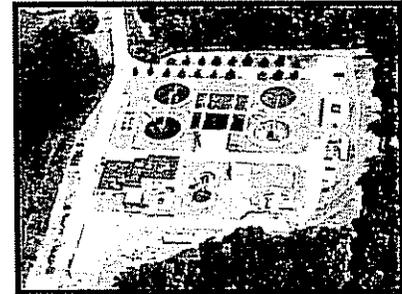
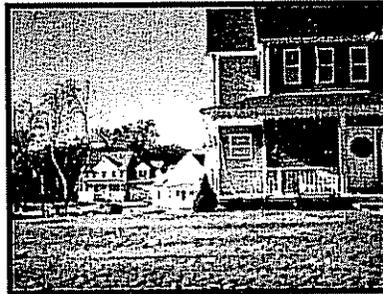
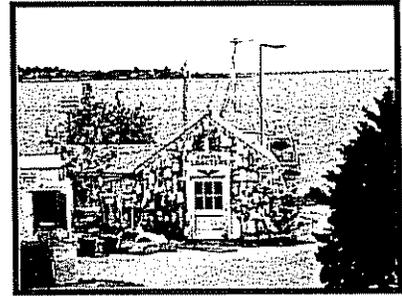


GROTON

2002 PLAN OF CONSERVATION AND DEVELOPMENT



GROTON PLANNING COMMISSION

COVER PHOTOGRAPHS

The photographs on the cover reflect the major themes of the Plan of Conservation and Development.

Conservation Themes

Protect Natural Resource	Preserve Open Space	Protect Coastal Resources
Protect Historic Resources	Promote Community Character	Enhance Community Pride and Spirit

Development Themes

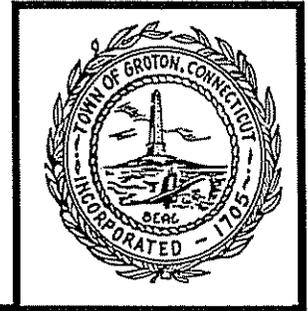
Enhance Physical Structure	Encourage Appropriate Residential Development	Encourage Appropriate Economic Development
---------------------------------------	--	---

Infrastructure Themes

Diversify Transportation Options	Address Community Facility Needs	Enhance Infrastructure
---	---	-----------------------------------

GROTON

2002 PLAN OF CONSERVATION AND DEVELOPMENT



February, 2002

To Groton Residents:

This document is the 2002 Plan of Conservation and Development for Groton, Connecticut.

Following several public informational meetings and a public hearing, the Planning Commission adopted the Plan of Conservation and Development on December 11, 2001 with an effective date of February 1, 2002.

This Plan represents almost three years worth of work by the Groton Plan of Conservation and Development Steering Committee (a group of representatives from different land use commissions), the Groton Planning Commission, and the residents of Groton to draft a Plan of Conservation and Development for the community.

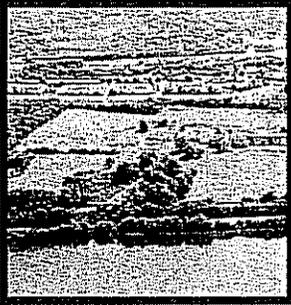
The recommendations in this Plan are based on sound planning principles and input from Groton residents at public meetings. The Planning Commission reviewed and discussed the various Plan strategies and believes that the recommendations in the Plan will help to:

- improve and maintain the overall quality of life in Groton
- preserve and promote the character of Groton, including its environmental, scenic, and historic resources
- guide economic development in Groton to produce maximum value

It has been the Commission's goal to develop a Plan that reflects the consensus of the community and establishes a working blueprint for the future of Groton. We hope that all Groton residents will work together to implement the recommendations of the Plan.

Sincerely,

GROTON PLANNING COMMISSION



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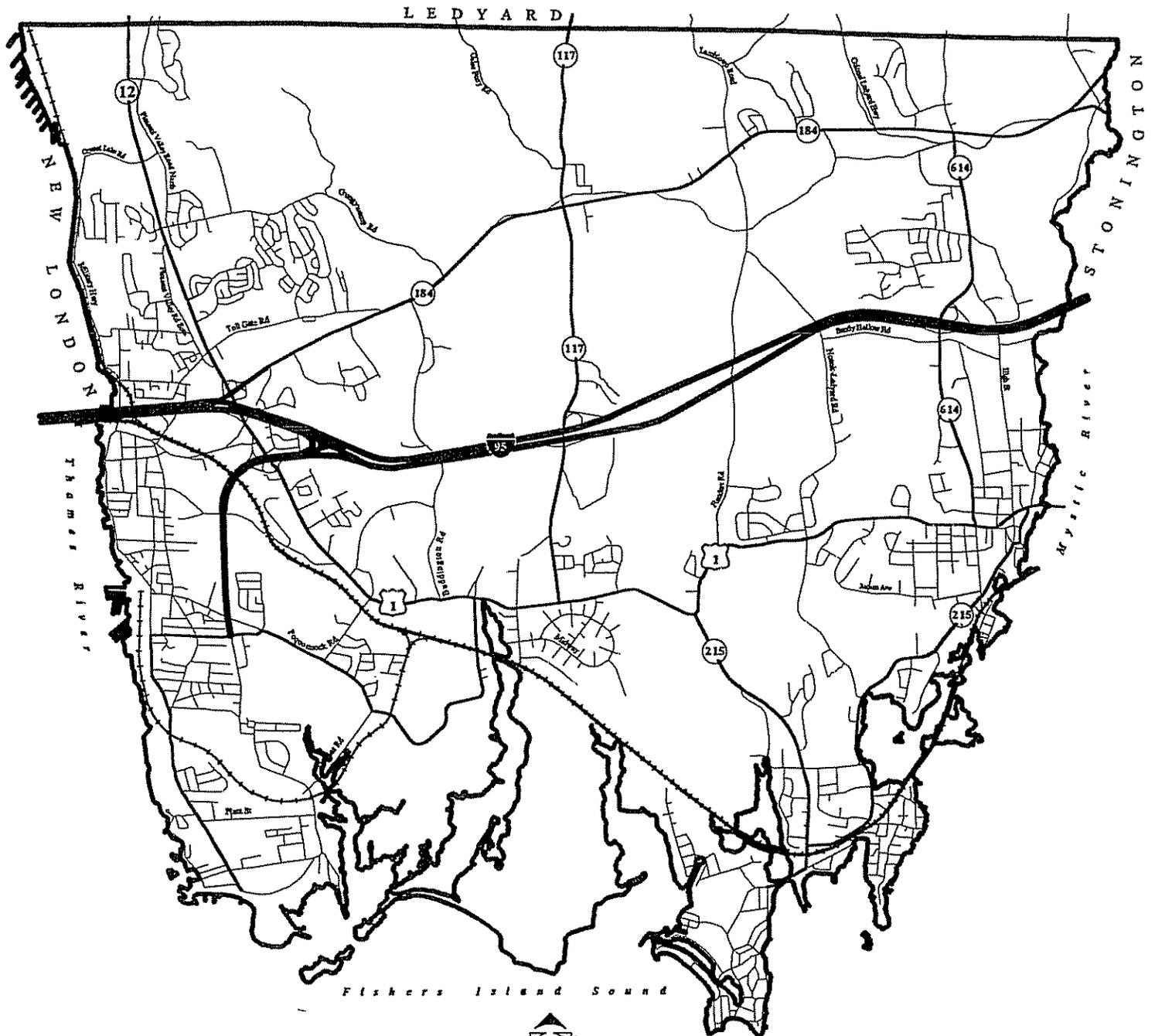
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STREET MAP



5000 0 5000 Feet



INTRODUCTION

Introduction



Executive Summary



Conditions And Trends



INTRODUCTION



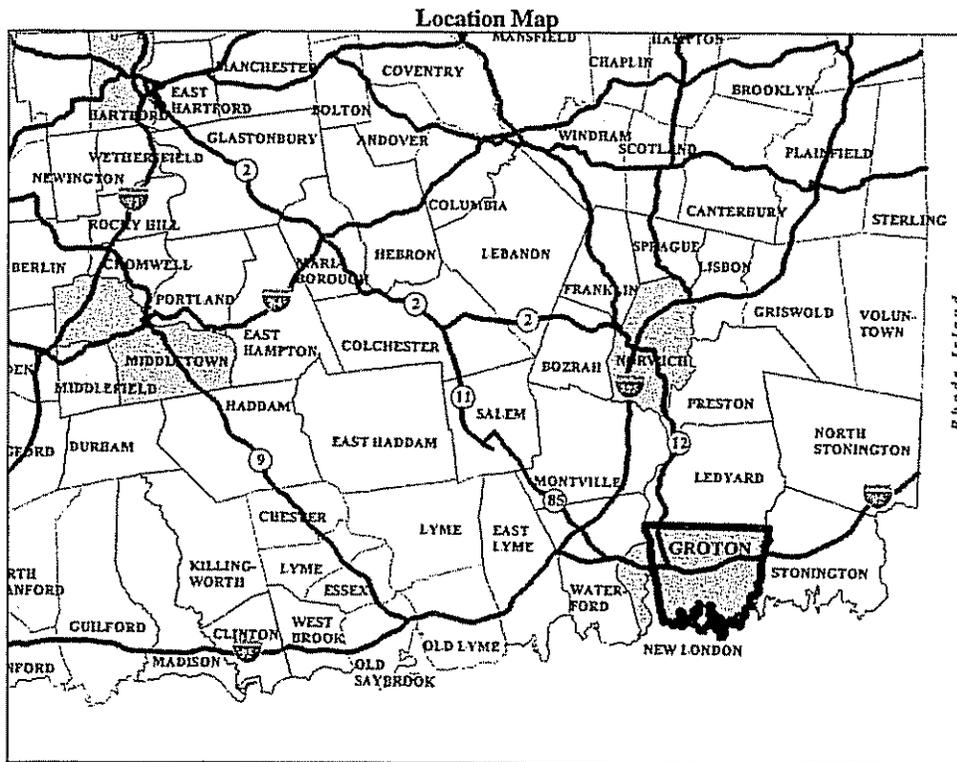
Introduction To Groton

Groton is a unique community . . .

Groton is located on Long Island Sound in southeastern Connecticut, about 10 miles west of the Rhode Island border. The town is bounded on the west by the Thames River and the City of New London, on the north by the Town of Ledyard, and on the east by the Mystic River and the Town of Stonington.

The initial 2000 Census indicated that Groton contained 39,907 residents within its land area of about 31.8 square miles (20,325 acres).

Many people know Groton as the "Submarine Capital of the World" due to the U.S. Navy Submarine Base located in Groton and the submarine shipyards of the Electric Boat Corporation, a division of General Dynamics Corporation. It also includes the USS Nautilus Museum, a tribute to the world's first nuclear submarine, which was built and based in Groton.



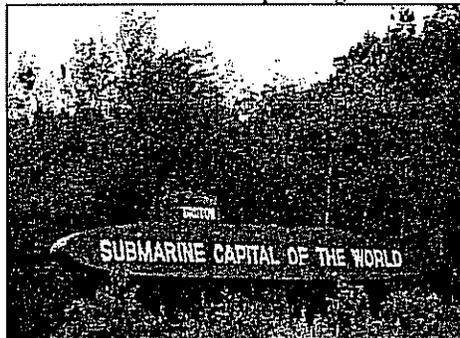
Most recently, people have also come to learn of Groton due to the research headquarters for Pfizer pharmaceuticals that is located here.

People also know Groton because of the unique places and facilities that are located here. This includes the historic maritime villages of Mystic and Noank, Groton/New London airport, the Avery Point Campus of the University of Connecticut, Bluff Point Coastal Reserve, the Groton Long Point area with residences on Long Island Sound, various marinas and beaches, the Ella Grasso/Southeast Regional Vocational Technical School, and some of the commercial facilities (such as hotels, restaurants and retail stores) that serve local and regional needs.

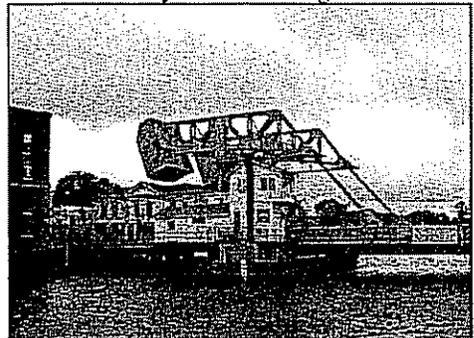
What some people do not know is that Groton has been a focal point in many of the historic events that have helped to shape the community, the region, the country, and the world. Groton was the site of the Pequot War in 1637, a battle between colonists and Native Americans that, with the defeat of the Pequot tribe, resulted in more widespread European settlement of New England and other parts of America. Surface ships built in Groton contributed to maritime trade, whaling, and the outcomes of the Revolutionary and Civil Wars as well as World War I. Submarines produced in and operated from Groton played a major role in the outcome of World War II and the "Cold War."

Groton's history and assets are unrivaled in Connecticut.

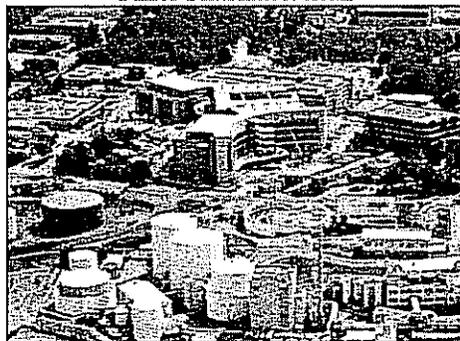
Submarine Capital Sign



Mystic Drawbridge



Pfizer Pharmaceuticals



Bluff Point Coastal Reserve



Groton is unique for other reasons. Within the geographic area that is Groton, there is a complicated array of different government entities.

For example, the Town of Groton provides educational, recreational, assessment, tax collection, and many other services to residents within the overall geographic extent of the town.

There is also the City of Groton. Once a borough in the town, the City now has its own charter and provides police, fire, recreation, and other services to city residents. It also exercises planning and zoning authority within the city limits. While Town services are available to city residents (since the city is part of the town), City services are only available to town residents that live in the city and pay taxes to the City.

The Noank Fire District and the Borough of Groton Long Point exercise their own zoning authority. There are also nine different fire districts within the geographic area of the town with different levels of staffing and equipment.

This information is relevant to the Plan since, while the Plan looks at overall issues within the geographic area of Groton, some recommendations will only apply to activities within the purview of the Town of Groton. For example, the Plan makes no recommendations with regards to zoning policy issues in the City of Groton, Noank, or Groton Long Point.

Town or town?

In this Plan, the term "Town" refers to the governmental entity that provides services to residents.

On the other hand, the term "town" refers to the geographic area that is located between the Mystic River, the Thames River, Fisher's Island Sound and the Ledyard border.

	Geographic Area								
	Poquonnock Bridge	Center Groton	Mystic	Old Mystic	West Pleasant Valley	Noank	Groton Long Point	City of Groton	Navy Base
Overall Government	Town of Groton					Town & Noank	Town & Assoc.	Town & City	Navy
Education	Town of Groton								
Public Works	Town of Groton							City of Groton	Navy
Police	Town of Groton						Town & GLP.	City of Groton	Navy
Wetlands	Town of Groton						GLP Assoc.	City of Groton	Town
Land Use Planning	Town of Groton						GLP Assoc.	City of Groton	Navy
Zoning	Town of Groton					Noank	GLP Assoc.	City of Groton	Exempt
Recreation	Town of Groton					Town & Noank	Town & GLP.	Town & City	Town & Navy
Fire	Poquonnock Bridge	Center Groton	Mystic	Old Mystic	City of Groton	Noank	GLP Assoc.	City of Groton	Navy
Ambulance, Rescue & Paramedic	Groton Ambulance Association (GAA)		Mystic River Ambulance Association		GAA	Mystic River Ambulance Association		GAA	Navy & GAA

Statutory Reference

Section 8-23 of the Connecticut General Statutes requires that the Planning Commission prepare, adopt, and amend a Plan of Conservation and Development. The requirements for the Plan are presented on the facing page.

Planning Period

Since Statutes require that the Plan be updated every ten years, this Plan looks ten to twenty years into the future and is intended to guide public and private actions for the next five to ten years.

About Plans Of Conservation And Development

A Plan of Conservation and Development is a tool for guiding the future of a community. While the Plan is adopted by the Planning Commission, this Plan was prepared by the Groton Plan of Conservation and Development Steering Committee and the Planning Commission with input from Groton residents. The goals and recommendations of this Plan are intended to reflect the overall consensus of what is best for Groton and/or its residents in the future.

While it is primarily a statement of recommendations addressing the conservation and development of Groton (the physical layout), it is also intended to address the social and economic development of the community.

History of Planning in Groton

Groton has a history of land use planning and administration. The Town:

- adopted subdivision regulations in 1956
- adopted zoning regulations in 1957
- hired its first Director of Planning in the early 1960s

Over the past 40 years, the Groton Planning Commission has adopted four Town Plans to help guide community growth and change:

- a 1961 Plan prepared with the help of Technical Planning Associates of New Haven
- a 1973 Plan prepared by the Planning Commission and Town Staff
- a 1979 update of the 1973 Plan, also prepared by the Commission and Town Staff
- a 1990 Plan prepared with the assistance of Buckhurst Fish Hutton Katz of New York

In addition, other plans have been prepared for particular geographic or functional areas. Information on these reports can be obtained at the Office of Planning and Development Services at Groton Town Hall Annex.

Thus, it can be seen that Groton has a history of preparing, adopting, amending, and implementing Plans to address the appropriate conservation and development of the community. It is in that spirit that this Plan has been prepared.

Use of the Plan of Conservation and Development

This Plan of Conservation and Development is an advisory document. It is intended to guide local residents and to provide a framework for consistent decision-making with regard to conservation and development activities in Groton over the next decade or so.

**EXCERPTS FROM CONNECTICUT GENERAL STATUTES
SECTION 8-23 - PLAN OF CONSERVATION AND DEVELOPMENT**

The Planning Commission shall:

- prepare, adopt and amend a plan of conservation and development ...
- review the plan of conservation and development at least once every ten years ...
- adopt such amendments to the plan or parts of the plan ... as the commission deems necessary to update the plan . .

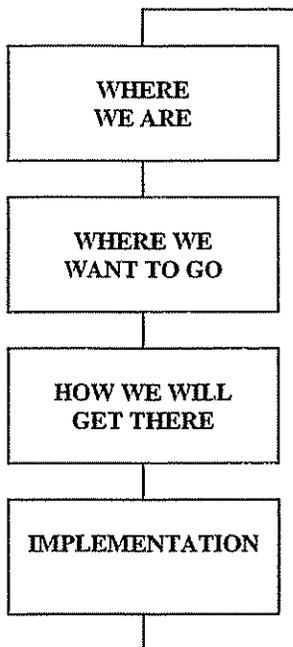
The Plan shall:

- be a statement of policies, goals and standards for the physical and economic development of the municipality ..
- show the commission's recommendation for the most desirable use of land within the municipality for residential, recreational, commercial, industrial and other purposes and for the most desirable density of population in the ... parts of the municipality ...
- be designed to promote with the greatest efficiency and economy the coordinated development of the municipality and the general welfare and prosperity of its people ...
- be made with reasonable consideration for restoration and protection of the ecosystem and habitat of Long Island Sound ...
- make provision for the development of housing opportunities, including opportunities for multifamily dwellings consistent with soil types, terrain and infrastructure capacity, for all residents of the municipality and the planning region ...
- promote housing choice and economic diversity in housing, including housing for both low and moderate income households, and encourage the development of housing which will meet the housing needs ...
- consider the use of cluster development to the extent consistent with soil types, terrain, and infrastructure capacity ...
- take into account the state plan of conservation and development ... and note any inconsistencies it may have with said state plan ...

The Plan may:

- show the commission's recommendation for a system of principal thoroughfares, parkways, bridges, streets and other public ways; for airports, parks, playgrounds and other public grounds; for general location, relocation and improvement of public buildings; for the general location and extent of public utilities and terminals, whether publicly or privately owned for water, sewerage, light, power, transit and other purposes; and for the extent and location of public housing projects
- include recommended programs for the implementation of the plan ...
- (include) such other recommendations ... in the plan as will ... be beneficial to the municipality ...

The Planning Process



Plan Workbooks

- Planning Primer
- Status of Prior Plans
- Public Meeting #1
- History of Groton
- Regional Factors
- Natural Resources
- People of Groton
- Housing in Groton
- Economy Overview
- Land Use & Buildout
- Open Space
- Infrastructure
- Community Facilities
- Transportation
- Coastal Areas
- Historic Preservation
- Regulatory Review
- Economic Development
- Public Meeting #2
- Tax Impact Analysis
- Governmental Review
- Community Assessment
- Planning Program Ideas
- Preliminary Program

How This Plan Was Developed

While the Groton Planning Commission adopts the Plan of Conservation and Development, the Commission decided to appoint a committee made up of community representatives to help in preparation of the Plan. The Groton Plan of Conservation and Development Steering Committee consisted of several members of the Planning Commission, the Zoning Commission, Economic Development Commission, Zoning Board of Appeals, Conservation Commission, representatives of other local boards, and other interested residents.

In addition, the Town's Planning and Development Services staff was very involved in assisting the Steering Committee, the Planning Commission, and the consultant prepare the Plan.

The process used by the Committee to prepare the Plan is illustrated by the adjacent flowchart. First, a comprehensive inventory and assessment of local conditions and trends was undertaken to identify needs and issues in Groton. Then, Groton residents were involved in establishing a consensus on important issues through:

- workshop meetings by the Groton Plan of Conservation and Development Steering Committee
- public presentations that generated input and discussion
- other exercises and analyses performed during the process

Finally, the various recommendations in the Plan were discussed and refined at many meetings of the Groton Plan of Conservation and Development Steering Committee and the Planning Commission.

The responsibility for final adoption of the Plan rests with the Planning Commission. Implementation takes place after the Plan is adopted.

Other Relevant Information

Other relevant information includes workbooks (booklets on different topical issues) prepared during the process, previously adopted plans, and proceedings from public meetings. The workbooks and other supporting materials were assembled into binders for each participant and additional binders were placed at Town Hall and the Groton Library for residents to review during the process.

In the case of conflict between this Plan and such other background information, the recommendations of this Plan take precedence.

Many people were involved in the preparation of the Plan over an 18-month period. While it is not possible to name them all, the major participants are listed on the inside back cover of the Plan.

EXECUTIVE SUMMARY

2

Overall Plan Philosophy

During the process of preparing the Plan, the following philosophy emerged as the foundation for this Plan of Conservation and Development:

Continue to address growth and change so that:

- **the character of the town is maintained**
- **the overall quality of life is enhanced**
- **community needs are met in the most efficient and cost-effective manner**

While there may be refinements in the goals and strategies of this Plan over time, it is anticipated that this philosophy will remain relevant during the anticipated ten-year life of this Plan of Conservation and Development.

Overall Plan Organization

Many Plans of Conservation and Development are organized on a *topical* basis. That is, they are arranged by chapters about such things as natural resource protection, open space, residential development, economic development, community facilities, transportation, and similar topics. This Plan is different.

During the planning process, it became apparent that a *thematic* structure had greater potential to highlight the most important issues in Groton and provide flexibility in guiding future actions. Participants felt that a Plan organized around a set of broad themes had greater potential to concisely organize and present the recommendations of the Plan.

In addition, the recommended strategies result in a series of *benchmarks* to guide future legislative and administrative actions and help determine that those actions are consistent with the Plan.

This Plan is intended to highlight important issues in Groton and flexibly guide future actions ...

Major Themes

The major themes contained in the Plan are outlined below. More detailed discussion of the Plan recommendations are contained in the following pages.

Conservation Themes

- Protect Natural Resources
- Preserve Open Space
- Protect Coastal Resources
- Protect Historic Resources
- Promote Community Character
- Enhance Community Pride and Spirit

Development Themes

- Enhance Physical Structure
- Encourage Appropriate Residential Development
- Encourage Appropriate Business Development

Infrastructure Themes

- Diversify Transportation Options
- Address Community Facility Needs
- Enhance Infrastructure
- Enhance Government Structure

CONDITIONS AND TRENDS

3

History Of Groton

The Groton landscape was formed over millions of years by the interaction of geologic and climatic forces. The retreat of the last Ice Age (about 15,000 years ago) left the hills and valleys and other physical features that have affected Groton's development.

The first Native Americans are believed to have inhabited this area about 10,000 years ago. Over time they organized into tribes (Pequot, Mohegan, and Narragansett) and lived as hunters, fishers, gatherers, and farmers. Seasonal settlements are believed to have been located throughout this area.

Colonial Arrival

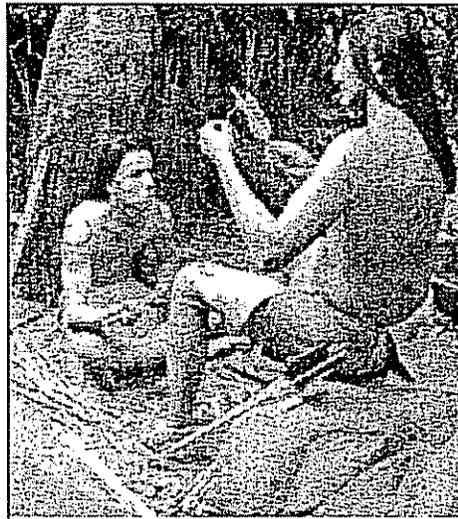
Dutchman Adraien Block sailed Long Island Sound and parts of the Connecticut River and Pequot (Thames) River in 1614. By the time the Pilgrims landed at Plymouth Rock in 1620, the Dutch and the English had developed an enormously profitable trade with Native American tribes in the "New World."

However, trading rivalries and disagreements between traders, settlers, and Native Americans eventually escalated to armed conflicts. In 1637, settlers from Wethersfield, Hartford, Windsor, and Saybrook (aided by Mohegan and Narragansett Indians) attacked a Pequot fort near the Mystic River, nearly eradicating the tribe.

With the resulting easing of tension and conflict between European settlers and Native Americans, the stage was set for increased European settlement of New England.

An understanding of current issues and trends is critical to the Plan ...

Diorama of Native Americans



Mashantucket Pequot Museum

Ancient History

There is no written history for Groton in the period before European settlement. What is "known" has been surmised from geologic and archeological data from a variety of sources.

Pequot War

In many respects, the Pequot War in 1637 was a defining event in the settlement of New England.

Native American tribes became reluctant to oppose English settlement. In addition, diseases brought by colonial settlers devastated Native American tribes.

As a result, the colonization of New England grew significantly.

Battle of Groton

In 1781, General Benedict Arnold led a British attack on Groton. The numerically superior British force seized Fort Griswold and Fort Trumbull and set fire to both New London and Groton. Colonel Ledyard and 88 other patriots were killed. An obelisk was dedicated at Fort Griswold in 1830 to commemorate the patriots who died.

Formation of Groton

In the following years, land grants for areas on both sides of the Pequot (Thames) River and inland were given by Massachusetts Bay authorities. Permanent settlement began in 1644 in a plantation on the west side of the river known as Pequot (renamed New London in 1658). The plantation concept involved a central village for security and community with planting and grazing occurring outside the village. Settlers also soon established scattered homesteads on the east side of the river (now Groton) and farming of this area began.

Settlers east of the Thames River were not pleased about making difficult and dangerous journeys over the river to New London for church, trading and town meetings, especially during the winter. Over time, efforts were devoted to establishing a separate church and town on the east side of the river. In 1705, the General Assembly approved the petition to create a separate town on the east side of the Thames River. The new town was named Groton after the English home of John Winthrop, founder of the New London settlement.

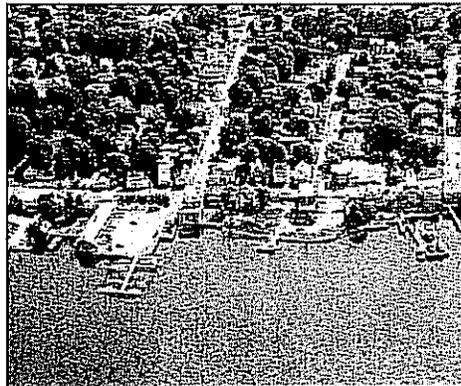
Maritime Beginnings (Shipbuilding and Fishing)

While most Groton residents were engaged in farming, maritime activities had developed sufficiently by the early 1700s to support trade and occupations at Groton Bank and along the Mystic River. Residents were drawn to the sea and soon became engaged in maritime trades, such as shipbuilding and fishing, in a major way.

The American Revolution

During the American Revolution, Groton residents played a major role in America's war for independence - providing men and supplies to support the war effort. In addition, privateers (small sailing ships) sailed from this area and raided British ships. To counter, the British patrolled the mouth of the Thames River. Fort Trumbull in New London and Fort Griswold in Groton were established to protect the area.

Groton Bank



Fort Griswold Monument



Maritime Evolution (Shipbuilding and Whaling)

At the end of the Revolution, shipbuilding was re-established at Groton Bank and Mystic. This area pioneered the construction of fast sailing vessels (such as "clipper ships") that were desired in the competitive world of maritime trade. Other maritime activities also became lucrative. By 1830, Mystic was a well-known center for whaling, trailing only New Bedford, Massachusetts.

The Resort Era

After 1880, Groton also became a popular resort area. The railroad brought Groton within reach of city residents who wanted to be near the shore. Beach hotels and summer resort communities were created at Noank, Shenecossett, Bluff Point, and Groton Long Point due to the abundant waterfront, available land, and easy transportation access (such as rail and trolley service). Over time, different governmental entities were created in different areas to meet different needs.

Maritime Evolution (Submarines)

For good reason, Groton is known as the "submarine capital of the world." What is now known as Electric Boat Corporation began building submarines for the United States Navy in 1933. With the onset of World War II, the company expanded to over 12,000 employees producing two submarines a month. During the war, 74 submarines were built in Groton, more than any other American shipyard.

Groton is also home to a U.S. Navy Submarine Base. In 1868, the State of Connecticut and the City of New London gave a 112-acre tract of land in Groton to the Federal Government for establishment of a Navy base. Little used until 1915, the Thames River Navy Yard eventually became a base for submarines.

With the onset of World War II and the increase in submarine production, the population of Groton exploded. Large numbers of housing units were constructed to accommodate submarine builders, sailors, and their families.

Groton's growth continued with the start of the "Cold War" at the end of World War II. Local industrial and military operations grew to meet national defense needs and this resulted in new employment and population growth. Economic growth, transportation capabilities and lifestyle choices combined to make suburban living a reality for many families. Groton grew quickly during this period due to its expanding economy, location, attractiveness, and available land.

Settlement Changes

The Shenecossett area was one of the most well established seaside communities at the turn-of-the-century. The area had the Griswold Hotel, a golf club and beach club for the residents, and steamboat service from its own wharf.

By 1930, 400 cottages, a boardwalk and a community center had been constructed at Groton Long Point. While devastated by the hurricane of 1938, many cottages were rebuilt and more were added.

Additional Information

Additional information on the history of Groton can be found in a book by Carol W. Kimball entitled The Groton Story: Revised Edition, published by the Groton Public Library and Information Society in 1991.

Pequot Reservation

The 1644 land grant by the Massachusetts Bay Colony dictated that land east of the Thames River (now in Ledyard) be set aside for the Pequot Indians. This was the first time American colonists reserved land for Native Americans.

No one could have anticipated the implications of that decision 350 years later with the establishment of the Foxwoods Resort and Casino on the reservation.

Economic Transformation

At the end of the "Cold War" in the late 1980s, national defense spending was reduced and this had an impact on many defense-related businesses in southeastern Connecticut. Employment at Electric Boat Corporation, the largest employer in the region for several decades, declined significantly. At the same time, the federal government began reviewing naval bases for possible reconfiguration and the submarine base was included on the Base Realignment and Closure (BRAC) list.

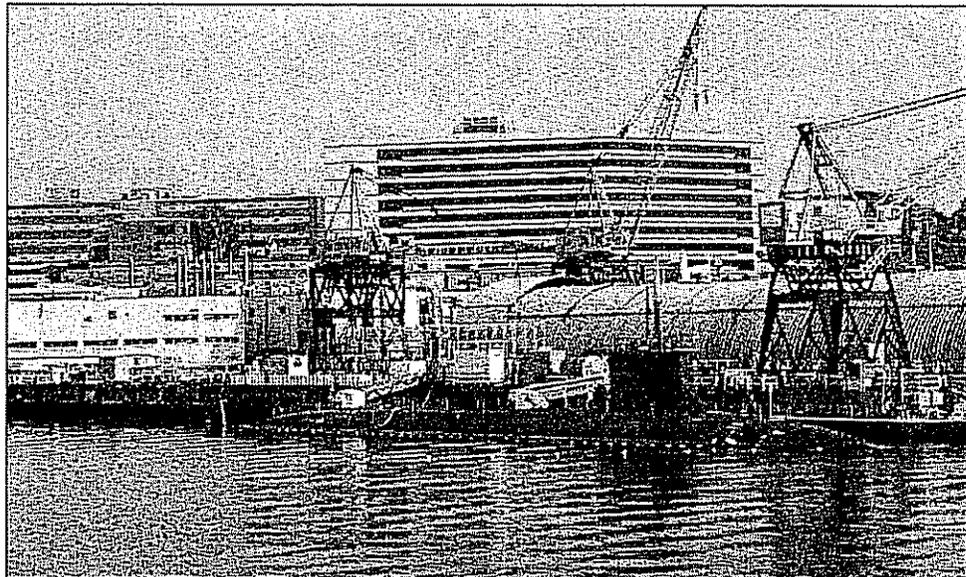
Even though the submarine base was removed from the BRAC list and remained open, other defense-related businesses were still affected. With the economic uncertainty, the overall economy of the region suffered.

Within a few years, the economy took a surprising turn. The Mashantucket Pequot and the Mohegan Indians each received federal recognition and were permitted to operate gaming establishments on their reservations.

While this area has had a major tourism focus for many years (Mystic Seaport, Mystic Marinelife Aquarium), this focus intensified with the opening of the casinos. Employment grew as activities expanded and Foxwoods Resort and Casino in Mashantucket (a tribal nation located in Ledyard) became the largest employer in the region and Mohegan Sun Resort and Casino in the Uncasville section of Montville became the third largest employer in the region.

Meanwhile, the Pfizer pharmaceutical campus in Groton became the research headquarters for this international corporation. The company received international attention for the development of Viagra and has developed other pharmaceutical products. Pfizer continues to expand its facilities in Groton, both on and off the Pfizer campus, and has merged some operations of Warner-Lambert into this facility.

Electric Boat and Pfizer



Groton's Regional Role

As shown in the following table, Groton is a major employment center for the region. With about 1.65 jobs per local housing unit and about 1.55 jobs per local worker, Groton is more than self-sufficient in terms of the number of jobs and local businesses provide employment to people living over a wide area.

Jobs / Housing / Workers Balance

Town	Jobs		Housing Units		Local Workers	
	Number	Ratio	Number	Ratio	Number	Ratio
Groton	28,060	165%	17,057	155%	18,072	155%
Waterford	13,440	170%	7,910	130%	10,327	130%
New London	16,590	139%	11,942	102%	12,733	87%
Norwich	16,860	102%	16,573	85%	19,283	72%
Stonington	7,180	85%	8,402	73%	9,944	50%
No. Stonington	1,450	73%	1,990	64%	2,891	50%
East Lyme	4,690	138%	7,380	93%	9,290	93%
Montville	9,250	117%	6,715	99%	9,973	99%
Connecticut	1,612,700	117%	1,374,566	99%	1,635,400	99%

Sources: Connecticut Departments of Labor and Housing, 1997

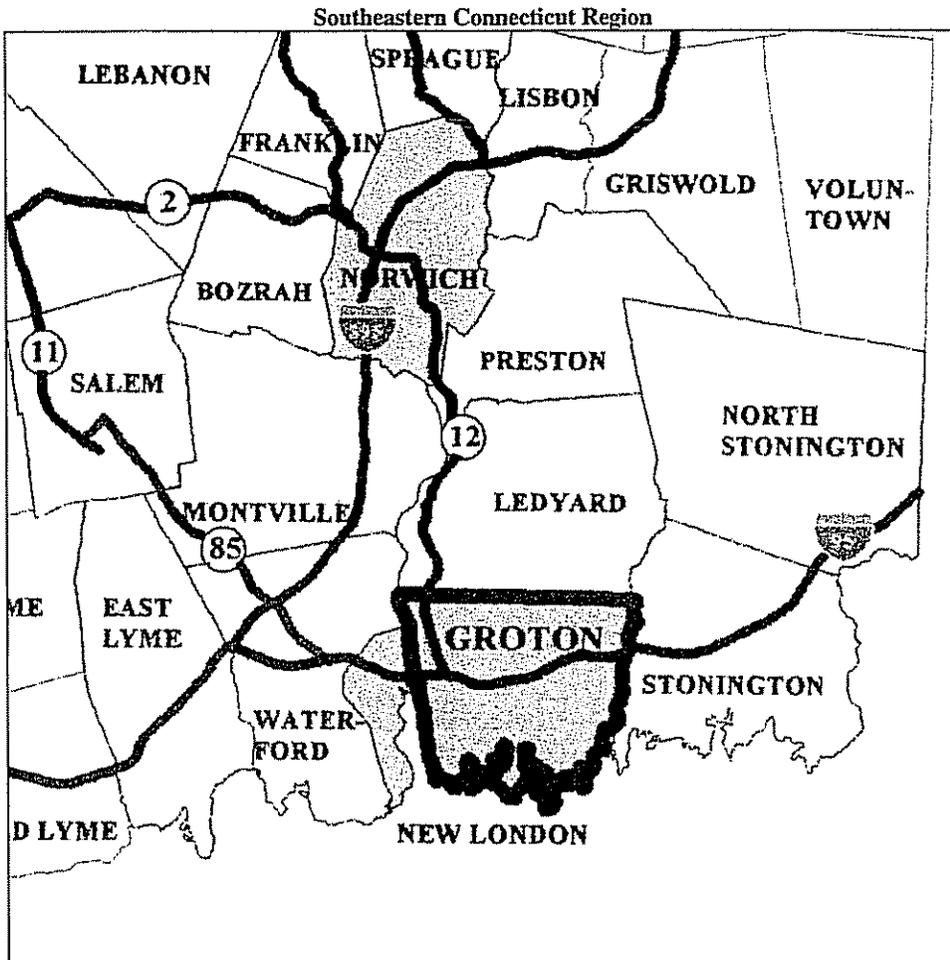
Job Ratio Relationships

In the adjacent tables, the ratios help to illustrate whether a community is:

- a "job exporter" (it has more jobs than housing units or workers), or
- a "worker exporter" (if it had more workers or housing units than jobs).

For example, the housing unit ratio shows that Groton had 1.65 jobs in Groton for every housing unit, the highest in southeastern Connecticut.

Groton is also the highest in southeastern Connecticut when the number of jobs in Groton is compared with the number of Groton residents who are working. In fact, Groton had 1.55 jobs for every local worker.



Community Attributes

Location - Groton is a shoreline community located between Boston / Providence to the east and New Haven / New York to the west.

Diverse Neighborhoods - Groton has a variety of neighborhoods ranging from more densely populated villages to less densely settled rural areas.

Housing Variety - Groton has a variety of housing types including apartments, condominiums, single-family, mobile homes, and shorefront mini-estates.

Low Tax Rates - Due to its business tax base, Groton enjoys one of the lowest effective tax rates (taxes on market value of property) in the region.

Open Space - Groton has several significant open space areas (such as Bluff Point Coastal Reserve, Haley Farm State Park, Pequot Woods, Copp Property, Groton Utilities reservoir lands).

In fact, more people are employed in Groton than in any other community in southeastern Connecticut. Groton is ranked 13th out of 169 Connecticut communities for the amount of employment.

Employment in Southeastern Connecticut

<u>Rank</u>	<u>Town</u>	<u>Employment</u>	<u>Percent</u>
1	Groton	28,060	21%
2	Norwich	16,860	13%
3	New London	16,590	12%
4	Ledyard	16,420	12%
5	Waterford	13,440	10%
6	Montville	9,250	7%
	Other Towns (14)	32,740	25%
	Total	133,360	100%

Connecticut Department of Labor, 1997 data

Employment in Connecticut

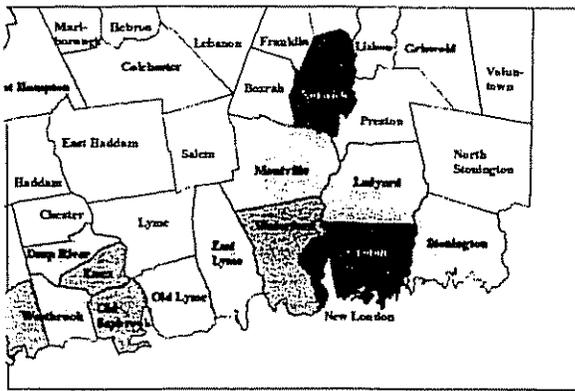
<u>Rank</u>	<u>Town</u>	<u>Employment</u>
1	Hartford	123,260
2	Stamford	78,020
3	New Haven	72,040
4	Norwalk	48,550
5	Bridgeport	47,580
6	Waterbury	44,080
7	Danbury	43,000
8	Greenwich	35,020
9	East Hartford	31,110
10	Milford	30,080
11	Manchester	29,730
12	Middletown	28,440
13	Groton	28,060
14	West Hartford	26,390
15	Stratford	26,360
16	Farmington	25,750
17	New Britain	25,620
18	Meriden	24,320

Connecticut Department of Labor, 1997 data

Although local employment declined somewhat between 1990 and 1997 due to defense cutbacks and the end of the "Cold War", Groton is expected to remain a major regional center for employment.

Groton is also the largest community in southeastern Connecticut in terms of population and housing units.

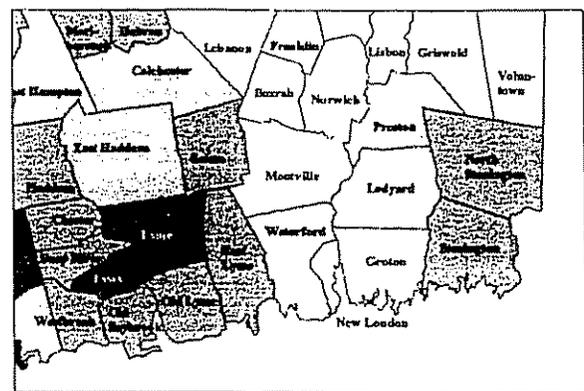
In other words, Groton is, in many ways, a leader in southeastern Connecticut.



State Average: \$74.3 people per square mile. Groton: 1,328

1998 POPULATION DENSITY

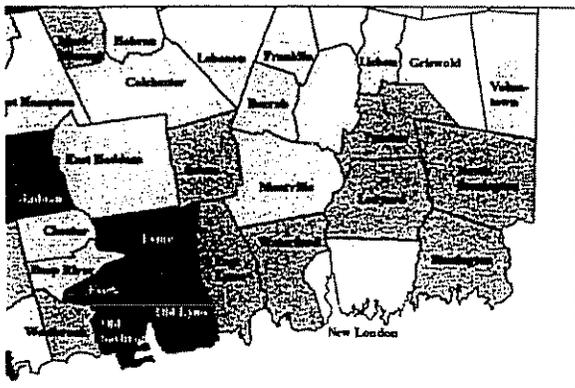
- Less than 250 people per square mile
- 250 to 499 people per square mile
- 500 to 999 people per square mile
- More than 1,000 people per square mile



State Average: \$156,001 Groton: \$105,000

1996 MEDIAN RESIDENTIAL SALES PRICE

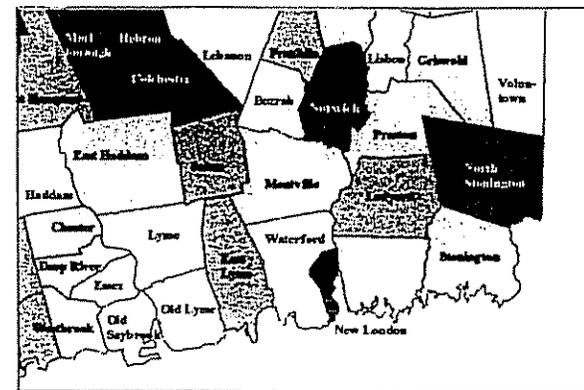
- Less than \$115,000
- \$115,000 to \$134,999
- \$135,000 to \$174,999
- More than \$175,000



State Average: \$28,225 Groton: \$21,274

1998 PER CAPITA PERSONAL INCOME

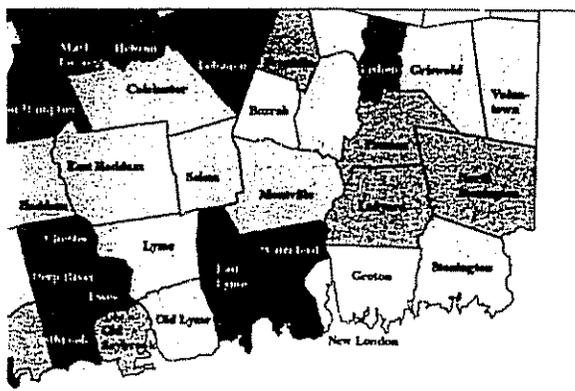
- Less than \$20,000
- \$20,000 to \$24,999
- \$25,000 to \$29,999
- More than \$29,999



State Average: 17.58 mills Groton: 14.54 mills

1998 EQUALIZED MILL RATE

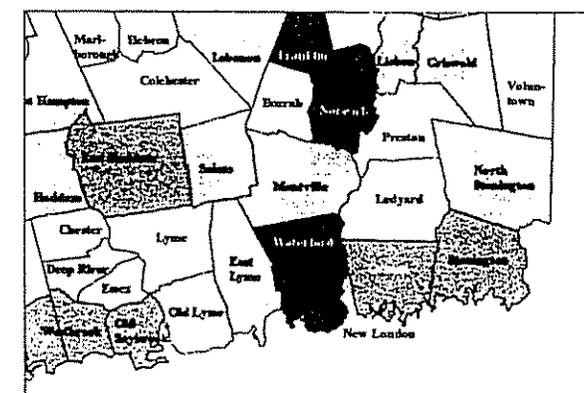
- Less than 14.5 mills
- 14.5 to 16.7 mills
- 16.8 to 18.9 mills
- More than 19.0 mills



State Average: 65.36 Groton: 49.33

1999 EIGHTH GRADE TEST SCORE COMPOSITE

- Less than 50
- 50 to 67.5
- 68 to 74.5
- Higher than 75



State Average: 22.9 Groton: 22.3

1999 CRIME RATE

- Less than 13.5 crimes per 1,000 residents
- 13.5 to 19.9 crimes per 1,000 residents
- 20 to 34.9 crimes per 1,000 residents
- More than 35 crimes per 1,000 residents

Groton Population

As can be seen from the following table, Groton grew significantly after 1940 due to submarine production associated with World War II and the "Cold War".

The economic adjustments associated with the fall of the "Iron Curtain" and changing lifestyles have contributed to a population decline in Groton.

Population	
1920	9,227
1930	10,770
1940	10,910
1950	21,896
1960	29,937
1970	38,244
1980	41,062
1990	45,144
2000	39,907
2010	46,910
2020	50,560

1920-90 Census, Projections from the CT Office of Policy & Management in italics

Since these projections were done before the 2000 Census was released, they appear to overstate the anticipated growth over the next 20 years.

People Of Groton

According to the Census, Groton had a year 2000 population of 39,907 persons. This 11.6 percent decrease from the 1990 Census population is believed to be due to staffing changes associated with the Navy Base and fewer persons per occupied housing unit due to social and economic changes.

This population decrease reverses a trend of population growth that has continued since 1840. Growth accelerated during the 1940s, 1950s, and 1960s due to submarine production at Electric Boat Corporation and activity at the US Navy Base. Growth continued at a slower pace during the 1970s and 1980s although Groton still had more population growth than any surrounding community.

	Absolute Population Change			
	1960s	1970s	1980s	1990s
Groton	8,307	2,818	4,082	-5,237
New London	-2,552	-2,788	-302	-2,869
Ledyard	9,163	-823	1,178	-226
N. Stonington	1,766	471	665	107
Stonington	1,971	280	699	987
Waterford	1,836	616	87	1,222
Montville	7,903	793	218	1,873

1960 - 2000 Census

As shown in the following table, population change is made up of natural increase (births minus deaths), and net migration (move in minus move out). While natural increase has been fairly substantial, any population gain has been moderated by net out-migration.

Components of Population Change				
	1960s	1970s	1980s	1990s
Births	10,069	7,466	8,421	8,732
Deaths	2,094	2,180	2,563	2,704
Natural Increase	7,975	5,286	5,858	6,028
Net Migration	332	-2,468	-1,776	-11,265
Total Change	8,307	2,818	4,082	-5,237

Connecticut Department of Health

Overall, the population decrease can be explained by overall demographic and migration trends and recent economic events (such as the employment decline at Electric Boat Corporation). For example, with longer life expectancies and changing lifestyles (smaller families, divorce), the typical housing unit contains fewer people than before.

Although the pace of growth in Groton has declined recently due to economic adjustments, growth is expected to continue in the future as the economy moves away from its defense focus of the last several decades. While population projections presented in the sidebar (which were prepared in 1995) may overstate future population growth, recent housing construction and economic development supports the direction of an increased population in the future.

Major Influences

Groton is unique due to the presence of a U.S. Naval Submarine Base. As a result, the population living in military quarters and the workers employed by the Armed Forces are much higher than the state average.

Due to the transient nature of military positions, household turnover is common. Only about one-quarter of all households in 1990 had lived in Groton since 1980. In addition, only about one-third of the 1990 population had lived in the same unit in 1985.

Age Composition

For planning purposes, the age composition of a community can be considered to include three major age groups with differing needs or concerns -- children (ages 0-19), adults (ages 20-54), and mature residents (ages 55 and over). Due to the Navy base (with a predominance of people aged 18 to 34), the median age in Groton was much younger than for the county or the state.

Within the overall growth projection from the Connecticut Census Data Center, changes are expected to occur in the age distribution of Groton residents. In fact, the changing age composition is more significant than the overall change.

Groton Composition History and Projections by Age Groups

Ages	Actual				Projections	
	1970	1980	1990	2000	2010	2020
0-19	41%	33%	28%	28%	27%	27%
20-54	48%	52%	56%	53%	53%	51%
55+	11%	14%	15%	19%	19%	23%
Total	100%	100%	100%	100%	100%	100%

1970-90 Census. Projections by Connecticut Census Data Center (1995). Totals may not add due to rounding.

Multiple Generations of Groton Residents



William Carlbach

Institutional Population

	Town	State
Military Quarters	12%	<1%

Occupations of Residents

	Town	State
Armed Forces	34%	1%

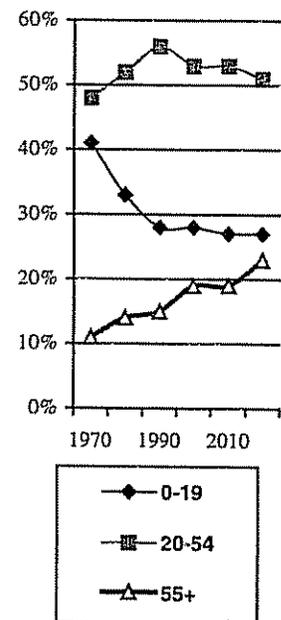
Year Moved Into Unit

	Groton	State
1985-90	61%	46%
1980-84	12%	14%
1970-79	12%	18%
1960-69	8%	11%
Pre-1960	7%	12%
Total	100%	100%

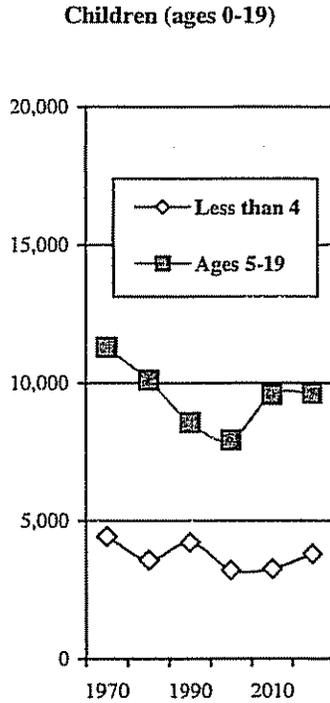
Residence in 1985

	Groton	State
Same house	36%	57%

Age Composition



Children (ages 0-19)



While the projections suggest that the school-age population (ages 5-19) will remain fairly steady throughout the planning period, this component of Groton's population has been declining steadily since 1970. For school enrollment purposes, more detailed analysis should be performed since fluctuations will occur. Around the state, a school enrollment peak is expected around the year 2005 before gradually declining. Groton may experience a different phenomenon due to the presence of the Navy base and the influx of Navy personnel.

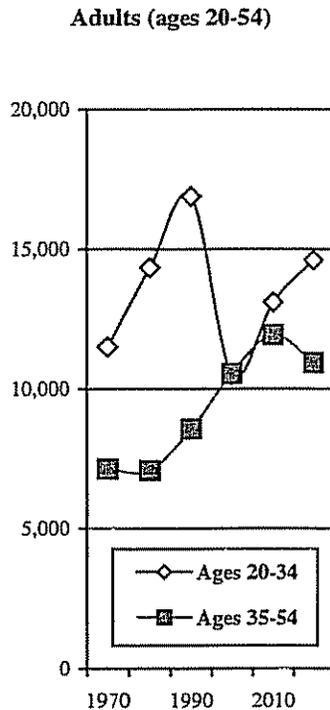
Groton Population History and Projections by Age Groups

Description	Age Range	Projection	Needs
Infants	Less than 4	Decline to 2000 then remain fairly steady with a possible increase beginning around 2015.	Child care.
School-Age	5 to 19	Decline to 2000 with a possible increase thereafter.	School facilities.

Ages	Actual				Projections	
	1970	1980	1990	2000	2010	2020
0-4	4,431	3,584	4,227	3,220	3,262	3,805
5-19	11,289	10,115	8,565	7,932	9,572	9,627
Total	15,720	13,699	12,792	11,152	12,834	13,432

1970 - 2000 Census, Projections by Connecticut Census Data Center (1995).

Adults (ages 20-54)



The 20-34 age group was expected to decline between 1990 and 2000 (due to the "baby bust" between 1965 and 1980) and personnel changes at the Navy base. A modest increase is expected in the future. The 35-54 age group is expected to increase until the year 2010 and decrease slightly thereafter.

Groton Population History and Projections by Age Groups

Description	Age Range	Projection	Needs
Young Adults	20 to 34	Decline to the year 2000 with modest increase thereafter.	Rental housing and starter homes.
Middle Age	35 to 54	Peak around the year 2010 (baby boom) with modest decline thereafter.	Family programs and trade-up homes.

Ages	Actual				Projections	
	1970	1980	1990	2000	2010	2020
20-34	11,509	14,337	16,892	10,484	13,094	14,609
35-54	7,127	7,080	8,567	10,540	11,933	10,936
Total	18,636	21,417	25,459	21,024	25,027	25,545

1970 - 2000 Census, Projections by Connecticut Census Data Center (1995).

Residents Aged 55 and over

The 55 and over age groups are expected to grow substantially to almost one-quarter of Groton's population by the year 2020. Potential increases in municipal services (social services and senior activities) might be anticipated, as well as an increased demand for smaller housing units with maintenance provided.

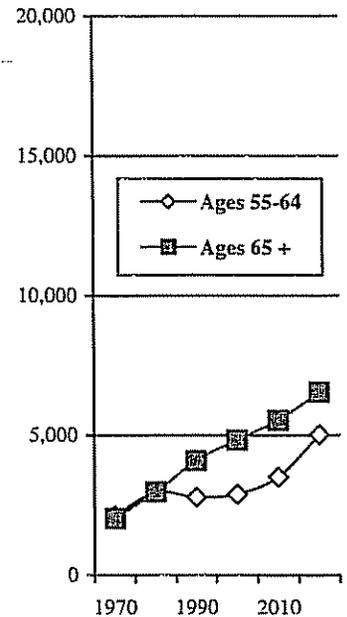
Groton Population History and Projections by Age Groups

Description	Age Range	Projection	Needs
Mature Adults	55 to 65	Expected to grow significantly from the year 2000 on (baby boom).	Housing options.
Retirement Age	65 and over	Expected to grow considerably to the year 2020 as people live longer.	Tax relief, housing options, elderly programs.

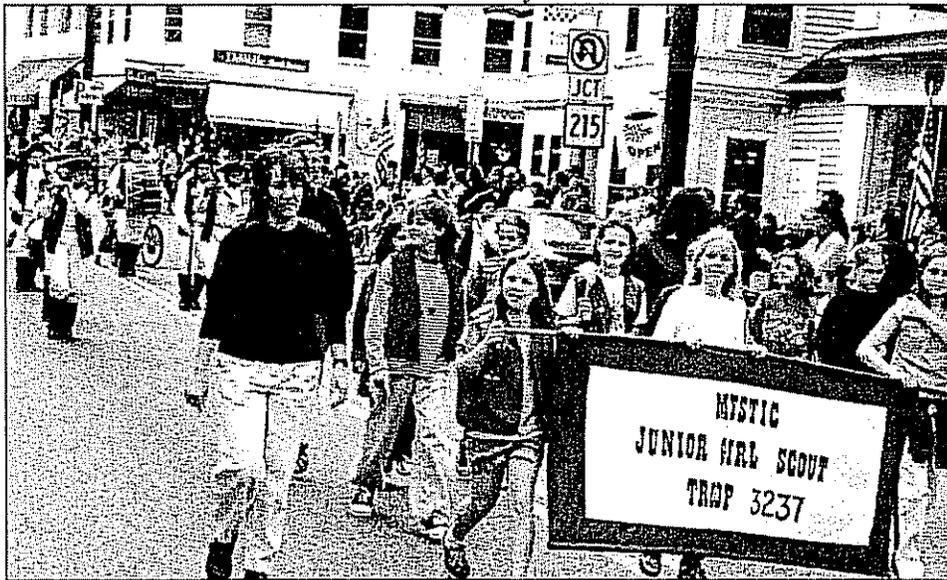
Ages	Actual				Projections	
	1970	1980	1990	2000	2010	2020
55-64	2,130	2,966	2,797	2,902	3,509	5,028
65 +	2,027	2,980	4,096	4,829	5,539	6,553
Total	4,157	5,946	6,893	7,731	9,048	11,581

1970 - 2000 Census, Projections by Connecticut Census Data Center (1995).

Elderly (ages 55+)



Parade in Mystic



William Carlebach

Definitions

Developed Land - land that has buildings, structures, or improvements used for a particular economic or social purpose (such as residential or institutional).

Committed Land - land that is used for a particular economic or social purpose (including open space).

Vacant Land - land that is not developed or committed.

Under-Developed Land - developed land that is not used to its full potential (such as a 10-acre parcel with one house in a half-acre residential zone).

Development Potential

The build-out scenario is based on natural resource constraints, zoning designations, and development practices. The analysis is used to evaluate the possible future need for community facilities and other infrastructure.

The estimates make no prediction about when development will occur on a particular property or in a specific area. The timing of development is a function of economic conditions, land availability, land suitability, location, accessibility, utility availability, market demand, and other factors.

Land Use In Groton

Groton contains approximately 20,325 acres. The land use survey found that about 69 percent of the community (14,094 acres) is occupied by residential, commercial, or institutional uses or is dedicated to a specific purpose such as public land or protected open space. Conversely, about 31 percent of the land in town (6,231 acres) is vacant or uncommitted to a specific use. These figures include the City of Groton, Noank and Groton Long Point.

1998 GROTON LAND USE SUMMARY

Use	Acres	Percent of Committed Land	Percent of Total Land
Residential	4,816	34%	24%
Commercial	660	5%	3%
Industrial	524	4%	3%
Public / Institutional Uses	1,738	12%	9%
Open Space	4,386	31%	22%
Transportation / Roads	1,969	14%	10%
Developed / Committed	14,094	100%	69%
Vacant / Under-Developed	6,231		31%
Total Land Area	20,325		100%

Planimetrics (Totals may not add due to rounding)

Future Development Potential (Buildout)

Groton could eventually be a community of about 60,000 people and about 23,000 housing units. This is an increase of about 18,000 people and 6,000 housing units from what currently exists in Groton.

These estimates are based on:

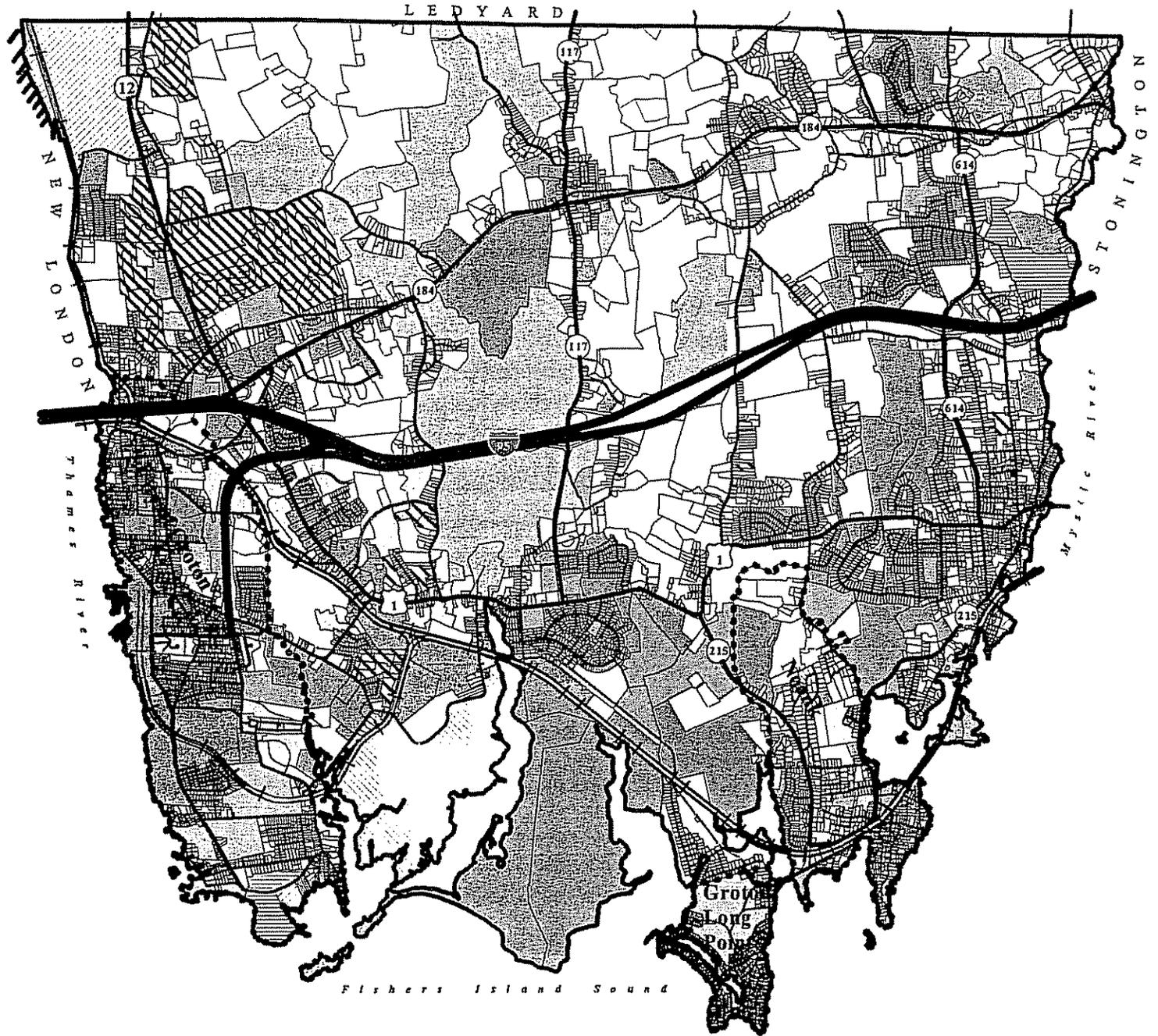
- the amount of vacant and under-developed land
- full development under current residential zoning and
- physical and environmental constraints

While prior plans estimated an ultimate population of up to 65,000 people, regulatory changes, demographic changes, development patterns, and better knowledge of environmental and other constraints has refined the estimate since that time.

During the next ten years, the population is not expected to exceed 47,000 people.

Land Use

Town of Groton, CT



Residential

- 1 - 2 Family
- Multi - Family
- Mobile Homes
- Navy Residential

Commercial

- Commercial / Retail
- Offices
- Lodging
- Marine Business

Industrial

- Industrial

Institutional

- Community Facilities
- Airport
- Naval Base
- Other State Facilities
- Other Institutional

Open Space

- Dedicated Open Space
- Managed Open Space

Other

- Vacant
- Parking
- > City of Groton
- > Noank
- > Groton Long Point

5000 0 5000 Feet



Fiscal Comparisons

The effective tax rate compares municipal taxes with the estimated market value of property (not the assessed value). It is used to compare tax rates between communities. As indicated, Groton has one of the lowest effective tax rates in southeastern Connecticut.

Effective Tax Rate

New London	2.87%
N. Stonington	1.96%
Ledyard	1.88%
State	1.85%
Montville	1.65%
Stonington	1.43%
Groton	1.39%
Waterford	0.97%

CPEC - 1997-98 Equalized Mill Rate

The following table compares the amount of taxable property in each community on a per capita basis. It is an indication of the size of the tax base available to support local programs.

Per Capita Tax Base

Waterford	\$302,088
Stonington	\$110,242
State	\$80,477
N. Stonington	\$75,788
Montville	\$67,676
Groton	\$64,521
Ledyard	\$58,962
New London	\$31,882

CPEC - 1996 Grand List (ENGL)

Fiscal Overview

Due to the variety of governmental organizations in Groton, it is very difficult to compare local revenues and expenditures with other jurisdictions. For example, fire protection expenditures (which may be included in other town's municipal expenditures) are levied separately in Groton and are not included in local expenditures.

However, Groton has a "typical" tax base for a community of its size based on the Equalized Net Grand List (ENGL), a measure of the market value of all property in a community.

Tax Base Comparison (1996 ENGL)
(ranked by 1996 population of 169 municipalities)

Population Rank	Town	Population	ENGL (billions)	ENGL/cap.
18	Stratford	49,068	\$3.618	\$77,244
19	East Hartford	47,700	\$2.632	\$54,848
20	Middletown	43,498	\$2.762	\$63,058
21	Enfield	43,136	\$2.518	\$55,716
22	Groton	42,922	\$2.844	\$64,521
23	Wallingford	40,671	\$3.089	\$74,718
24	Southington	38,091	\$2.746	\$71,487
25	Shelton	37,159	\$3.410	\$94,783
26	Norwich	36,190	\$1.654	\$47,061
	Average	42,048	\$2.808	\$66,783
	Median	42,922	\$2.762	\$64,521
	State Ave.	19,348	\$1.559	\$78,778

Connecticut Policy and Economic Council. 1996 data. Equalized Net Grand List (ENGL) is a measure of the fair market value of all property.

Groton is fortunate that business property makes up a larger component of its tax base than a typical Connecticut community. In fact, Groton has a higher percentage of business property than any surrounding community. As a result, Groton had a lower effective tax rate in 1998 (taxes as a percent of market value) than any surrounding community except Waterford.

Comparison Of Tax Base Composition

	Percent Business	Percent Residential	Percent Other
Groton	38%	48%	14%
New London	37%	52%	11%
Montville	20%	51%	29%
State	20%	62%	18%
Stonington	19%	72%	9%
N. Stonington	10%	69%	21%
Ledyard	9%	74%	17%
Waterford	7%	19%	74%

Planimetries from published data from the State of Connecticut Office of Policy & Management

As can be seen, businesses make a significant contribution to the local tax base in Groton. Groton's tax base is not as reliant on residential property to supply revenues as other nearby towns. Less than 50 percent of the town's tax base originates from taxes on residential property.

Fiscal Parameters of Different Uses

During the planning process, an analysis was done of the tax impact of different land uses in Groton. Tax impact analysis is designed to determine whether the general fund tax revenues generated to the Town of Groton by a particular land use are greater than the Town of Groton expenditures associated with that use.

Residential Uses - Due to education expenses, several residential uses in Groton generally receive more in services than they pay in taxes. For example, single family dwellings, apartments, and mobile homes typically receive more in services than they pay in taxes. On the other hand, condominiums (due to low school enrollments) and undeveloped residential land and lots pay more in taxes than they receive in services. Generally, if a dwelling unit contains no school children, then it likely pays more in taxes than it receives in services.

Commercial / Industrial / Public Utility Uses - Non-residential uses typically pay more in taxes than they receive in services because they receive no direct benefit from local education expenses.

Private Open Space Uses - Land that is privately owned but assessed as farm, forest, or open space land under the Public Act 490 program (codified as CGS Section 12-107e) has a positive fiscal impact on the Town since it pays more in taxes than it receives in services.

Tax Exempt Uses - Since tax exempt uses pay no taxes yet receive some services from the Town, they typically have a negative fiscal impact. In most communities, this fiscal impact is modest.

However, Groton is unique because of the Navy Base. While Groton receives about \$6.5 million dollars in general fund revenue annually from the federal government for base impacts, the base also has about 5,000 residents and produces over 1,700 students in the Groton school system. It is estimated that these people and pupils result in direct fiscal impacts of over \$8.6 million annually (see *Booklet #20 – Groton Tax Impact Analysis* for more information on how this estimate was derived). While simple subtraction of revenues and service costs make the Navy Base appear to be a local cost, this ignores the positive economic impact of the Navy base on the community (see the sidebar).

Limitations

The analysis of the fiscal parameters of different land uses only looked at fiscal implications to the Town. It did not consider the physical, social, or economic implications of different uses.

Fiscal parameters are not the only criteria on which municipal policy, especially conservation and development decisions, should be made. Such findings need to be balanced with environmental, physical, social, and economic implications.

In the long run, the overall form and function of the community should be the overriding focus.

Navy Base Impact

While the Navy Base may require more in local services than it provides in local revenue to the Town of Groton, there is little doubt that it has a positive overall economic impact on the community.

For example, some of the payroll expense at the Navy Base makes its way into the local economy, supporting local retailers and services. This spending supports uses that also contribute to local employment and the tax base.

Some estimates gauge that each submarine based in Groton generates roughly 130 servicemen, 70 Navy families, and almost \$5 million in payroll to the area.

Fiscal Impacts

Any residential use that produces school enrollment will likely require more in service costs than it provides in tax revenue.

Conversely, any residential use that produces no school enrollment will likely provide more in tax revenue than it requires in service costs.

More Information

For more information on the fiscal implications of different land uses, see Workbook #20 – Groton Tax Impact Analysis on file at the Groton Library and at the Town Hall.

State properties in Groton include open space land (such as Bluff Point and Haley Farm) and facilities (such as Avery Point, Groton/New London Airport, DOT Facilities, etc.). Groton receives about \$0.75 million dollars annually from the state “for payments in lieu of taxes” (PILOT) for state properties. While some services are provided to these properties and facilities, the PILOT payments are estimated to cover these expenses.

Municipal facilities in Groton include all Town-owned land and facilities such as schools, Town Hall, public works, police, recreation, libraries, senior center, and other sites. While these uses require local expenditures but pay no taxes, they are the facilities that are used to provide municipal services and the costs are incorporated elsewhere in the municipal budget.

Other tax-exempt uses include educational, historical, charitable and religious land and facilities. Again, while these uses require local expenditures but pay no taxes, they are the facilities that typically enhance community character and quality of life.

The following table summarizes the “balance of payments” between different land uses:

APPROXIMATE BALANCE OF PAYMENTS

Classification	Use Category	Net Revenue	Net Expenditures
Provide Much More In Revenue Than Receive in Services	Industrial Development	\$8,231,774	
	Commercial Development	\$2,228,032	
	State Facilities	\$743,089	
	Vacant Residential Land	\$303,526	
Provide More In Revenue Than Receive in Services	Residential Condominiums	\$83,592	
	Vacant Commercial Land	\$66,932	
	Vacant Residential Lot	\$57,563	
	Comm. Condominiums	\$38,417	
	Vacant Industrial Land	\$25,427	
	Utility Facilities	\$9,701	
	Private Farm	\$2,181	
	Private Forest	\$1,739	
	Wetlands	\$186	
Require More In Services Than Provide in Revenue	Municipal Facilities		\$0
	Private tax-exempt Facilities		\$5,797
	Mobile Homes		\$242,885
Require Much More In Services Than Provide in Revenue	Federal Facilities		\$1,986,681
	Apartments		\$3,243,824
	Single Family Dwellings		\$6,312,972

Planimetrics

Community Input

Several public meetings were held during the process of preparing the Plan in order to learn what issues were important to Groton residents and to encourage their participation in the planning process. While these results are not scientific, they can be assumed to capture the opinions of people who chose to attend.

On October 29, 1998, an informational meeting for all Groton residents was held at the Groton Senior Center. Each person was asked to identify places in Groton that they were particularly proud of and particularly sorry about. Responses were then grouped to understand the major issues of importance to residents.

"Prouds"	"Sorries"
Open Space (50 votes)	Commercial Uses/Areas (28 votes)
Historic Resources (18 votes)	Specific Issues (25 votes)
Community Facilities/Services (17 votes)	General Community Issues (20 votes)

At the same meeting, people were given planning points to "spend" on issues that were important to them as part of the Plan of Conservation and Development.

	Planning Points Topic	Percent of Total Vote
1 Tie	Business and Industry	17%
1 Tie	Preservation of Open Space	17%
3	Conservation of Natural Resources	15%
4	Community Character	11%
5	Land Use Regulations	8%

Other categories included Coastal Areas, Transportation, Community Facilities, Historic Resources, Housing and Residential Issues, Improvement of Utilities, Community Centers

Prouds and Sorries



Public Input

From a survey at the initial public meeting, residents indicated those programs or activities where they felt the Town was doing too little, just right, or too much.

Topic	Too Little
Controlling residential development	74%
Enhancing community character	69%
Protecting natural resources	70%
Providing trails, bike-ways, and sidewalks	67%
Protecting important open space (location)	61%
Controlling business development	57%
Meeting commuter needs	53%
Preserving historic resources	53%

Topic	Just Right
Providing for affordable housing	55%
Expanding the variety of housing types	68%
Providing educational quality	69%
Providing community services or facilities	79%
Providing public safety	85%
Maintaining local roads	87%

Another public meeting was held on July 12, 1999 at the Groton Senior Center to present the Community Assessment to Groton residents. The assessment covered work to date on the Plan of Conservation and Development, a rating by Planimetrics, and a survey of residents as to whether they agreed. A low score would indicate that residents feel that more work needs to be done in these areas.

The following table groups different topics by:

- the rating assigned by residents from the public meeting
- the primary agency responsible for addressing that issue

Primary Responsibility

Rating	Land Use Agency	Other Municipal Agency	Other Organization
Excellent		Police Facilities	Interstate Highway
Very Good	Variety of Business Types Open Space Preservation Coastal Area Management Env. Protection Residential Variety Historic Preservation Wireless Communications	Public Housing Facilities Recreation Facilities Open Space Preservation Public Works Facilities Library Facilities Public Sewer Historic Preservation	Rail Service Availability Airport Availability Ambulance Services Fire Services Cable Communications Electric Marine Availability Telephone Service
Good	Implementation of Plans Land Use Regulations Community Character Community Structure Residential Regulations Guiding Residential Patterns	Social Service Facilities Bikeways Current Econ. Dev. Sidewalks Town Hall Community Character Education Facilities Storm Drainage Roadways	Natural Gas Public Water
Fair	Guiding Business Patterns Business Regulations	Future Econ. Dev. Community Spirit / Pride	Air Service Transit Services,
Poor	None	None	None

These and other public comments were incorporated into the planning process and formed the basis for many of the recommendations in the Plan. In addition, these comments were also used to identify some of the priority issues in the Plan.