



# Naugatuck

Plan of Conservation & Development

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# 2013

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Plan Produced By:



**Fitzgerald & Halliday, Inc.**

*Innovative Planning, Better Communities*

## Acknowledgements

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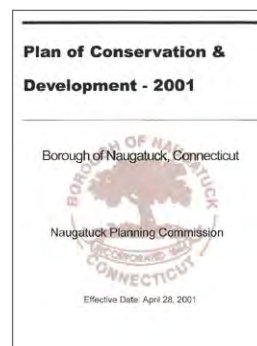
# Introduction

## The Plan of Conservation and Development

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### Why Prepare a Plan?

A Plan of Conservation and Development (POCD) is a tool for examining the state of a community and formulating a guide for its future. It is an opportunity for a community to come together and reach a consensus about the kind of place everyone wants it to be. This plan's purpose is to establish a common vision for the future physical form, economic health, and quality of life for the Borough of Naugatuck and to express the community's collective policies that will help frame that vision. That common vision provides a foundation for land use management in the Borough through the zoning regulations. Thereby, this plan's purpose is also to support and reinforce the zoning regulations intent to protect the health, safety and welfare of the people of Naugatuck. This plan then lays out a set of recommended strategies and complementary actions to implement those policies and help them be realized.



Naugatuck's 2001 POCD

This plan also meets state statutory requirements for municipal planning. The Connecticut General Statutes require that a municipal plan of conservation and development be updated every ten years. While it has been 12 years since the approval of Naugatuck's 2001 plan, Section 5 of Connecticut Public Act 10-138 relieves municipal planning commissions from the obligation of having to prepare or amend a municipal plan between July 1, 2010 and June 30, 2013.

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### Summary of Connecticut General Statutes Section 8-23 Plan of Conservation and Development

#### *The Planning Commission:*

- Shall prepare (or amend) and adopt a plan of conservation and development at least once every ten years
- Shall regularly review and maintain the Plan
- May adopt amendments to the Plan or parts of the Plan as it deems necessary
- May prepare/amend plans for the redevelopment and improvement of districts or neighborhoods containing special problems or opportunities

#### *The Plan Shall:*

- Be a statement of policies, goals and standards for the physical and economic development of the municipality,
- Provide for a system of principal thoroughfares, parkways, bridges, streets, sidewalks, multipurpose trails and other public ways as appropriate,
- Be designed to promote, with the greatest efficiency and economy, the coordinated development of the municipality and the general welfare and prosperity of its people
- Recommend the most desirable use of land within the municipality for residential, recreational, commercial, industrial, conservation and other purposes and include a map showing such proposed land uses,
- Identify areas where it is feasible and prudent to have compact, transit accessible, pedestrian-oriented mixed use development patterns and land reuse, and to promote such development patterns and land reuse,

- Recommend the most desirable density of population in the several parts of the municipality,
- Note any inconsistencies with the State Conservation and Development Policies Plan
- Make provision for the development of housing opportunities,
- Promote housing choice and economic diversity in housing and encourage the development of housing which will meet the housing needs and
- Consider focusing development and revitalization in areas with existing or planned physical infrastructure.
- Consider the following:
  - The need for affordable housing
  - The need for protection of existing and potential drinking water supplies
  - The use of cluster development
  - The state plan of conservation and development
  - The regional plan of development
  - Physical, social, economic and governmental conditions and trends
  - The needs of the municipality
  - The objectives of energy-efficient patterns of development
  - Protection and preservation of agriculture



## How the Plan Will Be Used

This Plan of Conservation and Development is an advisory document for the Naugatuck Planning Commission and Zoning Commission. It provides a framework for decision-making with regard to growth and development activities in the Borough over the next decade. Yet, the plan will be most useful when everyone in the Borough is familiar with it and endorses it. All town boards and commission should refer to it on an ongoing basis when decisions are being made about not only development applications, but public facilities improvements, public works projects, resource protection, and annual Borough budget preparations.

This plan updates the 2001 Borough Plan. It does not repeat all the fundamental data that quantifies the characteristics of the Borough as were included in the 2001 plan, but rather focuses on how the Borough is changing over time and how the community wants to guide those changes to direct the future.

Finally, this plan must be formally adopted by the Planning Commission and endorsed by the Borough legislative body. While the state statutory responsibility to adopt the Plan rests with the Planning Commission, implementation will only occur to the degree that the community at-large collectively contributes to undertaking its recommendations.

In order to facilitate the implementation process, this plan includes a process for conducting regular updates. Periodic ‘reality checks’ for the plan will allow the Borough to evaluate progress being made on its recommendations or to decide on changes in direction if warranted. Thus, this plan is a living and dynamic document. It is designed to be used as an action plan and set of benchmarks over time, making it possible to keep track of measurable progress rather than a static report that will sit on a shelf until a subsequent update is prepared in another ten years.

## Guiding Principles and Goals

Contemporary community planning is an active process that uses “smart growth” principles to promote the kind of place a community wants to be. Smart growth for Naugatuck is an approach to long-term community development that focuses on quality of life and economic stability for everyone today and which is sustainable into the future. It relies on these principles to:

- Preserve valued community and natural resources while growing the economy;
- Place development where there is or will be infrastructure (water, sewer, roads, and schools) and optimize use of available infrastructure before expanding it;
- Place priority on re-use of previously developed sites and to encourage new development in targeted growth areas;
- Take steps to preserve and safeguard preserved open space as well as land identified for preservation
- Pursue a compact, mixed-use pattern of development for key core areas that creates walkable neighborhoods and downtown character
- Provide a range of type and style of housing so that households from young adults to seniors can choose to live in town
- Promote a transportation system that encourages travel by a variety of modes (walking, bicycling, and transit in addition to the automobile)
- Apply these principles in a tailored way that supports the vision of where and how the Borough of Naugatuck wants to grow

## Naugatuck's POCD Planning Process

Naugatuck's POCD update was led by the Land Use Office and advised by the Planning Commission. All efforts were made to make this process as inclusive as possible. Department heads were solicited for input and the public was engaged at community events and via an on-line survey.

### How the Plan is Organized

This plan contains an introduction to Naugatuck, followed by an analysis of and recommendations for specific focus areas and concluding with an implementation plan. The format is as follows:

1. Introduction including Vision Statement
2. Focus Areas
  - a. Trends analysis – A critical look at what has remained constant in the Borough in the last decade and what has changed
  - b. SWOT analysis – An examination of the Borough's strengths (S), weaknesses (W), opportunities (O), and threats (T).
  - c. Policies and strategies – a statement of the policies and related strategies that reflect the vision and, at the same time, realities posed by the opportunities and constraints of today
3. Implementation Plan; this includes a recommendation for each category of actions for the organization or groups that might be most strongly vested in and best champion seeing those actions through. The recommended group is not expected to undertake all the actions on their own, but to serve as the driving force necessary to engage others in helping to see those actions completed.

### Stakeholder Interviews

### Community Survey

### Visioning

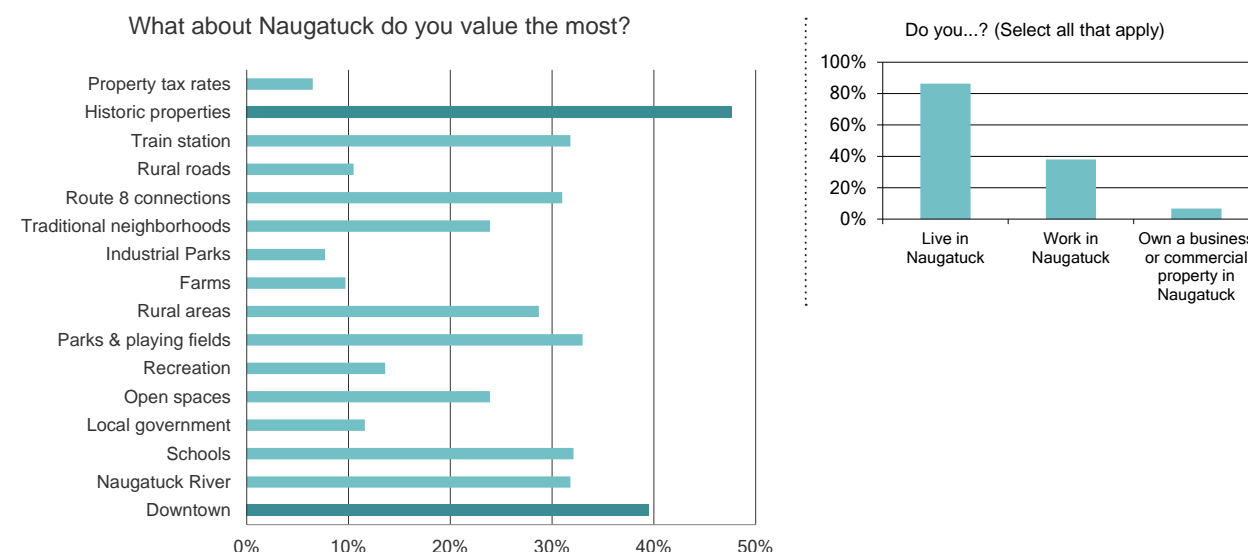
### Trends Analysis

### SWOT Analysis

### Policies and Strategies

## Naugatuck Community Survey

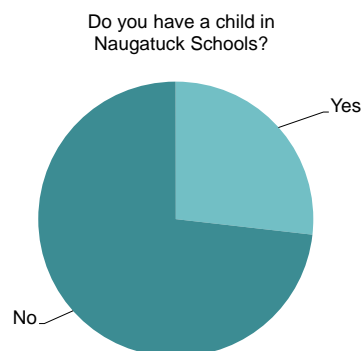
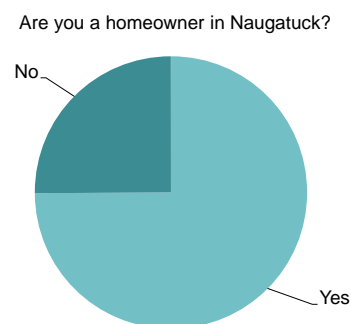
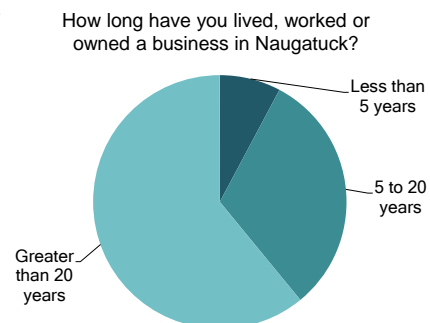
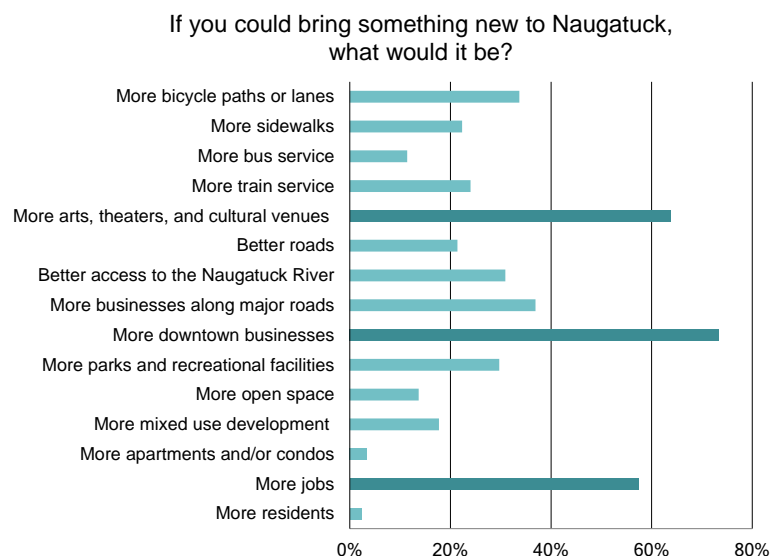
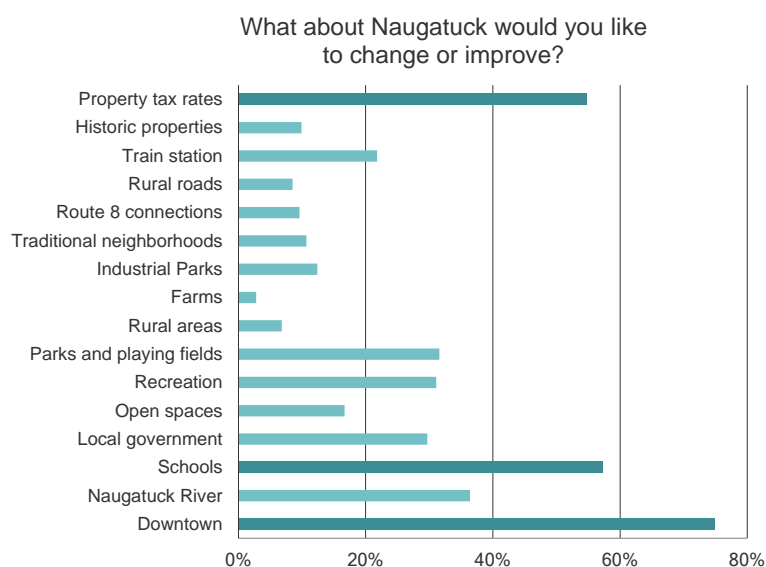
The Naugatuck Community Survey was developed as a means of soliciting public input into the POCD update process. The update was promoted at the Arts in the Park event on September 29th 2012. Direct outreach to over 200 people occurred and attendees were informed of the survey. The survey was also promoted at Naugatuck High



School as a means of soliciting input from young adults. In total, 375 people responded to the survey. Most of those responding (86%) were residents of Naugatuck with input from many people who work or own a business or commercial property in Naugatuck. Respondents generally had very strong ties to Naugatuck, with most (61%) living in Naugatuck for twenty years or more. Most respondents (75%) were also homeowners, with 27% having a child in Naugatuck Schools.

When asked what you value the most about Naugatuck, historic properties and Naugatuck's downtown were the most valued. The downtown was also identified as the thing that people wanted to change or improve the most, with 75% of respondents identifying this as a priority. Naugatuck Schools and property tax rates were also identified as top priorities for change or improvement.

Respondents were most interested in seeing more downtown businesses and cultural venues, followed by more jobs in Naugatuck.



## A Vision for Naugatuck's Future

A Vision Statement was written for the Borough based on the thoughts, ideas and desires of the community as a whole. The Borough's collective ideas were documented based on a community-wide public involvement process for this plan.

### Borough Of Naugatuck Guiding Vision Statement

*In the future, the Borough of Naugatuck will preserve its traditional character with a core downtown area along the Naugatuck River; a mix of businesses along existing major roadways and a mix of homes throughout. This will be complemented by a rich diversity of housing within the Borough core, to meet the needs of residents of all incomes. It will be economically stable and vibrant.*

*There will remain a variety of open spaces; in particular, access to the Naugatuck River as a scenic and recreational resource. Open spaces are envisioned to be linked to one another by a series of both on and off-road routes so that they can be well accessed and enjoyed.*

*The Downtown and community core along Route 8 will become a more vibrant center of activity and a destination. It will offer places to live, work, shop, eat, find entertainment, and cultural enrichment. It will provide a diversity of services that enhance the quality of life for residents, and invite travelers to stop. The downtown will continue to be well defined visually and aesthetically, providing a positive experience for residents and visitors, with a distinctive identity that is well known throughout the central Naugatuck Valley region.*

*Development throughout the community core will have complementary scale, character and density that will contribute to a sense of both history and vitality. This character will build on the historic themes represented by the Borough's historic architecture. Most new commercial development will occur in the core and result from infill and from reuse or redevelopment of existing sites. Any new large-scale commercial developments will be located along major thoroughfares and adjacent to similar scale developments of today.*

*The Borough will be easy to access and navigate by car, bicycle, transit, and on foot. There will be a variety of opportunities to travel by all these means along all roads within the Borough core, along with key connections among those means. The train station will be actively used and will draw visitors as well as commuters from around the region to Naugatuck. Streets in the downtown will offer a balance among motor vehicle and pedestrian and bicycle traffic, with an enhanced streetscape that is pedestrian friendly and complementary to the character of the area.*



Naugatuck's Downtown is a valuable asset to the community.



Naugatuck's open space is an essential component of its identity.



Naugatuck's diversity of housing is and will continue to be a key asset.



## A Biographical Sketch Of Naugatuck

### History

Naugatuck was settled in 1701 as a farming community. As the industrial revolution took place, it was transformed into a primarily industrial economy with rubber manufacturers and woolen mills located along the Naugatuck River in similar fashion to other Naugatuck Valley communities. The limited availability of the automobile meant workers tended to live within walking distance of their factory jobs and around the edges of the downtown in compact neighborhoods. The downtown served as the governmental, retail, spiritual, and entertainment center of the community.



Naugatuck 1887

This pattern held mostly stable until after World War II. A changing local and national economy with the new trend towards a preponderance of single-family homes on large suburban lots took hold with more homes being built further from Naugatuck's center. This trend was supported by the growing popularity of the automobile and expanding state highway and arterial street network. As residential sprawl occurred, retail and service uses also spread from the downtown along the primary roads such as Rubber Avenue and New Haven Avenue. At the same time, newer, modern manufacturing facilities were built outside of the older industrial area in new industrial parks and with easy roadway access to the highway.

The 2001 plan of conservation and development observed that Naugatuck faced residential development pressure at that time on the outer fringes of the community as well as retail development pressures along the major roadway corridors. Long-range planning focused on managing the growth of residential subdivisions. This was due to concerns about home construction occurring on remaining developable areas that have challenging topography and potential conflict between housing growth and goals of natural resource protection. In addition, the plan observed that those outlying areas were served by infrastructure of varying quality including water, sanity sewers, and roads. Residential development pressure could translate into pressure on the community to expand and upgrade its infrastructure to meet residents' basic need for services. In terms of corridor retail development, the challenges were seen as quality and compatibility of design, traffic impacts, and relationship to adjacent residential areas. Those concerns all remain today.



Naugatuck's Historic District

Connecting Naugatuck to its history is a collection of historic properties located within the Downtown. These historic buildings add to the character of Naugatuck's downtown. The Naugatuck Center Historic District (see map at left) is home to most of these historic properties and was listed on the National Register of Historic Places in 1999. The district includes 137 sites that contribute to its historic significance, including the Naugatuck Green. Properties on the National Register include The Tuttle House, Salem School, and the U.S. Post Office. The Naugatuck Historical Society actively works to promote and preserve the Borough's historic assets, but there are no formal mechanisms in place such as a Historic District Commission that would formally review proposals for property changes to prevent loss of historic resources to redevelopment. At the same time, there are no predominant architectural themes that define the downtown. Rather, architecture tends to reflect the decade when a structure was built, without strong acknowledgment of the adjacent building styles.

## Natural Environment

Naugatuck is fortunate to have a diversity of high quality natural resources. The Borough is characterized by large forested areas, rolling hills, areas of cliffs and steep inclines, as well as numerous streams and small waterbodies along with scattered areas of rich farming soils. Specific notable resources include:

- The Borough falls within five different watersheds with associated streams and brooks
- Naugatuck River – Dividing the Borough in half from north to south, the Naugatuck River receives all the water from surrounding watersheds. The river is multi-use providing for recreational activity as well as industrial use. In addition, the river serves as an outfall for treated sewage effluent. All the surface water that drains Naugatuck's 16.5 square miles flows into the Naugatuck River then into the Housatonic River and ultimately into Long Island Sound.
- There are two aquifer protection areas: areas which overlay a high quality source of public drinking water supply. These occur at the northeastern edge and southeastern border of the Borough
- Naugatuck State Forest creates a large tract of permanently preserved open space within the Borough

## Regional Influences

Naugatuck sits near center of the Naugatuck Valley. It is a member of the Central Naugatuck Valley Planning Region which includes thirteen communities encompassing 311 square miles in west central Connecticut. The Borough is linked economically with the other towns up and down the Naugatuck River Corridor and the City of Waterbury with employment and direct access to State Routes 8, 63, and 68. This means travel on these roads is not only to and from Naugatuck, but Naugatuck's main routes also serve through travel to reach other destinations in the region and across Connecticut as well.

The recent Central Naugatuck Valley Regional Plan of Conservation and Development completed in 2008 (regional POCD) provides general recommendations for the future physical development of the region and its municipalities. Its purpose is to recommend policies that will guide decision-making about the future direction, form and character of the region as a whole. The Plan will "guide COGCNV in setting priorities, reviewing state, regional and local proposals, implementing programs, and assisting member communities".

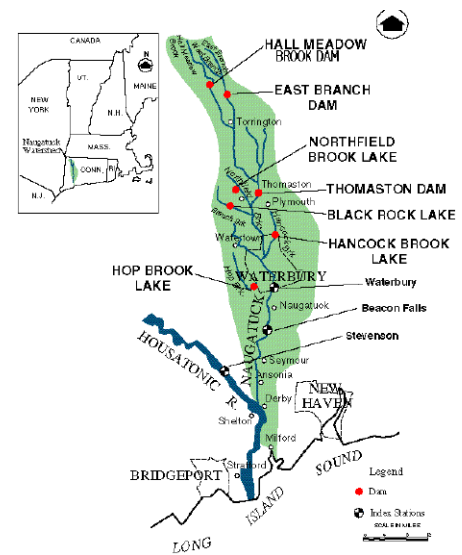
## Central Naugatuck Valley Region



*The Central Naugatuck Valley Region*



*The Naugatuck River*



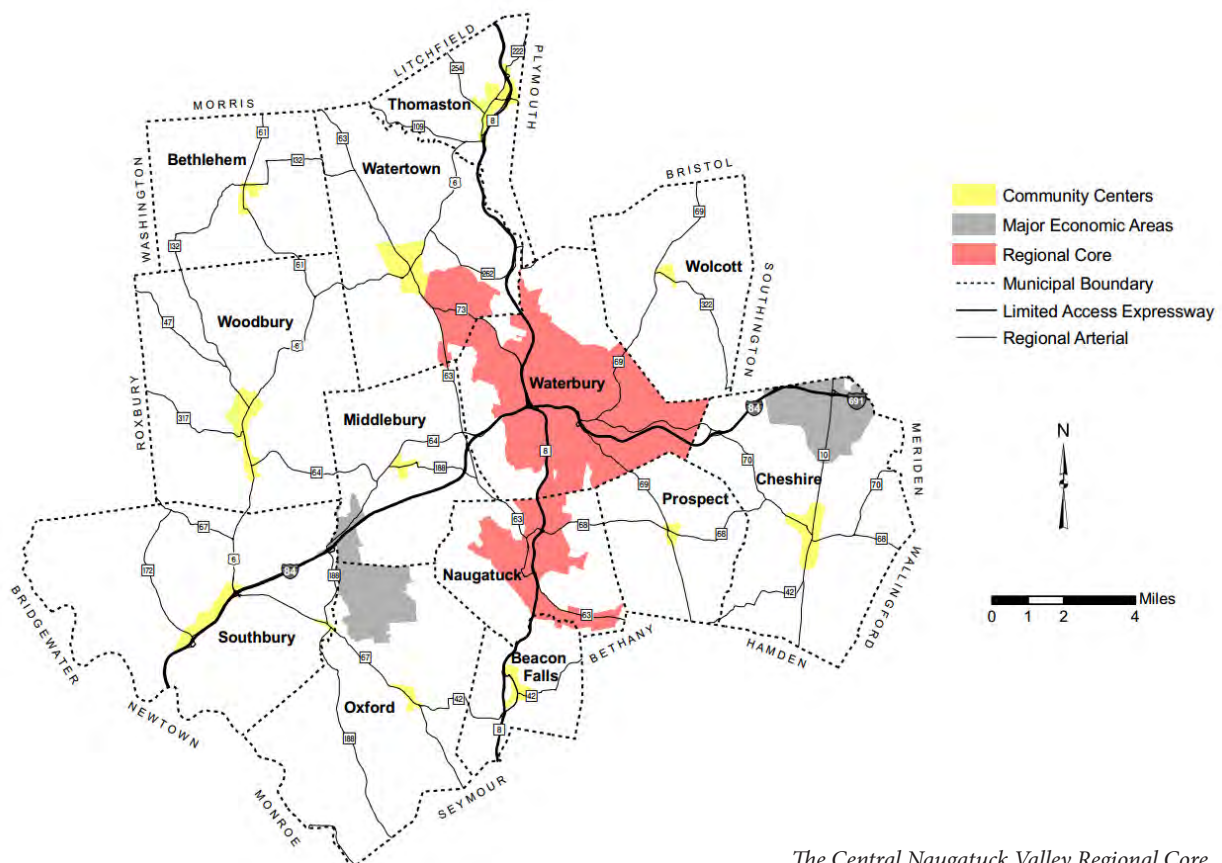
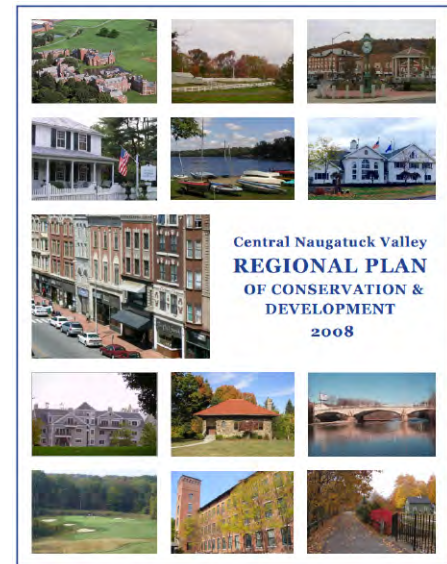
*The Naugatuck River Watershed*



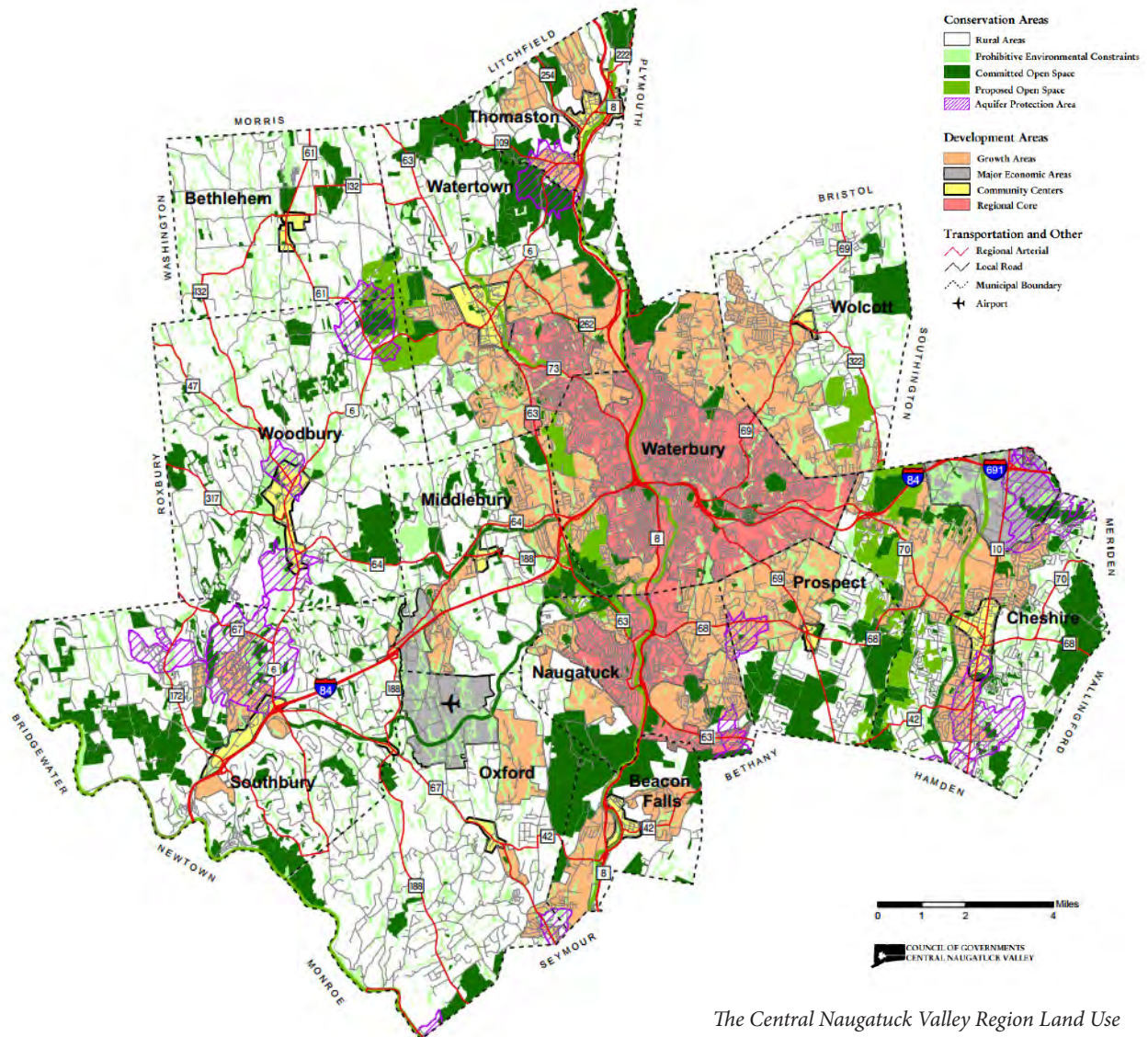
The regional POCD reflects a region-wide perspective on the role the Borough of Naugatuck is expected to play in future growth and change in the region. In this context, it describes the spine of the Borough along Routes 8 and 63 as part of the larger regional economic core. It recommends aggressively pursuing economic development in the region and directing it to this core area. In guiding the location of future growth in the region, the regional POCD recommends:

- Targeting growth in areas where adequate infrastructure is available, including the transportation network,
- Discouraging all forms of large-scale development in rural areas
- Taking action to address issues associated with suburban growth pressure
- Conserving farmland as an important natural resource, and
- Increasing affordable housing opportunities

The regional POCD future land use map on page 10 shows patterns of desired regional development over time and indicates the Borough of Naugatuck as a growth area, particularly for its central core north to south. The exception to this growth area designation is a policy of preserving open space along the Naugatuck River and protecting other existing preserved open spaces such as the state forest.



*The Central Naugatuck Valley Regional Core*



*The Central Naugatuck Valley Region Land Use*



*Photo Credit: Naugatuck Historical Society*

# Naugatuck's People



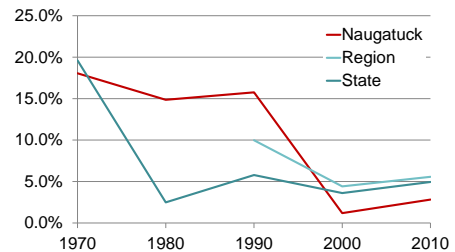
## Demographic Trends

Naugatuck's population, while slowly growing, is also becoming increasingly diverse. The Borough is home to approximately 32,000 residents and the population is aging with more people above age 45 in 2010 than in 2000. Naugatuck has also struggled economically over the past decade, with median household incomes down 9% since 2000. Naugatuck does, however, have a lower poverty rate than both the region and state. Educational attainment in Naugatuck is also rising with more high school and college graduates in 2010 than in 2000.

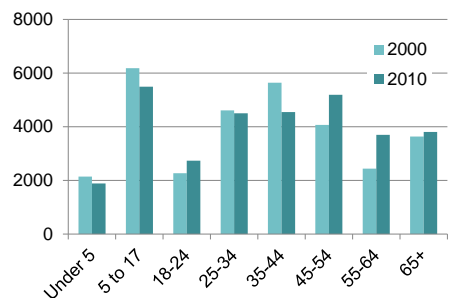
**Population:** One of the most interesting trends in the past decade for Naugatuck has been population change as it has risen and fallen, but overall growing slowly since 1980. Naugatuck's population growth showed a small upsurge between 1980 and 1995, but then declined considerably again during the late 1990's. Population growth has been recovering since 2000. Still the rate of growth lags behind the pace of both the state and region.

**Diversity:** In addition to population growth, the diversity of the Borough's population has also changed. Naugatuck's diversity is growing at a faster rate than that in the region as a whole, yet Naugatuck remains less diverse in terms of minority population than the State and Region overall.

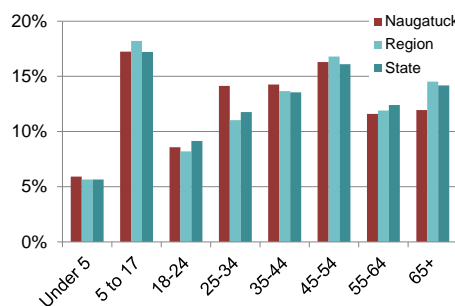
**Age:** Another noticeable population trend is change in the age distribution of Naugatuck's residents. Naugatuck's 45-64 year-old age group grew considerably between 2000 and 2010. Similarly, the 18-24 year-old age group, while only 1/3rd the size of the 45-64 age group, also grew since 2000. At the same time, Naugatuck's household type is trending towards single person and non-family households. This trend is comparable to that occurring in both the state and region. The data suggests the population of older adults and the elderly living alone is growing most rapidly while there is evidence as well of some young adults settling in Naugatuck. There is also evidence of continued growth in the number of children age 5 and under. This suggests that as more young adults stay in Naugatuck, young families may be forming.



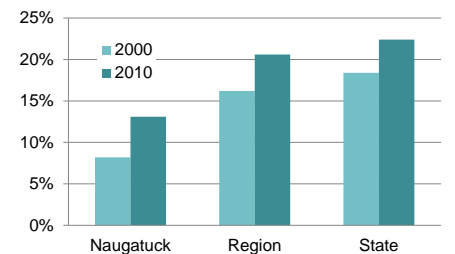
Population Increase per Decade



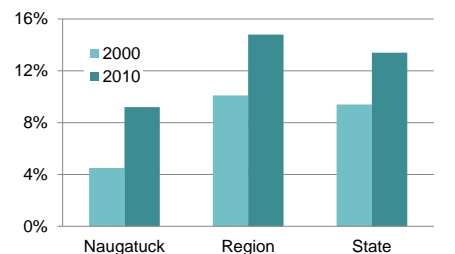
Age Distribution



Age Distribution vs Region and State

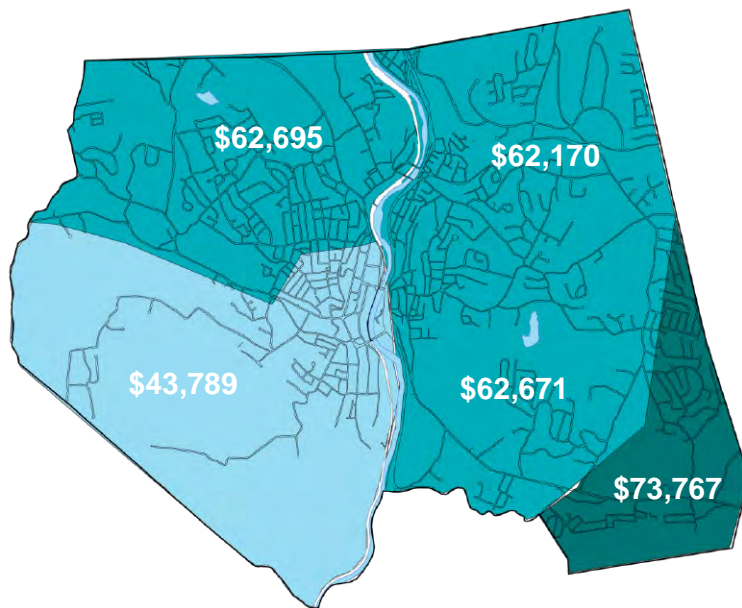


Non-White Population



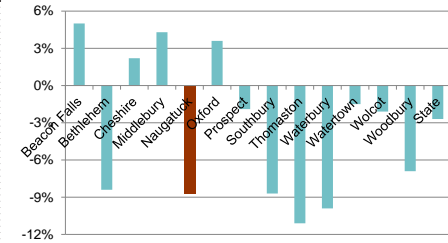
Hispanic Population

**Household Income:** Incomes have been trending downward in Naugatuck. Median household income was down more than 8% between 1999 and 2009. Additionally, Naugatuck's median household and per capita income remain less than comparable state incomes and less than the balance of towns in the region with the exception of Waterbury. In contrast, the \$100,000+ income group grew substantially in that time and Naugatuck has a lower poverty rate than both the region and the state. This data suggests a growing income gap with middle-incomes not rising in concert with the cost of living, and with a larger income span between relatively wealthy and poorer residents; a trend that reflects national conditions.

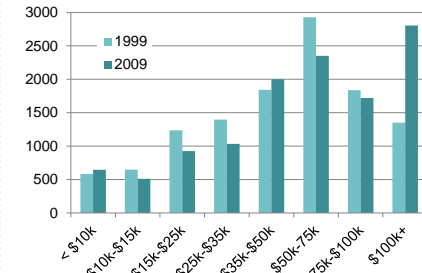


2009 Median Household Income Distribution

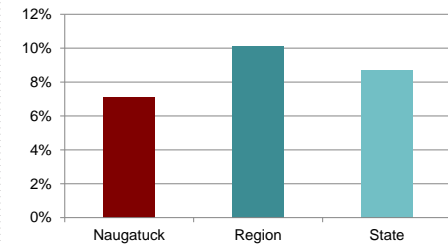
**Educational Attainment:** The level of education among Naugatuck's residents has been rising over the past decade. The Borough has a growing number of high school graduates as well as those with some college education or higher education degrees. This suggests that although the local school system is a community concern, the number of those successfully graduating from the system is rising. The data also suggest that a growing number of those young adults settling in Naugatuck have had higher educational attainment over time.



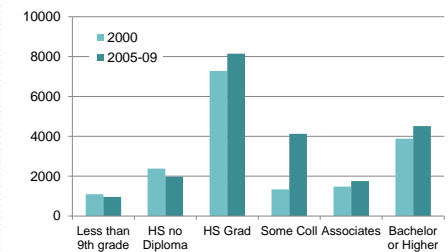
Estimated Median Household Income Percent Change (1999-2009) Adjusted for Inflation



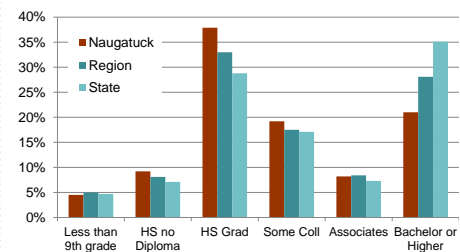
Household Income 1999 vs 2009 (2009 Inflation Adjusted)



Poverty vs Region and State (2010)



Educational Attainment (2000-2009)



Educational Attainment vs Region and State (2010)

## SWOT Analysis of Naugatuck's Population

The Borough has continued to make some gains in population. This growth has brought with it, an increase in the cultural and ethnic diversity of residents. In the community-wide survey, a number of respondents noted that the people of the Borough are one of its strongest assets. The Borough was viewed as family-oriented, with strong neighborhoods.

The growth in numbers of more elderly population in Naugatuck coupled with declining household incomes suggests there will be a growing demand for services to meet the needs of both groups and they may often be one and the same. A positive note is the increase in the level of educational attainment in Naugatuck. A more educated workforce creates a positive environment to encourage new sources of employment with higher paying jobs available and a higher standard of living which in turn supports the health of local businesses.

Finally, recent studies have shown that today's 20 and 30 year-olds as well as a growing number of the elderly seek to live in vibrant neighborhoods where there are a variety of services, cultural opportunities and opportunities to interact. They desire homes in places that are walkable, have good transit connections, and are not automobile-dominated. While the Borough downtown has the fundamental elements to offer this kind of place, that could attract more young adult residents, and offer amenities to older citizens, it lacks the economic vitality and character at the present time to meet these population groups' vision for the kind of place they want to live.

### Strengths

- A stable population that allows the Borough and school system to plan for and accommodate demand for services
- Increasingly diverse population that contributes to Naugatuck's culture
- Lower poverty rate than region and state
- A substantial increase in upper income households
- Increasing educational attainment of residents

### Weaknesses

- Low population growth which limits attraction of new businesses and growth of the local tax base
- An increasing number of single parent households which tend to be more economically vulnerable than other households
- Decreasing median household incomes.
- Lower proportion of residents with secondary education than region or state

### Opportunities

- Potential for population growth by fostering economic development, increasing diversity of housing supply, and increase quality of life to retain and attract new residents
- An aging population that may support a new market for independent living/lifestyle change housing for seniors
- Continue to invest in strengthening the school system to promote higher educational attainment and attract young families
- Leverage cultural diversity as a community asset

### Threats

- Low population growth will not create market demand for residential infill of the downtown
- An aging population that may leave Naugatuck if there is not sufficient diversity in housing choices
- A continued erosion of median household incomes
- Economic segregation within the Borough with upper incomes in the southeast corner of the Borough and lower incomes in the downtown and southwest section
- Aging population may increase demand for health and social services

## Policies and Strategies for Naugatuck's Population

**Guiding Policy:** *The Borough's policies and actions will create a community that provides opportunities and a high quality of life for its residents. Naugatuck will be a place that attracts youth while providing a stable community for its lifelong residents.*

The strategies and actions for achieving this policy are outlined in the following sections of this plan. More specifically, these aims are addressed by recommended policies and strategies for housing, land use, economic development, open space, transportation, infrastructure, schools, and governance.





# Housing

## Housing Trends

The Borough of Naugatuck's housing stock has been significantly influenced by its factory heritage and therefore is primarily older closer to the historic center with newer homes set in subdivisions away from the core. New housing development in the past decade has primarily consisted of single-family homes on one acre or more rather than multifamily or higher density housing types. Trends in housing in the Borough have tended to follow national trends with the previous growth and recent decline in the housing markets.

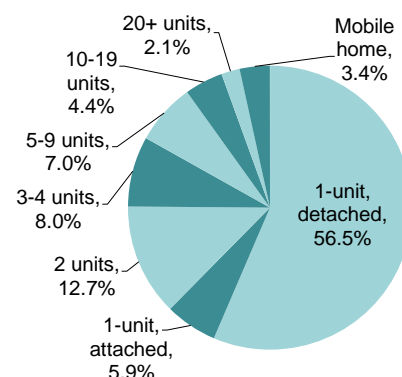
**Housing Units:** Naugatuck's housing stock continues to be primarily single-family detached units on individual lots which are currently 56.5% of the total. The total number of housing units in larger-scale multifamily complexes has been decreasing in the past decade, although, in contrast, there has been some growth in the number of two-unit and 5-9 unit structures. While the number of single, attached units such as townhomes grew by more than 60% in the past decade, they still represent only six percent of the total housing stock. Mobile home units are also more prevalent in the past decade.

Housing Type	1990		2000		2010 Estimate		% Change 2000-2010
	Units	Percent	Units	Percent	Units	Percent	
<b>Total Units</b>	<b>11,930</b>		<b>12,341</b>		<b>13,383</b>		<b>8.4%</b>
1-unit, detached	6,192	51.9%	6,822	55.3%	7,557	56.5%	10.8%
1-unit, attached	641	5.4%	476	3.9%	794	5.9%	66.8%
2 units	1,534	12.9%	1,519	12.3%	1,704	12.7%	12.2%
3-4 units	1,170	9.8%	1,194	9.7%	1,070	8.0%	-10.4%
5-9 units	853	7.2%	887	7.2%	933	7.0%	5.2%
10-19 units	908	7.6%	693	5.6%	584	4.4%	-15.7%
20+ units	150	1.3%	400	3.2%	281	2.1%	-29.8%
Mobile home	332	2.8%	350	2.8%	460	3.4%	31.4%
Other	150	1.3%					

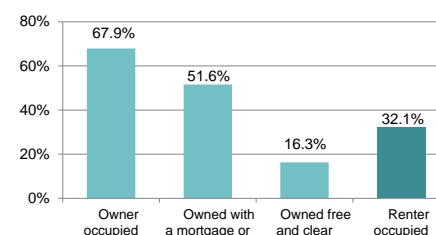
Housing Type Trends 1990-2010

**Housing Tenure and Vacancy:** Naugatuck's housing remains primarily owner-occupied with the number of owner-occupied units growing more as opposed to rental units over the past decade. There continues to be a fairly large renter occupied population, however, at 32.1% of all housing currently. This percentage is comparable to the State-wide numbers. Within the Central Naugatuck Valley Region, however, only the City of Waterbury has more renter-occupied housing units as a percentage of the total than Naugatuck.

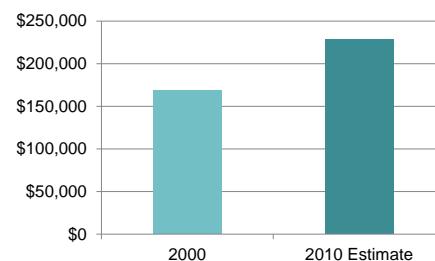
Naugatuck had 13,061 housing units as of 2010. Of those units, 95% are occupied. The homeowner vacancy rate is 1.8% which, while low, is slightly higher than Connecticut's overall rate of 1.6%. Although homeowner vacancy rates are higher than the previous decade, housing availability has remained relatively stable. The same is true of the rental vacancy rate of 6.6%. Naugatuck has more rental stability than in the State as a whole; Connecticut has an overall rental vacancy rate of 8.2%.



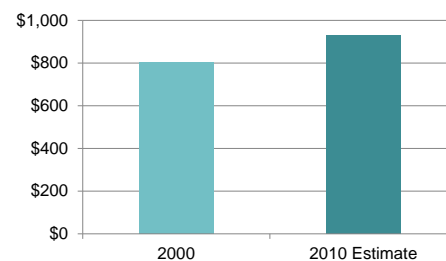
Type of Housing Units (2010 Estimate)



Occupied Housing Units (2010)



Median Owner-Occupied Housing Value  
(2010 Estimate Inflation Adjusted)



Median Gross Rent  
(2010 Estimate Inflation Adjusted)

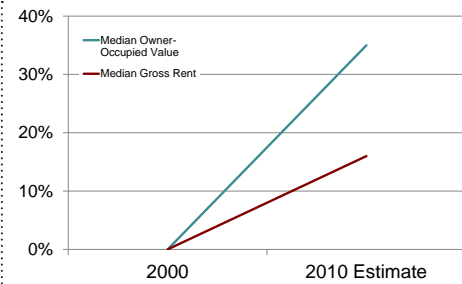
**Housing Permits:** Similar to the rest of the state and country prior to the recession, Naugatuck had a period of significant housing construction. A number of proposed developments throughout the Borough remain incomplete, however (either the development was not completed or homes remain partially constructed); a trend also found nationally. Information provided through interviews with Borough staff along with a review of Borough records from 2001-2008, highlight this issue as there were 773 approved lots during that period but only 147 were built upon. Permit data from the U.S. Census and the Connecticut Department of Economic and Community Development also indicate that since 2009, the Borough continued to see decreased housing construction activity. For example, in 2011, there were only 10 permits issued in the Borough, compared to 99 permits in 2005.

**Owner-Occupied Housing Values:** Since 2000, Naugatuck has seen an increase of 71.4% in median owner-occupied housing value, from \$133,000 to \$228,000 in 2010. Nonetheless, Naugatuck is one of three municipalities in the COGCNV region with the lowest housing values. Naugatuck housing values are also comparatively affordable in the context of the state overall which had a 2010 median owner-occupied value of \$296,500.

Historically, Naugatuck has had lower median sales prices than New Haven County and the state as a whole. As has occurred throughout the Country, home sales have dropped dramatically from the pre-recession period. From 2007-2009, the median sales price in Naugatuck dropped by 12.8% compared to the County where there was a 5.8% loss and a loss of 10.2% in the state overall.

**Rental Costs:** Gross rent is defined as including both monthly rent and utilities. Naugatuck's median gross rent in 2010 was \$932/month, up 47.7% from 2000 when the median gross rent was \$631/month. Similar to housing values, Naugatuck's rental values are comparatively affordable in the context of Connecticut's 2010 median gross rent, at \$982/month.

**Housing Conditions:** The Borough's housing stock is primarily older. Only 12% of housing units were built in the 1990s and in the 2000s, 32% were built during the 70s and 80s, and about 56% were built during the 60s or earlier. The Borough's housing condition was last studied in depth in 1960. Since the 1960 report, trends in those conditions have not been tracked. Observation of housing conditions from the street in the Borough core area suggests that while most housing has been maintained, much of the older housing remains and which has not been substantially upgraded or replaced. That is, there has been limited change in housing conditions in the center of the Borough with new housing concentrated in subdivisions at the Borough edges.



*Median Housing Value and Rent Increase  
(2010 Estimate Inflation Adjusted)*



*Home Sales and Median Sale Price  
(2007-2012, Source: CityData.com)*



**Affordable Housing:** The State of Connecticut has a goal for each municipality to have a minimum of 10% of its housing stock classified as affordable. Affordable units are defined as governmentally assisted units, units with tenant rental assistance, subsidized mortgages, and deed restricted units preserved as affordable to persons or families whose incomes are less than or equal to 80% of the area median income. According to the State's 2011 data, Naugatuck's housing stock is about 8.2% affordable. Currently there are no deed restricted units in Naugatuck; those with mortgage rate price limits made part of the deed to the unit. It is notable, however, that only twenty-nine communities in Connecticut have achieved the goal of over 10% of housing stock in affordable units. Naugatuck's rate of affordable housing is comparable or higher than many other municipalities in the state.

The majority of affordable housing units in the Borough are overseen by the Naugatuck Housing Authority. They manage 366 housing units of which just 32 are family units and the remaining 334 are elderly units. The Housing Authority also manages the Section 8 Housing Choice Voucher Program and through this program can assist 249 families throughout the Borough in privately owned rentals.

*The Affordable Housing Appeals Procedure, created in 1989, allows for appeals to the superior court when development plans for affordable housing are denied by a municipality or when restrictions are placed upon the development that would substantially impact the viability of project development. Communities that have 10% of their total housing stock as affordable units are exempt from such appeals.*



Naugatuck has a diversity of housing options (at right). Single family homes on large lots (above) have, although, been the dominant form of development in the past decade.



Historic Housing



Condominiums



Apartments



Mixed-Use Housing



Post World War II Single Family Housing

## Housing SWOT Analysis

The housing stock in the Naugatuck's community core is primarily older and older neighborhoods have not seen significant renewal or investment over time. There has been an attendant lack of neighborhood strengthening in terms of identity and economy. This poses challenges for the Borough in broader terms of Downtown and adjacent neighborhood revitalization. The potential for new development and redevelopment in the downtown area and on key parcels exists and if realized, could spur increased housing construction as a part of larger mixed use efforts. While there has been recent interest in revitalization of the downtown and surrounding neighborhoods for this type of mixed-use, the Borough's ability to implement revitalization which incorporates new housing opportunities, will continue to be strongly influenced by statewide market forces as well as the success of both local and regional economic development efforts.

The development policy in the Borough which emerged from the 2001 comprehensive plan has underwritten the evolution of the challenges noted above. Past policy emphasized managing subdivision development and did not place comparable emphasis on neighborhood renewal, housing choice, and locating new housing in a mixed-use environment in concert with downtown revitalization. It is notable that, of the seven goals from Naugatuck's 2001 Plan, just one relates to housing. It states "Guide residential growth of the Borough to ensure continuation of the current mix of housing types." Most of this goal's objectives relate to suburban and semi-rural residential single-family style housing without guidance on renewal of the older, higher density housing stock found within the Borough's core.

In this context, it is noteworthy that more recent subdivisions have included some open-space set-aside and have followed the more compact form outlined as a strategy in the 2001 plan. Yet, in some recent cases, subdivision style housing developments have not been completed. While there is potential for those additional housing units to be added to the Borough's overall supply, should the economy improve, current indications are that it is likely that a number of these developments will remain unfinished for some time to come. Another consideration is that as the population continues to age in Naugatuck, there can be expected to be some increased vacancy in single family subdivision homes as older residents relocate to other housing types. As such, it is likely that the market supply of available single family units will remain steady or continue to grow more so than other housing types.

Single-family homes on individual lots, which have dominated the growth in Naugatuck's housing market in the past decade, are targeted to families and specific income groups, and as such do not contribute to meeting the increasingly diverse housing needs of residents. At the same time, Naugatuck is one of three municipalities in the region with the lowest median housing values. Relative to other COGCNV municipalities, Naugatuck offers comparatively affordable housing prices. Local housing market factors, as well as those influencing state and national level housing trends, will continue to strongly affect whether Naugatuck's housing values and rental rates remain comparatively moderate.

Finally, there was limited focus on affordable housing issues in previous Borough planning efforts. The housing authority has been the primary agent for creating new affordable/subsidized units and the bulk of these have been for seniors. Although housing in Naugatuck is comparatively affordable relative to other towns in the region, less than 10% of the housing supply still qualifies as affordable under current state definitions. This adds to the complexity of decision-making regarding housing policy for Naugatuck.

An additional consideration is that Naugatuck is not exempt from the Affordable Housing Appeals Procedure. Under this procedure, only a community which meets or exceeds the State's affordable housing goals is protected from lawsuits to the state appeals court to overcome local zoning denials of affordable housing development proposals. Therefore, the Borough zoning decisions about housing development proposals could be challenged should they include affordable units and be denied.

## Strengths

- *Availability of comparatively moderately priced single-family housing stock*
- *Reasonable housing values and rental rates in the Borough as compared with the surrounding region*
- *Investment in assisted-living senior housing*
- *Zoning permits age restricted residential development and cluster subdivisions*
- *Safe and well-maintained housing available to the elderly and disabled*

## Weaknesses

- *Lack of core neighborhood housing renewal; Older housing in need of rehabilitation*
- *Zoning regulations do not incentivize mixed-use with housing in the Borough core*
- *Lack of Incentive Housing Zone to attract developers of affordable housing to targeted areas*
- *Some neighborhoods, like the Union City area, has high vacancy rates*
- *Insufficient diversity in housing supply to meet the needs of residents with a range of incomes*
- *Local focus on blight concerns rather than neighborhood conservation and revitalization*
- *Limited municipal support promoting energy assistance programs*

## Opportunities

- *To develop a proactive housing policy*
- *New development of senior independent/lifestyle change housing*
- *To develop a proactive neighborhood conservation and revitalization program*
- *To proactively attract developers for workforce housing to attract new residents*
- *To amend zoning and target stronger economic development programs to attract housing to the Downtown*

## Threats

- *Homes in foreclosure*
- *Unfinished single-family home developments*
- *New development in the past ten years has been almost exclusively single-family subdivisions on lots of 1 acre or more*
- *Sprawl - most new subdivisions have been locating at the eastern and western edges of the Borough*



## Housing Policies and Strategies

**Guiding Policy:** *To expand housing options, encourage housing creation in the Borough core, and foster a balance among housing types to promote housing choice for all residents*

**Recommended Policy Champion:** *Housing Authority*

### Housing Strategies:

1. Encourage the development of a variety of housing options for young adults, families, and older residents throughout the Borough.
2. Encourage housing conservation in traditional neighborhoods in the Borough core and preservation of traditional neighborhood character; Develop a proactive neighborhood conservation and revitalization program.
3. Support neighborhood conservation and rehabilitation through targeted upgrades to infrastructure.
4. Promote Development of Affordable Housing: Utilize zoning tools and state-funded support programs that facilitate the creation of affordable housing.
5. Encourage the construction of more affordable housing for young families and moderate income singles, in addition to adding to the number of state-defined affordable units.

### Housing Recommended Actions:

#### *Near-term, Low Cost*

1. Amend zoning to encourage inclusion of housing in redevelopment and development proposals for the Downtown and both permit and encourage mixed-use structures in the Downtown and surrounding neighborhoods
2. Develop a Naugatuck Housing Team to work as a group to attract desired mixed-use developments that include housing and assist and support housing expansion and renewal in the Downtown and adjacent neighborhoods
3. Review zoning regulations to focus on concentrating new housing in the core areas.
4. Expand the role of the housing authority to champion the Naugatuck Housing Team for housing initiatives in the Borough
5. Conduct a windshield study of the Borough's housing stock to prioritize areas that need rehabilitation assistance
6. Review procedures and staffing and strengthen code enforcement of properties
7. Promote energy assistance and other programs to help residents with their housing-related needs.

#### *Longer-term, Higher Cost*

1. Proactively Seek out developers for new senior independent/lifestyle change housing as well as moderate-income and 'starter' housing adjacent to community services and with access to transit and pedestrian destinations.
2. Consider adopting an Incentive Housing Zone or other affordable housing regulations to support additional affordable housing in the Borough



*I would love Naugatuck to maintain and value the natural resources and beautiful architecture with which we were blessed, assist those who currently strive to maintain their homes and businesses, foster new growth and adventures, encourage and provide activities for our families, and most importantly offer our children a home for their own children!*

*-Community Survey Response*



# Land Use

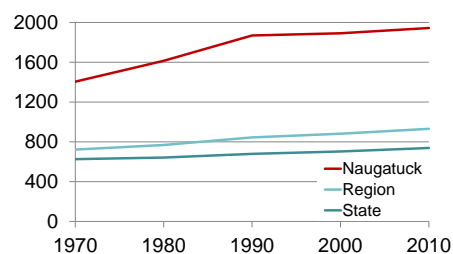
## Land Use Trends

The Borough of Naugatuck is a long-established community. Its patterns of development reflect this and have remained relatively constant over time. Trends that have emerged, as they have throughout the United States since World War II, include a steadily growing number of single-family homes in subdivisions in more rural areas and commercial sprawl along the major roadway corridors in the form of strip malls and then regional malls. 20th century zoning with its emphasis on separation of uses has supported this pattern and subdivision formation. A parallel economic development mindset of concentrating industry and office uses in 'parks' resulted, in part, in the creation of two industrial parks in Naugatuck with convenient access to Route 8 yet separated from one another by residential subdivisions. At the same time, Naugatuck has retained some agricultural lands and there is a diversity of preserved open space which has kept the edges of the community to the west of the Naugatuck River quite rural.

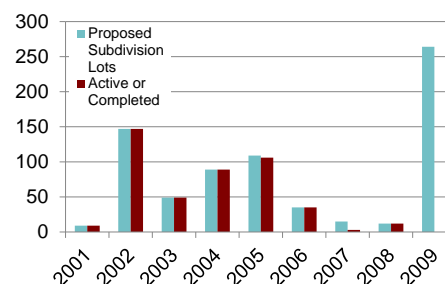
Land uses and density essentially define what is rural, suburban, or urban in a community. Naugatuck is a mixture of both rural and suburban. It has areas of very low density development and large tracts of open space. At the same time, the spine of the town along Route 8 is more densely developed, with a mix of uses more suggestive of a suburban place. Comparatively speaking, however, the density of person per square mile in Naugatuck is at a suburban scale, overall.

Trends in development over the past decade are reflected in data on zoning approvals and subdivision activity. The tables to the right summarize available information on developments which have been approved over time.

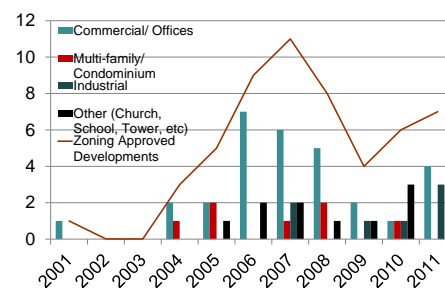
In the past decade the greatest number of new residential units built in subdivisions in Naugatuck was in 2002 and also, between 2004 and 2005. Since 2006, subdivision activity has dropped significantly, reflecting regional, statewide, and national housing market trends. Overall, however, housing construction in the form of subdivisions and condominiums or multifamily units has outpaced commercial/office construction in Naugatuck since 2000. This is also consistent with the pattern of development in the Central Naugatuck Valley region in the past decade as a whole. The COGCNV reports that the rate of residential growth in the outlying communities such as Middlebury and Oxford, however, has outpaced that of the region's core communities such as Naugatuck. Also reflecting national trends, two active adult communities and one mixed-use development have been approved for construction in Naugatuck since 2004. These are relatively contemporary development forms that have become more popular throughout Connecticut in recent years. New commercial development and redevelopment peaked in Naugatuck in 2007 and 2008 while industrial development has been very limited over the past decade.



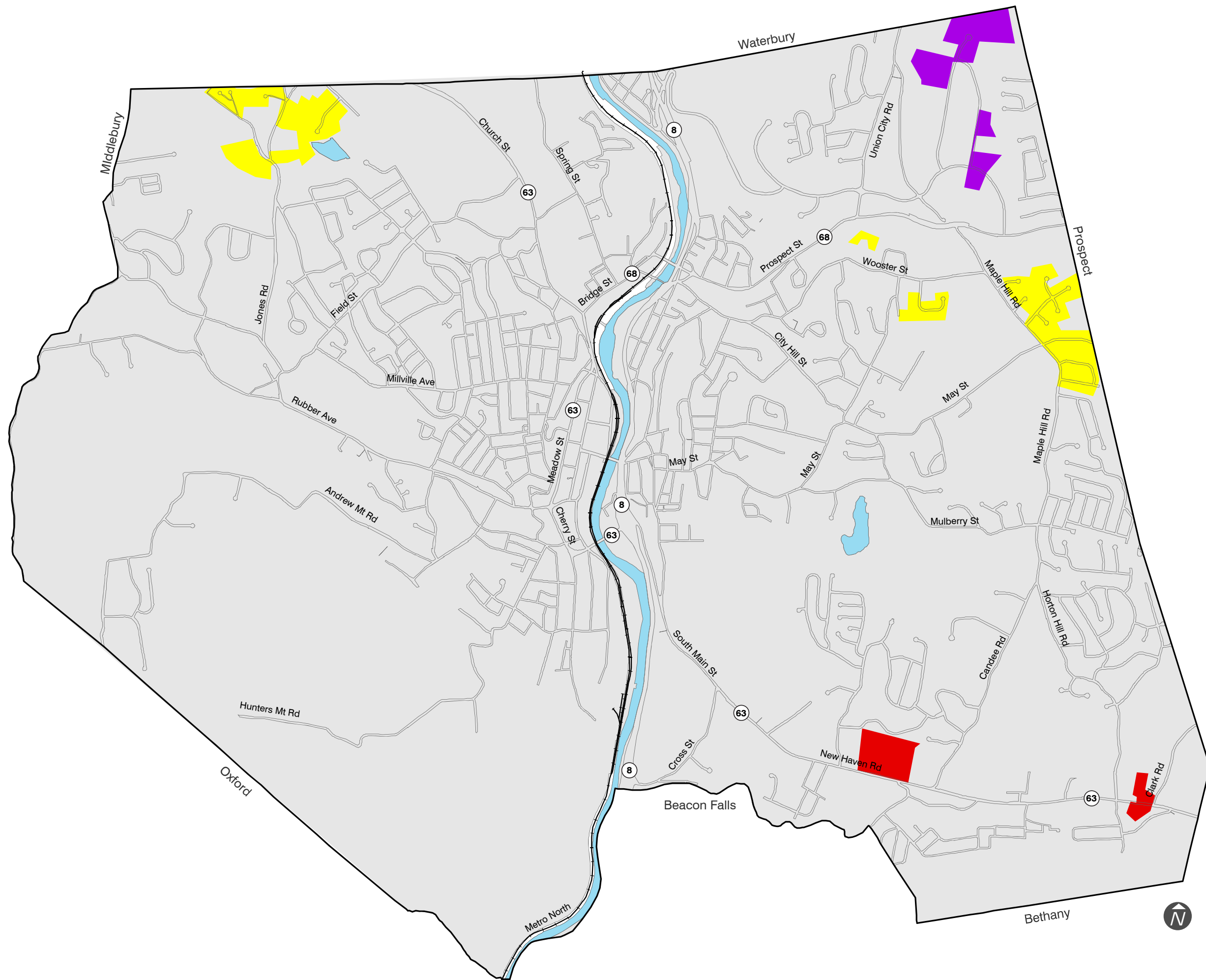
Population Density per Square Mile 1970-2010



Residential Development Activity 2001-2009



Non-Single Family Residential Development Approved Plans 2001-2011



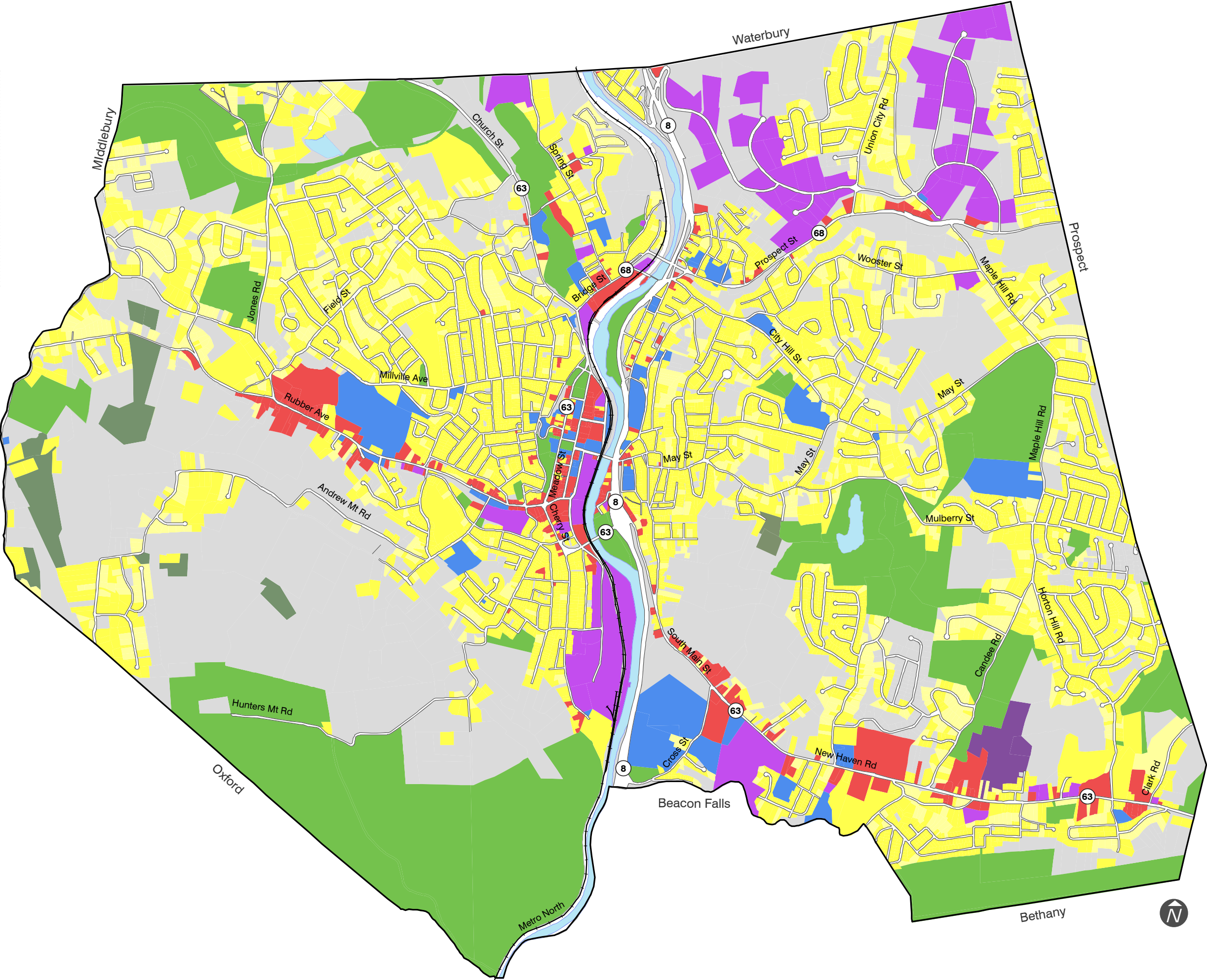
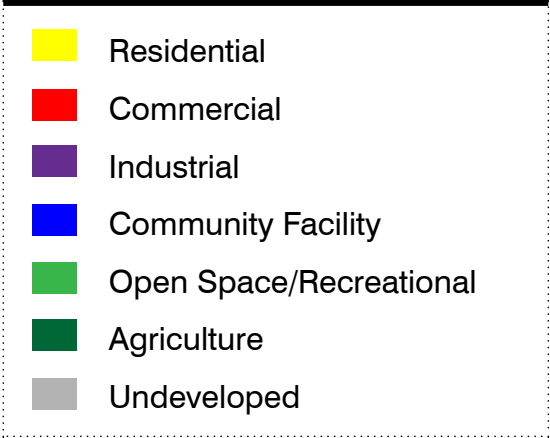
## Land Use Change 2000-2012

- New Residential
- New Commercial
- New Industrial





Parcel Based Land Use (2010)



A comparison of the 2012 existing land use map for Naugatuck and the 2001 mapping of land use and vacant developable land and aerial photos gives an indication of where development has occurred in Naugatuck, geographically, since 2000. Trends include:

- Low-density residential infill along the western edges of the Borough
- A few high density residential pockets in the north-central area of the Borough, near Route 63
- Some expansion of commercial activity along New Haven Road in the southeastern corner of the Borough

As can be seen in the Land Use Change map on page 24, locations of new development have occurred consistent with the traditional land-use patterns in Naugatuck.

**Development Potential** - The 2001 POCD for the Borough included an analysis of development potential by mapping vacant land. The map showed the greatest development opportunity sites in the far western edges of Naugatuck as well as scattered sites southeast of the Naugatuck River. For that analysis, only undeveloped land was mapped and it did not consider previously developed sites that are available for redevelopment, except in a cursory way. Available redevelopment sites downtown have grown in the past decade. Too, since the decline in manufacturing in the central Naugatuck Valley in the past decade or more, a number of opportunity sites are former manufacturing locations situated on relatively large parcels.

Overall, substantive areas of vacant or undeveloped land in 2000 remain vacant today. While much of that is preserved open space, opportunity sites for residential infill still remain at Naugatuck's edges, particularly in the north-west and southeast corners of the Borough. Information provided by interviews with Borough staff along with a review of the 2001 Vacant Developable Land Map in comparison with aerial and Goggle Earth imagery indicates how the redevelopment potential and infill potential within the Borough has changed since 2000. Several key redevelopment opportunity sites occur in the core of the community and along major arterial roads including:

- Renaissance Place: This was an approved master-planned mixed-use development on Water Street. Although the development proposal has been abandoned, the site remains an opportunity for redevelopment
- Prospect Street School became vacant in September, 2012
- The historic Tuttle House, downtown, will become vacant when the Board of Education moves to the renovated High School in 2-3 years.
- Peter Paul/Hershey property, on New Haven Road
- Infill sites are available near General Data Com property on Rubber Avenue
- Town property on Rubber Avenue where the recycling center and public works facilities could be redeveloped
- Land east of Elm Street and along the Naugatuck River and the rail line offer development potential
- Infill and redevelopment opportunities occur along Rubber Avenue and New Haven Road
- Infill and redevelopment sites occur in Union City/Platt's Mills neighborhood

It is notable that despite its industrial history, Naugatuck has had just a single Brownfield site located on Maple Street. A Brownfield, as defined by the Environmental Protection Agency, is land where the expansion of an existing activity, or redevelopment or reuse of the site may be complicated by the presence (or potential presence) of a hazardous substance, pollutant, or contaminant. Cleanup was completed on the Maple Street parcel in 2010. Consequently, none of the available former manufacturing sites in the Borough pose known contamination risk that would make redevelopment more prohibitive.

The Land Use Map on page 25 reflects the 2000 data on developable land, natural resource constraints to development, and the information gleaned from the interviews noted above. The natural resource constraints to development are those sensitive areas such as very steep slopes and wetlands that are not only unsuitable for development but, in addition to current preserved open spaces, should be preserved and protected from any development encroachment.



**Zoning Context** - The zoning regulations for the Borough of Naugatuck were adopted in 1983 and have guided the form of land use since that time. The regulations have been periodically updated with the latest amendments in 2011. The fundamental zoning districts provide for separation of land use by type for the traditional range of uses including eight residential districts distinguished mostly by allowable lot size, four business districts, and two industrial districts. Since 2005 three design districts, an age-restricted housing district, a cluster subdivision regulation, and a regional shopping center district have been added to the regulations to manage the character of new housing developments as well as development along the Borough's major commercial corridors. However, few developments have taken place that would be governed by these newer district regulations.

The zoning map places the zoning districts geographically and as such, guides the pattern of land use in the Borough. The zoning districts mirror the current pattern of actual land use. The downtown is zoned as a business district. Industrial development is zoned to occur along the Naugatuck River the length of the Borough from north to south. The two industrial parks are zoned as Planned Development Districts. This district type is intended to allow the development of 20 or more acres of land with a single unified development plan. The major commercial corridors are zoned as "planned districts" to encourage a mixed-use commercial environment and quality design. The remainder of the Borough is zoned for varied densities of residential development with the lowest densities at the Borough's western edges. It is notable, however, that the zone with the largest required lot size for a single residence is R-65 or about 1.5 acres of land. There is no very 'large-lot' zoning (which does occur in other COGCNV region communities) where each residential parcel is required to have 2 or more acres of land.

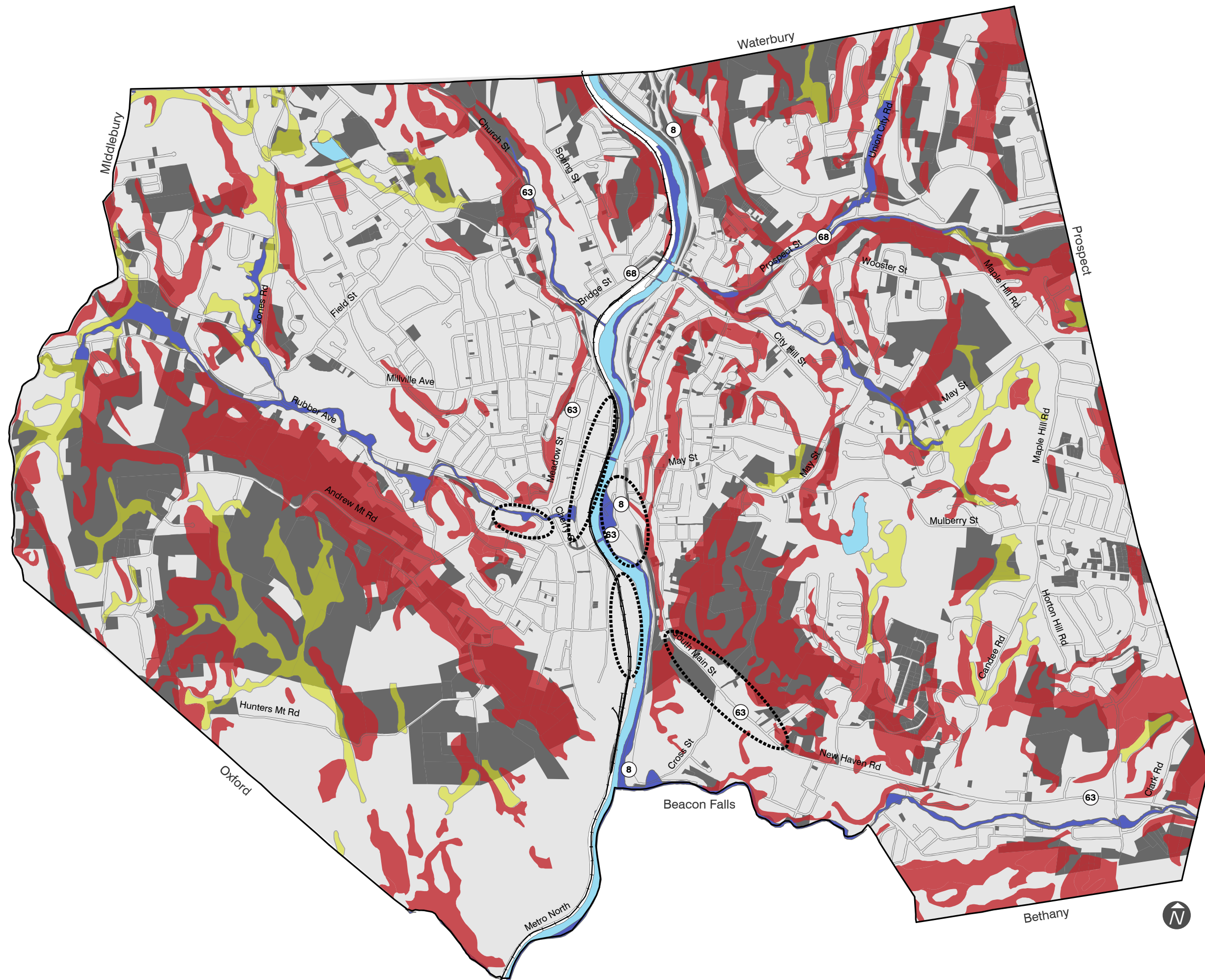
## Land Use SWOT Analysis

Land use and patterns of development are essential ingredients in shaping the way people experience a place. They are what define its physical character. The trends analysis revealed the following about Naugatuck's land use and development traits.

With a very stable land use pattern over time, opportunities for land use change in the Borough remain much as they have for several decades. Overall, substantial areas of vacant land in 2000 also remain vacant today. While much of that is preserved open space, opportunity sites for residential infill still remain at Naugatuck's edges, particularly in the northwest and southeast rural corners of the Borough. The key opportunity sites for redevelopment occur within the core of the community and along major arterial roads; areas with a mix of underutilized parcels and vacant sites of varied quality and age.

Between 2000 and 2010, there was steady, slow growth in the number of residential subdivisions in Naugatuck. 34 new subdivisions were approved with a total of 453 single-family residential lots. These were all located outside the central core of the Borough. During the same period there was also a steady, if limited growth in commercial development. Most of those were new service or retail businesses or offices; though there were several condominium complexes built. In addition, while most of the new commercial development was along the Route 8 corridor or major roads such as New Haven Road; none was in the Downtown, despite ambitious plans for a mixed-use master-planned development there.

The 2001 Plan of Conservation and Development expressed a land use policy to preserve the existing pattern and form of the Borough in terms of land use, while encouraging management of residential growth and renewal of core areas. The zoning regulations for the Borough are traditional in nature, providing for separation of land use by type for the traditional range of uses. As such, they do little to encourage smart growth for a dynamic, pedestrian-oriented downtown, a well-connected linear mixed-use core, and economies of scale for efficient supply of services such as water and sewer. Some contemporary zoning concepts have been adopted in the recent past, but the economic recession has meant little development under these newer regulations has taken place.



## Developable Land and Development Constraints

- Developable Land
- Key Redevelopment Areas
- Development Constraints**
- Developed or Protected Land
- Wetland Soils
- 100 Year Floodplain
- Steep Slopes (>15%)



# Zoning

Business

B 1

B 2

B 3

B 4

Industrial

I 1

I 2

Design District

Residential

R 8

R 15

R 30

R 45

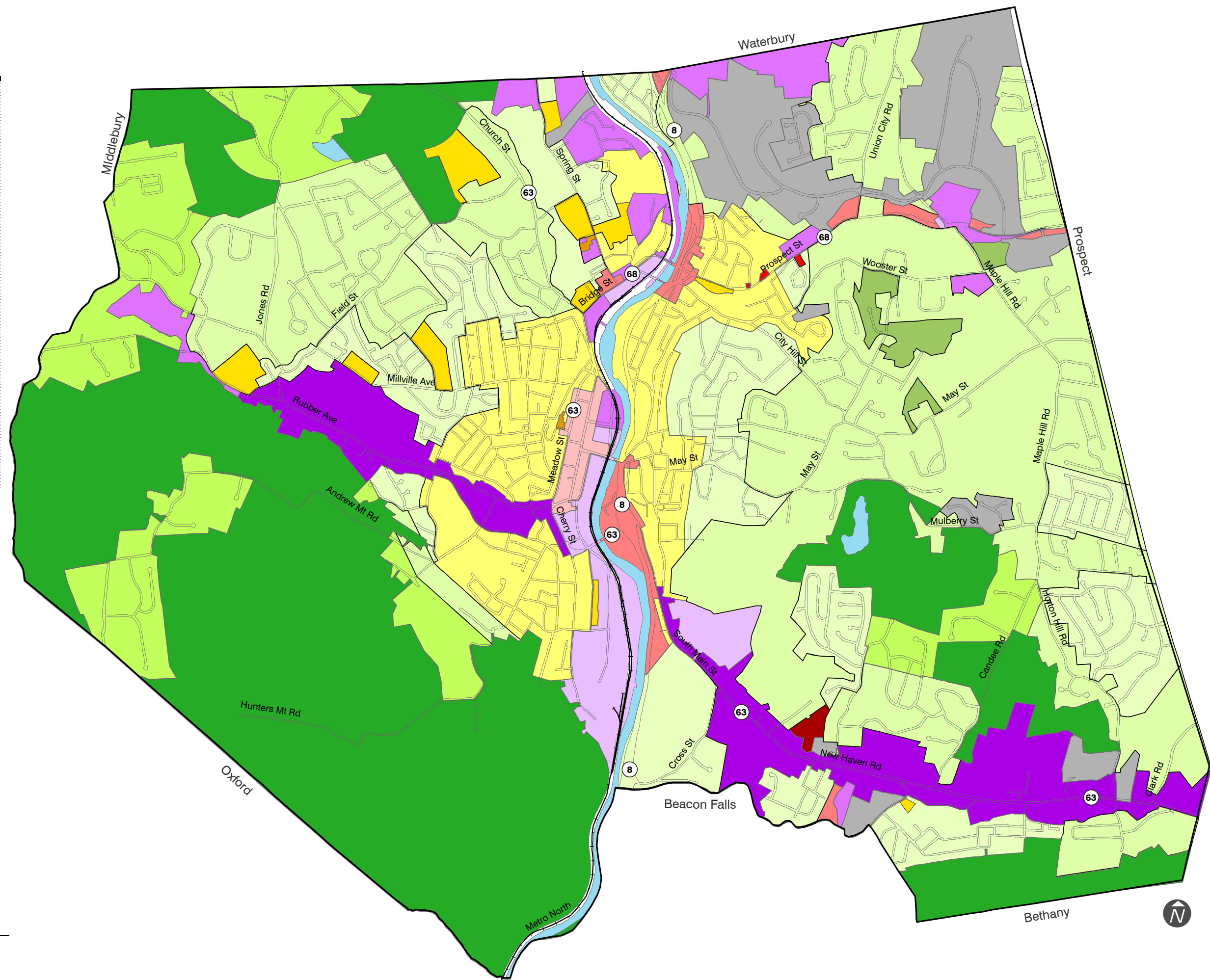
R 65

RA 1

RA 2

RO 1

Planned Development



Most of Naugatuck's building scale is relatively small, with one to three-story buildings and limited footprint. The exceptions are larger footprint industrial buildings within the industrial parks in the northeast quadrant of the Borough and big-box stores (Walmart) south and east of Route 8 and the Downtown. Naugatuck has a number of historic buildings that add to the character of the community, particularly the Downtown. The Naugatuck Historical Society actively works to promote and preserve the Borough's historic assets, but there are no formal mechanisms in place to prevent loss of historic resources to redevelopment. At the same time, there are no predominant architectural themes that define the community core. Rather, architecture tends to reflect the decade when a structure was built, without strong acknowledgment of the adjacent building styles.

Development trends in Naugatuck have been influenced by the surrounding communities. Adjacent communities such as Middlebury, Oxford, and Bethany have been evolving largely as bedroom communities with single-family homes on large lots and many of whose residents commute to cities such as Danbury to the south and Hartford to the north to work. Naugatuck has experienced some of the same development trends, but to a lesser degree than its neighboring communities.

The recent Central Naugatuck Valley Regional Plan of Conservation and Development recommends aggressively pursuing economic development in the region and the plan's future land use map indicates widespread growth throughout the Borough yet in keeping with a policy and philosophy of concentrating growth in compact, walkable centers relying on existing infrastructure to avoid sprawl. Naugatuck's past development policy generally agrees with the principles found in the regional plan. They differ, however, in terms of recommended intensity of future growth, although this was not quantified in either plan. The Borough future land use plan suggests a much lesser degree of change than that envisioned in the regional plan. That is, the COGCNV vision more strongly encourages a higher density of development throughout the Borough, more intense infill, and stronger economic linkages between the Borough and the City of Waterbury than the Borough envisioned as desirable.

### Strengths

- *Location of community core along Route 8 with good access to it*
- *Stable development patterns over time*
- *History of steady, even paced growth*
- *Historic resources and the Green*
- *Core community areas with substantive development or redevelopment potential*
- *Protected status of much open space*
- *Cohesive neighborhoods ringing the Downtown*
- *Industrial parks with ease of access to Route 8*

### Opportunities

- *Downtown renewal*
- *Infill along Rubber Avenue, New Haven Road, and Prospect Street*
- *Renaissance Place opportunity site – rezoned for master planned mixed-use*
- *To identify themes for desired character and associated design guidelines for the future*
- *To modify zoning to attract desired form and character of development*

### Weaknesses

- *Lack of Downtown renewal*
- *Lack of neighborhood renewal east of Route 8*
- *Neighborhoods not defined or a focus for planning purposes*
- *Disparate mix of architecture and character*
- *Traditional pattern of single-use zones and traditional site design that limits flexible and creative development and redevelopment*
- *Long-standing vacant industrial sites along Route 8*
- *Dispersed development places pressure on the Borough in keeping up with maintenance of infrastructure*

### Threats

- *Challenges for successful financing of mixed-use development*
- *New development trends mostly to single family subdivisions on lots of 1 acre or more (as opposed to cluster subdivisions)*
- *Sprawl - most new subdivisions have been locating at the eastern and western edges of the Borough*
- *Residential development pressures as an edge community in the sphere of Waterbury*
- *Competition for residential development in surrounding communities*
- *Weakness of the national economy and general housing market restructuring*



## Land Use Policies and Strategies

**Guiding Policy:** To maintain the Borough's traditional overall pattern of development while fostering revitalization of the Downtown and Route 8 Core and minimizing sprawl

**Recommended Policy Champions:** Borough Land-use Office, Naugatuck Historical Society

The guiding future land use patterns for the Borough are shown in the Future Land Use map on page 34. The map is a visual picture of the policy for future land use patterns and shows a concept of increasing density from the edges of the Borough to its core. This pattern would both protect the single-family residential pattern valued by the community and focus new development where revitalization is most desired while keeping to the Smart Growth principles that guide this plan as a whole.

Each of the land use types shown on the map allow for some mix of uses, again in increasing variety and density towards the center of the Borough. Such a transect approach to mixed use, accompanied by a walkable, human-scale environment in targeted growth areas can create more diverse opportunities for new businesses to locate in the core, attract both residents and visitors to the area, and in doing so, support the viability of existing businesses. The land use categories utilized for the Future Land Use map call for the following uses and densities:

### Future Land Use Types

**Downtown** – Should be characterized by numerous civic uses and public gathering places, from the Town Hall and Library to the Green to theatres, and historic buildings. The Downtown will include places to live, work, shop, eat, find entertainment, and cultural enrichment. It should be defined visually and aesthetically, and should include a pedestrian network and access to many modes of travel.

**Route 8 Mixed-use Core** – Characterized by a diverse mix of housing, commercial, and office land uses, envisioned to remain or develop in a mixed use pattern. The core should be pedestrian friendly, and accommodate multiple modes of transportation. Buildings should typically be 1 to 4 stories in height and spaced closely together.

**Traditional Neighborhood** – Should be characterized by an integrated, well-designed mixture of housing reflecting the existing character of the neighborhood; may include some mix of small scale neighborhood oriented businesses and community gathering places such as churches and schools. These neighborhoods should be well connected by a system of sidewalks and trails and include neighborhood parks and outdoor recreational facilities. Buildings should typically be 1 to 3 stories in height and spaced closely together and at the street.

**Arterial Corridor** – Should be characterized by arterial roads lined with a mix of commercial activity, some small-scale industrial and office uses, and multi-family residential; may include strip commercial, plazas, and other mixed-use developments. Buildings should typically be 1-2 stories in height with uses separated by landscaping and parking.



*Downtown (Source: Community Character Manual)*



*Mixed-Use Core (Source: Community Character Manual)*



*Traditional Neighborhood (Source: Community Character Manual)*



*Arterial Corridor (Source: Community Character Manual)*

**Suburban Residential** – Should be characterized by single-family homes on lots of ½ to 1 acres; may include cluster subdivisions surrounded by preserved open space.

**Rural Residential** – Should be characterized by low density single family homes (equivalent of 1 home per 1.5 to 2 acres of land) spread apart amongst open spaces. Homes should be clustered together and surrounded by open space or farms.

**Industrial Mixed-Use Park** – Should be characterized by a mix of industrial and warehousing uses of varied scale and may include some office buildings.

**Open Space** – Should include existing preserved open spaces and passive recreational lands as well as greenways, the Naugatuck River floodplain and lands targeted for future preservation.

### Land Use Strategies

To achieve the development patterns shown on the future land use guiding map and implement the guiding overall policy for land use, the Borough should:

1. Pro-actively encourage mixed-use development throughout the Route 8 core and Downtown
2. Develop a neighborhood planning and preservation program
3. Enhance community appearance with a unified theme for streetscape, building architecture, and scale Downtown and along commercial corridors
4. Proactively preserve historic resources
5. Amend the zoning regulations to support the Plan recommendations for land use management

### Land Use Recommended Actions

#### *Near-term, Low-cost:*

1. Establish a zoning update committee
2. Employ the recommended transect concept with increasing density and mix of uses transitioning from the edge of the Borough to the core within the zoning regulations
3. Develop design guidelines associated with each zone type and incorporate them into the regulations
4. Develop associated regulations for parking to allow for complementary parking supply (such as with shared parking and off-site parking) in the Borough core
5. Require cluster subdivisions (rather than simply permit them)
6. Build on the Downtown Special Design District regulations to make them applicable for the entire Downtown



*Suburban Residential*



*Rural Residential*



*Industrial*



*Open Space*

7. Establish a Design Review Committee for review of zoning applications in the Downtown and Route 8 Core
8. Establish a neighborhood revitalization committee – define its roles and develop an action program
9. Establish priorities for long-term preservation of historic resources and identify issues related to preservation efforts
10. Adopt a demolition delay ordinance for historic structures
11. Designate a corridor along Prospect Street as a third ‘planned district’ comparable to Rubber Avenue and New Haven Road.
12. Pursue designation as a Connecticut Main Street for the Downtown and associated programs for downtown renewal

***Longer-term, Higher cost:***

1. Develop a Transit-Oriented Development plan for the area surrounding the train station
2. Undertake a neighborhood resource and housing stock survey
3. Create a community character guide (preferred architectural and site design features) based on historic architecture and neighborhood themes for the Downtown and downtown neighborhoods
4. Develop a program of activities to promote neighborhood identity and unity
5. Develop a program with priorities for preservation, enhancement and adaptive re-use of historic properties
6. Consider hiring a Downtown Coordinator to explore funding/grant opportunities for downtown revitalization and housing development
7. Develop a streetscape improvement plan for the Downtown and pursue enhancement funding

***Naugatuck should be...***A town with a downtown that can be a destination area. A downtown that accesses our river, and areas around town with increased recreational facilities for all our citizens. A solid commercial base built on the chemical property with a mixed use residential downtown. I like the riverwalk, I hope it also will have access to bicycles. We should have great people and a solid school system. I would hope that with the right development we could continue improve our schools with more technology and newer facilities.

*-Community Survey Response*









# Economic Development

## Economic Development Trends

Change to the local economy is characterized by changes in sources of employment, types of available jobs, commuting patterns, and employment levels as well as housing values (discussed earlier). Trends in these characteristics in Naugatuck have tended to mirror the national economic patterns, but with some notable changes reflecting Naugatuck's particular economic challenges.

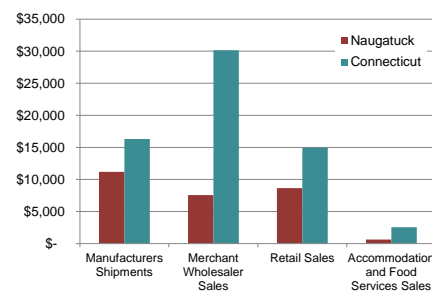
U.S. Census data reveals that Naugatuck had 2,132 businesses in 2007 and retail sales of over \$275 million. This equates to retail sales of \$8,645 per capita, nearly half that of the Connecticut State average of \$14,953 per capita. Naugatuck also trails the State in per capita manufacturing shipments, merchant wholesaler sales, and accommodation and food services sales.

**Major Employers:** Naugatuck was once a bustling mill town powered by the Naugatuck River along which corporations such as the United States Rubber Company, The Naugatuck Chemical Company, The Risdon Manufacturing Company, and the Peter Paul division of Hershey Foods which employed thousands of people for several decades. In the late 1990's the major employers in Naugatuck were Hershey Foods, Uniroyal and New England Masonry. By 2008 the major employers had become Wal-Mart, Big Y Foods, and Genesis Health Care.

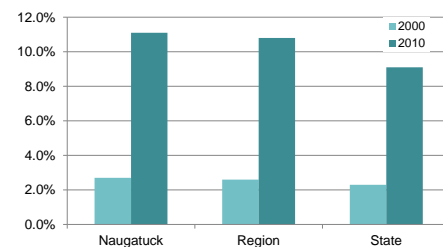
**Jobs and Unemployment:** The trend in available jobs in Naugatuck over the past decade has reflected the transition in the types of major local employers and business and been away from skilled manufacturing and construction jobs to more service and retail associated employment. In 1995, 11% of the businesses in Naugatuck were manufacturing establishments. By 2005, that had dropped to about 7%. In contrast, 55% of the businesses in Naugatuck were in services and retail in 1995 and that number rose to 61% by 2005.

The economic downturn of the past several years has not helped with employment opportunities in the Borough. Naugatuck's unemployment rate has quadrupled in ten years from less than three percent in 2000 to more than eleven percent in 2010. While these trends have been seen at the regional, state and federal levels, Naugatuck's unemployment rate in 2010 was two percentage points higher than the state as a whole. These statistics point to a loss of jobs specifically in Naugatuck and the region.

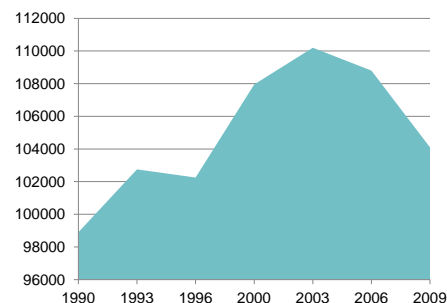
Another indicator of economic activity is traffic volume. Naugatuck's traffic volume, when measured at 13 locations throughout the Borough, climbed from 1999 to a peak in 2003 and has declined as of the latest counts in 2009. This pattern suggests less commuting and less work and commerce being conducted in Naugatuck.



2007 Per Capita Sales: Naugatuck versus Connecticut



Unemployment Rate: Naugatuck versus Region and State, 2000-2010



Traffic Volume Aggregate of 13 locations in Naugatuck between 1990 and 2009

**Commuting Patterns:** Commuting patterns are an indicator of where residents are finding jobs and how far they travel from the Borough to work. In 1990, of the 10,500 commuting town residents sampled by the Census, almost 3,900 were working at jobs in Naugatuck. This indicates that about 60% of employed residents in Naugatuck were commuting out of the Borough to work. Of those traveling to jobs elsewhere, 2,900 or about 44% were commuting to jobs in Waterbury. For non-Naugatuck workers, about 1,700 Waterbury residents were commuting to jobs in Naugatuck. As of 2000 the total number of commuters had declined (the most recent data available), yet the percentages leaving the Borough and coming in to the Borough to work had remained about the same. Borough residents are continuing to travel to jobs as far away as Bridgeport, New Haven, and Danbury.

The Naugatuck Economic Development Commission (NEDC) is actively engaged in recruiting a more diverse suite of businesses and facilitating business development in Naugatuck.

Recent successes of the NEDC include:

- 25 companies worked with NEDC
- 423 total jobs created or retained
- 230 jobs new to Naugatuck
- 378,800 total square feet (built, leased or sold)
- 232,620 square feet of new construction
- \$24.5-26.5 million total investment (estimated)

#### *Naugatuck Economic Development Corporation Goals*

- *Pursue a targeted approach to retaining existing businesses and attracting outside business to Naugatuck*
- *Create a more vibrant downtown that has visual appeal, accessibility and a blend of amenities*
- *Support efforts that strengthen the local and regional manufacturing base*
- *Create a Naugatuck Business Response Team that would work as a group to assist and support local business expansion and new business location in Town*
- *Create a Naugatuck business incubator where new start-up businesses could begin operations in inexpensive, flexible space*
- *Improve the business appearance and atmosphere of the Naugatuck Industrial Park by: marketing vacant sites, completing road and signage improvements, business to business activities and communications between the Town and the tenants*
- *Create a proper gateway into the downtown from Route 8 that is inviting and attractive from the highway*

## Economic Development SWOT Analysis

Many of Naugatuck's manufacturing businesses ceased operations or moved to other communities by the 1970's and 1980's with the Peter Paul factory amongst the last to close its doors in 2007. Naugatuck has since struggled to attract new industrial employers comparable to the scale of the employers that it had lost. Nonetheless, occupancy in the industrial parks in northeastern Naugatuck remain steady and at capacity. The industrial parks are occupied by small to mid-size companies, the largest being Frito-Lay. The loss of large scale industrial employers coupled with limited business growth in Naugatuck in other sectors of the economy, has meant there are less jobs and opportunities in town overall for Naugatuck's residents with many, if not most, young adults leaving Naugatuck after finishing school.

The economic downturn of the past has worsened the trend towards business and job loss in the Borough over the past decade. Like many communities, Naugatuck's most recent economic development has taken the form of big box stores and strip malls. While this growth expands the tax-base and creates jobs, ultimately the jobs are low-paying and low skilled, not taking advantage of the expertise within Naugatuck's workforce. Naugatuck's workforce is particularly specialized in a handful of different industries. Eight percent of employed men in Naugatuck are classified as metals or plastic workers and six percent are classified in other production operations or supervision. Of women, 12% are administrative assistants or supervisors while 14% are engaged in health care.

While Naugatuck has had some employment gains through these efforts, like many former mill towns, Naugatuck is challenged to evolve and diversify its economic base to remain competitive in the 21st century.

### Strengths

- *Strong business leadership, through the NEDC*
- *Proximity to state and interstate highways*
- *Strong industrial base and facilities; existing industrial park is at capacity*
- *Active commercial corridors*
- *Excellent location within two small regional economies (Bridgeport and Waterbury)*
- *Low-cost land with infrastructure already in place as compared with the surrounding region*

### Opportunities

- *Further promote that Naugatuck is “open for business”*
- *Infill development and redevelopment in the downtown*
- *Investment in key economic building blocks like education, physical infrastructure, and amenities*
- *Collaboration at the regional level*
- *Expanding State economic development initiatives may be a resource for Naugatuck*
- *Diversification of economic base*

### Weaknesses

- *The perception that Naugatuck’s best days are past.*
- *Vacant properties in prime commercial sites; some not positioned well to attract investors*
- *A relatively small and not well diversified economic base*
- *High unemployment*
- *Limited opportunities for, and consequently a loss of young adults from local labor force*
- *Shortage of space in existing industrial parks*

### Threats

- *A continued contraction of the industrial base with jobs not only leaving Naugatuck, but the region and state as well.*
- *A workforce that does not develop or expand its skills.*
- *Expansion of big-box development and strip malls diminishes the market viability of new business attraction to Downtown Naugatuck*



## Economic Development Policies and Strategies

**Guiding Policy:** To encourage sustainable economic growth and foster new job creation

**Recommended Policy Champion:** NEDC

### Economic Development Strategies

1. Develop a targeted downtown business retention and expansion program
2. Conduct a market study to determine potential demand for housing, retail and services in the Route 8 economic core and Downtown specifically
3. Continue to pro-actively recruit new businesses for appropriate sites
4. Partner with local educational institutions to grow the skilled workforce in the Borough for the region's employers
5. Leverage the Borough's recreational assets to foster recreational tourism

### Recommended Economic Development Actions

*Near-term: Low Cost*

1. Establish a Friends of Main Street organization – a collaboration among the Borough, NEDC and downtown businesses to promote the downtown and its renewal
2. Conduct a downtown market analysis
3. Pursue a façade-improvement program throughout the Route 8 core by participating in DECD funding program for this purpose
4. Conduct a jobs summit to bring together schools, institutions of higher learning, and employers to explore opportunities to develop job skills to meet current and future employment needs
5. Seek membership in the Connecticut Main Street program
6. Work with local arts, cultural, and philanthropic organizations to develop a program for further expanding cultural and arts businesses, events, and institutions as an economic stimulus and to build vitality in Naugatuck's downtown

*Longer term: Higher Cost*

1. Develop a targeted marketing outreach program based on the findings of the Downtown market analysis
2. Analyze the barriers for reuse at available vacant former manufacturing sites and work with individual property owners to overcome impediments –prioritize sites for Borough assistance with targeted redevelopment
3. Explore developing a Heritage and Recreational Tourism program to centered on the Borough's historic and recreational assets to promote it as a tourism destination
4. Pursue technical support and grant funding through the Connecticut Commission on Culture and Tourism



*I would like to see an industry come back to Naugatuck (Uniroyal, etc.) and bring jobs for the local community as well as an infusion of revenue into the community. I would like to see the traditional neighborhoods remain and continue to be taken care of with good streets and sidewalks so that people can safely walk around (not on the street in the way of traffic or worse yet in winter when plows are moving about). I'd also love to see another type of restaurant (fast food or otherwise) besides McDonalds and pizza.*

*-Community Survey Response*



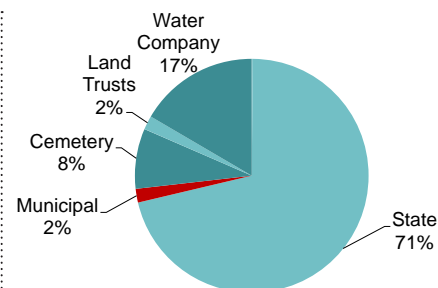
# Conservation, Open Space & Recreation

## Conservation, Open Space & Recreation Trends

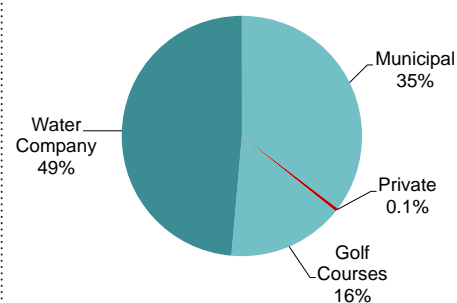
The size, location, and character of open spaces in the Borough have remained stable and grown slightly in the past decade. There have been no development encroachments on the Borough's largest open space tracts. This includes water company land which is privately managed and not permanently protected from uses other than watershed conservation. Trends have been positive as the Borough has acquired open space and required developers to provide open space. Examples of this include the acquisition of the Gunntown Nature Preserve, Fawn Meadow Field, and the anticipated grant for acquisition of 45 acres of preserve at Hunters Ridge.

	Football Field	Soccer Field	Baseball Field	Softball Fields	Basketball Courts	Tennis Courts	Playground	Pool	Golf	Passive Recreation	Acres	Ownership
Andrew Mt. Open Space										X	145.4	Borough
Apple Hill Open Space										X	7.3	Borough
Baummer's Pond					X	X	X			X	7.8	Borough
Breen Field North	X	X		X			X				3.8	Borough
Cedar Park							X				0.4	Borough
CityHill School		X			X	X					14.2	Schools
Cotton Hollow Field		X	X	X							3.6	Private
Country Hollow Open Space										X	8.7	Borough
Cross St. School		X					X				6.4	Schools
Fairchild Park			X	X			X				36.5	Borough
Fawn Meadow Field	X		X								1.2	Borough
Foley Little League Field			X								1.9	Borough
Gunntown Nature Preserve										X	36.4	Borough
Hop Brook Golf Course									X		58.7	Borough
Hop Brook Park			X	X			X				14.7	State
Larkin Bridle Trail									X		15.8	State
Legion Field & Park			X	X	X		X			X	1.8	Borough
Lewis Park											8.7	Borough
Linden Park		X			X	X	X				5.2	Borough
Maple Hill School		X					X				31.4	Schools
Meadowbrook Open Space										X	0.4	Borough
Naugatuck High School	X	X	X	X		X					49.8	Schools
Naugatuck Riverfront										X	22.3	Mixed
Naugatuck State Forest										X	880	State
Prospect Street School					X		X				1.1	Schools
Rotary Field South		X	X	X							7.5	Borough
Salem Playground					X		X				1.2	Schools
St. Francis School	X		X	X							1.6	Private
Town Green										X	1.0	Borough
Union City Little League			X								6.0	Borough
Western School		X			X		X				4.4	Schools
Whittemore Glen										X	85.0	Trust

*Naugatuck's Open Space and Recreation Resources*



*Committed Open Space by Ownership/Use*



*Uncommitted Open Space by Ownership/Use*

## Conservation, Open Space & Recreation SWOT Analysis

Open space in a community provides long-term conservation and protection to critical natural resources and enhances the quality of life of residents. Open space and recreation factors that affect the SWOT for Naugatuck include location, physical character, and volume of these resources.

The State of Connecticut has an overall goal to have 21 percent of its land area preserved as open space by the end of 2025. Each community would have a goal of a minimum of 11 percent open space. Thirty percent of the land area in Naugatuck is currently set aside as open space, exceeding the state goal. Most of the open space in the Borough is forested and much of it has steep topography or rolling hills. Of this land, 70 percent is state forest or other state property. At the same time, about half of the open space in Naugatuck is not permanently protected and has some potential for future development.

Naugatuck has about 250 acres of publicly owned recreational sites including school playgrounds, courts, playing fields, and golf courses, and passive recreation areas (excluding nature preserves and state forest areas). The Naugatuck River Greenway is partially complete and will, ultimately traverse the length of Naugatuck from north to south. The State Outdoor Recreation Plan also calls for 10-15 acres of recreational facilities per 1,000 of population. This puts Naugatuck below the state recommendation by 70 to 230 acres of recreational land in the Borough.

### Strengths

- *Naugatuck River*
- *State forest lands*
- *Significant land area dedicated to parks, and open space*
- *Plans for completion of greenway; Greenway connections*
- *Access to state bridle path*
- *Expected receipt of an Open Space Acquisition Grant to purchase 45 more acres*
- *Green space required as part of subdivision dedication has resulted in a growing number of small open spaces throughout the Borough*

### Opportunities

- *Planned greenway development along the riverfront*
- *To develop a master open space plan for resource management*
- *Leverage open spaces for recreational tourism*
- *The purchase of open space from developers for public use and recreational facility development*
- *Leveraging of outside funds for acquisition and development of open space.*

### Weaknesses

- *Lack of managed access to open space*
- *Lack of connectivity among open space parcels*
- *Less recreational facilities than desired locally and recommended by the State Plan*
- *Lingering effects of industrial use of land along the Naugatuck River*
- *Lack of permanent conservation of unique Borough assets such as historic cemeteries*

### Threats

- *Large tracts of open space are not under Borough control*
- *Unprotected open space as vacant land is attractive for subdivision development*
- *Future funding for open space acquisition is uncertain*



## Conservation, Open Space & Recreation Policies and Strategies

**Guiding Policy:** *To preserve existing open space, protect sensitive natural resources, and expand access to recreational opportunities for all residents.*

**Recommended Policy Champion:** *Borough Land use Office; Parks and Recreation Commission; partner with land trust and consortium of Borough sports and recreation organizations.*

### Open Space and Recreation Strategies

1. Improve access to the Naugatuck River
2. Establish greenway linkages among key open space parcels
3. Leverage the Borough's recreational assets to foster recreational tourism
4. Pursue public-private partnerships to create more public recreational facilities

### Open Space and Recreation Recommended Actions

#### *Near-term, Low-cost*

1. Develop easily accessible information resources about the Borough's open spaces
2. Formalize the land trust as town-wide organization to acquire and/or manage open space
3. Develop a concept plan for open space linkages and incorporate into the Open Space Plan
4. Amend the zoning regulations to require public plazas or other spaces as part of commercial developments
5. Coordinate and seek technical assistance from the State Department of Commission on Culture and Tourism to develop tourism program for the Borough
6. Collaborate with the Connecticut Parks & Forest Association to promote passive recreation on State Forest land
7. Identify unique assets such as historic cemeteries and scenic vistas and add them to the list of priority conservation sites as part of the open space plan.

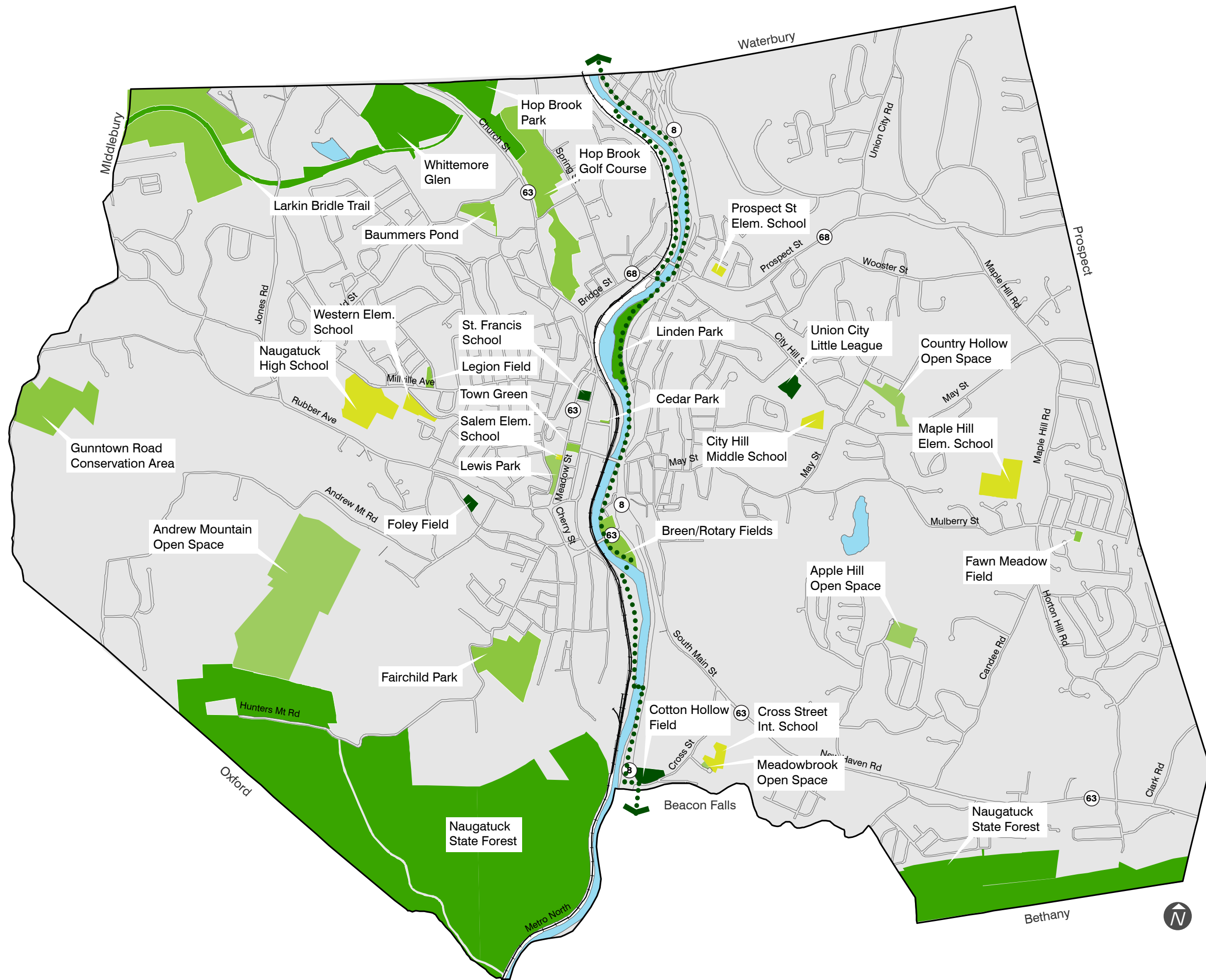
#### *Longer-term, Higher cost*

1. Develop a linkage system (walking, bicycling, parking) between the downtown and the Naugatuck River; ensure connections with the Naugatuck Valley River Trail system
2. Consider acquiring property along the Naugatuck River whenever such property becomes available
3. Develop a Borough Open Space brochure to guide both residents and visitors to access to open spaces and Borough recreational facilities
4. Explore funding opportunities for adaptive re-use of a vacant facility such as the Prospect Street School for recreation
5. Consider use of Tuttle Street School as a visitor information center to promote heritage tourism and use of the Naugatuck River, walking trails and open spaces in the Borough



*Naugatuck should be...A thriving place of business with a small town feel that places equal value on the education of it's residents, protecting the beauty of the natural environments such as the river and providing more access to use these places appropriately, and realizing that entwining the arts with accessibility can lead to business growth and aesthetic improvement leading to a higher standard of living for residents both current and future.*

*-Community Survey Response*



### Open Space

- School Open/Rec Space
- Municipal Open/Rec Space
- State Open/Rec Space
- Privately Owned Rec Space
- Proposed Naugatuck River Greenway



# Transportation Network



## Transportation Network Trends

The transportation network in the Borough has remained essentially the same over the past decade. The only major change to the basic roadway system in Naugatuck has been the addition of new residential streets as part of new subdivisions. Additionally, several bridges have been restored or rebuilt over the past decade.

The volume of traffic on Naugatuck's roads varies from year to year, with the largest increases in the past two decades occurring between 1996 and 2003. An index of three to four year periods indicates traffic volume increases as great as 5.6% between 1996 and 2000 and decreases by as much as 4.3% between 2006 and 2009. Since 2003 traffic volume has experienced negative growth, declining to levels slightly above those of 1996. This decline in traffic is often an indicator of economic activity, but may also reflect a change in driver behavior due to an increasing cost of fuel.

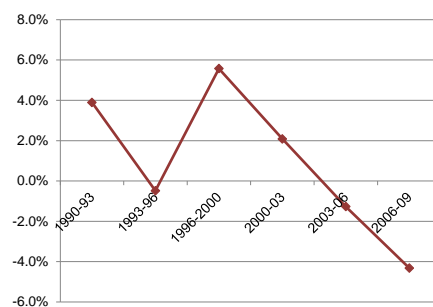
## Transportation Network SWOT Analysis

With the sprawl of development from Naugatuck's core to the Borough edges, and relocation of industry to parks in the northeast corner near Route 8, the transportation system in Naugatuck has become auto focused. Of Naugatuck's 137+ miles of roadways, 10.6 miles (7.5%) are state routes maintained by the Connecticut Department of Transportation (CT DOT), this includes Routes 8, 63, and 68. The remaining roadways are maintained by the Borough and are classified as arterial, collector, or local roadways.

While traffic volumes have declined over the past decade, Naugatuck's roads and bridges still need continuous maintenance, repair and replacement. In 2008, three bridges in Naugatuck were identified by CT DOT as structurally deficient. These bridges are located on major thoroughfares of Rubber Avenue, Maple Street, and the Route 63 bridge. All three of these bridges have been repaired, replaced or upgraded between 2009 and 2011.

One of Naugatuck's key transportation strengths is the Waterbury Branch line of Metro-North, providing weekday and weekend train service to Bridgeport and New York City. This service is limited with only 8 trips to New York and 7 trips returning from New York each weekday. Likewise, CT Transit bus service in Naugatuck is limited to six trips for each of its two routes during weekdays, there is no weekend service. While both routes travel near the train station, neither route has a stop at the train station.

Sidewalks in the Borough are commonplace, with most pedestrian facilities being located near the downtown. There is, however, a lack of bicycle lanes or other bicycle accommodations in Naugatuck. While Naugatuck's topography does not readily lend itself to bicycling, many streets, particularly those in the downtown, could accommodate bicycle traffic. Naugatuck is well positioned to shift its emphasis from accommodating auto traffic, to one that promotes multi-modal transportation. A



Traffic Volume Growth per 3-4 year Period: 1990-2009 (Aggregate of 13 CT DOT traffic count locations in Naugatuck)



*Naugatuck should be...A progressive community with vibrant commercial arteries and a downtown which incorporates transit-oriented, smart growth principles. Naugatuck Schools would combine talented educators with modern facilities that provide equity of space. Naugatuck government would be lean and efficient with a defined plan to sustain itself well into the future. Naugatuck would be in a planning region that is based on the Route 8 corridor (Naugatuck to Shelton) and works cooperatively with Valley towns to share services and promote economic development throughout the region.*

*-Community Survey Response*



comprehensive transportation network, one that accommodates transit riders, pedestrians, bicyclists, and drivers will be the most sound transportation strategy for the Borough. Naugatuck should adopt a “Complete Streets” policy and program that emphasizes this approach. Complete Streets policies emphasize the use of roadways for multimodal uses such as walking, bicycling, transit and automobile travel.

### Strengths

- Good access to Route 8
- Metro-North Rail Service
- Extensive sidewalk network in the Downtown
- Primary bridges have recently been restored or reconstructed

### Weaknesses

- No on-street bicycle accommodations within Borough
- Auto-centric transportation culture
- Limited bus service during the week, no weekend service
- Limited bicycle and pedestrian connections to open space

### Opportunities

- Adopt a complete streets policy that would encourage multi-modal use of roadways
- Increase Metro-North service
- Relocate train platform south of the historic station to expand parking
- Explore concept of Transit Hub at train station
- Expand bus service
- Federal funding for Complete Streets programs

### Threats

- Suburban sprawl would increase traffic on local roadways and maintain a car dominated transportation culture
- Diminishing transit service
- Rail service is not frequent enough to accommodate most commuting schedules

## Transportation Network Policies and Strategies

**Guiding Policy:** To increase opportunities for all modes of travel within the Borough.

**Recommended Policy Champion:** Public Works, Borough Land Use Office

### Transportation Strategies

1. Maintain existing transportation infrastructure at existing or improved levels.
2. Adopt a Complete Streets approach to future roadway construction and reconstruction.
3. Minimize and consolidate curb cuts along commercial corridors as a means of calming traffic, improving safety, and enhancing the pedestrian environment.
4. Work with the CT DOT to plan for and enhanced service to the rail station.
5. Maximize the use of existing off-street parking in the downtown in anticipation of future development and economic growth.

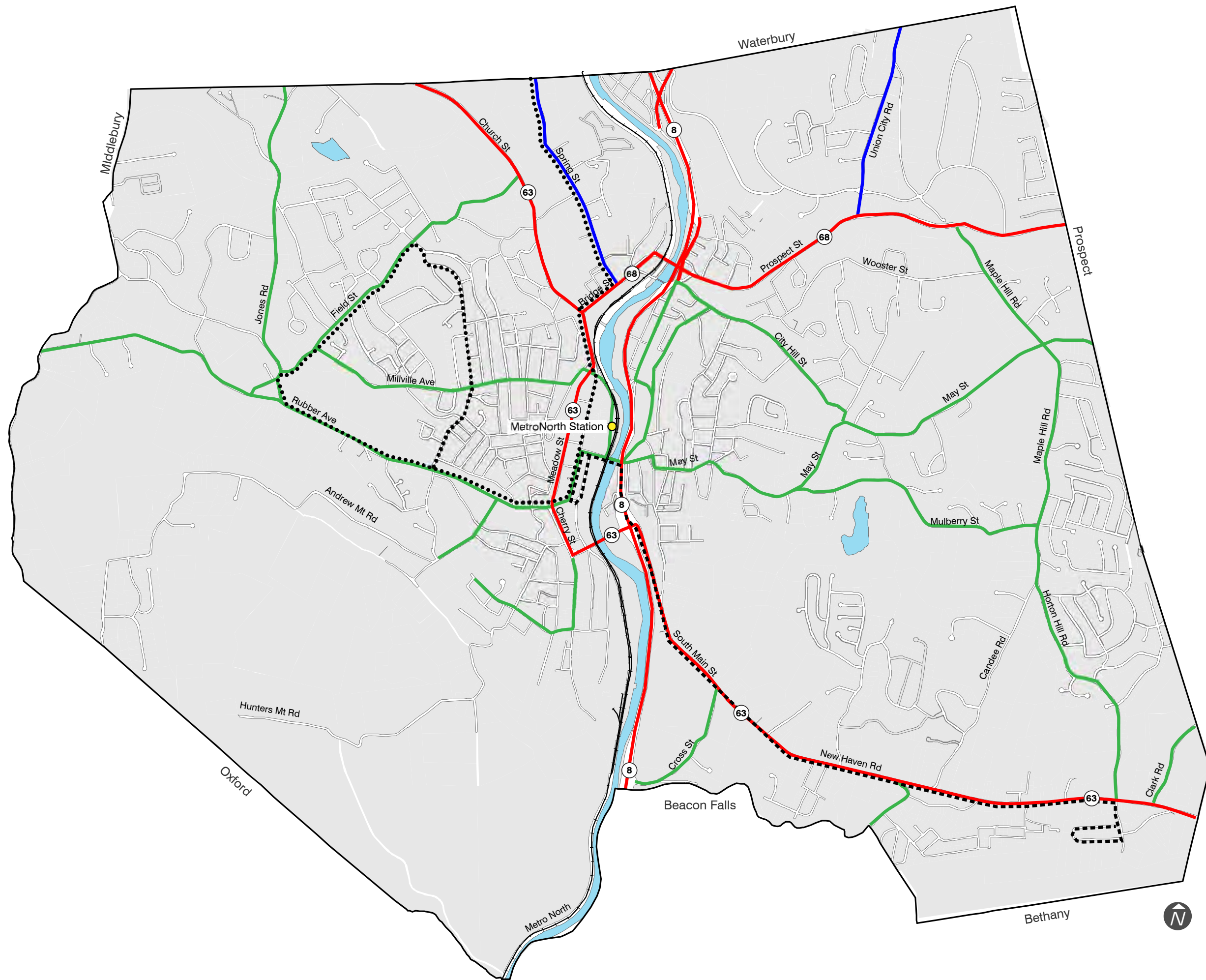
### Recommended Transportation Actions

#### **Near-term: Low Cost**

1. Develop and implement a Complete Streets Policy that prioritizes the installation of pedestrian and bicycle facilities.
2. Produce a pedestrian and bicycle masterplan for the Borough.
3. Develop an access management plan for major arterial commercial corridors
4. Maintain a dialogue with CT DOT regarding increased Metro-North rail service to Naugatuck, partner with neighboring communities in advocating for these services improvements.

#### **Longer-term: Higher cost**

1. Consider establishing a series of strategically located downtown public parking lots that can be used by developers to meet their parking supply.
2. Develop a system of on-street bike lanes that connects key destinations such as the downtown, parks, and schools.



## Transportation Network

- Principal Arterial
- Minor Arterial
- Collector
- + + Metro North Rail Line
- .... N1 CT Transit Bus Route
- N2 CT Transit Bus Route





*Drainage Culvert, Naugatuck (Source: ADA, Bridgeport CT)*

# Sewer & Water Infrastructure

## Sewer & Water Infrastructure Trends

The Borough provides basic and essential services to its residents with 90 percent of residents connected to public sewer. The Connecticut Water Company provides water to a comparable number of residents and businesses. Both the Borough and water company have maintained these essential services over time (see maps on pages 52 and 53).

Water for the Naugatuck system comes from several different sources both within the Borough and the region. Within Naugatuck, those sources include the Marks Brook Wellfield (a groundwater source) and the Naugatuck Central Reservoir System (a surface water source extending into Prospect). The Central Reservoir system is composed of four reservoirs, three of which are located in Naugatuck.

Naugatuck's drinking water is treated at the W.C. Stewart Water Treatment Plant for clarity, and chlorination. The plant has a capacity of six million gallons per day (6.0 mgd) which is more than sufficient to meet Naugatuck's needs under current and projected use scenarios. The treatment plant has held the honor of maintaining the American Water Works Association Director's Award for five consecutive years.

Approximately 90% of the Borough's residents and 40% of the land area are serviced by Naugatuck's sanitary sewer system. This system is managed by the Borough's Engineering and Water Pollution Control Department.

The Borough's treatment plant, located on Cherry Street, is operated by a private contractor. The plant, originally built in 1973, was upgraded to tertiary treatment in 1995 with additional upgrades in 1998. The plant is operated as a "no cost" facility, with operations financed by revenues derived from the incineration of sludge from outside of Naugatuck. In addition to incinerating outside sludge, the treatment facility also processes wastewater from Middlebury, Oxford and Beacon Falls. These communities contribute to less than fifteen percent of the treatment plant's flow.

## Sewer & Water SWOT Analysis

Naugatuck's municipal water supply is serviced by the Naugatuck Region of the Connecticut Water Company which includes Beacon Falls, Bethany, Middlebury, Naugatuck, Plymouth, Prospect, Thomaston, and Waterbury. As a state regulated utility, water quality provided by the Connecticut Water Company is reported on an annual basis with the 2011 report indicating that the water supply for Naugatuck meets or exceeds all drinking water standards.

According to the Source Water Assessment and Protection (SWAP) program, water from these sources is comparatively high quality and a safe, healthy, water supply for Borough residents is considered stable.

Unlike many old communities, Naugatuck's sanitary sewer system is completely separated from its storm sewer system. The lines for both systems are aging and maintenance is an ongoing and significant challenge.

### Strengths

- *The drinking water supply is reliable and water quality is high*
- *Waste water is separated from storm water and the waste water treatment facility has excess capacity*
- *Waste water treatment facility is financed by revenue generated from incinerating sludge from outside communities*

### Opportunities

- *Potential for public works complex near water treatment plant*
- *Land conservation can be used as a means of protecting the watershed*

### Weaknesses

- *Drainage issues in low-lying areas*
- *Aging sewer lines*

### Threats

- *Sewer lines may need substantial investment in the near term*
- *Development pressures in rural areas of Naugatuck could impact watershed*



## Sewer & Water Infrastructure Policies and Strategies

**Guiding Policy:** *To maintain sewer and drinking water services in a state of good repair; To ensure that the system is capable of supporting appropriate economic development; To limit system expansion in favor of enhancements to the existing system; And to protect water supply resources.*

**Recommended Policy Champion:** *Public Works*

### Facilities and Infrastructure Strategies

1. Address current aging infrastructure issues
2. Develop a long term facilities plan which supports desired future land-use patterns, with protection of the watershed being a key land use priority.
3. Prioritize investment in enhancements to the existing water and sewer systems in advance of investment in system expansion

### Recommended Infrastructure Actions

#### *Near-term, Low Cost*

1. Document current water and sewer system distribution system deficiencies and set priorities for upgrades
2. Develop a long term facilities plan which supports desired future land-use patterns

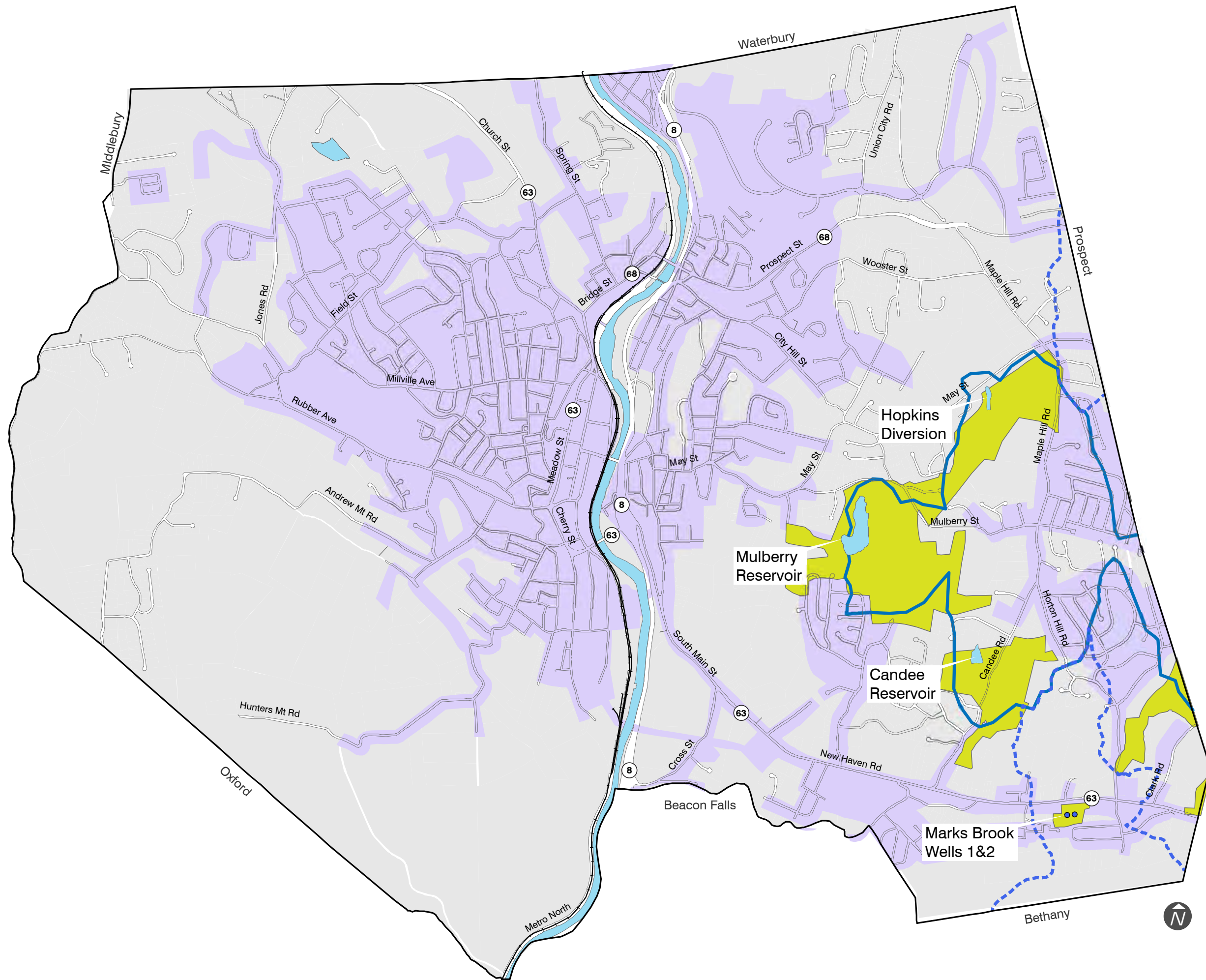
#### *Longer-term, Higher cost*

1. Invest in improvements to water and sewer system, with enhancements focused on targeted growth areas for the Borough (Route 8 core, neighborhoods, and Downtown)
2. Continue investment in conservation as a means of protecting watershed.



*Naugatuck should be...A business friendly community with best in the state school system. Clean and well kept streets and parks. We should strive to get people who reside in Cheshire to want to move to Naugatuck, rather than the other way around...Naugatuck has the right resources to make this a very desirable place to live. Beautiful river, great downtown, easy access to highways, etc. Unfortunately, we have a poor tax base, so residents bear the burden of the taxes. Because of this, there is little money to keep up our infrastructure, keep our roads properly paved, keep our schools among the best in the state, etc.*

*-Community Survey Response*



## Public Water Supply

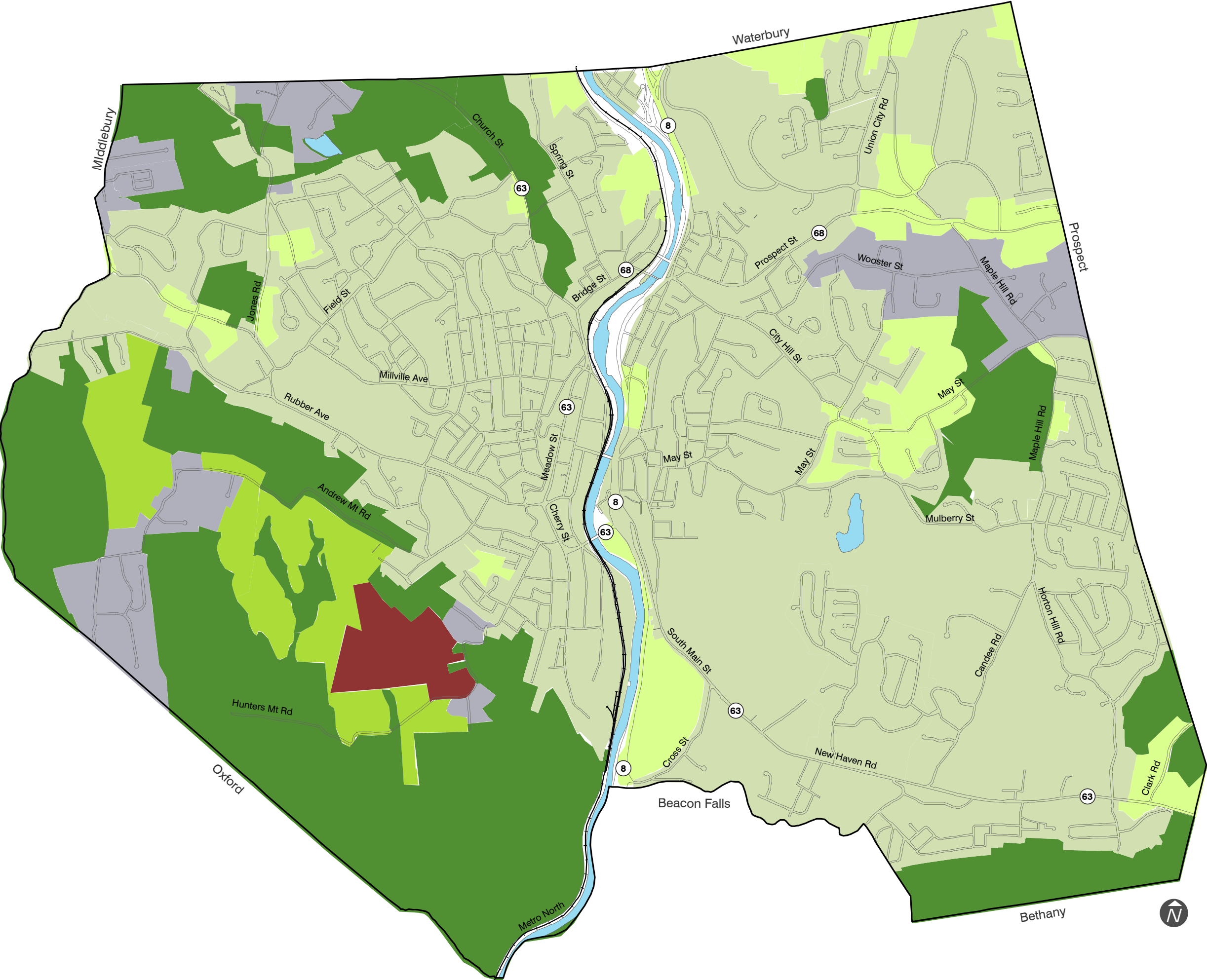
- Water Supply Service Area
- Water Company Owned Land
- Water Supply Watershed
- Aquifer Protection Area





# Sewer Service Areas

- Current Service Area
- Committed Service Area
- Proposed Service Area
- Avoidance Area
- Septic Service Area
- Land Fill





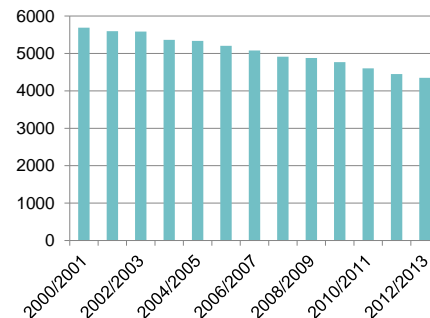
# Schools



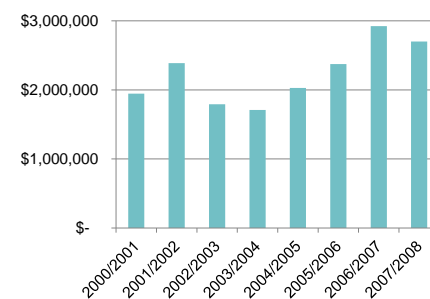
## Schools Trends

Naugatuck Public Schools has ten operating schools that serve approximately 4,400 students as of 2012. These schools range from preschool to high school, as outlined in the table below and in the map on page 57. School enrollment has been declining annually since 2000, but has been projected to stabilize. Despite a shrinking enrollment, school expenditures have grown between \$1.7 and \$2.9 million per year (2011 inflation adjusted). This growth in school spending is on par with spending increases statewide.

School	Grade Levels	2012-2013 Enrollment
Central Avenue Preschool	PK	42
Andrew Avenue School	K-4	246
Hop Brook Elementary School	K-4	343
Maple Hill School	K-4	519
Salem School	K-4	268
Western School	K-4	280
Cross Street Intermediate School	5-6	244
Hillside Intermediate School	5-6	417
City Hill Middle School	7-8	700
Naugatuck High School	9-12	1294



Naugatuck Public Schools Enrollment



Naugatuck Public Schools Annual School Budget Increases. 2011 Inflation Adjusted.

## Schools SWOT Analysis

The School District has recently undergone a restructuring in response to their facilities needs as outlined in a 2010 facility utilization study conducted by JCJ Architecture. That study identified three areas of concern: disparity regarding enrollments and capacity amongst the elementary schools; concerns relative to present and future operation and maintenance costs; and perception that the grade configuration was not operationally or educationally optimal.

School buildings addressed as issues of concern were Prospect Street School and Western Elementary School. Of Naugatuck's schools, these schools had the highest number of accessibility and indoor environmental quality issues. In response to these issues, replacement of these schools within a five to ten year period was recommended. Prospect Street School has been closed and Central Avenue School has been re-purposed for Pre-K and special education programs in response to the study's findings. Schools have also been restructured with the creation of two intermediate schools (5th-6th grade) at Cross Street and Hillside Schools.

Naugatuck High School is also in the process of being completely renovated. The renovation of the fifty year old structure is being subsidized by federal funding.

## Strengths

- *Schools strategic plan - restructuring to accommodate modern enrollments and facility needs*
- *Naugatuck High School soon to be renovated*
- *Schools are perceived as good and a reason to move to Naugatuck*

## Weaknesses

- *Aging school buildings*
- *Perception of low educational success for students emerging from the Naugatuck school system, despite perception that schools are good*

## Opportunities

- *Encourage civic engagement in school system initiatives and programs*
- *Reinvestment in school infrastructure as a means of rejuvenating schools and attracting new residents to modern schools*
- *Develop a partnership between the High School and Naugatuck Valley Community College, so as to create a stronger bridge to higher education*

## Threats

- *Many school buildings will be in need of significant maintenance, modernization, and/or reconstruction*
- *School expenditures continue to escalate while state funding is decreasing and the Borough's revenue is flat*

## Schools Policies and Strategies

**Guiding Policy:** *To maintain and continuously improve school facilities and services and to build educational partnerships*

**Recommended Policy Champion:** *Naugatuck Board of Education*

### Schools Strategies

1. Continue to invest in and renovate school facilities as per the JCJ study recommendations
2. Implement recommendations of the school system strategic plan
3. Foster partnerships between the Naugatuck High School, regional employers, and nearby higher-education institutions such as the Naugatuck Valley Community College

### Schools Actions

#### *Near-term, Low Cost*

1. Implement short-term, lower cost recommendations of the school system strategic plan
2. Develop a schools and business partnership organization and create a set of action items to pursue
3. Solicit development proposals for unused school buildings

#### *Longer-term, Higher Cost*

1. Invest in educational system physical facilities
2. Implement longer-term, higher cost recommendations of the school system strategic plan

*Having schools that are for the 21 century.  
To have our kids in state of the art schools.  
Not in schools from the 20 century!!*

—

*This needs to be a town that is appealing to new business and young families. The schools must be improved most notably City Hill. Many families (ours included) are planning to move before our children have to go to that school.*

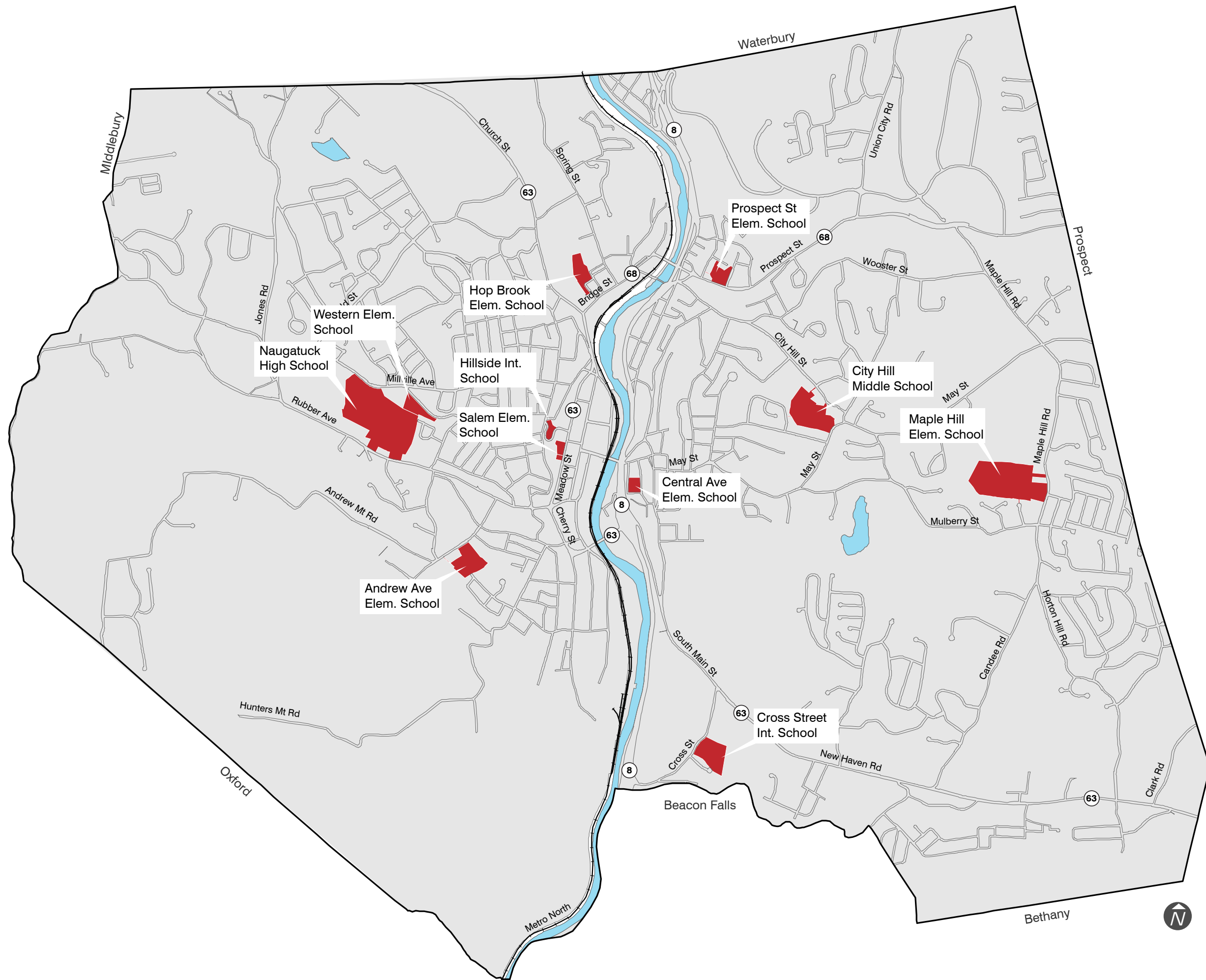
—

*Build up public and private partnerships. Consider a community school model, with "one stop shopping" for services such as education, physical and mental health, recreation, before and after school care, adult education, etc at a central location in a school or schools.*

—

*A "small town" atmosphere. A town where the schools are safe places and where there are more educational options for the students! I have 2 sons. One graduated in 2006 and the other 2012. I feel that the high school was totally different for each of them. There are many problems in the school system that are not addressed.*

*-Community Survey Responses*



## Public Schools

School Property





# Governance



## Governance Trends

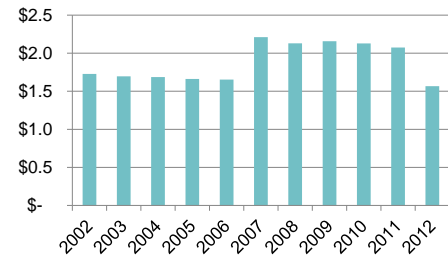
Local government expenditures between 2000 and 2007 are shown in the table to the right. Total municipal expenditures grew 23% between 2000 and 2005, with less substantial increases between 2005 and 2007. Non-school expenditures also grew by 6% between 2000 and 2005, with no growth between 2005 and 2007. The Borough's net grand list was relatively stable when adjusted for inflation until 2012 where a revaluation of properties resulted in the grand list shrinking to 2002-2006 levels.

## Governance SWOT Analysis

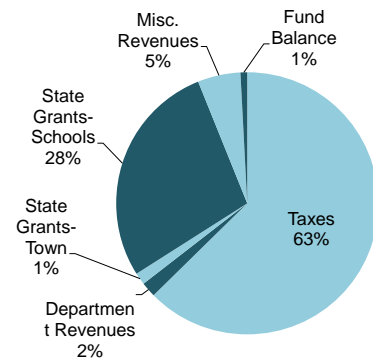
The Borough of Naugatuck has a fiscally sound municipal government that is cautious in its spending and therefore enjoys a AA- bond rating. Naugatuck has stable leadership in the Mayor's office and experienced department heads. A strategic plan of organization is currently underway for the Borough that will assess the municipal government and make recommendations for improving its structure and effectiveness.

One of the challenges faced by the Borough is a grand list that has been flat and declined sharply in 2012 with revaluation. This is attributed to a lack of growth in the Borough's commercial tax base and declining values of Naugatuck's housing stock as a result of a downturn in the real estate market. The Borough's 2012 budget is approximately \$107.5 million. Sixty-three percent of this budget comes from property taxes with 29% of revenues coming from the State of Connecticut. The board of education receives 54% of Borough expenditures with the balance financing various Borough departments, including a debt service that represents 3% of the Borough's expenditures.

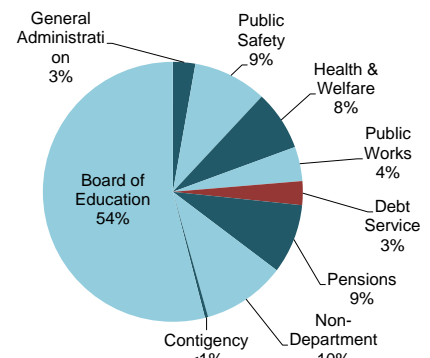
Regardless of Borough finances, many residents are not engaged or aware of the Borough's operations and finances. For many residents, their perception of Borough operations is limited to their experience conducting business at Town Hall. As such, many residents share the perception that the Borough government is not accessible enough. Town Hall hours, being restricted to normal working hours, are not convenient for many residents. The Borough does not take full advantage of its online presence, consequently many services that could be offered online require a trip to Town Hall. Additionally, the Borough does not publish an annual report and many municipal documents are not available online. The Mayor does publish a popular blog, which posts items such as the Borough's budget, but this information could also be made available on the Borough's website.



*Inflation adjusted net grand list  
(2012 billions of dollars)*



*2012-2013 Borough Revenue*



*2012-2013 Borough Expenditures*



*2012 Strategic Planning Meeting  
Photo Credit: Citizen's News*

## Strengths

- *Stable leadership*
- *AA- Bond rating*

## Weaknesses

- *Perceived ineffectiveness of local government*
- *Lack of contemporary electronic tools to support municipal services at Town Hall*
- *Lack of an annual Town report to publicize the state of the Borough*

## Opportunities

- *To develop a stronger working relationship with towns to the south*
- *To enhance community awareness of governmental services and programs – increase civic engagement*
- *To expand range of contemporary technology used at Town Hall and train staff to increase comfort level with it*
- *More service-oriented town hall operations*

## Threats

- *Flat or diminishing commercial property tax base*
- *Grand list has lost value as result of 2012 revaluation*
- *Tax rate increases without easily perceived added benefits in terms of infrastructure and services*

## Governance Policies and Strategies

**Guiding Policy:** *To foster community engagement in Borough governance and build governance transparency*

**Recommended Policy Champion:** *Mayor's Office*

### Governance Strategies

1. Promote community engagement
2. Develop a series of committees and working partnerships to foster engagement in community revitalization
3. Implement the recommendations of the Borough Governance Strategic Study

### Recommended Governance Actions

#### *Near-term, Low Cost*

1. Implement short-term, lower cost recommendations of the governance strategic plan
2. Establish a series of committees to help champion the POCD initiatives and conduct collective roundtable meetings of these committees periodically to foster collaboration by a broad spectrum of residents and business owners
3. Develop a community recognition program to publicize and thank local volunteers for their contributions
4. Continue to encourage local volunteerism with recognition of local organizations, event sponsors, and programs
5. Consider partnering with local media to provide reminders of when Town hall is open to serve resident needs in non-business hours

#### *Longer-term, Higher Cost*

1. Consider identifying a community ombudsman/help desk person at Town Hall and who is accessible online via email to direct residents to needed services

*Naugatuck needs...A very large business base to help curb the high taxes, don't get me wrong, we do get a lot for what we pay for compared to surrounding towns but it would help make local governments job extremely easier. Undoubtedly this town's most important issue is the need for more tax base.*

—

*By attracting more restaurants and businesses, we could reduce the mill rate on our property taxes and make the area more attractive to people looking to relocate to this area. As it is right now, property taxes are too high and make it just the opposite.*

—

*My view of Naugatuck would represent more of what it was 15 years ago. Today there seems to be higher taxes with no benefits. Schools closing, insufficient snow removal, charging for recycling center, less and less community focused events. My greatest fear is that we will soon be in the same position Waterbury is in. No money and no return on or hard earned tax payer dollars.*

*-Community Survey Responses*



# State Conservation and Development Policies Plan

## Consistency with the State Conservation and Development Policies Plan

The findings of this plan were compared with the current draft State Conservation and Development Policies Plan (2013-2018) for consistency. The 2013-2018 Plan provides a benchmark for municipal plans of development going forward.

The 2013-2018 Plan is organized around six growth-management principles. Municipalities must consider these principles as they update their plans of conservation and development:

1. Redevelop and revitalize regional centers and areas with existing or currently planned physical infrastructure
2. Expand housing opportunities and design choices to accommodate a variety of household types and needs
3. Concentrate development around transportation nodes and along major transportation corridors to support the viability of transportation options
4. Conserve and restore the natural environment, cultural and historical resources, and traditional rural lands
5. Protect and ensure the integrity of environmental assets critical to public health and safety
6. Promote integrated planning across all levels of government to address issues on a statewide, regional and local basis

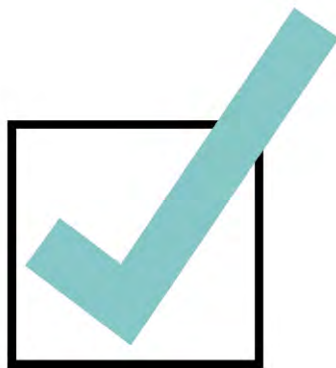
The policies and strategies which comprise this plan are complementary to the growth principles stated above.

This plan was also compared for consistency with the 2013-2018 Plan with regards to designations of the 2013-2018 Locational Guide Map, which identifies targeted conservation areas and priority funding areas to guide the award of state funds in support of local programs and projects. The Future Land Use map and policies within this plan are generally consistent with the 2013-2018 Locational Guide Map.

*The 2013-2018 State Plan establishes the following requirements:*

- *“Effective upon adoption of the 2013-2018 State C&D Plan by the General Assembly, CGS Section 16a-35d requires that no state agency provide funding for a “growth-related project” that is outside the boundaries of priority funding areas, unless it meets any listed criteria for exceptions*
- *Public Act 09-230 defines “principles of smart growth” and Public Act 10-138 requires state agencies to consider whether certain grant application proposals comply with such principles. “*





# Implementation Matrix

## Implementation

The implementation matrix on the following pages is a summary of the guiding policies, strategies, and actions presented within this plan. This summary is intended to be used as a reference guide for the Borough.

As with any plan or effort, the goals, policies, strategies and action steps will likely shift or evolve over the next decade. The Borough should make a practice of updating this matrix on an annual basis as a means of assessing its progress towards the community's vision.

Housing	Strategies	Near-Term Actions	Longer-Term Actions	Progress Notes
<p><i>Policy Champion:</i> Mayor’s Office, Land Use Office, Housing Authority</p> <p><i>Guiding Policy:</i> To expand housing options, encourage housing creation in the Borough core, and foster a balance among housing types to promote housing choice for all residents</p>	<ol style="list-style-type: none"><li>1. Encourage the development of a variety of housing options for young adults, families, and older residents throughout the Borough</li><li>2. Encourage housing conservation in traditional neighborhoods in the Borough core and preservation of traditional neighborhood character; Develop a proactive neighborhood conservation and revitalization program</li><li>3. Support neighborhood conservation and rehabilitation through targeted upgrades to infrastructure</li><li>4. Promote Development of Affordable Housing: Utilize zoning tools and state-funded support programs that facilitate the creation of affordable housing</li><li>5. Encourage the construction of more affordable housing for young families and moderate income singles, in addition to adding to the number of state-defined affordable units</li></ol>	<ol style="list-style-type: none"><li>1. Amend zoning to encourage inclusion of housing in redevelopment and development proposals for the Downtown and both permit and encourage mixed-use structures in the Downtown and surrounding neighborhoods</li><li>2. Develop a Naugatuck Housing Team to work as a group to attract desired mixed-use developments that include housing and assist and support housing expansion and renewal in the Downtown and adjacent neighborhoods</li><li>3. Review zoning regulations to focus on concentrating new housing in the core areas</li><li>4. Expand the role of the housing authority to champion the Naugatuck Housing Team for housing initiatives in the Borough</li><li>5. Conduct a windshield study of the Borough’s housing stock to prioritize areas that need rehabilitation assistance</li><li>6. Review procedures and staffing and strengthen code enforcement of properties</li><li>7. Promote energy assistance and other programs to help residents with their housing-related needs</li></ol>	<ol style="list-style-type: none"><li>1. Proactively seek out developers for new senior independent/lifestyle change housing as well as moderate-income and ‘starter’ housing adjacent to community services and with access to transit and pedestrian destinations</li><li>2. Consider adopting an Incentive Housing Zone or other affordable housing regulations to support additional affordable housing in the Borough</li></ol>	

Land Use	Strategies	Near-Term Actions	Longer-Term Actions	Progress Notes
<p><i>Policy Champions:</i> Borough Land-use Office; Naugatuck Historical Society</p> <p><i>Guiding Policy:</i> To maintain the Borough’s traditional overall pattern of development while fostering revitalization of the Downtown and Route 8 Core and minimizing sprawl</p>	<ol style="list-style-type: none"><li>1. Pro-actively encourage mixed-use development throughout the Route 8 core and Downtown</li><li>2. Develop a neighborhood planning and preservation program</li><li>3. Enhance community appearance with a unified theme for streetscape, building architecture, and scale Downtown and along commercial corridors</li><li>4. Proactively preserve historic resources</li><li>5. Amend the zoning regulations to support the Plan recommendations for land use management</li></ol>	<ol style="list-style-type: none"><li>1. Establish a zoning update committee</li><li>2. Employ the recommended transect concept with increasing density and mix of uses transitioning from the edge of the Borough to the core within the zoning regulations</li><li>3. Develop design guidelines associated with each zone type and incorporate them into the regulations</li><li>4. Develop associated regulations for parking to allow for complementary parking supply (such as with shared parking and off-site parking) in the Borough core</li><li>5. Require cluster subdivisions (rather than simply permit them)</li><li>6. Build on the Downtown Special Design District regulations to make them applicable for the entire Downtown</li><li>7. Establish a Design Review Committee for review of zoning applications in the Downtown and Route 8 Core</li><li>8. Establish a neighborhood revitalization committee – define its roles and develop an action program</li><li>9. Establish priorities for long-term preservation of historic resources and identify issues related to preservation efforts</li><li>10. Adopt a demolition delay ordinance for historic structures</li><li>11. Designate a corridor along Prospect Street as a third “planned district” comparable to Rubber Avenue and New Haven Road.</li><li>12. Pursue designation as a Connecticut Main Street for the Downtown and associated programs for downtown renewal.</li></ol>	<ol style="list-style-type: none"><li>1. Develop a Transit-Oriented Development plan for the area surrounding the train station</li><li>2. Undertake a neighborhood resource and housing stock survey</li><li>3. Create a community character guide (preferred architectural and site design features) based on historic architecture and neighborhood themes for the Downtown and downtown neighborhoods</li><li>4. Develop a program of activities to promote neighborhood identity and unity</li><li>5. Develop a program with priorities for preservation, enhancement and adaptive re-use of historic properties</li><li>6. Consider hiring a Downtown Coordinator to explore funding/grant opportunities for downtown revitalization and housing development</li><li>7. Develop a streetscape improvement plan for the Downtown and pursue enhancement funding</li></ol>	



Economic Development	Strategies	Near-Term Actions	Longer-Term Actions	Progress Notes
<p><i>Policy Champion:</i> Naugatuck Economic Development Corporation</p> <p><i>Guiding Policy:</i> To encourage sustainable economic growth and foster new job creation</p>	<ol style="list-style-type: none"><li>1. Develop a targeted downtown business retention and expansion program</li><li>2. Conduct a market study to determine potential demand for housing, retail and services in the Route 8 economic core and Downtown specifically</li><li>3. Continue to pro-actively recruit new businesses for appropriate sites</li><li>4. Partner with local educational institutions to grow the skilled workforce in the Borough for the region’s employers</li><li>5. Leverage the Borough’s recreational assets to foster recreational tourism</li></ol>	<ol style="list-style-type: none"><li>1. Establish a Friends of Main Street organization – a collaboration among the Borough, NEDC and downtown businesses to promote the downtown and its renewal</li><li>2. Conduct a downtown market analysis</li><li>3. Pursue a façade-improvement program throughout the Route 8 core by participating in DECD funding program for this purpose</li><li>4. Conduct a jobs summit to bring together schools, institutions of higher learning, and employers to explore opportunities to develop job skills to meet current and future employment needs</li><li>5. Seek membership in the Connecticut Main Street program</li><li>6. Work with local arts, cultural, and philanthropic organizations to develop a program for further expanding cultural and arts businesses, events, and institutions as an economic stimulus and to build vitality in Naugatuck’s downtown</li></ol>	<ol style="list-style-type: none"><li>1. Develop a targeted marketing outreach program based on the findings of the Downtown market analysis</li><li>2. Analyze the barriers to reuse at available vacant former manufacturing sites and work with individual property owners to overcome impediments –prioritize sites for Borough assistance with targeted redevelopment</li><li>3. Explore developing a Heritage and Recreational Tourism program to centered on the Borough’s historic and recreational assets to promote it as a tourism destination</li><li>4. Pursue technical support and grant funding through the Connecticut Commission on Culture and Tourism</li></ol>	
Conservation, Open Space & Recreation	Strategies	Near-Term Actions	Longer-Term Actions	Progress Notes
<p><i>Policy Champion:</i> Borough Land use Office; Parks and Recreation Commission; partner with land trust and consortium of Borough sports and recreation organizations.</p> <p><i>Guiding Policy:</i> To preserve existing open space, protect sensitive natural resources, and expand access to recreational opportunities for all residents.</p>	<ol style="list-style-type: none"><li>1. Improve access to the Naugatuck River</li><li>2. Establish greenway linkages among key open space parcels</li><li>3. Leverage the Borough’s recreational assets to foster recreational tourism</li><li>4. Pursue public-private partnerships to create more public recreational facilities</li></ol>	<ol style="list-style-type: none"><li>1. Develop easily accessible information resources about the Borough’s open spaces</li><li>2. Formalize the land trust as town-wide organization to acquire and/or manage open space</li><li>3. Develop a concept plan for open space linkages and incorporate into the Open Space Plan</li><li>4. Amend the zoning regulations to require public plazas or other spaces as part of commercial developments</li><li>5. Coordinate and seek technical assistance from the State Department of Commission on Culture and Tourism to develop tourism program for the Borough</li><li>6. Collaborate with the Connecticut Parks &amp; Forest Association to promote passive recreation on State Forest land</li><li>7. Identify unique assets such as historic cemeteries and scenic vistas and add them to the list of priority conservation sites as part of the open space plan</li></ol>	<ol style="list-style-type: none"><li>1. Develop a linkage system (walking, bicycling, parking) between the downtown and the Naugatuck River; ensure connections with the Naugatuck Valley River Trail system</li><li>2. Consider acquiring property along the Naugatuck river whenever such property becomes available</li><li>3. Develop a Borough Open Space brochure to guide both residents and visitors to access to open spaces and Borough recreational facilities</li><li>4. Explore funding opportunities for adaptive re-use of a vacant facility such as the Prospect Street School for recreation</li><li>5. Consider use of Tuttle Street School as a visitor information center to promote heritage tourism and use of the Naugatuck River, walking trails and open spaces in the Borough</li></ol>	

Transportation Network	Strategies	Near-Term Actions	Longer-Term Actions	Progress Notes
<i>Policy Champion:</i> Public Works, Borough Land use Office  <i>Guiding Policy:</i> To increase opportunities for all modes of travel within the Borough.	<ol style="list-style-type: none"><li>1. Maintain existing transportation infrastructure at existing or improved levels</li><li>2. Adopt a Complete Streets approach to future roadway construction and reconstruction</li><li>3. Minimize and consolidate curb cuts along commercial corridors as a means of calming traffic, improving safety, and enhancing the pedestrian environment</li><li>4. Work with the CT DOT to plan for and enhanced service to the rail station</li><li>5. Maximize the use of existing off-street parking in the downtown in anticipation of future development and economic growth</li></ol>	<ol style="list-style-type: none"><li>1. Develop and implement a Complete Streets Policy that prioritizes the installation of pedestrian and bicycle facilities</li><li>2. Produce a pedestrian and bicycle masterplan for the Borough</li><li>3. Develop an access management plan for major arterial commercial corridors</li><li>4. Maintain a dialogue with CTDOT regarding increased Metro-North rail service to Naugatuck, partner with neighboring communities in advocating for these services improvements</li></ol>	<ol style="list-style-type: none"><li>1. Consider establishing a series of strategically located downtown public parking lots that can be used by developers to meet their parking supply</li><li>2. Develop a system of on-street bike lanes that connects key destinations such as the downtown, parks, and schools</li></ol>	
Sewer & Water Infrastructure	Strategies	Near-Term Actions	Longer-Term Actions	Progress Notes
<i>Policy Champion:</i> Public Works  <i>Guiding Policy:</i> To maintain sewer and drinking water services in a state of good repair; To ensure that the system is capable of supporting appropriate economic development; To limit system expansion in favor of enhancements to the existing system; And to protect water supply resources.	<ol style="list-style-type: none"><li>1. Address current aging infrastructure issues</li><li>2. Develop a long term facilities plan which supports desired future land-use patterns</li><li>3. Prioritize investment in enhancements to the existing water and sewer systems in advance of investment in system expansion</li></ol>	<ol style="list-style-type: none"><li>1. Document current water and sewer system distribution system deficiencies and set priorities for upgrades</li><li>2. Develop a long term facilities plan which supports desired future land-use patterns</li></ol>	<ol style="list-style-type: none"><li>1. Invest in improvements to water and sewer system, with enhancements focused on targeted growth areas for the Borough (Route 8 core , neighborhoods, and Downtown)</li><li>2. Continue investment in conservation as a means of protecting watershed</li></ol>	
Schools	Strategies	Near-Term Actions	Longer-Term Actions	Progress Notes
<i>Policy Champion:</i> Naugatuck Board of Education  <i>Guiding Policy:</i> To maintain and continuously improve school facilities and services and to build educational partnerships	<ol style="list-style-type: none"><li>1. Continue to invest in and renovate school facilities as per the JCJ study recommendations</li><li>2. Implement recommendations of the school system strategic plan</li><li>3. Foster partnerships between the Naugatuck High School, regional employers, and nearby higher-education institutions such as the Naugatuck Valley Community College</li></ol>	<ol style="list-style-type: none"><li>1. Implement short-term, lower cost recommendations of the school system strategic plan</li><li>2. Develop a schools and business partnership organization and create a set of action items to pursue</li><li>3. Solicit development proposals for unused school buildings</li></ol>	<ol style="list-style-type: none"><li>1. Invest in educational system physical facilities</li><li>2. Implement longer-term, higher cost recommendations of the school system strategic plan</li></ol>	

Governance	Strategies	Near-Term Actions	Longer-Term Actions	Progress Notes
<p><i>Policy Champion:</i> Mayor’s Office</p> <p><i>Guiding Policy:</i> To foster community engagement in Borough governance and build governance transparency</p>	<ol style="list-style-type: none"><li>1. Promote community engagement</li><li>2. Develop a series of committees and working partnerships to foster engagement in community revitalization</li><li>3. Implement the recommendations of the Borough Governance Strategic Study</li></ol>	<ol style="list-style-type: none"><li>1. Implement short-term, lower cost recommendations of the governance strategic plan</li><li>2. Establish a series of committees to help champion the POCD initiatives and conduct collective roundtable meetings of these committees periodically to foster collaboration by a broad spectrum of residents and business owners</li><li>3. Develop a community recognition program to publicize and thank local volunteers for their contributions</li><li>4. Continue to encourage local volunteerism with recognition of local organizations, event sponsors, and programs</li><li>5. Consider partnering with local media to provide reminders of when Town hall is open to serve resident needs in non-business hours</li></ol>	<ol style="list-style-type: none"><li>1. Consider identifying a community ombudsman/help desk person at Town Hall and who is accessible online via email to direct residents to needed services</li></ol>	

## References

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- 2010 American Community Survey
- 2010 United States Census
- Long Range Regional Transportation Plan: 2007-2035, Central Naugatuck Valley Council of Governments
- Central Naugatuck Valley Regional Plan of Conservation and Development: 2008, Central Naugatuck Valley Council of Governments
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- 2008 Parks and Recreation 3 Year Master Plan, Borough of Naugatuck, Land Use Office
- City Data, [www.city-data.com/city/Naugatuck-Connecticut.html](http://www.city-data.com/city/Naugatuck-Connecticut.html)
- Connecticut DOT Traffic Count Locator
- 2001 Borough of Naugatuck Plan of Conservation and Development
- 2013-2018 Connecticut Statewide Plan of Conservation and Development