

Draft for Review



Town of Watertown Plan of Conservation and Development

Draft for Review

October 4, 2017

Town of Watertown Planning & Zoning Commission

with assistance from



MILONE & MACBROOM



Table of Contents

Part 1 – Vision, Goals, Policies, and Recommendations

Chapter	Name
1.	Introduction
2.	Future Land Use Plan
3.	Consistency with State and Regional Plans
4.	Action Agenda and Implementation Plan

Part 2 – Topical Reports

Chapter	Name
1.	Demographics and Housing
2.	Existing Land Use and Zoning
3.	Transportation
4.	Economic Development
5.	Community Facilities and Services
6.	Natural Resources
7.	Parks, Recreation, and Open Space

Part 1.

Vision, Goals, Policies, and Recommendations

Chapter	Name
1.	Introduction
2.	Future Land Use Plan
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4.	Action Agenda and Implementation Plan

Introduction

What is a Plan of Conservation and Development?

A Plan of Conservation and Development is the official statement from a municipality setting forth its goals and aspirations for the future land use, development, and environment of the community. Typically, these plans include information about current housing stock, utilities, roads, parks and recreational facilities, and natural resources as well as strategies for how those features should be improved or maintained in future years. Chapter 126, Section 8-23 of the Connecticut General Statutes requires that a town's Planning and Zoning Commission "prepare, adopt and amend a plan of conservation and development for the municipality." The recommendations of such a plan are drawn from data, independent analysis, and the knowledge and goals of the community and government. Together, they convey broad ideas about future development, conservation efforts, and the improvement of the Town over the next decade and beyond. The Plan is intended to direct both public and private development, embodying not only a long-term community vision but also acting as a guide to short-term decision making. Maintaining a current and relevant plan allows all of the land use and development decisions made in a municipality to be consistent with its Plan of Conservation and Development.

How to Use the Plan

This Plan is not intended to be a static blueprint but rather a set of comprehensive and general guidelines for future development decisions that can be dynamically applied to specific proposals and initiatives. Since the Plan is comprehensive, a literal interpretation of one section of the Plan may reveal an inconsistency with other objectives. Thoughtful compromise is necessary. To determine conformance with the Plan, a user is required to balance competing planning goals and consider the realities and precise location of a specific proposal.

Part 1 of the Plan should be considered the primary focus for every user attempting to determine the conformance of any proposal because it contains the Plan's recommendations, the Action Agenda, and Future Land Use Plan. The Action Agenda is comprised of eight major themes with accompanying goals, objectives, and strategies. The Future Land Use Map not only provides recommendations for the most appropriate locations of and relationships between major land uses and conservation priorities but also

descriptions of the desired uses of each future land use category. When using the Future Land Use Map, the user must realize that sharp and distinct boundaries often do not always exist because of the generalized nature of the Plan.

Each specific proposal must be evaluated within the context of its immediate surroundings to adequately determine conformance. Site visits are often necessary to understand how well a proposal conforms to the Plan. Proposals should be evaluated for conformance by assessing how well the initiative or proposal fits within, or detracts from, the framework of themes, goals, and objectives presented by the Action Agenda as well as how well the proposal is located relative to the Future Land Use Map.

Part 2, while not essential for determining conformance of a specific proposal, has analysis, background information, and supporting data for a variety of topics, including land use, demographics, transportation, economic development, and natural resources. Ongoing initiatives described in Part 2 should be considered in conformance with the Plan.

Plan Implementation

To facilitate the implementation of the recommendations contained in this Plan, an Action Agenda and an Implementation Plan are included at the end of Part 1. The Action Agenda was formed as a result of the public participation process, stakeholder meetings, and staff interviews. It identifies goals, objectives, recommendations, and actions that the lead agencies proposed for implementation and the time frame for implementation.

The lead agency, by the nature of its mission and authority, is the logical party to spearhead the implementation of a particular proposal. Many proposals will certainly involve input from multiple agencies, including many not listed in the implementation Plan. The nature of the activity required of a lead agency will vary depending on the type of recommendation. Some activities involve budget commitments and capital expenses; some require advocacy and promotion, and others call for administrative action.

Time frames are defined as ongoing, short term (1 to 3 years), mid-term (4 to 6 years), and long term (7 to 10 years). Many of the short-term items may already be scheduled into the town's Capital Improvement Program or may be activities and policies that are in place and need to be continued. Some short-term recommendations may have evolved as part of the planning process and need to be inserted into the Capital Improvement Program.

Mid-term and long-term activities are considered important but are placed "down the road" in recognition of the fact that limited resources are available both in terms of time and money to implement the Plan. Mid-term and long-term capital projects may also require some intermediate planning and design activity before project implementation can take place.

Creating a Plan Implementation Committee is the first and most important recommendation of the Plan of Conservation and Development. The Plan Implementation Committee should be comprised of elected officials, board and commissioner members, town staff, and other entities who are responsible for implementing the Plan. The entities responsible for pursuing the goals in this Plan are accountable to the ongoing decisions and priorities expressed by the Plan Implementation Committee, boards and commissions, and the town as a whole. In addition to shepherding specific objectives forward, the Plan

Implementation Committee is also responsible for periodically taking stock of the progress achieved so far, recognizing changes in conditions that may render some objectives infeasible or inappropriate, and refocusing the efforts of all major responsible entities to ensure continued progress towards the Plan's goals. It is recommended that the Plan Implementation Committee meet quarterly or semi-annually over the next decade. Finally, the Plan Implementation Committee should continue dialogue with the community on specific policy objectives and should hold public forums every two years to update the community on the Plan's progress.

Vision Statement

Over the next 10 years, Watertown will offer a high quality of life that focuses on its walkable, mixed-use village centers and surrounding residential neighborhoods. These neighborhoods will contain a diverse range of housing options that cater to Watertown's varied households including young adults, families with children, and senior citizens all conveniently located in areas with existing infrastructure in close proximity to shopping areas, services, and institutions. Residential neighborhoods will connect to commercial, industrial, and open space areas using a diverse transportation system, including a well-maintained road network, sidewalks, bicycle trails, and public transportation. There will be sufficient economic activity to provide employment opportunities for residents of varying skills and educational levels while generating enough municipal revenue to keep tax rates reasonable. Watertown's forests, farmlands, and environmentally sensitive areas will be preserved in a manner that protects natural resources, preserves rural character, and enhances quality of life.



Future Land Use Plan

The Future Land Use Plan illustrates the proposed pattern of conservation and development for the Town of Watertown. It recommends the most appropriate locations for and relationships between major land uses, including residential, commercial, and industrial as well as conservation priorities. The Future Land Use Plan is both a narrative and graphic presentation of the town's vision for the future.

The Future Land Use Plan focuses largely on existing land use and development patterns, environmental and natural features, physical features, current and potential zoning designations, and planning analyses conducted as part of the overall drafting of the Plan of Conservation and Development. As a result of the public workshop and community surveys, the desires and visions of the citizens and community stakeholders were also incorporated into the final Plan.

Relationship Between Future Land Use and Zoning

The Future Land Use Plan presents an overall vision of the types and locations of different land uses throughout the town as well as a basis for potential zoning changes. It differs from the town's zoning regulations in that it is meant to inform and guide, not regulate, future development. The key to successful future development is the creation of zoning regulations, design guidelines, and implementation strategies that explicitly outline and promote Watertown's Future Land Use vision. After the Plan of Conservation and Development is adopted by the Planning and Zoning Commission, consideration of zoning changes is the next step in the implementation process.

Future Land Use Categories

The Future Land Use Plan contains 14 land use categories, which are described below. Due to the generalized nature of the Future Land Use Plan, there may be individual properties within a given area with an actual land use that differs from the Plan's land use designation.

Village Density Residential

Village density residential areas are located within the villages of Watertown and Oakville and contain a mix of single- and multi-family homes. Both areas are served by sanitary sewer and public water infrastructure, which allows densities of two or more dwelling units per acre. These areas contain high

enough population densities to support neighborhood-scale retail and house major institutions such as schools, religious groups, fraternal organizations, and government offices. In order to maintain their walkable and mixed-use character, policies should promote context-sensitive infill development in these areas. Senior housing should be prioritized in this area due to its proximity to transit, institutions, shopping, and services.

Medium Density Residential

Medium density residential areas are found on the outer edges of the village centers and contain single-family homes at densities ranging from 1 to 2 dwelling units per acre. Population densities are not high enough to support neighborhood-scale retail, although these areas are within a short driving distance to shopping areas. New development should be served by sanitary sewers since lots are not large enough to accommodate subsurface on-site waste disposal. Sewer service should also be extended to existing developments that have septic issues. It is recommended that the town promote single-family infill development in these areas.

Low Density Residential

Low density residential areas are transition areas between Watertown's villages and rural lands. These areas contain single-family homes at densities ranging from 0.5 to 1 dwelling unit per acre mixed with farmlands and open space. Sewer expansion should be decided on a case-by-case basis for existing developments with consideration given to areas with failing septic systems where sewer service is needed for public health purposes. All new residential developments should be on lots that can accommodate subsurface on-site waste disposal. A balance between conservation and development objectives should be implemented in this area and environmentally sensitive areas such as wetlands, riparian corridors, farmlands, and contiguous forests should be protected.



Village density residential areas are categorized by a mix of single- and multi-family development © Google Maps



Medium density residential areas are characterized by a single family homes on 0.5 to 1 acre lots and are located on the outskirts of the village centers. © Google Maps



Low density residential areas are characterized by a single-family housing interspersed with open space © Bing Maps

Rural Residential

Rural residential areas are found in Watertown's northern and western neighborhoods, near the borders of Morris, Bethlehem, Woodbury, and Middlebury. Rural residential areas contain very low density residential uses with densities of less than 0.5 dwelling units per acre. This area is also characterized by extensive farmlands, forests, and protected open space. Much of the land in this category is within public water supply watersheds and aquifer recharge areas. Sewer service should be avoided and the protection of agrarian resources such as barns, fields, and stone walls should be a priority. New development should seek to enhance the rural and agrarian nature of these areas.

General Commercial

General commercial districts encompass areas of Watertown that provide general retail, office, and service sector space. These areas are located along state highways, notably Route 63 and Route 73. Land use patterns in these areas generally cater to automobile traffic, making them the most appropriate areas for big-box retail stores, drive-thrus, and auto-related uses. Straits Turnpike is the largest general commercial area in Watertown. Additional design guidelines should be established in this area along Main Street to better integrate with commercial development in the village centers.

Downtown Core

Downtown core areas are centered on Main Street in Watertown and Oakville and contain a mix of retail, offices, services, major employers, institutions, and multi-family residential uses. Unlike general commercial areas, the downtown core contains mixed-use buildings and is reliant on on-street parking and shared parking areas. The downtown cores are located along major state highways, are served by an extensive sidewalk network, and are located along bus lines. Development in these areas should continue to be "pedestrian scale" and could be enhanced with



A farm located at 586 Litchfield Road. Image courtesy of the CT Trust for Historic Preservation



The Main Street general commercial area contains a mix of retail, office space, and services. Design guidelines could better integrate this area with Main Street in Watertown and Oakville. © Google Maps



Design guidelines for Downtown Oakville should encourage new development that is cohesive with the area's industrial heritage, including the Pin Shop.

streetscape improvements, traffic calming, pedestrian enhancements, and parking improvements. Development should continue to respect local styles, including those governed by the historic districts. In Oakville, new development should be cohesive with its “industrial village” character while in Watertown new development should align with the traditional “New England village” vernacular.

Neighborhood Commercial

Neighborhood commercial areas are small-scale retail nodes in Watertown and Oakville that primarily cater towards the surrounding residential population. Neighborhood commercial nodes are found on Davis Street, Buckingham Street, Falls Avenue, and Route 6. Population densities of at least 2 dwelling units per acre are needed in order to support neighborhood commercial nodes, and infill residential development in the surrounding neighborhoods should be pursued in order to strengthen these nodes. Many neighborhood businesses rely on foot traffic, and therefore, sidewalk improvements should be prioritized in these areas.

Straits Turnpike North

Straits Turnpike North is located on Route 63 and Bunker Hill Road and serves as a transitional area between the Straits Turnpike commercial area and residential neighborhoods to the north. Current uses include single-family homes, residential care facilities, and office space. Public surveys conducted during the POCD process indicate that the community is split over whether to permit or prohibit commercial development in this area. The Future Land Use Plan recommends that future development proposals in this area should be designed in a manner that is consistent with the transitional nature of this area and should be considered on a case-by-case basis. Special consideration should be given to potential visual and traffic impacts to surrounding residential areas, and community outreach should be conducted for future development proposals.

Institutional

This category includes major public and private institutions such as schools, cultural sites, government buildings, religious organizations, and hospitals. Only parcels that were larger than 7 acres were identified on the Future Land Use Map. Institutions may be located within a variety of land-use categories and should complement surrounding development. Neighborhood-scale institutions such as schools and religious institutions are appropriate in village density residential areas, while larger scale institutions such as government buildings are most appropriate in commercial areas and the Downtown core.



New development in Downtown Watertown should be consistent with historic development patterns © Google Maps



Neighborhood commercial nodes are home to small scale convenience retailers catering Watertown's village areas © Google Maps

Industrial Park

The industrial park district is Watertown's employment center and is intended to house manufacturing, wholesaling, warehousing, transportation, and distribution facilities. The industrial park district is located north of Route 262 between Buckingham Street and Route 8. This area encompasses the existing Watertown Industrial Park as well as the vacant land east of Turkey Brook. The industrial park is located in close proximity to the highway system, has large lots, and resembles a "campus-like" setting. These areas are separated from residential areas, can accommodate major traffic generators, and are suitable locations for outdoor storage and manufacturing.

Light Industrial

Light industrial areas are characterized by small scale machine shops, wholesalers, manufacturers, and distribution facilities. Major light industrial districts include DiNunzio Drive and Commercial Street. Due to their proximity to residences and natural resources, industrial uses should be more restricted and visual, air, traffic, and noise impacts to the surrounding areas should be minimized to the greatest extent possible.

Open Space & Recreation

This category includes public parks, recreational facilities, state forests, water utility lands, cemeteries, land trust properties, and conservation easements. The largest tracts of open space are found in northern Watertown, along the border with Thomaston. Over the next decade, the Town should encourage the preservation of lands adjacent to existing open spaces. In addition, efforts should be made to protect environmentally sensitive lands such as wetlands, riparian corridors, greenway corridors, land within public water supply watersheds, areas with state-listed species on the Natural Diversity Database (NDDDB), and contiguous forests.



The Watertown industrial park is home to many of Watertown's largest employers. © Google Maps



Light industrial areas are characterized by a mix of small scale manufacturing, distribution, and wholesalers. © Google Maps



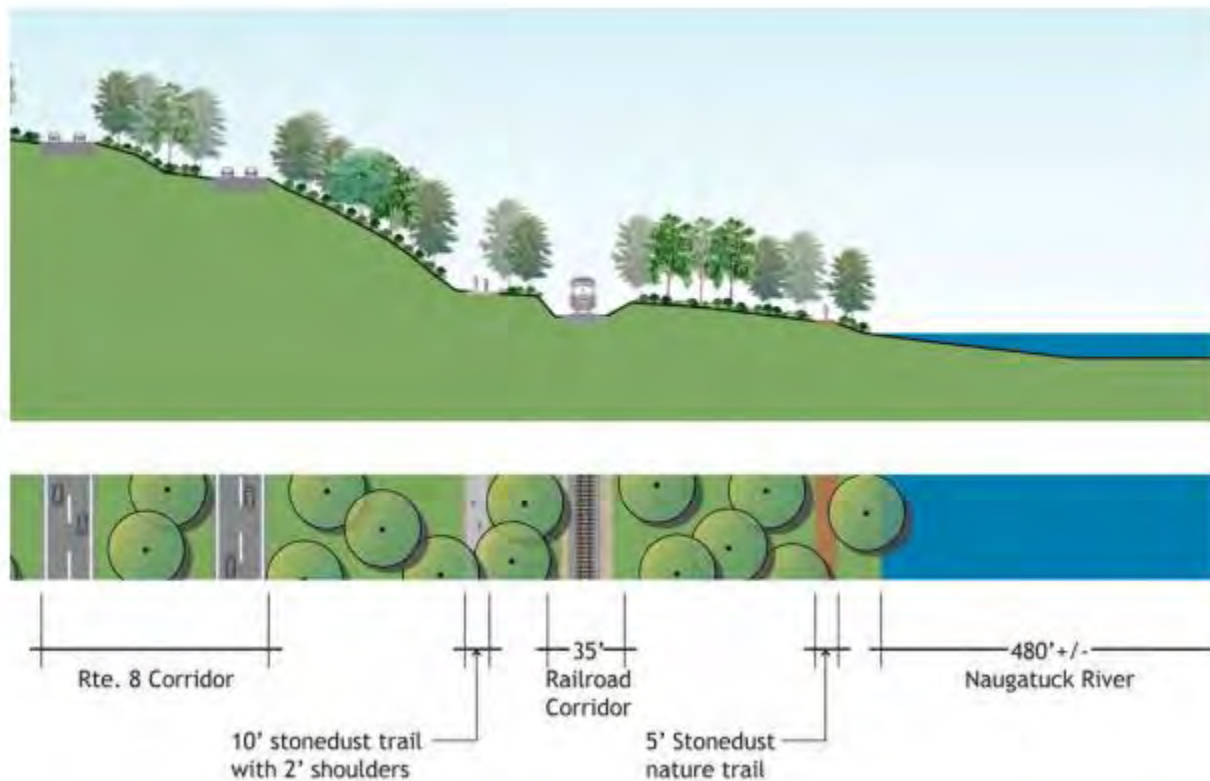
Black Rock State Park is part of the large contiguous open space along Watertown's border with Thomaston.

Conservation Priorities

Over the next decade, Watertown will need to balance its desired commercial, industrial, and residential growth with the need to protect natural resources. The Plan identifies three conservation priority areas that will link together open spaces and preserve some of the town's most environmentally sensitive lands: the expansion of the greenway network, farmland protection, and the protection of riparian corridors.

Greenways

Greenways are corridors of open space that protect natural resources and preserve scenic landscapes and historical resources. They also offer opportunities for recreation or non-motorized transportation. Over the next decade, the Town will continue to develop its two state-designated greenways: the Steele Brook Greenway and the Naugatuck River Greenway. The greenways help achieve many of the transportation and environmental goals of the Plan. The Naugatuck River Greenway is part of a regional trail system that will eventually run 44 miles from Torrington to Derby. In addition to providing bicycle and pedestrian connections, the trail will open up a range of recreational opportunities on the river, including fishing, boating, kayaking, and nature viewing. The Steele Brook Greenway will enhance bicycle and pedestrian connections between Downtown Oakville and Downtown Watertown and will also connect to major institutions and open spaces such as Watertown High School and the UNICO fields. The Town should identify a preferred route for the trail south of Route 73, acquire land and/or conservation easements along that route, and seek funding for future phases of the trail.



Proposed cross section of the Naugatuck River Greenway in Watertown, just north of Frost Bridge Road.

Source: Naugatuck Valley Council of Governments

Farmland Protection Overlay

Watertown is home to four farms that are protected through the State of Connecticut's "purchase of development rights" or PDR program. The PDR program pays farmers in exchange for a deed restriction on the property, which prevents it from being converted to a non-agricultural use. Over the next decade, the Town of Watertown should continue to preserve rural lands adjacent to the current protected farms. In addition to preserving agricultural uses, protection of the cultural resources such as barns, scenic vistas, and stone walls should be encouraged.



In addition to preserving agricultural uses, the Town should encourage the preservation of cultural resources in agrarian areas such as barns, scenic vistas and stone walls. Image courtesy of the CT Trust for Historic Preservation

Riparian Corridors

Riparian corridors are located along Watertown's many streams and rivers, including the Naugatuck River, Branch Brook, Steele Brook, Turkey Brook, and Wattles Brook. Riparian corridors protect adjacent water bodies, control flooding, filter stormwater runoff, reduce erosion, and restore ecologically important areas. Watertown can use tools such as conservation easements and open space acquisition to protect these sensitive natural resource corridors. Appropriate riparian buffer widths should be determined for each location based on soil type, slope, surrounding land uses, and other factors. Riparian buffers should be incorporated into future development plans along these waterways wherever possible.



Riparian corridors, such as the above photo on Steele Brook, provide many ecological benefits including flood control, erosion control, stormwater filtration, and preservation of critical wildlife habitats.

Development Priorities

Route 262 Area

The Route 262 area encompasses the large tracts of undeveloped land between Turkey Brook, Mattatuck State Forest, Route 262, and Route 8. Route 262 is currently zoned for industrial purposes, but has an overlay zone that permits a range of commercial uses. Surveys conducted during the POCD process revealed broad support for commercial or industrial development in this area. Recent investments in water and sanitary sewer infrastructure make development in this area more feasible. It is recommended that the town conduct a market assessment for this area in order to determine which uses are most economically viable over the next decade and which additional infrastructure investments may be needed to spur development. It is also recommended that the zoning regulations be modified to reflect the desired and economically feasible uses for this area.

Main Street Watertown

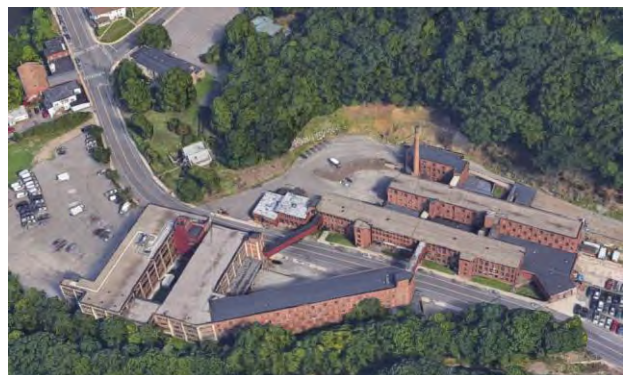
Main Street Watertown runs from French Street to the area surrounding Watertown Green. Main Street contains several properties listed on the National Register of Historic Places. This area contains design elements that are typical in New England village centers, including central green spaces, institutional uses, stone walls, picket fences, clapboard buildings, and gabled roofs. South of Echo Lake Road, Main Street is primarily made up of retailers, office space, restaurants, and multi-family residential uses. Design guidelines should be established for Main Street in Watertown that align with the historic New England village vernacular and encourage high quality building design. Additional investments in gateway signage, streetscape improvements, and shared parking areas can position this area for economic growth over the next decade.

Main Street Oakville

Main Street Oakville runs from Yale Street to the Waterbury city line. This area is characterized by a mix of retail shops, entertainment venues, institutions, office space, and repurposed industrial buildings. The Pin Shop is one of the defining buildings in Oakville and contributes to the industrial character of the area. It also serves as an important gateway into Watertown. Design guidelines embracing the area's unique architecture and industrial heritage should be developed. The repurposing of industrial buildings presents a unique opportunity for this area. Oakville's industrial spaces provide unique adaptive reuse opportunities, particularly for the arts and entertainment venues. The redevelopment of the Sealy



The Town Hall Annex building on Main Street is a contributing property on the National Register of Historic Places. © Historic Buildings CT



The Pin Shop serves as an important gateway into Watertown and contributes to the industrial character of Oakville. © Google Maps

property is one of the town's development priorities and should be developed in a manner that aligns with the overall character of Oakville. Like Main Street in Watertown, investments in gateway signage, streetscape improvements, and shared parking areas can position Oakville for economic growth over the next decade.

Main Street Transition

The Main Street transition area encompasses the stretch of Main Street between Yale Street in Oakville and French Street in Watertown. This area currently serves as one of the commercial hubs of Watertown and contains a mix of retailers, services, professional offices, and restaurants. The Plan seeks to better integrate this area with the two village centers. It is anticipated that this area will remain an auto-oriented shopping corridor over the next decade. Nonetheless, sidewalk and access management improvements, along with streetscape enhancements, would improve the visual character and traffic congestion in this area. Design guidelines that incorporate elements from both the Main Street Watertown and Main Street Oakville areas should be established.

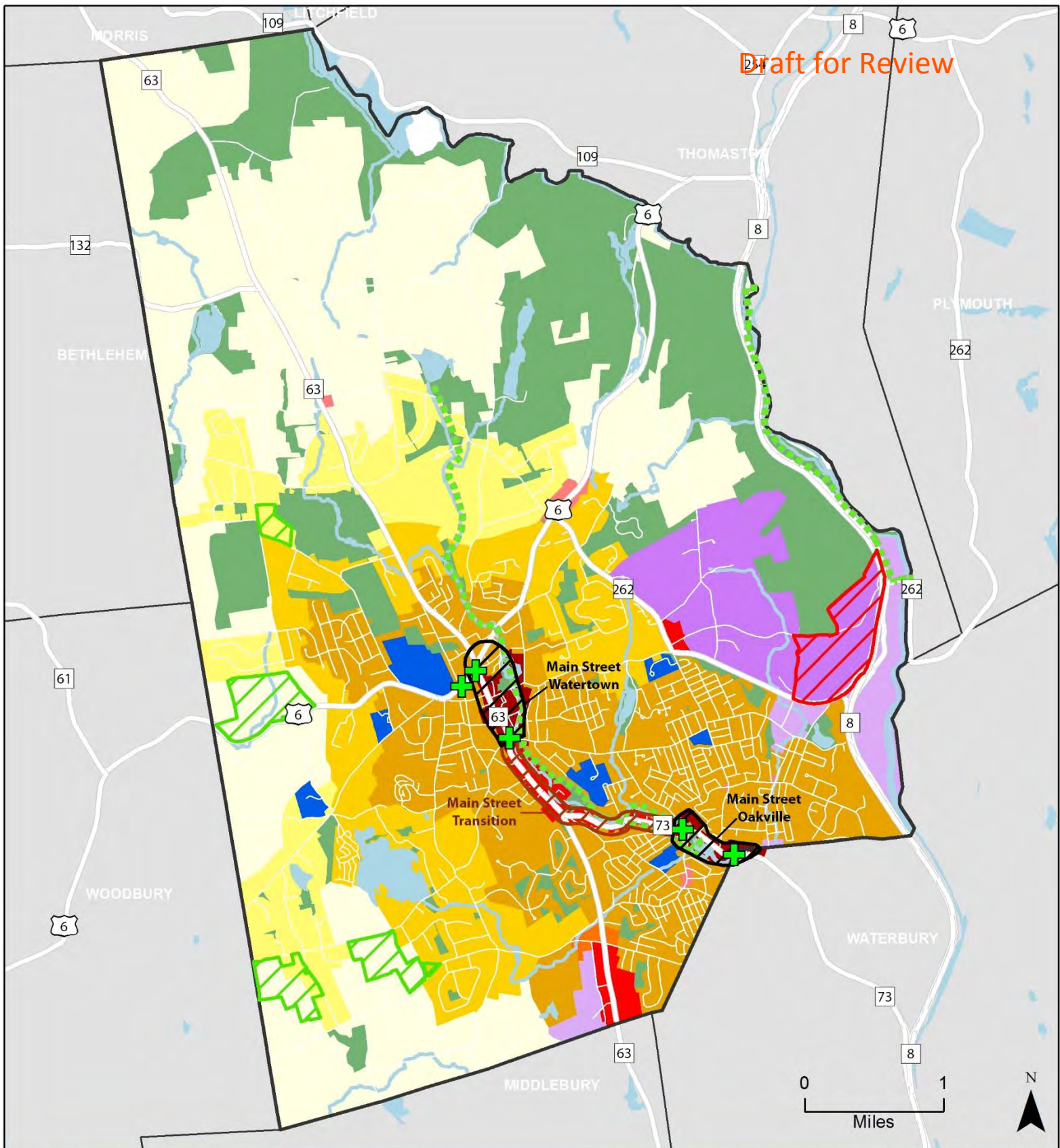
Sewer Service and Avoidance Area

As per CGS Section 8-23, municipal plans of conservation and development adopted after July 1, 2015 must identify the general location and extent of areas served by the existing sewerage system, areas where sewer systems are planned, and areas where sewers are to be avoided. Watertown's existing sewer system serves the village centers of Oakville and Watertown as well as major commercial and industrial areas. The Watertown Fire District sewer service area is shown in grey on Sewer Service, Growth, and Avoidance Areas map while the Water and Sewer Authority service area is shown in green. Over the last decade, the Water and Sewer Authority completed sewer extension projects in several areas, including Frost Bridge Road, Gorham Street, Jordan Avenue, and Bunker Hill Road. Over the next decade, the Town will continue to extend sewer service to align with zoning as well as achieve economic development and public health goals. Sewer growth areas are highlighted in beige on the Sewer Service, Growth, and Avoidance Areas map. The following sewer growth projects are priorities over the next decade:

- Straits Turnpike Middlebury (under construction)
- Concord Drive Phase I (funded)
- Concord Drive Phase II
- Lake Winnemaug Estates
- Echo Lake Road and Route 262 area

Sewer service should be avoided in the Residence-90 (R-90) zone, where minimum lot size is large enough to accommodate subsurface on-site waste disposal. These areas are highlighted in red on the Sewer Service, Growth, and Avoidance Areas map.

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Town of Watertown

Plan of Conservation and Development

Future Land Use Plan



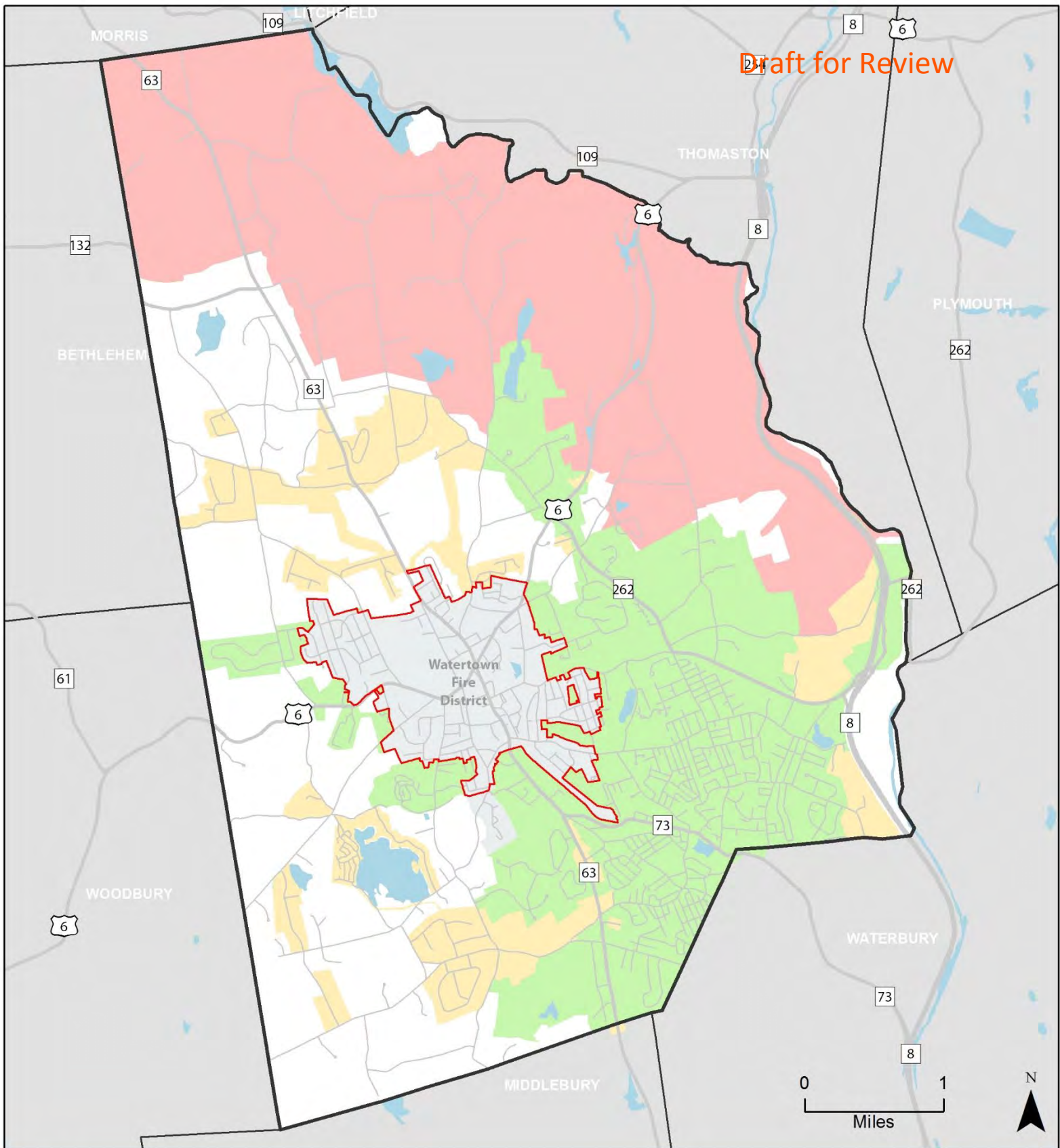
Future Land Use Plan

- Rural Residential
- Low Density Residential
- Medium Density Residential
- Village Density Residential
- Neighborhood Business
- Straits Turnpike North

- General Commercial
- Downtown Core
- Industrial Park
- Light Industrial
- Open Space & Recreation
- Institutional

Overlay Areas

- Main Street Gateway
- Main Street Overlays
- Main Street Transition
- Route 262 Overlay
- Farmland Protection Overlay
- Riparian Corridors
- Greenways






Town of Watertown



Plan of Conservation and Development

Sewer Service, Growth, and Avoidance Areas

Existing Sewer Service Areas

-  Watertown Fire District Boundaries
-  Fire District Sewer Service Area
-  Water and Sewer Authority Service Area

Sewer Growth & Avoidance Areas

-  Sewer Avoidance Area
-  Sewer Growth Areas

Sewer growth areas include locations where sewer service aligns with the zoning, economic development priority areas, and areas with poor soils and potential septic issues



Source: Watertown Water and Sewer Authority

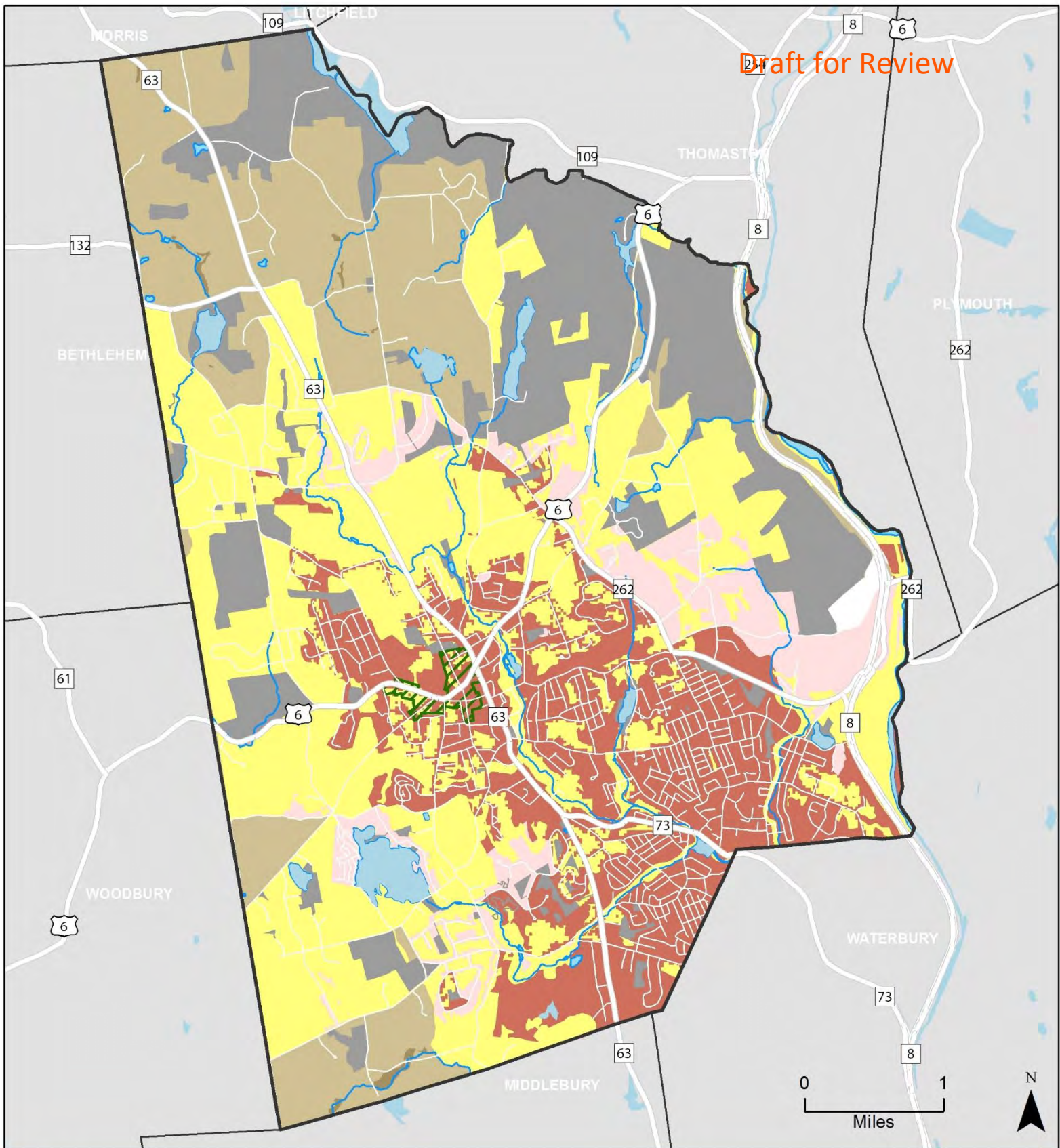
Consistency with State and Regional Plans

Issues such as water quality, traffic congestion, and economic development undoubtedly extend beyond municipal borders. A successful planning process is multiscale, integrative, and collaborative. In order to address these issues at the appropriate scale, it is important that the local Plans of Conservation and Development (POCD) are consistent with regional and state policies. This chapter provides an overview of state and regional POCDs and notes any inconsistencies that these documents have with the Watertown Plan.

Conservation and Development Policies: The Plan for Connecticut: 2013-2018

Chapter 126, Section 8-23 of the Connecticut General Statutes sets the standards for municipal Plans of Conservation and Development. One provision of the state statute is that municipalities take into account the *State Conservation and Development Policies Plan* and note any inconsistencies. Generally, the state Plan promotes Growth Management Principles (GMP) that encourage development in areas with existing infrastructure; concentrate development near transportation nodes; expand housing opportunities and choice; conserve natural, cultural, and historic resources; and promote integrated planning across all levels of government. The analysis of consistency of this document with the GMPs outlined in the State Plan are summarized in Table 3-1.

The state Plan classifies land into categories, including priority funding areas, protected lands, conservation areas, and balanced priority-funding areas. These land use categories are shown on the map titled "State POCD Locational Guide Map." Overall, the state's growth management principles align well with the goals of the Watertown's POCD as described in Table 3-1. In addition, the Location Guide Map aligns well with the Future Land Use Plan. State designated conservation areas generally line up with the "rural residential" land use category, while priority development areas generally line up with the village density residential, commercial, and industrial land use categories. There are minor inconsistencies, particularly with the locational guide map due to the different methodologies used to develop each map. The Locational Guide Map is missing several smaller open spaces such as Heminway Park, Deland Field, and UNICO Field. In addition, environmental constraints such as wetlands and flood zones are accounted for on the Locational Guide Map, but not the Future Land Use Plan.



Town of Watertown

Plan of Conservation and Development

State Conservation and
Development Priorities Plan



Locational Guide Map Categories



Local Historic Districts



Protected Lands



Village PFA



Balanced PFA

Priority Funding Areas



1 - 2 criteria



3 - 4 criteria



5 criteria

Conservation Areas



1 - 3 criteria



4 - 5 criteria



6 - 7 criteria

Source: CT Office of Policy and Management

Consistency with State Conservation and Development Policies Plan Growth Management Principals

State of Connecticut Growth Management Principals	Watertown POCD Consistency Analysis
1. Redevelop and Revitalize Regional Centers and Areas with Existing or Currently Planned Physical Infrastructure	The Plan prioritizes development in areas with existing sewer and water infrastructure, particularly within the village centers of Watertown and Oakville, the Route 262 area, and brownfield sites such as the Sealy Property.
2. Expand Housing Opportunities and Design Choices to Accommodate a Variety of Household Types and Needs	The Plan recommends evaluating ways to make the zoning regulations less restrictive for multi-family developments. In addition, the expansion of housing options for the town's growing senior population is a priority of the Plan.
3. Concentrate Development Around Transportation Nodes and Along Major Transportation Corridors to Support the Viability of Transportation Options	The Plan calls for the concentration of higher density development in areas served by many transportation modes including sidewalks, bike trails, and public transit. The Plan also calls for the expansion of the multi-use trail system that connects with neighboring towns.
4. Conserve and Restore the Natural Environment, Cultural and Historical Resources, and Traditional Rural Lands	The conservation priorities of this plan are farmland protection, greenway construction, and the protection of riparian corridors. In addition, the Plan calls for the establishment of design guidelines to protect architecturally significant areas.
5. Protect and Ensure the Integrity of Environmental Assets Critical to Public Health and Safety	The Plan prioritizes open space acquisition within public water supply watersheds. The Plan also encourages low-impact development and other innovative stormwater management techniques within the Steele Brook watershed as a means of improving water quality.
6. Promote Integrated Planning across all Levels of Government to Address Issues on a Statewide, Regional, and Local Basis	Theme 8 of the Watertown Plan and subsequent action items encourage the continued participation in regional and statewide efforts, particularly on issues that cross town boundaries such as greenways, hiking trails, wildlife corridors, transportation, and water resources.

Regional Plan of Conservation and Development

The 2008 Central Naugatuck Valley Regional POCD sets a planning framework for the 13-town Central Naugatuck Valley region.* The Plan advocates for guiding growth towards the regional center and areas with existing infrastructure, with Waterbury at its core. According to the regional Plan's Future Land Use Map, Watertown contains the following use categories:

Regional Core is an area of mixed uses that is the primary focus of employment, commercial, institutional, and cultural activity because of the significant investment in infrastructure, facilities, and

services. This area warrants local bus services. The area between Route 63, Echo Lake Road, and Route 8, including most of Oakville, is categorized as part of the Regional Core, which is reflective of its high intensity uses, extensive infrastructure, and diversity of land uses.

Community Centers contain a mix of commerce, community activities, and housing but have lower intensity uses than the Regional Core. Watertown Center is categorized as a Community Center in the Regional Plan.

Growth Areas accommodate the bulk of future regional growth. Water and/or sewer infrastructure is, or could be, provided. Infill is anticipated within neighborhoods or areas with infrastructure already available and where greater densities exist. Transit services may be available in these areas. The residential neighborhoods surrounding Watertown Center and Oakville are categorized as Growth Areas. Growth areas outlined in the regional Future Land Use Plan generally align with the village-density and medium-density residential future land use categories described in this POCD. The Watertown Industrial Park and Route 262 area – two of the town’s development priorities – are also designated as growth areas.

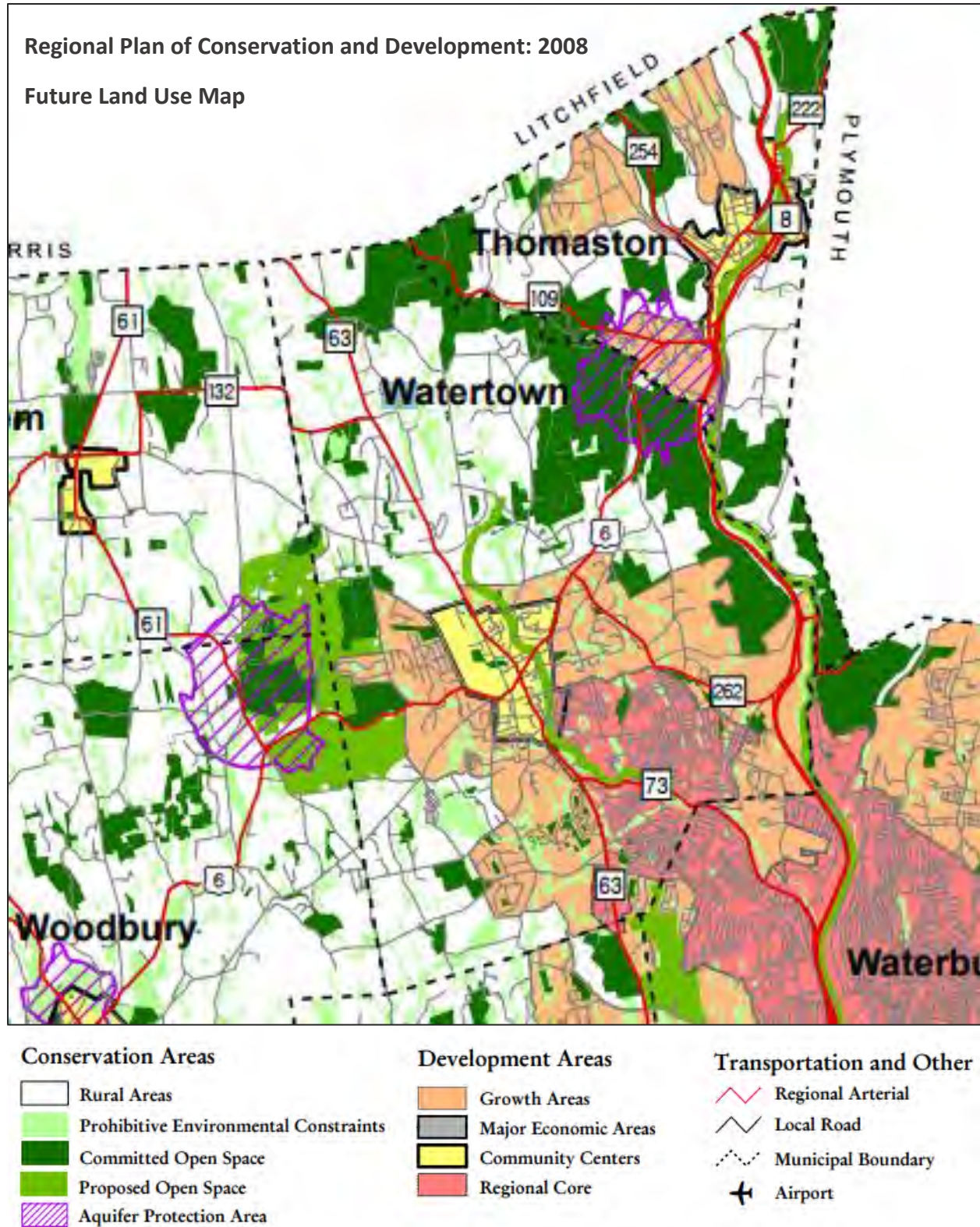
Rural Areas contain a mix of farms, residential uses, and small community service areas. Rural characteristics should be preserved in these areas and new development should respect natural resources and environmental restraints. The rural areas outlined in the regional Future Land Use Plan generally align with the rural residential and low-density residential future land use categories described in this POCD.

Prohibitive Environmental Constraints are areas of watercourses and water bodies, poorly drained soils (wetlands), or 100-year floodplains (subject to field verification) where development is impractical or infeasible.

Existing Committed Open Space is land that is permanently preserved as open space such as local, state, or federal-dedicated open space; homeowners' association open space; land trust preserves; Class I and II water company land; or cemeteries. These areas, sometimes mistaken as open space due to its private or municipal ownership, do not include Class III water company land, municipal parks not designated for preservation, schools, and golf courses.

Proposed Open Space is an area recommended for permanent, large-scale, regional open space or regional greenways. The regional Plan identifies the Naugatuck River Greenway and the Steele Brook Greenway as proposed open space. In addition, the regional POCD calls for the protection of agricultural lands and forest lands along the Woodbury town border, which are in the Hart wellfield aquifer recharge area. This open space would be part of a larger open space that spans both towns.

The land use policies and Future Land Use Map included in this POCD update are consistent with the key land use policies outlined in the regional POCD.



Source: Naugatuck Valley Council of Governments

* In 2015, the Council of Governments of the Central Naugatuck Valley became a part of the Naugatuck Valley Council of Governments

Regional Relationships

Many issues cross municipal borders and require collaboration and cooperation with neighboring towns. Watertown participates in a variety of regional organizations that serve important functions such as regional planning, emergency management, tourism, water resources, and economic development. Major regional organizations serving Watertown include:

- Naugatuck Valley Council of Governments
- State of Connecticut DEMHS Region 5
- Naugatuck River Greenway Steering Committee
- Greater Waterbury Transit District
- Waterbury Regional Chamber of Commerce
- Naugatuck Valley Corridor EDD
- Northwest Regional Workforce Investment Board
- Waterbury Regional Arts and Culture Collaborative
- Western CT Convention & Visitors Bureau
- Western CT Water Resources Coordinating Committee (WUCC)

Action Agenda and Implementation Plan

In order to implement the various recommendations contained in this Plan of Conservation and Development, an Action Agenda and Implementation Plan is included in this chapter. The Action Agenda was formed as a result of the public participation process, stakeholder meetings, and meetings with town staff in order to identify goals, objectives, recommendations, and actions. The implementation plan recognizes the lead agencies and the time frame for completion for each action item. With limited financial resources and personnel, the Town must prioritize resources that incrementally achieve the goals of the Plan. The implementation plan categorizes action items into four timeframes.

Ongoing items are ones that are currently being undertaken by the Town and are expected to continue over the next decade. Short-term items are those that can be undertaken within the next 1 to 3 years and have already been funded or are less complex items that can be undertaken quickly or cheaply. Many short-term action items are listed in the Town's Capital Improvement Plan. Mid-term items are those that can be undertaken within the next 4 to 6 years. Some mid-term items are more complex and require greater resources than short-term items. Others rely on the completion of short-term items in order to be most effective. Long-term items are those that can be undertaken within the next 7 to 10 years. These items are either the most complex, require the greatest amount of resources, or are reliant on the completion of short- and mid-term items.

The Action Agenda is centered on eight major planning themes:

1. Preserve Watertown's Character, Culture, and Historic Resources
2. Protect Watertown's Lands, Waters, and Natural Resources
3. Position Watertown for Economic Growth
4. Diversify Watertown's Housing Stock to Support a Range of Incomes, Family Sizes, and Ages
5. Provide Quality Community Facilities for Education, Recreation, and Emergency Services
6. Provide a Safe, Efficient, and Compatible Transportation System for all Users
7. Provide Appropriate and Compatible Infrastructure to Support Watertown's Population and Economic Development Themes
8. Encourage Participation in Cooperative Efforts to Promote the Health and Welfare of the Naugatuck Valley Region

Elected Officials, Boards, and Commissions

Code	Description
TC	Town Council
PZC	Planning and Zoning Commission
BOE	Board of Education
CCIWA	Conservation Commission and Inland Wetlands Agency
EDC	Economic Development Commission
PC	Police Commission
PBC	Public Building Committee

Town Departments and Agencies

Code	Description
TM	Town Manager
ED	Economic Development Department
DPW	Department of Public Works ¹
P&R	Parks and Recreation ²
WSA	Water and Sewer Authority
WFD	Watertown Fire Department
WPD	Watertown Police Department
FD	Watertown Fire District
WPL	Watertown Public Library
PZ	Planning and Zoning Department

1. The Department of Public Works consists of six divisions: Engineering, Highway, Snow Removal, Solid Waste, Streetlights, and Trees

2. The Parks & Recreation Department includes the Social Services Department and Senior Center

Regional and State Organizations

Code	Description
NVCOG	Naugatuck Valley Council of Governments
GWTD	Greater Waterbury Transit District
DOT	Connecticut Department of Transportation

Community Organizations

Code	Description
HDC	Historic District Commission
WLT	Watertown Land Trust
WHS	Watertown Historical Society
WHA	Watertown Housing Authority
WOCC	Watertown/Oakville Chamber of Commerce

Theme 1: Preserve Watertown's Character, Culture, and Historic Resources

Preserve cultural landscapes, scenic resources, and rural areas

Watertown's cultural landscapes are defined by its agricultural character. Cultivated fields and pastures for livestock combine with rolling terrain to generate a sense of openness and a reminder of an agrarian past. Overall cultural landscapes include farmland, forests, rural road corridors, inland wetlands, and fields and meadows, along with the associated human action that has long been integral to these landscapes, such as barns, fences, stone walls, and also the roads and small settlements that cut through these landscapes.

Action Item	Lead Agency	Timeline
Work with owners of working agricultural lands to preserve and retain agricultural operations, including participation in the "Purchase of Development Rights" program	TC, CCIWA	Short-term
Consider establishing an Agricultural Commission, which would not only inform and educate farmers and the public on agricultural issues, but also provide guidance on farmland preservation, and assist in farmland preservation efforts	TC	Mid-term
Consider modifying the zoning regulations to discourage the removal of historic stone walls in new developments	PZC	Short-term

Preserve historical, archaeological, and cultural resources

Watertown's historic built environment creates a special character that must be protected and preserved. Historic preservation is supported by a range of public, private, and not-for-profit organizations such as the Watertown Historical Society and the Historic District Commission. In addition, large institutions such as the Taft School play an active role in maintaining the integrity of Watertown's historic buildings.

Action Item	Lead Agency	Timeline
Consider applying for a scenic road designation on Route 6 from Watertown Center to the Woodbury town line	DPW	Mid-term
Encourage the use of Historic Preservation Tax Credits to preserve and enhance the building stock within the Watertown Historic District	HDC, WHS, TC	Short-term
Conduct an inventory of architecturally significant buildings within Watertown and consider applying for local, state, or national historic designations for these buildings	WHS	Short-term
Consider expanding the Watertown Center Historic District	HDC, WHS	Mid-term
Consider property tax abatement for restoration or improvements on historic properties	TC	Mid-Term

Encourage new development that is cohesive with Watertown's built environment and character

It is also important to encourage new development that aligns with Watertown's character. Ensuring that buildings, signage, landscaping, and other infrastructure harmoniously integrate with Watertown's

built environment, while still serving the needs of businesses, is one of the primary development goals of the Plan. This is particularly true in the historic village centers of Oakville and Watertown which each have a unique and distinct sense of place that should be preserved and protected.

Action Item	Lead Agency	Timeline
<p>Develop design guidelines and/or style books that encourage quality building design and site planning for the following areas:</p> <p>Main Street Watertown (French Street to Watertown Green) – Design guidelines for this area should be consistent with the traditional New England design elements found throughout the village center</p> <p>Main Street Oakville (Yale Street to Waterbury line) – Design guidelines should be consistent with Oakville’s industrial heritage and should align with the desired expansion of arts and entertainment uses</p> <p>Main Street Transition (Yale Street to French Street) – Design guidelines should contain elements of both the Oakville and Watertown design guidelines. The goal of this area is to better integrate the two villages and create a cohesive, consistent, and attractive commercial corridor.</p>	PZC, EDC	Short-term
Develop distinct gateway and wayfinding signage for Main Street Watertown and Main Street Oakville that align with the character of each area	PZC, EDC	Mid-term
Incorporate design guidelines into new public buildings or building renovations to the greatest extent practicable	TC, PBC	Mid-term
Tie town economic development incentives to the design guidelines	TC, EDC	Mid-term
Evaluate the effectiveness of the design guideline process a few years following implementation. If this process has not achieved its intended goals, consider establishing an architectural review board or Village District designation for these areas	PZC	Long-term
Work with utilities to identify priority areas for underground utilities in the Village centers	DPW	Short-term
Limit new automotive sales and dealerships to the Shopping Center Business zone on Straits Turnpike	PZC	Mid-term
Work with property owners to investigate the potential for establishing a Business Improvement District (BID) for Main Street Watertown and Oakville, which would function the same as special services district as authorized under Section 7-339m of the Connecticut state statutes	EDC, WOCC	Short-term

Theme 2: Protect Watertown's Lands, Waters, and Natural Resources

Manage and mitigate impacts to water quality within new and existing development

Water quality is often the most observable and pressing environmental issue. Access to clean and safe water is a human right, and the town should work to make sure that all users, including residents of new development, have access to clean and safe water into the future.

Action Item	Lead Agency	Timeline
Continue to strengthen stormwater management regulations and encourage best practices (such as rain gardens, etc.) to absorb and filter stormwater into the ground	DPW	Ongoing
Prepare and implement a stormwater management plan specific to Watertown	DPW	Short-term
Evaluate and develop projects to obtain land in flood hazard areas to preserve as open space	DPW, PZC, TC	Mid-term
Encourage on-site stormwater detention for new developments along streams with known flooding issues such as Steele Brook and Turkey Brook and disconnect areas of impervious cover from the stormwater system to mitigate pollution, improve water quality, and mitigate downstream flooding	PZC, DPW	Short-term

Protect environmentally sensitive lands

Watertown's sensitive natural resources include wetlands, streams, rivers, flood zones, critical habitat areas, and public drinking water supplies. Resource protection safeguards habitats for plants and animals, improves community health, and helps mitigate local flooding.

Action Item	Lead Agency	Timeline
Improve water quality by continuing to protect groundwater resources in the public water supply watershed	CCIWA, DPW	Ongoing
Partner with local garden clubs to provide educational outreach on chemical-free gardening	CCIWA, WLT	Mid-term
Follow Low Impact Development's best practices concerning stormwater management in accordance with Connecticut Department of Energy and Environmental Protection (CT DEEP) requirements	DPW	Ongoing
Prioritize open space acquisition within public water supply watersheds, including the Hart Wellfield aquifer protection overlay	TC	Short-term
Seek state funding to remove obsolete and non-functional dams along Steele Brook in order to restore natural conditions and provide for fish passage	DPW	Short-term
Encourage the use of "fee in lieu of open space" for subdivision applications within Village Density and Medium Density residential areas and utilize these funds to purchase additional open space in rural areas of town	PZC	Ongoing
Implement measures to mitigate street flooding on Falls Avenue, Sand Bank Road, Jericho Road, and White Street.	DPW	Long-term

Preserve native vegetation along riparian (streamside) areas and wetlands

Preventing runoff into streams and inland waterways should be the first defense in keeping pollutants out of the downstream habitats. By adopting policies that mitigate the sedimentation of waterbodies and preserving native vegetation in critical riparian corridors, the town can prevent pollution in habitats and do its part to reduce pollution.

Action Item	Lead Agency	Timeline
Maintain the maximum amount of vegetation on slopes greater than 15 percent, particularly next to watercourses and wetlands, and consider these areas for conservation easements	CCIWA	Short-term
Continue to support town staff in their efforts to eradicate invasive species, such as Japanese knotweed, from riparian corridors	DPW, TC	Ongoing

Minimize the fragmentation of significant forest blocks from development and roads

Open space parcels can provide necessary habitats and environmental benefits only if they are at a scale that allows species space to grow and evolve. Looking at reducing the fragmentation of existing forest blocks and creating new large tracts through targeted acquisitions can go a long way in creating mature and stable ecosystems. Watertown already has large cohesive protected forestlands along its border with Thomaston, which could be expanded over the next decade.

Action Item	Lead Agency	Timeline
Encourage the State of Connecticut to expand Mattatuck State Forest	WLT, CCIWA	Long-term
Conduct an inventory of undeveloped lands or large residential lots and promote state tax exemptions such as the P.A. 490 program in these areas	PZ, CCIWA	Mid-term
Consider creating and disseminating informational fact sheets to these property owners to educate them on the P.A. 490 program	WLT, TC	Mid-term
Target new open space acquisitions that create connectivity with existing protected open spaces and enhance wildlife corridors.	WLT, TC	Mid-term

Incorporate recommendations from the Hazard Mitigation Plan into land use policies

Incorporating the recommendations from the Hazard Mitigation Plan (HMP) into the POCD will provide consistent land use policies between plans. Recommendations from the HMP are aimed at making Watertown resilient and adaptive to natural disasters.

Action Item	Lead Agency	Timeline
Evaluate and develop projects to obtain land in flood hazard areas to preserve as open space	PZC, PZ	Mid-term
Encourage residents within the 1% annual chance floodplain to purchase flood insurance under the National Flood Insurance Program and to complete elevation certificates	PZ, DPW	Ongoing

Consider adopting regulations that would reduce peak flows leaving a development site	PZC	Short-term
Encourage cleanup of stream dumping on private property	DPW	Short-term
Continue evaluating drainage systems to reduce the impact and frequency of nuisance flooding	DPW	Ongoing

Theme 3: Position Watertown for Economic Growth

Grow the Grand List

The most important goal of economic development is growing Watertown's Grand List. Residential properties historically represent about 70 percent of the tax base and will continue to be the largest part of the tax base over the next decade. Growth in non-residential development can help diversify the tax base and reduce the reliance on single-family households. In addition, the growth and diversification of the local tax base will provide the town with the financial resources needed to implement many of the recommendations of the Plan.

Action Item	Lead Agency	Timeline
Assist existing businesses in physically expanding and increasing their market presence	ED, EDC	Ongoing
Promote entrepreneurship and nurture the development of "home-grown" businesses and enterprises	ED, EDC	Ongoing
Streamline the permitting process for new development. Consider establishing a centralized permitting operation and continue to offer "pre-development" consultations with prospective developers that include all regulatory and permitting departments	TM	Long-term
Petition DECD to join the Route 8 Enterprise Corridor Zone to put the town on equal footing with neighboring municipalities and encourage business recruitment and retention	TM, TC, EDC	Short-term
Pursue the designation of an Entertainment District in Oakville as specified under Connecticut General Statutes Section 32-76. In order to qualify for Entertainment District Designation, Watertown must be a member of an enterprise zone.	TM, TC, EDC	Mid-term
Conduct a special economic study for the Route 262 area. This study should determine which uses are most economically viable over the next decade and which additional infrastructure investments may be needed to spur development. It is also recommended that the zoning regulations be modified to reflect the desired and economically feasible uses identified in the study.	TM, TC, EDC, PZC	Short-term

Promote commercial development in areas with supporting transportation and utility infrastructure

The Town should promote business growth in areas that are served by sanitary sewer and water infrastructure. New infrastructure is expensive to build and maintain, and new development should be encouraged in areas where existing infrastructure can be used more efficiently. A majority of

Watertown's workforce lives in nearby towns and cities, underscoring the importance of locating commercial uses in areas with excellent transportation access to the surrounding region.

Action Item	Lead Agency	Timeline
Encourage the assembly and redevelopment of small non-conforming residential properties on Route 73 between Rockdale Avenue and Riverside Street, which is currently zoned for commercial uses. This could be achieved by using incentive zoning techniques such as parking reductions or density bonuses for assembled properties.	PZC	Long-term
Encourage commercial and industrial growth in the Route 262 area. Continue to upgrade water, sanitary sewer, and natural gas infrastructure to facilitate development.	DPW, WSA	Mid-term
Maintain a database of vacant commercial and industrial land as well as properties currently listed as for sale or for lease	ED	Ongoing
Advocate for the expansion of bus services in major employment centers, such as the Watertown Industrial Park, Straits Turnpike, and the Village Centers	NVCOG, GWTD	Short-term

Redevelop brownfields and other obsolete land uses in a manner consistent with the surrounding neighborhood

Watertown has little vacant land that can support commercial development. The redevelopment of underutilized commercial sites, including brownfields, is crucial to growing the grand list. In addition, the cleanup of these sites improves the health and well-being of the community as a whole.

Action Item	Lead Agency	Timeline
Create a Brownfield Redevelopment Floating Zone that offers greater flexibility in the redevelopment of brownfield sites	PZC	Short-term
Redevelop the Sealy property in a manner that is consistent with the surrounding area and that is supported by the community	TC, EDC, PZC	Mid-term
Continue to monitor environmental conditions at the former Watertown landfill on Old Baird Road and pursue cleanup funds as needed	DPW, TC	Ongoing

Modify the zoning regulations to align with the town's economic development themes

Watertown's zoning regulations should be reassessed from time to time to ensure that they align with the needs of existing and prospective businesses and the town's overall economic development goals. The zoning regulations should be user friendly and should also align with desired future uses in each zone.

Action Item	Lead Agency	Timeline
Evaluate Zoning regulations and development standards to determine if districts, uses, setbacks, definitions, parking requirements, and other requirements are appropriate. This review should also determine what impacts particular regulations may be having on economic development efforts.	PZC	Short-term
Modify the Oakville Central Business District (B-C) regulations to expand permitted arts and entertainment uses	PZC	Short-term
Eliminate the building size restrictions in commercial zones and replace them with floor-area-ratio (FAR) regulations. The existing regulations limit the development or redevelopment of larger sites since they do not take the size of the property into consideration.	PZC	Short-term
Continue to rectify differences between the former Fire District zones and non-Fire District zones and consider further consolidating the number of zones	PZC	Mid-term
Eliminate “spot zoning” in the Route 262 area. Zoning should reflect the desired future uses of this area and should be consistent across all parcels in this area in order to encourage property assembly and larger development sites	PZC	Mid-term
Consider lowering the minimum parking requirements for the B-C and B-D zones and allow businesses to subtract nearby public parking spaces from their minimum parking requirements	PZC	Short-term

Position Watertown for a new economy

Watertown’s skilled labor force is its greatest economic development asset. While the number of residents commuting to jobs in other parts of the state has increased in recent years, the town has retained its skilled labor force particularly in advanced manufacturing. Workforce development programs should be continued and expanded to ensure that the labor force has the skills needed to grow and maintain jobs in Watertown over the next decade.

Action Item	Lead Agency	Timeline
Work with institutions such as Naugatuck Valley Community College to support job training initiatives in emerging manufacturing technologies.	ED, EDC	Ongoing
Work with area institutions and the businesses community to expand job training, vocational, and apprenticeship programs.	ED, EDC	Short-term
Promote agritourism as a farmland protection strategy.	CCIWA, EDC, PZC	Short-term

Make Infrastructure Investments on Main Street in Watertown and Oakville

The revitalization of the village centers is a development priority over the next decade. In order to spur private development, it is recommended that the town, state, and other entities invest in public realm infrastructure that is needed to spur businesses growth on Main Street such as parking areas, sidewalks, street trees, lighting, signage, and utility improvements.

Action Item	Lead Agency	Timeline
Conduct a streetscape plan aimed to improve aesthetics and public safety along Main Street and better integrate the two village centers. The plan should specifically study and address: the safety of mid-block crossings on Main Street; installation of flashing beacons; parking ban and enforcement within 20 feet of crosswalks for visibility purposes; creation of “bump outs” or curb extensions; and improvements to sidewalks, street trees and lighting	DPW	Short-term
Enforce on-street parking limits, possibly through the Watertown Police Department’s bicycle patrol	PC, WPD	Short-term
Conduct an inventory of available parking, assess parking demand, and identify future needs in both location and quantity.	DPW	Short-term
Consider relocating the Board of Education Maintenance Facility adjacent to Deland Field and use this area as additional public parking	BOE	Mid-term
Consider acquiring the Sealy parking lot on the south side of Riverside Street for the Steele Brook Greenway. This area could also serve as a trailhead and public parking area for Main Street in Oakville. Conduct environmental investigations of the property prior to acquisition	TC	Mid-term
Create and analyze a list of suitable sites for acquisition for municipal off-street public parking and identify future operational structure for these parking areas.	DPW, PZ	Mid-term
Work with local property owners, the Economic Development Commission, and town staff (Public Works, Engineering Department and Planning) to develop Village Center Parking Plans for Watertown and Oakville.	DPW, PZ	Mid-term
Improve wayfinding and signage for public parking areas	DPW, WOCC	Long-term
Consider installing paid parking meters for spaces on Main Street. If so, the town should conduct a parking management plan.	PC, PZC	Long-term

Theme 4: Diversify Watertown's Housing Stock to Support a Range of Incomes, Family Sizes, and Ages

Modify zoning and policies to encourage diversity and variety of housing to respond to Watertown's changing demographic trends

While Watertown's overall population has been stable over the last decade, there have been dramatic shifts in household composition that in turn impact demand for different types of housing. Compared to a decade ago Watertown has fewer families with children, more people living alone, and more elderly residents. Watertown should continue diversify its housing stock in order to respond to these recent demographic changes.

Action Item	Lead Agency	Timeline
Consider modifying the B-D zoning regulations to permit multi-unit developments on the upper floors of buildings	PZC	Short-term
Consider modifying the zoning regulations to permit multi-family developments on properties less than three acres in size	PZC	Short-term
Consider merging the R-12.5 and R-10 zones and standardize permitted uses between the two zones	PZC	Mid-term

Support higher density development in areas with existing public infrastructure

Watertown should continue to encourage higher-density residential development in areas with public water and sanitary sewer infrastructure or areas where this infrastructure is planned over the next decade.

Action Item	Lead Agency	Timeline
Tie residential zoning districts to the sewer service area map. Increase the minimum lot size in the sewer avoidance area to prevent future septic issues in areas with poor soils	PZC	Mid-term
Consider establishing an Incentive Housing Zone	PZC	Mid-term

Work with the Watertown Housing Authority to expand affordable housing opportunities

Over the next decade, the Watertown Housing Authority should continue to maintain the quality of its affordable housing stock and invest in energy efficient technology that lowers operational and maintenance costs.

Action Item	Lead Agency	Timeline
Continue to make investments in existing affordable housing units while maintaining a "state of good repair"	WHA	Ongoing
Promote energy efficiency in affordable housing developments as a way to reduce overall operation costs and thereby making the housing more affordable, including promotion of standards such as LEED	WHA	Short-term

Increase housing options for Watertown's growing senior population

By 2025, one out of every four Watertown residents are projected to be age 65 years old and over. Providing affordable housing options for the town's growing senior population will be the greatest housing challenge over the next decade. The town should actively work with private developers and the Watertown Housing Authority to expand the number of affordable housing units that are available to seniors, and should steer this development towards areas with the necessary supporting infrastructure already in place.

Action Item	Lead Agency	Timeline
Work with the Watertown Housing Authority to identify land that could support additional affordable senior housing	WHA, PZ	Short-term
Encourage the development of additional senior housing within the Village Density Residential areas	WHA, PZC	Mid-term

Theme 5: Provide Quality Community Facilities for Education, Recreation, and Emergency Services

Develop a coordinated long-range strategy for town facilities that supports quality of life

Watertown is continuing to make investments in its town facilities. Long range facilities planning should be done in a holistic manner that takes into consideration all facilities across all departments, including town government and Watertown Public Schools.

Action Item	Lead Agency	Timeline
Conduct a town-wide Long Range Facilities Plan that would study the following: inventory current town and BOE facilities and uses; identify operational and storage needs across all departments; assess opportunities for enhanced operational efficiency; estimate total unmet space needs or excess spaces; and prioritize capital improvement projects such as a new senior center, highway department relocation, BOE maintenance garage relocation, and a new satellite fire station	TM, PBC	Short-term
Establish a working group to explore potential future uses of the Town Hall and Town Hall Annex	TC, TM	Short-term
Conduct a needs assessment and feasibility study for a new senior center	P&R	Short-term
Consider building a new senior center to accommodate Watertown's growing senior population over the next decade	TC	Mid-term
Conduct a senior center marketing campaign to advertise programs to prospective senior center users, particularly younger seniors	P&R	Long-term
Continue to monitor school enrollments in Watertown Public Schools and align facilities planning and programming to future enrollments	BOE	Ongoing

Maintain and expand the public parks and recreation system

Watertown maintains an extensive system of parks, recreational facilities, and athletic fields as well as recreational programs for residents of all ages. Over the next decade, the town will continue to maintain its existing park system in a state of good repair, identify areas for future park expansions, and maintain adaptable recreational programming for residents of all ages.

Action Item	Lead Agency	Timeline
Conduct an Athletic Facilities Master Plan that looks at the following items: <ul style="list-style-type: none"> • Inventory fields, courts, and play areas • Assess conditions and community needs • Assess parking needs and deficiencies • Assess maintenance practices and areas for expansion • Recommend appropriate operational and capital improvements 	P&R, BOE	Short-term
Ensure that the Town offers programs and services that are attractive to younger adults and families with children in order to create demographic balance.	P&R	Ongoing
Complete the Dog Park project on Main Street	P&R	Short-term

Conduct a study of Crestbrook Park and Golf Course and identify ways to better integrate the facility into the overall recreation program.	P&R	Long-term
Work with parochial schools, Taft School, and the YMCA to explore opportunities to share private athletic facilities and recreational fields	P&R, TC	Ongoing
Expand recreational opportunities for seniors and adults	P&R	Mid-term
Prioritize the acquisition of open space properties that are adjacent to existing town parks, schools, greenways and other town assets.	P&R, CCIWA, TC	Ongoing
Prepare and regularly update a Town Open Space Action Plan that addresses priority parcels for open space acquisition and identifies possible greenway connections and trails, etc. Use the input collected as part of the POCD to identify the top ten properties for acquisition should they become available.	P&R, WLT	Short-term
Develop a local hiking trails map and publish the map on the town website	P&R	Mid-term

Improve the town's emergency services and disaster preparedness

Watertown's ability to quickly and efficiently respond to emergency situations is crucial to public safety. The town will continue to make both infrastructure and logistical improvements to its emergency systems over the next decade.

Action Item	Lead Agency	Timeline
Retrofit the Watertown Municipal Center to be the backup shelter in place of existing backup shelters. Ensure that all emergency shelters have adequate backup power supplies, as well as sleeping, showering, and food preparation areas.	PBC, TC	Short-term
Complete evaluation of emergency backup power needs at critical facilities and at other locations throughout the town, along with potential methods to provide emergency power to these areas	TM	Short-term
Perform improvements to the siren system	WPD, WFD	Short-term
Evaluate post-disaster response logistics, including the organization of volunteers	TM	Ongoing
Develop response plans to remove excess snow from critical facilities and schools	DPW, BOE	Mid-term
Develop a debris management plan that identifies sites that can be used to store vegetative debris during major storm events	DPW	Mid-term
Consider building a satellite fire station on town-owned land on Litchfield Road to bring fire, rescue and EMS response times closer to those recommended by the National Fire Protection Association	WFD, TC	Long-term

Theme 6: Provide a Safe, Efficient, and Compatible Transportation System for all Users**Maintain existing transportation infrastructure in a state of good repair**

Watertown has an extensive system of roads, bridges, sidewalks, and transit routes. Public outreach conducted as part of the POCD indicated a strong preference for maintaining existing infrastructure over building new infrastructure. As the town embarks on infrastructure repair projects, they should ensure that these projects are safe and accessible to all users, including the elderly and persons with disabilities.

Action Item	Lead Agency	Timeline
Replace the Woolson Street Bridge with a design that could support the future Steele Brook Greenway	DPW	Short-term
Continue to upgrade the existing sidewalk network to ADA standards	DPW	Ongoing
Pave Hollow Road and upgrade the road to current standards within the next five years	DPW	Mid-term
Modify the Subdivision Regulations to prohibit back-to-back cul-de-sacs, which impedes traffic circulation	PZC	Short-term
Improve bus shelters and handicapped access pads along public bus transit routes	DOT, NVCOG, DPW	Ongoing
Work with CTDOT to make the following changes to the Functional Classification map: Bunker Hill Road from Sperry Road to Quassapaug Road should be listed as a Minor Collector; Platt Road between Route 6 and Guernseytown Road should be listed as a Minor Collector; Cherry Avenue should be listed as a minor collector; Colonial Road should be listed as a minor collector	DPW	Short-term
Implement the full toolbox of traffic calming measures, including education, engineering, and enforcement	DPW, WPD	Ongoing

Develop a town-wide bicycle and pedestrian network centered on greenway trails

Watertown should continue to focus its efforts on the development on the Naugatuck River Greenway and Steele Brook Greenway, and the trails and sidewalks that connect to the greenways. Improving bicycle and pedestrian connections between the village centers and the surrounding residential areas can help improve traffic flow and reduce parking demand.

Action Item	Lead Agency	Timeline
Select a preferred route for the Steele Brook Greenway south of Route 73	DPW, P&R	Short-term
Continue to acquire properties or secure easements along the Steele Brooke Greenway Route	TC, DPW	Ongoing
Establish the provision of bicycle routes and lanes as practicable	DPW	Mid-term
Add bike route signage to state-designated bicycle routes and other heavily used bicycle routes	DPW, DOT	Long-term
Complete the Steele Brook Greenway	DPW, P&R	Long-term

Apply for state and federal funds for Phase II of the Steele Brook Greenway between French Street and Route 73	TM	Short-term
Install wayfinding signage along the Steele Brook Greenway and Naugatuck River Greenway, as well as the sidewalks that connect to the trails	DPW, P&R	Mid-term

Upgrade and expand sidewalks and pedestrian facilities in the village centers

Many businesses within the village centers have minimal surface parking and rely on foot traffic from the surrounding residential neighborhoods. With limited funds to spend on sidewalks, the town should prioritize funds to areas where they will be most heavily used, or where they will enhance safety.

Action Item	Lead Agency	Timeline
Connect trails and greenways to the existing sidewalk network	DPW	Ongoing
Complete the Steele Brook Greenway Bridge connecting to the Main Street and Route 73 sidewalk network	DPW, P&R	Short-term
Convert “desire paths” into permanent sidewalks	DPW	Mid-term
Complete the following sidewalk extension projects: Ice House Road between Echo Lake Road and Echo Lake Park; Route 63 and Route 73 intersection; Davis Street from Evelyn Street to Route 63	DPW	Long-term

Prioritize transportation projects that enhance safety or achieve economic development goals

Over the next decade, the town should improve safety on its transportation network for all users and modes, including vehicles, bicycles, and pedestrians. Many of these projects are targeted on state roadways, which have high traffic volumes, and a diverse mix of land uses.

Action Item	Lead Agency	Timeline
Implement access management techniques where Route 63 and Route 73 overlap	DPW, DOT	Mid-term
Consider installing flashers or other public safety features for crosswalks on Routes 63 and 73	DPW, PC, DOT	Short-term
Establish a Paper Streets working group. Paper Streets should be evaluated for their viability and abandoned as needed. The Paper Street Ordinance should be rewritten as necessary.	TM, DPW	Short-term
Consider the installation of central turning lanes on Straits Turnpike between the Middlebury Town Line and Bunker Hill Road	DPW, DOT	Mid-term

Theme 7: Provide Appropriate and Compatible Infrastructure to Support Watertown's Population and Economic Development Themes

Encourage the expansion of public water and sanitary sewer service where appropriate

While it is recommended that the town steer new development towards areas with existing infrastructure, there are instances where utility extensions are necessary for public health or economic development purposes. It is recommended that the town extend utilities to residential areas with poor soils which could lead to the contamination of well water from septic systems. In addition, it is recommended that the town continue to make infrastructure improvements in the Route 262 area.

Action Item	Lead Agency	Timeline
Continue to inventory areas of town with septic system issues and add them to the sewer growth map as practicable	WSA, FD	Ongoing
Complete the Concord Drive Phase I sewer expansion project	WSA	Short-term
Complete the Straits Turnpike sewer expansion project into the Town of Middlebury	WSA	Short-term
Conduct an assessment of utility services in the Route 262 area and make improvements that align with desired future uses	WSA	Short-term
Establish a working group to explore potential consolidation of sanitary sewer and water infrastructure between the Water and Sewer Authority and the Watertown Fire District	TC, TM	Mid-term
Extend sewer service to Concord Drive Phase II and Lake Winnemaug Estates within the next ten years	WSA	Long-term
Extend sewer service to areas with known septic issues as funding allows	WSA, FD	Long-term

Provide high-quality telecommunications facilities and services

Telecommunications and information infrastructure is becoming an essential daily communication needs and a critical need in times of emergencies. In order to ensure that both the daily and emergency needs of the town are met, the following actions should be undertaken.

Action Item	Lead Agency	Timeline
Work with utility providers to bolster WiFi and High-Speed Internet access in commercial and industrial districts	EDC, DPW	Short-term
Work with utility providers to bolster cellular reception, particularly in rural areas.	EDC, PZC	Mid-term
Identify the most appropriate sites for future telecommunications facilities	PZC	Mid-term

Support the provision of a variety of energy production, distribution, and waste management facilities

The town should look to short-term policies that can reduce fossil fuel dependence, increase energy efficiency, and increase the use of alternative energy solutions that can provide clean and consistent

power in the future. In addition, the diversification of the energy system can help the town better respond to natural disasters and other emergencies.

Action Item	Lead Agency	Timeline
Promote community clean energy measures, such as pursuing projects that qualify renewable energy credits; participating in the Connecticut Clean Energy Communities Program to earn free renewable energy systems; and encouraging local businesses to apply for other energy credits and grants	DPW, EDC	Ongoing
Develop additional recycling measures and programs as applicable and practicable	DPW	Ongoing
Support the expansion of natural gas infrastructure, especially in commercial and industrial areas	DPW, TC	Short-term
Consider incorporating renewable energy sources, such as solar panels, into future town facility projects	PBC	Short-term
Raise energy usage awareness among municipal employees and encourage appropriate energy conservation practices in offices and facilities	TM	Short-term
Conduct an energy audit of town buildings, vehicle fleets, and operations	TM	Mid-term
Support efforts to provide electric vehicle charging stations at key facilities including Main Street, commercial hubs, and town facilities	DPW, EDC	Mid-term
Work with utilities and property owners to develop a micro grid or other backup power supply on Straits Turnpike encompassing the gas stations and supermarkets that provide food, medicine, and fuel to residents during extended power outages	DPW	Long-term

Theme 8: Encourage Participation in Cooperative Efforts to Promote the Health and Welfare of the Naugatuck Valley Region

Work with neighboring towns in the area of land conservation, greenways, hiking trails, wildlife corridors, and other conservation issues that cross town boundaries

Watertown should continue to work with other towns in the area of land conservation, establishing and maintaining open space conservation areas, and developing greenways that cross town boundaries.

Action Item	Lead Agency	Timeline
Continue to participate in the Naugatuck River Greenway Steering Committee	DPW	Ongoing
Complete the Watertown section of the Naugatuck River Greenway and support neighboring communities in their efforts to complete their sections of the Naugatuck River Greenway	DPW, P&R	Mid-term
Work with neighboring communities to create contiguous open spaces that cross town boundaries	P&R, CCIWA, WLT	Ongoing

Continue to participate in regional land use, economic development, and transportation planning initiatives through the Naugatuck Valley Council of Governments

Watertown participates in a variety of regional efforts through the Naugatuck Valley Council of Governments and its subsidiary entities. The town should continue to be well-represented on the Regional Planning Commission and actively participate in its programs related to transportation planning, economic development, and municipal shared services.

Action Item	Lead Agency	Timeline
Continue to participate in regional household hazardous waste collections	DPW	Ongoing
Continue to participate in statewide product stewardship initiatives such as electronics recycling, PaintCare, and mattress recycling	DPW	Ongoing



Part 2 - Topical Reports

Chapter	Name
1.	Demographics and Housing
2.	Existing Land Use and Zoning
3.	Transportation
4.	Economic Development
5.	Community Facilities and Services
6.	Natural Resources
7.	Parks, Recreation, and Open Space

Demographics and Housing

The demographic and housing needs of Watertown's population are closely linked. Like other suburban communities in Connecticut, Watertown's population has grown at a modest rate over the last several decades. Population growth has historically been one of the primary factors driving new home construction. However, there have also been substantial changes in the composition of Watertown's population over the last decade; the median age, household size, and the types of families that live in Watertown have all changed, leading to incremental shifts in housing supply and demand. This chapter will review a range of data from the U.S. Census Bureau, Connecticut state agencies (such as Department of Economic and Community Development [DECD] and Department of Public Health [DPH]), and local real estate websites. These datasets provide insights into recent population and housing trends in Watertown and guidance as to what changes should be expected and planned for over the next 10 years. This chapter will also compare Watertown to surrounding communities in the Naugatuck Valley region. The Naugatuck Valley region is comprised of the 19 municipalities that make up the Naugatuck Valley Council of Governments (NVCOG).

Demographics

Population

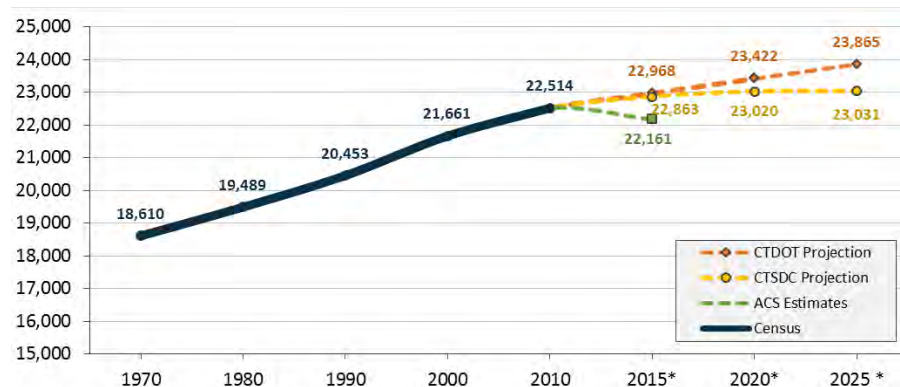
Historically, Watertown has undergone two periods of rapid population growth. The first period of population growth occurred in the first three decades of the 20th century. Between 1900 and 1930, Watertown's population grew from 3,100 residents to 8,192 residents. During this time period, growth was concentrated in the village centers, notably Watertown center and Oakville, which were home to large factories. These areas remain Watertown's most densely populated neighborhoods today as shown on Map 1-1. The northern and western parts of town remained largely rural in character. The second period of growth occurred in the decades immediately following World War II. Watertown's population grew from 10,699 residents in 1950 to 18,610 residents 1970. Like many suburban communities, population and housing growth in this period was fueled by the "baby boom." Most of this development occurred in the agricultural or forested areas surrounding the village centers, and at this time, the two villages coalesced into a single, larger village area. Since 1970, population growth has continued although at a much slower rate than in the past.

According to the 2010 Census, 22,514 people resided in Watertown. Between 2000 and 2010, the population increased by 853 people or 3.9%. The growth rate between 2000 and 2010 is the slowest population growth rate that Watertown has ever experienced. During that same time period, the Naugatuck Valley region grew by 4.6%, with the fastest growth occurring in more rural communities such as Oxford, Middlebury, and Beacon Falls. Population change is influenced by two factors – natural change and migration. Natural change calculates population change by subtracting resident deaths from resident births. Between 2001 and 2010, Watertown saw 2,004 resident births and 1,939 resident deaths, resulting in a small natural increase of 65 persons. The second factor influencing population change is net migration. Net migration is calculated by subtracting natural change from total population change. Between 2000 and 2010, Watertown experienced a net in-migration of 788 persons. In-migration occurs from housing sales as well as new home construction. Most of the population growth that occurred in Watertown between 2000 and 2010 can be attributed to in-migration.

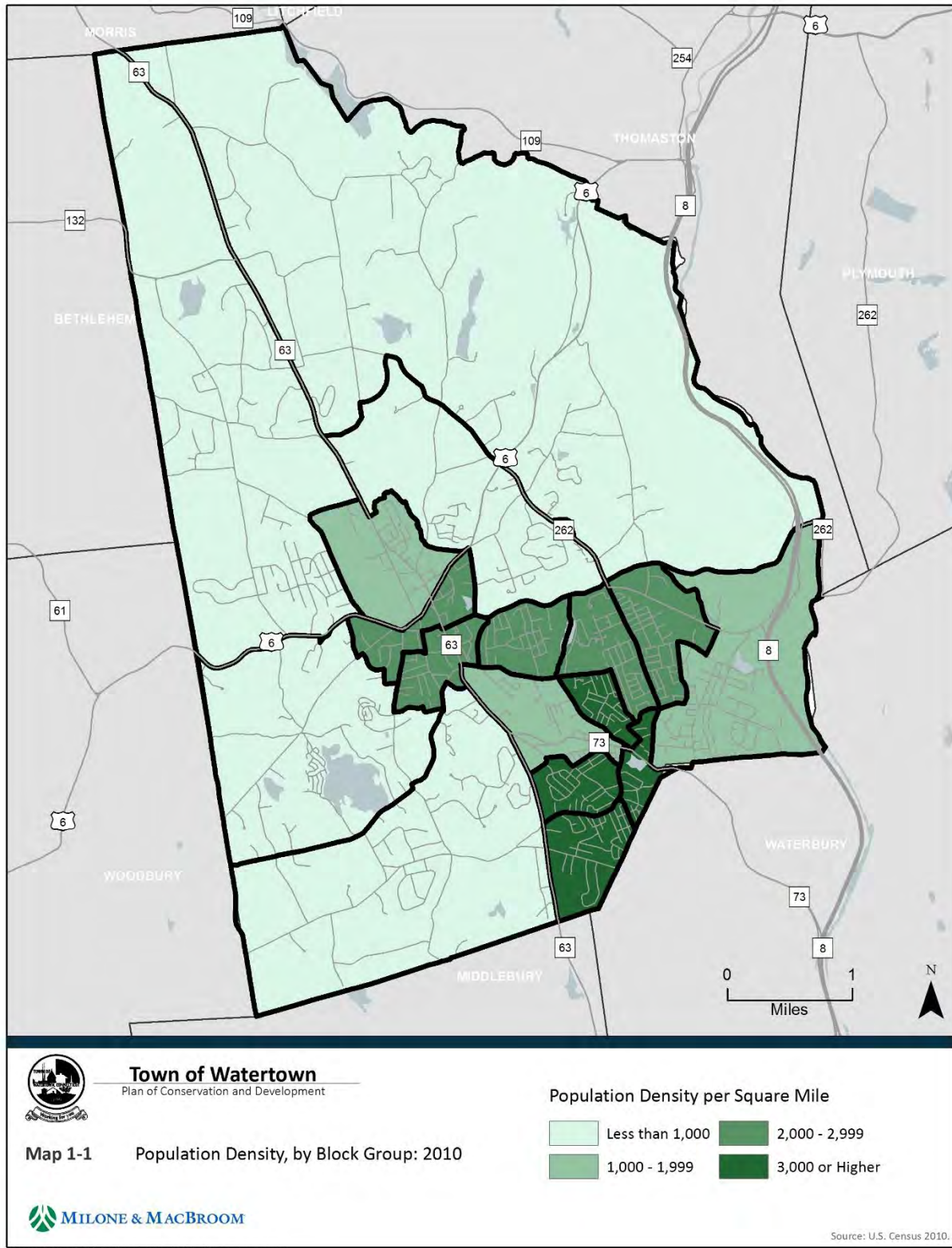
There is a range of data sources that can provide insights into population trends in Watertown since the 2010 Census. According to 2015 5-year estimates from the American Community Survey (ACS), Watertown's population has decreased to 22,161 persons, a loss of 353 persons or 1.6%. It should be noted that ACS estimates are based on a small sample of the total population every year and that the data is not directly comparable to decennial Census data. Nonetheless, the ACS can help show general trends. The decline in population since 2010 is supported by birth and death data from Connecticut DPH. From 2011 to 2014, the town experienced a natural decrease of 145 residents, with resident deaths outpacing resident births. Migration is difficult to calculate in nondecennial Census years; however, as the home sales and new residential construction continue to rebound from the late 2000s recession, the likelihood for net in-migration increases.

Population projections from the Connecticut Department of Transportation (CTDOT) and the Connecticut State Data Center (CTSDC) show differing rates of population growth in the near future. CTDOT projects that Watertown's population will grow to 23,865 people by 2025 while CTSDC projects that Watertown's population will increase at a much slower rate to 23,031 by 2025. In reality, Watertown's future population trends are likely to be linked to housing market conditions. If housing market conditions continue to improve and housing permit activity returns to early 2000s levels, Watertown is likely to see modest population growth as projected by CTDOT. However, if housing market conditions remain at current levels, Watertown is likely to follow the lower CTSDC trend.

Figure 1-1. Historical and Projected Population in Watertown: 1970 to 2025



Sources: U.S. Census Bureau Decennial Census, 1970-2010. 2015 ACS 5-Year Estimates.
Projected population by CTDOT and CTSDC.



Households

While Watertown's overall population has grown slowly, household composition has changed significantly. Between 2000 and 2010, the number of households in Watertown increased from 8,046 to 8,672. This constitutes a growth rate of 626 households or 7.8%. The number of households grew at double the rate of the overall population as a whole. This indicates that households are getting smaller. Shrinking household size is not a new trend in Watertown. The average household size has shrunk from 3.0 persons in 1980 to just 2.57 persons in 2010. However, the average household size in Watertown is still higher than the Naugatuck Valley as a whole.

The Census Bureau classifies households as either "family" or "non-family." Family households are comprised of two or more people living together who are related by birth, marriage, or adoption. Non-family households include persons living alone or two or more unrelated persons living together. Between 2000 and 2010, family households grew by 3.8%. As of 2010, family households make up 71.7% of all households. The fastest growing type of family households are "other family" households, which includes single-parent households, which grew by nearly 20%. One notable trend is the shrinking number of households with children under 18 years old, which declined by 9.3% between 2000 and 2010. The declining number of households with children has contributed to shrinking household size. However, during this time period, the number of "other family" households with children (single-parent families) increased.

Non-family households grew by 19.4% between 2000 and 2010, a much faster growth rate than family households. A majority of non-family households are made up of persons living alone. Non-family households headed by persons 65 years old and over grew by 22.5% between 2000 and 2010, making them the fastest growing household type. The growing number of persons living alone and elderly householders suggests that Watertown will see an increase in demand for senior housing and smaller multifamily housing units over the next 10-year period.

Table 1-1. Household Composition in Watertown: 2000 to 2010

Households by Type	Year		Change 2000 to 2010	
	2000	2010	Number	Percent
Family Households	5,996	6,224	228	3.8%
With Own Children Under 18	2,790	2,530	-260	-9.3%
Married-Couple Family	4,964	4,987	23	0.5%
With Own Children Under 18	2,295	1,974	-321	-14.0%
Other Family Households	1,032	1,237	205	19.9%
With Own Children Under 18	495	556	61	12.3%
Nonfamily Households	2,050	2,448	398	19.4%
Householder Living Alone	1,746	2,087	341	19.5%
Householder 65 Years And Over	759	930	171	22.5%
Total Households	8,046	8,672	626	7.8%

Source: U.S. Census 2000-2010

Age

Watertown's age composition has also changed dramatically in recent years. Two of the major trends that will shape Watertown's population and housing market over the next decade are the increasing number of residents over age 65 and a declining number of children under age 18.

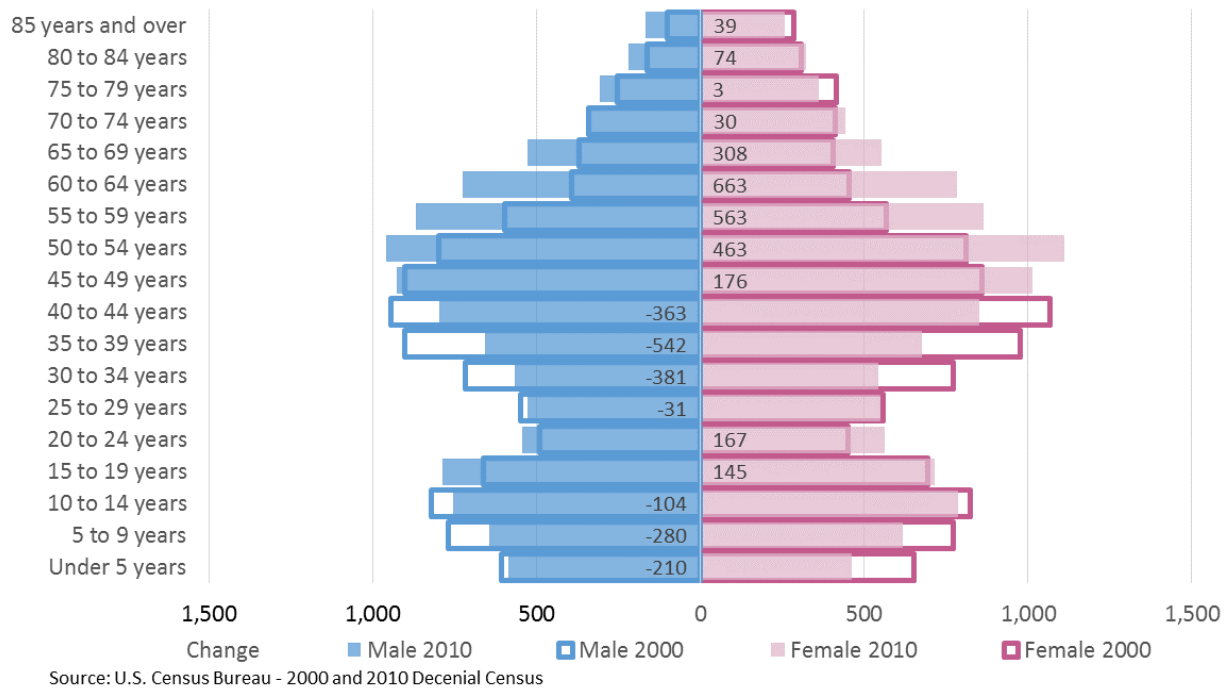
Watertown's population is aging. In 1990, the median age in Watertown was 35.6 years old. Since then, the median age increased to 39.0 in 2000 and 44.0 in 2010. According to 2015 ACS 5-year estimates, the median age has stabilized at 43.7 years old. The median age in Watertown is about 4 years older than the Naugatuck Valley region as a whole.

Between 2000 and 2010, the number of elderly residents (age 65 years old and over) grew by 19.2%. As of 2010, elderly residents made up an estimated 16.2% of the population. The aging trend is expected to accelerate over the next 10 years as a growing number of baby boomers reach retirement age. Baby boomers refers to persons born between 1946 and 1964 – this group is Watertown's largest population cohort. According to population projections from the CTSDC, Watertown's elderly population is projected to grow to over 6,200 persons by 2025, making up over 27% of the town's total population.

Coinciding with the growth in elderly persons is a decline in persons under the age of 18. From 2000 to 2010, the population under age 18 dropped from 5,369 to 4,859 residents, a decline of 9.5%. Two factors can help explain the decline in children under 18: declining birth rates and the declining number of women of child-bearing age. Birth rates have declined nationally as families have fewer children than in the past. Families are also having children later in life. As of 2013, Watertown residents between the ages of 30 and 34 had the highest birth rate. Similarly, Watertown's population of females of child-bearing age (females age 15 to 44) has declined in recent years, dropping from 4,517 persons in 2000 to 3,898 persons in 2010.

It is important to remember that population trends are cyclical and that the decline in the number of children will not continue forever. Over the next 10 years, the large "millennial" generation (those born between 1980 and 2000) will age into their 20s and 30s. As this age cohort begins having children, births may begin to rebound. The aging of Watertown's population will have major implications on housing demand and municipal services. Demand may shift away from schools and youth services toward elderly services such as transportation and recreation.

Figure 1-2. Age Composition in Watertown: 2000 to 2010



Race and Ethnicity

The Census Bureau distinguishes between race and ethnicity and allows individuals to identify with both a racial and ethnic group. The Census considers Hispanic or Latino identity to be an ethnicity but not a separate race, recognizing that many people who are Hispanic or Latino also identify with one or more of the established racial categories. In order to present numbers that do not overlap, mutually exclusive racial and ethnic groups were used. Therefore, persons who identified with a racial group were classified as either "Hispanic or Latino" or "Not Hispanic or Latino."

Watertown's population is less diverse than the region and state as a whole. As of 2010, 92.0% of Watertown's population identify as non-Hispanic White. For comparison, 76.1% of the Naugatuck Valley region's population identifies as non-Hispanic White. The next largest racial and ethnic group is persons who identify as Hispanic or Latino (of any race). This group comprised 3.7% of the town's population in 2010 and was the fastest-growing racial or ethnic group between 2000 and 2010, growing by over 100%. Watertown also has small but growing Asian (1.7%) and Black or African American (1.3%) populations.

Table 1-2. Mutually Exclusive Race and Ethnicity in Watertown: 2000 and 2010

Mutually Exclusive Racial or Ethnic Group	2000		2010		Change 2000 to 2010	
	Count	% of Total	Count	% of Total	Net	Percent
Not Hispanic or Latino	21,255	98.1%	21,676	96.3%	421	2.0%
American Indian	25	0.1%	51	0.2%	26	104.0%
Asian	273	1.3%	376	1.7%	103	37.7%
Black or African American	149	0.7%	292	1.3%	143	96.0%
Hawaiian or Pacific Islander	6	0.0%	1	0.0%	-5	-83.3%
Some Other Race	12	0.1%	18	0.1%	6	50.0%
Two or More Races	162	0.7%	231	1.0%	69	42.6%
White	20,628	95.2%	20,707	92.0%	79	0.4%
Hispanic or Latino (of all races)	406	1.9%	838	3.7%	432	106.4%
Total Population	21,661	100.0%	22,514	100.0%	853	3.9%

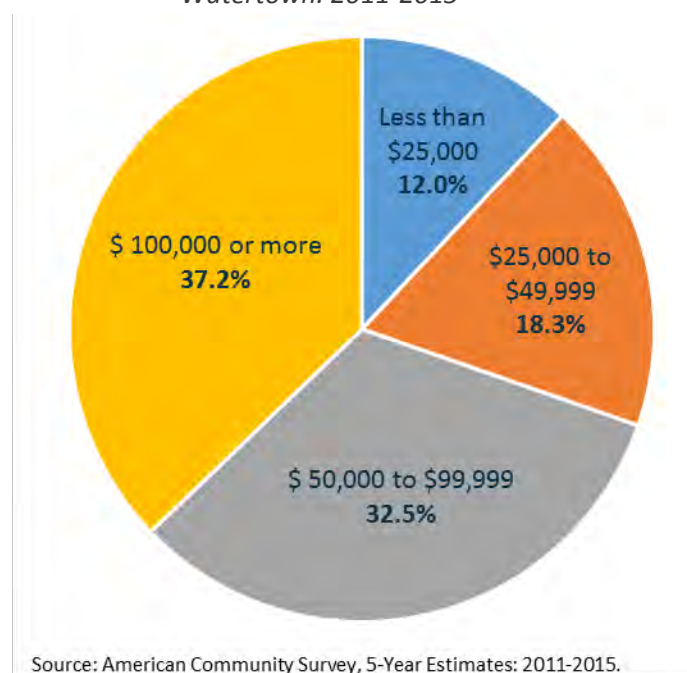
Source: U.S. Census Bureau - 2000 and 2010 Decennial Census

Income

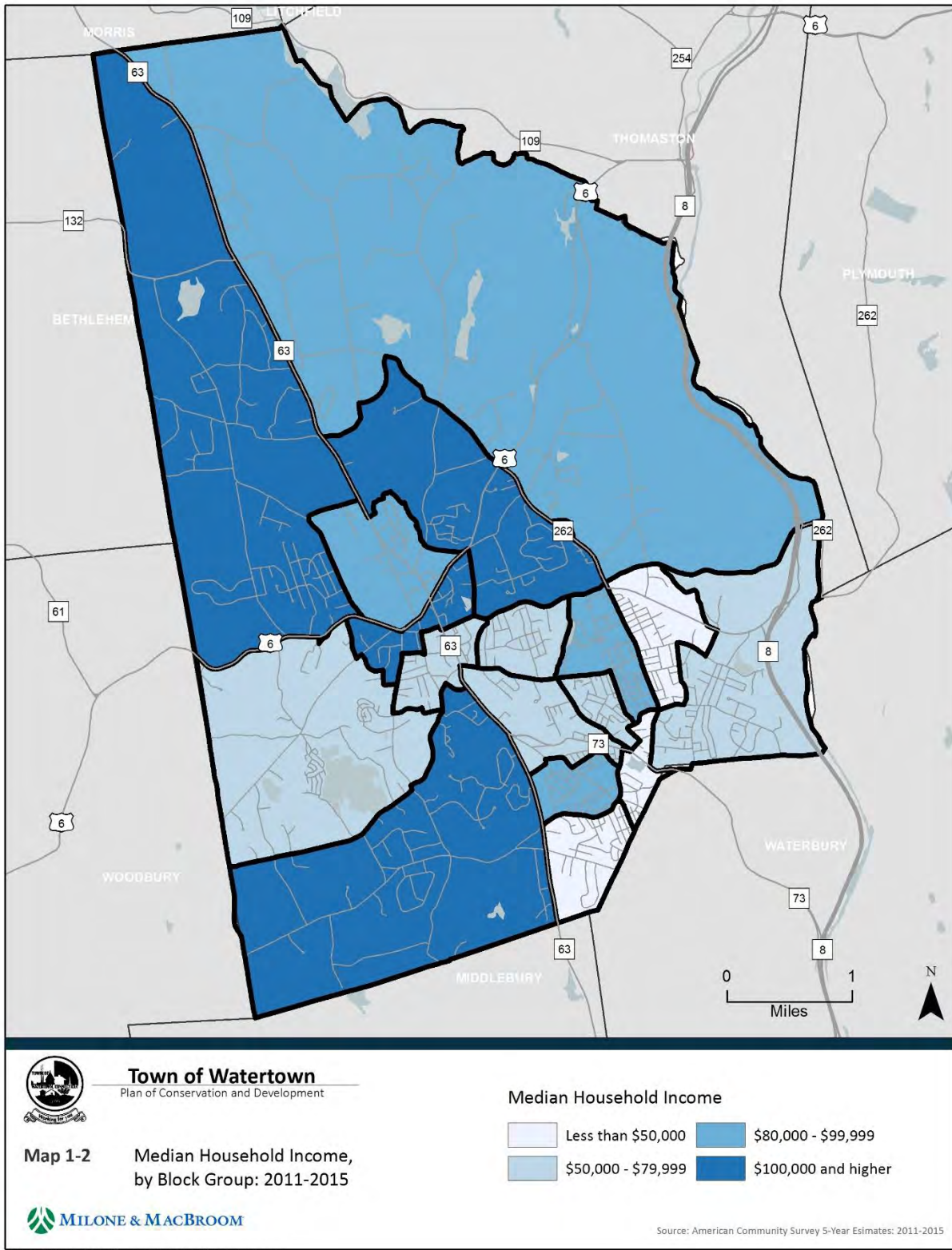
According to the 2015 ACS 5-year estimates, Watertown's median household income is \$78,722. This is higher than the national (\$53,889), state (\$70,331), and county (\$72,061). However, the median household varies geographically within town. Map 1-2 shows median household income by census block group. In general, median household income is lower in the village areas and higher in the more rural

parts of town. Three census block groups in Oakville have median household incomes of less than \$50,000. On the opposite end of the spectrum, four census block groups in northern and western Watertown have median household incomes in excess of \$100,000 per year.

Figure 1-3. Household Income Distribution in Watertown: 2011-2015



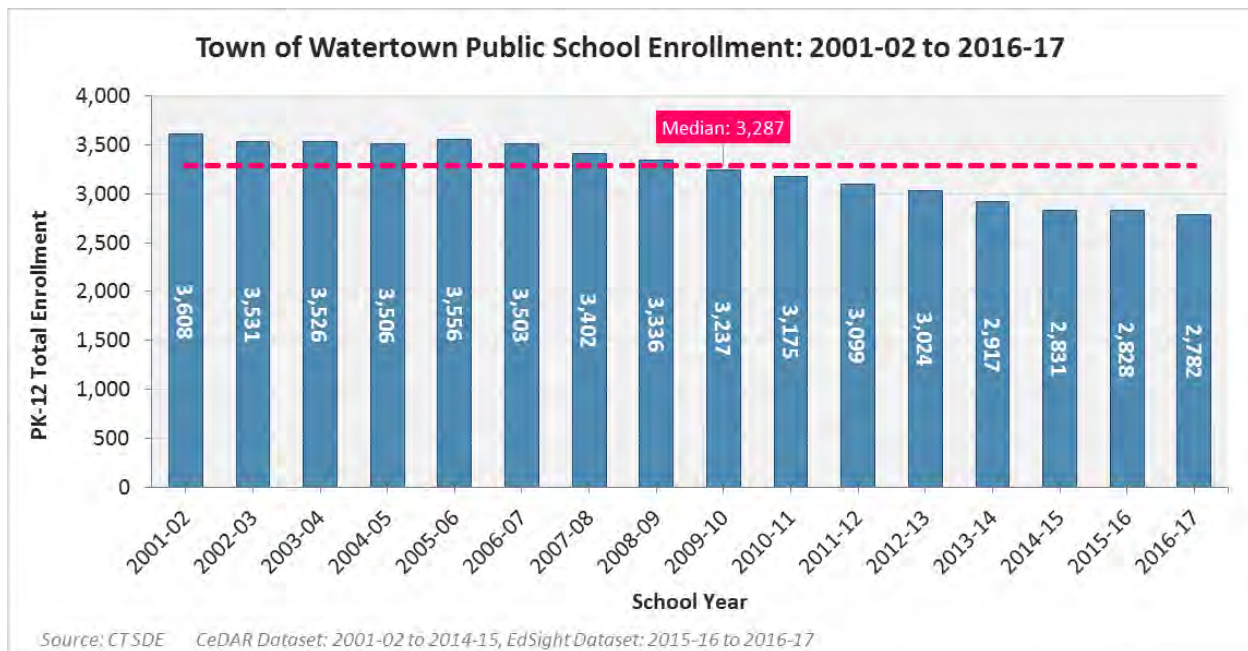
Household income varies by the age of householder. The median income for householders between the ages of 25 and 44 years old is \$91,488. Householders between the ages of 45 and 64 (often peak earning years) have the highest median incomes at \$98,971. Finally, householders age 65 years old and over have a median household income of just \$38,469 per year. However, this group may also have sizable nonincome assets including savings, investments, and home equity.



School Enrollments

Like other suburban communities in Connecticut, Watertown has experienced a decline in public school enrollments over the last decade. Since the 2001-02 school year, the median public school enrollment in Watertown has been 3,287 students. Enrollments peaked in the 2001-02 to 2005-06 time period where enrollments ranged from 3,500 to 3,600 students per year. However, enrollments have declined each year since 2005-06. As of the 2016-17 school year, Watertown Public Schools declined to a total enrollment of 2,782 students. This constitutes a drop of 21.7% since 2005-06. The decline in public school enrollments is tied to the town's other population and housing trends. The decrease in births over the last 10 years has translated into smaller incoming kindergarten classes. Similarly, the decline in new home construction has resulted in less in-migration of new students than in the early 2000s.

Figure 1-4. Town of Watertown Public School Enrollments: 2001-02 to 2016-17



Housing

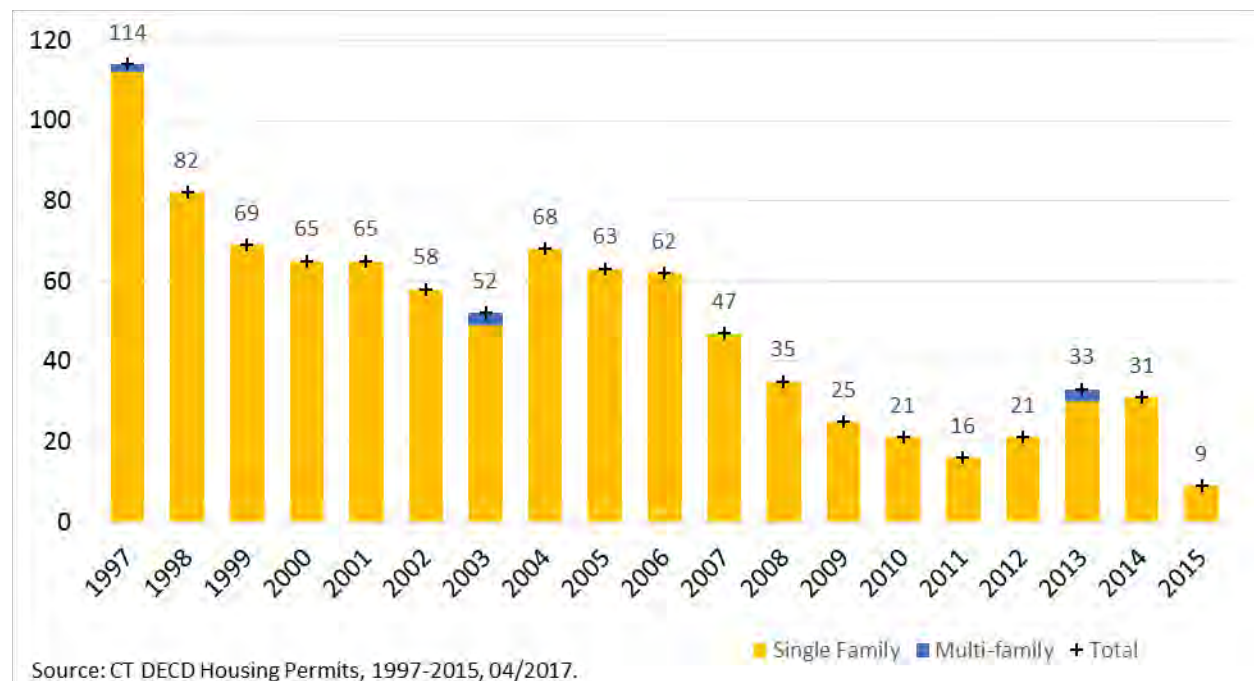
A majority of land in Watertown is devoted to residential uses. Housing and housing-related issues affect all residents. The form, layout, condition, location, and cost of available housing are crucial to the quality of life of residents within that community or neighborhood. Similarly, demographic trends discussed previously all influence demand for certain types of housing.

Total Housing Units

As of the 2010 Census, Watertown had 9,096 total housing units. The number of housing units grew by 798 units, or 9.6%, between 2000 and 2010. The rate of housing unit growth outpaced overall population growth (3.9%) and household growth (7.8%) during the same period. According to data from the Connecticut DECD, Watertown has seen a net gain of 93 housing units since 2010, reaching a total of 9,189 total housing units as of 2015. The rate of housing growth in Watertown was faster than the neighboring municipalities of Thomaston and Waterbury but slower than neighboring rural communities such as Bethlehem, Morris, Middlebury, and Woodbury.

Similar to state and national trends, housing permit activity in Watertown was impacted by the downturn in the housing market that began in 2006. From 2000 to 2006, Watertown averaged between 50 and 70 housing permits per year. Housing permit activity declined between 2006 and 2011, reaching a low of 16 permits in 2011. However, over the last few years, housing permit activity has begun to rebound. In both 2013 and 2014, Watertown issued over 30 housing permits. However, permits dipped to just 9 in 2015, their lowest level over the last 20 years. With the exception of three small multifamily developments, all housing permits issued in Watertown over the last 20 years have been for single-family homes.

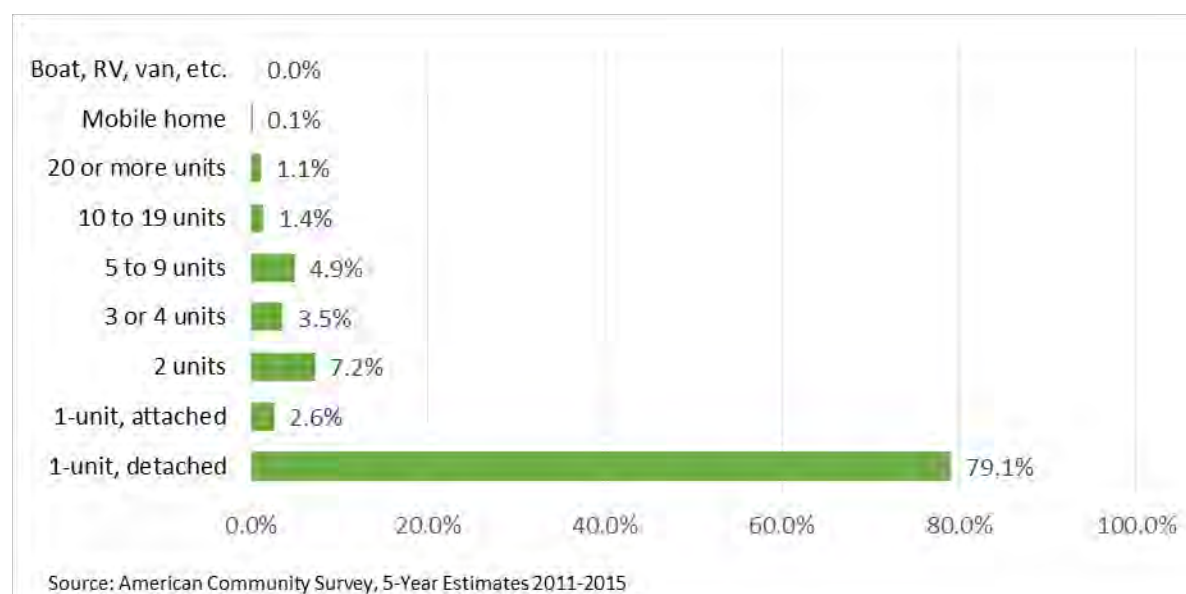
Figure 1-5. Housing Permit Activity in Watertown, by Number of Units: 1997 to 2015



Housing Stock Characteristics

The density and diversity of Watertown's housing stock vary greatly by neighborhood. As of 2015, 79.1% of Watertown's housing units were single-family detached units. Multifamily housing made up 18.1% of Watertown's housing stock. A majority of the multifamily housing stock was two-, three-, and four-family structures. Generally, multifamily housing is found in the village centers of Watertown and Oakville. These areas have the necessary water and sewer infrastructure that is needed to support this higher-density development. The northern and western neighborhoods in Watertown – areas without water and sewer infrastructure – contain almost exclusively single-family housing. The town also has a small number of single-family attached units (2.6%) and mobile homes (0.1%).

Figure 1-6. Watertown Housing Units, by Number of Units in Structure: 2011-2015



Watertown contains a diverse age of housing stock, and the age of housing generally corresponds with the periods of population growth in the town. The median housing unit in Watertown was built in 1965. Nearly half of all housing units were built in the 1950s through 1970s corresponding with the most rapid period of population growth in the town's history. Just under 30% of housing units were built since 1980. There is also a substantial percentage of housing units built before 1939 (17.9%). Pre-1940s homes are concentrated in the villages of Watertown and Oakville.

Occupancy and Vacancy

As of the 2010 Census, Watertown contained 8,672 occupied housing units. As discussed previously, the number of total housing units grew at a faster rate than households and the total population. As a result, the number of vacant housing units grew from 252 in 2000 to 424 in 2010, a 68.3% growth rate. As of 2010, 4.7% of Watertown's total housing units were vacant.

The U.S. Census Bureau further breaks down vacant housing units into different classifications. Out of 424 vacant housing units in Watertown, 108 units are for rent, resulting in a rental vacancy rate of 5.8%. An additional 68 vacant units are for sale, resulting in a homeowner vacancy rate of just 1.0%. Both the

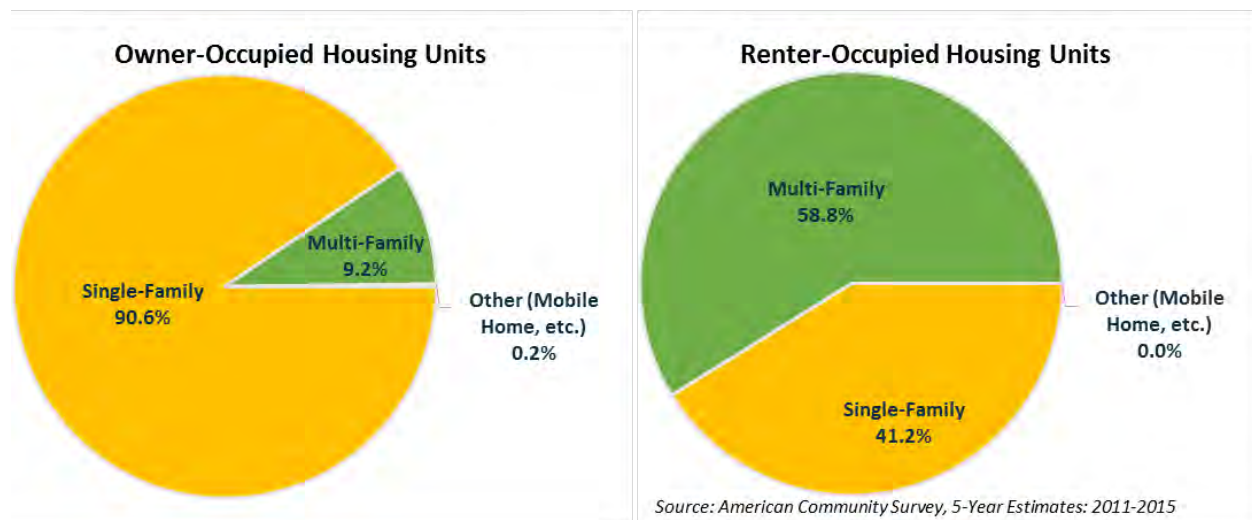
rental and homeowner vacancy rates in Watertown are much lower than in Connecticut as a whole, which has vacancy rates of 8.2% and 1.6%, respectively.

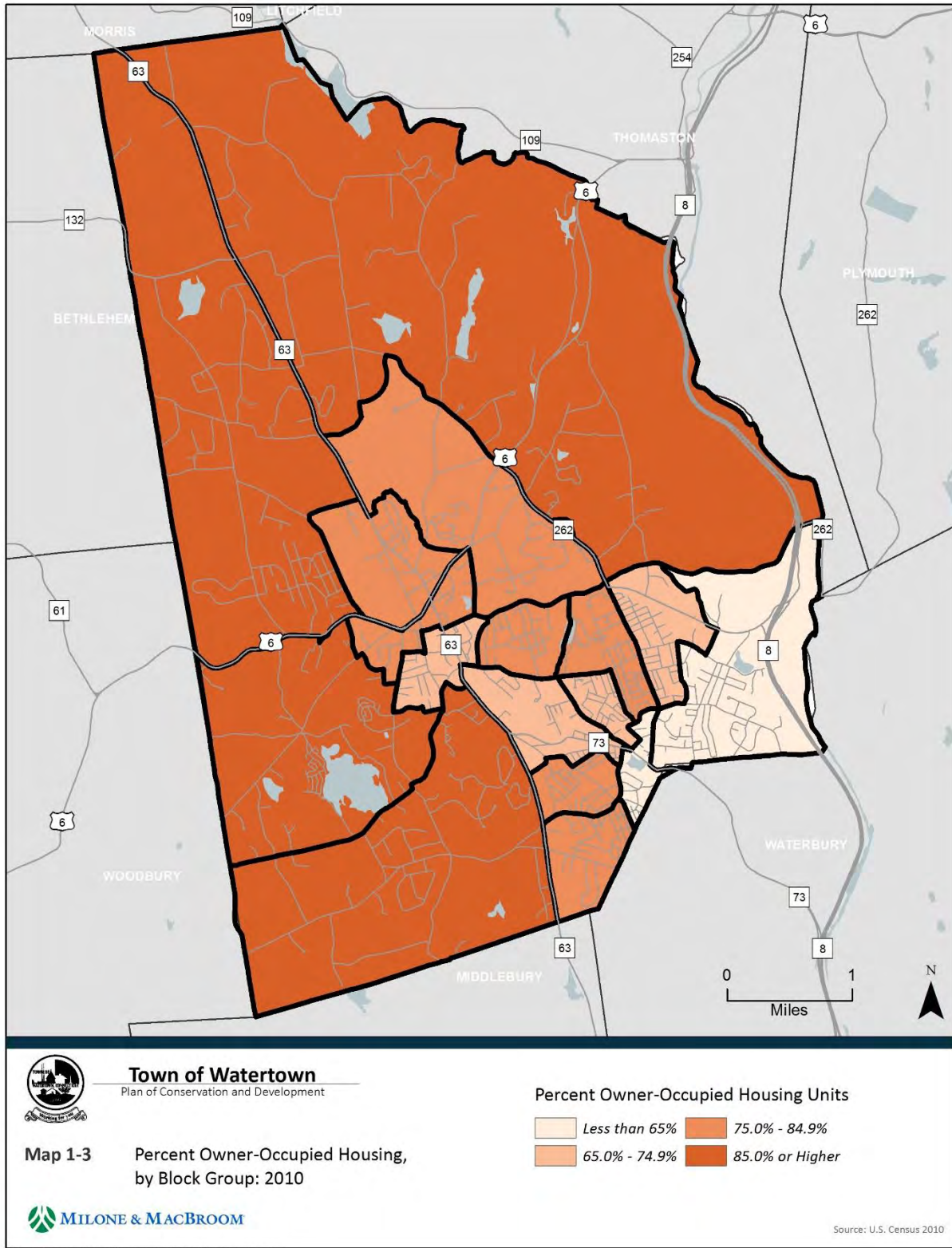
Tenure

Housing tenure refers to the financial arrangement under which a household lives in their housing unit – notably whether they own their home or whether they rent. As of the 2010 Census, 76.1% of occupied housing units were owner occupied. The number of owner-occupied units increased by 535 units, or 8.4% between 2000 and 2010. The remaining 19.3% of occupied housing units are renter occupied. Renter-occupied housing grew by 91 units, or 5.5% from 2000 to 2010.

Housing tenure varies geographically within town as shown in Map 1-3. Neighborhoods in the southeastern section of Watertown that border the city of Waterbury have the highest concentration of rental housing. The remaining block groups in the villages of Oakville and Watertown have between 65% and 85% of housing units comprised of owner-occupied housing. Outside of the villages, more than 90% of housing units are owner occupied. The concentration of rental housing in the village areas is also tied to the distribution of multifamily housing. According to the 2011-2015 ACS, over 90% of owner-occupied housing units are single family while nearly 60% of renter-occupied units are multifamily.

Figure 1-7. Housing Tenure in Watertown, by Unit Type: 2011-2015





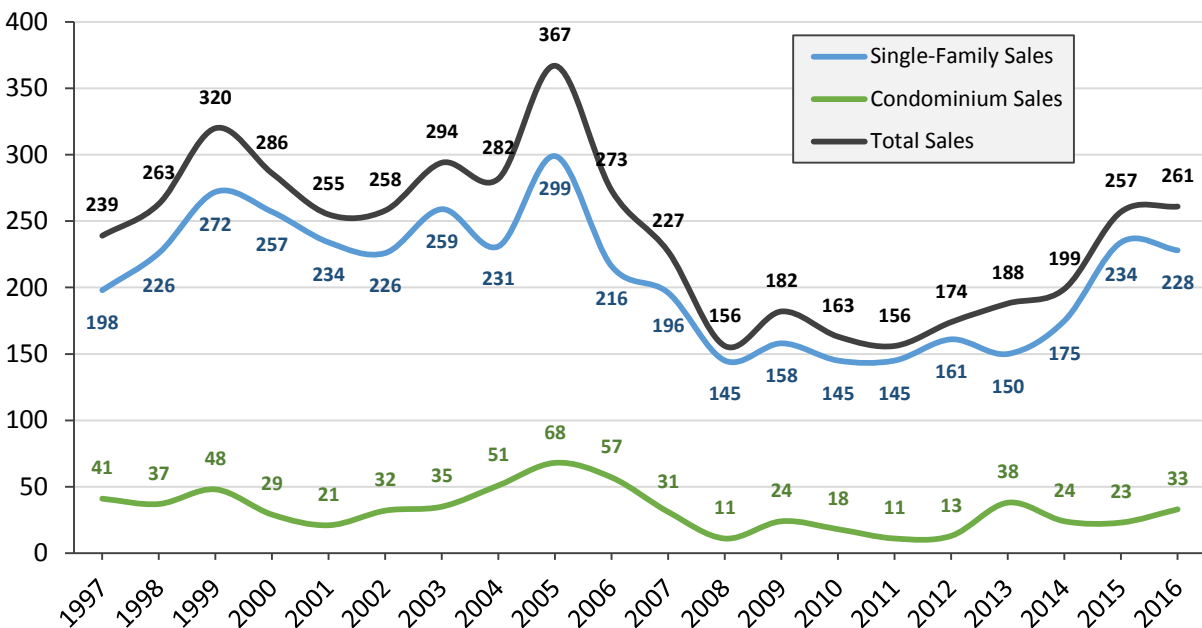
Real Estate Market Trends

Similar to national trends, Watertown's real estate market was greatly affected by the downturn in the housing market that began in 2006. Between 2007 and 2012, the median sales prices for single-family homes dropped from \$264,125 to \$178,000, a drop of 32.6%. Since 2012, median sales prices have rebounded and have averaged about \$196,000 over the last 4 years. Overall, the median price for a single-family home in Watertown is more affordable than surrounding suburban communities.

The median sales price for condominiums peaked in 2006 at \$275,000, which was higher than the median sales price for single-family homes that year. This period coincides with the construction of new high-end condominium developments such as Watertown Crossing. The median price for condominium sales reached their lowest level in 2015 at \$145,000, a decline of 47.3% from 2006. The median sales price for condominiums has fluctuated wildly over the last 10 years. This is caused by the small number of condominiums sold each year, meaning that the quality of the inventory in any given year influences median sales prices. In years where mostly newer units sell, prices are likely to increase while median sales prices decrease in years where mostly older units sell.

The decline in home prices coincided with a decline in the number of residential sales in Watertown. The number of home sales peaked at 367 sales in 2005. Sales declined rapidly in the late 2000s, reaching a low of just 156 sales in 2008. However, sales have begun to rebound in recent years and have now returned to levels last seen in the early 2000s. In 2015 and 2016, there were over 250 residential sales in Watertown. Single-family sales have recovered at a faster rate than condominium sales.

Figure 1-8. Residential Sales Trends in Watertown: 1997 to 2016



Source: The Warren Group, Town Stats - Town of Watertown: 1997 to 2016

Affordability of Housing

According to the 2011-2015 ACS, 30.3% of Watertown renters and 27.9% of Watertown homeowners pay more than 30% of their household income to cover housing costs (housing costs include mortgage or rent, utilities, taxes, and insurance). The government considers these households to be cost burdened. Housing affordability is a particular challenge for households making less than \$50,000 per year. Among these households, 64.7% of homeowners and 58.9% of renters pay more than 30% of their household income to cover housing costs. This suggests that Watertown lacks affordable housing options for its lower-income households and families.

As of 2015, the median household income in Watertown was \$78,722 while the median home value in Watertown was \$250,600. A household earning Watertown's median income could spend roughly \$1,970 per month on housing without exceeding 30% of its monthly household income. A rough calculation of a monthly payment for a house bought for \$250,000, with 10% down and assuming a 30-year fixed-rate loan at 5%, would be \$1,940 per month. Increasing the down payment to 20% would reduce that payment to about \$1,524 per month. These calculations include taxes (mill rate of 30.89) and a placeholder percentage of 1.5% for insurance and utilities.

Like most Connecticut communities, property taxes comprise a large percentage of monthly housing costs. Paying taxes on a \$250,000 home at the current mill rate (30.89 mills assessed at 70%) would cost about \$450 a month, or about one-quarter of total monthly housing costs. This could be a considerable cost to income-restricted households, especially seniors.

The U.S. Department of Housing and Urban Development (HUD) annually issues a schedule of fair market rents for counties and metropolitan areas across the United States. HUD's FY 2017 Final Fair Market Rents provide a better picture of actual rents in these areas at the present time. Fair market rents are based upon Census data that is supplemented with various rental housing survey tools. For 2017, the fair market rents for Litchfield County, Connecticut, were \$695 for a studio/efficiency apartment, \$868 for a one-bedroom apartment, \$1,095 for a two-bedroom apartment, \$1,400 for a three-bedroom apartment, and \$1,509 for a four-bedroom apartment.

These calculations suggest that under average market conditions a family making the median household income could afford a home in Watertown. However, households making under \$50,000 per year, particularly low-income families and elderly persons, may have difficulty finding affordable housing units. This issue has been acute in many communities across the United States as mortgages have become more difficult to obtain post-recession, and new rental housing units have not been constructed at a fast enough pace to absorb increases in rental demand, particularly for larger units.

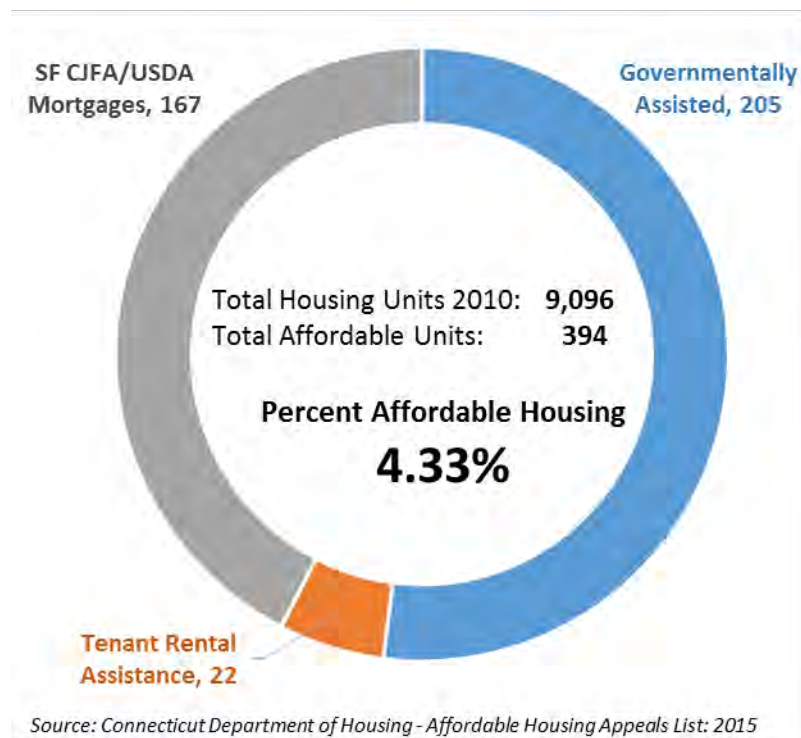
The state legislature has established an Affordable Housing Appeals Procedure to provide assistance with development of affordable housing throughout the state. The procedure applies in communities where less than 10% of the dwelling units in the municipality are the following:

- Governmentally assisted housing;
- Units receiving either RAP or Section 8 rental assistance;
- Currently financed by Connecticut Housing Finance Authority or Farmer's Home Administration mortgages; or

- Subject to deeds containing covenants or restrictions that require sale or rental at affordable levels.

Affordable levels are defined as housing for which persons and families pay 30% or less of income, where such income is less than or equal to 80% of the area median income. The most recent data from the Connecticut DECD Affordable Housing Appeals Program puts the number of affordable housing units in Watertown in 2015 at 394, or 4.3% of total housing units. This level means that the Affordable Housing Appeals Procedure as specified in Connecticut General Statutes Section 8-30g applies to Watertown. Within the Naugatuck Valley region, affordable housing is concentrated in the region's urban municipalities. Out of the 19 communities in the region, only Ansonia, Bristol, Derby, and Waterbury have greater than 10% affordable housing.

Figure 1-9. Affordable Housing Units in Watertown, by Type: 2015



The Watertown Housing Authority oversees the daily operations of managing 120 elderly and disabled housing units spread across three separate sites:

- Truman Terrace – 40 units of elderly and disabled housing built in 1975 and upgraded in 1987. Located at 100 Steele Brook Road.
- Buckingham Terrace – 40 units of elderly and disabled housing built in 1981 and upgraded in 1989. Located at 935 Buckingham Street
- Country Ridge – 40 units of elderly and disabled housing built in 1997 and upgraded in 2000. Located at 1091 Buckingham Street



Existing Land Use and Zoning

The built environment, including the type, location, and intensity of existing land uses, defines the character of a community. Understanding how much land is presently devoted to commercial, industrial, residential, parks, and vacant land is a key component to developing a vision and plan for the future. Like other municipalities in Connecticut, Watertown's land use patterns are a reflection of its unique history, geography, economy, and transportation system. Initially a rural farming community, Watertown's population grew rapidly in the late 19th and early 20th centuries as factories began locating along waterways such as Steele Brook. Watertown's village centers emerged in this period with a dense mix of industrial, residential, and commercial uses in close proximity to each other. After World War II, the rise of the automobile and economic restructuring led to decentralized and segregated land use patterns, which persist to this day.

Existing Land Use

Residential

Residential land is the largest single land use in Watertown, comprising 38.1% of the total land area and 78.7% of all properties. Three residential categories were developed for the Existing Land Use map corresponding to different densities of housing.

Low Density Residential

Low density residential uses are concentrated in Watertown's rural northern and western neighborhoods. Low density residential areas correspond to the R-70 and R-90 zones and are comprised almost entirely of single-family homes on large lots. Low density residential areas often border agricultural land and other undeveloped lands. With an average lot size of 2.55 acres, most low density properties are large enough to accommodate wells and on-site septic systems.



Low density residential areas are characterized by single-family homes on large lots, interspersed with agricultural land and other undeveloped land.

Medium Density Residential

Medium density residential areas are located on the outer fringes of the villages and make up 10.7% of Watertown's land area. These areas correspond to the R-30 and R-20 zones. Medium density residential areas have an average lot size of 0.94 acres and may require sanitary sewer service and public water service depending on lot size and local soil conditions.

Village Density Residential

Village density residential uses are found in Oakville and Watertown Center and provide the highest density housing in Watertown. These areas generally correspond to the R-12.5, R-10, and R-G zoning districts and contain a mix of single-family, duplex, three-family, and apartment housing. While village density residential uses comprise just 8.3% of Watertown's total land area, they make up over 40% of all properties and 57% of all dwelling units. With an average lot size of under one-half acre, village density residential areas require sanitary sewer service and public water.

Commercial

Commercial uses, which include retail, personal services, restaurants, automotive uses, and offices, make up just 1.1% of Watertown's total land area. The low percentage of land devoted to commercial uses means that many residents must travel to neighboring towns and cities in order to shop, receive services, or work. In addition, this puts a larger share of the town's overall property tax burden on residential uses.

General Commercial

General commercial areas make up 0.7% of the total land area and 65% of commercial land in Watertown and generally align with the B-SC and B-G zones. These areas contain a mix of big box retail, restaurants, personal services, and office uses. General commercial areas are auto oriented, are located along arterial roadways, and contain dedicated surface parking lots. Major general commercial areas include Straits Turnpike and Route 63 between Route 73 and French Street.



Medium density residential areas are located on the fringes of Oakville and Watertown Center.



Village density residential areas contain a mix of single-family and multifamily homes.



General commercial areas contain many regional and national chain businesses and are located along Watertown's busiest roadways.

Main Street Commercial

Main Street commercial districts are found in Oakville and Watertown Center and differ from general commercial areas in their age, character, and density. Many of the buildings in Main Street commercial districts predate the automobile. Buildings are placed close to the street and do not have dedicated off-street parking. Similarly, because these areas originally relied on foot traffic, they are located in close proximity to residential areas. While general commercial areas are characterized by single-use buildings, Main Street commercial areas contain mixed-use, multistory buildings. Retail, restaurants, personal services, office, and residential uses are all found in these areas, often within the same building.



Main Street commercial areas are characterized by street-facing buildings, minimal off-street parking, and proximity to residential neighborhoods

Automotive Commercial

Unlike general commercial areas, which contain a variety of commercial uses, automotive commercial areas are dominated by a single type of business – the sale, repair, or service of automobiles. Automotive commercial uses are concentrated along Straits Turnpike south of Bunker Hill Road. A smaller cluster of automotive businesses is found along Route 73 between Route 63 and Riverside Avenue. The clustering of automotive uses near each other is not a phenomenon unique to Watertown. "Auto rows" are found throughout the state as the many automotive uses together become a regional destination, drawing in more customers and benefitting all businesses.



Automotive uses, including several car dealerships, are concentrated along Straits Turnpike

Industrial

Industrial land uses make up 3.1% of Watertown's total land area and include manufacturing facilities, machine shops, warehousing facilities, and distribution centers. Historically, industry located along waterways and rail lines in Watertown Center and Oakville. Many of these buildings still stand although most have transitioned away from manufacturing uses and are now used for warehousing, distribution, office, or retail uses.



Industrial uses are concentrated in modern industrial parks near the highway system.

Over the last 50 years, the need for modern one-story factories and the shift from rail to truck transportation have led to industrial development in industrial parks with good access to Route 8.

Today, a majority of Watertown's industrial uses are located in Watertown Industrial Park on Echo Lake Road and Park Road. Smaller industrial areas are found along Commercial Street and Sylvan Lake Road.

Institutional

Institutional land includes government buildings, public and private schools, religious institutions, and nonprofit organizations. Institutional uses are concentrated in Watertown Center and Oakville. Institutional uses have been classified into public institutions such as public schools and government offices and private institutions such as private schools, religious institutions, nonprofit organizations, and other tax-exempt uses.

Public Institutional

Public institutions make up 163.4 acres accounting for 0.9% of Watertown's total land area. Public schools make up about 102 acres of public institutional land. This land comprises school buildings, parking areas, and athletic facilities. The remaining land is split between other town facilities such as government offices, public works facilities, libraries, and other town services. More information on public facilities can be found in Chapter 5.

Private Institutional

Private institutions make up 0.9% of Watertown's total land area. Taft School is by far the largest private institution in Watertown comprising over 100 acres in Watertown Center. Taft School's holdings include its academic campus and athletic facilities as well as several residences. Other private institutions include religious institutions, parochial schools, and nonprofit organizations.

Open Space

The State of Connecticut has set a goal to preserve 21% of land as protected open space by the year 2023. However, there is no set definition of "open space," and definitions may vary from community to community or even amongst different residents within the same community. The Connecticut DEEP Public Open Space Mapping (POSM) project classifies land as open space if it supports natural-resource-based passive outdoor recreation, forestry and fisheries activities, or other natural resources conservation activities. Uses such as golf courses, cemeteries, and athletic fields are not included in the POSM. Nonetheless, these uses may be perceived as open space by residents.

For the purposes of this plan, open space includes public parks, preserved open space, water utility lands, recreational facilities, golf courses, and cemeteries. Four parcels that are comprised entirely of



Watertown Public Schools is the largest public landholder in Watertown



Taft School in Watertown Center is the largest private institution in town.

surface water are also included in this category. Open space such as state and local parks and land trust properties are protected in perpetuity through deed restrictions. Other open space such as golf courses and water utility lands are not protected in perpetuity and may be developed in the future. In addition, many residents may perceive undeveloped land as open space. Open space comprises 21.1% of Watertown's total land area putting them right in line with the state's goal. However, not all of this land is protected in perpetuity, and the town should continue to implement policies that protect land for passive recreation and natural resource conservation.



The City of Waterbury Bureau of Water owns nearly 700 acres of land surrounding Wigwam Reservoir in northern Watertown.

Recreational or Open Space

Recreational or open space land uses refer to areas used as municipal and state parks, state forests, golf courses, athletic fields, land trust properties, and other protected open space. These areas comprise 15.1% of the total land area. The largest tracts of contiguous open space lands are found in northeastern Watertown in Black Rock State Park and Mattatuck State Forest. Parks, recreation, and open space will be discussed in much greater detail in Chapter 7.

Water Utility Land

Water utility lands comprise 3.8% of land in Watertown and are found in the northernmost part of town near the borders with Morris, Thomaston, and Bethlehem. Two water utilities own land in Watertown. The largest water utility is the City of Waterbury Bureau of Water, which owns 668 acres of land surrounding Wigwam Reservoir. The Watertown Fire District also has holdings within Watertown. While its primary water supply is in Woodbury, it owns 47 acres of land surrounding Judd Pond in Watertown. Both the City of Waterbury Bureau of Water and Watertown Fire District provide drinking water to Watertown residents.

Cemetery

Watertown contains four cemeteries totaling 179 acres, or 1% of the total land area. The largest cemetery is Mount Olivet Cemetery, which is over 150 acres in size. Other cemeteries include Old Watertown Cemetery (2.4 acres), Mount James Cemetery (5.8 acres), and Evergreen Cemetery (18.6 acres).

Undeveloped Land

Undeveloped land includes land that is not developed but is not protected as open space and could be developed in the future. This category includes agricultural lands, forested areas, and other unimproved land. Watertown contains nearly 3,400 acres of undeveloped land comprising 18% of the total land area. Undeveloped lands may be perceived as open space by many community members and contribute to the overall character of the community.

Agriculture

Agriculture remains a small but important part of Watertown's economy and physical landscape. As of 2017, there are about 1,847 acres of agricultural land comprising 9.8% of the total land area. Agricultural land is concentrated in southwestern Watertown near the borders with Middlebury and Woodbury. Because agricultural land is already cleared, it is particularly susceptible to being developed. According to land use and land cover data from the University of Connecticut, Watertown lost about 800 acres of agricultural land between 1985 and 2006, most of which was converted into residential land.



Agricultural land along Route 132 near the Bethlehem town line

Undeveloped

Undeveloped land includes unprotected forests and other unimproved lands and makes up 18.0% of Watertown's total land area. Undeveloped land is concentrated in the more rural areas of Watertown although there are also small pieces of undeveloped land within the village centers. Much of the undeveloped land in Watertown contains one or more natural constraints such as steep slopes, wetland soils, or flood zones, which make the land difficult to develop.



A paper street in the Oakville section of Watertown has become overgrown with vegetation.

Other

Utilities

Utilities encompasses lands that are used for infrastructure such as pump stations, water towers, and electrical substations. Utilities make up about 50 acres of land in Watertown, or 0.3% of the total land area.

Right-of-Way

Rights-of-way are used for a variety of critical infrastructure on which Watertown residents rely, including highways, local roads, electrical transmission lines, and railroads. Rights-of-way make up 7.1% of Watertown's total land area. While most right-of-way is used for productive purposes, there are a significant number of unused rights-of-way in Oakville. These rights-of-way, also known as "paper streets," exist on paper but contain no physical infrastructure. Paper streets have both safety and aesthetic impacts on surrounding properties. These areas are often overgrown and can accumulate trash and debris, becoming a detriment to abutting properties. Similarly, paper streets can make it more difficult for public safety responders to access a property as paper streets may show up on road maps but do not exist in reality. Paper streets should be evaluated for their utility and abandoned if necessary.

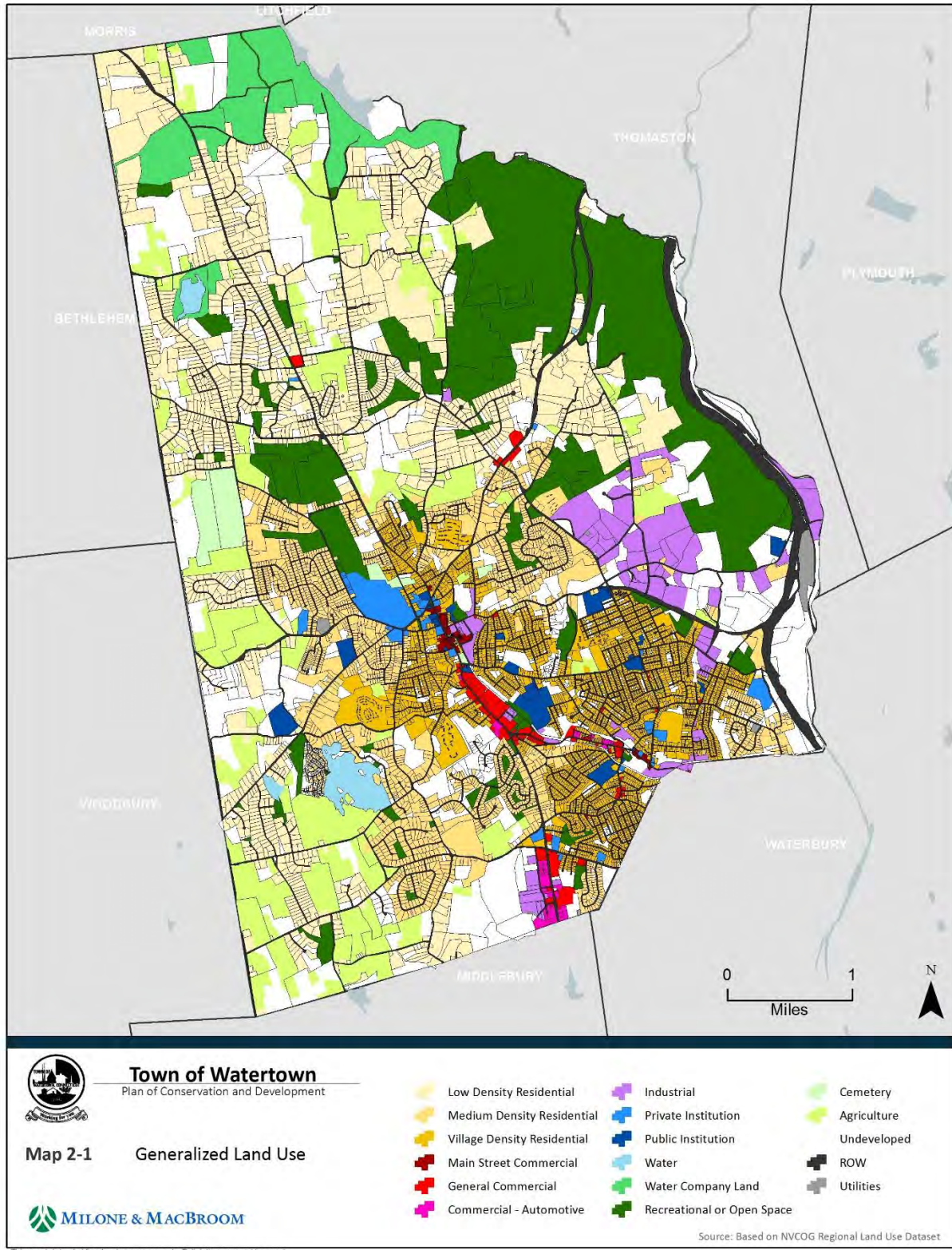


Table 2-1 Generalized Land Use

Land Use	Parcels		Land Area (Acres)	
	Count	% of Total	Area	% of Total
Residential	7,424	78.7%	7,182.9	38.1%
Low Density Residential	1,420	15.0%	3,622.6	19.2%
Medium Density Residential	2,130	22.6%	2,006.0	10.7%
Village Density Residential	3,874	41.0%	1,554.3	8.3%
Commercial	212	2.2%	199	1.1%
Main Street Commercial	59	0.6%	26.1	0.1%
General Commercial	114	1.2%	129.9	0.7%
Automotive Commercial	39	0.4%	43.0	0.2%
Industrial	90	1.0%	586	3.1%
Industrial	90	1.0%	586.1	3.1%
Institutional	68	0.7%	341	1.8%
Private Institution	38	0.4%	177.6	0.9%
Public Institution	30	0.3%	163.4	0.9%
Open Space	119	1.3%	3,894	20.7%
Water	4	0.0%	157.1	0.8%
Water Company Land	10	0.1%	715.4	3.8%
Recreational or Open Space	99	1.0%	2,841.9	15.1%
Cemetery	6	0.1%	179.2	1.0%
Undeveloped Land	1,160	12.3%	5,241	27.8%
Agriculture	103	1.1%	1,846.8	9.8%
Undeveloped	1,057	11.2%	3,394.5	18.0%
Right-of-Way and Utilities	366	3.9%	1,389	7.4%
Right-of-Way	354	3.8%	1,336.5	7.1%
Utilities	12	0.1%	52.3	0.3%
Total	9,439	100.0%	18,833	100.0%

Zoning

The town is under the zoning authority of a seven-member Watertown Planning and Zoning Commission. The Watertown Fire District, located in the center of Watertown, delegated its zoning authority to the Planning and Zoning Commission as of July 1, 2007. The commission has since merged the Fire District regulations into the town regulations. However, several differences remain. The former Fire District contains several distinct zoning districts not found in other parts of Watertown. Similarly, the former Fire District zones use different language and administrative processes compared to the other zones. For example, commercial zones in the former Fire District do not limit the gross floor area of permitted uses while all other commercial zones do. Similarly, the Planning and Zoning Commission should continue to rectify the language and administrative process for the former Fire District zones and should consider eliminating or merging duplicative or related zones.

Watertown contains eight residential zones, eight commercial zones, and four industrial zones. In addition, the town contains four overlay zoning districts, which provide additional regulations supplementing the underlying zones.

Residential Zones

Residential zones make up 90% of Watertown's total land area. Over three-quarters of Watertown's land is in the three lowest density residential zones: R-90, R-70, and R-30. The primary differences between the eight residential zones are the permitted uses and dimensional standards. All residential zones permit single-family detached dwellings and accessory dwelling units. Two-family dwellings are permitted by right in the R-20, R-10, and R-G zone and by special permit in the R-30 and R-12.5 zone. Three-family dwellings are permitted by right in the R-G zone and by special permit in the R12.5 zone. Finally, multifamily dwellings are only permitted in the R-G zone via special permits.

Besides use, residential zones also have differing dimensional standards such as minimum lot size, coverage, and setback requirements. The rural residential zones (R-90 and R-70) have the largest minimum lot sizes of 90,000 square feet and 70,000 square feet, respectively. For the remaining zones, minimum lot size is dependent on the presence of municipal water service. Properties without municipal water service must have a minimum lot area of 40,000 square feet while minimum lot area decreases to 10,000 to 30,000 square feet if municipal water service is available. Similarly, coverage and setback requirements vary between the low-density and high-density zones. Low-density zones have large setback requirements and low coverage allowances while high-density zones have small setback requirements and higher coverage allowances.

Commercial Zones

Watertown's eight commercial zones comprise 2.2% of the total land area. The General Business 1 (BG-1) and Shopping Center Business (B-SC) zones are the largest commercial zones, containing 115.5 and 104.1 acres of land, respectively. The remaining commercial zones are much smaller and range from 13.1 acres in the B-G2 zone to 52.3 acres in the Oakville Central Business (B-C) zone. Like residential zones, the eight commercial zones have different dimensional standards and permitted uses. The B-SC zone is primarily made up of "big-box" national chain retailers and auto dealerships. The B-C, Local Business (B-L), and Downtown Business (B-D) zones are comprised mostly of small local businesses and contain a mix of uses, including residences. Two districts, the Office Business (B-O) and Medical and General Business (B-MG) zones, cater primarily to office or medical uses. The final two zones, the

General Business 1 (BG-1) and General Business 2 (BG-2) zones, permit a mix of retail, service, automotive, and light manufacturing uses.

Given the limited amount of commercially zoned land in Watertown, the town should encourage the redevelopment of areas with nonconforming uses, such as single-family residences. One location where this is prevalent is along Route 73 between Rockdale Avenue and Harvard Street. This area contains numerous single-family homes on small lots. Even if a property owner was interested in redeveloping their site into a commercial use, the lots are too small to fit the required off-street parking. The town should consider modifying the zoning regulations in a manner that encourages property assembly into larger development sites that could support business growth.

Industrial Zones

Industrial zones make up 7.9% of Watertown's total land area and are concentrated in industrial parks near the highway system. Watertown's largest industrial area is located between Route 262 and the Naugatuck River and is comprised of over 1,350 acres of land. Smaller industrially zoned areas are found near the Middlebury town line and in Watertown Center. Small industrial parcels are also scattered throughout Oakville's residential neighborhoods. Watertown contains four industrial zones that fall into one of two categories: General Industrial (IG) districts and Restricted Industrial (IR) districts. IG districts are intended to include commercial and industrial uses that are incompatible with residential areas, such as manufacturing, distribution, printing, machine shops, building trades, and office uses. The IR districts are intended to minimize disturbances to abutting residential areas. IR districts have more restrictions on industrial uses and have larger setback requirements compared to IG districts. Most of the land in Watertown's modern industrial parks is in the IR zone.

Overlay Zones

In addition to traditional zones, Watertown also contains overlay zones that provide an additional layer of regulations in some areas. Watertown currently has four overlay districts mapped. The Residential Transition/Professional Office (RT) Overlay District allows professional office uses while still maintaining the residential character of the area. RT districts are currently mapped on Bunker Hill Road and Echo Lake Road. Watertown has two Age Restricted Housing overlays: ARHa and ARHb. The ARHa overlay is for smaller age-restricted developments of between 4 and 10 acres. It is currently mapped for the Watertown Crossing Development on Booth Avenue. The ARHb overlay is for large developments of between 150 and 200 acres. It is currently mapped for a property on Bunker Hill Road just to the west of the Straits Turnpike commercial area. Finally, Planned Residential Development (PRD) overlay is intended to provide flexibility in design while preserving natural resources. The PRD overlay is mapped in three locations: Reflections at Echo Lake (166 Icehouse Road), the Oak Drive and Kimberly Lane subdivision, and Westview Village on Buckingham Street. In addition, the Zoning Regulations contain an unmapped overlay zone: the Route 262 Planned Commercial District (B-PCD262). This zone is intended to encourage high-quality commercial development in the industrial parks near Route 8.

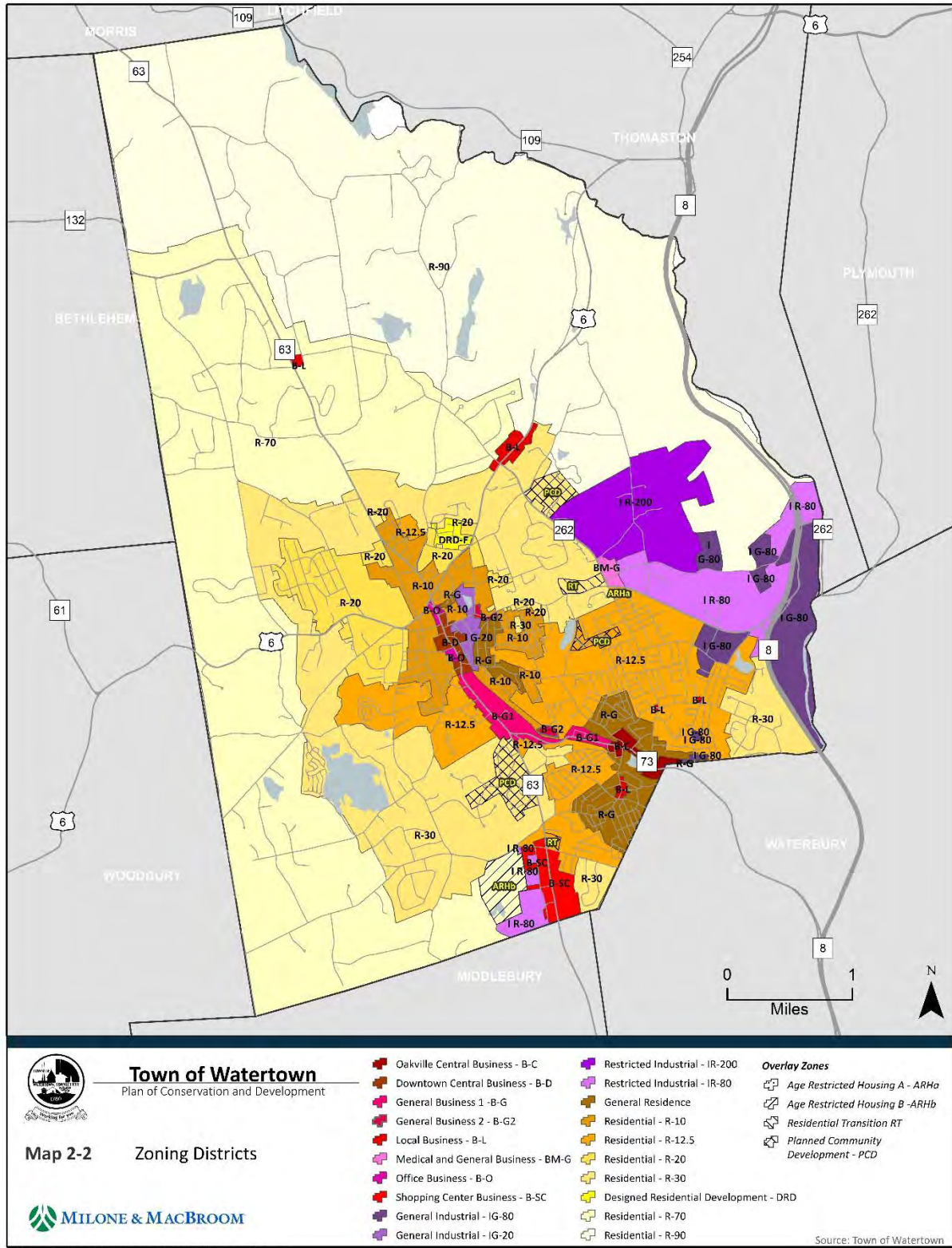


Table 2-2 Zoning Districts

Land Use	Area Acres	Percent of Total
Residential Zones	16,950.5	90.0%
Residential - R-10	496.4	2.6%
Residential - R-12.5	1,522.0	8.1%
Residential - R-20	548.9	2.9%
Residential - R-30	2,898.8	15.4%
Residential - R-70	5,055.9	26.8%
Residential - R-90	6,045.3	32.1%
General Residence - R-G	351.5	1.9%
Designed Residential Development - DRD	31.9	0.2%
Commercial Zones	407.2	2.2%
Oakville Central Business - B-C	52.3	0.3%
Downtown Central Business - B-D	38.7	0.2%
General Business 1 - B-G	115.5	0.6%
General Business 2 - B-G2	13.1	0.1%
Local Business - B-L	50.2	0.3%
Medical and General Business - BM-G	20.4	0.1%
Office Business - B-O	13.0	0.1%
Shopping Center Business - B-SC	104.1	0.6%
Industrial Zones	1,482.4	7.9%
General Industrial - IG-20	51.4	0.3%
General Industrial - IG-80	439.5	2.3%
Restricted Industrial - IR-80	480.0	2.5%
Restricted Industrial - IR-200	511.4	2.7%
Total All Zones	18,840.1	100.0%

Source: Town of Watertown

Note: Total area for the Zoning differs slightly from total area for land use due to minor differences in town boundaries

Vacant Commercial and Industrial Land

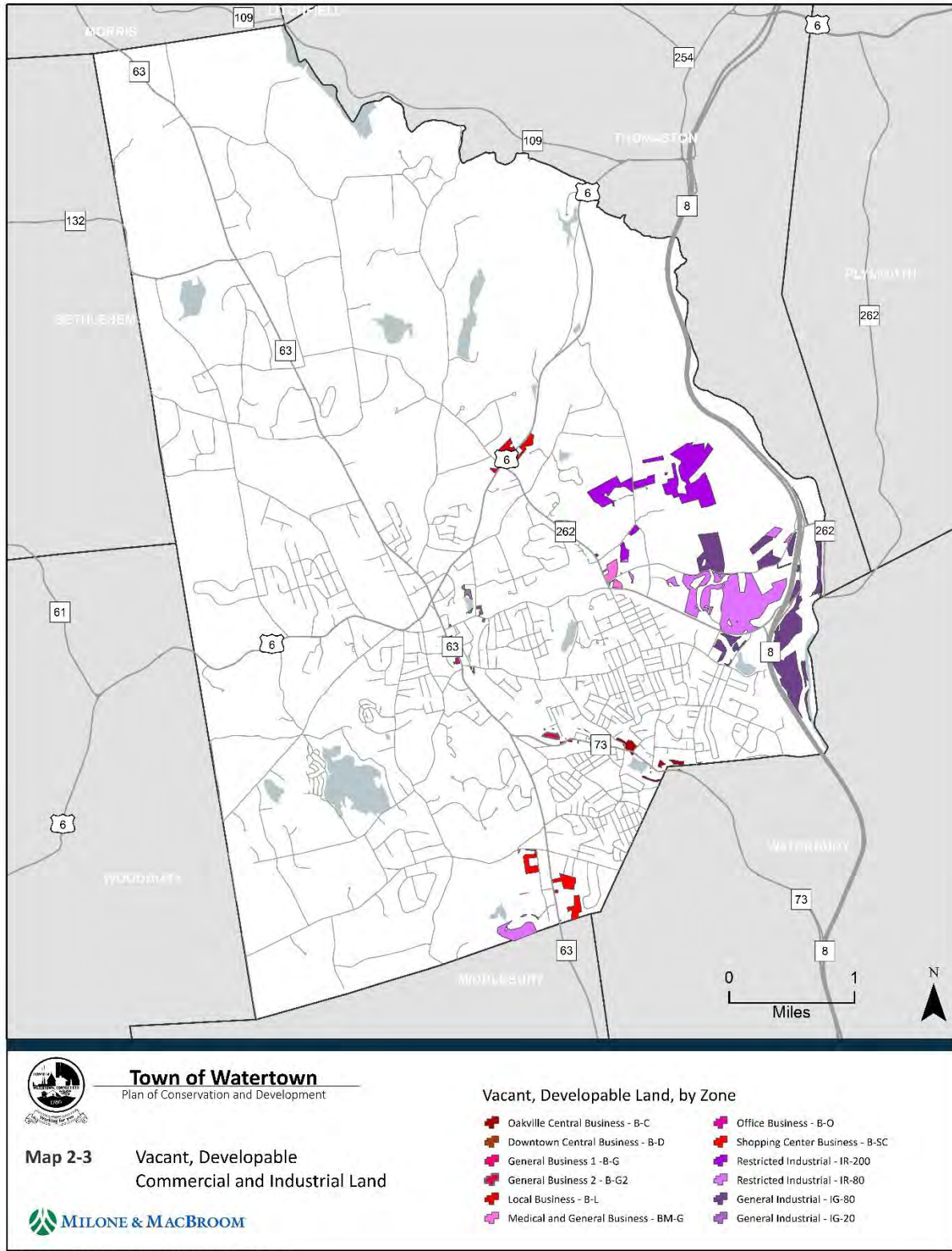
The development of commercial and industrial lands is important for maintaining the fiscal health of Watertown. In addition to providing jobs for residents, commercial and industrial developments are a significant source of tax revenue for the community and lower the tax burden for residents. One way to examine the potential for future commercial and industrial development is to inventory vacant, developable land zoned for those uses. Currently, Watertown has 664.4 acres of land zoned for commercial or industrial purposes. However, 179.2 acres of vacant land contains environmental constraints such as 100-year flood zones, steep slopes, water bodies, or wetland soils. This leaves 485.1 acres of vacant land available for development. Watertown contains 422 acres of developable industrial land and 63.1 acres of developable commercial land. Developable industrial land is concentrated in the Watertown Industrial Park between Buckingham Street, Route 262, and the Naugatuck River. Developable commercial land is scattered between several sites, including Straits Turnpike, Route 73, and the Route 6 and Route 262 intersection.

Table 2-3. Vacant Commercial and Industrial Land, by Zone

Land Use	Developable Land	Constrained Land	Total Vacant Land
Commercial Zones	63.1	13.2	76.3
Oakville Central Business - B-C	8.9	2.2	11.1
Downtown Central Business - B-D	0.7	0.1	0.8
General Business 1 - B-G	0.8	0.3	1.1
General Business 2 - B-G2	3.9	2.0	5.9
Local Business - B-L	14.0	1.7	15.7
Medical and General Business - BM-G	10.1	3.3	13.4
Office Business - B-O	1.1	0.1	1.2
Shopping Center Business - B-SC	23.6	3.5	27.0
Industrial Zones	422.0	166.1	588.1
General Industrial - IG-20	3.0	11.5	14.5
General Industrial - IG-80	148.2	88.8	237.0
Restricted Industrial - IR-80	155.9	47.2	203.0
Restricted Industrial - IR-200	115.0	18.6	133.5
Total All Zones	485.1	179.2	664.4

Source: Town of Watertown

Constrained land includes 100-year flood zones, slopes in excess of 25%, waterbodies, and hydric soils



Residential Build-Out

The NVCOG completed a residential buildout analysis for Watertown in 2013. Buildout analyses are useful tools in long-range planning as they allow communities to understand the development potential of land and associated impacts on municipal services if that land were to be developed. As of 2013, Watertown had 4,423 acres of buildable residential land. Buildable residential lands included undeveloped land, agricultural lands, unprotected open spaces, excess land on residential properties (that could be subdivided in the future), and class III water supply lands, which are located outside of public water supply watersheds. Environmentally constrained areas such as wetlands, steep slopes, and water bodies were excluded from the buildable land calculation. About three-quarters of all buildable land is in the R-70 and R-90 zones. These are the two lowest density zones in town.

According to the NVCOG analysis, Watertown could support an additional 3,135 residential dwelling units based on the town's zoning regulations. The areas with the highest potential for new residential units are in the northern and western portions of Watertown covered by the R-30, R-70, and R-90 zones. Undeveloped land has the greatest development potential and could support 1,845 dwelling units. Agricultural land, which is most in danger of being developed since the land is already clear, could support an additional 734 dwelling units. Excess residential land and unprotected open space make up the remainder of Watertown's potential dwelling units.

Table 2-4. Vacant Residential Land and Buildout, by Zone

Land Use	Buildable Residentially Zoned Acres	Potential Future Residential Buildings	Potential Future Dwelling Units
Residential Zones	4,423	2,692	3,151
Residential - R-10 ¹	23	30	67
Residential - R-12.5 ²	181	225	462
Residential - R-20 ³	29	28	55
Residential - R-30 ⁴	715	791	845
Residential - R-70	1,836	885	959
Residential - R-90	1,623	702	702
General Residence - R-G ⁵	16	31	61

Source: Naugatuck Valley Council of Governments - 2013 Residential Buildout Report

1. Includes the former R-10F zone

2. Includes the R-12.5 zone and R-12.5-RT overlay

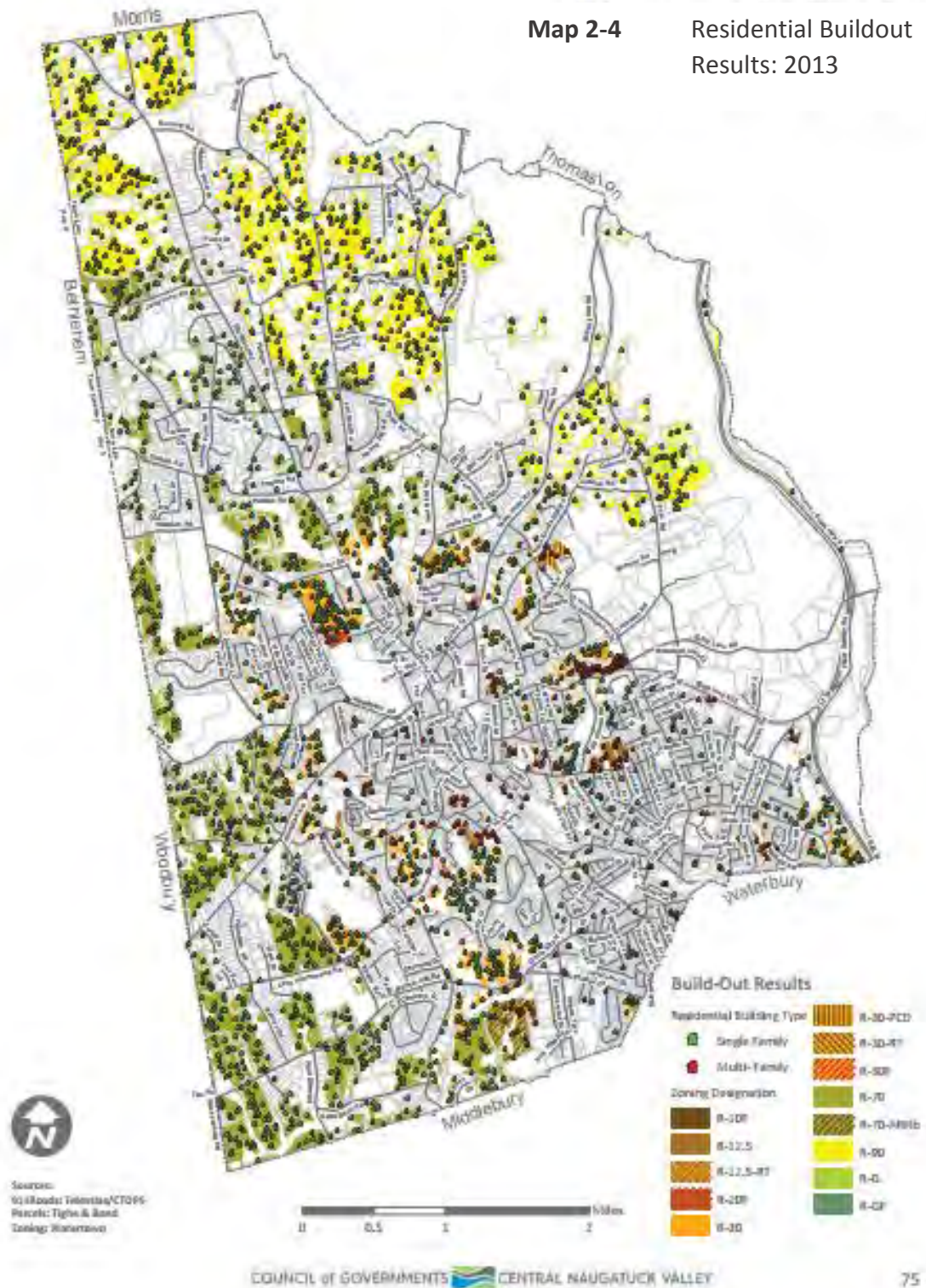
3. Includes the former R-20F zone

4. Includes the R-30 and R-30F zones and the R-30-PCD and R-30-RT overlay zones

5. Includes the R-G and R-GF zones

Central Naugatuck Valley Residential Build-Out 2013

Map 2-4

Residential Buildout
Results: 2013

3

Transportation

A safe, efficient, flexible, and economically viable transportation system is crucial to the quality of life, economic well-being, and future growth of Watertown. As a suburban community, Watertown residents and businesses not only need to be able to travel within the community but also to surrounding towns and cities where they may work, shop, sell their goods, or access services. The current system is comprised of the surface transportation network, which includes highways, streets, bus transit, walkways, bikeways, and greenways. The system is intricately connected with land use and dramatically influences the type and density of development that can occur. Tying development and conservation priorities to the transportation network is a crucial component of Watertown's future land use plan.

Travel Patterns

Journey to Work

According to the latest 5-year estimates from the ACS, the average commute time for Watertown residents is 25.3 minutes. This is an increase of 0.8 minutes since 2000 when the average travel time was 24.5 minutes. One of the reasons explaining the increase in commuting time is the decreasing number of residents working in Watertown and nearby Waterbury. In 2002, over 42% of Watertown residents worked in either Watertown or Waterbury. By 2014, this had decreased to just 35% of residents.

About 94% of Watertown residents commute to work in a car. This is comparable to other suburban communities in Litchfield County. As of 2015, 88.9% of Watertown residents drove alone to work while another 4.7% carpooled. Currently, no state park-and-ride facilities exist within the town boundaries, which may limit opportunities to carpool. The closest park-and-ride facilities are on Route 63 in Middlebury, Chase Parkway in Waterbury, and Route 6 in Thomaston. Very few Watertown residents commute by transit, with just 32 persons (0.3% of the total) commuting by bus. Most areas of Watertown lack transit access, and those having transit access only have hourly service to downtown Waterbury. The infrequency of transit service, availability of vehicles, and availability of parking in downtown Waterbury leaves the bus system not capturing many "choice riders." Choice riders are persons who have two or more travel options but choose to ride transit. As jobs decentralize, carpooling and transit become less practical commuting options for many workers.

Table 3-1. Means of Transportation to Work for Watertown Residents: 2011 to 2015

Means of Transportation to Work	Number	Percent
Car, Truck, or Van:	10,761	93.6%
Drove alone	10,221	88.9%
Carpooled	540	4.7%
Public Transportation:	32	0.3%
Bus or trolley bus	32	0.3%
Walking, Biking, or Other:	699	6.1%
Bicycle	0	0.0%
Walked	146	1.3%
Taxicab, motorcycle, or other means	148	1.3%
Worked at home	405	3.5%
Total	11,492	100.0%

Source: American Community Survey, 5-Year Estimates: 2011-2015

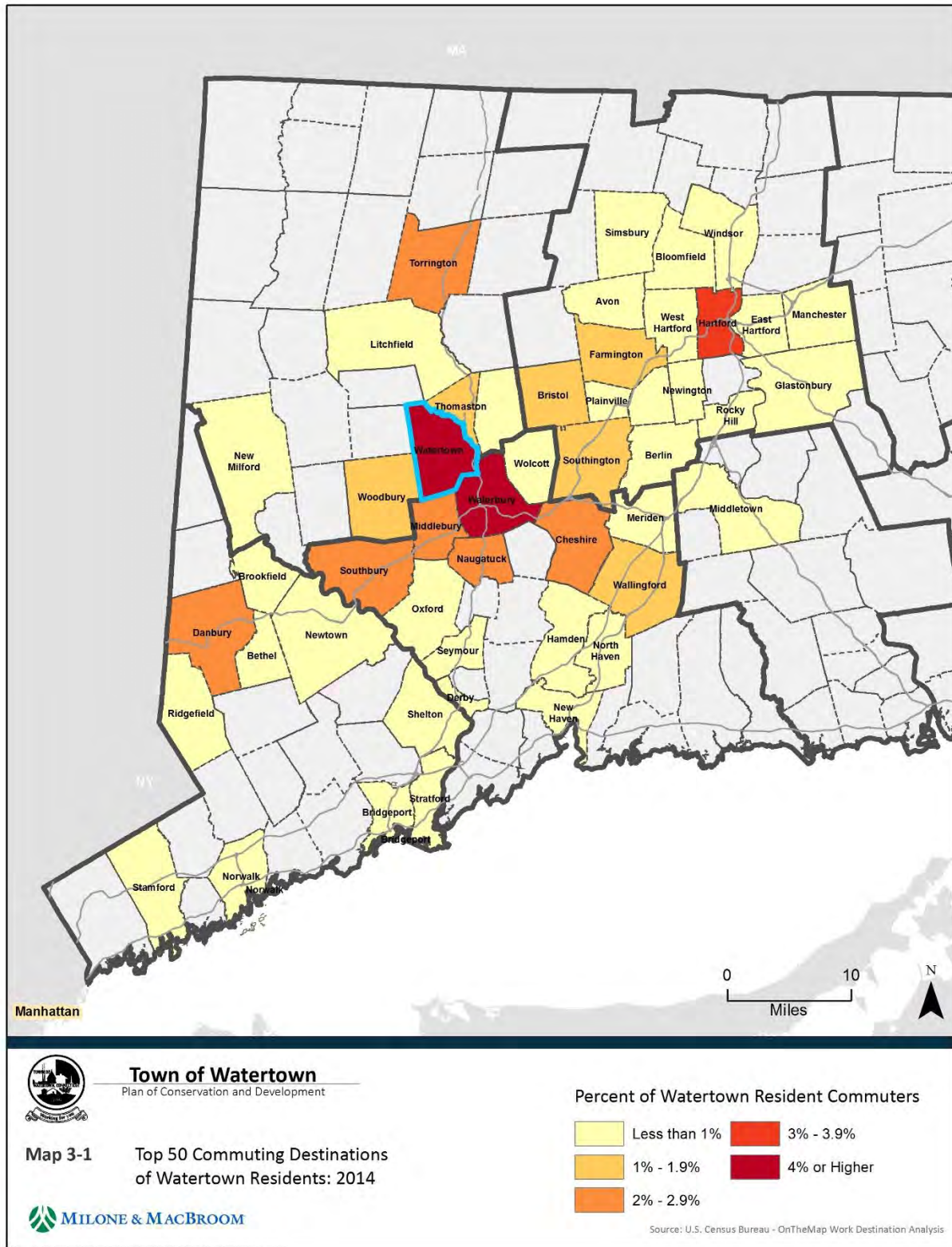
Most Watertown residents commute to jobs that are easily accessible by the regional highway network, notably Interstate 84 and Route 8. Waterbury (19.2%) and Watertown (16.0%) have the highest percentages of resident commuters. Other major commuter destinations for Watertown residents are Hartford (3.5%), Danbury (3.0%), Cheshire (2.5%), and Torrington (2.5%). The top 50 commuting destinations for Watertown residents can be seen on Map 3-1.

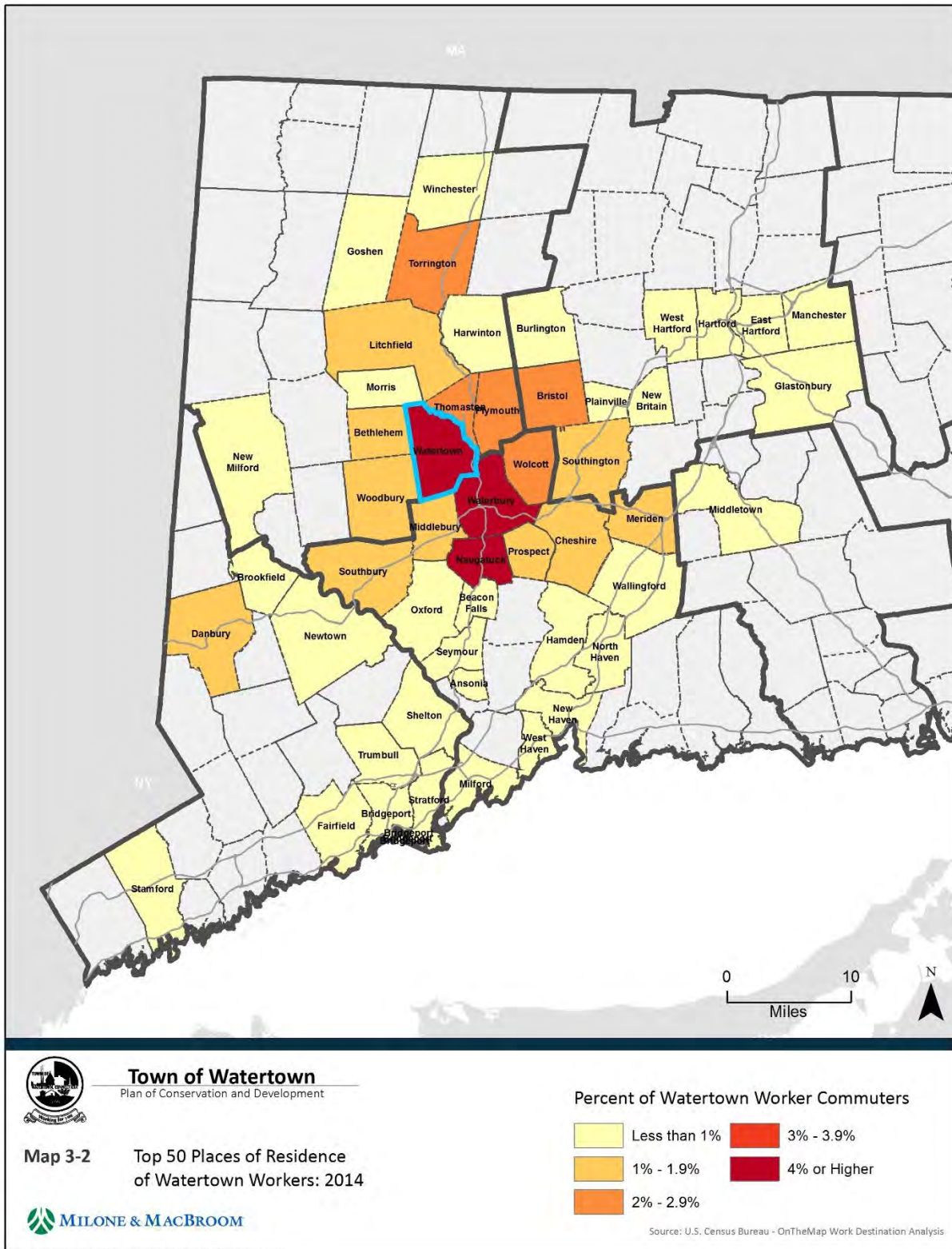
Similarly, just 22% of Watertown's workforce lives in Watertown. As a result, Watertown businesses rely on workers who live in surrounding communities. After Watertown, the most popular places of residence for Watertown workers are Waterbury (20.6%), Naugatuck (4.4%), Torrington (2.9%), and Thomaston (2.8%). In general, most Watertown workers come from the neighboring towns and cities within the Naugatuck Valley region as seen on Map 3-2.

Table 3-2. Top Commuting Destinations for Watertown Residents and Watertown Workers

Watertown Residents				Watertown Workers			
Rank	Place of Work	Number	Percent	Rank	Place of Residence	Number	Percent
1	Waterbury	2,173	19.2%	1	Watertown	1,809	22.0%
2	Watertown	1,809	16.0%	2	Waterbury	1,694	20.6%
3	Hartford	392	3.5%	3	Naugatuck	362	4.4%
4	Danbury	338	3.0%	4	Torrington	236	2.9%
5	Cheshire	287	2.5%	5	Thomaston	233	2.8%
6	Torrington	283	2.5%	6	Wolcott	202	2.5%
7	Naugatuck	279	2.5%	7	Bristol	188	2.3%
8	Southbury	258	2.3%	8	Plymouth	186	2.3%
9	Middlebury	250	2.2%	9	Woodbury	160	1.9%
10	Thomaston	210	1.9%	10	Southington	140	1.7%
Total All Residents		11,309	100.0%	Total All Workers		8,225	100.0%

Source: U.S. Census Bureau OnTheMap - Work Destination Analysis: 2014





Roadways

Cars remain the predominant form of travel in Watertown. Over 94% of households have access to at least one vehicle. Watertown has a well-developed roadway network consisting of 188 centerline miles of road. A balanced roadway system provides ample opportunities for both accessibility and mobility.

Accessibility is the ability to interact with surrounding land uses and activities. A local road that has narrow lanes, slow traffic speeds, and ample sidewalks has good accessibility and facilitates interactions between transportation users and surrounding land uses. Accessibility is especially important along Main Street in Oakville and Watertown. On the contrary, mobility is the ability for goods and people to move from one place to another quickly and easily. Mobility is most commonly measured in terms of travel time. High-speed arterial roadways have the highest levels of mobility due to their high speeds but often lack connections to surrounding land uses due to their limited access and egress points. High-mobility roadways are necessary for long-distance travel and commuting but may be detrimental to a residential neighborhood or Main Street business district.

Traffic Volumes

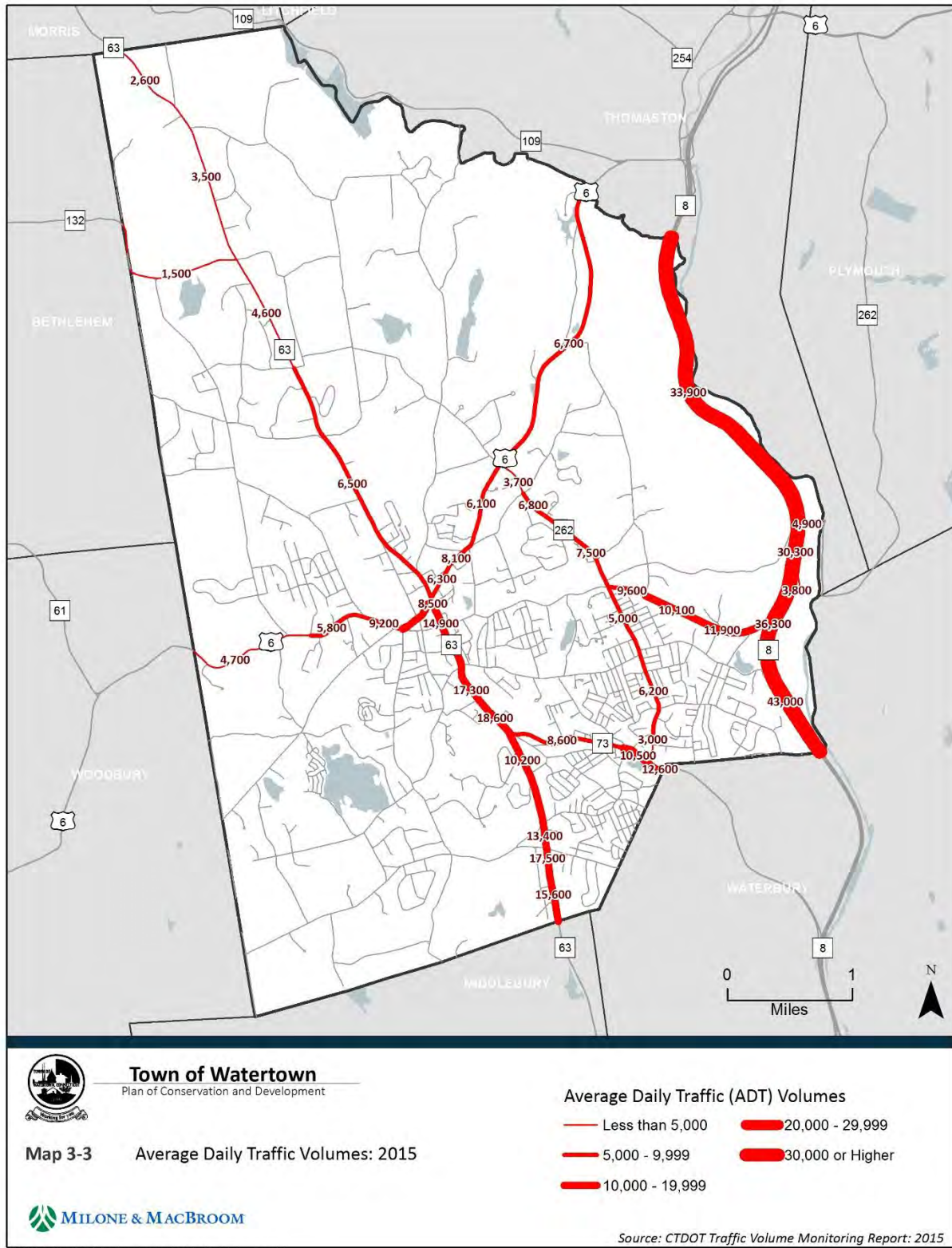
Traffic volumes are influenced by many things including surrounding land uses, gasoline prices, roadway capacity, economic conditions, and personal preferences. It is important to remember that traffic is context sensitive and that different land uses are impacted by traffic in different ways. A high-traffic location along an arterial roadway is likely to benefit a local business, but this same location may be inappropriate for a single-family home. Therefore, traffic volumes are one of the factors that influence the "highest and best" use of land and therefore will impact the future land use map. Traffic volumes are measured in terms of Average Daily Traffic, or ADT.

As of 2015, total traffic volumes on state roads in Watertown were higher than they were in 2010 but still slightly below their 2005 levels. Expressways have, by far, the highest ADT in Watertown. Route 8 had an ADT of 43,000 in 2015. Route 8 has seen traffic volumes increase by 4.6% since 2005. Route 63 has the second highest traffic volumes at 18,600 vehicles per day just north of the junction with Route 73. Traffic volumes on Route 63 diminish substantially in the northern part of Watertown, with an ADT of just 2,600 at the Morris town line. Other major roads that have ADTs over 10,000 vehicles include Route 262, Route 73, and Route 6. Traffic volumes on state roads can be seen in Map 3-3.

Table 3-3. Traffic Volume Trends on State Roadways: 2005, 2010, and 2015

Location	Maximum Average Daily Traffic			Percent Change	
	2005	2010	2015	2005 to 2015	2010 to 2015
Route 8	41,100	41,400	43,000	4.6%	3.9%
Route 63	19,700	19,000	18,600	-5.6%	-2.1%
Route 262	14,500	13,700	14,100	-2.8%	2.9%
Route 73	14,300	14,100	13,600	-4.9%	-3.5%
Route 6	10,100	9,200	10,000	-1.0%	8.7%
Route 838 (Town Hall Hill)	5,600	5,500	6,300	12.5%	14.5%
Route 855 (Buckingham Street)	7,200	6,300	6,200	-13.9%	-1.6%
Total All State Roadways	112,500	109,200	111,800	-0.6%	2.4%

Source: CTDOT Traffic Volume Monitoring Reports: 2005, 2010, and 2015



Functional Classification

Functional classification is a system whereby roads are categorized based on traffic volumes and levels of accessibility and mobility. It also determines which roads are eligible for federal-aid and state-funding programs such as the Surface Transportation Block Grant Program (STBG) and the Local Transportation Capital Improvement Program (LOTICIP). Only roadways classified as minor collectors or higher are eligible for STBG funds while roadways classified as urban collectors or higher are eligible for state LOTICIP funds. Watertown contains both urbanized and rural areas, which also impact eligible funding sources for transportation projects. Roadways within urbanized areas are eligible for STBG set-aside funds tied to each urbanized area (known as Surface Transportation Program [STP]-Urban funds) while rural areas can only use nonurbanized area funds. The CTDOT uses a hierarchical system that categorizes roads into six categories as shown on Map 3-4. However, it should be noted that the Watertown Department of Public Works classifies some roadways differently than CTDOT, including the following:

- Bunker Hill Road between Sperry Road and Quassapaug Road – Minor Collector
- Cherry Avenue – Minor Collector
- Colonial Road – Minor Collector
- Platt Road between Route 6 and Guernseytown Road – Minor Collector

Principal Arterial – Interstate is the highest functional roadway classification. Roads in this class have high mobility and low land-access characteristics. They provide limited-access, multilane, high-volume, high-capacity facilities intended for high-speed, long-distance travel. There are no interstates within the town of Watertown

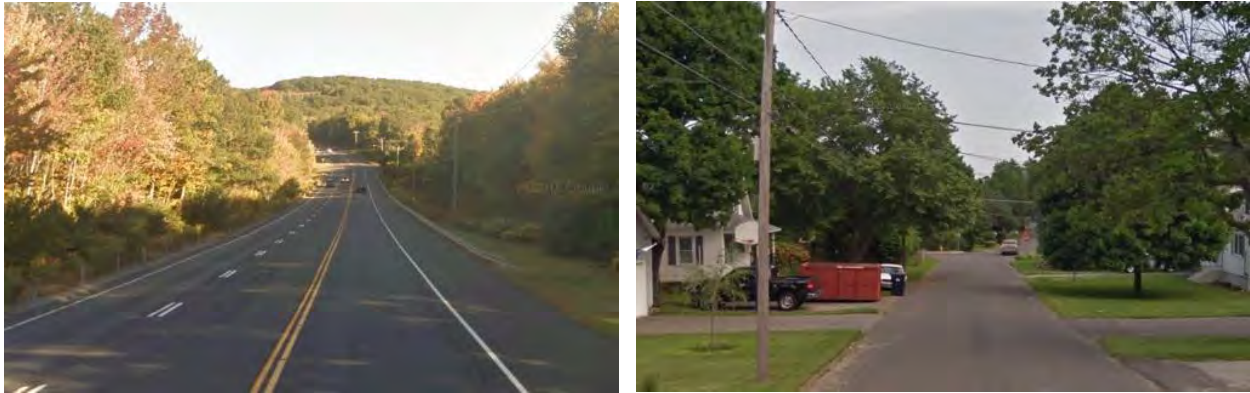
Principal Arterial – Expressway is the second highest functional roadway classification. Roads in this class are very similar to interstate arterials but lack the federal "interstate" designation. Route 8 is the only Principal Arterial – Expressway in Watertown and connects to Torrington to the north and Waterbury and Bridgeport to the south.

Principal Arterial – Other is the third highest functional roadway classification. Roads in this class connect interstates and expressways to activity and population centers. These roads are often multilane and medium speed and contain traffic signals. Examples in Watertown include Route 73, Route 63 south of West Road, and Route 6 between Platt Road and Buckingham Street.

Minor Arterial is the fourth highest functional roadway classification. Roads in this class are major thoroughfares that connect neighborhoods together. Minor arterials have lower mobility and higher land access than principal arterials. Minor arterials include Route 63 north of West Road and Route 6 north of Buckingham Street and west of Route 262, Buckingham Street, Echo Lake Road, Bunker Hill Avenue, Sylvan Lake Road, and Davis Street.

Collectors are the second lowest functional roadway classification. Collectors have a higher degree of access to surrounding land uses and often contain on-street parking. In rural areas, collectors are further broken down into major collectors and minor collectors. Examples of collector roads in Watertown are Bunker Hill Road, Guernseytown Road, Colonial Street, Fern Hill Road, French Street, Hamilton Avenue, Judd Farm Road, Lake Winnemauug Road, Middlebury Road, Platt Road, Sunnyside Avenue, West Road, and Woolson Street.

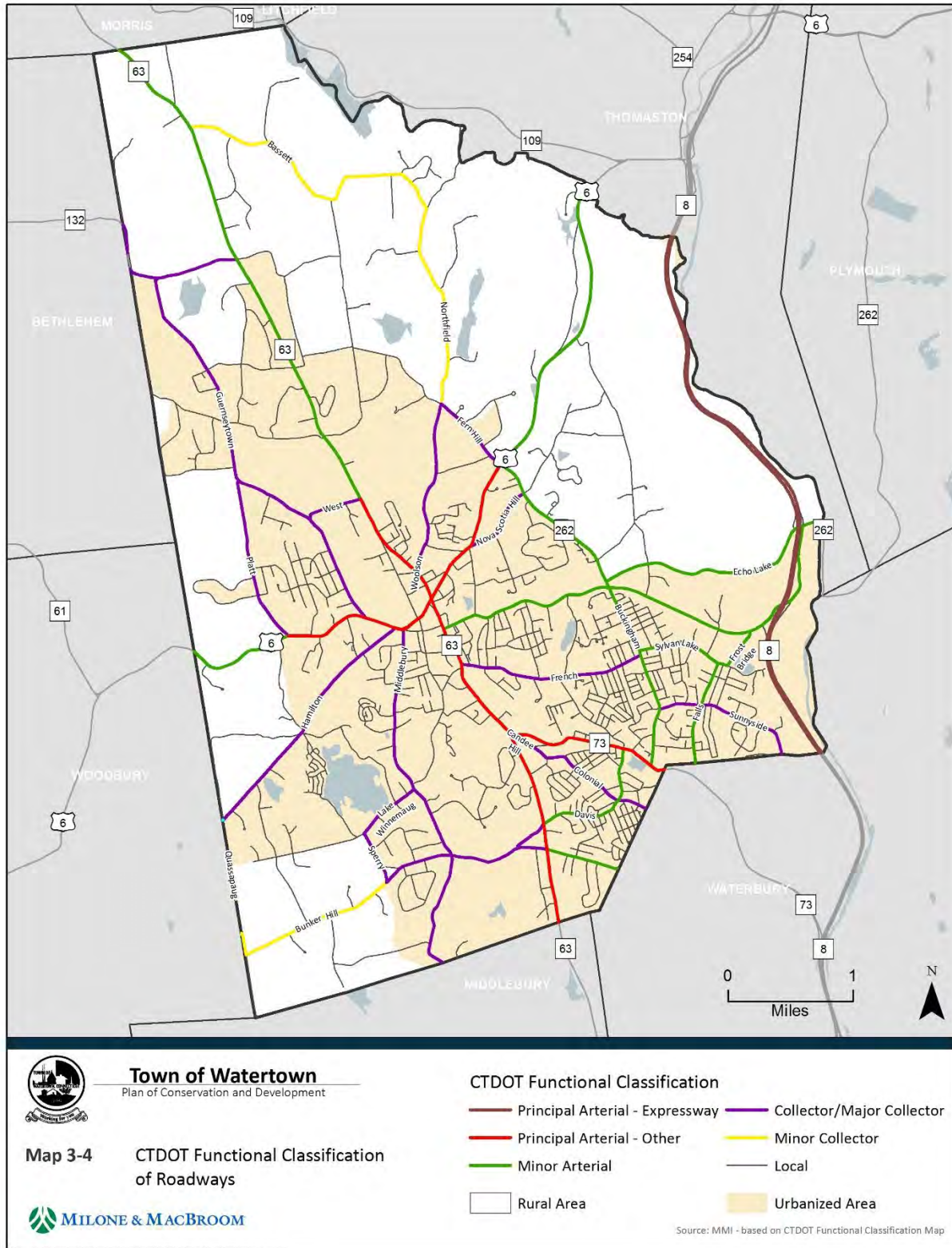
Local Roads are the lowest functional roadway classification. Local roads have the highest degree of access to surrounding land uses. Local roads are single lane and low speed, resulting in the lowest mobility. Local roads have the lowest traffic volumes at less than 2,500 vehicles per day.



Route 262 (left) is classified as a principal arterial and is characterized by high traffic volumes, faster traffic speeds, and limited access to surrounding land uses. On the contrary, local roads such as Dalton Street (right) have low traffic volumes, slower traffic speeds, and excellent access to surrounding land uses. © Google Maps

Bridges

Bridges on town roads are the responsibility of the Town of Watertown while bridges on federal and state roadways are under the jurisdiction of the CTDOT. Over the next decade, the town will need to replace the Woolson Street bridge over Steele Brook. The bridge was built in 1929 and is classified as functionally obsolete and structurally deficient. Structurally deficient means that there are elements of the bridge that need to be monitored or repaired. However, this does not mean that the bridge is likely to collapse or is unsafe but just that the bridge must be monitored, inspected, and maintained regularly. These characteristics make it eligible for CTDOT's Local Bridge Program. Given the bridge's location along the proposed Steele Brook Greenway route, bicycle and pedestrian accommodations should be considered when the new bridge is designed.



Parking

Parking is an important element of Watertown's transportation system, particularly for businesses. Residents, workers, and visitors rely on parking when they shop, go to work, or run errands. When not enough parking is supplied or parking is expensive, those traveling by car may find it too inconvenient to travel to a particular location to do business, shop, or visit. However, when supply is too high or inexpensive, it leads to an overreliance on cars, discourages street life, and increases stormwater runoff.

The village centers in Watertown and Oakville have unique parking challenges since much of the development occurred before the prevalence of the automobile. As a result, many businesses lack dedicated off-street parking and rely on on-street parking and shared parking areas. In downtown Watertown, free on-street parking is permitted on Depot Street and Main Street between Heminway Park Road and Woodruff Avenue. The town owns a shared parking area on Depot Street. In downtown Oakville, on-street parking is permitted on Main Street south of Davis Street. Outside of the village centers, most businesses and homes have adequate off-street parking.



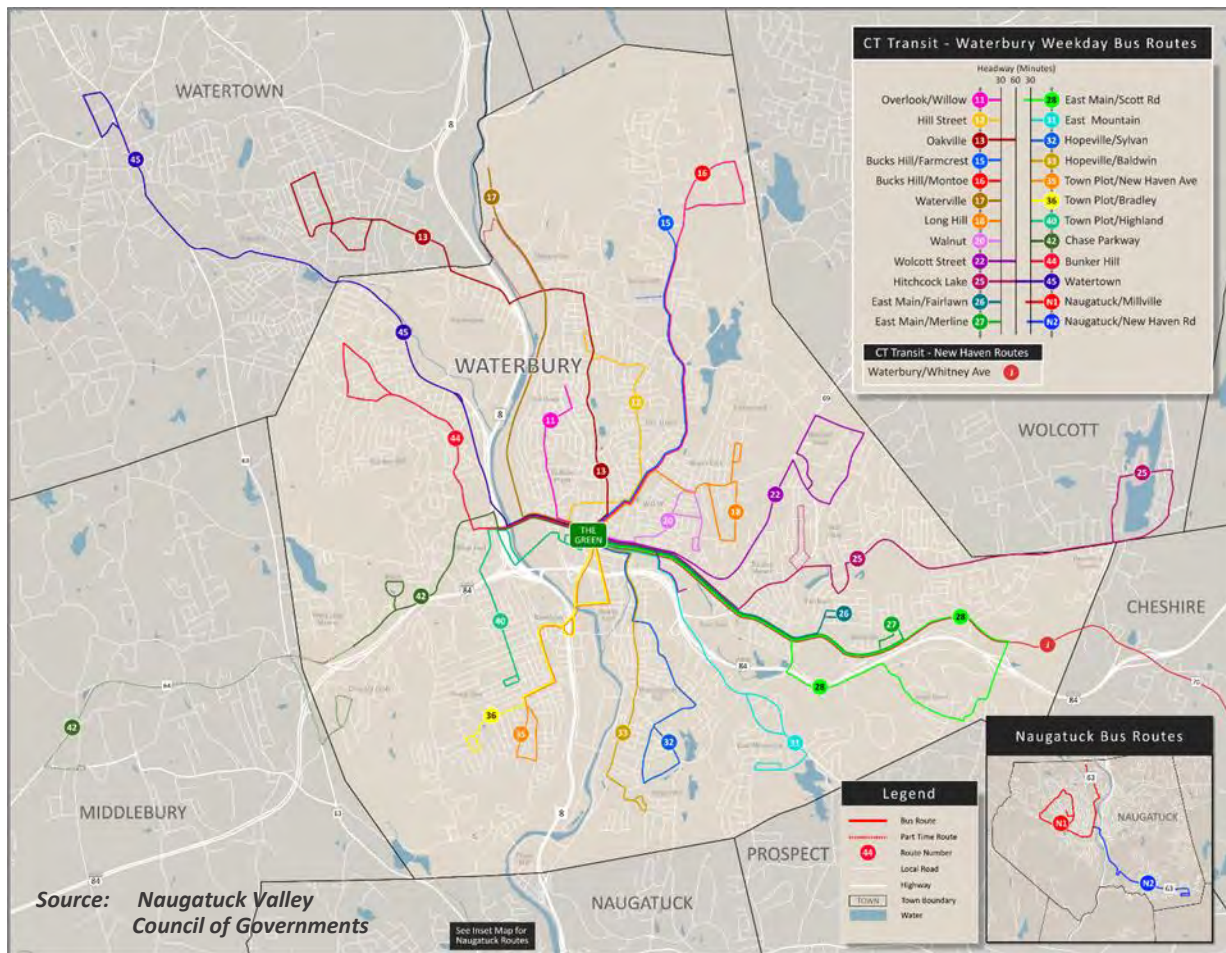
Many businesses in downtown Watertown and Oakville lack dedicated off-street parking and therefore rely on municipal parking areas (left) and on-street parking (right). © Google Maps

Transit

Fixed-Route Bus

Watertown is served by the Waterbury division of Connecticut Transit (CTtransit), a state-owned bus system operated by North East Transportation Company. The system consists of 24 fixed routes and six tripper routes radiating from downtown Waterbury. Watertown is served by two fixed routes. Route 13 provides service to Oakville and operates on Sunnyside Avenue, Falls Avenue, Buckingham Street, and Falls Terrace. Route 45 operates along Main Street in Oakville and Watertown ending at Echo Lake Road. Both Route 13 and Route 45 provide hourly service between Watertown and downtown Waterbury. In addition to fixed routes, two tripper routes operate in Watertown. Tripper routes provide bus service to industrial areas on Straits Turnpike and the Watertown Industrial Park and only operate a few times per day corresponding with shift changes at area businesses.

Figure 3-4. CT Transit – Waterbury Division Weekday Fixed Bus Routes



Paratransit

Special transportation services are available for Watertown's elderly and disabled residents. Americans with Disabilities Act (ADA) Paratransit service is available to any individual with a disability who is unable to ride on the fixed-route bus system. ADA Paratransit is provided by CTtransit and supports trips within three-quarters of a mile of a fixed-bus route. Trips that begin or end outside of the ADA service area are covered by Non-ADA paratransit service. Fares for ADA and non-ADA paratransit are twice the fixed-route bus fare, or \$3.50 per one-way trip.

Watertown is a member of the Greater Waterbury Transit District (GWTD), which operates a regional Dial-A-Ride that is open to the disabled and residents age 60 years and over. Regional Dial-A-Ride service is free and covers trips within the nine-town GWTD service area. Currently, the service rotates between participating towns, with Watertown receiving service on Tuesdays.

The Falls Avenue Senior Center operates a senior minibus service 4 days a week. The service is open to residents aged 60 years and over and provides transportation for a variety of activities including doctor appointments, shopping, and social activities.

Rail and Freight

Rail

Watertown contains one active railroad line – the Torrington Secondary, a single-track rail line that runs from Torrington to Waterbury. The railroad is currently owned by CT DOT and operates as a freight-only service. The Torrington Secondary connects to the Terryville line in Waterbury (with connecting service to the New Haven-Springfield line) and the Waterbury Branch line to the south. Currently, there is only one freight rail customer in Watertown – a solid waste volume reduction and recycling facility located at 753 Frost Bridge Road. CT DOT leases the section of railroad north of Watertown to the Railroad Museum of New England, which operates seasonal heritage train service. A railroad spur formerly connected downtown Watertown to Waterbury, roughly paralleling Steele Brook. Railroad service was discontinued in the 1970s at which time the tracks were removed.

Airports

The Waterbury-Oxford Airport (OXC) is a state-owned and operated general aviation airport located in the towns of Oxford and Middlebury about 10 miles south of Watertown. Connections to the airport can be made via Interstate 84 and Route 188. There are no existing public transportation connections. The airport offers commercial charters, freight, and recreational flights. In 2012, the airport averaged 131 flights per day.

Bradley Airport, located about 45 miles to the northeast in Windsor Locks, is the closest international airport to Watertown. Bradley Airport averages 280 flights per day and offers nonstop service to 29 cities across North America.

Nonmotorized Transportation

Pedestrian Facilities

Connectivity and safety are the two most important components of the pedestrian network. In order to be most effective, the pedestrian network should connect residential areas to major activity centers such as business districts, senior housing areas, schools, parks, greenways, and bus stops. Gaps in the network should be filled in to the greatest extent practicable.

Similarly, safety is paramount to the pedestrian experience, and features such as traffic buffers (parking areas or vegetation), signalized crossings, and crosswalks encourage walking for all users. Like roadway improvements, pedestrian safety enhancements should be "context sensitive." For example, the installation of flashers and other public safety features should be considered for crosswalks on Route 63 and Route 73, Watertown's two busiest roadways. However, these same features are likely to have minimal impacts on safety if installed on a local roadway. The town incorporates ADA-compliant design into sidewalk projects to the greatest extent possible.

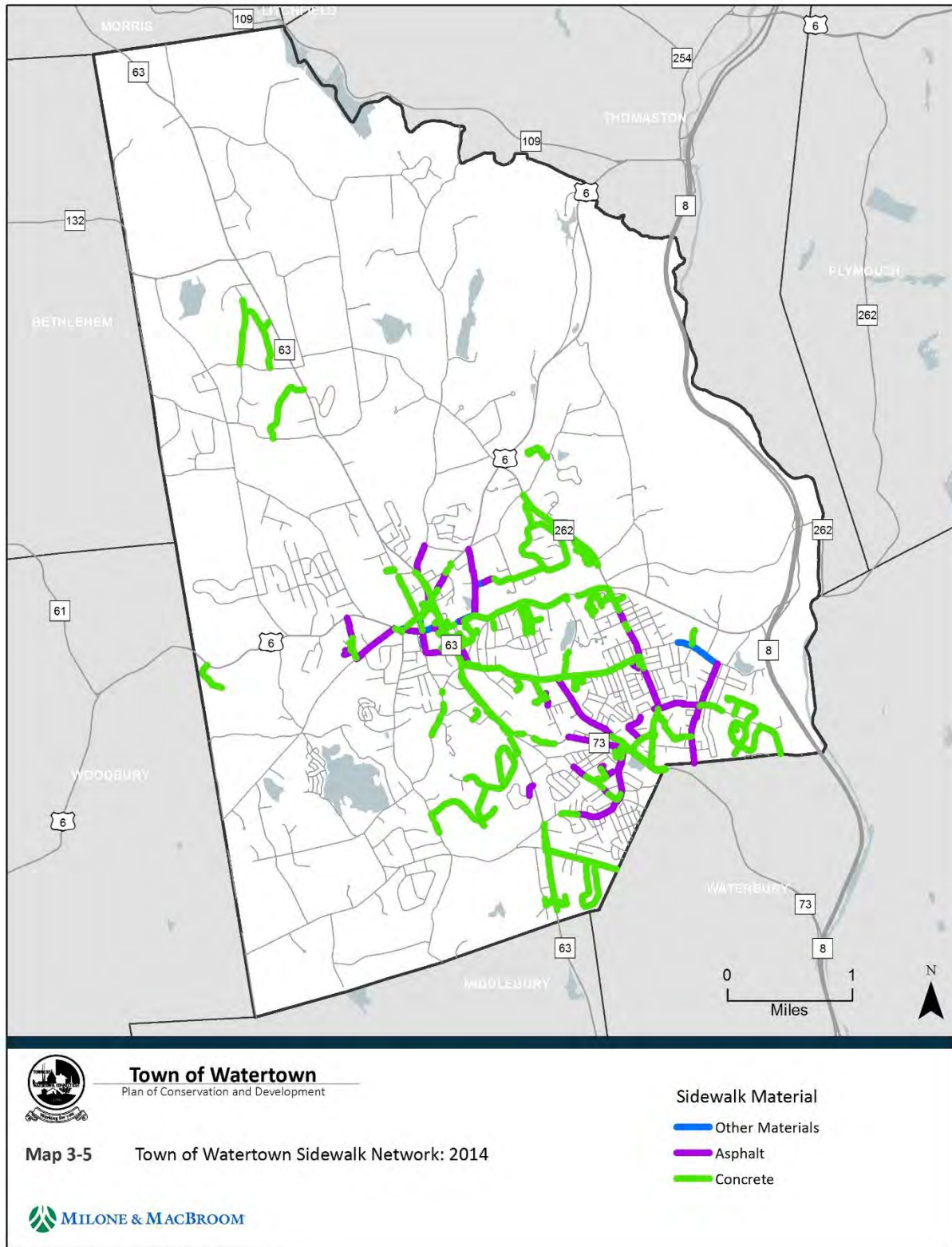
Watertown's sidewalk network is concentrated in downtown Watertown and Oakville along major roads. However, most local roads lack sidewalks. There are several gaps in the sidewalk network along major roads, including Route 73 between Rockdale Avenue and Riverside Street and along Route 63 between Davis Street and Pond View Drive.

While there is a great need for new or improved pedestrian facilities, municipalities have limited financial resources for sidewalk enhancements. In order to ensure that limited funds are directed toward the locations where they are most needed, the town should prioritize pedestrian projects using a ranking system that takes into consideration the following criteria:

- Location of crashes resulting in fatalities or serious injuries to pedestrians
- Functional classification of roadways. Higher functional classification roadways such as arterials should be prioritized over lower functional classification roadways since they have higher traffic volumes and faster traffic speeds and necessitate grade-separated sidewalks for safety purposes.
- Proximity to activity generators such as Main Street business districts, senior housing areas, schools, parks, greenways, multifamily housing, and bus stops
- Missing links – sidewalk segments that fill in a missing link between two existing sidewalks or connect two activity generators
- Extensions – sidewalk segment serves as an extension (same side of street) of an existing sidewalk



Safety enhancements should be targeted toward areas where they are most needed such as the unsignalized crosswalks on Main Street. Curb extensions, flashing beacons, and parking bans within 20 feet of the crosswalk could improve pedestrian safety. Filling in gaps in the sidewalk network, such as Route 63 near the Route 73 intersection (right) should be prioritized over the next decade. © Google Maps



Bicycle Facilities

Watertown is currently designing and building an interconnected system of multiuse trails that will eventually connect to communities all along the Naugatuck River. The two main projects within town are the Naugatuck River Greenway and Steele Brook Greenway.

The Naugatuck River Greenway is a planned 45-mile multiuse trail extending from Derby to Torrington, including a 2.4-mile stretch in Watertown. To date, segments have been completed in Derby, Ansonia, Seymour, Beacon Falls, and Naugatuck. In 2010, the Naugatuck Valley Council of Governments completed a *Regional Naugatuck River Greenway Routing Study*, which identified a preferred alignment through the town of Watertown. The preferred alignment runs along the Naugatuck River between Frost Bridge Road and the Thomaston town line and follows an existing access road located between Route 8 and the Naugatuck River. This segment is currently under design. In addition, a trailhead is being incorporated into the CTtransit Bus Maintenance facility and will provide parking opportunities for residents wishing to access the greenway trail.

The Steele Brook Greenway is a project that will connect Watertown's Main Street with major employers, the high school, and ultimately the Naugatuck River Greenway. As of 2017, the first segment of trail has been built from French Street to Siemon Company Drive. The town recently approved funds to build a bridge crossing Steele Brook that will ultimately connect to Watertown High School.

On-street routes are also popular with cyclists. Map 3-6 shows the most popular bicycle routes in Watertown based on data published by Strava. It should be noted that Strava data is primarily from recreational bicyclists as opposed to persons who use bicycles as their primary mode of transportation. The most popular routes for cycling are Guernseytown Road, Platt Road, Route 132, Route 63 north of Route 132, Quassapaug Road, and Hamilton Avenue. These routes are all located in the rural areas of Watertown. Watertown is home to one designated state bicycle route. Connecticut State Bicycle Route 5 extends along Route 63 from the Middlebury to Morris. However, this route lacks adequate signage, and Route 63 has inadequate shoulder widths for much of its length. Any town roadway construction projects on popular bicycle routes should consider improvements such as wider shoulders and better horizontal alignment. The Connecticut statewide bicycle design guidelines recommend a minimum unobstructed shoulder width of 4 feet to safely accommodate bicyclists.



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Economic Development

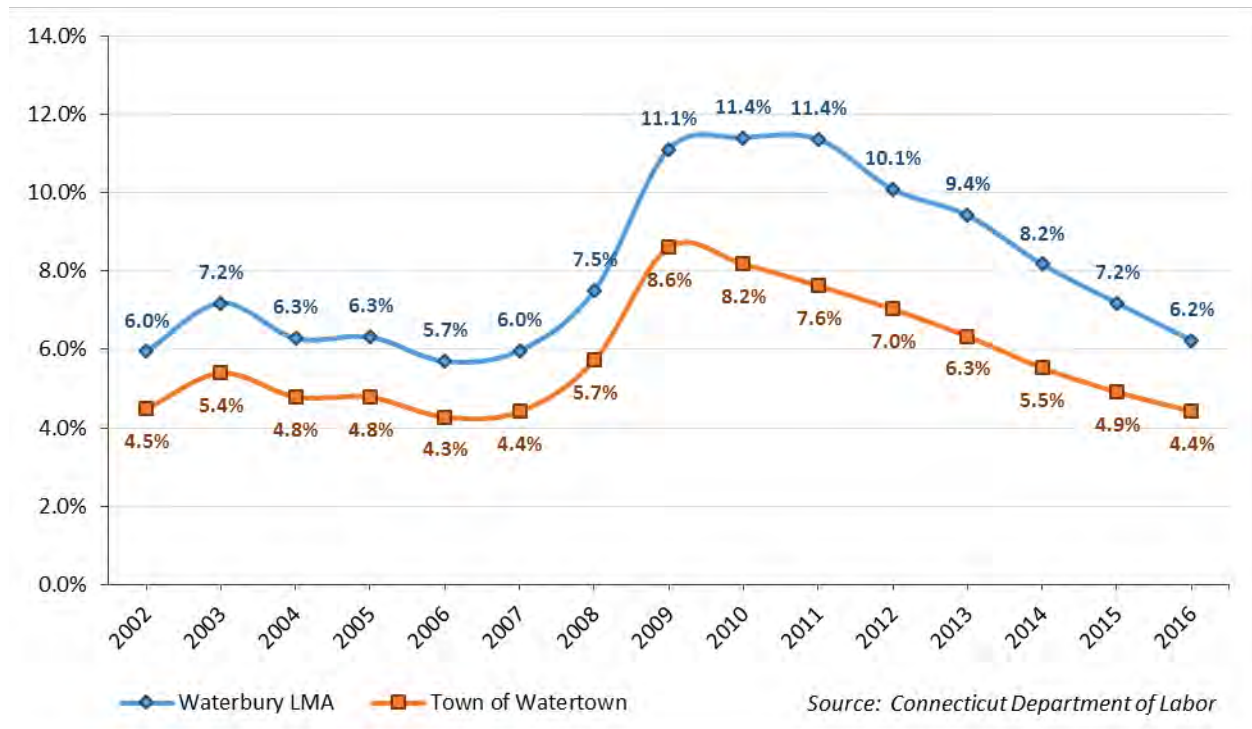
Commercial and industrial land uses are crucial to Watertown's overall fiscal health. Maintaining and growing businesses not only provides residents with jobs but also shops and restaurants to patronize, influencing the quality of life in town.

Like the state and nation as a whole, Watertown's economy has undergone a structural shift from manufacturing to services over the last several decades. However, manufacturing remains an important part of the local economy. Watertown's economy is closely linked to state and regional economic conditions. Many residents commute to jobs in other parts of the state, and similarly, many Watertown businesses employ workers who live in nearby towns and cities. Therefore, it is important to view the economy through a regional lens. Watertown is part of the larger Waterbury Labor Market Area (LMA), which also includes Beacon Falls, Bethlehem, Middlebury, Naugatuck, Prospect, Waterbury, Wolcott, and Woodbury.

Labor Force and Employment

Watertown's labor force consists of residents age 16 and older who are employed or are unemployed and looking for work. As of 2016, there were 12,965 residents in the labor force. There are 12,392 employed residents and 573 unemployed residents, resulting in an unemployment rate of 4.4%, which is below both that of the state (5.1%) and LMA (6.2%) and mirrors both state and regional trends. The unemployment rate rose sharply between 2007 and 2009, peaking at 8.6% during the height of the Great Recession. The unemployment rate has dropped each year since its 2009 peak, reaching 4.4% in 2016, a level not seen since the mid 2000s. Over the last decade, the Waterbury LMA has had the highest unemployment rate of any LMA in the state. However, Watertown's unemployment rate has historically been between 2% and 3% lower than the Waterbury LMA as a whole.

Figure 4-1. Local, State, and Regional Unemployment Trends: 2005 to 2016



Workforce

According to 2016 data from the Connecticut Department of Labor, Watertown is home to 569 businesses and 8,265 total jobs. Manufacturing is the largest sector in the local economy, making up 27.3% of all jobs in Watertown. The next largest sectors are Retail Trade (16.4%), Health Care and Social Assistance (10.2%), and Government (9.3%). The average wage for Watertown workers is \$47,591 per year, which is about 27% lower than the state average wage of \$65,526. The highest paid sectors in Watertown are Construction (\$74,444), Wholesale Trade (\$69,130), and Manufacturing (\$62,353). A complete breakdown of average wages by sector can be seen in Figure 4-2.

Like all communities across the state and nation, Watertown businesses were adversely impacted by the recession of the late 2000s and early 2010s. Watertown's employment declined from 8,784 jobs in 2007 to 7,631 jobs in 2010. However, Watertown has added jobs each year since 2010, growing at an average rate of 1.3% annually during that period.

Watertown has yet to recover to prerecession employment levels. As of 2016, Watertown still has 520 fewer jobs than it did in 2007, a decline of 5.9%. However, the recovery has been uneven across sectors as shown in Figure 4-3. Manufacturing jobs declined by 855 jobs or 27.5% between 2007 and 2016. Most manufacturing jobs were lost between 2007 and 2010, and employment has remained stable since 2010. Other sectors that lost jobs between 2007 and 2016 include construction (loss of 87 jobs), information (loss of 35 jobs), and wholesale trade (loss of 35 jobs). The four sectors that lost the most jobs also happen to be the four highest-paid sectors of the local economy. As discussed in Chapter 3, more Watertown residents are working outside of Watertown than in the past. The loss of local jobs

may be one of the contributing factors to this shift as residents who have lost local jobs may now commute to jobs elsewhere in Connecticut, leading to increased commute times.

Other sectors have rebounded to prerecession levels, including accommodation and food services (gain of 297 jobs) and retail trade (gain of 159 jobs) with average wages well below the town average. The replacement of high-paying jobs with low-paying jobs may ultimately lead to a decrease in consumer spending and result in negative impacts to tertiary sectors of the economy such as retail, food services, and personal services.

Figure 4-2. Average Annual Wage in Watertown, by Sector: 2016

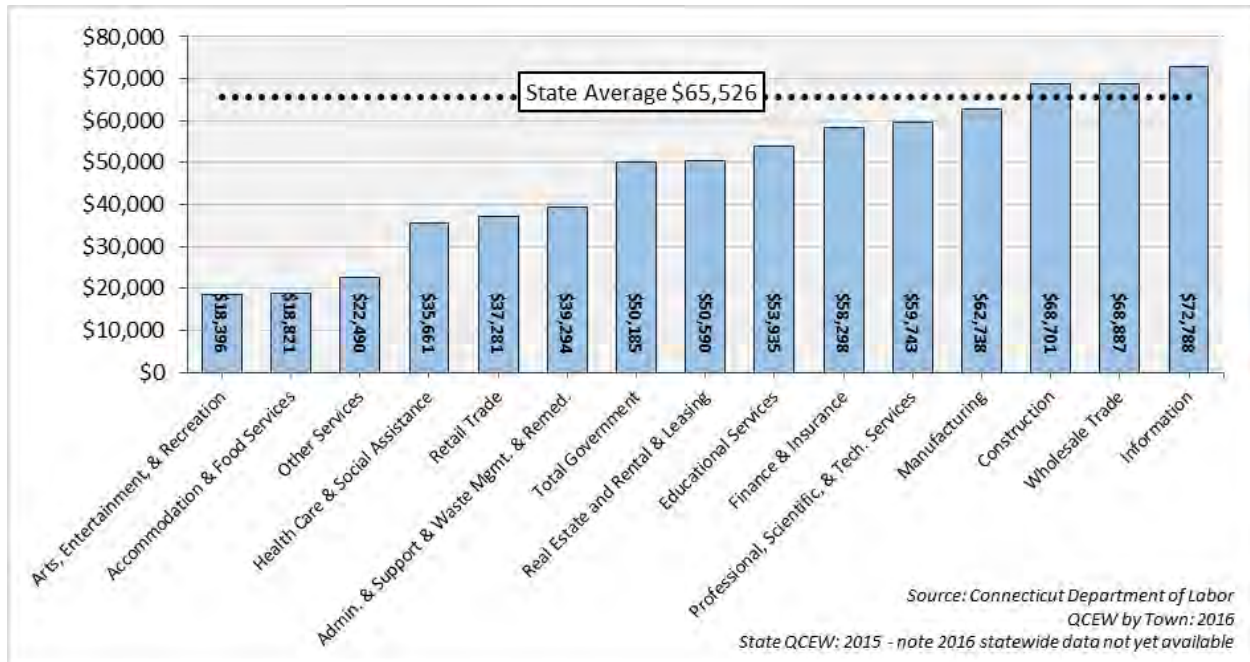


Figure 4-3. Change in Number of Jobs in Watertown, by Sector: 2007 to 2016

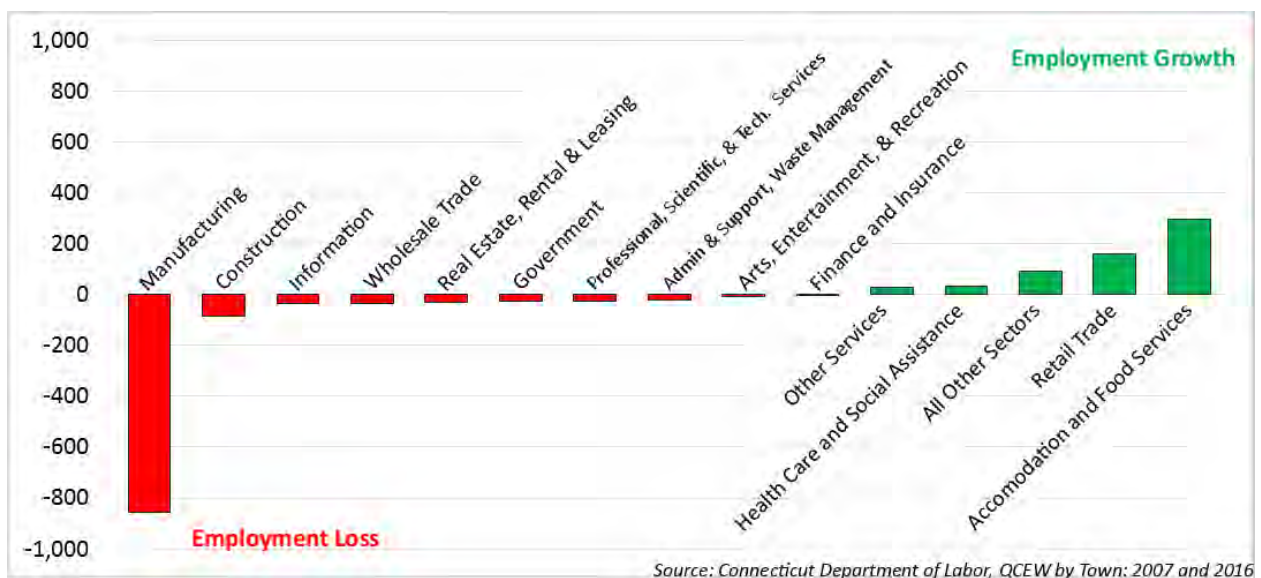
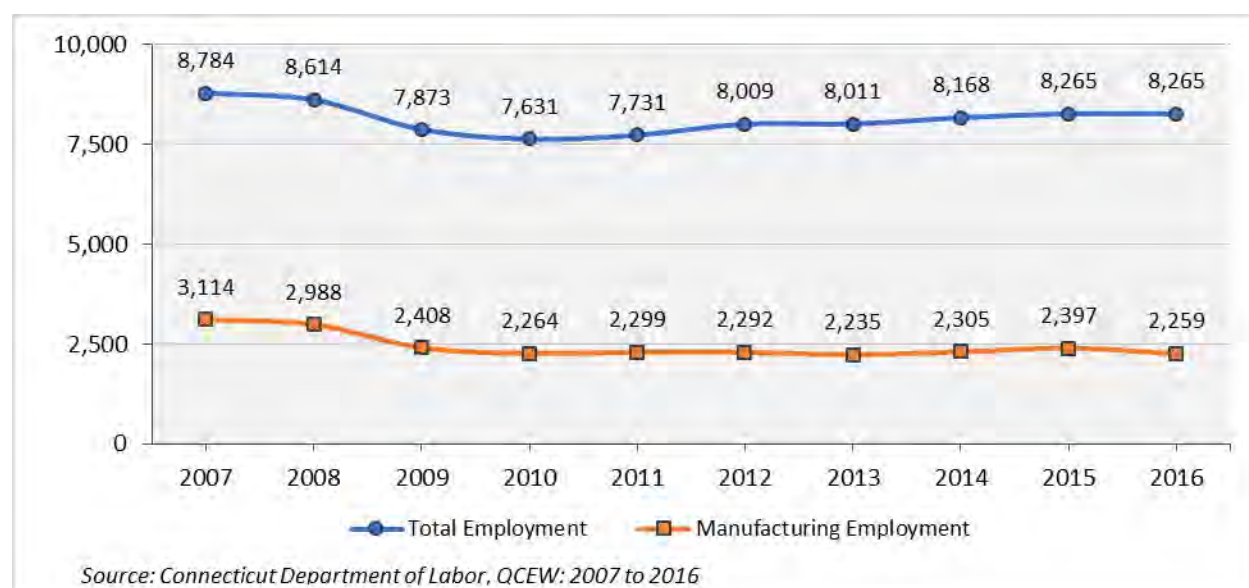


Figure 4-4. Total Employment and Manufacturing Employment in Watertown: 2007 to 2016



Local government, including the Watertown Board of Education, has 600 employees, making it the largest employer in town. The Watertown Board of Education employs 467 persons while an additional 133 persons work in town government. However, most of the workers in Watertown work for private-sector businesses. Table 4-1 shows the top 10 private-sector employers in Watertown for 2007 and 2016. As of 2016, seven of the top 10 largest private employers are manufacturers, led by Global Steering Systems (338 employees), the Siemon Company (300 employees), and Albea (300 employees). The largest nonmanufacturing employers are Taft School (235 employees) and Super Stop & Shop (180 employees). Only four of the top 10 private businesses were among the top private employers in 2007.

Table 4-1. Principal Employers in Watertown: 2007 and 2016

Business Name	Nature of Business	2016		2007	
		Employees	Rank	Employees	Rank
Global Steering Systems	Manufacturer	338	1	-	-
The Siemon Company	Manufacturer	300	2	400	2
Albea	Manufacturer	300	2	-	-
The Taft School	Private School	235	4	250	3
Crystal Rock	Manufacturer - Bottled Water	230	5	-	-
Super Stop & Shop	Supermarket	180	6	200	6
PM Engineered Solutions	Manufacturer	175	7	-	-
Braxton Manufacturing	Manufacturer	165	8	170	7
Apple Rehab	Health Care	125	9	-	-
Turelove & Maclean	Manufacturer	120	10	-	-
LaBonnes Market	Supermarket	-	-	165	9
Eyelematic Manufacturing Company	Metal Stamping Manufacturer	-	-	203	5
Bristol Babcock Corporation	Instrumentation Devices	-	-	220	4
Engineered Sinterings & Plastics, Inc.	Thermosetting Material	-	-	165	8
Waterbury Extended Care	Health Care	-	-	130	10
Timken Co.	Manufacturer	-	-	505	1

Source: Town of Watertown, Comprehensive Annual Financial Report: June 30, 2016

As discussed in Chapter 3, Watertown businesses rely on a regional workforce to fill their positions. As of 2014, only 22% of Watertown jobs were filled by Watertown residents, and the remaining 78% of employees live in surrounding towns and cities.

Grand List Trends

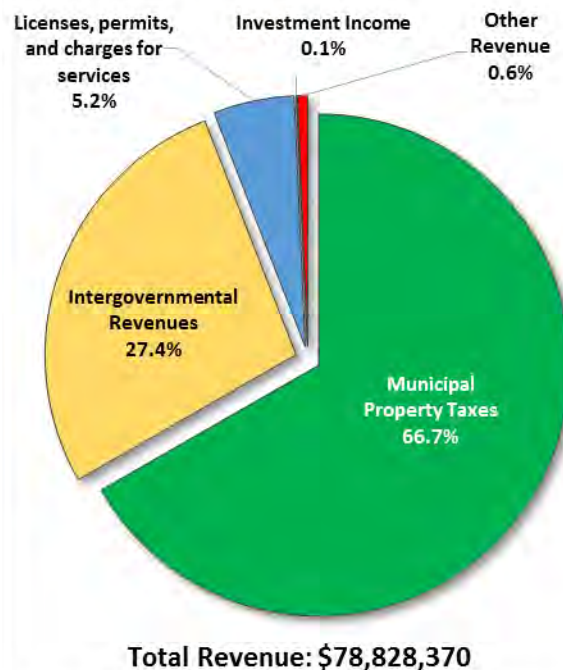
As of Fiscal Year (FY) 2016, Watertown received a total of \$78.8 million dollars in revenue. Municipal property taxes are the primary source of revenue for the Town of Watertown, accounting for 66.7% of all revenues. Intergovernmental revenues such as state and federal grants, and payments in lieu of taxes (PILOT) account for an additional 27.3% of revenues. Licenses, permits, and charges for services comprise 5.2% of revenues while investment income and other revenue account for 0.1% and 0.6% of revenues, respectively.

Municipal property taxes comprise the largest portion of the town's annual revenue with residential uses and apartments comprising 68.6% of the town's total property tax revenue. Commercial, industrial, and utility properties make up an additional 13.0% of property tax revenue. The remaining revenues are split between personal property (8.2%) and motor vehicle taxes (10.1%).

Equalized grand lists and equalized mill rates are normalized to account for differences in revaluation years and assessment ratios by applying an "equalization factor." The equalization factor divides total assessed value by the total market value. The result is the equalized net grand list, which is the total market value of all property in a municipality. Figure 4-7 compares Watertown's equalized net grand list to Connecticut as a whole. Overall, Watertown has a similar grand list composition to other communities in Connecticut.

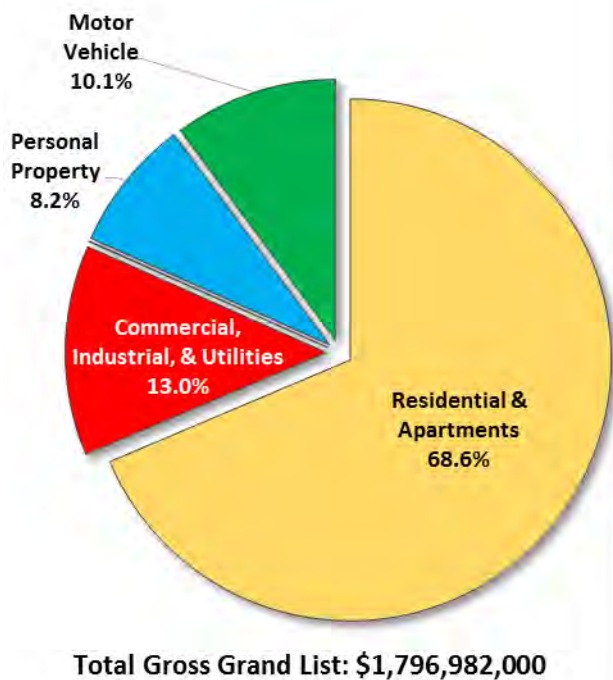
As of FY 2016, Watertown's equalized mill rate was 30.10, which ranked 95th out of 169

Figure 4-5 FY2016 Revenues by Funding Source



Source: Town of Watertown Comprehensive Annual Financial Report, 2016

Figure 4-6 FY2016 Gross Grand List, by Property Type



Source: Town of Watertown Comprehensive Annual Financial Report, 2016

municipalities in Connecticut. The mill rate is strongly correlated with property values. Municipalities with high property values usually have lower property tax rates than municipalities with low property values. Recent changes in the real estate market have also influenced local property tax rates. During the last revaluation between FY2014 and FY2015, Watertown's net grand list dropped by \$244 million or 12.4%. The drop in property values was primarily caused by the national depreciation of real estate values in the wake of the late 2000s recession and housing bubble. To compensate for the smaller net grand list, the mill rate rose from 25.09 to 29.12, an increase of 16.1%. Over the next decade, Watertown will need to grow its grand list in order to keep its mill rate stable.

Figure 4-7. Comparison of Watertown and Connecticut Equalized Net Grand List

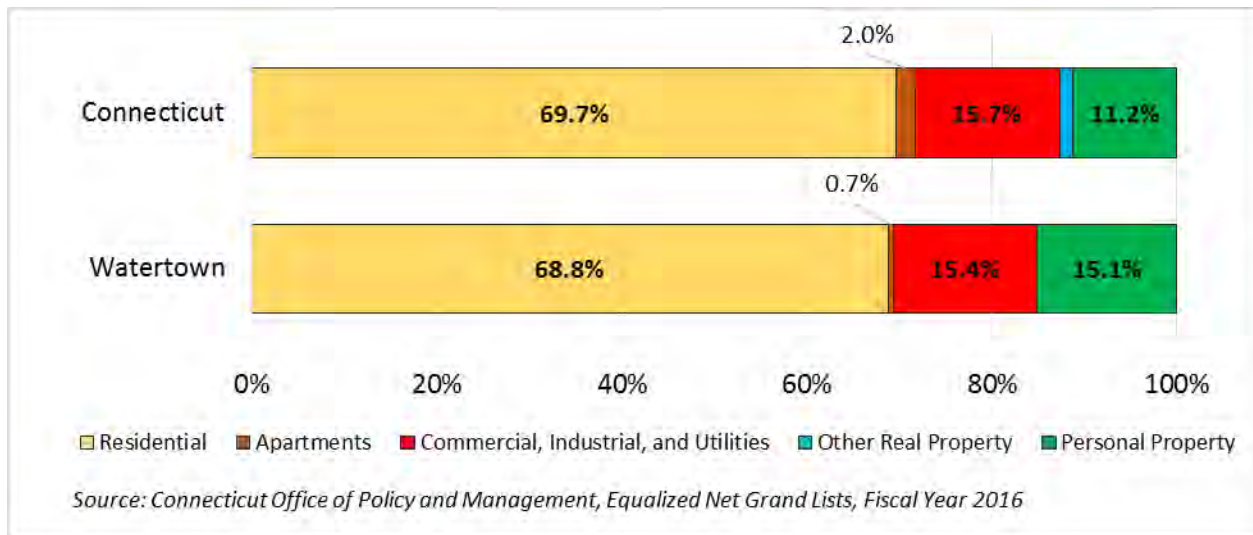


Figure 4-7. Watertown Mill Rate and Grand List Trends: FY2007 to FY2016

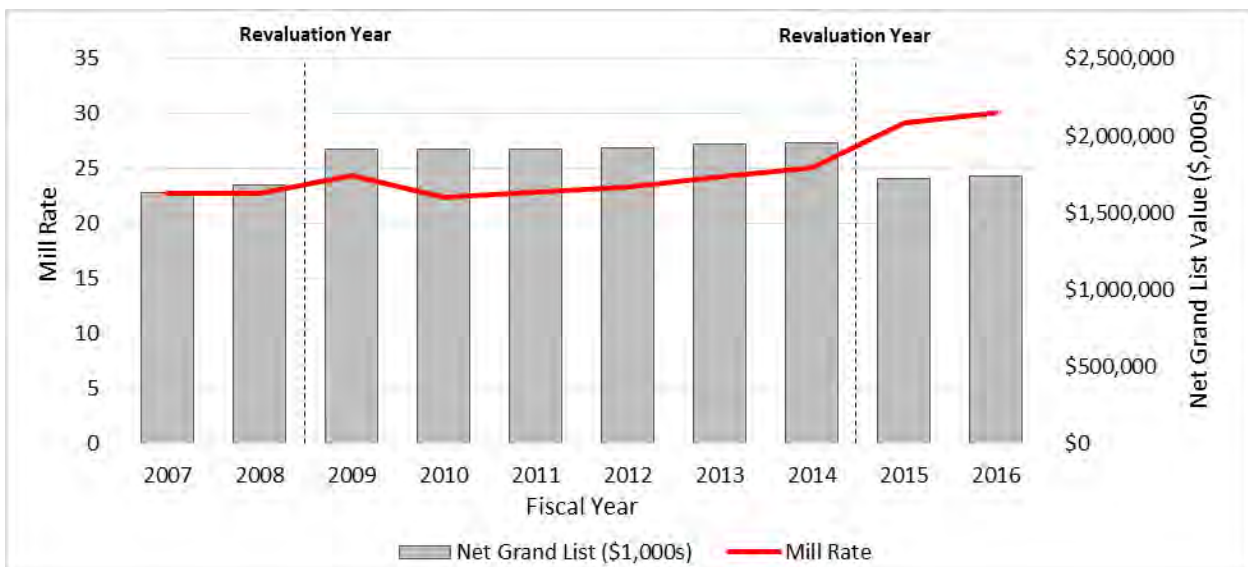


Table 4-2. Principal Property Taxpayers as of October 1, 2014

Rank	Taxpayer	Nature of Business	Taxable Assessed Value (\$1,000)	Percentage of Net Taxable Assessed Value
1	Connecticut Light & Power	Utility	\$26,797	1.54%
2	The Siemon Company	Manufacturing	\$19,700	1.13%
3	Siemon Realty Company	Real Estate	\$7,905	0.45%
4	JSD Partners	Manufacturing	\$7,884	0.45%
5	Global Steering System	Manufacturing	\$7,444	0.43%
6	Greenbriar Associates, LLC	Real Estate	\$7,222	0.42%
7	ANSTRO Manufacturing Co.	Manufacturing	\$6,989	0.40%
8	Truelove & MacLean, Inc.	Manufacturing	\$6,767	0.39%
9	Straits Commercial Association, LTD	Supermarket	\$5,950	0.34%
10	Yankee Gas	Utility	\$5,177	0.30%
Total Top 10			\$101,835	5.86%

Source: Town of Watertown Comprehensive Annual Financial Report, FY2016

Watertown's 10 largest taxpayers, which are seen in Table 4-2, together comprise nearly 5.9% of the town's total property tax base. Connecticut Light & Power is Watertown's largest taxpayer and owns 1.54% of the town's taxable property.

Local Initiatives

Brownfields Redevelopment

Brownfield remediation and redevelopment remain priorities for the town. Watertown is a member of the Regional Brownfields Partnership (RBP) of West Central CT, which allocates state and federal funds for the assessment and remediation of brownfield sites in Watertown and 26 surrounding communities. Since 1996, the RBP has funded for four projects in Watertown as described in Table 4-3.

Table 4-3. List of Projects Funded through the Regional Brownfields Partnership (RBP)

Project Name	Project Location	Description
Greenway Park	Main Street	Assessment of 3 acre former rail line intended for the Steel Brooke Greenway Trail
Steele Brook Greenway	0 French Street	Ongoing Phase I and Phase II investigations of two former rail line properties
Watertown Landfill	Old Baird Road	Former municipal landfill and current transfer station
Old Pin Shop Pond	Main Street	Phase I ESA completed on sediment upstream of Pin Shop Pond dam

Source: Naugatuck Valley Council of Governments

Other contaminated properties, such as the Sealy site, have also received state and federal environmental funds for remediation. The Sealy site covers two properties totaling 9.35 acres located at 25 Hillside Avenue in the center of Oakville. The site was formerly used as an office space, warehousing facility, and mattress assembly plant. To date, there has been substantial cleanup of the property including soil remediation, asbestos abatement, and the demolition of a vacant manufacturing building.

Remediation is ongoing at the Sealy site. While some buildings have been demolished, the building on the upper portion of the site remains. One of the challenges to redeveloping the Sealy property is the restrictive underlying zoning regulations. The property is currently in the Oakville Central Business (B-C) district, which only allows principal uses with a gross floor area of 20,000 square feet or less. The current building has nearly 100,000 square feet of gross floor area. If the building were demolished, a new building only one-fifth the size could be built in place. The town should consider granting additional zoning flexibility to brownfield properties in order to remove one of the barriers to redevelopment.

Route 262 and Echo Lake Road Industrial Area

Watertown's largest tracts of developable nonresidential land are found in Watertown's industrial zones along Route 262 and Echo Lake Road. While this area has excellent access to Route 8, the lack of sanitary sewer and water infrastructure has impeded industrial development in the past. However, over the last few years, the state has made improvements to infrastructure in this area as part of the CT Transit Bus Maintenance Facility project on Frost Bridge Road. Water service was extended to Frost Bridge Road via a 12-inch water main along Echo Lake Road. Sanitary sewer service was also extended to Frost Bridge Road via Route 262. Like the 2007 plan, the 2017 plan recommends that the town undertake a special economic development study of this area that would include market feasibility, development strategies, cost estimates for site work and infrastructure improvements, available financing and resources, and marketing strategies.

Watertown Oakville Chamber of Commerce

The Watertown Oakville Chamber of Commerce is a division of the Waterbury Regional Chamber of Commerce, which serves Watertown and 112 surrounding communities. The Chamber provides a variety of resources to businesses in the region, including promotion and networking, legislative advocacy, professional development, and business development.

Community Events

The Town of Watertown hosts special events throughout the year that support local businesses, including parades, festivals, and other special events. The Parks & Recreation Department hosts "Night Out on Main Street" events four times per year. These events bring together local businesses, residents, visitors, and entertainment.

Economic Development Commission

At the local level, the town has an Economic Development Commission comprised of seven members appointed by the Town Council. The town has a part-time economic development coordinator to assist in promoting business development, guiding business owners through the permitting process, and retaining businesses in Watertown.



"Night Out on Main Street" events bring together local businesses, residents, visitors, and entertainment.

5

Community Facilities and Services

Sections of this chapter have been taken directly from the 2007 Plan of Conservation and Development.

Community facilities and services involve a broad range of functions that serve the general or specific needs of the public and are considered to be the responsibility of a town or public agency. The town's ability to provide community services in an efficient manner is critical to the quality of life in a town. A balance must be struck, however, between the provision of adequate and needed services and the tax burden required to support them. This chapter covers those facilities provided by Watertown, such as schools, town-owned buildings, police and fire services, and utilities. Public parks and recreation are discussed in Chapter 7.

Public Safety

Police Department

As of FY 2016, there were 38 sworn officers in the Watertown Police Department, which is organized into two bureaus, the Administrative Bureau and the Field Operations Bureau. The department is comprised of the Chief of Police, the Deputy Chief of Police, five lieutenants, six sergeants, four detectives, and 21 patrol officers. The department also includes nonsworn support staff for records and dispatch needs, including six full-time and four part-time dispatchers. While Watertown's population has increased by roughly 1,200 people between 2000 and 2010, the police force has grown by only two additional sworn police officers. However, as indicated by police statistics, the department appears to be generally effective in protecting the community.

The town also has an Animal Control Division, which is comprised of two full-time animal control officers. The police station is located on French Street, and the Animal Control Division's dog pound is located on Old Baird Road. Built in 1980, the police station is adequate to meet the operational needs of the department.

Fire Protection

Fire protection is provided by a 97-person Volunteer Fire Department under the supervision of a Chief and Deputy Chief. Currently, the Fire Chief also serves as the full-time Fire Marshal. Department expenses are underwritten by Watertown. The department operates from two stations equipped with state-of-the-art equipment, including eight engines, two ladder trucks, and one heavy-duty rescue vehicle. Training drills are conducted throughout the year, and over 60% of the department has advanced training in areas such as hazardous materials. The department has three emergency vehicles for first-response use and medical treatment during emergencies. Ambulance service is provided by private carriers.

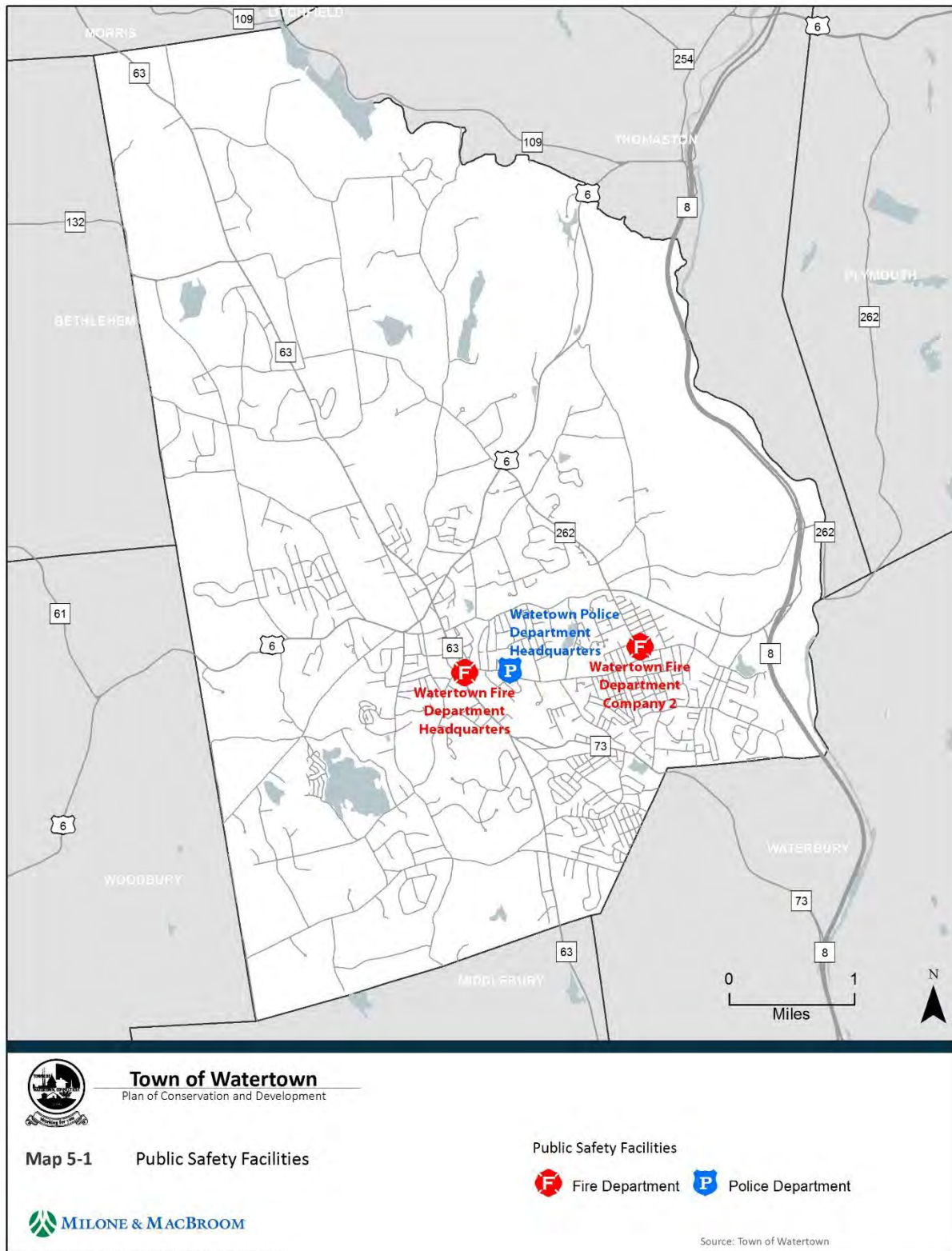
The primary fire station on Main Street underwent renovations in the mid 2000s, adding approximately 23,000 square feet of space for four bays, training facilities, and storage. The second fire facility is a substation on Buckingham Street in Oakville. To help improve response time in the northern part of town, a future consideration might include the addition of another two-bay substation. The fire department has identified a possible location for such on Litchfield Road.



The Watertown Fire Department's main fire station was renovated in the mid 2000s, adding additional vehicle bays, training facilities, and storage areas.



The Watertown Police Department Headquarters was built in 1980 and meets the operational needs of the department.



Municipal Services

Town Offices

As of 2017, Town of Watertown employees are located in three separate buildings: Town Hall (37 Deforest Drive), Town Hall Annex (424 Main Street), and the Watertown Municipal Center (61 Echo Lake Road). The Watertown Municipal Center is located in the old Heminway Park School building. In 2016, Watertown residents authorized nearly \$12 million in bond funds to renovate the Watertown Municipal Center. The renovations are currently being designed. Once the Municipal Center project is complete, all town departments will be housed there and the Town Hall and Town Hall Annex buildings vacated. No formal decision has been made as to what will happen to Town Hall and Town Hall Annex buildings once they are vacated. The town should conduct a comprehensive facilities plan in coordination with the other town departments and the Board of Education to assess potential reuse of both buildings. Future reuse of the buildings should take into consideration their historic character as both structures contribute to the Watertown Center National Historic District.



Once the Watertown Municipal Center renovations are completed, all town employees will vacate the Town Hall (left) and Town Hall Annex (right) buildings. The town should conduct a comprehensive facilities study to determine whether these buildings should be repurposed for another community use or sold. Special consideration should be given to the historic character of both buildings.

Library

Watertown is served by the Watertown Public Library, which has two separate facilities run by the Watertown Library Association, a nonprofit organization. The association has served the community since 1865 when it was incorporated by a special act of the State Legislature. The Watertown Library is located at 470 Main Street. In 1968, the Watertown Library Association merged with the Oakville Library Association, and a second branch was opened on Davis Street in Oakville. A major renovation of the Oakville Library was completed in June 2002.

The library collection holds over 78,194 books and serials as well as nonprint items including videos, CDs and audio books, and electronic reference resources. The library's web-based integrated system combines Main and Branch data and functions. The library offers 24/7 off-site access to all of its electronic databases. The Main Street library has 12 public access work stations, and the Oakville Library has three.

The association is governed by a board of 11 trustees; 10 are elected by the membership, and one is appointed by the Town Council. The association is supported primarily by a town grant, which constitutes approximately 90% of its operating budget and is supplemented by income from the association's endowment, state aid, contributions, membership dues, and special fundraising events. Funds for building and capital improvements have been raised by the association.

Senior Center

The Senior Center is located at 311 Falls Avenue in the Oakville section of Watertown. The center provides services and programs for residents age 55 years old and over and persons with disabilities under age 55. The center currently has one full-time and one part-time employee. Membership has grown dramatically over the last few years. As of 2017, there are over 700 registered members of the Senior Center, up from 199 members in 2010. However, residents do not need to be registered to access services or programs. As discussed in Chapter 1, Watertown has seen its population age 65 years old and over increase by 16.2% between 2000 and 2010, and this trend is projected to continue over the next decade as baby boomers age into retirement. This growth will exacerbate existing facility deficiencies. Existing facility deficiencies include the following:



The Watertown Senior Center has seen membership grow dramatically over the last decade.

- Small building limits opportunities to expand programming or hire more staff.
- Center is unable to run simultaneous programming due to lack of space.
- Not enough general parking spaces and handicap parking spaces
- Small site limits ability to expand the building and parking area.
- The property is located within a 100-year flood zone.
- Inability to provide recreational activities, particularly for younger seniors. Town only has gymnasiums or auditoriums at public schools, and these facilities are not available for senior use during the school day.
- Disconnected from other town social services and operations
- The location of the site is perceived as "out of the way." Perceptions of the neighborhood surrounding the center make it difficult to recruit new members.
- The Senior Center is the town's backup emergency shelter, but it lacks backup power supply and washing facilities.

The long-range goal is to build a new, joint senior and community center facility on the Veterans' Park site. In the near term, the town should conduct a needs assessment and facility study for the Senior Center in conjunction with other town facilities such as Town Hall and the Town Hall Annex.

Public Works

The Public Works Garage is located at 91 Burton Street in Oakville. The garage is located on a 3-acre parcel in the middle of a residential neighborhood. The 3-acre parcel on which the existing facility is located limits the department's ability to be efficient. Several facility deficiencies exist, including the following:

- There is space at the facility to store enough salt for only one snowstorm. Once dispensed, trucks have to move portions of the 2,400 cubic yards of salt stored at the transfer station to the highway garage for the next storm.
- Because the building does not provide interior space for all of its physical resources, some vehicles are stored outside of the building, resulting in increased mobilization time for plowing and decreased life expectancy of machinery.
- The number and size of mechanic and parking bays require unnecessary maneuvering. There is not enough interior space to house the plow trucks and repair on vehicles.
- Expanded interior space will also provide the department with meeting rooms, training facilities, and rooms for overnight accommodation for drivers to rest during storms.

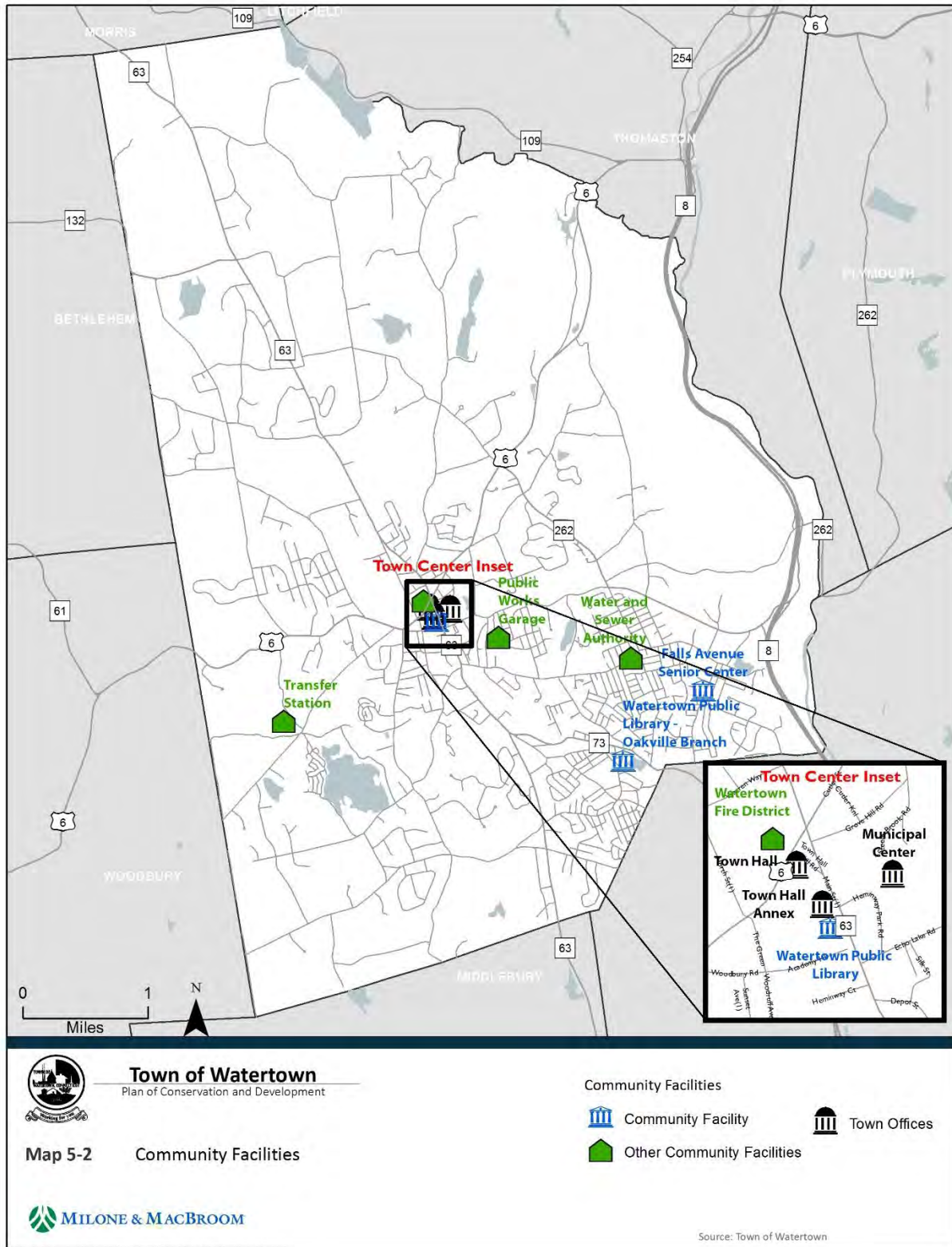
The town should consider relocating the existing facility to an area with more compatible land uses. A new facility would provide the department with adequate space to perform its operations in compliance with DEEP regulations. An ideal facility would be situated on a 5- to 10-acre site, with opportunity for expansion and with access to major town roads to facilitate operations. If a new location for a Public Works facility is found, the existing facility could be reused by the Watertown Public Schools maintenance department, which currently operates out of a small facility adjacent to Deland Field.

Waste Management

The town has a contract with the Materials Innovation and Recycling Authority (MIRA) for the disposal of solid waste. MIRA operates a regional transfer station on Echo Lake Road and sends solid waste and recyclables to its main facility in Hartford. Residential, commercial, and industrial waste and recyclables are picked up by private trash haulers. Residents and nonprofit organizations may dispose of waste and recyclables at the Watertown Transfer Station on Old Baird Road on the site of the former town landfill. The existing transfer station is outdated and needs to be upgraded. The town should continue to monitor environmental conditions of the transfer station and landfill site and pursue funding for environmental remediation if issues are found.

The Town of Watertown participates in statewide product stewardship initiatives and accepts paint, electronics, and mattresses initiatives at the transfer station at no cost to residents. Product stewardship initiatives require that product manufacturers assume the cost and disposal of their products. The NVCOG operates regional Household Hazardous Waste collections, which are open to residents of Watertown and nine other NVCOG communities. The town should continue to participate in statewide product stewardship initiatives and regional hazardous waste collections.

Debris management during extreme weather events remains a challenge for Watertown. While tree debris has been historically stored at the landfill, there is no longer enough space to hold and process the debris. The town should conduct a tree/vegetation storage plan that identifies storage sites during extreme weather events.



Education

Watertown Public Schools

The Watertown Public School system operates five schools. All students begin at John Trumbull Primary School, which serves pre-kindergarten through grade 2. John Trumbull Primary School switched to full-day kindergarten for the 2016-2017 school year. Students then matriculate up to either Judson or Polk Elementary School for grades 3 through 5. Students in the upper grades attend Swift Middle School for grades 6 through 8 and Watertown High School for grades 9 through 12. The Board of Education also leases office space at 10 DeForest Street and has a small maintenance facility adjacent to Deland Field.

Over the last 10 years, Watertown Public Schools has invested \$118 million renovating and expanding its four oldest facilities: Judson Elementary School, Polk Elementary School, Watertown High School, and Swift Middle School. As part of its long-range efforts to modernize school facilities, three schools were decommissioned. Griffin School and Baldwin School closed in 2000 after the new John Trumbull Primary School was completed. Griffin School in Oakville was sold to a private developer and was demolished and redeveloped into a CVS Pharmacy. Baldwin School on North Street was sold to Taft School in 2014. Heminway Park School closed in 2008, and its students moved into the expanded Swift Middle School. Heminway Park School is currently being renovated into a consolidated municipal center. Recent investments in school buildings combined with declining enrollments over the last decade indicate that Watertown Public Schools has adequate facilities to meet the needs of its students over the next 10 years.

Watertown's public school enrollment trends reflect the cyclical demographic trends of Connecticut and the nation as a whole. School enrollments in Connecticut peaked in 1970 when the baby boom generation, who were born between 1946 and 1964, fully entered the school system. Beginning in the mid 1960s, births began to decline, leading to shrinking school enrollments from 1980 through the mid 1990s. By early 1980s, the baby boom generation was having children, leading to an "echo" boom that was felt at the elementary school level in the late 1980s through the 1990s. Watertown's most recent enrollment peak was in the early and mid 2000s and reflects the "echo" boom fully matriculating into the school system. From 2001-2002 to 2007-2008, Watertown's enrollment averaged 3,538 total students.

Primary school (PK-2) enrollment peaked in 2001-2002, elementary school (3-5) enrollment peaked in 2003-2004, middle school (6-8) enrollment followed, peaking in 2006-07, and high school (9-12) enrollment peaked in 2010-2011. However, enrollment has declined significantly ever since. By 2000, a

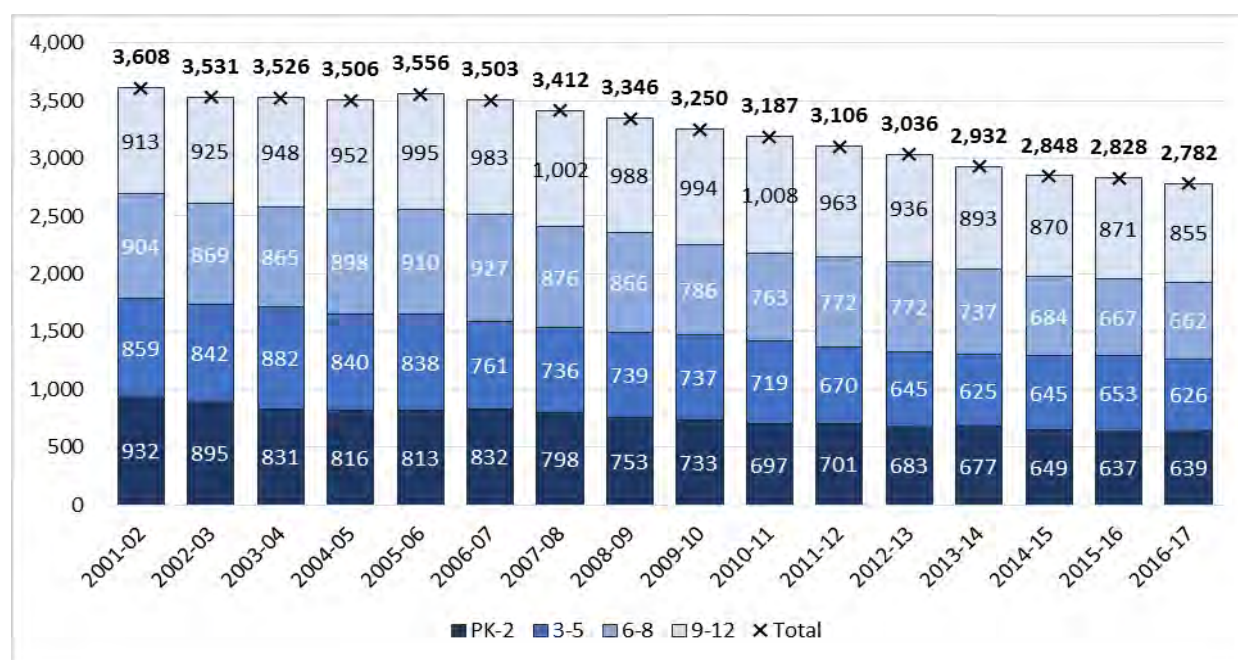
Table 5-1. Watertown Public Schools Facilities

School	Grades	Year Built	Most Recent Renovation	Enrollment (10/1/2016)	Building Size (Square Feet)
Watertown High School	9-12	1961	2010	839	180,100
Swift Middle School	6-8	1970	2008	660	152,700
Judson Elementary School	3-5	1969	2010	298	72,300
Polk Elementary School	3-5	1989	2010	325	60,700
John Trumbull Primary School	PK-2	2000	-	639	140,700

Source: Town of Watertown

much smaller generation (those born between 1965 and 1980) aged into their child bearing years, leading to a decline in overall births. The drop in births was exacerbated by the poor economic conditions and the housing market downturn of the late 2000s. As of the 2016-2017 school year, Watertown's enrollment was 2,782 students, a decline of 22.9% since its 2001-2002 peak. Primary school enrollment has declined the fastest (31.7%). However, over the last 3 school years, primary school enrollment has stabilized at around 640 students. High school enrollment has declined the least at 15.2%. However, it is still experiencing year-over-year declines. Over the next decade, Watertown's school enrollment trends will be impacted by births as well as the housing market. If births begin to increase, Watertown will likely see an increase in primary school enrollment 5 years later. Similarly, improving housing market conditions could lead to an increasing number of families with young children moving to Watertown.

Figure 5-1. Watertown Public School Enrollment

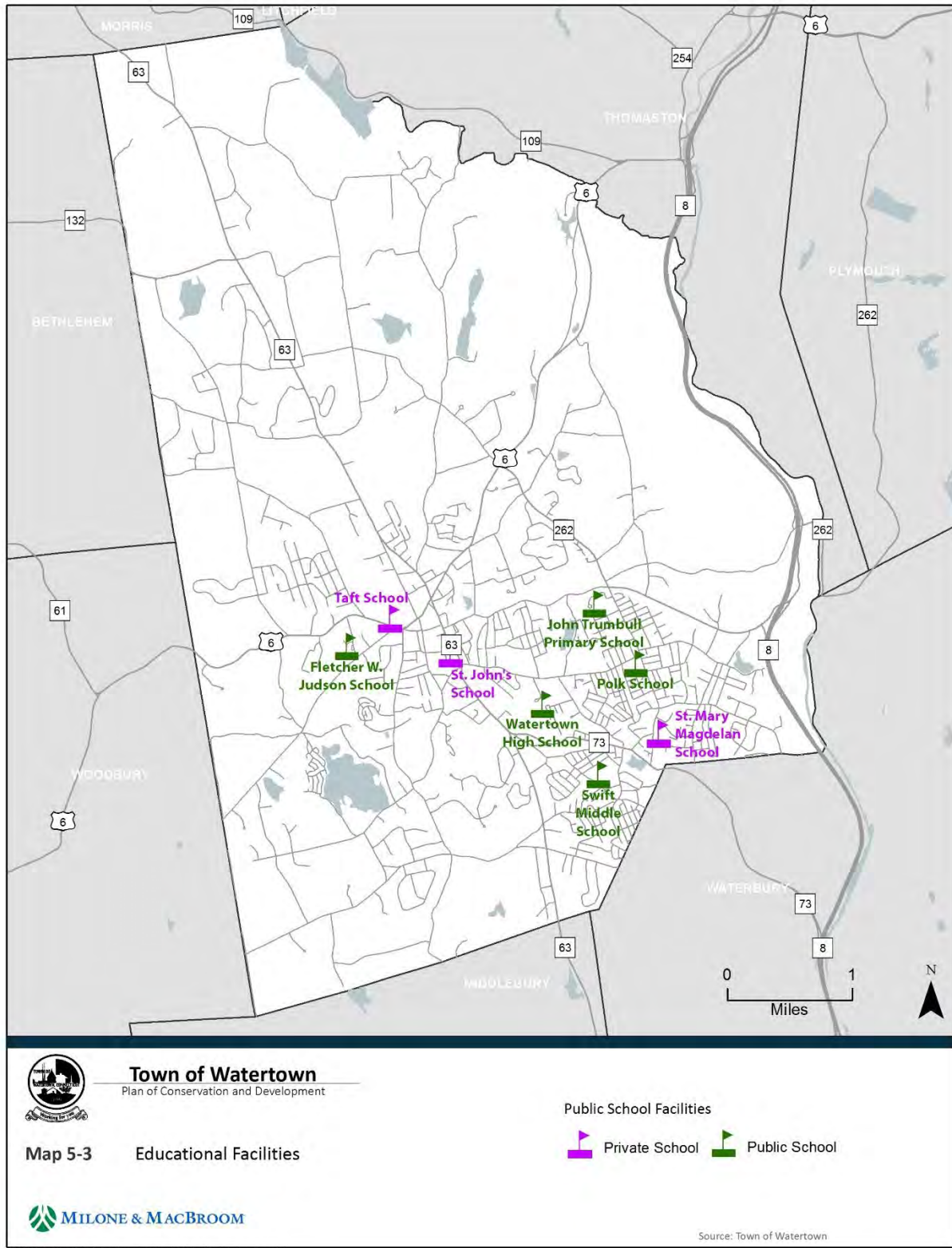


Other Public Schools

Watertown residents may also attend regional interdistrict magnet schools operated by Waterbury Public Schools. Maloney and Rotella Magnet Schools serve students in pre-kindergarten through fifth grade. The Waterbury Arts Magnet School serves middle- and high-school students, and high-school age students are eligible to attend W.F. Kaynor Technical High in Waterbury. Kaynor Tech is part of the Connecticut Technical High School System and is operated by the State of Connecticut Department of Education.

Private Schools

There are several private and parochial schools in Watertown. St. John School in Watertown and St. Mary Magdalen in Oakville both serve students in pre-kindergarten through eighth grade. Taft School, a private boarding school, serves nearly 600 students in grades 9 through 12. A majority of students live on campus. Taft School has significant land-holdings in Watertown Center including instructional buildings, a golf course, residences, and athletic facilities.



Utilities

Utility services such as water and sanitary sewer are one of the drivers of Watertown's current and future land use patterns. Commercial uses are all concentrated in areas with water and sanitary sewer infrastructure. Similarly, Watertown's economic growth over the next 10 years is likely limited to areas with infrastructure already in place. Similarly, higher density housing can only be built in areas that have utilities to support that level of density. Areas without utilities rely on well and septic systems and should be reserved for passive and low-intensity uses. Understanding existing utilities, recent projects, and planned upgrades is crucial to developing the Future Land Use Plan. Water and sewer services in Watertown are provided by two entities. The Watertown Fire District provides services to Watertown Center while the Town of Watertown Water and Sewer Authority provides services to Oakville and other areas outside of the Fire District.

Water

The Watertown Water and Sewer Authority provides water service to approximately 4,120 customers. The town has two water tanks and three water pumping stations. Upgrades to the system include interconnection of the former north and south high services zones and water purchase agreements with the Watertown Fire District for water in the west central section of town. The system has remained adequate. Water is purchased from the City of Waterbury; consumption is currently 0.9 million gallons per day. Under terms of a contract with Waterbury, Watertown is able to purchase up to 3 million gallons per day. Water is delivered to portions of the central part of town by the Watertown Fire District, which has a daily well capacity of 1 million gallons of water and uses approximately 650,000 gallons per day. The rest of the town gets water from private wells.

In compliance with Public Act 89-305, the Water and Sewer Authority and the Watertown Fire District have implemented conservation programs. The programs are intended to educate the public on water conservation, to determine adequate water specifications for new developments, and to design plans that will reduce water consumption for residential and commercial customers.

Over the last 10 years, the following water expansion projects were completed:

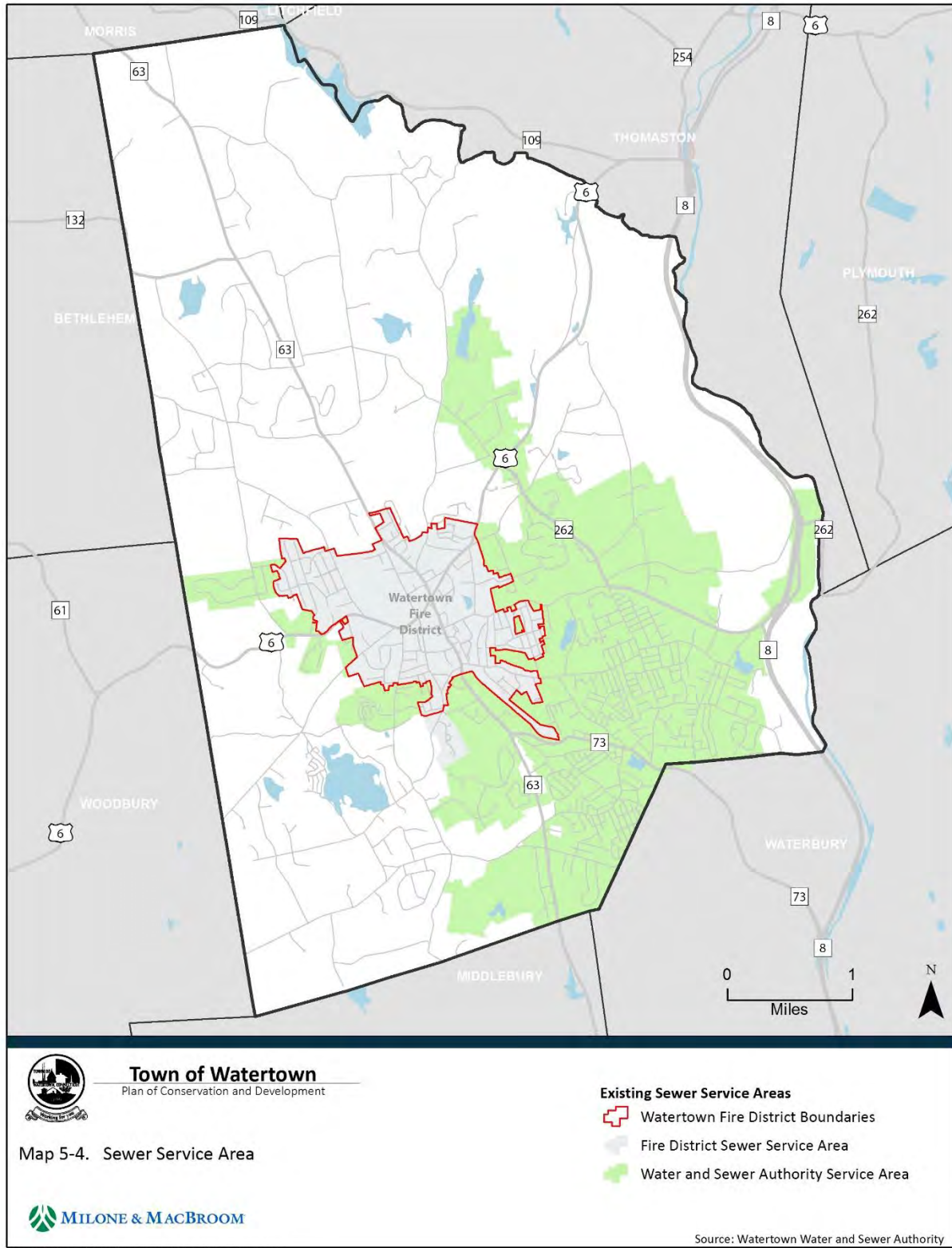
- A new 12-inch water main was installed along Echo Lake Road connecting to the new CTtransit bus maintenance facility on Frost Bridge Road.
- Middlebury section of Straits Turnpike
- Ledge Road, DiNunzio Road, and Sylvan Lake Road (funding approved)

Sanitary Sewer

Town sewage disposal in the Oakville section of town is provided by the Watertown Water and Sewer Authority, which provides service to 4,250 customers. Approximately 2.2 million gallons per day are transported through town-owned mains to City of Waterbury treatment facilities. Watertown has an agreement with the City of Waterbury for treatment of up to 3 million gallons per day (mgd) at the Waterbury Sewage Treatment Plant. In addition, the Watertown Fire District generates about 0.7 mgd of sewage, which was also treated at the Waterbury Sewage Treatment Plant. Private septic systems serve the rest of the town. The existing sewer service area is shown in Map 5-4. Over the last 10 years, sanitary sewer service was extended to the following areas:

- A new 6-inch sanitary sewer force main was installed along Route 262 connecting to the new CTtransit bus maintenance facility on Frost Bridge Road.

- Gorham Street
- Jordan Avenue
- Middlebury section of Straits Turnpike
- Bunker Hill Road (proposed senior housing development)
- Concord Drive Phase I (funding approved)



Stormwater

The Department of Public Works maintains the town's stormwater infrastructure. This includes 41 stormwater detention basins and over 4,200 catch basins. Over the last decade, the Department of Public Works has incorporated low-impact development (LID) techniques such as bioswales and vegetated islands into projects. These techniques were recommended through the Connecticut DEEP Permit for the Discharge of Stormwater from Small Municipal Separate Storm Sewer Systems (MS4). However, these projects often come with maintenance challenges. Vegetated islands are difficult to plow in the winter due to tight radii and vegetation. Similarly, residents often complain about open swales on their property. In 2016, the DEEP issued a revised MS4 General Permit, which has more stringent requirements for programs such as street sweeping, leaf management, catch basin cleaning, and public outreach. Compliance with the new MS4 regulations remains a challenge for communities across the state as most do not have the resources to fully implement the new MS4 requirements.

Community Organizations

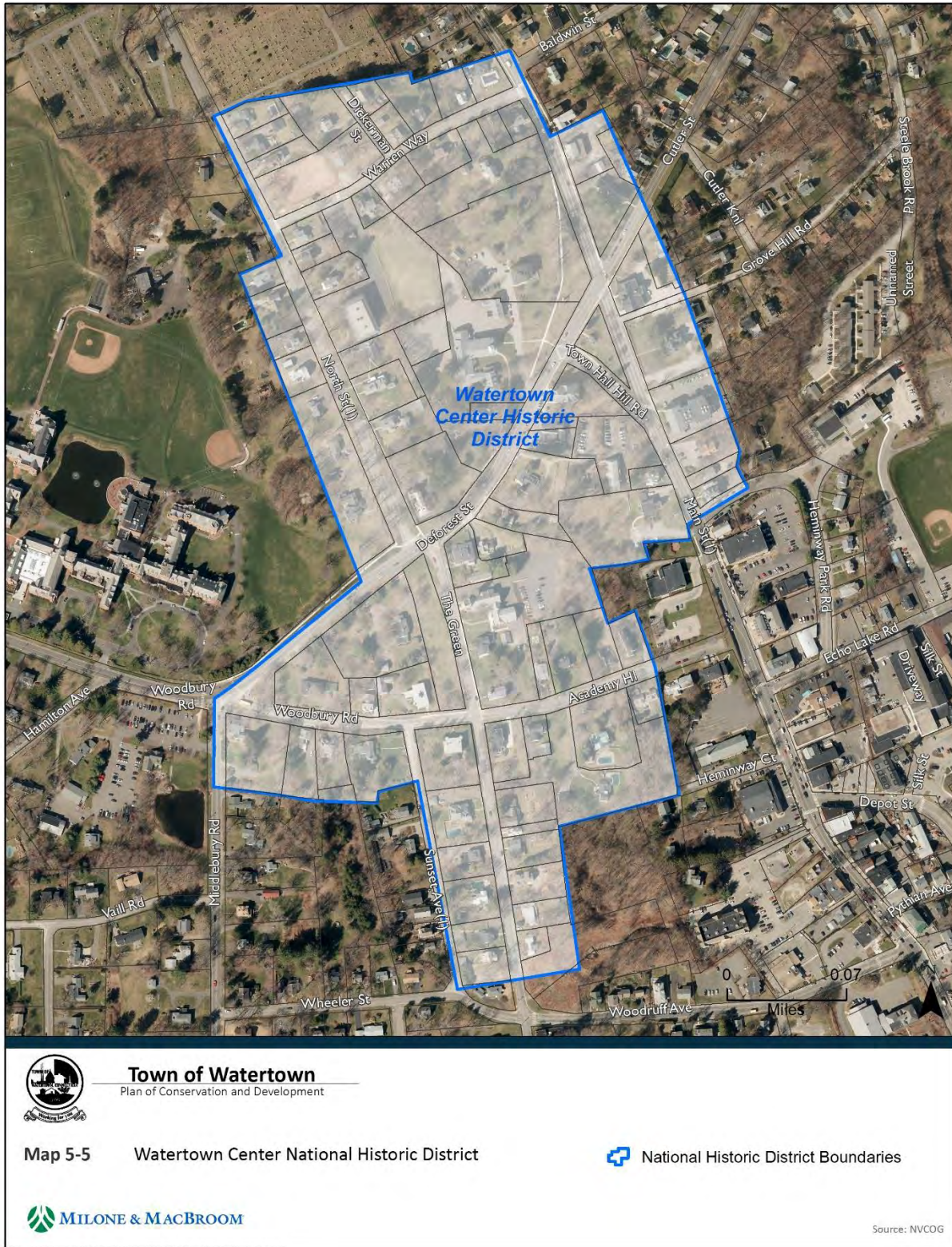
Watertown Historic Society

Organized in 1945, the Watertown Historic Society is an organization focused on collecting and preserving local history. Historical Society members research various aspects of Watertown including schools, industries, and families to trace the progression of the town since it was first settled as Wooster-Westbury and later as Watertown. Collected documents and artifacts, including manuscripts, books, and genealogies, are housed at the Historical Society Museum located on Deforest Street. In addition to the artifacts and documents, there are also rotating exhibits. The museum is maintained by volunteers and is open to the public on Wednesdays, one Sunday a month, and by appointment.

Historic District

The Watertown Center Historic District was established and added to the National Register of Historic Places in 2001. The Historic District is located roughly along Woodbury and Academy Hill Roads, the Green, and North and Deforest Streets. Properties located within the district exhibit architectural/engineering and historic significance and are largely of the Greek Revival and Federal styles. A complete list of all properties in the Historic District, including photographs of each property, is found in the Report of the Historic District Study Committee, 1996.

As established by state statute, any demolition or architectural alteration to the exteriors of properties within the district that would be visible from a public street must be approved by the Historic District Commission. Commission members, appointed by the Town Council, determine whether proposed changes are appropriate to the character of the district. In general, the commission is concerned with scale, quality of design, harmony of buildings, and streetscape.



6

Natural Resources

Natural resources are an important component to the Plan of Conservation and Development. Natural resources include waterways, wetlands, soils, forests, bedrock outcrops, and critical habitat areas for endangered species. It is also important to identify environmentally sensitive areas such as flood zones, steep slopes, and unique habitats containing species that are endangered, threatened, or of special concern. Protecting natural resources sustains and enhances both the aesthetic appearance of the community and quality of life.

Water Resources

Waterways

The Naugatuck River is Watertown's largest water body, running approximately 40 miles from its headwaters in Litchfield County to its confluence with the Housatonic River in Derby. Approximately 87% of the land area in Watertown drains into the Naugatuck River. The remaining 13% drains into the Pomperaug River, another tributary of the Housatonic River. Steele Brook, which is part of the Naugatuck River watershed, is the largest subregional watershed, covering just over half of the town's total land area. Other major subregional watersheds include Branch Brook, the Nonnewaug River, and Hop Brook.

The Steele Brook watershed covers over half of Watertown's total land area, including the densely populated villages of Watertown and Oakville. The lower section of Steele Brook (downstream of Heminway Pond Dam) is included on the Connecticut Department of Energy & Environmental Protection's (DEEP) Impaired Waters list. These are water bodies that do not comply with the water quality standards of the federal Clean Water Act. Two pollutants of concern have been identified in Steele Brook: E. coli and iron precipitate. In early 2007, the town partnered with DEEP and the Natural Resources Conservation Service (NRCS) to develop a watershed-based plan for Steele Brook with the primary goal of addressing pollution concerns and ultimately removing Steele Brook from the Impaired Waters list. The Watershed Plan recommends actions such as street sweeping, catch basin maintenance and improvements, waste management programs for pets and geese, agricultural nutrient management plans, septic maintenance and repair, construction of riparian buffers, and implementation of low-impact-development techniques. While some of these recommendations have been implemented, lack

of funding has prevented the plan from being fully implemented. As a result, water quality problems persist.

Watertown is home to many ponds and lakes, almost all of which are man-made. The largest surface water body is the 115-acre Lake Winnemaug, which is formed by a dam on Wattles Brook. Other large surface water bodies in town include Wigwam Reservoir (97 acres), Merriman Pond (50 acres), Judd Pond (29 acres), and Smith Pond (25 acres). All of these water bodies are man-made. The presence of so many large man-made water bodies stresses the importance of regular dam inspection and maintenance. The DEEP requires dam owners to inspect their dams every 2 to 10 years depending on the hazard class of the dam. High-hazard dams such as the Lake Winnemaug Dam and Black Rock Dam must be inspected once every 2 years as their failure may result in significant property damage or loss of life. There are several obsolete or nonfunctional dams along Steele Brook that should be removed in order to restore natural conditions and provide for fish passage. The town-owned Heminway Pond Dam located just north of Echo Lake Road is scheduled to be removed. Other dams along Steele Brook include the privately owned Pin Shop Pond Dam and the Bedrock Cascades Dam.

Public Water Supply Watersheds

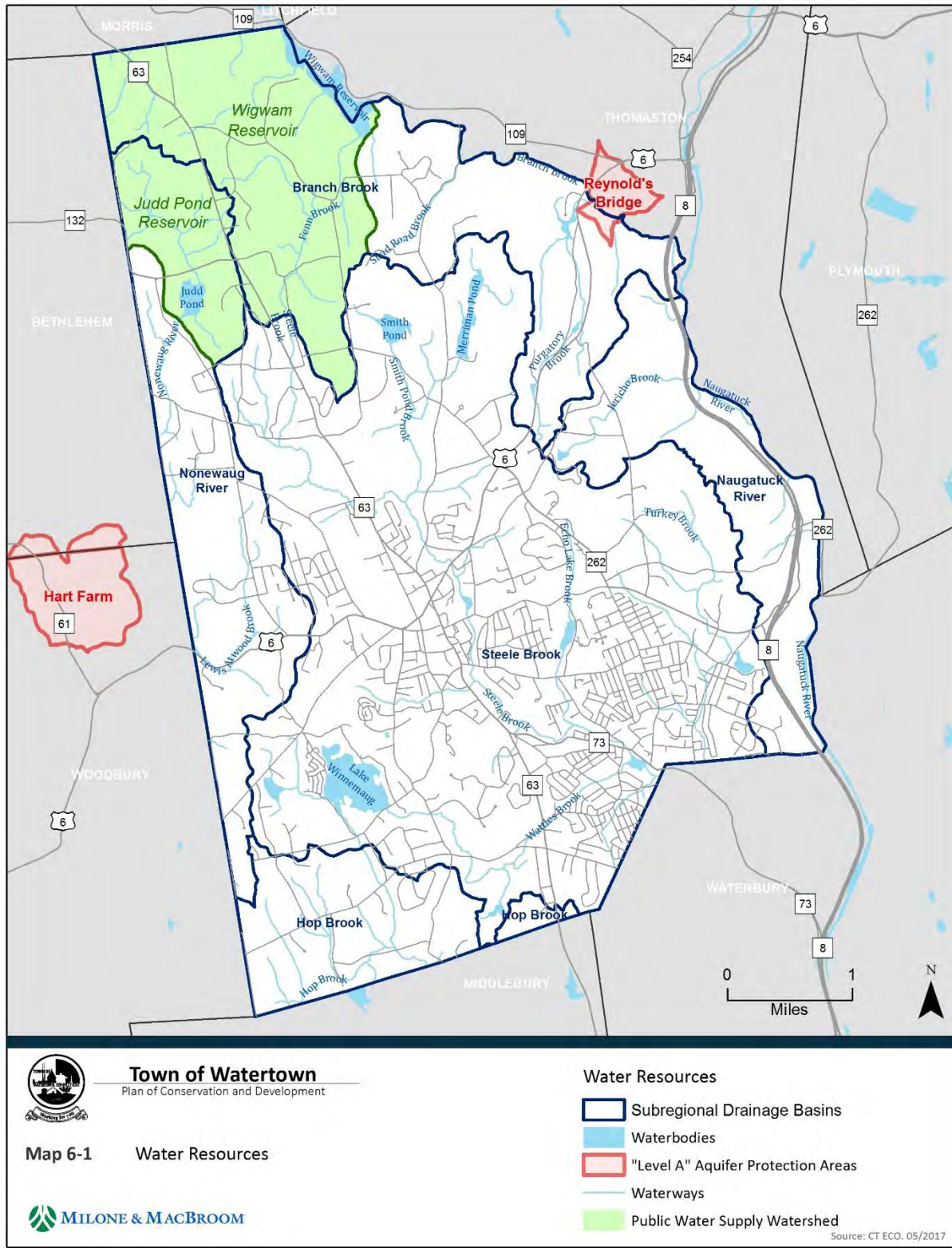
Special consideration should be given to preserving land in public water supply (PWS) watersheds. These are areas that drain directly into reservoirs that provide drinking water to the public. Watertown contains one active and one inactive PWS watershed. The active PWS watershed is for Wigwam Reservoir, which is operated by the City of Waterbury's Bureau of Water and covers about 2,085 acres in northwestern Watertown. In addition to City of Waterbury residents, the Wigwam Reservoir system provides drinking water to residents of Watertown (Water & Sewer Authority area only), Middlebury, Wolcott, and Prospect.

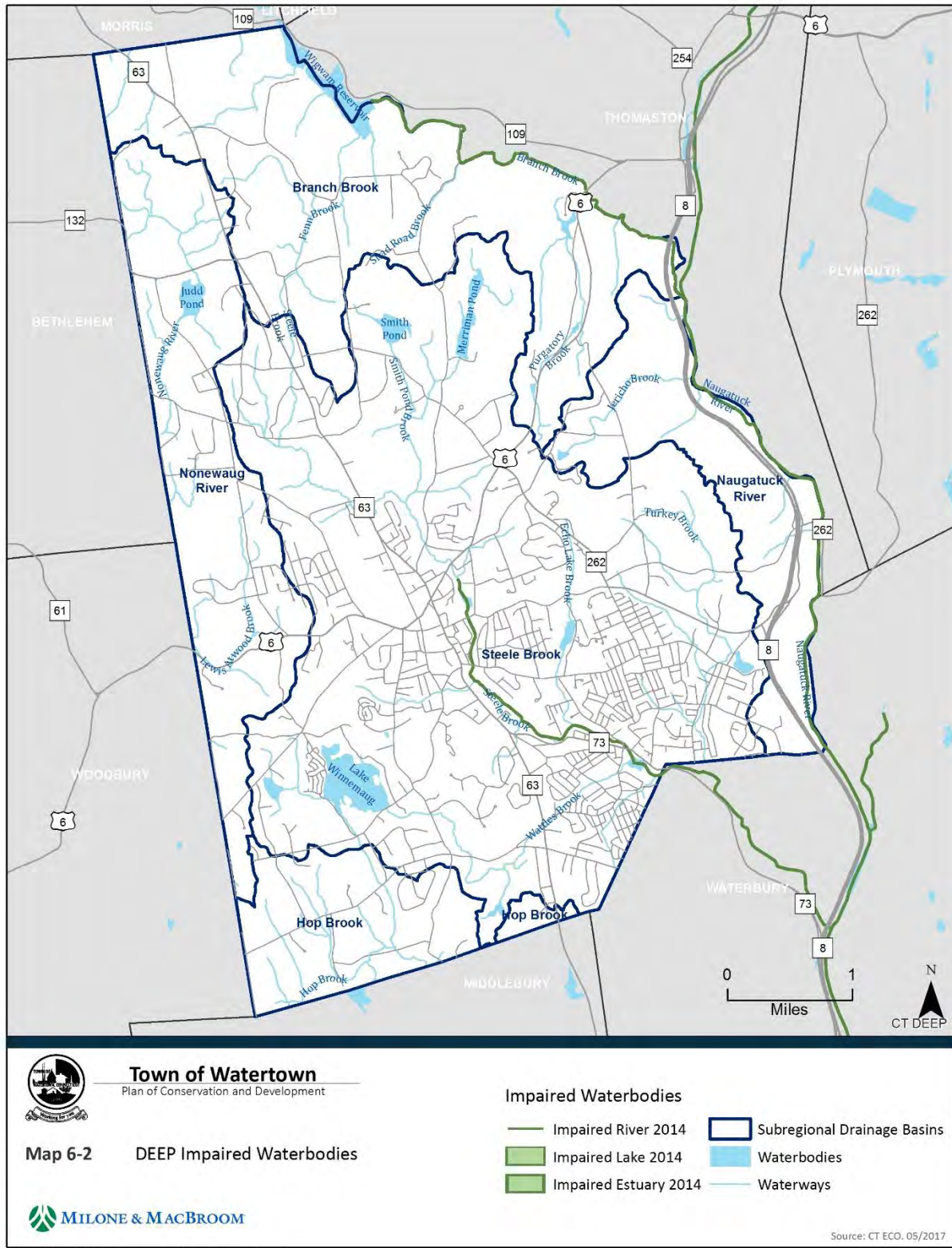
The second PWS watershed is the inactive Judd Pond Reservoir, which is owned by the Watertown Fire District. While the Judd Pond Reservoir does not provide drinking water directly to the public, it along with the nearby Lockwood Reservoir in Bethlehem is used to augment the flow of water in the Nonnewaug River to replenish the groundwater removed from the Fire District's Hart Farm Well Fields located off Route 61 in Woodbury.

Aquifer Protection Areas

Many residents rely on groundwater for their drinking water supply. Groundwater is extracted through wells from underground water supplies known as aquifers. Aquifer Protection Areas are established to protect groundwater from potential contamination. The most stringent regulations are for Aquifer Protection "Level A" areas. These are areas that directly feed public drinking groundwater supplies. There is one Level A Aquifer Protection Area in Watertown adjacent to the Reynolds Bridge well field in Thomaston. Watertown's Planning and Zoning Commission is designated as the aquifer protection agency of the town and oversees the regulatory process for Level A Aquifer Protection Areas.

The Town of Watertown has also established a local Aquifer Protection Zone (APZ) Overlay in its zoning regulations. The APZ overlay applies to areas within the larger recharge areas for the Reynolds Bridge and Hart Farm Well Fields. The APZ has special regulations for residential septic systems and fuel storage tanks. Industrial and commercial uses that produce groundwater contaminants such as gas stations, dry cleaners, and hazardous waste storage facilities are prohibited in the APZ overlay.





Flood Zones

A floodplain is a broad and relatively flat area of a river or stream valley on either side of the main watercourse. Floodplains are formed by a series of flood events that spill over the riverbanks and work and rework the sediment. A 100-year flood has a 1% probability of occurring in a given year, or is likely to occur once every 100 years. A 500-year flood has a 0.2% probability of occurring in a given year. The Federal Emergency Management Agency (FEMA) has determined areas within floodplains that are susceptible to 100-year and 500-year floods and has classified them as flood zones. Floodways are those areas within the flood zones that convey the floodwaters. The floodways are subject to water being carried at relatively high velocities and forces. The floodway fringes are those areas of the flood zones outside of the floodway that are subject to inundation but do not convey the floodwaters. FEMA flood zones are delineated on the map on the following page.

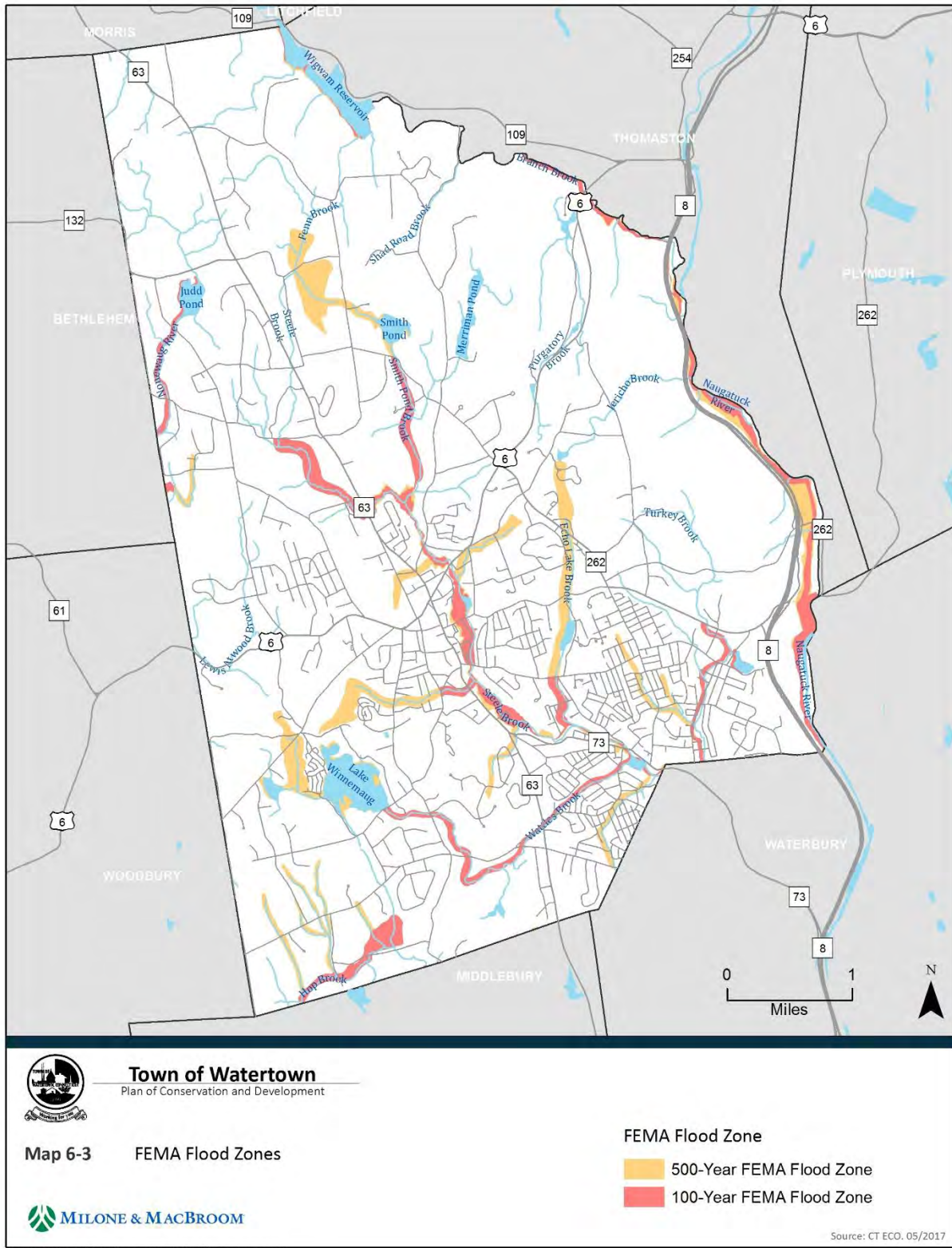
In the 1950s and 1960s, the U.S. Army Corps of Engineers built several flood control projects in the Naugatuck River watershed including Thomaston Dam 4 miles upstream and six smaller dams on tributaries within the watershed. One of these structures, Black Rock Dam, is located on Branch Brook along the Watertown-Thomaston border. The largest structure, Thomaston Dam, can store up to 13.7 billion gallons of water for flood control purposes and has greatly reduced the extent of the 100-year flood zone along the Naugatuck River.

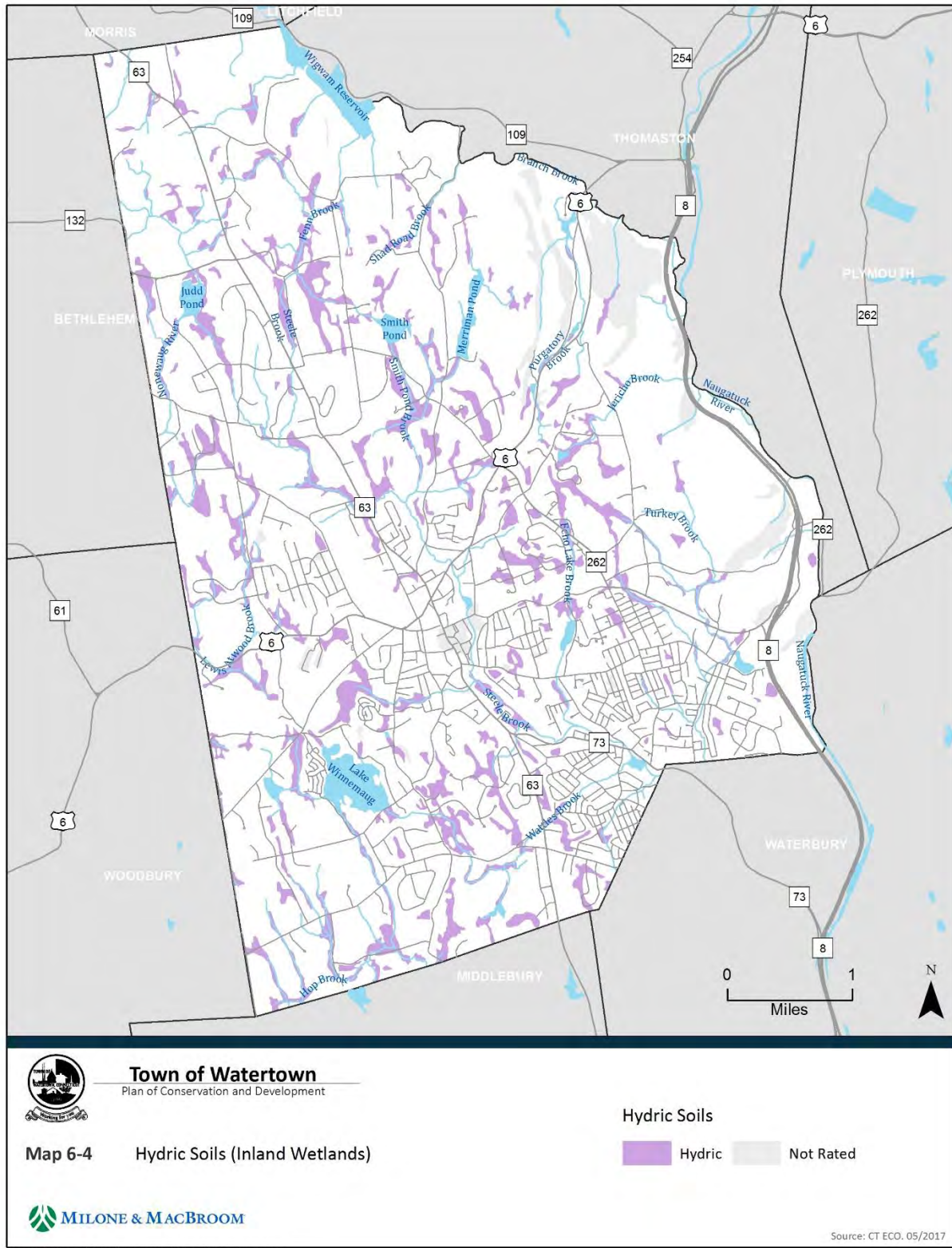
Most of the 100-year flood zones in Watertown are along smaller brooks and streams including Steele Brook, Smith Pond Brook, Wattles Brook, Hop Brook, and Turkey Brook. Streams and brooks are not the only sources of flooding. Roadway flooding can also be caused by inadequate or nonexistent stormwater infrastructure or poor grading, which causes water to pool in low-lying areas. Roadways impacted by flooding include Falls Avenue, Sand Bank Road, Jericho Road, and White Street.

Inland Wetlands

Wetlands are defined by many distinguishing features, the most notable being the presence of standing water for a period of time during the growing season, saturated soil conditions, and organisms, especially vegetation, that are adapted to or tolerant of saturated soils. Wetlands are not easily defined, and definitions are variable between regulatory agencies. In Connecticut, wetlands are defined by soil type, specifically saturated or hydric soils, which are classified by the NRCS as poorly drained, very poorly drained, or alluvial/floodplain.

Any combination of these soil classifications is considered wetland soil and is protected under the town's inland wetland regulations.





Steep Slopes

Steep slopes are areas with grades of 25% or higher (1 foot of vertical gain for every 4 feet of horizontal distance). If developed, steep slopes pose negative environmental implications such as increased erosion and surface runoff, bank destabilization, sedimentation of watercourses, and greater localized flooding. Therefore, identifying areas of steep slopes is an important component of the natural resource inventory.

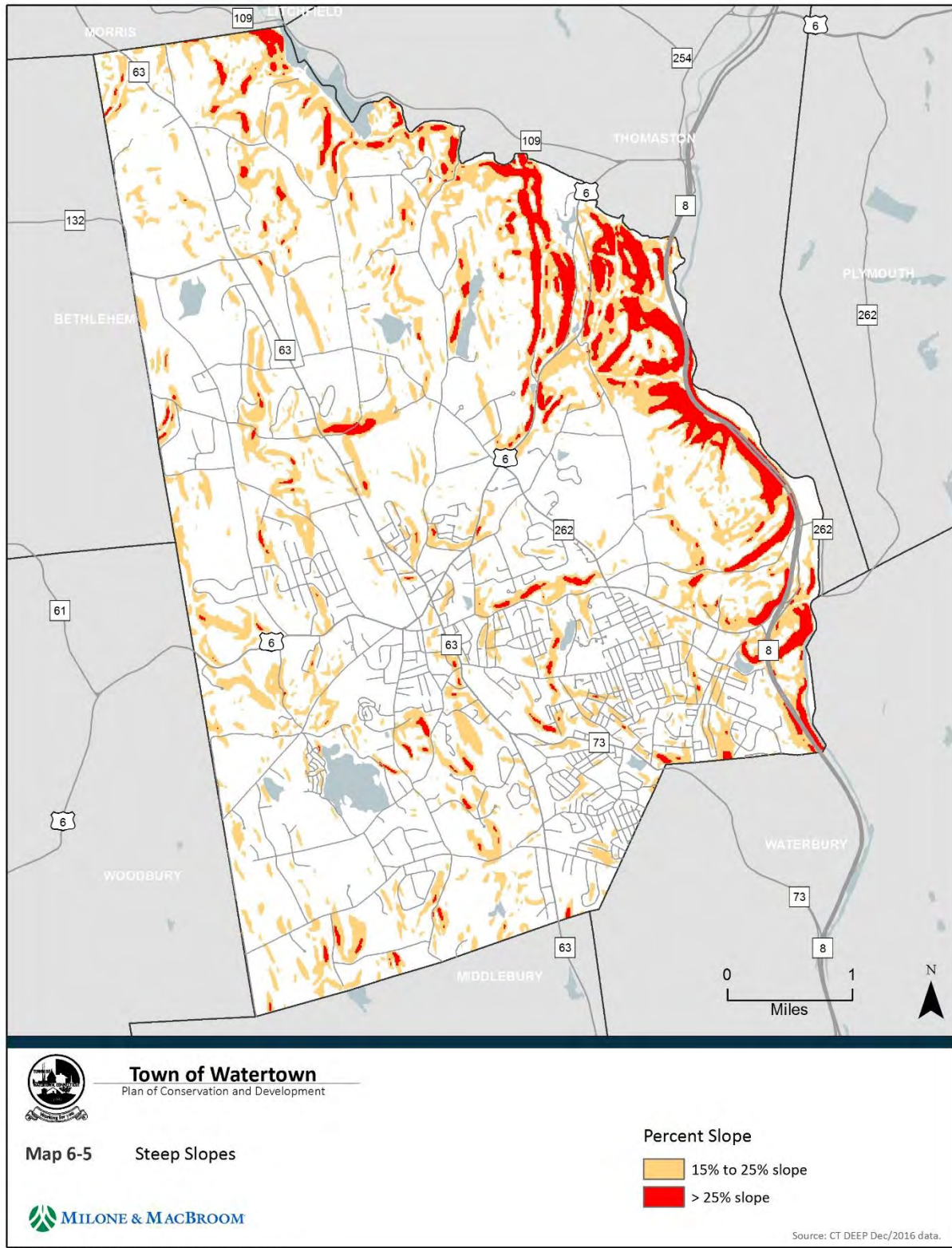
Watertown has rugged terrain. Approximately 5% of Watertown's total land area (950 acres) contains steep slopes of 25% or higher. Development and vegetation clearing should be discouraged in these areas. An additional 3,254 acres of land contains moderate slopes (grades of 15% to 24%). Steep slopes are concentrated in northern and eastern Watertown along the Naugatuck River and Branch Brook. Much of this land is protected as open space as part of Black Rock State Park, Mattatuck State Forest, and the Waterbury Bureau of Water's water utility land.

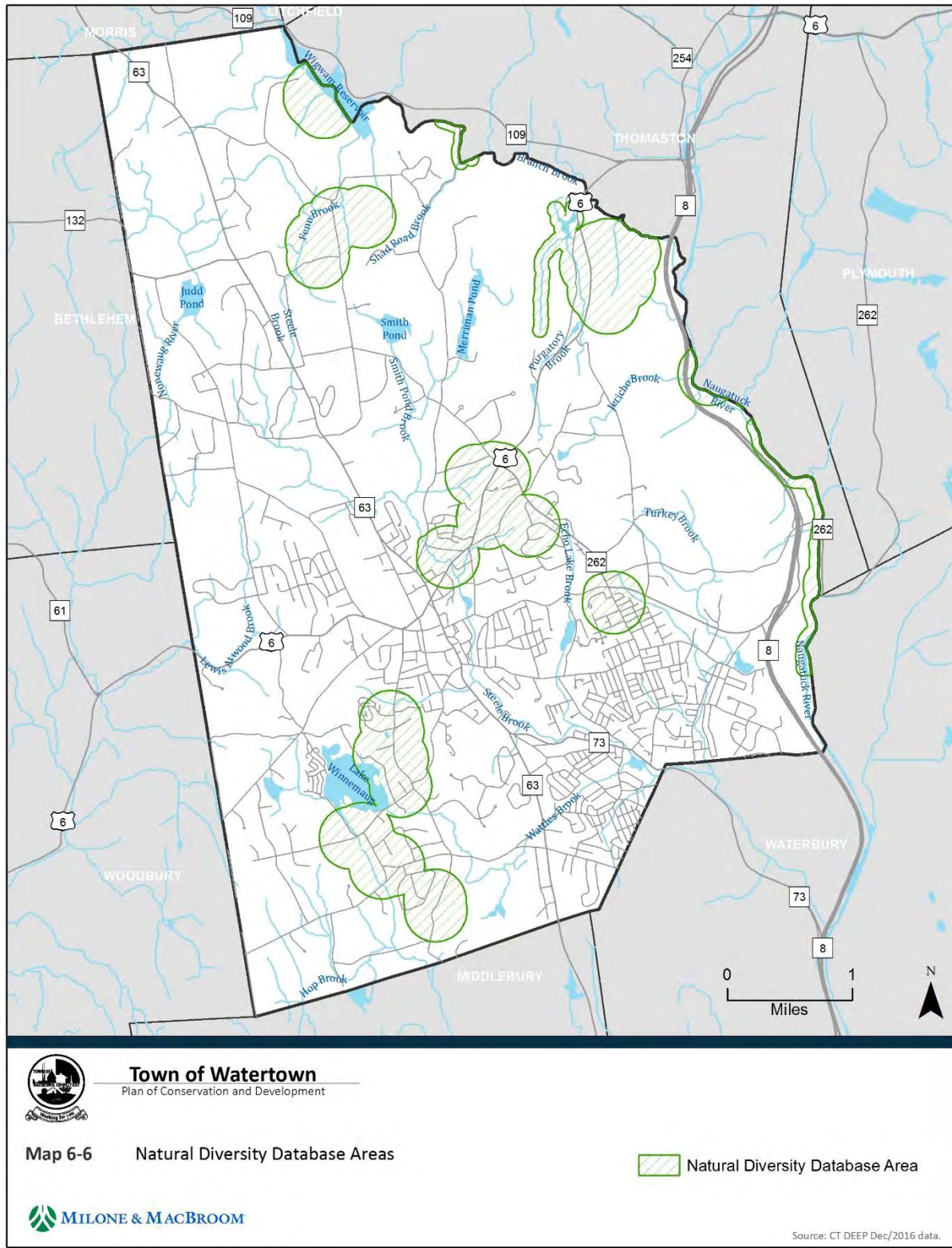
Natural Diversity Data Base Areas

The DEEP has inventoried habitats across the state that contain endangered, threatened, and special concern species. These sites are included in a special survey called the Connecticut Natural Diversity Data Base (NDDDB), which is a centralized inventory of these unique habitat areas and represents the findings of many years' worth of biological surveys. The NDDDB breaks down the sites into the following taxonomic groups: mammals, birds, reptiles, amphibians, fish, invertebrates, and plants. Within these groups, the species are further classified as being endangered, threatened, or special concern. NDDDB areas within Watertown are shown on Map 6-6.

Invasive Species

Over the years, a variety of non-native flora and fauna have been introduced to Connecticut. These species can have detrimental impacts on the environment or human health. Because these invasive species lack natural predators, they can exhibit aggressive growth and outcompete and displace native species. Non-native species of particular concern in Connecticut include Japanese knotweed, the Asian longhorned beetle, the emerald ash borer, and gypsy moths.





Soils

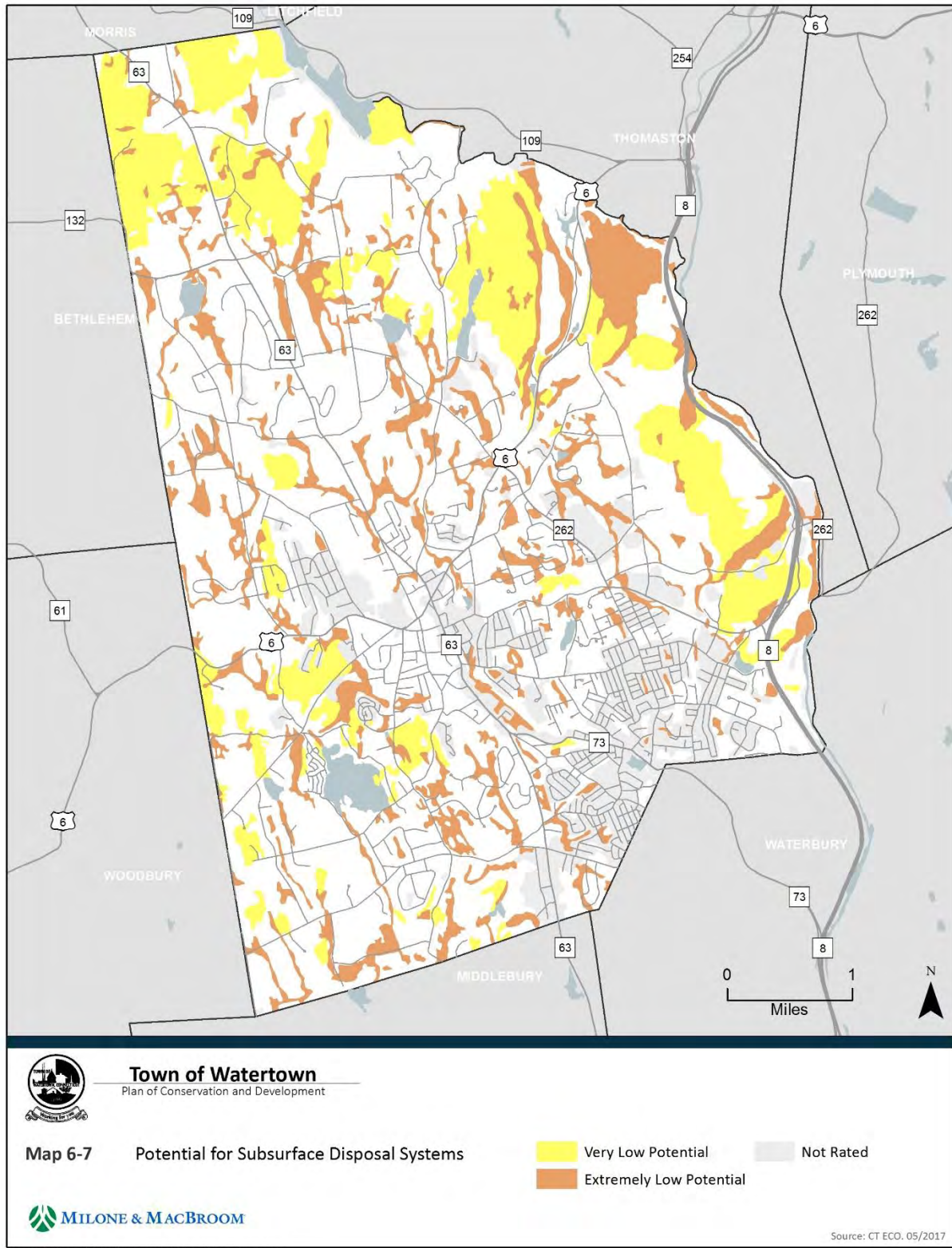
Septic Suitability

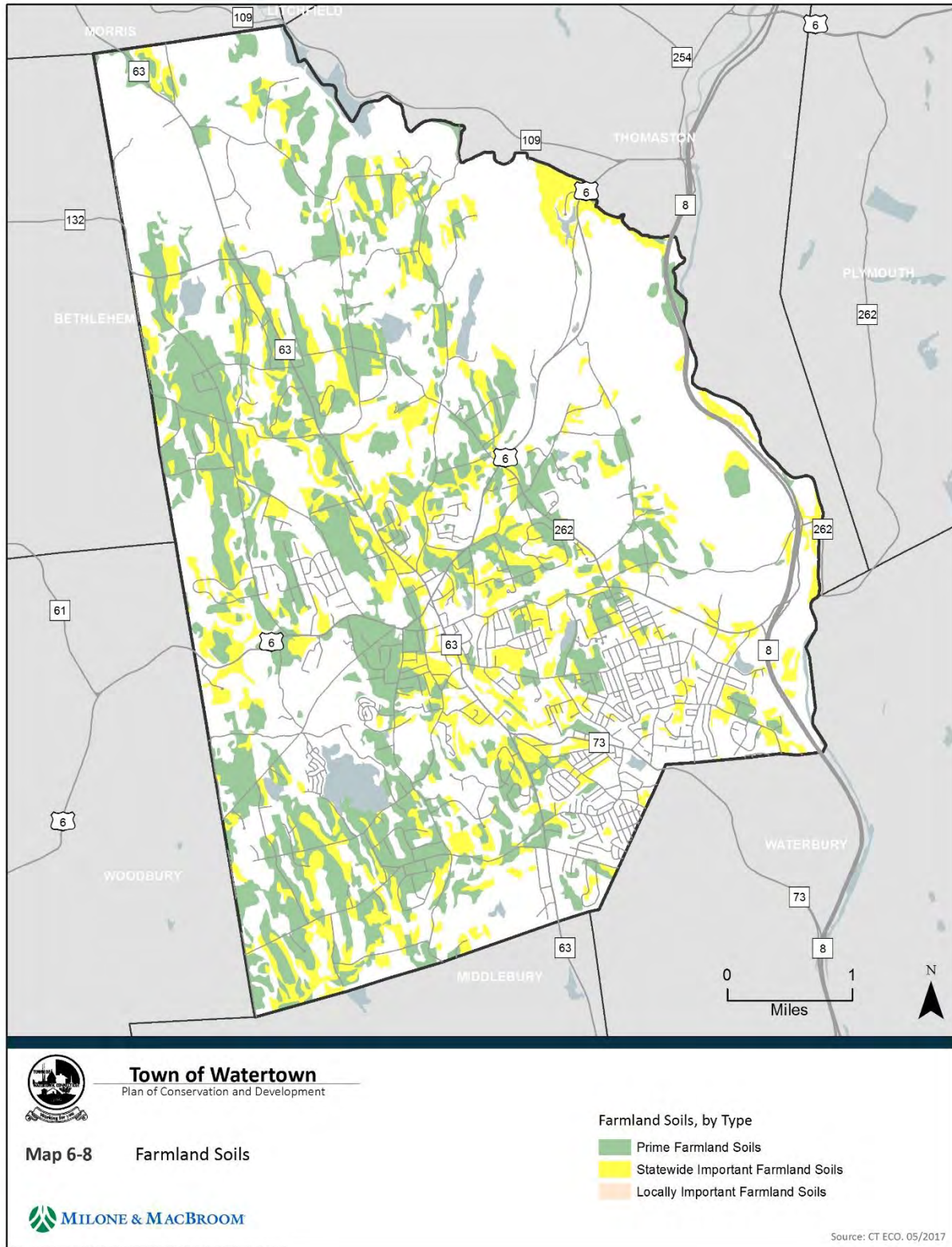
Soils can also influence the suitability of installing a residential subsurface sewage disposal systems (i.e., septic system). Septic permits may not be issued by the local health department if conditions such as slow percolation rate, high seasonal water tables, shallow-to-bedrock soils, or steeply sloped areas are present.

Connecticut Environmental Conditions Online (CT ECO) produced data rating areas based on their suitability for residential septic systems as seen in Map 6-7. Areas that are classified as having "very low" and "extremely low" suitability likely cannot be improved sufficiently to meet state health code regulations for septic systems.

Farmland Soils

Consideration should also be given to preserving farmland soils. Farmland soils include land that is defined as prime, unique, or farmlands of statewide or local importance based on soil type in accordance with the Code of Federal Regulations, CFR title 7, part 657. It identifies the location and extent of the most suitable land for producing food, feed, fiber, forage, and oilseed crops. Watertown contains over 4,100 acres of prime farmland soils. These are areas that have the most ideal physical characteristics for farming. An additional 2,650 acres of land are considered statewide important farmland soils, which are not as ideal as prime farmland soils but nonetheless have suitable conditions for farming. Farmland soils in Watertown are shown on Map 6-8. In order to protect farmland soils from development, the State of Connecticut has implemented a Farmland Preservation Program (FPP). The FPP protects farmlands by purchasing the development rights of farmland. In exchange for the state purchase of development rights, a permanent restriction of non-agricultural uses is placed on the deed to the property. These farms remain in private ownership and continue to pay local property taxes.





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Parks, Recreation, and Open Space

Watertown's natural environment is comprised of public parks, recreational facilities, farmland, and forests. These spaces provide a range of environmental, economic, and social benefits to residents. Open space improves water and air quality, reduces impacts of the "urban heat island" effect, and helps mitigate flooding. Watertown's state parks and farms draw in tourists from surrounding communities, which helps support local businesses. Finally, parks, recreational facilities, and open spaces bring residents together, strengthening community ties, improving resident health, increasing property values, and contributing to the overall positive image of the town. Over the next decade, the Town of Watertown should continue to balance the need to preserve and protect its natural resources with the need to grow its grand list.

The State of Connecticut has set a goal to preserve 21% of land as protected open space by the year 2023. However, there is no set definition of "open space," and definitions may vary from community to community or even amongst different residents within the same community. The Connecticut DEEP POSM project classifies land as open space if it supports natural-resource-based passive outdoor recreation, forestry and fisheries activities, or other natural resources conservation activities. Uses such as golf courses, cemeteries, and athletic fields are not included in the POSM. Nonetheless, these uses may be perceived as open space by residents.

Watertown contains nearly 4,226.6 acres of land that is devoted to parks, recreation, and open space, making up 22.3% of the total land area. However, not all of this land is protected open space. Protected open space includes town parks, state forests, conservation easements, preserved farmlands, Class I and II water utility lands (within a public water supply watershed), and land trust properties. Other lands such as golf courses, Class III water utility lands (outside of a public water supply watershed), and public schools are not protected and could be developed in the future.

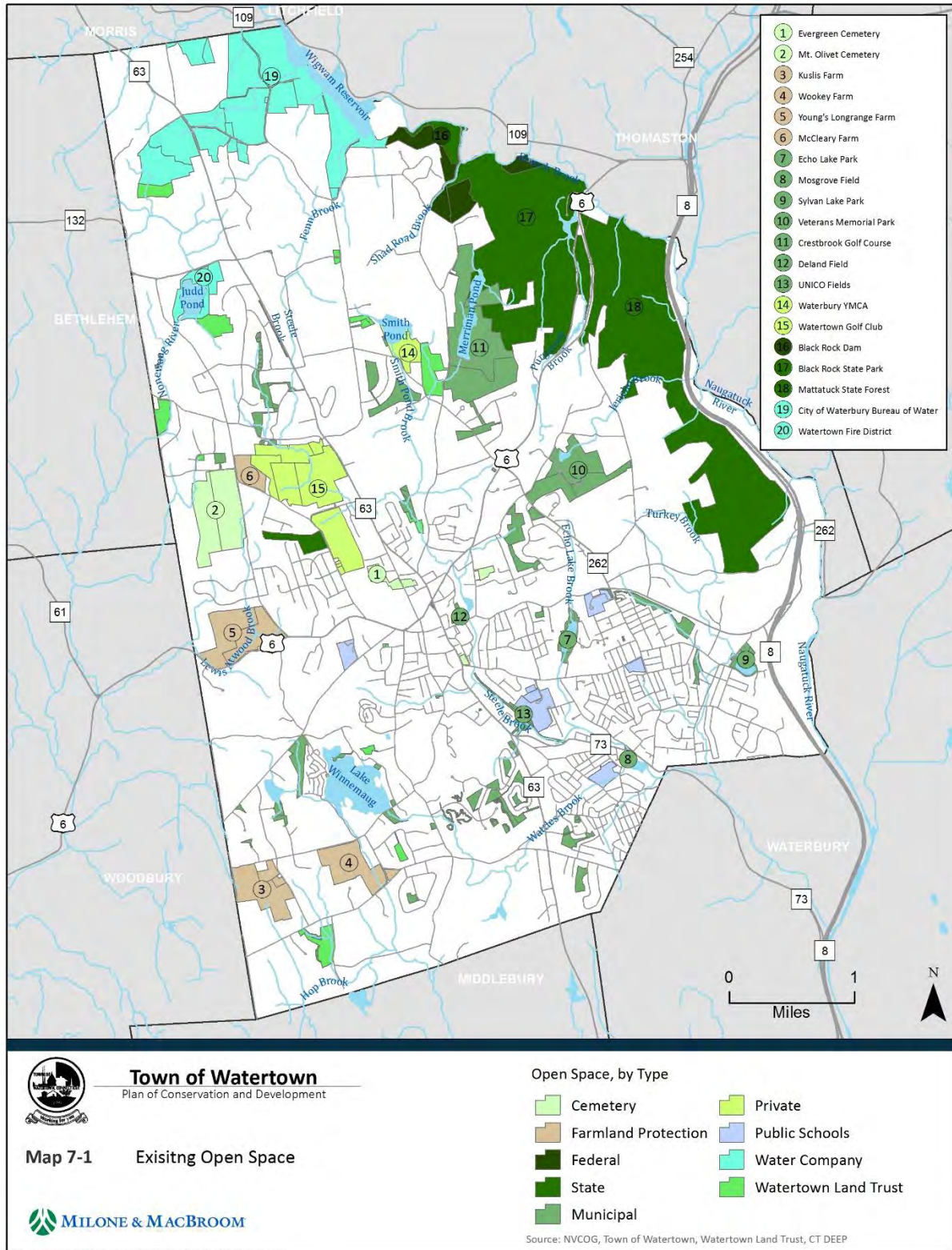


Table 7-1. Parks, Recreation, and Open Space Lands, by Type

Open Space Category	Number of Parcels	Area (Acres)
Municipal	204	734.2
Public Schools	7	100.8
Watertown Land Trust	25	144.3
Preserved Farmlands	8	324.6
Private Open Space	27	307.5
Federal	6	110.5
State	11	1,653.3
Cemetery	9	179.2
Water Company	25	672.2
Total	322	4,226.6

Sources: NVCOG, Town of Watertown, Watertown Land Trust, Connecticut DEEP

Municipal

The Town of Watertown owns 734.2 acres of land that is used for open space and recreation in the form of town parks, golf courses, athletic fields, conservation easements, and greenways. An additional 100.8 acres of public school lands provide valuable recreational opportunities for residents.

Town Parks

The Town of Watertown Recreation Department oversees the town's system of public parks and athletic facilities. This includes four parks, an 18-hole public golf course, three athletic facilities, and several small parklets and playgrounds. Crestbrook Park and Golf Course is the largest town park, covering over 250 acres. In addition to golf, the park also has a swimming pool, tennis courts, a picnic area, and playground. Veterans' Park is the second largest park at 116 acres and is the recreational hub of town. It contains numerous athletic fields, basketball courts, a playground, bocce courts, and walking trails. Echo Lake Park (24 acres) and Sylvan Lake Park (22 acres) round out the town's major park facilities. The town also has three athletic facilities: Deland Fields, UNICO Fields, and Mosgrove Park. Smaller town open spaces include the Watertown Green, Oakville Green, Lake Winnemauug parklet, and the Adams Road playground.

Over the last decade, the town has seen shifts in the types of recreational activities that are popular among residents. Soccer remains the most popular youth sport, and lacrosse is the fastest-growing youth sport. Similar to national trends, golf participation has declined over the last decade. While the youth population has declined over the last decade, there are a growing number of adult sports leagues. The town has the greatest need for additional multiuse fields that can be used for soccer, football, lacrosse, and adult sports leagues.



Ball field at Veteran's Park

In 2016, residents approved bonding of \$550,000 to acquire a 17.85-acre property on the corner of Buckingham Street and Nova Scotia Hill Road adjacent to Veterans' Park. This property has been identified as a potential site for a new senior center and community center and can also support additional athletic fields. In 2017, the Town Council approved funds to build of a Dog Park adjacent to UNICO Fields.

Municipal Open Space

Besides public parks and athletic facilities, the Town of Watertown also owns passive open space properties. These properties are concentrated in environmentally sensitive areas such as streams and wetlands. The town also maintains several conservation easements that have been incorporated into residential developments on Kimberly Lane, Claxton Avenue, and Lovley Drive.

Public Schools

Watertown Public Schools' five school facilities contain numerous athletic facilities and playgrounds that contribute to Watertown's quality of life. While public schools are not protected in perpetuity like town parks, they nonetheless provide important recreational opportunities for residents.

As a result of school renovations and facility closures over the past 20 years, the town has lost several athletic fields and recreational facilities. This has put additional strain on the remaining recreational facilities in town.

- Watertown High School lost two ball fields to an expanded parking area.
- Swift Middle School lost a basketball court and bocce court to a bus drop-off area.
- Judson School lost a ball field to an expanded parking area.
- The former Heminway Park School will lose its gymnasium and two basketball courts as a result of the Municipal Center renovation.
- Baldwin School was sold to Taft School, and the town lost a gymnasium, ball field, and multiuse field.

Table 7-2. Town Athletic Fields, by Location

Recreation Area	Baseball/ Softball	Multi-Use	Soccer	Basketball	Tennis	Total
Deland Field	3					3
John Trumbull Primary School		1				1
Judson School	2	1		1		4
Polk School	1	1		1		3
Swift Middle School	1	1				2
Watertown High School	1	2			2	5
UNICO Fields			3			3
Mosgrove Park	1					1
Veterans Park	4	2		2		8
Crestbrook Park Golf Course					4	4
Total	13	8	3	4	6	34

Greenways

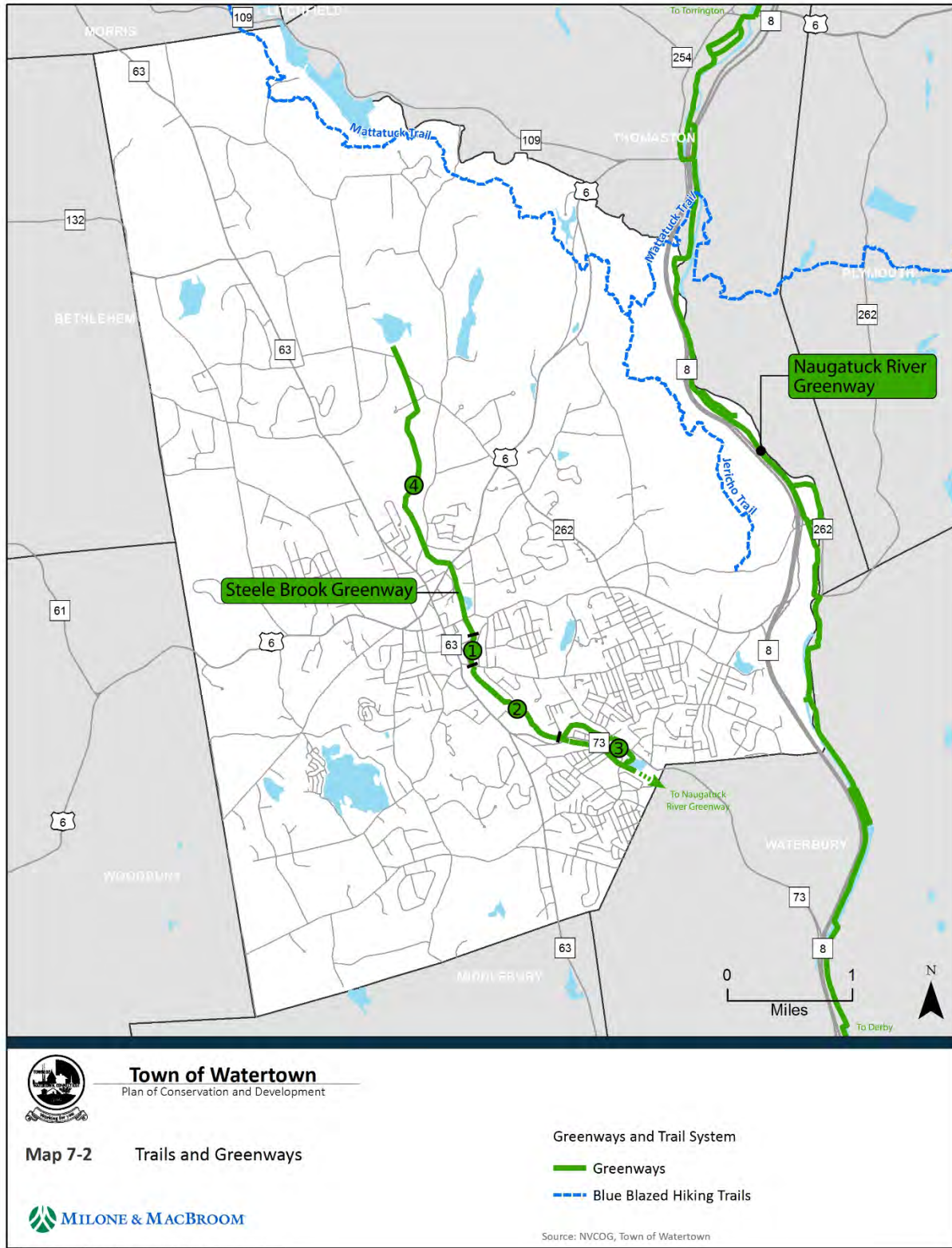
Watertown is currently designing and building an interconnected system of multiuse trails that will tie together open spaces in Watertown, eventually connecting to communities all along the Naugatuck River. The two main projects within town are the Steele Brook Greenway and Naugatuck River Greenway.

The Steele Brook Greenway will eventually run from Smith Pond to the Waterbury city line. When complete, the trail will connect numerous open spaces and athletic facilities such as the YMCA, Deland Fields, UNICO Fields, and Watertown High School. Phase I of the trail has been built from Siemon Company Drive to French Street. Phase II of the trail will run from French Street to Route 73 along the former railroad right-of-way. The town owns most of the land needed for Phase II and is currently in negotiations to purchase the remaining land. As part of Phase II, the town is building a bridge crossing Steele Brook that will connect to Route 73. The bridge will reuse the abutments of an old railroad bridge. The town has identified possible routes for Phase III of the trail south of Route 73. The first alignment crosses route 73 and continues along the former railroad right-of-way. The second potential alignment stays along Steele Brooke. The town should select a preferred route for Phase III so it can begin the acquisition of property or easements needed for the trail. North of Siemon Company Drive, the greenway will follow Steele Brook and Smith Pond Brook, eventually terminating near the Waterbury YMCA property. The town has already acquired several conservation easements along the proposed northern route and should continue to do so over the next decade.

The Naugatuck River Greenway is a planned 45-mile multiuse trail extending from Derby to Torrington, including a 2.4-mile stretch in Watertown. The Watertown segment of trail is currently being designed. The trail will be located along the Naugatuck River between Frost Bridge Road and the Thomaston town line and follow an existing access road located between Route 8 and the Naugatuck River. The trail will cross Frost Bridge Road and continue south into the city of Waterbury. In addition, a trailhead is being incorporated into the CTtransit Bus Maintenance facility and will provide public parking opportunities for those wishing to access the greenway trail.



Phase I of the Steele Brook Greenway runs from Siemon Company Drive in Watertown Center to Route 73.



Watertown Land Trust

The Watertown Land Trust is a nonprofit organization chartered in 1974 for the purpose of preserving open space in Watertown. According to assessor's records, the Watertown Land Trust protects 144.3 acres of land in Watertown. Many Land Trust properties are located adjacent to other protected lands such as water utility lands and town parks, resulting in larger and more meaningful open space and wildlife habitats. Most Land Trust properties are used for passive uses such as wildlife observation and hiking. In 2007, the Land Trust partnered with the Connecticut Farmland Trust to protect the 41-acre Osuch Farm along the Nonnewaug River. The Land Trust leases the Osuch Farm property back to local farmers, who continue to use it for agricultural purposes.

Preserved Farmlands

Watertown's farmlands contribute to the local economy and quality of life. However, economic and population pressures have led to the development of farmland over the last several decades. In order to protect farmland from development, the State of Connecticut has created a purchase of development rights, or PDR, program. PDR pays farmers to not develop their land. In exchange for this payment, a deed restriction is placed on the property that prevents it from being converted to a nonagricultural use. PDR funding is provided through a range of sources, including the Connecticut Department of Agriculture, the United States Department of Agriculture Natural Resources Conservation Service, and private farmland trusts. Watertown is home to four protected farms totaling 324.6 acres. The Wookey Farm on Lake Winnemauw Road was the first farm in Connecticut to participate in the PDR program in 1979. Since then, the Kuslis Farm on Barnes Road, the McCleary Farm on Guernseytown Road, and Young's Longrange Farm on Woodbury Road have also been protected through the PDR program. Unlike other protected open spaces, preserved farmlands remain in private ownership, can be bought or sold subject to deed restrictions, and can continue to be used for agricultural purposes.

Private Open Space

Private open space includes golf clubs, private recreation facilities, and other private entities and covers 307.5 acres of land. Watertown Golf Club owns over 250 acres in northwestern Watertown. This land is not protected in perpetuity and could be developed in the future. Other private open spaces include the Waterbury YMCA on Smith Road and a beach and recreation area owned by the Lake Winnemauw Association.

State Lands

The State of Connecticut owns 1,653 acres of open space in Watertown, comprising 8.7% of the town's total land area. State open space is concentrated in two areas: Mattatuck State Forest and Black Rock State Park. Mattatuck State Forest is a 4,510-acre natural area that is composed of 20 noncontiguous parcels and crosses the borders of Waterbury, Harwinton, Litchfield, Plymouth, Thomaston, and Watertown. The Watertown portion of the forest is 886 acres. The forest is free and open to the public and is operated by the Connecticut DEEP. Visitors to the forest can hike, hunt, and mountain bike. Mattatuck State Forest contains two blue-blazed trails, the Mattatuck Trail and Jericho Trail, which are maintained by the Connecticut Forest and Park Association. Black Rock State Park is a 698-acre park located adjacent to Mattatuck State Forest and provides opportunities for hiking, boating, fishing, swimming, and camping.

Federal Lands

Watertown contains 110.5 acres of open space that is owned by the United States Army Corps of Engineers' Black Rock Dam Flood Control area. Black Rock Dam can store up to 2.83 billion gallons of water for flood control purposes and has prevented \$217.1 million in flood damages since it was completed in 1971. When it is not being used for flood storage, Black Rock Dam is used for a range of recreational activities including hiking, swimming, canoeing, fishing, and hunting.



Black Rock Dam along Branch Brook is used for flood control purposes and also allows recreational activities.

Water Company Lands

Protecting lands within public water supply watersheds should continue to be a priority over the next 10 years. Public water supply watersheds are areas that drain into waterbodies that supply public drinking water. Development within public water supply watersheds can have detrimental impacts on drinking water quality. The City of Waterbury Bureau of Water and the Watertown Fire District have significant land holdings in northern Watertown totaling 672.2 acres surrounding their surface water supplies in Watertown. The Bureau of Water's holdings surround Wigwam Reservoir, which supplies drinking water to the Watertown residents served by the Sewer and Water Authority. The Fire District's land surrounds Judd Pond, which is used to replenish groundwater at the Hart wellfield, about 2.5 miles downstream. The Hart wellfield is in turn used to supply water to Watertown residents residing within the Fire District.

Cemeteries

Cemeteries also contribute to Watertown's natural landscape. Watertown contains four cemeteries totaling 179 acres, or 1% of the total land area. The largest cemetery is Mount Olivet Cemetery, which is over 150 acres in size. Other cemeteries include Old Watertown Cemetery (2.4 acres), Mount James Cemetery (5.8 acres), and Evergreen Cemetery (18.6 acres).

Undeveloped Lands

Undeveloped land also plays an important role in Watertown's natural environment as many residents perceive this land as "open space" even though it is not protected. Nonetheless, undeveloped land is home to important natural resources such as forests, wetlands, and wildlife habitats. The town should pursue a targeted approach for the acquisition of undeveloped lands that facilitate expansion of town recreational facilities or serve an ecological benefit.

Open Space Acquisition

A variety of funding sources and mechanisms are available to protect open space. Town funds (usually through bonding), state open space grants, and private funds are all used to purchase open space. Similarly, lands can be bought outright or protected with a conservation easement.

Over the next decade, the town should prioritize open space acquisition using the following criteria:

- Parcels along or adjacent to the Naugatuck River Greenway and Steele Brook Greenway routes should be acquired in fee title or via conservation easements.
- Parcels that are adjacent to existing town parks, recreation facilities, and public schools should be prioritized over stand-alone properties.
- The town should have the right of first refusal to purchase private open space (such as the YMCA) should it come on the market in the future.
- Continue to encourage farmers to participate in the state PDR program through education.