

ECONOMIC STRATEGIES PLAN
Town of Ledyard, Connecticut

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for
Ledyard
Economic Development Commission

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Executive Summary

This Economic Development Strategies Plan is designed to help the Town of Ledyard improve the community's tax base and quality of life through economic development. Based on a careful review of previous plans, regulatory documents, the character and development capacity of the Town, local interviews and two community workshop, we propose the following strategic assessment and action agenda.

The goal of this economic strategies plan is to enhance the Town of Ledyard's tax base through development of diversified commercial and industrial land while maintaining the Town's community character.

The plan, completed over a five month period, is based on several supporting planning and regulatory documents and assessments. The major assessments include:

- An analysis of the socio-economic base of the community and its surrounding area, with a focus on the Town's demographics, economic profile and retail market potential;
- A summary of input received from both the public and the private sectors. Key leaders in the community were interviewed and Town input was solicited during two community wide workshops; and
- An assessment of the development capacity in Ledyard with particular reference to the important industrial and commercial districts and properties. Sites were ranked based on development suitability factors. Buildout and tax assessments were incorporated for sites having significant development potential.

Highlights of the economic development strategy are as follows:

- *Development of a vision.* The EDC asked that we develop a vision of the specific type of economic development desired by the citizens of Ledyard in each of the areas being studied.
- *Recommendations for developing an appropriate organizational structure.* We believe that the current Commission structure is appropriate for the short term, but as the pace and scope of development increases, a corporate structure, such as an Economic Development Corporation with a not-for-profit 501(C)3 designation, would be better suited to serve the economic development needs of the community.
- *Recommendations to create a position for an Economic Development Coordinator.* We strongly urge the Commission and the Town to hire a professional economic development coordinator to provide expertise in attracting and nurturing business development in Ledyard.
- *Recommendations to diversify the existing tax base.* We have noted that the Town is over reliant on its residential tax base. In order to reduce the tax burden on residents and maintain the quality of services offered by the Town, it is essential that the Commission proactively promote and attract appropriate commercial and industrial development.
- *Suggestions for future growth sites.* Ledyard has limited available land that is currently zoned for commercial or industrial development having any significant development capacity. As such we urge the Commission to explore new areas in Town for development purposes.
- *Recommendations on developing existing commercial and industrial sites.* Ledyard has a few key parcels with excellent development potential. For industrial purposes, the Sonoco and Dow properties offer significant development capacity. Commercial areas with

significant development capacity include the Resort Commercial Cluster District (RCCD) along Route 2, the Route 12 commercial corridor and Ledyard Center.

- *Recommendations on incorporating financial incentives for economic development.* Ledyard is not in a very competitive position to gain state and federal grants due to its low unemployment rate and high income level. For this reason we propose incentives that can be designed and implemented at the local level. These include providing negotiated tax agreements (tax abatements and credits), implementing tax increment financing projects and creating a revolving loan fund using public and private resources, such as commercial banks, to support business infrastructure.

The Action Agenda itself is composed of three major strategic thrusts:

- Developing an effective support system than can build capacity to plan and implement the action priorities,
- Securing essential resources and tools for achieving the set objectives, and
- Identifying and targeting opportunities in civic, commercial and industrial sectors.

This three-front approach is intended to prescribe an inter-related, systematic, concerted and coordinated strategy of prioritized steps within the next three to five years. It is optimistic in its expectations yet flexible in outcomes. Each action area is described and each action step defined by anticipated goals, responsibilities, available resources and time frame.

We have identified a set of action strategies that can be undertaken over a three to five year period. A summary matrix of the action strategy is presented as follows:

<p>To be Initiated in 1998</p> <ul style="list-style-type: none"> • Develop Plan to Involve Residents in Defining Vision Statement of Acceptable Retail Development in Ledyard and Gales Ferry Centers • Create an Economic Development Coordinator Position • Gain the Cooperation and Support of the Planning Commission and Zoning Commission • Formulate a State Legislative Agenda • Improve Relations with the Mashantucket Pequot Tribal Nation • Explore Possibilities for Consolidation and Regionalization 	<p>To be Initiated in 1999</p> <ul style="list-style-type: none"> • Encourage Marketing and Sales of Vacant/Underutilized Parcels • Improve Commercial/Industrial Zoning and Regulations • Designate the EDC as a Development Agency for Ledyard • Secure Working Capital for the EDC • Improve Civic and Tourist Activities • Further Develop the Lorenz Industrial Park • Develop Ledyard Center • Explore a Trade for Indiantown Park • Create an Economic Development Corporation
<p>To be initiated in 2000</p> <ul style="list-style-type: none"> • Control Critical Land Parcels • Improve Infrastructure • Develop the Sonoco Gravel Property • Develop the Dow Industrial Property, east side of Route 12 • Further Develop the Route 12 Corridor • Encourage Retail Activities 	<p>To be initiated in 2001</p> <ul style="list-style-type: none"> • Organize a Conference on Tribal-Community Relations • Explore the Development Potential for the Pfizer Property • Explore Options for the Tree Farm and Clark Farm Properties

AN ECONOMIC STRATEGIES PLAN FOR LEDYARD, CONNECTICUT

Introduction

Ledyard is in need of a coordinated economic strategy that combines the resources of its citizens, government, local and regional companies and institutions to insure that the Town's quality of life is maintained and enhanced. Ledyard is a town that is clearly being buffeted by market forces that are beyond its control. Either within its borders or close by are the following major employers: the sovereign Mashantucket Pequot Tribal Nation, the Mohegan Tribal Nation, an United States Navy submarine base, an empty state hospital, Pfizer's emerging 2000 worker research and development center in New London and Electric Boat, one of the region's largest employers. Clearly, the future of the organizations operating these facilities will have a dramatic impact upon the Town.

There is much the Town can do to take advantage of these forces and to take independent and cooperative actions to determine its future. However, within the Town borders, there are critical areas of concern. Currently, there is minimal control over the future of the Town Center, little understanding of the future of the Pfizer land and no comprehensive sewer system in Town. Furthermore, there is fear of additional commercially zoned lands being taken off the tax base due to annexation by the Mashantucket Pequot Tribal Nation. Finally, over the years, the Town has taken a largely passive position in terms of controlling its economic future. It is only at the present time that it's representatives have begun to take concrete steps to insure that the best interests of the citizenry are being protected.

If the Town takes no action on its economic future, it is likely that there will be an increasingly high tax burden on the home owners, more traffic, disorderly encroachment of commercial activity in residential areas, increased strip development along Route 12, an inability to fund needed capital improvements and the loss of the opportunity to create a Town Center. Above all, there will be an erosion of the Town's special character.

Based on the insights and comments of the citizens, community officials, business leaders and other stakeholders, there is strong support for an action program that addresses these issues. It is equally clear that there is strong support for a balanced economic development strategy that adds to the Town's tax base, expands employment choice and that respects the Town's character. Finally, all participants saw the need to articulate a vision that reinforces a sense of quality in terms of development. Simply having increased industrial or retail activity would not meet the citizens' needs. Development must meet strong design and environmental standards.

A Sense of Vision

Ledyard citizens want their town to remain a safe rural community but want to encourage business development that improves the quality of life for all. It is a community where family values, local culture and the environment are respected and protected. Residents have repeatedly stated at public meetings that they want economic development only if it does not degrade the quality of life in Ledyard.

Within this context, the Ledyard Economic Development Commission will strive to improve the financial condition of the community and employment choice for its citizens. It recognizes that the citizens want a community that insures that residential life is maintained, that the environment is respected and where community life is improved. It further recognizes that it must balance the needs of the citizens with those of the business community such that there is mutual gain. The Ledyard Economic Development Commission wishes to work with all elements of the community, including the Mashantucket Pequot Tribal Nation. It will seek out means and measures to insure that employment opportunities match the present and future expectations of the citizens and it will hopefully improve the quality of life for all of Ledyard's citizens.

The townspeople who participated in the economic development workshops expressed concern for the future of Ledyard. They recognized that the residential tax burden is heavier than most neighboring communities and that it is likely to increase, given the lack of a substantial economic base. They also noted that the Town's school system, while a source of community pride, is under funded. They also observed that the Mashantucket Pequot Tribal Nation is a significant factor. It offers employment to the region but contributes little directly to the Town's tax base. Most desired better relations with the Mashantucket Pequot Tribal Nation. The townspeople have pride in their Town, have strong positive feelings for the community and place a great amount of emphases on quality of life. They want the rural character of the community to be protected and they want to see current patterns of development respected. In summary, the citizens want an economic strategy that fits within the special context, that is Ledyard. It must emphasize a careful balance between growth and community character. Finally, the residents want quality development that represents the Town's character and that contributes to Ledyard's "sense of place". Economic development must improve each citizen's quality of life! At the second development workshop, the resounding consensus message delivered by the participants was to hire an economic development coordinator and to get on with implementing this plan.

INSERT TOWN MAP

Economic Development Strategy

The Town of Ledyard, in concert with its Economic Development Commission, contracted with Mullin Associates Incorporated to develop an economic strategies plan to guide the Town's economic development efforts. This Action Plan, completed over a five month period, is based on supporting plans, documents and assessments. The major assessments include:

- An analysis of the socio-economic base of the community and its surrounding area, with a focus on demographics, economic profile and retail market potential;
- An analysis of input received from both the public and the private sectors. Key leaders in the community were interviewed and citizen input was solicited during two community wide workshops, one at the start of the planning process and the other on completion of the draft version of the this plan; and
- An assessment of the development capacity in Ledyard with particular reference to the important industrial and commercial districts and properties. Sites were ranked based on development suitability factors. Buildout and tax assessments were undertaken for sites having significant development potential.

The plan is further supplemented with detailed appendices focusing on the actual outcomes of the public participation elements of the program, a retail market profile of Ledyard residents, a compendium of financial resources and a selection of documents, relative to Ledyard's economic strategy, from other jurisdictions including biotechnology zoning regulations, economic development corporation charters, economic development director job descriptions and negotiated tax agreements.

The following economic strategy is designed to help the Town of Ledyard improve the community's tax base and quality of life through economic development. The economic development plan's "mission" is to enhance and diversify the Town's tax base while maintaining its character and quality of life.

On Organizational Structure

Developing the appropriate organizational structure for economic development is a critical step. In the state of Connecticut there are four predominant organizational structures: planning departments, economic development commissions, development corporations and private partnerships. There are also many variations within each structure, and all are continually evolving. Each structure is best suited for some aspects of development but limited in others. The differences between these organizational structures deal with three major aspects: legal authority, decision making processes and sources for operating expenses. They are also characterized by the degree of public, quasi-public or private participation. In examining these various structures, it is appropriate to ask the following questions:

- What is the nature of the Town of Ledyard's economic problems and goals?
- What is the geographic scope of the problems being addressed, e.g. neighborhood, Town-wide or regional?
- What major tasks will the organization undertake, e.g. planning, land development and sales, infrastructure improvements, loans and grants?
- What is the desired degree of political, community and private sector participation necessary for approval and financial support, e.g. local appropriations, state and federal grants and charitable contributions?

Realistically, the selection of the most suitable organizational structure is based on anticipated funding needs and sources and on the community's familiarity and degree of comfort with one structure over another. Also, the ideal organizational structure will complement existing capacity and institutions, rather than duplicating or supplanting them. It will provide the necessary capacity to achieve the stated goals within the geographic area with the best mix of public/private/community representation and control, based on the political and economic climates within the strategic target areas.

For the purposes of developing a recommendation, the following organizational structures were examined, and representative organization's key personnel were interviewed: the Development Authority (Town of Bristol); the Economic Development Partnership (Housatonic Valley Economic Development Partnership); and the Development Corporation (New London). Appendix A provides a directory of contacts. On the whole, each organization felt that its own structure was most appropriate for its needs, relying on complementing powers and technical skills from other organizations. Each organization had been "around" for some time, becoming more active as crises or opportunities arose. The major distinguishing characteristics expressed by each organization were, first, power to act as a designated development agency for federal and state funds; second, the pace of decision making; third, financial assets and fourth, constraints of open meeting laws and procurement procedures.

These organizational structures were measured against the Town of Ledyard's overall economic development goals: enhancement of the tax base, infrastructure development, redevelopment and marketing of existing parcels, and Town Center improvements, to determine which structure is best suited to implement these goals. This evaluation process led to the conclusion that the existing Commission structure is appropriate for the short term, but that as the pace and scope of development increases, a corporate structure will be more suitable. The Commission should begin to explore the community's support to its being designated as the development agency on a project by project basis, under Chapter 114, Section 7-486 and Section 8-188, Connecticut City and Town Development Act. This will allow it to work directly with state programs and to manage its funds. Such designation goes beyond the powers contained in Ledyard's Ordinance No. 55 relating to the Commission's present powers and duties. The Commission should next strongly consider moving to a corporate structure to replace the Commission or to act as an adjunct to the Commission. Under a corporate structure it can avoid some of the "red tape" and politicizing of development activities, it can more easily enter into land disposition agreements and build up financial assets for both project financing and operating expenses. It also allows other corporations to donate land in exchange for tax benefits. The certification of a not-for-profit 501-C-3 organization, under which the state's Community Development Corporations function, by the IRS will take approximately two years time.

On an Economic Development Coordinator Position

The old adage “if every one is responsible nobody is” too often dooms a community’s best intentions. While volunteerism is a cornerstone of many towns’ governmental structure, it can only provide limited support on a time-available basis, and may not always contain the requisite expertise. The success and effectiveness of the proposed strategic action plan will depend on the Town’s ability to get professional staff that will initiate and monitor the actions recommended. The EDC, with the help of a professional Economic Development Coordinator, can and should assume a pro-active role in economic development. The proposed action agenda is such that additional professional expertise and responsibility will be necessary to achieve them. Together, the EDC and the ED Coordinator will be able to establish on-going and long-term attention to the various tasks. The coordinator’s position will readily provide expertise and day-to-day contacts and responsibilities in dealing with development issues. Such a position is very highly supported in this proposed economic development strategy. A draft job description for the Economic Development Coordinator is presented in Appendix B.

On Diversifying the Tax Base

Ledyard is overly dependent on its residential tax base. The residential sector pays nearly 86% of the property taxes while commercial and industrial sectors contribute roughly 9%. In comparison, a sustainable community should have approximately 30% of its tax base from non-residential uses. Norwich gets 29% of its tax revenue from commercial and industrial property and Groton gets 40%. In order to reduce the tax burden on the residents, the EDC needs to proactively promote and attract appropriate commercial and industrial development. As the Town has a uniform tax rate for commercial and residential development, non residential property will enhance the tax base at a much faster rate than residential property as there are no direct school costs (approximately \$6,500 per student) associated with commercial or industrial development and the service costs are much lower as well. Ledyard is well suited for light industry, office, research and development and specialized retail activity. A concise summary of projected increases in the tax base (with a \$28.9 mil rate and 70% assessment ratio) and consequent impacts on the tax rate by developing strategic sites for commercial and industrial uses is as follows:

Industrial and Commercial Sites	Estimated Annual Tax Revenue	Estimated Mill Rate Reduction
Sonoco Gravel	\$537,127	\$0.82
Dow property (east side of Route 12)	\$166,533	\$0.26
Lorenz Industrial Park	\$123,909	\$0.19
Ledyard Center Design District	\$254,898	\$0.39
Gales Ferry School and C-2 zone	\$70,805	\$0.11
Total Estimates	\$1,153,272	\$1.77

If all the above sites were developed to their full capacity, it would reduce the mill rate by \$1.77 per \$1,000 of assessed value or approximately 6% on an annual basis. In other words, the Town would be able spend an additional \$853,000 annually on schools, services and capital improvements without affecting the current tax rate. This will be a significant contribution to the tax base.

The lack of economic development has further consequences when even a small growth in expenditures (1% per year) is projected. One percent growth in expenditures equates to approximately one half mill increase in revenue needs. Growth in the tax base, due to development that would be ancillary to the build out of the sites that are examined in this report, can sustain this type of growth, leaving a net lowering of the mil rate. Without economic development, the existing tax base must provide the needed revenues with the obvious increase in local tax rate.

On Future Growth

Many of Ledyard’s planning documents discuss infill and use of existing commercial and industrial zones for growth. Furthermore, this policy is embodied in the current Plan of Development. Given Ledyard’s environment constraints (wetlands, slopes), this is a wise practice that should be a priority. However, since the land area is limited, the potential for growth is likewise limited. In order to stabilize the mill rate, it may be necessary to examine new areas. Examples include the Tree Farm, the proposed overlay zone (a zoning district that would allow uses or densities not necessarily allowed in the original zone if development meets certain desired goals. For example, allowing higher density residential uses or office uses not allowed by right in the underlying residential zone) for office and R & D near the Highlands sewer and water system and other land the Mashantucket Pequot Tribal Nation may be willing to trade.

Ledyard has limited land that is zoned and usable for industrial purposes. As such, other areas not currently zoned for these purposes might come under development pressures in the future. Carefully planned development with proper site design and buffering can protect existing neighborhoods and blend with the existing character of the community. The Town should seek a balance of uses. The impacts on neighborhoods can be minimized while providing some tax relief to residents and businesses.

Examples of Potential Industrial and Commercial Sites	Estimated Annual Tax Revenue	Estimated Mill Rate Reduction
Clark Farm, Route 117	\$509,796	\$0.78
Tree Farm Property, Route 117	\$427,662	\$0.66

On Site Development

Ledyard has some key sites that have excellent development capacity. These include the Soneco Gravel Site and the Dow Property. Further, the Lorenz Industrial Park has excess capacity. In order to best utilize its limited land resources and diversify its tax base, the EDC should market these industrial properties for industrial purposes. The sectors that would be most beneficial for the Town would be those related to the existing regional industrial clusters such as defense technology, engineering and advanced manufacturing; health care and biotechnological; and marine research and education. These sectors would bring some balance and diversification to the economic climate in Ledyard and would be in keeping with the character of the Town.

Commercial areas with significant development capacity include the resort commercial cluster district along Route 2, Ledyard Center and the Route 12 - Gales Ferry area. These commercially zoned areas should be developed for a mix of office and retail uses. There is need for specialized, upscale retail development that will enhance the quality of life for Ledyard residents and capture some tourist dollars as well. Retail activities include an expanded selection of food and wine shops, bookstores, technology related retail, sports shops and specialty stores.

A detailed assessment of the development capacity of key sites can be found in Section Three of the supporting documentation.

On Financing Economic Development

Available federal and state grants for economic development are highlighted in Appendix E. Not all of them can be accessed through the EDC as some are specifically geared for small business. Another note of caution regarding availability of federal grants is that Ledyard's low rates of unemployment and high level of income for its residents, makes it a hard sell on economic distress criteria. Our feeling is that Ledyard will need to rely more on private sector funding than public sector grants and programs. Despite this note of caution, Economic Development Administration funded grants for infrastructure and technical assistance should be pursued.

In terms of gaining support from the business community, the EDC should approach the owners/operators on a project by project basis. In the beginning, it would be best to request help for small projects (such as volunteer time for marketing the community, preparing marketing material) and when credibility is gained, to get increased support for a business improvements fund or a revolving loan program that would be administered by the EDC. The EDC should also explore innovative tax incentives to promote desired commercial and economic development in Town. These incentive tools include negotiated tax agreements and tax increment financing projects (TIFs).

Tax incentives and/ or abatements can be negotiated between the Town and a developer or property owner based on some type of linkage or reciprocal investment in the community. Tax abatement financing is attractive since it is virtually the only finance tool available at the sole discretion of local government. Tax abatements are given to businesses to offset property, sale, or inventory taxes. Abatements can reduce a developer/owner's tax bill, freeze the assessed value of a building and the land it will occupy, or freeze the total amount of taxes the owner must pay on its real property at the pre-development level. In all cases, abatements and credits reduce a business' cash outflow. For example, the Town could offer an investor a 80% credit in the first year. The credit line would then decline by 10 percentage points in each of the next 7 years. In the eighth year, the investor will be paying 100% of the taxes. The abatements over the eight year period would help the investor cover additional costs or risk factors and the Town would benefit in the long run by stimulating needed development.

Tax increment financing is a technique used to disperse the cost of development to those government agencies that will benefit from the increased tax base that a TIF project will generate. First a TIF area needs to be defined (for example, the Ledyard Center Design District) by the TIF authority (the EDC could act as the TIF authority if approved by Council). The assessed property valuation of this area is frozen for a specific period of time (usually ranging from ten to twenty five years). This frozen value is referred to as the “tax increment base value”, and it remains the same for the life of the project. The TIF authority then uses its powers of land assembly, sale, site clearance, infrastructure developments etc. to improve the district and make it more attractive to business and developers.

Once the land has been secured by the TIF authority, it is usually sold to a real estate developer, who is responsible for attracting business to the district. As private investment begins to accumulate, the assessed valuation and corresponding property taxes generated by the district increases. However, this increase is not channeled to the taxing body (the Town). Instead, this revenue is earmarked for the TIF authority and is used to finance any debt that the authority accumulated when making improvements to the district. The difference between the “tax increment base value” and the assessed value after development is known as the “tax increment”.

There are two basic ways for the TIF authority to raise the initial monies needed to finance the infrastructure improvements. First, the authority can pay for improvements as they go, using the tax increment from the previous year. This method can be quite slow as development can occur only gradually. However, the authority does not need to issue bonds, thus reducing the risk of the project. The second financing method, which is more common, is the issuance of bonds (either general obligation bonds or revenue bonds). These bonds give the authority an immediate means of financing a TIF project. The issuance of bonds entails a higher risk. If development fails to occur or does not reach expected levels, it will be difficult to pay off the bond issues. Thus there is a trade off between the higher risk of using bonds and the increased speed of development.

Another local financing strategy is to create a local revolving loan fund or capital bank by forming a strong partnership with commercial banks in Town, private corporations and foundations and using public grants. The passage and subsequent utilization of the Community Reinvestment Act (CRA) requires banks to be players in “community development” within the communities in which they are located. They can contribute funds directly (make loans) or indirectly (make grants or loans to community development corporations or revolving loan programs that focus on community development) within their jurisdiction. Community development is defined as:

Activities that promote economic development by financing businesses or farms that meet the size eligibility standards of the Small Business Administration’s Development Company or Small Business Investment Company Programs or have gross annual revenues of \$1 million or less;

Community services targeted to low or moderate income individuals;

Activities that revitalize or stabilize low or moderate income geographies

There is no list of eligible activities or formal application criteria for CRA funds. As such this is a negotiation process between the Town, the EDC and the banks. The type and amount of

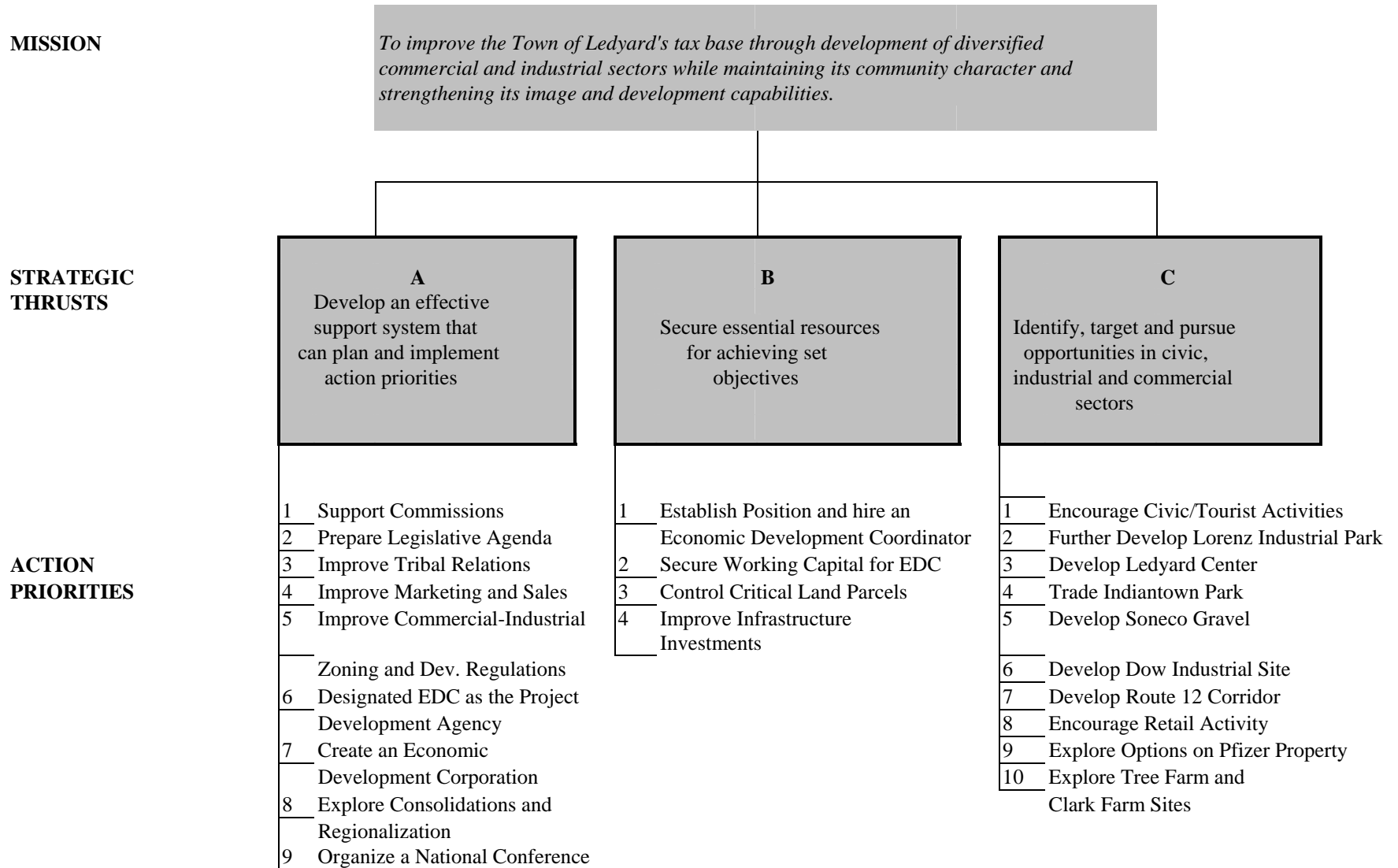
assistance depends on the banks' current CRA rating, actions the banks are taking at present, their assets, their available funds and, perhaps most importantly, their interest.

On the Action Agenda

After careful thought, the action agenda which follows is strongly recommended. It is composed of three major action areas: Capacity Building and Support Systems, Tools and Resource Development, and Targets of Opportunity. This three-front approach is intended to prescribe an inter-related, systematic, concerted and coordinated strategy of prioritized steps within the first three to five years. It is optimistic in its expectations yet flexible in outcomes. Each action area is described and each action step defined by anticipated goals, responsibilities, available resources and time frame. The following chart outlines the actions within the time periods in which they may be initiated along with complementary action strategies.

#	Actions to be initiated in 1998	Complementary Actions
A-1	To Support Planning Commission and Zoning Commission	B-1
A-2	To Formulate a State Legislative Agenda	B-1
A-3	To Improve Relations with the MPTN	B-1
B-1	To Create an Economic Development Coordinator Position	A-1, A-2, A-3,
#	Actions to be initiated in 1999	Complementary Actions
A-4	To Encourage Marketing and Sales	B-1
A-5	To Improve Commercial/Industrial Zoning and Regulations	A-1
A-6	To Designation the EDC as a Development Agency	A-1, A-2, B-1, B-2
B-2	To Secure Working Capital for the EDC	B-1, A-3, A-6, A-7
C-1	To Coordinate and Improve Civic and Tourist Activities	B-1, A-4, A-1, A-3
C-2	To Further develop the Lorenz Industrial Park	B-1, B-2, A-1, A-4, A-5, A-6
C-3	To Develop Ledyard Center	B-1, B-2, A-1, A-4, A-5, A-6
C-4	To Explore a Trade for Indiantown Park	B-1, B-2, A-1, A-3, A-4, A-6
A-7	To Create an Economic Development Corporation	B-1, A-6, B-2
#	Actions to be initiated in 2000	Complementary Actions
A-8	To Explore Possibilities for Consolidation and Regionalization	B-1, A-1
B-3	To Control Critical Land Parcels	B-1, A-7, A-2, A-3
B-4	To Improve Infrastructure	B-1, A-7, A-1, A-2, A-3
C-5	To Develop the Sonoco Gravel Property	B-1, B-2, A-1, A-4, A-5, A-7
C-6	To Develop the Dow Industrial Property, east side of Route 12	B-1, B-2, A-1, A-4, A-5, A-7
C-7	To Further Develop the Route 12 Corridor	B-1, B-2, A-1, A-4, A-5, A-7
C-8	To Encourage Retail Activities	C-3, C-7, A-4, B-1
#	Actions to be initiated in 2000	Complementary Actions
A-9	To Organize a Conference on Tribal - Community Relations	B-1, A-2, A-3
C-9	To Explore the Development Potential for Pfizer Property	B-1, A-1, A-4, A-5, A-7
C-10	To Explore Options for the Tree Farm and Clark Farm	B-1, A-1, A-2, A-4, A-5, A-7

FIGURE 1. STRATEGIC THRUSTS AND ACTION PRIORITIES FOR LEDYARD



The Action Plan

The Action Plans are proposed to establish the necessary systems, provide resources, and to pursue opportunities that can most effectively and efficiently develop the town economically. The support systems include:

- Improving the effectiveness of Town government regarding its approach to economic development.
 1. Improving the relationship with the Mashantucket Pequot Tribal Nation.
 2. Actively pursuing development through marketing and establishment of a paid Economic Development Coordinator position
 3. Establishing an Economic Development Corporation to facilitate development.

Once the framework is established, resources need to be allocated. These include:

- Hiring an Economic Development Coordinator
 1. Providing capital to the Economic Development Corporation using resources that the Town currently possesses.

With these support systems and resources, the town can the best pursue opportunities. These opportunities include:

- Developing of existing commercial sites.
 1. Leveraging the tourist industry in the area to generate business in town.
 2. Encouraging retail that is directly related to the purchasing demonstrated by Ledyard residents.

Action Group: A. Support Systems
Action Item: 1. To Gain Cooperation and Support from the Planning Commission and Zoning Commission

Discussion: The EDC and Planning Commission and Zoning Commission should work together for the mutual benefit of the Town. Indeed, many of the recommendations in the strategic plan will require a cooperative and coordinated set of actions by both the Planning Commission and the Zoning Commission.

Action Needed:

- Present and discuss strategic plan with the commission and the boards.
- Promote the idea of improved site planning and design regulations.
- Urge the adoption of information sharing agreements with the Town Planner, Building Inspector, Assessor and Economic Development Coordinator to include Geographic Information Systems (GIS) and Management Information Systems (MIS).
- Urge the creation of incentive overlay districts (a district where the underlying zoning may be revised to encourage development not currently allowed) in the Town Center and Gales Ferry Village Center and an office district overlay in the Highlands such that higher densities or density bonuses could be given if the development meets the Towns economic goals.

Expected Results: The zoning and subdivision regulations will provide improved opportunities for flexible, high quality development. Information will be shared in a timely and efficient manner among key town department.

Monitoring: This will be an asset to all commissions involved and should be monitored by the staff as well as heads of the respective commissions.

Responsibility: EDC; Planning Commission; Zoning Commission

Timing: 1998 - Ongoing

Resources: Staff time for all commissions. This would require an ongoing commitment to change.

Action Group: A. Support Systems
Action Item: 2. To Formulate a State Legislative Agenda

Discussion: Ledyard's economic characteristics make it less competitive for state grants. Consequently, more effort will need to be directed through legislative initiatives.

Action Needed:

- Present a case for additional Pequot Funds to mitigate impacts on the Town.
- Remove the "open space" requirement on the legislative transfer of the Tree Farm to the Town. This would require an Act of the General Assembly.
- Develop a regional legislative agenda in concert with SeCTer and other regional entities and present it to the legislators
- The State Bond Commission should be approached to fund capital infrastructure.
- Ask for assistance in obtaining grants from the Economic Development Administration (EDA)
- Involve the legislators in the National Conference on Town-Tribe relations

Expected Results: The Town and its representatives will have presented their case and gained a "fair" distribution of state resources. As well, the EDC will have obtained increased grant funds. Finally, the restrictions on the "Tree Farm" will have been removed.

Monitoring: The Mayor and Council would be responsible for insuring that the agenda works its way through the process.

Responsibility: Mayor and Council; State Senators and Federal Representatives

Timing: 1998-99

Resources: Senator and Representatives. The costs would be "staff time" rather than in direct funds.

Action Group: A. Support Systems
Action Item: 3. To Improve Relations with the Mashantucket Pequot Tribal Nation

Discussion: It has been noted in numerous Town documents that efforts have been made to work with the Mashantucket Pequot Tribal Nation. We applaud these efforts and strongly urge that they continue in order for Ledyard to maximize its opportunities for growth. Furthermore, The Mashantucket Pequot Tribal Nation will continue to be part of Ledyard's future. Moreover, one can expect its entrepreneurial and cultural activities to continue. With these points in mind, it is essential that the Town undertakes a supportive position and treat it like any major corporation in Town. The Mashantucket Pequot Tribal Nation and the Town should work together on areas of mutual concern. In all cases, the dialogue must be meaningful, constant and non-confrontational. Both the Mashantucket Pequot Tribal Nation and the Town, increasingly in the future, will need each other.

Action Needed:

- Establish channels of communication with the Mashantucket Pequot Tribal Nation
- Share information with the Mashantucket Pequot Tribal Nation on future economic plans
- Present this Economic Strategies Plan to the Mashantucket Pequot Tribal Nation.
- Request that they identify their needs (i.e., what can the Town do to foster development related to their enterprises).
- If an interest exists, identify ways that local historical assets (Nathan Lester House, saw mill, glacial marine, etc.) can supplement their historical initiatives.
- Work with the Mashantucket Pequot Tribal Nation on the Town's plans for the RCCD.
- Discuss possible land trades in exchange for the Mashantucket Pequot Tribal Nation's contribution toward a mutually beneficial project.

Expected Results: As a result of this action, a formal, open and meaningful process of dialogue will have been established and information between the parties will be shared.

Monitoring: The Mayor should regularly report on progress to the Town Council and the EDC.

Responsibility: Mayor and Council; State elected officials; EDC

Timing: 1998 - Ongoing

Resources: State Senator and Representatives; Council; Tribal Council
The costs would be "staff time."

Action Group: A. Support Systems

Action Item: 4. To Encourage Marketing and Sales

Discussion: To market and promote vacant industrial and commercial properties.

- Action Needed:**
- Create an up-to-date inventory of the sites in Town with pertinent information on each site.
 - Create sophisticated marketing material and brochures showing the strengths of Ledyard and the region. Highlights should include a market outlook, an analysis of workforce characteristics, an assessment of transportation networks, and an analysis of quality of life factors such as schools, recreation facilities and housing availability.
 - Develop a compendium of available resources for development. This should include financial as well as professional resources available to businesses and prospective clients.
 - Create an ambassador program where business people in the community are trained as volunteers to meet with prospective clients and brief them on the advantages of locating their businesses in the Town. Business people talking with prospective businesses can be very effective.
 - Review industry directories, periodicals and other materials to identify potential targets.
 - Create an interactive web-page.
 - Use organizations such as SeCTer to promote the community and its economic prospects by providing free information packets and brochures.
 - Recruit expanding companies by sending invitation letters and information packets to their site selection officers. Businesses within existing industrial clusters such as defense technology, engineering and advanced manufacturing, health care and biotechnological, and marine research and education should be targeted for the Sonoco, Dow and Lorenz properties.
 - Seek out services of the regions leading firms for assistance in developing marketing materials.
 - Meet with SeCTer and the Chambers of Commerce on a regular basis to determine how mutual needs can best be met (i.e.: joint marketing, grant proposals, legislative presentations).

Expected Results: With the completion of these tasks, the Town will have placed itself on “the radar screen” of expanding industrial and retail firms. It will be positioned to attract and welcome new businesses interested in Ledyard.

Monitoring: The EDC, through oversight of the ED Coordinator, will insure that the work is accomplished.

Responsibility: The ED Coordinator in cooperation with the Regional Chamber of Commerce

Timing: 1999 - Ongoing

Resources: ED Coordinator, SeCTer; Chamber of Commerce; State Agencies, Town and Private Contributions. The cost of the marketing material can range up to \$30,000. Production will be through the “staff time” of the Coordinator.

Action Group: A. Support Systems

Action Item: 5. To Improve Commercial/Industrial Zoning and Regulations

Discussion: There is a need to strengthen zoning tools in the C-2 and C-3 districts. Perhaps even rezoning the Gales Ferry School (zoned residential R-20) and the existing C-2 zone to C-3 (or creating a new Village Zone) would better facilitate Village Center uses. The site design regulations for the Industrial and Commercial zoning districts are very strong in terms of filing requirements. They are written to reflect the environmental and infrastructure constraints to development, buffers, stormwater drainage detention, and septic requirements. However, is need for flexibility. Perhaps a sub-committee of business people and the planning director should be formed to review the standards and determine if they need be revised.

There is a need to balance environmental protection with the goal of economic growth and the diversification of the tax base. In areas such as Ledyard Center, the Soneco property, and the RCCD area, where the Town seeks to promote growth, standards should be reviewed to determine if they are prohibitive to business development. These include density, building/site design, and then collaboration between land owners may provide the answers to maximizing land usable for development.

Action Needed:

- Link filing requirements to specific performance standards.
- Provide flexible design standards in areas, such as Ledyard Center and the Industrial districts, if economic growth is desired, and if the infrastructure systems are expanded.
- Work with the Planning Board to develop a separate Biotech Bylaw if Ledyard wishes to attract healthcare and biomedical industries. (See example in Appendix F.)
- Review its regulatory “package”, within the context of the Capital Improvements Plan and RCCD areas (This is a large undertaking to work under the zoning, wetlands, water/septic, and erosion control).

Expected Results: The regulatory package will be streamlined, design review will be strengthened and Ledyard will be able to welcome Biotechnology related firms.

Monitoring: The Planning Director would oversee the process and share progress information regularly to the EDC.

Responsibility: EDC; Business Community, Planning and Zoning Commission

Timing: 1999

Resources: None necessary except the staff time of the Planning Director. If a consultant is used, the cost would be approximately \$10,000-\$15,000.

Action Group: A. Support Systems

Action Item: 6. To Designate the EDC as a Development Agency for Ledyard

Discussion: At this time the commission structure is both appropriate and adequate for Ledyard; it has political support and the necessary focus on local development opportunities. However, in the short term two important elements are necessary: First, it must expand its technical capacity through the hiring of a professional planner or development coordinator to carry out its work in a timely and professional way. Secondly, as projects begin to materialize, it needs to receive a designation from the Town as a designated development agency. This will permit it to work directly with state and federal agencies and funding sources. Both these actions are appropriate under its commission structure. With a formal vote by the Council, designate the EDC as the development agency on a project-by-project basis.

Action Needed:

- Sponsor enabling legislation, Act 114, Section 7-486 and Section 8-188 Connecticut City and Town Development Act.
- Visit with other designated agencies e.g. New London and Norwich.
- Get Legal Advice from Town Attorney
- Discussion with state CEDC on program opportunities

Expected Results: The Town would be prepared to take pro-active positions on economic opportunities such that land parcels would be made available and marketed for development. It would also be in a position to provide financial assistance to quality businesses looking to locate in Ledyard.

Monitoring: The EDC, through its ED Coordinator would monitor the process as it works its way through Town Council.

Responsibility: ED Coordinator with an EDC sub-committee; Council; Town Attorney.

Timing: After identification of initial project; 1999

Resources: Statutes; Mayor and Council; Planning Department

The staff time of the EDC Coordinator and Town Attorney will be required.

Action Group: A. Support Systems
Action Item: 7. To Create an Economic Development Corporation

Discussion: In the long term, under the assumption that municipal funding will continue to be limited, the best structural model is the corporate structure, a not-for-profit, organization. As a corporation, it may still be designated a development agency under Section 7-486 and Chapter 132 Section 8-188 of the Laws of Connecticut, and at the same time receive public and private funding and donations of land. As a corporation it can over time assemble capital for project financing, promotion and development incentives. It will be able to “fast track” acquisition of properties and negotiate in a timely manner. Lastly, it may present a better posture to various private corporations with which it deals, and not be perceived simply as “the government”, a very important aspect of Ledyard’s development situation. In short, the development corporation provides the best of both public and private worlds, it complements existing strengths and provides the appropriate tools for the desired development outcomes.

- Action Needed:**
- Garner support from government and private sector
 - Get Legal Advice from Town Attorney
 - Develop incorporation papers
 - Prepare 501(C)3 applications

Expected Results: A formal corporation will have been established and operational funds will have been raised.

Monitoring: The EDC would have to initiate and oversee the process. The Coordinator would provide the technical expertise to insure that all legal steps are covered.

Responsibility: ED Coordinator with EDC sub committee; mayor and Town Council
Timing: 1999 (It takes approximately 2 years to get the non profit designation)

Resources: Private sector contributions; CT General Statutes
EDA Technical Assistance grants are also a possibility along with State of Connecticut Grants. The staff time of the EDC Coordinator and Town Attorney will be required.

Action Group: A. Support Systems
Action Item: 8. To Explore Possibilities for Consolidation and Regionalization

Discussion: In addition to creating new tax revenue for the Town, there are several activities that could result in a decrease in municipal spending. The consolidation of the Gales Ferry and the Juliet Long Elementary School has merit. Other public services could be shared on a regional basis. It is recommended that the Town study regionalization strategies that could result in cost effective service delivery.

- Action Needed:**
- Expand regional procurement for office supplies, road salt, medical insurance and other goods and services.
 - Analyze opportunities for shared professional services of inspectors, grant writers, dog officers, veteran’s officers and health agents.
 - Examine the creation of a joint GIS program between the Towns of Ledyard, Preston and North Stonington.
 - Examine the potential of regionalizing and privatizing ambulance services.
 - Examine the potential of regionalizing the E-911 dispatch system.
 - Identify options for shared equipment use and facilitate easy access. Options range from the use of stump shredders to lock-up facilities.
 - Regionalize contracts for street signs and police equipment/radio repair.
 - Continue discussions on the expanded regionalization of water distribution, sewer treatment and solid waste treatment. Support the newly formed Water Utility Coordinating Committee (WUCC).
 - Develop and implement a plan for MIS systems that is coordinated and effective.
 - Seek out grant opportunities that have regional significance.
 - Determine the region’s telecommunications needs (e.g. fiber-optics).

Expected Results: All of these actions are designed to lower the cost of government, improve services and position Ledyard for the 21st century. They represent streamlining and modernization activities.

Monitoring: Most of these actions would be overseen by the Mayor’s Office. However, the ED Coordinator would also play a key role.

Responsibility: ED Coordinator, other Municipal Departments; Planning Commission

Timing: 1999 - Ongoing

Resources: Regional networks; Municipal Associations
The cost of implementing these actions will be staff time

Action Group: A. Support Systems

Action Item: 9. To Organize a Conference on Tribal - Community Relations

Discussion: The Town of Ledyard is not alone in grappling with the issues related to having a sovereign Indian Nation in its midst. Much can be learned from the experiences of others. Equally important is the shared understanding of the local impacts that arise from such a juxtaposition of conflicting activities. It is crucial that the tone of this conference be upbeat and positive. Its goal would be to contribute toward mutual understanding, support and problem resolution. It will be a success if it contributes to positive co-existence.

Action Needed:

- The Town, the Mashantucket Pequot Tribal Nation and the University of Connecticut co-sponsor a national conference on Town-Tribe relations.
- Request media coverage.
- Publish Conference Proceedings.
- Prepare working papers on issues that are beyond the power of local communities and Tribal Nations to resolve.
- Distribute and present the findings to appropriate federal and state legislative leaders and agencies with the intent of guiding informed legislative actions.

Expected Results: The concerns and opportunities of towns dealing with Indian sovereignty will become known to local, state and national officials. With this knowledge, means and methods to better coordinate actions and opportunities for mutual support can be shared, including formulating needed legislative actions.

Monitoring: The Congressperson, Mayor and Mashantucket Pequot Tribal Nation would provide the leadership for the Conference. Day-to-day oversight would be the responsibility of the ED Coordinator and the Planning Director.

Responsibility: EDC; Council; state colleges and universities, state and federal government representatives.

Timing: 2001

Resources: Private sector funding; Mashantucket Pequot Tribal Nation; University funds, Federal Funds, American Planning Association.
The expected cost of the Conference would be between \$20,000-\$50,000. EDA and State grants and registration fees could lower the total cost. The direct cost to the Town would be staff time in organizing the conference.

Action Group: B. Resource Development

Action Item: 1. To Create an Economic Development Coordinator Position

Discussion: The success of this economic development plan is highly contingent on the EDC securing some professional staff to initiate and monitor many of the actions proposed. It is imperative that Ledyard hire a full time Economic Development Coordinator to be the professional staff person for the EDC. Furthermore, a professional ED Coordinator will increase the bond rating of the Town thereby lowering bond interest rates, be in a position to actively pursue and secure grant money needed to undertake many of the actions required as well as cover the Coordinator's salary over time, and the presence of the coordinator reassures potential and existing businesses that there is a commitment on the part of the Town to assist the private sector. See Appendix B for a detailed job description and organizational structure.

The ED Coordinator would act as the professional staff and contact person for the EDC. He or she would also act as the liaison between the private sector and Town Government. The Coordinator will be responsible for initiating and monitoring the economic actions proposed in this plan where applicable, sharing information with various Town Boards and keeping the Mayor and Town Council apprised of progress and development in Town. We propose that the Town guarantee three years of the Coordinators salary. This gives the Coordinator time to establish him/her self and set a process in motion by which his/her ongoing salary will be covered through administration costs from grants, private sector contributions, and/or funds raised through other means.

- Action Needed:**
- Approve position
 - Develop funding for direct and indirect expenses
 - Secure office space
 - Conduct interviews and hiring

Expected Results: This person would have the overarching goal of diversifying the tax base of Ledyard and create employment choice for local residents. After three years, there will be more companies, more jobs and increased industrial/commercial taxes paid to the Town of Ledyard.

Monitoring: The ED Coordinator would report directly to the EDC and keep the Mayor and Council informed on actions being undertaken.

Responsibility: EDC; Mayor and Council; Selection Committee

Timing: Immediately after approval of Economic Development Strategy Plan and funding availability (Fall, 1998). Hire Coordinator in 1999.

Resources: The cost of an EDC Coordinator is approximately \$50,000 per year, for the first 3 years, from the Town's budget. After that the salary will be raised through grants and fund raising activities and private sector support.

Action Group: B. Resource Development
Action Item: 2. To Secure Working Capital for the EDC

Discussion: The EDC is presently operating with minimal funds. If it is to be successful it must have the ability to enter the marketplace at critical times and places. It is essential that it obtain working capital. One potential option is to gain the assistance of local banks through the Community Reinvestment Act.

- Action Needed:**
- The Town should pay for a professional economic development coordinator for a period of three years. After this period, the economic development coordinator will have the responsibility of raising his/her own salary; perhaps timed with the initiation of the Development Corporation.
 - The Town should turn over ownership of the Indiantown Park to the EDC, which will then be leased/sold/mortgaged for operating capital.
 - The Town should turn over ownership of the Gales Ferry School site to the EDC. Proceedings from the sale of that site could be a source of working capital.
 - The EDC, through the ED Coordinator, should pursue a Local Technical Assistance Grant from the Economic Development Administration.
 - The EDC, through the ED Coordinator, should pursue a Revolving Loan Fund under the Title IX Economic Adjustment Program administered by the Economic Development Administration.
 - The EDC, through the ED Coordinator, should pursue a Section 108 Loan Guarantee Program under the Community Development Block Grants administered by the Department of Housing and Urban Development.
 - The Mayor should obtain the CRA Portfolio from local banks and/or ask how they are currently complying with the CRA requirements.
 - The Mayor, with the EDC, should call a meeting with the bank presidents and explain how the banks could help the Town achieve some of its economic development goals while meeting their CRA requirements.
 - The Mayor should formally request financial assistance from local banks under the Community Reinvestment Act.

Expected Results: With the completion of this action the EDC will be able to pay for the services of the Coordinator, obtain funds to stimulate development and purchase/control land.

Monitoring: Oversight for this action rests with the EDC. However, implementation will require the support of the Mayor and Town Council.

Responsibility: Mayor; EDC; Council; Lending Institutions

Timing: 1999

Resources: The resources will be gained from local banks (CRA), the Town treasury, federal and state grants and the mortgaging of property.

Action Group: B Resource Development
Action Item: 3. To have the EDC Control Critical Land Parcels

Discussion: If the Town is to control its own economic destiny, it must control its land. At present, Ledyard is totally at the mercy of market forces that, on the whole, are not contributing to the its tax base. To correct this, it is essential that the EDC obtain control over critical parcels in the community and lease or sell these parcels to companies that will contribute to the economic well-being of the Town. We do not urge the EDC to become developers but to facilitate the development process.

- Action Needed:**
- The EDC, through the Town, should gain control of the Indiantown Park and negotiate a land swap with the Mashantucket Pequot Tribal Nation for other property owned by the Mashantucket Pequot Tribal Nation.
 - The EDC, through the Town, should gain control of the Tree Farm and use this site as collateral to obtain operating funds for the EDC.
 - The EDC, through land trades or purchase, should gain control of critical parcels in Ledyard Center to insure and control appropriate development.
 - The EDC should negotiate tax incentives for critical land parcels to ensure desired development.
 - The EDC, through the Town, should gain control of the Gales Ferry Elementary School site, off Route 12, and develop that for commercial uses.
 - The EDC should strongly encourage and support the construction of the Community Center in the LCDD.

Expected Results: By obtaining control of the land, the EDC will have gained a means of obtaining funds and insuring that the Town is in a position to select/help developers that meet local needs.

Monitoring: The process of gaining the land should be initiated by the EDC. Further, it will provide oversight of the disposition of the parcels.

Responsibility: Town Council; EDC; State Representatives

Timing: 2000

Resources: Land Transfers and Sales

Action Group: B. Resource Development

Action Item: 4. To Improve Infrastructure

Discussion: In order to be competitive, Ledyard needs to expand its water and sewer systems. Discussions with regional agencies indicate that neighboring communities such as Stonington, North Stonington, Montville, and Waterford are doing so. Infrastructure needs for the Town include expanding water systems along Route 117, exploring the options of using the sewer capacity of neighboring communities to service industrial sites such as the Dow and Sonoco properties and determining the feasibility of using package treatment plants for industrial sites that are unable to tie into existing sewer systems, water and sewer for Ledyard Center and road infrastructure for Ledyard Center (completion of Fairway Drive and storm water drainage).

According to the Planning Director, recent upgrades to the Highlands Wastewater Treatment Plant have resulted in increased capacity. The Highlands are zoned residential. However, there is a strong desire on the part of the Planning Commission to use reserve capacity for activities other than more new housing.

- Action Needed:**
- Resolve a history of competition to supply water infrastructure. This will be to the benefit of the Town as a whole.
 - Explore opportunities to expand existing water systems around LCDD
 - Complete the road infrastructure in Ledyard Center.
 - Research package treatment technology or the use of the Mashantucket Pequot system as an affordable option.
 - Run a pipeline from the Loftus wellfield up Shrewville Road to the Highlands neighborhood.
 - Support the Planning Commission suggestion to establish an overlay zoning district, allowing office park or R and D on the large vacant tracts near Highlands that have access to municipal water and sewer.
 - The Town will need to be an active partner and investor in the development of water and sewer. Businesses, other communities, and regional authorities should all participate.

Expected Results: With the completion of this task, the Town will be well positioned to meet the water and sewer needs of industry and retail firms for years to come. It will also help to protect the environment. Above all, the Town will be competitive with its neighbors.

Monitoring: The actions required to develop infrastructure require the oversight of many different agencies. For this reason, it is essential that the ED Coordinator keep the EDC informed of progress. The EDC could then intervene when required.

Responsibility: Mayor, Planning Commission; Private Sector; Council, EDC and WPCA

Timing: 1999

Resources: EDA Infrastructure Funding; Private Sector Funds, municipal funds

Action Group: C Opportunities
Action Item: 1. To Coordinate and Improve Civic and Tourist Activities

Discussion: Enhance Town character, identity and sense of place by clustering civic projects to reinforce a feeling of “Town Center” . The Town Hall, Post Office, library and grade school are already located in or near the Town Center. Civic uses are critical to obtaining a geographic focal point in Town.

Ledyard should be in a position to capture some of the tourist activity in Southeast Connecticut by showcasing some of its local character and historic sites in Town (Lester House, Sawmill Park, Glacier Park), creating a Farmer’s Market at the Fair Grounds site and by doing more with the Ledyard Fair and Ledyard 5 Person Relays.

- Action Needed:**
- Develop promotional campaigns and materials.
 - Locate the Community Center within Ledyard Center.
 - Explore additional flexible zoning techniques.
 - Increase advertising and media coverage.
 - Work with regional tourism and visitor’s bureau to include local historic sites.
 - Participate in Chamber of Commerce Trade Fairs.
 - Initiate activities such as farmers’ market and horse shows on the Fairgrounds, along with other Town sponsored activities such as the Ledyard Fair.
 - Encourage and direct retail activity in the Center.

Expected Results: These activities, while not directly related to economic development, are important in terms of capitalizing on the Town’s character. When they are implemented, visitors will see the assets of the Town and, hopefully, spend their money at local shops, bed and breakfast facilities and at tourist events. Above all, the Town will have established a sense of place.

Monitoring: The ED coordinator would oversee the promotion activities while the Mayor and regional chamber would have oversight of the “events.”

Responsibility: Mayor, Council; Planning Department, Building Study Committees, Chamber of Commerce; EDC

Timing: 1999

Resources: Department of Tourism, State tourism funds, Chamber of Commerce.

Action Group: C. Opportunities
Action Item: 2. To Further Develop the Lorenz Industrial Park

Discussion: This park is a basic industrial park with minimal amenities. However, it has the ability to attract additional tenants and more active companies. It is urged that the EDC assist Mr. Lorenz in his marketing. Companies such as small to medium scale warehousing, light manufacturing such as machine tools and Just in Time (JIT) manufacturing firms for the submarine base and Electric Boat would be well suited to the site. It is well positioned to quickly attract companies that are looking for sites.

- Action Needed:**
- Encourage Mr. Lorenz to upgrade the amenities on site, in exchange for tax abatements and assist in marketing
 - Upgrade the infrastructure (bring water and Electric Phase III along Route 117) to his property.
 - Market site toward small to medium scale warehousing, light assembly and service firms.

Expected Results: The Lorenz Park will be more marketable and, potentially, could be built to a higher density.

Monitoring: The ED Coordinator would be responsible for overseeing the implementation of this action.

Responsibility: Mr. Lorenz; EDC; WPCA; Infrastructure Grants

Timing: 1999

Resources: Tax abatement; SeCTer; EDA Infrastructure Grants

Action Group: C Opportunities

Action Item: 3. To Facilitate the Development of Ledyard Center

Discussion: Plan after plan has called for Ledyard to create a Town Center with a mixture of retail, office, service and public uses. However, the land is in many parcels, zoning is inappropriate to create a center and public facilities are scattered. This can best be seen in the current proposal to develop a key parcel within Ledyard Center for residential purposes.

Action Needed:

- Provide incentives (e.g. increases to allowable densities, tax abatements) to facilitate land assembly into larger tracts for development purposes.
- Purchase land threatened by inappropriate development or key parcels that would result in larger tracts of land in single ownership.
- Develop a comprehensive Tax Increment Finance (TIF) district for the LCDD with provisions for negotiated tax agreements and density bonuses.
- Provide public investment in streets, fiber optics, water and sewer.
- Assist in the marketing of office space to the regional market.
- Assist in the marketing of apartments to residents and casino employees.
- Strongly encourage and support the construction of the Community Center in the LCDD as it will be a major traffic generator and provide incentives for other retail activities to locate there.
- Explore the possibility of the Community Center being a “private sector” initiative that would provide the Town with taxable property (or payments in lieu of taxes).
- Establish entry points with signage, well defined and streetscaped gateways, sidewalks and road surface treatments to reduce traffic speed.
- Offer tax incentives to developers willing to participate in the LCDD.
- Limit residential uses in the LCDD to encourage more office and retail uses. This could be accomplished by amending the zoning regulations to limit the percentage of new residential development on site.

Expected Results: The completion of these tasks will mean that Ledyard, finally, will have created a Town Center that matches its character and that expands retail activities. It will create a “sense of place.”

Monitoring: Oversight of this project should rest with the Ledyard Center Improvements Advisory Committee. The ED Coordinator would insure that the financial aspects of the project are kept on track.

Responsibility: Planning Commission, Zoning Commission, EDC, and Ledyard Center Improvements Advisory Committee

Timing: 1999 - Ongoing

Resources: The financial inducements would come as a result of tax abatements, tax increment financing agreements and, possibly, land sales.

Action Group: C Opportunities
Action Item: 4. To Explore a Trade for Indiantown Park

Discussion: This site is presently unsuitable for industrial uses. This may provide the Mashantucket Pequot Tribal Nation with an opportunity to develop the site.

Action Needed: • Trade this parcel to the Mashantucket Pequot Tribal Nation in exchange for another developable parcel such as the Clark Farm.

Expected Results: Indiantown Park represents one of the Town's most powerful asset in gaining control of needed, developable land. Once traded, the Town will have control over parcels that could be developed. It would also have land that could be mortgaged to gain funds for the EDC.

Monitoring: The project would require the direct support of the Mayor and Town Council and would be best monitored at the highest level of Town government.

Responsibility: EDC; Mayor; Town Council and Tribal Council

Timing: 1999

Resources: Value of traded land. Legal staff time would also be required.

Action Group: C. Opportunities
Action Item: 5. To Develop the Soneco Gravel Property

Discussion: This property has tremendous potential for industrial use. It is near the submarine base, located along Rt. 12, is separated from residential areas and has access to water, natural gas and fiber optics. Despite the absence of sewer, this site is suitable for many uses such as light manufacturing, research and development as well as warehousing facilities. With limited industrial sites in Town, however, this land should not be solely developed as an office or retail center.

- Action Needed:**
- The EDC should be prepared to assist the owner in the marketing of the property and should also be prepared to offer incentives to attract a company to the site.
 - Pursue US Economic Development Administration assistance to financially assist the owner with infrastructure developments such as water, natural gas, fiber optics and roadway improvements.

Expected Results: Through the marketing efforts and offered incentives, this site should be developed quite quickly. It represents the one of the easiest parcel to develop in Town. At the end of development, Ledyard will have a needed industrial park.

Monitoring: Oversight belongs to the EDC.

Responsibility: Mayor, Owners; EDC

Timing: 2000

Resources: SeCTer; Tax Incentive Financing; Connecticut Department of Economic and Community Development, Economic Development Administration

Action Group: C. Opportunities
Action Item: 6. To Develop the Dow Industrial Property, east side of Route 12

Discussion: Dow Chemical is a stable company that is of critical importance to the Town. If the EDC were to play an active role in developing industrial sites, the Town could negotiate a deal in which Dow gives land ownership to the EDC in exchange for a tax break on its existing facility. This site has potential for light industrial or warehouse activities. It is a prime site close to major transportation routes, separated from residential areas, is tied to the water system and would join an already existing industrial activity. The lack of a sewer system does pose a liability. According to Dow officials, they have no excess capacity at their current wastewater treatment plant.

Action Needed:

- The EDC should work with Dow to actively market the site for industrial uses or negotiate with Dow for transfer of ownership to the EDC.
- Pursue US Economic Development Administration assistance to financially assist the owner with infrastructure developments such as water, natural gas, fiber optics and roadway improvements.
- The EDC should meet with company representatives to see how the Town can help the company. It was noted in the interviews that the Company would appreciate help in dealing with the Building Code and in receiving timely responses from the State DEP.

Expected Results: The site will be developed with industrial uses that are complimentary to Dow Chemical and in character with the surrounding neighborhood.

Monitoring: The EDC, after opening discussions with Dow, will have oversight.

Responsibility: Mayor; EDC; Dow

Timing: 2000

Resources: TIF; Tax Abatements; SeCTer;

Action Group: C. Opportunities
Action Item: 7. To Further Develop the Route 12 Corridor

Discussion: The Town should pursue the full development of the commercially zoned area along the Route 12 Corridor for service, office, light industrial and small-scale retail activity. It is located along a state-numbered highway, will minimally disrupt residential areas and is on the water line.

This area has aesthetic qualities that are important to keep. Route 12 is an excellent area in which to focus development.

Action Needed:

- The Town should create a Village District zone for the Gales Ferry Center and apply strong site plan and design standards to all development along the corridor.
- Undertake a comprehensive access management plan for the Route 12 Corridor
- New development should be oriented so that there is minimal change to the highway frontage (limiting curb cuts).
- Evaluate the reuse of the Gales Ferry Elementary School site as a commercial property given the locational characteristics of the site.
- The Town should be prepared to reward development with a density bonus or a tax abatement where large parcels are created through land assembly, and where a developer is willing to build or invest in a sewage treatment system(s).

Expected Results: The Town will have established attractive, aesthetically pleasing opportunities for development while avoiding the creation of a commercial strip. It will also have expanded opportunities for commercial development.

Monitoring: The zoning aspects of this action are the responsibility of Planning and Zoning Commissions. The school is controlled by the School Department. The EDC will have the responsibility of presenting the options and overseeing their implementation.

Responsibility: Mayor; Town Council; Planning and Zoning Commissions; School Department, EDC

Timing: 2000

Resources: Staff time for the EDC Coordinator and the Planning Director.

Action Group: C. Opportunities
Action Item: 8. To Encourage Retail Activities

Discussion: Ledyard residents spend their fair share on retail activities. However, since the Town has little to offer by way of retail shops, the residents spend their money elsewhere. Encouraging more retail activity could help capture more of Ledyard residents' retail sales that leak to outside communities. The Riverside Village Mall site in particular would benefit from a public/private venture to aesthetically improve the property as it is the most visible portion of and anchor to the Route 12 commercial strip. Likely retail targets would be bookstores such as Barnes and Noble, coffee shops such as Starbucks Coffee, upscale food markets such as Bread and Circus or Trader Joe's, sports shops such as EMS Sports or Ski Shops and other specialty stores.

- Action Needed:**
- Explore market niches for sporting goods, food and wine shops, bookstores, technology related retail, and specialty stores.
 - Pursue select retail activities that stress convenience and specialization.
 - Share the marketing information presented in this report with prospective developers of Ledyard Center and the commercially zoned areas along Route 12 (especially the Gales Ferry Village District).
 - Examine infill opportunities, such as an expanded supermarket at the Riverside Mall such as a "Bread and Circus" or "Trader Joe's".
 - Initiate a Facades and Signs Design improvement programs to improve the aesthetic qualities of the Rt. 12 Corridor

Expected Results: At the completion of this action, the Town will be in a position to target firms that match the Town's socio economic profile.

Monitoring: The EDC and ED Coordinator

Responsibility: EDC, Planning and Zoning Commissions

Timing: 1999 - 2000

Resources: The costs for this activity are essentially staff time.

Action Group: C. Opportunities

Action Item: 9. To Explore the Development Potential for the Pfizer Property

Discussion: The Pfizer property, along Rt. 214, was previously used by the company as a storage and disposal area. It is now vacant and has potential for redevelopment.

Action Needed:

- Determine the extent of contamination on the site and potential for reuse of a portion of the site.
- The EDC should explore the possibilities of developing the land in the long term for conference facilities, office or research and development operations.

Expected Results: At the completion of this task, the Town will have a clear understanding of how this parcel can be best used and whether Kaiser intends to develop it, sell it or lease it. It is a beautiful parcel and represents a key opportunity for the Town.

Monitoring: The EDC will have to open discussions with Pfizer and oversee any environmental studies.

Responsibility: Mayor, EDC, Owners

Timing: 2001

Resources: The key costs will be staff time and, possibly, the cost of testing for environmental pollution.

Action Group: C Opportunities

Action Item: 10. To Explore Options for the Tree Farm and the Clark Farm Site

Discussion: These sites have excellent prospects for office, service or light industrial activity within a park setting.

Action Needed:

- The Town, through its State Senator and Representative, move to strike the prohibition against development on the Tree Farm site (See Legislative Agenda A-2).
- The Town should explore the possibility of trading the Clark Farm site with the Tribal Council for some other property such as Indiantown Park.
- The properties should be turned over to the EDC.
- Use the sites as an equity match for other grants and funds.

Expected Results: The Town will have a clear picture of whether the site can be developed for industrial/commercial uses. It will also be in a position to possibly use the property for trading purposes.

Monitoring: The Mayor and Town Council would have the responsibility for overseeing the legislative actions and gaining control of the land. The EDC would be responsible for insuring that the process works such that it gains control of this asset.

Responsibility: State Legislature; Council; EDC; Holdridges, Tribal Council

Timing: 2001

Resources: Staff time from the Town Planner, Town Attorney and ED Coordinator.

SUPPORTING DOCUMENTATION

Section One: Ledyard and its Region: Assets and Liabilities

Section Two: Summary Report on Citizen Input

Section Three: Assessment of Development Capacity

Section One: Ledyard and its Region: Assets and Liabilities

This sections outline the existing socio economic profile of Ledyard residents and the community. The purpose of this profile is to provide a statistical basis to the development capacity and recommendations for economic development within the community.

Historic Profile

Ledyard, Connecticut, a suburban community with an estimated population of 15,800, covers 40.5 square miles (38.14 sq. miles is land area). It was first settled in 1653 and was incorporated after separation from Groton in 1836. Ledyard is located on the Thames River estuary in the southeastern part of the state, and is surrounded by the Towns of Preston, North Stonington, Stonington and Groton. An important influence on the Town comes in the form of the U.S. Navy Submarine Base, the northern half of which is located in Ledyard. Although major employers located within and near the community include Dow Chemical and Foxwoods Casinos, a majority of Ledyard's working population commutes to businesses located in Norwich, New London and Groton. The settlement of Ledyard is characterized by abundant single-family housing, separated by numerous red maple swamps and rocky, rugged uplands.

From an economic development perspective, the most important point is that Ledyard has had a long tradition of relying on the region for its job base. The fact that there were (and are) plentiful jobs in the Region has lulled the community into a degree of complacency: It did not have to create a strong economic base in order to prosper. However, once the Mashantucket Pequot Tribal Nation achieved sovereignty, the submarine based and surrounding defense industries downsized, the nearby state hospital closed, and the cost of government began to rise, conditions began to change. Today, while Ledyard is in the position of having an enviable job employment profile, it concurrently has an enormous residential tax burden.

Land Area and Density

Ledyard has a land area that is only 5.8% of that of New London County yet it accounts for approximately 6.2% of its population. This is reflected in the density figures in the following Table. When compared to the State, however, Ledyard is only half as densely populated. This low density is, in part, due to the topographical conditions and wetlands as well as a result of sewer/water system avoidance. The development approach using existing utilities makes sense, yet it is ultimately a limiting factor as Ledyard will lose development to surrounding communities that offer better development potential and infrastructure. Ledyard has not, until the present, endeavored to create development capacity. The net result is that the Town is largely characterized by large lots, farmland, open space and a rural character. Such an environment has not been conducive to economic development. Indeed, even its Town Center is characterized by open space: There is an impression, to paraphrase Gertrude Stein, “no there, there”.

Population

Ledyard has experienced an increase in population since the 1990 census count. Furthermore, its population is expected to increase at a faster rate than that for the county and the state. The growth of Ledyard is not surprising given the high quality of life found in the Town. Further, throughout Connecticut and New England there is a continued spread away from core cities to suburban and rural areas. What is different in Ledyard's case is that the new growth has been overwhelmingly residential: The Town has not created conditions that would attract commercial and industrial development in balance with residential growth and community character.

Population Growth and Estimates since 1990

Year	Ledyard		New London County		Connecticut	
	Population	% Change	Population	% Change	Population	% Change
1990	14,913		254,957		3,287,116	
1995	15,880	6.5	254,890	-0.03	3,289,090	0.06
2000	16,780	5.7	255,630	0.29	3,316,120	0.82
2005	17,180	2.3	261,050	2.12	3,364,080	1.45

Source: Connecticut Department of Economic and Community Development, 1995

Population Density Estimates for 1995

Criteria	Ledyard	New London County	Connecticut
Land Area (sq. miles)	38.14	666.1	4,845.4
Population Density (per sq. mile)	416.3	382.7	678.8

Source: Connecticut Department of Economic and Community Development, 1995

Employment Profile

The following tables profile the employment characteristics for Ledyard and areas located within a 10 mile and 15 mile radius from the Junction of Routes 117 and 214 (Information Decision Systems, 1998).

Total Employment. This variable allows for the determination of the number of employees (daytime population) and the number of businesses located around a particular site. Ledyard, dominated by the Foxwoods Casino Complex as an employer, shows a much higher ratio of number of employees to businesses. It is interesting that Ledyard has such a large number of employees per business: This is far more reflective of a New England mill town than a rural/suburban community.

	Ledyard	10 Mile Radius	15 Mile Radius
Total Employment	16,420	89,191	112,494
Total Businesses	312	6,216	9,329
Employees per Business	53	14	12

Source: Southern Connecticut Council of Governments (1998) and Information Decision Systems (1998).

Off the 16,420 people employed in Ledyard, approximately 12,000 work at Foxwoods. Off these 12,000, only about 10% are Ledyard residents. The unemployment rate in Ledyard is 4.1 percent, amongst the lowest in the region. This is also reflected in the fact that Ledyard has more jobs (16,420) than residents in the labor force (7,913). Put another way, there are more than 2 jobs for every resident in the labor force. However, commuting patterns show that the overwhelming majority of Ledyard residents work outside the Town as only about 10% of all jobs in Ledyard belong to Ledyard residents. This is certainly an indication that the jobs in Ledyard do not match the professional and technical attributes of its residents.

Ledyard’s resident workforce is highly educated and skilled. This is an asset that should be marketed to prospective businesses and industry. If Ledyard is to strengthen its economic base by drawing on the strengths of its citizens, it needs to foster firms that are directly related to, or spin offs from, industrial clusters already existing in the region. These are a) defense technology, engineering and advanced manufacturing, b) health care and biotechnological, and c) marine research and education.

Of these types of firms, the most promising is biotechnology. We know that Pfizer is growing, that it will require new space after the year 2003 and that it owns land in Ledyard. On the other hand, Ledyard’s infrastructure system (water, sewer, fiber optics) is not in place and its zoning, at present, does not allow biotechnology uses.

Employee Occupation. These variables break down the total employees by major occupations. Employee occupation data allows an assessment of the composition of the labor force. Once again, Ledyard does not show balanced economic sectors (manufacturing, trade and service employment distribution). Ledyard’s employment base is almost entirely in the service sector.

	Ledyard	10 Mile Radius	15 Mile Radius
Total Employment	16,420	89,191	112,494
<i>Sectors as a Percentage of Total</i>			
Service Employees	91.7	45.2	42.1
Retail Trade Employees	2.9	15.5	18.4
Construction Employees	2.1	4.4	5.4
Transportation, Comm., Util. Employees	2.0	6.0	5.5
Manufacturing Employees	1.0	22.0	20.3
Finance / Insurance / Real Estate Employees	0.7	4.0	4.2
Agriculture / Forestry / Fishing Employees	0.5	0.5	1.1
Mining Employees	0.0	0.1	0.1
Wholesale Trade Employees	0.0	2.4	2.7

The employment data also shows three additional factors. First, Ledyard does not reflect the manufacturing base of the region. This, once again, is most likely due to its lack of infrastructure and fragile lands. Secondly, that Ledyard has not developed its retail trade base. Its shops in Ledyard Center and Gales Ferry offer little more than meeting the most basic of shopping needs. Finally, Ledyard is woefully underrepresented in both the wholesale and the Finance/Insurance/

Real Estate (FIRE) categories. This represents tremendous marketing potential for the future development of the Lorenz Industrial Park, among others, and Route 12 Corridor. This sector

makes few demands on infrastructure and given Ledyard's water and sewer constraints, might be an ideal sector to target.

Businesses. In addition to providing information on daytime population, this report contains information on all businesses in the area and classifies them by business type. The most interesting factors concerning this data are threefold. First, while FIRE employment is well below the regional average, the number of FIRE businesses matches the region (10-mile radius). This suggests that Ledyard's companies have an opportunity to grow and will likely need space. Secondly, Ledyard has a disproportionate share of the region's construction businesses. While this is positive in the sense of high wages, these businesses are extremely cyclical and offer little upward mobility. Finally, Ledyard still has the remnants of its agricultural roots: It is still far more apt to have agricultural businesses than those communities that are 10-15 miles distant.

	Ledyard	10 Mile Radius	15 Mile Radius
Total Businesses	312	6,216	9,329
<i>Sectors as a Percentage of Total</i>			
Service Businesses	37.5	39.6	37.2
Construction Businesses	23.7	16.1	17.4
Retail Trade Businesses	17.0	22.1	23.3
Finance / Insurance / Real Estate Businesses	8.3	8.3	7.6
Transportation, Comm., Utility Businesses	5.8	3.6	3.7
Agriculture / Forestry / Fishing Businesses	4.8	1.8	2.0
Manufacturing Businesses	1.3	4.2	4.3
Wholesale Trade Businesses	1.3	4.2	4.3
Mining Businesses	0.3	0.0	0.1

Top Ten Assessments

This data, from 1994, is quite interesting. The "good news" is that they are all "solid." The "bad news" is that Ledyard cannot depend upon them for any significant increase in the tax base. The exception being that there is a strong possibility that the Mashantucket Pequot Tribal Nation will continue to develop properties that are off the reservation and that will be subject to taxation

1. Dow Chemical Company	\$28,051,066
2. Two Trees Partnership I	14,576,376
3. Mashantucket Pequot Tribal Nation	9,805,758
4. Flintlock Associates Ltd. Partnership	4,307,522
5. Connecticut Light and Power	3,621,226
6. Yankee Gas Service	1,786,684
7. City of Groton	1,467,550
8. HLM Developments, Inc.	1,355,154
9. New England Self Storage	1,205,050
10. Riverside Mall	1,111,950

Source: Connecticut Department of Economic and Community Development, 1994

Income Characteristics

This data shows that Ledyard is more prosperous than its surrounding communities. It reflects the fact that the community has a high quality of life and that, based on current indices, it likely to continue to attract people who are relatively prosperous.

Median Household Income (\$)	Ledyard	10 Mile Radius	15 Mile Radius
1990 Census	50,016	36,079	37,254
1998 Estimate	64,228	45,483	46,824
2003 Projection	74,538	52,593	53,910
Per Capita Income (\$)			
1990 Census	18,856	15,950	16,331
1998 Estimate	24,258	21,013	21,444
2003 Projection	29,283	25,417	25,888

Source: Information Decision Systems, 1998

Comparison of Tax Base, Tax Rates and Building Permit Fees

The following Table indicated aggregate valuation of taxable property in Ledyard and its surrounding communities. Based on these figures we can see the proportion of real property that is classified as residential and non residential. As can be noted, Ledyard (second only to Preston) is heavily dependent on its residential sector, with 86% of its tax base coming from residential development. As such, a significant burden of improved services and infrastructure falls on the residential community. A sustainable community has approximately 70 percent residential to 30 percent commercial / industrial ratios. A further assessment of the ratio of residential to non-residential development shows that Ledyard carries a significantly larger share than its surrounding communities.

Given this information, and the desire to improve schools, it would appear that Ledyard should be ready to look toward means of reducing its residential tax burden and attracting commercial/industrial activity in concert with the community's environment.

Aggregate Valuation of Taxable Property

Town	Residential	Commercial	Industrial	Undeveloped	Total
Groton	818,831,180	248,994,530	322,788,790	35,052,290	1,426,747,280
Ledyard	405,981,800	34,380,120	11,337,480	19,804,540	472,598,250
Montville	414,633,221	47,852,730	35,138,020	27,218,520	526,369,351
New London	489,246,800	315,837,480	8,049,300	4,283,930	817,608,050
North Stonington	204,240,879	21,037,500	8,422,120	21,068,530	257,928,119
Norwich	842,106,687	293,789,895	61,699,720	28,198,130	1,227,411,882
Preston	151,273,824	7,850,570	1,093,770	6,561,730	170,365,984
Stonington	778,058,830	170,123,450	26,527,410	18,108,610	996,754,140
Waterford	624,615,040	150,438,750	23,804,180	47,016,000	1,542,370,890

Source: Connecticut Office of Policy Management, Intergovernmental Policy Division, 1997

Proportion of Real Property (as a percentage of Total)

Town	Residential	Commercial	Industrial	Open Space
Groton	0.57	0.17	0.23	0.02
Ledyard	0.86	0.07	0.02	0.04
Montville	0.79	0.09	0.07	0.05
New London	0.60	0.39	0.01	0.01
North Stonington	0.79	0.08	0.03	0.08
Norwich	0.69	0.24	0.05	0.02
Preston	0.89	0.05	0.01	0.04
Stonington	0.78	0.17	0.03	0.02
Waterford	0.40	0.10	0.02	0.03

Ratio of Residential to Non-Residential Development

Town	Ratio of Residential to Non-Residential Development
Groton	1.43
Ledyard	8.88
Montville	5.00
New London	1.51
North Stonington	6.93
Norwich	2.37
Preston	16.91
Stonington	3.96
Waterford	3.58

Source: Connecticut Office of Policy Management, Intergovernmental Policy Division, 1997

Comparison of Commercial Tax Rates and Building Permit Fees

City / Town	Tax Rate/\$1000	Building Permit Fee
Groton Town	\$24.45	\$20 min + \$8 / \$1,000 in value after first \$1,000 value
Groton City	\$29.55	\$20 min + \$8 / \$1,000 in value after first \$1,000 value
Ledyard	\$28.90	\$10 min + \$4 / \$1,000 in value after first \$1,000 value
Montville	\$26.00	\$10 min + \$6 / \$1,000 in value after first \$1,000 value
Mystic	\$30.59	\$20 min + \$8 / \$1,000 in value after first \$1,000 value
New London	\$27.30	\$12/ \$1,000
North Stonington	\$24.25	\$8/\$1,000
Norwich City	\$28.79	\$20 min + \$12/ \$1,000 in value after first \$1,000 value
Norwich Town	\$25.15	\$20 min + \$12/ \$1,000 in value after first \$1,000 value
Preston	\$26.50	\$0.30 / sft.
Stonington	\$22.85	\$4 / \$1,000
Waterford	\$14.93	\$10 min + \$6 / \$1,000 in value after first \$1,000 value

Source: Telephone Survey

The commercial tax rates in the Town of Ledyard matches those found in the nearby cities of Groton and Norwich. When considering that these two cities have considerably better infrastructure (water and sewer capacity), the tax rates in Ledyard are relatively high. The rates for residential and commercial development, for all the communities surveyed, are the same. The assessment ratios for all the communities is also a uniform 70%. As such, the residential tax rate in Ledyard is also relatively high compared to other surrounding towns. While normalized

tax rates might make Ledyard's rate look more favorable, it is the overall tax burden that businesses assess when looking to locate within a community. As such, Ledyard would still fall in a higher category and be less competitive than its surrounding communities.

Retail Profile

This section is based on annualized data from the Consumer Expenditure Survey and the Census of Retail Trade, both conducted by the U.S. Department of Commerce (Information Decision Systems, 1998). It indicates the amount spent by Ledyard residents (not necessarily dollars spent in stores located within Ledyard), and expanded to residents within 10 miles and 15 miles from the Junction of Routes 117 and 214, in various retail sectors.

The summary Table presented below indicates that Ledyard households spend slightly more on retail activities in general (all sectors except drugs). The summary Table along with the detail expenditure Tables and the lifestyle indices that follow, indicate that Ledyard residents have similar spending patterns as their neighbors, as such, there is no reason why the Town cannot capture its fair share of retail development. Currently, the Town of Ledyard has little to offer in terms of retail activity and residents must shop elsewhere. It is our opinion that the Town should pursue specialized retail activity, that doesn't necessarily compete with Walmarts or what's available at the Crystal Mall in Waterford or the New London Mall, but caters to goods and services that offer convenience and choice to Ledyard residents as well as those in surrounding communities.

Summary of Retail Expenditures

	Ledyard		10 Mile Radius		15 Mile Radius	
	\$s (000)	per HH	\$s (000)	per HH	\$s (000)	per HH
Total Retail Sales	197,490	36,708	2,139,789	35,027	3,316,162	35,354
Food Service	36,921	6,863	12,758	6,757	637,230	6,794
Drug	4,603	855	55,264	905	86,198	919
Apparel	15,821	2,940	165,362	2,707	255,812	2,727
Leisure & entertainment	3,427	637	35,614	583	54,996	586
Automotive	13,591	2,526	147,511	2,415	229,514	2,447
Home Furnishings	8,677	1,613	88,649	1,451	137,653	1,468
Other Retail Sales	114,450	21,273	1,234,628	20,210	1,914,758	20,413

Summary of Expenditures as a percentage of Household Income

	Ledyard	10 Mile Radius	15 Mile Radius
Total Retail Sales	57%	77%	76%
Food Service	11%	15%	15%
Drug	1%	2%	2%
Apparel	5%	6%	6%
Leisure & entertainment	1%	1%	1%
Automotive	4%	5%	5%
Home Furnishings	3%	3%	3%
Other Retail Sales	33%	44%	44%

Food Services. This category of retail sales includes dollars spent on groceries, dollars spent at fast food restaurants and dollars spent at full service restaurants.

	Ledyard		10 Mile Radius		15 Mile Radius	
	\$s (000)	per HH	\$s (000)	per HH	\$s (000)	per HH
Food Service	36,921	6,863	412,758	6,757	637,230	6,794
Groceries	23,742	4,413	269,099	4,405	415,499	4,430
Fast Food	6,465	1,201	70,264	1,150	108,434	1,156
Breakfast	433	80	4,804	79	7,526	80
Lunch	1,840	342	19,529	320	30,111	321
Dinner	3,389	630	37,080	607	57,170	609
Snacks & Beverages	804	149	8,852	145	13,625	145
Full Service	5,520	1,026	59,991	982	92,574	987
Breakfast	364	67	4,039	66	6,326	67
Lunch	1,544	287	16,382	268	25,254	269
Dinner	2,842	528	31,085	509	47,932	511
Snacks & Beverages	770	143	8,485	139	13,063	139
Alcoholic Beverages	1,193	221	13,404	219	20,723	221

Drugs. This category of retail sales includes dollars spent on prescription drugs, non-prescription drugs and personal care products including toiletries and cosmetics.

	Ledyard		10 Mile Radius		15 Mile Radius	
	\$s (000)	per HH	\$s (000)	per HH	\$s (000)	per HH
Drugs	4,603	855	55,264	905	86,198	919
Non-Prescription	631	117	7,338	120	11,360	121
Prescription	2,197	408	27,320	447	43,079	459
Personal Care	1,775	330	20,606	337	31,759	339

Apparel. This category of retail sales includes dollars spent on all apparel, footwear, jewelry and other accessories.

	Ledyard		10 Mile Radius		15 Mile Radius	
	\$s (000)	per HH	\$s (000)	per HH	\$s (000)	per HH
Apparel & Accessories	15,821	2,940	165,362	2,707	255,812	2,727
Apparel	11,611	2,158	120,848	1,978	187,023	1,994
Women's	5,894	1,095	61,883	1,013	96,016	1,024
Men's	3,302	613	34,920	572	54,058	576
Girl's	832	154	7,860	129	12,134	129
Boy's	1,067	198	10,419	171	16,139	172
Infants	516	95	5,767	94	8,675	92
Footwear	2,608	484	27,967	458	43,093	459
Jewelry & Accessories	1,602	297	16,548	271	25,696	274

Leisure and Entertainment. This category includes dollars spent on pet care, sporting goods, children's toys, video cassettes and video games.

	Ledyard		10 Mile Radius		15 Mile Radius	
	\$s (000)	per HH	\$s (000)	per HH	\$s (000)	per HH
Leisure & Entertainment	3,427	636	35,614	583	54,996	586
Pet Care	143	26	1,669	27	2,579	27
Sporting Goods	953	177	9,516	156	14,764	157
Toys	1,128	209	11,728	192	13,092	193
Video Cassette Purchase	545	101	5,813	95	8,893	95
Video Cassette Rental	399	74	4,388	72	6,788	72
Video Games	269	50	2,500	41	3,881	41

Automotive. This category of retail sales includes dollars spent on gasoline, motor oil and routine auto maintenance items including tune-ups, oil changes and tires.

	Ledyard		10 Mile Radius		15 Mile Radius	
	\$s (000)	per HH	\$s (000)	per HH	\$s (000)	per HH
Automotive	13,591	2,526	147,511	2,415	229,514	2,447
Automotive Products	8,860	1,646	96,947	1,587	151,182	1,612
Gasoline	7,458	1,386	81,998	1,342	127,830	1,363
Motor Oil & Auto Fluids	140	26	1,584	26	2,462	26
Tires	1,007	187	10,611	174	16,588	177
Batteries / Accessories	255	47	2,754	45	4,302	46
Automotive Services	4,731	879	50,564	828	78,332	835
Oil Changes	235	43	2,554	42	3,956	42
Tune-ups	420	78	4,496	74	6,939	74
Clutch / Transmission	501	93	5,388	88	8,364	89
Brake Repairs	476	88	5,049	83	7,817	83
Body Work / Paint / Glass	458	85	4,634	76	7,177	77
Steering / Front End Alignment	342	63	3,651	60	5,640	60
Other Automotive Services	2,299	427	24,792	406	38,440	410

Home Furnishing. The Home Furnishings category includes major appliances, furniture, TVs, VCRs, stereo components, housewares, small appliances, etc.

	Ledyard		10 Mile Radius		15 Mile Radius	
	\$s (000)	per HH	\$s (000)	per HH	\$s (000)	per HH
Home Furnishings	8,677	1,612	88,649	1,451	137,653	1,468
Refrigerators / Freezers	290	53	3,112	51	4,916	52
Washers / Dryers	158	29	1,751	29	2,697	29
Other Major Appliances	585	108	6,297	103	9,704	103
Living / Dining Room Furniture	1,371	254	14,157	232	21,821	233
Bedroom Furniture	352	65	3,397	56	5,270	56
Other Furniture	318	59	3,290	54	5,058	54
TV / VCR / Camcorders	623	115	6,733	110	10,397	111
Audio Components / Systems	662	123	6,695	110	10,401	111
Computers	677	125	6,333	104	9,850	105
Housewares	1,851	344	18,943	310	29,435	314
Small kitchen Appliances	199	36	2,128	35	3,291	35
Photo Equipment & Sales	212	39	2,219	36	3,489	37
Hardware	1,379	256	13,595	223	21,323	227

The retail spending profile, coupled with the lifestyle characteristics of Ledyard residents (presented in the following Table) indicates the spending patterns of Ledyard residents. The following Table indicates aspects in which participation of Ledyard residents is 10% or more higher than the national or county participation rates. When these patterns are compared to the existing retail opportunities within Ledyard, one can start to identify market niches and gaps. For example, Ledyard residents have a higher propensity for gardening and home workshops. This might explain, in part, the success of the Holdridge Garden and Hardware store in Ledyard Center. In the same vein, one can note the propensity of Ledyard residents to spend on fine wines and the lack of retail opportunities for gourmet food and wine. Ledyard residents are also very active in sports (note the high percentages of people interested in tennis, golf, sailing, skiing and jogging). Sports related retail is certainly a market to be tapped. Similarly, technology related markets would have an advantage. In our opinion, although residents have the spending potential, the Town doesn't have the land area required to attract large scale retail such as

appliance stores, discount super stores or automotive dealerships as these uses tend to cluster together. For example, there are usually two or more auto dealerships in close proximity to each other or a 'Walmart' will locate near a 'Staples' or a 'Costco'. The data presented in this profile can be used in marketing strategies for retail recruitment to Ledyard. Appendix C details the retail market profile for Ledyard residents within five major categories -- the good life, high technology, sports and leisure, outdoor and domestic activities.

In a final analysis, the data suggests that there is an untapped retail market for Ledyard. Indeed, there are retail firms that are not located in or attracted to malls that could successfully find a place in either Ledyard Center or Gales Ferry Village Center. This is good news for, in the case of Ledyard, it portrays a condition under which an expanded retail presence in the Town Center could be developed.

Lifestyle Characteristics of Ledyard Residents

Lifestyle Index	Higher than the County	Higher than the U.S.
Veterans Benefits / Programs	92%	62%
Snow Skiing	50%	122%
Frequent Flyer	44%	76%
Career Oriented Activities	41%	49%
Electronics	38%	26%
Motorcycles	37%	26%
Running / Jogging	36%	35%
Personal / Home Computers	35%	42%
Tennis	33%	75%
Science / New Technology	33%	51%
Boating / Sailing	23%	49%
Home Workshop	23%	27%
Home Video Games	22%	
Cultural Events	21%	50%
Gardening	19%	23%
Current Affairs / Politics	18%	26%
Camping / Hiking	18%	
Recreational Vehicles / 4-WD	18%	
Bicycling Frequently	17%	
Wines	15%	58%
Automotive Work	14%	
Golfing	12%	27%
VCR Recording Viewing	12%	
Hunting / Shooting	12%	
Needlework / Knitting	11%	10%
Fishing	11%	
Gourmet Cooking		29%
Stock / Bond Investment		22%
Photography		18%
Physical Fitness / Exercise		17%
Real Estate Investment		15%
Household Pets		13%

In Summary

After reviewing all of the above data, there are eleven points that emerge that are important to the Town in terms of economic development. These are noted below.

1. Ledyard's location has traditionally enabled it to rely on communities beyond its borders for the job base of its working citizens.
2. Changes in the region's economy (downsizing, lower paying wages) have occurred concurrently with increase in the cost of government.
3. The lack of water and sewer infrastructure systems has contributed to Ledyard's low density character. It has also discouraged economic development.
4. Ledyard's population is growing faster than the Region. This reflects its high quality of life.
5. Ledyard is over-reliant, in comparison with surrounding communities, on larger firms for its employment base.
6. Ledyard is woefully under-represented, in comparison with the region, in manufacturing, transportation, wholesale and retail employees.
7. The jobs in Ledyard are not representative of the resident workforce. Only about 10% of the jobs belong to Ledyard residents. The majority of Ledyard residents commute out of the Town for work opportunities.
8. Companies with the ten largest assessments in Ledyard are not, as a collective, likely to grow substantially.
9. Ledyard's household and per capita income levels are far above, and are likely to continue to be, those of the region. There is a likelihood of "impulse income" being available.
10. The portion of Ledyard's tax base that is residential is among the highest in the region. When compared to its nine surrounding towns, it is second only to Preston.
11. There is an untapped retail potential in Ledyard.

Section Two: Summary Report On Citizen Input

Citizen input was gathered in three distinct ways. First was a community wide workshop attended by over 150 community residents and business people to discuss the key issues and trends that they felt needed to be addressed in the economic development plan. The second was a set of comprehensive one-on-one interviews with key players in the community to get their insights and finally, the draft report was presented for comment and support to the citizens in another community wide workshop.

The townspeople who participated in the economic development workshops expressed concern for the future of Ledyard. They recognized that the residential tax burden is heavier than most neighboring communities and that it is likely to increase, given the lack of a substantial economic base. They also noted that the Town's school system, while a source of community pride, is under funded. They also observed that the Mashantucket Pequot Tribal Nation is a significant factor. It offers employment to the region but contributes little directly to the Town's tax base. Most desired better relations with the Mashantucket Pequot Tribal Nation. The townspeople have pride in their Town, have strong positive feelings for the community and place a great amount of emphases on quality of life. They want the rural character of the community to be protected and they want to see current patterns of development respected. In summary, the citizens want an economic strategy that fits within the special context, that is Ledyard. It must emphasize a careful balance between growth and community character. Finally, the residents want quality development that represents the Town's character and that contributes to Ledyard's "sense of place". Economic development must improve each citizen's quality of life!

Citizen Input During the Planning Phase

The following represents a summary of the workshop held on July 9, 1998, and interviews with community leaders from the private, public and non-profit sectors. (Please note that the specific remarks of the citizens and leaders can be found in Appendix D.)

On Location

Most of the citizens believe that Ledyard is well situated. From a regional perspective, the cities of New London, Hartford, New Haven, Providence and Worcester, as well as Boston and New York, are easily accessible via nearby Interstates 95 and 395 and State Route 2. They also noted, however, that the connections to these highways involves traveling on crowded, narrow roads.

On Jobs

The citizens noted that jobs are plentiful in the region. However, there is concern over the permanence of the jobs, the types of jobs and the future of jobs in Ledyard itself. Concerning the permanence of jobs, they noted that the defense industry has dramatically downsized and are aware that the Department of Defense is calling for further base closures. (Whether this would specifically impact the defense base in the region cannot be predicted.) The concern over the types of jobs centers upon the fact that the wages paid at the casinos are quite moderate and that there is minimum upward mobility. Finally, concerning the location of jobs, they noted that it is increasingly necessary to commute in order to find jobs that match their skills.

On Infrastructure

The citizens noted that the Town has incomplete water and sewer systems. Most applaud the development of the new water system along the Route 12 Corridor. Perhaps most importantly, they are concerned with the lack of a Town-wide sewer system. This concern centers upon both an over-reliance on septic systems and that the lack of a sewer system is a deterrent to economic development.

On the Business Climate

Most of the citizens perceive that Town government has undertaken few efforts to attract new economic development. There is no one person or organization that is designed/prepared to handle inquiries, to put out a welcome mat or to assist anyone interested in coming to Ledyard. Furthermore, there are issues related to the inconsistent enforcement of the building code (which seems to be outdated).

On Relations with the Mashantucket Pequot Tribal Nation

The citizens are well aware of the historic tensions between the Town and the Mashantucket Pequot Tribal Nation. They are, perhaps more importantly, worried about the future plans of the Mashantucket Pequot Tribal Nation. Given the sovereignty of the Mashantucket Pequots, the concerns of the citizens can be easily understood. Finally, there is an overwhelming desire on the part of the citizens to improve relations with the Mashantucket Pequot Tribal Nation such that a spirit of cooperation can occur.

On Taxes

The citizens note that the property taxes in Ledyard are the highest in the region. They also note that their school system is amongst the least funded (on a per student basis) in Connecticut. Given these conditions, they clearly see the need for development in concert with Ledyard's character that will provide residential tax relief and an expanded tax base.

On the Environment

The citizens do not want growth that will negatively impinge upon the fragile environmental character of community. They note that Ledyard is full of wetlands, swamps and ecologically sensitive lands. (One citizen stated that Ledyard is really a series of islands surrounded by water!) They clearly note that any growth must be most respectful of these conditions.

On Housing and Community Spirit

The citizens are justly proud of their housing. It is largely a mixture of well built single family homes that fit within the community's rural character. There is considerable evidence of reinvestment. The citizens are also proud of the town's voluntary spirit and point out that there is a strong tradition of community cooperation and volunteerism. This, they believe, is a result of a mixture of cultural diversity, strong family values and a collective commitment to improve their community.

On Government Services

There is considerable positive feeling toward Town government. The operation of the schools, library, senior citizen housing and center all received significant praise.

On the Town Center and Town Identity

As proud as the citizens are of the community character, they note that there is a lack of Town identity. This may be due to the fact that the Town is really three communities (Ledyard, Gales Ferry and Foxwoods). Most citizens, however, believe that the lack of identity rests most strongly with the fact that there is a weak Town Center. They strongly support efforts to create such a center, including commercial activities, provided that it is in character with the community.

On Marketing

There are perspectives that Ledyard does not market itself. One nearby industrialist went so far as to state that “Ledyard isn’t even on our radar screen.” There is, indeed, a lack of information concerning Ledyard’s economic potential.

On the Lorenz Property

There is need to find an adequate sewer connection for this site and to help the owners to market its potential.

On the Pfizer Property

This site must be examined carefully. The degree of chemical contamination must first be determined. This should be followed by long term discussions with the Company concerning its future use, including its potential as a hotel/conference facility.

On the Dow Property

There is no excess wastewater treatment capacity at Dow. However, there is land that is not being used. Discussions over its future use are in order.

In Summary

From the citizens input the following ideas emerge:

- The Town should improve relations with the Mashantucket Pequot Tribal Nation.
- The Town should seek out ways of lowering the residential tax burden while expanding the tax base for needed services (particularly schools).
- The Town should work to find additional sewer capacity.
- The Town should adopt a pro-active business climate.
- The Town should work to develop opportunities for a diversified workforce.
- The Town should continue to work toward creating a strong Town Center in Ledyard and Village Center in Gales Ferry.
- Any growth that occurs must respect the sensitive environment and community character.
- The Town should seek out means of providing sewer service to the Lorenz Property.
- The Town should determine the value of the Pfizer Land for development.
- The Town should work with Dow Chemical to determine the potential for mutual gain from its undeveloped land.
- The Town should market itself.

- There is strong support for an economic plan with concrete actions.

Citizen Comment on the Final Draft of the Economic Strategies Plan

The second community workshop was held on November 5, 1998. The main purpose of this meeting was to gain input and support for the draft version of the Economic Strategies Plan. After presenting the citizens with Plan highlights, members of the Economic Development Commission and Planning and Zoning Boards facilitated group discussions that focused on elements of the Plan that could be supported and those that people had concerns and questions about. The resounding consensus message delivered by the participants was to hire an economic development coordinator and to get on with implementing this plan. This section is a summary of the workshop attended by approximately 70 citizens and stakeholders.

Strengths of the Plan

Citizens were very supportive of the Plan and the action strategies presented. Most people remarked that the Plan was a good, accurate assessment of the communities assets and liabilities and that the different constituents (residents and business people) were heard and represented in the Plan. Furthermore, the actions recommended were in keeping with the community character that people so strongly wanted to protect.

Aspects of the Plan that were most appreciated included the expressed need to focus development in strategic, planned locations, the need for a professional Economic Development Coordinator, the desire to remove economic development from the political arena through public private partnerships and the formation of an Economic Development Corporation, and the desire to improve relationships with the Mashantucket Pequot Tribal Nation.

Concerns and Clarifications

Participants expressed the need to articulate a broader, long term “vision” for the community and to place economic development within that larger context. They expressed a strong desire to protect the quality of life in Ledyard and to promote development that would enhance and maintain the desire for quality. Participants also expressed the need to get increased community support for the Plan and support from elected and appointed Town boards.

Participants cautioned the EDC on the need for cost benefit assessments and strong rationale for elements of the Plan that would require the citizens to spend substantial money. Once again stressing the fact that economic development would be an important issue only if it were to enhance the quality of life for Ledyard residents by providing retail and employment choices, by reducing the tax burden on the residential sector and by providing desired development such as the Ledyard Center Design District. Although they supported improved relations with the MPTN, they also cautioned that it would not be an easy task and that it needed to be addressed carefully.

Advise to the Economic Development Commission

Participants advised the EDC to help articulate the long term vision for the community and then strive to promote economic development efforts that would be in keeping with that vision. They advised the EDC not to lose sight of the demand for quality development that would enhance the community character and livability of Ledyard residents. They expressed the need for the

EDC to continually educate the public and work on consensus for recommended actions. Above all, they expressed a need for the EDC to take action, to begin to implement the Plan and to assess their progress through clear benchmarks. The participants clearly expressed a “call for action”!

Section Three: Assessment of Development Capacity

This section assesses the Town's capacity to absorb new industrial and commercial development within its commercial and industrial zones. The section begins with an explanation of business location trends and continues with each of the sites being evaluated and ranked based on site selection criteria.

Business Location Trends

Industrial mobility can increasingly be separated from *geographic* mobility. Some industries have specific geographic requirements: They must, for instance, be physically near sources of supply, or markets. Many, however, have no such requirements. Recent trends in industrial location suggests that the decision about where to put a plant typically has more to do with wage levels, local attitudes, extent of unionization, and the preferences of management rather than with strict geographic factors. At the same time, advances in electronic communication and transportation are further liberating industry from dependence on certain locations and have led to an increase in locational choices.

When a company looks to locate or relocate in an area, it assesses several basic factors. The following is an explanation of the most common factors studied by relocation experts. We have assessed Ledyard's development capacity within these factors as well. Some of these factors have regional significance while others are more site-specific.

Factors of Regional Significance

- *Attractive Market Outlook:* This includes demand and access to domestic and export markets. Given the established industrial clusters in Southeast Connecticut, the market outlook for Ledyard and the surrounding communities is promising.
- *Work Force:* This factor would analyze the availability of skilled and unskilled labor by major categories as well as aspects of costs such as labor productivity, average annual manufacturing wages, union memberships and value added per dollar of manufacturing payroll. Ledyard would do well in attracting firms that specialize in high tech, advanced manufacturing, biomedical sciences and marine technology as these are skilled economic sectors that reflect the make-up of the residents in the communities. Ledyard's labor force is highly skilled and well paid. Furthermore, the low unemployment rates would be considered a detriment to labor intensive firms.
- *Quality of Life:* A number of issues can be grouped under the heading of "quality of life". Most often, these would include commuting times and distances, job opportunities for spouses, cost of living, the availability of affordable housing, a low crime rate, a good school system, and the presence of amenities for active and passive recreation. Ledyard currently boasts of a relatively good quality of life. However, as can be seen from the tax structure, a significant burden of improvements fall on the residential sector. This coupled with the lack of skilled, well paying job opportunities and retail activities could be seen as a negative factor.
- *Governmental Jurisdiction and Approval Process:* Regardless of the kind of permitting process a state or local government requires, companies would like it to be predictable. Industry wants to know what to expect and prefers regulation to open-ended policy statements. Lengthy approval processes or uncoordinated permitting procedures are clear

turn-offs to prospective companies. Local governments that provide "one stop shopping" or have pre-cleared industrial lands are at a distinct advantage. A "pro business climate" is another positive way to attract new businesses to the community. The attitudes of the State government, its regulatory agencies, local companies, community leaders and residents are usually good indicators of the business climate. Ledyard currently does not have a cohesive business attraction strategy. Although the Town Government is willing to help, there is no "one stop" center for prospective businesses. We have also identified certain restrictive regulations that might affect business recruitment. The Ledyard EDC has an opportunity to adopt a pro-active stance on business recruitment and actively facilitate the site selection and approval process for businesses that suit Ledyard's needs. This can include an up-to-date inventory of sites available for development and an "ambassador program" where one member of the EDC would become the official contact person for a prospective client and moves them through the entire process.

- *Tax Incentives, Financial Institutions and Programs:* Subsidies through the tax code, usually in the form of investment tax credits and accelerated depreciation allowances, provide added incentives to companies looking to relocate. Financial assistance in the form of greater access to risk capital or venture capital in the innovation, generation and retooling phases can be of great help to a small company with rapid growth potential. Ledyard may want to investigate tax credits and Tax Increment Financing (TIF) agreements where property taxes for certain strategic businesses could be phased in over a 10 to 20 year period.
- *Access to academic and/or research environments:* The proximity of training schools and universities is crucial; educational opportunities and continued professional training have never been more important. The presence of active participation from universities is increasingly important to research-based industries.
- *Site Specific Factors*
- *Fair Market Land and Construction Costs:* Estimating costs accurately is another vital element in the site-selection process. The land acquisition, or base price, is the single most important factor. Other costs would include site engineering, utilities and infrastructure, construction materials and labor, maintenance costs and taxes.
- *Infrastructure, Transportation and Utilities:* The proximity of acceptable transportation services is one of the most important factors, as is quick and easy access to raw materials and suppliers. Other considerations would include highway frontage, accessibility, visibility, drainage capacity as well as power, sewer and water availability at reasonable rates. Highway aid and mileage and state fuel taxes are similarly important.
- *Current Land Use and Compatibility with Adjacent Areas:* Evaluation of the suitability of specific sites is influenced by the nature of the current use of the land and the compatibility of the prospective site activities with those in adjoining areas.
- *Environmental Issues:* Industrial/business sites must conform to a wide range of federally and locally mandated restrictions designed to maintain a healthy environment. Sites with few or no environmental constraints are at a distinct advantage.

Development Capacity and Suitability of Commercial and Industrial Properties

The section assesses commercial and industrial zoned parcels in Ledyard based on the site specific factors mentioned above. The assessment is used to identify properties suitable for future growth. Limitations to site use were identified and reflected in the site suitability scoring system described below. Areas that are not currently zoned for industrial or commercial uses were also reviewed for potential use.

The purpose of this assessment is to provide a ranking system which will help the Town direct new or expanding industries to appropriate locations and perhaps adapt the Zoning Regulations and/or map for future growth.

The assessment is divided into the two key areas of development: commercial and industrial. However, given the types of development in Ledyard, there is the opportunity for overlap of uses, particularly when it comes to office space.

Methods

The following factors were used to evaluate and rank the industrial sites and commercial sites:

1. Infrastructure - Availability or proximity of water and sewer
2. Access - transportation system and flow
3. Visibility
4. Cost of Development or Re-development of the site
5. Environmental Factors - wetlands, contamination, soils
6. Neighborhood Impact
7. Zoning - Appropriate, limiting.

A three point scale for each factor was used to rank the sites. Three points is the best score reflecting the most likely characteristics for development or re-development. One point reflects strong impediments to future development or expansion.

Buildout assessments and estimation of property tax revenues were also calculated for six sites with significant development potential.

Sites: The following sites were reviewed and ranked.

Industrial Sites	Suitability Score
1. Soneco Gravel	18
2. Dow property (east side of Route 12)	18
3. Lorenz Industrial Park	16
4. Pfizer Property	12
5. Indian Town Park	Unsuitable

Commercial Sites	Suitability Score
1. Resort Commercial Cluster District	20
2. Ledyard Center Design District	19
3. Route 12 C-3 zone, re-development	16
4. Gales Ferry School and C-2 zone	16
5. Route 12 south of C-3 Zone	12
6. Harvard Property	Unsuitable

Potential Commercial/ Industrial Sites	Suitability Score
1. Clark Farm, Route 117	15
2. Tree Farm Property, Route 117	13

Summary of Buildout Assessments and Estimated Tax Revenue

Industrial and Commercial Sites	Estimated Buildout Projections (sft.)	Estimated Annual Tax Revenue	Estimated Mill Rate Reduction
Soneco Gravel	379,300	\$537,127	\$0.82
Dow property (east side of Route 12)	117,600	\$166,533	\$0.26
Lorenz Industrial Park	87,500	\$123,909	\$0.19
Ledyard Center Design District	180,000	\$254,898	\$0.39
Gales Ferry School and C-2 zone	50,000	\$70,805	\$0.11
Total Estimates	814,400	\$1,153,272	\$1.77

Potential Industrial and Commercial Sites	Estimated Buildout Projections (sft.)	Estimated Annual Tax Revenue	Estimated Mill Rate Reduction
Clark Farm, Route 117	360,000	\$509,796	\$0.78
Tree Farm Property, Route 117	302,000	\$427,662	\$0.66

Industrial Site #1: Soneco Property

Location: Baldwin Hill Road

Zoning District: Commercial/Industrial Park Zone

Ranking Score: 18

Description: This site is occupied by the former Soneco Gravel Bank and asphalt manufacturing operation. The property is currently mostly vacant. It is used for storage of raw materials. The land is relatively flat with some growth. This is a key parcel for industrial growth in Ledyard.

1. Infrastructure - Water is available from the Route 12 project. Sewer would be needed from Groton or an internal system should be developed. Natural gas and SNET fiber optics are available at Route 12. (2)
2. Access - The site is adjacent to Route 12 and has a stop light at the intersection. Some turning radii may need to be adjusted for heavier traffic. (3)
3. Visibility - The site is tucked away from Route 12, which is a high traffic carrier. It would need signage to alert potential businesses. (2)
4. Cost of Development or Re-development - The previous use as gravel operation along with relatively flat undeveloped land will keep development costs down. Sewer will need to be developed on-site. (3)
5. Environmental Factors - The area is relatively flat. Flat Brook meanders near the site limiting some expansion. It is unknown whether any hazardous material cleanup of the site is necessary, a constraint sometimes tied to gravel removal uses. There are wetlands and stormwater management issues to be addressed for industrial park development. (2)
6. Neighborhood Impact - The Neighborhood along Baldwin Hill or Long Cove Road should experience little impact from this Industrial site. Traffic will utilize Route 12. If an Industrial Park layout is utilized, the buffer areas should protect against noise and other impacts. Stormwater and drainage must be addressed through site design to alleviate concerns of reduced water quality. (3)
7. Zoning - The site is in the CIP district. This is suitable for many uses. With limited Industrial sites in Town, however, this land should not be solely developed as an office or retail center. The site should also be reviewed to ensure that it is large enough to warrant the design requirements of a park and does not prohibit uses by single industries. (3)

8. Buildout Assessment

The site is properly zoned for industrial development. A preliminary site plan was forwarded for this site. It depicts 12 lots in a park setting on lot sizes between 2.7 and 10.2 acres. Due to the wetlands on the property, this is a reasonable layout for a park. On the other hand, the layout shows twelve 10,000-square foot buildings. These seem small. Industrial building sizes would more likely average 15,000 to 20,000 square feet. We used 17,500 as an average. The projected assessment is as follows:

12 lots x 17,500 square feet building/lot = 210,000 square feet of taxable industrial space

This site plan buildout can be compared with a maximum site buildout:

64.5 acres x 43,560 square feet/acre = 2,809, 620 square feet
2,809,620 square feet - 50% wetlands = 1,404,810 square feet
1,404,810 square feet - 10% roads = 1,264,329 square feet developable area
1,264,329 area x 30% coverage = 379,300 square feet of building area

A maximum use layout would allow 1.8 times the amount of building space as that proposed in the site plan.

A rough estimate of tax revenue for the new development when built out, with a \$28.9 mil rate and 70% assessment ratio, would be:

379,300 square feet x \$70 = \$26,551,000 of building value
\$26,551,000 x \$28.9/\$1000 x 70% = \$537,127 per year

Estimated reduction in the Mill Rate can be calculated as follows:

Property Tax Revenue	\$13,928,919
divided by	
Tax Rate	\$28.90
Amount effecting tax rate by \$1	\$481,970
(1 mil = \$482)	
Tax Revenue from new development	\$537,127
minus	
Service costs for new development (26%)	\$139,653
Net Tax Revenue	\$397,474
divided by	
Amount effecting tax rate by \$1	\$481,970
Reduction in Tax Rate	\$0.82

Industrial Site #2: Dow Industrial land, east side of Route 12

Location: Route 12

Zoning District: Industrial

Ranking Score: 18

Description: The vacant Dow Industrial land is located on Route 12 across from the Dow plant. The land runs nearly 2000 feet deep to Whalehead Road. Due to some the constraints described below, this site may be best suited for one or two industries.

1. Infrastructure - Water is available at Route 12. Road and sewer infrastructure would need to be developed. Dow's existing Waste Water Treatment Plant has no additional reserve capacity. (2)
2. Access- Route 12 is suited to industrial use. Appropriate intersection signalization may be necessary. (3)
3. Visibility - It is highly visible with large traffic volume. (3)
4. Cost of Development or Re-development - The land is undeveloped with some rolling terrain. The developable portion of the site is narrow and will require appropriate site design. (2)
5. Environmental Factors - Tom Allyn Brook and adjacent wetlands bisect the parcel. This limits road and site development which will limit the buildout of the site. (2)
6. Neighborhood Impact - The industrial parcel is across from the existing Dow plant. The parcel will be buffered to the north and south by woods and wetlands. (3)
7. Zoning. The area is identified as an area for industrial uses. The zoning regulations could consider a higher density if the parcel is linked to sewer. (3)

8. Buildout Assessment

The Dow property is located on Route 12 across from the existing Dow plant. It is approximately sixty acres in size. However, due to extreme environmental constraints of Tom Allyn Brook, wetlands, and slopes, only approximately eight to ten acres are usable for industrial development. As discussed during the site suitability evaluation, the site is better suited to one or two mid-size industries rather than trying to develop an industrial park on the site. A two-site industrial subdivision with two 40,000 to 50,000 square foot industrial buildings would fit the site well. There would be room for stormwater drainage mediation and wetlands buffer areas. As can be seen from the maximum buildout calculations below, this is probably the highest density that can be developed on the site.

10 acres x 43,560 square feet/acre = 435,600 square feet
435,600 square feet - 10% roads = 392,000 square feet for development
392,000 square feet x 30% building coverage = 117,600 square feet building

A rough estimate of tax revenue for the new development when built out, with a \$28.9 mil rate and 70% assessment ratio, would be:

117,600 square feet x \$70 = \$8,232,000 of building value
\$8,232,000 x \$28.9/\$1000 x 70% = \$166,533 per year

Estimated reduction in the Mill Rate can be calculated as follows:

Property Tax Revenue	\$13,928,919
divided by	
Tax Rate	\$28.90
Amount effecting tax rate by \$1	\$481,970
(1 mil = \$482)	
Tax Revenue from new development	\$166,533
minus	
Service costs for new development (26%)	\$43,299
Net Tax Revenue	\$123,234
divided by	
Amount effecting tax rate by \$1	\$481,970
Reduction in Tax Rate	\$0.26

Industrial Site #3: Lorenz Industrial Park

Location: Center Groton Road (Route 117)

Zoning District: Commercial/Industrial Park

Ranking Score: 17

Description: The Industrial Park is located on Route 117 just north of the Groton Town line. The Park houses businesses such as construction and fertilizer industries. There are vacant parcels, and the park could be more intensely used.

1. Infrastructure - Water and sewer are not currently in the park. Parcels are served by wells and a septic system. Water service is nearby from the Town of Groton (2000 feet from the Town line to the park entrance, 3500 feet to the park end) . The Park road is in very good condition. Sewage disposal must be on-site. (2)
2. Access- Route 117 is suited to industrial use. The Park is isolated from other industrial and commercial uses. Access to major highways (I-95 or Route 2) is several miles away. (2)
3. Visibility - The site is isolated from main traffic. Marketing would be necessary for industries requiring customer traffic. (2)
4. Cost of Development or Re-development - The land is developed as an industrial park. Expansion is limited by reservoir land. The Town WPCA is reviewing the cost to bring water to the Park from the Groton Town line. (3)
5. Environmental Factors - The area is relatively flat. The two parcels at the end of the park cul-de -sac are limited by Reservoir land. The Park is located within a Public Water Supply Watershed for the City of Groton. The site is apparently clean from hazardous materials. Re-development of construction uses may raise possible waste issues. (2)
6. Neighborhood Impact - The Industrial Park is buffered from nearby residential areas. The size of the park and lots would make it unlikely that an industry with a large traffic or environmental impact would locate there. (3)
7. Zoning. The area is identified as an area for industrial uses. In the CIP district, some retail uses are permitted. These should be discouraged in this park due to the limited amount of industrial land in Town. (3)

8. Buildout. The site is properly zoned for industrial development in an industrial park setting. Lorenz Industrial Park is well established and has been aesthetically developed. There is some room for future expansion, although the amount of expansion will depend on the owner's interest in changing use of the construction area.

The Park has four to five lots that could be developed for industrial buildings if the construction storage area is moved.

5 lots x 17,500 square feet building/lot = 87,500 square feet of taxable industrial space

This site plan buildout can be compared with a maximum site buildout:

14 acres x 43,560 square feet/acre = 609,840 square feet
 609,840 area x 30% coverage = 182,000 square feet of building area

A maximum use layout would allow 2.0 times the amount of building space as that proposed in the site plan. Given the scale of the park and the environmental constraints of the watershed to the west, maximum buildout is unlikely.

Lorenz Industrial Park currently pays \$24,526 in taxes. A rough estimate of additional tax revenue for realistic new development, with a \$28.9 mil rate and 70% assessment ratio, would be:

87,500 square feet x \$70 = \$6,125,000 of building value
 \$6,125,000 x \$28.9/\$1000 x 70% = \$123,909 per year

Estimated reduction in the Mill Rate can be calculated as follows:

Property Tax Revenue	\$13,928,919
divided by	
Tax Rate	\$28.90
Amount effecting tax rate by \$1	\$481,970
(1 mil = \$482)	
Tax Revenue from new development	\$123,909
minus	
Service costs for new development (26%)	\$32,216
Net Tax Revenue	\$91,693
divided by	
Amount effecting tax rate by \$1	\$481,970
Reduction in Tax Rate	\$0.19

Industrial Site #4: Pfizer property

Location: Route 214
Zoning District: Industrial
Ranking Score: 12

Description: The Pfizer property was once used by the company as a storage and disposal area. The property is partially contaminated. It is currently vacant. An historic landfill was capped by Pfizer several years ago. The parcel is large, though riddled with kettleholes. While there are concerns, there are no known outstanding environmental violations. The Town should continue to work with Pfizer concerning the potential safe re-use of the property, particularly since the company remains active in the region and may, in the future, need space for expansion.

1. Infrastructure - Water service is nearby along Route 214. Sewage will need to be on-site. (2)
2. Access- Route 12 provides adequate access to Route 214. Route 214 is designed as a rural highway and is currently not suited for heavy industrial use. If the site were to be used, an internal roadway system would be necessary. (2)
3. Visibility - The site is set away from Route 12, and the land abutting Route 214 is utilized as a detention area. (1)
4. Cost of Development or Re-development - Due to the historic use of the parcel and the topography of the kettle holes, redevelopment of the site will take extensive planning and permitting, not to mention grading. There are very few wetlands on the property. (1)
5. Environmental Factors - The extent of contamination will likely limit the extent to which the site is used. The kettle holes are important environmental features which should be preserved. The property is primarily upland. (1)
6. Neighborhood Impact - The Pfizer property is so large that any development could probably be buffered from adjacent residential uses. However, traffic along Route 214 is a concern due to the narrowness of the pavement. Also, the property adjoins the Ledyard School's campus. (2)
7. Zoning. The area is identified as an area for industrial uses. (3)

Industrial Site #5: Indiantown Park

Location: Route 214

Zoning District: Residential, R-80

Ranking Score: Unsuitable at present

Description: Indiantown Park is located off Route 214 directly abutting the Mashantucket Pequot Tribal Settlement. Route 214 is a rural residential/commuter road at that point. It is lined by single family homes. Based on the narrow road layout and abutting uses, this property is unsuited for industrial development. Additionally, the parcel is primarily wetland area. However, it may be possible to trade this parcel to the Tribal Settlement in exchange for another developable parcel. It may also present the Town with the opportunity to develop its own Industrial Park on a more suitable location.

Commercial Site #1: Route 2 Corridor

Location: Route 2, northeast Ledyard

Zoning District: Resort Commercial Cluster District

Ranking Score: 20

Description: The commercial corridor on Route 2 outside the Foxwoods Casino is owned by the Mashantucket Pequot Tribal Nation. The U.S. Department of the Interior is seeking annexation of these parcels. Surrounding towns have filed opposition to this action. If annexation does not occur, this area offers an opportunity for the Town to work with the Mashantucket Pequot Tribal Nation on development of services to the Casino. This is the prime commercial location in Ledyard.

1. Infrastructure - The Mashantucket Pequot Tribal Nation has water and sewer available which could be linked to the district. Natural gas is available in Route 2. (3)
2. Access- The site on Route 2 is highly accessible from the region, and plans to widen the route are approved. (3)
3. Visibility - With the traffic to Foxwoods and coastal attractions, this is a highly visible location. (3)
4. Cost of Development or Re-development - The parcels are vacant and well suited for development, particularly along the Route 2 frontage. (3)
5. Environmental Factors - The area is relatively flat with scattered wetlands constraints.(3)
6. Neighborhood Impact - With proper design, the uses in this area will become part of the impact of the casino. Traffic safety measures would be required. The area is set away from residences. (3)
7. Zoning. The area is properly zoned for a commercial district. The 200,000 minimum lot size will limit the uses which can locate in the area. Again, if the opportunity is available, the Town should work with the Mashantucket Pequot Tribal Nation on plans and desired uses at this location. (2)

Commercial Site #2: Ledyard Center

Location: Route 117 and Route 214

Zoning District: Ledyard Center Design District

Ranking Score: 19

Description: Ledyard Center has been the subject of numerous studies and plans. Most are similar and call for significant development in the center. While traffic counts (lower than Rt. 12 or Rt. 2) and the competition from neighboring communities limit the possibility for a large retail center, the existing mixture of uses could be expanded. Investment in water and sewer systems and public buildings will be necessary. Additionally, cooperation between all landowners is a necessity.

1. Infrastructure - Water is available in or near Ledyard Center. The SCWA system behind the fairgrounds will not support the development proposed in the buildout. The system, however, could be expanded or linked with other nearby systems. Having sewer or a package treatment facility available to the Center should be explored as this will greatly impact the amount of development that can occur in the Center. (2)
2. Access- Ledyard Center is at the crossroads of Route 117, Route 214, and Colonel Ledyard Highway. While the traffic volumes are less than Route 12 or Route 2, there is adequate access for a commercial district. Interior road development must occur to open the larger commercial tracts for use. (3)
3. Visibility - As Ledyard Center is re-built, marketing will be necessary to alert customers/tenants to the area. The make-up of the traffic should be used to determine which businesses will have success. Since it appears that regional commuter traffic is prominent, businesses such as food and clothing stores should be considered. (2)
4. Cost of Development or Re-development - The land is highly suitable for increased development. Cooperation more than cost will drive the success of this area. This includes public investment. (3)
5. Environmental Factors - There are small pockets of wetlands to be avoided, but there are few other constraints. Stormwater detention for the area should be addressed as a whole for the Center. (3)
6. Neighborhood Impact - This project would create a neighborhood/village. The impact will be positive given the proper mix of retail, governmental, office and residential uses. The size of the Ledyard Center Design District should be reduced in order to maintain the character of the neighborhood along Route 214 and Route 117. (3)

7. Zoning. The Ledyard Center Design District clearly states the goals for this area. Desired uses are permitted. On the other hand, single family homes are also permitted. This use quickly uses available land. Residential uses are often limited in a downtown district to second or third floors. Will the zoning allow a high enough residential density to support the Center as a village? Again, the importance of a sewer infrastructure is noted. As noted above, the Ledyard Center Design District (perhaps substitute the word “village” for “design”) should be reduced to eliminate the area northeast of the Route 214 and Route 117 intersection. (3)

8. Buildout Assessment

Goals - (from Zoning Regulations) To allow and encourage a blend of commercial, civic and residential uses in recognition of the distinct characteristics of each area. (from 1998 Draft Plan of Conservation & Development) New water and roadway infrastructure should continue to be developedwith a focus on ...Ledyard Center. Ledyard Center’s Fairway Drive should be completed. (from the Economic Development Workshop) Finish LCDD and Make Ledyard Center more like a Main Street.

This buildout uses the very similar proposals for development from 1965, 1972, 1977, and 1985 and the above-stated goals to determine suggested boundaries and a possible mix of uses for the successful implementation of Ledyard Center.

Zoning Provisions - The LCDD zone has a 40,000 square foot minimum lot size and a 100 foot minimum width/frontage requirement. This lot size is large for a downtown district. Understanding the need for sewage and stormwater capacity, the Town should address these issues through collaborative planning or infrastructure investment. As in all Ledyard Districts, there is a 30-foot height limit. Dwelling units require at least 10,000 square feet of land area and must be at least 850 square feet in size. Single and two-family dwellings are permitted. This policy should be, perhaps, reconsidered; is it wise to allow residential uses from the ground floor?

Infrastructure - As documented in recent local plans, the road and water systems in Ledyard Center need to be expanded. These are obtainable objectives because the land is available for streets. Discussions with the SCWA indicate that the developed wellfield is currently not large enough to support a fully developed Center (current pump maximum is 25 gallons per minute). However, there are nearby sources that could be linked or the Center well could be enlarged.

The sewer issue is rather more complicated. The cost of bringing sewer to Ledyard Center may not be balanced by potential commercial expansion. This should be reviewed thoroughly, however, before the idea is discarded. A more reasonable approach may be a community septic/leaching area for the Center. This would allow for higher commercial densities.

This buildout assumes that the road way system (Fairway Drive) would be expanded to allow access to the land between Route 117, Colonel Ledyard Highway, and Route 214. It also assumes that the water supply would be developed along with roads. As one can see, the Town will need to play a very active role in the Center's development.

Focus points/District Boundaries. The LCDD should be reduced in size to protect the character of surrounding residential neighborhoods. In particular, parcels north of Route 214 should be excluded, with the exception of the parcel on the northwest corner of the Route 214 and Route 117 intersection. This parcel offers significant potential for development in the future. Consideration needs to be given to the fact that this parcel is off-set from the rest of the area in the LCDD. As such, we do not recommend concentrated development or full buildout, in early years, on this site because it might draw development potential away from the concentrated sections of the LCDD. In other words, this is not a location where the community should be looking to maximize buildout at the cost of aesthetics. Therefore, it is suitable for either a single large retail use or a mixture of residential, retail, and professional uses. At a minimum, the corner site offers an opportunity for the design of a clear entrance to the village center. A well-designed building should be constructed of the materials and layout to (1) reflect the character of Ledyard and (2) to announce to traffic that they are no longer following a rural route, but they are coming to a commercial center. This can be achieved with a large "Welcome" sign, with coordinated landscaping, or with traffic signs (such as a change in speed limit). As this is a corner parcel, the chosen aesthetic elements can be constructed or placed along both 214 west of the center and 117 north of the center.

Parcels south of Colonel Ledyard Highway as it departs Route 117 should also be excluded from the Center District. There should be focal points to identify the Center District at key intersections and entrance points. These could be, as examples, well-designed buildings, signs, monuments, or kiosks.

Buildout. Since the historic proposals for Ledyard Center have called for a mixture of public and commercial uses, this buildout follows suit. The finalization of the Wilbur Smith Associates plan would contribute to such a mixed-use proposal. Excluding the northwest parcel, there is approximately 60 acres would be made accessible by road development. Even if 15% is lost to infrastructure or environmental constraints, that leaves approximately 50 acres for development.

The 1977 Lenard plan indicates 15 acres for public uses including open space; however, it is unclear whether any consideration of a continued fairground was included. Taking the fairground land into consideration, our buildout assumes thirty acres for public uses and open spaces. Conservatively, this leaves 20 acres for commercial and residential development. Clearly single-family housing development would exhaust the land quickly. A mixture of offices, retail, and second floor apartments would more aptly fit the goals of the District.

The layout of the roads will also limit potential growth. Each of the past layouts adds approximately 2,500 feet to 3,000 feet of roadway which translates to 6,000 to 7,000 feet of new frontage. Maintaining consistency with the above-assumed mixture of uses, 3,000 feet of frontage could be used for commercial and residential uses. The lot frontage requirement in the LCDD is 100 feet.

If development were maximized on the twenty acres by lot coverage:

20 acres x 43,560 square feet/acre = 871,200 square feet
 871,200 square feet x 30% max. building coverage = 261,360 square feet
 261,360 square feet x 2 stories = 522,720 square feet of taxable growth

This translates to retail and office space approximately the size of two super box retail stores. In terms of residential space, the zoning regulations would permit 26 -32 units in the second story space. Clearly, Ledyard Center could not support this amount of retail and office space without completely changing the character of the Town.

Therefore, if the development is maximized on the new road frontage:

3,000 feet of frontage for mixed uses / 100 feet per lot = 30 lots
 Footprint of buildings consistent with Ledyard character = 3,000 square feet
 Total square feet first floor = 90,000
 New businesses/offices = 30 - 40
 Residential units = 30

This appears to be a more reasonable buildout estimate for Ledyard Center.

A rough estimate of tax revenue for the new development when built out, with a \$28.9 mil rate and 70% assessment ratio, would be:

180,000 square feet x \$70 = \$12,600,000 of building value
 \$12,600,000 x \$28.9/\$1000 x 70% = \$254,898 per year

Estimated reduction in the Mill Rate can be calculated as follows:

Property Tax Revenue	\$13,928,919
divided by	
Tax Rate	\$28.90
Amount effecting tax rate by \$1	\$481,970
(1 mil = \$482)	
Tax Revenue from new development	\$254,898
minus	
Service costs for new development (26%)	\$66,273
Net Tax Revenue	\$188,625
divided by	
Amount effecting tax rate by \$1	\$481,970
Reduction in Tax Rate	\$0.39

Commercial Site #3: Route 12, Existing C-3 Zone

Location: Route 12, Gales Ferry

Zoning District: General Commercial

Ranking Score: 16

Description: The Town's primary commercial area is comprised of a mixture of retail, service and office uses. The question is whether this area can be developed at a higher intensity or expanded to maximize the economic development and tax benefits. Another approach is to look at the area, utilize the comments from the workshop, and focus development on services missing from Town.

1. Infrastructure - Water is available in Route 12. Natural gas and SNET fiber optics are also available. A wastewater system will either need to be developed for the area or sewage must be handled on-site. (2)
2. Access- Route 12 has been developed as a commercial corridor with appropriate widths and signalization. An additional traffic signal may be necessary at the intersection of Route 12, Hurlbutt Road, and the southern entrance of the Riverside Mall. This will be particularly necessary if there is further development of Gales Ferry Village and the school site. (3)
3. Visibility - The area is highly visible from Route 12. However, consistent and improved signage would improve the visibility of individual businesses. In particular, the availability of office space needs to be highlighted since there is (and will be) significant square footage dedicated to this use in Ledyard. (2)
4. Cost of Development or Re-development - Most land is developed. The cost of renovation or expansion will depend on the building. Vacant land in the area is limited for development by wetlands, steep slopes or ledge. (2)
5. Environmental Factors - Vacant land is limited by several environmental constraints. Existing development has no constraints. A stormwater management plan for the area should be developed to direct and properly manage the runoff from parking areas. (2)
6. Neighborhood Impact - The existing area is well defined with few impacts on nearby residential areas, including the village of Gale's Ferry. (See site review of school) (3)
7. Zoning. The zoning is appropriate for commercial uses. Enforcement of the zoning for site design and curb cuts has been done well. The Town should look at opportunities for investment in partnerships with property owners for rehabilitation or for investment in infrastructure. The zoning requirement of 40,000 square feet per lot could be reduced if and when there is appropriate sewer available. (2)

Commercial Site #4: Gales Ferry School, Existing C-2 Zones

Location: Gales Ferry Village

Zoning District: General Commercial, R-20 residential

Ranking Score: 16

Description: The Gales Ferry Elementary School may be a site for re-development if the Town moves the school function to the Route 214 campus. Additionally, the adjacent vegetable farm may be suitable for future long-term commercial use, although this will need careful design to buffer residences. The school site is over five acres in size and in suitable location for professional offices or small retail businesses.

1. Infrastructure - Water is available in Route 12. Natural gas and SNET fiber optics are also available. Wastewater must be handled on-site. (2)
2. Access- Hurlbutt Road may need signalization at Route 12. If possible, there should not be curb cut access directly from Route 12, as this would further complicate the intersection. (3)
3. Visibility - The area is highly visible from Route 12. (2)
4. Cost of Development or Re-development - Re-use and/or expansion of the school most likely will require architectural review. The vacant land has some slope considerations, as well as buffering concerns for the neighborhood. (2)
5. Environmental Factors - Stormwater runoff from buildings and pavement must be properly managed. (3)
6. Neighborhood Impact - Traffic and parking design should address neighborhood concerns. The Planning Board should use site plan and curb cut controls to make this site part of the Village, rather than part of the Route 12 corridor. This will reduce the image of commercial sprawl and perhaps help create a village center. (2)
7. Zoning. The school site will require rezoning to C-2, the Gales Ferry Village District. The words “Design District” may deter some developers, so we suggest the word “village” instead. Clearly, some controls should be in place to assure that development on the two sites will conform to a village layout. (2)

8. Buildout Assessment

The Gales Ferry School is a neighborhood school which could be re-used for public, commercial, office or a mixture of uses. Though zoned Residential, the site is surrounded by commercial zoning districts. The school would be better linked to the C-2 district, rather than the C-3 district. This would lessen the impact of any curb-cuts on Route 12 and possibly maintain the buffer of the school yard.

It seems infeasible to demolish the school entirely for a new building. Using the existing structure with additions would be more cost effective for most professional uses. Parking must be accommodated on-site. The site is 5.2 acres. Under the provisions of the C-2 district, there is a 30% maximum building coverage. With no environmental constraints, there could be a 60,000 square foot building on site. The current building is approximately 20,000 square feet. By expanding to a second floor, additional office or residential space could be generated.

The parking and site landscape issues will limit buildout to a lesser development, but there is room for building expansion and re-use. We would estimate 10-15 offices or small commercial uses and (if desired) 4-6 housing units.

A rough estimate of tax revenue for the new development when built out, with a \$28.9 mil rate and 70% assessment ratio, would be:

$$50,000 \text{ square feet} \times \$70 = \$3,500,000 \text{ of building value}$$
$$\$3,500,000 \times \$28.9/\$1000 \times 70\% = \$70,805 \text{ per year}$$

Estimated reduction in the Mill Rate can be calculated as follows:

Property Tax Revenue	\$13,928,919
divided by	
Tax Rate	\$28.90
Amount effecting tax rate by \$1	\$481,970
(1 mil = \$482)	
Tax Revenue from new development	\$70,805
minus	
Service costs for new development (26%)	\$18,409
Net Tax Revenue	\$52,396
divided by	
Amount effecting tax rate by \$1	\$481,970
Reduction in Tax Rate	\$0.11

Commercial Site #5: Route 12 south of the C-3 area

Location: Route 12

Zoning District: Residential, R-40

Ranking Score: 12

Description: The area along Route 12 between the C-3 Commercial district and the offices in the CIP district is a stretch of residential lots approximately 400 feet deep and fronting on Route 12. The issue has been raised as to whether the Route 12 commercial corridor could be expanded into this area.

1. Infrastructure - Water is available along Route 12, as are SNET fiber optics and natural gas. On-site sewage disposal and on-site stormwater detention are necessary. (2)
2. Access- Route 12 has been developed as a commercial corridor with appropriate widths and signalization. The layout and number of small residential lots and curb cuts in this section, however, would promote an increase in traffic problems and congestion. (2)
3. Visibility - The area is highly visible from Route 12. However, consistent and improved signage would improve the visibility of individual businesses. With the potential number of curb cuts/businesses, this area could become cluttered. (2)
4. Cost of Development or Re-development - The removal or renovation of homes to create business uses would have some cost including the development of parking and landscaping. There is some ledge in this area which will limit expansion. (2)
5. Environmental Factors - Ledge and wetlands will prohibit development to any depth away from Route 12. Stormwater management must be addressed on a lot-by-lot basis, or a plan should be developed for the whole area. (2)
6. Neighborhood Impact - The loss of homes and the expansion of a commercial/office area will change the character of the road. This current residential area provides some driving relief between higher intensity uses and stop lights. Re-parcelization of the homes for a larger commercial development would have less of an impact on surrounding residential uses. (1)
7. Zoning - The area would need to be re-zoned for office or commercial uses. (1)

Based on the above analysis, it does not appear to be a priority to re-zone this section of Route 12. In-fill and development along the C-3 zone and Gales Ferry Village would be more successful.

Commercial/Industrial Site #6: Harvard Property and Military Highway

Location: Military Highway

Zoning District: Residential/Commercial Marine

Ranking Score: Unsuitable

Description: Properties along Military Highway were reviewed for suitability for development including property owned by Harvard University. In our opinion, these properties will serve the Town better if used for parks, marine areas, and educational purposes. Military Highway is not suited for heavy traffic. The impact on the neighborhood would be high and businesses would be set away from traffic and consumers.

Potential Industrial Site #1: Clark Farm

Location: Route 117

Zoning District: Residential, R-60

Ranking Score: 15

Description: The Clark Farm is an open parcel owned by the Mashantucket Pequot Tribal Nation along Route 117 toward the Preston Town line. The Town could consider an exchange of land with the Mashantucket Pequot Tribal Nation in order to use this parcel for economic development. The parcel is approximately 102 acres in size, with approximately a third being developable for business or industry. The Clark Brook divides the property and it would be difficult to utilize the west side of the brook for development.

1. Infrastructure - Water and sewer are not currently at the site and would need to be developed on-site. (1)
2. Access- Route 117 in this area could be used for light industrial uses. Traffic to the area could change the character of the road through Preston village or Ledyard Center. However, signage and driver education could limit impacts. (3)
3. Visibility - The site is isolated from main traffic which would likely discourage industries needing customers to come to a facility. (2)
4. Cost of Development or Re-development - The land is open and flat. It could be developed with relative ease with proper site design that protects coastal environmental resources and neighborhood character. (3)
5. Environmental Factors - The area closest to Route 117 is relatively flat. The parcel is large enough that it could be developed and still provide open space buffers to the brook in the rear of the property. Proper site design would be necessary and a park layout should be encouraged. (3)
6. Neighborhood Impact - The parcel is along a state highway which is used as a rural residential corridor. Neighbors have historically been opposed to this type of use. Traffic would need to be directed. Adequate buffers should be required for any development. (2)
7. Zoning. The parcel is currently zoned for residential uses and is being used for agriculture. A re-zoning of the parcel is required. Designation should be made as to which portion of the site should be used for economic development and which should be maintained as open space. (1)

8. Buildout Assessment

This property, suited for industrial use, is a parcel for which the Town may be willing to trade other parcels of property in other areas of Town. The Clark Farm may offer the opportunity to split a property between industrial/commercial uses and open space. With Clark Brook dividing the property, it would be difficult to utilize the west side of the brook for development. The 102-acre parcel would require a zone change as it is currently zoned for residential uses.

Buildout:

102 acres x 43,560 square feet/acre = 4,443,120 square feet
4,443,120 square feet - 70% environmental = 1,333,000 square feet
1,333,000 square feet - 10% roads = 1,200,000 square feet developable
1,200,000 square feet x 30% coverage = 360,000 square feet of buildings

This site may be suited for use by one or two larger industries. Otherwise, it is again likely that development would occur at a lower density than the maximum buildout.

A rough estimate of tax revenue for the new development when built out, with a \$28.9 mil rate and 70% assessment ratio, would be:

360,000 square feet x \$70 = \$25,200,000 of building value
\$25,200,000 x \$28.9/\$1000 x 70% = \$509,796 per year

Estimated reduction in the Mill Rate can be calculated as follows:

Property Tax Revenue	\$13,928,919
divided by	
Tax Rate	\$28.90
Amount effecting tax rate by \$1	\$481,970
(1 mil = \$482)	
Tax Revenue from new development	\$509,796
minus	
Service costs for new development (26%)	\$132,547
Net Tax Revenue	\$377,249
divided by	
Amount effecting tax rate by \$1	\$481,970
Reduction in Tax Rate	\$0.78

Potential Industrial Site #2: Route 117 Tree Farm

Location: Route 117, Preston Town line

Zoning District: Residential, R-60

Ranking Score: 13

Description: This property will soon be under the Town's control as a conveyance from the State. The land is being leased as nursery space. While this site has been reviewed in the past and been rejected due to neighborhood impact, it does offer a site suited to industrial development in a park setting which could protect environmental and residential interests. The State Act conveying the property to the Town limits the uses to agriculture. Legislative action (a significant hurdle) would be required to use this land for other purposes.

1. Infrastructure - Water may be available from Preston, but it is a considerable distance away. A source could be developed on site along with sewage disposal. (1)
2. Access- Route 117 in this area could be used for light industrial uses. Traffic to the area could change the character of the road through Preston village or Ledyard Center. Signage and industrial driver education could limit impacts. (2)
3. Visibility - The site is isolated from main traffic which would likely discourage industries needing customers to come to a facility. (2)
4. Cost of Development or Re-development - The land is open and flat. It could be developed with relative ease with proper site design that protects coastal environmental resources and neighborhood character. (3)
5. Environmental Factors - The area is relatively flat. The parcel is large enough that it could be developed and still provide open space buffers to the brook in the rear of the property. Proper site design would be necessary and a park layout should be encouraged. (3)
6. Neighborhood Impact - The parcel is along a rural residential corridor. Neighbors have historically been opposed to this type of use. Industrial traffic would need to be directed through signage to reduce speed and follow appropriate routes. Adequate buffers should be required for any development. (1)
7. Zoning. The parcel is currently zoned for residential uses and is being used for agriculture/nursery. A re-zoning of the parcel is required. Since this was done in 1991, a change would require great public support. This site should be reviewed periodically as Ledyard's needs change and existing sites are filled. (1)

8. Buildout Assessment

In reviewing potential parcels for future industrial development, the State Hospital property which is to be conveyed to the Town of Ledyard was identified. The site is on a main road and has acreage suitable for development without environmental constraint. However, it should be noted that the legislative hurdles to development are large. The State conveyance of the property was subject to a restriction limiting the property for agricultural uses. To change this would require the Town to petition the General Assembly for a change. This would be difficult. Additionally, the property would require a local zoning district change. Past opposition from neighbors indicates that this, too, may lessen the suitability of the site.

If the site was changed to a Commercial/Industrial Park (CIP) district, the 42.8 acres might be built out as eight or nine large lots in a park setting. Again using 17,500 as an industrial building size, this would generate 140,000 square feet of new industrial growth.

-OR-

42.8 acres x 43,560 square feet/acre = 1,864,368 square feet
1,864,368 square feet - 40% wetlands/CL&P = 1,118,620 square feet
1,118,620 square feet - 10% roads = 1,006,758 square feet developable area
1,006,758 area x 30% coverage = 302,000 square feet of building area

Again, the park setting for Industrial projects is more suited to matching Ledyard's character and land use planning. Therefore, if this site is used in the future, the first development scenario is more likely.

A rough estimate of tax revenue for the new development when built out, with a \$28.9 mil rate and 70% assessment ratio, would be:

302,000 square feet x \$70 = \$21,140,000 of building value
\$21,140,000 x \$28.9/\$1000 x 70% = \$427,662 per year

Estimated reduction in the Mill Rate can be calculated as follows:

Property Tax Revenue	\$13,928,919
divided by	
Tax Rate	\$28.90
Amount effecting tax rate by \$1	\$481,970
(1 mil = \$482)	
Tax Revenue from new development	\$427,662
minus	
Service costs for new development (26%)	\$111,192
Net Tax Revenue	\$316,470
divided by	
Amount effecting tax rate by \$1	\$481,970
Reduction in Tax Rate	\$0.66

APPENDICES

- Appendix A: Contacts for Organization Structure**
- Appendix B: Job Description for the Economic Development Coordinator**
- Appendix C: Lifestyle Indices for Ledyard Residents**
- Appendix D: Report on Citizen Input**
- Appendix E: Compendium of Economic Development Grants and Programs**

APPENDIX A: ORGANIZATIONAL STRUCTURE

The “Selection Matrix” which follows reflects the general focus of various development structures, from “public” planning departments to “private” partnerships. In discussions with representative organizations in the State of Connecticut, many felt that financing sources and the ability to respond quickly to opportunities were key elements of success, as well as strong municipal political support. Some mentioned the ability to “reinvent itself” to respond to changing needs. Yet, all felt that with the cooperation of other municipal agencies or departments, they could complement their powers and achieve the desired objectives. The powers of eminent domain were viewed as a “last resort” tool, suitable mostly for areas of urban decay, while land assembly and ownership were critical. Some representatives said that public agencies needed to follow an open and public process, which was timely and did not hampered negotiations. All agreed that the greatest mix of development funding sources, municipal, state, federal and private was best.

Selection Matrix

CRITERIA	Planning Department	Development Authority	E.D. Commission	Development Corporation	Partnership
Fits Strategy					
Planning	x				
Promotion		x	x	x	x
Financing		x		x	x
Infrastructure Development	x	x	x	x	
Eminent Domain		x			
Tax Incentives	x				
Land Assembly		x	x	x	x
Technical Assistance	x			x	
Geographic Scope					
Neighborhood	x	x	x	x	x
Municipal	x	x	x	x	x
Regional				x	x
Representation					
Government	x	x			
Public Sector Reps	x	x	x	x	
Private Owners					x
Residents	x	x	x	x	
Funding Sources					
Municipal	x	x	x	x	
State/Federal	x	x	x	x	x
Private				x	x

An examination of the Town’s development characteristics identify strong political support for development, potentially strong industrial/commercial private sector support, and a strong, sometimes over taxed, planning department capacity. Overall weaknesses are lack of municipal financing for economic development projects and a weak public-private partnership. At this time the commission structure is both appropriate and adequate for Ledyard; it has political support and the necessary focus on local development opportunities. If desirable, it may join other commission to create a regional entity. However, in the short term two important elements are necessary: First, it must expand its technical capacity through the hiring of a professional planner or development coordinator to carry out its work in a timely and professional way. Secondly, as projects begin to materialize, it needs to receive a designation from the Town as a designated development agency. This will permit it to work directly with state and federal agencies and funding sources. Both these actions are appropriate under its commission structure.

In the long term, under the assumption that municipal funding will continue to be limited, the best structural model is the corporate structure, a not-for-profit, organization. As a corporation, it may still be designated a development agency under Section 7-486 and Chapter 132 Section 8-188 of the Laws of Connecticut, and at the same time receive public and private funding and donations of land. As a corporation it can over time assemble capital for project financing, promotion and development incentives. It will be able to “fast track” acquisition of properties and negotiate in a timely manner. Lastly, it may present a better posture to various private corporations with which it deals, and not be perceived simply as “the government”, a very important aspect of Ledyard’s development situation. In short, the development corporation provides the best of both public and private worlds, it complements existing strengths and provides the appropriate tools for the desired development outcomes.

Contacts:

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<p>Ted Montgomery Executive Vice President Norwich Community Development Corporation P.O. Box 1045 Norwich, CT 03630</p>	<p>860 887-6964</p>	<p>Peg Daley Executive Director Housatonic Valley Economic Development Partnership Old Town Hall Route 25 Brookfield, CT 06804</p>	<p>203 775-6256</p>
<p>Jonathan Rosenthal Executive Director Bristol Development Authority 111 Main Street</p>	<p>860 584-3827</p>		

APPENDIX B: JOB DESCRIPTION AND ADMINISTRATIVE ARRANGEMENT FOR THE ECONOMIC DEVELOPMENT COORDINATOR

Position

Economic Development Coordinator

Duties

Acts as professional staff to the Economic Development Commission and provides expertise and assumes a proactive role in dealing with economic development issues.

Reports to

The Economic Development Commission

Primary Responsibilities

- Promotion of economic development that is consistent with the character of the Town.
- Manage the day to day activities of the EDC and represent the Commission when necessary at meetings and other gatherings of the business community.
- Act as the principal liaison between the Town, in particular the EDC, and senior management of local industries. Serve as the policy advisor to the EDC.
- Direct the activities of the EDC including but not limited to maintenance of records and financial accounts, meeting notices, agendas and minutes, correspondence, outreach, and day to day liaison activities with the Mayor and Town Council.
- Work with the Town Council, Mayor, Economic Development Commission, Director of Planning, SeCTer and other town agencies to implement the Economic Strategies Plan.
- Meet with businesses, particularly within southeastern Connecticut, and encourage them to relocate or expand their business within the Town of Ledyard.
- Maintain an up to date inventory of available land and building space available for commercial and/or industrial development; provide “matching” service for those businesses seeking land or building space and those property owners offering these resources.
- Prepare financial feasibility analysis of prospective development projects including analysis of general real estate market conditions and pro-forma statements.
- Be the primary liaison with SeCTer.
- Develop and administer economic development grant proposals and work with banks to obtain CRA finds.
- Conduct town-wide surveys relative to economic development.
- Create and maintain an inventory of federal, state, and local financial assistance or other incentive programs available to assist businesses seeking to locate or expand in Ledyard.
- Provide assistance to businesses in applying for these programs.
- Perform other duties as required

Qualifications

Equivalent to a Master’s Degree in Economics, Business Administration, Planning or Public Administration.

Experience

At least five years of directly related experience. Supervisory experience preferable.

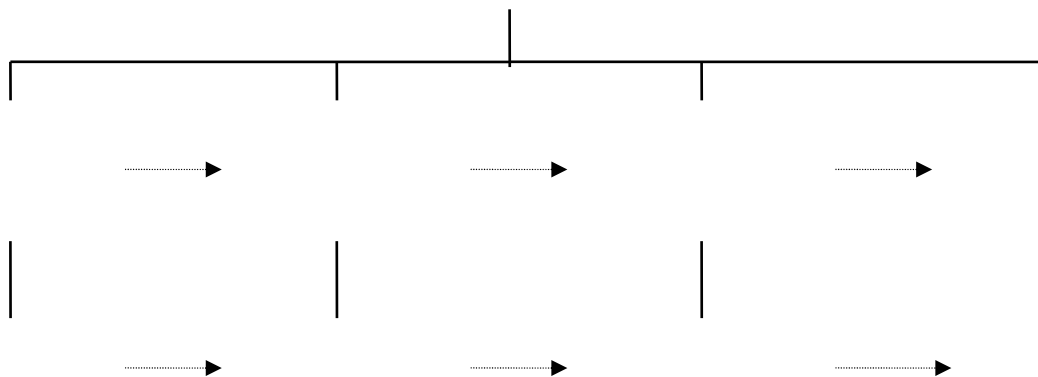
Required Knowledge and Abilities

- General knowledge and understanding of the real estate development process.
- Knowledge of the operation of business, local, state and federal government.
- Knowledge of community and real estate management and marketing
- Knowledge of urban planning principles
- Ability to communicate effectively, both orally and in writing
- Ability to work effectively with businesses, other employees, the general public and the media.
- Evidence of grant proposal writing and administration

Compensation and Benefits

The Town of Ledyard will fund the Economic Development Coordinator position for a period of three years at \$50,000 plus benefits per year. The Coordinator is expected to raise a significant portion of his/her salary from grants, projects or other funding sources thereafter.

Administrative Arrangement



APPENDIX C: LIFESTYLE INDICES FOR LEDYARD RESIDENTS

The following profile is provided by CACI Marketing Systems, Standard Rate and Data Service (SRDS) and the National Demographics and Lifestyle (NDL) Marketing firms (1996). They use standard acceptable statistical analysis to extrapolate community profiles. The profile for Ledyard is compared to that of the United States and New London County.

I. The Good Life

1) Attend Cultural Events

- * 22.6% of all households in Ledyard have a member who is interested in attending cultural and arts events.
- * Ledyard's rate of participation in cultural events is 50% higher than the rate of participation for the total US
- * Ledyard's rate of participation is 21% higher than the New London County rate of participation.

2) Career Oriented Activities

- * 17.7% of all households in Ledyard have a member who is interested in Career Oriented Activities.
- * Ledyard's rate of participation in these activities is 49% higher than the rate of participation for the total US
- * Ledyard's rate of participation is 41% higher than the County rate of participation.

3) Fashion Clothing

- * 10.6% of all households in Ledyard have a member who is interested in Fashion Clothing.
- * Ledyard's rate of participation in these activities is 17% lower than the rate of participation for the total US
- * Ledyard's rate of participation is 21% lower than the County rate of participation.

4) Fine Arts/Antiques

- * 8.4% of all households in Ledyard have a member who is interested in Fine Arts/Antiques.
- * Ledyard's rate of participation in these activities is 19% lower than the rate of participation for the total US
- * Ledyard's rate of participation is 29% lower than the County rate of participation.

5) Foreign Travel

- * 14.0% of all households in Ledyard have a member who is interested in Foreign Travel.
- * Ledyard's rate of participation in these activities is 7% higher than the rate of participation for the total US
- * Ledyard's rate of participation is 15% lower than the County rate of participation.

6) Frequent Flyer

- * 20.3% of all households in Ledyard have a member who is a frequent flyer.
- * Ledyard's rate of participation in these activities is 76% higher than the rate of participation for the total US
- * Ledyard's rate of participation is 44% higher than the County rate of participation.

7) Gourmet Cooking

- * 26.1% of all households in Ledyard have a member who is a gourmet cooking enthusiast.
- * Ledyard's rate of participation in these activities is 29% higher than the rate of participation for the total US
- * Ledyard's rate of participation is 2% higher than the County rate of participation.

8) Home Furnishings

- * 16.7% of all households in Ledyard have a member who is a home furnishing enthusiast.
- * Ledyard's rate of participation in these activities is 13% lower than the rate of participation for the total US
- * Ledyard's rate of participation is 15% lower than the County rate of participation.

9) Money Making Opportunities

- * 7.0% of all households in Ledyard have a member who is interested in money making opportunities.
- * Ledyard's rate of participation in these activities is 24% lower than the rate of participation for the total US
- * Ledyard's rate of participation is 12% lower than the County rate of participation.

10) Real Estate Investments

- * 7.2% of all households in Ledyard have a member who is interested in real estate investments.
- * Ledyard's rate of participation in these activities is 15% higher than the rate of participation for the total US
- * Ledyard's rate of participation is 8% higher than the County rate of participation.

11) Stock/Bond Investments

- * 14.5% of all households in Ledyard have a member who is interested in stock or bond investments.
- * Ledyard's rate of participation in these activities is 22% higher than the rate of participation for the total US
- * Ledyard's rate of participation is 7% higher than the County rate of participation.

12) Wines

- * 17.0% of all households in Ledyard have a member who is interested in wines.
- * Ledyard's rate of participation in these activities is 58% higher than the rate of participation for the total US
- * Ledyard's rate of participation is 15% higher than the County rate of participation.

II. High Tech Activities

1) Electronics

- * 11.1% of all households in Ledyard have a member who is an electronics enthusiast.
- * Ledyard's rate of participation in electronics is 26% higher than the rate of participation for the total US
- * Ledyard's rate of participation is 38% higher than the County rate of participation.

2) Home Video Games

- * 11.9% of all households in Ledyard have a member who is a home video games enthusiast.
- * Ledyard's rate of participation in home video games is 5% higher than the rate of participation for the total US
- * Ledyard's rate of participation is 22% higher than the County rate of participation.

3) Personal/Home Computers

- * 28.9% of all households in Ledyard have a member who is a personal computer enthusiast.
- * Ledyard's rate of participation in personal computers is 42% higher than the rate of participation for the total US
- * Ledyard's rate of participation is 35% higher than the County rate of participation.

4) Photography

- * 23.4% of all households in Ledyard have a member who is a photography enthusiast.
- * Ledyard's rate of participation in photography is 18% higher than the US rate of participation.
- * Ledyard's rate of participation is 7% higher than the County rate of participation.

5) Science Fiction

- * 7.5% of all households in Ledyard have a member who is a science fiction enthusiast.
- * Ledyard's rate of participation in science fiction is 3% lower than the US rate of participation.
- * Ledyard's rate of participation is 1% lower than the County rate of participation.

6) Science/New Technology

- * 12.5% of all households in Ledyard have a member who is a science/new technology enthusiast.
- * Ledyard's rate of participation in science/new technology is 51% higher than the rate of participation for the total US
- * Ledyard's rate of participation is 33% higher than the County rate of participation.

7) Stereo/Record Tapes

- * 45.7% of all households in Ledyard have a member who is a stereo or record tapes enthusiast.
- * Ledyard's rate of participation in stereo/record tapes is 7% higher than the rate of participation for the total US
- * Ledyard's rate of participation is 3% higher than the County rate of participation.

8) VCR Recording/Viewing

- * 40.8% of all households in Ledyard have a member who is a VCR recording or viewing enthusiast.
- * Ledyard's rate of participation in VCR recording/viewing is 7% higher than the rate of participation for the total US
- * Ledyard's rate of participation is 12% higher than the County rate of participation.

9) Watching Cable TV

- * 43.0% of all households in Ledyard have a member who is a cable watching enthusiast.
- * Ledyard's rate of participation in watching cable is 5% higher than the rate of participation for the total US
- * Ledyard's rate of participation is 7% lower than the County rate of participation.

III. Sports And Leisure Activities

1) Bicycling Frequently

- * 17.9% of all households in Ledyard have a member who is a bicycling enthusiast.
- * Ledyard's rate of participation in bicycling is 7% higher than the rate of participation for the total US
- * Ledyard's rate of participation is 17% higher than the County rate of participation.

2) Boating/Sailing

- * 18.2% of all households in Ledyard have a member who is a boating enthusiast.
- * Ledyard's rate of participation in boating is 49% higher than the rate of participation for the total US
- * Ledyard's rate of participation is 23% higher than the County rate of participation.

3) Bowling

- * 14.0% of all households in Ledyard have a member who is a bowling enthusiast.
- * Ledyard's rate of participation in bowling is 5% lower than the rate of participation for the total US
- * Ledyard's rate of participation is 1% higher than the County rate of participation.

4) Golfing

- * 23.3% of all households in Ledyard have a member who is a golfing enthusiast.
- * Ledyard's rate of participation in golfing is 27% higher than the US rate of participation.
- * Ledyard's rate of participation is 12% higher than the County rate of participation

5) Physical Fitness/Exercise

- * 39.2% of all households in Ledyard have a member who is a fitness enthusiast.
- * Ledyard's rate of participation in fitness and exercise is 17% higher than the rate of participation for the total US
- * Ledyard's rate of participation is 8% higher than the County rate of participation

6) Running/Jogging

- * 15.6% of all households in Ledyard have a member who is a running or jogging enthusiast.
- * Ledyard's rate of participation in running or jogging is 35% higher than the rate of participation for the total US
- * Ledyard's rate of participation is 36% higher than the County rate of participation

7) Snow Skiing

- * 17.9% of all households in Ledyard have a member who is a snow skiing enthusiast.
- * Ledyard's rate of participation in snow skiing is 122% higher than the US rate of participation
- * Ledyard's rate of participation is 50% higher than the County rate of participation

8) Tennis

- * 11.8% of all households in Ledyard have a member who is a tennis enthusiast.
- * Ledyard's rate of participation in tennis is 75% higher than the US rate of participation
- * Ledyard's rate of participation is 33% higher than the County rate of participation

9) Walking for Health

- * 30.1% of all households in Ledyard have a member who is a walking enthusiast.
- * Ledyard's rate of participation in walking for health is 18% lower than the rate of participation for the total US
- * Ledyard's rate of participation is 23% lower than the County rate of participation

10) Watching Sports on TV

- * 32.5% of all households in Ledyard have a member who is a sports enthusiast.
- * Ledyard's rate of participation in watching sports on TV is 12% lower than the rate of participation for the total US
- * Ledyard's rate of participation is 8% lower than the County rate of participation

IV. Outdoor Activities

1) Camping / Hiking

- * 20.8% of all households in Ledyard have a member who is an camping/hiking enthusiast.
- * Ledyard's rate of participation in camping is 7% lower than the rate of participation for the total US
- * Ledyard's rate of participation is 18% higher than the County rate of participation.

2) Fishing

- * 18.0% of all households in Ledyard have a member who is an fishing enthusiast.
- * Ledyard's rate of participation in fishing is 24% lower than the US rate of participation.
- * Ledyard's rate of participation is 11% higher than the County rate of participation.

3) Hunting/Shooting

- * 11.5% of all households in Ledyard have a member who is a hunting enthusiast.
- * Ledyard's rate of participation in hunting is 27% lower than the rate of participation for the total US
- * Ledyard's rate of participation is 12% higher than the County rate of participation.

4) Motorcycles

- * 9.1% of all households in Ledyard have a member who is a motorcycling enthusiast.
- * Ledyard's rate of participation in motorcycling is 26% higher than the US rate of participation.
- * Ledyard's rate of participation is 37% higher than the County rate of participation.

5) Recreational Vehicles/4-WD

- * 6.5% of all households in Ledyard have a member who is a recreational vehicle enthusiast.
- * Ledyard's rate of participation in recreational vehicles is 17% lower than the rate of participation for the total US
- * Ledyard's rate of participation is 18% higher than the County rate of participation.

6) Wildlife/Environmental

- * 15.1% of all households in Ledyard have a member who is an environmental and wildlife enthusiast.
- * Ledyard's rate of participation in wildlife is 3% lower than the rate of participation for the total US
- * Ledyard's rate of participation is 8% lower than the County rate of participation.

V. Domestic Activities

1) Automotive Work

- * 15.3% of all households in Ledyard have a member who is an automotive work enthusiast.
- * Ledyard's rate of participation in automotive work is 5% higher than the rate of participation for the total US
- * Ledyard's rate of participation is 14% higher than the County rate of participation.

2) Avid Book Reading

- * 39.9% of all households in Ledyard have a member who is an avid book reader.
- * Ledyard's rate of participation in avid book reading is 2% higher than the rate of participation for the total US
- * Ledyard's rate of participation is 7% lower than the County rate of participation.

3) Bible/Devotional Reading

- * 8.5% of all households in Ledyard have a member who is a regular bible/devotional book reader.
- * Ledyard's rate of participation in devotional book reading is 51% lower than the rate of participation for the total US
- * Ledyard's rate of participation is the same as the County rate of participation.

4) Coin/Stamp Collecting

- * 8.1% of all households in Ledyard have a member who is a regular coin/stamp collector.
- * Ledyard's rate of participation in coin/stamp collection is 5% higher than the rate of participation for the total US
- * Ledyard's rate of participation is 2% higher than the County rate of participation.

5) Collectibles/Collections

- * 9.3% of all households in Ledyard have a member who has an interest in collectibles/collections.
- * Ledyard's rate of participation in collectibles is 18% lower than the US rate of participation.
- * Ledyard's rate of participation is 21% lower than the County rate of participation.

6) Crafts

- * 25.0% of all households in Ledyard have a member who has an interest in crafts.
- * Ledyard's rate of participation in crafts is 4% lower than the US rate of participation.
- * Ledyard's rate of participation is 3% higher than the County rate of participation.

7) Crossword Puzzles

- * 11.7% of all households in Ledyard have a member who is a crossword puzzle enthusiast.
- * Ledyard's rate of participation in crossword puzzle solving is 39% lower than the rate of participation for the total US
- * Ledyard's rate of participation is 39% lower than the County rate of participation too.

8) Current Affairs/Politics

- * 20.8% of all households in Ledyard have a member who is interested in current affairs and politics.
- * Ledyard's rate of participation in current affairs and politics is 26% higher than the rate of participation for the total US
- * Ledyard's rate of participation is 18% higher than the County rate of participation.

9) Entering Sweepstakes

- * 13% of all households in Ledyard have a member who is interested in entering sweepstakes.
- * Ledyard's rate of participation in sweepstakes is 14% lower than the US rate of participation.
- * Ledyard's rate of participation is 3% lower than the County rate of participation.

10) Gardening

- * 41.9% of all households in Ledyard have a member who is interested in gardening.
- * Ledyard's rate of participation in gardening is 23% higher than the US rate of participation
- * Ledyard's rate of participation is 19% higher than the County rate of participation.

11) Grandchildren

- * 11.2% of all households in Ledyard have members whose main interest is to shower their grandchildren with gifts.
- * Ledyard's rate of participation by grandparents in gifting their grandchildren often is 40% lower than the rate of participation for the total US
- * Ledyard's rate of participation is 34% lower than the County rate of participation.

12) Health Foods/Vitamins

- * 8.6% of all households in Ledyard have members who are interested in health foods.
- * Ledyard's rate of participation in health food and vitamin consumption is 36% lower than the rate of participation for the total US
- * Ledyard's rate of participation is 34% lower than the County rate of participation.

13) Home Workshop

- * 29.1% of all households in Ledyard have home workshop enthusiasts.
- * Ledyard's rate of participation in home workshops is 27% higher than the US rate.
- * Ledyard's rate of participation is 23% higher than the County rate of participation.

14) Household Pets

- * 38.9% of all households in Ledyard have household pet enthusiasts.
- * Ledyard's rate of participation in owning household pets is 8% higher than the US rate.
- * Ledyard's rate of participation is 13% higher than the County rate of participation.

15) Needlework/Knitting

- * 21.4% of all households in Ledyard have members interested in needlework and knitting.
- * Ledyard's rate of participation in needlework and knitting is 10% higher than the US rate.
- * Ledyard's rate of participation is 11% higher than the County rate of participation.

16) Self-Improvement

- * 15.5% of all households in Ledyard have members interested in self-improvement.
- * Ledyard's rate of participation in self-improvement is 4% lower than the US rate.
- * Ledyard's rate of participation is 3% higher than the County rate of participation.

17) Sewing

- * 19.7% of all households in Ledyard have members interested in sewing.
- * Ledyard's rate of participation in sewing is 2% lower than the US rate of participation.
- * Ledyard's rate of participation is 16% higher than the County rate of participation.

APPENDIX D: REPORT ON CITIZEN INPUT

Citizen input was an important element in preparation of the Economic Strategies Plan. This was formally gathered in two ways -- community workshops and one on one interviews with key stakeholders. The two citizen participation workshops was held in Ledyard on July 9, 1998 and November 5, 1998. The goal of the first workshop was to solicit the opinions of members of the community. The participants were asked to comment on what they considered strengths, weaknesses, opportunities and threats as they related to economic development and sustainable planning in the Town. The comments, as much as possible, are in the words and phrases of the participants. The remarks are presented in two categories, "Strengths and Weaknesses" and "Preliminary Action Strategies". The second workshop, held on completion of the draft Economic Strategies Plan, was geared toward getting feedback and support from members of the community. This report summarizes the insights of the citizens.

The First Community Workshop

The first community workshop was help in the beginning of the planning phase. The workshop was intended to bring people together in order to articulate and exchange ideas and issues related to the strengths and weaknesses of the community and issues that needed to be addressed in the Economic Strategies Plan. What follows is a summary of this workshop held on July 9, 1998 and is presented in the order in which they were prioritized at the workshop.

Strengths: The citizens of Ledyard consider the following to be community strong points.

1. Ledyard's geographic location and access via air, rail and water transportation.
2. Ledyard's proximity to large industries, the submarine base and large cities, in terms of people, commercial and cultural activities.
3. Ledyard has a good skilled work force and has one of the largest employers in the region. There is also a potential for businesses in Ledyard due to its location and the expansion of the water line along Route 12.
4. The possibility of working in concert with Foxwoods and Mohegan Sun Casinos is an opportunity for the Town to better its economy.
5. The diversity of interests and occupations of the residents.
6. Ledyard is a caring community with strong family values and plenty of volunteers who work to improve the town's quality of life.
7. The unspoiled environment and ample open space
8. The educational system.
9. Ledyard is a residential community with historic values, quality homes and is not overly commercialized. Ledyard also has plenty of good natural resources, parks and recreation facilities for tourism.
10. The professional staff and the Town newsletter.
11. Housing for the elderly and the senior citizen center.
12. Businesses encouraging and supporting local students.

13. The churches and libraries are considered to be a strength.
14. The new waste water plant and the availability of natural gas.

Weaknesses: The following is a listing of community weak points as seen by the participants.

1. The tax rate in Ledyard is high.
2. The tax base is over reliant on the residential sector .
3. The Town of Ledyard has inadequate infrastructure. For example, the Town lacks a Town-wide sewer system, has limited water systems, congested roads and sidewalks, weak public transportation and lack of telecommunications
4. There is a lack of clear sustainable vision and community consensus in Town.
5. There is a perceived anti-business climate in the Town as seen by the lack of infrastructure, excessive regulations and high taxes.
6. There is a lack of commercial and retail activities such as restaurants and shopping opportunities.
7. There is lack of effective police presence and fire marshal support in the Town.
8. The Town feels it is not getting its fair share of the Pequot Fund.
9. The land surrounding the casino is owned by the Mashantucket Pequot Tribal Nation and the Town is not getting any tax revenue from it.
10. The outstanding annexation issue is causing uncertainty in the community.
11. Ledyard lacks effective corporate level relations with the Mashantucket Pequot Tribal Nation.
12. The overall social impacts of the casinos are negative.
13. There is a lack of interaction between government bodies.
14. There is poor interface between the Town Hall and business newcomers.
15. The job market in terms of entry level positions is weak.
16. There is a lack of identity in the community, which translates into a lack of voter participation and parochialism.
17. The Town has many wetlands and topographic limitations.
18. Ledyard lacks essential services such as a water supply on Route 117, fire departments and lack of good ambulance buildings.
19. There is a lack of affordable housing in the Town.
20. There is no community center in the Town.

II. Citizen Directed Action Strategies

The participants were asked to explore specific actions based on the assessment of strengths and weaknesses. What follows is a summary of the key calls-to-action raised by the citizens. Once again, these are presented in the order in which they were prioritized at the workshop.

1. Create an identity and vision statement for the community along with goals for the future.
2. Develop a master plan for the community that includes aspects of economic development, infrastructure and utility enhancement and quality of life indicators.
3. Improve the aesthetic image of the community through design standards on Route 12 and other major routes along with “welcome” signs.
4. Develop a web page that shows the strengths of the community and what it has to offer prospective residents and businesses.
5. Work to reduce the tax burden through increased economic activity in appropriate areas of the community.
6. Improve the level and quality of infrastructure (roads, water, sewer, telecommunications etc.) within the community such that competitive business areas can be established.
7. Develop a business attraction plan that would include tax incentives for new businesses and identify types of businesses compatible with the existing infrastructure.
8. Plan a meeting with state representatives for more Pequot funding.
9. Centralize educational facilities and develop the current elementary school land along Route 12 for commercial uses.
10. Develop land currently occupied by Ledyard Center School.
11. Development plans to dramatically improve the local schools.
12. Explore all possibilities to build better relations between the Mashantucket Pequot Tribal Nation and the Town and explore economic growth opportunities for both.
13. Implement the plans for the Ledyard Center Design District and the Gales Ferry Design District. Concentrate Town facilities in the Centers
14. Explore the possibility of hiring an economic development coordinator to implement the economic development strategies, establish regional partnership with surrounding towns like Norwich and Stonington, communicate with businesses and explore available grants.
15. Hold an “Open House” for businesses to demonstrate Town services, inventory of existing open space, or office space, and other business incentives.
16. Look into acquiring the Harvard, Yale Boat houses and the Erickson property for waterfront development.
17. Maintain and enhance the quality of life and the rural atmosphere of the community. Protect the natural resources along with development and clearly define commercial development boundaries.
18. Simplify the land use regulations and de-mystify the land use approval process.
19. Entice future Pfizer employees to live in Ledyard.
20. Maximize the development potential of Rt. 2, which is tremendous. However, there is the fear that if the land is re-zoned to allow for commercial and retail development, the land would be purchased by the Indian Tribal Nations.

Interviews with Key Stakeholders

Personal interviews were held with a cross section of players within the community. The people interviewed and their affiliations are as follows:

Bud and David Holdridge	Owners of Holdridge Garden and Hardware
Joe Lozier	Former Mayor
Ed Lorenz	General Contractor and Owner/Developer of Lorenz Industrial Park
Ed Sanderson	Regional President of Citizens Bank
Harry Morgan	Builder and Owner of HLM
Fred Allyn	Bondi and Allyn Commercial Brokers
Jim Cronin	Dime Savings Bank
Chris McGlaughlin	President- Soneco Properties
Douglas Meyer	Dow Properties
John Lamartino and Paul Begin	Pfizer Industries
Peter Gardner	Land Surveyor and Gales Ferry Resident

All of the interviewed individuals had different perspectives concerning the future of Ledyard and the various elements required to spur economic development. Key talking points included taxes, infrastructure, regional influences and other specific proposals. The following is a summary of the thoughts and perspectives shared by the people interviewed. They do not reflect our comments, endorsements or recommendations.

Taxes

The tax rates in Ledyard are quite high. Additionally, immediately upon gaining approval for a zone change from residential to commercial or industrial, the land is taxed at the commercial/industrial rate. It was suggested that as part of an incentive program, the Town of Ledyard should refrain from applying taxes to any commercial/industrial facility until that facility is leased, rented or occupied.

Education

Some interviewees felt that the education system was quite weak. The general perception is that Ledyard is not supportive of education and spends little on students and teachers. It has one of the lowest per pupil expenditures in the region.

Infrastructure

Currently the Town is extending water lines north on Rt. 12. Other than a small, private package sewer system in the Highlands residential subdivision (installed in the 1950's), all sanitary sewage is handled via individual septic systems.

There was some support for the installation of sewer systems. Recommendations for sewers north on RT. 12, sewers north on RT. 117 from the Groton Town line to Ledyard Center and/or sewer systems in Ledyard Center and Gales Ferry were frequently expressed. In areas such as Ledyard Center, the installation of a sewer line would solve the problem of having a high water table that is currently limiting its development potential.

Regional influences

The Town of Ledyard is influenced by several regional entities. The most immediate are the Naval Submarine Base in Groton, the Indian Tribal Nations, and the City of New London.

The Naval Base in Groton is located on RT. 12 and borders the Town of Ledyard. This is a significant population and employment base for military and civilian personnel.

Indian Tribal Nations. There is a need to accept that the Tribal Nations are here and the Town of Ledyard must stop spending time and energy in confrontation with the Tribal Nations and begin the process that would enable joint development and prosperity. The Town of Ledyard must start communicating with the Tribal Nations in an on-going manner.

The City of New London is the regional base for higher education (Connecticut College, Mitchell College), transportation (passenger rail and ferry services) health care (Lawrence Memorial Hospital), the arts and as the county seat (justice/legal system).

The City of Norwich is also a regional player as Ledyard's school system has students from Norwich and Ledyard residents attend Norwich Free Academy. Norwich also has a rowing club (similar to the Harvard and Yale Clubs in Ledyard).

Specific proposals

Gales Ferry Elementary School

Gales Ferry Elementary School located on RT. 12 in the center of the commercial corridor should be considered for commercial development. Along with adjacent available property, this could yield a significant acreage for retail/commercial development.

Emergency Services Center

There has been discussion within the Town of Ledyard to combine the police and the ambulance and the fire company into a single Emergency Services Center. This facility could be located within Ledyard Center, just off of RT. 117 and 214. A previous proposal from the Mashantucket Pequot Tribal Nation to assist in funding was apparently not accepted. Currently the police facility is located in the Lorenz Industrial Park. (Although this provides income to Lorenz Industrial Park owners and provides the Park tenants with built-in security, this appears to be "out of place" in this key industrial park.)

Community Recreation Center

The Town of Ledyard is currently planning a Community Recreation Center of significant size. Current planning proposals suggest locating the facility in one of two locations. However, neither location is within Ledyard Center. Consideration should be given to locating the Recreation Center within either Ledyard Center or Gales Ferry.

Village Centers

Development of retail, service and residential facilities should be promoted in Ledyard Center and Gales Ferry. These centers should allow for more dense development. They should be the primary commercial areas. Package sewer treatment plants may be necessary to accommodate

additional density. With the package plants, careful planning for the discharge effluent must occur.

The Holdridge family has undertaken preliminary work to enhance the village character of Ledyard Center. If its vision for Ledyard Center is to occur, clear and consistent support from the Town of Ledyard is required.

Lorenz Industrial Park

Lorenz Industrial Park has capacity for additional facilities and tenants. The primary access road has been completed. However, the entire park is on individual wells and septic systems. The Park is not being actively marketed.

Soneco Properties

Soneco currently has approximately 18% of the State of Connecticut's work for the supply of gravel and asphalt. Their business took a hit when the State put a moratorium on the construction of new asphalt plants.

Soneco owns approximately 150 contiguous acres in Ledyard and another 57 acres on the Groton side. They would entertain offers for purchase or lease from private individuals or the Town. They would also like the Town to rezone a portion of their land from residential to commercial or industrial uses. It was also noted that bringing sewers up Route 12 would make the site more marketable as it would put water and sewer within 300 feet of their property.

Dow Chemical

Dow Chemical is a widely praised "good neighbor" in Ledyard. At one time, it appeared that the Company had excess wastewater treatment capacity. This is now not the case: Through economic efficiencies, it has dramatically reduced both its waste stream and waste capacity. On the other hand, Dow has property that is not being used by the Company and that may be available for development. However, any such use of this land would first have to be in the best interest of the Company and any agreements would have to be ultimately decided at Dow's headquarters in Michigan.

Dow believes it has good relations with the community and has great praise for its Community Advisory Group. Its major concern is the time required to gain approval for operational changes from Connecticut DEP: Indeed, due to the long lead time required for approval, this plant recently lost an opportunity to develop a new product. Instead the job was given to another Dow factory in another state that could move more rapidly. Dow also notes that the cost of electricity is frequently double that of other Dow plants located in other states. Finally, Dow also noted there were some problems with the Town of Ledyard concerning the building code: Dow uses the 1996 BOCA while Ledyard still uses the 1990 edition. This has resulted in some problems with building renovations.

In a final analysis, Dow is a solid company that expects to stay in Ledyard for years to come. Two of its divisions in Ledyard are performing quite admirably while the other two are in highly competitive markets. Perhaps most significant, the Company continues to reinvest in its Ledyard Plant.

What does this mean to the Town of Ledyard? Three points are important:

- 1) The EDC should open discussions with Dow to pinpoint detailed options that could be applied to the land. These would include determining the types of companies that Dow would like to have adjacent to it, the zoning options, sale/leasing options and the gains that would occur to Dow.
- 2) The EDC and the Town should work with Connecticut DEP to determine if there are means and methods to “fast track” the regulatory approval process.
- 3) The Town of Ledyard should adopt the most recent BOCA code.

Pfizer Pharmaceuticals

Pfizer is the “crown jewel” in terms of economic development in the region. It is a world class company that has located its American research and development facilities in nearby New London. It is important to Ledyard for two reasons. First, the company owns land in the community. Secondly, it expects to expand in the region.

The Company has no plans at present for its site in Ledyard. It has a policy of concentrating its resources as close as possible to its existing facilities. However, it expects to reach full build-out on its existing campuses by the year 2003. When asked if the Ledyard site would then be a potential site for development, the interviewees thought that it was “too far away” (ten miles) from existing facilities. He also noted that Pfizer also owns land elsewhere in the region and that community leaders from these towns (i.e. Bozrah, Lyme) were actively pursuing Pfizer’s interest.

Pfizer also noted that the Company was part of a state initiative on vaccine research. It expects that this project will result in a new facility well beyond its existing campuses.

Pfizer noted that there is a lack of first class hotel/conference facilities in the area and that many of its guests did not consider Foxwoods as conducive to careful discourse and thoughtful discussion.

Finally, the interviewees explained that it does not have a policy of guiding its new employees to any one community. The interviewees did state that quality of life factors (particularly schools) were important and that Ledyard is not helped by the fact that it is home to a gambling casino complex.

And so, what does all of this mean? The following points are important:

1. Pfizer will be expanding over the coming years and expects to spend more funds on local purchases and services.
2. Pfizer will reach build-out on its present campuses by the year 2003.
3. Pfizer owns land in other communities and is in touch with their local officials.
4. Pfizer has no plans at present for its Ledyard property.
5. If it did come to Ledyard, it would expect the site to be “infrastructure ready” and all permits in place.
6. The lack of a hotel/conference center for its workers raises intriguing possibilities.

The Second Community Workshop

The second community workshop was held on November 5, 1998. The main purpose of this meeting was to gain input and support for the draft version of the Economic Strategies Plan. After presenting the citizens with Plan highlights, members of the Economic Development Commission and Planning and Zoning Boards facilitated group discussions that focused on elements of the Plan that could be supported and those that people had concerns and questions about. This section is a summary of the workshop attended by approximately 70 citizens and stakeholders.

Strengths of the Plan

- There is an honest assessment of the plan
- The plan will maintain the Town's character
- There is a call to action
- The Economic Development Commission is aware of the crucial responsibility they hold
- The Economic Development Corporation will tap state and federal funds
- Economic Development brings property tax relief and stability
- There will be a partnership between the public and private sectors
- An Economic Development Coordinator will be hired for three years
- An Economic Development Corporation will be formed and will secure land and capital one-stop shopping
- A Town Center will be created
- The infrastructure will be improved
- Significant revenue potential has been researched
- The community's business interests have been heard
- Commercial development is being balanced with the quality of life
- There will be an improvement of communication with the tribe, a joint vision will be formed
- There is a support from the legislators for more impact aid from Pequot and other source, which gives Ledyard a larger voice
- A state agenda will be formed
- Ledyard will be marketed
- Economic Development has financial incentives
- The plan maintains the character of the town
- The plan provides recommendations that make C.E.N.T.\$.
- The vision for the Town Center has been articulated

Concerns and Suggestions

- More infrastructure needs to be provided
- Support needs to be developed for tax incentives
- A concrete plan needs to be formed for cooperation with the MPTN
- A community vision needs to be defined
- A plan to keep economic development plan momentum needs to be formed
- The rural character needs to be maintained
- The tax base needs to be improved
- A Town Center needs to be defined

- A model town should be defined
- The Economic Development Corporation needs to be an investment
- Certain areas needs to be focused on (LCDD, GFDD, Casino-RCCD, and State Routes: 117, 12, 214)
- Residential neighborhoods need to be kept intact
- There needs to be tax incentives for special impact projects
- Development details need to be taken out of politics
- A broad base of “buying in” should be formed to prevent political feuds
- Big ticket items should be prioritized
- The people should be empowered to control their destiny
- Quality development needs to be defined
- The proper commercial balance for Ledyard needs to be defined
- The effects on the tax rate need to be defined
- The groups need to be convinced about the incentives for an economic development coordinator (The town does not need to spend money, they should try alternate ways. The town should look at partnering with regional development.)
- Specialty shops need to be defined
- A plan to sell the idea of an economic development coordinator and corporation needs to be formed
- A vision needs to be formed
- The commercial districts need to be enlarged by mixed-use, transition zones
- Forums to keep the community involved need to be encouraged
- Economic Development Coordinators from other communities need to present their worth to the Town
- There is a concern about the improvement of town, tribe relations
- A summary of a cost/benefit analysis of the recommendations needs to be created
- We support the improvement of relations with the Mashantucket Nation, but we need to explore other avenues
- There needs to be a clarification of the Town Center. Will there be one or two centers?
- A common vision for development that community members can agree upon and support needs to be created
- Contained growth with quality needs to be defined
- Way to regionalize services to help reduce the tax rates need to be explored
- Employment issues need to be addressed
- An action plan needs to be created
- There are good basic ideas and concepts, but a plan for development and private support needs to be created

Advice to the Economic Development Commission

- Concentrate on specific areas (GF, LCDD)
- Address vision
- Implement the plan, move forward
- Sell the plan as a long-term investment
- Have a bipartisan consensus
- Educate the public, communicate

- Show benefits to the public at large
- Put the Economic Development Plan in the context of a Master Plan
- Take small steps and move forward
- Create benchmarks
- Work on the regional scale as well
- Provide vision for the next fifty years and highlight the outcome
- Begin marketing now
- Highlight the quality of life through economic development (ED = verb, QOL = noun)
- Hire an Economic Development Coordinator
- Create joint meetings on brainstorming between boards
- Initiate a public relations campaign
- Act on the actions and tweak it later
- Provide a compelling argument to the Council and have the Council should take ownership

APPENDIX E COMPENDIUM OF ECONOMIC DEVELOPMENT GRANTS AND PROGRAMS

Federal Policies

Economic Development Administration

The Economic Development administration (EDA) has a wide variety of programs aimed at encouraging economic development including public works programs, business loans, and economic planning grants.

Planning Programs for States and Urban Areas

Planning Goals: Grants under this program help economically distressed states, cities, and urban counties undertake significant new economic development planning, policy-making, and implementation efforts.

Project Types and Eligible Applicants: Grants finance the administrative expenses to support significant economic development planning and implementation activities, such as economic analysis, definition of project goals, determination of project opportunities, and formulation and implementation of a development program. Assistance under this program enhances economic development planning capacities, continuous economic development planning processes and procedures, and helps build institutional capacity. A grant award under this program is generally for a period of 16 months. Two additional awards may be considered if funds are appropriated by Congress. The maximum Federal share is 75 percent of the total project cost. Eligible applicants are states, sub-state planning units, cities, urban counties within metropolitan statistical areas, and combinations of these entities.

Selection Criteria: Among the factors EDA considers in evaluating proposals are area economic distress; appropriateness of the work program to area needs; relationship to the proposed activities to the problems of the area's unemployed and under-employed population; and commitment to the chief executive. In this case of states, consideration is given to the innovativeness of the proposed project and the replicability of the process and/or results.

Local Technical Assistance Programs

Program Goals: Grants awarded under the Local Technical Assistance program are designated to assist in solving specific economic development problems, respond to the developmental opportunities, and build and expand local organization capacity in distressed areas.

Project Types and Eligible Applicants: In responding to specific problems and opportunities, a local economic development organization might focus on military base and industrial plant closings, on deteriorating commercial districts, and on technical or market feasibility studies. Other subject areas of current interest include export promotion, tourism development, technology transfer, skill training, minority enterprise, and economic development financing.

Eligible applicants include public or private nonprofit national, state, area, district, or local organizations; public and private colleges and universities; Indian tribes, local governments, and state agencies. Other eligible applicants are private individuals, partnerships, firms and corporations.

Selection Criteria: Priority consideration for funding is given to proposals that: benefit areas of severe economic distress; lead to near-term (1-5 years) generation or retention of private sector jobs; are consistent with EDA- approved Overall Economic Development

Program; document strong local support in terms of financial commitment, public and private leadership involvement (applicants must finance a minimum of 25 percent of the total project costs); promote economic diversification; and focus on distressed rural area and state and Federally designated enterprise zones.

Public Works and Development Facilities Program

Program Goals: Grants are provided to help distressed communities attract new industry, encourage business expansion, diversify their economies, and generate long-term, private sector jobs.

Project Types and Eligible Applicants: Among the types of projects funded are water and sewer facilities primarily serving industry and commerce; access roads to industrial sites or parks; port improvements; and business incubator buildings. Proposed projects must be located within an EDA- designated Redevelopment Area (RA) or Economic Development Center. Projects in other areas of an RA within the district. Projects must be consistent with an approved Overall Economic Development Program. An applicant may be a state, political subdivision of a state, Indian tribe, special- purpose unit of government, or public or private nonprofit organization or association representing an RA or part thereof.

Selection Criteria: Priority consideration shall be given to projects that: improve opportunities for the successful establishment or expansion of industrial or commercial plants or facilities; assist in creating or retaining private sector jobs in the near-term, as well as additional long-term employment, provided that the jobs are not transferred from other areas and will result in a low cost per job in relation to EDA cost; benefit the long-term unemployed and members of low-income families residing in the area served by the project; fulfill a pressing need of the area and can be started and completed in a timely manner; and demonstrate adequate local funding support, with evidence that such support is firmly committed and available.

Economic Adjustment (Title IX) Program (Long-term Economic Deterioration (LTED/RLF) Component)

Program Goals: Grants are provided to establish or expand revolving loan funds (RLF) in depressed areas. The program is designed to help areas overcome specific capital market gaps and to encourage greater private sector participation in economic development activities.

Project Types and Eligible Applicants: In concert with private lenders, RLF grantees make fixed asset and/or working capital loans to area businesses. RLF projects support such activities as small business development, including start-ups and expansions; business and job retention; redevelopment of blighted land and vacant facilities for productive use; and support for growth industries and high-tech firms.

Potential RLF's must be located in LTED eligible areas. To be eligible, an area must be experiencing at least one of the three problems: very high unemployment, low per capita income, or chronic distress (i.e. failure to keep pace with national economic growth trends over the last five years). Eligibility status is available from EDA's regional offices. The applicant must be one of the following: a designated EDA Redevelopment Area (RA) or a nonprofit organization determined by EDA to be the representative of an RA; an Economic Development District; a state; a political subdivision of a state or a consortium of such units; or an Indian tribe.

Selection Criteria: Key selection factors include the economic and financial needs of the project area; the anticipated benefits (such as filling specific gaps in the local capital market); and the applicants ability to manage an RLF effectively.

Economic Adjustment (Title IX) Program
(Sudden and Severe Economic Dislocation (SSED) Component)

Program Goals: Grants are provided to help develop and implement local economic adjustment strategies designed to anticipate and prevent an economic dislocation or to reestablish employment opportunities and economic stability as soon as possible after a dislocation occurs.

Project Types and Eligible Applicants: Strategy grants support the immediate development of a comprehensive response to an actual or threatened dislocation. Strategies describe the actions the community proposes to take to avert the dislocation or to generate re employment opportunities for the dislocated workers. Implementation grants finance the implementation of one or more activities in an improved strategy. The types of activities financed include the construction of public facilities, business loans, and technical or management assistance.

To be eligible, dislocations must have occurred within the preceding 12 months or be expected within two years and must meet certain job-loss thresholds. An applicant must be one of the following: a designated EDA Redevelopment Area (RA) or a nonprofit organization determined by EDA to be the representative of an RA; an Economic Development District; a state; political subdivision of a state or a consortium of such units; or an Indian tribe.

Selection Criteria: Key selection factors include the severity of the dislocation and the responsiveness of the proposed project to the needs of the dislocated workers.

Business Loan Guarantee Program

Program Goals: Loan guarantees are used to provide financial assistance to firms that create or retain permanent jobs through the expansion, establishment, or retention of plants in distressed areas.

Types of Assistance: EDA may guarantee up to 80 percent of the unpaid balance of business loans made by private lenders to private sector borrowers for the acquisition of fixed assets or for working capital. Investors must provide 15 to 25 percent of the project funding, and lenders must be at risk for the non-guaranteed balance of the loan.

Eligibility Requirements: To qualify, businesses must be located in an EDA- designated Redevelopment Area (RA) or Economic Development Center. Business located in other areas of an EDA- designated Economic Development District also are eligible if the project will benefit residents of a RA within the district. Assistance is limited to cases where financial aid is not available from other sources on terms and conditions that will permit accomplishment of the project's economic development objectives. Projects must be approved by the State and local jurisdictions in which they are to be located and must be consistent with an approved Overall Economic Development Program. Borrowers must meet statutory requirements and be credit worthy.

Trade Adjustment Assistance Program

Program Goals: EDA funds a network of Trade Adjustment Assistance Centers (TAACs) through cooperative agreements. These TAACs aid firms and industries in applying for benefits under Chapter 3 of Title II of the Trade Act of 1974

Project Types and Eligible Applicants: A firm affected by import competition may petition for certification of impact. Firms that believe they meet this criteria may contact TAAD

or one of the 12 TAACs. If the firm appears to meet Trade Act certification criteria, the appropriate TAAC will offer to help the firm in completing and submitting a petition to TAAD. If the firm is certified, it may apply for technical assistance in diagnosing its problems and assessing its opportunities. If the firm appears to have a reasonable chance of recovery, it develops and adjustment proposal which outlines the firm's recovery strategy and any need for implementation of technical assistance. If the adjustment proposal is accepted by TAAD, the firm is authorized to apply for technical assistance to implement the recovery strategy. Organizations representing trade-injured industries may apply to receive industry-wide assistance.

Selection Criteria: To be certified eligible, a firm must demonstrate that threatened increased imports of articles directly competitive with its products contributed significantly to declines in sales or production and to significant actual or threatened job loss. For an industry association or other organization to be eligible for industry assistance, evidence must be submitted demonstrating that the industry faces import competition and includes a substantial number of Trade Act certified firms or worker groups.

Non EDA Programs

The Farmers Home Administration is not the direct lender in this program, but it is a guarantor of lending private sources. The agency will guarantee banks and other eligible lenders in their loan assistance to the borrower. The loans may be used for business and industrial acquisition, construction, repair, modernization, purchase of land, machinery and equipment, furniture and fixtures, start up and working capital, processing and market facilities and pollution control. Interest rates consistent with market rates are determined between the borrower and the private lender. Loans are repayable over a maximum of 30 years on land, building and permanent fixtures, 15 years on machinery and equipment and 7 years on working capital. A 20-30 percent equity investment is required. Generally the minimum loan size is \$500,000 and the maximum loan is \$1,000,000.

Small Business Administration (SBA)

The Federal Small Business Administration (SBA) administers various programs which provide financial and management assistance to small businesses. The agency's most active programs include the following:

Small Business Loan Guarantee Program (Section 7A): Small manufacturers, wholesalers, service enterprises, farmers, and other businesses can receive an SBA guarantee to up to 90% (\$750,000 maximum) of a loan made by a private lender. (Under very limited circumstances, a direct loan of up to \$150,000 can be arranged.) Eligible businesses are those which are independently owned and operated, not dominant in their field of business, and fall within SBA size guidelines (these vary according to type of business activity).

Certified Development Company Loans (Section 504): The SBA 504 Program is an alternative form of expansion financing. The primary objective of the 504 program is to achieve economic development through job creation and retention. Specifically, the program provides second mortgage financing at a fixed rate for small business concerns acquiring real property and/or equipment when such financing is not available from conventional sources. The SBA portion of the project financing is limited to \$750,000. The loan proceeds may be applied to:

Fixed assets: purchase of land and/or buildings; machinery and equipment; construction; renovations/leasehold improvements; related costs (legal, architectural, etc.)

The financing package is a combination of two loans involving Massachusetts Certified Development Corporation and a participating bank. The typical structure of the financing, while somewhat flexible, is usually broken down as follows: 50% - Participating bank (of applicant's choice) at bank term and bank rate (MBDC may be used as the primary lender in participation with the applicant's bank); 40% - MCDC debenture, guaranteed by SBA, based on Treasury Bond rates; 10% - Equity injection by applicant.

Eligible businesses, under Small Business Administration's small business classification, for 504 loans only, are defined as for-profit companies generating active (not investment) income whose total net worth is less than \$6 million. The average net profit of those companies, after taxes, must be less than \$2 million per year for the last two years.

Small Business Investment Companies (SBICs) and Section 301 (d) Small Business Investment Companies (301(d)s): SBICs and 301 (d) SBICs are capital corporations formed to encourage private sector investment in small businesses. 301 (d) SBICs focus on financing socially or economically disadvantaged firms. Equity funds, long-term loans, and management assistance are provided for start-ups, expansions or acquisitions, particularly to innovative ventures developing new products or markets. Regular and 301 (d) SBICs must be chartered as corporations or as limited partnerships with a corporate general partner. Both must have adequate capital (at least \$1,000,000) to provide reasonable assurance that they can be operated actively and profitably.

Urban Systems Roadway Improvements (DOT)

Funding under the Urban Systems programs can be used for transportation improvements to existing arterial roadway systems. Eligible activities include reconstruction, removal of on-street parking, realignment, sidewalk improvements, municipally owned street lighting, traffic safety devices, and tree planting along improved roadways. Monies can also be used to pay for the replacement of spaces lost through the removal of on-street parking in an Urban Systems project.

75 percent of the cost of these projects is paid by the federal government and the remaining 25% by the state. Certain Urban Systems funds are earmarked to urbanized areas and cities with high density; the balance is distributed to other urban and urbanized areas statewide.

In order for a community to move its project along expeditiously, it should use local funds to produce designs which can be approved at the state level for construction financing.

Eligibility: Eligible municipalities with a Federal Census Urban Area.

Department of Housing and Urban Development

Community Development Block Grants (Non-Entitlement) for States and Small Cities:

Assistance is offered in the form of grants intended to carry out a wide range of community development activities directed toward neighborhood revitalization, economic development, and improved community facilities and services.

The fifty states and Puerto Rico are eligible to apply to distribute funds to non-entitlement units of government, generally under 50,000 in population, that are not metropolitan cities or part of an urban county.

Funds may be used for activities that will benefit low- and moderate-income families, or will aid in the prevention or elimination of slums and blight. Funds may also be used to meet

other community development needs that present a serious and immediate threat to the health or welfare of the community.

Community Development Block Grants (Section 108 Loan Guarantee)

Section 108 is the loan guarantee provision of the CDBG program. It offers communities a source of financing for housing rehabilitation, economic development, and large-scale physical development projects.

Eligible applicants include; metropolitan cities and urban counties that receive entitlement grants, and non-entitlement communities that are assisted in submitting applications by states administering the CDBG program.

Funds may be used for real property acquisition, rehabilitation of publicly owned real property, related relocation, clearance and site improvements, interest payments on the guaranteed loan, and debt service reserves.

Connecticut State Policies

CONNECTICUT DEVELOPMENT AUTHORITY

Established in 1973, the Connecticut Development Authority (CDA) works with the Department of Economic Development and Connecticut Innovations, Inc. to provide financial assistance to a broad range of business activities with a focus on economic development and job creation. Typically, the CDA assist existing firms with expansion capital required to purchase land and buildings , machinery and equipment, and provide working capital. Priority is given to the growth and development of small for - profit businesses. In most cases, interest on the CDA financing is fixed for the term of the loan at rates below prime. For additional information or clarification on any of the following programs contact:

David Hallowes
Business Development Officer
The Connecticut Development Authority
845 Brook Hill Street
Rocky Hill, CT 06067
Phone: (860) 258 - 7871
Fax: (860) 257 - 7882

Special Purpose Fund

Assistance Offered: Direct loans from Growth Fund for certain businesses unable to obtain conventional financing in satisfactory amounts or on satisfactory terms.

Eligibility Criteria:

- Small Contractor or Minority Business - Any contractor, manufacturer or service company that has been in business for at least one year with sales of less than \$3,000,000; or any minority business enterprise, including business owned and managed by women and the disabled, with a state contract award, may apply.
- Water Facilities - Any private water company with less than ten thousand customers, any municipally owned water company, or private or municipally owned dam that the Commissioner of the Department of Environmental Protection has determined benefits the public, may apply
- Enterprise Zone Business- Any for - profit business located in an Enterprise Zone with gross revenues for the past year of less than \$3,000,000.
- Impacted Business - Any business adversely affected by either a natural disaster or an economic emergency for whom the Commissioner of DED, with the consent of the Secretary OPM, has determined could materially affect the health or well - being of citizens in the impacted area.

Terms Of Loan:

- Real Estate - 20 years
- Machinery and equipment - 10 years
- working capitol - 7 years, except one year for small contractors and minority business enterprise.

Rate Of Loan: The interest rate will equal the rate of 30 - year US Treasury bonds plus one - half percent.

Eligible Uses:

- Small Contractor or Minority Business Enterprise - the cost of labor and materials.
- Enterprise Zone Business and Impacted Business - land and buildings, machinery and equipment, working capital.
- Water Facilities - land and buildings and machinery and equipment.

Maximum Amount: \$250,000 except for impacted business which may be \$500,000 to \$1,000,000 depending on magnitude of disaster or economic emergency determined by DED Commissioner

Fees: An application fee up to 2,500 is charged based on dollar amount of loan. A 0.5% commitment fee is charged on loans above \$50,000.

Connecticut Works Loan Guarantee Fund

Assistance Offered: Loan guarantees to provide full coverage of lender's loss up to 40% of loan balance.

Eligibility Criteria: Most small and medium size businesses able to demonstrate ability to repay loan but unable to obtain conventional financing. Guarantee portion should be less than \$200,000 per job created or retained. Commercial real estate is ineligible, unless owner occupied.

Terms Of Loan:

Real Estate - up to 25 years

Equipment - up to 10 years

Working Capital - up to 7 years or revolving line credit

Rate Of Loan: Determined by lender

Eligible Uses: Most purposes including refinancing if borrower will benefit from either improved cash flow, larger loan, restructured loan or other favorable terms.

Maximum Amount: Up to \$10 million guarantee.

Fees: Computed on maximum loan amount as follows:

Application Fee - is 0.1% up to \$10,000

Commitment Fee - is 0.2% up to \$10,000

First Annual Guarantee Fee - when greater than 15% is 0.5%. Less than 15% the fee is 0.25%.

Growth Fund

Assistance Offered: Loans and equity investments for fixed asset financing, working capital, high risk and start-up capital for firms important to the state of Connecticut's economic base.

Eligibility Criteria: Any business with sales of \$25 million or less that is unable to obtain conventional financing with a CDA loan guarantee, or is unable to remain or locate or continue operation in this state without financing assistance. Also, state or local development corporations and SBIC's lending to eligible borrowers.

Terms Of Loan:

Real estate projects- Up to 20 years at 90% of the lower of cost or appraised value.

Machinery and equipment-Up to 10 years at 80% of the lower of cost or appraised value.

Working capital- Up to 7 years for working capital needs, including the expansion or restructuring of a business. (Terms may vary for start-up, high risk or acquisition financing.)

Rate Of Loan: Interest rate will equal that of 30-year U.S. Treasury bonds plus one-half percent.

Eligibility Uses: Any project that materially contributes or provides support to the economic base of the state by either:

- Creating or retaining high quality jobs; or
- Facilitating the export of goods and services; or
- Involve new products or service with potential for significant future contribution to the state's economy; or
- Support or enhance existing activities important to the economic base of the state.

Maximum Amount: \$4,000,000 to any one borrower or SBIC. Up to \$1 million to state or local development corporations. Participating with other Lenders or investors is encouraged.

Comments:

Funds may not be used for the purchase of trucks and automobiles, refinancing existing debts, or purchase of real estate for residential or speculative purposes. Loans will be in participation with a bank or other institutional investor in amounts based on the CDA's assessment of the financial need, except for projects \$200,000 or less, where the CDA, at its discretion, may be the primary leader.

Fees:

An application fee up to 2,500 is charged based on dollar amount of loans. A 0.5% commitment fee is charged on loans above \$50,000.

Investment Financing Program

Assistance Offered: Loans and investments in developing business that present the greatest potential for future contribution to Connecticut's job growth and economic base.

Eligibility Criteria: Any emerging company that is unable to obtain adequate financing on satisfactory terms with other CDA financial assistance program, and can be described as having one or more of the following attributes:

- High-tech jobs;
- High value added production techniques or services;
- Strong support sales;
- High growth and high profitability potential; and
- Achieved market penetration and have experienced management.

Terms Of Loan: 7 years, maximum.

Rate Of Loan: Fixed rate, negotiable.

Eligible Uses: Any project that materially contributes or provides support to the economic base of the state by:

- Creating or retaining high quality jobs;
- Facilitating the export of goods and services;
- Involving new products or services with potential for significant future contribution to the state's economy; or
- Supporting or enhancing existing activities important to the economic base of the state.

Maximum Amount: \$1 million.

Fees: An application fee up to \$2,500 is charged based on the dollar amount of loans. A 0.5% commitment fee is charged on loans above \$50,000.

Comment: Participation with other leaders is encouraged. CDA also looks for 15% - 25% average annual return based on its assessment of the risk.

Mortgage and Loan Insurance Program

Assistance Offered: Up to 100% insured bank loans for financing buildings, equipment, or working capital which is otherwise unavailable.

Eligibility Criteria: Any industrial, manufacturing or business entity that contributes to the economic base of the state.

Insurance Premium:

Real Estate-0.5%

Machinery and Equipment-1%

Working Capital-1%

Terms Of Insurance:

- Land and Building - Up to 90% of the lower of cost or appraised value for the term not to exceed 25 years.
- Machinery and Equipment - Up to 80% of the lower of cost or appraised value for a term not to exceed 10 years.
- Working Capital - Generally secured by inventory and receivable.

Rate Of Loan: Negotiated with lender to reflect reduced risk exposure.

Eligible Uses: Manufacturing, industrial, research, retail, product distribution, and new or emerging technology which creates or retains jobs, or maintains or increases the state's tax base.

Maximum Guarantee Amount:

Land and Building - \$25 million.

Machinery and Equipment - \$10 million.

Working Capital - \$10 million.

Fees: Application fees are based on the dollar amounts of loans up to \$2,500. There is a commitment fee of 0.5% if the loan is less than \$5 million; \$25,000 plus 0.375% for loans between \$5 - \$10 million; \$43,750 plus 0.25% for loans more than \$10 million. Annual insurance premium is negotiated up to 2%, otherwise:

Real Estate - 0.5%

Machinery and Equipment - 1%

Working Capital - 1%

Self-Sustaining Revenue Bonds

Assistance Offered: Taxable and tax-exempt special obligation bonds.

Eligibility Criteria: Major economic development projects of 501(c)(3) non-profit organizations and owners and/or operators of an exempt facility identified below may apply.

Terms Of Bond: Up to 100% financing for eligible costs for a term not to exceed 40 years.

Rate Of Bond: Determined by or negotiated with bond purchasers.

Eligible Uses: Federal legislation permits tax-exempt bonding for:

- Qualified redevelopment bonds;
- Public water supply;
- Solid waste disposal;
- Local district heating and cooling;
- State or local government ;
- Qualified non-profit corporations; and
- Tax increment financing

Maximum Amount:

- Exempt facilities - Unlimited amount, subject only to the volume cap limitation of the state.
- State and Local Government - No restriction on either amount or annual volume.
- Non Profits - \$150,000,000 national limit; exempt from state's annual volume limit.
- Manufacturing - Up to \$10 million.

Fees:

Applications: \$1,000 for loans less than \$5 million. \$2,500 for loans above \$5 million

Bond Issuance: For loans less than \$5 million, the charge is - 0.5%. For loans \$5-\$10 million the charge is \$25,000 plus 0.375%, and for loans above \$10 million the charge is \$43,750 plus 0.25%.

Comments: CDA must approve borrowers' applications prior to initiation of construction, the signing of the contract or the purchase of projects, or, in the case of a 501(c)(3) organization, the adaptation by the organization of a Declaration of the Intent to Borrow.

Connecticut Capitol Access Fund: Connecticut Small Business Reserve Fund

Assistance Offered: Access to credit from banks through use of portfolio loan insurance. Initial loss reserve up to 45% created to induce bank lending. With multiple loan enrollments at one bank, loss protection from portfolio insurance can be 100%. Depending on the length of bank enrollment in this program, CDA assistance on each loan is 5-10% cash contribution to loss reserve and 0-30% first loss guarantee protection for each enrolled loan.

Eligibility Criteria: Most small and mid-sized businesses creating or retaining jobs in the cities of Bridgeport, Hartford, New Haven, Stamford and Waterbury, and throughout New London and Windham counties. Eighteen areas added in April 1994 consist of communities with enterprise zones and distressed municipalities designated by DED.

Terms Of Loan: Up to 15 years (longer amortization possible).

Rate Of Loan: Determined by lender.

Eligible Uses: Any industrial, agricultural, commercial, retail or service enterprises in which primary economic benefit will be within a designated eligible community. Housing development and commercial real estate projects are generally ineligible. Refinancing of an existing loan with same bank is ineligible.

Maximum Amount: \$500,000. For loans under \$250,000 that do not involve financing, prior CDA approval is not required.

Fees: Borrower and lender each contribute one time insurance premium of 20.5% of the loan to a reserve account. Lender may pass cost to borrower. No other fees charged borrower.

Connecticut Works Fund

Assistance Offered: Direct loans, investments and custom guarantees to economic development projects.

Eligibility Criteria: Any project used for manufacturing, industrial research, product warehousing or distribution purposes that will maintain or create employment, maintain or increase the tax base, diversify industry in the state, or enhance the economic base of the state.

Terms Of Loan: Negotiated with each transaction.

Rate Of Loan: Generally direct loans are below fixed market rates, otherwise loan rates are dependent on deal structure.

Eligible Uses: Purchase, acquisition, construction, expansion, continued operation, reconstruction, refinancing or placing in operation an economic development project.

Maximum Amount: \$25 million in direct loans or \$15 million in guarantees.

Fees:

Direct loans- The application fee is based on the dollar amount of loans up to \$25,000. There is a 0.5% commitment fee on loans above \$50,000.

Custom Guarantees- The application fee is the same as above. There is a commitment fee of 0.5% if the loan is less than \$5 million; \$25,000 plus 0.375% if the loan is between \$5 - \$10 million; and \$43,750 plus 0.25% if the loan is between \$10 - \$15 million.

Annual Guarantee Fee- Unless otherwise negotiated:

Real Estate- 0.5%

Machinery & Equipment- 1%

Working Capital- 1%

Regional Revolving Loan Fund

Assistance Offered: Grants to no more than four regional corporations for purpose of establishing regional revolving loan funds or entering into participating agreements with small business lending corporations licensed by SBA.

Eligibility Criteria: Each regional corporation shall:

- Have adequate staff with appropriate expertise;
- Have an effective marketing plan;
- Establish a loan committee composed of five or more persons experienced in commercial lending, or in operation of a non-profit business, and a staff person of the regional corporation;
- Constitute a regional economic development corporation, or be formed by three or more municipal development corporations.

Terms Of Loan: A single grant shall be given to each regional corporation at the time of its first loan closing under the program. loans to eligible borrowers under revolving loan funds cannot exceed five years.

Eligible Uses:

Most projects may be considered except

- Projects relocating from one municipality to another;
- Newspapers, broadcasting or other news media, institutional media facilities, libraries, community or civic centers, or public infrastructure improvements;
- Refinancing
- To compensate ownership;
- Retail projects, unless in net new permanent jobs.

Maximum Amount: Up to \$1 million in grant money authorized for program.

Fees: None. Regional corporation may charge application, commitment and loan guarantee fees to borrowers.