Economic Development Plan

Town of Warren, Massachusetts

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Table of Contents

I. Introduction ...............................................................................................................p.3

II. Town Profile ........................................................................................................p.6

III. Economic Statistical Profile .............................................................................p.16

IV. Economic Trends & Analysis ..............................................................................p.27

V. Process Narrative ................................................................................................p.29

VI. Development Action Plan ...................................................................................p.32
    a. Zoning
    b. Design
    c. Subdivision
    d. Cluster Development
    e. Marketing
    f. Business / Community Alliances
    g. Matrix

VII. General Recommendations .................................................................................p.44

VIII. Appendix ...........................................................................................................p.49
    a. Development Scenarios
    b. Zoning
    c. Zoning Map
    d. Economic Development Associations
    e. Light Manufacturing
    f. Buildout Analysis
    g. Economic Conditions and Prospects Study for Central Massachusetts
    h. Case Study: Clinton, MA
    i. Casino Impact: Ledyard, CT
    j. Funding Sources
I. Introduction

This section of the Comprehensive Plan identifies economic development strategies within the framework of various development opportunities available to Warren given its current economic and geographical standing within the region. These economic development strategies strive to meet the needs and desires of the residents of Warren, Massachusetts based on their input and an analysis of local and regional economic trends and conditions. These potential economic strategies, intended to promote future economic growth, are in alignment with the Town’s core values and community goals.

Warren currently has two village centers, an active mill complex, significant open space, rivers and wetlands, and a steadily growing residential population. The challenges the Town is facing include a lack of commercial activity, an unknown future for the industrial sector, vacant or in need of improvement building structures, and potentially unchecked residential development. Additional obstacles to growth and development such as outdated zoning by-laws and a general resistance to change within the community must be overcome in order to insure a successful future for Warren.

This Economic Development Plan will provide an examination of the Town of Warren, including general demographics, economic status and trends, and local and regional context. Additionally, the desires and goals of the community will be outlined based on a series of surveys, interviews and other direct interaction planning activities that were carried out as part of the research for this plan. Following this profile of the Town, development strategies will be identified and described both in general and in context specific to Warren. These strategies will then be incorporated into a series of potential development scenarios the Town may wish to pursue and recommendations will be made as to how to achieve the development goals and objectives stated by the community.

The Town of Warren faces a broad set of challenges to its future growth and development in a manner that meets the goals and desires of its residents. Some of these challenges are unique to Warren, while many share challenges similar to those faced by other communities in Massachusetts and around the United States. The Town’s economy has historically been based in manufacturing, specifically in the mill industry, and the associated working class character has remained even as the economy has shifted in other directions. As the mill industry has dwindled, limited commercial growth to support the labor market and revenue generated by the mills has been evident. The Town’s commercial and industrial tax base accounts for only 7.5% of the tax levy. The Town’s current residential tax rate of $18.17 ranks as the 39th highest in Massachusetts' and is a primary concern for local residents.

In addition to a reduction in residential taxes, the main goals of the Town center around preservation of the character and values of the community and provision of services and amenities desired to achieve a satisfactory quality of life. Many residents feel that

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1 Source: http://yourtown.boston.com
attracting new commercial development is a critical component of any plan that will help achieve their basic goals, however they wish to do so without sacrificing the character of their community. In addition to commercial development, the Town would like to see the remaining manufacturing base sustained, or alternatively finding new uses for the mill complexes that would stimulate the local economy if external factors continue to cause a decline in the local and regional industrial sector.

Improving the Town’s commercial and industrial tax base is the favored way of addressing the current economic situation facing local residents. There are a number of ways in which this may be possible, as will be addressed within the Economic Development Plan. Some of the key issues that will be explored are an update to the existing zoning by-laws, last updated in 1984, implementation of design guidelines, and marketing programs and business alliances intended to attract commercial development. Development would generally be favored in the two village centers and existing mill complexes, however the Town may consider additional development scenarios that target parcels and particular regions that may be suitable or desirable for various types of development.

The challenges facing Warren must also be considered in light of regional trends and pressures. As described above, much of the recent growth in population is due to Warren’s location near regional centers, lower-priced housing market, and available land that make it attractive as a bedroom community. Development patterns and available services, commercial, and industrial destinations must also be considered for neighboring towns and regions, as they play key roles in the viability of development strategies Warren may consider.

A successful economic development strategy will not come without some measure of change, an issue that must be faced by the local community and addressed with forethought to ensure that the character that is so valued can be maintained even as the town grows. Growth itself can also be controlled if the Town is prepared to take a careful look at zoning and available growth management strategies and identify a plan that accounts for regional pressures but protects the core elements of Warren. Resistance to change and nostalgia for earlier times must be challenged with a sound planning strategy that meets development needs but at the same time addresses current residents concerns.

This Economic Development Plan is intended to provide an overview of the tools and methods available to Warren, describe how they apply to the Town, and provide examples of how they can be carried out to meet the goals and objectives of the community. Those goals and objectives have been identified with the aid of a number of data collection methods. The primary methods include a general survey that was sent to every household in Warren, surveys targeted specifically at town officials and board members, focus groups and charrettes which provided direct input from local residents, business and community leaders, interviews with members of the community. This direct input has been supplemented by historical and demographic research to create a profile of the Town and identify the core values and goals of the community.
Input from community members was a critical component of the planning process, providing insight into the goals, objectives, and overall desires of residents of Warren regarding the future of their Town. A description of the process by which resident feedback was collected is included later in this document.

The Economic Development Plan establishes a long-term vision for economic growth in Warren that will reinforce the character of the town and contribute to the quality of life for its residents. The economic and the physical structure of the town are considered in relation to one another so that Warren can set the best direction for new development and growth. This document identifies development opportunities, and organizational structures to improve the town’s tax base and support the financial well-being of its business and citizens. The Economic Development Plan is a crucial component of Warren’s comprehensive Master Plan for the future growth of the community.
II. Town Profile

General Profile

The Town of Warren is a small rural community located midway between Worcester and Springfield. It was first settled in the 1720's as part of the Quaboag Plantation. Warren's notable physical attributes are its hills and the Quaboag River, which runs through its center. For many years the economic base was agriculture and the fabric industry. The latter was the result of the location of many mills along the Quaboag River. Today, only a few mills and a handful of farms remain. In recent years Warren has attracted many former city dwellers, many of whom commute to work in the cities of Worcester and Springfield or even further out, to Boston and Hartford.

Warren is located in Central Massachusetts, midway between Worcester and Springfield and is part of Worcester County. Warren is bordered by West Brookfield on the north and east, Brookfield on the southeast, Brimfield on the south, and Palmer on the west. Warren is 24 miles west of Worcester, 27 miles northeast of Springfield, and 64 miles west of Boston. The total area of the town is 27.62 sq. miles. The main routes for accessing the town are State Routes 19 and 67, with access to Route 9 just east of Warren, and a Massachusetts Turnpike interchange via Palmer approximately 8 miles. The CSX freight rail line runs through Warren along the Quaboag River, and no commuter rail services are offered. There is also limited bus service via the Worcester Regional Transit Authority for the elderly and handicapped.

The location of Warren at the western edge of Worcester County puts it in a unique situation. Warren’s regional identity is influenced three counties, as in addition to being a part of Worcester County it borders Hampshire County at its northwest corner and Hampden County to the south and west. Although the character and identity is shared with towns from differing counties, services are not, and the distance from the center of Worcester, specifically the City of Worcester leaves Warren at the very end of the line. The effect of this situation on Warren is a lack of regional services, such as public transportation, and often leaves the town as a lower priority when it comes to planning in Worcester County, which is served in combination by the Central Massachusetts Regional Planning Agency and Pioneer Valley Planning Commission.

Demographics

The population of Warren, 4,776 as of the year 2000 (U.S. Census), is approaching 5,000 residents. In addition to causing general strain on existing resources and services, this threshold triggers some State-mandated infrastructure changes, specifically the requirement of a jail facility. The low housing prices and proximity to economic centers like Worcester and Springfield make Warren attractive to prospective home-buyers. The phenomenon referred to as “drive until you qualify” comes into play here, as people who work in regional centers become priced out of those central areas and seek more affordable residences further away from those centers. This effect is negated to some
degree by the town’s relative isolation from these regional centers based on the lack of direct access via major roads or highways. Building permits issued in recent years support the evidence that more people are moving into Warren, and the steady increase in population also provides support for this trend.

![Population Growth Chart]

Source: U.S. Census

<table>
<thead>
<tr>
<th>Year</th>
<th>Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>1950</td>
<td>3000</td>
</tr>
<tr>
<td>1960</td>
<td>3200</td>
</tr>
<tr>
<td>1970</td>
<td>3500</td>
</tr>
<tr>
<td>1980</td>
<td>4000</td>
</tr>
<tr>
<td>1990</td>
<td>4500</td>
</tr>
<tr>
<td>2000</td>
<td>5000</td>
</tr>
</tbody>
</table>

**New Homes**

<table>
<thead>
<tr>
<th>Year</th>
<th># of Single Family Homes</th>
<th>New Home Permits</th>
</tr>
</thead>
<tbody>
<tr>
<td>1999</td>
<td>1076</td>
<td>20</td>
</tr>
<tr>
<td>2000</td>
<td>1096</td>
<td>32</td>
</tr>
<tr>
<td>2001</td>
<td>1132</td>
<td>25</td>
</tr>
<tr>
<td>2002</td>
<td>1157</td>
<td>31</td>
</tr>
<tr>
<td>2003</td>
<td>1186</td>
<td>41</td>
</tr>
<tr>
<td>2004</td>
<td>1222</td>
<td>4</td>
</tr>
</tbody>
</table>

**Regional Comparison**

2 Source: Warren Tax Assessor
3 Source: Warren Building Inspector
4 Data for 2004 unavailable at the time of this report
The median age of Warren residents is thirty-seven years old, in line with State and Worcester County medians. It is worth noting that cities such as Boston and Cambridge have seen a recent decline in population, in part due to rising housing costs, a factor that may be influencing residential growth in outlying towns such as Warren.

The age of Warren’s residents as of the year 2000 is broken down into the following percentages:
Although Warren’s population has been rising, the number of children enrolled in Warren schools has remained stable over the past decade. In 1997 there were 904 students enrolled in K-12, and in 2004 that number had decreased slightly to 896. However, the growth rates for population over 18 years old and under 18 years old have been similar, at 7.6% between the years 1990 to 2000 for 18 and over and 6.6% for under 18 during the same time period.\(^5\)

Income levels in Warren are generally well below those for the State and Worcester County. The median household income was only $34,583 in 1999 indicating a number of factors, including a lack of higher paying jobs in the local area.

In comparison, Warren more closely reflects its neighboring towns such as Palmer and Ware, with Brookfield an exception that is closer to the median for Worcester County.

### Regional Income Comparison

<table>
<thead>
<tr>
<th></th>
<th>Median family income (dollars)</th>
<th>Per capita income (dollars)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Warren</td>
<td>39,598</td>
<td>17,192</td>
</tr>
<tr>
<td>Brookfield</td>
<td>45,655</td>
<td>20,144</td>
</tr>
<tr>
<td>Ware</td>
<td>36,875</td>
<td>18,908</td>
</tr>
<tr>
<td>Palmer</td>
<td>41,443</td>
<td>18,664</td>
</tr>
<tr>
<td>Worcester County</td>
<td>47,874</td>
<td>22,983</td>
</tr>
<tr>
<td>Massachusetts</td>
<td>50,502</td>
<td>25,952</td>
</tr>
</tbody>
</table>

Source: U.S. Census
**Educational Expenditure:**

The Town of Warren is part of the Quaboag Regional School District. Warren operates its own elementary school, Warren Elementary School, which is located in West Warren. Warren is serviced by Quaboag Regional High School, which is shared with the Town of West Brookfield. Warren is responsible for 64% of the operational costs of the Quaboag Regional High School, with West Brookfield contributing the remaining 36%. The recent construction of the High School has created a significant debt service for Warren, and outstanding issues regarding construction costs and problems are preventing access to State funding, creating a significant ongoing expense for Warren, totaling approximately $6,000,000.

The Town’s most significant expenditure is for education. The amount allocated for education has risen from just over 40% of the total expenditure in 2001 to over 55% in 2004. This increase was a result of the construction costs associated with the Quaboag Regional High School. The role of education within the Town budget will be discussed in more detail in following sections.
**Educational Attainment**

The majority of residents over the age of 25 have completed high school, however over 20% have not. Only 10% of residents have graduated from college, and even fewer have received any post-graduate degree.

![Educational Attainment Chart]

Source: U.S. Census 2000
Village Centers

The villages of Warren and West Warren are the main residential, commercial, economic, and social centers of town. Each village offers a mix of commercial and public services, such as small retail shops and restaurants, banks, filling stations, a post office, library and public spaces such as parks and playgrounds. Warren Center also houses the Town Offices, Police, and town common. West Warren Center is home to the Warren Senior Center and a large mill complex directly across the Quaboag River.

The general condition of the two village centers is in many senses adequate but leaves much room for improvement and revitalization. The infrastructure, such as water lines and drainage systems, is generally old and in need of repair or replacement. The condition of the roadways and sidewalks is also in need of improvement in a variety of ways. Pedestrian access is limited or made difficult by inadequately painted roadway lines and crosswalks, sidewalks and curbs have been eroded or worn down due in part to the outdated drainage and storm-water management systems, and also by confusing or dangerous traffic patterns.

The condition of the buildings comprising the village centers is also an issue worthy of attention. Many buildings are either vacant or in disrepair and there is a lack of uniformity to the design and maintenance of the structures. A prime example is the former Warren Community Center building, located in West Warren Center, which is currently vacant and potentially in need of renovation.

Accessibility is another factor that must be addressed when looking at the current state of the village centers. Many buildings, including public buildings such as the Warren Center library and parts of Town Hall, are not accessible to those with disabilities and are not in compliance with the standards set forth by the Americans with Disabilities Act (ADA). This issue is not limited to building access, but also to the sidewalks and roadway intersections, many of which are not adequately maintained and create challenging or impassable routes for those with disabilities.

Warren’s Community Action Statement (CAS) has reported the following about Warren Center: “...A general facelift is needed. Many of the buildings are in need of physical repair, painting, handicapped access, and maintenance. Major façade improvements are needed on a number of buildings. There is no common design character to the buildings. A design for the Village would be an improvement. The buildings with boarded-up or shabby fronts detract from all the other buildings and depress the character of the village.”

Zoning

The Zoning By-laws for the Town of Warren are outdated and in need of revision and approval by the Town. Basic by-laws divide the Town into three zoning districts, Village, Residential, and Rural, and the associated regulations are either too broad or too restrictive to allow for growth and development that is in line with the desires of the
community. Updating the By-laws to allow for more control and flexibility where desired will provide the Town with critical regulatory tools that will enable it to attract more commercial development and manage residential growth in patterns that fit with the overall objectives and strategies determined by the Town. A complete description of the Warren Zoning By-laws and a Zoning Map can be found in Appendices B and C of this document.

**Environment**

The main physical attributes of Warren consist of the Quaboag River, which runs generally east/west through the center of town, a number of ponds and wetlands, and three mountain ranges, the highest of which is Mark’s Mountain at slightly under 1,000 feet and also runs in an east/west direction, paralleling the river. The physical features of the Town relate specifically to the growth and development capabilities for the future, determining where there are absolute or partial constraints. The abundance of mountainous areas, and resulting steep slopes, and the numerous wetlands eliminate a significant portion of the town’s open space from future development plans.

**Infrastructure & Buildout**

The road network in Warren consists of State Routes that traverse Warren in both a north/south and east/west direction and numerous, smaller town-managed roads. Route 67, runs north/south through the center of town, however truck traffic is limited by low clearance under a train crossing. This low-clearance bridge, located in Warren village center at the intersection of Main Street and Route 19, has the effect of limiting commercial and industrial traffic entering and passing through town. A major element of the road network in Warren is the Massachusetts Turnpike (Interstate 90), running east/west through the southern part of town. However, there is no access to the Turnpike via Warren, residents must take local roads through Palmer to enter and exit. There is a distance of 15.7 miles between Exit 8 (Palmer) and Exit 9 (Sturbridge), with Warren in between. The lack of access currently hinders regional accessibility to local residents, but also has the effect of limiting development. This issue will be addressed in following sections of the Economic Development Plan.

A rail line also parallels the Quaboag River through town, but does not currently service Warren. There is no active rail station in town and no commuter rail service. At one time there existed a rail spur servicing the local mills, however there is no current spur and no evidence of a previously existing spur in the West Warren mill complex area.

Both village centers and immediately surrounding areas are serviced by standard utilities, including water, sewer, electric, natural gas, phone and cable television. In general utility management is the same for both villages, with the exception of water, which is managed by two separate water districts, Warren and West Warren. Additionally, the village of
West Warren is currently served by a fire protection system that is privately owned and managed as part of the mill complex.

The majority of land in Warren is currently undeveloped, approximately 52%, 23% is developed or absolutely constrained, and 25% is protected as open space, in such manners as river buffers, wetlands, and trusts. A complete summary of a buildout analysis performed by the State can be found in the Appendix of this document.
III. Economic Statistical Profile

This section discusses Warren’s economy from the perspective of comprehensive economic development planning, which includes an analysis of the Town’s labor force, employment within the community, and a discussion of the Town’s recent fiscal performance are included.

**Labor-Force Composition**

The number of employed Warren residents has grown steadily, but relatively insignificantly, over the past decade, growing from 2,497 employed people in 1996 to 2,515 people by the end of the decade (an overall increase of roughly 1%). Similarly, Warren’s local unemployment rate dropped from 4.9% in 1996 to 3.4% in 2000, after which time it started rising again, reaching 5.6% in 2004. Warren’s unemployment rate began to climb in 2002, peaking at 6.7% in 2003. The State as a whole saw a similar jump in unemployment rate. Warren’s unemployment rate (as well as State’s) has started to decline, dropping down to 5.6% by the end of 2004.

The table below presents the number of employed and unemployed Warren residents dating back to 1996. The table also allows for a comparison of Warren’s unemployment rate with the State’s overall unemployment rate.

**Employment Status of Warren Residents**

<table>
<thead>
<tr>
<th>Year</th>
<th>Total labor force</th>
<th>Employed</th>
<th>Unemployed</th>
<th>Rate of Unemployment</th>
<th>State rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>1996</td>
<td>2625</td>
<td>2497</td>
<td>128</td>
<td>4.9</td>
<td>4.3</td>
</tr>
<tr>
<td>1997</td>
<td>2634</td>
<td>2517</td>
<td>117</td>
<td>4.4</td>
<td>4.0</td>
</tr>
<tr>
<td>1998</td>
<td>2544</td>
<td>2430</td>
<td>114</td>
<td>4.5</td>
<td>3.3</td>
</tr>
<tr>
<td>1999</td>
<td>2464</td>
<td>2358</td>
<td>106</td>
<td>4.3</td>
<td>3.2</td>
</tr>
<tr>
<td>2000</td>
<td>2340</td>
<td>2260</td>
<td>80</td>
<td>3.4</td>
<td>2.6</td>
</tr>
<tr>
<td>2001</td>
<td>2357</td>
<td>2253</td>
<td>104</td>
<td>4.4</td>
<td>3.7</td>
</tr>
<tr>
<td>2002</td>
<td>2507</td>
<td>2362</td>
<td>145</td>
<td>5.8</td>
<td>5.3</td>
</tr>
<tr>
<td>2003</td>
<td>2676</td>
<td>2498</td>
<td>178</td>
<td>6.7</td>
<td>5.8</td>
</tr>
<tr>
<td>2004</td>
<td>2665</td>
<td>2515</td>
<td>150</td>
<td>5.6</td>
<td>4.2</td>
</tr>
</tbody>
</table>

Source: Massachusetts Division of Employment and Training.
Employment Status of Warren Residents

![Employment Status Chart]

Source: Massachusetts Division of Employment and Training.

**Occupational Profile**

Data from the Massachusetts Department of Revenue indicates that in 2003 36.8% of the employed labor is engaged in blue collar occupations, primarily production, transportation and material moving occupations at 23.0%; followed by construction, extraction, and maintenance occupations at 13.85%. The percentage of people involved in blue collar or skilled labor has been declining over the last decade. This trend of a decrease in blue collar- occupations as a percentage of occupations has been observed at both regional and state level.

Presently the largest single occupational category is management, professional and related occupations at 23.6%, followed by sales and office occupations at 22.3%. These are essentially white collar occupations and together represent 42.2% of the labor force in Warren.

The blue collar employees generally find available work in Warren, Palmer, and Ware; places of employment within 20 minutes of Warren where there are existing manufacturing, craft, repair, and construction industries. “White collar” employees generally commute further to employment in Worcester and Hampden counties, where more professional employment opportunities are available.

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6 Occupation refers to how Warren residents in the labor force are employed. They may be employed in any town, not necessarily Warren.
### Warren Employment - Year 2000

<table>
<thead>
<tr>
<th>Occupation</th>
<th>Number</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Management, professional, and related occupations</td>
<td>521</td>
<td>23.6%</td>
</tr>
<tr>
<td>Service occupation</td>
<td>377</td>
<td>17.1%</td>
</tr>
<tr>
<td>Sales and office occupations</td>
<td>493</td>
<td>22.3%</td>
</tr>
<tr>
<td>Farming, fishing, and forestry occupations</td>
<td>7</td>
<td>0.3%</td>
</tr>
<tr>
<td>Construction, extraction, and maintenance occupations</td>
<td>304</td>
<td>13.8%</td>
</tr>
<tr>
<td>Production, transportation and material moving occupations</td>
<td>508</td>
<td>23.0%</td>
</tr>
</tbody>
</table>

Source: US Census 2000
The table below shows that about 60.0% of the Warren labor force works in Worcester and Hampden counties. However, the mean travel time to work for Warren residents has shown a 56.6%\(^7\) change between 1990 and 2000, from 21.9 minutes to 34.4 minutes (this is the 4\(^{th}\) highest jump in Mass). One assumption that could be made from this increase in commuting time could be that many more residents now have jobs in the surrounding cities and metropolitan region. This also can be linked to mill closing in Warren during the 1990’s that eliminated many local jobs to which local residents commuted by foot. Anecdotal evidence of an increase in “bedroom community” residents working farther away, in cities such as Boston and Hartford, also contributes to the increased average commuting time.

### Warren Work Flow for Workers 16 Years and Older- Year 2000

<table>
<thead>
<tr>
<th>Where Warren Residents Work</th>
<th>Number</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Warren</td>
<td>453</td>
<td>21.1%</td>
</tr>
<tr>
<td>Worcester County</td>
<td>878</td>
<td>40.9%</td>
</tr>
<tr>
<td>Hampden County</td>
<td>437</td>
<td>20.4%</td>
</tr>
<tr>
<td>Hampshire County</td>
<td>227</td>
<td>10.6%</td>
</tr>
<tr>
<td>Other counties</td>
<td>99</td>
<td>4.6%</td>
</tr>
<tr>
<td>New England States and NY</td>
<td>38</td>
<td>1.77%</td>
</tr>
<tr>
<td>Other States</td>
<td>6</td>
<td>0.28%</td>
</tr>
<tr>
<td>Outside US</td>
<td>5</td>
<td>0.23%</td>
</tr>
</tbody>
</table>

Source: US Census 2000

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\(^7\) Source: Census Transportation Planning Package (CTPP 2000)
Employment and Wages by Industry In Warren

The table below indicates that the number of business establishments operating in Warren has steadily increased over the last three years, while the number of workers (or jobs in Warren) increased by 8.4%. The most notable increase in jobs took place in the manufacturing sector where the number of such jobs increased by 13.3%. The table also indicates that average weekly wage decreased during the last three years.

<table>
<thead>
<tr>
<th>Year</th>
<th>Average weekly Wage</th>
<th># of Establishments</th>
<th>Average employment</th>
<th>Professio</th>
<th>nal and technical</th>
<th>Constru</th>
<th>ction</th>
<th>Manufact</th>
<th>ure</th>
<th>Retail trade</th>
<th>Service</th>
</tr>
</thead>
<tbody>
<tr>
<td>2001</td>
<td>$645</td>
<td>69</td>
<td>1,209</td>
<td>15</td>
<td>58</td>
<td>638</td>
<td>62</td>
<td>84</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2002</td>
<td>$643</td>
<td>76</td>
<td>1,246</td>
<td>15</td>
<td>61</td>
<td>663</td>
<td>58</td>
<td>84</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>2003</td>
<td>$628</td>
<td>81</td>
<td>1,310</td>
<td>16</td>
<td>53</td>
<td>723</td>
<td>62</td>
<td>70</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source: Massachusetts Division of Employment and Training

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Employment and Wages by Industry in Warren

8 Most recent data available at the time of this report
Massachusetts Division of Employment and Training data indicates that manufacturing has been on the rebound in Warren for the past three years in stark contrast to the rest of the region. The Town has a long and proud history as a mill village, however, the number of manufacturing jobs declined significantly during the last couple of decades. The previous table indicates there were 1310 jobs in Warren as of the year 2003, with manufacturing jobs accounting for almost 55% of the total jobs and retail jobs accounting for roughly 5%. Although the number of jobs has risen, according to data from the U.S. Census, anecdotal evidence points to downsizing in the manufacturing firms in recent years, according to mill personnel recently interviewed. Also, the decrease in wages indicates that less skilled jobs are required or firms are forced to lower salaries to compete in the global market.

The employment categories presented in Table are comprised of a variety of businesses that fit each category description. Presented below are the various businesses that make up each employment category along with the number of such businesses within Warren.

**Major Employment Category - Construction:** Building, developing & general contracting; heavy construction; and special trade contractors.

According to the Division of Employment & Training, there are **10** construction establishments in Warren, employing roughly **53** people.

**Major Employment Category - Manufacturing:** Food manufacturing; beverage and tobacco products; textile mills; textile product mills; clothing and apparel; leather and allied products; wood products; paper; printing and related support activities; petroleum and coal products; chemicals; plastics and rubber products; nonmetallic mineral products; primary metals; fabricated metal products; machinery; computer and electronic products; electrical equipment, appliances and components; transportation equipment; furniture and related products; miscellaneous manufacturing.

According to the Division of Employment & Training, there are **4** manufacturing operations in Warren, employing roughly **723** people. These are

1. William E. Wright Company
2. Hardwick Knitted Fabrics
3. Warren Dry Cleaning and Launderers.
4. Warren Pumps, Inc.
**Major Employment Category – Wholesale/Retail Trade:** Durable goods and non-durable goods; motor vehicle & parts dealers; furniture and home furnishing stores; electronics and appliance stores; building material and garden equipment and supply dealers; food and beverage stores; health and personal care stores; gasoline stations; clothing stores; sporting goods, hobby and musical instrument stores; general merchandise stores; miscellaneous retail stores.

According to the Division of Employment & Training, there are 14 retail trade establishments in Warren. All told, these establishments employ roughly 62 people.

**Major Employment Category – Services:** The Service employment category includes a number of subcategories, including professional, scientific and technical services; administrative support; health care; accommodations and food services; as well as arts, entertainment and recreation.

According to the Division of Employment & Training, there are 6 professional service providers, and 14 “other” service providers in Warren. All told, these businesses employ roughly 86 people.

The Division of Employment and Training did not classify the remaining business establishments in Warren.
Service Demands in Warren

From 2000 to 2004 total municipal expenditure in Warren increased by 41%, from $4,004,583 in 2000 to $5,700,643 in 2004. The expenditure for education services has remained one of the most significant during these last five years; rising from 42% in 2001 to almost 56% of the Town’s expenditure in 2004, with a major contributor to this rise being the cost of the high school construction.\(^9\)

![Service Demands in Warren](chart.png)

Source: Massachusetts Department of Revenue

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\(^9\) Source: Massachusetts Department of Revenue
Economic Sector’s Contribution to Local Tax Base

Commercial/Industrial

In the fiscal year 2004, Warren levied a total of $4,153,896 in taxes, based on the local tax rate of $18.18 per $1000 of the assessed valuation (Warren has a same tax rate across residential, commercial, and industrial uses). Warren homeowners accounted for approximately 86.6% of the total 2004 tax base ($3,597,273), while the business and the industries accounted for approximately 7.7% of the total tax base ($271,956). The remaining 5.7% was derived from taxes on personal property ($236,772). The next two tables look at how Warren compares to the similar communities in the region in terms of the commercial and industrial tax base.

### Commercial Tax Base Comparison

<table>
<thead>
<tr>
<th>Community</th>
<th>FY2004 Tax Rate</th>
<th>Commercial Tax Levied</th>
<th>Assessed Valuation</th>
<th>% of Total Tax Levy</th>
</tr>
</thead>
<tbody>
<tr>
<td>Warren</td>
<td>18.18</td>
<td>$126,859</td>
<td>$8 mill.</td>
<td>3.5%</td>
</tr>
<tr>
<td>Palmer</td>
<td>16.03</td>
<td>$1,017,539</td>
<td>$63 mill.</td>
<td>8.8%</td>
</tr>
<tr>
<td>Ware</td>
<td>17.86</td>
<td>$826,530</td>
<td>$46 mill.</td>
<td>9.57%</td>
</tr>
<tr>
<td>Brimfield</td>
<td>18.00</td>
<td>$321,931</td>
<td>$17.8 mill.</td>
<td>7.27%</td>
</tr>
<tr>
<td>Brookfield</td>
<td>15.73</td>
<td>$129,729</td>
<td>$8.2 mill.</td>
<td>4.26%</td>
</tr>
</tbody>
</table>

Source: Massachusetts Division of Employment and Training

This table indicates that Ware’s commercial development nets the highest amount of tax dollars of the compared communities, both in terms of actual dollars and percentage of the town’s total tax levy. On the other hand Warren’s commercial tax base accounts for one of the lowest in the compared communities. It should be noted that the majority of the Ware commercial enterprises are located in its downtown. As indicated in the chart, Ware has the highest amount of tax dollars. This high level of tax revenue can be attributed in part to “big-box” retailers such as Wal-Mart, making Ware a regional shopping destination.
## Warren Top Ten Taxpayers FY 2005

<table>
<thead>
<tr>
<th>Name</th>
<th>Nature of Business</th>
<th>Real Estate Tax</th>
<th>Assessed Value</th>
<th>Percent of Total Levy</th>
</tr>
</thead>
<tbody>
<tr>
<td>Wright acquisition Co.</td>
<td>Manufacturer</td>
<td>$49,645</td>
<td>$3,370,300</td>
<td>1.13%</td>
</tr>
<tr>
<td>Hardwick Knitted Fabrics, Inc.</td>
<td>Manufacturer</td>
<td>$43,916</td>
<td>$2,981,400</td>
<td>1.00</td>
</tr>
<tr>
<td>Warren Pumps</td>
<td>Industrial</td>
<td>$31,756</td>
<td>$2,155,900</td>
<td>0.72</td>
</tr>
<tr>
<td>Rolling Hill Estate Trust</td>
<td>Developer</td>
<td>$28,335</td>
<td>$1,923,603</td>
<td>0.65</td>
</tr>
<tr>
<td>Three M Homes Corporation</td>
<td>Developer</td>
<td>$20,902</td>
<td>$1,419,000</td>
<td>0.48</td>
</tr>
<tr>
<td>Robert &amp; Lois Fijol</td>
<td>Contractor</td>
<td>$19,199</td>
<td>$1,303,419</td>
<td>0.44</td>
</tr>
<tr>
<td>Phillip &amp; Patricia Allard</td>
<td>Proprietor</td>
<td>$15,975</td>
<td>$1,084,500</td>
<td>0.36</td>
</tr>
<tr>
<td>David &amp; Linda Wilson</td>
<td>Proprietor</td>
<td>$14,291</td>
<td>$970,200</td>
<td>0.33</td>
</tr>
<tr>
<td>Woodside Realty LLC</td>
<td>Proprietor</td>
<td>$12,245</td>
<td>$831,300</td>
<td>0.24</td>
</tr>
<tr>
<td>Solaroli, Lee &amp; Jean</td>
<td>Proprietor</td>
<td>$10,553</td>
<td>$716,400</td>
<td>0.24</td>
</tr>
</tbody>
</table>

Source: Warren Tax Assessor

The table above represents the top ten taxpayers’ levy in the town of Warren, which amounts to 5.63% of the Warren tax base. The list includes two manufacturing firms, a construction firm, two real estate developers and four other proprietor businesses. The highest taxpayers, Wm. E. Wright Co. pays taxes equal to 20 single family property owner (the average single family property tax bill for Warren for FY 2005 was $2,490); the top ten combined pay taxes equal to approximately 99 single family properties. Although, retaining and enhancing Warren’s industrial, commercial, construction, real estate and agricultural tax base is vital to maintaining the relative low average single family property tax bill and thereby helping to pay for municipal services like school, roads, police protection, and public assistance it can also be assumed that loosing one of these major taxpayer would not have an adverse effect on the local tax base.
## Industrial Tax Base Comparison

<table>
<thead>
<tr>
<th>Community</th>
<th>FY2004 Tax Rate</th>
<th>Industrial Tax Levied</th>
<th>Assessed Valuation</th>
<th>% of Total Tax Levy</th>
</tr>
</thead>
<tbody>
<tr>
<td>Warren</td>
<td>18.18</td>
<td>$145,097</td>
<td>$9.6 mill.</td>
<td>4.2%</td>
</tr>
<tr>
<td>Palmer</td>
<td>16.03</td>
<td>$687,996</td>
<td>$42.8 mill.</td>
<td>5.95%</td>
</tr>
<tr>
<td>Ware</td>
<td>17.86</td>
<td>$324,739</td>
<td>$18 mill.</td>
<td>3.76%</td>
</tr>
<tr>
<td>Brimfield</td>
<td>18.00</td>
<td>$63,323</td>
<td>$3.5 mill.</td>
<td>1.43%</td>
</tr>
<tr>
<td>Brookfield</td>
<td>15.73</td>
<td>$15,531</td>
<td>$0.98 mill.</td>
<td>0.51%</td>
</tr>
</tbody>
</table>

Source: Massachusetts Division of Employment and Training

## Industrial and Commercial Tax Base Comparison - Year 2004

![Bar chart showing industrial and commercial tax base comparison for Warren, Palmer, Ware, Brimfield, and Brookfield.

Source: Massachusetts Department of Revenue

This table indicates that Palmer and Warren net the most tax dollars from industrial development in the region compared to the rest of the comparable communities.
IV. Economic Trends and Analysis

Local and Regional

When assessing local economic trends, it is important to recognize that Warren is not a self-contained economic unit. Over the last four years employers located within Warren have employed approximately one-fifth of the total number of total workers in Warren annually, meaning that most of residents were required to find work in other communities. This trend is further reinforced by the increase of 12 minutes in the average daily commuting time of the work force over the last decade. The time spent by residents commuting and working in other communities makes it difficult Warren’s commercial establishments to conduct a significant amount of business with local residents. Although some residents might welcome commercial enterprises such as fast food services or more shopping opportunities in the old town center, the widely dispersed, relatively small population makes such development a challenge. Commercial uses that focus on basic necessities and services may be better suited for this type of community, relative to destination oriented shopping, such as large, “big-box” retailers. Concentration of development in the village center and along major transportation routes increases the likelihood of success, as residents will have more convenient options and fewer destinations required to shop and obtain necessary goods and services.

As the communities in Central Massachusetts region have navigated the shift from a goods-producing to service providing economies, the nature of the region’s businesses has also changed. The backbone of the region’s economy has long been the presence and influence of a number of very large employers, often manufacturers. However, in the last 15 years, the region has undergone a profound shift as the number of very large employers has diminished due to the changing global market trends (which require more and more industries to be located in countries where labor is cheaper) and small businesses are becoming an ever-increasing part of the regional economy. Between 1986 and 2001, the rate of business growth has been the highest for small and mid-sized enterprises. The impact of this trend toward small and mid-sized businesses will likely be felt in Warren, though not directly. While the town may continue to pursue larger businesses, it can be surmised that the shrinking regional dependence on large employers will result in a regional economy less susceptible to fluctuations in any one business sector. This should also make Warren a real competitor for mid-sized operations whose site requirements may not be as severe as some of the largest businesses.

While Warren has a general interest in the strength and diversity of the economy in Central Massachusetts, the town must focus on enhancing its own tax base to provide financial resources for such important public services as its schools. Further economic development, through expansion and retention, is in the town’s best interest.
Key Economic Development Trends in Warren

- Warren has substantial undeveloped land available for commercial or industrial use, and a modest level of infrastructure and industrial space is also available in Village districts.
- The economy in Warren has remained relatively steady through the past four years. The number of business establishments and total employment decreased slightly during the recession of the early 1990s, but rebounded quickly and has continued to increase in recent years.
- Presently 36.8% of the employed labor is engaged in blue collar occupations. However, this percentage has been in decline over the last decade. This trend of a decrease in blue collar occupations as a percentage of occupations has been observed at both regional and state level.
- The 10 largest businesses in Warren accounted for 5.6% of the total tax revenue available to the town in FY05.
- The business and the industries accounted for approximately 7.7% of the total tax base in the FY2004.
- Businesses generally perceive Warren as a “non business-friendly” community.
- Warren is subject to increasing commercial and industrial growth pressures as development moves west along I-90 and northward up the I-91 corridor.
V. Process Narrative

The process by which potential development strategies were identified involved data collection, analysis, public participation, understanding of regional trends, and comparison to towns that have faced similar development challenges. These methods allowed for the creation of three potential development scenarios for Warren based on varying goals and objectives.

The first of these scenarios consists of Warren continuing to encourage residential growth, in a controlled manner, and revitalization of downtown areas, specifically the Warren and West Warren village centers. Increasing commercial activity in the village centers will serve to increase commercial contribution to the local tax base, lessening the burden placed on residents through property taxes. This scenario also involves adopting growth management measures, such as improved zoning practices and subdivision control by-laws, that will allow the Town to better control the rate and location of residential growth. A key objective of this scenario is to maintain the rural and working class character of the Town, but increase the commercial and residential bases by implementing well-defined management strategies.

The second scenario is the reinvention of Warren as a manufacturing town. The rich industrial history and active, operational mill industry provides a solid base on which to focus future development efforts. The Town must work to establish policies, infrastructure, and marketing programs to sustain and attract industrial establishments. Improvements to local infrastructure and the local and regional transportation networks are critical to maintain a strong industrial sector. Additionally, niche industrial markets must be identified that could operate in Warren and be successful in the regional and global economic markets.

The third scenario involves the most large-scale change, by identifying and implementing a regional attractor to spur growth and development. A key element of the regional attractor scenario is the creation of a Massachusetts Turnpike interchange to allow for improved access to regional transportation corridors and make Warren more attractive to commercial and residential development. A new interchange would lead to immediate growth and would require careful management to insure that development occurs appropriately in relation to the community’s goals and objectives. The improved regional access would also open the door to additional attractors, such as the implementation of a casino or gaming establishment. It is critical however, that the Town carefully analyze the costs and benefits of this type of establishment, addressing not only the revenue received, but also the infrastructure and service costs associated with its support.

The development of these scenarios was based on the characteristics and strengths of the Town and regional factors which influence development in the area. The scenarios serve as guides to help the community envision different possible futures for the Town based on varying goals and objectives. The most likely outcome, and likely most desirable, would be a hybrid of the various approaches involved in these scenarios to achieve a balance of development that provides the economic benefits being sought but also
maintains the character and values of the community. Detailed analysis of these scenarios and case studies from comparable towns can be found in Appendix A of this document.

**Public Participation**

Public participation has, and will continue to be, a critical component of the planning process. Identification of the various strategies and scenarios available to the Town is based not only on demographic and economic data analysis, but also on direct feedback from members of the community. This involvement allows for the identification and implementation of plans and strategies that account for the goals and desires of residents of the Town. Public participation was carried out in a number of ways as part of the creation of this document, and are described below.

General Survey was sent out to approximately 2000 households in Warren at the end of December 2004. The MPC received the overwhelming majority of responses during the month of January, and continued to receive responses through the month of February into early March. The total number of surveys returned was approximately 940, but for a variety of reasons, the project team decided to count approximately 810 of them in our main tabulation. The remainder, while presenting a similar distribution to those in the main tabulation, raised several methodological issues, regarding which the team has erred on the side of caution.

In terms of an overall summary of the survey results, respondents favored greater encouragement of new growth and land use by a 2 to 1 margin (roughly 44% to 22%) over those favoring discouragement, with roughly 33% wishing to maintain current rates. When asked more specifically about residential growth and commercial growth, both as perceived in recent years and as preferred for future years, an inverse picture emerged: respondents overwhelmingly (over 8 in 10) regarded residential growth as too fast, and a comparable number (roughly 7 in 10) preferred a slower rate in the future. On the other hand, nearly 8 in 10 considered the recent rate of commercial development to be too slow, and desired (almost 6 in 10) a faster growth rate over the next decade. One might read these responses as indicating strong support for economic development and growth within the village center zoning district and for management of growth in the residential and rural zones. This complements survey responses regarding open space protection, favored by over 8 in 10 respondents. As for open space priorities, well over half of those responding identified hiking as a top priority, followed by picnic/play areas (nearly half), biking (4 in 10), fishing (3 in 10), and sports facilities (1 in 4).

Economic development, while clearly a preference and priority for a majority of respondents, will require a careful balancing of public and private investment toward the goal of business improvement partnerships. Close to 6 in 10 favored public funding for business improvement as a major priority. An overwhelming majority, however, favored attracting private investment via tax incentives rather than town acquisition as a strategy to encourage redevelopment of unused or underused buildings. As for preferred sectors for economic development, respondents ranked light manufacturing highest (6 in 10),
with retail (over half), professional/technical offices and services (roughly 3 in 10 each) and tourism (1 in 4) garnering significant support.

Regarding town services, respondents generally expressed satisfaction, with most giving a good/adequate rating for most municipal departments, especially Police and Fire. The Board of Health (limited staffing, hours) and School District (performance, share of town budget) each received somewhat more mixed reviews. The Warren Public Library was largely well regarded, except for preference for more hours, space, and access. The lowest level of satisfaction in the survey, albeit still largely positive, was with Building Inspection (performance, timely response, and Highway (maintenance). Recognizing the need to maintain adequate public services to accommodate growth, nearly 6 in 10 survey respondents regarded those services as their top funding priority, with over half likewise identifying public education as important, 4 in 10 citing preservation/conservation and 3 in 10 citing infrastructure. As for preservation/conservation priorities, well over half the survey cohort selected historic buildings as a major priority, followed by farmlands and woodlands (over 4 in 10), parks and town centers (over 3 in 10).

The general survey received a response rate greater than 40%, totaling approximately 800 responses, an excellent response rate for this type of survey, which on its own is an indication of the dedication and desire of the residents of Warren to see the Town develop in a manner that meets their needs.10

In addition to the survey, a focus group was held with residents and West Warren business owners to discuss economic development and revitalization of the village center of West Warren. The contributions of these participants provided information regarding the history of Warren and it’s commercial activity, perspective on recent events and trends, and opinions regarding future development in detail that was not possible simply through the survey. This perspective and specific data was critical in helping to identify the path commercial development has taken historically, and the feelings of community members regarding the type of growth that is both desirable and feasible. Specific anecdotes related to the difficulties in attracting businesses and services, such as medical offices, were brought to light that otherwise may have gone unnoticed in the data gathering process. Other avenues of communication were also critical in the information gathering process, such as regular meetings with the Warren Master Plan Committee and interviews with local residents and officials.

Direct community involvement provided not only better understanding of the general goals and desires of the residents, but also specific information regarding the Town’s history and development that supplemented the hard data collected as part of the research process. Public forums, such as the focus group held for the West Warren business community to discuss economic revitalization in the village of West Warren, providing critical insight and personal perspective on the current situation and a historical view into the Town’s economic history. The information and anecdotal data they were able to share contributed greatly to shaping the direction of the economic development plan.

10 Source: Survey information - Town of Warren, preliminary Comprehensive Plan
VI. Potential Development Strategies

This section presents potential development strategies that can assist Warren in reaching its economic goals and objectives. The critical goals identified by the community include increasing the commercial tax base, attracting new businesses, creating new jobs, and managing the rate of residential growth. The challenges to achieving these goals include the Town’s location, the decline of the mill industry, competing regional commercial activity, infrastructure and design issues, and inadequate zoning by-laws. The strategies and planning tools described in this section will give the community a base of resources which can be drawn from to implement strategies and take actions that will assist the Town in meeting its economic development goals. These strategies represent actions the Town might take to achieve desired development effects, however it is up to the community to take action and make the changes necessary to achieve its goals.

Improve Zoning

The Town’s current zoning, including three (3) general zoning districts, is not adequate to support the community’s desire to stimulate and attract business development in accordance with the community vision and goals. An update to the Town zoning by-laws should be considered in order to improve the business development environment and manage future growth. The following zoning options provide a basis for decisions regarding amendment to Town zoning by-laws and policies, to be utilized when considering various economic development strategies. These options can be used independently or in combination to create the mix of uses that best meets the needs and desires of the Town.

Establish a Central Business District

The purpose of creating a Central Business District (CBD) is to promote commercial development and investment within a specific part of the town center(s) in a manner that is in accordance with the community goals. This type of district can allow for particular types or scale of businesses while preventing potentially unwanted or detrimental uses such as larger or more intensive commercial uses, warehousing, or vehicle dependant uses. The CBD should encourage a mixed-use development pattern by defining specific allowed uses, minimal setback requirements, alternative parking solutions and incorporating design guidelines. The goal is to create a pedestrian-friendly environment offering a mix of uses and an aesthetically unique and pleasing streetscape. Parking should be addressed in a creative fashion, with consideration of the use of on-street parking, parking in the rear of buildings, and shared or public parking solutions set behind or at the periphery of the village center.

There exist two (2) potential CBDs in the Town, in the villages of Warren and West Warren. In Warren, portions of Main Street, Old West Brookfield Road, Bacon Street, Winthrop Terrace, Bridges Avenue, Parkview Street, Route 19, and Town Hall Plaza should be considered. In West Warren, portions of Main Street, South Street, North
Street, Old West Warren Road, Pleasant Street, Highland Street, Albany Street, Central Street, Summer Street, River Street, and Spring Street should be considered.

**Establish a General Business District**
A General Business District (GBD) serves the purpose of extending the CBD to the periphery or outer edges of the village center. This district would be more flexible with allowed uses than the CBD but still encourage a mix of uses. Differences could include increased size or floor area ratios (FAR) for businesses and in particular parking may not be as restricted. This would allow for a mix of pedestrian and vehicle friendly commercial development. Many of the same features as would exist in the CBD could be shared, such as design and signage guidelines.

The main target areas for this type of zoning in the Town would be within the existing Village zoned districts where commercial uses are currently allowed, particularly extensions of the portions of streets and roadways described in the Central Business District section.

**Establish a Highway Business District**
The purpose of the Highway Business District (HBD) is to manage commercial growth along the major roadways in the Town and promote development that meets the Town’s needs in a manner consistent with community goals and in support of the village center development effort. Highway business, by nature, will be more vehicle-oriented and therefore allow for more parking than the CBD and GBD. Additional parking does not have to come at the expense of aesthetics or desired physical and landscape character however. Setback requirements are a critical part of this district, as setbacks that are too large (i.e. 50 ft.) will encourage large parking lots in front of buildings. If larger setbacks are desired, they can be accompanied by design guidelines and additional requirements such as road frontage buffer zones (i.e. 20 ft.).

The main transportation corridors of Route 67 and Route 19 would be the target areas for this type of zoning. Sections of these roads should be identified as areas for desired commercial growth with considerations made for existing residential development and open space. Route 67 borders the Quaboag River in many places, subjecting some sections to protected river buffers, and further protection steps may be desired to protect the river’s health and aesthetics and views associated with the natural landscape.

**Establish an Industrial District**
The purpose of the Industrial District is to manage, promote, and assist in the revitalization of industrial activity in the Town. The creation of such a district allows the Town to protect existing industrial uses and attract potential new industry based on the location of the industrial zoned district. Proximity to road and rail corridors and regional cities such as Worcester and Springfield are potential attractions to new industrial business, and large industrial parcels may be desired commodities. Targeting particular
areas for industrial use allows for continued industrial contribution to the local economy while containing the use to confined areas in keeping with the character and goals desired by the community.

Existing zoning allows for industrial use in the Village Center district, and while active industrial uses may continue to operate, the Town may not want this particular land use in the village centers as part of future development. Creating the Industrial District allows the town to maintain an industrial base without detriment to the desired town character, particularly in the village centers. The mill complex in West Warren, adjacent to South Street is an area that could be targeted by the Industrial District.

**Establish Design Guidelines and Design Review Process**

Design guidelines can be implemented to help the Town achieve its goals related to business development and town character. By establishing design guidelines, the Town can ensure that new development meets the aesthetic standards the community is seeking to achieve in the village centers and main transportation and economic corridors. Each district may have its own set of criteria and guidelines, varying between the pedestrian-focused Central Business Districts and the more vehicle-oriented Highway Districts. A common theme should be established that carries over between the districts, while allowing for their basic differences, and meshes the design with the character and values determined by the community. Design guidelines can also provide for greater flexibility in allowed business types, such as fast food establishments, without jeopardizing the character and aesthetics of the Town.

The design review process should be established to ensure that new development is meeting the standards set forth in the design guidelines. The review process should focus on building and landscape design and site layout. A consistent set of standards and management of the review process will ensure that intent of the guidelines is carried forward to meet the objectives set out as part of the overall development plan by the community.

**Establish Signage Guidelines**

Signage is a critical, but often overlooked, element of a community revitalization, development, and design plan. Signage can serve a number of purposes, such as improving visitor and tourist information, stimulating business, improving traffic flow, and contributing to a more aesthetically pleasing streetscape. Well-designed and located signs can improve traffic and attract business by alerting travelers to upcoming landmarks, shops, and services. Additionally, a consistent and attractive signage program will provide the town, and specifically the village centers, with a common style that reflects the character of the Town and its residents.
Establish Site Plan Review

A site plan review process complements the zoning by-laws and design guidelines by managing traffic flow, protecting the environment, and ensuring safe and efficient engineering practices. The focus is on technical and structural issues, as opposed to the design guidelines that are focused on aesthetics and character.

Revision or expansion of Wireless Communications Facility Overlay District (WCFOD)

Current zoning restricts wireless communication towers and devices resulting in a lack of cellular or digital wireless phone coverage for the majority of residential and business neighborhoods, including the village centers. Service is generally restricted to the Massachusetts Turnpike corridor and doesn’t meet the needs of the local community. This is prohibitive to attracting and maintaining local business and will continue to restrict development as reliance on wireless communication grows. An update to the zoning by-laws or special permitting process to allow for greater flexibility in siting wireless communication facilities and devices that can service the town in addition to the Mass Pike is advisable.

Establish Residential Subdivision Control Law

Subdivision control laws have been enacted in the State of Massachusetts since 1891, and updated regularly since, with the intention of regulating the subdivision and sale of private land and the development of streets and infrastructure associated with the development. Subdivision Control Law is defined as “a comprehensive statutory scheme designed for the safety, convenience, and welfare of the inhabitants of the cities and towns. It accomplishes this purpose by, among other things, regulating the laying out and construction of ways in subdivisions.” Subdivision Control Law is in effect “in any community which has a Planning Board, as defined in Section 81L, the Subdivision Control Law is in effect unless the local legislative body votes not to accept the provisions of the law.” Subdivision Control Law of Massachusetts is described in detail in the Appendix of this document.11

Towns in Massachusetts have the ability to enact regulations that extend the State’s Subdivision Control Laws, providing a means for managing growth and development to suit the town’s goals and objectives. This ability has been recognized in many communities as a mechanism for protecting open space and encouraging clustered development. This also gives the community better control over where development can occur and a means to manage the amount and rate of growth.

This type of management tool allows for better planning of municipal infrastructure and associated financial implications in addition to helping to determine where development

should occur. The amount of currently undeveloped land in Warren makes the town a target for new growth, particularly when lot size is accounted for. Many parcels could easily be subdivided, allowing for rapid increase in residential growth and a greater impact on infrastructure needs such as roadways, water, and sewer, and other areas such as the Town’s school budget.

**Establish Open Space Preservation Zoning (Cluster Zoning)**

Open Space Preservation Zoning (OSPZ) is planning method that can be implemented to manage growth and development. Typically, the goals of OSPZ are to protect open space and natural resources, agricultural land, and recreation areas. In addition to simply preserving open space, this type of zoning provides another tool for managing infrastructure and density of development.

The type of economic development strategy adopted by the Town will be affected in some way by available space or character of the town, and OSPZ or Cluster Zoning is another way of ensuring that those aspects are protected. Infrastructure costs are a key component of the economic aspects of this type of zoning, as dense development calls for more efficient use of utilities and roadways. In addition, residential growth management is another way of keeping the tax levy controlled, as outlined in the previous section covering subdivision plans.

**Revisit Capital Improvement Plan**

A capital improvement plan (CIP) identifies capital projects to be funded and carried out in a municipality over a planned period of time. Generally, a CIP covers a multi-year period, and accounts for specific projects and their associated budgets and timeframes as well as their priority. In addition to identifying the expenditure, the CIP also specifies how each project will be funded. Optimally, a CIP will be reviewed periodically, usually annually, and adjusted to reflect immediate or unexpected needs and shifts in priority for the town. Coordination with other elements of the planning process, including comprehensive plans and other economic and land-use initiatives is essential for the success of a capital improvement plan.

The purpose of establishing and maintaining a CIP is to manage infrastructure development and maintenance. General projects that fall under a CIP include new municipal buildings or maintenance to existing structures, and creation or maintenance of roadways and bridges, utilities, and public spaces such as parks or the town common. High-cost equipment acquisitions should also be covered by the CIP. As Warren has already implemented a CIP, efforts should be made to follow through on the projects specified and prioritized in the plan, and the plan should be revisited and updated on an annual basis.
A sound capital improvement plan is an important part of the process when creating an economic development strategy for a town or municipality. The financial resources of the town dictate what projects can be accomplished, so creating a plan that prioritizes each project based on need and the amount of expenditure required is critical. Current financial issues, particularly the debt service associated with the Quaboag Regional High School construction costs, are preventing implementation of capital improvements outlined in the current plan. It should be noted that resolution of this issue is largely outside of the Town’s control, however until there is resolution it will be difficult to take action on the projects prioritized in the CIP. This is a critical issue for the town, as development that meets the goals and objectives of the Town are essentially not possible until this financial situation is resolved. Because infrastructure often determines where development will take place, it is critical to keep the CIP in line with comprehensive and land-use plans. This will prevent new infrastructure from being built in areas that were not immediately planned for in line with overall town priorities and growth strategies.¹²

**Additional Zoning Considerations**

- Existing industrial use within Village Center districts
- Watershed and river buffer zones
  - Existing industrial uses
  - Highway proximity to river

**Establish Business Initiatives**

**Business Recruitment and Marketing**

Attracting new businesses that are looking to relocate or expand themselves would be an important option for any community wanting to develop its economic base. Warren together with a vast number of communities currently seeking to draw them would be in direct competition. For this reason many cities and towns have established business recruitment, marketing, and advocacy organizations to attract these businesses. Warren has several aspects that might be attractive to outside investors, including mill space, a history of industrial development, and a community that is looking for and encouraging commercial development.

Economic Development Strategies Plan developed for the Warren by Community and Business Strategies, Inc. maintains that marketing a community is a two-fold process. The first part of the process involves making a list of prospective companies that are looking to expand or relocate their physical facilities. This will be the most difficult part of the process since there is no guaranteed way to find such companies. One way to start such an endeavor is to begin with contacts in the types of industries your community has previously targeted. Warren Pumps, Hardwick Knitters and Wrights are excellent

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resources for determining compatible related business (i.e. suppliers, specialty tooling, etc.)

The second part of the process involves communicating with these companies. Marketing a community is much like marketing an industrial product. Industrial products are marketed in a manner where the primarily emphasis is matching the product available to the needs of the customer. This is probably the most expensive and the most exhausting part of marketing your community, but it will be successful in the long run.

**Market the Downtown**

The concept of marketing can also be implemented at the downtown scale. The single most important factor which comes into play here is to establish strong downtown leadership and hold the town responsible for downtown redevelopment. While the town can play a major role in encouraging investment, downtown leadership should be the role and responsibility of the all those who are invested in the area, including property owners, tenants, and residents in addition to government. The marketing and promotion of the downtown, an objective that includes input from the public and private sector, should develop and implement a downtown marketing program. An important goal is to ensure that all citizens recognize the value of the downtown and its tax base and community image, and support investments in the downtown. Assets of the downtown that could be marketed include a rich industrial history, an active mill complex, a community seeking to attract commercial activity, and available space. Steps can be taken by the Town and business owners to assist in attracting business, particularly in making improvements to the infrastructure, such as sidewalks and parking, and updates to storefronts and building facades.

Effective marketing of a downtown requires knowing who the customers are, what their needs are, and how their expectations can be met. An effective campaign starts with identifying what diverse activities should be available to bring people downtown. Additionally, the marketing materials should articulate the appropriate physical environment and image. With appropriate information, effective communication plans, promotions, and uses of various mediums to convey information can be developed to meet the needs to potential customers.

**Form Business and Community Alliances**

The primary goal of establishing a Community Business Alliance (CBA) is to encourage town business owners to work together to expand and enhance their individual interests while preserving the community’s character and increasing the economics status of Warren. As well, the CBA helps to educate local residents about the importance of shopping locally as a way to preserve its’ community character.
A Community Business Alliance (CBA) is an association of business owners, property owners, and community members that join together to evaluate marketing and community needs. By businesses banding together as an alliance they are able to increase their influence in the town’s economic market and encourage the local residence to shop local. The CBA also initiates and supports new approaches for small business success, hosts networking and educational opportunities for the local businesses and the public, and creates opportunities for cooperative advertisement. Overall, a CBA is an effective way to educate and coordinate property and business owners’ groups to promote the overall betterment of the business climate, encourage cooperation in serving market demands, and stage promotional events that feature and complement competing sectors of the greater Warren market.

**Identify Funding Sources**

**State and Federal Grants**
There are many State and Federal programs that provide grants and other financial assistance to towns and businesses with the objective of stimulating economic development and growth. Some programs are dependant on the type of situation the town as in, such as funding for Economic Target Areas (EOAs), and others are dependant on the type of project. For details about the various programs and means of assistance offered by government institutions and departments, please refer to the Appendix J of this document.

**Economic Development Administration (EDA)**

The Economic Development Administration (EDA) was established under the Public Works and Economic Development Act of 1965 to generate jobs, help retain existing jobs, and stimulate industrial and commercial growth in economically distressed areas of the United States. EDA assistance is available to rural and urban areas of the Nation experiencing high unemployment, low income, or other severe economic distress. EDA provides direct grants, on a cost-share basis, for projects that will create and retain private-sector jobs and leverage public and private investment in distressed areas. EDA provides community and regional economic development assistance for the following program activities:

- Planning and Technical Assistance to build local capacity for economic development programs and projects. This includes assistance for local, State, and regional planning organizations that target distressed rural and urban communities, and for University Centers and other projects that provide technical support for economic development.
- Public works and development facilities to support industrial, commercial, and technology-based employment in eligible areas experiencing significant economic distress.
- Economic adjustment assistance to address severe economic dislocations, natural disasters, or other special needs. In addition, grants may be used to establish

revolving loan funds for business retention, expansion, or new enterprise development. Funds are expected to leverage other public and private capital for strategic investments in local capital markets.

Warren may qualify this type of assistance as a result of mill closings or other severe economic burdens the Town may face.

**Massachusetts Turnpike Authority**

The Massachusetts Turnpike Authority issues the grants annually in accordance with its enabling statute, which requires the annual issuance of at least $1.25 million in grants to enhance economic growth through tourism-related commerce. Communities located along the turnpike are eligible to apply for these grants to promote and support tourism. Grant amounts can range from $1,000 to over $75,000 depending on the project type and need.

**Loan Programs**

Warren’s economic status and development needs may qualify the Town for loan programs offered by various State and Federal organizations. There is potential for acquiring low-interest loans to stimulate economic development, depending on the project and need. Additionally, the Town of Warren could establish a loan program for local businesses for improvements, providing a mechanism for business owners make improvements such as façade updates.

**Community Reinvestment Act (CRA)**

The Community Reinvestment Act (CRA) was established in 1977 in response to a growing concern that financial institutions were not seeking out or helping to meet the credit needs of all members of the community, particularly low- to moderate-income earners. The CRA was created to encourage financial institutions to extend credit to all members of the community in a manner that is sound and safe for the bank. The CRA regulates and influences the behavior of banks through an examination and rating system and through the use of public opinion. Banks are examined and rated based on their lending practices within a designated assessment area and the rating takes into consideration the both quantitative and qualitative measures of the lending practices.

In order for banks to maintain high CRA-ratings and good public recognition, many have created CRA Special Lending Programs that are targeted at low- to moderate income earners seeking loans for purchasing a home or doing home improvement, small business loans to businesses with annual revenue of $1 million or less, and community development loans. Banks often work in conjunction with local non-profits, CDC’s, or municipalities in order to help reach more members of the community. We would encourage the Town of Warren to research banks that include Warren in their assessment area to determine the current CRA ratings and any CRA Special Lending Programs, beginning with the Spencer Savings Bank and other banks with regional branches.

14 Massachusetts Turnpike Authority, http://www.masspike.com
Business or Community Organizations
Once established, business or community organizations could contribute funding for marketing and other related activities…

Central Massachusetts Regional Planning Commission
Leverage planning resources available to the Town from the CMRPC and use their services to assist in identifying funding opportunities.
## Planning Task Matrix

<table>
<thead>
<tr>
<th>Description</th>
<th>Responsibility</th>
<th>Priority</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>Establish a Central Business District</td>
<td>Planning Board, Town Meeting</td>
<td>High</td>
<td>Immediate</td>
</tr>
<tr>
<td>Establish a General Business District</td>
<td>Planning Board, Town Meeting</td>
<td>Medium</td>
<td>Mid-term</td>
</tr>
<tr>
<td>Establish a Highway Business District</td>
<td>Planning Board, Town Meeting</td>
<td>High</td>
<td>Immediate</td>
</tr>
<tr>
<td>Establish an Industrial District</td>
<td>Planning Board, Town Meeting</td>
<td>High</td>
<td>Immediate</td>
</tr>
<tr>
<td>Establish Design Guidelines and Review Process</td>
<td>Planning Board, Town Meeting</td>
<td>High</td>
<td>Immediate</td>
</tr>
<tr>
<td>Establish Signage Guidelines</td>
<td>Planning Board, Town Meeting</td>
<td>Medium</td>
<td>Mid-term</td>
</tr>
<tr>
<td>Establish Site Plan Review</td>
<td>Planning Board, Town Meeting</td>
<td>High</td>
<td>Short-term</td>
</tr>
<tr>
<td>Revise or expand Wireless Communications Facility Overlay District (WCFOD)</td>
<td>Planning Board, Town Meeting</td>
<td>Medium</td>
<td>Short-term</td>
</tr>
<tr>
<td>Establish Subdivision By-laws</td>
<td>Planning Board, Town Meeting</td>
<td>Medium</td>
<td>Short-term</td>
</tr>
<tr>
<td>Establish Open Space Preservation Zoning (Cluster Zoning)</td>
<td>Planning Board, Open Space Committee, Town Meeting</td>
<td>Low</td>
<td>Mid-term</td>
</tr>
<tr>
<td>Revisit Capital Improvement Plan</td>
<td>Capital Improvement Commission, Planning Board, Utilities Dept., Town Selectmen</td>
<td>High</td>
<td>Short-term</td>
</tr>
<tr>
<td>Downtown Modifications and Improvements</td>
<td>Planning Board, Town Selectmen, Highway Dept., Business Owners</td>
<td>High</td>
<td>Mid-term</td>
</tr>
<tr>
<td>Improve Traffic Flow</td>
<td>Highway Dept., Planning Board, Police, Traffic Consultant</td>
<td>Medium</td>
<td>Long-term</td>
</tr>
<tr>
<td>Initiative</td>
<td>Responsible Parties</td>
<td>Priority</td>
<td>Timeframe</td>
</tr>
<tr>
<td>---------------------------------------------------------------------------</td>
<td>----------------------------------------------</td>
<td>----------</td>
<td>------------</td>
</tr>
<tr>
<td>Parking Improvements</td>
<td>Highway Dept., Planning Board, Police, Traffic Consultant</td>
<td>Medium</td>
<td>Middle-term</td>
</tr>
<tr>
<td>Establish a Community Business Alliance (CBA)</td>
<td>Town Selectmen, Business Owners</td>
<td>High</td>
<td>Short-term</td>
</tr>
<tr>
<td>Establish an Economic Development Association (EDA)</td>
<td>Town Selectmen</td>
<td>Medium</td>
<td>Mid-term</td>
</tr>
<tr>
<td>Targeted Marketing and Recruitment Programs</td>
<td>EDA, CBA</td>
<td>Medium</td>
<td>Mid-term</td>
</tr>
<tr>
<td>Update Zoning By-laws to Support Commercial Development</td>
<td>Planning Board, Town Meeting</td>
<td>High</td>
<td>Immediate</td>
</tr>
<tr>
<td>Identify Vacant or Underutilized Parcels for Potential Development</td>
<td>Planning Board, Town Selectmen</td>
<td>High</td>
<td>Immediate</td>
</tr>
<tr>
<td>Investigate economic development funding opportunities</td>
<td>Town Selectmen, Planning Board</td>
<td>High</td>
<td>Short-term</td>
</tr>
<tr>
<td>Collaborate with utility &amp; wireless companies to provide broadband Internet and wireless communication access</td>
<td>CBA, Planning Board, Capital Improvement Comm., Utility Companies</td>
<td>Medium</td>
<td>Short-term</td>
</tr>
</tbody>
</table>
VII. General Recommendations

Economic revitalization is a top priority for the Town of Warren. As outlined in this economic development plan, there are a variety of tools and strategies available that can be adopted by the Town to meet its goals and objectives for future growth. Current local and regional conditions create a formidable set of development challenges to the Town. In response to these challenges, the best approach for Warren moving forward is to identify the top development priorities for the town, and select elements of the economic development plan that best achieve the top prioritized goals. This may mean pursuing one of the three overall economic development strategies outlined in this document, but more likely it will involve incremental change and a hybrid of the strategies presented.

Update Zoning

The current Town Zoning By-laws are inadequate to manage current growth patterns and attract needed commercial business. The By-laws were last updated in 1984, and are either too broad, as in the case of the three zoning districts, or too narrow, as with the prevention of all fast food establishments in town. New zoning districts must be implemented to allow for greater flexibility in targeting particular areas for development. This will also give the Town the ability to lift some restrictions, such as the fast food example, by allowing certain types of currently prevented uses in targeted districts. Making these changes, in conjunction with design guidelines and review processes will still give the Town control over aesthetic and character aspects of new development, but allow the desired businesses to be established. Additionally, updates to the Zoning By-laws will provide better growth management control, allowing the Town to effectively balance commercial and residential development.

Identify Target Development Areas

The Town must identify critical areas and parcels that can be targeted for development or re-use. This activity will complement the zoning changes, and make it easier to identify and attract desired commercial or industrial establishments. By identifying the particular areas where growth and re-development can occur, the Town will be able to present them to potential businesses and exact controls on them that mesh with the Town’s character and desires. Some of the areas to be targeted include:

- Village Centers
- Mill Complex
- Adaptive Re-use of older buildings, particularly those that are vacant or of historic value
- Infill – Brownfield or other redevelopment sites
- Highway Corridors
- Potential Site of Mass Pike Interchange
Design and Aesthetic Improvements

There are many design and aesthetic changes that can be made within the Town, particular to downtown buildings and streetscapes that will make the Town more attractive to residents, tourists, and current and potential business owners. Updating building facades and signage in a consistent manner will contribute to the creation of vibrant, desirable downtown areas, and pairing this with updates to the downtown infrastructure such as sidewalks and adding urban design features such as more trees and plantings, will establish the Town’s character and assist in its revitalization.

Infrastructure Improvements

A combination of smaller short-term and larger longer-term infrastructure improvements will make the Town a more viable incubator for business and industry and make the Town more attractive to residents and visitors. Road and parking networks need updating, to make it easier and safer to negotiate the downtown areas, both by car and on foot. Adequate utilities must also be provided for business to consider locating in Warren, in addition to standard utilities such as water and power, high-speed data and telephone lines and wireless access.

Business Marketing Strategy

In order to attract commercial and industrial development, the Town must identify and implement a business marketing strategy to present the benefits of locating in Warren and targeting the right potential businesses. Town government shares some of this responsibility, but the creation of a CBA or EDA is necessary to pool resources and start business owners and community leaders working together to create an effective strategy. This can also help with identifying funding options for desired marketing programs. State programs and grants are also available to help with marketing the Town and revitalizing the local economy.

Short-term Plan

A short-term plan for the Town should include changes that are easily identified, low-cost, and require only a limited commitment. Immediate needs should be addressed, whether in terms of actual changes, such as minor infrastructure and aesthetic improvements, as should policies that are in need of revision or implementation. Examples of this include beginning the process of updating zoning, initially in a manner that will not have the potential to alter the Town in a drastic fashion, and identification of available funding sources for economic development programs. The goal of the short-term planning efforts should be to establish momentum within the community regarding development, to educate residents about potential planning strategies, and to target the most immediate needs that can be addressed with little long-term impact. Short-term changes should serve to make implementation of mid-term and long-term plans feasible, in a manner that is in keeping with the overall community goals and objectives. A plan
consisting of easily achievable goals has been established for the period immediately following adoption of the Economic Development Plan:

**First 90 Days:**
- Regular newspaper column, optimally in both Worcester Telegram & Gazette and The Republican, covering local issues and proposed planning initiatives
  - Initial term to be weekly or bi-weekly column running for 90 days

- Warren Forums
  - Host periodic open public forums to discuss planning issues
  - Recruit local students (i.e. Quaboag Regional High School) to run
  - Invite guest speakers to talk about relevant issue

- Ground Truth and Inventory
  - Locate critical parcels and buildings
  - Compile list or database of critical parcels and buildings (i.e. vacant buildings)

- Hold All-Boards Meetings
  - Quarterly meetings including all town boards (Selectmen, Planning Board, etc.)
  - Rotate host and agenda between the boards

- Create Town Suggestion Box
  - Provide a means for residents to make suggestions and comments regarding the town and future development plans
  - Possible locations for a drop box may include the Post Offices, banks, or markets

- Establish a Community Web Page and Discussion Board
  - Provide a means of communication for those with internet access to comment on and discuss town plans
  - Post relevant community information, initiatives, and proposals
  - Investigate possibility of establishing community accessible Internet kiosks (possible locations would be the town libraries)

- Coordinate planning efforts with local organizations
  - Clubs, Churches, Taxpayers Association, etc.

- Identify Funding Sources
  - Initially for smaller projects, investigative reports, planning exercises
  - Research grant opportunities

- Present Annual Report at Town Meeting

- Contact and involve prominent local business and property owners
- Obtain input for potential plans
- Garner support and create momentum for plans
- Coordinate development efforts

- Draft Proposed Zoning By-law Changes

**Mid-term Plan**

Mid-term planning for the Town will involve implementation of a variety of the available development strategies based on community goals and objectives. Specific areas of focus should include zoning updates, capital and other physical improvements, particularly to the village centers, identification of funding sources, and marketing and recruitment efforts to attract commercial and industrial activity. The long-term strategy of development desired will determine the type of changes required, as in zoning practices required for commercial development or residential growth management. Mid-term planning should also focus on strategies and projects that are achievable without significant reliance on large-scale external factors, such as funding and authority for a new Massachusetts Turnpike Interchange or large-scale redevelopment of the existing mill complex. Projects that can be funded by the Town or with the aid of available external funding, as with State economic development assistance grants, should be targeted in addition to policy changes and marketing programs. These projects may include infrastructure updates or redevelopment of individual buildings or parcels that the Town might acquire or facilitate purchase by organizations such as Community Development Corporations. The strategies implemented in the mid-term should benefit the Town on their own merit, but also serve as building blocks for the implementation of long-term development strategies.

**Potential Planning Strategies**

- Implement Zoning By-law Changes
- Develop grant writing capacity for the Town
- Physical Improvements to Downtown
- Implement residential growth management policies
- Redevelopment of vacant lots or buildings

**Long-term Plan**

The long-term plan should be the culmination of the implementation of a number of development strategies based on the overall development goals and objectives of the community. The three scenarios described in this document can serve as examples to help members of the community envision potential futures for the Town, and particular strategies associated with the scenarios can be adopted. The Town does not need to adopt one of the scenarios identified, in fact a hybrid development scenario can be achieved by selecting desired elements of various scenarios. A good example of this is the combination of continued residential growth, increase in commercial activity in the village centers, and sustaining of the manufacturing sector. Long-term plans that require
significant change to the Town must be implemented in such a manner that adheres to the community character and values. This requires making incremental changes in preparation for the larger-scale changes that might occur with various development scenarios, such as implementation of a Massachusetts Turnpike interchange or a casino and resort. The costs and benefits of long-term development strategies must be weighed carefully, as changes made based on those strategies are often difficult to reverse.

**Potential Planning Strategies**

- Downtown Revitalization
- Residential Growth Management
- Mill Re-use
- Regional Attractor
Appendix A

Development Scenarios

When conceiving of economic development it helps to have a vision of what the end-state will be. This section will present a series of possible development scenarios that may be available to the Town based on its assets and role within a regional context. These scenarios can be achieved by implementing a combination of the development strategies outlined in the previous section in line with an overall plan for the specific type of growth. These scenarios will also assist the residents of Warren in envisioning possible futures for the Town and determining whether those are suitable based on their goals and objectives.

Warren Downtown Revitalization

Background

The Town of Warren includes two mill villages: Warren and West Warren. Both villages are typical of New England mill villages that developed in the late 1800’s and early 1900’s. Route 67, the railroad that runs parallel to Route 67, and the Quaboag River, serve both villages; as with many New England mill village towns, they developed in river valley. Commercial development has taken place between Warren and West Warren, and extending east and west on Route 67.

Warren Village

Warren Village is considered the center of the town and renders the most commercial and civic services to the Town of Warren. Main Street, Route 67 runs east and west through the center. Most of the buildings face south on Route 67, Main Street, and east on River Street, south of Main. Some of these buildings have significant historic and architectural values and may be candidates for recognition by the Massachusetts Historical Commission or the National Register of Historic Places. These include

- Former Warren Town Hall
- Railroad Station
- Bank
- Warren Library
- Fountain Insurance (Victorian)

Others buildings with boarded-up fronts or shabby fronts detract from all other buildings and serve to depress the character of the Village. There is angled on-street parking and a large parking lot on the east side of the Main Street, in front of Fountain Insurance. There is also parking available behind the building on the north side of north side of Main Street. There is a streetlight and a pedestrian crossing from the former town hall building to the Spencer Bank, River Street and West Main, however most of the curbs and sidewalks need to be raised form the road level and are in the need of repair.
The two other significant design features to the Warren village center are the rotary and the Town Park or Green. The rotary includes a monument, the General Warren statue, in the middle. The traffic patterns around the rotary are complicated and confusing. The Town Green is a large, attractive green with maturing trees and a gentle slope east to west. It is ideally located and suited for the town events and holiday events. It is even within walking distance (2,000 feet) of the most of the residents of the Warren village center.

**West Warren Village**
West Warren has a much smaller Central Business District than the Warren center village. Commercial uses in the village are located in the within one block of the intersection of Route 67 and South Street. Parking is provided on the street and within one block there are number of services, including the senior citizen center. The gas station, partly destroyed by fire, on the corner of Route 67 and South Street has created a blighted condition.

**Highway Commercial**
On Route 67 there are a number of businesses and services that can be defined as “highway commercial”. For most part the businesses here are neat and orderly, have normal signage, provide parking, and offer a service to town residents and people traveling on Route 67. Highway commercial and residential development between Warren and West Warren serves as a link between the two villages, in a general pattern of continuous, but dispersed, development.

**Warren Downtown Issues**
The general resident survey, input from the Warren Master Plan Committee, and focus group meetings have helped identify the following issues in Warren downtowns.

- A number of boarded up buildings that detract from the area’s overall appearance.
- The traffic patterns in and around the rotary is complicated by the number of conflicting traffic turning movements and a railroad underpass.
- The Town Green is underutilized and could use improved landscaping.
- General physical repairs and major façade improvements of the shops in the CBD are needed.
- The Train Station (Fountain Insurance) parking lot and parking along the Main Street needs to be relocated/ reorganized.
- Lack of special use permit zoning in the present bylaws is hindering new businesses from coming into the town.

For Warren’s potential development path over the next several decades, the village center bedroom community (intermediate-rate growth scenario) seeks to moderate and direct recent development trends in a more desirable manner. New residents attracted to Warren because of its affordable housing marketing and small town character contribute in the aggregate to trends that may erode these very sources of appeal over the long term. The
focus of this future vision is village center revitalization, wherein economic redevelopment focuses on locally available goods and services (e.g. shops, restaurants, health and financial services) to keep resident’s dollars circulating within the community. Rural enterprises can also benefit from this strategy. Redesigning of traffic and parking access, along with streetscape and frontage improvements, will help make the village center more convenient and attractive. The Town’s village center zoning can be adapted to promote relatively concentrated, mixed-use development in such a way as to promote open space protection. This strategy assumes a loss of manufacturing base.

It is important to see what kind of steps have been taken in communities comparable to Warren in order to revitalize the downtown center. The Town of Monson is similar to Warren in terms of population and downtown characteristics and issues.

“Downtown Revitalization” Monson, MA

Monson is a rapidly growing semi-rural community located in Hampden County in South-Central Massachusetts. Monson’s town center serves as the community’s center for commerce and civic life. The US Census 2000 counted 8,359 heads in the town and noted a 7.5% increase in population during the last decade. Historically, the town center provided significant job opportunities associated with factories, mills and other manufacturing enterprises located therein. In recent years, however, manufacturing jobs have decreased, and Monson’s town center has become more of a “convenience center” for local residents.

Monson Downtown Issues

• The downtown area has several vacant properties that have several challenges, such as site contamination, antiquated building designs, and/or restrictive zoning.
• The downtown serves as a civic center and attracts many residents. Establishments such as churches and town hall support other businesses downtown and hence cannot be relocated.

Monson’s Downtown Goals and Recommendations

The residents of Monson recognized the downtown as an active and a vibrant center for commercial and civic activities, and support downtown business. In subsequent public meetings the participants identified following goals and recommended a “middle road” for downtown revitalization.

• Promote commercial and industrial development in appropriate locations and at a scale appropriate for a rural community.
• Encourage appropriate development.
• Maintain the existing scale and character of the downtown.
• Create a pedestrian friendly environment downtown.
• Encourage civic participation for downtown revitalization.

Based on public input received it was concluded that the community would like to encourage economic development by capitalizing on Monson’s location and maximizing
the use of existing commercial and industrial sites. In addition, it was recognized that maintaining a vibrant downtown is important both for the Town’s economy and for its identity. Besides recommending some adjustments in downtown zoning regulations the Town of Monson also decided on adapting recommendations put forth by The Monson Downtown Technical Assistance Report, dated August 1999. It was suggested that the town should make an effort to implement the key recommendations of this report without placing undue hardship on existing businesses. The basic aim was to establish a partnership between the Town and the downtown business owners so that a collaborative effort could be made to market and improve the downtown. This Partnership was proposed to begin with the following initiatives:

- Contacting downtown business owners to assess the level of interest in participating in collaborative efforts.
- Working with interested business owners to make small-scale improvements in order to create a more consistent and appealing look to the downtown.
- Begin a business retention and expansion initiative as outlined in the Report.
- Organizing additional events that bring people downtown.
Manufacturing for the Town of Warren

Warren’s identity and town character stems from its history as a center of manufacturing and technical innovation in Central-Western Massachusetts. In the past thirty years manufacturing has been on the rebound in Warren unlike the rest of the region. The two main manufacturing companies located in Warren that have established a market niche for themselves are Warren Pumps and the Wright Hardwick mills. The Knowles manufactory was purchased by the town after the departure of Knowles in 1897 and was sold, becoming (verify this with Mark) Warren Pumps, a major supplier of pump filtration equipment to clients such as the US Navy. The Town has a long and proud history as a mill village, however, the number of manufacturing jobs declined significantly during the last couple of decades (Master Plan Preliminary Report). In 2003 there were a total of 1,310 jobs in Warren, and manufacturing jobs accounted for almost 55% of the total jobs and retail jobs accounting for roughly 5% (Economic Statistical Profile). The long-term prospect for these manufacturing enterprises is a critical question in planning the economic redevelopment of Warren in the 21st century.

Warren in attracting new manufacturing business to the town has many challenges they must overcome, including competition with surrounding towns that have industrial space available, such as Palmer, and low-clearance rail crossing in Warren village center, preventing large truck north and south transportation. This can also be seen as a benefit in the fact it keeps heavy traffic out of the town center. Below are recommendations that Warren can do to attract business to the town and support its manufacturing tax base.

The Reinvented Manufacturing Towns Scenario

The Reinvented Manufacturing Towns scenario focuses on preserving the historical links between Warren’s residential population, land and resource endowment, employment base, and community character. This future vision includes an economic redevelopment strategy involving adaptive reuse of the mill complexes and rail line; upgrade of existing water, power, telecommunication and transportation infrastructure; and improvements of education and town services to ensure an adequate local knowledge and skill base. Since the goal is to keep jobs and tax revenues in town, this strategy will primarily concentrate new development in existing developed areas, thereby potentially slowing development rates in Greenfield areas of town and relieving pressures on rural landowners. The town’s character will be best preserved in this scenario but some development opportunities may be missed as a result.

Recommendations
Recommendation to help Warren successfully sustain its manufacturing tax base and provide an economy that provides job opportunities suited to the labor pool resources of the local and regional labor market. As well, attract future businesses to the town:

Promote Economic Development in Light Manufacturing
1. Identify buildings/parcels available for light industrial use

   Local businesses, residents, and real estate agents should work collaboratively to create an inventory of all vacant buildings and parcels that could potentially be used of commercial and light industrial use. One way to do this is form an Economic Development Association (EDA) (see Appendix D)

2. Environmentally Light Industries

   Encourage the establishment of environmentally benign light industries, professions and mom & pop stores that will not negatively impact the rural and aesthetic nature of Warren. The EDA can assist with this goal as well.

3. Re-zone Industrial Area to better support mixed-use development

   This will allow Warren to better reuse its mills. Allowing for part of the mills to be used for manufacturing purposes and other areas for small studios and retail shops.

4. Warren needs to establish a ‘niche market’ for Light Manufacturing

   Niche marketing can be highly profitable and a way to sustain light manufacturing in a community. Most companies large and small succeed by tailoring their product to the demands of a geographic area or ethic group. As well, producing for a niche market is a low-risk way to grow a business and increase its competitively. However, when choosing a niche market it is important to determine how your product meets the needs of the community and provides a unique service.

   The current local mill manufacturing companies (Warren Pumps and Wright Hardwick mills) have established a niche market for themselves. When these companies leave Warren should strive to attract other such companies that encompass a niche market that supports the local economy and meshes with the local character. (See Appendix on Light Manufacturing)

5. Establish a Special Permit process for “Creative Development” option.

   This would approve for an overlay district that would allow for mixed use developments of housing, office, and retail. Through the special permit process the town planning board would approve specific development plans submitted by the developer. As well, each development proposed would be subjected to site plan review.

6. Establish a Community Business Alliance (CBA)
A CBA is an association of businesses and business properties joining together to evaluate marketing and community needs. Together as an alliance they are able to increase their influence in the town’s economic market and encourage the local residence to shop local.

7. Light Manufacturing District (LM) District

A Light Manufacturing District (LMD) is established to provide for those manufacturing or other industrial uses having a lower intensity of activity as compared to heavy manufacturing uses. Heavy manufacturing can be send as such industries which generate noise, traffic and pollutants. Typical uses include chemical and power plants and foundries. The districts are usually located near the waterfront and buffered from residential areas. It is intended that this LMD be located as a buffer between heavy manufacturing uses and commercial or high density residential uses. Examples of what is allowed in an LMD are: Transfer, storage, moving, freight and parcel delivery operation and excavating contractors, and warehouses. Lumber yards, providing such uses are enclosed by a minimum of 8 foot high fence. Also allowed are plumbing, electrical and general contractor offices and storage yards.

This will clearly define Light Manufacturing in bylaws and encourage the re-use of the local mill complexes. The Light Manufacturing (LM) District is intended to provide for limited manufacturing and other light industrial uses within the Industrial Corridor that are compatible with business parks and adjacent residential areas.

Clinton, MA shares similar characteristics with the town of Warren, such as geographic factors and historical mill activity, and had recently been feeling a decline in their manufacturing base. From the most recent data gathered Clintons manufacturing base in 2001 had 36 establishments that accounted for about 2,300 employees and in 2003 there were 29 establishments that employed about 1,900 employees. This decline encouraged Clinton’s manufacturing establishments to transform their industrial sector to reflect changing regional and global economic trends. (See Appendix H, Clinton Case Study).

**Related Planning Actions:**

- Zoning Updates
- Conduct Inventory of Vacant Lots
- Establish a CBA
- Identify Niche Markets
- Implement technology Infrastructure Updates (telecommunications, Internet, wireless, etc.)
Regional Attractor

The Regional Economic Attractor scenario represents the most dramatic change in current orientation among the three outlined here. In this future vision, the town ‘thinks outside the box’ and leverages its location and undeveloped land in a bolder way, with significant long-term implications for population growth, new residential and commercial development, and demand impact on local infrastructure and services. We will address this strategy in a hypothetical way only, considering what kinds of destination attractions might best serve Warren’s future: for example, leisure and recreation amenities, transport/distribution hub, regional specialty shopping. Such a fast growth scenario may or may not sharply increase pressures on land and resource use and on town infrastructure and services, depending on the particular development strategy and on town management policies. Whatever the potential economic gains, this future vision is least likely to preserve the longstanding scale and character of Warren, unless the new development is fully complementary to, or at least isolated from, the village centers. Creating a turnpike interchange or a rail spur to an inter-modal transport center would be potential major projects under this scenario.¹⁵

Changes to the scale and character of Warren based on this type of scenario can be offset to some degree by implementation of a combination of the planning methods and actions described in previous sections. Examples might include targeted zoning, design guidelines, and subdivision or clustered development plans. Any plan for a major regional attractor must be based on a sound set of underlying principles and policies that will ensure the future development of the Town meets both the needs and desires of Warren’s residents. It is important to consider the regional economic strategy as the culmination of a number of efforts to affect major change on the town. A plan must be outlined that describes and prioritizes the steps required to attract, develop, and maintain a regional attractor.

**Possible regional attractor development strategies:**

1. Massachusetts Turnpike Interchange
2. Casino or other gaming establishment
3. Environment-based (outdoor recreation)
4. Education-based (community college, technical school, learning center)

Prior to deciding on a strategy to attract a particular type of establishment or industry, there are a number of factors that must be identified and analyzed. Foremost of these factors are the goals and desires of the community. A regional attractor strategy will have significant impacts on the population and character of the community, depending on the particular industry. Investigation of similar attractions in the region must also be carried out. In the same way that any business, such as Dunkin’ Donuts or Wal-Mart, may carry out a marketing analysis, the Town must also confirm the feasibility of an establishment or industry based on the carrying capacity of the region. For example, there are already a number of outlet malls in Massachusetts, the towns of Lee and Wrentham are two

¹⁵ Warren Comprehensive Plan, Preliminary Report
examples, so the question of whether or not there is a market for another retail shopping outlet would need to be asked and answered. Similarly, would the business or industry have an interest in development in Warren? Demographics, location, and the local environment, including physical, regulatory, political, and other factors will all be a part of the decision of any company or organization to locate in the Town. The economic gain must also be carefully considered, as many businesses or industries appear to be very attractive to a town from a financial perspective, but upon closer inspection the actual gains realized by the town are minimal. The establishment of a casino or gaming hall is an excellent example of this, as we will explore in more detail in following sections of this section. Finally, the indirect impacts of the development must be determined. Impacts on infrastructure, traffic, pollution, and population type, such as an influx of students, are examples of this type of impact. As part of the objectives of this plan, we will identify and explore several examples of regional economic attractors and relate them to other communities where similar development has occurred where appropriate.

**Massachusetts Turnpike Interchange:**

The first example we will look at is the creation of a Massachusetts Turnpike Interchange. This strategy is highly dependent on factors outside of the Town’s control, and thus must be considered not only as a desired strategy, but also as a possibility in a number of scenarios. It would be beneficial to the Town to plan for effective management of development in the case of a new interchange regardless of the decision to seek out an interchange as a means of stimulating economic growth. Attracting an interchange involves great investment by a number of parties, ranging from the local community, local property owners, local and State politicians and agencies, and the federal government. Significant hurdles that must be overcome are identifying the land on which to build the interchange, placating local property owners that may be displaced by eminent domain, and acquiring funding for the project, the majority of which comes from Federal and State government.

Warren’s location, including just under 5 miles of Massachusetts Turnpike frontage, between Exits 8 and 9, a stretch of unbroken highway approximately 9 miles in length, does make it attractive as a possible site for an interchange. Previous attempts to implement a plan for an interchange have been unsuccessful for a number of reasons, including opposition from local community and the neighboring town of Brimfield, in addition to large-scale funding issues. The natural environment is also a consideration in a plan to develop an interchange in Warren, as much of the area adjacent to the Turnpike is wetland and would require filling for development.

If plans were to move forward for a new interchange in Warren, there are some basic management controls that must be implemented by the town to control growth and development. The zoning and growth management strategies outlined in previous sections of this document must be considered and implemented to best serve the goals and objectives of the town. If commercial and industrial development is desired, areas targeted for those uses must be zoned accordingly. For example, a feeder road, such as the Gilbert Road, could be zoned as Highway Business, creating a development corridor.
focused on commercial development but regulated in a manner that best reflects the character and values of the Town. In addition to providing new opportunities for commercial, transportation, distribution, and industrial development, a new interchange would open the Town up to significant residential development. Warren’s proximity to Worcester, Springfield, Boston, and Hartford make it a prime target for home seekers who work in and around those regional cities. By default, Warren would become a bedroom community, and unless a sound growth management strategy is implemented prior to development of the interchange, growth and development will occur without any control or regulation by the Town, putting open space, community character, and town finances in jeopardy.

A primary outcome of an interchange is the opportunity for the Town to attract a variety of commercial and industrial uses, and as with control of residential development, it will be imperative for the town to have a plan in place for the desired uses prior to development. If desired uses can be identified ahead of time, necessary regulations and ordinances can be analyzed, created, modified and approved by the Town to prevent unwanted uses from developing without the necessary controls in place.

Related Planning Actions:
- Zoning Updates
- Implement Design Guidelines
- Growth Management (Subdivision Control, Cluster Zoning)
- Revisit Capital Improvement Plan
- Business Marketing Initiative

Casino or Gaming Establishment

The strategy to develop a casino or gaming establishment is the most controversial and misunderstood method of economic development identified for Warren. The potential impacts are significant and varied, ranging from actual revenue generated for the local community to infrastructure costs to social impacts. Before analyzing the major impacts of development of the casino and gaming industry, the different types of establishments must be understood. Following is a breakdown of most likely scenarios:

- Native American Casino (expand each bullet with a sentence or two)
  - Tribal recognition
  - Land acquisition and creation of reservation (sovereign land)
  - Tribe-State compact (allows gaming and determines financial settlements)
  - Development of casino
  - Infrastructure

- Corporate Casino
  - State allowed gaming (change to existing State Law)
- Land acquisition
- Development of casino
- Infrastructure

- State Run Gaming Establishment

- State allowed gaming (change to existing law or exploitation of charity bingo exemption)
- State Lottery sponsored
- Land acquisition or lease of existing space
- Development or renovation of gaming establishment
- Infrastructure

Corporate run casinos are unlikely to be allowed in Massachusetts any time in the near future, so we will focus instead on Native American and State run casinos and gaming establishments.

Benefits:

There are potential benefits that could accompany the development of a casino in the Town. The first is a financial gain based on the revenue generated by the casino. However, it is imperative that an initial agreement between the Town, State, and Tribe, be carefully negotiated to insure a significant financial incentive for the Town. Options include receiving a percentage of revenue generated by the casino or a flat-fee of a set amount. In addition to direct financial contribution, the Town would stand to gain from the labor requirements of the casino and resort facility. A significant number of jobs could become available to residents of the Town, however these jobs may require only unskilled labor and could pay less than other possible employment opportunities. This aspect of the project would also need to be carefully investigated and negotiated with the Tribe to insure that adequate employment opportunities would be made available to residents of the Town. Finally, there may be a gain in commercial development in support of the casino, filling a role as a secondary market. This could provide additional tax revenue and employment opportunities to the Town, but, as with the other potential benefits, would need to be examined carefully to determine if the potential commercial enterprises are desired by the Town.

Costs:

The potential costs of casino development are many, and must be weighed heavily against the possible benefits described above. The first, and most important cost is a limited financial gain and possible net loss when factoring resulting infrastructure impacts and service needs. Historically, only a slight percentage of revenue generated by a casino goes to the local community. Most of the revenue is directed towards the state, which then distributes it equally among all the towns in the state. The State must also sign off on the initial agreement that would specify what revenue is attributed directly to the Town. There is also no tax benefit to having the casino located in the Town, as the
Reservation is a sovereign land and therefore not subject to State and local taxes. The increased infrastructure and service costs have been shown to more than offset the annual revenue received by local communities, creating a net loss for the town hosting the casino. The increased need for physical infrastructure such as utilities and roadways, and the increased traffic flow put a heavy burden on the Town. Accompanying the physical infrastructure needs is an increased demand for services such as police, fire, and emergency medical care. Traffic and activity associated with the casino is constant, as the casino operates twenty-four hours per day. There are also social issues that can accompany casino and gambling operations, such as increased crime rates, gambling related illnesses, and the non-stop activity just described.

The town of Ledyard, Connecticut provides an excellent example of the impacts of casino development on a small community. The Native American owned Foxwoods Casino opened in 1992, under the power of the Indian Gaming Regulatory Act of 1988, on land designated as the Mashantucket Pequot Reservation. A Gaming Compact was then established between the Pequot Tribe and the State of Connecticut. An annual percentage of revenue generated by the slot machine take only was given to the State, from which each municipality in Connecticut received a small percentage. For Ledyard, in the year 2000/2001, that was .5% or $689,050.00.\(^\text{16}\) That amount appears to be a significant contribution to municipal revenue, but if compared to the total revenue generated for the State, $335,000,000.00, the disparity is obvious. This unequal distribution is based on the agreement originally entered into by the Tribe and the State, and which largely left the Town of Ledyard out of the process. In addition to the simple allocation of revenue, Ledyard bears the burden of supporting the casino. A study revealed that in 2000/2001, the total costs incurred by the Town was $2,221,976.00, based on the impact of the casino.

The lack of revenue from the casino profits is not the only obstacle presented within this strategy. Tax revenue is also an issue, as Native American Reservations are considered Sovereign Lands, and therefore do not pay commercial or real estate taxes. This eliminates an additional revenue stream that would be available to the Town if its lands were in use by other commercial or industrial enterprises.

One case often presented in favor of casino development is the employment opportunities it will create. This however does not necessarily hold true, particularly for local communities where there is a small labor pool, requiring most employment to go to those outside the community or moving in for the jobs. Additionally, the type of job created is generally lower paying and requiring less skill than a job in another industry. This excerpt from a report on the impacts of Foxwoods Casino and Resort on the Town of Ledyard, CT highlights this key point regarding employment and labor: “The development of Foxwoods Casino was instrumental in stabilizing and restoring the region's economy following the 1992 recession. However, studies show that the new casino related jobs are much lower paying compared to the defense jobs that were the mainstay of the local employment pre 1992. According to the CT Department of Labor, the average annual New London County manufacturing wage was $42,730.00; this

\(^{16}\) Source: [http://www.tribalnation.com/Ledyard.html](http://www.tribalnation.com/Ledyard.html)
dropped to below $27,000.00 for those employed in the service sector, which includes the casino.17 A detailed report describing the impacts of Foxwoods Casino on the Town of Ledyard can be found in the Appendix I of this document.

The strategy for the Town to pursue or embrace a casino is one that must be analyzed in great detail, and a systematic review of the costs and benefits must be carried out. Most studies have shown that local communities see little benefit from a casino, particularly a Native American casino, and in fact often face significant costs. Similar principles hold true for other gaming establishments, even those proposed by the State, as the initial agreement is critical to provide for a significant economic benefit to the Town that will offset increased financial and social costs as a result of the development.

**Related Planning Actions:**
- Revenue sharing agreement negotiation and approval
- Zoning Updates
- Revision of Capital Improvement Plan

**Outdoor Recreation**

Warren is fortunate in the amount of undeveloped and protected open space and natural resources contained within its borders. Over 50% of land remains undeveloped, and includes mountains, streams and rivers, ponds and other wetlands, and forest cover. The Quaboag River, running east-west directly through town, is one of the cleanest rivers in the State, and affords opportunities for canoeing, kayaking, and fishing, in addition to complementary activities such as hiking and biking trails.

The outdoor recreation industry is one of the largest industries in the United States, and significant revenue can be generated for a town or region by leveraging the available natural assets. River guiding or boat rentals, outdoor leadership or skills training, and campgrounds are just some examples of commercial enterprises that can be based on the natural environment. In addition to direct commercial application of the natural resources, many support businesses and services can complement primary uses. These related businesses range from outdoor gear and apparel stores to restaurants that serve the people attracted to the area for the outdoor recreation.

Having a significant amount of open space and natural assets does not guarantee a large economic gain however. There are many other elements that factor into the ability to transform a town or region from a non-recreation based economy to an outdoor, service based economy. The primary factor is the availability of similar natural resources and outdoor recreation opportunities in the surrounding area or region. Warren’s location near the Berkshires to the east and Vermont and New Hampshire to the north, in addition to a significant amount of open space and natural resources in surrounding towns, present a serious challenge to the ability to successfully base an economy on outdoor recreation.

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17 Source: [http://www.tribalnation.com/Ledyard.html](http://www.tribalnation.com/Ledyard.html)
The regional competition for the recreation dollar leaves little room for creating a strong enough commercial base on which to build the economic future of the Town.

In spite of the competitive landscape and challenges facing commercial development based on outdoor recreation, there is room for economic gain. Attracting outdoor-based development, particularly related to the Quaboag River, is possible, and areas along the river should be targeted as potential development sites, for example as put-in sites for boating.

Related Planning Actions:
- Open space protection
- Business marketing and recruitment

Education-based

Another possible regional attraction scenario is the development of an educational institution to the Town. Re-use of the mill complex, if the current industry leaves, could possibly provide the infrastructure required for the implementation of either a public or private educational institution. Private technical schools are one possibility, as are satellite programs for State or regional colleges or alternative degree programs. Trade schools, possibly capitalizing on the manufacturing and industrial history of the Town may be considered. Tax revenue would be dependent on the type of institution, as public educational institutions are not subject to taxes, however there may be other revenue streams generated by this type of use. An influx of students, faculty, and staff could provide a greater need for commercial services and the institution could also create a labor need. Additionally, an educational institution could serve to stimulate the local economy as businesses may be attracted to or grow as a result of the student population and knowledge base created by the school.

Related Planning Actions:
- Zoning updates
- Business marketing and recruitment
Appendix B

Zoning\textsuperscript{18}

The Warren Zoning By-Laws were last updated in 1984, and divide the town into three separate zoning districts. The three districts are: Village, Residential, and Rural. The zoning by-laws describe the manner in which residential, commercial, industrial, and other activity is regulated, specifically where particular uses are allowed. The town is predominantly zoned as Rural:

<table>
<thead>
<tr>
<th>Zonencode</th>
<th>District</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ru</td>
<td>Rural</td>
<td>86.60</td>
</tr>
<tr>
<td>R</td>
<td>Residential</td>
<td>5.77</td>
</tr>
<tr>
<td>V</td>
<td>Village</td>
<td>7.63</td>
</tr>
</tbody>
</table>

All structures are subject to parcel dimensional requirements outlined in the by-laws, which specify allowable lot sizes, frontage requirements, and maximum height; these requirements vary between the zoning districts:

<table>
<thead>
<tr>
<th></th>
<th>Min. Lot Size (sq. ft.)</th>
<th>Min. Lot Frontage (ft.)</th>
<th>Max. Height (ft.)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rural</td>
<td>45,000</td>
<td>150</td>
<td>35</td>
</tr>
<tr>
<td>Residential</td>
<td>30,000</td>
<td>100</td>
<td>35</td>
</tr>
<tr>
<td>Village</td>
<td>15,000</td>
<td>100</td>
<td>40</td>
</tr>
</tbody>
</table>

Residential structures are additionally regulated by special dimensional requirements:

<table>
<thead>
<tr>
<th>Dwelling Type</th>
<th>Min. Lot Size (sq. ft.)</th>
<th>Frontage (ft.)</th>
<th>Setbacks (ft.)</th>
<th>Depth (ft.)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Single Family</td>
<td>n/a</td>
<td>n/a</td>
<td>30</td>
<td>n/a</td>
</tr>
<tr>
<td>2-4 Family</td>
<td>40,000</td>
<td>150</td>
<td>50</td>
<td>150</td>
</tr>
<tr>
<td>5+ Family</td>
<td>10,000 (per unit)</td>
<td>200</td>
<td>50</td>
<td>200</td>
</tr>
</tbody>
</table>

\textsuperscript{18} The Town of Warren Zoning Map can be found in the Appendix C of this document
Village:
A sampling of allowed uses in the three districts shows that almost all uses are allowed in the Village District, with some exceptions where a use is not allowed or requires a special permit: (rephrase)

- Residential – allowed
  - Except mobile homes or mobile home parks
- Commercial – allowed
  - Exceptions include fast food, veterinary hospitals, contracting businesses, and hotels/motels which require a special permit
- Industrial – allowed for existing industrial sites, including increase in present use.
  - New industrial, manufacturing, warehouse, or storage facility uses require a special permit.
- Agricultural – allowed
- Automotive – allowed by special permit (service station, repair garage, salesroom w/indoor storage)
- Institutional, Educational, Recreational – allowed (includes nursery, public buildings, nursing homes, hospitals)
  - Recreational uses require a special permit
  - Town dump or refuse disposal station not allowed

Residential:
Uses in the residentially zoned districts are more strictly regulated.

- Residential – allowed
  - Multi-family (3+) dwellings not allowed
  - Mobile home or mobile home parks not allowed
- Commercial – not allowed
  - Restaurants (except fast food) are allowed
  - Special permits allow for business or professional offices, hotel/motel, crafts, and veterinary/kennel uses
- Industrial – allowed by special permit
- Agricultural – allowed
- Automotive – not allowed
- Institutional, Educational, Recreational – allowed by right or special permit

Rural:
Uses in the rurally zoned districts are also more strictly regulated.

- Residential – allowed
  - Single-family only
  - No new mobile homes or mobile home parks (except within existing mobile home parks occupied for 10+ continuous years)
- Commercial – not allowed
  - Special permits allow for business or professional offices, restaurants (except fast food), crafts, contracting, riding stables or boarding for horses, and veterinary/kennel uses
- Industrial – not allowed
- Special permits allow for warehouse, storage facility, or increase in present use
  - Agricultural – allowed
  - Automotive – not allowed
  - Institutional, Educational, Recreational – allowed by right or special permit

**Other Uses**
There are a number of uses that are allowed in all zoning districts, either by right or special permit.
- Home occupations or accessory uses are generally allowed in all districts, including offices of resident physicians, dentists, attorneys, architects, engineers, real estate or insurance brokers, or practitioners of any other recognized profession or studio of a resident artist or musician. This also includes customary home occupations that are operated by a resident on the premises.
- Commercial outdoor recreation establishments allowed by special permit in all zones, as are golf courses, swimming, skating, or tennis clubs.

**Wireless Communications**
The zoning by-laws also include a section that covers wireless communications facilities. This section addresses the issue of siting of such facilities and the creation of an overlay district. Wireless communication facilities (WCF) and devices are defined and the types and manner in which they are allowed are described in detail. These definitions differentiate between towers, devices such as antennae or dishes, stealth communication facilities (hidden or camouflaged WCF, towers, or devices), and accessory buildings.

Wireless Communications Facility Overlay District (WCFOD):
- Superimposed over existing zoning map
- Boundaries – 500 feet to the North and South of the Massachusetts Turnpike as it travels through the Town of Warren.

Erection or building of WCF, communication devices, stealth facilities, or accessory buildings requires a special permit to be granted by the Planning Board in accordance with the guidelines set forth in the zoning by-laws. Any of this type of structure is also restricted by height, visual impact, and other visual or technical specifications set forth in the zoning by-laws.

**Earth Removal**
Guidelines and restrictions for removal of earth are also described in the zoning by-laws, covering all districts and applying to all lot owners and relevant persons, including corporations, societies, associations, and partnerships. All earth removal activities require a special permit, except in the case of operations for any municipal purpose relating to the Town of Warren, customary agricultural, farming, gardening, or nursery operations, or if less than five hundred (500) cubic yards for the purpose of constructing a building, private way, or other intent as specified in a building permit.
Related Plans or Guidelines

The Town of Warren does not currently have in place a Subdivision By-law, Design Guidelines, or Site Plan Review process.

Infrastructure support such as water and sewer is limited to the village and residential zoning districts. Existing infrastructure conditions will be discussed in the following section.
Appendix C

Zoning District Description

<table>
<thead>
<tr>
<th>Zoning District</th>
<th>Description</th>
<th>Area</th>
</tr>
</thead>
<tbody>
<tr>
<td>RU</td>
<td>Rural</td>
<td>88.92</td>
</tr>
<tr>
<td>R</td>
<td>Residential</td>
<td>5.71</td>
</tr>
<tr>
<td>C</td>
<td>Village</td>
<td>3.62</td>
</tr>
</tbody>
</table>
Appendix D

Economic Development Association (EDA)

The Santa Maria Valley Economic Development Association (EDA) is a community supported non-profit economic development organization. It was founded in 1961 and is a very influential focus group in the Santa Maria Valley. The EDA is managed by a diverse membership of 15 elected board members. The EDA only has five salaried personnel which include an Executive Director and four staff members.

Goal of EDA

- Selectively attract diverse industry to create new jobs and maintain a balanced business climate.
- Assist companies with location process.
- Work to maintain the environmental and economic stability of their community.
- Provide a network of communication among businesses and public entities.

Provide long-term planning for controlled growth and ongoing prosperity to ensure our high quality of life continues.

BENEFITS of EDA

- Continuing education in critical issues impacting Santa Maria future.
- Easy access to valuable business opportunities and resources.
- Direct access to influential people and innovative ideas.
- Avenues for participation in problem-solving activities

GROWTH OPPORTUNITIES IN LIGHT OF EDA

EDA offers involvement options for everyone:

- Committees include: Outreach and Economic Update.
- Our monthly newsletter is well worth reading
Appendix E

Light Manufacturing

The following addresses exactly what Light Manufacturing entails and provides recommendations for attracting and sustaining light manufacturing industry.

Light manufacturing might be defined as: “A light industrial business where all processing, fabricating, assembly, or disassembly of items takes places wholly within an enclosed building. Typical items for processing, fabricating, assembly, or disassembly include but are not limited to apparel, home accessories, food, small machine components, clothing accessories, instruments, computers, and electronic devices”\(^1\). In general light manufacturing requires no extensive hauling, loading or unloading of material. In addition light manufacturing does not show its effects, such as smoke, noise, odor, and dust beyond the property boundary\(^2\). (see performance standards below)

The town of Warren has a long history of being a mill village; however, the number of manufacturing jobs is on the decline. In 2003 there were a total of 1,310 jobs in Warren, and manufacturing jobs accounted for almost 55% of the total jobs and retail jobs accounting for roughly 5% (Economic Statistical Profile). The long-term prospect for these manufacturing enterprises is a critical question in planning the economic redevelopment of Warren in the 21\(^{st}\) century.

In light manufacturing the value added is through the application of skill to physical or raw materials. In the past this skill was only possible through the hire of specialized crafts people. However, in today’s economy this skill is captured and applied to the fabrication of the product by a computer program that runs a computerized machine tool\(^3\). Thus enabling the manufacturing process to be broken down and allowing for different people to learn the skills required to perform a couple of manufacturing steps out of the whole process.

As technology advances in computerization and robotic fabricating equipment there is increasing pressure on the US light manufacturing sector from foreign competition. Strong American light manufacturing businesses such as auto, and hand tools are being trumped by foreign competition\(^4\). According to the Industry Week magazine’s June 2003 issue, foreign companies invested $52 billion in to China in 2002. Overall, this causing many American light manufacturing business to go out of business and in general decreasing the US’s industrial production across the board. Another component to this fall in American light manufacturing businesses is that labor cost is much lower over seas.

Although, there is a large decrease in American light manufacturing business there are important factors that benefit US companies:
• American light manufacturing companies are closest to end users
• The US government is required to source through American manufactures

Where speed is important American companies will have the advantage over foreign competitors. The foreign companies will have to think in terms of oceanic transit for their product. As well, state governments attempt to buy locally when possible. Because of this there are key elements that the light manufactured product should entail in order to survive the market and have a competitive advantage. Warren should adjust their light manufacturing to encompass all of these in order to sustain its manufacturing tax base. Those key elements are create a Light Manufacturing District (LMD) that supports a niche market and is internet accessible.

**Niche market**

Niche marketing can be highly profitable and a way to sustain light manufacturing in a community. Most companies large and small succeed by tailoring their product to the demands of a geographic area or ethic group. As well, producing for a niche market is a low-risk way to grow a business and increase its competitively. However, when choosing a niche market it is important to determine how your product meets the needs of the community and provides a unique service.

**Internet accessible**

A town having a well wired telecommunications system is an important factor to interested businesses that want to relocate. Having access to not only the internet but cell phone reception is key in today’s economy. Light manufacturing can be increased and sustained through the internet. This is because the internet can provide a very economical and sensible link to the consumer. The internet is also a viable option for advertisement because of the large number of people that can have access to the product and the low cost to advertise.
**Light Manufacturing District (LMD)**

The Light Manufacturing (LM) District is intended to provide for limited manufacturing and other light industrial uses within the Industrial Corridor that are compatible with business parks and adjacent residential areas.

**Uses Permitted**

**Primary Uses.** The following uses, or uses determined to be similar by the Planning Director, are permitted in the LM District as primary uses.

- **Light Manufacturing Uses.**
  - (a) Manufacturing and assembly of clothing.
  - (b) Manufacturing and assembly of televisions and radios, including parts and components.
  - (c) Assembly of electrical appliances such as lighting fixtures, irons, fans, toasters and electric toys, but not including refrigerators, washing machines, dryers, dishwashers and similar home appliances.
  - (d) Assembly of electric appliances such as radio and television receivers, phonographs and home motion picture equipment, but not including electrical machinery.
  - (e) General office uses (including computer centers), when ancillary to another use listed in this subsection, where an office user shall have less than 2,000 square feet of usable space.
  - (f) Publishing facilities.
  - (g) Light manufacturing support and service facilities to include activities limited to the servicing of products produced on the parcel or servicing of businesses on the parcel, such as: repair and maintenance of appliances or component parts, tooling; printers, testing shops, small machine shops, copying, and photo engraving.
  - (h) Sales at wholesale manufacturers’ representatives and sales office, or sales to the ultimate consumer of products made to the customer’s orders.
  - (i) Engineering, drafting and design facilities, when ancillary to another use listed in this subsection.
  - (j) Manufacturing and assembly of business machines, including electronic data processing equipment, accounting machines, calculators and related equipment. Manufacturing and assembly of electrical supplies, such as coils, condensers, crystal holders, insulation, lamps, switches and wire cable assembly, provided no noxious or offensive fumes or odors are produced.
  - (k) Manufacturing of scientific, medical, dental and drafting instruments, orthopedic and medical appliances, optical goods, watches and clocks, electronics equipment, precision instruments, musical instruments and cameras and photographic equipment except film.
**Secondary Uses:** The following uses are permitted as secondary or subordinate uses to the uses permitted in the LM District:

- None.

**Other Uses:**

- Public agency facilities.

**Conditionally Permitted Uses**

**Administrative Uses.** The following uses are permitted in the LM District subject to approval of an administrative use permit:

- **Light Manufacturing Uses.**
  - (a) Laboratories, including commercial, testing, research, experimental or other laboratories, including pilot plants.
  - (b) Printing, lithography and engraving.
  - (c) Research and development facilities and such facilities which require area available for laboratories to execute product development. Any research and development use may be operated in conjunction with any allowed light manufacturing use or office use.
  - (d) Uses typically associated with research and development and light manufacturing for the electronics and semiconductor industries.
  - (e) Manufacturing or combining processes of pharmaceutical products, provided no noxious or offensive fumes or odors are produced.
  - (f) Manufacturing or combining processes of biological products, provided no noxious or offensive fumes or odors are produced.
  - (g) Manufacturing and assembly of computer hardware and software, communications, testing equipment, and electronics equipment.

**Conditional Uses.** The following uses are permitted in the LM District subject to approval of a conditional use permit:

- Major or minor open storage.
- Recreational vehicle storage facility.
- Public storage facilities.

**Lot Requirements**

a. Minimum Lot Size: 10,000 square feet.
b. Minimum Lot Frontage: 35 feet.
c. Minimum Average Lot Width: 70 feet.
d. Maximum Lot Coverage: 40 percent.
e. Minimum Average Lot Depth: 250 feet.
f. Special Lot Requirements and Exceptions: See General Regulations Section 10-1.2720.

Yard Requirements

b. Minimum Side Street Yard: 10 feet.
c. Minimum Side Yard: None.
d. Minimum Rear Yard: None.
e. Special Side and Rear Yard Provision for manufacturing and storage buildings and uses:
   (1) 20 feet where abutting an A, OS, R, MH, C, or residential PD zoning district.
   (2) Greater setbacks where required by the Uniform Building Code as adopted by the City.
f. Special Yard Requirements and Exceptions: See General Regulations Section 10-1.2725.

Height Limit

a. Maximum Height Permitted: 40 feet.
b. Maximum Accessory Building Height: 40 feet.
c. Maximum Height for Fences/Hedges/Walls:
   (1) Front and Side Street Yard: 4 feet.
   (2) Side and Rear Yard: 8 feet.
   (Also see Section 10-1.1645(i) for additional standards.)
d. Special Height Requirements and Exceptions: See General Regulations Section 10-1.2730.

Site Plan Review Required

Site Plan Review approval is required before issuance of any building, grading, or construction permit within this district only if the Planning Director determines that a project material alters the appearance and character of the property or area or may be incompatible with City policies, standards, guidelines and Neighborhood Plans. Site Plan Review approval may also be required for fences (i.e., such as anodized gray chain link fences along corridor streets) in certain circumstances.
## Appendix F

### Buildout Analysis Summary

**Buildout completion date:** 2001

#### Demographic Projections

<table>
<thead>
<tr>
<th>Category</th>
<th>1990</th>
<th>Current</th>
<th>Buildout</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residents (18+)</td>
<td>4,437.00</td>
<td>4,776.00</td>
<td>20,946.00</td>
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<tr>
<td>Students (K-12)</td>
<td>776.00</td>
<td>879.00</td>
<td>4,631.00</td>
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<tr>
<td>Residential Units</td>
<td>1,694.00</td>
<td>2,014.00</td>
<td>8,836.00</td>
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</table>

#### Water Use (gallons/day)

<table>
<thead>
<tr>
<th>Category</th>
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<th>Buildout</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>411,739.73</td>
<td>1,658,900.73</td>
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#### Buildout Impacts

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<tr>
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<th>Impact</th>
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</thead>
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<tr>
<td>Additional Residents</td>
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<td>Additional Students (K-12)</td>
<td>3,752.00</td>
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<tr>
<td>Additional Residential Units</td>
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<td>Additional Developable Land Area (sq ft)</td>
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<tr>
<td>Additional Developable Land Area (acres)</td>
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<tr>
<td>Additional Commercial/Industrial Buildable Floor Area (sq ft)</td>
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</tr>
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<td>Additional Water Demand at Buildout (gallons/day)</td>
<td>1,247,161.00</td>
</tr>
<tr>
<td>Residential</td>
<td>1,212,750.00</td>
</tr>
<tr>
<td>Commercial and Industrial</td>
<td>34,411.00</td>
</tr>
<tr>
<td>Additional Solid Waste (tons/yr)</td>
<td>9,750.00</td>
</tr>
<tr>
<td>Non-Recyclable</td>
<td>5,902.00</td>
</tr>
<tr>
<td>Recyclable</td>
<td>3,848.00</td>
</tr>
<tr>
<td>Additional Roadway at Buildout (miles)</td>
<td>112.00</td>
</tr>
</tbody>
</table>

---

19Source: Mass. Executive Office of Environmental Affairs (EOEA), Community Preservation Initiative
Appendix G

Economic Conditions and Prospects Study for Central Massachusetts

As Warren falls under the Central Massachusetts Regional Planning Commission (CMRPC), it is worthwhile to refer to the key findings of the 1996 Economic Conditions and Prospects Study for Central Massachusetts. This study was prepared in assistance with the Worcester Area Chamber of Commerce and the Worcester Office of Planning and Community Development and outlines the general economic conditions and emerging economic trends observed amongst the towns and cities of Central Massachusetts.

Manufacturing

- In spite of declines, manufacturing still accounts for 22% of the region’s employment base and the following industries are actually on the rise: biotechnology, photonics, plastics, and electronic components.
- Roughly two thirds of the region’s manufacturing firms have plans to expand in the next five years and three quarters have planned to diversify their product lines.

Service Industry

- The service sector of the regional economy has shown the highest increase in jobs created since the 1980’s with the health care industry responsible for the largest amount of job growth in the service sector.

Start Up and Small Businesses

- Although small businesses are becoming an ever-increasing part of the regional economy, all of the banks interviewed for the study said they cannot make commercial loans under $10,000 profitably and none of them have micro loan programs for under $2,000.

Workforce Development

- Over one third of the firms surveyed indicated having difficulty finding skilled and semi-skilled workers or people with strong engineering skills.
- A majority of the firms surveyed (71%) were not familiar with area job training programs and yet the Regional Employment Board (REB) has experienced more demand for job training than it has the resources to deliver.

Industrial Space Availability

- State and regional economic development officials have noted a regional shortage of fully serviced industrial land and many companies have had difficulty finding suitable expansion land in their host community and the region as a whole.
• While water and sewer capacity is sufficient on a regional basis, such infrastructure often does not extend to key parcels of land.

• The region as a whole has not done a very good job of cleaning up its “Brownfield” sites. Only 21 of 473 “Brownfield” sites had been cleaned-up by the time of the study’s publication.
Appendix H

Clinton, Massachusetts

Clinton, Massachusetts is a model Town for Warren’s light manufacturing efforts.

Clinton is located in central Massachusetts, bordered by Bolton and Berlin on the east, Boylston on the south, Sterling on the west, and Lancaster on the northwest and north. It is about 13 miles north of Worcester, 16 miles south of Fitchburg, 35 miles west of Boston, and 200 miles from New York. There are three different principle highways in Clinton: State Routes 62, 70, and 110. Clinton being in the Worcester region there are three major cross-state highways, those being Route 9, Route 20, and the Massachusetts Turnpike. As well, I-495 borders to the east, I-190 connects to the Fitchburg-Leominister area, I-84 and I-395 connect to Connecticut. The town of Clinton in general is well connected by rail and highway to the ports, airports, and intermodal facilities of Boston and Providence.

Clinton is in the valley of the south branch of the Nashua River and is home to the Wachusetts Reservoir, formed by damming the river in 1905 to provide water for the city of Boston. Clinton’s large water supply provides an abundant of hydroelectricity that enticed the creation of a large manufacturing base in Clinton. The town of Clinton was incorporated in 1850 with an already established diverse population of 3,000 and was the fourth largest manufacturing center in Worcester County. This manufacturing base was largely due to the ingenuity of the Bigelow brothers, who invented new kinds of power looms and set up mills to house these looms. By 1850 five million yards of cloth was woven by 700 mill employees. Through Clinton’s manufacturing history the Bigelow brothers continued to redefine their equipment, establish rug weaving looms, and wire cloth looms. Additional industries continued to spring up in town such as foundries and machine shops. In general Clinton became a national and world leader in production of carpets, cotton gingham and wire cloth. Today, Clinton’s mills still house a diverse group of manufacturing uses.

General Demographics

County: Worcester
Total area: 7.29 sq. miles, land area: 5.70 sq. miles
Public road miles: 48.63
Population: 13,435
Population Density: 2,507
Residential Tax Rate: $16.06
Average Single Family Tax Bill: $2,092
Average Single Family Property Value: $130,361
Form of Government: Selectmen, Town Administrator, Open Town Meeting
Annual Spending: $21,294,423

---

20 Population data from US Census 2000, Tax rate from FY 2001, Average tax bills and property value from FY 2001
### Tax rates & Property Values

<table>
<thead>
<tr>
<th>Type of property</th>
<th>Tax Rate</th>
<th>Total assessed value</th>
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<tbody>
<tr>
<td>Residential:</td>
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<td>$479,599,999</td>
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<tr>
<td>Commercial:</td>
<td>$31.48</td>
<td>$35,243,601</td>
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<tr>
<td>Industrial:</td>
<td>$31.48</td>
<td>$42,551,000</td>
</tr>
<tr>
<td>Personal property:</td>
<td>$31.48</td>
<td>$13,448,601</td>
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<tr>
<td>Open space:</td>
<td>---</td>
<td>----</td>
</tr>
<tr>
<td><strong>Total for all property:</strong></td>
<td>---</td>
<td><strong>$570,843,201</strong></td>
</tr>
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</table>

*Note: tax and assessment data from FY 2001*

### Income

<table>
<thead>
<tr>
<th></th>
<th>1990</th>
<th>2000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Income per capita</td>
<td>$15,328</td>
<td>$22,764</td>
</tr>
<tr>
<td>Median household income</td>
<td>$34,091</td>
<td>$44,740</td>
</tr>
<tr>
<td>Median family income</td>
<td>$40,139</td>
<td>$53,308</td>
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</table>

*Note: Income data from 1990 & 2000 Census Bureau. Based on place of residence*

### General fund expenditures for FY 1999

<table>
<thead>
<tr>
<th></th>
<th>1990</th>
<th>% of total</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Total spending:</strong></td>
<td>$21,294,423</td>
<td>100%</td>
</tr>
<tr>
<td><strong>General government:</strong></td>
<td>$855,146</td>
<td>4.02%</td>
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<tr>
<td><strong>Police:</strong></td>
<td>$1,534,681</td>
<td>7.21%</td>
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<tr>
<td><strong>Fire:</strong></td>
<td>$1,228,710</td>
<td>5.77%</td>
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<tr>
<td><strong>Other public safety:</strong></td>
<td>$91,706</td>
<td>0.43%</td>
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<tr>
<td><strong>Education:</strong></td>
<td>$11,796,389</td>
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<tr>
<td><strong>Public works:</strong></td>
<td>$1,055,173</td>
<td>4.96%</td>
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<tr>
<td><strong>Highway:</strong></td>
<td>$711,192</td>
<td>3.34%</td>
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<tr>
<td><strong>Other:</strong></td>
<td>$343,981</td>
<td>1.62%</td>
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<tr>
<td><strong>Health &amp; Welfare:</strong></td>
<td>$272,767</td>
<td>1.28%</td>
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<tr>
<td><strong>Culture &amp; Recreation:</strong></td>
<td>$339,198</td>
<td>1.59%</td>
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<tr>
<td><strong>Debt services:</strong></td>
<td>$1,844,219</td>
<td>8.66%</td>
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<tr>
<td><strong>Fixed costs:</strong></td>
<td>$1,721,250</td>
<td>8.08%</td>
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<tr>
<td><strong>Inter-governmental:</strong></td>
<td>$553,076</td>
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<tr>
<td><strong>Other:</strong></td>
<td>$1,482</td>
<td>0.01%</td>
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*Note: Total may not add to 100% due to rounding. Expenditures are from general fund only*
<table>
<thead>
<tr>
<th>Month</th>
<th>Year</th>
<th>Labor Force</th>
<th>Employed</th>
<th>Unemployed</th>
<th>Unemployment Rate</th>
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<tbody>
<tr>
<td>2</td>
<td>2005</td>
<td>7,497</td>
<td>6,991</td>
<td>506</td>
<td>6.7</td>
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<table>
<thead>
<tr>
<th>Annual Year</th>
<th>Labor Force</th>
<th>Employed</th>
<th>Unemployed</th>
<th>Unemployment Rate</th>
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<tr>
<td>Average 2004</td>
<td>7,515</td>
<td>7,059</td>
<td>456</td>
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<tr>
<td>Average 2003</td>
<td>7,475</td>
<td>6,949</td>
<td>526</td>
<td>7.0</td>
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<tr>
<td>Average 2002</td>
<td>7,421</td>
<td>6,955</td>
<td>466</td>
<td>6.3</td>
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<tr>
<td>Average 2001</td>
<td>7,380</td>
<td>7,078</td>
<td>302</td>
<td>4.1</td>
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<tr>
<td>Average 2000</td>
<td>7,266</td>
<td>7,077</td>
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<td>2.6</td>
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<tr>
<td>Average 1999</td>
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<td>7,009</td>
<td>276</td>
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<tr>
<td>Average 1998</td>
<td>7,301</td>
<td>7,060</td>
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<tr>
<td>Average 1997</td>
<td>7,199</td>
<td>6,931</td>
<td>268</td>
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<tr>
<td>Average 1996</td>
<td>7,171</td>
<td>6,794</td>
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<td>Average 1995</td>
<td>7,195</td>
<td>6,721</td>
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<td>7,109</td>
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<td>7,167</td>
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<td>Average 1992</td>
<td>7,170</td>
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<td>Average 1991</td>
<td>7,180</td>
<td>6,458</td>
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<tr>
<td>Average 1990</td>
<td>7,351</td>
<td>6,828</td>
<td>523</td>
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MA, Division of Unemployment Assistance
### Employment and Wages by Industry in Clinton

<table>
<thead>
<tr>
<th>Year</th>
<th>Industry</th>
<th>Establishments</th>
<th>Total Wages</th>
<th>Average Employment</th>
<th>Average Weekly Wage</th>
</tr>
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<tbody>
<tr>
<td>2003</td>
<td>Total, All Industries--All Ownership</td>
<td>329</td>
<td>$188,116,448</td>
<td>4,731</td>
<td>$765</td>
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<tr>
<td></td>
<td>Total, All Industries--Private Ownership</td>
<td>314</td>
<td>$162,463,609</td>
<td>4,064</td>
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<tr>
<td></td>
<td>Construction</td>
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<td>$6,822,168</td>
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<td>$793</td>
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<td></td>
<td>Manufacturing</td>
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<td>$1,077</td>
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<td></td>
<td>Wholesale Trade</td>
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<td>Transportation and Warehousing</td>
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<td>Real Estate and Rental and Leasing</td>
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<td>$1,800,351</td>
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<td>Professional and Technical Services</td>
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<td>$3,509,712</td>
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<td>$228</td>
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<td>Other Services, Ex. Public Admin</td>
<td>45</td>
<td>$2,256,164</td>
<td>138</td>
<td>$314</td>
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</table>
## Employment and Wages by Industry in Clinton

<table>
<thead>
<tr>
<th>Year</th>
<th>Industry</th>
<th>Establishments</th>
<th>Total Wages</th>
<th>Average Employment</th>
<th>Average Weekly Wage</th>
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<tbody>
<tr>
<td>2002</td>
<td>Total, All Industries--All Ownership</td>
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<td>$779</td>
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<td>Total, All Industries--Private Ownership</td>
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<td></td>
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<td>Finance and Insurance</td>
<td>11</td>
<td>$2,002,585</td>
<td>47</td>
<td>$812</td>
</tr>
<tr>
<td></td>
<td>Real Estate and Rental and Leasing</td>
<td>8</td>
<td>$1,694,120</td>
<td>65</td>
<td>$504</td>
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<tr>
<td></td>
<td>Professional and Technical Services</td>
<td>26</td>
<td>$5,968,672</td>
<td>112</td>
<td>$1,027</td>
</tr>
<tr>
<td></td>
<td>Administrative and Waste Services</td>
<td>17</td>
<td>$2,122,569</td>
<td>114</td>
<td>$359</td>
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<tr>
<td></td>
<td>Health Care and Social Assistance</td>
<td>42</td>
<td>$11,061,220</td>
<td>453</td>
<td>$469</td>
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<tr>
<td></td>
<td>Accommodation and Food Services</td>
<td>35</td>
<td>$3,328,988</td>
<td>301</td>
<td>$213</td>
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<tr>
<td></td>
<td>Other Services, Ex. Public Admin</td>
<td>44</td>
<td>$2,021,140</td>
<td>137</td>
<td>$283</td>
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### Employment and Wages by Industry in Clinton

<table>
<thead>
<tr>
<th>Industry</th>
<th>Establishments</th>
<th>Total Wages</th>
<th>Average Employment</th>
<th>Average Weekly Wage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total, All Industries--All Ownership</td>
<td>324</td>
<td>$189,444,590</td>
<td>4,865</td>
<td>$749</td>
</tr>
<tr>
<td>Total, All Industries--Private Ownership</td>
<td>309</td>
<td>$168,758,198</td>
<td>4,274</td>
<td>$759</td>
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<tr>
<td>Construction</td>
<td>31</td>
<td>$7,229,620</td>
<td>167</td>
<td>$832</td>
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<tr>
<td>Manufacturing</td>
<td>36</td>
<td>$118,577,618</td>
<td>2,226</td>
<td>$1,025</td>
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<tr>
<td>Wholesale Trade</td>
<td>15</td>
<td>$5,404,536</td>
<td>133</td>
<td>$779</td>
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<tr>
<td>Retail Trade</td>
<td>38</td>
<td>$7,167,210</td>
<td>392</td>
<td>$352</td>
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<tr>
<td>Transportation and Warehousing</td>
<td>6</td>
<td>$1,289,419</td>
<td>56</td>
<td>$443</td>
</tr>
<tr>
<td>Information</td>
<td>6</td>
<td>$1,678,605</td>
<td>51</td>
<td>$631</td>
</tr>
<tr>
<td>Finance and Insurance</td>
<td>10</td>
<td>$1,879,996</td>
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<td>$748</td>
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<tr>
<td>Real Estate and Rental and Leasing</td>
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<td>$383,689</td>
<td>22</td>
<td>$333</td>
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<tr>
<td>Professional and Technical Services</td>
<td>24</td>
<td>$6,134,856</td>
<td>106</td>
<td>$1,109</td>
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<tr>
<td>Administrative and Waste Services</td>
<td>17</td>
<td>$2,038,782</td>
<td>128</td>
<td>$307</td>
</tr>
<tr>
<td>Health Care and Social Assistance</td>
<td>42</td>
<td>$10,113,922</td>
<td>437</td>
<td>$445</td>
</tr>
<tr>
<td>Accommodation and Food Services</td>
<td>30</td>
<td>$3,078,347</td>
<td>298</td>
<td>$199</td>
</tr>
<tr>
<td>Other Services, Ex. Public Admin</td>
<td>42</td>
<td>$1,900,203</td>
<td>143</td>
<td>$256</td>
</tr>
</tbody>
</table>

MA, Division of Unemployment Assistance
**All Manufacturing Companies Located in Clinton**

Automated Assemblies Corporation  
J. Cardoza Machinery Co. Inc.  
Clinton Recycling & Converting, Inc.  
Darmann Abrasive Products  
Dolan Industries  
Injectronics, Inc.  
Laser S.O.S. USA  
Lloyd & Bouvier  
Mass Chair Inc.  
MTM Sheet Metal  
Nypro, Inc.  
PermaMark, Inc.  
Radius Product Development  
William Reisner Corporation  
Res-Tech Corporation  
Rockbestos-Surprenant Cable Corporation

Clinton because of its long standing history of mill manufacturing has been able to support a large number of small, medium and large industrial and manufacturing companies. One of Clinton's long standing manufacturing companies is Nypro. Nypro is a leading global precision molder, and provides world-class service to a variety of successful markets that need precision plastics molding, including Electronics/Telecommunications, Consumer/Industrial, Packaging, Healthcare, Automotive and Contract Manufacturing. Nypro's loyalty to their global customers is legendary, and exemplifies the company's slogan, "We'll be there with you."

Nypro Clinton  
101 Union Street  
Clinton, MA 01510  
Telephone: (978) 365-9721  
President Brian Payson  
http://www.nypro.com April 14, 2005

**Nypro Clinton**

Nypro Clinton is the largest Nypro facility in North America. As Nypro's original operation, Nypro Clinton will soon be celebrating its 50th year in the industry. Nypro is located in a 750,000 square foot campus that also hosts Nypro Inc., NyproMold, Automated Assemblies and Radius Product Design.

Nypro Clinton services the Packaging, Consumer, Automotive, Electronics & Telecommunications markets, and has a primary focus on Healthcare.
The facility has over 85 molding machines ranging in size from 60 to 500 tons, all with servo robots and many organized into work cells.

**Types of Contract Manufacturers using Nypro**

- Electric Manufacturing Services (EMS)
- Original Design Manufactures (ODM)
- Original Equipment Manufactures with Contract Manufacturing Partners (OEM)
- Design Firms
- Sub-Assemblers

The largest component to Nypro success is that it has made strategic efforts to not only build up their own internal value-add capabilities, but also to align themselves with the best and most successful Contracting Manufactures in the world. For example by Nypro’s partnership with Tier 1 Contract Manufacturers, Nypro has been able to increase their market share of molded plastics and plastic related sub-assemblies with major Original Equipment Manufactures. They in general assist their Contract Manufacture partners to bring a complete solution to their end-customers by providing mechanical design and physical design solutions directly to them and their end-customer's design teams. Through this strategy, Nypro has been better able to adjust to the ever changing global out-sourcing model. Servicing the Contract Manufacture customers in this way has helped to introduce Nypro to new customers and markets.

In general Nypro has been successful in Clinton, Ma and all over the World because it has made a market niche for it’s self. Nypro is a competitive company that can adjust to the different manufacturing needs of their Contract Manufactures in order to produce exactly what their Contract Manufactures need. They as a company serve several different types of Contract Manufactures on many different levels. Warren, Ma being similar to Clinton in the fact that it’s identity and town character is seeded in a history of manufacturing and industrial operations. However, currently in Warren there has been a decline in the numbers of manufacturing operations and employees. Warren has seen a decrease of percent in its manufacturing base since . In order for Warren to attract new companies to the area and reestablish its manufacturing and industry case it should follow the recommendations on page .
Appendix I

Casino Impact on the Town of Ledyard, CT (FOXWOODS RESORT & CASINO) \[21\]

"Executive Summary" The Southeastern Connecticut region has experienced substantial economic growth over the last decade due in part to the development of Foxwoods Resort Casino and Mohegan Sun Casino. This growth however, has imposed profound impacts on the towns in the region. Impacts include, but are not limited to: 24 hour per day traffic increases, resulting in the need for additional traffic control and highway management; increased number of motor vehicle accidents, requiring additional motor vehicle enforcement; increased DWI incidents, which occur at a frequency higher than anywhere else in the state; and the need for more emergency medical services. These impacts not only effect the quality of life in our towns, but they place significant additional fiscal burdens on the towns as well.

Host communities in the region such as Ledyard, population 15,000, face these issues in addition to not receiving the full benefit of economic growth through grand list expansion.

In 2000/01, quantifiable costs to the Town of Ledyard resulting from hosting Foxwoods Casino total $2,221,976.00.

<table>
<thead>
<tr>
<th>COST</th>
<th>AREA</th>
</tr>
</thead>
<tbody>
<tr>
<td>$336,084.00</td>
<td>Crime</td>
</tr>
<tr>
<td>$5,098.00</td>
<td>General Assistance / Social Services</td>
</tr>
<tr>
<td>$370,000.00</td>
<td>Legal Costs of Annexation</td>
</tr>
<tr>
<td>$870,000.00</td>
<td>Local Roads &amp; Bridges -- Anticipated future improvements</td>
</tr>
<tr>
<td>$330,000.00</td>
<td>Local Roads &amp; Bridges -- Improvements completed</td>
</tr>
<tr>
<td>$49,864.00</td>
<td>Local Zoning Enforcement &amp; Litigation</td>
</tr>
<tr>
<td>$260,930.00</td>
<td>Public Safety &amp; Traffic</td>
</tr>
<tr>
<td>$2,221,976.00</td>
<td>Costs incurred</td>
</tr>
</tbody>
</table>

In the cast of most significant economic development projects, host municipalities can look to the growth in property taxes as a source of revenue to support the costs of the development. However, in this case, the casinos are federally recognized sovereign nations and are not subject to local taxes or state taxes.

The Gaming Compact negotiated by then Governor Weicker provided that 25% of the slot machine revenue generated by the Casinos would be given to the State of Connecticut "Pequot Fund". The State then developed funding programs for municipalities to enable them to share in the economic success of the Casinos. In 2000/01, the Casinos paid $335,000,000.00 to the State of Connecticut. Of that, $135,000,000.00 or 40% was allocated to Connecticut municipalities.

Ledyard Connecticut, a host town of Foxwoods Casino, received only $689,000.00 or .5% of the municipal share available.

\[21\] http://www.tribalnation.com/Ledyard.html
2000/01 quantifiable cost to the Town of Ledyard resulting from hosting Foxwoods Casino
$2,221,976.00!!

Ledyard, CT, the host town of Foxwoods Casino received $689,050.00 from the state Pequot
fund. When other towns in Connecticut are reaping monetary rewards from the casino with
out any financial burden. Ledyard, CT, one of the host towns is incurring costs from the casino of
$2,221,976.00, and only receiving $689,000.00.

Ledyard continues to see its local property tax base erode as a result of hosting the
Mashantucket Pequot Indian Reservation. The applications by the Pequot Tribe to the U.S.
Department of Interior to annex 232 additional acres will decrease Ledyard’s annual property
taxes by $152,000.00. The current and future loss of taxes from casino related developments
located on these tribal properties, leaves Ledyard in the position of cutting back on providing
essential services to the 15,000 residents, casino patrons and casino employees who travel the
roads daily. As a host community Ledyard must look to the State to recognize the qualifying and
quantifiable impacts Foxwoods Casino has had on the town and amend the “Pequot Formula” to
return to the Town a amount that reflects the actual impact aid Ledyard need and deserves

Introduction

Foxwoods casino opened February 1992, it is the largest casino in the world, operating 24 hours
day 365 days a year. The casino averages 55,000 visitors a day and the museum attracts an
estimated 300,000 visitors a year exclusively to the museum. The casinos have brought many
jobs to the area acting as a stimulus. But most the jobs created are low paying $15,000 to
$25,000 per year.

But for the town of Ledyard, population 15,000, the development has presented unique difficulties
and has come at a real cost to the Town. As a host community, the significant increase in visitors
to the town means dealing with an increase in demand for municipal obligations such as public
safety, traffic control street maintenance, emergency services, social services and government
administration. An equally critical issue is the impact on the quality of life. Financial and social
impacts on the town manifest themselves in many ways: Rapidly escalating crime rate leading to
increased policing and emergency services cost, the increases in traffic along local roads and
state highways leading to deteriorating roadway infrastructure, and now having the highest DWI /
DUI rate in the state.

Two statistics alone would suffice to make this point.

1. Between 1990 and 1998, a period when the overall crime rates in the New London Labor
Market Area had declined by 10.8%, the crime rate in Ledyard went up by 300%. If only “out of
casino” crimes are considered, Ledyard alone has registered a 70% in crime in that same period.

2. The second statistic, from the Connecticut Department of Transportation shows an
approximately 200% increase in traffic volumes on state highways from 1988 to 1996. While the
period slowed over the period from 1997 to 2000 on state roads in Ledyard, the number of visitors
to Foxwoods has increased by 4%. Since on new road have been built in that time frame, it is
safe to assume that visitors to the casino are no using local road rather that state roads, to reach
the casino.

***Annexation simply put, lands taken into trust do not pay local property taxes, which are primary
source of funds used by the three towns to pay for roadway infrastructure improvements and
policing costs***

Public Safety Impacts and Increase Policing Costs
One of the major adverse impacts of the significant increase in the number of visitors and employees passing through Ledyard to get to the casino is increased public safety concerns, motor vehicle violations and criminal activity.

<table>
<thead>
<tr>
<th>Year</th>
<th>In Casino Crime</th>
<th>Out of Casino Crime</th>
<th>Total Crime</th>
</tr>
</thead>
<tbody>
<tr>
<td>1990</td>
<td>-</td>
<td>-</td>
<td>214</td>
</tr>
<tr>
<td>1991</td>
<td>-</td>
<td>-</td>
<td>214</td>
</tr>
<tr>
<td>1992</td>
<td>-</td>
<td>-</td>
<td>283</td>
</tr>
<tr>
<td>1993</td>
<td>496</td>
<td>535</td>
<td>1031</td>
</tr>
<tr>
<td>1994</td>
<td>1212</td>
<td>573</td>
<td>1785</td>
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<td>1995</td>
<td>1231</td>
<td>542</td>
<td>1773</td>
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<tr>
<td>1996</td>
<td>828</td>
<td>523</td>
<td>1351</td>
</tr>
<tr>
<td>1997</td>
<td>757</td>
<td>541</td>
<td>1298</td>
</tr>
<tr>
<td>1998</td>
<td>989</td>
<td>364</td>
<td>1353</td>
</tr>
</tbody>
</table>

Since 1998 the Crime and Analysis Unit of the Department of Public Safety, Division of State Police Compiles statistics in a different format.

**Major crimes are now reported as Index Crime and include MURDER, RAPE, ROBBERY AN AGGRAVATED ASSAULT, BURGLARY, LARCENY AND MOTOR VEHICLE THEFT.**

Since the new statistics have been kept there has been a 10 (%) percent increase in just one year in the number of serious crimes

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of Index Crime</th>
<th>% Increase</th>
</tr>
</thead>
<tbody>
<tr>
<td>1999</td>
<td>158</td>
<td></td>
</tr>
<tr>
<td>2000</td>
<td>175</td>
<td>10%</td>
</tr>
</tbody>
</table>

**The Town of Ledyard has had to hire (5) five new officers since the casino opened.**

Increase Demand on Local Zoning Enforcement
The entire Foxwoods development was built without a public hearing for neighbors to comment and express concerns on impacts to their towns. For towns the only apparent legal avenue for comment is on appeal to a GENERAL DISTRICT COURT. Any find of construction that takes place on tribal reservations does not have any environmental impact studies, zoning hearings, wetlands regulations etc…

**Social Services Impact** The development of Foxwoods Casino was instrumental in stabilizing and restoring the region's economy following the 1992 recession. However, studies show that the new casino related jobs are much lower paying compared to the defense jobs that were the mainstay of the local employment pre 1992. According to the CT Department of Labor, the average annual New London County manufacturing wage was $42,730.00; this dropped to below $27,000.00 for those employed in the service sector, which includes the casino.

**Legal Costs of Annexation**

Since 1992, the Towns of Ledyard, Preston, and North Stonington have fought to prevent Tribal annexation of additional lands located outside of the 1983 Mashantucket Pequot reservation boundary. This has been very expensive. To date, Ledyard has paid almost $370,000.00 in legal fees fighting this proposed annexation by the Mashantucket Pequots. If not successful in preventing this annexation, virtually all of the Pequots’ expanding resort complex will become tax exempt. Note: If a Federally recognized tribe owns property in your town they can request that it be annexed. If this happened it is removed from your towns tax base, they pay not property tax.

**Conclusion**

It is time that the ongoing and significant financial and social impacts, the host towns (Ledyard, Preston, and North Stonington) be recognized and addressed. This year, close to 100,000 visitors per day will visit the two casinos at every hour of the day and night. Making 100,000 to 200,000 vehicle trips a week through our communities. The obvious impacts, such as additional local police, fire and ambulance personnel, additional administrative staff costs, traffic impacts on state highways and local roads, typical of many large, traffic generation developments continue to have a significant negative impact on the local budgets. Other more subtle impacts are unique to the development, growth and operation of a casino owned by a federally reconvened Tribal Nation. Impacts such as loss of tax revenue and restricted grand list growth, the social cost of problem gambling, inability to regulate land use and uncertainty about where and how future development will occur, will continue to effect the financial stability, rural character and quality of life of our town.”

*Mayor Wesley J. Johnson, Sr; Town of Ledyard; December 2001*
Appendix J

Funding Sources

Federal and State Grants for Economic Development

1. Planning for Economic Development

Federal Government Sources

United States Economic Development Administration Planning Grants fund up to 75% of the costs of preparing an overall economic development strategy or plan for a city, region or state with the balance of funds provided by a local match. The maximum grant amount is $200,000. Planning grants also can be used for program development planning.

U.S. Environmental Protection Agency Sustainable Development Challenge Grant Program
Provides challenge grants to communities to develop place-based approaches to sustainable development that links environmental protection, economic prosperity, and community well being, which can be replicated in other communities. Grants are available at two funding levels: (1) $30,000 to $100,000 and (2) $100,001 to $250,000. An applicant must provide a minimum 20% match from non-federal sources. Project categories include community revitalization and redevelopment, comprehensive planning for sustainable growth, community/local government tools for sustainability along with other categories.

The Federal Highway Administration's Transportation and Community System Preservation (TCSP) Program
Authorized under the federal Transportation Equity Act for the 21st Century, known as TEA-21) funds planning and implementation activities for transportation strategies that: Improve the efficiency of the transportation system reduce environmental impacts of transportation reduce the need for future costly public infrastructure investments efficient access to jobs, services and centers of trade. Examine or identify strategies to encourage private development patterns that encourage these goals.

Commonwealth of Massachusetts Sources
Massachusetts Municipal Incentive Grant (MIG) Program helps local governments with planning and management, as well as training of local officials. MIG grants are targeted to planning and municipal management projects and can be used for a variety of planning studies, including growth management and economic development strategies. Grants can be for up to $35,000. No match is required. Grants are awarded via an annual RFP issued by DHCD each spring and contingent upon annual legislative appropriations.
2. Project Planning and Feasibility Analysis

Federal Government Sources

United States Economic Development Administration Technical Assistance Grants
Fund up to 75% of the costs to initiate design, plan and implement economic development projects and programs. The maximum grant is $25,000. This program is a good source to fund early stage soft costs and "start-up" costs to plan and begin implementation on projects and programs. Uses can include: feasibility studies for development projects, research and planning to establish a new program or pursue innovative economic development idea or approach.

Commonwealth of Massachusetts Sources
Mass Development Predevelopment Assistance Program
Provides matching grants from $5,000 to $25,000 for environmental testing, market or feasibility analysis, preliminary architectural and engineering work, and other services needed to evaluate or prepare a project for development. To be eligible, a project must be within an Economic Target Area, have a sound concept and have the potential to generate significant economic benefits. A sponsor must match at least 50% of the funding. The grants are recovered if the project proceeds and secures permanent financing from Mass Development or another source.

3. Small Business Financing

Federal Government Sources

Small Business Administration (SBA) is the largest federal economic program and the funding source targeted to small businesses. Banks deliver some SBA programs while other programs are delivered by a special purpose entity licensed by or funded by the SBA. The main SBA programs are delivered through banks and are follows.

SBA 7a loan guarantee program
Is the SBA's largest program, providing loan guarantees of up to $750,000 on private bank loans for working capital or fixed assets or both. The SBA has variations on this program to improve its use and accessibility

Four main programs are delivered by SBA approved intermediaries are:

SBA 504 Program
Is a large and growing program that provides long-term fixed-rate financing for fixed asset investments by companies. There are three pieces to 504 financing: (1) 50% - senior mortgage by a private bank, (2) 40% - SBA guaranteed subordinated debenture originated through a Certified Development Company (CDC) and (3) 10% - firm equity contribution. These loans are originated by SBA approved Certified Development
Corporations (CDCs) and then approved by the SBA district office. A CDC is a non-profit corporation that has a minimum of 25 members from the local small business and lending community. It can operate statewide, citywide or on a community basis. It can be a stand-alone organization or it can be a subsidiary of another organization. The CDC services the loan for the SBA and collects fees for both originating and servicing loans.

SBA Micro loan Demonstration Program
Authorized in the FY1992 Appropriations Act, provides grants to non-profit corporations to operate micro-enterprise loan funds and to provide technical assistance. A 15% local match is required to fund a loan loss reserve for the loan fund. Over 100 non-profit lenders have been funded through this program with grants averaging approximately $400,000. The average loan under this program is approximately $10,000 with an average interest rate of 10%.

Small Business Investment Companies (SBIC)
The SBA licenses private companies or partnerships that provide debt and equity investments to high-growth small business enterprises. SBICs and Special SBICs, which target economically and socially disadvantaged businesses, can leverage their private capital by up to 400% through below-market government guaranteed or owned securities.

Surety Bond Guarantee Program
Is delivered through 15 surety bond companies provides small contractors and service firms the surety bonds that they need to be eligible for public construction contracts and public contracting.

US Economic Development Administration Economic Adjustment Assistance Program
(Title IX) funds programs and projects that help alleviate either long term economic distress or sudden and severe economic distress in a community. Grants can be for up to 75% of project costs. This program has funded many Revolving Loan Funds that provide small business financing, but also can support other programs to generate new economic development activity or address a cause of economic distress, e.g., the development and operation of a small business incubator.

Office of Community Services Urban and Rural Community Economic Development Program
Is a small program (FY1999 appropriation of $30 million) within the Department of Health and Human Services this is targeted to neighborhood-based organizations for economic development in low-income communities. This program provides grants to non-profit community based organizations for economic development activities that generate jobs, business ownership opportunities, or other benefits for low-income persons. Grants can finance a development project, provide financing for a business (loan or equity) or fund job training activities that directly train low income persons for jobs skills need to fill jobs in a granted-support project. The maximum grant is $750,000, with most grants in the $500,000 range. Funds are awarded through an annual funding
competition.

**HUD Section 108 Financing Program.**

Under this program, a community can secure debt financing to fund an economic development project that advances one of the CDBG program's national objectives (benefiting low or moderate income families, aiding in the prevention or elimination of blight, or meeting a critical community need). HUD funds the Section 108 project by issuing notes secured by the city's future CDBG grants and guaranteed by HUD. These notes are repaid from the project or company's revenue, but if the project defaults, HUD then draws upon the city's annual CDBG allocation to repay the notes. The City pledges a portion of its future CDBG funds to borrow money needed to finance a project today. Interest is paid to HUD equal to the interest note rate for the HUD guaranteed note. A city can add an additional spread on this rate and charge the project or business a higher interest rate. Repayment periods can be up to 20 years but HUD is required to seek additional collateral beyond CDBG funds for loans with terms of 10 years or longer (e.g., liens of real estate, pledges of program income, etc.).

**HUD Economic Development Initiative (EDI).**

In the past several years, HUD has received appropriations for this program to subsidize projects financed with Section 108 loans. While some of these funds are allocated to empowerment zone and enterprise communities, there has been close to $100 million in EDI grants available to other communities in recent years. An EDI grant can be used by the recipient community as either a direct grant to the project, to reduce the interest rate on the Section 108 loan, or to provide a debt service reserve, guarantee, or other credit enhancement for the Section 108 loan.

Commonwealth of Massachusetts Sources

**Mass Development**

Manages several business finance programs including tax-exempt bond financing, mortgage insurance, export financing, a tax-exempt lease program and an Emerging Technology fund.

**Massachusetts Business Development Corporation**

Provides private business financing, including equity investments, loans and guarantees from $50,000 to $1 million for growing companies throughout the state. MBDC operates 8 financing programs including: Middle Market Investment Loans up to $1 million for equipment, working capital, real estate and other business uses, Mass Certified Development Corporation which provides low-cost, fixed-rate SBA 504 loans for real estate or equipment purchases range up to $3 million, Massachusetts Community Investment Group for minority and woman-owned businesses, non-profits, or companies in economically disadvantaged areas, the Mezzanine Capital Fund which provides up to $500,000 in subordinated debt for growing businesses, and the Recycling Loan Fund which provides loans up to $300,000 for any size business in Massachusetts which processes non-hazardous waste materials.

**Economic Stabilization Trust**
Provides technical assistance, direct loans and loan guaranties to help small and medium-sized manufacturing businesses meet the challenges of modernization and competitiveness in the global marketplace.

**Massachusetts Community Development Finance Corporation** (CDFC) operates multiple investment funds targeted to low-income areas and minority-owned businesses. CDFC provides equity and debt to high growth businesses through its Venture Fund and Commonwealth Enterprise Fund (a SBA-licensed Special Small Business Investment Company), assists minority- and women-owned contractors through its Collateral and Technical Assistance Loan Program, provides short and medium debt to CDC-developed residential, commercial and industrial real estate projects through its Real Estate Fund, and provides loans, loan guarantees and technical assistance to small minority-owned businesses with the Urban Initiatives Fund.

**Ready Resource Program**
Is a set-aside of small cities CDBG funds used by the state Department of Housing and Community Development to fund economic development projects in non-CDBG entitlement communities. The Ready Resource Fund provides grants to small cities for a wide range of economic development projects or activities including small business technical assistance, small business lending, commercial and industrial real estate development, and infrastructure. Projects must comply with CDBG requirements to be eligible. The maximum grant amount is $390,000.