

2. Labor Market Overview

Employment Landscape

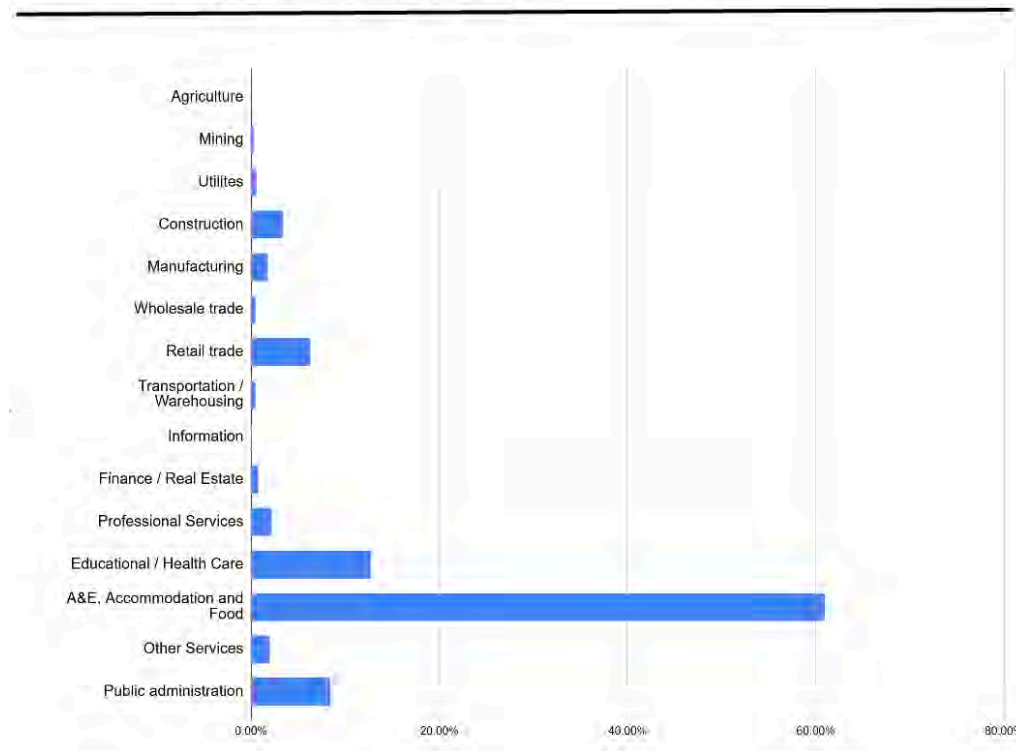
The Montville Study Area's employment landscape is characterized by a dominant tourism and hospitality sector, stable job totals, and a strong alignment with the regional economy of southeastern Connecticut. In 2022, Montville supported approximately 9,870 jobs, a figure that reflects long-term economic stability and a 16 percent increase over 2012 figures.

The largest employment sector in Montville is Arts, Entertainment, Accommodation & Food Services, which comprises a striking 61% of all local jobs. This high share is almost entirely attributable to Mohegan Sun, one of the largest casinos and entertainment destinations in the region. The next largest sectors are Education & Health Care (13%) and Public Administration (8%), followed by a more limited presence of Retail, Manufacturing, and other sectors

These trends suggest the importance of economic diversification, especially to attract and retain working-age residents and to reduce dependence on a single dominant industry.

Figure 8

Montville Largest Industries (2022)



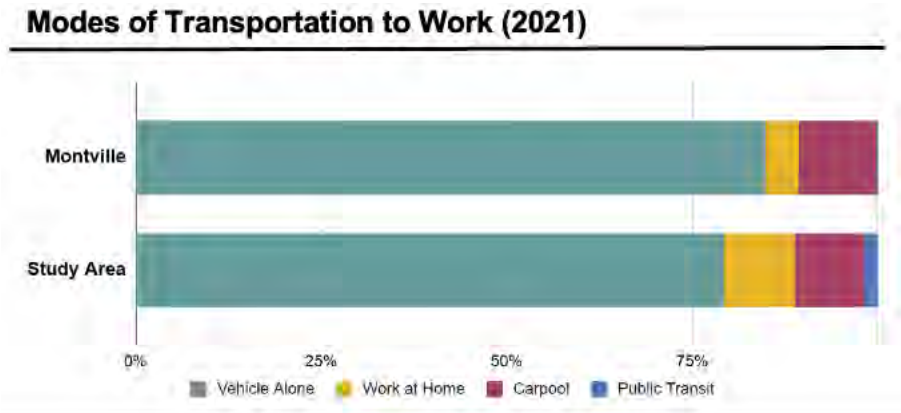
Source: U.S. Census, On-the-Map,2022

Workforce Characteristics

Montville’s labor force is currently performing well in terms of employment outcomes. The unemployment rate is relatively low at 2.6%, outperforming the Study Area average of 3.4% and indicating high job access for residents and in-commuters alike. However, these topline figures mask key differences in workforce dynamics.

Only 4% of Montville’s working-age population works from home—significantly lower than the Study Area’s 9% average. This reflects the physical and service-based nature of the local economy, which depends heavily on in-person roles in entertainment, food service, education, and corrections. Commuting patterns confirm this: 83% of Montville workers drive alone, and another 10% carpool, with virtually no transit use (0.2%) and limited telecommuting options.

Figure 9



Source: US Census Bureau in collaboration with Local Employment Dynamics, a federal-state partnership, 2022

These figures suggest limited flexibility in the local labor market and a continued reliance on traditional commute-based, in-person employment models.

Key Employers

Employment in Montville is highly concentrated in a small number of large institutional and commercial employers. The most significant of these is **Mohegan Sun**, whose employment estimates range from **4,000 to 8,000** depending on the source. While the company’s official count is 8,000, this likely includes a high number of **part-time, seasonal, and auxiliary employees** (including workers associated with the WNBA’s Connecticut Sun and entertainment venues), rather than full-time equivalents.

Other major employers in Montville include:

- **Connecticut Department of Correction / Corrigan-Radgowski Facility** – approx. 430 employees
- **Montville Board of Education** – approx. 240 employees
- **Home Depot** – between 100 and 240 employees (including part-time)
- **Stop & Shop** – approx. 100–120 employees
- **Rand-Whitney Packaging** – approx. 100 employees

These employment counts were obtained via ZoomInfo and direct employer contacts. Notably, several of these employers are logistics- or retail-based and contribute to Montville's daytime workforce but may not reflect high-wage or career-path roles.

Workforce Geography

Montville's labor force and employment base are both highly regionalized. A large majority of workers (85%) commute into Montville for work, with only 15% of jobs filled by local residents. The top source of in-commuters is Norwich (23%), followed by Groton, New London, and Waterford. Conversely, only 16% of Montville's working residents are employed within the town

This dynamic shows that Montville is both an employment hub and a bedroom community, depending on the sector. While Mohegan Sun and state correctional facilities draw workers from across southeastern Connecticut, Montville residents often work in Groton (notably for Electric Boat), Norwich, New London, and beyond. These regional flows highlight Montville's economic integration with adjacent municipalities and the need for corridor planning strategies that acknowledge this broader labor shed.

Figure 10

Montville Workers by Place of Residence (2022)

Place	Count	Share
Norwich, CT	2,267	23.0%
Montville, CT	1,449	14.7%
Groton, CT	525	5.3%
New London, CT	473	4.8%
Waterford, CT	472	4.8%
All Other	4,682	47.4%

Source: US Census Bureau in collaboration with Local Employment Dynamics, a federal-state partnership, 2022

Labor Market Implications for Corridor Investment

Montville's labor market realities should directly inform strategies for corridor investment and economic development. The current employment profile—with its heavy reliance on the tourism and entertainment sector—suggests both economic opportunity and vulnerability. While Mohegan Sun provides significant employment and economic activity, the Town's long-term resilience would benefit from diversifying its job base, especially in sectors like healthcare, trades, light industrial, and knowledge-based professions.

Corridor investments can also help attract a broader range of employers by creating more attractive, accessible, and functional business environments. Improvements in infrastructure, utilities, zoning flexibility, and site readiness could help reposition areas of Route 32 and Route 163 for small-to-midsized enterprises and regional service providers.

Moreover, corridor planning can support the dual goals of attracting new jobs and retaining the local workforce by integrating workforce housing, transportation improvements, and placemaking efforts at targeted nodes.

In particular, strategic investment in the corridors can support nodes of mixed-use development where people both live and work—thereby reducing commute times, bolstering local economic activity, and building stronger community identity.

3. Multifamily Residential Market and Demand Assessment

Overview

Montville's multifamily residential market is positioned for measured growth, driven by favorable regional demand factors and a local shortage of newer, high-quality rental product. With the announced expansion of Electric Boat's operations in Groton bringing thousands of new jobs to the region, Montville stands to benefit from increased demand for housing, especially for "missing middle" and workforce rental units sought by incoming employees. If Montville pursues strategic investments in streetscape, transit connectivity, and corridor amenities along Route 32 and Route 163, the town can position itself to capture a significantly larger share of regional housing demand than it has in the past – potentially supporting 350 to 400 new multifamily units over the next five years, with even greater absorption over a ten-year horizon.

A strategic approach to development - prioritizing mid-sized projects with modern amenities in corridor focus areas that serve as activity hub - can help Montville capture its fair share of regional housing demand while complementing the broader goals of the Route 32/163 Investment Plan. New housing should also be envisioned as part of a mixed-use strategy that supports vibrant activity nodes along the corridors where residents can live, work, and socialize, ensuring that Montville meets both its fair share housing targets and the needs of a rapidly evolving local workforce.

Context and Regional Dynamics

The multifamily rental housing market in Montville and the broader Study Area—including Groton, Norwich, and New London—has experienced steady demand in recent years, particularly for market-rate product appealing to professional and higher-income tenant segments. Despite broader economic uncertainties, the fundamentals of the multifamily market in southeastern Connecticut remain stable, with rising regional demand for quality rental housing due to demographic shifts, regional employment trends, and limited modern rental supply.

Montville's multifamily residential market is influenced by its proximity to major employment centers such as Electric Boat in Groton, the Mohegan Sun and Foxwoods casinos, and Backus Hospital in Norwich. These institutions draw a diverse workforce that includes both young professionals and mid-career earners—creating demand for modern, rental housing options.

The Multifamily Market: Inventory, Rents and Vacancy

As of 2024, Montville had 27 multifamily buildings accommodating 734 residential units. No multifamily units had been added to the Montville inventory in over a decade until the opening of the Oxoboxo Lofts in 2025, which added 72 units to the town's inventory. This accounts for only six percent of the 473 multifamily buildings in the Study Area and less than four percent of the Study Area's 19,179 units.

Figure 11

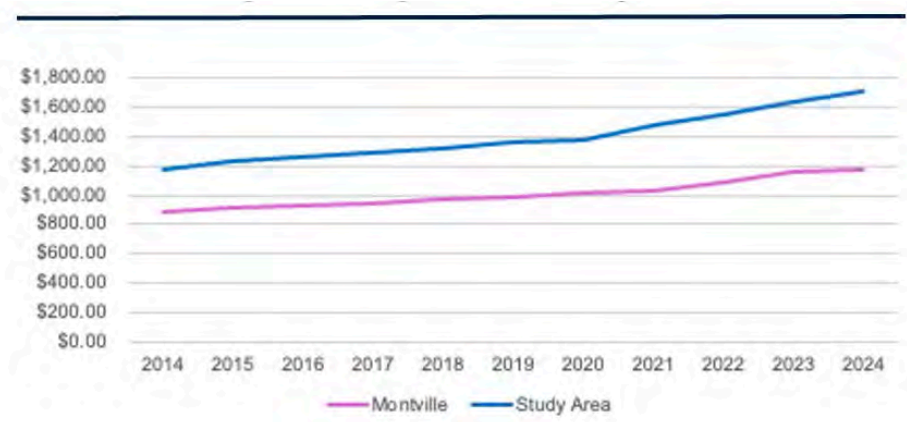
	Inventory Buildings (2024)	Inventory Units (2024)	Asking Rent Per Unit (2024)	Vacancy Rate (2024)
Montville	27	734	\$1,172	1.2%
Study Area	473	19,179	\$1,705	3.4%

Source: CoStar 2025

In both Montville and the Study Area, multifamily rents have risen steadily between 2014 and 2024, though they have consistently remained lower in Montville than in the Study Area as a whole. In Montville, rents have risen from approximately \$900 to \$1,172, while in the Study Area they have risen from just under \$1,200 to \$1,705.

Figure 12

Multifamily Rent

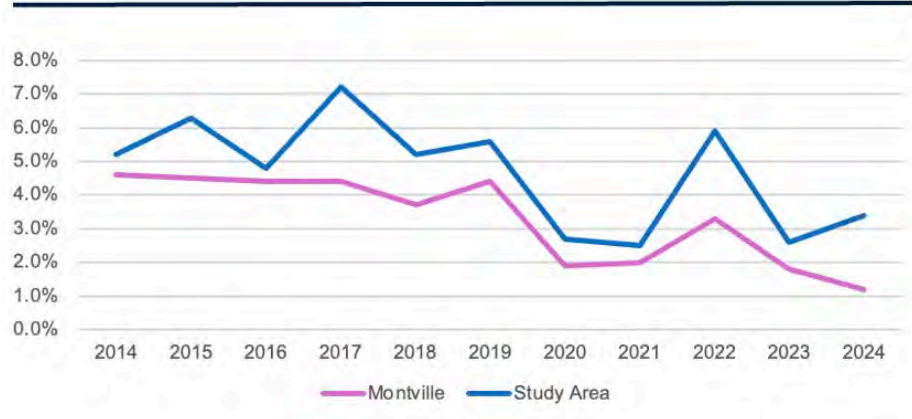


Source: CoStar 2025

Multifamily vacancy rates have trended downwards. Montville’s vacancy has remained lower and dropped more consistently and is now at a ten-year low at 1.2 percent, while vacancy in the Study Area has fluctuated more dramatically, between 2.5 percent and 7.2 percent.

Figure 13

Multifamily Vacancy



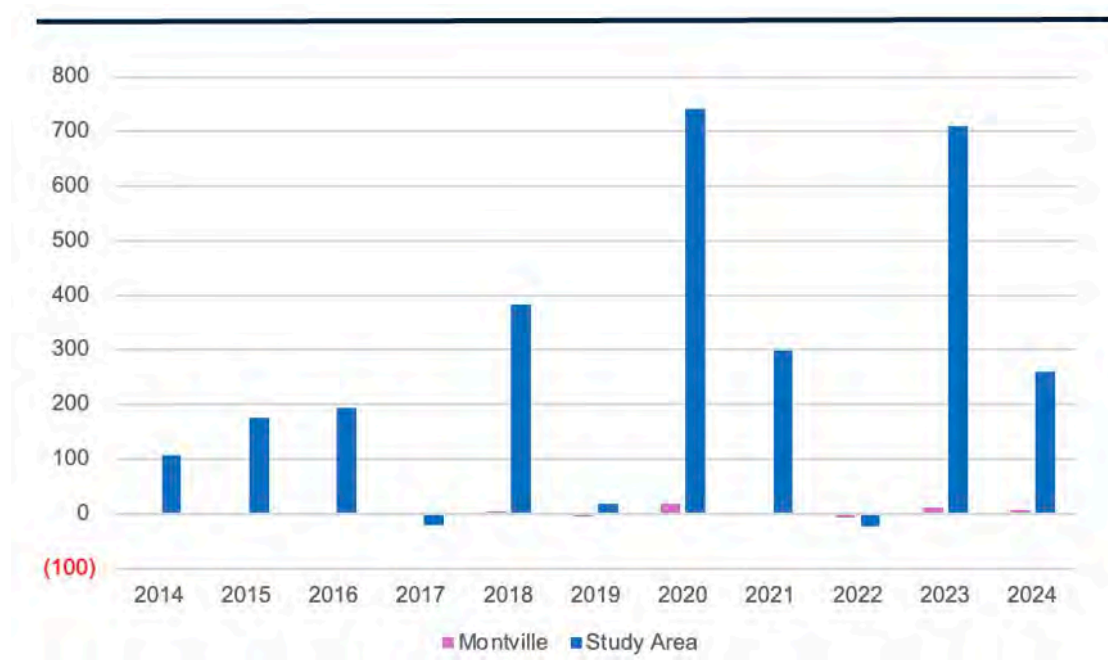
Source: CoStar 2025

Recent Multifamily Development and Absorption Trends

Between 2014 and 2024, the ten-town Study Area had a positive net absorption of 2,843 apartment units. Montville itself has similarly seen a positive net absorption of 30 units. This means that significantly more units were leased or occupied than vacated over that period, indicating a strong regional multifamily market, albeit one with limited new product. The majority of Study Area multifamily properties are concentrated in or near New London, Groton, and Norwich.

Figure 14

Multifamily Net Absorption (2014 – 2024)



Source: CoStar 2025

It is important to note that multifamily absorption in Montville is difficult to measure as, until the opening of Oxoboxo Lofts in 2025, no new multifamily developments had opened in the town in almost 15 years. However, Oxoboxo Lofts is not a pure market project as it was built with significant public subsidies, including federal and state tax credits and state grants, and has the majority of its units set aside for residents earning 25 to 60 percent of the area median income.

In the past year, the Study Area has added a limited number of new rental multifamily developments marketed to a professional and higher income tenant base. These recently completed multifamily developments in Norwich, Montville, and Groton can be used as benchmarks for sizing potential demand for housing in Montville.

- **Oxoboxo Lofts, Uncasville (Montville) (72 units).** Opened in September of 2025, the multi-building adaptive reuse project’s 72 units were 100 percent leased prior to opening. Using an assumption that the pre-lease up period was one year, the average monthly absorption was 6.0 units a month, or **72 units annually**.

- **Triton Square, Groton (304 units).** Opened in March of 2025, the three-story building is about 38.2 percent vacant. Back-of-the-envelope math—116 units absorbed over ± 6 months—puts the average monthly absorption at ≈ 19.3 units a month, or **~232 units annually**. The project includes a mix of studios (30%), one-bedroom units (23%) and two-bedroom units (47%). This project is market-rate and marketed as a resort-style development with robust amenities.
- **60 Mansfield Road Phase II, New London (89 units).** Opened in October of 2024, the five-story building is 22.5 percent vacant. Back-of-the-envelope math—69 units absorbed over ± 12 months—puts the average monthly absorption at ≈ 5.8 units a month, or **~69 units annually**.
- **GoodHomes Groton, Groton (112 units).** Opened in April of 2024, the two-story building is 9.8 percent vacant. Back-of-the-envelope math—101 units absorbed over ± 19 months—puts the average monthly absorption at ≈ 5.3 units a month, or **~64 units annually**. Note that this development is income-restricted/affordable and targeted to workforce housing.
- **Water Street Lofts, Norwich (41 units).** Opened in January of 2024, the three-story building is 2.4 percent vacant. Back-of-the-envelope math—40 units absorbed over ± 22 months—puts the average monthly absorption at ≈ 1.8 units a month, or **~22 units annually**. This project is market-rate and marketed as “luxury” units.
- **The Beam, New London (203 units).** Opened in March of 2023, the five-story building is 3.4 percent vacant. Back-of-the-envelope math—169 units absorbed over ± 32 months—puts the average monthly absorption at ≈ 5.3 units a month, or **~63 units annually**. This project is market-rate and marketed as “luxury” units.
- **Waterford Woods, Waterford (204 units).** Opened in the fall of 2024, this 204-unit complex is a mix of market-rate and income-restricted units targeted to workforce housing. Ten percent of its units, or 20 units, are income restricted. The development is 20 percent vacant with a 19 percent vacancy for market-rate units and a 35 percent vacancy for workforce units. Back of the envelope math – 162 units absorbed over 12 months at a monthly absorption rate of 13.5 units a month or **~162 annually**. For market-rate only units, the average monthly absorption rate is 12.4 units, or **~148 units annually**. The project is in a wooded park-like setting with robust amenities and its market-rate units are marketed as “luxury”.
- **The Vessel, New London (30 units).** Opened in late 2024, this is a newly built 5-story modular apartment development. Cost efficient construction and finishes allow the apartments to be priced for middle-income renters who don't qualify for subsidized affordable housing but still need lower cost rents. The project is 10

percent vacant. Back-of-the-envelope math – 27 units absorbed over 12 months at an average monthly absorption rate of ~2.3 units or **~27 units annually**.

- **Brookside Commons, Waterford (41 units)**. Opened in 2023, this is a 3-story 41-unit affordable apartment community with a mix of 1- and 2-bedroom units. It is 2 percent vacant. Back of the envelope math – 40 units absorbed over 21 months at an average monthly absorption rate of ~1.9 units or **~23 units annually**.

As outlined in Figure 15, weighted across these nine developments, the average monthly absorption rate is approximately 10.5 units, which translates to **126 units annually** for modern, mid-rise or garden-style multifamily product offering amenities. However, as noted above, several of these apartment developments are income-restricted and not available on the open market. These restricted developments, and Waterford Woods, which is ten-percent income restricted, are highlighted in the table in Figure 15. If we remove the income-restricted units and only focus on market-rate units, the annual absorption rate is actually higher at **139 units**

Figure 15

Weighted Monthly Average Absorption at Recent Developments in Montville Region

Property Address	Town	Property Name	Number of Units	Absorption / Month	Product
42 Pink Row	Montville	Oxoboxo Lofts	72	6	432.0
1 Triton Sq	Groton	Triton Square	304	19.3	5,867.2
22 Georgetown Rd	New London	60 Mansfield Road Phase II	89	5.8	516.2
99 Gold Star Hwy	Groton	GoodHomes Groton	112	5.3	593.6
85 Main St	Norwich	Water Street Lofts	41	1.8	73.8
908 Hartford Tpke	Waterford	Brookside Commons	41	1.9	76.4
394 Willets Ave.	Waterford	Waterford Woods	204	13.5	2,754.0
174 Bank Street	New London	Vessel	30	2.3	69.0
221 Howard St	New London	The Beam	203	5.3	1,075.9

Total Number of Units	1,096	11,458.1
		Month 10.5
		Year 125.5

Income Restricted Development
Mixed Market-Rate/Affordable Development

Sources: CoStar; Individual Calls with Leasing Agents, Apartments.com; Zillow.com

Pipeline Development and Potential Supply Pressures

While recent development activity has been limited, the pipeline of proposed and under-construction projects in the Study Area is robust. A total of 2,564 units across 25

multifamily developments are expected to be delivered over the next five to eight years. These include:

- **New projects in New London**, such as 28 Walbach Street (250 planned units) and 90–100 Garfield Avenue (90 units)
- **Larger-scale developments in Groton and Waterford**, including 375 Drozdyk Drive (195 units) and 61 Myrock Avenue in Waterford (216 units)
- **New supply within Montville itself**, including:
 - 82 Jerome Road (160 units, though not under construction)
 - 90 Maple Avenue (87 units, though not under construction)
 - 1758–1790 Route 32 (200 units, though not under construction)
 - 2268–2284 Route 32 (57 units, obtained zoning permit to begin construction)
 - Smaller infill projects at 245 Route 32, 303 Route 32, and 145 Route 32

This pipeline equates to about 18 years of absorption at today's baseline rate of 139 units per year. While these pipeline projects are substantial, the market does not appear at risk of immediate oversupply. This is due to several mitigating factors:

- **Geographic dispersion** of the pipeline across multiple municipalities, with relatively few projects planned in Montville itself
- **Phased construction timelines**, which will likely stagger deliveries
- **A large number of pipeline projects are still speculative**, with construction not yet having started and final delivery uncertain
- **Growing demand from renters by choice** (older adults downsizing) and renters by necessity (younger professionals and working households priced out of homeownership)

That said, careful attention should be paid to the pace of lease-ups, especially for larger developments in suburban locations without strong walkability or proximity to services. Project sponsors will need to differentiate their offerings through unit design, pricing, amenities, and access to major employers.

Figure 16

Study Area Pipeline of Multifamily Development

Address	City	Property Type	Projected Year Built	Rentable Built Area (SF)	Unit Number
120 Broad St	New London	Multi-Family	2025	59,629	49
90-100 Garfield Ave	New London	Multi-Family	2027	95,708	90
66 Union St	New London	Multi-Family	2028	46,000	46
Fort Trumbull (28 Walbach St)	New London	Multi-Family	N/A	251,600 (total)	249
Fort Trumbull (Nameaug St)	New London	Multi-Family	N/A	447,450 (total)	251
394 Willetts Ave (Waterford Central)	Waterford	Multi-Family	2026	100,000	216
345 Main Street	Norwich	Multi-Family	N/A	5,600	8
23 Thermos Ave	Norwich	Multi-Family	N/A	98,600	57
120 West St. (Col Ledyard School)*	Groton	Multi-Family	N/A	N/A	65
135 Gold Star Road*	Groton	Multi-Family	N/A	N/A	60
334 Long Hill Road*	Groton	Multi-Family	N/A	N/A	18
1154 Poquonnock Road*	Groton	Multi-Family	N/A	N/A	20
375 Drozdyk Drive*	Groton	Multi-Family	N/A	N/A	195
12 Governors Cir.*	Groton	Senior Housing	N/A	N/A	20 additional
0 Fort Hill Road	Groton	Multi-Family	N/A	N/A	138
517, 529, 553, 571 Gold Star Highway	Groton	Multi-Family	N/A	N/A	395
1002 Route 12	Groton	Multi-Family	2026	N/A	58
0 Crystal Lake Road	Groton	Multi-Family	N/A	N/A	92

Source: CoStar 2025 and Town of Groton website

Figure 17:

Montville PZC Multifamily Application Pipeline

Address	Unit Number	Construction Status
82 Jerome Rd	160	Not under construction
90 Maple Ave	87	Not under construction
245 Rt 32	22	6 completed, other phases not under construction
303 Rt 32	16	10 completed, 6 under construction
1758-1790 Rt 32	200	Not under construction
2268-2284 Rt 32	57	Obtained zoning permit to begin construction
145 Rt 32	11	Not under construction

Source: Town of Montville Planning & Zoning Commission application files, Oct. 2025

Montville-Specific Opportunity

Montville is relatively underbuilt in terms of multifamily inventory but benefits from several favorable development conditions:

- **Proximity to Route 32 and Interstate 395**, which provide direct access to regional job centers and key employers
- **Availability of development sites**—including infill and adaptive reuse opportunities within the Route 32/163 corridor
- **Emerging demand from professional households**, particularly those employed at Electric Boat and Mohegan Sun, seeking quality rental options closer to work

The strong performance of the Oxoboxo Lofts—which fully leased before opening—suggests latent demand for modern multifamily rental housing in Montville. However, as noted below, this project is not a traditional market-rate residential development and would not have been possible without large public incentives. While future development should be calibrated to the pace of regional absorption, appropriately scaled, mixed-use multifamily projects with one- and two-bedroom unit mixes are likely to perform well if designed to align with tenant preferences.

Montville's Capture Rate of Regional Multifamily Demand

Given Montville's affordability advantage, lower rents proximity to Mohegan Sun and major employers, and extremely low vacancy rate, in a baseline scenario it is well positioned to capture up to **15 percent of the Study Area's demand for new multifamily units**. Applying that proportion to the current 139 units per year Study Area absorption yields a Montville capture of up to **21 units per year** along the Route 32/163 corridors or **105 new units over the next five years** under current conditions.

An October 2021 housing study commissioned by the Town of Groton determined a demand for 3,340 new multifamily rental units through 2030, or approximately 330 new units per year. While the study was conducted principally for the Town of Groton, it can be presumed that this demand would be for Groton and environs, including Montville. Much of this demand would be driven by expansion of employment at Electric Boat.¹

If roadway and infrastructure improvements enhance the attractiveness of the Route 32 and Route 163 corridors, Montville could ambitiously increase its share to **25 to 33 percent** of the incremental demand, supporting roughly **175 to 230 units every five years** in incremental new construction based on the Study Area's current absorption or approximately **410 to 545 units every five years** based on the Town of Groton's 2021 housing demand projections.

¹ Associates, *Town of Groton Housing Market Study*; Oct. 2021

Factors Informing Capture Rate Projections

The current capture rate estimate of 15 percent of the Study Area's multifamily demand is grounded in structural and market conditions. These include:

Regional Market Hierarchy

Multifamily housing in the Study Area is heavily concentrated in New London, Groton, and Norwich, where there are established clusters of Class A apartments, proximity to large employment bases, such as Electric Boat and Connecticut College, and stronger amenity environments. Between 2014 and 2024, the Study Area absorbed 2,843 – versus 30 in Montville (not including Oxoboxo Lofts). This means that the bulk of recent regional growth has been in urban or mixed-use nodes, not highway corridors.

Development Scale and Active Pipeline

Although Montville has 553 units in the development pipeline, most are still in preliminary or early permitting stages and construction has not begun. In contrast, New London and Groton collectively have over 800 active pipeline units with consistent delivery over the next several years. Because developers tend to favor markets with proven rent levels above \$1,172 per unit limits financial feasibility without public incentives. For example, the Oxoboxo Lofts project was a heavily subsidized mixed-income adaptive reuse development that relied on a substantial package of federal, state, and private financing in order to make it a feasible development.

Infrastructure and Perception Constraints

Both Route 32 and 163 corridors remain auto-oriented with minimal pedestrian infrastructure, interrupted sidewalk networks, and limited streetscape amenities. This reduces Montville's ability to attract renters who seek walkable mixed-use settings – an important feature of multifamily growth submarkets in comparable Connecticut towns. Developers often identify these factors as barriers to achieving higher rents.

Feasibility of Achieving a Higher Market Capture Rate

Achieving a higher market capture rate, such as between **40 and 50 percent**, would position Montville as the region's dominant submarket, surpassing Groton and New London in new unit absorption. This outcome is inconsistent with historical and demographic trends. To approach a more reasonable yet aspirational **25 - 33 percent** capture of market demand, Montville would likely need improvements to the Route 32 and 163 corridors that create mixed-use, pedestrian-friendly environments.

An Aspirational Housing Demand Projection for Montville

Montville can position itself to play an important role in meeting the Study Area's rising housing demand. The recent and ongoing expansion of Electric Boat in Groton is projected to bring several thousand new jobs to the region by 2030, intensifying the need for new rental and ownership housing within commuting distance of major employment centers. As Groton and neighboring towns work to absorb this demand, Montville's location along the Route 32 corridor and its historically lower rents make it an increasingly attractive for "missing middle" households, mid-career professionals, and workforce renters who seek proximity to jobs but are priced out of Groton's limited housing stock.

As a local urban planner told the *Connecticut Mirror* in July 2025, "A lot of the people who are taking these jobs (at Electric Boat) are choosing not to live in Groton, which means you have a lot of commuters." He then went on to underscore regional commuting patterns, including Montville.²

With Electric Boat's staff growth and commuter pattern to Montville, local developers and planning officials should expect region-wide spillover to raise multifamily absorption rates in Montville over the next five years. With a well-conceived strategy and targeted corridor improvements, Montville could aspire to achieve a capture rate of one-third of the projected regional absorption of approximately 325 units over the next five years and 650 units over the next ten years. It should be noted that these projections far exceed prior absorption baselines for Montville and reflect the need to capitalize on growing demand by investing in corridor improvements and incentivizing mixed-use and village-style residential districts that are suited to commuters.

More specifically, Montville can optimize its capture of regional housing demand by undertaking the following:

- Facilitate market-rate and affordable apartments in attractive and more pedestrian-oriented "activity nodes" along Route 32 and Route 163
- Target new multifamily development toward Electric Boat and other defense workers, especially those seeking more affordable alternatives to Groton, where as of October 2025, the average rent for a two-bedroom apartment is \$2,076
- Encourage partnerships with regional developers and Mohegan Tribal housing initiatives to maximize infrastructure, community amenities, and mixed-income housing opportunities
- Encourage Connecticut State Department of Transportation (CDOT) and Southeast Area Transit District (SEAT) to improve transit connections to employment cores in Groton and New London and leverage state and local funding for infrastructure upgrades

² Brone, A. (July 22, 2025), Groton considers housing boost to accommodate SUBASE, Electric Boat, *Connecticut Mirror*

Absorption Caveats and Considerations

- **Product quality and timing matter.** Lower-quality product or poorly sited developments could underperform. However, projects that deliver quality finishes, management, and functionality at a competitive price point are likely to succeed in this corridor.
- **Limited public transit may be a constraint.** Lack of robust transit connections could limit the appeal for car-free households, but this is consistent with broader trends in suburban southeastern Connecticut.
- **Demand from key workforce segments should be closely tracked.** Future project success may hinge on attracting workers from Electric Boat, health care, and regional service sectors. Project marketing and location strategy should reflect this.
- **Affordable housing elements could accelerate lease-up.** Given regional demand, inclusion of income-restricted units could improve absorption, especially for single-earner households.

4. Retail Market and Demand Assessment

Overview

Montville's retail market is under-built but stable, with low vacancies and slightly above-average rents. Retail demand through 2030 is expected to increase by approximately \$19 million, driven largely by food, transportation, and entertainment spending. Opportunities lie in redevelopment and small-format retail along Route 32 and Route 163, less in the development of new large-format shopping centers. Constraints include the design of the corridors, parcel availability and configuration, and infrastructure, requiring coordinated improvements to attract new private investment

Retail Supply Conditions in Montville

Montville's retail inventory consists of approximately 852,729 square feet across 96 buildings, translating to 43.7 square feet of retail per capita (as of 2021), compared to 73.9 square feet per capita in the broader Study Area.

This relatively low supply suggests that Montville is **under-retailed** compared to regional benchmarks, particularly considering its population size and corridor traffic volumes.

Figure 18

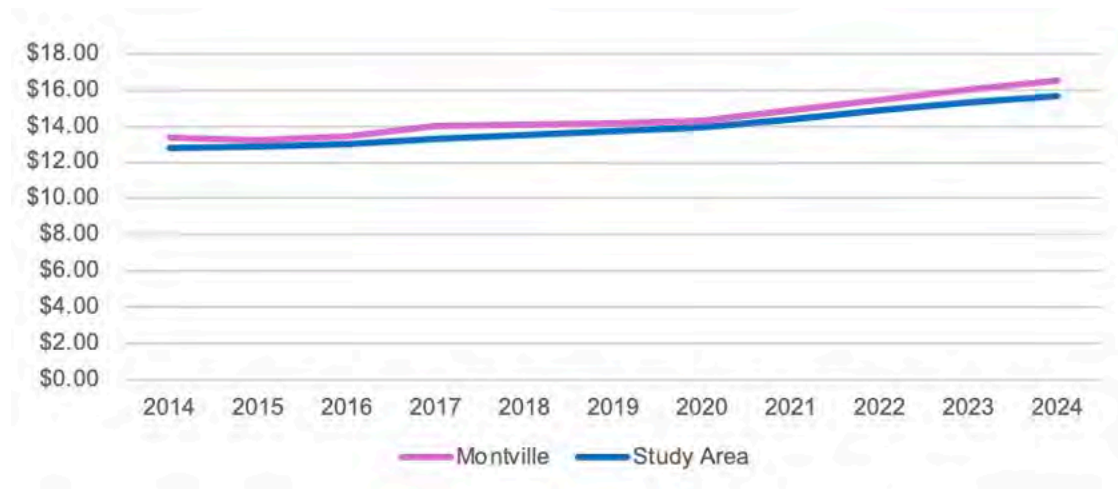
Retail Inventory in Montville and Study Area

	Inventory Buildings (2024)	Inventory SF (2024)	Retail SF/ Capita (2021)	Asking Rent PSF (2024)	Vacancy Rate (2024)
Montville	96	852,729	43.7	\$16.51	4.6%
Study Area	1,433	14,093,880	73.9	\$15.66	3.4%

Retail rents in Montville are slightly higher than the Study Area average—\$16.51 per square foot versus \$15.66 per square foot—despite fewer amenities and limited pedestrian infrastructure. This price premium, in the context of constrained inventory, signals latent retail demand that is not being fully met in the local market.

Figure 19

Retail Rents (2014 – 2024)



Source: CoStar 2025

Retail vacancy in Montville, while historically volatile (ranging from 2.3% to 10.6%), has stabilized in recent years, with current vacancy at 4.6%, only modestly above the Study Area average of 3.4%.

The stabilization of vacancy rates coupled with rising rents further underscores the viability of new or repositioned retail development.

Figure 20

Retail Vacancy (2014 – 2024)



Source: CoStar 2025

Retail Absorption

Between 2014 and 2024, Montville experienced a net retail absorption of approximately 130,000 square feet, a modest but positive trajectory that demonstrates relatively steady commercial activity despite regional market fluctuations. Absorption was strongest in 2015, 2017, and 2022, when multiple mid-sized tenants entered the market. Reflecting periods of local retail reinvestment. While the town saw some short-term negative absorption in 2019 and 2024, these dips align with regional slowdowns tied to business closures and retail consolidation, rather than localized distress. Compared with the broader Study Area, which absorbed about 683,000 square feet over the same period, Montville captured a consistent share of regional demand given its limited inventory base and smaller retail footprint.

Figure 21

Retail Absorption in Montville and Study Area (2014 – 2024)

Dates	Montville	Study Area
2014	473	12,764
2015	30,959	115,447
2016	5,325	174,965
2017	38,723	91,363
2018	18,844	(1,089)
2019	(9,539)	42,916
2020	2,515	107,776
2021	1,063	149,831
2022	42,760	24,683
2023	18,603	21,405
2024	(19,763)	(57,125)
Total Absorption	129,963	682,936

Source: CoStar 2025

Corridor Dynamics and Development Pattern

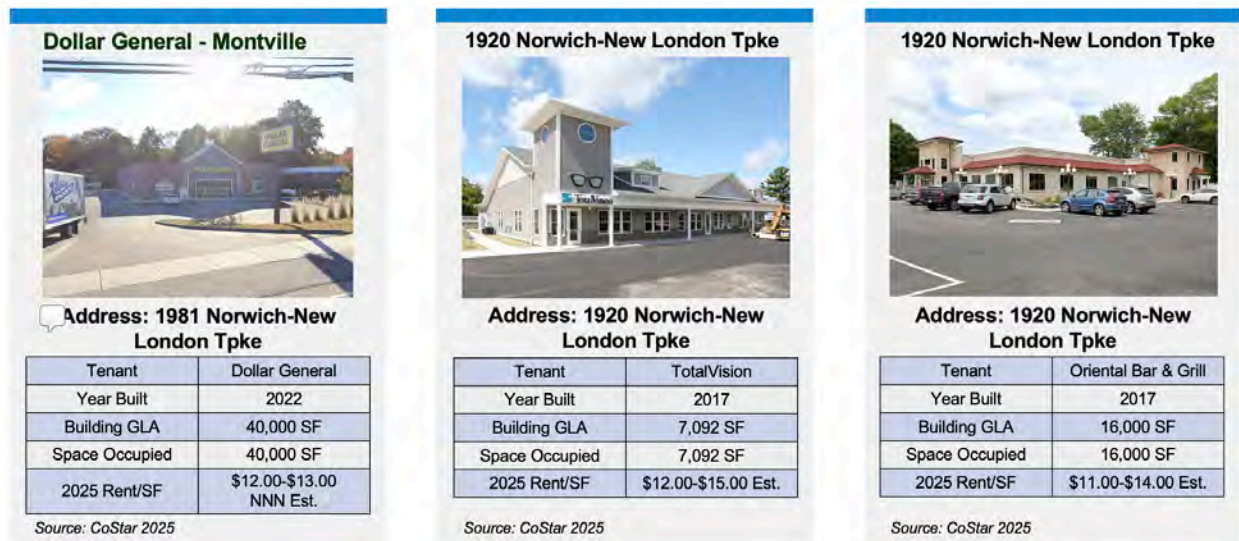
The Route 32 corridor serves as Montville’s primary commercial spine, containing the majority of retail and service-oriented businesses. Properties such as Dollar General (40,000 SF), TotalVision (7,092 SF), and Oriental Bar & Grill (16,000 SF) have recently been built or renovated, demonstrating the corridor’s capacity to attract and sustain newer retail investment.

Despite this activity, Route 32 remains heavily auto-oriented, with limited pedestrian amenities, few crosswalks, and minimal streetscape enhancements. These factors hinder the potential for walkable retail clusters and discourage smaller-scale infill investment.

Route 163 is much less intensively developed but has opportunities for modest-scale neighborhood-serving retail or convenience-oriented uses, particularly where there is proximity to new or proposed residential development. Together, Routes 32 and 163 can support incremental, targeted retail expansion, especially formats compatible with auto access and small-scale service delivery.

Figure 22

Profiles of Recent Route 32 Retail Developments



Retail Demand Outlook

According to the Retail Demand Outlook (2025 – 2030) for Montville generated using ESRI’s Business Analyst Online platform, Montville’s future buying power will grow across nearly all retail categories through 203, reflecting stronger household incomes and an expanding commuter base. The most significant growth is projected in everyday and experiential spending categories – especially grocery, restaurant, entertainment, and transportation-related goods and services.

Montville’s residents are expected to spend roughly \$19 million more across all retail categories by 2030, with about one-third of that increase concentrated in food purchases alone. Grocery and dining demand will rise by approximately \$6.5 million, signaling strong potential for new or expanded food markets, convenience grocers, and casual dining options. Transportation-related spending will increase by roughly \$4.5 million, reinforcing continued support for fuel sales, vehicle maintenance services, and

auto-parts retailers. Entertainment and recreation spending will climb \$2.4 million, driven by household-based leisure, memberships, and experiential retail, particularly when paired with more mixed-use residential development. Home furnishings, minor apparel growth, and modest upticks in health and travel spending round out the forecast.

For policy and development planning, these trends point to rising opportunities in several areas:

- **Food service and grocery:** continued dominance across household spending categories
- **Transportation and mobility:** ongoing strength in auto-service demand reflective of Montville's commuter orientation
- **Entertainment and recreation:** expanding opportunities for family-oriented and smaller scale experiential retail that complements existing destinations
- **General retail and apparel:** modest but steady expansion potential tied to income growth and improved visibility along the corridors

Together, these category-level trends underscore that Montville's retail future will be led not by large-format regional shopping centers, but by incremental service- and experience-oriented retail growth concentrated along the Route 32 and Route 163 corridors.

Development Potential and Constraints

The combination of low square footage per capita, moderately rising rents, and positive spending growth positions Montville for moderate, incremental retail expansion. Within the Route 32 and Route 163 corridors, redevelopment potential is strongest in locations that can cluster daily-needs services such as those noted above rather than large-format retail.

Montville's retail absorption rate and retail demand and spending growth data for Montville from ESRI supports the addition of roughly 40,000 square feet of new retail over five years, particularly convenience, food service, and specialty goods tenants designed to serve local households and commuters along the corridors.

Development should be targeted and incremental, focused on:

- Reuse of existing underperforming properties
- Small to medium-scale infill on Route 32
- Activity nodes near residential growth areas

In the current environment, retail attraction efforts should emphasize tenant formats that thrive in car-centric environments and meet local convenience needs, such as:

- Neighborhood grocers or specialty food shops
- General merchandise and discount retailers
- Quick-service and casual dining restaurants (note that more formal restaurants could be supported with future residential development along the Routes 32 and 163 corridors)
- Medical or professional service tenants
- Health and fitness tenants

Potential Opportunity: Experiential Retail

The retail market in Montville may support a regional and national trend of experiential retail and family entertainment centers, formats that attract visitors by offering activity-based experiences rather than traditional goods and are thus more resilient in the face of e-commerce. Montville is home to Supercharged, one of New England's largest indoor family entertainment centers, featuring karting, trampoline amenities, and adventure attractions. Since its opening in 2017, Supercharged has drawn regional traffic and, along with Mohegan Sun, has further established Montville as an entertainment destination.

However, Supercharged is located outside the Route 32 and Route 163 corridors and closer to the industrial business district. Its scale and success demonstrate strong local and regional demand for experiential retail, but also signal that this sector may already be saturated in Montville, particularly for large-format entertainment centers. The presence of a major facility presents both a caveat and an opportunity: while additional large-scale family entertainment venues may risk oversaturating the market, there is still room for differentiated, niche experiential concepts. Escape rooms, boutique activity lounges, or hybrid entertainment formats could be successful if well-sited and designed to serve unmet local demand while complementing and not competing with Supercharged's core offerings.

The absence of experiential retail directly along the Route 32 and Route 163 corridors creates an opportunity for activity-based concepts at a neighborhood scale. These corridors, benefitting from strong auto accessibility and proximity to new residential development, could support smaller-scale experiential formats that activate daily retail nodes and encourage social interaction for families, teens, and young adults. Targeted investment in streetscape and site improvements can further enhance visibility and viability for new entertainment, health, and fitness tenants, anchoring Montville's retail strategy in evolving consumer preferences and the threats and challenges posed by online retail.

Other Market Constraints to Consider

None of the traditional enclosed malls in the region serve as primary retail competition for Montville anymore. For example, the Crystal Mall in Waterford is closing and was recently acquired by Electric Boat for conversion into an engineering and training space

in addition to potential residential use. Retail leakage and competitive pressures for retail in Montville now stem from open-air power centers, big-box clusters, and busy grocery and service anchors in Waterford, Lisbon, Groton, and East Lyme.

Efforts to expand retail in Montville should focus less on recapturing mall-oriented higher-order goods spending and more on capturing daily needs, convenience, and service retail demand, in addition to experiential retail. Investments in corridor amenities and neighborhood-scaled, locally oriented retail will be better positioned against this evolving competitive landscape.

The auto-oriented design of the corridors, particularly Route 32, limits walkability and retail visibility without large signs at a scale targeted to drivers. Both corridors lack continuous sidewalks, crosswalks, and streetscape amenities, which can hinder smaller scale retail.

It is also important to note that demographic stagnation impacts long-term scalability, suggesting that future retail growth in Montville will depend more on income and visitor spending, such as that on experiential retail, than on population expansion.

5. Office Market and Demand Assessment

Overview

Montville's office market is relatively healthy but small and non-expansive, with rents rising due to low vacancy and no major vacancy risk. New-build office demand is small and opportunities are confined to incremental tenant-driven or medical-service infill along Route 32. A successful strategy should focus on renovation and reuse, flexible professional space, and corridor enhancements that improve visibility and access rather than large-format new speculative office development.

Figure 23

Office Inventory

	Inventory Buildings (2024)	Inventory SF (2024)	Asking Rent PSF (2024)	Vacancy Rate (2024)
Montville	24	126,026	\$23.87	2.7%
Study Area	590	6,833,361	\$22.96	8.2%

Source: CoStar 2025

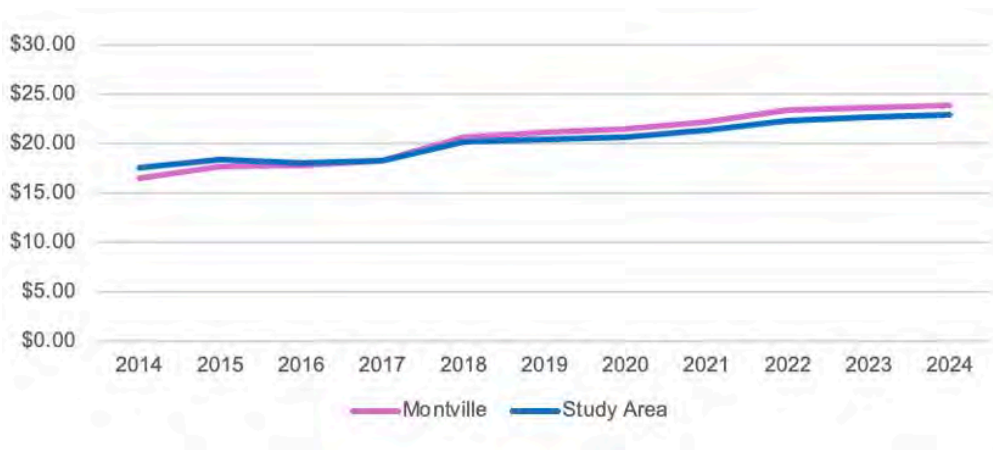
Local Office Supply: Small but Stable and Competitive

The Town of Montville offers a modest but competitive office market, with a total inventory of 126,000 square feet across 24 buildings, primarily located along the Route 32 corridor. As of 2024, the average asking rent for Montville office space is \$23.87 per square foot, a notable increase of 45% since 2014. The current vacancy rate is just 2.7%, down significantly from a high of 18% in 2015, reflecting a tightening market due largely to the absence of new office development over the past decade.

By comparison, the broader Study Area—which includes surrounding towns such as Norwich, Waterford, and New London—contains nearly 6.8 million square feet of office space across 590 buildings, with an average rent of \$22.96 per square foot and a higher vacancy rate of 8.2%. While Montville's office market is small in scale, its pricing and occupancy metrics suggest it remains healthy and competitive within the regional context.

Figure 24

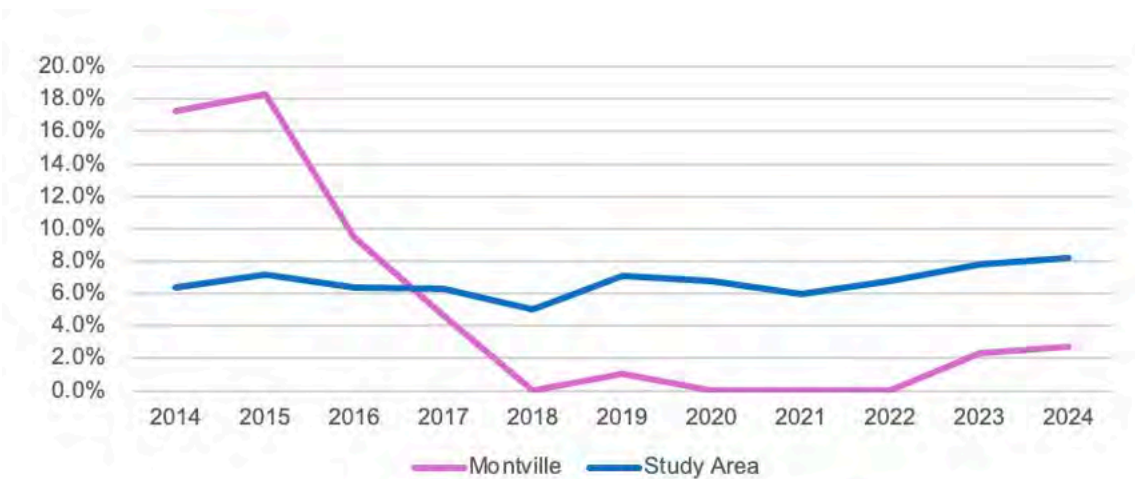
Office Rent (2014 – 2024)



Source: CoStar 2025

Figure 24

Office Vacancy (2014 – 2024)



Source: CoStar 2025

Market Context: Office Demand in a Changing Environment

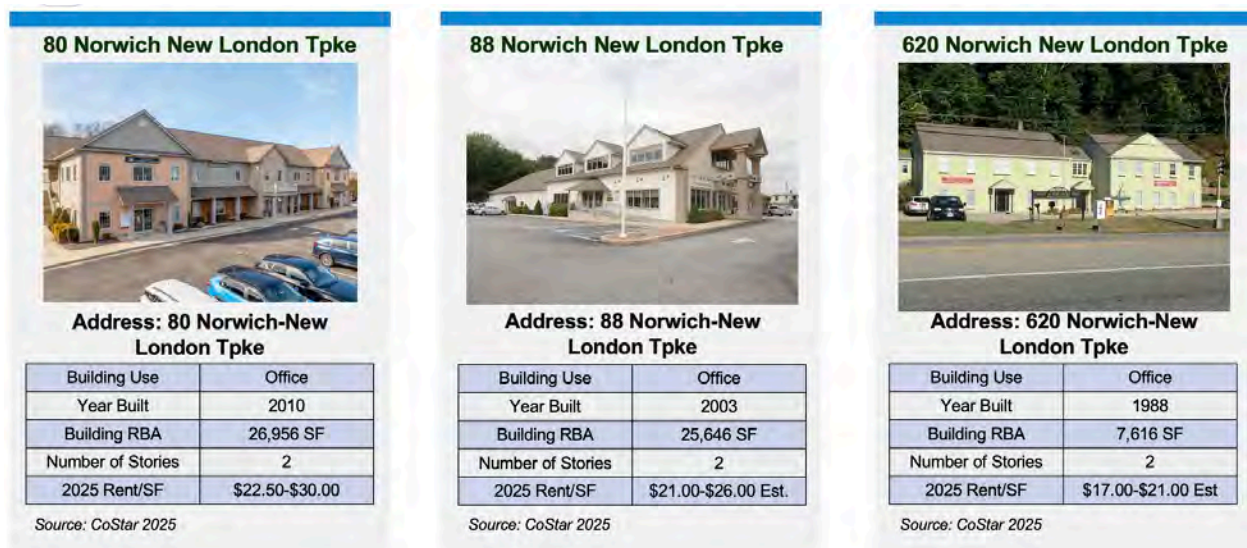
The post-pandemic office environment in Connecticut and the U.S. has seen growing divergence in demand across sectors and geographies. In contrast to major metro areas where demand has softened, suburban markets with strong quality-of-life assets, affordable space, and easy access have experienced greater stability. Montville’s office

market fits this trend, with modest but steady demand from professional services, medical providers, and local institutions.

Office properties along Route 32, such as 80 Norwich-New London Turnpike (built in 2010, ~27,000 SF) and 88 Norwich-New London Turnpike (built in 2003, ~26,000 SF), have asking rents ranging from \$21 to \$30 per square foot, reflecting stable occupancy and moderate price appreciation. These properties generally offer two-story construction, ample parking, and proximity to retail and residential uses, making them attractive to small to mid-sized tenants.

Figure 25

Profiles of Recent Route 32 Office Developments



Development Pipeline: Limited Activity

Notably, there is **no new office development in the current regional pipeline**, either in Montville or the broader Study Area. This underscores the limited speculative interest in new office supply and reinforces the importance of maintaining and reinvesting in existing properties. Other commercial development activity in the pipeline—including retail, industrial, hospitality, and flex space—suggests that future land use demand may prioritize other asset classes over office.

Demand Outlook and Development Potential

Given Montville’s strong occupancy and rent growth, there may be **limited but targeted opportunities for new office development**, particularly if tailored to underserved or growing demand segments. These may include:

- **Medical office space**, especially given proximity to Backus Hospital and other healthcare anchors in Norwich and New London;
- **Professional services** catering to local government, legal, and financial industries;
- **Co-working and flexible office solutions** that serve remote workers and small businesses without requiring long-term lease commitments.

While Montville’s overall scale limits large-format office development, small infill projects (5,000–15,000 SF) or mixed-use developments with a modest office component could prove viable along Route 32, especially near key intersections or adjacent to new residential projects.

Constraints to Office Development

Several constraints should be considered:

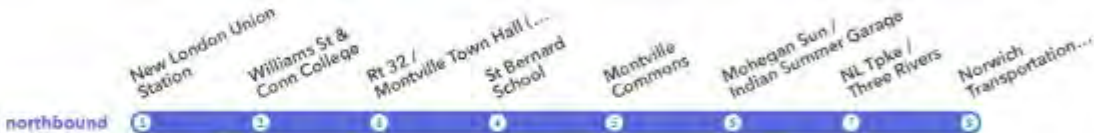
- **Lack of speculative investment:** Lenders remain hesitant to finance new office construction in tertiary markets unless backed by a strong anchor tenant.
- **Zoning and infrastructure:** Existing zoning may require modification to support new formats or mixed-use development. Additionally, utility and broadband infrastructure must be evaluated to support modern office needs.
- **Tenant preferences:** Demand is increasingly driven by user preferences for amenity-rich, flexible, and sustainable spaces—features that may require retrofitting older office stock or thoughtful design in new projects.

Service is available on all days of the week.

Interactive Route Map

WEEKDAYS (NB) WEEKDAYS (SB) SATURDAYS (NB) SATURDAYS (SB)

SUNDAYS (NB) SUNDAYS (SB)



06:00 - 22:00 - Every 60 min - 17 trips (northbound)

Days	Pattern	Runtime	Headsign	♿	🚲	5	15	5	5	10	5	10	
M - F	A	55 min	Norwich via SR 32	☑	☑	06:00	06:05	06:20	—	06:30	06:40	06:45	06:55
M - F	B	55 min	Norwich via SR 32	☑	☑	07:00	07:05	07:20	07:25	07:30	07:40	07:45	07:55
M - F	A	55 min	Norwich via SR 32	☑	☑	08:00	08:05	08:20	—	08:30	08:40	08:45	08:55
M - F	A	55 min	Norwich via SR 32	☑	☑	09:00	09:05	09:20	—	09:30	09:40	09:45	09:55
M - F	A	55 min	Norwich via SR 32	☑	☑	10:00	10:05	10:20	—	10:30	10:40	10:45	10:55
M - F	A	55 min	Norwich via SR 32	☑	☑	11:00	11:05	11:20	—	11:30	11:40	11:45	11:55
M - F	A	55 min	Norwich via SR 32	☑	☑	12:00	12:05	12:20	—	12:30	12:40	12:45	12:55
M - F	A	55 min	Norwich via SR 32	☑	☑	13:00	13:05	13:20	—	13:30	13:40	13:45	13:55
M - F	A	55 min	Norwich via SR 32	☑	☑	14:00	14:05	14:20	—	14:30	14:40	14:45	14:55
M - F	A	55 min	Norwich via SR 32	☑	☑	15:00	15:05	15:20	—	15:30	15:40	15:45	15:55
M - F	A	55 min	Norwich via SR 32	☑	☑	16:00	16:05	16:20	—	16:30	16:40	16:45	16:55
M - F	A	55 min	Norwich via SR 32	☑	☑	17:00	17:05	17:20	—	17:30	17:40	17:45	17:55
M - F	A	55 min	Norwich via SR 32	☑	☑	18:00	18:05	18:20	—	18:30	18:40	18:45	18:55
M - F	A	55 min	Norwich via SR 32	☑	☑	19:00	19:05	19:20	—	19:30	19:40	19:45	19:55
M - F	A	55 min	Norwich via SR 32	☑	☑	20:00	20:05	20:20	—	20:30	20:40	20:45	20:55
M - F	A	55 min	Norwich via SR 32	☑	☑	21:00	21:05	21:20	—	21:30	21:40	21:45	21:55
M - F	A	55 min	Norwich via SR 32	☑	☑	22:00	22:05	22:20	—	22:30	22:40	22:45	22:55

Exhibit 10: Plan Area Local Owned Small Business Inventory

Summary: Business are all locally owned small business. The right of way is open, vast, unfriendly to pedestrians and promotes speeding. Civic Campus and Historic Town Hall requires preservation from elements to secure its presence (not shown on map) and connect visually and physically with walkways and landscaping to the Route 32 corridor.

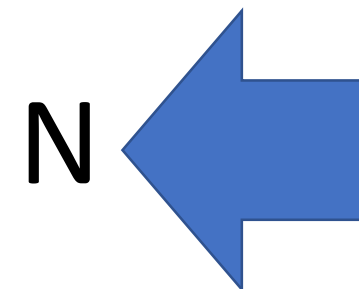
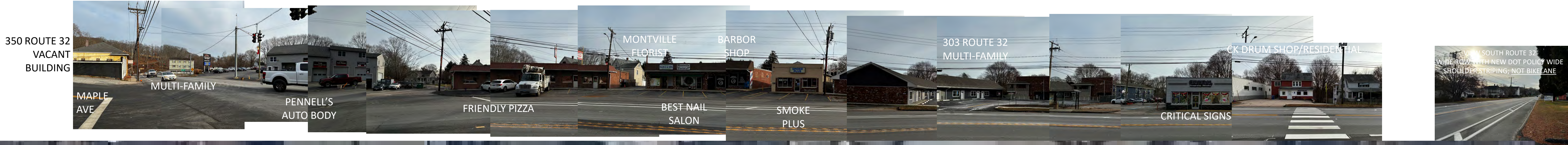


Exhibit 11 – Town Leadership Bios

The following four key staff members will play instrumental roles in implementing the grant and overseeing the work. They will advise and take direction from the Steering Committee while exercising professional judgement.

Leonard G. Bunnell Sr - Mayor

Leonard G. Bunnell Sr. has lived in Montville since 1971. He and his wife Deonn have been together for 24 years and are a blended family of five children and 10 grandchildren. The Bunnell family has been a part of Montville for three generations. A 1969 Waterford High School graduate, he began 13 years of employment with Electric Boat as an electrician apprentice and transferred to the Safety Department as an electrical safety inspector in 1977. In 1976 Lenny began working part time for the Montville Police Department advancing to a full time career in 1982 and retired September 2018. Throughout his 42 years of service with the Montville Police Department he was actively involved in the Public Safety Commission, a regular attendee of the Town Council meetings, an active member of the Montville Youth Advisory Board, Commission on Aging and a past member of the Economics Development Commission. As the Police Department's Executive Officer and Department Head, he was responsible for the 26 member department. The members included uniformed officers as well as clerical personnel. His myriad of responsibilities, to name a few, included operations, budgets, training, scheduling, purchasing and bargaining unit matters. He routinely worked with numerous surrounding town agencies, boards, commissions and departments. Before successfully being elected as the Mayor of Montville, he was the Account Manager for Securitas Security Services at Pfizer in Groton, Connecticut

Dennis Goderre, PLA, AICP – Project Manager; Director of Land Use and Development

Dennis Goderre is a licensed Landscape Architect, AICP Certified Planner, and Certified Urban Designer with extensive experience leading complex municipal and private-sector planning, engineering, and development initiatives. With a career spanning large-scale infrastructure, resiliency, redevelopment, and housing projects, he has managed multidisciplinary teams, overseen project budgets, and guided proposals through local, state, and federal permitting processes. Dennis has drafted, secured, and administered more than \$10 million in grants, managed individual capital projects exceeding \$2 million, and successfully delivered state-funded streetscape, transportation, and green infrastructure projects valued at over \$30 million. His expertise includes NEPA/CEPA compliance, coastal resiliency and CAM permitting, site/civil engineering oversight, urban design, historic preservation, and comprehensive plan and zoning regulation development.

Throughout his career, Dennis has planned and designed projects collectively valued at over \$1 billion, representing both public agencies and private developers across resort, institutional,

educational, commercial, housing, golf course, and waterfront sectors. He has led transformative efforts such as the City of Hartford's planning for the reconstruction of I-84, implemented Complete Streets and low-impact development strategies, advanced brownfield redevelopment initiatives, and supported transit-oriented development planning at multiple regional hubs. Dennis is recognized for his strong public communication skills, workshop facilitation, and effective collaboration with community groups, businesses, and municipal leadership. A strategic thinker and experienced mentor, he excels at aligning planning, engineering, and design principles with grant strategy, budget discipline, and long-term community goals.

Julie Chapman - Director of Finance

A seasoned Municipal Finance Director, this candidate brings extensive experience leading full-scope financial operations, including budgeting, forecasting, investment management, and fiscal planning for both town and city governments. They have a proven history of implementing new systems, modernizing outdated policies, and managing complex financial reporting with accuracy and transparency. Their background includes overseeing key financial functions such as accounts payable, payroll, assessment, tax collection, debt planning, and risk management, while ensuring compliance with audits, internal controls, and best fiscal practices. With a strong command of governmental accounting and financial analysis, they routinely prepare and deliver comprehensive financial reports to executive leadership, boards, and committees, supporting informed and strategic decision-making.

Throughout their career in Montville, Coventry, and New London, they have demonstrated exceptional leadership in supervising multidisciplinary teams, coordinating with departments across municipal operations, and maintaining strong working relationships with internal and external stakeholders. Their professional experience spans procurement, treasury and cash management, software implementation, labor cost estimation, pension and benefits coordination, and grants management. Supported by advanced education—including a Master's in Public Administration with a concentration in Public Finance, specialized certificates in governmental accounting and leadership, and recognition from the Global Honor Society for Public Affairs & Administration—they bring a comprehensive and well-rounded expertise ideally suited for high-level municipal finance leadership.

John Carlson – Director of Public Works and Facilities

John Carlson has dedicated over three decades of service to the Montville Public Works Department, embodying commitment, hard work, and deep community pride. A lifelong Montville resident, John grew up in town and continues to call it home—strengthening his connection to the community he serves every day.

He began his career with Montville Public Works on June 11, 1990, starting as a custodian. Over the years, John's strong work ethic, leadership, and comprehensive understanding of departmental operations led him through numerous roles and responsibilities. His steady rise within the department reflects both his dedication and his hands-on knowledge of the town's infrastructure needs.

On July 11, 2022, John was appointed Director of Public Works. In this role, he oversees the department's essential operations, guiding a team focused on maintaining and improving Montville's facilities, roads, and public spaces. His leadership is rooted in firsthand experience and a genuine passion for serving the community he has always called home.

Outside of work, John enjoys spending time with his family and escaping to his cabin in New Hampshire—a place where he can relax, recharge, and appreciate the outdoors.



State of Connecticut
GENERAL ASSEMBLY

December 3, 2025

Re: Support for Montville's CIF Round 8 Application – Town Center Plan & Implementation Strategy

To whom it may concern,

It is our pleasure to submit this letter as our endorsement of the Town of Montville's application for a Community Investment Fund (CIF) Planning Grant for CIF Grant Round 8. We have reviewed the Montville Town Center Plan & Implementation Strategy proposal, and it is our firm opinion that, if approved, this investment of public funds will enable Montville to advance critically important goals consistent with the CIF program. The proposed effort will create a clear path toward the revitalization of the Town Center, expansion of multimodal infrastructure, preservation of historic public buildings, and preparation of long-range plans that will benefit residents, businesses, and future development.

This initiative builds directly upon the State-supported Revive & Renew Routes 163/32 study, funded by the CIF Round 5, and will continue implementing the Governor's Economic Action Plan by supporting community revitalization, enhancing walkability, strengthening economic opportunity, and expanding access to future workforce and mixed-income housing. This effort also complements the State's investment in the nearby Oxoboxo Lofts (72 affordable units) and Village Apartments (160 new affordable units), the latter recently receiving \$8.5 million for the construction.

We are encouraged to see Montville taking an active role in engaging stakeholders, addressing aging infrastructure, and creating a long-term vision for a thriving civic campus and town green. Through this Planning Grant, Montville will be positioned to pursue further capital improvements and leverage additional state and private investment.

Thank you for your kind consideration.

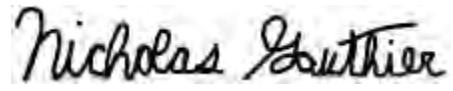
Respectfully,

Cathy Osten
State Senator, 19th District

Martha Marx
State Senator, 20th District



Nick Menapace
State Representative, 37th District



Nick Gauthier
State Representative, 38th District



**Mohegan
Tribe**
MUNDU WIGO

December 2, 2025

Community Investment Fund 2030
c/o Connecticut Department of Economic & Community Development
450 Columbus Boulevard
Hartford, CT 06103

Re: Support for Montville's CIF Round 8 Application - Town Center Plan & Implementation Strategy

To Whom It May Concern:

The Mohegan Tribe supports the Town of Montville's CIF Round 8 Planning Grant request. This project builds on the CIF Round 5 investment and will help implement key recommendations for the Route 32/163 corridor and Town Center.

The Tribe recognizes the importance of the Town Center as a civic and community anchor. Enhancing pedestrian access, public spaces, and multimodal connections will benefit residents, Tribal families, and local businesses.

The project also benefits state-funded housing investments along Route 32:

- Oxoboxo Lofts, funded through state programs, federal and state historic rehabilitation credits, and LIHTC
- The Village Apartments, expanding through state-supported housing investment and rehabilitation assistance.

Should both this CIF grant and the Town's Trails Grant be awarded, they will establish connected north-south and east-west routes that strengthen the Town Center as a focal point of community life.

The Tribe appreciates the opportunity to support this important initiative.

Sincerely,

James Gessner
Chairman

THE MOHEGAN TRIBE

13 Crow Hill Road • Uncasville, CT 06382 • Telephone (860) 862-6100

TOWN OF MONTVILLE
PLANNING & ZONING COMMISSION
310 Norwich-New London Turnpike, Uncasville, CT
Phone: (860) 848-6779 – Email: dgoderre@montville-ct.org

November 18, 2025

Community Investment Fund 2030
c/o Connecticut Department of Economic & Community Development
450 Columbus Boulevard
Hartford, CT 06103

Re: Support for Town of Montville – CIF Round 8 Planning Grant Application

Dear Review Committee:

At its regular meeting of November 18th, the Montville Planning & Zoning Commission voted to support the above referenced application and submits this letter in favor of the Town of Montville’s application for the CIF Round 8 Planning Grant request for the Montville Town Center Plan & Implementation Strategy. As the body charged with overseeing zoning, development policy, and long-range planning, the Commission views this initiative as essential to implementing the 2022 Montville Plan of Conservation and Development (POCD) and to strengthening the Town Center’s role as Montville’s civic and economic heart.

The POCD identifies several priorities addressed directly by this proposal:

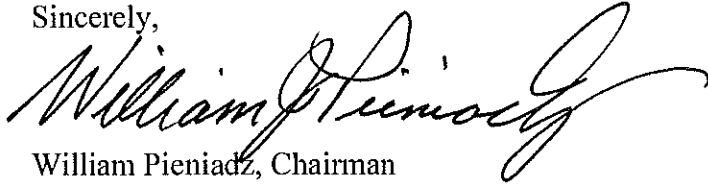
- Coordinated investment in the Town Hall campus and surrounding civic buildings;
- Enhancing the Route 32/163 area as a mixed-use, pedestrian-friendly center of activity;
- Providing infrastructure that supports local businesses and encourages new investment;
- Improving multimodal connections, including planned trail and walkway systems.

The Route 32 corridor is experiencing significant residential growth—including state-supported developments such as Oxoboxo Lofts and the Village Apartments—which increases the importance of a well-planned Town Center with safe access, improved pedestrian networks, and functional public spaces. This CIF grant will allow Montville to complete essential planning, assess municipal building needs, and develop actionable designs for long-term revitalization.

The Commission also recognizes the coordinated value of the Town’s concurrent Trails Grant application to CT DEEP. Should both grants be awarded, the resulting combination of planning, design, and connectivity improvements will create a fully integrated system of north–south and east–west routes linking residents, businesses, civic facilities, and the Thames River waterfront.

The Commission strongly supports this application and views it as a practical, necessary, and POCD-consistent step toward creating a more business-friendly, accessible, and vibrant Montville.

Sincerely,

A handwritten signature in black ink, reading "William Pieniadz". The signature is written in a cursive style with a large, sweeping flourish at the end.

William Pieniadz, Chairman
Montville Planning & Zoning Commission



Southeastern Connecticut Enterprise Region

19-B Thames Street PO Box 867 • Groton, Connecticut 06340
860-437-4659 • Fax: 860-437-4662 • E-mail: secter@secter.org

November 18, 2025

Community Investment Fund 2030
c/o Connecticut Department of Economic & Community Development
450 Columbus Boulevard
Hartford, CT 06103

Re: Support for Town of Montville – CIF Round 8 Planning Grant Application

Dear Review Committee:

On behalf of the Southeastern Connecticut Enterprise Region (seCTer), I express our strong support for the Town of Montville's CIF Round 8 Planning Grant application for the Montville Town Center Plan & Implementation Strategy. This initiative builds directly upon the Town's CIF Round 5 award and advances long-term revitalization, mobility, and economic development goals.

The Town Center effort will support significant state-funded residential investments, including:

- Oxoboxo Lofts, funded through state historic tax credits, federal historic credits, and Low-Income Housing Tax Credits.
- The Village Apartments, currently expanding with 164 additional units supported by state housing investment programs.

With population growth accelerating along Route 32, this planning work is critical to ensuring adequate infrastructure, public space enhancements, business attraction, and multimodal connectivity.

Additionally, the project complements Montville's CT DEEP Recreational Trails Program application. If both grants are awarded, the town will establish a coordinated system of north-south and east-west linkages converging at the Town Center, supporting walkability, public health, economic activity, and long-term regional resilience.

seCTer stands ready to assist the Town through the implementation process, regional coordination, and economic development support. This effort represents an exemplary use of state dollars and positions Montville for additional federal and LOTCIP funding pursuits.

We respectfully encourage full consideration of this application.

Sincerely,

Paul Whitescarver
Executive Director
Southeastern Connecticut Enterprise Region (seCTer)
pwhitescarver@secter.org
(860) 437-4659 x201

**Community Investment Fund 2030, Round 8: Sources and Uses Budget
Town of Montville / Montville Town Center Pan & Implementation Strategy**

	CIF Request	Other DECD Funds	State Bond Funds	Other State Funds	Federal Funds	Applicant Funds	Philanthropic Funds	Developer Funds	Total per Activity	Additional Description as needed
Enter Program/Source Name(s) ->										

Soft Costs: Project Activity										
Architectural / Engineering	\$ 110,000								\$ 110,000	Town Hall Assessment/Boiler/Envelope
Owner's Rep/Construction Manager									\$ -	
Environmental Studies	\$ 10,000								\$ 10,000	HBMI
Legal / Accounting									\$ -	
Permits									\$ -	
Planning / Studies	\$ 117,500								\$ 117,500	Intersection/Streetscape/Village Center
Site Acquisition									\$ -	
Soft Cost Contingency									\$ -	
Other - Advertsing	\$ 2,500								\$ 2,500	Advertising, Publications, materials for outreach
Other - specify	\$ 10,000								\$ 10,000	Site Surveying/mapping
Soft Costs - Subtotal	\$ 250,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 250,000	

Hard Costs: Project Activity										
New Construction									\$ -	
Renovation						\$ 307,000			\$ 307,000	
Demolition									\$ -	
Abatement									\$ -	
Remediation									\$ -	
Machinery & Equipment									\$ -	
Hard Cost Contingency									\$ -	
Other - specify									\$ -	
Other - specify									\$ -	
Hard Costs - Subtotal	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 307,000	\$ -	\$ -	\$ 307,000	

Total per Source Type	\$ 250,000	\$ -	\$ -	\$ -	\$ -	\$ 307,000	\$ -	\$ -	\$ 557,000	
Enter Status of Funds: Committed, Pending, To Be Requested, etc. ->										

Soft Costs Percentage	Total Project	44.88%
	CIF Portion	100.00%

Exhibit 13a:

Town of Montville: Town Center Plan & Implementation Strategy

Note: Subtotal are estimates and may vary based upon filling procurement and negotiated services.

1. Town Center Vision — \$127,500

1.1 Limited Site Survey & Research — \$10,000

Utilize town prepared base map/survey: Supplement as follows - Targeted survey, ROW verification, base mapping, parcel/grade analysis, and physical constraint validation. Utilize state wide LDAR mapping for all topography

1.2 Route 163/32 Intersection Study & Streetscape Master Plan — \$67,500

Intersection safety and operational review, cross-sections, streetscape plan, multi-use path integration, Town Green analysis, and conceptual master plan package.

1.3 Town Center Visioning Framework & Early Concept Design — \$30,000

Town Center identity, placemaking, Town Green conceptual design, pedestrian realm plans, and draft vision framework.

1.4 Outreach — \$20,000

Public workshops, stakeholder sessions, property owner meetings, digital engagement tools, and community communications.

2. Civic Campus Improvements — \$120,000

2.1 Building & Site Needs Assessments — \$35,000

Assessment of HVAC, windows, envelope, ADA, drainage, lighting, interior/exterior conditions, and capital cost estimating.

2.2 Limited HBMI (Roof & Boiler Focus) — \$10,000

Lifecycle analysis, deficiency verification, and prioritization for the aging roof and boiler systems.

2.3 100% Bid Documents – Boiler Replacement — \$55,000

Full construction-ready plans, specifications, details, QA/QC, and bid package preparation exclusively for the boiler replacement project.

2.4 100% Conceptual Design – Building Envelope — \$20,000

Comprehensive conceptual design for the full building envelope including roof replacement approach, windows, masonry repairs, lintels, trim, elevations, detailing, and restoration strategy under historic standards.

2.5 Steering Committee Meetings & Reporting

Monthly meetings, documentation, project coordination, and progress monitoring.

3. Advertising — \$2,500

Grant-required notices, public meeting advertisements, community notifications.

Exhibit 14: Project Schedule

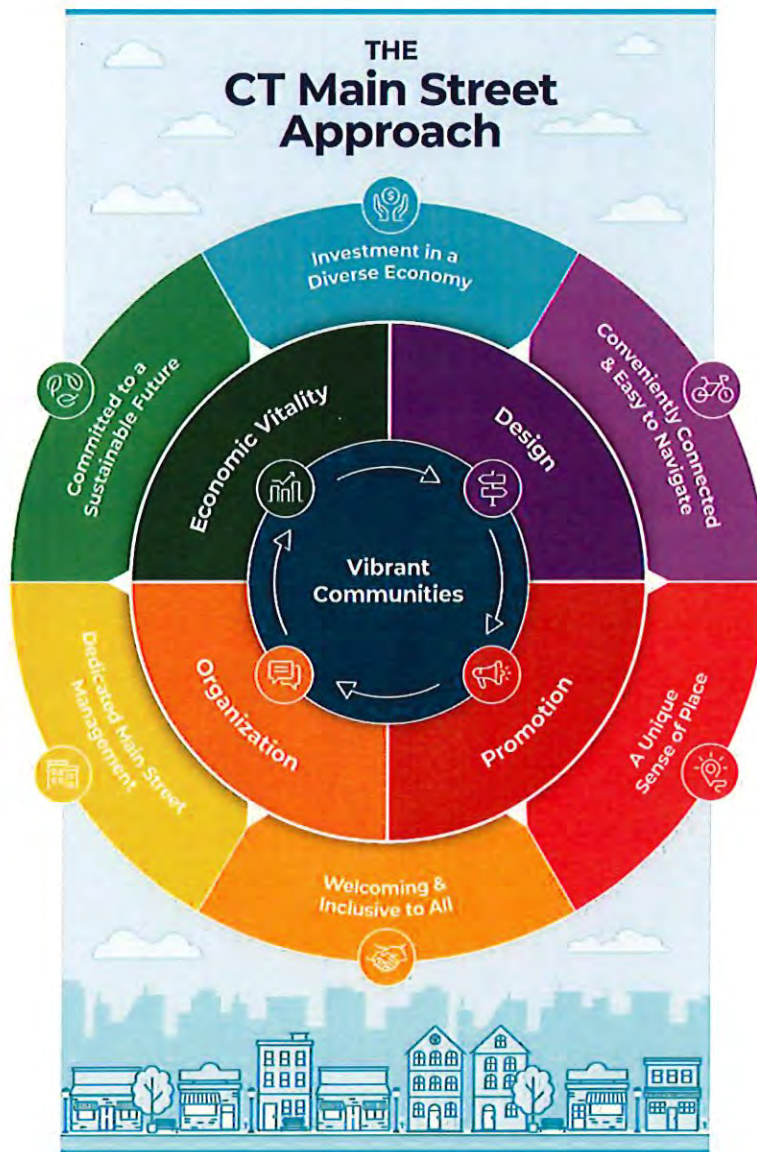
Town of Montville Town Center Plan & Implementation Strategy

Task	M1	M2	M3	M4	M5	M6	M7	M8	M9
1. Town Center Vision									
1.1 Limited Site Survey & Research									
1.2 Intersection & Streetscape Master Plan									
1.3 Town Center Visioning & Concept Design									
1.4 Outreach									
2. Civic Campus Improvements									
2.1 Building & Site Needs Assessments									
2.2 Limited HBMI Study									
2.3 100% Bid Docs – Boiler									
2.4 100% Conceptual Design Documents - Envelope									
2.5 Steering Committee & Reporting									
3. Advertising									
3 Advertising & Notices									



Connecticut Main Street Center Main Street Readiness Assessment

GNACC - Montville
Date of Visit: 2/13/2025





GNACC-CMSC Rural Business Development Program Overview

Connecticut Main Street Center (CMSC) and the Greater Norwich Area Chamber of Commerce (GNACC) are collaborating on a regional effort to strengthen the businesses in the GNACC 11 town area and the municipal ecosystem that provides them with critical support. CMSC is a statewide nonprofit with twenty-five years of experience supporting the creation, revitalization, and management of main streets, village centers, and downtowns in communities of all sizes across Connecticut.

GNACC serves as a liaison between business owners, town, and state officials to bridge communication gaps and foster meaningful collaboration. GNACC will be applying their suite of services to support the areas of weakness and opportunity in each town as revealed in the assessment process. GNACC assists in the following areas:

- **Business Engagement & Support:** GNACC facilitates business workshops and training sessions focused on marketing, grant opportunities, and available resources to support local business growth; offers mentorship programs and networking opportunities by connecting new or struggling businesses with experienced local entrepreneurs; and provides further assistance based on the needs identified in town assessments of "next steps," ensuring support is tailored to each community's specific goals.
- **Strategic Business Attraction:** GNACC helps identify and attract businesses that align with the town's vision for the Village Center, including the promotion of business opportunities through the Chamber's regional network and resources, assisting in mapping out available storefronts, and coordinating "Coffee Talks" with local business owners to build a stronger, more engaged business community.
- **Event Marketing Coordination:** GNACC collaborates with town Recreation Departments, Farmers Markets, and local event organizers to promote community events, integrating them into GNACC's broader regional marketing campaigns to attract visitors and potential investors.
- **Business Directory & Marketing Campaigns:** GNACC assists in maintaining an up-to-date online business directory, accessible via the town, chamber, and regional tourism websites, as well as creates a marketing campaign that promotes local events and businesses through QR codes placed at local businesses, campgrounds, and tourist attractions.
- **Steering Committee Participation:** GNACC will assist CMSC in establishing local Steering Committees focused on Main Street and Village Center development. This group would help ensure alignment with regional economic development strategies and offer guidance on implementation efforts.

CMSC supports the vibrancy of main streets, village centers and downtowns across the state through education, events, field services, and advocacy. CMSC offers:

- **Annual Walking Tour & Assessment:** Members receive an Annual Assessment & Walking Tour with community Main Street Stakeholders that results in a thorough report with action items and resources.
- **Main Street Accelerator:** An annual program that provides team building, professional development, and project management support to community teams with a project proposal.
- **Jumpstart Your Main Street:** Tailored modules that brings CMSC staff to communities to form and support main street organizations.
- **Main Street Hotline:** CMSC helps members address pressing challenges that arise via phone, email, or in-person.



- **National & Local Expertise:** CMSC educational & training programs connect communities with experts from Connecticut & around the country.
- **Community Resource Center:** CMSC offers an online compendium of best practices, webinars, training guides, and helpful links, all at their fingertips via our new Member Community Platform.
- **Government Relations & Advocacy:** We advocate for specific legislative changes & general policies that enhance downtown walkability, expand housing, encourage business, enable inclusivity, and foster innovation.

Purpose of the Main Street Readiness Assessment

Thriving main streets are built using a community's existing assets. The culture of a town should be reflected in the infrastructure and businesses of its main street, and to do so, it requires ongoing management. Main street management is comprehensive work that convenes community stakeholders around a unifying vision while juggling competing priorities. CMSC created the Main Street Readiness Assessment evaluation tool to help towns where stakeholders want to take the first step to building a thriving main street but may not know where to start.

This assessment report identifies general strengths of the prospective main street district, areas with opportunities for or barriers to growth and improvement, and recommendations for next steps.

How to Use This Report

The assessment examines the potential of a main street district through the lens of community vision, the built environment, existing assets, and current community support. Input is provided by the point of contact for the district and/or key stakeholders who already have a role in how the downtown functions; however, wider members of the community are not included in this process. This is not a community input exercise concerning the use or perceptions of the main street. Rather, it is a means to determine potential of a main street district and community's readiness for main street management.

As such, this assessment report is for internal use only. We recommend the results of the assessment guide the district's strategic planning and be incorporated into an annual work plan. Further, CMSC is available to provide technical assistance and guidance on next steps based on the findings of the report.

CMSC will not publish your results publicly or share with other communities. CMSC may publish aggregate anonymous data for communication materials.



Methodology

The Main Street Readiness Assessment only considers the downtown, Main Street, commercial corridor, or village center district – referred to as “the district”, or “the area of focus” in this report – as defined by the community point of contact. The assessment examines four key building blocks to a thriving district: community vision for the district, the district's built environment and existing assets, and current community support for the district. Municipalities are categorized according to the extent of their existing Main Street Infrastructure and their interest in a managed Main Street Approach.

	Ready to Go!	Untapped Potential	Aspirational	Status Quo
Main Street Infrastructure	Present	Present	Not fully present	Not present
Interest in a managed Main Street approach	Yes	No	Yes	No

Considerations for the readiness of the built environment includes but is not limited to the existing commercial/residential/mixed-use properties and their location relative to the street, sidewalks, lighting, sewer lines, walkability, signage, business mix, and arts, culture, entertainment, and recreation assets.

Considerations for the capacity of the community includes but is not limited to the number and variety of municipal staff, volunteer groups and commissions, merchants' associations, and/or chambers (including GNACC), and other stakeholders' interaction, work and vision concerning the main street.

Overview of Montville's Main Street Readiness Assessment

Individuals Present During Assessment

- Carl Rosa, Field Services Director, Connecticut Main Street Center
- Kennedy Winslow, Field Services Coordinator, Connecticut Main Street Center
- Angela Adams – Executive Director – Greater Norwich Area Chamber of Commerce
- Leonard Bunnell - Mayor
- Cindy Breton – Executive Assistant
- Stacy Radford – Zoning/Wetlands Officer
- Meredith Badalucca – Assistant Planner
- Deb Mathiesen – Culture SECT

District Boundaries Assessed

The district boundary extends from the intersection of Route 163, down Route 32 to the Waterford town line.



Main Street Readiness Assessment Findings

District Vision

Montville sees itself as a residential community and a connector to the casinos. From a vision perspective along main street however, there is a desire to establish a "town green" in areas along Route 32 towards Route 163. A goal would be to increase walkability, develop nearby properties with more residential and commercial opportunities, and create more youth activities with connections from recreation areas to main street.

District Built Environment

Although town leaders would classify the district as a combination of both walkability and car-centric, there is no doubt that more sidewalks are needed. The district does include some sidewalks, but they are sporadically placed. Most of the area along Route 32 does not have sidewalks. Some of the installed sidewalks are ADA compliant, while some are much older and in need of upgrade.

There are approximately 40 commercial buildings in the area of focus. However, only the public buildings and structures in the area of focus are deemed to be of historic significance. They include the Town Hall Building (formerly Uncasville School) and the Water Tower. While most structures are set back from the road, some are along the sidewalk such as the mixed-use building on the corner of Rte 163 and 32. The district is mostly state roads but some local roads intersect with Routes 32 and 163. There are approximately 6-7 intersection areas along this corridor.

The existing infrastructure includes public water and sewer along with adequate electrical service and fiber optics cable. Thus, the infrastructure could support additional development in the future.

District Assets

There is not a historic commission in town, however, the upper area of Route 163 could be considered a historic district. There are cultural, art, entertainment and recreational assets and locations in the district. They include: Walking trails, fishing in Wheeler Pond and a number of the ponds connected to Oxoboxo Brook, a museum, various historic markers, and Horton Cove. In addition, the high school has a Theater program, the Montville Farmer's market hosted across town in Oakdale, and a number of car shows during warmer weather.

The anchor institutions include The Town Hall, the Police Department, the Power Generating Plant, and the Paper Mill. Most of these are in the district on main street. Long standing commercial establishments include Herb's Country Store, Montville Hardware, Brown Derby, Shear Time, Montville Florist, Citizen's Bank, Longo's Plaza, the VFW, the American Legion, and Pennell's Auto Center. Most of these commercial establishments are located in the area of focus.

The parking options are limited. There is some at Town Hall and the Church as well as available street parking. There is public transit as Montville has the SEAT Bus (Route #1) that runs along Route 32. Montville also has active freight rail.

Community Support for District

Municipal leadership and municipal officials are very supportive of a more developed and managed main street. Three groups that could take the lead on this include the Economic Development Commission,



the Senior Center, and Community members. While there is general support overall to support the vision, it is recognized that a better effort is needed to market the district and plans for the district. Continuing to build community support is needed.

Overall

Identified barriers include lack of funding, absentee landlords who remain indifferent to any potential plans, and the challenge of recruiting new volunteers to get involved.

There are interested groups in the community that would want to move the vision for main street in Montville forward. Key business owners and the CIF Grant Steering Committee members are among those wanting to see progress and improvement. The Town Council supports the initiative as does the volunteer-based Economic Development Commission.

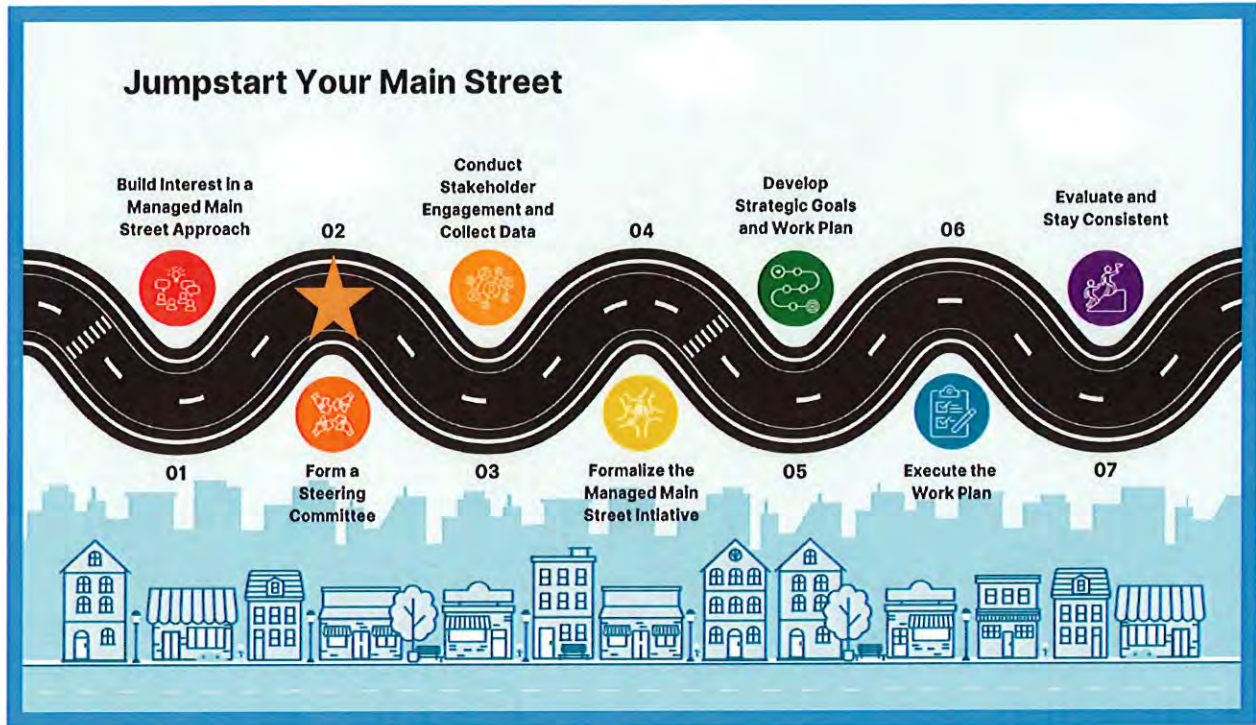
Montville has been successful in garnering a \$250,000 Community Investment Fund (CIF) grant for the purpose of developing a town green for community events with adjacent sidewalks. This would be a first step in the process of creating a more pedestrian oriented, walkable, main street district which could then foster more investment and development.

At this stage, for now, any managed approach would come from planning and zoning as well as land use. Until this infrastructure is in place, the town is limited in this regard. However, a more robust marketing approach to showcase town recreational assets, and other community events can start right away and should be considered in order to set the tone for future development and activities as well as tie in with neighboring towns for regional attractions. The creation of the Montville app could offer an opportunity to help with this effort.

Recommended Next Steps

Based on our findings, Montville is **Ready to Go** – there is infrastructure to support a main street experience, and some interest in implementing a managed main street approach.

To take the next step in a managed approach, we recommend engaging with the businesses & stakeholders to build a Main Street Steering Committee for a managed Main Street Approach, per CMSC's "Jumpstart Your Main Street" pathway. The Main Street Steering Committee should consist of community stakeholders, municipal officials and other related groups, established for the purposes of drafting and implementing a strategic plan for management of the two areas of focus. The plan should include goals, specific tasks, and action items with measurable outcomes. The steering committee can also determine an organizational management model and draft an initial budget for guidance on necessary fund development.



Additional Recommended Actions

The following tables are organized by each of the Four Points, a nationally-proven approach to Main Street developed by the National Trust for Historic Preservation. These actions can be undertaken by the newly formed Steering Committee.

Each finding/recommended action has a link to an online resource. As part of the Rural Business Development Project, you have access to the Downtown Resource Library, CMSC's hub for member resources. This library contains all of our assessment resources, past webinars, summits, professional affiliates, and more. Once you have created an account and logged in, click the hyperlink to be taken to a resource page in our library to help you start work on the recommended action.

Economic Vitality		
Finding	Recommended Action	CMSC Resource
There are closed and blighted mills in the district.	<ul style="list-style-type: none"> As a DECD distressed community, you may be able to access funding to remediate these mills. With the existing interest from town hall to implement a historic district in the area 	Contact Preservation CT as a first step towards creating a historic district. SHPO , as part of DECD, handles the administration of state and federal preservation programs and funding and will



	around Wheeler Pond, which may make redevelopment using historical property tax credits possible to aid in redevelopment of those blighted mills, if they exist within the historic district.	be an essential resource in any preservation project.
72 new housing units are coming online within the area of focus, with interest in town hall for improved walkability to/close to this site.	Contact the property managers/developers to determine ways the town can welcome these new residents, such as distributing a Montville informational booklet or business directory to new residents. GNACC may be able to help with business-related materials.	V.1.3 Business Inventory

Design		
Finding	Recommended Action	CMSC Resource
There is a new, pet-friendly walking trail near Horton Cove behind the Police Department.	Add this, and other walking trails, to a digitally available inventory of recreation opportunities, for new residents and visitors to have a reference for outdoor recreation opportunities in Montville.	D.4.1 Green Space Inventory DEEP's existing resources may be a useful aid: CT Recreational Trails

Organization		
Finding	Recommended Action	CMSC Resource
<i>P2C steering comm.</i> Town Council is managing the CIF Planning Grant project with minimal EDC input. The Mayor says the EDC does not have much power and most commissions in town have low budgets.	<ul style="list-style-type: none"> Reconsider the role of the EDC moving forward. This Planning Grant project may eventually reveal gaps that a stronger EDC could fill with regard to Montville marketing efforts, business recruitment and retention, and filling vacancies. 	The Secret to a Successful, Thriving Downtown: What it is and How to Get There

Promotion		
Finding	Recommended Action	CMSC Resource
Montville is in the process of developing an app.	<ul style="list-style-type: none"> Consider expanding the Montville app to be used for more than just municipal info by recruiting all of Montville's businesses to have a presence, if possible. 	P.2.5 Website



	<ul style="list-style-type: none"> ○ This could include hours of operations and contact info. ○ Certain businesses could use it as a space to announce sales and specials. ● Make the app useful for visitors by including campsite info and a "Things to Do" section that includes restaurants, retail, and local attractions. ● Consider producing marketing materials for the app for visitors and new residents to increase its usage across the board. 	
<p>There are a number of car shows that occur in town in the warmer months.</p>	<p>Consider advertising these car shows—they are a unique attraction hosted by local businesses and may draw visitors into town, as well as being a great outdoor community event for Montville residents and other locals.</p>	<p>P.3.4 Event Communications</p>
<p>The Parks and Recreation department may be able to do more to advertise their programs and events.</p>	<p>Reinvigorate engagement by reminding residents and neighbors alike to sign up and/or subscribe to the Parks & Rec department communication channels, such as a monthly newsletter email or Facebook.</p> <ul style="list-style-type: none"> ● Consider creating a QR code for all marketing flyers that will take visitors to the website to sign up for a newsletter or follow the Facebook page. 	<p>O.8.1 Communication Channels O.8.2 Communication Consistency</p>

**Municipal Certification of
Eligibility for Discretionary State Funding**

(This form to be completed by municipality)

Name of Discretionary Grant Funding Program: **Community Investment Fund 2030**

Name of Municipality & Town Code: 086 Montville (hereinafter referred to as "Town/City")

In accordance with C.G.S. § 8-23, as amended by Public Act 15-95, any municipality that has not adopted a plan of conservation and development (POCD) within the past ten years is ineligible for **discretionary state funding** unless they submit a "Notice of Expired POCD" to the OPM Secretary and to the Commissioners of Transportation, Energy and Environmental Protection, and Community and Economic Development, and they request and receive a waiver from the prohibition on a grant-by-grant basis from the OPM Secretary

In accordance with C.G.S. § 8-23(a)(1), the Town/City has adopted a POCD within the last ten years; the adopted plan expires 2/18/2032.

The Town/City has **not** adopted a POCD within the last ten years as required by C.G.S. § 8-23(a)(1) and:

In accordance with C.G.S. § 8-23(a)(2), the Town/City has submitted a "Notice of Expired POCD" to the OPM Secretary and the Commissioners of Transportation, Energy and Environmental Protection, and Economic and Community Development that explains why such plan was not adopted within the required ten year period (copy attached).

AND

In accordance with C.G.S. § 8-23(b), the Town/City has submitted a "Waiver Request Letter" to the OPM Secretary requesting a waiver of the discretionary state funding prohibition for this grant application (copy attached).

I attest that the aforementioned information is accurate and complete and that I am the representative of the Town/City who is authorized to execute this certification.

Leonard G. Bunnell Sr, Mayor

Signature: _____

11/12/2025

086 Montville _____

**Leonard G. Bunnell, Sr.
MAYOR**



Town of Montville, Connecticut

Department of Land Use & Development

Planning & Zoning
Inland Wetlands & Watercourses
Economic & Community Development

Acknowledgement to # 21

To the best of my knowledge, all actions, suits, claims, demands, investigations, and proceedings of any kind, open, pending, or threatened, whether mature, un-matured, contingent, at law or in equity in any forum, involving the applicant that might reasonably be expected to materially adversely affect its businesses, operations, assets, properties, financial stability, business prospects, or ability to perform the project as described in this application.

A handwritten signature in blue ink, appearing to read "Dennis G. Goderre".

Dennis G. Goderre

Director of Land Use and Development