

# **NORFOLK TOWN CENTER**

## ***B-1 District Town Center Zoning Study***

**Final Report**

January 27, 2020



## **Acknowledgments**

**Town of Norfolk**

***B-1 District Working Committee***

***Planning Board***

***Design Review Board***

**Metropolitan Area Planning Council (MAPC)**

### **Funding**

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## ***B-1 District Town Center Zoning Study***

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# Norfolk Town Center Zoning Executive Summary

## Introduction

The Town of Norfolk studied zoning changes for the B-1 District to encourage the establishment of a vibrant mixed-use Town Center that proactively directs higher density housing and active ground floor uses to the Town Center. Zoning promotes health, safety, and general welfare and defines how a property is used, the amount of development that can occur on a property, and the appearance of a property and building. The Zoning Bylaw of the Town of Norfolk governs development in the Town Center through Zoning Section I “B-1 District (Town Center).”



## Background

The Town of Norfolk worked with the Metropolitan Area Planning Council (MAPC) to study zoning recommendations, design guidelines, and other actions to support mixed-use development in Town Center. This work builds upon the vision established for the Town Center through the Town of Norfolk Master Plan and builds on recommendations of the 2018 Townwide Economic Development Plan.

## Purpose

### Commercial Tax Base

The justification for changing the zoning is well-supported. The 2018 Norfolk Townwide Economic Development Plan states the Town Center area, specifically the vacant lots on Liberty Lane, presents the greatest opportunity for new development in Norfolk and that only by increasing residential density in the Town Center will the town be able to justify a market incentive to the development community for new commercial development. The Town of Norfolk has an interest in encouraging new commercial development to expand the town’s tax base. The Town Center is one of two locations in the town that have been identified for increased commercial development through past planning documents, such as the town’s Master Plan. Currently, the commercial market in Norfolk Town Center is not strong enough to warrant development of commercial uses alone. A focus on zoning recommendations that would encourage mixed-use development has been pursued to increase the likelihood that the scale of commercial space, when combined with and supported by residential development components, can result in viable development in the Town Center that will expand and diversify the town’s tax base.

### Planned Growth

The Town of Norfolk will continue to grow. Between 2007 and 2015, the population has grown 6%. Future growth should be proactively directed to locations in the town that are walkable, have access to transit and infrastructure, and that would benefit from the economic activity of additional households. Town Center is the only location in the town that has these qualifications. Proactive planning and actions are required in order to leverage growth to its greatest benefit for the town. The zoning as it is currently composed is blocking growth from occurring in the Town Center. The growth that is occurring in the Town Center is sidestepping current regulations through the use of the Commonwealth’s Chapter 40B for development.

## **Choices for Residents**

While often the residential components of mixed-use development are met with more concern in a community, one of the great benefits of encouraging mixed-use development is promoting a greater variety of housing choice. This may include smaller units, more multi-family housing, or more rental housing to diversify a housing stock which is predominantly single family ownership. As the population of Norfolk ages, a wider variety of housing options than exist today may be necessary to give residents appropriate choices that allow them to stay in the community.

## **Support for Local Businesses**

Additional residents in the Town Center also add to the population base that will be spending money locally and support small businesses in the Town Center. Every household that can be added to the Town Center will help in supporting a stronger market for commercial space and provide better support for current and future Town Center businesses. Additionally, new residents in Town Center will have more options to walk, ride a bike, or ride the commuter rail with more destinations and uses in close proximity to their homes.

## **Town Center Considerations Beyond Zoning**

### **Completed Efforts**

The town has already made substantial investments in the Town Center's success including streetscape and roadway improvements that provide excess capacity, overhead utilities placed underground, and a wastewater treatment district that serves several district parcels. In light of these investments to prepare the Town Center for development and investment, the zoning changes are consistent with the completed efforts the town has already undertaken. However, even with the zoning better aligned to support mixed-use development, several impediments to development in Town Center will remain, including wastewater and natural gas infrastructure.

### **Wastewater Infrastructure**

In order to support Town Center scaled mixed-use development, wastewater treatment becomes a primary constraint. The solutions include expanding shared wastewater treatment or at least maximizing an efficient on-site septic system. The expansion of the current wastewater treatment system to service all of the Town Center district would offer the most flexibility in the future development of the Town Center. Alternatively, modifications to the Town's Title 5 septic regulations for Town Center could improve flexibility of site design as well. Of the wide range of thoughtful Title 5 regulations that have been adopted by the town over the years, only one specific provision regarding garbage grinders was found to present a challenge to fully realizing the town's goals for Town Center. This could be addressed with the Board of Health Department.

### **Natural Gas infrastructure**

Restaurants are frequently mentioned by residents as one of the most desirable uses to expand in Town Center through mixed-use development. Attracting new restaurants will be more likely if the Town can continue to advocate for an expansion of natural gas infrastructure in the Town Center. Currently, a gas line is available on Main Street from the east end of Town Center to Rockwood Road and on Rockwood Road to the school access road. Expanding natural gas service would reduce another impediment to the type of new uses that are desired in Town Center.

## Zoning Recommendations

The zoning recommendations that have resulted from this study are summarized below. The recommendations have been discussed and analyzed in detail and represent the minimum changes that must occur to increase the likelihood of the type of mixed-use development desired in Town Center. The zoning recommendations represent the minimum changes that are likely to be needed in order to increase the likelihood of private investment in mixed-use development for the vacant parcels of Norfolk Town Center. The zoning regulations as currently stated are unusually restrictive and create a barrier to development. As such, the recommendations in general are reducing the amount of regulation, while retaining appropriate protections for Town Center. Even under the zoning changes recommended, it is not the circumstance that Norfolk Town Center will be at risk of unchecked development. Rather, the risk facing Norfolk Town Center is that even with these zoning changes adopted no additional private investment in the Town Center will occur.

### District Boundary

The B-1 Zone District (Town Center) boundary includes properties on Main Street, Rockwood Road, Liberty Lane, and Union Street. The B-1 District (Town Center) includes two subdistricts: dark brown is the “Business Core” and light brown is “Outside the Business Core”. The zoning recommendations do not impact the existing boundary or subdistricts.



### Building Requirements

**Building Scale** - The current B-1 District zoning language includes building scale requirements that state no building footprint shall exceed 15,000 square feet. This requirement should be increased to 20,000 square feet to allow for increased flexibility of development.

**Building Density** - The current B-1 District zoning language includes residential density requirements that state residential dwelling units shall not have more than two bedrooms per unit and that residential densities shall not exceed sixteen bedrooms for any single lot. These density limitations should be increased to sixteen units per acre and remove the limitations on the number of bedrooms per unit to allow development to be financial feasible.

**Building Height** - The current B-1 District zoning language defines the requirements for building height that currently allow up to forty-six (46) feet to the peak of the roof by special permit from the Planning Board. To allow for more flexibility in the design of the ground floor and roof form, a (46) feet maximum height should be by-right and measured to the midpoint of the roof. The building height as measured in stories should increase to a maximum of (3.5) stories.

### **Property/Layout Requirements**

**Residential Buffer** - The current B-1 District zoning language defines a buffer of 50 feet from a parcel adjacent to residentially zoned properties. It is recommended that this language be clarified as applicable to an abutting property line shared with a residentially zoned parcel, and that any special permit requests to reduce this buffer be placed under the authority of the Planning Board.

**Lot Requirements** - The current B-1 District zoning language defines the dimensional requirements (setbacks, lot size, lot coverage, etc.) of the district. The current zoning defines a build-to-line of between six (6) feet and nineteen (19) feet. The front yard setback should be defined as six (6) feet to align these two characteristics. The build-to-line should be clarified as applying to the principal building(s) in a multiple building site plan.

**Parking** - The current B-1 District zoning language defines parking requirements and refers to Section F.7 Parking of the Zoning Bylaw. This section requires 1.5 spaces per dwelling unit and should be reduced for the B-1 District to 1.0 spaces per dwelling unit to encourage a vibrant, walkable, transit-oriented Town Center.

**Shared Parking** - The current B-1 District zoning language defines shared parking and allows a delay in construction of parking for up to 30% of the required parking area. This language should be modified to allow the elimination of up to 30% of the required parking area to fully provide the benefit of complementary mixed-uses and associated positive benefits on reducing parking demand.

**Uses** - The current B-1 District zoning language defines the uses permitted and regulated in the B-1 District. This section should add an overall provision that a Town Center project shall be mixed-use comprised of any of the Allowed Uses with the ground floor street frontage devoted to allowed non-residential (commercial) uses that will contribute to a vibrant Town Center.

Specific uses should be refined to better align with the vision for a vibrant Town Center: “Limited used motor vehicle sales” should be changed from allowed to prohibited, “Gasoline and diesel fuel filling stations” should be changed from special permit to prohibited.

Modify “Residential Dwelling Units” allowed use language to remove the requirements that residential uses consist of 65% or less of the total combined square footage and that the ground floor be limited to commercial uses. The recommended zoning restricts the ground floor of principal buildings along the street frontage to commercial uses, but would allow residential uses on the ground floor of other secondary buildings in a multiple building proposal.

The percentage of required residential units that are affordable is recommended to be increased from the current 10% inclusionary policy to 15% of all units in a development with 10 or more units located in the Business Core of the B-1 Town Center district.

The background of the page is a faded, light-colored photograph of a town square. In the center, there is a tall, ornate clock tower with a pointed roof and a weather vane. The square is paved and surrounded by green trees. In the foreground, there are several wooden park benches with metal frames, arranged in a row. The overall scene is bright and airy, with a soft focus.

## **Metropolitan Area Planning Council (MAPC)**

MAPC was invited to assist the Town of Norfolk with this Town Center Zoning Study. MAPC is the regional planning agency serving the people who live and work in the 101 cities and towns of Metropolitan Boston, including the Town of Norfolk. The agency's mission is to promote smart growth and regional collaboration. We work to help advance sound municipal management, sustainable land use, protection of natural resources, efficient and affordable transportation, a diverse housing stock, public safety, economic development, clean energy, healthy communities, an informed public, and equity and opportunity among people of all backgrounds.

MAPC is an independent third party consultant that offers its expertise to assist the Town to achieve its goals for the Town Center. When requested, MAPC may provide technical assistance to communities within the Greater Boston Region. The Town of Norfolk requested MAPC's assistance with this study upon receipt of a grant from MassHousing providing the majority of the funding for the study. The technical assistance offered is frequently in the form of the services provided by its professional staff. In order to meet the needs of this particular study, MAPC assigned planning staff from the Land Use Department that bring a strong background in the design and development issues associated with mixed-use town centers and experience with similar locations throughout the region. The project has been lead by Principal Planner, Josh Fiala, who is a certified planner and a licensed architect.

# NORFOLK TOWN CENTER

## *INTRODUCTION*

### **Why study zoning and Town Center?**

The Town of Norfolk has been pursuing mixed-use development in the Town Center for many years. While the town has seen successes and great progress in strengthening a vibrant, mixed-use and walkable Town Center, several highly visible parcels remain undeveloped and have been the focus of recent studies to increase economic activity in the Town Center. This study is an extension of those previous efforts with a specific focus on advancing zoning recommendations that can be adopted to create meaningful changes in the marketability and economic viability of these undeveloped properties so that they can better contribute to the community's vision for Norfolk Town Center.

Norfolk Town Center is a historic and quintessential New England Town Common. It features a beautiful green-lawned common that is punctuated by a classic gazebo. The common is framed by a historic meeting house, the Federated Church of Norfolk, historic homes, the Norfolk Town Library, and Town Center businesses. The core features of a classic and historic New England Town Common are intact and the Town Center has developed as a quaint and walkable village around this core feature. The residents of Norfolk have been focused on providing proper stewardship and guidance to strengthen the vitality of the Town Center. Previous investments and planning efforts have provided a foundation for this study. The Town of Norfolk has articulated its vision for Town Center through its town-wide Master Plan with a vision that states: **“Norfolk’s citizens would like its Town Center developed into a traditional, pedestrian oriented, New England village with retail, commercial services and mixed uses, including housing, that provides for social and cultural interaction for all age groups.”** This study seeks to offer recommendations consistent with this vision while seeking a change in the current regulations that will result in more development investments in the Town Center.

The core focus of this work is to encourage an increase in mixed-use development in the Town Center. The primary focus to accomplish this is through modifications to the current Town Center zoning (B-1 District) to encourage private investment in the development of private property. The zoning modifications have been the result of an analysis of the existing zoning regulations and context of the Town Center to align recommendations appropriate to the character of Town Center, define development characteristics appropriate to viable development, and align parking requirements appropriate to a mixed-use, walkable, and transit-oriented Town Center. In addition to zoning modifications this study has also prepared design guidelines for the Town Center, and analyzed other impediments to mixed-use development in the Town Center (such as infrastructure, approvals, and permitting).

## Previous studies focused on Town Center

The residents of Norfolk have established a community vision for Town Center through previous plans and studies. Each of the studies listed below have been reviewed and built upon by the recommendations of this current study. These previous studies included:

- Norfolk Townwide Economic Development Plan (2018)
- Existing Zoning Bylaws (May 2018)
- Housing Production Plan (2017)
- Norfolk Open Space and Recreation Plan (2017)
- Town of Norfolk Master Plan (2007)

Many actions and activities over the past decade or more have been made to advance the Town Center vision toward reality and to build on assets that already exist. For example, the Town Center has the benefit of a MBTA Commuter Rail station, Norfolk Station, serving on the Franklin Line located near the center of the Town Center. Many overhead utilities have already been placed underground in the Town Center. Streetscape and roadway improvements have been completed on Liberty Lane, Independence Drive, and Rockwood Road, including two new roundabouts on Rockwood Road. Recent developments have occurred on Liberty Lane, and Union Street complemented by municipal investments in the Town Hall and Town Library. A limited wastewater treatment system has been installed to serve part of the Town Center district with capacity to serve a portion of potential future development in the Town Center. Each of these assets represent a substantial amount of effort and dedication to Town Center that has already taken place and that collectively represent many advantages for Norfolk Town Center as compared to other town centers that may also be pursuing mixed-use development and investment.

However, the vision that has been articulated remains difficult to achieve. Community involvement and proactive planning must continue to proactively align regulations with the financial realities required to make the desired investments. Private development and real estate investments are financially driven and subject to a property owner's circumstances, the real estate market context, the lending environment, infrastructure requirements, and other factors that combine to define financial viability. If the zoning regulations are not finely attuned to these interrelated factors and financial viability, private investment will be delayed or eliminated. Zoning and other regulations must be attuned to the community vision and concerns for how the town is evolving, the impacts of development on traffic, infrastructure, and public services, but also attuned to the characteristics of financially viable development. The Norfolk Townwide Economic Development Plan offered specific guidance on improving the likelihood of encouraging investment by: allowing more uses "as of right", reducing uses by "special permit", simplifying approvals, providing infrastructure, allowing a higher density of uses, developing guidelines, resolving commuter rail crossing issues, and lowering the amount of parking required.

# ***Process and Community Feedback***

## **B-1 Zoning Working Committee**

In order to offer guidance for this study, a Working Committee was formed with representatives of the major boards relevant to zoning and development and representation of Norfolk residents. The individuals who were part of this committee are listed below with their affiliation and are owed gratitude for giving their time and knowledge for the benefit of the Town:

- Devin Howe – Zoning Board of Appeals, Full Member
- Ed Haddad – citizen representative
- Erin Hunt – Planning Board and Design Review Board
- Ilene Segal – Board of Health
- Jeannine Dubuque – citizen representative
- Jeff Kane – Board of Health, Member
- Kevin Kalkut – Board of Selectmen, Clerk
- Richard McCarthy, Jr. – Norfolk Town Planner

The Working Committee met during (5) five meetings over the course of the study process to discuss the approach to the study, content of the analyses, engagement with the community, initial draft recommendations, final recommendations, and this final report. The Working Committee met at Town Hall, joint meetings that occurred with the Planning Board were advertised and televised. Video recordings of meetings are available on the Town's website.

Working Committee Meetings:

- February 11, 2019
- March 12, 2019 (Joint meeting with the Planning Board and Design Review Board)
- May 6, 2019
- July 16, 2019
- August 12, 2019

## **Online Community Survey**

One of the most important aspects of community engagement from the perspective of the Working Committee was engagement of as many residents as possible through an online community survey. For many residents that care deeply about Town Center, a survey is the most effective and efficient way to get engaged. The survey was designed to attract feedback across a number of topics that would help define zoning modifications and better understand the specific concerns of Norfolk residents relative to the Town Center. The Community Survey was available from March 20th to May 1st, 2019. It was available both as an online survey made available through the Town website or as a paper survey made available

at the Town Hall and Town Library. The survey consisted of (17) questions about the Town Center. The questions invited respondents to reflect on their experiences in Town Center, to update their vision for the Town Center, and to express how supportive they may be of specific changes to zoning in the Town Center. On average, it took about 10 minutes for respondents to complete the survey. The Online Community Survey received 540 responses. Based on the number of households in Norfolk of 3,049 (2010 U.S. Census), approximately 18% of the households are estimated to have participated in the survey.

## **Community Forum**

In addition to the Online Community Survey, it was critically important to hear directly from the community at two Community Forums held on April 11, 2019 and September 12, 2019. The Community Forums were advertised and posted publicly, held in the evening at the Freeman-Kennedy Elementary School, and recorded and broadcast by Norfolk Community Television. Video recordings of meetings are available on the Town's website. The first forum had about 25 attendees and included a presentation by MAPC, questions and answers, and interactive polling to assess the audience's preference for different scales and types of development. The second forum had about 35 attendees and included a presentation of the initial zoning recommendations by MAPC followed by questions and answers. The tone of the discussion and feedback received at both of these meetings was generally positive.

## **Property Owners Meeting**

A meeting with the major property owners in the B-1 Core District was held on August 6, 2019. The initial zoning recommendations were taking shape and discussed with the property owners as a preliminary draft. The property owners provided candid discussion about the issues facing development on the vacant parcels in the Town Center. The current zoning was discussed as one of these issues. The initial zoning recommendations that were outlined at the meeting were viewed as a step in the right direction, but maybe not enough change to produce the type of investments that are desired in Town Center. Other issues that were highlighted in the discussion included wastewater considerations and current leaseholds on properties that both make redevelopment more difficult.

## **Planning Board Meetings**

In addition to the two joint meetings of the Planning Board with the B-1 Zoning Working Committee, the Planning Board hosted meetings preparing the zoning recommendations for the November 2019 Special Town Meeting. All Planning Board meetings were advertised and open to the public. The meetings were held on September 23, 2019 and October 6, 2019. A Public Hearing for the zoning recommendations to be placed on the Special Town Meeting Warrant Article was held October 28, 2019.

## Special Town Meeting 2019

The months of discussions that occurred throughout this process with the B-1 Working Committee, Planning Board, and community input resulted in a set of streamlined zoning recommendations to address the most critical issues in a straightforward manner that was intended to improve the chances that the recommendations would gain support for Town Meeting adoption. During the Planning Board meetings and Public Hearing that lead up to the Town Meeting Warrant Article the conversation around the zoning recommendations became more passionate as residents, including Planning Board members, expressed apprehension over potential implications of adopting certain aspects of the recommended zoning changes.

A brief summary of the evolution of the zoning recommendations is included to illustrate the responsiveness that occurred to community concerns that were raised and to show that the core issues to be addressed do not change, but the approach to how to resolve those issues was adjusted. The core issues with the current zoning that are impeding development in the Town Center and remain restrictive limitations on building density and the requirements around the balance of uses between commercial and residential in the Town Center.

The initial zoning recommendations proposed by MAPC were to completely replace Section I of the zoning bylaw that pertains to Town Center. Major recommended changes included improving the structure of the zoning by removing distinctions between the “Core” and “Outside Core” subdistricts, removing the infrequently used “Planned Multi-Lot Development (PMLD)” references in the zoning section, and reorganizing “Lot and Building Requirements” and “Lot and Building Standards.” The major content of the zoning recommendations in this approach with a new Section I included reducing minimum lot size, removing bedroom limitations and building footprint limitations, increasing building height, clarifying phased development requirements, reducing the residential buffer, clarifying front setback and build-to line requirements, reducing residential parking required, allowing shared parking elimination, and introducing Floor Area Ratio to regulate density. This approach was disorienting to people and created too many changes from the context of the current zoning.

The approach was adjusted to focus on only the changes absolutely necessary in the current zoning language. This approach would leave most of the current zoning language intact and would reduce questions and confusion about the intent of the changes. Most of the changes apply to Section I of the zoning bylaw pertaining to Town Center. The recommended changes included removing building footprint limitations, removing residential density limitations, increasing building height, clarifying phased development, reducing the residential buffer, clarifying build-to dimensions, reducing minimum lot size, reducing residential parking requirement, allowing shared parking elimination, requiring mixed-use based on ground floor street frontage, allowing residential on ground floor, and prohibiting motor vehicle sales and gas stations.

This streamlined approach was the set of zoning recommendations that were presented at the Property Owners Meeting and Community Forum in September and was the subject of the Planning Board Meetings and Public Hearing leading to the Special Town Meeting. Through these discussions leading to the Town Meeting Warrant, the initial set of zoning recommendations was refined to include (10) ten items:

- Remove the building footprint limitations
- Increase the allowed residential density with a new maximum
- Increase allowed building height
- Maintain the residential buffer, but change Special Permit requirements for a modification to be approved by the Planning Board
- Allow parking shown to be shared by complementary uses to not be built
- Require mixed-use development with commercial on the ground floor
- Allow multiple building developments to include secondary buildings away from the property frontage that are residential only
- Remove the requirement of mandated percentage of commercial uses
- Require at least 15% of residential units to be affordable units

In the end the Norfolk Advisory Committee recommended approval of only (2) two of the recommended articles including the recommended changes to increase the allowed building height and to increase the allowed residential density. To be most effective, the recommended zoning articles should be adopted together and therefore all Town Center zoning articles were postponed indefinitely. The zoning recommendations that follow have considered the extensive discussions on each of the items and reflect comments of the community that have been gathered throughout the process outlined.

## **Zoning Issues and Support for Change**

As stated previously, the core issues with the current zoning that are impeding development in the Town Center remain restrictive limitations on building density and the required balance of uses between commercial and residential in the Town Center. The following discussion expands on those two primary issues and shares additional background and context for the recommended changes to the zoning.

### **Density of Development**

Density is an important characteristic for development and the relationship between land use, transportation, infrastructure, placemaking, and economics. Density can be measured in a number of ways including as a the number of residential units in a given land area, the ratio of building area to land area, or the population size in a given land area. Zoning typically regulates the density of development that can occur by defining key characteristics that limit the amount and type of building that can occur on a specified amount of land. The most common of these regulatory characteristics are minimum lot size, use restrictions, building height, and parking requirements. For example, a common set of zoning characteristics for suburban communities is a minimum lot size of one (1) acre with a use restriction limited to single family homes, a maximum building height of 2-stories, and parking required for a minimum of two vehicles. In this example, the building height and parking requirements do not contribute to determining the density of development as it is restricted to 1 dwelling unit per acre by the other characteristics. As a point of reference, beyond 1-acre single family home zoning, suburban single family home subdivision will typically result in development that ranges from 3 to 5 dwelling units per acre.

A specific restriction on density is not necessarily required to create zoning regulations that control the amount of density of a development. Occasionally zoning codes directly regulate density by defining a maximum density characteristic. The current B-1 Zoning for Norfolk Town Center includes a minimum lot size, use restrictions, maximum building height, parking requirements, a maximum building footprint, and maximum residential density measured by the number of bedrooms.

A majority of the zoning recommendations are focused on decreasing the prohibitively low density restrictions currently a part of the B-1 Zoning for Norfolk Town Center. This has included modifying the maximum building footprint, increasing maximum building height, modifying the maximum residential density, modifying the minimum parking requirement, and modifying the shared parking requirement, among other zoning modifications that have been explored.

The most common way to define residential density, including mixed-use residential development, is through the measure of dwelling units per acre. For example, in

2004 Massachusetts enacted Chapter 40R, the Smart Growth Zoning Overlay District Act. It encourages communities to create dense residential or mixed-use smart growth zoning districts, including a high percentage of affordable housing units, to be located near transit stations, or in areas of concentrated development such as existing town centers. In order to create a zoning overlay district under Chapter 40R minimum allowable densities are required and are measured as units per acre. These minimum density requirements include eight (8) units per acre for single-family homes, twelve (12) units per acre for two and three family buildings, and/or twenty (20) units per acre for multi-family dwellings. Once a 40R district is approved, Town's receive payments for housing units permitted and constructed in the district.

The recommended change to a maximum of sixteen (16) dwelling units per acre is in alignment with these figures and consistent with the density analyses of this study for parcels in Norfolk Town Center. If this density remain too low for a particular proposal, a pathway forward has been created by Special Permit approval through the Planning Board, if the project is deemed appropriate for the Town Center even at a higher density. The modest increase of the maximum building height allows for more flexibility in how a financially-feasible amount of density could be achieved while remaining consistent with the character of the Town Center.

The recommended changes to reduce the minimum parking requirement to 1 space per unit and to allow for the elimination of parking that may be required, but unnecessary due to sharing between different uses, are both effective ways to increase the density of development that can occur in the Town Center. It is well supported that minimum parking requirements are generating an overabundance of parking for nearly all project types and are particularly excessive in walkable and transit-oriented locations.

For example, the engineering expert on parking, the Institute of Traffic Engineers, produces two widely used manuals in the estimation of parking needs - *Parking Generation* and *Trip Generation*. These two manuals are used to establish and justify off-street parking requirements and to predict potential traffic impacts for proposed development. Historically, these manuals and estimates of parking and traffic needs have been based upon a limited set of sample projects that are not in walkable or transit-oriented locations. In 2019, the Institute of Traffic Engineers released an issue of its *ITE Journal*.

In this journal the ITE International President states: "There is no such thing as free parking. It all comes at some cost. When you go to the grocery store, the cost of parking is included in your purchase. As a first-time homeowner, you may pay an extra \$8,000 on the price of a new condo because the cost of the required parking space is buried in the purchase price. Parking minimums make some broad assumptions, including the idea that all homeowners can afford a car, want to

pay for a parking stall, and that the car is their preferred mode of transportation. This works against many other policies a city creates to encourage sustainable development, promote active transportation, and serve low income families”. He then goes on to suggest eliminating mandatory parking requirements as an important way to regain appropriate control and balance over how land is used more effectively than for excess parking.

Another critical limitation on development density is consideration of wastewater treatment. A package wastewater treatment plant is available in Norfolk Town Center with capacity available for a number of parcels on Liberty Lane, but not enough capacity for the entire B-1 District. The lack of a wastewater treatment facility or municipal sewer system are a primary consideration impacting the scale and density of future development. The State Environmental Code (310 CMR 15.000), Title 5, has direct consequence on the financial feasibility and scale of development. Title 5 establishes a limitation on the volume that a conventional on-site sewage disposal system is allowed to process. This limitation is 10,000 gallons per day. The regulation also defines the number of gallons that are assumed to be produced by each bedroom of a housing unit, 110 gallons per day per bedroom and the number of gallons that are assumed to be produced by commercial uses, for example 35 gallons per day per seat for a commercial restaurant. Any system that exceeds a discharge volume of 10,000 gallons per day requires treatment beyond a Title 5 regulated system and is permitted through the Groundwater Discharge Permit regulations (314 CMR 5.00). This type of larger volume system includes a wastewater treatment plan. Among other considerations, the cost of a treatment plan is much higher than a Title 5 septic system. This cost is most feasible if it is distributed among many users and therefore requires a project scale that is much larger than allowed by Title 5. Wastewater considerations are therefore pushing projects to be small and dense to comply with Title 5 and create enough space for a septic leaching field or large and dense to create the scale to justify the capital expense of a package treatment system.

Density is closely connected to the concept of “smart growth” that has been promoted for decades to encourage compact walkable land use with a range of uses and housing choices that occur in close proximity. This type of development pattern is necessarily more dense than a typical suburban subdivision development. It offers an alternative to low density suburban development patterns that have been found to be financially and environmentally unsustainable and that have resulted in threats to natural areas and agricultural land, long and increasing commutes, traffic congestion that seems to get worse each year, pollution and fossil fuel use that contributes to climate change, and burdensome inefficient local service and infrastructure requirements.

## **Balance of Uses**

The balance of uses in the Town Center is an important characteristic that requires proactive and thoughtful attention in the zoning regulations. The vision statement that has been expressed highlights the uses which are to be in balance in the district including “retail, commercial services and mixed uses, including housing.” The way that statement is written places an emphasis on the non-residential retail and commercial aspects of the mix of uses. Creating new space for new retail and commercial uses is critically important to the community and was often repeated top answer for what could be improved in Town Center today. However, retail and commercial

services are not driving economic development in a context such as Norfolk Town Center. While much has been written about the death of brick-and-mortar stores and the number of store closures that are occurring, new stores are continuing to open and brick-and-mortar experiences and presence remain important to brands, even brands that began as online only enterprises. Whatever the state of retail and commercial markets looks like, Norfolk Town Center is unlikely to have the characteristics of population, traffic, and access that would make it attractive as a regional retail and commercial destination. Therefore residential uses will be an important component for the financial viability of development in the Town Center. The balance is to ensure that the Town Center does not become a residential place only and that it maintains and strengthens its presence as a cluster of useful and attractive shops, restaurants, destinations, and services.

In the context of the very favorable market conditions for residential development it is necessary to include some type of regulation that would ensure that commercial and retail space is also built. A number of approaches to define and regulate this balance of uses in Town Center have been explored throughout this zoning study. Each approach has benefits and challenges. The difficulty is finding the right balance where new retail and commercial space will be added to the Town Center in the future along with future residential units, but that the required amount of space is not beyond what could be financially feasible for the development project or what could be potentially filled by future retail, restaurant, or commercial uses.

While often the residential components of mixed-use development are met with more concern in a community, one of the great benefits of encouraging mixed-use development is promoting a greater variety of housing choice. This may include smaller units, more multi-family housing, or more rental housing to diversify a housing stock which is predominantly single family ownership. Additional residents in the Town Center also add to the population base that will be spending money locally and support small businesses in the Town Center. Additionally, new residents in Town Center will have more options to walk, ride a bike, or ride the commuter rail with more destinations and uses in close proximity to their homes.

# NORFOLK TOWN CENTER *ZONING RECOMMENDATIONS*

## **Introduction**

The zoning recommendations for discussion are based upon analysis of the Town of Norfolk Zoning Bylaws with Amendments Through November 2018, input received from over 500 community member responses to an online survey, input received at two Community Forums, and input received from the B-1 Zone Working Committee, Planning Board, and Design Review Board. The justification for these zoning changes is best summarized by only 21% of the 500 community survey responses stating that they were either satisfied or extremely satisfied with Town Center today. 79% of the respondents see more potential for Town Center and that potential will not be unlocked under the current zoning regulations.

Recommendations are focused on “Section I. B-1 DISTRICT (TOWN CENTER)” of the Zoning Bylaws. Where appropriate other sections of the Zoning Bylaw that may be impacted by outlined recommendations are noted. Other zoning sections beyond Section I have also been reviewed for coordination with the outlined recommendations.

## **Current Zoning Issues**

MAPC’s analysis of the existing zoning requirements identified the following issues in the current language that are inhibiting investment in the Town Center.

### **Does not encourage investment or provide enough flexibility:**

- Residential shall not have more than 2 bedrooms per unit and shall not exceed 16 bedrooms per acre for any single lot - This requirement severely limits the development potential of many properties in the zone and effectively eliminates financial viability of most mixed-use development in the district.

- Shared parking reduction (up to 30%) is allowed, but must still reserve lot area - This requirement does not allow mixed-use development to benefit from reduced parking demand by forcing the land to be retained for parking that is not even built.
- 50' buffer to residential zone - This requirement may reduce the flexibility of site layouts on several properties in the B-1 District.
- Building height is allowed up to 40' to the peak of the roof - This requirement may limit the flexibility of the building design and may result in less height for active first floor uses or reduced flexibility in the design of a building's roof.

## **Zoning Boundaries and Map**

The B-1 District Zoning Study analyzed the parcels in and around the existing B-1 District. Currently, the B-1 District is divided into the “Business Core” and “Outside the Business Core.” The analysis was focused on expanding the B-1 district, but has revealed no compelling reason to change the existing zoning map, shown diagrammatically below. However, the distinction between “Core” and “Outside” may become less necessary as the district evolves and matures. Over the longer term it may be desirable to remove the subdistrict distinction so that a single B-1 District based on the “Business Core” characteristics applies to all parcels within the B-1 District. Late in the process, residents expressed a desire to remove parcels from the B-1 District. While the specific circumstances of a parcel would need to be examined and considered, in general the B-1 District is already relatively modest and the B-1 parcels are the only parcels in the town that have the potential to contribute to the vitality of a mixed-use Town Center. In short, removing parcels from the B-1 district should be approached with caution and with a view toward the long term future of the Town of Norfolk and its Town Center.



# Comparison of Current and Proposed Zoning

## Section I. B-1 District (Town Center):

### I.1 Purpose

*Commentary* No changes recommended.

#### Current

The Master Plan of the Town of Norfolk (the Town) sets forth goals for the Town Center, Economic Development, Housing, Open Space, Circulation, Facilities and Community Vision in Parts A and B of the Master Plan. In order to implement these Master Plan goals, the Town establishes this section for the B-1 District. Graphic examples and illustrations of the provisions of this section are included in the Appendix of the Zoning Bylaw.

#### Proposed

The Master Plan of the Town of Norfolk (the Town) sets forth goals for the Town Center, Economic Development, Housing, Open Space, Circulation, Facilities and Community Vision in Parts A and B of the Master Plan. In order to implement these Master Plan goals, the Town establishes this section for the B-1 District. Graphic examples and illustrations of the provisions of this section are included in the Appendix of the Zoning Bylaw.

### I.2 Local Standards

*Commentary* No changes recommended.

*Note: If the Town were to pursue a more integrated approach to the Zoning Bylaw (in which relevant sections of Section I and other sections, such as dimensional regulations or regulation of uses were combined into single sections of the zoning bylaw), this section may not be necessary.*

#### Current

Section I shall supersede the following sections of the Zoning Bylaw: D.1.e. Buffer/Green Belt/Landscaping Requirements in Non-Residential Districts, D.2. (Use Regulations), E.1.b. (Dimensional Requirements), E.1.c. (Lot Width, FRONTAGE and Setback), E.1.d. (YARD Requirements), E.1.e. (BUILD FACTOR), E.2. (Modification), F.4.a. (Alteration and Enlargement), and F.5. (ACCESSORY BUILDINGS) except F.5.e. (MOBILE HOMES). All other sections of the Zoning Bylaw, except where otherwise specifically stated herein, shall apply within the B-1 District.

#### Proposed

Section I shall supersede the following sections of the Zoning Bylaw: D.1.e. Buffer/Green Belt/Landscaping Requirements in Non-Residential Districts, D.2. (Use Regulations), E.1.b. (Dimensional Requirements), E.1.c. (Lot Width, FRONTAGE and Setback), E.1.d. (YARD Requirements), E.1.e. (BUILD FACTOR), E.2. (Modification), F.4.a. (Alteration and Enlargement), and F.5. (ACCESSORY BUILDINGS) except F.5.e. (MOBILE HOMES). All other sections of the Zoning Bylaw, except where otherwise specifically stated herein, shall apply within the B-1 District.

### I.3 District Boundaries

**Commentary** No changes recommended.

*Note: While no change is currently recommended, the Town Center district is small and includes a limited number of parcels that are likely to develop or redevelop as detailed in the parcel analysis. As the district continues to evolve and mature over the longer term it may be desirable to remove the subdistrict distinction so that a single B-1 District based on the “Business Core” characteristics applies to all parcels within the B-1 District.*

#### Current

The B-1 District is further divided into two areas: (1) The BUSINESS CORE, which consists of that portion of the B-1 District which is west of “Carlson’s Circle” (the access easement located 185 feet east of and parallel to Rockwood Road) and (2) Outside the BUSINESS CORE, which consists of all remaining areas of the B-1 District.

#### Proposed

The B-1 District is further divided into two areas: (1) The BUSINESS CORE, which consists of that portion of the B-1 District which is west of “Carlson’s Circle” (the access easement located 185 feet east of and parallel to Rockwood Road) and (2) Outside the BUSINESS CORE, which consists of all remaining areas of the B-1 District.

## I.4 Lot And Yard Requirements And Standards

### I.4.A General B-1 District Requirements

#### I.4.A.1. Building Scale.

**Commentary** *Modification recommended: This section should remove the direct limitation imposed on the scale of a building footprint. Such limitations are not typically included in zoning. Defining the scale of the footprint may reduce financial viability, limit certain project types, and reduce flexibility for development. The design guidelines help to ensure that development fits with the character of the Town Center. However, this topic was a primary source of negativity from the community feedback due to the perceived removal of control and predictability. The final recommendation is a modest increase in allowed footprint to increase flexibility and a reduction in the allowed grocery store footprint in a hope to positively impact the grocery store leasehold on a vacant property in the district, this brings the two sets of uses into alignment at a maximum of 20,000 square feet and eliminates superfluous language.*

#### Current

No Building FOOTPRINT, other than a GROCERY STORE, Municipal BUILDING, or VARIETY STORE, shall exceed 15,000 square feet. No GROCERY STORE or VARIETY STORE FOOTPRINT shall exceed 50,000 square feet. No Municipal BUILDING FOOTPRINT shall exceed 30,000 square feet.

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#### Proposed

**No Building FOOTPRINT, other than a Municipal BUILDING, shall exceed 20,000 square feet. No Municipal BUILDING FOOTPRINT shall exceed 30,000 square feet.**

## I.4.A.2. Planned Multi-Lot Development.

### Commentary

*Removal of Section Recommended: Except for one past project, the Planned Multi-Lot Development (“PMLD”) has not been used as a project type within the district. Its inclusion in the zoning section confuses the overall intent and zoning characteristics. It would clarify and streamline the zoning section to remove this language.*

### Current

PLANNED MULTI-LOT DEVELOPMENT (“PMLD”) is the development of not less than 80,000 square feet of land into a formally associated group of LOTS as part of a common scheme by Special Permit by the Planning Board so that such LOTS need not be self-sustaining and adequate common provisions are made for parking, drainage, septic disposal and other infrastructure needs of the LOTS, BUILDINGS or STRUCTURES so accommodated.

I.4.a.2.A. Membership in a Property Owners Association shall be mandatory for all property owners within a PMLD and shall be made a required covenant in all deeds issued or passed for property in a PMLD.

I.4.a.2.B. The APPLICANT shall prepare Property Owners Association documents for the Property Owners Association(s). The Property Owners Association documents shall require the association to accept title to any Common Property in the PMLD and that all Common Property shall be deeded by the APPLICANT to the Property Owners Association. The Property Owners Association documents shall further provide that every Owner in a PMLD shall be jointly and severally liable for the ongoing maintenance, operation and upkeep of all Common Property, and that the Town shall have the right, but not the obligation, to enforce these responsibilities against any Owner.

I.4.a.2.C. The Property Owners Association documents for a PMLD shall provide voting and use rights, shall provide the Property Owners

### Proposed

**[Remove this section in its entirety]**

Association with the authority to acquire a lien upon the property of any of its members in order to secure collection of any amounts due to the Property Owners Association from its members, and may also provide for the charge of dues, levies, or assessments to cover expenses which include, but are not limited to, tax liabilities, maintenance and municipal or State assessments.

I.4.a.2.D. For the purposes of these subsections, "Common Property" shall mean all land areas used in common for septic, drainage, parking or other land uses. In addition, Common Property shall include, without limitation, such personal property as pumps, pump chambers, piping, valves, manholes, culverts, asphalt and other paving materials, and septic tanks as may be used by two or more units or BUILDINGS in a PMLD. Common Property may also include similar personal property such as septic tanks even if not used by more than one unit if such personal property is to be maintained as a part of the common scheme for the PMLD.

### I.4.A.3. Phased Development.

Commentary

*Modification recommended: Remove the reference to Planned Multi-Lot Development.*

Current

APPLICANTS shall be allowed to plan, plat and create proposed LOTS or BUILDING sites in anticipation of a known PLANNED MULTI-LOT DEVELOPMENT or other proposal which will furnish needed infrastructure for a particular property provided the Town is given surety or other binding assurance, in a form and amount acceptable to the Planning Board, that will insure that no construction occurs without the necessary infrastructure.

Proposed

**APPLICANTS shall be allowed to plan, plat and create proposed LOTS or BUILDING sites in anticipation of a proposal which will furnish needed infrastructure for a particular property provided the Town is given surety or other binding assurance, in a form and amount acceptable to the Planning Board, that will insure that no construction occurs without the necessary infrastructure.**

### I.4.A.4. Pedestrian Ways And Street Trees.

*Commentary* No changes recommended.

#### Current

LOTS or BUILDING sites which are either newly developed from unimproved land or REDEVELOPED shall provide PEDESTRIAN WAYS and street trees in accordance with the Subdivision Regulations along the FRONTAGE SIDE(s) of the LOT.

#### Proposed

LOTS or BUILDING sites which are either newly developed from unimproved land or REDEVELOPED shall provide PEDESTRIAN WAYS and street trees in accordance with the Subdivision Regulations along the FRONTAGE SIDE(s) of the LOT.

### I.4.A.5. Pedestrian Access.

*Commentary* No changes recommended.

*Note: While no change is currently recommended, this language could be removed when the Town Center Design Guidelines are adopted.*

#### Current

BUILDINGS shall generally be PEDESTRIAN WAY - oriented and shall be physically and visually accessible to pedestrians from the PEDESTRIAN WAY. BUILDINGS shall provide pedestrian entrances that open to the front PEDESTRIAN WAY and may provide other entrances to the side or rear. Within the BUSINESS CORE, unless otherwise provided by Special Permit by the Planning Board, the FRONTAGE SIDE of each BUILDING, excepting a Municipal BUILDING, shall have not less than 70% of the length of its PEDESTRIAN WAY level street-side facade comprised of doorways which provide physical access, and windows or other transparent elements of walls which provide visual access. Municipal BUILDINGS shall have not less than 30% of the length of its PEDESTRIAN WAY level street-side facade comprised of doorways which provide physical access, and windows or other transparent elements of wall which provide visual access;

#### Proposed

BUILDINGS shall generally be PEDESTRIAN WAY - oriented and shall be physically and visually accessible to pedestrians from the PEDESTRIAN WAY. BUILDINGS shall provide pedestrian entrances that open to the front PEDESTRIAN WAY and may provide other entrances to the side or rear. Within the BUSINESS CORE, unless otherwise provided by Special Permit by the Planning Board, the FRONTAGE SIDE of each BUILDING, excepting a Municipal BUILDING, shall have not less than 70% of the length of its PEDESTRIAN WAY level street-side facade comprised of doorways which provide physical access, and windows or other transparent elements of walls which provide visual access. Municipal BUILDINGS shall have not less than 30% of the length of its PEDESTRIAN WAY level street-side facade comprised of doorways which provide physical access, and windows or other transparent elements of wall which provide visual access;

## I.4.A.6. Building Height.

### Commentary

*Modification recommended: Increase building height to support flexibility in the design and to allow additional height to be added to the ground floor.*

### Current

Within the B-1 District BUILDING HEIGHT shall not be more than forty (40) feet in height to the peak of the roof unless otherwise provided for by the Planning Board through a site plan approval process. In such cases, BUILDING HEIGHT may be extended up to forty-six (46) feet to the peak of the roof for the purpose of accommodating pitched roof lines, but in no case shall the height exceed three (3) stories as measured from the street facing finish grade of the building or structure, including the third story within the pitched roof. All buildings shall have a pitched roof, or the look of a pitched roof (with a minimum of a 5:12 pitch) and consistent with architecture prevalent within Town Center. In the event that a flat roof is desired, the building shall have the look of a pitched roof, from the front, sides, and the rear, depending upon what may be visible from the street.

BUILDING HEIGHT shall not include any steeples, flag poles, weather vanes, or cupolas. The highest point of any such steeples, flag poles, weather vanes, or cupolas shall not exceed eighty (80') feet.

At least 60% of the vertical wall area of the FRONTAGE SIDE facade of a BUILDING shall be made up of vertical BUILDING wall, dormers, or a parapet or false facade to a minimum height of 20 feet;

I.4.a.6.a. Notwithstanding the provisions of I.4.a.6. above, a TOWN HALL shall have at least ten percent (10%) of the vertical wall area of its FRONTAGE SIDE facade (excluding porches) parallel with and aligned to the BUILD-TO LINE, and at least sixty percent (60%) of its FRONTAGE SIDE facade shall be made up of vertical building wall, dormers, or a parapet or false facade to a height of at least twenty (20) feet but not more than thirty (30) feet.

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### Proposed

Within the B-1 District BUILDING HEIGHT shall not be more than **forty-six (46) feet in height to the mean level of the highest gable or slope of a hip roof. BUILDING HEIGHT in no case shall exceed three and a half (3 1/2) stories as measured from the street facing finish grade of the building or structure, including the third and half story within the pitched roof.** All buildings shall have a pitched roof, or the look of a pitched roof (with a minimum of a 5:12 pitch) and consistent with architecture prevalent within Town Center. In the event that a flat roof is desired, the building shall have the look of a pitched roof, from the front, sides, and the rear, depending upon what may be visible from the street.

BUILDING HEIGHT shall not include any steeples, flag poles, weather vanes, or cupolas. The highest point of any such steeples, flag poles, weather vanes, or cupolas shall not exceed eighty (80') feet.

At least 60% of the vertical wall area of the FRONTAGE SIDE facade of a BUILDING shall be made up of vertical BUILDING wall, dormers, or a parapet or false facade to a minimum height of 20 feet;

I.4.a.6.a. Notwithstanding the provisions of I.4.a.6. above, a TOWN HALL shall have at least ten percent (10%) of the vertical wall area of its FRONTAGE SIDE facade (excluding porches) parallel with and aligned to the BUILD-TO LINE, and at least sixty percent (60%) of its FRONTAGE SIDE facade shall be made up of vertical building wall, dormers, or a parapet or false facade to a height of at least twenty (20) feet but not more than thirty (30) feet.

### I.4.A.7. Accessory Buildings.

*Commentary* No changes recommended.

#### Current

Minimum front YARD setback for ACCESSORY BUILDINGS and attached or detached garages shall be twenty feet from the front YARD of the Principal BUILDING, STRUCTURE or Use on that LOT.

#### Proposed

Minimum front YARD setback for ACCESSORY BUILDINGS and attached or detached garages shall be twenty feet from the front YARD of the Principal BUILDING, STRUCTURE or Use on that LOT.

### I.4.A.8. Utilities.

*Commentary* No changes recommended.

#### Current

All utilities within the B-1 District shall be located underground. Utility outlets, service entrances, transformers and other utility services shall generally be centrally clustered in a neat and orderly fashion and shall be located to the rear of BUILDINGS or screened from view.

#### Proposed

All utilities within the B-1 District shall be located underground. Utility outlets, service entrances, transformers and other utility services shall generally be centrally clustered in a neat and orderly fashion and shall be located to the rear of BUILDINGS or screened from view.

### I.4.A.9. Residential Use.

*Commentary* No changes recommended.

#### Current

Notwithstanding any contrary provisions of the zoning bylaw, Section F.11., Site Plan Approval, and Section F.12., Design Review, shall also apply to all Assisted Living Facilities and mixed-use BUILDINGS, STRUCTURES or uses within the B-1 District.

#### Proposed

Notwithstanding any contrary provisions of the zoning bylaw, Section F.11., Site Plan Approval, and Section F.12., Design Review, shall also apply to all Assisted Living Facilities and mixed-use BUILDINGS, STRUCTURES or uses within the B-1 District.

### I.4.A.10. Street Specifications.

*Commentary* No changes recommended.

#### Current

Notwithstanding any contrary provisions of the zoning bylaw, all STREETS and roads within the B-1 District shall conform to the specifications and construction details of the Town's subdivision regulations.

#### Proposed

Notwithstanding any contrary provisions of the zoning bylaw, all STREETS and roads within the B-1 District shall conform to the specifications and construction details of the Town's subdivision regulations.

### I.4.A.11. Residential Density.

**Commentary** *Modification recommended: Increase the allowable residential density, increasing flexibility and financial feasibility of mixed-use development, while maintaining protection for the Town Center through an upper limit and Special Permit review.*

#### Current

Residential DWELLING UNITS, except for ASSISTED LIVING FACILITIES, shall not have more than two bedrooms per unit. Residential densities, except for ASSISTED LIVING FACILITIES, shall not exceed the ratio of sixteen bedrooms for any single LOT or entire PMLD except by special permit. Residential densities for ASSISTED LIVING FACILITIES shall not exceed the ratio of 16 bedrooms per acre for any single LOT except by Special Permit by the Zoning Board of Appeals.

#### Proposed

**Residential densities shall not exceed the ratio of sixteen units per acre, unless otherwise provided by Special Permit by the Planning Board through a site plan approval process.**

### I.4.A.12. Residential Conversions.

**Commentary** *No changes recommended.*

#### Current

Residential uses shall not be commenced in BUILDINGS or STRUCTURES existing at the time of the adoption of this section of the zoning bylaw, except by Special Permit by the Zoning Board of Appeals.

#### Proposed

Residential uses shall not be commenced in BUILDINGS or STRUCTURES existing at the time of the adoption of this section of the zoning bylaw, except by Special Permit by the Zoning Board of Appeals.

### I.4.A.13. Visual Corner Clearance.

**Commentary** *No changes recommended.*

#### Current

All unsignalized STREET intersections shall provide adequate sight distance in conformance with the requirements of the Town's subdivision regulations, except by Special Permit by the Planning Board.

#### Proposed

All unsignalized STREET intersections shall provide adequate sight distance in conformance with the requirements of the Town's subdivision regulations, except by Special Permit by the Planning Board.

### I.4.A.14. Redevelopment. (Deleted)

**Commentary** *Removal of Section Recommended: Delete previously deleted section.*

#### Current

[none]  
Final Report

#### Proposed

**[Remove this section in its entirety]**

## I.4.A.15. Town Water.

### Commentary

*Modification recommended: Removed reference to Planned Multi-Lot Development.*

### Current

All new water connections for domestic supply or fire protection shall be connected to the Town water system. Any REDEVELOPMENT which uses water shall be required to connect to the Town water system. [Connection to the Town water system is not required unless the lot upon which building or redevelopment is proposed is located within a PLANNED MULTI-LOT DEVELOPMENT or yet to be proposed subdivision. In order to require that a connection be made to the Town's water system, the portion of the way which fronts such a lot must contain a municipal water main into which such a connection may be made.]

### Proposed

**All new water connections for domestic supply or fire protection shall be connected to the Town water system. Any REDEVELOPMENT which uses water shall be required to connect to the Town water system.**

## I.4.B Lot And Building Requirements And Standards

### I.4.B.1. General Requirements.

### Commentary

*Modification recommended: Change the approval process for a reduced buffer to special permit by the Planning Board. Clarify the buffer applies only to abutting parcels (not across the street).*

### Current

**I.4.b.1.A.** No BUILDING, STRUCTURE, Use, PARKING AREA, driveway, vehicle circulation area, or other vehicle access way shall be located less than 50 feet from an adjacent parcel within a Residential Zoning District unless otherwise provided by Special Permit by the Zoning Board of Appeals.

### Proposed

**I.4.b.1.A.** No BUILDING, STRUCTURE, Use, PARKING AREA, driveway, vehicle circulation area, or other vehicle access way shall be located less than 50 feet from an abutting parcel within a Residential Zoning District unless otherwise **provided by Special Permit by the Planning Board.**

### Commentary

*Modification recommended: Generalized "fence" to more broadly applicable.*

**I.4.b.1.B.** All outdoor facilities for the storage of fuel, refuse, materials and/or equipment shall be screened from view with a solid fence STRUCTURE and located to the rear of the building to which it is accessory. The fence shall be of reasonable height, a minimum of 6 feet, and the enclosure shall not exceed 1,000 square feet in area except by Special Permit from the Planning Board.

**I.4.b.1.B.** All outdoor facilities for the storage of fuel, refuse, materials and/or equipment shall be obscured from view with a solid **screening** STRUCTURE and located to the rear of the building to which it is accessory. The screening shall be of reasonable height, a minimum of 6 feet, and the enclosure shall not exceed 1,000 square feet in area except by Special Permit from the Planning Board.

## Current

**I.4.b.1.C.** A green belt shall be provided on any LOT that abuts a Residential District should any use on said LOT (including any BUILDINGS, STRUCTURES, PARKING AREAS, driveways, vehicle circulation areas or other vehicle access ways) be located less than 100 feet from the Residential District. Such green belt shall:

I.4.b.1.C.1. Be located on the non-residential LOT along the shared property line.

I.4.b.1.C.2. Have a minimum depth from the shared property line of 30 feet.

I.4.b.1.C.3. Be used for no purpose other than planting and/or sidewalks.

I.4.b.1.C.4. Constitute a screen of evergreen trees and/or shrubs not more than 15 feet apart planted in two or more staggered rows. The distance between each row shall not be more than 10 feet. Plants shall be no less than 6 feet in height at the time of planting and shall be continuously maintained.

In those circumstances where a ii effective screen of existing plantings already provides an appropriate buffer, the Planning Board has the discretion, during the Site Plan Approval process, to waive strict compliance with Section I.4.b. I .C., provided that the intent of Section I.4.b. I.C. is met. If such a waiver is granted, the Planning Board shall, in its Site Plan Approval, require that the green belt be maintained and replanted where necessary to provide an effective screen throughout the life of the site and the STRUCTURE.

## Proposed

**I.4.b.1.C.** A green belt shall be provided on any LOT that abuts a Residential District should any use on said LOT (including any BUILDINGS, STRUCTURES, PARKING AREAS, driveways, vehicle circulation areas or other vehicle access ways) be located less than 100 feet from the Residential District. Such green belt shall:

I.4.b.1.C.1. Be located on the non-residential LOT along the shared property line.

I.4.b.1.C.2. Have a minimum depth from the shared property line of 30 feet.

I.4.b.1.C.3. Be used for no purpose other than planting and/or sidewalks.

I.4.b.1.C.4. Constitute a screen of evergreen trees and/or shrubs not more than 15 feet apart planted in two or more staggered rows. The distance between each row shall not be more than 10 feet. Plants shall be no less than 6 feet in height at the time of planting and shall be continuously maintained.

In those circumstances where a ii effective screen of existing plantings already provides an appropriate buffer, the Planning Board has the discretion, during the Site Plan Approval process, to waive strict compliance with Section I.4.b. I .C., provided that the intent of Section I.4.b. I.C. is met. If such a waiver is granted, the Planning Board shall, in its Site Plan Approval, require that the green belt be maintained and replanted where necessary to provide an effective screen throughout the life of the site and the STRUCTURE.

Current

**I.4.b.1.D.** Landscaping Requirements: For each foot of FRONTAGE the LOT shall contain 40 square feet of landscaping unless otherwise provided by Special Permit by the Planning Board through a site plan approval process. This requirement shall not be conditioned to require landscaping of more than 20% of the LOT.

Proposed

**I.4.b.1.D.** Landscaping Requirements: For each foot of FRONTAGE the LOT shall contain 40 square feet of landscaping unless otherwise provided by Special Permit by the Planning Board through a site plan approval process. This requirement shall not be conditioned to require landscaping of more than 20% of the LOT.

**I.4.B.2. Within The B-1 District:**

**(A) BUILD TO LINE:** any distance from between six (6) feet and nineteen (19) feet from, and parallel with, the frontage line(s) of the lot as approved by the Planning Board unless otherwise provided by Special Permit by the Planning Board through a site plan approval process as part of a comprehensive streetscape plan based on existing or planned buildings on lots within the same block on both sides of the street.

**(A) BUILD TO LINE:** any distance from between six (6) feet and nineteen (19) feet from, and parallel with, the frontage line(s) of the lot as approved by the Planning Board unless otherwise provided by Special Permit by the Planning Board through a site plan approval process as part of a comprehensive streetscape plan based on existing or planned buildings on lots within the same block on both sides of the street.

(A)1. Notwithstanding the provisions of I.b.b.2.(A) above, the BUILD TO LINE of a TOWN HALL shall be at least nineteen (19) feet and not more than one hundred twenty-five (125) feet from the FRONTAGE line of the LOT.

(A)1. Notwithstanding the provisions of I.b.b.2.(A) above, the BUILD TO LINE of a TOWN HALL shall be at least nineteen (19) feet and not more than one hundred twenty-five (125) feet from the FRONTAGE line of the LOT.

(A)2. Notwithstanding the provisions of I.4.b.2.(A) above, the BUILD TO LINE of a MUNICIPAL BUILDING which is used as a Library, shall be at least ten (10) feet and not more than thirty-five (35) feet from the FRONTAGE line of the LOT.

(A)2. Notwithstanding the provisions of I.4.b.2.(A) above, the BUILD TO LINE of a MUNICIPAL BUILDING which is used as a Library, shall be at least ten (10) feet and not more than thirty-five (35) feet from the FRONTAGE line of the LOT.

(B) Minimum front YARD setback: none;  
 (C) Minimum LOT size: 4,000 square feet\* or 30,000 square feet;

**(B) Minimum front YARD setback: 6 feet;**  
**(C) Minimum LOT size: 30,000 square feet;**

#### Current

- (D) Maximum LOT COVERAGE: 80 percent;
  - (E) Minimum side YARD setbacks: zero (0) feet;
  - (F) Minimum LOT FRONTAGE: 20 feet\* or 75 feet; and
  - (G) Minimum rear YARD setbacks: 5 feet.
- \* For PLANNED MULTI-LOT DEVELOPMENT

#### Proposed

- (D) Maximum LOT COVERAGE: 80 percent;
- (E) Minimum side YARD setbacks: zero (0) feet;
- (F) Minimum LOT FRONTAGE: 75 feet; and**
- (G) Minimum rear YARD setbacks: 5 feet.

### I.4.B.3. Outside The Business Core:

#### Commentary

*Modification recommended: Removed references to Planned Multi-Lot Development.*

#### Current

- (A) BUILD-TO LINE: none;
  - (B) Minimum front YARD setback: 25 feet for principal BUILDINGS;
  - (C) Minimum LOT size: 8,000 square feet or 4000 square feet for one dwelling unit\* or 30,000 square feet;
  - (D) Maximum LOT COVERAGE: 60 percent;
  - (E) Minimum side YARD setbacks: zero (0) feet;
  - (F) Minimum LOT FRONTAGE: 40 feet\* or 100 feet; and
  - (G) Minimum rear YARD setbacks: 10 feet.
- \* For PLANNED MULTI-LOT DEVELOPMENT

#### Proposed

- (A) BUILD-TO LINE: none;**
- (B) Minimum front YARD setback: 25 feet for principal BUILDINGS;**
- (C) Minimum LOT size: 30,000 square feet;**
- (D) Maximum LOT COVERAGE: 60 percent;**
- (E) Minimum side YARD setbacks: zero (0) feet;**
- (F) Minimum LOT FRONTAGE: 100 feet; and**
- (G) Minimum rear YARD setbacks: 10 feet.**

#### Commentary

*Modification recommended: Removed references to Planned Multi-Lot Development.*

#### Current

**I.4.c.** For PLANNED MULTI-LOT DEVELOPMENTS, the Planning Board may waive the dimensional requirements of Section I.4.b.2 and I.4.b.3 as part of the special permit approval process for a PMLD if it determines that APPLICANT has presented a comprehensive design concept meets all of the following standards:

The design fulfills the purpose of this Section I in terms of advancing the goals of the Master Plan. The design addresses architectural detail, the location of buildings in relation to the access road and each other, general open space, local open space adjacent to buildings,

#### Proposed

**[Section removed]**

pathways/sidewalks, any non-residential or common recreation or assembly facilities, and streetscape issues such as streetlights, street trees, sidewalks and landscaping, All other requirements, including Residential Density, of Section I are met. The comprehensive design concept provides greater quantifiable public benefits in terms of environmental and/or fiscal impacts or community amenities than a plan that meets the dimensional requirements. [e.g. less impervious surface, more public open space (perhaps with amenities), better vehicular and pedestrian access and circulation, energy consumption, use of sustainable materials, etc.]

## I.5 Sign Regulations.

**Commentary** No changes recommended.

### Current

All signs and advertising devices within the B-1 District shall be subject to Section F.9, Sign Regulations, of the zoning bylaw.

### Proposed

All signs and advertising devices within the B-1 District shall be subject to Section F.9, Sign Regulations, of the zoning bylaw.

## I.6 Parking.

**Commentary** *Modification recommended: The shared parking provision is enhanced to allow the elimination of up to 30% of the parking. The parking requirement for residential uses is reduced from 1.5 spaces per dwelling unit to 1.0 spaces per dwelling unit in the B-1 district to encourage a walkable, transit-oriented Town Center. Bicycle parking requirement is increased.*

### Current

The requirements of Section F.7., Parking, of the zoning bylaw are modified by the following subsections. In the event of a conflict between Section F. 7. and any of the following subsections, the following sections shall control.

**I.6.a. Shared Parking.** Where the APPLICANT demonstrates to the Planning Board through the Site Plan Approval process that parking spaces within the STREET within the B-1 District can be utilized by more than one use located

### Proposed

**The requirements of Section F.7., Parking, of the zoning bylaw are modified by the following subsections. In the event of a conflict between Section F. 7. and any of the following subsections, the following sections shall control.**

**I.6.a. Shared Parking.** Where the APPLICANT demonstrates to the Planning Board through the Site Plan Approval process that parking spaces within the STREET within the B-1 District can be utilized by more than one use located within 500 feet of the entrance

within 500 feet of the entrance of the principal BUILDING, STRUCTURE, or use of the premises, such that vehicles occupying a particular number of spaces are unlikely to require the use of those spaces at the same time of day or the same day of the week, the immediate construction of up to 30% of a parking area may be postponed, provided: (i) adequate land area is reserved for additional parking should it be needed in the future, (ii) the area reserved for future parking is shown on the site plan, (iii) no BUILDING or STRUCTURE may be placed on any area reserved for future parking, (iv) surety or other means of performance assurance in a form and amount acceptable to the Planning Board is given to the Town to insure that such additional parking area (including drainage and landscaping) will be constructed if needed, and (v) as a condition of postponing such construction, the Planning Board shall review the adequacy of the parking area every three years after endorsement of the site plan, or more frequently upon request of the Zoning Enforcement Officer, and certify that the number of parking spaces provided continues to be sufficient having regard for the actual uses of the site. The Planning Board shall be the determining authority regarding the future need of such parking.

**1.6.b.** Attribution of Parking Spaces. Parking spaces may be considered as a part of the requisite parking allocated to a particular LOT or use, if those spaces are entirely on that LOT or the use of the spaces has been assured by assignment through easement or other legal guaranty. On-STREET parking, where allowed, may be considered as a part of the requisite parking allocated to a LOT in accordance with the provisions of Section 1.6.a Shared Parking.

**1.6.c.** Bicycles. Not less than one Bicycle Parking or Storage Space shall be created

**of the principal BUILDING, STRUCTURE, or use of the premises, such that vehicles occupying a particular number of spaces are unlikely to require the use of those spaces at the same time of day or the same day of the week, the construction of up to 30% of a parking area may be eliminated, provided surety or other means of performance assurance in a form and amount acceptable to the Planning Board is given to the Town to insure that additional parking resources will be dedicated to the development in the future if needed, and as a condition of parking reduction, the Planning Board shall review the adequacy of the parking area every three years after endorsement of the site plan, or more frequently upon request of the Zoning Enforcement Officer, and certify that the number of parking spaces provided continues to be sufficient having regard for the actual uses of the site. The Planning Board shall be the determining authority regarding the future need of such parking.**

1.6.b. Attribution of Parking Spaces. Parking spaces may be considered as a part of the requisite parking allocated to a particular LOT or use, if those spaces are entirely on that LOT or the use of the spaces has been assured by assignment through easement or other legal guaranty. On-STREET parking, where allowed, may be considered as a part of the requisite parking allocated to a LOT in accordance with the provisions of Section 1.6.a Shared Parking.

**1.6.c. Bicycles. Not less than one Bicycle Parking or Storage Space shall be created for every five vehicular parking spaces created.**

1.6.d. Linked Parking. PARKING AREAS of adjacent LOTS shall have reasonable and convenient off-STREET vehicular connections. Where adjacent property has not been developed, provision shall be made for future off-STREET connections with adjacent

for every twenty vehicular parking spaces created.

**I.6.d. Linked Parking.** PARKING AREAS of adjacent LOTS shall have reasonable and convenient off-STREET vehicular connections. Where adjacent property has not been developed, provision shall be made for future off-STREET connections with adjacent properties; “reserved” strips of land or other measures which preclude or are designed to prevent such off-STREET connections shall not be permitted.

properties; “reserved” strips of land or other measures which preclude or are designed to prevent such off-STREET connections shall not be permitted.

**I.6.e. Dwelling Unit Parking.** In the B-1 District a residential dwelling unit shall be required to provide a minimum of 1.0 spaces per dwelling unit.

## I.7 Uses Permitted and Regulated in the B-1 District

### Commentary

*Modification recommended: The additional language clarifies that the intent of the B-1 District is to develop mixed-use projects with ground floor uses that are contributing to the activity and vitality of the Town Center.*

### Current

No BUILDING, STRUCTURE or land in the B-1 District shall be used for any purpose or in any manner other than as set forth in this section. Any use not specifically listed in Section I.7.a. and I.7.b. is prohibited.

### Proposed

No BUILDING, STRUCTURE or land in the B-1 District shall be used for any purpose or in any manner other than as set forth in this section. Any use not specifically listed in Section I.7.a. and I.7.b. is prohibited. **Development in the B-1 Business Core Subdistrict shall be mixed-use with a combination of any allowed and/or special permit uses that may contain Residential DWELLING UNITS, other than a SINGLE FAMILY DWELLING, and appurtenant residential uses, except on the ground floor of PRINCIPAL BUILDING(S). A minimum of one (1) PRINCIPAL BUILDING with a non-residential ground (street grade) floor shall be located within the BUILD-TO LINE. For a site plan with multiple buildings, additional PRINCIPAL BUILDING(S) shall be located within the BUILD-TO LINE to fill the primary street frontage(s). A site plan with a full frontage of PRINCIPAL BUILDING(S) is allowed SECONDARY BUILDING(S) to be located outside of the BUILD-TO LINE, but these are to be constructed after the PRINCIPAL BUILDINGS are completed.**

## I.7.A. Allowed Uses

### Commentary

*Modification recommended: Remove “Limited Used Motor Vehicle Sales” due to the automobile orientation of the use place under “Prohibited Uses.” Remove the requirements that “Residential Dwelling Units” consist of 65% or less of the total combined square footage and that the ground floor be limited to commercial use to offer more flexibility and feasibility.*

### Current

- ADULT DAY CARE ancillary to an ASSISTED LIVING FACILITY;
- Art Galleries and Studios;
- ASSISTED LIVING FACILITIES if on a LOT with an existing ground elevation at the proposed BUILDING at or above 255 feet elevation, mean sea level (1927) datum;
- Automatic teller machines;
- Bakeries;
- Banks;
- CHILD CARE FACILITY; (added 5/9/17)
- Coffee shops;
- Collection center for dry cleaning and laundry drop-off;
- CONVENIENCE STORES;
- CRAFT WORKSHOP;
- Cultural Center, symphony hall or other place for the Community’s or the Public’s enjoyment of indoor or outdoor musical, dramatic, or artistic performances; amphitheatres;
- Dance, exercise and aerobic studios, martial arts studio;
- Delicatessens;
- Electric Vehicle Recharger Facilities;
- FARMER’S MARKETS;
- Funeral home;
- GROCERY STORE;
- HARDGOOD sales stores;
- Historical or cultural society;
- JOB PRINTING;
- Laundromats;
- Licensed INN or HOTEL;
- LIMITED USED MOTOR VEHICLE SALES;
- Medical, Dental and Optical Clinics;

### Proposed

- **ADULT DAY CARE**
- **ASSISTED LIVING FACILITIES**
- Art Galleries and Studios;
- **Automatic teller machines (as non-primary use);**
- Bakeries;
- Banks;
- CHILD CARE FACILITY;
- Coffee shops;
- Collection center for dry cleaning and laundry drop-off;
- CONVENIENCE STORES;
- CRAFT WORKSHOP;
- **Cultural Center, hall or other place for the Community’s or the Public’s enjoyment of indoor or outdoor musical, dramatic, or artistic performances; amphitheatres;**
- Delicatessens;
- Electric Vehicle Recharger Facilities;
- FARMER’S MARKETS;
- Funeral home;
- GROCERY STORE;
- HARDGOOD sales stores
- Historical or cultural society;
- JOB PRINTING;
- Laundromats;
- Licensed INN or HOTEL;
- Medical, Dental and Optical Clinics;
- Meeting Rooms or BUILDINGS Accessory to ASSISTED LIVING FACILITIES;
- Mixed use comprised of any of the Allowed uses;
- Municipal Buildings;
- Offices and Office BUILDINGS;
- Open Space, village greens and squares;
- Parking lot as Principal Use as part of a Planned Multi-Lot development, except on

- Meeting Rooms or BUILDINGS Accessory to ASSISTED LIVING FACILITIES;
  - Mixed use comprised of any of the Allowed uses;
  - Municipal Buildings;
  - Offices and Office BUILDINGS;
  - Open Space, village greens and squares;
  - Parking lot as Principal Use as part of a Planned Multi-Lot development, except on corner LOTS;
  - Post office;
  - Private Schools (for profit);
  - Public transit facilities including stations and platforms;
  - Residential DWELLINGS UNITS as part of a commercial site plan where the square footage of residential dwelling units consists of 65% or less of the total combined square footage of the residential and commercial structure(s) and the footprint of residential structure(s) is equal to or less than the footprint of the commercial structure(s), provided that the commercial structure is constructed prior to residential occupancy.
  - Residential DWELLING UNITS located above the ground floor of BUILDINGS provided that the ground floor is constructed for, and limited to, business or commercial uses prior to residential occupancy;
  - RESTAURANTS;
  - RETAIL SALES;
  - RETAIL SERVICES;
  - SOFTGOOD sales stores;
  - TAKE OUT RESTAURANTS;
  - Theaters; movie cinemas;
  - VARIETY STORE;
  - Video conferencing and/or conference facility.
- corner LOTS;
  - Post office;
  - Private Schools;
  - Public transit facilities including stations and platforms;
  - **Residential DWELLINGS UNITS, other than a SINGLE FAMILY DWELLING. No residential dwelling units shall be allowed on the ground (street grade) floor of PRINCIPAL BUILDING(S) located within the BUILD-TO LINE. For a site plan with multiple buildings, additional PRINCIPAL BUILDING(S) shall be located within the BUILD-TO-LINE to fill the primary street frontage(s). SECONDARY BUILDING(S) not located within the BUILD-TO LINE may be one hundred percent (100%) residential including dwelling units on the ground floor. In the B-1 Business Core, fifteen percent (15%) of ten (10) or more dwelling units shall be affordable to those earning less than eighty percent (80%) of the area median income (AMI), which supersedes the ten percent (10%) requirement of Section H.3.d.1.a, all other requirements of Section H.3. shall be followed**
  - **Residential DWELLING UNITS located above the ground floor of BUILDINGS. provided that the ground floor is constructed for, and limited to, business or commercial uses prior to residential occupancy**
  - RESTAURANTS;
  - RETAIL SALES;
  - RETAIL SERVICES;
  - SOFTGOOD sales stores;
  - **SHARED WORK FACILITY;**
  - TAKE OUT RESTAURANTS;
  - Theaters; movie cinemas;
  - VARIETY STORE;
  - Video conferencing and/or conference facility;
  - **Wellness, dance, exercise and aerobic studios, martial arts studio.**

## I.7.A.1. Special Permit Uses By Planning Board (Deleted 5/13/14 And Amended 11/18/14)

**Commentary** No changes recommended.

### Current

- DRIVE-UP WINDOWS;
- WIRELESS COMMUNICATIONS FACILITY Equipment Building limited to the Wireless Communications Overlay District 2 as provided for in Section F. 13.

### Proposed

- DRIVE-UP WINDOWS;
- WIRELESS COMMUNICATIONS FACILITY Equipment Building limited to the Wireless Communications Overlay District 2 as provided in Section F.13.

## I.7.B. Special Permit Uses By The Zoning Board Of Appeals

**Commentary** Modification recommended: Remove “Gasoline and diesel fuel filling stations” due to the automobile orientation of the use and the automobile oriented site plan that would result from such a use. Place “Gasoline and diesel fuel filling stations” under “Prohibited Uses.” Clarified wastewater treatment should be serving B-1 District.

### Current

- Car Rentals;
- Conversion of a pre-existing SINGLE-FAMILY DWELLING to two-FAMILY DWELLING or to mixed business and residential use;
- Gasoline and diesel fuel filling stations;
- Massage Therapy Licensed by the Norfolk Board of Health;
- Research facilities;
- Small wastewater treatment facilities, as regulated by the Town Board of Health;
- TAKE OUT RESTAURANTS with vehicular drive-up or other in-vehicle patronage;
- TEMPORARY FAMILY APARTMENTS.

### Proposed

- Car Rentals;
- Conversion of a pre-existing SINGLE-FAMILY DWELLING to two-FAMILY DWELLING or to mixed business and residential use;
- Massage Therapy Licensed by the Norfolk Board of Health;
- Research facilities;
- Small wastewater treatment facilities, as regulated by the Town Board of Health (serving the B-1 District);
- TAKE OUT RESTAURANTS with vehicular drive-up or other in-vehicle patronage;
- TEMPORARY FAMILY APARTMENTS.

### I.7.B.1 Special Permit Uses By The Planning Board (Deleted 11/18/14)

### I.7.C. Prohibited Uses - Except As Expressly Exempted From Restriction By Statute.

**Commentary** Modification recommended: Inserted the uses under “Prohibited Uses” that were removed from other lists.

### Current

- ADULT BUSINESS;

### Proposed

- ADULT BUSINESS;

## Current

- Aviation Field;
- Can and Bottle Redemption Centers;
- COMMERCIAL COMPOSTING;
- Commercial Parking Garages;
- DRY CLEANING OR POWER LAUNDRY;
- Hazardous Waste Treatment Facility;
- Massage Parlors;
- OUTDOOR BUSINESS;
- Outdoor Commercial Vehicle Storage;
- Poultry or Stock Raising;
- Radioactive Material Storage or Handling;
- Schools of Nursing, Schools of Laboratory Technician Skills, Schools of Physiotherapy, and Dormitory Facilities Ancillary Thereto;
- SCRAP YARDS;
- Truck terminal or motor freight station;
- Use of trailers, buses and mobile units for residence in excess of 30 days.

## Proposed

- Aviation Field;
- Can and Bottle Redemption Centers;
- COMMERCIAL COMPOSTING;
- Commercial Parking Garages (unless located on upper MBTA parking lot);
- DRY CLEANING OR POWER LAUNDRY;
- **Gasoline and diesel fuel filling stations;**
- Hazardous Waste Treatment Facility;
- **LIMITED USED MOTOR VEHICLE SALES;**
- Massage Parlors;
- OUTDOOR BUSINESS;
- Outdoor Commercial Vehicle Storage;
- Poultry or Stock Raising;
- Radioactive Material Storage or Handling;
- Schools of Nursing, Schools of Laboratory Technician Skills, Schools of Physiotherapy, and Dormitory Facilities Ancillary Thereto;
- SCRAP YARDS;
- Truck terminal or motor freight station;
- Use of trailers, buses and mobile units for residence in excess of 30 days.

## SECTION B Definitions:

### Commentary

*Modification recommended: Inserted new definitions related to clarifying the mix of uses and multiple site plan buildings in the B-1 District.*

### Proposed

**BUILDING(S), PRINCIPAL** – In the B-1 Business Core, a building located within the **BUILD-TO LINE** that is most important and prominent in terms of its position on the property, size and scale, architectural massing and design, and relationship to the street and sidewalk. No residential dwelling units shall be allowed on the ground (street grade) floor of a principal building.

**BUILDING(S), SECONDARY** – In the B-1 Business Core, a building located outside of the **BUILD-TO LINE** and set behind the **PRINCIPAL BUILDING** in such a way that it is subordinate to the , but supports a cohesive site layout. The building shall be less important and prominent than the **PRINCIPAL BUILDING** in terms of its position on the property, size and scale, architectural massing and design, and relationship to the street and sidewalk. A secondary building may include one hundred percent (100%) residential uses, including dwelling units on the ground floor.

## Other Complementary Zoning Recommendations

In addition to the primary zoning recommendations of “Section I”, the following changes are recommended in other zoning sections to improve consistency and clarification of the bylaw as it relates to “Section I”:

### Section B. DEFINITIONS:

- A new definition for “Mixed-Use” may help clarify its use in Section I. It is currently undefined.

### Section C. ESTABLISHMENT OF DISTRICTS:

- Note: “B-1 Out” is not listed as a “Type of District”

### Section D. USE REGULATIONS:

- Note: “B-1 Out” is not listed as a “District”
- Note: All “B1” uses are currently noted (\*) to “\*See Section I”, except the following are included in the “Schedule of Use Regulations” for “B1”, they could be added to Section I so that all uses are defined in one location. Or Section I could refer to Section D, which lists the following Uses:
  - Transportation and Utility Uses, Roof Mounted Solar Photovoltaic System: Yes
  - Transportation and Utility Uses, Ground Mounted Solar Photovoltaic System: SP
  - Transportation and Utility Uses, Wind Energy System: SP
  - Residential Uses, Roof Mounted Solar Photovoltaic System: Yes
  - Residential Uses, Ground Mounted Solar Photovoltaic System Accessory to a Residential Building: SP
  - Residential Uses, Wind Energy System Accessory to a Residential Building: SP
  - Residential Uses, Kennel, Personal: Yes
  - Agricultural Uses, Personal Kennel (more than 4 dogs): Yes
  - Commercial Kennel (including commercial, boarding, training, and breeder kennels): No
  - Commercial Uses, Kennel, Commercial Boarding or Training: No
  - Commercial Uses, Registered Marijuana Dispensary: No
  - Commercial Uses, Roof Mounted Solar Photovoltaic System Accessory to a Commercial Building: Yes
  - Commercial Uses, Ground Mounted Solar Photovoltaic System Accessory to a Commercial Building: SP

### Section E. INTENSITY REGULATIONS:

- No changes identified
- Note: “B1” is not listed in the “Schedule of Dimensional Requirements”

### Section F. GENERAL REGULATIONS:

- “F.7. Parking Requirements”

- F.7.a. “off-street parking space within 450 feet of the entrance of the principal building, structure, or use of the premises.” **For Town Center this distance may want to be increased.**
- F.7.b. “Schedule of Minimum Off-Street Parking Requirements”, Dwelling Unit, other than a Single Family Dwelling has a minimum number of spaces of 1.5 per unit. **We recommend this be reduced to 1.0 per unit for Town Center as shown in the zoning recommendations.** Retail, service or mercantile has a minimum number of spaces of 1 per 200 sq. ft. usable floor area, 1 per 300 sq. ft. usable floor area for units less than 5000 sq. ft. Professional office or general office has a minimum number of spaces of 1 per 200 sq. ft. usable floor area, 1 per 300 sq. ft. usable floor area for units less than 5000 sq. ft. Restaurants has a minimum number of spaces of 1 per 100 sq. ft. usable floor area or 1 per 3 persons capacity, based on Mass. State Building Code, whichever is greater. Meeting rooms or buildings accessory to Age Restrictive Housing has a minimum number of spaces of 1 per 300 sq. ft. usable floor area. Medical and Dentist offices has a minimum number of spaces of 1 per 200 sq. ft. usable floor area. Mixed uses shall be a sum of the combination of uses.
- F.7.e. In the Business 1 ... Parking Areas shall be located in the rear yard or side yard of structures and not in the front yard of such structures, unless otherwise authorized by Special Permit issued by the Zoning Board of Appeals. **This is good and could be strengthened by removing the Special Permit option in Town Center.**
- F.7.f. Accessible parking spaces shall not be counted in meeting the number of spaces required by this bylaw. **We recommend accessible parking spaces should count toward the number of required spaces in Town Center.**
- F.7.h. Required off-street parking spaces or loading spaces may be wholly or partly enclosed in a structure. **Consider amending to also clarify below a structure.**
- F.7.i. Parking Spaces: A parking space shall be a minimum of 9 feet by 19 feet or larger to accommodate expected vehicles, plus maneuvering and access lanes. The maneuvering lane width for 81-90 deg. angle of parking is 24 ft. **We recommend reducing to 9 feet by 18 feet. A typical parking bay is 60 feet. Under current requirements a parking bay in Norfolk is 19 ft. + 19 ft. + 24 ft., or 62 feet.**
- F.7.m. In addition to landscaping required in other sections of this zoning bylaw, parking lots containing 10 or more spaces shall have at least one tree per 8 parking spaces, such trees to be located either within the lot or within 5 feet of it. Such trees shall be at least 2” trunk diameter, with not less than 40 square feet of unpaved soil or other permeable surface area per tree. At least 5% of the interior of any parking lot having 25 or more spaces shall be maintained with landscaping, including trees, in plots of at least four feet in width. Trees and soil plots shall be so located as

to provide visual relief and sun and wind interruption within the parking area, and to assure safe patterns of internal circulation. A grassed or landscaped bumper strip at least three feet wide shall be provided between facing rows of parking spaces, unless the Planning Board approves an alternative landscaping approach with the same or more landscaped area. **Additional landscape requirements may want to be considered.**

- F.8.a. Off-Street Loading Basic Requirement: In any district where otherwise permitted, no use of premises shall be authorized or extended, and no BUILDING or STRUCTURE shall be erected or enlarged, unless there is provided for the extension, erection, or enlargement off-STREET loading facilities located entirely on the same LOT as the BUILDING or use to be served, and with immediate and direct ingress to the BUILDING to be served in accordance with the following minimum specifications. An area of at least 400 square feet of appropriate dimensions, exclusive of drives and maneuvering space, shall be considered one off STREET loading space. In no case shall the required loading space be part of the area used to satisfy the parking requirements of this bylaw. **Loading requirements may want to be reconsidered.**
- F.8.b. Minimum Standards: One loading space for each 10,000 square feet of GROSS FLOOR AREA of any retail goods, wholesale, storage, distribution, MANUFACTURING, public utility, consumer service establishment, HOTEL, motel, school or like establishment. **Loading requirements may want to be reconsidered.**

## Long-term Zoning Recommendations

In addition to the primary zoning recommendations of “Section I”, the following recommendations should be considered for longer term changes. These may be particularly relevant, if no investment in Town Center is made after zoning changes have been adopted. The building height is one issue where the property owners and developers that provided input were not aligned with the community input. The developers suggested that a 4-story height would be necessary to involve larger national developers. They suggested that this height could be behind a lower building or buildings at the street frontage and that this could work to the rear of some of the larger parcels in the Town Center. A taller building height of 4-stories could be offered as an incentive to provide defined amenities or benefits to the Town Center.

## **Zoning Potential Build-out Analysis**

A potential build-out analysis of the zoning recommendations provides an overview and general estimate of the potential development outcomes that may result from the zoning modifications. This type of analysis is not intended to represent the final or desired design, site, or building layout of the zoning recommendations, but is intended to estimate the overall amount of development that may occur under these regulations on a parcel-by-parcel basis. Many variables contribute to the potential build-out that may or may not occur on any property, this type of analysis should be viewed as a general estimate of the order of magnitude of potential change in Town Center. The estimate is best expressed as a range or square feet or range of residential units that may be built as it is not possible to predict an exact number.

The development will require private investment on private properties. The decisions and preferences of how each property owner may deal with their property are difficult to know or predict. The development that may result from the zoning recommendations would take place over a number of years. The build-out analysis illustrates a rough approximation of the result of each of those efforts on individual properties. The results of the build-out analysis help the town to plan for infrastructure, traffic, health and safety, schools, or other potential impacts and benefits to the Town as a result of these investments. Even with a zoning modification, properties in the district may not change or see redevelopment investment, each proposed change would be the result of individual decisions and would be the choice of property owners.

The analysis identifies the Norfolk Town Center parcels most likely to attract development or redevelopment investment. The analysis also projects the total amount of change, or build-out, that may occur with redevelopment on these parcels. The analysis shows that between 200 to 450 additional residential units could be created under the proposed zoning. These residential units exceed the number that could potentially be created today by approximately 65 to 230 residential units. The analysis shows a potential of between 87,000 to 190,000 gross square feet of new building area could be built under the proposed zoning. This gross area exceeds the number that could be created today by approximately 13,000 to 76,000 gross square feet.

### **Parcel Inventory and Analysis**

The parcel analysis is the foundation of the build-out analysis. Although the proposed zoning changes apply to all parcels in the district (with some variation in zoning characteristics between the two subdistricts), it is highly unlikely that every parcel in the district would respond to zoning changes in the same way or on the same timeline. Many parcels are not likely to change, others may change through renovation or a change of use, others may change through redevelopment

or development and the construction of a new building. These changes will occur over a period of years or even decades, or may not even occur at all. The analysis includes 53 parcels that exist in the B-1 zone today.

The 25 parcels highlighted as “Change Unlikely” are not anticipated to change under the proposed zoning changes. The parcels are either recently developed, actively proposed to be developed, Town-owned public facilities or amenities, public transportation assets (rail and parking), properties with no frontage, properties impacted by wetlands, or historic residential properties with no intention of redevelopment or change.

The 9 parcels highlighted as “Development - Nearer Term” are the most likely to attract near term development attention and investment under the proposed zoning. The new zoning would reduce the current constraints on those properties and offer new opportunities for mixed-use development for parcels that are vacant or underutilized today. Increasing flexibility for development is the strongest approach to influence private investment on these parcels, but no parcel’s future can be predicted with certainty. Each parcel has its own circumstances, ownership, and set of constraints, many that may only be known to the owner.

The 19 parcels highlighted as “Redevelopment - Longer Term” may not experience redevelopment investment initially, but would be offered the same new opportunities for mixed-use development. Over time, as other properties are successfully developed and the Town Center becomes a more attractive setting for investment these properties may have more incentive to redevelop and reinvest in the property with additional uses.

### **Potential Build-out for Current Zoning**

The build-out analysis ignores the parcels identified as “change unlikely” in the parcel analysis as these parcels, if they ever were to change, would require more than typical development investments to implement. These parcels may hold potential for something more, but even so, would likely need to evolve under different circumstances. The build-out under current zoning is defined by several key zoning characteristics, the maximum building footprint (15,000 square feet for any building other than a grocery store or variety store), the maximum building height (3 stories), minimum lot size (30,000 square feet for anything other than a PMLD), the two-bedroom maximum for residential units, and the maximum residential density (16 bedrooms for any single lot.)

This combination of existing zoning characteristics encourages lot subdivision, or assembly to comply with the 30,000 square feet lot minimum and the residential density which is associated with a single lot. If lots of at least 30,000 square feet were maximized on the parcels likely to change, 42 such lots could be created that also comply with the minimum frontage requirements. However, the current zoning build-out analysis does not subdivide or combine parcels as this would depend

on even more assumptions about what could possibly happen and the speculating about the intentions of each property owner. Therefore, the build-out is based on parcels as they currently exist. 8 parcels do not meet the minimum lot size of 30,000 square feet and are not shown with redevelopment under existing zoning. This leaves 20 parcels that could be developed under current zoning.

Of those 20 parcels, 8 parcels may require a special permit or variance to be developable because of either the 50' buffer to an adjacent residential district or the build-to distance of 19' from the lot frontage. If the 50' buffer is interpreted as crossing the street, then parcels adjacent to a residential district across the street would not be able to place buildings or access ways within 50' of the lot frontage. Several parcels, due to their configuration or wetland conditions would not be able to meet the 19' build-to distance. These 8 parcels are what creates the range of build-out for the existing zoning.

The remaining 12 parcels are compliant with current zoning requirements and were either determined to see "development - nearer term" or "redevelopment - longer term" in the parcel analysis. The parcel analysis assumes relatively consistent development patterns to occur on these parcels and follows the model of the recently developed 18 Union Street property. This model is for a 3-story mixed-use structure that includes ground floor commercial or retail space and 2 upper levels of residential units. Estimated unit counts are based on assuming an 85% efficiency ratio for the building converting gross square feet to net square feet for the residential units and an average unit size of 1,250 square feet. Based on these assumptions, these 12 parcels yield about 74,000 square feet of ground floor commercial or retail area and about 216,000 square feet of residential area to accommodate about 140 residential units.

Adding in the 8 parcels that may require a variance or special permit the 20 total parcels yield about 114,000 square feet of ground floor commercial or retail area and about 332,000 square feet of residential area to accommodate about 220 residential units.

The existing zoning could potentially yield between 74,000 and 114,000 square feet of commercial or retail area and between 140 to 220 residential units on the remaining parcels. These parcels result in a Floor Area Ratio (FAR) that ranges from 0.23 to 0.50 with a building coverage that ranges from 8% to 16% and a lot coverage that ranges from 25% to 57%. The residential bedroom maximum of 16 bedrooms per lot becomes a limiting factor for parcels greater than about 70,000 square feet.

## Potential Build-out for Proposed Zoning

The build-out analysis for the proposed zoning relies on the same parcel analysis and ignores the parcels that were identified as “change unlikely.” The proposed zoning build-out analysis also relies on the same assumed model of development and unit size and building efficiency assumptions. The proposed zoning is focused on clarifying the current zoning and removing the barriers to successful mixed-use development. The first issue to address is to clarify that the residential buffer does not apply to those parcels across the street from the B-1 Zone. This would reduce the need for a potential variance or special permit for 5 parcels. This change could add a potential 50 additional residential units to the district. In other words, if the current zoning build-out shows a yield of 220 units, this change would add about 50 units for a total of 270. Parcels that may require a variance for build-to frontage requirements would remain in the district due to lot configuration or the presence of wetlands, about 3 such parcels exist.

The other changes are focused on increasing the flexibility for development by reducing the limitations of maximum building footprint and maximum bedrooms of the current zoning. This change would have the most impact on the larger parcels in the district, those greater than 70,000 square feet. This allows the scale of the development to grow with the scale of the parcel and could add about 120 units to the potential residential unit yield of the district. Expanding the hypothetical yield from 270 units to 390 units.

The final modification includes reducing the minimum required parking for residential units. The parking for a residential unit would be reduced from 1.5 spaces per unit to 1.0 spaces per unit. This would allow more land area of the Town Center to be used as walkable residential units that add to the economic activity instead of parking lots. These changes could add about 60 units to the potential residential unit yield of the district. Expanding the hypothetical yield from 390 units to 450 units.

In the proposed zoning build-out, the range is determined by the parcel analysis. The parcels most likely to change, “development - nearer term” define the low end of the range and the parcels that may change, “redevelopment - longer term” are added to define the high end of the range. Accordingly, the proposed zoning could potentially yield between 87,000 to 190,000 square feet of commercial or retail area and between 200 to 450 residential units. The build-out results in a Floor Area Ratio (FAR) that ranges from about 0.34 to 0.70 with a building coverage that ranges from 10% to 20% and a lot coverage that ranges from 37% to 61%.

The potential net change from the zoning recommendations could be an increase between 13,000 to 76,000 square feet of commercial or retail area and an increase between 65 to 230 residential units. All potential build-out projections are hypothetical in nature, based upon generalized assumptions, and dependent on

private actions and investments on a parcel-by-parcel basis in the district.

Neither the current nor proposed zoning potential build-out scenarios account for financial feasibility, or infrastructure feasibility. It is assumed that the financial feasibility would be improved by the proposed zoning in that it increases the flexibility of development on a property and allows for denser development to occur while retaining the character of Norfolk Center. The infrastructure feasibility primarily refers to wastewater considerations in that Norfolk Center is partially, but not fully serviced by a district wastewater treatment plant. The properties that would not be able to connect to this system would either be limited by the density constraints of a Title 5 septic system, or the financial burden of a package treatment system. These constraints are discussed in more detail in the infrastructure section of this report.

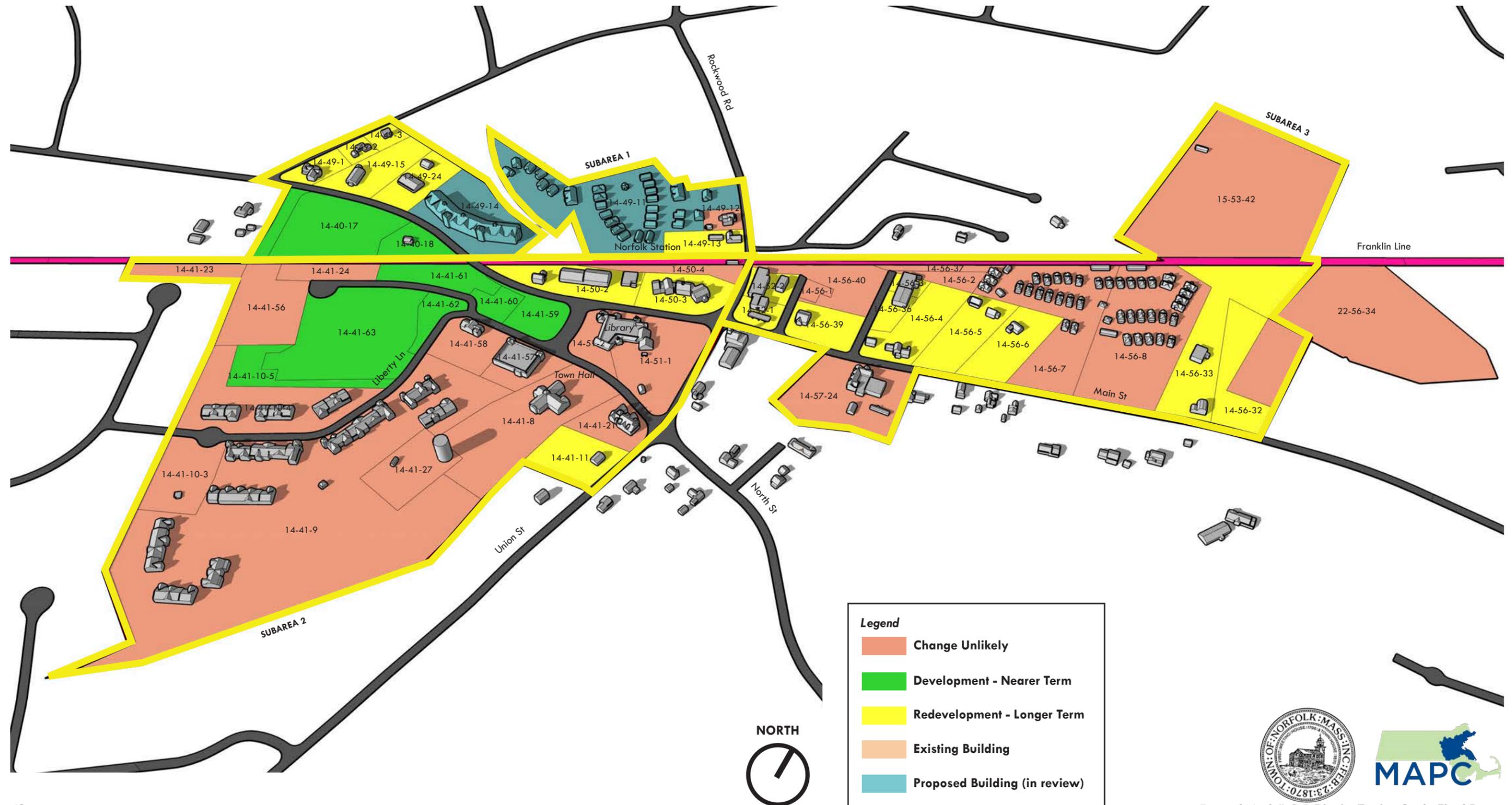
### **Build-out Analysis Illustrations and Calculations**

This build-out narrative above is based on the following illustrations and spreadsheets. The potential yield of each parcel was calculated and illustrated under each of the zoning scenarios - existing and recommended. The next pages include the following:

- B-1 District Parcel Susceptibility to Change
- B-1 District Parcel Inventory and Analysis
- Potential Build-out Current Zoning Calculations
- Potential Build-out Recommended Zoning Calculations

# NORFOLK TOWN CENTER

## B-1 District Parcel Susceptibility to Change



# NORFOLK TOWN CENTER

## B-1 District Parcel Inventory and Analysis

Subarea	Parcel ID	Address	Owner	Owner Occupied (Y/N)	Year Built	Current Land Area (acres)	Current Land Area (sq ft)	Current Building Area (gross sq ft)	Current Building Height (stories)	FAR	Building Value (FY2011)	Land Value (FY2011)	Total Value (FY2011)	Utilization Value	Use Code	
1	14-49-1	220 Main Street	Michaela Realty Trust	N	1953	0.71	30,928	6,790	2.0	0.22	\$255,500	\$170,300	\$434,800	1.50	0101	
	14-49-2	14 Boardman Street	Kathleen Kelly	Y	1955	0.36	15,682	2,592	1.0	0.17	\$96,900	\$148,600	\$253,200	0.65	1010	
	14-49-3	20 Boardman Street	Michael Crivello	Y	1926	0.39	16,988	3,418	2.0	0.20	\$99,100	\$148,600	\$247,700	0.67	1010	
	14-49-15	208 Main Street	Sherri & Nikki, Inc.	N (out-of-state)	1993	1.68	73,181	3,446	1.0	0.05	\$297,900	\$201,800	\$511,000	1.48	3500	
	14-49-24	206 Main Street	MAH LLC	N	1983	1.32	57,499	9,384	1.0	0.16	\$831,800	\$239,500	\$1,124,000	3.47	3220	
	14-49-14	194 Main Street	GCBS LLC	N	1965	3.02	131,551	7,624	1.0	0.06	\$287,500	\$276,600	\$612,400	1.04	0101	
	14-40-17	201 Main Street	Peter Chipman	N	0	3.58	155,945	0	0.0	0.00	\$0	\$336,400	\$336,400	0.00	3900	
	14-40-18	175 Main Street	Charles and Margaret Weber	N	1961	0.90	39,204	1,626	1.0	0.04	\$65,700	\$154,500	\$222,200	0.43	1010	
	14-49-11	25 Rockwood Road	Paul and Patricia Kelley	N	1960	6.81	296,644	6,923	1.5	0.02	\$287,500	\$229,300	\$531,900	1.25	1010	
	14-49-12	19 Rockwood Road	Shown Coyne	Y	1875	0.40	17,424	3,560	1.5	0.20	\$182,400	\$129,200	\$315,000	1.41	1010	
	14-49-13	15 Rockwood Road	Frank and Carol Gross	N (out-of-state)	1900	1.02	44,431	4,316	1.5	0.10	\$214,500	\$148,600	\$388,800	1.44	0104	
		Rail Right-of-way	MassDOT		0	0.00	0	0	0.0	0.00	\$0	\$0	\$0	0.00	0.00	
	2	14-41-23	Main Street	Mass Bay Trans Authority	N (out-of-town)	0	0.82	35,719	0	0.0	0.00	\$0	\$7,800	\$7,800	0.00	9300
		14-41-56	Main Street	Mass Bay Trans Authority	N (out-of-town)	0	2.34	101,930	0	0.0	0.00	\$0	\$80,700	\$80,700	0.00	9300
14-41-24		Main Street	Mass Bay Trans Authority	N (out-of-town)	0	0.76	33,106	0	0.0	0.00	\$0	\$4,000	\$4,000	0.00	9300	
14-41-63		9 Liberty Lane	Norfolk Commons, LLC	N (out-of-town)	0	4.51	196,456	0	0.0	0.00	\$0	\$611,300	\$611,300	0.00	3900	
14-41-62		7 Liberty Lane	Norfolk Commons, LLC	N (out-of-town)	0	0.60	26,136	0	0.0	0.00	\$0	\$386,400	\$386,400	0.00	3900	
14-41-10-5		11 Meetinghouse Road	Paul Borrelli	No (same owner)	0	1.02	44,431	0	0.0	0.00	\$0	\$541,100	\$541,100	0.00	3900	
14-41-10-4		36-70 Meetinghouse Road	Norfolk Town Center, LLC	No (same owner)	0	3.23	140,699	0	0.0	0.00	\$0	\$539,100	\$539,100	0.00	3900	
14-41-10-3		Meetinghouse Road	Matthew Borrelli	No (same owner)	0	1.41	61,420	0	0.0	0.00	\$0	\$171,800	\$171,800	0.00	1300	
14-41-9		61 Meetinghouse Road	Anne Horvath	Y	2006	16.41	714,820	4,368	2.0	0.00	\$373,300	\$0	\$373,300	0.00	1020	
14-41-27		28 Union Street	Town of Norfolk	N	0	1.30	56,628	0	0.0	0.00	\$0	\$159,000	\$475,000	0.00	9035	
14-41-61		8 Liberty Lane	Liberty Norfolk Development, LLC	N	0	1.12	48,787	0	0.0	0.00	\$0	\$470,900	\$470,900	0.00	3900	
14-41-60		8 Liberty Lane	Liberty Norfolk Development, LLC	N	0	0.51	22,216	0	0.0	0.00	\$0	\$474,600	\$474,600	0.00	3900	
14-41-59		6 Liberty Lane	Liberty Norfolk Development, LLC	N	0	0.92	40,075	0	0.0	0.00	\$0	\$471,400	\$471,400	0.00	3900	
14-41-58		5 Liberty Lane	Liberty Norfolk Development, LLC	N	2010	1.20	52,272	2,735	1.0	0.05	\$151,100	\$467,700	\$621,000	0.32	3220	
14-41-57		3 Liberty Lane	Liberty Norfolk Development, LLC	N	2009	0.98	42,689	14,406	1.0	0.34	\$2,845,000	\$708,400	\$3,584,600	4.02	3220	
14-41-8		1 Liberty Lane	Town of Norfolk	Y	1998	3.55	154,638	21,797	2.0	0.14	\$2,288,700	\$516,400	\$2,805,100	4.43	9030	
14-41-21		18 Union Street	Norfolk Community Federal	N	0	0.93	40,511	0	0.0	0.00	\$0	\$483,600	\$483,600	0.00	3900	
14-41-11		20 Union Street	Tanja and Mark Mcguckian	Y	1968	1.18	51,401	2,416	1.0	0.05	\$132,000	\$190,800	\$325,200	0.69	1010	
14-51-2		Liberty Lane	Town of Norfolk	Y	0	0.91	39,640	0	0.0	0.00	\$0	\$480,500	\$480,500	0.00	9030	
14-51-1		North Street	Town of Norfolk	N	2005	2.44	106,286	24,234	1.0	0.23	\$2,513,600	\$827,300	\$3,387,800	3.04	9030	
14-50-2		156 Main Street	W & R Realty Corp	N	1973	1.79	77,972	25,180	2.0	0.32	\$1,375,900	\$253,900	\$1,698,300	5.42	3220	
14-50-3		144-148 Main Street	Holmes Realty Trust	N	1984	1.50	65,340	24,743	2.0	0.38	\$1,288,900	\$302,300	\$1,642,400	4.26	3420	
14-50-4		Rockwood Road	Mass Bay Trans Authority	N (out-of-town)	0	0.63	27,443	0	0.0	0.00	\$0	\$10,200	\$20,200	0.00	9300	
3		14-52-2	6-12 Rockwood Road	V Pisini & Sons Shoes Inc.	N (out-of-town)	1950	0.62	27,007	11,221	1.0	0.42	\$337,100	\$162,100	\$516,100	2.08	3220
	14-52-1	2 Rockwood Road	Nickonchick Inc.	N	1950	0.53	23,087	4,667	1.0	0.20	\$388,200	\$226,100	\$728,100	1.72	3340	
	14-56-40	Carlson Circle	Mass Bay Trans Authority	N (out-of-town)	0	1.49	64,904	0	0.0	0.00	\$0	\$357,500	\$407,500	0.00	9300	
	14-56-1	10 Carlson Circle	Mass Bay Trans Authority	N (out-of-town)	0	0.20	8,712	0	0.0	0.00	\$0	\$192,900	\$202,900	0.00	9300	
	14-56-39	134 Main Street	Odyssey Realty Trust	Y	1995	1.12	48,787	2,456	1.0	0.05	\$363,600	\$225,900	\$619,500	1.61	3260	
	14-56-37	Main Street	Mass Bay Trans Authority	N (out-of-town)	0	0.31	13,504	0	0.0	0.00	\$0	\$11,100	\$11,100	0.00	9300	
	14-56-2	130 Main Street	Desco Realty Trust	N	0	0.47	20,473	0	0.0	0.00	\$0	\$3,800	\$3,800	0.00	4030	
	14-56-3	124 Main Street	Desco Realty Trust	N	1946	0.28	12,197	7,517	1.0	0.62	\$175,200	\$77,600	\$264,800	2.26	4000	
	14-56-36	124 Main Street	Desco Realty Trust	N	0	0.45	19,602	0	0.0	0.00	\$0	\$81,200	\$81,200	0.00	4030	
	14-56-4	118 Main Street	Robert and Eileen Cecca	N (out-of-town)	1850	1.69	73,616	5,094	2.0	0.07	\$176,900	\$157,000	\$346,400	1.13	1040	
	14-57-24	117 Main Street	Town of Norfolk	N	1966	2.67	116,305	9,876	1.0	0.08	\$969,600	\$214,900	\$1,209,800	4.51	9031	
	14-56-5	114 Main Street	Peter Diamond	Y	1961	1.57	68,389	2,608	1.5	0.04	\$128,000	\$157,000	\$310,400	0.82	1010	
	14-56-6	112 Main Street	Helena and Michael Findlen	N	1959	1.54	67,082	2,620	1.0	0.04	\$146,700	\$172,800	\$321,900	0.85	1010	
	14-56-7	108 Main Street	Ralph and Ann Anderson	Y	1962	4.16	181,210	1,992	1.0	0.01	\$96,000	\$194,600	\$297,100	0.49	1010	
	14-56-8	106 Main Street	Peter Chipman	N	1960	5.14	223,898	2,861	1.0	0.01	\$62,800	\$203,600	\$266,400	0.31	1010	
	14-56-33	100 Main Street	Town of Norfolk	N	1922	3.64	158,558	3,598	2.0	0.02	\$111,200	\$191,300	\$378,200	0.58	9030	
	14-56-32	98 Main Street	Town of Norfolk	N	0	1.54	67,082	0	0.0	0.00	\$0	\$44,900	\$44,900	0.00	9030	
	15-53-42	Boardman Street	Town of Norfolk	N	0	10.91	475,240	0	0.0	0.00	\$0	\$60,000	\$60,000	0.00	9000	
	22-56-34	Main Street	Town of Norfolk	N	0	7.96	346,738	0	0.0	0.00	\$0	\$98,700	\$98,700	0.00	9030	

**Legend**

	Development - Nearer Term
	Redevelopment - Longer Term
	No Change



# NORFOLK TOWN CENTER

## Potential Build-out Current Zoning

### Existing Zoning Analysis

Subarea	Parcel ID	Lot Area (min 30,000 square feet)	Height (Stories - maximum 3)	Height (Feet - maximum 40 feet, 46 if approved by PB)	Building Footprint (Area, SF - maximum 15,000 SF)	Retail Area (NSF) (70%)	Residential Area	Total Building Area	Residential Units (Average/ Split)	Required parking retail (1/200 NSF)	Required parking residential (1.5 per unit)	Total Parking Required	Parking provided	Parking Area (SF)	FAR	Building Coverage	Lot Coverage
1	14-49-1	30,928	3	40	4,064	1,750	8,128	12,192	7	9	10	19	21	8,059	0.39	13.1%	39.2%
	14-49-2	15,682 DOES NOT MEET MINIMUM LOT SIZE															
	14-49-3	16,988 DOES NOT MEET MINIMUM LOT SIZE															
	14-49-15	73,181	3	40	11,700	8,110	23,400	35,100	16	41	24	64	67	23,841	0.48	16.0%	48.6%
	14-49-24	57,499	3	40	8,306	5,757	16,612	28,462	14	29	21	50	53	19,866	0.50	14.4%	49.0%
	14-40-17	155,945	3	40	15,000	10,397	30,000	45,000	16	52	24	76	78	28,017	0.29	9.6%	27.6%
	14-40-18	39,204	3	40	6,000	4,159	12,000	18,000	8	21	12	33	36	12,921	0.46	15.3%	49.5%
	14-49-13	44,431	3	40	6,500	4,505	13,000	19,500	12	23	18	41	43	18,085	0.44	14.6%	57.2%
2	14-41-63	196,456	3	40	15,000	10,397	30,000	97,246	16	52	24	76	76	27,500	0.50	7.6%	30.5%
	14-41-62	26,136 DOES NOT MEET MINIMUM LOT SIZE															
	14-41-10-5	44,431	3	40	6,500	4,505	13,000	19,500	8	23	12	35	37	13,000	0.44	14.6%	45.8%
	14-41-10-4	140,699	3	40	15,000	10,397	30,000	69,646	16	52	24	76	78	28,000	0.50	10.7%	36.4%
	14-41-61	48,787	3	40	6,500	4,505	13,000	19,500	9	23	13	36	38	11,695	0.40	13.3%	37.3%
	14-41-60	22,216 DOES NOT MEET MINIMUM LOT SIZE															
	14-41-59	40,075	3	40	6,500	4,505	13,000	19,837	9	23	13	36	38	13,700	0.50	16.2%	50.4%
	14-41-11	51,401	3	40	7,600	5,268	15,200	22,800	10	26	16	42	46	19,776	0.44	14.8%	53.3%
	14-50-2	77,972	3	40	7,600	5,268	15,200	22,800	10	26	16	42	46	14,695	0.29	9.7%	35.3%
	14-50-3	65,340	3	40	6,500	4,505	13,000	19,500	9	23	13	36	38	13,700	0.30	9.9%	37.5%
3	14-52-2	27,007 DOES NOT MEET MINIMUM LOT SIZE															
	14-52-1	23,087 DOES NOT MEET MINIMUM LOT SIZE															
	14-56-39	48,787	3	40	7,600	5,268	15,200	22,800	10	26	16	42	44	16,011	0.47	15.6%	49.3%
	14-56-3	12,197 DOES NOT MEET MINIMUM LOT SIZE															
	14-56-36	19,602 DOES NOT MEET MINIMUM LOT SIZE															
	14-56-4	73,616	3	40	6,000	4,159	12,000	18,000	8	21	12	33	36	11,292	0.24	8.2%	31.8%
	14-56-5	68,389	3	40	6,000	4,159	12,000	18,000	8	21	12	33	36	15,884	0.26	8.8%	39.7%
	14-56-6	67,082	3	40	6,000	4,159	12,000	18,000	8	21	12	33	36	18,034	0.27	8.9%	43.4%
	14-56-33	158,558	3	40	12,000	8,318	24,000	36,000	16	42	24	66	69	25,246	0.23	7.6%	25.4%
14-56-32	67,082	3	40	5,955	4,128	11,910	17,865	8	21	12	33	35	14,877	0.27	8.9%	44.5%	
		1,712,779			166,325	114,219	332,650	579,748	220	571	330	901	951	354,199			

Legend	
<span style="display:inline-block; width:15px; height:10px; background-color: #90EE90; border: 1px solid black;"></span>	Development - Nearer Term
<span style="display:inline-block; width:15px; height:10px; background-color: #FFFF00; border: 1px solid black;"></span>	Redevelopment - Longer Term
<span style="display:inline-block; width:15px; height:10px; background-color: #FF00FF; border: 1px solid black;"></span>	May Require Special Permit/Variance



# NORFOLK TOWN CENTER

## Potential Build-out Recommended Zoning

### Recommended Zoning Analysis

Subarea	Parcel ID	Lot Area (min 15,000 square feet)	Height (Stories - maximum 3.5)	Height (Feet - maximum 50 feet)	Building Footprint (Area, SF)	Retail Area (NSF) (70%)	Residential Area	Total Building Area	Residential Units (Average/ Split)	Required parking retail (1/200 NSF)	Required parking residential (1.0 per unit)	Total Parking Required	Parking provided	Parking Area (SF)	FAR (Max of 0.60)	Building Coverage	Lot Coverage
1	14-49-1	30,928	3	42	5,800	4,020	11,600	17,400	8	20	8	28	32	12,353	0.56	18.8%	58.7%
	14-49-2	15,682	DOES NOT MEET MINIMUM LOT SIZE														
	14-49-3	16,988	DOES NOT MEET MINIMUM LOT SIZE														
	14-49-15	73,181	3.5	46	13,650	9,461	34,125	47,775	23	47	23	71	75	23,841	0.65	18.7%	51.2%
	14-49-24	57,499	3.5	46	10,500	7,278	26,250	36,750	18	36	18	54	54	20,008	0.64	18.3%	53.1%
	14-40-17	155,945	3.5	46	28,743	19,923	71,858	100,601	49	100	49	148	158	51,412	0.65	18.4%	51.4%
	14-40-18	39,204	3.5	46	7,350	5,095	18,375	25,725	12	25	12	38	40	13,720	0.66	18.7%	53.7%
	14-49-13	44,431	3	42	8,750	6,065	17,500	26,250	12	30	12	42	43	18,085	0.59	19.7%	60.4%
	2	14-41-63	196,456	3.5	46	39,112	27,110	97,780	136,890	66	136	66	202	205	63,589	0.70	19.9%
14-41-62		26,136	DOES NOT MEET MINIMUM LOT SIZE														
14-41-10-5		44,431	3	42	7,005	4,855	14,010	21,015	10	24	10	34	34	13,000	0.47	15.8%	45.0%
14-41-10-4		140,699	3.5	46	26,830	18,597	67,075	93,905	46	93	46	139	140	39,765	0.67	19.1%	47.3%
14-41-61		48,787	3	42	9,330	6,467	18,660	27,990	13	32	13	45	45	13,495	0.57	19.1%	46.8%
14-41-60		22,216	DOES NOT MEET MINIMUM LOT SIZE														
14-41-59		40,075	3	42	7,305	5,063	14,610	21,915	10	25	10	35	34	9,896	0.55	18.2%	42.9%
14-41-11		51,401	3	42	10,109	7,007	20,218	30,327	14	35	14	49	52	21,254	0.59	19.7%	61.0%
14-50-2		77,972	3.5	46	15,256	10,574	38,140	53,394	26	53	26	79	80	47,000	0.68	19.6%	79.8%
14-50-3		65,340	3.5	46	13,000	9,011	32,500	45,500	22	45	22	67	70	13,700	0.70	19.9%	40.9%
3	14-52-2	27,007	DOES NOT MEET MINIMUM LOT SIZE														
	14-52-1	23,087	DOES NOT MEET MINIMUM LOT SIZE														
	14-56-39	48,787	3	42	9,237	6,402	18,474	27,711	13	32	13	45	46	16,248	0.57	18.9%	52.2%
	14-56-3	12,197	DOES NOT MEET MINIMUM LOT SIZE														
	14-56-36	19,602	DOES NOT MEET MINIMUM LOT SIZE														
	14-56-4	73,616	3.5	46	8,685	6,020	21,713	30,398	15	30	15	45	45	11,292	0.41	11.8%	27.1%
	14-56-5	68,389	3.5	46	12,000	8,318	30,000	42,000	20	42	20	62	60	19,857	0.61	17.5%	46.6%
	14-56-6	67,082	3.5	46	6,479	4,491	16,198	22,677	11	22	11	33	36	18,034	0.34	9.7%	36.5%
	14-56-33	158,558	3.5	46	23,813	16,506	59,533	83,344	40	83	40	123	118	25,246	0.53	15.0%	30.9%
	14-56-32	67,082	3.5	46	11,911	8,256	29,778	41,688	20	41	20	62	53	14,877	0.62	17.8%	39.9%
		1,712,779			274,865	190,519	658,395	933,266	448	953	448	1,400	1,420	466,672			

Legend	
<span style="display:inline-block; width:15px; height:10px; background-color:#90EE90;"></span>	Development - Nearer Term
<span style="display:inline-block; width:15px; height:10px; background-color:#FFFF00;"></span>	Redevelopment - Longer Term
<span style="display:inline-block; width:15px; height:10px; background-color:#FF00FF;"></span>	May Require Special Permit/Variance



# **NORFOLK TOWN CENTER WASTEWATER CONSIDERATIONS**

## **Town Center Wastewater Overview**

The lack of a municipal sewer and water system are a primary consideration for redevelopment of the scale and density that is under consideration for the Town Center. The mixed use development potential on individual lots is associated with a density that is higher than that of a single family home. As such, the State Environmental Code (310 CMR 15.000), Title 5, has direct consequence on the financial feasibility and scale of a potential mixed-use development.

Title 5 establishes a limitation on the volume that a conventional on-site sewage disposal system is allowed to process. This limitation is 10,000 gallons per day. The regulation also defines the number of gallons that are assumed to be produced by each bedroom of a housing unit, 110 gallons per day per bedroom. These two factors limit residential development that is to be served by conventional on-site sewage disposal systems to 90 bedrooms. (10,000 total gallons per day/110 gallons per day per bedroom). Commercial restaurant flows are 35 gallons per day per seat and translate into roughly 200,000 square feet of retail space (as per the MA Smart Growth/Smart Energy Toolkit).

The unit mix (studio, 1-bedroom, 2-bedroom, and 3-bedroom) of a mixed-use development varies, so the exact maximum number of units is not predetermined. However, if a unit mix is weighted toward smaller units (40% 1-bedroom, 45% 2-bedroom, 15% 3-bedroom), it would result in about 53 units of housing including (22) 1-bedrooms, (25) 2-bedrooms, and (6) 3-bedrooms with the total number of bedrooms totaling the maximum of 90. The site must be able to support 53 units in terms of the building, parking and land needed for a conventional on-site sewage disposal system.

Any system that exceeds a discharge volume of 10,000 gallons per day requires treatment beyond a Title 5 regulated system and is permitted through the

Groundwater Discharge Permit regulations (314 CMR 5.00). This type of larger volume system includes a wastewater treatment plant. Among other considerations, the cost of a treatment plant is much higher than a Title 5 septic system. This cost is best distributed among many users and therefore requires a project scale that is larger than allowed by a Title 5 project (approximately 50 units). It depends on many variables, but typically the threshold for feasibility is in the range of 200 units. The scale of the parcels in Norfolk Town Center is not likely to produce individual projects that could include that many units. A district-based wastewater system is likely the most cost effective approach to support mixed-use redevelopment.

A district-based wastewater system already exists for portions of the district and includes additional capacity that could support a limited amount of future mixed-use development. The location for this additional capacity is on Liberty Lane. In order to distribute capacity to other parts of the district additional underground piping would be required and likely combined with a pump station. In order to expand the capacity of the system additional leaching field area would need to be added to the system that already exists. One idea for expanding the leaching field area capacity is to add a leaching field underneath the athletic fields to the rear of the Freeman-Kennedy School.

## **Regulatory Framework**

As the Town of Norfolk and MAPC have evaluated potential zoning changes for the B-1 District, wastewater treatment has been identified as one of the key issues to be addressed. Most of the Town relies on septic systems for treating and disposing of wastewater from homes and businesses. These on-site systems are regulated by the Norfolk Board of Health pursuant to the requirements of Title 5 State Environmental Code, under the authority of MGL Chapter 21A, Section 13. Section 13 requires the Department of Environmental Protection to establish technical requirements for the siting, design, installation, and operation and of on-site septic systems. These requirements are promulgated in the Title 5 regulations at 310 CMR 15.000.

Although Title 5 is a state regulation, MGL Ch. 21A, Chapter 13 authorizes municipal Boards of Health to enforce its provision in each city and town. Further, under a separate Massachusetts statute pertaining to public health, Chapter 111, Section 31, municipal Boards of Health are empowered to adopt local health regulations that supplement the state Title 5 regulations, provided that the local requirements are no less protective than Title 5. Under this authority, Boards of Health in over half of all cities and towns have adopted local health regulations on

septic systems that are in various ways more stringent than Title 5's requirements. DEP maintains a database, which currently lists 522 individual regulations in effect in 180 municipalities. The most common topics of local regulations pertain to:

- Siting of septic systems, typically increased setback requirements to sensitive environmental resources such as streams, wetlands, coastal waters, and wells
- Design of septic systems, typically requiring larger septic tanks and/or leaching field areas
- Regulation of the use of septic systems, including the use of garbage grinders

## **Norfolk's Local Septic System Regulations**

Under the authority described above, over the years, the Norfolk Board of Health has adopted three local regulations that pertain to several aspects of septic systems that are more stringent than the State Environmental Code, Title 5. Highlights of these regulations are listed below.

### **Norfolk Board of Health On-Site Sewage Disposal Regulations**

These regulations include Specifications for System Design, which require, among other things:

- Procedures for determining maximum groundwater levels
- A plan with elevations, locations of streams and seasonal brooks, and grading and drainage requirements
- Setbacks from private potable wells must be determined by the soil percolation rate and vertical clearance of the leaching area above maximum groundwater level as determined by criteria listed in the regulation
- The use of interceptor drains, French drains, or curtain drains to lower groundwater to permit the installation of on-site septic systems for new construction is prohibited
- Septic system designs for dwellings must include provisions for a garbage grinder

### **Groundwater Supply Protection Regulations**

These regulations, adopted in 1988, establish requirements to protect the town's water supply from excessive contamination of nitrate resulting from the subsurface discharge of sewage influent. The regulations require the submittal of a Groundwater Impact Report to the Board of Health for the construction of any septic system. The report must quantify nitrate loading based on a specified methodology. The maximum allowable concentration of nitrate-nitrogen within each project boundary is established at five (5) milligrams per liter in Zone II of the Public Water Supply and ten (10) milligrams per liter in all other areas within the town.

### **Norfolk Board of Health On-Site Sewage Disposal Regulations**

These regulations pertain to all aspects of a small wastewater treatment facility, including sewers, wastewater pumping stations, wastewater treatment works, sludge treatment, disinfection, advanced waste treatment, subsurface disposal and land treatment, and wastewater recycling and re-use. Such facilities must obtain a Disposal Works Construction Permit from the Board of Health. The regulations address:

- Sewer service area
- Standards for design,
- Operations, and maintenance, treatment requirements
- Hydro-geological investigations
- Wetlands and floodplains
- Setbacks from wells, water lines, surface water, wetlands, dwellings, and property lines
- Disposal of sludge and solids
- Treatment plant reliability
- By-passes and overflows
- Disinfection
- Subsurface disposal facilities, including groundwater elevations, distance to bedrock, and thickness of permeable soil
- Sewers
- Groundwater monitoring
- Effluent limits and testing
- Operations

## Norfolk's B-1 Zoning District and Wastewater

The Norfolk local septic system regulations summarized above were reviewed to determine if there are any issues or concerns related to development in the B-1 District. While there is a small private wastewater treatment facility near the western limit of the district, most development in the district relies on septic system for wastewater treatment.

The planning team has identified just one provision of the local Norfolk regulations that presents a challenge to development in the B-1 District, not only for anticipated future development under a revised zoning district, but in some cases under current conditions as well. This is Section 5 of the On-Site Sewage Disposal Regulations pertaining to garbage grinders. Unlike the state Title 5 regulations, Norfolk requires that “all sewage disposal designs for dwellings shall include provisions for a garbage grinder.” In practical terms, “provisions for a garbage grinder” means that the design of all residential septic systems must be sized according to the state Title 5 criteria for garbage grinders, regardless of whether the dwellings will actually have garbage grinders installed. The Title 5 requirements for dwellings with garbage grinders are significantly larger septic tanks and soil absorption systems, as shown in the following excerpts from the state Title 5 regulations (319 CMR 15) emphasis added:

### **15.223 Septic Tanks**

(1) (c) When a domestic garbage grinder is proposed or installed, the minimum liquid capacity of the septic tank shall be 200% of the design flow with a minimum tank size of 1,500 gallons and a two compartment tank or two tanks in series shall be required which meet the design criteria specified in 310 CMR 15.223(1)(b).

### **15.240 Soil Absorption Systems**

(4) The minimum area for the design of a soil absorption system shall be determined by the results of the site evaluation set forth in 310 CMR 15.100 through 15.107 and in accordance with the appropriate long-term acceptance rate criteria specified in 310 CMR 15.242 (effluent loading rates). Area requirements increase by 50% when garbage grinders are installed and the system shall be upgraded to meet such requirements prior to the installation of a garbage grinder

Thus, referring to the local regulation's requirement to assume garbage grinders in all dwellings, in conjunction with the state Title 5 requirements, results in a requirement for 200% larger septic tanks and 50% larger soil absorption systems for all residential systems, regardless of whether they actually have garbage grinders installed. This presents a unique challenge to some development in the B-1 district.

Since the B-1 District's zoning provides for more compact, mixed use development in accordance with smart growth principles, lot sizes are more constrained than surrounding town area, which is predominantly single family on larger lots. Due to the smaller lot sizes in the B-1 District the local requirement for 50% larger absorption fields creates dimensional requirements that would be difficult and in some cases impossible to comply with.

## **Potential Approach to Mitigate the Impact on the B-1 District**

Like most local septic system regulations, Norfolk's garbage grinder provision builds in a conservative assumption to accommodate the maximum wastewater from a development. As the town's planning goals for the B-1 District evolve to accommodate smart growth, this creates a potential conflict between two worthwhile policy and regulatory goals: protecting the quality of the town's groundwater and providing for a long-term vision of smart growth in the town center area covered by the B-1 District.

The planning team has discussed a possible option to reconcile these goals without compromising the purpose of either of them. This would involve the following steps:

- Amend the B-1 district regulations to explicitly prohibit the installation of garbage grinders in all new residential development
- Amend the On-Site Sewage Disposal Regulations as they apply to the B-1 District only, to allow for the sizing of septic systems without assuming that garbage grinders are installed.
- To assure that future development in the B-1 District strictly adheres to the restriction on garbage grinders, the procedure that is already referred to in the On-Site Sewage Disposal Regulations in the case of upgrades of existing failing systems should be incorporated as a standard condition for all new development in the B-1 District. That provision requires that "a suitable document is recorded in the Norfolk County Registry of deeds which signifies that no garbage grinder shall be installed or used in the dwelling on the subject property."

With such legal provisions in place in the B-1 District, the assumption of garbage grinders in all residential development, with its concomitant requirements for larger septic systems, can be amended while assuring that impacts on water quality will not increase.

To further ensure that these provisions would not negatively impact the town's water supply, the planning team reviewed the map of the Norfolk Aquifer/Water Resources Protection Zones in relation to the location of the B-1 District. There are four such protection zones related to the Gold Street, Holbrook Street, Spruce Street and MCI Norfolk/Cedar Junction water supplies, and the B-1 District is not

located in any of these protection zones.

The final issue addressed by the planning team is the question of creating an amended On-Site Sewage Disposal Regulation that applies only to the B-1 District. All of the town's existing Board of Health regulation apply to the entire town, and the suggested amendment would create a local regulation that applies to a targeted district but not the entire town.

Since the Department of Environmental Protection oversees septic regulations and is charged with maintaining a statewide inventory, the planning team inquired about the feasibility of a local septic regulation that pertains to a specified portion of a community. Our inquiry was answered by Marybeth Chubb, Section Chief for Groundwater and Title 5 in the MassDEP Wastewater Management Program. Ms. Chubb provided the following guidance on the question in an email dated November 5, 2019:

Yes, towns can and have written local regulations to target specific areas as well as certain types of discharges. For example, towns on Cape Cod have passed regulations for specific areas such as aquifer protection areas and water protection overlay districts. One (Mashpee) passed specific requirements for any system over 600 gallons per day. An example off Cape is the town of Ashby which passed leaching area set back distance requirements for Outstanding Resource Waters.

There is nothing that prohibits the towns from passing such area specific regulations. They have home rule and local authority. The only restriction is that the town regulation cannot be less stringent than Title 5 (and it must go through a publication and hearing process to be promulgated).

MassDEP maintains what is called the Central Register which is a receipt log of regulations promulgated by towns. Although the log does not provide specific details on the Title 5 regs passed it will let you know what towns have passed Title 5 supplements and could be a good first cut if you are seeking specific examples. However, the towns on the Cape would be a good place to start for area specific regulation.

Ms. Chubb followed up by sending the full statewide inventory of local Title 5 regulations, of which there are 522 individual regulations adopted by 180 municipalities, just over half of all in the state. As Ms. Chubb indicated in her email, there are numerous examples of local Title 5 regulations that target specific portions of the community. The full inventory of local regulations is available at MAPC.

## Conclusion

There are many complex and important policy issues to be weighed and considered as the Town plans for the future of the B-1 District, and the planning team has identified the regulation of septic systems as one of those that should be addressed. Of the wide range of thoughtful Title 5 regulations that have been adopted by the town over the years, only one specific provision regarding garbage grinders was found to present a challenge to fully realizing the town's smart growth goals for the B-1 District. A potential resolution to this could be realized with targeted specific revisions to the B-1 District requirements and the town's On-Site Sewage Disposal Regulations pertaining to this single topic, provisions for garbage grinders. This would allow the town to meet its smart growth goals for the B-1 District while assuring the quality of water resources, both critical policy goals for the town.

# NORFOLK TOWN CENTER

## *OTHER SUPPORTING RECOMMENDATIONS*

### Town Center Management Options

In order to support a vibrant, thriving and active Town Center that is well-coordinated among property owners, tenants, Town staff, services, and events, an additional management structure at the district-level is recommended. A couple options are available that are well-tested in the Commonwealth of Massachusetts and that have helped numerous Town Center and business districts guide complementary activities in a positive direction. The two main organizational structures for this type of district stewardship are a Main Streets organization or a Business Improvement District (BID). District management can assist in the recruitment and balancing of district businesses, provide supplemental district services, and facilitate sharing of district parking.

- **Main Streets organization** - Main Streets programs typically follow the model of the National Main Street Center, a subsidiary of the National Trust for Historic Preservation. The Main Street approach focuses on four main areas: economic vitality, design, promotion, and organization. A Main Streets organization is locally organized, funded and operated. They are typically independent nonprofit organizations located in the community and usually affiliated with the municipality in which they operate. Main Streets districts are typically initiated by a group of interested partners that will discuss goals, establish the organization, and raise money to hire a full- or part-time Main Streets director.

The Main Streets organization is typically funded by local sources including Town funds, Chamber of Commerce, business, and foundation support. A Main Streets District provides a structure for organizing a group of business and community leaders focused on improving Town Center. A Main Streets district typically drives economic development by creating the support for businesses to thrive and development projects to

succeed and to pursue implementation of the community vision that has been articulated.

The Main Streets district can also be an organizer of district events and attractions, or coordinate and support events that already exist, and enhance the experience of visitors. It can provide financial incentives for business owners to improve facades and beautify properties, provide guidance and support for starting a business, and work with Town officials to modify policies or ordinances as issues are identified with businesses.

The primary disadvantage of a Main Streets district is that it is not integrated with a funding mechanism. The funding is dependent on municipal budgets, voluntary donations, or fundraising.

One example of a successful Main Street organization is in the City of Beverly, the Beverly Main Streets program. Beverly Main Streets has been at the center of substantial progress in revitalizing the downtown in Beverly while retaining local businesses. The Beverly Main Streets program has also been the catalyst for the creation of a complementary arts district, the Beverly Arts District (BAD), to support the creative economy in Beverly.

- **Business Improvement District (BID)** - A Business Improvement District (BID) can provide similar functions as a Main Street program, but has one significant difference. A Main Street district is funded through voluntary contributions with no guarantees for continued support, whereas a BID is a special assessment district with financial support built into the establishment of the district.

A BID can be established under Massachusetts General Law Chapter 40O by petition signed by owners of at least 60% of the real property and at least 51% of the assessed valuation of the real property in the proposed district. The amount of the assessment is decided by participants in the district and is a common area fee levied on property in the district. A BID is authorized to perform a wide variety of management, administrative, marketing and economic development activities including district management, maintenance, promotion and marketing, business services, and capital and physical improvements.

A Memorandum of Understanding would be outlined in the creation of the BID with the Town to define the relationship, involvement, and support of the Town as a member and partner in the district. The process to explore, create, and authorize a BID takes anywhere from 18 to 24 months.

## Town and Town Center Stormwater

Municipal storm drain systems are a major source of pollutants to waters of the Commonwealth. Federal and state laws and regulations require municipalities with storm drain systems to manage and control stormwater discharges. The U.S. EPA and MassDEP jointly regulate stormwater discharge through the Municipal Separate Storm Sewer Systems permit (the MS4 Permit). This 5-year permit requires towns to meet six minimum control measures. Compliance with these measures will likely require additional allocations in municipal budgets that are devoted to stormwater compliance. Several towns within the MAPC region have chosen to create a new stormwater utility fee to supplement the previous stormwater budgets to provide this additional municipal budget allocation.

The Town of Norfolk was authorized to discharge under their current MS4 General Permit on February 14, 2019. The authorization expires on June 30, 2022. The first annual report is due by September 30, 2019.

In order to assist in determining the scale and scope of such a stormwater utility fee, MAPC has developed a methodology to determine the potential rates delineated by type of property and size of property.

One of the alternatives under consideration is whether the Town Center properties should be the primary contributors for this stormwater utility fee or if the fee should be applied townwide. The analysis below compares the results of these two scenarios. In order to be consistent with the overall intention of this study, to encourage mixed-use development in the Town Center, it would be beneficial for the responsibility of these additional costs be spread across the entire town.

## Other Town Center Infrastructure

Access to other utilities will be necessary to support mixed-use development in the Town Center. Access to and availability of Town Water does not appear to be an issue for any Town Center properties. All new mixed-use development should be connecting to Town water. Electrical service in Norfolk Town Center is provided by Eversource Energy. All new mixed-use development should be connecting to electrical services without issues. Natural gas service was brought to Town Center in 2012 as part of the construction of the Freeman-Kennedy School construction. The gas utility service has been installed down Main Street from the east end of Town Center and up Rockwood Road to the school access road. The natural gas service provider is Columbia Gas. Any mixed use development along these utilities can tie into natural gas connections. Although the Town Center may benefit

from an extension of natural gas service to Liberty Lane so that new mixed-use development sites could connect to this infrastructure in that location, the Town Department of Public Works has discussed expansion with Columbia Gas and the utility provider has stated that this type of expansion does not pass their cost benefit analysis for investments.

## **Town Center Connectivity**

Norfolk Town Center is a compact area with sidewalks connecting all developed street frontage in the district. The walkability of the Town Center will improve with each new mixed-use development adding sidewalks, streetscape, and additional destinations and activity. In the B-1 District, Min Street, Rockwood Road, Independence Drive, Union Street, and Liberty Lane all have existing sidewalks and marked crosswalks. The walkability and bikability outside of the B-1 district would benefit from a series of strategic improvements. Desire for improvements were expressed by residents through the online community survey with residents mentioning improvements for Union Street, Route 115, Main Street, Holbrook Street, Cleveland Street, Boardman Street, Park Street, Needham Street, Noon Hill Avenue, Marshall Street, Everett Street, Seekonk Street. Most of these streets do not have a sidewalk on either side of the street, marked crosswalks, or bicycle lanes or “bicycles may use full lane” signs.

Identifying the nearby streets that connect to the larger number of nearby residents should be used to prioritize pedestrian and bicycle improvements. A follow-up survey could be used to engage residents on each roadway segment to determine the level of interest and support for roadway improvements that would increase pedestrian and bicycle safety. The street segments should extend up to 1 mile out from the Town Center. Enhancing access to the Town Center through walking and biking would allow the vitality of the district to grow while reducing the number of vehicles contributing to Town Center traffic and utilizing the parking supply. Once roadway improvements have been considered, designed, and implemented, these efforts could be combined with a public information campaign designed to encourage residents to walk or bike to the Town Center.

# **NORFOLK TOWN CENTER *DESIGN REVIEW GUIDELINES***

November 1, 2019

***Note: These Design Review Guidelines are a supplement to the Zoning Bylaw Section I “B-1 District (Town Center)”***





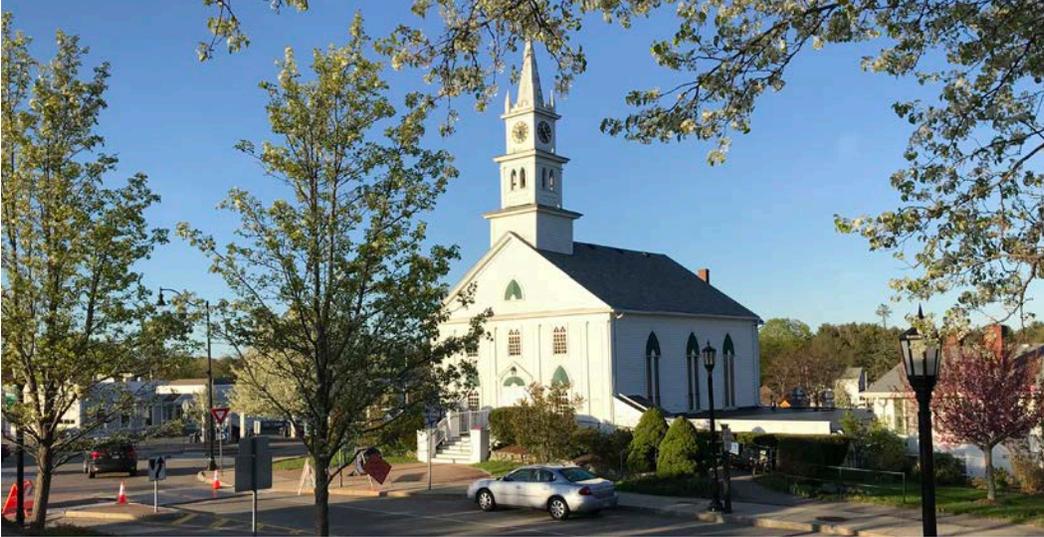
## Introduction

Norfolk Town Center is a quintessential New England Town Common centered around an open common lawn, gazebo, historic church, and civic buildings and amenities. The Town Center brings people together through its uses, activities, and design. It is a place of communal gathering and community pride. The Norfolk Town Center Design Review Guidelines are intended to improve the design quality of future investments in the Town Center to enhance the visual character of the district and reflect its traditional New England heritage. The Guidelines do not dictate rules, such as building height and lot coverage found in the Zoning Bylaws. Instead, the Guidelines set expectations for development and outline elements that guide the design to fit with the heritage of the Town Center and positively contribute to its future with the goal of contributing buildings of appropriate pedestrian scale and attractive architectural style that resonate with the context of neighboring properties in material, rhythm, proportion, color, and other design characteristics.

## Applicability and Administration

The Norfolk Town Center Design Review Guidelines apply to any development, redevelopment, or external improvement located on a parcel within the B-1 Zoning District of the Town of Norfolk.

The Design Review Guidelines are intended to align each new investment in the district with the community vision that has been expressed and articulated by residents of Norfolk for at least the last ten years. Development investments in the Town Center offer a once-in-a-generation opportunity to bring the conditions of the Town Center closer to that vision. The Design Review Guidelines have been created to define and clarify that vision and to clearly communicate the



expectations for how new investments will contribute to this vision and strengthen a cohesive district that is bigger than any one property or project. The Design Review Guidelines are complementary to the contents of Section I. B-1 District (Town Center). The Design Review Guidelines do not provide a comprehensive view of the regulatory requirements for a project and do not exempt projects from any other applicable requirements, such as requirements related to accessibility, safety, stormwater management, or building code.

The Design Review Guidelines are intended to guide projects in a number of ways. First, a project proponent is encouraged to read this document during the early stages of project planning to guide the concept and design for the project in a manner that is consistent with the community vision and guidance. Second, the Design Review Guidelines will be used by the Planning Board, Design Review Board, and other Town Boards, Committee, and Departmental Staff during the review of a project application and approval process for a project located within the B-1 District.

## **Community Vision**

*The Town of Norfolk Master Plan states:*

***Norfolk’s citizens would like its Town Center developed into a traditional, pedestrian oriented, New England village with retail, commercial services and mixed uses, including housing, that provides for social and cultural interaction for all age groups.***

# Norfolk Town Center Primary Design Principles:

Design Principles provide overarching guidance and frame the content of the more detailed design guidelines that follow.

Photographs from Norfolk Town Center that illustrate the Design Principles.



**1 Building height is modest and well-proportioned.** Many existing three-story buildings in Norfolk Center integrate the top floor into the roof form of the building. Each floor is well-proportioned adding to a sense of balance and rhythm for the building facade. Additional features on the roof and at building entries contribute to a sense of modest scale.



**2 Building scale is modest with design elements compatible with the surrounding historic context of Norfolk Town Center.** The building is broken into smaller bays that reinforce the modest scale and that feature an orientation to the primary street frontage and design elements such as prominent gable ends, dormers, a large cupola, or covered entry.



**3 Sloped roof pitches create visual interest and complementary building forms.** Sloped roofs are an important aspect of the character of Norfolk Town Center. All buildings in the district, including an existing flat roof buildings, are designed with sloped roofs that face the primary street edges. Gable ends are used to interrupt large roof forms and face the street.



**4 Generous landscape defines street frontages, sidewalks, pedestrian paths, setbacks and buffers to strengthen the village character and create comfort for outdoor pedestrian features and seating.** Mature street trees, hearty shrubs, and generous landscape beds, gardens and plazas are cared for throughout the district and reinforce the village character and scale.



**5 Convenient parking is located behind buildings and concealed with no new building set behind a front parking lot.** Buildings should be the prominent features on primary streets in the district with parking set behind buildings. Where parking may be visible it should be screened from street frontage through landscape, walls, fences, or other means.

**6 Exterior materials and colors are compatible with historic buildings and the surrounding context.** Natural-feel wood siding and trim define details of the facade highlighting doors, windows, and building and roof forms. These details visually connect buildings in the district with cornice lines, corner trim, window and door surrounds that are typically white in color.



**7 Ground level activity is vibrant, visible, and accessible.** It is important for each primary building facade to contribute to the activity and vitality of the district that is visible from the street frontage. Active ground floor uses should be designed to be visible, provide generous and transparent windows, and create connections between interior and exterior.



**8 Functional services, mechanical, and utility equipment are screened from view.** Many Town Center properties are visible from all sides highlighting the importance of proper integration and screening of all equipment. Integrate mechanical equipment into sloped roof forms, conceal equipment with louvers, screen utility boxes with landscape and art.



**9 Building and street lighting and street furnishings are attractive and integrated into the district.** The streetscape of the district is anchored by consistent street lights with a historic-style appearance that is coordinated with the bench and trash receptacle designs. Locate all furnishings for convenience and use and select all furnishings for district consistency.



**10 Signage is integrated into the design of the site and building.** The building, site, and business signage is integrated into the design with the building design providing an appropriate location for building signage that is scaled and designed to fit and complement the building. Site signage is integrated with furnishings and landscape and reinforce a cohesive whole.



## Norfolk Town Center Primary Design Principle:

Design Principles provide overarching guidance and frame the content of the more detailed design guidelines that follow.



Existing Town Center example

### 1 Building height is modest and well-proportioned.

Many existing three-story buildings in Norfolk Center integrate the top floor into the roof form of the building. Each floor is well-proportioned adding to a sense of balance and rhythm for the building facade. Additional features on the roof and at building entries contribute to a sense of modest scale.

## Design Guidelines:

Design guidelines illustrate the intention of the design principle and offer more detailed guidance.



**A** Each floor is well-proportioned with a ground floor which should be taller than the upper floors of the building.

**B** Additional roof and facade features should be used to reduce the sense of height including porch roofs, covered entries, roof dormers, or other features.

**C** New buildings which are taller than surrounding buildings should respect neighboring properties by stepping down a portion of the building near property lines or providing a stepback at the upper level to reduce the visual impact of a taller building.



**D** The facade design should emulate the historic Norfolk Center buildings designed with a facade that is divided vertically into a base, middle, and top. The base of the building provides a visual anchor for the structure while displaying ground floor activity. The middle portion reflects the different use of upper floors, often with smaller, regularly spaced windows and may include different facade materials. The top of the building is typically designed as a transition to the roof or integrated with the roof.

Examples beyond Town Center

## Norfolk Town Center Primary Design Principle:

*Design Principles provide overarching guidance and frame the content of the more detailed design guidelines that follow.*

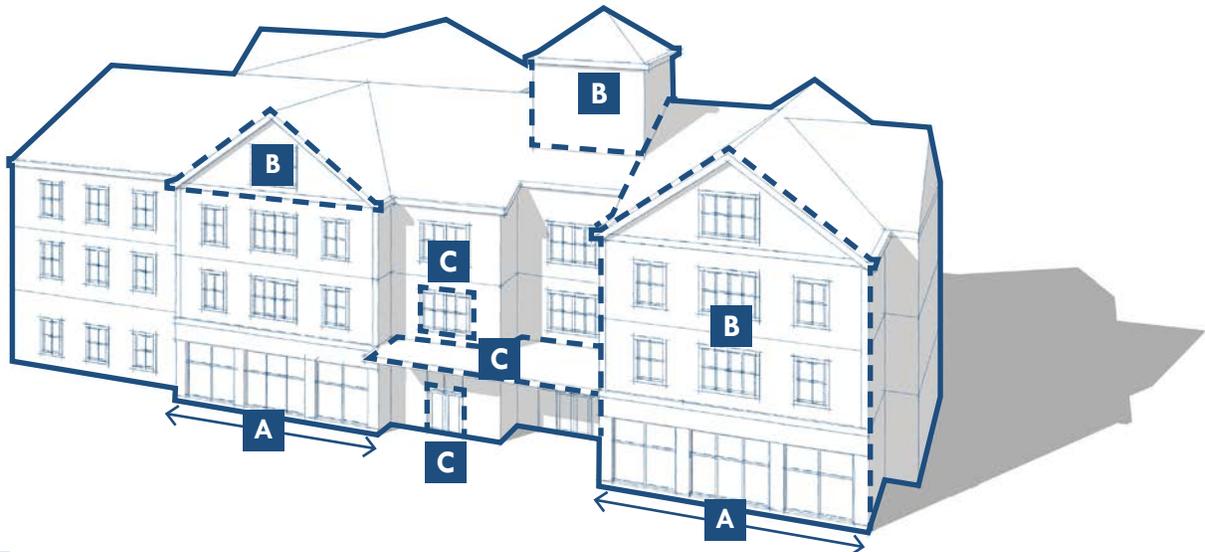
**2 Building scale is modest with design elements compatible with the surrounding historic context of Norfolk Town Center.** The building is broken into smaller bays that reinforce the modest scale and that feature an orientation to the primary street frontage and design elements such as prominent gable ends, dormers, a large cupola, or covered entry.



*Existing Town Center example*

## Design Guidelines:

*Design guidelines illustrate the intention of the design principle and offer more detailed guidance.*



**A** Typically, the width of historic buildings was no more than about 40 feet. This should be reflected in new building massing to be sensitive to the modest scale of the district. While a building may be larger, the plan and shape of the building should be designed to reduce larger lengths into building bays no wider than 40 feet. These bays should be oriented to face the street frontage.

**B** Details and different materials should also be used to break down large scale facades by dividing them into smaller bays. Use other design elements, gable ends, dormers, cupola, or covered entry, to reduce overall sense of scale.

**C** Reinforce district architectural patterns characterized by understated and simple facade details that are constructed of durable high quality materials and finishes. The focus of facade details should draw attention to door surrounds, window surrounds, ground floor levels, porches, entry roofs, awnings, sign bands, cornice lines, corner trim, and eaves. These details are typically white in color.



*Examples beyond Town Center*

## Norfolk Town Center Primary Design Principle:

Design Principles provide overarching guidance and frame the content of the more detailed design guidelines that follow.



Existing Town Center example

**3 Sloped roof pitches create visual interest and complementary building forms.** Sloped roofs are an important aspect of the character of Norfolk Town Center. All buildings in the district, including an existing flat roof buildings, are designed with sloped roofs that face the primary street edges. Gable ends are used to interrupt large roof forms and face the street.

## Design Guidelines:

Design guidelines illustrate the intention of the design principle and offer more detailed guidance.



**A** Sloped roofs should be used to reduce the overall perceived height of taller buildings by integrating the upper most floor within the slope of the roof. Any portion of flat roof should be concealed with a sloped roof oriented to the street frontage.

**B** Roof features, dormers, and gable ends should be used to add interest to the roof. Roof expressions such as a cupola should be used to draw attention to building features or entries.

**C** Incremental improvements and strategic additions should be used to better align existing buildings with the Norfolk Town Center vision and design guidelines. Modifications to existing structures should be used to better align the quality and character of the structure through new roof features, dormers, window bays, cupolas, storefronts, awnings, porches, or other strategic modifications and additions that will strengthen the existing structure and respect the context of the district.



Examples beyond Town Center

## Norfolk Town Center Primary Design Principle:

*Design Principles provide overarching guidance and frame the content of the more detailed design guidelines that follow.*

**4 Generous landscape defines street frontages, sidewalks, pedestrian paths, setbacks and buffers to strengthen the village character and create comfort for outdoor pedestrian features and seating.** Mature street trees, hearty shrubs, and generous landscape beds, gardens and plazas are cared for throughout the district and reinforce the village character and scale.



*Existing Town Center example*

## Design Guidelines:

*Design guidelines illustrate the intention of the design principle and offer more detailed guidance.*



**A** Contribute to the Town Center pattern of modest outdoor plazas that integrate art, monuments, and seating to strengthen a sense of community and sense of place. These small areas should be integrated with the site plan and visible and accessible from the street frontage. The plazas may be part of a building entry or combined with other outdoor spaces.

**B** Anchor site features with plantings that will integrate the features with the overall site and landscape design. Landscape should be designed and selected as to support, but not obscure site feature including art, seating, play structures, or others.

**C** Integrate landscape components thoughtfully into the site with focus on the location of plantings, selection of plantings, and integration with other amenities such as outdoor seating, outdoor furnishings and lighting. Select materials for quality, durability and climate. Match or complement adjacent materials and coordinate between public and private investments to reinforce continuity of the community character.



*Examples beyond Town Center*

## Norfolk Town Center Primary Design Principle:

Design Principles provide overarching guidance and frame the content of the more detailed design guidelines that follow.



Existing Town Center example

**5 Convenient parking is located behind buildings and concealed with no new building set behind a front parking lot.** Buildings should be the prominent features on primary streets in the district with parking set behind buildings. Where parking may be visible it should be screened from street frontage through landscape, walls, fences, or other means.

## Design Guidelines:

Design guidelines illustrate the intention of the design principle and offer more detailed guidance.



Examples beyond Town Center

**A** Landscape the edges of parking areas. Where parking may be visible from a public way, the landscape should be more generous to offer more substantial screening of the vehicles. Integrate landscape into the parking area with at least 1 landscape bed per 10 parking spaces with a landscape bed the size of a parking space that includes shrubs and trees.

**B** Place priority on the continuity of sidewalks and crosswalks to enhance the pedestrian safety with visible and well-marked street and driveway crossings. Reduce the frequency and width of curb cuts that interrupt the sidewalk for vehicular circulation. Add curb extensions to enhance the pedestrian safety.

**C** Provide street trees at a spacing of no more than 35 feet per tree. Provide private investments in bike rack, trash receptacles, benches, lights, or other site amenities to coordinate with existing furnishings in the town center.

**D** Provide safe and efficient connections between abutting properties with connecting drives, walkways, staircases, ramps, or other means.

## Norfolk Town Center Primary Design Principle:

*Design Principles provide overarching guidance and frame the content of the more detailed design guidelines that follow.*

**6 Exterior materials and colors are compatible with historic buildings and the surrounding context.** Natural-feel wood siding and trim define details of the facade highlighting doors, windows, and building and roof forms. These details visually connect buildings in the district with cornice lines, corner trim, window and door surrounds that are typically white in color.



*Existing Town Center example*

## Design Guidelines:

*Design guidelines illustrate the intention of the design principle and offer more detailed guidance.*



**A** Facade showcases high quality materials and authentic natural materials such as wood, brick and stone. Construct wall siding, windows, storefronts and doorways of natural wood where possible. Any synthetic materials should be as close in appearance and detail to the natural material it simulates.

**B** Select and design sign details and materials for durability, ease of maintenance, and consistency with the character of the building on which it is placed and the character of the district overall.

**C** Prioritize local character over national franchise brands including colors, logos, or other standardized design features that should be adapted to reflect the local context. Research and interpret the significance of buildings, sites, past events and historic contributions of individuals or organizations through building design, interpretive signage, commemorative plaques, or public art. Partnerships with local artists are encouraged.



*Examples beyond Town Center*

## Norfolk Town Center Primary Design Principle:

Design Principles provide overarching guidance and frame the content of the more detailed design guidelines that follow.

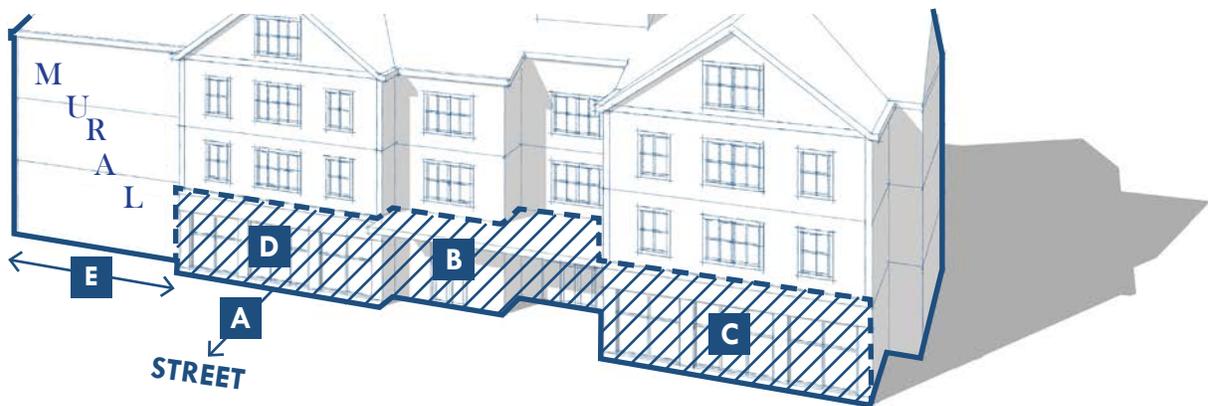


Existing Town Center example

**7 Ground level activity is vibrant, visible, and accessible.** It is important for each primary building facade to contribute to the activity and vitality of the district that is visible from the street frontage. Active ground floor uses should be designed to be visible, provide generous and transparent windows, and create connections between interior and exterior.

## Design Guidelines:

Design guidelines illustrate the intention of the design principle and offer more detailed guidance.



**A** All aspects of the building design should reinforce an orientation to the primary street(s) on which it is located, including: primary facade, building entries, placement of the building on the property, location of signage, and location of storefront windows.



**B** Preserving flexibility for the use of ground floor space would allow buildings in the district to adapt to changing needs or changes in the real estate market. This flexibility should be pursued through the design of the ground floor to be flexible to accommodate a variety of uses in the future, regardless of the original intended use.

**C** The ground floor of buildings should include a higher percentage of transparent windows, typically at least 70% of the ground floor facade area.

**D** The most active uses should be oriented to the primary street(s) on the ground floor with a storefront window. Showcasing interesting and active uses should be used to create connections between the interior and exterior.

**E** No building facade visible from a public way should include blank walls greater than 20 feet which are devoid of windows, doors, or other features. Any blank portion of a facade should be considered for the installation of public art or murals that contribute to the district character.



Examples beyond Town Center

## Norfolk Town Center Primary Design Principle:

*Design Principles provide overarching guidance and frame the content of the more detailed design guidelines that follow.*

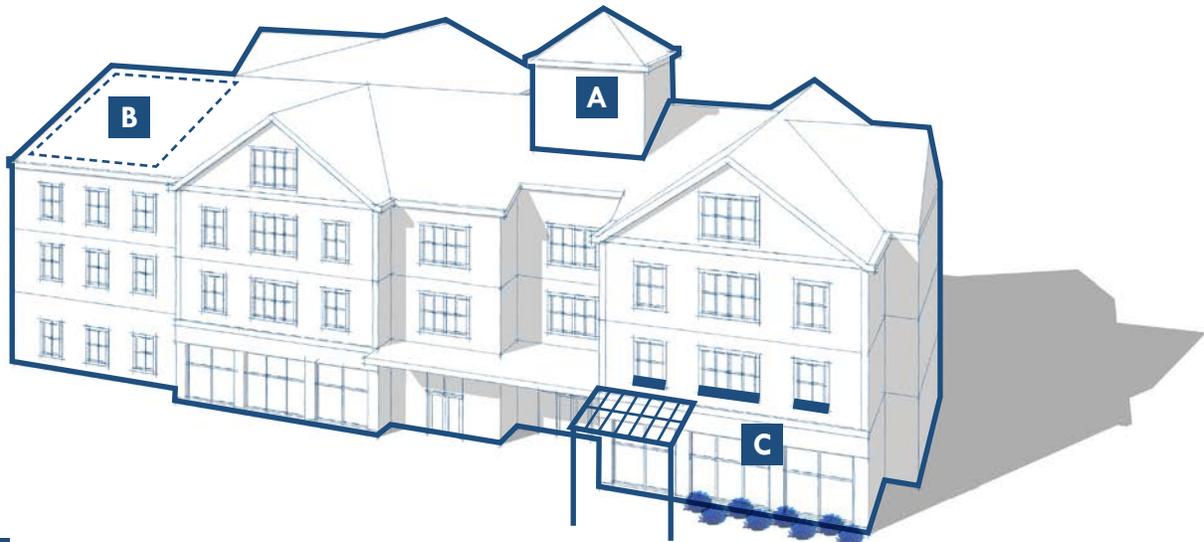
**8 Functional services, mechanical, and utility equipment are screened from view.** Many Town Center properties are visible from all sides highlighting the importance of proper integration and screening of all equipment. Integrate mechanical equipment into sloped roof forms, conceal equipment with louvers, screen utility boxes with landscape and art.



*Existing Town Center example*

## Design Guidelines:

*Design guidelines illustrate the intention of the design principle and offer more detailed guidance.*



**A** Design the site layout to minimize impact, visibility, and public view of parking areas, drive-thru's, functional services, service areas, loading docks, dumpsters, utilities, equipment, mechanicals, or other utilitarian functions of the property. The site layout should place these components to the rear (preferred) or side of the building and buffer them with site landscaping, fences, or other screening. Chain link fencing is not acceptable for screening purposes.

**B** Buildings and sites that are energy efficient, low emission, water efficient, energy producing, and resilient enhance the ability of Town Center to remain viable well into the future. Pursuing a sustainability certification is encouraged to support a comprehensive approach to building and site sustainability. Sustainability features should also be integrated with the design and screened.

**C** Planting features should be integrated as part of the building design for purposes of screening on building facades or as part of the site design through the use of window boxes, entry or seating area trellises or gazebos, vertical gardens and green walls on blank facades, and foundation plantings to anchor buildings to the site.



*Examples beyond Town Center*

## Norfolk Town Center Primary Design Principle:

Design Principles provide overarching guidance and frame the content of the more detailed design guidelines that follow.

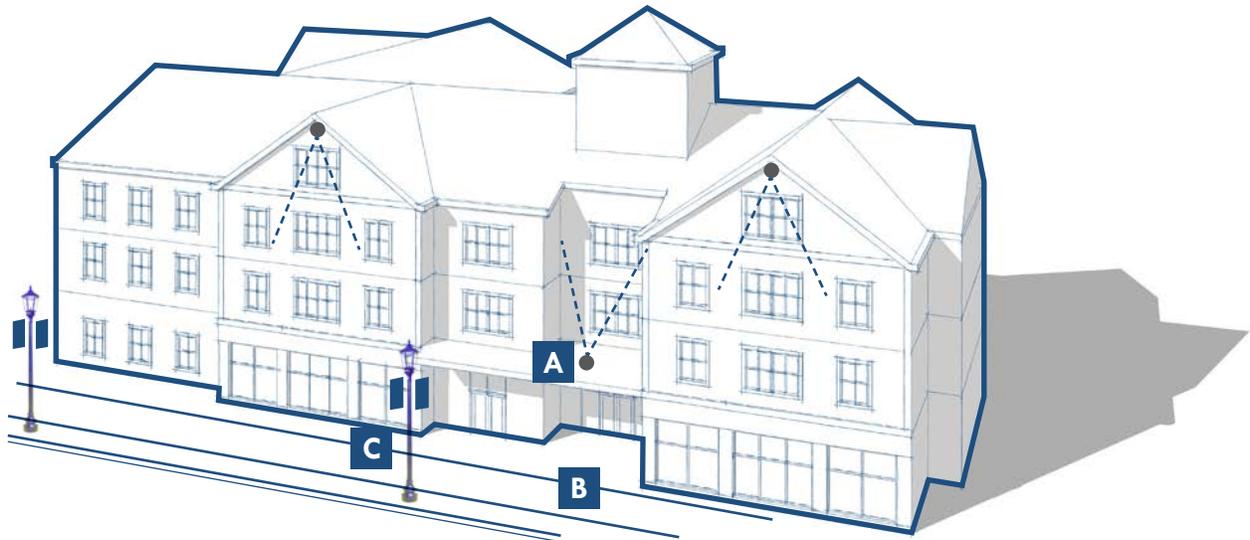


Existing Town Center example

**9 Building and street lighting and street furnishings are attractive and integrated into the district.** The streetscape of the district is anchored by consistent street lights with a historic-style appearance that is coordinated with the bench and trash receptacle designs. Locate all furnishings for convenience and use and select all furnishings for district consistency.

## Design Guidelines:

Design guidelines illustrate the intention of the design principle and offer more detailed guidance.



**A** Use attractive lighting of landscape, site, and building features to enhance the overall evening and night appearance of the district and to highlight district features. Lighting should be energy efficient, pedestrian-scaled, and dark-sky compliant (full cut-off lighting) that focuses illumination downward or directly onto the highlighted feature. LED light fixtures are preferred. Ornamental street light fixtures should be selected to match existing Norfolk Town Center light fixtures.

**B** Contribute to generous and multi-functional sidewalks that are safe, accessible, and visually engaging. Three distinct zones should provide adequate space for circulation, utilities, streetscape, amenities, and activity in front of the building. Additional area may be required to provide for outdoor seating or amenities.

**C** Contribute and integrate public art (murals, sculptures, banners, lighting, etc.) with streetscape and utility structures or components that are part of the nearby public realm, utilitarian in nature, and absent of decorative features.



Examples beyond Town Center

## Norfolk Town Center Primary Design Principle:

*Design Principles provide overarching guidance and frame the content of the more detailed design guidelines that follow.*

### 10 Signage is integrated into the design of the site

**and building.** The building, site, and business signage is integrated into the design with the building design providing an appropriate location for building signage that is scaled and designed to fit and complement the building. Site signage is integrated with furnishings and landscape and reinforce a cohesive whole.



*Existing Town Center example*

## Design Guidelines:

*Design guidelines illustrate the intention of the design principle and offer more detailed guidance.*



**A** Design the building with a consistent location for signage, particularly for buildings with multiple tenants to provide a consistent sign location. All sign elements and sign details, such as address numbers and awnings, should be consistent, coordinated, and integrated with the approach to the overall design and other signs on the property.

**B** Select sign types, design and locate signs to reinforce a pedestrian scale and walkability in the district. Signs should be designed and sized for pedestrians walking in the district. Free-standing and auto-oriented signs should be minimized in size.

**C** Integrate sign placement with other features that are a part of the facade, such as awnings or canopies. All combinations of signs should be coordinated and integrated to support a single design theme and approach. If both a sign band and awning are used, vary the branding featured on each, for example the business name for the sign and business logo for the awnings. Site signage should integrate with furnishings and landscape features.



*Examples beyond Town Center*

# References and resources

## Town of Norfolk Regulatory Documents

### *Town of Norfolk Planning Documents*

Town of Norfolk Master Plan  
Available on the Town of Norfolk Massachusetts website:  
<https://norfolk.ma.us/departments/land-use/>

### *Zoning Bylaw*

Available on the Town of Norfolk Massachusetts website:  
<https://norfolk.ma.us/departments/town-clerk/bylaws-regulations.htm>

### *Unofficial Zoning Map Diagram*

A diagram of the B-1 Zoning Boundary is shown below depicting the three-dimensional massing of current or recently proposed buildings in the Town Center district.



## **Town of Norfolk Relevant Boards, Departments, and Contacts**

Land Use - The Town of Norfolk Land Use Department is comprised of (4) four boards or commissions including the Planning Board, Board of Health, Conservation Commission, and Zoning Board of Appeals. Important contacts in the Land Use Department are listed below.

### **Richard McCarthy**

Town Planner  
rmccarthy@norfolk.ma.us  
(508) 440-2807  
Town Hall  
One Liberty Lane  
Norfolk, MA 02056

### ***Planning Board***

### **Betsy Fijol**

Administrative Assistant  
bfijol@norfolk.ma.us  
(508) 528-2961  
Town Hall  
One Liberty Lane  
Norfolk, MA 02056

### ***Zoning Board of Appeals***

### **Amy Brady**

Administrative Assistant  
(508) 541-8455  
Town Hall Rm 105C  
One Liberty Lane  
Norfolk, MA 02056

### ***Norfolk Design Review Board***

The Norfolk Design Review Board (DRB) consists of five town residents responsible for the review of design characteristics of proposed project components that are visible from a public way. In the review of proposed project components located in the B-1 District of Norfolk Town Center, the *Norfolk Town Center Design Review Guidelines* shall be used as the basis for this review.

