



# STATE OF CONNECTICUT

OFFICE OF POLICY AND MANAGEMENT  
INTERGOVERNMENTAL POLICY DIVISION

To: Senator Steve Cassano, Co-Chair  
Representative Linda M. Gentile, Co-Chair  
Members of the Continuing Legislative Committee on State Planning and  
Development

From: W. David LeVasseur, Acting Under Secretary  
Intergovernmental Policy Division

A handwritten signature in black ink, appearing to read "W. David LeVasseur".

Date: March 26, 2012

Re: **2011 Annual Report on the Conservation and Development Policies  
Plan for Connecticut**

Pursuant to Connecticut General Statutes, Section 16a-32(c), I am pleased to submit to you the annual report on the implementation of the Conservation and Development Policies Plan for Connecticut (C&D Plan). This report focuses on the conformity of State Bond Commission allocations with the C&D Plan. Prior to the publication of formal Bond Commission agendas, OPM staff conducts a review of each proposed agenda item and prepares an advisory statement commenting on the extent to which such items are in conformity with the C&D Plan.

In 2011, the Bond Commission allocated approximately \$2.291 billion in bond funds. A summary of these allocations indicates that 93% or \$2.136 billion of all such allocations were reviewed for and deemed to be in conformity with the C&D Plan. The remaining 7% or \$155 million of bond allocations were not reviewed for C&D Plan conformity because they were statutorily exempt from such review.

OPM's conformity review takes into consideration the C&D Plan's six growth management principles and their associated policies. When a project is of a site-specific nature, OPM staff also takes into consideration the project's conformity to the Plan's Locational Guide Map policies. Out of the \$2.136 billion of allocations that were reviewed for C&D Plan consistency, only 21 percent or \$481 million of such allocations were of a site-specific nature. The annual report refers to a number of these site-specific allocations to illustrate conformity with C&D Plan policies.

My staff and I are available to answer any questions you may have regarding this report.

Attachment

**CONSERVATION AND DEVELOPMENT POLICIES PLAN**  
**ANNUAL REPORT**  
**FOR CALENDAR YEAR 2011**

**TO THE**  
**CONTINUING LEGISLATIVE COMMITTEE ON STATE**  
**PLANNING AND DEVELOPMENT**

**BY THE**  
**OFFICE OF POLICY AND MANAGEMENT**  
**INTERGOVERNMENTAL POLICY DIVISION**  
**OFFICE OF RESPONSIBLE GROWTH**

**March 2012**

## TABLE OF CONTENT

Purpose.....	1
Conformity of State Plans and Actions.....	1
Review of State Bond Commission Agendas.....	1
Total Bond Allocations.....	2
Non Site-Specific Bond Allocations.....	2
Site-Specific Bond Allocations.....	4
Bond Allocations by Development Category.....	6
Regional Centers (RCtr).....	6
Neighborhood Conservation Areas (Ncons).....	6
Growth Areas (Growth).....	7
Rural Community Centers (RCC).....	8
Bond Allocations by Conservation Category.....	9
Existing Preserved Open Space (EPOS).....	9
Preservation areas (Pres).....	9
Conservation Areas (Cons).....	10
Rural Lands (Rural).....	10
APPENDIX A.....	11

## **Purpose**

This annual report describes the conformity of state actions to the *Conservation and Development Policies Plan for Connecticut* (C&D Plan). The report is submitted to the Continuing Legislative Committee on State Planning and Development pursuant to Section 16a-32(c) of the Connecticut General Statutes (CGS). It covers the 2011 calendar year.

## **Conformity of State Plans and Actions**

The statutory means provided to implement and ensure conformity with the C&D Plan is through the Office of Policy and Management's (OPM) review of state agency plans and certain capital actions. OPM uses a variety of assessment processes to ensure that such plans and actions are undertaken in a manner consistent with the C&D Plan, as described in Appendix A.

Pursuant to Section 16a-31(a) of the Connecticut General Statutes (CGS), the following actions, when undertaken with state or federal funds by any state agency, must conform to the C&D Plan:

- 1) The acquisition of real property when the acquisition cost is in excess of \$200,000;
- 2) The development or improvement of real property when the development cost is in excess of \$200,000;
- 3) The acquisition of public transportation equipment or facilities when the acquisition cost is in excess of \$200,000; and
- 4) The authorization of each state grant for an amount in excess of \$200,000, for the acquisition or development or improvement of real property or for the acquisition of public transportation equipment or facilities.

## **Review of State Bond Commission Agendas**

In addition to the statutory requirement noted above, CGS Section 16a-31(c) also requires OPM to determine the conformity of projects on the State Bond Commission agendas. For illustrative purposes, this report focuses on Bond Commission activity for calendar year 2011.

References to "projects" throughout this report refer to both Bond Commission full agenda items and item subcategories. Projects that meet the criteria of CGS Section 16a-31(a) are reviewed for conformity with the text of the C&D Plan as well as the Plan's Locational Guide Map when appropriate. If such projects are not site-specific, or do not provide sufficient locational information, the requests are only reviewed for conformity with the text of the C&D Plan.

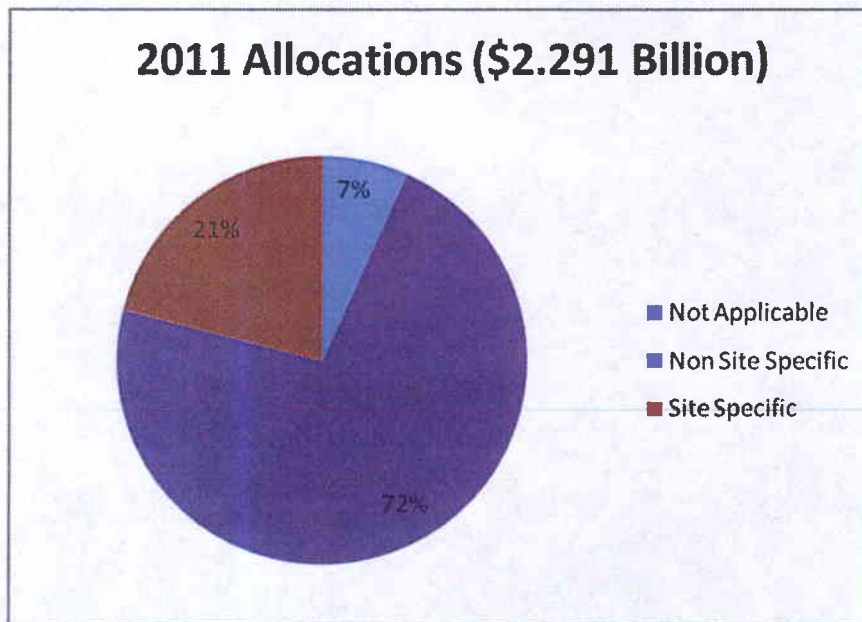
## Total Bond Allocations

The Bond Commission allocated approximately \$2.291 billion in bond funds during the 2011 calendar year.

As shown in *Figure 1*, about 72 percent or almost \$1.655 billion of all bond allocations were only reviewed for conformity with the text of the C&D Plan because of the lack of site-specific information.

Approximately 21 percent or \$481 million of 2011 Bond Commission allocations were for site-specific projects that were reviewed for conformity with both the C&D Plan text and Locational Guide Map policies.

Finally, there were 126 projects that did not meet the statutory criteria for a review of C&D Plan conformity because they either fell under the \$200,000 threshold or they were for planning/design, acquisition of non transportation-related equipment, entitlement programs such as the Local Capital Improvement Program (LoCIP), etc. This group comprised of about 7 percent or \$154.74 million of all Bond Commission allocations in 2011.



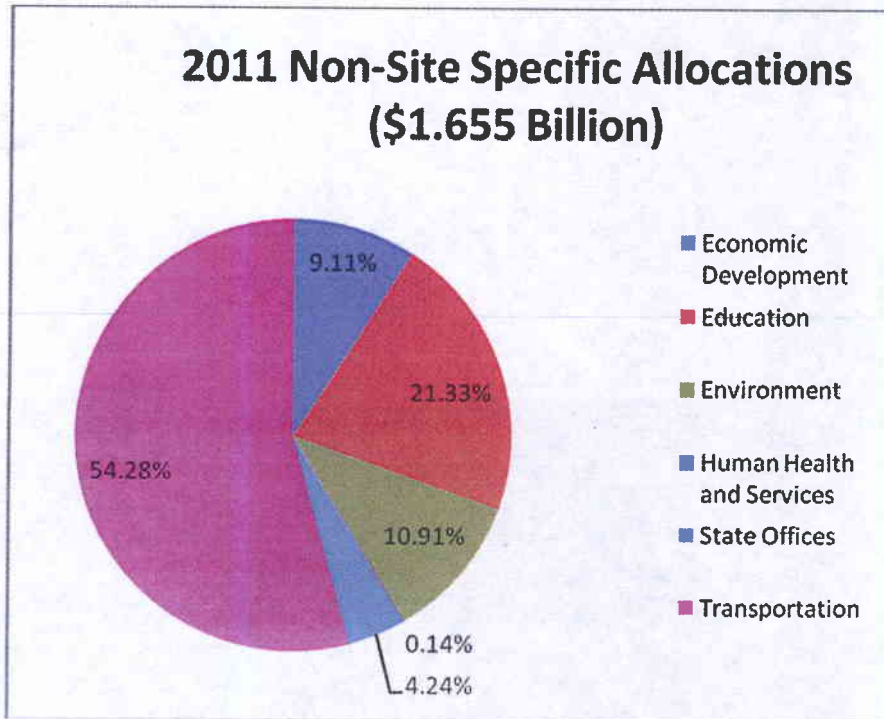
**FIGURE 1**

## Non Site-Specific Bond Allocations

As noted in *Figure 1*, 72 percent or almost \$1.655 billion of the total bond allocations were for non site-specific projects. These allocations comprise 96 projects that were

determined to be in general conformance with the policies of the C&D Plan text. As shown in *Figure 2*, the following are the major sectors these bond allocations comprise:

- **Economic Development:** Approximately 9.11 percent or \$150.8 million was allocated to projects that included the Small Town Economic Assistance Program (STEAP), brownfields redevelopment loan funds, small business express program, grant and loan to Cigna under First Five program, and the Housing Trust Fund.
- **Education:** Approximately 21.33 percent or \$353 million was allocated for local school construction and capital repair projects, as determined by the Department of Education. Major category includes principle and interest.
- **Environment:** Approximately 10.91 percent or \$180 million was allocated for projects such as upgrades to various water pollution control facilities, as determined by the DEP Clean Water Fund Priority List, and supplemental funding for Newhall Neighborhood Remediation project in Hamden.
- **Transportation:** Approximately 54.28 percent or \$898.6 million was allocated for upgrades to existing infrastructure, such as local bridge program, purchase of 28 M8 rail cars, bus and rail program, fix-it-first road and bridge repair program, Intrastate highway program, Transit Oriented Development (TOD) Pilot Program and resurfacing/reconstruction program.



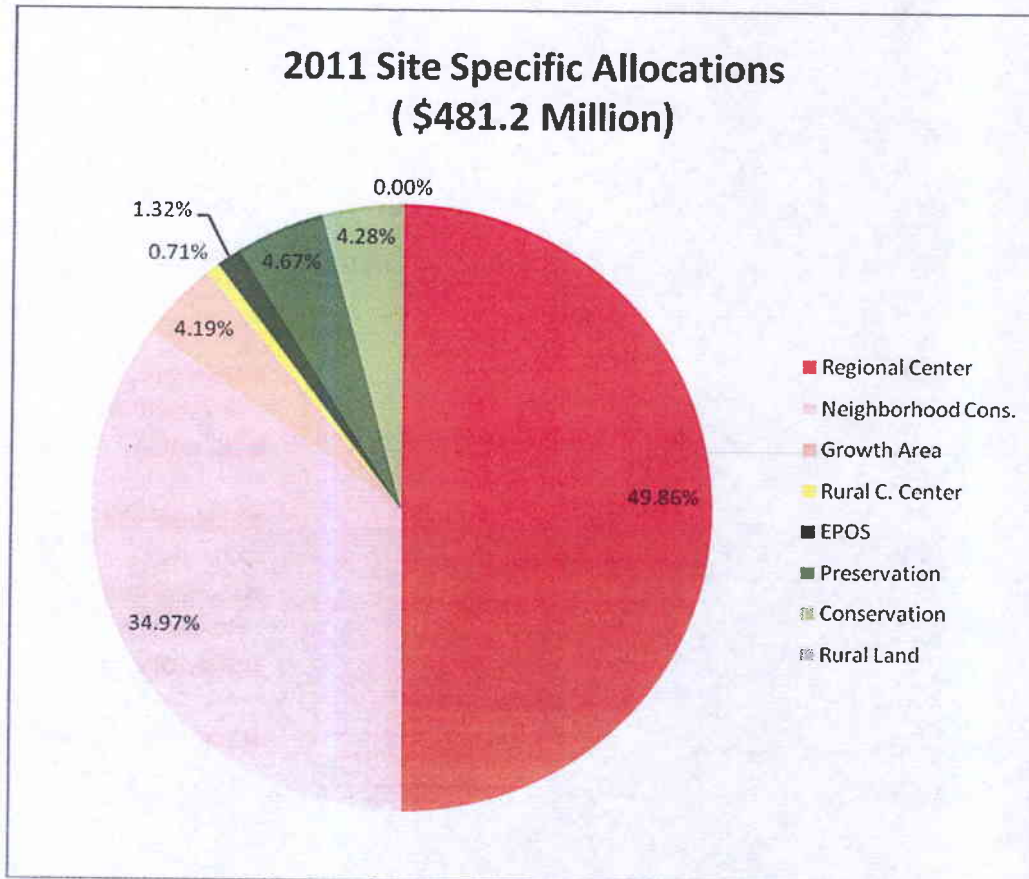
**FIGURE 2**

## Site-Specific Bond Allocations

As noted in *Figure 1*, approximately 21 percent or \$481 million of 2011 Bond Commission allocations included site-specific information at the time the request was presented to the Bond Commission, so these projects were reviewed for conformity with both the C&D Plan text and Locational Guide Map policies.

The C&D Plan Locational Guide Map spatially interprets the Growth Management Principles contained in the C&D Plan text, with respect to each area's potential to fulfill and to balance the conservation and development priorities of the state. The Map includes four development categories (Regional Centers (RCtr), Neighborhood Conservation Areas (Ncons), Growth Areas (Growth), and Rural Community Centers (RCC)) and four conservation categories (Existing Preserved Open Space (EPOS), Preservation Areas (Pres), Conservation Areas (Cons), and Rural Lands (Rural)).

As shown in *Figure 3*, about 89.73 percent or \$432 million of all bond allocations for site-specific projects occurred within the four development categories, while 10.27 percent or \$49.41 million of site-specific projects occurred within the four conservation categories.



**FIGURE 3**

Figure 4 further illustrates site-specific bond allocations for each of the Locational Guide Map categories by dollar amount for various sectors.

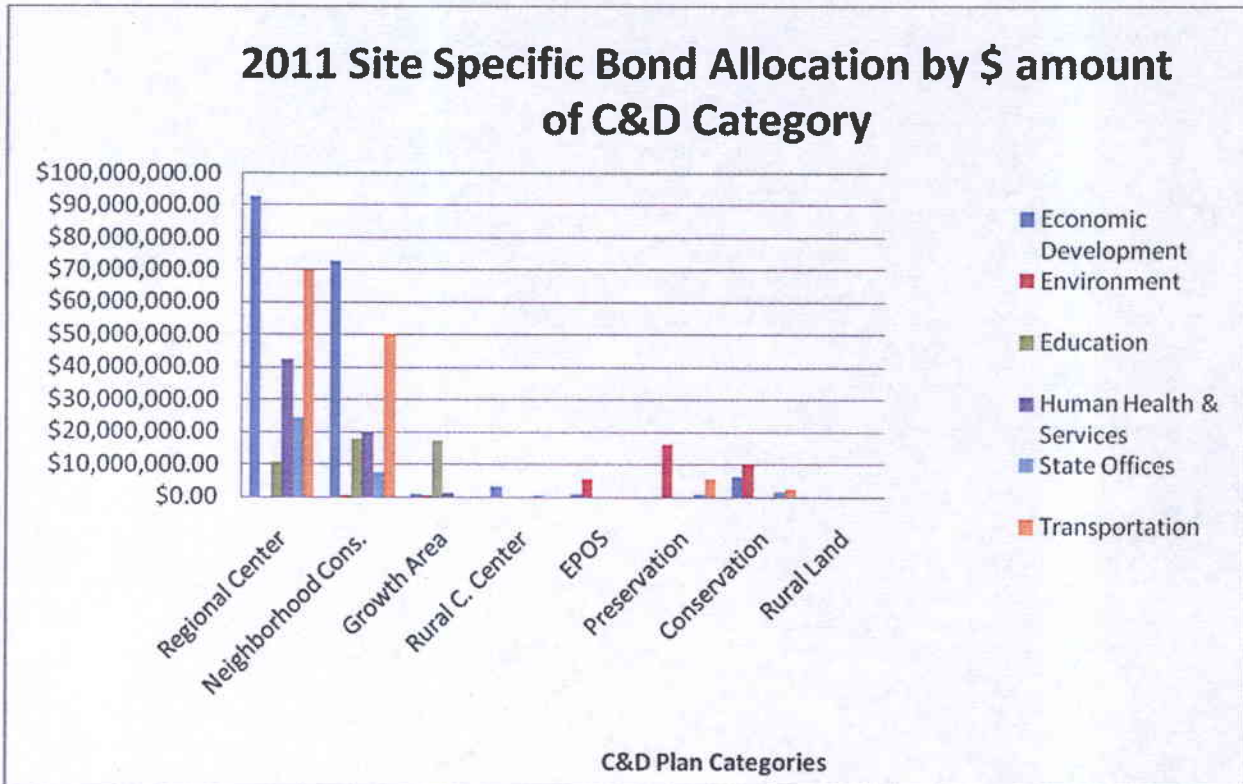


FIGURE 4



## Bond Allocations by Development Category

### Regional Centers (RCtr)

Regional Centers are considered the highest development priority in the C&D Plan. Approximately 49.86 percent or \$240 million of Bond Commission allocations for site-specific projects occurred in Regional Centers. The C&D Plan encourages revitalization of these areas by focusing capital investments in facilities and public infrastructure that help attract and leverage private investment.

Major projects in this map category included funding for construction of a new bridge over the Amtrack rail line on Flatbush Avenue in Hartford (\$37 million), loan to NBC and UBS under the First Five Program (\$20 million each), a grant to Windham Hospital for construction of 30,000 s.f medical office (\$8.354 million) and a grant to New Haven to match federal Tiger II grant (\$7.9 million).

A complete summary of all 2011 allocations in Regional Centers grouped by major category is shown in the following table.

<b>REGIONAL CENTERS</b>	
<b>Primary Activity</b>	<b>Allocations</b>
Economic Development	\$92,613,047.00
Education	\$10,620,660.00
Human Health and Services	\$42,439,795.00
State Offices	\$24,194,567.00
Transportation	\$70,073,685.00
<b>Total</b>	<b>\$239,941,754.00</b>

### Neighborhood Conservation Areas (Ncons)

Neighborhood Conservation Areas are considered the second highest development priority in the C&D Plan. This map category accounted for nearly 35 percent or \$168 million of Bond Commission allocations for site-specific projects. The C&D Plan encourages infill or intensification of development in these areas when consistent with community stability and the capacity of available urban services.

Major projects in this map category included funding for construction of a new consolidated maintenance garage in Colchester (\$35.4 million), grant/loan to ESPN under the First Five program (\$18.7 million), loan to Corbin Pinnacle LLC for rehabilitation and new construction at the former Corbin Heights Public Housing

Complex in New Britain (\$11.3 million), grant to Tweed New Haven Airport to finance improvements (\$4.25 million), and construction of a new public safety complex at CCSU (\$5.2 million).

A complete summary of all 2011 allocations in Neighborhood Conservation Areas grouped by major category is shown in the following table.

<b>NEIGHBORHOOD CONSERVATION AREAS</b>	
<b>Primary Activity</b>	<b>Allocations</b>
Economic Development	\$72,676,528.00
Environment	\$488,310.00
Education	\$17,737,601.00
Human Health and Services	\$19,919,825.00
State Offices	\$7,325,000.00
Transportation	\$50,117,300.00
<b>Total</b>	<b>\$168,264,564.00</b>

### Growth Areas (Growth)

Growth Areas are considered the third highest development priority in the C&D Plan. The plan encourages the concentration of new development that occurs outside of Regional Centers and Neighborhood Conservation Areas to be located in Growth Areas. Growth Areas typically have basic infrastructure in place, or there is the planned capacity to expand such infrastructure into these areas. As a result, Growth Areas typically are able to support urban-scale, mixed uses, and higher densities.

About 4.19 percent or \$20.15 million of the site-specific bond allocations were invested in Growth Areas. Major projects in this map category included a grant for construction of a new 56,000 s.f class room building at Tunxis Community College in Farmington (\$16 million) and a grant to Town of Preston for environmental remediation and demolition of 4 buildings at the former Norwich Hospital site (\$1 million).

<b>GROWTH AREAS</b>	
<b>Primary Activity</b>	<b>Allocations</b>
Economic Development	\$1,000,000.00
Environment	\$292,797.00
Education	\$17,464,634.00
Human Health and Services	\$1,393,410.00
<b>Total</b>	<b>\$20,150,841.00</b>

### Rural Community Centers (RCC)

In the state's rural towns, the C&D Plan encourages the clustering of more intensive land uses and public services and facilities within Rural Community Centers. Less than 1.0 percent or \$3.42 million of the site-specific bond allocations were invested in RCC.

Major projects in this map category included grants to the Sharon Housing Authority for expansion of the Sharon Ridge Apartments (\$3.149 million) and upgrade to the fire protection water storage tank in Brooklyn (\$275K).

## Bond Allocations by Conservation Category

### Existing Preserved Open Space (EPOS)

It is the strategy of the C&D Plan to preserve these lands in perpetuity as public or quasi-public open space and to encourage actions that maintain or enhance their value as open space or recreational areas. There were no site-specific bond commission allocations for projects in this map category in 2011.

The Bond Commission allocated \$5.0 million for grants to municipalities for Open Space grant in aid program. Once the negotiated agreements are finalized, these properties are then classified as Existing Preserved Open Space on the Locational Guide Map.

### Preservation areas (Pres)

Preservation Areas represent significant resource, heritage, recreation, and hazardous areas that require coordinated state, regional, local and private efforts to ensure their future protection through acquisition, easements, public education, regulation, and technical assistance to landowners. The C&D Plan policy for these areas is generally to avoid support of structural development, except as directly consistent with the preservation values.

Approximately 4.67 percent or \$22.49 million of Bond Commission allocations in 2011 were for site-specific projects located in Preservation Areas. Major projects in this map category included various state and local bridge repair projects, repairs to state-owned dams, as well as a grant to Meriden for Columbus Avenue Bridge auxiliary culvert along Harbor Brook (\$1.1 million).

<b>PRESERVATION AREAS</b>	
<b>Primary Activity</b>	<b>Allocations</b>
Environment	\$16,071,494.00
Human Health and Services	\$867,944.00
State Offices	\$5,551,148.00
<b>Total</b>	<b>\$22,490,586.00</b>

The Bond Commission also allocated \$10 million for the Farmland Preservation Program (FPP). The FPP allows the Department of Agriculture to acquire the development rights to farms after evaluating prospective applicants according to state regulation criteria. Once the negotiated agreements are finalized, these properties are then classified as Preservation Areas on the Locational Guide Map due to the permanent restriction on nonagricultural uses.

### Conservation Areas (Cons)

Conservation Areas represent myriad natural or cultural resource values that do not have the same level of protection as Preservation Areas, but can help to provide for the state's future need for food, fiber and water when properly managed. Although some development can be accommodated within these areas, the goal is to ensure that any changes in use are compatible with the underlying resource values.

In 2011, almost 4.28 percent or \$20.57 million of site-specific bond allocations were allocated for projects located in Conservation Areas. The major project in this map category included funding for abandonment of the Southbury Training School wastewater treatment plant (\$6.3 million), grant to Meriden for environmental remediation to redevelopment the former Meriden Mall site (\$3.5 million), and a loan to Woodcrest elderly housing Phase II project in Somers (\$3.0 million). The Meriden Mall site is designated as conservation area because of the flood plain associated with the Harbor Brook. However, this site was previously developed and is located in the heart of the City having access to the rail line.

<b>CONSERVATION AREAS</b>	
<b>Primary Activity</b>	<b>Allocations</b>
Economic Development	\$6,500,000.00
Environment	\$10,300,000.00
State Offices	\$1,582,000.00
Transportation	\$2,192,500.00
<b>Total</b>	<b>\$20,574,500.00</b>

### Rural Lands (Rural)

The C&D Plan strategy for Rural Lands is to avoid support for intensive forms of development and to discourage the introduction of urban types of infrastructure, in order to preserve rural character and the environmental and open space values of undeveloped lands. There were no site-specific bond commission allocations for projects in this map category in 2011.

## APPENDIX A

The following are established review procedures used by OPM staff to review state agency plans and capital expenditures for conformity with the Conservation and Development Policies Plan for Connecticut (C&D Plan).

- Connecticut Municipal Development Program. CGS Section 8-189 requires that project plans be prepared giving "due consideration" to the C&D Plan and other statewide planning objectives. OPM receives project information from DECD and reviews it for conformity with the C&D Plan.
- Connecticut Environmental Policy Act (CEPA) Regulations. RCSA Section 22a-1a-3 directs sponsoring agencies to consider the C&D Plan in determining the environmental significance of their proposed actions.
- Where state actions require National Environmental Policy Act (NEPA) documentation, such documentation is used to determine the degree of conformance with the C&D Plan, and information is provided to the sponsoring agency when required.
- Prior to the allocation of any bond funds, CGS Section 16a-31(c) requires OPM to provide an advisory statement regarding the conformity of proposed actions with the C&D Plan.
- Prior to the issuance of grant awards under the Small Town Economic Assistance Program (STEAP), CGS Section 4-66g, OPM staff advises on the conformity of each municipal application with the C&D Plan.
- When requested by another state agency under CGS Sec. 16a-31(b), OPM provides an advisory statement on the extent to which a proposed action conforms to the C&D Plan. OPM did not receive any requests for advisory statements from state agencies in 2011.
- In accordance with CGS Section 16a-31(e) OPM reviewed DECD's 2011-12 Action Plan for Housing and Community Development, DEEP's 2011-2016 State Comprehensive Outdoor Recreation Plan, and DECD's 2011-2016 State Historic Preservation Plan.
- In accordance with CGS Section 32-742(c) OPM reviewed following Comprehensive Economic Development Strategies (CEDs) and found them to be in conformity with the C&D Plan:
  1. Naugatuck Valley Corridor CEDs
  2. Northeast Connecticut CEDs

Finally, various state statutes require that consideration of the C&D Plan be given to certain activities, including the development of water utility water supply plans and area wide water supply plans, the acquisition of properties under the Recreation and Natural Heritage Trust Program, and in setting the priority of Clean Water Fund grants and loans for eligible water quality projects.