Executive Summary

The Waterbury Downtown Strategic Plan imagines a downtown transformed into a thriving place of innovation and commerce, a place steeped in but not bound by its history, a model of sustainable revitalization, following best practices in transit-oriented development (TOD), and economic, environmental, and social sustainability. Downtown can become a place that celebrates its unique, almost dual character - a decidedly textured, rich urban environment and a charming New England town complete with hills, steeples and central Green. Downtown will be a place that attracts innovators and creators, families and retirees, professionals and students.

Now is the time to invest in this vision. People are moving back into urban downtowns. Companies want to locate in downtowns. Across the country downtowns are seeing resurgence and growing. The downtown is once again the desirable place to live, work, and play. There are many reasons for this shift back to the city and its heart. Young adults are seeking urban settings where they can live and work and socialize. Retiring baby boomers are moving from suburbs to cities to find walkable, vibrant communities. An increased awareness of environmental and social issues is bringing broadening demographic groups to urban centers where people can walk more than they drive, interact with a diverse population, contribute to civic life, and enjoy proximity to arts, culture, and entertainment. Through careful planning, a strong vision, and inspired leadership, cities throughout the country are capitalizing on these trends.

Waterbury is no exception. The City is well positioned to renew its downtown and be part of the growing urban renaissance. Waterbury boasts a number of physical assets—the natural beauty of its surroundings, excellent building stock throughout downtown, a central location in Connecticut and strong transportation infrastructure. The City also has strong civic assets—key anchor institutions, an engaged and diverse population, and motivated leadership—that set it apart and provide the seeds from which transformation can emerge.

The City of Waterbury has taken steps toward reinvention in recent years with a variety of initiatives. The City has stabilized its budget, built new schools, remediated brownfields, addressed blight with redevelopment, secured a $14 million TIGER grant, made improvements to transportation, pursued high impact development projects downtown, and continued to celebrate the multicultural community of the City through events and programming. The Downtown Strategic Plan creates a visionary and implementable framework for building, programming, and investing in downtown...
that will empower and guide decision makers within the City and community. The plan is ambitious in goals and scope, yet flexible enough to meet the changing needs of today and the future.

The Strategic Plan focuses on the future of Waterbury’s Central Business District, defined by two complementary, but unique areas; the Historic Downtown and the new Freight Street District. The Historic Downtown is the area traditionally considered by residents as the original downtown and is bounded by the Train Station to the west, I-84 to the south, St. Mary’s Hospital to the east, and the developments north of the Green to the north. This remains a vital economic engine in the City with major employers, such as Webster Bank, a growing educational center focused around UCONN-Waterbury, and an arts and culture destination anchored by the Palace Theater. These and the many other businesses and institutions of downtown are located in a walkable area that can be easily traversed on foot and features a beautiful collection of historic buildings. In addition, Library Park and The Green offer parks and recreation space for residents, employees, and visitors.

Just west of the Historic Downtown is the Freight Street District. The 60-acre zone between the rail station and the Naugatuck River is former industrial land that is now mainly vacant or underutilized and primed for redevelopment. Large parcels of available land and proximity to transit offer opportunities for large, mixed-use development that can complement infill redevelopment within the Historic Downtown. The Freight Street District also provides the chance for Downtown and the City to reconnect with its river. Historically, the Naugatuck River has been polluted by industrial uses, but recently has been cleaned and is now part of a larger regional greenway system.

Together the Historic Downtown and Freight Street District form the new, expanded Downtown Waterbury. With distinct characteristics and development potential, the two areas will accommodate different opportunities for growth and investment. As Freight Street emerges, the Waterbury Train Station and the Metro North rail
system will now be at the center of Downtown providing transportation options for residents and businesses.

**People, Places, Jobs: Guiding Principles**

The Strategic Plan includes a wide variety of strategies for revitalizing Downtown. They span a range of scales, timeframes, and levels of investment. Though diverse, the strategies are united in their support of four guiding principles for planning the future of Downtown.

It is critical that Waterbury reclaim its position as a regional employment center and commercial hub. Existing businesses should be encouraged to grow and new businesses incentivized to locate in Waterbury in order to **Maximize Job Growth** across scales. Larger businesses can act as catalysts in jump-starting the City’s economy and office and development space is available in both the Historic Downtown and Freight Street District to accommodate them. Equally important are small businesses and start-ups. Supporting these small entities can take many forms including funding, incentives and small business loans programs, collaborative work spaces, and more.

While jobs are critical to the success of Downtown and the City, a significant residential population is needed to create and maintain an active, 24/7 neighborhood. Investment and policy decisions should be guided by the goal to **Grow Downtown’s Residential Population**. A healthy residential population can drive business growth, especially for restaurants and retail, and can enliven parks and public spaces on weekends and evenings. There is significant opportunity for housing redevelopment that meets the needs of a wide range of residents. Historic buildings in the Historic Downtown can be converted into apartments and condominiums. High-quality single family homes, primed for renovation, surround the Historic Downtown in walkable proximity. Freight Street will allow for even more variety in housing options with the potential for townhouses and other multi-family development on the waterfront.

Job and population growth can both **Capitalize on Existing Assets** of Downtown Waterbury. New investment and development should leverage assets of Downtown including existing buildings, The Green, cultural and artistic institutions, and the Naugatuck River in order to create a critical mass within a walkable, compact neighborhood. A clear strategy to encourage appropriate development within the Historic Downtown, especially along The Green, Bank Street, Leavenworth, Grand, and Church Streets will maximize the effectiveness of individual investments by clustering them together. Historic Downtown redevelopment, complemented by the great potential of the Naugatuck Riverfront to anchor new development along Freight Street, will ensure that two distinct neighborhoods emerge in Downtown.

Finally, ensuring a vibrant, economically sustainable, downtown neighborhood requires that every effort is made to **Activate the Public Realm**. This includes streets, parks, plazas, and the ground floors of buildings. As development happens, the ground floors of buildings must be activated with public programming such as restaurants, bars, coffee shops, retail, education facilities, galleries, and museums. These are the elements that bring people to the street and create the activity desired in a thriving urban center. The Green, Library Park, and other public spaces should be programmed with activities that attract people during the week and on weekends. They should be inviting spaces that encourage people to stay and enjoy. The public realm is the fabric of the daily experience of Downtown and is critical to its successful transition into a diverse, highly-desirable district at the heart of the City.
The specific strategies proposed in the Downtown Plan are organized in four major categories:

**Downtown Economic Restructuring**

**Downtown Housing**

**Downtown Transportation**

**Downtown Live-Work-Play Environment**

**Downtown Economic Restructuring**

The success of Downtown relies on the success of the businesses that reside and invest in the City and their potential for growth. Waterbury’s economy must be scaled up, diversified, and grown in a lasting and resilient way. Economic development efforts should focus on the recruitment, support, and financing of both small, emerging businesses and large, established industries and enterprises. Existing businesses and industries should be supported and offered every opportunity to expand and grow in place.

The realities of growing the economy are challenging and must be looked at and understood from a state, city, and district level. The state as a whole has seen moderate population growth in the last twenty years, yet employment has remained flat. While projections show both will increase, the gains are modest, meaning it is critical for Waterbury to position itself to capture as much of that growth as possible.

With a population of roughly 110,000, Waterbury is the fifth largest city in the state. Analyzing several key metrics, the City is comparable to Hartford, Bridgeport, and New Haven, yet it lags behind in some critical areas. Despite similar median incomes and percentage of people that live and work in the City, Waterbury is the only city of the four that is currently projected to lose population in the next five years. The City also has far lower jobs-to-residents ratio than New Haven or Hartford and the number of Waterbury Labor Market (LMA) residents commuting out of the LMA each day is greater than the number of outside residents commuting in. This means the City is no longer the regional employment hub it once was. These are all issues that the Strategic Plan aims to change through the many strategies related to economic growth.

Maintaining existing businesses is the first critical step in revitalizing Downtown. These are the businesses that are already committed to the City and are succeeding in Downtown. City leadership and the Waterbury Development Corporation (WDC) should continue to reach out to these businesses to understand the challenges to growth that may exist.

Supporting new and emerging small businesses is a priority that requires strategies that attract innovative, creative people and companies. New companies that are nurtured in the City and succeed are likely to be loyal to Waterbury and continue to invest in the community that invested in them. Some of the strategies that can help support these businesses include the creation of an incubator or coworking space and the development of a Downtown Marketplace. The idea of an incubator space provides start-ups and innovators with the office infrastructure and space they need as well as a community of like-minded individuals. The
Marketplace serves a dual role as both a potential incubator space for restaurateurs and retailers as well as providing the services and amenities the people the City is trying to attract have come to want and expect in the places they choose to live.

Attracting large, established industries and enterprises will require Waterbury to broadcast an innovative, growth-focused business climate, engage in active recruitment, and exhibit strong internal coordination. In particular, the City and the WDC will need to align around a proactive strategy to target and pursue specific industries and companies. Key targets include recruiting office support services which seek more affordable office space than is available in their headquarters locations. With the number of companies in the nearby New York City region, there is great potential to bring jobs to Waterbury. Additionally, expanding the role of the major educational institutions in the City can bring more jobs and people to Downtown. Working with UCONN to expand both student population and university jobs to the Waterbury should be a priority of the City.

The goal of all the strategies above and in the Plan is to encourage more private investment in Downtown. To reach this goal, it must be acknowledged that this investment often needs additional support or subsidy to succeed at this time. Available incentives and support structures, such as tax increment financing, historic tax credits, brownfield remediation funds, and others must be presented to potential investors in a clear way to position Waterbury as an ideal place to do business.

Critical to economic development, the Freight Street District - represents an unprecedented opportunity for the City of Waterbury. The WATER project will provide the infrastructure that will encourage the development of the Freight Street District with the construction of new streets and improved multi-modal circulation options. However, the streets alone will not make the new district a success. While WATER is implemented over the next several years, the City should begin the planning stages of future development. The wrong land use or development choice could severely hamper the ability to create a vibrant mixed-use district on the corridor in the future. A comprehensive plan for Freight Street District will help ensure that it becomes the pedestrian focused, mixed-use, downtown neighborhood that is envisioned. Such a plan will outline a clear physical and programmatic vision for the district and may include provisions for form-based zoning.

Downtown Housing

Attracting new residents is vital to having a vibrant and successful downtown. With the institutional and business anchors in Downtown already, the Plan focuses on strategies to increase the residential population of students, professionals, academics, public sector employees, and medical professionals.
Waterbury’s relatively affordable real estate is a distinct advantage over other similar cities. The City is already a great place for “urban pioneers” for whom home ownership might be unattainable elsewhere. Downtown is walkable, historic, architecturally rich, and easily accessible by car, bus, and train - all assets that will attract potential residents. The housing stock is varied, from single-family residences surrounding the Historic Downtown to recently developed and future new apartments right on The Green.

The development of multi-family housing can serve a range of new residents including students and faculty. The proximity of St. Mary’s hospital can allow for potential partnerships to develop medical professional housing. Historic buildings in Downtown are ideal for conversion to housing and the City can further encourage this through various incentive programs that help offset the costs of renovating historic structures. It is imperative to bring more residents to Downtown if the neighborhood is to grow into a mixed-use, vibrant place that people frequent at all times of day and week.

The Freight Street District presents the opportunity to diversify housing types and styles to complement the Historic Downtown, including, townhouses, lofts, and flats that will appeal to a broad demographic audience. With both neighborhoods developing, options will include historic structures in the core of the Historic Downtown and possible waterfront housing along the Naugatuck River.

In addition to multi-family development, the availability of single-family homes is a key element to the future of Downtown housing options. Many older, high quality homes exist in the neighborhoods adjacent to Downtown, but are in need of repair and renovation. Key neighborhoods should be targeted for renovation and HOME funds such as Lower Hillside, Lower Willow Street Plaza, Upper South End, and Crownbrook. These areas can provide the housing that young families and others may be looking for while still allowing them to be in the downtown area. Gaffney Place is a great example of quality renovation that transformed not just a single house, but a full block to enhance the neighborhood.

By supporting the renovation of many types of homes, including higher-value, larger homes, Waterbury will have a well-rounded and broad range of housing types. Having “aspirational” housing - larger, more valuable homes - near Downtown can inspire young families to “grow in place” in Downtown Waterbury rather than moving to suburban communities once their children grow. To the extent that Waterbury can retain long-term residents and homeowners, it will gain a population of motivated, invested, and committed citizens.
Downtown Transportation

Transportation systems and infrastructure form the backbone of Waterbury’s economy and day to day function. As Downtown Waterbury revitalizes, it will be critical to invest in transportation and infrastructure to support development efforts and drive opportunities for growth. Waterbury is strategically located along two major, regional corridors (I-84 and Route 8) that link the City and Downtown to larger economic and job centers in Hartford, Stamford, Bridgeport, New Haven, and New York City. In addition to the automotive connectivity the highways provide, Metro North rail connects the City to Bridgeport and to the entire I-95/Metro North corridor. All of these links to major markets make the City a prime location for businesses as well as residents looking for affordable places to live within commuting distance of the major job centers.

There are multiple elements to transportation and connectivity that factor into the future of the downtown including regional and local automotive accessibility, rail accessibility, local bus service, pedestrian and bicycle networks, and how transit oriented development can transform downtown. The Strategic Plan looks at all of these and provides strategies to enhance and improve them moving forward.

Regional access to Downtown is convenient from both I-84 and Route 8 with exits that bring you directly into the neighborhood. The proximity of the highways to the core often creates challenges with local access and to some degree that holds true in Waterbury. However, the number of streets that cross under the highway is generous and works to mitigate some of the physical and psychological barrier created by the elevated road traversing the City. Local circulation, especially between the Historic Downtown and Freight Street District is still a challenge. The WATER Project is critical to improving the connectivity between the two districts and stitching them together to form the expanded Downtown Waterbury. The reconstruction of Freight Street will improve access to the development sites within the Freight Street District and create a link to the Naugatuck River. The Jackson Street extension is the beginning of a more robust circulation network within the Freight Street District.

I-84 connects Waterbury to New York, Hartford, and Boston.
Route 8 connects Waterbury to Bridgeport and the rest of the I-95 corridor.
Bus system serves the City of Waterbury and surrounding communities.
Rail transport key for passenger travel. Recent and ongoing upgrades to infrastructure and scheduling benefit riders.
that will allow development to happen on multiple scales and improve access throughout the district. It is also a vital link to the Historic Downtown as it will intersect West Main which provides direct access to The Green and surrounding areas. The Meadow Street improvements will further work to link the neighborhoods by improving pedestrian connections.

With many people arriving by car, convenient parking is needed in Downtown. Waterbury has several well-located garages within easy access of the highway entry/exit ramps and within a short walk of key destinations in downtown. At a time when many cities are faced with parking garages disrupting the urban fabric and goals of their downtown plans, Waterbury is well positioned with an intact core and parking at the periphery. This is a pattern that should continue if parking demand in the Historic Downtown grows and in the planning of the Freight Street District allowing for a “park once” policy that encourages people to park and then walk between destinations within Downtown.

With goals of reducing traffic, providing multiple options for transportation, and improving the environment, regional transportation is increasingly important to Waterbury’s future. The presence of Metro North service is a great asset for the City, connecting riders directly to Bridgeport and from there to Stamford, New York, and New Haven. The challenge today is in level of service and convenience. Operating on a single track and with limited service, the current line is inconvenient and too slow for many commuters. The state is working

To further augment regional transit options, a charter shuttle bus service from Waterbury to New York, Stamford, or Bridgeport could be a faster, more convenient option to driving for many commuters. In the short term this may provide faster service than the rail line and can present Waterbury as a reasonable option for people to live that may work in these employment hubs.

Regional connections are important, but local transportation and accessibility is critical to the success of Downtown. Currently, Downtown is well served by numerous bus lines on the CT Transit-Waterbury system. The system operates on a “pulse point” with The Green as the hub, meaning buses arrive on the hour and half-hour to allow for transfers. This causes some challenges with the perception of The Green as too crowded with buses and people waiting for the bus. However, it positions downtown well for current and future ridership and meets the needs of key riders and their destinations, many of whom do not own cars and rely on the bus as their only source of transportation.

While The Green is the hub of the bus system today, it was not designed as a transit center and many challenges exist with the current configuration of the system. Buses and stops line much of the southern edge of The Green and the “pulse point” operation means several buses occupy the space at the same time often making the area feel crowded.
Additionally, there is minimal infrastructure to support riders.

A 2013 transportation study by the Naugatuck Valley Council of Governments (NVCOG) recognized The Green as the natural convergence point of transit and people and therefore recommends strategies for improving the transportation infrastructure at The Green rather than shifting the center of the system to another location. A new, ongoing NVCOG Waterbury Area Transit Study (WATS) is considering the impacts of alternates to the current operational hub, where they might be, and how to further improve The Green as part of the system.

Knowing the importance of The Green as the hub, several things need to be improved and implemented to enhance the experience, including covered bus shelters, trash receptacles, and public rest rooms. These amenities can help consolidate the transit aspects of The Green to a designated space and improve functionality of the system. Bus shelters have the potential to go beyond simply sheltering bus riders. They can be sculptural, architectural, place-making installations that lend character and identity to a space. Further, bus shelters can include technology (wifi, charging stations) as additional amenities to bus riders and others.

The desire to improve multi-modal options for accessing downtown requires addressing bicycle networks in addition to the automotive, bus and rail systems. Downtown streets do not currently have dedicated bicycle lanes nor does the area have the necessary amenities, such as secure bicycle parking, showers, and other needs, to support and encourage biking as a viable alternate to driving. The location and popularity of the YMCA in downtown may provide the opportunity for lockers and showers that would make commuting by bike more desirable. As part of a comprehensive mobility plan for the City and downtown, a city-wide bicycle plan should be explored.

The improvements to transportation infrastructure in the downtown will be greatly enhanced through the WATER Project and awarded TIGER grant to support its implementation. WATER lays the groundwork for the transformation of the Freight Street District into a mixed-use, transit oriented development that will expand downtown Waterbury to meet the Naugatuck River.

**Downtown Live-Work-Play Environment**

The most successful downtowns boast a 24/7, Live-Work-Play environment for living, working, dining, shopping, entertainment, and recreation. A Live-Work-Play community is one of choice, where the environment serves people’s needs, and in doing so, creates regular activity on the street and a palpable vibrancy that attracts other residents, visitors and businesses and makes Downtown attractive. The cultural makeup, public programs, and open spaces of downtown Waterbury are central to the success of creating a truly mixed-use district.

A casual walk throughout Downtown reveals a mixture of assets and projects in the making as well as serious challenges and needs. While the scale of the streets and buildings is ideal to support the creation of a vibrant community and while there are strong anchor institutions, the vacant storefronts and buildings, underutilized ground floor space and intermittent blighted facades contribute to an overall ambience of disinvestment.
The filling of vacant spaces must be a priority. A critical mass and diversity of businesses is needed to attract the public back to downtown for shopping, services and dining. While challenging, attracting new owners and tenants should be bolstered by the implementation of Downtown Next infrastructure improvements and the filling of at least one major downtown space, such as the Howland Hughes building or Sovereign Bank building. The tenant recruitment strategy for downtown should focus on specialty niches and activating ground floor space.

Public spaces are equally important to new businesses. Great civic spaces are “people magnets.” People go there not because the space is on the way to something else, but simply because they want to be there. Great civic spaces evolve into really great public “places” that become destinations in their own right. The civic spaces of Downtown include The Green, Library Park, the new Library Plaza, the future Riverfront Park, future development in Freight Street, as well as potential temporary transformations of the Train Station parking lot, loading dock of Palace Theater, and downtown streets. The City should prioritize events and programs, seasonal installations and attractions, and temporary art installations. These initiatives can range widely in scale, duration, level of investment, and nature.

The Green and Library Park are the historic and cultural centers of the Historic Downtown. The Green is receiving an upgrade to its traditional architectural features that includes new bus shelters, benches, waste receptacles, lighting, bollards and chains, landscaping and wifi capability. While this is underway, the City should explore various public/private partnership models to facilitate programming, maintenance and capital improvement support. The goal is to synchronize public, private and non-profit investments in The Green with a high standard of programming in order to transform it into an active, high-quality urban space and destination. A programming venue might include outdoor fitness classes, youth Frisbee, “Salsa on The Green,” ping-pong competitions, meditation classes, chess nights, art-making, outdoor classrooms, temporary art exhibitions, a summer movie series, concerts and markets.
Library Park should continue as a location for larger outdoor events. The space is attractive and flexible and its proximity to the Train Station makes it ideal for visitors who might want to avoid car use and parking. Events such as Brass City Brew Fest and The Gathering demonstrate the potential to attract thousands of regional visitors if the event is creative and taps into public demand. Other events that have public appeal include barbecue festivals; larger-sized concerts; seasonal food-centered festivals; flea markets or antique shows; outdoor artisans markets; and, a variety of sports competitions.

Connected to Library Park by a planned pedestrian bridge and walkway is the future Riverfront Park in the Freight Street District. Every effort should be made to advance this project. Like many riverfront parks throughout the country, this riverfront open space will anchor transit-oriented development in the Freight Street District, reconnect the community to its river and provide amenities and attractions not possible elsewhere throughout the downtown or City. If it follows the pattern of other high-quality urban riverfront parks, it can jump-start residential and office development. With its large swath of linear space, Waterbury’s Riverfront Park will offer a variety of recreational amenities needed by residents and families living in the future TOD, in addition to drawing residents and visitors to sports events, large waterfront concerts and events, and premiere access to the Naugatuck River for boating, fishing, and kayaking.

Beyond physical space, arts and culture are cornerstones of Waterbury’s identity. Anchor institutions like the Palace Theater attract visitors from the rest of the State and beyond. Waterbury has an excellent track record of coming together to invest in the major arts and cultural assets of the City, and should continue these efforts.

While Downtown is strong in more conventional, “established” arts and culture facilities, attention is needed in other facility-based areas. If Waterbury is to build an art and culture climate that attracts artists to relocate and contribute to the City’s creative revival, it must start growing its own artists at home. The creation of a strong local, cultural ecosystem can often be challenging, but the City and its nonprofit and community organizations should work together to strategically promote arts activities and events in a variety of media that will integrate creativity into the community and turn Waterbury residents into makers of art. This could include the development of a local arts incubator in the downtown. Often run by nonprofit organizations, arts incubators offer emerging artists shared workspace, equipment, exhibition space and marketing resources.

The installation of public art is a common tool that is also used to increase downtown street appeal, engage pedestrians, enhance the beauty of the surroundings and create a signature downtown identity. As the City moves forward on efforts to increase the presence of public art in the downtown, it should keep in mind that not all public art is large and costly and that a huge difference can be made with small touches of creativity. A Downtown Public Art Plan should address a variety of key locations that are in need of physical improvement and visual activation. Large-scale art should be considered for high-impact, public spaces, where art will catalyze reinvestment and help brand the City. Human-scale,

**STRATEGY: Organize Seasonal Events and Installations**
street-sized art (sculptures, murals, decorative, functional objects) should be placed in walking areas throughout the downtown. Edges of the City and gateways such as railroad underpasses, highway exit and entrance ramps, and traffic islands are significant opportunities for making larger-scale visual improvements.

Communicating the aspirations and achievements of Downtown Waterbury both internally and externally will be critical to transforming Waterbury’s image, celebrating its victories, and attracting new investment and activity. For example, a cohesive online and media presence could help organize information for potential newcomers and afford Waterbury an opportunity to “control the narrative” and present its best assets to the outside community.

As Waterbury evolves from its Brass City legacy, Downtown has the opportunity to embody a new identity, to be the generator of new activity, the home of new industries and the hub of Waterbury’s community.

The principles and strategies proposed in the Downtown Waterbury Strategic Plan serve as a reference tool to evaluate development proposals and investment opportunities. As Waterbury evolves from its Brass City legacy, Downtown has the opportunity to embody a new identity, to be the generator of new activity, the home of new industries and the hub of Waterbury’s community. The Downtown Waterbury Strategic Plan guides Waterbury on a new path, one that builds on legacies and successes of the past while looking towards the future.

The Downtown Waterbury Strategic Plan should become part of the City’s Plan of Conservation and Development. The Plan of Conservation and Development contains goals, policies and standards for physical and economic development; provides for a system of streets, roadways, pedestrian circulation, sidewalks and trails; and is designed to promote the coordinated development of the City to improve the prosperity of Waterbury citizens. The plan is also intended to identify opportunities for compact, transit and pedestrian oriented development patterns and locations. The plan is intended to advance the regeneration of the City by identifying readily developable sites that will create more investment, employment, housing and commercial/retail development. The Downtown Waterbury Strategic Plan includes specific recommendations and projects that can be used to fulfill the goals of the Plan of Conservation and Development.