

An aerial photograph of the Norwalk waterfront, showing a mix of residential buildings, trees, and industrial structures along the water. A bridge is visible in the middle ground. The entire image is covered with a semi-transparent blue overlay.

# Industrial Waterfront Land Use Study

## Final Plan Overview

*August, 2022*

# Agenda

1. Summary of Engagement Process & Findings
2. Draft Plan Framework
  - a. Physical Framework
  - b. Public Benefits Framework
  - c. Policy & Planning Foundation
3. Draft Recommendations
  - a. Land Use Vision
  - b. Capital Investment for Public Benefits
  - c. Policy Linking Development to Public Benefits
4. Next Steps

# Purpose

*We are aiming to streamline and modernize industrial zoning to preserve and enhance character, improve quality of life, and promote economic development.*

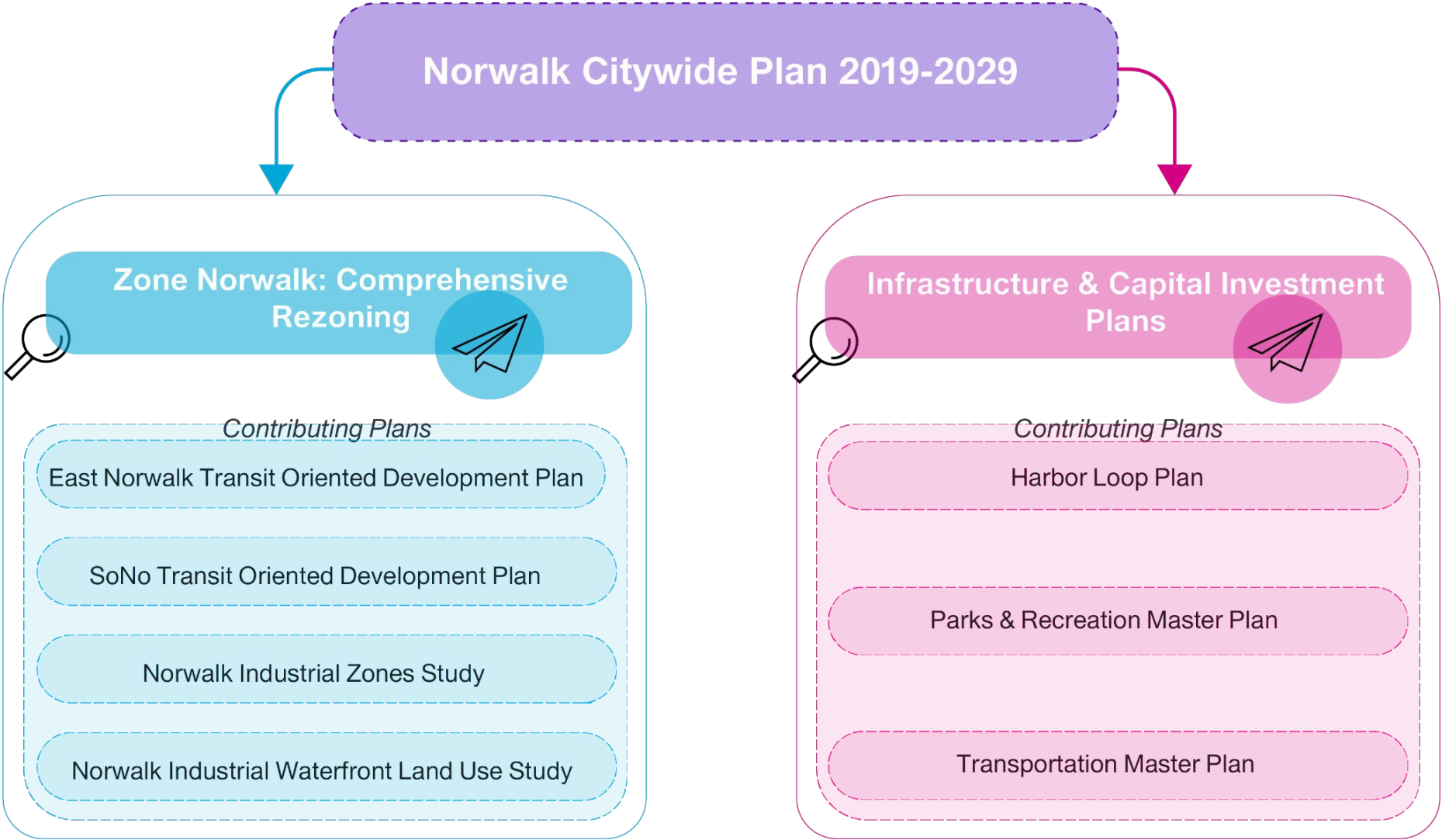
- **Vision**

*This plan is intended as a proactive tool, a roadmap for how Norwalk's waterfront can grow and change in a balanced way that aligns public and private benefits through a clear, integrated approach to linking private development and public benefits. The process was designed to develop a balanced vision for the waterfront with broad support that can inform policy and initiatives in a cohesive way.*

- **Integrated and Balanced Public Benefits Framework**
- **Aligned Policy Change**

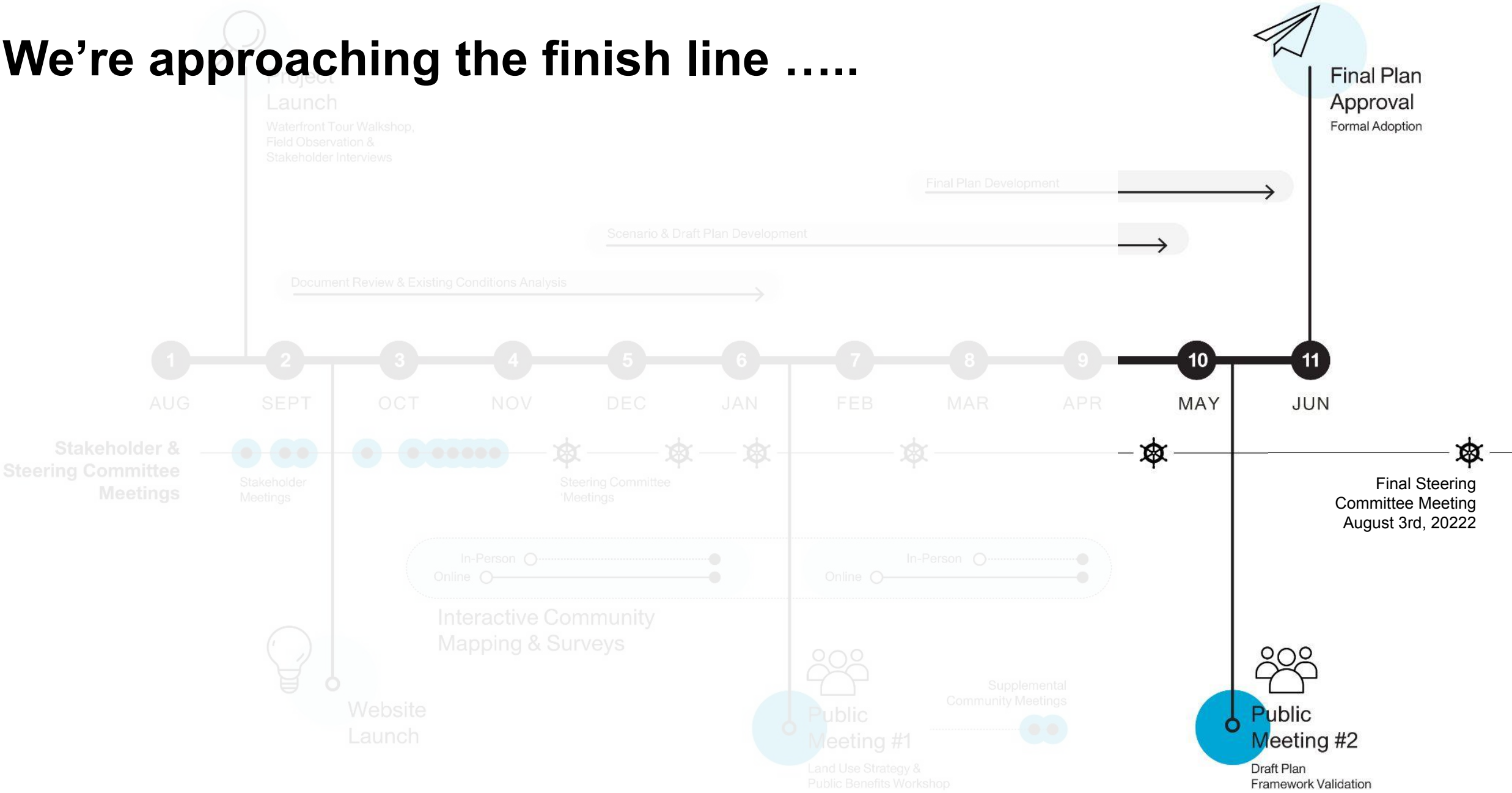


# Relationship to Ongoing & Recently Completed Plans





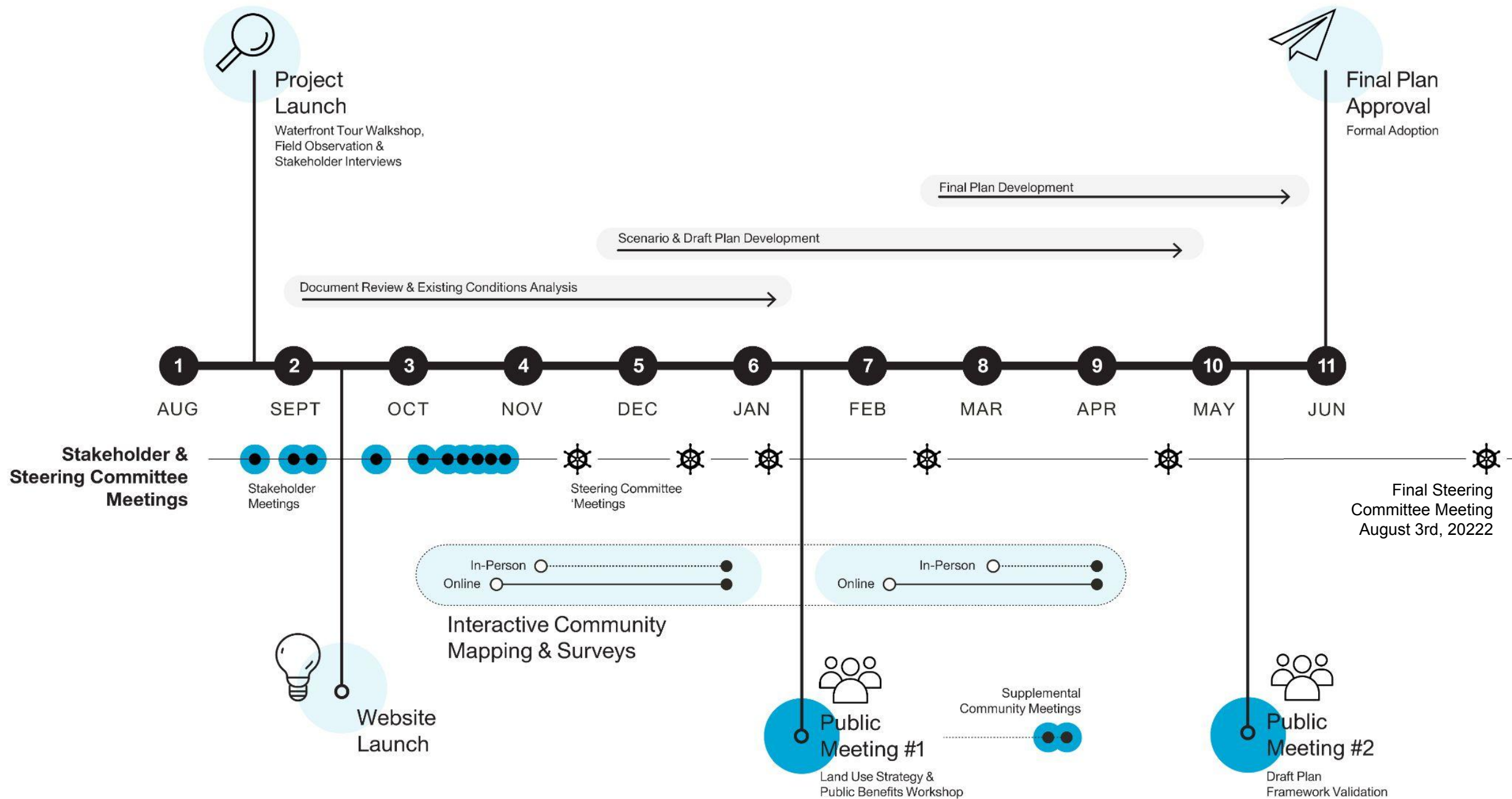
# We're approaching the finish line .....



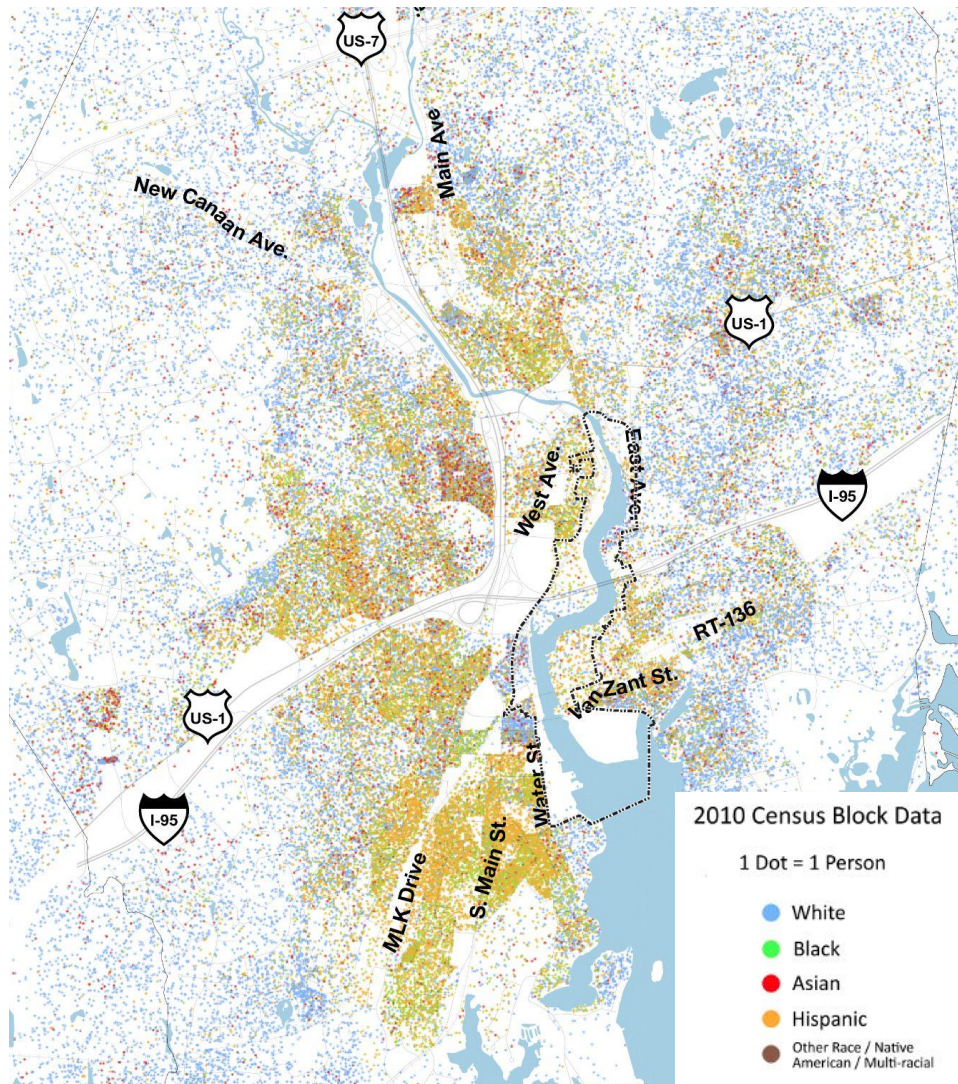
# Summary of Engagement Process & Findings

# Who did we hear from? What were our tools?





# Balancing Stakeholder & Community Input

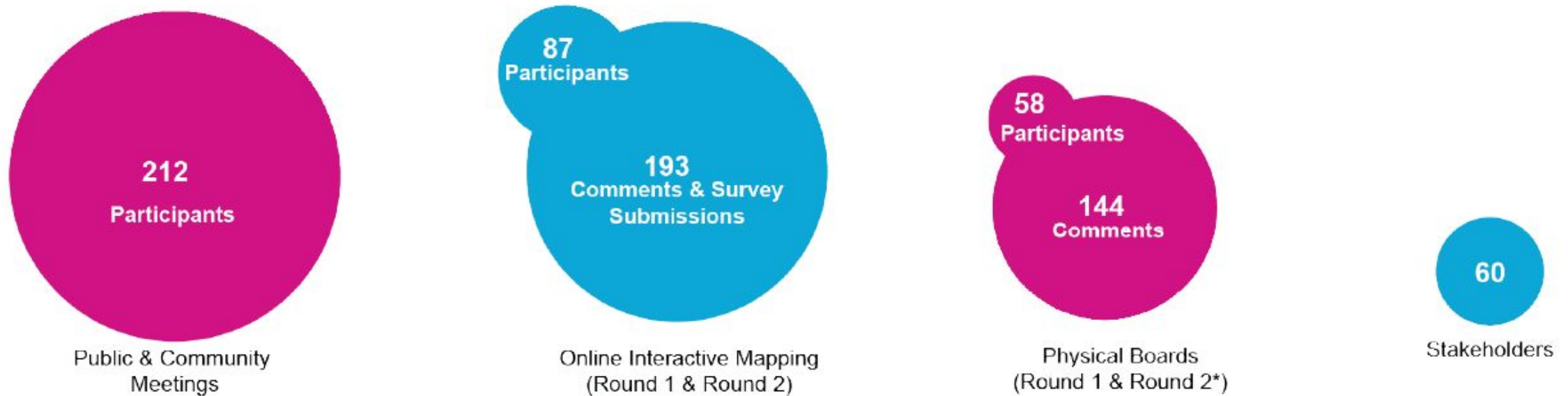


	Fairfield County	City of Norwalk	Study Area <i>Defined as Census Tracts 436, 437, 441, 442</i>
Poverty Rate*	8.9%	10.1%	15.0%
% White Alone, Not Hispanic	57.7%	48.6%	45.0%
% Not English Proficient, 5 years and over*	12.0%	16.2%	20.3%

Map shows 2010 Census data from [Racial Dot Map](#), Table shows 2020 Decennial Census data, unless shown with \* (which indicates 2019 ACS).


# Engagement by the numbers

We heard from **417+** community members & stakeholders



\*estimated participants based on the patterns of comments.






**NORWALK**  
Solutions


**Norwalk Industrial Waterfront Land Use Study**  
*Estudio de uso del suelo en el Frente Industrial Norwalk*

## C. Industrial-CBD Transition District

*Districto de Transición Industrial a distrito comercial central*



**Visit our website:**  
[www.norwalkwaterfront.com](http://www.norwalkwaterfront.com)  
 978.283.6600 ext. 200  
 200 State Street, Suite 200  
 Norwalk, CT 06854



### Guiding Questions

*Preguntas Orientadoras*

- How can we incorporate a more inclusive, affordable and land use plan that respects the area's history and character while providing for the needs of the community?
- How can we create a more inclusive and affordable housing plan that respects the area's history and character while providing for the needs of the community?
- How can we create a more inclusive and affordable housing plan that respects the area's history and character while providing for the needs of the community?

**NOTE: place bid in context of your vision.**  
*NOTA: Contextualizar la oferta en la visión del proyecto.*


**1. Describe your vision for the project.**  
*1. Describa su visión para el proyecto.*

**2. Describe your vision for the project.**  
*2. Describa su visión para el proyecto.*

### Future Land Use Mix


*Mezcla de Usos de Suelo Futura*

**Total land area by land use category**  
*Área total de terreno por categoría de uso*




**Future Land Use Mix**

- Industrial
- Commercial
- Residential
- Public
- Open Space
- Waterfront
- Other



**Future Land Use Mix**

- Industrial
- Commercial
- Residential
- Public
- Open Space
- Waterfront
- Other




# Norwalk

Estudio de uso de suelo en el frente industrial de Norwalk

## E. Mini Industrial-Marina District


Districto Industrial-marítimo pequeño



### Guiding Question

Propósito: ¿Cómo vamos a ser?

- How do we envision the future industrial development of a strategic location on the water's edge, incorporating commercial, light industrial, research and development, and headquarters uses, while respecting the historic and natural resources of the waterfront?
- How do we envision the future industrial development of a strategic location on the water's edge, incorporating commercial, light industrial, research and development, and headquarters uses, while respecting the historic and natural resources of the waterfront?
- How do we envision the future industrial development of a strategic location on the water's edge, incorporating commercial, light industrial, research and development, and headquarters uses, while respecting the historic and natural resources of the waterfront?



Industrial 40%

Commercial 30%

Residential 20%

Public 10%

**Current Land Use**  
 Use actual del suelo

**NOTE: place the dots in the scenario of your choice**  
 NOTA: coloca los puntos en el escenario deseado

### 1. Commercial

☐ Commercial

☐ Industrial

☐ Residential

☐ Public

### 2. Industrial

☐ Commercial

☐ Industrial

☐ Residential

☐ Public

### 3. Residential

☐ Commercial

☐ Industrial

☐ Residential

☐ Public

### 4. Public

☐ Commercial

☐ Industrial


☐ Residential

☐ Public

### Future Land Use Mix

Land Use Pie Charts represent total land area by total use category

Las proporciones representan el área total por categoría de uso del suelo.

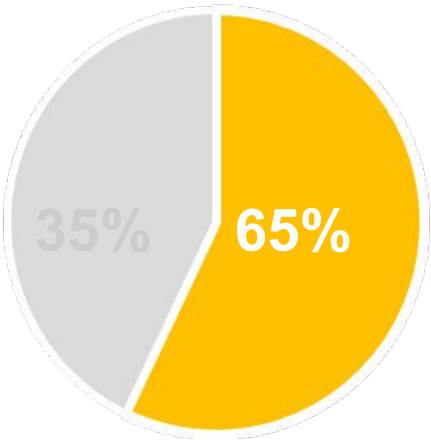


## Locations

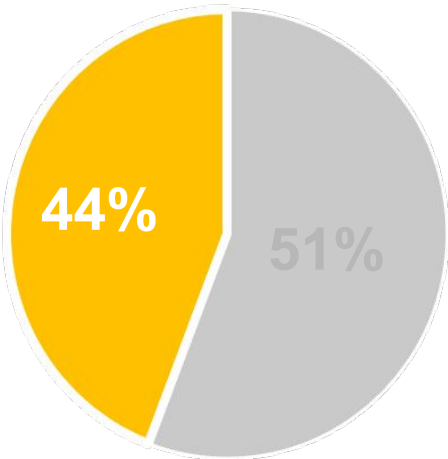
City Hall  
Public Housing Authority site  
common areas

# Public Meeting #1 Representation

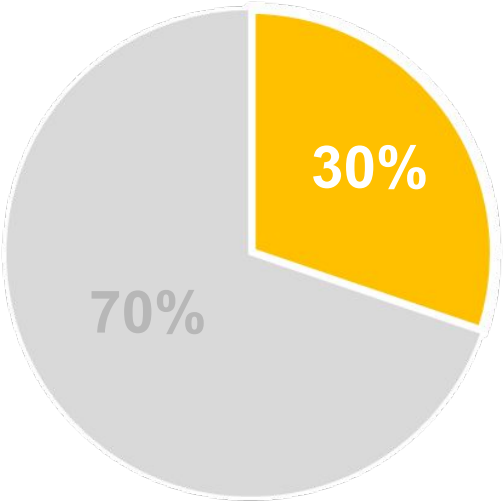
we heard from people who are most impacted by changes to the study area



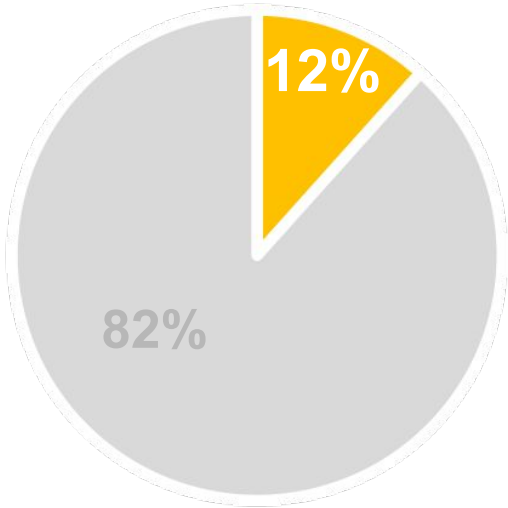
In Walking Distance of Study Area



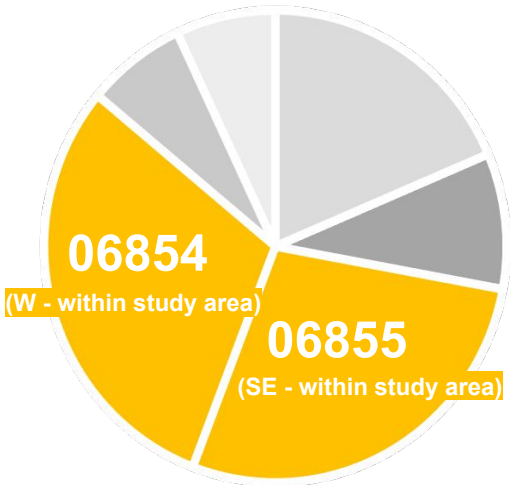
Recreational Users



Property & Business Owners



Workers in Study Area



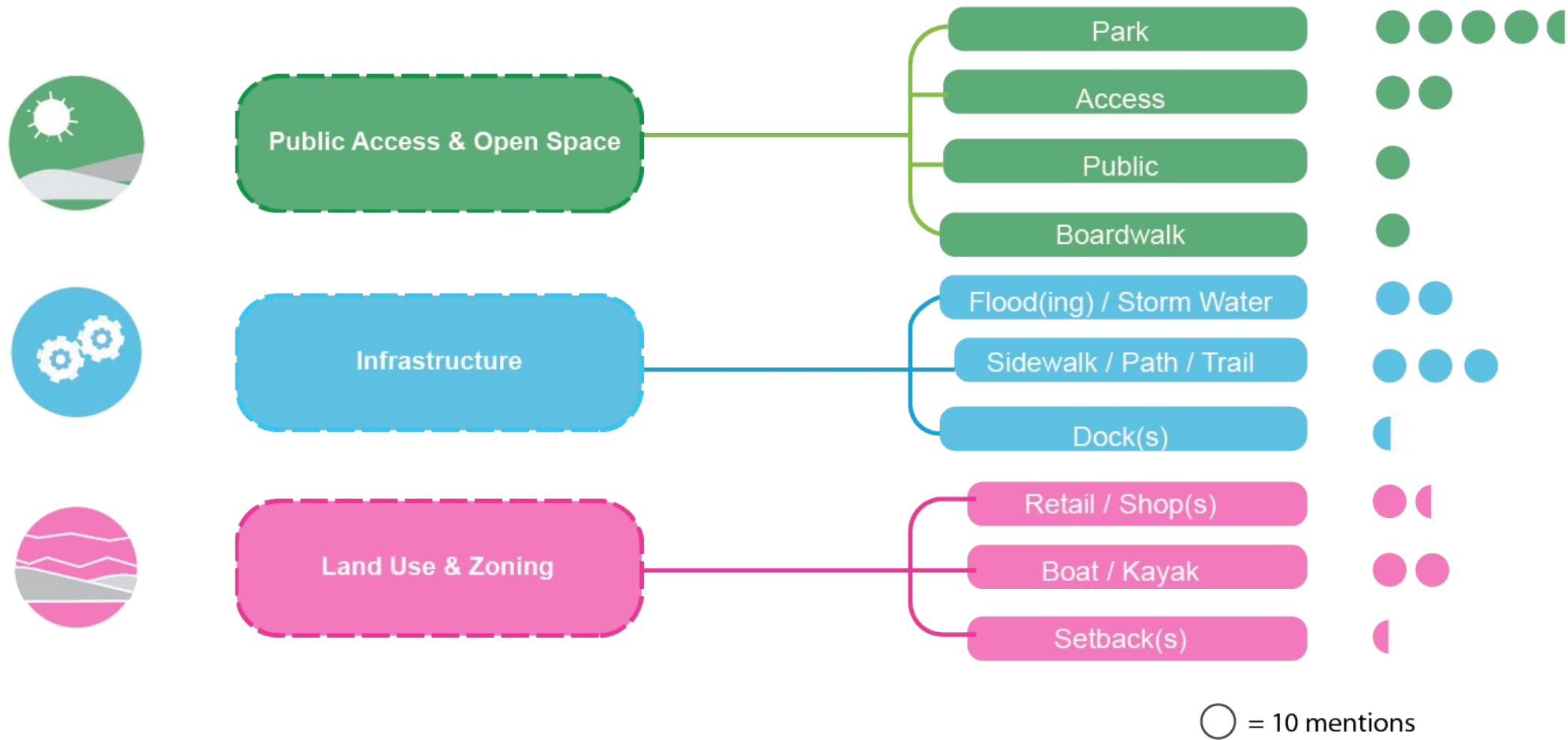
Zip Codes In / Adjacent to Study Area

# What did we learn?



# Summary of Initial Interactive Mapping Feedback

Link: <https://utile.mysocialpinpoint.com/norwalk-industrial-waterfront-land-use-plan/map#/>



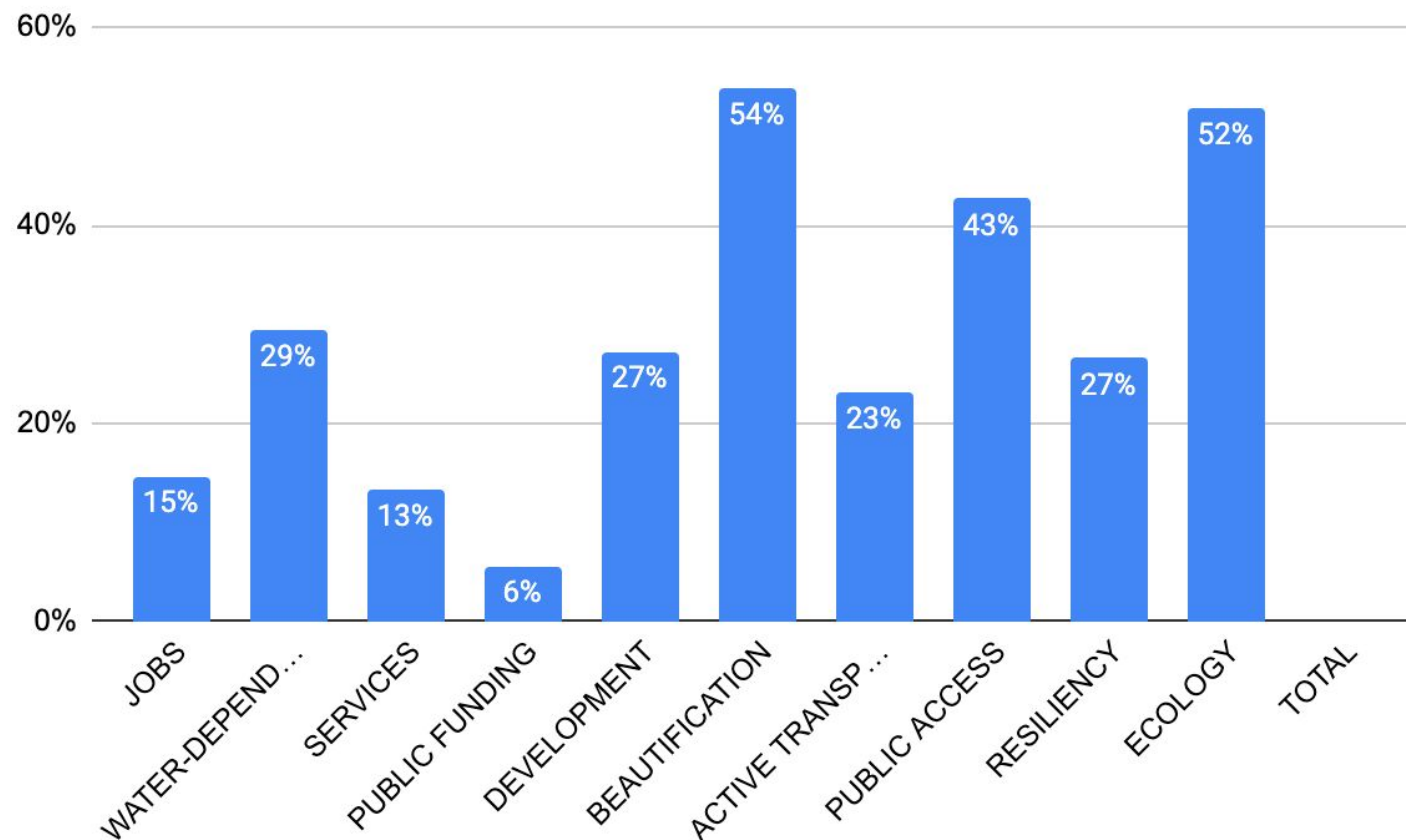
# Top Issues for the Public

Zoom Poll Results + Social Pinpoint Survey + In-Person Boards

1. Beautification
2. Ecology
3. Public Access

We consistently heard that the public wanted to see this plan advance two sets of priorities:

- Address Contamination, Water Quality & Flood Resilience Issues
- Improve Public Access, Recreation & Hospitality Network



Total Participants 143 (est.)

# Areas of Debate, Contention or Anxiety

## 1. Preservation/Protection of Existing Uses vs. Transitioning Use Mix

This tension revolved around the inner harbor heavy industry, the Water Street Marine Commercial and the Walk Bridge staging area parcels. Opinions differed in two ways:

- degree to which the existing land use mix is positively contributing to the local economy (both in terms of jobs and in terms of tax base)
- whether the existing land use mix is meeting the needs/priorities of Norwalk residents vs. regional needs that negatively impact local experience, use and access

## 2. Different Visions for Waterfront Growth + Public Access Framework

- Tourism, Recreation & Hospitality
- Marine Commercial & Recreational Boating
- Industrial Businesses & Essential Public Services
- Residential

## 3. Differing Opinions on Dredging

- recreational boating needs vs. environmental impact and oystering impact



# Draft Plan Framework

1. A site-specific, context-sensitive approach to land use and development intensity.
2. A cohesive, balanced public benefits framework.
  - *A vibrant, diverse and resilient marine economy.*
  - *A desirable, distinctive and dynamic experience for residents and visitors alike.*
  - *A healthy, sustainable and resilient ecosystem.*
3. An integrated, aligned policy and planning foundation.

# Draft Plan Framework

- 1. A site-specific, context-sensitive approach to land use and development intensity.**
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# Existing Character Area Identification Method

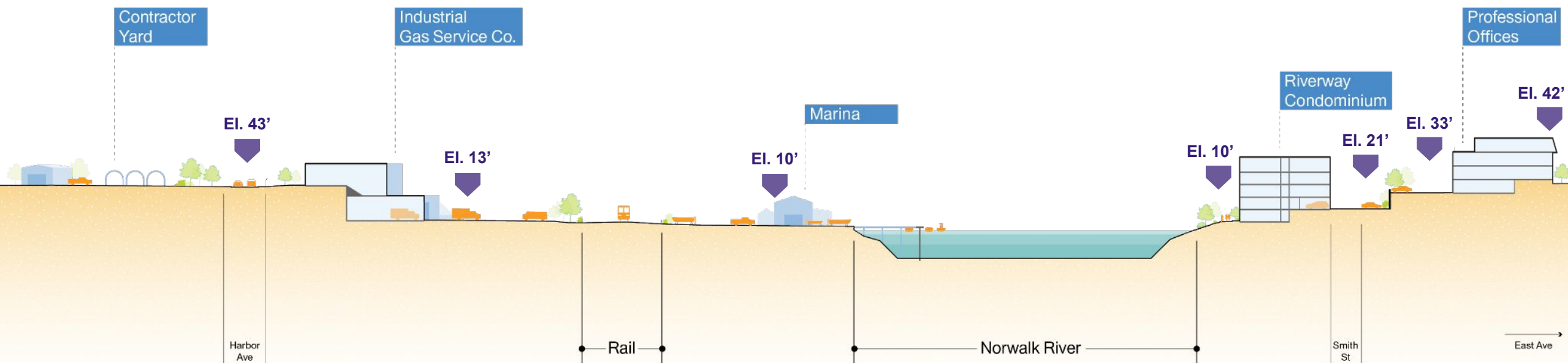
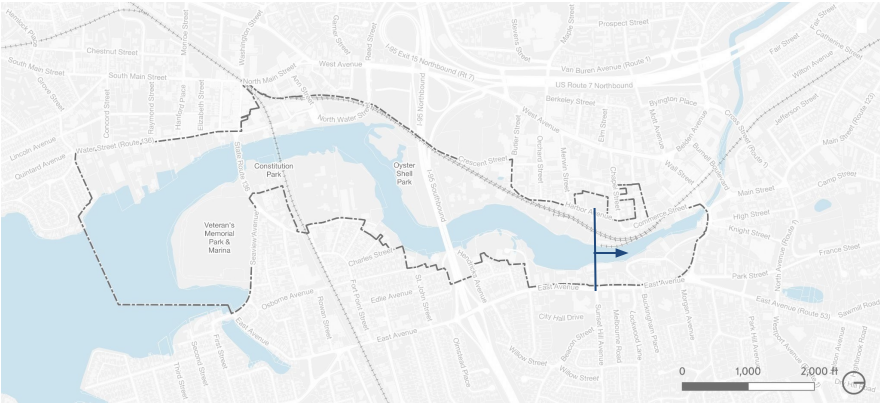
*Character Areas were identified based on physical characteristics and shared issues and opportunities:*

1. **Barrier Analysis:** Topography, Infrastructure & Road Network
2. **Hydrology Analysis:** Flood Risk & Impervious Surfaces
3. **Water Use Analysis:** Public Ownership, Water Access & Water-Dependent Uses
4. **Development Analysis:** Current Land Use, Zoning & Parcel/Building Types

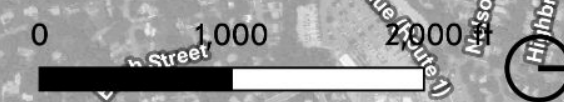
# Topographic Character

In the inner harbor, there is approx. 12' (one-story) elevation change from waterfront to roadways.

In many cases, land use is responding to elevation change.

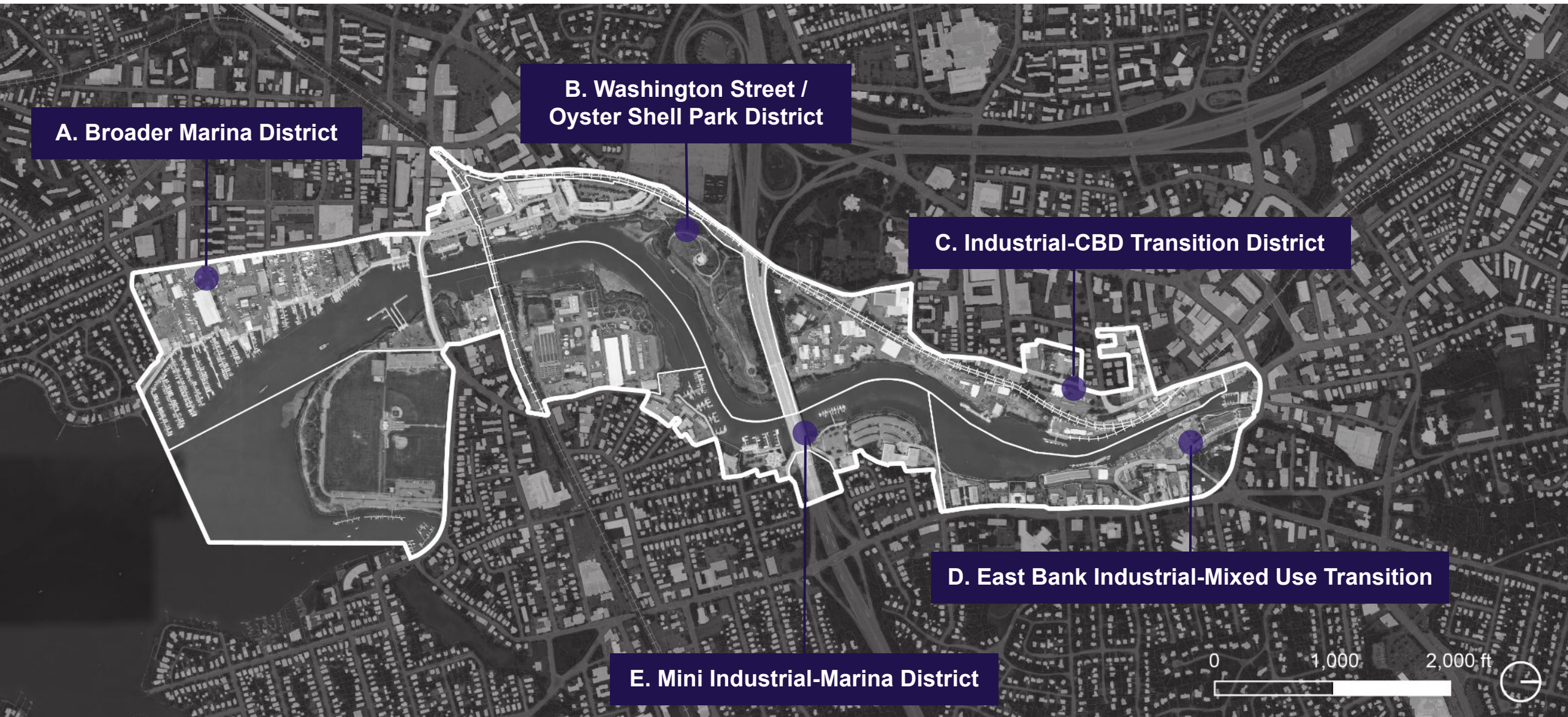








# Land Use Scenario Districts



**A. Broader Marina District**

**B. Washington Street /  
Oyster Shell Park District**

**C. Industrial-CBD Transition District**

**D. East Bank Industrial-Mixed Use Transition**

**E. Mini Industrial-Marina District**



# Draft Plan Framework

1. A site-specific, context-sensitive approach to land use and development intensity.

**2. A cohesive, balanced public benefits framework.**

- *A vibrant, diverse and resilient marine economy.*
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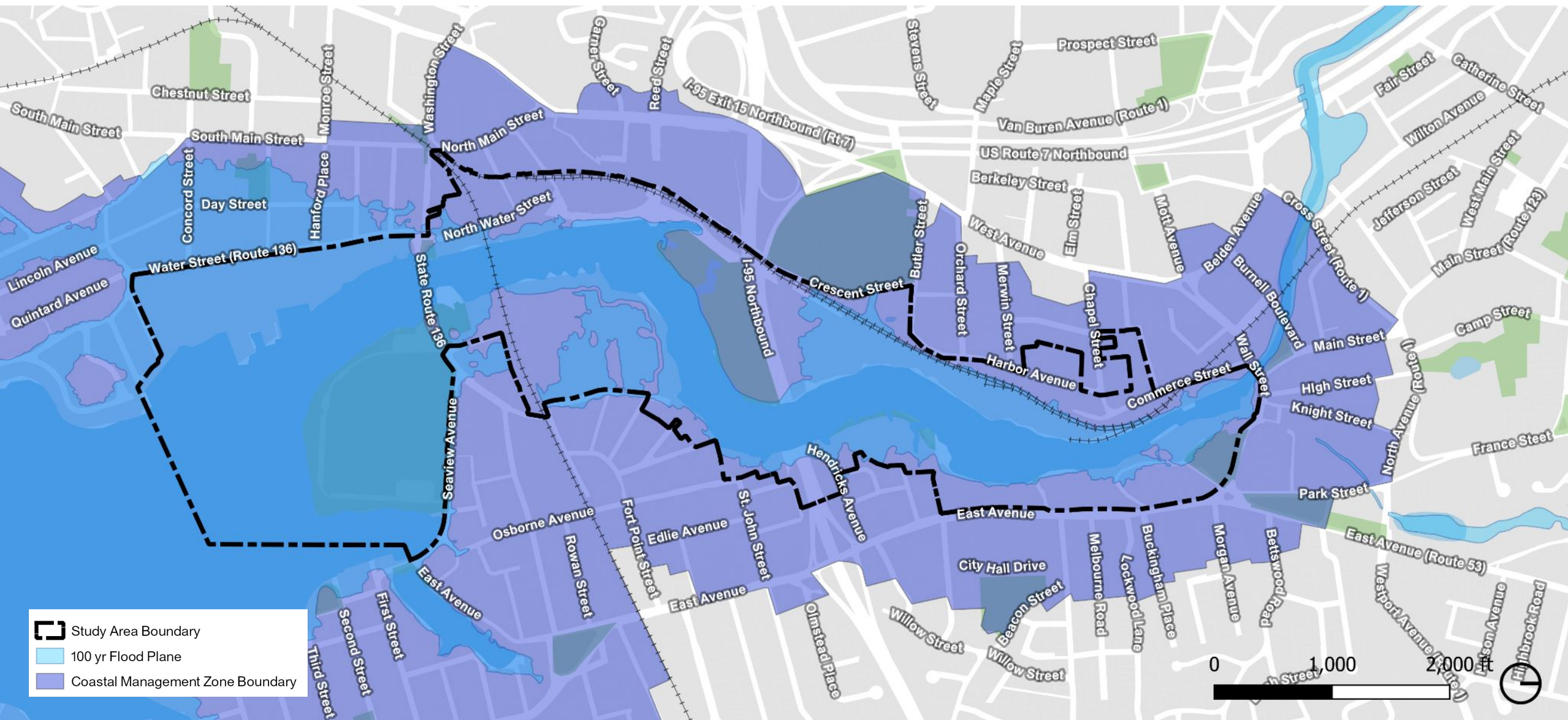
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# Draft Plan Framework

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- 3. An integrated, aligned policy and planning foundation.**



# FEMA + Coastal Management Zone + Local Zoning

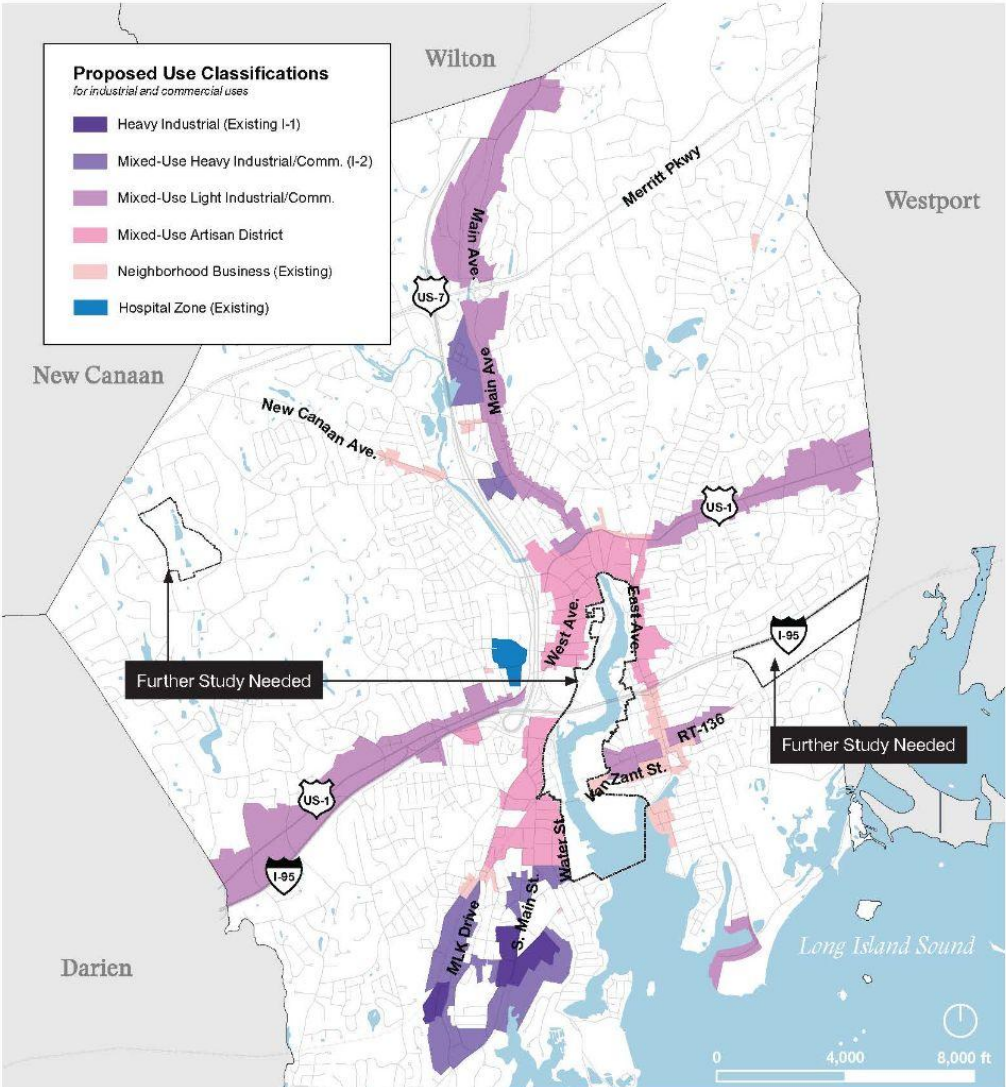


# Draft Recommendations

1. Land Use Vision
2. Capital Investment for Public Benefits
3. Policy Linking Development to Public Benefits
  - *Retention, Protection & Reinvestment in Water-Dependent Businesses*
  - *Transit-Oriented-Development, Multi-Modal Connectivity & Innovative Parking*
  - *Urban Design Standards for Public Realm, Beautification & View Corridors*
  - *Public Access & Resilience Enhancements*
  - *Brownfield Remediation & Water Quality Design Guidelines*



# Norwalk Industrial Zones Study Overview



## Proposed Use Classifications: 4 industrial use types

Heavy Industrial
Mixed Use Heavy Industrial/Commercial
Mixed Use Light Industrial/Commercial
Mixed Use Artisan



raw materials processing



contractor yards



light manufacturing and distribution



local food production



artisan workshops



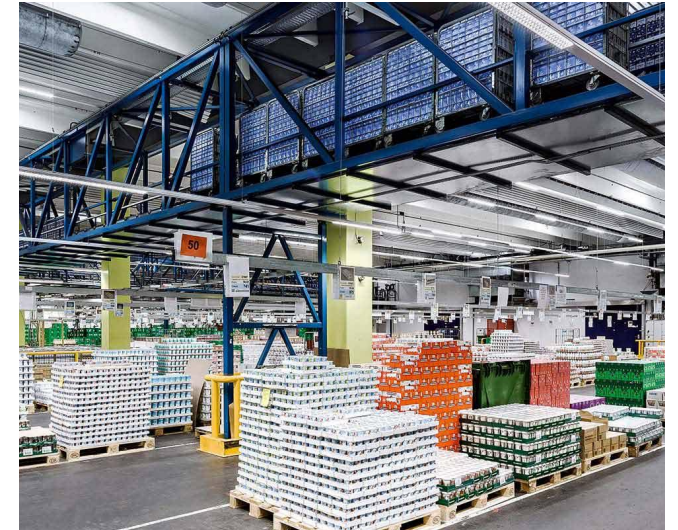
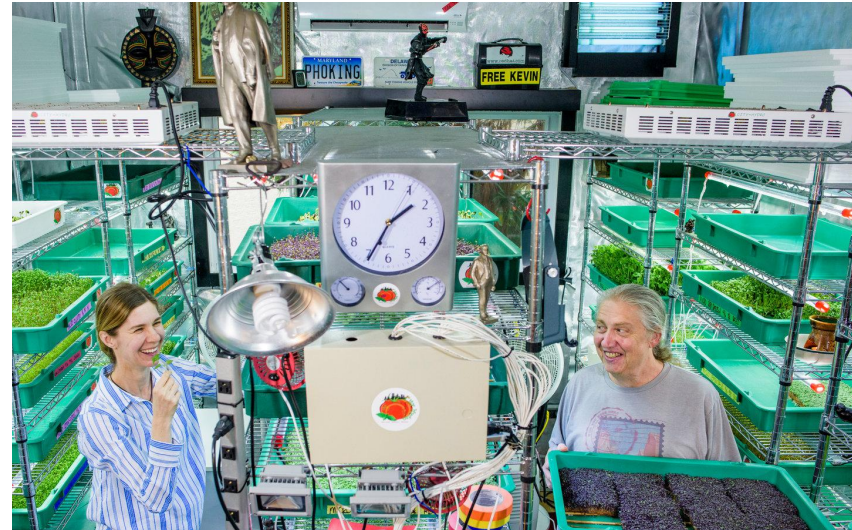


# Heavy Industry



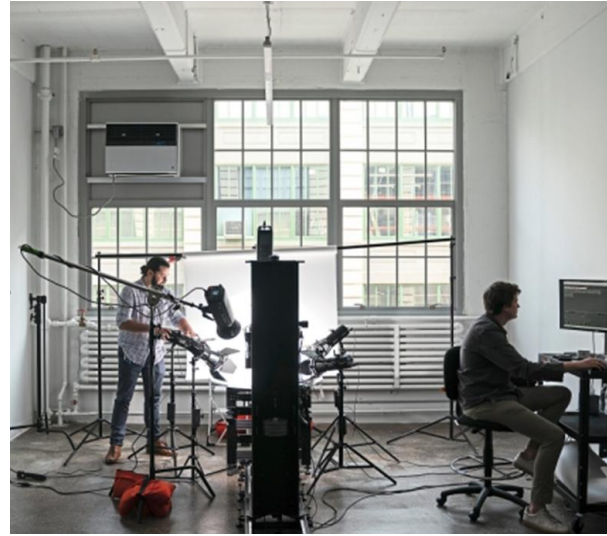


# Light Industry





# Boutique Manufacturing



# Proposed Use Classifications

Use Classification	Heavy Industrial (I-1)	Mixed Use Heavy Industrial/Commercial	Mixed Use Light Industrial/Commercial*	Mixed Use Artisan*
<b>Industrial Use Type</b>	Heavy Industrial	Light Industrial with Heavy Industrial by Special Permit	Light Industrial	Boutique Manufacturing
<b>By-Right Industrial Uses</b>	Heavy Manufacturing Utilities Concrete production Oil/petroleum storage	Light Manufacturing R&D Contractor Offices	Light Manufacturing R&D Warehousing & Transportation Industrial Services Contractor Offices	Boutique Manufacturing (e.g. Textile, Printing, Bakeries, Breweries and Distilleries) R&D < 25,000 sf Artist Live/Work & Maker Space
<b>Special Permit Industrial Uses</b>	Waste Management Contractor Yards Warehousing & Transportation	Heavy Manufacturing Contractor Yards Warehousing & Transportation Artist Live/Work & Maker Space Self Storage	Artist Live/Work & Maker Space Self Storage	
<b>Multifamily Use</b>	Prohibited	Special Permit	Special Permit	Allowed

\* Includes both manufacturing and distribution businesses











# Draft Recommendations

## 1. Land Use Vision

## 2. Capital Investment for Public Benefits

## 3. Policy Linking Development to Public Benefits

- *Retention, Protection & Reinvestment in Water-Dependent Businesses*
- *Transit-Oriented-Development, Multi-Modal Connectivity & Innovative Parking*
- *Urban Design Standards for Public Realm, Beautification & View Corridors*
- *Public Access & Resilience Enhancements*
- *Brownfield Remediation & Water Quality Design Guidelines*



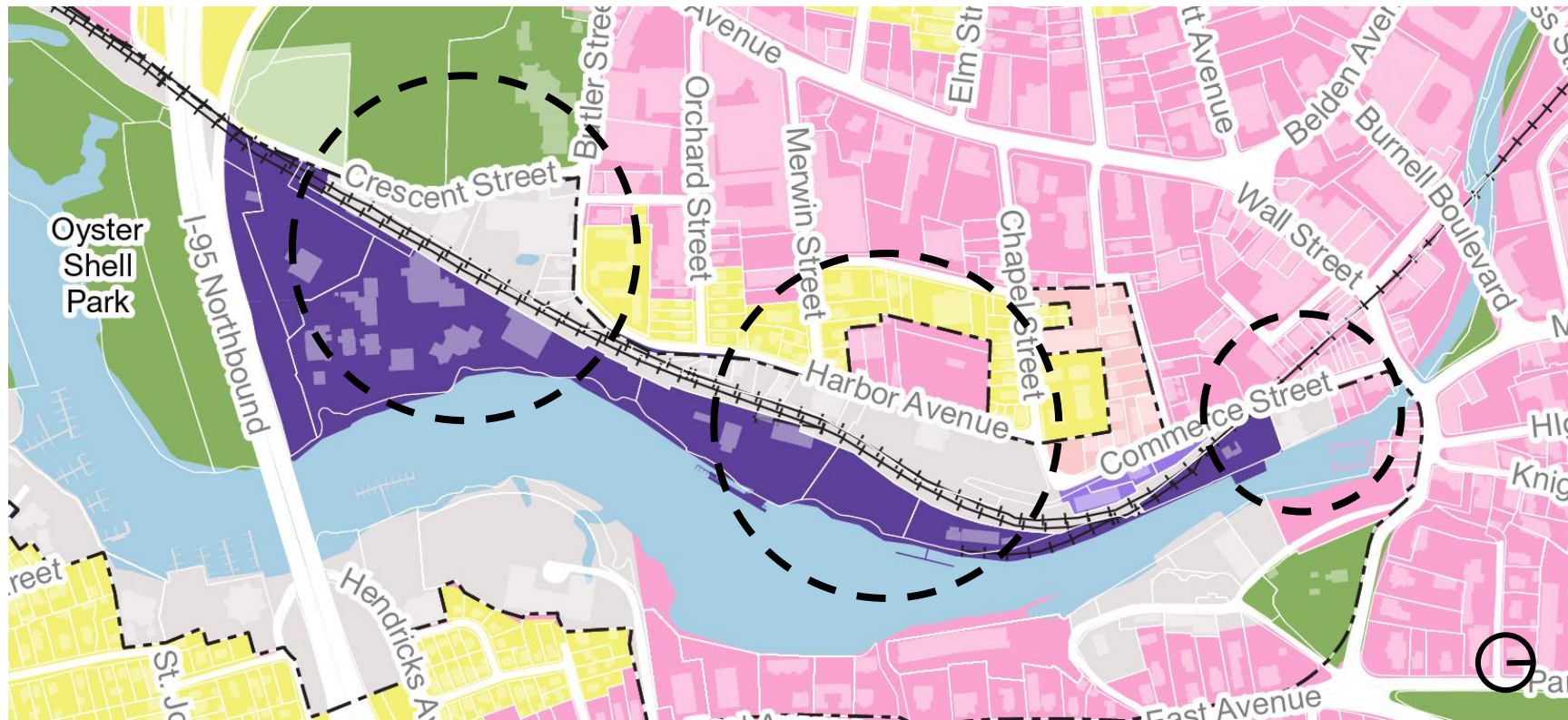




# CBD-Industrial Buffer: Land Use Considerations

## Strip between rail & streets

- Public preference is for lower-impact uses that are compatible with residential, CBD and open space/recreation uses.
- This area should no longer be zoned for Heavy Industrial (I-1). Depending on existing business needs and proximity of residential uses, this area should either be:
  - Mixed-Use Heavy Industrial/Commercial, or
  - Mixed-Use Light Industrial/Commercial



### Proposed Use Classifications

Red Marine Commercial

Dark Blue Heavy Industrial (I-1)

Purple Mixed-Use Heavy Industrial/Commercial (I-2)

Pink Mixed-Use Light Industrial/Commercial

Light Pink Mixed-Use Artisan

Orange Neighborhood Business

Blue Public Institutional

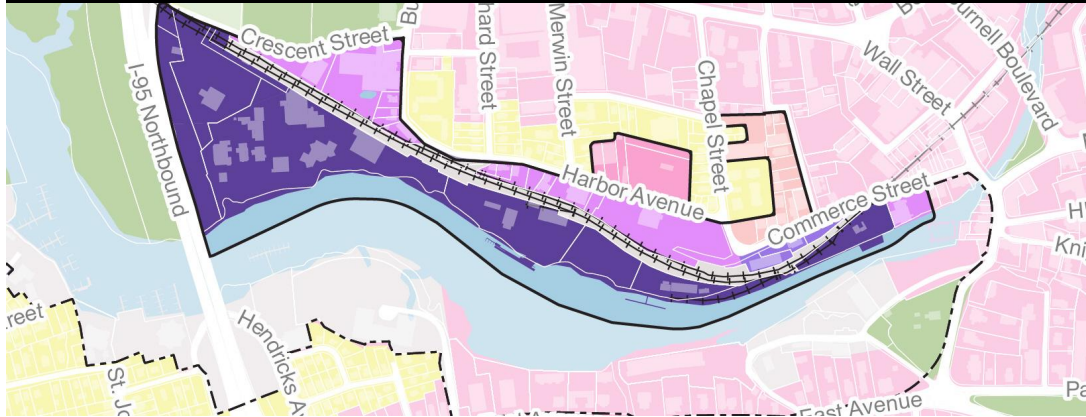
Green Open Space

Yellow Residential



# CBD-Industrial Buffer: Mixed Use Light Industrial/Commercial

## A - Mixed Use Light Industrial/Commercial



### Proposed Use Classifications

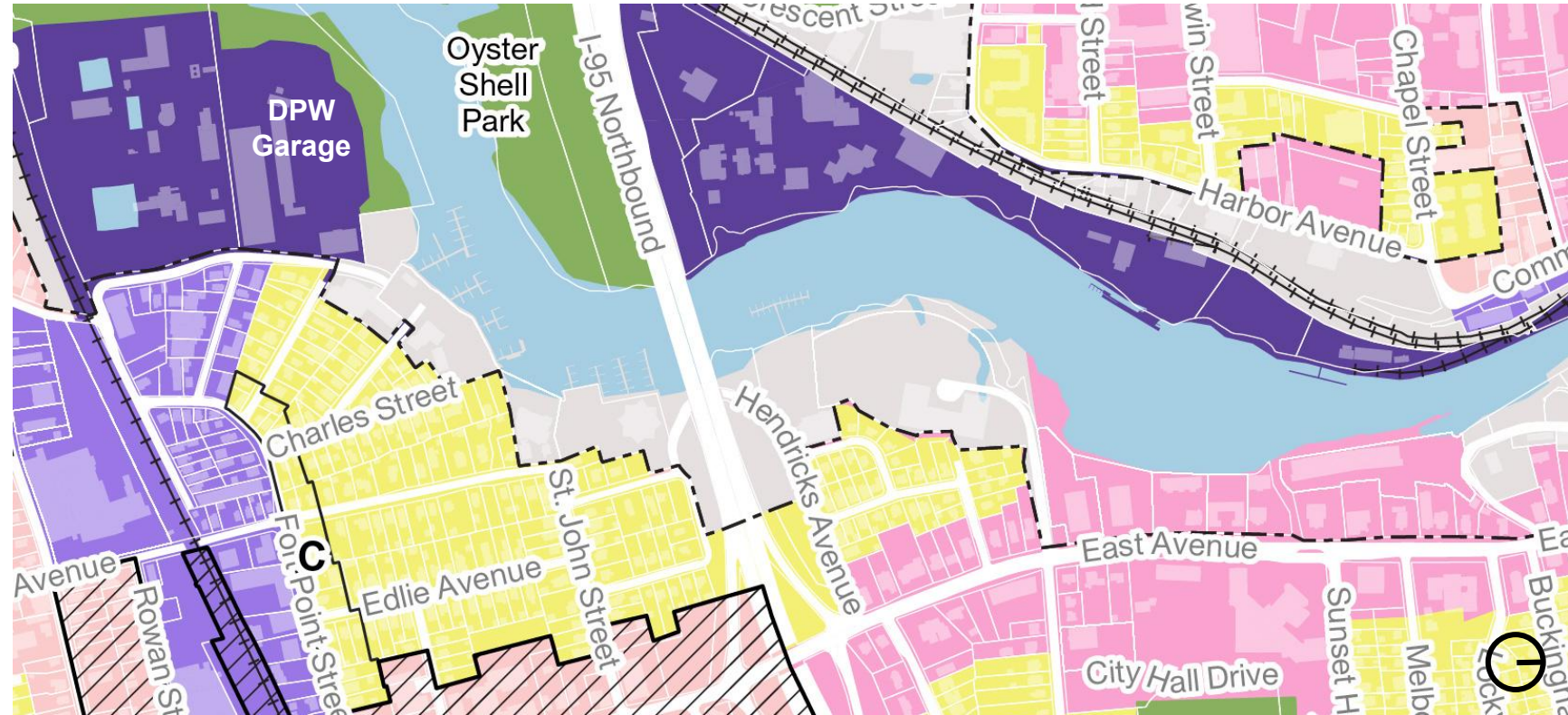
- Marine Commercial
- Heavy Industrial (I-1)
- Mixed-Use Heavy Industrial/Commercial (I-2)
- Mixed-Use Light Industrial/Commercial
- Mixed-Use Artisan
- Neighborhood Business
- Public Institutional
- Open Space
- Residential

## B - Mixed Use Heavy Industrial/Commercial



# Mini Industrial-Marina District: Land Use Considerations

- Public preference is for lower impact light industrial and R&D uses
- Current Harbor Loop trail is difficult to find and is underutilized - would be nice to have land use create a more intuitive connection/gateway
- Consider relocation of the DPW garage and reuse of that site to leverage waterfront location.
- These sites are somewhat low-visibility and are disconnected from the street network but have the potential to block neighborhood views of the water if allowed to go to higher densities.
- There is already an existing development norm of marina uses at the water's edge and office and light industrial uses inland - new zoning could build on this norm, using the same general approach as what is being proposed for the Water Street marina district.



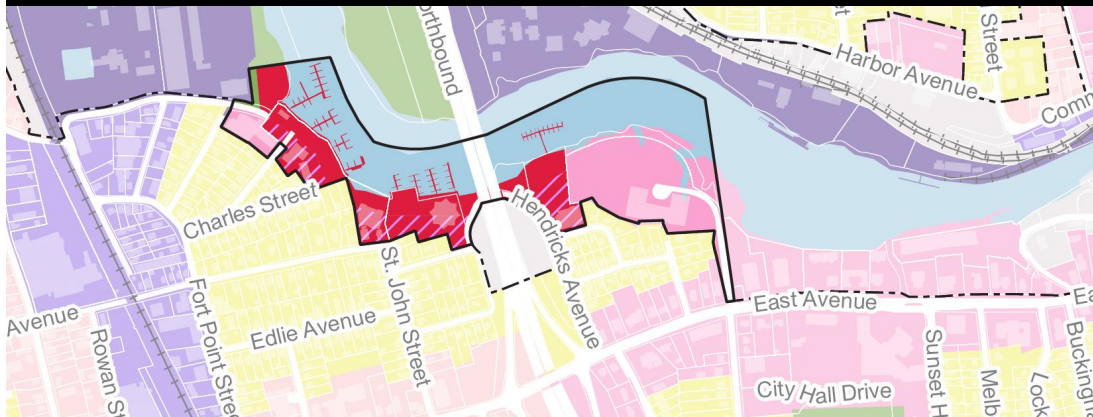
## Proposed Use Classifications

<span style="color: red;">■</span> Marine Commercial	<span style="color: pink;">■</span> Mixed-Use Light Industrial/Commercial	<span style="color: blue;">■</span> Public Institutional
<span style="color: purple;">■</span> Heavy Industrial (I-1)	<span style="color: lightpink;">■</span> Mixed-Use Artisan	<span style="color: green;">■</span> Open Space
<span style="color: lightpurple;">■</span> Mixed-Use Heavy Industrial/Commercial (I-2)	<span style="color: orange;">■</span> Neighborhood Business	<span style="color: yellow;">■</span> Residential

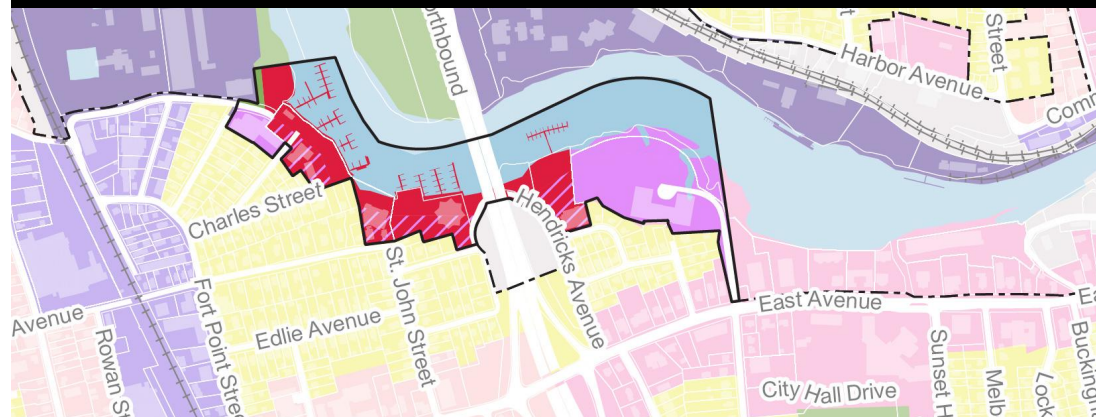


# Mini Industrial-Marina District: Marine Commercial

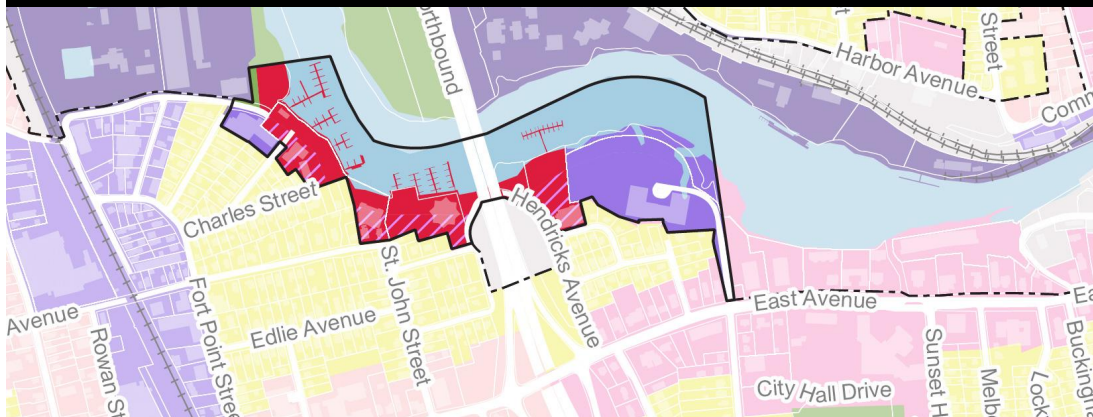
**A - Mixed Use Artisan Buffer**



**B - Mixed Use Light Industrial/Commercial Buffer**



**C - Mixed Use Heavy Industrial/Commercial Buffer**



## Proposed Use Classifications

- |   |  |
|---|--|
| <span style="color: red;">■</span> Marine Commercial                              | <span style="color: blue;">■</span> Public Institutional |
| <span style="color: darkblue;">■</span> Heavy Industrial (I-1)                    | <span style="color: green;">■</span> Open Space          |
| <span style="color: purple;">■</span> Mixed-Use Heavy Industrial/Commercial (I-2) | <span style="color: yellow;">■</span> Residential        |
| <span style="color: magenta;">■</span> Mixed-Use Light Industrial/Commercial      |  |
| <span style="color: pink;">■</span> Mixed-Use Artisan                             |  |
| <span style="color: peachpuff;">■</span> Neighborhood Business                    |  |



# East Bank Heavy Industrial: Land Use Considerations

## Current O&G Site

- Public preference is for public open space/recreation uses and uses that result in remediation and ecological restoration and a more continuous Harbor Loop trail.
- Low-visibility site that is not well connected to open space network or street network
- One of few sites with water-dependent industrial capacity - this could be a site worth considering for some type of water-dependent use restriction, but not for general industrial use - perhaps a new category for “marine industrial”

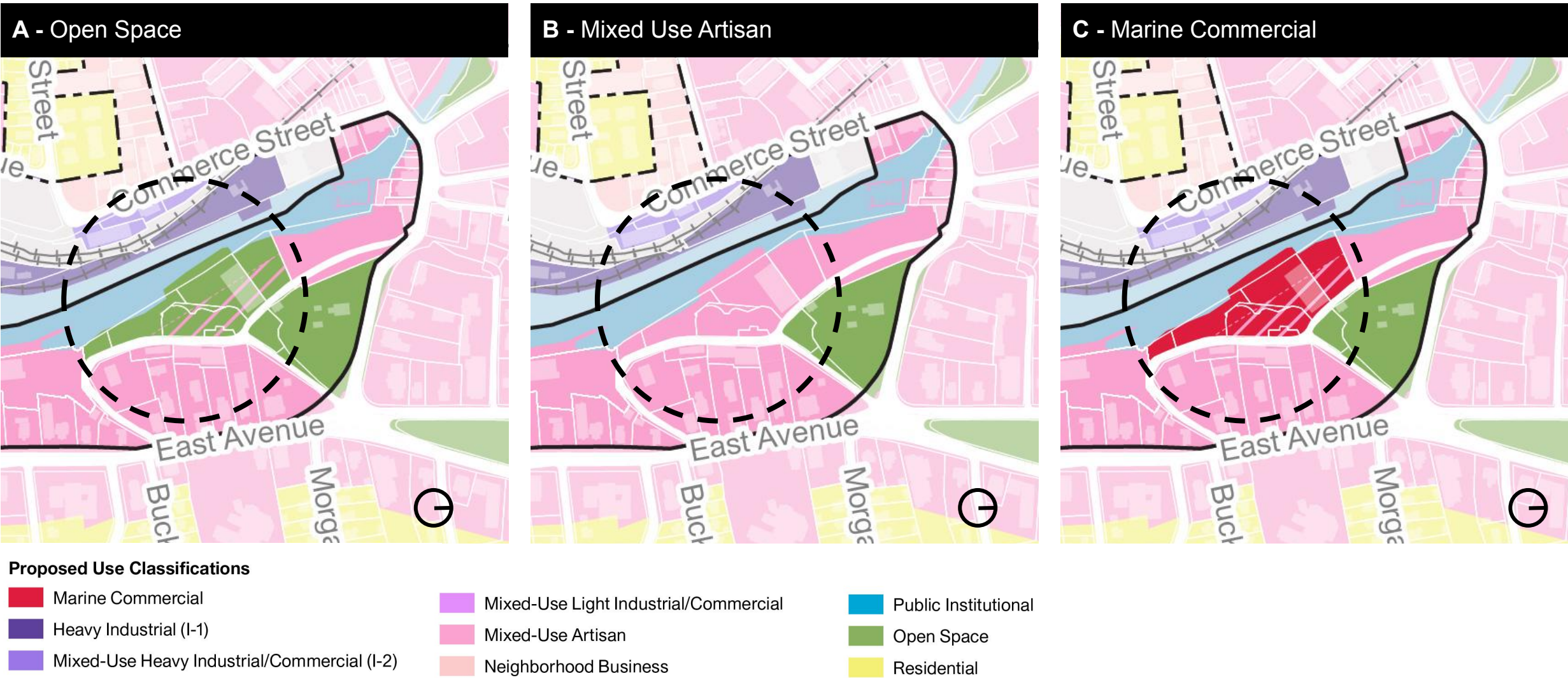


## Proposed Use Classifications

<span style="color: red;">■</span> Marine Commercial	<span style="color: magenta;">■</span> Mixed-Use Light Industrial/Commercial	<span style="color: blue;">■</span> Public Institutional
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<span style="color: purple;">■</span> Mixed-Use Heavy Industrial/Commercial (I-2)	<span style="color: orange;">■</span> Neighborhood Business	<span style="color: yellow;">■</span> Residential



# East Bank Heavy Industrial: Acceptable Alternative Uses





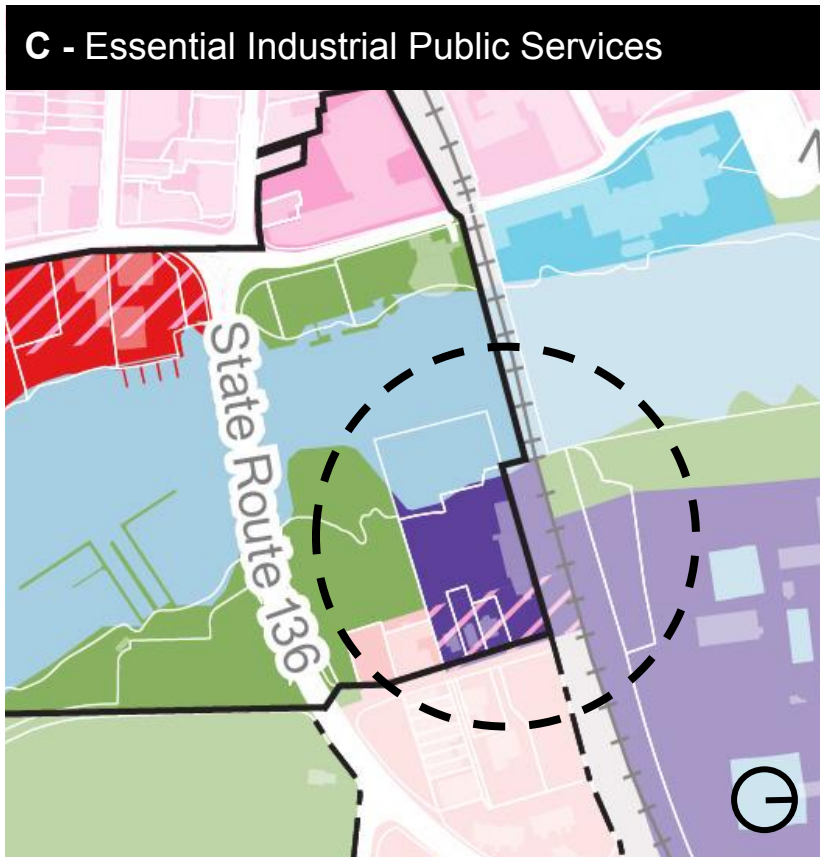
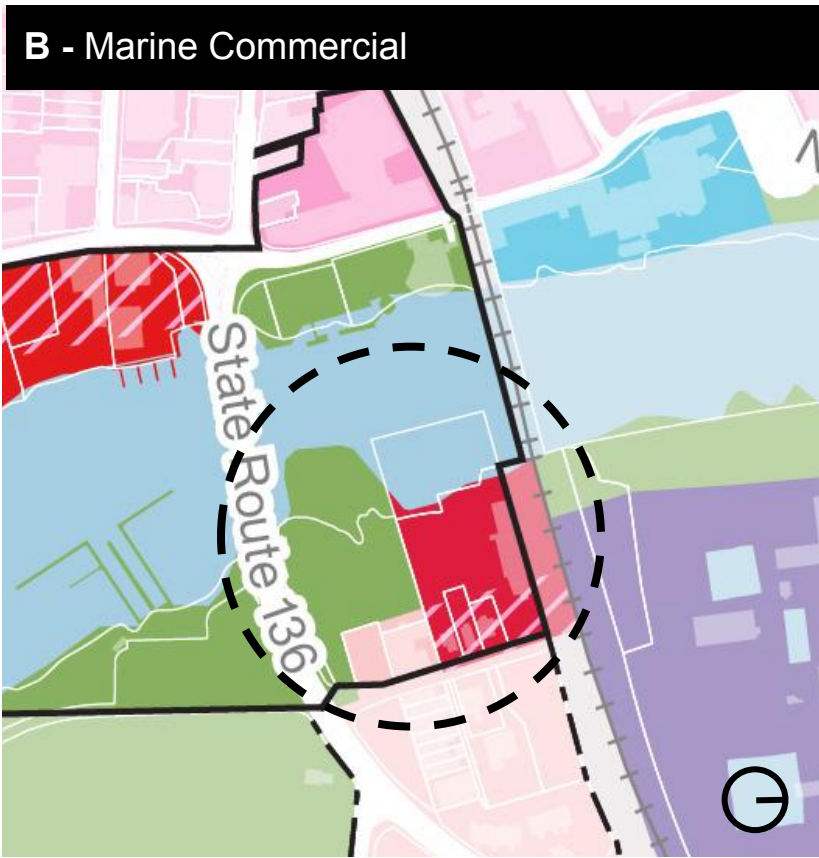
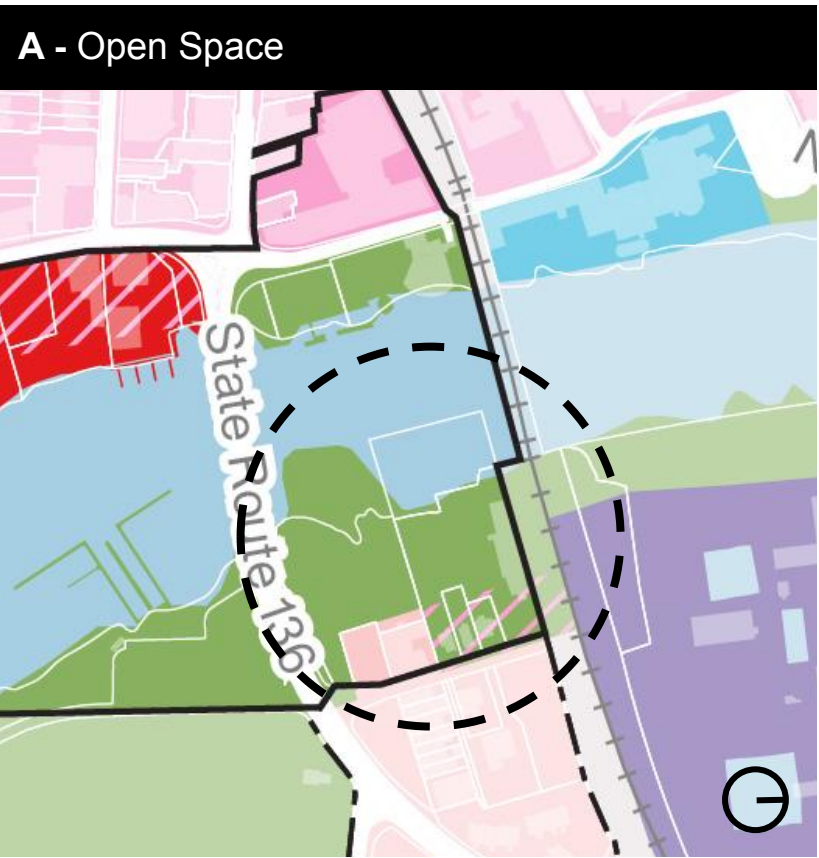
# Walk Bridge Staging Area: Land Use Considerations

## Walk Bridge Staging Area Future Use







- Public prefers open space
- Physically well-buffered from residential and neighborhood retail - would be an ideal location for expansion of marine commercial or essential industrial services (public works, waste transfer, wastewater treatment, marine construction, etc.)



# Walk Bridge Staging Area: Acceptable Alternative Uses



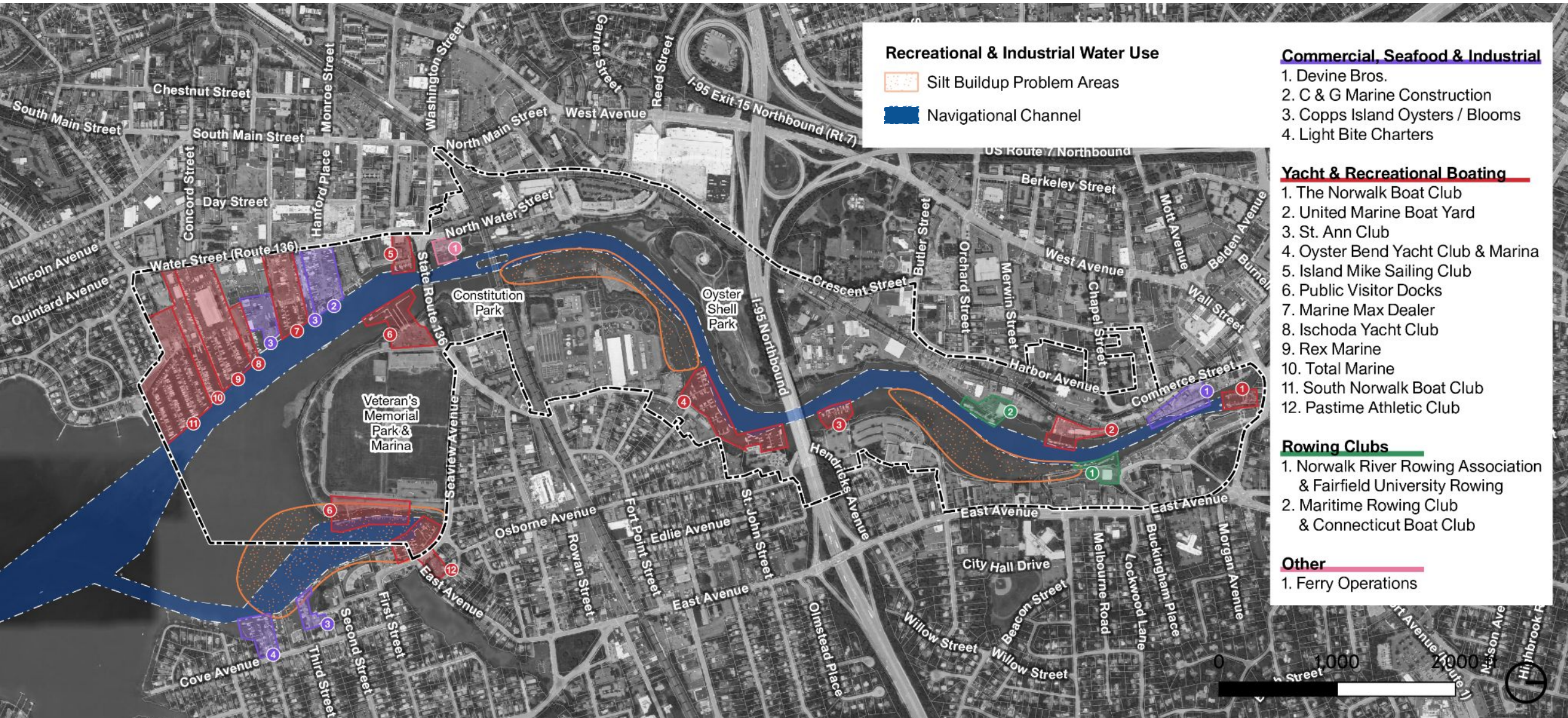
**Proposed Use Classifications**

- |  |   |  |
|--|---|--|
|  Marine Commercial                           |  Mixed-Use Light Industrial/Commercial |  Public Institutional |
|  Heavy Industrial (I-1)                      |  Mixed-Use Artisan                     |  Open Space           |
|  Mixed-Use Heavy Industrial/Commercial (I-2) |  Neighborhood Business                 |  Residential          |

**Note:** the Heavy Industrial (I-1) option would only be considered if there was a demonstrated need for expanded waterfront space for essential industrial public services like waste management, public works, and wastewater treatment.



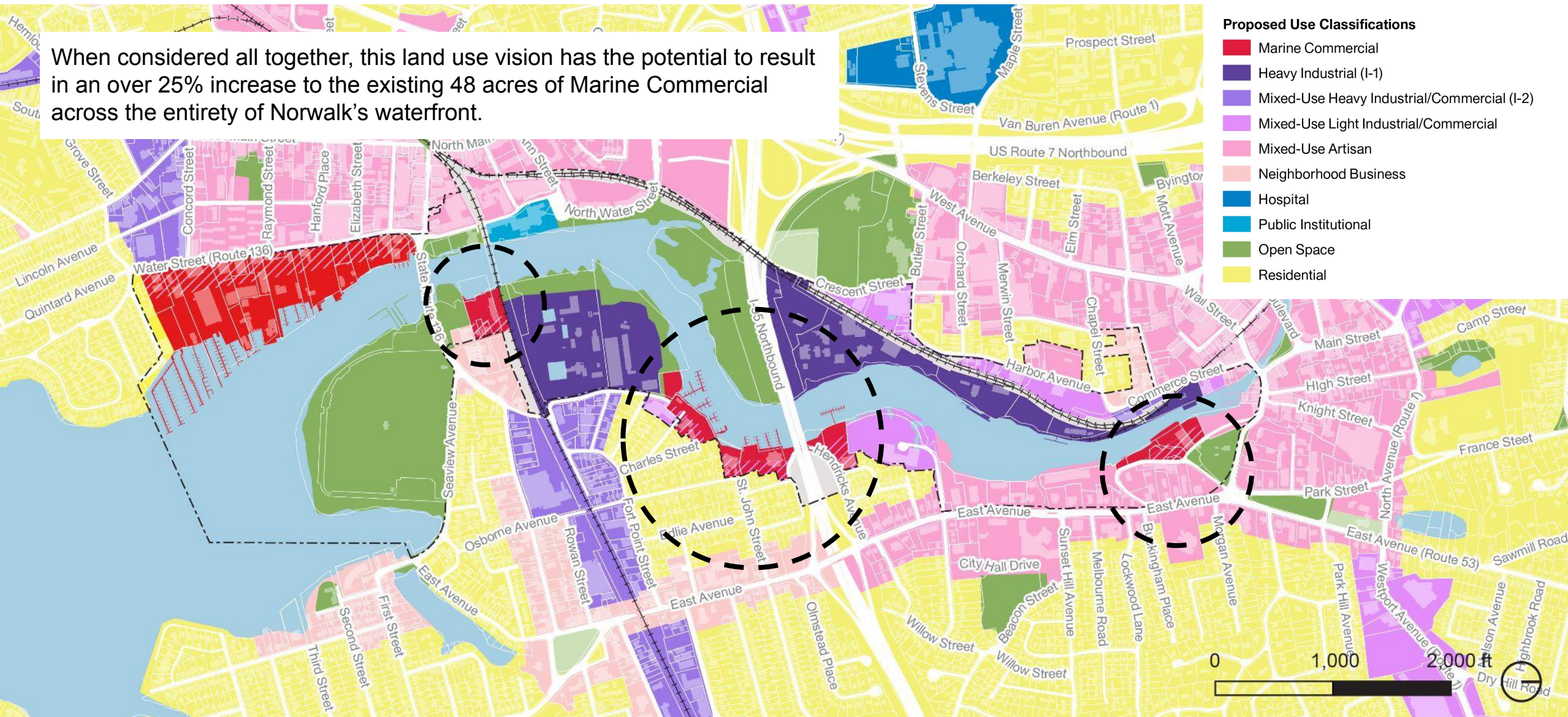
# Waterfront Land Use Vision: Existing Water-Dependent Use





# Waterfront Land Use Vision: Potential New Marine Commercial

When considered all together, this land use vision has the potential to result in an over 25% increase to the existing 48 acres of Marine Commercial across the entirety of Norwalk's waterfront.





# Draft Recommendations

## 1. Land Use Vision

## 2. Capital Investment for Public Benefits

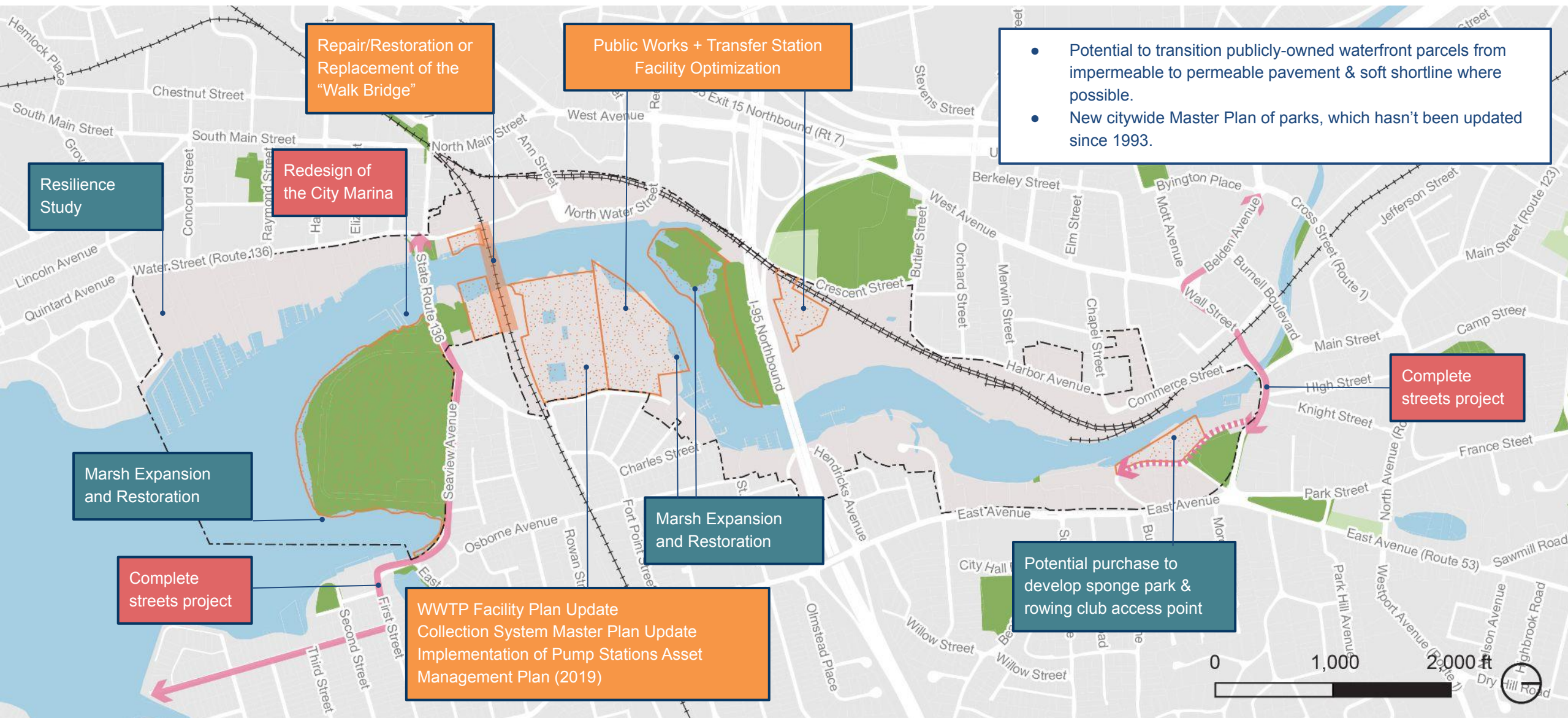
## 3. Policy Linking Development to Public Benefits

- *Retention, Protection & Reinvestment in Water-Dependent Businesses*
- *Transit-Oriented-Development, Multi-Modal Connectivity & Innovative Parking*
- *Urban Design Standards for Public Realm, Beautification, View Corridors & Public Access*
- *Flood Resilience Enhancements*
- *Brownfield Remediation, Ecological Restoration & Water Quality Design Guidelines*





# Potential & Planned Capital Projects



# Draft Recommendations

1. Land Use Vision

2. Capital Investment for Public Benefits

## 3. Policy Linking Development to Public Benefits

- *Retention, Protection & Reinvestment in Water-Dependent Businesses*
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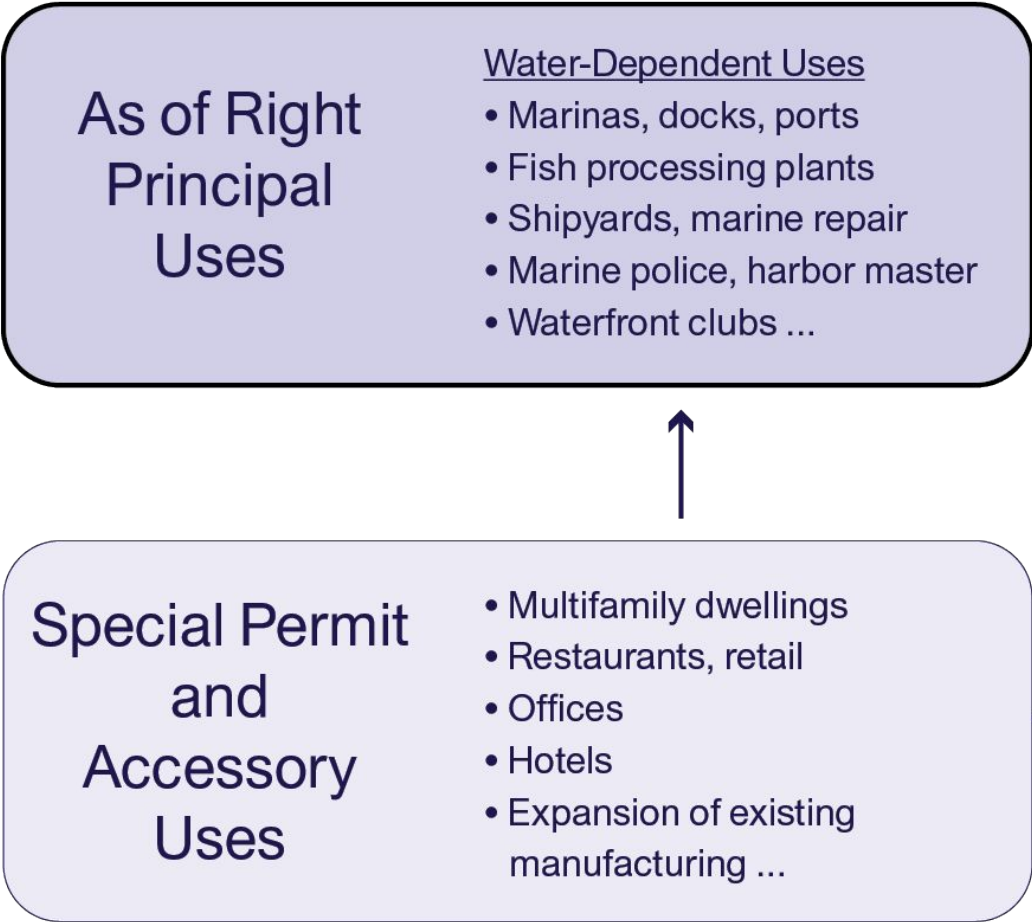
# Policy Linking Development to Public Benefits

Throughout the entire Study Area, future development should demonstrate how it is contributing the the five public benefit priorities that emerged from this process:

1. Retention, Protection & Reinvestment in Water-Dependent Businesses
2. Transit-Oriented-Development, Multi-Modal Connectivity & Innovative Parking
3. Urban Design Standards for Public Realm, Beautification, View Corridors & Public Access
4. Flood Resilience Enhancements
5. Brownfield Remediation, Ecological Restoration & Water Quality Design Guidelines

This is particularly important in the Marine Commercial zone (existing and new).

# Marine Commercial - Existing Zoning Analysis



Regulations	Existing Zoning
Height (max)	4.5 stories and 52'
FAR (max)	1.0
Recreation Area (min)	150 sf per dwelling unit
Residential Density (max)	21.8 dwelling units per acre
Yards	
Agg. Side	20% of lot width, 20' max
Rear	30' from MHWL except lots that don't abut water, min 15'
Building Area (max)	35% for buildings 80% for buildings and parking

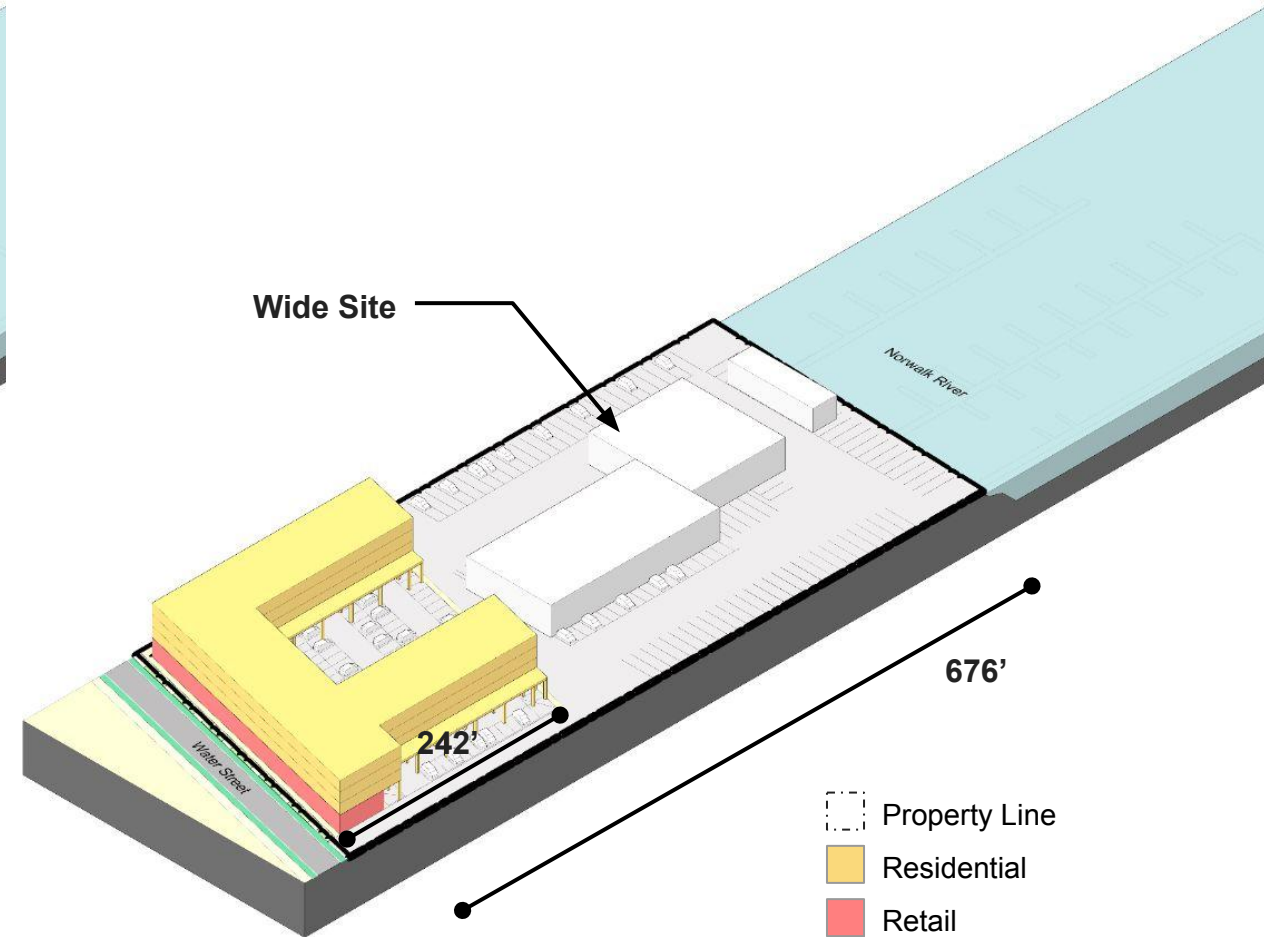
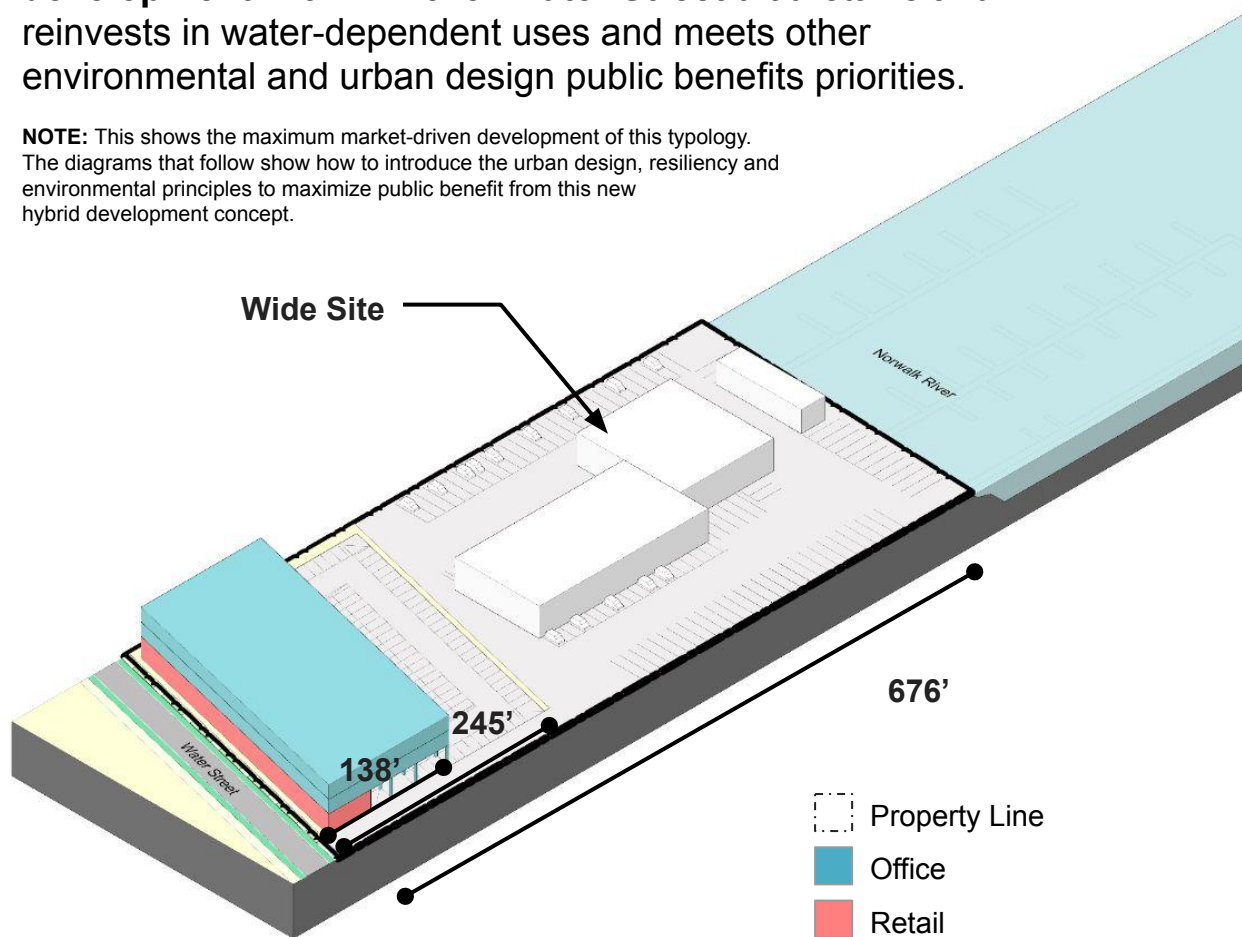
**Note:** Special Permits require a public hearing and approval by the commission.



# Marine Commercial Mixed-Use Concept

**Create a streamlined path to approval for mixed-use development within 245' of Water Street that retains and reinvests in water-dependent uses and meets other environmental and urban design public benefits priorities.**

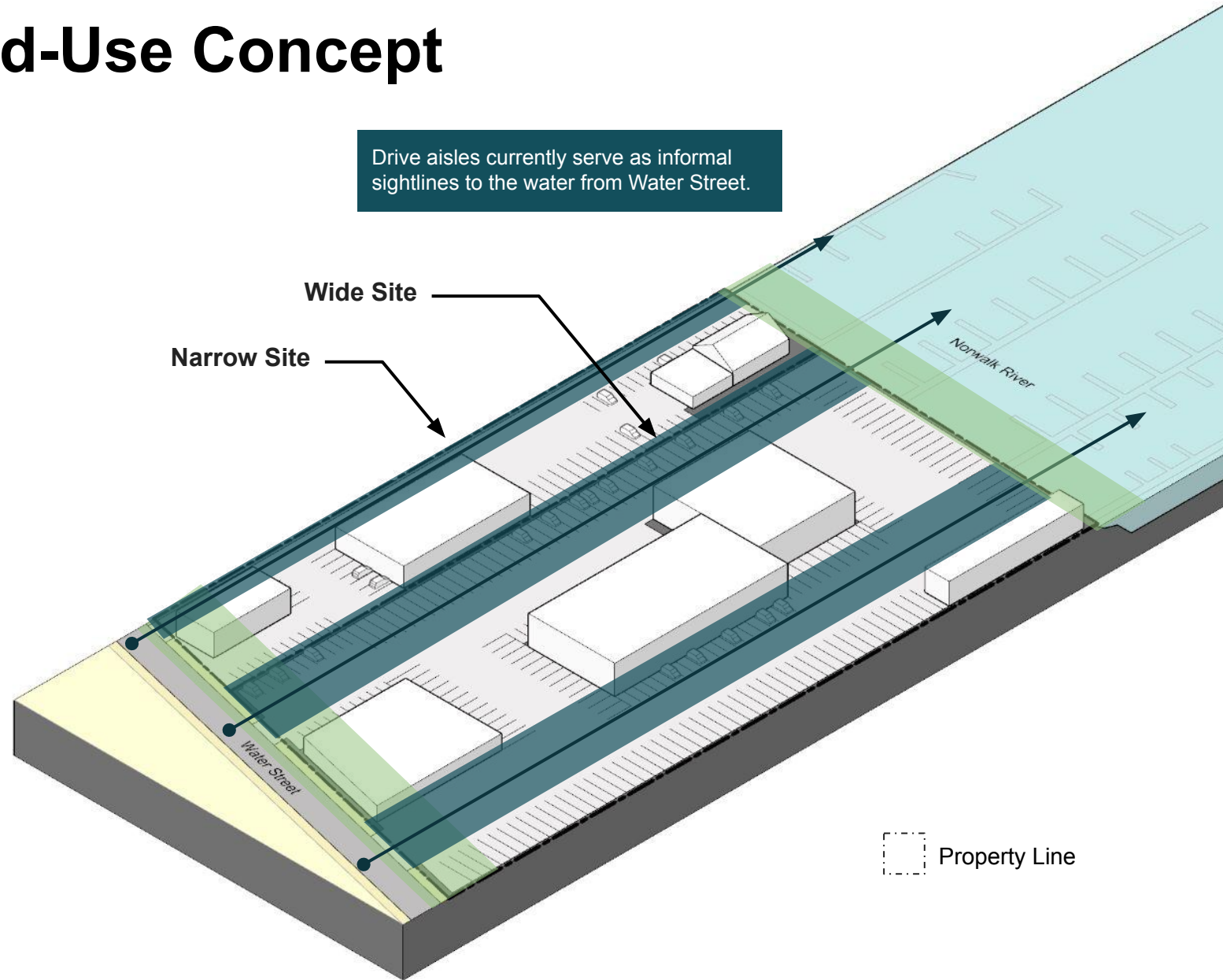
**NOTE:** This shows the maximum market-driven development of this typology. The diagrams that follow show how to introduce the urban design, resiliency and environmental principles to maximize public benefit from this new hybrid development concept.



# Marine Commercial Mixed-Use Concept

Urban design, resiliency & environmental opportunities:

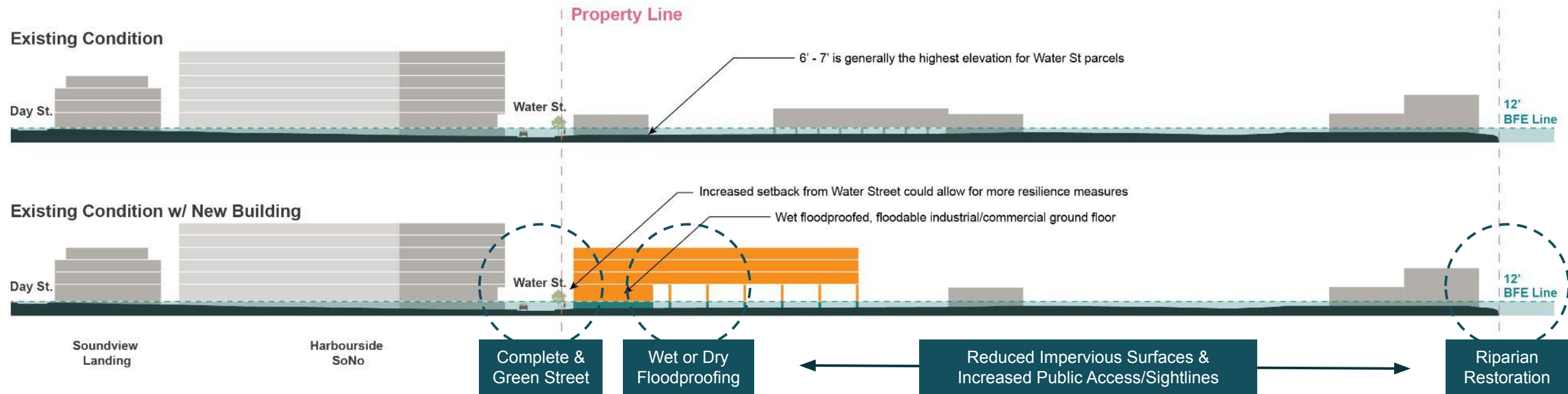
1. **Sightlines** from Water St and from streets that dead end into Water Street
2. **Limited Public Access** using the approach used for marinas with an esplanade on the East Bank.
3. **Water Street “Complete Street” Right-of-Way Expansion**
  - a. Resiliency Infrastructure “Greenway” Enhancements to improve inland flood protection, increase stormwater retention and reduce heat island effect
  - b. Bike & Pedestrian Infrastructure safe and comfortable dedicated paths for people cycling, walking or running along Water St.
  - c. Retail Public Realm to support more vibrant customer experience
4. **Improved Water Quality Incentives**  
reduce impervious surfaces and increase runoff water treatment standards, introduce “soft shoreline” with separate boating access



Property Line



# Marine Commercial Mixed-Use Concept



	Existing Zoning	Test Fits
Max Stories	4 ½	4
Max Height	52'	50'
Max FAR	1.0	0.5 - 0.65
Ground Floor Height	n/a	18'
Upper Story Height	n/a	10'8" residential 13'6" office

# Criteria for New Marine Mixed Use Typology on Water Street

In order to take advantage of this new development typology, the development must:

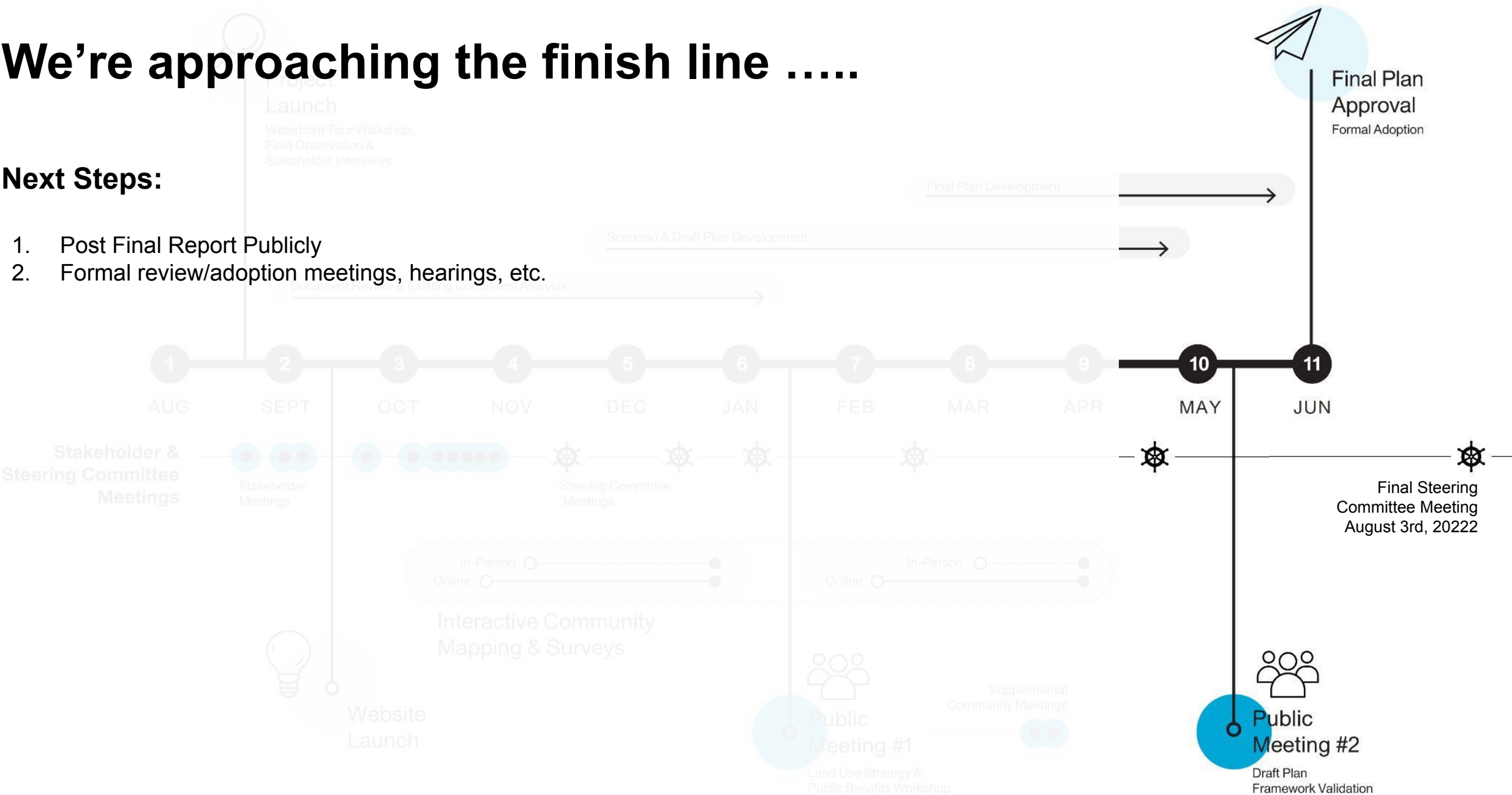
1. Have parcel characteristics such that the parcel being developed touches both the water and Water Street, has a minimum frontage on Water Street of 100 feet, and maintains a 26 foot drive aisle that provides vehicular access to the water from Water Street;
2. Limit the Marine Mixed Use Typology to be exclusively within 245' of Water Street leaving the remainder of the parcel for a water-dependent primary use;
3. Retain and invest in the expansion or improvement of a water dependent primary use;
4. Invest in improved Water Street streetscape and public realm, retain a view corridor to water, and provide public access to the waterfront where operations allow;
5. Make resiliency and stormwater management improvements (such as but not limited to wet and dry floodproofing, protective berming and riparian buffer restoration at the water's edge, and installation of stormwater retention and treatment infrastructure);
6. Have floodable industrial or commercial ground floor use with dry access to upper floors;
7. Maintain ground floor heights of at least 20 feet to ensure flexibility for a range of light industrial and commercial uses; and
8. Contribute financially, materially or operationally to shared parking and transportation demand management solutions for the Water Street Marine Commercial district.



# We're approaching the finish line .....

## Next Steps:

- 1. Post Final Report Publicly
- 2. Formal review/adoption meetings, hearings, etc.



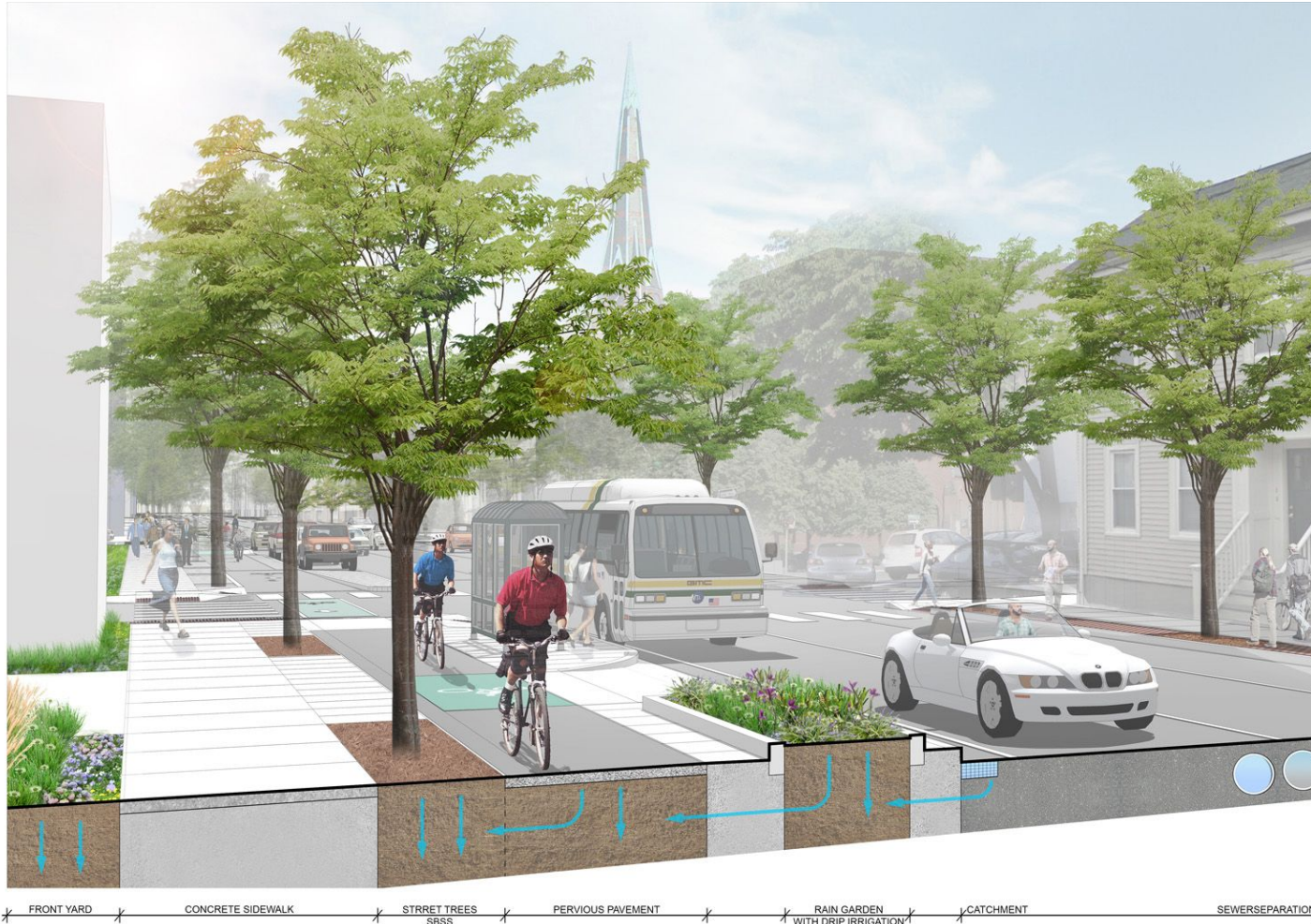
# Additional Questions and Comments?

- **Steve Kleppin** - [SKleppin@norwalkct.org](mailto:SKleppin@norwalkct.org)
- **Michelle Andrzejewski** - [MAndrzejewski@norwalkct.org](mailto:MAndrzejewski@norwalkct.org)



**- end -**

# Marine Commercial Mixed-Use Concept Modifications



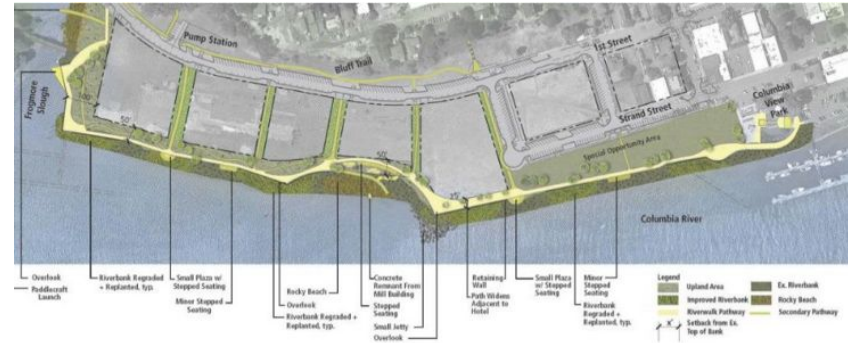
Water Street would benefit from the integration of stormwater management infrastructure and protected bike lanes as well as an expanded sidewalk zone to be more supportive of a vibrant ground floor retail environment.

In order to do this we would need to increase the ROW of Water Street.

*Western Ave Streetscape, Cambridge, MA, Halvorson Design*



# Marine Commercial Mixed-Use Concept



Introducing a “soft shoreline” and restored riparian habitat along the water’s edge would improve flood resilience, water quality and habitat and could be done while retaining marina functions through use of floating dock infrastructure with a flexible connection to the shore.

*This example is from the [Riverwalk Project](#) within the Riverfront District in the City of St. Helens, Oregon which is a collection of infrastructure investments designed to “create opportunities for regional employment, recreation, tourism, mixed-use brownfield redevelopment, and riparian habitat restoration.”*

# Marine Commercial Mixed-Use Concept

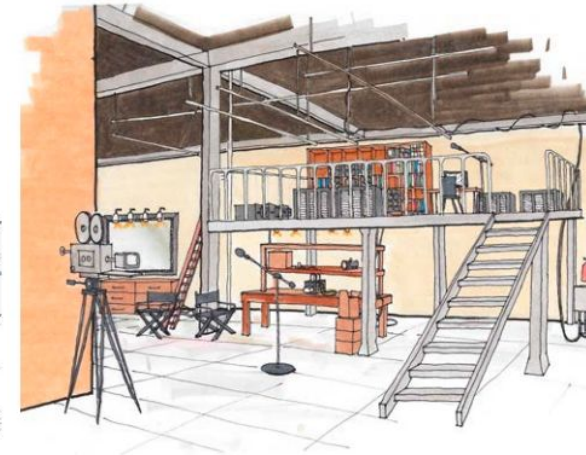
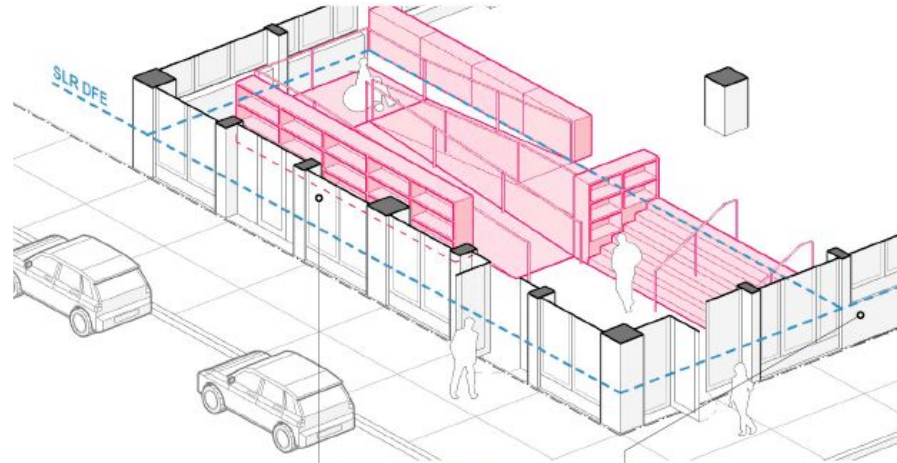
## Dry Floodproofing

e.g. Elevated/Ramped Plaza to Elevated Ground Floor Retail



## Wet Floodproofing

e.g. Floodable Entryway to Elevated Residential Lobby, Mezzanine Storage



Source: Boston Flood Zoning Design Guidelines, Utile & [Resilient Industry Report](#), NYC DCP



# Resiliency, Flood Risk

FEMA 100yr Floodplain (VE & AE) + Limit of Moderate Wave Action (LiMWA)

