

*Volume II:
Community
Assessment Report
Update*

City of Waterbury Plan of Conservation and Development

Prepared by

Phillips Preiss Shapiro Associates, Inc.

Wilbur Smith Associates, Inc.

as an Update to the 1999 Community Assessment Report

Prepared by Buckhurst, Fish & Jacquemart, Inc.

for the City of Waterbury

January 2005

Revised through January 2006

Adopted by the Waterbury City Plan Commission

on November 9, 2005

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Introduction

This Community Assessment Report contains the background studies, data and analysis that form the foundation of the City of Waterbury's Plan of Conservation and Development. It updates and expands a document of the same name prepared for the City six years ago.

In 1999 the City of Waterbury retained Buckhurst Fish & Jacquemart, Inc. to prepare an update to the 1971 Plan of Conservation and Development. The update of the Plan was to consist of two phases. The first was the investigation of background material to provide an understanding of the current land use, demographic composition and infrastructure analysis. A *Community Assessment Report* was prepared as an outcome of this phase. The second phase was the actual update of the Plan, containing chapters addressing future land use, and recommendations concerning housing, economic development, traffic and transportation, community facilities and utilities, environment, and historic and cultural resources. However, due to financial constraints, the second phase was never undertaken.

Now that the City's finances are stabilized, the City has re-embarked on the task of updating the Plan for the first time in over thirty years. Picking up where the prior effort left off, a comprehensive update of the Community Assessment Report has been undertaken. This Report is the result of that update. It provides the statistical background and inventory for the Plan of Conservation and Development. In addition to the data compiled in the 1999 Report, this update is based upon a multitude of data sources, including the 2000 Decennial Census; economic, demographic and housing data compiled by State agencies; interviews with municipal department heads and materials provided by various departments; data and reports provided by the Council of Governments of the Central Naugatuck Valley; and environmental mapping provided by the Connecticut Department of Environmental Protection.

While the 1999 Report contains much valuable data and analysis still useful today, several important developments since 1999 have prompted this update to the Report. Highlights of these changes are described below.

First, more current data have become available. Most importantly, 2000 U.S. Census data have been released. These data were not available at the time the 1999 Report was prepared. In addition, new economic data have become available. All of the economic data provided in the 1999 Report have been updated with the most recent available data.

Second, the City's fiscal crisis resulted in a takeover of the City's finances by a State Oversight Board in 2001. While many fiscal constraints will remain into the future due to liabilities and deferred investment accrued through decades of poor management, the City's finances are now back on a sound footing. Changes that will improve the effectiveness of municipal government, including reorganizations and capital investments in the municipal physical plant, have been undertaken. The State will remain in charge of the City's finances until December 2006, at which time oversight will revert to the City.

Third, a series of new public and private development projects have opened since 1999:

- The Waterbury Branch of the University of Connecticut has moved to a new, state of the art downtown campus on East Main Street, one block from the Waterbury Green.
- The old campus, located in the Hillside Neighborhood, has become a Yeshiva.
- The renovation of the Palace Theater has been completed, and the facility is now open and presenting a variety of cultural and entertainment programming.
- Adjacent and connected to the revitalized Palace Theater is a new Arts Magnet School, which opened in August 2004.
- Significant new retail developments have occurred on Wolcott Street, dramatically revitalizing a retail corridor that had been hit hard by the closing of the Naugatuck Valley Mall.

Fourth, detailed studies of the City's Education and Fire Departments have been undertaken. The Schools Facilities Plan is a detailed assessment of existing conditions and an initial blueprint for future investment. The study is backed by a significant commitment of state resources for school rehabilitation and construction in Waterbury, although that commitment requires local matching funds. The Organizational Effectiveness and Efficiency Study of the Waterbury Fire Department examines thoroughly all aspects of the Department including management and organization structures, apparatus staffing, station locations, fire prevention and support functions, and fleet management. The Study provides a detailed list of recommendations to guide the City and the Department to improve effectiveness and efficiency in their fire services.

Fifth, the City's Planning and Inland Wetland Departments have been revitalized with the hiring of a new Planning Director and additional planning staff.

And finally, a Strategic Economic Development Plan was prepared for the City by the Waterbury Partnership for Growth in 2000.

In spite of these changes, there are many aspects of the City which have remained basically unchanged since 1999: environmental factors such as soils and geology; historic buildings; etc. Where appropriate, this report has incorporated, with appropriate citations, information provided in the 1999 Report. Also, as an aid to comparison, this report follows the same basic outline of the 1999 Report.

2 Land Use and Zoning

2.1 LAND USE

In early 2005, field surveys were undertaken to determine, at a parcel level, the use of land in Waterbury. Land uses have been divided into eight general categories and 28 sub-categories. The eight general land use categories include residential; commercial; office; mixed use; industrial; institutional; open space; and vacant land. Table 1 provides a summary of the overall land uses in Waterbury, and Table 2 provides a detailed breakdown of each land use category.

2.1.1 Residential

Residential use accounts for approximately 40 percent of the total land area in Waterbury, and is characterized by a variety of housing types.

Sixty-seven percent of the total residential uses were single family homes. These homes are found in all quadrants of the City with the exception of the core area, where housing units are predominantly multi-family housing. Single family homes in Waterbury are generally well maintained and in fair to good condition.

Table 1: Summary of Land Uses

<u>Land Use</u>	<u>Percentage of Total Land Area</u>
Residential	40.7%
Commercial	5.9%
Office	1.0%
Mixed Use	0.4%
Industrial	6.8%
Institutional	5.7%
Open Space	10.3%
Vacant Land	26.8%
No data	1.6%
Total	100%

Source: Phillips Preiss Shapiro Associates, Inc. Wilbur Smith Associates, Inc. 2005

The core area is still the most densely populated area of the City, with a concentration of two, three and four family homes which accounts for 9 percent and 7 percent of the total residential areas respectively. Most of the three to four family housing units are so-called triple-decker housing. During Waterbury's industrial heyday, these affordable triple-decker units were designed and built in the areas surrounding the factories and mills to accommodate several families in a single dwelling, providing spacious yet affordable housing for mill workers within walking distance of the factories. A significant per-

Table 2: Detailed Land Use Description

Residential	100.0%	Industrial	100.0%
Single Family	67.2%	Light Industry	57.6%
Townhouse	3.4%	Distribution	26.0%
Two Family	9.4%	Heavy Industry	6.4%
3-4 Family	6.8%	Transportation/Utility	10.1%
Apartments (1-3 stories)	12.0%		
Apartments (4-7 stories)	0.1%	Institutional	100.0%
Apartments (8+ stories)	0.0%	Government	11.6%
Residential Health Care	1.1%	Educational	58.9%
		Civic/Philanthropic	7.2%
Commercial	100.0%	Religious	18.7%
Commercial - Convenience	36.6%	Hospitals	3.5%
Commercial - Comparison/Specialty	25.4%		
Hotel	3.9%	Open Space	100.0%
Commercial - Recreation/Entertainment	1.8%	Public Parks	19.7%
Commercial - Auto-related	30.7%	Outdoor Recreation	28.8%
Commercial - Other	1.7%	Other Preserved Lands	32.4%
		Cemeteries	19.2%
Office	100.0%		
Professional/Medical Office	64.4%	Vacant Land	100.0%
Other Office	35.6%	Vacant Land	99.0%
		Surface Parking Not Ancillary to Use	0.9%
Mixed-Use	100.0%		
Residential Over Commercial	79.9%		
Office Over Retail	4.3%		
Other Mixed Use	15.8%		

*Source: Phillips Preiss Shapiro Associates, Inc.
Wilbur Smith Associates, Inc. 2005*

centage of houses in the core area are in poor condition, including some that are vacant and in an advanced state of deterioration.

Apartments account for five percent of the total land areas. Most of the apartments are one to three story buildings, and they are scattered throughout the City. Some taller apartment buildings are found in and near the downtown and in the South End. Outside of the downtown, few apartment buildings exceed six stories, excepting two high rise residences found on a particular block in the Hillside Neighborhood. The eastern portion of the City has a slightly higher concentration of apartment buildings compared to the rest of the City.

Lot sizes vary depending on which part of the City they are located. For instance, in the core area, the lot sizes are generally small—ranging between 5,000 to 10,000 square feet. Larger residential lots, most of which are single family homes, are more likely to be found in the outskirts of the City. In the western portion of the City, for example, a number of large size lots can be found, ranging in size from 20,000 to 30,000 square feet.

2.1.2 Commercial and Mixed Use

More than a third of commercial uses in Waterbury are convenience commercial; retail and service establishments that serve the day-to-day needs of residents. Auto-related commercial use follows, comprising another 30 percent of the total commercial area. Mixed-use establishments account for less than one percent of the total land area. This can be attributed to the

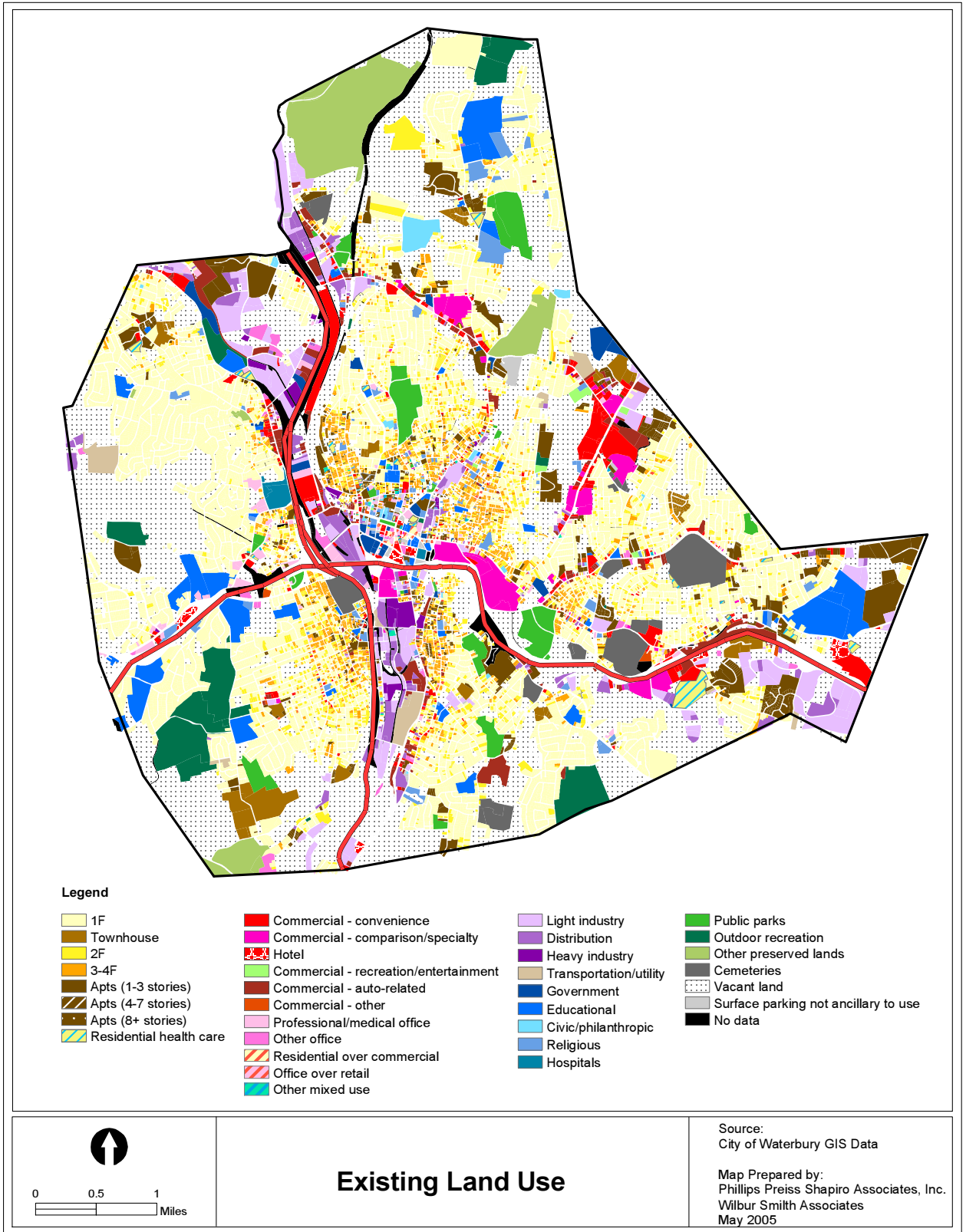


Figure 1: Existing Land Use

generally small lot sizes of the mixed-use establishments. Nearly 80 percent of the mixed-use establishments are residential over commercial uses.

There are several commercial corridors and nodes in Waterbury. A number of commercial uses are found on East Main Street, traversing from Route 8 to the eastern border of the City. Brass Mill Center, an indoor shopping mall with a 12-screen movie theater, located on East Main Street is a destination shopping center not only for the Waterbury residents but also for the region.

Wolcott Street and Lakewood Road constitute another commercial corridor. Wolcott Street, a major thoroughfare in the City, has a number of large scale commercial uses including car dealerships, gas stations, banks, and supermarkets. Chase Avenue is another commercial area with a variety of retail shops and auto-related uses, as well as a small shopping plaza. Two other commercial nodes can be found near the highways; one on Watertown Avenue and the other on Thomaston Avenue. Auto-related uses dominate both commercial areas, and fast-food establishments can also be found in these areas.

Last but not least, the downtown area, the most pedestrian-oriented commercial area in the City, is characterized by a variety of commercial and mixed-use uses including restaurants, coffee shops, a clothing store, a gallery, a gift shop, and a post office. A number of mixed-use, particularly residential over commercial, can be found in the downtown area. In recent years, the downtown area has seen a dramatic improvement in physical appearance, owing largely to the revitalization efforts by the City, Naugatuck Valley Development Corporation, and community organizations including Main Street Waterbury, a grassroots, community organization for downtown revitalization and historic preservation.

2.1.3 Industrial

Industrial uses account for approximately seven percent of the total land area, which is significantly higher compared to other industrial cities and towns in the region. More than half of the industrial uses are categorized as light industry. Industrial uses are concentrated along Route 8 or Naugatuck River, and in the core area of the City. Waterbury's industrial property includes four modern industrial parks built as part of a State economic development program, featuring larger lots and modern one-story industrial buildings. The remaining industrial land is concentrated along watercourses and near the downtown, and consists of older factories and multi-story industrial lofts, some of which have been successfully converted for contemporary industrial users, and others of which sit vacant awaiting reuse.

2.1.4 Office

Offices uses constitute a very small portion of land uses in Waterbury. Office uses can be found mainly in the downtown area, and along Route 84 and Route 8, particularly on Chase Parkway. Downtown office use is characterized by several modern Class A office buildings which have historically maintained higher occupancies, and a surfeit of upper floor Class B and C space in little demand. Offices outside of the downtown are more suburban in character, built at a lower scale, with surface parking. Professional offices constitute two thirds of the total office uses.

2.1.5 Institutional

Institutional uses account for approximately six percent of the total land area. Educational uses constitute nearly sixty percent of institutional uses. Waterbury is home to Naugatuck Valley Community College located off Chase Parkway, and Post University (formerly Teikyo Post University) located south of Route 84 in the southwest portion of the City.

Waterbury has two major hospitals; St. Mary's Hospital located on Franklin Street and Waterbury Hospital located on Robbins Street. The Waterbury also has a cancer center located off Route 84.

2.1.6 Parks and Open Space

Open space in Waterbury account for ten percent of the total land area. One third of the total open space lands are preserved lands including Mattatuck State Forest, which is the largest preserved land in Waterbury.

Public parks account for twenty percent of the total open space areas. Fulton Park is the largest public park in Waterbury, and includes amenities such as baseball football fields, basket ball, volley ball and tennis courts, and a swimming pool. In the residential neighborhoods especially in the core area, there are several small pocket parks and playgrounds. In addition to the above, there is a municipal stadium located along Watertown Avenue, and two golf courses including the County Club of Waterbury and Charter Oaks Golf Club.

2.1.7 Vacant Land

Vacant land is the second largest land use following residential, comprising 27 percent of the total land area. Vacant land in Waterbury consists predominantly of vacant/undeveloped lands with a very small percentage of surface parking areas. Vacant/undeveloped lands are found in areas closer to the City boundary. There are particularly large areas of undeveloped land in the western portion as well as in the northern portion of the City, in the single family residential areas. These vacant land areas have largely escaped development due to various environmental constraints such as steep slopes and wetlands.

2.2 ZONING

The Waterbury Ordinance contains a total of eleven zone districts: five residential, four commercial, and two industrial. Each district sets forth standards for as-of-right, special permit, and accessory uses; lot size and dimension; yards, bulk and height; parking; and signage. A summary of the intent and major provisions for each district is provided below. This section further discusses the ordinances provisions for cluster development. Zone districts are illustrated on Figure 2.

2.2.1 Residential Districts

The ordinance contains five residential districts, ranging in density from the "RS" single-family district, to the "RO" Research Office district, which is a mixed-use district permitting commercial uses in addition to residential, and allowing high-density development including residential high-rises.

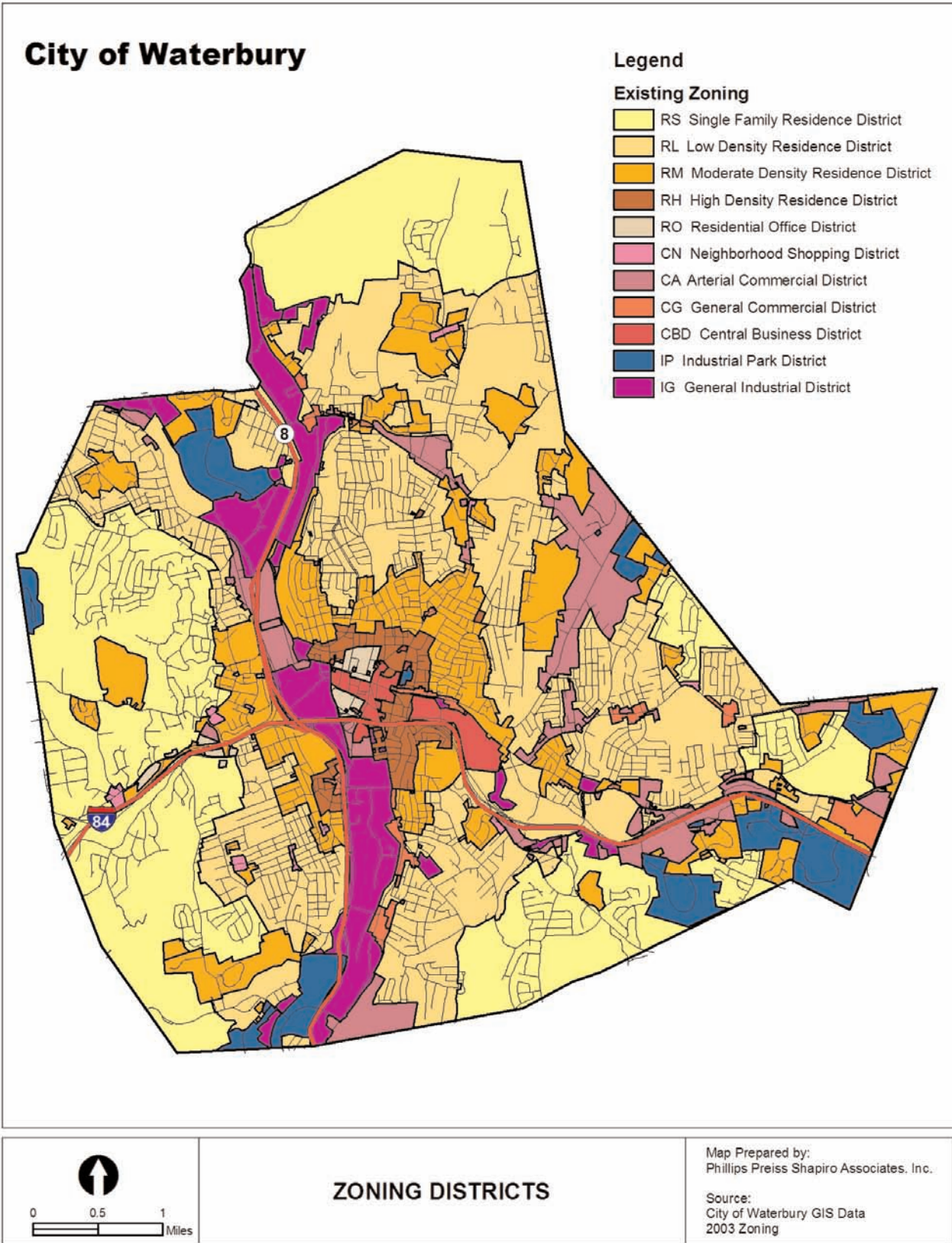


Figure 2: Zoning Districts

RS Single Family

The RS district is the lowest-density zone district in Waterbury. It permits only single-family residential development and related community facilities as-of-right. Limited medical and professional office uses are permitted ancillary to a residential use and via special permit; and funeral homes are special permit (or “special condition”) uses. The minimum lot size is 7,500 square feet; accounting for utilities and roadways, this works out to approximately four to five units per acre for new developments. Building height is limited to 2.5 stories or 35 feet. The RS district is primarily mapped over outlying portions of the City.

RL Low Density Residential

The RL district is similar to the RS district, but provides for a smaller lot size for single family homes of 6,000 square feet; and further it permits two-family development on lots of 7,500 square feet. The list of accessory and special permit uses is essentially the same. Each lot must have 800 square feet of usable open space (defined as landscaped or recreation areas) per unit. This corresponds to about 13 percent of lot area for single family uses, 21 percent for two-family.

RM Medium Density Residential

The RM district permits one, two, and three family homes, as well as multiple family development, at densities of up to 24 units per acre. The minimum lot area requirement is 6,000 square feet, or 1,800 square feet for each dwelling unit, whichever is greater. Building and structures can cover no more than 30 percent of lot area. Like the RM and RL districts, building height is capped at 2.5 stories or 35 feet. Each lot must have 400 square feet of usable open space per unit.

RH High Density Residential

The RH district allows residential development at densities of up to 54 units per acre, in buildings up to 12 stories or 150 feet in height. Development in the RH district must incorporate 200 square feet of usable open space per dwelling unit. Building coverage is limited to 30 percent of the lot area. Yard requirements are based upon a formula where increased building height leads to greater yard depth.

RO Residential Office District

The RO district is a mixed-use district which permits a variety of financial, professional and personal services, as well as three family and multiple dwellings. The district also permits a limited selection of retail uses ancillary to a principally permitted use. The minimum lot size is 10,000 square feet, or 400 square feet per bedroom (not dwelling unit). There is an additional limit of 12 units per floor for buildings greater than 3 stories in height. The RO district is mapped in and around the downtown; unlike other residential districts, required parking can be offset by showing that available parking exists within walking distance in municipal (parking authority) lots and garages.

Preliminary issues identified with residential districts:

- Only one single-family district is available to regulate all predominantly single-family neigh-

borhoods in the City. Based on a lot size analysis, there may be a need for two or more districts with differing minimum lot sizes.

- The RH and RO districts permit heights and densities that are inappropriate for many areas where they are mapped, and which are unlikely to be developed by the private market in any event.
- The RH district permits densities that would create the need for mixed-use amenities; yet ground floor retail uses ancillary to residential uses are not allowed in this district.
- Single-family attached, or townhouse development, is not defined in the current ordinance, nor is it properly regulated. Townhouse development can provide for moderately-priced, fee-simple ownership housing and should be promoted.

2.2.2 Commercial Districts

The ordinance contains four commercial districts intended to regulate office, retail and service uses in setting ranging from neighborhood centers to arterial roadways, with a specific district for the downtown.

CN Neighborhood Shopping District

The CN district permits a variety of retailing and service uses intended to serve the population of the immediate neighborhood. In many cases, these districts are nestled within residential areas. The regulations are therefore intended to prevent adverse land use impacts from oversized commercial development. The minimum lot size in the district is 6,000 square feet. Individual uses are limited to 5,000 square feet of floor area, excepting supermarkets which are limited to 12,000 square feet (note that such small supermarkets are no longer built outside of the nation's densest urban areas). Lot (building) coverage is limited to 30 percent. The district is typically mapped over small areas scattered among Waterbury residential areas.

Unlike many ordinances, the Waterbury Ordinance defines lot coverage as building coverage. The ordinance does not define or regulate impervious coverage, which includes paved areas. In residential districts, this limitation is offset by the open space requirements. In the commercial districts, however, there appears to be no limit on the amount of lot area which may be paved. Since excessive lot coverage can have negative impacts on both aesthetics and stormwater, impervious coverage concepts should be considered for addition to the ordinance.

Parking standards for all districts including CN are set forth in Section 5.2 of the ordinance. Parking standards are uniform across districts, meaning that a CN district, which might enjoy a walk-in trade, must provide the same amount of parking as development in the Commercial Arterial district which, as described below, regulates highway-oriented retail development.

CA Arterial Commercial District

The CA district is intended to provide for auto-oriented commercial development along major arterial streets, and regulates both stand-alone commercial uses as well as multi-tenant community and regional shopping centers. This district is mapped along Wolcott Street, Lakewood Road, Thomaston Avenue, and Reidville Drive, all areas where shopping centers, strip malls, big boxes, and other large-footprint retailing uses are found. The minimum lot size in the CA

district is 10,000 square feet; for hotels and motels, 400 square feet are required for each bedroom. Buildings up to four stories or 60 feet in height can be developed; except that high-rise office buildings are also permitted, up to a height of ten stories or 100 feet. Compared with other commercial districts, greater front yard setbacks (50 feet) are required, although for sites of less than an acre, only 15 feet are required.

CG General Commercial District

The CG district is intended to regulate older shopping areas located along arterial streets. It is primarily mapped over portions of East and South Main Street, but is also found in scattered locations throughout the City. The minimum lot size is 6,000 square feet, like the CN district, but greater lot (building) coverage is permitted: 50 percent as opposed to 30. The height restrictions are the same as the CA district (including the special regulations for high rise office buildings) except that five stories are allowed so long as the 60 foot cap is not exceeded. The CG district permits via special permit auto-related uses not permitted in the CN district. It also permits hotels, subject to the same 400 square foot per room requirement as the CA district.

CBD Central Business District

The stated intent of the CBD district is to govern land use in downtown Waterbury. This is the only district other than RO to permit mixed residential and commercial development; and it is the most permissive district with regard to building coverage, setback and bulk. Specifically, there are no requirements for building height, coverage, or yards (except when abutting a residential use or district, or when the lot is to be used for residential purposes). Like the RO district, parking requirements can be met in parking authority facilities.

Curiously, the CBD district is also mapped over two modern shopping centers: the Brass Mill Mall and Commons; and Waterbury Crossing, a power center (or agglomeration of two or more big box retailers) located just south of I-84 from downtown. These two developments fall into the category of "Urban Shopping Center," which is permitted in the CBD district via a special permit application to the Planning Commission. The special conditions set forth for Urban Shopping Center essentially replace the zoning requirements of the CBD district, and also require lower parking ratios than does Section 5.2 of the ordinance.

Preliminary issues identified with commercial districts:

- The Urban Shopping Center special permit regulations essentially create a new zone, but one that is not reflected on the zoning map. A new zone district to regulate such developments should be created, or the CA district regulations should be adapted to provide consistency with the development standards articulated in the special permit requirements.
- Parking standards for many commercial uses are excessive, even for commercial arterial locations. Parking for restaurants should be regulated by table, not floor area. Fewer spaces should be required in the CN and CBD district in keeping with their pedestrian character.
- The ordinance does not regulate impervious cover in commercial districts. In CA district, there are no requirements for landscaped areas. Regulating impervious cover would help address stormwater impacts and provide for landscaped areas.

- There is no provision in the existing ordinance for the many small, mixed use retail corners found in Waterbury's older neighborhoods, nor for mixed use corridors outside of the downtown such as East Main Street. The appropriateness of mixed-use (residential and retail) zoning for these areas should be considered.

2.2.3 Industrial Districts

Waterbury has two industrial districts: a district for the City's industrial parks; and a general district permitting a wide variety of industrial uses, many of which are quite heavy.

IP Industrial Park District

The IP district permits a limited number of transportation and utility uses, including truck terminals and warehousing; and a variety of fabrication and manufacturing uses. Unlike the IG district, it does not generally permit heavier industry related to the processing of raw materials such as foundries. Auto-related uses are not permitted. The minimum lot area in the district is 40,000 square feet. Buildings may be up to 3 stories or 60 feet in height, excepting industrial offices which may rise eight stories or 100 feet; and may cover 40 percent of the lot area. The district is primarily mapped over the City's industrial parks.

IG General Industrial District

The IG district permits a wide variety of industrial use, including heavy industry and operations requiring outside storage. Auto-related uses are permitted, as are most transportation and utility uses. The district is mapped along the Naugatuck River from north to south, including the Freight Street and South Main Street areas. The minimum lot size in the district is 20,000 square feet. Buildings of up to four stories or 80 feet may be developed, excepting industrial offices which may be as tall as eight stories or 100 feet. Building coverage is limited to 50 percent of lot area.

Preliminary issues identified with industrial districts:

- The permissive IG district is extensively mapped throughout the City, in some cases abutting the downtown or residential areas. There may be areas where IP-style zoning is more appropriate to encourage higher-quality industrial redevelopment and retrofit of older industrial areas.

2.2.4 Cluster Provisions

Clustering is a means of promoting open space retention through creative development techniques. Under a typical cluster ordinance, residential lots or buildings are clustered on a portion of the site, with the remainder set aside as protected open space. If clustering is mandated, the effective density is typically kept the same as the base density in the zone district. If clustering is optional, a density bonus may be given for clustering to promote use of the option. The amount of the set aside can range from 25 to 50 percent of total tract area (although set-asides as high as 70 percent have been written into some ordinances). When properly implemented, a cluster development preserves open space, provides a savings on utility and roadway infrastructure, and provides for a more visually pleasing development.

In Waterbury, clustering is only available as an option in the RL district. Further, the ordinance states that “clustered development shall be permitted only when it has been demonstrated that it is impractical to develop the property in accordance with the minimum lot requirements of the RL district because of difficult topographic or soil conditions.” The ordinance does not set any requirements for the clustered lots, although structures must be arranged such that “the minimum distance between principal structures shall be equal to the average height of the affected structures and provided the yards and total amount of usable open space within the clustered development area equal to or greater than the requirements for the RL district.” Furthermore, the ordinance does not mandate that a certain percentage of total tract area be left open.

The existing cluster ordinance as written is not intended to promote open space preservation; rather, it is designed to allow developers of environmentally constrained sites to achieve the same or similar lot yield as they would be able to obtain with an unconstrained site. This effectively raises the value of environmentally sensitive sites in the RL district relative to what their worth would be if there were no cluster ordinance; and therefore indirectly works to promote the development of such sites. In sum, the existing cluster ordinance work at cross purposes to the typical objectives clustered development is intended to promote.

As a community with few large tracts of land available for subdivision, a modern cluster ordinance would provide only a modest amount of new protected open space in Waterbury. However, it may be worthwhile to examine the feasibility of overhauling the City’s cluster regulations and making a cluster option available in a greater number of residential districts.

3 Demographics

3.1 POPULATION

As shown in Table 3, the population of the City of Waterbury in 2000 was 107,241, a decrease of 1,720 persons since 1990. While the population of Waterbury increased by 5.6 percent in the 1980s, it declined by 1.6 percent during the 1990s. Comparing the population trend to the Central Naugatuck Valley Region (CNVR), Waterbury, the region's central city, still has by far the largest population in the region, followed by Naugatuck and Cheshire. However, Waterbury was the only municipality in the CNVR that lost population during the 1990s, while more than half of the municipalities in the region continued to grow at a rate greater than 10 percent. Waterbury also had a much lower population growth in the 1980s than the CNVR as a whole, which had a growth rate of 10 percent.

The population growth of Waterbury was consistent with that of the County during the 1980s. In the 1990s, however, the population of the County continued to grow, increasing by 2.5 percent, even as the population of Waterbury decreased as mentioned above.

More recent population data suggest that Waterbury has begun to regain some of its lost population since the 2000 Census. Updates from the Connecticut Department of Health suggest that the City

Table 3: Population Change in the Central Naugatuck Valley Region and New Haven County, 1980 – 2000

	1980	1990	2000	Percent Change 1980-1990	Percent Change 1990-2000
CNVR	237,385	261,081	272,594	10.0%	4.4%
Beacon Falls	3,995	5,083	5,246	27.2%	3.2%
Bethlehem	2,573	3,071	3,422	19.4%	11.4%
Cheshire	21,788	25,684	28,543	17.9%	11.1%
Middlebury	5,995	6,145	6,451	2.5%	5.0%
Naugatuck	26,456	30,625	30,989	15.8%	1.2%
Oxford	6,631	8,685	9,821	31.0%	13.1%
Prospect	6,807	7,775	8,707	14.2%	12.0%
Southbury	14,156	15,818	18,567	11.7%	17.4%
Thomaston	6,276	6,947	7,503	10.7%	8.0%
Waterbury	103,226	108,961	107,241	5.6%	-1.6%
Watertown	19,489	20,456	21,661	5.0%	5.9%
Wolcott	13,008	13,700	15,215	5.3%	11.1%
Woodbury	6,942	8,131	9,198	17.1%	13.1%
New Haven County	761,337	804,219	824,008	5.6%	2.5%

Sources: U.S. Census Bureau
Council of Governments Central Naugatuck Valley

began to retain population after 1999, and that the total population in 2003 is about 108,000, or within a percent of its 1990 value.

3.2 HOUSEHOLDS

As the population of Waterbury declined between 1990 and 2000, so did the number of households. The number of households in Waterbury decreased from 43,979 to 42,622 or by one percent during this period (see Table 4). Meanwhile, households in the CNVR increased by six percent, and in the County by five percent.

The above difference in rates of growth and decline between population and households can be attributed to the diminishing size of households. The average household size has decreased for all Waterbury, the CNVR and New Haven County (see Table 5). In Waterbury, the average household size decreased by three percent from 2.54 to 2.46 between 1990 and 2000. Both in 1990 and 2000, Waterbury had a smaller household size than either the CNVR or the County.

According to the U.S. Census, single person households accounted for 31.4 percent of Waterbury's households, which is higher than both the CNVR and New Haven County (see Table 6). Single parent households with children accounted for 24.3 percent, which is also higher than both the CNVR and the County. In contrast, married couple households (with and without children) constituted 38.8 percent of the total number of households, which is significantly lower compared to the CNVR and the County. The share of non-family households (households consisted of two or more persons, unrelated by blood or marriage, who share a unit) was 5.4 percent in Waterbury, a slightly higher figure than that of the CNVR.

3.3 AGE

Age distribution in Waterbury experienced a dramatic change between 1990 and 2000. The cohort that experienced the most increase was the 45 to 54 age group, which increased from 9,464 in 1990 to 12,592 in 2000, or by 33.1 percent (see Figure 4). School age children also had a large increase in population, which grew by 23.6 percent in the 5 to 9 age group, and 19.9 percent in the 10 to 14 age group. The population of younger adults, who are age between 20 and 34, had a sharp decline by 20 to 25 percent between 1990 and 2000.

Table 4: Number of Households, 1990-2000

	1990	2000	Percent Change
Waterbury	43,979	42,622	-0.8%
CNVR	97,407	103,155	5.9%
New Haven County	304,169	319,040	4.9%

Source: U.S. Census 1990 and 2000

Table 5: Average Household size, 1990-2000

	1990	2000	Percent Change
Waterbury	2.54	2.46	-3.0%
CNVR	2.68	2.64	-1.5%
New Haven County	2.64	2.50	-5.5%

Source: U.S. Census 1990 and 2000

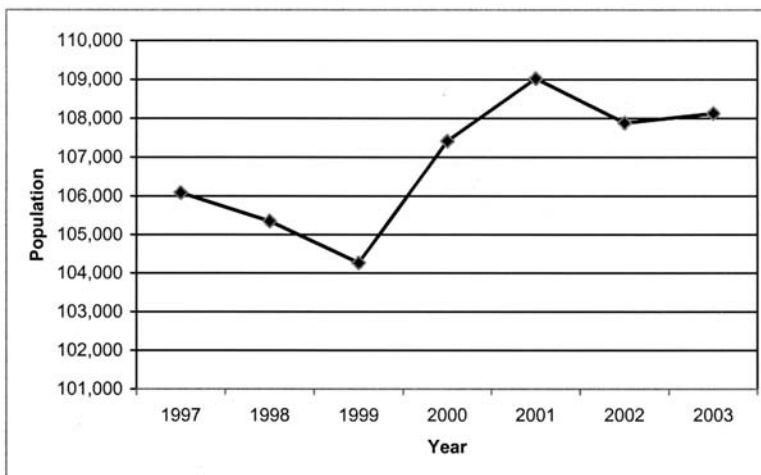


Figure 3: Recent Population Trends
Source: Connecticut Department of Health

Table 6: Percent Distribution of Household Types, 2000

	Single Person Households	Two or more Person Households		
		Married Couples	Single Householder/ No Spouse	Non-Family Households
Waterbury	31.4%	38.8%	24.3%	5.4%
CNVR	25.9%	52.5%	16.9%	4.6%
New Haven County	28.2%	48.6%	17.4%	5.7%

Source: U.S. Census 2000

According to the 2000 U.S. Census, the median age of the population in Waterbury was 34.9 years of age. The median age has increased from 34.2 in 1990. The median age in Waterbury was lower than that of the State, which was 37.4 in 2000.

The age distribution in Waterbury in 2000 looks significantly different than it did in 1990, raising the questions as to whether the shift has been caused by natural increase, i.e.

births minus deaths; or net migration, i.e. those moving in minus those moving out. In order to determine how many people have actually moved in or out of Waterbury in the past decade, net migration by age cohort in Waterbury during the period between 1990 and 2000 has been calculated¹. The result is illustrated in Figure 5 below, which shows what portion of the change in each age group was due to migration as opposed to births, deaths, and the aging of the population.

Waterbury experienced a great loss in population in their prime earning years over the past decade; the cohort aged between 35 to 39 had the largest net out-migration of over 2,500 persons, followed by the age group 40 to 44 which had a net out-migration of over 2,000 persons. All age groups over the age of 30 had more persons moving out than moving in to Waterbury. Age groups under the age of 30, with the exception of age group 10 to 14, had a larger in-migration than out-migration. This suggests that over the past decade there was an influx of young adults and families in Waterbury. However, once the children reached school age, particularly as they approached high school, the parents moved out of Waterbury, to the suburbs or elsewhere.

As shown in Figure 6 below, age distributions in Waterbury and Connecticut look similar to one another to some extent, with a higher concentration of population in the age groups between 25 to 44, and a comparatively low percentage of population in the younger age groups. It is noteworthy, however, that Waterbury has a higher percentage of population in the younger age groups than Connecticut, while Connecticut has a higher percentage than Waterbury in the older age groups. This explains the lower median age of Waterbury compared to the rest of the State.

1. Net migration: Using birth and mortality rates obtained from the Connecticut Department of Public Health, each age cohort was projected 10 years to construct what the age distribution would have looked like in 2000 if no one moved out of Waterbury. This result was then subtracted from the actual 2000 age distribution, yielding the component of population change in each age group accounted for by the net migration. It should be noted that the death rates for Connecticut State as a whole were employed in this analysis, as data on death rates by age us only available for the State level. Waterbury as whole has a slightly higher death rate than the State.

3.4 RACIAL COMPOSITION

In 2000, Waterbury's population was 67.1 percent White, 16.3 percent African American, 0.4 percent American Indian and Alaska Native, 1.5 percent Asian, 0.1 percent Native Hawaiian and other Pacific Islanders, 10.9 percent of those who identified themselves as Some Other Race and 3.7 percent of those who identified themselves as Two or More Races. Most of those categorized in the Some Other Race and Two or More Races were persons identifying themselves as Hispanic.

The racial composition in Waterbury saw a dramatic change between 1990 and 2000. While White was the largest racial category both in 1990 and 2000, constituting 79.6 percent and 67.1 percent of the population respectively, it was the only racial category that decreased in population between 1990 and 2000 (see Table 7). The White population decreased by about 17 percent during this period, whereas the minority population increased by over 60 percent during the same period.

Table 8 provides data on age distribution by race for Waterbury in 2000. In all racial groups, the highest percentage of population hovered around the age groups 25 to 34 and 35 to 44. Compared with other racial categories, the White population had the lowest percentage in school age children, and a much higher percentage of elderly population compared to the other races. This is indicative of the patterns of immigration, in which most newcomers to the City have been members of minority groups.

Hispanics are treated as an ethnic group rather than a race by the U.S. Census Bureau. Individuals who classify themselves to be Hispanic are those who were born or are descendants of persons from Spanish-speaking countries, and may be of any race. Hispanic population in Waterbury grew 60 percent over the past decade (see Table 9). In 2000, the Hispanic population in Waterbury numbered 23,336 persons, constituting 21.8 percent of the total population in the city. The figures also show the extent to which the Hispanic population is concentrated in Waterbury. Waterbury is home to 84.5 percent of the total Hispanic population in the CNVR, while the remaining 15.5 percent of the Hispanic population resided in the other twelve towns of the region.

3.5 INCOME AND OCCUPATION

As shown in Table 10 below, the median household income in Waterbury was \$34,285 in 2000, an increase of 12 percent from \$30,533 in 1990 in nominal (non-inflation adjusted) dollars. However, after adjusting the 1989 median income to 1999 dollars to account for inflation, the figures show that median income in Waterbury has actually decreased by 16.2 percent over

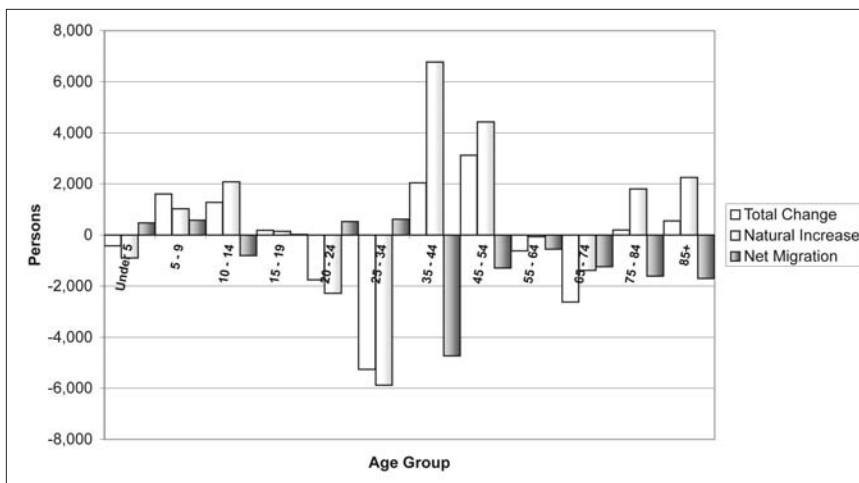
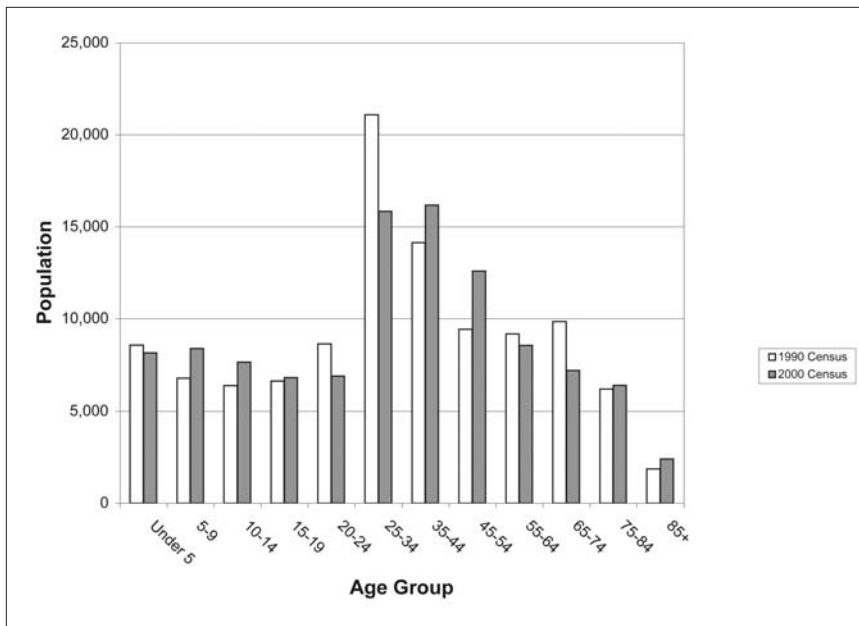


Figure 4: Age Distribution, City of Waterbury, 1990 and 2000 (top) Source: U.S. Census 1990 and 2000

Figure 5: Net Migration in Waterbury, 1990 – 2000 (bottom) Sources: U.S. Census 1990 and 2000 Connecticut Department of Public Health

Figure 6: Age Distribution,
Waterbury and Connecticut, 2000
Source: U.S. Census 2000

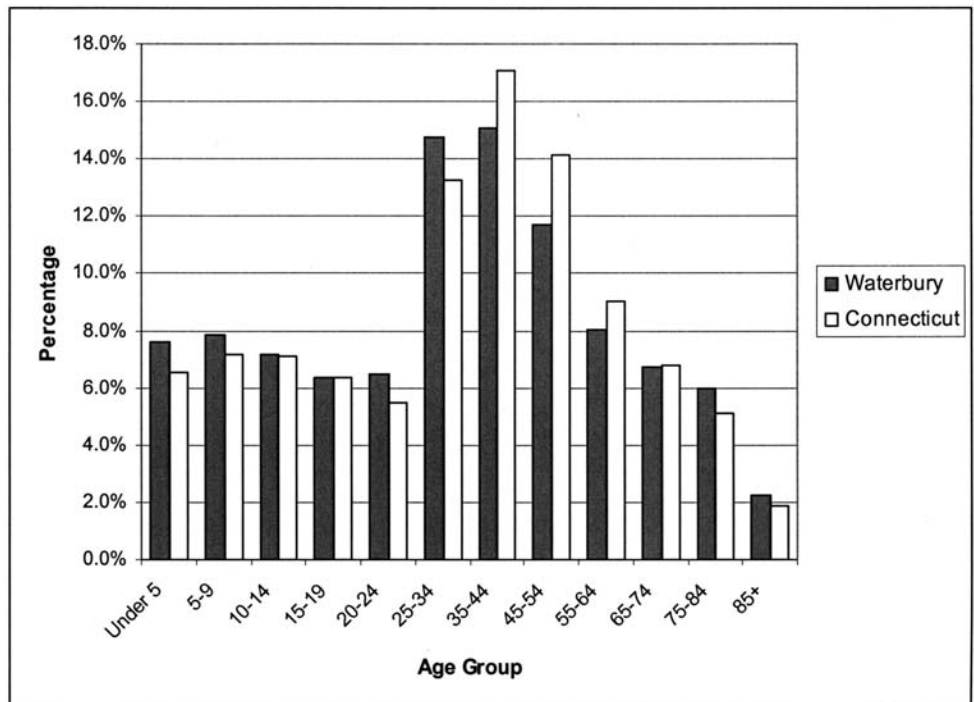


Table 7: Population by Race, Waterbury, 1990-2000

	1990		2000		Change 1990-2000	
	Number	Percent	Number	Percent	Number	Percent
White	86,681	79.6%	72,018	67.1%	-14,663	-16.9%
Black or African American	14,133	13.0%	17,500	16.3%	3,367	23.8%
American Indian & Alaska Native	344	0.3%	453	0.4%	109	31.7%
Asian	783	0.7%	1,615	1.5%	832	106.3%
Native Hawaiian & Other Pacific Islanders	4	0.0%	61	0.1%	57	1,425.0%
Some Other Race	7,016	6.4%	11,698	10.9%	4,682	66.7%
Two or More Races ²	N/A	N/A	3,926	3.7%	N/A	N/A
Total	108,961	100.0%	107,271	100.0%	-1,690	-1.6%

Source: U.S. Census 1990 and 2000

2. The 2000 Census was the first time individuals were able to identify themselves as belonging to more than one race. Therefore, no data on population of this category is available for 1990.

the past decade, while that of the State only decreased by 3.5 percent. Waterbury's median income is low, and has been getting lower, compared to the State. In 1989, Waterbury's median income was about 27 percent lower than that of the State. In 1999, it was 36 percent lower than the State. Clearly, the income gap between Waterbury and the rest of the State has widened over the past decade.

Similarly, the inflation adjusted per capita income was also calculated. Per capita income in Waterbury in 1999 was \$17,701, a decrease of 7 percent since 1989, as compared to a per capita income increase in the State of 6.3 percent between 1989 and 1999. Per capita income in Waterbury was 38 percent lower than that of the State in 1999.

Table 8: Age by Race, Waterbury, 2000

	White	Black	American Indian	Asian	Native Hawaiians	Some other race alone	Two or more races
Under 5 years	5.8%	10.2%	7.9%	10.2%	9.8%	11.8%	16.2%
5 to 9 years	6.1%	11.0%	14.6%	7.6%	3.3%	11.8%	14.0%
10 to 14 years	5.7%	9.8%	10.6%	5.2%	11.5%	11.4%	10.0%
15 to 19 years	5.4%	7.7%	7.5%	7.3%	8.2%	9.8%	8.0%
20 to 24 years	5.8%	6.7%	7.1%	11.7%	14.8%	9.3%	7.2%
25 to 34 years	13.9%	15.4%	14.3%	22.8%	9.8%	18.6%	13.7%
35 to 44 years	15.4%	15.2%	15.7%	16.3%	18.0%	13.5%	12.7%
45 to 54 years	13.1%	10.0%	11.0%	10.4%	6.6%	7.4%	7.7%
55 to 64 years	9.3%	6.4%	4.0%	4.9%	6.6%	3.8%	4.9%
65 to 74 years	8.4%	4.5%	5.3%	2.3%	6.6%	1.7%	3.0%
75 to 84 years	8.0%	2.5%	1.5%	1.1%	1.6%	0.7%	2.0%
85 years and over	3.1%	0.6%	0.4%	0.2%	3.3%	0.2%	0.7%

Source: U.S. Census 1990 and 2000

Table 9: Change in Hispanic Population and Population of Hispanic Origin by Race, 1990 – 2000

	1990		2000		Percent Change 1990-2000	2000		
	White	Black	White	Black		Other		
Waterbury	14,578	13.4%	23,336	21.8%	60.1%	41.1%	5.0%	53.9%
CNVR	17,287	6.6%	27,634	10.1%	59.9%	44.1%	4.7%	51.1%
Connecticut	213,116	6.5%	320,323	9.4%	50.3%	44.2%	4.5%	51.4%

Source: U.S. Census 1990 and 2000

Table 10: Median Household and Per Capita Income in Waterbury and Connecticut, 1989 – 1999

<i>Median Household Income</i>					
	1989	1989 (Inflation adjusted ³)	1999	Percent Change 1989-1999	Percent Change (in 1999 dollars)
Waterbury	\$30,533	\$40,914	\$34,285	12.3%	-16.2%
Connecticut	\$41,721	\$55,906	\$53,935	29.3%	-3.5%
<i>Per Capita Income</i>					
	1989	1989 (Inflation adjusted)	1999	Percent Change 1989-1999	Percent Change (in 1999 dollars)
Waterbury	\$14,209	\$19,040	\$17,701	24.6%	-7.0%
Connecticut	\$20,189	\$27,053	\$28,766	42.5%	6.3%

Sources: U.S. Census 1990 and 2000
U.S. Department of Labor, Bureau of Labor Statistics, CPI Inflation

3. Consumer Price Index (CPI) for 1989-1999: [1.3435](#)

Table 11: Household Income in Waterbury and Connecticut, 1999

	Waterbury		Connecticut	
	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
Total	42,655	100%	1,302,227	100%
Less than \$10,000	5,694	13.3%	91,721	7.0%
\$10,000 to \$14,999	3,783	8.9%	64,895	5.0%
\$15,000 to \$24,999	6,535	15.3%	126,157	9.7%
\$25,000 to \$34,999	5,591	13.1%	130,916	10.1%
\$35,000 to \$49,999	6,937	16.3%	188,021	14.4%
\$50,000 to \$74,999	7,576	17.8%	265,470	20.4%
\$75,000 to \$99,999	3,508	8.2%	172,569	13.3%
\$100,000 to \$149,999	2,298	5.4%	152,405	11.7%
\$150,000 to \$199,999	406	1.0%	48,533	3.7%
\$200,000 or more	327	0.8%	61,540	4.7%

Source: U.S. Census 2000

As shown in Table 11, more than half of the total households in Waterbury earned less than \$35,000 in 1999, compared to 32 percent in the State as a whole. In Waterbury, 13.3 percent of the total households earned less than \$10,000, which is nearly twice the number of households in the same income group Statewide. Waterbury has few high income earners, but it does have a stable middle income group.

The lower income level for Waterbury may be attributable in part to its occupational mix. Table 12 below provides Employment by Industry for Waterbury and the State. In comparison to the State, Waterbury has a much lower employment in management and professional occupations, while it has a much higher employment in service occupations as well as in production and transportation occupations.

Table 12: Employment by Industry, Waterbury and Connecticut, 2000

	Waterbury		Connecticut	
	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
Employed civilian population 16 years and over	45,484	100.0%	2,652,316	100.0%
OCCUPATION				
Management, professional, and related occupations	11,394	25.1%	651,385	39.1%
Service occupations	9,145	20.1%	237,406	14.3%
Sales and office occupations	11,178	24.6%	440,288	26.5%
Farming, fishing, and forestry occupations	61	0.1%	3,446	0.2%
Construction, extraction, and maintenance occupations	3,983	8.8%	132,878	8.0%
Production, transportation, and material moving occupations	9,723	21.4%	199,037	12.0%

Source: U.S. Census 2000

4 Housing

4.1 EXISTING CONDITIONS

Waterbury's housing stock is comprised of a variety of housing styles and types. As shown in Table 13 below, the number of housing units in Waterbury declined from 47,205 to 46,827 between 1990 and 2000. As of 2000, 91 percent of the total housing units were occupied, while nine percent were vacant. The number of vacant housing units has increased by 164 units, or four percent, between 1990 and 2000.

Table 14 below provides tenure status for Waterbury, New Haven County and Connecticut State. Waterbury has a comparatively low homeownership, which may be attributed to lower income levels. In 1990, Waterbury had nearly as many renters as owners. In 2000, the percentage of renters slightly increased while the percentage of owners decreased. In comparison, in both the County and the State, about two thirds of the housing units were owner-occupied. Moreover, between 1990 and 2000, homeownership increased for both the County and State in contrast with Waterbury.

As shown in Figure 7, throughout the past decade the net number of residential building permits in Waterbury continued to drop until it hit the lowest point in 1999, when 80 fewer housing units were available. During the same period, the rest of the municipalities in the CNVR continued their cumulative increase. However, since 2001, Waterbury has shown a dramatic

Table 13: City of Waterbury Housing Stock, 1990-2000

	1990		2000		Percent Change 1990-2000
	Number	Percent	Number	Percent	
Housing Units	47,205	100%	46,827	100%	-0.8%
Occupied	43,164	91.4%	42,622	91.0%	-1.3%
Vacant	4,041	8.6%	4,205	9.0%	4.1%

Source: U.S. Census 1990 and 2000

Table 14: Home Ownership, Waterbury, New Haven County and Connecticut State, 1990-2000

	1990		2000	
	Rent	Own	Rent	Own
Waterbury City	51.0%	49.0%	52.4%	47.6%
New Haven County	37.2%	62.8%	36.9%	63.1%
CNVR	33.7%	66.3%	32.7%	67.3%
Connecticut State	34.4%	65.6%	33.2%	66.8%

Source: U.S. Census 2000

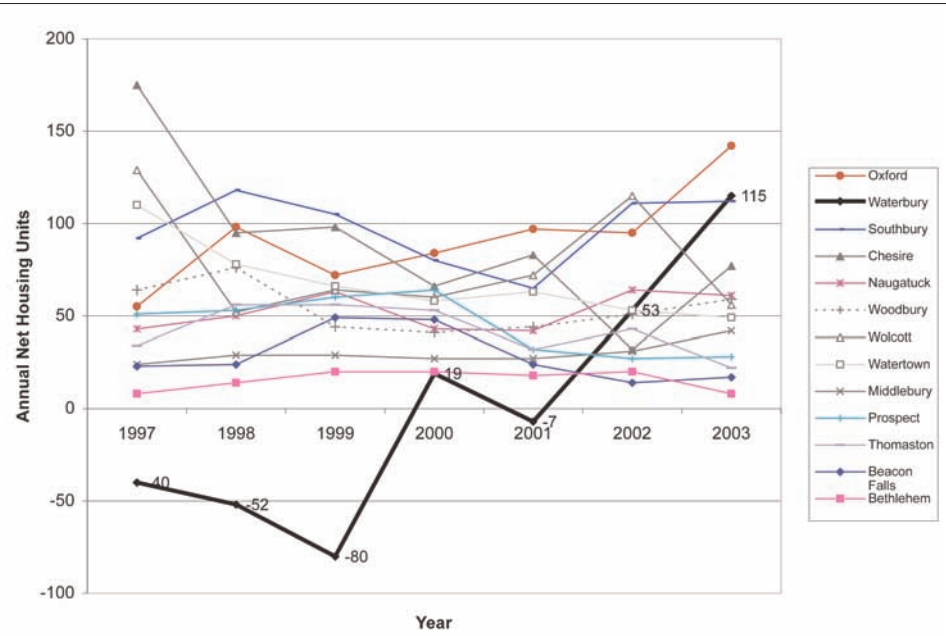


Figure 7: Annual Net Residential Building Permits, 1997-2003

Source: Connecticut Department of Economic and Community Development

growth in annual net gain of housing units, with the rate of increase in housing units in Waterbury growing faster than any other neighboring community. As of 2003, Waterbury had the second highest net gain in housing units after Oxford. The national and regional housing boom, combined with a lack of sufficient opportunities in surrounding towns, may account for this trend.

In 2000, 23 percent of the 46,827 housing units in Waterbury were subsidized by either federal or State government programs (see Table 15). This is significantly higher than the surrounding municipalities. Naugatuck has the highest percentage of subsidized units among the surrounding municipalities, but even in Naugatuck the percentage of subsidized units is nine percent, far less than that of Waterbury.

Waterbury has a relatively old housing stock. Over 55 percent of all the housing in Waterbury was built prior to 1950, which is higher than any other surrounding municipalities. Average and median house prices in Waterbury are significantly lower than the surrounding municipalities as well as the State as a whole. The median housing price in Waterbury was \$85,000 in 2000, whereas the Statewide median house price was \$145,000. The municipalities surrounding

Table 15: Regional Housing Stock, 2000

	Housing Units	% Units Subsidized	Pre-1950 Stock	Average House Price	Median House Price
Beacon Falls	2,104	1.4%	40.8%	135,021	145,750
Bethlehem	1,388	1.9%	28.3%	N/A	N/A
Cheshire	9,551	2.7%	34.2%	N/A	N/A
Middlebury	2,531	3.6%	49.4%	242,196	220,000
Naugatuck	12,341	9.3%	45.5%	112,870	117,950
Oxford	3,420	1.2%	29.7%	228,611	230,000
Prospect	3,094	0.7%	31.3%	177,344	170,000
Southbury	7,799	1.0%	17.5%	227,357	185,000
Thomaston	3,014	6.9%	49.2%	N/A	N/A
Waterbury	46,827	22.6%	55.2%	84,231	85,000
Watertown	8,298	4.4%	48.5%	N/A	N/A
Wolcott	5,544	5.9%	43.1%	161,870	139,075
Woodbury	3,869	2.0%	35.2%	N/A	N/A
Connecticut State	N/A	N/A	N/A	\$229,772	\$145,000

Source: Connecticut Department of Economic and Community Development

Waterbury have housing sales figures more closely related to the figures reported by the State as a whole. Because of the age and affordability of Waterbury's housing stock, it likely appeals to lower-income households, both owners and renters.

4.2 AFFORDABLE HOUSING

As noted above, Waterbury is a significant supplier of affordable housing, as a significant share of its housing stock is governmentally assisted in some form, and much of its market rate housing sells or rents at price levels well below the norm for Connecticut. This section addresses issues related to affordable housing in Waterbury.

Pursuant to the Connecticut Affordable Housing Appeals Act, the Department of Economic and Community Development maintains an Affordable Housing Appeals List for every municipality in the state. This list tracks units which receive direct governmental assistance (public housing, Section 8, etc); units which received financing from the Connecticut Housing Finance Agency (CHFA) or the Farmers Home Mortgage Agency (FmHA); and units which are deed restricted to maintain affordability. According to this list, Waterbury has 7,866 governmentally assisted units and 2,727 units assisted by CFHA or FmHA financing, for a total of 10,593 officially affordable units. This represents 22.6 percent of Waterbury's housing stock as of the 2000 Census. By this measure, Waterbury ranks forth among Connecticut municipalities in the percentage of its housing stock which is affordable, behind Hartford (37.6 percent), New Haven (31.0 percent), and Windham (27.8 percent).

A portion of Waterbury's affordable housing inventory falls under the jurisdiction of the Waterbury Housing Authority, which owns and manages the City's stock of federal public housing and state-sponsored affordable housing. The Authority is governed by a five-member Board of Commissioners, and employs an Executive Director to manage day-to-day affairs. The Authority receives its primary funding through rent paid by its tenants and funds received

from HUD. According to HUD's October 2004 audit of the Authority, the Authority received over \$47 million in Federal subsidies and grants from 2001 to 2003, broken down as follows:

- \$8.8 million in operating subsidies for low-income public housing.
- \$32.2 million for Section 8.
- \$4.5 million for capital subsidies.
- \$1.8 million for Shelter Plus Care (a program providing rental assistance for hard-to-serve homeless persons with disabilities).

The amount of funding the Authority has received from HUD has been increasing in recent years, from \$12.8 million in 2001 to \$18.1 million in 2003.

According to information provided by the Housing Authority, the Authority currently manages 1,196 units citywide. Of these, about half, or 620, are located in federal low-income public housing family developments. An additional 76 are located in a federal low-income public housing elderly development located on Lakewood Road. The Authority also manages 154 units in state-funded elderly projects; and 346 units in two multi-family housing developments—the Northwood Apartments and the Villagewood Apartments. These latter developments were acquired by the Authority in 1996 using HUD-insured loans, and each project receives subsidy under HUD's Section 8 Program for the majority of units. The Authority currently administers 2,235 Federal Section 8 Program units. A breakdown of the Authority's holdings is provided in Table 16.

In addition to its inventory of assisted housing, there are other types of affordable housing found in Waterbury. These include market rate for sale and rental units that, as a result of depressed market conditions, are priced as levels affordable to low- and moderate income households. It is impossible to determine how many units meet this definition. However, Census data on contract rents, when combined with the HUD-defined income limits for low and very low income households, can provide some indication.

HUD defines low-income as 80 percent of the Area Median Income (AMI); and very low income as 50 percent of the AMI. In 2001, the income limit for a four-person household in Waterbury was \$49,760 for low income; and \$33,600 for very low income. Rents affordable to these households, assuming that they pay no more than 20 percent of household income in rent, would be \$830 and \$520 per month, respectively. As of the 2000 Census, the median contract rent in Waterbury was \$472, below both of these thresholds. Moreover, 58 percent of units in 2000 rented for less than \$500; and 98 percent rented for less than \$800. Clearly, a very large proportion of Waterbury's inventory of 21,600 units rented for cash rent can be considered affordable.

In spite of these findings, the need for affordable housing remains a pressing issue in Waterbury. A precise and up-to-date number of households in Waterbury with a "housing problem" is not available. However, the 2000 Census does provide data for two specific housing problems: (1) "cost burdened" households, those paying more than 30 percent of their income

Table 16: Waterbury Housing Authority Inventory

Project Number	Project Name	Address	Number of Units
FEDERAL LOW-INCOME PUBLIC HOUSING FAMILY DEVELOPMENTS			<u>620</u>
CT 6-1	Berkeley Heights	9 – 73 Harris Circle 374 Long Hill Road 91 Berkeley Avenue	300
CT 6-4	Oak Terrace Apts.	7 – 36 Bliss Street 8 – 26 Elmer Street 314 – 348 Oakville Avenue 54 – 78 Eastern Avenue	54
CT 6-5	Pearl Lake Apts.	5 – 67 Gilyard Drive	39
CT 6-6	Springbrook Apts.	148 – 188 Springbrook Road	56
CT 6-7	Truman Apts.	1711 – 1903 North Main Street	80
CT 6-8	Austin Road Apts.	358 – 452 Austin Road	36
CT 6-9	South End Apts.	10 – 40 West Clay Street	21
CT 6-12	Scattered Sites	454 – 462 Baldwin Street 464 – 504 Baldwin Street 50 – 64 Bishop Street 26 – 32 Catherine Avenue 36 – 42 Catherine Avenue 206 – 226 Orange Street 368 – 374 West Grove Street	34
FEDERAL LOW-INCOME PUBLIC HOUSING ELDERLY DEVELOPMENTS			<u>76</u>
CT 6-3	Edward D. Bergin Apts.	70 Lakewood Road	76
STATE ELDERLY PROJECTS			<u>154</u>
E-24	F.D. Roosevelt Apts.	27 – 95 Kearney Drive	48
E-29	William V. Begg, Jr. Apts.	1106 Bank Street	76
E-147	William F. Kelley Apts.	119 – 125 Fairmount Street	30
MULTI-FAMILY HOUSING			<u>346</u>
CT26M33	Northwood Apts.	Northridge Drive	182
CT26M34	Villagewood Apts.	Bergin Circle Boxwood Court Stonehurst Circle Villagewood Drive	164
<u>TOTAL</u>			<u>1,196</u>

Source: Waterbury Housing Authority

for housing; and (2) overcrowded households, defined as more than one person per room (not bedroom). Looking at both renting and owning households, the number of households paying more than 30 percent of their gross income in housing costs totaled 12,520, or 29 percent of all households; and overcrowded households totaled 1,850, or 4.3 percent of households. These figures indicate two points: (1) that low incomes in Waterbury mean that many households are paying burdensome shares of their incomes in rent or homeownership expenses, in spite of the amount of low-cost housing; and (2) the general availability of housing in Waterbury has prevented overcrowding, at least as reported by the Census, from becoming as significant a problem as it has become in regions with a more constrained housing market.



Key Indicators by Census Tract

Whereas the prior chapter presented a statistical analysis of the entire City, this chapter seeks to examine at selected data points from a spatial point of view. To this end, the following section provides a series of maps showing key demographic indicators by Census Tract. The maps depict key demographic indicators for all 28 Census Tracts in Waterbury.

When examined in total, these maps tell a story similar to many urban manufacturing centers that have grappled with employment loss, economic restructuring, and changing demographics: namely, the decline and hollowing out of the core area, combined with scattered development in the fringes. With this in mind, the demographic patterns can generally be categorized by two distinct geographic areas: the core area of Waterbury and the rest of Waterbury. The table below summarizes the demographic characteristics by those two areas. The maps which follow provide a graphic representation of these trends.

Key Indicator	Core Area	Rest of Waterbury
Population Change, 1990-2000 (Figure 8)	- Greatest loss of population	- Increase in population - Northwest Waterbury especially had a higher population increase
Population Density, 2000 (Figure 9)	- Highest population density	- The farther from the core, the lower the population density
Household Types, 2000 (Figure 10)	- Higher percentage of family households - Non-family households distributed throughout the City	- Higher percentage of 1-person households along the edge of the City
Change in Number of Households, 1990-2000 (Figure 11)	- Greatest loss of households	- Increase in households - Northwest Waterbury experienced greatest increase in new households
Housing Units in Structure, 2000 (Figure 12)	- Predominately 3-4 unit structures	- Predominantly single-family homes - Particularly high percentage of single-family homes in the southwest portion of the City
Tenure of Housing Units, 2000 (Figure 13)	- High ratio of renter-occupied units and high vacancy rate	- High percentage of owner-occupied units, especially in the southwest portion of the City - Relatively low vacancy rate
Median Value of Owner-Occupied Housing Units, 2000 (Figure 14)	- Lowest median housing values	- Higher median housing values towards the edge of the City, particularly in the southwest Waterbury
Median Household Income, 2000 (Figure 15)	- Lowest median household income	- Higher median housing values towards the edge of the City, particularly in the southwest Waterbury
Percentage of Households below Poverty Level, 2000 (Figure 16)	- Significantly high percentage of households below poverty level, which consist predominantly of other-family and non-family households	- Very low poverty level, especially in the southwest portion of the City
Change in Population Aged 5 to 19, 1990-2000 (Figure 17)	- Two Census Tracts lost more than 100 school-age children, which was the largest loss in the City	- School age children increased in most of the parts of the City especially in the center and eastern portions of the City
Percent Change in Population Aged 5 to 19, 1990-2000 (Figure 18)	- With the exception of two Census Tracts, the area had a relatively high percent growth in school-age children	- The central and northeast portions of the City had the largest percentage increase

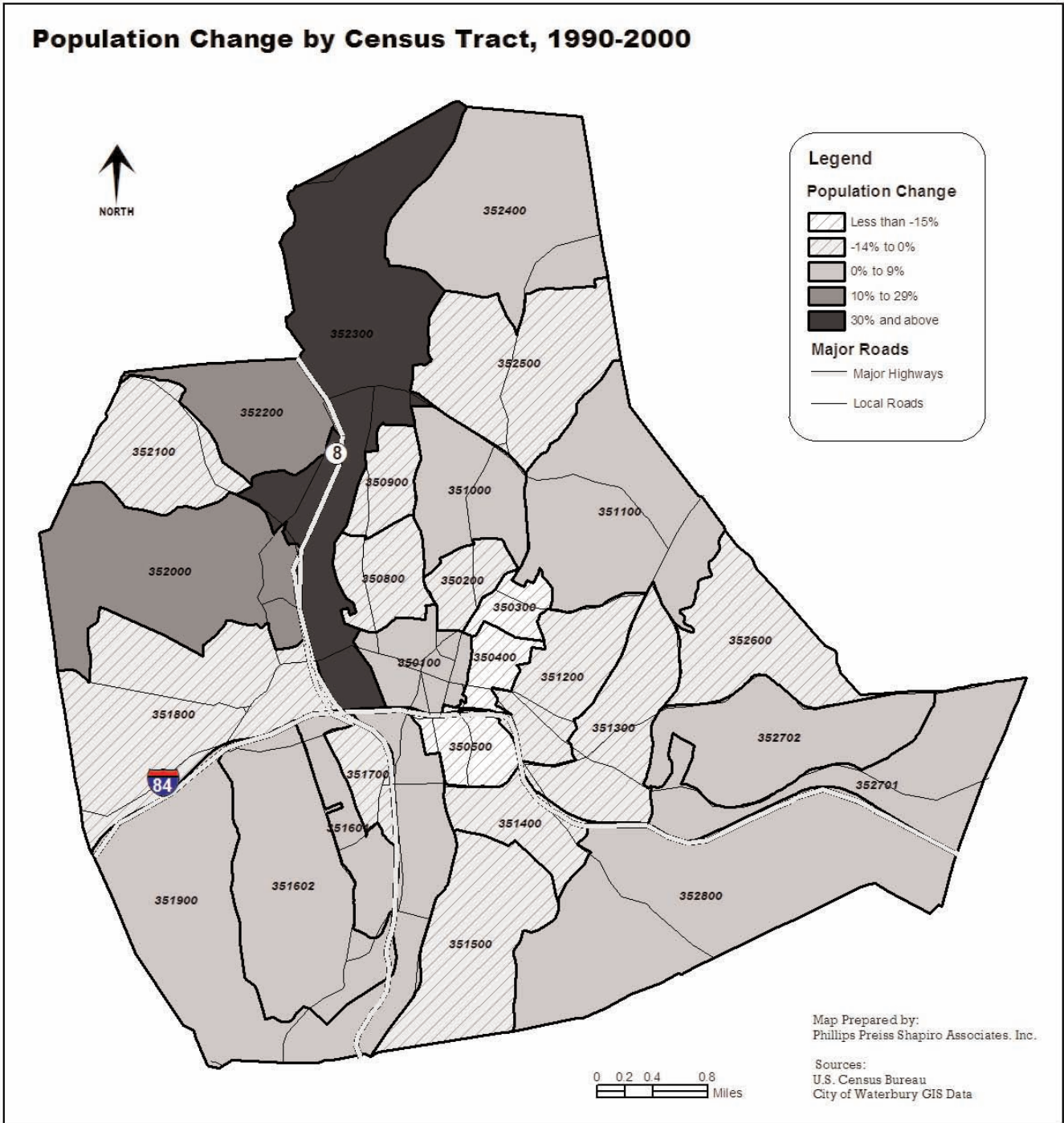


Figure 8: Population Change by Census Tract

- The City's core lost more population than the rest of the areas in the City.
- The northwest portion of the City experienced the fastest population growth between 1990 and 2000.

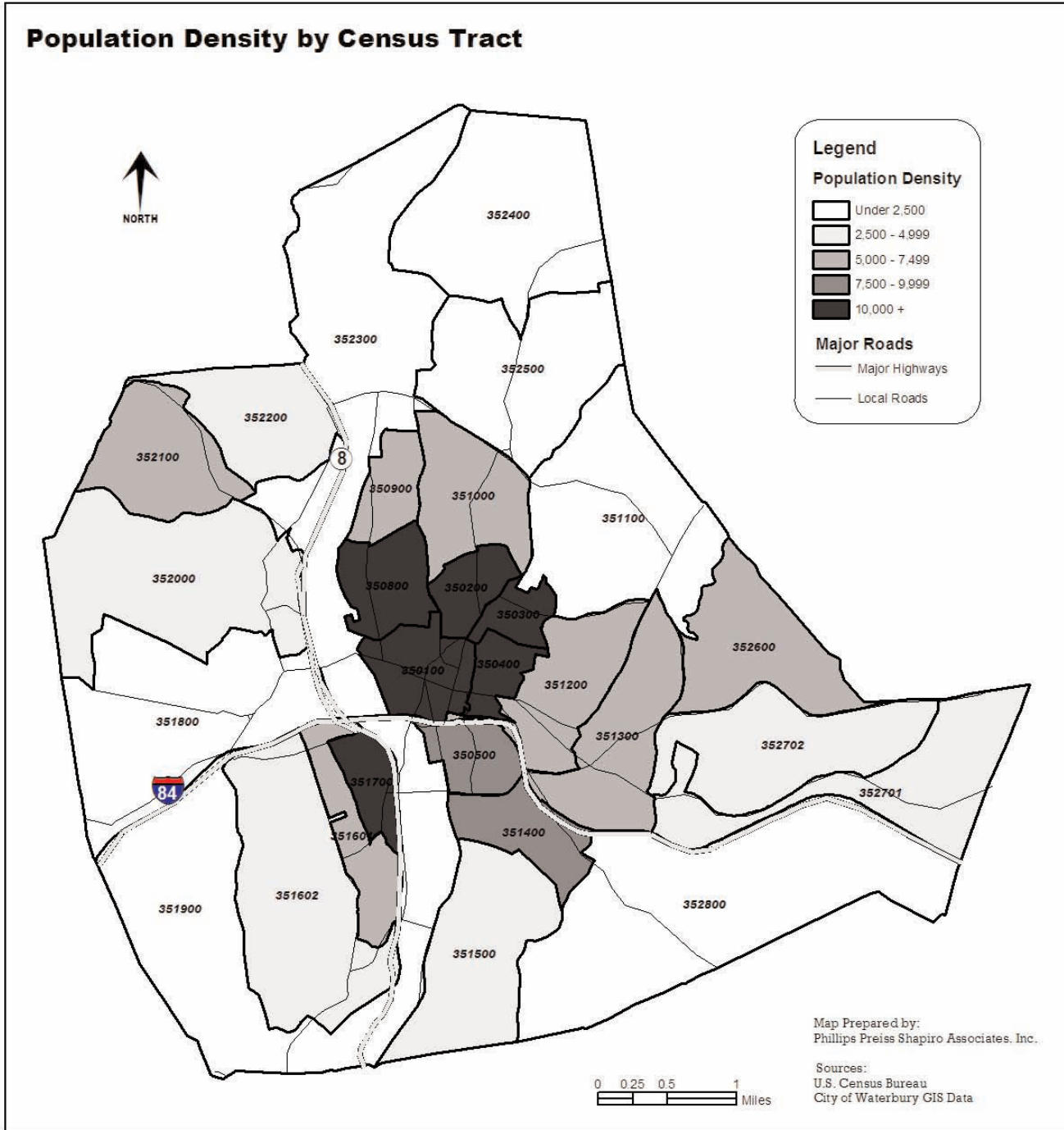


Figure 9: Population Density by Census Tract

- Despite the population decline in the past decade, the City's downtown area and surrounding neighborhoods still have the highest population density with more than 10,000 persons per square mile.
- The greater the distance from the center, the less the population density. The areas especially closer to the municipal border have a very low population density of less than 2,500 persons per square mile.

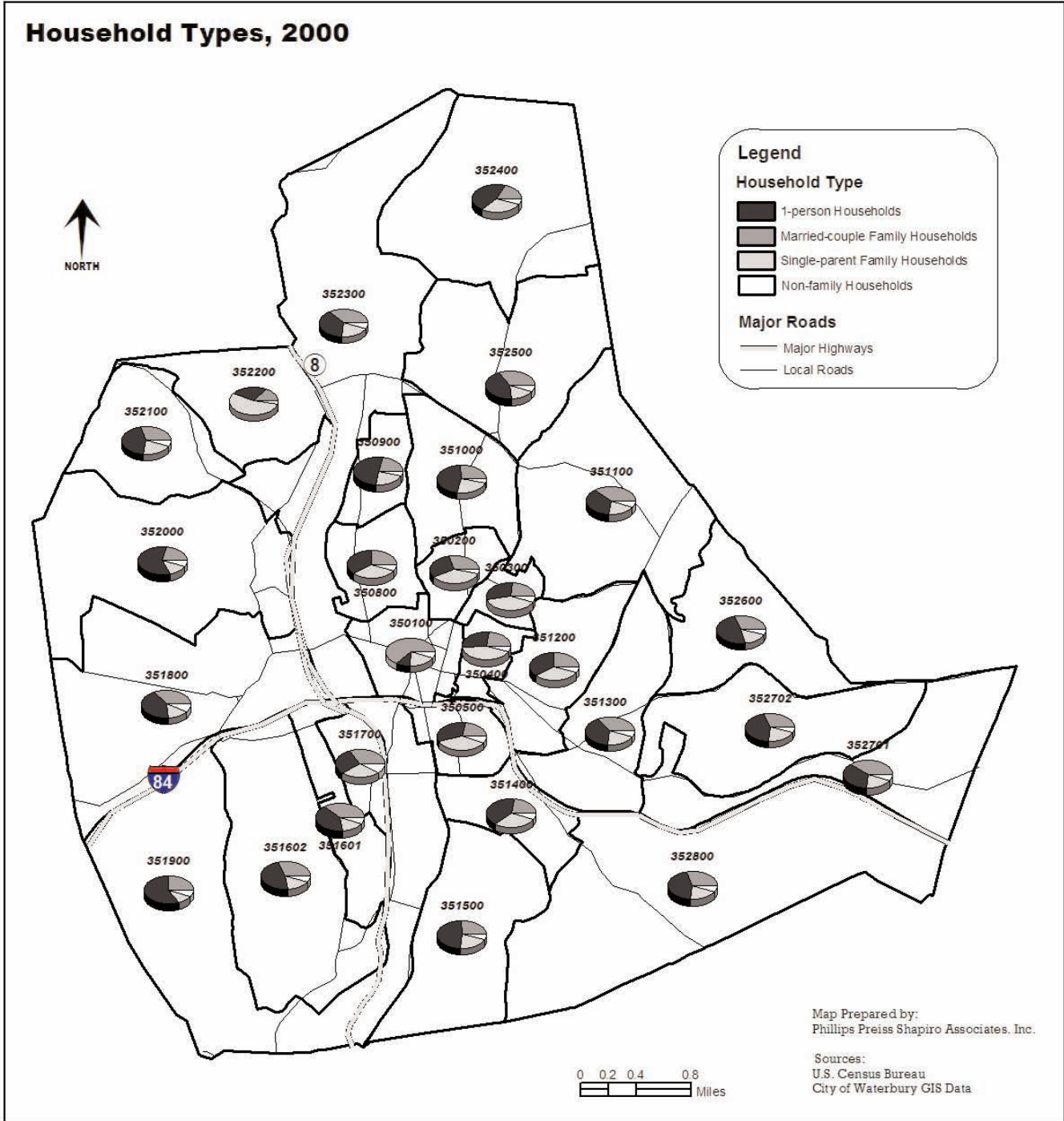


Figure 10: Household Types

- The City's core has a higher percentage of family households (married-couple and single-parent).
- Census tracts located along the edge of the City have a higher percentage of 1-person households.
- Non-family households have a fair but a small distribution throughout the City.

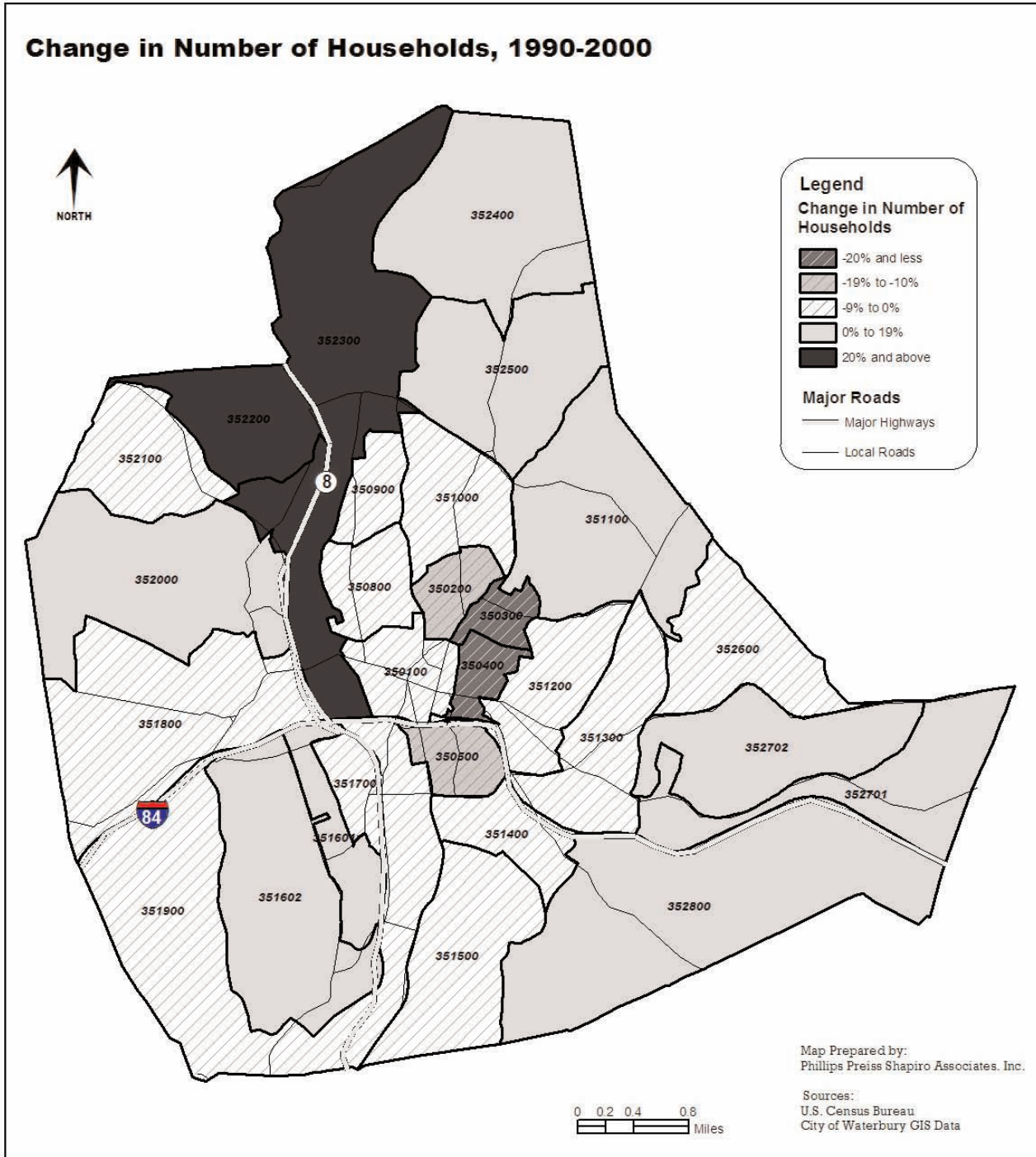


Figure 11: Change in Number of Households

- The patterns of change in the number of households are to a large extent consistent with the population change.
- Tracts 351000, 350100 and 351700 experienced a slight decline in the number of households while the population in these tracts increased between 1990 and 2000.
- The number of households in Tract 352500 grew during the same period, while its population slightly dropped.
- The areas of the City with the fastest rates of loss of households likely correspond to the areas experiencing the highest rates of housing unit vacancy and abandonment.

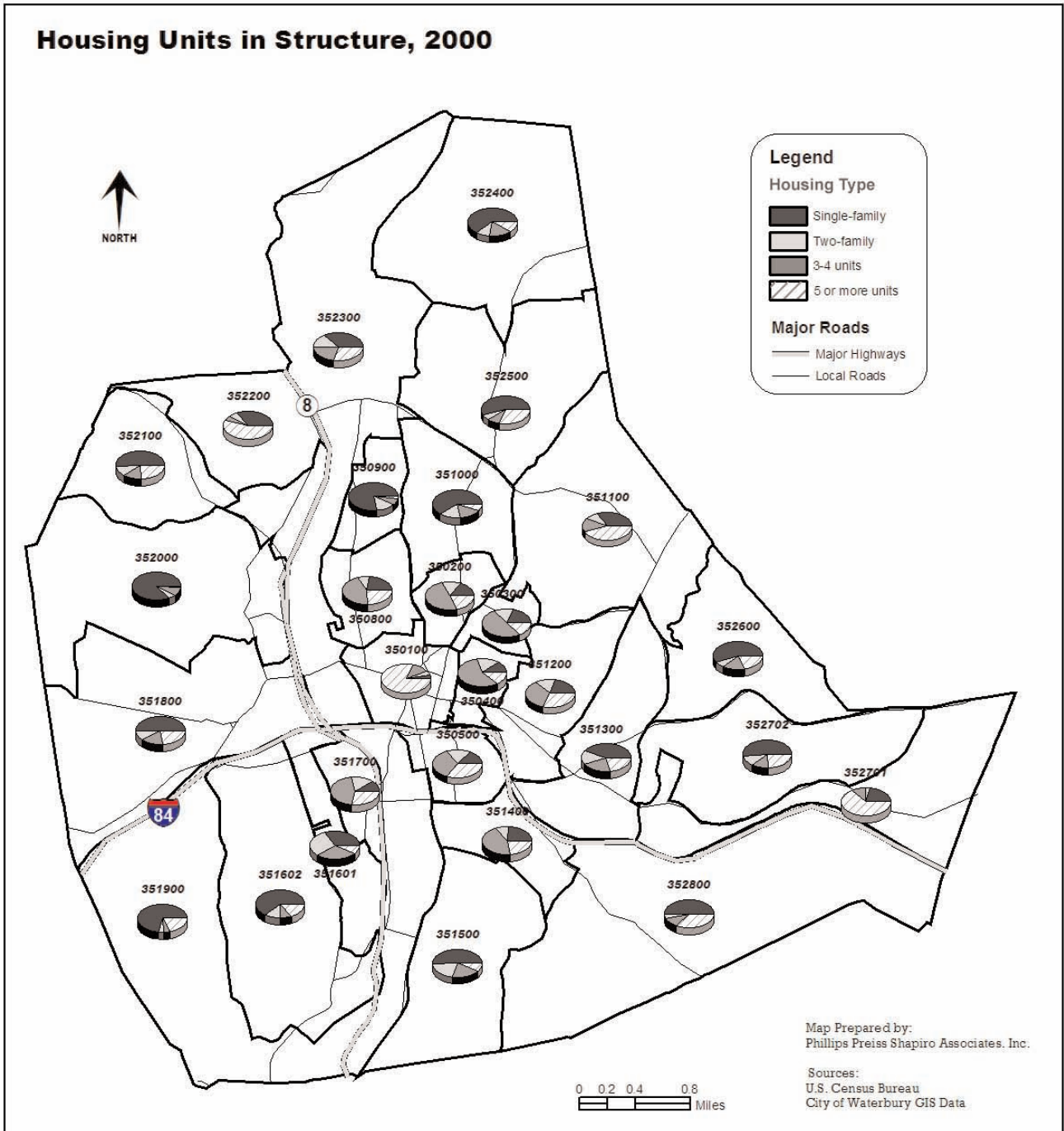


Figure 12: Housing Units in Structure

- The downtown area has a very different housing characteristics compared to the rest of the City.
- The housing units located in the downtown area predominantly consist of 3 to 4 unit structures, with the exception of Tract 350100 in which housing with 5 or more units constitute more than three quarters of the total housing units.
- In the areas outside the downtown area, single-family home is the predominant housing type. The southwest portion of the City has a particularly high percentage of single-family homes.

Tenure of Housing Units, 2000

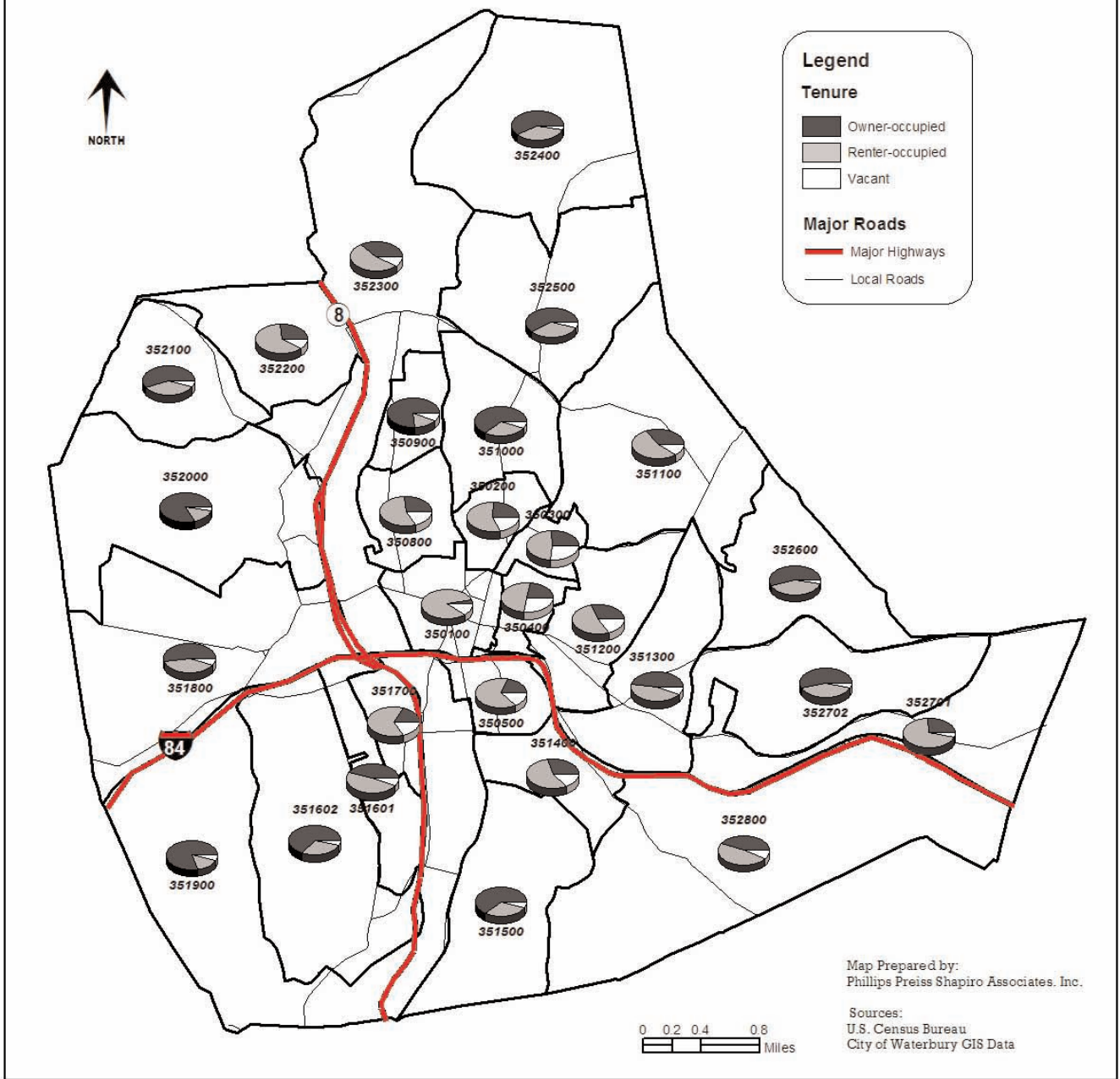


Figure 13: Tenure of Housing Units

- The downtown area has a high ratio of renter-occupied units, and the vacancy rate of housing units in the downtown area is also very high.
- The distribution of owner-occupied units is consistent with the distribution of single-family homes (see previous map); the southwest portion of the City has a high percentage of owner-occupied housing units.
- There are relatively few vacant units in the areas outside the core area.

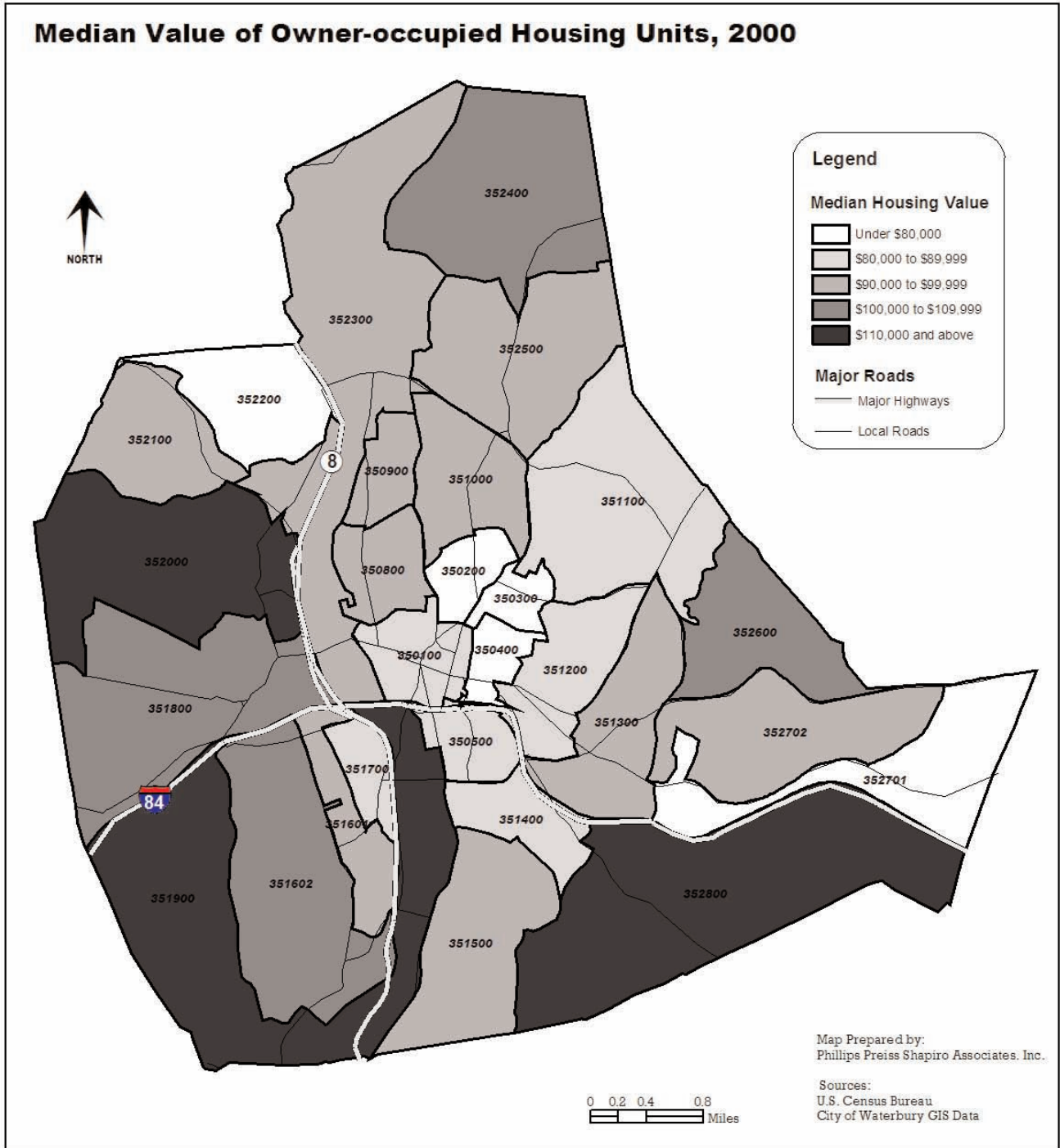


Figure 14: Median Value of Owner-occupied Housing Units

- Census tracts located in the City’s core have the lowest median housing values. Median housing values increase as they shift towards the edge of the City.
- The southwest portion of the City has a higher median housing value in general, in comparison to the rest of the City.
- The Census tracts with high median housing values correspond to the Census tracts with a high percentage of single-family homes.

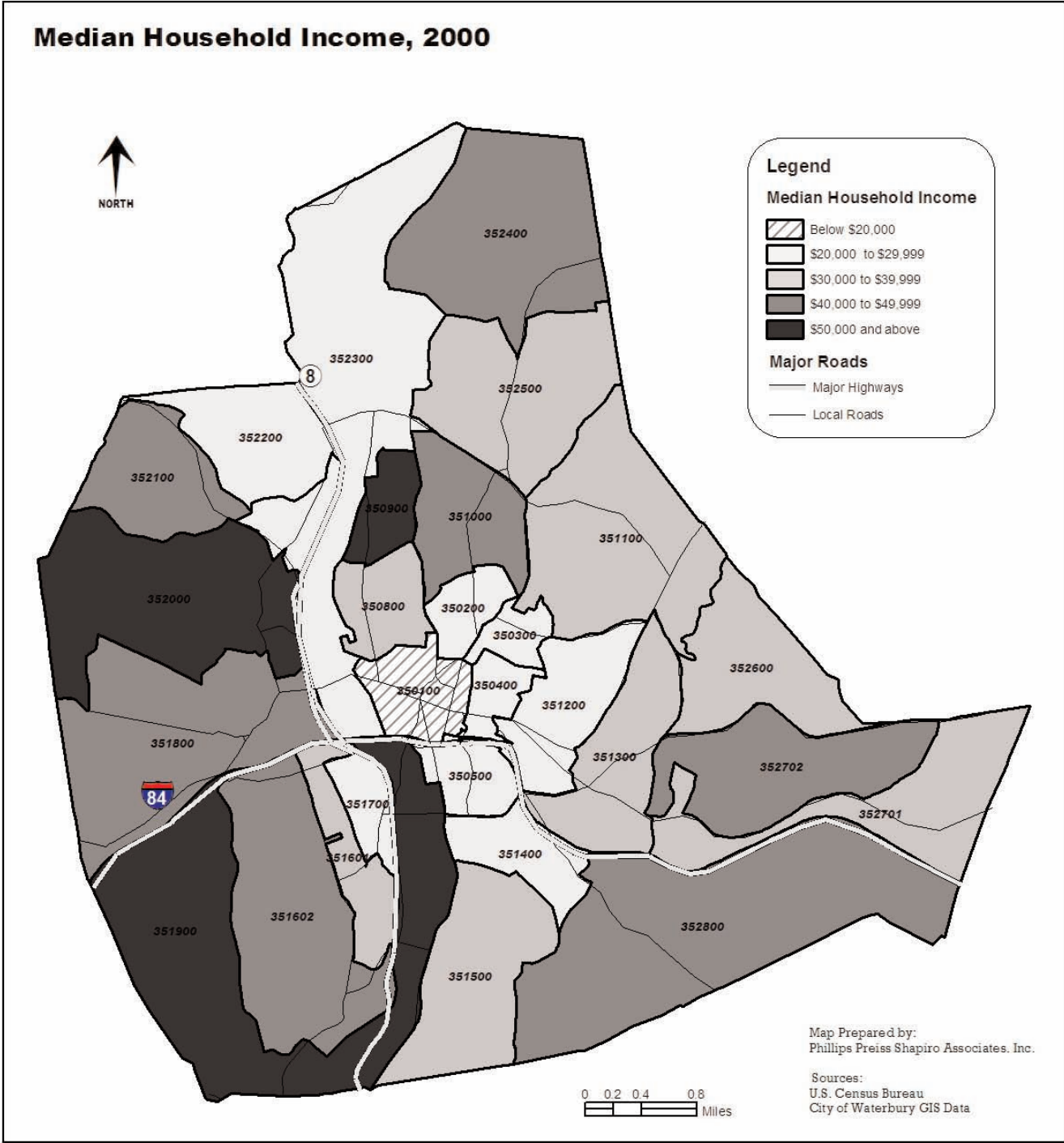


Figure 15: Median Household Income

- Median household income is the lowest in the core of the City; the median household income in the greater downtown area is below \$30,000. Tract 350100 had a median household income of less than \$20,000 in 2000, likely due in part of the high concentration of senior housing in the core.
- The west and southwest portions of the City have the highest median household incomes in the City.

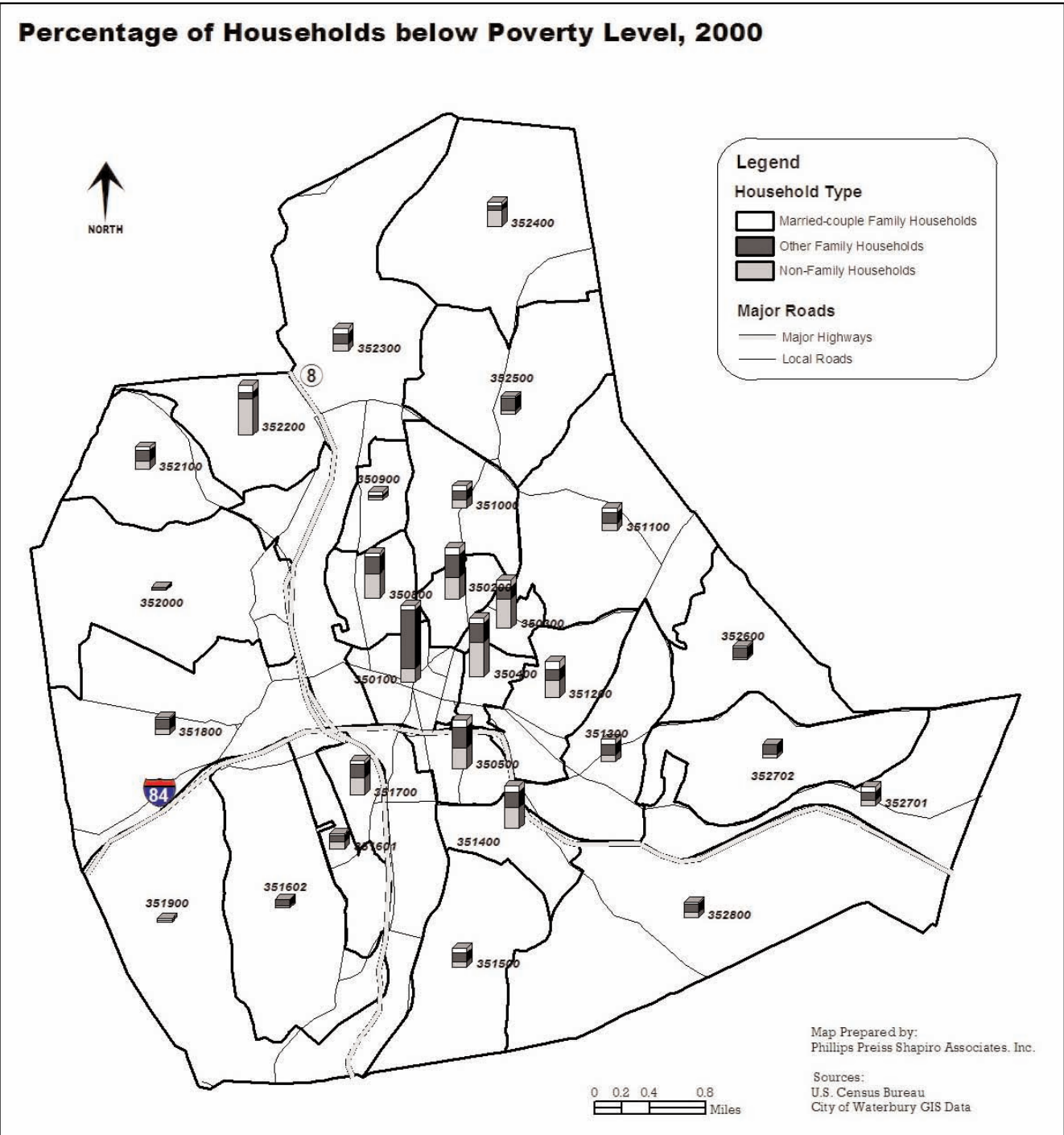


Figure 16: Percentage of Households below Poverty Level

- The percentage of households below poverty level is significantly high in the City's core.
- Other-family households (single-parent family households) and non-family households constitute the majority of the households below poverty level.
- As it is evident from the median household income distribution (see previous map), poverty level in the southwest portion of the City is very low.

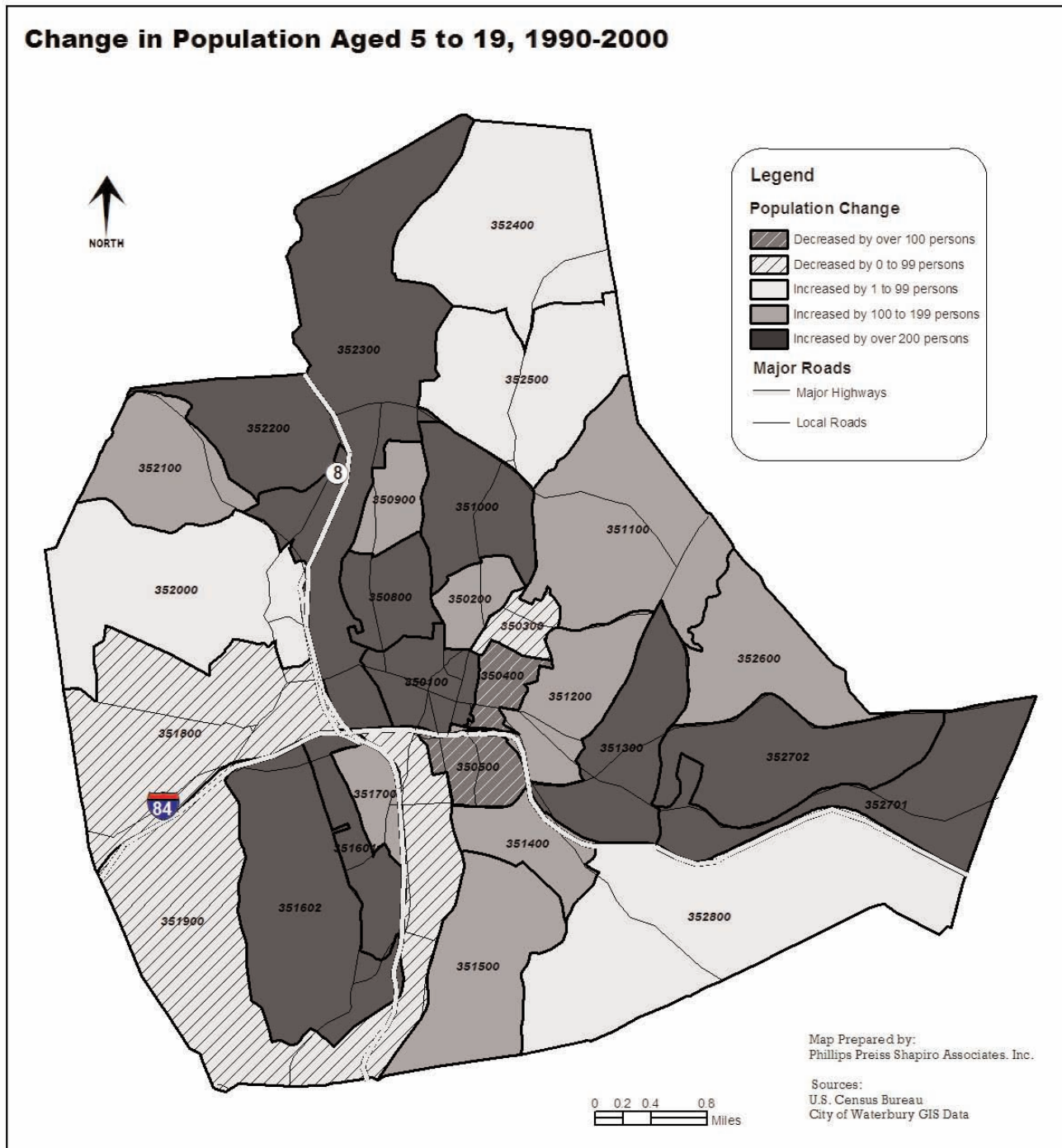


Figure 17: Change in Population Aged 5 to 19

- The number of school age children increased in most of the parts of the City between 1990 and 2000. The number of school age children especially increased in the central and eastern portions of the City. Two Census tracts in the downtown area, however, lost more than 100 school age children over the past decade.
- Some of the Census tracts that gained in school age children had a decline in total population between 1990 and 2000. This suggests that in these Census tracts, which can be found mostly in the City’s core, there was an increase in single-parent households.

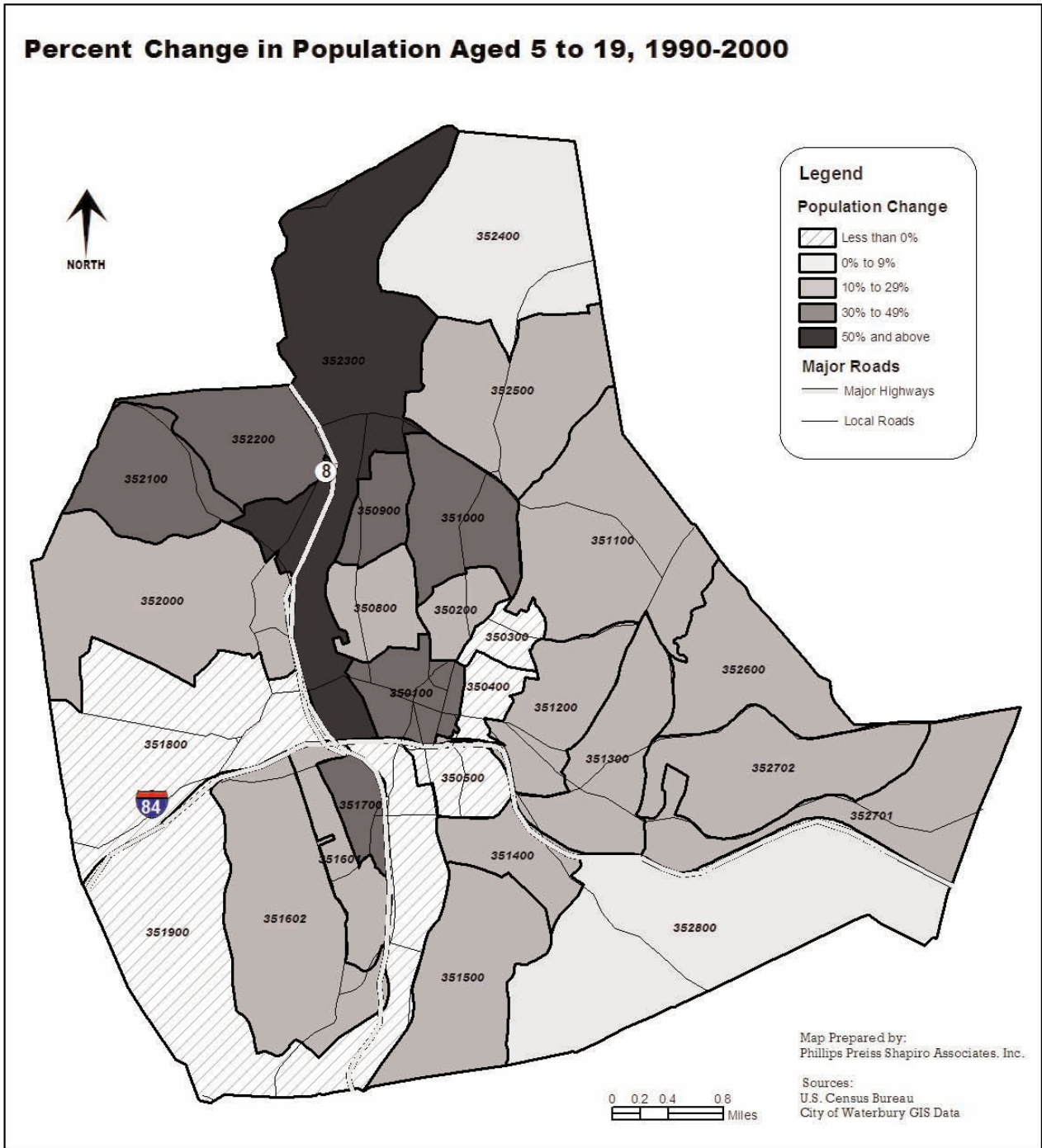


Figure 18: Percent Change in Population Aged 5 to 19

- The trends of percent change in school age children are to some extent consistent with the patterns of numeric change in school age children (see previous map).
- The Census tracts with the largest gain in percent change are concentrated in the central to the northeast portion of the City.

6 Economic Development

6.1 THE WATERBURY ECONOMY

Waterbury's economy experienced a major downsizing in the 1980s, followed by a steep recession in the early 1990s. By about 1993, most areas in Connecticut started to recover from the recession and experienced robust job growth throughout the 1990s. However, as shown in Figure 18, Waterbury has experienced stagnant to slowly declining employment levels during the 1993 and 2001 period. This stability in employment owes largely to new construction, growth in services, and the revamping of retail trade that took place in the City over the past decade. The construction and service sectors gained employment by 10 percent and 4 percent respectively. While the economy has stabilized, employment in Waterbury has been diminishing gradually over the past decade. Between 1993 and 2001, the total employment in Waterbury dropped by 2,160, or 4.8 percent. With the exception of construction and service sectors as mentioned above, most sectors lost employment accordingly at a rate similar to the decline in total employment. The largest loss was in the Finance, Insurance and Real Estate sector, which experienced a decline by over thirty percent, related to merger activity in the banking sector.

Figure 19 provides comparison of total employment in Waterbury and the CNVR between 1993 and 2002. As mentioned above, employment in Waterbury has been diminishing gradually over the past decade. The total employment in Waterbury in 2002 was 41,648, a decline by 1.9 percent from the previous year, and by 6.7 percent from 1993. In the CNVR, while total employment increased slightly in the late 1990s, it slowly started declining after 2000 as well.

In 1993, total employment in Waterbury accounted for 47 percent of the total employment in the CNVR. Waterbury's share in employment is slowly shrinking; in 2002, Waterbury's employment constituted 42 percent of the total employment in the CNVR.

The manufacturing sector in Waterbury experienced the steepest loss in the mid-1980s. However, since 1992, total employment in manufacturing has been relatively stable, mirroring the stabilization of total employment. After 1997, employment in certain industries has literally

remained unchanged as depicted in Figure 19.

It is surprising that employment in retail trade sector has not shown more substantial gains. The 1990s saw the opening to two very significant retail developments in the City: the Brass Mill Mall and Commons, and Waterbury Crossing. More recently, Wolcott Street, which had gone into severe decline following the opening of the new mall, has undergone a stunning turn-around. In spite of these achievements, it appears that the continued decline in other retail areas has offset at least some of the employment gains achieved by the new developments.

Waterbury's manufacturing lost some industries completely during the economic slump in the 1980s, however. This in return, increased the relative importance of the remaining industries: fabricated metal production, for instance, remains the single largest sector, encompassing metal stampings, screw machine products, and precision made tools and hardware. The manufacturing sector in Waterbury has, in the 1990s, benefited from growth in existing metal parts businesses as well as relocation of similar producers and complementary suppliers.

In 2001, Waterbury's economy was hit by a recession, as was the entire nation. According to the Department of Economic and Community Development of Connecticut, it marked the ninth recession in Connecticut since non-farm employment estimation began in 1939⁴. Statewide, 10,800 jobs were lost (the largest job loss since 1993), of which 9,400 jobs, or 87 percent, were in manufacturing industry. These severe job cuts in manufacturing especially affected the economy of Waterbury; the percentage of job decline in the Waterbury Labor Market Area between 2000 and 2001 marked 1.7 percent for total jobs, and a high 5.1 percent for the manufacturing sector⁵. As shown in Figure 21, the unemployment rate in Waterbury has been on the rise since 2001. In 2003, the unemployment rate nearly reached the level of 1994 when the City was last in recession.

Over the past decade, the number of people in the resident labor force has exceeded the number of jobs located within the City. In 2001, 42,460 jobs were available in Waterbury, while employed residents in Waterbury accounted for 49,232, which suggests that about 6,800 residents on balance were employed outside Waterbury (see Table 17). As unemployment rate in Waterbury has increased in the last few years, the number of unemployed residents also rose accordingly. Waterbury's unemployment rate has been driven not only by the loss of local jobs, but also an increase, starting in 2000, the resident labor force.

While Waterbury is still the largest employment center in the region, the location of employment is shifting away from Waterbury to the suburban portion of the region as revealed in Table 18. In 1990, 53 percent of employed residents actually worked in Waterbury. In 2000, employed residents who worked in Waterbury constituted only 41 percent, a 30 percent decline over the decade. Within the region, Bethlehem grew the most rapidly in employment of Waterbury residents, which accounted for a striking 240 percent increase. This reflects the fact that Bethlehem had the largest growth in employment in the region over the past decade as well (83.3%)⁶. It is noteworthy that the number of Waterbury residents working in the South Central Region has grown tremendously, by 116 percent between 1990 and 2000, and the number of

4. Joo, Jungmin Charles, *2001: A Recession Odyssey – March 2002*, Connecticut Economic Digest Articles

5. Connecticut Department of Economy and Community Development

6. Council of Governments Central Naugatuck Valley: *Profile of the Central Naugatuck Valley Region, 2003*

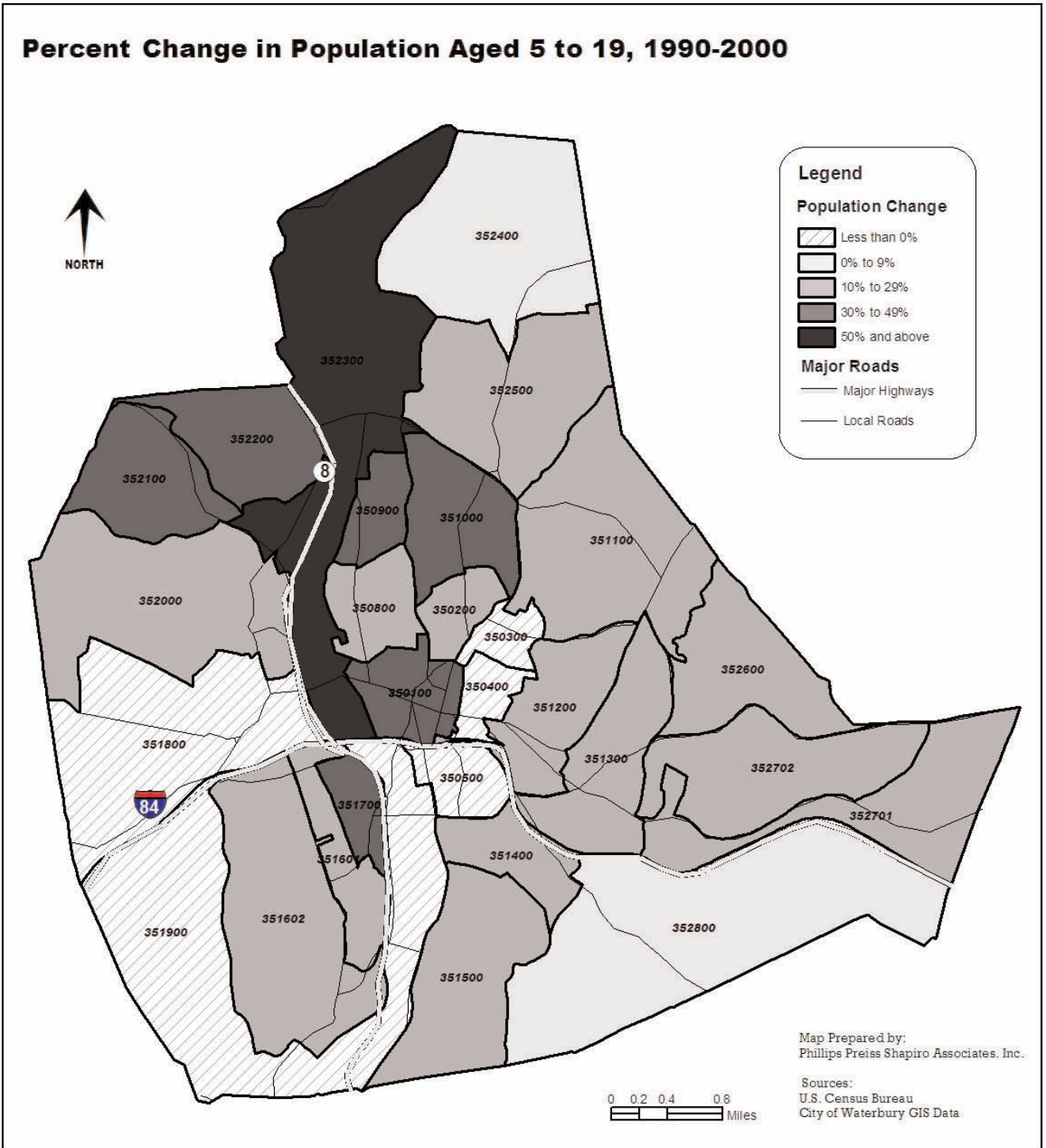


Figure 18: percent Change in Population, Aged 5 to 19, 1990 - 2005

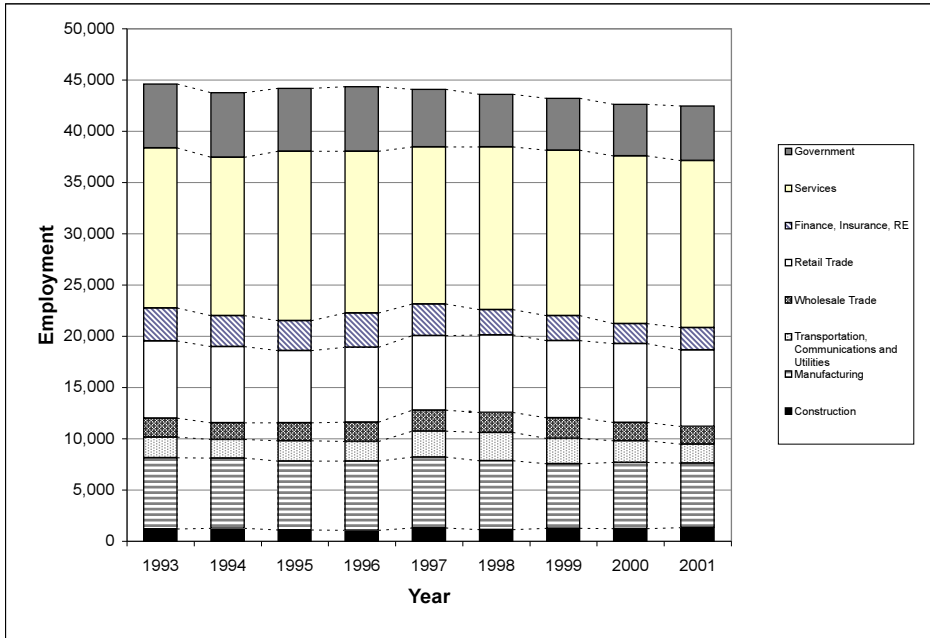


Figure 19: Payroll Employment in the City of Waterbury by Sector, 1993-2001

Source: Connecticut State Department of Labor

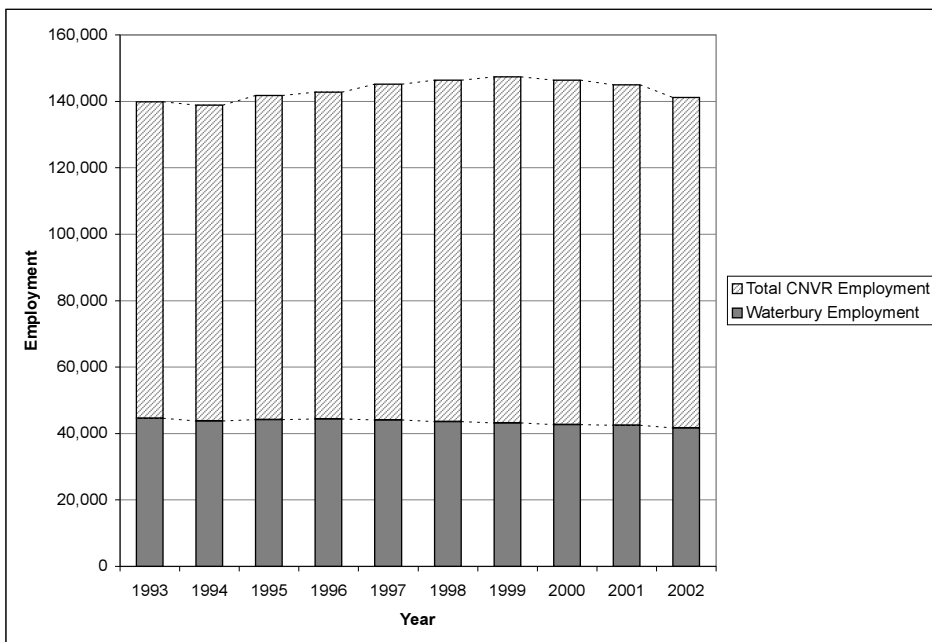


Figure 20: Total Employment, Waterbury and CNVR, 1993-2002

Source: Connecticut State Department of Labor

workers commuting from the South Central Region to Waterbury has also experienced a significant increase of 167 percent (see Table 19).

6.2 THE INDUSTRIAL AND OFFICE MARKET

6.2.1 Industrial Market

In 2003, nearly 22 million square feet of industrial space existed in the Greater Waterbury area. Since 1995, new industrial construction development has been declining (see Table 19). While

Figure 21: Manufacturing Employment in the City of Waterbury, 1993-2001
 Source: Connecticut Department of Labor, Labor Market Information "Total Nonfarm Employment by Town"

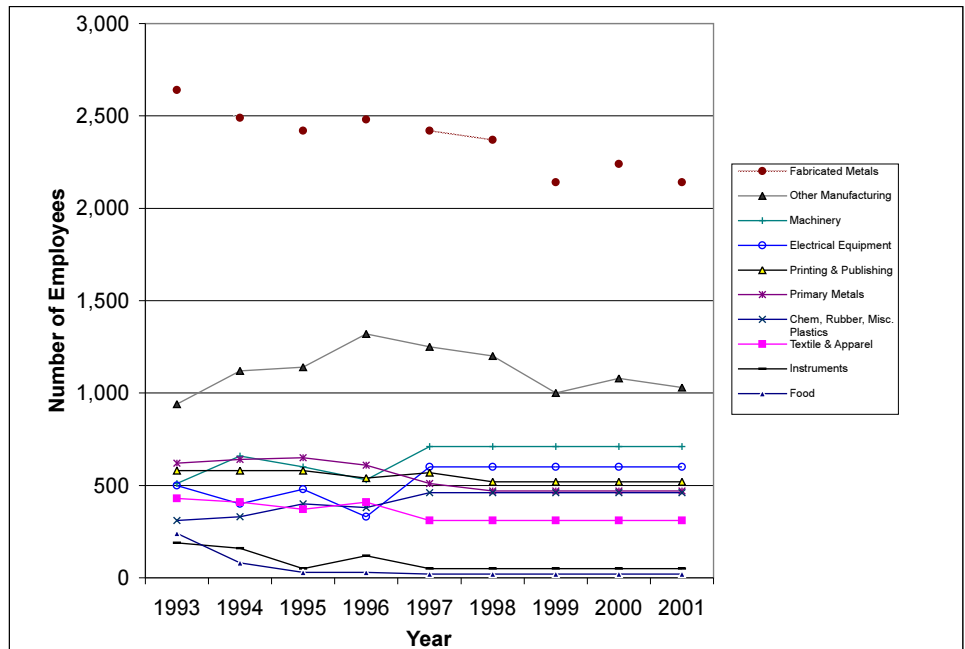
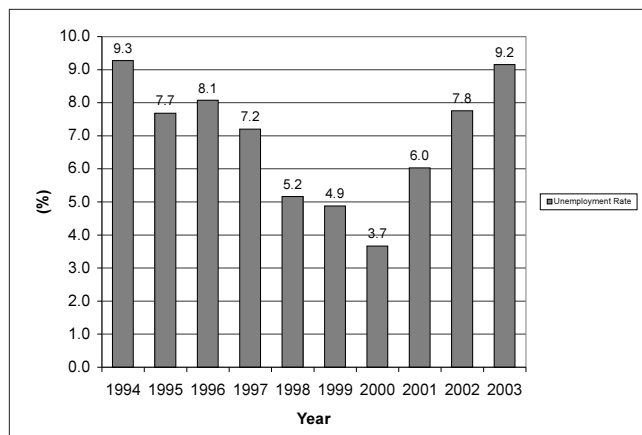


Figure 22: The Trend in Waterbury's Annual Average Unemployment Rates
 Source: Connecticut Department of Labor



the overall vacancy rate of industrial buildings has been declining since 1992, it jumped to a high 24 percent in 2003, an increase of 300 percent from 2000. This can largely be attributed to the economic downturn of 2001, which caused a significant loss of jobs, especially in Waterbury. Furthermore, according to *The Greater*

Waterbury Real Estate Report published by Drubner Industrials, over 90 percent of the entire available industrial inventory is over 20 years old. The issue of old industrial buildings and brownfields has been limiting the redevelopment of Waterbury.

Rents for industrial buildings have been generally stable since 1996. Rents for available Class 1 industrial properties range from \$4.00 to \$6.00 per square foot, Class 2 from \$3.00 to \$4.50, Class 3 from \$2.50 to \$3.50, and rents for Class 4 structures were estimated to be \$2.50 or less.

6.2.2 Office Market

Waterbury's office market is characterized by relatively little Class A office space, with Class B and C office buildings dominating the market. During the 1990s, the financial downturn followed by a spate of bank mergers adversely impacted the Greater Waterbury office market, especially in the downtown Waterbury, which was left with a large amount of vacant retail and office space.

Table 17: The Relationship between Labor Demand and Supply in Waterbury, 1994-2003

	<i>Demand</i>	<i>Supply</i>		
	Waterbury Employment	Resident Labor Force	Resident Employment	Resident Unemployment
1994	43,750	52,294	47,442	4,852
1995	44,170	52,048	48,050	3,998
1996	44,360	54,230	49,849	4,381
1997	44,080	54,044	50,151	3,893
1998	43,590	52,482	49,774	2,708
1999	43,220	51,892	49,359	2,533
2000	42,640	53,052	51,106	1,946
2001	42,460	52,390	49,232	3,158
2002	N/A	53,090	48,972	4,118
2003	N/A	53,591	48,684	4,907

Source: Connecticut State Department of Labor

Table 18: Work Trip Destinations of Waterbury Residents, 1990 – 2000

Place of Employment	1990		2000		Change Percent
	Number	Percent	Number	Percent	
Central Naugatuck					
Valley Region	36,807	74.8%	28,746	65.0%	-21.9%
Beacon Falls	169	0.3%	308	0.7%	82.2%
Bethlehem	20	0.0%	689	0.2%	240.0%
Cheshire	2,305	4.7%	1,797	4.1%	-22.0%
Middlebury	909	1.8%	574	1.3%	-36.9%
Naugatuck	1,700	3.5%	1,449	3.3%	-14.8%
Oxford	73	0.1%	148	0.3%	102.7%
Prospect	411	0.8%	444	1.0%	8.0%
Southbury	1,169	2.4%	1,389	3.1%	18.8%
Thomaston	684	1.4%	536	1.2%	-21.6%
Waterbury	28,857	52.5%	18,170	41.1%	-29.7%
Watertown	2,375	4.8%	2,604	5.9%	9.6%
Wolcott	946	1.9%	1,080	2.4%	14.2%
Woodbury	189	0.4%	179	0.4%	-5.3%
Capitol Region	2,114	4.3%	1,918	4.3%	-9.3%
Central Connecticut Region	2,261	4.6%	1,697	3.8%	-24.9%
Greater Bridgeport Region	965	2.0%	871	2.0%	-9.7%
Housatonic Valley Region	2,065	4.2%	1,605	3.6%	-22.3%
Litchfield Hills Region	549	1.1%	835	1.9%	52.1%
South Central Region	2,615	5.3%	5,651	12.8%	116.1%
Southwestern region	497	1.0%	652	1.5%	31.2%
Valley Region	590	1.2%	953	2.2%	61.5%
Remainder of State	370	0.8%	749	1.7%	102.4%
Out of State	390	0.8%	579	1.3%	48.5%
Total Trips	49,223	100.0%	44,256	100.0%	-10.1%

Source: Council of Government of the Central Naugatuck Valley, Transportation Trends and Characteristics of the CNVR:2000

The Greater Waterbury office market can be divided into four separate office sub-markets. From a real estate perspective, the prime area of the office market is the I-84 and Route 8 Corridor area, while the non-corridor regions that are north and south of I-84 and the Waterbury CBD comprise the three remaining sub-markets. The Corridor office market constitutes the

Table 19: Residential Origins of Workers in Waterbury, 1990-2000

Place of Residence	1990		2000		Change Percent
	Number	Percent	Number	Percent	
Central Naugatuck Valley Region	39,414	85.0%	29,963	78.4%	-24.0%
Beacon Falls	265	0.6%	230	0.6%	-13.2%
Bethlehem	293	0.6%	237	0.6%	-19.1%
Cheshire	845	1.8%	1,105	2.9%	30.8%
Middlebury	878	1.9%	747	2.0%	-14.9%
Naugatuck	2,914	6.3%	2,162	5.7%	-25.8%
Oxford	173	0.4%	205	0.5%	18.5%
Prospect	1,032	2.2%	1,003	2.6%	-2.8%
Southbury	447	1.0%	600	1.6%	34.2%
Thomaston	669	1.4%	623	1.6%	-6.9%
Waterbury	25,857	55.8%	18,170	47.5%	-29.7%
Watertown	3,023	6.5%	2,385	6.2%	-21.1%
Wolcott	2,389	5.2%	1,978	5.2%	-17.2%
Woodbury	629	1.4%	518	1.4%	-17.6%
<hr/>					
Central Connecticut Region	2,015	4.3%	1,956	5.1%	-2.9%
Housatonic Valley Region	433	0.9%	504	1.3%	16.4%
Litchfield Hills Region	1,130	2.4%	1,123	2.9%	-0.6%
South Central Region	1,512	3.3%	4,042	10.6%	167.3%
Valley Region	444	1.0%	651	1.7%	46.6%
Remainder of State	1,234	2.7%	1,910	5.0%	54.8%
Out of State	195	1.4%	355	0.9%	82.1%
Total Trips	46,377	100.0%	38,232	100.0%	-17.6%

Source: Council of Government of the Central Naugatuck Valley, Transportation Trends and Characteristics of the CNVR:2000

dominant office sector comprising of buildings with corporate and higher quality tenants.

As shown in Table 20, the overall vacancy rate for the Greater Waterbury office market was 26 percent in the third quarter of 2003, which represents a one percent increase from the overall vacancy rate in 2000. The Class A office market vacancy rate jumped from two percent to 26 percent. However, this increase was due to the Turnpike Office Park (located in Middlebury near the Waterbury border) entering the market in 2003⁷. The adjusted vacancy rate (without the addition of Turnpike Office Park) would be two percent, which represents no major change since 2000.

As shown in Table 21 below, office rents in the I-84 and Route 8 Corridor area rank the highest for all the Classes. The rents for Class A office space in the Corridor area ranged from \$17.00 to \$24.00, whereas in Downtown Waterbury, the rents ranged from \$13.50 to \$18.00. Historically, the demand for Class A space is high, and available space is very limited. Availability of Class B office space is also very limited, especially along the Corridor area, and the demand for Class B office space is moderate. As for Class C office space, the market is experiencing a very high vacancy rates for this type of office space, as the demand for good quality Class C space is low.

While much of the current office absorption activity in the Waterbury office market appears to

Table 20: Greater Waterbury Industrial Market Statistics

	First Half 1992	First Half 1994	Second Half 1995	Second Half 1998	Second Half 2000	Third Quarter 2003
Vacancy Rate						
Overall	18%	13%	9%	10%	7%	24%
Pre-1960 Building	25%	19%	15%	15%	14%	38%
Post-1960 Building	10%	9%	4%	7%	3%	13%
Industry Inventory (SF)	19,600,000	18,700,000	1,950,000	20,500,000	21,200,000	21,800,000

Source: Drubner Industrials, Inc.

Table 21: Greater Waterbury's Office Market Vacancy Rates

	1992	1994	1994	1998	2000	2003
Vacancy Rate						
Overall	36%	29%	28%	27%	25%	26%
Class A Office	31%	18%	7%	5%	2%	26%
Class B+C Office	36%	30%	30%	28%	28%	27%
Multi-tenant						
Office Space (SF)	3,144,000	3,000,000	2,950,000	2,900,000	3,020,000	3,170,000
Class A						
Office Space (SF)	298,000	259,000	259,000	259,000	297,000	106,400

Source: Drubner Industrials, Inc.

Table 22: Office Sub-market Rental Rates

	Class A		Class B		Class C	
	Min	Max	Min	Max	Min	Max
Waterbury CBD	\$13.50	\$18.00	\$7.00	\$12.00	\$5.00	\$7.00
I-84 and 10 Corridor	\$17.00	\$24.00	\$11.00	\$18.00	\$6.00	\$8.50
South of I-84	N/A	N/A	\$7.50	\$12.00	\$6.00	\$8.00
North of I-84	N/A	N/A	\$8.00	\$18.00	\$6.00	\$8.00

Source: Drubner Industrials, Inc.

be taking place in the Corridor sub-market, the downtown CBD still possesses a potential to become a viable office market, given its ability to provide ample low cost and good quality office space. In fact, the CBD has shown some limited, but continued growth in recent years, especially since the implementation of the Information Technology Zone (ITZ) program in 1998—an incentive package to attract IT companies in a 42-block zone that mirrors the boundaries of the Waterbury CBD. To date, twelve new IT companies have relocated to Downtown Waterbury since the inception of the program, and a number of old buildings that had sat vacant for years have now been revitalized and occupied.

6.3 SPECIAL ECONOMIC DEVELOPMENT AREAS AND PROGRAMS

There are a number of programs and incentives available in Waterbury to promote business

development and investment. Some of these are tied to particular geographic areas, while others are available Citywide. A brief description of each is given below.

6.3.1 Enterprise Zone

The City of Waterbury has a designated Enterprise Zone which straddles the Naugatuck River and takes in many of Waterbury's older industrial areas. The Enterprise Zone provides for a variety of development incentives. Claims for incentives are approved each year by the Connecticut Department of Economic and Community Development (DECD). Locally, the Enterprise Zone is administered by the Waterbury Development Corporation, which provides two types of assistance: determining eligibility, and assistance with preparing and submitting an application. For manufacturing and service businesses, the following incentives are available in the Enterprise Zone:

- Five year, 80 percent abatement of local real property taxes attributable to the facility for the amount of space occupied by a business
- Ten year, 25 percent corporate business tax reduction
- State portion of real estate conveyance taxes on property transfers waived.
- Sales tax exemption on the purchase of replacement parts for machinery/equipment used in the manufacturing process
- Five year, 80 percent abatement of local real, personal property taxes for machinery, equipment and fixtures that are new to the City of Waterbury's Grand List.

For commercial and residential building owners the following are available:

- Seven year, graduated tax deferral of increase taxes resulting from eligible real property improvements.
- An exemption from the state portion of the real estate conveyance tax.

6.3.2 Information Technology Zone

The Information Technology Zone (ITZ) is the cornerstone of efforts to repopulate downtown office space with a new generation of high-tech businesses. The ITZ provides a two pronged approach marrying state of the art infrastructure with a more traditional package of incentives and low-cost financing. On the infrastructure side, the entire downtown has been encircled with a high-speed fiber-optic ring, providing superior broadband telecommunications capabilities. Many of the downtown buildings now tie into this ring (such buildings are referred to as "lit," harkening back to the early days of electrification). The ITZ also offers financial incentives and assistance, including two loan funds—the Downtown Development Incentive Fund (which is also available independent of the ITZ) and the Information Technology Zone Incentive Fund—as well as abatements on personal property taxes associated with information technology investments.

6.3.3 Industrial Parks

Waterbury has four designated industrial parks, developed with the participation of the State utilizing State funding, as part of a State program intended to promote both local economic

development and the retention of Connecticut's manufacturing base. This program is currently administered by DECD and is conducted under the Manufacturing Assistance Act of 1990 (although the program predates this act and dates back to 1967). The industrial parks provide modern industrial sites and buildings, with properties ranging from a few to several acres in size. For build-to-suit users, the parks offer turnkey building sites with utilities. In other cases, space is available for lease in existing buildings. The parks have been very successful at satisfying a need for industrial space and land in the City and region, and typically operate a close to full tenancy. Only the Reidville Industrial Park has any significant land available for development, but the remaining properties are highly constrained by topography, and would require significant and expensive site work to be put into productive use. The City's industrial parks are managed and marketed by the Waterbury Development Corporation (WDC).

The State's Industrial Park Program supports two types of projects: landscaped industrial parks such as those described above, and urban industrial parks involving the reuse of land and existing buildings in the state's urban centers. The latter program may be of particular interest to Waterbury, which does not have any more sites for modern, landscaped parks, but which does have many older industrial areas and buildings awaiting reuse. The City and Waterbury Development Corporation may wish to work under the Industrial Parks Program to undertake planning for the adapting one or more old industrial sites for modern needs. Funding is available both for planning and for implementation, including property acquisition, roads and infrastructure, and marketing.

The location of the Enterprise Zone, Information Technology Zone, and the industrial parks are shown on Figure 23.

6.3.4 Other Programs

Two other loan funds are in available addition to those listed above, and are administered by WDC and/or NVDC. The **Regional Business Investment Fund (RBIF)** is intended to create and retain jobs in the Central Naugatuck Valley Region by providing financial assistance to eligible businesses in designated areas. The **Waterbury Non-profit Revolving Loan Fund** is similar to the RBIF, but is limited to projects located within the City of Waterbury.

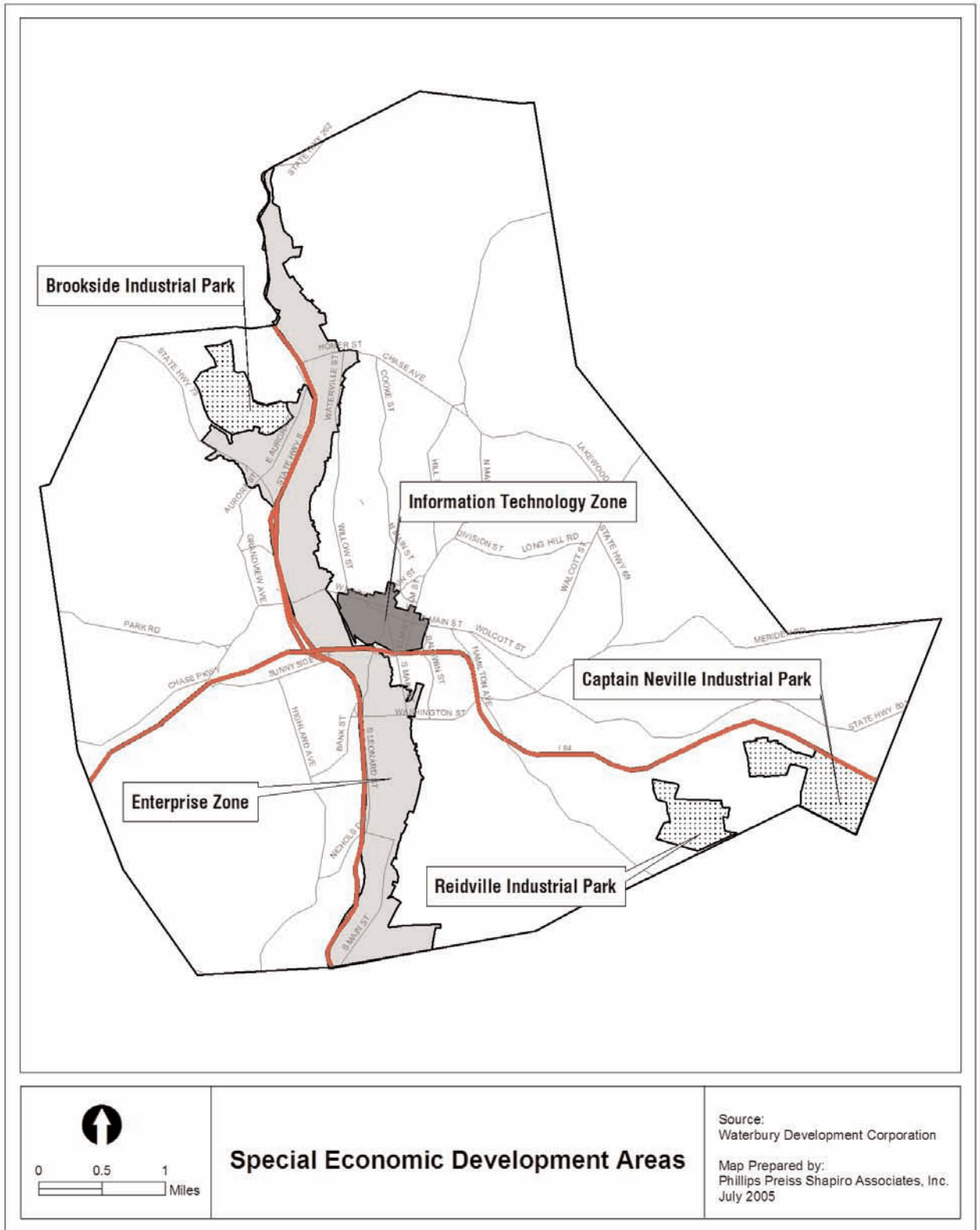


Figure 23: Special Economic Development Areas



Traffic, Transportation and Utilities

7.1 ROADWAY NETWORK

Transportation to and around the City of Waterbury is predominantly via the roadway system, illustrated on Figure 24, which shows the functional classification of City roadways. Two major highways, Interstate I-84 and Connecticut State Route 8, serve to connect Waterbury to destinations outside the region. I-84 connects Waterbury to Danbury and the state of New York to the west and Hartford and Massachusetts to the east. Route 8 connects Waterbury to Bridgeport to the south and Torrington to the north. Both of these roadways are four to six lane limited access freeways. The interchange of these two major highways occurs in the center of the city, effectively dividing the city into four quadrants.

Two regional routes in the form of state highways serve Waterbury as well. Connecticut State Route 69 runs north and south, passing east of the center of town, connecting to Wolcott to the north and Prospect to the south. Connecticut State Route 73 connects to Watertown in the northwest portion of town. Major city streets include Chase Parkway, East Main Street, North Main Street, Meriden Road, and Watertown Ave. Daily traffic volumes on these major roadways are presented in Table 23.

According to the Connecticut Department of Transportation, in the year 2002, the most recent year for which state accident data is available, 2,789 accidents occurred on state roads in Waterbury. This accounts for 3.55 percent of the accidents in the state. Of these, 1,463 were injury accidents (4.63 percent of the injury accidents in the state) and 10 were fatal accidents (3.34 percent of the fatal accidents in the state). As a point of comparison, Waterbury accounts for 3.15 percent of the population in the State.

There are several major roadway projects in planning, design or construction within Waterbury. The Connecticut Department of Transportation is currently studying the I-84 and Route 8 interchange area, including ramps that connect to downtown Waterbury to determine how to improve flow into and through the city on these major highways.

Table 23: 2003 Average Daily Traffic (ADT) Volumes

Roadway	From / to	ADT
I-84	Exit 17 (Rt 64) to Middlebury line	64,500
I-84	Exit 20 (Rt 8) to Exit 21 (Meadow)	138,800
I-84	Exit 25 (Scott) to Exit 25A (Austin)	106,900
Rt 8	Exit 29 (S Main) to Exit 30 (S Leonard)	51,000
Rt 8	Exit 34 (W Main) to Exit 35 (Rt 73)	79,100
Rt 8	Exit 36 (Colonial) to Watertown line	41,500
Rt 69 (Prospect Rd)	Hamilton Ave to Harpers Ferry	12,300
Rt 69 (Wolcott Rd)	Wolcott St to Lakewood Rd	24,700
Rt 73 (Watertown Ave)	Watertown line to Eastern Ave	15,400
Rt 73 (Watertown Ave)	Windsor St to Watertown Ave	26,500
East Main Street (Rt 801)	Austin Rd to Cheshire line	11,900
East Main Street (Rt 801)	Scott Rd to Meriline Ave	14,900
Meriden Rd (Rt 844)	Frost Rd to National Rd	16,600
Meriden Rd (Rt 844)	Alexander Ave to Wolcott line	12,500
Chase Pkwy (Rt 845)	Rte 64 to Lakeside Blvd	7,000
Chase Pkwy (Rt 845)	West Main to Country Club	15,200
Watertown Ave (Rt 846)	Bunker Hill to East Aurora	11,300

Source: Connecticut Department of Transportation

A study of Route 69 was completed by the Council of Governments of Central Naugatuck Valley (COGCNV) in October 2002. This study recommended a number of improvements within Waterbury, primarily to improve roadway capacity and/or safety. The recommendations were categorized as high, moderate and low priority. The high and moderate priority projects within Waterbury include:

- Route 69 from East Main Street to Manor Avenue—widening and new lane configuration; will require impact to property and parking restrictions
- Route 69 at Beecher and Store Avenues—intersection realignment and expansion for safety and capacity
- Route 69 and Southmayd Road—intersection realignment for safety
- Wolcott Street and Stillson Road
- Route 69 from Frost Road to Richard Terrace—marking of three travel lanes (one northbound, two southbound) from South Circle to Richard Terrace and four travel lanes from Frost Road to South Circle with wider shoulders
- Route 69 (Wolcott) from Long Hill Road to Lakewood Road—widening for additional turn lanes and raised median dividers; will require property acquisitions

In other areas of Waterbury, COGCNV notes that funding has been secured for a Route 8 multi-modal study to include both the highway and the rail line. Funding is being pursued for the Route 69 connector from Lakewood to Chase and the West Main Connector from downtown to the hospital through Surface Transportation Program—Urban (Urban-STP) funds.

Three major projects are being pursued by the City of Waterbury. The first project, including the redesign of 25 signals along Chase Ave, Lakewood Rd, Wolcott St and Stillson Rd to be part of the closed loop signal system, has recently been completed. The redesign allows the intersection signal timings to be linked to each other for better traffic flow. The second project, cur-

Map 5.1 Functional Classification of Roads

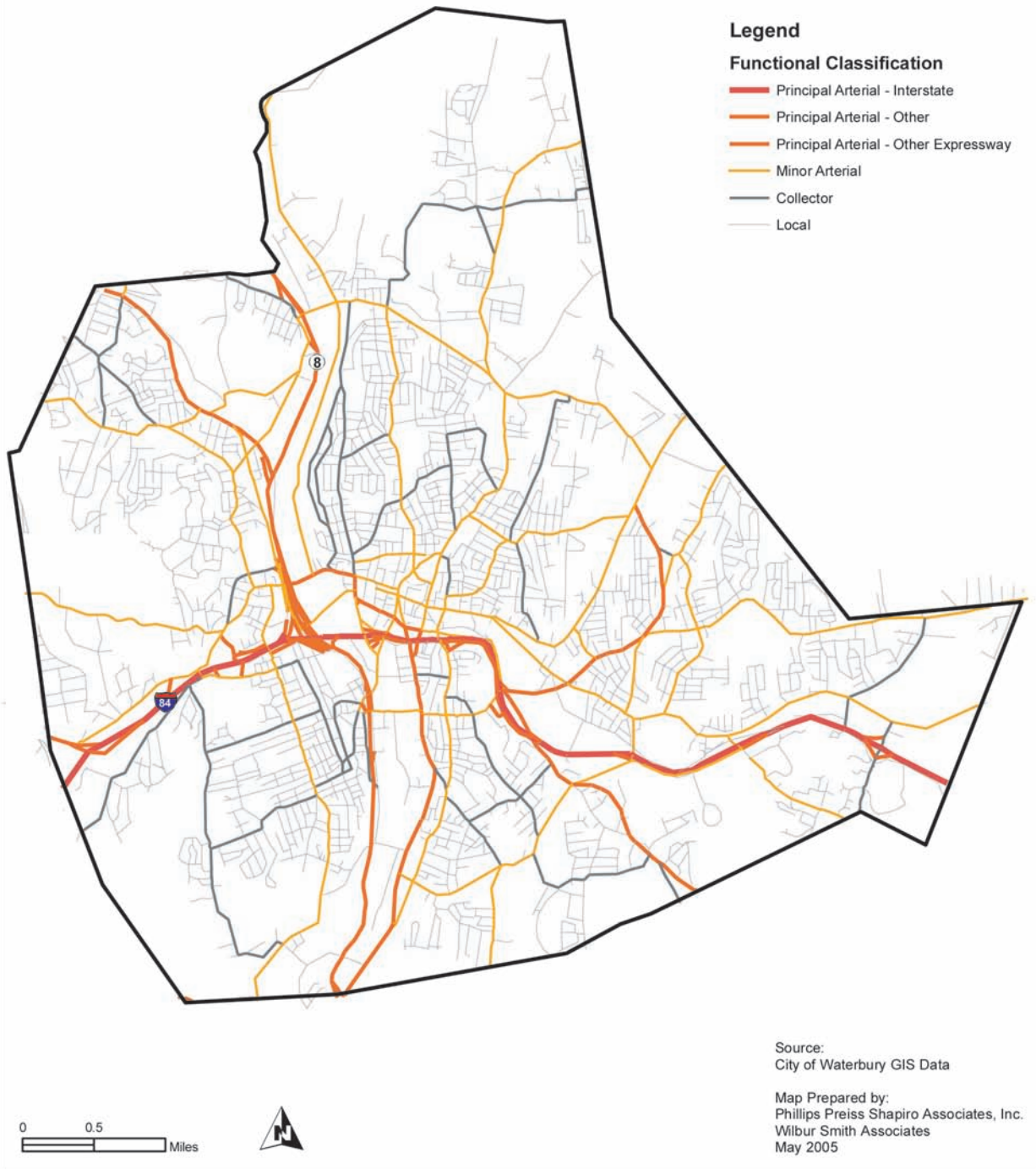


Figure 24: Functional Classification of Roads
Source: Council of Governments, Central Naugatuck Valley

rently in construction, includes the reconstruction of West Main St from Grandview Ave west to the I-84 interchange. The project includes a drainage upgrade, a new signal that is part of the closed loop system, and roadway realignment. The third project, currently entering design, includes the widening of Chase Ave from Waterville to North Main.

In addition to these projects, the City Engineering Department has noted congestion in several areas. Although the West Main project only extends to Highland Avenue, congestion was noted to the east of Route 8 in downtown as well. The segment along East Main from Elm Street to Cherry / Baldwin is congested. Although signal retiming was attempted in this area, additional roadway capacity is needed. Improvements are needed along all four Main Streets (North, South, East and West) in downtown.

7.2 PEDESTRIAN AND BICYCLE AMENITIES

There are no current bicycle routes within the City of Waterbury designated on the State Bicycle Map. Two on-street bicycle routes within Waterbury are being pursued by the region. The first is Route 73, Watertown Ave, West Main and Thomaston Ave running from the Watertown, through Waterbury into Thomaston. The second includes the entire length of Route 69 within Waterbury. Both of these routes were identified for bike lanes in the COGCNV Regional Bike Plan. The COGCNV is also pursuing the development of a linear bicycle path along the Naugatuck River in Waterbury. This project is in the preliminary stages, with property acquisition being pursued through donation. The corridor alongside the Naugatuck River has been designated an official State Greenway.

Although most streets in the center of Waterbury have sidewalks, sidewalks are not found in many residential areas of the city, limiting the ability of pedestrians to walk from place to place. Of the sidewalks that do exist in the city center, many are in need of repair or replacement. Although the Public Works Department receives a number of calls about sidewalk conditions each year, there is no formal sidewalk replacement or repair program and the funds for such a programs are not available. The I-84 and Route 8 Interchange study being undertaken by ConnDOT includes an inventory of sidewalk conditions in the vicinity of the interchange.

Streetscape improvements in Waterbury have recently been completed along Meadow, South Main and Bank, including sidewalks, landscaping, signage and lighting. Additional gateway treatments of this type with the city are a priority for the region.

7.3 BUS SERVICE

The Waterbury area is served by local and intercity bus service. The Bonanza Bus Company provides intercity bus service to Hartford, Danbury and points beyond. Local fixed route service is operated by the Northeast Transportation (NET) Company. NET also provides Americans with Disabilities Act (ADA) paratransit as well as dial-a-ride services throughout the Waterbury area.

The Bonanza Bus Division of Peter Pan has 30 departures per day from its Bank Street terminal. Major destinations include Hartford, New York, Danbury, Boston and Providence. The first departure is at 5:45 AM with service bound for New York City. The final departure for the day is at 12:05 AM with service bound for Hartford. Service operates seven days a week.

Local fixed-route and ADA paratransit for Waterbury is provided by CT Transit of Waterbury, operated by the Northeast Transportation Company. There are 21 fixed routes and 9 tripper routes serving greater Waterbury. There are 36 buses and 26 paratransit vans providing these services.

The regular adult cash fare for local fixed-route service is \$1.25, with the child fare at \$1.00. The fare for senior and disabled citizens is \$0.60. There are a variety of discounts available for purchasing multiple ride tickets. For example, a 10-ride full-fare pass is \$11.25 and a 31-day pass is \$45.

The local fixed route services operating in Waterbury are detailed in Table 24. Service hours are approximately 6:00 AM to 6:00 PM Monday through Saturday. There is no Sunday service.

In addition to the fixed routes, NET provides transportation to qualified individuals with or without disabilities in the Greater Waterbury Area to job sites and to Adult Education through the JobLinks program. Transportation is provided to some of the top industrial and commercial areas in Waterbury, Danbury and Torrington and is scheduled around shift start and end times. Riders pay \$1 for most fares, or \$1.50 for customized neighborhood or evening service. Individuals transitioning off welfare and other eligible low-income individuals can receive up to six weeks of transportation free, after which they pay the regular monthly fares. The routes served are as follows:

- | | |
|--------------------------------|---------------------------|
| Scott Road | Waterville/Thomaston |
| Watertown/Straits Turnpike | Cheshire Industrial Park |
| Easter Seal/Avenue of Industry | Naugatuck Industrial Park |
| Waterville/North Main | Naugatuck Shuttle |
| Watertown Industrial Park | |

Table 24: Local Fixed Route Bus Service, Frequencies and Ridership

<u>Route</u>	<u>Frequency</u>	<u>Weekend Service</u>	<u>Daily Ridership¹</u>
#11 – Overlook/Willow	30 minutes	Saturday (hourly)	338
#12 – Hill Street	30 minutes	None	235
#13 – Oakville/Fairmont	hourly	Saturday (from 9:00 AM)	447
#15 – Bucks Hill/Farmcrest	hourly	Saturday	391
#16 – Bucks Hill/Montoe	hourly	Saturday	279
#18 – Long Hill/Berkeley	30 minutes	Saturday	407
#20 – Walnut Street	hourly	Saturday	219
#22 – Wolcott Street/ Brass Mill Center	hourly	Saturday (from 9:30 AM)	510
#25 – Hitchcock Lake	hourly	Saturday (from 9:30 AM)	301
#26 – Fairlawn/East Main	hourly	None	127
#27 – Reidville/East Main	hourly	Saturday	242
#31 – East Mountain	hourly	None	28
#32 – Hopeville/Sylvan	hourly	None	84
#33 – Hopeville/Baldwin	30 minutes	Saturday	421
#35 – Town Plot/ New Haven Ave	hourly	Saturday	222
#36 – Town Plot/Bradley	hourly	Saturday	245
#40 – Town Plot/Highland	hourly	Saturday	143
#42 – Chase Parkway	hourly	None	173
#44 – Bunker Hill	hourly	Saturday	226
#45 – Watertown	hourly	Saturday	232
#J/J4/J5 – Waterbury/ Kimberly Ave*	hourly until 7:30 PM	Saturday every two hours 8:15 AM to 6:30 PM	1,089*

**Note operated jointly by CTTransit New Haven – ridership for entire J route1 Ridership from COGCNV Bus Route Study, June 2004*

Paratransit service is provided throughout Waterbury by Northeast Transportation. As provided by the American with Disabilities Act of 1990, any individual with a temporary or permanent disability who is within three-quarters of a mile from a fixed route bus route, but is unable to get to, board or exit or understand how to use the bus qualifies for ADA service. Trips cannot be denied as long as the rules are followed. All of Waterbury is within three-quarters of a mile from a fixed route bus route. In addition, paratransit services non-ADA individuals, including elderly persons or persons with a disability whose pick-up or drop-off point is greater than three-quarters of a mile from a fixed route bus service. Trips for non-ADA users can be denied because of lack of space. The service area includes Cheshire, Middlebury, Naugatuck, Prospect, Thomaston, Waterbury, Watertown and Wolcott. Service operates Monday-Saturday from 6:00 AM to 6:00 PM. Requests for this service should be made at least one day in advance. Fares are \$2.20 per one-way trip.

In 2004, COGCNV released a bus route study (*Central Naugatuck Valley Region Bus Route Study, June 2004*). This study presented the findings of ridership surveys of bus routes within the region. It also recommended several routing and scheduling changes based on these surveys and discussions with operators, municipal officials, and local groups. No routes were recommended for elimination, but some modifications were suggested to better serve areas of potential ridership. In addition, several new stops and shelters were recommended to provide better service along existing routes. Additionally, clear, consistent signage at stops and shelters was recommended to eliminate driver and passenger confusion as well as to create a sense of permanence. Informational kiosks were also recommended at major bus stops to illustrate the bus service in the area. A bus stop location survey/study is ongoing.

7.4 RAIL SERVICE

Waterbury is also served by the Metro North commuter rail system. Metro North is New York City's commuter rail system for points north of the city, serving the Hudson Valley and southern Connecticut. There are five lines in the Metro North System: Port Jervis, Pascack, Harlem, Hudson, and New Haven. The Harlem, Hudson, and New Haven lines operate from New York's Grand Central Terminal (GCT).

The New Haven line serves Waterbury and the rest of Southern Connecticut. This line runs from GCT through Stamford, Norwalk, and Bridgeport to New Haven. In addition, there are three branch lines serving New Canaan, Danbury, and Waterbury. The Waterbury line connects to the main line at Bridgeport and serves Derby-Shelton, Ansonia, Seymour, Beacon Falls, Naugatuck and Waterbury. Passengers on the Waterbury line wishing to go to New York City must change trains at Bridgeport and continue along the New Haven main line.

Monday-Friday, there are six trains departing from Waterbury beginning at 6:49 AM and ending at 9:29 PM. Frequencies vary between 2 to 4 hours. The first arrival at Waterbury is at 8:53 AM and the last arrival at 11:29 PM. There are six weekday arrivals and frequency again varies from 2 to 4 hours. On weekends and holidays, there are four arrivals and departures to and from Waterbury. The first weekend departure from Waterbury is at 7:21 AM and the last is at

7:19 PM. The first arrival is at 10:27 AM and the last arrival is at 11:25 PM. According to the latest survey conducted in 2001, on a weekday, approximately 110 people got on at Waterbury Metro North station and 127 people got off. On a Saturday, 153 got on and 182 got off, and 181 got on and 153 got off on a Sunday.

Fares from Waterbury to New York are available at peak and off-peak rates as well as 10-trip, weekly, and monthly passes. Peak fares are defined as trips that arrive at GCT on weekdays from 5:00 AM to 10 PM or depart from GCT on weekdays from 4:00 PM to 8:00 PM. Off-peak fares are in effect at all other times including weekends and holidays. The one-way peak fare is \$16.50, and the one-way off-peak fare is \$12.50. Senior citizens and disabled persons receive a 50 percent discount off the one-way peak fare for all trips. 10-trip fares from Waterbury to New York are \$106.25 and \$165.00 for off-peak and peak trips, respectively. Weekly passes are \$114.00 and monthly passes are \$355.00.

The Waterbury train station is located at 333 Meadow Street on the western edge of the downtown area. Bus connections, taxi service, and parking are available. The station does not have a staffed ticket office. Passengers must buy tickets ahead of time or on the train.

7.5 RIDESHARE

Rideshare services for the City of Waterbury are provided by Rideworks. The organization provides a number of Easy Street Vans that originate in Waterbury with destinations in Hartford, Cheshire, Southbury, Danbury, Newington and Wallingford. Easy Street Vans also originate in Hartford, Windsor, Wethersfield, Rocky Hill and Trumbull destined for Waterbury.

Five park and ride lots are available within the City of Waterbury. A list of these lots, their capacity and features is found in Table 25.

<u>Lot</u>	<u>Capacity</u>	<u>Features</u>
I-84 at Chase Parkway (Exit 17)	123	Paved, lighted, telephone, local bus service
I-84 at Route 69 (Exit 23)	178	Paved, lighted, telephone, local bus service
I-84 at Scott Rd. & E. Main St. (Exit 25)	19	Paved, lighted, telephone, local bus service
Route 8 at South Main St. (Exit 29)	46	Paved
Meadow & Grand Sts. at RRS	7	Paved, lighted, telephone, shelter, local bus service and rail service

Source: Connecticut Department of Transportation

In the I-84 West of Waterbury Needs and Deficiencies study (2001, Wilbur Smith Associates), these facilities were identified as within capacity. In that study, a signage inventory indicated that the railroad station was not adequately signed as a park and ride facility. A further inventory in November 2004 revealed that the parking signage at the station remained unclear.

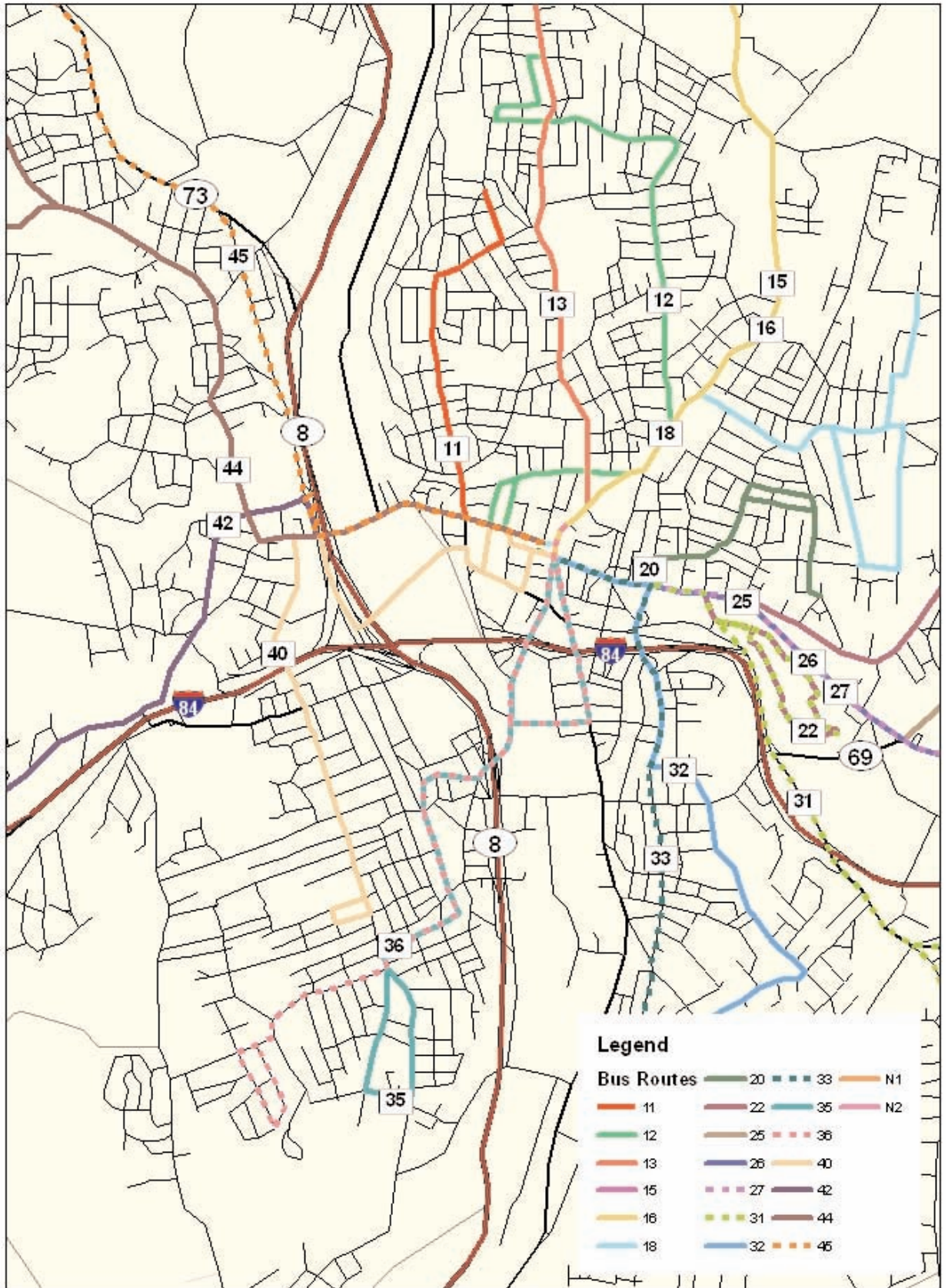


Figure 25: Bus Routes

7.6 WATER SUPPLY SYSTEM

The City of Waterbury Bureau of Water provides water service to over 99 percent of the properties in Waterbury. A few scattered sites on the extreme peripheries of the city are not served. The Bureau of Water was chartered back in 1867 and much of the system as it exists today is based on very forward-thinking planners back in the 1920s. The bureau also serves portions of adjoining communities through the sale of water to other Water Utilities, specifically Wolcott, Middlebury, Watertown, and a small part of Cheshire. The Bureau of Water is financed separately from the City of Waterbury General Fund through revenues from customer bill payments.

The Bureau obtains water from five reservoir sites, including the Cairns and Shepaug Reservoirs, located in the Shepaug watershed and the Pitch, Morris and Wigwam Reservoirs located in the West Branch Naugatuck watershed. The Bureau has approximately 7,000 acres of water/land in reservoirs and buffer areas. The combined yield of these reservoirs is 27.1 million gallons per day (MGD) based on the 100-year drought. The Harry P. Danaher Water Treatment Plant, located adjacent to the Wigwam Reservoir in Thomaston, has been on line since February 1988. It has a maximum capacity of 38 MGD.

The average daily consumption from 1997 – 2001 was 16.2 MGD. Therefore the City has 67 percent greater supply than current average consumption. Bureau of Water projections for average daily demand in year 2020 are 16.9 MGD with a maximum daily demand of 25.4 MGD. There are therefore no supply concerns associated with existing or future development potential.

In terms of supply, distribution and water quality, the Bureau of Water's system is in good condition. Significant projects scheduled for the next five years include rehabilitation of the Morris, Shepaug and Wigwam Dams, treatment plant improvements, replacement of the Clough Road elevated tank and pumping station, construction of a new tank and pumping station at North Main Street, SCADA installation and meter improvements.

7.7 WASTEWATER COLLECTION AND TREATMENT

Wastewater Collection and Treatment is handled by the Water Pollution Control Department. The department is currently completing transition from the Bureau of Waste Disposal, which included the Refuse Department (solid waste collection). The Refuse Department and Streets Department are now collectively known as the Public Works Department, leaving Water Pollution Control as its own department. The rules and regulations governing the department are still being changed. Water Pollution Control is independent of the rest of the City of Waterbury General Fund, and is funded by revenues from sewer bills.

Water Pollution Control serves all but a small percentage of homes within Waterbury. Only a few hundred homes are on septic system compared to 27,000 customers currently connected to the sanitary sewer system. Most of these homes are in outlying areas—however, it has been discovered that some isolated properties located in older, central neighborhoods have never been connected to available sewer lines, and instead rely on individual septic systems or even

cesspools. As these lots are too small for on-site disposal, the discovery of such properties and their connection to the wastewater system is a public health and environmental imperative.

The department also provides 10 percent of Watertown's sanitary waste capacity, and 2.7 percent of Wolcott's capacity. About 6 to 12 houses within Cheshire are served. One property in Prospect, a medical facility, is served. Naugatuck has no current properties served by the Waterbury Water Pollution Control, but negotiations will be taking place.

The current waste treatment facility opened in 2000 and has a 20-year design life. The existing waste treatment plant can handle any likely mid- to long-term growth in demand.

The collection and delivery system is over 100 years old and assumptions cannot be made about its ability to handle future demand. In many cases, Water Pollution Control learns of problems as they occur on a case-by-case basis, and it would require extensive resources to determine capacity needs throughout the city proactively. The department has been working to separate storm and sanitary sewers to reduce the chances of combined sewer overflows (CSOs).

7.8 STORMWATER MANAGEMENT

The City of Waterbury lies within the Naugatuck River Valley, meaning the outlets for stormwater collection within the City of Waterbury are the Naugatuck River, its tributaries (Mad River, Steele Brook, Hancock Brook and Great Brook) and reservoirs. Routine large-scale flooding due to storms is not an issue within the city.

The existing stormwater collection system is limited in its coverage area. Most of the City of Waterbury has no local stormwater collection system. As much of the stormwater is handled via drainage swales, localized flooding is a major problem throughout the city under heavy rainfall conditions.

The Public Works department is working to separate and update the storm and sanitary sewer systems. However, due to limited public works funding, no specific projects are in the works to improve localized flooding at this time.

8 Community Facilities

The term “community facilities” refers typically to the physical components of municipal departments and functions which serve the needs of the public. They include parks and other recreation facilities; schools; public protection services including fire, police and emergency response; and libraries. The information contained here is based upon municipal records, interviews, management studies, the recent facilities plan for the Waterbury schools, as well as the 1999 Community Assessment Report.

8.1 PARKS AND RECREATION

The City of Waterbury is fortunate to have an extensive inventory of well-designed public parks, a legacy of a time when the City’s prominent families donated large tracts of land for public enjoyment, and the City hired prominent park planners to design these parks, including Olmsted Brothers, who laid out Lewis Fulton Park. Two of Waterbury’s parks—Fulton and Hamilton—are on the National Register of Historic Places.

A complete inventory of Waterbury’s parks is shown in Table 26. This table indicates that Waterbury has approximately 600 acres of public parkland, or about 5.6 acres for every 1,000 people in Waterbury. This ratio is significantly less than the old standard promulgated by the National Recreation and Park Association which called for 10 acres per 1,000 people; but is significantly more than many similar urban, built-out municipalities provide.

Access to parkland varies greatly from neighborhood to neighborhood, as does the general quality and level of maintenance of park and recreation facilities. Over half (346 acres) of Waterbury’s parkland is accounted for by four large parks: Buck Hills, Fulton, Hamilton and Lakewood. Many neighborhoods not located convenient to these parks have only small park, playground and recreation areas on which to rely. Moreover, while the more heavily used parks located within stable neighborhoods are generally maintained in acceptable condition, many other facilities are substandard or deteriorated. A significant investment would be necessary to bring the entire park and recreation system up to a state of good repair.

Table 26: Waterbury Parks

<u>Parks</u>	<u>Amenities</u>	<u>Size (Acres)</u>
Berkeley Heights	Playground, Softball Field	8.47
Buck Hills	4 Baseball Fields, 4 Basketball Courts, Soccer Field, 3 Tennis Courts, Skating Rink	78.25
Chase	2 Basketball Courts, Gymnasium, 2 Playgrounds, Recreation Center, Softball Field, 4 Tennis Courts	10.80
City Mills	2 Basketball Courts, Playgrounds, Softball Field, Soccer Field	7.50
Coe	Playground, Softball Field	6.68
Curtin	2 Basketball Courts, Playground, Softball Field, 4 Tennis Courts	6.20
East Mountain Playground	Basketball Court, Playground, 4 Softball/Baseball Fields, 3 Tennis Courts	5.10
Fairlawn	Basketball Court, Playground	1.00
Fulton	2 Basketball Courts, Bowling Green, Playground, Swimming Pool, 6 Tennis Courts	70.00
The Green	Passive	2.20
Hamilton	Basketball Court, Playground, 4 Softball/Baseball Fields, 3 Tennis Courts, Skating Rink	93.14
Hayden	Passive	2.47
Hopeville	2 Basketball Courts, 2 Playgrounds, 3 Basketball Courts, Playground, Softball Field, 4 Tennis Courts, 2 Tennis Courts	4.00
Huntington Avenue Fields	3 Softball Fields	7.66
Lakewood	2 Basketball Courts, Playground, Swimming Area	105.08
Library	Passive	8.32
Municipal Stadium	2 Baseball Fields, Softball Field, Skating Area	11.30
Murray	Basketball Court, Soccer Field, 2 Softball Fields, 2 Tennis Courts	33.68
North End Recreation Complex	Recreation Center, Basketball Court, Gymnasium, Playground, 4 Tennis Courts	3.95
North Square	2 Basketball Courts, Volleyball, Playground	1.36
Pearl Street Playground	Playground	0.42
River Baldwin	Recreation Center, Basketball Court	1.06
Rowland	Passive	5.50
Schofield	Basketball, Playground, Softball Field, Barrier-free Playground	3.50
Scott Road	2 Basketball Courts, 4 Tennis Courts	39.40
Sloping Acres	Basketball Court, Playground, Softball Field	8.94
Town Plot	2 Basketball Courts, 2 Playgrounds, Softball Field	15.00
Washington	Recreation Center, Baseball Field, Gymnasium, Playground, Soccer Field, 3 Tennis Courts	33.68
Waterville	Recreation Center, 4 Baseball/Softball Fields, Playground, 2 Tennis Courts	22.50
West Dover Playground	Basketball Court, Recreation Center	0.60
Total		597.76
<hr/>		
<u>Golf Courses</u>	<u>Amenities</u>	<u>Size (Acres)</u>
Western Hills	18-Hole Course, Food Concessions	74.42
East Mountain	18-Hole Course, Food Concessions	24.00
Total		98.42
<i>Source: Buckhurst Fish & Jacquemart, 1999</i>		

One severely deteriorated recreation center, River Baldwin, has received funds for renovation and expansion in the form of an \$800,000 grant from the Connecticut Department of Social Services to the City of Waterbury. Planned improvements include a modern kitchen and cafeteria for the La Casa Bienvenida elderly nutrition program. The center provides a variety of community-based programs and activities for the Hispanic/Latino community in Waterbury. It also provides a logical location to open up access to the edge of the Mad River.

In addition to its parks, the City also has two municipal golf courses, which add about 100 acres to the City's inventory of open space. Both courses have eighteen holes with a club house and dining facilities. A recent study commissioned by the City recommended the sale of one of these courses for development as a means of providing a one-time boost to the municipal coffers. Such a move would have to be critically examined in light of the long-term impacts on the City's quality of life, neighborhood property values, and community character.

8.2 SCHOOLS

There are 28 public schools in Waterbury including two inter-district magnet schools occupying 367 acres. The schools consist of twenty elementary schools, twelve serving kindergarten to grade 5 and eight serving pre-kindergarten to grade five; four middle schools including the newly opened Waterbury Arts Magnet School serving grades 6 to 8; and four high schools, serving grades 9 to 12. An inventory of existing schools in Waterbury is provided in Table 27. As of May 2004, a total 17,736 students were enrolled in the public school system, an increase of 16 percent since 1998.

In 2003, the State of Connecticut Office of Policy and Management (OPM), in collaboration with the City of Waterbury Board of Education (BOE) and the Waterbury Financial Planning Assistance Board (WFPAB) undertook a Comprehensive Schools Facilities Study. Jeter, Cook & Jepson Architects was retained as consultants and prepared the Study. This study provides recommendations for improving the school system in Waterbury by 2013 based on their evaluation of the existing facility conditions, space analysis, demographic analysis, vision and mission statement and financial analysis.

With respect to physical conditions of the buildings, the major issues identified in the study include incomplete Americans with Disabilities (ADA) compliance, various non-retroactive building code compliance items, assorted life safety devices that were inadequate or missing, and general building condition items such as the aging of building equipment or systems. Most of the school facilities require minor to significant renovations.

In terms of adequacy of space, the study reports that there is a shortage of adequate classroom space citywide at present. All of the high schools and middle schools are currently at more than 100 percent of the design capacity, and all of the elementary schools are also at or over capacity. Based on the statistics provided in the Study, the City's high schools currently provide 168 square feet per student, 86.6% of the State average; the middle schools provide 111 square feet per student, 69.8% of the State average; and the elementary schools provide 123 square feet per student, 82% of the State average.

While the 1999 Community Assessment Report projected a decline in middle school and high school enrollment, and suggested that no additional school sites would be required in the future, the 2003 Facilities Study reports otherwise. The analysis provided in the Study reports that the number of school age children has been increasing over the past eight years (consistent with the demographic data presented in Chapter 3), and projects that the trend will contin-

Table 27: Existing School Inventory

<u>School Name</u>	<u>Location</u>	<u>Grade Level</u>	<u>Enrollment</u>
Elementary Schools			
Barnard	11 Draher Avenue	K-5	285
Brooklyn	29 St. John Street	K-5	132
Bucks Hill	330 Bucks Hill Road	PK-K, Sp. Ed, PK-5	832
Bunker Hill	170 Bunker Hill Avenue	PK-5	530
Carrington	24 Kenmore Avenue	K-5	489
Chase	40 Woodtick Road	K-5	789
Wendell Cross	1255 Hamilton Avenue	K-5	325
Driggs	77 Woodlawn Terrace	PK-5	601
Margaret Generali	3196 E. Main Street	K-5	584
Gilmartin	107 Wyoming Avenue	K-5	262
Hopeville	2 Cypress Street	K-5	390
Kingsbury	220 Columbia Boulevard	K-5	550
Maloney (Magnet)	233 South Elm Street	PK-5	556
Regan	2780 North Main Street	K-5	317
Rotella (Magnet)	440 Pierpont Road	K-5	613
Sprague	1448 Thomaston Avenue	PK-5	459
Tinker	809 Highland Avenue	K-5	521
Walsh	29 Ashley Street	PK-5	556
Washington	685 Baldwin Street	PK-5	358
Woodrow Wilson	235 Birch Street	PK-5	407
Middle Schools			
Wallace	3465 East Main Street	6-8	1,166
West Side	483 Chase Parkway	6-8	1,364
North End	534 Bucks Hill Road	6-8	1,480
Waterbury Arts Magnet School	16 South Elm Street	6-10*	
High Schools			
Crosby	300 Pierpont Road	9-12	1,344
Wilby	Bucks Hill Road	9-12	1,360
Kennedy	422 Highland Avenue	9-12	1,128
Waterbury Arts Magnet School	16 South Elm Street	6-12*	
Alternative Schools			
State Street	35 State Street	K-12	83
Enlightenment Program	30 Church Street	6-12	246

• Grades 6 to 9 this year, expanding to grade 12 in school year 06 – 07.

Source: Pre K – 12 Comprehensive Schools Facilities Plan

ue through 2013, the end of the time frame of the Study. The projected continued increase in the student enrollment causes a concern for the potential of the existing building to accommodate expected growth.

Interested Waterbury residents participated in the visioning sessions led by the consultant. The Study indicates that the visioning session participants felt strongly that schools within the system should be neighborhood-based, of medium size, with community and recreational amenities, and with a grade alignment that provides the widest grade configuration at the elementary school level (i.e. K-8). (Similar views were expressed at community meetings held in May 2004 as part of the Plan of Conservation and Development process.) The visioning session participants also desired high schools that are no larger than 1,200 students. Two out of three exist-

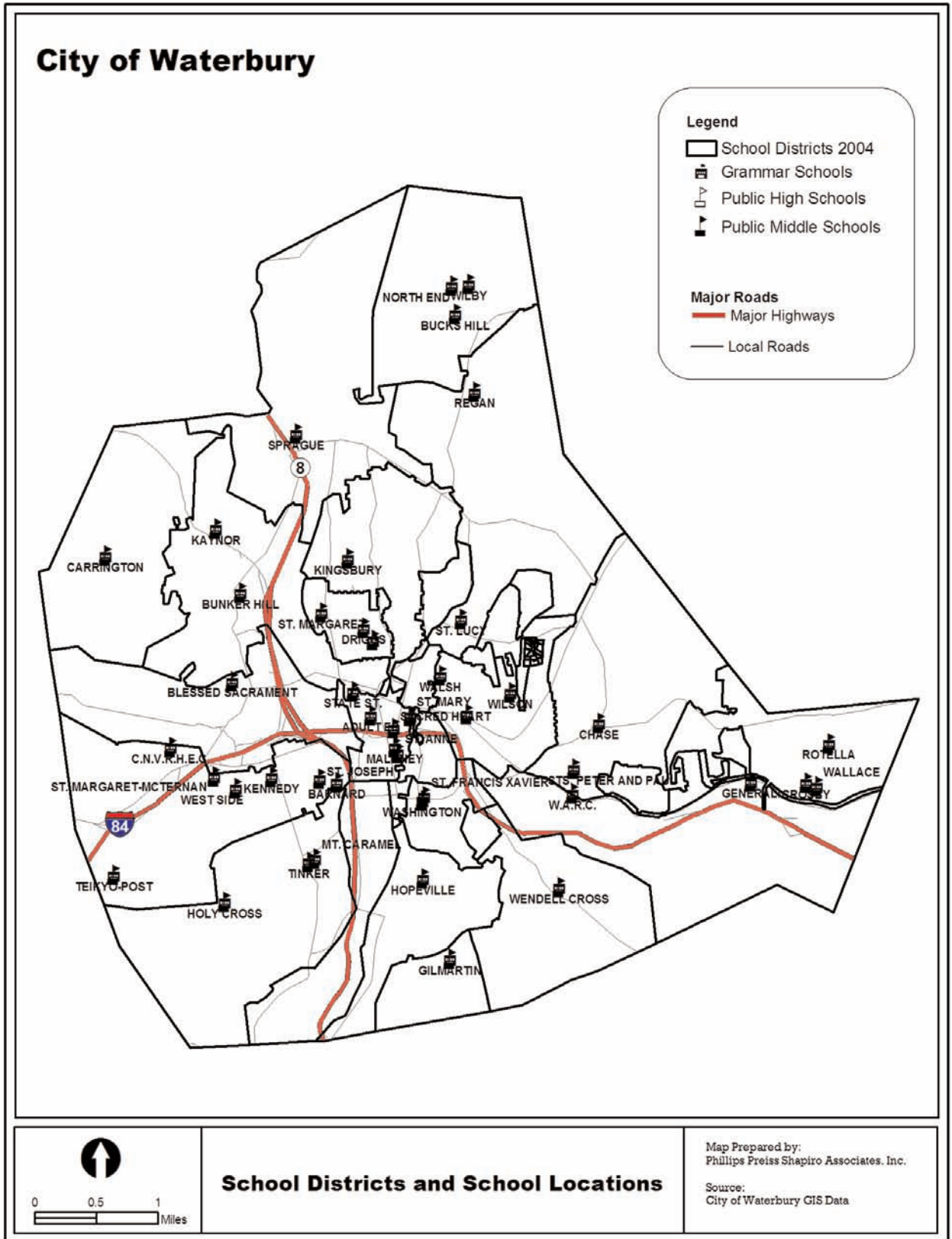


Figure 26: School Districts and School Locations

ing high schools already exceed this enrollment. The participants also expressed desire for Pre K-8 alignment which would be most economical with a total class size of 750 students; however, the city would require 16 facilities by the year 2009 in order to accommodate this program based on 10 year enrollment projections according to the Study.

Based on the above analysis, the Study sets forth the recommendations listed below:

High School

- Increase the enrollment of the HS to 1,600 students per school
- Built schools with a capacity of 4,800 students compared with a projection of 5,200. The remaining 400 seats are located in the Magnet School.

Middle School

- Convert J.F. Kennedy HS to serve as the fourth middle school. After renovation and expansion of the three existing middle schools, total middle school capacity would be 3,800, with an enrollment of 950 per school.

Elementary School

- Construct nine new facilities; two new construction and seven to replace existing facilities – the remaining 14 elementary schools would be renovated and expanded, including the Duggan School.

Other

- A proposal for a nursing/science/allied health school of excellence. However, there is no certainty whether the program will progress at this time.

The proposed schedule of construction and renovation of the school facilities is reproduced in Table 28 opposite.

Since the study and the above schedule was published, early milestones have been reached and work is proceeding on implementing many of the planned improvements. The Arts Magnet School opened for students on schedule in 2004. Renovation projects at the three high schools are to begin in fall of 2005. The site assessment and selection process for three new schools is also to begin this fall. One site already identified is the Duggan School in the Brooklyn neighborhood. Although no specific plans for how the site and existing buildings will be reused have been prepared, it is hoped that portions of the historic school buildings will remain as part of the schedule of renovation and new construction.

Cost Estimates

According to the Study, the total estimated cost for the work recommended above is between \$1.36 and \$1.43 billion. The City currently qualifies for a State of Connecticut grant of 77.5% of the cost of qualifying elements of the project. The Study suggests that the cost to the City is estimated to be between \$416.2 and \$446 million.

Table 28: Proposed Schedule of Construction and Renovation

<u>Fiscal Year</u>	<u>Pre-Design Grant Application</u>	<u>Design</u>	<u>Construction</u>	<u>Newly Opened</u>
2003/04	Kennedy Media Center Crosby Classroom Wilby Classroom			
2004/05	Crosby Media Center New E.S. #1 – East New High School New E.S. #2 – S. West Middle School Swing	Kennedy Media Center Crosby Classroom Wilby Classroom		Arts Magnet School
2005/06	New E.S. #3 – South Gilmartin Swing New E.S. #4 – North Sprague Swing Duggan Renovation E.S. Swing	Crosby Median Center New E.S. #1 – East New High School New E.S. #2 – S. West Middle School Swing	Kennedy Media Center Crosby Classroom Wilby Classroom	
2006/07	Kennedy Conversion New E.S. #5 – N. West Carrington Swing Washington Renovation Wilson Renovation	New E.S. #3 – South Gilmartin Swing* New E.S. #4 – North Sprague Sing Duggan Restoration E.S. Swing	Crosby Media Center New E.S. #1 – East New High School New E.S. #2 – S. West Middle School Swing Gilmartin Swing Sprague Swing E.S. Swing	Kennedy Media Center Crosby Classrooms Wilby Classrooms
2007/08	Bunker Hill Renovation Kingsbury Renovation Crosby H.S. Renovation New PK-K/Sp.Ed Center Washington Renovation New E.S. #1 – East	Kennedy Conversion New E.S. #5 – N. West Carrington Swing* Wilson Renovation	New E.S. #2 – S. West New High School Middle School Swing New E.S. #3 – South New E.S. #4 – North Duggan Restoration Carrington Swing	Sprague Swing Middle School Swing Gilmartin Swing Crosby Median Center E.S. Swing
2008/09	Chase Renovation Excel @ Barnard Renovation West Side Middle Renovation	Bunker Hill Renovation Kingsbury Renovation Crosby H.S. Renovation New PK-K/Sp.Ed Center	New E.S. #3 – South New E.S. #4 – North Duggan Restoration Kennedy Conversion New E.S. #5 – N. West Washington Renovation Wilson Renovation	Carrington Swing New E.S. #1 – East New High School New E.S. #2 – S. West
2009/10	Hopeville Renovation Driggs Renovation Tinker Renovation Generali Renovation Enlight. @ Sprague Renovation	Chase Renovation Excel @ Barnard Renovation West Side Middle Renovation	Kennedy Conversion New E.S. #5 – N. West Washington Renovation Wilson Renovation Kingsbury Renovation Crosby H.S. Renovation New PK-K/Sp.Ed Center	New E.S. #3 – South New E.S. #4 – North Duggan Bunker Hill Renovation
2010/11	State St. @ Enlighten. Regan Renovation Cross Renovation Wilby High Renovation Wallace M.S. Renovation	Hopeville Renovation Driggs Renovation Tinker Renovation Generali Renovation Enlight. @ Sprague Renovation	Bunker Hill Renovation Kingsbury Renovation Crosby H.S. Renovation New PK-K/Sp.Ed Center Chase Renovation Excel @ Barnard Renovation West Side Middle Renovation	Kennedy Conversion New E.S. #5 – N. West Washington Wilson

Table continued on page 74

Table 28: Proposed Schedule of Construction and Renovation (continued)

<u>Fiscal Year</u>	<u>Pre-Design Grant Application</u>	<u>Design</u>	<u>Construction</u>	<u>Newly Opened</u>
2011/12 Center	Bucks Hill Renovation Walsh Renovation New E.S. #6 – N. East	State St. @ Enlighten. Regan Renovation Cross Renovation Wilby High Renovation Wallace M.S. Renovation	Crosby H.S. Renovation Chase Renovation Excel @ Barnard Renovation West Side Middle Renovation Driggs Renovation Tinker Renovation Generali Renovation Enlight. @ Sprague Renovation	Bunker Hill Kingsbury New PK-K/Sp.Ed.
2012/13	North End M.S. Renovation New E.S. #7 – S. West Maloney Upgrade Rotella Upgrade	Bucks Hill Renovation Walsh Renovation New E.S. #6 – N. East	Hopeville Driggs Tinker Enlighten. @ Sprague State St. @ Enlighten. Regan Renovation Cross Renovation Wilby High Renovation Wallace M.S. Renovation	Crosby High School Chase Excel @ Barnard West Side Middle School
2013/14		North End M.S. Renovation New E.S. #7 – S. West Maloney Upgrade Rotella Upgrade Wallace M.S. Renovation Bucks Hill Renovation Walsh Renovation New E.S. #6 – N. East	State St. @ Enlighten. Regan Renovation Cross Renovation Wilby High Renovation	Hopeville Driggs Tinker Generali Enlighten. @ Sprague
2014/15			Wilby High Renovation Bucks Hill Renovation Walsh Renovation New E.S. #6 – N. East North End M.S. Renovation New E.S. #7 – S. West Maloney Upgrade Rotella Upgrade	State St. @ Enlighten. Regan Cross Wallace Middle
2015/16			North End M.S. Renovation New E.S. #7 – S. West Maloney Upgrade Rotella Upgrade	Wilby High School Bucks Hill Walsh New E.S. #6 – N. East
2016/17				North End M.S. New E.S. #7 – S. West Maloney Rotella

* Existing school will be demolished when use as swing space is complete
Source: Pre K – 12 Comprehensive Schools Facilities Plan

8.3 LIBRARIES

The earliest libraries in Waterbury were focused on religious subjects and date back to 1797. Through the philanthropic support of a local merchant, Silas Bronson, the city established its first major library in 1867 with an initial endowment of \$200,000. Soon after, six Republicans and six Democrats were appointed to serve as the library board. With the appointment of a Library Director in 1870, the Silas Bronson Library became open to the public.

By 1894, the library collection was moved to its current site at Library Park. As part of an urban renewal effort in 1963, the historic library building was demolished and replaced with the main library building that exists today. A west-wing addition was added to the building in 1968. A branch library was also later constructed at Bunker Hill.

Today, a Board of Agents comprising twelve voting members, appointed by a town committee and approved by the Mayor for 6-year terms, continues to oversee the management of the Silas Bronson Library. The Friends of Bronson Library, a membership-based organization, publicly advocates for the library and sponsors several library programs.

Major improvements to the library have occurred since the last the Community Assessment Report. With the support of a federal grant of \$2,125,000, the Silas Bronson Library has been transformed into an integrated information technology center used to train its various constituencies. The grant, which provided funding for technology-related improvements from September 2001 – 2004, enabled the library to purchase approximately 60 computers, several electronic databases, and related equipment. Grant money was also used to develop specialized classrooms and to hire trained staff to provide free computer courses. These tools have enabled the library to transition some of its existing collection into electronic documents and photos. The library has fast become a model library for the State in the realm of information technology. One challenge the City now faces is retaining the library's leadership in this field in future years.

In contrast to its technological advancements, the library remains behind the State of Connecticut's standards in terms of size, staffing, and collection volume. The State recommends one square foot per capita of library space, which would suggest 107,000 square feet for Waterbury. The present facilities represent only half this figure. Waterbury has two library locations: the 50,000 square foot main library at Library Park and the 3,000 square foot branch library at Bunker Hill. Waterbury's library system should be employing between 60 to 65 librarians by State standards whereas they currently are working with a 31-person staff.

In the fiscal year 2003 to 2004, the library added approximately 8,000 volumes to its collection. In 2004, the library housed a collection of 240,000 volumes and a number of state and federal government documents depositories. The library aims to move closer to the State average of four books per capita although it is constrained by funding availability. The library's 2004 budget from the City was approximately \$1.6 million, which was supplemented by the library's endowment fund as well as its grant fundraising initiatives.

In 1992, HBW Associates prepared the library's long-range plan, "A Vision into the 21st Century". The key recommendations from this assessment have been incorporated into 2020 Vision, the Library Board's 20-year plan for service improvements. The library objectives are as follows:

- Renovating the main library with a 20,000 square foot addition
- Adding a 100-car parking garage at the main library
- Creating a full-service 20,000 square foot popular library branch
- Increasing the city budget to meet minimum book collection and information technology standards
- Expanding the Bunker Hill Library to 10,000 square feet
- Doubling the amount of the library endowment to meet future capital expenses.

Library visitors continue to express concern about the lack of parking and the need for more library branches. Significant improvements enabled by the recent federal grant should provide momentum for further state and local support for Waterbury's library system.

8.4 POLICE SERVICES

The Waterbury Police Department was established in 1853 with a force of 25 men. Today, Waterbury has a police force of approximately 378 personnel, of which 324 are uniformed officers and 54 are civilian staff. The Department operates out of its main precinct on East Main Streets, as well as several neighborhood locations including Bank and Congress Streets, Willow Street, and North Main Street. These neighborhood locations are typically located in space or on land donated to the Department to increase the police presence in specific neighborhoods. The Department has under its roof such specialties as a forensic laboratory, a state-of-the-art training facility, an Emergency Response Team, and a polygraph unit.

The Department is currently facing the possible loss of up to 93 officers in 2005, when the sick leave buyback program combines with early retirement. The process of replacing these officers will take time due to screening, training, getting space in the state police academy, etc. The Department does have a list of 1,000 eligible candidates, however.

The Department has a Community Policing program. Under this program, each neighborhood is assigned its own patrol officer to deal with blight and quality of life issues. There is also a citywide blight officer. To deal with drug dealing and trafficking, the Department has a special Department of Vice and Narcotics with a gang task force. The City recently initiated a new crime reporting/computer mapping system that is also to be used for blight mapping, allowing for the rapid identification of crime "hotspots."

Crime has been on the decline in Waterbury. Violent crime as tracked by the Department experienced a one-year decline of 18 percent. The City parks are considered to be safe, with the primary problem being vandalism.

8.5 FIRE SERVICES

The Waterbury Fire Department is a typical northeast career fire department with a rich history and tradition. It consists of nine fire stations, and currently has 334 full-time employees. The Department does not have any volunteer firefighters. An inventory of fire stations in Waterbury is listed in Table 29 below, and the locations for these stations are shown on Figure 27. The Fire Department headquarters, located at 26 Field Street, contains approximately 3,000 square feet, and occupies the western portion of the City Hall. It is equipped with hazardous materials response equipment (HAZMAT). It is the only department of this kind in the State, with a full complement of response-ready equipment personnel. The Fire Department consists of five divisions: Bureau of Emergency Services, Bureau of Fire Prevention, Bureau of Instruction and Training, Bureau of Automotive Repair, and Emergency Reporting Center.

Table 29: Waterbury Fire Stations

<u>Fire Station</u>	<u>Fire Apparatus</u>	<u>Building Size</u> (square feet)	<u>Site Size</u> (acre)	<u>Year Built</u>
1979 North Main Street	Engine 1, 9; Truck 2	12,000	1.00	1970
519 East Main Street	Engine 2; Truck 3	2,000	0.25	1919
823 Baldwin Street	Engine 4	2,000	0.25	1907
1956 East Main Street	Engine 5	1,000	0.50	1931
413 Willow Street	Engine 6	1,000	0.25	1905
513 Walnut Street	Engine 7	1,000	0.25	1919
197 Bunker Hill Avenue	Engine 8	2,000	0.25	1919
26 Field Street	Engine 10, Truck 1	3,000	0.25	1915
740 Highland Avenue	Engine 11	2,000	0.50	1980

*Sources: City of Waterbury Fire Department
City of Waterbury Community Assessment Report 1999*

In 2004, a study⁸ on the Waterbury Fire Department's organizational effectiveness and efficiency was prepared by the TriData Division of System Planning Corporation (SPC) of Arlington, Virginia for the Waterbury Financial Planning and Assistance Board. The Study evaluated all aspects of the Fire Department including management structure and ranks, apparatus staffing, number of units, operations, station locations, prevention, and support functions such as training, fire communications and dispatch, and fleet management. Based on the analysis, the Study provided 142 recommendations of which 35 were categorized as 'urgent', 71 as 'important' and 36 as 'needed', to guide the City and the Department as they seek to improve effectiveness and efficiency of their fire services. The following sections describe the responsibilities of each division, issues and recommendations provided in the Study.

Bureau of Emergency Services

The Bureau of Emergency Services responds to emergency calls. Currently, the Department covers 3.2 square miles per station on average, which is above the average for comparable cities according to the Study. The Study reported that the current emergency workload for the Waterbury Fire Department is very low, and with the population projected to remain about the same over the next 20 years, call volumes are not anticipated to increase in the future.

8. TriData, *Organizational Effectiveness and Efficiency Study of the Waterbury Fire Department*, March 2004

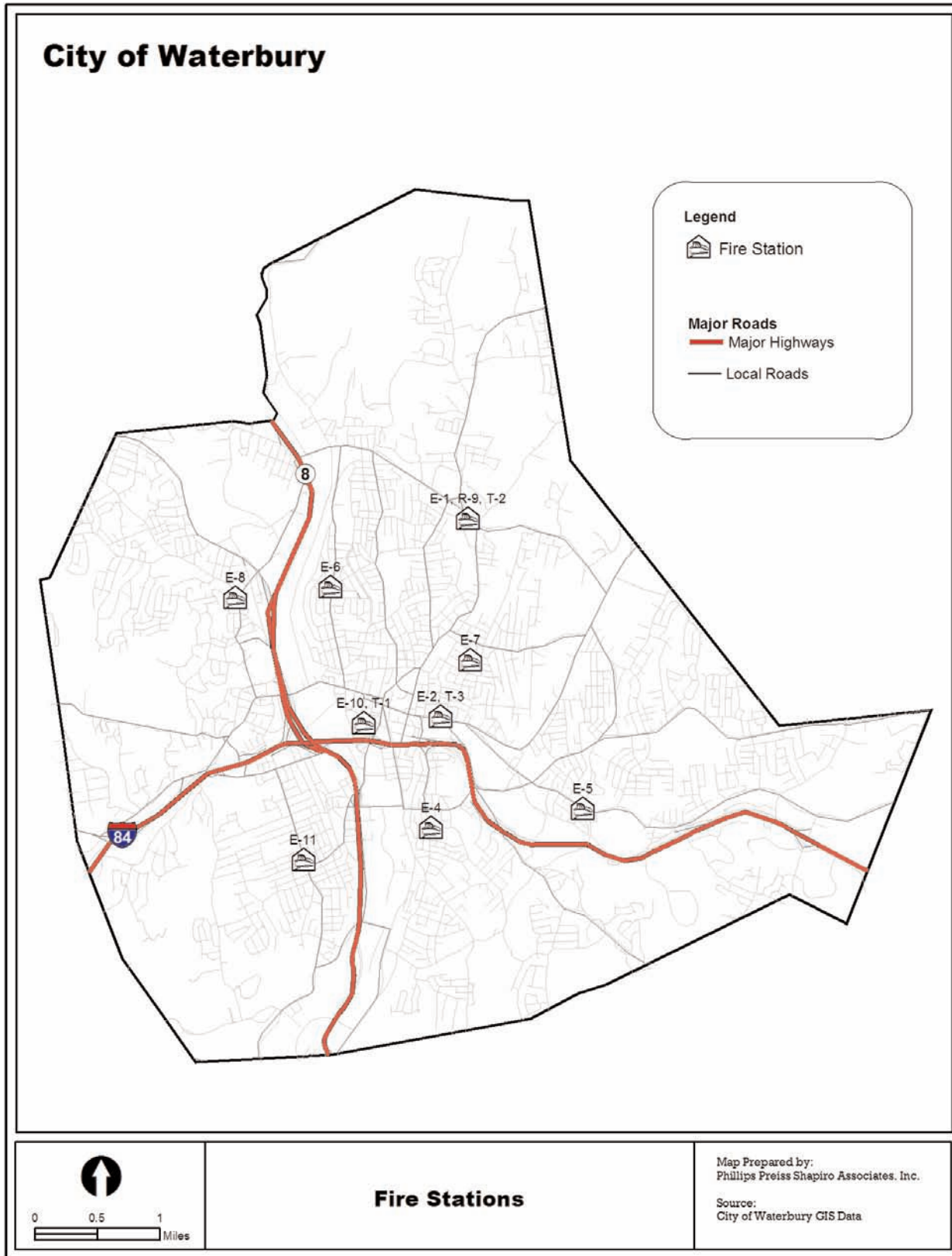


Figure 27: Fire Station Locations

The National Fire Protection Association (NFPA) states a response goal of four minutes or less after dispatch for arrival of the first unit 90 percent of the time. It also recommends a maximum of 60-second dispatch time and a maximum of 60-second turnout time. The Waterbury Fire Department currently does not meet the NFPA standards. According to the Study, 88 percent of calls in 2002 had a combined turnout and drive time of six minutes or less, while 93 percent were within seven minutes. Dispatch times were also averaging above the recommended times.

The Study found that the major problem causing the slow response times is the uneven distribution of stations throughout the City, or the concentration of stations around the City's core. Several recommendations with respect to station locations are as follows:

- Consolidate Stations 2, 4 and 10 into one facility – the new headquarters would be located in the new facility, equipped with two engines, a ladder and the heavy rescue unit.
- Relocate Station 5 so that better drive times can be provided into the southeast quadrant of the City.
- Within three to five years, relocate Station 7 further east. This would also reduce redundancy downtown and increase coverage in the north and east.
- Relocate Station 1 further north and Station 6 east.

The above improvements, while based on a map-based analysis, will likely be implemented in a somewhat altered form to account for recent and planned investments in existing firehouses, community desires, and the fire department's understanding of what areas produce the greatest need for responders.

Emergency Medical Services

The Waterbury Fire Department is different from other fire departments in that it does not offer Emergency Medical Services (EMS), while most other departments have integrated EMS as part of their level of service provided. In Waterbury, EMS services are provided by two private ambulance services: American Medical Response (AMR) in the western zone, and Campion in the eastern zone. EMS in Waterbury is now provided by a two-tiered system: the Police Department provides first response and private companies provide additional treatment and transport. According to the Fire Chief, the current system is working well, even though the Study recommends that the Fire Department should be the first responder.

Bureau of Fire Prevention

The Bureau of Fire Prevention is responsible for a broad range of fire prevention activities. The services include structure and fire protection systems plans review, new construction inspections, code enforcement inspections of existing buildings, annual licensing inspections, fire and arson investigations, hazardous material investigations, preparation of State fire incident reports, and public education programs on fire and personal safety.

Over many years, the financial difficulties of the City and an impractical state mandate have made it difficult for the Fire Prevention Bureau to be effective. The Study reports that the finan-

cial difficulties have led the Bureau to sub-standard office space, old vehicles, and the lack of adequate tools such as computers and phones. While the state statute requires that all existing buildings be inspected at least once a year, the requirement is unrealistic for the Bureau as it exceeds the Bureau's current resources and capabilities.

Bureau of Instruction and Training

The Bureau is responsible for managing the Department's regular training programs. According to the Study, the major problem facing the Department is the lack of training facilities. Limited space is available for classroom activities, and no facilities are available to conduct outside drills. This has been a major issue for the Department, and some efforts have been made, but without success. It is strongly recommended that the Department construct a new fire/EMS training facility.

Bureau of Automotive Repair

The Bureau of Automotive Repair (BAR) performs scheduled preventative maintenance and minor repairs for the Department apparatus and staff cars in-house. Major repairs are contracted out. The Department currently has 22 pieces of heavy equipment including engines and trucks and 23 light duty vehicles in its inventory. An apparatus replacement program was introduced to the City in 1998, however, the plan was never implemented. The Department is currently facing immediate concerns regarding the existing fleet. According to the Fire Chief, an apparatus replacement program is the most pressing need of the Department.

Emergency Reporting Center

The Emergency Reporting Center is responsible for dispatch and communications within the Department. The Study reports that there are a number of shortcomings in these areas that need to be addressed, including lack of sufficient radio coverage and a need for a backup communications center.

The Department currently utilizes a unique method of 41 PODs (fire response zones) to assign units to respond to specific geographical areas. This system, however, does not ensure the quickest response to an emergency. The Study recommended that the PODs be redefined to match the number of existing fire stations, determined by computer based application systems. This would allow for the closest units to be assigned as first-due fire station, thus enabling a more efficient emergency response.

Summary of Urgent Recommendations

The following is a list of recommendations categorized as 'urgent' in the Study.

Management and Operations

- Remove or change language in the current labor agreement to allow qualified individuals to serve as acting assistant chief when the position is vacant for more than one week.
- Reduce the number of deputy chiefs from four to two and place them on a weekday schedule.
- The City should actively seek grant opportunities at the national, state, and local levels to

assist them in funding the unmet department needs.

- Provide leadership development to all chief officers in the Department.

Fire Prevention and Investigation

- Reorganize the Fire Prevention Bureau
- Give the inspectors a computer and reduce the daily planned office time for each inspector by 50 percent to 2 hours a day.
- Develop additional methods, standard operating procedures (SOP), checklists, quality standards, and forms for all activities of the prevention division, including those occurring in the field during inspections and investigations.
- Broaden the policy of collecting fees to include all types of inspections, permits issued by fire prevention, and code enforcement activities.
- Develop and implement a comprehensive multi-family inspection program designed specifically for areas of the city that present the highest residential fire risk.
- Develop a program that uses station personnel to conduct routine fire safety inspections and surveys.
- Begin the process of developing and publishing policies and procedures manual.
- Fire investigations should develop an SOP that covers how and when reports are to be completed as well as a better method of providing status information on the progress of each case.
- Collect and report workload data on the number of programs conducted.

Fire and Rescue Operations

- Continue the policy of responding to motor vehicle accidents with potential for injury.
- Because of the lack of “high incident frequencies”, WFD should reduce the number of personnel on a truck company from five to four.
- Develop a mechanism for calling in off-duty Rescue 9 personnel in the event that additional personnel are needed at an incident.
- Begin to track all leave and work time using hours.
- Reduce the number of command personnel on each shift.
- Conduct a financial analysis based on current financial and budget needs, and then make a final decision on which staffing profile is best for the City.
- The City should expand EMS data collected through its incident reporting system.
- A comprehensive EMS study should be completed for the City.
- The City should negotiate formal mutual aid agreements between the surrounding jurisdictions.

Support Services

- Begin the process of developing a formalized training plan that details the specific goals and mission they desire to accomplish.
- Reorganize the training staff.
- Develop and construct a fire/EMS training facility, and explore the possibility of making it a training center for the region.
- Expand the minimum requirements for firefighters to include EMS training at the Basic Life

Support (BLS) level.

- Implement a training records management system.
- Immediately develop and implement a safety committee.
- Test and improve the portable radio system to ensure adequate communication.
- Assign an officer as IT representative.
- Prioritize the analysis of all of its operations once systems are in place to capture data.
- Review current administrative processes and identify where email can be utilized to streamline their processes and provide documentation.

8.6 MUNICIPAL BUILDINGS

Waterbury's core governmental operations are housed in two buildings: the Chase Building located at 235 Grand Street, and the City Hall building located across the street at 236 Grand Street. The Chase Building contains the Mayor's office, school board offices and other City departmental offices. City Hall contains the Board of Aldermen's Chambers and departmental offices. Both buildings are architecturally notable. City Hall was designed by noted architect Cass Gilbert, designer of the Woolworth Building in downtown Manhattan. City Hall and the Chase Building are 53,000 and 61,000 square feet in size, respectively.

While the two municipal buildings are richly appointed and detailed, their interior layout and physical plant date from another era. Moreover, both buildings have suffered from deferred maintenance. New investment is needed to compensate for the lack of maintenance and to retrofit both buildings for the information age, with network wiring, modern phones, etc.

Under the auspices of the State Oversight Board, the City of Waterbury is currently undertaking a comprehensive overhaul of its information technology infrastructure. When complete, these new investments should pay dividends in the form of decreased overhead and greater departmental efficiency. A total of \$5 million has been allocated for IT infrastructure. The specific initiatives include:

- Replacing the existing financial management which runs on an antiquated mainframe with a new system running on modern servers.
- Wiring both municipal buildings with a CAT5e Ethernet network. City Hall is largely rewired, and a similar rewiring is underway for the Chase Building.
- Replacing old, custom-coded software with off-the-shelf, pre-packaged software where possible.
- Rolling out citywide email for all departments.
- Improving the support system, which now consists of a help desk operator budgeted to provide first line technical assistance.
- Performing data entry for parking tickets, water permits, and other municipal data.
- Centralizing purchasing and hardware/software deployment functions within the IT office.

9 Environment

Waterbury's proximity to the Naugatuck River served as a major attraction for early settlers to the area. Today, the River still defines the City, physically dividing it into two segments. Three-quarters of the city lies east of the River and one-quarter lies west. Similar physiographic features such as floodplains, uplands, and variable topography exist on both sides of the Naugatuck.

Although a substantially built-out city, Waterbury's environmental assets and features are integral to the health and desirability of the City today. The environment also plays an important role in determining the appropriate locations and types of development to foster in the City, serving as a guide for future land use decisions.

The following section addresses several environmental components of the City. It explores open space, soils and slopes, and floodplains and wetlands, as well as environmental contamination issues.

9.1 OPEN SPACE

Open space refers to those natural areas preserved for their unique ecological, scenic or historic value. Open space is integral to maintaining the natural environment and ecological integrity of Waterbury while ensuring a continued high quality of life for residents. The open space category is exclusive of the City's park system which is discussed elsewhere in the report.

The City has a limited amount of open space under active conservation. According to the Regional Plan of Conservation and Development, there are 418 acres of state and 267 acres of federal natural and open spaces in Waterbury. Most of the federally-owned land is located around the Hop Brook Reservoir. In addition, a portion of the Mattatuck State Forest to the north of Waterbury is within the City's boundaries.

The State of Connecticut established open space funds available to municipalities for the purchase of land as preserved open space. Waterbury has not taken advantage of this program to date. With the advent of State budget cuts, funding availability may be curtailed. Waterbury should consider completing an open space master plan at a later date so as to qualify for such funding when it is available.

The 1971 Plan mandated the dedication and donation of land from land owners upon the approval of subdivisions for recreational purposes. Additionally, Section 5.32 of the Land Subdivision Regulations allows the Planning Commission to require adequate and usable open space areas to be dedicated to the City or reserved by deed. Developers submitting subdivision applications to the City have typically requested waivers for the stated open space requirements. These waivers, which require 2/3 vote of the Planning Commission, have generally been granted. The City would like to improve its open space by moving away from its practice of approving such waivers.

The way the current cluster development regulations are written allows for site designs that do not achieve significant open space, as discussed in Chapter 2. Thus, cluster developments have not yielded the level of open space set asides that the City had intended. The revision of zoning regulations for cluster development to better reinforce the clustering concept offers one vehicle for increasing open space in Waterbury.

Some of Waterbury's open space initiatives are geared towards drainage issues. There is only one location in the City with an off-site or banking mitigation measure. The Waterbury Land Trust has been purchasing land in the vicinity of Pritchard's Pond in the southern portion of the City. The Army Corps of Engineers is allowing a developer to help fund this land purchase as a compensatory off-site mitigation measure.

In 1998, the City proposed the development of a Naugatuck River Greenway to connect the Town of Naugatuck to Waterbury and eventually to the Mattatuck Trail System. There are several constituencies that have been working actively to get a bikeway along the River. COGC-NV is coordinating planning of the Naugatuck River Greenway. Connecticut DEP has designated it as a State-designated Greenway.

9.2 SOILS AND SLOPES

Waterbury's location in a river valley has left it a varied array of soil types. As expected, most of the land in the center of the City is Ur, Urban Land, and UD, Udorthents, typical of built-up urban environments. In general, the floodplain near the rivers contain flat loamy soils. The upland areas have glacial till plains and rock outcrops. As shown on Figure 28, the City's major slopes comprise a mix of CnD, HSE and PeD soil types that follow underlying bedrock. The hilltops on the Northwest of the City also have concentrations of HSE soils. The areas around Hancock Brook, the eastern part of East Mountain, and northern portions of the East End neighborhood have significant pockets of CnD and PeD soils.

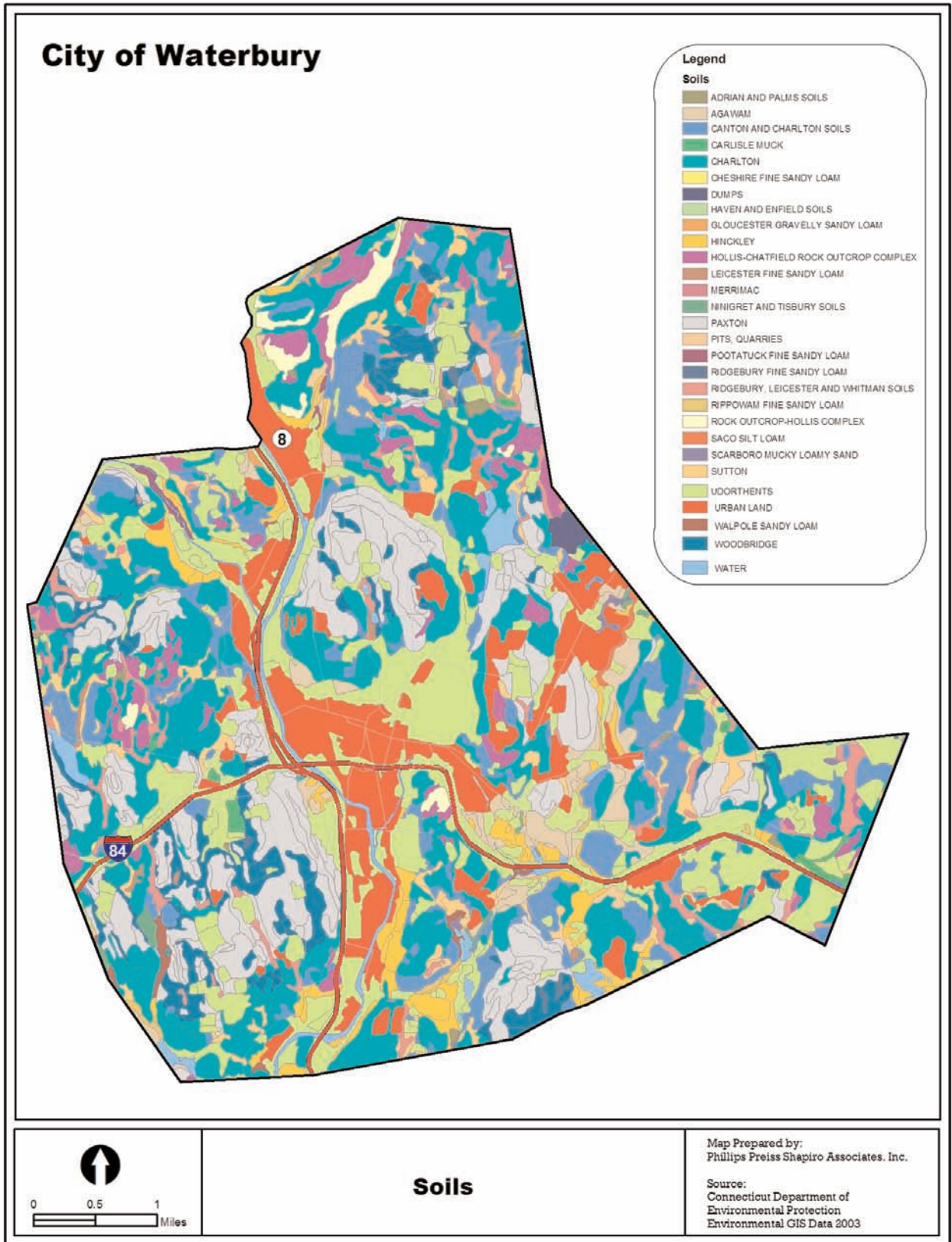


Figure 28: Soils

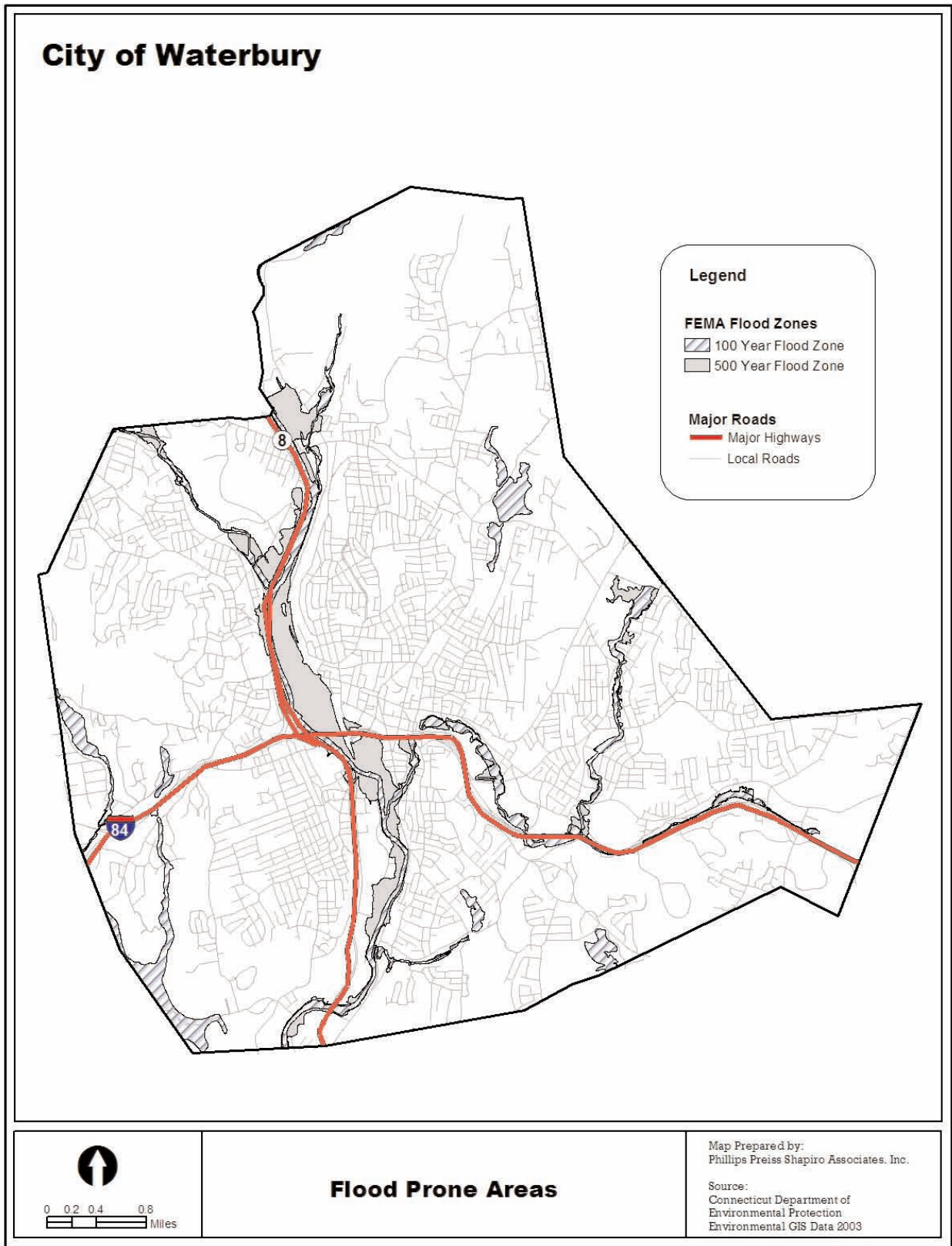


Figure 29: Flood Prone Areas

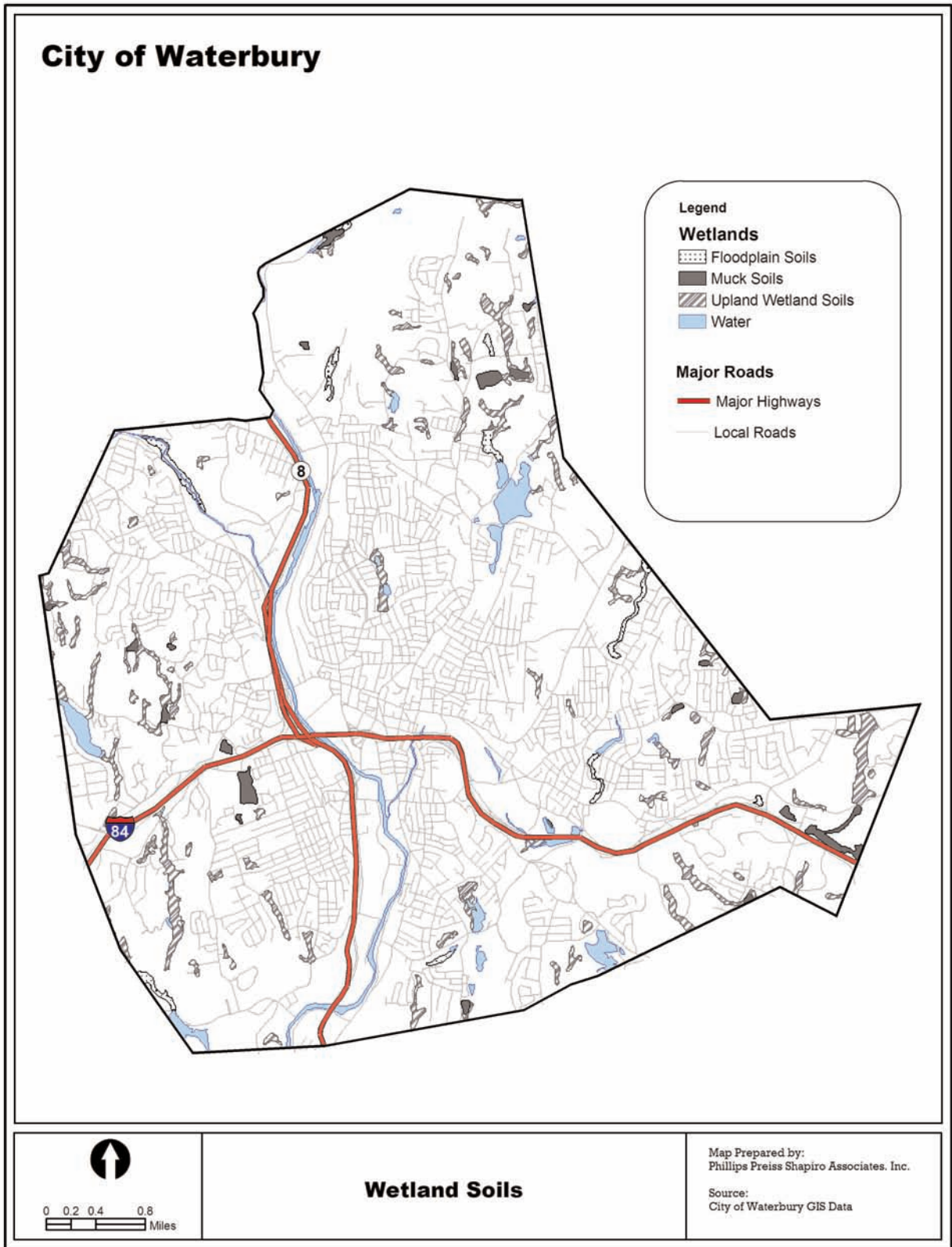


Figure 30: Wetland Soils

Soil types will not necessarily limit development in terms of septic considerations since nearly all of the City is serviced by sanitary sewers. Soil type may be a consideration in the case of construction on steeper slopes. In general, roads should not be constructed on slopes greater than 10 percent. Development and clearing of vegetation on very steep slopes should be avoided not only for the difficulty and expense of development, but also for the negative environmental impacts in terms of soil erosion and stormwater runoff.

9.3 WATER, FLOODPLAINS AND WETLANDS

Besides the Naugatuck and Mad Rivers, there are a number of ponds and lakes in the City of Waterbury including Tracys Pond, Pritchards Pond, East Mountain Reservoir and the Great Brook Reservoir. These ponds and lakes make up 322 acres of water within the city. Much of the surface waters within the City include small watercourses and perennial brooks that in many places have been piped and paved over. Developers are often interested in continuing this pattern, filling in riparian areas and providing underground piping for drainage. The City has expressed interest in shifting the focus to maintaining open channels exposed to the elements, given the additional aesthetic and ecological values they provide. An example of this shift in emphasis is the Brass Mill Center mall project where the Mad River was day-lighted.

Development within floodplains and wetlands has typically been restricted in light of the environmental costs and the human hazard that development in these sensitive lands pose. Given Waterbury's location in a river valley surrounded by steep slopes, rainfall collects quickly and has limited locations for storage. As early as 1959, Waterbury's general plan sought to limit new commercial and industrial buildings within set floodplain encroachment lines. The Plan also recommended that new residential development be prohibited from floodplain areas. Following the adoption of the 1959 plan, most of the concerns regarding floodplains dissolved with the construction of a number of dams and detention reservoirs along the Naugatuck River. Today, the 100 year flood boundary is relatively small. The Mad River comprises the City's other floodplain concern, although it is perceived as minimal and requires little to no regulation. Floodplain areas are shown on Figure 29.

As shown on Figure 30, wetlands cover a sizable area, particularly within the lower density districts to the north, east and west of the City. These wetlands provide habitat for various wildlife and plantlife, serve an important function for water cleansing, and act as natural water storage areas. New development can place additional stress and pressure on sensitive wetlands. Although a common practice before, the Inland Wetlands Commission has stopped accepting detention ponds as "mitigation" for wetland losses in new developments.

There are a number of sensitive areas to conserve and prevent development (or inappropriate development). According to the Inland Wetlands Coordinator, the following locations contain high-quality wetlands in their environs that require regulatory protections:

- Hop Brook (near Country Club Road)
- Larchmont Lake environs

- Southeastern corner of the City, both north and south of I-84
- Waterbury/Cheshire Line
- North of Bucks Hill Park

9.4 ENVIRONMENTAL CONTAMINATION AND BROWNFIELDS

9.4.1 Hazardous Materials

One development challenge of an environmental nature of concern to Waterbury's Health Department is dealing with areas of older housing, particular those structures built prior to the 1950s. In particular, the teardown and remodeling of structures containing lead paint (pre-1978 paint) or asbestos (from fireproofing) has the potential to raise health risks if released into the environment. Levels of lead within soils can pose health dangers for children. Safe practices to deal with existing lead paint and asbestos typically focus on sealing them in place to reduce their chance of release into the environment. There are federal lead abatement programs that offer matching funds for communities to deal with this problem, however, Waterbury is challenged by a lack of funds to match with the federal funds.

9.4.2 Brownfields

Waterbury's moniker of the "Brass City" reflects its strong industrial history as a brass-making center. Unfortunately, the City's industrial past has left a legacy of hazardous material contamination. There is a significant amount of land that is likely to be contaminated with heavy metals and other byproducts of the brass industry. The City does not have the comprehensive resources for mapping all potentially contaminated sites; however, it does have a list of 40 suspected brownfield sites inventoried to date.

Although brownfields will remain a serious problem, significant progress has been made in remediating contaminated sites. The most notable example is the former Scovill Brassworks, now the site of the Brass Mill Mall and Commons. This site was remediated at a cost of \$36 million, funded largely through State bonding. The remediation effort was overseen by the Naugatuck Valley Development Corporation, and the development was a partnership between the City, NVDC, and General Growth Properties, a developer of shopping malls. The City currently has access to State funds for some other contaminated sites, including the Rogers Spoon site and former Mattatuck Manufacturing site. The City continues to pursue redevelopment opportunities for brownfield sites, including the Freight Street area, which was recently studied for its redevelopment potential.

At the present time, funds for Brownfield are limited. One EPA program that is a resource for Waterbury is the Naugatuck Valley and Danbury Connecticut Brownfields Redevelopment Revolving Loan Fund Pilot. However, this program primarily addresses environmental investigations and planning, not remediation. In general, funds for determining whether a site is contaminated are readily available, while funds to pay for remediation are scarce. This creates an atmosphere of uncertainty that inhibits the willingness of private property owners to submit to an on-site investigation of environmental conditions.

10 Historic and Cultural Resources

The following narrative is reproduced from the 1999 Community Assessment Report by Buckhurst Fish & Jacquemart, Inc. Updates have been made to the list of cultural resources.

Waterbury's heritage as an original New England colonial settlement and as one of America's brass manufacturing centers is rich in culture and architecture. These resources provide an identity and source of pride that can enhance the quality of life for its citizens, as well as draw new residents, businesses and tourism into the City.

10.1 COMMUNITY AND CULTURAL FACILITIES

Waterbury is home to a variety of community, cultural and recreation facilities known regionally and statewide as well as locally. As the regional center, Waterbury attracts people to its many sites and shopping facilities. These attractions include:

Mattatuck Museum

Named after the original settlement, the museum was established in 1912 to celebrate Connecticut artists, sculptors and to reflect the industrial history of the State. Originally located opposite its present location on the Town Green, the museum has a café, courtyard and meeting space at its modern facility, which was completed and occupied in 1986. It is the only museum in the State with a sole Connecticut focus.

Holy Cross Land

Located high above the City on Pine Hill, this attraction is noted by the fifty-eight foot cross at the summit. Construction of the site took thirty years to complete. Miniature houses and scenes of Bethlehem and Jerusalem line walkways to the peak of the seventeen-acre site. Once a popular destination, disrepair has overtaken the site, and it is unknown whether restoration of the attraction is feasible. The site is currently closed to the public.

The Timeexpo Museum

This restoration of the pre-1900s building showcases the original Waterbury Clock Company and its progression to U.S. Time and eventually Timex.

Palace Theater

The Palace Theater opened to much fanfare in the fall of 2004. It is located across East Main Street from the new University of Connecticut campus, and is joined to the recently opened Arts Magnet School. The Palace presents touring musical and theatrical performances. The mission of the Palace Theater is as follows: “To build a strong sense of community and an appreciation for the arts by operating, maintaining and sustaining the Palace Theater as a performing arts center that provides positive artistic, cultural, educational, social and financial impact to the Greater Waterbury area.” With the reopening of the Palace, Waterbury now has a first class performing art facility capable of accommodating a variety of productions.

Seven Angels Theater

Located in a building in Hamilton Park, the Seven Angels Theater presents musicals and dramatic performances by regional and touring companies and productions.

Activities lending to the cultural fertility of Waterbury include the chamber orchestra and the chorale. Waterbury Classic Concerts organizes performances at St. Margaret-McTernan School. The Waterbury Chorale has been in existence since 1967 and has had a reputable performance tour list from Europe and China during the past ten years. Additionally, while not based in the City, the Railroad Museum of New England in Torrington conducts tours of the region, taking passengers through Waterbury within the Mattatuck State Forest and along the Naugatuck River to its industrial heart.

10.2 HISTORIC PRESERVATION

Naturally, Waterbury’s rich architectural past will also lend cultural strength. While the City does not have a society or organization addressing historic preservation, many neighborhood groups have ensured that the architectural heritage is recognized. All districts and properties in the City have been designated through the Connecticut Historical Commission. The many districts and properties listed on the National Register include:

National Register Historic Districts

- Bank Street Historic District
2070-231 Bank Street, Registered 08/28/83
- Downtown Waterbury Historic District
Roughly bounded by Main, Meadow and Elm Streets, Registered 08/03/83.
- Hillside Historic District
Roughly bounded by Woodlawn Terrace, West Main and Willow Streets, Registered 08/20/87.
- Overlook Historic District
Roughly bounded by Helca Street, Farmington and Columbia Boulevard, Cables Avenue

and Clowes Terrace, Lincoln and Fiske Streets, Registered 06/07/88.

- Waterbury Municipal Center Complex
195, 235, 236 Grand Street; 7, 35, 43 Field Street, Registered 10/10/78.

National Register Properties

- Abbott, George S. Building
235-247 N. Main Street, Registered 06/14/82.
- Benedict-Miller House
32 Hillside Avenue, Registered 06/12/81.
- Beth El Synagogue
359-375 Cooke Street, Registered 11/30/82.
- Bishop School
178 Bishop Street, Registered 05/11/95.
- Elton Hotel
16-30 W. Main Street, Registered 06/30/83.
- Fulton, Lewis, Memorial Park
Roughly bounded by Cook, Pine, Fern and Charlotte Streets, Registered 12/27/90.
- Hamilton Park
Roughly bounded by Silver Street, East Main Street, Idylwood Avenue, Plank Road, the Mad River and I-84, Registered 08/15/96.
- Hibbard, Enoch, House and Grannis, George, House
41 Church Street and 33 Church Street, Registered 04/09/79.
- Kendrick, John, House
119 West Main Street, Registered 04/12/82.
- Matthews and Willard Factory
16 Cherry Avenue, Registered 01/14/88.
- Palace Theater
86-110 East Main Street, Registered 06/30/83.
- Riverside Cemetery
Riverside Street, from Sunnyside to Summit Streets, Registered 09/20/88.
- Stapleton Building
751 North Main Street, Registered 01/14/88.
- Waterbury Brass Mill
Idlewood Avenue in Hamilton Park, Registered 09/05/75.
- Waterbury Clock Company
North Elm, Cherry Streets and Cherry Avenue, Registered 11/30/82.
- Waterbury Union Station
389 Meadow Street, Registered 03/80/78.
- Webster School
Easton Avenue at Aetna Street, Registered 06/14/82.
- Wilby High School
260 Grove Street, Registered 06/14/82.

The 1959 General Plan for Development, the 1971 Comprehensive Plan and the current

Zoning Ordinance are silent on historic preservation. There are no zones or districts within any of the City's land use documents that encourage the preservation of the built environment. In addition, the building department does not require a public notice to advertise demolition permits.

Summary of Neighborhood Revitalization Zone (NRZ) Plans

Connecticut law provides for the establishment of Neighborhood Revitalization Zones, or NRZs. The NRZ statutes give local neighborhood groups broad powers to plan for, and implement, projects and other actions aimed at the revitalization of their communities. NRZ Plans, once adopted by the City, become official expressions of municipal policy. Among the powers conferred by such plans is the ability to condemn property needed for an identified NRZ project without the necessity of a formal blight finding.

Waterbury has several NRZs located throughout the City, including the Hillside Neighborhood; the Walnut-Orange-Walsh (or WOW) neighborhood; and the St. Margaret—Willow Plaza neighborhood. Each of these NRZ neighborhoods has crafted an NRZ plan, and other special purpose plans have been undertaken for the Hillside and Willow Plaza neighborhoods, primarily concerned with improving conditions on Willow Street, the spine which adjoins both neighborhoods. Projects identified in these plans, including a learning center in the WOW neighborhood, and improvements to the lower Willow/West Main area, have been funded and implemented. Other projects are still pending.

These plans represent a community-based vision for land use and planning in the affected neighborhoods. The Plan of Conservation and Development must therefore be crafted mindful of the past planning undertaken at the grass roots level in the NRZs. To this end, a summary of each NRZ and NRZ-related plan is provided below, with a particular focus on physical and land use planning issues.

11.1 HILLSIDE NRZ STRATEGIC PLAN

Date of plan: November 1997

The Plan calls for the following general recommendations: historic preservation of homes in good or salvageable repair; reuse or selective demolition of vacant properties to create open

space and off-street parking for adjacent homes; and maintaining the same or lower densities (7,500 square foot minimum lot size) with new development. Housing should emphasize owner occupancy, rather than rentals. Quality of life detractors should be addressed, including keeping streets clean, in order to improve the area's image. In terms of social programs, the Plan recommends maintaining the elderly outreach program, improving the quality of teaching at Driggs School, reusing Wayland Mansion as a children's museum, and using an abandoned building as a children's branch library.

The Plan suggests that Lower Willow could serve as the retail gateway to the neighborhood, and would benefit from the addition of targeted neighborhood-serving, smaller-scale pedestrian-friendly businesses. Low income/subsidized housing should be eliminated in this area. Along Prospect Street, the Plan calls for expansion of the UConn campus to a 4 year program (now moot, since the campus has moved downtown). The Plan encourages bed and breakfast establishments, restaurants, offices, and professional space along Prospect and in Rose Hill. Along Grove Street, parking and lighting for Hayden Park should be improved, and housing density should be reduced. New development should focus on more office and professional uses, rather than social services, elderly housing, or institutional care. The area north of Grove should become a mixed-use area with residences, home businesses, and artisans.

11.2 ST. MARGARET—WILLOW PLAZA NEIGHBORHOOD REVITALIZATION PLAN

Date of plan: November 1997

This Plan seeks to improve the neighborhood by decreasing density through a rezoning of the area from moderate density (RM) to low density (RL), with a 7,500 square foot minimum lot size. Abandoned or derelict buildings should be removed, while salvageable existing buildings should be rehabilitated. A ninety (90) day time limit should be instituted for the demolition of fire-damaged buildings. The Plan advocates greater home ownership as a way to increase the stability of the neighborhood.

For parking and streetscape improvements, the Plan suggests creating large public parking areas, restricting on-street parking to one side of street in some areas, and making some streets one-way. For community facilities, the Plan calls for indoor/outdoor multi-use recreation facilities, including a new park on the Waterville/Wyman lot and acquisition of the 100 Willow Street building for indoor recreation. In terms of social services, the Plan recommends providing preventive health and social services for the elderly; job training for residents; and safe transportation, including youth service vans and shuttles.

In order to lower the crime rate, the Plan recommends a police substation and better lighting, as well as enforcement of prohibitions on litter, dumping, drugs, prostitution, stray animals, and abandoned cars. The Plan also recommends a variety of legal enforcement measures such as improved rights for tenants and landlords, expanded legal authority for the City to demolish private property, clear liability of property owners for cleanup and demolition, and increased

penalties for illegal activities such as first degree murder, drug dealing, and prostitution.

11.3 NEIGHBORHOOD IMPROVEMENT PLAN FOR THE WALNUT ORANGE WALSH (WOW) NEIGHBORHOOD

Date of plan: August 1998

The WOW neighborhood was the first in the State to receive NRZ status. To stabilize and improve the WOW neighborhood, the Plan calls for demolition of deteriorated housing stock, a side-yard program to assign vacant lots to adjacent homes, and a rental property rehabilitation program. New housing is also encouraged, including single family homes on Walnut, with an emphasis on home ownership. To help develop new housing, the Plan suggests selling fore-closed properties to developers at minimal fee.

The Plan recommends improvements for many quality of life issues, including greening of the neighborhood, streetscape improvements, design guidelines, and community policing. Recommended social services include employment training and counseling, child care, safe havens, and improved bus service for access to jobs.

The Plan proposes building a learning center at Iron and Walnut. (This learning center has since been built.) Other improvements to community services include expanding the Walsh School grounds to create a playground and community garden. A new park and ball fields are suggested as a gateway to the WOW neighborhood along East Main Street.

Various government policies are proposed that will help spur change in the WOW neighborhood. Rezoning is recommended in many areas, including lower densities for residential areas, mixed-use on upper Walnut, retail zoning on East Main Street, and industrial zoning on upper Cherry Street. The Plan proposes tax-increment financing for projects on Walnut Street and East Main Street. The Plan calls for more creative polices to enable the City to regain control of tax delinquent properties whose liens were sold to outside investment companies, a major issue City-wide.

In terms of commercial development, the Plan suggests providing expansion space and micro-enterprise loans for industries on Cherry Street, and creating a business incubator along Cherry. An area for limited mixed-use (residential and retail) development is identified at Cherry and Walnut Streets. East Main Street is targeted for possible retail expansion and for speculative office development on a site of 10 to 15 acres, across from the Brass Mill Mall.

The Plan proposes several specific street and transportation improvements. Upper Cherry Street should be realigned for better truck access. Walnut Street should be rerouted to guide through traffic to East Main Street, rather than to Cherry Street. Certain one-way streets should be converted back to two-way traffic. To create a better pedestrian environment, the Plan recommends sidewalk repairs, traffic calming features such as rumble strips, and installation of traffic lights at selected intersections along Walnut Street.

11.4 WALNUT STREET COMMERCIAL RE-USE STRATEGY

Date of Plan: March 2000

This Plan focuses on revitalization strategies for Walnut Street in the WOW neighborhood. The Plan recommends concentrating commercial uses along the northern portion of Walnut Street near the Learning Center, and using the southern portion for residential reinvestment. The first phase of any streetscape improvement program should be directed to the commercial portion of Walnut Street. A commercial façade improvement program should also be instituted.

In order to build awareness among possible commercial tenants and developers of the positive features of the WOW neighborhood, the Plan recommends a public relations program, combined with festivals and marketing efforts aimed at attracting new businesses. In tandem, the City should develop a database of properties to show conditions, code violations, ownership status, and tax information. This can be used to identify redevelopment opportunities, market improvement programs to owners, and identify at-risk properties.

Finally, this Plan recommends specific actions for targeted properties:

- Targeted reuse of 325 Walnut Street, strategically located one block north of the new Learning Center. This is a mixed-use building that could help stabilize upper Walnut Street. The suggested tenant for the ground-floor commercial space is a new community or business user (rather than retail). The four residential units on the upper floors should be rehabilitated.
- Find a new tenant for 350 Walnut Street, a vacant, for-sale, one-story building with a long-standing identity in the neighborhood as a family restaurant. The restaurant has a recently-upgraded kitchen and roof, and off-street parking. Recommended uses are either another non-franchise restaurant business or a restaurant that provides on-the-job culinary training for community residents, complementing and possibly linked to the Learning Center.
- Assemblage and development of 270, 272, and 278 Walnut Streets. These three parcels, totaling about 10,000 square feet, were cleared through the City's Clean and Green blight program. Considering the unusual opportunity that these parcels offer for assembly to create a larger parcel that is developable by modern standards, the recommended use is for NRZ to acquire control of all three parcels and assemble them to create either 1) a parking lot for the Learning Center, if needed; 2) a community facility such as day care or health clinic; 3) a retail center (probably requiring public subsidy) or 4) a park.
- Demolition of blighted properties at 259 and 267 Walnut Street.
- Demolition of mixed-use property at 244 Walnut Street, and reuse of the site for ownership housing.

11.5 WEST MAIN / WILLOW STREET INITIATIVE—REDEVELOPMENT & NEIGHBORHOOD PLAN

Date of plan: Fall 2000

The summary below focuses on the Plan's physical redevelopment recommendations. The Plan also references strategies for economic development from the State's Inner City Business Strategy Initiative and the City's Strategic Economic Development Plan, as well as criminal justice partnership and civil enforcement strategies aimed at reducing crime in the area.

Phase One of the Plan describes elements to enhance the appearance and function of lower Willow Street, gateway to surrounding neighborhoods. Façade upgrades, sympathetic to the historic fabric, are targeted initially to the area between West Main and Grove Streets. Streetscape improvements are intended to improve the pedestrian environment of West Main, Willow, and Meadow Streets. Traffic calming elements are proposed for the intersection of West Main and Willow Streets to restripe traffic lanes, widen sidewalks, remove curb cuts, and install a landscaped center median. Improvements to the 7-Eleven property at the corner are specified. Additional off-street parking to support existing retail and apartment buildings is proposed behind 380 West Main and in other scattered areas. Reconfiguration of the Grove and Willow Streets intersection is recommended to alleviate traffic problems. A derelict building at the same intersection should be replaced with a public green. The use of public/private incentive funding to rehabilitate 380 West Main and 15 Willow is recommended, followed by tenant recruitment.

Phase Two of the Plan is focused on neighborhood preservation. This Phase calls for zoning changes to strengthen the historic pattern of low-rise, moderate-density housing (via RM zoning) on residential streets, mixed-use commercial (via CBD zoning) along both sides of West Main Street, and mixed-use, live-work development (via new L/W zoning) along Willow Street.

The Plan describes various federal and state tax credits that are available for housing rehabilitation in the Hillside and Willow Plaza neighborhoods, including the Department of the Interior's Historic Rehabilitation Investment Tax Credit, the Department of Housing and Urban Development's Low-Income Housing Tax Credit, and the State's Historic Home Rehabilitation Tax Credit.

Specific recommendations for new housing include a call for infill affordable housing along West Grove Street, perhaps two-family units with one unit designated for owner-occupancy. To further address the blight on West Grove, the Plan proposes extending Chestnut Street one block south, connecting to the middle of West Grove, to make the isolated street feel more connected to the neighborhood to the north. This action would require acquisition of one vacant lot and one house in poor condition.

Finally, this Phase of the Plan calls for improvements to the access and visibility of Hayden Park through pedestrian and visual links from nearby institutions, creation of a small parking area, and possible expansion of the park along Glenridge. An abandoned playground on West

Grove should be converted to a community garden. A new Youth Center is recommended for a vacant building at 100 Willow Street, and a public playground should be built on the former UConn campus.

Phase Three of the Plan calls for the redevelopment of West Main Street. This area's visibility, proximity to downtown, and potential for larger site assemblages present an opportunity to encourage new development sites within the City's Information Technology Zone (ITZ). Initial recommended steps include a landscaped center median on West Main Street, and reconfiguration of the narrow streets north of West Main between Sperry and Willow Streets to create a new South Grove extension which would connect to Judd Street at West Main. The Plan calls for the relocation of the 7-Eleven, in order to allow site assemblage for office development at the store's current location. The Plan recommends the City pursue a long-term strategy of optioning and assembling soft sites for new development, beginning with those on the north side of West Main.

11.6 WILLOW STREET MASTER PLAN

Date of plan: June 2002

This Master Plan recommends many improvements that would be borne by individuals, such as better maintenance of front lawns and landscaping and repair of poorly-maintained homes. However, the summary below focuses on the more measurable, tangible public actions recommended by the Plan.

General proposals for the entire study area include demolition of dilapidated structures where rehabilitation is prohibitively expensive and the use of cleared lots to create parking or side yard areas for adjacent houses. Retail stores should be upgraded with façade, signage, and parking area improvements.

Recommended streetscape improvements include repairs to sidewalks and pedestrian-scale street lighting, benches, and bus shelters. Traffic calming measures should be pursued, including neckdowns at key intersections and specially-marked pedestrian crosswalks. Bus service hours should be expanded, and transit and school bus stops should have better signage. Existing City-owned parking lots should be upgraded, and new off-street parking lots should be created on cleared parcels. The City should continue to improve patrols, surveillance, and clean-up efforts in order to discourage neighborhood crime.

The Master Plan includes more specific recommendations for a target area between Hillside Avenue and Ridgewood Street, intended to serve as a catalyst for improvements elsewhere. Specific proposals that differ from the overall recommendations for the Willow Street corridor include off-street parking for up to 50 cars behind the Iglesia del Dios Vivente.

11.7 BROOKLYN NRZ PLAN

Date of Plan: May 1999

The Brooklyn NRZ Plan consists of an historical overview of the neighborhood and a compilation of objectives and action items. The Brooklyn neighborhood is located across the river from central Waterbury, at the southern end of the City. It is surrounded by the Naugatuck River, Nichols Drive, Wilson Street, and Sunnyside Avenue. The physical pattern of Brooklyn is characterized by large triple-decker homes and brick tenements, built by and for the large influx of Irish, Lithuanian, and Italic immigrants who came to Waterbury prior to World War II to work in the brass mills. The various immigrant groups created social and athletic clubs, many of which are still active today. At its peak, the neighborhood was like a city unto itself, with five grammar schools, three drugstores, three theaters, eight bakeries, two breweries, two catholic churches, a library, firehouse, YMCA, 22 taverns, and many “mom and pop” grocery stores. Brooklyn was scarred by the flood of 1955 as well as the construction of Interstate 84 and Route 8, but remains a substantial, vibrant neighborhood of about 6,000 residents.

The NRZ Plan includes many proposals for the beautification of Brooklyn, including beautification of the traffic island at Congress Avenue and Bank Street. The Plan cites a continuing need to keep city streets and sidewalks clean, clean up city-owned vacant lots of weeds and trash, take actions to discourage graffiti, and crack down on littering, illegal dumping, and trash removal. Existing retail businesses should be revitalized, and bank incentives should be pursued for new retail or other commercial businesses. Desired additional businesses include a restaurant, coffee shop, pizza place, deli, and drugstore. Rehabilitation of the Duggan School is a priority, with the addition of a park and recreation area which may be used by all schools in the neighborhood. Public safety issues for school children walking and riding buses to school must be addressed.

In terms of housing and economic development, the NRZ plan encourages owner-occupancy for new and existing homes, and recommends that the City create tax rebates for owner-occupied housing restoration. Prospective buyers often need help securing financing. The neighborhood should survey private properties for upkeep, maintenance, and blight; pursue code enforcement and demolition of blighted properties; and identify historic buildings. Banks could help fund neighborhood reinvestment, and could expedite the foreclosure process. Further subdivision of existing apartment buildings should be prohibited; in fact, open space and off-street parking areas should be created through selected housing demolition. New housing should fit within the existing streetscape and be no denser than two-family units.

There are many specific ideas in the NRZ plan for recreation, including providing activities such as craft classes, health lectures, a new library, and tutoring; and inviting Boys and Girls Clubs and Boy and Girl Scouts to Brooklyn. The Plan recommends acquiring additional land and buildings for recreation, including ball fields and a playground, and encouraging the St. Joseph’s Bowling Lanes to expand hours. The neighborhood should improve communication and coordination with neighborhood businesses, churches, and social clubs.

The topic of public safety receives much attention in the NRZ plan. The Plan recommends increasing public streetlamp lighting at dark corners and along the perimeter of Riverside Cemetery. The Plan encourages homeowners to install outside lighting and 5-inch reflective numerals on the fronts of houses, and encourages businesses to install sensor lighting outside their buildings. Local police should continue to be included in meetings of the Brooklyn Neighborhood Association. The neighborhood should request additional police foot patrols, and periodic speed traps on Charles and Alder Streets. Additional funding could help improve the current Block Watch Program. Vacant homes should be secured by boarding up first floors and providing a list of such properties to the neighborhood police department. The City should repair and improve streets and sidewalks, including both sides of Lawrence Street. It is important to clear brush from and repair the many city stairways and passages in the neighborhood, and install handrails where needed.

In terms of improvements to traffic and city streets, the Plan recommends the installation of a stop sign and flashing light at the intersection of Charles and Porter Streets. The neighborhood and the City should work with a traffic engineer to correct traffic problems around the Duggan School, and evaluate turning the 5th Street connector between Charles Street and Leonard Street back into a two-way street to reflect the actual (illegal) usage patterns of people going to Route 8 southbound. A bus shelter should be installed at lower Congress Avenue and Bank Street. A City-wide bus shuttle to and from Brooklyn on weekends would help compensate for the City's lack of bus service.

With so many City departments responsible for the many different aspects of Brooklyn's quality of life, the NRZ Plan concludes by requesting accountability to the Board of Aldermen and the Mayor's office for enforcement of existing regulations by all City departments.

Community Input Summary

The Plan of Conservation and Development must reflect the needs, priorities and desires of the citizens of Waterbury. To ensure that the Waterbury residents were provided with opportunities to express their concerns and desires, the following planning process has been and will be utilized.

1. Five neighborhood meetings were held to introduce the planning effort and solicit public insight into the City's assets, liabilities and opportunities for the future.
2. Survey instruments were distributed at each public meeting and made available on the City's web site.
3. Five more public meeting will be held to obtain feedback on the draft recommendations, before the Plan can be finalized and taken up at a Public Hearing to be held by the City Plan Commission.
4. One or more public hearings on the Plan of Conservation and Development will be held before it can be adopted at the City Plan Commission.

The narrative provided below summarizes the major themes which emerged from the first round of five public workshops held throughout the City of Waterbury from May 17 to May 26, 2004. Each of the public workshops followed a format comprised of a brief overview of the planning process for the development of Plan of Conservation and Development, followed by a group discussion of assets, liabilities, and visions for the future. While each meeting focused loosely on the surrounding neighborhoods by virtue of most attendees coming from those areas, the participants were encouraged to discuss issues for the City as a whole as well. Workshop attendance ranged from just a few people at one workshop to over thirty people at another workshop. All issues, opportunities and recommendations discussed in this chapter come directly from the public.

12.1 DISCUSSION BY TOPIC AREA

12.1.1 The People of Waterbury / Neighborhood Residents

Waterbury is blessed with strong neighborhood organizations and residents dedicated to bettering their communities. For example, in the Walnut-Orange-Walsh (WOW) neighborhood, residents proudly pointed to three new houses built through community effort, as well as the Scovill Houses. The different neighborhoods have a strong identity and uniqueness. Residents and small business owners are dedicated to staying and investing in the community and making their local businesses work. Waterbury has a strong middle class, with the highest percentage of owner-occupied homes of all large cities in Connecticut.

However, there is turnover and transience in some neighborhoods, making them unstable. Some of the reasons mentioned for people moving or leaving Waterbury included lack of well-paying jobs, nothing to do in Waterbury (no entertainment, nightlife, or recreation, particularly for younger people), poor public schools, high property and business taxes, and lack of trust in the City government. Waterbury benefits from its diversity; however, workshop participants also mentioned racism and insensitivity to ethnic and religious minorities as reasons for some neighborhoods' poor image, perceived lack of safety, and unfair treatment or outright neglect by the City government.

In all neighborhoods, residents expressed a willingness to volunteer their time to clean up, maintain, and improve existing parks, as well as to clean up and landscape vacant lots into parkettes, but they need City assistance in the form of tools and materials. One hindrance residents cited is a union rule by which the City is not allowed to take advantage of volunteer labor to perform park maintenance.

12.1.2 Architecture and Historic Resources

The City has attractive historic architecture, both downtown and in the residential neighborhoods. There are many beautiful and ornate old churches. The old train station (now the offices of the Waterbury Republic American) with its clock tower is a treasured symbol of the City. Many buildings have survived the 1960's era of urban renewal and are in good shape, while others could stand to be improved with renovations. On the other hand, many ugly and inappropriate new buildings have sprung up in the downtown area, with little opportunity for public input into their design (examples given include the Rowland Center and the Arts Magnet School). Workshop participants said this new development shows that the City lacks a sense of pride or resolve to respect and maintain its historic resources. Workshop participants said the poor state of the downtown and neighborhoods shows that the City lacks the willingness to make cleanliness and maintenance of the downtown and other neighborhoods a priority.

12.1.3 Downtown Waterbury

Nearly all workshop participants mentioned the lack of quality shopping and destinations downtown. Some said there were not enough stores downtown that cater to ethnic shopping tastes. The downtown provides no activity or interest for young people and no entertainment in the evening. One person mentioned West Main Street as an emerging nightclub/bar cluster, but

only in its infancy. Others said the UConn campus is not well-used on weekends, appears to offer few activities in the evenings and weekends, and expansion space for the university is constrained. Since UConn is a commuter school, students tend not to live downtown and typically leave the area as soon as they are done with classes, rather than lingering and shopping downtown. Given all these factors, there was consensus that there is little to do downtown, especially given that Waterbury is a medium-sized city.

On the other hand, some residents said that there are in fact many things going on in downtown Waterbury, but they are not well publicized. They added that the local Waterbury Republic American paper does not help market and promote the different events downtown. Many felt that downtown Waterbury has the potential to become an attractive, interesting destination for both locals and visitors.

12.1.4 Housing Type and Density

The City bears the lion's share of the region's affordable housing. Many workshop participants believed the City should not have to bear this responsibility, and that the City should diversify and supplement or replace some of the affordable housing with middle class housing. Senior housing was also mentioned as desirable; however, everyone agreed that downtown has plenty of affordable and senior housing and needs more middle-class housing. Many residents felt the housing in the City was too crowded and dense, and should be "thinned out" through removal of some triple-deckers and replacement with parks or lower-density housing. On the other hand, even with the prevalence of affordable housing, there is a long waiting list for public/low-income housing, and the City has not been able to maintain its existing stock.

There is a dearth of sufficient on-street parking in some residential neighborhoods where triple-decker apartments lack off-street parking. This was another reason that many residents wished to "thin out" the triple-decker neighborhoods and create parking or lawn areas which could be bought by or donated to the adjacent neighbors.

12.1.5 Education and Cultural Assets

The renovated Palace Theater and the new downtown Arts Magnet School have begun an arts focus in downtown Waterbury. The Seven Angels Theater and the Waterbury Symphony Orchestra, which performs at the Community College, are cultural assets outside the downtown. The City's main library was cited as an asset, including Library Park. However, the library is under-funded. The Mayor's Council on Culture organizes many free public concerts. The Mattatuck and Timexpo Museums, as well as the now-derelect Holy Land, are unique attractions.

12.1.6 Schools

Waterbury has three good colleges, the University of Connecticut downtown, Post University (formerly Teikyo Post University), and the Naugatuck Valley Community College (a.k.a N.V. Community Technical College).

However, residents complained of the poor public school system. The public school system has low test scores, and minorities are said to have a 40 percent dropout rate. There is a high teen pregnancy rate. Although it was recognized that Waterbury has a major funding commitment from the State to improve, expand and build school facilities, concerns were expressed regarding the burden of the City's local share.

Workshop participants who mentioned magnet schools were unanimously against the concept, because as part of the state funding agreement, the City has to give up valuable slots to suburban, out-of-town students. Residents were also against the concept of bussing students to schools across town. Everyone wished to see a return to the classic concept of neighborhood schools, which benefit kids by providing a sense of neighborliness and belonging and a school within walking distance to call their own. Neighborhood schools also benefit all neighborhood residents by creating an asset that serves as the focal point and identity for the community.

12.1.7 Parks, Open Space, and Recreation

The City is blessed with good public parks (many of which are beautifully designed) and three golf courses (two public, one private). However, existing parks are poorly funded, neglected, in some cases abandoned or closed (Scott Road Park), particularly in more central, inner city areas. Trash, dogs running off-leash, lack of safety or perception thereof, and alcohol use are problems in City parks that could be lessened through better maintenance and enforcement. Some neighborhoods lack sufficient park space for the growing population.

The "Holy Land" hilltop park was a major tourist draw in the 1960's and 1970's, but is now an abandoned relic.

Through concerted efforts, both the Naugatuck and Mad Rivers are now much cleaner than they were a few decades ago; one resident mentioned that the Naugatuck is fishable. The Naugatuck and Mad Rivers are potential resources for linear open spaces, trails, greenways, and on-river recreation.

Workshop participants praised the many residential neighborhoods that have a lush, green, forested character with street trees, green planting strips, and generous front lawns. These classic neighborhoods are walkable and have a human-scale, contributing to a positive Waterbury image. Viewed from a distance, they reinforce the City's appearance of green rolling hills punctuated by homes, church spires, and historic industrial buildings.

12.1.8 Location / Transportation / Transit

Waterbury has an excellent, accessible, regional location at the crossroads of two major highways (8 and 84), and is strategically situated within two hours of Boston and New York. However, the highways cut off neighborhoods and fragment the City. Too many exit and on-ramps make it confusing to navigate on and off the highways.

The local street network does not perform well in some areas. Automobile traffic often speeds in residential neighborhoods. Traffic on some arterial streets, such as Wolcott Road, is congest-

ed. Roads are in poor condition in many areas, with potholes. Sidewalks are lacking in many residential neighborhoods. Street signage is poor or nonexistent. Many paper streets exist on maps but not on the ground.

Downtown traffic patterns are confusing and needlessly complex, with many turning movements prohibited. Cars exiting from some of the parking garages downtown are nearly forced onto the highway, with no convenient exit to city streets.

Public transit in the town is inconvenient, does not run in the evenings, and requires that riders make transfers downtown to get between many points. The system is built as a hub pattern and does not have any direct service between neighborhoods or major destinations such as the Brass Mill Mall or the hospitals. While there is an on-demand shuttle service, it is not a convenient alternate to public transit for return trips. For example, people being dropped off at the doctors' offices which have all moved to suburban locations must call the shuttle again to pick them up after their appointment, and wait up to an hour for the shuttle to arrive.

The Metro-North railroad service to Waterbury is sparse, with only a few trains per day, largely during peak periods. Local transit service does not link well to the Metro-North trains. Workshop participants understood that Metro-North might like to close down the Waterbury branch line, and expressed hope that the City would collaborate with other cities along the corridor to ensure the line remain and improve the frequency of service. In the future, as traffic congestion along the I-95 corridor increases, this railroad corridor may become a valuable asset for Waterbury by providing alternatives to driving to access jobs.

Street design is hostile to pedestrians in many areas of the City. Many residential streets lack continuous sidewalks. Many intersections lack pedestrian signals, marked crosswalks, and curb cuts for disabled access. Turning radii at some intersections downtown—such as Bank and West Main at the Green—are very large and encourage traffic to make turns too quickly for pedestrian safety.

Other Infrastructure and Services

The City has a good water and sewer system—in good shape and with excess capacity. The City has two good hospitals, and a new angioplasty center under development. Most workshop participants praised the City's police and fire departments, saying that lowered crime rates have led to lower insurance costs and a safer downtown. However, residents of some neighborhoods expressed a desire for better community policing and improved enforcement of blight issues and quality of life crimes.

Economic Health of City, Residents, & Business Climate

The City benefits from the small “mom and pop” businesses that are hanging on in downtown and in neighborhood commercial areas. However, many people said the City is hostile to business, particularly small local businesses. The City's business taxes are high, and one person mentioned the high minimum wage as a burden. Some participants said the City has chased tax dollars (for example, big box retail) to the detriment of neighborhoods, and given econom-

ic assistance to outside investors who do not really care about the long-term health and success of Waterbury.

The Brass River Mall siphoned off economic viability from the downtown. Some residents feel there is no role for the downtown now; no kind of retail that can survive because people prefer the mall. Many of the existing businesses downtown—nail salons, tattoo parlors—do not contribute to a lively or interesting street life and are closed after dark.

The property taxes are very high in Waterbury, much higher than surrounding communities, due to the City's financial situation. These high taxes discourage owners from fixing up properties, and discourage potential buyers from becoming homeowners. Some workshop participants said the high tax rates also discourage people from moving to Waterbury and buying a home, although others pointed out that the total tax bill would likely still be lower than in the surrounding communities, because housing in Waterbury is still less expensive than elsewhere.

According to some people, the City's population is aging at a disproportionately higher rate than the rest of the region, which will cause a high demand for elder care in the future (although a lower rate for school facilities). Other people also said the City's school-aged population is growing, raising demand for more schools.

Many residents, particularly older residents, have strong skills from work in the brass and precision metals manufacturing industries. However, these industries have largely left the City, mirroring a nationwide trend, and today there are few well-paying jobs in the City that could compare to the well-paying manufacturing jobs of the past. Providing jobs and better public education is critical to inner city residents. Workshop participants in some of these neighborhoods said the city's priorities are backwards; the streetscape improvements downtown (such as brick sidewalks, widened sidewalks, and street trees) do nothing to promote economic development in the poorest city neighborhoods.

Development Potential

The Naugatuck River area was cited as a "brownfields corridor" offering lots of potential land for development; however, it will be expensive to clean up the pollution. Lead paint laws also result in abandonment of housing because of the expense of remediation. Large areas of industrial land in the southern portion of the City offer potential to create new parks or attract new development, again provided that pollution can be cleaned up.

Another asset that could continue to help draw new residents to Waterbury is the fact that it is a less expensive place to live than the surrounding suburbs, offering affordable housing that is particularly attractive to minorities. Many people who cannot afford elsewhere can afford to buy a home in Waterbury.

The City's Information Technology Zone (ITZ) downtown has not been very successful. It could be better marketed, although it was initiated at a bad time, coinciding with the dot-com downturn. One person who has a business in the ITZ said the broadband internet connection is unreliable and is frequently down.

Blight

Waterbury was described as a dirty city due to its lack of enforcement of litter, dumping, abandoned buildings, vacant lots, and other quality of life crimes. Many residential buildings are poorly run by absentee landlords. Many inner-city neighborhoods have numerous houses that are vacant, abandoned, or in terrible repair. The City does not or cannot require that abandoned buildings in poor repair be fixed up or torn down. The City also has not enforced proper fill and debris cleanup of sites with demolished buildings. Dumping of garbage, litter, and overgrowth of weeds make vacant lots and abandoned buildings into eyesores and public health hazards that drag down the property values and safety of the surrounding neighborhoods. These poorly-maintained neighborhoods become also magnets for drug dealers and gangs and attract rats and snakes.

In the past, the City sold tax liens on abandoned properties and vacant lots in order to raise cash. Now those liens have mushroomed into huge debts that make it nearly impossible to sell or even give away those properties for new development. Often the lien is higher than the building or land value, and the City lacks public money to pay off these tax liens.

Many commercial buildings are in poor repair, and cause problems for their neighborhoods. There are loud nightclubs and commercial properties that create too much noise and garbage, particularly in the North End.

The City's roadways are in poor condition in many areas, with potholes. The main "gateways" into the City and downtown, including the four Main Streets, do not make an appealing image to visitors. South Main Street in particular was cited as needing revitalization. Some of the most prominent features in the City are the frequent billboards, creating an ugly, commercialized appearance that mars the scenic, lush, green, hilly landscape.

Poor City Image

With its history of corruption and financial problems, the City has a poor image in the region, the state, and the northeast. The image is not helped by the Waterbury Republican-American newspaper, which was cited on several occasions as a negative voice that does not promote or highlight any positive aspects of the City. The newspaper also does not provide enough coverage of activities downtown (although this could also be a result of downtown groups not telling the paper about their activities).

Residents consistently expressed a lack of trust in public leaders. There is a lack of transparency in decision-making in the City. The City Aldermen are elected at-large, not by district, and so are less concerned with fixing problems in specific neighborhoods. The NVDC and other economic development groups are appointed, rather than elected, and are not accountable to the public for their actions. Some workshop participants expressed skepticism of the ability of the City to carry out the recommendations of this new Plan of Conservation of Development, noting that the 1971 Waterbury Plan was a good plan but was not followed.

12.2 VISIONS FOR THE FUTURE—MAJOR THEMES

In spite of the many negative aspects of Waterbury, many workshop participants agreed that the City seems to be at a turning point, and can only get better. The City does have many assets that may be leveraged to help improve its image and strengthen its economic and symbolic role in the region. The following are some of the major themes that emerged as a result of workshop comments.

12.2.1 Institute Zoning Reform

Many different ideas were mentioned that fall under the broad category of zoning reform. The City needs stronger zoning to control polluting businesses in commercial areas. In neighborhoods, the City should legalize the existing mixed-use development in the historic retail nodes, where corner stores and businesses provide convenient shopping within walking distance of homes. The City should also pursue stronger zoning enforcement and follow adopted NRZ plans recommendations: for example, limiting the number of liquor stores in neighborhoods. The City should stop haphazard spot zoning and inadequate public notice. Downtown, the City should change the zoning code to encourage mixed-use development, make it easy to do conversions of existing buildings to upper-story residential, and limit ground floor space to shops and dining that will create activity at the street (rather than, for example, an office that keeps its blinds drawn).

12.2.2 Improve Enforcement of Blight and Quality of Life Issues

The City should consider selective thinning of triple-deckers in some areas, where buildings are falling down, beyond repair, and uninhabited. However, this should only be done if the City can identify a method to clean up the resulting vacant lots; improve them as off-street parking areas, private yards, or shared community gardens; and convey the land at little or no cost to the adjacent neighbors or community so that they will continue to be maintained. For other residential areas with substandard housing, the City should provide tax breaks to residents and landlords who wish to renovate their homes.

The City should step up its police patrols, and make greater use of community policing techniques in all neighborhoods. One workshop participant suggested the City consider juvenile diversion boards, which are used in Middletown, to deal with truancy and minor first time offences such as shoplifting and vandalism. Nuisance uses such as liquor stores, adult video/book stores, and strip clubs should be limited throughout the City, and carefully monitored for compliance with noise, litter, and loitering regulations.

12.2.3 Improve the School System

The City should stop creating new magnet schools, which must give up some spaces to non-Waterbury residents. The City should identify new school sites to relieve overcrowding and handle the projected increase in school enrollment. Since many elementary schools are overcrowded, the City should undertake a redistricting effort as it did for some of its middle and high schools. It should save existing neighborhood schools, and strengthen their potential as assets to the community by allowing the sharing of building and grounds. The City should provide better liability coverage and require that

schools' facilities (such as playscapes) be available for use by residents during after-school hours.

12.2.4 Attract New Development to Targeted Opportunity Areas

Opportunity areas exist along the Naugatuck River, where there are many brownfields. The City should attract new commercial businesses to these large industrial areas. The City should build on the momentum created by the Economic Development Plan and the Freight Street Study to encourage redevelopment in the West Main Street / Freight Street Corridor. One person also mentioned the possibility of creating an intermodal yard in this area for loading of freight between rail and trucks. Another participant mentioned the need for land use plans to structure each of the chaotic jumbled areas around the various highway entrances and exits. Some workshop participants felt that large areas of the City, such as the North End, need wholesale redevelopment and site planning to create new mixed-use communities. However, most participants felt that throughout potential commercial development areas, the City should focus on conserving the most valuable buildings. In particular, prewar, architecturally notable buildings—such as in the downtown, the many brick warehouse and factory buildings, and the mill buildings near the rivers—should be preserved and adapted for reuse.

In terms of types of new development, workshop participants were interested in encouraging more unique retail downtown, medical offices and assisted care developments, and middle-class housing (both in the neighborhoods and as loft-style housing in downtown). Residents of inner-city neighborhoods such as WOW were interested in gaining small (around 15,000 square feet) but quality grocery stores with good produce, as an alternate to the corner stores and liquor stores that predominate there. Residents in all neighborhoods support their neighborhood retail clusters that provide shopping within walking distance of homes, and would like them to be complemented with neighborhood community centers and small parks.

Workshop participants criticized the architectural style and quality of many new buildings, and stated that in downtown as well as outlying areas, new development should be appropriate in scale, style, and massing to nearby existing development.

12.2.5 Improve Downtown

The City needs to determine the identity and role of downtown Waterbury and then actively go about making that a reality. Comments from workshop participants begin to suggest a role for downtown. Downtown cannot and should not try to compete with the Brass Mill Mall. Downtown's strengths include its unique architecture, walkable fabric, and public spaces such as City Hall, the Green, Public Library, and Library Park. To complement these assets, the downtown needs more good-quality dining establishments, unique specialty retail, and other activities to create activity and attract visitors. In particular, the downtown should provide evening entertainment (clubs, bars, cafes) that attracts younger people. Bookstores, cafes, and other relaxing places to socialize will also help draw people to downtown both day and night. Benches, bus shelters, and other places to sit and rest are sorely needed downtown. Food carts and kiosks should be allowed, encouraged, and regulated, as well as outdoor dining. Downtown should also strive to attract artists, young people, and others interested in living in

its unique, architecturally notable old buildings and helping spur a downtown renaissance.

One peculiar aspect that limits the potential success of downtown businesses during the day is the short (half hour) lunch break allowed to most government workers. Whether or not most workers would like to dine out rather than bring their lunch, the opportunity is not available since the lunch “hour” is so short. Another constraint for downtown today is the perceived lack of safety of the downtown parking garages. Better signage, lighting, access, and patrols of parking garages, as well as more efficient use and expansion of on-street parking, will help make parking downtown more convenient without destroying the pedestrian-friendly pattern that is prevalent there today.

One of downtown’s major tenants, UConn, has begun an effort to improve relations with its campus communities statewide. In this vein, downtown Waterbury should build partnerships with the UConn campus that create spin-off activities that can benefit everyone in the town. The efforts of Yale University to improve relations with New Haven are a good example.

The City could increase the number of art and music festivals held downtown, especially on the Green. Greenmarkets or farmers’ markets selling local agriculture were mentioned as alternate uses for parking lots downtown and in neighborhoods throughout the City. Some workshop participants expressed a desire for a convention center or exhibition space downtown.

12.2.6 Business & Economic Development

The City should offer job training to inner city residents, including interview skills and business clothing. The City should provide assistance to existing businesses to expand, grow, and diversify. It could create an “incubator” facility for fledgling, innovative businesses. One workshop participant suggested that the City offer a reduction in its high business tax rate for businesses who move to the City if they agree to stay a specified long period of time, although this could be unfair to existing businesses.

12.2.7 Improve Recreation

The City should improve the maintenance of its existing park system, possibly by leveraging volunteer labor. Joint development in parks may also help leverage limited City dollars by combining with outside vendors to create attractions such as roller coasters, paddle boats, and dances. The City should seek grant funding to expand its park system by creating greenways along the rivers with trails to link neighborhood parks throughout the City. This trail system would also provide an alternative route to the public transit system for residents who are inclined to ride bicycles or rollerblade. The City should provide youth centers in each neighborhood to provide a safe recreation and gathering space for teens. A skateboard park would be a welcome asset for Waterbury youth. A dog park was also mentioned. One participant asked that the City’s municipal stadium be saved. These improved recreation resources will make the City more attractive to young adults and prospective residents, helping to persuade existing residents to stay and to attract new residents.

12.2.8 Improve Transportation

The City should rethink its public transportation system to better serve the City’s transit-

dependent population (about 20 percent of residents do not own cars) and provide better service between neighborhoods, major employers, and other destinations. A creative way to fund some level of transit system in the evenings needs to be identified. Finally, better regional public transit linking affordable Waterbury to Fairfield County would help attract people who work in Fairfield County but who cannot afford to live there.

Roads in some corridors of the City have high traffic congestion due to their suburban arterial design, multiple curb cuts serving big-box retail and shopping centers, and lack of alternate parallel routes. The City should assess whether traffic can be improved through strategic connections of existing roads, selected widening and intersection improvements, removal of curb cuts, creation of secondary access roads, and in the long-term, better land use planning along these suburban arterial corridors. Some workshop participants said that Baldwin and Cherry should be extended.

The street system in downtown Waterbury should be rethought to create a more logical pattern, with fewer prohibited turning movements, a less confusing one-way street system, and better access to and from the parking garages and the highways. The wide right-of-way around the downtown Green should be rethought to create a one-way loop, with diagonal parking on both sides of the Green. Downtown would also benefit from a wayfinding system that provides signage to key landmarks such as City Hall, the public library, theaters, the different garages, the transit center, and the Green. The infrastructure of downtown would also be improved by undergrounding of overhead utilities. Although this is an expensive proposition, it could be a long-term goal that progresses as streets are resurfaced or major development projects provide the funding.

12.2.9 Attract & Retain Young People, Artists, and other “Urban Pioneers”

According to many workshop participants, there are several key demographic groups that the City should court. The City should enhance its appeal to young people, or it will gradually lose its working-age population. The City should take advantage of its relatively affordable single-family housing to market its housing to people who cannot afford to buy homes in surrounding suburbs. The City should market and promote its downtown buildings, industrial spaces, and lofts to artists and others interested in “pioneer” living downtown. With new residents downtown will come increased demand for restaurants, shops, and services, which will further boost evening and weekend activity in the downtown.

12.2.10 Regain Trust of Residents and Small Businesses

Throughout the workshops, participants raised many ideas for improvements that would help restore the public’s faith in the government’s capabilities. Performance and maintenance of the school system should be accountable to residents. Aldermen should be elected by district, not at large. The City should follow the recommendations of the NRZ plans that were created with extensive effort of neighborhood residents. City should provide adequate public notice to residents and other neighbors when a zoning change, variance, or land use decision is required; currently the City does not post signs and it is up to the applicant to provide the City with addresses of notice recipients. The City should take advantage of neighborhood residents’ vol-

unteer efforts to improve its parks and clean up abandoned properties and vacant lots. The City should also make its programs and processes more accessible and convenient for residents. For example, some residents would like to be able to pay their property taxes monthly, rather than yearly. The City's Citizen Service Center, created in 2001, was mentioned as a helpful facility; perhaps this should be better advertised.

12.2.11 Strengthen the City's Role as the Center of the Region

Waterbury is distinctive as the major city in the Central Naugatuck region, conveniently located at highway crossroads, with a major downtown, an ample supply of parking, a renovated Palace Theater, the interesting Mattatuck and Time Expo Museums, and an attractive assemblage of historic buildings. Waterbury should enhance this position by strengthening the downtown as a place for good-quality dining and evening entertainment, a place where people can come from throughout the region to stroll and experience the urban environment. Waterbury should also promote its unique attractions outside the downtown, including Holy Land (if it can be restored) and the scenic and recreational possibilities of its rivers. Examples mentioned at the workshops of cities in New England that have successfully revived their downtowns and residential neighborhoods include Portland, Maine and Providence, Rhode Island.