

Borough of Naugatuck

Plan of Conservation and Development

2023



Planning Commission
Naugatuck, CT

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Tuttle House



Introduction

The Plan of Conservation and Development

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.

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.

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 2013 Borough Plan, focusing on how the Borough of Naugatuck is changing over time and how the community wants to guide those changes to direct the future. This plan must be formally adopted by the Planning Commission to enable implementation of the recommendations contained herein.

In order to facilitate the implementation process, the POCD has been designed to be used as an action plan, with a set of benchmarks over time, making it possible to keep measurable progress of goals. Thus, this plan is a living and dynamic document, with the potential to be updated as required.

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, natural, biological, and historical 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 identified 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 meetings. Several open-to-the-public meetings were held between the months of September-December 2023 at the Board of Mayor and Burgesses and Planning Commission. A public hearing regarding the POCD update was held in December 2023, with opportunity for public commentary, prior to document approval.

Upon undertaking this planning process, the Land Use Office and Borough Department Heads identified that the weakest point of prior efforts to solicit public input in the 2013 POCD were related to affordable housing and affordable housing outreach. As such, and in effort to coordinate the update of the Borough of Naugatuck's 2023-2028 Affordable Housing Plan with the 2023 POCD update, an Affordable Housing Survey was distributed to residents. Such results have been incorporated into the 2023 POCD update.

The Naugatuck Planning Commission conducted an affordable housing survey between August 1, 2022 through October 3, 2022 looking for resident's input on current housing options in the Borough, affordable housing in general and the type of housing Naugatuck needs currently and in the next decade. The survey was conducted online and paper copies were dropped off at the Senior Center and in the lobby of Town Hall. The survey was noticed in the newspaper and on social media. There was a total of 330 responses.

A Vision for Naugatuck's Future

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 with an increase in housing opportunities to bring vibrancy to the downtown core; 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 Wilmot Farm is identified as an area for future open space and recreational opportunities.

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. The increase in people living downtown will enhance vibrancy.

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. New housing will be located near public transportation, specifically the future train platform on Parcel B. The Borough will be easily navigable by car, foot, transit, or bicycle.

The future train station will be actively used and will draw visitors as well as commuters from around the region. Streets in the downtown will offer a balance among motor vehicle, pedestrian, and bicycle traffic, with an enhanced streetscape that is pedestrian friendly and complementary to the character of the area. There will be additional parking in the downtown core through acquisition and design.

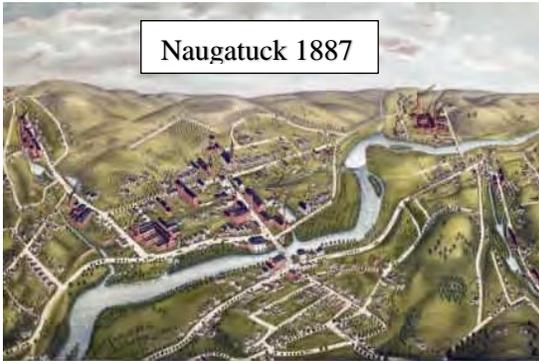


Source: Richard & Cegan, Inc., Kleinfelder (Future Downtown Streetscape Ambiance Rendering)

A Biographical Sketch of Naugatuck

History

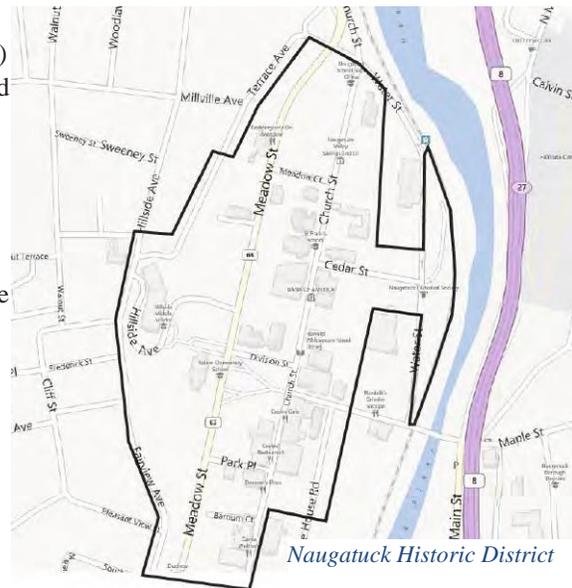
The history of Naugatuck began with the indigenous peoples of the Naugatuck River Valley. The Naugatuck River, and associated tributaries, acted as a central community feature for diverse indigenous communities throughout the region. Indigenous peoples worked the soil in this region, hunted, gathered, established cultures, legacies, and more. Numerous indigenous communities can be traced back to this area of the Valley, including, but not limited to, the Paugussett, Wappinger, and Quinnipiac communities, along with many others ([Native Land](#)). Naugatuck itself derives its name from an Algonquian term meaning “lone tree by the fishing place.”



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. 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 Road. 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. Connecting Naugatuck to its history is a collection of historic properties located within the Downtown.

The Naugatuck Center Historic District (see map at right) 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 old 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. The redevelopment of the abandoned Uniroyal footwear sites downtown, including Parcels A and B, will be developed in a manner that will connect them aesthetically to the existing downtown core and historic district.



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.
- The Naugatuck River, dividing the Borough in half from north to south and 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: both which overlay a high-quality source of public drinking water supply. These occur at the northeastern edge and southeastern border of the Borough.
- The Naugatuck State Forest creates a large tract of preserved open space within the Borough, under the guidance and authority of the State of Connecticut.

Regional Influences

Naugatuck sits near center of the Naugatuck Valley. It is a member of the Naugatuck Valley Council of Governments, which encompasses nineteen municipalities and oversees the Metropolitan Planning Organization for the Region (Central Naugatuck Valley MPO). The Central Naugatuck Valley MPO comprises of fifteen municipalities and oversees federal transportation planning on a regional basis.

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 Naugatuck Valley Council of Governments (NVCOG) is in the process of developing their first Regional Plan of Conservation and Development that will guide regional development and investment over the next ten years. Currently, regional planning work is guided by three POCDs from three former regional planning agencies that consolidated in 2015 including the Valley Council of Governments, Council of Governments of the Central Naugatuck Valley, and the Central Connecticut Regional Planning Agency. State Statute 8-35a mandates the preparation of a regional POCD (RPOCD) once every 10 years. The NVCOG attended a Borough of Naugatuck Planning, Zoning, and Inlands Commissions Special Meeting on October 13, 2022 to solicit input regarding the RPOCD. Current drafts of the 2023 RPOCD highlight several regional priorities in areas including transportation and the natural environment.

Naugatuck Arts Commission Naugatuck Summer Concert Series on the Naugatuck Town Green



Naugatuck's People

Demographic Trends¹

Naugatuck's overall population has remained relatively stable from the years 2010 to 2020, while becoming increasingly diverse. The Borough is home to 31,519 residents. Of those residents, 20% are between the ages of 1-18, 65% are between the ages of 18-64, and 15% are 65 years or older. The Borough of Naugatuck has a lower poverty rate than both the region and the state, though lower median household incomes. From the years 2010 to 2020, Naugatuck's median household income has grown 10.60%, while both the state and region's have fallen. The Borough of Naugatuck has higher educational attainment rates than the State of Connecticut, but lower than the region, with 28.9% of residents having received a high school diploma, compared to 26.3% at the state level and 30.8% at the regional level.

Population: The Borough's population has been steadily increasing from the year 1970 onward, with an overall increase of nearly 36% between the years 1970 and 2020. This is significantly higher than the State of Connecticut's population change from the years 1970-2020 of 18.9%. During that time frame, the Borough's population grew at nearly double the state's rate of growth. The Borough houses a total of 11,483 households, with married-couple families make up 50.5% of the total households, higher than the state and region (ACS Bicennial). Nonfamily households make up 31.8% of the population. Other family households, including single mother/father households make up 22.4% of the Borough's population. Naugatuck's population has remained relatively stagnant from the years 2010-2020, showcasing a slight 1.1% decrease.

Diversity: In addition to population changes, 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, with an 8.1% increase in Minority Population between the years 2010-2020. The Borough's Minority Population increased by 8.1% between the years of 2010 and 2020, 1.3% faster than Naugatuck Region's Minority Population.

Age: Between the years of 2010 and 2020, the fastest growing age groups in the Borough of Naugatuck include those who are aged 55 to 64 (20%), over the age of 65 (17%), and the ages of 18 to 24 (6%). Children under 5 were the most rapidly declining, followed by school-aged children ages 5-17 (15%).

Household Income: Although the Borough's median household incomes lag behind the region and state, they are increasing at a much faster rate. The Borough's median household income has increased significantly between the years 2010 and 2010 (10.6%), while the State of Connecticut's and Region's have decreased. Those households making less than \$10,000 has decreased by nearly 150% between the years of 2010 and 2020 (303 households in 2020 vs. 757 households in 2010), while those households making greater than \$100,000 has increased by 34% (4,483 households in 2020 vs. 2,964 in 2010) showcasing the economic mobility of Borough residents in recent years. As of 2020 data, 38% of the Borough's total households make \$100,000 or more, while 16% make between \$50,000 and \$74,999.

Educational Attainment: The level of education among Naugatuck's residents has been rising between the years of 2015-2020. The Borough has a growing number of high school graduates (29%) as well as those with some college education or higher education degrees (62%).

¹ Source: ACS Census Data, 2017-2021 5 Year Estimates & ACS Bicennial Census Data
Borough of Naugatuck 2023 Plan of Conservation and Development

Naugatuck Housing Aerial Photo



Housing

Housing Trends

Naugatuck contains 12,876 housing units, 66% of which are owner-occupied and 6% of which are vacant. Sixty-five percent of the housing units are detached or semi-detached (ACS 2017-2021). The Median Home Value in the Borough of Naugatuck is \$197,800 (ACS 2017-2021). Rents are lower than other regions of the State, but the Borough has seen increases in recent years, following Statewide trends.

According to the 2022 State of Connecticut Department of Housing’s Affordable Housing Appeals List, Naugatuck has 1,117 units that qualify as affordable housing developments. On March 1, 2023, the Department of Housing released the 2022 Affordable Housing Appeals List. The 2023 Affordable Housing Appeals List will be the first year to use the 2020 Census’ Total Housing Units as the base number for the calculation of affordable housing developments.

In Naugatuck, 178 additional housing units were built from the 2010 Census to the 2020 Census. Due to the increase in the total number of units, the percentage of units that qualify as affordable housing developments decreased from 8.55% in 2022 to 8.44% in 2023.

CGS 8-30g Assisted Housing Developments in Naugatuck		
Address	Funding Source	Total Units
Group Homes	Connecticut Housing Finance Authority	3
George B. Lewis I	United States Department of Housing and Urban Development	52
George B. Lewis II	United States Department of Housing and Urban Development	52
Lewis Circle	Connecticut Housing Finance Authority	32
Oak Terrace	Connecticut Housing Finance Authority	194
Robert E. Hutt Congregate	Connecticut Housing Finance Authority and State of Connecticut Department of Housing	36
Southwood Apartments	United States Department of Housing and Urban Development	124
Total Assisted Housing Developments in Naugatuck:		493
CGS 8-30g Rental Assisted Units in Naugatuck		
Type	Total Units	
Rental Assistance Vouchers (Rental Assistance Program and Housing Choice)	267	
Homeless Assistance	22	
Veteran Affairs Supportive Housing	2	
Non-Elderly Disabled Vouchers	20	
Total Rental Assisted Units in Naugatuck:		312
2022 Connecticut Housing Finance Authority Single-Family Mortgages in Naugatuck		
Total Number of CHFA Single-Family Mortgages:		312
Total Number of Units Qualified as CGS 8-30g Affordable Housing Developments:		1,117

Source: State of Connecticut Department of Housing

Affordable Housing Developments in Naugatuck



Lewis Circle



George B. Lewis I



George B. Lewis II



Oak Terrace



Robert E. Hutt Congregate



Southwood Apartments

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: *Board of Mayor and Burgesses and Land Use Office*

Housing Strategies:

1. Collaborate with the Naugatuck Housing Authority (NHA)
2. Promote housing opportunities and limit blight
3. Mapping and revitalization
4. Seek opportunities to address existing regulations impeding town objectives

Housing Recommended Actions:

Near Term, Low Cost:

1. Continue use of the municipally formed “Enforcement Task Committee” to address blight concerns and ensure neighborhood health and safety.
2. Consider reducing or modifying permit fees and utility connection charges in return for deed restrictions; creating durable, affordable housing.
3. Any new residential or mixed-use development should demonstrate compliance with the Borough’s affordable housing plan.
4. Work collaboratively with nonprofits and other community organizations to further affordable housing projects.
5. Consider deed restricting any property that the Borough comes to own through abandonment, unpaid taxes, or other means.
6. Consider the feasibility of targeting areas throughout the Borough as “targeted redevelopment areas.” Establish criteria and map such areas.
7. Utilize the established Fair Rent Commission in conformity with CGS-7 148b, 7-148f, 47a-20, and 47-23c for the purpose of controlling and eliminating excessive rental charges for housing accommodations within the Borough.

Longer Term, Higher Cost:

1. Work with the mobile home parks by offering tax incentives to deed-restricted units.
2. Utilize the established Tax Incremental Financing District to support economic development initiatives.
3. Advocate for the expansion of Connecticut Housing Choice Voucher Program – the Rental Assistance Program – to reduce the number of residents spending unsustainable amounts of their income on housing costs.
4. Solicit redevelopment grants and investment funding (public-private ventures).
5. Promote mixed-use development of the Borough’s Central Business District (CBD).
6. Promote CHFA, tax credits, and other financing support programs within the real-estate community.
7. Work to expand amenities throughout the Borough that will attract private investment and increase quality of life outcomes for those who live in affordable housing units.
8. Update Borough maps and the GIS system to highlight the newly established TIF district, as several affordable housing developments will soon be under construction in this TIF district.

9. If some deed-restricted affordable housing units are provided:
 - Consider a zoning change, extending the SDD-1 District in the Borough's CBD east of the Naugatuck River to facilitate the development of mixed income housing units.
 - To the extent possible, seek opportunities to create approval processes which are shorter, more reliable, and/or more predictable.
 - Remove the special permit regulation in New Haven Road and Rubber Avenue Design Districts for existing structures.
 - Consider the feasibility of amending accessory dwelling unit regulations.
 - Update the zoning regulations to conform to PA 21-29 regarding parking.

Source: WRT, Pennrose LLC & the Cloud Company RFP Response (Parcel B Developer Concept)



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. Twentieth 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.

Development Trends

2023 development trends focus on low space requirements in the downtown, alongside high-density, transit-oriented development, centered around nearly \$250M in investment in the Waterbury Branch of the New Haven Rail Line. Development 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
- High-Density, Transit-Oriented Development located in the Borough’s Downtown, centered around the Borough’s future, new rail line platform at the northern edge of Parcel B and improvements to the Waterbury Branch of the New Haven Rail Line
- Light industrial and commercial infill at the Former LANXESS site, by way of the creation of a new industrial park

Development Potential

Greatest development opportunity sites are located in the Borough’s Downtown, adjacent to the new rail line platform. Parcels located along Rubber Avenue have been identified as sites of opportunity for commercial use. Since the decline in manufacturing and rapid deindustrialization of the Naugatuck Valley Region, a number of opportunity sites are former manufacturing locations situated on relatively large parcels. Many identified opportunity sites include former, or remediated, brownfield parcels. Opportunity sites for residential infill remain at Naugatuck’s edges, particularly in the north-west, and southeast corners of the Borough. Several key redevelopment areas in the Borough of Naugatuck have been identified as:

- The newly established Tax Incremental Financing (TIF) District
- A potential, secondary New Haven Road TIF District
- Bridge Street
- North Main Street
- Spring Street

Redevelopment Opportunities

Several key redevelopment opportunity sites occur in the core of the community and along major arterial roads including:

- The former LANXESS site, industrial park development, with a portion reserved as potential intermodal space
- Transit-Oriented Development (TOD) located near the Borough of Naugatuck's future, new rail line platform on Parcel B in the Borough's Downtown, centering around improvements to the Waterbury Branch of the New Haven Rail Line
 - Transit-Oriented Redevelopment and Residential, High Density Infill at Parcels A and B
 - Transit-Oriented Redevelopment and Commercial, High Density Infill at Parcels Y and Z
 - Transit-Oriented Redevelopment and Infill to the east of the Naugatuck River at Breen Fields
- Waterbury-Naugatuck Industrial Park
 - This site is currently being scoped for end-use as Amazon Distribution Facility.
- Peter Paul/Hershey Property, on New Haven Road
- Infill and development along the Borough's newly established Downtown Tax Incremental Financing District
- Infill and development along a potential, secondary New Haven Road Tax Incremental Financing District
- Infill Sites are available near the former General DataComm property on Rubber Avenue
- Town property on Rubber Avenue where the recycling and public works facilities could be redeveloped
- Land east of Elm Street and along the Naugatuck River and the rail line offer development potential
- Former Saint Francis School – "Adaptive Reuse as Childcare Facility by the Naugatuck YMCA" Project
- Former Lewis Engineering Site, potential adaptive reuse project
- Hillside and Salem Schools, potential adaptive reuse projects
- Downtown Parking
- Infill and redevelopment opportunities occur in Special Design Districts (SDD)

Brownfield Redevelopment

The 2013 POCD identified only a single brownfield site located on Maple Street. In 2023, the Borough of Naugatuck, working in tandem with the University of Connecticut's Technical Assistance Program, completed a Brownfields Inventory Assessment for the purposes of inventorying active and former brownfield sites or those that are currently under remediation throughout the Borough. A total of 22 brownfield sites were identified, 11 of which are completely remediated/inactive. The remaining 11 sites are either finalizing remediation, considered "active" by the United States Environmental Protection Agency (USEPA), or in need of remediation. Of the remaining 11 sites, 7 are of high priority and considered to have high development potential. Areas of the Borough that contain high priority, developable brownfield sites include:

- The former LANXESS site
- Areas located along Rubber Avenue including:
 - The Former Risdon Property
 - The Former Recycling Center
- Areas in the Borough's Downtown including:
 - Parcels A, B, Y, Z

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 1958 and have guided the form of land use since that time. The regulations have been periodically updated with the latest amendments in 2023. 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, two industrial districts, and a Special Design District (SDD-1). Since 2005 two design districts, an age-restricted housing district, and a cluster subdivision regulation have been added to the regulations. However, few developments have taken place that would be governed by these newer district regulations. In 2023, the Borough implemented a Tax Incremental Financing District, with the intent of targeting revitalization in the downtown. A secondary Tax Incremental Financing District, located along New Haven Road, is under consideration for creation and adoption. The Borough's SDD encompasses a portion of the TIF district. The TIF district, in conjunction with the SDD, was created for purpose of spurring economic development & revitalization in the designated area.

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. A new industrial park is currently underway at the former LANXESS site, referred to as "Naugatuck Industrial Park III." The park is 1 mile south of the Borough's downtown. Such a project has received preliminary funding by the State of Connecticut's Community Investment Fund to construct a roadway network in the industrial park. A portion of the site is anticipated to be reserved as potential intermodal development.

Quality of Life

The Borough of Naugatuck is currently undertaking several programs and projects that will improve quality of life in the Borough of Naugatuck, including:

- Creation and establishment of downtown parking opportunities
- Borough-Wide Sidewalk Repair Program
- Downtown Façade Program
- Senior Center upgrades
- Implementation of climate-friendly projects throughout the Borough, including EV and Solar projects

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 NVCOG regional communities) where each residential parcel is required to have 2 or more acres of land.

Refer to Maps 1, 2, and 3 for Maps of the Borough's Land Use Changes, Zoning and Parcels, and Constraints on Land Development.

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*

Land Use Strategies

1. Proactively encourage and facilitate mixed-use and Transit Oriented Development throughout the Route 8 core and Downtown
2. Proactively preserve and protect natural, historical, and biological resources.
3. Develop and implement a neighborhood planning and preservation program
4. Enhance community appearance with a unified theme for streetscape, building architecture, and scale along Downtown and commercial corridors
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 a 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
7. Utilize the municipally-established "Enforcement Task Committee."
8. Establish priorities for long-term preservation of historic resources and identify issues related to preservation effort
9. Consider the potential of adopting a New Haven Road Tax Incremental Financing District in order to revitalize this section of the Borough

Longer-term, Higher cost:

1. Implement the identified, developed Transit-Oriented Development plan for the area surrounding the future, new train station
2. Utilize and implement the 2023 Affordable Housing Plan and Survey to guide development of affordable, residential infill opportunities
3. Create a community design 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. Implement the developed streetscape improvement plan for the Downtown, continue to pursue enhancement funding.

Source: Woodard & Curran - Aerial Photo of Naugatuck Industrial Park – Phase III (Former LANXESS Site)



Economic Development

Economic Development Trends

The biggest change to Naugatuck relates to the recent upgrades to the Waterbury Branch of the Metro North New Haven Rail Line that increases train frequency from 15 to 22 trains per day. The Waterbury Branch is now a real commuter line for the first time, as such mobility of workers and residents is more feasible than ever before, promoting connectivity throughout the region, State, and Northeast. The State of Connecticut is in the process of relocating the train platform to Parcel B. The downtown core of the Borough has been upgraded as a result of such investments and the downtown will be more vibrant and attractive to new businesses. Redevelopments on Parcels A and B, directly adjacent to the Borough's new rail line platform, are currently being constructed, with the potential for workers to commute to the new Industrial Park, located at the former LANXESS site, less than 1 mile south. The former LANXESS site is anticipated to create approximately 350-500 jobs upon final development. Roadway construction is currently underway, funded, in part, by a State of Connecticut Community Investment Fund grant award. An RFP for the development of Breen fields to the east of the Borough's downtown has been issued, with a developer selected. Market rate housing and commercial space, including a grocery store, is anticipated to be constructed upon final development.

Major Employers: Naugatuck was once a bustling mill town powered by the Naugatuck River. 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, were the key employers throughout the 19th and 20th centuries. 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. Today's major employers include: Ion Bank, Walmart, Glendale Center, Beacon Brook Health Center, Big Y, and others ([AdvanceCT](#)).

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. Top industries in the Borough of Naugatuck as of 2021 included healthcare and social assistance, retail trade, manufacturing, and accommodation and food service ([AdvanceCT](#)). In 2022, 363 new businesses registered with the Connecticut Secretary of State; an increase from the previous year. Naugatuck's unemployment rate is 1 percentage rate less than the State of Connecticut's (4% vs 5%), with the Borough maintaining a labor force of 16,544 residents ([AdvanceCT](#)).

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. Residents in Naugatuck have a mean commute time of 29 minutes, compared to a state average of 26 minutes (ACS 2017-2021 5 Year Estimates). The majority of residents who commute drive (82%), although over 6% of residents in the Borough do not have access to a vehicle. Currently, only 2% of the Borough walks or cycles to work, while no Borough residents reported utilizing public transportation to commute to work (2017-2021 ACS).

Transit-Oriented Development: Ongoing Transit-Oriented Development projects hope to address access to multi-modal and active forms of transportation in the Borough, complementing investment in the rail line and promoting workforce connectivity. Such projects include:

- Construction of the Borough’s section of the Naugatuck River Greenway Trail, particularly the downtown section
- A pedestrian connection from the Borough’s downtown to Breen fields
- Increased Parking in the Borough’s downtown, as well as east of the Borough’s downtown
- Street upgrades by way of Connecticut Communities Challenge Round 2 Funding Adjacent to Parcel B
 - Church Street, Maple Street, South Water Street, Old Firehouse Road, Rubber Avenue
- Downtown sewer and street upgrades, funded by way of the American Rescue Plan Act
 - Church Street, Old Firehouse Road, Maple Street, Water Street, Whittemore Memorial Bridge
- Rubber Avenue Project, funded by way of the Local Transportation Capital Improvement Program (LOTICIP)
- Cherry Street flooding and drainage project
- Hillside Avenue Drainage Improvements
- Increased number of bus stops throughout the Borough, particularly focused in the Borough of Naugatuck’s Downtown
- Grant awarded for Bike Connectivity in the Borough’s Downtown

Façade Improvement Program: The Borough seeks to implement a Façade Improvement Program, and will seek matching grant funding from various sources to complement such a program. The program aims to assist store front tenants or property owners in upgrading their store fronts, including repair or replacement of signs, doors, windows, siding, painting, and more. Such a program will have several requirements that applicants will be required to fulfill in order to receive reimbursement. Areas in the Borough that will be targeted by the Façade Improvement Program include the Downtown, Tax Incremental Financing District, and potentially Spring, Bridge, and North Main Streets.

The Façade Improvement Program is one economic development strategy that has been implemented across the State successfully in various municipalities and is associated with increased grand list growth as a result of increased property values. The Borough is currently finalizing policies and procedures for such a program. A Façade Improvement Program will foster a continued business-friendly environment in the municipality.

Economic Development Policies and Strategies

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

Recommended Policy Champion: *Borough of Naugatuck and Naugatuck Economic Development Corporation*

Economic Development Strategies

1. Promote targeted Transit-Oriented Development (TOD) in the Borough's Downtown, while expanding the Borough's core east of the Naugatuck River
2. Develop a targeted downtown business retention and expansion program
3. Continue to pro-actively recruit new businesses for appropriate sites
4. Partner with local educational institutions to grow the skilled work- force 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. Implement the Borough's façade-improvement program throughout the Route 8 core by participating in DECD funding program for this purpose
3. 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
4. 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. Explore developing a Heritage and Recreational Tourism program to be centered on the Borough's historic and recreational assets to promote it as a tourism destination
2. Such a program will be collaborative in nature, promoting historic and cultural resources in the Borough. The development of such a program might include archaeological and historical exploration throughout various areas in the Borough, including, but not limited to: "Indian Rock" on Pond Street, Fulling Mill Brook, Great Hill, Andrew Mountain Road, Naugatuck State Forest, Egypt Brook, and various other areas.
3. Pursue technical support and grant funding through the Connecticut DECD and Federal Grant Programs



Conservation, Open Space and Recreation

Conservation, Open Space and Recreation Trends

A community's quality of life and character are the result of a combination of natural, historic, and scenic resources. These resources are mutually dependent upon one another and unless they are protected, the degradation or loss of these resources could have serious consequences for both community character and quality of life. Mindfulness of conservation and preservation can help provide a sense of place and comfort for all our citizens.

Eleven percent of land is to be acquired and conserved by municipalities or land conservation partners under Connecticut General Statute section 23-8. To date, the Borough exceeds open space requirements with most recent estimates for open space totaling sixteen percent (NVCOG). The size, location, and character of open spaces in the Borough have grown significantly in the past decade. Trends have been positive as the Borough has acquired open space and required developers to provide open space.

Naugatuck has increased publicly owned recreational sites in the past decade through the acquisition of several parcels for recreational purposes. The State of Connecticut's Statewide Comprehensive Outdoor Recreation Plan (SCORP) differentiates active and passive recreation as follows:

"Examples of active outdoor recreation facilities included sports fields, playgrounds, swimming pools, golf courses, and skate parks. Meanwhile, examples of passive outdoor recreation facilities included hiking and nature trails, rails-to-trails, town greens, non-developed fields, wildlife observation areas, hunting sites, and fishing sites (p. 166)."

Recent, notable conservation and recreation projects include:

- Naugatuck River Greenway Trail Expansion - The Naugatuck River Greenway, which is an officially designated Connecticut State Greenway consisting of the open and green spaces along the Naugatuck River, is partially complete and will ultimately traverse the length of Naugatuck from north to south. The downtown section of Naugatuck River Greenway is currently under design.
- Wilmot Farm Property Acquisition – The Borough of Naugatuck is in receipt of a State of Connecticut Open Space and Watershed Land Acquisition (OSWA) grant that will preserve 45 acres of land at the Wilmot Property as passive recreational space, expanding the "Mission 22 Trail."
- Bike Connectivity in the Borough's Downtown
- Borough-Wide Sidewalk Program
- "Complete Streets" by way of Connecticut Communities Challenge and ARPA
- "Complete Streets" along Rubber Avenue
- Gunntown Park
- Kevin DelGobbo Field
- Acquisition of Land from CT Water Company (Adjacent to DelGobbo Field)
- Andrew Mountain Active Recreation Area (Dog Park, Community Garden)
- Andrew Mountain Passive Recreation Area – The Borough utilized a State of Connecticut OSWA grant to preserve 100 acres of land for passive recreational purposes, including hiking trails.

Projects that are currently in the planning phases and will increase goals surrounding conservation and recreation include:

- Pedestrian Connection from the Borough of Naugatuck's west to east sides

Examples of Open & Recreational Space in Naugatuck



Access to the Naugatuck River at Linden Park



Naugatuck River Sign at Linden Park



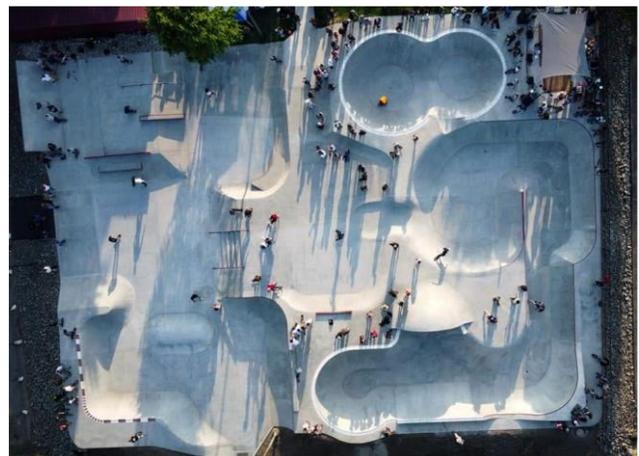
Baummer's Pond



Nesting Box for Birds at Gunntown Park



Pickleball Courts at Linden Park



Naugatuck Skatepark (Source: Bryan Hughan)

Conservation, Open Space and 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; Conservation 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 Naugatuck River greenway linkages among key open space parcels
3. Continue planning and construction of the Borough's section of the Naugatuck River Greenway Trail
4. Leverage the Borough's recreational assets to foster recreational tourism
5. 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, including QR codes in downtown locations to guide people to scenic, historical, and recreational areas (active and passive).
2. Develop an "Open Space Plan" which includes a concept plan for open space linkages
3. Amend the zoning regulations to require public plazas or other spaces as part of commercial developments
4. Coordinate and seek technical assistance from the State Department of Commission on Culture and Tourism to develop tourism programs for the Borough
5. Collaborate with the Connecticut Parks and Forest Association to promote passive recreation on State Forest Land
6. Collaborate with the Connecticut Department of Economic and Community Development (DECD) to promote passive and active recreation on Municipally-owned land
7. Identify unique assets such as historic cemeteries, scenic vistas, and historic waterways 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 River Greenway Trail System
2. Consider acquiring property along the Naugatuck River whenever such property becomes available
3. Plan and construct recreational trail linkages
4. Plan and construct the Borough's section of the Naugatuck River Greenway Trail
5. Continue recreational park upgrades throughout the Borough of Naugatuck

Refer to Map 4 for a Map of Parks and Open Space, as well as Chart 1 for an Open Space and Recreational Resources Chart.

Source: Connecticut Department of Transportation (Naugatuck Station Rendered Version)



Naugatuck Station - Rendered Views
10/20/2023 Michael Baker Intl

Transportation Network

Transportation Network Trends

The transportation network in the Borough has changed dramatically in the past decade. The major change in the transportation network is linked to upgrades surrounding the Waterbury Branch of the New Haven Rail Line. The Connecticut Department of Transportation (CTDOT) is completing major upgrades to the Waterbury Branch of the NHRL at the cost of \$248.6M. Upgrades include passing siding tracks, new signalization, bridges, coach cars, and stations. Increased service has increased trains on the branch from 15 to 22 per day. The Borough's new rail line platform and train station is being constructed in the Borough's downtown on parcel B, as part of this project, several roadways will be re-imagined, revitalized, or constructed.

The Borough has committed \$9.2M in funding to a large-scale downtown utility and streetscaping project. This project is currently at final designs – the project is anticipated to be completed by 5/2025. Roadways in the Borough's Central Business District are included in this project, such as Church Street, Old Firehouse Road, and Maple Street. The Borough's downtown will be connected by way of active, multi-modal forms of transportation upon the completion of this project. The project will include bicycle lanes and sidewalks. The Borough is undertaking two initiatives including a Borough-Wide Sidewalk Repair Program and Downtown Bicycle Connectivity Project, both of which will promote active transportation linkages. Several additional roadways have been reimagined in the past decade including North Main and Spring Streets, utilizing LOTCIP funding.

The Borough is in receipt of a \$6M grant award by the State of Connecticut's Connecticut Communities Challenge Program that will be matched by \$1.5M in municipal funding. This award will undertake an infrastructure improvement adjacent to Downtown Parcels A and B on the following roadways: Church Street, Maple Street, South Water Street, Old Firehouse Road, Rubber Avenue. Rubber Avenue, the main connector from east to west in the Borough's downtown is currently being revitalized by way of a \$7M LOTCIP award.

The Naugatuck River Greenway Trail serves as one of the largest planned active transportation facilities in the Borough. Portions of the trail have been constructed in the North of the Borough, adjacent to Linden Park. The downtown section of greenway trail is currently under design. Public parking has been acquired over the last decade. As a result of the emerging development, parking needs must be assessed and potential sites identified.

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. Promote active and multi-modal forms of transportation in the Borough that are climate-friendly.
3. Minimize and consolidate curb cuts along commercial corridors as a means of calming traffic, improving safety, and enhancing the pedestrian environment.
4. Continue coordination with the CT DOT during the planning and construction phase for the new rail line platform/station.
5. Maximize the use of existing off-street parking in the downtown in anticipation of future development and economic growth.
6. Promote reduction in vehicle miles traveled

7. Maintain Borough existing infrastructure assets in a State of Good Repair

Recommended Transportation Actions

Near-term: Low Cost

1. Implement the pedestrian and bicycle masterplan for the Borough.
2. Implement the adopted Complete Streets Policy.
3. 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.

Refer to Map 5 for a Map of the Borough's Transportation Network.

Veolia Water Treatment Plant



Sewer and Water Infrastructure

Sewer and 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.

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.

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. The Borough's Wastewater Treatment Plant underwent a \$33,000,000 upgrade in 2021, with \$11M allocated to upgrades at the wastewater treatment facility and \$22M allocated toward the plant's incinerator.

The Borough of Naugatuck is currently undertaking a Downtown Sewer and Streets Upgrade utilizing ARPA funds. Storm water and sanitary sewer infrastructure in the Borough's downtown will be upgraded by way of this project. The Connecticut Water Company and Eversource (gas and electric) have also made significant investments in their infrastructure. Several other water and sewer infrastructure projects, including those focusing on resiliency and flooding, are underway or have been completed in recent years, including:

- Cherry Street Flooding and Drainage Project (Underway)
- Hillside Avenue Drainage Improvements (Underway)
- Flooding and Resiliency Upgrades throughout the Borough of Naugatuck's Downtown

Future projects should focus on climate resiliency and the incorporation of flood control measures, as portions of the Borough are located within the 500-year floodplain of the Naugatuck River.

Sewer and 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; to protect water supply resources, and to promote resiliency.*

Recommended Policy Champion: *Public Works*

Facilities and Infrastructure Strategies

1. Address current aging infrastructure issues
2. Prioritize investment in enhancements to water and sewer systems that will increase resiliency to climate-related weather disasters, particularly flood risk
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. Implement the 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. Invest in water and sewer projects that promote resiliency from climate-related weather disasters
3. Continue investment in conservation as a means of protecting watershed

Refer to Maps 6 and 7 for Maps of the Borough's Sewer Service Area and the Connecticut Water Company Service Area.

Source, O&G Construction, Newly Renovated Naugatuck High School



Schools

School Enrollment

Naugatuck School District (Naugatuck Public Schools) operates ten public schools in the Borough with a total enrollment of 4,255 students as of the 2022-2023 school year (AdvanceCT). School enrollment in the Naugatuck School District has remained relatively stagnant over the last five years, but has decreased from 2013 to 2021 by approximately 200 students (CTData). Naugatuck School District services grades K-12, with early-childhood/pre-school and adult and continuing education programs. [Naugatuck School District](#) reports a 12% increase in math results on the Smarter Balanced Assessment over the last three years. Educational expenditures, as of FY2020-2021 accounted for 54% of all municipal expenditures.

An \$81M renovation project was completed in the last 10 years at the Naugatuck High School, also housing the Naugatuck Board of Education. The project was phased and included renovate-to-new sub-phases for the 311,000 square foot building, as well as athletic fields. Classrooms, State of the art technology, a swimming pool, stadium seating and other amenities were included in this project. Naugatuck High School boasts academic programs included, but not limited to: business, marketing, management, technology and computer applications, and mathematics and science.

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
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
4. Discuss and plan potential re-structuring opportunities throughout the school system, including construction of new facilities and re-use of previous facilities

Longer-term, Higher Cost

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

Refer to Map 8 for a Map of the Borough's General Administration Parcels.

Naugatuck Town Hall



Governance

Governance Trends

The Borough of Naugatuck is governed by the Board of Mayor and Burgesses. Ten members sit on the Borough of Naugatuck’s Board of Burgesses, including the Mayor of the Borough. The Board of Burgesses is voted on in municipal election years (every two years). The Borough maintains an AA bond rating by Standard and Poors (S&P) and an Aa3 bond rating by Moody’s (2023). The Borough has an equalized net grand list of approximately \$2.6B, with total revenues of approximately \$131M as of FY2020-2021. The Borough recently (2023) underwent property revaluations, with the Board of Mayor and Burgesses approving a phase-in of property assessments, including a three-year senior local tax relief program, which will positively affect the impact of mill rates on residents. The phase-in will continue over a three-year period. As of FY2021, school expenditures accounted for 54% of all municipal expenditures, while non-school expenditures accounted for 46% (AdvanceCT).

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



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, revised draft State Conservation and Development Policies Plan (2013-2018) for consistency. The revised draft 2013-2018 Plan provides a benchmark for municipal plans of development going forward. The plan's most recent revision occurred March 29, 2019 and was re-submitted by CT Office of Policy and Management to the Continuing Legislative Committee on State Planning and Development in 2021.

The revised, draft 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

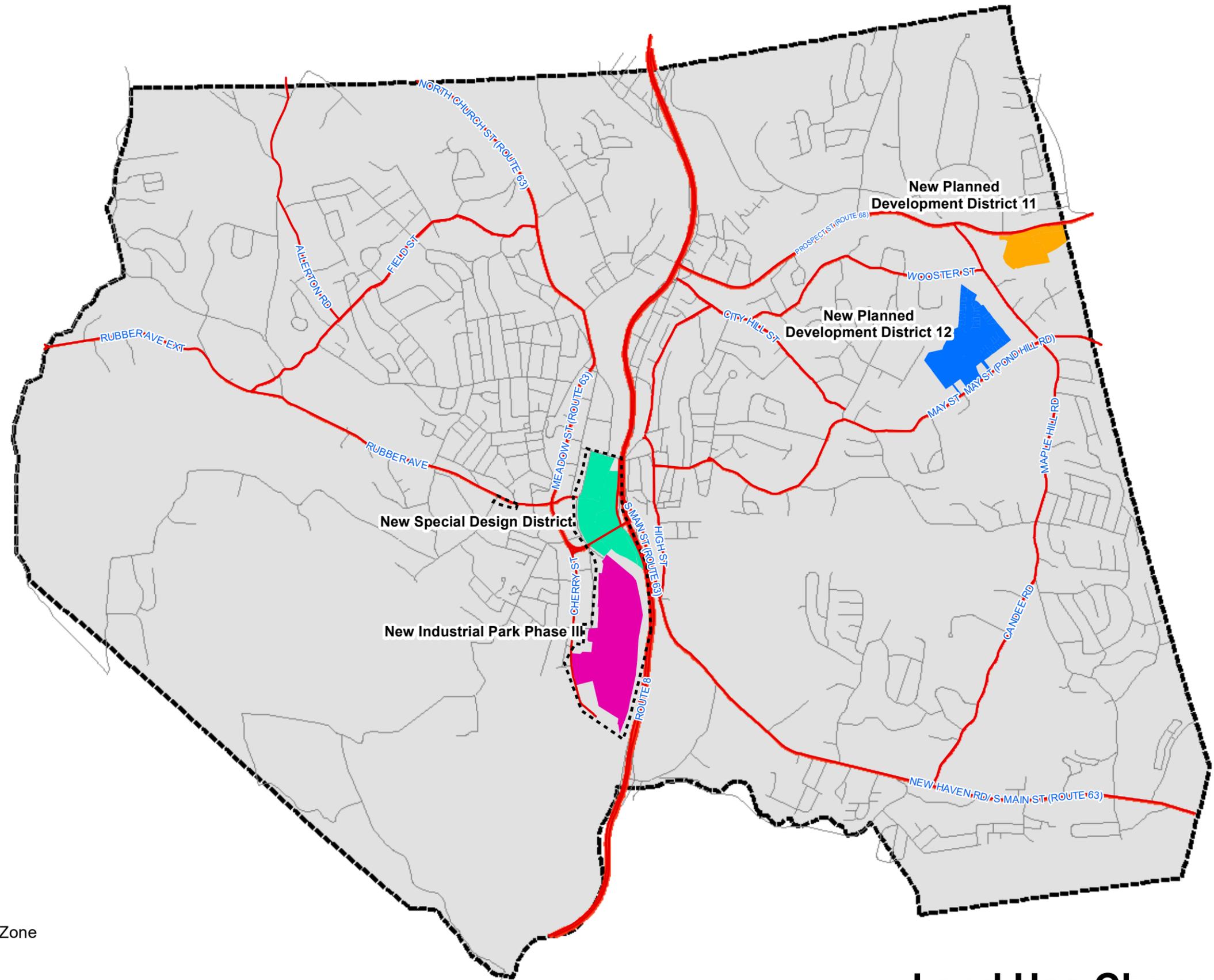
The policies and strategies which comprise this plan are complementary to the growth principles stated above.

This plan was also compared for consistency with the most recent, draft, revised 2013-2018 State 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.

References

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- US Census ACS 5-Year Data (2000-2010)
- US Census ACS Bicennial Census Data
- CTDATA Tool: <https://www.ctdata.org/data-by-topic>
- NVCOG and RPOCD (Draft): <https://nvcogct.gov/project/current-projects/plan-of-conservation-and-development/>
- State of Connecticut 2018-2023 POCD: <https://portal.ct.gov/OPM/IGPP/ORG/Conservation-and-Development-Policies-Plan/2018-2023-POCD-Update>
- 2013-2018 Borough of Naugatuck POCD, as prepared by Fitzgerald and Halliday Inc.
- Borough of Naugatuck 2023 Affordable Housing Plan
- Indigenous Land Mapping: <https://native-land.ca/>
- WRT, Pennrose LLC & the Cloud Company Request for Proposal Response, Parcel B Developer Concept Photo
- State of Connecticut, Naugatuck Station Rendering Photo
- O & G Construction, Newly Renovated Naugatuck High School Photo
- Woodard & Curran, Aerial Photo of Naugatuck Industrial Park – Phase III Photo
- Richard & Cegan, Inc., Kleinfelder - Future Downtown Streetscape Ambiance Rendering
- Naugatuck Skatepark Photo, What's Happening in Naugatuck, Bryan Hughan
- State of Connecticut DEEP Statewide Comprehensive Outdoor Recreation Plan, 2024-2029 (Draft)

Map 1



Land Use Changes

-  New PDD 12 Zone
-  New PDD 11 and B-2 Zone
-  New SDD Zone
-  New Industrial Park Phase III



Land Use Changes



POCD 2023

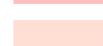
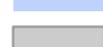
Map 2

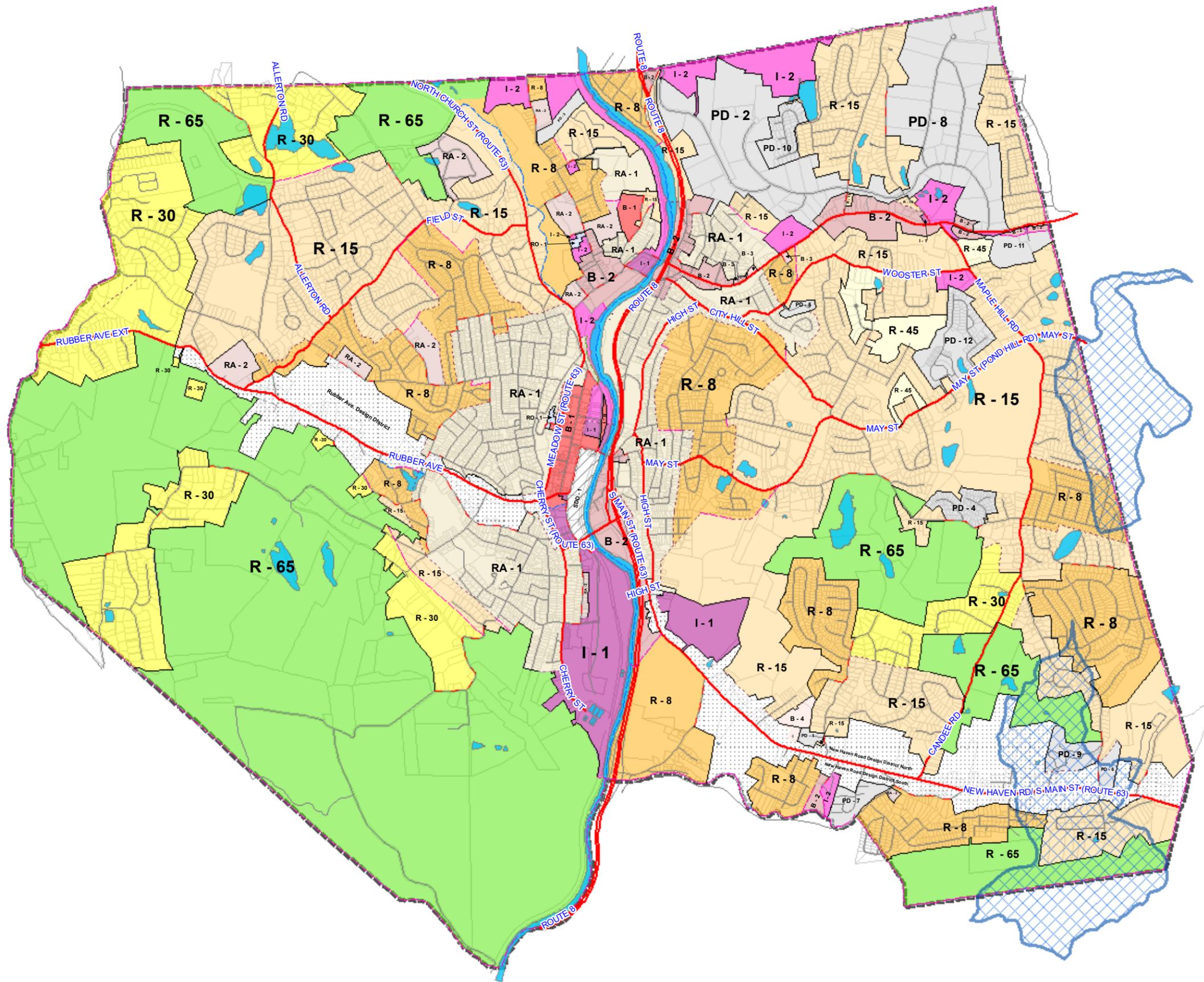
 Aquifer Protection Area

Zone Lines

-  OTHER as LABELED
-  PROPERTY LINE
-  STREET CENTERLINE
-  DISTANCE
-  RAIL CENTERLINE
-  WATER COURSE CENTERLINE

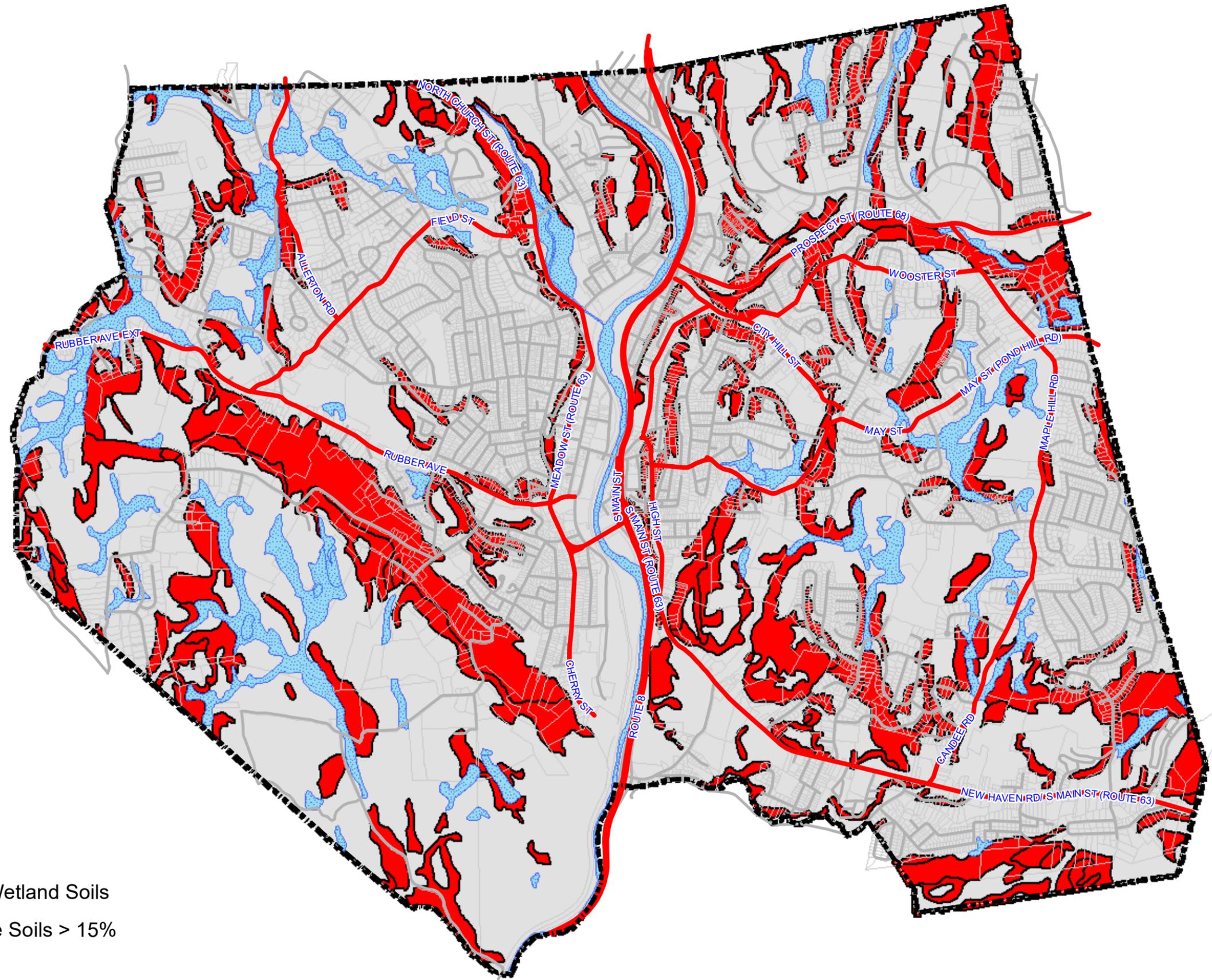
Zoning District

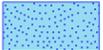
-  B - 1
-  B - 2
-  B - 3
-  B - 4
-  I - 1
-  I - 2
-  R - 8
-  R - 15
-  R - 30
-  R - 45
-  R - 65
-  RA - 1
-  RA - 2
-  RO - 1
-  Planned Development
-  Design District
-  Special Design District

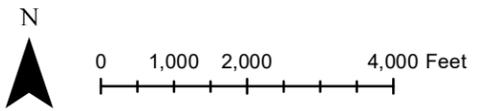


Zoning and Parcels

MAP 3



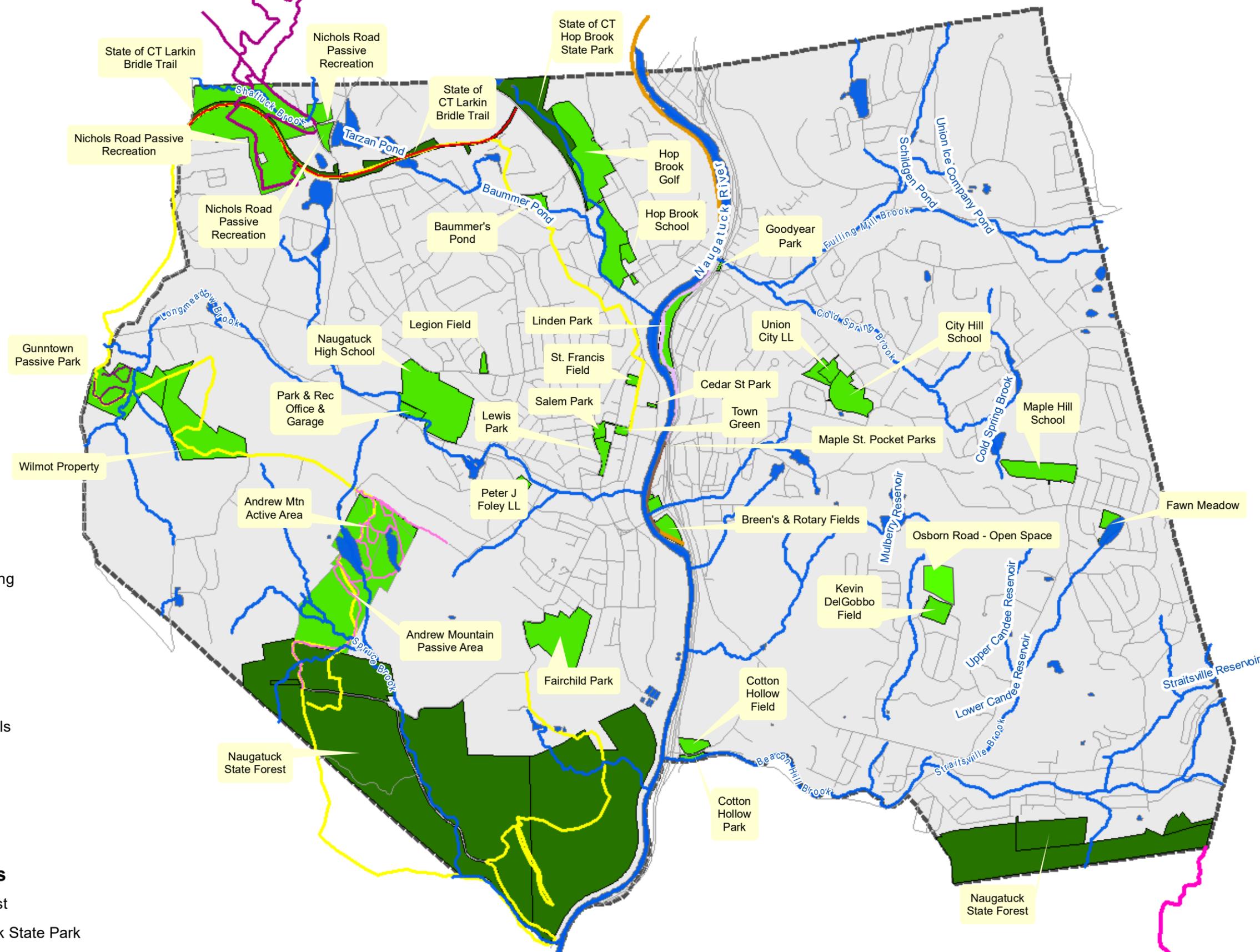
-  CT DEEP Wetland Soils
-  Steep Slope Soils > 15%



Constraints on Land Development



Map 4



Naugatuck River Greenway

- Completed
- Design and Engineering
- Future Phase
- Nichols Road Trails
- Existing Bridle Trail
- Gunntown Park Trails
- Andrew Mountain Trails
- Mission 22 Route
- Beacon Cap Trail

Parks and Recreation

- Parks and Recreation
- Nichols Rd Parcels

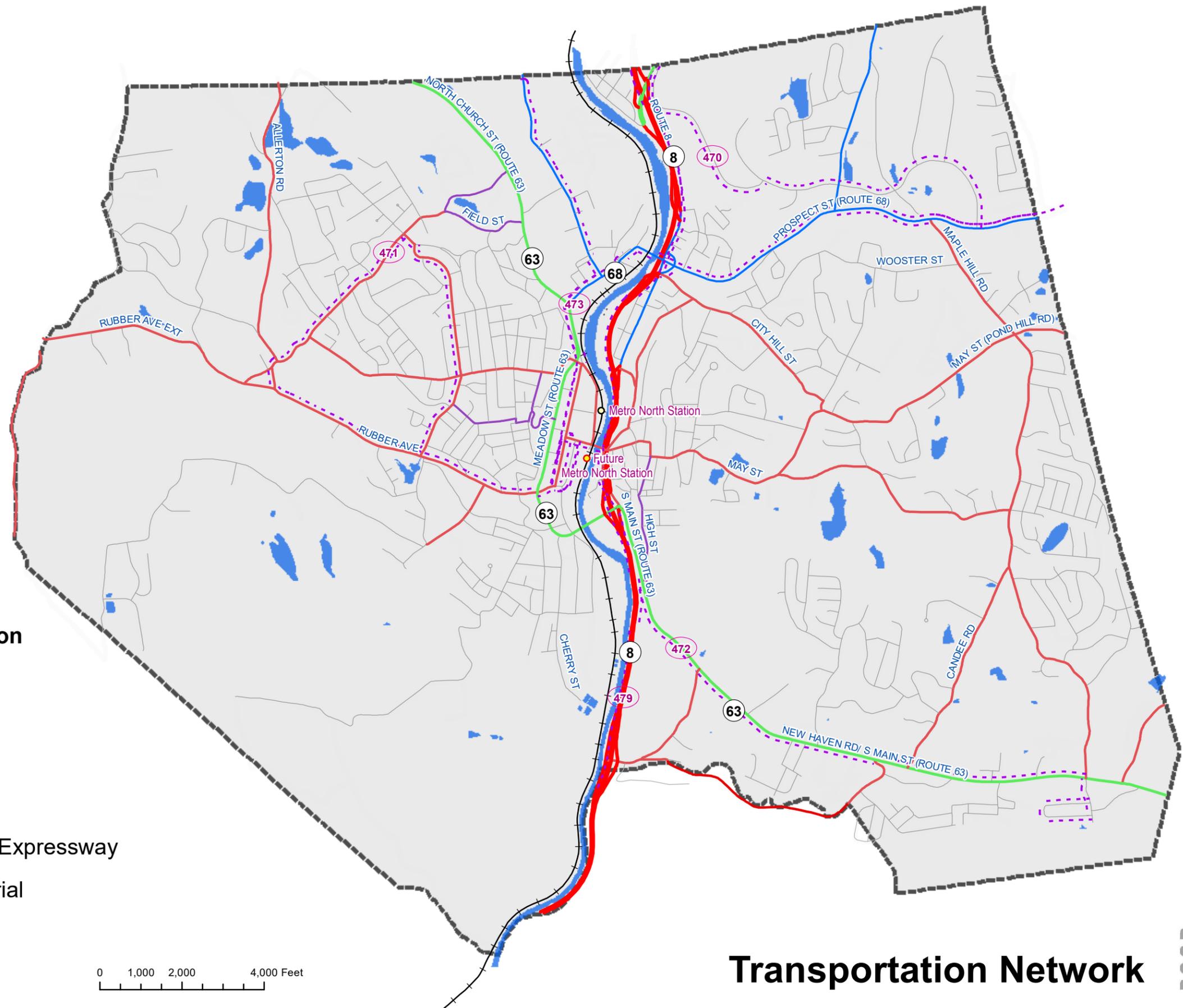
State Recreation Areas

- Naugatuck State Forest
- State of CT Hop Brook State Park
- State of CT Larkin Bridle Trail



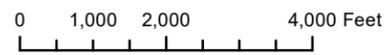
Parks and Open Space

Map 5



CT DOT Road Classification

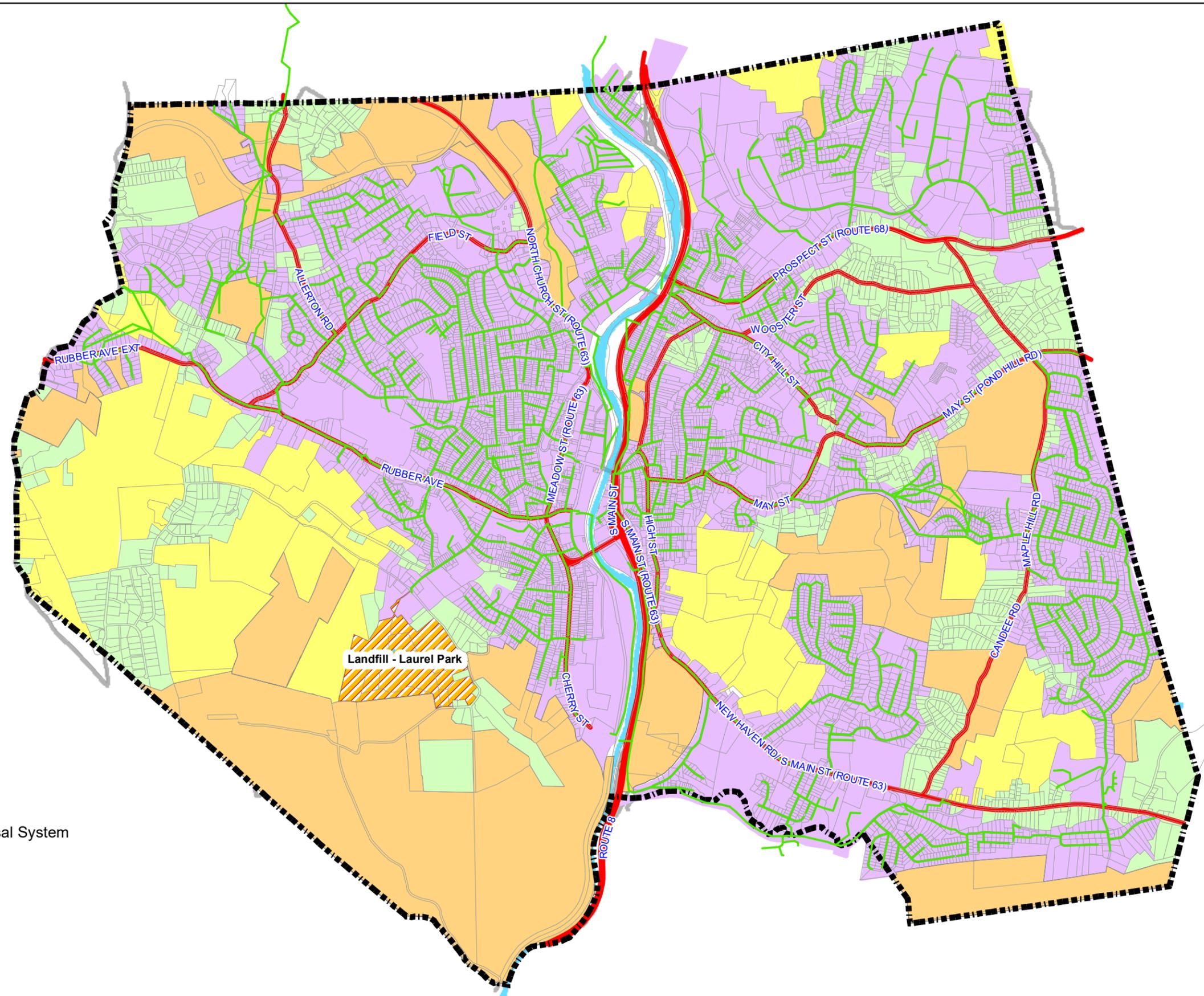
-  Local
-  Major Collector
-  Minor Arterial
-  Minor Collector
-  Other Freeway and Expressway
-  Other Principal Arterial
-  Railroad
-  Bus Routes



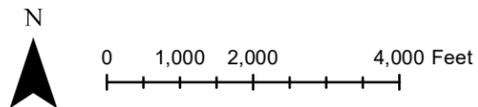
Transportation Network



Map 6



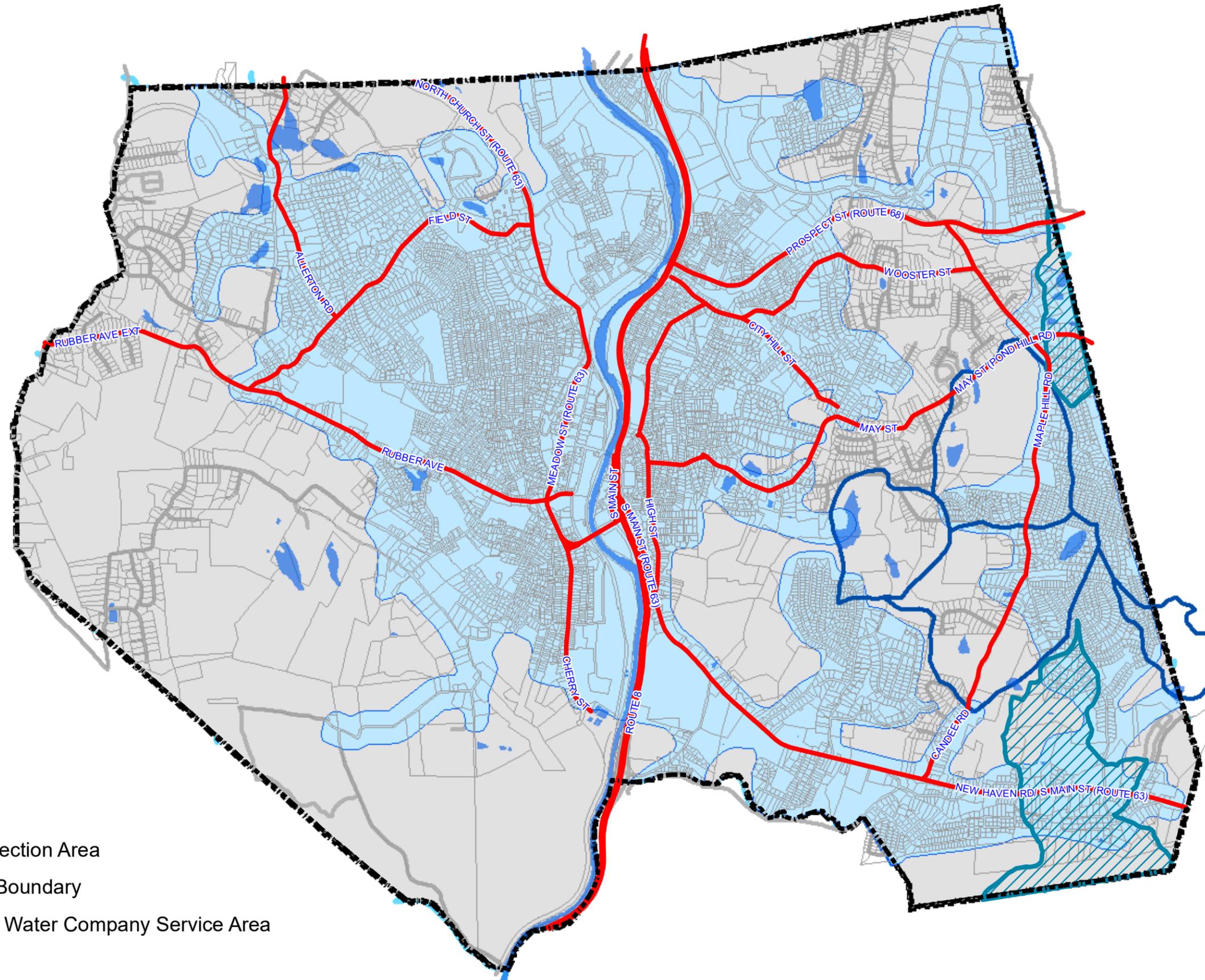
- Sanitary Lines
- Expansion Area
- Subsurface Disposal System
- Sewer Avoidance
- Landfill
- Currently Sewered



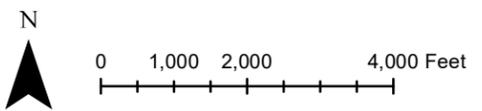
Sewer Service Area



Map 7

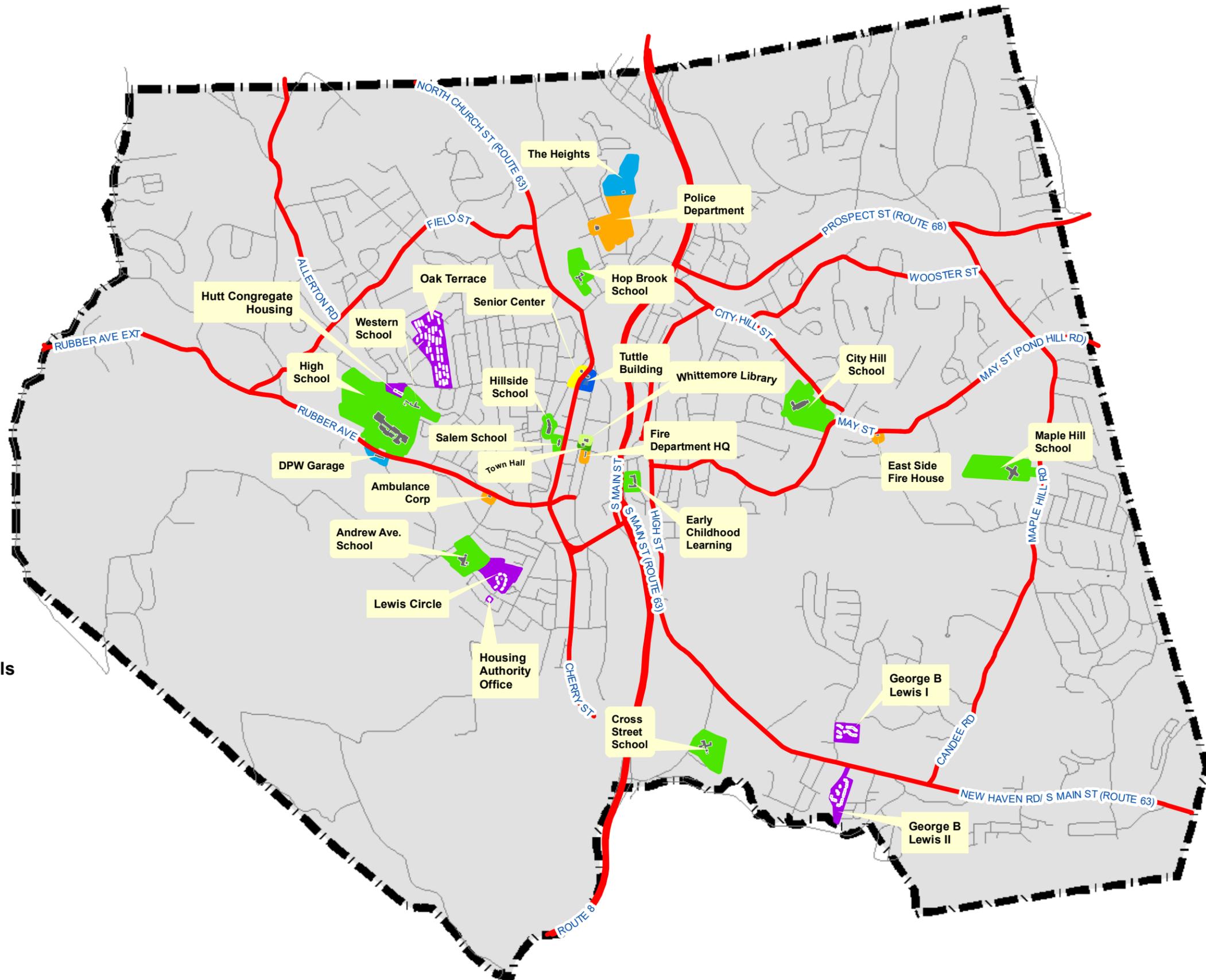


-  Aquifer Protection Area
-  Watershed Boundary
-  Connecticut Water Company Service Area



Connecticut Water Company Service Area

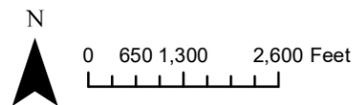
Map 8



General Administration Parcels

Function

- Administration
- DPW
- Education
- Historical Society
- Public Library
- Public Safety
- Senior Center
- Housing Authority Parcels



General Administration Parcels

Chart 1

	Baseball Field	Basketball Court	Beekeeping Area	Butterfly Garden	Community Garden	Disc Golf	Dog Park	Fishing	Fitness Circuit	Football Field	Golf	Hiking Trails	Horse Back Riding	Hunting	Little League Field	Multi-modal Pathway	Nature Education	Passive Recreation	Pickle Ball Court	Playground	Pickleball Court	Pocket Park	Pool - Indoor	Pratice Field	Skate Park	Soccer Field	Softball Field	Splash Pad	T-Ball	Tennis Court	Outdoor Track	Volleyball Court	Walking Path	Acres	Ownership			
Andrew Mtn Active Area			x		x	x	x					x																							33.63	Borough of Naugatuck		
Andrew Mtn. Passive Rec. Area												x						x																		99.46	Borough of Naugatuck	
Baummer's Pond		x						x	x											x																7.13	Borough of Naugatuck	
Breen Field North																				x						x										3.06	Borough of Naugatuck	
Cedar Park																						x														0.46	Borough of Naugatuck	
City Hill Middle School		x																								x										15.94	Borough of Naugatuck	
Cotton Hollow Field																											x									5.06	Borough of Naugatuck	
Cotton Hollow Park								x																												2.04	Borough of Naugatuck	
Cross St. School																				x						x										5.90	Borough of Naugatuck	
Fairchild Park															x					x																35.25	Borough of Naugatuck	
Paul Bendler Sr.Field (Fawn Meadow)																								x												6.18	Borough of Naugatuck	
Goodyear Park																						x														0.37	Borough of Naugatuck	
Gunntown Passive Park & Nature Preserve				x								x				x	x																			39.37	Borough of Naugatuck	
Hop Brook Golf Course											x																									59.64	Borough of Naugatuck	
Hop Brook Park 1																								x												3.43	Borough of Naugatuck	
Hop Brook Park 2																				x							x									0.45	Borough of Naugatuck	
Kevin DelGobbo Field (Osborn Road)	x																									x										7.10	Borough of Naugatuck	
Larkin Bridle Trail												x	x																							30.22	State of Connecticut	
Legion Field & Park		x													x					x																1.71	Borough of Naugatuck	
Lewis Park																					x															4.40	Borough of Naugatuck	
Linden Park		x																		x	x			x	x										13.48	Borough of Naugatuck		
Maple Hill School																										x										16.82	Borough of Naugatuck	
Maple Street Pocket Parks (2)																						x														0.10	Borough of Naugatuck	
Naugatuck High School	x									x													x	x												47.98	Borough of Naugatuck	
Naugatuck Park and Recreation Center		x																	x																		Indoors	Borough of Naugatuck
Naugatuck River Greenway																x																				5K Linear Feet	Borough of Naugatuck	
Naugatuck State Forest												x	x																							864.86	State of Connecticut	
Nichols Road Passive Recreation												x						x																		105.94	Borough of Naugatuck	
Osborn Road Open Space												x						x																		35.00	Borough of Naugatuck	
Peter J. Foley Little League															x																					1.81	Borough of Naugatuck	
Rotary Field South	x																									x	x									6.41	Borough of Naugatuck	
Salem Park																																				2.60	Borough of Naugatuck	
Salem Playground		x																			x															0.43	Borough of Naugatuck	
St. Francis Field																								x		x										1.60	Borough of Naugatuck	
Union City Little League Field															x																					7.99	Borough of Naugatuck	
Western School																								x												4.40	Borough of Naugatuck	
Whittemore Glen State Park																																				85.00	State of Connecticut	
Wilmot Property												x																								45.00	Borough of Naugatuck	

Parks and Open Space Recreational Resource Chart

