

Narrative Information Sheet – Borough of Naugatuck

1. Applicant Identification: Borough of Naugatuck
229 Church Street Naugatuck, CT 06770

2. Funding Requested: \$500,000
 - a. Assessment Grant Type: Community-Wide
 - b. Federal Funds Requested: \$500,000

3. Location:
 - a) Naugatuck
 - b) New Haven County
 - c) State of Connecticut

4. Target Area and Priority Site Information: Census Tracts 3453

 The target properties are: 51 Elm Street
124 Meadow Street
285 Church Street
428 Rubber Avenue

5. Contacts:
 - a. Project Director Danielle Goewey
203-720-7053
danielle.goewey@naugatuck-ct.gov
229 Church Street Naugatuck CT 06770

 - b. Chief Executive/Highest Ranking Elected Official

 Mayor N. Warren “Pete” Hess III
203-720-7000
nwhess@naugatuck-ct.gov
229 Church Street Naugatuck CT 06770

6. Population: 31,433
7. Other Factors:

Other Factors	Page #
The priority site is adjacent to a body of water	1-2
The priority site is in a federally designated flood plain	5

At least 30% of the overall project budget will be spent on eligible reuse/area-wide planning activities.	8-9
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- 8. Letter from State Environmental Authority (Attached)
- 9. Releasing Copies of Applications: N/A



January 20, 2026

Ms. Danielle Goewey
Director of Grants
Borough of Naugatuck
229 Church Street
Naugatuck, CT 06770

Re: State Acknowledgement Letter for EPA's Community-wide Assessment Grant for FY26

Dear Ms. Goewey:

The Connecticut Department of Energy and Environmental Protection (DEEP) acknowledges that the Borough of Naugatuck intends to apply to the US Environmental Protection Agency (EPA) for a Community-wide Assessment Grant for Federal Fiscal Year 2026. DEEP understands that the Borough of Naugatuck plans to use the grant funding to conduct assessments at various properties contaminated with hazardous substances and/or petroleum in the communities served by your organization.

If EPA awards grant funds, DEEP or EPA must determine the eligibility of each site before any site- specific assessment activity is undertaken using petroleum assessment grant funds.

If you have any questions about this letter, please contact me at (860) 424-3351 or by e-mail at Amanda.Limacher@ct.gov. Good luck with your application.

Sincerely,

Amanda Limacher
Brownfields Coordinator

c: Ms. Katy Deng, EPA (via e- mail)

1. PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION

a. Target Area and Brownfields

i. Background and Description of Target Area:

The Borough of Naugatuck (Pop. 32,116) is defined by its industrial legacy as the "Rubber Capital of the World." For over a century, the local economy was dominated by Uniroyal and Risdon Manufacturing, which occupied massive footprints along the Naugatuck River and the Rubber Avenue corridor.

Naugatuck was incorporated as a town in 1844 and has a rich history, beginning as a rural farming community before transforming into an industrial center in the late 1800s. Its economy was mainly driven by the manufacturing sector, and it was known for rubber production and manufacturing of synthetic leather called Naugahyde. Some of the major employers were the United States Rubber Company, The Naugatuck Chemical Company, The Risdon Manufacturing Company, the Peter Paul division of Hershey Foods. This led to the establishment of the Naugatuck Chemical Company to produce chemicals for rubber treatment, such as sulfuric acid, nitric acid, and several others. Eventually, it became the independent Uniroyal Chemical Company which relocated to Middlebury in 1979. While the town of Naugatuck has redeveloped part of the land formerly utilized by the Uniroyal Chemical Company, a portion remains undeveloped. Today, Naugatuck is primarily a residential community with most of the local employers and businesses being in the retail and service sector. This change to the local economy resulted in a dramatic increase in Naugatuck's unemployment rate, quadrupling within a decade² and even higher than the national unemployment rate in 2021¹. According to a brownfields inventory list prepared by the UConn Technical Assistance for Brownfields program, Naugatuck currently has 22 brownfield sites; most of which are consolidated near the Naugatuck River on the western bank. Thus, creating considerable blight near the downtown area.

The Target Area is anchored by Census Tract 09009345300 (Tract 3453), which encompasses the Downtown, the Riverfront industrial zone, and the Borough's Federally Designated Opportunity Zone. This single distressed tract contains or connects all four priority brownfield sites along two intersecting economic arteries:

1. The Downtown Transit Oriented Development Corridor: Centered on the Waterbury Branch Line rail improvements and the relocation of the Naugatuck Train Station. This area includes the historic civic center (Meadow St, Church St) and the riverfront industrial parcels (Elm St).
2. The Rubber Avenue Corridor: A key commercial spur connecting the residential hills to the Downtown tract, currently dotted with legacy manufacturing sites (Risdon) that disrupt economic continuity.

To repair Naugatuck's fragmented landscape as a result of the loss of industry, the State of Connecticut and the Federal Government have jointly invested over \$250 million to modernize the Waterbury Branch Rail Line, including a new Naugatuck Train Station platform funded by an 80% Federal - 20% State partnership. Unlike speculative projects, Naugatuck has already secured the "Final Destination" for this transportation investment. The Borough has not waited for federal aid to act; we have proactively solicited and selected private development partners for

the areas surrounding the train station who are ready to build now, provided we can deliver clean sites. The market for Naugatuck TOD is already proven. The Borough has executed agreements for two massive adjacent developments within the Target Area:

1. Parcel B (Pennrose): A phased construction project delivering 180 mixed-income residential units directly adjacent to the station.
2. Parcel A (Market Rate): A separate developer agreement to construct 270 luxury market-rate apartments.

Total Impact: With 450 new households coming online next to the station, the demand for support services is imminent. While the main, larger developments at Parcels A & B have secured developers, the surrounding commercial and support parcels remain the missing link to a large-scale downtown redevelopment plan. We have developers asking for these sites to build the amenities and commercial space these new residents will need, but they cannot secure financing until the environmental risks are quantified. As such, this EPA Assessment Grant is the final key to unlocking the full district. It bridges the gap between the Public Infrastructure (the train), the New Housing (Parcels A & B), and the Commercial Support (the sites to be assessed).

ii. Description of the Priority Brownfield Sites

The Borough has prioritized four sites clustered within or directly feeding the Target Census Tract:

Zone 1: Downtown TOD Core (Rail-Connected)

1. 51 Elm Street (Former Uniroyal Chemical Division): A massive industrial remnant (~3.6 acres) on the east bank of the Naugatuck River, directly adjacent to the new rail platform and the Parcel A/B housing developments. Historically, this site housed the chemical manufacturing division of the Uniroyal complex, distinct from the rubber production facilities. Given this specific history of chemical processing, the site likely requires sophisticated characterization for solvents and hazardous substances. Assessing and remediating this site is a matter of restoring American land to productive use, ensuring prime riverfront acreage contributes to the local economy rather than sitting idle.
2. 124 Meadow Street (Former Salem School): An 1893 McKim, Mead & White architectural landmark (~0.26 acres) located in the civic center. Currently a "stranded asset," this 30,000 sq. ft. building requires assessment of lead, asbestos, and heating oils to facilitate its sale to private developers for adaptive reuse.
3. 285 Church Street (Former USPS Building): A high-visibility site in the downtown loop (~0.35 acres). Resolving environmental concerns here will allow for immediate commercial infill, supporting the "Main Street" economy that anchors the community.

Zone 2: Rubber Avenue Commercial Corridor (West of Downtown)

1. 428 Rubber Avenue (Former Risdon Manufacturing): This site is the linchpin of the Rubber Avenue Corridor, a vital commercial artery that feeds the Downtown Target Area. Formerly a metal fabrication and cosmetics container plant, this site sits dormant while the Borough invests \$10.2M (LOTICIP) in modernizing the roadway surface and

utilizes \$8M in State CIF funding to upgrade critical drainage infrastructure. Its revitalization is essential for supply chain continuity and ensuring the corridor has a viable commercial anchor rather than a vacant industrial shell.

b. Revitalization of the Target Area

i. Reuse Strategy and Alignment with Revitalization Plans

Deregulation & Private Sector Leverage: Naugatuck’s strategy is designed to minimize government friction and maximize Return on Investment (ROI). To achieve this goal, the Borough was the first municipality in Connecticut to execute a Memorandum of Agreement (MOA) with the Connecticut Municipal Development Authority (CMDA). This partnership designates our Target Area as a priority district, creating a "regulatory green lane" for developers. The CMDA acts as a concierge to bypass local and state bureaucratic hurdles. This ensures that sites assessed with EPA funds move to construction at the speed of business, not the speed of government.

With 450 units committed on Parcels A/B, the reuse strategy for 51 Elm and 124 Meadow shifts toward providing the commercial, civic, and mixed-use amenities required to support this influx of population. By assessing these sites, we ensure the new train station district becomes a complete, walkable economic engine.

ii. Outcomes and Benefits of Reuse Strategy

The impact of revitalizing these sites extends beyond Naugatuck. The Borough is becoming a massive regional employment hub, creating pent-up demand for the sites we are assessing.

Two major developments are underway in the Borough of Naugatuck:

1. Amazon/Bluewater Logistics: Currently under construction on the Naugatuck-Waterbury border, this regional distribution hub is projected to create 1,000+ new jobs.
2. Naugatuck Industrial Park Phase III: An 80-acre expansion supported by \$13M in public infrastructure, projected to create 500 new jobs.

These 1,500 new workers create immediate demand for the 450 housing units at the Train Station and potential end use of commercial services at 51 Elm Street. This creates a bidirectional commuter flow (residents leaving for work, workers arriving for Amazon/Industrial Park jobs), maximizing the ROI on the federal rail investment. The 450 units directly address the regional housing shortage (44% ALICE households), while the assessment of 428 Rubber Ave ensures these new residents have local jobs and services, keeping spending within the Naugatuck Valley.

c. Strategy for Leveraging Resources

i. Resources Needed for Site Reuse

The Borough has underwent RFP for developers, with developers responsible for securing the high-level capital required to execute vertical construction on Parcels A & B.

Private Capital Leverage: The assessment of 51 Elm and the Downtown parcels directly supports the Parcel A and Parcel B developments, where private developers (Pennrose and Corvus) are investing tens of millions in housing construction. The EPA funds will directly leverage this massive equity injection.

Public Infrastructure Capital: Along Rubber Avenue Corridor, the site reuse is supported by \$10.2M in State LOTCIP funds for roadway modernization and \$5M in State CIF funds for drainage/site prep. In the Downtown, \$13M in ARPA and \$6M in Connecticut Community Challenge Funding addresses infrastructure improvements, while the State of Connecticut DECD has injected and/or committed to over \$4M on Parcel B's remediation alone. This ensures that developers do not have to pay for off-site improvements, making the Brownfield sites financially competitive with "greenfield" alternatives.

ii. Use of Existing Infrastructure

This project epitomizes "Smart Growth" by utilizing high-value infrastructure that is already in place. The sites are anchored by the Waterbury Branch Rail Line and Route 8, as well as within driving distance of Interstates 84 and 91.

Utilities: The Target Area is the historic urban core; it is already served by high-capacity water, sewer, and electric grids (Eversource), avoiding the cost and sprawl of extending utilities into undeveloped land.

Workforce Access: The site is walkable to the downtown civic center and accessible via the existing CT Transit bus network, connecting the new jobs at Amazon/Industrial Park to the local labor force without increasing traffic congestion.

The Borough has the opportunity to pursue funding through the Naugatuck Valley Council of governments, as well of the State of Connecticut for additional remediation funding. As several of the sites will be redeveloped by private entities, selection of developers, and negotiations for purchase and sale of the identified properties will include review of proposed budget and past project performance regarding brownfield remediation. The Borough has successfully completed several public-private redevelopment partnerships, including Parcel C, a former brownfield site in the heart of the downtown, which now houses a Saint Mary's Urgent Care Center and other commercial space. Other funding that the Borough has the opportunity to pursue includes EDA funding or DECD Community Investment Funding.

2. Community Need and Community Engagement

a. Community Need

i. The Community's Need for Funding

The Community's Financial Ability to Address Brownfields Naugatuck exemplifies the "Middle Class Squeeze." We are a working-class community where families earn too much to qualify for state or federal poverty assistance, yet struggle to afford the rising cost of living. The data below demonstrates that the Target Area (Census Tract 09009345300) faces disproportionate health, economic, and geographic burdens.

Metric	Target Area (Tract 3453)	Borough of Naugatuck	State of CT	National
ALICE + Poverty Rate	52%	44%	39%	N/A
Cost Burdened Households	48%	30%	35%	31%
Minority Population (%)	46%	39.4%	36%	40%
Asthma Rates (Adults)	11.2%	10.8%	10.3%	9.7%
Opioid Mortality (per 100k)	High (New Haven County)	53.5 (New Haven County)	33.3	29.1
Riverine Flood Vulnerability	High Velocity (Zone AE)	Moderate	Low	N/A

(Sources: US Census ACS 2019-2023, CT United Way ALICE Report 2024, CDC PLACES Health Data, CT DPH Opioid Reports 2023-2024)

The Target Area sits in a topographic bowl that acts as a funnel for the entire Naugatuck Valley watershed. This High Velocity Riverine Flood Zone designation makes property insurance prohibitively expensive and scares off private capital. Only EPA Assessment funding can de-risk these sites enough to attract developers capable of building the flood-resilient infrastructure the valley needs.

Naugatuck residents suffer from elevated rates of respiratory illness (11.2% asthma rate in Target Area). Furthermore, the region is battling a severe opioid crisis, with New Haven County recording an overdose death rate (53.5 per 100,000) significantly higher than the state (33.3) and national averages. This "death of despair" statistic is strongly correlated with the loss of manufacturing jobs, reinforcing the urgent need for the economic hope that this revitalization project will bring.

Because our residents are already stretched thin (48% Cost Burdened), the Borough cannot raise property taxes to fund speculative environmental assessments. We have aggressively funded "hard" infrastructure but lack the discretionary capital to act as a real estate developer.

ii. Threats to Sensitive Populations

1. Health or Welfare of Sensitive Population

The Target Area is home to our most vulnerable residents who are physically trapped near environmental hazards. The Target Area (Tract 3453) has a 46% Minority Population (vs 39% town-wide) and a high concentration of Children and Seniors living in high-density housing adjacent to the Uniroyal and Risdon sites. These populations are biologically more susceptible to the respiratory irritants (solvents/particulates) associated with these legacy sites. Assessing 51 Elm and 124 Meadow allows us to remove these hazards from the town center, directly improving the welfare of the families living next door.

2. Greater than Normal Incidence of Disease and Adverse Health Conditions

As noted in Table 1, the **Asthma Rate (11.2%)** in the Target Area exceeds state and national averages. This is directly linked to the "valley effect" trapping pollutants from the legacy industrial sites we aim to assess. The **Opioid Mortality Rate (53.5)** is a public health crisis fueled by economic stagnation. By revitalizing these sites into productive economic engines (jobs/housing), this grant acts as an "upstream" public health intervention, providing the economic stability that is proven to reduce substance abuse rates.

3. Economically Impoverished and Disproportionately Impacted Populations

The Target Area (Tract 3453) has a Minority Population of 46%, significantly higher than the state average (36%). These residents have historically borne the brunt of Naugatuck’s industrial pollution while seeing the least economic benefit. This community hosts the vacant factories (Uniroyal/Risdon) and the flood risks, yet lacks the capital to fix them. Assessing these sites ensures that the current residents benefit from the cleanup, rather than being displaced by it.

b. Community Engagement

- i. Project Involvement
- ii. Project Roles

Name of Organization	Point of Contact	Specific Involvement
Borough of Naugatuck	Mayor N. Warren “Pete” Hess	Applicant, Leveraged Funds
Naugatuck Valley Council of Governments	Rick Dunne, Executive Director rudnne@nvcogct.gov	Has supplied brownfield funding throughout the Borough, will be invited to participate in community meetings.
Naugatuck Chamber of Commerce	Lynn Ward, President & CEO lward@waterburychamber.com	Will be invited to participate in community meetings.

Northwest Regional Workforce Board	Catherine Awwad, Exec. Direc. Catherine.awwad@nrwib.org	Will be invited to participate in community meetings.
Naugatuck YMCA	Mark LaFortune mLafortune@naugatuckymca.org	Will be invited to participate in community meetings.
Naugatuck United Way	Allan Monteiro, President [REDACTED]	Will be invited to participate in community meetings.
Naugatuck Valley Health District	Jessica Kristy jkristy@nvhd.org	Will be invited to participate in community meetings.

iii. Incorporating Community Input

This filing of this application was brought before an open, public forum at the municipality’s Board of Mayor and Burgesses in January 2026. The Board approved the filing of the application and discussed the scope of work of the project. A municipal resolution showcasing such approval by the municipality’s governing board is attached to this application. Upon discussion at the Board of Mayor and Burgesses, several newspapers reported on the filing of the application and the proposed project. The BON will continue to communicate project progress to the local community by way of the Borough’s websites, social media, and the local newspapers (My Citizen News and the Republican American). Input from the community is anticipated to be gathered via public visioning sessions or public meetings.

3. Task Descriptions, Cost Estimates, and Measuring Progress
a. Description of Tasks/Activities and Outputs

Task/Activity 1: Environmental Investigation/Complete Site Characterization	
i.	Project Implementation: This task includes the production of 2 phase I and II reports, 2 Phase II reports, as well as the production of 2 phase III reports. This task also includes additional subsurface characterization for all sites (as required).
ii.	Anticipated Project Schedule: 4.5-7.5 months
iii.	Task/Activity Lead: An LEP/QEP will be the lead entity. The BON will oversee the LEP/QEP and maintain schedule/budget.
iv.	Outputs: 2 Phase I Reports, 2 Phase II Reports, 2 Phase II Reports, 2 Phase III Reports, Site Characterization (as required).
Task/Activity 2: ABCA & QAPP Reports	
4.	Project Implementation: This task includes the preparation of 4 Analysis of Brownfield Cleanup Alternatives and Quality Assurance Project Plans which will guide the project and alternatives for remediation that the Borough may consider.
5.	Anticipated Project Schedule: 2 months
6.	Task/Activity Lead: An LEP/QEP will be the lead entity. BON will oversee the LEP/QEP and maintain schedule/budget.
7.	Outputs: 4 ABCA reports, 4 QAPPs (1 for each site)
Task/Activity 3: Community Wide Re-Use Planning & Community Engagement	
8.	Project Implementation: Re-Use Planning would provide potential redevelopment options and opportunities for the sites.
9.	Anticipated Project Schedule: 3-5 months

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| 10. Task/Activity Lead: A design/engineer contractor will be the lead entity. The BON will oversee the contractor and maintain schedule and budget. |
| 11. Outputs: 1 community-wide re-use plan, community visioning session |

a. Cost Estimates

Task 1: Environmental Investigation/Site Characterization - Contractual Costs: 2 Phase I ESA at Average Cost \$10,000, 2 Phase II ESA at Average Cost \$15,000, 2 Phase III ESA at Average Cost \$20,000, Additional Subsurface Investigation for 3 sites (As Needed) at Average Cost \$85,000 per site, Additional Subsurface Investigation for 1 site (As Needed) at Average Cost of \$45,000 = \$390,000

Task 2: ABCA & QAPP Reports - Contractual Costs: 4 ABCA, 4 QAPP at average cost of \$5,000 = \$40,000

Task 3: Site-Specific Re-Use Planning - Contractual Costs: 1 Community Wide Re-Use Plan & Community Visioning Session @ Average Cost of \$70,000 = \$70,000

**Contractual Costs Developed Based on Industry Averages & Internal Estimates

Budget Categories	Project Tasks			Total
	Task 1	Task 2	Task 3	
Personnel				
Fringe Benefits				
Travel				
Equipment				
Supplies				
Contractual	390,000	40,000	70,000	500,000
Construction				
Other				
Total Direct Costs	390,000	40,000	70,000	500,000
Indirect Costs	0	0	0	0
Total Budget	390,000	40,000	70,000	500,000

b. Plan to Measure and Evaluate Environmental Progress and Results

Task	Method of Tracking and Measuring Progress
1 – Environmental Investigation/Site Characterization	Outputs – ESAs, Subsurface Investigation Outcome – Projects meets regulatory requirements, enables accurate estimates for contract bidding. Measures – Deadlines for reports, copies of deliverables provided to EPA
2 – ABCA & QAPP Reports	Outputs – ABCA & QAPP Reports Outcomes – Are in compliance with EPA Measures – Deliverables provided to EPA on set deadlines, through ACRES

3 – Re-Use Planning	Outputs – Community Wide Re-Use Plan Report, Community Visioning Session Outcomes – Reduction of Environmental/Public Health Risk Tracking Methods – Deliverables provided to EPA on set deadlines, through ACRES.
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12. Programmatic Capability and Past Performance

a. Programmatic Capability

- i. Organizational Capacity, ii. Organizational Structure, iii. Description of Key Staff:

The Borough of Naugatuck has successfully completed many brownfield assessment and redevelopment projects, particularly those that are public-private ventures. Several include Parcel C, now hosting a Saint Mary’s Urgent Care, the Former Risdon Site, currently underway utilizing EPA RLF funding, and the Former Lanxess Site (~60 acres) which has recently received its Stewardship Permit, signifying the transition from active remediation to redevelopment, with proposed end use as an industrial park. Naugatuck's current Mayor, N. Warren "Pete" Hess III, is serving his fifth, unopposed term as mayor and sits on the Borough's legislative body – the BOB. 10 members sit on the BOB, representing the diversity of the target population being served. The Borough of Naugatuck boasts well-staffed office including a Mayoral Aide & Secretary, Director of Public Works, GIS Coordinator, Director of Grants, Controller and more. The Borough has a robust on call list with the ability to contract services as needed. The Borough maintains several off-site buildings, including a Public Works & Streets Department with various types of heavy machinery & equipment. Mayor Hess was born and raised in Naugatuck, an attorney by trade since 1974. Hess has worked since his 2015 election to increase the grand list, invest in schools, and provide recreational opportunities that would attract businesses, visitors, and families. Prior to his work as Mayor, Pete had a successful and long-standing career in land use and property redevelopment. James Stewart, the Director of DPW, has been employed with the BON for over 20 years. Jim has 30 years experience in the field and boasts a robust DPW staff team who will oversee this project.

- ii. Acquiring Additional Resources

The Borough’s DPW is familiar with procurement guidelines of both State and Federal funding. Lowest qualified bidders will be selected during the contracting and interviewing phase. The Borough will work closely with CTDEEP and USEPA to ensure all necessary permits are acquired. The Borough’s Director of Grants has identified several other grant opportunities that would complement USEPA funding, if awarded, including: State of Connecticut Municipal Brownfield Funding, State of Connecticut Community Investment Funding, and USED A funding. The Director of Grants has secured over \$65M in funding in the past 3 years for various municipalities.

b. Past Performance and Accomplishments

- i. Currently has or previously received an EPA Brownfields Grant
 - 1) In FY12, the Borough received assessment funding under BF#96110501-0 to conduct a Phase II/III ESA, as well as develop a RAP at 6 Rubber Avenue. Additionally, the Borough has received EPA RLF funding at

Parcels B & C, the Former Risdon Site, and, most recently awarded in 2023, at the Former Lanxess Site. All grant funds were completely expended on time and within budget, with all outputs being achieved. The most recent RLF award, through NVCOG, has not yet been contracted as it was awarded in October 15, 2023. The Borough has already commenced discussions regarding procurement requirements for this project and will expend grant funds well in advance of the grant's period of performance.

- 2) All funds were expended and all outputs were met. Outputs were recorded in the USEPA's ACRES system.

Threshold Criteria Responses, Borough of Naugatuck
Community-Wide Assessment Grant

1. Applicant Eligibility:

The Borough of Naugatuck is a municipality organized under the State of Connecticut, as such it is eligible for USEPA funding.

2. Description of Community Involvement:

The BON will continue to communicate project progress to the local community by way of the Borough's websites, social media, and the local newspapers (My Citizen News and the Republican American). Input from the community is anticipated to be gathered via public visioning sessions or public meetings. A brownfield adaptive reuse has been underway at several other sites in the Borough, particularly in the downtown, the Borough has begun preliminary project discussions with several stakeholders including the Naugatuck Valley Council of Governments and State Representatives. Other stakeholders and project partners include workforce representatives, legislators, the Economic Development District, a variety of non-profit organizations, including senior centers, daycares, and more. Community meetings and a visioning session is planned, utilizing this funding, if awarded.

3. Expenditure of Existing Grant Funds:

The Borough of Naugatuck does not have an open Assessment or Multipurpose Grant.

4. Contractors and Named Subrecipients:

A contractor for this project has not yet been procured and a subrecipient has not been named. (N/A)