



*Courtesy: Town of Thompson*

# CONNECTICUT CONSERVATION & DEVELOPMENT POLICIES PLAN

## 2025 – 2030

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Prepared by the Office of Policy and Management in accordance with the Connecticut General Statutes Section 16a-29





The 2025-30 Conservation and Development Policies Plan is presented to the Continuing Legislative Committee on State Planning and Development by the Connecticut Office of Policy and Management (OPM), in accordance with Connecticut General Statutes Section 16a-29.

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*OPM gratefully acknowledges the assistance of numerous staff from across executive branch agencies in the development of this Plan.*

November 2024

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# INTRODUCTION

The *Conservation and Development Policies Plan for Connecticut 2025 – 2030* (C&D Plan) is the state's comprehensive strategies plan for land and water resource conservation, preservation, and development, adopted every five years by the Connecticut General Assembly. The C&D Plan establishes a set of priorities affecting the future of the state's shared natural, built, cultural, and social environments. These priorities, expressed as visions in this C&D Plan, are intended to guide state agencies as they work individually and collaboratively to advance the state's goals.

This C&D Plan is different from its most recent iterations. In addition to being framed around new priorities, this C&D Plan is structured to emphasize the overlapping, and sometimes competing, nature of these priorities. This Plan was also developed with substantial input from state agencies, legislators, advocates, and other stakeholders. Finally, it proposes new implementation mechanisms. These changes address several of the 2023 recommendations of the Commission on Connecticut's Development and Future (CCDF). Even with these changes, this C&D Plan should be considered a transitional plan, expected to better position the state for deeper and more holistic planning and greater integration with regional and municipal planning in subsequent iterations, as was also recommended by the CCDF.

The 2025-30 C&D Plan comes amid growing recognition of the continuing ramifications of past land use and public investment decisions. That awareness can guide current and future policies and aid how the state handles ongoing and future changes with greater equity.

To reckon with injustices spurred on by past land use policies and investments, this Plan acknowledges the continued pervasiveness of economic and racial segregation in CT. The roots of that segregation are apparent in twentieth century suburbanization and urban renewal, when highway construction and "slum clearance" displaced the people, businesses, and institutions of urban neighborhoods, primarily comprised of economically, racially, or ethnically marginalized groups. Those land use changes significantly impacted the lives and opportunities of those displaced as well as the people who remained in fractured neighborhoods. The scars of urban renewal remain, and residents of Connecticut's urban centers continue to experience the brunt of public disinvestment and environmental injustices. These experiences mirror earlier events when the lives and cultures of Indigenous people were devastated by European traders and colonists who brought not only diseases that decimated native populations but also new

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concepts of land ownership and management. This C&D Plan recognizes the lasting consequences of these and other historic land use events, developments, policies and investments. Understanding historic influences on current conditions is especially important as the state navigates recent, ongoing, and future disruptions, including the aftermath of a global pandemic, climate change, and rapid growth in the use of new technologies.

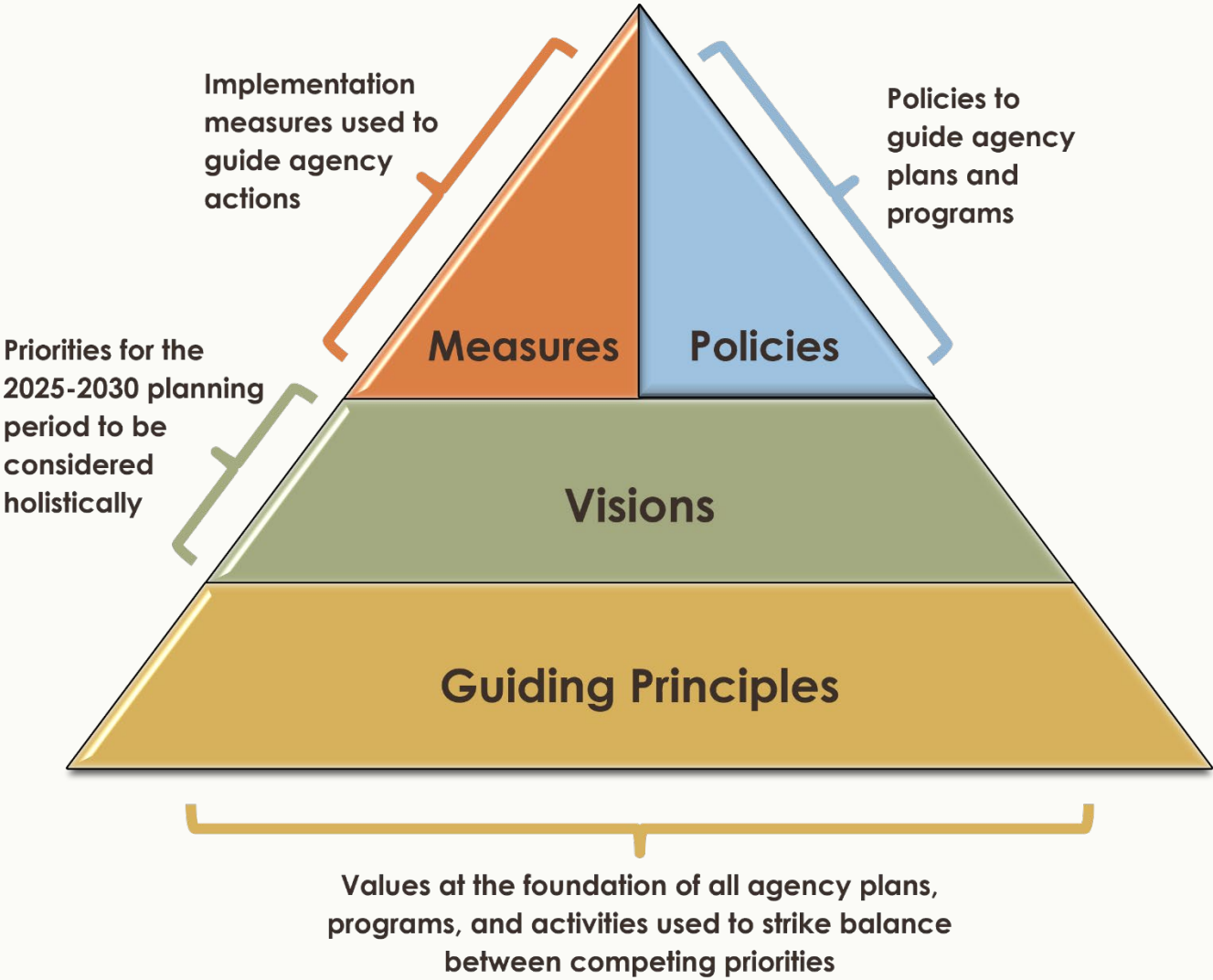
The 2025-2030 C&D Plan highlights the intersection of the state's top priorities with federal and state planning mandates and focuses on improving interagency collaboration in advancing those priorities. The intention is to help agencies balance sometimes competing priorities and to encourage proactive, long-term planning, while also guiding shorter-term decision-making. As a legislatively adopted plan, this C&D Plan also seeks to better align legislative and administrative priorities to ensure limited resources are used to optimal effect. Ultimately, the new implementation mechanisms proposed in this Plan will improve transparency in agency decision-making processes and encourage the state's regional and municipal partners and other conservation and development agents to consider the balance of priorities in their own actions.

## *Plan Structure*

As shown in Figure 1, the 2025-2030 C&D Plan is built on a foundation of Guiding Principles embedded in all agency work. From there, the Plan identifies five Visions, held as equal priorities for the 2025-2030 planning period and beyond.

Implementation is addressed through Policies to guide agency plans, programs, and decisions. In tandem with those Policies, the plan identifies Implementation Measures to guide actions that are likely to have significant impact on the natural, built, economic, and social environments and that are required by statute to be consistent with the C&D Plan.

Figure 1



# PLANNING PROCESS

## *Commission on CT's Development and Future (CCDF)*

The planning process for developing this C&D Plan was guided by the discussions and recommendations of the CCDF. Through Public Act 21-29, the General Assembly established the CCDF and tasked it with making recommendations on a variety of land use and development issues, including the state's C&D Plan. The 2023 recommendations for the C&D Plan included:

- transforming it into a visionary plan based on data;
- meaningfully engaging stakeholders throughout the planning process;
- strengthening implementation; and
- strengthening the role of Councils of Government in connecting statewide planning objectives to local decision-making.



*Courtesy: Connecticut Office of Tourism, CT River*



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As a result of these recommendations, the Office of Responsible Growth within the Office of Policy and Management (OPM-ORG) fostered a transparent planning process with frequent opportunities to engage state agency staff, the Continuing Legislative Committee on State Planning and Development (Continuing Committee), and other stakeholders. OPM-ORG also restructured the plan to emphasize the interconnectedness of the state's priorities and the need for holistic consideration of the potential impacts of state actions. Finally, this plan contains several changes to implementation designed to create an ongoing program of engagement among agencies, the Continuing Committee, and other stakeholders in the process of balancing priorities and making the best use of state investments.

## *State Agencies*

OPM-ORG engaged agencies individually and collectively in a series of discussions about the past and future role of the C&D Plan, their agency missions and priorities, how they engage with other agencies, and opportunities for enhanced collaboration. These discussions guided development and revisions of this C&D Plan over many months (see Appendix A for a list of meetings). These discussions highlighted the tension agencies face in meeting federal mandates while pursuing state objectives, the benefits of cross-agency collaboration, and the opportunity to significantly improve information sharing among agencies and beyond. OPM-ORG looked to the agencies, as the primary implementers of the C&D Plan, to provide many of the ideas for new components of this plan.

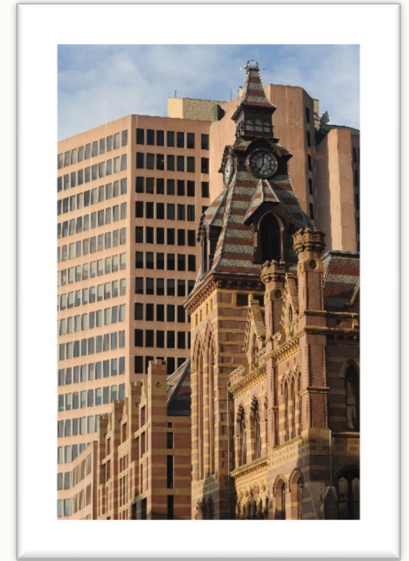
## *Continuing Legislative Committee on State Planning and Development (Continuing Committee)*

As the body ultimately responsible for recommending the C&D Plan to the General Assembly for adoption, the Continuing Committee was provided multiple opportunities to engage in the planning process. OPM-ORG met with the Committee five times prior to publishing the draft C&D Plan in March of 2024 and once again prior to submitting a final draft in December 2024 (see Appendix A for a list of meetings). Committee feedback was incorporated into the C&D Plan. The Committee is expected to meet periodically to review implementation during the life of this plan, as described later in the Implementation section.

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## *Councils of Government (COGs) and Municipalities*

OPM-ORG presented the March 2024 draft plan to COGs and municipalities through several virtual and in-person meetings, held in conjunction with each of the nine COGs (see Appendix A for a list of meetings). In addition, COG and municipal officials provided written comments on the draft plan. Those comments were considered during the revision process that resulted in the December 2024 draft.



*Courtesy: Connecticut Office of Tourism,  
New Haven*

## *Public Outreach*

OPM-ORG conducted a series of public outreach sessions before developing a draft C&D Plan and then again after the draft was published in March 2024. Four virtual sessions were conducted in the Fall of 2023 to review the potential new structure and concepts of the C&D Plan. Feedback from those initial meetings helped refine ideas, while subsequent meetings offered an opportunity for feedback on the March draft of the Plan.

## *Draft Plan*

ORG posted the draft plan in March 2024 and solicited comments through communications with state agencies, COGs, and advocacy organizations, all of whom submitted written comments addressing multiple areas of the C&D Plan. Those comments are available from OPM-ORG. Throughout meetings with COGs and their memberships, advocacy organizations, and state agencies, OPM-ORG heard general support for the new framework of the C&D Plan and positive reinforcement for establishing new implementation methods. OPM-ORG incorporated many suggestions from various reviewers to improve the draft plan for submission to the Continuing Committee in December 2024.

# GUIDING PRINCIPLES

The following Guiding Principles are the values that underpin all aspects of the C&D Plan and inform the Visions, Policies, and Implementation Measures. These Principles look beyond basic land and water resources considerations to recognize the interrelationships of economic, social, and cultural factors with conservation and development. Agencies already incorporate these values in their individual work. Reinforcing them in the C&D Plan aims to improve collaborative efforts to secure a future Connecticut that is thriving with healthy and robust natural, built, economic, and social systems, and ample opportunities for all residents.



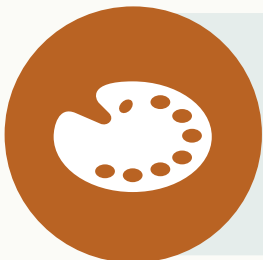
## **SUSTAINABLE**

*Balance the ecological, social, and economic dimensions of conservation and development to meet current needs without compromising the future. This entails protecting, preserving, and conserving our natural resources, efficiently and responsibly using our economic and human resources, and achieving and maintaining social wellbeing.*



## **EQUITABLE and JUST**

*Ensure a high quality of life and opportunity for people of any income, race, ethnicity, religion, gender, ability, or age. This requires recognizing the ongoing impacts of past state, local, and private actions and addressing resulting disparities in outcomes, access, and opportunities; minimizing environmental, public health, and other burdens; and ensuring historically excluded populations benefit from state actions.*



## **VIBRANT**

*Create and maintain culturally, economically, and physically diverse communities and an innovative, thriving statewide economy. This involves cultivating diverse businesses in type, size, and ownership, and creating, preserving, and promoting distinct communities and regions and their unique mixes of historic, natural, cultural, and social features.*



## **RESILIENT**

*Develop and maintain the capacity to prepare for, recover from, adapt to, and thrive in changing and disruptive conditions. This demands that Connecticut understand, avoid, and/or reduce a variety of environmental, economic, public health, and social well-being risks; build technical, staffing, fiscal, and other capacity to implement resilience measures; and capitalize on opportunities to provide multiple resilience benefits.*



Agencies are encouraged to use these Guiding Principles as lenses through which to consider their efforts to implement this C&D Plan, especially when faced with equally prioritized Visions that may conflict with one another. Interpreting potential plans, programs, and actions through the lens of each Guiding Principle can draw attention to impacts, trade-offs, and/or opportunities for mitigation, enabling agencies to understand the impacts of their decisions and to seek further cross-sector guidance and input as needed.



*Courtesy: Connecticut Department of Transportation*



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# VISIONS

The five Visions set the course for the desired future of Connecticut by defining overarching priorities for the 2025-2030 planning period. These broad priorities are expressed as longer-term Visions to encourage agencies and state partners to consider how their current actions advance or detract from the state's larger aspirations, even those falling outside of an agency's typical mission area.

The Vision for Connecticut's future includes:

- **A Thriving Economy**
- **Housing for Current and Future Residents**
- **Stewardship of Resources**
- **Healthy People and Places**
- **Connected and Inclusive Communities**

The five Visions have equal standing and should be considered in tandem with one another. It is expected that these Visions will sometimes compete or come into conflict with one another. At those moments, collaboration across agencies is very important to ensure all potential impacts and mitigation measures are considered holistically. Agencies are further encouraged to use the Guiding Principles to evaluate options when Visions are in conflict.

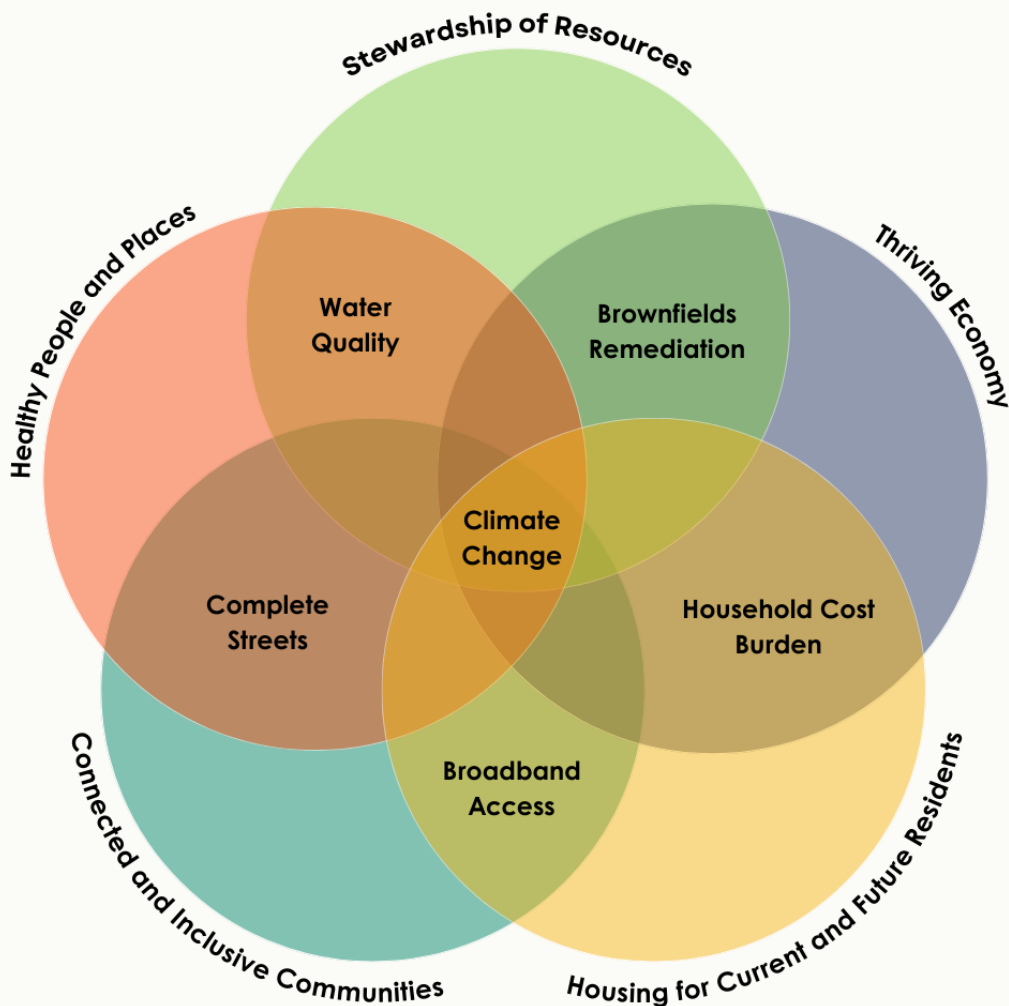
Each Vision is explained more thoroughly in the following pages, including:

- A defining *vision statement* summarizing the long-term goal
- Brief discussions of current *strengths* and *challenges*. *Strengths* can be leveraged to make progress towards the Vision, while *challenges* may hinder progress and will require multi-sector approaches to address.
- *Targets* that agencies should consider collectively when developing plans and policies, or making investments affecting the natural, built, cultural and social environments. Targets were informed by *strengths* and *challenges*.

Appendix B includes *Plans and Programs* related to each Vision, highlighting current work by state and quasi-public agencies that advances Connecticut towards these long-term Visions. The list of plans, programs, studies, and resources is intended to share information within and across agencies and with other stakeholders on the relevant work agencies are already engaged in and to foster enhanced interagency collaboration. This section is separate from the body of the Plan as it is intended to be

a living document that remains a valuable resource through annual updates by the *ad hoc* C&D Plan Advisory Committee, as discussed in the Implementation section.

Making these Visions a reality will require holistic consideration of their interrelationships, and the myriad factors encompassed within and among each of them. The following diagram highlights just a few of the many cross-cutting current issues of conservation and development that affect or are affected by overlapping Vision areas. Only a few issues are listed, for the sake of clarity, but intersections exist between all five Vision areas. Thus, the diagram is meant only to spark greater reflection among agencies as to how their own work might impact areas not traditionally under their purview.



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Climate change is an example of an issue sitting at the center of the diagram, as its effects are felt across all sectors and all sectors have opportunities to contribute to the efficacy of resilience and sustainability efforts made by other sectors—from opportunities to invest in innovative green industries (Thriving Economy) that contribute to better environmental and public health outcomes (Stewardship of Resources and Healthy People and Places), to balancing the need to develop more housing (Housing for Current and Future Residents) with the need to conserve land to protect biodiversity (Stewardship of Resources), and increasing public transit ridership (Connected and Inclusive Communities) to reduce transportation sector emissions and improve air quality (Healthy People and Places). Other issues sit at the intersection of two or more Visions. For example, brownfield remediation allows a site to be put back into active use, which is attractive for businesses (Thriving Economy) and potentially provides housing, while also allowing conservation of undeveloped lands (Stewardship of Resources).

When reviewing programs and plans for consistency with the C&D Plan, OPM-ORG will evaluate potential impacts across all five Visions: how the program or plan may contribute to the realization of each Vision, and how potential negative impacts to each Vision may be mitigated. When the expected trade-offs between Visions arise, agencies are encouraged to return to the Guiding Principles for further guidance, as described earlier. OPM-ORG recognizes that consistency under this framework will look different across agencies and subject areas. The intention of this C&D Plan's framework is to enable state agencies to meaningfully engage with the priorities and with each other.



*Courtesy: CTvisit, East Lyme*

# A THRIVING ECONOMY

*Connecticut will have a flourishing and diverse economy that leverages our strategic location, existing infrastructure, and natural and cultural assets*



*courtesy: Hartford.com*



*Courtesy: Connecticut Port Authority, New London*



## Current Strengths

- Significant recent federal investments in infrastructure, including \$5.6 billion in roads, bridges, public transit, ports, and airports; approximately \$254 million in clean water and drinking water infrastructure; and \$240 million in broadband<sup>i</sup>
- Manufacturing is the third largest sector in terms of contributions to CT's gross domestic product and continues to grow<sup>ii</sup>
- 5th highest state gross domestic product per capita in 2023<sup>iii</sup>
- Robust education systems and 6th most highly educated adult population in the nation (2023 ACS 1-Year data)<sup>iv</sup>
- Estimated \$954 million in expenditures by arts and culture organizations and their audiences in FY 2022<sup>v</sup>
- Agricultural cash receipts of approximately \$709 million in 2022, with miscellaneous crops, floriculture, and dairy products being the leading commodities<sup>vi</sup>
- CT ties for 9<sup>th</sup> place among states for its high quality of life<sup>vii</sup>

## Current Challenges

- High cost of living and lack of affordable housing<sup>viii, ix</sup>
- Racial and economic segregation - 2<sup>nd</sup> in the nation for income inequality among states, and our metropolitan areas remain among the most racially and ethnically segregated in the country<sup>x, xi</sup>
- Workforce shortage – 81% of surveyed Connecticut companies reported difficulties in finding and retaining workers in 2023<sup>xii</sup>
- An older population than many other states, with sluggish total population growth since 2010<sup>xiii, xiv</sup>
- Climate change risks to businesses, housing, and infrastructure<sup>xv, xvi</sup>
- Condition and capacity of infrastructure to support growth<sup>xvii</sup>



*Courtesy: AdvanceCT.org*

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## Thriving Economy Targets

To accomplish this Vision, state agencies will direct plans, programs, and investments towards the following targets, which seek to capitalize on current strengths while addressing current challenges:

- Encouraging development and redevelopment in areas with accessible and adequate transportation, sewer and water infrastructure, and minimal flood or other natural hazards
- Supporting the remediation and reuse of brownfields
- Actively discouraging physical and cultural displacement in redevelopment efforts
- Seeking to better quantify and uphold the economic, environmental and public health benefits of various redevelopment efforts
- Promoting compact, pedestrian-oriented, mixed-use development patterns around existing and planned public transportation
- Improving transit services to provide convenient, reliable, safe, and competitive transportation choices
- Promoting equitable access to quality education, healthcare and employment opportunities to help reduce economic disparities
- Building community wealth and empowering community planning in historically underserved neighborhoods, with a particular focus on Environmental Justice communities
- Expanding access to federal and state resources
- Maintaining a skilled and adaptable workforce through accessible, high quality and diverse education and training opportunities
- Supporting healthy and resilient regional economies by encouraging and maintaining a mix of businesses of different types, sizes, and industries
- Protecting and supporting CT's agricultural and aquacultural sectors, in light of their unique roles in public and environmental health and resilience
- Encouraging regional collaboration and coordination in growing, retaining, and attracting businesses and talent
- Coordinating regional conservation and development activities with tribal nations, in recognition of their broad economic influence and cultural assets
- Improving statewide energy infrastructure resilience and broadband accessibility
- Pursuing a variety of greenhouse gas emission reduction strategies across sectors

# HOUSING FOR CURRENT AND FUTURE RESIDENTS

*Connecticut will have a variety of housing types in vibrant, diverse communities across the state that are able to meet residents' needs and are affordable at all income levels and all stages of life*



*Courtesy: Connecticut Department of Housing, New Canaan*

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## Current Strengths

- Notable increase in the share of multi-family residential construction, diversifying housing choice in the state<sup>xviii</sup>
- Recent budget and state bonding activities have increased funding opportunities for housing development and preservation<sup>xix</sup>
- A diverse array of financial vehicles to support renters, homeownership, and housing stability<sup>xx</sup>
- A strong system of tenant protections<sup>xxi, xxii</sup>

## Current Challenges

- Insufficient supply of affordable housing for various income levels and increasing household cost burdens<sup>xxiii, xxiv, xxv</sup>
- Changing demographics increasing demands specifically for underbuilt smaller, starter-home inventory, as the median age of CT residents increases and Millennials attempt to enter the housing market<sup>xxvi</sup>
- Lack of housing construction for the past two decades<sup>xxvii</sup>
- A fragmented, multi-layered regulatory landscape hinders timely development to meet current demands<sup>xxviii</sup>
- Racial and economic segregation with most development-based subsidized housing clustered in segregated communities and the perpetuation of segregation through zoning regulations<sup>xxix, xxx</sup>
- Worker shortages in the construction trades<sup>xxxi</sup> and low enrollment in trade schools
- Estimated 345,000 residents living in properties that have a flood risk greater than 75% of all properties that face flood risk nationally<sup>xxxii</sup>
- COVID-19 related shift in housing market and increased housing costs<sup>xxxiii</sup>
- Increased mortgage rates and insurance costs, raising the cost of homeownership and dampening housing sales<sup>xxxiv</sup>



*Courtesy: Department of Housing, Litchfield*



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## ***Housing for Current and Future Residents Targets***

To accomplish this Vision, state agencies will direct plans, programs, and investments towards the following targets, which seek to capitalize on current strengths while addressing current challenges:

- Eliminating homelessness in the state
- Increasing and diversifying Connecticut's supply of rental and ownership, affordable and market-rate, and small and family-size housing units in a variety of medium- and high-density patterns
- Promoting transit-oriented development to link housing to employment, education, amenities and services, while supporting climate resiliency objectives
- Furthering fair housing through the creation of inclusive communities and the elimination of barriers to housing access
- Bolstering local neighborhoods, particularly in Activity Zones, through infill, new construction, rehabilitation of existing units, and adaptive reuse of existing buildings, particularly in neighborhoods subject to historic disinvestment
- Fostering the creation and maintenance of bike, pedestrian, and micro-mobility connections between residential, commercial, and mixed-use development and existing or planned transit
- Reducing the number of low- and moderate-income households that are cost-burdened by housing, transportation, and energy costs
- Ensuring a diversity of supportive housing and other options are available to offer stability to those experiencing physical and mental health issues
- Ensuring that the state's existing house stock provides healthy, safe and resilient homes for residents
- Increasing energy efficiency in the state's housing stock

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# STEWARDSHIP OF RESOURCES

*Connecticut's natural, cultural, and historic resources will be carefully and responsibly used and managed to bolster their ability to withstand disruptions and ensure their long-term quality and viability*



*Courtesy: Connecticut Office of Tourism, Farmington River*

## Current Strengths

- 110 state parks and 32 state forests<sup>xxxv</sup> and more than 500,000 acres of land conserved by the state and its partners<sup>xxxvi</sup>
- More than 50,000 acres of preserved farmland, maintaining agriculture as a vital part of Connecticut's economy<sup>xxxvii</sup>
- Efforts to protect and restore Long Island Sound as an important habitat and major contributor to the regional economy <sup>xxxviii</sup>
- More than 52,000 properties listed on the National Register of Historic Places, 63 National Historic Landmarks, and more than 75,000 properties listed on the State Register of Historic Places<sup>xxxix</sup>
- Development of critical energy infrastructure, expanded renewable energy programs, and residential and commercial investments in energy efficiency<sup>xl</sup>

## Current Challenges

- A global climate crisis caused by an increase in the concentration of greenhouse gases in the atmosphere, leading to higher temperatures, changing precipitation patterns, increased probability of drought, more frequent and intense storms, and diminishing air and water quality<sup>xli</sup>
- Long Island Sound is expected to rise 20 inches higher than the national tidal datum by 2050, leaving 61% of Connecticut's residents who live in the coastal area, as well as critical infrastructure and sensitive habitats, vulnerable to increased erosion and higher frequency of flooding<sup>xlii, xliii</sup>
- The sixth mass extinction crisis may lead to the decline and loss of many of Connecticut's species, especially the ~600 listed as Endangered, Threatened, or Special Concern<sup>xliv, xlv</sup>
- Loss, conversion, and/or fragmentation of working and conservation lands<sup>xlvi</sup>
- Ensuring that the benefits of stewardship efforts are shared equally among Connecticut's residents, with a particular focus on underserved and vulnerable communities



*Courtesy: R. Augur, Wallingford*

## Stewardship of Resources Targets

To accomplish this Vision, state agencies will direct plans, programs, and investments towards the following targets, which seek to capitalize on current strengths while addressing current challenges:

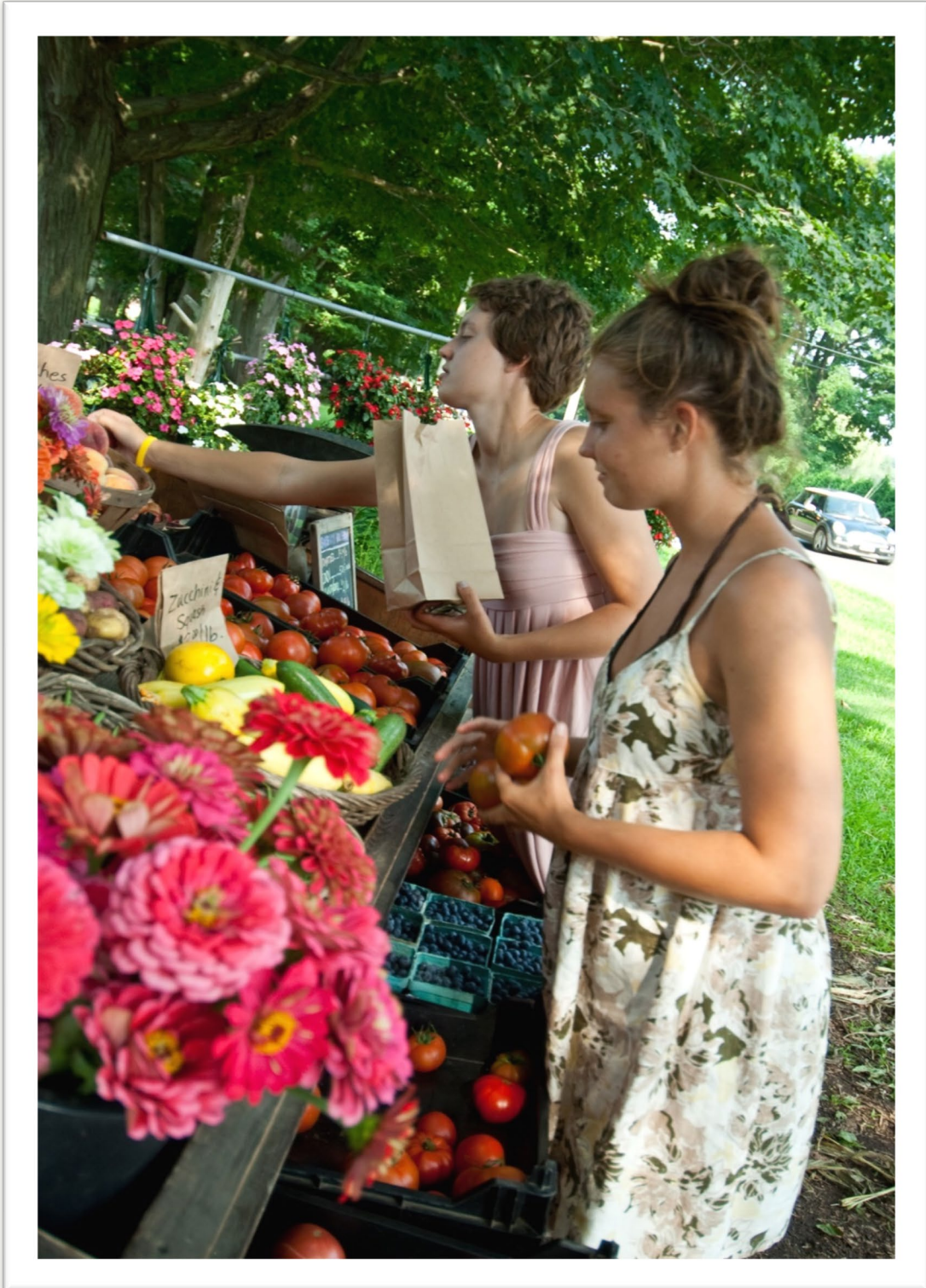
- Advancing meaningful and equitable strategies to mitigate and adapt to the effects of climate change across all sectors, including recommendations from the Governor's Council on Climate Change 2021 *Taking Action on Climate Change and Building a More Resilient CT for All* report
- Planning for and investing in the resilience of critical infrastructure, including transportation, communications, water, wastewater, and energy assets
- Planning for and adapting to the effects of sea-level rise, including consideration of development avoidance and retreat
- Encouraging sustainable development techniques in new development and redevelopment
- Encouraging nature-based solutions – actions that incorporate natural features and/or processes– in development and conservation activities to increase the resiliency of natural resources and neighborhoods
- Improving water quality in drinking water watersheds and conserving drinking water supplies through watershed scale management of the built environment
- Preserving, protecting, and enhancing the quality and connectivity of critical habitats, natural lands, riparian and coastal buffer zones, and open spaces
- Preserving, protecting, and restoring farmland and farm operations and investing in climate-smart agricultural and aquacultural production and practices
- Preserving, protecting, and restoring historically, culturally, and architecturally significant sites, structures, landscapes, buildings, and objects, especially those underrepresented by traditional historic and cultural preservation practices
- Increasing accessibility to natural, cultural, and historic resources to increase the health of communities across urban and rural contexts
- Transitioning towards a fossil fuel-free energy system while enhancing efficiency, resilience, equity and the protection of natural lands
- Increasing capacity and sustainability of in-state management of Municipal Solid Waste
- Protecting and enhancing biodiversity



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# HEALTHY PEOPLE AND PLACES

*Connecticut will offer communities that enable the health and physical, social, and mental wellbeing of residents of all incomes, races, genders, ethnicities, abilities, and ages*



*Courtesy: Connecticut Office of Tourism, Madison*

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## Current Strengths

- Attainment of most national targets for health, and better health outcomes for indicators including obesity prevalence, infectious disease incidence, and insurance coverage, as compared to other states<sup>xlvii</sup>
- Ranked 6<sup>th</sup> healthiest state based on infant mortality, mortality, obesity, smoking, suicide and adult mental health data<sup>xlviii</sup>
- Ranked 6<sup>th</sup> nationwide in healthcare quality in 2020<sup>xlix</sup>
- The number of children with elevated blood lead levels declined substantially from 2015 to 2022 and the adoption of more stringent lead poisoning thresholds coupled with education, advocacy and testing of pregnant persons will continue to support such declines<sup>i, ii, iii, liii</sup>
- Significant recent federal investment in infrastructure, including \$200 million in clean water infrastructure<sup>liv</sup>
- Numerous community-based organizations that can assist with health-related social needs and advise state efforts at a neighborhood level<sup>lv</sup>

## Current Challenges

- Gaps in access to health care, economic stability, healthy food and housing as well as community strength and resilience inequities are root causes of health disparities<sup>lvi</sup>
- Health disparities by age, sex, race, ethnicity, geography, ability, and socioeconomic
  - Adults with disabilities are more likely to have depression, obesity, diabetes, and heart disease<sup>lvii</sup>
  - The rate of preventable hospitalizations for all Connecticut residents is 1,526 per 100,000 and 2,171 per 100,000 for black residents<sup>lviii</sup>
  - Hispanic and black non-Hispanic children and adults have higher prevalences of asthma<sup>lix</sup>
- 1 in 6 Connecticut children are food insecure<sup>lx</sup>
- The uninsured rate for people under the age of 65 living below poverty level increased from 2016 to 2023<sup>lxi</sup>
- Healthcare costs in Connecticut average 25% more per person than the national average, frequently making Connecticut among the top states in per capita healthcare expenditures<sup>lxii</sup>

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## Healthy People and Places Targets

To accomplish this Vision, state agencies will direct plans, programs, and investments towards the following targets, which seek to capitalize on current strengths while addressing current challenges:

- Advancing a *Health in All Policies* approach that takes into consideration the health implications of decisions across all sectors
- Improving water quality in drinking water watersheds, conserving drinking water supplies, and encouraging watershed-scale management of the built environment
- Addressing small community water supply and wastewater disposal problems while mitigating conflicts with other state policies
- Reducing food insecurity by supporting the development of sustainable local food systems, community gardens, and urban agriculture
- Improving the health and resilience of urban, suburban and rural neighborhoods, particularly those disproportionately impacted by past practices, through enhanced active transportation, traffic safety, open spaces and recreation; brownfields remediation, housing rehabilitation and climate change adaptation; and the use of nature-based solutions - actions that incorporate natural features and/or processes
- Ensuring at-risk populations are connected to medical or other health-related services or resources
- Addressing social determinants of health and environmental justice in collaboration with community-based organizations
- Recognizing and mitigating conflicts between public health and other state goals, such as between insect-borne disease protection and wetlands protection
- Reducing greenhouse gas emissions across all sectors
- Optimizing use of existing infrastructure and ensuring the efficiency and sustainability of future infrastructure
- Remediating contaminated lands and structures to eliminate threats to public health and to revitalize communities impacted by past practices



# CONNECTED AND INCLUSIVE COMMUNITIES

*Connecticut will foster and support unique, diverse, and inclusive communities that are well-connected with each other and greater Northeast megaregion*



*Left, Courtesy: Homes.com, Danbury*

*Below, Courtesy: Connecticut Office of Tourism*





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## Current Strengths

- Increasing demographic diversity<sup>lxiii</sup>
- Significant investment in infrastructure and greenhouse gas reduction throughout the state, supplemented by federal funding from the Bipartisan Infrastructure Law<sup>lxiv</sup>
- Diversity of villages, town centers, and urban commercial districts provides ample opportunities for economic growth and community development<sup>lxv</sup>
- Regional councils of government (COGs) facilitate collaboration among municipalities<sup>lxvi</sup>
- U.S. Census recent adoption of CT's planning regions as county-equivalent geographies makes regional level data easier to use and may improve access to federal resources for COGs.<sup>lxvii</sup>
- CT's State Response Framework and State Disaster Recovery Framework's procedures and policies provide the basic structure for disaster preparedness, response and recovery, including post-disaster aid<sup>lxviii</sup>
- Continued expansion of Connecticut's broadband network is closing the digital divide, and is routinely mapped for progress<sup>lxix</sup>

## Current Challenges

- Connecticut's infrastructure continues to age through years of deferred maintenance<sup>lxx</sup>
- Critical public infrastructure, including public and affordable housing, educational institutions, public safety and health facilities, energy infrastructure and government facilities among others, increasingly at risk from coastal flooding and sea level rise<sup>lxxi</sup>
- Accumulating impacts of disinvestment in marginalized places, including deteriorating infrastructure, public health issues, and a lack of access to amenities<sup>lxxii</sup>
- Financial complexities of large-scale conservation and development activities require public and private partners to engage with multiple federal, state and other funding agencies on single projects
- Expectations of continued federal relief for disaster response and recovery at a time of rapidly increasing disasters disincentivizes public and private risk reduction and mitigation measures<sup>lxxiii</sup>

## ***Connected and Inclusive Communities Targets***

To accomplish this Vision, state agencies will direct plans, programs, and investments towards the following targets, which seek to capitalize on current strengths while addressing current challenges:

- Coordinating transportation and land use planning to encourage mutually supportive density of development near existing and planned transit
- Developing and maintaining a multi-modal transportation network that enables safe and affordable access for all, improves transit and mobility experiences, and facilitates the realization of other Visions
- Balancing the expansion of transportation, sewer and water infrastructure with state, regional, and local needs, conservation priorities, climate considerations, and long-term fiscal responsibility
- Prioritizing the maintenance, repair and replacement of existing transportation, sewer, water, stormwater, energy and other critical infrastructure
- Encouraging management planning for decentralized sewage disposal systems and improving the resilience of private wells and sub-surface sewage disposal systems to protect public and environmental health
- Acknowledging, correcting, and/or mitigating the negative impacts of prior infrastructure investments on low-income, marginalized, and/or environmental justice communities
- Creating resilient, renewable energy systems and prioritizing the availability of affordable energy to low-income and/or marginalized communities
- Developing coordinated capacity and infrastructure for solid waste management
- Increasing equitable broadband access across the state
- Supporting businesses and organizations that strengthen activity zones
- Collaborating with tribal nations in conservation and development efforts to coordinate economic, social, and cultural activities between state and tribal lands
- Investing in neighborhood-supported placemaking that offers multiple benefits to improve quality of life
- Supporting and promoting CT agriculture, and the accessibility of healthy foods for all
- Protecting, maintaining and increasing access to and connectivity of natural, historic and cultural resources throughout the state
- Encouraging development and redevelopment outside of flood zones or areas that have been impacted by repetitive loss due to natural disasters
- Supporting regional planning and shared services efforts among municipalities and regional councils of government

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# POLICIES

The following overarching policies apply to all agency planning, programming, and policymaking. They encourage all agencies to take a comprehensive view of their efforts, incorporating the guiding principles and visions of this C&D Plan in their deliberations. They also demonstrate to potential partners in conservation and development the overall approach of state agencies.

**1. *Seek multiple benefits and create efficiencies across agencies to optimize the use of state resources in conservation and development initiatives.***

In order to enhance collaboration, agencies should:

- a. Support relationship building across agencies at all staff levels
- b. Collaborate on projects and policies
- c. Encourage potential partners and stakeholders to consider impacts and opportunities of actions across multiple vision areas

**2. *Leverage federal and private resources to support programs and projects that balance priorities.***

While all agencies seek to maximize their capture and use of federal and private funding, it is important to understand both the opportunities and limitations attached to such funding. Agencies should seek to fit the funding to the most beneficial projects, maximize the benefits towards all conservation and development priorities, and minimize the trade-offs often imposed by funding limitations.

**3. *Encourage planning and preliminary phasing among partners in conservation and development to advance well-balanced projects for potential state investment.***

The recent spate of federal and state funding has focused significantly on shovel-ready projects. That focus can neglect projects potentially offering superior benefits, especially in under-resourced communities lacking the capacity to invest in due diligence and planning. It is important for agencies to continue to assist in planning and due diligence to better understand needs and opportunities and to maintain project pipelines that focus on the state's priorities.

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**4. *Develop greater capacity to develop, manage, and apply data.***

Most agencies collect significant amounts of data. CT Open Data and the CT Geodata Portal have helped to centralize and make available statewide data sets. However, there is significant opportunity to better collect, use, share and interpret data; to conduct analyses that help refine priorities and identify cross-sector synergies; and to enable scenario-based planning within and across state agencies.

**5. *Encourage regional solutions to conservation and development and in the efficient use of limited resources.***

Many priorities identified in this C&D Plan are best addressed at a regional scale because many aspects of our economic, transportation and other systems operate regionally. Decision-making processes for establishing programs and allocating state investments should promote greater regional-level thinking.

**6. *Clearly communicate priorities horizontally and vertically within and across agencies.***

The sheer size and complexity of the system of state agencies does not lend itself to cross-sector communications. Despite the numerous interagency working groups and committees actively collaborating in the areas prioritized by this C&D Plan, gaps in knowledge remain within and among agencies. Ensuring that all levels of management are familiar with the C&D Plan's visions and how individual agencies connect to these priorities can help foster creative ideas and collaborations. Fostering greater interagency communication on intersecting priorities will also allow the state to better leverage resources and carry forth a comprehensive vision.

**7. *Seek out and facilitate meaningful engagement with diverse stakeholders.***

Best practices continue to evolve for engaging residents, advocates, communities, and other stakeholders in planning and development. Agencies should continue to experiment with new methods to increase transparency, build trust, effectively communicate, and successfully engage with primary stakeholders that appropriately represent affected communities and their diversity of viewpoints. All agencies should strive to ensure that contributions



from stakeholders meaningfully contribute to outcomes. Moreover, agencies should collaborate and share lessons learned on stakeholder engagement, particularly when multiple agencies are working in specific areas.



*Courtesy: Connecticut Office of Tourism, Norwalk*

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# LOCATIONAL GUIDE MAP

While not a required component of the C&D Plan, several statutes refer to the Locational Guide Map (LGM) and/or land use categories that have historically appeared on previous iterations of the LGM. CGS Chapter 297a requires OPM to develop boundaries for Priority Funding Areas based on consideration of the LGM to direct agencies' investments in "growth-related projects." Growth-related projects are defined as any of the following state agency actions when the costs exceed \$200,000:

- Land acquisition (not for conservation purposes)
- Development or improvement of property
- Acquisition of public transportation equipment
- Awarding of a grant to conduct any of the preceding actions.

In addition, various programs such as historic home rehabilitation tax credits or Enterprise Corridor Zones have been tied to LGM categories (see Appendix C for a list of statutory references to the LGM). How or whether agencies use Priority Funding Areas or references to the LGM is not widely known; however, a general lack of knowledge surrounding CGS Chapter 297a and the inherent challenges of producing a Priority Funding Area Map suggest that these tools are not widely used.

The approach for identifying Priority Funding Areas on the LGM, beginning with the 2013-18 C&D Plan, used U.S. Census Blocks as the base geographic unit of mapping. Census blocks are statistical areas that vary significantly in size - typically quite small in dense urban areas with the greatest population density, but large and irregular in lightly populated suburban and rural areas. In previously adopted Priority Funding Area/LGM maps, the entire area of a Census Block would be identified as Priority Funding Area and favorable for growth-oriented development, even when infrastructure supporting that designation was not available throughout the Census Block. This spatial mismatch between where infrastructure exists, and the designation of Priority Funding Areas was particularly significant in less densely populated areas. This resulted in some areas prime for conservation activities being designated as appropriate for development.

Mapping prepared at a statewide scale inherently ignores detailed information, such as topography, soil types, and man-made features that are critical considerations in site-specific decision making. Moreover, as a component of a broad, comprehensive plan, the LGM provides only general guidance for conservation and development

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and must be considered in context with the policies and implementation measures of the overall C&D Plan. Given these issues with the Priority Funding Area approach, this C&D Plan includes a new type of LGM that relies on increasingly available and refined data sets to describe current conditions.

## *New Methodology*

After decades of suburbanization, CT's land use patterns have shifted away from a generally linear progression of city center to primarily residential suburb to rural community. Instead, employment hubs, transportation assets, institutions, and cultural assets have dispersed more widely across the landscape, creating pockets of activity and opportunity, increasingly distant from more dense centers of population. OPM-ORG sought to locate and describe existing activity zones as a means of aiding application of the targets, policies and implementation measures of this plan.

The statewide Geographic Information Systems Office assisted OPM-ORG in developing a new methodology to better describe current conditions, rather than prescribe future actions, across the state. Inspired by recent studies from the Brookings Institution and the Indianapolis Metropolitan Planning Organization, the new methodology seeks to identify activity zones of varying types and intensity around the state based on available datasets. Through the course of the planning process, the methodology was improved in its approach to rural areas of the state. Modifications to the analysis helped to better identify activity zones of local importance in rural areas that were more difficult to discern when compared to the most densely populated cities of the state. Appendix D provides a technical description of the methodology, including data resources.

Because the analysis calculates relative densities of a variety of features, it is conducted at a standard cell size across the state. Therefore, the activity zones do not follow natural geographic boundaries and thus can only be interpreted as illustrative of the relative location and intensity of activities, as opposed to delineating boundaries.

## *What are Activity Zones?*

Activity zones are where employment hubs, civic uses, transportation assets, cultural attractions, and medical and educational institutions cluster at a local scale. Understanding the location of activity zones and their relative intensity facilitates comprehensive consideration of both conservation- and development-oriented policies and implementation measures. By depicting where concentrations of activity

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already exist and the relative intensity of activity, agencies may better target programs, plans, and actions appropriately. In addition, layering activity zones over conservation factors (described below) underscores the importance of innovative and holistic solutions that reflect the full suite of features present in an area. For example, areas with multiple conservation factors outside of activity zones may be appropriate priorities for certain conservation, resource protection, and connectivity enhancements. On the other hand, the presence of conservation factors within activity zones is an important consideration when weighing the appropriateness of a potential state action, such as promoting infill development or better managing the built environment to restore riparian corridors.

## *Levels of Activity*

Activity zones were classified based on the types of activity present within them and ranked according to their relative intensities:

### **Major**

Very densely developed urban centers with a high amount of activity clustered in a small geographic area that include significant institutional and civic uses, unique cultural resources, commercial assets that serve regional and local residents, robust pedestrian and transit networks, and high volumes of daily traffic.

### **Regional**

Dense centers within regions of the state, or peripheral areas generally surrounding Major Activity Zones. These zones cluster a considerable mixture of uses, including commercial, civic, cultural, and transportation-related assets, but may not include the institutional uses of a Major Activity Zone.

### **Local**

Areas with relatively high commercial uses and more moderate clusters of civic and cultural assets. Often located along or adjacent to transportation corridors, Local Activity Zones generally have lower non-residential building density than Major or Regional Activity Zones.

### **Suburban**

Town centers or areas peripheral to more intense Activity Zones with strong commercial, civic, and transportation-related uses. Contributing assets within Suburban Activity Zones are generally spread over larger geographic areas than Local, Regional and Major Activity Zones.



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## Rural

Clusters of civic, cultural, and some commercial uses in relatively small geographic areas at less concentrated levels. Traditional village centers and other nodal areas of activity within less densely developed regions of the state make up Rural Activity Zones.

It is important to note that areas falling outside of these activity zones are not devoid of activity—rather, that the activity present there may be of a different nature, density, and/or intensity. For example, areas outside of activity zones may be more lightly developed and/or consist of mostly residential or agricultural uses. As this iteration of the LGM is not intended to be used for site-specific decision-making, and is meant to be descriptive, rather than prescriptive, location outside of an activity zone does not preclude state investment. Rather, it should merely help agencies contemplate the appropriateness of certain actions, such as large-scale development, in places that may not have the density of resources to support such development in a sustainable manner.

## *Conservation Factors*

Several conservation factors are included in the LGM to depict the location of valuable natural and environmental resources, as well as areas of concern for hazard mitigation purposes, that are present both inside and outside of activity zones. These include the following protected and unprotected lands:

- Wetland soils
- Prime farmland soils
- Drinking water watersheds
- Aquifer protection areas
- Critical habitats
- Core forest
- Hurricane surge inundation areas
- Preserved open space

Conservation factors are presented to aid in interpreting and applying the policies and implementation measures in a broad sense, rather than for making site-specific decisions. The LGM helps to illustrate the interconnections between conservation and development priorities by encouraging agencies to consider the factors in activity zones that would favor development in tandem with the conservation factors that must be protected, maintained or enhanced.

## Balancing Conservation and Development

The LGM is one way of describing current conditions in Connecticut and is not intended to prescribe future conditions. The activity zones are useful tools for agencies to compare with specific objectives, e.g. a comparison of climate vulnerable areas to activity zones can help prioritize resilience projects on a regional level. In addition, activity zones highlight areas where agencies might prioritize certain types of investments over others. These nodes and corridors reflect where certain activities are already present, and where further investment might enhance vibrancy, connectivity, and inclusivity.

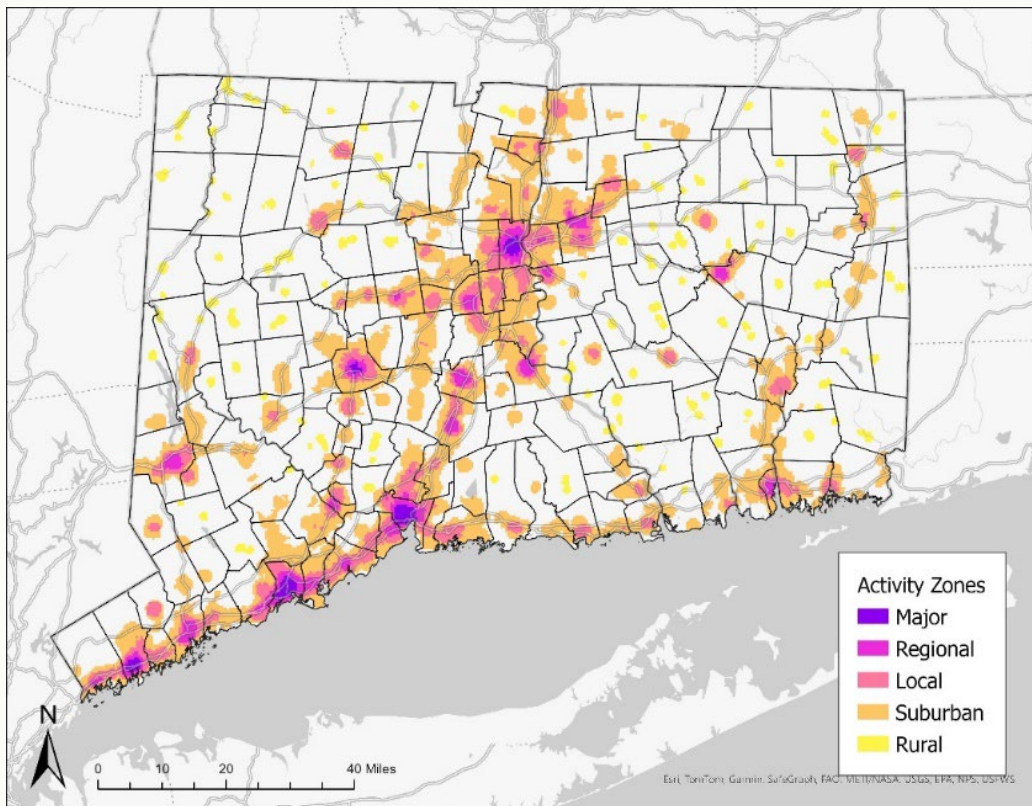
The goal of this LGM is to kickstart development of a new methodology for considering local and regional factors in establishing statewide conservation and development priorities. The methodology and LGM will be improved as clearer C&D Plan implementation processes are established and additional and more refined data become available.

For statutory references to the Locational Guide Map:

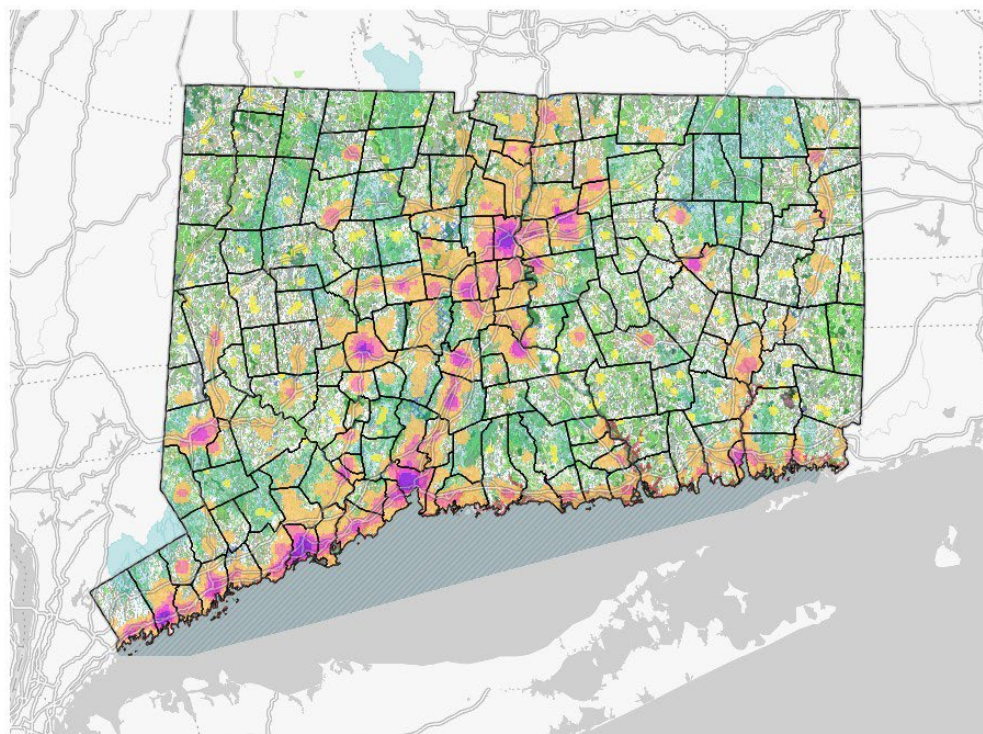
- **Regional Center** has the same meaning as “Urban Center,” as used in CGS Section 4-66c and 4-66g, and include communities with a Major, Regional or Local Activity Zones. The following municipalities are classified as Regional Centers: Ansonia, Bridgeport, Bristol, Danbury, East Hartford, Enfield, Groton, Hartford, Killingly, Manchester, Meriden, Middletown, New Britain, New Haven, New London, Norwalk, Norwich, Stamford, Torrington, Vernon, Waterbury, West Hartford, West Haven, and Windham.
- **Neighborhood Conservation Area** includes Suburban Activity Zones
- **Growth Area** includes Local and Suburban Activity Zones



*Courtesy: Connecticut Department of Transportation*



Activity Zones are shown on the adjacent map. The complete LGM, including conservation factors, is shown below. To better view the LGM, please use the [interactive online viewer](#).





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# IMPLEMENTATION

The Connecticut General Statutes (CGS) identify four broad categories of state agency actions that must be consistent with the C&D Plan:

- *The acquisition of real property when the acquisition costs are in excess of two hundred thousand dollars;*
- *The development or improvement of real property when the development costs are in excess of two hundred thousand dollars;*
- *The acquisition of public transportation equipment or facilities when the acquisition costs are in excess of two hundred thousand dollars; and*
- *The authorization of each state grant, any application for which is not pending on July 1, 1991, for an amount in excess of two hundred thousand dollars, for the acquisition or development or improvement of real property or for the acquisition of public transportation equipment or facilities. (CGS Sec. 16a-31)*

The statutes further identify a category of state agency plans that must be prepared with consideration of the C&D Plan and be reviewed for consistency by the Secretary of OPM:

*Whenever a state agency is required by state or federal law to prepare a plan, it shall consider the state plan of conservation and development in the preparation of such plan. A draft of such plan shall be submitted to the secretary who shall provide for the preparer of the plan an advisory report commenting on the extent to which the proposed plan conforms to the state plan of conservation and development (CGS Sec. 16a-31)*

The statutes do not define what consistency with the C&D Plan means or how to resolve potentially conflicting policies within the Plan. Additionally, agencies whose projects or other actions are subject to the plan have not been obligated to document their determinations of C&D Plan consistency on a systematic basis. Agencies have commonly cited one or two policies within the C&D Plan that support a particular program, plan, or project while remaining silent regarding other C&D Plan policies that might conflict. It is understood that policies can be in conflict and an appropriate balance sometimes must be found. The goal of the following proposed changes is to shed light on that decision-making process.

This C&D Plan seeks to clarify the process for determining consistency through the following recommended changes:



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- a. Amend CGS 16a-31 to increase the value threshold of projects that need to be consistent with the C&D Plan from \$200,000 to \$1,000,000 while also requiring that agencies document and transmit to OPM-ORG their determination of the consistency of each such action with the C&D Plan's Implementation Measures, in a manner to be developed by OPM-ORG in consultation with other state agencies. The dollar threshold has not been adjusted since 2007 and agencies have not been asked to document the consistency of their actions with the Plan over the last two decades. Limiting the number of projects that must be consistent with the plan but adding the requirement to document consistency is meant to facilitate the transition to more transparent implementation of the C&D Plan.
  - b. Establish an *ad hoc* C&D Plan Advisory Committee (C&D Advisory Committee), comprised of staff of state agencies that undertake actions subject to the C&D Plan, many of whom likely have contributed to the development of this C&D Plan. The committee should meet at least semi-annually. Continuing inter-agency engagement during the plan implementation period will enable a more adaptive approach to implementation. The C&D Advisory Committee should:
    - i. Review and evaluate individual agency planning, programming, and policy development efforts for opportunities to enhance outcomes through combined efforts and integration of resources, and the exploration of potential mitigation measures
    - ii. Consult with OPM-ORG on the development of the consistency reporting documentation referred to above
    - iii. Regularly update the Plans and Programs in Appendix B to maintain its value as a clearinghouse of relevant programmatic information
    - iv. Collaborate with OPM-ORG in development of a mapping resource of agency-supported projects around the state to facilitate communications across agencies
    - v. Provide a forum for developing approaches to balance conflicting C&D Plan priorities, such as between the need for more housing and flood-hazard mitigation and other natural resource protections; or between the desire for economic growth in areas needing new infrastructure and the long-term financial sustainability of maintaining under-utilized existing infrastructure in addition to new infrastructure.

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- c. Engage the Continuing Committee on State Planning and Development in monitoring implementation of the C&D Plan. In addition to receiving an annual report from OPM-ORG, the Committee should consider meeting with OPM-ORG at least annually to review implementation and the extent to which state actions are consistent with the C&D Plan. OPM-ORG could also meet with other legislative committees to discuss relevant aspects of the C&D Plan and its implementation. Insights gained from such engagement might help guide future funding and policy decisions, as well as the next edition of the C&D Plan.
  - d. Engage stakeholders on a regular basis around C&D Plan implementation issues. OPM-ORG intends to regularly conduct open office hours to provide updates on C&D Plan implementation efforts and listen to stakeholder concerns. Such sessions might be conducted quarterly and would be open to any stakeholder and the public on a drop-in basis. This engagement will facilitate communications with the state's partners in conservation and development on C&D Plan implementation and help OPM-ORG to better coordinate with state agencies.

The following implementation measures provide a potential yardstick by which consistency with this C&D Plan can be measured. They are particularly geared towards agency actions, as defined by CGS 16a-31, but should also be useful in directing agency planning and program development. It is expected that OPM-ORG, in consultation with the ad hoc C&D Advisory Committee, will develop reporting templates or procedures for agencies to use in meeting the proposed new statutory mandate for activities involving \$1,000,000 or more of state or federal resources. OPM-ORG anticipates the need for flexible reporting mechanisms that may differ across agencies and/or programs, but that will nevertheless demonstrate an agency's consideration of the full breadth of implementation measures. The table below highlights the Visions most applicable to each measure.

Implementation Measures	Stewardship of Resources	Thriving Economy	Healthy People and Places	Housing for Current and Future Residents	Connected and Inclusive Communities
Increase and diversify CT's housing supply to include rental and ownership, affordable and market-rate, small and family-sized units in a variety of medium- and high-density development types appropriate to the neighborhood context through new construction, rehabilitation of existing units and adaptive reuse of existing buildings.		X	X	X	X
Reduce the number of low- and moderate-income households that are cost-burdened by combined housing, transportation and energy costs.		X	X	X	
Promote reduction of greenhouse gas emissions.	X		X		X
Promote hazard mitigation and risk reduction.	X	X	X	X	X
Promote universal design as a component of new construction or substantial renovation projects.			X	X	X
Augment use of existing public sewer, water, stormwater and transportation infrastructure, while ensuring adequate capacity, maintenance and sustainability of such systems to support existing and planned development.	X		X	X	X
Promote infill, redevelopment and revitalization of environmental justice communities and other neighborhoods that have suffered from prolonged disinvestment.		X	X	X	X
Preserve historically, culturally, and architecturally significant sites, structures, landscapes, buildings, and objects.	X	X	X		
Avoid developing prime farmland soils, wetlands, habitat areas, core forest and drinking water source watersheds.	X		X	X	X
Avoid new development activities in areas prone to flooding and inundation from sea-level rise or storms.	X	X	X	X	X
Incorporate Nature Based Solutions, low-impact development techniques, energy efficiency and resilience, and climate resilience in development projects.	X		X	X	X
Encourage development project design to consider the applicability of future technologies such as smart city technologies, autonomous vehicles, 5G service, new energy systems, etc.	X	X		X	X
Foster bike, pedestrian and micro-mobility connections between residential, commercial and mixed-use development and existing or planned transit.			X	X	X
Support robust community, private partner, advocate and other stakeholder engagement in planning for and improving quality of life at a neighborhood scale.			X	X	X
Support arts, culture, and entertainment activities in Activity Zones, particularly those with transit access.		X	X		X
Enhance urban tree canopies, and access to green space in urban contexts, prioritizing environmental justice communities in Major and Regional Activity Zones.	X	X	X		
Improve the climate resilience of existing public infrastructure, and avoid siting new infrastructure in areas prone to flooding and inundation from sea level rise and/or storms.	X		X		X
Incorporate Nature Based Solutions, low-impact development techniques, energy efficiency and resilience, climate resilience, and equity measures in the maintenance and management of state-owned facilities.	X		X		

Implementation Measures	Stewardship of Resources	Thriving Economy	Healthy People and Places	Housing for Current and Future Residents	Connected and Inclusive Communities
Develop coordinated capacity and infrastructure for solid waste management that provides efficient, equitable and sustainable systems that incorporate source reduction, recycling and composting.	X	X	X		X
Locate public-facing government facilities on sites served by transit within Activity Zones.		X	X		X
Increase the diversity of CT businesses by size and type, focusing on entrepreneurs who are women, minority and/or immigrants, and support business growth and evolution to maintain businesses within the state.		X	X		X
Increase proximity between childcare, medical, transit, workforce development, education and employment opportunities within Activity Zones to foster more affordable living.		X	X	X	X
Support innovation, sustainability and economic health in CT's agricultural and aquacultural sectors.	X	X	X		
Maximize protection, restoration and/or enhancement of biodiversity, ecosystem health and functioning, and the ability of the natural environment to adapt to climate change.	X		X		
Provide equitable access to natural resources and recreation opportunities and support environmental literacy.			X		X
Invest in strategic open space conservation and management that meaningfully contributes to the state's open space goals, ecosystem health and/or climate change adaptation.	X	X	X		X



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- xv <https://portal.ct.gov/-/media/Water/Drought/2023/CISA-Extreme-Weather-Trends--Impacts--CT-Climate-Focus--07202023.pdf>
- xvi [Sea Level Rise & Coastal Flooding in Connecticut: Information from the Governor's Council on Climate Change](#)
- xvii <https://infrastructurereportcard.org/state-item/connecticut/>
- xviii [Monthly Building Permits Issued by Units in Structure | Connecticut Data](#)
- xix [Housing In Connecticut's State Budget Fiscal Years 2024 & 2025 – Partnership for Strong Communities](#)
- xx [Housing Program Summaries](#)
- xxi [Protections Against Rent Increases](#)
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- xxiii [chfa.org/assets/1/6/HNA\\_10.10.23.pdf](https://chfa.org/assets/1/6/HNA_10.10.23.pdf)
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xxxiv [Housing Affordability Challenges of High Interest Rates | HUD USER](#)

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## APPENDIX A: Stakeholder Engagement

	Meeting Date	Agenda	Attendees
Continuing Committee	4/27/2023	Review history of C&D Plan, CCDF recommendations and proposed legislation to adjust planning process timeline	Rep. Kavros-DeGraw, Sen. Rahman, Rep. Zullo, Rep. Chafee
	6/15/2023*	Written update was disseminated to Committee with request for input	
	11/29/23	Review Sept. 1st, preliminary draft	Rep. Kavros-DeGraw, Sen Rahman, Sen. Osten, Rep. Chafee, Rep. Rojas, Rep. LeMar
	1/23/24	Review revisions to preliminary draft	Rep. Kavros-DeGraw, Rep. Chafee, Sen. Osten
	11/13/24	Review revisions to March draft	
Governor's Office	8/4/23	Review framework, visions and discuss objectives and implementation	Staff
	9/23/24	Draft 2025-30 C&D Plan review and comment	Staff
Department of Administrative Services (DAS)	11/7/22	Discussion of current C&D Plan issues	Multiple state agencies
	9/1/23		Construction Services, Policy divisions
	7/15/24	Draft 2025-30 C&D Plan review and comment	Construction Services division
Department of Agriculture (DOAG)	8/31/23	Review framework, visions and discuss objectives and implementation	Commissioner, Bureau of Agricultural Development and Resource Preservation
	7/19/24	Draft 2025-30 C&D Plan review and comment	Bureau of Agricultural Development and Resource Preservation
Department of Economic and Community Development (DECD)	11/7/22	Discussion of current C&D Plan issues	Multiple state agencies
	8/28/23	Review framework, visions and discuss objectives and implementation	Deputy Commissioner, Community Investment Fund, Brownfields, Legislative, State Historic Preservation Office (SHPO) divisions
	7/16/24	Draft 2025-30 C&D Plan review and comment	Deputy Commissioner, Community Investment Fund, Brownfields, Permitting, Legislative, SHPO
Division of Emergency Management and Homeland Security (DEMHS)	11/7/22	Discussion of current C&D Plan issues	Multiple state agencies
	8/24/23	Review framework, visions and discuss objectives and implementation	Deputy Commissioner, State Emergency Mgt Director, Emergency Management Program Director and staff
	7/25/24	Draft 2025-30 C&D Plan review and comment	Emergency Management Program Director and staff
Department of Energy and Environmental Protection (DEEP)	11/7/22	Discussion of current C&D Plan issues	Multiple state agencies
	8/14/23	Review framework, visions and discuss objectives and implementation	Natural Resources, Outdoor Recreation, Air Management, Materials Management, Water Protection & Land Reuse, Energy & Technology, Legal Affairs, Environmental Justice divisions
	8/5/24	Draft 2025-30 C&D Plan review and comment	Fisheries, Forestry, Wildlife, Air Management, Materials Management, Water Planning, Land & Water Resources, Remediation, Climate Planning
Department of Housing (DOH)	11/7/22	Discussion of current C&D Plan issues	Multiple state agencies
	8/24/23	Review framework, visions and discuss objectives and implementation	Housing and Community Development, Policy, Research and Housing Support
	7/24/24	Draft 2025-30 C&D Plan review and comment	Housing and Community Development, Policy, Research and Housing Support
Department of Labor (DOL)	8/18/23	Review framework, visions and discuss objectives and implementation	Deputy Comm., Legislative, Research, Performance Management, Apprenticeship, Legal, Workforce Innovation
Department of Public Health (DPH)	11/7/22	Discussion of current C&D Plan issues	Multiple state agencies
	8/21/23	Review framework, visions and discuss objectives and implementation	Environmental Health, Office of Injury & Violence,
	8/15/24	Draft 2025-30 C&D Plan review and comment	Policy Director, Drinking Water Section
Department of Transportation (DOT)	11/7/22	Discussion of current C&D Plan issues	Multiple state agencies
	8/11/23	Review framework, visions and discuss objectives and implementation	Dep. Comm., Bureau of Policy and Planning, Bureau of Public Transportation
	8/6/24	Draft 2025-30 C&D Plan review and comment	Dep. Comm., Bureau of Policy and Planning - Strategic Planning, Intergovernmental Affairs, Chief Data Officer, Environmental planning; Bureau of Public Transportation - Transit, Rail
Office of Policy and Management (OPM)	8/28/23	Review framework, visions and discuss objectives and implementation	Climate Policy
	8/17/23	Review framework, visions and discuss objectives and implementation	Data and Policy Analytics, GIS Office
	8/10/23	Review framework, visions and discuss objectives and implementation	Health and Human Services
	9/23/24	Draft 2025-30 C&D Plan review and comment	Secretary's Office



	Meeting Date	Agenda	Attendees
CT Equity and Environmental Justice Advisory Council (CEEJAC) Land Subcommittee	2/22/24	Discuss plan concepts, planning process, and obtain input	Council and Subcommittee members, public
CT Council on Environmental Quality	7/24/2023	Discuss plan concepts, planning process, and obtain input	Executive Director
CT Housing Finance Authority	8/18/23	Review framework, visions and discuss objectives and implementation	Multifamily Operations, Research, Community Engagement divisions
	4/12/24	Discuss changes to Locational Guide Map/ Priority Funding Areas	Multifamily Program administration
	7/24/24	Discuss changes to Locational Guide Map/ Priority Funding Areas	Multifamily Program administration, Community Engagement
Metropolitan CT COG, Northwest Hills COG, Western CTCOG	4/30/24	Draft 2025-30 C&D Plan review and comment	Regional and local planners, municipal boards and commission members
North East CT COG, Lower River Valley COG, Southeastern CT COG	4/30/24	Draft 2025-30 C&D Plan review and comment	Regional and local planners, municipal boards and commission members
Naugatuck Valley COG	4/24/24	Draft 2025-30 C&D Plan review and comment	Regional and local planners, municipal boards and commission members
Capitol Region Council of Governments	6/12/24	Draft 2025-30 C&D Plan review and comment	Regional and local planners
South Central CT COG	7/30/24	Draft 2025-30 C&D Plan review and comment	Regional and local planners, municipal boards and commission members
CT Chapter of the American Planning Association	4/5/24	Draft 2025-30 C&D Plan review and comment	Municipal and regional planners
General Public and Advocacy Organizations	9/21/23	Informational Meeting	
	9/26/23	Informational Meeting	
	9/29/23	Informational Meeting	
	10/5/23	Informational Meeting	
	5/31/24	Draft 2025-30 C&D Plan review and comment	
	6/4/24	Draft 2025-30 C&D Plan review and comment	

## APPENDIX B: Plans and Programs

### *Thriving Economy*

#### Department of Economic and Community Development (DECD)

- **Economic Action Plan** – outlines strategies for “driving inclusive growth” in Connecticut
- **Office of Brownfield Remediation and Development (OBRD)** – provides technical and financial assistance for brownfield redevelopment including mixed use, residential, commercial, industrial, retail, and open space uses
- **Connecticut Office of the Arts Strategic Plan 2022-27** – informs the Connecticut Office of the Arts as they work to “enhance, support, and empower the Arts for every resident”
- **Connecticut Office of Tourism FY23 Strategic Plan** – presents strategies to position Connecticut as a tourism destination and increase awareness of tourism assets
- **Connecticut’s Manufacturing Strategic Plan** – aims to develop Connecticut into an internationally recognized leader in manufacturing

#### Governor’s Workforce Council

- **Workforce Strategic Plan 2020** – makes recommendations to improve the state's workforce and employment system

#### Department of Labor (DOL)

- **Office of Apprenticeship Training** – the only federally authorized entity in Connecticut for Registered Apprenticeship Programs to increase workforce recruitment and proficiency, help employers transfer occupational skills to a new generation of workers, and promote succession planning

#### Department of Agriculture (DoAg)

- **CT Grown Program** – identifies and promotes Connecticut's agriculture and aquaculture products
- **Farm Transition Grants** – grant program to support the diversification of existing farm operations, transitioning to value-added agricultural

productions and sales, and other venues in which a majority of products sold are grown in the state

- **Farmland Restoration, Climate Resiliency and Preparedness** – grant program to increase long-term climate resiliency of farming operations and decrease farm vulnerability to extreme weather events

## **Department of Energy and Environmental Protection (DEEP)**

- **Connecticut Brownfield Remediation Liability Relief Programs** – work closely with DECD's Office of Brownfield Remediation and Redevelopment to provide liability relief and financial assistance for cleanup and redevelopment of brownfields.
- **Urban Sites Remedial Action Program** – DEEP and DECD work together to facilitate the transfer, reuse, and redevelopment of potentially polluted properties located within a distressed municipality or targeted investment community.
- **DEEP CERCLA 128(a) Brownfield Grant Program** – DEEP's Remediation Division was awarded funding from EPA to administer to brownfield sites under the Bipartisan Infrastructure Law to provide grants to municipal and non-profit entities to assess or cleanup brownfield sites. The purpose of the grant program is to encourage and enable the creation, preservation, or addition of park space, greenways, or other recreational space, or other property used for nonprofit purposes. Funding through this grant program is available through federal fiscal year 2027.
- **Coastal Management Program** – encourages water-dependent uses and facilities in shorefront areas and promotes public access, while requiring that coastal hazard areas be managed to ensure that hazards to life and property are minimized, coastal development allows for tidal wetland migration and incorporates Low Impact development techniques.
- **Statewide Outdoor Recreation Plan\*** – identifies significant economic activity associated with outdoor recreation in Connecticut including the top-value-added activities, and establishes goals for enhancing access, quality and preservation/ protection of these important resources

## **Department of Administrative Services (DAS)**

- **CT DAS SBE/MBE Program Certification Program** also known as the Supplier Diversity or Set-Aside Program - provides enhanced opportunities for small or minority-owned businesses

\*Denotes a plan required to be consistent with the C&D Plan

- **State Agency Procurement Manual** ensures open, honest, and accessible competition for the public procurement process.
- **Environmentally Preferable Purchasing Program** - partners with suppliers who offer environmentally preferable and sustainable goods and services.
- DAS supports the **State's hiring process and opportunities**, and maintains **human resource data** for certain segments of Connecticut's Executive Branch Workforce.
- DAS leads the growth and operation of **Business.CT.GOV**, an online portal that simplifies the process of opening and operating a business in the state.
- DAS leads the development and operation of **Jobs.CT.Gov**, an online portal that simplifies the process of becoming employed in Connecticut.

### **Department of Housing**

- **Development Engagement Process** – the semi-annual affordable housing project application review process used by DOH to manage its pipeline of potential projects for future funding opportunities and for Low-Income Housing Tax Credits (LIHTC) projects through the CT Housing Finance Authority

### **CT Green Bank**

- **The Green Bank** offers several programs for incorporating green technologies in businesses and buildings, from low-interest capital to leasing rooftops for solar systems



## ***Housing for Current and Future Residents***

### **Department of Housing (DOH)**

- **2020-2024 Consolidated Plan for Housing and Community Development\*** – outlines the state's goals and objectives for the use of state and federal resources for addressing affordable housing, public housing, homelessness, etc.
- **2022-2023 Action Plan for Housing and Community Development** – annual implementation plan for the 2020-2024 Consolidated Plan for Housing and Community Development
- **Land Bank and Land Trust Program** – provides eligible applicants with grants, loans, and deferred loans for acquiring and managing land to be developed for low- and moderate-income housing.
- **DOH Housing Programs** – wide variety of funding opportunities for both new construction/rehabilitation, creation and preservation, as well as adaptive reuse.

### **Department of Economic and Community Development (DECD)**

- Provides a variety of **Housing Data**
- **Community Investment Fund 2030** – competitive grant program that funds a variety of projects, including residential development
- **CT Communities Challenge Grant Program** – competitive matching grant program that funds a variety of projects, including those to support housing affordability and accessibility
- **Brownfields remediation and development** program offers resources for redevelopment
- **Historic Rehabilitation Tax Credit** program offers a credit for the rehabilitation of a certified historic structure to residential or mixed use
- High Poverty Low Opportunity Census Tract Program (website coming) includes funding for building, renovating, and rehabilitating mixed-income rental and owner-occupied housing and public infrastructure in eligible areas

### **State Redevelopment Agencies**

- **Capital Region Development Authority** finances housing developments in Hartford and its immediate environs, to date bringing thousands of units online

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- Building upon that success, the [Municipal Redevelopment Authority](#) has been announced to hire a Chair and Executive Director with a focus on transit-oriented development

### **Connecticut Housing Finance Authority (CHFA)**

- [CHFA](#) offers a variety of programs for homebuyers, developers, and lenders
- [Qualified Allocation Plan](#) provides guidelines for the Low-income Housing Tax Credit program used to support housing development

### **Department of Energy and Environmental Protection (DEEP)**

- [Coastal Management Program](#) encourages residential development on the shorelands outside of coastal flood hazard areas.
- [PREPARED Municipal Workbook](#) – resource for municipalities to perform brownfield remediation with best practices for redevelopment purposes. DEEP also provides some funding for this work.
- [Provides a suite of programs and resources](#) to support energy efficiency upgrades for homeowners and renters
- While over 700,000 residents live within one-mile of DEEP properties<sup>1</sup> (including state parks and forests), the agency is advancing efforts for equitable access through their [Park ConneCT](#) services

### **Department of Mental Health and Addiction Services (DMHAS)**

- [Housing and Homeless Services Unit](#) – oversees the state Coordinated Access Networks, and interacts with agencies such as DOH, DSS, CHFA, and HUD, as well as organizations such as United Way and Partnership for Strong Communities to develop and strengthen programs

### **Commission on Human Rights and Opportunities (CHRO)**

- Maintains a specific office for Fair Housing complaints and [provides training](#) for providers and the general public on fair housing law

### **Office of Policy and Management (OPM)**

- [Completed a study](#) to determine the level of correlation between the state's current housing and socioeconomic segregation with housing funds from various state agencies

## **Multiple Agencies**

- Many state agencies, including OPM, DOT, DOH, DECD, CHFA among others, in consultation with COGs and advocacy organizations participate in a cluster of workgroups and projects, such as those concerning transit-oriented development.

## ***Stewardship of Resources***

### **Department of Energy and Environmental Protection (DEEP)**

- **Climate Resilience Fund** – competitive grant program to plan and develop climate resiliency projects.
- **Greenhouse Gas Inventory Reports** – tracks progress towards meeting greenhouse gas emissions reduction goals.
- **Integrated Water Quality Report** – report on the monitoring and assessment of the quality of our waters relative to attainment of designated uses established by **Connecticut's Water Quality Standards**.
- **CT State Water Plan\*** and **Water Planning Council** – a plan for the state's drinking water supply
- **Open Space and Watershed Land Acquisition Grant Program** – provides financial assistance to municipalities and nonprofit land conservation organizations to acquire land for open space and water companies to acquire Class I or Class II water supply property.
- **Energy Action Plan\*** – Connecticut's long-term strategy to improve energy affordability and reliability by reducing dependence on fossil fuel.
- **Long Island Sound Blue Plan\*** – marine spatial plan developed to facilitate the effective management of Long Island Sound's public trust waters.
- **CT Green Plan\*** – a plan for land conservation containing acquisition priorities, targeted acreages, and State program actions to protect specific lands.
- **Connecticut Nonpoint Source Management Program Plan\*** – outlines strategies to address nonpoint source pollution and protect water quality through improved management practices.
- **Coastal Management Program** – ensures balanced growth along the coast, restoration of coastal habitat, improved public access, protection of water-dependent uses, public trust waters, and submerged lands, promotes harbor management, and facilitates research.
- **Urban Forestry Grant Opportunities** – large federal funding infusion offers new and expanded urban and community forestry grants to mitigate impacts of climate change and help achieve the Governor's goal of increasing urban tree canopy cover within heat-stressed, environmental justice communities.
- **DEEP CERCLA 128(a) Brownfield Grant Program** - DEEP's Remediation Division was awarded funding from the EPA to administer to brownfield sites under the Bipartisan Infrastructure Law to provide grants to municipal

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and non-profit entities to assess or clean up brownfield sites. The purpose of this grant program is to encourage and enable the creation, preservation, or addition of park space, greenways, or other recreational space, or other property used for nonprofit purposes. Funding through this grant is available through federal fiscal year 2027.

- **Connecticut State Parks & Public Outreach Division** works to preserve the unique historic, natural, and cultural features within its parks through cultural and environmental education at year-round and seasonal sites.
- **Connecticut Lakes, Rivers, and Ponds Preservation Account** – with the passage of **Public Act 19-190**, the Connecticut General Assembly established this dedicated funding source available to DEEP for the rehabilitation of lakes, rivers, and ponds, eradication of aquatic invasive species and cyanobacteria blooms, education and public outreach, allocation of grants to state and municipal agencies and not-for-profit organizations to conduct research, public education, and public outreach to enhance understanding and management of lakes, rivers, and ponds, and provision of funds for all services that support protection and conservation of lakes, rivers, and ponds.

#### **Department of Public Health (DPH)**

- **Drinking Water Vulnerability Assessment and Resilience Plan** - looks to identify and address vulnerabilities for community water systems for CT's coastal counties to ensure preparedness and resilience for future storms and hazards.

#### **Department of Agriculture (DoAg)**

- **Traditional Farmland Preservation Program** – the primary preservation program administered by DoAg.
- **Farm Transition Grant** – supports the diversification of existing farm operations, transitioning to value-added agricultural production and sales, etc.
- **Farmland Restoration, Climate Resiliency & Disaster Preparedness Grant** – supports the restoration of lands into active agricultural production and increasing their climate resiliency.
- **Connecticut Shellfish Restoration Guide** – Connecticut's first and most comprehensive plan for shellfish restoration to achieve environmental, economic, and societal benefits.

### **Department of Economic and Community Development (DECD)**

- **Shared Stewardship: 2018 2023 Statewide Historic Preservation Plan\*** – strategies for shared stewardship of Connecticut's cultural and historic resources.

### **Department of Emergency Services and Public Protection**

- **State Natural Hazard Mitigation Plan** assesses hazard risks and recommends actions to manage risks.

### **Department of Administrative Services (DAS)**

- The DAS **Capitol Area System (CAS) Management Unit** operates the CAS thermal facility and district heating and cooling loop in the Hartford Capitol District and is conducting a decarbonization study to assess costs and options for reducing the facility's environmental impacts.

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## Healthy People and Places

### Department of Public Health (DPH)

- DPH is following the [Building Resilience Against Climate Effects \(BRACE\)](#) framework established by the [Centers for Disease Control and Prevention \(CDC\)](#) in developing specific adaptation management approaches to help local Connecticut communities and health departments prepare for the health effects of climate change
- [Connecticut Asthma Program](#) – as part of the Chronic Diseases Unit within the Community, Family Health, and Prevention Section at DPH, the CT Asthma program looks to reduce asthma-associated morbidity and mortality, decrease asthma disparities, and improve quality of life and access to comprehensive asthma control management.
- [Drinking Water State Revolving Fund Program\\*](#) – provides long-term, below market rate loans to community and non-profit, non-community public water systems to finance infrastructure improvement projects.
- [Lead Poisoning Prevention and Control Program](#) – preventing lead poisoning and promoting wellness through education and lead poisoning prevention
- [Office of Climate and Health Program](#) (OCH) – works to implement actions that will prepare CT's residents for the health impacts of climate change and improve resiliency and health equity.
- [PFAS Action Plan](#) – actions to address per- and polyfluorinated alkyl substances (PFAS) in CT
- [State Health Improvement Plan](#) (SHIP) – sets goals for addressing social, economic, and environmental determinants of health to improve the overall health conditions in CT
- DPH issues [fish consumption advisories](#) when chemical levels in fish tissue are unsafe, with a web page having fact sheets in multiple languages to provide information about the advisory, and how to eat fish safely.

### Department of Administrative Services (DAS)

- DAS administers and enforces the [Connecticut State Building Code](#) and [Connecticut Fire Safety and Prevention Codes](#), which reduce a variety of potential harms.
- DAS's [Hazardous Materials Inspection and Abatement Program](#) funds the remediation and abatement of asbestos and other hazardous materials at state-owned facilities

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- DAS is administering the transition of the [State's Vehicle Fleet to electric vehicles](#) to improve overall air quality and support the State's greenhouse gas reduction goals
- DAS leads development and operation of [Health.CT.Gov](#), a portal that assists in finding, applying, tracking, and remaining eligible for health and human services benefits across many agencies.
- DAS administers the [School Construction Grants Program](#) under the direction of the State Legislature and administers a program to provide [HVAC Indoor Air Quality Grants for Public Schools](#)

### **Department of Housing (DOH)**

- [DOH Housing Programs](#) – wide variety of funding opportunities for both new construction/rehabilitation, creation, and preservation, as well as adaptive re-use
- [Healthy Homes Program](#) - Healthy Homes seeks to improve the well-being of children by constructing a strong foundation for them to thrive

### **Department of Energy and Environmental Protection (DEEP)**

- DEEP's [Urban Green and Community Gardens Grant Program](#) – available to distressed municipalities to provide funding assistance for the development or enhancement of urban green spaces.
- [DEEP's Clean Water Fund Priority List\\*](#) – guides state and federal funding assistance programs for municipal water pollution control projects.
- [DEEP CERCLA 128\(a\) Brownfield Grant Program](#) provides grants to municipal and non-profit entities to assess or cleanup brownfield sites to encourage and enable the creation, preservation, or addition of park space, greenways or other recreational space, or other property used for nonprofit purposes

### **Division of Emergency Management and Homeland Security (DEMHS)**

- [DEMHS Hazard Mitigation and Resilience Unit](#) – handles efforts to reduce loss of life and property by lessening the impact of disasters through planning and financial assistance to municipalities

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## **Connected and Inclusive Communities**

### **Department of Energy and Environmental Protection (DEEP)**

- **Comprehensive Energy Strategy\*** – examines future energy needs and ways to ensure reliable and resilient energy
- **Municipal Wastewater** program administers many programs to guide, support and regulate municipal wastewater systems, including administering the **Clean Water Fund\*** which provides funding for municipal wastewater system needs
- **Affordable Connectivity Program** – helps households afford broadband by providing discounts towards internet service for eligible households.
- **Beverage Container Recycling Grant Program** – supports establishment of beverage container redemption centers in urban centers and environmental justice communities.
- **Electric Vehicle Roadmap for Connecticut** – outlines pathways to achieve wide-scale EV deployment.
- **Park ConneCT** – collaborative program with DOT to provide safe and reliable transportation to several state parks.
- **Connecticut's Aquatic Resources Education Program (CARE)** seeks to engage all residents of Connecticut by providing free learn to fish classes and “Fish with CARE” events. These events are focused within trout parks and community fishing waters within urban and suburban communities and showcase the high-quality fishing opportunities provided by the stocking of state produced trout as well as private vendor produced channel catfish. The Fisheries Division also has a plan to recruit, retain, and reactivate a diverse community of anglers.
- **DEEP's CT Recreational Trails Grant Program** – Established in 2015, per CGS Sec. 23-103, as amended by Public Act No. 15-190, to provide funding to any private nonprofit organizations, municipalities, state departments, and tribal governments in support of trail projects including:
  - Planning, design, and construction of new trails (motorized and non-motorized)
  - maintenance and restoration of existing trails (motorized and non-motorized)
  - access to trails by persons with disabilities
  - Purchase and lease of trail construction and maintenance equipment
  - Acquisition of land or easements for a trail, or for trail corridors.

**\*Denotes a plan required to be consistent with the C&D Plan**

- Operation of educational programs to promote safety and environmental protection as related to recreational trails.
- **Climate Resilience Fund** - The DEEP Climate Resilience Fund provides grants to help Connecticut communities initiate planning and develop projects that will help communities become more resilient to the effects of climate change. The Fund specifically is intended to support climate resilience planning at regional, municipal, and neighborhood-level scales, and to support resilience project scoping and development.

### **Department of Public Health (DPH)**

- DPH's **Drinking Water** section administers many programs to guide, support and regulate drinking water systems, including the **Drinking Water State Revolving Loan Fund\***

### **Department of Transportation (DOT)**

- **Long-Range Transportation Plan\*** – presents a framework for addressing transportation issues and needs in Connecticut.
- **Active Transportation Plan\*** – outlines strategies for meeting the needs of bicyclists and pedestrians in Connecticut.
- **2022-2026 Connecticut State Rail Plan\*** – outlines a vision and goals for future improvements and near- and long-term priorities for passenger and freight rail in Connecticut.
- **Community Connectivity Grant Program** - funding to improve accommodations for bicyclists and pedestrians in urban, suburban, and rural communities
- **Connecticut Statewide Freight Plan 2022-2026\*** - the Connecticut Statewide Freight Plan Update (Freight Plan) focuses on providing multimodal freight transportation strategies for Connecticut. Millions of tons and billions of dollars in freight traverse across Connecticut's multimodal freight transportation network each year.
- **Complete Streets Directive** – The purpose of this Engineering Directive is to establish three (3) new controlling design criteria and associated design guidance for pedestrian facilities, bicycle facilities, and transit provisions on applicable CTDOT projects.

### **Department of Administrative Services (DAS)**

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- DAS, in partnership with the University of Connecticut, operates the **Connecticut Education Network** (CEN) that brings high-speed, reliable internet access to schools, libraries, municipalities and more.
- DAS through the Commission for Educational Technology (CET) leads the multi-agency **Digital Equity program** to increase access to technology for underserved populations and address disparities in economic and workforce development, education, health, and civic engagement.

### **Department of Housing (DOH)**

- **Opportunity Mapping** – Opportunity mapping is an analytical tool that deepens our understanding of “opportunity” dynamics within regions. The goal of opportunity mapping is to identify opportunity-rich and opportunity-isolated communities.
- **Analysis of Impediments to Fair Housing Choice** – the AI is a comprehensive document that outlines barriers to affordable housing and analyzes the history of housing inequality in Connecticut. Likewise, the AI offers suggestions for overcoming these barriers.

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<sup>i</sup> Analysis performed with Census Bureau’s OnTheMap interface

## APPENDIX C: Laws Referencing Locational Guide Map/Priority Funding Areas

STATUTORY CITATION	REFERENCE
<a href="#"><u>4-66g(e)</u></a>	Small Town Economic Assistance Program (STEAP): carved out municipality <15,000 with 5,500-6,000 acres of Regional Water Authority land can from denial of a STEAP grant for sewer due to inconsistency with <b>Locational Guide Map</b>
<a href="#"><u>8-23(f)(6)(F), 8-23(f)(7) and 8-23(g)</u></a>	Municipal POCDs: 1) may include programs for implementing plans for <b>corridor management areas</b> designated in C&D Plan; 2) may show proposed <b>priority funding areas</b> ; 3) must consider <b>priority funding areas</b> in identifying existing and planned sewer service areas
<a href="#"><u>10-416(l)</u></a>	Historic home rehab tax credits: After 7/1/15, 70% of these credits must be for homes located in <b>Regional Centers</b> , designated in C&D Plan
<a href="#"><u>16a-25(9)</u></a>	C&D Plan: Plan is defined as text and any <b>Locational Guide Map</b>
<a href="#"><u>16a-27(d)</u></a>	C&D Plan: Revisions after 7/1/05 must identify 1) <b>priority funding areas</b> ; and 2) <b>corridor management areas</b> along limited access highways or rail lines with recommendations.
<a href="#"><u>16a-32 (b)(B)</u></a>	Interim Changes to C&D Plan: notifications and public hearing requirement for changes to <b>Locational Guide Map</b>
<a href="#"><u>16a-35c</u></a>	Priority Funding Areas: definitions, requires designation to consider " <b>regional centers, growth areas, neighborhood conservation areas and rural community centers</b> " and <b>corridor management areas</b> in the C&D Plan
<a href="#"><u>22a-246c(a)</u></a>	Beverage container recycling grant program: establishes DEEP grant for new or expanded beverage container redemption centers in " <b>urban centers</b> " which have the same meaning as " <b>regional center</b> " as defined in C&D Plan.
<a href="#"><u>25-68d(d)</u></a>	Floodplain Management Certification: Agency exemption application may be approved by DEEP Commissioner if agency has shown activity is in the "public's interest" defined as a remediation project that is in or adjacent to <b>regional center, neighborhood conservation area, growth area or rural community center</b> as designated in C&D Plan.
<a href="#"><u>32-1o</u></a>	State Comprehensive Economic Development Strategy: must be consistent with text and <b>Locational Guide Map</b> of C&D Plan
<a href="#"><u>32-70g(a)</u></a>	Knowledge Center Enterprise Zones: DECD may establish if in compliance with C&D Plan
<a href="#"><u>32-75d(b)</u></a>	Airport development zones: DECD may establish if in compliance with C&D Plan
<a href="#"><u>32-80(b)</u></a>	Enterprise corridor zones: After 7/1/05, two or more municipalities may designate an Enterprise Corridor zone, if at least one is located along an interstate and designated as a <b>regional center</b> on <b>Locational Guide Map</b>



## APPENDIX D: Locational Guide Map Methodology

OPM-ORG developed a new methodology for the Locational Guide Map that locates and describes activity zones—where institutional, civic, cultural, commercial, and transportation-related assets in Connecticut cluster at a local scale. The methodology relies on density analyses conducted in ArcGIS Pro to identify where features of each type are concentrated, and then combines the resulting raster layers using the Weighted Overlay tool in ArcGIS Pro, assigning weights to each layer based on their relative importance for identifying hotspots of activity. This process integrated multiple spatial datasets into a single analysis to produce a composite suitability map.

### I. Data Collection

OPM-ORG used publicly available data from the [ArcGIS Living Atlas of the World](#), the [Connecticut Geodata Portal](#), and the [Connecticut Open Data Portal](#). All data were downloaded in October 2024 to ensure the most recent versions available at the time of the analysis were used. As density analyses in ArcGIS Pro require discrete locations to determine where features are concentrated in each area, all data were downloaded in or converted to a point or line format.<sup>i</sup> Next, data were extracted to ensure only that which was relevant to the analysis was used. Some datasets covered the entire United States and were therefore clipped to the extent of Connecticut as part of data preparation.<sup>ii</sup> OPM-ORG also employed the Make Feature Layer tool to create feature layers from larger datasets that included only a subset of features that were applicable.<sup>iii</sup> Data were then converted to the Connecticut State Plane coordinate system of 1983 (NAD83) using the Project tool in ArcGIS Pro to minimize distortion and ensure spatial consistency.<sup>iv</sup>

### II. Data Sources

<b><i>Dataset</i></b>	<b><i>Output</i></b>
<a href="#">CTDOT Average Annual Daily Traffic</a>	State and local Average Annual Daily Traffic (AADT) volumes
<a href="#">CTDOT Pedestrian-Involved Crashes</a>	Locations of pedestrian-involved crashes from 2015 to present
<a href="#">Educational Structures</a>	Locations of colleges and universities
<a href="#">Grocery Stores</a>	Locations of grocery stores

<a href="#">Landmarks and Government Buildings</a>	Locations of courthouses, post offices, and city and town halls
<a href="#">Law Enforcement Structures</a>	Locations of police stations
<a href="#">Medical Emergency Response Structures</a>	Locations of fire and EMS stations and hospitals and medical centers
<a href="#">National Register of Historic Places – Points</a>	Locations of historic sites
<a href="#">OpenStreetMap Places of Worship for North America</a>	Locations of churches, cathedrals, mosques, synagogues, temples, and other places of worship
<a href="#">OpenStreetMap Points of Interest for North America</a>	Locations of stadiums, commercial features, and cultural features
<a href="#">OpenStreetMap Shops for North America</a>	Locations of places selling retail products or services
<a href="#">OpenStreetMap Tourist Attractions for North America</a>	Locations of museums and art galleries
<a href="#">Pharmacies</a>	Locations of pharmacies
<a href="#">U.S.A. Structures</a>	Non-residential building density
<a href="#">U.S. Public Libraries</a>	Locations of public libraries

### III. Data Classification

Individual input datasets were organized and combined into three new output datasets of civic and institutional, cultural, and commercial features using the Merge tool in ArcGIS Pro.<sup>vi</sup>

#### ***Civic and Institutional***

Buildings and facilities that typically provide a service to the general public or certain groups of people. These structures are often focal points for communities and may provide essential services or a venue for community gatherings and other public events. Institutions are typically major employers in urban areas; however, because they are inherently fewer in number, it is difficult to conduct a density analysis on institutional uses alone.

City and town halls	Fire and EMS stations
Public libraries	Stadiums
Police stations	Colleges and universities
Post offices	Hospitals and medical centers

### **Cultural**

Buildings and features that promote culture and arts, and/or traditions, values, and beliefs of a specific group.

Historic sites	Theaters
Museums	Monuments
Art galleries	Places of worship
Arts centers	

### **Commercial**

Buildings used by businesses to sell their products and services to consumers.

Restaurants and bars	Hotels and motels
Retail establishments	Entertainment (amusement parks, bowling alleys, etc.)
Pharmacies	
Banks	

This data, along with the point layer of non-residential buildings developed from the U.S.A. Structures dataset, provided the basis for the analysis.

For urban areas, OPM-ORG also considered the importance of transportation-related uses. Connecticut's urbanized areas are located along major transportation corridors, and experience large volumes of traffic on a daily basis as people travel for employment opportunities or to visit important or unique commercial and cultural attractions. Furthermore, urban areas generally see more pedestrian activity, due to greater density and more robust pedestrian infrastructure. These factors thus played an important role in characterizing the intensity of activity in urbanized areas, but were excluded from less dense areas, where there are fewer major transportation assets and pedestrian networks.

### **Transportation-Related**

Average Annual Daily Traffic (average 24-hour traffic volume at a given location over 365 days)
Pedestrian-involved crashes (crashes where at least one person involved was a pedestrian; occur most in areas with higher concentrations of pedestrians, bicyclists, and vehicles)

The different methods of analysis for urban and rural areas are described in greater detail below.

#### **IV. Urban vs. Rural**

During the planning process, several stakeholders commented on the need to evaluate activity type and intensity in more rural areas separately from urbanized areas. Initial mapping using the new methodology revealed large discrepancies in the number and density of assets between rural centers and urbanized areas, thereby washing out the detail necessary for identifying rural clusters.

Therefore, the methodology uses the U.S. Census Bureau's Urban Areas to delineate between urban and rural parts of the state. The Census Bureau's Urban Areas represent "densely developed territory, and encompass residential, commercial, and other non-residential urban land uses," and are based primarily on housing unit density and/or population density at the Census Block level. For an area to qualify as "urban," it must encompass at least 2,000 housing units or have a population of at least 5,000. Rural areas include "all population, housing, and territory not included within an urban area."<sup>vii</sup>

The Pairwise Clip and Pairwise Erase tools in ArcGIS Pro were used to isolate the subsets of civic/institutional, cultural, commercial, and building points falling inside and outside of the urban areas, respectively.<sup>viii</sup>

#### **V. Density Analysis**

The Density toolkit in ArcGIS Pro was then used to depict where features are clustered in urban and rural areas. Simple density analyses calculate the number of points or lines falling within a defined search radius for each location on a raster grid and dividing them by the search area to get each output cell's density value. This produces a continuous surface representation of the concentration of features.<sup>ix</sup> OPM-ORG conducted density analyses for each of the eight input datasets described above.

#### **Neighborhood**

The neighborhood dictates the shape and size of the area around each input cell that is used to calculate the output density value. For the analysis of urban areas, OPM-ORG used a circular neighborhood with a one-mile radius, while in

rural areas, where clusters of activity tended to be relatively small and scattered, a ½ mile circular neighborhood was used.

### **Output Cell Size**

The dimension of the cell or pixel cell representing the area covered on the ground determines the spatial resolution of the output raster.<sup>x</sup> For both the rural and urban density analyses, the cell size was set at ¼ mile. This provided a sufficient level of detail in both rural and urban contexts.

## **VI. Reclassification**

To set all output rasters from the density analysis to common scales so that the values could be used in relation to one another, OPM-ORG utilized the Reclassify tool in ArcGIS Pro.<sup>xi</sup> Data were reclassified using the Natural breaks (Jenks) method, which relies on natural groupings inherent in the data to create class breaks.<sup>xii</sup> Higher values indicated a greater density of features. For the urban analysis, we used five classes. For the rural analysis, we found that there was much less variability between levels of density, so 2 classes sufficed to depict whether there was a cluster of features present in a location or not.

## **VII. Weighted Overlay**

The Weighted Overlay tool in ArcGIS Pro overlays multiple rasters using a common measurement scale and weighs each according to its relative importance, with weights totaling 100. Again, separate analyses were run for urban and rural areas, with weights tailored to reflect the differing relevance of features in these two separate contexts. Each raster cell's suitability value is then multiplied by its layer weight, and all the values are then summed to create the output raster indicating overall suitability.<sup>xiiiiv</sup>

For the purposes of OPM-ORG's analysis, higher values represent higher concentrations of features, which serves as indication of a greater intensity of activity. The identified activity zones were compared with independent datasets and previous iterations of the Locational Guide Map to ensure consistency.

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<sup>i</sup> <https://pro.arcgis.com/en/pro-app/latest/tool-reference/spatial-analyst/understanding-density-analysis.htm>

<sup>ii</sup> <https://pro.arcgis.com/en/pro-app/latest/tool-reference/analysis/pairwise-clip.htm>

<sup>iii</sup> <https://pro.arcgis.com/en/pro-app/latest/tool-reference/data-management/make-feature-layer.htm>



- iv <https://pro.arcgis.com/en/pro-app/latest/tool-reference/data-management/project.htm>
- v <https://maps.cteco.uconn.edu/help/coordinates/>
- vi <https://pro.arcgis.com/en/pro-app/latest/tool-reference/data-management/merge.htm>
- vii <https://www.census.gov/programs-surveys/geography/guidance/geo-areas/urban-rural.html>
- viii <https://pro.arcgis.com/en/pro-app/latest/tool-reference/analysis/pairwise-erase.htm>
- ix <https://pro.arcgis.com/en/pro-app/latest/tool-reference/spatial-analyst/an-overview-of-the-density-tools.htm>
- x <https://pro.arcgis.com/en/pro-app/latest/help/data/imagery/pixel-size-of-image-and-raster-data-pro.htm>
- xi <https://pro.arcgis.com/en/pro-app/latest/tool-reference/spatial-analyst/reclassify.htm>
- xii <https://pro.arcgis.com/en/pro-app/latest/help/mapping/layer-properties/data-classification-methods.htm>
- xiii <https://pro.arcgis.com/en/pro-app/latest/tool-reference/spatial-analyst/weighted-overlay.htm>
- xiv <https://pro.arcgis.com/en/pro-app/latest/tool-reference/spatial-analyst/how-weighted-overlay-works.htm>