

Stantec

Trumbull Mall Area Market Feasibility & Land Use Study

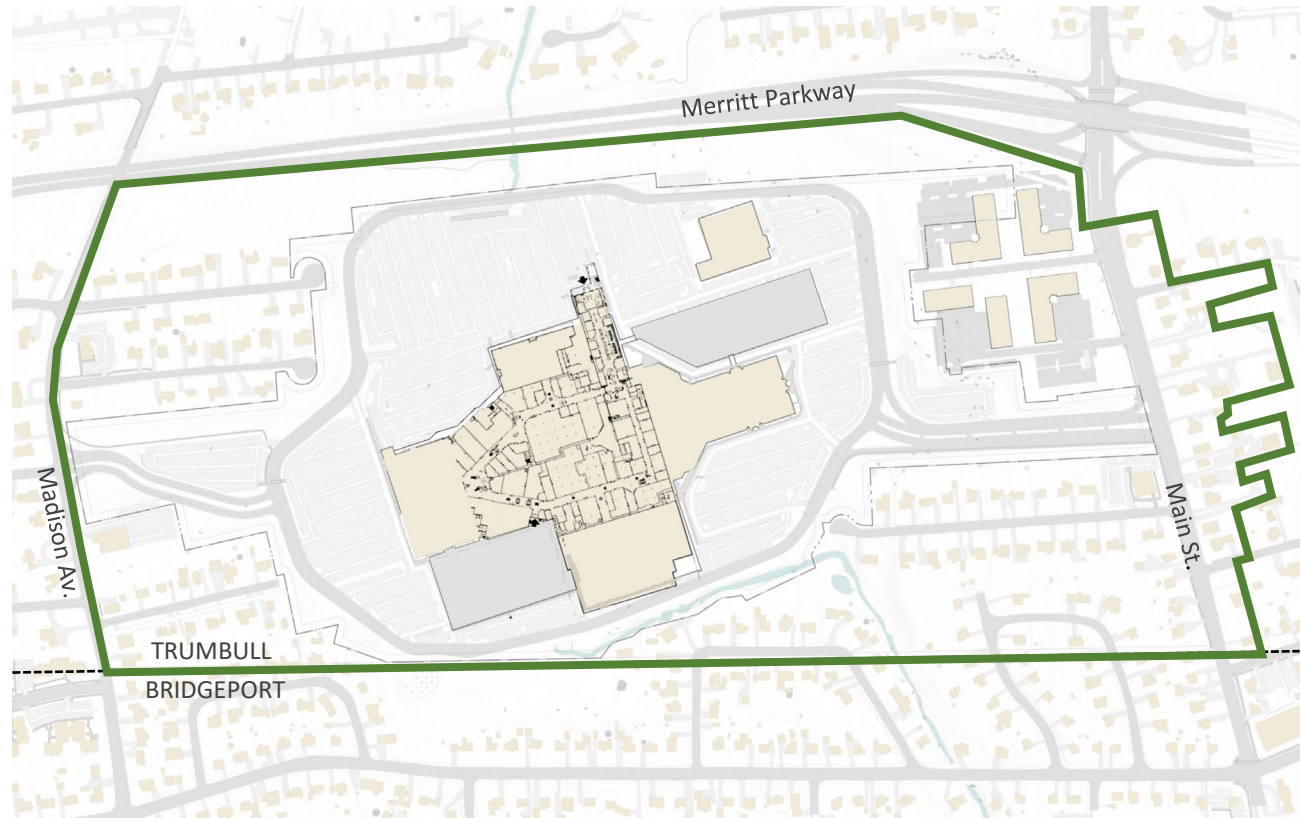
INTRODUCTION

Introduction: Market Feasibility and Land Use Study

The Town of Trumbull has launched a Market Feasibility and Land Use Study for the Mall area that extends from the Merritt Parkway to the Bridgeport line, and from Madison Avenue to Main Street.

The goal of the study is to develop a shared vision for the area that will be a culmination of research, market information, analysis, stakeholder input, and best practices.

The study will conclude with clear implementation steps toward achieving the vision in partnership with public and private owners and stakeholders, including an action plan to take the study and vision to the market.



Study mission

The Town has launched this study as an opportunity to create value and build consensus around a vision for the mall area and develop a roadmap to get there. The mission of this study is to:

Understand community desires and concerns for the mall area.

There is a wide range of possible futures for the mall area. The process engages with residents and stakeholders to define what the community wants to see take shape in this important part of Trumbull. This community includes local residents, businesses, and other leaders and stakeholders in Trumbull and the broader region.

Educate the community on the area's range of opportunities and constraints.

The mall area is by no means a blank slate. There are numerous opportunities for added value but also important constraints to work around. The process will help the community understand these factors and how they influence what is possible for the mall area moving forward.

Provide a path forward for property owners and tenants.

The study will include implementation strategies designed to help property owners and tenants transition toward the community's vision for the area's future in incremental steps that avoid unduly compromising business operations along the way.

Attract investment interest.

A primary measure of success for the study will be the degree to which its findings, recommendations, and outreach process catalyze interest and action by investors. In other words, the study is intended to deliver tangible economic results.

...resulting in **development of future scenarios** >



Goals of future scenarios

This study presents two scenarios for future development at the Trumbull Mall. Scenarios represent different land use emphases and are evaluated for their potential to support various community goals. Overall and detailed goals for the Trumbull Mall's future include:

Create economic development value.

- Strengthen the area's role as a regional and local destination
- Attract quality jobs
- Complement other activity hubs
- Catalyze reinvestment and upgrades along Main Street
- Use Professional Office Overlay Zone to broaden complementary, not competing land use options in the area along Main Street
- Establish a safe and attractive gateway

Create fiscal value.

- Attract high-value investment
- Deliver a fiscal return on new public investment
- Balance cost of services with fiscal benefits
- Minimize short-term fiscal losses in transition
- Promote fiscal durability and resilience
- Increase property values around the mall area

Offer a realistic and feasible path to implementation

- Align land use mix with market demand AND community desires
- Continue collaboration between Town and mall owner
- Reflect other Town-wide goals/ambitions
- Balance private sector cost with expected return
- Revise zoning regulations to allow for similar or ancillary uses around the mall area (MDD Zone)
- Minimize public expenditure
- Translate readily into grant opportunities
- Incorporate or address potential town-wide infrastructure upgrades that impact or are impacted by properties in the area

Create community value.

- Create a gathering place that brings locals together
- Accommodate community programming and activities
- Promote a sense of place and branding that Trumbull residents identify with
- Enhance building, grounds, lighting, and other aesthetics
- Introduce "destination" users and amenities that attract more people more often

Our Team



David Dixon
Vice President & Urban
Places Fellow, Stantec
Urban Design + Planning



Gary Sorge
Vice President, Stantec
Landscape Architecture



Maggie Connor
Principal & Senior Urban
Designer, Stantec
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Partnerships*



Jason Schrieber
Senior Principal, Stantec
Mobility & Transportation



Alanna Wittet
Urban Planner, Stantec
Urban Planning

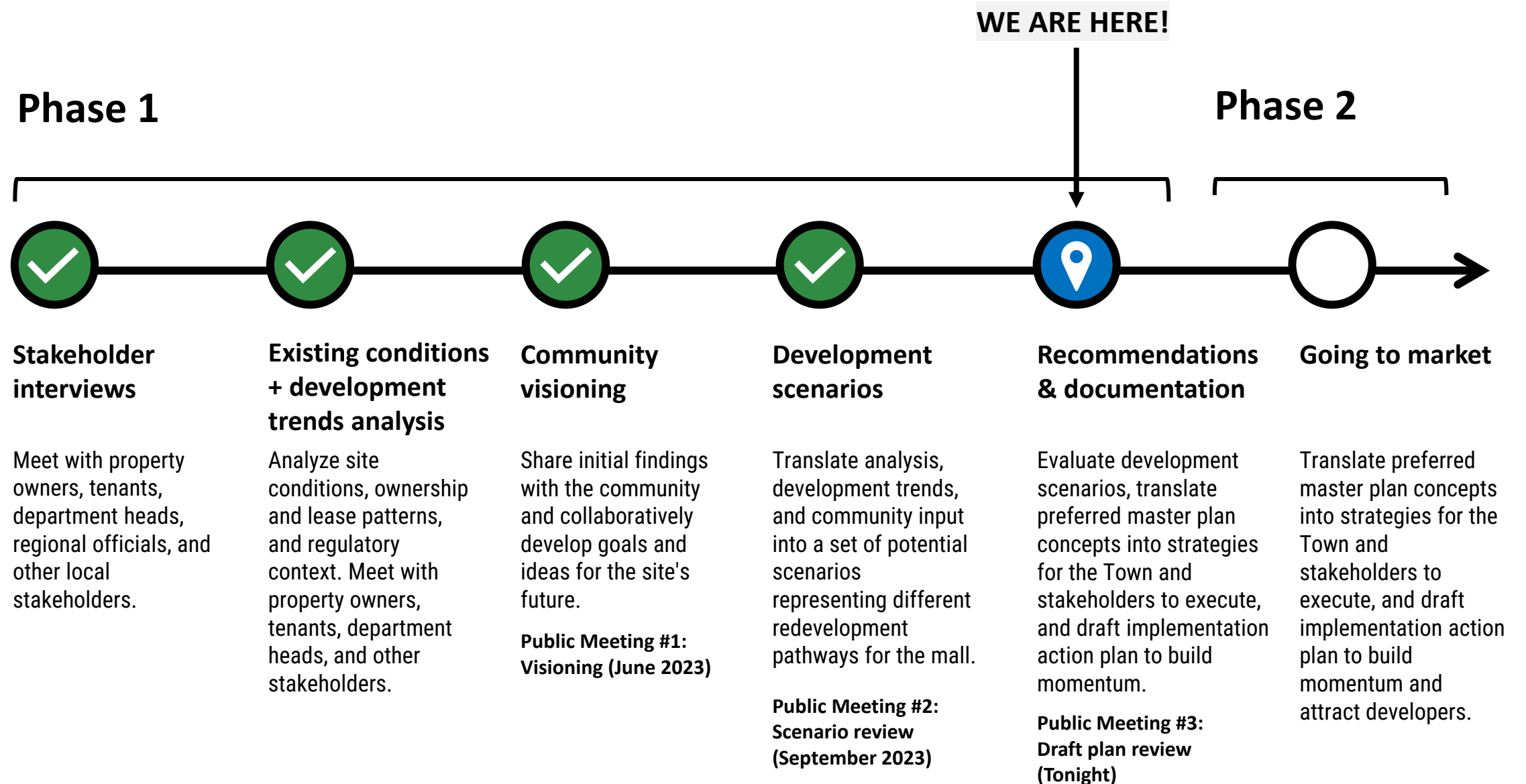


Bob Gibbs
Principal, Gibbs Planning Group
Market Analysis

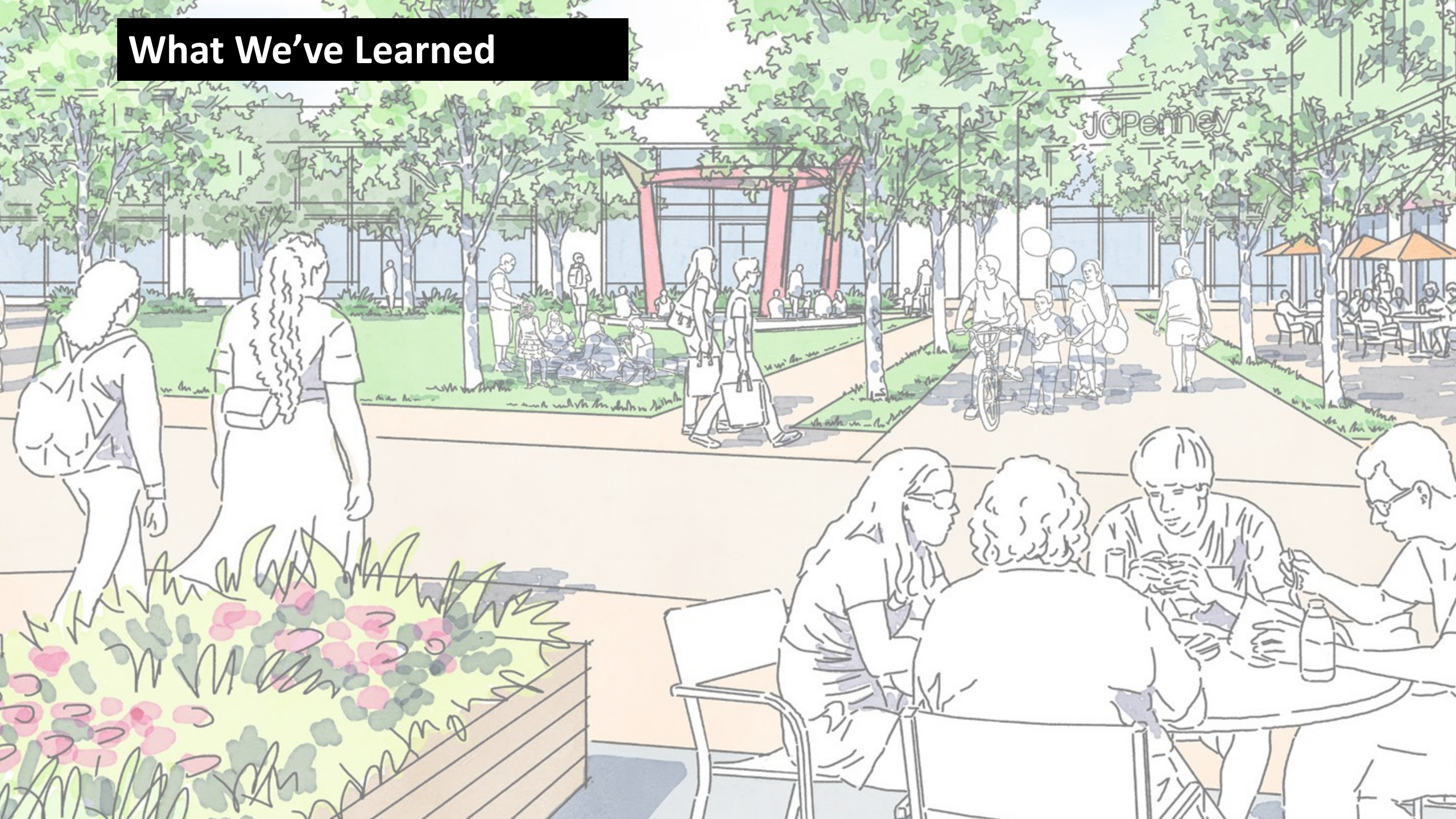


Sarah Woodworth
Managing Member, W-ZHA
Market Analysis

Planning Process: Where we are today



What We've Learned

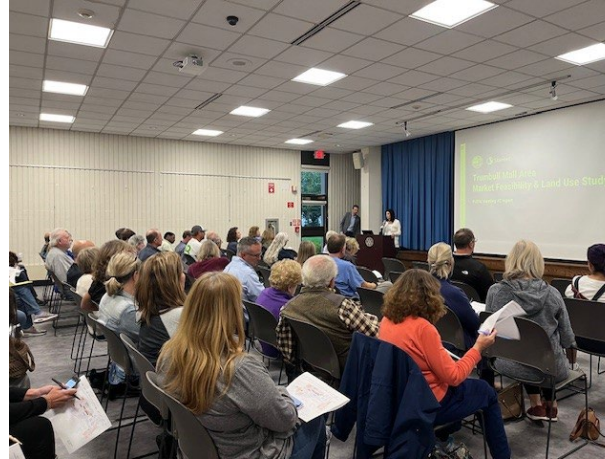


What the community supports:

Overview of public engagement and input

Community Meetings:

- Meeting #1—June 2023
 - ~40 attendees
- Meeting #2—September 2023
 - ~60 attendees
- Meeting #3—March 2024
- *All public meetings broadcasted to Trumbull Community TV*



Stakeholder Interviews

- Local developers
- Regional commercial brokers
- Current mall tenants
- Local government leaders
- Local business organizations



Project Website

- 1,656 unique users
- 260 downloads of previous presentations

Engagement Stats

- 100+ engaged through public meetings
- Multiple stakeholder interviews
- 1,656 users engaged via project website



What the community supports:

Overview of public engagement and input

What did participants in the first public meeting like about the Trumbull Mall?

- **Large box stores** like Target, JCPenney, Macy's
- Variety of **food options** in food court
- On-site **parking is easy**
- **Regular bus** runs from downtown every 30 minutes

What did they want to see at the Trumbull Mall?

- Continued existence of **large anchor tenants like a grocery store**
- Children and **family-friendly activities** and attractions
- A **greater variety of restaurants**, including small and local businesses
- **Space for events** and concerts/performing arts/movie theater
- Public **green space**
- Sidewalks and **improved walkability**
- Indoor and **outdoor components**

What the community supports:

Overview of public engagement and input

What does the community envision for the Trumbull Mall area?

- Vibrant **local and regional destination** where people want to spend time and money
- Appeal to **all age groups**, especially families
- Offer a variety of tenant types and **shop, eat, play opportunities**
- Become a **safe place for the community to gather**
- Serve as a **gathering place** for the community

What are the community's goals for the Trumbull Mall area?

- Address **crime and public safety** issues
- Attract **more middle and higher-end tenants**
- Generate more opportunities for **activities and entertainment, especially family-friendly options**
- Improve **accessibility and connectivity** to site, specifically for pedestrians, cyclists, and bus
- Maintain retail
- Address blight, vacancy, and maintenance issues in neighborhoods around the mall



September Feedback Snapshot

In September, Community members provided valuable feedback to the process, identifying uses and enhancements that would benefit the study area:

TOP USES & AMENITIES:

- Grocery store
- Farmer's Market
- Coffee/tea shop
- Community Center
- Community meeting space
- Performing arts space
- Public park/garden
- Walking trails
- Art installations

PROPERTY ENHANCEMENTS:

- Art installations
- Better lighting
- Accent lighting
- Plants + trees
- Interior décor refresh
- Improved accessibility for handicap and elderly
- Greater public safety measures
- Regular property maintenance

OTHER SUGGESTIONS:

- Partnerships with community organizations
- Events at the mall
- Community relations liaison with the mall



ANALYSIS

Existing conditions → Needs and Opportunities

Four lenses/layers of analysis, asking questions such as:

DEVELOPMENT:

What is the **condition and viability** of current and potential land uses, tenants, structures?

How does **current tenant mix** meet needs of community?

How do **nearby uses complement** the mall site?

CHARACTER:

Do people feel **invited and comfortable** here in and around the mall area?

Is this a **desirable place to spend time**? Which design features (lighting, signage, seating, etc.) could be improved?

Do **gathering spaces** meet the needs of mall users?

INFRASTRUCTURE:

Is infrastructure **sufficient to support current and potential future needs**?

What infrastructure is missing that may be needed in the future?

How well does the mall site support **services and emergency response**?

CIRCULATION/CONNECTIVITY:

How people and goods get to and around the mall area?

How do **existing roads within and leading to the mall site** support mall access and circulation?

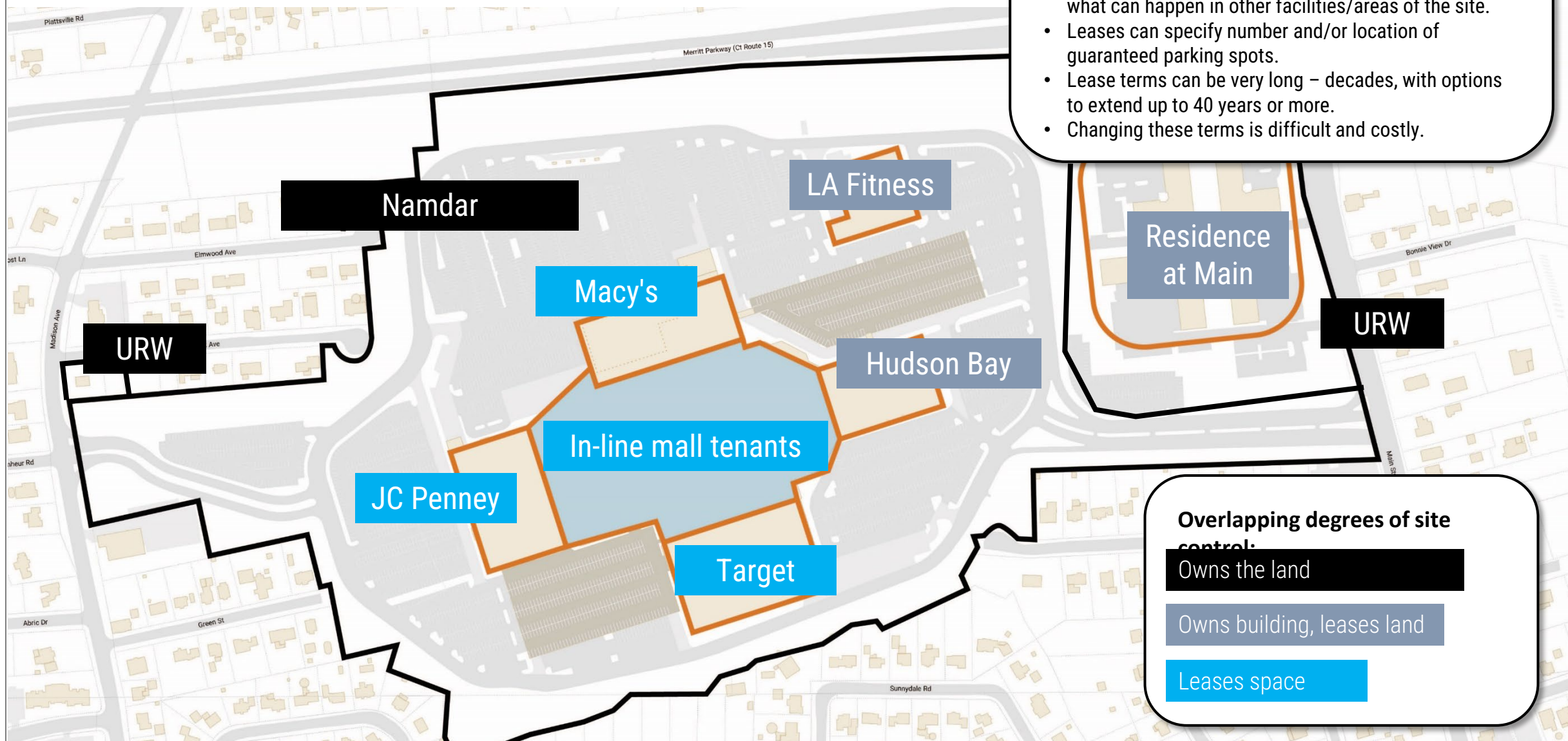
Are **multi-modal connections** between the mall site and adjacent areas safe and effective?

Are the roadways and parking lots safe and suitable for all users?

ANALYSIS: EXISTING CONDITIONS

Development | Ownership and Site Control

Who controls which parts of the site?

**LEASES ON THE MALL SITE**

Investment and development on the mall site is constrained by complex leases and tenant agreements. For example:

- Certain users have lease terms that restrict/prohibit what can happen in other facilities/areas of the site.
- Leases can specify number and/or location of guaranteed parking spots.
- Lease terms can be very long – decades, with options to extend up to 40 years or more.
- Changing these terms is difficult and costly.

Overlapping degrees of site control:

Owns the land

Owns building, leases land

Leases space

ANALYSIS: EXISTING CONDITIONS

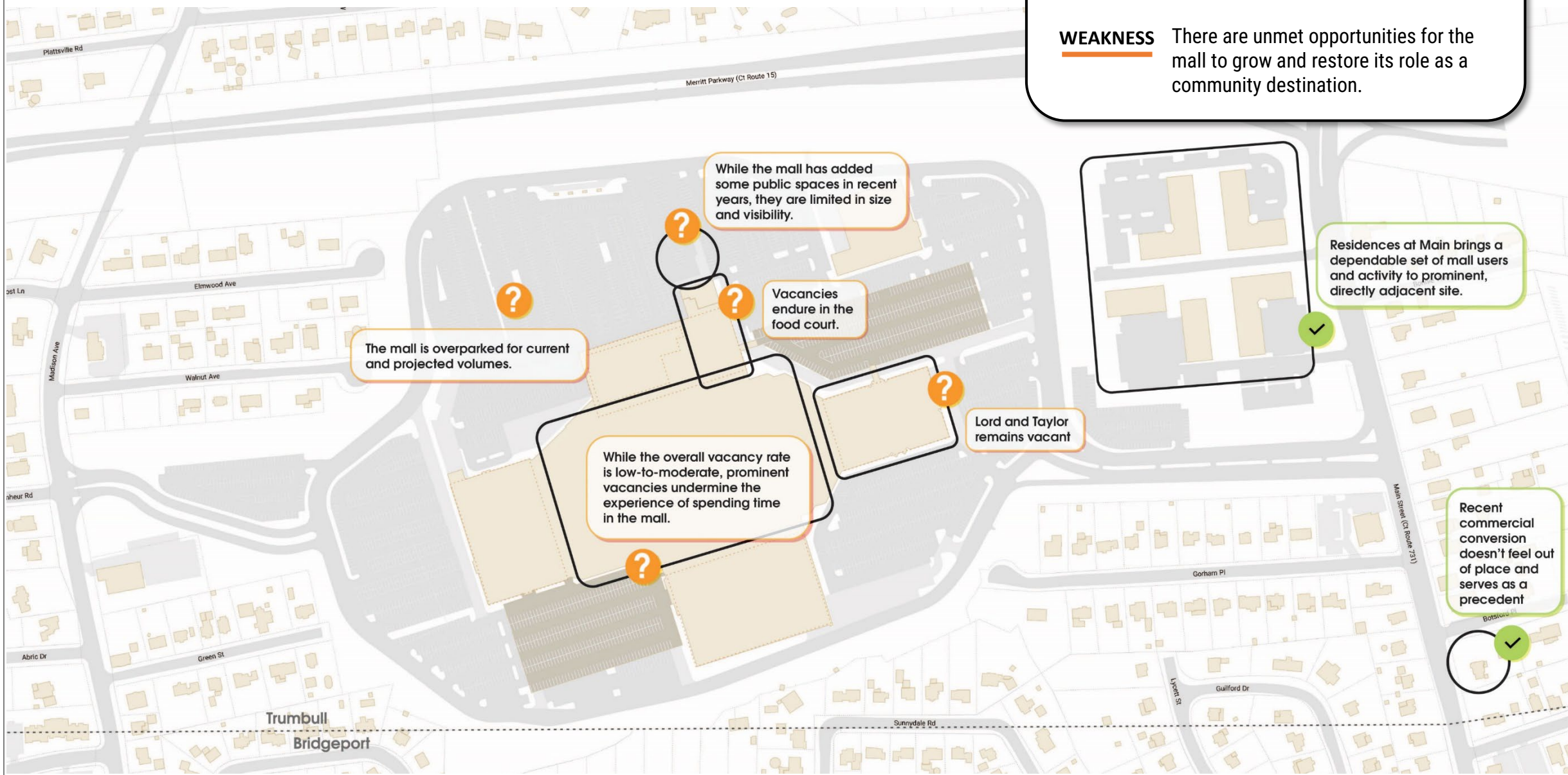
Development *What's working, what's not?*

STRENGTH

The mall serves a large population and retains a lot of potential in a time when other malls are failing.

WEAKNESS

There are unmet opportunities for the mall to grow and restore its role as a community destination.



The mall is overparked for current and projected volumes.

While the mall has added some public spaces in recent years, they are limited in size and visibility.

Vacancies endure in the food court.

While the overall vacancy rate is low-to-moderate, prominent vacancies undermine the experience of spending time in the mall.

Lord and Taylor remains vacant

Residences at Main brings a dependable set of mall users and activity to prominent, directly adjacent site.

Recent commercial conversion doesn't feel out of place and serves as a precedent

Trumbull
Bridgeport

ANALYSIS: EXISTING CONDITIONS

Character

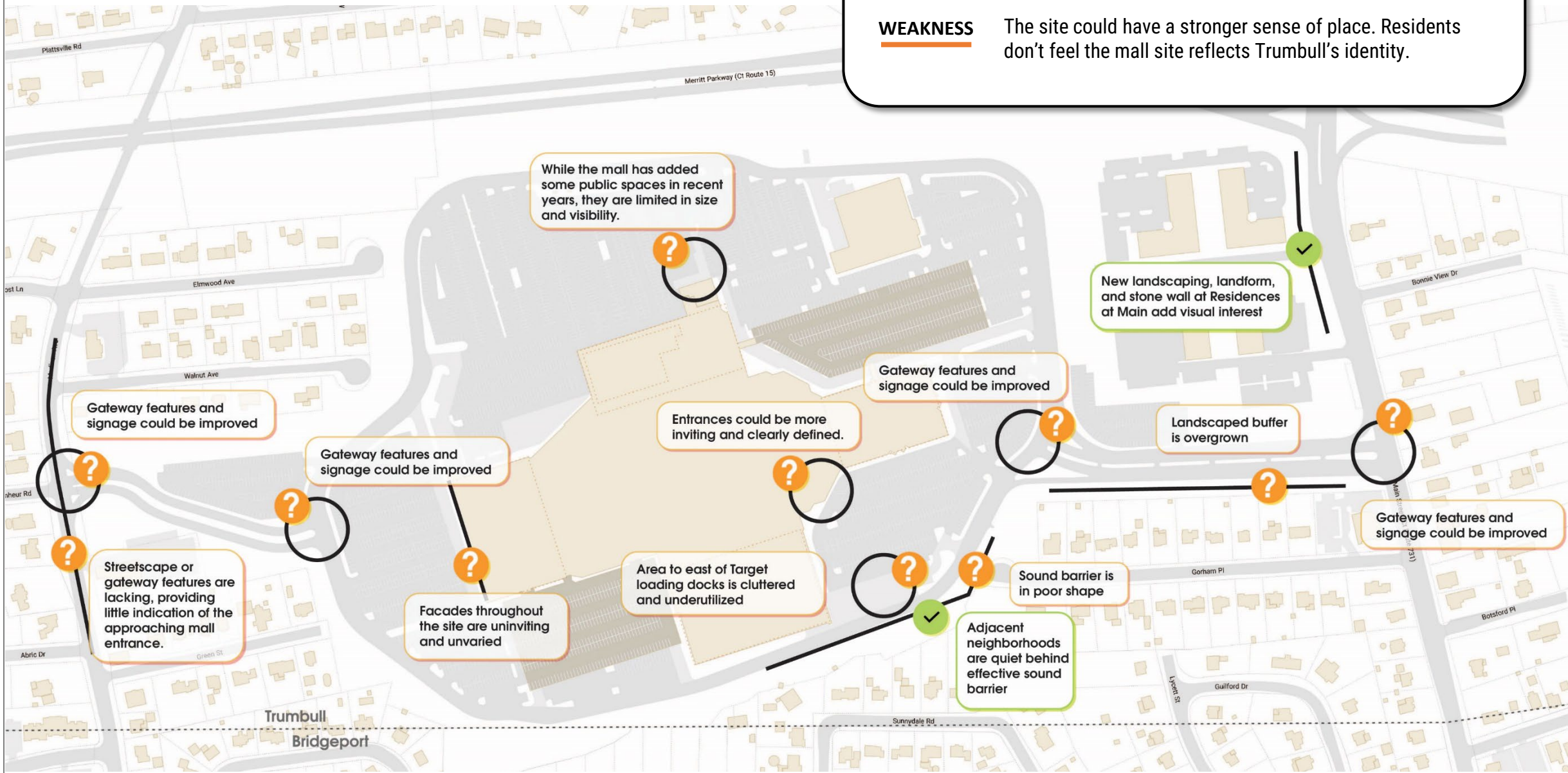
What's working, what's not?

STRENGTH

The mall and surrounding neighborhoods do have some nice features, and people want to spend time here. Main Street feels distinctly like Trumbull.

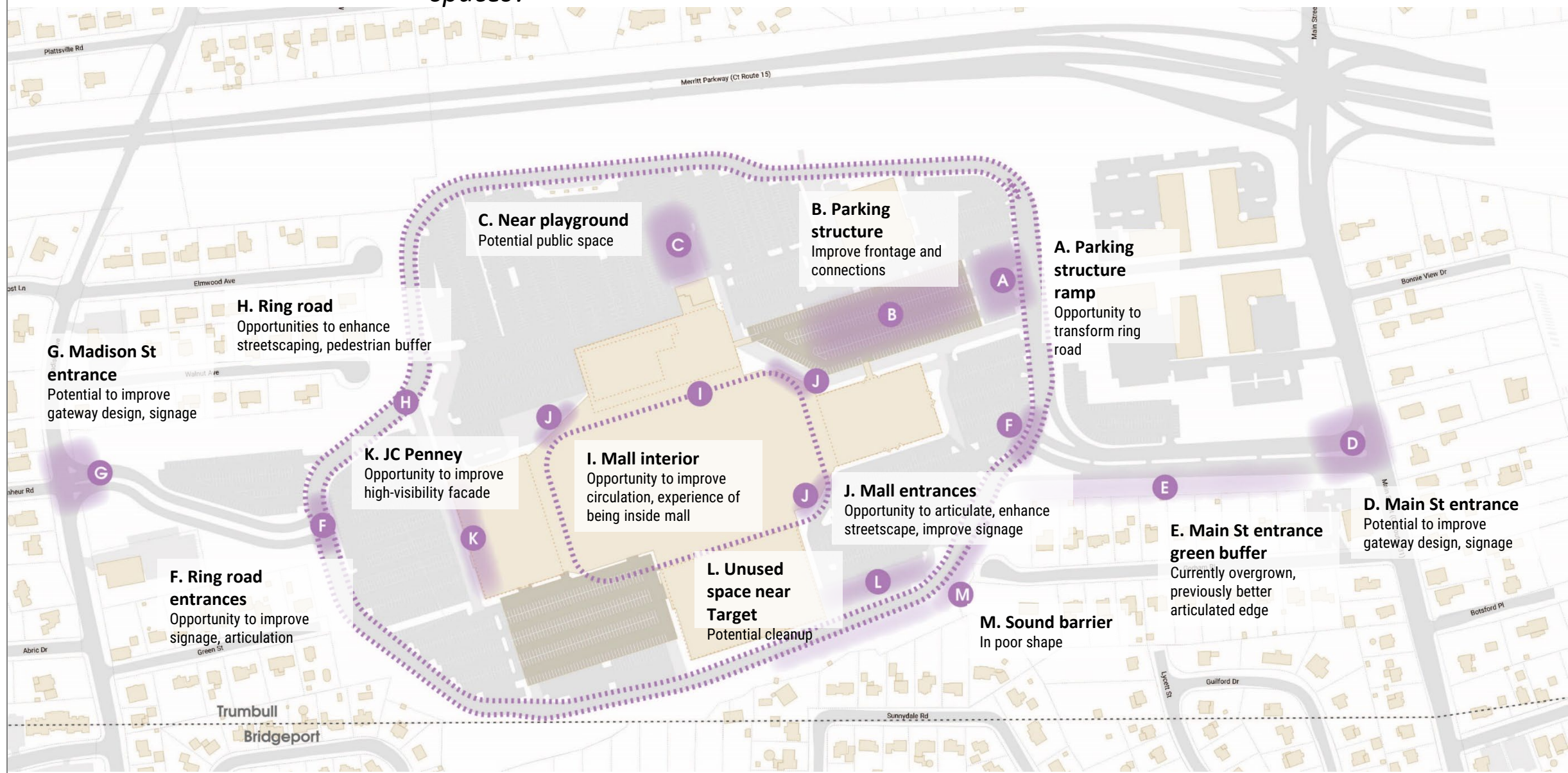
WEAKNESS

The site could have a stronger sense of place. Residents don't feel the mall site reflects Trumbull's identity.



ANALYSIS: OPPORTUNITIES**Character**

Where are opportunities to create a sense of place, locate programming, meet needs for community gathering spaces?



ANALYSIS: EXISTING CONDITIONS

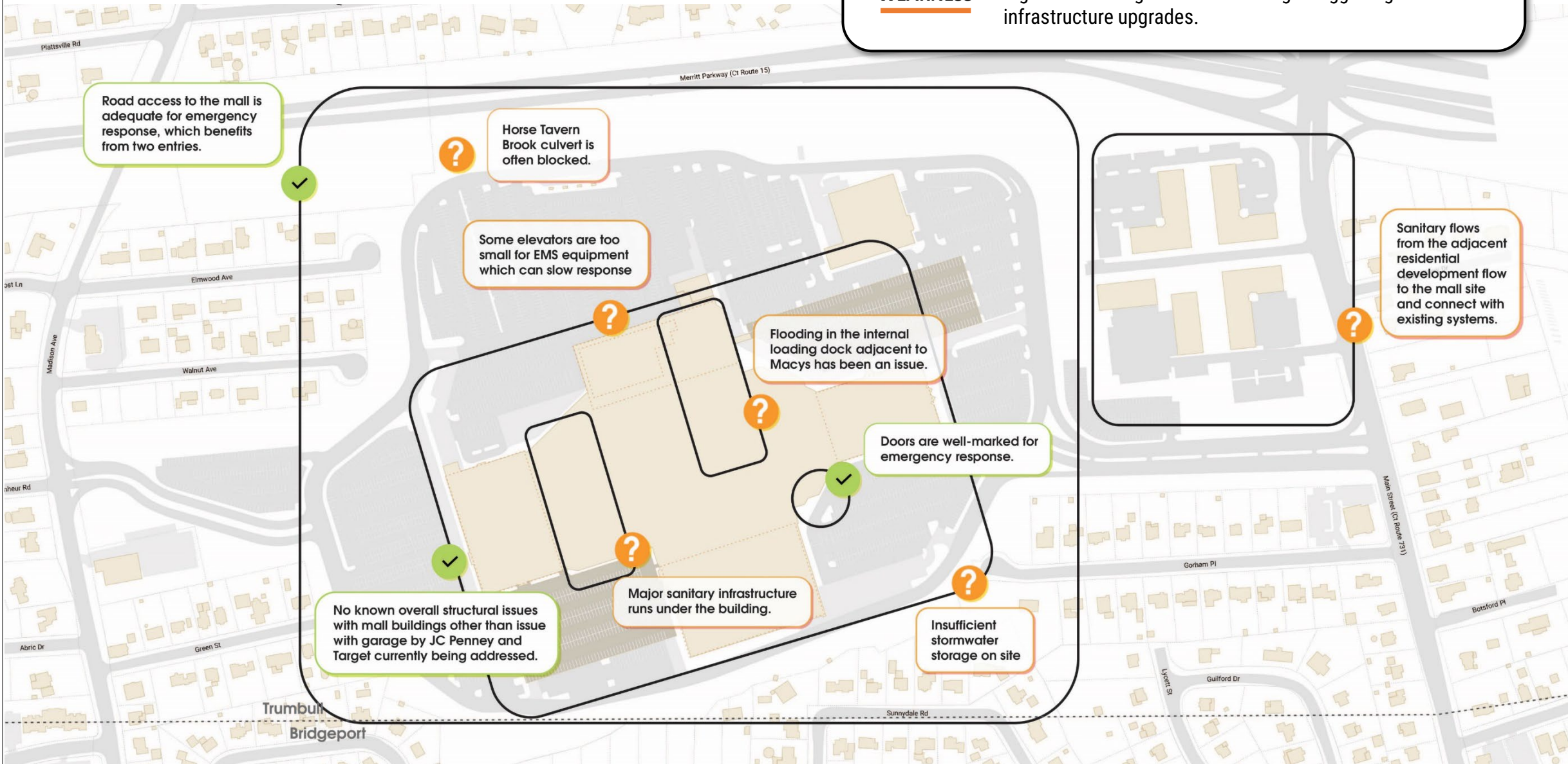
Infrastructure *What's working, what's not?*

STRENGTH

The mall and surrounding area is in generally good shape, with good access for emergency response.

WEAKNESS

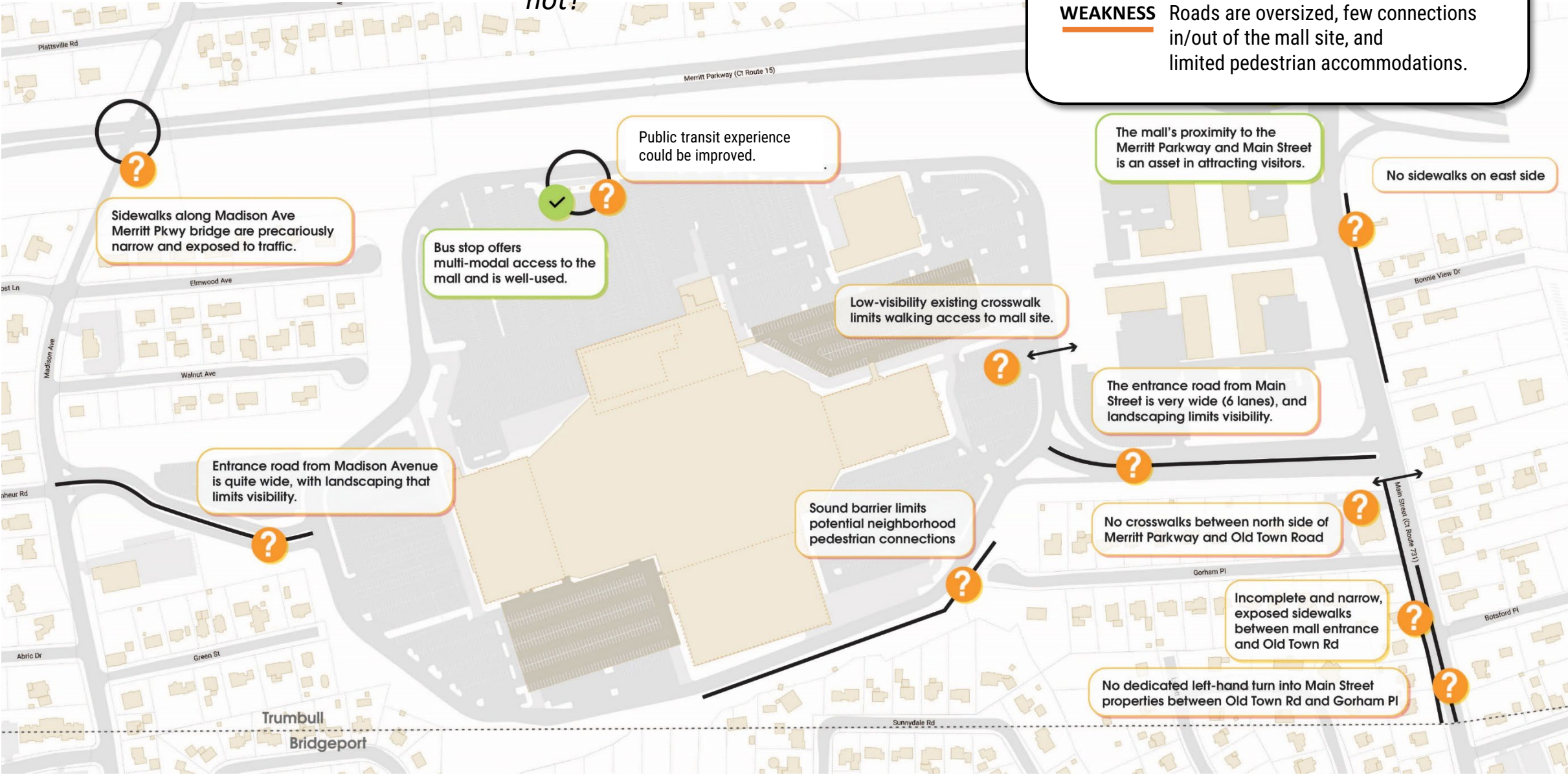
Significant changes in land use might trigger significant infrastructure upgrades.



ANALYSIS: EXISTING CONDITIONS

Circulation and Connectivity *What's working, what's not?*

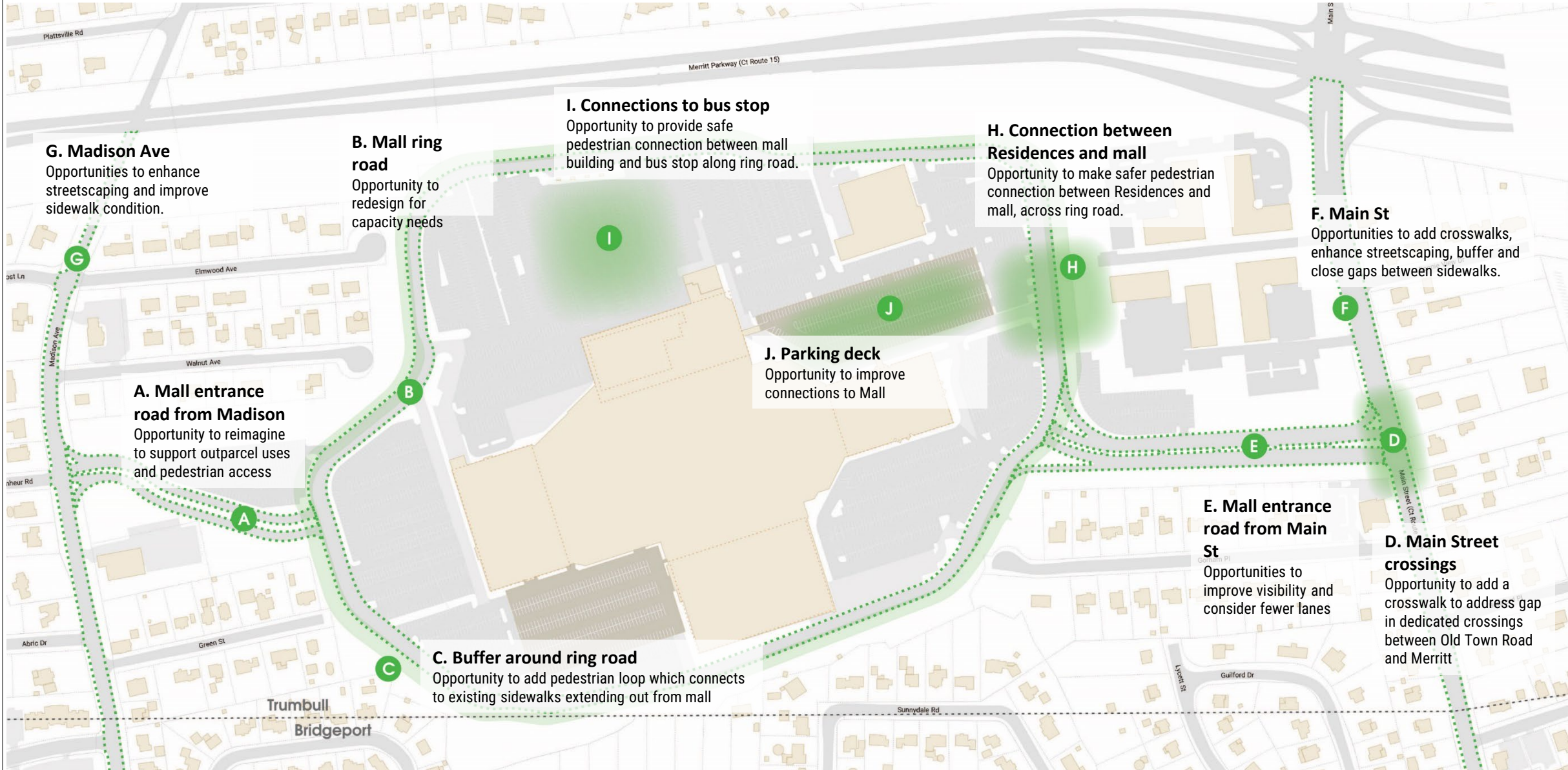
- STRENGTH** The mall has great access, given proximity to Merritt Parkway.
- WEAKNESS** Roads are oversized, few connections in/out of the mall site, and limited pedestrian accommodations.



ANALYSIS: OPPORTUNITIES

Circulation and Connectivity

Where are opportunities to improve access to the mall and the experience of getting around the mall site?





ANALYSIS

Existing conditions → Opportunities Summary

Four lenses/layers of analysis, asking questions such as:

DEVELOPMENT:

To attract new uses that **support and complement** the existing Mall and its tenants

To enhance the Town's fiscal position and provide needed **services and amenities**

CHARACTER:

To revive the Mall as **21st century center** of community life

To reconceive the Mall site as a **dynamic district** with a mix of uses and attractions.

INFRASTRUCTURE:

To **update utilities and infrastructure** to accommodate new uses and better support existing uses

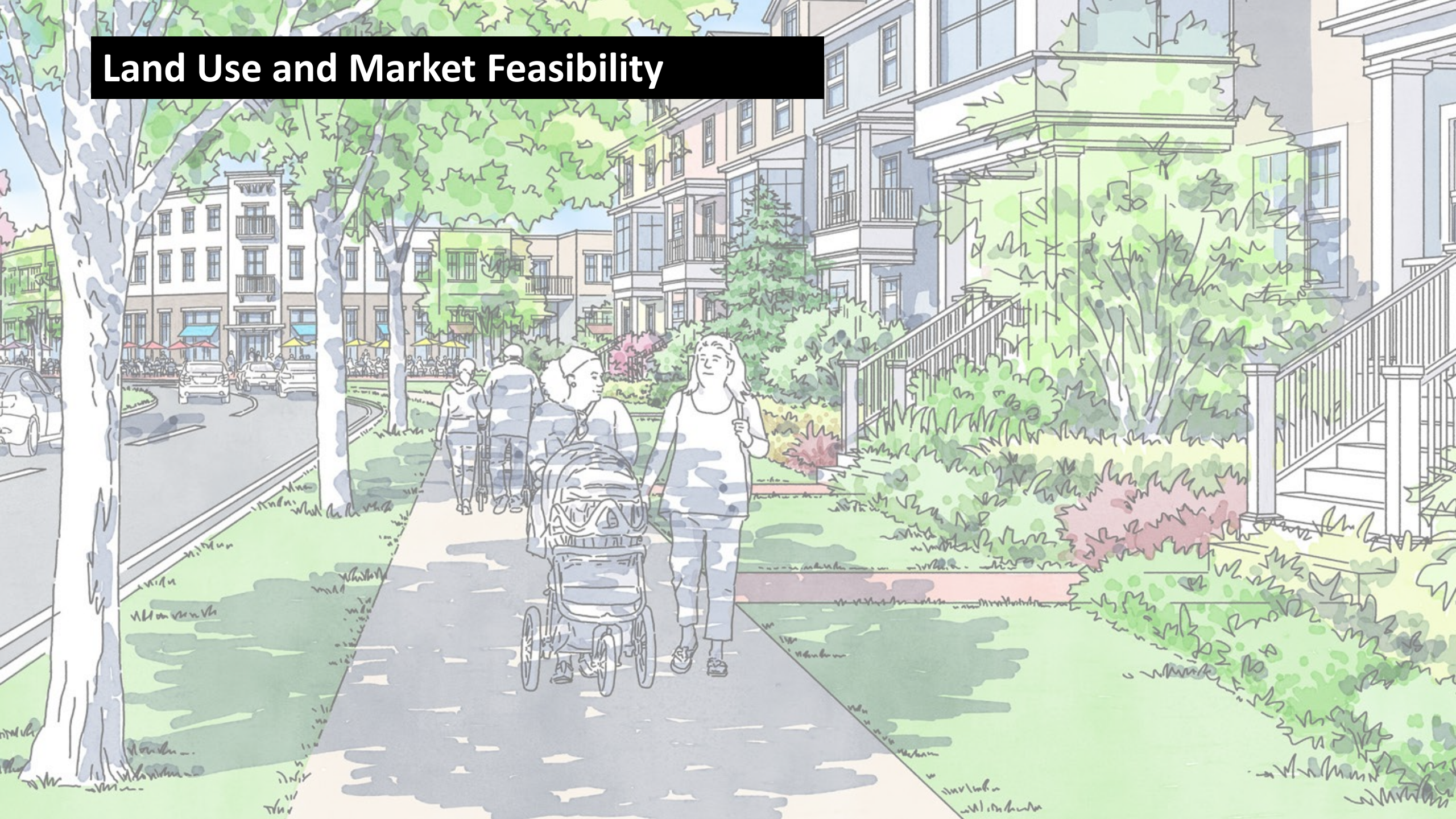
To find new opportunities to **expand green infrastructure** and the study area's ability to manage stormwater

CIRCULATION/CONNECTIVITY:

To improve access for **non-vehicular modes** of transportation

To expand and create **new trails, parks and public spaces** for the Town.

Land Use and Market Feasibility





mall hall of fame

**Trumbull
Shopping
Park** isn't it
nice





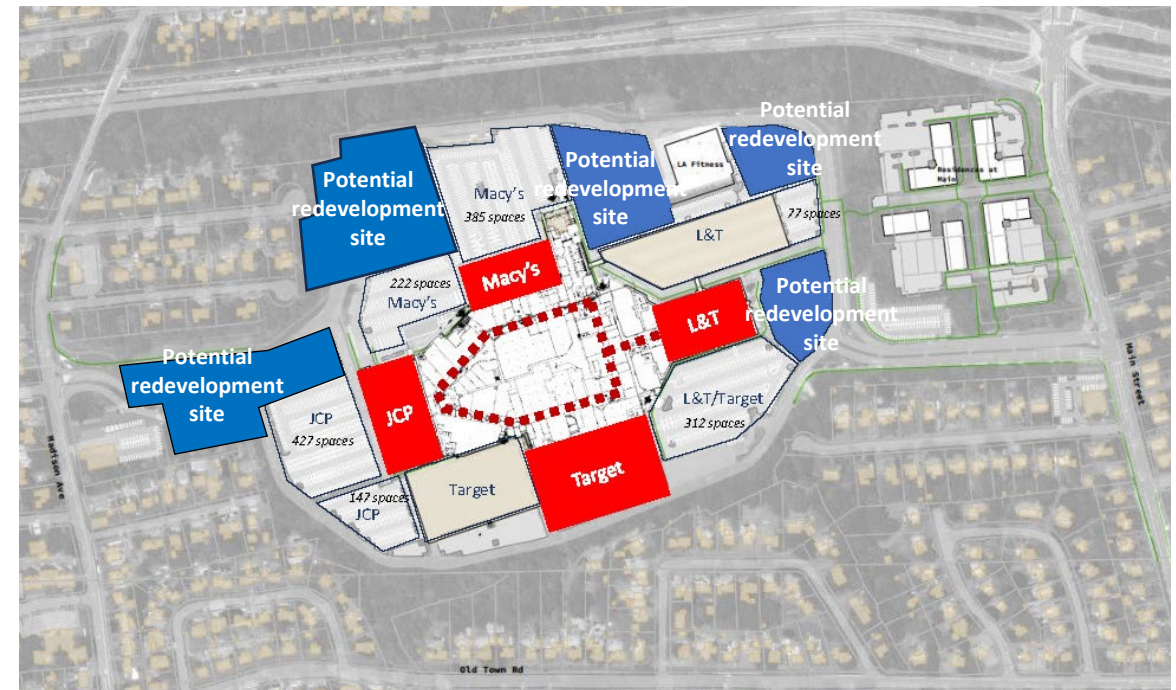
Opportunity: Extensive redevelopment potential that will generate significant economic and civic value

- Redevelopment and enhancing the Mall are not in competition---excess parking will enable additional development—and activity—on the site without interrupting Mall operations

Drone footage: 2023 Black Friday Parking Utilization



Excess Parking Frees-up Development Sites



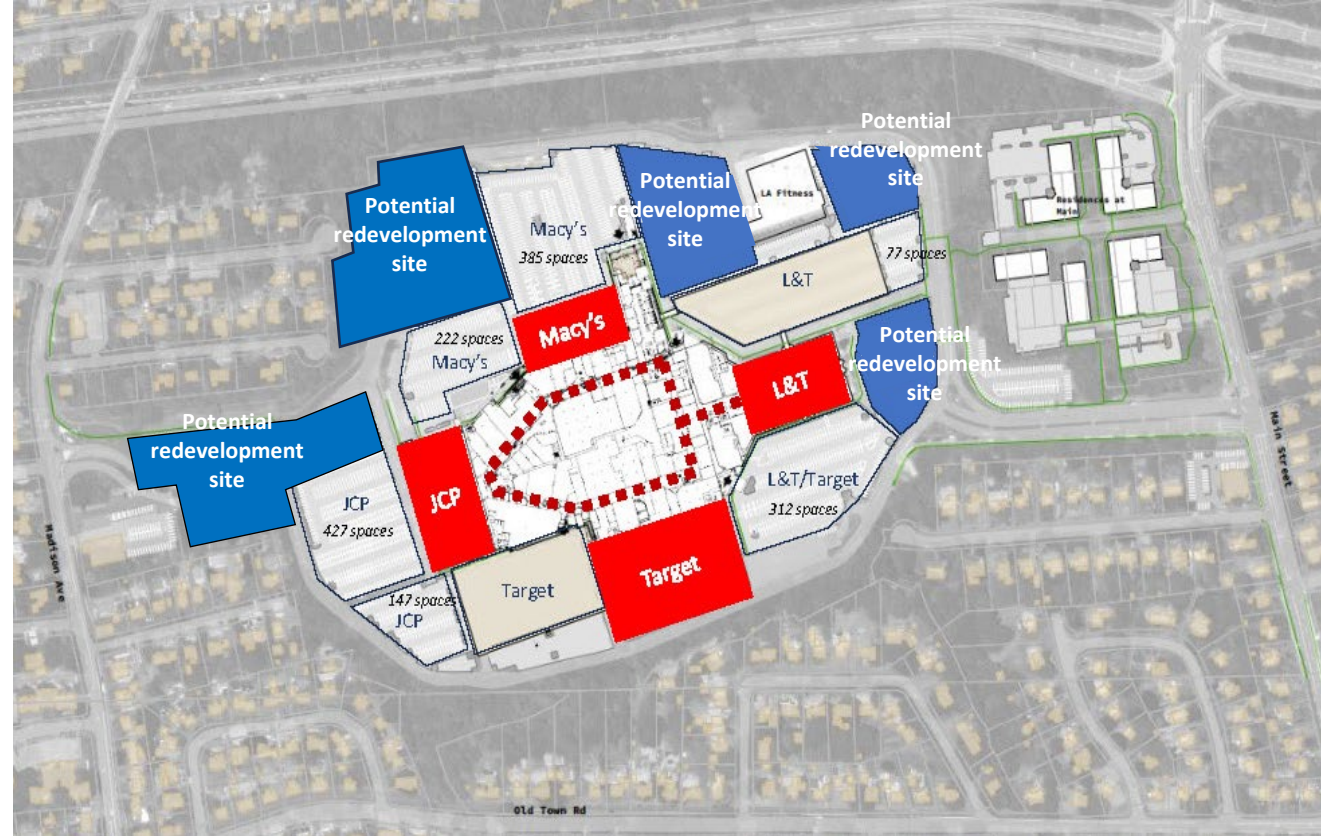
What additional synergistic uses could the Mall support today?

Potential demand today:

- Retail, restaurants, grocery
- Recreation (pickleball)
- Hotel (limited service)
- Medical office
- Senior housing

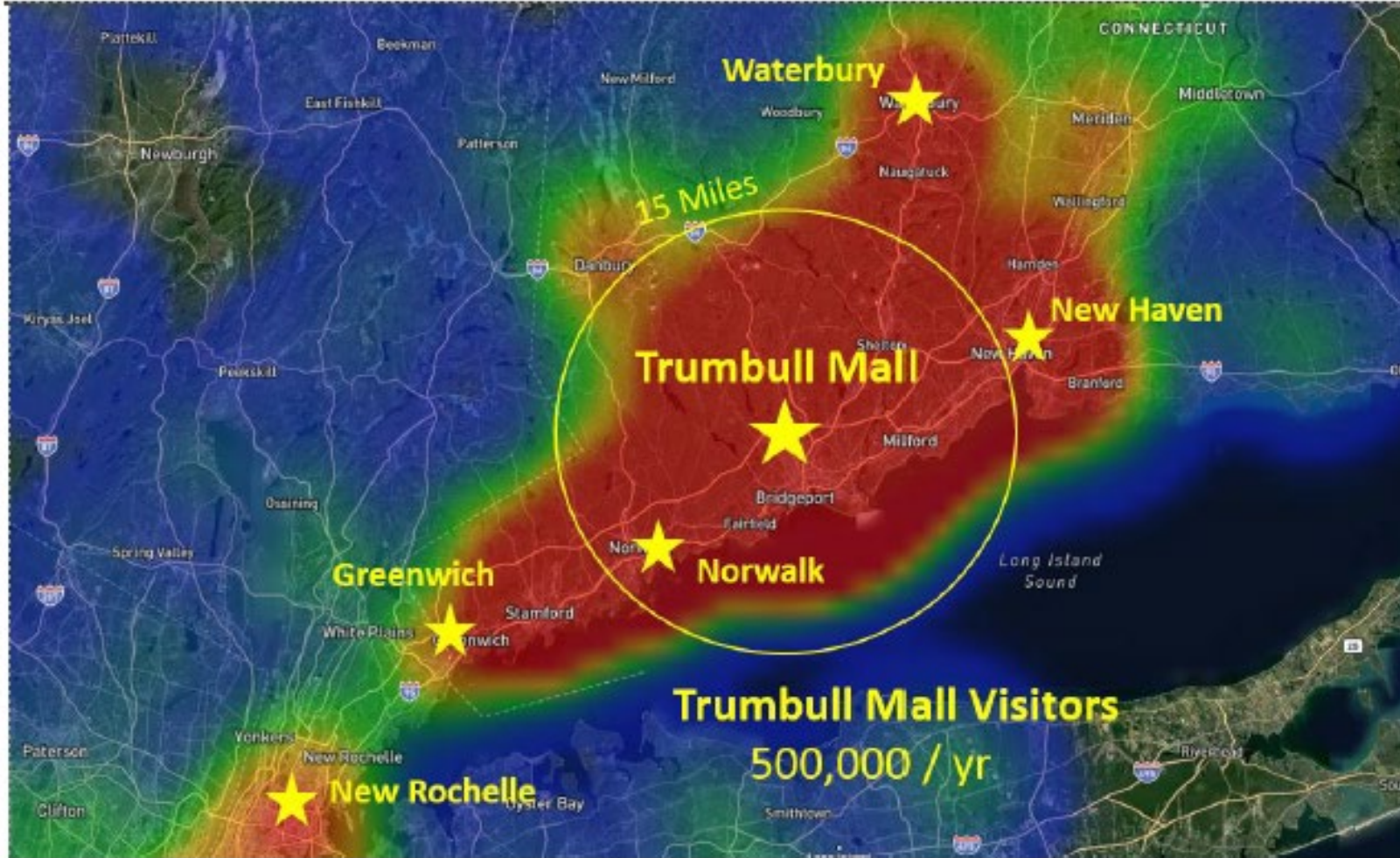
Potential longer-term demand:

- Research, innovation



Retail: Trade Area

- \$4.5B retail sales (2022)
- The Mall attracts roughly 500,000 visitor annually (2022)
- 50% of sales are generated by residents within 15 miles
The Mall occupies “a moderately upscale market niche of popular branded stores that appeal to the region’s households.”





Demographics

	Trumbull	Retail Trade Area
Population	37,000	900,000
Households	13,000	340,000
Income:		
• Median	\$165,000	\$90,000
• % over \$100,000	70%	40%
• % over \$200,000	30%	12%
Education:		
• Bachelor’s Degree	40%	26%
• Master’s Degree or higher	25%	12%

Projected Trumbull Mall 2026 Demand for New Retail

Category	Total Demand SF	% of Total Demand	Annual Sales	Ave. Sales/SF	Number of Stores and Restaurants
○ 1-2 Specialty Grocers/Regional Supermarket	68,000	31%			
○ Restaurants, Specialty Foods	63,000	29%			
○ Other Retail	89,000	40%			
Total	220,000 SF	100%	\$115M	\$520	45



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○ Other Retail	89,000	40%			
Total	220,000 SF	100%	\$115M	\$520	45



Recreation Demand: Pickleball!!



Synergies with the Mall:

- Attract more folks to the site
- Provide an additional amenity
- Increase the Mall's appeal to an entire family
- Initiate the Mall's transition into a 21st century "town center"

Hotel demand—limited service (e.g. use other nearby restaurants, exercise facilities), 60-125 rooms, conference space



Synergies with the Mall:

- Attract more folks to the site
- Increase demand for food and beverages
- Enhances the Mall's stature as a business destination
- Initiate the Mall's transition into a 21st century "town center"

Medical Office: 10-30,000 SF from regional healthcare providers looking for regional sites



Synergies with the Mall:

- Attract more folks to the site
- Enhances the Mall's stature as a business destination
- Initiate the Mall's transition into a 21st century "town center"

Senior Housing: Today demand for 200+ units + long-term strong growth



Synergies with the Mall:

- Expand “walking distance” retail demand
- Initiate the Mall’s transition into a 21st century “town center”

Research/Office: Longer-term demand, large floorplates— 100,000 SF +



Synergies with the Mall:

- Attract employment—and more shoppers—to the site
- Enhance the Mall's stature as a business destination

The circles below summarize which land uses are supported by the community and which land uses are supported by the market as assessed. There are some land uses that are supported by both.

Market

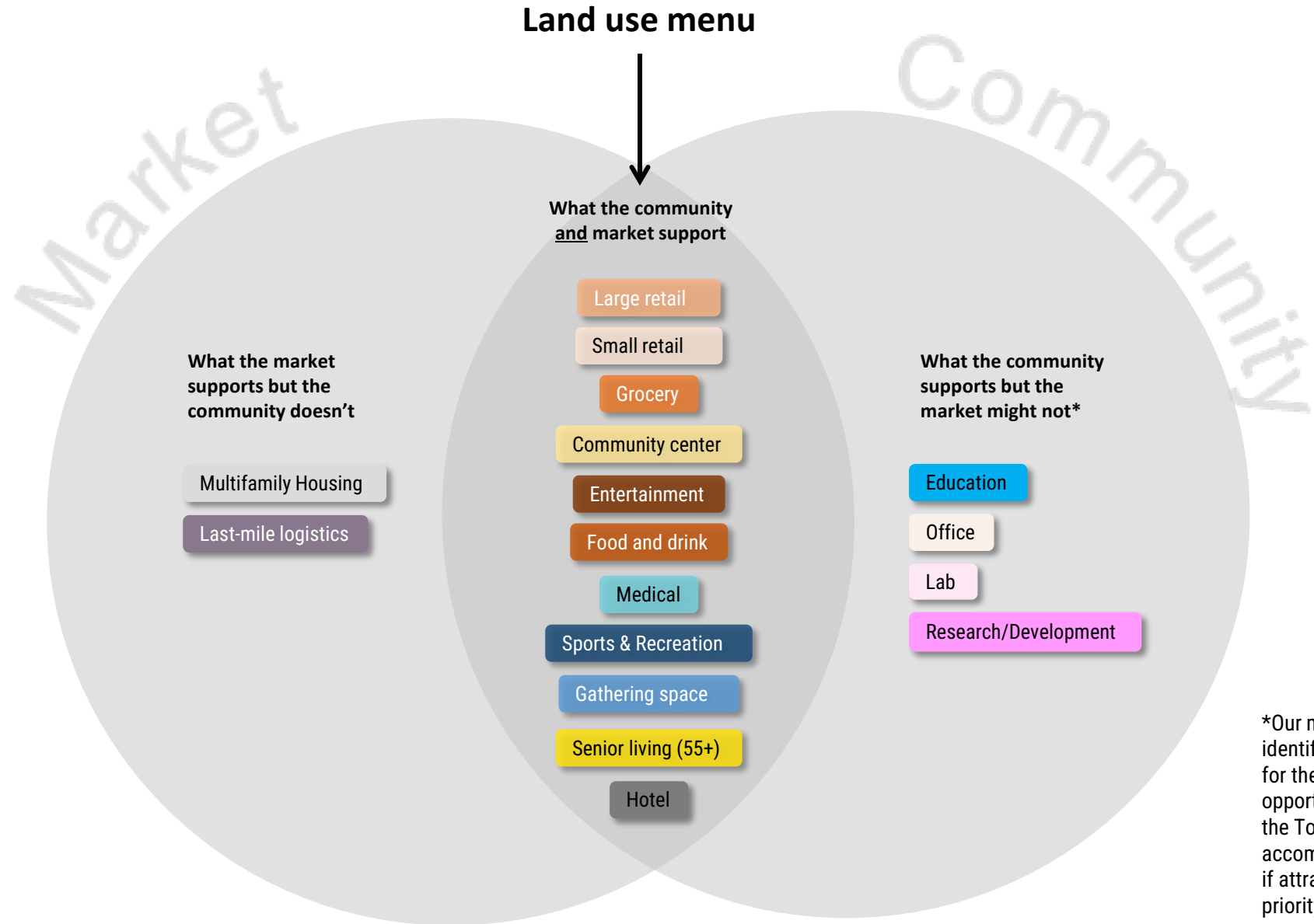
Land uses supported by the market

- Large retail
- Small retail
- Grocery
- Entertainment
- Food and drink
- Medical
- Recreation
- Last-mile logistics
- Multifamily Housing
- Senior living (55+)
- Gathering space
- Community center
- Hotel

Community

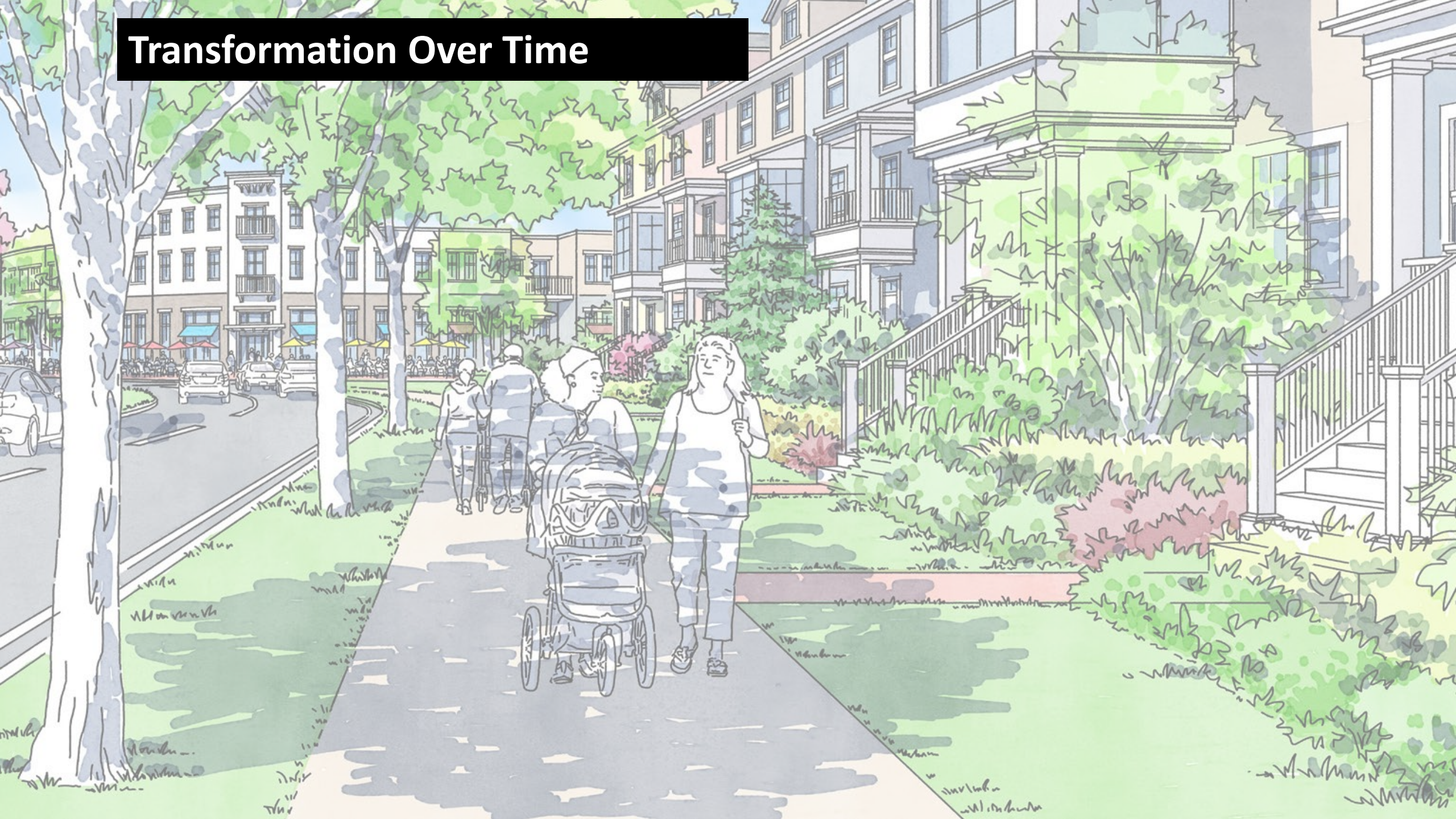
Land uses supported by the community

- Large retail
- Small retail
- Grocery
- Entertainment
- Food and drink
- Medical
- Recreation
- Hotel
- Community center
- Senior living (55+)
- Education
- Office
- Lab
- Research/Development
- Gathering space

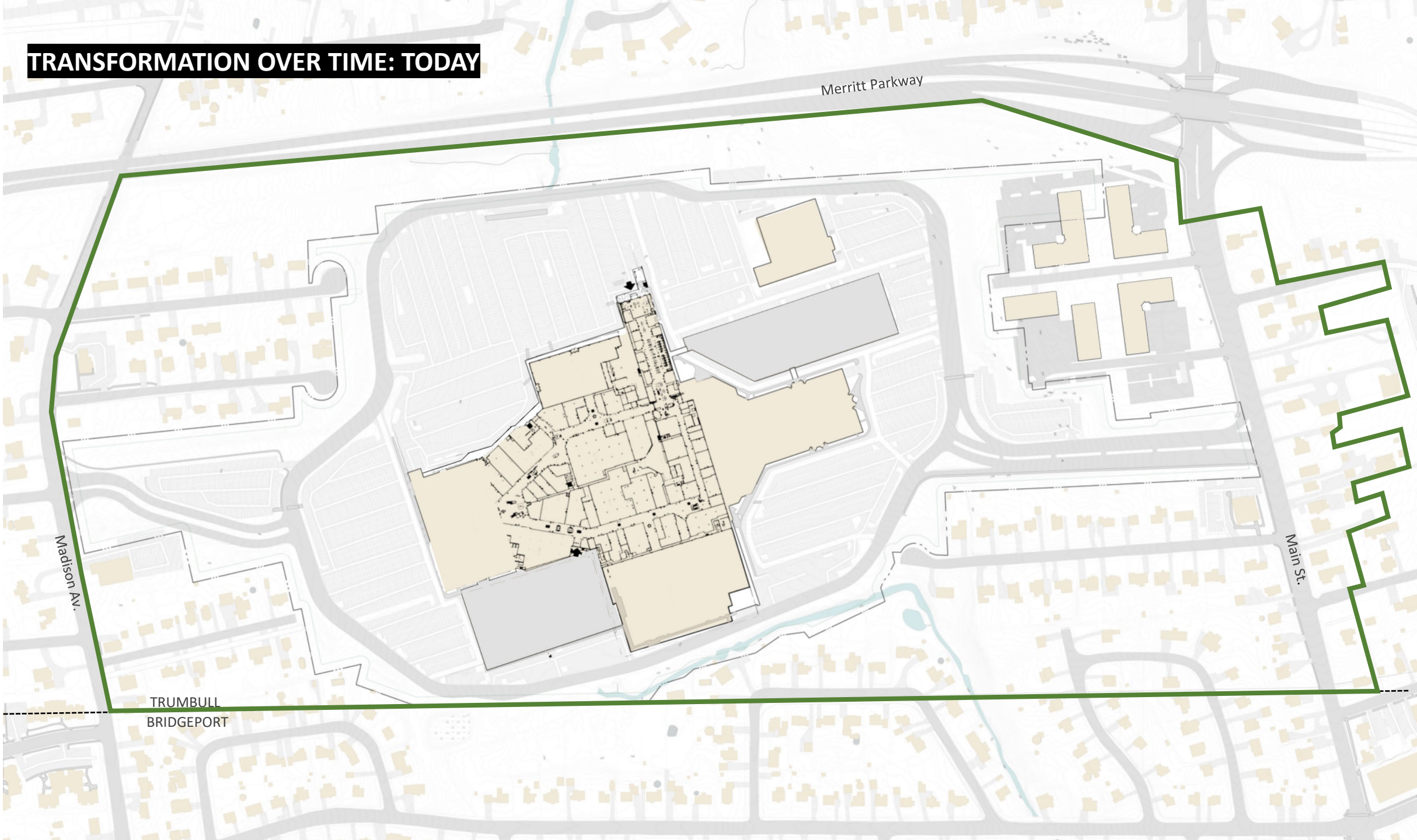


*Our market research did not identify meaningful demand for these uses at this time, but opportunities may surface, and the Town should remain accommodating and proactive if attracting these uses is a priority.

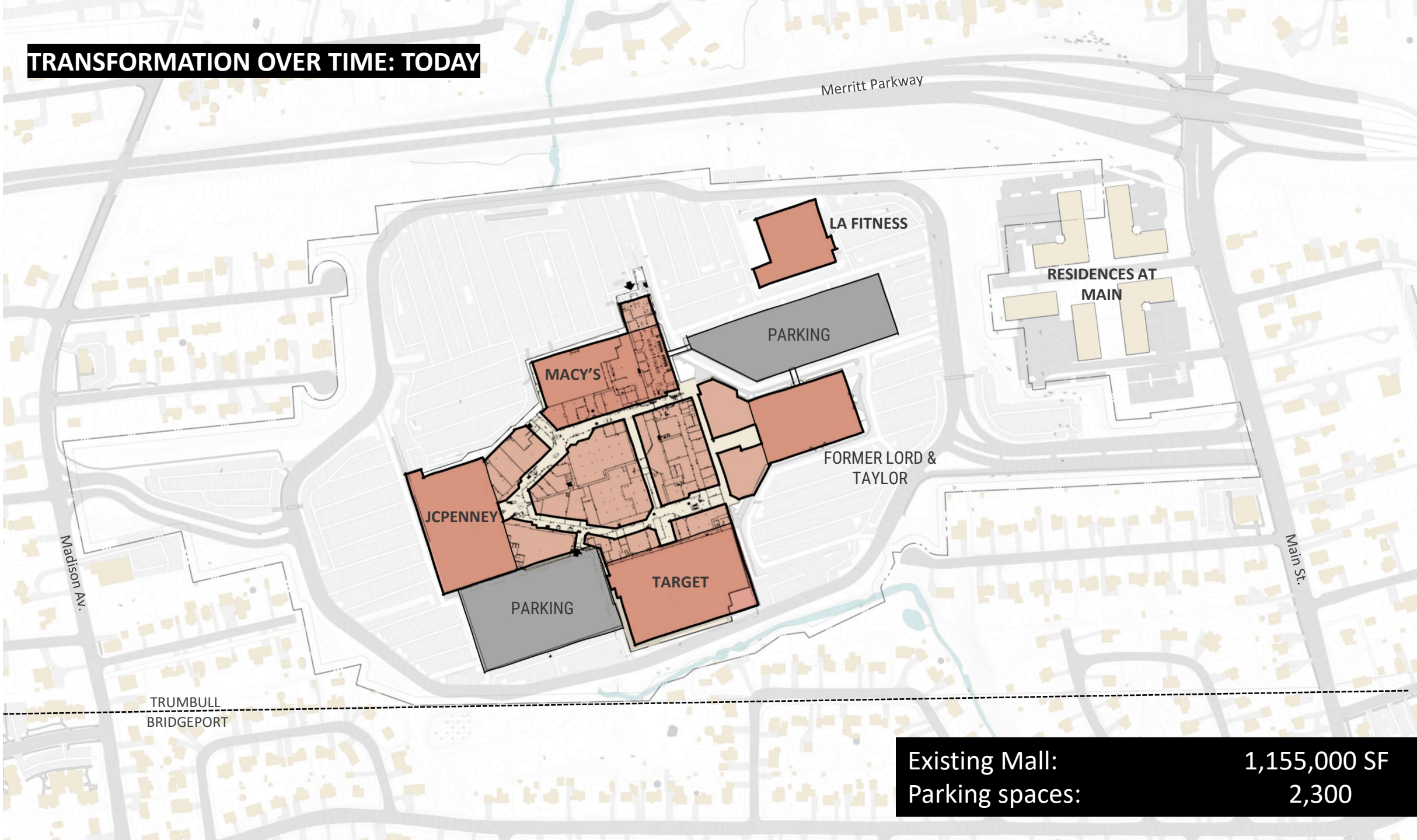
Transformation Over Time



TRANSFORMATION OVER TIME: TODAY

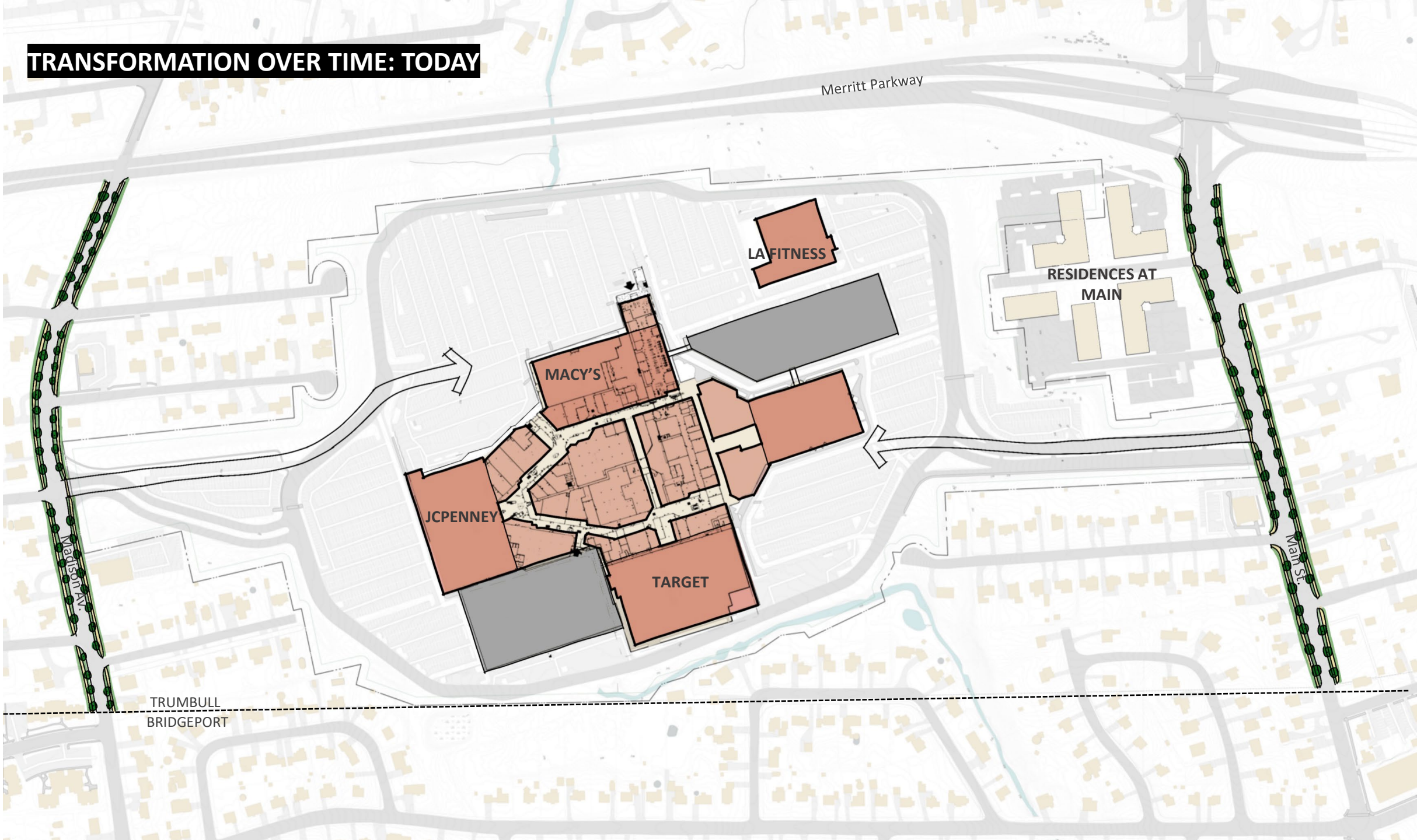


TRANSFORMATION OVER TIME: TODAY

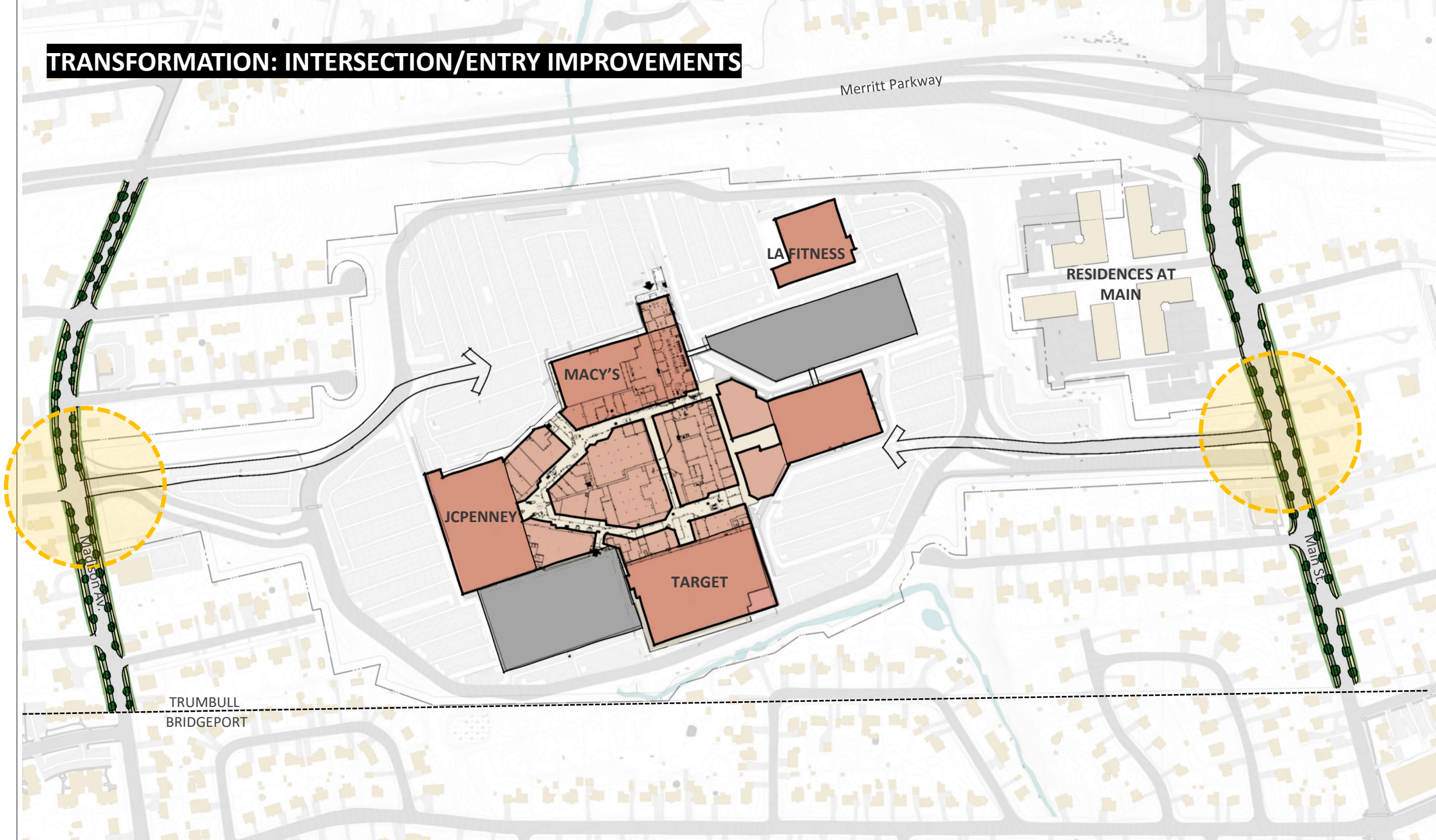


Existing Mall:	1,155,000 SF
Parking spaces:	2,300

TRANSFORMATION OVER TIME: TODAY



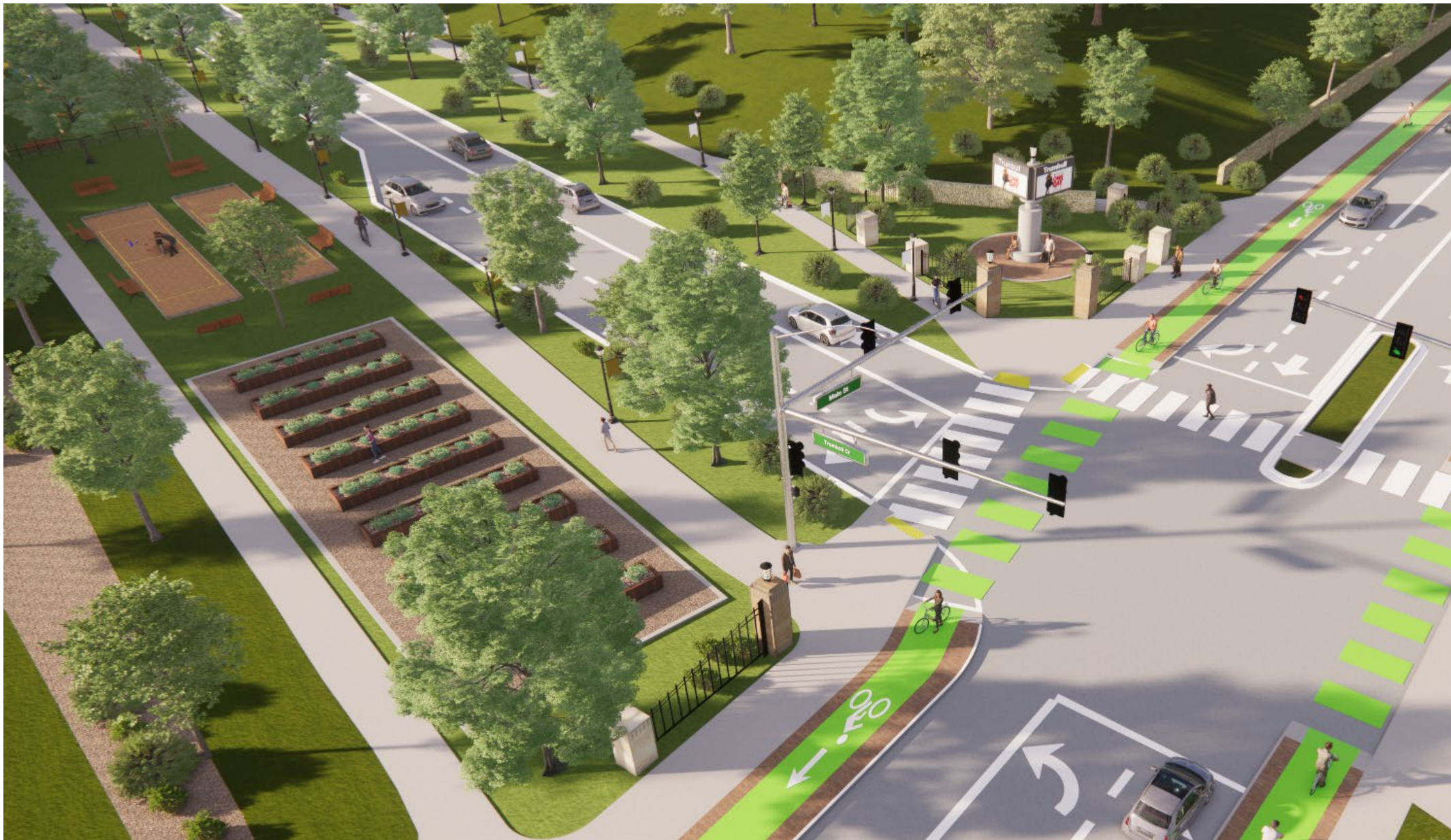
TRANSFORMATION: INTERSECTION/ENTRY IMPROVEMENTS



INTERSECTION/ENTRY IMPROVEMENTS: Main Street Entry Today

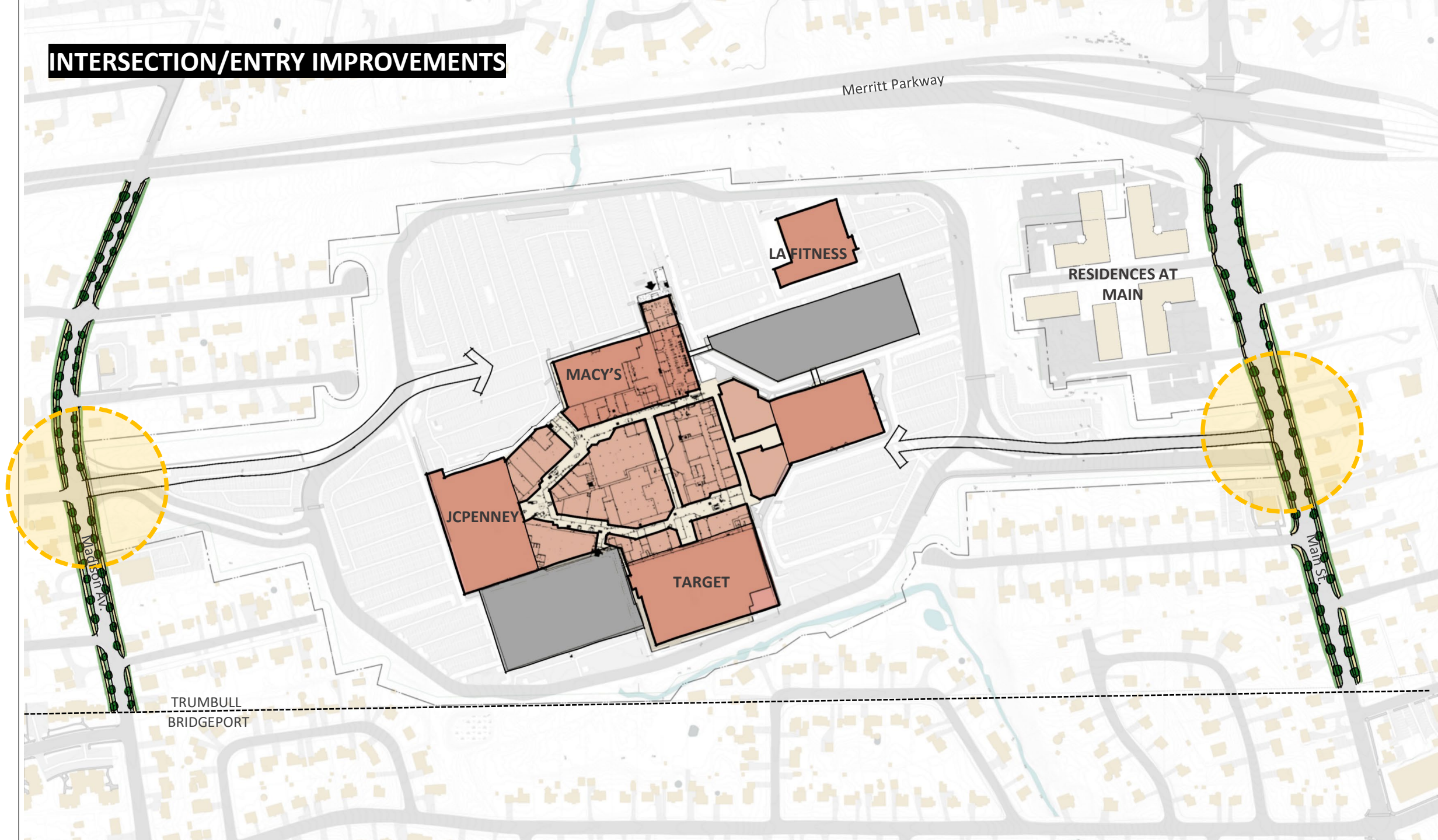


INTERSECTION/ENTRY IMPROVEMENTS: Main Street Entry Improved

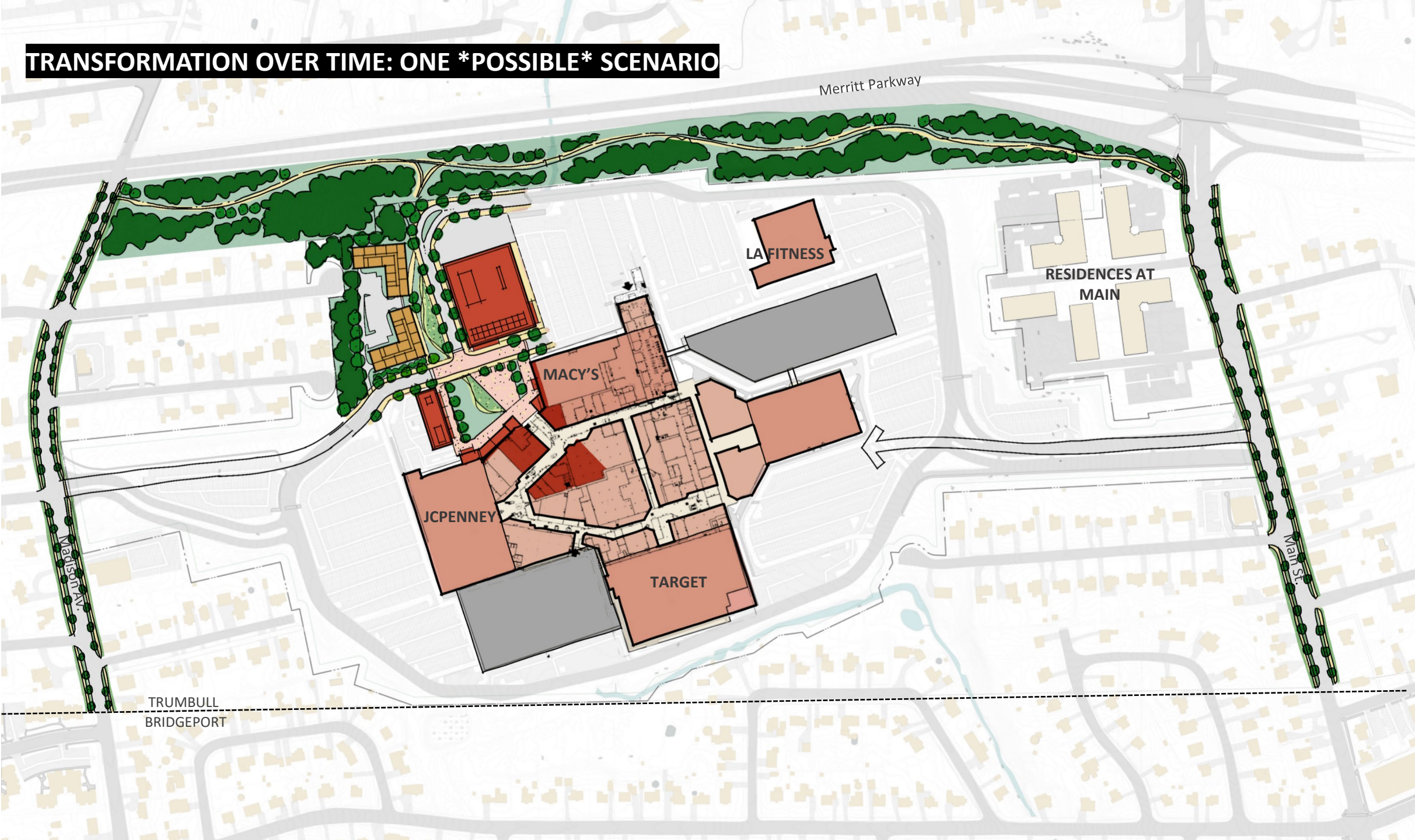




INTERSECTION/ENTRY IMPROVEMENTS

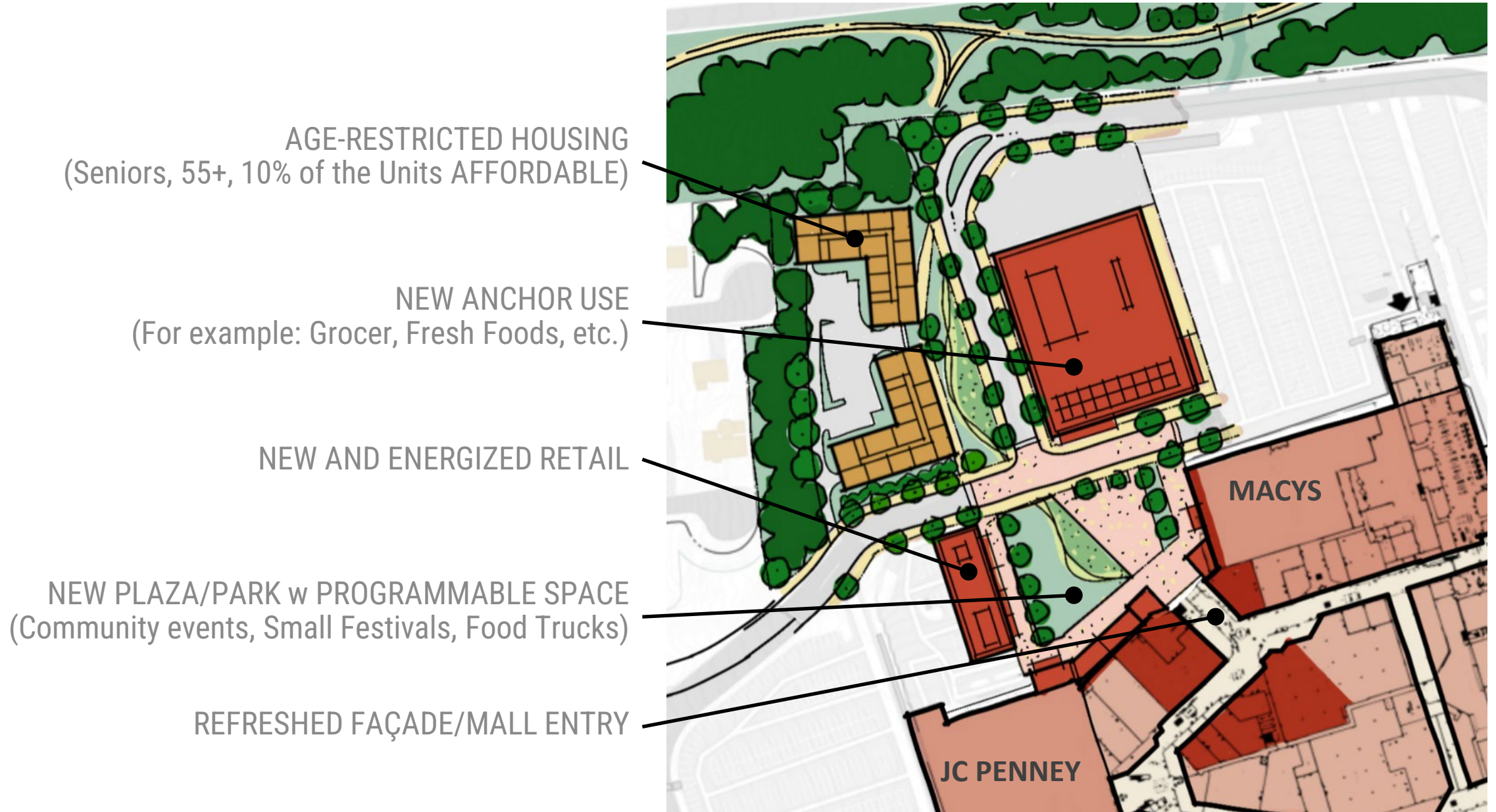


TRANSFORMATION OVER TIME: ONE *POSSIBLE* SCENARIO





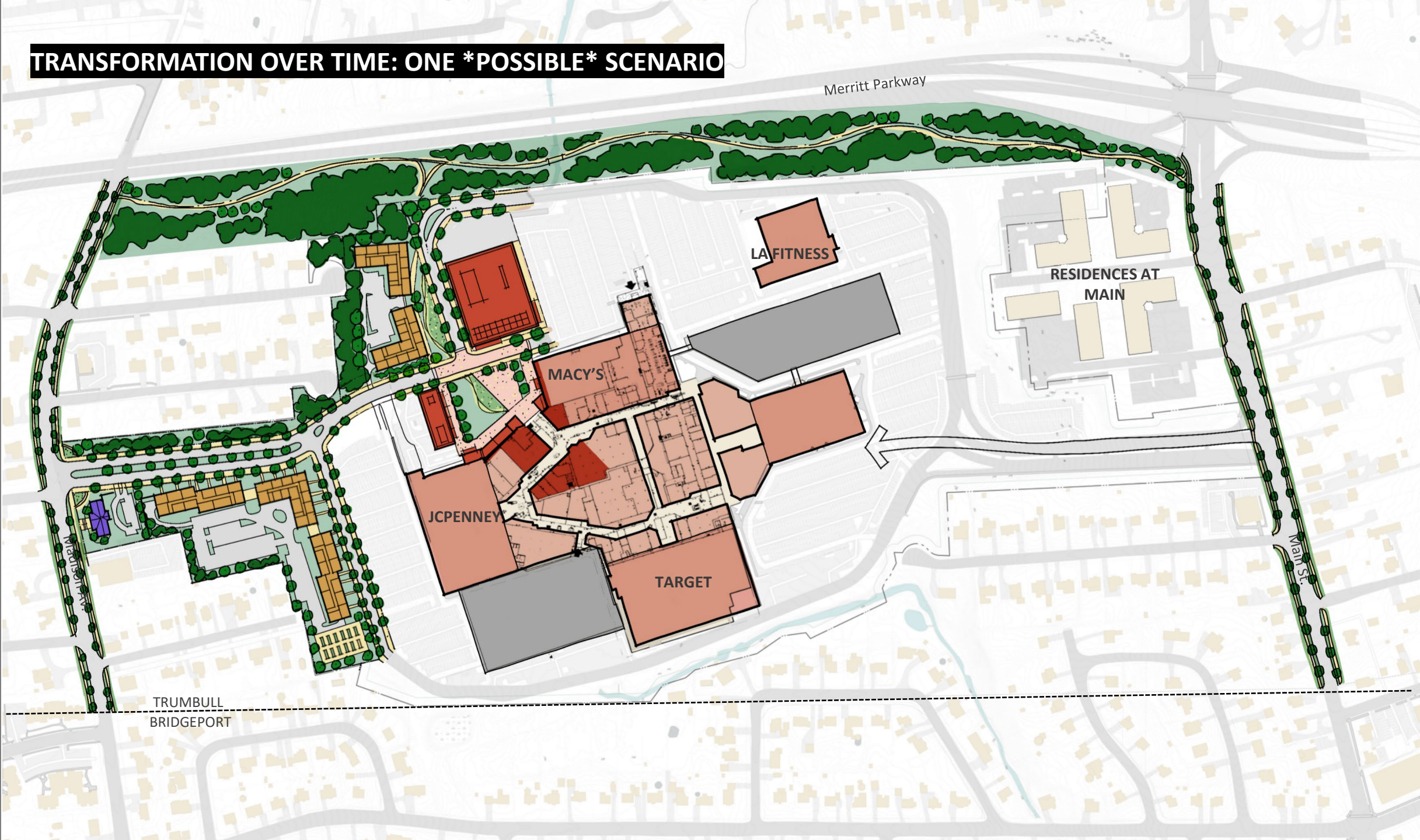
TRANSFORMATION OVER TIME: ONE *POSSIBLE* SCENARIO







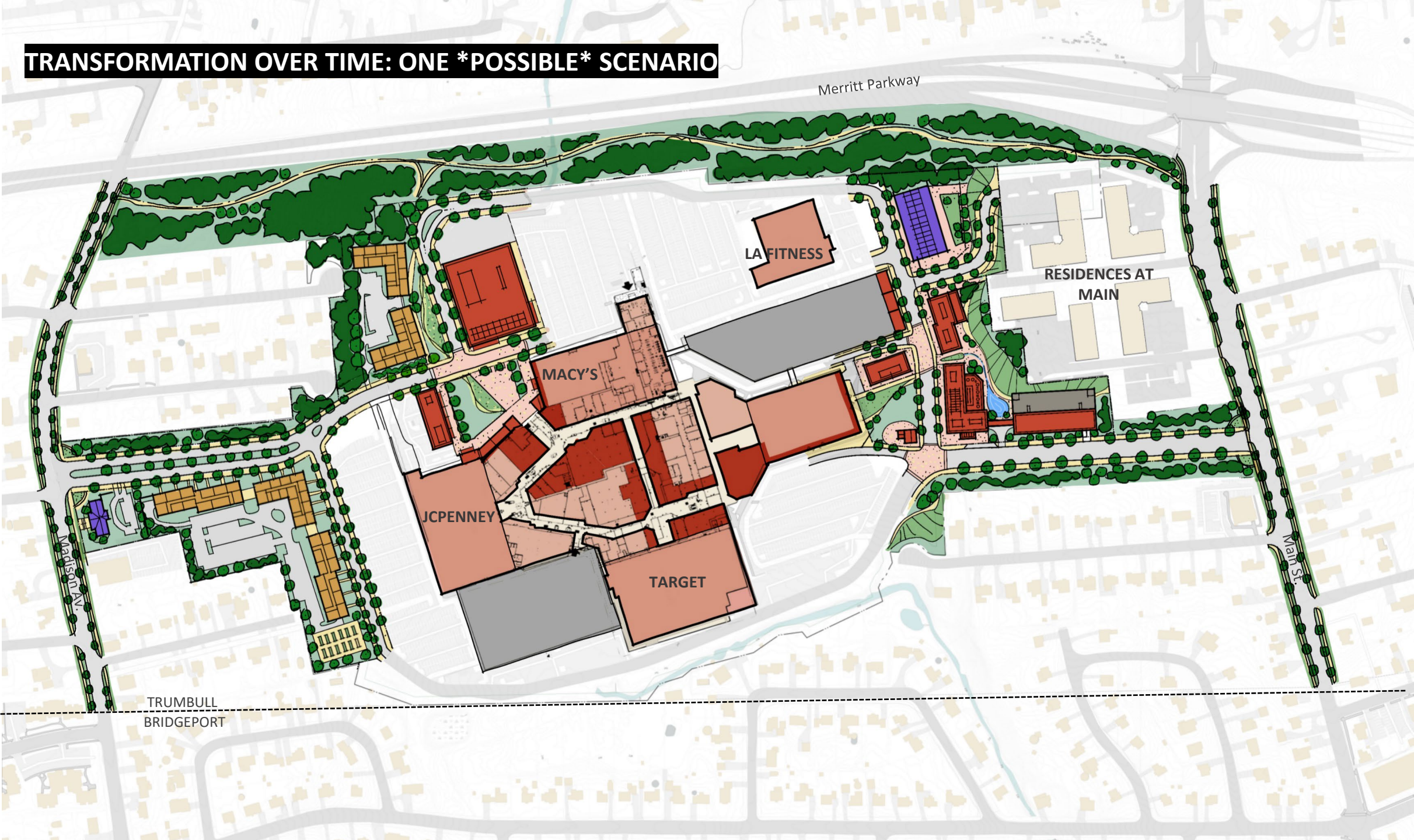
TRANSFORMATION OVER TIME: ONE *POSSIBLE* SCENARIO







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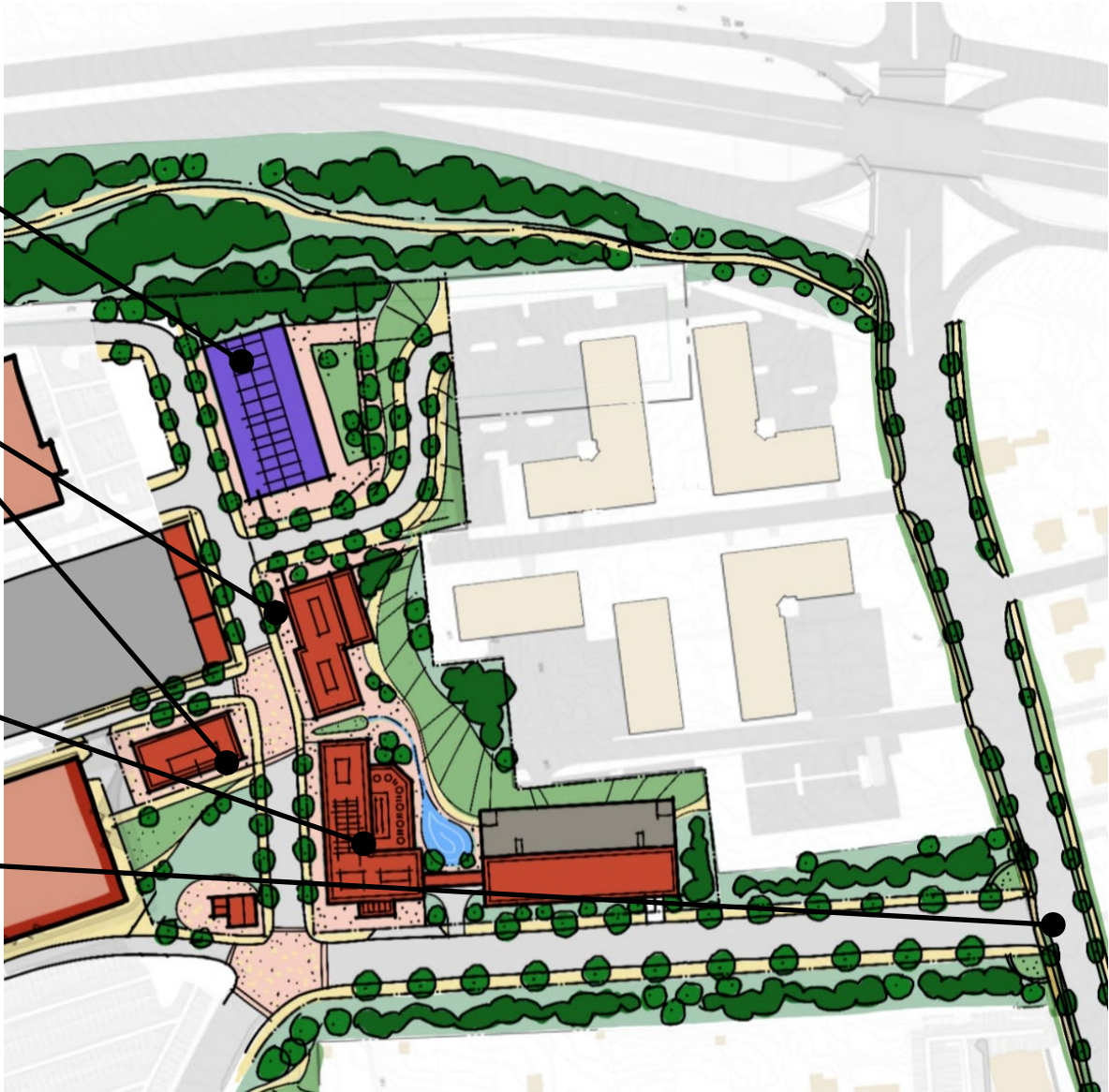
TRANSFORMATION OVER TIME: ONE *POSSIBLE* SCENARIO

RECREATION, COMMUNITY, INCUBATION

MIXED-USE, ACTIVE GROUND FLOORS
(Restaurants, Cafes, Sidewalk Dining)

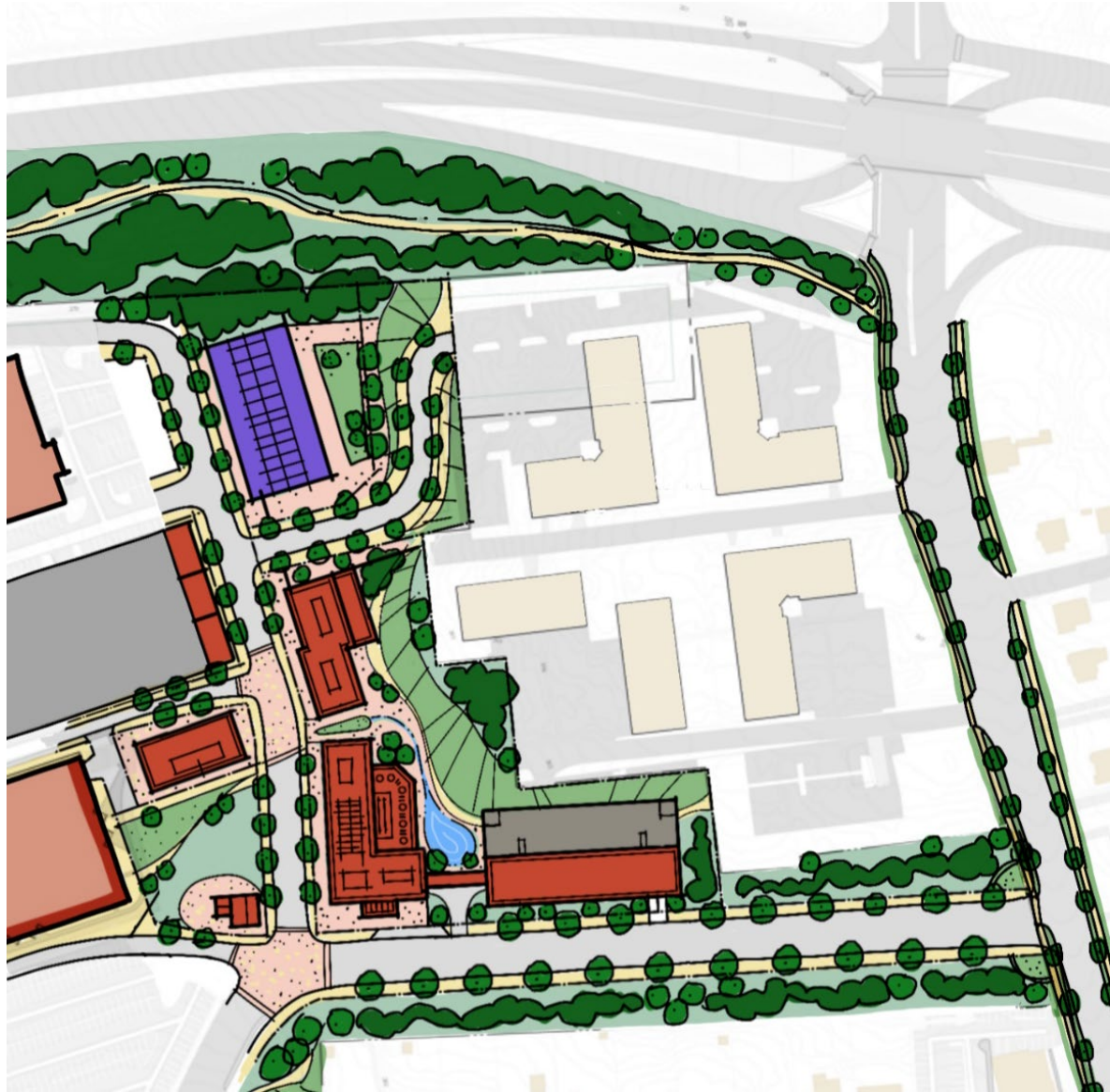
LIMITED SERVICE HOTEL

NEW ENTRANCE

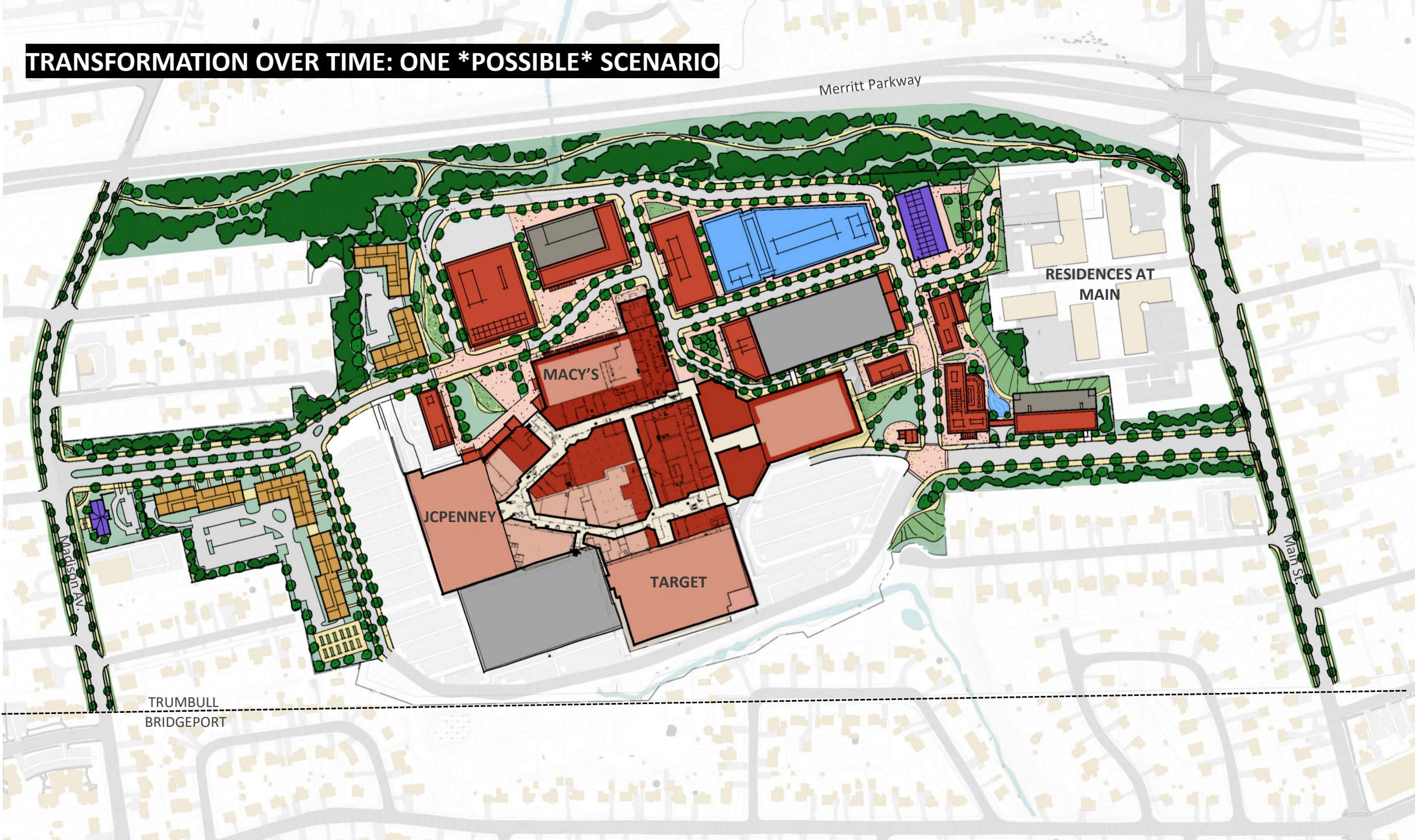




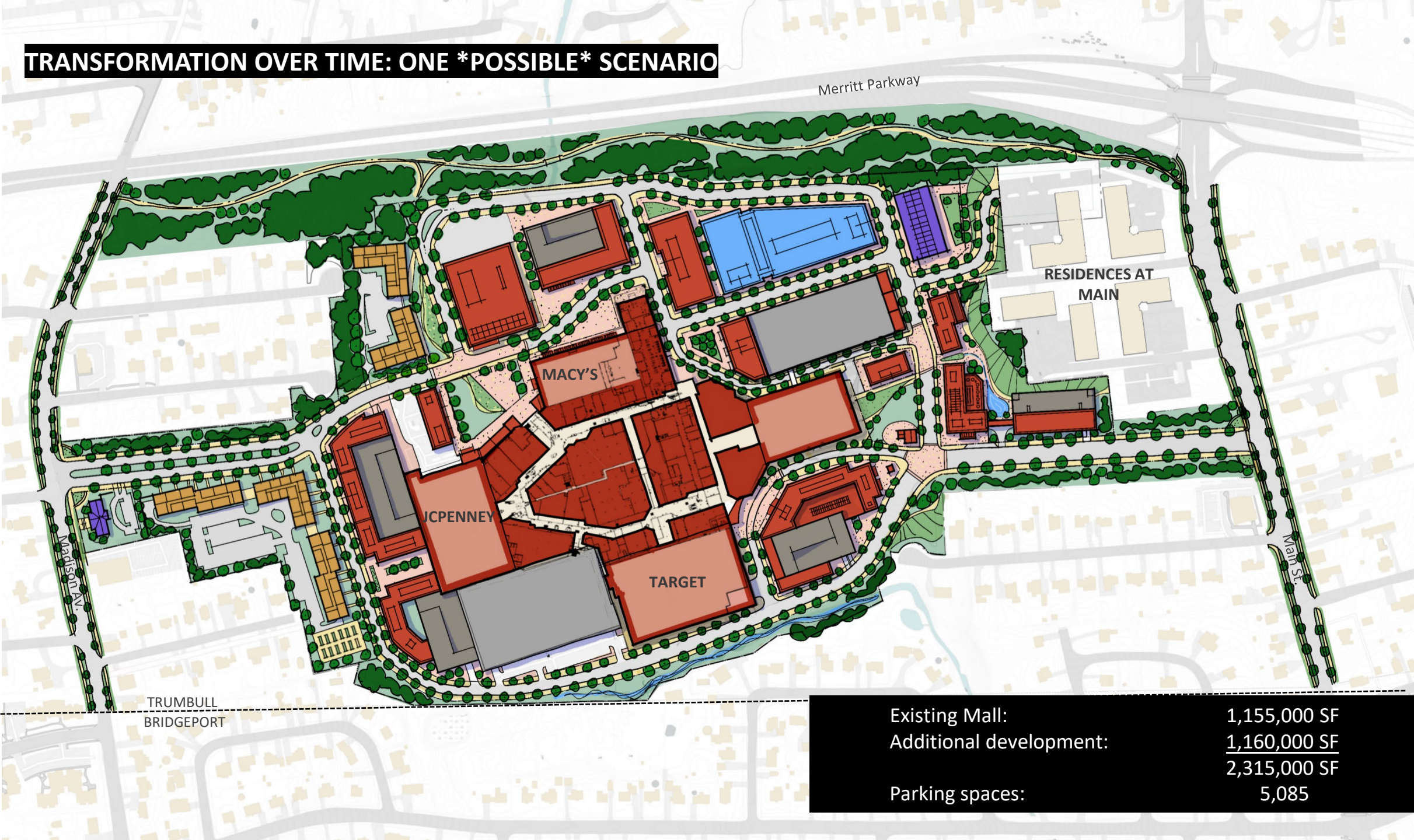
TRANSFORMATION OVER TIME: ONE *POSSIBLE* SCENARIO



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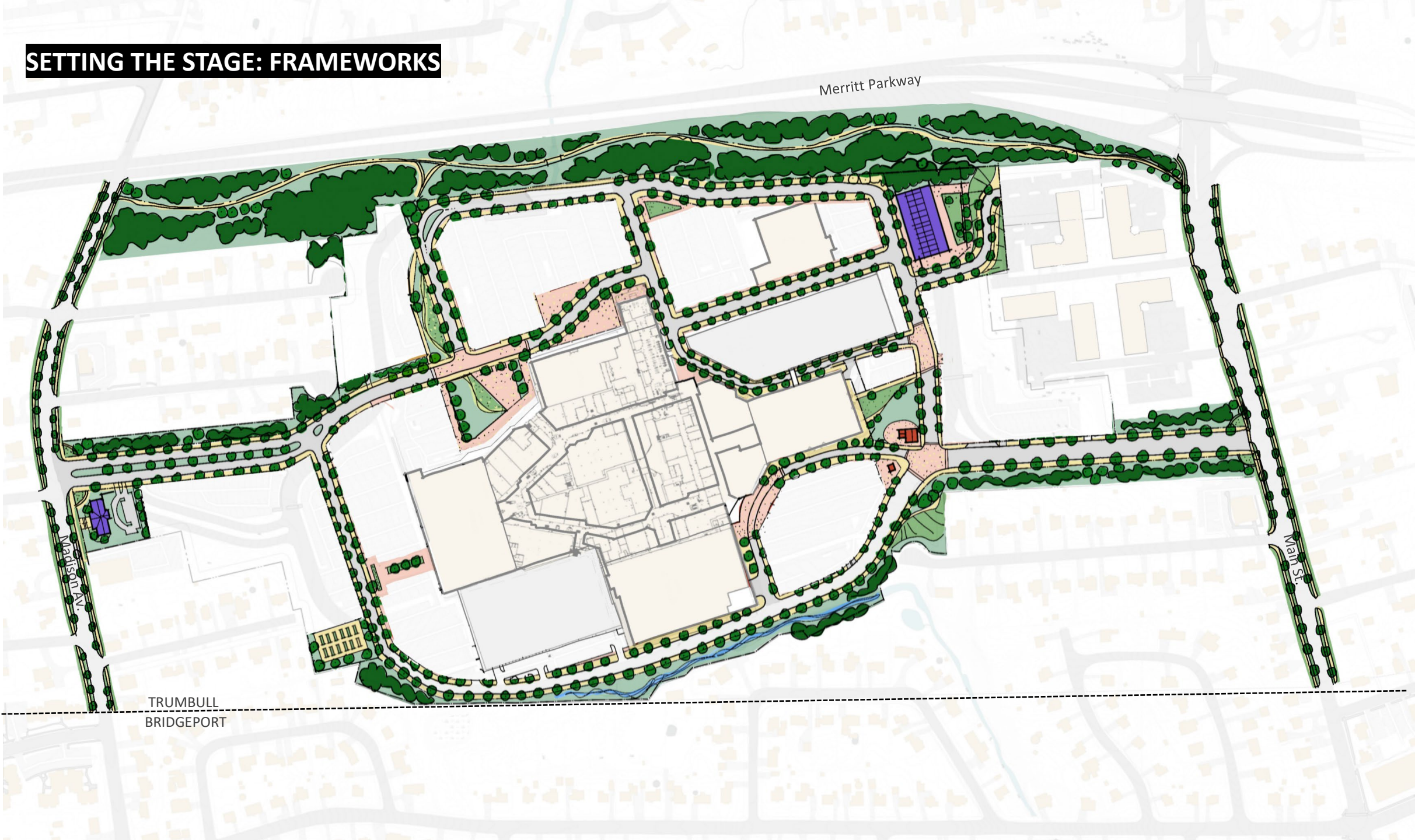


Existing Mall:	1,155,000 SF
Additional development:	<u>1,160,000 SF</u>
	2,315,000 SF
Parking spaces:	5,085

Setting the Stage for Success



SETTING THE STAGE: FRAMEWORKS





SETTING THE STAGE: CONNECTED TRAILS

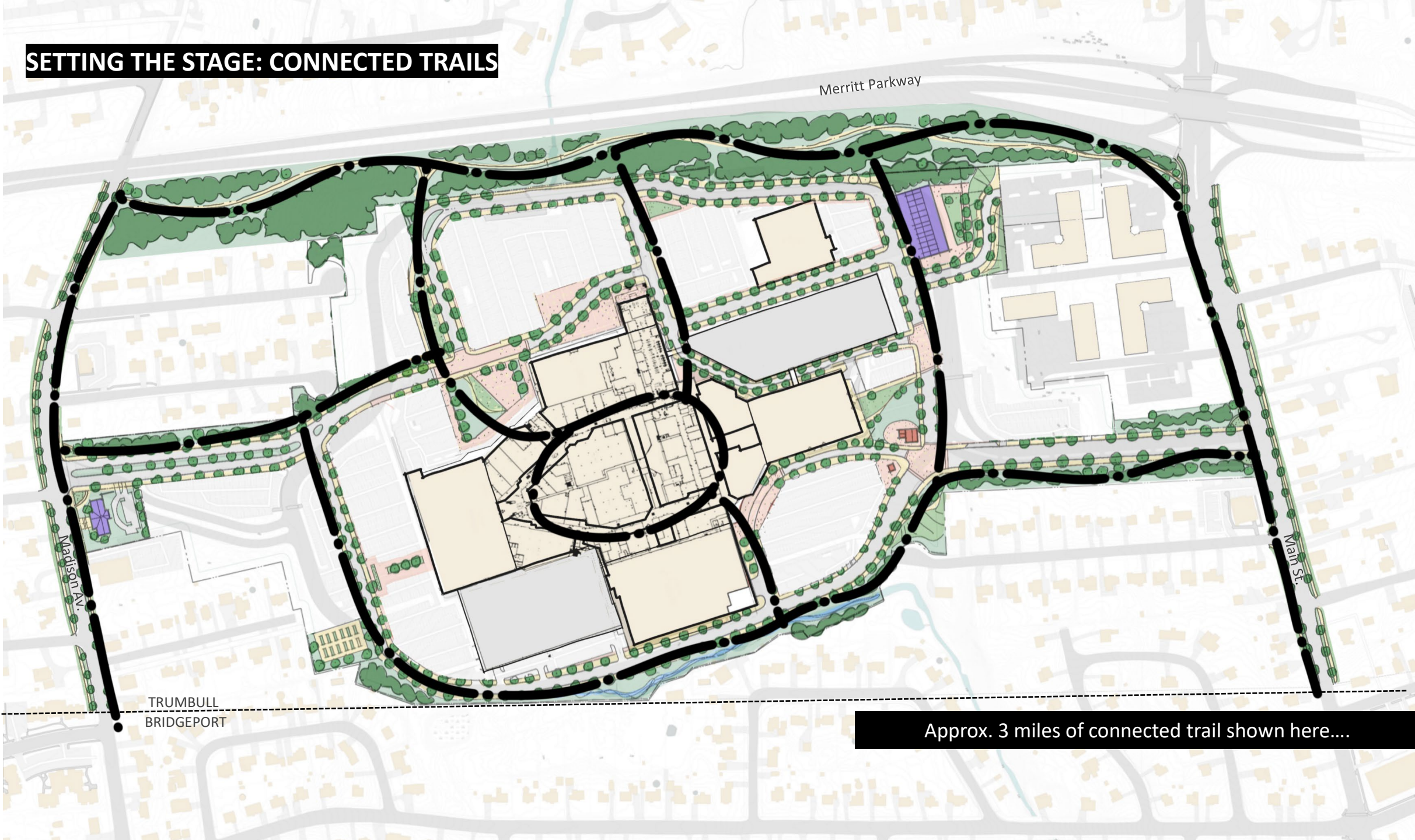


Through Nature/Woodland/Wetland



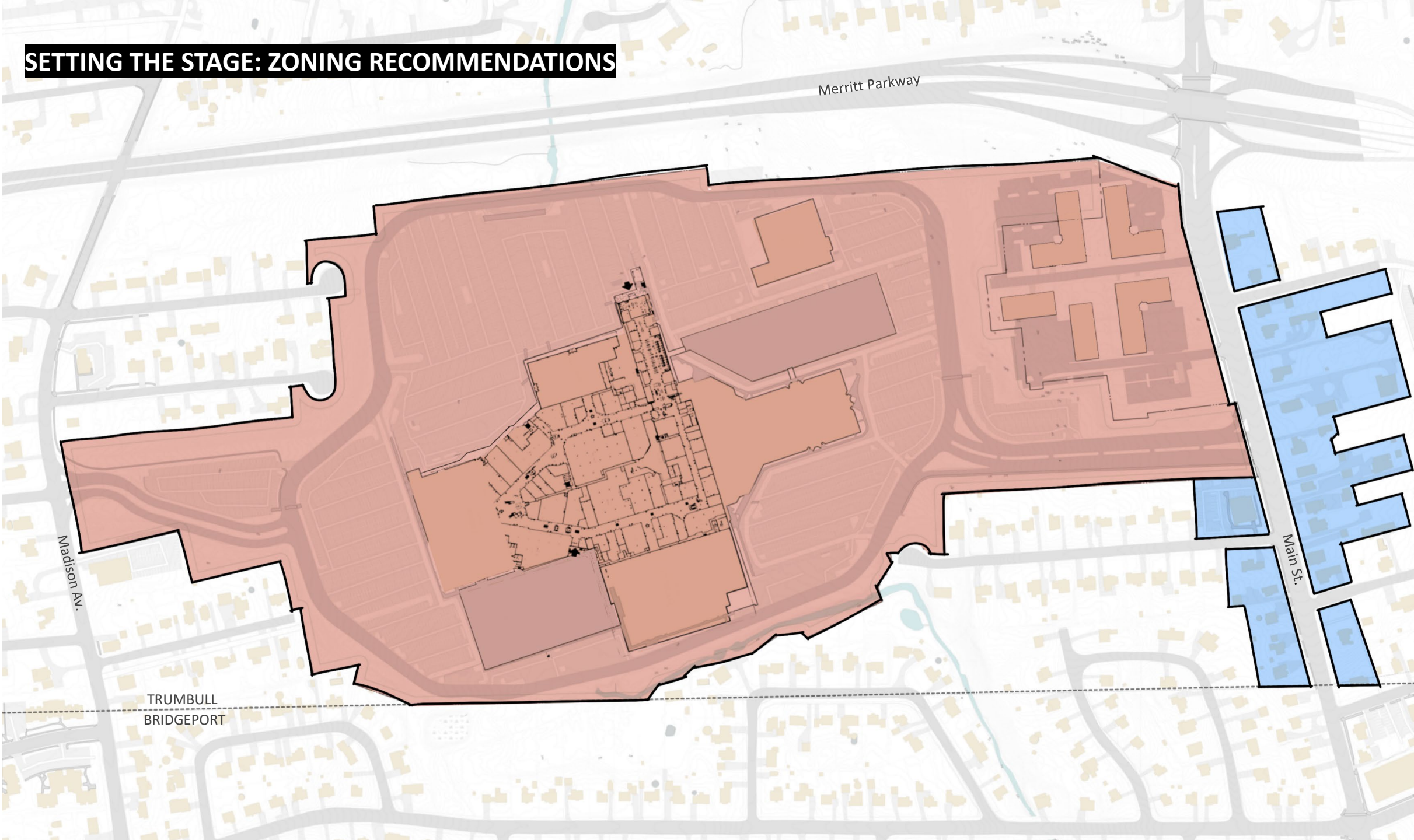
Through *Town*

SETTING THE STAGE: CONNECTED TRAILS



Approx. 3 miles of connected trail shown here....

SETTING THE STAGE: ZONING RECOMMENDATIONS





**Permitted by Special Permit*

ZONING RECOMMENDATIONS: Existing MDD Regulations

Mixed-Use Design District (MDD)

Permitted Uses:

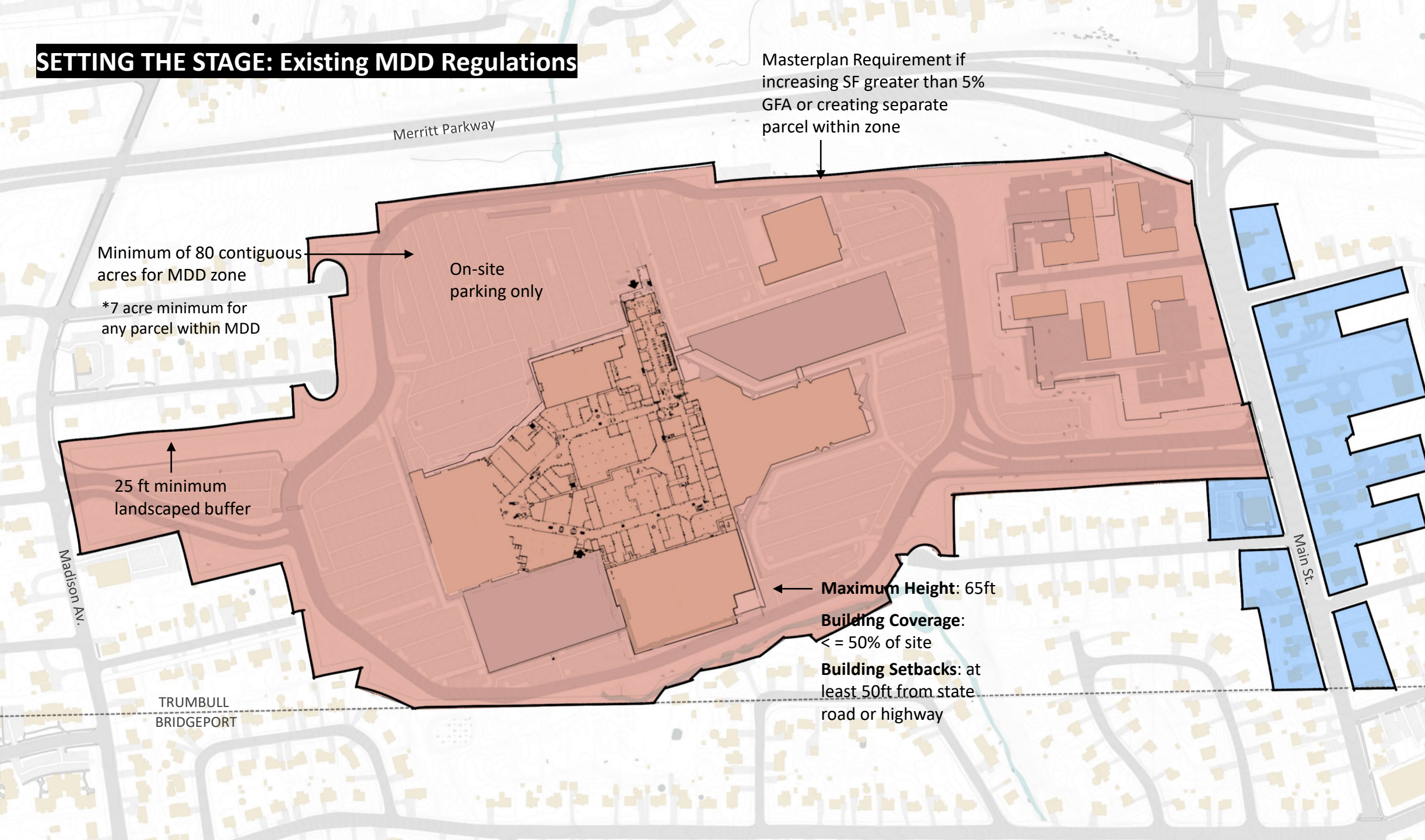
Retail business or service business or professional office
Bank and financial service
Restaurants, including outdoor dining
Personal service establishment
Movie or live theater

Indoor recreation + amusement
Hotels + conference centers
Multi-family residential developments*
Schools (private, occupational, educational facilities)
Gas stations with no vehicle repair*
New automobile showrooms

Art galleries and museums
Daycare centers
Brewpub restaurants
Regional medical centers, ambulatory surgery centers, hospitals, long or short-term medical care facilities

Regulatory Item	Requirement
Minimum Lot Size	80 contiguous acres for MDD zone; 7 acre minimum for any parcel within MDD
Building Coverage	< = 50% of total site
GFA	Shall not exceed 100% of total site
Impervious Cover	Maximum coverage of 85%
Maximum Height	65ft
Buffers	Minimum 25 feet landscaped buffer on property line abutting single family housing and public roads or highways
Building Setbacks	50ft minimum from state road or highway, provided that any portion of the building setback is 50-100ft from the state road or highway (secondary setback) shall be no greater than 95ft wide
Vehicular Access	At least 2 means of vehicular access to and from multi-family residential developments
Parking	No on-street parking permitted On-site parking requires 1 tree for every 20 off-street parking spaces not located within a parking structure Multi-family residential unit parking ratio is 1.9 spaces/unit
Masterplan Requirement	Required when increasing SF greater than 5% of existing GFA or when creating a separate parcel within the zone

SETTING THE STAGE: Existing MDD Regulations



Minimum of 80 contiguous acres for MDD zone

*7 acre minimum for any parcel within MDD

25 ft minimum landscaped buffer

On-site parking only

Masterplan Requirement if increasing SF greater than 5% GFA or creating separate parcel within zone

Maximum Height: 65ft

Building Coverage:

<= 50% of site

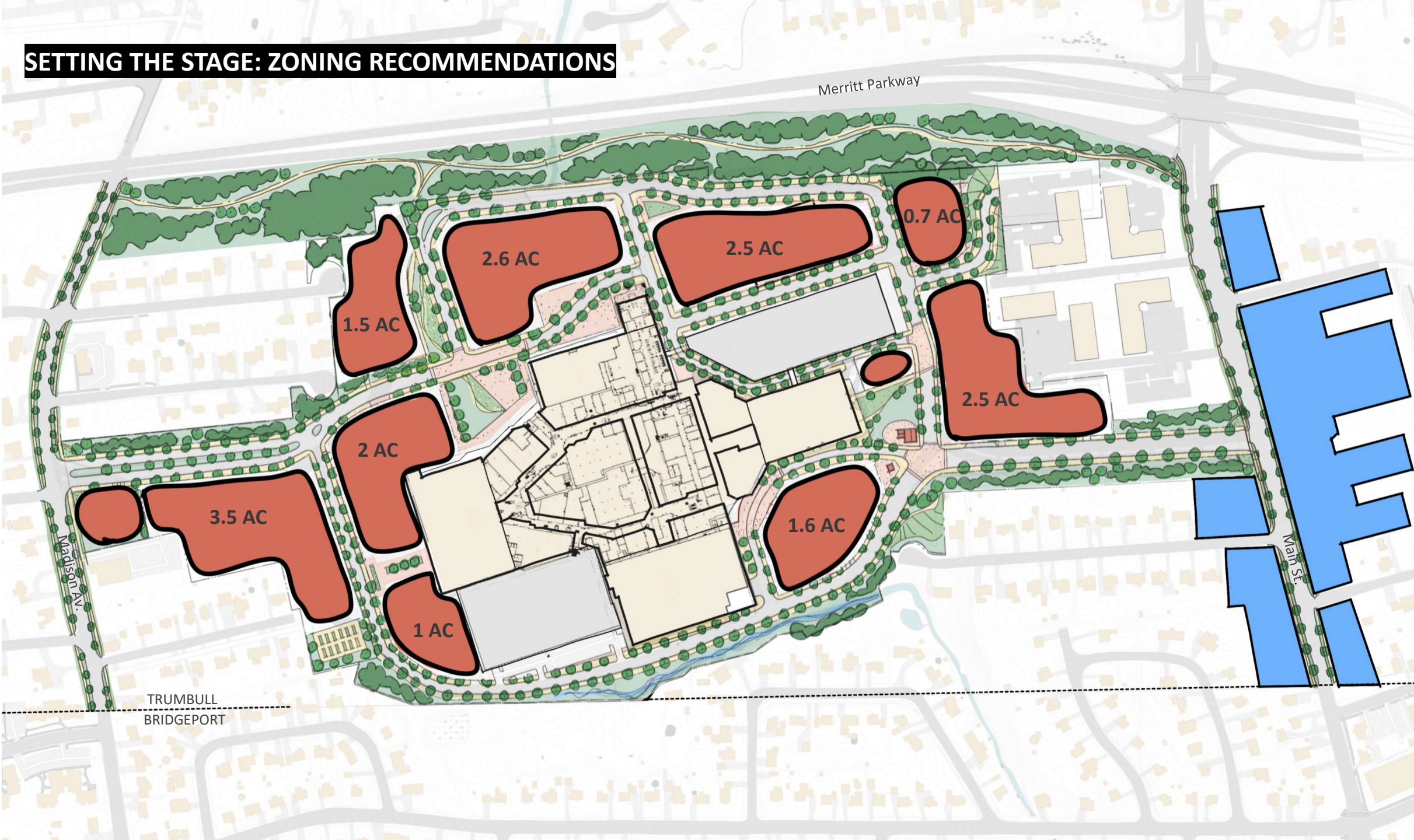
Building Setbacks: at

least 50ft from state road or highway

TRUMBULL
BRIDGEPORT

Main St.

SETTING THE STAGE: ZONING RECOMMENDATIONS



SETTING THE STAGE: MDD ZONING RECOMMENDATIONS

Mixed-Use Design District (MDD)

- Permitted Uses:**

 - Retail business or service business or professional office
 - Bank and financial service
- Restaurants, including outdoor dining
 - Personal service establishment
 - Age-Restricted Housing (Senior Housing)

Regulatory Item	Existing Requirements	Discussed Proposed Changes
Minimum lot size	80 contiguous acres for MDD zone; 7 acre minimum for any parcel within MDD	Reduce the minimum parcel size
Building Coverage	< = 50% of total site	
GFA	Shall not exceed 100% of total site	
Impervious Cover	Maximum coverage of 85%	
Maximum Height	65 feet	Evaluate Maximum Height/height of parking garages
Buffers	Minimum 25 feet landscaped buffer on property line abutting single family housing and public roads or highways	
Building Setbacks	50ft minimum from state road or highway, provided that any portion of the building setback is 50-100ft from the state road or highway (secondary setback) shall be no greater than 95ft wide	
Vehicular Access	At least 2 means of vehicular access to and from multi-family residential developments	
Parking	No on-street parking permitted Multi-family residential unit parking ratio is 1.9 spaces/unit	On-street parking restriction does not apply to private streets Reevaluate parking ratios Permit shared parking between commercial and residential
Masterplan Requirement	Required when increasing SF greater than 5% of existing GFA or when creating a separate parcel within the zone	This framework plan could be submitted as a masterplan for district

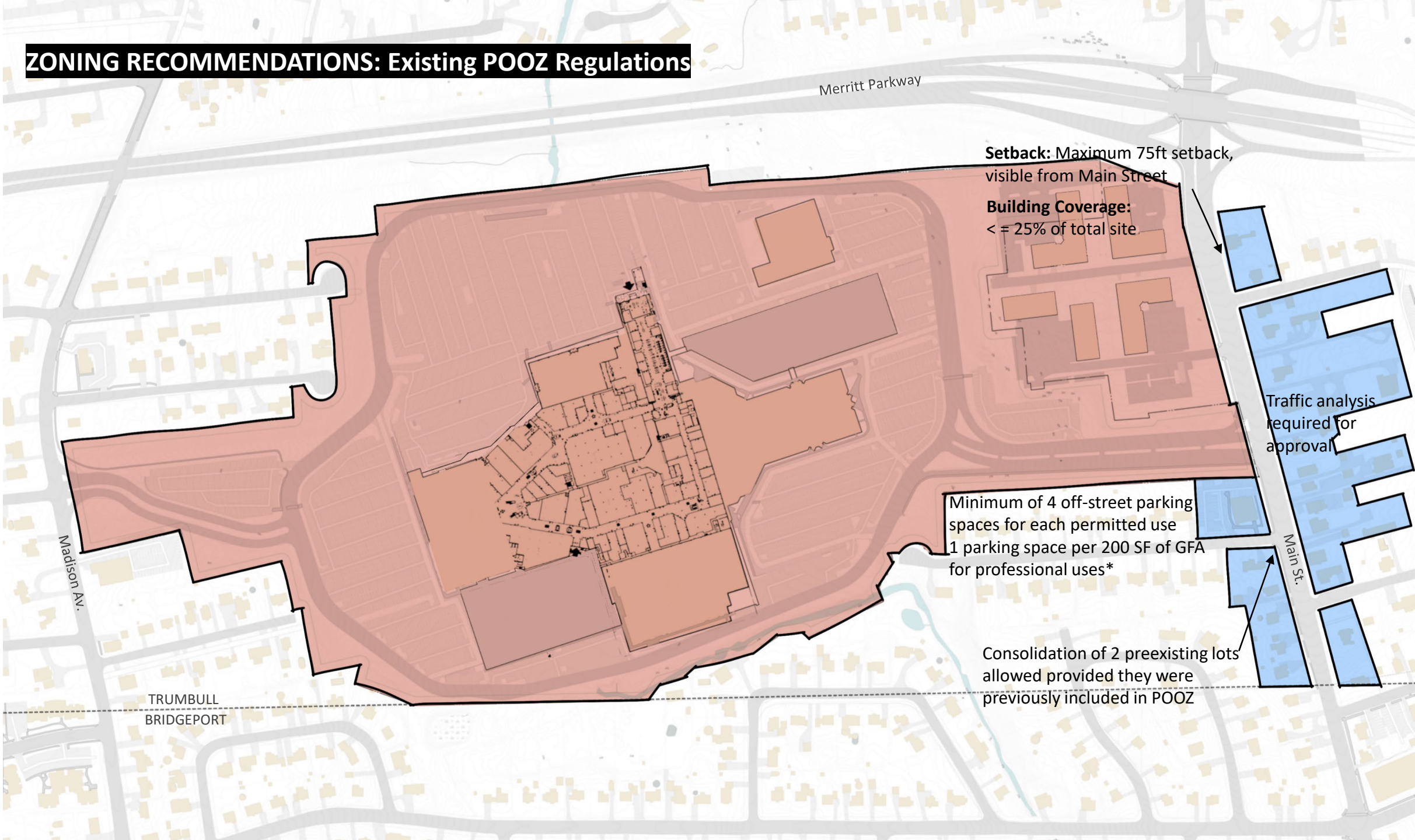
ZONING RECOMMENDATIONS: Existing POOZ Regulations

Professional Office Overlay Zone (POOZ)

Permitted Uses:	Medical Professional	Nurse Clinicians
Funeral Homes	Services	Insurance Agents
Attorneys at law	Registered Dietitians	Other professional offices
Accountants	Psychologists	
Architects	Family Therapists	
Engineers + Surveyors	Social Workers	

Regulatory Item	Requirement
Applicability	<p>New structure and the property it sits on will have the appearance of a residential property, and will be similar in character, height, size, scale, and have similar setbacks as the existing structures in the vicinity of the subject property</p> <p>Lots shall be limited in size to the larger of a). The size of the previous principal structure on the subject property or b). No more than 20% larger than the average size of the two residential structures adjacent to the subject property or the two located closest if property is located on a corner</p>
Lot consolidation	Consolidation of 2 preexisting lots is permissible provided they have both been previously included in the POOZ
Building Coverage	< = 25% of total site
Setbacks	Must be visible from Main Street with a 75 feet maximum setback
Parking	<p>Minimum of 4 off-street parking spaces for each permitted use</p> <p>1 parking space per 200 SF of GFA for professional uses</p> <p>Any parking space above 1/200 SF must use permeable pavement</p> <p>Parking lots should be able to connect, unobstructed, to existing or future parking lots on adjacent parcels</p>
Traffic Analysis	Approval of application requires a traffic/access/parking analysis
Other	Owner of a property approved for professional office use in POOZ may live in and/or operate a professional office on the subject property

ZONING RECOMMENDATIONS: Existing POOZ Regulations



SETTING THE STAGE: POOZ ZONING RECOMMENDATIONS

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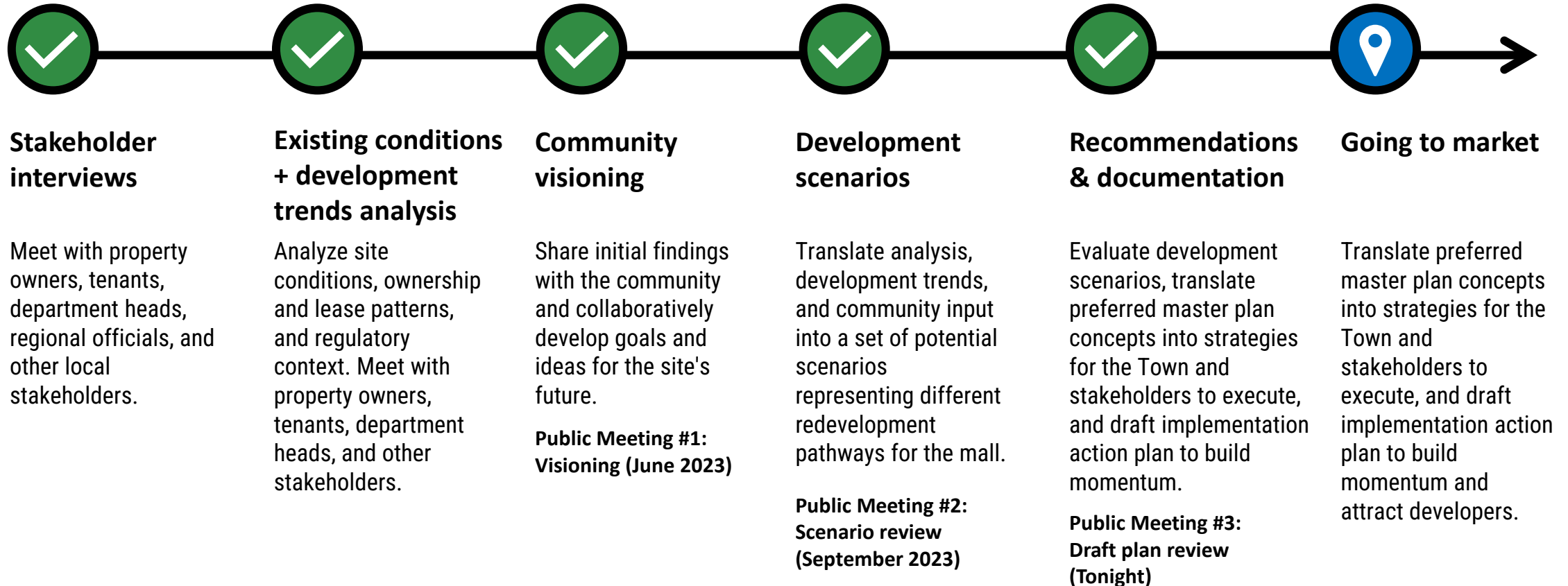
Regulatory Item	Requirement	Discussed Proposed Changes
Applicability	New structure and the property it sits on will have the appearance of a residential property, and will be similar in character, height, size, scale, and have similar setbacks as the existing structures in the vicinity of the subject property Lots shall be limited in size to the larger of a). The size of the previous principal structure on the subject property or b). No more than 20% larger than the average size of the two residential structures adjacent to the subject property or the two located closest if property is located on a corner	
Lot consolidation	Consolidation of 2 preexisting lots is permissible provided they have both been previously included in the POOZ	Remove limit, but maintain the requirement to have been previously in the POOZ
Building Coverage	< = 25% of total site	Consider an increase to 50%
Setbacks	Must be visible from Main Street with a 75 feet maximum setback	
Parking	Minimum of 4 off-street parking spaces for each permitted use 1 parking space per 200 SF of GFA for professional uses Any parking space above 1/200 SF must use permeable pavement Parking lots should be able to connect, unobstructed, to existing or future parking lots on adjacent parcels	Shared parking provision
Traffic Analysis	Approval of application requires a traffic/access/parking analysis	
Other	Owner of a property approved for professional office use in POOZ may live in and/or operate a professional office on the subject property	

Planning Process: Next Steps

Next Step!!!

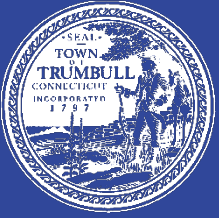
Phase 1

Phase 2



Questions?





Trumbull Mall Area Market Feasibility & Land Use Study