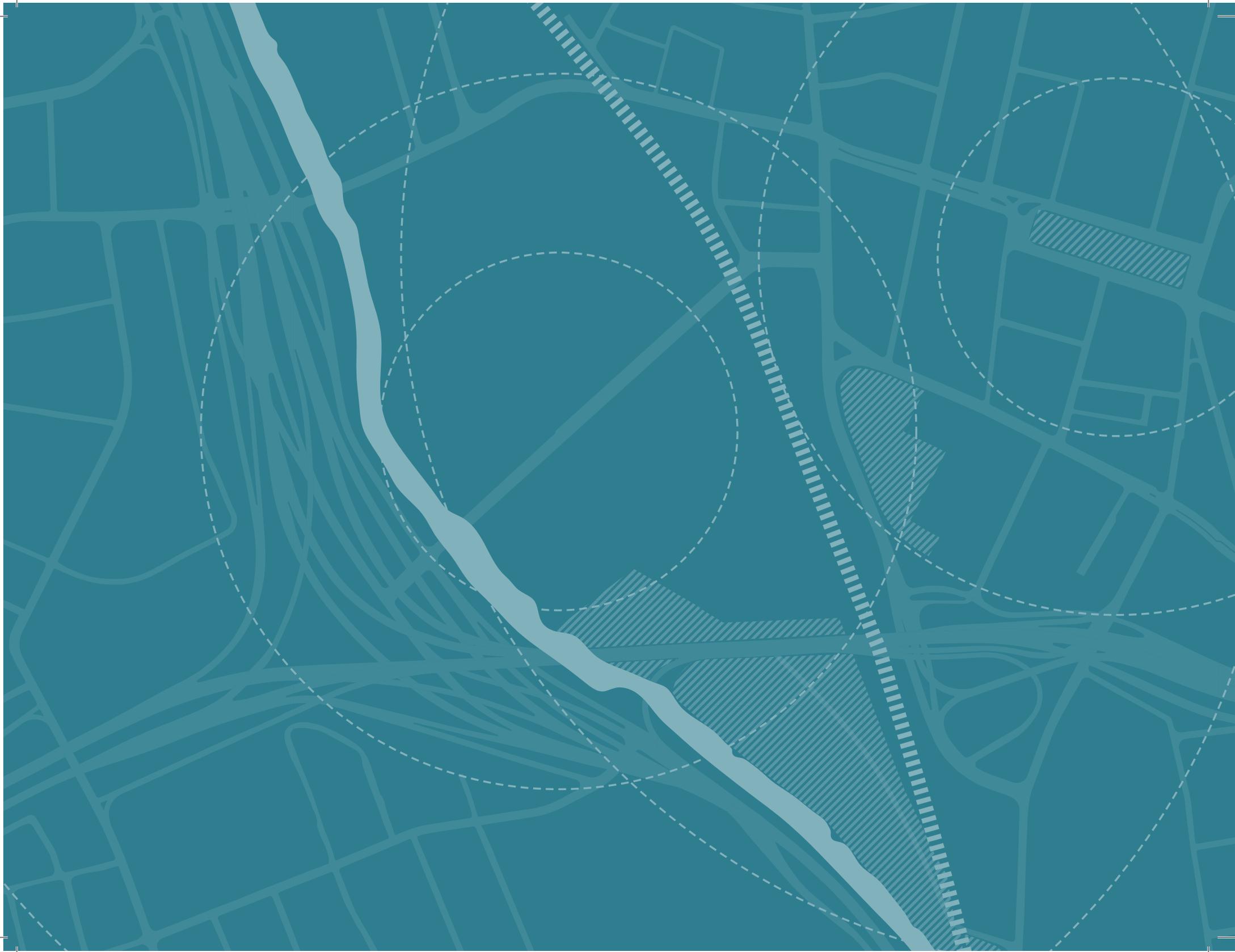
An aerial photograph of Waterbury, Connecticut, showing a dense urban area with numerous buildings, streets, and a highway interchange. The image is overlaid with a semi-transparent blue filter. The title text is centered in the lower half of the image.

CITY OF WATERBURY DOWNTOWN STRATEGIC PLAN

August 2015

CITY OF WATERBURY, CONNECTICUT



Contents

Executive Summary	4
Introduction & Methodology	18
Study Methodology	22
Previous Downtown Studies & their Findings	24
Profile of the Downtown Study Area	26
Natural Environment and Built Environment	31
Transportation, Connectivity, and Transit-Oriented Development	36
Downtown Economic Restructuring	45
Downtown Live/Work Environment	48
Strategies and Implementation	54
Downtown Economic Restructuring	66
Downtown Housing	82
Downtown Transportation	92
Downtown Live-Work-Play Environment	102

1

EXECUTIVE SUMMARY



Executive Summary

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

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



The Strategic Plan focuses on the future of Waterbury's Central Business District, defined by two complementary, but unique areas; the Historic Downtown and the new Freight Street District.

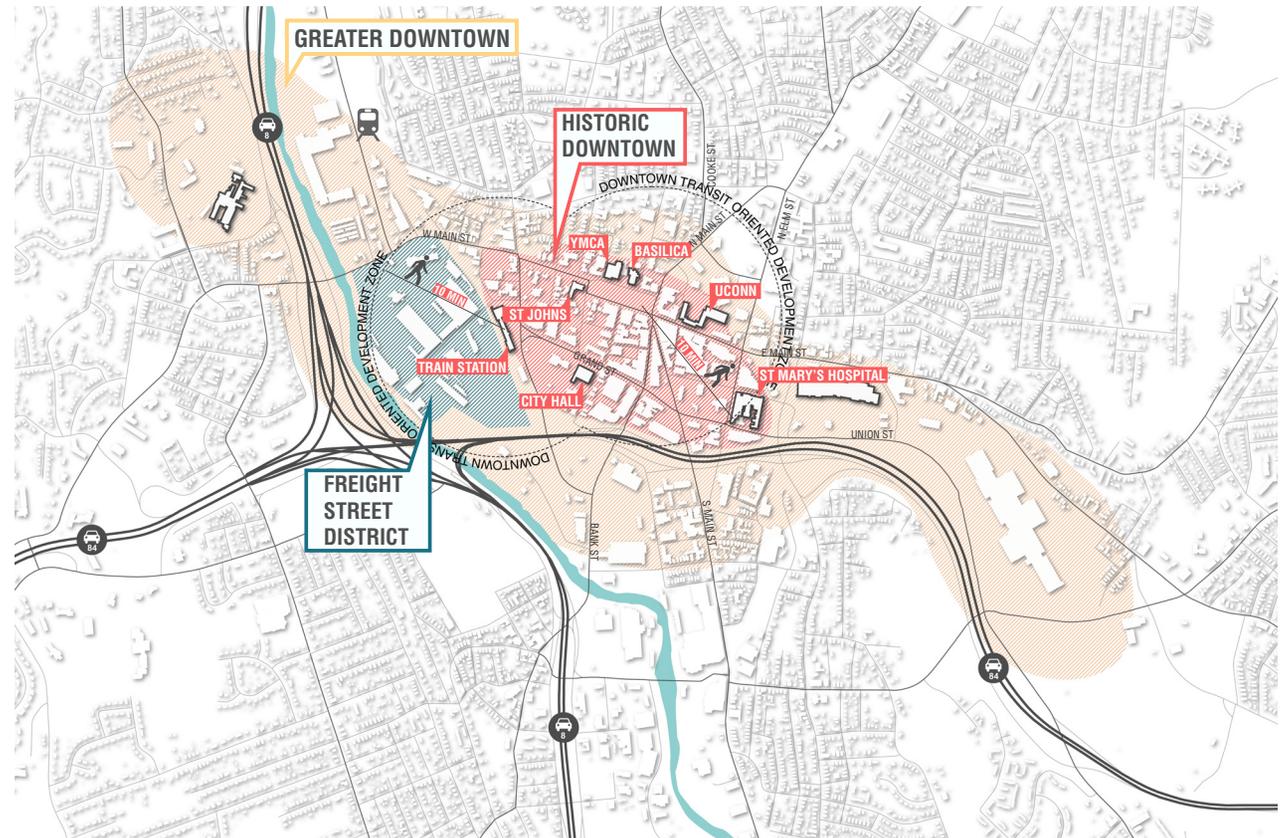
Waterbury is no exception. The City is well positioned to renew its downtown and be part of the growing urban renaissance. Waterbury boasts a number of physical assets—the natural beauty of its surroundings, excellent building stock throughout downtown, a central location in Connecticut and strong transportation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

The City of Waterbury has taken steps toward reinvention in recent years with a variety of initiatives. The City has stabilized its budget, built new schools, remediated brownfields, addressed blight with redevelopment, secured a \$14 million TIGER grant, made improvements to transportation, pursued high impact development projects downtown, and continued to celebrate the multi-cultural community of the City through events and programming. The Downtown Strategic Plan creates a visionary and implementable framework for building, programming, and investing in downtown

that will empower and guide decision makers within the City and community. The plan is ambitious in goals and scope, yet flexible enough to meet the changing needs of today and the future.

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

Just west of the Historic Downtown is the Freight Street District. The 60-acre zone between the rail station and the Naugatuck River is former industrial land that is now mainly vacant or underutilized and primed for redevelopment. Large parcels of available land and proximity to transit offer opportunities for large, mixed-use development that can complement



infill redevelopment within the Historic Downtown. The Freight Street District also provides the chance for Downtown and the City to reconnect with its river. Historically, the Naugatuck River has been polluted by industrial uses, but recently has been cleaned and is now part of a larger regional greenway system.

Together the Historic Downtown and Freight Street District form the new, expanded Downtown Waterbury. With distinct characteristics and development potential, the two areas will accommodate different opportunities for growth and investment. As Freight Street emerges, the Waterbury Train Station and the Metro North rail

system will now be at the center of Downtown providing transportation options for residents and businesses.

People, Places, Jobs: Guiding Principles

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

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

While jobs are critical to the success of Downtown and the City, a significant residential population is needed to create and maintain an active, 24/7 neighborhood. Investment and policy decisions should be guided by the goal to **Grow Downtown's Residential Population**. A

healthy residential population can drive business growth, especially for restaurants and retail, and can enliven parks and public spaces on weekends and evenings. There is significant opportunity for housing redevelopment that meets the needs of a wide range of residents. Historic buildings in the Historic Downtown can be converted into apartments and condominiums. High-quality single family homes, primed for renovation, surround the Historic Downtown in walkable proximity. Freight Street will allow for even more variety in housing options with the potential for townhouses and other multi-family development on the waterfront.

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

Finally, ensuring a vibrant, economically sustainable, downtown neighborhood requires that every effort is made to **Activate the Public Realm**. This

includes streets, parks, plazas, and the ground floors of buildings. As development happens, the ground floors of buildings must be activated with public programming such as restaurants, bars, coffee shops, retail, education facilities, galleries, and museums. These are the elements that bring people to the street and create the activity desired in a thriving urban center. The Green, Library Park, and other public spaces should be programmed with activities that attract people during the week and on weekends. They should be inviting spaces that encourage people to stay and enjoy. The public realm is the fabric of the daily experience of Downtown and is critical to its successful transition into a diverse, highly-desirable district at the heart of the City.

STRATEGY: Identify & Recruit Ground Floor Retail & Restaurants



The specific strategies proposed in the Downtown Plan are organized in four major categories:

- Downtown Economic Restructuring**
- Downtown Housing**
- Downtown Transportation**
- Downtown Live-Work-Play Environment**

Downtown Economic Restructuring

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

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

With a population of roughly 110,000, Waterbury is the fifth largest city in the state. Analyzing several key metrics, the City is comparable to Hartford,



STRATEGY: Plan and Develop an Indoor Marketplace

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

Maintaining existing businesses is the first critical step in revitalizing Downtown. These are the businesses that are already committed to the City

and are succeeding in Downtown. City leadership and the Waterbury Development Corporation (WDC) should continue to reach out to these businesses to understand the challenges to growth that may exist.

Supporting new and emerging small businesses is a priority that requires strategies that attract innovative, creative people and companies. New companies that are nurtured in the City and succeed are likely to be loyal to Waterbury and continue to invest in the community that invested in them. Some of the strategies that can help support these businesses include the creation of an incubator or coworking space and the development of a Downtown Marketplace. The idea of an incubator space provides start-ups and innovators with the office infrastructure and space they need as well as a community of like-minded individuals. The

STRATEGY: Grow Jobs Associated with Educational Institutions



Marketplace serves a dual role as both a potential incubator space for restaurateurs and retailers as well as providing the services and amenities the people the City is trying to attract have come to want and expect in the places they choose to live.

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

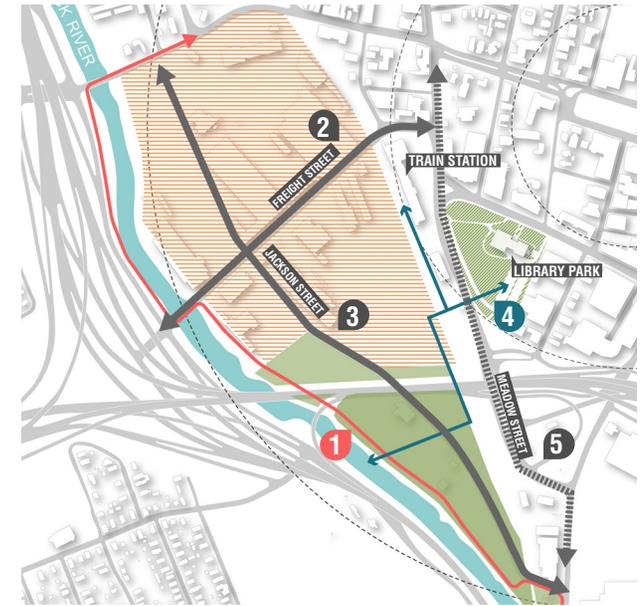
The goal of all the strategies above and in the Plan is to encourage more private investment in Downtown. To reach this goal, it must be acknowledged that this investment often needs additional support or subsidy to succeed at this time. Available incentives and support structures, such as tax increment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

STRATEGY: Implement and Leverage WATER Project
STRATEGY: Initiate Freight Street District Pre-development
STRATEGY: Complete Designs for Phase II of the Naugatuck River Greenway Project



1. Waterbury Naugatuck River Greenway Phase II - *Not funded through TIGER*
2. Freight Street Reconstruction
3. Jackson Street Reconstruction & Extension
4. Elevated Pedestrian / Bicycle Bridge Between Library Park and the Train Station (Library-Station-Jackson Street Connector)
5. Meadow Street Station Improvements

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



the pedestrian focused, mixed-use, downtown neighborhood that is envisioned. Such a plan will outline a clear physical and programmatic vision for the district and may include provisions for form-based zoning.

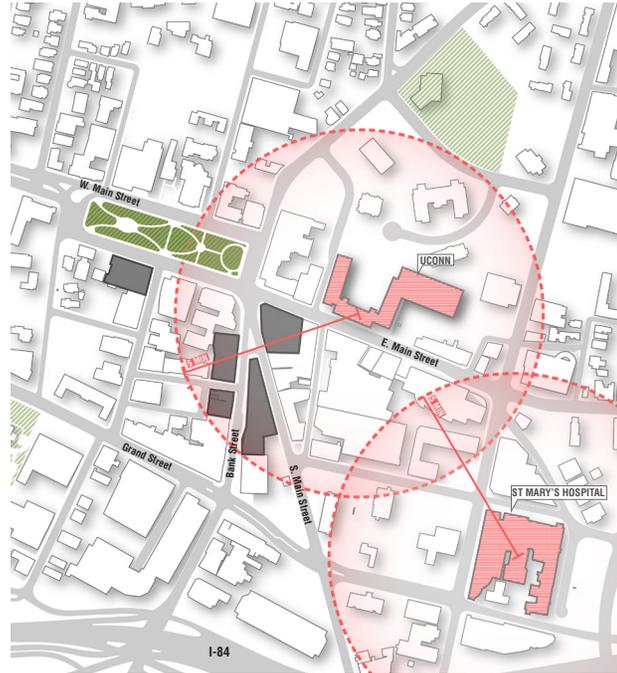
Downtown Housing

Attracting new residents is vital to having a vibrant and successful downtown. With the institutional and business anchors in Downtown already, the Plan focuses on strategies to increase the residential population of students, professionals, academics, public sector employees, and medical professionals.

Waterbury's relatively affordable real estate is a distinct advantage over other similar cities. The City is already a great place for "urban pioneers" for whom home ownership might be unattainable elsewhere. Downtown is walkable, historic, architecturally rich, and easily accessible by car, bus, and train - all assets that will attract potential residents. The housing stock is varied, from single-family residences surrounding the Historic Downtown to recently developed and future new apartments right on The Green.

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

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



STRATEGY: Encourage Student, Faculty, & Staff Housing
STRATEGY: Provide Healthcare Professional Housing

In addition to multi-family development, the availability of single-family homes is a key element to the future of Downtown housing options. Many older, high quality homes exist in the neighborhoods adjacent to Downtown, but are in need of repair and renovation. Key neighborhoods should be targeted for renovation and HOME funds such as Lower Hillside, Lower Willow Street Plaza, Upper South End, and Crownbrook. These areas can provide

the housing that young families and others may be looking for while still allowing them to be in the downtown area. Gaffney Place is a great example of quality renovation that transformed not just a single house, but a full block to enhance the neighborhood.

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

STRATEGY: Renovate and Stabilize Existing Small-Scale Housing Stock
STRATEGY: Encourage Development of Multifamily Housing

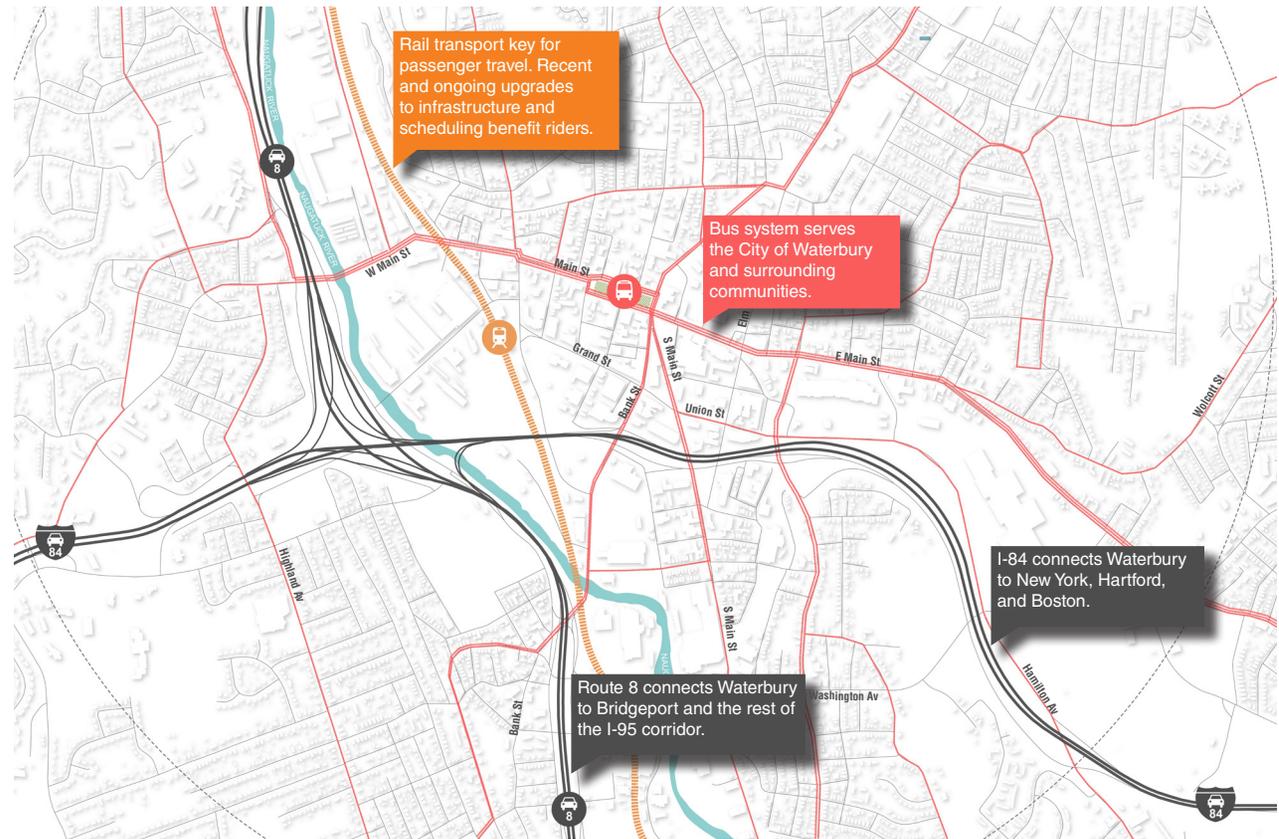


Downtown Transportation

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

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

Regional access to Downtown is convenient from both I-84 and Route 8 with exits that bring you directly into the neighborhood. The proximity of the highways to the core often creates challenges with



local access and to some degree that holds true in Waterbury. However, the number of streets that cross under the highway is generous and works to mitigate some of the physical and psychological barrier created by the elevated road traversing the City. Local circulation, especially between the Historic Downtown and Freight Street District is still a challenge. The WATER Project is critical to

improving the connectivity between the two districts and stitching them together to form the expanded Downtown Waterbury. The reconstruction of Freight Street will improve access to the development sites within the Freight Street District and create a link to the Naugatuck River. The Jackson Street extension is the beginning of a more robust circulation network within the Freight Street District

that will allow development to happen on multiple scales and improve access throughout the district. It is also a vital link to the Historic Downtown as it will intersect West Main which provides direct access to The Green and surrounding areas. The Meadow Street improvements will further work to link the neighborhoods by improving pedestrian connections.

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

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



STRATEGY: Enhance Bus Connections to Regional Employment

to improve service with new investment as part of an ongoing \$7-million infrastructure upgrade and signalization project.

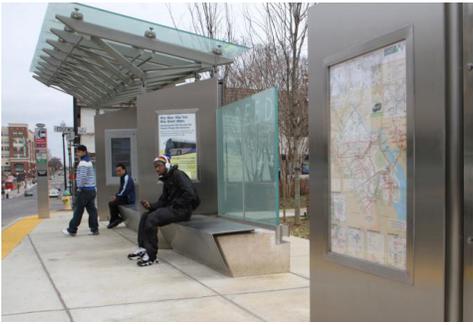
A well-functioning, comfortable, and convenient rail alternative to the car will become a greater and greater asset to the City as it attempts to attract millennials, retiring baby-boomers, and other professionals who wish to move away from driving and live a more urban lifestyle. With this in mind the City must continue to work with Metro North, the state, and private entities to improve rail and other regional transportation options and the

neighborhoods directly adjacent to them to create walkable, urban, transit-oriented districts.

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

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

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



STRATEGY: Provide Shelters on the Green

STRATEGY: Provide and Maintain Public Restrooms

Additionally, there is minimal infrastructure to support riders.

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

Knowing the importance of The Green as the hub, several things need to be improved and implemented to enhance the experience, including covered bus shelters, trash receptacles, and public rest rooms. These amenities can help consolidate the transit aspects of The Green to a designated space and improve functionality of the system. Bus

shelters have the potential to go beyond simply sheltering bus riders. They can be sculptural, architectural, place-making installations that lend character and identity to a space. Further, bus shelters can include technology (wifi, charging stations) as additional amenities to bus riders and others.

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

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

Downtown Live-Work-Play Environment

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

A casual walk throughout Downtown reveals a mixture of assets and projects in the making as well as serious challenges and needs. While the scale of the streets and buildings is ideal to support the creation of a vibrant community and while there are strong anchor institutions, the vacant storefronts and buildings, underutilized ground floor space and intermittent blighted facades contribute to an overall ambience of disinvestment.



The filling of vacant spaces must be a priority. A critical mass and diversity of businesses is needed to attract the public back to downtown for shopping, services and dining. While challenging, attracting new owners and tenants should be bolstered by the implementation of Downtown Next infrastructure improvements and the filling of at least one major downtown space, such as the Howland Hughes building or Sovereign Bank building. The tenant recruitment strategy for downtown should focus on specialty niches and activating ground floor space.

Public spaces are equally important to new businesses. Great civic spaces are “people magnets.” People go there not because the space is on the way to something else, but simply because

they want to be there. Great civic spaces evolve into really great public “places” that become destinations in their own right. The civic spaces of Downtown include The Green, Library Park, the new Library Plaza, the future Riverfront Park, future development in Freight Street, as well as potential temporary transformations of the Train Station parking lot, loading dock of Palace Theater, and downtown streets. The City should prioritize events and programs, seasonal installations and attractions, and temporary art installations. These initiatives can range widely in scale, duration, level of investment, and nature.

The Green and Library Park are the historic and cultural centers of the Historic Downtown. The

Green is receiving an upgrade to its traditional architectural features that includes new bus shelters, benches, waste receptacles, lighting, bollards and chains, landscaping and wifi capability. While this is underway, the City should explore various public/private partnership models to facilitate programming, maintenance and capital improvement support. The goal is to synchronize public, private and non-profit investments in The Green with a high standard of programming in order to transform it into an active, high-quality urban space and destination. A programming venue might include outdoor fitness classes, youth Frisbee, “Salsa on The Green,” ping-pong competitions, meditation classes, chess nights, art-making, outdoor classrooms, temporary art exhibitions, a summer movie series, concerts and markets.

Library Park should continue as a location for larger outdoor events. The space is attractive and flexible and its proximity to the Train Station makes it ideal for visitors who might want to avoid car use and parking. Events such as Brass City Brew Fest and The Gathering demonstrate the potential to attract thousands of regional visitors if the event is creative and taps into public demand. Other events that have public appeal include barbecue festivals; larger-sized concerts; seasonal food-centered festivals; flea markets or antique shows; outdoor artisans markets; and, a variety of sports competitions.

Connected to Library Park by a planned pedestrian bridge and walkway is the future Riverfront Park in the Freight Street District. Every effort should be made to advance this project. Like many riverfront parks throughout the country, this riverfront open space will anchor transit-oriented development in the Freight Street District, reconnect the community to its river and provide amenities and attractions not possible elsewhere throughout the downtown or City. If it follows the pattern of other high-quality urban riverfront parks, it can jump-start residential and office development. With its large swath of linear

space, Waterbury's Riverfront Park will offer a variety of recreational amenities needed by residents and families living in the future TOD, in addition to drawing residents and visitors to sports events, large waterfront concerts and events, and premiere access to the Naugatuck River for boating, fishing, and kayaking.

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

While Downtown is strong in more conventional, "established" arts and culture facilities, attention is needed in other facility-based areas. If Waterbury is to build an art and culture climate that attracts artists to relocate and contribute to the City's creative revival, it must start growing its own artists at home. The creation of a strong local, cultural ecosystem can often be challenging, but the City

and its nonprofit and community organizations should work together to strategically promote arts activities and events in a variety of media that will integrate creativity into the community and turn Waterbury residents into makers of art. This could include the development of a local arts incubator in the downtown. Often run by nonprofit organizations, arts incubators offer emerging artists shared workspace, equipment, exhibition space and marketing resources.

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

STRATEGY: Organize Seasonal Events and Installations





STRATEGY: Plan and Commission Public Art in Downtown
STRATEGY: Promote an Arts Cultural District

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

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



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

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

legacies and successes of the past while looking towards the future.

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

STRATEGY: Cultivate and Protect Downtown's Identity



2

INTRODUCTION & METHODOLOGY



Introduction

National population trends indicate people are more and more interested in working and living in downtown, urban areas. Cities and downtowns are seeing resurgence and opportunities for reinvention. The appeal of an urban setting spans age groups; young professionals as well as retiring baby boomers are seeking walkable, vibrant communities. An increased awareness of environmental and social issues draws ever broadening demographic groups to urban areas where one might walk more than drive, interact with a diverse population, contribute to civic life, and enjoy proximity to arts and culture. With careful planning, a strong vision, and inspired leadership, urban centers throughout the country are capitalizing on these trends.

Waterbury is well positioned to renew its downtown and be part of the growing urban renaissance. Waterbury's unique assets - the natural beauty of its surroundings, the excellent building stock that composes its downtown, its central location in Connecticut and extensive road, bus, and train connections to other cities, its anchor institutions, development opportunities, engaged and diverse population and motivated leaders set it apart and provide the seeds from which positive change can grow.

The City of Waterbury has been taking steps along this path of reinvention in recent years with a variety of initiatives. The City has stabilized its budget, built new schools, remediated brownfields, addressed blight with redevelopment, secured a \$14 million TIGER grant, made improvements to

transportation, embarked on a comprehensive bus system study, pursued high impact development projects downtown, and continued to celebrate the multi-cultural community of the City through events and programming. This document builds on these recent successes and coordinates with ongoing planning efforts and initiatives in the City. It outlines a framework for building and programming an active downtown that empowers the City to grow and thrive. This framework is both visionary and implementable.

The goal of the Strategic Plan is to have a flexible path toward revitalization that can guide decisions and investment. As people and companies look to invest in the City, the Plan will help determine how and where they fit in the overall framework. As the City looks to invest in the public realm and other areas it will emphasize where the most impactful interventions can take place. And as people look to move to Waterbury, the Plan can act as a marketing tool to present the ambition and willingness of the City to enhance the downtown.

Collectively, the initiatives outlined in this report contribute to an aspirational - but achievable - vision for the revitalization of Downtown Waterbury. In this vision, Downtown becomes a thriving place of innovation and commerce, a place steeped in but not bound by its history. It emerges as a model of sustainable revitalization, following best practices in transit-oriented development (TOD), economic, environmental, and social sustainability. It becomes a place that celebrates its unique, almost dual

character - simultaneously a decidedly textured, rich urban environment and a charming New England town complete with hills, steeples and central Green. It attracts innovators and creators, families and retirees, professionals and students.

Intended as a road map for transformation, the recommendations in this report capitalize on Waterbury's assets and direct investment to high-impact initiatives, and enable Waterbury's leadership to take decisive actions to ensure good outcomes for Downtown Waterbury. These recommendations are specific and directional, identifying the Who, What, Where, Why and When of recommended initiatives. These recommendations can be pursued independently from one another, but they represent many paths to a common goal.

This document primarily focuses on Waterbury's Central Business District, defined as two adjacent and complementary areas. The Historic Downtown, which is the traditional core that surrounds the Green, and the emerging area west of the train tracks between West Main Street and I-84, the Freight Street District. A guiding principle of this report is to site future development, programs, and initiatives where they might best leverage Downtown's existing assets. To the extent that early wins can be collocated where their proximity to one another and to existing assets will generate buzz and allow them to be readily seen and celebrated, they will add up to more than the sum of their parts.

The Plan and recommendations are organized into four basic categories focusing on Downtown Economic Restructuring, Downtown Housing, Transportation, and Downtown Live-Work-Play Environment. Within these broad categories specific strategies are identified that can be implemented at various scales and timeframes and all work together to reinvest and revitalize Downtown. The strategies all relate to a set of four principles that will guide decisions moving forward for the City. These principles: Maximize Job Growth, Grow Downtown's Residential Population, Capitalize on Existing Assets, and Activate the Public Realm, are the basic goals of all the strategies and are intended to maximize the impact a decision has on the future of downtown.

Through the principles and focus areas, the Plan serves as a reference tool to evaluate development proposals and investment opportunities. As Waterbury evolves from its Brass City legacy, its downtown has the opportunity to embody a new identity, to be the generator of new activity, the home of new industries and the hub of Waterbury's community. This document and its recommendations position Waterbury on a new path for its downtown, one that builds on legacies and successes of the past while looking towards the future.



Methodology & Stakeholders

The City of Waterbury Downtown Strategic Plan was developed to leverage the City's assets and ongoing downtown initiatives with targeted projects, programs, strategies and policies that will lay out a clear, well-founded and implementable path for downtown planning and investment. If followed, this path will lead to a downtown that is vibrant, livable and economically sustainable.

Data Collection and Stakeholder Interviews

In late 2014, the data collection process for the Plan began. Sasaki Associates reviewed prior long-range and short-term plans for the downtown as well as various projects and initiatives within the Historic Downtown and Freight Street District. Sasaki also conducted interviews with city leaders and staff and downtown stakeholder groups that included government, finance, business, arts and culture, recreation, health services, retail, community development and education. Those interviewed were asked to identify downtown's greatest opportunities not currently realized; how they might contribute to downtown improvements; and, what incentives might be implemented to attract investment to the downtown. Furthermore, they were encouraged to share "bold and exciting" ideas that might potentially spark a downtown transformation. These initial focus group interviews provided key insights into the issues and opportunities facing the downtown study area and served as a basis for some of the Plan's action items.



February 5, 2015 Community Meeting

More than 100 people attended the downtown public meeting held at the Palace Theater on February 5, 2015. The public meeting gave participants a chance to review existing conditions, data and maps and respond to an initial assessment by Sasaki of the downtown's strengths, opportunities and challenges defined with input from the stakeholder interviews. A workshop followed, whereby participants visited interactive stations devoted to a variety of downtown focus areas, including housing, employment, transportation and attractions and activities. This topic-oriented workshop format facilitated valuable discussion not only between Sasaki and the public, but a healthy exchange of ideas and viewpoints amongst community participants.

The interest and passion in the downtown demonstrated by attendees was testimony to a strong sense of public "ownership" of the downtown and the desire to see it become vibrant and successful once again. In general, participants supported strategies that would foster the growth of small, innovative businesses, including the creation of a downtown business incubator. They also recognized the importance of having a vibrant downtown housing market with a variety of types of housing for a variety of incomes. Transportation was a key focus of discussion, as participants supported transit-oriented development in the Freight Street District, improvements to the Waterbury Train Station and branch rail line and attempts to lessen bus congestion around The Green. Discussion of the live-work-play environment of downtown elicited



strong support for downtown arts and culture programming at the Palace Theater and Mattatuck Museum and acknowledgement of the role of the YMCA in providing a family-friendly atmosphere in the downtown. However, participants stressed the need for downtown programming that includes large events and steady, ongoing public programs; strategies that would address vacant storefronts and underutilized buildings; the need to attract young people and families back to the downtown; innovative marketing; and, a better management structure for the downtown that might include a Special Services District.

April 22, 2015 Community Meeting

Approximately 70 people attended the second downtown public meeting in Veteran's Memorial Hall on April 22, 2015. The second public meeting provided attendees with a progress report on the draft plan and identified areas of interest for further discussion and public input. Participants were encouraged to identify high priority strategies for the downtown; the best improvements and victories in recent years; their aspirations and ideas for the downtown; and, what they or their organizations could do to move the downtown forward. A community question and answer period followed. Participants were then encouraged to meet and interact with Sasaki staff on an individual basis for more in-depth follow-up.

Relationship to City of Waterbury Plan of Conservation and Development

The City of Waterbury Downtown Strategic Plan process has run concurrently with that of the City's Plan of Conservation and Development. While the Downtown Strategic Plan can stand independently from the City's larger comprehensive plan, they are mutually supportive. It is intended that the Downtown Strategic Plan will be formerly adopted into the Plan of Conservation and Development.



Key Prior Studies & Findings

This study adds to a long and rich history of planning in Waterbury. Among others, this effort builds on the Central Naugatuck Valley Economic Profile (2013), Waterbury Naugatuck River Greenway planning documents (2014), Come Home to Downtown: Waterbury (2013), Our Growing Economy (2013), Waterbury Development Corporation: 2012-2013 Annual Report (2012), Waterbury Green Master Plan (2012), Main Street Waterbury Strategic Plan (2007), Waterbury Plan of Conservation and Development (2005), the Phase 1 TIGER effort currently underway and the ongoing work of the Naugatuck Valley Council of Governments bus study. Following is a brief summary of key elements of the most important studies related to the future of Downtown Waterbury.

Central Naugatuck Valley Economic Profile 2013

Council of Governments Central Naugatuck Valley

Summary of Major Findings:

- The Central Naugatuck Valley Region (CNVR) had a total employment of 98,453 in 2011, a loss of 5,100 jobs (-4.9%) from 2002. Comparatively, there were 130,968 employed persons living in the region, a net export of over 32,500 workers. Half of all CNVR residents now work outside the region and over 40 percent of all CNVR workers live outside the region.
- Recovery from the 2007-2009 economic recession has been slow, particularly for goods-producing sectors. Regional employment peaked at 104,492 in 2007 and declined to a low of 96,423 in 2010.
- Service-producing sectors now make up nearly 80 percent of the region's total employment. Mix of low paying and high paying jobs.
- The region has high concentrations of manufacturing, retail trade, wholesale trade, and health care and social assistance employment and very low concentrations of employment in the finance and insurance, arts, entertainment and recreation, management of companies and enterprises, and information sectors compared to other parts of the state.
- The wholesale trade sector was identified as the strongest major sector of the CNVR economy.
- After decades of decline, manufacturing employment is projected to stay relatively stable from 2010 to 2020.

Waterbury Green Master Plan

TO Design LLC, Landscape Elements LLC and CDM Smith

2012

Funded by Vibrant Communities Grant from Connecticut Trust for Historic Preservation

- Plan focused on creating high quality environment downtown while preserving historical tradition of the Green
- Not adopted

Market Analysis and Development Approach for Waterbury's Freight Street District

Prepared by: RBA & 4ward Planning

April 2014

- Examined various demographic factors and market trends in the City of Waterbury and the region to anticipate market demand for housing, retail, office, and industrial uses.
- Housing (1,900-3,800 units total)
- Office (10,000 square feet per year)
- Retail (8,000 square feet per year)

Waterbury Regional Bus Ridership Study

Prepared by: Council of Governments Central Naugatuck Valley

2013

- Evaluated ridership data
- Outlined recommendations for bus system improvements (route and schedule adjustments) as well as identification of problem areas in need of better upkeep

Current Bus Study

Prepared by: Council of Governments Central Naugatuck Valley

Currently underway (as of July 2015)

Preliminary findings include:

Ridership has grown dramatically over recent years leading to reliability issues and some overcrowding.

Compared to peer agencies the Waterbury system is highly productive and cost effective.

The most sought after improvements from riders include more shelters (especially in downtown), better weekend service, and real-time arrival information, and reduced waiting times.

The current network is well aligned with patterns of residential and employment density.

The next phase of the study will explore operational changes to make the system more efficient and further study the pulse schedule at The Green. Later phases will study long-term growth of the system.

Greenway Routing Study

Prepared by: Alta Planning and Design
2010

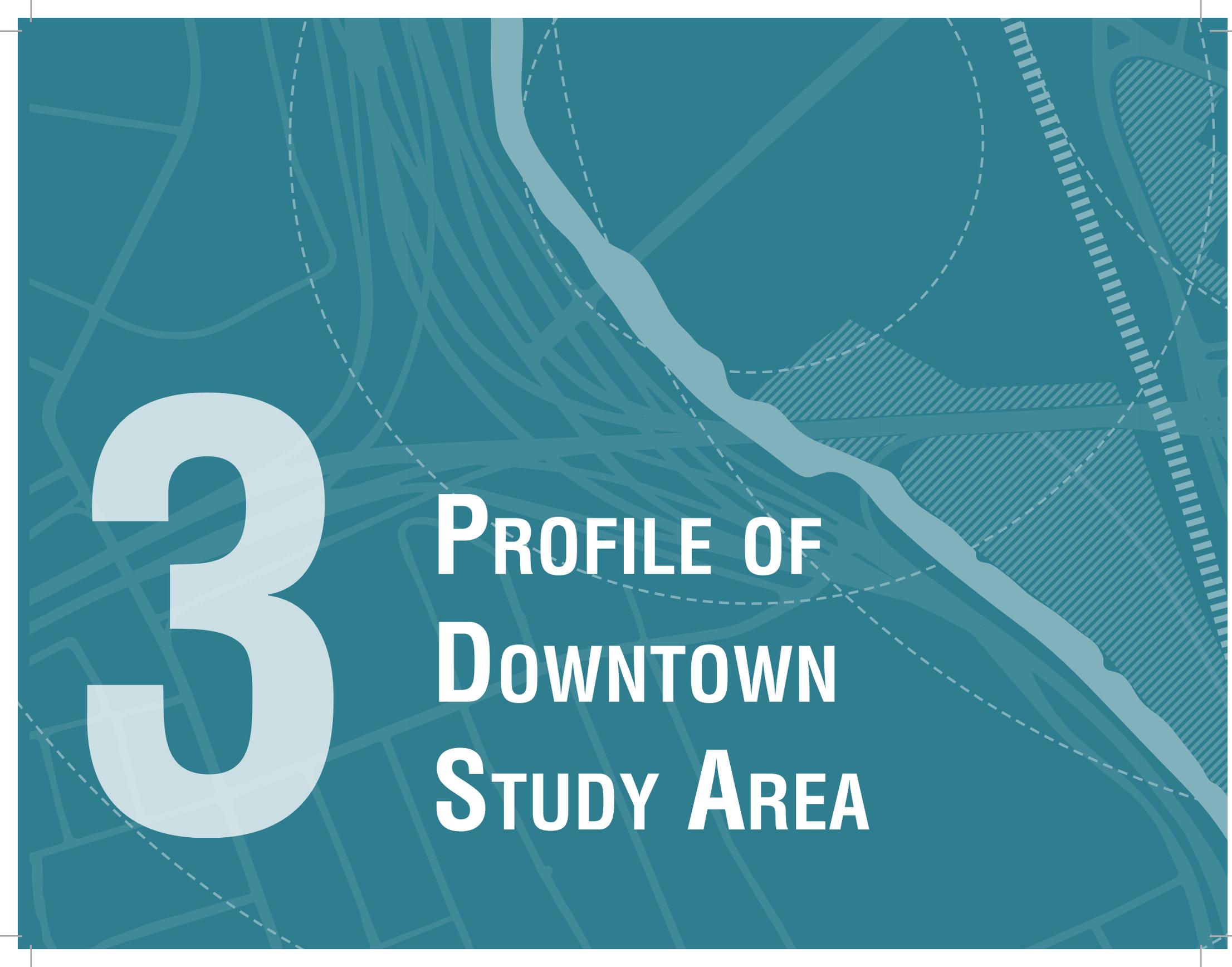
- Purpose: determine recommended route for 7.1 mile proposed trail
- Outlined various goals for the greenway regarding access to nature, increased cycling, increased physical activity
- Examined (through mapping and field testing) factors that impact trail feasibility, including: surrounding land uses, potential neighborhood connections, soil drainage and erosion, traffic and roadway capacities, natural features, river and greenway corridor width, existing infrastructure (bridges and other) and utilities, environmental issues
- Analyzed and evaluated various trail route alternatives to arrive at a recommended route, including trail heads, bridges, access points and key interactions with roadways.

WATER Project / TIGER Grant Application

The WATER Project includes five elements, four of which have been funded through the TIGER award funding. They include:

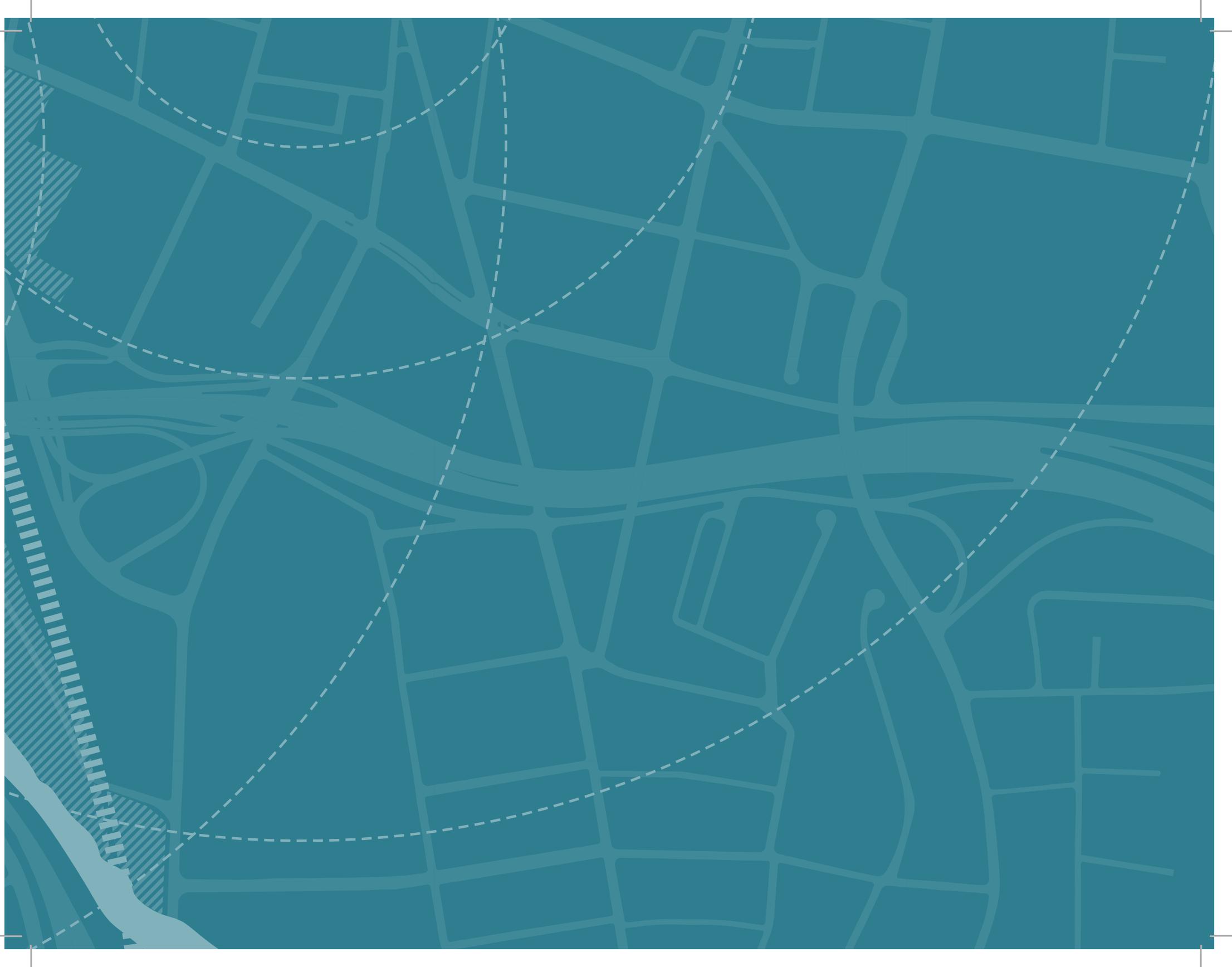
- Waterbury Naugatuck River Greenway Phase II - *Not funded through TIGER*
- Freight Street Reconstruction
- Jackson Street Reconstruction & Extension
- Elevated Pedestrian / Bicycle Bridge Between Library Park and the Train Station (Library-Station-Jackson Street Connector)
- Meadow Street Station Improvements

More detailed information about the WATER Project can be found on page 44 of this report.

The background is a dark teal color with a stylized map overlay. A prominent light blue river flows diagonally from the top left towards the bottom right. The map includes various line styles: solid lines for streets, dashed lines for boundaries or zones, and a hatched area on the right side. A large, light blue number '3' is positioned on the left side of the page.

3

PROFILE OF DOWNTOWN STUDY AREA



Profile of Downtown Study Area

Downtown Waterbury is a compact, mixed-use district comprised of government, education, civic, and office uses along with retail and residences. The Historic Downtown is bounded by I-84 to the south, the rail station to the west, St. Mary's Hospital to the east, and The Green and its surrounding development to the north. Throughout its history, the Historic Downtown has been the center of the City with The Green serving as the civic heart of the City. This Historic Downtown remains a vital economic engine in the City with major employers, such as Webster Bank, a growing educational center focused around UCONN-Waterbury, and an arts and culture destination anchored by the Palace Theater. These and the many other businesses and institutions of downtown are located in a walkable area that can be easily traversed on foot and features a beautiful collection of historic buildings. In addition, Library Park and The Green offer parks and recreation space for residents, employees, and visitors.

Just west of the Historic Downtown is the Freight Street District. The 60-acre zone between the rail station and the Naugatuck River is former industrial land that is now mainly vacant or underutilized and primed for redevelopment. Large parcels of available land and proximity to transit offer opportunities for large, mixed-use development that can complement, but would not fit within, the Historic Downtown. The Freight Street District also provides the chance for Downtown and the City to reconnect with its river. The Naugatuck River was used by industry and polluted for many years, but has since been cleaned and is now part of a larger, regional greenway system.

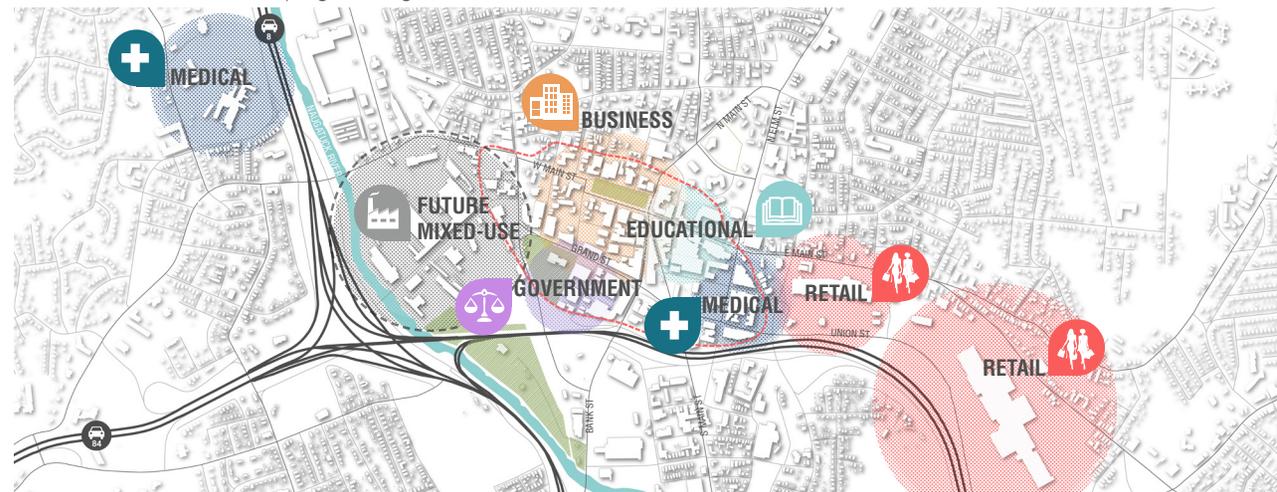
Together the Historic Downtown and Freight Street District will form the new, larger Downtown Waterbury. With distinct characteristics and development potential, the two areas will work in tandem to revitalize downtown and provide multiple opportunities for future growth and investment. Waterbury Union Station and the Metro North rail system will now be at the center of the new downtown area providing transportation options for residents and businesses.

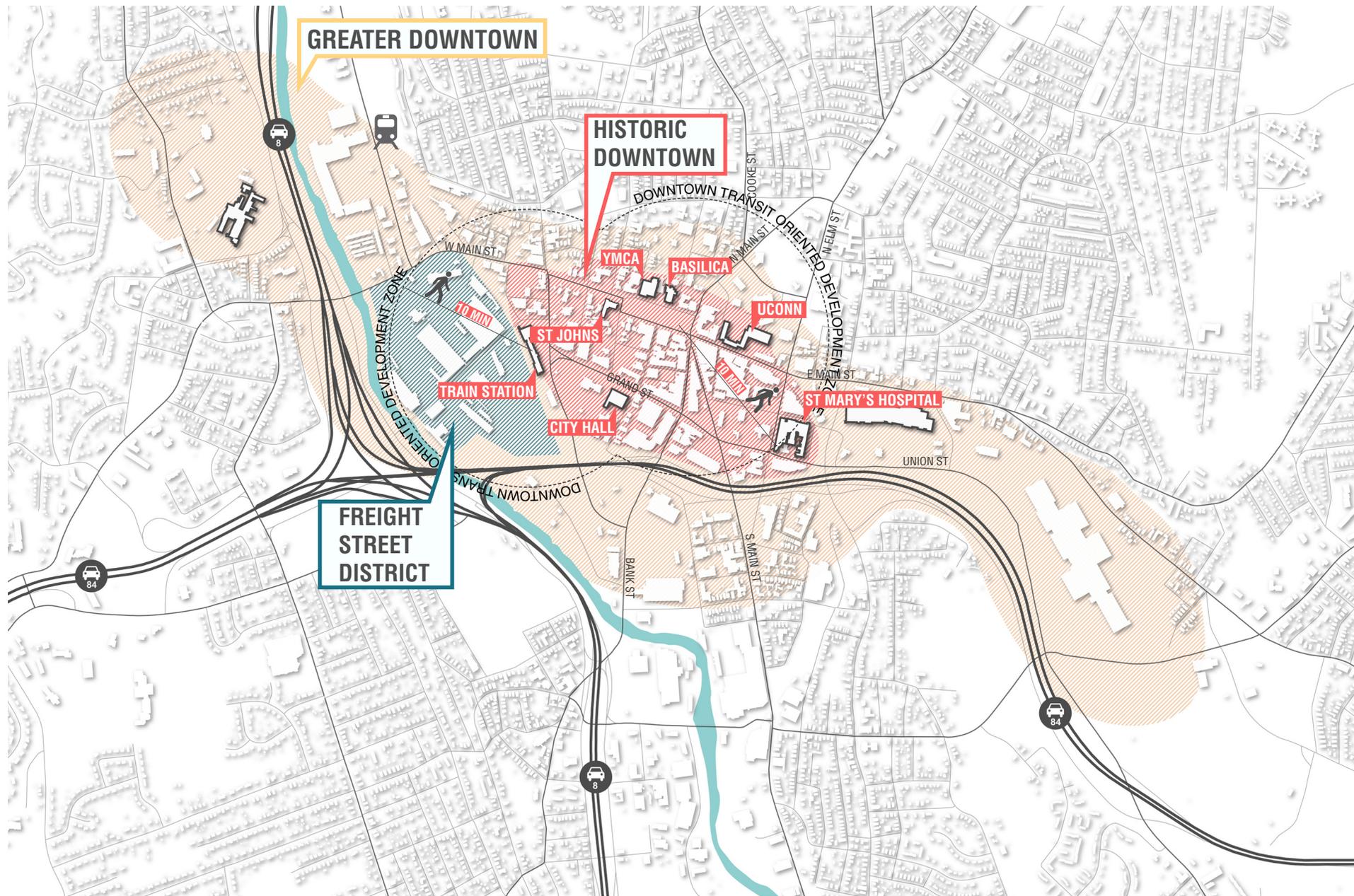
Downtown, especially the Historic Downtown, includes a wide variety of land uses with a diverse mix of businesses and institutions located in a consolidated area. Within the overall mix, the character of downtown can be defined by several smaller clusters of similar uses. These small sub-

neighborhoods include the government center along Grand Street, the medical center at Saint Mary's Hospital, the educational zone around UCONN, and the commercial business zone around Bank Street and The Green. These are areas of overlap and minor differences, but they define areas and help orient people within the downtown. Freight Street can continue this pattern with distinct development around the rail station and along the riverfront.

To better understand the existing conditions, challenges, and opportunities within downtown, the profile of the area has been organized around four key areas: Natural and Built Environment; Transportation, Connectivity, and Transit Oriented Development; Sense of Place: Live, Work, Play; and Economic Restructuring.

Downtown sub-districts and programming clusters





GREATER DOWNTOWN

HISTORIC DOWNTOWN

FREIGHT STREET DISTRICT

DOWNTOWN TRANSIT ORIENTED DEVELOPMENT

W MAIN ST

YMCA

BASILICA

UCONN

ST JOHN'S

TRAIN STATION

CITY HALL

ST MARY'S HOSPITAL

UNION ST

BANK ST

S MAIN ST

E MAIN ST

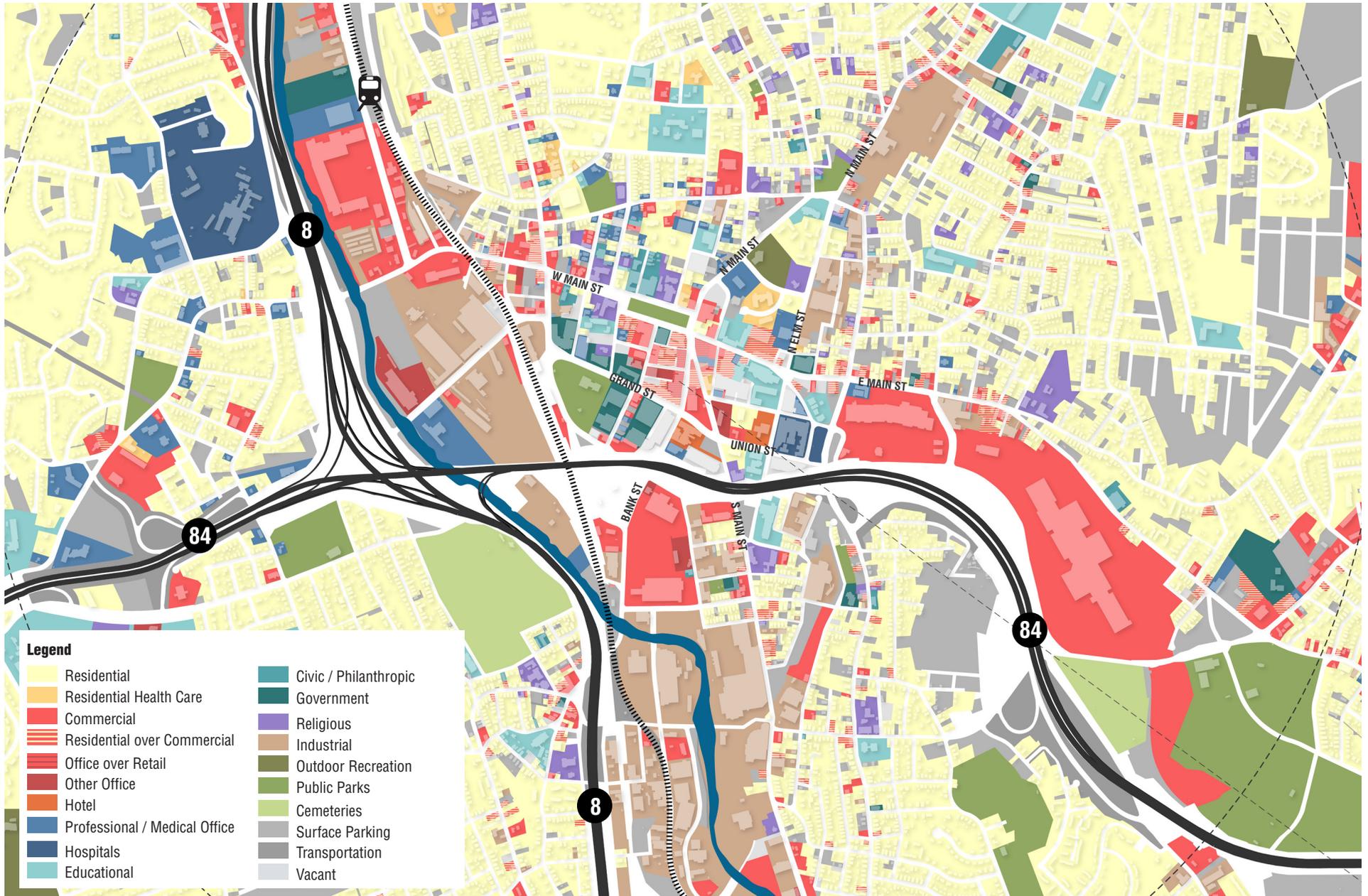
HOOKER ST

HELM ST

84

8

84



Existing Land Use

Natural and Built Environment



The natural environment and features within a city coupled with the characteristics of its urban form and architecture help create the sense of place that defines one city as unique and special to those that inhabit and visit it. Waterbury, and its downtown, is situated in the Naugatuck River Valley surrounded by rolling hills and forested neighborhoods. The juxtaposition of this New England landscape with the urban fabric of downtown creates a character for Waterbury that brings together “big city” and “New England town” in a vibrant, unique way.

There are several key elements to the downtown that are important to the future growth and development of the area and impact investment opportunities. These include the Naugatuck River and downtown’s relationship to it as the Freight Street District is developed, the historic building

fabric of the Historic Downtown which is a vital asset to the City, but also poses challenges for development, and the important anchor institutions within downtown that can spur growth and investment. In addition, the state of housing within the downtown and the current trends of people moving back to urban centers will have a great impact on the future of creating a live/work, 24-hour downtown environment.

The Naugatuck River

The Naugatuck River has a long history at the center of the industrial manufacturing economy of Waterbury and the Naugatuck Valley. As a result it was highly polluted and inaccessible to the public for a long period of time. Now, after much reclamation work and improvement, the river is clean, supports

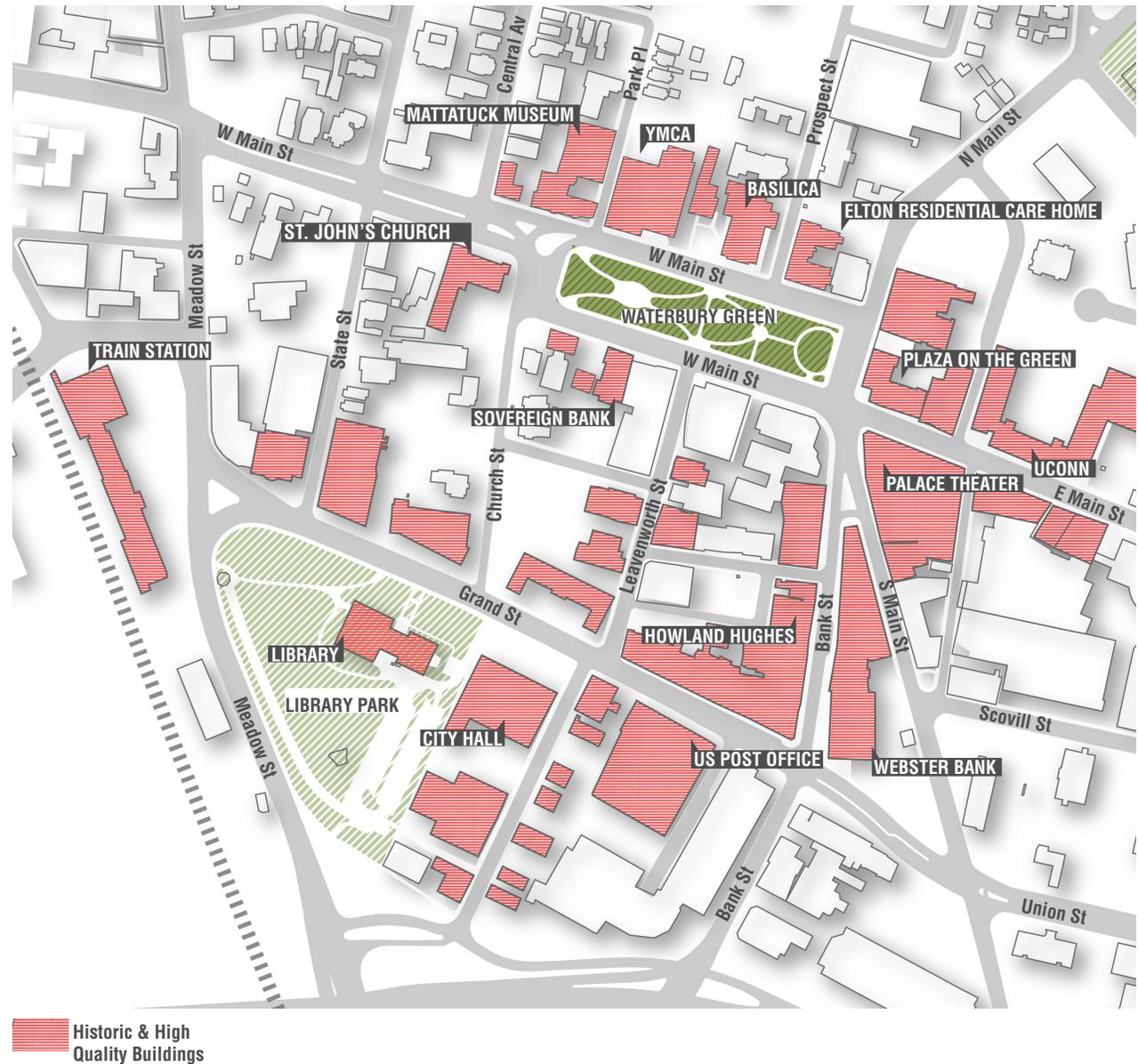
fish and wildlife, and is again available for the public to fish, boat, and swim. With this transformation of the river, the region has embarked on the creation of a 44-mile riverfront trail and park, the Naugatuck River Greenway. The Greenway provides access to the river and links communities throughout the valley with bike trails.

The Greenway route in Downtown Waterbury can provide a new riverfront opportunity for the Freight Street District and all of downtown. This opens up a new amenity for the downtown and a new address for development. Many cities have rediscovered their formerly industrial waterfronts and created new mixed use neighborhoods that attract people and business. Waterbury has the same opportunity along the river and investing in the downtown portion of the Greenway is the first critical step toward that goal.

Downtown Historic Buildings

While the Freight Street District and nearby riverfront offer opportunities for new development in the future, the Historic Downtown is in need of immediate infill and redevelopment. The Waterbury downtown is blessed with a wonderful portfolio of architecturally-significant buildings dating back to the 1880s. Spanning styles that include the Neo-Gothic, Second Renaissance Revival, Baroque Revival, Georgian Revival, Art Deco and Jacobean, the area around the two-acre Downtown Green reads like a history book of 19th and 20th century American architecture. Equally compelling are the commercial buildings on Bank and Grand Street which showcase building styles from the early 1900s, including the Queen Anne Style and Richardsonian Romanesque. The government district on Grand Street, built following the devastating downtown fire of 1902, includes five Cass Gilbert designed buildings and the iconic Train Station, designed by McKim, Mead and White. Exemplifying the lofty principals of the City Beautiful movement of the early 1900s, Grand Street serves as an impressive entryway into the Historic Downtown and a link to the future Freight Street District redevelopment.

With a wealth of architectural treasures, a central downtown Green, historic Train Station, and Olmsted Brothers-designed Library Park and 60-acres of underutilized riverfront property, Waterbury has a strong foundation with which to grow a vibrant, livable, pedestrian-oriented downtown community. With the original late 19th-century human -scale downtown footprint intact, Waterbury has at its disposal a “village-like” pedestrian experience that once supported a vibrant downtown in the early to mid-1900s and is poised to do so once again.





Waterbury City Hall



East Main Street



Howland Hughes Building

A number of challenges face Waterbury that are common to historic downtowns. Several downtown buildings are in need of façade upgrades, including the removal of inappropriate remodeling treatments and the restoration of original architectural elements. While there have been a number of façade improvements, there is work left to do and the City should support a façade improvement program. Many of the historic buildings also need significant interior renovation to prepare them for new uses and to meet modern building codes. The City might consider an incentive program that would assist property owners and investors in making structural, plumbing, electrical, and mechanical and safety upgrades that would prepare a building or first-floor space for permanent or temporary reuse.

As part of any strategy to encourage building redevelopment and reuse, the City should insure that the ground-level floor uses serve pedestrian needs, so that people have reason to walk throughout the downtown, shop, dine and socialize. As redevelopment of vacant and under-utilized buildings may not occur overnight, the City should also focus on programming initiatives that fill the vacant storefronts and first floors, even if on a temporary basis, in order to enliven the pedestrian experience and attract long-term investors. Programs might include short-term “storefront” initiatives for artists and entrepreneurs looking to “set up shop” on a trial basis for several months, or a non-traditional leasing program that allows individuals and/or organizations to lease a first floor or storefront for a day or week for a special event, meeting, or gallery show.

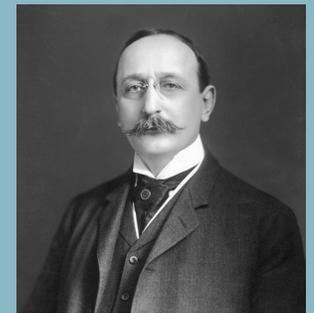
As building redevelopment starts to occur, it is crucial that the City strive to protect the downtown’s historic authenticity, a vital component of successful

Cass Gilbert

Waterbury boasts five Cass Gilbert buildings - including Waterbury City Hall and the Chase Brass and Copper Building, across from City Hall on Grand Street. City Hall, restored and re-opened in 2010, expresses the beautiful original beaux arts vision of the architect, who once stated: “Public buildings best serve the public by being beautiful.”

Born in 1859, Cass Gilbert began his architecture career in the 1880s and soon became a prolific and prominent architect throughout the United States, well known for his work as an early proponent of skyscrapers and also for his numerous civic and institutional buildings.

The presence of these iconic buildings in Waterbury is indicative of the excellent quality building stock in Waterbury. The recent reinvestment in City Hall is a step in the right direction towards restoring and celebrating the outstanding architectural heritage of this storied city.



urban placemaking. Waterbury's downtown buildings, signs, and streets are "storytellers." They communicate Waterbury's downtown story to successive generations of residents and visitors. The City should consider the creation of a Village District with design guidelines that would ensure that renovation and redevelopment occurs in a way that protects the historic character and charm of the downtown, while encouraging new, compatible investment.

While the downtown has a wealth of historic buildings and districts listed in the National Register of a Historic Places (NHRP), there are several that are "iconic" in stature. These include City Hall, the Basilica of the Immaculate Conception, the Train Station, the former Elton Hotel building and the Palace Theater, amongst others. Combining architectural merit with historic significance, these buildings can contribute significantly to placemaking efforts in the downtown and their stories should

be featured in any downtown marketing or promotion. Additionally, consideration might be given to developing a downtown historical trail, with permanent markers telling the story of prominent historic buildings and places.

Anchor Institutions

Several key anchor institutions are at the heart of cultural, medical, religious, and educational activities in the downtown. These institutions are important to the lives of residents and the future success of the City. Many are already thriving and will continue to grow as the downtown grows. Others face challenges that must be addressed to fully realize their potential.

Waterbury has two hospitals in the downtown area today, St. Mary's Hospital and Waterbury Hospital. They are important employment centers for the

City as well as critical health care providers. With a reduced city population and changing health care needs, they face challenges today in operational costs and occupancy. Looking forward, it is possible they will face consolidation or other transformation. This may cause upheaval in the short term, but focused investment in the right places can provide opportunities to create a health and wellness district around the hospital with medical services and research.

Beyond traditional medical services at the hospital, downtown also boasts a highly successful YMCA that is very well used by a wide cross section of the population. This is a place where people from all income levels and backgrounds come together in a social environment around the desire for recreation and healthy lifestyles. The success of the YMCA serves as an example of how investment can transform a place into a hub of activity for downtown.

Key anchor institutions in Downtown include the YMCA, St. Mary's Hospital, and UCONN-Waterbury.



UConn-Waterbury is a great asset to downtown bringing students from the region to the City. Working to expand the UConn campus and presence in downtown should be a priority for the City. The university brings jobs and investment to the City and can anchor emerging businesses through collaboration and incubation programs. Additionally, students who have the opportunity to live and learn in the City may be inclined to stay and be a part of the community. The Arts Magnet School is adjacent to the university and the Palace Theater and further enhances the downtown and East Main Street as the arts and education center of the City. Collaboration between all institutions should be enhanced to create the greatest value from the individual resources.

Downtown Housing

To fully realize downtown as a 24-hour, live-work-play community; more people need to live in the

district. With the building and housing stock already existing in downtown and the surrounding areas there are two main areas of focus. The first is the existing single- and multi-family housing in the neighborhoods adjacent to the Historic Downtown. Many of these are good homes, but are run-down and in need of repair or completely abandoned and boarded up. Key neighborhoods bordering the Historic Downtown should be targeted for renovation and HOME funds such as Lower Hillside, Lower Willow Street Plaza, Upper South End, and Crownbrook. These areas can provide the types of housing that young families and others may be looking for while still allowing them to be in the downtown area. Gaffney Place is a great example of quality renovation that transformed not just a single house, but a full block to enhance the neighborhood.

The second typology is apartments and condos within the Historic Downtown. Existing buildings can be renovated into new housing that provides

the lifestyle and amenities many people are looking for when they choose to live in downtown. Some projects are already complete or planned to introduce more multi-unit housing into the Historic Downtown in this fashion. These should be supported and more projects encouraged. Partnerships may also be explored to make this type of development more viable with agreements to provide needed housing for medical professionals, students, artists, or others.

The one potential development opportunity that does not easily fall within these categories or the Historic Downtown are townhouse developments. They provide a good scale between single-family living and condo living, but they also require larger parcels of land than are readily available in the Historic Downtown. The Freight Street District may provide the opportunity for this development in the future as part of a larger mixed-use neighborhood.

Single- and multi-family housing developments that have been constructed or are in planning and design stages in downtown include Gaffney Place, 63 Bank Street, and the Brown Building



Transportation, Connectivity & Transit-Oriented Development

Waterbury is located along the major transportation corridors of I-84 and Route 8. These highways link the City and its downtown to Hartford, Stamford, Bridgeport, New Haven, and New York City. The accessibility and visibility provided by the intersection of these roads, as well as the Metro North rail line, make the City a prime location for businesses related to those major markets as well as residents looking for affordable places to live within commuting distance of the same major job centers. At the same time, this central location means the City is competing with those places for businesses and investment. The advantages and disadvantages of the location require regional and local transportation infrastructure to be a critical element to the future success of the city.

There are multiple elements to transportation and connectivity that factor into the future of the downtown and all must be examined to understand their current strengths and weaknesses and future potential. To accomplish this, the plan organizes the systems into five major categories:

- Regional and local automobile accessibility
- Rail Accessibility and Investment
- Local bus service and coverage
- Pedestrian and bicycle networks
- Transit Oriented Development (TOD) and the WATER project



Major regional economic and job centers linked to Waterbury through highways and transit systems.

Automobile Accessibility

I-84 and Route 8 provide the opportunity for convenient regional access to downtown with multiple exits in the area from all directions. While providing regional access, major highways traversing a city often limit local connectivity and create barriers within the urban fabric. In the case of Waterbury, the barrier of I-84 is reduced to some degree for automobiles by the number of streets that continue and connect below the elevated highway. However, the psychological and visual barrier

remains and defines the boundary of the downtown. To the west, Route 8 has the same effect and is in fact a larger barrier coupled with the Naugatuck River which greatly limits east-west movement to and from the downtown.

Access between the Historic Downtown and Freight Street District is limited by the railway right-of-way and must be mitigated to successfully link the two areas as a single downtown. The WATER Project is critical to improving the connectivity between the two districts and stitching them together to form the expanded Downtown Waterbury. The reconstruction of Freight Street will improve access to the development sites within the Freight Street District and create a link to the Naugatuck River. The Jackson Street extension is the beginning of a more robust circulation network within the Freight Street District that will allow development to happen on multiple scales and improve access throughout the district. It is also a vital link to the Historic Downtown as it will intersect West Main which provides direct access to The Green and surrounding areas.

In addition to Freight and Jackson streets, West Main Street is in poor repair and should be addressed as part of the improvement of downtown. It serves as the gateway to the Historic Downtown from Route 8 and the west neighborhoods of the City, yet it provides no sense of arrival or identity for the City or district. The “gateway” today is the rail bridge over the street which is rusted and crumbling. The bridge provides the opportunity to create a true gateway to the Historic Downtown and should be

repaired and explored as an art intervention along with the redesign of West Main itself to improve the streetscape and provide bicycle and pedestrian infrastructure.

The accessibility afforded to downtown by the highways means many people arrive by car and require convenient parking. Waterbury has smartly located several garages within easy access of the highway entry/exit ramps and within a short walk of key destinations in downtown. At a time when many cities are faced with parking garages disrupting the urban fabric and goals of their downtown plans, Waterbury is well positioned with an intact core and parking at the periphery. The Grand Street garage is a good example of this strategy, located adjacent to government and civic centers, outside the core area of downtown, and easily accessible. This is a pattern that should continue if parking demand in the Historic Downtown grows and in the planning of the Freight Street District.

Rail Accessibility and Investment

The presence of Metro North service is a great asset for the City connecting riders directly to Bridgeport and from there to Stamford, New York, and New Haven. The challenge today is in level of service and convenience. Operating on a single track and with limited service, the current line is inconvenient and too slow for many commuters. The state is working to improve service with new investment as part of an ongoing \$7-million infrastructure upgrade and signalization project.

At the city level, Waterbury Train Station is a beautiful, historic building designed by renowned architectural firm McKim, Mead, and White. Though



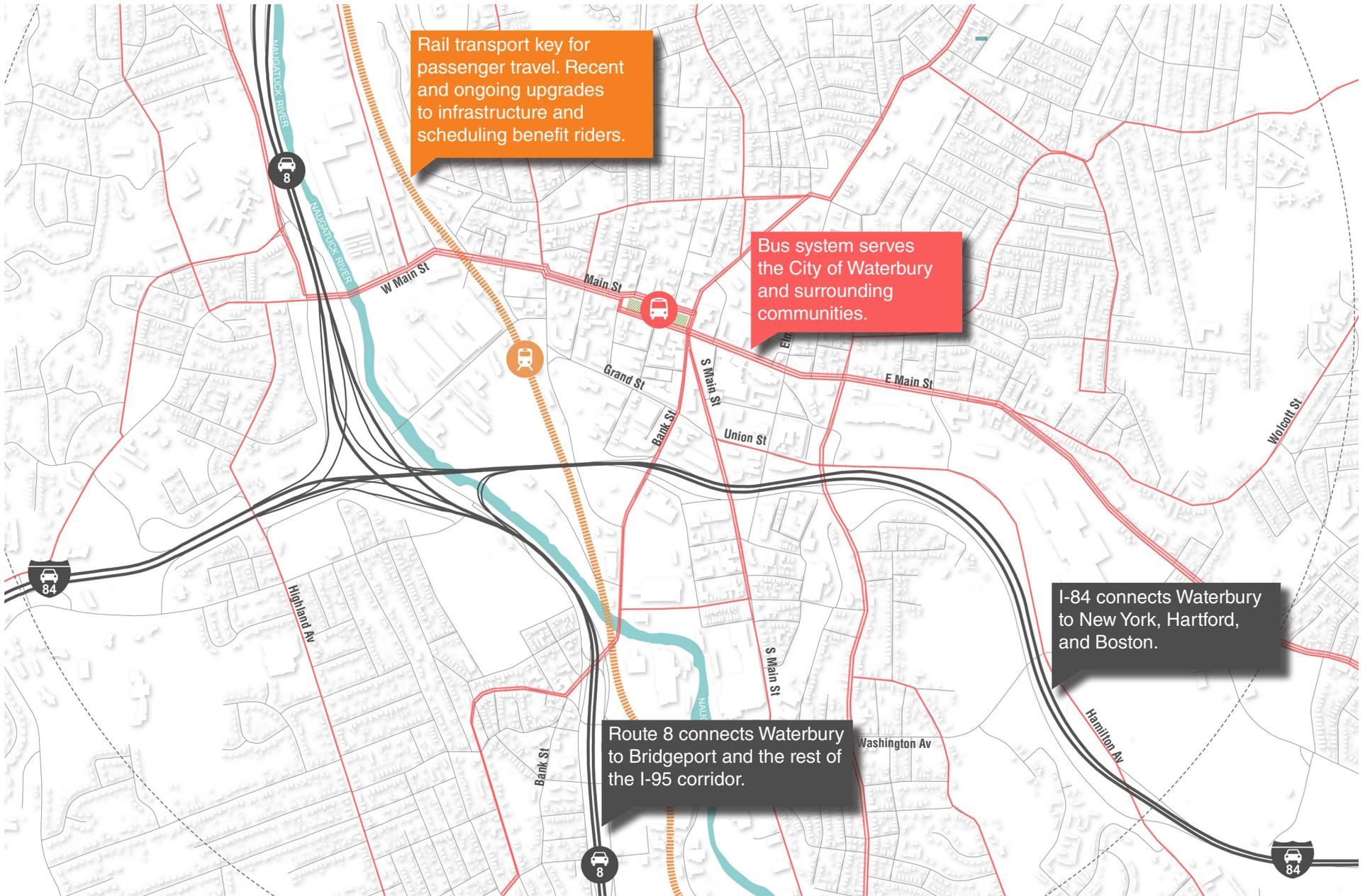
Waterbury Train Station, designed by McKim, Mead, and White, serves as an architectural icon with its clock tower visible on the skyline throughout the City. It may become a catalytic redevelopment project in the development of the Freight Street District and the linking of the district to the Historic Downtown.

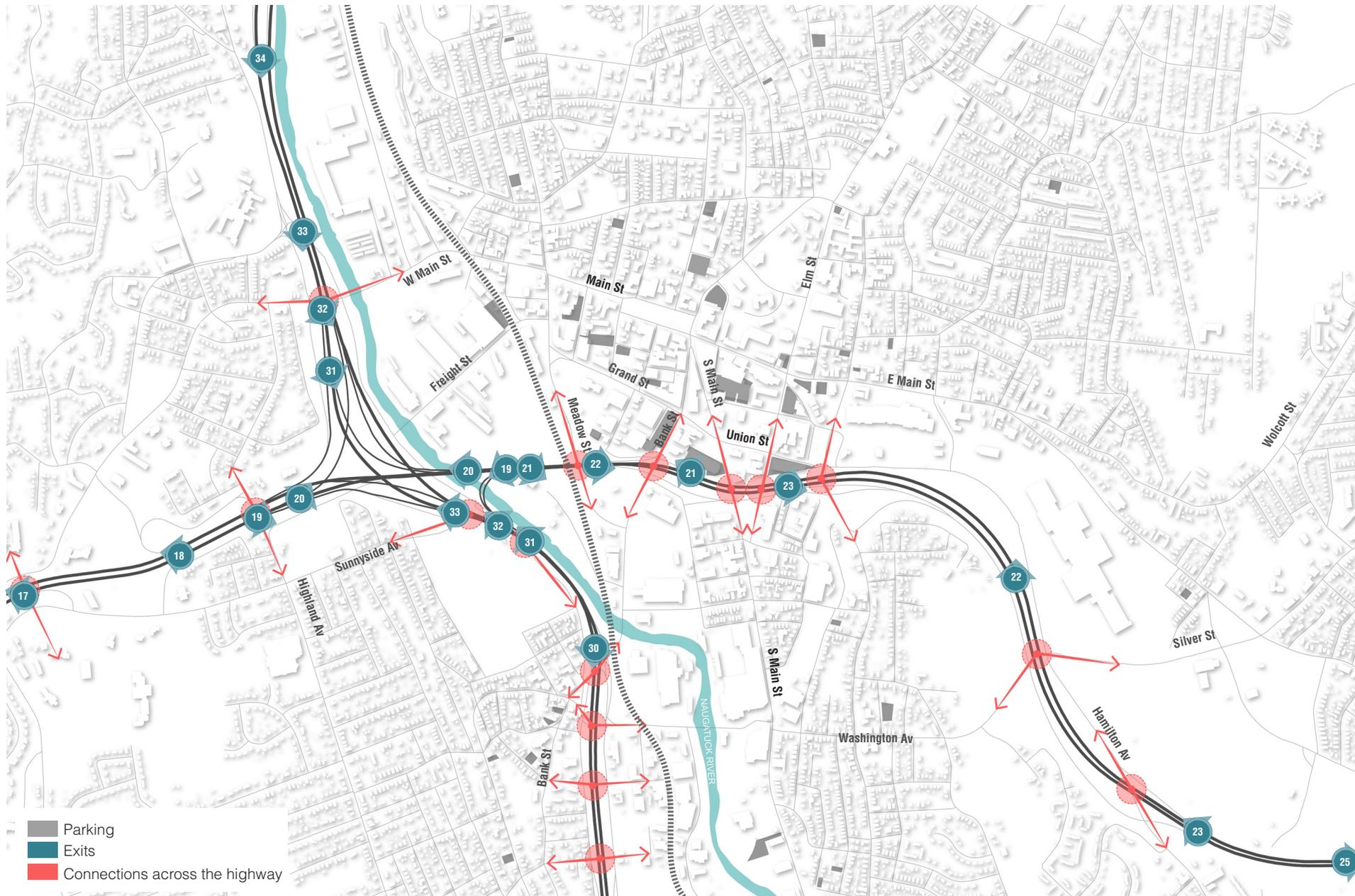
not used by Metro North currently, the operational station is still located on-site with the building and has the potential to be a vital destination at the nexus of the Historic Downtown and Freight Street District. As Freight Street develops, the Train Station will shift from being the edge of the downtown to being the center of downtown. With renovation and new programming, the building may become the anchor of the new sustainable, transit-oriented, vibrant Downtown Waterbury.

As a first step in positioning the station as the hub of transportation and support expanded service, the City secured \$2.3 million in state and federal funds to demolish a blighted office building, construct an enlarged commuter parking lot and bus loading zone, and renovate the south wing of the Train Station building as a passenger waiting room.

These improvements, coupled with the operational improvements underway, are well-timed relative to upcoming construction projects planned for I-84 and Route 8. As these highways face years of construction, along with general increase in traffic, there is an opportunity to capture additional ridership from those trying to avoid the congestion.

A well-functioning, comfortable, and convenient rail alternative to the car will become a greater and greater asset to the City as it attempts to attract millennials, retiring baby-boomers, and other professionals who wish to move away from driving and live a more urban lifestyle. With this in mind the City must continue to work with Metro North, the state, and private entities to improve rail and other regional transportation options and the neighborhoods directly adjacent to them to create walkable, urban, transit-oriented districts.



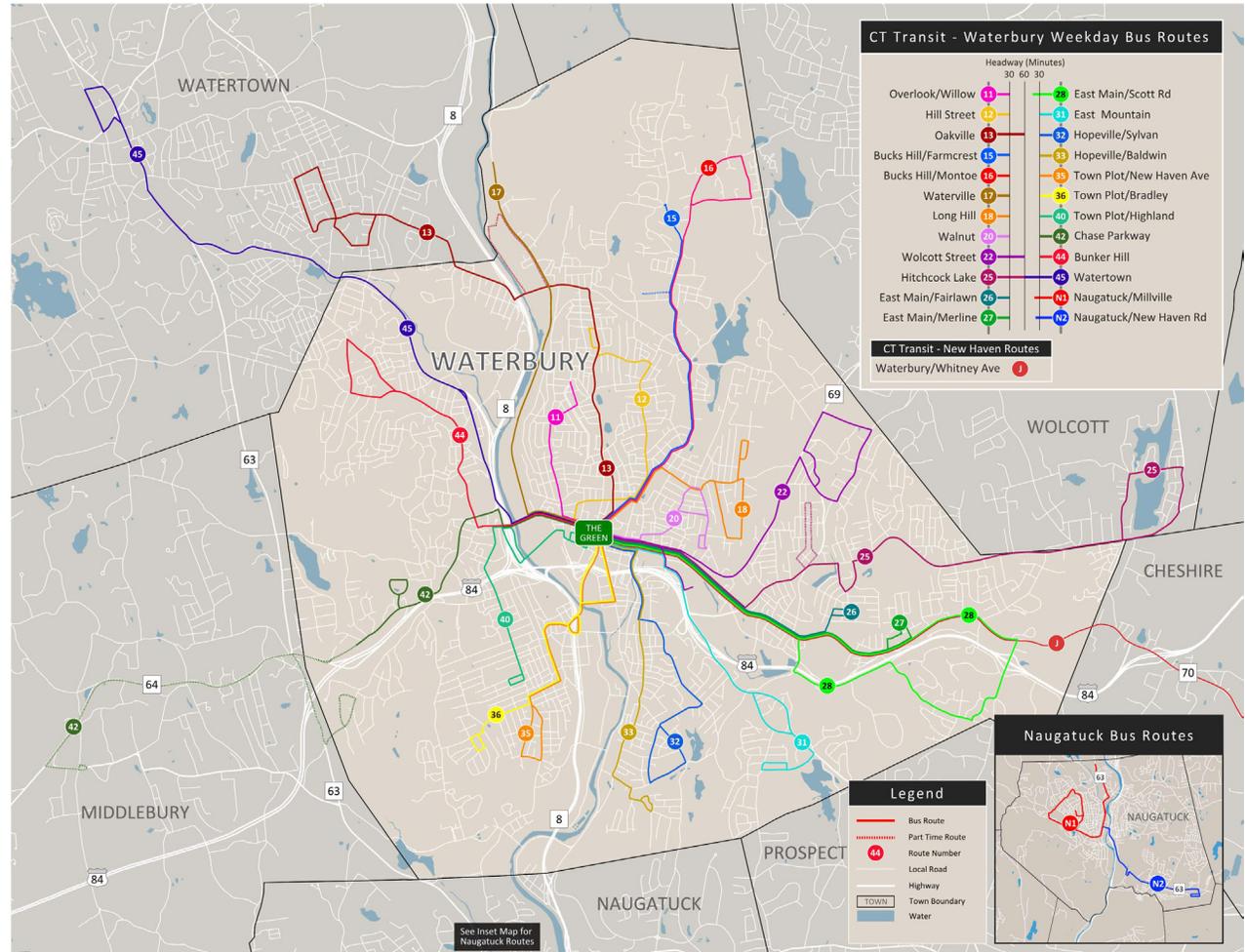


Local Bus Service and Coverage

Downtown is currently well served by numerous bus lines on the CT Transit-Waterbury system. The system serves Waterbury residents and residents of neighboring towns well relative to other comparable bus systems.* The system operates on a “pulse point” with The Green as the hub, meaning buses arrive on the hour and half-hour to allow for transfers. This causes some challenges with the perception of The Green as too crowded with buses and people waiting for the bus. However, it positions downtown well for current and future ridership and meets the needs of key riders and their destinations.

The 2013 transportation study by the Naugatuck Valley Council of Governments (NVCOG) on regional bus ridership provides key insight into the system and ridership. It highlights the importance of The Green at the heart of the system and provides recommendations for improving bus operations. Many riders of the system do not own cars and rely on it as their only source of transportation. Of those that ride, 72% ride daily, 42% rely on the bus for work, and 90% would not have access to a car if the bus was not available. Underscoring the importance of the bus to the City and region, a new study is currently underway by the NVCOG to again address operational challenges and improvements.

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



CT Transit-Waterbury system map

* Source: Task 1 Deliverable of the Naugatuck Valley Council of Governments Waterbury Area Transit Study)

on steps along One Exchange Place, the Rowland Center, and Walgreens in addition to the benches in the park. This does not give riders a comfortable place to wait nor does it serve the businesses and community surrounding The Green.

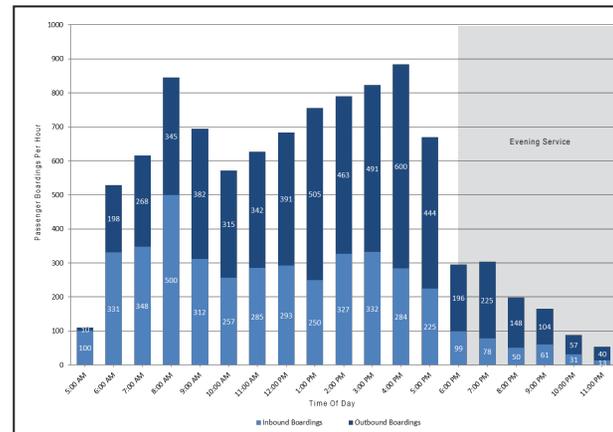
The NVCOG 2013 report recognized The Green as the natural convergence point of transit and people and therefore recommends strategies for improving the transportation infrastructure at The Green rather than shifting the center of the system to another location. The new, ongoing NVCOG Waterbury Area Transit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

Knowing the importance of The Green as the hub today, several things need to be improved to enhance the experience. This study builds off the original NVCOG work to explore the potential for covered bus shelters, trash receptacles, and public rest rooms among other things which could all be introduced to enhance the space. These amenities can help consolidate the transit aspects of The Green to a designated space and improve functionality of the system. These improvements are critical to the success of the Historic Downtown and The Green as a major focal point of downtown whether it remains the true hub of transit or the hub shifts toward Union Station as this will always be a major destination in the system.

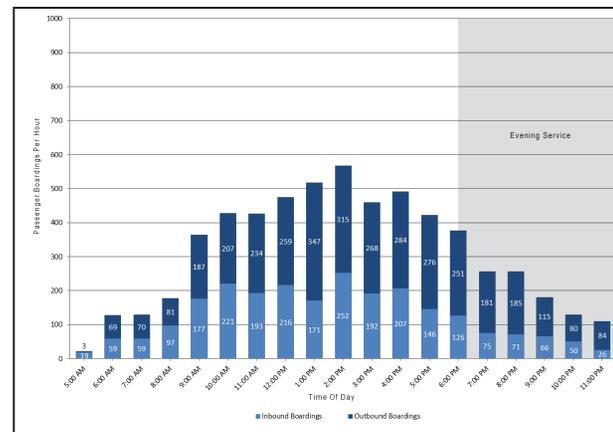
In addition to the local bus network, CT Transit-New Haven runs a bus route to Waterbury providing a transit option to the I-95 corridor. New in 2015, CTFastrak began operating express bus service from the Train Station to Hartford and New Britain. It

Passenger Boarding

On weekdays, passenger peaks coincide with morning and evening rush hour, with highest boarding at 8am and again at 4pm. On weekends, ridership is highest during the middle of the day, with boarding peaking at 2pm.



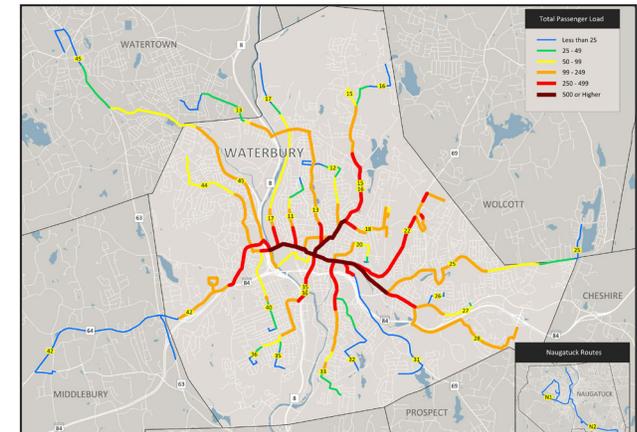
Weekday Boarding Throughout the Day



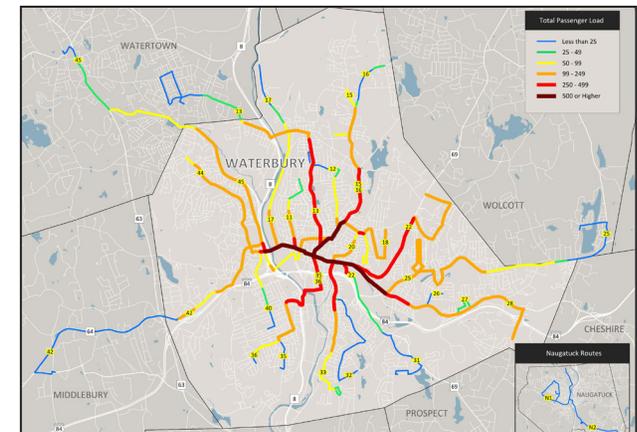
Saturday Boarding Throughout the Day

Passenger Loads

One can see the general patterns of passenger loads focuses heavily around downtown, particularly during weekdays. The darker colors on the diagrams show heavy passenger loads on the routes close to downtown.



Weekday Passenger Loads



Saturday Passenger Loads



Bus stops line the south and east sides of The Green causing congestion and limiting pedestrian access. (Image Source: Central Naugatuck Valley Council of Governments)

provides twenty express buses from the train station daily positioning the station and downtown as a multi-modal transit hub. These regional connections provide commute options and should continue to be supported and expanded.

Pedestrian and Bicycle Networks

The desire to improve multi-modal options for accessing downtown requires addressing bicycle networks in addition to the bus and rail systems already discussed. Downtown streets do not currently have dedicated bicycle lanes nor does the area have the necessary amenities, such as secure bicycle parking, showers, and other needs, to support and encourage biking as a viable alternate to driving. The location and popularity of the YMCA in downtown may provide the opportunity for lockers

and showers that would make commuting by bike more desirable. As part of a comprehensive mobility plan for the City and downtown, a city-wide bicycle plan could be explored.

The success of a downtown area relies not only on the ability to access the area by car, bus, bicycle, or train, but also on the willingness of people to walk to destinations within the district once they arrive. A vibrant, active, financially viable center requires pedestrian activity at street level to support the retail enterprises that create a destination people want to live, work, and invest in. Therefore the quality of the sidewalks and ground level experience as well as the safety and perceived safety of the environment are critical to the future success of downtown.

The Historic Downtown is quite walkable today, with

Below: A lack of infrastructure (covered waiting area, seating, signage) and dispersed stops spreads waiting passengers along a large portion of The Green while idling buses obscure views and pedestrian access.

the majority of destinations easily reachable within a 5-minute walk of The Green and one another. In this area, many sidewalks are wide and well maintained with planters, trees, benches, and trash receptacles. East Main Street and Bank Street in particular are well designed and include space that could be used for outdoor, curb side dining and other activities. The quality of the pedestrian realm around the core of the Historic Downtown needs to be extended beyond to the immediate surroundings, especially toward the future Freight Street District. While the area around The Green is in good repair, just to the west along West Main Street the condition is much worse. Here, sidewalks are cracked and crumbling, there are no street trees or landscape elements, and it is not a comfortable pedestrian experience.

If Freight Street is to be integrated into the downtown the pedestrian and bicycle experience



between the Historic Downtown and the district must be improved. This requires redesigning West Main Street as well as implementing the Meadow Street improvements that will allow better pedestrian connections between the Historic Downtown and Freight Street District.

Improving streets and reinforcing the walkability of downtown will allow the City to promote a “park once” policy that encourages people to park and then circulate to all their destinations on foot within downtown. This will reduce traffic, support businesses, and improve safety and security by bringing many more people out onto the street.

Transit Oriented Development (TOD)

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

WATER provides the infrastructure that will encourage the development of the Freight Street District with the construction of new streets and improved multi-modal circulation options. However, the streets alone will not make the new district a success. While WATER is implemented over the next several years, the City should begin the planning stages of future development. A comprehensive plan for Freight Street District will help ensure that it becomes the pedestrian focused, mixed-use, downtown neighborhood that is envisioned. This can take multiple forms including a specific area plan or



East Main Street looking toward The Green



West Main Street looking west

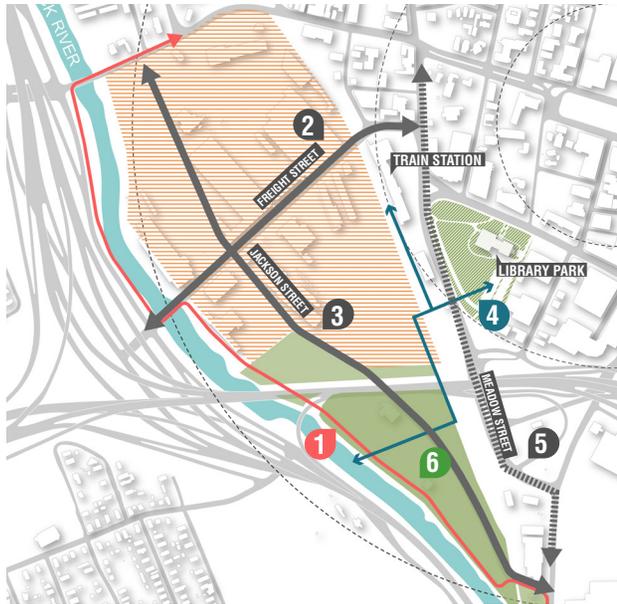


Bank Street looking north



West Main Street at rail bridge looking west

form-based zoning among others. Complementing the streets and the development plans, the design and implementation of the Naugatuck River Greenway should be funded as soon as possible. Creating a parkway and access to the river is a major incentive to the development of Freight Street and a great asset to downtown and cannot be lost despite not being funded by the TIGER grant.



1. Waterbury Naugatuck River Greenway Phase 2 - *Not funded through TIGER*
2. Freight Street Reconstruction
3. Jackson Street Reconstruction & Extension
4. Elevated Pedestrian / Bicycle Bridge Between Library Park and the Train Station (Library-Station-Jackson Street Connector)
5. Meadow Street Station Improvements
6. Riverfront Park - *Not funded through TIGER*

WATER Project

Waterbury has achieved a major victory in securing a \$14.4 million TIGER grant to fund the Waterbury Active Transportation and Economic Resurgence (WATER) Project. The City will match this grant with \$4.7 million in funding, yielding a \$19.1 million project that will transform the Freight Street District, strengthen connections between the City and the Naugatuck River, and lay the foundation for future redevelopment in the district. The WATER Project includes the following elements, many of which are fully funded through the TIGER grant and the City's matching funds.

Freight Street Reconstruction (fully funded through TIGER): Freight Street will be rebuilt as a "Complete Street" with new curbs, sidewalks, roadway and a bi-directional, shared-use path on the south side of the street along with infrastructure improvements. This effort will enable Freight Street to emerge as a critical spine connecting the Historic Downtown with the Naugatuck River.

Jackson Street Reconstruction and Extension (fully funded through TIGER): Continuing Jackson Street, a short and deteriorated street south of I-84, across Freight Street, will begin to create a walkable, robust city grid to form the armature for future development in the district. The full length of the extended Jackson Street will include new utilities.

Library-Station-Jackson Street Connector (fully funded through TIGER): An elevated pedestrian / bicycle bridge will connect Library Park to Jackson Street, providing safe crossing above Meadow Street and the train tracks.

Meadow Street Station Improvements (fully funded through TIGER): The intersections of Meadow Street with Freight and Grand streets will be reconstructed to better serve pedestrians and better connect to the Historic Downtown to the Freight Street District.

Waterbury Naugatuck River Greenway Phase II (not funded through TIGER): A multi-modal path along the Naugatuck River will be pursued by the City independently from the TIGER funded initiatives.

Riverfront Park (not funded through TIGER): Undeveloped land along the Naugatuck River will serve as a major urban park in the future.

As implementation begins over coming years, the WATER project will enable redevelopment of the Freight Street District as a mixed-use, transit-oriented district.

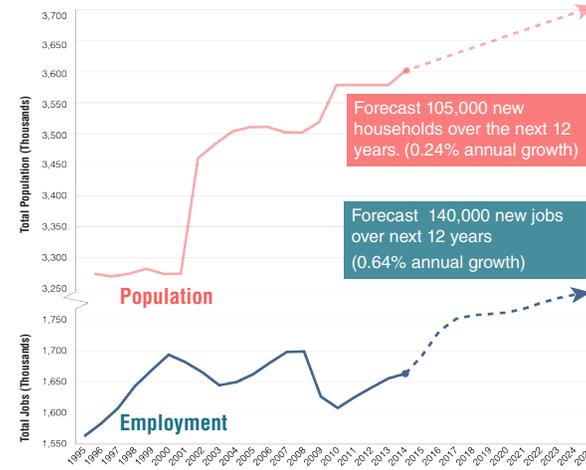
It is critically important that the WATER project and subsequent redevelopment of the Freight Street District coordinate with ongoing improvements and investment in the Historic Downtown. Pedestrian links should continue from Meadow Street to The Green, completing connections between the train station and key uses in Downtown. Development opportunities throughout Downtown Waterbury should make best use of the distinct assets of the Freight Street District as well as the Historic Downtown, with large-scale, mixed-use, transit-oriented development in the Freight Street District and smaller scale infill projects targeting the Historic Downtown.

Downtown Economic Development

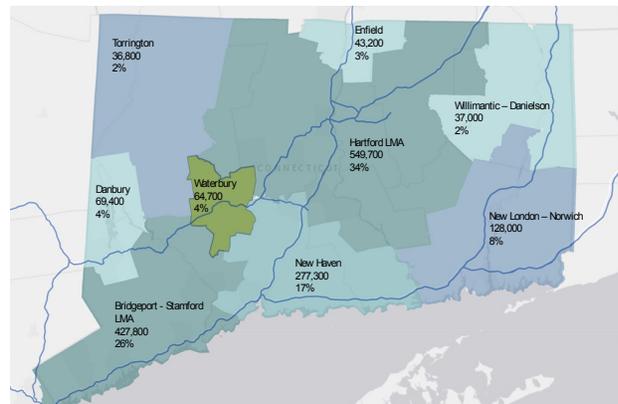
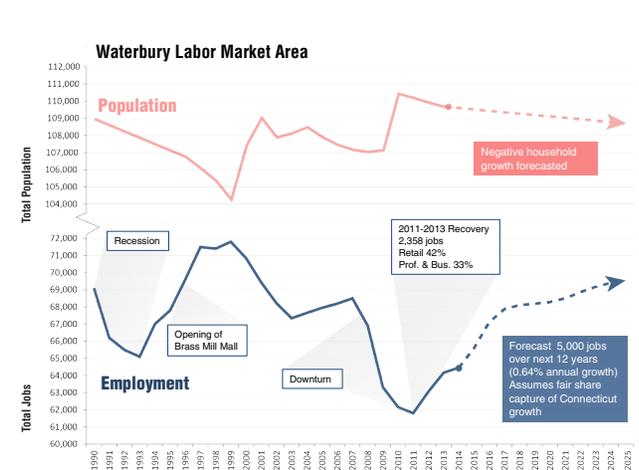
The success of downtown relies on the success of the businesses that reside and invest in the City and the future potential for growth. This is an issue that must be looked at and understood from the state level down to the City and the Historic Downtown itself. The state as a whole has seen moderate population growth in the last twenty years, but employment has remained flat. While projections show both will increase, the gains are modest, meaning it is critical for Waterbury to position itself to capture as much of that growth.

The challenge the City faces is difficult, as evidenced by the population and job growth realities of the last twenty-five years. Both have remained relatively flat with losses and gains over that time

State of Connecticut Population and Job Growth Projections



Waterbury Population and Job Growth Projections



The Waterbury Labor Market Area (LMA) accounts for approximately 65,000 jobs or 4% of statewide employment.

Labor Market Area
Total Non-farm Employment
Percent Capture of CT Employment

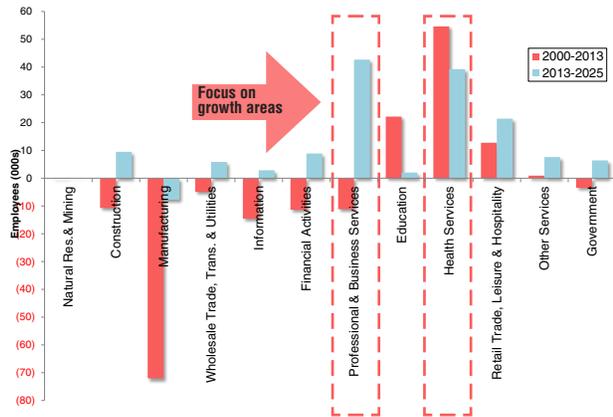
Source: CT Dept. of Labor July 2014

leaving the population nearly the same and jobs slightly below what they were in the late nineties. Forecasts project job growth within the City, but the population is projected to remain flat or even slightly decline.

State and city projections see growth occurring mainly in professional and business services and health services. Meanwhile, education and retail and hospitality sectors are projected to continue to grow, but at a slower pace than recent gains. Waterbury must work and market itself as an attractive place to do business and capture jobs in these sectors. As a historic hub of industry, the City still has many industrial businesses located in the City. It may no longer be the “Brass City” of old, but niche and emerging industries are already in the City and

more can be encouraged to open here. The focus of growth will be on health and professional services, but small industry can also be a part of the future of the City.

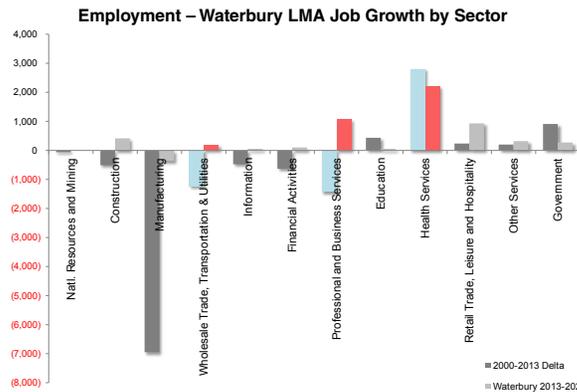
With a population of roughly 110,000 people, Waterbury is the fifth largest city in the state. Analyzing several key metrics, the City is comparable to Hartford, Bridgeport, and New Haven, yet lags behind in some critical areas. Despite similar median incomes and percentage of people that live and work in the city, Waterbury is the only city of the four that is projected to lose population in the next 5 years. It also has far fewer jobs compared to residents than New Haven and Hartford meaning it is no longer the regional employment hub it once was.



State of Connecticut Employment Sector Projections

The number of Waterbury Labor Market Area (LMA) residents commuting out of the LMA each day is greater than the number of outside residents commuting in. Although nearly 29,000 people commute into the City each day, this is overshadowed by the more than 53,000 that commute out of the LMA to work in other places.

Among those that commute elsewhere for work, many are traveling to the other major cities within the region, including New York City. Hartford and Bridgeport see about 1,500 commuters from the City each day while approximately 1,800 go to the New York-Stamford-Norwalk region. This wide dispersal of people in all directions and across fairly long distances is a challenge and an opportunity. Many Waterbury residents are trapped by the relative affordability in some ways; the value of their homes is too weak to purchase homes elsewhere. However,



Waterbury Employment Sector Projections

challenging commutes can cause people to move closer to their employment over time, so increased investment in transportation options may be in the interest of the City to maintain residents who have to work in these other cities.

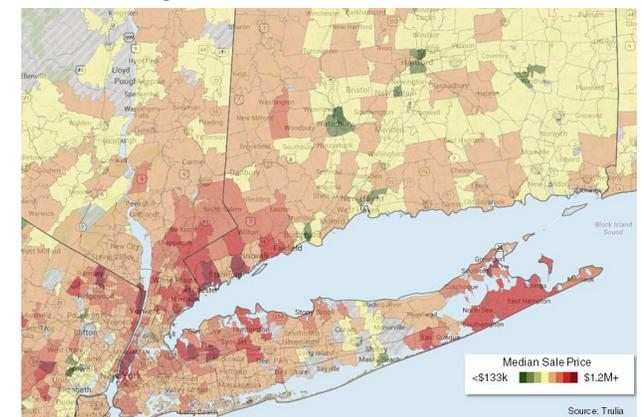
In addition to job growth, population and household growth is also important to downtown. While the City's population has remained stable, the census tracts that make up the downtown have seen population declines. This is a trend among most cities in the region, including Hartford, Bridgeport and New Haven. All have seen their core downtown lose households. As they begin to hollow out, the downtown districts are perceived as unsafe and undesirable places. This leads to a further exodus of people from downtowns.

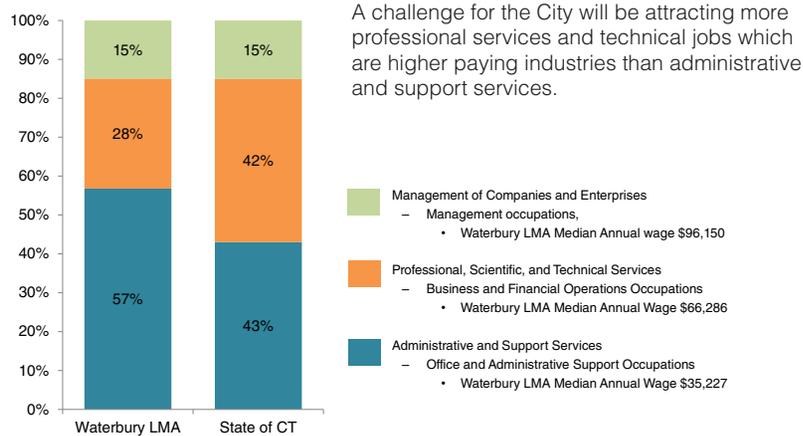
As people and jobs move out of downtowns, vacancy rates rise and buildings begin to deteriorate. This creates blight in the core and leads to more people leaving. Waterbury has blight stabilization programs currently in place, however, the long term solution is to bring new households to downtown.

It is important to the success of the area. Having residents in the downtown transforms it to a 24-hour place rather than a 9-5 district. They bring activity and energy and a demand for more amenities to the neighborhood.

As real estate prices soar in New York City and southern Connecticut communities along I-95, Waterbury is one of the last affordable locations. Affordability of downtown housing is a strong asset that the City can utilize to attract more residents.

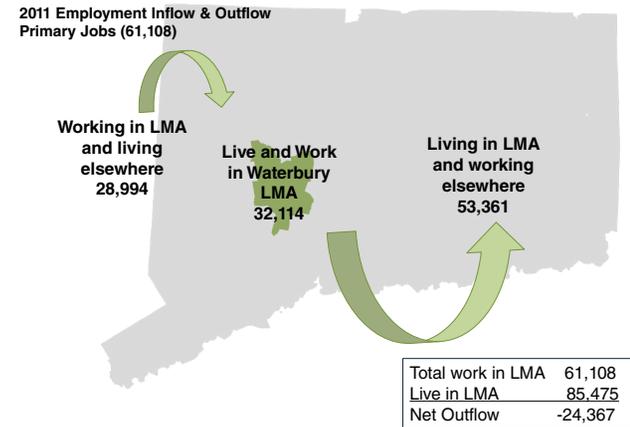
Waterbury is one of the most affordable places in the New York-Connecticut region to live.





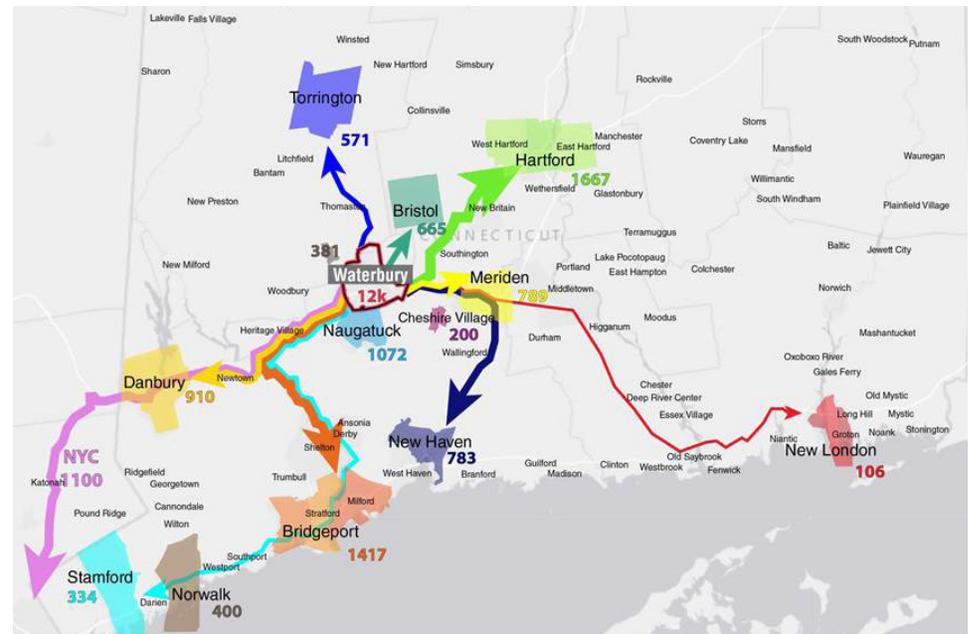
Top: More people leave the City than come into the City for work each day.

Bottom: Those that leave disperse across the state and region to jobs as far away as New York City and New London.



Waterbury is comparable to other major Connecticut cities in population and income, yet lags behind in total jobs and household growth.

Area	WATERBURY	HARTFORD	BRIDGEPORT	NEW HAVEN
City Population	109,596	124,972	147,216	130,660
Total City Employment (2011 census)	37,707	114,803	40,430	75,770
% Residents who live and work within city limits	31%	35%	26%	44%
Absolute Household Growth '14-'19	-407	953	1,208	300
Annual % Household Growth '14-'19	-0.12%	0.19%	0.46%	0.12%
Median Age	35.5	30.7	32.1	30.6
Median Household Income '14	\$38,120	\$28,191	\$36,582	\$36,071
Annual Income Growth Rate '14-'19	2.8%	2.8%	2.7%	2.8%



Downtown Live-Work-Play

A popular and successful approach in downtown revitalization efforts is the creation of a 24-hour per day/7-day per week Live-Work-Play environment for living, working, dining, shopping, learning, entertainment, and recreation. Unlike the single quick fixes often proposed in the past, this strategy centers upon the development and growth of many downtown opportunities, large and small, that will foster a dynamic, livable and sustainable mixed-use environment.

A Live-Work-Play community is one of choice, where the environment serves people's needs, and in doing so, creates regular activity on the street and a palpable vibrancy that attracts other residents, visitors and businesses and makes a downtown attractive once again. As we look at Waterbury through the lens of the Live-Work-Play, it is easy to visualize the bustling urban center of decades past - because the basic structure is still in place.

Downtown "Neighborhood" Environment

Many of Waterbury's downtown historic structures are still in place, as are many of the historic homes in neighborhoods adjacent to the downtown. The presence of these buildings preserves the downtown's cultural identity and a sense of human scale and provides architectural variety with a variety of colors, materials and textures that enhance the pedestrian experience.

While the downtown escaped many of the unwise demolition practices of the urban renewal decades, the City unfortunately did not take "early" advantage



Bank Street is an example of a street with good quality, historic building stock that remain in the downtown and create an ideal pedestrian scale experience.

of some of the subsequent practices for downtown revitalization that have been so successful elsewhere, particularly in historic downtowns. These include new downtown infill housing; conversion of peripheral warehouses and factory buildings into loft housing; revitalized waterfronts that act as a major foci for housing and enhanced recreational opportunities; upgrading of public spaces; pedestrian/bicycle improvements; and, downtown programming and management. However, in the past several years, through strong leadership and aggressive economic development, the City is making significant strides in all of these areas. Assessing the downtown living environment today must therefore be tempered with knowledge of what projects and initiatives are forthcoming and what still will need to be done to make the downtown living environment a 24-hour vibrant community.

The Face of Downtown

A casual walk throughout the downtown reveals a mixture of assets, projects in the making and serious challenges and needs. While the scale of the street and buildings is ideal to support the creation of a vibrant community and while there are strong anchor institutions, the vacant storefronts and buildings, underutilized ground floor space and intermittent blighted facades contribute to an overall ambience of disinvestment. This is particularly glaring on South Main Street. The City should continue to support a downtown façade program targeting those buildings most in distress. With the implementation of a Village District, the City would be able to more effectively address and enforce downtown aesthetic issues, such as design standards for renovations, signage and lighting. Establishing Village District standards would also offer reassurance to prospective owners and tenants that their investments are protected. The construction of additional public bathroom facilities would help alleviate public hygiene issues.

The filling of vacant storefronts and buildings must be a priority. A critical mass and diversity of businesses is needed to attract the public back to downtown for shopping, services and dining. While challenging, attracting new owners and tenants should be bolstered by the implementation of Downtown Next infrastructure improvements and the filling of at least one major downtown space, such as the Howland Hughes building or Sovereign Bank building. The tenant recruitment strategy for downtown should focus on specialty niches and activating ground floor space. In addition to



Local businesses such as John Bale Bookshop and Pies and Pints are great examples of the successes of downtown today that not only exist within the downtown, but are thriving.

traditional retail, uses may be short-term, such as pop-up shops, workshops with retail components, or office uses with a gallery or multi-media presence. Some of these uses will likely be experimental in nature, driven by young entrepreneurs with new ideas but limited investment capital. In the short-term, turnover can be expected and creative lease arrangements may be the norm. Programs to court

short-term pop-up enterprises should be developed by the City along with strategies to address capital improvement funding to renovate and outfit downtown ground floor space.

Business owners and tenants are highly cognizant of the quality of surrounding buildings and infrastructure. A restored and well-maintained Green, clean streets and sidewalks and attractive streetscaping are minimum prerequisites for business attraction. The City should look to implement low-cost but highly visible projects that promote quality urban design. Shopping districts keen on success need to demonstrate a clear sense of caring for details wherever customers walk. Brick textures, well-tended planters, storefront window boxes, awnings, benches, utility boxes wrapped in art – all excite the senses, energize the streets, and create a unique place that is both comfortable and appealing.

The installation of public art is a common tool that is also used to increase downtown street appeal, engage pedestrians, enhance the beauty of the surroundings and create a signature downtown identity. A sculpture on the sidewalk, decorative pavers, a mosaic-tiled seating bench, wall murals and temporary art hangings in storefront windows during the summer are some of the many approaches to filling a downtown with visuals that create a sense of place. Public art is increasingly seen as a marketing tool and an amenity that is expected by both businesses and the public alike.

A variety of dining and drinking establishments that reflects the City's ethnic diversity should be



Filling vacant storefronts is a high priority for downtown, and filling one of the large available spaces such as Howland Hughes or 60 North Main could have an immediate transformative effect on downtown with the number of new people it would bring to the neighborhood.

pursued in the downtown. Presently there are limited ethnic dining choices in the downtown. Also lacking are family restaurants, outdoor dining, an ice cream establishment and healthy food vendors such as fresh juice and smoothie bars. Increasing the breadth and depth of downtown's dining options will enhance the downtown's destination status and the increased foot traffic will help create demand for other shopping options.

Civic Spaces to Public "Places"

Great civic spaces are "people magnets." People go there not because the space is on the way to something else, but simply because they want to be there. Great civic spaces evolve into really great public "places" that become destinations in their own right.

Thriving civic spaces have real and measurable economic benefits. They support the local economy; attract and retain residents, businesses and tenants; generate tourism dollars; provide cultural enrichment; improve downtown safety; and, help cultivate a unique downtown identity. Key attributes of vibrant civic spaces are that they are easily accessible; are safe, clean and comfortable; offer a variety of programmed activities and possibilities; and, foster social interaction.

The Waterbury downtown offers a variety of both public and private spaces, existing and proposed, permanent and temporary, large and small, public and private. They include parks, plazas, courtyards, parking lots, streets and even loading docks. Some of these spaces are attractive and successful, while others are neglected or underutilized.

Presently, the largest two public spaces are The Green and Library Park. Regarded as the historic and cultural center of the downtown Historic Downtown, The Green is receiving an upgrade to its traditional architectural features that includes new bus shelters, benches, waste receptacles, lighting, bollards and chains, landscaping and wfi capability. While this is underway, the City should explore various public/private partnership models to facilitate programming, maintenance and capital improvement support. Options might include an informal partnership between the City, Main Street Waterbury and businesses directly on The Green's perimeters, or the creation of a nonprofit conservancy. In either case, the goal is to synchronize public, private and non-profit investments in The Green with a high standard of programming in order to transform The Green into an active, high-quality urban space and destination. A programming venue might include outdoor fitness classes, youth Frisbee, "Salsa on



Increased programming can enhance The Green and make it a more vibrant, active place for all citizens.

The Green," ping-pong competitions, meditation classes, chess nights, art-making, outdoor classrooms, temporary art exhibitions, a summer movie series, concerts and markets.

Library Park should continue as a location for larger outdoor events. The space is attractive and flexible and its proximity to the Train Station makes it ideal for visitors who might want to avoid car use and parking. Events such as Brass City Brew Fest and The Gathering demonstrate the potential to attract thousands of regional visitors if the event is creative and taps into public demand. Other events that have public appeal include barbecue festivals; larger-sized concerts; seasonal food-centered festivals; flea markets or antique shows; outdoor artisans markets; and, a variety of sports competitions.

The adjacent Library Plaza holds great potential for creative programming and is poised to make a

profound impact on pedestrian life on Grand Street. With high-quality renovations due to be completed in late 2015, this outdoor "modernist" space with water features, low bench seating, and modern art provides a wonderful counterpoint to City Hall's traditional architecture next door. As libraries repurpose their indoor space into multi-functional "living rooms," their outdoor spaces are increasingly becoming "front porches" for human activity and interaction. Programming might include outdoor classes; book signings and readings; lectures; children's games and shows; dance and acting performances; and, art experiences. Minor cosmetic improvements combined with a colorful awning and banner on the side veranda of the Library will transform this space into a café-like setting for library patrons and City employees. Outdoor programming of the new Library Plaza should be a priority for the new Director and every effort should be made to form a partnership between the Library, the nonprofit Friends of the Library and other nonprofit organizations sharing Library space who can share programming ideas and responsibilities.

Linked to Library Park and Plaza through active transportation connections will be a future Riverfront Park. With conceptual design complete, every effort should be made to advance the project through final design so that can funding can be solicited. Like many riverfront parks throughout the country, this riverfront open space will anchor transit-oriented development in the Freight Street District, reconnect the community to its river and provide amenities and attractions not possible elsewhere throughout the City. If it follows the pattern of other high-quality urban riverfront parks, it will also jump-start residential and office development. With its large swath of linear space, Waterbury's Riverfront Park will offer a variety of recreational amenities needed by residents and families living in the future TOD, in



Library Park can continue to serve larger events and meet the needs of the broader region for festivals and concerts such as The Gathering and Brass City Brew Fest.

addition to drawing residents and visitors to sports events, large waterfront concerts and events, and premiere access to the Naugatuck River for boating, fishing, and kayaking.

In addition to these prominent, large civic spaces, a variety of smaller public spaces exists throughout the downtown, while others are waiting to be recognized and claimed. The new commuter parking lot of the Train Station may offer flexible space for temporary events such as a regional farmer's market. The four-lane Freight Street is ideal for hip, urban events like food truck festivals, concerts, a large block party or a welding festival. The enclosed Palace Theater loading dock and lot has already been used for outdoor dining and holds promise as an artsy space for outdoor movies and summer concerts.



Smaller alley spaces and vacant lots should be identified and offered to youth for "adoption" and programming in order to attract young people back to downtown Waterbury. The City might hold a competition for the most creative re-programming of an under-utilized alley or vacant lot. A glance at "Lighter, Quicker, Cheaper"(LQC) transformations occurring in cities throughout the world - grass roots projects low on cost but high on creativity- provides creative fodder for both urban planners and community groups looking to make things happen in Waterbury's downtown.

Arts and Culture

It is not unusual to hear economic development professionals, business leaders and mayors using

the terms "creative class," "cultural economy," or "creative economy." These terms reference a variety of peoples, skills, and professions such as arts administrators; artists; architects; graphic designers; media, advertising and marketing professionals; doctors; and, lawyers who possess a similar set of intellectual skills that rely on creative, critical thinking. The linkage of creativity and culture to the economy is recognition of the importance of arts and culture to the economy of a city and its downtown.

A number of factors support the connection between economics and creativity:

- Arts and culture stimulates job creation in local economies and fosters an environment that attracts talented, educated young workers
- Business location decisions are influenced by the availability of a creative, knowledge-based workforce and a high quality of life for their employees
- A strong arts and cultural milieu in the downtown creates a unique sense of place, generates foot traffic, and attracts visitors who invest their dollars in the local economy
- "Creative class" workers want to live in high-quality of life downtowns with arts, culture and entertainment options, lively streets, active transportation options, educational resources, and in proximity close to natural amenities like waterfronts

Facilities

Waterbury is fortunate to have several strong arts and culture facilities within the downtown in close proximity to each other. These include The Mattatuck Museum, the Palace Theater,



The Mattatuck Museum and Waterbury Arts Magnet School are part of a strong arts and culture community in the City and downtown. These institutions can be part of a larger downtown arts district that supports both established institutions and community based arts programs in an effort to promote and facilitate art throughout the downtown.

Shakesperience and the Waterbury Arts Magnet School. Seven Angels Theater Company is several blocks east of the downtown. The Palace Theater has strong regional support and is a thriving cultural center for the local population. The Mattatuck Museum has a strong local presence and is developing a regional reputation for its innovative exhibits, arts and events programming and social functions. With a major expansion and renovation on the drawing board, the Mattatuck is positioning itself as a New England arts destination. Shakesperience has a significant following in a niche market and adds dimension to the downtown’s cultural offerings. The Waterbury Arts Magnet School is the arts education link and holds potential as a partner in downtown placemaking initiatives.

While the downtown is strong in more conventional, “established” arts and culture facilities, attention

is needed in other facility-based areas. A grass-roots cultural center run by the nonprofit Hispanic Coalition has recently opened near The Green and offers arts and cultural programming to disadvantaged Waterbury youth. The Center is a “first” in that it nurtures the creative talents of local urban youth and exhibits their artistic creations. If Waterbury is to move forward and build an arts and culture climate that attracts artists to relocate and contribute to the City’s creative revival, it must start “growing” its own artists at home. The creation of a strong local, cultural ecosystem can often be challenging, but the City and its nonprofit and community organizations should work together to strategically promote arts activities and events in a variety of media that will integrate creativity into the community and turn Waterbury residents into “makers” of art.

Another facility-based strategy to cultivate local talent is the development of a local arts incubator in the downtown. Often run by nonprofit organizations, arts incubators offer emerging artists shared workspace, equipment, exhibition space and marketing resources.

Public Art

Public art helps shape downtown life; adds meaning to a city; humanizes the environment; brands a downtown; increases tourism; and, attracts business and investment. Public art can be monumental and iconic or small and unobtrusive. It includes monuments, sculptures, murals, mosaics, living landscapes, and functional objects such as railings, a wrought iron gate, a carved wooden bench or inlaid pavements. It can be permanent or temporary, but is accessible to the public and is created through a public process.

A Downtown Public Art Plan should address a variety of key locations that are in need of physical improvement and visual activation. Large-scale art should be considered for high-impact, large public spaces, where art will catalyze reinvestment and help brand the City. Human-scale, street-sized art (sculptures, murals, decorative, functional objects) should be placed in walking areas throughout the downtown so that pedestrians can, at every turn, experience visual discovery and delight. Edges of the City and gateways such as railroad underpasses, highway exit and entrance ramps, and traffic islands are significant opportunities for making larger-scale visual improvements. Venues include the West Main Street and Freight rail underpasses; the lower Meadow Street wall leading to the Home Depot complex; and, the highway exit ramp wall to South Main Street

Palace Theater

The Palace Theater, built in the early 1920s, is a beautifully restored theater and great asset to Waterbury's cultural heritage. Originally a movie / vaudeville theater, the Palace evolved and operated until 1987. After 18 years of vacancy and a 30 million dollar renovation, the Palace re-opened in 2005. The renovation of the Palace Theater is a huge success story in Waterbury's history, and an example of how motivated parties united by a strong vision can enact change.

The Palace Theater's mission to act as an artistic, cultural, educational and economic catalyst for the community dovetails with a vision for Downtown Waterbury that includes more activity, more events, more residents, and more arts and culture.



As the City moves forward on efforts to increase the presence of public art in the downtown, it should keep in mind that not all public art is large and costly and that a huge difference can be made with small touches of creativity. The City might request that its Arts Magnet schools produce one piece of "public art" per year as a community development initiative. A partnership with the Naugatuck Valley Community College (NVCC) welding program could produce a small sculpture for a downtown space. An "Adopt a Utility Box" program launched by the Public Art Committee could fund the wrapping of blighted downtown utility boxes with decorative art wraps. Much can be achieved with creative imagination.

People Support

Growing a vibrant arts and culture community in any city or downtown requires strong organizational, people-based support on numerous levels. These include:

- Businesses and foundations that support and fund the arts
- A local nonprofit arts council that coordinates information about city arts/cultural events; disseminates information; markets the local arts; and, maintains a data base or registry of local artists
- A public arts commission that represents the City's interests in growing the public arts realm; organizes city-sponsored arts/culture events; guides public art; administers public art policies; obtains/commissions public art; and, partners with and supports local nonprofit arts/culture organizations
- Nonprofit arts organizations
- Local artists

In the past several years Waterbury has taken important steps in bolstering its people-based capacity for nurturing the arts. The Arts and Culture Collaborative (ACC), under the auspices of the Chamber of Commerce, is a regional cultural service organization that facilitates communication and networking between arts organizations; shares information on arts and cultural opportunities; and, administers regional state grant funding. Presently supported by a part-time staff member, its ability to take on a larger role as an arts council and serve as a central registry for arts is limited only by its capacity.

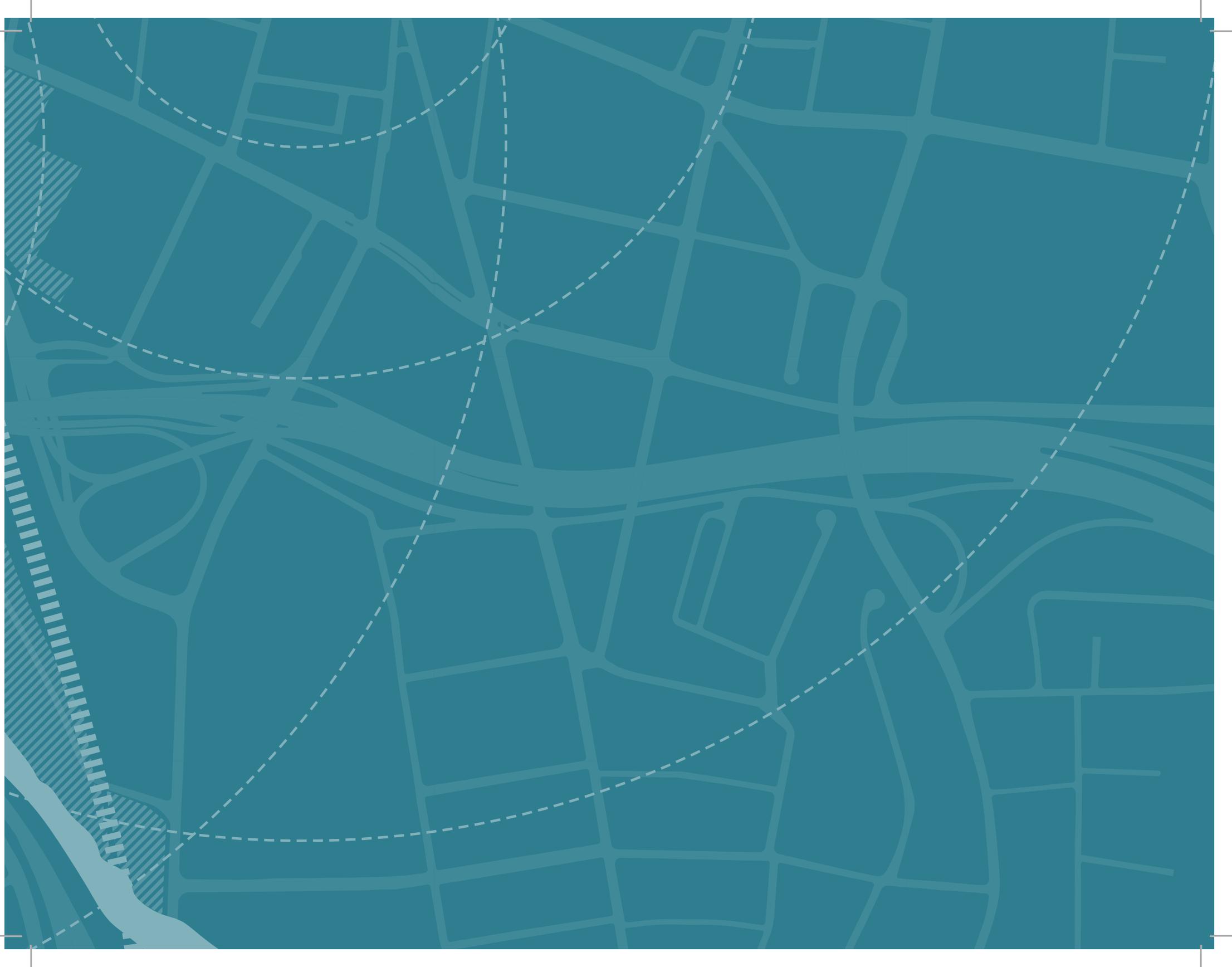
The Waterbury Public Arts Committee is a mayor-appointed group of arts organization representatives, artists and arts educators. Working through collaborations, it has obtained funding for and administered a high-profile mosaic mural project; funded the commission of two contemporary public sculptures; and created a highly successful annual Holiday Artisans Market in City Hall which attracts approximately 2,000 visitors and is self-sustaining. Given its successes and professional expertise, the Committee has the potential to take the lead in creating a downtown public art plan and activating the downtown through public art projects and events. Operational challenges include the lack of seed funding to leverage potential grant opportunities and the need for City guidelines and policies concerning the acquisition of public art.

The City's Arts and Tourism Commission, a chartered city commission, dispenses dedicated city funding to projects that support arts and tourism projects/events. The City should take a fresh look at the budget needs and establish goals and priorities for funding.



4

**STRATEGIES &
IMPLEMENTATION**



Guiding Principles & Areas of Strategic Focus

Successful execution of Downtown Waterbury's Strategic Plan will be a matter of careful decisions and coordination among efforts, and a willingness to move forward decisively when opportunities present themselves. A variety of strategies have been outlined for the future of Waterbury. They span a wide range of scales, natures, and timelines. Though diverse, these strategies are united in their support of four key guiding principles that have emerged as priorities for Downtown.

The following guiding principles are meant to be used as a tool for evaluating the potential impacts of future initiatives. By weighing the extent to which initiatives in and around Downtown Waterbury support these guiding principles, decision-makers can prioritize resources and efforts. By measuring initiatives against consistent principles, the wide range of strategies outlined in this document as well as others yet unknown can be pursued in a coordinated way to reach a common goal. This common goal, for a more active and lively Downtown Waterbury fueled by new jobs and residents, will be reached incrementally through the coordinated efforts of many.

1. Maximize Job Growth

Waterbury needs to fight for its share of economic growth. To that end, it is critical that Downtown Waterbury reclaim its position as a regional employment center and hub of commerce. Existing businesses should be encouraged to grow and new businesses incentivized to locate in Waterbury.

Downtown Waterbury should do all it can to attract both large and small businesses. Large businesses - those who could occupy large spaces in the Historic Downtown's vacant building stock or develop parcels in the Freight Street District would do a great deal to jump-start Waterbury's economy. The recommendations outlined in this document point Waterbury in the right direction to make the City desirable for larger businesses. Growing the number of large businesses in Waterbury will mean active pursuits and significant investment, but a successful large business could be a "game changer" and turn the tide of Downtown.

Smaller businesses should equally be encouraged to locate and grow in the City. Growing Downtown's job count through small business growth means committing to incremental change and investing in many small businesses. Each investment could be small, and could be structured to carry minimal risk. A collective innovation space, an indoor farmers market, artist collaboratives - each of these ideas could spark many small businesses. Though many might ultimately fail, the ones that succeed will be loyal to Waterbury, embedded in its culture, and can be "brand ambassadors" to a growing identity as a hub of innovation.

2. Grow Downtown's Residential Population

Without a significant residential population, an urban center loses its round-the-clock energy. Conversely, a healthy residential population, particularly one including mid- and high-income residents, can drive business growth through patronage of shops and restaurants. This support can also come indirectly,

as residents contribute to a city's identity as a vibrant, 24/7 environment, which in turn attracts visitors, more residents, and more businesses.

Moving forward, Waterbury should focus on attracting residents Downtown. This document suggests concepts for bolstering Downtown's housing stock and attracting residents. It also cites numerous case studies after which Waterbury might model future policy. The excellent and historic building stock in Waterbury's Historic Downtown could be converted to residential use and the smaller-scale single and multi-family housing fabric surrounding the Historic Downtown could be revitalized to house a new generation of residents. As the Freight Street District attracts development, this development should include a residential component to achieve a true mixed-use district.

3. Capitalize on Existing Assets

As new development and potential initiatives emerge as possibilities for Downtown Waterbury, decision-makers should focus on siting new development in locations that leverage existing assets, amplify the character of the Historic Downtown and the emerging Freight Street District, and differentiate between the two components of Waterbury's Downtown to ensure that the Historic Downtown and the Freight Street District develop as complementary rather than competing neighborhoods.

Smaller-footprint development program and near-term initiatives would be well-sited within existing buildings in Waterbury's Historic Downtown - the blocks immediately surrounding The Green and

Bank Street, moving outwards to include Grand Street and Leavenworth Street, and Church Street. Clustering development in the Historic Downtown builds on Waterbury's strongest existing assets - its walkability, its building stock, urban fabric - and creates a critical mass of activity.

Larger-scale development and more ambitious projects with longer timelines to completion would be well sited within the Freight Street District. The Freight Street District embodies great potential for ambitious mixed-use, transit-oriented development in the mid- to long-term as infrastructure improvements are completed.

Focusing investment in Waterbury's Downtown underscores the importance of Waterbury's public realm, particularly the Green, which is the symbolic and physical heart of downtown, and Library Park, which hosts Waterbury's outdoor festivals and events. As the Historic Downtown fills its vacant storefronts and under used buildings, as the Freight Street District develops, and as people increasingly live, work, do business and spend time in Downtown, enhanced activity will enable greater development in all of Waterbury.

4. Activate the Public Realm

Activating the public realm means ensuring activity right at the ground - on the streets, within the ground floor of buildings, and in public parks and gathering places. A critical component of activating the public realm means ensuring that the ground floor uses of buildings within Downtown are active, public-facing, and contributing to public life. It also means bringing

more programs, more events, more activities and more people to Waterbury's central open spaces, primarily the Green and Library Park in the near-term, and throughout the Freight Street District as development unfolds there.

Around The Green, on Bank Street, and on Leavenworth, Grand, and Church Streets, the ground floor level of every building would ideally be "public-facing" - home to a restaurant, bar, coffee shop, retail establishment, bank lobby, educational facility, gallery, museum, place of worship or public amenity. During business hours, no ground-floor door would be locked. This report outlines many recommendations that would bring life to the street-level in Waterbury, and these recommendations should be sited in the Historic Downtown.

Waterbury Green, a historic place and physical and conceptual center of Waterbury, should grow as an amenity and hub of activity for the City. As a historic New England town common, the Waterbury Green ties into a rich history where land at the center of the town was intended for all to use collectively, as a gathering place and a common asset. Moving forward, the future of the Waterbury Green should embody this democratic concept in contemporary ways by catering to the needs and desires of its constituents.

Library Park should continue to be the location for Waterbury's larger outdoor events and programs. This space has the physical capacity to comfortably accommodate large crowds. As the Freight Street District develops, large-scale events and programs

could also take place in the new riverfront park. This park will support sports activity, large events, and access to the river. While it is not part of the current TIGER funding and has not been designed, the City should continue to move forward with this effort as a key, local and regional recreation destination. A starting point on pushing forward with work and assembly of property for the park may be in the Route 8 reconstruction project and its associated traffic rerouting. Efforts should be made to coordinate any new road or adjustments to the final goal of creating the park including strategic land acquisition.

As Waterbury seeks to revitalize its urban core, it is critical that the public spaces, street activity and ground floor building uses - all instrumental in achieving a walkable, urban identity - be prioritized.

The specific strategies for the Downtown Strategic Plan are organized in four major categories:

Downtown Economic Restructuring

Downtown Housing

Downtown Transportation

Downtown Live-Work-Play Environment

The structure is around distinct themes for clarity and organization, however, as these areas share the common objective of supporting the Guiding Principles of this study, overlap among focus areas and the implementation strategies speaks to the complexity of planning for and implementing change in Downtown Waterbury.

Land Use Regulation Recommendations for Downtown Waterbury

The Downtown Waterbury Strategic Plan is intended to become part of the City's Plan of Conservation and Development, which was last adopted in 2005 by the Waterbury City Commission and is currently being updated as part of the 10 year update requirement. The Plan of Conservation and Development is required to contain goals, policies and standards for physical and economic development; provide for a system of streets, roadways, pedestrian circulation, sidewalks and trails; and be designed to promote, with the greatest efficiency and economy, the coordinated development of the City to improve the prosperity of Waterbury citizens. The plan is intended to identify feasible and prudent opportunities for compact, transit and pedestrian oriented development patterns and locations. The plan is also intended to advance the regeneration of the City by identifying readily developable sites that will create more investment, employment, housing and commercial/retail development.

The City's Land Use Ordinance includes zoning regulations, subdivision and site plan standards that are primary implementation tools by which the City can regulate the use and development of downtown land and property, and to encourage desired investment and development. The Land Use Ordinance is one of the first places developers and investors look when considering a property's feasibility in terms of building height and mass, floor area, parking, and other dimensional and design requirements. The ordinance needs periodic updates to ensure that it promotes and supports

the Plan of Conservation and Development and encourages the type of development envisioned for Downtown. Specific land use and zoning recommendations for downtown include:

- Adopt Village District Zoning for the Historic Downtown
- Create a Transit-Oriented Development (TOD) Zoning District for the Freight Street District
- Consider Form Based Zoning for the Historic Downtown and the Freight Street District
- Amend the City of Waterbury Plan of Conservation and Development to include the Waterbury Downtown Strategic Plan

1. Adopt Village District Zoning for the Historic Downtown

The Historic Downtown has a rich architectural character of historic and high quality 19th- and early 20th century buildings. The redevelopment and reuse of these buildings should be guided and regulated by zoning that promotes high quality design and building reuse. The State of Connecticut zoning enabling statute Section 8-2j provides for Village District zoning district that could be adopted for the Historic Downtown. The Village District zoning is an ideal tool to protect and enhance the unique character of the Historic Downtown and provides for detailed design standards reinforced with discretionary design review. Village District zoning is intended to protect areas of distinctive character with landscape or historic value that are specifically identified in the City's Plan of

Conservation and Development. It allows the current zoning commission to regulate new construction and substantial reconstruction / rehabilitation for design features such as: the design and placement of buildings; the maintenance of public views; the design, paving material's and placement of streets; and other design elements the zoning commission deems appropriate to maintain and protect the character of the Historic Downtown.

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

2. Create a Transit-Oriented Development (TOD) Zoning District for the Freight Street District

Freight Street is envisioned as a future mixed-use transit-oriented district with office/R&D, multi-family residential, retail and commercial services and new civic space which are all easily accessible to

the train station and CTFastrak bus service. The Freight Street District is an ideal candidate for TOD [defined as mixed use development located within a 10-minute walking radius) from a light-rail, heavy-rail or commuter rail station]. It also includes development along heavily used local and regional bus routes. Higher density transit-oriented development takes advantage of the transit proximity and planning and urban design elements that encourages walkability and creates pedestrian-friendly connections within the district and to the Historic Downtown. Most cities have limited new TOD opportunities because land within the half-mile radius has already been developed; the Freight Street District offers an extraordinary opportunity, and a competitive advantage compared to other Connecticut cities, to expand its Historic Downtown TOD.

As part of the planning process for adopting the TOD Freight Street zoning district it is recommended that the City conduct a real estate market analysis to determine the development program of anticipated land uses and densities in combination with a master development plan and design guidelines to be used by the City to attract development interest and guide the planning and design process for the district.

3. Consider Form-Based Zoning for the Historic Downtown and the Freight Street District

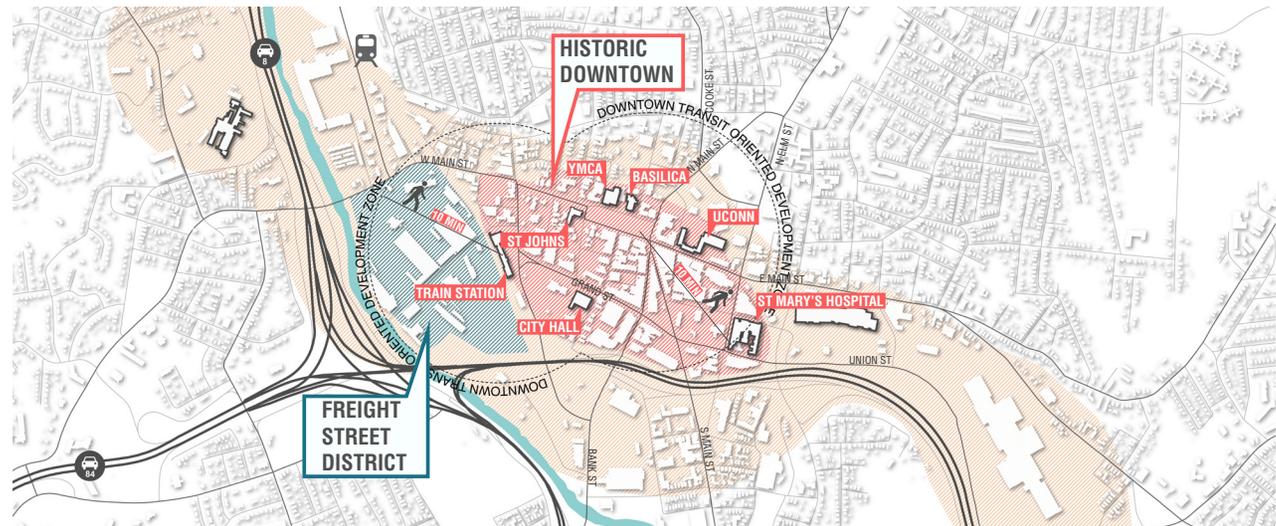
Form-based zoning seeks to regulate building siting and form rather than, or in addition to land use. It establishes zones of building type based on pedestrian accessibility and the scale and character

of surrounding development, but primarily enables planners and building owners to determine how the buildings will be used. Form-based code typically includes a regulating plan that identifies which building envelope standards apply to which block frontages. Building envelope standards set basic parameters for building height, setbacks/build-to lines, roof design and fenestration; and architectural and streetscape standards.

4. Amend the City of Waterbury Plan of Conservation and Development to include the Downtown Waterbury Strategic Plan

The Downtown Waterbury Strategic Plan should become part of the City's Plan of Conservation and Development, which was last adopted in 2005 by the Waterbury City Commission and is currently being updated as part of the 10 year

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



PLACE-MAKING CHARACTERISTICS FOR A GREAT DOWNTOWN WATERBURY

Great downtown place-making, critical for a successful public realm and as defined by the Project for Public Spaces, is characterized by the following:

PEDESTRIAN ACCESSIBILITY

Pedestrian accessibility of a public space can be evaluated by its connections to its surroundings, both visual and physical. A successful public space should be easy to get to and get through (by foot, car, and public transportation) and be visible from both a distance and up close. The edges of the space are critically important – shops, restaurants, and other public-facing ground floor activities around a space’s edges provide activation.

- Movement and connectivity are enabled by visibility and accessibility, particularly to pedestrians
- Adjacent uses - such as a library, bookstore, restaurant/café, retail, and cultural facility - combine to activate public space
- Harmony between buildings and outdoor spaces

ACTIVITIES AND EVENTS

Activities and events are the building blocks of great places. Having something “to do” provides a reason for people to come to a place and reason to return. Empty places generally result in problems.

- Public programs and events animate and activate the space
- Events are effectively managed and maintained with well-defined responsibilities and roles

COMFORT AND IMAGE

Comfort and image are critical to creation of an enduring and memorable public realm. Perceptions about safety, cleanliness, and the availability of places to sit and gather contribute to the comfort and image of a public space.

- Lighting and landscape elements support formal and informal activities
- Generates higher property values for surrounding residential, commercial and retail/restaurant uses.
- Strong civic identity and public access, even in privately owned ground floor spaces.

SOCIAL QUALITY

Creating a place with **social qualities** can be difficult, but when achieved becomes an unmistakable feature of a public space. When people see friends, business associates and neighbors they feel comfortable and tend to interact more with strangers and create stronger overall community bonds.

- Generates higher property values for surrounding residential, commercial and retail/restaurant uses.

URBAN DESIGN OBJECTIVES FOR A GREAT DOWNTOWN WATERBURY

Waterbury's Historic Downtown has a great physical infrastructure and scale. As efforts unfold to improve the Historic Downtown and as plans are made to guide development in the Freight Street District, the following urban design principles should be enacted in order to define the public realm with streets, civic spaces and social places, the building blocks of a vibrant urban district. These principles include:

- **Well-conceived street and block pattern** and network with an effective street and civic space plan allows for flexibility as the public realm evolves over time.
- **Wayfinding** clearly defines streets, sidewalks, public/civic/green spaces, connections to parking facilities, location of adjacent neighborhoods and other urban amenities.
- The creation of compelling “**outdoor rooms**” and gathering places will support active use of public places.
- **Sidewalks** can include an **amenity zone** adjacent to the curb (including trees, benches, bike racks, pedestrian lighting, and other site furniture), comfortable and accessible pedestrian passage zones, and storefront zones with outdoor dining or retail displays.
- A comfortable **pedestrian scale** where the building engages the street. Key characteristics include: well designed fenestration, building materials, awnings, store signage and lighting.
- **Regulated storefront design** that allows for retail differentiation and promotion of store brand identity. **Signage** should be big enough to be seen by slow drive-by traffic but not so big as to overwhelm the streetscape.
- **On-street parking on two-way streets** provides traffic calming and serves as a protective space between pedestrians and through-traffic while also delivering convenient parking.
- **Pedestrian oriented lighting** promotes safety and nighttime walkability. Storefront lighting is particularly effective in creating an attractive nighttime public realm at both the ground level and in upper level windows.
- **Landscape design and public art.** Tree canopies are important defining elements in the public realm and provide shade in summer for diners, shoppers and visitors. Water features, outdoor seating, trees, street furniture, lighting and signage should all work in concert to promote a great pedestrian experience.

Implementation Strategies: Contents

DOWNTOWN ECONOMIC RESTRUCTURING	
Strategy	Page
Improve Organization & Management Support	68
Enhance Workforce Development Programs	69
Create a Business Incubator & Coworking Space	70
Recruit Office Support Services Industry	72
Identify & Recruit Ground Floor Retail & Restaurants	73
Plan and Develop an Indoor Marketplace	74
Grow Jobs Associated with Educational Institutions	76
Host Developer Day Event	77
Extend Brownfield Remediation Efforts to Freight Street	78
Initiate Freight Street District Predevelopment	79
Consider Tax Increment Financing for Freight Street Projects	80
DOWNTOWN HOUSING	
Strategy	Page
Improve Organization & Management Support	84
Encourage Development of Multifamily Housing	85
Encourage Student, Faculty, & Staff Housing	86
Provide Healthcare Professional Housing	87
Incorporate Residential Development in the Freight Street District	88
Renovate and Stabilize Existing Small-Scale Housing Stock	89

TRANSPORTATION	
Strategy	Page
Improve Organization & Management Support	93
Reconsider Bus Stops and Waiting Times	94
Provide Shelters on the Green	95
Enhance Bus Connections to Regional Employment	96
Create a “Park Once” Campaign	97
Evaluate Opportunities for Improved Utilities Downtown	98
Complete Designs for Phase II of the Naugatuck River Greenway Project	99
Implement and Leverage WATER Project	100
DOWNTOWN LIVE-WORK-PLAY ENVIRONMENT	
Strategy	Page
Improve Organization & Management Support	104
Improve Civic Space Design	105
Organize Seasonal Events and Installations	106
Provide and Maintain Public Restrooms	108
Plan and Commission Public Art in Downtown	109
Promote an Arts Cultural District	110
Create Shared Artist Studio Spaces	112
Encourage Food Trucks	114
Cultivate and Protect Downtown’s Identity	115
“Underground Waterbury”	116
“Unlocked Waterbury”	117
Create a Special Services District (SSD)	118

Phasing Concept

The implementation strategies outlined in this document do not follow traditional linear phasing; they can be pursued independently or in tandem. As events unfold in real time, this document can be used to direct an open-ended and flexible sequence of initiatives. Proactive branding and celebrating successes can amplify and enrich revitalization opportunities. Maintaining focus on the guiding principles, the City of Waterbury can make strategic decisions that result in meaningful change.

A

Traditional linear phasing requires projects to be accomplished in a particular order. As setbacks occur, future phases are put off or abandoned.



B

Non-linear phasing, as espoused by this document, provides far greater flexibility and ensures the constant pursuit of progress. Implementation strategies can be pursued independently, collectively.



C

By amplifying successes through strategic branding and outreach, future wins can be more easily secured and can grow, helping secure more robust growth for Waterbury's future.



Using the Plan

The overall plan and the specific implementation strategies all focus on revitalizing and investing in Downtown Waterbury. Many recommendations include very specific target areas or buildings for investment. To better understand and help guide the most effective use of resources and energy, the plan identifies several categories of buildings within downtown that have various levels of availability for use.

A comprehensive map of the Historic Downtown, shown on page 65, indicates approximate building square footage, floor plate size, and number of stories. Buildings are color-coded in terms of their availability for development. City owned properties are also noted. The map guides the locations proposed for many of the strategies in this section.

All of the strategies described here support the four guiding principles for future development in Downtown Waterbury:

1. **Maximize Job Growth**
2. **Grow Downtown's Residential Population**
3. **Capitalize on Existing Assets**
4. **Activate the Public Realm**

Each Strategy is organized around the following questions, which describe the strategy in terms of its importance, goals, and future implementation.

What? Describes the essence of each strategy in detail

Why? Defines the goals and objectives of the strategy, its importance to Downtown Waterbury.

Who? Outlines likely parties responsible for initiating the implementation of each strategy.

Where? Suggests specific locations for each strategy, based on extensive research of available buildings in the Historic Downtown and an understanding of the development potential of the Freight Street District.

When? Identifies an execution timeline

Action Items: Describe specific implementation steps that should be taken to move each strategy forward.

The following pages describe the specific recommendations of the plan. Each strategy describes the goals and reasoning behind the proposed strategy as well as details about how to implement it and where. In addition, where appropriate, case studies are included to further explain each strategy and how it has been successful elsewhere.

Sample Strategy

Each **Strategy** has a descriptive page.

What?: Describes the essence of the strategy in further detail.

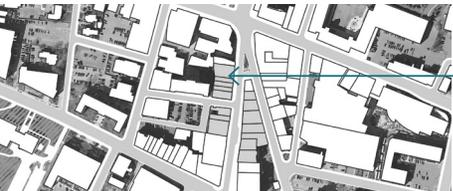
Why?: Defines the importance of the strategy to downtown Waterbury and the goal of the proposal.

When?: Identifies the target execution time line and the priority level of each strategy.

→ Create a Business Incubator Space ←

<p>STRATEGY</p> <p>What? Develop a business incubator for start-up companies and entrepreneurs. The space can include dedicated desk and office space as well as a focus on spaces for collaboration and innovation. Similar successful incubator spaces often include shared amenities such as kitchen, WiFi, printers, conference rooms, and lounge space in addition to furnished office space creating "something between an office and a clubhouse."</p> <p>Why? Create opportunities for entrepreneurs to grow businesses, even small ones, that could lead to high quality jobs in Waterbury</p> <p>Providing space for new and emerging companies to begin their business in allows start-ups to conserve capital and invest in their business. This can further help small businesses develop more quickly and grow into independent enterprises which have the potential to transition from the incubator space to other office space in downtown.</p>	<p>IMPLEMENTATION</p> <p>Who? Several entities could implement an incubator including the City. Possible partners include UCONN and private developers or investors in downtown.</p> <p>Where? One of the available smaller buildings on Bank Street would be an ideal location. This would allow the space to begin at the ground floor and expand to the upper floors over time and further the goal of making Bank Street a vibrant center of downtown.</p> <p>When? Near term initiative, achievable to open in six months to a year</p>	<p>ACTION ITEMS</p> <ol style="list-style-type: none"> 1. Identify Location 2,500-7000 square foot Target available spaces on Bank Street 2. Identify Operator 3. Identify Capital Sources 4. Explore possibility of partnership with educational entity like General Assembly 5. Include start up culture in future branding efforts and promotion
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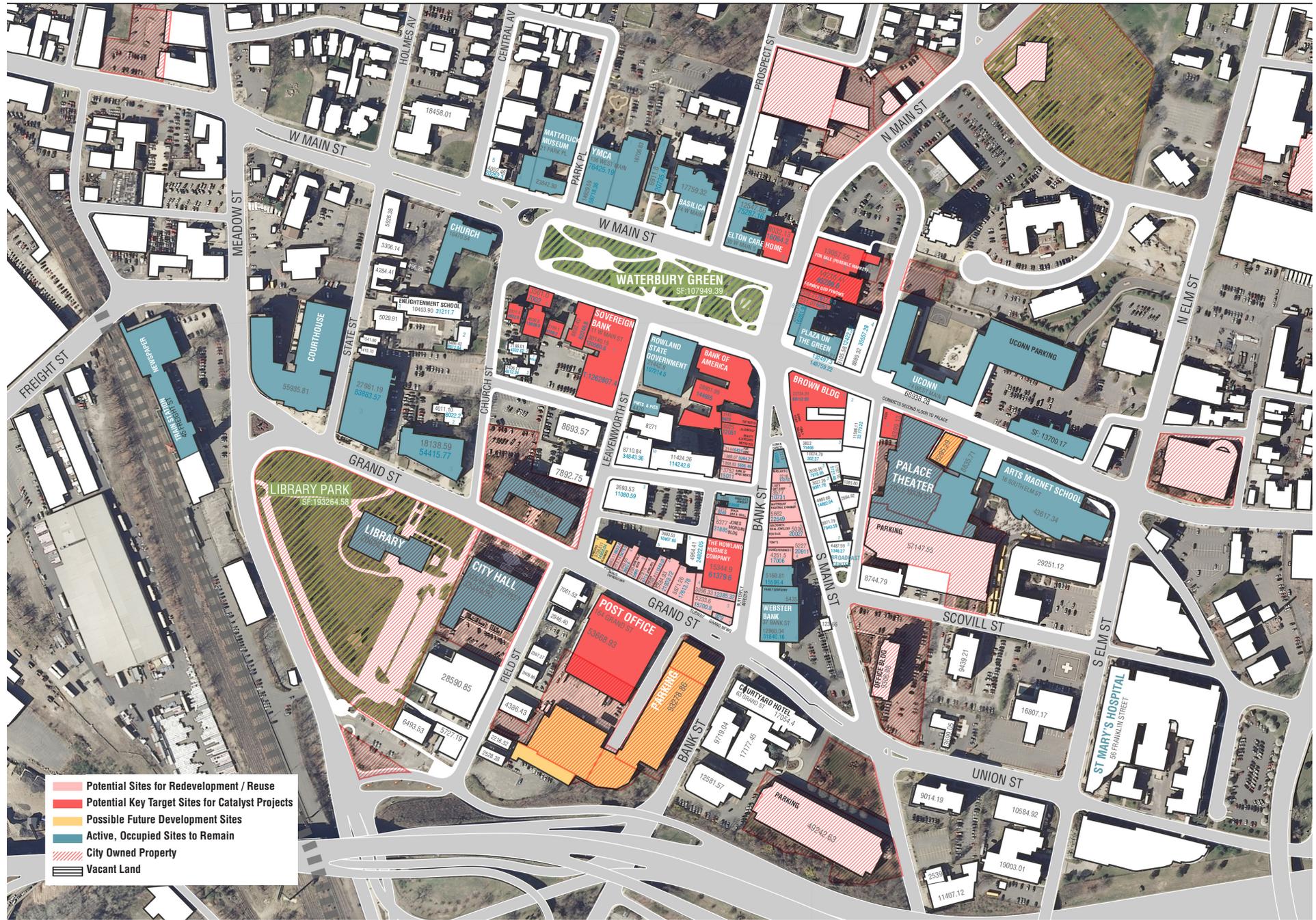
HIGH PRIORITY



Action Items are specific implementation steps that should be taken to move forward with each strategy.

Who?: Explains the responsible parties for executing or initiating the strategy.

Where?: Describes the location where the strategy should be implemented. This includes specific target locations in downtown where appropriate or more general key areas when needed. This element is often coupled with a physical plan of the key target locations.



- Potential Sites for Redevelopment / Reuse
- Potential Key Target Sites for Catalyst Projects
- Possible Future Development Sites
- Active, Occupied Sites to Remain
- City Owned Property
- Vacant Land

Downtown Economic Restructuring

Strategies

- Improve Organization & Management Support
- Enhance Workforce Development Programs
- Create a Business Incubator & Coworking Space
- Recruit Office Support Services Industry
- Identify & Recruit Ground Floor Retail & Restaurants
- Plan and Develop an Indoor Marketplace
- Grow Jobs Associated with Educational Institutions
- Host Developer Day Event
- Extend Brownfield Remediation Efforts to Freight Street
- Initiate Freight Street District Predevelopment
- Consider Tax Increment Financing for Freight Street Projects

Downtown Economic Restructuring

Waterbury - Open for Business

Waterbury's economy must be scaled up, diversified, and grown in a lasting and resilient way. To that end, as Waterbury's leadership seeks to grow its economy, their efforts will need to be wide-ranging in scale, scope, and time line. Economic development efforts should focus on the recruitment, support, and financing for both small, emerging businesses and large, established industries and enterprises. Existing businesses and industries should be supported and offered every opportunity to expand and grow in place.

In order to attract large, established industries and enterprises, Waterbury will need to broadcast an innovative, growth-focused business climate, engage in active recruitment, and exhibit strong internal coordination. In particular, the City and the WDC will need to align around a proactive strategy to target and pursue specific industries and companies.

Understand Current Challenges

Waterbury's leadership should reach out to existing businesses in order to understand their challenges and barriers to growth. Moving forward, existing entities like the WDC, Main Street Waterbury (MSW) and the Chamber of Commerce should seek ways to actively and continually reach out to business owners and support the existing business community in Waterbury.

Growing the number of small and emerging businesses in Waterbury will require nimble, insightful strategies that attract and retain innovative

leaders and companies. Small businesses that succeed are likely to sustain Waterbury in a changing future. Leaders of those businesses, loyal to Waterbury, are likely to invest in the community that invested in them, completing a cycle of economic growth for the future.

Leverage Available Funding Resources

The fact that private investment in Downtown often needs some form of support or subsidy must be acknowledged. Available incentives and support structures (e.g. tax increment financing, historic tax credits, brownfield remediation funds, etc) must be presented to potential investors and business leaders in a clear and proactive way in order to position Waterbury as an advantageous place to do business.

Plan for the Future of the Freight Street District

Critical to the economic development of the City, the Freight Street District - 60 acres of underutilized land in close proximity to transit and the City's Historic Downtown - represents an unprecedented opportunity for the City of Waterbury. Strategic long term planning is critical to the future success of the Freight Street District. Development in this zone must make best use of the available land to enable future development possibilities. The wrong land use or development choice could severely hamper the ability to create a vibrant mixed-use district on the corridor in the future. There is great need for a specific planning effort around the Freight Street District. Such an effort would engage the community

and appropriate experts to create a comprehensive vision and development guidelines for Freight Street.

As the future of Freight Street unfolds, it will be critical that the Freight Street District not compete with the Historic Downtown for new development opportunities. Policies should be put in place to ensure the two areas complement each other. Physical realities of downtown available building stock will determine which uses are appropriate. In particular, smaller, more nimble, public-facing developments, smaller-scale residential projects, and cultural uses should locate within the Historic Downtown. Larger footprint mixed-use and transit-oriented development would be most preferable for the Freight Street District moving forward.

Improve Organization & Management Support

STRATEGY

What?

Downtown economic restructuring is labor intensive, complex and will require many partnerships between the City, the WDC, non-profit agencies, business entities, and consultants. The City and its economic development partner, the WDC must address organizational challenges by hiring additional staff for key positions that currently do not exist or are under-staffed. Specific potential needs are described for the City, WDC, and DPW related to the proposals specific to this strategic plan.

Why?

In past decades, Waterbury suffered from financial and budget issues that lead to staff reductions throughout the City government. However, in recent years, the City has embarked on several large redevelopment projects, yet organizational capacity to manage and implement these projects has not kept pace. This current period of financial stability and redevelopment requires Waterbury to match their ambition with the necessary human resources to see it succeed. There are huge financial stakes at play and key people with the right skills are needed for many vital tasks including the following.

- Meet required deadlines for projects and funding.
- Meet public expectations for quality.
- Execute this plan master plan and other plans.
- Identify future planning needs.
- Create plans necessary to obtain future grants

and private investment dollars.

- Provide planning and guidance for neighborhood growth in areas surrounding downtown.

IMPLEMENTATION

Who?

Waterbury Development Corporation (WDC)

As WDC moves forward in the future, and grows into a self-sustaining redevelopment agency with supportive income, they need to increase their planning and project management capacity. Staff is needed to seek development partners, outside of the City government, bringing more private and institutional money to the City. Currently, WDC has no professional planner to advise and coordinate economic development. WDC needs to expand staff to include:

- An urban planner
- Economic development professional staff

City Planning Department

City planning is understaffed and cannot meet present and future planning needs. At the present time, the City has only one designated planner who largely performs administrative functions. There is no planning staff to advocate for and implement a long-term planning vision.

Based upon experience with peer cities, Waterbury's planning department needs additional professional

planners who can perform the services seen in comparable city planning departments including the following.

- Staff the in house creation of plans for individual neighborhoods.
- Keep up with best planning practices and perform planning research.
- Maintain a professional, non-political view on comprehensive planning and development (what does and does not work in other cities).
- Have the ability to educate public officials.
- Coordinate planning efforts among departments.
- Advise specific projects.
- Evaluate and assess development proposals for consistency with downtown plan.

As the department grows it may be important to add specialties in transportation, housing, and other key development areas.

Public Works Department

If DPW is going to be guiding and implementing the physical redevelopment of Freight Street and the execution of TIGER plans, they will need adequate staff to ensure the goals of the project are met related to complete streets and transportation as described in the WATER project. This includes an engineer and/or transportation expert to handle decision making around Route 8 construction and rerouting as well as Freight and Jackson Streets.

Enhance Workforce Development Programs

When?

Building a city planning department as described and bolstering planning and economic development resources within WDC is an incremental process that will take some time, but is a high priority.

ACTION ITEMS

1. Office of the Mayor to conduct a brief survey of city planning and development staffing in comparably sized Connecticut and New England cities, for example, Stamford, Hartford, New Haven, and Lowell, MA.
2. City Planner to check American Planning Association recommendations for planning agency structure based on city size.
3. Office of the Mayor to engage an expert in organizational management to facilitate City / WDC staff resource assessment.
4. Based on outcomes of above items, the City and WDC to develop staffing and implementation plan.

STRATEGY

What?

Workforce development programs provide employers with a trained and qualified workforce and connect Waterbury residents to good jobs.

Why?

Job support and workforce development is critical to building a strong middle class. Skilled workers improve economic stability in the City.

IMPLEMENTATION

Who?

Northwest Regional Workforce Investment Board (NRWIB), WDC, Office of the Mayor

When?

Waterbury should continue its workforce development programs. Evaluation of existing programs and identification of and additional needs should begin immediately with any program adjustments rolled out as soon as possible.

ACTION ITEMS

1. Undertake thorough evaluation of Waterbury's existing job support programs, including:
 - Technical School
 - Waterbury American Job Center (CT Works)
 - Family Services of Greater Waterbury - Employment Support Services
2. Continue partnerships between NRWIB and local institutions and corporations to understand their staffing needs and areas of potential growth to best align training programs with demonstrated needs.

Create a Business Incubator & Coworking Space

STRATEGY

What?

Develop a business incubator for start-up companies and entrepreneurs. The space can include dedicated desk and office space as well spaces for collaboration and innovation. Similar successful incubator spaces often include shared amenities such as kitchen, wifi, printers, conference rooms, and lounge space.

Why?

Creating opportunities for entrepreneurs to grow businesses, even small ones, could lead to high quality jobs in Waterbury. Further, entrepreneurs who begin their endeavors in Waterbury will likely be loyal to the City, siting future successful businesses in Waterbury and contributing to the local economy.

Providing space for new and emerging companies to begin their business allows start-ups to conserve capital and invest in their business. This can help small businesses develop more quickly and grow into independent enterprises which have the potential to transition from the incubator space to other office space in downtown.

IMPLEMENTATION

Who?

Several entities could partner to develop an incubator space. Possible partners include private developers, future tenants, WDC. Educational institutions, potentially UCONN, might also be interested in supporting this initiative as it transitions students to careers.

Where?

This use would be ideally suited for a vacant ground-floor space in the Historic Downtown, for example one of the available smaller buildings on Bank Street. This would allow the space to begin at the ground floor and potentially expand to the upper floors over time as nascent businesses seek additional space or as the incubator itself grows to support more entrepreneurs. Locating an incubator space on Bank Street would contribute to the guiding principle of activating the public realm, as it would bring an active, public-facing use to a critical and historic street in the Historic Downtown.

When?

Creating this opportunity is very doable with minimal financial resources and could be targeted as an “early win” for the implementation of the Downtown Strategic Plan. Identification of locations and relationship building can happen immediately. An incubator space could potentially open within the next six months to a year.

ACTION ITEMS

1. Office of the Mayor and key invitees to visit comparable incubator spaces in the area (e.g. B:Hive) to understand structure and implementation process and to cultivate relationships.
2. Continue research on different types of partnerships (leveraging possible UCONN urban studies students)
3. Main Street and WDC identify properties or vacant spaces in the downtown area for potential locations— 2,500-7,000 square feet on a first or second floor
4. City provides support and tax incentives for potential incubators, including promotion
5. Include start up culture in future Downtown branding efforts and promotion



CASE STUDY: B:HIVE BRIDGEPORT

Bridgeport, Connecticut



Get to work in a productive and professional environment. Perfect for those who need to step it up from the home office or the local coffee shop. Come benefit from the company and energy of others, in a kick ass space.

B:Hive is a coworking space and community hub located in Bridgeport, Connecticut, a city of similar size and facing similar economic challenges as Waterbury. Opened in 2012, it provides 2,200 SF of office and multi-use space for members. B:Hive thrives on and fosters an eclectic style throughout its working space, conference rooms, as well as shared infrastructure (printers, white boards, equipment, etc).

B:Hive hosts between 12 – 20 members, charging \$20 for single visit and \$2,000 for an annual membership. Membership includes access to coworking space and conference rooms, as well as access to video courses and lectures. Members may rent the entire space for a fee.

B:Hive hosts events such as craft fairs, lectures, and networking events in partnership with the General Assembly, an educational community offering courses in relevant 21st century skills, including everything from web development to digital marketing.

B:Hive is a privately financed, for profit venture. B:Hive partners with CTNext, a statewide network supporting innovation and connecting small businesses to resources.

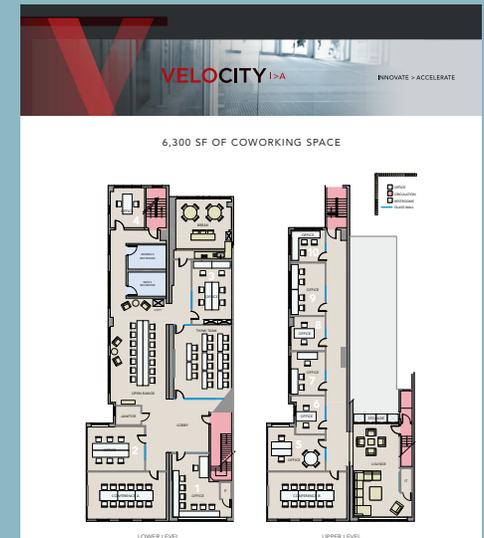


More information at <http://bhivebridgeport.com/>

CASE STUDY: VELOCITY | INNOVATE>ACCELERATE

Allentown, Pennsylvania

"An urban coworking space at City Center Lehigh Valley in Allentown, Pennsylvania. Velocity is designed to stimulate the establishment and growth of innovative businesses by providing office space below market rate and networking opportunities to professionals who are passionate about building a vibrant downtown community."



Located in Allentown, Pennsylvania, a town with industrial roots similar to Waterbury, Velocity opened 2014. The incubator space spans 6,300 square feet. Development of Velocity was funded by City Center Inc, the largest private developer in Allentown, as part of a master developer agreement. Velocity is a great example of leveraging private sector development to create initiatives that add community value.

Several start ups that began at Velocity since it opened in 2014 have since moved out and into nearby office space as their companies and space needs grew.

"The business community is welcoming, energetic and tech-friendly...with our rapid growth, we're thrilled to be able to relocate to another outstanding downtown office space within the City Center development."

Sebastian Serra

Founder and CEO of Sarbari, an innovative software company helping restaurants manage inventory and supply chain.

More information at <http://velocityia.com/>

Recruit Office Support Services Industry

STRATEGY

What?

Waterbury should seek to recruit office support service industries looking for high-quality space at lower rents than nearby employment centers.

The office support services industry includes administration and support personnel in a professional services or technology company. They carry out functions like settlements, clearances, record maintenance, regulatory compliance, and accounting. These jobs are relatively high-paying jobs that will bring business professionals to the Historic Downtown.

Why?

Professional services and office support uses can fill existing vacant square footage in downtown, provide high quality, high-paying professional jobs, and generate activity in the downtown core. For example, Manhattan and Stamford-based financial companies pay high office rents to have good client facing locations in major cities, but could locate non-client facing employees to a more affordable city like Waterbury. Finally, call center jobs are a great workforce fit for Waterbury's very diverse population.

IMPLEMENTATION

Who?

Private company identified by a national brokerage firm.

Where?

Larger-footprint spaces within the Historic Downtown, such as the Howland Hughes building or vacant office spaces.

When?

A high priority initiative with great potential for job creation; professional services jobs have an immediate and meaningful impact on the downtown environment while remaining cost neutral for the City.



ACTION ITEMS

1. Office of the Mayor and WDC to identify potential locations for office support services
2. Hire brokerage or 3rd party advisory firm to facilitate deal making. Firm would be commission based on deals secured, so this effort would be cost neutral to the City.
3. Mayor's economic development staff and WDC work with national commercial broker to identify and actively recruit firms undergoing office support consolidation efforts
4. If a user is suitable for the Historic Downtown, incentives (flexible to the needs of the business) should be put in place to entice them to locate downtown.

CASE STUDY: CYRACOM CALL CENTER

Flushing, Queens, NY

Arizona based healthcare translation service CyraCom located 300+ contact center jobs to an office in Flushing, New York. The diversity of the community surrounding the office location attracted CyraCom, as this multi-lingual population matched the needs of the call center.

CyraCom Facts:

- 1,500 employees nationwide
- 6th call center location for the company, first east coast office
- Flushing location will be 23,000 square feet, opens summer 2015

<http://www.nydailynews.com/new-york/queens/translators-hire-300-new-flushing-office-article-1.2098458>

Identify & Recruit Ground Floor Retail & Restaurants



STRATEGY

What?

Creation of a downtown neighborhood requires retail that supports residential life. Quality dining and retail options are limited in the Historic Downtown, leaving opportunities for new businesses to emerge. Key restaurant demand areas include casual, mid-range cost, establishments and family dining options. Waterbury has a strong food culture, but needs greater diversity of price points and ethnic variety in restaurants. Coffee shops, ice cream parlors, cafes, and ethnic dining are all limited or non-existent in the Historic Downtown and should be introduced. As the dining establishments succeed, they will help pave the way for soft goods retailers.

Aggressive tenant recruitment and support for early tenants will be the key to the successful

implementation of this strategy. Support for tenants may include programming - hosting events and activities to help bring people downtown or start-up cost support, or tax-incentives.

Why?

High quality ground floor retail in Waterbury's Historic Downtown will increase foot traffic, support existing businesses, draw residents, and support the development of Waterbury and the nearby Freight Street District as a complete neighborhood. In order to maximize impact of new businesses and activity in downtown, it is important to concentrate initial investment in a small area. The goal of this strategy is to create a critical mass of ground-floor activity within a concentrated area of the Historic Downtown that will be more visible and impactful than equivalent activity distributed more widely.

IMPLEMENTATION

Who?

Local, regional, and national retailers and restaurants that reflect the diversity of Waterbury and contribute to a livable downtown.

Where?

Waterbury's Historic Downtown is well suited to include additional activity on the ground level. Bank Street between Main and Grand Street are ideal locations to promote new restaurants and retail activity. However, South Main Street, a key city gateway, should not be overlooked.

When?

Ongoing effort, need to establish reasonable annual occupancy goals.

ACTION ITEMS

1. MSW, WDC, and Office of the Mayor to identify desired downtown retail and restaurants such as bakery, Thai food, ice cream parlor, etc.
2. Office of the Mayor and WDC to aggressively recruit tenants, including possibility of inviting target tenants to visit and strategize together on timing.
3. Office of the Mayor and WDC outreach to established restaurants in region to open additional locations in Waterbury (e.g. Leo's in Middlebury)
4. WDC to further promote WDC small business loan program
5. City to support outdoor spaces for dining, especially in front of Bank Street retail locations. Support ground floor retail with conversion of select parking spaces into parklets for seating and dining. Parklets also serve as a recruitment tool.

Plan and Develop an Indoor Marketplace

STRATEGY

What?

Create an indoor marketplace that will serve as a retail and dining destination with multiple small shops such as cheese, wine, hardware, fresh produce, bakery, butcher, spice shop, coffee, florist, and others. The Marketplace needs to be an attractive, well-designed, “cool” structure that is viewed as a catalytic project to the transformation of downtown. It requires a prominent location and cannot be placed in residual space. Most successful mid-sized cities provide this type of retail offering that is used by residents, visitors, and employees. The Marketplace should include shared commercial cooking equipment for vendors, dining areas, restrooms, and other amenities.

Why?

As a growing city and downtown neighborhood the Marketplace is required for several reasons.

- It is needed to compete for businesses, workers, and residents.
- It is an expected amenity in a thriving urban downtown.
- It serves as an incubator for small food and craft businesses.
- It is a local and regional attraction bringing more people to downtown which will also benefit existing businesses.

IMPLEMENTATION

Who?

Execution of this concept will depend on the development model, the City and WDC will act as facilitators to help secure the marketplace operator.

When?

The goal is to have plan (space, business plan, financing) in place in 12-24 months.

Where?

The Marketplace should be located in the downtown, ideally in a location that has access to available outdoor space. Locations will be identified depending on the model chosen for development.

Possible locations include the Cass Gilbert Building at 60 N Main, Howland Hughes ground floor space, or within the Freight Street District, but any number of spaces may be suitable, following the location criteria below:

- Easy access
- Entrance visibility and prominence
- Connection to outdoor space for dining and street activation
- Adequate parking for visitors
- Building interior layout adaptability (double loaded retail with corridor)
- Target 15,000-30,000 square feet (start small, room to grow)

ACTION ITEMS

1. City and WDC to outreach to foundations for funding to bring in a national organization that focuses on market development, e.g. PPS Projects for Public Spaces
2. Hold a public meeting at City Hall to introduce the concept of a public indoor marketplace (10 best precedent examples, advertise concept and attract potential users).
3. With consultant's help, evaluate potential locations and organizational structure.
4. Recruit potential local and regional vendors.



CASE STUDY: FLINT FARMERS MARKET

Flint, Michigan

When the Flint Journal announced the relocation of its printing operations to another city in 2012, the City faced the huge loss of a major employer and the prospect of a several vacant buildings in their downtown core. The City leadership and community came together to turn the loss into a win with the relocation of the historic farmer's market into the building. The opening of the market in late 2014 was a big victory and a symbol of this post-industrial city's ongoing resurgence.

Details

- Developed by Uptown Reinvestment Corporation (URC)
- Relocated market to former Flint Journal Building (adaptive reuse)
- 32,000 square feet of indoor space, with seasonal space for outdoor vendors as well
- 80 Vendors, including farmers, bakers, florists, chefs
- Commercial Test kitchen offers cooking classes and prep and event space for vendors
- Serves as incubator space for new restaurants and businesses, renting a stall requires much less capital than a more permanent enterprise
- Open for limited hours (Tuesday/Thursday/Saturday) currently
- Allows vendors to spread their resources and minimize risk
- Concentrates demand while customer base grows

Additional Information: <http://flintfarmersmarket.com/>



Grow Jobs Associated with Educational Institutions

STRATEGY

What?

Leverage educational institutional resources to grow new job sectors and expand the presence of higher education in the City. Space expansion can include both classroom space and non-campus dependent administrative uses.

Why?

Anchor educational institutions provide stability to downtown areas, bringing jobs, student and faculty housing demand, and commercial expenditures. Institutions are less susceptible to market cycles and provide stability to a city's economy. The presence of students and employees contributes to the activity and vibrancy of the City.

IMPLEMENTATION

Who?

Institutions of higher learning

Where?

Continued investment in downtown by institutions is important. Several downtown buildings, like Howland Hughes, Sovereign Bank, and 60 N Main, are ideally suited for expanded use by educational institutions. As UCONN investigates the potential for an arts program, the Howland Hughes building should be considered as a high priority site.

When?

Ongoing

ACTION ITEMS

1. Mayor or high level staff to continue discussions with UCONN and Post University regarding encouragement of downtown expansions
2. Mayor or high level staff to identify and reach out to outside Connecticut institutions of higher education to promote benefits of downtown Waterbury
3. Provide incentives to UCONN, Post University, and other institutions for locating personnel and for enrollment increases and program expansions (e.g. subsidized rents, tax abatement, job credits).
4. Strongly consider institutional proposals for Howland Hughes and other buildings suitable for redevelopment downtown.



CASE STUDY: UMASS LOWELL

Lowell, Massachusetts

Lowell, a regenerating post-industrial city, has seen firsthand the economic vitality that can be catalyzed by a strong state university institutional anchor. UMASS Lowell acted as a bulwark for the City during the last recession, spurring a \$600M building boom that created construction jobs and generated economic activity as well as redevelopment of existing city building stock.

UMASS Lowell was originally a smaller scale satellite campus for the state university system. Lowell has gradually moved from being a local commuter school to a growing, nationally ranked school with a rich residential life that draws enrollment from all over the state.

RECENT CONSTRUCTION PROJECTS

- Health and Social Sciences Building \$40M
- Marks and Elisia Saab Emerging Technologies and Innovation Center \$84M
- North and South campus parking garages \$40M
- University Crossing \$95M
- University Suites \$54M
- Pulichino Tong Business Building (planned) \$40M

DIRECT IMPACT -(millions)

- \$1.6M University Leased Space in Lowell
- \$2.7M Goods and services purchased at Lowell businesses
- \$3.5M Financial aid to Lowell residents
- \$24.3 Combined salary of Lowell residents

http://www.uml.edu/docs/economic_effect_case_study_tcm18-11v9064.pdf

Host Developer Day Event

STRATEGY

What?

Organize a day to bring local and regional developers to downtown to showcase current projects and tour available sites for new development.

Why?

The event will bring exposure to a larger group of developers who have interest in the City and will provide networking opportunities in support of future projects.

IMPLEMENTATION

Who?

WDC, Office of the Mayor

Where?

Throughout Historic Downtown and Freight Street District

When?

Periodically, particularly after ongoing development projects hit milestones. Showcase successes as they occur.

ACTION ITEMS

1. Develop a comprehensive list of potential developers to participate.
2. Develop an event agenda of featured projects, sites, and new opportunities.

CASE STUDY: NEW BEDFORD DEVELOPER'S DAY

New Bedford, Massachusetts

Developer Day in New Bedford was a full day program consisting of an overview of ongoing projects in the City, tours of many development sites in the City, and networking opportunities. The goal was to show developers all the opportunities in the City as well as the many things the City is doing to bring investment into the area.

http://www.nbedc.org/wp/wp-content/uploads/2015/03/NBEDC_DevTour2014FV.pdf



9:00 am	Registration Opens/Continental Breakfast
9:00 am	Welcome & Introduction Welcoming Remarks: Christian Furland, Thompson Furland, Jon Mitchell, Mayor of New Bedford Overview of New Bedford and Goals for the Year: Derek Santos, Executive Director, New Bedford Economic Development Council
9:35 am	Tour Session #1 Group A - North End Tour Group B - South End Tour
1:45 pm	Return to Hotel - Networking Break MassDevelopment Programs Overview Session
2:10 pm	Buffet Lunch
2:45 pm	Development Tour Panel Discussion and Q&A Panelists: Marty Jones, President & CEO MassDevelopment, April Anderson Lamoureux, President, Anderson Strategic Advisors, Mark Hess, Vice President of Acquisitions and Development, Halliwell Management
3:15 pm	Tour Session #2 Group B - North End Tour Group A - South End Tour
3:30 pm	Return to Hotel and Depart for Tour Session #3 Downtown Walking Tour - Two Groups led by Guides
4:00 pm	Harbor Tour and Reception Cattyhook Ferry Offshore Wind Industry Overview: Matthew Montisney, New Bedford Wind Energy Center
4:00 pm	Return to Dock and End of Tour

Extend Brownfield Remediation Efforts to Freight Street



STRATEGY

What?

Build on recent successful brownfield remediation projects in the City and continue to pursue state and federal brownfield funds for remediation of former industrial sites in the Freight Street District to prepare for transit-oriented redevelopment.

Why?

The brownfield sites along Freight Street are large, flat, and have an ideal location along the river, making them particularly suitable for redevelopment.

IMPLEMENTATION

Who?

WDC, City Grants Administrator

Where?

Freight Street District

When?

Ongoing

ACTION ITEMS

1. WDC and Office of the Mayor to orchestrate environmental assessments on Freight Street brownfield sites.
2. Upon completion of environmental assessments, create strategic plan for prioritizing Waterbury's brownfield sites
3. WDC and Office of the Mayor to pursue federal money for remediation
4. Market remediated sites to developers and businesses

CASE STUDY: CHERRY STREET INDUSTRIAL PARK

The site is part of a larger industrial facility developed in 1857 by the Waterbury Clock Company in Waterbury, CT. Over the past 5 years, the WDC has managed the remediation and deconstruction of the factory buildings that occupied the site. All hazardous building materials were properly disposed of. Over 80% of the non-hazardous building materials were recycled (kept out of the landfill). Environmental remediation of the soil was done in accordance with the site's redevelopment plan and is now to be sold to a private company who will construct a 35,000 LEED certified building to be used for warehouse and distribution

- 2.1 acres with blighted vacant structures
- \$2.3M public investment
- \$2M private investment.



Additional Waterbury Case Studies
http://www.waterburyct.org/filestorage/25076/WDC_Case_Studies.pdf

Initiate Freight Street District Predevelopment

STRATEGY

What?

The City of Waterbury must prepare plans and property for the redevelopment of the Freight Street District following the implementation of the TIGER funded improvements. This includes three key predevelopment initiatives.

- Negotiate to acquire strategic tax delinquent properties within the Freight Street District.
- Develop a TOD master plan for the district (see **2. Create a Transit-Oriented Development (TOD) Zoning District for the Freight Street District**, page 44 for more information).
- Implement a form-based zoning overlay district based upon the master plan (see **3. Consider Form-Based Zoning for the Historic Downtown and the Freight Street District**, page 45 for more information).

Why?

With 60 acres of strategically located mixed-use development potential, the Freight Street District is the City of Waterbury's most valuable redevelopment opportunity and the City must take immediate action to ensure the future of the District as a high quality, transit oriented development. Through strategic acquisitions the City can better guide and foster the future of the District and have property available for potential developers. Strategic actions should occur now before TIGER funded infrastructure improvements are complete and drive up property values.

IMPLEMENTATION

Who?

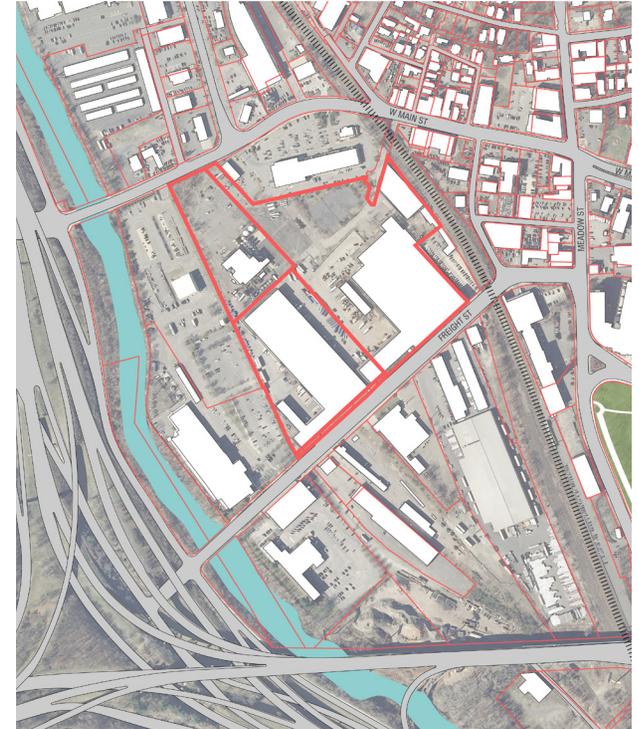
WDC, Office of the Mayor, Professional planning consultant

Where?

Master plan should include entire Freight Street District. See boundary map for initial properties to study for acquisition.

ACTION ITEMS

1. City and WDC should identify target properties for acquisition.
2. City and WDC to negotiate to acquire identified key properties.
3. City and WDC should identify funding (city budget or state grant) to pay for master plan and form-based code for the Freight Street District and work with professional consultant team to develop plan.
4. Office of the Mayor and WDC should begin discussions with potential developer partners and, where possible, include them in master planning process.
5. City, using the master plan and form based code, should create a form-based zoning overlay district for Freight Street District.



Consider Tax Increment Financing for Freight Street Projects

STRATEGY

What?

Redevelopment of the Freight Street District could be stimulated through creation of a Tax Increment Financing district. Tax Increment Financing spurs growth in urban areas by using incremental tax dollars from new development to fund infrastructure or overcome market challenges.

Why?

TIF Districts can successfully spur economic development in blighted or challenged markets like Waterbury's Freight Street District. Tax Increment Financing can be used broadly to create district infrastructure and are useful tools for enticing development that would not otherwise happen.

IMPLEMENTATION

Who?

City of Waterbury, WDC

Where?

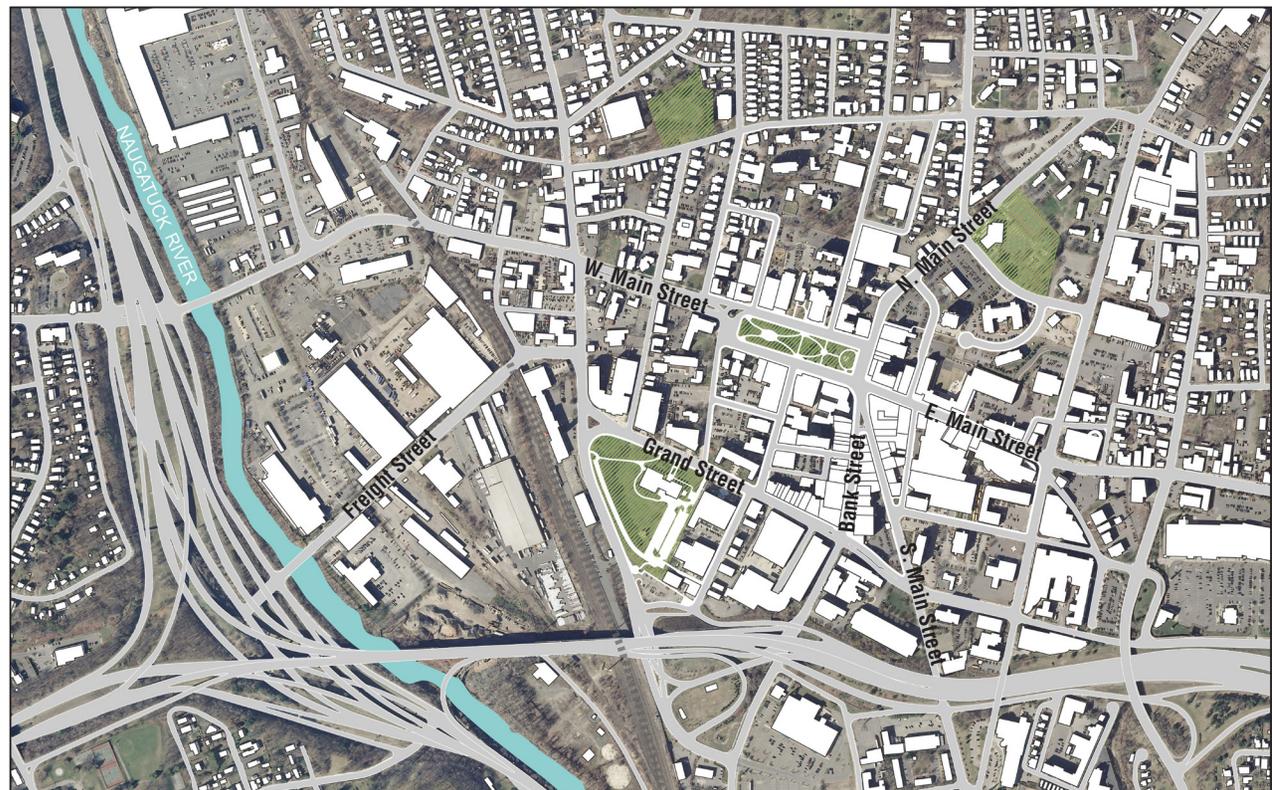
Freight Street District

When?

Timetable will be determined by the City

ACTION ITEMS

1. Evaluate feasibility of a TIF district to encourage long term future development in the Freight Street District



TAX INCREMENT FINANCING - HOW IT WORKS

Tax Increment Financing (TIF) is an economic development funding mechanism that is used in order to compensate for challenging market conditions (e.g., blight, disinvestment, distressed conditions). It is used to fund project components that would otherwise be a public obligation (e.g., road improvements, utilities) or used to overcome extraordinary site conditions (e.g., environmental contamination / brownfields).

Tax Increment Financing utilizes the net new or incremental taxes created when vacant or under utilized property is redeveloped. It then uses those increased revenues (i.e., the increment) to help finance the project, without eliminating an existing source of revenue.

PAY AS YOU GO	PUBLIC BOND FINANCING	PRIVATE LEVERAGED DEBT
<p>A city designates a development area and dedicates the annual increase in property tax revenue from that area to fund public improvements there.</p> <p>Key Elements:</p> <ul style="list-style-type: none"> • Works in areas where property values and, consequently, tax revenues are going up; • Allows the agency to finance improvements without issuing bonds and incurring debt; • Can take time to build up the funds needed to fund major improvements; and • Frequently used in TIF Districts 	<p>A city adopts a plan to redevelop a designated area; issues tax exempt bonds; uses the proceeds to acquire, clear, improve and assemble land parcels; and repays the bonds with the incremental property tax revenue the redeveloped area generates.</p> <p>Key Elements:</p> <ul style="list-style-type: none"> • Tax exempt bonds bear a lower interest rate than other forms of financing; and • Agency’s ability to repay the bonds depends on whether improvements generate enough incremental tax revenue to repay the bonds on schedule 	<p>A developer proposes to construct a new facility or rehabilitate an existing one with private dollars. The municipality designates the property a development area and agrees to channel some or all of the incremental revenue back to the private developer to repay specified development costs.</p> <p>Key Elements:</p> <ul style="list-style-type: none"> • The developer receives the revenue only if he or she completes the work; • Saves the municipality the expense of issuing bonds; and • Eliminates the risk that the improvements may not generate enough revenue to repay the bonds

Adapted from Connecticut Office of Legislative Research’s Tax Increment Financing Report

Downtown Housing

Strategies

- **Improve Organization & Management Support**
- **Encourage Development of Multifamily Housing**
- **Encourage Student, Faculty, & Staff Housing**
- **Provide Healthcare Professional Housing**
- **Incorporate Residential Development in the Freight Street District**
- **Renovate and Stabilize Existing Small-Scale Housing Stock**

Downtown Housing

A healthy and diverse residential population that spans ages, socioeconomic groups, and tenure is critically important for a vibrant and successful downtown. In the case of Waterbury, attracting middle- and high-income residents to downtown poses the most difficult challenge. Building on Waterbury's existing institutional and business anchors, the City should seek to increase the number of students, professionals, academics, public sector workers, and medical professionals living downtown.

Residents contribute directly and indirectly to a downtown's economy, not only as the downtown workforce, but also as consumers - driving demand for retail, food and beverage establishments, and other amenities and services. Further, residents contribute to the 24/7 look and feel of a downtown, activating streets, public spaces, shops and restaurants far beyond the business day. This continuous activity in turn translates to an atmosphere of safety, of liveliness, and further drives downtown economic development.

As Waterbury seeks to attract new businesses and industries, it must also attract residents and workers. Employers often prefer to locate their businesses in places where there is a strong workforce in place, and where highly valued employees will wish to reside. In order to recruit the best talent, employers locate where there is high quality of life. Low-cost, high-quality housing stock contributes to a high quality of life, as do the indirect effects

of many residents in a downtown area in the form of desirable and abundant shops, restaurants, amenities.

Waterbury's relatively affordable real estate is a distinct advantage over other similar cities. The City is already a great place for "urban pioneers" for whom home ownership might be unattainable elsewhere. Its downtown is walkable, historic, architecturally rich, and easily accessible by car, bus, and train - all assets that will attract potential residents. Its housing stock is varied, from single-family residents surrounding the Historic Downtown to newly developed apartments right on the Green.

This document outlines a range of strategies for improving and stabilizing the single- and two-family housing stock in and around downtown, for adaptively reusing larger floor plate downtown buildings as apartments and lofts in the Historic Downtown, and for attracting young and pioneering residents through new mixed-use development in the Freight Street District.

A CASE FOR RESIDENTIAL RENOVATION

Waterbury's great and varied historic housing stock deserves renovation. As homes that can be saved are renovated rather than torn down, Waterbury will retain its rich, historic, and authentic character.

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

Improve Organization & Management Support

STRATEGY

What?

To fully realize the downtown as a 24 hour Live-Work-Play community, Waterbury must offer a variety of housing types that are both attractive and affordable. To that end, Waterbury needs a well developed and active network of housing agencies, non-profits, and private developers to facilitate major housing redevelopment projects both within the Historic Downtown and Freight Street District, and in adjacent neighborhoods. In addition, the City of Waterbury needs leadership and strategic thinking to support these efforts. While the City is successful in administering federal HOME funds, the City has no full time housing director to coordinate initiatives that are necessary to grow downtown's housing supply.

Why?

The wide variety of proposed housing initiatives (both redevelopment and new construction) requires a coordinated approach by an experienced housing professional.

The Housing Director can comprehensively assess broad housing needs and opportunities throughout downtown community, including:

- Short term housing (For example, 1-2 months for medical rotations, visiting professors, and professionals on assignment)
- Student Housing
- Healthcare Professional Housing
- Senior Housing

- Young Professional Housing
- Market Rate Housing
- Creative Class Housing

IMPLEMENTATION

Who?

The Office of the Mayor should lead the discussion concerning where the position will be placed (either in the WDC or in the Office of the Mayor).

When?

Discussions should begin as soon as possible.

ACTION ITEMS

1. Conduct a Housing Needs workshop with public, nonprofit, and private housing organizations, funders and financial institutions in Waterbury to discuss how the City should build its organizational capacity and necessary staffing support.
2. Based on outcomes of above workshop, develop a staffing and implementation plan.

CASE STUDY: 20 EAST MAIN STREET (BROWN BUILDING)

Waterbury, Connecticut

Stage 1: Come Home Downtown Study

August 2013

Study by Connecticut Main Street Center provided an evaluation of redevelopment into housing and identified Waterbury's Brown Building as a key target for conversion.

Study identified potential funding sources for these type of residential projects:

- State Funding Sources (CHAMP or Pre development Loan Program)
- Subordinated loan from City of Waterbury
- TIF financing
- Historic tax credits

Study also undertook a specific project evaluation, budget exercise, and conceptual design phase for the Brown Building

Stage 2: Tax Stabilization Agreement with City

December 2014

- Building owner to maintain ownership of ground floor (retail uses, including Walgreens anchor) and currently vacant upper floors will have taxable value frozen at \$325,000 and will be sold to developer partner Dakota Partners Inc
- Project will create 38 residential units
- Project to create 100+ new jobs (mostly construction)
- Estimated \$13.2M rehabilitation project

Encourage Student, Faculty, & Staff Housing

STRATEGY

What?

Develop housing for student, faculty, and staff for UCONN and other institutions of higher education.

Why?

Students, faculty, and staff enhance downtown vibrancy and foot traffic because they are not on a 9-5 schedule. Consequently, downtown's with a mix of professionals, students, and residents have more pedestrian activity and energy on the street over the course of the day. Student needs will create a broader and more diverse demand for cultural, retail, and dining experiences. In addition, student residents are more likely to engage their energy and curiosity downtown through their research, coursework and employment choices post-graduation.

IMPLEMENTATION

Who?

Private developers interested in building student apartments

Where?

See multi-family map.

When?

Ongoing and dependent upon private developer interest

ACTION ITEMS

1. Identify potential locations for private student housing.
2. Future Housing Director or Office of the Mayor will engage with prospective private developers to promote opportunities and facilitate relationships with institutional partners, such as UCONN
3. Determine appropriate scale for residential project based on existing and projected demand.
4. Institutions should survey student body and staff on interest in high quality university housing.

CASE STUDY: FRANKLIN & MARSHALL COLLEGE Lancaster, Pennsylvania

Franklin and Marshall College partnered with private developer Campus Apartments to develop Campus Crossings at College Row, an on-campus, mixed-use student community that includes 117 units with 393 beds and 50,000 square feet of retail space. The project was completed in 2007 at a cost of \$30 million. Public private partnerships can be a strong tool to leverage outside resources to meet student housing demand.



Project Description: <https://www.campusapts.com/franklinMarshallPublicPrivate.htm>

Project Website: <http://www.livecollegerow.com/>



Potential multifamily housing sites within close walking distance of UCONN and St. Mary's Hospital.

Provide Healthcare Professional Housing

STRATEGY

What?

Leverage Waterbury's healthcare institutions and their employment base's need for convenient housing to bring more housing to central business district.

Why?

Downtown housing will create a safer environment for healthcare professionals while helping invigorate development downtown. Healthcare professionals often work late hours and a convenient, safe, local apartment would be a huge benefit to them. Student rotation time frames require flexible private lease terms, or a lease arranged through a hospital housing program. Given an attractive housing option, medical professionals might consider residing in Waterbury instead of commuting from New Haven or other towns.

IMPLEMENTATION

Who?

Private developers in partnership with the Office of the Mayor and Waterbury's Hospitals

Where?

Adaptive reuse of vacant downtown buildings, especially buildings shown on multi-family map in close proximity to healthcare institutions.

When?

Ongoing

ACTION ITEMS

1. Future Housing Director or Office of the Mayor should work with institutions to establish residential housing programs (short and long term) and identify private development partners and potential project locations
2. Healthcare institutions should survey employees to assess interest in and demand for high quality housing downtown.

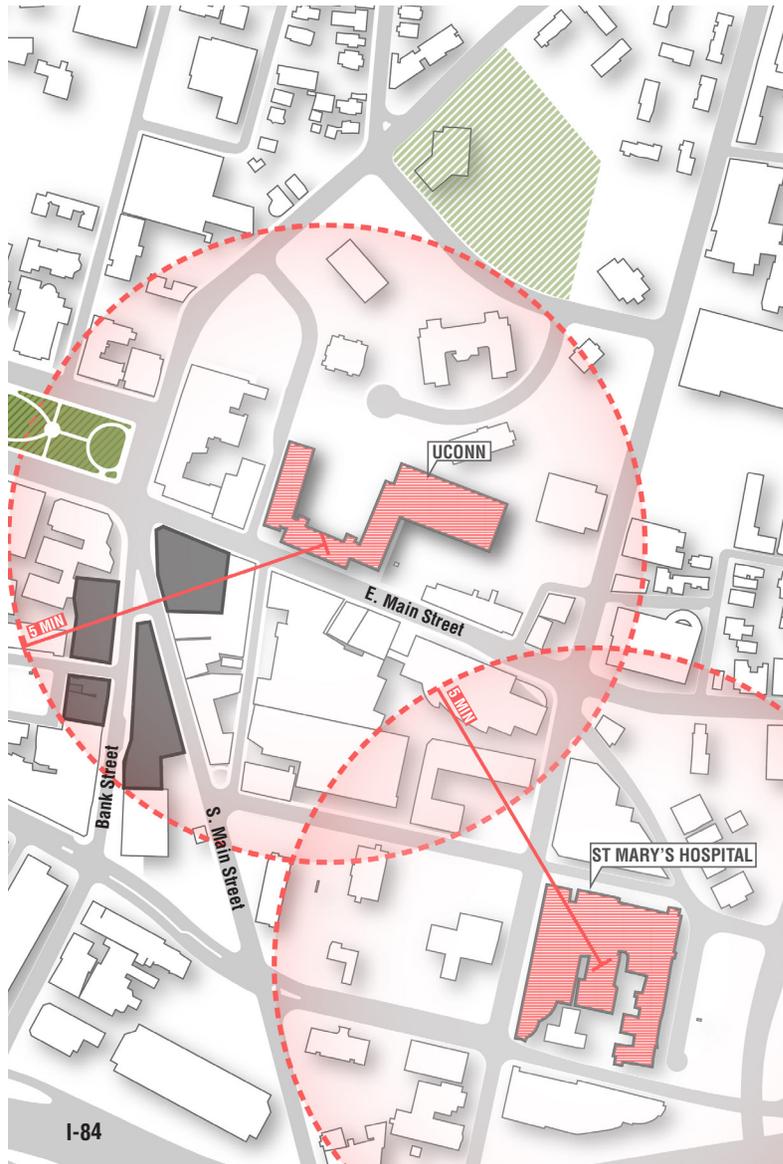
CASE STUDY: HARTFORD HOSPITAL EDUCATION AND RESOURCE CENTER

Hartford, Connecticut

Hartford Hospital Education and Resource Center (ERC) provides temporary dormitory housing for medical students completing a rotation, Hartford Hospital medical residents, School of Allied Health Program students, new hospital employees while they seek permanent housing. The dormitory is a safe, low cost option for students and professionals who are in transition.



<http://www.harthosp.org/ResidenciesFellowships/About/Benefits/default.aspx>



Incorporate Residential Development in the Freight Street District

STRATEGY

What?

Encourage private mixed-use development within the Freight Street District that includes a residential component in order to achieve a truly mixed-use, livable neighborhood. Development in the Freight Street District is an opportunity to diversify housing types and styles to complement downtown, including, townhouses, lofts, and flats that will appeal to a broad demographic audience. Additionally, location of residential units adjacent to the river, future waterfront park, and the train station will generate strong demand and enhanced property values.

Why?

Freight Street District is the only downtown location with significant acreage to accommodate new mixed-use development and create new transit oriented and lifestyle opportunities.

IMPLEMENTATION

Who?

City of Waterbury, WDC, and private developers, as guided by future Freight Street District Master Plan

Where?

Freight Street District

When?

Redevelopment planning should occur concurrently with development of the Freight Street District and TIGER funded infrastructure improvements

ACTION ITEMS

1. City and WDC should work with professional consultant to create a master plan and form-based code for the Freight Street District that incorporates housing at desired densities and locations.
2. City, using the master plan and form-based code, should create a form-based zoning overlay district for Freight Street District.



Renovate and Stabilize Existing Small-Scale Housing Stock

Strategy

What?

Encourage renovation of existing housing stock through urban homesteading programs. Programs could involve transferring ownership of properties to qualified individuals, or offer incentives to attract homeowners who would be required to renovate their homes to meet today's energy standards.

Why?

Renovation of blighted and aging housing stock in neighborhoods adjacent to downtown is critical both to the neighborhoods and to the downtown. It is equally important that the City of Waterbury actively enforce residential building codes to prevent further deterioration.

Private developers are already purchasing, renovating, and re-selling dilapidated properties. Homesteading programs would help facilitate similar investment on an individual scale, targeting owner-occupiers and young residents.



Implementation

Who?

City of Waterbury and WDC in partnership with local housing non-profits and financial institutions. City of Waterbury's building department is responsible for code enforcement.

Where?

Efforts should build off of the positive results of the Gaffney Place project and extend revitalization into neighborhoods adjacent to downtown, such as Lower Hillside, Lower Willow Street Plaza, Upper South End, and Crownbrook, but all blighted neighborhoods should be strategically targeted.

When?

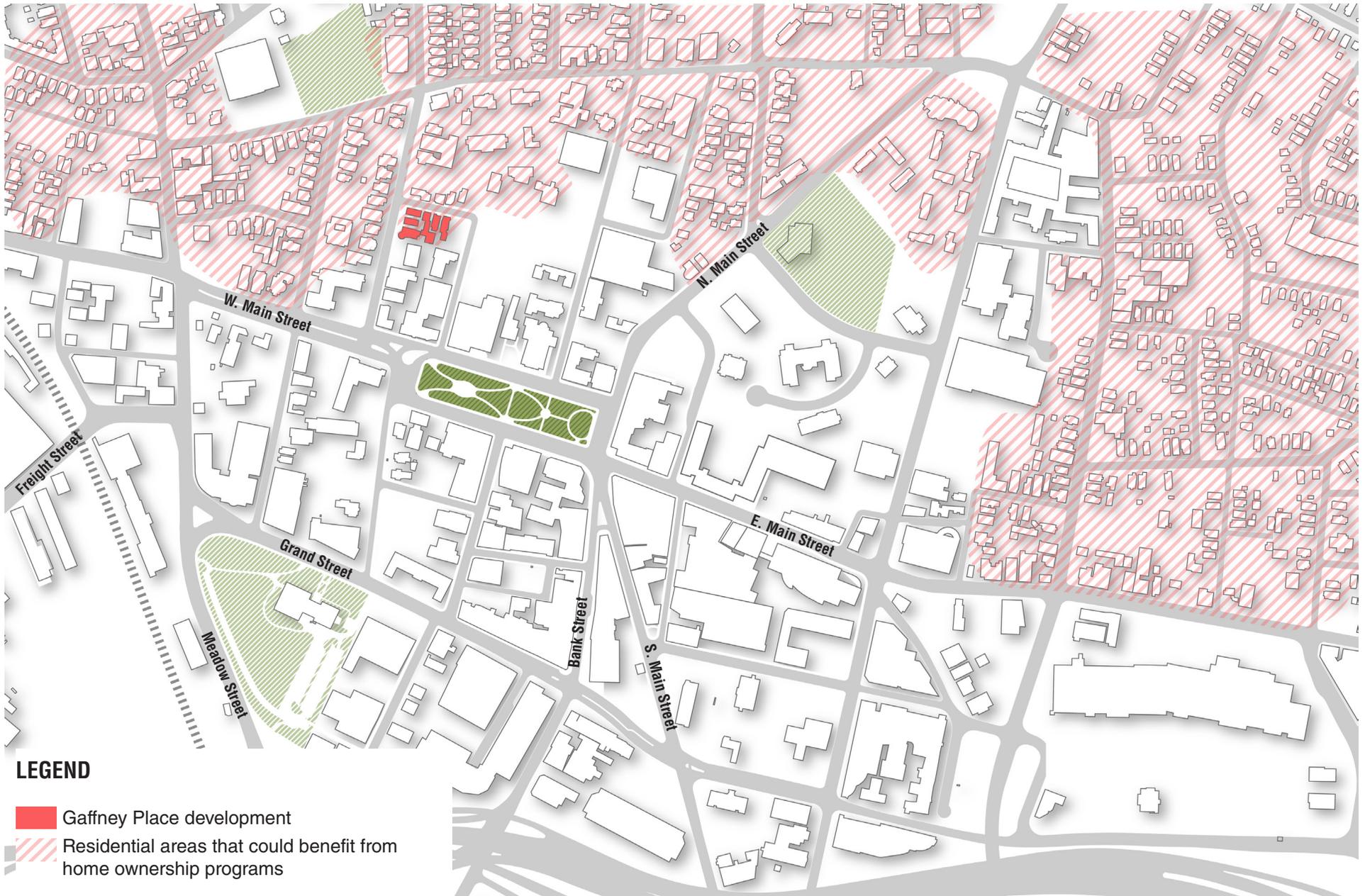
Ongoing



ACTION ITEMS

1. City and WDC to explore successful programs in other cities that can be tailored to meet Waterbury's needs.
2. Coordinate new programs with ongoing development plans by the Housing Authority to plan for, renovate, and build high-quality affordable housing Downtown.
3. Explore the opportunity to acquire properties and transfer ownership to individuals who are willing and able to invest in rehabbing and living in them.
4. Provide incentives for existing owner occupants and landlords to keep properties in good repair and meet today's energy efficiency standards.





Neighborhoods bordering downtown can reinvigorate the core as they redevelop.

CASE STUDY: ONE DOLLAR HOMES

Buffalo, New York

This urban homesteading program in Buffalo New York, similar to Waterbury in its challenge to reinvent itself in a post-industrial economy, continues to draw people from inside and outside of Buffalo as well as generate media attention. Only 10 or so homes per year are purchased through the program, but even this modest rate of participation has helped create a culture of rehabilitation and reinvestment instead of demolition.

PROGRAM REQUIREMENTS

- Residents must fix code violations within 18 months of closing
- Residents must live in home for at least three years
- Residents must cover closing costs

CHALLENGES

Because of Buffalo's severely depressed housing market and vast vacancy rate, many already habitable homes are available that cost potential homeowners less to purchase than the renovation costs associated with the Program's One Dollar homes.

In August 2014, Buffalo had 4,600 vacant homes and 16,000 vacant lots. This level of vacancy exceeds what a single program can address, but One Dollar Homes takes steps in the right direction.

Additional Resources:

https://www.ci.buffalo.ny.us/Home/City_Departments/RealEstate/UrbanHomesteadProgram



CASE STUDY: RE:NEW HAVEN

New Haven, Connecticut

Re:New Haven groups and collectively brands a number of existing programs that promote home ownership and investment in struggling homes. By showcasing all available resources to potential homeowners in a clear and concise way, Re:New Haven makes it easy for potential homeowners to understand the resources available to them and creates a comprehensive and compelling case for participating in the program.

RE: NEW HAVEN



Down Payment Assistance

Energy Saving Renovations

New Haven Promise Program

 **\$10,000** interest-free money +  **\$30,000** towards renovation +  **\$40,000** for college tuition

This type of comprehensive branding effort can be a clear way to summarize federal, state and regional programs through the Connecticut Housing Finance Authority (CFHA) as well as local urban rehabilitation offerings.

<http://renewhavenct.com/>

Downtown Transportation

Strategies

- **Improve Organization & Management Support**
- **Reconsider Bus Stops and Waiting Times**
- **Provide Shelters on the Green**
- **Enhance Bus Connections to Regional Employment**
- **Create a “Park Once” Campaign**
- **Evaluate Opportunities for Improved Utilities Downtown**
- **Complete Designs for Phase II of the Naugatuck River Greenway Project**
- **Implement and Leverage WATER Project**

Improve Organization & Management Support

STRATEGY

Transportation systems and infrastructure form the backbone of Waterbury's economy and day to day function. As Downtown Waterbury revitalizes, it will be critical to invest in transportation and infrastructure to support development efforts and drive opportunities for growth.

The implementation strategies outlined in this report address car, rail, and bus transportation issues large and small. Strategies are also proposed that could positively impact the way power is generated and delivered in Waterbury in the future.

The City of Waterbury should position the Freight Street District for optimal future growth by pursuing TIGER funded infrastructure improvements to increase connectivity to the Historic Downtown. The City should move forward to develop a strategic and comprehensive vision for the Freight Street District as a new transit-oriented development. Having a vision and development plan in place along with infrastructure improvements outlined in the WATER project will enable the City to attract developers, make decisive and coordinated decisions when opportunities arise, and ensure a high quality outcome for this great resource.

As Waterbury seeks to attract future development, it must continue to demonstrate its commitment to enhancing multiple modes of transit and bringing high quality infrastructure improvements Downtown.

What?

Transportation planning is specific and complex. With so many transportation-based initiatives underway or being planned the City Planning Department would benefit from the addition of a transportation planner within its structure to oversee ongoing projects, plan for future needs, and advocate for the City's transportation needs within the larger region.

Why?

As with the economic restructuring and housing development, the implications of the transportation issues currently being studied involve financial and quality of life implications that need to be addressed by the City. The City should not be dependent on outside agencies to ensure the best interests of downtown and the City as a whole are being met in local and regional transportation decisions.

IMPLEMENTATION

Who?

City Planning Department

At the present time, the City has only one designated planner who largely performs administrative functions. There is no planning staff to advocate for and implement a transportation vision for the City or review ongoing projects.

Based upon experience with peer cities, Waterbury's planning department needs an additional professional transportation planner who can perform the services seen in comparable city planning departments including the following.

- Keep up with best planning practices and perform planning research.
- Maintain a professional, non-political view on transportation initiatives.
- Have the ability to educate public officials.
- Coordinate efforts among departments and various agencies.

When?

Building a city planning department as described and bolstering transportation knowledge is an incremental process that will take some time, but is a high priority.

ACTION ITEMS

1. Office of the Mayor to conduct a brief survey of city planning and transportation staffing in comparably sized Connecticut and New England cities, for example, Stamford, Hartford, New Haven, and Lowell, MA.
2. Office of the Mayor to engage an expert in organizational management to facilitate City staff resource assessment.
3. Based on outcomes of above items, the City to develop staffing and implementation plan.

Reconsider Bus Stops and Waiting Times

STRATEGY

What?

Reconfigure bus stops and waiting times around The Green to better manage transportation at a central, dedicated location rather than spread across the length of The Green.

Why?

To better serve citizen needs and create a welcoming environment for all types of pedestrians around The Green. Currently, the large number of buses around the Green impedes pedestrian access to the Green, negatively impacts environmental and experiential conditions, and limit visual connections in and out of the Green.

IMPLEMENTATION

Who?

Connecticut Department of Transportation, Northeast Transportation, Naugatuck Valley Council of Governments, CT Transit

Where?

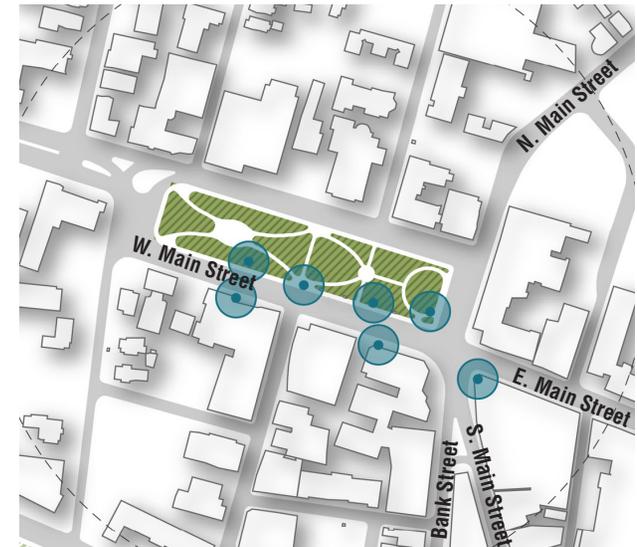
Waterbury Green

When?

Recommendations from the NVCOG study should be implemented as quickly as possible.

ACTION ITEMS

1. As part of 2015 Naugatuck Valley Council of Governments (COG) Transportation Study, evaluate alternative routes and bus queuing to make The Green less congested with bus traffic and safe for pedestrians. Recommendations or considerations may include:
 - Relocation of some bus stops or routes to other logical locations
 - Adjustment of bus scheduling for better distribution of traffic



Existing Bus Stop Configuration

Provide Shelters on the Green

STRATEGY

What?

Comfortable, attractive bus shelters for transit users on The Green. Bus shelters have the potential to go beyond simple sheltering bus riders. They can be sculptural, architectural, place-making installations that lend character and identity to a space. Further, bus shelters can include technology (wifi, charging stations) as additional amenities to bus riders and others. A design competition could spark interest and enthusiasm for this initiative, and could lead to higher design and better quality shelters.

Exercise caution in allowing advertising on bus shelters on the historic Green.

Why?

Enabling safe, comfortable public transportation is critical to growing Downtown in the right direction. Positive rider experiences help to increase ridership and encourage transit use. Bus shelters can serve transit users and help organize the Green by providing a contained, comfortable place for bus riders to wait so crowds don't obstruct pedestrian through-traffic.

IMPLEMENTATION

Who?

DPW, Waterbury Next Committee, Connecticut Department of Transportation, CT Transit

Where?

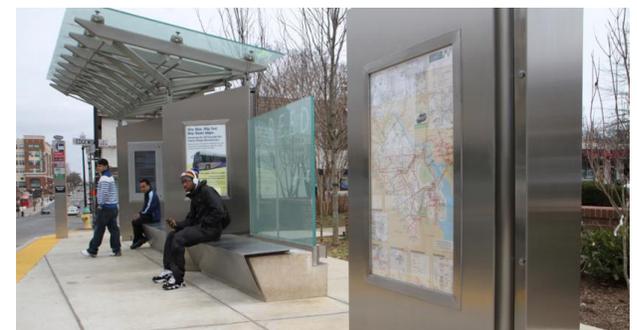
Waterbury Green

When?

Bus shelters should be designed, constructed, installed and ready for use in Spring 2016

ACTION ITEMS

1. City of Waterbury should coordinate efforts with the ongoing NVCOG Transportation Study.
2. City should consider launching a design competition for new bus shelters
3. City will secure funding for new shelters, through partnerships with Connecticut Department of Transportation, CT Transit, or other sources.
4. City will procure shelters and oversee construction



Enhance Bus Connections to Regional Employment

STRATEGY

What?

Establish privately operated Charter Bus Service to Stamford and Manhattan or Bridgeport for commuters and students.

Why?

Waterbury already has 1,100 residents who consider New York City their primary workplace, usually commuting a few days each week. The same is true of southern Connecticut where 1,400 people work in the Bridgeport area and another 700 in Stamford and Norwalk. A charter bus could be a faster, safer, more environmentally sustainable and more convenient alternative to driving. If Waterbury is viewed as a reasonable option for housing for people working in New York, Stamford, Westchester or other regional employment centers, more potential residents who seek a more affordable place to live could be attracted to Downtown.

IMPLEMENTATION

Who?

Private Bus Company

Where?

Location criteria:

1. Safe and convenient
2. Parking, needs to be accessible to people driving from outlying areas
3. Access to transfers from transit (walking distance from the green)

When?

This strategy, if executed by an existing bus company, will require minimal start up capital and could be started within a few months with planning and marketing time built in.

ACTION ITEMS

1. City to explore partnerships with megabus or other charter bus company currently serving the New York Metro Area.
2. Explore partnership with UCONN and other universities in the area to consider connection to NYC as part of marketing.
3. A survey is critical to understand current demand, estimated ridership, optimum departure times to drive ridership but limit the number of unused seats and time spent in traffic congestion. Such a research study can be undertaken by bus company.

CASE STUDY: 7BUS

Long Island, New York



- 7bus operated by Classic Coach, formerly BoltBus Long Island
- Offers low fares and Commuter passes
- Runs from direct from Stony Brook University
- Small scale, just one morning bus, one evening bus from each stop
- Free Wifi
- Power Outlets
- Hotel Lobby Waiting
- Free parking
- Leather seats
- Cup Holders

Create a “Park Once” Campaign

STRATEGY

What?

Ideally, Waterbury employees and visitors should park only once and walk among their downtown destinations. This could lead to greater foot traffic downtown and activate Downtown’s streets and open spaces.

Whether visitors are parking in garages or on the streets, they should see clear signage that gives directions and encourages parking just once.

Why?

Easy parking makes people more likely to visit downtown and have a more positive feeling about their visit. Parking once facilitates a strong downtown pedestrian environment in two ways, reducing vehicle traffic and enlivening streets with people on foot. Incidental retail spending is likely to increase if people are on foot instead of in cars.

IMPLEMENTATION

Who?

City Operations/Facilities with input and support from Main Street Waterbury.

Where?

Parking lots, structures, and on-street parking

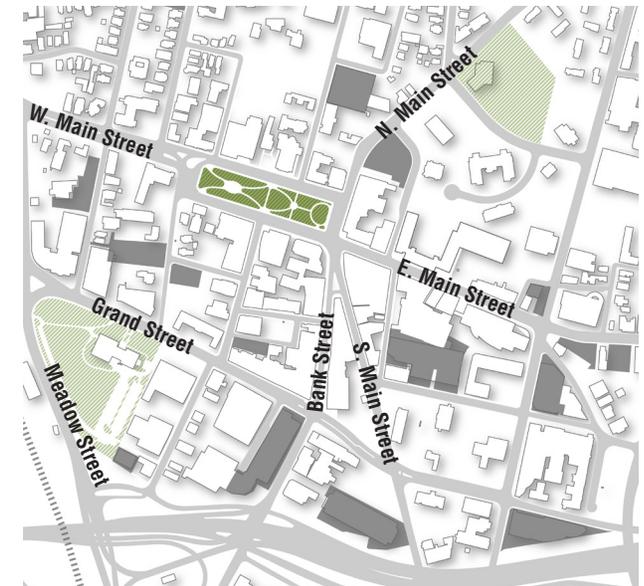
When?

Various parking measures will be ongoing, goal to have updates to Buckingham Garage completed mid 2016



ACTION ITEMS

1. Make existing parking easy to find:
 - Update systems and signage to existing parking lots and structures so that visitors can navigate
 - Improve functionality of downtown municipal garages, especially the highly used Buckingham Garage
2. Promote the concept of “Park Once” in Waterbury to encourage people not to use their cars to get from one place to another (from the office to the YMCA, for example)
3. Campaign elements: logo and media promotion



Evaluate Opportunities for Improved Utilities Downtown

STRATEGY

What?

As Waterbury seeks to attract and retain businesses and residents, it will be critical to provide a cost-effective and reliable range of options - including sustainable options - for electrical and heating needs.

Waterbury could also investigate the potential for alternate energy delivery options, including the potential for a municipal utility company.

Waterbury should continue its efforts to bring natural gas, high-speed internet, and wifi throughout the Downtown. Provision of these basic utility amenities will continue to support new and existing development.

Why?

In order to be a competitive place to do business and a desirable place to live, Waterbury must consider ways to reduce energy costs, increase reliability of the grid, provide options for consumers, and incorporate sustainable technologies.

Incorporating sustainable energy technologies - solar, fuel cells, geothermal, even wind and hydrologic power - into new development will benefit Waterbury in many ways. Incorporating these technologies has the potential to reduce energy costs, a clear advantage for new and existing businesses and residents.

Incorporating these technologies will have the added benefit of “branding” Waterbury as a 21st century city, one that looks towards the future rather than the past, and one that embraces new technologies.

Further, incorporation of these technologies may provide workforce benefits as the design, installation and maintenance of new systems will require an educated, trained, potentially local workforce. If the incorporation of these technologies is coordinated with workforce development options, Waterbury residents may have the opportunity to take advantage of work in these fields.

Alternatives to energy delivery could potentially reduce costs for consumers. A municipal utility company, for example, might provide long-term benefits that outweigh initial costs.

IMPLEMENTATION

Who?

Public Works Department or a small, dedicated task-force to explore the potential of these efforts

Where?

Downtown

When?

Ongoing exploratory initiative with near-term investigation into federal and state support for renewable energy options.

As energy costs and the advantages around alternative energy constantly evolve, investigation into alternative energy options or improved utility delivery options should be a “light touch” ongoing exercise in the City.

Complete Designs for Phase II of the Naugatuck River Greenway Project

STRATEGY

What?

The Waterbury Naugatuck River Greenway Project proposes a multi-use paved riverfront trail that will run along the east side of the Naugatuck River through the Freight Street District. Phase I will begin construction in 2015. Phase II is at 40% design as of May 2015. The City should seek funding to complete planning and design efforts for the entire length of Phase II.

Why?

Having a completed design will ready the City for state and federal grant applications that will fund construction.

The Greenway will be an enormous asset to the City of Waterbury as well as surrounding communities. A multi-use path along the River's edge will provide recreational opportunities to area residents, enable pedestrian and bicycle transportation, and support the development of the Freight Street District and Waterbury's Historic Downtown as transit-oriented, sustainable places.

IMPLEMENTATION

Who?

The City of Waterbury

Where?

Downtown and along Naugatuck River

When?

High priority

ACTION ITEMS

1. City should seek funding to complete design process.



Implement and Leverage WATER Project

Waterbury's recently awarded TIGER grant will be a transformative opportunity to implement several aspects of the WATER project, a visionary initiative aimed at improving connections between Downtown and the Naugatuck River as well as positioning the Freight Street District for future development.

As the City moves forward to complete each element of the WATER project according to its timeline, it will be critical to identify additional development and planning opportunities that can leverage and complement the WATER improvements.

These efforts should include a master plan for the Freight Street District, form based zoning, completing planning and design for Phase II of the Greenway, preliminary planning and design for the Riverfront Park, and improving connections between the Freight Street District and the Historic Downtown.

1. FREIGHT STREET RECONSTRUCTION

“Reconstruction of this deteriorated street of a former industrial corridor as a complete street that includes green infrastructure, new utilities, and a bicycle sidepath connecting the riverfront to the downtown.”

A conduit connecting the river and underutilized industrial land to downtown Waterbury and the Train Station, Freight Street will be fully rebuilt as a “Complete Street” with new curbs, sidewalks, roadway and bi-directional shared-use path on the south side of the street along with new water and sewer utilities to facilitate redevelopment. This is fully funded by TIGER VI.

Expected Date of Completion: 2021



2. JACKSON STREET RECONSTRUCTION & EXTENSION

“Reconstruction (3A) and extension (3B) of a deteriorated dead-end street through Freight Street to West Main Street to create a new north-south connection and begin a block network for the redevelopment of the district.”

A short, deteriorated section of Jackson Street will be reconstructed and extended into the Freight Street District, complete with new utilities. This project will help alleviate traffic on Meadow at the Train Station, add value to the Freight Street District by creating new frontage, and begin to create a walkable block structure in the district. This is fully funded by TIGER VI.

Expected Date of Completion: 2021



3. LIBRARY-STATION-JACKSON STREET CONNECTOR

“Construction of a bridge from Library Park over Meadow Street and railroad tracks with ramps to the train station and riverfront park to improve access from the riverfront to the station and the downtown.”

A new pedestrian/bicycle ramp bridge from Library Park over Meadow Street and the railroad tracks will provide downtown with direct access to the Freight Street District, now blocked by rail and highway infrastructure. Funded by TIGER VI.

Required Date of Completion: 2021



4. MEADOW STREET STATION-AREA IMPROVEMENTS

“Extending the Freight Street bicycle sidepath to the newly improved train station plaza and waiting room and enhancing bicycle and pedestrian connections to the downtown by adding bike lanes, narrowing roadways, expanding sidewalks, and implementing cutting-edge pedestrian safety technology at key intersections.”

Home to the City’s Train Station, the street presently favors automobile throughput at the expense of pedestrian safety. Improvements include neck-downs, high visibility crosswalks, countdown pedestrian single heads at intersections and the continuation of the Freight Street sidepath to the Train Station waiting room and entry plaza. This is funded by TIGER VI.

Required Date of Completion: 2021



Downtown Live-Work-Play Environment

Strategies

- **Improve Organization & Management Support**
- **Improve Civic Space Design**
- **Organize Downtown Events and Programming**
- **Provide and Maintain Public Restrooms**
- **Plan and Commission Public Art in Downtown**
- **Promote an Arts Cultural District**
- **Create Shared Artist Studio Spaces**
- **Encourage Food Trucks**
- **Cultivate and Protect Downtown's Identity**
- **"Underground Waterbury"**
- **"Unlocked Waterbury"**
- **Create a Special Services District (SSD)**

Downtown Live-Work-Play Environment

The cultural makeup and open spaces of an urban downtown are central to its success, and can be major drivers of revitalization efforts. A vibrant, urban culture and compelling, beautiful, safe and comfortable open spaces are critically important to the success of Downtown Waterbury. These elements set Waterbury apart from other places, and provide an identity and common experience for residents, workers, and visitors.

Arts and Culture

Arts and culture are cornerstones of Waterbury's identity. Anchor institutions like the Palace Theater attract visitors from the rest of the State and beyond. Waterbury has an excellent track record of coming together to invest in the major arts and cultural assets of the City, and should continue these efforts. For example, the Palace Theater renovation has created a draw which brings downtown to life each time there is an event. Moving forward, every effort should be made to support the Palace Theater's aspirations, particularly as they relate to physical or programming expansions. Events like the Waterbury Holiday Artisan Market held annually at City Hall promote a culture of arts and making in Waterbury; future events that support arts and culture should be brought online as resources allow.

The Waterbury downtown is gifted with a number of historic monuments or memorials, such as the war memorials on The Green, the statue of Ben Franklin in front of the Library and the Carrie Welton Fountain. They are important components in the

City's collection and need to be protected and maintained. However, as the City looks to revitalize the downtown, efforts should be made to balance the City's portfolio with public art that actively shapes places, creating a relationship through art between place, forms, materials and experiences in the urban environment. Examples of placemaking public art already in the downtown include the Buckingham Garage mural, the Cool Waters mosaic mural, and the red Origami sculpture in front of the Library.

Civic Space

The Waterbury Green, born of the American democratic tradition of providing common space for the City's residents, should be celebrated as downtown's heart. The Green has great potential to be even more active and central to daily life for a wide range of users. An overlay of programming, events, installations and attractions will enliven Downtown Waterbury's core. Improvements to the physical infrastructure of The Green - augmenting its amenities and better supporting all of its users - will positively impact all the parcels surrounding The Green. Library Park, already a well-used site for programming and events, shows the positive impacts of investing in open space infrastructure.

The civic spaces of Downtown include The Green, Library Park, the new Library Plaza, the future Riverfront Park, future development in Freight Street, as well as potential temporary transformations of the Train Station parking lot, loading dock of

Palace Theater, and downtown streets. The City should prioritize events and programs, seasonal installations and attractions, and temporary art installations. These initiatives can range widely in scale, duration, level of investment, and nature.

Business Improvement District

Just as a shopping center is managed, tenanted, and advertised by a single entity, so can a Special Services District or SSD organize an urban district. A SSD is established through legislative action. Once in place, a SSD is funded through a supplemental tax on businesses within its boundary. These funds are used to support initiatives that benefit the entire SSD. These initiatives might include safety measures such as the presence of paid SSD ambassadors, street beautification, trash collection, programming and events. A SSD can help streamline management of downtown improvements, activities, events and programming and create a strong unified brand for the downtown district.

Branding

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

Improve Organization & Management Support

STRATEGY

What?

Planning and implementing the strategies that will enliven downtown and create the live-work-play environment the City desires requires funding, organization, and planning support. To see these initiatives to success, the City needs:

- Seed money for public art projects
- Staff Support for downtown programming and event planning
- Special Services District to act as an important management structure

Why?

The City of Waterbury has taken great strides in recent years in operating significant events and festivals downtown. However, based on past experience, volunteer planned events are at risk when start up funding is not stable and staffing is unpredictable. Because events have significant economic development benefits in advancing tourism, promoting downtown as a destination, and bringing much needed dollars into downtown, it is important that the City provide a stable foundation for event management.

Presently, significant city staff resources are diverted toward event planning. The hiring of a part or full time events manager would provide a more effective solution to event planning. Additionally, the hiring of an events manager would:

- Allow the City to evaluate and prioritize events funding and resource allocation

- Maintain an annual events calendar
- Manage event promotion
- Identify cutting edge new events and programs to enhance Waterbury's identity
- Be accountable for programming of city spaces, e.g. Library Plaza, The Green, Library Park, future Riverfront Park

It is important to understand that downtown plazas, parks, or greenways, if left unprogrammed, will not reach their full potential for civic engagement and will remain under-utilized.

IMPLEMENTATION

Who?

In the absence of an Arts and Tourism Department (see New Haven), a downtown events coordinator (full or part time) should be placed in the office of the Mayor. If a Special Services District is enacted, there is still anticipated need for a person on the City staff to support coordination of SSD sponsored events and programs, as well as events held downtown by a variety of local organizations and non-profits.

The Waterbury Public Arts Committee is a mayor-appointed group of arts organization representatives, artists and arts educators. Working through collaborations, it has obtained funding for and administered a high-profile mosaic mural project; funded the commission of two contemporary

public sculptures; and created a highly successful annual Holiday Artisans Market in City Hall which attracts approximately 2,000 visitors and is self-sustaining. Given its successes and professional expertise, the Committee has the potential to take the lead in creating a downtown public art plan and activating the downtown through public art projects and events.

When?

Discussions should begin as soon as possible. Hiring will be funding dependent, but City should reach out to local foundations who might be interested in supporting such a position.

ACTION ITEMS

1. As part of a reevaluation of events planning in the City, benchmark Waterbury with programming and events management against comparable New England cities (i.e. New Haven, Burlington, VT, Lowell, MA, Providence, RI).
2. Explore funding opportunities with local philanthropic organizations.

Improve Civic Space Design

STRATEGY

What?

Creating well-designed civic spaces where people like to gather is an art. Although not always perceptible to the user, much thought and design goes into creating spaces that are safe, attractive, and appealing to the public. Successful cities make significant investments that contribute to public enjoyment of urban spaces. This may include colorful movable furniture, creative and comfortable seating, artistic lighting, interactive water features, pavement accents, decorative art, wifi, and other planting and landscape elements.

Why?

As the City moves forward with downtown revitalization and the creation of a high quality transit-oriented neighborhood, it is important to have a network of public spaces that will meet the needs of a new generation of residents, employees, and visitors.

Play is critically important for childhood development and health. Adults, too, need places to relax, exercise, and engage in fun and productive physical activity. A family-friendly downtown will help activate the streets with a diverse population and enhance perceptions of safety.

IMPLEMENTATION

Who?

Public Works Department with public input from residents and stakeholders.

Where?

Waterbury Green, Library Park, and future open spaces within the Freight Street District and along the Naugatuck River.

When?

Ongoing

ACTION ITEMS

1. The City is evaluating design needs of The Green, but should also assess needs of Library Park for seating, play spaces, and passive recreation. Special attention should be given to the Library's rear veranda and side deck for public seating and activation during lunch hours.
2. Future Riverfront Park will provide excellent opportunities for public recreation, athletic fields, concert space, and access to the riverfront and other types of active recreation. The City should move forward to find funding to complete Riverfront Park design.
3. The City should evaluate physical environment of Exchange Place and encourage property owners to redesign and upgrade space for future use.
4. Library Plaza will soon be complete by late Fall 2015; the City should ensure that the Plaza is adequately programmed and furnished.



Organize Downtown Events and Programming

STRATEGY

What?

Special programming, events, and installations will bring more and more people to The Green, Library Park, and Downtown. Building on existing programming, year-round activities can be planned throughout Downtown. Events should range from weekend festivals to seasonal activities, such as ice skating, that can be installed for a longer duration.

Possible programming might include outdoor fitness classes, youth Frisbee, “Salsa on The Green,” ping-pong competitions, meditation classes, chess nights, art-making, outdoor classrooms, temporary art exhibitions, a summer movie series, concerts and markets.

Why?

Special events can activate The Green on specific days and weekends, while semi-permanent, seasonal installations provide destination activities everyday. Temporary installations can be productive “urban experiments,” testing ideas and evolving over time. Programming can be used to explore the potential of smaller, available urban spaces that may become more permanent plazas.

IMPLEMENTATION

Who?

The Office of the Mayor, Waterbury Public Arts Committee, Downtown Stakeholders, MSW, Waterbury Chamber of Commerce, DPW

Where?

Existing and future parks and open spaces within Downtown including The Green, Library Park, and within the Freight Street District.

When?

Planning for future programming, events, and installations can begin immediately

ACTION ITEMS

1. The City should hire a downtown events manager (see Management Support, p.104) to develop and oversee the coordinated planning and implementation of programming for all of Downtown.
2. Prior to hiring a manager, a committee representing the City and key downtown organizations should evaluate current and future programming potential to determine viability, funding needs, and desire for various programs and special events.
3. The City should continue to support ongoing large and small special events in Downtown with infrastructure improvements to major public spaces like wifi on The Green and public restrooms.



The Green is at the heart of the Historic Downtown and is a key element to civic life in the City. Yet, today it often lacks programming and amenities to draw people to use it on a daily basis.



CASE STUDY: BRYANT PARK

New York, NY

Bryant Park, a 9-acre open space in mid-town Manhattan, is a model of successful public-private partnerships in open space and a model of successful open space programming.

Owned by the New York City Department of Parks and Recreation, it is managed by the Bryant Park Corporation (BPC), a non-profit private organization that is funded by a BID that assesses property and businesses surrounding the park.

After a slow decline culminating in the 1970s and 1980s, the BPC was founded to revitalize the park. The park was closed in 1988 for four years as the Corporation renovated the park to ensure visibility to and from the street, to improve paths and lighting, repair its restrooms and kiosks, include site furniture, and to install a new planting scheme. Following the park's re-opening in 1992, the park has enjoyed acclaim for its design, programming, and management.

Bryant Park famously hosts ice skating during winter months, holds movie nights during warm weather months, hosts concerts, includes two successful restaurants as well as kiosks, public art, amenities including well-maintained bathrooms, and technological infrastructure including Wifi.

Though Bryant Park is lauded and acclaimed, it is occasionally criticized for catering primarily towards white-collar, high income residents while overlooking other demographic groups.

If Waterbury were to follow the example of Bryant Park, particularly as it seeks to revitalize the Green, it will be important to consider all constituent groups that come to and live in Downtown and create a truly public, inclusive open space.



Provide and Maintain Public Restrooms

STRATEGY

What?

Provide necessary amenities for users of The Green and downtown with the construction and maintenance of clean, safe, attractive and convenient publicly accessible restrooms.

Why?

Providing the community with clean, safe, and environmentally-friendly rest room facilities for which there has been demonstrated need will facilitate additional use of The Green, minimize misuse of The Green and its surrounding streets and buildings, and help keep the Historic Downtown cleaner and more beautiful.

IMPLEMENTATION

Who?

Public Works Department and Parks and Recreation Department.

Where?

Waterbury Green or nearby suitable location in the Historic Downtown.

When?

6 - 12 months

ACTION ITEMS

1. Evaluate locations for public restrooms.
2. City may pursue agreements with building owners for construction of robust, publicly accessible facilities in the ground floor of their buildings.
3. City should create and enforce an effective maintenance plan to ensure that restrooms stay at a high level of quality and usability.



Public Toilet - Portland, Oregon



CASE STUDY: THE PORTLAND LOO

Portland, Oregon



About

Open 24 hours

ADA accessible

Administered by Portland Bureau of Environmental Services

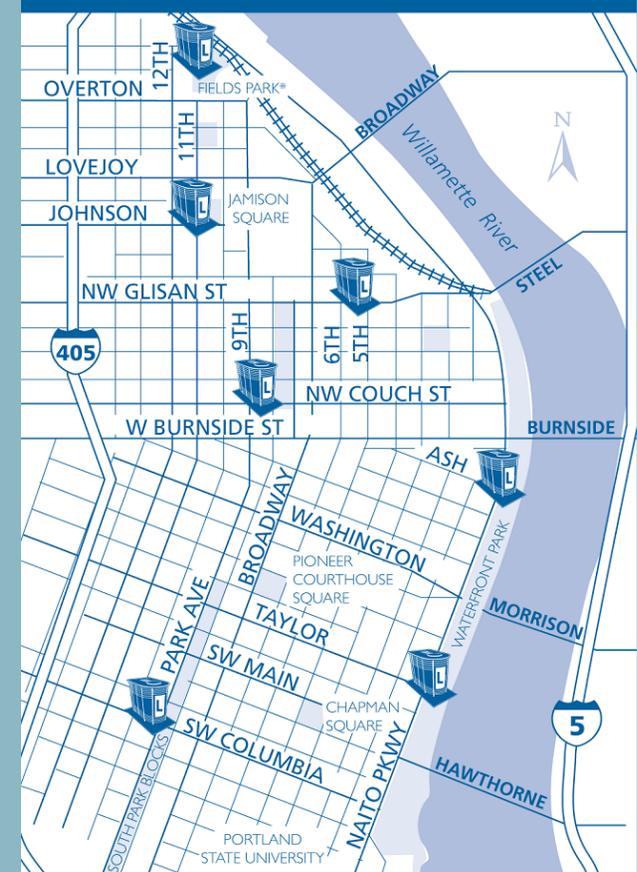
Maintenance provided by Downtown Portland Clean and Safe (BID)

Key Portland Loo Design Features

Lessons learned from other cities' failed public rest room programs

- **No running water inside:** "Some people, if they're homeless, use a sink to wash their laundry," says DiBenedetto. So there's no sink, just a spigot on the outside that pours cold water. These exterior spigots also serve pedestrians.
- **No mirror:** People tend to smash mirrors.
- **Bars at the top and bottom of the structure:** Cops can peep in near the ground to make sure there's no more than one set of feet inside. The openings also help sound flow freely, letting pedestrians hear the grunts and splashes of the person inside and the person inside hear the footsteps and conversation of pedestrians. Nobody wants to stick around such a toilet for long.
- **A graffiti-proof coating:** No one will be tagging this latrine.
- **Walls and doors made from heavy-gauge stainless steel:** "It's built with the idea that somebody could take a bat to it," DiBenedetto says. "And if they did damage it, we could replace that part."
- **Cleaned twice daily**

Find a Portland Loo near you



Key Resources

phlush.com

<https://www.portlandoregon.gov/parks/?c=59293>

Plan and Commission Public Art in Downtown

STRATEGY

What?

Public art should be an integral part of the identity of Downtown and an ongoing element of life and activity in the City. To embrace and implement an art's culture, the City should focus on several key initiatives.

1. Establish city public art guidelines for the procurement and creation of public art.
2. Create a Public Art Plan for Downtown Waterbury
3. Implement permanent and temporary public art projects.
4. Cultivate grass roots public arts culture in the City.

Why?

Public art helps shape downtown life; adds meaning to a city; humanizes the environment; brands a downtown; increases tourism; and, attracts business and investment. Public art can be monumental and iconic or small and unobtrusive. It includes monuments, sculptures, murals, mosaics, living landscapes, and functional objects such as railings, a wrought iron gate, a carved wooden bench or inlaid pavements. It can be permanent or temporary, but is accessible to the public and is created through a public process.

IMPLEMENTATION

Who?

DPW, City of Waterbury, through the Arts and Tourism Commission and Public Arts Committee in partnership with local art organizations such as Waterbury Arts and Culture Collaborative, the Mattatuck Museum, the Palace Theater, art schools, non-profit organizations, and individual artists.

Where?

Locations to be determined in Public Arts planning process. Focus should be on the Historic Downtown and the gateways into the Historic Downtown such as the railroad underpass and highway ramps and bridges.

When?

Ongoing



Cool Waters, Waterbury, CT

ACTION ITEMS

1. The City of Waterbury should adopt Public Art Guidelines to guide the commission, installation, and maintenance of public art projects. These guidelines will be drafted by the Waterbury Public Arts Committee.
2. The City of Waterbury should create a public art plan for downtown. This plan could be funded by a foundation or produced in-house by the Waterbury Public Arts Committee, which is composed of representatives of the City's major art organizations. The funding of downtown public art can be assisted through the creation of a Public Art Fund, comprised of City funding, whenever possible, corporate donations and funds raised through public fund-raising events.
3. The City of Waterbury Public Arts Committee and Department of Education should partner in the creation of high quality works of public art produced by the City's arts magnet schools, and NVCC.
4. The City of Waterbury should consider allocating seed money for public art in the annual budget to leverage grant opportunities for public art.
5. Outreach to neighborhood organizations to create opportunities amongst youth for arts engagement and thereby grow an arts culture at the grass roots level.
6. Public art should also be located at key downtown gateways to a reinforce sense of entry and beautify otherwise blighted areas. Key Gateways might include, railroad underpasses, and regional highway on/off ramps. These efforts will be coordinated with CT Department of Transportation.

Promote an Arts & Culture District

CASE STUDY: UNDERPASS ART PARKS

Washington, DC

In 2014, The NOMA BID in Washington DC identified four underpass locations within the BID boundary that would be the focus of a public arts competition.

248 teams from 14 countries entered qualifications for the competition; 49 teams were deemed qualified and invited to submit proposals. 10 finalists among those teams were granted honoraria to further develop their concepts. NOMA BID anticipates selecting winning teams and entering contracts in 2015, moving towards implementation.



PROPOSAL FOR UNDERPASS INSTALLATION SOLICITED BY THE NOMA BID IN WASHINGTON DC
[HTTP://WWW.NOMAPARKS.ORG/UNDERPASS-ART-PARKS/](http://www.nomaparks.org/underpass-art-parks/)

STRATEGY

What?

A cultural district is a well recognized, designated, mixed use area of a city in which a high concentration of cultural facilities serves as the anchor of attraction. Waterbury can build off the Palace and other existing elements to create this character district within downtown.

Why?

A cultural district could be a draw for visitors and a more cohesive way to promote Waterbury's already strong cultural events and assets

IMPLEMENTATION

Who?

Palace Theater, Mattatuck Museum, MSW, Waterbury Chamber of Commerce

Where?

Downtown will form nucleus, but arts should be promoted throughout the City

When?

Continuing the success and efforts of the Arts and Culture Collaborative (ACC) is important to developing a rich downtown identity, but does not need aggressive efforts beyond current programs and initiatives.

ACTION ITEMS

1. Explore possibility of a small scale designated arts district in downtown Waterbury.
2. Outreach by ACC and Palace Theater to various experimental theater groups in the region to initiate partnerships or tour stops.
3. Continue to grow successful Out for Art program, applying lessons from New Bedford, MA Aha! Second Thursdays program.
4. Outreach to local houses of worship for hosting of cultural events, concerts, etc.

CASE STUDY: NEW HAVEN ARTS DISTRICT

New Haven, Connecticut



This highly successful, small scale district is just one block long and was established in 1964.

CULTURAL FACILITIES

Artspace
Community Foundation of Greater New Haven
Creative Arts Workshop
Educational Center for the Arts
Little Theatre on Lincoln Street
Neighborhood Music School
New Haven Symphony Orchestra

Create Shared Artist Studio Spaces

STRATEGY

What?

Attract an artist population with dedicated shared studio and gallery spaces.

Why?

Artists help transform areas into dynamic communities creating vibrant street life. The arts community contains a series of small businesses that provide jobs and services. Finally, artists' work can dramatically enhance the quality of neighborhoods for residents and visitors. Artists often seek affordable housing options which are increasingly scarce in the New York City area and affluent suburban towns.



IMPLEMENTATION

Who?

A private developer in collaboration with the City of Waterbury and WDC, in consultation with Mattatuck Museum as an advisor and outreach coordinator. Future housing director will assume responsibility for outreach.

Where?

Artists can occupy less-finished spaces than a traditional tenant. Therefore a variety of downtown spaces might be appropriate for artist rentals. Spaces should have good light, ventilation, and a street level presence.

When?

Given the large amount of vacant space downtown and the significant demand for artist studio space, this is an initiative that can be undertaken immediately.



ACTION ITEMS

1. The City of Waterbury, WDC and the future Housing Director should identify potential suitable properties for shared artist studio spaces.
2. In the Freight Street District, consider providing density bonuses to developers who will incorporate shared artist studio spaces into their program.
3. Identify local and state funding sources and financial incentives to assist in developing shared studio spaces.
4. Mattatuck Museum should assist property owners and developers in devising the proper criteria for determining artist eligibility.



CASE STUDY: ARTIST SPACE BOSTON

Boston, Massachusetts

The Boston Redevelopment Authority's (BRA) Artist Space Boston began in 2002. This program is administered in partnership with the Dept. of Neighborhood Development

Artist Space Boston is particularly interested in projects which create spaces that:

- Are permanently dedicated to artists,
- Are located in zones between industrial and residential neighborhoods in locations that do not support traditional family housing,
- Offer live/work spaces or work-only spaces for rent and for purchase at a variety of prices.
- Are affordable and targeted to a specific cohort



Participating developer | Factory 63 South Boston Waterfront



The BRA has piloted a certification process to ensure that only artists occupy artist spaces. Artists who are interested in becoming eligible to apply for live/work housing (rental and ownership) that requires artist certification can apply to be certified by a panel of peers through a mail-in application.



Encourage Food Trucks

STRATEGY

What?

Generating a food truck culture is part of a multifaceted economic development strategy:

- Encourage Waterbury residents to start food truck businesses. At present time, daily foot traffic in the downtown is not heavy enough to attract significant number of non-local food trucks with established sites in other Connecticut cities.
- Create and market local food truck program at designated times and locations (i.e. in front of City Hall, Library Park)
- Encourage event organizers expecting large crowds to invite state-wide food trucks to attend.
- Consider an annual food truck festival that would be marketed state-wide (Freight Street)

Why?

Food trucks in Downtown will help serve employees, students, and residents by offering greater variety than can be provided in brick-and-mortar format alone.

Food trucks can also support aspiring restaurateurs as they are a less capital intensive way to start a food based business than opening a restaurant. Growth of a food truck culture would be consistent with Waterbury's culture, offering ethnic cuisines representative of Waterbury's diverse population.

The mobile food industry has the unique potential to create new employment opportunities, small business growth and favorable conditions for culinary entrepreneurs in Waterbury.

Food trucks ultimately support business downtown by encouraging foot traffic and populating the street with pedestrians, rather than stealing business from existing establishments. The presence of food trucks "grows the pie" of available options, benefiting all.

IMPLEMENTATION

Who?

Development of locally owned food truck businesses can be supported through the WDC's business loan program. Promotion of existing and future food trucks should be supported by public and private event organizers and by the City of Waterbury and MSW. An annual food truck festival will require coordination among a number of downtown organizations.

Where?

Food trucks have the distinct advantage of being mobile. Food trucks should be incorporated into existing events - be they held at the Library Park or on the Green or elsewhere. Food trucks could also anchor their own event. The vast expanses of land within the Freight Street District pose a unique opportunity for an event that is anchored by food trucks, such as a food truck round up (pictured below). This could increase visibility and excitement around the Freight Street District.

When?

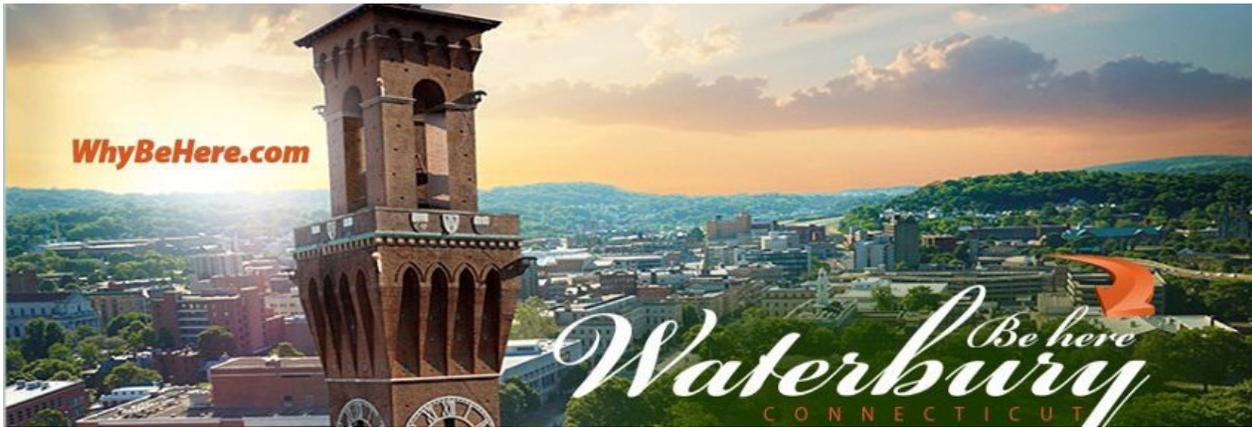
There are few barriers to bringing food trucks to Waterbury in the very near term, particularly during warm-weather months. This is a high priority initiative that can start immediately.



ACTION ITEMS

1. City should pass an explicit ordinance permitting food trucks parking on public streets and streamlining regulation and permitting process, which currently goes through the police department. Can be modeled after City of Boston's recently enacted Food Truck Ordinance.
2. WDC should promote applications for business loans by local food truck operators.
3. City social media coordinator should make every effort possible to promote and communicate the time, day, and details of upcoming food truck events.
4. City to encourage local organizations to host an annual food truck festival.

Cultivate and Protect Downtown's Identity



STRATEGY

What?

Downtown should be marketed as a distinct place with a unique character. This character should build upon and celebrate existing assets and speak to the longer-term aspirations of Downtown as a mixed-use, transit-oriented, 21st century neighborhood.

In large part, the success of Downtown and the strategies in this plan will hinge on the ability to improve Downtown's image. Outreach and marketing should present Downtown as "the place" to go in the region for dining, entertainment, socializing, shopping, work, and living.

A marketing strategy that showcases Downtown as the local hub of things to do and see should be created. This brand identity should balance the marketing of Downtown's historic assets with the reinterpretation of Downtown as a modern, young,

and vibrant downtown. This strategy should include an internet and social media presence, print media efforts, events, schedule, press, and should result in a cohesive brand identity for Downtown. This strategy should be prepared by a professional marketing and branding firm.

Why?

The more visibility Downtown has, the more people are likely to choose to come Downtown than go to alternate suburban locations in Waterbury or neighboring towns. Overcoming the perception that Downtown Waterbury is unsafe, highlighting Downtown's existing restaurants, shops and events, and increasing the number of things "to do" Downtown will be vital to the future of Downtown as a vibrant, active place.

IMPLEMENTATION

Who?

The City of Waterbury in partnership with the Chamber of Commerce, MSW, and WDC.

Where?

Social media, internet, print, events, press opportunities and installations throughout the City of Waterbury and among neighboring towns.

When?

This can happen immediately and should be timed for release when it would have maximum impact, likely in Spring or Summer when the most people are likely to come into the city and the most events can take place.

ACTION ITEMS

1. The City of Waterbury should appoint an Historic Commission that would review any proposed physical alterations and additions to historic buildings and landscapes.
2. The City of Waterbury should establish a Downtown Village District to protect Waterbury's asset, govern signage, lighting and other elements of placemaking.
3. The City of Waterbury should engage a branding and identity consultant to develop a comprehensive strategy for communicating Downtown Waterbury's assets and opportunities.

“Underground Waterbury”

STRATEGY

What?

Create and distribute a small (2-4 quarterly issues) series of free, unsolicited, glossy magazine focused on the edgier and less known assets of Downtown. This magazine should extoll the virtues of the rawness of the Downtown riverfront and the commingling of old and new. This publication would target young residents, artists, students, and professionals. The aim of this publication is to entice a younger market to live, work, and play in Downtown.

Authenticity is critical in this effort. The “grit” of Downtown Waterbury should be represented. This magazine could include interviews, reviews of restaurants, bars and clubs, profiles of local individuals, advice columns, promotions of local events, and the local art and culture scene. This publication should focus on “next generation” views on politics, art, culture, and current events.

This publication must have extreme visual appeal, a sense of intrigue, and counter-cultural appeal.

Why?

It is critical to change young people’s current perception of Downtown Waterbury. This unusual marketing tool will be able to reach a younger and more creative population than the City has traditionally been able to reach. This effort could be the foundation for a sustainable business enterprise and support and advertise new businesses in Downtown. This is a very important first step in changing Downtown’s identity.

IMPLEMENTATION

Who?

Directors of the Mattatuck Museum, MSW, and the Palace Theater should identify a group of young participants that could form a collective to spearhead this effort. With the guidance of the Directors of the Mattatuck Museum and the Palace Theater, the collective could seek seed funding from a local foundation for this endeavor.

Where?

Free distribution in and around Downtown establishments and neighboring communities.

When?

This must be a carefully thought-out and executed marketing tactic that will take time to develop. The specific timing should relate to the content and message of the publication.

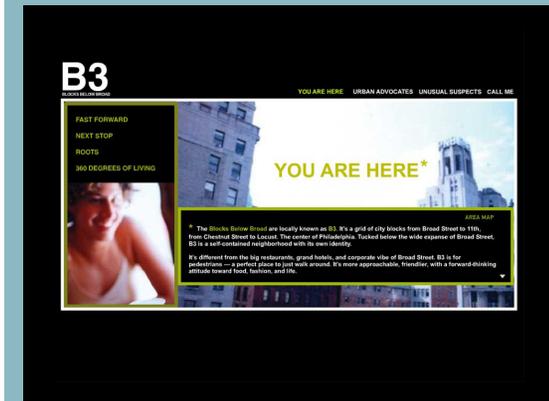
ACTION ITEMS

1. With initial guidance from the Directors of the Mattatuck Museum, MSW, and the Palace Theater, form a collective of young talent.

CASE STUDY: B3 / BLOCKS BELOW BROAD Philadelphia, Pennsylvania

As an area of Philadelphia just below Broad Street was being revitalized and redeveloped, the branding and advertising firm OneSixtyOverNienty was hired to develop a strategy for branding the district. The concept, which became “Blocks Below Broad” or “B3”, focused on the interesting mix of grit and elegance to highlight the restaurants, independent retailers, and boutiques that were establishing themselves in the neighborhood.

An initial glossy magazine that showcased existing character, interviewed residents and merchants, and highlighted new projects was distributed, unsolicited, throughout Philadelphia in shops, cafes, salons, restaurants, waiting rooms. This “guerilla” effort helped kick off the brand and exposed the district to the larger city and community.



“Unlocked Waterbury”

STRATEGY

What?

Host a day where the public can gain free admission to Downtown’s architecture and landmarks. This day will include guided tours of hidden assets and inaccessible spaces such as the Palace Theater’s backstage and sound booth, the Train Station Bell Tower, the Mattatuck Museum’s archives, the Rose Hill Mansion and the Howland Hughes bank vault and vacated floors. Free admission to Downtown’s museums and institutions

Why?

Hosting an open doors day event with wide participation among Downtown’s building owners and operators will, if widely advertised, bring a rush of visitors to Downtown. These visitors could include locals who wish to take advantage of free admission to beloved institutions or get inside beloved buildings that have been closed to the public for years (for example, the Howland Hughes building). Visitors could also include potential residents, new businesses, and developers. The City should capitalize on this low-investment event by widely advertising it, directly reaching out to potential development partners and new businesses, and coupling this event with appearances by the Mayor and other high-profile residents.

IMPLEMENTATION

Who?

Main Street Waterbury

Where?

This event can and should encompass all of Downtown including The Palace Theater, UCONN, Howland Hughes building, City Hall, Post Office, Basilica, Arts School, Train Station Bell Tower, Mattatuck Museum, properties within the Freight Street District, vacant and available office and residential space, historic homes, etc.

When?

A warm-weather weekend.

ACTION ITEMS

1. Coordinate with building owners to have tours and information available.
2. Develop an advertising campaign to showcase the day and buildings.
3. Work with local restaurants and vendors to have special tastings and events happening in conjunction with the open door event.

CASE STUDY: DOORS OPEN LOWELL

Lowell, Massachusetts

“Doors Open Lowell offers an insider’s look into the preservation of many of Lowell’s magnificent historic buildings. It’s a free annual event held during National Preservation Month to celebrate Lowell’s architectural heritage and urban living and culture. Together these have made Lowell a creative and exciting place to live and work.”



Doors Open Lowell takes place over two days, Friday evening and Saturday, in May and highlights the historic architecture of Lowell. It is a very successful event for downtown that is now in its 14th year.

<http://www.doorsopenlowell.org/>

Create a Special Services District (SSD)

STRATEGY

What?

Just as a mall or shopping center is managed, tenanted, programmed and advertised by a single entity, so can a Special Services District or SSD organize an urban district. A Special Services District (SSD) is created through a special city ordinance that levies an incremental tax on businesses to fund programming and other special services. In the case of Waterbury, a SSD would probably be funded through a blend of sources in addition to the incremental tax. The SSD needs to have an adequate budget to support robust downtown improvements without overburdening downtown businesses. Though a SSD relies on the businesses within it for funding, this funding need not be an additional burden for businesses, but rather an effective pooling of resources to achieve greater results.

SSD initiatives might include safety measures such as the presence of paid SSD ambassadors, street beautification, trash collection, programming and events. Once enacted, the SSD manages itself and is free to allocate its funds in its own best interest. A SSD can help streamline management of downtown improvements, activities, events and programming and create a strong unified brand for the downtown district.

Implementing a SSD can be an extremely effective way of increasing programming, events, and festivals in the Downtown Core. SSD programming examples include outdoor movies, concerts, food trucks, trivia nights, farmers markets, road races

and other seasonal events. SSD programming can supplement and coordinate with institutional programming, creating a coherent overlay of events and activities to downtown life.

Why?

A successful public realm - the places where anyone can go, including streets, parks, public buildings - is characterized by the combination of commerce, social interaction, and leisure mixing easily in an attractive, pedestrian scaled outdoor setting. People are attracted to a thriving public realm by the simple enjoyment of being there. This, in turn, sparks economic activity, social engagement, and increases the perception of safety in an urban environment. For this to be achieved, the public realm needs to be safe, well designed, and thoughtfully programmed. A SSD can be a great catalyst for organizing resources that are already being put toward improving downtown. Successful SSDs activate streetscapes, brand a city, and improve ownership values.

IMPLEMENTATION

Who?

City of Waterbury with buy-in from the Downtown business community and support from MSW

Where?

See proposed SSD boundary map

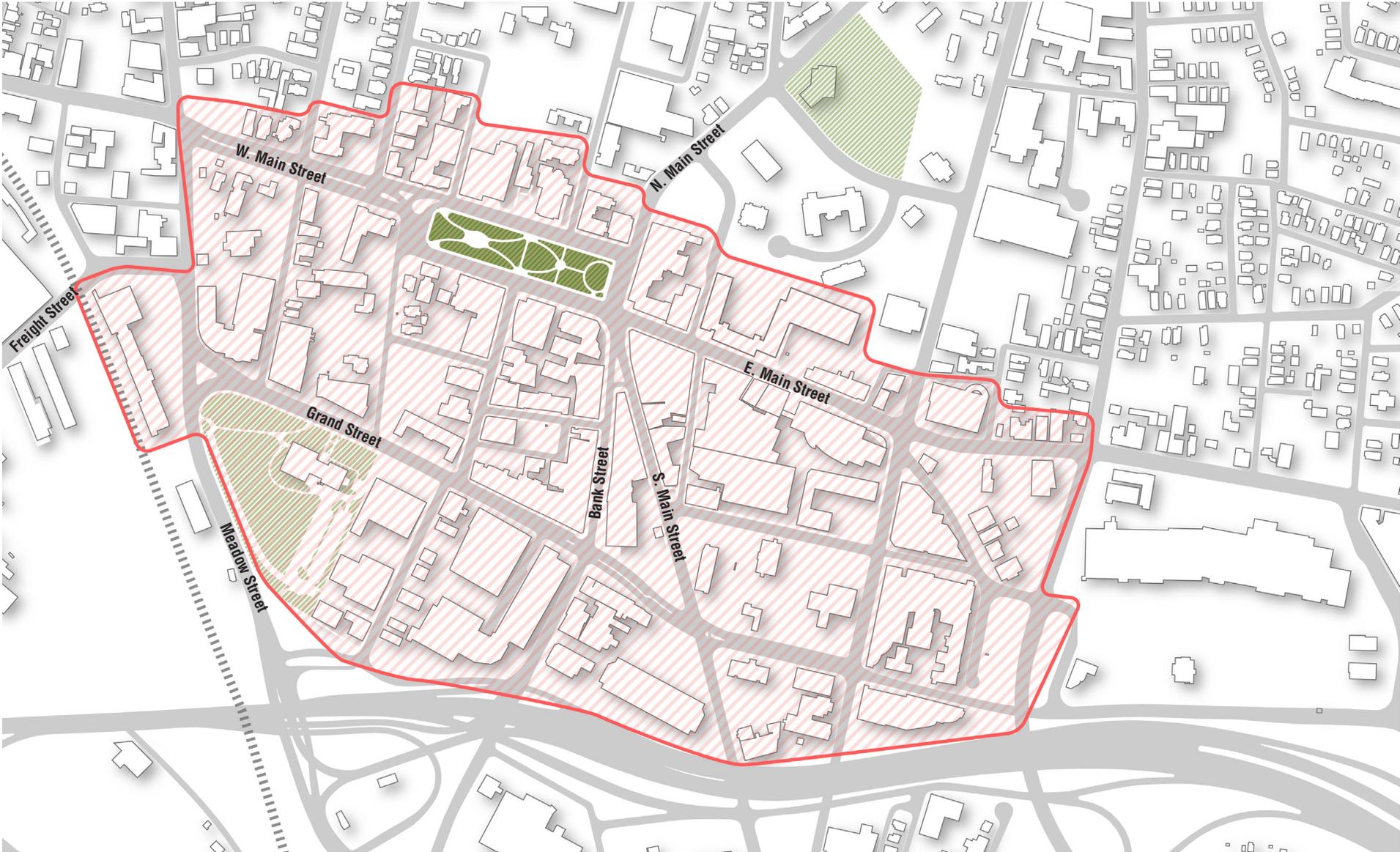
When?

Outreach and education should begin in 2016 to allow the City time to identify a champion for the SSD.

ACTION ITEMS

1. City of Waterbury must educate the Downtown business community and elected officials on the benefits of a Downtown SSD.
2. The City should identify a team of core SSD supporters who will lead the SSD campaign.
3. City Alderman vote to establish a SSD and determine the SSD boundary and adopt an ordinance establishing the SSD.
4. Undertake a national search for an experienced SSD director.
5. Create guiding principles and mission of Waterbury SSD as well as comprehensive budget with fund-raising goals.

PROPOSED SSD BOUNDARY



CONNECTICUT SPECIAL SERVICES DISTRICT REGULATIONS

A municipality can form a Special Services District (SSD) to promote the economic and general welfare of its citizens and property owners. Among other things, the district can:

1. Acquire and convey real and personal property;
2. Provide any service that a municipality can provide, other than education;
3. Recommend to the municipality's legislative body that it impose a separate tax on property in the district to support its operations;
4. Borrow money for up to one year backed by district revenues; and
5. Build, own, maintain, and operate public improvements.

District Formation

Although the statutes suggest that municipal officials start the formation process, the initiative usually comes from property owners who desire extra public services and are willing to pay for them through extra property taxes.

Municipality adopts an ordinance establishing the district. The ordinance takes effect only if the affected property owners vote within 60 days to approve it

District Configuration:

The law allows four configurations, depending on whether the ordinance divides the district into sub districts or separates property into different classes. ([See table below](#)).

	Property Classification	
District Type	No Classification	Classification
Undivided district	<ul style="list-style-type: none"> • Majority of property taxpayers approves district and • Total assessed value of their property exceeds half of the total assessed value of all taxable property in the district 	Within each property class <ul style="list-style-type: none"> • Majority of property taxpayers approves district and • Total assessed value of all their property exceeds half of the total assessed value of all taxable property in the group
Subdivided district	Within each sub district: <ul style="list-style-type: none"> • Majority of property taxpayers approves district and • Total assessed value of all their property exceeds half of the total assessed value of all taxable property in the sub district 	Within each sub district: <ul style="list-style-type: none"> • Majority of property taxpayers in each property class approves district and • Total assessed value of their property exceeds half of the total assessed value of all taxable property in the property class

CASE STUDY: NEW HAVEN BID, TOWN GREEN DISTRICT

New Haven, Connecticut

The Town Green District in New Haven was established 1996. It includes 389 taxable parcels and collects an annual revenue of roughly \$1.4M from assessments, city, and private contributions. About 16% of that revenue goes to administration, most is going to direct improvements, events, and programming.

TOWN GREEN DISTRICT GOALS

1. Placemaking and User Experience

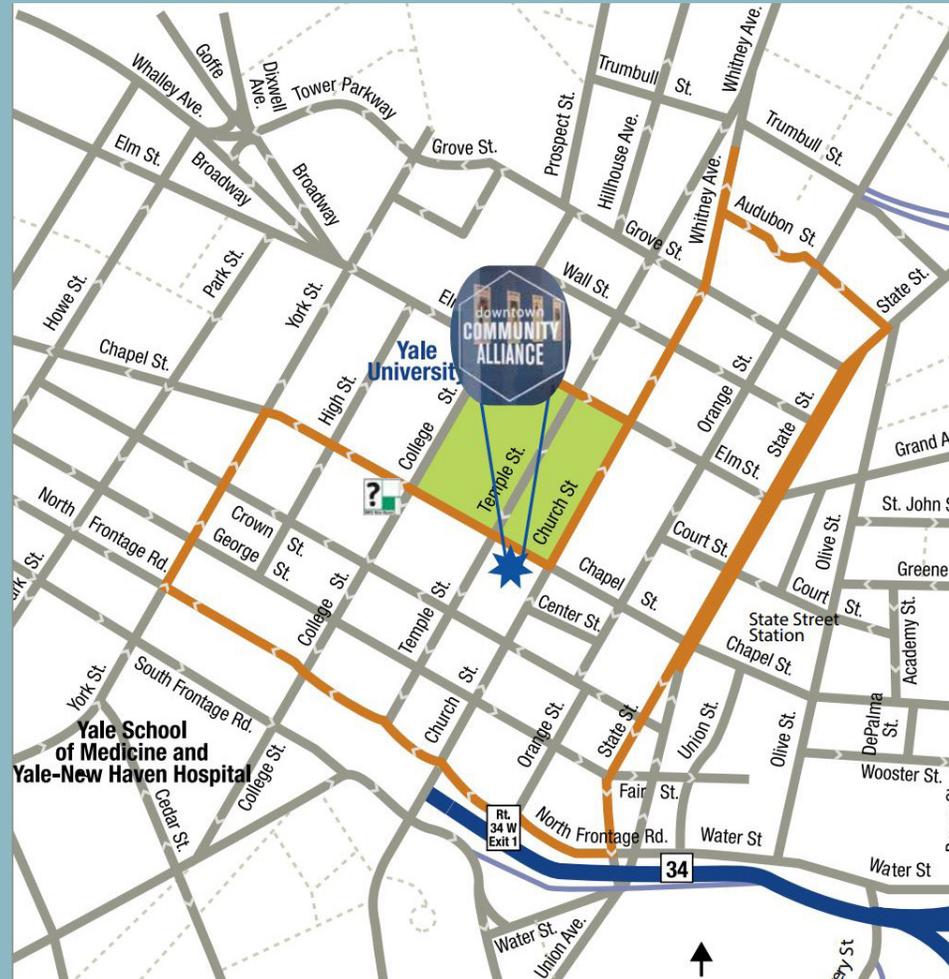
- Downtown Community Alliances (Safety Initiative)
- Street Furniture program
- Wayfinding
- Nightlife (Taxi Stand, Safety Committee)
- Whitney/Audubon (intersection interventions to increase safety)
- Terrasse Program (parklets)

2. Communications and Retail Promotions

- Social media/Online Presence
- Shop | Dine | Park card works like credit card but gives promotions for local businesses, lower processing fees for businesses

3. Economic Prosperity and Advocacy

- ON9 – First Friday Events on 9th square
- Retail Sq Ft – Business Recruitments and Retention



www.towngreendistrict.com/wp-content/uploads/2013/05/Town-Green-Annual-Report-web.pdf

Acknowledgements

Waterbury Steering Committee

Neil O’Leary, *Mayor - City of Waterbury*
Kevin DelGobbo, *Senior Advisor - Office of the Mayor*
Robert Cappelletti, *Executive Director - Waterbury Housing Authority*
Judy Mancini, *Office of the Mayor*
Joseph McGrath, *Economic Development Director - Office of the Mayor*
Kathleen McNamara, *Grants Administrator - Office of the Mayor*
Todd M. Montello, *Chief Executive Officer - Waterbury Development Corporation*
William Morris, *Chairman of Board of Directors - Waterbury Development Corporation*
Mike O’Connor, *Regional President - Webster Bank*
Salvador Porzio, *Project Manager - Public Works Department*
Carl Rosa, *President - Main Street Waterbury*
James Sequin, *City Planner*
James Smith, *CEO and Chairman - Webster Bank*
M. Catherine Smith, *Waterbury Public Art Committee*

Community Stakeholder Participants

Robert Burns, *Director - Mattatuck Museum*
William Campion, *CEO - Campion Ambulance*
Pat Gallagher, *Council of Governments*
Sam Gold, *Council of Governments*
Joan Hartley, *Connecticut State Senator*
William Pizzuto, Ph.D., *Executive Director - University of CT Waterbury Campus*
Frank Tavera, *Chief Executive Officer - Palace Theater*
Leon Vacaralli, *Lux Financial - Downtown Business & Property Owner*

Sasaki Associates

Fred Merrill, *FAICP, Principal in Charge*
Robert Culver, *Project Advisor*
Katie Flynn, *Senior Urban Designer / Project Manager*
John Sugrue, *AIA, Senior Urban Designer*
Jonathan Trementozzi, *Senior Economic Analyst*
Theresa O’Neil, *Planner/Economic Analyst*
Einat Rosenkrantz, *Urban Designer*

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City of Waterbury, Connecticut
Sasaki Associates
August, 2015

