

CITY OF NORWALK, CT

# South Norwalk TOD Redevelopment Plan

FINAL SEPTEMBER 2016



Prepared for the Norwalk Redevelopment Agency  
by THE CECIL GROUP • FXM ASSOCIATES

# ACKNOWLEDGEMENTS

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# Contents

- 1. Plan Summary ..... 1
  - 1.1 Definition of the Area as a Redevelopment Area ..... 2
  - 1.2 Purpose of the Plan ..... 4
  - 1.3 Statement of Objectives ..... 6
  - 1.4 Summary of Implementation Strategy ..... 8
  - 1.5 Consistency with Plan of Conservation and Development ..... 11
  - 1.6 Summary of Benefits from Improvements ..... 14
- 2. Summary of Existing Conditions ..... 17
  - 2.1 Summary of Existing Blighted Conditions ..... 18
  - 2.2 Summary of Existing Market Conditions ..... 19
  - 2.3 Existing Infrastructure Conditions ..... 26
- 3. Land Use Plan ..... 33
  - 3.1 Land Use Plan ..... 34
  - 3.2 Zoning Changes ..... 34
  - 3.3 Multi-Modal Circulation and Neighborhood Connections ..... 37
- 4. Implementation Strategy ..... 39
  - 4.1 Goals and Strategies ..... 40
- 5. Design Guidelines ..... 45
  - 5.1 Development Plan Review ..... 46
  - 5.2 Organization of the Design Principles and Guidelines ..... 48
  - 5.3 Design Principles for the TOD District ..... 49
  - 5.4 Design Guidelines for the TOD District ..... 51
  - 5.5 Lexington Avenue Village District Design Guidelines ..... 66
  - 5.6 Public Infrastructure and Connecting Private Infrastructure ..... 84
  - 5.7 Glossary of Terms ..... 91



6. Regulations on Development .....	95
6.1 Parcel Regulations .....	96
6.2 Applicability and Duration .....	97
6.3 Property Acquisition Plan.....	97
6.4 Plan Approval and Amendments .....	98
7. Amendments .....	101
8. Appendices.....	103
8.A. Project Area Boundaries.....	103
8.A. Parcels within the Redevelopment Area.....	104
8.B. Determination of Blighted Conditions .....	109
8.B.1 Summary .....	110
8.B.2 Methodology .....	112
8.C. Market Conditions and Redevelopment Feasibility .....	127
8.C.1 Social, Economic, and Business Profiles of the South Norwalk TOD District.....	128
8.C.2 Market Conditions and Redevelopment Feasibility – Rental Housing Market Demand Trends.....	132
8.C.3 Market Conditions and Redevelopment Feasibility – Retail Opportunity/Gap Analysis .....	138
8.D. Proposed Zoning Changes .....	145



# 1. PLAN SUMMARY

*This Redevelopment Plan has been prepared in accordance with Chapter 130, Part I Redevelopment of the General Statutes of Connecticut. The purpose of this Redevelopment Plan meets the identified public need to revitalize the South Norwalk area centered on the South Norwalk Metro-North Railroad Station. The basis for this Redevelopment Plan is the South Norwalk Railroad Station Area Transit Oriented Development Strategy Final Report. This report identifies goals and objectives related to transit-oriented development and recommends implementation strategies and action steps to fulfill those goals. The recommended strategies include proposed regulations for private development and public streetscape improvements that will encourage revitalization of the South Norwalk area and enhance neighborhood access to rail transit and local businesses.*

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## 1.1 Definition of the Area as a Redevelopment Area

In accordance with Chapter 130 of the Connecticut State Statutes, the Norwalk Redevelopment Agency has determined that there exists a need to designate the South Norwalk TOD Redevelopment Area (as delineated on Figure 1-1: Project Boundary and described in *Appendix 8.A Project Area Boundaries*) an Urban Renewal Area in order to prevent the spread of deterioration and to eliminate substandard, insanitary, and blighted conditions in that area.

To the degree that these conditions exist, they serve to impair the sound growth and development of the community and retard economic development and the provision of housing. The

Norwalk Redevelopment Agency further finds that the existence of these conditions is beyond remedy and control solely by the regulatory process in the exercise of the police power and cannot be dealt with effectively by the ordinary operations of private enterprises without the actions herein provided; including the acquisition of property for the purpose of eliminating substandard, insanitary, deteriorated, deteriorating, slum or blighted conditions thereon or preventing recurrence of such conditions in the area, the removal of structures and improvement of sites, the disposition of the property for redevelopment incidental to the foregoing, and the exercise of powers by the City of Norwalk acting by and through the Norwalk Redevelopment Agency pursuant to Section 8-124. et seq., of the General Statutes, and any assistance

which may be given by any public body in connection therewith, are public uses and purposes for which public money may be expended and the power of eminent domain exercised; and that the necessity in the public interest for the provisions of Part I, Chapter 130 of the General Statutes is hereby declared as a matter of legislative determination.

### BOUNDARY

The boundary of the South Norwalk TOD Redevelopment Area (the “Redevelopment Area”) is shown in Figure 1-1 and contains two subareas: the TOD District and the Lexington Avenues Neighborhood. The parcels within the boundary are listed in *Appendix 8.A*.

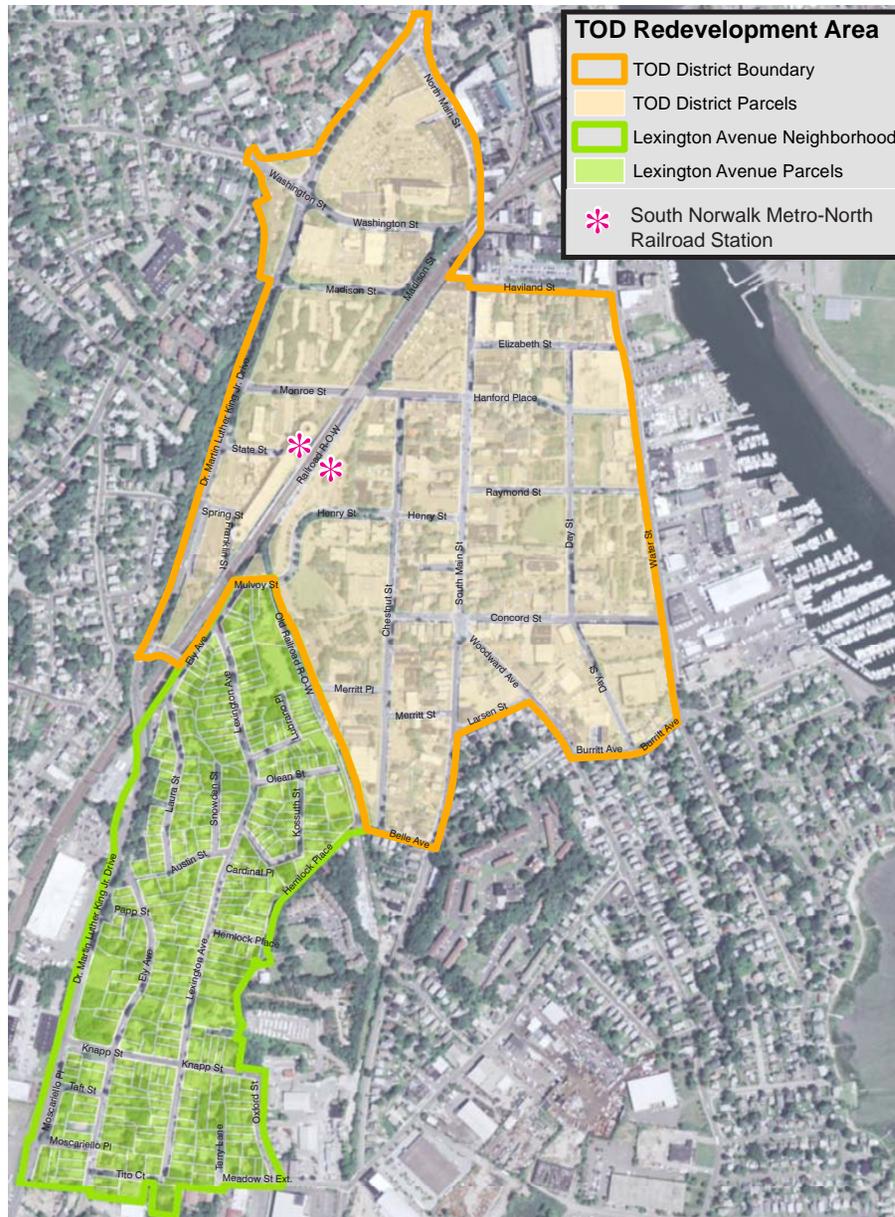


Figure 1-1: South Norwalk TOD Redevelopment Area

*The Redevelopment Area contains two subareas: the TOD District and the Lexington Avenue Neighborhood.*

*The TOD District is a mixed-use district; proposed zoning would allow a higher residential density closer to the South Norwalk Rail Station. Design guidelines for private development and public infrastructure within this Redevelopment Plan will ensure that anticipated new infill development will be consistent with the goals for a walkable, mixed-use district that is connected to the rail station, the waterfront, and the surrounding residential neighborhoods.*

*The Lexington Avenue Neighborhood is primarily residential with some neighborhood commercial uses. Village District zoning would help to preserve and protect the historic character of this neighborhood, as proposed by the Springwood-Whistleville/Lexington Avenue Historic Preservation Strategy (2015). Design guidelines for this neighborhood are included in this Redevelopment Plan and require new development or substantial rehabilitation to be compatible with the existing historic context.*

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## 1.2 Purpose of the Plan

The purpose of this Redevelopment Plan is to materially improve the conditions of the South Norwalk area by encouraging the development of complete, compact neighborhoods that draw new residents and businesses within a socially and economically diverse district centered on the South Norwalk Metro-North Railroad Station. The neighborhoods within this district should be of moderate scale, be both mixed-use and mixed-income, and have adequate amenities for circulation, public safety, and open space.

Every City seeks a strong fiscal base and healthy markets to sustain itself and allow for all its residents to thrive. The redevelopment of urban districts and neighborhoods contributes to that objective.

Equitable development combines both people-based and place-based strategies and the city's economic development tools, land use policies, and regulations both to create a thriving City

based on a mutually supportive relationship between neighborhoods and commercial districts and to achieve the following principles:

- Create stable socially and economically diverse neighborhoods that are sustained by minimizing the neighborhood transition costs impacting existing low/moderate income (LMI) residents.
- Provide for LMI residents to establish equity in the revitalization by becoming investors in the redevelopment goals and objectives, not disaffected by them.
- Create mutually supportive business districts and neighborhoods that rely on each other to flourish.

The goals of equitable development are to:

- Have a positive impact on the general conditions of a neighborhood which leads to a positive impact on individuals within the neighborhood.
- Respond quickly to market pressures.
- Maintain existing owner occupied, rental and SRO housing in the area.

- Ease price pressures by employing smart growth and sustainable development density principles.
- Streamline new development approval process by making desirable uses allowable as of right.
- Use business assistance and loan funds to allow neighborhood businesses to effectively respond to neighborhood economic changes
- Use public assets and facilities as tools to leverage needed neighborhood resources and improvements such as affordable housing, community services, and high quality public realm and infrastructure improvements.
- Educate residents regarding their rights via the City's Fair Rent and Fair Housing resources.
- Increase district educational resources: public, non-profit, and/or private.
- Ensure that the dialogue regarding the ongoing impact of neighborhood transition is ongoing, open, and transparent.

The goals, objectives, and implementation strategies outlined in this Redevelopment Plan are based on the South Norwalk Railroad Station

Area Transit Oriented Development Strategy Final Report (TOD Strategy), approved by the Norwalk Common Council in October 2011. The TOD Strategy recommended methods to encourage private reinvestment in the neighborhood to be consistent with transit-oriented development. Other recommendations include zoning changes within the Redevelopment Area and public infrastructure improvements.

This Redevelopment Plan incorporates two previous urban renewal areas whose plans have expired: the *Urban Renewal Plan for the South Norwalk Project Area No. 1* (1962) and the *South Main Corridor Urban Renewal Plan* (1990).

The original purpose of the 1962 plan was to clear and redevelop certain properties and to provide public improvements, primarily related to the widening, realignment, repaving, and/or closure of existing street infrastructure and the realignment, construction, or reconstruction of related utilities.

The original objectives of the 1990 plan were to encourage private investment by (1) allowing a mix of uses, including an increase in the housing supply; (2) establishing an identity for the area, including improving the physical appearance and requiring new construction to be consistent with the existing context; (3) promoting the preservation of historic buildings that contribute to the Washington Street Historic District and the Hanford/Elizabeth/Haviland Historic District; (4) insuring an adequate supply of parking; (5) reinforcing development proposed for the South Norwalk Railroad Station, and (6) encouraging the creation of public spaces.

The goals, objectives, and implementation strategies of this Redevelopment Plan are a continuation of those of the 1990 plan, but applied to a broader area.

The recommended zoning changes, provided in *Appendix 8.D Proposed Zoning Changes*, would work in concert with this Redevelopment Plan and the recommendations of the *TOD Strategy*

to accomplish the goals and objectives described below and in *Section 4 Implementation Strategy*.

*“The public realm area includes all public places and the building elements that are physically and/or visually accessible to the public regardless of who actually owns the space. Such places and elements can include but are not limited to, streets, pedestrian ways, bikeways, bridges, plaza, nodes, square, gateways, parks, waterfronts, natural features, view corridors, landmarks, and points at which a building establishes interaction with the public via design or use either interior or exterior that is beyond a commercial purpose”*

URBAN RENEWAL PLAN FOR THE REED PUTNAM AREA, NORWALK, CONNECTICUT, MODIFIED AS APPROVED BY THE NORWALK COMMON COUNCIL OCTOBER 27, 2015 AND THE NORWALK REDEVELOPMENT AGENCY OCTOBER 29, 2015; "DESIGN GUIDELINES: REED PUTNAM WEST, PARCELS 1, 2, AND 4," DC5 PUBLIC REALM, PAGE 25

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## 1.3 Statement of Objectives

The extensive public process and technical research that laid the groundwork for the *TOD Strategy* identified a series of goals and objectives for the Redevelopment Area. These goals and objectives are divided into six categories, listed below, with the primary goal for each strategy:

- **NEIGHBORHOOD** – Develop a continuous, coherent pattern of pedestrian-friendly 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 in the neighborhoods around the Rail Station.
- **DIVERSITY** – 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. Economic and cultural diversity is an asset to the area.
- **HOUSING** – Preserve existing low-to-moderate income housing units and add more

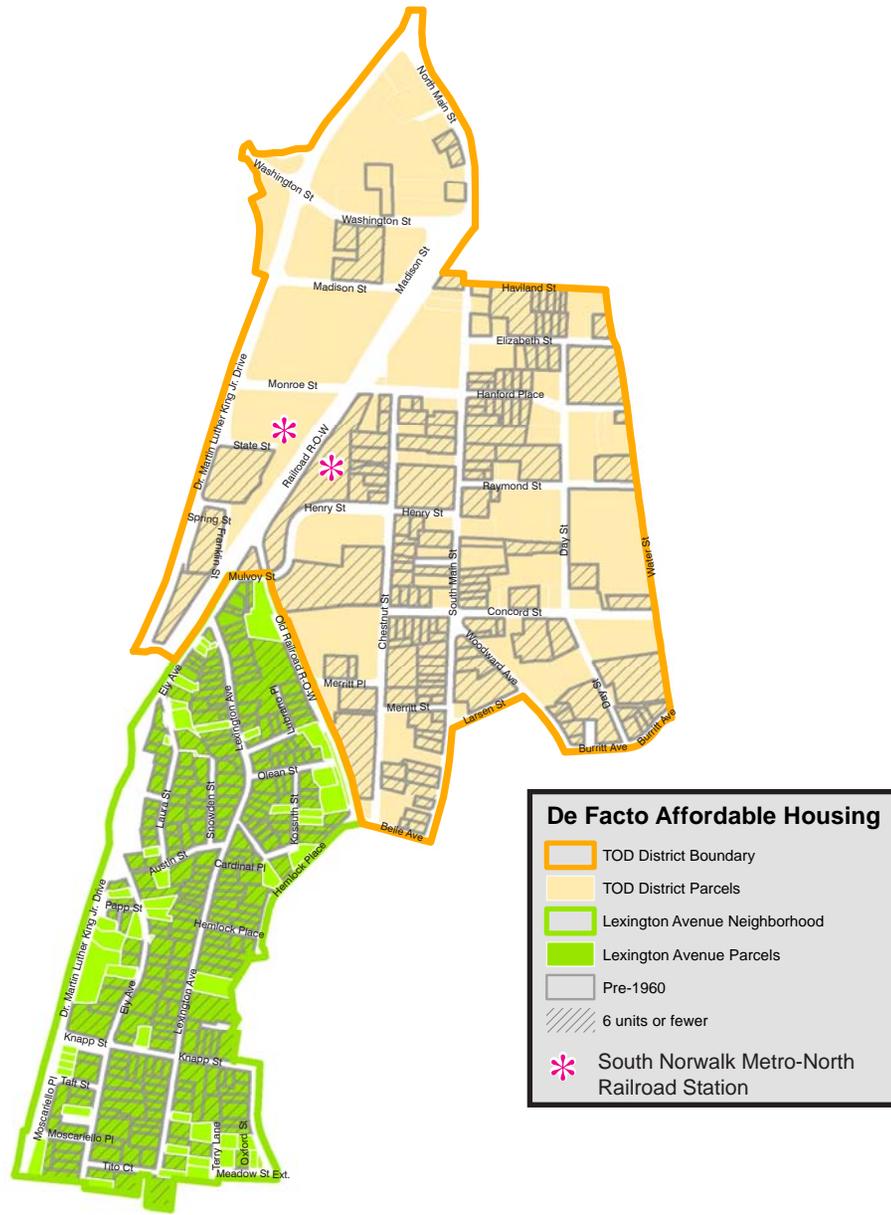
Workforce Housing. Privately-owned low-to-moderate income housing units that are not deed-restricted are defined as units in buildings of six or fewer dwelling units that were built prior to 1960. (See diagram on facing page.)

- **ECONOMIC DEVELOPMENT** – 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.
- **URBAN DESIGN CHARACTER AND QUALITIES** – Shape the fabric of buildings, spaces, streets, and places to create distinctive and complete urban neighborhoods that contain diverse but well-connected components.
- **CIRCULATION AND TRANSPORTATION** – 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.

- **COMMUNITY SECURITY AND SAFETY** – Create safe and secure environments for residents, commuters, business owners, and visitors in the neighborhoods around the Rail Station.

The objectives related to each goal can be found in *Section 4 Implementation Plan*.



*This diagram shows the location of structures built prior to 1960 (outlined in grey) that contain six or fewer rental housing units (diagonal lines). This data was obtained from the City's Office of the Assessor and should not be relied upon as a fully accurate inventory of such housing. Data from an assessor's office is frequently updated. The purpose of this diagram is to indicate possible locations of such housing. Further information would be required to demonstrate that the building in question met the relevant criteria.*

Figure 1-2: Possible sites of affordable housing that are non deed-restricted

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## 1.4 Summary of Implementation Strategy

The *TOD Strategy* identifies a series of strategies to address the goals for its Study Area (incorporated within the Redevelopment Area). The strategies that are appropriate for this Redevelopment Plan are divided into four categories, as shown on the facing page.

The Norwalk Redevelopment Agency may undertake certain actions in order to implement these strategies.

### PROPOSED REDEVELOPMENT ACTIONS

The Norwalk Redevelopment Agency has certain tools, as authorized by Chapter 130 of the Connecticut General Statutes, which it can use to achieve the goals and objectives of this Redevelopment Plan. These tools include the following:

- Acquisition and disposition of real property.

- \* Acquisition or rental of real property by purchase, lease, exchange or gift.
- \* Acquisition of real property by eminent domain, as authorized by Section 8-127a. The use of eminent domain requires approval on a parcel-by-parcel basis from the City Council.
- \* Issue bonds and other obligations.
- Borrow and accept grants from the federal government or other source.

The Norwalk Redevelopment Agency is authorized to undertake surveys and plans, including the following:

- Plans for carrying out a program of voluntary repair and rehabilitation of buildings and improvements.
- Plans for the enforcement of laws, codes and regulations relating to the use of land and the use and occupancy of buildings and improvements and to the compulsory repair, rehabilitation, demolition or removal of buildings and improvements.
- Develop, test and report methods and techniques, and carry out demonstrations and

other activities, for the prevention and the elimination of slums and blight.

The ability to conduct design review, according to design guidelines defined within this Redevelopment Plan, is included under the authorization above.

### REDEVELOPMENT PROJECTS

The Norwalk Redevelopment Agency may also plan and undertake redevelopment projects as defined by Chapter 130 of the Connecticut General Statutes. Activities authorized under Section 8-141 include the following:

- Redevelopment, rehabilitation, and/or conservation work to eliminate or prevent the development or spread of slums or sub-standard, insanitary, blighted, deteriorated or deteriorating areas
  - \* Carrying out plans for a program of voluntary or compulsory repair and rehabilitation of buildings or other improvements
  - \* Acquisition of real property and demolition, removal or rehabilitation of build-



FOCUS AREA	ACTION	STRATEGY
<b>Redevelopment</b>	<ul style="list-style-type: none"> <li>• Focus on moderate scale, mixed use redevelopment of key sites relatively close to the Rail Station.</li> <li>• Leverage City ownership.</li> <li>• Unlock public/private redevelopment at the Rail Station, Webster Street Block, and Day Street.</li> </ul>	<ul style="list-style-type: none"> <li>• Assist in land assembly/reorganization of land in conjunction with viable projects.</li> <li>• Unlock public/private redevelopment through strategic development, land use or disposition agreements incorporating City-owned land at the Rail Station, Webster Street Block, and Day Street lots.</li> </ul>
<b>Housing and Residential Quality of Life</b>	<ul style="list-style-type: none"> <li>• Expand housing opportunities for market rate units.</li> <li>• Promote a mixed-income, diverse neighborhood and high quality of life for everyone through amenities, public safety programs, open space.</li> </ul>	<ul style="list-style-type: none"> <li>• Provide zoning to allow non-conforming office or commercial use to change housing.</li> <li>• Preserve existing affordable housing.</li> <li>• Maintain work-force zoning or incentives for large, multi-family developments.</li> <li>• Focus programs to support home ownership within walking distance of the Station.</li> <li>• Improve parks and extend pedestrian corridors to and along the Waterfront.</li> </ul>
<b>Pedestrian Environment and Connections</b>	<ul style="list-style-type: none"> <li>• Provide improved pedestrian corridors connecting South Norwalk neighborhoods to the Rail Station with streetscape enhancements.</li> <li>• Target initial improvements within the blocks adjacent to the Rail Station.</li> <li>• Support bicycle use.</li> </ul>	<ul style="list-style-type: none"> <li>• 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.</li> <li>• Expand sidewalk and streetscape improvements throughout the neighborhoods.</li> <li>• Extend bike routes along streets leading to the Station; provide secure bike parking.</li> </ul>
<b>Circulation and Parking</b>	<ul style="list-style-type: none"> <li>• Provide additional commuter parking near the Rail Station to the extent that it benefits Norwalk and has limited visual and traffic impacts.</li> <li>• Provide modest expansion of public parking at Webster Street.</li> <li>• Direct commuter-related vehicle traffic away from neighborhood streets.</li> <li>• Provide substantially improved space and circulation at the Rail Station for shuttles, pick-up and drop-off.</li> </ul>	<ul style="list-style-type: none"> <li>• Establish public/private venture to create a parking structure at Henry/Chestnut Street.</li> <li>• 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.</li> <li>• Provide wayfinding signage, street and intersection design to direct primary commuter traffic to and from the Rail Station along Martin Luther King, Jr. Drive.</li> <li>• Use grants and other sources to fund improvements to expand and reorganize pickup and drop-off on the east side of the station, between Henry and Monroe Streets.</li> </ul>

ing and improvements thereon where the agency has determined the same to be necessary to eliminate unhealthful, insanitary or unsafe conditions, lessen density, reduce traffic hazards, eliminate obsolete or other uses detrimental to the public welfare, or to otherwise remove or prevent the spread of blight or deterioration, or to provide land for needed public facilities.

- \* Installation, construction or reconstruction of streets, utilities, parks, playgrounds and other improvements necessary for carrying out the objectives of the urban renewal project.
- \* The disposition, for uses in accordance with the objectives of the urban renewal project, of any property or part thereof acquired in the area of such project; provided such disposition shall be in the manner prescribed in this part for the disposition of property in a redevelopment project area.

This plan is a Redevelopment Plan under Section 8-127. Should the Norwalk Redevelopment Agency choose to undertake a redevelopment

project, the Agency would have to update this Redevelopment Plan consistent with the requirements of Section 8-136 of Chapter 130 of the Connecticut General Statutes.

The Norwalk Redevelopment Agency anticipates that, depending on the outcome of the planning process, the completed Webster Block Master Plan and any related project may be added to this Redevelopment Plan.

### Property Acquisition

The Norwalk Redevelopment Agency does not anticipate the acquisition of specific parcels at this time. From time to time, the Agency acquires residential properties at market prices for its South Norwalk Housing Pilot Program.

Future acquisitions for a redevelopment project would require the amendment of this plan as noted in *Section 6.3 Property Acquisition Plan*.

The Norwalk Redevelopment Agency must follow the procedures for acquiring real prop-

erty by eminent domain under a redevelopment plan as set forth in Chapter 130 Section 8-127a of the Connecticut State Statutes. The Norwalk Redevelopment Agency does not intend to use eminent domain for acquisitions under this Redevelopment Plan, and could not use eminent domain without the approval of the City Council.

### Property Disposition

The Norwalk Redevelopment Agency anticipates the disposition of some or all of the Webster Street Block, depending on the results of the current planning efforts around the future of that area.

### Relocation Schedules

As noted in Chapter 130 Section 8-125 Definitions, the need to relocate families as a result of the proposed improvement must be addressed within the Redevelopment Plan.

The immediate public improvements anticipated by this plan are the adoption of zoning regulations for the TOD District and the Lexington Avenue Neighborhood, and the adoption and enforcement of the related design guidelines for each area. No relocation is anticipated as a result of these public actions.

Should the Norwalk Redevelopment Agency undertake a specific redevelopment project, as noted above, this Redevelopment Plan would have to be amended, and the required schedules identifying the number of families that would be displaced and the plans for temporary relocation would be incorporated as part of the amended plan.

Private actions within the Redevelopment Area may result in the displacement of families. The Norwalk Redevelopment Agency recommends the developer work with the City to provide priority accommodation for families within City-regulated housing inventory. The family should be given priority first for appropriate City-regulated housing within the Redevelop-

ment Area and, if no such housing is available or suitable, the family should be given priority for appropriate City-regulated inventory within a reasonable distance of the housing from which the family was displaced.

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## 1.5 Consistency with Plan of Conservation and Development

This Redevelopment Plan is consistent with goals of the City of Norwalk *Plan of Conservation and Development*, June 2008 (POCD).

The POCD divides the implementation strategies into major topics.

- Balanced Economic Growth.
- Environment and Infrastructure.
- Open Space and Recreation Systems.
- Community and Cultural Facilities.
- Transportation.
- Governance, Zoning, and Urban Design.

Each topic is subdivided into categories, and each category has a specific set of goals and related strategies. The table on the next page provides the major strategies from the POCD which are consistent with the goals and implementation strategies in this Redevelopment Plan.

<b>A. BALANCED ECONOMIC GROWTH</b>	
<b>A.1 General</b>	<ul style="list-style-type: none"> <li>• A.1.2 Support and expand economic development initiatives to achieve the goals of this plan and to ensure economic benefits and responsibilities are shared among all residents.</li> </ul>
<b>A.2 Housing</b>	<ul style="list-style-type: none"> <li>• A.2.1 Provide for the creation and continuation of diverse housing opportunities.</li> </ul>
	<ul style="list-style-type: none"> <li>• A.2.2 Rehabilitate Norwalk’s existing inventory of public, private, and non-profit housing.</li> </ul>
	<ul style="list-style-type: none"> <li>• A.2.4 Use publicly owned land to provide long-term affordability.</li> </ul>
<b>A.3 Office</b>	<ul style="list-style-type: none"> <li>• A.3.1 Encourage office development in appropriate locations.</li> </ul>
<b>A.4 Retail</b>	<ul style="list-style-type: none"> <li>• A.4.1 Expand the retail sector.</li> </ul>
<b>A.6 Redevelopment</b>	<ul style="list-style-type: none"> <li>• A.6.1 Modify Redevelopment Plans in response to updated market studies and other recent findings.</li> </ul>
	<ul style="list-style-type: none"> <li>• A.6.2 Advance current Redevelopment Plans.</li> </ul>
	<ul style="list-style-type: none"> <li>• A.6.3 Explore opportunities to designate additional Redevelopment Areas as a means to achieve plan goals.</li> </ul>
<b>B. ENVIRONMENT AND INFRASTRUCTURE</b>	
<b>B.1 General</b>	<ul style="list-style-type: none"> <li>• B.1.1 Protect the city’s environment and natural resources for current and future generations.</li> </ul>
<b>B.8 Sustainability</b>	<ul style="list-style-type: none"> <li>• B.8.1 Adopt programs which promote resource conservation and discourage waste.</li> </ul>
<b>B.10 Other Utilities</b>	<ul style="list-style-type: none"> <li>• B.10.1 Require public utilities to meet present and future demand.</li> </ul>
<b>C. OPEN SPACE AND RECREATION SYSTEMS</b>	
<b>C.1 General</b>	<ul style="list-style-type: none"> <li>• C.1.3 Provide and maintain an attractive open space system for the enjoyment of all residents.</li> </ul>
<b>C.3 Recreation</b>	<ul style="list-style-type: none"> <li>• C.3.1 Provide a greater diversity of recreation facilities and programs to meet the needs of all user groups, including new facilities for supervised recreation for young people.</li> </ul>
<b>C.4 Trails and Bikeways</b>	<ul style="list-style-type: none"> <li>• C.4.1 Create a network of walking and bicycle trails among neighborhoods, points of interest, and opposite sides of the river and harbor.</li> </ul>
<b>D. COMMUNITY AND CULTURAL FACILITIES</b>	
<b>D.6 Health</b>	<ul style="list-style-type: none"> <li>• D.6.1 Accommodate and encourage active lifestyles.</li> </ul>
<b>D.7 Cultural Facilities</b>	<ul style="list-style-type: none"> <li>• D.7.1 Strive for a connected network of cultural attractions.</li> </ul>
<b>E. TRANSPORTATION</b>	
<b>E.1 General</b>	<ul style="list-style-type: none"> <li>• E.1.1 Provide an efficient and effective system of transportation.</li> </ul>
<b>E.2 Transit</b>	<ul style="list-style-type: none"> <li>• E.2.2 Create an enhanced intermodal station at the South Norwalk Station.</li> </ul>
<b>E.3 Traffic Management</b>	<ul style="list-style-type: none"> <li>• E.3.1 Provide a safe and efficient vehicular transportation system.</li> </ul>
<b>E.5 Parking</b>	<ul style="list-style-type: none"> <li>• E.5.1 Support economic growth in the city with appropriate parking strategies.</li> </ul>

F. GOVERNANCE, ZONING, AND URBAN DESIGN	
<b>F.2 Zoning</b>	F.2.1 Examine and modify existing zoning where necessary to achieve the goals of this plan.
<b>F.3 Planning</b>	F.3.2 Conduct new planning studies where necessary to further the goals of this plan.
<b>F.4 Urban Design</b>	F.4.1 Strengthen the character of neighborhoods and commercial areas and improve the quality of architectural design.
	F.4.2 Design streets for people as well as vehicles.
	F.4.3 Improve the appearance of public plazas, streets, and rights-of-way.
	F.4.5 Enhance primary gateways.
<b>F.5 Historic Preservation</b>	F.5.1 Designate, preserve, and re-use historic and architecturally significant landmarks, structures, and districts where economically feasible.
<b>F.7 Other</b>	F.7.2 Improve the standards for light pollution to maintain the health and quality of life our residents enjoy.



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## 1.6 Summary of Benefits from Improvements

### ECONOMIC BENEFITS

By adopting the recommended zoning changes to allow more housing and retail in a mixed-use development district, as well as infrastructure and other improvements and initiatives in the recommended implementation strategy, the City will facilitate the creation of more market rate housing and support a diversified housing strategy within South Norwalk.

Demand for market rate rental housing is particularly strong now and is projected to remain strong over the next several years for the young professional (under 35) and empty nester (between age 55 and 74) age groups, both of which seek walkable transit and shopping amenities. A more diversified population will encourage greater investment in local business enterprises and jobs and will provide additional support for existing retail and restaurant uses.

Regulatory changes (especially zoning) are particularly cited by recent and prospective developers as important to spur additional development that can capture a greater share of regional demand within South Norwalk, will not burden the current City budget, and will likely lead to increased tax ratables and net fiscal income.

Over time, as incompatible uses are replaced by new development, the impact of those incompatible uses on the neighborhoods will diminish. This change will provide both an economic benefit and a higher quality of life for neighborhood residents.

Opportunities exist for residential, hotel and other commercial development on the west side of Water Street enabling full view amenities of the harbor and easy access to the waterfront, thus capturing the benefits of a waterfront location without encroachment on marine industries. The displacement of water dependent

uses by residential, hotel and mixed use developments where allowed on historically working waterfronts, has been to the detriment of the community-wide economy and tax base in many communities.<sup>1</sup>

### PUBLIC INFRASTRUCTURE BENEFITS

Circulation and transportation improvements can alleviate traffic congestion and improve connections for all users. Efficient connections are safe for all users; a focus of the proposed transportation improvements is improving the pedestrian and bicycle environment. This would be accomplished as part of a larger complete streets approach that would balance the needs of all user groups that must share the roadways and public right-of-way. An improved bicycle and pedestrian environment encourages a general mode shift which reduces traffic, improves air quality, and increases sustainability. It has

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<sup>1</sup> See for example *The Contribution of Waterfront Land uses to Municipal Revenues in Newport, RI*; prepared by FXM Associates for the University of Rhode Island Coastal Resources Center, August 2010

been shown that areas with a more equal mode share have improved economic development results and experienced a general improvement in economic circumstances. While communities cannot always directly influence redevelopment proposals, providing a safe and efficient transportation network that balances all modes and users can encourage private redevelopment since developers can be assured that potential tenants and users will be able to access the new development.

Improved traffic patterns and parking options at the South Norwalk Railroad Station will lessen congestion in the area surrounding the station as well as improve safety and circulation within the station itself. This will allow the station and associated bus service to serve more customers and may encourage drivers of single occupancy vehicles to shift patterns and use the bus, walk, or bicycle to the train station.

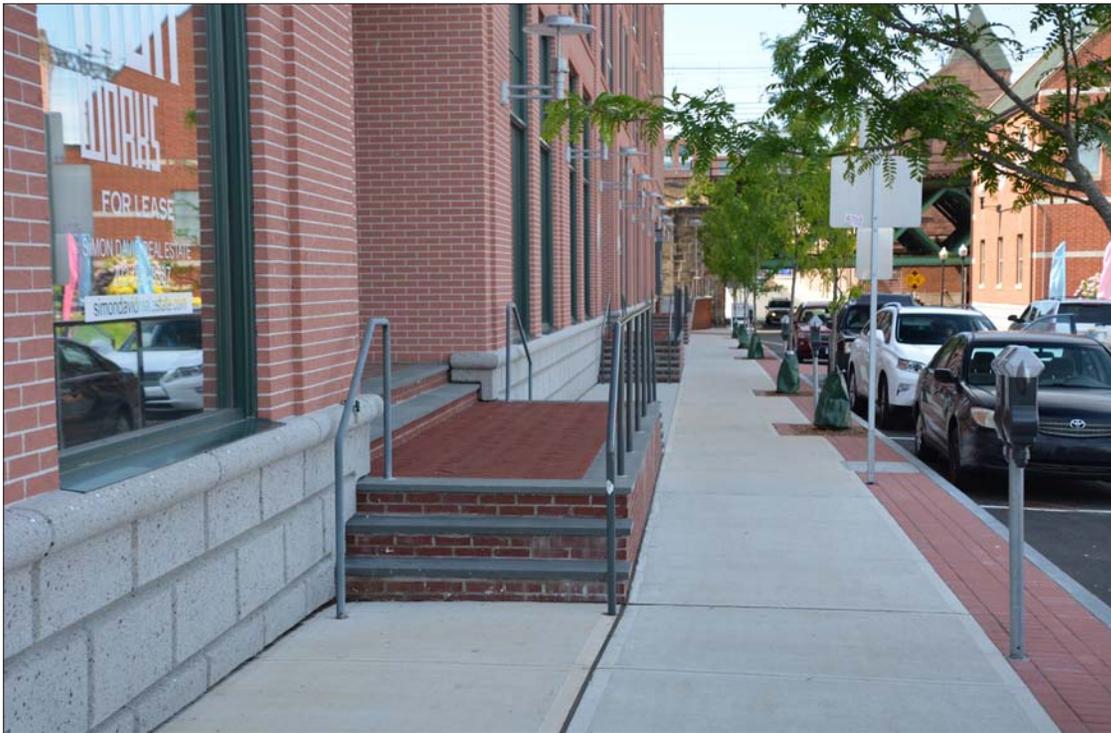
At some point in their trip, all people are pedestrians. The park-once concept proposed for the area, combined with the overall complete streets

approach and improved pedestrian infrastructure and connections, will serve the community by improving safety and enabling businesses to attract pedestrians. Attractive storefronts accompanied by the pedestrian improvements recommended in this plan have been shown to improve the economic viability of an area by promoting a safe and healthy environment. Similarly, reduced travel speeds on selected roadways allow pedestrians and bicyclists to feel safe while giving motorists the opportunity to see the stores and businesses they are passing.

Infrastructure improvements, including roadway, parking, and sidewalk improvements, would allow South Norwalk to redevelop in the manner proposed while ensuring that current residents and businesses are adequately served by the public infrastructure. Additional study is necessary to determine the carrying capacity for public utilities in the area. Ensuring adequate capacity for the types and scale of development this plan recommends will encourage private investment. Developers will be more likely to consider a project in the area if they can be as-

sured the public infrastructure that would service the project is adequate.

Streetscape, plaza, and infrastructure improvements benefit pedestrians and cyclists while providing a foundation for increased economic development and revitalization. During previous planning studies, pedestrian safety and criminal activity were often cited as a concern. This plan proposes the installation of emergency call boxes to assist the community in reporting and preventing crime. Vibrant and busy areas tend to have less criminal activity due, in part, to the theory of “Eyes on the Street.” The volume of activity created by pedestrians, residents, shop owners, and patrons increases the likelihood that criminal activity will be witnessed, so people are less likely to commit crimes in busy and active areas. Enhanced streetscapes that include pedestrian-scale street lighting and pedestrian infrastructure such as benches also increase the number of eyes on the street and thereby contribute to increased safety.



# **2. SUMMARY OF EXISTING CONDITIONS**

*The intent of the implementation strategies in this Redevelopment Plan is to create an environment that will provide incentives for private investments in housing and jobs. In order to measure progress, it is important to understand the existing conditions in the area. This section is a summary of the conditions of blight, a snapshot of the current demographics and market conditions for housing and retail, and existing infrastructure conditions.*

## 2.1 Summary of Existing Blighted Conditions

Under CGS Chapter 130 Section 8-125(7), a Redevelopment Area is “deteriorated, deteriorating, substandard, or detrimental to the safety, health, morals or welfare of the community.” The statutes define “deteriorated” or “deteriorating” in terms of the number of buildings that are deficient or that have environmental deficiencies and lists a number of possible types of deficiencies. For the State of Connecticut, 20% of the buildings in the area must meet this definition, but not every building must meet every definition.

The CDBG Program has slightly different requirement. Under CFR 570.208(b)(1), the area must meet the requirements of the relevant state law and must also meet one of two additional criteria: either 25% of the buildings within the area must meet certain conditions, compatible with those in CGS Chapter 130, or the public infrastructure must be in a “general state of deterioration.”

The proposed Redevelopment Area meets the requirements of both Chapter 130 Section 8-125 and CFR 570.208(b)(1). A memorandum from The Cecil Group to the Norwalk Redevelopment Agency, dated April 14, 2015, provides the analysis that supports this finding. A revision of this memorandum is provided in *Appendix 8.B Determination of Blighted Conditions*.

The total number of properties in the two subareas is 496; 373 parcels meet one or more of the criteria above. Thus 75% of the parcels within the Redevelopment Area meet both the state and federal criteria for deteriorated conditions and significantly exceed the 20% (for state) and 25% (for federal) thresholds.

The table below identifies the number of properties and percentage of the total. Please refer to *Appendix 8.B* for the supporting detail.

**Total Blighted Properties in the Redevelopment Area**

SUBAREA	TOTAL NUMBER OF PROPERTIES	NUMBER OF PROPERTIES MEETING ONE OR MORE CRITERIA	PERCENTAGE OF PROPERTIES MEETING ONE OR MORE CRITERIA	MEETS STATE?	MEETS FEDERAL?
TOD District	209	161	77%	Y	Y
Lexington Avenue Neighborhood	287	212	74%	Y	Y
<b>Total</b>	496	373	75%	Y	Y

## 2.2 Summary of Existing Market Conditions

The information in this section is a summary of the technical memorandum provided in *Appendix 8.C Market Conditions and Redevelopment Feasibility*. These snapshots and expected trends provide a base for measuring progress in the Redevelopment Area as a result of successful implementation of the strategies outlined in this plan.

### SNAPSHOT: DEMOGRAPHICS

The demographics of the South Norwalk TOD District indicate significant differences between this area and the City as a whole. The population of the TOD District is approximately 2,361, or about 3% of the population of the City of Norwalk.

### Race and Age

The Lexington Avenue Neighborhood is significantly more Hispanic/Latino than the other three areas and younger than all three. The TOD District has a much more diverse population than either the City of Norwalk or Fairfield County. The population is also younger than that of the City or the County.

#### Comparison of Race and Age

	WHITE	AFRICAN AMERICAN	HISPANIC OR LATINO	AVERAGE AGE
<b>TOD District</b>	46%	22%	41%	36.1
<b>Lexington Avenue Neighborhood</b>	22%	24%	74%	32.0
<b>City of Norwalk</b>	66%	14%	28%	39.3
<b>Fairfield County</b>	73%	11%	19%	39.5

### Income

Incomes are lower in the both the Lexington Avenue Neighborhood and the TOD District than in either the City or the County. The table below shows the two extremes in income, and the median household income.

#### Comparison of Household Income

	<15,000	>\$125,000	MEDIAN HOUSEHOLD
<b>TOD District</b>	21%	14.2%	\$48,592
<b>Lexington Avenue Neighborhood</b>	18%	7.7%	\$41,6823
<b>City of Norwalk</b>	11%	26.6%	\$73,065
<b>Fairfield County</b>	8.9%	32.3%	\$80,998

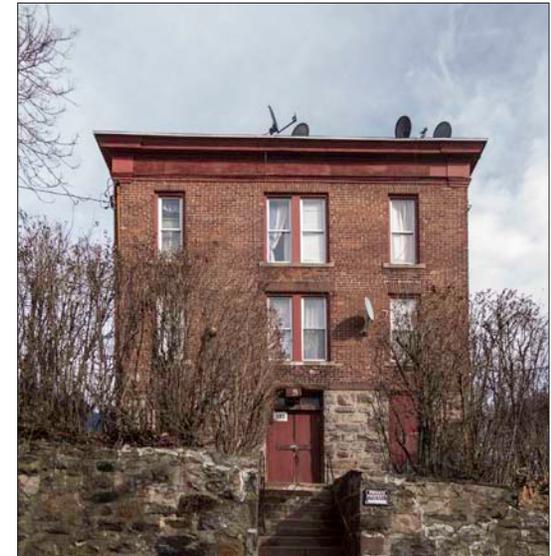
## Residential Ownership and Length of Tenure

Housing units in the TOD District and in the Lexington Avenue Neighborhood are more likely to be rented than owned; the length of tenure is less than that of the City or the County. However, the length of time a homeowner has occupied their home (tenure) is significantly longer than in either of the three other areas of comparison.

### Comparison of Rental and Ownership

	RENTAL	TENURE	OWNERSHIP	TENURE
<b>TOD District</b>	76%	7.4 years	24%	16.1 years
<b>Lexington Avenue Neighborhood</b>	68%	7.6 years	32%	21.3 years
<b>City of Norwalk</b>	38%	8.1 years	62%	18.1 years
<b>Fairfield County</b>	32%	8.3 years	68%	17.7 years

In the Lexington Avenue District, the median value of all owner-occupied housing is \$305,753; for the TOD District, the median value is lower, at \$236,797.



## Employment and Commute

Workers in the Lexington Avenue Neighborhood have the shortest average commute, and those in the TOD District have a shorter average travel time than workers in the County and slightly longer than those in the City. However, these shorter commutes do not lead to the same type of employment. The Redevelopment Areas has 3% of the City's businesses, 3% of its employees, and 4% of its annual sales.

### Comparison of Commutes and Employment

	AVERAGE COMMUTE	TOP THREE INDUSTRIES (BY EMPLOYEES)		
<b>TOD District</b>	28 minutes	Public Administration	Construction	Transportation and Warehousing
<b>Lexington Avenue Neighborhood</b>	26 minutes	Construction	Other Services (Except Public Administration)	Healthcare and Social Assistance
<b>City of Norwalk</b>	27 minutes	Healthcare and Social Assistance	Retail Trade (Food and Beverage Stores)	Professional, Scientific and Technical Services (Office)
<b>Fairfield County</b>	31 minutes			

The chart below left shows the top three industries by number of employees. In general, the type of employment in all three areas is quite diverse. 2,300 people work in the TOD District and the 206 businesses produced \$567 million in sales in 2015. In the Lexington Avenue Neighborhood, 42 employees work for 201 businesses and produce annual sales of \$37.7 million in 2015. By sales, Wholesale Trade is the largest sector in the TOD District (\$356.9 million); Construction (\$72.4 million) and Information (\$30.8 million), are the second and third largest sectors, respectively. In the Lexington Avenue Neighborhood, the largest industries by sales are Construction (\$14.5 million), Retail (\$5.7 million), Wholesale Trade (\$5.6 million). These figures, along with other industries' data, appear in the complete chart in Appendix 8.C.)

## SNAPSHOT: MARKET DEMAND TRENDS: RENTAL HOUSING

Although the Norwalk Redevelopment Agency does not intend to undertake any public actions that would result in the displacement of families, it is important to understand the current housing conditions and expected trends in order to evaluate changes within the Redevelopment Area over time.

The following data is based on South Norwalk as a whole rather than the two subareas. The average rentals shown to the right for the market area are above the average affordability range

for demand assessed by the Housing Demand Model explained in Appendix 8.C.

### Market Area Average Monthly Rents (Apartment and Condominiums), June 2015

	MONTHLY RENT	SQUARE FEET
<b>Studio</b>	\$1,600	600
<b>1-bedroom</b>	\$1,600	657
<b>2-bedroom</b>	\$2,400	974
<b>3-bedroom</b>	\$3,300	1,580

The estimated annual demand is considered in terms of both affordable rental prices and age groups. In terms of prices, estimated demand decreases as the price level increases.

### Estimated Demand Based on Monthly Rent

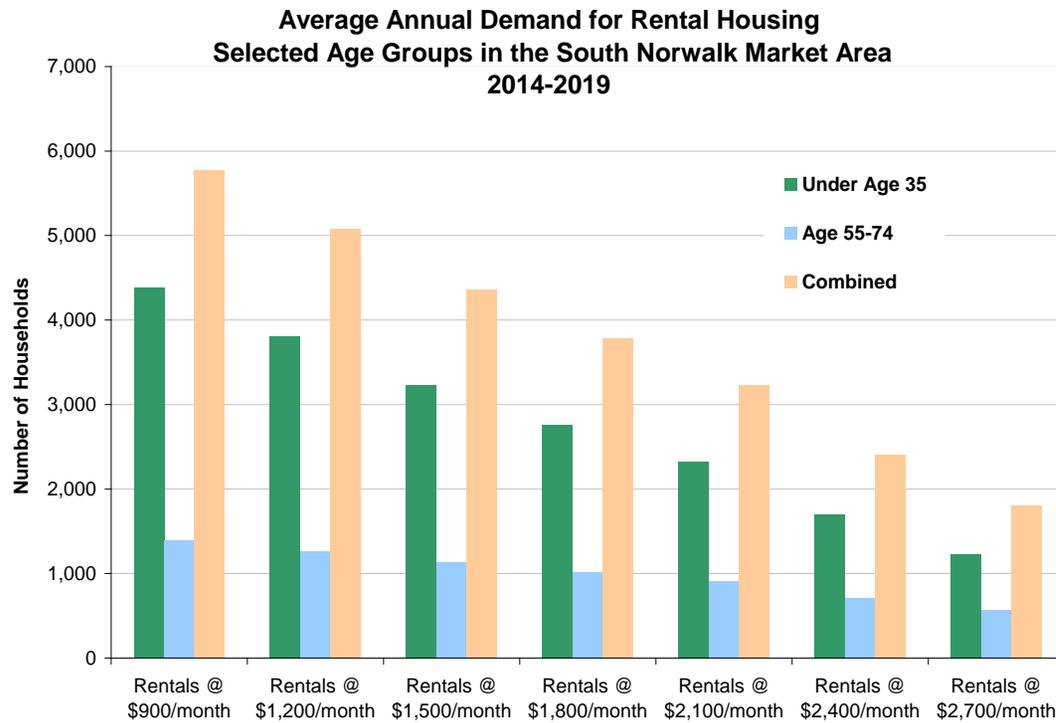
MONTHLY RENTAL PRICE	ESTIMATED ANNUAL DEMAND IN SOUTH NORWALK
<b>\$900</b>	150
<b>\$1,200</b>	135
<b>\$1,500</b>	120
<b>\$1,800</b>	105
<b>\$2,100</b>	90
<b>\$2,400</b>	70
<b>\$2,700</b>	55

Rentals are particularly attractive to two distinct age groups – those under 35 and those between 55 and 74. Both age groups work well in the same development as they are very interested in living within walking distance of stores, restaurants, and transit. They are also the target age groups for recent market rate rental projects completed and successful within the Redevelopment Area.

In South Norwalk, the population cohort aged 55-74 is expected to increase over the next five years. Lower-income households in the 25-34,

35-44, and 45-54 groups are expected to decrease in number over the next five years. Increases in higher income households are projected to be very minor in these age categories.

Estimated average annual demand by age groups is shown in the table below.



## CURRENT MARKET

The Norwalk Redevelopment Agency was able to provide recent information (as of June 2016) on current construction projects and rental prices in the Redevelopment Area. In projects less than five years old, the average rent for a one-bedroom apartment is \$1,944 a month and \$2,453 per month for a two-bedroom apartment.

Recent projects in the South Norwalk area include the following:

NAME AND ADDRESS	PROJECT TYPE	UNITS OF HOUSING	STATUS
<b>99 Washington Street</b>	Mixed use	66	Under construction
<b>The Avrick (14 and 16 North Main Street)</b>	Mixed use	8	Construction complete
<b>Washington Village (13-20 Day Street)</b>	Multifamily	273	Extension granted (February 2017)
<b>Maritime Village (17-19 Day Street/Raymond Street)</b>	Mixed use	76	Extension granted (October 2016)
<b>11 Chestnut Street</b>	Mixed use	17	Extension granted (September 2016)

SOURCE: FXM ASSOCIATES, HOUSING DEMAND MODEL, JUNE 2015

## SNAPSHOT: MARKET DEMAND TRENDS: RETAIL

The purpose of this snapshot is to identify current and projected demand for retail and restaurants within the Redevelopment Area.

The retail analysis in *Appendix 8.C* demonstrates that significant retail spending by households within the Redevelopment Area takes place outside of the neighborhood. This creates an opportunity for new retail activity, either by new stores or expansion of existing ones.

There is significant demand for the types of businesses that would support the walkable mixed-use district and the surrounding neighborhoods that is the goal of this Redevelopment Plan. There are sales opportunities large enough to support more business in: Limited Service Eating Places; Gift, Novelty and Souvenir Stores; Specialty Food Stores; Convenience Stores; and several other categories shown more fully in the summary table below.

### Selected Potential Retail Development Opportunities for South Norwalk Based on 2014 Retail Gap

Store Type and NAICS	Selected Sales Opportunity/Gap \$	Potentially Supportable Square Feet	Estimated Capturable	
			Square Feet	# Stores
Hardware Stores-44413	5,439,780	26,490	15,000	1
Nursery and Garden Centers-44422	6,545,821	28,082	12,000	2
Convenience Stores-44512**	7,847,923	17,299	7,500	3
Specialty Food Stores-4452	26,366,904	42,681	10,000	3
Beer, Wine and Liquor Stores-4453	23,755,872	70,854	6,000	2
Cosmetics, Beauty Supplies, Perfume Stores-44612	1,630,593	3,872	3,000	1
Other Health and Personal Care Stores-44619	5,326,515	10,623	4,000	2
Jewelry Stores-44831	8,246,817	13,582	3,500	2
Luggage and Leather Goods Stores-44832	4,688,373	15,050	6,000	2
Sporting Goods Stores-45111	7,662,570	27,382	14,000	2
Hobby, Toys and Games Stores-45112	4,238,100	18,667	9,000	2
Musical Instrument and Supplies Stores-45114	10,772,742	42,506	10,000	2
Gift, Novelty and Souvenir Stores-45322	12,495,488	65,285	20,000	4
Limited-Service Eating Places-7222	17,366,006	50,796	20,000	10
	<b>142,383,504</b>	<b>433,168</b>	<b>140,000</b>	<b>38</b>

SOURCE: A.C. NIELSEN SITE REPORTS, OTHER SOURCES, AND FXM ASSOCIATES

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## 2.3 Existing Infrastructure Conditions

A city's public infrastructure is an important foundation for the community that is often overlooked. Infrastructure allows residents and business people to access their homes and jobs, while providing water and other services they rely on. Infrastructure includes roadways and related amenities, utilities, environmental conditions, and public transit. This section provides a review of the existing conditions for the various public infrastructure servicing the Redevelopment Area. Recommendations for improvements or changes to the infrastructure system can be found in *Section 4 Implementation Strategy*.

### CIRCULATION AND TRANSIT

#### Transit

The South Norwalk Railroad Station is the area's transit hub. The station is served by both

the New Haven and Danbury Branch rail lines. Public and commuter buses, operated by the Norwalk Transit District, also serve the station and the surrounding area. Though the Norwalk Transit District buses are equipped with bicycle racks, pedestrian and bicycle connections between modes could be improved. Additional bicycle racks have been installed at the station, but more capacity is needed to add bike racks that are more secure. The station itself has been the subject of several studies to improve service, safety, and connectivity. Previous recommendations for improving the station include increased parking, indoor bicycle parking at the eastbound station, and development along the east side of the railroad right-of-way. The traffic pattern through the area contributes to multi-modal congestion. Recent improvements include an additional taxi queue on the eastbound side, but either land acquisitions or public/private partnerships will be required to continue to address multi-modal transportation and moving traffic off residential streets.

The South Norwalk Railroad Station is the busiest and largest railroad station in Norwalk and is comprised of an eastbound and a westbound station. The stations are connected by a tunnel. Metro-North operates 70 trains to New York City, 53 to New Haven, 14 to Danbury, and 6 to Waterbury each weekday; weekend and holiday service provides 45 trains to New York City, 34 to New Haven, and 6 each to Waterbury and Danbury daily. The Connecticut Department of Transportation's Shore Line East provides limited east and westbound service at the station. Though Amtrak trains pass through the South Norwalk Railroad Station, there is no Amtrak service available. Electronic message boards were installed in July 2016 in the eastbound station to announce real-time arrival and departure times of public bus and shuttle services to and from the station.

The Norwalk Transit District operates public bus service seven days a week throughout the City of Norwalk and several fixed-routes serve the Redevelopment Area. WHEELS Routes 10, 11, and 12 serve South Norwalk and the

railroad station directly. Route 9 serves South Norwalk, passing along North Main Street and Water Street. The Connecticut Avenue Shuttle serves the South Norwalk Rail Station on week-day evenings, Saturday evenings and throughout the day on Sundays. The Main Avenue Shuttle serves Burritt Avenue and Water Street on weekday evenings, Saturday evenings and throughout the day on Sundays.

The Norwalk Transit District also operates commuter shuttles that are scheduled to coincide with the arrivals and departures of the Metro-North peak AM and PM commuter trains. Shuttles serving the South Norwalk Rail Station include the Merritt 7/Glover Avenue Shuttle, the Norwalk Hospital/Belden Avenue Shuttle, and the 10/20 Westport Road shuttle which has its final destination in Wilton.

All bus vehicles are wheelchair accessible and equipped with bicycle racks and electronic destination signs. In late 2016 a user-friendly, mobile phone app will be released to provide bus passengers with real-time information on bus

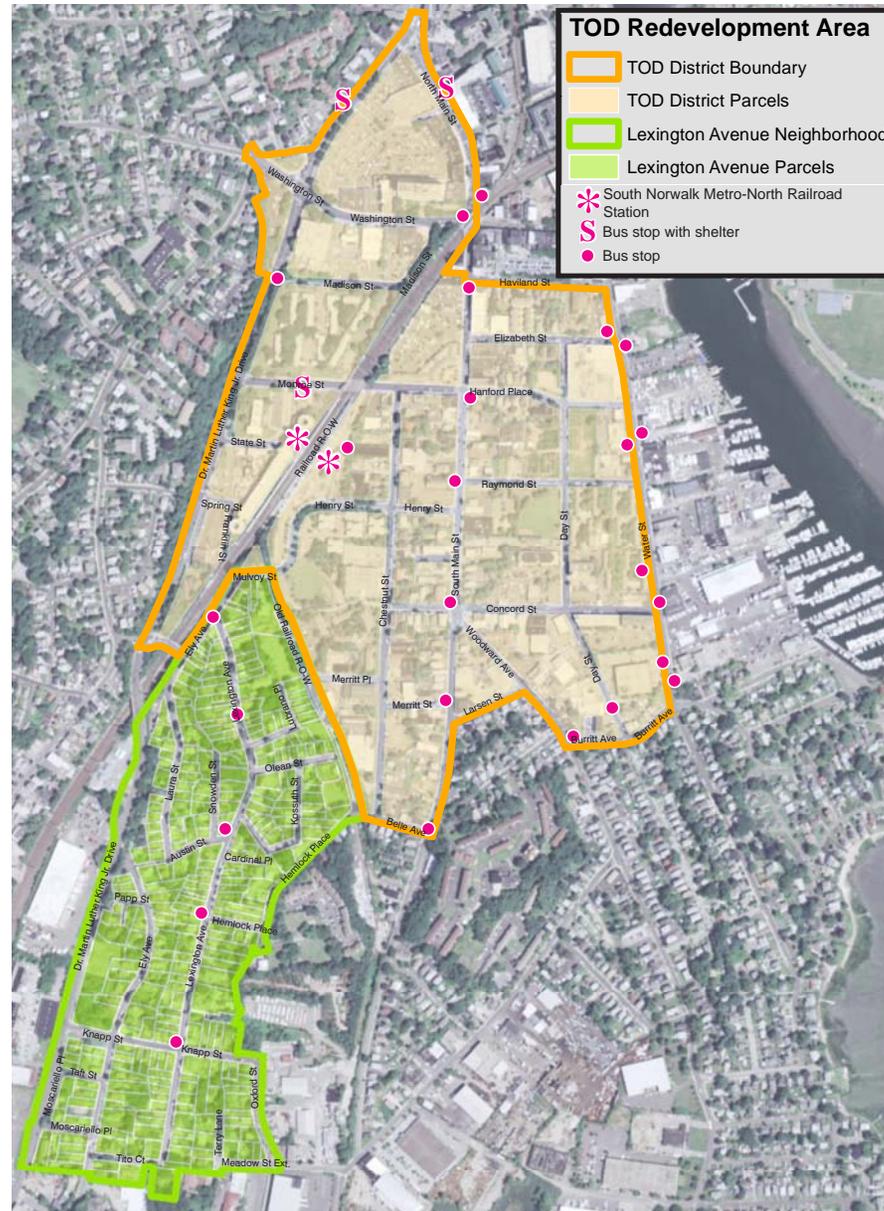


Figure 2-1: Approximate Locations of Existing Bus Stations and Shelters

arrivals and departures, schedules, route maps and trip planning functions. Twenty-eight bus stop signs exist with the study area. Many of these signs include route schedules and map displays. Three major stops include shelters and benches, including the stop for the South Norwalk Train Station located on Monroe Street. Flag stops are also common practice throughout the bus system. Transit interconnectivity is important to a productive transportation network. Passengers aboard Norwalk Transit District services can make quick and free transfers at the WHEELS Hub located on Burnell Boulevard. Connections can be made to city-wide services or regional services traveling towards Stamford, New Haven or Danbury. Commuter shuttles are expressly scheduled for easy transfers to and from Metro-North trains. WHEELS routes are not coordinated with Metro-North, however several of the routes enable people to minimize wait times at the train station.

More so than vehicle networks, transit networks need to be integrated with the pedestrian network for users of all abilities (a “Complete

Streets” network) as all transit riders begin and end their trips as pedestrians. More information about Complete Streets, and the policies of the Connecticut Department of Transportation related to Complete Streets, can be found here: <http://www.ct.gov/dot/cwp/view.asp?a=3531&q=531678>.

## Vehicular Transportation

The South Norwalk area is served by a developed network of interstates, highways, and local streets. Route 7 and Interstate 95 are the major regional roadways. Eastbound motorists in South Norwalk are served by Exit 14 on Interstate 95 and westbound motorists are serviced by Exit 15. Through South Norwalk, Route 7 is a limited-access roadway that connects South Norwalk to many of the major employment sites north of the Merritt Parkway. South Norwalk also has a number of arterials and local roads. The area’s major thoroughfare is Dr. Martin Luther King Jr. Drive, a north-south, four-lane, city-owned roadway. The area’s other north-south roadways are West Avenue,

North Main Street (which becomes South Main Street at Washington Street), and Water Street (CT Route 136). The South Norwalk roadways are optimized for north-south travel; east-west travel is along a number of smaller arterials and local roadways. Washington Street is the most significant east-west roadway; it is the only street in South Norwalk that crosses the Norwalk River. Monroe Street and Henry Street are other roadways that provide east-west access through South Norwalk. Streetscape improvements have been completed on portions of Monroe Street and South Main Street; as of the writing of the *2012 Choice Neighborhoods Report* for Washington Village, streetscape and walkway improvements were planned for portions of Dr. Martin Luther King Jr. Drive, Monroe Street, Washington Street, Chestnut Street, and South Main Street. Intersection improvements were also planned for several intersections in the vicinity of the train station.

A “Complete Streets” approach has been recommended for the area, but is most important for the connectivity corridors. The north-south

connectivity corridors include: 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 east-west access connectivity corridors include: Washington Street, Monroe Street, and Concord Street. There are additional minor streets – Haviland Street, Elizabeth Street, Hanford Street, and Raymond Street – that serve an important role in connecting the area to the Norwalk River and South Norwalk Waterfront. Several streets in the area have on-street parking that serves to slow traffic. Previous planning studies and reports have recommended that travel speeds through the area be decreased to encourage a healthy street life that is welcoming for all forms of transportation (including pedestrians and bicyclists) and that a “park once” environment should be created.

In general, the network of local streets is effective, but traffic circulation at and around the railroad station is congested and inefficient. Additionally, parking and pedestrian access to

the two stations could be improved; the two stations are served by separate parking facilities, but the traffic and pedestrian patterns are not well-designated so there is often confusion and multiple vehicles jockeying for access and blocking one another. This also impacts transit riders, as buses cannot always pick passengers up in a single designated location. Parking at the railroad station is available for monthly pass holders as well as daily users; there is an approximately eighteen month waiting list for monthly passes. While additional parking appears to be necessary at the railroad station, parking studies have shown that nearby public parking facilities have excess capacity. There is also significant supply of private parking at individual sites in South Norwalk as well as private pay lots that offer both permit and hourly parking.

### Pedestrian Connections

There is significant pedestrian activity in South Norwalk. Many roadways have sidewalks and the existing pedestrian infrastructure is strong, but the pedestrian network has critical gaps and

important areas need repair or redesign. Within each neighborhood, pedestrian connectivity seems better than between neighborhoods. A *2012 Choice Neighborhoods Report* for Washington Village identified critical sidewalk network gaps on the majority of roads surrounding the South Norwalk Train Station.

The sidewalk conditions in South Norwalk vary tremendously. Some areas have wide, well-maintained sidewalks that create a pleasant pedestrian environment; other areas have narrow, uneven, and crumbling sidewalks littered with obstructions. The main north-south roadway, Dr. Martin Luther King Jr. Drive, is no different. Sidewalk conditions along Dr. Martin Luther King Jr. Drive are mixed; some areas have relatively wide sidewalks separated from the high-speed, high-volume vehicular traffic by a grass strips, other stretches have narrow sidewalks with multiple obstructions, and other areas have no sidewalk at all. Dr. Martin Luther King Jr. Drive creates barriers for pedestrians and cyclists alike.

Pedestrian crossings are often lacking or in need of repair. Many intersections have large curb radii, creating exceptionally long crossing distances. Some intersections are lacking crosswalks and appropriate approaches to roadway crossings. Many crossings which were not ADA-compliant have been corrected as has the lighting on the railroad underpass on Monroe Street. Pedestrian safety has been mentioned as a concern.

Some areas of South Norwalk already have an excellent pedestrian environment. These streets include Washington Street between North Main Street and Water Street and North Main Street. Washington Street provides the best example with wide brick sidewalks, pedestrian-scale lighting, street trees, bump-outs, public benches, and other pedestrian amenities such as plantings, and trash cans.

## Bicycle Connections

South Norwalk's traditional street grid pattern, moderate-to-high intersection density, and land

use patterns make bicycles a practical mode of transportation. Many streets in the Redevelopment Area are suitable for bicycle travel. Bicycle infrastructure, such as on-street bicycle lanes, shared lane markings, and separated bike lanes, is almost entirely missing, although bicycle routes have been extended to the South Norwalk Railroad Station as part of improvements to Monroe Street. Public processes have identified and mapped bicycle routes; identification as a bicycle route does not mean that there is bicycle infrastructure in place, only that the area has significant bicycle activity. As with pedestrian connectivity, Dr. Martin Luther King Jr. Drive creates a significant barrier for bicyclists.

Bicycle parking is as important as bicycle lanes and markings. The westbound railroad station has an indoor bicycle parking facility as well as outdoor bicycle parking located near the main entrance; the eastbound station only has outdoor bicycle racks near the entrance. Other than at the train station, there is very limited bicycle parking available. Commercial establishments such as restaurants and stores are lacking bicycle

parking, which causes bicyclists to lock their bicycles on parking meters and sign posts. Buses owned and operated by the Norwalk Transit District are equipped with bicycle racks.

While on-street bicycle infrastructure and amenities are lacking, there are opportunities for recreational bicycling. The Norwalk River Valley Trail runs just north of the Redevelopment Area. While an excellent resource, use patterns and studies suggest it is primarily a recreational facility and not a substitute for on-street bicycle facilities and other improvements to the street network.

## Water

South Norwalk is in the Second Taxing District. South Norwalk Electric & Water provides municipal water service in the area.

## Sewer

South Norwalk is serviced by sanitary sewer with gravity mains. The City's sanitary sewer is operated and maintained by the Norwalk Water Pollution Control Authority. The preliminary treatment equipment at the wastewater treatment plant was recently replaced and upgraded.

## Stormwater and Flood Management

The City of Norwalk is responsible for the operation and maintenance of the city's stormwater management system and for flood management. The Redevelopment Area includes stormwater pump stations.

A significant portion of the Redevelopment Area is within the FEMA 100 Year Flood Zones; these areas are subject to floodplain regulations and periodic flooding. Climate change will impact these areas as 10, 50, 100, and 500 year storms and flood events are predicted to become more frequent. New development, or significant alternations, must comply with floodplain

requirements that include provisions such as no net loss of flood storage capacity and elevating buildings and structures above the flood elevation level.

The issues of stormwater and flood management are far larger than the Redevelopment Area and have the potential to have a tremendous impact on the entire east coast. It appears that planning studies have not yet addressed the issue of periodic flooding throughout the Redevelopment Area. However, a study of the Washington Village Area, within South Norwalk, indicates that a major investment in infrastructure will be necessary to address floodplain concerns. The region was impacted by Super Storm Sandy and properties along Water Street and Day Street in South Norwalk suffered severe damage (See *Appendix 8.B Determination of Blighted Conditions*). Anecdotally, Water Street floods every time there is a full moon and the tide is high.

The Norwalk Harbor Management Commission (NHMC), in a letter to the Norwalk Redevelopment Agency dated March 29, 2016,

notes that “storm water runoff from a significant portion of the TOD Redevelopment Area drain into Norwalk Harbor.” The NHMC further requests that this plan provide for “requirements or other provisions to reduce or mitigate runoff pollution into Norwalk Harbor.”

Implementing sustainable and low impact development practices reduces the impact of flood events, reducing property damage and the need for prolonged evacuations as well as improves an area's overall resiliency.

## Utilities

The entire Redevelopment Area is served by public utilities. South Norwalk is serviced by sanitary sewer and water. Electrical, natural gas, telephone, and cable/fiber optic services are also available. Some redevelopment and public infrastructure projects that have been undertaken in the last several years have included utility improvements. A project to improve a portion of West Avenue in the vicinity of Washington Village began in 2012. In preparation for the

types and scale of redevelopment and new development proposed in this plan, the utility infrastructure should be studied to identify any deficiencies that must be corrected to support increased demand.

## High-Speed Internet

The ability to connect to the internet at a higher speed is critical to both established and emerging business types. While various service providers exist now, the State of Connecticut has proposed a project to establish open-access internet with speeds of one gigabit-per-second.

The CT Gig Project (<http://www.osc.ct.gov/gig/>) has a number of partners, including the Cities of New Haven, Stamford, and West Hartford. The competitive advantage of having fast internet connections is an important component for attracting redevelopment; both the City and the Norwalk Redevelopment Agency should explore this initiative and what it could mean for businesses within the City.



# 3. LAND USE PLAN

*The Land Use Plan defines the characteristics and purposes of the Redevelopment Area, and the recommended zoning changes (Appendix 8.D) to create the TOD District and establish Village District Zoning for the Lexington Avenue Neighborhood. The related design guidelines and design review process for both subareas (Section 5) reflects those purposes. A critical component of the land use plan is the ability to connect new development to the South Norwalk Rail Station to encourage pedestrian and bicycle access and support the goal of transit-oriented development.*

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## 3.1 Land Use Plan

The primary purpose of this Redevelopment Plan is to support the transition from the current conditions to a walkable, mixed-use district, centered on the South Norwalk Rail Station, and connected to the surrounding neighborhoods with safe access for pedestrians, bicyclists, and motor vehicles. The preservation of existing affordable housing and the historic context of both the TOD District and the Lexington Avenue Neighborhood are critical to the overall strength of the Redevelopment Area.

The vision for fulfilling this purpose includes a series of cohesive infill projects supported by improved streetscape and circulation networks to create more continuous and higher quality environment for a mix of residential and commercial uses, as described in the *TOD Strategy*.

The three critical components that support this land use plan are the changes to current zoning that allow the mix of uses necessary to support the vision, design guidelines that allow the

Norwalk Redevelopment Agency to control the physical and visual experience of the Redevelopment Area, and public infrastructure improvements that support safe multi-modal access to the South Norwalk Rail Station and the surrounding neighborhoods.

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## 3.2 Zoning Changes

### TOD DISTRICT

The recommended zoning changes in *Appendix 8.D Proposed Zoning Changes* establish a new zoning district within the Redevelopment Area that replaces the existing zoning districts. The purpose of creating this new district is to implement the recommendations from the *TOD Strategy* relative to new development and public infrastructure improvements, to encourage a mix of uses around the South Norwalk Railroad Station that would benefit from a location near the rail line, and to reinforce an identity as a walkable district with both residential and commercial uses.

The regulations for the TOD District, including zoning changes (*Appendix 8.D*) and design guidelines (*Section 5 Design Guidelines*) will allow a mix of uses and a set of dimensional standards that are appropriate for Transit-Oriented Development (TOD) within a walkable distance from the South Norwalk rail station. The mix of uses are allowed both throughout the district and on the individual sites. The original zoning for this district is a combination of the Washington Street Design District, the South Norwalk Business District, the SoNo Station Design District, the Industrial No. 1 District, and the Neighborhood Business District. The South Norwalk Design District and the SoNo Station Design District will no longer exist once the zoning changes outlined in *Appendix 8.D* are adopted. The regulations for the TOD District are, in general, based on the existing zoning with particular reference to recent changes in the Industrial No. 1 District that reflect TOD-related recommendations. Workforce housing and signage regulations reflect current regulations in the Washington Street Design District.

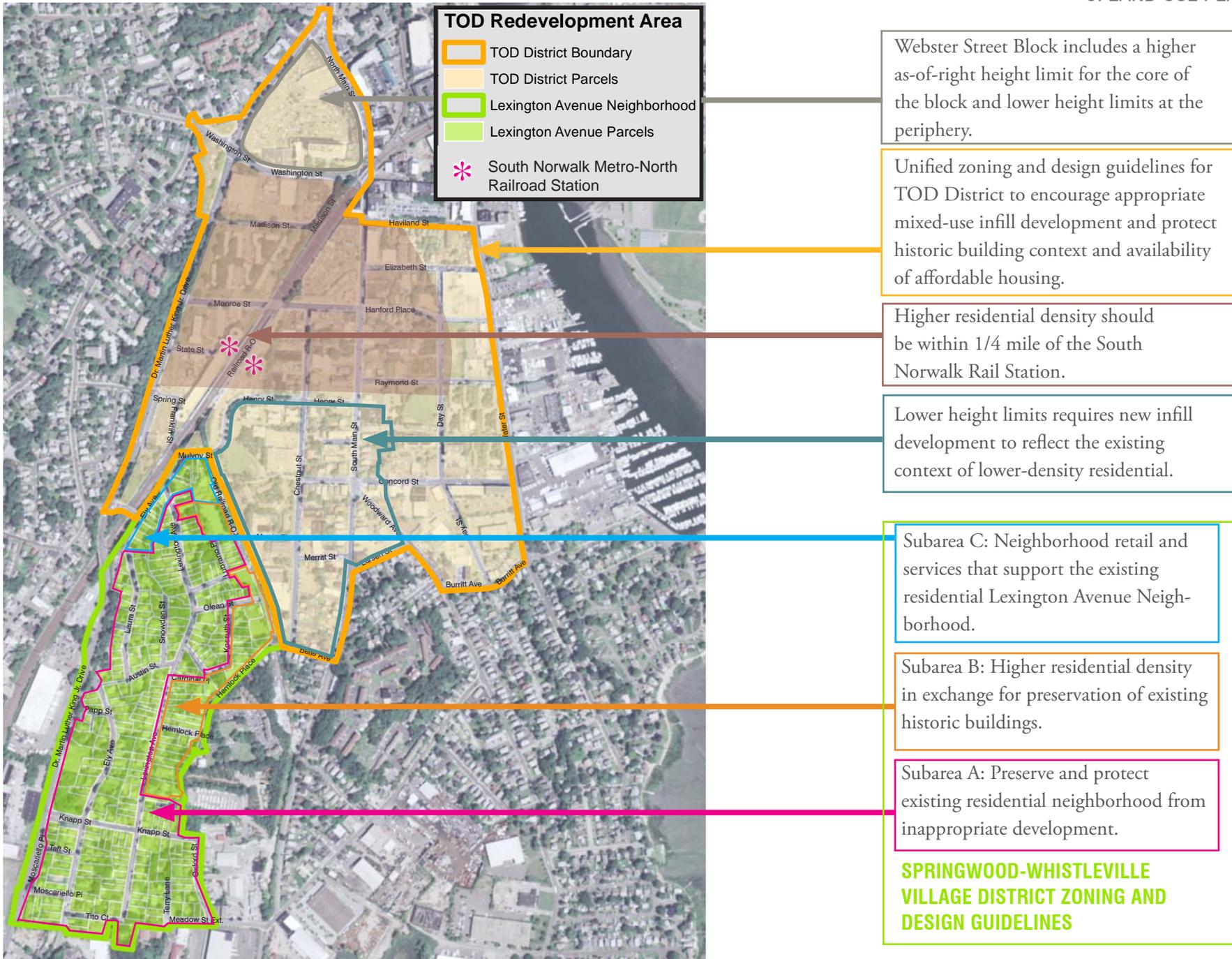


Figure 2: Land Use Plan

## LEXINGTON AVENUE NEIGHBORHOOD

The Lexington Avenue Neighborhood is primarily residential with some neighborhood commercial uses. Village District zoning would help to preserve and protect the historic character of this neighborhood, as proposed by the Springwood-Whistleville /Lexington Avenue Historic Preservation Strategy (2015). Design guidelines for this neighborhood are included in this Redevelopment Plan and require new development or substantial rehabilitation to be compatible with the existing historic context.

### DESIGN GUIDELINES

The Design Guidelines included in *Section 5 Design Guidelines* of this Redevelopment Plan are to be followed by developers, property owners, architects, landscape architects, and others working with the City when advancing new projects in the Redevelopment Area and will be used by the Norwalk Redevelopment Agency in the process of project review and approval.



These Design Guidelines identify specific improvements that are associated with the benefits of Transit-Oriented Development, in the case of the TOD District, and with the preservation and rehabilitation of historic structures, in the case of the Lexington Avenue Neighborhood. The use of these Design Guidelines will contribute to the redevelopment and economic revitalization of the Redevelopment Area.

## WEBSTER STREET BLOCK

The Webster Block may have specific requirements for zoning and design guidelines that may be different from those of the rest of the Redevelopment Area. These potential differences should be addressed during the approval process for this plan.

### 3.3 Multi-Modal Circulation and Neighborhood Connections

Norwalk's ability to leverage the economic advantages of the South Norwalk Rail Station depends upon a network of connections that are safe, clear and convenient for all modes of users. A safe network of sidewalks and paths – one that is in good condition, properly lit, and is unbroken – is critical to the success of a walkable district. Other considerations include bicycle and bus access between the neighborhoods and the Rail Station and the methods to accommodate all users in the circulation system around the Rail Station.

The *TOD Strategy* recommended improved streetscape and circulation networks in combination with infill projects to create a pedestrian-focused environment along the major streets in the TOD District. These improved networks will connect the existing and future develop-

ment to the South Norwalk Rail Station. Specific recommendations include the following:

- **EAST/WEST CORRIDOR** – The land along Monroe/Street Hanford Place is a key corridor for redevelopment of housing and other uses. Revitalized empty or underutilized parcels would create a strong pedestrian link to the Station. An improved corridor will help connect development in the TOD to the Rail Station, South Main Street, and the waterfront.
- **LINKS TO NEIGHBORING AREAS** – Excellent pedestrian corridors will connect existing neighborhoods and new development to each other and to the Rail Station.
- **KEEPING NEIGHBORHOOD-SCALED STREETS** – Streets that are pedestrian-friendly and contribute to redevelopment, need to operate smoothly for traffic and provide intersections, crosswalks and on-street parking that support neighborhood uses.
- **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. Infill development provides a continuous street of activity that encourages pedestrians to walk between neighborhoods and the Rail Station.





# 4. IMPLEMENTATION STRATEGY

## 4.1 Goals and Strategies

1. NEIGHBORHOODS	
Goal	Strategies
<p><b>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.</b></p>	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. Protect and preserve existing affordable housing.
	6. Engage the South Norwalk artist community to create interesting and attractive public spaces that foster positive community interaction.
	7. Fill empty lots and underutilized spaces with appropriate uses.
	8. Connect neighborhoods to the Waterfront as an attraction for visitors and amenity for residents.

2. ECONOMIC DEVELOPMENT	
Goal	Strategies
<p><b>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 by adding housing appropriate for a range of income levels.</b></p>	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.

3. URBAN DESIGN CHARACTER AND QUALITIES		
Goal		Strategies
<p><b>Shape the fabric of buildings, spaces, streets, and places to create distinctive and complete urban neighborhoods that contain diverse but well-connected components.</b></p>	1.	Ensure that retail corridors are lined with active, attractive uses and façades 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.

4. DIVERSITY		
Goal		Strategies
<p><b>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.</b></p>	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.

5. CIRCULATION AND TRANSPORTATION	
Goal	Strategies
<p><b>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.</b></p>	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.



6. CIRCULATION AND RAIL STATION LINKS		
Goal		Strategies
Design with the pedestrian as the end-user	1.	Bring curb ramps up to current ADA standards.
	2.	Install a sidewalk on the west side of Martin Luther King, Jr. Drive.
	3.	Install sidewalks in the eastbound Rail Station area.
	4.	Develop streetscape improvement standards.
	5.	Rebuild sidewalk and streetscape amenities on Monroe Street.
	6.	Improve the quality of the sidewalk and streetscape network along Henry Street.
	7.	Continue to work with SoNo Gardens to maintain and improve pedestrian access between Washington Street and the Rail Station.
	8.	Stripe Crosswalks across all approaches to intersections.
	9.	Develop a long-term plan for conversion of the abandoned railroad right-of-way to a shared-use path.
	10.	Rebuild staircases connecting the Golden Hill Neighborhood to South Norwalk and improve pedestrian crossings at those locations.
	11.	Ensure timely completion of State Project 102-337 to improve pedestrian crossing at the intersection of Water Street at Washington Street.
Improve the quality of the user experience	1.	Incorporate multimodal performance measures in evaluation of public and private projects.
	2.	Provide real-time information for WHEELS buses.
	3.	Provide an option to pre-purchase WHEELS tickets at the Rail Station.
	4.	Improve the headway for WHEELS Route 10.
	5.	Create a local urban spine circulator to support WHEELS service to connect transit to adjacent neighborhoods.
	6.	Reconfigure Route 10 to create two stops at the Rail Station.
	7.	Provide route mapping and scheduling information at all bus stops in South Norwalk.
	8.	Direct automobile traffic to Martin Luther King, Jr. Drive.
	9.	Create an on-street bicycle network in South Norwalk.
Create a “Park Once” environment	1.	Create and maintain well lit corridors along streets linking parking facilities to the Rail Station.
	2.	Reduce parking prices at underutilized parking areas.
Improve station access on the east side for all modes	1.	Redesign the Eastbound Rail Station to improve access and circulation in the short-to-medium term.
	2.	Construct concrete sidewalks on both sides of the driveway to the Eastbound Rail Station.
	3.	Install crosswalks at all pedestrian crossings at the Eastbound Rail Station.
	4.	Create separated pick-up/drop-off areas for buses, private vehicles, and taxis.
	5.	Reconfigure the driveway so that all taxis and private vehicles exit the Eastbound Rail Station via Monroe Street.
	6.	Reconfigure the surface parking lot to separate exiting private vehicles from exiting buses.
	7.	Redesign the Eastbound Rail Station as part of a public/private long term redevelopment effort.

7. COMMUNITY SECURITY AND SAFETY		
Goal		Strategies
<p><b>The neighborhoods around the Rail Station should be safe and secure environments for residents, commuters, business owners and visitors.</b></p>	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.



# 5. DESIGN GUIDELINES

*The Norwalk Redevelopment Agency has the authority to review the design of any project proposed within the Redevelopment Area. The following sections provide the process for review of all development plans within the Redevelopment Area, and the specific design guidelines for both the TOD District and the Lexington Avenue Neighborhood.*

## 5.1 Development Plan Review

The Norwalk Redevelopment Agency shall review for approval or disapproval all development plans for new construction and building rehabilitation within the Redevelopment Area to determine compatibility with the appropriate Design Guidelines. These plans must include proposed use, site plan, exterior design of all buildings, architectural treatment, landscaping, design of all signs, and other items subject to Design Review. In such review, the Agency may draw upon technical assistance as it deems necessary. Plans or any portion of plans may be rejected for noncompliance with *Section 3 Land Use Plan* and *Section 5 Design Guidelines* in this Redevelopment Plan.

It is the responsibility of any owner of property within Redevelopment Area to comply with all requirements under this Redevelopment Plan for any project within the Redevelopment Area.

Review procedures of the Agency shall be such that there is a continuing review of the redeveloper's proposals at various stages of the design process. The process shall be such as to preclude the possibility that a redeveloper might devote considerable time and cost to a plan only to find that it is completely unacceptable to the Agency.

The site plan and exterior design of all buildings and development proposed for the project area shall be subject to final approval of the Norwalk Redevelopment Agency.

### 5.1.1 APPLICABILITY

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 either the TOD District (*Section 5.4*) or the Lexington Avenue Neighborhood (*Section 5.5*) and will be used by the Norwalk Redevelopment Agency in the process of project review and approval.

These Design Guidelines have three subcategories:

- **DESIGN PRINCIPLES** – The design principles for each subarea reflect the respective goals for that subarea and serve as the basis for the Compliance Alternative.
- **DESIGN GUIDELINES** – More specific rules that apply to the site, building, signage, lighting and other elements of new construction, additions, renovations or rehabilitation. This Redevelopment Plan includes guidelines for public infrastructure projects within the Redevelopment Area.
- **COMPLIANCE ALTERNATIVE** – This is applicable only in the Lexington Avenue Village District. The Compliance Alternative allows the Norwalk Redevelopment Agency and the Applicant to agree on a solution that meets the general design principle but not the specific design guideline if both agree it is a better solution. The details are provided in *Section 5.5 Design Guidelines* for the Lexington Avenue Village District.

### 5.1.2 RELATIONSHIP TO OTHER CODES AND REGULATIONS

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, the Fair Housing Act, and ADA Accessibility Guidelines and Standards.

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## 5.2 Organization of the Design Principles and Guidelines

These Design Guidelines describe and illustrate the essential characteristics required to improve the TOD District and the Lexington Avenue Neighborhood 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 for development and the public infrastructure within the TOD District are provided in the following sections:

- 5.3 Design Principles for the TOD District
- 5.4 Design Guidelines for the TOD District
- 5.5 Design Guidelines for the Lexington Avenue Village District
- 5.6 Public Infrastructure Design Guidelines

A Glossary of Terms is provided in *Section 5.7*.



## 5.3 Design Principles for the TOD District

The following Design Principles have been established to direct and encourage improvements and development within walking distance of the Rail Station and to strengthen the TOD District as a livable, walkable urban environment that supports a thriving residential, worker, and visitor population. These principles apply throughout the TOD District.

### 1. Anchor the Core of the District

- The Rail Station and transit hub are at the center of this area and the district around the train station is the anchor for a larger area of South Norwalk.
- The TOD District should be composed of a continuous coherent pattern of pedestrian-friendly, 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 should be understood and implemented as a strategic and incremental process of strengthening the surrounding neighborhoods and their connections to the waterfront to create a vibrant, safe and walkable core centered on the Rail Station.
- The immediate surroundings should be built-up to eliminate voids in functionality and activity in the district, and to provide improved pedestrian and bicycle corridors and connections between South Norwalk neighborhoods and the Rail Station.

### 2. Strengthen Connectivity to the Rail Station

- The TOD District should be transformed into a district that is pedestrian, bicycle, and vehicle friendly, with strong connections between the Rail Station and the surrounding neighborhoods.
- 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.

- Non-vehicular connections from the surrounding neighborhoods to the Rail Station should be improved and further developed to encourage convenient use of transit without the need for parking.

### 3. Create a Walkable District

- Improvements to the pedestrian connectivity, open space network, and streetscape environments should create a district that is viable as a “park once” destination.
- Enhancements to pedestrian and bicycle access and connectivity should reduce the need for additional parking.
- The Rail Station, other district amenities, and primary driving routes should be connected to parking supplies with clear way-finding and directional signage.
- Shared parking strategies that encourage the shared use of parking supplies should be considered wherever possible in the district.
- Commuter parking near the Rail Station should be increased and commuter-related

traffic should be directed onto Martin Luther King, Jr. Drive and away from neighborhood streets.

- 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.
- 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 principal streets that are identified important elements of the bicycle network.

#### 4. Encourage Context-Sensitive Development

- All new development within the TOD District should be sensitive to the existing South Norwalk context by enhancing and building upon existing patterns of development and use.
- New development should be viewed as an opportunity to improve and infill unde-

rutilized parcels and to reinforce positive patterns within the district; for example, reinforcing the existing traditional street grid.

- 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.
- 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 and a balance with a mix of other uses.

#### 5. Define Street Edges and Public Spaces

- 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 should 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 and well-connected components.

#### 6. 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 and used to ensure the neighborhoods around the Rail Station are safe and secure environments for all.
- 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 improved as public pedestrian spaces and important 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.

## 5.4 Design Guidelines for the TOD District

These design guidelines are applicable to all projects within the proposed TOD District. Special guidelines for parcels within the flood plains and for those bordering water are included.

### 5.4.1 PURPOSE

The TOD District allows a mix of uses centered on the Rail Station, which is the focus of the Redevelopment Area. Design Guidelines for this area will encourage a pedestrian-oriented, mixed-use district with pedestrian and bicycle connections between the Rail Station and the surrounding neighborhoods. Building and Site Design Guidelines encourage the preservation of historic buildings, require that new development be consistent with the existing context, and encourage site and landscape treatments that promote walkable environments.

### 5.4.2 SITE IMPROVEMENT GUIDELINES

#### 1. Site Composition

A) MIXED-USE ENVIRONMENT: The site layout should reflect the context of South Norwalk, which contains a mix of residential, commercial, and industrial uses. Buildings and site features should be clustered in order to allow site and public amenities such as plazas, seating areas, fountains, landscaping, or other features.

B) REDUCE IMPACT OF PARKING: Site layout should be designed to minimize the visibility and impact of parking, service and utility-oriented functions of the property.

#### 2. Building Orientation

Buildings should be sited to organize development on the land, reinforce a sense of community, frame open space, and conceal parking, service and loading areas.

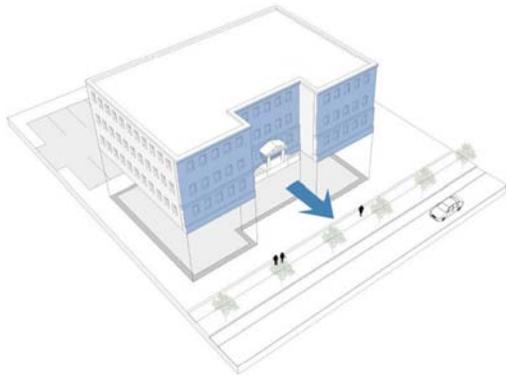


Figure 5.4.2.2 Building (A) and Entry (B) Orientation to the Street

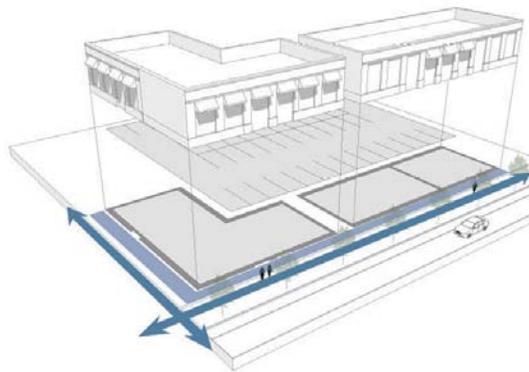


Figure 5.4.2.2(D) Multiple Primary Façades

A) **BUILDING ORIENTATION TO THE STREET:** Primary building façades should be oriented to public street frontages and/or open spaces.

B) **ENTRY ORIENTATION TO THE STREET:** The front façades and primary pedestrian entries to a building should face the public street that provides primary access to the property.

C) **RESPECT PATTERNS OF CONTEXT:** Building setbacks should be consistent with the zoning requirements and consider the pattern of buildings on adjacent parcels. A setback distance similar to neighboring buildings reinforces a rhythm and pattern of the district. Front setback distances should be minimized to encourage a relationship between the building and the primary street frontage.

D) **MULTIPLE PRIMARY FAÇADES:** For buildings with multiple frontage orientations, design for all views and façades should be considered with multiple primary façades and building entries.

E) **ANTICIPATE FUTURE IMPROVEMENT:** Building design and orientation should anticipate that abutting vacant land may be a future de-

velopment opportunity. Thoughtful attention should be paid to anticipating potential future development that could change the context of a building façade to enhance adjacent relationships and avoid awkward building orientations.

### 3. Site Access

Site access should provide clear and legible routes for all modes of transportation (pedestrians, bicycles, vehicles and transit) to connect to the site and to enter internal site circulation systems.

A) **MINIMIZE SITE ACCESS:** The number and width of vehicular access points into and out of the site should be minimized. Pedestrian crossings should be marked and differentiated with variations in paving materials (for example by using stamped concrete or asphalt).

B) **CONNECT TO PUBLIC FRONTAGES:** Inviting and efficient sidewalks should be provided along any and all street frontages at the site pe-

rimeter. Additionally, sidewalk paths should be provided linking public frontage street(s) to all building entries.

**C) CONNECT TO ADJOINING PROPERTIES:** To encourage pedestrian access between properties pedestrian pathways should be provided between buildings on adjacent parcels.

#### 4. Internal Site Circulation

Circulation internal to the site should provide clear and legible routes for all modes of transportation to connect to the public way, building entries, and other site components.

**A) BALANCE PEDESTRIAN SAFETY:** Internal site vehicular circulation routes should have narrow travel lanes and small turning radii to reduce vehicular traveling speeds and reinforce a safe pedestrian environment. At pedestrian crossings and intersections a further reduction of the travel lane width enhances the pedestrian environment and shortens crossing distance. This is referred to as a curb extension or neckdown at the intersection.

**B) BUILDING ENTRY LANDSCAPE:** Landscape at the building entry should be designed to provide a buffer between the building entry and the roadway. The landscape should be used as a transition from a pedestrian entry area to the roadway to enhance safety.

**C) EFFICIENT SITE AND PARKING CIRCULATION:** Adjoining parking areas should share access drives whenever possible. A well-organized system of drives should be used to shorten pedestrian crossing areas, reduce the amount of paved area, limit gaps between development frontages, and ensure a more efficient flow of traffic.

**D) BICYCLE CIRCULATION AND CONNECTIONS:** Access and circulation for bicycles on site should be considered for safety and amenity with provision for places to lock bicycles near building entries.

**E) LOADING AND SERVICE CIRCULATION:** Loading and service areas should be located at the side or rear of buildings, and away from view of public streets. For larger buildings or where

heavier loading/truck traffic is anticipated, loading routes should be separated from the regular travel routes used by customer and employee vehicles.

#### 5. Parking

The placement of parking should be convenient to the building entries, but not at the expense of the pedestrian safety, attractiveness, and aesthetics of the property. Parking should be integrated with other site amenities that support a sense of place and community

**A) PARKING LOCATION AND ORIENTATION:** Parking should be located to the rear and side of buildings with respect to the front or any side street. Where a parcel is located at the corner of two streets, parking should be located at the rear or at the internal side (not the street side). Where located to the side of buildings, parking areas should be set back from the street by at least the same distance as the building. Parking should never be placed within the front yard zoning setback.

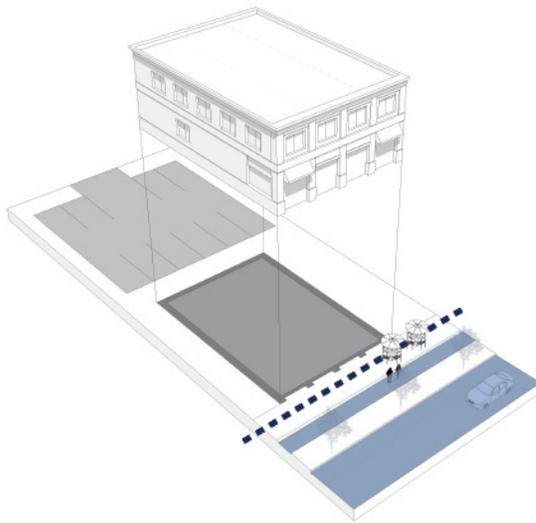


Figure 5.4.2.5(A) Parking Location and Orientation



Figure 5.4.2.5(C) Integrated Parking Landscape

**B) PARKING SCREENING:** Parking areas are encouraged to be at the side or rear of buildings to reinforce the pedestrian environment. Where pre-existing parking areas exist within the front setback, relative to the street, they should be screened with low landscaped berms, landscape beds, and/or low fences or stone walls; and softened with additional planting internal to the parking area.

**C) INTEGRATED PARKING LANDSCAPE:** Large parking areas should be broken into smaller areas by means of landscaped islands containing low plantings and trees. Such islands should be placed at regular intervals across the parking lot to reduce the visual impact of the parking area and to reinforce a more pleasant pedestrian environment. Landscaped islands should also be integrated with pedestrian circulation and crossing routes through parking areas.

**D) STORMWATER MANAGEMENT:** Surface parking areas should include LID (low impact development) techniques for managing on-site stormwater including bioswales, rain gardens, filter strips, porous paving, etc. Such features

can be integrated into the site as focal points. Parking structures should include strategies for collecting and managing stormwater runoff on-site.

## 6. Open Space

Larger scale residential or mixed-use development projects have a unique opportunity to provide open space integrated with the overall site plan design. Several characteristics of this type of open space are important to the character and quality of the residential community.

**A) PUBLIC AND PRIVATE SPACE:** In a residential community creating clear and distinct boundaries between public space and private space are very important. This can be accomplished through the configuration of buildings, paths, fences, and landscape.

**B) SHARED OPEN SPACE:** In the context of the residential development, shared open space, is open space that is shared by the residential community. It is a common resource shared among

residential units of the development, but is not considered a public open space. A shared open space area should be provided. Depending on the scale and use of the open space, this area could include natural park areas, small pedestrian plazas, playgrounds, community gardens, outdoor seating, landscaping, and other amenities.

**C) PRIVATE OPEN SPACE:** In addition to shared open space, private open space may also be provided in a residential development. It would be dedicated for use by a single unit with clear boundaries and potentially associated with ownership, leases or deed restrictions.

**D) PUBLIC OPEN SPACE:** Different from a shared open space, public open space would be available for community use beyond the residential development.

**E) OPEN SPACE CONNECTIONS:** Development open spaces should also link to existing or proposed trails or pathways in and around the property, creating a network of connected open spaces and walking routes.

## 7. Landscape

Parcels should include a hierarchy of landscape that contributes to the overall site design and integrates with adjacent properties. The hierarchy of landscape treatments should include entry and gateway, building and building entry, street, feature, and landscape buffers. The species of plantings should be drought tolerant, native or adapted to the New England climate, and non-invasive.

**A) ENTRY AND GATEWAY LANDSCAPE:** Entry and gateway landscape should be used to define site access and reinforce a sense of arrival and layout of circulation on the site.

**B) GENERAL SITE LANDSCAPE:** The layout of primary or secondary vehicular or pedestrian circulation should be reinforced with a consistent landscape treatment that contributes to site wayfinding. All portions of a site will not or should not be landscaped, but the landscape should be used to reinforce the character, circulation, and features of the site.

**C) SCALE OF LANDSCAPE:** Selection of plantings and maturity of plantings should be carefully considered relative to the overall scale of development. The scale of the installed landscape should be directly tied to the overall scale of the development and buildings. New plantings should be selected for reasonable maturity at the time of installation to achieve a more full appearance quickly.

**D) BUILDING LANDSCAPE:** Building landscape should be used to integrate the buildings into the overall site plan, soften building edges, and enhance public sidewalks, building entries, and plaza areas. Foundation plantings, planter beds, window planters, and sidewalk street trees and shrubs are all appropriate for this purpose. Landscape may be used to mitigate or screen less desirable portion or features of a building façade. Trees should provide protection against solar gain.

**E) FEATURE LANDSCAPE:** The landscape should be used to reinforce the importance of locations that are significant in the overall site design or near natural site features or amenities. Examples

include incorporating rock outcroppings found on site into landscape treatments or defining and enhancing views from the public street to the waterfront. An additional number of plantings, unique composition or variation in planting species, or plant species with special seasonal variation should be used to reinforce site features.

F) **LANDSCAPE BUFFERS:** Landscape buffers and wooden fencing should be used to conceal dumpsters, recycling areas, staging areas, utilities and other outdoor equipment or service uses from pedestrian views.

G) **LANDSCAPE BUFFERS AT PROPERTY LINES:** Where a commercially-zoned property abuts a residentially-zoned or used property, a variety of landscape buffering elements and screening fencing should be provided along the adjoining yard(s). Landscape buffers should be at least three-season and of lushly-planted vegetation averaging four to five feet tall.

H) **LANDSCAPE AT STREET FRONTAGES:** Landscape for the site frontages on public ways

should contribute to the character of the street and reinforce a consistent street frontage that is integrated with the character, type and spacing of adjacent landscape improvements.

I) **FUNCTIONAL FEATURES AND MATERIALS:** The materials used for functional features, such as retaining walls, drainage structures or other required site elements, should be integrated with the overall site design and material palette. For example, a functional retaining wall should include stone facing to match stone walls on the site.

J) **INTEGRATE FUNCTIONAL FEATURES INTO LANDSCAPE:** Stormwater retention areas should be provided, integrated with the site landscape, and treated as a naturalized environment and site feature that is sustainable from a plant material and maintenance perspective. Retaining walls, fencing, guardrails, and other utilitarian or screening features should be integrated with the overall landscape design and designed to contribute to the overall site character. Functional site features should be designed

and considered for views of them from adjacent properties.

## 8. Site Amenities

Site amenities should enhance activity and serve a function near site and building entries and serve to enhance the pedestrian experience. Site amenities should include benches, trash and recycling receptacles, bike racks, and other components appropriate to the use and scale of the development.

A) **LOCATION OF AMENITIES:** The amenities should be located in high activity areas that are most likely to receive use. For example, places to sit should be provided where people are waiting or congregating as part of the use of the building and site.

B) **OPEN SPACE AMENITIES:** If an open space is provided, it should be located in a prominent location adjacent to the building, and near a primary building entry that will bring pedestrian activity to the space. The open space should include outdoor seating, pedestrian-scaled

lighting, and landscape treatments, including both sunny and shady areas. Outdoor seating areas are encouraged.

**C) DESIGN OF AMENITIES:** The character and design of the site amenities selected should be consistent with the overall character of the site and building design.

**D) INTEGRATION OF AMENITIES:** Site amenities should be integrated with the site design to allow appropriate clearances, space, and circulation around them to allow busy areas to function appropriately.

## 9. Site Lighting

Site lighting is intended to provide for pedestrian safety in areas with evening activity, particularly near site and building entries and across parking lots, and to provide a minimum level of lighting for nighttime safety.

**A) MINIMIZE EXCESS LIGHTING:** Site lighting should comply with minimum lighting requirements and standards, but not provide lighting

in excess of requirements. Downward-directed, lighting consistent with the recommendations of the International Dark-Sky Association (IDA) is preferred to minimize excess glare and spillage. The IDA has a Fixture Seal of Approval for light fixtures and components that meet their recommendations.

**B) INTEGRATE LIGHTING FIXTURES WITH DESIGN:** Lighting fixtures should be selected to contribute to the overall character of the building and site, consistent with the overall design and sense of place.

**C) MULTIPLE LAYERS OF SITE LIGHTING:** Site lighting should perform multiple functions on multiple areas on the site for multiple users. A site lighting approach should be designed for vehicles, pedestrians, building entry areas and site features. Each of these multiple areas should be designed in coordination and to complement the overall character of the site. Lighting should be used to highlight key areas and attractive features of the site design. Lighting heights and poles should be scaled appropriate to the use; pedestrian height lighting and light bollards

should be used when not lighting a vehicular area. Light fixtures of varying height should be of a compatible design and cohesive lighting fixture palette.

### 5.4.3 ARCHITECTURAL GUIDELINES

The following guidelines outline the architectural design elements that should be viewed as a baseline for well-designed architecture in the TOD District.

#### 1. Building Massing

The building massing should be designed to reduce the overall perceived scale and provide simple and evocative forms that reinforce both a sense of a human-scaled environment.

**A) STRENGTHEN PROMINENCE OF BUILDING ENTRY:** Building massing should reinforce the purpose and readability of the building. For example, building massing should emphasize and highlight the location of the primary building entrance.



Figure 5.4.3.1 (B) Visually Reduce Larger Building Scale

**B) VISUALLY REDUCE LARGER BUILDING SCALE:** Large building masses should be broken down through variations in roof lines, bays, setbacks, upper-level stepbacks, horizontal or vertical articulation, or other types of architectural detailing as described in Façade Composition and Components. Overall building form should be appropriate to the scale of the building and not become overly complicated.

**C) SIMPLIFY SMALLER BUILDINGS:** Smaller building masses should remain simple and not overly complicated.

**D) REINFORCE CORNERS AND GATEWAYS:** Sites located at a prominent corner, intersection, or recognized gateway should have building features and orientation that recognize the corner or gateway and respond to it with a suitable building form. Examples of prominent building features include tower or cupola elements, corner detailing, additional building height, or other building forms that provide a visual anchor.

**E) INTEGRATE HISTORIC STRUCTURES:** Existing historic structures should be integrated into any new development plan. New buildings and additions should complement and reflect the structure and style of any existing older structures. Historic structures should be considered for restoration, sensitive rehabilitation, preservation or adaptive reuse as may be appropriate to the historic structure and nature of its reuse. Refer to the *Secretary of the Interior's Standards for Rehabilitation*.

## 2. Façade Composition and Components

Composition of building façades should include architectural features and building components that reduce the scale of large building masses, reinforce the character of the building, and provide detail and articulation of the overall building, particularly in areas with pedestrian traffic.

**A) EMPHASIZE FAÇADE RHYTHM AND PATTERNS:** A building façade should be broken into vertical and horizontal parts that reinforce

a rhythm and pattern. Vertically, a building should be seen to have a base, middle and top. Horizontally, the building should be broken down into sections that correspond to and indicate bays of the structural system.

**B) AVOID LONG AND BLANK FAÇADES:** Building façades should be differentiated at intervals typically not less than of 50 feet or less by a change in material, a variation in the plane of the wall, decorative components, or functional element such as entryway or portico. Sections of continuous, uninterrupted, or blank building façades typically should not exceed 50 feet.

**C) EMPHASIZE PRIMARY FAÇADE HEIGHT:** The principal façade should not be less than typically about 20 feet in height with an articulation of the base, middle and top.

**D) AVOID FRANCHISE/BRAND IDENTITY:** Building design and architectural features should not over-prioritize franchise features or identity. The building form, roof form and façade design should not be overly specific to a franchise or brand.

**E) USE HUMAN-SCALED FAÇADE FEATURES:** Awnings, canopies or other elements that break-down the overall scale of the building façade and provide protection and visual interest at building entries are encouraged. Refer to the Sign Regulations and design guidelines for specific sign, material, and lighting requirements.

**F) DESIGN FAÇADE FOR SIGNAGE:** The façade design and architectural detailing should provide a purposeful place for signage, if signage is intended to be a part of the façade. An extended parapet, entablature, or sign band should be designed and integrated into the façade layout with appropriate spacing for both the height and width of anticipated signage. Refer to *5.4.4 Signage Guidelines* for specific sign, material and lighting requirements.

**G) INTEGRATE UTILITARIAN COMPONENTS INTO THE FAÇADE DESIGN:** All functional, utilitarian, or mechanical components of the building façade should be integrated into the façade or screened so as to be part of the composition of the overall building design. Mechanical vents, service rooms, utilitarian and staging areas, and

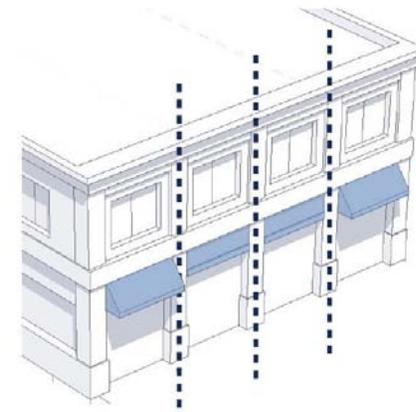


Figure 5.4.3.2(A) Emphasize Façade Rhythm and Pattern

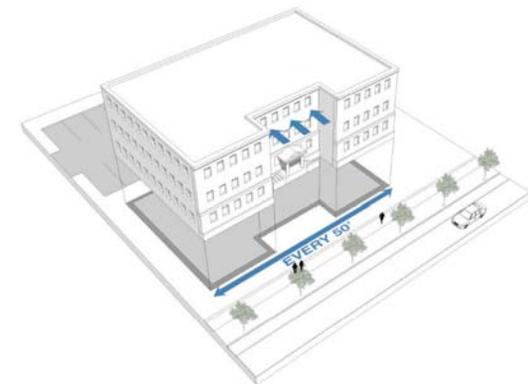


Figure 5.4.3.2(B) Avoid Long and Blank Façades

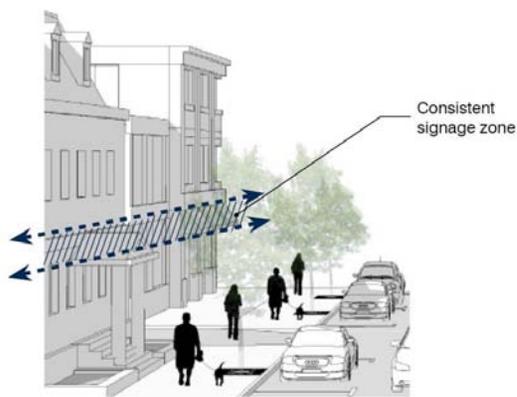
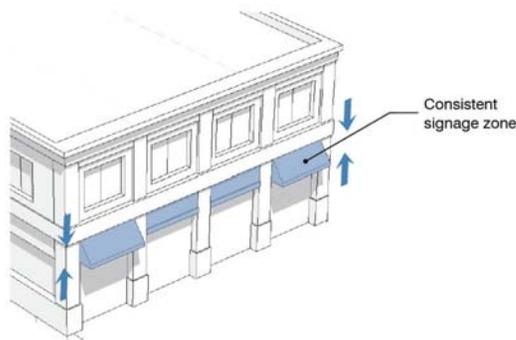


Figure 5.4.3.2(F) Design Façade for Signage (above and below)



similar portions of buildings should be hidden to match other materials and colors of the façade. Utilitarian aspects should also be screened by the site and building landscape.

### 3. Historic Structures

When such structures exist, the new development should integrate and leverage the value of a historic structure within the design and layout of the redevelopment plan. Reuse of existing historic structures should follow the U.S. Secretary of the Interior’s *Standards for Rehabilitation*.

A) COMPATIBLE DEVELOPMENT: The reuse of the existing historic structure should be compatible with the ability of the structure to accommodate residential uses. New construction or additions should also be compatible with and complementary to the architectural style of the historic structure.

B) THOUGHTFUL RENOVATION: When renovation of a historic structure is occurring for reuse, that renovation should be thoughtfully consid-

ered to retain the integrity of the historic structure and be sensitive to its underlying design characteristics or historic significance.

C) AUTHENTICITY TO CURRENT TIME: New construction or additions should be authentic to the current time in which they are built.

### 4. Building Roof Forms

Building roof form has a significant impact on the character and style of the architecture. Building roof forms should be authentic to the type of building and the South Norwalk area.

A) REINFORCE A HUMAN-SCALE TO BUILDINGS: Large uninterrupted roof forms should be avoided and articulated with roof gables, dormers, chimneys or other roof forms that provide variety and interest to the overall building form.

B) INTEGRATE AND SCREEN UTILITIES: – Mechanical equipment on rooftops should be screened from visibility of pedestrians standing at grade on surrounding walkways by means of walls, decorative grilles, or roof parapets.

Screening features should be a part of the building composition and design and use materials that complement the overall roof and façade design. Other utilities, such as solar panels should be integrated into the design of the roof.

## 5. Building Lighting

Building lighting should be used to highlight and emphasize functional and decorative aspects of the building massing and façades. Building lighting should be energy efficient and designed to be minimized and focused on key components of the building.

A) **HIERARCHY OF LIGHTING:** Building entries should be a primary focus of building lighting to reinforce safety, security and convenience for access to the building. Lighting to highlight building features, key architectural elements, accents or signage should be a secondary focus of building lighting.

B) **QUANTITY OF LIGHTING:** Illumination levels should be provided at the minimum level that is required to provide the function desired.

C) **LIGHTING FIXTURE DESIGN:** Lighting fixtures should be selected to contribute to the overall character of the building and site consistent with the overall design and sense of place.

## 6. Energy Use

These design guidelines do not require that building be LEED-certified, but developers of either new buildings or those undergoing substantial rehabilitation should take into account best practices for energy-efficient and sustainable building design.

A) **BUILDING ORIENTATION:** The design of new buildings should consider the orientation of the building in terms of exposure to both wind and sun and the impact of such exposure on the sizing and efficiency of systems for lighting, heating, and cooling. The orientation of new build-

ings should avoid access to sunlight for nearby buildings and open space.

B) **ENERGY-EFFICIENCY:** Heating, ventilating and air conditioning (HVAC) systems should be sized appropriately. Increasing the use of daylight to provide illumination of interior spaces is encouraged. ENERGY STAR-compliant fixtures and appliances, downward-directed, lighting consistent with the recommendations of the International Dark-Sky Association (IDA) and other energy-efficient systems are preferred.

### 5.4.4 SIGNAGE GUIDELINES

The signage guidelines for commercial zones provide guidance in the design of signage that is functional and attractive. Signage guidelines apply to all exterior signs and any interior sign that is legible from the exterior of the building.

#### 1. Principles and Intentions

Signage for commercial uses or businesses should communicate a positive and clear identity for the establishment, be part of the build-

ing and façade design, harmonize with its surroundings, and respect the character of South Norwalk.

A) LEGIBILITY AND CLARITY: A sign should be readable, simple, and legible with careful consideration of the proportion of lettered and graphic areas to the overall size and location of the sign. Consideration should be given to the purpose and intended audience of the sign. Signage should be concise and graphically balanced.

B) HIERARCHY OF SIGNAGE AND PURPOSES: The most important sign and most important information on a sign should be the most prominent and emphasized component of the sign. Sign design should optimize communication of the name of the business.

## 2. Sign Harmony

A) COMPATIBILITY WITH CONTEXT: Signs should be designed to be compatible with neighboring properties, storefronts and buildings. Compat-

ibility should be considered through sign style, height, type, scale and location.

B) COMPATIBILITY WITH RESIDENTIAL CONTEXT: Where business uses are interspersed with residential uses, signs should be designed and located with sensitivity to the residential areas. Illumination should be designed to minimize impact on adjacent residences.

C) COMPATIBLE WITH BUILDING ARCHITECTURE: Sign design and placement should relate to and harmonize with the building architecture. Signs should not overwhelm or obscure building features.

E) COMPATIBLE WITH OTHER SIGNS: Where a business or development has more than one sign, all signs should be designed to be compatible in terms of materials, color, lettering, style and logo use. Design and placement of multiple signs should reflect a clear hierarchy and coordinated overall visual effect.

## 3. Sign Characteristics

A) SIGNAGE DESIGN AND READABILITY: A sign should be readable, simple, and legible, with sign content that fits comfortably within the space it will occupy on the building. Generally, a sign's text and graphic elements should not occupy more than two-thirds of the sign panel area.

B) SIGNAGE LEGIBILITY: Signage typeface should also be simple and legible; ornate or unusual typefaces should be used only for emphasis and restricted to single words or short phrases. The use of both upper and lower case letters reinforces sign legibility.

C) SIGNAGE SCALE: Signs should be scaled to their use and intended viewer, be that the driving or walking public. Sign lettering and graphics should be clear, simple, and legible from a distance, under different lighting conditions. The scale of the sign should be appropriate for its intended audience and its location on

a building or site. Automobile-oriented signs should be legible at posted driving limits.

**D) SIGNAGE CONTENT:** Signage messaging should be simple and brief. Signage should primarily communicate the name of the business or establishment through lettering, graphics or logos. In order to reinforce signage purpose and clarity, the following information should not be included on a primary sign: telephone numbers, business hours, website address, sale information, listing of goods and services, brand names carried, or credit cards accepted.

**E) SIGNAGE COLOR:** Signage color should complement building materials and color palette. Signage color should also consider signage legibility and readability from a distance during the day and night. High contrast between signage lettering and backgrounds helps increase legibility.

**F) SIGNAGE MATERIALS:** Signage materials should be selected for durability, ease of maintenance, and compatibility with building materials and design.

## 4. Site Signage

Site signage includes any sign that is not attached to a building, but is part of the site design and layout to assist in the identification of the development, businesses, or wayfinding on the site.

**A) SIGNAGE DESIGN INTEGRATED WITH LANDSCAPE:** Site signage should be integrated with site landscape design and be used to reinforce gateway locations and site entry points. Landscape plantings should be included to anchor and integrate signage into the site plan.

**B) SIGNAGE PLACEMENT:** Sign locations should consider lot characteristics with regard to roadway and access considerations, building location, views in and out of the property, pedestrian and vehicular circulation, and vehicular safety and visibility.

**C) SIGNAGE STYLE:** Free-standing signage should complement the overall character and design of other site and building components. Free-standing signage should be balanced and

proportional. A lollipop sign, which is a single pole sign that has a disproportionately large top and overly slender support base, is discouraged. Free-standing signage should be in the form of monument or structured signs. Incorporate elements of the building design into a free-standing sign design.

**D) MULTIPLE TENANT DIRECTORY SIGNAGE:** For multi-tenant developments, a directory sign may be provided listing names of businesses and establishments. Directory signage should be clear and legible with the ability to conveniently change business names as tenants move in and out. Design of the sign should be consistent with other development signage.

**E) WAYFINDING SIGNAGE:** Simple directional signage may be provided on the site to inform visitors of entries, parking areas, building names, numbers or other information. Wayfinding signage should be consistent and compatible with other development signage. Wayfinding signage should not obstruct or cause conflict with regulatory or traffic-related signage.

## 5. Building Signage

Building signage includes any sign that is attached to a building to provide identification of businesses.

**A) SIGNAGE DESIGN INTEGRATED WITH BUILDING:** Signs should integrate with the building on which they are placed, by considering the architectural style, character, or historic significance, rhythm and scale of façade features, and patterns of window and door openings. Particularly with older buildings, care should be taken not to obscure, damage, or otherwise interfere with design details and architectural features that contribute to the building's character.

**B) SIGNAGE PLACEMENT:** Signs should be designed for the specific building on which they will be placed, and for the specific location on the building. Signs should be centered within the wall area of the façade on which they will be located. Signs should not extend beyond the boundaries of the area of the building on which

it will be mounted. Signs previously installed on other buildings or locations should not be used.

**C) MULTIPLE TENANT BUILDING SIGNAGE:** Multiple tenant or business signs on a building should have a consistent placement and be of a coordinated design. Using signage to reinforce or establish a rhythm, scale and proportion for a building is encouraged, especially where such elements are weak or absent in the building's architecture. A Master Signage Plan should be developed for multi-tenant developments to encourage a coordinated and compatible approach to signage.

**D) COORDINATE SECONDARY SIGNAGE:** Window and door signage should be coordinated with the overall signage program and may include more detailed information that is not appropriate for larger signs. Window signage is generally directed toward the pedestrian viewer. Window signage should not dominate the glazed surface. Window signage and displays should not include the stockpiling of products or inventory in the windows.

**E) AWNING SIGNAGE:** Awning fabric should be opaque, and any awning signage should use cut or screen-printed letters or logos. Lettering and graphic elements should comprise no more than 30 percent of the total awning surface.

**F) SIGN MOUNTING:** Projecting signage should be integrated into the design of the façade with attractive sign mounting hardware.

**G) SIGN LOCATION PREPARATION:** The areas of the building to receive the sign should be prepared, cleaned and painted prior to installation of the sign. Previously installed signs should be completely removed and covered prior to the installation of a new sign.

## 6. Sign Illumination

External signage illumination is encouraged and should be targeted only onto the sign, not onto adjacent buildings or towards vehicles or pedestrians.

**A) AWNING SIGN ILLUMINATION:** If a window awning sign is internally illuminated, only the

sign letters, logo, and ornamentation should be translucent. The background material should be opaque.

**B) INTERNAL SIGN LIGHTING:** The preferred forms of internally lit signs are those using push-through graphics and text; standard channel letters, also called back-lit or halo-lit; and reverse channel letters with a halo effect. When signs other than channel letters are internally lit, only the sign copy (words/logo) should be illuminated. The sign background or field should be opaque and of a non-reflective material. Internally illuminated box cabinet signs are discouraged.

**C) LIGHTING UTILITIES:** Raceways, conduits and other electrical components should be concealed from public view. When it is not possible to conceal these items, such utilitarian components should be painted to match the background of the wall on which they are mounted to reduce the visual impact.

**D) SIGNAGE LIGHTING FIXTURES:** External lighting fixtures that project the light from

above or below the sign are strongly encouraged. Light fixtures should be simple and unobtrusive, and should not obscure the sign's message and graphics.

**E) CONSISTENT LIGHTING LEVELS:** Lighting should provide a consistent and even wash of light across the sign.

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## 5.5 Lexington Avenue Village District Design Guidelines

### 5.5.1 GUIDELINES PURPOSE AND INTENT

These design guidelines are aimed at protecting and enhancing the distinctive historic design character, landscape, historic structures, density and development pattern within the Lexington Avenue historic neighborhood, and to ensure that the unique character of this district is maintained for future generations. This is consistent with the purpose of the Lexington Avenue Village District zone of the Norwalk Building Zone regulations, in accordance with Connecticut General Statutes (CGS) Section 8-2j Village districts.

The Lexington Avenue Village District is intended to encourage and support residential use, while at the same time permitting commercial and other uses which fulfill a neighborhood need at an appropriate scale. The Village District

zone includes provisions for the design review and approval of new construction, substantial reconstruction and rehabilitation of properties, and alterations to the existing building massing and façades when the appearance of the building is changed. Those provisions include design standards and criteria to ensure that new construction or substantial rehabilitation in the Village District is compatible with the existing character of the district and reinforces both the existing development patterns and natural topography.

The general purpose of these guidelines is to recommend design principles, patterns and materials that will preserve and enhance the local historic character, based on the particular design features that distinguish the architecture of the existing historic buildings and the neighborhood landscape.

#### 1. Applicability

Zoning approval for any new construction, substantial reconstruction or rehabilitation of

properties, and alterations to building façades visible from public vantage points in the Village District will be issued by the Zoning Commission (the Commission) and it will require design review and recommendation from an Architectural Review Board. This board shall include at least one architect with pertinent experience in historic preservation or an architectural historian. The design review and recommendation will be based on the Village District Review Standards established by the Village District zone, and the design principles and guidelines herein contained.

In particular, the Village District design review will cover and address the following:

- (1) The design and placement of buildings.
- (2) The maintenance of public views.
- (3) The design, paving materials, and placement of public roadways.
- (4) Other elements that the Commission deems appropriate to maintain and protect the character of the village district (in this case, design standards and guidelines).

## 2. Architectural Review Board

The Design Review Process will comply with existing City Village District Review Standards (Section 118-500.B(4)).

The Commission may also seek recommendations from any relevant city agency, regional agency, or outside specialist, including, but not limited to, the following:

- Norwalk Historical Commission
- State Historic Preservation Office
- Connecticut Trust for Historic Preservation

Village District, and they seek compatibility of new construction and renovations with the historic architectural styles that characterize the neighborhood.

The Village District includes many examples of popular late nineteenth and early twentieth century architectural styles, of which Queen Ann, Gable-Front Vernacular and Folk Victorian are the most prevalent. There are a few examples of other styles popular between 1880 and 1920, such as American Foursquare, Dutch Colonial Revival and Second Empire.

### 5.5.2 DESIGN PRINCIPLES AND GUIDELINES

The design principles and guidelines herein contained are intended to complement and expand the Village District Review Standards by providing additional guidance on their application. These principles and guidelines are aimed at reinforcing the existing patterns of land use and development within the Lexington Avenue

## Queen Ann

The most common architectural style in the District is Queen Ann. The Queen Ann style was popular in the United States from about 1880 to about 1910. Houses in the District are range from modest vernacular versions to larger and more elaborate versions of the style. General characteristics of this style as found in the district are a full width front gable roof with a triangular pediment and a one story porch with a decorative railing. Larger houses often have a cross gable on one elevation and some have jerkinhead, rather than peaked gables. Some porches wrap around a side elevation of the house and some railings have been covered. Most of these houses are three bays wide and of wood frame construction. See Figure 2.1.1.



*Figure 2.1.1. Queen Ann style in the district.*



*Figure 2.1.2. Gable-Front Vernacular style in the district.*

## Gable-Front Vernacular

The majority of houses in the Lexington Avenue Village District are Gable-front Vernacular homes. This style is loosely related to the Greek Revival, which often used the end-gable shape and a triangular pediment to emulate ancient Greek temples. This style proved to be especially suited to narrow urban lots and it is the predominant style in many neighborhoods built in the northeast United States between about 1850 and 1930. The houses in the district are two-story houses with a steep roof pitch, typical of the style, and have two or three bays. Some of them have a cross gable and many have front porches. See Figure 2.1.2.

### Folk Victorian

Folk Victorian houses are characterized by spindlework detailing, such as turned spindles or columns and brackets or other trim added to porches or cornice lines. They are a variant of the simpler Gable-front Vernacular houses seen throughout the district. See Figure 2.1.3.



*Figure 2.1.3. Folk Victorian style in the district.*



*Figure 2.1.4. American Foursquare style in the district.*

### American Foursquare

There are several examples of the American Foursquare style in the District. This style is a subset of the Prairie Style and it was popular between 1900 and 1920. It is the earliest Prairie form and it is the most common vernacular version across the United States. These houses will have a square or rectangular plan of wood frame construction with a low-pitched hipped roof. They have hipped dormers on three elevations and a one story porch on the façade, which sometimes wraps around a side elevation. See Figure 2.1.4.

## 1. Design Principles

The following design principles shall apply to new construction, substantial reconstruction and rehabilitation of properties within the Village District. These principles are consistent with the legislative requirements of CGS Section 8-2j.

Additional guidance may be found in the *Secretary of the Interior's Standards for Rehabilitation* (36 CFR 67), which are regulatory for the Historic Preservation Tax Incentives program, and the Guidelines for Rehabilitating Historic Buildings, which assist in applying the Standards to historic rehabilitation projects.

- 1.1 Proposed buildings or modifications to existing buildings shall be harmoniously related to their surroundings and the terrain in the district, and to the use, scale and architecture of existing buildings in the district that have a functional or visual relationship to a proposed building or modification.
- 1.2 All spaces, structures and related site improvements visible from public roadways shall be designed to be compatible with the elements of the area of the Village District in and around the proposed building or modification.
- 1.3 The color, size, height, location, proportion of openings, roof treatments, building materials and landscaping of commercial or residential property, and any proposed signs and lighting shall be evaluated for compatibility with the local architectural motif and the maintenance of views, historic buildings, monuments and landscaping.
- 1.4 The removal or disruption of historic traditional or significant structures or architectural elements shall be minimized.

- 1.5 The building and layout of buildings and included site improvements shall reinforce existing buildings and streetscape patterns, and the placement of buildings and included site improvements shall assure there is no adverse impact on the district.
- 1.6 Proposed streets shall be connected to the existing district road network, wherever possible.
- 1.7 Open spaces within the proposed development shall reinforce open space patterns of the district, in form and siting.
- 1.8 Locally significant features of the site such as distinctive buildings or sight lines of vistas from within the district shall be integrated into the site design.
- 1.9 The landscape design shall complement the district's landscape patterns.
- 1.10 The exterior signs, site lighting and accessory structures shall support a uniform architectural theme if such a theme exists and be compatible with their surroundings.
- 1.11 The scale, proportions, massing, and detailing of any proposed building shall be in proportion to the scale, proportion, massing, and detailing in the district.

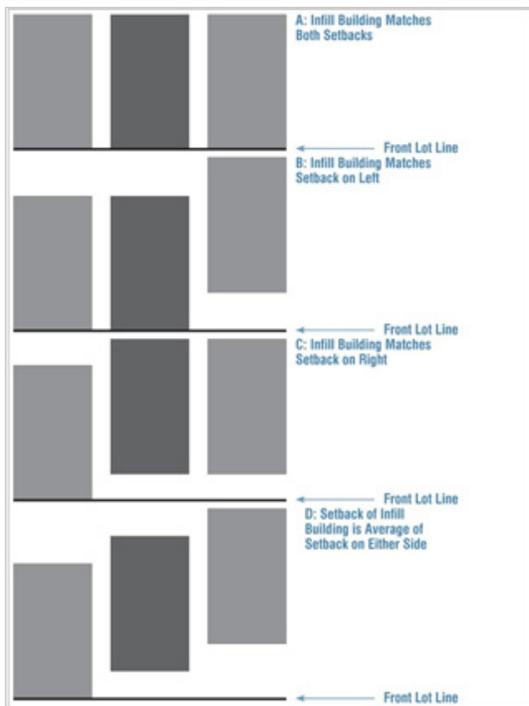


Figure 2.2.1. Setback guidelines for infill buildings.

## 2. Design Guidelines

The following design guidelines shall apply to all new construction, substantial reconstruction and rehabilitation of properties, and changes that alter the exterior appearance of buildings within the Village District and in view from public roadways.

### 2.1 Building Placement and Orientation

#### (1) Building Placement

- (a) Building placement shall respect existing patterns of building placement for the street on which they are located and define the edges of streets and public spaces.
- (b) The individuality of the building shall be subordinated to the overall continuity of the streets and public spaces.
- (c) Buildings shall be placed to conceal parking at the interior or rear of building lots.

#### (2) Building Setbacks

- (a) Infill buildings shall comply with front yard requirements set by the Village District zone.
- (b) If the adjacent buildings are setback at a distance that exceeds the minimum front yard requirements, infill buildings shall match the setback from the front lot line of the immediately adjacent buildings. If the setbacks do not match, the infill building may match one or the other, or may be an average of the two setbacks. See Figure 2.2.1.

#### (3) Building Orientation

- (a) Buildings shall be oriented with the primary building façade(s) facing the primary street frontage(s) of the site.
- (b) Building massing and façades shall be designed to frame streets and public spaces, to provide a sense of spatial enclosure and to define street edges.

- (c) Building entrances, doors and windows shall be oriented to the primary street(s)
- (d) Storefronts in commercial and mixed-use buildings shall be oriented to the primary street(s) with transparency to streets and public spaces.
- (4) Design Treatment of Edges
  - (a) Buildings that are not physically adjoined to abutters shall treat side yards and the spaces between buildings in a manner consistent with existing patterns of use, in terms of setbacks and use.
  - (b) Landscaping shall be used to define street edges and to buffer and screen edges that may have a negative visual impact, such as parking or loading areas.

## 2.2 Building Massing and Form

- (1) Relationship to Existing Context
  - (a) Building massing, form, and scale shall be complementary to and respectful of the patterns of existing buildings in the immediate vicinity.
- (2) Building Form
  - (a) The shape and massing of new and renovated buildings shall provide a balance among building height, story-height, building width and bay width that is compatible with those of adjacent buildings.
  - (b) The shape and massing of the building shall complement the abutting structures and define the edges of streets and open spaces.
  - (c) Residential buildings shall incorporate massing and façade design elements such as front porches, front-gable roofs, cross-gables, or hipped roofs with dormers that help relate their building massing to that of adjacent historic buildings. See Figures 2.2.2 and 2.2.3.



Figure 2.2.2. Front porch in residential building.



Figure 2.2.3. Front-gable roof in residential building.

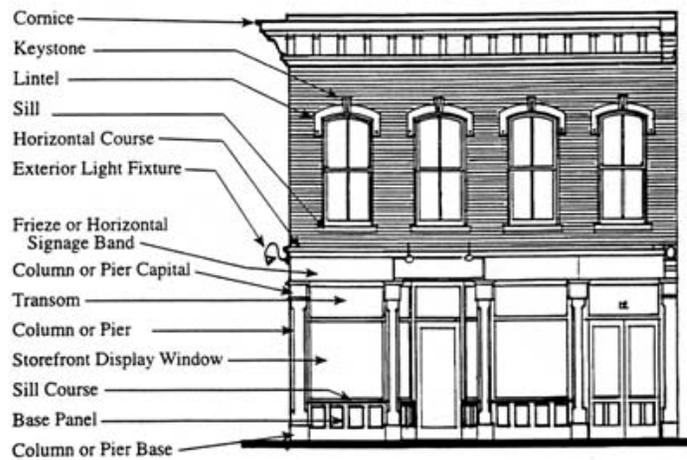


Figure 2.2.4. Commercial and mixed-use façade articulation.



Figure 2.2.5. Residential building façade articulation.

- (d) Commercial and mixed-use buildings shall incorporate massing and façade design elements such as storefronts, cornices and parapets that help relate their building massing to that of adjacent historic buildings. See Figure 2.2.4.
- (3) Scale and Proportion
- (a) The scale of proposed new or substantially rehabilitated buildings shall be compatible with the surrounding architecture and landscape context.
  - (b) The scale and proportions of building elements shall be generally compatible with those of adjacent buildings and the features and components of the façade.
  - (c) Elements that may help to relate building massing proportionally shall include: articulated building bases through a change in material or treatment; placement of windows in a regular pattern; articulation of building entries with porches or awnings, and façade and roof projections such as gabled roofs. See Figure 2.2.5.
- (4) Height
- (a) Infill buildings shall comply with height requirements set by the Village District zone.
  - (b) Where there is a discrepancy greater than ten (10) feet between the proposed building height and the height patterns of adjacent existing buildings, the Architectural Review Board shall review design proposals with the applicant for context sensitivity based upon the following: articulation of façade; building mass, scale, bulk and proportion; or other building massing considerations.

### (5) Building Roofs

- (a) Roofing materials visible from public sidewalks or streets shall be of high quality and durable, including, but not limited to: slate, copper, ceramic slate tile or architectural asphalt shingle.
- (b) Roofing materials shall not call undue attention to the roof itself with bright or contrasting colors, unless historically documented.
- (c) Building mechanical equipment located on building roofs, sites, or other locations shall not be visible from the street.

### 2.3 Building Façades

#### (1) Façade Design and Relationship to Existing Context

- (a) The façade or primary building elevation of new construction or substantial rehabilitation shall be compatible with the façade design of neighboring buildings, so as to create continuity across projects and the street edge. See Figure 2.2.6.



Figure 2.2.6. Compatible design of neighboring buildings.



Figure 2.2.7. Compatible design treatment of adjacent buildings.



Figure 2.2.8. Definition of street edges and visibility.

- (b) Primary building façades with frontage along the street shall be sensitive to the existing context of building façades along that street.
  - (c) At least two of the following design elements shall be repeated in adjacent buildings: design treatment at the ground level, front porch with ornate post elements, front gabled-roof, relative location and size of doors and windows, window style and proportions, location of signs, dominant façade material, dominant color, and dominant roof form. See Figure 2.2.7.
  - (d) New construction and substantial rehabilitation of commercial and mixed-use buildings shall be oriented to define the edges of the street and provide visibility to and from the ground floor to activate the public space. See Figure 2.2.8.
  - (e) There shall be a direct vertical correspondence between the design of the façade of the upper floors and the ground level retail façades in mixed-use buildings.
- (2) Placement and Treatment of Entries
- (a) Entrances shall be oriented to the primary street frontage and address the street with an active and welcoming entry composition that is integrated into the overall massing and configuration of the building.
  - (b) Building entries may add components to the building façade such as porches, canopies, glazed areas and stoops.
  - (c) Commercial and mixed-use buildings shall provide a high level of visibility and transparency into storefronts and ground floor uses. See Figure 2.2.9.
  - (d) Building and shop entrances shall be recessed to a minimum depth equal to the width of the door to prevent doors from swinging into the sidewalk.
- (3) Façade Materials
- (a) Materials shall be selected to be compatible with or complementary to the materials that characterize the Village District.

- (b) Building façade exterior materials, including architectural trim and cladding, shall be of high quality and durable, including but not limited to: stone, brick, wood shingles or clapboard, wood trim, metal, glass, sustainable cement masonry board products and integrated or textured masonry.
  - (c) Materials on the façade that are subject to deterioration (plywood or plastic) shall be avoided or removed and replaced with more durable materials (wood shingles, clapboard, brick or metal).
  - (d) Repairs and alterations must not damage or destroy materials, features or finishes that are important in defining the building's historic character.
  - (e) Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials.
  - (f) Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.
  - (g) Efforts shall be made to preserve or replicate the historical wood trim around windows, doors and building corners.
  - (h) Exterior material may not include vinyl or aluminum siding.
  - (i) Wood lattice or perforated metal panels may not be used to screen front porches and windows due to lack of precedent in historic New England architecture. Operable window shutters or blinds are recommended as substitutes.
  - (j) Uninterrupted, multi-level glazing may not be used as a primary façade design treatment.
- (4) Roof Parapet and Cornice Lines
- (a) Building cornice lines shall be maintained, preserved, or recreated to define building façades and create façade components consistent with historic parapet or cornice lines as originally designed and built in the Village District commercial areas. See Figure 2.2.10.



Figure 2.2.9. High level of visibility and transparency in storefronts.



Figure 2.2.10. Cornice detail in historic mixed-use building.



Figure 2.2.11. Preservation of historic window patterns.

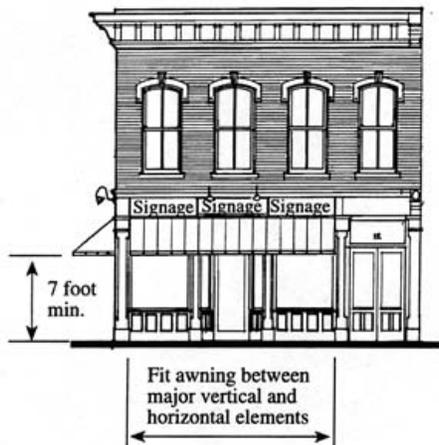


Figure 2.2.12. Location of storefront awnings and signs.

(5) Proportion and Pattern of Windows

- (a) Original window patterns and openings shall be preserved or restored in the redevelopment of existing structures, including conservation and repair to preserve historical trim and details. See Figure 2.2.11.
- (b) New construction shall acknowledge and respond to existing window patterns of adjacent buildings in proportion, scale, rhythm and number of openings.

(6) Transparency

- (a) Buildings with commercial use at the ground level shall have at least 40% of the ground floor façade in transparent windows and storefronts.
- (b) Along the secondary façades that face pedestrian alleys or connections, façades must achieve at least 15% transparency.
- (c) Windows on the ground floor of the primary façade of commercial buildings shall not be mirrored or use tinted glass or be obstructed by curtains, shades, or blinds.

(7) Awnings and Signage

- (a) Awnings and signs may not obscure important architectural details by crossing over pilasters or covering windows.
- (b) Multiple awnings or signs on a single building shall be consistent in size, profile, location, material, color and design. On multi-tenant buildings the awnings and signs shall be allowed to vary in color and details, but shall be located at the same height on the building façade. See Figure 2.2.12.

2.4 Landscape

(1) Landscape Use and Orientation

- (a) Landscape features shall define edges, and frame streets and public spaces, while shielding negative views such as dumpsters or loading areas.

- (b) Plantings shall not obscure site entrances and exit drives, access ways, or road intersections.
  - (c) Tree species shall be selected to maintain adequate height clearances for sidewalk circulation and visibility of commercial storefronts.
  - (d) Site and landscape features shall be integrated with the design of new construction and substantial rehabilitation, in order to reflect a coordinated site and building design.
- (2) Open Spaces
- (a) Public and private open spaces shall be designed, landscaped, and furnished to be compatible with or complementary to the overall character of the Village District.
- (3) Rain Gardens
- (a) Rain gardens may be provided as a contributing element of the site drainage, and integrated into the overall site landscaping.
  - (b) Plantings shall be well adapted to wetland edge environments, including grasses, sedges, shrubs, or trees that tolerate intermittent wet conditions and extended dry periods.
- (4) Stone Walls
- (a) The existing stone walls that characterize the neighborhood landscaping shall be preserved, repaired and maintained. See Figure 2.2.13.
  - (b) New development on sloping terrain shall incorporate the design and construction of stone walls into the site plan and landscaping, in ways consistent with the historic design patterns visible in the neighborhood.
- (5) Trees
- (a) Existing trees, and in particular healthy and mature trees that characterize portions of the neighborhood shall be preserved to the extent possible, and they shall be incorporated into the proposed site plan. See Figure 2.2.14.



Figure 2.2.13. Existing historic stone walls.



Figure 2.2.14. Existing trees and mature vegetation.



Figure 2.2.15. Cut-off light fixture.

- (b) Existing trees shall be protected from damage during site construction and staging, according to best management practices.
- (c) New trees and shrubs shall be selected from indigenous species native to the region or species adapted to the area.

## 2.5 Lighting

### (1) Glare

- (a) Lighting shall not cast glare onto streets, public ways, the sky, or onto adjacent properties.

### (2) Light Fixtures

- (a) Site lighting shall be set at a low luminaire height (bottom of fixture not higher than 12-14 feet for pedestrian areas, and 18-20 feet for parking lots). See Figure 2.2.15.
- (b) Light fixtures shall be the “cut-off” variety, projecting all light down towards the pavement (less than 90 degrees from the vertical line).
- (c) Decorative fixtures do not need to be the cut-off variety, but shall be equipped with interior reflectors or shields to direct light at the desired target.
- (d) LED fixtures and solar-powered lights shall be used wherever possible.
- (e) Flood and area lighting are strongly discouraged.

## 2.6 Parking

### (1) Parking Placement

- (a) Parking areas shall be located on the interior of blocks, behind buildings, or at the rear of sites, away from prominent site edges, public spaces, and streets (except minimum required parking for single-family and two-family dwellings).

### (3) Screening and Landscaping

- (a) Parking areas shall be separated from the street and adjacent residential properties by landscaped buffers of between five (5) feet and eight (8) feet in width.
- (b) Parking areas may be screened from street view by fences, gates, walls, permanent planters, or hedges. See Figure 2.2.16.

(4) Curb Cuts

- (a) Curb cuts shall be minimized and combined whenever possible into one main access point per property.
- (b) Curb cuts and driveways of adjacent properties may be combined into one shared access point following provisions of the Building Zone Regulations.

## 2.7 Streetscape and Sidewalks

(1) Pedestrian Access

- (a) New construction and public infrastructure improvements shall reinforce a network of continuous, convenient and safe pedestrian connections along sidewalks to and from all pedestrian entrances.
- (b) Sidewalks and pedestrian paths shall incorporate appropriate lighting, street furniture, landscaping, and signage consistent with the Village District design character.
- (c) The pedestrian network shall not include streets or spaces that are primarily used for vehicular connections, deliveries and services.

(2) Sidewalk Configuration

- (a) Sidewalks shall have a minimum unobstructed width of 4'-0".
- (b) In commercial areas, and when allowed by street dimensions, sidewalks may be widened to accommodate street trees, landscaping, and outdoor furnishing and amenities. See Figure 2.2.17.



Figure 2.2.16. Screening of parking areas.



Figure 2.2.17. Widened sidewalks for trees and street furniture.

- (c) Sidewalks shall be continuous and uninterrupted at driveways and curb cuts to strengthen priority for pedestrians.
- (3) Special Paving
  - (a) Unit pavers may be used to enhance the character of sidewalks, pathways, and outdoor sitting areas.
  - (b) When employed, unit pavers shall be selected and set in a manner that limits uneven surfaces or joints that would become an impediment to accessibility.
- (4) Street Furniture
  - (a) Street furniture, such as benches, bike racks, trash and recycling receptacles, shall be clustered at convenient locations that are plainly visible and accessible.

### 5.5.3 DESIGN REVIEW PROCESS

Design Review and recommendation by the Architectural Review Board is mandatory for all projects meeting the requirements in §118-533. Lexington Avenue Village District under the

authority of the Commission. The Architectural Review Board will issue a recommendation for approval if the project meets the Village District Review Standards on §118-533.D(3) and all other applicable design principles, guidelines and requirements, including the Lexington Avenue Design Guidelines.

#### 1. Process Requirements

The Architectural Review Board shall submit a report and recommendation to the Commission within thirty-five days of the receipt of the application. The basis for the recommendation of the Architectural Review Board shall be the compliance of the application with the Village District Review Standards on §118-533.D(3) and all other applicable design principles, guidelines and requirements, including the Lexington Avenue Design Guidelines.

The Commission will enter this report and recommendation into the public record and consider it as part of their deliberations. Any delay in the submission of the report will not alter any

other time limit imposed by the regulations. Any report or recommendation from a third party design professional or outside specialist, such as those listed under *Section 5.5.1.2 Architectural Review Board*, shall also be entered into the public hearing record.

As part of any recommendation of a Compliance Alternative under *Section 5.5.3.2 Compliance Alternative* below, the Architectural Review Board must provide a written determination and finding that the alternative approach meets the requirements of the Design Principles. Such determination should state the applicable guideline(s), the reason for granting an alternative, the applicable Design Principles, and how the alternative meets the Design Principles.

##### 1.1. Submission Requirements

The following items shall accompany a Design Review Application:

- (1) A map showing the property location.
- (2) Color photos of the building and site existing conditions.

- (3) Scaled drawings of proposed elevations of any façade visible from the public way, including site context.
- (4) Shop drawings for any proposed fixtures, and swatches and color chips for all fabric and colors utilized.

## 2. Compliance Alternative

If the Architectural Review Board and the Applicant jointly agree that a proposed design meets the intent of *Section 5.5.2.1 Design Principles* but does not meet the requirements of *Section 5.5.2.2 Design Guidelines*, the Commission may accept the proposed design provided that it meets the public purpose of *Section 5.5.2.1 Design Principles*.

A Compliance Alternative must accomplish the relevant Design Principle. The Applicant must submit documentation that indicates the specific proposed alternative method or standard that will be used, why the Design Guidelines are not applicable to the application, and how

the project is fully compliant with the Design Principles. Recommendation of approval by the Architectural Review Board of a Compliance Alternative is discretionary, but shall not be unreasonably withheld if the Applicant has provided sufficient documentation to justify such request. The use of the Compliance Alternative must be by mutual consent between the Architectural Review Board and the Applicant.

## 3. Additional Materials for an Application Related to Existing Historic Buildings

The Applicant must supply documentation of the original style of the building and a narrative of how improvements are consistent with the style or how the improvements vary, and a rationale for why the variation should be approved under *Section 5.5.3.2 Compliance Alternative*. For the purposes of these guidelines, historic buildings are herein defined as those constructed on or before 1965, said year to be determined by the records of the Office of the Tax Assessor

of the City of Norwalk, and all buildings listed in the Historic Resources Inventory contained in the Springwood-Whistleville National Register District.

The Applicant must supply pictures of the original building(s) (if applicable), the buildings to either side of the proposed project and the view from across the street. The narrative should indicate how the proposed building change or addition is consistent with the context and describe the treatments of façades facing public streets or public parking areas. Any request for a variation from these Design Guidelines should include a statement as to why the variation should be approved under *Section 5.5.3.2 Compliance Alternative*.

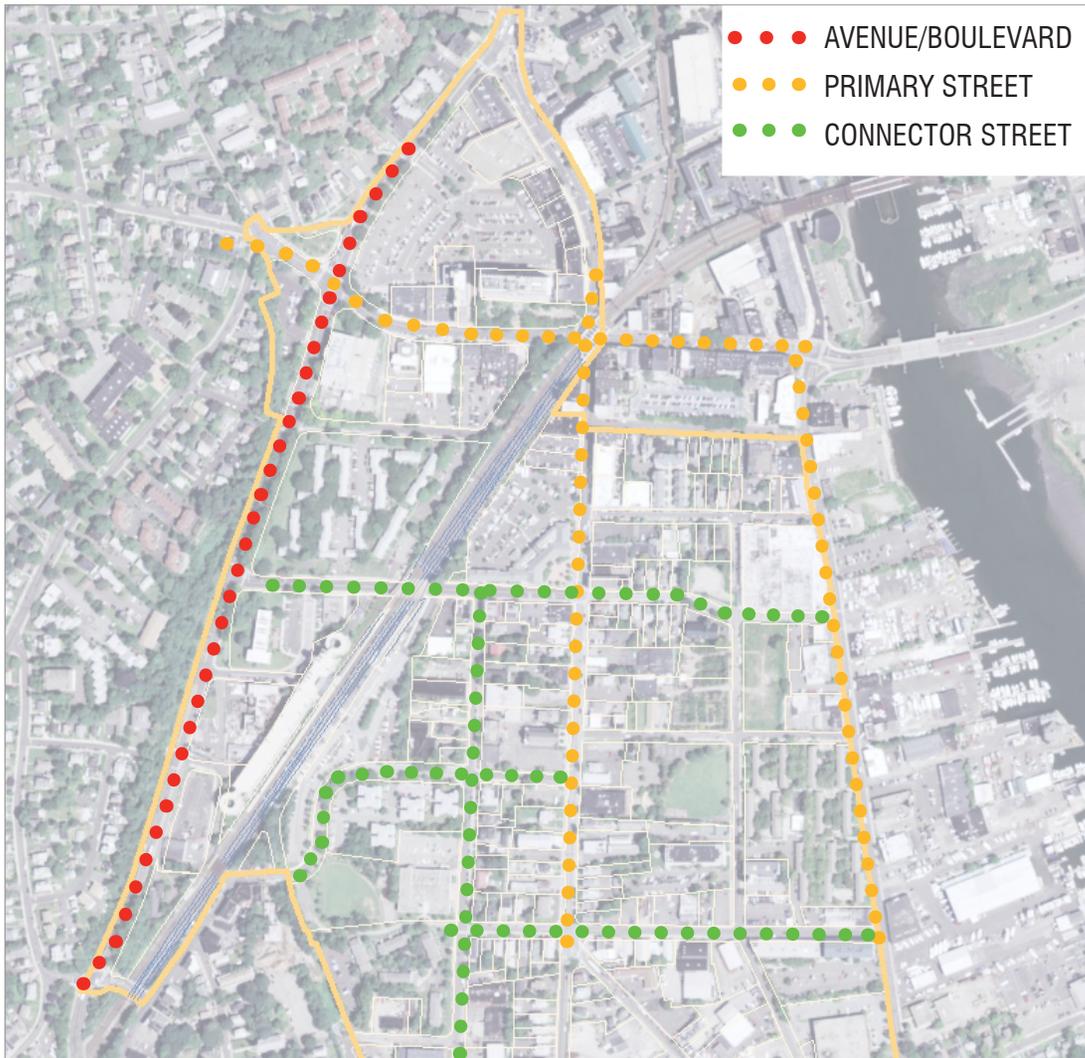


Figure 5.5.2: Street Hierarchy

## 5.6 Public Infrastructure and Connecting Private Infrastructure

### 5.6.1 PURPOSE

In order to unlock private investments, the Norwalk Redevelopment Agency may undertake public infrastructure improvements within the TOD District. Improvements may also be constructed as part of the public amenities for a private development, as part of an urban renewal project by the Norwalk Redevelopment Agency, or as part of project undertaken by the City of Norwalk. The following design guidelines should be used for these improvements in order to align the physical environment with the overall goals of this Redevelopment Plan.

Private development projects that affect the public infrastructure should also follow these guidelines when installing connections between public infrastructure and private sidewalks, driveways, internal streets, and parking lots or

when replacing public infrastructure disturbed by construction activities.

Any infrastructure, surface finishes and treatments, and amenities installed in the public right-of-way must meet City standards for long-term maintenance and durability.

## 5.6.2 STREET HIERARCHY

This section includes specific recommendations for public infrastructure improvements for particular street types. These recommendations should be implemented in conjunction with the more general design guidelines in the rest of this section. Streets not listed below are Neighborhood Streets and should follow the general design guidelines for public infrastructure.

### 1. Avenue/Thoroughfare

#### **Applies to: Martin Luther King, Jr. Drive**

- 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 of Martin Luther King, Jr. Drive.

- Pedestrian walkways should be continuous and connected on both sides of Martin Luther King, Jr. 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 Martin Luther King, Jr. 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 Martin Luther King, Jr. 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 Martin Luther King, Jr. Drive; the Spring/Hamilton Street crossing in particular would benefit from this enhancement.
- Road crossing and intersections should provide adequate sight 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.

- The pedestrian environment should be enhanced and made safer with a secondary system of lighting for pedestrian paths and enhanced street lighting at crossings.
- A signage system throughout the district should direct through traffic to Martin Luther King, Jr. Drive, identify major destinations and connecting routes along Martin Luther King, Jr. Drive, and create clear direction to public parking in the area.

## 2. Primary Street

### **Applies to: Washington Street, South Main Street, and Water Street**

- 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.
- Add gateway signage or sculptural components, street banners, simple and coordinated paving patterns or other elements of continuity that could reinforce the TOD District as a contiguous district.

- Provide public benches that are integrated with the placement 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.
- Install other pedestrian amenities may include pedestrian-scaled lighting, bollards, public art, fountains, drinking 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.
- Create a primary north-south bicycle connectors for the TOD District with dedicated bicycle lanes or paths should be provided as part of the roadway width to protect pedestrians on the sidewalk.

## 3. Connector Street

### **Applies to: Hanford Place/Monroe Street, Raymond/Henry/Mulvoy**

### **Streets, Concord Street, Chestnut Street**

- 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.
- Hanford Place should be enhanced and promoted as a potential cross-city 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.

### 5.6.3 PUBLIC PARKING

- On-street parking should be encouraged where 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 a 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 unsafe or vacant lots.
- Low architectural walls, earth berms or other landscape features should be used to visually conceal much of a parked vehicle while also allowing views into and out of parking areas to ensure a sense of safety and visibility.
- 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 require moving the car from destination to destination.

### 5.6.4 PEDESTRIAN NETWORK

#### 1. Sidewalks

- Sidewalks will meet the requirements of the Department of Public Works in the City of Norwalk.

#### 2. Crosswalks

- Crosswalks will meet the requirements of the Department of Public Works in the City of Norwalk.

#### 3. Bicycle Lanes

- Bicycle lanes and corridors shall meet the requirements of the American Association of State Highway and Transportation Officials (AASHTO).

### 5.6.5 STREETSCAPE

#### 1. Streetscape Elements and Furniture

- Streetscape elements and furniture may include landscape plantings, benches, alter-

native 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.

- 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.

## 2. Bicycle Amenities

- 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.
- Bicycle storage should be provided at the Rail Station for both short term and overnight uses.

## 3. Lighting

- Lighting throughout the TOD District 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.

- General roadway lighting, secondary pedestrian lighting, and exterior building lighting should be designed and installed as a full cutoff to prevent light dispersion or glare above a 90-degree horizontal plane. Light overspill and glare onto neighboring properties should be avoided.
- Downward-directed, lighting consistent with the recommendations of the International Dark-Sky Association (IDA) is preferred. The IDA has a Fixture Seal of Approval for light fixtures and components that meet their recommendations.
- Locations of light fixtures should avoid reduction of sidewalk widths and required clearances.
- 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.
- Lighting should be provided at a pedestrian scale. On Primary, Connector and Neighborhood Street Types, pedestrian-scaled lighting may be the primary source of street lighting; for For Avenue/Thoroughfare Street Types, the 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.

## 4. Pavement Treatments

- Paving materials should be applied consistently throughout the district and provide the 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, such as stamped asphalt and concrete and thermoplastic applied asphalt patterns.

## 5. 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 District from other areas within the City should be signified by the treatment of gateway intersections and signal 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.

## 6. Wayfinding Signage

- Different types of public wayfinding signage include the following: district gateway, vehicular directional, vehicular destination, parking, pedestrian directional, informational, special/commemorative/historic, destination identification, and 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 District.
- 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.

### 5.6.6 LANDSCAPE ELEMENTS AND PLANTINGS

#### 1. General

- Landscape and planting strategies and designs should have a hierarchical use of trees and plantings, such as: canopy tree, sub-canopy tree, under-story flowering tree or shrub, evergreen trees or shrubs, ground covers, wild flowers, field flowers and lawns.
- Plantings should be planned for a long life cycle. Considering plant selection and a care-

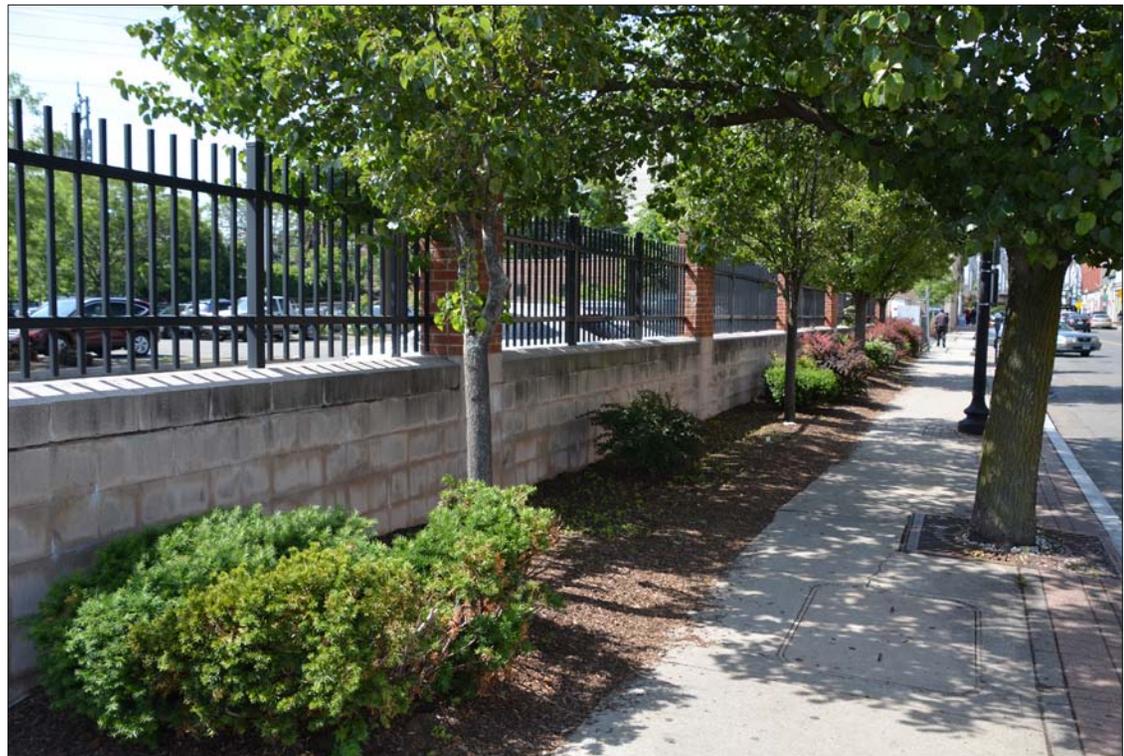
fully planned plant maintenance schedule. Plantings should be considered for ease of maintenance and Norwalk's climate (US Plant Hardiness Zone 6) including maintaining and pruning trees.

- The species of plantings should be drought tolerant, native or adapted to the New England climate, and non-invasive.
- 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.
- Landscape and planting strategies and designs should include LID (low impact development) techniques for managing on-

site stormwater including bioswales, rain gardens, filter ships, porous paving, etc.

## 2. Park Plantings

- Park plantings should be designed to complement the scale of spaces, define views, and reinforce the appeal created by positive developments within the TOD District.
- Park plantings should use 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.



### 3. Streetscape Plantings

- 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 and maintenance procedures, and to coordinate with their List of Appropriate Street Trees.

### 5.7 Glossary of Terms

Many traditional terms are used to describe portions of buildings, storefronts, site features and other design elements. This Glossary has been prepared to explain such terms that are used in the Design Guidelines.

- **AWNING** – A sheltering or covered frame, often of fabric, either stationary or on a retractable system attached to a structure. The awning does not receive stanchion support as in a canopy.
- **AWNING OR CANOPY SIGN** – A sign painted, stamped, perforated, stitched, or otherwise applied on an awning, canopy or marquee, including backlit signs.
- **BIOSWALE** – A landscape feature that controls stormwater runoff on site and allows it to infiltrate the ground. Bioswales vary in size and may be part of a larger stormwater management system.
- **BUFFER** – Landscape or fencing that is used to screen and/or mitigate the impacts of utilitarian elements of a building or site, such as dumpsters, loading areas, or mechanical equipment.
- **BUFFER ZONE** – Land which is maintained in either a natural or landscaped state, and is used to screen and/or mitigate the impacts of development on surrounding areas, properties or rights-of-way.
- **BUILDING HEIGHT** – The vertical distance from grade to the top of the highest point of the roof or structure.
- **CANOPY** – A sheltering or covered frame, often of fabric, which is attached to a structure at the inner end and receiving stanchion support at the outer end.
- **COMPATIBLE** – A visual and aesthetic consideration that allows two parts to exist or occur together without conflict or diminishment of the other part.
- **DARK-SKY** – An effort to reduce light pollution intending to increase the number of stars visible at night, reduce the effects of unnatural lighting on the environment and cut down on energy usage. The dark-sky movement encourages the use of full-cutoff light fixtures that cast little or no light up-

ward in public areas. For more information, see the International Dark-Sky Association's website at <http://www.darksky.org>.

- **DIRECTORY SIGN** – A sign that identifies the names and/or location of establishments in a multi-tenant building or multi-tenant development.
- **DIRECTION SIGN** – A sign identifying on-premises traffic, parking or other functional activity, which bears no language or symbols for business identification or advertising.
- **DORMER** – A roof-covered projection from a sloped roof. A window set in a small gable projecting from a roof.
- **ENTABLATURE** – The upper panel of moldings and bands which lie horizontally above columns. Entablatures are important elements of classical architecture. They are a common area to provide the most prominent signage for a building.
- **FAÇADE** – Any side of a building. The exterior walls of a building exposed to public view or that wall viewed by persons not within the building.
- **FENCE** – Any artificially constructed barrier of any material or combination of materials used as a boundary, or erected to prevent intrusion, or to enclose, buffer, or screen areas of land.
- **FILTER STRIP** – Often planted with grass, filter strips slow surface water runoff and captures sediments and potential pollutants from a site before it flows into a water body.
- **FULL-CUTOFF LIGHT FIXTURE** – A light fixture that casts little or no light upward.
- **GABLE** – The vertical surface that connects two or more sloped roofs. The triangular shaped wall section formed by the two slopes of a roof.
- **GROUND FLOOR** – That building floor which is substantially level with the exterior grade of the lot at the main entrance to a structure.
- **HUMAN-SCALED** – The proportional relationship of a particular building, structure, or streetscape element to the human form and function.
- **LANDSCAPED AREA** – The part or parts of a lot developed and permanently maintained in grass and other plant materials, in which the space is open to the sky and is free of all vehicular traffic, parking, loading, and outdoor storage.
- **LANDSCAPE MAINTENANCE PLAN** – A document that describes the intentions and specifications for maintaining landscape to be installed as part of a development including pest management, irrigation, fertilization, mulching, pruning, staking, and seeding requirements to establish and enhance the health of installed landscape.
- **LOT** – The basic development unit for determination of lot area, depth, and other dimensional regulations. A single area of land in one ownership defined by bounds or boundary lines in a recorded deed or shown on a recorded plan.
- **LOT FRONTAGE** – That portion of a lot abutting a street. The length of a lot line(s) measured at the street right-of-way.
- **LOW IMPACT DEVELOPMENT (LID)** – a term used to describe land planning and engineering design approaches that manage stormwater runoff with an emphasis on

- conservation, use of on-site natural features, and the protection of water quality.
- **MANSARD** – A roof having a double slope on all four (4) sides, the lower slope being much steeper. A partial mansard façade consists of the lower slope on one (1) or more sides, with no direct relationship to the upper roof.
  - **MASSING** – The overall form of a building, its physical bulk and volume as it relates to the site.
  - **MASTER SIGNAGE PLAN** – A written and graphic document that portrays a coordinated signage scheme for all signs for a building that contains two or more establishments or for a multi-tenant development. A Master Signage Plan shall address sign type, location, dimensions, surface area, materials and lighting.
  - **NECK-DOWN** – Also referred to as a curb extension. A traffic calming measure that extends the curb into the street at an intersection to reduce the pedestrian crossing distance.
  - **PARAPET** – A low wall or railing that extends above the roof of a building.
  - **PEDESTRIAN-ORIENTED** – Describes an approach to circulation or accommodation in which the pedestrian is the primary consideration.
  - **PEDESTRIAN-SCALE** – The relationship between an individual and his or her environment, whether natural or built, which contributes to an individual’s comfort and sense of accessibility.
  - **PIER** – An upright support for a superstructure, such as an arch or bridge. Specific to façades, it often refers to a raised column-like element used to frame windows or bays.
  - **RAIN GARDENS** – A rain garden is a depression that allows surface water to infiltrate the ground. Plantings used for the rain garden should be native or adapted plants that are suitable for wetland edges.
  - **SETBACK** – The minimum horizontal distance between the street, right-of-way line or lot line and the building. The distance between a structure and any lot line.
  - **SIGNAGE** – Design or use of signs and symbols to communicate a message to a specific group, usually for the purpose of marketing or direction. Signage is a term that refers collectively to a group of individual signs.
  - **SITE PLAN** – A scaled illustration depicting the planned layout of buildings, parking, driveways, sidewalks, landscape, stormwater facilities, and other features of the lot. The site plan is one element of the required information of a site plan submittal or application.
  - **STREETSCAPE** – The collection of elements that constitute the physical makeup of a street and that, as a group, define its character including building frontage, street paving, street furniture, landscaping, open space areas, and lighting.
  - **VISTA** – A unique view to or from a particular point through a passage or opening in a feature of a building or site.
  - **WAYFINDING** – Wayfinding signage refers to a family of signage products created for the purpose of directing people to and from a defined area, all while guiding them through paths, marking destinations reached, and providing both essential and commercial instructions and data along the way.

- **YARD** – Any open space on the same lot with a principal building, unoccupied, and unobstructed from the ground to the sky, except for accessory buildings or structures, or such projections as are expressly permitted in zoning regulations. A yard lies between the principal building and the lot lines.
- **ZONING DISTRICT** – The basic unit in zoning. A portion of land in a community to which a uniform set of regulations applies, or a uniform set of regulations for a specific use.



# **6. REGULATIONS ON DEVELOPMENT**

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## 6.1 Parcel Regulations

This section includes the obligations of private developers who acquiring property from the Norwalk Redevelopment Agency. Developers are subject to all controls under *Section 3 Land Use*, *Section 5 Design Guidelines*, and *Appendix 8.D Proposed Zoning Changes*. In additions, the following regulations will apply:

- 6.1.1 There shall be no restriction of occupancy or use of any part of the project area on the basis of race, creed, color, sex, or national origin. All leases and sales agreements to the land and to the improvements on the land shall include this requirement and that or conformance with all such applicable law.
- 6.1.2 If a Request for Proposals (RFP) is issued for a parcel under the control of the Norwalk Redevelopment Agency, development of that parcel shall be governed by the terms of the LDA. Notwithstanding, the site plan, landscaping plan, and the exterior design of all building shall be subject to the review and approval of the Norwalk Redevelopment Agency, on the basis of the controls and guidelines set for by this plan in *Section 3 Land Use* and *Section 5 Design Guidelines*.
- 6.1.3 The construction of certain public improvements may be required as a precondition to the redevelopment of parcels within the Redevelopment Area. Developers shall work cooperatively with the City to ensure that such improvements are constructed in a timely manner. Any required improvements must be built according to the standards of the City of Norwalk and *Section 5 Design Guidelines* and they must be accepted by the City of Norwalk as complete and standard prior to the issuance of a temporary or final certificate of Occupancy for the private development.
- 6.1.4 Private actions within the Redevelopment Area may result in the displacement of families. The Norwalk Redevelopment Agency recommends the developer work with the City to provide priority accommodation for families within City-regulated housing inventory. The family should be given priority first for appropriate City-regulated housing within the Redevelopment Area and, if no such housing is available or suitable, the family should be given priority for appropriate City-regulated inventory within a reasonable distance of the housing from which the family was displaced.

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## 6.2 Applicability and Duration

These regulations apply to development proposals for any of the parcels within the South Norwalk TOD Redevelopment Area shown on *Figure 1-1: South Norwalk TOD Redevelopment Area Boundary* and identified in *Appendix 8.A Project Area Boundaries*.

Except as specifically amended by the Norwalk Redevelopment Agency, all requirements and controls in this plan shall be binding and in force for 10 years after the date of approval.

The legislative body must review the plan at least once every ten years after initial approval and reapprove or amend the plan at least once every ten years after initial approval in order for the plan to remain in effect.

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## 6.3 Property Acquisition Plan

The Norwalk Redevelopment Agency does not anticipate purchasing properties to meet the goals of this Redevelopment Plan.

Should properties be acquired to support an urban renewal project, this Redevelopment Plan must be amended as described in *Section 6.4 Plan Approval and Amendments*.

Properties acquired by the Norwalk Redevelopment Agency may be disposed of by lease or sale at the option of the Agency. Such disposition will specify the required schedule for commencement and completion of construction on a parcel. No designated developer may sell its interest in a parcel prior to completion of development without the written permission of the Norwalk Redevelopment Agency.

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## 6.4 Plan Approval and Amendments

### 6.4.1 PROCEDURE FOR APPROVAL

Pursuant to state legislation, the following process must be completed prior to the approval of this Redevelopment Plan by the Norwalk Redevelopment Agency and the Common Council of the City of Norwalk:

- The Norwalk Redevelopment Agency must request a written determination by the Planning and Zoning Commission that the Redevelopment Plan is consistent with the City of Norwalk's Plan of Conservation and Development.
- The Norwalk Redevelopment Agency must hold a public hearing on the Redevelopment Plan.
- The Norwalk Redevelopment Agency may approve the Redevelopment Plan after the public hearing subject to certain findings as stated in Section 8-127 of Chapter 130 of the Connecticut General Statutes.
- The legislative body must approve the Redevelopment Plan before it takes effect, as required by Section 8-136 of Chapter 130 of the Connecticut General Statutes.
- The Norwalk Redevelopment Agency must publish a notice of the initial approval of the Redevelopment Plan in a newspaper having general circulation in the municipality.

The Norwalk Redevelopment Agency must publish the Redevelopment Plan on its website at least thirty-five days prior to the public hearing.

The Norwalk Redevelopment Agency must publish the notice of the public hearing at least twice in a newspaper of general circulation within Norwalk. The first notice must be published not less than two weeks before the date of the hearing.

## 6.4.2 PLAN AMENDMENTS

The Norwalk Redevelopment Agency may make minor modifications to this plan at any time. Minor modifications require the approval of the Commissioners of the Norwalk Redevelopment Agency and include :

- Correction of typographical errors.
- Removal of parcels or addition of parcels to the Redevelopment Area that are less than 1% of the total area of the Redevelopment Area.

Major modifications are governed by Section 8-136 of Chapter 130 of the Connecticut General Statutes and must follow the process outlined in *Section 6.4.1 Procedures for Approval*. Major modifications include the following:

- Changes to the Redevelopment Area Boundary (other than that described above).
- Changes to the Goals of the Plan.
- Changes to the Design Guidelines.
- Any change that effectively creates a new redevelopment plan under Chapter 8-127 of the Connecticut General Statutes.

Approval for minor or major modifications shall be obtained from any affected developers or their successors in interest who had purchased or leased property under the terms of this plan before such modifications are effective.

All amendments to this Redevelopment Plan shall be recorded in *Section 7 Amendments*.



# 7. AMENDMENTS

*Any amendments to this Redevelopment Plan under Section 6.4.2 Plan Amendments shall be recorded in this section.*



# **8. APPENDICES**

## **8.A. PROJECT AREA BOUNDARIES**

## 8.A. Parcels within the Redevelopment Area

The following tables list the parcels within the Redevelopment Area by subarea.

### 8.A.1 PARCELS WITHIN THE TOD DISTRICT

2-25-1-0	2-44-10-207	2-44-28-104	2-46-1-A2	2-46-1-D2	2-46-1-G5
2-25-2-0	2-44-10-208	2-44-28-105	2-46-1-A3	2-46-1-D3	2-46-1-G6
2-25-5-0	2-44-10-209	2-44-28-107	2-46-1-A4	2-46-1-D4	2-46-1-G7
2-25-6-0	2-44-10-210	2-44-28-201	2-46-1-A5	2-46-1-D5	2-46-1-G8
2-25-12-0	2-44-10-211	2-44-28-202	2-46-1-A6	2-46-1-D6	2-46-1-G9
2-25-13-0	2-44-10-301	2-44-28-203	2-46-1-A7	2-46-1-D7	2-46-1-H1
2-25-18-0	2-44-10-302	2-44-28-204	2-46-1-A8	2-46-1-D8	2-46-1-H10
2-25-19-0	2-44-10-303	2-44-28-205	2-46-1-A9	2-46-1-D9	2-46-1-H2
2-25-20-0	2-44-10-304	2-44-28-206	2-46-1-B1	2-46-1-E1	2-46-1-H3
2-25-28-0	2-44-10-305	2-44-28-207	2-46-1-B10	2-46-1-E2	2-46-1-H4
2-25-29-0	2-44-10-306	2-44-28-301	2-46-1-B2	2-46-1-E3	2-46-1-H5
2-25-30-0	2-44-10-307	2-44-28-302	2-46-1-B3	2-46-1-E4	2-46-1-H6
2-25-34-0	2-44-10-308	2-44-28-303	2-46-1-B4	2-46-1-F1	2-46-1-H7
2-41-1-0	2-44-10-309	2-44-28-304	2-46-1-B5	2-46-1-F10	2-46-1-H8
2-42-2-0	2-44-10-310	2-44-28-305	2-46-1-B6	2-46-1-F11	2-46-1-H9
2-42-3-0	2-44-13-0	2-44-28-306	2-46-1-B7	2-46-1-F2	2-46-1-I1
2-42-3A-0	2-44-14-0	2-44-28-307	2-46-1-B8	2-46-1-F3	2-46-1-I2
2-42-4-0	2-44-19-0	2-44-30-0	2-46-1-B9	2-46-1-F4	2-46-1-I3
2-44-1-0	2-44-20-0	2-44-31-0	2-46-1-C1	2-46-1-F5	2-46-1-I4
2-44-6-0	2-44-21-0	2-45-1-0	2-46-1-C10	2-46-1-F6	2-46-1-I5
2-44-7-0	2-44-22-0	2-45-2-0	2-46-1-C11	2-46-1-F7	2-46-1-I6
2-44-8-0	2-44-23-0	2-45-10-0	2-46-1-C2	2-46-1-F8	2-46-1-I7
2-44-9-0	2-44-25-0	2-45-11-0	2-46-1-C3	2-46-1-F9	2-46-1-I8
2-44-10-0	2-44-28-1	2-45-12-0	2-46-1-C4	2-46-1-G1	2-46-1-I9
2-44-10-201	2-44-28-2	2-46-1-A1	2-46-1-C5	2-46-1-G10	2-53-5-0
2-44-10-202	2-44-28-3	2-46-1-A10	2-46-1-C6	2-46-1-G11	2-53-6-0
2-44-10-203	2-44-28-4	2-46-1-A11	2-46-1-C7	2-46-1-G12	2-55-1-0
2-44-10-204	2-44-28-101	2-46-1-A12	2-46-1-C8	2-46-1-G2	2-55-2-0
2-44-10-205	2-44-28-102	2-46-1-A13	2-46-1-C9	2-46-1-G3	2-55-3-0
2-44-10-206	2-44-28-103/06	2-46-1-A14	2-46-1-D1	2-46-1-G4	2-55-4-0

2-55-5-0	2-58-17-0	2-61-2-0	2-62-12-310	2-63-1-0	2-64-4-2A	2-64-4-4G	2-75-138-22
2-55-6-0	2-58-18-0	2-61-3-0	2-62-12-311	2-63-2-0	2-64-4-2B	2-64-4-4H	2-75-138-23
2-55-7-0	2-58-22-0	2-61-4-0	2-62-12-312	2-63-3-0	2-64-4-2C	2-64-4-4I	2-75-138-24
2-55-19-0	2-58-23-0	2-62-2-0	2-62-12-313	2-63-4-0	2-64-4-2D	2-64-4-4J	2-75-138-25
2-55-21-0	2-58-24-0	2-62-3-0	2-62-12-401	2-63-5-0	2-64-4-2E	2-64-4-4K	2-75-138-26
2-55-22-0	2-58-25-0	2-62-10-0	2-62-12-402	2-63-7-0	2-64-4-2F	2-64-4-4L	2-75-138-27
2-55-24-0	2-58-26-0	2-62-11-0	2-62-12-403	2-63-8-0	2-64-4-2G	2-75-127-0	2-75-138-28
2-55-27-0	2-58-27-0	2-62-12-0	2-62-12-404	2-63-9-0	2-64-4-2H	2-75-130-0	2-75-138-29
2-55-28-0	2-58-28-0	2-62-12-201	2-62-12-405	2-63-10-0	2-64-4-2I	2-75-133-0	2-75-138-30
2-55-29-0	2-58-29-0	2-62-12-202	2-62-12-406	2-63-11-0	2-64-4-2J	2-75-138-1	2-75-138-31
2-55-30-0	2-58-30-0	2-62-12-203	2-62-12-407	2-63-12-0	2-64-4-2K	2-75-138-10	2-75-138-32
2-57-1-0	2-58-31-0	2-62-12-204	2-62-12-408	2-63-13-0	2-64-4-2L	2-75-138-11	2-75-138-33
2-57-2-0	2-58-32-0	2-62-12-205	2-62-12-409	2-63-14-0	2-64-4-3A	2-75-138-12	2-75-138-34
2-57-3-0	2-58-33-0	2-62-12-206	2-62-12-410	2-63-15-0	2-64-4-3B	2-75-138-13	2-75-138-35
2-57-4-0	2-58-34-0	2-62-12-207	2-62-12-411	2-63-16-0	2-64-4-3C	2-75-138-14	2-75-138-36
2-57-5-0	2-58-35-0	2-62-12-208	2-62-12-412	2-63-17-0	2-64-4-3D	2-75-138-15	2-75-138-37
2-57-6-0	2-58-36-0	2-62-12-209	2-62-12-413	2-63-18-0	2-64-4-3E	2-75-138-16	2-75-138-38
2-57-7-0	2-58-37-0	2-62-12-210	2-62-14-0	2-64-2-0	2-64-4-3F	2-75-138-17	2-75-138-39
2-57-8-0	2-58-38-0	2-62-12-211	2-62-15-0	2-64-4-1A	2-64-4-3G	2-75-138-18	2-75-138-40
2-57-9-0	2-58-39-0	2-62-12-212	2-62-16-0	2-64-4-1B	2-64-4-3H	2-75-138-19	2-75-138-41
2-57-10-0	2-58-44-0	2-62-12-213	2-62-17-0	2-64-4-1C	2-64-4-3I	2-75-138-2	2-75-138-42
2-57-11-0	2-58-45-0	2-62-12-301	2-62-18-0	2-64-4-1D	2-64-4-3J	2-75-138-3	2-75-138-43
2-58-1-0	2-58-46-0	2-62-12-302	2-62-19-0	2-64-4-1E	2-64-4-3K	2-75-138-4	2-75-138-44
2-58-2-0	2-59-1-0	2-62-12-303	2-62-20-0	2-64-4-1F	2-64-4-3L	2-75-138-5	2-75-138-45
2-58-3-0	2-60-1-0	2-62-12-304	2-62-21-0	2-64-4-1G	2-64-4-4A	2-75-138-6	2-75-138-46
2-58-4-0	2-60-6-0	2-62-12-305	2-62-22-0	2-64-4-1H	2-64-4-4B	2-75-138-7	2-75-138-47
2-58-8-0	2-60-7-0	2-62-12-306	2-62-23-0	2-64-4-1I	2-64-4-4C	2-75-138-8	2-75-138-48
2-58-9-0	2-60-9-0	2-62-12-307	2-62-25-0	2-64-4-1J	2-64-4-4D	2-75-138-9	2-75-138-49
2-58-15-0	2-60-11-0	2-62-12-308	2-62-26-0	2-64-4-1K	2-64-4-4E	2-75-138-20	2-75-138-50
2-58-16-0	2-61-1-0	2-62-12-309	2-62-28-0	2-64-4-1L	2-64-4-4F	2-75-138-21	2-75-138-51

2-75-138-52	2-76-11-0	2-77-4-0	2-82-4-0	2-83-8-17E	5-83-138-0
2-75-138-53	2-76-12-0	2-77-7-0	2-82-5-0	2-83-8-18E	5-83-140-0
2-75-138-54	2-76-13-0	2-77-8-0	2-82-8-0	2-83-8-19D	5-83-141-0
2-75-138-55	2-76-14-1	2-78-1-0	2-82-8A-0	2-83-8-20GB	5-83-142-0
2-75-138-56	2-76-14-2	2-78-2-0	2-82-9-0	2-83-8-21GB	5-83-144-0
2-75-138-57	2-76-14-3	2-78-3-0	2-82-10-0	2-83-8-22GB	
2-75-140-0	2-76-14-4	2-78-4-0	2-82-11-0	2-83-8-23GB	
2-75-161-0	2-76-14-5	2-78-5-0	2-82-14-0	2-83-8-24GB	
2-75-162-0	2-76-14-6	2-78-6-0	2-82-19-0	2-83-8-25GB	
2-75-163-0	2-76-15-0	2-78-7-0	2-82-20-0	2-83-8-26F	
2-75-71-0	2-76-16-0	2-78-8-0	2-82-21-0	2-83-8-27G	
2-76-2-0	2-76-17-0	2-78-9-0	2-82-23-0	2-83-8-28G	
2-76-3-0	2-76-18-0	2-78-10-0	2-83-8-1H	2-83-8-29G	
2-76-3A-0	2-76-19-0	2-78-11-0	2-83-8-2H	2-83-8-30G	
2-76-5-A	2-76-20-0	2-78-12-0	2-83-8-3E	2-83-8-31G	
2-76-5-B	2-76-21-0	2-78-13-0	2-83-8-4D	2-83-8-32G	
2-76-5-C	2-76-22-0	2-78-14-0	2-83-8-5E	2-83-8-33G	
2-76-5-D	2-76-24-0	2-78-15-0	2-83-6-0	2-83-8-34G	
2-76-5-E	2-76-25-0	2-78-18-0	2-83-8-6D	2-83-8-35G	
2-76-5-F	2-76-26-0	2-78-19-0	2-83-8-7A	2-83-8-36G	
2-76-6-0	2-76-27-0	2-78-20-0	2-83-8-0	2-83-8-37G	
2-76-7-1	2-76-28-0	2-78-21-0	2-83-8-8B	2-83-8-38C	
2-76-7-2	2-76-29-0	2-79-1-0	2-83-8-9C	2-83-8-39C	
2-76-7-3	2-76-30-0	2-79-3-0	2-83-8-10B	2-83-8-40GB	
2-76-7-4	2-76-31-0	2-79-4-0	2-83-8-11B	2-83-8-41GB	
2-76-7-5	2-76-32-0	2-79-5-0	2-83-8-12C	2-83-8-42GB	
2-76-7-6	2-76-34-0	2-79-6-0	2-83-8-13J	2-83-8-43GB	
2-76-8-0	2-76-35-0	2-82-1-0	2-83-8-14J	2-83-8-44K	
2-76-9-0	2-76-36-0	2-82-2-0	2-83-8-15D	2-83-9-0	
2-76-10-0	2-76-37-0	2-82-3-0	2-83-8-16D	2-83-10-0	

## 8.A.2 PARCELS WITHIN THE LEXINGTON AVENUE NEIGHBORHOOD

2-65-2-0	2-65-43-0	2-66-17-0	2-66-49-0	2-68-22-0	2-74-29-A	2-75-24-0	2-75-52-5	5-82-26-D	5-83-89-0	5-83-119-0
2-65-3-0	2-65-44-0	2-66-18-0	2-66-50-0	2-68-34-0	2-74-29-B	2-75-25-0	2-75-52-6	5-82-26-E	5-83-90-0	5-83-120-0
2-65-4-0	2-65-45-0	2-66-19-0	2-66-51-0	2-68-35-0	2-74-30-A	2-75-26-0	2-75-52-7	5-82-26-F	5-83-91-0	5-83-121-0
2-65-5-0	2-65-46-0	2-66-20-0	2-66-52-0	2-68-38-0	2-74-30-B	2-75-27-0	2-75-52-8	5-82-27-0	5-83-92-0	5-83-122-0
2-65-6-0	2-65-47-0	2-66-22-0	2-66-54-0	2-74-1-0	2-75-1-0	2-75-27A-0	2-75-52-9	5-82-28-0	5-83-93-0	5-83-123-0
2-65-7-0	2-65-48-0	2-66-23-0	2-66-55-1	2-74-2-0	2-75-2-0	2-75-29-0	2-75-52-10	5-82-29-0	5-83-94-0	5-83-126-0
2-65-8-0	2-65-50-0	2-66-24-0	2-66-55-2	2-74-3-0	2-75-3-0	2-75-32-0	2-75-52-11	5-82-30-0	5-83-95-0	5-83-126A-0
2-65-9-0	2-65-6A-0	2-66-25-0	2-66-55-3	2-74-4-0	2-75-4-0	2-75-33-0	2-75-54-0	5-82-31-0	5-83-96-0	5-83-127-0
2-65-11-0	2-66-1-0	2-66-26-0	2-66-55-4	2-74-5-0	2-75-5-0	2-75-34-0	2-75-55-0	5-82-117-A	5-83-97-0	5-83-128-0
2-65-12-0	2-66-2-0	2-66-27-0	2-67-1-0	2-74-6-0	2-75-6-0	2-75-35-0	2-75-56-0	5-82-117-B	5-83-98-0	5-83-129-0
2-65-13-0	2-66-3-0	2-66-28-0	2-67-2-0	2-74-7-0	2-75-7-0	2-75-36-0	5-74-146-0	5-82-246-0	5-83-99-0	5-83-131-0
2-65-14-0	2-65-48-0	2-66-29-0	2-67-14-0	2-74-8-0	2-75-8-0	2-75-37-0	5-82-1-0	5-82-249-0	5-83-100-0	5-83-132-0
2-65-15-0	2-65-50-0	2-66-30-0	2-67-15-0	2-74-9-0	2-75-9-0	2-75-38-0	5-82-2-0	5-82-251-0	5-83-101-0	5-83-133-0
2-65-16-0	2-65-6A-0	2-66-31-0	2-67-16-0	2-74-10-0	2-75-11-0	2-75-39-0	5-82-2A-0	5-83-72-0	5-83-102-0	5-83-135-0
2-65-17-0	2-66-1-0	2-66-32-0	2-67-16A-0	2-74-11-0	2-75-12-0	2-75-40-0	5-82-3-0	5-83-73-0	5-83-103-0	5-83-136-0
2-65-18-0	2-66-2-0	2-66-33-0	2-67-17-0	2-74-12-0	2-75-13-0	2-75-41-0	5-82-4-0	5-83-74-0	5-83-104-0	5-83-137-0
2-65-19-0	2-66-3-0	2-66-34-0	2-67-18-0	2-74-13-0	2-75-14-0	2-75-42-0	5-82-8-0	5-83-75-0	5-83-105-0	5-83-174-0
2-65-20-0	2-66-4-0	2-66-35-0	2-67-19-0	2-74-14-0	2-75-15-0	2-75-43-0	5-82-9-0	5-83-76-0	5-83-106-0	5-83-179-0
2-65-21-0	2-66-5-0	2-66-36-0	2-67-20-0	2-74-15-0	2-75-16-0	2-75-44-0	5-82-10-0	5-83-77-0	5-83-107-0	5-83-185-0
2-65-31-0	2-66-6-0	2-66-37-0	2-67-22-0	2-74-16-0	2-75-167-0	2-75-45-0	5-82-11-0	5-83-78-0	5-83-108-0	5-83-188-0
2-65-32-0	2-66-7-0	2-66-38-0	2-67-23-0	2-74-17-0	2-75-169-0	2-75-46-0	5-82-12-0	5-83-79-0	5-83-109-0	5-83-191-0
2-65-33-0	2-66-8-0	2-66-39-0	2-67-24-0	2-74-18-0	2-75-169-0	2-75-47-0	5-82-13-0	5-83-81-0	5-83-110-0	5-83-192-0
2-65-34-0	2-66-8A-0	2-66-40-0	2-67-25-0	2-74-19-0	2-75-170-0	2-75-48-0	5-82-18-0	5-83-82-0	5-83-111-0	5-83-193-0
2-65-35-0	2-66-9-0	2-66-41-0	2-67-26-0	2-74-20-0	2-75-173-0	2-75-49-0	5-82-19-0	5-83-83-0	5-83-112-0	5-83-201-0
2-65-36-0	2-66-10-0	2-66-42-0	2-67-27-0	2-74-21-0	2-75-174-0	2-75-50-0	5-82-20-0	5-83-84-0	5-83-113-0	
2-65-38-0	2-66-11-0	2-66-44-0	2-68-17-0	2-74-22-0	2-75-18-0	2-75-51-0	5-82-21-0	5-83-84A-0	5-83-114-0	
2-65-39-0	2-66-12-0	2-66-45-0	2-68-18-0	2-74-24-0	2-75-19-0	2-75-52-1	5-82-22-0	5-83-85-0	5-83-115-0	
2-65-40-0	2-66-13-0	2-66-46-0	2-68-19-0	2-74-26-0	2-75-20-0	2-75-52-2	5-82-26-A	5-83-86-0	5-83-116-0	
2-65-41-0	2-66-14-0	2-66-47-0	2-68-20-C	2-74-27-0	2-75-22-0	2-75-52-3	5-82-26-B	5-83-87-0	5-83-117-0	
2-65-42-0	2-66-15-0	2-66-48-0	2-68-20-D	2-74-28-0	2-75-23-0	2-75-52-4	5-82-26-C	5-83-88-0	5-83-118-0	





# **8.B. DETERMINATION OF BLIGHTED CONDITIONS**

## 8.B.1 Summary

Under CGS Chapter 130 Section 8-125(7), a Redevelopment Area is “deteriorated, deteriorating, substandard, or detrimental to the safety, health, morals or welfare of the community.” The statutes define “deteriorated” or “deteriorating” in terms of the number of buildings that are deficient or that have environmental deficiencies and lists a number of possible types of deficiencies. For the State of Connecticut, 20% of the buildings in the area must meet this definition, but not every building must meet every definition.

The CDBG Program has slightly different requirement. Under CFR 570.208(b)(1), the area must meet the requirements of the relevant state law and must also meet one of two additional criteria: either 25% of the buildings within the area must meet certain conditions, compatible with those in CGS Chapter 130, or the public infrastructure must be in a “general state of deterioration.”

The proposed Redevelopment Area meets the requirements of both Chapter 130 Section 8-125 and CFR 570.208(b)(1). A memorandum from The Cecil Group to the Norwalk Redevelopment Agency, dated April 14, 2015, provides the analysis that supports this finding.

The total number of properties in the two subareas is 496; 373 parcels meet one or more of the criteria above. Thus 75% of the parcels within the Redevelopment Area meet both the state and federal criteria for deteriorated conditions and significantly exceed the 20% (for state) and 25% (for federal) thresholds.

The table below summarizes the number of properties and percentage of the total.

SUBAREA	TOTAL NUMBER OF PROPERTIES	NUMBER OF PROPERTIES MEETING ONE OR MORE CRITERIA	PERCENTAGE OF PROPERTIES MEETING ONE OR MORE CRITERIA	MEETS STATE?	MEETS FEDERAL?
TOD-District	209	161	77%	Y	Y
Lexington Avenue Neighborhood	287	212	74%	Y	Y
<b>Total</b>	496	373	75%	Y	Y



## 8.B.2 Methodology

Not every building or parcel must meet the conditions identified in CGS Chapter 130 Section 8-125(7) or of CFR 570.208(b)(1); the analysis in this report seeks to determine whether there is a preponderance of conditions throughout the area.

The table below contains a list of the regulatory definitions this analysis considers and the conditions that meet that meet those definitions.

REGULATORY REFERENCE	DESCRIPTION	CONDITIONS
<b>Chapter 130 Section 8-125(7)(B)</b>	Conditions from a defect that are not correctable by normal maintenance	Pre-1978 construction (probable lead paint)
		Brownfields
<b>Chapter 130 Section 8-125(7)(M)</b>	Other equally significant building deficiencies or environmental deficiencies	Flood Plain and potential for flood blight
<b>CFR 570.208(b)(1)(ii)(A) (5)</b>	Known or suspected environmental contamination	Pre-1978 construction (probable lead paint)
		Brownfields
		Flood Plain and potential for flood blight
<b>Chapter 130 Section 8-125(7)(J)</b>	Detrimental land uses or conditions, such as incompatible uses	Uses incompatible with residential uses

The following sections contain the relevant analysis and evidence for the conditions listed above. These sections are as follows: Environmental Contaminants, Incompatible Uses, and Flood Conditions.

Many of the buildings within the proposed Redevelopment Area are in poor condition or have significant deferred maintenance. A full building inventory is not included within this memorandum as it was not necessary to establish conditions of blight as sufficient other conditions exist that met the requirements at both the state and Federal levels. However, a selection of photographs documenting conditions in the area is provided throughout the report and in a section noting other relevant conditions at the end of the report.

## SUSPECTED ENVIRONMENTAL CONTAMINANTS

*Chapter 130 Section 8-125(7)(B): Conditions from a defect that are not correctable by normal maintenance*

*CFR 570.208(b)(1)(ii)(A)(5): Known or suspected environmental contamination*

The existence of certain contaminants can be deduced from two different conditions: structures built prior to 1978, which are likely to contain lead paint, and brownfields which may have one or more environmental contaminants from previous uses. In both cases, normal maintenance for both buildings and sites are unlikely to address the presence of contaminants. Lead paint must be removed or encapsulated and environmental contaminants embedded in the soil must be treated or removed with specific procedures and materials. Homeowners and small businesses typically do not have the resources to implement these procedures and must either not address the problem or rely on grants or loans to cover the costs of remediation.

Lead paint is a significant hazard for young children who may absorb lead through playing in soil contaminated by exterior lead paint or ingest lead from chips or dust from deteriorating lead paint within their homes. Lead can also be

a hazard to adults if the lead paint is sanded or otherwise removed without adequate protective measures.

Brownfields may be contaminated with a number of different hazardous chemicals, depending on the previous use of the land. These materials, if not contained or treated, may leach into the local water supply, spill onto adjacent properties, or otherwise contaminate the area beyond the original lot. In flood-prone areas, such as parts of South Norwalk, untreated hazardous materials may spread beyond their original borders as a result of significant flooding.

Two diagrams below provide evidence for conditions that meet the requirements of CGS Chapter 130 Section 8-125(7)(B) and CFR 570.208(b)(1)(ii)(A)(5). The first diagram shows identified brownfields within the Redevelopment Area. The data for the brownfields comes from an inventory of brownfields completed by the Norwalk Redevelopment Agency in 2007. The second diagrams identifies structures built prior to 1978 and identifies those that have been subsequently updated within the proposed Redevelopment Area. The underlying data was provided by the City of Norwalk's GIS Department and includes data from the City Assessor's Office.



Figure 8.B.1: Contractor Yard Storage on Corner of Larsen Street and South Main Street



Figure 8.B.2: Pre-1978 Construction on the corner of Hanford Place and South Main Street

The summary table below shows the number of properties in the Redevelopment Area that meets these conditions and the percentage of the total number of properties within the district.

SUBAREA		PROPERTIES THAT MEET CONDITIONS	% OF TOTAL	MEETS STATE?	MEETS FEDERAL?
<b>TOD-District</b>	Pre-1978	121	58%	Y	Y
	Brownfields	32	15%	N	N
<b>Lexington Avenue Neighborhood</b>	Pre-1978	212	74%	Y	Y
	Brownfields	1	0%	N	N

Note that this analysis counts properties, not buildings. The City of Norwalk's GIS Department confirmed that the building data is in the process of being updated and the building data that were available are from 2009. A visual inspection and an examination of the available data confirms that in some cases, there are multiple buildings on a single site. The data above is a reasonable estimate of the existing conditions and probably undercounts the number of buildings affected.

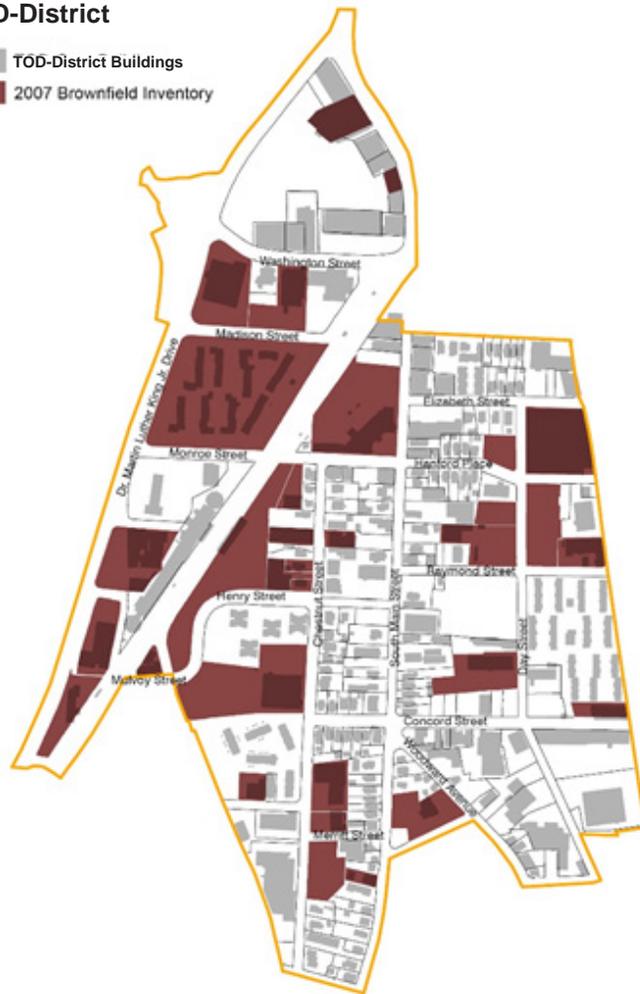


### Location of Brownfields within Proposed South Norwalk TOD Redevelopment Area

The Norwalk Redevelopment Agency identified the shaded sites in their 2007 Brownfield Inventory.

#### TOD-District

- TOD-District Buildings
- 2007 Brownfield Inventory



#### Lexington Avenue

- Lexington Avenue Buildings
- 2007 Brownfield Inventory

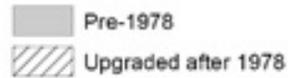


## Locations of Probable Lead within Proposed South Norwalk TOD Redevelopment Area

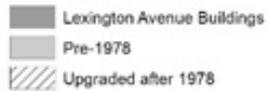
The shaded area represents a parcel whose principal building was constructed prior to 1978. Parcels that have been hatched in diagonal lines indicate properties that were updated after 1978. The City of Norwalk's Tax Assessor's Office provided the data for this indication.

Areas that are both shaded and hatched indicate an older building that has been updated. For the purpose of this analysis, the assumption is that these properties have addressed environmental conditions such as lead paint, and so they have not been counted in the totals in the table above. It is possible that this methodology may undercount the number of parcels whose structures have lead paint.

### TOD-District



### Lexington Avenue



## INCOMPATIBLE USES

*Chapter 130 Section 8-125(7)(J) Detrimental land uses or conditions, such as incompatible uses*

Structures with a mix of uses are not necessarily incompatible – in fact, buildings that contain a mix of retail and/or office and residential are desirable for the proposed Redevelopment Area, especially within the TOD District. However, the spread of incompatible uses – such as contractor’s yards storing material and heavy equipment – into areas that are primarily residential can be a blighting factor on the health of a neighborhood and the ability to revitalize a struggling area.

Two subareas, the TOD District and the Lexington Avenue Neighborhood – have problems with incompatible uses. The maps on the next two pages indicate where probably incompatible uses abut residential uses. In the TOD District, the analysis considers land uses identified as industrial as incompatible with residential uses. In Lexington Avenue, the analysis considers both commercial and industrial uses that are putting pressure on the residential core both within the area and along its border.

Although the TOD District does not meet the required percentage standard, the cluster of contractor’s yards and other industrial uses in the southern part of the subarea is detrimental

to the goal of revitalizing the area, and the blighting influence of these uses should be noted and addressed.

SUBAREA		PROPERTIES THAT MEET CONDITIONS	% OF TOTAL	MEETS STATE?	MEETS FEDERAL?
<b>TOD District</b>	Adjacent to Incompatible Uses	25	12%	N	N
<b>Lexington Avenue Neighborhood</b>	Adjacent to Incompatible Uses	71	25%	Y	Y



*Figure 8.B.3: Contractor's Yard on Corner of Chestnut and Merritt Streets*



*Figure 8.B.4: Commercial and Residential in Close Proximity on South Main Street above right and below right*



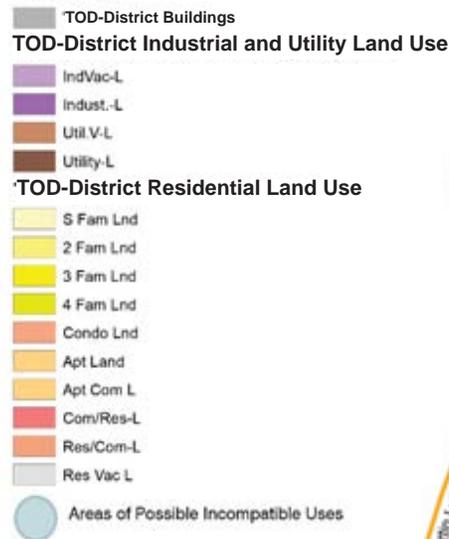
## Location of Incompatible Uses within Proposed South Norwalk TOD Redevelopment Area

The Redevelopment Area is a mixed-use area that includes residential, commercial, industrial, and buildings with a mix of uses – some appropriate and other not. Because this is a mixed-use area, commercial uses have not been included in this analysis and the focus is on the proximity of industrial uses to residential uses.

The southern part of the area includes a number of contractor's yards and older industrial buildings that abut residential uses. Although the number of parcels does not meet the minimum percentages required by the legislation, the number of buildings may qualify as three sites have multiple buildings on a single parcel. In addition, the same parcel may be impacted by more than one adjacent use.

The incompatible uses may be undercounted in this area – some contractors yards are identified in the GIS data as commercial rather than industrial – one of these has been identified on this map. However, some parcels identified as industrial may be office.

### TOD-District



Lexington Avenue is a densely settled residential area along a ridge to the south of the South Norwalk Metro-North Railroad Station. The northern tip is a mixed-use area that is zoned Neighborhood Business. Although Lexington Avenue is zoned for neighborhood business, it remains primarily residential.

The residential parcels that abut the mixed-use tip were not counted in this analysis but those next to the businesses on Olean Street and further south are. The neighborhood is slightly protected by the grade changes from the abutting industrial and commercial uses along the boundary, but the negative impact of these uses is beginning to encroach into the core of the neighborhood.



Figure 8.B.5: Contractor Storage on Kossuth Street

## FLOOD CONDITIONS

*Chapter 130 Section 8-125(7)(M): Other equally significant building deficiencies or environmental deficiencies*

*CFR 570.208(b)(1)(ii)(A)(5): Known or suspected environmental contamination*

South Norwalk has experienced significant flooding during Superstorm Sandy and Hurricane Irene. The City of Norwalk’s Department of Public Works (DPW) reports regular flooding by tide and normal storms on Water Street between Concord and Haviland Streets (about one-third of a mile). This section of Water Street is the boundary between the waterfront and the Redevelopment Area as shown on the diagram to the right. The DPW also noted that flooding may extend up Day Street (The corner of Day Street and Raymond Street is just under a quarter mile from the water.)

The Federal Emergency Management agency (FEMA) defines both Zone AE and Zone VE as “areas subject to inundation by the 1-percent-annual-chance flood event.”<sup>1</sup> The difference is that Zone VE has “additional hazards due

to storm-induced velocity wave action.”<sup>2</sup> The 1-percent-annual-chance flood event is commonly known as the 100-year flood. Sixty-seven of the parcels in the Redevelopment Area are partially or fully within Flood Zone AE.

The table below summarizes the information on the accompanying diagrams.

	PROPERTIES THAT MEET CONDITIONS	% OF TOTAL	MEETS STATE?	MEETS FEDERAL?
Flood Zone AE	67	32%	Y	Y

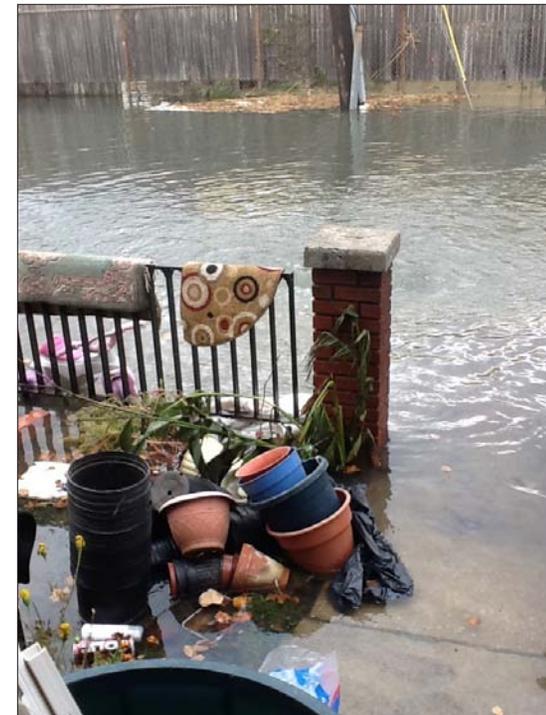
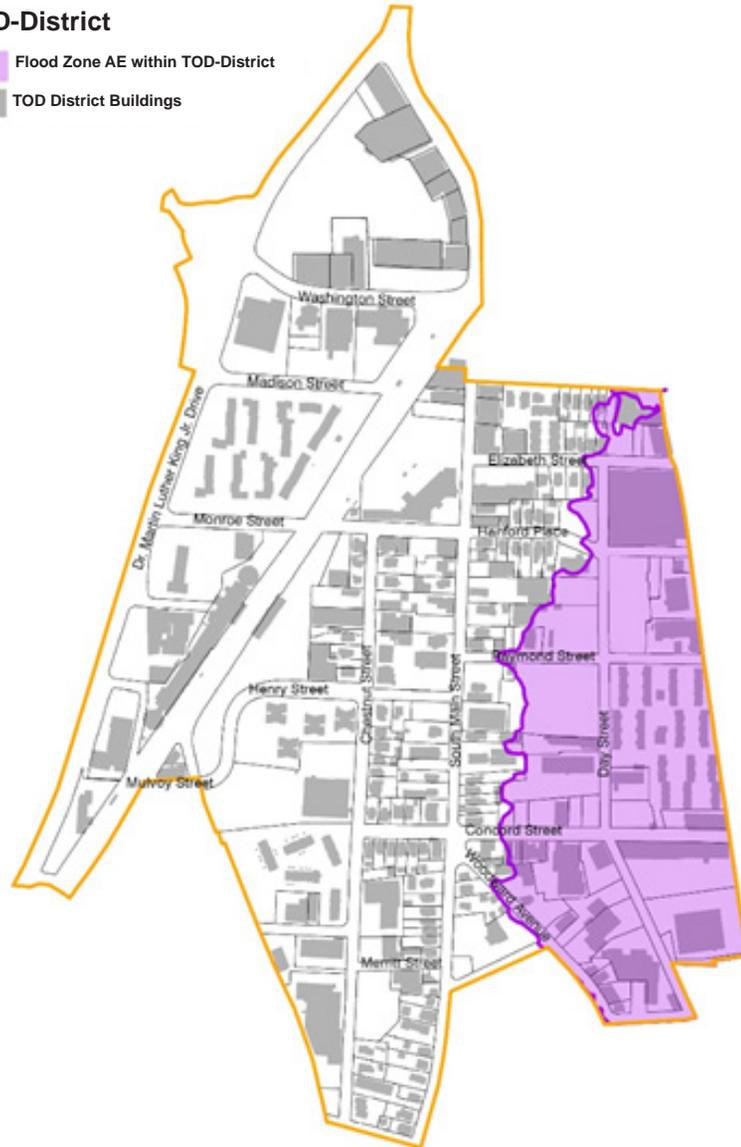
<sup>1</sup> <https://www.fema.gov/floodplain-management/zone-ae-and-a1-30>, accessed March 20, 2015

<sup>2</sup> <https://www.fema.gov/floodplain-management/zone-ve-and-v1-30>, accessed March 20, 2015

## Flood Zones within Proposed South Norwalk TOD Redevelopment Area

**TOD-District**

- Flood Zone AE within TOD-District
- TOD District Buildings



*Figure 8.B.6: Flooding after 15 hours post landfall after Superstorm Sandy 2012, corner of Raymond and Watch Streets. Courtesy of the Norwalk Redevelopment Agency.*

Flood-induced blight is a combination of physical damage from the force of wave and wind and longer-term damage from water-soaked materials and the spread of debris and hazardous materials. The pictures below show interior and exterior flood conditions after Superstorm Sandy in 2012. All photographs are courtesy of the Norwalk Redevelopment Agency; some were taken in support of applications for assistance in addressing storm-related damage.



*Figure 8.B.7: Exterior and interior flooding conditions after Superstorm Sandy 2012. Courtesy of the Norwalk Redevelopment Agency.*



Interior photos show damage to paint and the development of mold and as a result of flooding 15 hours post landfall. Exterior photos show flooding, debris fields, and wind damage from the storm.



Flood-induced blight takes significant time and resources to address, and the private market, especially homeowners and small business owners, may not have the resources to address the damage from a significant flood in a timely manner. Conditions such as mold or structural damage from wind and storm debris will cause additional problems if left untreated. The Norwalk Redevelopment Agency provided assistance to residents who applied for help. Conversations with a staff member indicated that the Redevelopment Agency continues to address damage from Superstorm Sandy in 2012, and that business owners generally relied on loans as they were not eligible for grants.

Conditions that contribute to regular flooding, such as the flooding along Water Street at Spring tides (full moon and high tide) and during normal storm levels, is not likely to be solved by private enterprise alone, and will require partnerships between property owners and the City.

## OTHER FACTORS CONTRIBUTING TO DETERIORATING CONDITIONS

### Building Condition

As noted above, this memorandum does not include a building inventory for the proposed Redevelopment Area. For CFR 570.208(b)(1)(ii)(A)(1), 25% of the buildings must show “physical deterioration of buildings or improvements” while CGS Chapter 130 8-125(7)(C) requires 20% of the buildings to show “extensive minor defects that collectively have a negative effect on the surrounding area.” An analysis of the number of buildings in poor condition as a percentage of the total number of buildings has not been done. Photographs of buildings that needed repair or had evidence of deferred maintenance taken on a site walk on March 2, 2015 are shown to the right.



Figure 8.B.8: Lexington Avenue

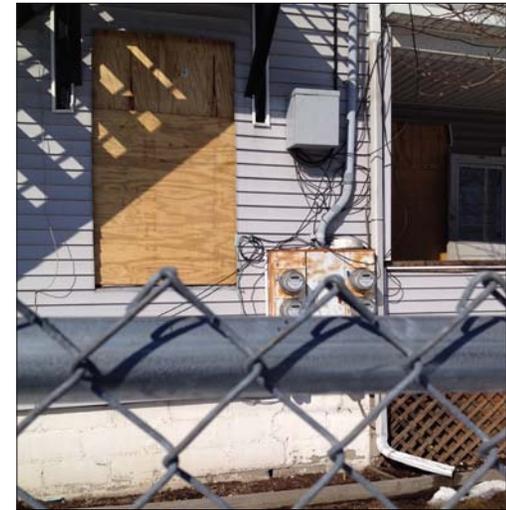


Figure 8.B.9: Corner of Concord and South Main



Figure 8.B.10: Corner of Concord and Day

### Overcrowding and Density

CGS Chapter 130 8-125(7)(F) requires that 20% of the buildings show “overcrowding or improper location of structures on land” and CGS Chapter 130 8-125(7)(G) refers to “excessive density of dwelling units.”

The development of the Lexington Avenue Neighborhood followed the existing ledge and ridges. The result has been buildings clustered together along the ridges and slopes between the ridges. The topography partly protects this residential neighborhood from the industrial uses that abut it, but also created a more densely developed area than the surrounding areas.

The diagram indicates the density of development in these two subareas, especially when compared to the neighboring TOD-District.

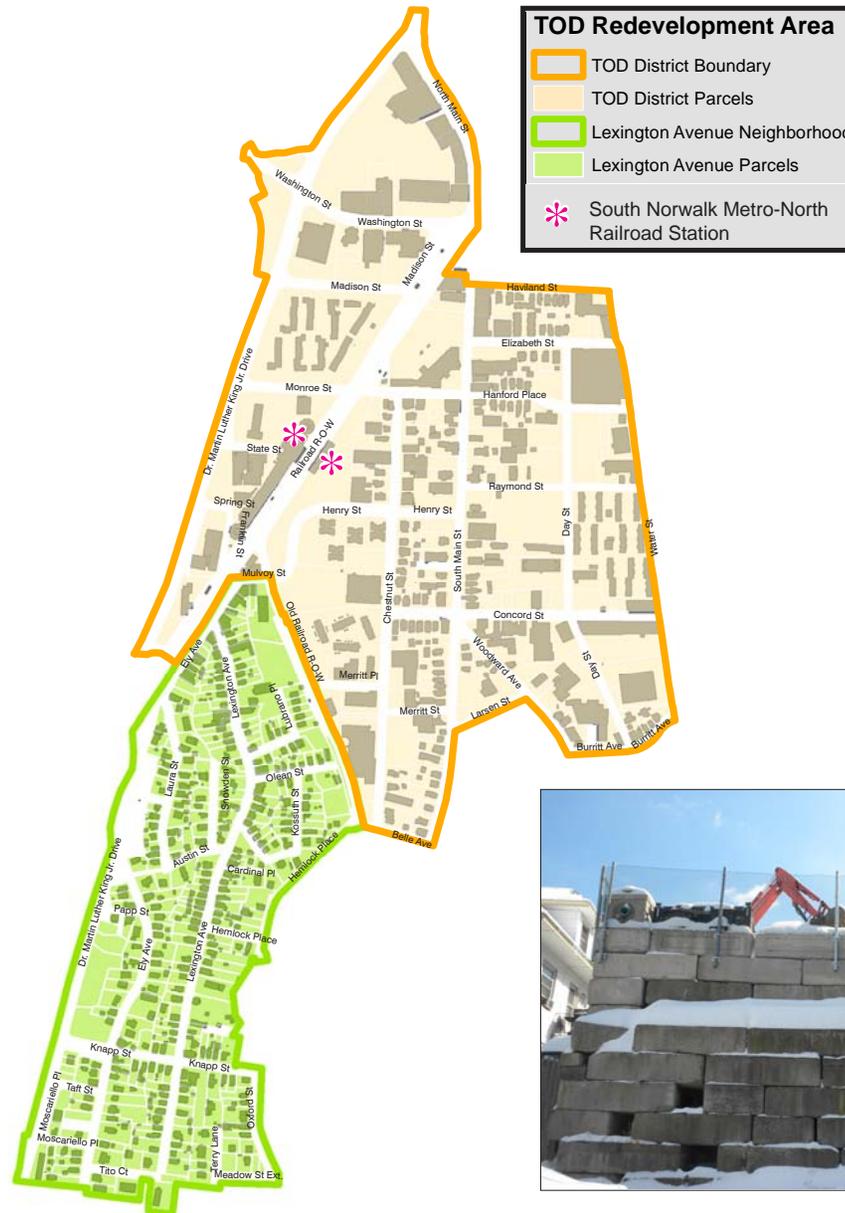


Figure 8.B.11: Retaining Wall on Kossuth Street



# **8.C. MARKET CONDITIONS AND REDEVELOPMENT FEASIBILITY**

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## 8.C.1 Social, Economic, and Business Profiles of the South Norwalk TOD District

FXM Associates has prepared basic demographic and business profiles of the TOD District and the Lexington Avenue Neighborhood in order to establish the existing context for the proposed redevelopment. This information supplements the economic information contained in The Cecil Group's TOD Strategy completed in 2011.

For collection of these baseline data, FXM relies on The Nielsen Company's Claritas Site Reports, which are based on US Census Data and which enable the isolation of data in the area. It then becomes possible to compare the socioeconomic conditions in the TOD District and the Lexington Avenue Neighborhood to the surrounding City of Norwalk and Fairfield County.

## SOCIAL AND ECONOMIC CHARACTERISTICS

Table 8C.1-1 presents the socioeconomic profiles of the TOD District, the Lexington Avenue Neighborhood, the City of Norwalk, and Fairfield County. With a 2015 population estimated at about 2,360, the TOD District represents about 2.6% of Norwalk's total population. The Lexington Avenue Neighborhood is less than 2% of the City's total population.

Although the Lexington Avenue Neighborhood grew significantly more than the other three areas between 2010 and 2015, the TOD District is projected to grow faster than the other three areas over the next five years.

The population of South Norwalk is considerably more diverse than that of Norwalk or Fairfield County. Less than half the population of the TOD District identifies as white and approximately 22% as African American. About 40% of the population is Hispanic or Latino. The percentage of people identifying as Hispan-

ic or Latino in the Lexington Avenue Neighborhood is over 73%, although those identifying as African American is similar to the TOD District at 24%. In contrast, 66% of the City and 73% of the County identify as white, while those identifying as African American are 14% and 11%, respectively. In Norwalk, 27.7% are Hispanic or Latino; in Fairfield County, 18.9%.

Table 8.C.1-1 Selected Socioeconomic Characteristics of the Population

**Table 1**  
**Selected Socioeconomic Characteristics of the Population**  
**South Norwalk TOD Redevelopment Area, the City of Norwalk, and Fairfield County**

	TOD District		Lexington Avenue Neighborhood		City of Norwalk		Fairfield County	
<b>Population</b>								
2000 Census	2,134		1,379		82,568		882,567	
2010 Census	2,211		1,518		85,255		916,829	
2015 Estimate	2,361		1,573		87,915		949,354	
2020 Projection	2,487		1,619		90,093		976,420	
Growth 2000-2010	3.6%		10.1%		3.3%		3.9%	
Growth 2010-2015	6.8%		3.6%		3.1%		3.5%	
Growth 2015-2020	5.3%		2.9%		2.5%		2.9%	
<b>2015 Est. Median Age</b>	34.5		31.0		39.4		40.0	
<b>2015 Est. Average Age</b>	36.1		32.0		39.3		39.5	
<b>2015 Est. Population by Single Race Class</b>	<b>Persons</b>	<b>% of Total</b>			<b>Persons</b>	<b>% of Total</b>	<b>Persons</b>	<b>% of Total</b>
White alone	1,085	46.0%	344	21.9%	58,237	66.2%	690,035	73.3%
Black or African American Alone	522	22.1%	380	24.2%	12,172	13.8%	105,892	11.1%
American Indian/Alaska Native	7	0.3%	21	1.4%	376	0.4%	2,752	0.3%
Asian Alone	87	3.7%	4	0.3%	4,906	5.6%	50,822	5.1%
Native Hawaiian/Other Pac.Isl	5	0.2%	0	0.0%	65	0.1%	516	0.1%
Some other Race Alone	589	25.0%	785	49.9%	9,479	10.8%	71,327	8.0%
Two or More races	65	2.8%	38	2.4%	2,680	3.0%	28,010	2.9%
<b>2015 Est. Population Hispanic or Latino</b>								
Not Hispanic or Latino	1,401	59.3%	411	26.1%	63,602	72.3%	770,326	81.1%
Hispanic or Latino	960	40.7%	1,162	73.9%	24,313	27.7%	179,028	18.9%
<b>2015 Estimated Workers Age 16+ by Travel Time to Work</b>								
Less than 15 Minutes	188		155		12,052		119,766	
15 - 29 Minutes	544		280		18,150		152,371	
30 - 44 Minutes	285		158		7,876		72,982	
45 - 59 Minutes	36		35		2,101		30,321	
60 or more Minutes	85		32		4,064		57,916	
<b>2015 Estimated Avg Travel Time to Work in Minutes</b>								
	28		26		27		31	

Source: The Nielsen Company, Claritas Site Reports, 2015 estimates; U.S. Census; and FXM Associates

The residents of the TOD District spend slightly more getting to work than residents of the City and slightly less than residents of the County. The residents of Lexington Avenue have the shortest commute.

Table 8.C.1-2 provides selected data on households in the TOD District and the Lexington Avenue Neighborhood compared to the City of Norwalk and Fairfield County. A growth pattern similar to that of the population pertains to households: comparable estimated and projected growth rates across the three areas, but with a substantially higher growth rate for the TOD District over five years from 2010 to 2015.

Also evident from Table 8.C.1-2 is the fact that incomes in the TOD District are considerably lower than they are in the City of Norwalk and in Fairfield County. The proportion of households with incomes under \$15,000 in the TOD District is almost double that of Norwalk and more than double that of Fairfield County. The average and median incomes in the Lexington Avenue Neighborhood are even lower.

More people rent than own in the TOD District, while the reverse is true in the City and County. Lengths of residence by tenure are slightly lower in the TOD District. The tenure of owner-occupiers in the Lexington Avenue Neighborhood is higher than the others.

**Table 8.C.1-2 Selected Socioeconomic Characteristics of Households**  
South Norwalk TOD Redevelopment Area, the City of Norwalk, and Fairfield County

	TOD District		Lexington Avenue Neighborhood		City of Norwalk		Fairfield County	
<b>Households (HH)</b>								
2000 Census	855		391		32,539		324,234	
2010 Census	976		418		33,060		335,545	
2015 Estimate	1,058		427		34,028		346,940	
2020 Projection	1,124		436		34,831		356,460	
Growth 2000-2010	14.1%		6.7%		1.6%		3.5%	
Growth 2010-2015	8.4%		2.3%		2.9%		3.4%	
Growth 2015-2020	6.2%		2.1%		2.4%		2.7%	
<b>2015 Est. Households by HH Income</b>								
	HH	% of Total			HH	% of Total	HH	% of Total
Income < \$15,000	222	21.0%	77	18.0%	3,759	10.6%	30,994	8.9%
Income \$15,000 - \$24,999	88	8.4%	41	9.6%	2,010	6.3%	25,052	7.2%
Income \$25,000 - \$34,999	97	9.1%	66	15.3%	2,411	7.1%	24,029	6.9%
Income \$35,000 - \$49,999	134	12.7%	68	15.9%	3,840	12.6%	32,929	9.5%
Income \$50,000 - \$74,999	146	13.8%	47	10.9%	5,413	15.3%	51,244	14.8%
Income \$75,000 - \$99,999	126	11.9%	53	12.4%	4,215	13.6%	38,441	11.1%
Income \$100,000 - \$124,999	95	9.0%	44	10.2%	3,344	10.6%	32,252	9.3%
Income \$125,000 - \$149,999	59	5.5%	14	3.3%	2,477	6.6%	24,665	7.1%
Income \$150,000 - \$199,999	47	4.5%	13	3.1%	2,538	6.8%	29,198	8.4%
Income \$200,000 - \$249,999	20	1.9%	3	0.6%	1,167	3.0%	13,256	3.8%
Income \$250,000 - \$499,999	20	1.8%	2	0.6%	1,908	5.0%	25,197	7.3%
Income \$500,000+	4	0.4%	0	0.1%	946	2.5%	19,683	5.7%
<b>Total Households</b>	<b>1,058</b>	<b>100%</b>	<b>428</b>	<b>100%</b>	<b>34,028</b>	<b>100%</b>	<b>346,940</b>	<b>100%</b>
<b>2015 Est. Average HH Income</b>	\$68,183		\$57,126		\$104,437		\$124,109	
<b>2015 Est. Median HH Income</b>	\$48,592		\$41,682		\$73,065		\$80,998	
<b>2015 Estimate Tenure of Occupied Housing Units</b>								
	Units	% of Total			Units	% of Total	Units	% of Total
Owner Occupied	258	24%	139	32%	21,232	62%	237,556	68%
Renter Occupied	800	76%	288	68%	12,796	38%	109,384	32%
<b>Avg Length of Residence (in years)</b>								
Owner Occupied	16.1		21.3		18.1		17.7	
Renter Occupied	7.5		7.6		8.1		8.3	

Source: The Nielsen Company, Claritas Site Reports, 2015 estimates; U.S. Census; and FXM Associates

### BUSINESS CHARACTERISTICS

The Redevelopment Area contains 3% of the City of Norwalk’s businesses, 3% of its employees, and 4% of its annual sales. The TOD District has a significantly larger share of employment in the following industries:

- Public Administration (23%)
- Transportation and Warehousing (16%)
- Construction (12%)

The Lexington Avenue Neighborhood has few businesses. Of the 42 businesses, six are construction firms, seven are other services (not

public administration), and seven are retail businesses. The number of establishments, employees, and business sales of all industries in the TOD District and the Lexington Avenue Neighborhood are compared to the City of Norwalk and Fairfield County in Table 8.C.1-3 below.

NAICS	Business Type	TOD-District			Lexington Avenue Neighborhood			City of Norwalk			Fairfield County			Total Redevelopment Area as % of City of Norwalk		
		Number of Establishments	Employees	Annual Sales (\$ millions)	Number of Establishments	Employees	Annual Sales (\$ millions)	Number of Establishments	Employees	Annual Sales (\$ millions)	Number of Establishments	Employees	Annual Sales (\$ millions)	Number of Establishments	Employees	Annual Sales (\$ millions)
11	Agriculture, Forestry, Fishing, and Hunting	0	0	0	0	-	0	7	94	17.1	74	698	71.6	0%	0%	0%
21	Mining, Quarrying, and Oil and Gas Extraction	0	0	0	0	-	0	5	218	194.1	36	498	252.4	0%	0%	0%
22	Utilities	2	14	3.7	0	-	0	13	296	284.7	74	1,627	1,519.0	15%	5%	1%
23	Construction	17	406	72.4	6	33	14.5	741	4,045	1,207.4	5,705	30,950	9,377.9	3%	11%	7%
31-33	Manufacturing	12	139	17.6	4	18	3.9	221	7,706	1,584.4	1,542	49,476	7,942.6	7%	2%	1%
42	Wholesale Trade	9	106	356.9	1	3	5.6	213	4,219	4,984.9	1,524	29,950	62,645.8	5%	3%	7%
44-45	Retail Trade	27	104	23.7	7	22	5.7	879	8,832	2,249.5	6,938	73,347	19,922.0	4%	1%	1%
441	Motor Vehicle and Parts Dealers	1	5	2.2	0	0	0	69	672	297.0	534	7,975	5,007.8	1%	1%	1%
442	Furniture and Home Furnishing Stores	0	0	0	0	0	0	58	707	143.0	446	4,619	852.1	0%	0%	0%
443	Electronics and Appliance Stores	3	9	2.5	0	0	0	97	879	222.1	627	5,310	1,364.3	3%	1%	1%
444	Building Material and Garden Equipment and Supplies	1	4	1.3	1	2	0.7	76	618	197.5	567	5,299	1,550.9	3%	1%	1%
445	Food and Beverage Stores	9	29	8.3	5	17	4.3	97	2,131	402.9	911	16,902	4,057.1	14%	2%	3%
446	Health and Personal Care Stores	2	30	4.6	0	0	0	71	517	137.8	482	6,849	1,258.7	3%	6%	3%
447	Gasoline Stations	1	0	0	0	0	0	27	96	65.0	291	1,283	868.8	4%	0%	0%
448	Clothing and Accessories Stores	4	10	1.6	0	0	0	102	658	101.3	1,041	8,154	1,250.1	4%	2%	2%
451	Sporting Goods, Hobby, Musical Instrument, Book Stores	1	4	0.6	0	0	0	63	649	112.0	475	3,458	595.2	2%	1%	1%
452	General Merchandise Stores	0	0	0	0	0	0	31	900	208.3	276	6,512	1,502.8	0%	0%	0%
453	Miscellaneous Store Retailers	5	13	2.7	1	3	0.7	167	808	235.9	1,119	4,906	887.4	4%	2%	1%
454	Nonstore Retailers	0	0	0	0	0	0	21	197	126.6	169	2,080	726.8	0%	0%	0%
48-49	Transportation and Warehousing	6	365	5.0	1	3	0.4	106	2,321	178.7	890	13,078	1,053.3	7%	16%	3%
51	Information**	14	106	30.8	1	4	0.8	181	2,251	676.0	1,058	17,012	4,352.0	8%	5%	5%
52	Finance and Insurance**	12	26	8.2	1	0	0	181	2,251	676.0	4,112	40,966	14,391.2	7%	1%	1%
53	Real Estate and Rental and Leasing**	6	20	5.4	0	0	0	335	2,583	544.6	2,670	23,055	5,063.5	2%	1%	1%
54	Professional, Scientific, and Technical Services**	13	77	14.0	2	26	0	987	7,456	1,119.5	7,648	46,563	8,510.7	2%	1%	1%
55	Management of Companies and Enterprises**	0	0	0	0	0	0	15	62	56.1	81	1,427	309.7	0%	0%	0%
56	Admin and Support and Waste Mgmt and Reme Services**	4	13	3.9	5	21	3.7	472	4,100	823.8	3,275	26,620	5,137.7	2%	1%	1%
61	Educational Services	3	95	0.2	0	0	0	139	3,893	28.7	1,260	36,740	126.6	2%	2%	1%
62	Healthcare and Social Assistance	20	141	8.5	3	27	1.1	1,324	10,913	1,475.7	10,025	86,261	8,215.7	2%	2%	1%
71	Arts, Entertainment, and Recreation	2	2	0.3	0	0	0	128	1,141	82.5	937	10,086	711.2	2%	0%	0%
72	Accommodation and Food Services	24	131	9.7	4	14	1.0	403	4,106	318.7	3,124	39,009	2,698.3	7%	4%	3%
81	Other Services (except Public Administration)	22	131	6.3	7	30	1.0	683	3,735	165.7	5,479	31,267	1,344.7	4%	4%	4%
92	Public Administration	13	424	0	0	0	0	140	2,031	0	1,327	21,978	0	9%	21%	#DIV/0!
<b>Total</b>		<b>206</b>	<b>2,300</b>	<b>567</b>	<b>42</b>	<b>201</b>	<b>37.7</b>	<b>7,173</b>	<b>72,253</b>	<b>16,668</b>	<b>57,779</b>	<b>580,608</b>	<b>153,646</b>	<b>3%</b>	<b>3%</b>	<b>4%</b>

\*\* Office-using sectors  
Source: The Nielsen Company, Claritas Site Reports 2015 and FXM Associates

## 8.C.2 Market Conditions and Redevelopment Feasibility – Rental Housing Market Demand Trends

The market for rental housing in the South Norwalk market area (defined as the area within a 20-minute drive time of South Norwalk) presents another potential growth sector for consideration in the planning process. FXM's Housing Demand Model projects over the next five years the average annual demand for rental housing by age, income group, and affordable rental rates. The Housing Demand Model enables planners and developers to target types of rental units, in terms of cost and size and amenities, to various age groups of potential renters. For example, younger age groups tend to be more likely to rent than older householders, but they also tend to have lower incomes, increasing demand for lower priced units.

Figure 8.C.2-1 shows the area defined by 10-, 20-, and 30-minute drive times from South



Figure 8.C.2-1 South Norwalk TOD Redevelopment Area 10-, 20-, and 30-minute Drive Times

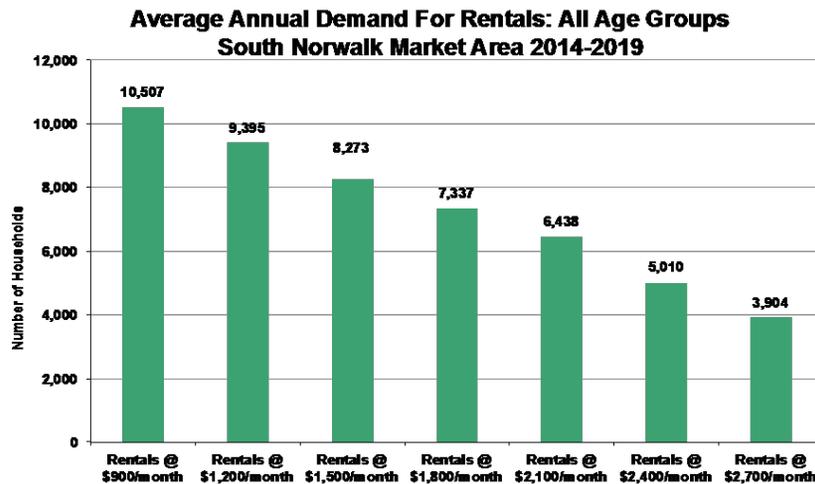
Norwalk. The red line in the middle encompasses the 20-minute drive time used in this analysis.

Figure 8.C.2-2 shows the average annual demand for all rentals by all age groups in the South Norwalk Market Area, taking into consideration affordability, propensity to move in any given year, and propensity to rent.

For example, according to Figure 8.C.2-2, of the total number of households expected to move to rental housing each year within the 20-minute market area, 10,507 households, approximately 7,300 would be able to afford monthly rents up to \$1,800. Based on South Norwalk’s current share of rental housing in the market area, an estimated 105 households able to afford up to \$1,800 a month rent might be absorbed by ad-

ditional rental development in South Norwalk each year. Table 8.C.2-1 presents these estimates for each of the rental points shown in Figure 8.C.2-2. (Note that the figures in the demand columns are not additive. They are cumulative, with the “Rentals @ \$900” figure representing total estimated average annual demand in both Figure 8.C.2-2 and Table 8.C.2-1.)

Figure 8.C.2-2



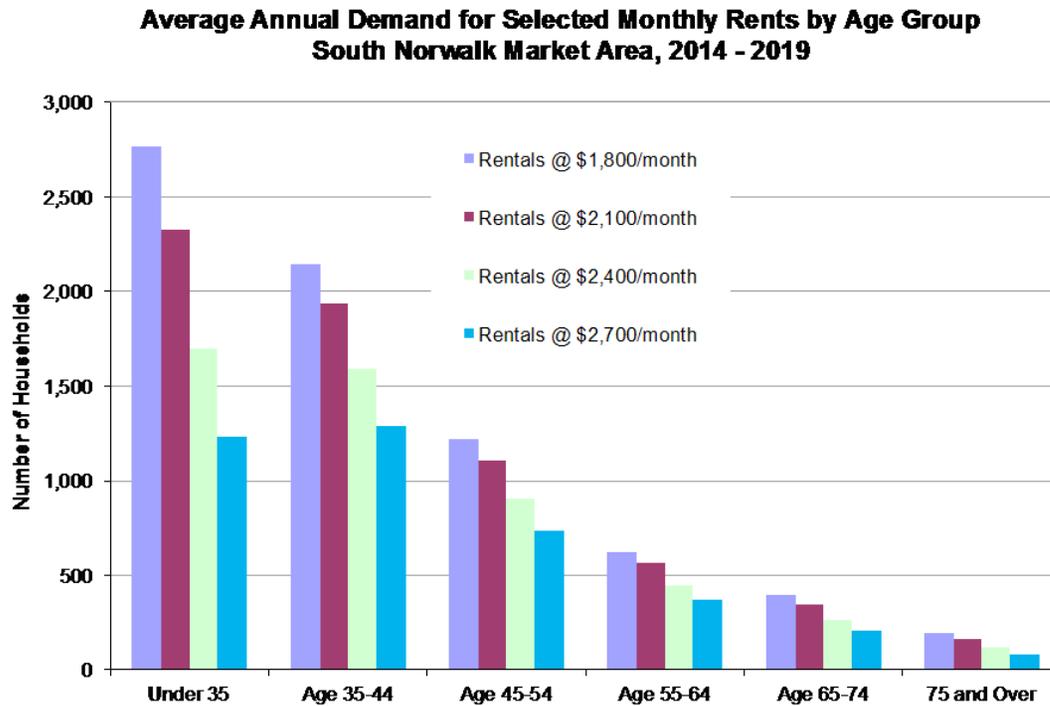
SOURCE: FXM ASSOCIATES, HOUSING DEMAND MODEL, JUNE 2015

Table 8.C.2-1 Comparison of Estimated Annual Demand

	Estimated Average Annual Demand in Market Area	Estimated Average Annual Demand in South Norwalk
<b>Rentals @ \$900</b>	10,507	150
<b>Rentals @ \$1,200</b>	9,395	135
<b>Rentals @ \$1,500</b>	8,273	120
<b>Rentals @ \$1,800</b>	7,337	105
<b>Rentals @ \$2,100</b>	6,438	90
<b>Rentals @ \$2,400</b>	5,010	70
<b>Rentals @ \$2,700</b>	3,904	55

SOURCE: FXM ASSOCIATES, HOUSING DEMAND MODEL, JUNE 2015

Figure 8.C.2-3



SOURCE: FXM ASSOCIATES, HOUSING DEMAND MODEL, JUNE 2015

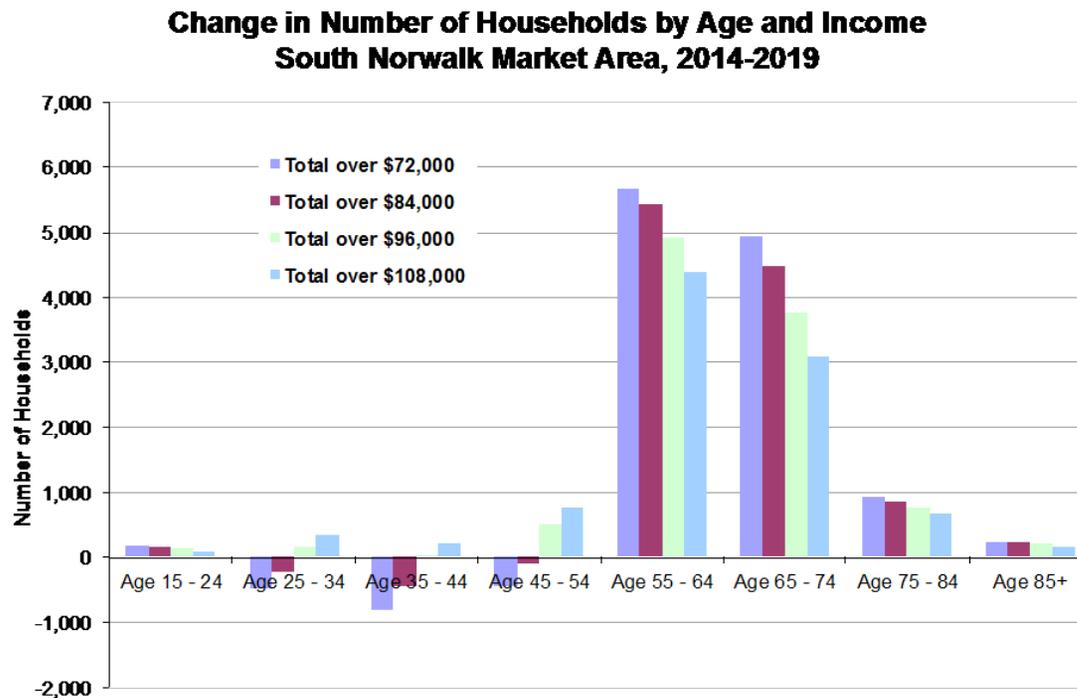
The information in Figure 8.C.2-2 can be further broken down into age groups, since rental housing developments often seek to attract households such as retirees and young singles. Figure 8.C.2-3 presents these data.

The graph reflects the greater propensity of younger households to rent compared to older households, as well as the sensitivity of levels of demand to varying rental prices.

Figure 8.C.2-4 shows another dimension to the estimation of future rental demand: the changes projected over the next five years in numbers of households by age and income.

Particularly striking is the projection of changes in age cohorts in the market area over the next five years: by far the greatest gains across all four income categories is estimated to be in the age 55 to 74 cohorts, while the age categories 25 to 34, 35 to 44, and 45 to 54 would actually lose households in the lower categories of income selected above. Also noteworthy is the indication that households in the income categories over

Figure 8.C.2-4



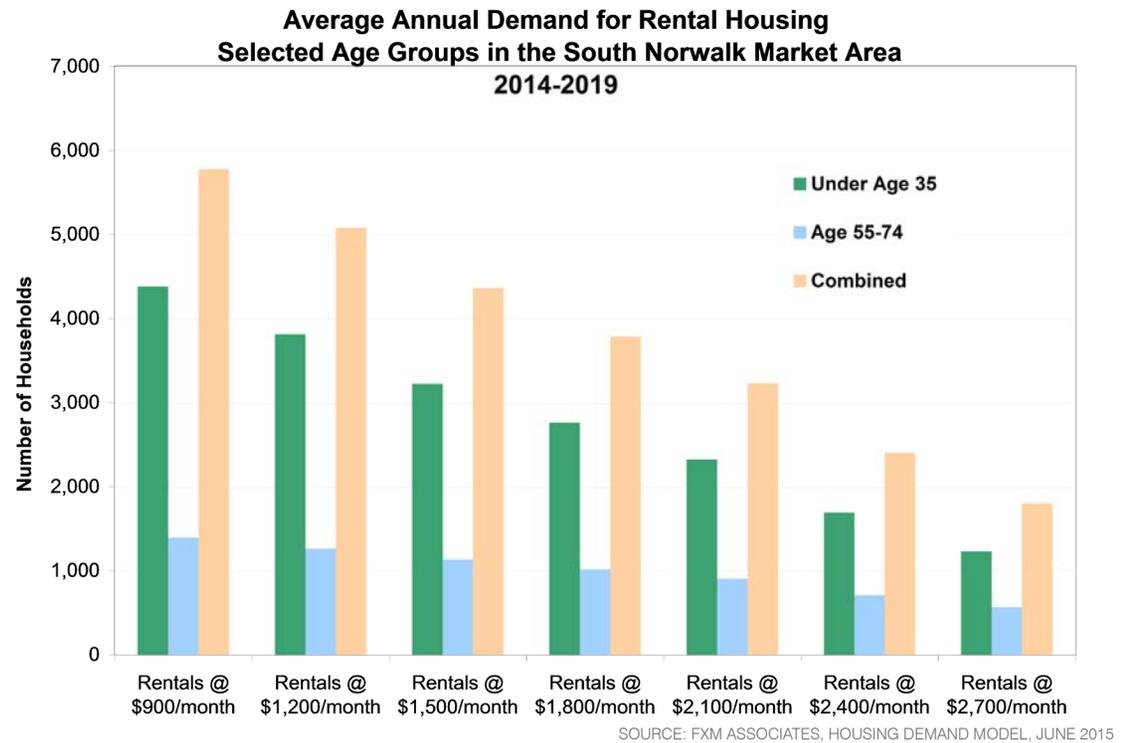
SOURCE: FXM ASSOCIATES, HOUSING DEMAND MODEL, JUNE 2015

\$96,000 and over \$108,000 never lose their relative share of the population, although their numbers are very small in the under 55 and over 85 age ranges.

A number of developers in recent years have targeted rental units, especially within urbanized areas, to households under age 35 and age 55 to 74, who actually mix well within the same developments. Both groups show a higher propensity to live within walking distance of retail stores, restaurants, and transit if possible. The households under age 35 are more mobile on average and more likely to rent so they comprise a relatively large share of potential demand. As shown by the data in Figure 8.C.2-4 above, the baby boom generation households are growing in number within the 55 and older age categories, and these households have shown an increasing propensity to rent in recent years as they become empty nesters and sell their single family homes for smaller, more manageable units. Others want to cash in on the equity of their former dwellings because they need liquid income in the absence of the pensions enjoyed

by prior generations of retirees. Many also continue to work part time. Data in Figure 8.C.2-5 show the average annual demand by selected rental rates for the under 35 and 55 to 74 year old householders, and their combined demand.

Figure 8.C.2-5



## PRICES OF CURRENTLY AVAILABLE RENTALS

A review of prices for available rentals in Norwalk shows prices somewhat above the range of the rents estimated to be affordable by the Housing Demand Model. FXM examined apartment listings available on June 8 in the city of Norwalk as shown by three different sources. Most of these were in apartment or condo complexes; houses for rent and units in identifiable smaller homes were not included in this sample. For listings undifferentiated by size, the average low is \$1,300 a month and the average high was \$4,353; however the latter was skewed by three-bedroom units, which were few in number. More useful is the following breakdown of average rents by number of units and average square footage, the great majority of which are 1- and 2-bedroom units.

**Table 8.C.2-2 Average Monthly Rents in Norwalk, June 2015:**

<b>Studio</b>	\$1,600	600 sq. ft.
<b>1-bedroom</b>	\$1,600	657 sq. ft.
<b>2-bedroom</b>	\$2,400	974 sq. ft.
<b>3-bedroom</b>	\$3,300	1,580 sq. ft.

SOURCE: ZILLOW.COM; TRULIA.COM; RENT.COM; AND FXM ASSOCIATES

A comparison of the above averages to the affordability data shown in Figure 8.C.2-2, broadly demonstrates that over half the demand for rental units in the South Norwalk market area is for units priced below those currently available in Norwalk.

In addition to the above analyses, FXM examined other market analyses for rental projects in South Norwalk as well as actual leasing experience. Based on comparable projects elsewhere in Norwalk, actual and projected absorption rates ranged from 8 to 20 units a month. FXM's estimates of 9 (at \$1,800 rent) to 11 (at \$1,200 rent) units a month (see Table 8.C.2-1) are therefore somewhat conservative, but within the range of actual recent absorption experience.

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## 8.C.3 Market Conditions and Redevelopment Feasibility – Retail Opportunity/Gap Analysis

### RETAIL GAP

A Retail Opportunity/Gap analysis is a tool used by virtually all major retailers and chain restaurants to gauge market demand and competition within a specified geographic area. It represents a snapshot of the current expenditures of consumers within a geographic area and actual retail store sales matching those expenditures within the same geographic area. The results of a retail gap analysis are used by shopping center developers and economic development professionals to attract tenants and business investors, often with great success, in FXM’s experience.

The retail opportunity, or gap, analysis shows the potential demand for various types of retail development within a defined market area by comparing estimated household expenditures

in a range of retail store categories with actual sales by stores in those categories. Where expenditures by households in the market area exceed sales, a gap or opportunity exists for stores within the market area to “capture” more of those household expenditures. This loss of potential sales is also called “leakage.” Conversely, where market area household expenditures are less than actual sales in particular retail categories, stores in the market area already attract consumer dollars from outside the market area and opportunities for additional retail development may be more limited. The retail gap analysis is a snapshot of current opportunities for retailers to newly locate or expand facilities based on a well-established empirical fact that people will purchase goods within the shortest available walking or drive time from where they live.

Retailers typically define market areas in terms of drive times, with a 15-minute drive time considered the maximum outside market area definition for all but the largest stores and store types and well-established restaurants. Market support within a 5-minute drive time is con-

sidered the outside drive-time reach of smaller retailers, such as neighborhood-oriented convenience stores, newsstands, and non-franchise limited-service and take out eating establishments. Support within a 10-minute drive time is considered essential for most medium sized stores and restaurants, such as those typically located in strip malls and other types of community centers. Many of the specialty merchandisers, coffee shops, eating and drinking establishments in older downtown areas rely on customers within a 10-minute drive time as well as daytime workers within walking distance. If a specific category of retail sales opportunity were shown for a 5-minute drive-time market area and also held up at the 10-minute and 15-minute market areas then most retailers will consider market conditions especially favorable – from a demand standpoint – to locating a store within that market area.

In the case of South Norwalk, FXM applied these drive times to a data base of consumer expenditures and retail activity and then analyzed the results to compile a table of likely retail op-

opportunities which could be addressed in South Norwalk, either by new businesses or expansion of existing ones in the promising categories. Figure 8.C.3-1 shows the market areas defined by the 5-, 10-, and 15-minute drive times.



Figure 8.C.3-1 South Norwalk TOD Redevelopment Area 5-, 10-, and 15-minute Drive Times

The opportunities shown in Table 8.C.3-1 are hypothetical in that they represent FXM’s judgment of how much of the gap by store type shown in the Site Reports data within each of the drive time- and distance-defined market areas might be capturable within South Norwalk. As noted above, the retail gap is a snapshot of current (2014) market conditions, and the types of stores and magnitude of these opportunities can and will change over time. The retail gap analysis is most useful as a recruiting tool for prospective developers or particular store types. In FXM’s analysis, the identified dollar sales volume opportunity, supportable square footage (based on median sales per square foot for the selected store types), and number of stores (based on median store sizes for the selected store types) are in all instances conservative. Table 8.C.3-1 summarizes these results.

The data on sales per square foot, which is used to derive the potentially supportable square feet, and on number of square feet per store come from a variety of industry sources and other FXM project data.

**Table 8.C.3-1 Selected Potential Retail Development Opportunities for South Norwalk Based on 2014 Retail Gap**

Store Type and NAICS	Selected Sales Opportunity/Gap \$	Potentially Supportable Square Feet	Estimated Capturable	
			Square Feet	# Stores
Hardware Stores-44413	5,439,780	26,490	15,000	1
Nursery and Garden Centers-44422	6,545,821	28,082	12,000	2
Convenience Stores-44512**	7,847,923	17,299	7,500	3
Specialty Food Stores-4452	26,366,904	42,681	10,000	3
Beer, Wine and Liquor Stores-4453	23,755,872	70,854	6,000	2
Cosmetics, Beauty Supplies, Perfume Stores-44612	1,630,593	3,872	3,000	1
Other Health and Personal Care Stores-44619	5,326,515	10,623	4,000	2
Jewelry Stores-44831	8,246,817	13,582	3,500	2
Luggage and Leather Goods Stores-44832	4,688,373	15,050	6,000	2
Sporting Goods Stores-45111	7,662,570	27,382	14,000	2
Hobby, Toys and Games Stores-45112	4,238,100	18,667	9,000	2
Musical Instrument and Supplies Stores-45114	10,772,742	42,506	10,000	2
Gift, Novelty and Souvenir Stores-45322	12,495,488	65,285	20,000	4
Limited-Service Eating Places-7222	17,366,006	50,796	20,000	10
	<b>142,383,504</b>	<b>433,168</b>	<b>140,000</b>	<b>38</b>

SOURCE: A.C. NIELSEN SITE REPORTS, OTHER SOURCES, AND FXM ASSOCIATES

As is apparent from the size of the retail gap, a significant amount of retail spending by South Norwalk households at the types of stores shown in Table 8.C.3-1 is taking place outside the neighborhood. The estimates above show the total opportunity gap for new retail activity, whether new stores or expansions of existing, that might be captured by South Norwalk businesses instead of businesses outside the area where the expenditures of local residents are now being made.

Data in Tables 8.C.3-2, 8.C.3-3, and 8.C.3-4 present the source data used for the refined analysis of the sales opportunities presented in Table 8.C.3-1. Numbers shown in red with parentheses – for example (4,000,000) – indicate that sales in that store type exceed the demand of consumers living within the respective 5, 10, and 15 minute drive times. This means that for particular establishment types – for example full-service restaurants (NAICS 7221) within 5, 10, and 15 minute drive times as shown in Tables 8.C.3-2, 8.C.3-3, and 8.C.3-4 – consumers living outside the drive time areas are

frequenting those establishments. They are destinations serving a broader market area. In the case of restaurants especially, as a destination for customers living outside the local area there may be additional opportunities not dependent upon the retail gap based only on the incomes and spending of local residents. A retail gap analysis shows prospective developers and retail businesses where the competition is light or non-existent, but it is not meant to rule out further development of established destination “clusters” such as restaurants or other store types (auto sales and repair, discount merchandisers, art dealers, and so forth) favorably located in a certain geographic area.

Table 2 2014 Retail Opportunity Gap -- 5-minute Drive Time

Table 8.C.3-2 Retail Opportunity Gap: 5-Minute Drive Time

Retail Stores	2014 Demand (Consumer Expenditures) \$	2014 Supply (Retail Sales) \$	Opportunity Gap/Surplus \$
Total Retail Sales Incl Eating and Drinking Places	792,007,355	777,678,135	14,329,220
Motor Vehicle and Parts Dealers-441	139,182,844	88,369,638	50,813,206
Automotive Dealers-4411	118,389,465	46,947,022	71,442,443
Other Motor Vehicle Dealers-4412	9,545,076	29,601,089	(20,056,013)
Automotive Parts/Accsrs, Tire Stores-4413	11,248,303	11,821,528	(573,225)
Furniture and Home Furnishings Stores-442	16,540,435	29,909,692	(13,369,257)
Furniture Stores-4421	8,990,672	9,167,509	(167,837)
Home Furnishing Stores-4422	7,540,764	20,742,183	(13,201,419)
Electronics and Appliance Stores-443	15,372,872	27,887,430	(12,514,558)
Appliances, TVs, Electronics Stores-44311	11,130,326	24,367,902	(13,237,576)
Household Appliances Stores-443111	1,958,894	5,543,626	(3,584,732)
Radio, Television, Electronics Stores-443112	9,171,432	18,824,275	(9,652,843)
Computer and Software Stores-44312	3,785,190	3,519,529	265,661
Camera and Photographic Equipment Stores-44313	457,355	0	457,355
Building Material, Garden Equip Stores-444	78,394,504	188,152,253	(109,757,749)
Building Material and Supply Dealers-4441	67,574,083	186,710,007	(119,135,924)
Home Centers-44411	27,864,102	70,238,979	(42,374,877)
Paint and Wallpaper Stores-44412	1,091,123	2,405,834	(1,314,711)
Hardware Stores-44413	7,047,956	4,283,800	2,764,156
Other Building Materials Dealers-44419	31,570,902	109,781,395	(78,210,493)
Building Materials, Lumberyards-444191	11,963,265	41,084,016	(29,120,751)
Lawn, Garden Equipment, Supplies Stores-4442	10,820,421	1,442,246	9,378,175
Outdoor Power Equipment Stores-44421	2,872,841	40,487	2,832,354
Nursery and Garden Centers-44422	7,947,580	1,401,759	6,545,821
Food and Beverage Stores-445	99,875,083	58,816,944	41,058,139
Grocery Stores-4451	66,052,955	47,404,083	18,648,872
Supermarkets, Grocery (Ex Conv) Stores-44511	61,833,477	46,333,904	15,499,573
Convenience Stores-44512	4,219,478	1,070,179	3,149,299
Specialty Food Stores-4452	8,257,158	690,458	7,566,700
Beer, Wine and Liquor Stores-4453	25,564,970	10,722,403	14,842,567
Health and Personal Care Stores-446	38,641,429	53,172,724	(14,531,295)
Pharmacies and Drug Stores-44611	30,536,444	47,661,728	(17,125,284)
Cosmetics, Beauty Supplies, Perfume Stores-44612	2,669,032	1,038,439	1,630,593
Optical Goods Stores-44613	1,965,479	1,642,624	322,855
Other Health and Personal Care Stores-44619	3,470,474	2,829,933	640,541
Gasoline Stations-447	75,553,076	25,765,079	49,787,997
Gasoline Stations With Conv Stores-44711	55,141,999	14,509,978	40,632,021
Other Gasoline Stations-44719	20,411,076	11,255,101	9,155,975
Clothing and Clothing Accessories Stores-448	40,864,383	39,096,529	1,767,854
Clothing Stores-4481	22,306,612	29,748,996	(7,442,384)
Men's Clothing Stores-44811	1,208,720	1,003,611	205,109
Women's Clothing Stores-44812	5,304,442	4,799,211	505,231
Children's, Infants Clothing Stores-44813	1,282,667	5,548,307	(4,265,640)
Family Clothing Stores-44814	11,658,017	16,648,410	(4,990,393)
Clothing Accessories Stores-44815	968,322	501,518	466,804
Other Clothing Stores-44819	1,884,444	1,247,939	636,505
Shoe Stores-4482	3,275,794	3,357,036	(81,242)
Jewelry, Luggage, Leather Goods Stores-4483	15,281,977	5,990,496	9,291,481
Jewelry Stores-44831	13,691,193	5,444,376	8,246,817
Luggage and Leather Goods Stores-44832	1,590,784	546,120	1,044,664
Sporting Goods, Hobby, Book, Music Stores-451	16,008,205	12,397,146	3,611,059
Sporting Goods, Hobby, Musical Inst Stores-4511	13,821,712	7,975,315	5,846,397
Sporting Goods Stores-45111	7,558,056	5,020,072	2,537,984
Hobby, Toys and Games Stores-45112	3,803,201	2,338,925	1,464,276
Sew/Needlework/Piece Goods Stores-45113	934,360	84,446	849,914
Musical Instrument and Supplies Stores-45114	1,526,095	531,872	994,223
Book, Periodical and Music Stores-4512	2,186,492	4,421,831	(2,235,339)
Book Stores and News Dealers-45121	1,869,901	4,108,080	(2,238,179)
Book Stores-451211	1,665,936	1,798,815	(132,879)
News Dealers and Newsstands-451212	203,966	2,309,265	(2,105,299)
Prerecorded Tapes, CDs, Record Stores-45122	316,591	313,751	2,840
Miscellaneous Store Retailers-453	20,728,370	19,406,696	1,321,674
Florists-4531	792,094	437,062	355,032
Office Supplies, Stationery, Gift Stores-4532	10,259,660	6,723,667	3,535,993
Office Supplies and Stationery Stores-45321	4,904,850	4,591,186	313,664
Gift, Novelty and Souvenir Stores-45322	5,354,810	2,132,481	3,222,329
Used Merchandise Stores-4533	1,725,664	4,000,974	(2,275,310)
Other Miscellaneous Store Retailers-4539	7,950,952	8,244,993	(294,041)
Foodservice and Drinking Places-722	89,733,281	100,086,053	(10,352,772)
Full-Service Restaurants-7221	40,742,033	54,686,829	(13,944,796)
Limited-Service Eating Places-7222	35,921,516	26,991,112	8,930,404
Special Foodservices-7223	9,594,558	9,883,807	(289,249)
Drinking Places -Alcoholic Beverages-7224	3,475,175	8,524,305	(5,049,130)

Source: A.C. Nielsen Site Reports, June 2015 (based on U.S. Consumer Expenditure Survey, U.S. Census of Retail Trade, other sources)

**Table 8.C.3-3 Retail Opportunity Gap: 10-Minute Drive Time**

Retail Stores	2014 Demand (Consumer Expenditures) \$	2014 Supply (Retail Sales) \$	Opportunity Gap/Surplus \$
Total Retail Sales Incl Eating and Drinking Places	3,118,788,649	3,280,055,810	(161,267,161)
Motor Vehicle and Parts Dealers-441	591,680,112	505,968,891	85,711,221
Automotive Dealers-4411	495,637,208	415,619,617	80,017,591
Other Motor Vehicle Dealers-4412	49,230,715	60,677,308	(11,446,593)
Automotive Parts/Accsrs, Tire Stores-4413	46,812,188	29,671,965	17,140,223
Furniture and Home Furnishings Stores-442	73,730,143	161,039,082	(87,308,939)
Furniture Stores-4421	41,587,287	64,858,983	(23,271,696)
Home Furnishing Stores-4422	32,142,856	96,180,099	(64,037,243)
Electronics and Appliance Stores-443	61,322,467	84,510,365	(23,187,898)
Appliances, TVs, Electronics Stores-44311	44,335,248	64,357,131	(20,021,883)
Household Appliances Stores-443111	7,900,306	15,568,972	(7,668,666)
Radio, Television, Electronics Stores-443112	36,434,942	48,788,159	(12,353,217)
Computer and Software Stores-44312	15,020,929	19,511,654	(4,490,725)
Camera and Photographic Equipment Stores-44313	1,966,290	641,580	1,324,710
Building Material, Garden Equip Stores-444	331,917,434	476,460,000	(144,542,566)
Building Material and Supply Dealers-4441	286,566,341	471,010,029	(184,443,688)
Home Centers-44411	117,728,679	145,776,076	(28,047,397)
Paint and Wallpaper Stores-44412	4,858,638	11,323,782	(6,465,144)
Hardware Stores-44413	28,344,376	20,228,972	8,115,404
Other Building Materials Dealers-44419	135,634,648	293,681,198	(158,046,550)
Building Materials, Lumberyards-444191	50,551,687	109,905,695	(59,354,008)
Lawn, Garden Equipment, Supplies Stores-4442	45,351,093	5,449,972	39,901,121
Outdoor Power Equipment Stores-44421	13,634,049	2,288,769	11,345,280
Nursery and Garden Centers-44422	31,717,044	3,161,203	28,555,841
Food and Beverage Stores-445	362,675,332	316,413,194	46,262,138
Grocery Stores-4451	237,895,313	241,755,951	(8,860,638)
Supermarkets, Grocery (Ex Conv) Stores-44511	223,011,804	239,418,988	(16,407,184)
Convenience Stores-44512	14,883,509	2,336,963	12,546,546
Specialty Food Stores-4452	29,520,228	3,153,324	26,366,904
Beer, Wine and Liquor Stores-4453	95,259,791	71,503,919	23,755,872
Health and Personal Care Stores-446	150,279,021	214,622,172	(64,343,151)
Pharmacies and Drug Stores-44611	118,797,746	189,057,262	(70,258,516)
Cosmetics, Beauty Supplies, Perfume Stores-44612	10,419,485	9,004,155	1,415,330
Optical Goods Stores-44613	7,649,076	8,474,556	(825,480)
Other Health and Personal Care Stores-44619	13,412,714	8,086,199	5,326,515
Gasoline Stations-447	272,499,876	142,293,359	130,206,517
Gasoline Stations With Conv Stores-44711	197,654,879	86,316,223	111,338,656
Other Gasoline Stations-44719	74,844,997	55,977,135	18,867,862
Clothing and Clothing Accessories Stores-448	170,833,845	287,139,436	(116,305,591)
Clothing Stores-4481	87,334,254	241,184,888	(153,850,634)
Men's Clothing Stores-44811	4,669,761	8,082,329	(3,412,568)
Women's Clothing Stores-44812	21,008,393	85,194,690	(64,186,297)
Children's, Infants Clothing Stores-44813	4,930,973	13,039,763	(8,108,790)
Family Clothing Stores-44814	45,450,482	121,972,697	(76,522,215)
Clothing Accessories Stores-44815	3,845,795	3,105,469	740,326
Other Clothing Stores-44819	7,428,850	9,789,939	(2,361,089)
Shoe Stores-4482	11,879,382	18,993,496	(7,114,114)
Jewelry, Luggage, Leather Goods Stores-4483	71,620,210	26,961,052	44,659,158
Jewelry Stores-44831	65,379,002	25,408,217	39,970,785
Luggage and Leather Goods Stores-44832	6,241,208	1,552,835	4,688,373
Sporting Goods, Hobby, Book, Music Stores-451	64,930,384	48,361,516	16,568,868
Sporting Goods, Hobby, Musical Inst Stores-4511	55,462,482	36,710,589	18,751,893
Sporting Goods Stores-45111	30,101,616	22,439,046	7,662,570
Hobby, Toys and Games Stores-45112	14,846,358	10,608,258	4,238,100
Sew/Needlework/Piece Goods Stores-45113	4,219,507	1,750,353	2,469,154
Musical Instrument and Supplies Stores-45114	6,295,000	1,912,932	4,382,068
Book, Periodical and Music Stores-4512	9,467,902	11,650,927	(2,183,025)
Book Stores and News Dealers-45121	8,172,495	10,488,274	(2,315,779)
Book Stores-451211	7,375,259	8,115,050	(739,791)
News Dealers and Newsstands-451212	797,235	2,373,224	(1,575,989)
Prerecorded Tapes, CDs, Record Stores-45122	1,295,407	1,162,653	132,754
Miscellaneous Store Retailers-453	81,527,771	68,888,954	12,638,817
Florists-4531	3,308,119	4,340,362	(1,032,243)
Office Supplies, Stationery, Gift Stores-4532	41,864,621	22,788,057	19,076,564
Office Supplies and Stationery Stores-45321	20,442,254	13,861,177	6,581,077
Gift, Novelty and Souvenir Stores-45322	21,422,368	8,926,880	12,495,488
Used Merchandise Stores-4533	7,052,788	8,802,970	(1,750,182)
Other Miscellaneous Store Retailers-4539	29,302,243	32,957,565	(3,655,322)
Foodservice and Drinking Places-722	336,377,325	350,950,473	(14,573,148)
Full-Service Restaurants-7221	153,232,194	181,887,743	(28,655,549)
Limited-Service Eating Places-7222	133,899,155	116,533,149	17,366,006
Special Foodservices-7223	35,880,728	40,319,299	(4,438,571)
Drinking Places -Alcoholic Beverages-7224	13,365,248	12,210,282	1,154,966

Source: A.C. Nielsen Site Reports, June 2015 (based on U.S. Consumer Expenditure Survey, U.S. Census of Retail Trade, other sources)

**Table 8.C.3-4 Retail Opportunity Gap: 15-Minute Drive Time**

**Table 4 2014 Retail Opportunity Gap -- 15-minute Drive Time**

Retail Stores	2014 Demand (Consumer Expenditures) \$	2014 Supply (Retail Sales) \$	Opportunity Gap/Surplus \$
Total Retail Sales Incl Eating and Drinking Places	7,366,886,077	8,063,411,644	(696,525,567)
Motor Vehicle and Parts Dealers-441	1,415,539,901	1,603,421,862	(187,881,961)
Automotive Dealers-4411	1,182,058,716	1,446,295,912	(264,237,196)
Other Motor Vehicle Dealers-4412	121,831,658	106,416,777	15,414,881
Automotive Parts/Accsrs, Tire Stores-4413	111,649,528	50,709,173	60,940,355
Furniture and Home Furnishings Stores-442	177,937,988	290,410,024	(112,472,036)
Furniture Stores-4421	101,125,754	115,921,260	(14,795,506)
Home Furnishing Stores-4422	76,812,234	174,488,764	(97,676,530)
Electronics and Appliance Stores-443	147,013,839	190,800,299	(43,786,460)
Appliances, TVs, Electronics Stores-44311	105,993,162	139,040,595	(33,047,433)
Household Appliances Stores-443111	18,685,752	33,012,437	(14,326,685)
Radio, Television, Electronics Stores-443112	87,307,410	106,028,158	(18,720,748)
Computer and Software Stores-44312	36,293,115	44,316,865	(8,023,750)
Camera and Photographic Equipment Stores-44313	4,727,562	7,442,839	(2,715,277)
Building Material, Garden Equip Stores-444	785,601,263	895,998,466	(110,397,203)
Building Material and Supply Dealers-4441	678,263,509	881,682,729	(203,419,220)
Home Centers-44411	279,548,436	217,002,894	62,545,542
Paint and Wallpaper Stores-44412	11,490,417	18,320,486	(6,830,069)
Hardware Stores-44413	66,873,855	66,339,632	534,223
Other Building Materials Dealers-44419	320,350,802	580,019,716	(259,668,914)
Building Materials, Lumberyards-444191	120,331,566	217,063,508	(96,731,942)
Lawn, Garden Equipment, Supplies Stores-4442	107,337,754	14,315,737	93,022,017
Outdoor Power Equipment Stores-44421	32,877,230	6,986,826	25,890,404
Nursery and Garden Centers-44422	74,460,524	7,328,911	67,131,613
Food and Beverage Stores-445	841,004,248	673,943,695	167,060,553
Grocery Stores-4451	548,263,882	566,387,679	(18,123,797)
Supermarkets, Grocery (Ex Conv) Stores-44511	514,033,429	560,746,902	(46,713,473)
Convenience Stores-44512	34,230,453	5,638,777	28,591,676
Specialty Food Stores-4452	67,929,147	11,465,096	56,464,051
Beer, Wine and Liquor Stores-4453	224,811,220	96,090,920	128,720,300
Health and Personal Care Stores-446	349,616,637	580,367,853	(230,751,216)
Pharmacies and Drug Stores-44611	276,402,519	521,908,687	(245,506,168)
Cosmetics, Beauty Supplies, Perfume Stores-44612	24,232,290	17,803,567	6,428,723
Optical Goods Stores-44613	17,806,466	21,493,156	(3,686,690)
Other Health and Personal Care Stores-44619	31,175,362	19,162,443	12,012,919
Gasoline Stations-447	630,386,008	455,241,710	175,144,298
Gasoline Stations With Conv Stores-44711	456,577,175	280,265,837	176,311,338
Other Gasoline Stations-44719	173,808,833	174,975,873	(1,167,040)
Clothing and Clothing Accessories Stores-448	411,168,874	649,698,964	(238,530,090)
Clothing Stores-4481	206,599,994	527,824,286	(321,224,292)
Men's Clothing Stores-44811	11,092,780	22,625,531	(11,532,751)
Women's Clothing Stores-44812	49,866,177	219,536,201	(169,672,024)
Children's, Infants Clothing Stores-44813	11,468,392	24,744,516	(13,276,124)
Family Clothing Stores-44814	107,420,546	226,327,041	(118,906,495)
Clothing Accessories Stores-44815	9,142,259	10,283,922	(1,141,663)
Other Clothing Stores-44819	17,609,840	24,305,077	(6,695,237)
Shoe Stores-4482	27,616,411	39,380,579	(11,764,168)
Jewelry, Luggage, Leather Goods Stores-4483	176,952,469	82,494,098	94,458,371
Jewelry Stores-44831	162,171,055	78,865,693	83,305,362
Luggage and Leather Goods Stores-44832	14,781,414	3,628,405	11,153,009
Sporting Goods, Hobby, Book, Music Stores-451	156,214,463	90,482,412	65,732,051
Sporting Goods, Hobby, Musical Inst Stores-4511	132,137,581	67,278,689	64,858,892
Sporting Goods Stores-45111	71,715,404	42,480,997	29,234,407
Hobby, Toys and Games Stores-45112	35,197,944	17,100,422	18,097,522
Sew/Needlework/Piece Goods Stores-45113	10,067,089	3,312,869	6,754,220
Musical Instrument and Supplies Stores-45114	15,157,143	4,384,401	10,772,742
Book, Periodical and Music Stores-4512	24,076,882	23,213,723	863,159
Book Stores and News Dealers-45121	20,939,225	18,758,428	2,180,797
Book Stores-451211	19,011,686	16,293,850	2,717,836
News Dealers and Newsstands-451212	1,927,539	2,464,578	(537,039)
Pre-recorded Tapes, CDs, Record Stores-45122	3,137,657	4,455,295	(1,317,638)
Miscellaneous Store Retailers-453	193,518,761	156,454,206	37,064,555
Florists-4531	7,816,394	12,252,115	(4,435,721)
Office Supplies, Stationery, Gift Stores-4532	100,481,238	65,247,497	35,233,741
Office Supplies and Stationery Stores-45321	49,369,221	42,416,059	6,953,162
Gift, Novelty and Souvenir Stores-45322	51,112,017	22,831,438	28,280,579
Used Merchandise Stores-4533	17,108,007	18,314,285	(1,206,278)
Other Miscellaneous Store Retailers-4539	68,113,122	60,640,309	7,472,813
Foodservice and Drinking Places-722	796,025,172	820,698,118	(24,672,946)
Full-Service Restaurants-7221	363,247,941	413,025,286	(49,777,345)
Limited-Service Eating Places-7222	316,041,931	261,580,044	54,461,887
Special Foodservices-7223	84,719,750	123,497,138	(38,777,388)
Drinking Places -Alcoholic Beverages-7224	32,015,550	22,595,649	9,419,901

Source: A.C. Nielsen Site Reports, June 2015 (based on U.S. Consumer Expenditure Survey, U.S. Census of Retail Trade, other sources)

# 8.D. PROPOSED ZONING CHANGES

The final text for this section will be added after the proposed TOD District has been approved by the Zoning Commission. The draft zoning is currently a separate document.

**Prepared for the Norwalk Redevelopment Agency  
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