



# City of Waterbury

## Plan of Conservation and Development 2015-2025



Adopted November 5, 2015  
WITH REVISIONS THROUGH SEPTEMBER 14, 2016

Waterbury City Plan Commission

with assistance from



The 2015-2025 Waterbury Plan of Conservation and Development was adopted in its entirety on November 5, 2015.  
Subsequent amendments are described below:

<b>ID</b>	<b>DATE</b>	<b>AMENDMENT</b>	<b>PAGES</b>
1	September 14, 2016	Incorporation of Sanitary Sewer Service Area Map adopted by the WPCA on March 22, 2016	Part 1: 20,22 Part 2: 205

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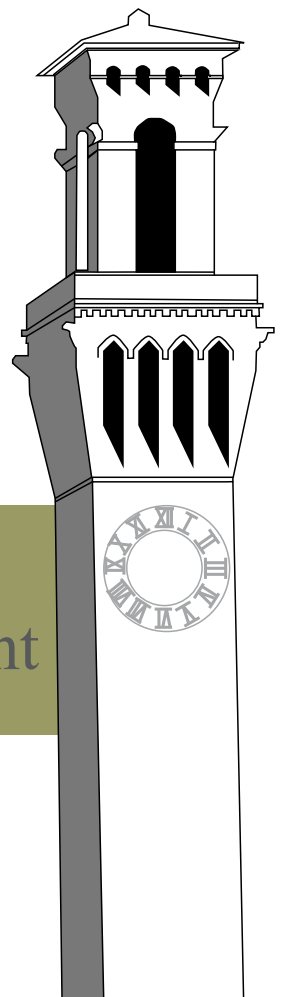
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*2015*



# City of Waterbury

Plan of Conservation and Development

**Part I. Vision, Goals, Policies,  
and Recommendations**





*Chase Municipal Building*

# 1. INTRODUCTION

Waterbury is a vibrant city that is the geographic, economic, cultural, and population center of the Naugatuck Valley. It is a city of neighborhoods, with many residents boasting community ties that go back for generations. These distinct neighborhoods are diverse and well preserved, with an active citizenry that comprises some of the most active neighborhood organizations in the state. Waterbury has a rich and significant history that draws on the city's origin as a riparian settlement in the seventeenth century, its growth as an industrial powerhouse during the nineteenth century, and its evolution into a modern residential and commercial city today. This firm foundation of cultural richness has created a prominent and distinct community with ties that branch out to all the world but whose residents embody a distinct pride in the city they call home.

Part of this pride is an ongoing pursuit of improvement. Like many American cities, Waterbury encountered economic adversity during the housing market decline and recession in the late 2000s, and it continues to work through some of those difficulties. Additionally, residents and workers want to see additional improvements on specific transportation and infrastructure projects and municipal services. These stakeholders, and the city government that supports them, want to know what paths lie ahead for the city and what decisions will ensure Waterbury's success in the coming decades. This "Plan" represents the best efforts of the city and its residents, businesses, and other stakeholders to determine the path toward Waterbury's best possible future and what actions must be taken to bring about those possibilities for the city.



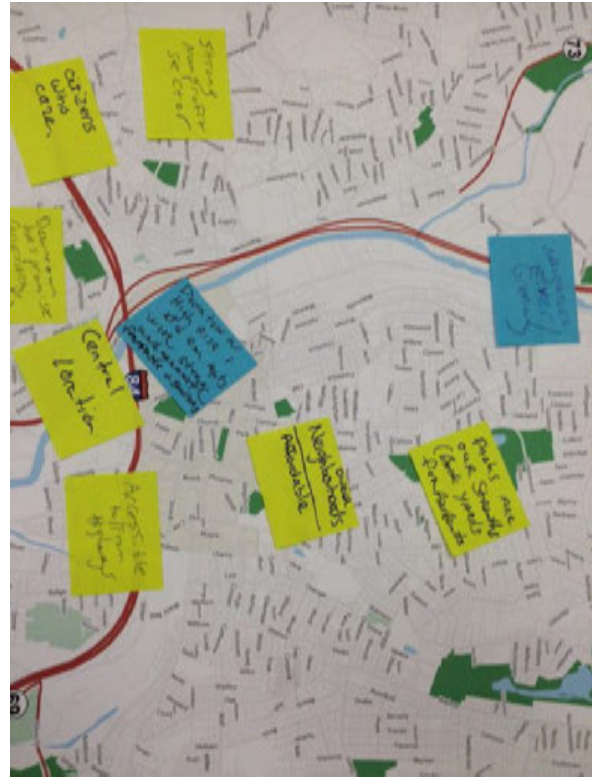
### **WHAT IS A PLAN OF CONSERVATION AND DEVELOPMENT?**

A Plan of Conservation and Development is the official statement from a municipality setting forth its goals and aspirations for the future land use, development, and environment of the community. Typically, these plans include information about current housing stock, utilities, roads, parks and recreational facilities, natural features, and other valuable resources as well as strategies for how those features should be improved or maintained in future years. Chapter 126, Section 8-23 of the Connecticut General Statutes requires that a city's planning commission "prepare, adopt and amend a plan of conservation and development for the municipality." The recommendations of such a Plan are drawn from data, independent analysis, and community and government knowledge and goals and convey broad ideas about future development, conservation efforts, and the improvement of the city over the next decade and beyond. The Plan is intended to direct both public and private development, embodying not only a long-term community vision but also acting as a guide to short-term decision making. Maintaining a current and relevant Plan is important because all of the land use and development decisions made in a municipality should be consistent with its Plan of Conservation and Development.

### **PLAN DEVELOPMENT PROCESS**

In the fall of 2013, the Waterbury Development Corporation in conjunction with the City Planning Department began working with the City Plan Commission to update the Plan of Conservation and Development. A consultant was hired to help prepare baseline planning documents. Similar to the previous Plan, initial efforts focused on creating 10 community assessment reports, each covering a particular planning topic. These reports included the following:

- Demographics and Housing
- Existing Land Use
- Natural Resources
- Zoning and Buildout
- Transportation
- Economic Development
- Cultural and Historic Resources
- Neighborhoods
- Community Facilities
- Parks, Recreation, and Open Space



*As part of the Plan development process, two public workshops were held. Residents provided valuable insight into the city's strengths, weaknesses, and opportunities. This information was used to develop policy recommendations in the Action Agenda.*

The project team met with city staff, boards and commissions, and department heads and solicited public comment through a variety of mediums. An



online community survey was taken by approximately 200 people, providing insight into the needs and priorities of city residents, workers, and businesses. Similarly, two planning workshops were conducted during the summer of 2015. The variety of input from residents, city staff, elected officials, and stakeholders was instrumental in developing a community vision for the next 10 years.

There are four themes that guide this Plan. They are as follows:

1. Advance downtown's role as the region's center for commerce, culture, and city living.
2. Preserve Waterbury's built character and the natural environment.
3. Improve community facilities and enhance mobility.
4. Preserve and promote livable and sustainable neighborhoods.

These themes are addressed throughout the Plan of Conservation and Development and serve as the organizing structure for the goals and implementation strategies.

**PLAN OF CONSERVATION AND DEVELOPMENT IMPLEMENTATION**

To facilitate the implementation of the recommendations contained in this Plan of Conservation and Development, an Action Agenda and an Implementation Plan are included at the end of Part 1 of the Plan. The Action Agenda was formed as a result of the public participation process. It identifies goals, objectives, recommendations, and actions that the lead agencies proposed for implementation and the time frame for implementation.

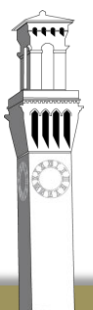
The lead agency is the agency that, by the nature of its mission and authority, is the logical party to spearhead the implementation of a particular proposal. Many proposals will of course involve multiple agencies, including many not listed in the implementation Plan. The nature of the activity required of a lead agency will vary depending on the type of recommendation. Some activities involve budget commitments and capital expenses while some require advocacy and

promotion while others call for administrative action.

Time frames are defined as ongoing, short term (1 to 3 years), mid-term (4 to 6 years), and long term (7 to 10 years). Many of the short-term items may already be scheduled into the city's Capital Improvement Program or may be activities and policies that are in place and need to be continued. Some short-term recommendations may have evolved as part of the planning process and need to be inserted into the Capital Improvement Program.

Mid-term and long-term activities are considered important but placed "down the road" in recognition of the fact that limited resources are available both in terms of time and money to implement the Plan. Mid-term and long-term capital projects may also require some intermediate planning and design activity before project implementation can take place.

**The Plan Development Process**



## HOW TO USE THE PLAN

This Plan is not intended to be a static blueprint but rather a set of comprehensive and general guidelines for future development decisions that can be dynamically applied to specific proposals and initiatives. Since the Plan is comprehensive, a literal interpretation of one section of the Plan may reveal an inconsistency with other objectives. Thoughtful compromise is necessary. To determine conformance with the Plan, a user is required to balance competing planning goals in the light of the realities of a specific proposal in a precise location.

Part 1 of the Plan should be considered the primary focus for every user attempting to determine the conformance of any proposal because it contains the Plan's recommendations, the Action Agenda, and Future Land Use Plan. The Action Agenda is comprised of four major themes with accompanying goals, objectives, and strategies. The Future Land Use Map is also located in Part 1 and provides recommendations for the most appropriate locations of and relationship between major land uses and conservation priorities. The Future Land Use chapter in Part 1 is an integral component of the map and provides descriptions of the desired uses of each future land use category. When using the Future Land Use Map, the user must realize that sharp and distinct boundaries often do not always exist because of the general nature of the Plan. Each specific proposal must be evaluated within the context of its immediate surroundings to adequately determine conformance. Site visits are often necessary to understand how well a proposal conforms to the Plan. Proposals should be evaluated for conformance by assessing how well the initiative or proposal fits within, or detracts from, the framework of themes, goals, and objectives presented by the Action Agenda as well as how well the proposal is located relative to the Future Land Use Map.

Part 2, while not essential for determining conformance of a specific proposal, has analysis, background information, and supporting data for a variety of topics, including land use, demographics, transportation, economic development, and natural resources. Ongoing

initiatives described in Part 2 should be considered in conformance with the Plan.

Since the City Plan Commission is charged with the duty of preparing and amending the Plan, it is in a unique position to assess conformity. Under CGS Sec. 8-3a, all zoning amendments are required to be referred to the Commission for a "Finding of Consistency." The Commission will extend the opportunity to other interested parties to apply to the Commission for a formal "Finding of Consistency" for any type of proposal or initiative.

## 10 YEARS IN REVIEW

Waterbury has undergone substantial changes since the last Plan of Conservation and Development was adopted in 2005. Like the rest of the state and nation, the Great Recession and housing market crash of the late 2000s had significant impacts on the daily lives of Waterbury residents. After several years of economic stagnation and a weak housing market, the city has seen a gradual recovery. These events serve as a reminder that while planning and decision making at the local level is important, Waterbury is also dramatically influenced by state, national, and global policies that are beyond its control.

Despite economic volatility in years following the Plan of Conservation and Development's adoption in 2005, significant progress has been made over the last decade. Perhaps no project has made as much progress as the Naugatuck River Greenway. Since 2005, the Naugatuck River Greenway has evolved from an idea to a reality. Final design for Phase I of Greenway is nearing completion, and preliminary design for Phase II has been completed. The proposed 44-mile-long greenway has also made progress regionally, with segments in Derby, Ansonia, Seymour, Beacon Falls, and Naugatuck completed in the last decade.

The Waterbury Active Transportation and Economic Resurgence (W.A.T.E.R.) Project is a multifaceted mobility enhancement project that is part of a larger ongoing initiative to revitalize the city's landscape. This integrated system of active transportation improvements will ultimately include a downtown riverfront trail, a reconstructed and expanded street network, and an integrated system of pedestrian/bicycle

improvements that will connect to the train station and riverfront downtown. The project will be funded by a \$14.4 million TIGER VI (Transportation Investment Generating Economic Recovery) grant awarded in 2014.

Waterbury Next is an ongoing project spearheaded by the State of Connecticut that will facilitate large-scale city improvements. The state has pledged over \$20 million to Waterbury to improve transportation options, purchase properties, and renovate existing facilities. The project includes signalization improvements on the Waterbury Branch Rail Line (\$6 to \$7 million), the redevelopment of the historic Howland Hughes building (\$5 million), infrastructure improvements (\$4 million), the demolition of the Prospect Street Garage (\$1.2 million), conversion of the upper floors of the Brown Building into apartments (\$5 million), and acquisition of the Anamet site and Rose Hill campus (\$1 million each).

Another byproduct of the 2005 Plan has been substantial modifications to the city's zoning regulations. Some of the changes that have occurred since the last Plan include the following:

- A RS-12 district with a 12,000-square-foot minimum lot size was created in the city's low-density outer neighborhoods.
- The Limited Industrial (IL) district was added to the zoning regulations, underutilized industrial areas. The IL zone allows more commercial development than other industrial zones.
- The Central Business District (CBD) zone was expanded to include the Freight Street District and the area around St.

Mary's Hospital. The Brass Mill Center mall was rezoned to a more appropriate Arterial Commercial (CA) zone.

- Maximum impervious cover standards were developed for all zones except the General Industrial (IG) and CBD zones.
- Most special exception uses were replaced by special permit, streamlining the application process.
- Parking standards were modified in several districts. Minimum parking requirements were removed from the CBD altogether.

### ***VISION STATEMENT***

Over the next 10 years, Waterbury will offer a high quality of life within walkable, higher density neighborhoods that contain a mixture of land uses and include housing opportunities affordable to most households. These households should represent a variety of income levels and be located in energy-efficient structures that are designed and arranged to create a sense of place within environmentally sensitive developments. These developments should be built on less land, utilize existing well-maintained infrastructure, and take into consideration the capacities of existing public facilities. These neighborhoods will be served by multiple modes of transportation, including walkways, bikeways, and public transit and will be located in close proximity to preserved open space. There will be sufficient economic activity to provide employment opportunities for persons of varying skill and educational levels while generating enough municipal revenue to keep tax rates reasonable.







*The Palace Theater in Downtown Waterbury*

## 2. FUTURE LAND USE PLAN

The Future Land Use Plan illustrates the proposed pattern of conservation and development for the City of Waterbury. It recommends the most appropriate locations for and relationships between major land uses, including residential, commercial, industrial, and mixed-use development as well as conservation priorities. The Future Land Use Plan is both a narrative and graphic presentation of the city's vision for the future.

The development of the Future Land Use Plan focuses largely on existing land use and development patterns, environmental and natural features, physical features, current and potential zoning designations, and planning analysis conducted as part of the overall drafting of the Plan of Conservation and Development. As a result of the public workshops and community survey, the desires and visions of citizens and community stakeholders were also incorporated into the final "Plan."



## **INTRODUCTION**

As a community that is largely built out, the majority of Waterbury's land not designated as open space or containing environmentally sensitive areas has already been developed. Most of the remaining developable land is located in fringe neighborhoods such as Bucks Hill, Bunker Hill, and East Mountain and is zoned primarily for low-density residential uses.

Recognizing that Waterbury has limited potential for new development on vacant land, this Plan emphasizes the importance of redeveloping underutilized or vacant properties into higher tax-generating uses, particularly commercial and industrial properties. Located adjacent to downtown and the city's most important transportation assets (Interstate 84, Route 8, Metro North, and the future Naugatuck River Greenway), the Freight Street District offers the most significant redevelopment opportunity over the next decade.

In order to support and protect the quality of life envisioned as part of Waterbury's future, a balance between development, the conservation of open space and natural resources, and the preservation of the city's historical and cultural resources is necessary. This chapter presents two conservation strategies that the city can use to protect its most environmentally sensitive areas and expand access to open space for residents.

## **RELATIONSHIP BETWEEN FUTURE LAND USE PLAN AND ZONING**

The Future Land Use Plan presents an overall vision of the types and locations of different land uses throughout the city. It provides an overview of the types, densities, and locations of different land uses and provides a basis for potential zoning changes. The Future Land Use Plan differs from the city's zoning regulations in that it is meant to inform and guide, not regulate, future development. Key to successful future development is the creation of zoning regulations, design guidelines, and implementation strategies that explicitly outline and promote Waterbury's Future Land Use vision. After the Plan of Conservation and Development is adopted by the City Plan Commission, consideration of zoning changes are the next step in the implementation process.

## **FUTURE LAND USE CATEGORIES**

The Future Land Use Plan contains 14 land use categories, which are described below. Due to the generalized nature of the Future Land Use Plan, there may be individual properties within a given area with an actual land use that differs from the Plan's land use designation.

### **RURAL DENSITY RESIDENTIAL**

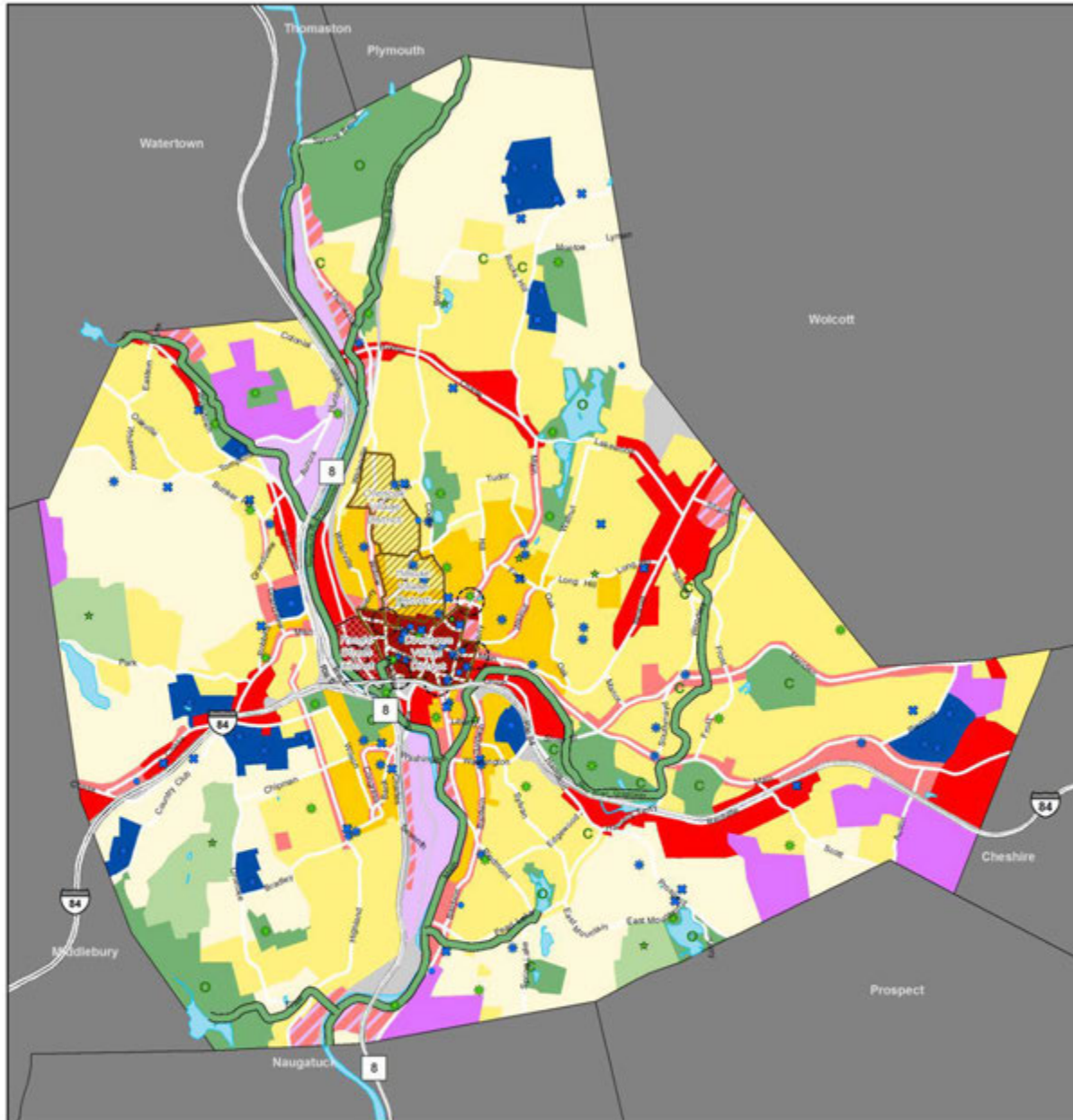
The purpose of this category is to support Sewer Avoidance Areas by increasing lot sizes to accommodate subsurface on-site waste disposal. Lots may be 40,000 to 60,000 square feet or more depending on soil conditions. These areas are sparsely developed and lack sanitary sewer service. The area is characterized by scattered residential uses, undeveloped land, and open space. Agricultural uses are also appropriate. Recommended rural density residential areas will be developed based on the findings of the Water Pollution Control Authority's updated Sewer Avoidance Area map.

### **LOW DENSITY RESIDENTIAL**

Low Density Residential areas have a density of less than four dwelling units per acre. These areas are generally comprised of single-family homes. Because population densities are not high enough to support neighborhood scale retail, these areas are homogenous in their use, with the exception of the occasional institutional use. These areas are concentrated in the city's fringe neighborhoods such as Country Club, Gilmartin, East Mountain, Bunker Hill, West Side Manor, and Bucks Hill. It is



*Low Density Residential areas are comprised of single-family homes on large lots. © Google Maps*



**Waterbury Future Land Use**

- |                                                                                                                                                                                                                                                                               |                                                                                                                                                                                                                   |                                                                                                                                                                                                                                                                                              |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> <li>Infrastructure</li> <li>Low Density Residential</li> <li>Medium Density Residential</li> <li>High Density Residential</li> <li>CBD</li> <li>Commercial</li> <li>Mixed Use</li> <li>Mixed Use Industrial</li> <li>Industrial</li> </ul> | <ul style="list-style-type: none"> <li>Industrial Park</li> <li>Open Space</li> <li>Park</li> <li>Open Space</li> <li>Cemetery</li> <li>Recreation</li> <li>Recreation</li> <li>Future Greenway System</li> </ul> | <ul style="list-style-type: none"> <li>Institutional</li> <li>School</li> <li>Religious</li> <li>Other Institution</li> </ul> <p><b>Special Focus Areas</b></p> <ul style="list-style-type: none"> <li>Downtown Gateway</li> <li>Redevelopment District</li> <li>Village District</li> </ul> |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|



Map Source: Waterbury GIS Division  
 This map was developed for use as a planning document. Delineations may not be exact.



recommended that the city continues to limit low-density development to fringe neighborhoods and encourages higher density development in areas with existing infrastructure.

**MEDIUM DENSITY RESIDENTIAL**

Most of the city's residential land is medium density, containing a mix of single- and multi-family homes at densities ranging from four to 10 dwelling units per acre. Medium density residential areas are found in the neighborhoods surrounding the urban core. These areas contain high enough population densities to support neighborhood-scale retail, which is concentrated along mixed-use corridors. In order to maintain their walkable and mixed-use character, policies should promote context-sensitive infill development in these areas.



*Medium-density residential districts contain a mix of single-family and multi-family homes. © Bing Maps*



*Old and new high-density residential uses complement each other in the South End. © Bing Maps*

**HIGH DENSITY RESIDENTIAL**

High-density residential areas are comprised of multi-family homes on small lots and high-rise apartments. Triple-decker homes, originally built to house factory workers in the early twentieth century, are commonly found in these districts. High-density residential areas are located in the urban core neighborhoods surrounding downtown including South End, Brooklyn, and W.O.W. The Future Land Use Plan calls for maintaining the high population densities of these areas, which are necessary to support the adjoining mixed-use corridors and the Central Business District (CBD). Because of the historic character of existing high-density neighborhoods, new development should complement existing building heights, setbacks, and architectural characteristics.

**INSTITUTIONAL**

This category includes major public and private institutions such as schools, cultural sites, government buildings, religious organizations, and hospitals. Only parcels that were larger than 20 acres were identified on the map. Institutions less than 20 acres in size were identified using points. The Future Land Use Plan does not show any changes to the location and quantity of institutional uses in Waterbury. Institutions may be located within a variety of land-use categories and should complement surrounding development. Neighborhood-scale institutions such as schools and religious institutions are appropriate in residential areas while larger scale institutions such as hospitals and government buildings are most appropriate in commercial areas and the CBD, which have the infrastructure needed to support higher-intensity uses.



*Institutional uses in downtown Waterbury include the YMCA, Basilica of the Immaculate Conception, and Mattatuck Museum.*



**CENTRAL BUSINESS DISTRICT**

The CBD future land use designation contains the uses and areas that define the center of Waterbury. The core of this designation is the area surrounding the Waterbury Green, where North, South, East, and West Main Streets converge. The CBD designation extends west to the Freight Street District and east to St. Mary's Hospital. It is envisioned that the Freight Street District will be redeveloped as an extension of downtown with a dense and diverse mix of uses, including a residential component.

Following the completion of rail service improvements on the Waterbury Branch, the city envisions downtown, including the Freight Street District, as a transit-oriented area centered on the Waterbury Train Station. It is anticipated that improved transit connections to surrounding job centers will serve as a catalyst for growing the CBD's residential population.

Transportation, infrastructure, and streetscape improvements conducted as part of the W.A.T.E.R. project and Downtown Next will help create a more attractive physical environment in downtown Waterbury. However, linkages with surrounding neighborhoods must also be prioritized as surrounding populations are most likely to patronize downtown retailers, restaurants, and arts and cultural activities. Improving the physical environment and transportation connections along the mixed-use corridors radiating from downtown can encourage a more seamless integration with surrounding neighborhoods. Downtown gateways, which are key entry points into the CBD, are discussed in greater detail later in this chapter.

**COMMERCIAL**

Commercial districts encompass areas of Waterbury that provide general commercial, retail, office, and service sector space. Land-use patterns in these areas are "automobile oriented," making them the most appropriate areas for big box retail, drive-thrus, and auto-related uses. These areas are currently, and anticipated to continue being, the highest property-tax-generating areas of the city. In addition to serving the needs of Waterbury residents, commercial areas also serve residents of surrounding communities. As a result, the commercial areas are all located in close proximity

to the highway system. Major commercial areas of Waterbury include the Brass Mill Center Mall as well as arterial commercial developments along Wolcott Street, Chase Avenue, Reidville Drive, Watertown Avenue, and East Main Street. The Plan recommends expanding the commercial areas near Interstate 84 in the East End, particularly along East Main Street, Harpers Ferry Road, and Reidville Drive.



*The Central Business District contains the highest density and most diverse mix of land uses in the city and is served by a variety of transportation options. © Google Maps*



*Brass Mill Center Mall is a regional retail center and the city's largest taxpayer.*



**MIXED USE**

This designation applies to neighborhood-scale commercial corridors that service the surrounding residential areas. Appropriate commercial uses include retail, restaurants, small grocery stores, professional and medical offices, community agriculture, and food production. Auto-related uses, especially vehicle repair and/or sales uses, should be discouraged and reduced if possible. Mixed-use corridors may also contain residential and institutional buildings. Development in these corridors should continue to be "pedestrian scale" with features such as on-street parking, street trees, transit service, good sidewalk connections, and low traffic speeds. In order for mixed-use corridors to succeed, the surrounding residential areas need to be medium or high density. Mixed-use corridors include Willow Street, North Main Street, Walnut Street, Meriden Road, East Main Street, Baldwin Street, South Main Street, Bank Street, Congress Avenue, Highland Avenue, West Main Street, Bunker Hill Avenue, and the area between Mill Street and River Street in the South End.

Most of these corridors grow in intensity before converging in downtown Waterbury. Mixed-use corridors have good pedestrian infrastructure and transit service, making them ideal locations for higher density mixed-use developments, affordable housing, and age-restricted housing. Encouraging pedestrian-scale development in mixed-use corridors can help create more attractive connections between downtown and surrounding neighborhoods.



*A rendering of future mixed-use development along West Main Street © RBA Group*

**INDUSTRIAL**

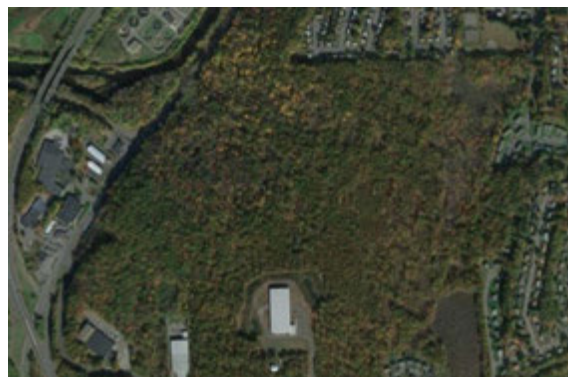
The industrial land use designation is intended for parts of Waterbury where manufacturing, fabrication, distribution, and warehousing uses are appropriate. This designation generally aligns with the older industrial areas along the city's waterways. Designated industrial areas include the area between Route 8 and the Naugatuck River in the South End, the Waterbury Industrial Commons on Thomaston Avenue, and Browns Meadows.



*The Waterbury Industrial Commons in Waterville is one of the city's largest industrial areas. © WDC*

**INDUSTRIAL PARK**

Industrial park districts are intended to house manufacturing, wholesaling, warehousing, transportation, and distribution facilities. Industrial parks differ from industrial areas in their location (in the city's outer neighborhoods near highways) and character (large lots and a "campus-like" setting). The Future Land Use Plan recommends that the five existing industrial parks be maintained and that a sixth Industrial Park Zone be created on South Main Street on the city-owned parcel that borders the Naugatuck Industrial Park.



*This large city-owned parcel, which abuts the Naugatuck Industrial Park, should be rezoned as an industrial park. © Google Maps*

**MIXED USE INDUSTRIAL**

Mixed-use industrial lands are transitional areas between industrial and nonindustrial that are intended to be used for activities such as retail, office space, community agriculture and food production, distribution, warehousing, and wholesaling. The development or redevelopment of these areas should be sensitive to the residential and mixed-use areas that they border. Designated mixed-used industrial areas include the borders of the South End industrial area, the Platts Mill neighborhood, Thomaston Avenue in Waterville, the Cherry Street Industrial Park, and the Sharon Road industrial area.

**OPEN SPACE**

This designation is assigned to all existing or proposed future open space, in either public or private hands. Existing open space includes active and passive open space areas, state forests, parks, playgrounds, ball fields, flood control areas, cemeteries, and land-trust-owned properties. Planned future parks include Jackson Street Park, Scott Road Park, and Platt Park. Open spaces larger than 20 acres are represented on the Future Land Use Map while smaller open spaces are represented by points. Two future open space strategies, the development of greenways and the protection of ridgelines, are discussed later in this chapter.

**RECREATION**

Recreation areas are publicly or privately held lands that are available for active recreation including golf courses, recreation centers, swimming areas, and private clubs. Major recreation areas include the city's three golf courses (East Mountain, Western Hills, and Waterbury Country Club) and the PAL recreation area as well as municipal recreation centers. Recreation areas larger than 20 acres are represented on the Future Land Use Map while smaller areas are represented by points. The Future Land Use Plan anticipates no change in the amount of land used for recreation

**INFRASTRUCTURE**

Infrastructure includes water tanks, landfills, utilities, transportation, and rights-of-way that are needed to support commercial, industrial, and

residential land uses. Given the adequate capacity of existing infrastructure to support anticipated population growth, the Future Land Use Map assumes that land devoted to infrastructure will remain unchanged over the next decade.



*Located in a transitional industrial and residential area, the redevelopment of the Anamet Site in the South End should be sensitive to the surrounding neighborhood. © Google Maps*



*Hamilton Park is the city's second largest park at over 92 acres.*



*An electrical substation in the Long Hill neighborhood – Waterbury has a well-established infrastructure network that can support projected future development and redevelopment. © Bing Maps*



## CONSERVATION PRIORITIES

Over the next decade, Waterbury will need to balance its desired commercial, industrial, and residential growth with a need to protect natural resources. The Plan identifies two conservation strategies that will link together open spaces and preserve some of the city's most environmentally sensitive lands: the development and expansion of Greenway corridors along waterways and protection of ridgelines.

### GREENWAYS

According to the Connecticut Greenways Council, greenways are "corridors of open space that protect natural resources, preserve scenic landscapes and historical resources, or offer opportunities for recreation or non-motorized transportation." Currently, the Naugatuck River Greenway is the only state-designated greenway in the city. The continued development and expansion of the greenway system and their surrounding lands is one of the city's open space and conservation priorities over the next decade.

### Naugatuck River Greenway

Over the next 10 years, the Naugatuck River Greenway (NRG) will be the city's top conservation priority. When completed, Waterbury's 7.5-mile section of multi-use trail will be part of a 44-mile regional trail running from Derby to Torrington. The Greenway will reclaim the Naugatuck River for recreation, provide alternative modes of transportation for residents, increase tourism, promote economic development, and improve quality of life for residents.

The completion of the NRG will be an incremental and phased process. Final design for Phase I, which will run for 2.2 miles from the Naugatuck town line to Eagle Street, is nearing completion. Phase II is a 2.3-mile extension from Eagle Street to West Main Street, which is the most complex segment of trail, and runs through several vacant industrial properties. Preliminary design for Phase II has been completed. Phase III will complete the final 3 miles of trail between West Main Street and the Thomaston and Watertown sections of trail.

The city's vision for the Naugatuck River Greenway extends beyond the multi-use trail. The NRG will connect downtown Waterbury to the riverfront with a series of bicycle and pedestrian enhancements, including complete streets retrofits on Freight Street and Meadow Street and a new bicycle and pedestrian bridge connecting to the Waterbury Train Station and Library Park. In addition, two new parks are planned along the route. The 6-acre Platt Park, located at the corner of South Main Street and Platts Mill Road, will contain passive recreation opportunities such as a nature trail and boat launch. The construction of Platt Park will coincide with Phase I. In addition, a vacant riverfront parcel just south of Interstate 84 will be converted into the 9-acre Jackson Street Park, which is expected to contain both passive and active recreation opportunities. It is recommended that open space acquisition over the next 10 years be prioritized along the NRG corridor.



*A rendering of the Naugatuck River Greenway Phase II © RBA Group*



*Complete Streets treatments on Freight Street will connect the Naugatuck River Greenway to downtown Waterbury. © RBA Group*

### Other Greenway Corridors

The Plan advocates for the creation of an integrated citywide greenway system with the Naugatuck River Greenway at its center. These corridors will link the Naugatuck River Greenway to the city's neighborhoods, job centers, and existing open space system. In addition, they would protect adjacent water bodies, control flooding, filter stormwater runoff, reduce erosion, and restore ecologically important riparian zones. Waterbury can use tools such as conservation easements and open space acquisition to protect these sensitive natural resource corridors. Appropriate riparian buffer widths should be determined for each location based on soil type, slope, surrounding land uses, and other factors. Riparian buffers and public access should be incorporated into future development plans along these waterways wherever possible. In the short term, Waterbury should pursue official greenway designation for these open space corridors.

In the long term, and likely beyond the 10-year horizon of this Plan, these greenways could serve as multi-use trails, providing recreation and active transportation opportunities for city residents, all connected by the Naugatuck River Greenway, the city's nonmotorized transportation trunk line. Waterbury's rugged terrain poses many challenges to developing an integrated bicycle and pedestrian network. Since waterways naturally follow the lowest grade, they serve as logical locations for future bicycle and pedestrian routes. The proposed greenways are described below.

### Mad River Greenway

The Mad River is Waterbury's second largest river, running from the Naugatuck River to Cedar Lake in Bristol. South of Interstate 84, much of the Mad River corridor is bordered by vacant industrial brownfield sites, including Anamet, Nova Dye, and the Waterbury Companies. Riparian buffers and public riverfront access should be incorporated into these sites as they are remediated and redeveloped. Following a short stretch of culvert under the Brass Mill Commons, a landscaped river walk along Brass Mill Center Mall leads to Hamilton Park. North of Hamilton Park, much of the land surrounding the river is in the 100-year floodplain. The corridor passes through several residential

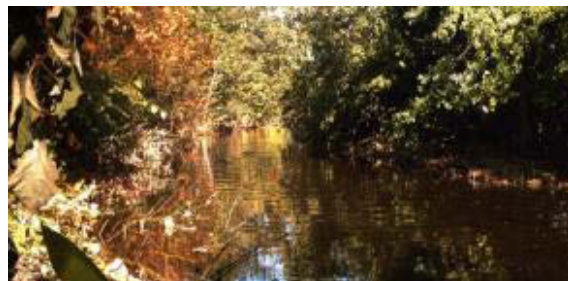
neighborhoods and the Wolcott Street commercial district before entering the Town of Wolcott. The Wolcott portion of the Mad River has already received official Greenway designation from the Connecticut Greenways Council. The Mad River Greenway would tie together numerous open spaces, including River-Baldwin Park, Hamilton Park, Goss Memorial Park, and five cemeteries.



*Riverfront improvements, like the above at Brass Mill Center, should be incorporated into future development projects along the Mad River. © Bing Maps*

### Steele Brook Greenway

Steele Brook flows approximately 7 miles from Smith Pond in Watertown to its confluence with the Naugatuck River in Browns Meadows. The right-of-way of the old Watertown Spur Railroad runs adjacent to the brook and offers opportunities for future rails-to-trails development. The Watertown section of Steele Brook is designated as an official state greenway, and the town plans to build a 4-mile trail from Smith Pond to Pin Shop Pond on the Waterbury city line. The Steele Brooke Greenway would connect with Waterbury Municipal Stadium, Kaynor Technical High School, and the future Watertown Steele Brook Trail.

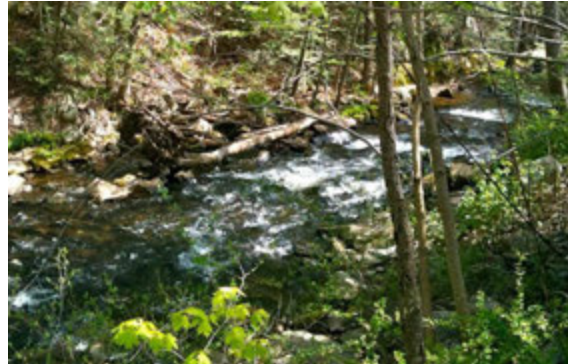


*Steele Brooke about 30 yards upstream from its confluence with the Naugatuck River. Photo courtesy of Connecticut ERT.*



**Hancock Brook Greenway**

Hancock Brook runs through the city's largest contiguous forest into the towns of Plymouth and Bristol. Currently, the city-owned Waterville Park and state-owned Mattatuck State Forest provide a continuous corridor of protected open space from Thomaston Avenue to the Plymouth town line. The corridor includes a blue-blazed trail running from along the brook's western bank from Sheffield Street to the Greystone section of Plymouth. However, land on Hancock Brook's eastern bank is not protected and may be developed. The proposed Hancock Brook Greenway would link together the existing open space corridor with the Naugatuck River and, along with the ridgeline protection provisions discussed later in this chapter, will better protect the fragile ecosystems in the Hancock Brook Valley.



*Hancock Brook near the Sheffield Street Bridge  
©H. Morrow Long via Wikimedia Commons*

**Hop Brook Greenway**

Running less than a mile from the Naugatuck River to the Hop Brook Recreation Area, the Hop Brook Greenway would connect Waterbury's open space system with those of surrounding towns. A multi-use trail could be developed on the old New York and New England Railroad bed, which is located on the south side of Elise Drive. In addition to the Hop Brook Recreation Area, the Greenway would connect Waterbury with Whittemore Glen State Park, and the Larkin State Park Trail, a 10-mile bridle trail that runs through Naugatuck, Middlebury, Oxford, and Southbury.



*The Hop Brook Greenway would link Waterbury's open space system to the surrounding towns of Middlebury, Naugatuck, Oxford, and Southbury. © US Army Corps of Engineers*

**Hopeville Pond Greenway**

This greenway corridor would run along Hopeville Pond Brook, a small stream that flows through a steep valley in the Gilmartin and Hopeville neighborhoods to Pritchard's Pond and Hills Pond. Hopeville Pond Brook's final quarter mile traverses the Risdon Factory brownfield site on South Main Street, including a section of culvert under the factory. As this property is remediated and redeveloped, riparian buffers should be restored and protected. The land surrounding Pritchard's Pond is currently owned and protected by the Waterbury Land Trust.



*The Hopeville Pond Greenway would create an open space corridor between the Naugatuck River Greenway and Pritchard's Pond. © Google Maps*

### **RIDGELINE PROTECTION AREAS**

Waterbury's rugged terrain is one of its defining physical characteristics. A ridgeline is the line created by all points at the top of a 50 percent slope, which is maintained for a distance of 50 horizontal feet perpendicular to the slope. Steep slopes are slopes that rise at least 10 feet high over a horizontal distance of 40 feet or less.

Originally an impediment to development, many ridgelines and steep slopes were developed as the city's population grew in the twentieth century. Uncontrolled development of steep slopes increases the potential for erosion, pollutes nearby water bodies, intensifies local flooding, and provides challenges to developing infrastructure. In addition, ridgelines provide some of the last remaining contiguous forested corridors in the city. The largest areas are in East Mountain, Platts Mill, Bunker Hill, Bucks Hill, and the entire Holy Land site. Smaller areas are scattered throughout the city.

The mountains and hillsides of Waterbury are visible from many places in the city and are an important part of Waterbury's quality of life and sense of place. These areas are sensitive to development activities, and measures must be taken to maintain slope stability and to control erosion and stormwater. In order to ensure the appropriate use of hillsides, regulations should be established that recognize that development of land in steep or mountainous areas involves special considerations and, therefore, requires unique development standards. In addition to preservation measures, these special regulations need to provide greater design flexibility and efficiency in the location of development and infrastructure, including the opportunity to reduce length and width of roads, utility runs, and the amount of grading and paving.

Ridgelines and steep slopes are not indicated on the Future Land Use Map because each development site should be evaluated to determine its impact on ridgelines and steep slopes.

## **SPECIAL LAND USE AREAS AND DESIGNATIONS**

### ***FREIGHT STREET REDEVELOPMENT DISTRICT***

Its proximity to downtown and existing transportation infrastructure coupled with planned improvements as part of the W.A.T.E.R. project and planned improvements on the Waterbury Branch Line make the Freight Street District the most significant redevelopment opportunity over the next decade. The area is bounded by Interstate 84 to the south, the Naugatuck River to the west, West Main Street to the north, and the Waterbury Branch Rail Line to the east. A former industrial area, the district contains a mix of vacant industrial buildings, warehouses, office space, and a handful of retailers. The city envisions that the district will be transformed into an extension of downtown with a significant residential and mixed-use component. Regulations should be developed to ensure that the Freight Street District is developed in a cohesive manner.



*A Freight Street Master Plan should be undertaken in order to establish a long-term redevelopment vision for the neighborhood.*  
© Bing Maps and RBA Group



**VILLAGE DISTRICTS**

The Future Land Use Map envisions that three historic districts receive "Village District" designation as per Section 8-2j of the Connecticut General Statutes. This designation allows for greater control over design elements such as building placement, protection of public views, landscaping, and protection of historic community character. The Village District designation ensures that new construction, building rehabilitation, and infrastructure improvements are harmoniously integrated into their surrounding environment.

**Hillside Village District**

Hillside is a National Historic District located immediately north of the Waterbury Green. The neighborhood contains an eclectic mix of Italianate, Gothic, Tudor, Arts and Crafts, and Victorian homes, including those of prominent Waterbury industrialists from the mid-nineteenth century. The Hillside Village District would follow the boundaries of the existing Historic District, which is roughly bounded by Willow Street, Cooke Street, West Main Street, and Woodlawn Terrace.

**Overlook Village District**

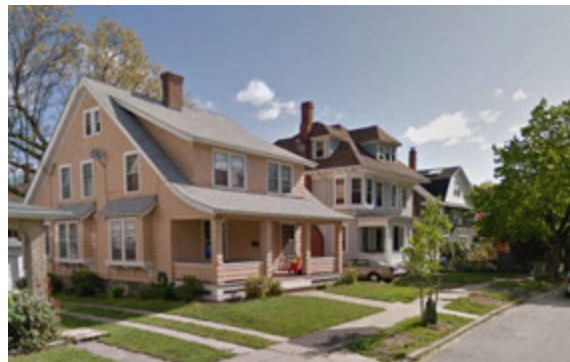
The Overlook National Historic District, Waterbury's first planned suburban neighborhood, is located directly north of the Hillside Historic District. The area contains countless examples of period architectural styles such as Colonial Revival, Tudor, and Arts and Crafts. The neighborhood also contains unique landscape architecture features. The proposed Village District area is coterminous with the existing Historic District, which is roughly bounded by Columbia Boulevard, Farmington Boulevard, Clowes Terrace, Lincoln Street, and Fiske Street.

**Downtown Village District**

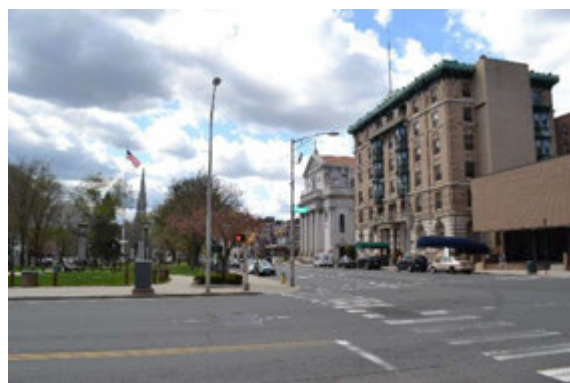
Downtown Waterbury has a rich architectural history and contains a diverse mix of businesses and institutions located in a consolidated area. Within downtown, there are several smaller clusters of similar uses: the government center along Grand Street, the medical center at Saint Mary's Hospital, and the commercial business zone around Bank Street and the Green.



*The Tudor-style James H. Gross House is one of the many unique homes in the Hillside Historic District.*  
© [www.historicbuildingsct.com](http://www.historicbuildingsct.com)



*Craftsman and Colonial Revival homes are typical in the Overlook Historic District.* © Google Maps



*The Elton (right) is one of five National Register sites in downtown Waterbury.*



A historic downtown village zoning district would allow the current zoning commission the ability to consider the design relationships and compatibility of existing and proposed buildings; landscape features such as lighting, wayfinding, and street furniture; and other urban design considerations within public view. The Village District zone will enable the commission to develop design guidelines and criteria that require higher quality design of new and renovated buildings and that will improve urban design and streetscape quality within the historic downtown. It will also encourage the conversion, conservation, and preservation of existing buildings and sites in a manner that maintains the historic and distinctive quality and character of the historic downtown.

The Future Land Use Map shows the downtown Village District roughly corresponding with the existing CBD zone.

**DOWNTOWN GATEWAYS**

Downtown gateways are the seams that tie together the CBD with mixed-use corridors and surrounding residential areas. These are the primary entry points into the CBD and play an important role in the overall perception and image of downtown. The Future Land Use Map identifies six Downtown Gateways:

- North Square (North Main Street at Elm and Grove Street)
- East Main Street at Cherry and Baldwin Streets
- South Main Street at Grand Street
- Meadow Street at Field Street
- West Main Street at Willow Street
- Freight Street at Jackson Street (future)

Special attention should be paid to the physical form of Downtown Gateways. Infill development, streetscaping, street-facing buildings, façade improvements, wayfinding signage, on-street parking, and pedestrian enhancements should be targeted in these areas.



*West Main Street at Willow Street is one of the few Downtown Gateways where the urban fabric has been preserved. © Google Maps*



*North Square is the Downtown Gateway for Waterbury's northern neighborhoods. North Square was once a dense commercial district that was razed during the 1970s as part of an urban renewal program. The redevelopment of the North Square Gateway should return to the dense, mixed-use patterns of the past.*



### **FLOATING ZONES**

Floating zones are zoning districts that are added to zoning regulations but "float" until an application is made to apply the designation to eligible parcels. Generally, a Master Plan is required to determine whether a proposed floating zone designation is compatible with surrounding land uses and conforms to the goals and objectives of the Plan of Conservation and Development. The Plan proposes the creation of two floating zones, which are described below. Because they are designated on an as-needed basis, they are not depicted on the Future Land Use Map.

#### **Senior Housing**

As the baby boomers age, Waterbury will need to expand its housing options for its growing senior population. The city envisions that expanded housing options will not only serve the existing seniors but could attract residents from surrounding towns who are looking to locate in a walkable urban environment with access to arts and cultural activities, a good transit system, and proximity to health care services.

Currently, Waterbury's zoning regulations permit "Active Adult Housing" by special exception in five residential and three commercial zones. A Senior Housing Floating Zone would give developers greater flexibility in the locations and physical form of 55 and older developments.

#### **Redevelopment**

The redevelopment of brownfields is one of the city's development priorities over the next decade. Brownfield redevelopment increases the local tax base, creates jobs, utilizes existing infrastructure, and removes environmental contamination and blight. Many brownfields are located in industrial zones adjacent to commercial, residential, or mixed-use areas. The redevelopment of these sites as industrial uses may not constitute the highest or best reuse of the site.

A Brownfield Redevelopment Floating Zone designation could allow for a greater variety of uses for these properties, expanding the marketability of the sites to potential developers.

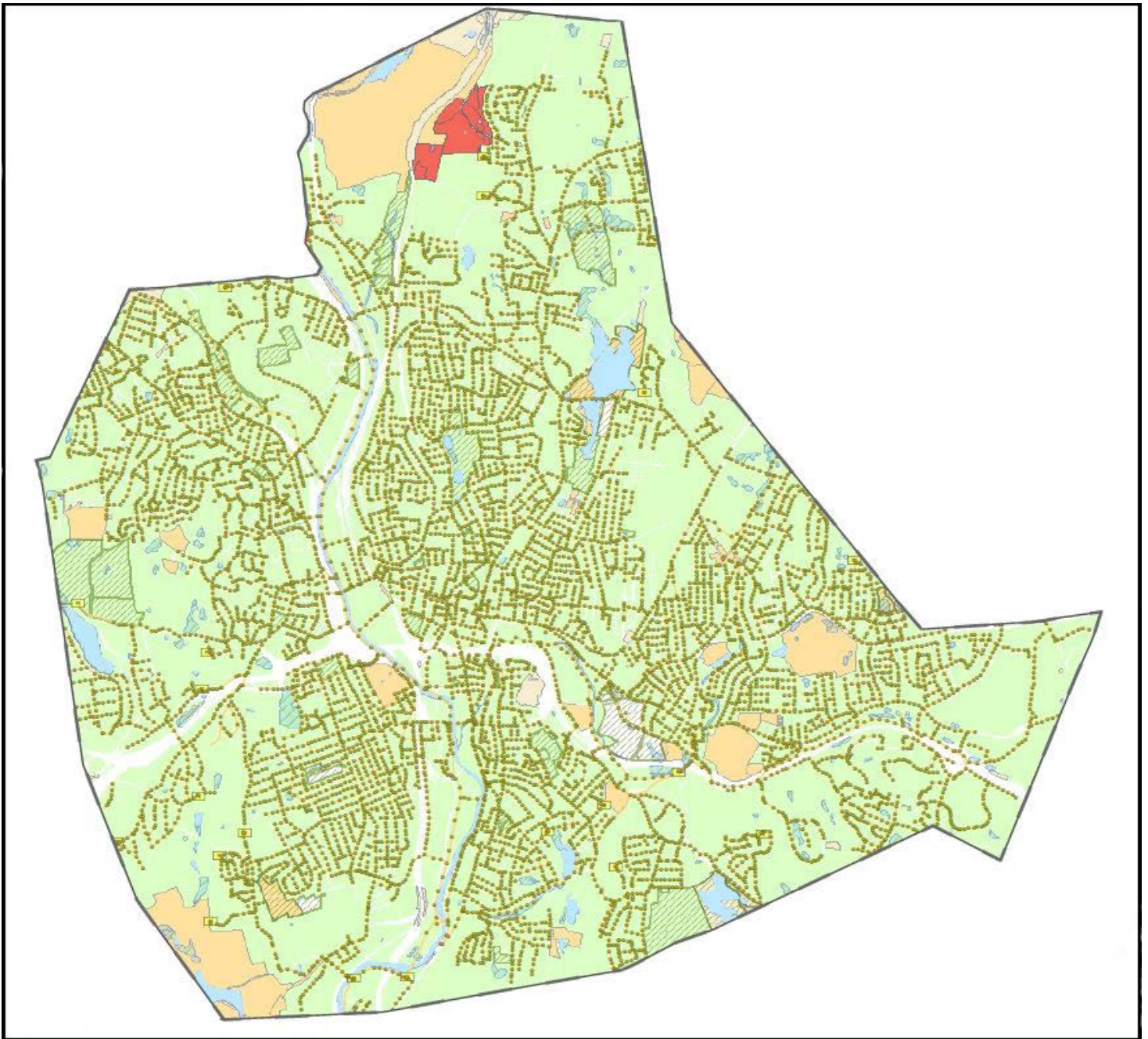


*The Lux Clock Factory on Johnson Street is an industrially-zoned brownfield in a residential neighborhood. Expanding permitted commercial and residential uses could create greater flexibility in redeveloping the site. © Bing Maps*


### **SEWER SERVICE & AVOIDANCE AREAS**

As per CGS Section 8-23, municipal plans of conservation and development adopted after July 1, 2015 must identify the general location and extent of areas served by the existing sewerage system, areas where sewer systems are planned, and areas where sewers are to be avoided.

Sewer Service Areas



Legend	
	Manholes
	Pump Station
	Sewer Line
	Sewer Service Area
	Sewer Avoidance Parcel (Cemetery, Preserved, Park, Govt, City, Utility)
	Non-Sewered Parcel
	Potential Future SSA
	Waterbury Park
	Wetlands



WATER POLLUTION CONTROL DEPARTMENT

**City of Waterbury, CT**  
Sewer Service Area  
With Potential Future Parcels

PROJ NO: 13283A	DATE: 2/22/2016
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**WRIGHT-PIERCE**   
Engineering a Better Environment

FIGURE: 1
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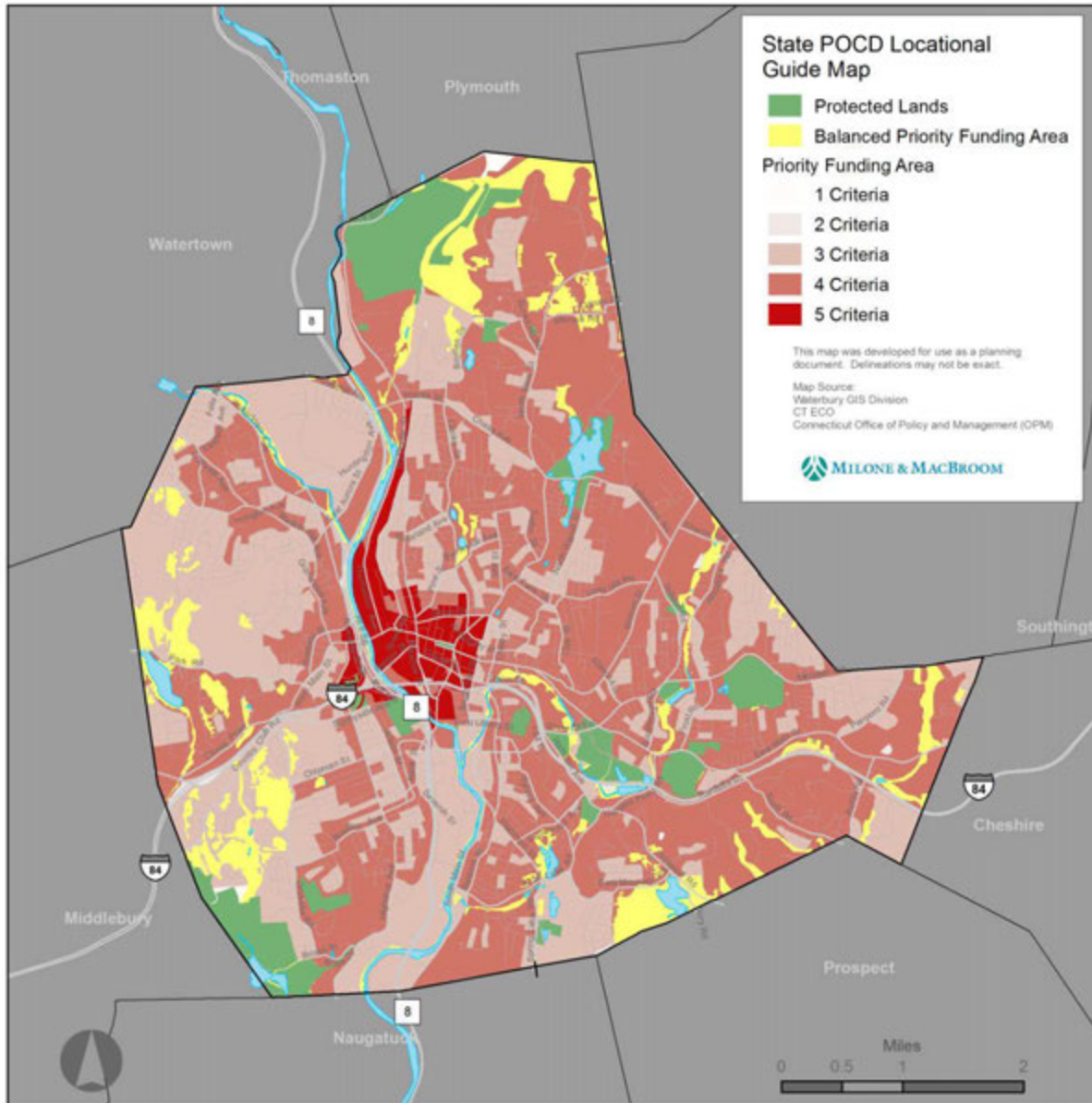


*The Brass Horse on the Waterbury Green*

### 3. CONSISTENCY WITH STATE AND REGIONAL PLANS

Issues such as water quality, traffic congestion, and economic development undoubtedly extend beyond municipal borders. A successful planning process is multiscale, integrative, and collaborative. In order to address these issues at the appropriate scale, it is important that local Plans of Conservation and Development (POCD) are consistent with regional and state policies. This chapter provides an overview of state and regional POCDs and notes any inconsistencies that these documents have with the Waterbury Plan.





Source: Connecticut Office of Policy and Management

**CONSERVATION AND DEVELOPMENT POLICIES:  
THE PLAN FOR CONNECTICUT: 2013-2018**

Chapter 126, Section 8-23 of the Connecticut General Statutes sets the standards for municipal Plans of Conservation and Development. One provision of the state statute is that municipalities take into account the *State Conservation and Development Policies Plan* and note any inconsistencies. Generally, the state Plan promotes growth management principles that encourage

development in areas with existing infrastructure; concentrate development near transportation nodes; expand housing opportunities and choice; conserve natural, cultural, and historic resources; and promote integrated planning across all levels of government.

The state Plan classifies land into categories, including priority funding areas, protected lands, conservation areas, and balanced priority-funding areas. These land use categories are shown on the

map titled "State POCD Locational Guide Map" and described in the text below.

**Priority Funding Areas** are areas with existing infrastructure and transit service that are necessary in order to support higher density development. Priority Funding Areas are calculated using Census Block geography and are based on five criteria:

1. Located in an urban area or urban cluster in the 2010 Census
2. Located within a ½-mile buffer of existing or planned mass transit stations (rail or BRT)
3. Existing or planned sewer service
4. Existing or planned water service
5. Local bus service provided 7 days per week

Areas with all five priority funding criteria include the Central Business District, the Freight Street District, and parts of the South and West Ends. These locations align well with the Waterbury POCD's emphasis on the redevelopment of Downtown and the urban core. Most of the remaining land contains three or four priority funding criteria.

**Protected Lands** have development restrictions and include protected open space, public parks, cemeteries, or Class I or II water company lands.

**Conservation Areas** are delineated based on the presence of factors that reflect environmental or natural resource values. Conservation areas include one or more of the following criteria:

1. Core forest areas greater than 250 acres
2. Existing or potential drinking water supply watersheds
3. Aquifer protection areas
4. Wetland soils greater than 25 acres
5. Undeveloped prime, statewide important and locally important agricultural soils greater than 25 acres
6. Category 1, 2, or 3 hurricane inundation zones
7. 100-year flood zones
8. Critical habitats
9. Locally important conservation areas

Due to the presence of underlying priority funding factors for the entire city, no land was classified as a conservation area in the state Plan.

**Balanced Priority Areas** are delineated based on the presence of both conservation and development factors. The state Plan locational guide map shows balanced priority areas along the city's waterways, wetland areas, and forests. These areas generally align well with the conservation priorities of the Waterbury POCD.

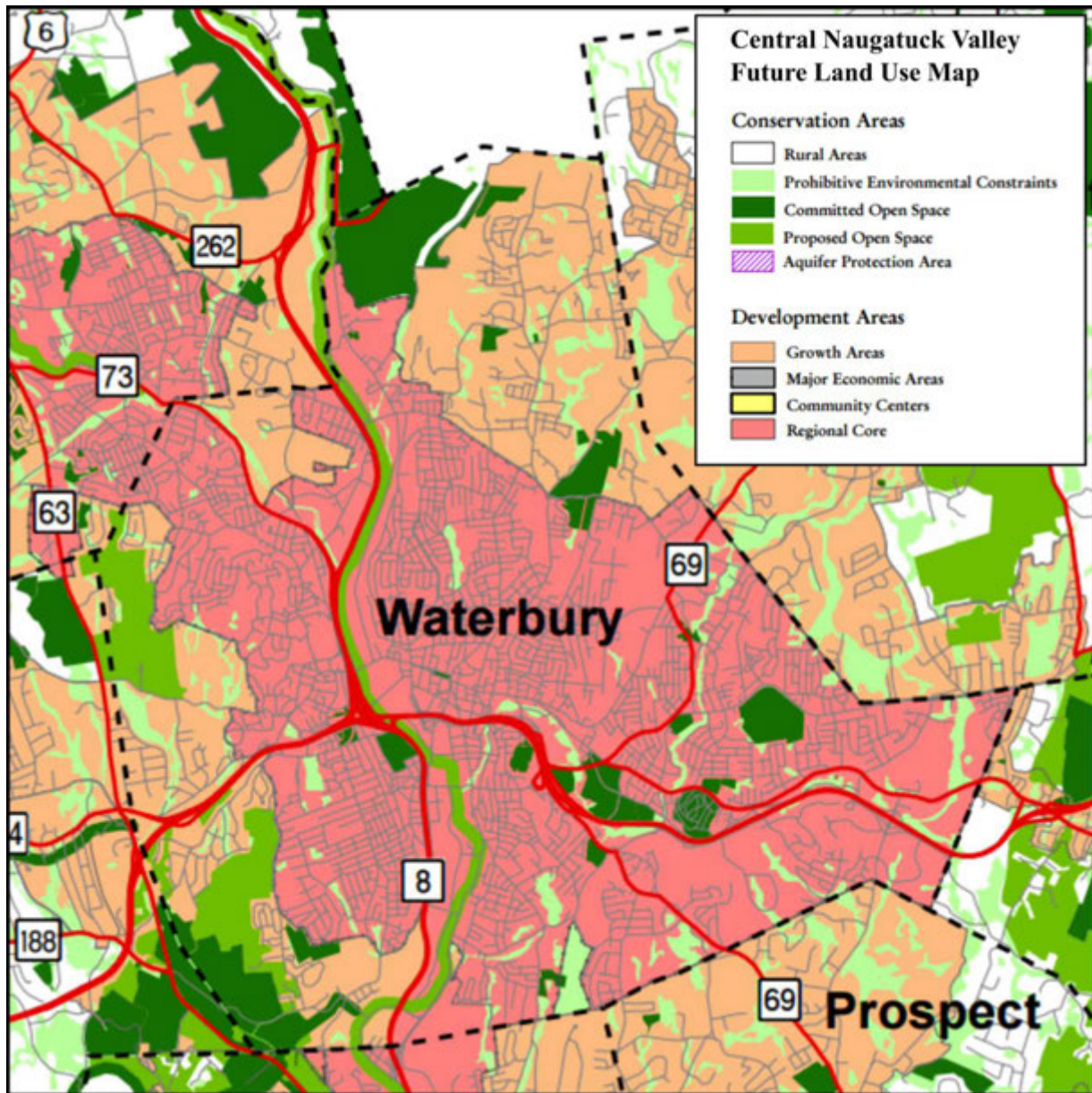
Overall, the state's growth management principles align well with the goals of the Waterbury POCD. There are minor inconsistencies, particularly with the locational guide map, described below:

- The development potential of large Census Blocks in Waterville, Lakewood, and Bucks Hill are overrepresented. Large portions of these areas are not served by transit and do not contain existing water or sewer service. The Waterbury POCD takes a more localized approach that better accounts for the nuances that exist within these areas.
- Steep slopes, one of Waterbury's primary natural constraints, are not considered a conservation factor in the state Plan. The Waterbury POCD discourages development on steep slopes due to their environmental impacts on surrounding waterways.
- The state Plan locational guide map is missing several open space areas from its Protected Lands category, including Fulton, Bucks Hill, Library, Hayden, Huntingdon, Coe, East Mountain, and Town Plot parks and private open space held by the Waterbury Land Trust. It is recommended that the state Plan be modified to reflect existing public and private open space in Waterbury.



*The state Plan encourages development in areas with existing infrastructure.*





Source: Naugatuck Valley Council of Governments

**REGIONAL PLAN OF CONSERVATION AND DEVELOPMENT**

The 2008 Central Naugatuck Valley Regional POCD sets a planning framework for the 13-town Central Naugatuck Valley region\*. The Plan advocates for guiding growth towards the regional center and areas with existing infrastructure, with Waterbury at its core. According to the regional Plan's Future Land Use Map (above), Waterbury contains the

following use categories:

The **Regional Core** is an area of mixed uses that is the primary focus of employment, commercial, institutional, and cultural activity in the region because of the significant investment in infrastructure, facilities, and services. This area has

\* In January 2015, Waterbury became part of the larger Naugatuck Valley Council of Governments (NVCOG). The Central Naugatuck Valley Regional Plan will remain in effect until a plan for the new region is created.



an intensity of development to warrant local bus service.

**Growth Areas** accommodate the bulk of future regional growth. Water and/or sewer infrastructure is, or could be, provided. Infill is anticipated within neighborhoods or areas with infrastructure already available and where greater densities exist. Transit service may be available in these areas.

**Prohibitive Environmental Constraints** are areas of watercourses and water bodies, poorly drained soils (wetlands), or 100-year floodplains (subject to field verification) where development is impractical or infeasible.

**Existing Committed Open Space** is land that is permanently preserved as open space (such as local, state, or federal-dedicated open space; homeowners' association open space; land trust preserves; Class I and II water company land; or cemeteries). These areas do not include some areas perceived as open space that are in private or municipal ownership and not protected (such as Class III water company land, municipal parks not designated for preservation, schools, and golf courses).

**Proposed Open Space** is an area recommended for permanent, large-scale, regional open space or regional greenways. The regional Plan identifies the Naugatuck River Greenway, the Waterbury Country Club, and the Western Hills Golf Course as proposed open space.

The land use policies and future land use map included in this POCD update for the city are consistent with the key land use policies outlined in the regional POCD.

### **REGIONAL RELATIONSHIPS**

Many issues cross municipal borders and require collaboration and cooperation with neighboring towns. Waterbury participates in a variety of regional organizations that serve important functions such as regional planning, emergency management, tourism, water resources, and economic development. Major regional organizations serving Waterbury are listed to the right.



*Infill development on Willow Street. The regional Plan identifies most of Waterbury as "Regional Core" where higher density infill development should be encouraged. © Google Maps*



*Single-family homes in Bucks Hill. According to the regional Plan, Waterbury's fringe neighborhoods are identified as "Growth Areas" where new residential development is likely to take place. © Google Maps*

### **Waterbury Regional Organizations**

- Naugatuck Valley Council of Governments
- State of Connecticut DEMHS Region 5
- Naugatuck River Greenway Steering Committee
- Greater Waterbury Transit District
- Waterbury Regional Chamber of Commerce
- Naugatuck Valley Corridor EDD
- Northwest Regional Workforce Investment Board
- Waterbury Regional Arts and Culture Collaborative
- Western CT Convention & Visitors Bureau
- Western CT Water Resources Coordinating Committee (WUCC)







*Waterbury City Hall*

## 4. ACTION AGENDA

In order to implement the various recommendations contained in this Plan of Conservation and Development, an Action Agenda is included in this chapter. The Action Agenda was formed as a result of the public participation process, and it identifies goals, objectives, recommendations, and actions. The lead agencies proposed for implementation and the time frame for implementation for each Action Item are discussed in chapter 5.

The Action Agenda is centered around four major planning themes: (1) Advance Downtown's Role as the Region's Center for Commerce, Culture, and City Living; (2) Preserve Waterbury's Built Character and Natural Environment; (3) Improve Community Facilities and Enhance Mobility; and (4) Preserve and Promote Livable and Sustainable Neighborhoods. Some objectives and associated action items may be listed under more than one of the four key goals due to their interdisciplinary nature.



**ADVANCE DOWNTOWN'S ROLE AS THE REGION'S CENTER FOR COMMERCE, CULTURE, AND CITY LIVING.**



*The Brass Horse statue in Downtown Waterbury*

**GOAL: PROMOTE ECONOMIC DEVELOPMENT**

**1. Focus Business Recruitment and Retention on Strong-Performing Industry Clusters**

Downtown Waterbury remains the regional center for health care, government, entertainment, arts, and culture. Policies should maintain and grow downtown's status as a regional center. The city's low cost of living relative to other parts of Connecticut make it well positioned to recruit back-office functions looking to relocate to less expensive parts of the state.

Action Items:

1. Encourage health care and higher education institutions to relocate or expand their presence downtown.
2. Recruit office support services industry.
3. Retain and expand retail, food services, and entertainment sectors.
4. Continue workforce development programs.

**2. Encourage Entrepreneurship and Support Small Businesses**

According to the U.S. Small Business Administration, nearly two-thirds of all new jobs are created by small businesses. Waterbury should implement policies that encourage entrepreneurship and support small businesses.

Action Items:

1. Create a business incubator space or co-working space.
2. Establish a small business revolving loan fund.
3. Target financial incentives toward businesses with a 7-day-per-week presence downtown.

**3. Encourage Land Uses and Activities that Promote Street Life**

Street life is the key to a vibrant downtown. Land use policies and activities should encourage residents, workers, and tourists to interact with their environment, whether it's shopping, dining out, or simply taking a walk. Active street life also helps improve both real and perceived safety.

Action Items:

1. Incorporate ground-floor retail into redevelopment projects.
2. Implement a sidewalk and parking space rental program that allows restaurants to expand outdoor dining areas.
3. Develop an indoor marketplace with farmer's market.
4. Expand arts and culture events.
5. Support the expansion of the Palace Theater.



*Parking spaces on Bank Street could be rented out to restaurants for use as outdoor dining areas.*

#### 4. Improve Perceptions of Downtown through Marketing and Branding

Perception and image are both important components to downtown redevelopment. Branding and marketing should celebrate downtown Waterbury's unique character. Improving the physical conditions at key downtown gateways can help leave a positive first impression and result in an overall enhancement of downtown's image.

Action Items:

1. Host a developer day event.
2. Develop a Branding and Marketing Strategy.
3. Install wayfinding and directional signage at downtown landmarks and gateways.
4. Implement a "Keep Your Lights On" policy that incentivizes retailers to keep their lights on at night.
5. Utilize vacant ground-floor space for pop-up storefronts or art galleries.

#### 5. Maintain Building Stock and Infrastructure

Downtown Waterbury is fortunate to have maintained much of its historic building stock. However, many buildings remain underutilized due to a weak real estate market. Policies should provide incentives for property owners to maintain their buildings. Similarly, Waterbury should prioritize the maintenance of public infrastructure and city-owned buildings downtown.

Action Items:

1. Investigate implementing a Business Improvement District (BID) or Tax Increment Financing (TIF) district.
2. Complete building and infrastructure improvements as part of the Downtown Next initiative.
3. Continue Downtown Façade Improvement and Sign and Awning Programs.



*The Howland Hughes Building will be renovated as part of the ongoing Downtown Next Initiative. © WDC*



*Waterbury should market its unique Downtown architecture, such as the Basilica of the Immaculate Conception*

### GOAL: GROW DOWNTOWN'S RESIDENTIAL POPULATION

#### 6. Create More Market Rate Housing Options

Market rate housing attracts residents with the discretionary income needed to support local retailers, restaurants, and entertainment venues. Waterbury should ensure that new downtown residential development targets the needs of college students, young professionals, artists, and aging baby boomers.

Action Items:

1. Explore public-private financing options for a residential building for college students, staff, or medical residents.



2. Identify locations for artist lofts or live-work spaces.
3. Work with area businesses to establish Employer Assisted Housing programs, subsidizing workers who own or rent downtown.
4. Modify the city's zoning regulations to allow Active Adult Housing in the Central Business District.
5. Encourage developers to incorporate senior-friendly design elements (wider doorways, grab bars, amenities, etc.) into new residential projects.



*The upper floors of the city-owned Odd Fellows Hall could be converted into residential space for college students, young professionals, or artists. © Historic Buildings CT.*

### **7. Encourage the Residential Reuses of Upper Floors in Downtown**

In recent years, the upper floors of several buildings such as Apothecary Hall and 68-70 Bank Street have been converted to apartments. Upper floor residential conversions should continue to be prioritized as a way preserve historic building stock and increase downtown's residential population.

Action Items:

1. Complete renovations to the Brown Building.

2. Inventory buildings that are suitable for residential reuse and those that are eligible for Historic Preservation Tax Credits.
3. Allow downtown residential developments to lease parking spaces in public parking garages.
4. Prioritize funding for projects that redevelop existing buildings over new construction.



*The upper floors of the Brown Building will be converted into 38 apartments © Google Maps.*

### **8. Focus on Quality of Life Issues and Amenities**

Enhancing quality of life and amenities can help downtown Waterbury compete with its neighboring cities and attract new residents, businesses, and families.

Action Items:

1. Identify locations for public restrooms.
2. Expand police presence downtown.
3. Continue aggressive enforcement of litter and blight ordinances.
4. Complete renovations to the Waterbury Green.
5. Complete renovations to the Rectory Building.
6. Create a downtown WiFi hotspot.
7. Complete streetscape improvements as part of Downtown Next.



*The Green will be renovated as part of Downtown Next.*

**GOAL: IMPROVE LOCAL AND REGIONAL CONNECTIVITY TO DOWNTOWN FOR ALL TRANSPORTATION MODES**

**9. Encourage Greater Levels of Transit Use**

Downtown Waterbury is the convergence point of multiple transit modes. Transit use benefits downtown in many ways, including minimizing the need for parking, allowing greater density of development, and increasing transportation options for all persons. In order to spur transit-oriented development, the city needs to advocate for policies that encourage greater levels of transit use. These policies can include increasing the frequency and reliability of transit service and improving amenities. Additional transit recommendations are found in sections 28 and 29.

Action Items:

1. Complete upgrades to the Waterbury Train Station, including the restoration of the old baggage room of Waterbury Union Station.
2. Enhance transit amenities including better signage, real-time travel information, wayfinding signage, shelters, indoor waiting areas, and public restrooms.
3. Initiate a new Downtown circulator bus route serving key destinations such as the Waterbury Train Station, St. Mary's and Waterbury Hospital, Brass Mill Center, and UConn Waterbury.

4. Investigate alternative feasible pulse points downtown besides the Green.
5. Improve connections between local bus and passenger rail service.



*A downtown circulator bus route would better connect some of the most popular destinations, including the hospitals, mall, the Green, and the train station.*



*Improving the frequency of service on the Waterbury Branch can help build demand for transit-oriented development.*

**10. Enhance the Bicycle and Pedestrian Environment**

Downtown's transportation strategy should put pedestrians and bicyclists first. Inevitably, all downtown workers, residents, and visitors will walk on some part of their trip. The pedestrian and bicycle environments should be safe, convenient, and comfortable.



Action Items:

1. Complete bicycle and pedestrian enhancements from the W.A.T.E.R. project.
2. Provide bicycle amenities such as bicycle racks, storage, and wayfinding.
3. Formalize bicycle connections to downtown by striping bicycle lanes.
4. Implement traffic-calming techniques and shorten crossing distances, particularly around the Green.
5. Improve nonmotorized connections between downtown and surrounding neighborhoods.

4. Explore opportunities for additional on-street parking.
5. Incorporate structured parking into new developments.
6. Promote infill development on surface parking lots.
7. Prior to the implementation of any policy or activity that is likely to increase demand for on-street parking, an assessment of adverse impacts on road maintenance as well as refuse/recycling programs should be conducted. This analysis should address measures to mitigate any adverse impact, the cost of such measures, and whether the activity is feasible and prudent.



*Pedestrian and bicycle accessibility to the train station will be greatly improved when the W.A.T.E.R. Project is completed © RBA Group*

**11. Encourage On-Street and Structured Parking**

Parking is a crucial component of a successful downtown, as many workers, residents, and visitors travel by car. Downtown should have ample and convenient parking, while minimizing its overall parking footprint. On-street and structured parking should be encouraged.

Action Items:

1. Implement a "First 30 Minutes Free" parking policy in public parking garages.
2. Renovate the Buckingham parking garage.
3. Add electric vehicle charging stations to public parking garages and the train station.

**12. Create a Balanced Road System**

The City of Waterbury has implemented a Complete Streets Policy that promotes the safe and efficient movement of people and goods, whether by car, truck, transit, assistive device, foot, or bicycle. A balanced road network is particularly important downtown, where the different travel modes converge.

Action Items:

1. Implement the Downtown Traffic Signal Upgrade project.
2. Build the Jackson Street Connector Road.
3. Implement traffic calming and streetscape enhancements from the W.A.T.E.R. project.
4. Consider "road diets" on Meadow Street, South Main Street, Freight Street, and West Main Street.

**GOAL: REDEVELOP THE FREIGHT STREET DISTRICT**

**13. Redevelop the Freight Street District as a Mixed-Use Neighborhood**

The Freight Street District represents an opportunity for large-scale redevelopment. The neighborhood is located adjacent to the downtown Waterbury and the region's main



transportation infrastructure: Route 8, Interstate 84, and the Waterbury Branch. Freight Street should be redeveloped as an extension of downtown, with a dense and diverse mix of uses.

Action Items:

1. Consider form-based zoning in the Freight Street District.
2. Strategically acquire and remediate brownfield sites.
3. Complete infrastructure improvements as part of the W.A.T.E.R. Project.
4. Incorporate residential development into Freight Street.

**14. Ensure that the Redesign of the I-84 and Route 8 "Mixmaster" Interchange Does Not Impact the Redevelopment of the Freight Street District**

Over the next decade, planning and redesign of the Interstate 84 and Route 8 interchange will begin. The city strongly disapproves of the realignment of Route 8 through the Freight Street District.

Action Items:

1. Work with Connecticut Department of Transportation (CTDOT) to ensure that the future alignment of Route 8 remains on the west side of the Naugatuck River.
2. Build the Sunnyside Avenue Connector to improve local street network connectivity.



*A rendering of future Freight Street District redevelopment Photo courtesy of RBA Group.*



**PRESERVE WATERBURY'S BUILT CHARACTER AND NATURAL ENVIRONMENT**

**GOAL: PROTECT HISTORIC RESOURCES**

**15. Protect the Integrity of the City's Historic Districts**

Waterbury is home to nine National Historic Districts (Fulton Park, Hamilton Park, Waterbury Clock Company, Riverside Cemetery, Overlook, Hillside, Downtown Waterbury, Bank Street, and Municipal Center Complex). The city should implement policies that ensure appropriate redevelopment, restoration, and rehabilitation of historic neighborhoods.

Action Items:

1. Establish Village District zoning and a design review process for downtown Waterbury and the Hillside and Overlook Historic Districts.
2. Complete an inventory of historically significant buildings.
3. Create pattern books and design review guidelines for each Village District.
4. Use Historic Preservation Tax Credits to preserve and enhance Waterbury's historic building stock.



*The Hamilton House in the Hillside Historic District. Village Zoning Districts can help ensure that new development complements a neighborhood's historic character. © historicbuildingsct.com*

**16. Encourage the Adaptive Reuse of Industrial Buildings where Feasible**

Waterbury is home to many historic industrial buildings that are no longer suitable for modern manufacturing. These buildings are unique components of Waterbury's urban landscape and should be converted to residential or commercial uses where feasible.

Action Items:

1. Complete an inventory of historically significant industrial buildings.
2. Conduct environmental assessments to evaluate environmental contamination.
3. Rezone industrial parcels where applicable.



*The Waterbury Clock Company on North Main Street has been converted into residential and commercial uses. © Google Maps*

**GOAL: PLAN FOR PARK MAINTENANCE AND IMPROVEMENTS**

**17. Maintain and Renovate the Existing Public Park System.**

Throughout the public outreach process, residents continually advocated for the maintenance of the existing system of parks, parklets, recreation centers, and playgrounds. Parks are a source of neighborhood pride and help promote healthy, active lifestyles. With the demand for park improvements exceeding available city funds, Waterbury will need to pursue alternative funding mechanisms in order to complete necessary improvements.

Action Items:

1. Continue to maintain existing parks, playgrounds, recreation centers, and parklets.
2. Complete renovations to Waterbury Municipal Stadium Scott Road Park.
3. Pursue state and federal grants to help fund park maintenance and upgrades.
4. Investigate ways to repurpose underutilized recreational facilities.
5. Update the Parks Master Plan.
6. Establish a citywide parks support group.

**GOAL: DEVELOP AND EXPAND THE GREENWAY SYSTEM****18. Complete the Naugatuck River Greenway**

The Naugatuck River Greenway (NRG) has made tremendous progress over the last decade. That progress is expected to continue as the city begins construction on its first phases of trail. The NRG's reach extends beyond the multiuse trail. The project will continue to serve as a catalyst for brownfield redevelopment, parks expansion, and transportation improvements throughout the Naugatuck River corridor.

Action Items:

1. Repair the crib wall along the South Main Street Greenway corridor.
2. Strategically acquire property and conservation easements along the proposed NRG route.
3. Incorporate the Naugatuck River Greenway into all future riverfront developments.
4. Prioritize Brownfield Remediation funds for the Anamet property and other contaminated sites along the NRG.
5. Complete the Naugatuck River Greenway Phase I and Phase II.
6. Complete the Platt and Jackson Street parks along the Naugatuck River
7. Identify funding sources for future phases of the NRG.



*The Naugatuck River Greenway Phase II will serve as a catalyst for the redevelopment of the Anamet site (center right) and the construction of Jackson Street Park (center top). © RBA Group*



### 19. Expand the Greenway System

The Plan advocates for the establishment of a citywide greenway system that will protect the environmentally sensitive lands surrounding waterbodies, preserve riparian corridors, and protect future right-of-way for nonmotorized transportation and recreation infrastructure. The proposed greenway corridors, which can be seen on the Future Land Use Map in the POCD, will connect neighborhoods, job centers, and existing open space with the Naugatuck River Greenway.

Action Items:

1. Seek official Connecticut Greenway designation for greenways along the Mad River, Hancock Brook, Steele Brooke, Hop Brook, and Hopeville Pond Brook.
2. Complete a detailed property inventory along the greenway corridors.
3. Incorporate public access and riparian buffers into all riverfront development projects along these corridors.
4. Begin the planning process for open space acquisition and future bicycle and pedestrian improvements.



The Waterbury Companies property on South Main Street offers an opportunity for brownfield remediation, adaptive reuse of a historic industrial building, and the reclamation of Mad River for public use. © Google Maps



Three major brownfield sites (Anamet, the Waterbury Companies, and Nova Dye) border the lower Mad River. These sites will be developed, and the Greenway will occupy a narrow easement adjacent to the waterway. These sites, combined with strategically placed city-owned properties, would create a continuous open space corridor from the Naugatuck River to Interstate 84.

**Development Standards by Degree of Slope**

Degree of Slope		Development Potential
Low	0% to 3%	Generally suitable for all development and uses
	3% to 8%	Suitable for medium density residential development, agriculture, industrial, and institutional uses
Moderate	8% to 15%	Suitable for moderate to low-density residential development, but great care should be exercised in the location of any non-residential uses
	15% to 25%	Only suitable for low-density residential, limited agriculture, and recreation
Steep	25% or Higher	Subject to special development requirements

**GOAL: PROTECT THE CITY'S ENVIRONMENTALLY SENSITIVE LANDS**

**20. Protect Ridgelines and Steep Slopes**

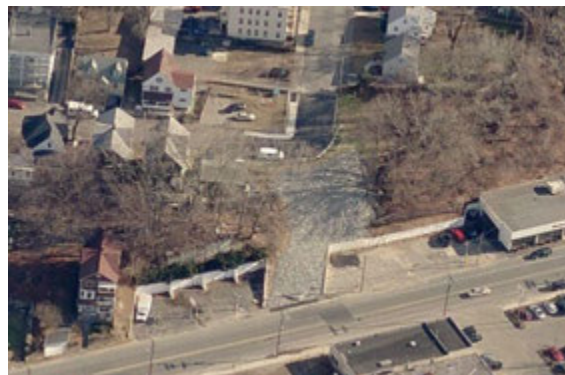
Waterbury's rugged terrain is one of its defining features. Many steep slopes of 25 percent or higher are undeveloped, making them some of the last remaining contiguous forested areas in the city. Development on steep slopes needs to have special controls to mitigate negative impacts, including erosion, landslides, destruction of wildlife habitat, sedimentation, and pollution of waterways.

Action Items:

1. Regulate development and vegetation removal on steep slopes of 25% or higher.
2. Add language to the City Zoning Regulations specifically regulating development on ridgelines and steep slopes.
3. Utilize flexible development standards to protect scenic vistas.
4. Address the preservation of ridgelines and steep slope properties as part of a comprehensive open space strategy.
5. Support the conservation and restoration of Holy Land.



*Development along Waterville Street's steep slope has led to road washouts and costly repairs. Future development on steep slopes should be subject to special development requirements*  
© Google Maps



*A landslide site along South Main Street at Madison Street* © Bing Maps



**21. Protect Water Resources**

Waterbury's system of rivers, streams, reservoirs, ponds and wetlands are some of the city's most environmentally sensitive areas. Water resource protection safeguards habitats for plants and animals, improves community health, and helps mitigate local flooding.

Action Items:

1. Encourage low-impact development techniques in new developments abutting waterbodies.
2. Discourage development in riparian corridors.
3. Continue the separation of the storm sewer and sanitary sewer systems.
4. Commission a citywide Stormwater Management System Study containing drainage models useful to developers.
5. Implement flood prevention strategies from the Hazard Mitigation Plan.
6. Investigate the feasibility of dam removal on the city's many unused mill ponds.

order to more strategically target open space acquisitions.

4. Encourage the State of Connecticut to expand the Mattatuck State Forest on the east side of Hancock Brook.
5. Investigate establishing a Transfer of Development Rights program as a way of preserving open space in the city's outer neighborhoods and encouraging higher density infill development in the urban core.



*With limited funding likely to continue, the city will need to pursue creative means to strategically acquire open space over the next decade. © Bing Maps*

**22. Strategically Acquire Open Space**

Available funds for open space acquisition will likely remain limited over the next decade, with most funds coming from grants. In order to be eligible for open space grants from the Connecticut Department of Energy & Environmental Protection, the city needs to develop an Open Space Master Plan. The Master Plan would also allow the city to develop an open space acquisition strategy that will allow it to strategically acquire property as funding becomes available.

Action Items:

1. Create an Open Space Master Plan, possibly concurrent with the Parks Master Plan update in 2017.
2. Update language in the Land Subdivision Regulations regarding Fee in Lieu of Open Space Dedication.
3. Encourage developers to utilize the Fee in Lieu of Open Space Dedication option in

**IMPROVE COMMUNITY FACILITIES AND ENHANCE MOBILITY**

**GOAL: IMPROVE AND MAINTAIN PEDESTRIAN AND BICYCLE NETWORKS**

**23. Improve the Pedestrian Network**

Throughout the public involvement process, residents identified the maintenance and expansion of the sidewalk network for all persons as one of their top transportation priorities. However, with limited funding for improvements likely to continue over the next decade, investments should be prioritized in the areas with the greatest pedestrian traffic.

Action Items:

1. Prioritize sidewalk improvements in areas that are pedestrian "attractors" such as areas near schools, parks, bus lines, and along mixed-use corridors.
2. Convert "desire paths" into permanent sidewalks.
3. Increase the enforcement of the sidewalk snow-clearance ordinance.
4. Incorporate sidewalk construction and repair into new developments and public projects.
5. Implement traffic-calming techniques in downtown and in mixed-use corridors, utilizing strategies such as curb extensions, pedestrian refuges, and narrowing lanes and turning-radii.



A pedestrian walks on a "desire path" on Wolcott Street. Desire paths form over grassy areas due to foot traffic and are indicative of heavy pedestrian use. © Google Maps

**24. Improve the Bicycle Network**

Improving the city's bicycle infrastructure can have many positive benefits, including reducing traffic congestion, minimizing the need for parking, and promoting healthy lifestyles. Waterbury should capitalize on planned downtown bicycle improvements and improve connections to other parts of the city.

Action Items:

1. Formalize bike routes through bike lane striping, sharrows, and signage.
2. Create on-street bicycle connections to the Naugatuck River Greenway.
3. Incorporate bicycle-friendly catch basins into future road reconstruction projects.
4. Expand bicycle-parking options at parks, commercial areas, and schools.



Many streets such as East Main Street (above) have ample room in their right-of-way for bicycle lanes. © Google Maps

**GOAL: CREATE "RIGHT-SIZED" PARKING REGULATIONS**

**25. Reevaluate Parking Regulations**

Since most Waterbury residents travel by car, having an ample supply and proper location of parking infrastructure is crucial to the well-being of both businesses and residents. However, an oversupply of parking results in lower tax yields per parcel and increases stormwater runoff and infrastructure needs. Parking regulations should be context-sensitive particularly for a city like Waterbury that has both high-density and low-density neighborhoods.



Action Items:

1. Establish distinct minimum parking requirements for each zoning district.
2. Lower minimum parking requirements for multi-family residences in the RM and RH districts.
3. Lower parking requirements in the General Commercial (CG) and Neighborhood Commercial (CN) districts.
4. Encourage the redevelopment of excess commercial parking areas.

**26. Encourage On-Street Parking**

On-street parking is an integral part of Waterbury's parking system, particularly in the urban core neighborhoods where surface parking is limited. Street parking supports higher-density development and also serves as a traffic-calming technique.

Action Items:

1. Maintain street parking on mixed-used corridors.
2. Establish street parking districts with lower minimum parking requirements in higher density neighborhoods due to the prevalence of on-street parking.
3. Prior to the implementation of any policy or activity that is likely to increase demand for on-street parking, an assessment of adverse impacts on road maintenance as well as refuse/recycling programs should be conducted. This analysis should address measures to mitigate any adverse impact, the cost of such measures, and whether the activity is feasible and prudent.

**GOAL: IMPROVE WATERBURY'S LOCAL AND REGIONAL TRANSIT SYSTEM**

**27. Improve the Rail Transit System**

Despite low levels of service, the Waterbury Branch has seen substantial ridership growth in recent years. With service improvements expected over the next decade, Waterbury is well positioned to see continued ridership growth. Rail service

improvements are a necessary first step in order for the city to capitalize on transit-oriented development in the vicinity of the train station.

Action Items:

1. Implement the recommendations of the Waterbury Branch Line Needs and Feasibility Study.
2. Initiate direct rail service between Waterbury and New Haven.
3. Encourage higher density development in areas within one-half mile of the train station.
4. Work with CTDOT and Metro-North to identify locations for a train storage facility in Waterbury.
5. Support the NextGen North East Corridor Rail realignment through Waterbury.



*In order to ensure the most efficient use of land, parking regulations should be revisited to ensure that new developments do not have excess unused parking spaces. © Google Maps*



*Amtrak's North East Corridor Next Generation (NextGen) report proposed an alternative alignment between New York and Boston running along the I-84 corridor, including a stop in Waterbury.*



**28. Improve the Bus Transit System**

Waterbury is well served by its local bus system. Over the last decade, the city has seen improvements in the frequency and span of service, which has resulted in dramatic ridership increases. This has led to new operational challenges such as overcrowding, reliability issues, and has exacerbated issues with the downtown pulse point. As employment decentralizes into neighboring suburban communities, the bus system will need to adapt in order to maintain job access for the city's transit-dependent residents. Improved transit service is a way to increase transportation options for all persons.

Action Items:

1. Initiate bus service on Lakewood Road.
2. Implement the recommendations of the Waterbury Area Transit Study.
3. Provide additional bus service on overcrowded bus routes.
4. Expand transit connections to neighboring towns and cities, placing an emphasis on job access.
5. Improve bus amenities such as bus shelters, seating, and public restrooms.



*Articulated buses could be used to alleviate overcrowding on popular bus routes such as 22 – Wolcott Street. © CT Transit*

**29. Increase Transportation Options for the Elderly and Disabled**

Waterbury is projected to see an increase in its elderly population over the next 10 years as the

baby boomers age. With limited funding likely to continue, providing transportation services for elderly and disabled residents will require coordination with a variety of public and private partners.

Action Items:

1. Work with CTDOT and local taxi companies to utilize handicap accessible taxis.
2. Continue to coordinate local service with regional transportation providers such as the Greater Waterbury Transit District.

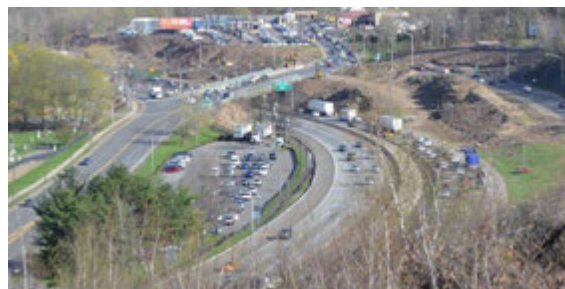
**GOAL: DEVELOP AND MAINTAIN A BALANCED ROAD NETWORK**

**30. Complete Upgrades to the Highway System**

Route 8 and Interstate 84 are Waterbury's primary connections to the state and national economies. With major improvements to the highway system planned during the next 10 years, it is important that these projects complement the city's conservation and development goals and minimize the impacts to surrounding neighborhoods.

Action Items:

1. Complete the Interstate 84 widening project in eastern Waterbury.
2. Work with CTDOT, NVCOG, and other stakeholders to ensure that the redesign of the I-84 and Route 8 Interchange replacement aligns with the city's land use, conservation, and economic development goals.



*Completion of the I-84 widening project will help alleviate traffic in eastern Waterbury and improve connections with Greater Hartford.*



### 31. Develop a Road System that Supports Multiple Travel Modes

Streets should be designed to enable safe access for all users, including pedestrians, bicyclists, motorists, and transit users.

Action Items:

1. Reduce lane widths on residential streets to lower traffic speeds and minimize stormwater runoff.
2. Implement complete streets and streetscape improvements along mixed-use corridors.
3. Implement the following street connectivity improvements:
  - Connect Grassy Hill Road to Bucks Hill Road.
  - Connect the two disjointed segments of Farrington Avenue.



Connecting the two disjointed segments of Grassy Hill Road would improve circulation in the Bucks Hill neighborhood for cars, bicyclists, and pedestrians. © Google Maps

4. Evaluate the following street connectivity improvements to determine whether they would be beneficial:
  - Connect Goff Street and Danielle Drive.
  - Complete Boyden Street extension between Bucks Hill Road and North Main Street.
  - Extend Chestnut Hill Avenue to Farmwood Road.
  - Connect Oldham Avenue with Beth Lane.

- Extend of Sunnyside Avenue over the Naugatuck River with connections to Jackson Street and Meadow Street.
- Extend Columbia Boulevard north to Edgehill Avenue.
- Complete Hull Street between Baldwin Avenue and Madison Street.

### GOAL: PRIORITIZE THE MAINTENANCE AND UPGRADE OF EXISTING INFRASTRUCTURE

With much of the city's infrastructure approaching 100 years old, the system will require costly repairs over the next decade. The POCD strongly advocates that the maintenance and upgrade of existing infrastructure be prioritized over the construction of new infrastructure.

#### 32. Utilities

Action Items:

1. Create a WiFi hotspot zone throughout downtown.
2. Encourage the establishment of ultra-high-speed gigabit internet service in the city.
3. Work with utility companies to modernize natural gas and electrical utilities in key economic development zones.

#### 33. Water Pollution Control

Action Items:

1. Continue to maintain and upgrade the sanitary sewer system, including pump stations.
2. Complete the Phosphorous Removal Upgrade at the Water Pollution Control Facility (WPCF)
3. Continue the separation of municipal stormwater and sewer systems.
4. Build a FOG (fats, oil, and grease) processing facility at the WPCF.
5. Continue to refine sanitary sewer service areas.

### 34. Water

#### Action Items:

1. Continue ongoing maintenance of the city's water system, including water main rehabilitation, tank repair, and water treatment plant upgrades.
2. Install generators at all pump stations.
3. Complete dam repairs.



*The Silas Bronson Library's main branch on Grand Street*

### 35. Public Works

#### Action Items:

1. Construct a new unified public works facility on East Aurora Street.
2. Implement a pavement management system.
3. Collect paint and mattresses at the Mark Lane Transfer Station through the Connecticut Product Stewardship program.



*The city plans to consolidate its public works operations at a unified public works facility on East Aurora Street.*

### 36. Public Facilities

#### Action Items:

1. Complete the renovation and expansion of the Silas Bronson Library.

### 37. Public Safety

#### Action Items:

1. Upgrade the mobile and portable radio systems for the fire department and police department.
2. Continue to evaluate existing public safety facilities and renovate and upgrade as necessary.



**PRESERVE AND PROMOTE LIVABLE, HEALTHY, AND SUSTAINABLE NEIGHBORHOODS**

**GOAL: ENCOURAGE INFILL DEVELOPMENT AND REDEVELOPMENT IN AREAS WITH EXISTING INFRASTRUCTURE**

**38. Promote Infill Sites**

Infill development is beneficial for many reasons. It helps reduce blight and is already served by existing infrastructure such as water, sewer, and public transportation.

Action Items:

1. Create an inventory of existing infill sites.
2. Establish a website, similar to the existing website for commercial and industrial properties, that markets infill sites to potential developers.
3. Offer streamlined application and review processes for infill sites.
4. Base development fees on distance from the city's core.
5. Establish a residential Land Bank that can acquire, amass, and repurpose larger infill sites.

**39. Make Infill Lots Community Assets**

Some infill sites sit vacant and underutilized due to the weak real estate market conditions of the surrounding areas. In some neighborhoods, residential redevelopment may not be feasible. These lots should be repurposed for nonresidential uses so that they are an asset, not a liability to the surrounding neighborhoods.

Action Items:

1. Create a "side yard" program that markets vacant city-owned lots to adjacent property owners for use as green space or additional parking.
2. Donate vacant, city-owned land to neighborhood groups for use as community gardens.



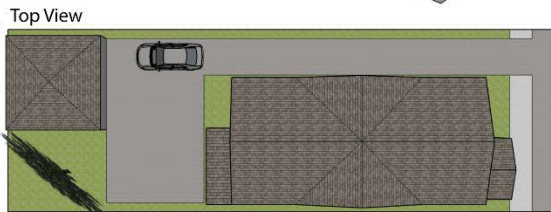
*Vacant infill lots in the South End have been redeveloped into an attractive affordable housing development.*

*© Bing Maps (top) Google Maps (bottom)*



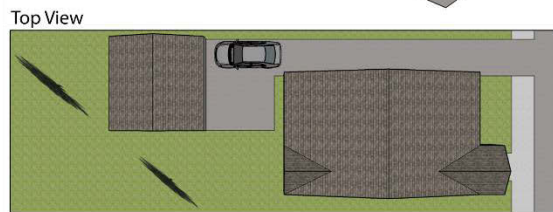
*Two infill lots on Branch Street have been repurposed as PAL community gardens. Similar efforts could be pursued in other parts of the city. © Google Maps.*

### Existing Development in the RM Zone



<b>Lot Size:</b>	4,800 square feet
<b>Building Height:</b>	38 feet
<b>Dwelling Units:</b>	3
<b>Building Area:</b>	4,570 square feet
<b>% Impervious:</b>	72%
<b>Floor Area Ratio</b>	0.95

### Redevelopment of the same Lot Using RM Zoning Regulations



<b>Lot Size:</b>	4,800 square feet
<b>Building Height:</b>	30 feet
<b>Dwelling Units:</b>	2
<b>Building Area:</b>	2,500 square feet
<b>% Impervious:</b>	50%
<b>Floor Area Ratio</b>	0.63

The two images above illustrate how zoning regulations can lead to the dedensification of urban core neighborhoods. The image on the left shows the prevailing density of development, which is a three-family home on a 4,800-square-foot lot. The image on the right shows the same lot redeveloped based on the city's zoning regulations for the RM zone. If a three-family home was demolished and redeveloped, the new building area (and potential tax yield of the parcel) would be significantly smaller.

#### 40. Maintain the Density of Urban Core Neighborhoods

Many residential properties in the city's urban core neighborhoods are "legal nonconforming uses," meaning that they no longer meet existing zoning regulations. When these properties are redeveloped, the new structure is smaller, resulting in a gradual "dedensification" of the neighborhood as illustrated in the image above. Lowering the density of urban core neighborhoods encourages sprawling development in the city's outskirts, and erodes the market for walkable, mixed-use commercial corridors. Steps should be taken to ensure that infill development and redevelopment

in the urban core can occur at the prevailing density of the neighborhood. In addition, higher densities are usually necessary in lower income neighborhoods, where developers need to build more units in order to recoup development costs.

#### Action Items:

1. Create flexible development standards to allow for irregular and small lot developments.
2. Create separate zoning regulations for medium-density multi-family areas and medium-density apartments.
3. Modify the bulk regulations in the medium density multi-family zone to



allow for smaller lots sizes, greater impervious coverage, smaller setbacks, and lower minimum parking requirements.

4. Prior to the implementation of any policy or activity that is likely to increase demand for on-street parking, an assessment of adverse impacts on road maintenance as well as refuse/recycling programs should be conducted. This analysis should address measures to mitigate any adverse impact, the cost of such measures, and whether the activity is feasible and prudent.

**GOAL: PROVIDE HIGH-QUALITY AFFORDABLE HOUSING**

**41. Renovate Existing Affordable Housing Stock**

While the city has a large quantity of affordable housing, the quality of many housing units has deteriorated due to years of disinvestment. In addition, the housing stock is aging with nearly one-third housing units built before 1940. Maintaining and renovating the existing affordable housing stock is important to the character and quality of life in the city's neighborhoods.

Action Items:

1. Continue to provide financial assistance for the rehabilitation of affordable housing units, including for lead and asbestos abatement.
2. Protect the character of existing residential areas through code enforcement.
3. Work with nonprofit groups, development corporations, and private industry to continue and expand home-ownership programs.
4. Continue the city's Blight Task Force program.
5. Implement the Waterbury Housing Authority's 5- to 8-year plan to renovate units, construct new senior housing, and expand its voucher program.



*This property at 60 Lockhart Avenue was rehabilitated using HOME funds from the U.S. Department of Housing and Urban Development (HUD). © Google Maps.*

**42. Develop New Affordable Housing Units**

Over the next decade, Waterbury will need to construct new affordable housing units to replace decommissioned units that are beyond repair. It is important that these new units are placed in appropriate locations and provide low-income residents with access to the services that they need.

Action Items:

1. Locate new affordable housing developments near existing transit lines.
2. Incorporate affordable units into new residential developments.
3. Encourage mixed-income developments.
4. Expand transitional housing and supportive permanent housing options for families.



*New affordable housing units such as this new 10-unit complex on North Main Street are replacing some aging affordable housing units. © Google Maps*

**GOAL: DEVELOP MORE MARKET-RATE HOUSING**

**43. Create More Housing Options for Senior Citizens**

With the senior population projected to increase significantly over the next decade, Waterbury will need to create a wide range of housing options that are tailored to the needs of persons age 55 years old and over. In addition to serving the needs of current residents, the city envisions that a broader range of housing options can help attract seniors from neighboring towns who are looking to settle in more walkable, urban settings with greater access to arts and cultural activities, entertainment, and health care.

Action Items:

1. Identify potential sites for senior housing developments.
2. Add a Senior Housing Floating Zone to the zoning regulations, providing greater flexibility in the form and location of age-restricted developments.
3. Colocate senior housing developments with retail, health care facilities, and recreation opportunities.

**GOAL: CREATE A HIGH-QUALITY COMMUNITY-ORIENTED SCHOOL SYSTEM**

**44. Return Schools to a Neighborhood Focus**

Enrollment growth, curriculum changes, and evolving facility needs have gradually shifted the public school system away from its traditional neighborhood focus. With its largest enrollment ever, Waterbury Public Schools is currently creating a long-term enrollment and facilities plan in order to ensure that the school system meets the needs of students over the next decade and beyond. The city hopes that the school facilities plan not only meets the evolving needs of students but enhances the position of schools as centers of their surrounding neighborhoods.

Action Items:

1. Explore opportunities to create Pre-K through 8<sup>th</sup> grade alignments in both existing and planned elementary schools.

2. Align school district boundaries with neighborhood boundaries where feasible.
3. Promote schools as a community resource by fully utilizing facilities for youth sports, daycare, etc. and encouraging the use of school facilities to engage the surrounding community.
4. Align school facilities with enrollment projections.
5. Encourage the adaptive reuse of vacant public and parochial school buildings.



*Duggan School in Brooklyn is one of four Pre-K to 8<sup>th</sup> grade community schools. © Bing Maps*

**GOAL: ENHANCE PUBLIC SAFETY**

**45. Target Quality of Life Issues**

Safety, both real and perceived, was a frequent topic of discussion throughout the public involvement process. While Waterbury is safe relative to other large cities in Connecticut, residents advocated for additional resources devoted to quality of life issues such as blight, loitering, graffiti, littering, and noise.

Action Items:

1. Expand community policing.
2. Improve the enforcement of quality of life issues.
3. Increase police presence in public spaces such as parks.
4. Continue to support community outreach programs such as the Police Activity League (PAL).



**GOAL: PROVIDE EVERY NEIGHBORHOOD WITH ACCESS TO PARKS AND OPEN SPACE**

**46. Maintain and Expand the Parks and Open Space System**

With limited funding for improvements to parks likely to continue over the next decade, the maintenance and rehabilitation of existing parks and open space will continue to be the priority. Additional action items to expand parks and open space should be pursued as funding permits or if grants are obtained.

Action Items:

1. Rehabilitate and maintain existing parks, parklets, playgrounds, golf courses, and recreation centers.
2. Implement a neighborhood tree-planting program.
3. Work with neighborhood groups to identify future open space acquisition priorities.

**47. Improve Access to Parks and Open Space**

While Waterbury has a well-developed parks and open space system, space is not distributed evenly throughout the city. Some neighborhoods have access to multiple parks and open spaces while others are lacking. Improving park access to underserved areas can be achieved by improving walking and bicycling connections to existing open spaces or by strategically creating new parks and open spaces in the areas with the greatest needs.

Action Items:

1. Identify target areas with poor access to existing parks and open space.
2. Investigate creating additional playgrounds and parklets on vacant city-owned parcels in identified target areas.
3. Improve neighborhood connections to parks through sidewalk and bicycle infrastructure upgrades.



*The recently renovated Pearl Street Playground in Crownbrook was developed on an infill parcel such as W.O.W., Brooklyn, and Willow/Plaza. © Bing Maps*

**GOAL: PROMOTE ECONOMIC AND WORKFORCE DEVELOPMENT**

**48. Remediate and Redevelop Brownfield Sites**

With little vacant commercial and industrial land remaining, brownfield redevelopment is crucial to growing the Grand List. Over the next decade, Waterbury will continue to remediate brownfields and put them back into productive use.

Action Items:

1. Continue brownfield remediation program.
2. Consider adding a Brownfield Redevelopment Floating Zone to the city's zoning regulations to encourage broader marketing of brownfield sites to potential buyers.
3. Establish a Land Bank for commercial and industrial properties.

**49. Capitalize on Strategically Located City-Owned Properties**

The city owns nearly 2,000 acres of land comprising over 10 percent of the total land area. While much of this land is devoted to public facilities such as parks, schools, government buildings, and infrastructure, other properties sit undeveloped or underutilized. The major undeveloped city-owned properties are in Reidville Industrial Park, Brookside Industrial Park, Waterbury Industrial Commons, in the East End adjacent to Crosby High School, and in



Hopeville adjacent to the Naugatuck Industrial Park. The city should pursue commercial and industrial development on these sites as a way to reduce the amount of municipally owned tax-exempt property and grow the Grand List. An assessment of three of the largest city-owned properties can be found in Appendix A.

Action Items:

1. Aggressively market city-owned commercial and industrial sites.
2. Amass, subdivide, and acquire adjacent parcels as necessary.
3. Modify zoning designation where necessary to ensure appropriate development.
4. Complete preliminary site work, including earth and rock excavation.

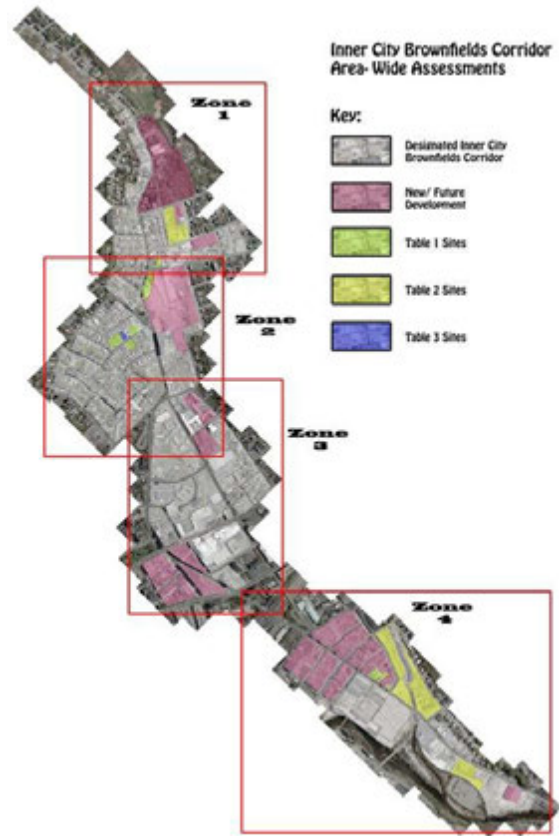
**50. Continue Workforce Development Programs**

The city's labor force is its greatest economic development asset. While the number of residents commuting to jobs in other parts of the state has increased in recent years, the city has retained its skilled labor force in industries such as health care, niche manufacturing, and educational services. Workforce development programs should be continued and expanded to ensure that the labor force has the skills needed to grow and maintain jobs in Waterbury over the next decade.

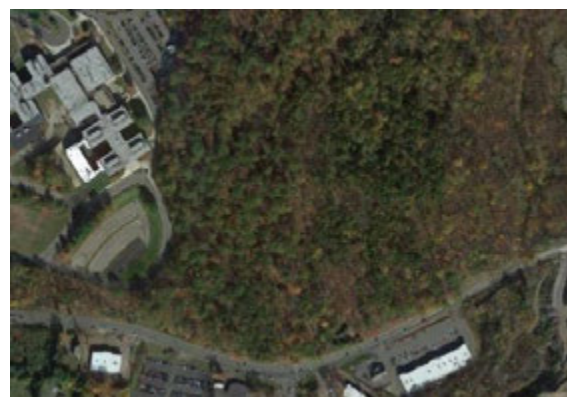
Action Items:

1. Maintain Waterbury's status as a regional center for the health care industry.
2. Work with institutions such as Naugatuck Valley Community College to support job training initiatives in emerging manufacturing technologies.
3. Pursue state and federal grant opportunities to expand access to adult education, ESL, and GED programs.
4. Maintain and expand workforce development programs in growing economic sectors such as health care.

5. Work with local institutions and the businesses community to expand job training, vocational, and apprenticeship programs.



*The redevelopment of the Inner City Brownfield corridor (roughly along North and South Main Street) will remain an economic development priority over the next decade. © WDC*



*The city-owned property adjacent to Crosby High School is across the street from the growing East Main Street commercial corridor. Additional commercial development should be pursued on this site. © Google Maps.*







*Row homes on upper Willow Street*

## 5. IMPLEMENTATION PLAN

The Implementation Plan is a blueprint that will help the City of Waterbury achieve the goals, policies, and recommendations from the Action Agenda. While the State of Connecticut designates the City Plan Commission to adopt the Plan, the success of the Plan will depend upon the entire community. The Mayor, the Board of Aldermen, neighborhood groups, and all community stakeholders must join together in achieving the goals and objectives of the Plan.

The lead agency is the agency which, by the nature of its mission and authority, is the logical party to spearhead the implementation of a particular proposal. Many proposals will of course involve multiple agencies. The nature of activity required of a lead agency will vary depending on the type of recommendation. Some activities involve budget commitments and capital expenses and some require advocacy and promotion, while others call for administrative action. Some objectives and associated action items may be listed under more than one planning theme due to their interdisciplinary nature.



## **INTRODUCTION**

The Implementation Plan is organized in a matrix, which contains information on the timeline and responsible parties for each action item. The action items and policy numbers are aligned with the recommendations that were set forth in Chapter 4.

## **TIMELINE**

The implementation timeline is a crucial component of the Plan. With limited personnel and financial resources, the City must efficiently prioritize resources that incrementally achieve the goals and objective of the POCD. The matrix organizes items first by planning theme, then by goal, and finally by their proposed implementation timeframe. The four timeframes are described below:

- 1.) **Ongoing** items are ones that are currently being undertaken by the City and are expected to continue over the next decade.
- 2.) **Short Term** items are those that can be undertaken within the next 1 to 3 years. Short term items are have already been funded or are less complex items that can be undertaken quickly or cheaply. Many short term action items are listed in the City's 5-year Capital Improvement Plan.
- 3.) **Mid Term** items are those that can be undertaken within the next 4 to 6 years. Some mid-term items are more complex and require greater resources than short-term items. Others rely on the completion of short-term items in order to be most effective.
- 4.) **Long Term** items are those that can be undertaken within the next 7 to 10 years. These items are the most complex, require the greatest amount of resources, or are reliant on the completion of short and mid-term items.

## **STAKEHOLDERS**

The Implementation Plan identifies the lead agency or agencies that are responsible for achieving each action item. For many items, there are multiple stakeholders who are responsible. Communication and coordination are crucial to the success of multi-agency action items. The matrix contains abbreviations for the

**ACC** – Arts and Culture Collaborative

**BPC** – Board of Parks Commissioners

**BOA** – Board of Aldermen

**BOE** – Board of Education

**CC** – Corporation Counsel

**CPD** – City Planning Department

**CPC** – City Plan Commission

**CTT** – Connecticut Transit Waterbury Division

**DEEP** – Connecticut Department of Energy and Environmental Protection

**DECD** – Connecticut Department of Economic and Community Development

**DOT** – Connecticut Department of Transportation

**DPW** – Department of Public Works

**ED** – Economic Development Department

**Higher Ed** – Naugatuck Valley Community College, UConn Waterbury, Post University

**Hospitals** – St. Mary's Hospital and Waterbury Hospital

**GWTD** – Greater Waterbury Transit District

**IWC** – Inland Wetlands Commission

**MAY** – Mayor's Office

**MNRR** – Metro North Railroad

**MSW** – Main Street Waterbury

**NRWIB** – Northwest Regional Workforce Investment Board

**NVCOG** – Naugatuck Valley Council of Governments

- REC** – Bureau of Recreation
- SBL** – Silas Bronson Library
- WAT** – Bureau of Water
- WDC** – Waterbury Development Corporation
- WHA** – Waterbury Housing Authority
- WLT** – Waterbury Land Trust
- WNC** – Waterbury Neighborhood Council
- WPCA** – Water Pollution Control Authority
- WPCA** – Waterbury Police Department
- WRCC** – Waterbury Regional Chamber of Commerce
- ZC** – Zoning Commission

**How to Read the Implementation Matrix:**

		Implementation Timeline				Lead Agency
		Ongoing	Short Term 1-3 Years	Mid Term 4-6 Years	Long Term 7-10 Years	
<b>PLANNING THEME FROM ACTION AGENDA</b>						
<b>GOAL FROM ACTION AGENDA</b>						
Policy number from Action Agenda	Action Item (from Chapter 4)	Timeframe in which the Action Item is likely to be completed				Parties responsible for implementing the Action Item



## Implementation Plan

Policy #	Action Item	Implementation Timeline				Lead Agency
		Ongoing	Short Term 1-3 Years	Mid Term 4-6 Years	Long Term 7-10 Years	
<b>GOAL: Promote Economic Development</b>						
1-3	Retain and expand retail, food services, and entertainment sectors	X				ED, WRCC, MSW
1-4	Continue workforce development programs.	X				NRWIB, BOE, Higher Ed.
5-3	Continue Downtown Façade Improvement and Sign and Awning Programs.	X				WDC, MSW
1-1	Encourage health care and education institutions to relocate or expand their presence downtown		X			MAY, ED, WRCC, Higher Ed., Hospitals
1-2	Recruit office support services industry		X			ED, MAY, MSW, WDC
2-3	Target financial incentives towards businesses with a seven-day-a-week presence Downtown		X			ED, WDC
3-1	Incorporate ground-floor retail into redevelopment projects		X			ZC, ED, WDC
3-4	Expand arts and culture events		X			ACC, ED, MSW, WDC
4-1	Host a developer day event		X			MAY, ED, WDC, MSW
4-2	Develop a Branding and Marketing Strategy		X			MAY, ED, WRCC, MSW
4-3	Install wayfinding and directional signage at Downtown landmarks and gateways		X			ED, DPW, DOT, MSW
5-2	Complete building and infrastructure improvements as part of the Downtown Next initiative.		X			MAY, ED, WDC, DPW
3-5	Support the expansion of the Palace Theater			X		ACC, ED, MSW
4-4	Implement a "Lights On" policy that incentivizes retailers to keep their lights on at night			X		ED, WRCC, MSW, WDC

## Implementation Plan

Policy #	Action Item	Implementation Timeline				Lead Agency
		Ongoing	Short Term 1-3 Years	Mid Term 4-6 Years	Long Term 7-10 Years	
4-5	Utilize vacant ground-floor space for pop-up storefronts or art galleries.			X		ED, WDC, MSW
2-1	Create a business incubator space or co-working space			X		ED, WDC, Higher Ed.
3-2	Implement a sidewalk and parking space rental program that allows restaurants to expand outdoor dining areas			X		ZC, CPC
2-2	Establish a small business revolving loan fund				X	ED, WDC, DECD
3-3	Develop an indoor marketplace with farmer's market				X	ED, MSW, WDC, BSH
5-1	Investigate implementing a Business Improvement District (BID) or Tax Increment Financing (TIF) district.				X	BOA, ED, WDC, MSW
<b>GOAL: Grow Downtown's Residential Population</b>						
6-5	Encourage developers to incorporate senior-friendly design elements (wider doorways, grab bars, amenities) into new residential projects.	X				ED, WDC
8-3	Continue aggressive enforcement of litter and blight ordinances.	X				WPD
6-2	Identify locations for artist lofts, or live-work spaces.		X			ED, WDC, MSW
6-4	Modify the City's zoning regulations to allow Active Adult Housing in the CBD		X			ZC, CPC
7-1	Complete renovations to the Brown Building.		X			ED, WDC, MSW
7-3	Allow Downtown residential developments to lease parking spaces in public parking garages.		X			ED, WDC, WPD
8-1	Identify locations for public restrooms.		X			ED, WDC, MSW, MAY
8-2	Expand police presence Downtown.		X			WPD
8-4	Complete renovations to the Waterbury Green.		X			DPW, ED, WDC

## Implementation Plan

Policy #	Action Item	Implementation Timeline				Lead Agency
		Ongoing	Short Term 1-3 Years	Mid Term 4-6 Years	Long Term 7-10 Years	
8-5	Complete renovations to the Rectory Building.		X			ED, WDC
8-6	Create a Downtown WiFi hotspot.		X			DPW, ED, WDC, MSW
6-1	Explore public-private financing options for a residential building for college students, staff, or medical residents.			X		ED, WDC, Higher Ed., Hospitals
7-2	Inventory buildings that are suitable for residential reuse, and those that are eligible for Historic Preservation Tax Credits.			X		ED, WDC, MSW
7-4	Prioritize funding for projects that redevelop existing buildings over new construction.			X		ED, WDC, WPD
8-7	Complete streetscape improvements as part of Downtown Next.			X		DPW, ED, WDC
6-3	Work with area businesses to establish Employer Assisted Housing programs, subsidizing workers who own or rent Downtown.				X	ED, DECD
<b>GOAL: Improve Local And Regional Connectivity To Downtown For All Modes</b>						
11-4	Explore opportunities for additional on-street parking.	X				DPW, WPD
11-5	Incorporate structured parking into new developments.	X				CPC, ZC, ED, WDC
11-7	Prior to the implementation of any policy or activity which is likely to increase demand for on-street parking, an assessment of adverse impacts on road maintenance as well as refuse/recycling programs should be conducted. This analysis should address measures to mitigate any adverse impact, the cost of such measures and whether the activity is feasible and prudent.	X				DPW, WPD
9-2	Enhance transit amenities including better signage, shelters, indoor waiting areas, and public restrooms.		X			DOT, NVCOG, DPW, NETCO, MAY



## Implementation Plan

Policy #	Action Item	Implementation Timeline				Lead Agency
		Ongoing	Short Term 1-3 Years	Mid Term 4-6 Years	Long Term 7-10 Years	
11-1	Implement a "First 30 Minutes Free" parking policy in public parking garages.		X			WPD
12-1	Implement the Downtown Traffic Signal Upgrade project.		X			DPW, NVCOG, DOT
12-2	Build the Jackson Street Connector Road.		X			DPW, NVCOG, DOT, WDC
12-3	Implement traffic calming and streetscape enhancements from the W.A.T.E.R. project.		X			DPW, NVCOG, DOT, WDC
10-1	Complete bicycle and pedestrian enhancements from the W.A.T.E.R. project.		X			DPW, DOT, NVCOG
9-3	Initiate a new Downtown circulator bus route serving key destinations such as the Waterbury Train Station, St. Mary's and Waterbury Hospital, Brass Mill Center, and Uconn			X		CTT, DOT, NVCOG
10-2	Provide bicycle amenities such as bicycle racks, storage, and wayfinding.			X		DPW, DOT, MSW
10-3	Formalize bicycle connections to downtown by striping bicycle lanes.			X		DPW, DOT, NVCOG
10-4	Implement traffic-calming techniques and shorten crossing distances, particularly around The Green.			X		DPW, DOT, NVCOG
10-5	Improve non-motorized connections between Downtown and surrounding neighborhoods.			X		DPW
9-1	Complete upgrades to the Waterbury Train Station, including the restoration of the old baggage room of Waterbury Union Station.			X		WDC
11-2	Renovate the Buckingham parking garage.			X		DPW
11-3	Add electric vehicle charging stations to parking garages and the train station			X		

## Implementation Plan

Policy #	Action Item	Implementation Timeline				Lead Agency
		Ongoing	Short Term 1-3 Years	Mid Term 4-6 Years	Long Term 7-10 Years	
11-6	Promote infill development on surface parking lots.				X	CPC, ZC, ED, WDC
12-4	Consider "road diets" on Meadow Street, South Main Street, Freight Street, and West Main Street				X	DPW, DOT, NVCOG
<b>GOAL: Redevelop the Freight Street District</b>						
13-1	Consider form-based zoning in the Freight Street District.		X			ZC
13-3	Complete infrastructure improvements as part of the W.A.T.E.R. Project.		X			DPW, NVCOG, DOT
13-2	Strategically acquire and remediate brownfield sites.			X		MAY, ED, WDC
13-4	Incorporate residential development into Freight Street.			X		CPC, ZC, ED, WDC
14-1	Work with CTDOT to ensure that the alignment of Route 8 remains on the west side of the Naugatuck River.				X	MAY
14-2	Build the Sunnyside Avenue Connector to improve local street network connectivity.				X	DPW, DOT, NVCOG
<b>PLANNING THEME 2: PRESERVE WATERBURY'S BUILT CHARACTER AND NATURAL ENVIRONMENT</b>						
<b>GOAL: Protect Historic Resources</b>						
15-4	Use Historic Preservation Tax Credits to preserve and enhance Waterbury's historic building stock.	X				ED, WDC
15-1	Establish Village District Zoning and a design review process for Downtown Waterbury, and the Hillside and Overlook Historic Districts.		X			ZC
16-3	Rezone industrial parcels where applicable.		X			ZC
16-1	Complete an inventory of historically significant industrial buildings.			X		ED, WDC

## Implementation Plan

Policy #	Action Item	Implementation Timeline					Lead Agency
		Ongoing	Short Term 1-3 Years	Mid Term 4-6 Years	Long Term 7-10 Years		
15-2	Complete an inventory of historically significant buildings.			X			ZC, CPC
15-3	Create pattern books and design review guidelines for each Village District.			X			ZC, CPC
16-2	Conduct environmental assessments to evaluate environmental contamination.			X			WDC, ED
<b>GOAL: Plan for Park Maintenance and Improvements</b>							
17-1	Continue to maintain existing parks, playgrounds, recreation centers, and parklets.	X					DPW
17-3	Pursue state and federal grants to help fund park maintenance and upgrades.	X					DPW, MAY
17-4	Investigate ways to repurpose underutilized recreational facilities.	X					DPW
17-5	Update the Parks Master Plan.		X				DPW
17-2	Complete renovations to Waterbury Municipal Stadium Scott Road Park.			X			DPW
17-6	Establish a city-wide parks support group.				X		DPW, WNC
<b>GOAL: Develop and Expand the Greenway System</b>							
18-1	Repair the crib wall along the South Main Street Greenway corridor.		X				DPW, DOT, NVCOG
18-2	Strategically acquire property and conservation easements along the proposed NRG route.		X				BPC, DPW, CPD
19-1	Seek official Connecticut Greenway designation for greenways along the Mad River, Hancock Brook, Steele Brooke, Hop Brook, and Hopeville Pond Brook.		X				MAY, DEEP

## Implementation Plan

Policy #	Action Item	Implementation Timeline					Lead Agency
		Ongoing	Short Term 1-3 Years	Mid Term 4-6 Years	Long Term 7-10 Years		
18-3	Incorporate the Naugatuck River Greenway into all future riverfront developments.			X			ED, WDC, CPC, ZC, MAY
18-4	Prioritize Brownfield Remediation funds for the Anamet property and other contaminated sites along the NRG.			X			ED, WDC, DECD
18-5	Complete the Naugatuck River Greenway Phase I and Phase II.			X			DPW, DOT, DEEP, NVCOG
18-6	Complete the Platt and Jackson Street parks along the Naugatuck River			X			DPW, DOT, DEEP, BPC
19-2	Complete a detailed property inventory along the greenway corridors.			X			ED, WDC
18-7	Identify funding sources for future phases of the NRG.				X		DPW, NVCOG, DOT, DEEP
19-3	Incorporate public access and riparian buffers into all riverfront development projects along these corridors.				X		ZC, CPC, ED, WDC
19-4	Begin the planning process for open space acquisition and future bicycle and pedestrian improvements.				X		BPC, DPW
<b>GOAL: Protect Environmentally Sensitive Lands</b>							
20-1	Regulate development and vegetation removal on steep slopes of 25% or higher.	X					CPC, IWC, ZC
20-3	Utilize flexible development standards to protect scenic vistas.	X					ZC, CPC
20-5	Support the conservation and restoration of Holy Land.	X					MAY, ED
21-2	Discourage development in riparian corridors.	X					IWC
20-2	Add language to the City Zoning Regulations specifically regulating development on ridgelines and steep slopes.		X				ZC

## Implementation Plan

Policy #	Action Item	Implementation Timeline				Lead Agency
		Ongoing	Short Term 1-3 Years	Mid Term 4-6 Years	Long Term 7-10 Years	
21-1	Encourage low-impact development techniques in new developments abutting waterbodies.		X			CPC, IWC, ZC
22-1	Create an Open Space Master Plan, possibly concurrent with the Parks Master Plan update in 2017.		X			DPW
22-2	Update language in the Land Subdivision Regulations regarding Fee in Lieu of Open Space Dedication.		X			CPC
22-3	Encourage developers to utilize the Fee in Lieu of Open Space Dedication option in order to more strategically target open space acquisitions.		X			CPC
20-4	Address the preservation of ridgelines and steep slope properties as part of a comprehensive open space strategy.			X		WLT, BPC
21-3	Continue the separation of the storm sewer and sanitary sewer systems.			X		DPW, WPCA
21-4	Commission a City-wide Stormwater Management System Study containing drainage models useful to developers.			X		DPW
21-5	Implement flood prevention strategies from the Hazard Mitigation Plan.			X		DPW
22-4	Encourage the State of Connecticut to expand the Mattatuck State Forest on the east side of Hancock Brook.			X		DEEP, MAY
21-6	Investigate the feasibility of dam removal on the City's many unused mill ponds.				X	DPW
22-5	Investigate establishing a Transfer of Development Rights program as a way of preserving open space in the City's outer neighborhoods and encouraging higher density infill development in the urban core.				X	ZC, CPC

## Implementation Plan

Policy #	Action Item	Implementation Timeline				Lead Agency
		Ongoing	Short Term 1-3 Years	Mid Term 4-6 Years	Long Term 7-10 Years	
<b>PLANNING THEME 3: IMPROVE COMMUNITY FACILITIES AND ENHANCE MOBILITY</b>						
<b>GOAL: Improve and Maintain the Pedestrian and Bicycle Networks</b>						
23-1	Prioritize sidewalk improvements in areas that are pedestrian “attractors” such as areas near schools, parks, bus lines, and along mixed-use corridors.		X			DPW
23-3	Increase the enforcement of the sidewalk snow-clearance ordinance.		X			WPD
23-4	Incorporate sidewalk construction and repair into new developments and public projects.		X			DOT, DPW
23-2	Convert desire paths into permanent sidewalks.			X		DOT, DPW
23-5	Implement traffic calming techniques in Downtown and in mixed-use corridors, utilizing strategies such as curb extensions, pedestrian refuges, and narrowing lanes and turning-radii.			X		DOT, DPW
24-1	Formalize bike routes through bike lane striping, sharrows, and signage.			X		DOT, DPW, NVCOG
24-3	Incorporate bicycle-friendly catch basins into future road reconstruction projects.			X		DOT, DPW
24-4	Expand bicycle parking options at parks, commercial areas, and schools.			X		DPW, BOE, ED
24-2	Create on-street bicycle connections to the Naugatuck River Greenway				X	DOT, DPW, NVCOG
<b>GOAL: Create Right Sized Parking Regulations</b>						
26-1	Maintain street parking on mixed-used corridors.	X				WPD

## Implementation Plan

Policy #	Action Item	Implementation Timeline					Lead Agency
		Ongoing	Short Term 1-3 Years	Mid Term 4-6 Years	Long Term 7-10 Years		
26-3	Prior to the implementation of any policy or activity which is likely to increase demand for on-street parking, an assessment of adverse impacts on road maintenance as well as refuse/recycling programs should be conducted. This analysis should address measures to mitigate any adverse impact, the cost of such measures and whether the activity is feasible and prudent.	X					DPW, WPD, ZC
25-1	Establish distinct minimum parking requirements for each zoning district.		X				ZC
25-2	Lower minimum parking requirements for multi-family residences in the RM and RH districts.			X			ZC
25-3	Lower parking requirements in the General Commercial (CG) and Neighborhood Commercial (CN) districts.			X			ZC
26-2	Establish street parking districts with lower minimum parking requirements in higher density neighborhoods due to the prevalence of on-street parking.			X			ZC, WPD
25-4	Encourage the redevelopment of excess commercial parking areas.				X		ZC, CPC
<b>GOAL: Improve Waterbury's Local and Regional Transit System</b>							
29-2	Continue to coordinate local service with regional transportation providers, such as the Greater Waterbury Transit District.	X					DOT, GWTD
27-3	Encourage higher density development in areas within one-half mile of the train station.		X				CPC, ZC, ED
28-2	Implement the recommendations of the Waterbury Area Transit Study.		X				CTT, DOT, NVCOG
28-3	Provide additional bus service on overcrowded bus routes.		X				CTT, DOT, NVCOG

## Implementation Plan

Policy #	Action Item	Implementation Timeline				Lead Agency
		Ongoing	Short Term 1-3 Years	Mid Term 4-6 Years	Long Term 7-10 Years	
28-4	Expand transit connections to neighboring towns and cities, placing an emphasis on job access.		X			CTT, DOT, NVCOG
28-5	Improve bus amenities such as bus shelters, seating, and public restrooms.		X			CTT, DOT, WDC, ED
28-1	Initiate bus service on Lakewood Road.			X		CTT, DOT, NVCOG
29-1	Work with CTDOT and local taxi companies to utilize handicap accessible taxis.			X		DOT, GWTD
27-1	Implement the recommendations of the Waterbury Branch Line Needs and Feasibility Study.			X	X	DOT, NVCOG, MNRR
27-2	Initiate direct rail service between Waterbury and New Haven.				X	DOT, NVCOG, MNRR
27-4	Work with Connecticut DOT and Metro North to identify locations for a train storage facility in Waterbury.				X	DOT, NVCOG, MNRR
27-5	Support the NextGen North East Corridor Rail realignment through Waterbury.				X	MAY
<b>GOAL: Develop and Maintain a Balanced Road Network</b>						
31-1	Reduce lane widths on residential streets to lower traffic speeds and minimize stormwater runoff.		X			DPW, ZC, CPC
31-2	Implement complete streets and streetscape improvements along mixed use corridors.		X			DPW, DOT
30-1	Complete the Interstate 84 widening project in eastern Waterbury.			X		DOT
31-3	Implement street connectivity improvements (2 locations)			X		DPW, DOT, NVCOG
31-4	Evaluate street connectivity improvements (7 locations)			X		DPW, DOT, NVCOG



## Implementation Plan

Policy #	Action Item	Implementation Timeline				Lead Agency
		Ongoing	Short Term 1-3 Years	Mid Term 4-6 Years	Long Term 7-10 Years	
30-2	Work with CTDOT, NVCOG, and other agencies to ensure that the redesign of the I-84 and Route 8 Interchange replacement aligns with the City's land use, conservation, and economic development goals.				X	MAY, DOT, NVCOG
<b>GOAL: Prioritize the Maintenance and Upgrade of Existing Infrastructure</b>						
32-3	Work with utility companies to modernize natural gas and electrical utilities in key economic development zones.	X				ED, WDC
33-1	Continue to maintain and upgrade the sanitary sewer system, including pump stations.	X				WPCA
33-5	Continue to refine sanitary sewer service areas	X				WPCA
33-3	Continue the separation of municipal stormwater and sewer systems.	X				WPCA, DPW
37-2	Continue to evaluate existing public safety facilities and renovate and upgrade as necessary.	X				WPD, WFD
34-1	Continue ongoing maintenance of the City's water system, including water main rehabilitation, tank repair, and water treatment plant upgrades.	X				WAT
32-1	Create a WiFi hotspot zone throughout Downtown.		X			DPW
35-3	Collect paint and mattresses and the Mark Lane Transfer Station through the Connecticut Product Stewardship program.		X			DPW
37-1	Upgrade the mobile and portable radio systems for the Fire Department and Police Department.		X			WPD, WFD, BOA
34-2	Install generators at all pump stations.		X			WAT
34-3	Complete dam repairs.		X			WAT, DEEP
35-2	Implement a pavement management system.		X			DPW

## Implementation Plan

Policy #	Action Item	Implementation Timeline				Lead Agency
		Ongoing	Short Term 1-3 Years	Mid Term 4-6 Years	Long Term 7-10 Years	
32-2	Encourage the establishment of ultra-high-speed gigabit internet service in the City.			X		ED, MAY
33-2	Complete the Phosphorous Removal Upgrade at the Water Pollution Control Facility (WPCF)			X		WPCA
35-1	Construct a new unified public works facility on East Aurora Street.			X		DPW, BOA
36-1	Complete the renovation and expansion of the Silas Bronson Library			X		SBL
33-4	Build a FOG (fats, oil, and grease) processing facility at the WPCF.				X	WPCA
<b>PLANNING THEME 4: Preserve and Promote Livable, Healthy, and Sustainable Neighborhoods</b>						
<b>GOAL: Encourage Infill Development and Redevelopment in Areas with Existing Infrastructure</b>						
40-4	Prior to the implementation of any policy or activity which is likely to increase demand for on-street parking, an assessment of adverse impacts on road maintenance as well as refuse/recycling programs should be conducted. This analysis should address measures to mitigate any adverse impact, the cost of such measures and whether the activity is feasible and prudent.	X				DPW, WPD, ZC
38-1	Create an inventory existing infill sites.		X			ED, WDC
38-2	Establish a website, similar to the existing website for commercial and industrial properties, that markets infill sites to potential developers.		X			ED, WDC
38-3	Offer streamlined application and review processes for infill sites		X			CPD, CPC

## Implementation Plan

Policy #	Action Item	Implementation Timeline					Lead Agency
		Ongoing	Short Term 1-3 Years	Mid Term 4-6 Years	Long Term 7-10 Years		
39-1	Create a "side yard" program which markets vacant city-owned lots to adjacent property owners for use as green space or additional parking		X				DPW
39-2	Donate vacant, city-owned land to neighborhood groups for use as community gardens.		X				
40-1	Create flexible development standards to allow for irregular and small lot developments.		X				ZC, CPC
40-2	Create separate zoning regulations for medium density multi-family areas and medium density apartments.		X				ZC
40-3	Modify the bulk regulations in the medium density multi-family zone to allow for smaller lots sizes, greater impervious coverage, smaller setbacks and lower minimum parking requirements.		X				ZC
38-4	Base development fees on distance from the City's core.			X			
38-5	Establish a residential Land Bank that can acquire, amass, and repurpose larger infill sites.			X			CC, ED, MAY, WDC
<b>GOAL: Provide High Quality Affordable Housing</b>							
41-1	Continue to provide financial assistance for the rehabilitation of affordable housing units, including for lead and asbestos abatement.	X					WDC, DECD
41-4	Continue the City's Blight Task Force program.	X					WPD
41-2	Protect the character of existing residential areas through code enforcement.		X				CPD, CPC, WPD
42-1	Locate new affordable housing developments near existing transit lines.		X				WHA, WDC
42-3	Encourage mixed-income developments.		X				WHA, WDC

## Implementation Plan

Policy #	Action Item	Implementation Timeline				Lead Agency
		Ongoing	Short Term 1-3 Years	Mid Term 4-6 Years	Long Term 7-10 Years	
42-4	Expand transitional housing and supportive permanent housing options for families.		X			WHA, WDC
41-3	Work with non-profit groups, development corporations, and private industry to continue and expand home-ownership programs.			X		WDC, DECD
41-5	Implement the Waterbury Housing Authority's 5-8 year plan to renovate units, construct new senior housing, and expand its voucher program.			X		WHA
42-2	Incorporate affordable units into new residential developments.			X		CPC
<b>GOAL: Develop More Market Rate Housing</b>						
43-1	Identify potential sites for senior housing developments.		X			ED, WDC
43-2	Add a Senior Housing Floating Zone to the zoning regulations, providing greater flexibility in the form and location of age-restricted developments.		X			ZC
43-3	Co-locate senior housing developments with retail, health care facilities, and recreation opportunities.			X		CPC
<b>GOAL: Create a High Quality Community-Oriented School System</b>						
44-3	Promote schools as a community resource by fully utilizing facilities for youth sports, daycare, etc. and encouraging the use of school facilities to engage the surrounding community.		X			BOE, WNC
44-4	Align school facilities with enrollment projections.		X			BOE
44-1	Explore opportunities to create Pre K through 8th grade alignments in both existing and planned elementary schools.			X		BOE

## Implementation Plan

Policy #	Action Item	Implementation Timeline				Lead Agency
		Ongoing	Short Term 1-3 Years	Mid Term 4-6 Years	Long Term 7-10 Years	
44-2	Align school district boundaries with neighborhood boundaries where feasible.			X		BOE
44-5	Encourage the adaptive re-use of vacant public and parochial school buildings.			X		BOE, ED, WDC
<b>GOAL: Enhance Public Safety</b>						
45-4	Continue to support community outreach programs such as the Police Activity League (PAL).	X				WPD
45-1	Expand community policing.		X			WDP, WNC
45-2	Improve the enforcement of quality of life issues.		X			WDP, WNC
45-3	Increase police presence in public spaces, such as parks.		X			WDP
<b>GOAL: Provide Every Neighborhood With Access to Parks and Open Space</b>						
46-1	Rehabilitate and maintain existing parks, parklets, playgrounds, golf courses, and recreation centers.		X			DPW, REC
46-2	Implement a neighborhood tree-planting program.		X			DPW, WNC
46-3	Work with neighborhood groups to identify future open space acquisition priorities.		X			WNC, DPW, MAY
47-1	Identify target areas with poor access to existing parks and open space.		X			BPC, DPW, MAY
47-2	Investigate creating additional playgrounds and parklets on vacant City-owned parcels in identified target areas.			X		BPC, DPW, MAY
47-3	Improve neighborhood connections to parks through sidewalk and bicycle infrastructure upgrades.			X		DPW, DOT, NVCOG
<b>GOAL: Promote Economic and Workforce Development</b>						
48-1	Continue brownfield remediation program.	X				WDC, ED, DECD

## Implementation Plan

Policy #	Action Item	Implementation Timeline					Lead Agency
		Ongoing	Short Term 1-3 Years	Mid Term 4-6 Years	Long Term 7-10 Years		
49-1	Aggressively market City-owned commercial and industrial sites.	X					ED, MAY, WDC
50-4	Maintain and expand workforce development programs in growing economic sectors such as health care.	X					NRWIB, Higher Ed
48-2	Consider adding a Brownfield Redevelopment Floating Zone to the City's zoning regulations to encourage broader marketing of brownfield sites to potential buyers.		X				ZC
49-2	Amass, subdivide, and acquire adjacent parcels as necessary.		X				ED, WDC
49-3	Modify zoning designation where necessary to ensure appropriate development.		X				ZC
50-1	Maintain Waterbury's status as a regional center for the Health Care industry.		X				ED, WRCC
50-2	Work with institutions such as Naugatuck Valley Community College to support job training initiatives in emerging manufacturing technologies.		X				NRWIB, Higher Ed
50-3	Pursue State and Federal grant opportunities to expand access to adult education, ESL, and GED programs		X				NRWIB, MAY
48-3	Establish a Land Bank for commercial and industrial properties.			X			CC, ED, MAY, WDC
49-4	Complete preliminary site work, including earth and rock excavation.			X			ED, WDC
50-5	Work with local institutions and the businesses community to expand job training, vocational, and apprenticeship programs.			X			NRWIB, BOE, Higher Ed





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