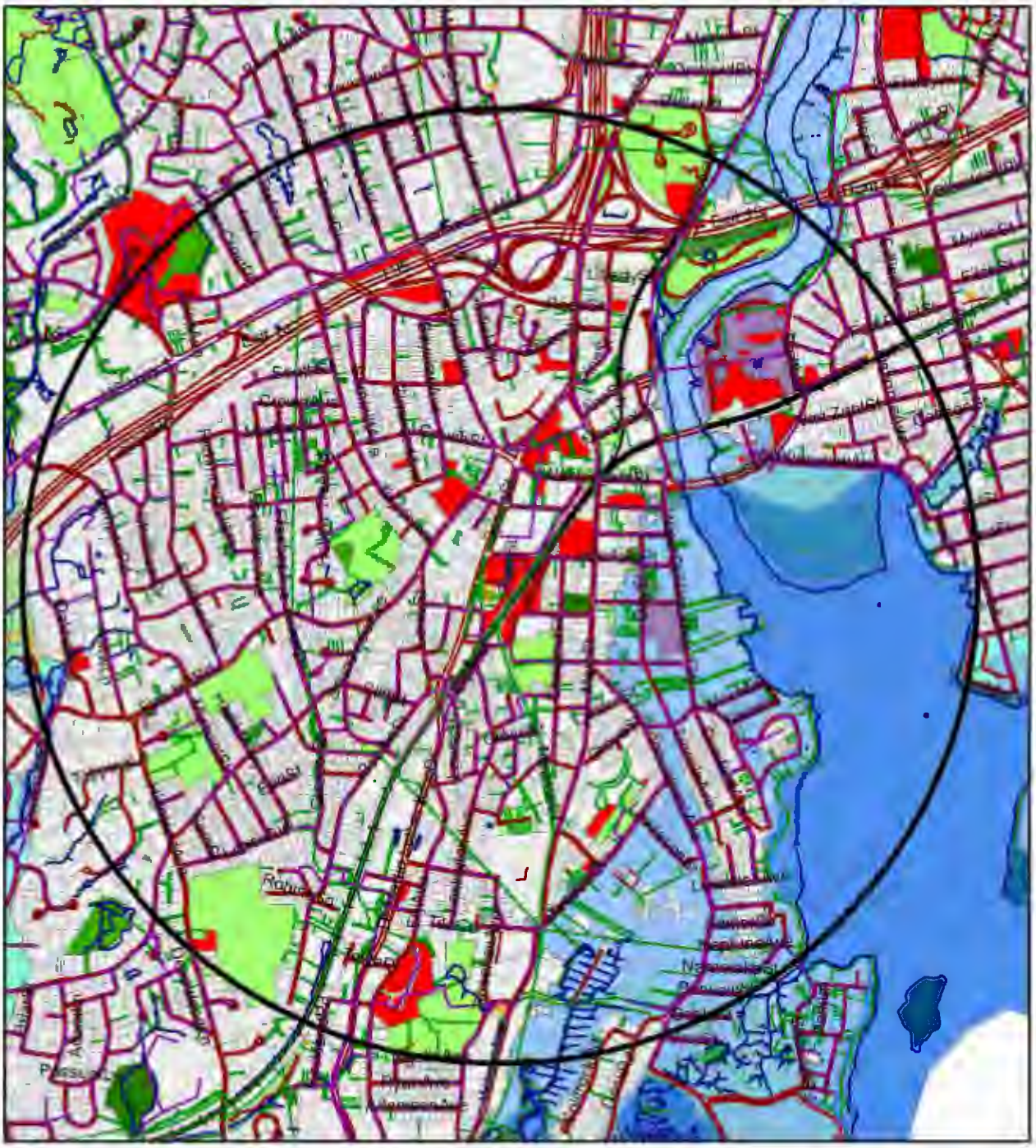


Figure 1: IHZ Attachment 2 Existing Conditions

Legend

- 1 Mile Transit Radius
- Sanitation Line - Low Pressure
- Sanitation Line - Gravity Main
- Sanitation Line - Force Main
- Water Line
- Electric Line
- Easements
- Railroad
- Road Line
- Shore Line

Flood Zones

- Non flood zones
- 500 year flood zones
- 100 year flood zones
- 100 year flood zones with storm induced waves

Open Space

- Municipal
- Nonprofit
- Private
- Public Utility
- State and Federal

- Dedicated Public Property
- Parcel Lines

N
W E
S

2,000 1,000 0 2,000 Feet

Developable Land and Incentive Housing Units

The developable land analysis examined the properties within the potential project area and identified the properties that qualified for either Developable Land or Underutilized Land, as defined by the IHZ program requirements. The identification of these properties enabled the calculation of the potential number of Incentive Housing Units within the IHZ. *Figure 2: IHZ Attachment 3 Developable Land* graphically identifies the parcels identifies as Developable Land and Underutilized Land. *Appendix B: Incentive Housing Zone Units* provides the calculations of the potential number of Incentive Housing Units and includes the parcel size, address, owner and the assessors' land use description for the potential South Norwalk IHZ. These parcels were first identified by their characteristics as determined by the assessor's data including:

- Zero gross building square feet, which may include properties actively used for storage;
- A minimum lot size of 0.11 acres (5,000sf) which is the minimum lot size for certain zoning districts; and,
- Elimination of certain land use designations, including cemeteries, "mother lots," railroad property and similar assessors' designations.

The list of Developable Land parcels was further refined based on the existence of historic and zoning districts. Properties in the single family zoning districts were removed from the list.

Underlying Zoning and Existing Zoned Units

The study examined the existing zoning and the number of units currently allowable in the South Norwalk potential project area and the number of units allowable in the same area with an IHZ, and then calculated the potential increase in units to verify a minimum 25% increase. *Figure 3: IHZ Attachment 4 Underlying Zoning* shows the existing zoning districts that are within a one-mile radius of the South Norwalk Railroad Station. In conjunction with *Figure 3*, *Table 1: Residential Zoning Densities* lists the existing residential densities currently allowed by the existing zoning regulations, the calculations of the residential densities that would be allowed for the same zoning districts under an IHZ and the calculated percent increase of units. For those districts that do not have a specified residential density or where density was determined by floor to area ratio (FAR), the calculations of density were made on the basis of 1500sf per unit. Consequently, in the Washington Street Design District, the residential densities were calculated as 1500sf per unit and according to the mixed-use requirements and allowances. Rounding up was required to meet the minimum 25% and the actual percentage is indicated in the table.

Figure 2: IHZ Attachment 3 Developable Land

Legend

- 1 Mile Transit Radius
- Road Line
- Shore Line
- Rail Road
- Developable Land
- Underutilized Land
- Dedicated Public Property
- Historic District
- Parcel Lines

Open Space

- Municipal
- Nonprofit
- Private
- Public Utility
- State and Federal

N
W E
S

2,000 1,000 0 2,000 Feet

Figure 3: IHZ Attachment 4 Underlying Zoning

Legend

Underlying Zoning

- AAA - Residence: Single Family Large Lots
- AA - Residence: Single Family 1/2 Acre Lots
- B - Residence: Single Family High Density
- C - Residence: Singe and Two Family
- D - Residence: Single, Two and Multi-Fmaily
- B1 - Business No. 1
- B2 - Business No. 2
- NB - Neighborhood Business
- I1 - Industrial No. 1
- RI - Restricted Industrial
- MC - Marine Commercial
- HZ - Hospital Zone
- RPDA - Reed Putnam Design District: Subarea A
- RPDC - Reed Putnam Design Distrct: Subarea C
- RPDD - Reed Putnam Design Distrct: Subarea D
- RPDE - Reed Putnam Design Distrct: Subarea E
- SNBD - South Norwalk Business District
- SSDD - SoNo Station Design District
- UZ - Unzoned: Highway
- WSDD - Washington Street Design District
- Parcels

- Road Line
- Shore Line
- RAILROAD

N W E S

2,000 1,000 0 2,000 Feet

Table 1: Residential Zoning Densities			
District	Residential Density [Units/Acre]		Percent Increase
	Existing	IHZ	
AAA Residence	1	1.25	25%
AA Residence	2	2.5	25%
B Residence	7	9	29%
C Residence	14	18	29%
D Residence	26	33	27%
Business No.1	26	33	27%
Business No.2	26	33	27%
NB Neighborhood Business	26	33	27%
MC Marine Commercial	21	27	29%
I1 Industrial No.1	14	18	29%
RI Restricted Industrial	7	9	29%
Hospital Zone	26	33	27%
RDPA Reed Putnam Design District Subarea A	26	33	27%
RDPA Reed Putnam Design District Subarea C	29	37	28%
RDPA Reed Putnam Design District Subarea D	21	27	29%
RDPA Reed Putnam Design District Subarea E	29	37	28%
SNBD South Norwalk Business District	26	33	27%
South Norwalk Design District	21	27	29%
WSDD Washington Street Design District	64	80	25%

South Norwalk IHZ Implementation

The analysis of the IHZ program for the South Norwalk neighborhood included an implementation evaluation of an IHZ in South Norwalk. The analysis of an IHZ in a specific location allowed for a thorough evaluation of specific results for South Norwalk. This analysis included the IHZ location designation, Incentive Housing Unit calculations and the use and characteristics changes that would occur in the potential South Norwalk IHZ.

IHZ Program and District Location

The IHZ evaluation process determined the area identified in *Figure 4: Potential South Norwalk IHZ* to be the most appropriate location for an IHZ, within a one-half-mile radius of the South Norwalk Railroad Station. This determination was based on the amount of developable and underutilized land in this area and therefore the most appropriate for initiating economic development.

The potential South Norwalk IHZ is generally defined as the area east of Martin Luther King Jr. Drive and the railroad tracks, north of Ingalls Ave and Rockland Road, west of Grey Rock Road, Meadow Street, Woodward Avenue, Water Street and Norwalk Harbor, and south of North Main Street and Haviland Street. The potential South Norwalk IHZ consists of 362 acres; 2.5% of the total municipal land mass for Norwalk. The potential South Norwalk IHZ includes eight different underlying zoning districts. These include the following districts: C Residence, D Residence, Industrial No 1, Marine Commercial, Neighborhood Business, Restricted Industrial, South Norwalk Business District and SoNo Station Design District. Industrial No. 1 and D Residence are the two largest zones in the potential South Norwalk IHZ.

Incentive Housing Units Calculation

The number of Incentive Housing Units was calculated for the potential South Norwalk IHZ area using the Developable Land and Underdeveloped Land as identified in the Land Use Analysis. According to this analysis, the number of units that could be physically constructed using Developable and Underutilized Land in the potential South Norwalk IHZ is 963. This represents a 57% increase over the number of potential units that could be developed in this area through the existing zoning. *Appendix B: Incentive Housing Zone Units* provides the detailed calculations.

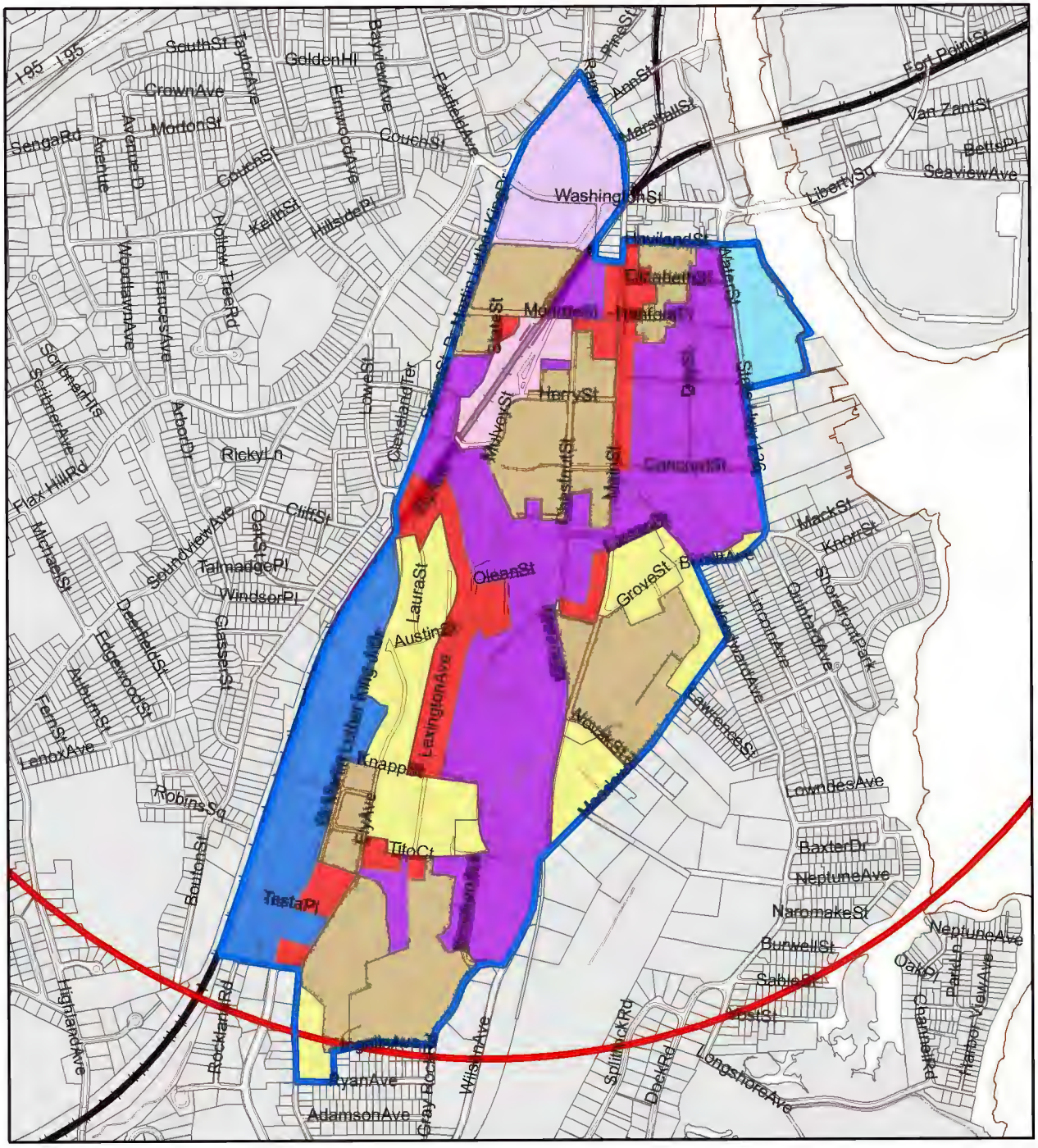


Figure 4: Potential South Norwalk IHZ

Legend

- Potential South Norwalk IHZ
- 1 Mile Transit Radius
- Road Line
- Shore Line
- Railroad

Existing Zoning

- C - Residence: Single and Two Family
- D - Residence: Single, Two and Multi-Family
- I1 - Industrial No. 1
- MC - Marine Commercial
- NB - Neighborhood Business
- RI - Restricted Industrial
- SNBD - South Norwalk Business District
- SSDD - SoNo Station Design District
- Parcel Lines

N
W E
S

1,300 650 0 1,300 Feet

South Norwalk IHZ Regulation and Use Characteristics

The potential South Norwalk IHZ would change the regulation, use and building dimension characteristics of the area designated for the overlay zone. These changes include such characteristics such as 20% affordable housing components for IHD eligible projects, increased building dimension potential and a unique municipal entitlements process. However, to increase its revitalization potential and limit non-conforming uses additional use changes should accompany a potential South Norwalk IHZ. Expanded residential uses should be allowed in districts that currently limit residential uses. The following use changes should be considered as part of adopting an IHZ in the area designated for the potential South Norwalk IHZ:

- Allow all Residence D uses in the Industrial No. 1 District
- Allow all Neighborhood Business District uses in the Industrial No.1 District
- Allow multifamily development in the Marine Commercial District

Implications of Applying a South Norwalk IHZ

The implementation of the potential South Norwalk IHZ in concert with the recommended zoning use changes has a profound effect on South Norwalk. This strategy allows an increase of the existing residential density of Industrial No. 1 districts in South Norwalk from 14 units per acre to 33 units per acre and an increase to 21 units per acre for the Marine Commercial districts. It allows for additional commercial and business uses in Industrial No. 1 districts in South Norwalk. The potential South Norwalk IHZ would also require an affordable housing component as part of each IHD eligible project, therefore providing affordable housing stock dispersed throughout the potential South Norwalk IHZ in moderate numbers, in contrast to the existing pattern of large concentrations of affordable housing currently located in the South Norwalk neighborhood.

IHZ Implementation Findings

The findings of the South Norwalk IHZ implementation analysis conclude that an IHZ in South Norwalk would not produce the economic development or neighborhood revitalization sought or intended by the City of Norwalk.

The determination was based on three concerns:

- The IHZ program's financial incentives are insufficient to bridge the infrastructure costs for the structured parking necessary to accommodate the increased densities,
- The City has existing affordable and workforce housing development programs, including standards for inclusion within the SoNo Station Design District, and
- The increased densities required by the IHZ do not match the planned urban development scale and patterns desired by the City and neighborhood.

The IHZ program's required density increases are not economically feasible due to the existing high densities allowed in South Norwalk, with the cost of parking required by high densities accounting for much of this infeasibility. To achieve the increase densities required by the IHZ, IHDs would be required to construct structured parking, which would make the IHD economically infeasible. South Norwalk's allowed high density for development render the IHZ program's 25% increase too great to encourage economic development. Financial pro-forma analyses were conducted for different types of development in the South Norwalk neighborhoods as part of the TOD Master Plan. In the scenarios that were tested, the number of residential units developed was limited by the ability to provide surface parking for the units. The existing zoning could not be maximized for development due to the high cost of structured parking, even in the scenarios run for market-rate developments. Conversely, moderately scaled developments enabled development projects to not only predict profitability, but to do so with affordable unit components. Accounting for affordable units as part of the pro-forma analyses compounded the deficiencies. The financial analyses showed that structured parking would add $37,500 to $50,000 of construction costs per unit depending on the number of bedrooms. The financial incentives provided through the IHZ program are inadequate to address this level of financial shortfall. Therefore, the implementation of an IHZ in South Norwalk would fail to initiate economic development or neighborhood revitalization.

One of the principal purposes of the IHZ program is to enable and encourage the development of affordable housing. This aspect of the IHZ program is less impactful in the City of Norwalk, where multiple tools exist to require affordable housing. The City of Norwalk's affordable housing regulatory tools that support the creation of affordable housing are Workforce Housing regulation (Article 101, Workforce Housing Regulation) and a requirement within the SoNo Station Design District that all dwelling units have an affordability component. To encourage the creation of additional

affordable housing units in Norwalk, the City could modify these existing regulations to affect a larger segment of the City. Norwalk does not need to adopt an IHZ to promote the development of affordable housing with these existing regulations in place.

The increased densities required by the IHZ do not match the planned urban development scale and patterns desired by the City and neighborhood. The goal of City of Norwalk and the South Norwalk residents is to maintain the existing neighborhood development scale and patterns while revitalizing the neighborhood. The densities required by the IHZ program would result in the aggregation of properties and ultimately larger scaled developments. The City of Norwalk has identified and is pursuing large-scale developments in other areas of the City, but remains committed to the revitalization of South Norwalk at a neighborhood scale that respects the existing fabric of buildings. Large-scale development projects would redevelop and substantially change the character of the South Norwalk neighborhood.

The Evaluation Report's conclusions based on the review of the City's zoning was that there are several alternative zoning approaches that could meet similar goals for housing and affordable housing production while simultaneously more closely meeting the goals of the TOD Master Plan.

Alternative Zoning Recommendations

The South Norwalk neighborhood area can experience economic development, neighborhood revitalization and increase affordable housing for the community without implementing an IHZ. Changes to the existing zoning regulations can be made to achieve the *TOD Master Plan Goals and Objectives* that are economically feasible and focused on transit oriented development. Furthermore, the City of Norwalk can implement these zoning regulation changes in a number of ways at the local level.

The *TOD Master Plan Goals and Objectives* for neighborhood revitalization remain the guiding principles for the recommended zoning changes. The following elements of the *TOD Master Plan Goals and Objectives* pertain to zoning regulations:

- The pursuit of economic development
- The increase of residential densities
- The expansion of housing types and affordability options
- The encouragement and growth of a mix of uses
- The enforcement of design standards for the neighborhood
- The establishment of the South Norwalk Railroad Station as a neighborhood asset

Multiple zoning districts fragment the existing mixed-use neighborhood that currently surrounds the South Norwalk Railroad Station and the area contains numerous non-conforming uses. This combination of fragmented districts and non-conforming uses reduce reinvestment and economic development in the area. A mixed-use environment and a reduction in non-conforming uses in the neighborhood surrounding the South Norwalk Railroad Station will support development and investment in the area. Appropriate zoning regulations and design guidelines can direct future development and investment to strengthen the *TOD Master Plan Goals and Objectives*.

The following recommendations are for uses, building dimensions, and affordability requirements that will support a mixed-income, mixed-use, transit oriented district that is economically feasible to develop. The recommendations will include specific geographic boundaries for the zoning recommendations, design guidelines and several alternative implementation methods for the City of Norwalk's selection.

<u>Area Definition</u>

The following zoning recommendations are intended to apply to the South Norwalk Railroad Station neighborhood. *Figure 5: South Norwalk TOD Zoning Area* illustrates the intended area for the following regulation recommendations. This area is generally consistent with the TOD Master Plan Focus Area and its approximate boundaries are the following:

- The east boundary of Water Street
- The west boundary of Dr. Martin Luther King Drive and Lexington Avenue
- The north boundary of Madison Street and Haviland Street
- The south boundary of Burritt Avenue, Grove Street, Bell Avenue, Olean Street and Ely Avenue

Recommended Uses

The recommended as-of-right and special permit uses for the defined South Norwalk TOD Zoning Area are listed below. All of the recommended uses are intended to support and be consistent with a mixed-use transit oriented district. *Figure 6: South Norwalk TOD Zoning Area Existing Districts* illustrates the fragmented nature of the existing zoning districts in the South Norwalk TOD Zoning Area. All of the uses recommended for the Norwalk TOD Zoning Area are currently present in the existing South Norwalk zoning districts. Each recommended use below has the relevant existing zoning district listed in parenthesis.

- As-of-right uses:
  - Railroad station and commuter facilities (SoNo Station)
  - Multifamily dwellings with fewer than twelve (12) units, including elderly and congregate housing (Neighborhood Business)
  - Two-family detached dwelling (Residence C)
  - Retail stores and business service establishments having a gross floor area of fewer than eight thousand (8,000) square feet (Neighborhood Business)
  - Offices having a gross floor area of fewer than eight thousand (8,000) square feet (Neighborhood Business)
  - Restaurants and taverns having a gross floor area of fewer than two thousand five hundred (2,500) square feet, excluding drive-in facilities (Neighborhood Business)
  - Health clubs (SoNo Station)
  - Banks and financial institutions, excluding drive-in facilities (SoNo Station)
  - Manufacturing, processing or assembly of goods which are not noxious or offensive due to emission of noise, pollutants or waste (Industrial No. 1)
  - Printing establishments(Industrial No. 1)
  - Research and development facilities(Industrial No. 1)
  - Theaters and auditoriums (SoNo Station)
  - Child day-care centers (SoNo Station)
  - Parks, playgrounds and open space (SoNo Station)
  - Off-street parking facilities (SoNo Station)

- Museums, libraries and meeting halls (SoNo Station)
- Places of worship, churches and church buildings (Neighborhood Business)

- Special permit uses:
  - Multifamily dwellings with more than twelve (12) units, including elderly and congregate housing (Neighborhood Business)
  - Retail stores and business service establishments having a gross floor area of eight thousand (8,000) square feet or more (Neighborhood Business)
  - Offices having a gross floor area of eight thousand (8,000) square feet or more (Neighborhood Business)
  - Restaurants and taverns having a gross floor area of two thousand five hundred (2,500) square feet or more (Neighborhood Business)
  - Bank drive-in facilities (SoNo Station)

Recommended Building Dimensions

The recommended building dimensions listed below are consistent with the existing built environment and existing building dimension regulations. Reinvestment in the area at the neighborhood's existing scale will achieve the type of neighborhood revitalization consistent with the *TOD Master Plan Goals and Objectives.*

- Building dimensions:
  - The maximum height limits should be four and one half stories and 52 feet above the base flood level (Marine Commercial)
  - The maximum building area is 50% of the parcel area for the buildings, 90% of the parcel area for the buildings and parking and 30% of the parcel dedicated to open space (SoNo Station)

Design Guidelines

The recommended modifications for the Design Guidelines for the defined South Norwalk TOD Zoning Area are attached as *Appendix C: South Norwalk TOD Design Guidelines.* These design guidelines are recommended as revised, updated and expanded *SoNo Station Design District Design Guidelines.* The recommended *Draft South Norwalk TOD Design Guidelines* place an increased emphasis on pedestrian connections, mixed-use façade treatments and bicycle network infrastructure support. The recommended *South Norwalk TOD Design Guidelines* also provide illustrative examples, which are not included in the existing *SoNo Station Design District Design Guidelines.*

Increased Density Incentive

Program goals for infrastructure, access, or particular uses could be achieved with density incentives such as allowing additional stories in exchange for meeting one or more of the goals.

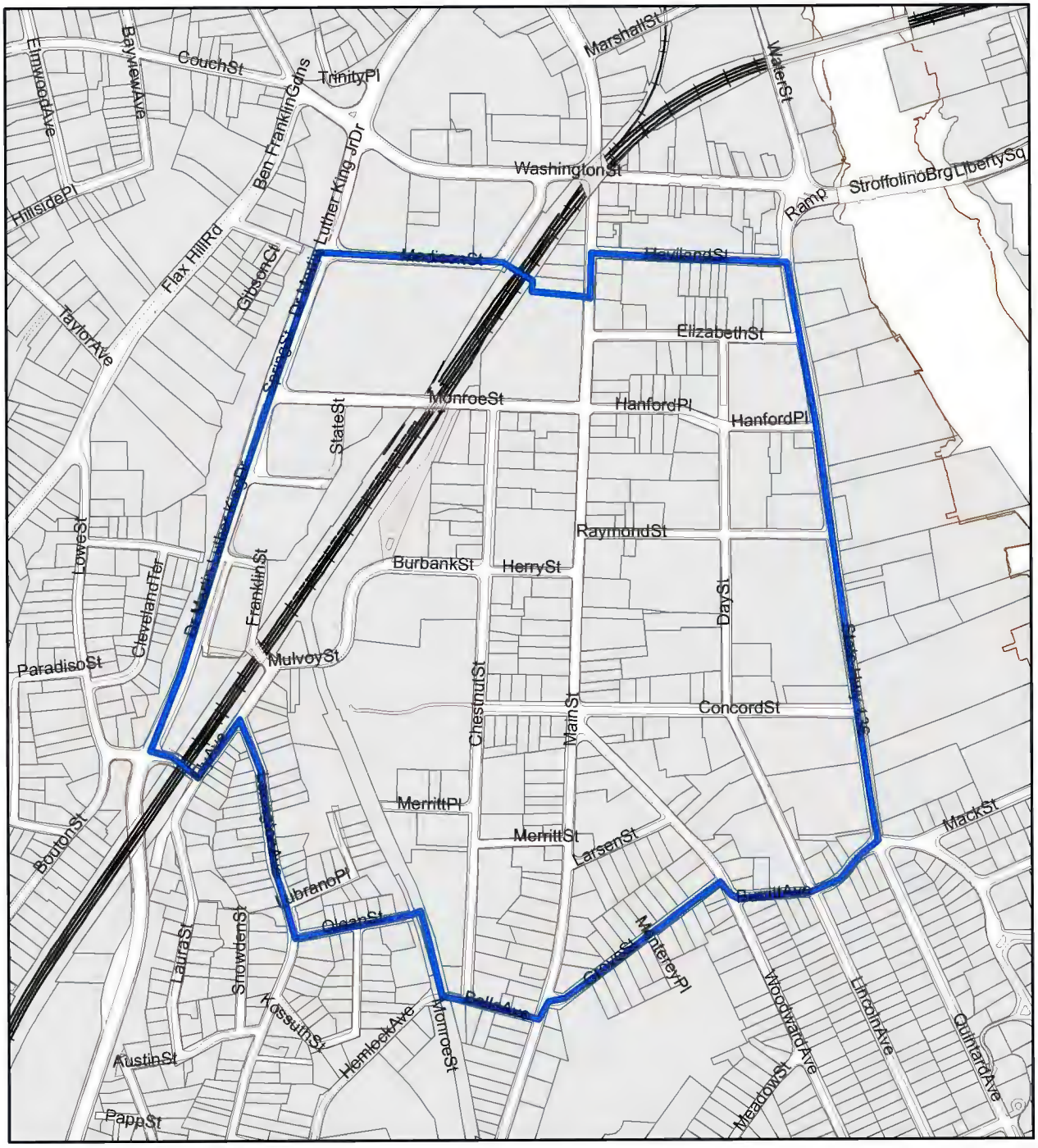


Figure 5: South Norwalk TOD Zoning Area

Legend

- South Norwalk TOD Zoning Area
- Railroad
- Road Line
- Shore Line
- Parcel Lines

N
W E
S

710 355 0 710 Feet

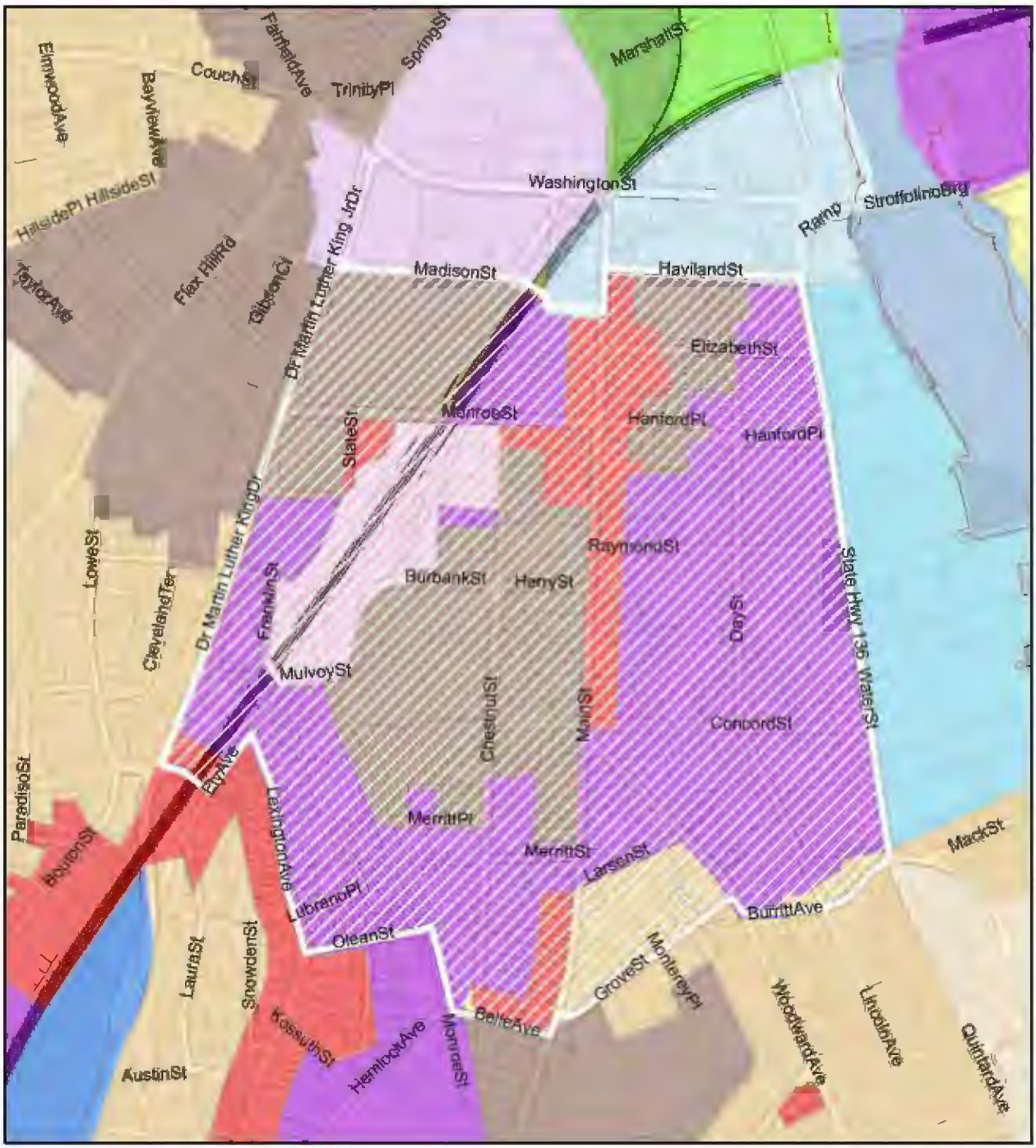


Figure 6: South Norwalk TOD Zoning Area Existing Districts

Legend

- South Norwalk TOD Zoning Area
- Railroad
- Road Line
- Shore Line

Existing Zoning

- AAA - Single Family Residentail Very Low Density
- B - Single Family Residentail High Density
- C - Single Family and Two Family Residential
- D - Single Family, Two Family and Mulit-Family Residential
- NB - Neighborhood Business
- MC - Marine Commercial
- RPDD - Reed Putnum Design District - Subarea D
- RPDE - Reed Putnum Design District - Subarea E
- SNBD - South Norwalk Business District
- SSDD - Sono Station Design District
- WSDD - Washington Street Design District
- I1 - Industrial No 1
- RI - Restricted Industrial
- Water
- Parcel Lines

N W E S

710 355 0 710 Feet

Mixed-Income Housing Component

The recommended zoning regulation changes include a mixed income-housing component. This component will support the preservation of the existing neighborhood environment and respond to pressures of gentrification as development and reinvestment in the area occur. Mixed-income housing requirements exist in the South Norwalk Railroad Station area through the SoNo Station Design District zoning regulations and Norwalk's Workforce Housing regulation (Article 101, Workforce Housing Regulation).

- Mixed-income housing characteristics :
  - 10% of all dwelling units should be made affordable (SoNo Station with modification). Residential units are defined as "affordable" when they are affordable for and occupied by individuals and families whose annual income is equal to or less than 80% of the area median income as determined by the U.S. Department of Housing and Urban Development. The affordability designation must be assured for a period of no less than 30 years.

Implementation Options

The specific zoning recommendations listed above can be achieved through a number of implementation methods. The multiple avenues available for the implementation of the zoning recommendations provide a variety of regulatory and political options. The implementation methods include:

Overlay Zoning District

The zoning and regulatory recommendations could be implemented through the creation of an overlay zoning district. An overlay zoning district creates an additional zoning district in addition to the current existing or underlying zoning. The overlay district would allow additional uses to the underlying zoning and contain regulations that could include multi-income housing and design guidelines. The specific zoning recommendations would be consistent with all of the specifications listed above, but would allow the existing zoning districts to remain under the overlay thereby allowing more options for redevelopment.

Amendments to Existing Zoning

The zoning and regulatory recommendations could be implemented through amendments to the existing zoning districts. This strategy would require the use of geographic indicators in the amendment text to limit the recommended changes to the South Norwalk TOD Zoning Area and not throughout the City. The recommended zoning amendments are the following:

- Amend the Industrial No. 1 District to include all uses allowed in Residence D (currently all uses in Residence C are included as of right in Industrial No. 1)
- Amend the Industrial No. 1 District to include all uses in the Neighborhood Business District
- Refine the Workforce Housing regulation (Article 101, Workforce Housing Regulation) for expanding application to Industrial No. 1 Districts and reduce the minimum unit requirement from 20

This strategy would increase the allowed residential density of Industrial No.1 zones in South Norwalk from 14 units per acre to 26 units per acre by right. It would also allow for additional commercial and business uses in Industrial No.1 districts, thus creating an urban mixed-use district that would be driven primarily through economic market forces.

SoNo Station Design District Expansion

The zoning regulations could be implemented by expanding the existing SoNo Station Design District, while making limited changes to its regulations. This strategy capitalizes on the existing Norwalk zoning district that was created to support an urban, mixed-use, and transit-oriented district within walking distance to the South Norwalk Railroad Station by expanding the boundaries of the already existing SoNo Station Design District. This strategy would encourage mixed-use development by increasing both the

allowed residential unit density and the commercial uses allowed in South Norwalk. The SoNo Station Design District also requires affordable housing component as part of each residential development, therefore providing an increase to the area's affordable housing stock that is immediately responsive to the market pressures, which contribute to gentrification.

Recommended changes to the expanded SoNo Station Design District are as follows:

- Expand the SoNo Station Design District to the boundaries to match those of the South Norwalk TOD Zoning Area described in detail above.
- SoNo Station Design District, as-of-right use amendments:
  - Include: manufacturing, processing or assembly of goods which are not noxious or offensive due to emission of noise , pollutants or waste (Industrial No. 1)
  - Include: printing establishments(Industrial No. 1)
  - Include: research and development facilities(Industrial No. 1)
  - Include: two-family detached dwelling (Residence C)
  - Include: places of worship, churches and church buildings (Neighborhood Business)
  - Include: multifamily dwellings with fewer than twelve (12) units, including elderly and congregate housing
  - Include: retail stores and business service establishments having a gross floor area of fewer than eight thousand (8,000) sf
  - Include: offices having a gross floor area of fewer than eight thousand (8,000) square feet
  - Include: restaurants and taverns having a gross floor area of fewer than two thousand five hundred (2,500) square feet

- SoNo Station Design District, Special Permit Use amendments:
  - Include: multifamily dwellings with more than twelve (12) units, including elderly and congregate housing
  - Include: retail stores and business service establishments having a gross floor area of eight thousand (8,000) square feet or more
  - Include: offices having a gross floor area of eight thousand (8,000) or more square feet
  - Include: restaurants and taverns having a gross floor area of two thousand five hundred (2,500) square feet or more

- SoNo Station Design District, building dimension amendments:
  - Increase the maximum height limits from four stories and 45 feet to four and one half stories and 52 feet above the base flood level

SoNo Station Design District mixed-income housing amendments:

- Reduce the requirement that 20% of all dwelling units be affordable to individuals and families of low and moderate incomes to a requirement of 10%. Findings from the financial analysis demonstrate that market sensitivities need more incentives for market rate to encourage redevelopment.

TOD Redevelopment Area Master Plan

The zoning recommendations could be implemented through the Redevelopment Master Plan process (Title 8, Chapter 130). This implementation method would require the adoption of a South Norwalk Redevelopment Master Plan that includes zoning regulations and design guidelines. If a Redevelopment Master Plan with zoning regulations is in place then all proposed projects for that area are required to submit to a project review process by the Norwalk Redevelopment Authority.

The Norwalk Redevelopment Agency has undertaken an initiative to create a Transit Oriented Development Master Plan for South Norwalk Railroad Station Neighborhood. The planning recommendations will be guided by a set of goals and objectives for the community and neighborhoods that are within an easy walking distance of the railroad station and the Intermodal Transportation Center that is located there. The planning initiative recognizes that the proximity to the transit and rail service can create development opportunities and impacts. The purpose of this effort is to manage future change in a manner that will provide benefits that will appropriately enhance the neighborhoods and their component places. These goals and objectives have been prepared based on meetings and discussions with area stakeholders, the preceding public plans and policies for the area, and public input at community conversation meetings associated with this project.

Neighborhoods

Goal: The neighborhoods around the South Norwalk Rail Station should be composed of a continuous and coherent pattern of pedestrian friendly and inviting streets, sidewalks and paths that line and connect blocks with complete and compatible development and land uses that create a cohesive and attractive environment in which to live, work, shop, visit and enjoy.

Objectives:

1. *Locate active retail, commercial and civic uses where they will be successful and contribute to the pedestrian environment.*
2. *Create inviting and active open space as part of the street network to provide regular occurrences of visual relief and opportunities for community interaction.*
3. *Expand the role of the South Norwalk railroad station as a community resource and a place for social connections.*
4. *Extend neighborhood connections along key corridors to the railroad station, featuring active uses and sidewalks that encourage community interaction.*
5. *Engage the South Norwalk artist community to create interesting and attractive public spaces that foster positive community interaction.*
6. *Fill empty lots and underutilized spaces with appropriate uses.*
7. *Connect neighborhood to the waterfront as an attraction for visitors and amenity for residents.*

Economics and Development

Goal: Invite and support development as a combination of new buildings and renovations that create a long-term, sustainable mixed-use pattern that contains a balanced quantity of housing, commercial, retail, civic and institutional uses, while protecting existing residents from displacement.

Objectives:

1. *Provide a balance of retail uses and services that reinforce the neighborhoods as great, convenient places to live and work.*
2. *Support development that offers jobs for people who can walk or bicycle to work.*
3. *Support commercial development that can take advantage of the proximity to the transit hub to reduce vehicle trips and gain competitive advantages.*
4. *Provide and support additional housing to expand the range of choices in terms of housing types and affordability. Affordable housing should be designed to look like market-rate housing.*
5. *Ensure that development efforts are accompanied by public outreach and neighborhood involvement.*
6. *Support development that does not displace neighborhood residents or businesses.*
7. *Provide specific tools such as linkage programs to mitigate the effects of gentrification.*

Urban Design Character and Qualities

Goal: Shape the fabric of buildings, spaces, streets and places to create distinctive and complete urban neighborhoods that contain diverse but well-connected components.

Objectives:

1. *Ensure that retail corridors are lined with active, attractive uses and facades that reinforce the businesses located there.*
2. *Create a variety of different neighborhood environments with different scale and use patterns, ranging from low-scale residentially oriented areas, to active, multiple use concentrations that draw activity along the streets and sidewalks.*
3. *Protect and enhance valued historic structures through adaptive reuse and historic preservation.*
4. *Retain the traditional composition along blocks and streets where historic or traditional components remain substantially intact.*
5. *Where traditional patterns no longer exist, provide compositions that are reminiscent of the past to the extent that they create an emphasis on street frontage and street-facing orientation of buildings, and create a breakdown of horizontal and vertical components to create a variety of scales.*
6. *Focus circulation patterns along public rights-of-way or convenient and visible public easements through the siting of buildings, streets and paths*
7. *Diminish or remove the visual impact of parking from public vantage points, except for on-street parking.*

Diversity

Goal: Encourage and maintain a diverse neighborhood that provides housing, employment, shops, services and restaurants that attract and support a wide range of cultures and incomes.

Objectives:

1. *Create pro-active tools and programs to preserve and encourage diversity through supporting and retaining affordable housing for existing residents and cultural groups for whom South Norwalk has been a home.*
2. *Promote and support multi-cultural businesses and institutions that are inherent components of diverse neighborhoods.*
3. *Expand the range of market-rate housing and types of units*
4. *Provide an excellent living and neighborhood setting for all types of households and population types.*
5. *Retain a mixture of uses and building types to maintain and enhance the existing balance of diverse businesses, and people in South Norwalk.*
6. *Protect existing residents from displacement due to gentrification.*

Circulation and Transportation

Goal: Enhance pedestrian and bicycle connectivity, while channeling and enabling vehicle circulation to be consistent with neighborhood quality and supporting the economic development goals for appropriate locations within the neighborhood.

Objectives:

1. *Provide adequate parking for each use within the district through shared parking.*
2. *Expand on-street parking as a practical resource for neighborhood uses.*
3. *Provide a continuous, safe, well-lit active network of sidewalks and pedestrian paths.*
4. *Create intersection and corridor designs and operational improvements to balance vehicular, pedestrian and bicycle circulation patterns so that every mode is safely and conveniently served.*
5. *Provide the neighborhoods and railroad station with well-defined, safe routes, which connect with regional commuter and recreational bicycle networks.*
6. *Provide for bicycle facilities in locations that support short term, and overnight storage.*
7. *Avoid traffic congestion and speeds that negatively affect the desirability of living or working in the area.*
8. *Improve vehicular traffic circulation in the areas surrounding the railroad station and the connections to regional systems.*
9. *Improve access and efficiency to and between multiple modes of transportation including pedestrian networks, bicycle networks, public bus and rail lines, taxi cabs and private automobiles.*
10. *Manage parking resources to eliminate future commuter parking outside of designated lots.*
11. *Remove pedestrian barriers due to physical design, land use patterns, or other issues.*
12. *Reduce or remove the impact of parking lots on the neighborhood.*

13. *Improve pedestrian and vehicular wayfinding signage in the neighborhoods surrounding the railroad station.*
14. *Improve pedestrian accessibility to the railroad station, through improved lighting and signage, and by reducing the grade approaching the station from the east.*
15. *Provide connections so that anyone can comfortably reach any destination from any other location within the area by foot or on bicycle.*

Community Security and Safety

Goal: The neighborhoods around the South Norwalk Rail Station should be safe and secure environments for residents, commuters, business owners and visitors.

1. *Ensure all sidewalks and pedestrian paths are well-lit, safe and maintained.*
2. *Increase police access and visibility such as emergency call boxes, neighborhood satellite store-front offices, or increased patrols.*
3. *Ensure that retail corridors are lined with active, attractive uses, with various hours of operation.*
4. *Locate open space in areas of existing high activity and develop programs and activities to ensure their continuous use and connection with the community.*

Appendix B: Incentive Housing Zone Units

DEVELOPABLE LAND

PARCELID	STREETNO	ALTSTREETNAME	LOCCITY	OWNER1	ZONE1	LUCDESCRIP	EXISTINGTOTALACRE	TOTAL SF	GROSSBLDG	BUILDTYPE	SALEPRICE	TOTALLANDV	TOTALYARD	TOTALBUILI	TOTALVALUE	ZONE1	Zoning I	IHZ Units	Existing	IHZ Pote	Difference	
Residence C																						
2-81-40A-0	4	MONTEREY PL	NORWALK,CT	SAMPLE JAMES T JR & BRADLEY J	C	COM DEV LND	0.11001	4792.04	0.00		0	159000	0	0	159000	C	14	18	1.54	1.98	0	1
2-81-8-0	63	WOODWARD AVENU	NORWALK,CT	BOBS EQUIPMENT SERVICE LLC	C	COM YARD IM	0.17000	7405.20	0.00	OUT BUILD.	450000	216300	1900	0	218200	C	14	18	2.38	3.06	1	3
5-83-212-0	133	LEXINGTON AV	NORWALK,CT	KONYKHOV OLGA	C	LND VAC IMP	0.13280	5784.77	0.00		385000	246500	0	0	246500	C	14	18	1.86	2.39	0	2
2-67-25-0		LAURA ST	NORWALK,CT	TELO STEVENSON & FRANCOISE	C	RES FRAGMNT	0.03000	1306.80	0.00	VAC LOT	145000	54000	0	0	54000	C	14	18	0.42	0.54	1	0
5-83-114-0	119	LEXINGTON AV	NORWALK,CT	DGR ENTERPRISES LLC	C	S/R YARD	0.09000	3920.40	0.00	OUT BUILD.	0	57800	12900	0	70700	C	14	18	1.26	1.62	1	1
2-81A-88-0	4	WEST MEADOW ST	NORWALK,CT	TELESCO THOMAS J	C	S/R YARD	0.30000	13068.00	0.00	OUT BUILD.	105000	294100	27100	0	321200	C	14	18	4.20	5.40	1	5
2-66-44-0	107	ELY AVENUE	NORWALK,CT	DEFLORIO JAMES A & MARIA LOREN/	C	UNDEV COM	0.16001	6970.04	0.00	VAC LOT	250000	176500	0	0	176500	C	14	18	2.24	2.88	1	2
2-81A-31-0	204	SOUTH MAIN ST	NORWALK,CT	BROWN ERICK A & LYDIA A	C	UNDEV RES	0.11000	4791.60	0.00	VAC LOT	0	143000	0	0	143000	C	14	18	1.54	1.98	0	2
5-82-11-0		DR. MARTIN LUTHER	NORWALK,CT	MICELI DOMINICK J &	C	UNDEV RES	0.07805	3399.86	0.00	VAC LOT	0	74600	0	0	74600	C	14	18	1.09	1.40	0	1
5-83-133-0	2	MEADOW ST EXT	NORWALK,CT	THREE HUNDRED THIRTY THREE WIL	C	UNDEV RES	0.18000	7840.80	0.00	VAC LOT	0	263500	0	0	263500	C	14	18	2.52	3.24	0	3
5-83-137-0	12	MEADOW ST EXT	NORWALK,CT	THREE HUNDRED THIRTY THREE WIL	C	UNDEV RES	0.09180	3998.81	0.00	VAC LOT	0	10400	0	0	10400	C	14	18	1.29	1.65	1	1
5-83-136-0	10	MEADOW ST EXT	NORWALK,CT	THREE HUNDRED THRITY THREE WIL	C	UNDEV RES	0.09000	3920.40	0.00	VAC LOT	0	52000	0	0	52000	C	14	18	1.26	1.62	1	1
2-68-41-0		DR. MARTIN LUTHER	NORWALK,CT	SECOND TAXING DISTRICT	C	MUNCIPL GOV	0.62000	27007.20	0.00		0	622900	0	0	622900	C35	14	18	8.68	11.16	2	11
Residence D																						
2-57-4-0	85	SOUTH MAIN ST	NORWALK,CT	ST JOSEPHS R.C. CHURCH CORP	D	CHURCHES	0.25000	10890.00	0.00	OUT BUILD.	0	246800	7900	0	254700	D	26	33	6.50	8.25	1	8
2-76-26-0	56	CHESTNUT ST	NORWALK,CT	PAC-KIT SAFETY EQUIPMENT CO	D	IND OUTBLDG	0.88299	38463.04	0.00	OUT BUILD.	1425000	484600	4800	0	489400	D	26	33	22.96	29.14	6	29
5-82-249-0	215	DR. MARTIN LUTHER	NORWALK,CT	KURYLKO JOHN	D	LND VAC IMP	1.00180	43638.41	0.00	VAC LOT	575000	280300	0	0	280300	D	26	33	26.05	33.06	7	33
2-76-4-0	171	SOUTH MAIN ST	NORWALK,CT	169 SOUTH MAIN STREET LLC	D	LOT COMBIN	0.13000	5662.80	0.00	VAC LOT	0	0	0	0	0	D	26	33	3.38	4.29	1	4
2-76-1-0	179	SOUTH MAIN ST	NORWALK,CT	CEJA JOSE L	D	LOT COMBIN	0.16800	7318.08	0.00	VAC LOT	360000	0	0	0	0	D	26	33	4.37	5.54	2	5
2-63-9-0	97	SOUTH MAIN ST	NORWALK,CT	ST JOSEPHS R.C. CHURCH CORP	D	MUNCIPL GOV	0.17000	7405.20	0.00	OUT BUILD.	0	196600	6800	0	203400	D	26	33	4.42	5.61	2	5
5-82-13-0		ELY AVENUE	NORWALK,CT	BARRIENTOS GLORIA P & OSORIO RO	D	UNDEV RES	0.07000	3049.20	0.00	VAC LOT	0	72800	0	0	72800	D	26	33	1.82	2.31	0	2
2-81A-92-0	168	SOUTH MAIN ST	NORWALK,CT	DELIVERANCE TEMPLE PENTECOSTAL	D	UNDEV RES	0.61900	26963.64	0.00	VAC LOT	500000	234400	0	0	234400	D	26	33	16.09	20.43	4	20
2-81A-6-0	37	MEADOW ST	NORWALK,CT	DLJ ASSOCIATES INC	D	UNDEV RES	0.15000	6534.00	0.00	VAC LOT	0	151600	0	0	151600	D	26	33	3.90	4.95	1	4
5-82-32-0	250	ELY AVENUE	NORWALK,CT	FLAX HILL CORPORATION	D	UNDEV RES	0.11480	5000.69	0.00	VAC LOT	150000	412700	0	0	412700	D	26	33	2.98	3.79	1	3
5-82-10-0	1	TAFT ST	NORWALK,CT	MICELI DOMINICK J &	D	UNDEV RES	0.07805	3399.86	0.00	VAC LOT	0	74600	0	0	74600	D	26	33	2.03	2.58	1	2
2-63-6-0	103	SOUTH MAIN ST	NORWALK,CT	NE CONF CORP 7TH DAY	D	UNDEV RES	0.20000	8712.00	0.00	VAC LOT	225000	180500	0	0	180500	D	26	33	5.20	6.60	2	6
5-82-20A-0	240	ELY AVENUE	NORWALK,CT	TORTORELLA ANGELINA	D	UNDEV RES	0.17000	7405.20	0.00	VAC LOT	0	173300	0	0	173300	D	26	33	4.42	5.61	2	5
5-82-20-0	238	ELY AVENUE	NORWALK,CT	TORTORELLA ANGELINA (50%) &	D	UNDEV RES	0.17000	7405.20	0.00	VAC LOT	0	173300	0	0	173300	D	26	33	4.42	5.61	2	5
Industrial No. 1																						
2-62-25-0	28	CONCORD ST	NORWALK,CT	CALVARY BAPTIST CHURCH	I1	CHURCHES	0.12998	5661.93	0.00	OUT BUILD.	127700	133800	3500	0	137300	I1	14	18	1.82	2.34	0	2
2-58-3-0	5	RAYMOND ST	NORWALK,CT	DEPERRY SHEILA HENRY	I1	COM DEV LND	0.08000	3484.80	0.00		47500	82300	0	0	82300	I1	14	18	1.12	1.44	0	1
2-75-19-0	9	OLEAN ST	NORWALK,CT	LUBRANO PLACE LLC	I1	COM DEV LND	0.23000	10018.80	0.00		700000	177500	0	0	177500	I1	14	18	3.22	4.14	1	4
2-60-11-0		TOLLES ST	NORWALK,CT	PHILLIPS JAMES W TRUSTEE &	I1	COM DEV LND	0.16001	6970.04	0.00		0	164700	0	0	164700	I1	14	18	2.24	2.88	1	2
2-83-6-0	88	DAY ST	NORWALK,CT	DWB HOLDING LLC	I1	COM FRAGMNT	0.09959	4338.14	0.00	VAC LOT	3478000	51200	0	0	51200	I1	14	18	1.39	1.79	1	1
2-62-14-0	51	DAY ST	NORWALK,CT	FIFTY DAY ST ASSOC LTD PARTNE	I1	COM YARD IM	0.18354	7995.00	0.00	OUT BUILD.	0	141700	5900	0	147600	I1	14	18	2.57	3.30	0	3
2-65-36-0	12	LUBRANO PL	NORWALK,CT	LUBRANO PLACE LLC	I1	COM YARD IM	0.33760	14705.86	0.00	OUT BUILD.	325000	328900	17900	0	346800	I1	14	18	4.73	6.08	1	6
2-44-13-0	25	ELIZABETH ST	NORWALK,CT	RAY LO REALTY INC	I1	COM YARD IM	0.11001	4792.04	0.00	OUT BUILD.	0	113200	3000	0	116200	I1	14	18	1.54	1.98	0	2
2-58-8-0	17	DAY ST	NORWALK,CT	SONO SQUARE ASSOCIATES LLC	I1	COM YARD IM	0.42399	18469.00	0.00	OUT BUILD.	0	352600	12200	0	364800	I1	14	18	5.94	7.63	2	7
5-83-138-0	16	MEADOW ST EXT	NORWALK,CT	THREE HUNDRED THIRTY THREE WIL	I1	COM YARD IM	0.18370	8001.97	0.00	OUT BUILD.	0	68100	5700	0	73800	I1	14	18	2.57	3.31	0	3
2-75-167-0	15	OLEAN ST	NORWALK,CT	LUBRANO PLACE LLC	I1	IND FRAGMNT	0.16001	6970.04	0.00		0	32900	0	0	32900	I1	14	18	2.24	2.88	1	2
2-83-10-0		DAY ST	NORWALK,CT	STEINER FERDINAND & DOROTHY E	I1	S/R YARD	0.14000	6098.40	0.00	OUT BUILD.	0	166100	18300	0	184400	I1	14	18	1.96	2.52	1	2
5-83-210-0	355	WILSON AV	NORWALK,CT	NORWALK WEST LLC	I1	UNDEV COM	2.69015	117182.93	0.00		0	1248300	0	0	1248300	I1	14	18	37.66	48.42	10	48
2-61-2-0	52	DAY ST	NORWALK,CT	SCHWARTZ ROBERT A	I1	UNDEV COM	0.40078	17457.98	0.00		230000	346200	0	0	346200	I1	14	18	5.61	7.21	1	7
2-79-1-0	134	SOUTH MAIN ST	NORWALK,CT	TERZIAN BRYAN	I1	UNDEV COM	0.13000	5662.80	0.00		50000	133800	0	0	133800	I1	14	18	1.82	2.34	0	2
2-82-18A-0	5	BURRITT AV	NORWALK,CT	DWB HOLDING LLC	I1	UNDEV IND	0.16001	6970.04	0.00		3478000	164700	0	0	164700	I1	14	18	2.24	2.88	1	2
2-62-15-0	18	CONCORD ST	NORWALK,CT	SCHWARTZ ROBERT A	I1	UNDEV IND	0.13701	5968.16	0.00		125000	141000	0	0	141000	I1	14	18	1.92	2.47	0	2
5-83-195-0	259	ELY AVENUE	NORWALK,CT	DANTONIO JOHN	I1	UNDEV RES	1.00100	43603.56	0.00	VAC LOT	200000	420300	0	0	420300	I1	14	18	14.01	18.02	4	18
5-83-163-0	30	SHEEHAN AV	NORWALK,CT	F.M. BONADDIO CONSTRUCTION INC	I1	UNDEV RES	0.39700	17293.32	0.00	VAC LOT	700000	311600	0	0	311600	I1	14	18	5.56	7.15	1	7
2-75-23-0	30	KOSSUTH ST	NORWALK,CT	KERY ALFRED	I1	UNDEV RES	0.11000	4791.60	0.00	VAC LOT	115000	158900	0	0	158900	I1	14	18	1.54	1.98	0	2
2-75-26-0	28	KOSSUTH ST	NORWALK,CT	KERY ALFRED	I1	UNDEV RES	0.12490	5440.64	0.00	VAC LOT	0	162500	0	0	162500	I1	14	18	1.75	2.25	0	2
2-62-26-0	26	CONCORD ST	NORWALK,CT	ODIERNO REALTY LLC	I1	UNDEV RES	0.12020	5235.91	0.00		100000	161300	0	0	161300	I1	14	18	1.68	2.16	0	2
2-65-17-0	31	LEXINGTON AV	NORWALK,CT	SCOTT JAMES	I1	UNDEV RES	0.06000	2613.60	0.00	VAC LOT	1525	144000	0	0	144000	I1	14	18	0.84	1.08	0	1
Marine Commercial																						
2-84-47A-0	96	WATER ST	NORWALK,CT	SONO SQUARE ASSOCIATES LLC	MC	COM YARD IM	0.53999	23521.96	0.00	OUT BUILD.	0	551800	14800	0	566600	MC	0	21	0.00	11.34	11	11
Neighborhood Business																						
2-66-54-0	65	ELY AVENUE	NORWALK,CT	59 ELY AVENUE REALTY LLC	NB	COM DEV LND	0.05000	2178.00	0.00		1100000	65700	0	0	65700	NB	26	33	1.30	1.65	2	1
2-66-49-0	71	ELY AVENUE	NORWALK,CT	YOGUEZ IGNACIO	NB	COM DEV LND	0.06001	2614.04	0.00		433400	78900	0	0	78900	NB	26	33	1.56	1.98	0	2
2-75-13-0	23	1/2 KOSSUTH ST	NORWALK,CT	ENSIGN ROBERT W & BARBARA P	NB	COM YARD IM	0.03999	1741.96	0.00	OUT BUILD.	0	52600	1100	0	53700	NB	26	33	1.04	1.32	0	1
Restricted Industrial																						
5-82-53-0	32	ROCKLAND RD	NORWALK,CT	GABLE DAVID C	RI	I YARD IMPR	0.23000	10018.80	0.00	OUT BUILD.	167500	236700	6200	0	242900	RI	0	0	0.00	0.00	0	0
5-82-253-0	0	DR. MARTIN LUTHER	NORWALK,CT	HARVEY INDUSTRIES INC	RI	I YARD IMPR	0.16860	7344.22	0.00		5000000	52100	5000	0	57100	RI	0	0	0.00	0.00	0	0
5-82-24-0	254	DR. MARTIN LUTHER	NORWALK,CT	FABRIZIO JOHN A III &	RI	IND OUTBLDG	1.62500	70785.00	0.00	OUT BUILD.	0	767100	5800	0	772900	RI	0	0	0.00	0.00	0	0
5-82-145-0	2	TESTA PL	NORWALK,CT	HARVEY INDUSTRIES INC	RI	UNDEV RES	0.30000	13068.00	0.00	VAC LOT	5000000	308700	0	0	308700	RI	0	0	0.00	0.00	0	
5-82-181-0	15	TESTA PL	NORWALK,CT	HARVEY INDUSTRIES INC	RI	UNDEV RES	0.28000	12196.80	0.00	VAC LOT	5000000	288200	0	0	288200	RI	0	0	0.00	0.00	0	0
5-82-101A-0	24	ROCKLAND RD	NORWALK,CT	PAYNE THEODORE JOSEPH	RI	UNDEV RES	0.11000	4791.60	0.00	VAC LOT	0	407500	0	0	407500	RI	0	0	0.00	0.00	0	0
Washington Street Design District																						
2-45-10-0	47	SOUTH MAIN ST	NORWALK,CT	TR SONO PARTNERS LLC	WSDD	COM YARD IM	0.26001	11326.04	0.00	OUT BUILD.	22364000	324000	8000	0	332000	WSDD	64	80	16.64	20.80	4	
							17.57039												265.33	350.03	83.12	307.00

Existing Zoning Total Units Per Acre
15.10

IHZ Zoning Total Units Per Acre
19.92

Total Units Per Acre Increase
31.92%

UNDERUTILITZED LAND

PARCELID	STREETNU	ALTS1	STREETNAME	LOCCITY	OWNER1	ZONE1	LUCDESCRIP	EXISTIN	TOTALACRE	TOTAL SF	GROSSBLD/	BUILDTYPE	SALEPRICE	TOTALLANDV	TOTALYARD	TOTALBUILI	TOTALVALI	FAR (C	ZONE1	Zoning I	IHZ Units	Existing	IHZ Potential	
Residence C																								
5-82-4-0	218		ELY AVENUE	NORWALK,CT	MACEDONIA CHURCH INC	C	ONE FAMILY	1	0.70000	30492.00	3670.00	COLONIAL	655000	366100	0	318000	684100	0.12	C	14	18	9.80	12.60	3	12
5-83-55-0	303		ELY AVENUE	NORWALK,CT	HAMMOND JUDITH C	C	TWO FAMILY	2	0.52000	22651.20	2900.00	CONVERTED	0	333700	0	165900	499600	0.13	C	14	18	7.28	9.36	2	9
2-66-17-0	19		SNOWDEN ST	NORWALK,CT	JORDAN SAUL	C	ONE FAMILY	1	0.25700	11194.92	1871.00	NON DESCRP	20000	190900	0	70100	261000	0.17	C	14	18	3.60	4.63	1	4
2-81A-91-0	200		SOUTH MAIN ST	NORWALK,CT	LAWRENCE HELEN T	C	ONE FAMILY	1	0.32000	13939.20	2532.00	CAPE	0	268700	9600	135600	413900	0.18	C	14	18	4.48	5.76	2	4
2-66-28-0	12		SNOWDEN ST	NORWALK,CT	GRANT VINCENT	C	TWO FAMILY	2	0.16000	6969.60	1298.00	NON DESCRP	39000	256300	0	101300	357600	0.19	C	14	18	2.24	2.88	1	2
5-83-88-0	233		ELY AVENUE	NORWALK,CT	KHAN AFZAL	C	ONE FAMILY	1	0.27000	11761.20	2373.00	COLONIAL	292000	288700	0	121600	410300	0.2	C	14	18	3.78	4.86	1	3
2-81A-87-0	11		MEADOW ST	NORWALK,CT	BONILLA MARIELOS	C	ONE FAMILY	1	0.22000	9583.20	2238.00	COLONIAL	340000	250100	8700	128300	387100	0.23	C	14	18	3.08	3.96	1	3
5-83-84-0	235		ELY AVENUE	NORWALK,CT	BOOKHARDT JOHNNY LEE& CAROLIN	C	TWO FAMILY	2	0.37000	16117.20	3851.00	CONVERTED	0	306700	0	245400	552100	0.24	C	14	18	5.18	6.66	2	5
5-83-135-0	2		MEADOW ST EXT	NORWALK,CT	BIANCHI EDWARD K	C	ONE FAMILY	1	0.18000	7840.80	1932.00	BUNGALOW	180000	263500	0	77300	340800	0.25	C	14	18	2.52	3.24	0	2
2-67-20-0	9		LAURA ST	NORWALK,CT	MASON STEVEN J	C	ONE FAMILY		0.18000	7840.80	1940.00	COLONIAL	46900	263500	7900	125400	396800	0.25	C	14	18	2.52	3.24	0	**2**
Residence D																								
2-78-6-0	132		SOUTH MAIN ST	NORWALK,CT	LAJOIE AUTO WRECKING CO INC	D	WAREHOUSE	0	0.11001	4792.04	625.00	GARAGE	0	159000	0	32200	191200	0.13	D	26	33	2.86	3.63	1	3
2-55-29-0	13		CHESTNUT ST	NORWALK,CT	ARON RICHARD M	D	ONE FAMILY	1	0.13000	5662.80	740.00	BUNGALOW	0	163700	0	30600	194300	0.13	D	26	33	3.38	4.29	1	4
5-82-31-0	252		ELY AVENUE	NORWALK,CT	COLE JULIUS & JOHNSON-COLE ALETH	D	ONE FAMILY	1	0.22880	9966.53	1613.00	BUNGALOW	0	187400	900	72900	261200	0.16	D	26	33	5.95	7.55	2	7
2-78-14-0	44		CHESTNUT ST	NORWALK,CT	SEAMAN JOSEPH L	D	AUTO REPR	0	0.11754	5120.04	910.00	AUTO SERVC	200000	163700	4000	54300	222000	0.18	D	26	33	3.06	3.88	1	3
2-81A-60-0	160		SOUTH MAIN ST	NORWALK,CT	DELIVERANCE TEMPLE PENTECOSTAL	D	AUTO REPR	0	0.23000	10018.80	2000.00	AUTO SERVC	500000	234300	0	113800	348100	0.2	D	26	33	5.98	7.59	2	7
Industrial No. 1																								
2-79-3-0	126		SOUTH MAIN ST	NORWALK,CT	TERZIAN BRYAN S	I1	CONSTR. CO.	0	1.14899	50050.00	3833.00	GARAGE	1000000	610500	29700	141100	781300	0.08	I1	14	18	16.09	20.68	5	20
2-75-71-0	1		MEADOW ST EXT	NORWALK,CT	HATCH & BAILEY CO	I1	COMM/IND	0	11.73501	511177.04	56605.00	RTL STORE	3362925	4991200	105200	3361300	8457700	0.11	I1	14	18	164.29	211.23	47	211
2-82-4-0	71		DAY ST	NORWALK,CT	SCHWARTZ ROBERT A	I1	TRK SAL/SER	0	0.56600	24654.96	3120.00	GARAGE	140000	274100	7900	184300	466300	0.13	I1	14	18	7.92	10.19	2	10
2-75-29-0	16		KOSSUTH ST	NORWALK,CT	SOCCI THERESA A &	I1	WAREHOUSE	0	0.22000	9583.20	1344.00	STORAGE	0	226400	0	69500	295900	0.14	I1	14	18	3.08	3.96	1	3
2-75-33-0	15		HEMLOCK PL	NORWALK,CT	LANGLEY JAMES	I1	CONSTR. CO.	0	0.19419	8458.92	1200.00	STORAGE	100000	199800	0	47200	247000	0.14	I1	14	18	2.72	3.50	0	3
2-75-20-0	13		OLEAN ST	NORWALK,CT	AMEC CARTING LLC	I1	LND VAC IMP	0	0.37000	16117.20	2400.00	GARAGE	700000	204500	0	87000	291500	0.15	I1	14	18	5.18	6.66	2	6
2-65-14-0	19		LEXINGTON AV	NORWALK,CT	EVANGELICAL REFORMED CHURCH	I1	CHURCHES	0	1.76001	76666.04	11884.00	CHRCH/SYSG	0	604400	14800	591300	1210500	0.16	I1	14	18	24.64	31.68	7	31
2-75-127-0	1		SAN VINCENZO PL	NORWALK,CT	ONE SAN VINCENZO REALTY LLC	I1	WAREHOUSE	0	0.25000	10890.00	1760.00	STORAGE	800000	257300	0	96200	353500	0.16	I1	14	18	3.50	4.50	1	4
5-83-142-0	32		OXFORD ST	NORWALK,CT	MATTERA DAVID &	I1	TWO FAMILY	2	0.29000	12632.40	2262.00	UP/DOWN	200000	194900	6000	100900	301800	0.18	I1	14	18	4.06	5.22	1	5
5-83-63-0	20		SHEEHAN AV	NORWALK,CT	TWENTY SHEEHAN AVE, LLC	I1	RES/PROF	0	0.69000	30056.40	5576.00	PROFESINAL	410000	242900	0	353600	596500	0.19	I1	14	18	9.66	12.42	2	12
2-76-29-0	8		MERRITT PL	NORWALK,CT	8 MERRITT PLACE LLC	I1	WAREHOUSE	0	0.40032	17437.94	3280.00	WAREHOUSE	1400000	346100	23400	139100	508600	0.19	I1	14	18	5.60	7.21	1	7
2-75-56-0	27		KNAPP ST	NORWALK,CT	VARGAS JOSE M TREJO	I1	TWO FAMILY	2	0.30000	13068.00	2575.00	CONVERTED	90000	196100	6700	158400	361200	0.2	I1	14	18	4.20	5.40	1	5
2-65-2-0	8		MULVOY ST	NORWALK,CT	BROOKSIDE NURSERIES INC	I1	CONSTR. CO.	0	0.72000	31363.20	6500.00	GARAGE	217000	195200	300	229200	424700	0.21	I1	14	18	10.08	12.96	3	12
2-53-6-0	85		DR. MARTIN LUTHER	NORWALK,CT	85 MARTIN LUTHER KING BOULEVAR	I1	HEAVY MFG	0	0.97601	42515.00	9620.00	WAREHOUSE	640000	375000	0	32300	407300	0.23	I1	14	18	13.66	17.57	4	17
2-75-49-0	85		LEXINGTON AV	NORWALK,CT	LUBIN JEAN R	I1	TWO FAMILY	2	0.28000	12196.80	2807.00	VICT. ROW	30000	193700	1500	159600	354800	0.23	I1	14	18	3.92	5.04	1	5
2-58-44-0	19		DAY ST	NORWALK,CT	E & P ASSOCIATES	I1	WAREHOUSE	0	1.12601	49049.00	11718.00	WAREHOUSE	1400000	601000	0	334800	935800	0.24	I1	14	18	15.76	20.27	4	20
Marine Commercial																								
2-84-33-0	90		WATER ST	NORWALK,CT	90 SONO LANDING ASSOCIATES LLC	MC	GAS/CONV	0	1.00723	43874.94	276.00	GAS/W CONV	3010000	968400	9400	71700	1049500	0.01	MC	0	21	0.00	21.15	21	21
2-84-18-0	108		WATER ST	NORWALK,CT	108 WATER STREET SOUTH NORWAL	MC	CONSTR. CO.	0	2.46001	107158.04	4104.00	WAREHOUSE	0	1663200	0	128700	1791900	0.04	MC	0	21	0.00	51.66	52	51
2-84-17-0	120		WATER ST	NORWALK,CT	BLOOM STEVEN J & WEISS ROBERT TI	MC	MARINA	0	0.70250	30600.90	2240.00	WAREHOUSE	0	696300	0	73300	769600	0.07	MC	0	21	0.00	14.75	15	14
2-84-15-0	130		WATER ST	NORWALK,CT	NORWEST MARINE INC	MC	MARINA	0	2.32000	101059.20	9440.00	COMM BLOCK	0	1619700	36300	653000	2309000	0.09	MC	0	21	0.00	48.72	49	48
2-84-47-0	100		WATER ST	NORWALK,CT	MILKOVICH LESLIE B &	MC	WAREHOUSE	0	0.56001	24394.04	2531.00	WAREHOUSE	0	569600	14200	146400	730200	0.1	MC	0	21	0.00	11.76	12	11
2-84-16-0	130		WATER ST	NORWALK,CT	NORWEST MARINE INC	MC	GAS ONLY	0	0.21001	9148.04	1254.00	GAS STA	0	258600	0	138800	397400	0.14	MC	0	21	0.00	4.41	4	4
2-84-63-0	70		WATER ST	NORWALK,CT	FCNW LLC	MC	WAREHOUSE	0	0.45939	20011.03	3160.00	WAREHOUSE	0	480200	0	75600	555800	0.16	MC	0	21	0.00	9.65	10	9
Neighborhood Business																								
5-82-33-0	258		ELY AVENUE	NORWALK,CT	FLAX HILL CORPORATION	NB	CONSTR. CO.	0	0.98000	42688.80	3523.00	GARAGE	150000	463200	10000	128000	601200	0.08	NB	26	33	25.48	32.34	7	32
2-75-9-0	9		KOSSUTH ST	NORWALK,CT	KEITT JAMES JR * MARY	NB	TWO FAMILY	2	0.23000	10018.80	2388.00	VICT. ROW	0	187700	11800	132700	332200	0.24	NB	26	33	5.98	7.59	2	7
2-74-14-0	56		LEXINGTON AV	NORWALK,CT	MARTELL HELEN	NB	TWO FAMILY	2	0.41000	17859.60	4340.00	UP/DOWN	465000	209300	8400	234500	452200	0.24	NB	26	33	10.66	13.53	3	13
Restricted Industrial																								
5-82-126-0	12		TESTA PL	NORWALK,CT	ALPHA ASSOCIATES	RI	WAREHOUSE	0	0.38000	16552.80	2028.00	STORAGE	0	340500	0	77300	417800	0.12	RI	0	0	0.00	0.00	0	0
5-82-44-0	30		ROCKLAND RD	NORWALK,CT	HOCON GAS INC	RI	GAS STOR	0	0.27548	11999.91	1728.00	STORAGE	82500	212600	0	36600	249200	0.14	RI	0	0	0.00	0.00	0	0
5-82-183-0	9		TESTA PL	NORWALK,CT	ALPHA ASSOCIATES	RI	ONE FAMILY	1	0.25000	10890.00	2368.00	CAPE	228500	190100	0	99900	290000	0.22	RI	0	0	0.00	0.00	0	0
2-68-39-0	190		DR. MARTIN LUTHER	NORWALK,CT	JOSTAL CORPORATION	RI	TRK TERM	0	7.07000	307969.20	75664.00	WAREHOUSE	0	3060700	96300	2902700	6059700	0.25	RI	0	0	0.00	0.00	0	0
								26	**42.62452**												**406.25**	**683.39**	**278.00**	**656.00**

Existing Zoning Total Units Per Acre
9.53

IHZ Zoning Total Units Per Acre
16.03

Total Units Per Acre Increase
68.22%

	Existing Unit Potential with Existing Zoning	Unit Potential with IHZ
Underutilized Land	406.3	683.39
Developable Land	265.3	350.03
	671.6	1033.4

South Norwalk TOD Zoning Area

SOUTH NORWALK
TRANSIT ORIENTED DEVELOPMENT (TOD) ZONING AREA
DESIGN GUIDELINES

Prepared for:
The City of Norwalk

Prepared by:
The Cecil Group, Inc.

July 2011

South Norwalk
Design Guidelines for the Transit-Oriented Development (TOD) Zoning Area

Introduction and Purpose

The design guidelines that follow are intended to illustrate improvements and development associated with economic revitalization and redevelopment within the South Norwalk Transit-Oriented Development (TOD) Zoning Area. The TOD Zoning Area represents a portion of South Norwalk that is within easy walking distance of the South Norwalk Rail Station. The boundaries of the TOD Zoning Area are shown below in blue. The area is bound by Haviland and Madison Streets to the north, Water Street to the east, Burritt Avenue, Grove Street and Ely Avenue to the south and Dr. Martin Luther King Jr. Drive to the west. These design guidelines describe the essential characteristics required to improve the TOD Zoning Area to a level and quality that is consistent with the City's vision for its future, to ensure that Norwalk derives maximum benefit from this redevelopment, and to guide positive changes that are of an appropriate scale and complementary character to the district. The Design Guidelines are to be followed by developers, property owners, architects, landscape architects, and others working with the City when advancing new projects in the Transit-Oriented Development Zoning Area and will be used by the Norwalk Redevelopment Agency in the process of project review and approval.

South Norwalk TOD Zoning Area (Blue)

South Norwalk Context and Other Standards and Guidelines

The South Norwalk TOD Zoning Area represents the walkable core that surrounds the rail station. Generally, pedestrians will walk one-quarter to one-half mile to reach transit service. Because of the access benefits associated with proximity to a rail station, this type of real estate investment is called transit-oriented development (TOD). TOD is associated with the ability to reach the station along a safe, convenient and attractive path, bikeway or shuttle system highlighting the importance of the strength and health of the district immediately around the rail station. This area is critical to maximizing the benefits of access and mobility that the rail station offers to the surrounding neighborhoods. Targeted improvements in the TOD Zoning Area will anchor the larger area that surrounds this transit hub. Important adjacencies in the larger South Norwalk Context include the SoNo District, the surrounding neighborhoods of Golden Hill and Flax Hill, the South Norwalk waterfront and the Webster Street block. Several Design Guidelines have already been established for these surrounding areas by the City and are an important part of the context for these design guidelines.

The *SoNo Station Design District Guidelines* have been established for an area that is contained within the boundaries of the South Norwalk TOD Zoning Area. The *SoNo Station Design District Guidelines* remain in effect and new development and improvements must comply with them. The South Norwalk TOD Zoning Area Design Guidelines amend the *SoNo Station Design District Guidelines* and are intended to more specifically focus on development and connectivity issues associated with transit oriented development. None of the guidelines that follow contradict guidelines that have previously been established.

Other guidelines in the City of Norwalk in effect for neighboring districts include the *Washington Street Design District Guidelines*, *SoNo Business District Design Guidelines*, and *Waterfront Design Guidelines*. These guidelines shall be followed in conjunction with all other applicable regulations that are in effect and govern the land use and development in the City of Norwalk. All projects, new construction, as well as rehabilitation, must also be in compliance with all applicable codes and ordinances, these include, but are not limited to: Norwalk Housing Code, Connecticut Building Code, Norwalk Electrical Code, Norwalk Plumbing Code, Norwalk Fire Prevention Code, Norwalk Building Zoning Regulations, Norwalk Building Ordinance, Norwalk Conservation and Development policies, Coastal and Environmental Requirements, other applicable Norwalk Design Guidelines, and ADA Accessibility Guidelines and Standards. In addition, several new guidelines under development within Norwalk, are particularly relevant, and should be followed once adopted by the City. These include the street standards and traffic calming guidelines from the Department of Public Works and guidelines associated with the Downtown Connectivity Plan.

Design Intent and Objectives

The South Norwalk TOD Zoning Area has been established to direct and encourage improvements and development within walking distance of the rail station and to strengthen the larger South Norwalk district to become a livable, walkable urban environment that supports a thriving residential, worker and visitor population. The design guidelines have been formulated to support these intentions and focus on the following objectives:

Anchor the Core of the District

The district around the rail station should be composed of a continuous coherent pattern of pedestrian friendly and inviting streets, sidewalks and paths that line and connect blocks with complete and compatible development and land uses that create an attractive environment in which to live, work, shop and visit. Every

improvement in the Transit-Oriented Development Zoning Area should be understood and implemented as a strategic and incremental process of strengthening the district around the train station, which is an anchor for a larger area of South Norwalk. The Rail Station and transit hub are at the center of this area and the immediate surroundings should be built-up to eliminate voids in functionality and activity in the district, provide improved pedestrian and bicycle corridors and connections between South Norwalk neighborhoods and the Rail Station. The surrounding neighborhoods and the waterfront all benefit from a vibrant, safe and walkable core that is fully utilizing the Rail Station as an anchor for the district.

Strengthen Connectivity to the Rail Station

A fundamental element of capitalizing upon the Rail Station and expanding its benefits to the district is strengthening connectivity of all modes of travel between the station and surrounding area. The TOD Zoning Area must be transformed into a district that is pedestrian, bicycle and vehicle friendly. Each new project or improvement should incrementally improve the pedestrian and bicycle network, thoughtfully integrate vehicular circulation and parking requirements, and enhance pedestrian crossings at critical intersections that provide direct connections to the Rail Station. Strengthening the non-vehicular connections from the surrounding neighborhoods to the train station encourages convenient use of transit without the need for parking and provides a source of activity and street life for the area.

Encourage Context-sensitive Development

All new development within the TOD Zoning Area should be sensitive to the existing South Norwalk context by enhancing and building upon patterns of development and use that already exist. New development should be viewed as an opportunity to improve and infill underutilized parcels and to reinforce positive patterns within the district, for example, reinforcing the traditional street grid that exists. Development in the area should be a combination of new buildings and renovations that create a long-term, sustainable mixed-use pattern that contains a balance of housing, commercial, retail, civic and institutional uses, while protecting existing residents from displacement. Development should focus on moderately scaled infill at key sites relatively close to the Rail Station. While promoting mixed-use and a balanced collection of uses, housing opportunities in the district should be expanded and should promote a mixed-income diverse neighborhood that provides a high quality of life for everyone through district amenities.

Define Street Edges and Public Spaces

South Norwalk features a traditional street grid and block sizes that are favorable for development. This pattern can be further defined by creating building continuity at the street frontages. New development should define street edges and public spaces reinforcing comfortable and attractive places for pedestrians. The strategic placement and orientation of new buildings in the district will strengthen the perception of an active and vital place and enhance the visual continuity of the built environment while eliminating or minimizing disruptive features such as vacant lots and large parking lots. New development and improvements should shape the fabric of buildings, spaces, streets and places to create distinctive and complete urban neighborhoods that contain diverse, but well-connected components.

Activate Open Space and Streets as Positive Public Spaces

Public open space and streets should be reinforced as active and positive amenities in the district. Buildings should be used to frame open space and streets, provide activity at the ground floor and windows that face onto streets and open spaces. Landscape elements should be used to provide points of interest and visual focus, areas of shade and rest for pedestrians and visual buffers from service areas or parking lots. Pedestrian

paths should be used to enhance activity in open spaces and provide convenient access for desirable pedestrian routes. Streetscapes and sidewalks should be built-up and improved as public pedestrian spaces and important public space links between the larger open spaces of the area. New development and improvements should ensure adequate lighting levels for safety and active use at night. Each of these components of public space should be used to increase positive activity in the environment and to ensure the neighborhoods around the Rail Station are safe and secure environments for residents, commuters, business owners and visitors.

Create a "Park Once" District

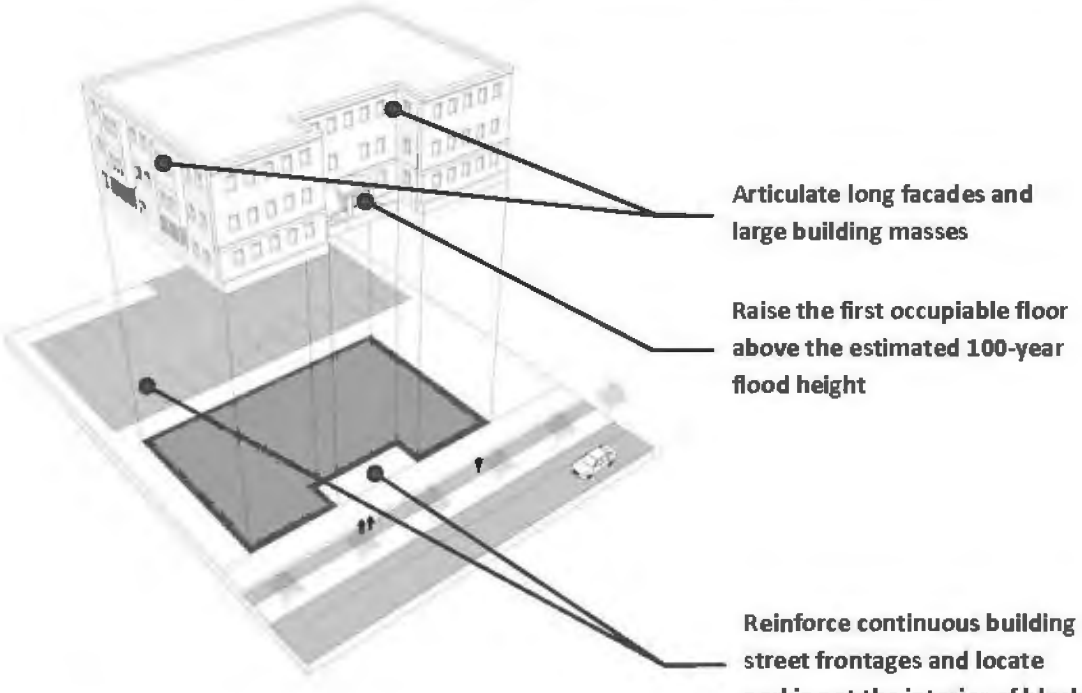
Improving the pedestrian connectivity, open space network and streetscape environments all contribute to creating a district that is viable as a park once destination. Encouraging visitors to park once and walk around the district to multiple destinations and ensuring that an active and safe pedestrian network connects the district helps to reduce traffic and congestion on the area roadways. Primary driving routes should be well connected to parking supplies with clear wayfinding and directional signage. The Rail Station and other district amenities should be well connected to the parking supplies with wayfinding well demarcated. Shared parking strategies that encourage the shared use of parking supplies should be considered wherever possible in the district. If the district is improved for pedestrian access and connectivity, the need for parking should be reduced. The surrounding neighborhoods will be as inclined to walk as to drive to the area, and those driving from further away can park once within the district and move easily throughout the area on foot. This type of approach will benefit from an increase in commuter parking near the Rail Station and by directing commuter-related traffic away from neighborhood streets and onto MLK Drive. Enhancements to pedestrian and bicycle connectivity, while channeling and enabling vehicle circulation to be consistent with the neighborhood and district patterns will support and enable the economic development goals for the district.

Design Guidelines

Architecture and Urban Design

Building Massing and Scale

- Building massing and scale should be complementary to and respectful of existing building masses in the immediate vicinity. Large building masses should be broken down with articulation of long facades (over 50 feet), bays, windows, or other architectural components that will provide visual interest.
- The 2010 FEMA flood maps indicate a portion of the TOD Zoning Area falls within the 100-year flood zone area (from the waterfront to approximately Day Street). New building configurations should consider flood water levels within this zone by raising the height of the first occupiable level by building up a ground level plinth, parking area, or some other method to raise the floor level. The impact of placing the first occupiable level above the estimated 100-year flood height should be minimized on the streets and sidewalks through the use of terraces, landscaping or architectural articulation (including steps, changes in materials, etc.). Allowable building heights have been adjusted for this configuration to a maximum height limit of 52 feet above the base flood level.
- Infill development should be designed to create continuous blocks at primary street frontages. Building facades should minimize interruption of street frontage and maintain minimum setbacks from the street. Parking and vacant lot areas should be desigued or relocated to be at the interior of blocks.
- Development should be of a high density that will take advantage of its proximity to transit and activate the district with residents, destinations of employment and commerce. High density is defined as a maximum building area of 50% of the parcel area for building coverage, 90% of the parcel area for buildings and parking coverage and 30% of the parcel dedicated to open space.
- New development or rehabilitation should preserve the existing architectural features and qualities that contribute to the existing architectural character of the district.



Building Heights and Setbacks

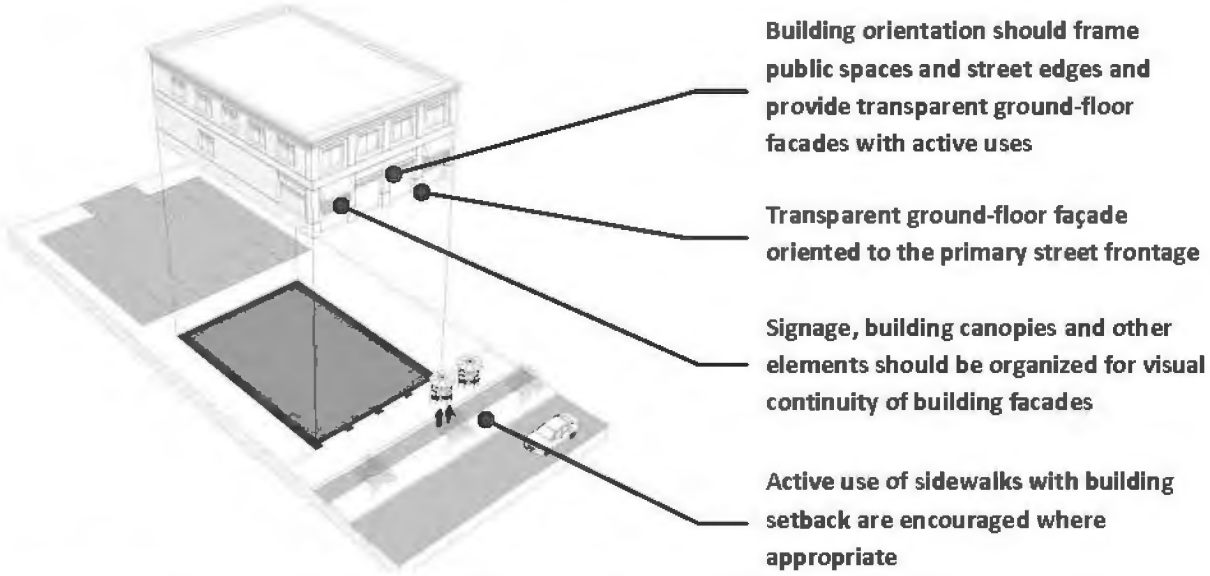
- New buildings should respect adjacent building heights and be designed to complement existing adjacent buildings. Building setbacks from the street should be minimized to enhance street frontages and continuity of street walls and building edges along public ways. Maximum building heights should be four and one half stories and 52 feet above the base flood level.

Building Orientation

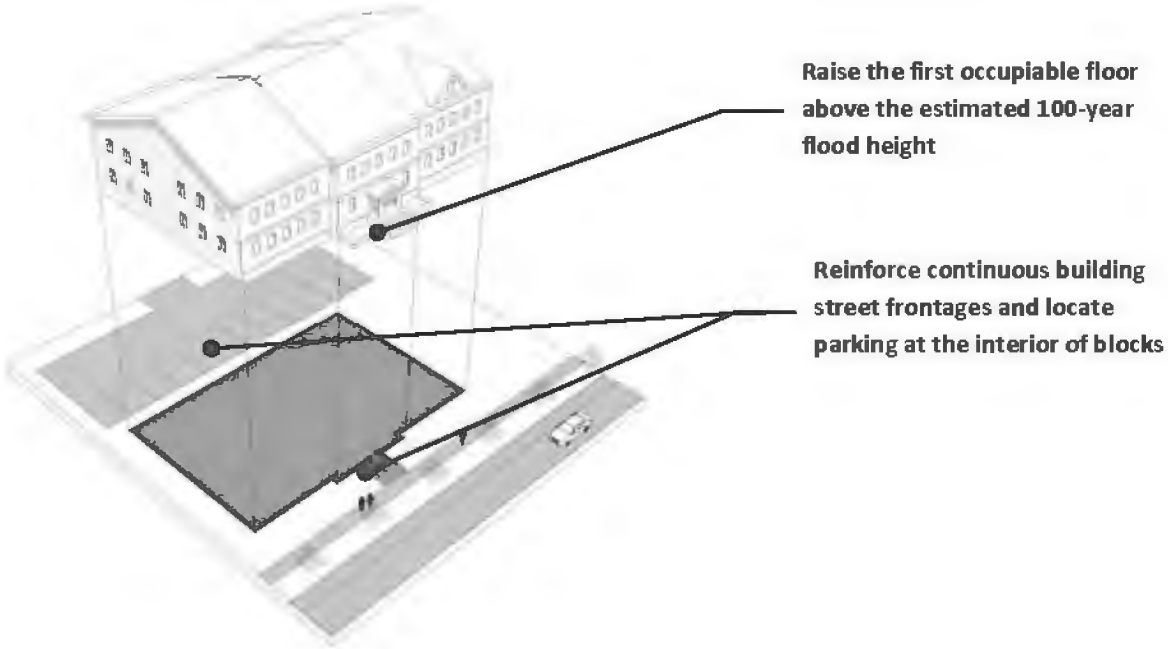
- Buildings should be oriented to the primary street frontage of the site. Building entrances, storefronts and windows should be oriented to the streets. Building masses and facades should be oriented to provide spatial enclosure to street edges and public spaces with ground story uses and transparency that provide active and interesting edges to public spaces.
- Buildings should always be placed on the street frontage with parking in the rear of the building. Parking should be to the interior of the block and hidden whenever possible. If a parking structure or deck is used in the development project, the building should be confignred to wrap the parking structure and obscure its view from public streets as much as possible.

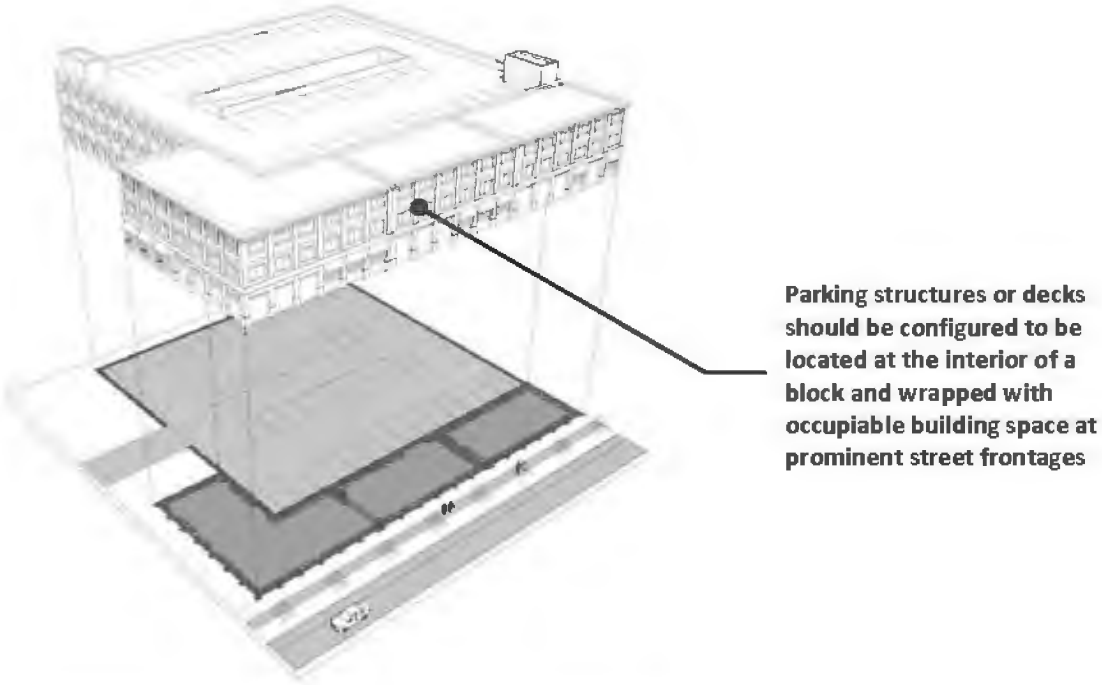
Façade Treatment and Uses

- Buildings located upon a street with retail uses (For example, South Main Street) should be confignred with ground floor retail spaces that are oriented to the primary street frontage (South Main Street). Primary street frontage storefronts should provide a building façade that is transparent, with a majority of glazed area (glazed area relative to the entire ground floor façade), to provide active retail edges where appropriate.
- Building materials should be consistent with or complementary to the material palette that exists for similar building types in the district to reinforce the character of the district among TOD Zoning Area buildings.
- Signage, building canopies and other building elements should be organized to provide visual continuity to building facades. Treatments, colors and size may vary, but position, orientation and type of signage should maintain elements of consistency for each building.
- Exterior sidewalk space should be used for sidewalk seating or other active uses where appropriate. This type of amenity shall be coordinated with the City and building setback where appropriate. Sidewalk setbacks should otherwise be minimized.



- Mixed use development within the TOD Zoning Area is encouraged to create and reinforce a district that is active day and night with a mix of new residents, businesses, shops and the transit hub.
- The importance of rehabilitation of existing buildings should be recognized along with new development that fills in the vacant lots and blank street edges to recreate the qualities of historic traditional urban neighborhoods. Historic structures, particularly designated historic landmarks, should be respected in building restoration or rehabilitation. New development adjacent to such historic structures should also respect the architectural vocabulary that is established by these structures.





Street Hierarchy and Streetscape

The South Norwalk TOD Zoning Area includes several types of streets that require different approaches and treatments within the design guidelines. The street hierarchy, types and specific streets are defined as follows:

- Avenue/Thoroughfare
- Primary Street
- Connector Street
- Neighborhood Street

Avenue/Thoroughfare Street Type: Dr. Martin Luther King Jr. Drive

A primary connectivity corridor for vehicular travel north-south through Norwalk, the Avenue/Thoroughfare Street Type should allow smooth flow of traffic through the South Norwalk and should accept traffic from other local streets through easy access and signage. The only street of this type in the TOD Zoning Area is Martin Luther King Jr. Drive. While a relatively efficient conduit of vehicular movement, MLK Drive is currently viewed as a barrier to pedestrian travel between the neighborhoods to the west of the rail station and the rail station. The barriers to pedestrian crossings include high speed, high volume traffic with limited crossing points and long crosswalk distances. The following guidelines apply to Dr. Martin Luther King Jr. Drive to improve it as a primary connectivity corridor for vehicles and pedestrians:

- Pedestrian walkways should be separated from the high speed traffic by providing an enhanced landscape buffer between the curb and walkway of a width of at least 5 feet along both sides MLK Drive.
- Pedestrian walkways should be continuous and connected on both sides of MLK Drive, and provide accessible connections to each of the pedestrian crossings along the avenue. Particularly where "desire lines" of paths have been worn into the grass and no sidewalk currently exists; new walkway connections should be made.
- Pedestrian walkway widths should be adequate to accommodate shared path use between pedestrians and bicycles (typically requiring 8' minimum width).
- Sidewalks should be composed consistently of concrete paths with consistency of color, finish, scoring, and aggregate.
- Stairway connections to the neighborhoods atop the steep grade along MLK Drive at Spring Street and Madison Street should be rehabilitated with concrete stairs and improved lighting.
- Important pedestrian crossings (Spring Street and Madison Street in particular) should consist of responsive crosswalk signals and adequate crossing time for pedestrians at these locations. The pedestrian crossings should be signalized to stop traffic along MLK when prompted. Crosswalk should be well-defined with painted lines, pedestrian crossing signs and the traffic signal.
- Accessible crossings and ramps should be provided for accessible road crossings, including curb cuts at locations that include a center median, at locations such as the Madison/Clay Street crossing.

- At locations with long walking distances to cross the road, a median should be provided at the crossing to allow pedestrians a place of refuge at the center of the four-lane roadway. This exists at several locations along MLK Drive, the Spring/Hamilton Street crossing in particular would benefit from this enhancement.
- The pedestrian environment should be enhanced and made safer with a secondary system of lighting for pedestrian paths and enhanced street lighting at crossings.
- Encourage vehicular through traffic to use MLK Drive with simple and well-identified locations for access to the TOD Zoning Area, Rail Station and public parking.
- A signage system throughout the district could be utilized to direct traffic to MLK Drive, identify major destinations and connecting routes along MLK Drive and to create clear direction to public parking in the area.
- Building setbacks along the higher speed MLK Drive should be increased to allow for the planting of street trees and landscape buffers between the roadway and sidewalks.
- Bicycle paths along MLK Drive should be integrated with the pedestrian paths as shared-use paths and adequately separated from the road. Road crossing and intersections should provide adequate site lines for cyclists and motorists and adequate widths for a cyclist and a pedestrian to cross simultaneously. The same painted crosswalk should be used for pedestrians and cyclists.

Primary Street Type: South Main Street and Water Street

Building signage should contribute to the visual interest of the street, but also offer an element of continuity to building components

Functional streetscape elements should contribute to the sidewalk and pedestrian environment

Active sidewalks with transparent storefronts and building entries

(North Main Street as an example of the Primary Street Type)

In many ways the heart of activity in the district, the primary streets are highly active and trafficked streets with slower moving vehicles and heavy pedestrian and bicycle use. The Primary Street type is a local connectivity corridor providing easy access from north to south for local movement; it is also a prime location for retail and neighborhood business activity and should be a focal point for street life and activity within the TOD Zoning Area. Within the TOD Zoning Area, South Main Street and Water Street are now or have the potential to develop into strong primary streets in the district, hosting a variety of activity and circulation opportunities. Immediately to the north of the TOD Zoning Area is an excellent example of the primary street type in the Washington Street SONO District. Washington Street is a busy roadway, with active sidewalks, bicycle infrastructure, public transportation and active building edges. The two primary streets in

the Zoning Area can continue that vitality south and build upon its success. The following guidelines apply specifically to South Main Street and Water Street to improve them as centers of activity in South Norwalk:

- Strengthen and enhance the pedestrian environment with well-marked and frequent signalized pedestrian crossings, street trees and other landscape features, and pedestrian scaled lighting and street furniture to reinforce the priority of pedestrians in this primary street corridor.
- Encourage and increase the frequency of pedestrian amenities such as outdoor seating. Provide public benches that are integrated with placements of lighting, street trees and other streetscape components. Benches should be placed near building entrances, parks and park entrances, retail shops and other areas where sitting or people-watching may be a desirable activity for pedestrians in the district. Other pedestrian amenities may include pedestrian-scaled lighting, bollards, public art, drinking fountains, fountains, trash receptacles, newspaper dispensers, maps, bus shelters or information kiosks. Each of these amenities should be organized and clustered to fit with street design and walkway layout.
- The Primary Streets are gateways to the district and surrounding neighborhoods, streetscape components that strengthen the streets as gateways should be considered. This may include gateway signage or sculptural components, street banners, simple and coordinated paving patterns or other elements of continuity that could reinforce this as a contiguous district.
- Where possible, new development should create new ground floor retail space in the Primary Street corridors to reinforce and build-up retail and commercial uses by incentivizing neighborhood serving businesses and retail. Infill of retail uses and improvements in existing business facades should be used to foster street activity and a vibrant pedestrian environment.
- The Primary Street type should be reconfigured to allow a potential bicycle route in these corridors and to serve as the primary north-south bicycle connectors in the TOD Zoning Area with dedicated bicycle lanes. Development in these corridors should reinforce bicycling as a mode of transportation with bicycle storage placed near new building entrances, new pocket parks or small open spaces, at curb extensions, and at new on-street parking spaces. Bicycle paths should be provided as part of the roadway width. Separation of bicycles and pedestrians is important to maintain the sidewalk as an area for pedestrian promenade. This separation will ensure safe pedestrian meandering within the area of the sidewalk.
- Pedestrian crossings along Primary Street corridors should be signified by a change in paving material, signage, curb extensions, neck-downs, or raised crosswalks to reinforce the street as a pedestrian promenade, to reinforce easy and convenient street crossings, encourage retail shopping and window browsing, and slow traffic speeds. All intersections should have marked pedestrian crossings that are consistent throughout the district, this may include stamped asphalt or concrete or pre-formed plastic patterns applied to asphalt as determined with the City.
- Pedestrian crossings and intersections and intersections with all Connector Street types (Hanford Place, Monroe, Raymond, Henry, and Burbank) should be reinforced and highlighted as pedestrian connections that lead across the district and connect Main and Water Streets.
- Pedestrian scaled lighting should provide a secondary source of light for pedestrian uses in the Primary Street corridors.
- Signage and wayfinding components along Primary Street type should include vehicular signage for access to MLK Drive, popular destinations and public parking, as well as pedestrian signage that directs visitors to the main attractions of the area (for example the Rail Station, Aquarium, or Waterfront).

- Water Street should emphasize and reinforce its light industrial uses, marina and water dependent uses and proximity to the Waterfront with streetscape elements that may contain thematic elements that support this context and pedestrian amenities that establish the street as publicly accessible and walkable corridor. A regular rhythm of street trees should provide a street environment that would be more compatible with potential new development on the northern portion of Water Street.
- On-street parking should be integrated into the road width whenever possible and thoughtfully designed to integrate street trees.

Water Street (left): Primary Street
Monroe Street (right): Connector Street

Connector Street Type: Hanford Place/Monroe Street, Raymond/Henry/Burbank Streets

A primary connectivity corridor for pedestrians, Monroe Street and Hanford Place connect the neighborhoods to the west, the eastbound and westbound transit stations, and the Waterfront. The Connector Street types cut across the district and have more local patterns of use and traffic than either the Thoroughfare or the Primary Street types. The Connector Street type should be reinforced as a safe, attractive and important connection for local pedestrians and bicyclists moving across the district. The Connector Streets should be more residential in focus, but may occasionally have a location that is well suited to another use. However, most of the new development on these streets will be residential.

- Monroe Street and Hanford Place is an important link between the SoNo District and the Rail Station and should be reinforced as a pedestrian connection.
- All sidewalks should provide a continuous pedestrian path that is wide enough for the anticipated volume of pedestrian use. All sidewalks should be a minimum of 5'-0" clear to allow two people to walk side by side; overall sidewalk width may be greater to accommodate obstructions such as lights or trees. Particularly, the sidewalks along both sides of Monroe Street and Hanford Place are in need of repair or upgrade.
- Infill of retail uses and improvements in existing business facades should be used to foster street activity and a vibrant pedestrian environment.
- Hanford Place should be enhanced and promoted as a potential cross-town bicycle connection with dedicated bike lanes that can link the surrounding neighborhoods to the Rail Station and Waterfront.
- The railroad overpass at Monroe Street should be improved with new lighting, improved sidewalks and the potential for a public art installation to make use of the large open walls provided by the overpass supports.

- Henry Street in combination with Raymond Street provides a similar cross-district connector as Monroe Street and Hanford Place. The Henry and Raymond Street connection should be featured as a cross district pedestrian connection with enhanced sidewalk and crosswalks.

Neighborhood Street Type: Includes all streets in the TOD Zoning Area not mentioned above (Day Street, Chestnut Street, Haviland Street, Elizabeth Street, and Concord Street)

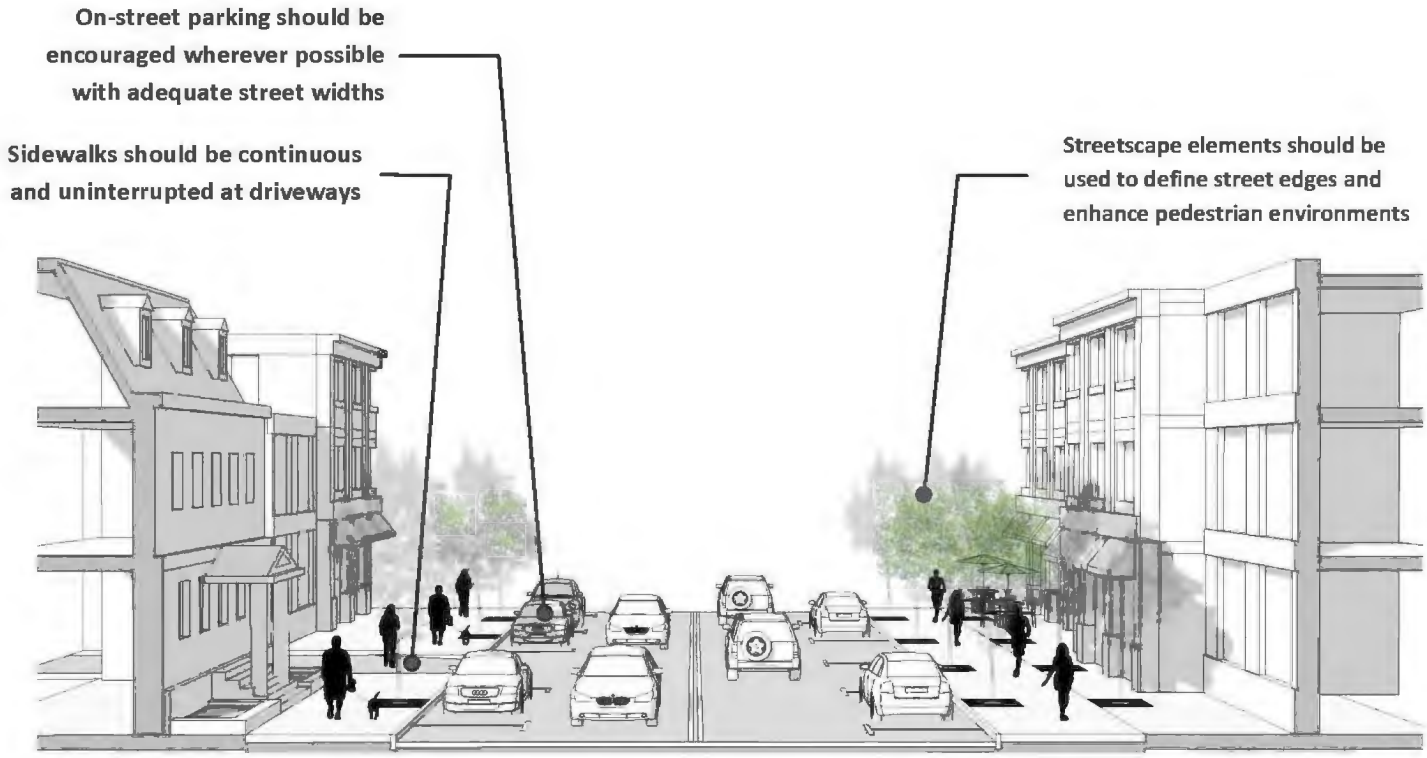
The Neighborhood Street type is the least trafficked of the streets in the district, predominantly residential in use and provides local access and completes the neighborhood street grid of the district. The following guidelines apply generally to all of the streets in the TOD Zoning Area and should be followed to enhance connectivity within the district:

Parking

- A district wide strategic parking plan should be created in which all public parking resources are identified and managed to enhance the ability to provide adequate parking in the district based upon a "park once" approach in which people driving to the district would prefer to park once and walk around to various destinations rather than drive from stop to stop. This strategy should be accompanied by a public parking signage program, and district-wide improvement and upkeep of the pedestrian circulation network.
- Pedestrian connections in the district should be improved to support a "park once" parking strategy in which the district is a comfortable, safe and pleasant walking environment which would not requiring moving the car from destination to another destination. Improved pedestrian connections should include continuous and uninterrupted sidewalks, well-marked and safe pedestrian crossing, adequate and comfortable streetscaping with lighting and trees and the strategic placement of benches, trash receptacles and other amenities.
- On-street parking should be encouraged wherever street widths support the addition of one or two-sided parallel parking. On-street parking should be maximized within the district to provide the most convenient parking as possible and should be strategically managed as part of the district wide parking plan.
- Cars in parking lots should be screened either by buildings, building components or landscape features that enhance the ability of the parking lots to fade into the texture of the district and to not stand out as unfriendly or vacant lots. Low architectural walls, earth berms or other landscape features can visually conceal much of a parked vehicle while also allowing views into and out of parking areas to ensure a sense of safety and awareness. Visual screening should be balanced with the perception of safety and the avoidance of blind spots that diminish the real and perceived safety of a parking lot.

Sidewalks, Crosswalks, Bicycle Corridors and Transit Stops

- Sidewalks should be a minimum of 5'-0" clear, wherever possible sidewalks should be widened to 8'-0". Crosswalks should be a minimum of 6'-0" wide or provide 10'-0" wide wherever possible. Bicycle lanes should be a minimum of 4'-0" wide.
- A strategic approach to bicycle network improvements should be applied for improving the safety of bicycle use throughout the district and should focus upon the streets highlighted above that are identified as important elements of the bicycle network.
- Sidewalks should be continuous and uninterrupted at driveways.
- Curb ramps should occur where sidewalks meet crosswalks and include detectable warning strips. All ramps at crosswalks shall run parallel to the line of travel and comply with all applicable accessibility standards and requirements.
- Every intersection in the TOD Zoning Area must have crosswalks from all approaches that include at minimum a painted pedestrian crossing lane and at several street locations as highlighted above should include signage, signalized crossings, and unique paving applications.
- Corner and curb radii should be reduced to decrease pedestrian crossing distances and to slow traffic speeds at intersections including such techniques as curb extensions and neck-downs.
- Sidewalks should be wide enough to accommodate pedestrian traffic volumes currently observed in the district and, if necessary, anticipating any increase in volume for the development project associated with the improvements.
- No walk or ramp shall be any less than 36 inches as per Americans with Disabilities Act (ADA) and ADA Accessibility Guidelines for Buildings and Facilities (ADAAG) requirements and standards.



- Walkways on secondary streets and less traveled pedestrian routes shall be a minimum of five feet wide.
- Walkways on important connectivity corridors shall be a minimum of eight feet wide.
- Crosswalks shall be of a design and materials that are durable to climatic and winter conditions, and subject to freeze-thaw cycles and snow removal processes.
- The Rail Station approach to the entrance and exit at the eastbound side of the station needs to be adjusted to include a vehicular stop sign and new sidewalks and crosswalks as per minimum standards.
- New links to the Rail Station should be pursued where advantageous. For example, a pedestrian corridor toward Washington Street between the rail line and the SoNo Gardens would strengthen connectivity to the station.

Streetscape Elements and Furniture

- Streetscape elements and furniture may include landscape plantings, benches, alternative seating options, bike racks, trash and recycling receptacles, light fixtures or other permanent elements for the convenience or comfort or convenience of pedestrians to support an active and functional street environment.
- Bicycle amenities and racks should be integrated into the street furniture and streetscape program. Bicycle racks should be located near building entrances, public spaces or small open spaces, at curb extensions, at new on-street parking spaces (free-standing or associated with parking meters), incorporate bicycle amenities with other streetscape elements where sidewalk widths are not wide enough to add other types of bicycle storage.
- Streetscape elements should be used to strengthen street edges, define pedestrian corridors and enhance outdoor spaces. Streetscape elements should be integrated as design components of the site planning and should occur at regularly or logically spaced intervals based upon the recommendations of individual product manufacturers.
- All streetscape elements should be selected to be highly durable, resistant to vandalism, and not require extensive maintenance. Streetscape elements should be secure, permanently affixed to the ground and easily cleaned.
- No streetscape elements should impede upon required widths of public paths or infringe upon other requirements or standards of accessibility.
- Bicycle storage should be provided at the Rail Station for both short term and overnight uses.

Lighting

- Safety concerns should be addressed with each new project in the district. Lighting throughout the TOD Zoning Area should be used to increase visibility and nighttime safety and where necessary provides several levels of light, including general roadway lighting, secondary pedestrian lighting, exterior building lighting and occasionally accent or special feature lighting. In some locations, like open spaces, parks or parking lots, the installation of emergency call boxes should be considered for added public safety and comfort.
- Locations of light fixtures should avoid reduction of sidewalk widths and required clearances.

- Lighting should be provided at a pedestrian scale. In some locations, this may be the primary source of street lighting, in other locations (For example MLK Drive) a primary source of lighting will be the more utilitarian and functional tall street lights that should be supplemented by a secondary system of lower scale pedestrian lights at the sidewalks.

Pavement Treatments

- Paving materials should be applied consistently throughout the district and provide one of the most important unifying elements for exterior spaces.
- Transitions between dissimilar paving materials should provide smooth and visually pleasing connections. Transitions of this type should employ a third material, unique pattern or some other method to gracefully move from one material to another.
- Pedestrian crossings should be highlighted with unique paving materials or painted areas. Stamped asphalt and concrete and thermoplastic applied asphalt patterns are effective methods for highlighting crossings with a unique treatment.
- Sidewalks should incorporate brick pavers, accents, concrete or granite accents or asphalt pavers and should include granite curbing.

Gateway Treatments

- Gateway intersections into the district should be given extra attention in regard to landscape, streetscape, lighting and pedestrian amenities. The entry into the TOD Zoning Area from other areas within the City should be signified by the treatment of gateway intersections and establish to motorists, bicyclists and pedestrians that they are entering an area of high pedestrian activity and an area that is identifiable as a unique district.

Wayfinding Signage

- The district signage and wayfinding system should have the following hierarchy: District Gateway Signage, Vehicular Directional Signage, Vehicular Destination Signage, Parking Signage, Pedestrian Directional Signage, Informational Signage, Special/Commemorative Signage or Plaques, Destination Identification Signage, Special Event, Seasonal or Banner Signage. A consistent theme and scale for signage types and placement of signs should be established for the district to add elements of visual continuity to the TOD Zoning Area.
- Wayfinding signage should be employed for each of the primary attractions and destinations in the area (Rail Station, Aquarium, Washington Street Historic District, or the Maritime Museum). The wayfinding system should be strategically located at gateway intersections and leading to the final destination and nearby parking.
- Wayfinding signage should be functional for tourists and out-of-town visitors by assisting in navigation between attractions with a coherent signage system throughout the district.
- The system of wayfinding and signage should be adaptable and flexible to accommodate information regarding special events.

Open Space and Landscape

Open Space (parks, plazas, courtyards, athletic fields)

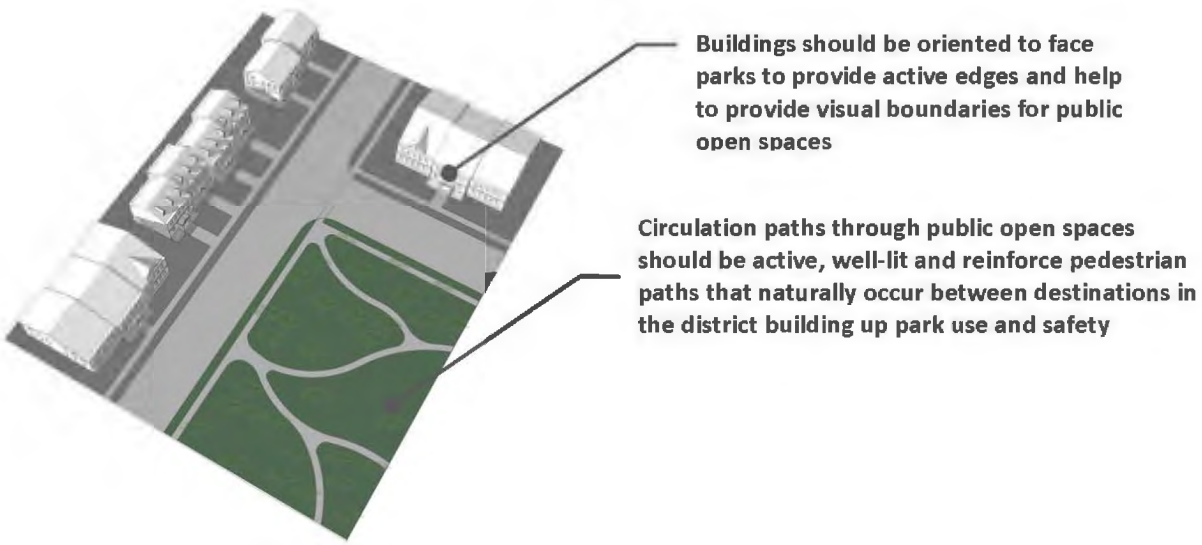
- The relatively few open spaces within the TOD Zoning Area highlight the importance of the open spaces that do exist for the health of the district. The open space at John Ryan Park should be improved to better suit the needs of the community through programming or more active circulation paths through the park. Integrating the park edges at surrounding streets with the streetscape improvements described above should help to integrate the park into the circulation patterns of the district. Active circulation paths at the edges and through the park should enhance safety there.
- Wherever possible, buildings should be oriented and configured to face parks and provide active edges to open spaces. This adds a sense of communal ownership of the park from abutters and adds eyes to watch over the activities that occur there.
- Smaller more private open spaces that are associated with community churches and civic buildings should be considered a part of the open space network where appropriate. These small spaces could provide pocket parks within the district to supplement a relative lack of open space resources and create unique connections in the patterns of use in the district.
- All open spaces should be well-lit with pedestrian scaled light fixtures that are designed as a pleasant element in the landscape.

Landscape and Plantings

- Park plantings should be designed to complement the scale of spaces, definition of views and reinforce the appeal created by positive developments within the TOD Zoning Area.
- Landscape and planting strategies and designs should have a hierarchical use of trees and plantings. Such a hierarchy may include: canopy tree, sub-canopy tree, under-story flowering tree or shrub, evergreen trees or shrubs, ground covers, wild flowers, field flowers and lawns.
- Park plantings should utilize shade trees to provide pleasant and comfortable spaces protected from the sun. Planting masses should maintain consistency within a view shed. Plantings should exploit seasonal color at park gateways or district gateways.
- Plantings should be arranged and planned to allow unobstructed park views to maintain visual connections to open spaces and enhance safety while defining the edges of outdoor spaces that lend themselves to outdoor activity.
- Plantings at medians and street edges should be used to provide buffers for pedestrians, use of planting beds for ornamental flowers at street trees could be used to enhance primary and connector streets.
- Street plantings should create visual unity, define spaces and street edges and act to provide screening and buffering where appropriate. Street tree plantings should allow for visibility of retail storefronts and site lines at intersections.
- Street trees located within sidewalks or other hardscape areas should be planted in a tree pit that is adequately sized for the root system of the tree species and that is designed to be integrated with the sidewalk system including small planting beds, tree grates, or other finished landscape components that integrate the plantings.
- Appropriate street trees should be selected to be consistent with the Department of Public Works (DPW) preferences, maintenance procedures, and coordinate with the DPW's List of Appropriate Street Trees.
- Plantings should be planned for a long life cycle. Considering plant selection and a carefully planned plant maintenance schedule. Plantings should be considered for ease of maintenance

and Norwalk's climate (US Plant Hardiness Zone 6) including maintaining and pruning trees.

- Landscape and plantings should be coordinated with Arbor Day Foundation and Tree City USA efforts, in which Norwalk participates; coordination efforts should include the tree board, tree care ordinance, and comprehensive community forestry program. The Norwalk Tree Advisory Committee provides guidelines for use in reviewing applications and coordinating final plans with builders, developers and redevelopers. Guidelines address such topics as acceptable tree pit construction, species selection, use of open space, urban landscapes and streetscape development.



DRAFT

South Norwalk Railroad Station Area: Transit Oriented Development Strategy

Fiscal Impact Analysis: Executive Summary

Prepared for the Norwalk Redevelopment Agency

Prepared by The Cecil Group

October 12, 2011

TABLE OF CONTENTS

I. Introduction 1

Table 1: Potential Developments and Related Programs 1

II. Methodology 2

Methodology 2

Revenues 2

Expenditures 2

Net Present Value 3

Table 2: Net Present Value of Net Fiscal Impact 4

III. Key Findings 4

Key Findings 4

Other Benefits 5

Appendix A: Municipal Revenues and Expenditures by Project 6

Railroad Station Area: Tables 8 and 9 6

Monroe Street/Hanford Place Development: Tables 8 and 9 7

Waterfront: Tables 8 and 9 8

Webster Street Block: Tables 8 and 9 9

Table 8: Municipal Revenue – Footnotes 10

Table 9: Municipal Expenditures – Footnotes 11

Appendix B: Figures and Tables 12

Figure 1 13

Figure 2 14

Figure 3 15

Table 3: Estimated Number of Residents per Unit Type 16

Table 5: Phasing 16

Table 6 17

Table 6A: Non-Tax Revenues per Resident FY2006-FY2010 18

Table 6B: Intergovernmental Education Revenue per Student FY2006-FY2010 18

Table 6C: Personal Property Tax Revenue per Employee 18

Table 7 19

Table 7A 19

Table 7B: Analysis of Educational Per Capita Costs 20

I. Introduction

This Executive Summary summarizes the Fiscal Impact Analysis prepared for the Norwalk Redevelopment Agency to assist the City of Norwalk's evaluation of mixed-use, multi-family projects in four areas identified in the TOD Master Plan. The Fiscal Impact Analysis was undertaken:

- To determine the potential public sector costs associated with the development program, as defined in the TOD Master Plan, with specific focus on educational costs resulting from multi-family residential development.
- To identify current municipal revenues derived from the Plan Area and conversely assess the incremental municipal revenues that would be derived by implementing the proposed development program, as defined in the TOD Master Plan.
- To assess the public costs vs. the anticipated revenues.
- To incorporate into the municipal planning process the required capital and operating expenses to support the demands of the proposed development program.

All of the projects are geographically located within the South Norwalk Railroad Station Transit Oriented Development Study Area (Figure 1). Transit-Oriented Development (TOD) refers to land uses and activities that have an economic advantage due to their proximity to transit hubs. The South Norwalk Railroad Station provides a competitive advantage for the City of Norwalk in attracting residents who need easy access between jobs and homes. The ½ mile radius around the South Norwalk Railroad Station is a reasonable walking distance for commuters – developing housing and other amenities to attract them will help to improve the underdeveloped parcels of land within this neighborhood, thus increasing quality of life for current and future residents.

Creating a coordinated development plan will encourage private investment in underused buildings and land, encouraging the development of a more complete, compact neighborhood that attracts new residents and businesses to live and work in a socially and economically diverse district.

Several potential projects were identified as a result of the TOD Study, and the focus of this summary is the specific projects shown in Figure 2. Their respective programs are found below in Table 1:

Table 1: Potential Developments and Related Programs

	Residential		Retail	
Project	Approximate Gross Area (SF)	Housing Units	Approximate Gross Area (SF)	Use
Railroad Station Area	118,997	71	10,371	Rental
Monroe and Hanford Infill	189,278	144	27,186	Rental
Waterfront	466,731	350	0	Condo
Webster Street Block	50,580	30	0	Rental

II. Methodology

The purpose of a fiscal impact analysis is to project an estimate of the municipal revenues and associated municipal expenditures to determine whether the potential development will have a positive or negative impact on the municipal budget. A short description of the methodology is provided below; a full description and a list of assumptions can be found in the complete report.

Methodology

A fiscal impact analysis can be performed using several methodologies – this analysis relies on the per capita method which is comparable to earlier studies prepared for the Norwalk Redevelopment Agency. The per capita method uses the average existing municipal revenues and expenditures as proxies for future municipal revenues and expenditures. The implicit assumption is that the rate of increase in revenues will be matched by an equal rate of increase in expenditures.

The difference between the municipal revenues and the municipal expenditures is the net fiscal impact of the development. The Net Present Value (NPV) of this net fiscal impact is the current value of the revenue stream to the City, and indicates the direct monetary benefit (if positive) or cost (if negative) to the City of a proposed development. All tables referred to below can be found in the Appendices to this document.

Revenues

The municipal revenues that are important to a fiscal impact study are as follows:

- Property Tax – Calculated based on the assessed value of the property and is the largest source of municipal revenue (*Table 8*)
- Non-tax Revenues – Calculated per resident and would include such revenue sources as motor vehicle excise tax (*Table 6A*)
- Educational Revenue – Calculated per student in the public school system and represents reimbursement of educational expenses from the State of Connecticut (*Table 6B*)
- Personal Property Tax – Calculated per employee in the city and includes property tax paid by businesses on their non-real estate property (*Table 6C*)

Expenditures

The municipal expenditures that are important to a fiscal impact study are as follows:

- Expenditures per resident – Calculated based on the percentage of the assessed value of residential property in the city and expressed per resident; associated with all non-educational municipal expenditures such as police, fire and other city departments (*Table 7A*)

- Employment costs – Calculated based on the percentage of the assessed value of commercial property in the city and expressed per employee in the city (note that this is different from city employees); associated with all non-educational municipal expenditures such as police, fire and other city departments (*Table 7A*)
- Educational Costs – Calculated per student in the public school system and typically the largest category of municipal expenditure (*Table 7B*)

Net Present Value

The NPV is the difference between the present values of all positive cash flows, in this case, municipal revenue derived directly from the potential developments, and the present value of all negative cash flows, or municipal expenditures directly related to the potential developments[1].

The benefit of using the NPV is that it provides a clear comparison of the effect of each development on the municipal budget and allows City officials and other stakeholders to quickly compare the projected revenue streams based on the specified development projects, as shown in Table 2 below. The definitions of terms found in Table 2 are as follows:

- Total Revenue and Total Expenditures are defined as the total municipal revenue and expenditures received as a direct result of the development over the thirty-year timeline.
- The Annual Net Fiscal Impact at Full Build-Out is the net revenue received on an annual basis after the projected program has completed the full program described in Table 1 above.
- Cumulative Net Fiscal Impact is the sum of the annual net fiscal impacts over the thirty-year term.

The Net Present Value of the Net Fiscal Impact is the current value of that revenue stream if it were received in a lump sum today. Projects are shown individually and cumulatively.

The completion date of the full build-out for each project will affect the net present value of the return received over the thirty-year period. If all other factors are held equal, the earlier a project is phased in, the more revenue will be derived from that project.

[1] – *The Appraisal of Real Estate*, (Chicago: Appraisal Institute, 1996), 572.

Table 2: Net Present Value of Net Fiscal Impact

10% Workforce Housing		Estimated Current Gross Property Tax Revenue	Estimated Future Fiscal Impact Over 30 Years
Railroad Station Area Rental	Total Revenue		$12,081,649
	Total Expenditures		$4,936,977
	Annual Net Fiscal Impact at Full Build-Out	$153,379	$264,617
	Cumulative Net Fiscal Impact	$4,601,364	$7,451,429
	Net Present Value of Net Fiscal Impact	**$2,498,370**	**$3,875,916**
Monroe and Hanford Infill Rental	Total Revenue		$13,626,209
	Total Expenditures		$9,110,877
	Annual Net Fiscal Impact at Full Build-Out	$59,153	$188,182
	Cumulative Net Fiscal Impact	$1,774,603	$5,047,713
	Net Present Value of Net Fiscal Impact	**$963,543**	**$2,521,806**
Waterfront Condominium	Total Revenue		$50,554,589
	Total Expenditures		$15,097,890
	Annual Net Fiscal Impact at Full Build-Out	$196,842	$1,541,596
	Cumulative Net Fiscal Impact	$5,905,247	$35,456,699
	Net Present Value of Net Fiscal Impact	**$3,206,331**	**$16,343,040**
Webster Street Block Rental	Total Revenue		$4,181,559
	Total Expenditures		$1,346,625
	Annual Net Fiscal Impact at Full Build-Out	$0	$134,997
	Cumulative Net Fiscal Impact	$0	$2,834,934
	Net Present Value of Net Fiscal Impact	**$0**	**$1,217,685**
TOTAL ALL PROJECTS	**Total Cumulative NPV (30 yr build-out assumption)**	**$6,668,244**	**$23,958,446**
	Waterfront as % of Total	48%	68%
	Total Workforce Housing Units: Full Build-out	0	59

III. Key Findings

The Norwalk Redevelopment Agency wished to evaluate the effect of four mixed-use, multi-family projects, identified in the TOD Master Plan, on the municipal revenues and expenditures of the City of Norwalk over a thirty-year period by calculating the current NPV of the future revenue stream. This method is a useful way to evaluate multiple projects that have different timelines to full build-out.

Key Findings

There are four key findings with respect to this fiscal impact analysis:

- Positive Total Cumulative Net Present Value – The revenue stream to the City is almost $24 million to the City over a thirty year period.

Importance of the Waterfront project – At 68% of the total revenue stream received by the City, the Waterfront development is the largest single contributor and is dependent upon the catalyst of public investment in earlier projects, such as the Railroad Station area.

- Effect of School-Age Children – Multi-family housing in mixed-use developments have fewer public-school age children, and thus lower educational costs, associated with each unit of housing than other types of residential development. Actual numbers from the Norwalk Public Schools were used to estimate new public school students in these proposed multi-family developments at approximately 0.012 children per unit in the public school system. This analysis is conservative in that it assumes that all school children housed in the new developments are new to the area – some school children may, in fact, move within the neighborhood at no net effect to the municipal budget. The marginal cost of educating one new student may change depending on municipal educational policies, for example, class size standards, that may not be triggered by the addition of a few students to the system.
- Per Capita Reduction in Property Taxes – New developments have a higher assessed property value than the empty or underutilized lots they replace, and thus increase the amount of property taxes the municipality receives. However, because the overall property tax burden is calculated across all property owners, as the number of households increase, the per capita share of property taxes is reduced.

Other Benefits

There are benefits to the City beyond the direct municipal revenue stream.

- Increase in Private Investment – Public investment by the City will encourage private funding. While the Waterfront has the highest revenue potential, other private investment may come in the form of infill redevelopment projects or an increase in investment in existing buildings by current business and property owners.
- Increased Quality of Life – Public and private investment will create an increase in the overall quality of life for current residents and attract future residents with new housing stock, revitalized business areas, and improved access to public transportation.
- Increase in Federal Funding – The Choice Neighborhoods program, which was not factored into this scenario, if supported by the City could provide significant investment in the neighborhood from federal grants, estimated at about $30 million. The Norwalk Redevelopment Authority is looking at other projects in the area that would unlock further grant funding and provide an incentive to private developers and business owners to invest their own monies in this area.

Appendix A: Municipal Revenues and Expenditures by Project

Railroad Station Area: Tables 8 and 9

Table 8: Municipal Revenue	
Residential Units (1)	71
Workforce Housing Units at 10% (2)	7
Number of One-Bedroom Units (40%) (3)	28
Number of Two-Bedroom Units (60%) (3)	43
Number of Residents (4)	135
Number of Children in Public Schools (5)	1
Retail Square Footage (6)	10,371
Number of Employees (7)	26
Assessed Property Value (8)	$20,478,940
Property Tax (9)	$424,774
Property Tax Abatement Incentive (10)	$0
Non-Tax Revenue (11)	$13,500
Business Personal Property Tax Revenue (12)	$8,347
Education Revenue/Reimbursement (13)	$847
Total Municipal Revenue	**$447,468**

Table 9: Municipal Expenditures	
Residential Units (1)	71
Workforce Housing Units at 10% (2)	7
Number of One-Bedroom Units (40%) (3)	28
Number of Two-Bedroom Units (60%) (3)	43
Number of Residents (4)	135
Number of Children in Public Schools (5)	1
Retail Square Footage (6)	10,371
Number of Employees (7)	26
Employment Costs to City (8)	$17,056
Residential Costs to City (9)	$151,875
Education Costs to City (10)	$13,920
Total Municipal Expenditures	**$182,851**

Annual Net Fiscal Impact at Full Build-Out	**$264,617**

Monroe Street/Hanford Place Development: Tables 8 and 9

Table 8: Municipal Revenue	
Residential Units (1)	144
Workforce Housing Units at 10% (2)	14
Number of One-Bedroom Units (40%) (3)	58
Number of Two-Bedroom Units (60%) (3)	86
Number of Residents (4)	273
Number of Children in Public Schools (5)	2
Retail Square Footage (6)	27,186
Number of Employees (7)	68
Assessed Property Value (8)	$24,921,856
Property Tax (9)	$516,929
Property Tax Abatement Incentive (10)	$0
Non-Tax Revenue (11)	$27,300
Business Personal Property Tax Revenue (12)	$21,831
Education Revenue/Reimbursement (13)	$1,694
Total Municipal Revenue	**$567,755**

Table 9: Municipal Expenditures	
Residential Units (1)	144
Workforce Housing Units at 10% (2)	14
Number of One-Bedroom Units (40%) (3)	58
Number of Two-Bedroom Units (60%) (3)	86
Number of Residents (4)	273
Number of Children in Public Schools (5)	2
Retail Square Footage (6)	27,186
Number of Employees (7)	68
Employment Costs to City (8)	$44,608
Residential Costs to City (9)	$307,125
Education Costs to City (10)	$27,840
Total Municipal Expenditures	**$379,573**

Annual Net Fiscal Impact at Full Build-Out	**$188,182**

Waterfront: Tables 8 and 9

Table 8: Municipal Revenue	
Residential Units (1)	350
Workforce Housing Units at 10% (2)	35
Number of One-Bedroom Units (40%) (3)	140
Number of Two-Bedroom Units (60%) (3)	210
Number of Residents (4)	534
Number of Children in Public Schools (5)	4
Retail Square Footage (6)	0
Number of Employees (7)	0
Assessed Property Value (8)	$103,231,975
Property Tax (9)	$2,141,238
Property Tax Abatement Incentive (10)	$0
Non-Tax Revenue (11)	$53,400
Business Personal Property Tax Revenue (12)	$0
Education Revenue/Reimbursement (13)	$3,388
Total Municipal Revenue	**$2,198,026**

Table 9: Municipal Expenditures	
Residential Units (1)	350
Workforce Housing Units at 10% (2)	35
Number of One-Bedroom Units (40%) (3)	140
Number of Two-Bedroom Units (60%) (3)	210
Number of Residents (4)	534
Number of Children in Public Schools (5)	4
Retail Square Footage (6)	0
Number of Employees (7)	0
Employment Costs to City (8)	$0
Residential Costs to City (9)	$600,750
Education Costs to City (10)	$55,680
Total Municipal Expenditures	**$656,430**

Annual Net Fiscal Impact at Full Build-Out	**$1,541,596**

Webster Street Block: Tables 8 and 9

Table 8: Municipal Revenue	
Residential Units (1)	30
Workforce Housing Units at 10% (2)	3
Number of One-Bedroom Units (40%) (3)	12
Number of Two-Bedroom Units (60%) (3)	18
Number of Residents (4)	57
Number of Children in Public Schools (5)	0
Retail Square Footage (6)	0
Number of Employees (7)	0
Assessed Property Value (8)	$9,325,131
Property Tax (9)	$193,422
Property Tax Abatement Incentive (10)	$0
Non-Tax Revenue (11)	$5,700
Business Personal Property Tax Revenue (12)	$0
Education Revenue/Reimbursement (13)	$0
Total Municipal Revenue	**$199,122**

Table 9: Municipal Expenditures	
Residential Units (1)	30
Workforce Housing Units at 10% (2)	3
Number of One-Bedroom Units (40%) (3)	12
Number of Two-Bedroom Units (60%) (3)	18
Number of Residents (4)	57
Number of Children in Public Schools (5)	0
Retail Square Footage (6)	0
Number of Employees (7)	0
Employment Costs to City (8)	$0
Residential Costs to City (9)	$64,125
Education Costs to City (10)	$0
Total Municipal Expenditures	**$64,125**

Annual Net Fiscal Impact at Full Build-Out	**$134,997**

Table 8: Municipal Revenue – Footnotes

(1) The estimate of the number of residential units per project was supplied by TR Associates.

(2) The Workforce Housing is 10% as required by current zoning.

(3) TR Associates estimates the mix of units as two one-bedroom units for every three two-bedroom units.

(4) The multipliers used for the number of residents are taken from the Residential Demographic Multipliers: Estimates of the Occupants of New Housing, June 2006 from the Center for Urban Policy Research at Rutgers University. The numbers are specific to Connecticut.

(5) The multipliers used for the number of school-age children in public schools are based on actual students in the Norwalk Public School system from multi-family developments and is 0.012 children per unit.

(6) The retail square footage estimate per project was supplied by TR Associates.

(7) Per TR Associates, the number of employees is calculated at one employee for every 400 square feet of retail space.

(8) The Assessed Property Value is 70% of the market value of the project. For rental properties, the market value is based on the income stream as provided by TR Associates. For condominiums, the market value is based on the sale price of all the units as provided by TR Associates.

(9) Property tax is a function of the assessed property value multiplied by the 2010 mill rate of 20.742 for Service District 2 for 2009-10 from City of Norwalk Tax Assessor's Department.

(10) No Property Tax Rebate Incentive is offered.

(11) Non-tax revenue is found in Table 6A and is $100 per resident.

(12) Business personal property tax revenue is found in Table 6C and is $321 per employee.

(13) Educational revenue/reimbursement is found in Table 6B and is $847 per student.

(14) The phasing of the projects was determined by The Cecil Group and TR Associates. Changes to the phasing schedule will alter the total return.

Table 9: Municipal Expenditures – Footnotes

(1) The estimate of the number of residential units per project was supplied by TR Associates.

(2) The Workforce Housing is 10% as required by current zoning.

(3) TR Associates estimates the mix of units as two one-bedroom units for every three two-bedroom units.

(4) The multipliers used for the number of residents are taken from the Residential Demographic Multipliers: Estimates of the Occupants of New Housing, June 2006 from the Center for Urban Policy Research at Rutgers University. The numbers are specific to Connecticut.

(5) The multipliers used for the number of school-age children in public schools are based on actual students in the Norwalk Public School system from multi-family developments and is 0.012 children per unit.

(6) The retail square footage estimate per project was supplied by TR Associates.

(7) Per TR Associates, the number of employees is calculated at one employee for every 400 square feet of retail space.

(8) Employment Costs to The City are found in Table 7A: Analysis of Per Capita Costs and equals $656 per employee.

(9) Residential Costs to The City are found in Table 7A: Analysis of Per Capita Costs and equals $1,125 per resident.

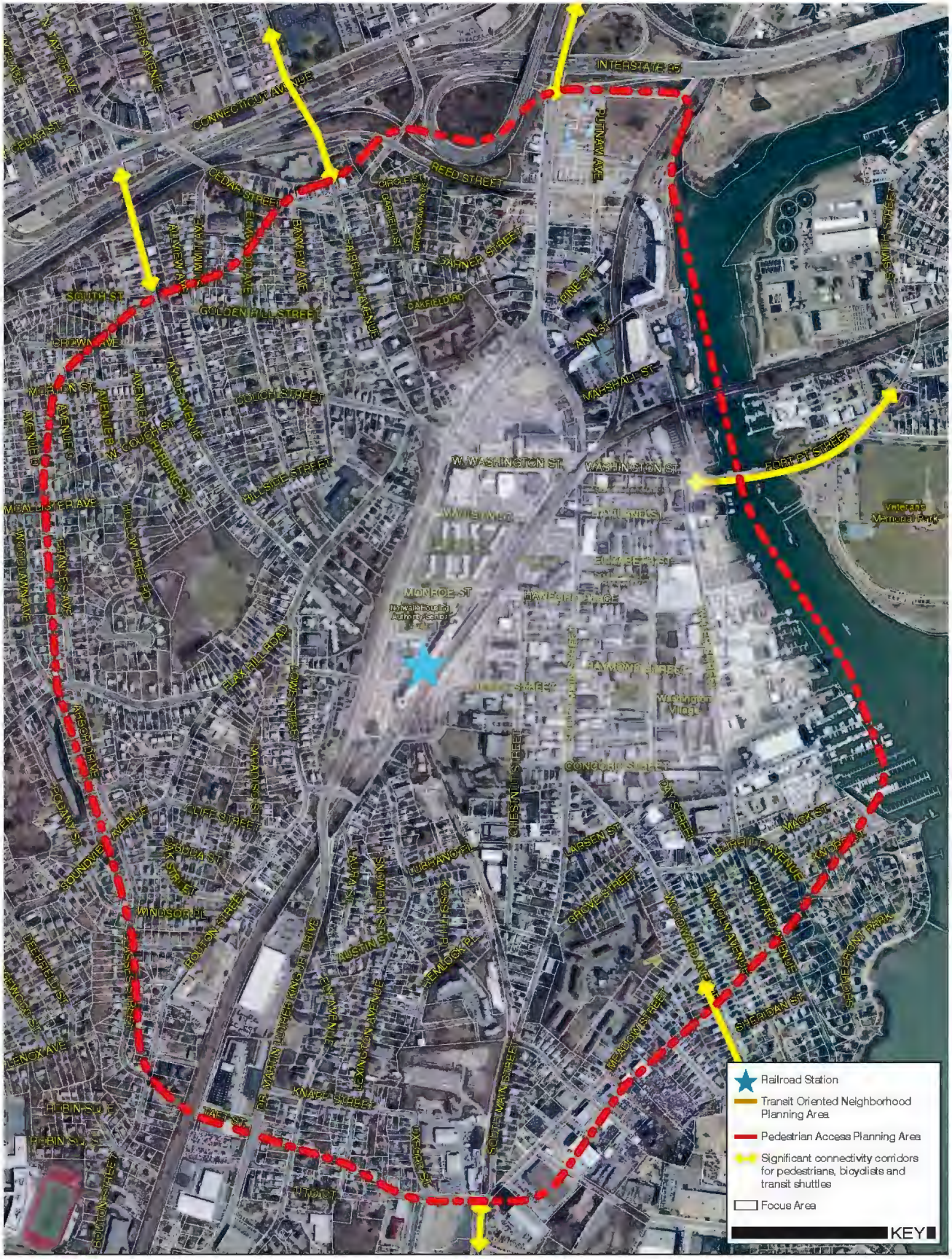
(10) Educational Costs to The City are found in Table 7B: Analysis of Educational Per Capita Costs and equals $13,920 per student.

(11) The phasing of the projects was determined by The Cecil Group and TR Associates. Changes to the phasing schedule will alter the total return.

Appendix B: Figures and Tables

	Page
Figure 1	14
Figure 2	15
Figure 3	16
Table 3	17
Table 5	17
Table 6	18
Table 6A	19
Table 6B	19
Table 6C	19
Table 7	20
Table 7A	20
Table 7B	21

Figure 1: South Norwalk Railroad Station TOD Planning Area



Transit Oriented Development Master Plan for South Norwalk Railroad Station Neighborhood
Fiscal Impact Analysis

Prepared for: Norwalk Redevelopment Agency
Prepared by: The Cecil Group

Figure 2: Potential TOD Developments

Figure 3: Potential TOD Developments with Current Estimated Property Taxes

Table 3: Estimated Number of Residents per Unit Type

	One Bedroom Units	Two-Bedroom Units	Three-Bedroom Units
5+ Units – Own All Values	1.28	1.69	Insufficient Sample
5+ Units – Rental All Values	1.39	2.24	3.44
2-4 Units – Rental All Values	1.76	2.38	3.61

Source: Rutgers University, Center for Urban Policy Research, *Residential Demographics Multipliers – Estimates of the Occupants of New Housing*, June 2006

Table 5: Phasing

Project	Year
Railroad Station Area	Year 4
Monroe and Hanford Infill	Years 6, 7 and 8 (1/3 per year)
Waterfront	Years 5, 8, and 11 (1/3 per year)
Webster Street Block	Year 10
Washington Village	Year 4

Table 6: Municipal Revenue Trends: FY 2006 to FY 2010

	Tax Revenue (1)	$ Change	% Change	Non-Tax Revenue (2)	$ Change	% Change	Total	$ Change	% Change
FY2006	$205,119,413			$14,165,698			$219,285,111		
FY2007	$214,159,690	$9,040,277	4%	$14,138,573	($27,125)	0%	$228,298,263	$9,013,152	4%
FY2008	$227,237,119	$13,077,429	6%	$12,068,672	($2,069,901)	-15%	$239,305,791	$11,007,528	5%
FY2009	$234,696,896	$7,459,777	3%	$9,192,812	($2,875,860)	-24%	$243,889,708	$4,583,917	2%
FY2010	$244,918,006	$10,221,110	4%	$8,413,026	($779,786)	-8%	$253,331,032	$9,441,324	4%

(1) Does not include interest in liens

Source: City of Norwalk CAFR FY 2006 to FY 2010

Table 6A: Non-Tax Revenues per Resident FY2006-FY2010

	Non-Tax Revenue (1)	Population	Non-Tax Revenues per Resident
FY2006	$14,165,698	84,437	$168
FY2007	$14,138,573	84,344	$168
FY2008	$12,068,672	83,456	$145
FY2009	$9,192,812	84,877	$108
FY2010	$8,413,026	83,802	**$100**

(1) Does not include intergovernmental transfers, including Board of Education grant or interest on investments
Source: City of Norwalk CAFR FY 2006 to FY 2010

Table 6B: Intergovernmental Education Revenue per Student FY2006-FY2010

	State grants in aid – Board of Education	$ Change	% Change	School Enrollment	Revenue per Student
FY2006	$10,527,782			10,923	$964
FY2007	$ 9,531,688	$ (996,094)	-9%	10,782	$884
FY2008	$10,496,546	$964,858	10%	10,616	$989
FY2009	$10,378,842	$ (117,704)	-1%	10,748	$966
FY2010	$ 9,053,922	$(1,324,920)	-13%	10,692	**$847**

Source: City of Norwalk CAFR FY 2006 to FY 2010

Table 6C: Personal Property Tax Revenue per Employee

	Norwalk Employee Population	Personal Property Tax Revenue	Personal Property Tax Revenue Per Employee
FY2006	46,142	$10,769,816	$233
FY2007	46,441	$11,529,640	$248
FY2008	46,208	$14,160,521	$306
FY2009	45,304	$14,218,388	$314
FY2010	45,202	$14,512,277	**$321**

Source: City of Norwalk Tax Collector's Office

Table 7: Municipal Government Expenditure Trends: FY 2006 to FY 2010

			FY2006-2007			FY2007-2008			FY2008-2009			FY2009-2010		FY2006-2010	
	FY2006	FY2007	$ Change	% Change	FY2008	$ Change	% Change	FY 2009	$ Change	% Change	FY 2010	$ Change	% Change	$ Change	% Change
General government	$6,776,417	$7,801,630	$1,025,213	15.1%	$7,331,991	($469,639)	-6.0%	$7,483,034	$ 151,043	2.1%	$7,170,298	($312,736)	-4.2%	$393,881	6%
Health and welfare	$1,996,937	$2,085,378	$88,441	4.4%	$2,121,668	$36,290	1.7%	$2,239,340	$ 117,672	5.5%	$1,865,486	($373,854)	-16.7%	($131,451)	-7%
Community grants	$2,513,665	$2,784,099	$270,434	10.8%	$2,825,896	$41,797	1.5%	$2,938,144	$ 112,248	4.0%	$2,997,946	$59,802	2.0%	$484,281	19%
Employee benefits	$19,005,106	$22,194,698	$3,189,592	16.8%	$23,326,084	$1,131,386	5.1%	$23,451,245	$ 125,161	0.5%	$24,814,825	$1,363,580	5.8%	$5,809,719	31%
Protection of persons and property	$36,525,435	$33,888,222	($2,637,213)	-7.2%	$36,600,667	$2,712,445	8.0%	$37,390,695	$ 790,028	2.2%	$38,103,336	$712,641	1.9%	$1,577,901	4%
Public works	$15,419,913	$15,730,178	$310,265	2.0%	$16,394,374	$664,196	4.2%	$17,325,903	$ 931,529	5.7%	$15,593,639	($1,732,264)	-10.0%	$173,726	1%
Education	$133,181,658	$136,961,257	$3,779,599	2.8%	$142,651,081	$5,689,824	4.2%	$148,078,159	$ 5,427,078	3.8%	$148,829,159	$751,000	0.5%	$15,647,501	12%
Recreation, arts and culture	$6,812,951	$7,034,987	$222,036	3.3%	$7,373,458	$338,471	4.8%	$7,648,758	$ 275,300	3.7%	$6,986,343	($662,415)	-8.7%	$173,392	3%
Debt service	$17,424,812	$20,728,101	$3,303,289	19.0%	$23,464,498	$2,736,397	13.2%	$25,697,411	$ 2,232,913	9.5%	$26,286,285	$588,874	2.3%	$8,861,473	51%
Organizational memberships	$75,732	$77,435	$1,703	2.2%	$81,088	$3,653	4.7%	$84,052	$ 2,964	3.7%	$84,912	$860	1.0%	$9,180	12%
Total Expenditures	$239,732,626	$249,285,985	$9,553,359	4.0%	$262,089,717	$12,803,732	5.1%	$272,336,741	$ 10,247,024	3.9%	$272,732,229	$395,488	0.1%	$32,999,603	14%
Total Expenditures less Education	$106,550,968	$112,324,728	$5,773,760	5.4%	$ 119,438,636	$7,113,908	6.3%	$124,258,582	$ 4,819,946	4.0%	$123,903,070	($355,512)	-0.3%	$17,352,102	16%
Education as % of Total Budget	56%	55%			54%			54%			55%				

Source: City of Norwalk CAFR FY 2010

Table 7A: Analysis of Per Capita Costs

	Total Taxable Assessed Value (less exemptions) in 000's	Less Personal Property Assessed Value in 000's	Real Property Assessed Value in 000's	Residential Assessed Value in 000's	Commercial Assessed Value in 000's	Check (exemptions) in 000's	% Residential	% Commecial	Municipal Expenditures	Commercial Portion of Municipal Expenditures	Residential Portion of Municipal Expenditures	Norwalk Residential Population	Per Capita Residential Cost	Norwalk Employee Population	Per Capita Non-Residential Cost
FY2006	$8,268,992	$1,018,127	$7,250,865	$5,634,018	$1,711,745	($94,898)	77.7%	23.6%	$106,550,968	$25,153,976	$81,396,992	84,437	$964	46,142	$545
FY2007	$9,468,305	$1,149,980	$8,318,325	$6,455,428	$2,038,024	($175,127)	77.6%	24.5%	$112,324,728	$27,520,023	$84,804,705	84,344	$1,005	46,441	$593
FY2008	$10,527,527	$1,182,240	$9,345,287	$7,225,029	$2,289,632	($169,374)	77.3%	24.5%	$119,438,636	$29,262,935	$90,175,701	83,456	$1,081	46,208	$633
FY2009	$10,673,889	$1,208,709	$9,465,180	$7,305,104	$2,310,099	($150,023)	77.2%	24.4%	$124,258,582	$30,326,906	$93,931,676	84,877	$1,107	45,304	$669
FY2010	$12,639,375	$1,423,266	$11,216,109	$8,674,364	$2,684,598	($142,853)	77.3%	23.9%	$123,903,070	$29,656,446	$94,246,624	83,802	$1,125	45,202	$656

Source: City of Norwalk CAFR FY 2010

Table 7B: Analysis of Educational Per Capita Costs

	Education	School Enrollment	Cost per student
FY2006	$133,181,658	10,923	$12,193
FY2007	$136,961,257	10,782	$12,703
FY2008	$142,651,081	10,616	$13,437
FY2009	$148,078,159	10,748	$13,777
FY2010	$148,829,159	10,692	**$13,920**

Source: City of Norwalk CAFR FY 2010