

City of Providence

STATE OF RHODE ISLAND AND PROVIDENCE PLANTATIONS

CHAPTER 1994-20

No. 323 **AN ORDINANCE** ADOPTING PROVIDENCE 2000: THE COMPREHENSIVE PLAN AS THE CITY'S COMPREHENSIVE PLAN TO DIRECT THE DEVELOPMENT OF THE CITY.

Approved June 13, 1994

Be it ordained by the City of Providence:

WHEREAS,

the Providence City Charter directs that a Comprehensive Plan for the City be prepared and adopted.

WHEREAS,

the Rhode Island Comprehensive Planning and Land Use Act mandates that every community shall prepare a comprehensive plan every five (5) years that provides a basis for rational decision making regarding the long term physical development of the municipality.

WHEREAS,

the Providence City Plan Commission, pursuant to Article X, Section 1013 (A) of the Providence Home Rule Charter, has prepared Providence 2000: The Comprehensive Plan which contains goals and policies relating to land use, housing, economic development, natural and cultural resources, community services and facilities, open space and recreation, traffic and circulation, and an implementation program.

WHEREAS,

the Providence City Plan Commission approved on December 3, 1992 Providence 2000: The Comprehensive Plan after a public hearing as the city's comprehensive plan, the official planning document for the city and authorized the Director of the Department of Planning and Development to submit said plan to the City Council for its review and approval.

IT IS ORDAINED BY THE CITY OF PROVIDENCE THAT:

1. Providence 2000: The Comprehensive Plan has been prepared in accordance with the provisions of the Providence Home Rule Charter and the Rhode Island Comprehensive Planning and Land Use Regulation Act.
2. Providence 2000: The Comprehensive Plan, a document consisting of text, figures, charts, tables, appendix and maps, is hereby approved, adopted and designated as the Official Comprehensive Plan for the city and all city officials, departments, boards, commissions, authorities and agencies are hereby directed to carry out this plan.
3. In enacting this Ordinance and in adopting Providence 2000: The Comprehensive Plan, the City Council intends to establish general citywide policies for the

development and renewal of the city and its neighborhoods in conformance with this plan.

4. In order to implement Providence 2000: The Comprehensive Plan, the city council pledges its cooperation in helping to carry out said plan and all city officials, departments, boards, commissions, authorities and agencies of the City of Providence are directed to exercise their functions and powers in a manner consistent with said plan.

IN CITY COUNCIL
MAY 19 1994
FIRST READING
READ AND PASSED

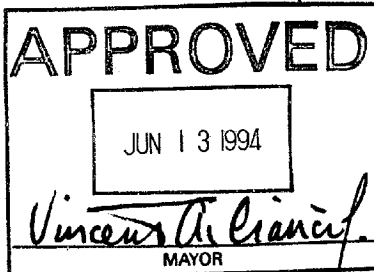
Michael L. Clement CLERK

IN CITY
COUNCIL

JUN 2 1994

FINAL READING
READ AND PASSED

James J. Pignatelli PRESIDENT
John M. Angelone CLERK



JOHN F. PALMIERI

Director



VINCENT A. CIANCI, JR.

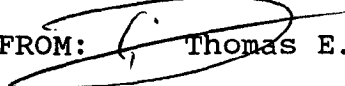
Mayor

Department of Planning and Development

"Building Pride In Providence"

MEMORANDUM

TO: Michael Clement
City Clerk

FROM:  Thomas E. Deller

DATE: January 5, 1994

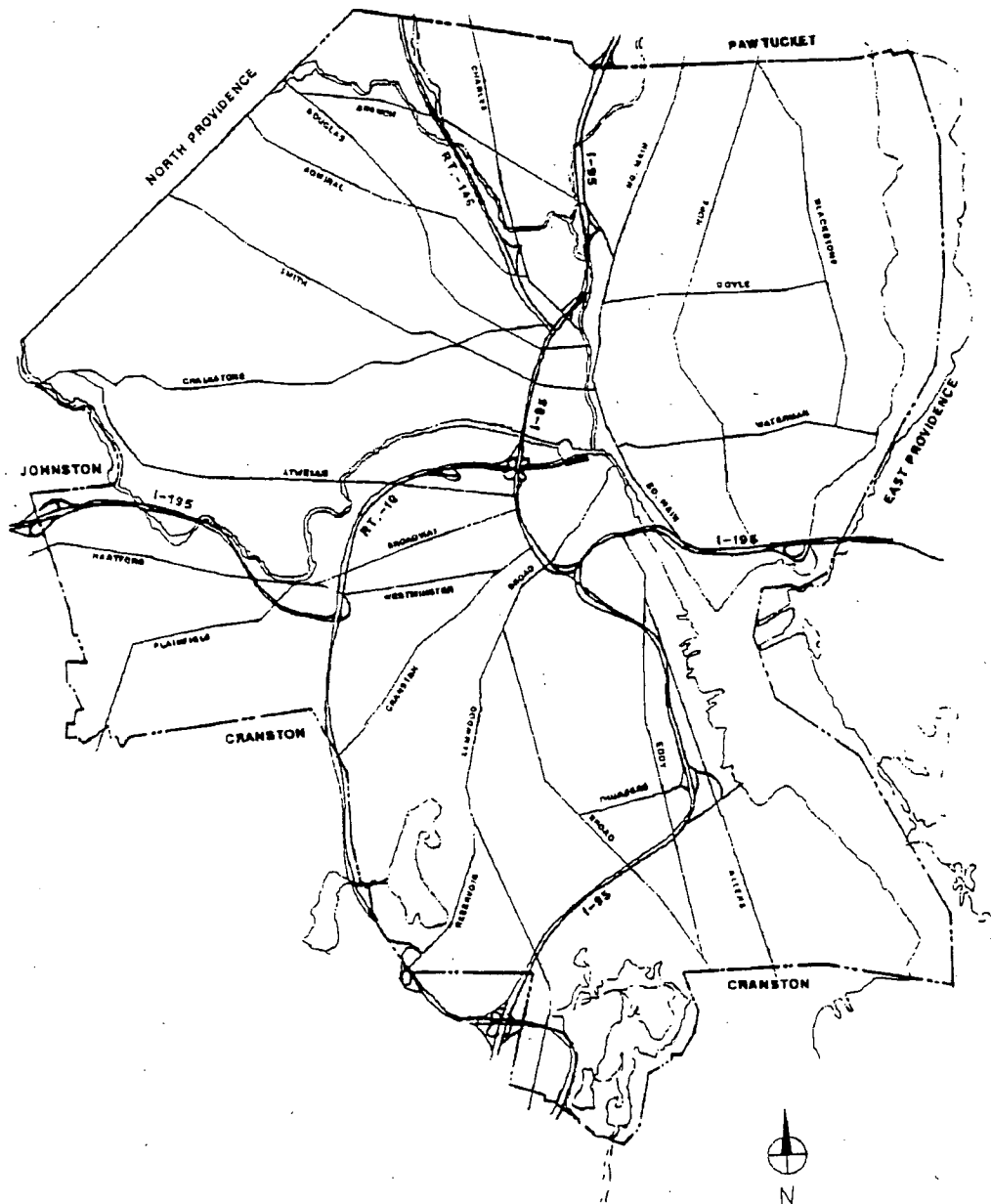
RE: PROVIDENCE 2000 - THE COMPREHENSIVE PLAN

Attached is an original and 22 copies of an Ordinance to adopt the City's Comprehensive Plan. Both City Charter and State Law require that the City adopt a Comprehensive Plan and amend it every five years. This plan has been approved by the City Plan Commission and it is being forwarded for Council adoption. This Ordinance is being sponsored by Councilman Igliazzi and Councilwoman Nolan.

Attachment

PROVIDENCE 2000

THE COMPREHENSIVE PLAN



CITY PLAN COMMISSION
DEPARTMENT OF PLANNING
AND DEVELOPMENT
PROVIDENCE, RHODE ISLAND
JULY, 1993

VINCENT A. CIANCI, JR.
MAYOR

JANE B. SHERMAN
CHAIR



VINCENT A. CIANCI, JR.
MAYOR

PROVIDENCE CITY PLAN COMMISSION

"Planning Providence's Future"

TO THE CITIZENS OF PROVIDENCE

We are proud of Providence. It has evolved into a city whose neighborhoods are cherished by its residents, and whose cultural and educational opportunities make it attractive for new citizens and industries. It is important to preserve the attributes we treasure as we plan for changes which inevitably come with time.

A city, to be truly vital, must be open and responsive to new and improved opportunities and its citizens must accept the challenge of planning for the future. As we do so, we must recognize that change holds risks as well as rewards and that a balance must be carefully struck.

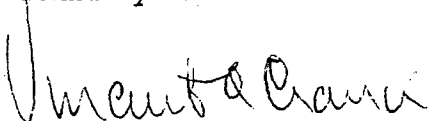
This plan, Providence 2000: The Comprehensive Plan, is the first step in leading Providence into the Twenty First Century. It establishes a vision for our city and gives us the framework on which to build a better tomorrow.


Change can bring disruption. Through effective planning we hope to minimize the impacts that change will inevitably bring. Good planning preserves the best of the past and present while introducing needed innovation.

A tremendous amount of time and creative energy has been invested in the development of Providence 2000: The Comprehensive Plan. This planning effort is the start of a difficult but challenging and exciting time for Providence. With this plan, we have laid the foundation for a better Providence.

Providence 2000: The Comprehensive Plan began with the efforts of the City Plan Commission to develop a new comprehensive plan for the city. Through the public meeting process, this plan has been refined by citizen involvement. After extensive contributions by citizens, members of the City Plan Commission, City staff and consultants, this plan has been completed. The investment of time, knowledge and good will of the people of Providence has made this a better plan and is greatly appreciated.

Thank you.


Vincent A. Cianci, Jr.
Mayor


Jane B. Sherman
Chair
City Plan Commission

PROVIDENCE 2000: THE COMPREHENSIVE PLAN
JULY 1993

VINCENT A. CIANCI, JR.
MAYOR

THE PROVIDENCE CITY PLAN COMMISSION

George Calcagni, Chair
James H. Leach, Vice Chair
Susan Esposito, Secretary
Jane B. Sherman
Louis Smith
Councilman James A. Petrosinelli
William E. Collins

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Boston, Massachusetts

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PROVIDENCE 2000:
1.0 INTRODUCTION

1.0 INTRODUCTION

In cities all over the world, land is used for specialized purposes such as housing and industry. One of the main problems of any city is how to control these uses to enable the city to function and evolve.

*The Uses of Land in Cities
Charles Abrams*

Providence 2000: The Comprehensive Plan is the result of over four years work by the Department of Planning and Development, the City Plan Commission a large number of citizens, city staff and consultants. The plan presents a guide for future growth and change in the city. It sets the city's policies for public and private actions in the coming years. As a result of the plan, city, state and private endeavors in Providence, and other actions that may be taken outside the city but which affect it, will be directed and coordinated. The comprehensive plan is based on the goals and objectives of the city's residents and leaders. It sets forth a program to achieve specific policies and actions. The plan was developed as a result of and is designed to reinforce an open and broadly participatory process of citizen involvement in establishing goals and objectives for Providence's future development and management. Finally, the comprehensive plan is to inform those interested in Providence as a potential place to live or do business.

1.1 Why a Comprehensive Plan?

The powers and duties of the City Plan Commission shall include, without limitation, ... [the] prepara[tion] of a Comprehensive Plan for the City of Providence;

Providence Home Rule Charter

Providence 2000: The Comprehensive Plan is a statement that our desire for Providence is not just for a good city, but a great city; that we are craving not just a stable economy, but a dynamic economic climate that offers investment and employment opportunity to all of its citizens. The citizens of Providence demand neighborhoods that are not just good, but neighborhoods that are vital parts of the city, free of blight and crime, great places to live. These are aspirations for greatness, aspirations that can be achieved. This is how great cities come into being.

A comprehensive plan is an official document adopted as a policy guide for decisions about the physical, social and eco-

Providence 2000: The Comprehensive Plan
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conomic development of a community. It is partly based on the existing patterns of land use, community facilities and social and economic interactions in the community. It is also based on the desires and aspirations of the community and on how these interact with basic social and economic and environmental conditions, both at a local and regional level. A comprehensive plan sets forth in a general way how the community should develop over the next ten to twenty years. It is, in essence, an official statement of the community, setting forth its major policies concerning desirable future development.

A comprehensive plan ultimately relates appropriate future development with the land's capabilities, the protection of natural resources, the balance of housing choices, economic development, preservation and protection of open space, recreation, historic and cultural resources, and the orderly provision of public services and facilities.

The Providence Home Rule Charter requires the City Plan Commission to prepare a comprehensive plan for the city. The City Code of Ordinances expands on this requirement and directs the City Plan Commission to make "careful studies of the construction, resources, possibilities and needs of the city with reference to its future and progressive development ..." (Section 2-249, Providence Code of Ordinances).

In addition to serving as a key management and planning document for the City of Providence, as spelled out in the City Charter, this plan meets the requirements of the "Rhode Island Comprehensive Planning and Land Use Regulation Act." This act mandates the development of a comprehensive plan, setting out a series of plan elements and a process for plan development. The act further mandates that a community's zoning must be made consistent with the plan within a year after the plan is adopted. The Act requires extensive local plan review by state agencies and assures that once approved at the state level, all state actions covered by the plan will be consistent with it.

This act requires that local comprehensive plans be more extensive than they have been in the past, and that the plan and related documents become a means for state and local coordination. The Act requires, as a minimum, nine elements be included in local comprehensive plans. It further requires that these elements be interrelated with existing and future land use. These elements are:

- | | |
|-------------------------------------|----------------------------------|
| o Statement of Goals and Objectives | o Land Use |
| o Economic Development | o Housing |
| o Services and Facilities | o Natural and Cultural Resources |
| o Open Space and Recreation | o Circulation |
| o Implementation Program | |

The Act also requires that local zoning ordinances directly relate to the goals and policies and land use pattern contained in the Comprehensive Plan.

Providence 2000: The Comprehensive Plan includes elements not specifically required in the Act. Historic Preservation and Environmental Protection have been identified as elements.

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requiring special attention. In addition, the city's plan recommends that citywide specific plans (Comprehensive Plan Series), and area specific plans (Area Plans) be prepared, in accordance with the policies stated in the comprehensive plan, in order to fulfill and implement the overall goals of comprehensive planning in Providence.

Providence 2000: The Comprehensive Plan has been developed in accordance with the City Charter as well as the "Rhode Island Comprehensive Planning and Land Use Regulation Act". It is the result of many meetings and interviews with representatives of both public and private agencies, nonprofit organizations, and citizens of the City of Providence. The City Plan Commission's primary charge - to oversee the preparation of the comprehensive plan - empowers the citizens of Providence with the ability to become involved in the Plan's development, and thus, the future development of the City. In fact, the development of this comprehensive plan, Providence 2000 has involved constant contact with city residents and community leaders, private and nonprofit organizations and public department and agency heads.

It must be remembered, however, that the fundamental good that is in this plan is not within any of its policies or maps. The fundamental good of this plan rests in the demonstrated commitment to the betterment of Providence. As this plan, Providence 2000, evolved through the City Plan Commission hearing process, and as it is changed in the future, the dream of the plan continues.

1.2 Mission of Providence 2000: The Comprehensive Plan

A plan that is a vision for the future, which establishes the ... city as the center of commerce and cultural activities in the [state], recognizes the unique environmental setting and historic precedence of the area, incorporates the residential and business characteristics of individual districts within the [city], preserves the integrity of adjacent neighborhoods, and improves the livability of the [city] for all citizens.

Central City Plan, Portland, Oregon

Providence is a city with a rich history and broad cultural diversity. It is a city in transition, as decades of population loss have turned into small gains. Employment and income are expected to grow over the coming years, leading to pressures for change and redevelopment in the city. It is imperative that change not overwhelm existing neighborhoods, and that important legacies from the past be preserved. What is good and desirable about Providence should be maintained and enhanced: cultural and ethnic identities, historic buildings and districts, and natural features and environmental qualities. Major steps have been taken in meeting these objectives through such initiatives as the College Hill Historic District, Roger Williams Park improvements and the Capital Center Development. This comprehensive plan envisions similar ambitious and well conceived pro-

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grams and projects that enhance and improve the city without losing what is most attractive and historically associated with Providence.

Providence 2000 envisions solutions to some of the most vexing problems facing Providence: declining educational levels in public schools, lack of affordable decent housing, the need for increased public safety and intrusion of institutional uses and activities into residential neighborhoods. Some of these problems can be addressed by conventional means, such as zoning changes and better enforcement of zoning. Other problems, particularly social problems, will require not only physical means, such as investment in facilities, but also coordination of services and programs that all have some impact on the social conditions that spawn the problems.

In developing Providence 2000: The Comprehensive Plan, the City Plan Commission set a ten year guide for city growth. The plan establishes land use designations. These designations establish the highest and best use of land in the city and will be the basis for Providence's new zoning ordinance. This plan and the zoning to be developed to carry out this plan will protect the city's many assets. Providence 2000: The Comprehensive Plan includes implementing provisions which go beyond regulations. Actions are identified that link specific projects and programs to form strategies for economic development, transportation improvements, recreation opportunities, cultural growth, human services, public safety and urban design. These strategies aim at creation of a 24 hour city which is safe, humane and prosperous.

1.3 PROVIDENCE 2000: AN ACTION PLAN

The comprehensive plan sets the vision for Providence. Once the vision is set by this plan, we must aggressively act to lead the city into the twenty first century. Without action to achieve the policies of this plan, we will have a document that will sit on the shelf and collect dust. It is important that we not let this happen, but that we act, as spelled out in this plan, to make Providence a better city for all its residents.

The responsibility to achieve this plan rests with the citizens of Providence, because it is their plan. The citizens of Providence must know this plan and must demand that the plan be achieved. Once adopted, the policies of this plan must guide the actions of all city agencies. Every step to improve the quality of life in Providence should be built on this plan. Every new direction must be evaluated in light of this plan to insure that Providence moves forward in a cohesive and directed manner.

Every Department and agency of the city is charged with the responsibility to carry out the policies of this plan. Through their actions, the goals for Providence in the 21st century will be met. In planning for the future, each department and agency must bring their plans into conformance with this comprehensive plan. Through this process, the city is assured of a clear and concise policy for its future.

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1.4 PLAN ORGANIZATION

Providence 2000: The Comprehensive Plan is organized into five parts. The first part is the INTRODUCTION which gives an overview of why we do and what we hope to achieve by comprehensive planning. The second part of the plan gives the BACKGROUND on planning in the city. The third section of the plan presents THE CITY YESTERDAY AND TODAY giving us a snapshot of where the city is today. The fourth section of the plan is the vision for the city - PROVIDENCE TOMORROW. The final part of the plan is PROVIDENCE 2000: AN ACTION PLAN. This is the work plan to carry Providence 2000 to completion.

Providence 2000 consists of several components. The Plan Map and Land Use Designations, Vision Statement, the Goal and Policies and the Action Plan make up Providence 2000. The Plan Map, showing land use designations, is included in Providence 2000. This is the desired land use in the city. This is the basis for zoning and land use decisions in the city.

The vision statement guides the adoption and future implementation of Providence 2000. The vision is part of Providence Tomorrow, the plan for the city. The vision illustrates where the plan is leading us and provides a standard by which to measure the plan's success. This is the heart of the comprehensive plan.

The Action Plan is the schedule for implementation of Providence 2000. It is the game plan for action by the city to make Providence a great city.

The plan elements required by state law provide the basic framework for the plan. The two parts of the plan entitled "The City and Its People" and "Providence Tomorrow" are both organized by plan elements. Because the plan is comprehensive and designed to aid in coordinating development policies, each of the plan elements is interrelated with others. As a result, this plan is a somewhat generalized document. The plan is, however, a policy document which will be carried out by many detailed reports, such as those for specific neighborhoods or districts of the city, or for specific facilities and concerns such as roads, public buildings, historic preservation or economic development.

This comprehensive plan gives equal emphasis to matters directly under city control and those controlled by other agencies. The criterion for inclusion in the comprehensive plan is how important a matter is, not who has control over it. One of the functions of the plan is to aid in the necessary coordination between agencies and levels of government to achieve the objectives city residents feel are important.

PROVIDENCE 2000:
2.0 BACKGROUND

2.0 BACKGROUND

Since the adoption of the first Master Plan in 1946 a number of amendments have been necessary ... It is now time to consolidate those amendments in a new publication, and in the process to revise and update the Plan ... a new plan is needed - a plan more sensitive to what is achievable and desirable ...

The Master Plan (1964), Providence City
Plan Commission

2.1 THE PROCESS

The City has changed substantially since the 1964 master plan. While there were many redevelopment, neighborhood and special issue plans and a number of master plan amendments, a comprehensive review and updating of the full master plan has not been completed. The City Plan Commission initiated the process in 1987 with the development of Citywide land use maps. In 1988, the Department of Planning and Development committed staff time for the preparation of a preliminary comprehensive plan and in 1989 hired a consultant to bring the plan to completion.

2.1.1 PREPARATION OF THE PLAN

The City of Providence is administered and managed by a fully trained administrative and professional staff. Each city department and agency has developed policies and plans for the future, based upon the findings specific to each agency. Providence 2000 consolidates the different plans and policies, forming a cohesive planning document and series of policies for the entire city.

The preparation of this comprehensive plan was initiated by the Department of Planning and Development. The Department completed preliminary data collection, research and drafting of a preliminary version of a plan by the end of 1988, to serve as the basis for Providence 2000. In March of 1989, the Department of Planning and Development hired the firm of Camp Dresser & McKee Inc., a professional planning firm, to help in the completion of the comprehensive plan.

From March through July, 1989, more than thirty individuals and agencies were interviewed by the consultant and the Department, for the purpose of obtaining all relevant materials and information, and to understand specific areas of concern from the viewpoint of community leaders and agency heads. Additional data was received from agencies and individuals through the month of July, and was incorporated into the text of the first draft of Providence 2000 prepared by the consultant.

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Throughout August, drafts of individual sections of the plan were distributed to those persons interviewed for review, to ensure that the drafts were accurate and complete.

From the end of August through the beginning of September, the first of two public meeting series was held throughout the city. The purpose of this first series of meetings was to identify relevant issues and to insure that they were incorporated into the plan. The information gathered at these four workshops was incorporated by the consultants into a second draft of the plan. In October, this revised draft of the plan was forwarded to eighty people, representing private nonprofit agencies, public departments, ward representatives, various interest groups and community leaders and representatives throughout the City of Providence for review and comment (See Table 2.1).

A second series of public meetings was held during the month of November. At these meetings the Department and the consultant presented the proposed land use plan for community reaction. Community involvement was facilitated through a meeting format which targeted specific issues and proposals, and asked meeting participants to respond to specific questions. The overall response was outstanding and written comments on the plan were received throughout the month of November and into December.

All of the public meetings were held in public buildings in key locations throughout the city, to make the plan more accessible to the residents of Providence. Public school buildings and community center buildings were utilized for familiarity and convenience. Nine meetings were held, covering nearly every regional area of the city.

Throughout 1990, the Department, the consultant, other city agencies and the City Plan Commission consolidated and incorporated the comments received both in writing and at the nine regional meetings, and prepared a final draft of Providence 2000: The Comprehensive Plan. This draft, based upon department, agency and citizen's comments, was presented to the City Plan Commission in January, 1991. At this time, the Plan Commission requested further revision to the plan. This required a reformatting of the plan to make it a stronger base on which to build and direct the city's future. This revised final draft was submitted to the City Plan Commission for public hearing in November 1991. A series of revisions were made based on Plan Commission comment. The plan was finally made public in February 1992, with the final public hearings scheduled for March 1992.

The comprehensive planning process, as developed by the City of Providence, is designed to be interactive and ongoing (See Figure 2.1). The comprehensive planning process has been designed to involve a variety of different public and private interests. As data is collected and issues are identified, policies are then developed based upon the findings, for the purpose of review and revisions. In the case of Providence, those persons who reviewed the plan included representatives of

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the city administration and departments, private nonprofit agencies and organizations, and citizen interests throughout the city.

TABLE 2-1
PARTIES INVOLVED IN THE PREPARATION OF
PROVIDENCE 2000: THE COMPREHENSIVE PLAN

City Departments and Agencies

City Council	School Department
City Plan Commission	Department of Public Properties
Mayor's Office	Fire Department
Department of Planning and Development	Police Department
Department of Public Works	Department of Inspection and Standards
Department of Traffic Engineering	Housing Authority
Port Authority	Water Supply Board
Redevelopment Agency	Department of Human Services
Public Building Authority	Department of Recreation
Department of Public Safety	Department of Public Parks
	Historic District Commission

Regional and State Agencies

R.I. Department of Transportation	Narragansett Bay Commission
Capital Center Commission	R.I. Housing and Mortgage Finance Corporation
Bay Ports	R.I. Department of Economic Development
R.I. Department of Human Services	Coastal Resources Management Council
R.I. Historic Preservation Commission	

Private and Quasi-Public Organizations

Providence Chamber of Commerce	The Providence Foundation
Providence Library Services	Save the Bay
The Multi-Service Center	Keep Providence Beautiful
Executive Directors Assn.	Providence Preservation Society
Providence Community Action Program	The League of Women Voters of Providence
Twenty-six Neighborhood and Resident Groups	

Other Communities

The City of Cranston	The City of Pawtucket
The City of East Providence	The Town of Johnston
The Town of North Providence	

The policies and goals of the plan then were revised to reflect comment received from different readers and participants. Another draft of the plan was prepared and the process has been continued. In this way, the accuracy of the plan, and its implementation, is better assured.

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Ultimately, the success of this plan will be assured by the development of the Comprehensive Plan Series and Area Plans and their implementation. As stated earlier, these plans will be based on the policies established in this comprehensive plan. The City Council, City Plan Commission, Zoning Board of Review and other city and state regulatory and permitting agencies will use this plan and its policies in making decisions about specific investments, projects and permits.

After a public hearing, the City Plan Commission's recommended plan will be forwarded to the City Council for its own public hearing and then adoption as a city ordinance.

When adopted, Providence 2000: The Comprehensive Plan will be submitted to the Rhode Island Department of Administration, Division of Planning for its approval, as per the provisions of the state Comprehensive Planning and Land Use Regulation Act.

2.1.2 Citizen Involvement

Throughout the preparation of Providence 2000: The Comprehensive Plan, the City Plan Commission and the Department of Planning and Development encouraged and relied on review and comment from the public to insure the overall validity of the plan. Interviews were held with key representatives throughout the City of Providence; public workshops were scheduled at central locations; drafts of the plan were distributed to a large number of people, and were made available to the general public at the Department; and written comments were solicited from citizens, nonprofit agencies and city department heads. The following steps detail activities undertaken for citizen and public participation in the preparation of Providence 2000.

Step One - Interviews

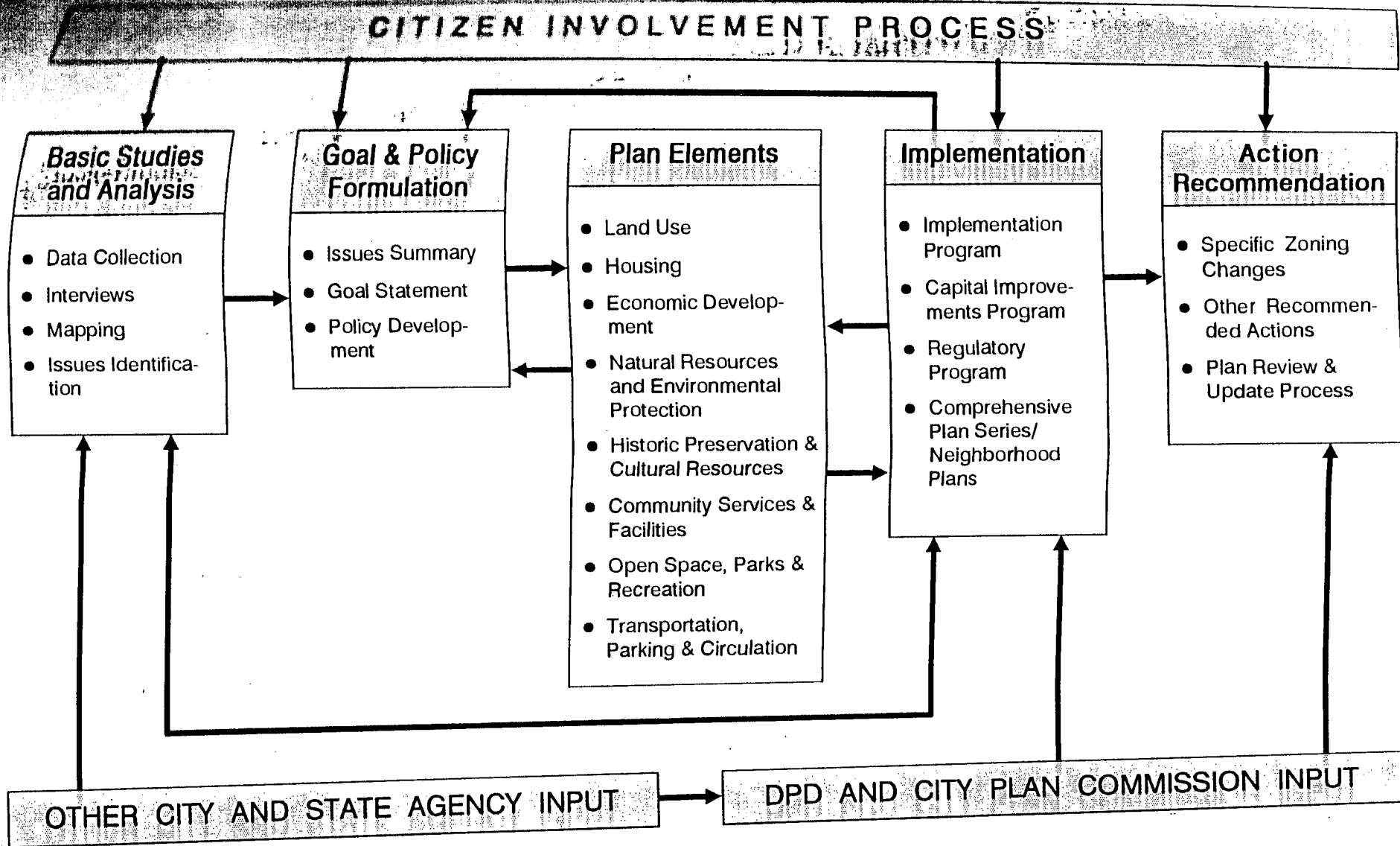
Throughout May and June 1989, over thirty different people and agencies were interviewed to obtain relevant information and past studies, as well as to assess the major issues facing the city, for inclusion in the plan. The list of persons interviewed and dates and places of the interviews is available at the Providence Department of Planning and Development.

Step Two - Meeting with Neighboring Communities

The Providence City Plan Commission held a special meeting in August, 1989 to discuss the comprehensive plan with the officials from adjoining communities, as well as representatives from the state planning agency, in accordance with the state Comprehensive Planning and Land Use Regulation Act. The intention was and still is to encourage cooperative planning among the communities, and to facilitate a more regional planning approach. Representatives from East Providence, Cranston and Pawtucket met with the Commission, and discussed key issues which cross the city boundaries. Those communities which could not attend the meeting were contacted and asked to participate in a general program of information exchange and cooperation. As a result of the meeting in August, the six communities now

Providence 2000 - The Comprehensive Plan

MAJOR STEPS IN THE COMPREHENSIVE PLANNING PROCESS



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bordering Providence now readily exchange information, and participate in each other's comprehensive plan preparation. Copies of Providence's draft comprehensive plan were forwarded to the adjacent communities for their review and comment.

Step Three - Public Review of the Draft Comprehensive Plan

As individual sections of the draft plan were completed throughout the month of August, 1989, they were distributed to those persons that were interviewed in June, to insure the accuracy of the information presented in those sections. Other interested persons were also provided with this first draft of the comprehensive plan, and written comment was encouraged. The list of persons provided with this draft is on file in the office of the Providence Department of Planning and Development.

Over the course of the ensuing next several weeks, after mailing out copies of the draft plan, comments were received from a number of agencies and organizations, city departments and private individuals. After receiving the comments, a number of additional interviews to clarify comments and issues raised by the reviewers were scheduled. Where appropriate, comments were incorporated into a revised draft of the comprehensive plan.

Step Four - The First Series of Public Meetings

The City Plan Commission and the Department of Planning and Development were interested in assessing the success of the first draft of Providence 2000 by learning what the citizens and business people of the city thought were problems and issues, both on a local (neighborhood) basis, and throughout the entire city. This first series of public meetings were held on August 28, 29 and September 5 and 6. Advertisements for the meetings appeared in the Providence Journal-Bulletin and in minority papers on August 25, 28 and 29 and September 4, 5 and 6, and in local neighborhood papers on varied days, in advance of the first meeting. As noted earlier, meetings were held in different parts of the city.

The meetings were successful in eliciting comment and insight into area-wide and citywide issues from the perspective of city residents and business people. These informal meetings helped the Department and its consultant complete the second draft of the plan. Notes on, and comments received at, these meetings are on file at the Department of Planning and Development and are readily accessible to anyone interested in reviewing them.

Step Five - Second Draft Plan Completed; Informal Review Group Established

In October 1989, the second draft of the Providence comprehensive plan was prepared. In order to obtain comment from a wide cross-section of the community, and thus properly reflect an informative sampling of the city's population, more than eighty people were identified as community representatives, in-

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cluding leaders of private nonprofit organizations, directors of public service agencies, leadership of resident and neighborhood groups, public officials, regulatory board members and city department heads. In addition to the specific people asked to review the draft plan, and comment on it, the Draft Providence 2000 was made available to the general public at the Providence Department of Planning and Development and at all branches of the city library. Throughout October and November 1989, more than 200 copies of the draft plan were distributed to members of the general public.

Step Six - The Second Series of Public Meetings

Once the second draft of Providence 2000 was completed and distributed, the City Plan Commission and Department of Planning and Development wanted to solicit direct reaction to, and comment on, the proposals presented in the draft plan. A second series of public meetings were held on November 6, 8, 13, 15 and 21, at which time the proposed Land Use Map was presented, and very specific issues and questions were raised, to facilitate public reaction. The questions raised at the meetings evolved directly from the previous meetings and interviews, as well as from comments received from the public regarding citywide and area-specific issues. The advertisements for these meetings appeared in the Providence Journal-Bulletin and in minority papers on October 23 and 30 and November 6, 8, 13, 15 and 21. In addition to the advertisements in the Journal-Bulletin, a public service announcement was released to thirteen radio stations, four television stations and two cable television stations. The meetings were held in different areas of the City.

All comments and notes taken at these five meetings, as well as the list of persons who attended and the materials presented and distributed, and are on file, and are available to anyone interested in reviewing them, at the Providence Department of Planning and Development.

After this second series of public meetings in the neighborhoods, the Department of Planning and Development and the consultant held a number of additional meetings to further clarify both written comments received and comments from the meetings. These meetings were with the Port of Providence Director, the Department of Human Services, representatives of the Association of Multi-Service Center Directors, the Chamber of Commerce, Save the Bay and various neighborhood and resident associations.

Step Seven - Incorporation of Comments Received on the Second Draft Comprehensive Plan

The Providence Department of Planning and Development received written comments in response to both the public meetings and the draft plan. These comments, along with those comments recorded at the meetings, were reviewed by city officials and by the consultant, and were incorporated into the third draft of Providence 2000. This draft was the version presented to the City Plan Commission by the consultant as the final draft.

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Step Eight - City Plan Commission Review

After receipt of the third draft, the City Plan Commission and the Department of Planning and Development reviewed and revised the plan. This review process was to insure that all issues were adequately addressed and that the policies proposed, reflected the direction set for the city. This process was slow and involved reformatting the plan to better express the city's concerns. Upon completion of the reformatting and rewriting of the plan, the Commission held a public workshop in September 1992. Based on the comments received, minor revisions were made to the plan.

In October 1992, the City Plan Commission held a public hearing on the draft of Providence 2000: The Comprehensive Plan. The meeting was held at Bishop McVinney Auditorium; unfortunately, the meeting was poorly attended and few comments were received. After the public hearing, the Commission made a final review of the plan, making several minor modifications and at the April 1993 City Plan Commission adopted the plan as revised. The plan was forwarded to the city council.

Step Nine - The Public Hearing Process

TO BE COMPLETED AFTER PUBLIC HEARING AND ADOPTION OF A PLAN

2.2 RESEARCH

Over the four year process of developing Providence 2000: The Comprehensive Plan, a large volume of information was gathered and analyzed. Over fifty neighborhood land use maps were produced by staff of the Department of Planning and Development for consideration. In addition, a number of plans that were prepared by city, state and local agencies were reviewed for application to the comprehensive planning process. Based on this information, the staff prepared a preliminary comprehensive plan for review on which the final draft of the plan was based.

2.3 PAST PLANNING EFFORTS

Providence has had a long and illustrious history. From its founding in 1636 it has passed through many notable periods. Until the 1940's, the city had no overall plan for land use and public facilities; problems such as highways, water supply and subdivisions were faced independently as they rose. In 1913 a city plan commission had been established by city ordinance as an advisory body to the mayor and council with responsibility for making a city plan. In 1921, a zoning ordinance was drafted for Providence and enacted in 1923.

By 1944 nationwide interest in postwar planning plus mounting urban problems resulted in passage of a revised city planning ordinance. It created a city plan commission, consisting of the mayor, two members of the city council and five

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lay members appointed by the mayor. The ordinance authorized, for the first time, the hiring of a planning director and permanent staff to do technical work.

Between 1946 and 1953, the commission produced a master plan which was published as a series of separate reports. Through the 1950's the commission worked on a number of other reports culminating in the "College Hill Demonstration Study of Historic Area Renewal". This report was the basis for historic preservation and local historic districts in Providence. In the early 1960's the commission published "Downtown Providence 1970"; out of this plan grew the Capital Center project. Additionally, the commission updated the city's master plan.

Through the 1960's and into the 1970's, the commission continued to publish master plan reports dealing with specific issues. And in the mid 1970's, neighborhood planning began in the city with the refinement of neighborhood boundaries, the preparation of a Citywide neighborhood analysis and the completion of a series of individual neighborhood plans. In the 1980's, the commission prepared an update of the 1964 Master Plan and a series of neighborhood plans. In addition to the neighborhood plans, several plans dealing with preservation on a neighborhood level were prepared, as well as a revitalization plan for downtown and the port area. In 1987, the commission committed to the development of a new city master plan.

Planning has been a vital element of change and growth in the city for the past fifty years. Through the development of this plan, Providence 2000: The Comprehensive Plan and the development of neighborhood and element plans, planning continues to direct Providence's future.

2.4 COMPREHENSIVE PLANNING IN PROVIDENCE

The process of comprehensive planning is continual, even though from time to time a document called the comprehensive plan is issued, reviewed and adopted. Monitoring of social, economic, cultural and other conditions must be continuous to insure that the policies of the city are being met. Because of the changing nature of the city, comprehensive planning must be responsive to the changing city environment. To this end, the comprehensive planning process in Providence consists of three different levels of planning: **Providence 2000: The Comprehensive Plan; the Comprehensive Plan Series; and the Area Plans** (Figure 2.2). Providence 2000 represents the first phase of the comprehensive planning process. It establishes general, citywide policies relating to land use and the provision of services, recreation and open space, historic preservation, housing, economic development, transportation and parking, and natural resources.

The second level of the comprehensive plan process for the city is the Comprehensive Plan Series. These are issue specific plans which address issues on a citywide level. The Comprehensive Plan Series may include a Waterfront Land Use Plan, an Harbor Management Plan, an Historic Preservation Plan, an Housing Plan, a Traffic Plan, a Parking Plan, a Park and Recreation Plan and a Plan for the Provision of Human Services.

CITY OF PROVIDENCE

COMPREHENSIVE PLANNING SYSTEM ACTIVITIES

ACTIVITY / PRODUCT

GENERAL PURPOSE

To establish development policies and implementation priorities.

SCOPE

Overall City-Wide Development and Implementation Plan

To define detailed sector objectives and projects.

Functional City-Wide Sector Plans (Comprehensive Plan Series)

To specifically locate and inter-relate projects, and address impacts.

Special or Local Area and Neighborhood Plans

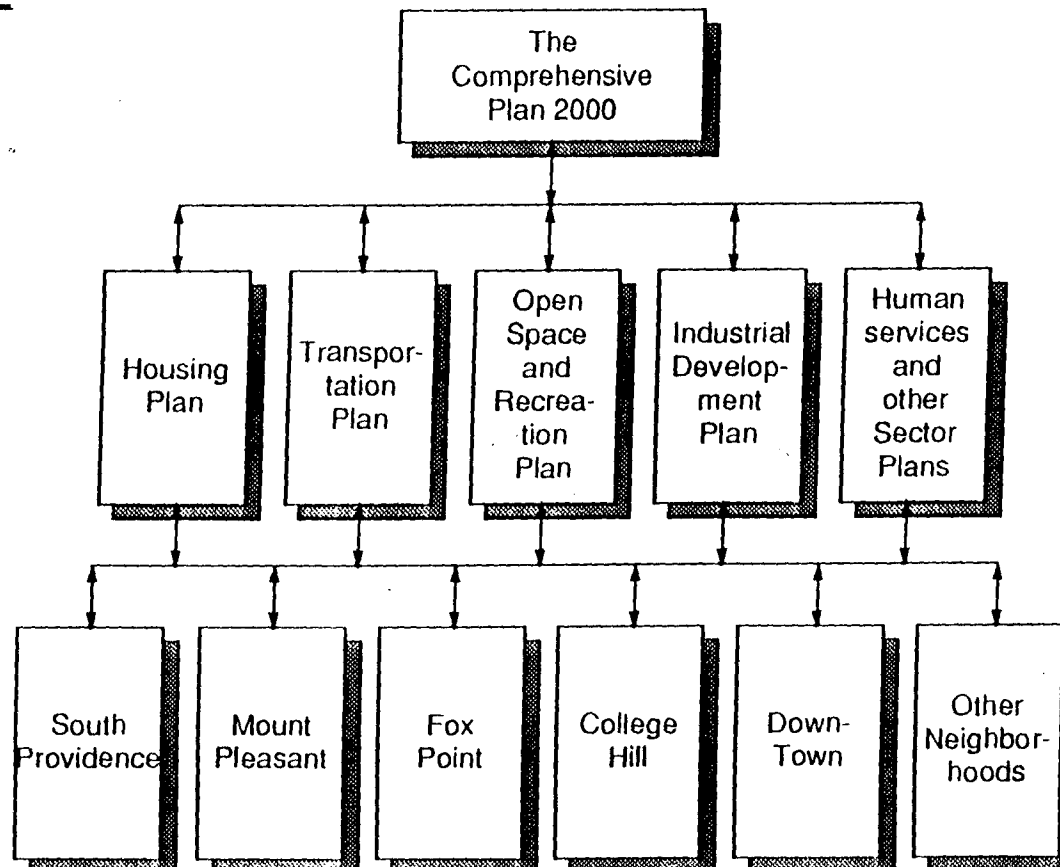


Figure 2.2 -

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These plans will present a culmination of the suggestions and needs expressed throughout the public involvement process in the development of this Plan. The purpose of this series of citywide plans is to insure that planning in the City of Providence is ongoing, continuous, inclusive and appropriately detailed.

The third level of the comprehensive planning process for the city is Area Plans. These plans address issues on a neighborhood level. These plans are much more specific than either Providence 2000 or the Comprehensive Plan Series. However, all plans will conform with and fulfill the city's goals and policies established in the comprehensive plan. The College Hill Growth Management Plan represents such an area plan, as well as the plans prepared for the thirty-four redevelopment areas of the city.

The Comprehensive Plan Series and Area Plans build on and carry to a higher level the policies spelled out in the comprehensive plan. These plans will be more detailed based on the policies of the comprehensive plan. Several plans have already been prepared and are being reviewed for conformance with this comprehensive plan. The plans that are being reviewed are:

- The Providence Waterfront: 1636 - 2000 (1985)
- Providence Industrial Waterfront (1989)
- The Capital Center Project (1989 as amended)
- Smith Hill Historic Districts: Preservation Plan (1985)
- College Hill: A Growth Management Plan (1988)
- Broadway: A Comprehensive Preservation, Development and Urban Design Plan (1986)
- Providence Development Strategy (1985)

Six (6) plans have already been prepared or are in the process of being prepared as elements of the Comprehensive Plan Series:

- Downtown Providence (1992)
- Providence Cares: A Transition Plan (1992)
- Providence Comprehensive Housing Affordability Strategy (1992)
- The Capital Improvement Program: A Plan to Improve the Process (1992)
- A Preservation Plan for Providence (1991)
- Park, Recreation & Open Space Plan: 1991 - 1995.

The Park, Recreation and Open Space Plan has already been adopted as Plan Number 1 of the Comprehensive Plan Series. The other plans will be reviewed and adopted once this Comprehensive Plan is official.

From time to time it will be desirable to update the written comprehensive plan and the plan elements, based on changed conditions and on continual work being done on each of the plan elements. It will be important to keep the plan current since it will be used as a major reference document for city management and policy decisions. It is expected that each plan element will be updated every five to eight years, depending on need and opportunities.

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Through the planning process, the City of Providence can develop in an orderly fashion, preparing for the provision of services and traffic flow, housing needs, and recreation and open space access and availability, among other important growth and change issues. Through this planning process, the plans of all city Departments and Agencies can be developed in accordance with Providence 2000: The Comprehensive Plan.

2.5 CARRYING OUT THE COMPREHENSIVE PLAN

Regulation is the major tool for carrying out the comprehensive plan. Through the regulation of land use, the physical, social and economic components of the city are impacted. Without a land use policy to carry out this plan, many other aspects of the city are neglected. But it is not enough to establish regulations, they must be enforced.

2.5.1 Zoning

The "Rhode Island Comprehensive Planning and Land Use Regulation Act" sets two requirements for the implementation of a comprehensive plan. First, the act mandates that all land use decisions made by the city or any of its agencies shall be in conformance with this comprehensive plan. Second, the act requires that the city's zoning ordinance shall be brought into conformance with the adopted comprehensive plan. Providence is actively pursuing this objective by rewriting its zoning ordinance as the plan is completed. When finally adopted by the City Council the rewritten ordinance will be based on the comprehensive plan and will reflect the plan's goals and objectives. It is expected that the revised zoning ordinance will be the principal regulatory means of achieving the land use pattern, densities and other features of this plan.

Zoning changes will recognize new areas of commercial development such as the Capital Center and the Waterfront. Zoning changes will also consist of refinements needed to carry out policies such as provision of off-street parking and loading areas where required, and conversion of buildings to multiuse purposes where only one use existed before. The desire to preserve historical features and buildings will be recognized in these refined zoning provisions. Also to be recognized are the needs for housing in some areas like the downtown, and the need to protect the existing character of the city's residential neighborhoods. Zoning for institutional activities, preservation and conservation is also important. Separate provisions dealing with these issues will be included in the new zoning ordinance. Through the new zoning ordinance, adjacent land use on the borders of Providence, as well as future land uses in adjacent areas, are being recognized.

This plan and all regulations, like zoning, that grow from it, cannot be static documents. The city is living and vibrant. As the city changes, we must be ready to address that change and to direct it so that Providence can reach its potential. Just as comprehensive planning is continual, so to must be the process of regulating growth and change. To adopt a new zoning ordinance and to be satisfied that we have set the direction for

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the city is to be short sighted. As the comprehensive plan is revised and updated, zoning, and other regulations must also be revised and updated. Only through addressing the change in the city will we be able to ensure that we determine the city's future.

However, all of the planning and regulation is only as good as the enforcement. The "Rhode Island Comprehensive Planning and Regulation Act" recognized the importance of enforcement. As a result, the act requires that all land use decisions made by the city or any of its agencies must be in conformance with the comprehensive plan. This provision of the act places responsibility for the enforcement of the city's regulations with all the people of the city. This provision gives the people of Providence standing to raise questions concerning the land use decisions of the city.

The day to day enforcement of the city's regulations is a monumental task. Through the development of the zoning ordinance, efforts will be made to develop a concise regulation, one not open to interpretation; a zoning ordinance that contains few, if any loop holes. With the development of this new zoning ordinance, city agencies will have to be educated as to the ordinances provisions. Through this education process, city enforcement staff will become aware of the importance of the new zoning and its reliance on the comprehensive plan.

2.5.2 Capital Improvement Program

Providence's capital improvement program is another tool to carry out Providence 2000. The capital improvement program should be a tool to implement plans, react to capital improvement needs, to see projects through to completion, and to monitor the city's capacity to fund needed projects. The city's program should be designed to coordinate needs assessment, finance, planning, and decision-making to produce the most cost effective and beneficial capital improvement plan and budget. In short, the city's capital improvement program should be the primary tool by which decision-makers can effectively manage capital improvements efforts throughout the city.

A capital improvement program serves two purposes: it establishes a city's policies and goals for the future and serves as a means to communicate and coordinate financial needs, estimates and budgets. Implemented correctly, the capital improvement program enables a city to evaluate projects based on the goals and objectives as established in its comprehensive plan. By basing a capital improvement program on the comprehensive plan the city can measure how effective its program has been in achieving its goals and objectives in the past and can set a framework to insure greater success in the future. The capital improvement program also offers a base from which future costs to a city can be programed so that sound financial decisions can be made.

Seen as a process, the capital improvement program: sets a city's goals regarding physical development and maintenance; translates those goals into criteria; measures and compares project requests submitted from all departments and places them

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in priority based on how the projects meet the established city goals; prepares a document reflecting that analysis with recommendations; and prepares and adopts a capital improvement program which sets forth projects that should be funded and details the proposed funding mechanism.

By joining comprehensive planning with capital improvement budgeting reinforces the concept that communities should plan for growth and change and the expenditures that they must make to achieve the planned growth. By including the capital improvement program as part of a comprehensive plan, a community is able to develop a capital needs list. Based on the planning period for the comprehensive plan, the needs list may consist of two parts: a capital improvement schedule; and a planned project reserve list. The first is a list of improvements which should be addressed in the first five years of the capital improvement program. The reserve list contains those improvements that are suggested by the plan but are long range because of cost or other factors.

As a result of this comprehensive plan, the shortcomings of the Providence capital improvement program have been identified and a study on how the program can be improved is being prepared. As previously noted, the study will be adopted as an element of the Comprehensive Plan Series. The city's capital improvement program will be a policy statement, not a funding document. The purpose of the capital improvement program will be to establish the city's goals for development for a five year period. The program will be tied closely to the Comprehensive Plan which is the principal planning document for the city. Each department will be expected to file with the city plan commission a five year capital improvement plan that carries out the department's plans for improvements in the city. These plans will be evaluated by the city plan commission for their conformance to the city's Comprehensive Plan, the goals for the coming year set by the mayor, and the need as established by the department. The city plan commission will recommend a capital improvement program to the mayor. Once reviewed, the mayor will submit the program to the city council for adoption. The council will hold public hearings and adopt the five year program. The policy for growth and change in the city, the capital improvement program, will then be set for the next five years.

The capital improvement program is important to the city. With the cooperative effort of all departments and city officials, the program will serve to direct growth and change in the city and help bring to completion this comprehensive plan.

2.5.3 Program Management and Coordination

Each department and agency in Providence has its own internal management practices and means of program coordination. There are several interagency management devices in effect including the budget procedure, appointment, and supervisory responsibilities of the Mayor, and investigation powers of the City Council. Preparation of the capital improvement program is the responsibility of the City Plan Commission and the Department of Planning and Development. That program is submitted to both the Mayor and the City Council for further review and

adoption. The Department of Planning and Development is an advisory agency to the Mayor on all aspects of physical city development. Matters of social, economic, cultural and other importance also are referred to the Department of Planning and Development on an informal basis. In this role the Department of Planning and Development has a major coordinative function with all departments concerned with development and management in Providence.

By City Charter, the City Plan Commission is charged with the responsibility of preparing all plans for growth and change in the city. Through the Department of Planning and Development, the Plan Commission prepares and updates the comprehensive plan and all of the plan elements. The Plan Commission coordinates all plan elements with appropriate departments. As a result of the City Charter, all city departments are required to submit any plans for future growth and change to the Plan Commission, so that the Commission can determine if the plan is in conformance with this comprehensive plan. Through this cooperative process, a coordinated plan for the city's future is developed.

2.6 GUIDING CONCEPTS FOR THIS PLAN

The development of a Comprehensive Plan provides the opportunity to think about what makes a city special. As this comprehensive plan was developed the issues that kept arising were neighborhoods, open space, the waterfront, historic preservation, to name a few. We can summarize what we heard at public meetings into a simple statement, "Providence is special, let's protect what we have".

What is it that makes Providence special? Providence is formed by its geography. The city's manufacturing heritage used the waterfront and other water resources for shipping and production. Plants and warehouses were located along the water; workers found housing in the surrounding areas. The clustering of Providence's residential neighborhoods with clear spatial orientation was reinforced by transportation and housing patterns. Open spaces and schools were integrated into the fabric of the neighborhoods. The overall sense was of a city providing a place for families to live and work with ease of access to all activities and services. Providence's neighborhoods are special.

Downtowns have a variety of reasons for existence. They are seats of government, the economic life blood, the entertainment center and present an image of the city to its residents and the outside world. Providence's downtown is special. Cities are viewed, not only by what they are today, but what they were yesterday. Providence has a rich history that is evident in the many buildings that make up the city. From the houses on Benefit Street, the old mill buildings along our rivers to the commercial buildings downtown, Providence's historic fabric and character is evident and special.

Providence developed as a result of its waterfront. Mills were built along the rivers to power the industry. Shipping developed along the waterfront to move the goods. Today we see

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a new awareness of our waterfront. Through the River Relocation Project, the Providence River is uncovered; in Capital Center, Water Place is being built to remind us of the tidal basin and the city's historic dependence on water; and now, the relocation of I-195 is being examined to make better use of the Old Harbor area of the city. Providence's waterfront is special.

This plan is based on the premise that Providence is unique; that the many special attributes of the city must be protected and built upon. Only by this means, can we make Providence great.

PROVIDENCE 2000:
3.0 THE CITY AND ITS
PEOPLE

3.0 THE CITY AND ITS PEOPLE

3.1 PROVIDENCE - YESTERDAY

The City of Providence developed in a unique way compared to most older cities. Its settlers, refugees from the Massachusetts Bay Colony, seemed to have no need for a common square or meetinghouse, and the town grew in a linear fashion, along the side of the Providence River. The downtown area, typically the core of early development in a community, remained undeveloped for a century after Providence's colonization. Known then as Weybosset Neck, the downtown area to the west of the river, was dominated by steep hills, marshy lowlands, and muddy creeks. Not until 1771 was any kind of permanent link created between the downtown and the east side.

A demand for a specialized commercial district in Providence increased around the turn of the nineteenth century, as the "downtown" started to develop west of the Providence River. Shipping and manufacturing became the key industries around the downtown area, as residential development continued along the fringes of the downtown district. By the end of the 1820's, today's downtown was a thriving area. Providence continued to grow, becoming a prominent city in New England, reaching its peak in the 1940's. With the suburbanization process that started nationwide in the 1950's, Providence's growth was reversed; a period of decline began. During this time the jewelry industry grew most significantly of the manufacturing trades, later establishing Providence as the jewelry capital of the region. The East Side of Providence was maintained as large tracts of agricultural land, while the western regions of the City saw tenement houses and mills develop.

The City of Providence is ideally located along the eastern seaboard of the United States. Providence's settlers developed near a good natural harbor, establishing a populated area along one of the earliest key trade routes. Today this network includes the major northeastern cities: Boston, Providence, New York, Philadelphia, Baltimore, and Washington. This Northeast corridor runs 600 miles long and 30 miles wide, and Providence is well situated within it. Providence's location facilitated its development as a transportation center, offering access to both water and overland routes.

Providence's growth and transformation from a small shipping town to the major economic center of the most highly industrialized state in the nation was rapid and dramatic. Providence grew in population from 15,000 people to more than 175,000 at the turn of the twentieth century. Forty years later the City enjoyed its highest population ever (253,504), as industries and businesses continued to migrate to Providence's active harbor and commercial areas. The next forty years, however, from 1940 to 1980, saw a significant decrease in population, as the "suburbanization" phenomenon negatively impacted most of the older cities throughout New England. Providence reached its lowest population count of the century in

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1980, with 156,804 people. This trend, however, has started to reverse, as recent years have shown consistent increases in population.

3.2 PROVIDENCE - TODAY

The City of Providence is characterized by a number of outstanding features; its topography and open spaces; its waterways and shoreline; its unique scale in terms of buildings and population; the many respected private and public learning and health institutions; its history and historically significant architecture; and its proximity to a variety of economic, recreational and cultural areas, including the cities of Boston and New York, the ocean and the mountains in northern New England, all adding to the significance of Providence as the capital city of the state of Rhode Island. Providence's population is diverse and varied, and helps create a unique cultural and educational environment. Its health facilities are numerous and have gained national recognition in the field. The City is alive with new development designed to compliment existing scale, and along with the ongoing preservation and renovation activities, is helping to continue the tradition that is Providence.

This Plan deals with issues on a citywide level, emphasizing the comprehensive approach to resolving specific problems. Correlation between land use and all other issues allows the City of Providence to plan for future change, rather than react to changes as they occur. The recent resurgence in construction and change in population have prompted the preparation of this Plan, to properly evaluate the City's evolution. This Plan - as well as subsequent plans of the comprehensive planning process - identifies the various issues that face the City today.

Changes in population, employment, the economy and financial resources, will necessitate that this Plan be revised continually, to insure that it adequately represents the City and addresses issues. Ultimately, the health, safety, and welfare of the residents of the City of Providence are of primary interest and concern as this Plan is completed and implemented.

3.3 THE PEOPLE

After years of population loss, the City of Providence has begun to grow in population again. This growth is the single most important factor in planning new development, services and facilities in the City. Population growth can mean a variety of things for the city. The growth could mean expanded markets for housing, consumer goods and services. It may also expand the fiscal resources of the City. The population growth will require increased City services. If the increased population growth is a result of the concentration of the poor and underprivileged individuals in the city, the implications to the city are far different.

3.3.1 Past Trends

Figure 3.1 shows population trends from 1900. The City reached its peak population of 253,504 in 1940. Population declined every decade since then until 1980, when the U.S. Census recorded 156,804 people. In forty years population declined by thirty-eight percent (96,700 people). Most of this loss occurred because people moved to suburban areas around Providence.

Figure 3.2 shows household trends since 1960. While the number of households have declined, the percentage loss has not been as marked as population loss. Between 1960 and 1980 population declined by twenty-four percent while households declined by twelve percent. This is because population per household was also declining. Average household size was 2.94 people in 1960 and 2.44 in 1980, a seventeen percent decrease in the twenty year period. This is a very significant figure because it means the demand for housing did not diminish as fast as population loss, and now that population is increasing the demand for housing will increase faster than population increase. Average household size is expected to continue to decrease.

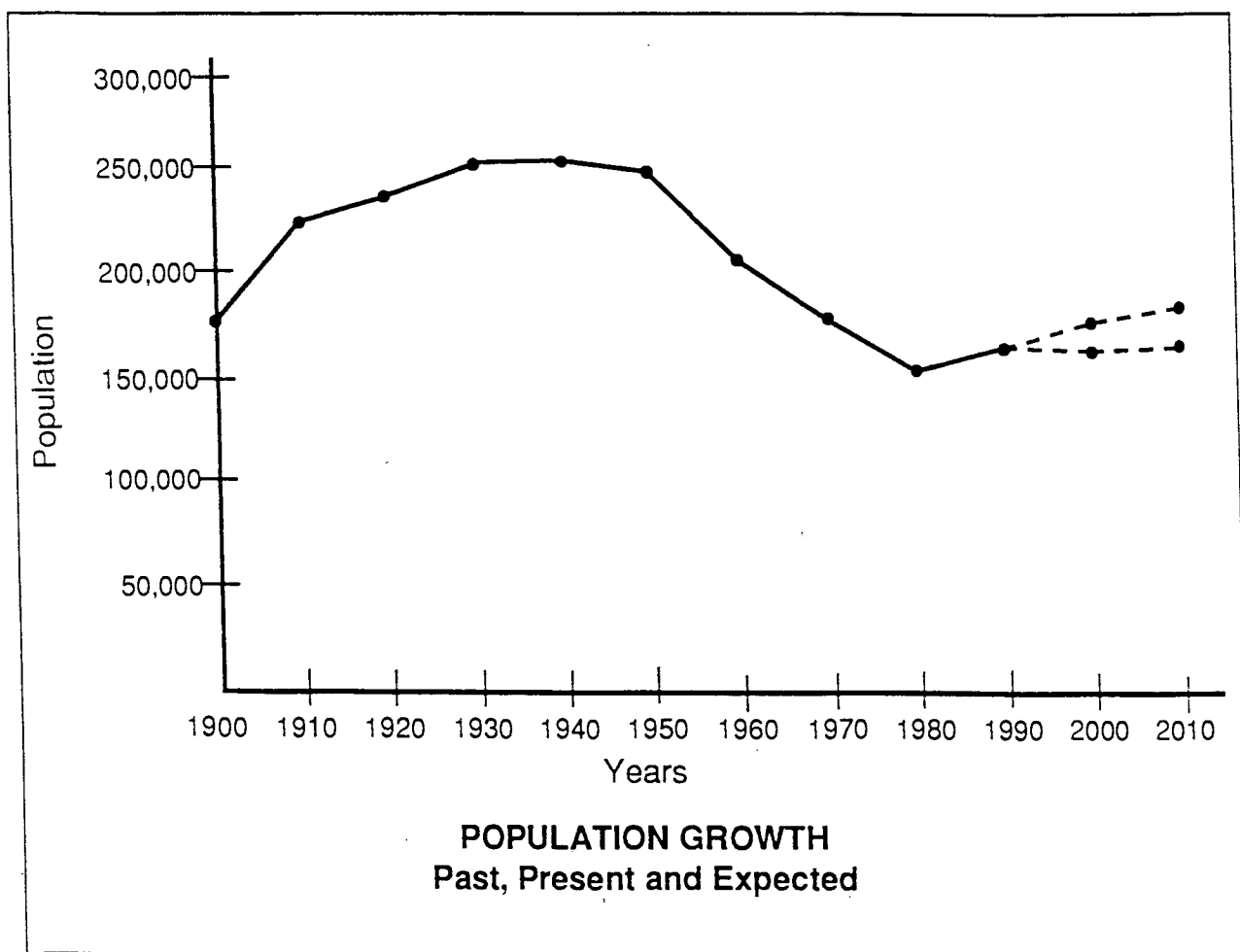


Figure 3.1

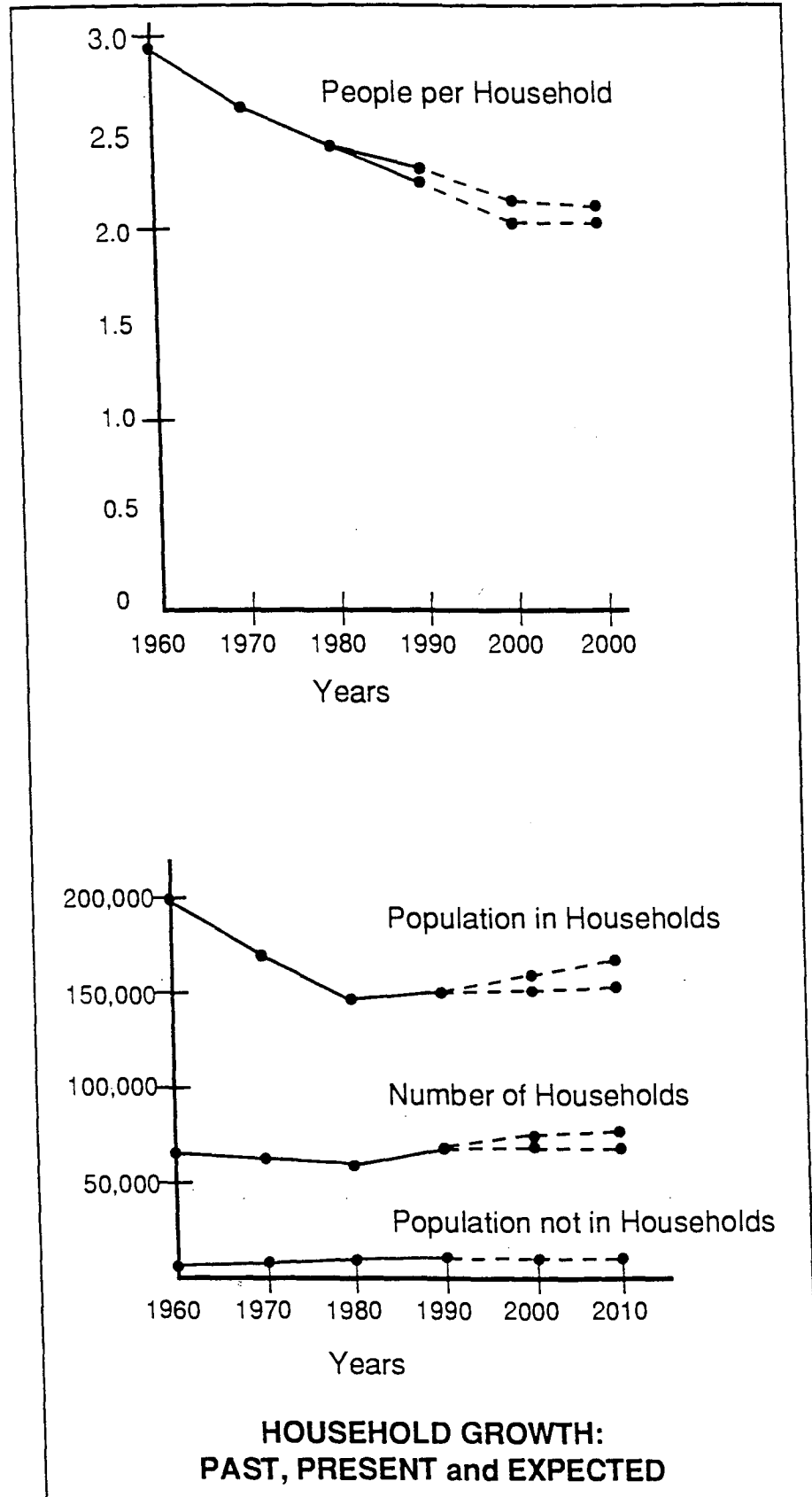


Figure 3.2

3.3.2 Existing Conditions

Presently, average household size is estimated to be 2.24 persons. Population is estimated at 162,870 and the total number of households is estimated to be 68,248. These estimates were prepared by CACI, Inc., a demographic and market analysis firm specializing in U.S. Census data analysis and forecasting. Table 3.1 shows adjusted CACI estimates and forecasts for Providence. These figures are based on current trends, including births and deaths, migration, income and age and gender. Population decline has been halted and reversed in Providence. Since 1980 population is estimated to have increased by almost eight percent while households have grown by sixteen percent.

The median age of the population is estimated to have increased from 29.9 years in 1980 to 33.8 years in 1989. This is a significant figure because as the population ages it continues to decrease in household size. Household size is very important because it is one of the major factors that determines demand for housing. The adjusted CACI short-term forecast shows average household size decreasing to 2.30 people per household by 1994. This is associated with an increase in total households to 74,047 (an annual growth rate of 1.1%) by 1994.

In 1980 about 19% of Providence's population was classified as black or other (non-white). By 1989 this figure is estimated at about 23%. The rapid growth in non-white population was caused primarily by an in-migration of Southeast Asians. About 6000 to 7000 of them were resettled in Providence between 1980 and 1989, causing the share of other non-white population to increase from 7.0% to 10.5%. The resettlement program, however, has diminished. Future growth is expected to be slower. The white population, while declining slightly in relative proportion, is expected to remain over 75% by 1994.

3.3.3 Future Expectations

It is unlikely that household size will continue to decrease at the same rate as it has since 1970 (about -1% per year). An estimate of future population and households has been prepared for the long-term (20 years) which assumes that household size will remain at 2.30, the level that CACI has estimated for 1994. Among the reasons that household size is not expected to decline further than this level are:

- o By 1994, and certainly by the year 2000 the last of the baby-boom generation will have reached the age of establishing permanent households (age 35). Upon establishing permanent households, this generation is expected to have at least one child per family.
- o Many of the newer migrants to Providence are racial minority groups that are characterized by higher birth rates than the baby-boom generation.

TABLE 3-1

Providence Comprehensive Plan
Population and Demographics by Planning District

Census Tract	Population			Households			Families			Total Income (in millions of dollars)			Race Distribution								
	1980	1989	1994	1980	1989	1994	1980	1989	1994	1980	1989	1994	White			Black			Other		
SOUTH DISTRICT													1980	1989	1994	1980	1989	1994	1980	1989	1994
1	7783	8063	8088	2543	2880	3029	1815	1965	2012	37.5	72.1	79.2	6041	8123	5983	1037	1180	1293	685	760	812
2	8611	8944	8972	2950	3340	3513	1930	2079	2123	39.1	73.9	81.3	4363	4300	4083	2325	2570	2736	1923	2074	2153
3	5608	6824	7102	2193	2798	3007	1114	1463	1536	24.6	54.1	61.9	2805	2782	2624	1652	1824	1937	1151	2238	2541
4	3334	3483	3473	1031	1167	1227	710	767	784	10.6	20.5	22.5	985	950	884	1403	1517	1579	946	996	1010
5	2882	2993	3002	942	1085	1120	661	715	733	10.5	19.8	21.9	704	672	618	1559	1874	1732	619	847	852
6	1374	1458	1470	445	513	541	308	340	350	5.5	10.5	11.8	371	355	327	827	888	919	178	215	224
7	1681	1746	1751	1012	1150	1209	308	309	301	6	15.4	16.9	685	685	621	789	881	905	207	220	225
12	2643	2745	2753	1013	1149	1208	591	632	642	8.5	16.3	17.8	782	735	687	1522	1634	1688	359	376	378
13	3773	3919	3931	1446	1636	1720	938	1007	1027	15.8	30.6	33.6	3236	3311	3267	208	237	283	331	371	401
14	4960	7734	8420	1812	2858	3172	1173	1992	2210	19.7	58	70.6	2882	2650	2522	1280	1422	1521	998	3662	4377
15	2592	2861	2938	970	1156	1228	727	836	867	15.1	30.7	34.3	2494	2579	2575	34	40	45	64	262	318
subtotal south	45221	50770	51900	16357	19712	20974	10275	12105	12585	194.9	401.9	451.6	25128	25102	24191	12634	13847	14618	7459	11821	13091
WEST DISTRICT																					
9	2343	2433	2441	1119	1267	1332	589	600	604	10.8	20.4	22.4	2298	2384	2389	8	8	8	37	.41	44
10	2321	2452	2470	1081	1236	1302	584	628	636	11.5	22	24.3	2270	2353	2354	12	14	16	39	65	100
11	2658	2761	2769	1211	1370	1441	625	656	662	14.1	26.2	28.9	2511	2593	2584	78	88	96	71	80	87
16	5949	6179	6199	2357	2666	2804	1705	1838	1879	35	66.2	72.6	5906	6132	6147	9	11	12	32	36	40
17	3129	3251	3261	1289	1458	1534	913	983	1003	17.1	32.6	35.9	3113	3233	3241	1	1	1	15	17	19
18	5535	5749	5767	2165	2449	2575	1448	1559	1592	26.9	51	66.1	4610	4924	4862	394	454	504	331	371	401
19	4674	5653	5875	2013	2526	2709	1212	1519	1599	22.7	49.6	56.7	4530	4690	4888	47	55	62	97	908	1125
22	3766	3911	3923	1515	1717	1805	942	1008	1024	19.4	37	40.9	3702	3842	3850	16	18	18	48	51	55
25	2308	2817	2934	938	1191	1280	550	896	728	10.6	24.4	28	2026	2078	2055	121	139	154	159	600	725
28	3332	4096	4271	1468	1859	1997	749	954	1004	18.4	35.5	40.7	2800	2658	2606	371	425	469	161	815	994
subtotal west	36013	39302	39910	15154	17739	18779	9297	10443	10731	184.7	364.9	406.5	33988	35065	34978	1057	1213	1342	968	3004	3590
NORTH DISTRICT																					
20	3217	3341	3351	1145	1295	1362	694	968	991	17.5	33.3	38.9	2767	2829	2789	281	323	356	169	189	204
21	7770	8147	8192	3052	3476	3661	2259	2457	2518	51.52	99	109.1	7707	7998	8016	15	18	20	48	131	158
23	5315	5521	5538	2078	2351	2472	1404	1496	1517	42.6	79.9	87.5	5248	5444	5453	19	22	25	48	55	60
24	7670	7967	7992	2094	2400	2526	1684	1851	1901	44.3	84.2	92.2	7583	7680	7905	38	38	38	49	49	49
27	3724	3868	3881	1271	1443	1519	884	929	946	17.2	33.3	36.7	2947	2989	2924	704	799	873	73	60	64
28	5085	5282	5299	2046	2317	2437	1401	1503	1531	28.5	54.5	60.3	4862	5026	5016	116	135	151	107	121	132
29	5982	6214	6233	2528	2860	3007	1704	1832	1869	37.9	72.5	79.6	5924	6148	6160	14	16	18	44	50	55
subtotal north	38763	40340	40486	14216	16142	16984	10210	11036	11273	239.52	456.7	502.3	37038	38314	38263	1187	1351	1483	538	675	740
EAST DISTRICT																					
30	523	543	545	296	342	352	28	17	12	1.7	3.2	3.5	460	473	469	43	48	52	20	22	24
31	3534	3670	3682	1645	1861	1957	747	770	765	24	43.7	47.8	1794	1762	1667	1334	1472	1564	406	436	451
32	3616	3756	3770	1425	1612	1695	932	994	1009	27.4	50.3	55.2	2143	2124	2027	1093	1219	1309	382	415	434
33	4624	4803	4818	1790	2032	2137	1172	1255	1274	36.4	66.3	72.9	4248	4375	4348	257	294	325	119	134	145
34	4973	5166	5182	1907	2159	2270	1386	1490	1519	72.5	110.8	119	4832	5007	5008	86	74	81	75	85	93
35	5212	5414	5431	2868	3024	3180	967	969	943	54.1	96	104.5	4984	5157	5151	92	104	114	136	153	186
36	6028	6338	6364	1697	2013	2125	550	551	520	34.2	60.4	65.7	7203	7489	7468	389	389	389	436	480	507
37	4250	4415	4429	1829	2070	2177	928	971	974	28.5	51.7	56.9	3719	3812	3769	232	267	296	299	336	364
subtotal east	34762	36107	36221	13257	15113	15893	6710	7017	7016	276.8	482.4	525.5	29383	30179	29907	3506	3867	4130	1673	2061	2184
DOWNTOWN DISTRICT																					
8	2045	2124	2130	1173	1348	1417	234	206	173	16.4	28.3	30.8	1803	1857	1844	162	160	194	80	87	92
subtotal downtown	2045	2124	2130	1173	1348	1417	234	206	173	16.4	28.3	30.8	1803	1857	1844	162	160	194	80	87	92
Providence Total	158804	168643	170647	60157	70052	74047	36726	40807	41776	914.32	1734.2	1916.7	127320	130537	129183	18546	20458	21767	10938	17646	19897

Note: Adjusted for Southeast Asian Migration Since 1980

Source: 1980 figures from 1980 census, U.S. Census Bureau; 1989 update and 1994 forecast from GACI Inc.; Southeast Asian adjustment based on R.I. Office of Refugee Resettlement data.

Planning District	Census Tracts	Council Wards	Neighborhoods
South	1 - 7, 12 - 15	8 - 11	Elmwood, West End, Reservoir, South Elmwood, Lower South Providence, Upper South Providence, Washington Park
West	9 - 11, 16 - 19, 22, 25, 26	7, 12, 13, 15	Smith Hill, Valley, Federal Hill, Oneysville, Silver Lake, Hartford (West Broadway)
North	20, 21, 23, 24, 27 - 29	4 - 6, 14	Charles, Wanskunck, Elmhurst, Mount Pleasant, Manton
East	30 - 37	1 (part), 2, 3	Hope, Mount Hope, Blackstone, Wayland, College Hill, Fox Point
Downtown	8	1 (part)	Downtown

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Figure 3.2 shows forecasts of population and households out to the years 2000 and 2010. Two estimates are shown for each future year. The high estimate of population is based on a growth rate of 4% per decade, the rate estimated to have occurred between 1980 and 1990 without the influx of Southeast Asians. The low estimate is based on a growth rate of 0.6% per decade, the short-term growth rate for population chosen by CACI in their forecasts. If the higher growth rate of the 1980-1990 period prevails, by 2010 Providence will have a population of 188,000 people (about the same level as 1965) and 78,700 households. If the lower growth rate prevails, Providence population is expected to be 172,200, about 3400 more than that estimated for 1989. 74,900 households would be the lower estimate for this demographic variable in 2010. The implications of future population growth are profound. There will be an increased demand for city services such as fire and police protection. There will be renewed need for replacement and maintenance of city facilities such as schools, roads, sewer and water lines. Human services such as job placement, daycare, substance abuse counselling and elderly programs will also be required at higher levels.

More housing will be needed. Smaller, one and two bedroom units will be needed to match the decline in average household size. Less expensive "affordable" units will also be required to recognize the fact that there are many low and moderate income households in Providence.

Table 3.1 shows racial composition by neighborhood. Two-thirds of all non-white population is located in the neighborhoods that make up the southern part of the City. These neighborhoods are Elmwood, West End, Reservoir, South Elmwood, South Providence, Lower South Providence and Washington Park. The non-white population is expected to remain concentrated in these areas and will require special social, employment, and housing services.

3.4 EMPLOYMENT

Providence enjoys a key location at the head of Narragansett Bay. This enabled the City to become both a water powered manufacturing center and a water bourn trade center in the 18th and 19th Centuries. While still maintaining these functions the economy of Providence has been supplemented by service and government activities in the 20th century. Figure 3.3 shows the mix of employment in 1980 and in 1987. In 1980 manufacturing and wholesale and retail trade accounted for forty-three percent of total employment. By 1987 this figure had fallen to thirty-five percent. Services, including finance, insurance and real estate (FIRE) and government accounted for fifty-one percent of total employment in 1980, and by 1987 this share had increased to fifty-eight percent.

The City would like to regain some of the manufacturing and trade activities it once had. One way to do this is to create opportunities for such activities on the waterfront, where there is space and support facilities for them. The Providence

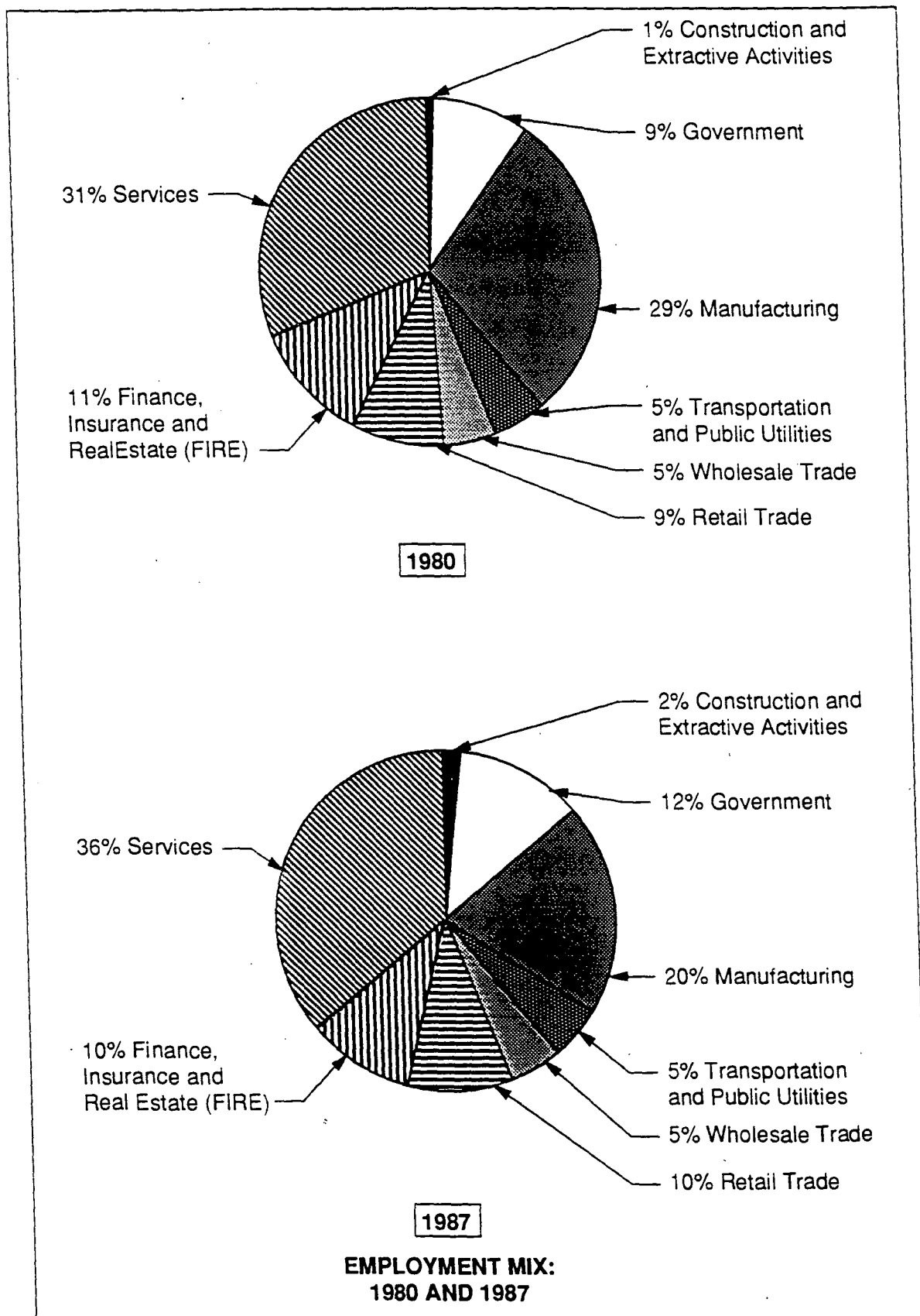


Figure 3.3

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industrial waterfront extends from the Fox Point Hurricane Barrier south to Fields Point and the Cranston city line. Within that area, the Port of Providence is defined as the city owned land north and east of Terminal Road.

3.4.1 Past Trends

Providence, like many other New England cities developed a significant textile industrial base in the 19th Century. A substantial jewelry industrial base was also developed in Providence. The textile industries left in the early 20th Century but the jewelry base remains, although at a reduced scale from earlier years. One reason for the jewelry industry remaining is the existence of a highly skilled labor force trained in the crafts necessary for jewelry manufacturing. The existence of the jewelry industry has led to recent high-tech industries concentrating in materials coatings. Other specialized manufacturing industries have shown some interest in Providence based on its historic jewelry trained craftspeople.

Trade, both wholesale and retail has been important in Providence. The wholesale activities have remained constant in recent years, while retail activities have increased slightly (up to 1987), after declining quite markedly earlier. Before 1980 suburban retail malls and a decentralizing population in general, served to decrease the importance of Providence as a retail center. The slight recovery in retailing in the City is based on recent population growth and some retail specialization, for example in high quality goods in smaller shops and boutiques.

3.4.2 Existing Conditions

The reversal of retail decline can be seen in the sales data of Table 3.2. The decline continued until 1983, but picked up substantially in 1984 and 1985 and continued to increase somewhat through 1986. By 1987 retail employment in the City had increased 10% over its 1980 level. Manufacturing employment continues to decline as it has statewide and throughout New England. Even though manufacturing activities are declining they are going through a change in mix. Older traditional activities are the ones in most severe decline, like jewelry, textiles, and shoes, while newer high-tech industries are showing some signs of growth. This creates a small demand for modern high-tech industrial space, and a surplus of older loft type manufacturing space, some of which has been converted to other uses. This means industrial parks and sites must be created or maintained for expansion of these industrial activities.

Service activities including finance, insurance and real estate (FIRE) and government are the growth sectors of the economy. This follows overall economic trends in New England and in the nation as a whole. From 1980 to 1987 these service employment categories grew by twenty-four percent in Providence. This growth more than offset other losses, resulting in an overall employment growth of seven percent from 1980 to 1987. This represents an annual average growth rate of 1%, and if

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continued, would result in a total employment of 143,000 by the year 2000, and 157,000 by 2010, a growth of 30,000 jobs from the 1987 level of about 127,000.

Figures 3.4 and 3.5 show private sector employment growth and overall unemployment in Providence from 1980 to 1987. The graphs show the same thing in two different ways. As employment increases, unemployment goes down. The total supply of labor may be a constraint on how fast the economy can grow. When unemployment drops below 3% the labor market is considered to be very tight. However, employment in Providence draws on a labor pool much larger than the City itself. Moreover, many people live in Providence and work outside the City. Balancing labor force with employment is a matter of maintaining a good transportation network, an affordable supply of housing and ease of entry into the labor force. These are some of the basic development issues covered in the Comprehensive Plan.

TABLE 3.2

GROSS RETAIL SALES, PROVIDENCE 1982 - 1986

(In 1,000s of Current Dollars for Calendar Years)

Year	Gross Retail Sales	Annual % Change
1982	\$2,384,994	- - -
1983	2,162,171	(9.3%)
1984	2,677,697	23.8%
1985	3,393,865	26.8%
1986	3,569,711	5.2%

Total Change in Retail Sales, 1982 - 1986 = 49.7%

SOURCE: Gross Retail Sales of Establishments Subject to the
R.I. State Sales Tax, R.I. Division of Taxation

3.4.3 Future Expectations

Whether Providence will be able to maintain its recent average employment growth for the next twenty years depends on the regional economy and responses to it by the City. A growth of 30,000 jobs is optimistic but not unattainable. One-third of these are planned for the new Capital Center. Other important projects are in various stages of planning which would result in 4000-5000 new jobs. If major developments occur at the Foundry and on the Industrial Waterfront, another 7000-8000 new jobs could be created. These two areas alone could provide over 2,000,000 square feet of commercial and industrial space. The rest of the City could easily provide the space for the remaining 7000-9000 new jobs to bring the total to 30,000 by 2010. Statewide population forecasts however, show only another 20,000 new Rhode Island residents by then. Clearly, higher population growth would occur, and the nearby Massachusetts labor force would be used to meet the 30,000 new job figure. Even meeting only one-half of this would be a substantial achievement for the City. A figure of 15,000 new jobs (one-half the optimistic expectation) would provide for the Capital Center

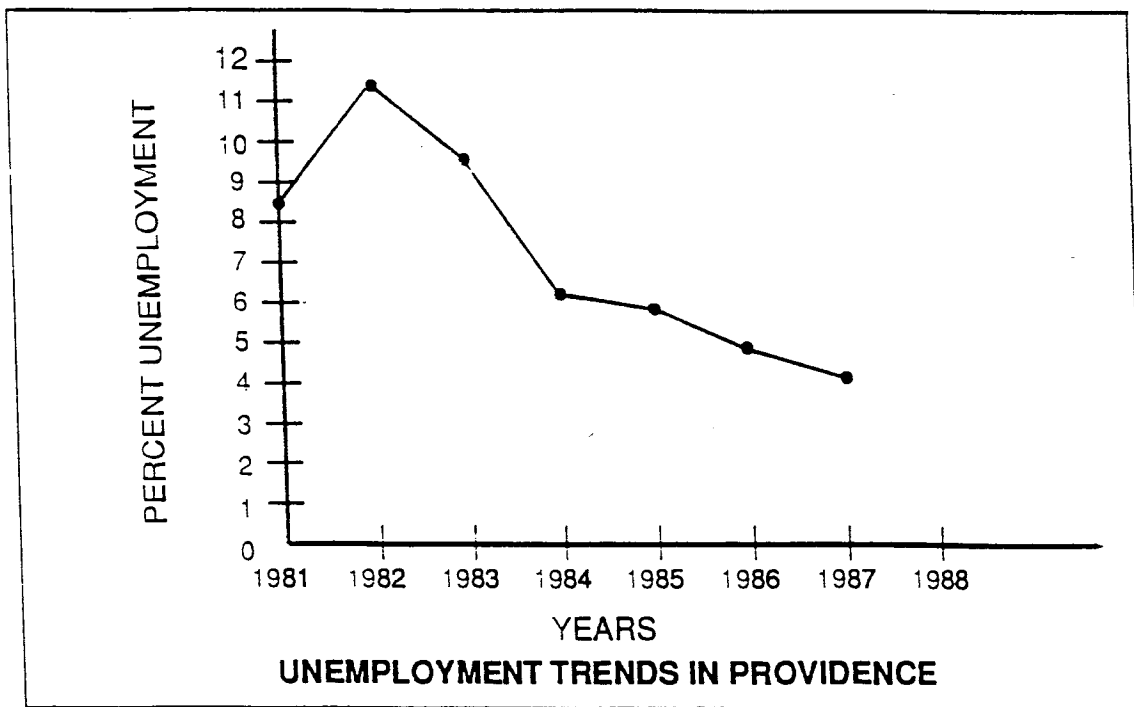


Figure 3.4

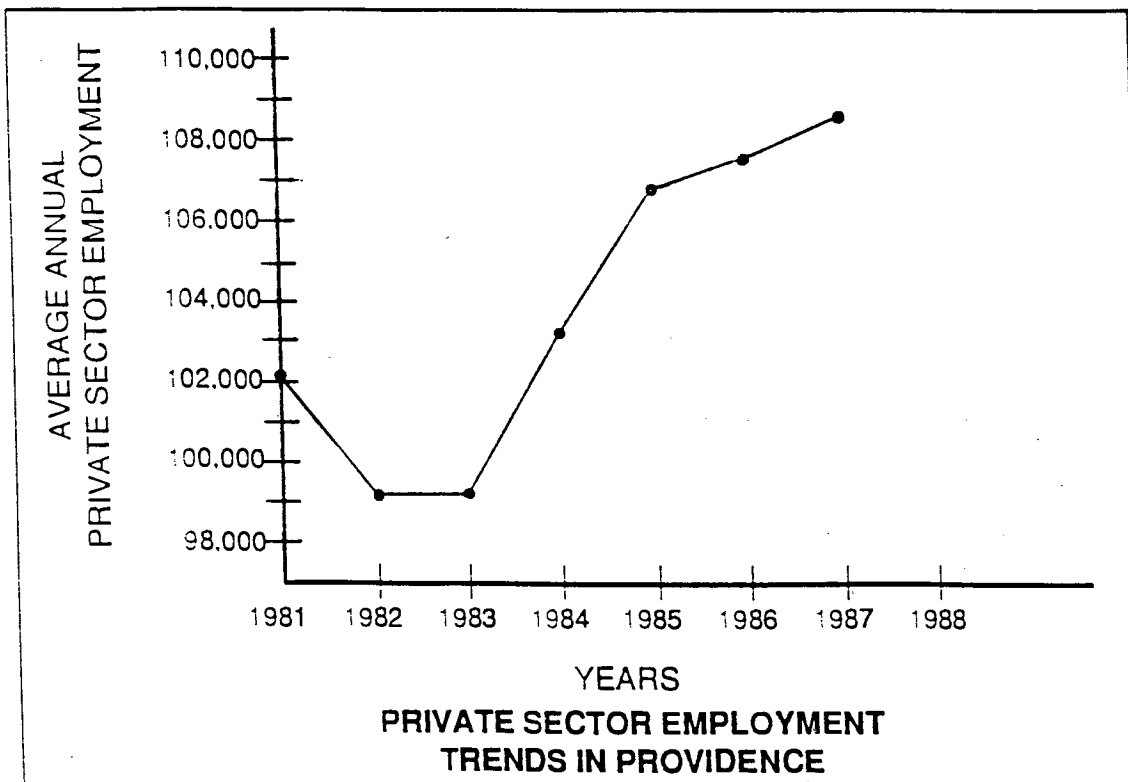


Figure 3.5

and the other projects now in the planning stage. These jobs would support a new population of about 25,000 most of whom would live outside the City.

3.4.4 Implications

Providence must continue in its pro-active economic development efforts in order to achieve substantial new employment. These efforts include providing parking or improved public transportation for employees and customers of new businesses, continuing job training programs to better prepare the local labor force, and preparing sites for the businesses. The private sector must provide the capital and entrepreneurship for the new or expanded businesses. Public/private cooperation will continue to be needed, as it has in the past, to coordinate the roles both sectors must play.

Improved infrastructure is another important requirement for continued economic expansion. Roadway improvements, sewer and water system improvements and port improvements are all necessary in order to sustain economic development. It will also be necessary to provide suitable affordable housing and recreational opportunities to attract the labor force required for new jobs.

3.5 INCOME

Median household income for Providence was twenty-nine percent below the statewide average as reported in the 1980 U.S. Census of Population. Providence, like many central cities in the U.S., is home for a relatively large number of low income households. Table 3.3 shows the number of households in each income category in 1980 and as estimated for 1989. A 1994 forecast prepared by CACI is also shown in Table 3.3.

3.5.1 Past Trends

In 1980 about forty-five percent of all Providence households had an annual income of less than \$10,000. In 1980 the poverty level for a household of four people was \$8,385. A substantial number of households in Providence had and still have low income. This fact means that special demands are placed on the City in terms of housing, human services, transportation, education, public safety and employment. While all local governments face these issues to some degree, the large proportion of low income households in Providence means the City must respond with higher and specialized levels of effort in providing human services and facilities.

3.5.2 Present Conditions

Table 3.3 indicates that about twenty-eight percent of all households in Providence have incomes of less than \$10,000. However, the poverty level for a household of four had increased to \$12,091 by 1988. Forty-one percent of Providence households are now estimated to have incomes of less than \$15,000. There

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has been a small improvement since 1980. Table 3.3 shows that the improvement is expected to continue to 1994, when about thirty-nine percent of all Providence households are forecasted to have incomes of less than \$15,000 (about twenty-six percent will still be below \$10,000).

TABLE 3.3
NUMBER OF HOUSEHOLDS BY INCOME CATEGORY

Household Income Categories	1980 Census	%	1989 Update	%	1994 Forecast	%
\$ 0 - 9,999	26,866	44.7	18,740	27.5	18,566	25.9
\$10,000 - 14,999	10,287	17.1	8,950	13.1	9,676	13.5
\$15,000 - 24,999	13,104	21.8	13,917	20.4	14,155	19.7
\$25,000 - 34,999	5,578	9.3	10,244	15.0	10,681	14.9
\$35,000 - 49,999	2,522	4.2	8,940	13.1	9,793	13.6
\$50,000 - 74,999	1,058	1.8	4,588	6.7	5,405	7.5
\$75,000 and over	742	1.2	2,869	4.2	3,500	4.9
Median Household Income for Providence	\$11,452		\$19,623		\$20,402	
Median Household Income for Rhode Island	\$16,097					

Source: CACI, Inc., Demographic and Income Forecast Report for Providence, R.I., 1989
U.S. Census of Population for 1980

3.5.3 Future Expectations

Figure 3.6 shows median household annual income and per capita annual income forecast out to the year 2010. Forecasts are based on recent (1980-1989) estimated growth rates. There is no assurance that these growth rates will continue. By the year 2000 median household income is expected to be about \$21,400 (in 1989 dollars) and by 2010 this figure is expected to rise to 23,200, representing an overall growth of eighteen percent from 1989. On a per capita basis, income is expected to grow to the year 2010 even faster (by forty-six percent). The difference is attributable to the slight decline in persons per household over the next twenty years (as measured from 1980). There is really no reliable way to predict a poverty level over the next twenty years because it depends on the prices of basic commodities such as food, clothing, and shelter. It is safe to say, however, that Providence will continue to maintain a large proportion of the low income households statewide over the next twenty years, and that services, facilities and programs will continue to have to recognize this situation.

3.5.4 Implications

Education, job training and human services will all be important to help maintain income growth. It is likely that income growth will be dependent on these services because of the changing nature of the employment mix, and the changing technology of the workplace.

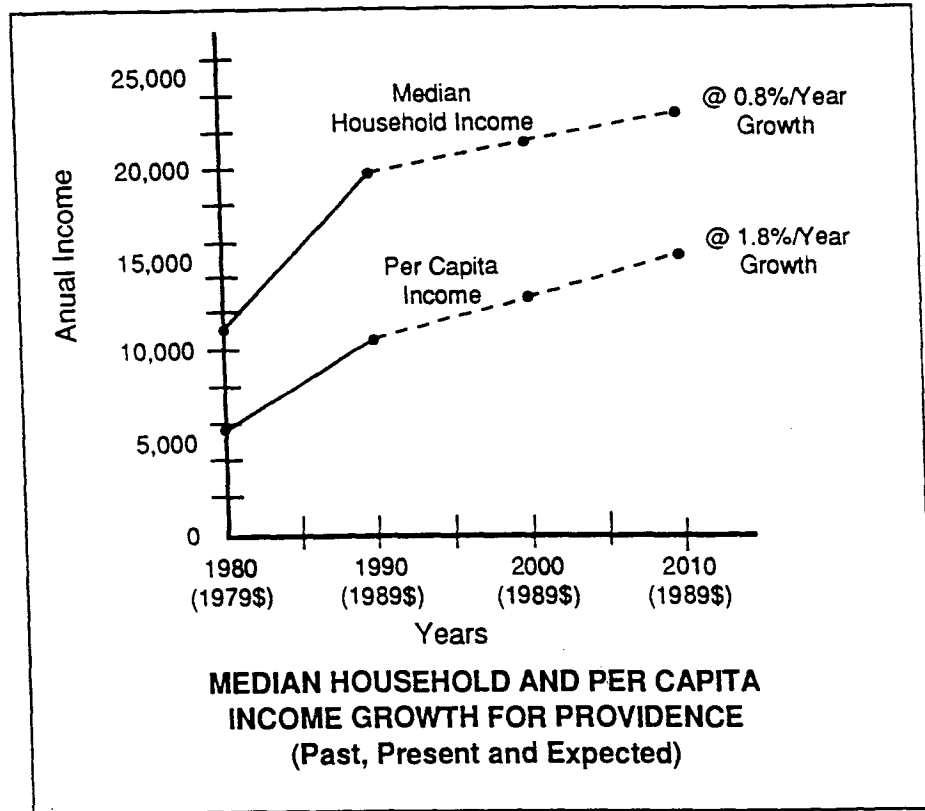


Figure 3.6

One impact of income growth will be increased markets for retail goods. This should help in maintaining the viability of some downtown and neighborhood retail areas, although care must be taken to insure that a good mix of retail activities continue to exist in both downtown and neighborhoods. Otherwise retail activities will not be able to "feed" off of each other, that is to draw the customers that circulate and shop in several establishments.

3.6 LAND USE

3.6.1 EXISTING CONDITIONS

As shown by population and economic data, the City of Providence has changed significantly over the past nine years, since the 1980 Census. Land use changes are good indicators of growth. Trends in land use are essential in formulating planning policy. As an example, between 1953 and 1986, the net developed and accessory land area in Providence decreased more

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than five percent (5%), while the City's street and highway area increased 20 percent (20%). This increase in paved land area represents the intense roadway improvement activities performed by the State DOT, as well as the City's Public Works Department. Changes in the trend can be seen by 1986, as the paved area actually started to decrease slightly. Table 3.4 shows the actual change in the proportions of land area since 1953.

While the overall net developed and accessory land area slightly decreased in Providence from 1953 to 1986, the land areas of specific categories of land use dramatically changed. For example, the amount of vacant land in the City decreased 34 percent between the two key years. And while residential land area decreased 3.3 percent, commercial land area increased almost 64 percent. The commercial increase was offset by a 21 percent decrease in industrial land, reflecting the shift from a manufacturing to a service and trade economic base. Table 3.5 shows the land areas in acres, by major land use category from 1953 to 1986.

About forty percent (40%) of the City of Providence is in residential use. Commercial uses are generally located along the major arterial streets in the City, as well as in the downtown area. Industrial uses are scattered throughout the City, but a large proportion of the industries are located along Allens Avenue, including the Port of Providence. In addition, industrial uses are located along the northerly side of Route 6, the westerly side of Route 10, and in developed industrial parks including Huntington Park, West River Park, and Silver Spring Park. (Please refer to the detailed set of land use maps maintained in the Providence Department of Planning and Development for a delineation of the land use distribution in the City of Providence).

There are three types of land use in the city that require special acknowledgment, they are institutional land uses, committed open space and undeveloped land.

TABLE 3.4:

Land Distribution, City of Providence, 1953 1986 in Acres

CATEGORY	1953	1961	1969	1975	1986	75 - 86 %Change
Net Developed and Accessory Land Area (Incl. Water)	9,541	9,361	8,987	9,003	9,031	0.3%
Street & Hwy Areas	2,559	2,739	3,113	3,097	3,069	- 0.9%
Gross Land	12,100	12,100	12,100	12,100	12,100	-

Source: 1975 Land Use Comparison
 1986 Taxable Property List

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TABLE 3.5:

Distribution of Net Developed and Unused Land Area by Land Use
City of Providence, 1953 - 1986.

CATEGORY	1953		1961		1969		1975		1986*	
	#Of Acres	%Of Tot	#Of Acres	%Of Tot	#Of Acres	%Of Tot	#Of Acres	%Of Tot	#Of Acres	%Of Tot
Residential	3,671	38	3,611	39	3,643	41	3,614	40	3,551	39
Accessory to Residential	163	2	128	1	316	3	315	3	307	3
Commercial	469	5	572	6	799	9	781	9	768	9
Industrial	1,584	17	1,507	16	1,301	15	1,328	15	1,249	14
Public and Institutional	2,274	24	2,351	25	2,186	24	2,197	24	2,246	25
<u>Vacant</u>	<u>1,380</u>	<u>14</u>	<u>1,192</u>	<u>13</u>	<u>724</u>	<u>8</u>	<u>768</u>	<u>9</u>	<u>910</u>	<u>10</u>
Total Net Land Area	9,541	100	9,361	100	8,987	100	9,003	100	9,031	100

Source: 1975 Land Use Comparison
1986 Taxable Property List

* Note: Some discrepancies may exist regarding 1986 land use, due to the different sources of data.

Institutional

Providence contains a number of institutional facilities including private schools, colleges and hospitals. These facilities tend to be concentrated in a few sections of the City. The neighborhoods in which institutions are concentrated include:

College Hill/East Side (northeast): with Brown University, Rhode Island School of Design, Wheeler School, Lincoln School, Moses Brown School, Providence Hebrew Day School, Miriam Hospital and Butler Hospital.

Upper South Providence (southwest): with Rhode Island Hospital, St. Joseph's Hospital and Women and Infants Hospital.

Elmhurst/Mount Pleasant (northwest): with Rhode Island College, Providence College, Veteran's Hospital, Rhode Island School for the Deaf, LaSalle Academy and Roger Williams Hospital.

Downtown (central): with the University of Rhode Island Continuing Education and Johnson and Wales University.

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Washington Park (south): with Johnson and Wales University.

(Please see the Utilities and Public Facilities Map (Figure 3.17) for the distribution of the institutions in Providence).

The large number of institutions and the size of some institutions can threaten the integrity of surrounding neighborhoods in a number of important ways. Special problems result from turnover of tenants in rental housing, transient population driving housing prices up and physical barriers to circulation caused by the extensive buildings and grounds of some institutions.

Institutions are quite important in the economic, social, and cultural life of Providence. The larger institutions such as universities and hospitals have extensive payrolls, and some have annual budgets that are larger than the City's budget. Some institutions are among the largest employers in Providence.

Because of their importance, and their impacts, a special way of dealing with institutions has been established in Providence. An institutional zoning district has been created which regulates institutions, primarily higher educational and medical facilities, separately from their surrounding uses. One of the requirements of the institutional zoning district is that each institution prepare, and file with the City, a five-year master plan, indicating where new facilities will be built or expanded. It is important for the institutions to keep these plans up-to-date. It is also important for the City to revise its institutional regulations from time to time to reflect current problems and neighborhood concerns. Current problems which require City attention are continued encroachment into residential areas, parking, both on and off-street, and the use of potential neighborhood open space. It is anticipated that some institutional zoning regulations will change as a result of preparing this citywide comprehensive plan.

Undeveloped Land

Undeveloped land is a resource which needs specific policy attention in Providence. Most undeveloped land is platted and consists of vacant lots; some of which were once developed. There is some vacant land, especially on the industrial waterfront, that is subject to replatting or subdivision into specific development parcels.

The largest concentration of vacant lots is in the Upper South Providence neighborhood, while the lowest number is in the College Hill and surrounding neighborhoods. The City currently is in the process of reusing over 600 vacant lots through a special program, whose goal is to eliminate all such vacant lots in Providence. The program gives interested parties the opportunity to bid for ownership of identified tax reverted vacant lots. This program is intended to reactivate lots which are underutilized, thereby enhancing areas, expanding the tax base and decreasing crime. Increasing yard space and providing sites for new housing are also objectives of this program.

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How vacant land is developed can have a major impact in the City. Substantial residential expansion can occur through a process of infill on vacant lots. Substantial industrial and commercial development can occur on replatted or newly subdivided land. One of the purposes of this comprehensive plan, and related area plans is to define the specific roles vacant land can play, and to determine the services and utilities needed to support the new development.

Committed Open Space

Providence contains a total of 149 parks which are scattered throughout the City. The largest are:

Roger Williams Park: located in the South Elmwood neighborhood, and consisting of 432 acres;

Wanskuck Park: located in Wanskuck neighborhood, consisting of 25 acres;

Neutaconkanut Park: located in the Silver Lake neighborhood with 57 acres;

Triggs Memorial Park: located in the Mount Pleasant neighborhood, with 158 acres;

Blackstone Park: located in the Wayland neighborhood, consisting of over 40 acres; and,

Woonasquatucket Park: located on the Johnston line, consisting of 40 acres in Providence and 40 acres in Johnston (state owned, for future active recreation development).

These large natural areas need to be preserved for the enjoyment of the city's citizens. (For a more detailed delineation of the recreation areas in the City of Providence, please refer to the Open Space Map shown in Figure 3.19 on Open Space, Parks and Recreation).

It is significant to note the number of public and private institutions, cemeteries and park lands in the City of Providence. Ultimately the amount of tax-exempt land in the City including streets and highways, amounts to roughly 50 percent of the total land area. This disproportionately high amount of tax-exempt land can burden the City's resources, particularly in terms of limited tax revenues and provision of public services.

The 1332 acres of public land used for active and passive recreation represents about 15% of all land (excluding streets and highways) in Providence. The city has adopted the recreation standards established in "Standards for Local Recreation, Conservation and Open Space Plans" issued in 1989 by the Rhode Island Recreation Resources Review Committee. Providence has insufficient acreage available for recreation and open space, and moreover, has some problems in terms of the distribution of public land by neighborhood. This issue is discussed further in Chapter 3.12 and in the Park, Recreation and Open Space Plan: 1991-1995, Report No. 1 of the Comprehensive Plan Series which has already been adopted.

3.6.2 CHANGES IN LAND USE

The amount of vacant land in Providence decreased 54 percent, or by 638 acres between 1953 and 1986. But 200 of those acres "lost" were due to a change in the method of recording land use and land ownership that occurred in 1969. Many of the vacant lots that were adjacent to residential lots, previously recorded as "vacant", were recorded from 1969 on as "residential accessory" land. Furthermore, much of the remaining vacant land has since been reclaimed through new highway construction, the City's vacant lot program and residential infill construction, most prevalent in South Providence. Therefore this figure is somewhat misleading.

While residential land use is the largest category in Providence, residential land area decreased slightly throughout most of the 33-year period. A total of 63 acres or 1.8 percent since 1975 - of residential land was lost. This decrease was primarily caused by demolition and clearance of deteriorated residential structures. That land is now vacant. It is expected that the period of extensive demolition is over, and that rehabilitation, along with new construction will increase the amount of land used for residential purposes in the future. There has been an additional small loss of residential use to commercial land use, as conversions from housing to businesses occurred. This happened primarily in areas zoned for business, although some conversions represent variances granted by the City's Zoning Board of Review.

The most significant change in land use occurred in the commercial land use category. A total of 330 acres were added to the inventory of commercial land in Providence between 1953 and 1969, representing a 70 percent increase. This gain was due to increases in commercial uses as well as parking areas accessory to commercial establishments. From 1969, however, commercial land area experienced a slight decline of 3.9 percent (31 acres), primarily due to the mid 1970's recession period. However, this figure is expected to increase in the future. The Capital Center project alone will add substantial amount of commercial acreage.

Providence experienced a moderate but steady decline in industrial land area from 1953 to 1986, a trend typical among older mill communities. The City's industrial land decreased by an annual average of 1 percent, even though two industrial parks were developed by the Providence Redevelopment Agency (PRA) within that period. Overall, Providence saw a decrease of 21 percent - or 335 acres - in industrially-used land between 1953 and 1986. This loss can be attributed to the acquisition of industrial land for the construction of roads and highways, as well as individual land use changes mostly from industrial to commercial use. Industrial land is expected to stabilize and even grow slightly as appropriate sites are identified and developed as a result of this and subsequent plans.

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TABLE 3.6:
Land Use Comparison and Changes
City of Providence, 1953 1986.

CATEGORY	1953 Acres	1961 Acres	1969 Acres	1975 Acres	1986 Acres	53-86 Change	53-86 %Change
Residential	3,671	3,611	3,643	3,614	3,551	- 120	- 3.3%
Accessory to Residential	163	128	316	315	307	+ 144	+88.3%
Commercial	469	572	799	781	768	+ 299	+63.8%
Industrial	1,584	1,507	1,301	1,328	1,249	- 335	-21.2%
Public and Institutional	2,274	2,351	2,186	2,197	2,246	- 28	- 1.2%
Vacant	1,380	1,192	742	768	910	- 470	-34.1%
Net developed and accessory land Area	9,541	9,361	8,987	9,003	9,031	510	5.4%

Source: 1975 Land use Comparison
1986 Taxable Property List

While the total amount of public and institutional land changed very slightly from 1953 to 1986, there have been some shifts within this category. This category which includes parks, recreation, open space, government, cemeteries, schools, hospitals, libraries, and museums, experienced an increase of 3.4 percent between 1953 and 1961, primarily due to the construction of a new elementary school in South Providence, the development of Rhode Island College, and the expansions of Brown University and Rhode Island School of Design. This category experienced another increase of 2.2 percent between 1975 and 1986 due to additional expansion of both public and private educational and health-related facilities necessitated by changes in population distribution. Public and institutional lands are expected to remain stable in the future, with the addition of some small park and recreation land, and the slight expansion of some institutions. In the past some public land was converted to institutional use, as some public schools and underutilized recreational areas were closed. Some of these properties were picked up by adjacent institutional uses.

As mentioned previously, net developed and accessory land area in Providence increased slightly between 1975 and 1986. By 1986 the net developed land area increased 28 acres from 1975, reversing a long term downward trend. These changes in land use acreage are delineated in Table 3.6.

3.6.3 LAND USE OF CONTIGUOUS MUNICIPALITIES

Providence 2000: The Comprehensive Plan has been prepared in full recognition of existing conditions and plans in neighboring cities and towns. Generally, the Providence land use plan presents no inconsistencies with those of contiguous municipalities. Land uses along the city borders typically are similar in terms of both land use category and density or intensity of use.

The City of Pawtucket is located to the north of Providence. Its land uses and zoning directly correlate with those in this City. Along the North Main Street area, both cities maintain industrial uses and zoning districts compatible with the area's rail lines and accessibility from Interstate 95. From Hope Street in Providence to East Avenue in Pawtucket, the zoning and land use are low-to-moderate density residential.

To the northwest of Providence, the City of North Providence maintains basically the same land uses and zoning districts as does Providence. Low density residential areas in Providence coincide with like areas across the city line. There exists small areas of differing land use and zoning in North Providence; but the effect is positive because that community's low intensity commercial districts provide the necessary services for Providence's residents in that part of the City.

Further west and south, the Town of Johnston maintains similar land uses and zoning to Providence's across the city line. Lower density residential combined with lower intensity commercial uses appear in both municipalities along their common border.

To the south of Providence is the City of Cranston. Potential conflict does exist between the port/industrial uses in Providence and the residential uses in Cranston along the city line. For that reason, this City is proposing to coordinate efforts with the City of Cranston, and create transitional uses between the industrial and residential areas. Such uses could include low intensity industrial research and development activities, as well as water-related activities, such as a marine and seafood restaurant. This effort is similar to a proposal made in this plan to buffer the residential areas of Providence's Washington Park neighborhood from the existing heavy manufacturing uses in and around the municipal port, with transitional zones.

Finally, to the east, the cities of Providence and East Providence are bounded, yet separated by the Seekonk and Providence Rivers. The land use related issues between the two cities are unique because of the river's presence, and while the river does separate land uses, impacts of differing land use types can be significant. Currently, industrial and residential uses compete for riverfront land in both cities. Therefore, the two communities must coordinate planning efforts along the rivers, to insure the validity and long-range value of future plans and studies. In addition, data collection and maintenance should be shared between the two cities, including information on environmental features, to better coordinate land use

planning activities in Providence and East Providence. The Harbor Management Plans of each city should also be highly coordinated.

3.6.4 FUTURE LAND USE TRENDS AND ISSUES

As the City of Providence continues to grow, the land use configuration and distribution in the City will continue to change. A number of planned and ongoing development projects could greatly affect the future land use pattern in Providence. Some of these projects are simply an expansion of land use trends that were set during the 1980's and which the city seeks to encourage, such as housing in Downtown. Others are much more dramatic and will greatly impact the city, like the Capital Center Project.

o Interstate 195 - The Providence River Bridge

The Providence River Bridge, a portion of Interstate 195 must be replaced before the end of this decade. It has been proposed that the portion of I-195 from I-95 to the India Point Park area be relocated south of the hurricane barrier. This relocation would straighten the route making it safer; be built on underutilized land; and would open up almost sixty acres of land on both sides of the Providence River for reuse. This relocation would open for development the Old Harbor Area and would have major impacts on the city and downtown. The Jewelry District would be reconnected to Downtown; the waterfront from the Crawford Street Bridge to Corliss Landing would be connected; and the impacts on the College Hill Historic District would be minimized; and it would relieve the use of residential streets as access to downtown.

This relocation would result in a new redevelopment area (the Old Harbor District) to the south of the city that will complement the work going on as part of the Capital Center Project.

o Residential

More emphasis will be put on creating residential opportunities in the downtown area in an attempt to revitalize selected retail activities there; and to stimulate a market for adaptively reusing some architecturally and historically important buildings.

Efforts will continue to lessen residential densities in some neighborhoods, and to maintain existing densities in others. Strong neighborhood sentiment has been expressed concerning maintaining or lessening residential densities, in the neighborhoods and encouraging higher residential density solely in the downtown.

Residential growth will be encouraged on appropriate undeveloped land, with safeguards exercised through a project review and approval process. One important indicator of appropriateness for residential development is whether needed community services and facilities exist with suffi-

cient capacity for each proposed project. The ease of pedestrian movement from residential to neighborhood commercial areas must also be taken into consideration.

o **Commercial**

Areas of mixed commercial and residential activities will continue to be encouraged, especially in the downtown. Some neighborhood commercial areas will continue to have this character as well. Unrestricted commercial expansion will, however, be controlled. Where services, facilities and space for commercial development is not available, it will be discouraged. Commercial development will also be subject to project review and approval, with sufficient impact information made available for each review.

o **Industrial**

Most new industrial uses will be "light" rather than "heavy" in character. Any heavy industry will be located only in specific areas prepared for it and in which impacts can be controlled. Light industry will be permitted in a larger number of areas, but with impacts regulated in appropriate ways. Some existing industrial buildings will continue to be converted to non-industrial use because of the favorable location for such uses and their obsolescence for industry (primarily multistory mill buildings). The industrial waterfront area will continue to provide the greatest amount of land for future industrial expansion.

o **Parks/Open Space**

Only small changes will be made to the supply of park and committed open space land. These changes will be made primarily in response to population based demands for recreation, and preserved open spaces.

o **Institutional**

Institutions will continue to expand slowly, primarily in response to increased educational and medical services markets. Such expansion will be planned and orderly, guided by institutional zoning requirements and will be based on the institutions master plan which must take into consideration the impacts of such development on the surrounding land uses. All institutional master plans will have to be revised once this comprehensive plan is adopted and will be carefully reviewed by the City Plan Commission to determine their compliance with the requirements of this plan.

o **Downtown**

With the development in Capital Center, the opening of the Old Harbor District for development and the reconnection of the Jewelry District to the Downtown, the traditional downtown is faced with a dilemma: **what is its purpose or function for the city.** For the city to remain strong and vital, the downtown must be strong and vital. A variety of possible roles have been proposed for the old downtown (housing, institutional and university uses, arts and entertainment), these roles must be made into a vision, a plan for action for the old downtown. Without a vision for the old downtown, it will deteriorate and weaken the city as a whole.

o Waterfront

More emphasis will be placed on the city's waterfront: from expansion of the industrial waterfront and the City's port, the development of commercial and residential uses, the expansion of public use and access, to the development of conservation and open areas. These competing uses will have to be balanced by the City to insure that the interest of all the city's residents are addressed.

o Undeveloped Land

There will be competing interests in the City for the remaining undeveloped land. The City is presently experiencing this competition: developers want to build to the greatest density possible, while neighboring property owners want the land to remain undeveloped or lightly developed. This competition will increase as this vacant land decreases.

o Adjacent Communities

Through the process of developing this comprehensive plan, Providence has worked closely with the adjacent communities. Every effort has been made to insure that the proposed land uses in Providence do not adversely affect the land uses in adjacent communities. We expect the same consideration.

3.7 HOUSING

When Providence had a population of about 250,000 (in the 1940's and early 1950's), it maintained a housing stock of about 70,000 units. With population loss the housing stock also declined. In the 1980 U.S. Census of Housing, 67,513 housing units were reported. Of these, 60,175 were occupied. The vacancy rate then was eleven percent, a relatively high figure. A four to six percent figure is considered normal. Historical data on housing losses does not give much insight into the present situation, even though two thirds of the housing stock existing in 1980 was built before 1940. Much of the loss in housing stock prior to 1980 was through demolition of substandard and unoccupied units. In this way the City managed to make impressive gains in reducing blighted or substandard housing up to the mid 1970's. After this time a policy of "boarding up" rather than demolition of vacant units was undertaken. This, combined with the abandonment of some public housing projects in the City resulted in the large 1980 vacancy rate.

3.7.1 EXISTING AND FUTURE CONDITIONS

In 1980 sixty-three percent of all occupied housing units were renter occupied. More than half the housing stock was in structures that contained three or more units. Structures that contained two or more units accounted for seventy-four percent of the housing stock. Providence is, for the most part, a relatively dense, tightly developed city. Average residential lot size is about 4000 to 6000 square feet. Slightly over one-half the residential area of the City is developed with

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structures containing two to four units. Only twenty-six percent of the City's housing stock consists of single unit structures.

Providence has special housing needs because of its concentration of low income population. As measured in the 1980 Census of Population, 15% of the City's families lived below the poverty level. Of these 5700 families 3700 were headed by females. Nineteen percent, almost 30,000 people, lived below the poverty level. Of these, two-thirds were white and one-third were non-white. In addition, fifteen percent of Providence's population is elderly, compared with thirteen percent for the metropolitan area as a whole. All of these indicators mean special and assisted housing must be provided as part of overall development policies. Table 3.7 shows the numbers of occupied housing units in 1960, 1970, and 1980 as reported in the U.S. Census of Housing. Also shown are estimates for 1989 and 1994 based on household forecasts. The 1994 figure shows an expected demand of an additional 4,100 housing units over the existing 1989 stock. A five percent standard vacancy rate has been applied in these estimates. The 2000 housing units, estimated as feasible for Downtown Providence by various reports and the work of the Providence Company, fall well within this potential of 4,100 units by 1994.

An important measure of the strength of the City's housing market is the extent to which existing structures are vacant. A low number of vacancies shows a tight market, while an over supply of housing would be indicated by a high number of unoccupied units. An adequate vacancy reserve, typically 5%, is necessary in the transfer of housing to broaden consumer choices and maintain stable rent levels. In 1960 the vacancy rate was 7%; in 1970, 6%, and in 1980, 11%. By 1980 vacancies were at a level which suggest a surplus of available units which in turn should help keep rent levels from rising. Beginning in 1984, there was an influx of home buyers, primarily from the Boston area, as well as a significant in-migration of persons of Asian descent (2500 households since 1980), which has tightened the housing market in Providence.

When substandard housing (defined as lacking complete plumbing facilities) is removed from these statistics, the housing market becomes tighter still. Vacancy rates can be recomputed as 6% in 1960; 9% in 1970, and 10% in 1980. Table 3.8 shows the number of substandard units.

These figures represent a seventy-one percent decrease in the number of substandard units from 1960 to 1980. As mentioned, demolition, as part of an aggressive urban renewal program in many parts of the City, was responsible for this decrease.

Table 3.9 shows residential building and demolition permit activity since 1980. The data supports the conclusion that the vacancy rate has fallen to a more normal figure. The demolition and building data also shows that about three percent of the City's total housing stock in 1980 has been replaced. This does not include the number of repairs, additions and alterations, which is even more substantial. For example, the Providence Housing Court handled 1,994 cases from October 1987 to September

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1988; its first year of operation. This figure represents three percent of Providence's total housing stock. These are involuntary repairs.

TABLE 3.7
NUMBER OF HOUSING UNITS, 1960 - 1994
PROVIDENCE, R.I.

	1960 Census	1970 Census	1980 Census	1989 Estimate*	1994 Projected*
Total Housing Units	73,027	68,163	67,513	73,600	77,700
Vacant Units	5,045	4,084	7,356	3,500	3,700
Occupied Units = No. of Households	67,982	64,079	60,157	70,100	74,000
Vacancy Rate	7%	6%	11%	5%	5%
Population	207,458	179,124	156,804	168,600	170,600

Source: U.S. Census

* Estimated and Projected figures from CACI Adjusted Demographic/Income Forecast Report. 5% vacancy rate assumed for 1989 and 1994, and vacant units and total housing units computed from number of households and vacancy rate.

The last two years shown on Table 3.9 indicate that the current trend is for new units to substantially exceed demolitions. This trend will probably continue as the market for housing continues to be strong and because the City is interested in discouraging demolitions. This strength also means that some existing units, which might otherwise have been demolished, will be rehabilitated.

TABLE 3.8
SUBSTANDARD HOUSING UNITS, 1960 - 1980
PROVIDENCE, R.I.

Housing Units	1960	1970	1980
Owner-occupied	396	230	286
Renter-occupied	5,553	1,869	1,288
Vacant	<u>1,271</u>	<u>351</u>	<u>533</u>
Total Substandard Units	7,220	2,450	2,107

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TABLE 3.9
BUILDING AND DEMOLITION PERMITS, 1980 - 1987
BY DWELLING UNIT (DU's)
PROVIDENCE, R.I.

Building Permits	1980	1981	1982	1983	1984	1985	1986	1987	Total
1-Family	85	8	12	5	11	14	49	75	259
2-Family	14	26	12	6	6	24	66	182	336
Multi- Family	323	27	15	30	218	8	21	203	845
Conversions	5	6	22	23	20	35	86	120	317
Total DU's	427	67	61	64	255	81	222	580	1,757
Demolition Permits in DU's	404	256	172	285	238	180	83	82	1,700
Increase or Decrease	+23	-189	-111	-221	+17	-99	+139	+498	+57

Source: Department of Inspection & Standards

In a normal housing market new construction is the crucial element in housing supply. An adequate level of new construction is essential to meet demand and to activate the turnover (reselling) process. While the trend shown in Table 3.9 for new construction and demolition is encouraging from the viewpoint of adding new units to the housing stock, it also indicates that supply is not keeping pace with demand. The demand for housing in Providence has been intensified by the influx of Massachusetts residents and investors, who consider prices relative to the more expensive Boston Area housing market. There are however, current indicators that this trend is diminishing.

A significant component of the City's housing supply has been the return of abandoned or deteriorated units to the market through substantial rehabilitation. A local citizens group called Stop Wasting Abandoned Property (SWAP) has been responsible for some of this rehabilitation through a program of "sweat equity," requiring the home buyer to contribute personal labor to the rehabilitation effort. "Infill housing" on vacant lots has also contributed to stabilizing the City's housing stock.

Publicly assisted housing has also been a factor in increasing the housing supply through the Section 8 and rental rehabilitation programs, as well as the improvement in public housing. These units represent a large portion of the new or

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"recovered" housing units in Providence. Table 3.10 delineates the number of assisted or non-market rate housing units in the city.

TABLE 3.10
ASSISTED HOUSING IN PROVIDENCE, 1989.

	No.	Units
Existing Section 8	922	(201 Elderly/Handicapped)
Section 8 Vouchers ¹	442	(1313 Family)
Moderate Rehab ²	150	
Private Section 8	4,323	(3,136 Elderly/Handicapped) (1,187 Family)
Public Housing	2,402	(1,033 Elderly/Handicap) (1,369 Family)
TOTAL	8,239	

Source: Providence Public Housing Authority, 1989

- 1 Grant/loan to participating owners to cover rehabilitation work on substandard rental units.
 - 2 Housing assistance payment contract over a 15 year period tied to specific subsidized rental unit.
-

The 8,239 units of assisted housing in the City represents eleven percent of the estimated 73,600 total number of housing units in Providence. Table 3.11 shows the name, size, and neighborhood of the ten public housing projects and Phase I Scattered Site Public Housing in Providence. Depending on current occupancy at any given time, public housing represents about 23% to 29% of all assisted units.

The housing stock in each of the twenty-five neighborhoods of Providence represents the City's greatest single physical asset. At an average value of \$100,000 per unit the estimated 73,600 units in 1989 are worth 7.36 billion dollars. No other physical asset in the City approaches this value. Housing is an asset that must be well managed and properly planned.

A very important issue in housing is affordability. Apartment rents in Providence increased 181 percent between 1980 and 1986. Average home values increased 207 percent during the same period. However, household income increased only about fifty percent from 1980 to 1986. The housing market has reached a point where most people can not afford to buy their own homes. On the East Side of Providence, where housing prices have historically been higher than in other parts of the City, the average home price of \$195,000 (in 1986) would require an income of \$72,300 to purchase. Median household income on the East Side in 1986 was estimated to be about \$33,000; less than half

the level required to purchase the average priced home. The same relative situation exists in other parts of the City. And the gap in affordability is increasing, as illustrated by Figure 3.7.

Table 3.12 shows incomes and affordability for rental units by neighborhood. An affordability index, which is the percentage of before tax income spent on rent, is shown on Table 3.12 for 1979 and 1989. Data indicate that rental units have become less affordable in lower income neighborhoods; that is that residents of these neighborhoods must pay a higher proportion of their income for rent. Data also show how more income is required for rent in 1989 than in 1979. For the City as a whole the figure went from 14.6% to 21.5%, a forty seven percent increase. In absolute dollar terms rents increased citywide by 224% between 1979 and 1989, from \$159 to \$450 per month.

An affordability gap has always existed because Providence is home to low income groups, including students and female headed households. However, since 1984 when housing prices increased markedly, the affordability gap has grown substantially. Special efforts will be required to overcome this increasing gap. Such efforts will include identifying sites for assisted housing; greater provision of scattered site assisted housing; planning and permitting of apartment buildings, especially in the Downtown Area, inclusion of housing in mixed use developments and identification of adaptive reuse projects in which housing is an appropriate reuse.

Special housing efforts should also include measures to further stabilize and upgrade the existing housing stock. These include rehabilitation assistance; targeting of publicly controlled or influenced mortgage money for first time home buyers, and owners who will live in their multifamily units; and further Housing Court legal actions to correct housing code violations.

Nonprofit housing development corporations should be encouraged to provide housing where appropriate. Moreover, full advantage of the pro-active policies and programs of the Rhode Island Housing and Mortgage Finance Corporation should be taken. These policies and programs are expressed in their Strategic Planning Task Force report "Facing the Challenge" issued in October, 1988.

3.7.2 TRENDS AND ISSUES IN HOUSING

Since 1970, the population and economy in Providence have changed significantly. These changes have made an impact on the availability of housing in the City in the following ways:

- o The increases in poverty-level persons has increased the overall demand for low-to-moderately priced housing;
- o The decrease in the average household and family sizes have increased the demand for additional housing units;

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TABLE 3.11
PUBLIC HOUSING PROJECTS IN PROVIDENCE

Name	Number of Units	Neighborhood
Carroll Towers	198	Smith Hill
Codding Court	117	West End
Dexter Manor	291	Downtown
Dominica Manor	204	Federal Hill
Hartford Park	222	Hartford
Kilmartin Plaza	106	West End
Manton Heights	305	Olneyville
Parenti Villa	198	Federal Hill
Roger Williams	40	Lower South Providence
Chad Brown/Admiral/Sunset	263	Wanskuck
TOTAL UNITS	1944	

OTHER PUBLIC HOUSING DEVELOPMENTS IN PROVIDENCE

(Scattered Site Housing Project - Phase 1)

No. of Developments	Number of Units	Neighborhood
3	12	Elmwood
3	14	Hartford
18	30	Lower South Providence
5	8	Manton
9	19	Smith Hill
22	37	Upper South Providence
1	2	Valley
1	12	Wanskuck
3	6	West End
TOTAL 65	140	
TOTAL UNITS 1944		

SOURCE: Providence Housing Authority

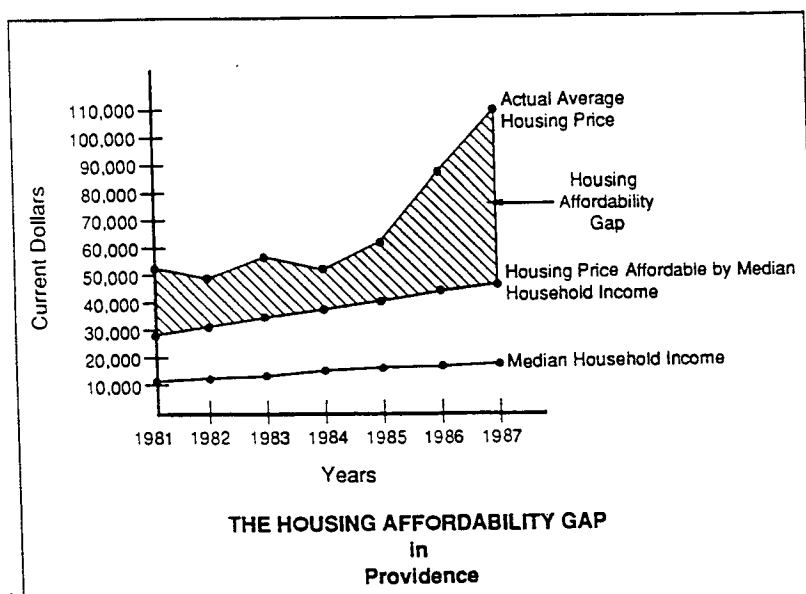


Figure 3.7

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TABLE 3.12
PROVIDENCE RESIDENTIAL RENTAL MARKET, 1979-1989
COMPARISON OF RENTS, HOUSEHOLD INCOMES AND AFFORDABILITY

Neighborhood	Median Rent 1979	Median Rent 1989	Percent Change (Rents) 1979-89	Median Household Income 1979	Median Household Income 1989	Afford- ability Index 1979	Afford- ability Index 1989
Blackstone	\$254.00	\$725.00	185.4%	\$26,847.00	\$59,009.71	11.4%	14.7%
Charles	\$123.00	\$425.00	245.5%	\$12,170.00	\$26,749.66	12.1%	19.1%
College Hill	\$241.00	\$650.00	169.7%	\$12,453.00	\$27,371.69	23.2%	28.5%
Downtown	\$197.00	\$519.00	163.5%	\$ 7,954.00	\$17,482.89	29.7%	35.6%
Elmhurst	\$169.00	\$450.00	166.3%	\$18,029.00	\$39,627.74	11.2%	13.6%
Elmwood	\$150.00	\$385.00	156.7%	\$ 8,672.00	\$19,061.06	20.8%	24.2%
Federal Hill	\$ 99.00	\$409.00	313.1%	\$ 7,265.00	\$15,968.47	16.4%	30.7%
Fox Point	\$152.00	\$550.00	261.8%	\$12,867.00	\$28,281.67	14.2%	23.3%
Hartford	\$105.00	\$500.00	376.2%	\$ 9,284.00	\$20,406.23	13.6%	29.4%
Hope	\$191.00	\$465.00	143.5%	\$16,484.00	\$36,231.83	13.9%	15.4%
Lower S. Prov	\$114.00	\$400.00	250.9%	\$ 7,450.00	\$16,375.10	18.4%	29.3%
Manton	\$164.00	\$325.00	98.2%	\$15,714.00	\$34,539.37	12.5%	11.3%
Mount Hope	\$161.00	\$500.00	210.6%	\$ 9,967.00	\$21,907.47	19.4%	27.4%
Mt. Pleasant	\$151.00	\$460.00	204.6%	\$14,572.00	\$32,029.26	12.4%	17.2%
Olneyville	\$103.00	\$400.00	288.3%	\$ 9,132.00	\$20,072.14	13.5%	23.9%
Reservoir	\$160.00	\$475.00	196.9%	\$14,438.00	\$31,734.72	13.3%	18.0%
Silver Lake	\$138.00	\$450.00	226.1%	\$11,808.00	\$25,953.98	14.0%	20.8%
Smith Hill	\$115.00	\$375.00	226.1%	\$ 8,383.00	\$18,425.83	16.5%	24.4%
S. Elmwood	\$171.00	\$412.00	140.9%	\$14,958.00	\$32,877.68	13.7%	15.0%
Upper S. Prov	\$121.00	\$450.00	271.9%	\$ 5,821.00	\$12,794.56	24.9%	42.2%
Valley	\$136.00	\$410.00	201.5%	\$11,077.00	\$24,347.25	14.7%	20.2%
Wanskuck	\$143.00	\$500.00	249.7%	\$11,632.00	\$25,567.14	14.8%	23.5%
Washington Pk.	\$144.00	\$450.00	212.5%	\$12,822.00	\$28,182.76	13.5%	19.2%
Wayland	\$257.00	\$554.00	115.6%	\$16,556.00	\$36,390.09	18.6%	18.3%
West End	\$125.00	\$425.00	240.0%	\$ 8,215.00	\$18,056.57	18.3%	28.2%
Citywide	\$139.00	\$450.00	223.7%	\$11,437.00	\$25,138.53	14.6%	21.5%

SOURCE: U.S. Bureau of the Census, 1980; U.S. Bureau of Economic Analysis, 1989; R.I. Department of Employment Security, 1989; Providence Journal Classified (S.714), June-August, 1989.

NOTES: 1987 income data for the neighborhoods is extrapolated from U.S. Bureau of Economic Analysis estimates for the State of Rhode Island. A linear relationship between U.S.B.E.A. per capita income data and median household income data is assumed. A standard inflation multiplier of 119.8% is used to inflate 1979 income data to 1989 dollars (based on an assumption that income variations among the 25 neighborhoods have not changed between 1979 and 1989).

- o The number of single and/or female-headed households, and therefore the number of persons unable to afford the average home, has increased since 1970;

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- o There has been a significant increase in the number of homeless persons within the City;
- o The number of dormitories in the city has increased. With rising institutional uses in the city, student housing is impacting neighborhoods;
- o With the increase in homeless, there has been increased development of SRO's (single room occupancy units); and,
- o Rent levels have increased more rapidly in low income neighborhoods.

The housing stock in Providence is old, making maintenance and upgrades often cost-prohibitive. Certain inner-city residential areas are decaying and have become substandard.

Increases in housing and land costs, combined with the recent revaluation in Providence, are making the "average" home unaffordable to the "average" resident. Overall, the supply of housing in Providence does not satisfy the demand, in terms of both the actual number of units and in costs.

Like many cities throughout the country and particularly in the northeast, Providence is faced with a potential housing crisis. The number of single parent families in 1980 was 37 percent of all families in the City. Many of these families are headed by females. Close to 19 percent of the total population in 1980 fell below the poverty level. More than 65 percent of the occupied housing units in Providence were built prior to 1940. In addition, better than 15 percent of the households in 1980 received public assistance. Almost sixty percent of statewide general public assistance goes to residents of Providence, and almost forty percent of aid for dependent children for the whole state goes to Providence residents.

Average housing prices and land costs have increased significantly more than median incomes. And because of the increase in the affordability gap, the issue of affordable housing now affects the majority of state and city residents. Finally, the issue of homelessness is becoming serious. The tightened housing market and current economic conditions is forcing some families out on the street, increasing the demand for transitional housing.

3.8 ECONOMIC DEVELOPMENT

Through the 80's, Providence recovered from a period of economic decline. The city enjoyed a low unemployment rate, significant increases in residential and commercial construction, as well as a gradual increase in total population. In the early 1990's, the picture is less clear.

The economy in Providence has shifted from being primarily manufacturing oriented in the 1960's to being primarily service-oriented in the eighties. Providence maintains a skilled labor force that is prepared to meet the demands of modern industry and commerce. Therefore, the out-migration of economic activities could be reversed in Providence.

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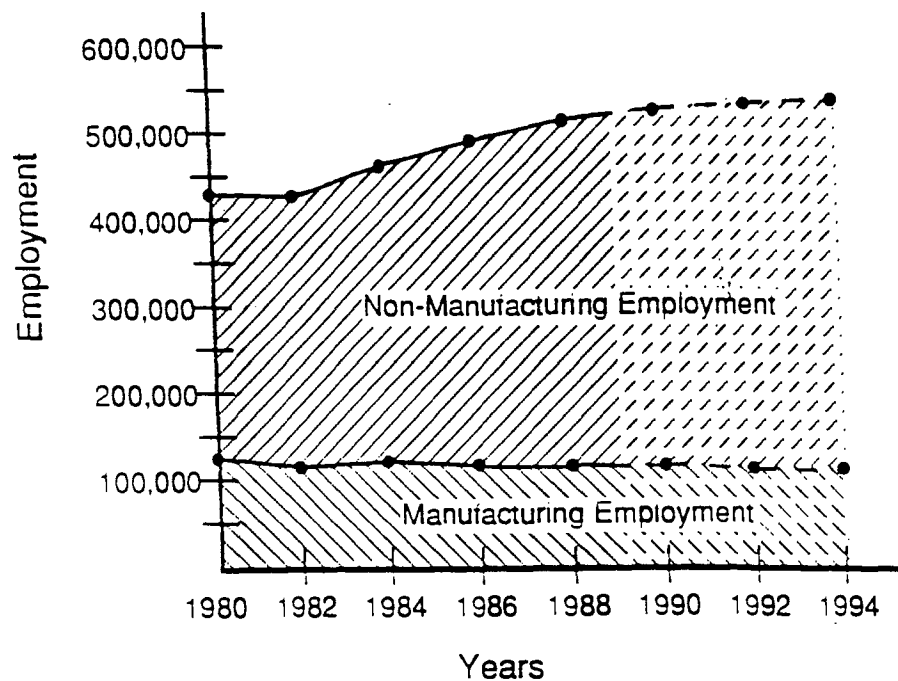
The Port of Providence has the potential to facilitate a significant regional, national and even international trade market. It currently is underutilized but this full potential is under study and a comprehensive strategy for the Port is part of this plan. Thus, the Port eventually could exist as a major processor and source of goods, services, employment, and revenue for the City of Providence.

Providence maintains a number of advantages over nearby metropolitan areas in terms of business and industry expansion and relocation, advantages which translate into real incentives. Operating costs like power, rent and salaries are lower in Providence than those found in New York, Hartford or Boston, all within 150 miles of Providence. The available workforce in Providence ranks high in terms of training and experience, thereby saving employers that added expense. In addition, the City of Providence offers a number of financial and other types of incentives for industrial development. These advantages, combined with the high visibility and accessibility of the City, are clear indications that Providence is a regional production and market center with great potential. To these factors must be added the existing attraction values of high quality regional environmental, historic, cultural, and educational facilities, typically found only in larger cities.

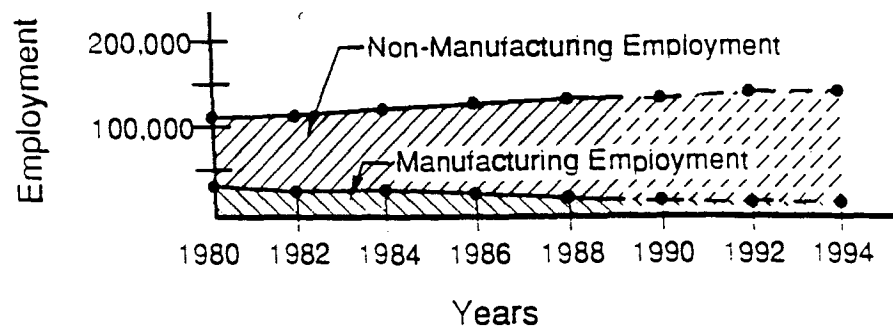
3.8.1 EXISTING ECONOMIC CONDITIONS

The City must be viewed as the core of the Rhode Island economy in addition to being the state capital. Figure 3.8 shows employment trends in Providence and Rhode Island since 1980. These trends are projected out to 1994. After a slight downturn in 1982, employment in Rhode Island grew steadily to 1989. While the current economy does not reflect growth in the area of employment, economic forecasters anticipate a turn around within the next year. Based on the growth in employment from 1980 to 1989, employment is expected to continue to grow at about 0.8% per year. This would result in a 1994 (five year projected) figure of 538,000 jobs. The City of Providence is expected to grow at a slightly faster rate (1.1% per year) because of the economic development efforts in place now. This would result in about 7000 new jobs by 1994 for a total of 137,000 jobs. Currently in the state the service sector is growing at 1.5% per year, while trade (retail and wholesale) is growing at 1.0% per year, and other non-manufacturing jobs are growing at 2.0% per year. Because new employment in Providence is expected to be largely in the services and trade sectors, jobs are projected to grow at a slightly higher figure in the City than the state as a whole.

The 7000 new jobs expected by 1994 would account for about one-quarter of the 30,000 new jobs that may be created in Providence by 2010. Creation of this many jobs will require continued efforts in providing and publicizing the attractions of Providence for economic activities. Some of these attractions are inherent, such as location, access to markets and regional economic conditions; but some attractions are "home grown" and much more subject to local public actions. These are the factors that should be strongly addressed in the



**EMPLOYMENT TRENDS IN THE
STATE OF RHODE ISLAND**



**EMPLOYMENT TRENDS IN THE
CITY OF PROVIDENCE**

Figure 3.8

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Comprehensive and other local plans. Chief among these factors are the labor force, land for commercial and industrial activities, infrastructure, local regulations, and financing.

Providence has sound and solid activities related to all of these factors. Job training activities in the City are being vigorously pursued by the City, the State and the private sector. Examples are the vocational training available in Providence public schools, the State's Workforce 2000 program designed to upgrade the existing labor force, and the private sector's Adopt-a-School program which results in both more general resources being made available for multipurpose education, and in more targeted training in skills useful for jobs in Providence's businesses. In addition, the Providence/Cranston Job Training Partnership is a public/private sector cooperative effort designed to upgrade labor force skills in Providence and Cranston. It is supported with federal funds and private sector expertise.

Land and related commercial property is being made available for economic expansion in a variety of locations and through various projects including the Capital Center, the Silver Spring Industrial Park, the Waterfront and the Foundry. The City is actively revising its zoning ordinance to recognize economic development needs. Special attention is being paid in this effort to the revitalization needs of the downtown area and the waterfront.

Financing needs are provided for in the work of the Providence Economic Development Corporation. This organization provides funding of its own for industrial and commercial development, and aids business by identifying the resources of a network of state and federal business assistance programs. All of these efforts, plus the promotional and public information programs necessary to attract new activities must be continued if 15,000 to 30,000 new jobs are to be created by 2010. 30,000 new jobs is considered the upper limit of growth that could occur by 2010, given a healthy New England economy and continued increases in Providence's competitive position. 15,000 new jobs is a more conservative estimate if overall conditions are not as good, or if efforts to attract new jobs are not sustained.

The labor force for new employment in Providence partly will come from existing and future Providence residents. The 1980 U.S. Census of Population reported the Providence civilian labor force as 72,418 persons 16 years old and over. Of these about 45% worked in the City and 8% worked in the downtown area. In order to fill the 118,406 jobs reported for Providence in 1980, about 84,500 workers (71% of the total) originated from outside the City.

If these same general proportions hold in 1994 it means that about 2200 new workers will live in Providence, supporting about 3500 new households. By 2010 these figures are estimated to become 9000 new workers supporting 14,500 new households in Providence if the optimistic figure of 30,000 new jobs is achieved. A more modest expectation of 6000 new workers supporting about 9800 new households corresponds better with the total household estimate of 78,000 shown in Section 3.3 of this

report. This figure, in turn corresponds to about 20,000 new jobs in Providence by 2010, assuming that 30% of all workers will live in the City, as they do now.

3.8.2 ECONOMIC DEVELOPMENT CHANGES

DOWNTOWN - The downtown (Figure 3.9) is made up of three functionally distinct areas within the historic or traditional boundaries of I-95/I-195 and the Providence/Woonasquatucket Rivers. These are the Financial District, the Old Downtown Core and Weybosset Hill. Four other areas are located on the edges of the traditional downtown and provide sites for more recent and projected downtown activities. These are the Jewelry District to the south, the Capital Center to the north, the Foundry just to the west of I-95 and the foot of the College Hill District along South Main and South Water Streets to the east of the Financial District.

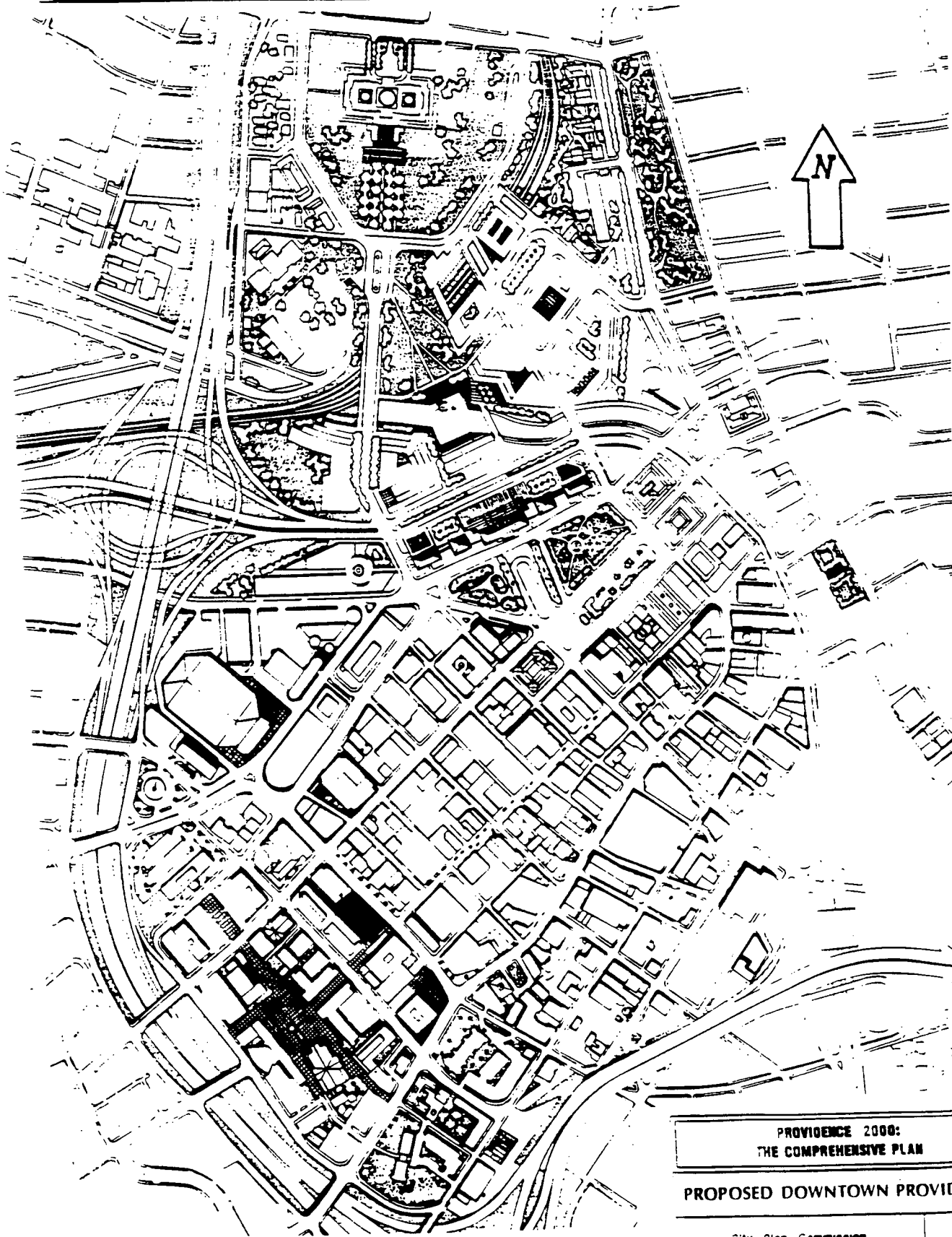
Each area has separate plans based on the role and requirements of the activities located in each. The Capital Center is an expansion area for new buildings, especially those that will benefit from access to the State Capitol Building and other nearby state offices. The Jewelry District provides substantial adaptive reuse possibilities for companies that need to be near other downtown activities but cannot afford space costs of being right in downtown. The Foundry also provides these types of opportunities to the north and west of downtown. The foot of College Hill is an area of mixed government, educational, insurance, legal services and institutional uses benefitting from access to downtown and the nearby campuses of Brown University and the Rhode Island School of Design.

Within the traditional downtown area the Financial District and Weybosset Hill are stable and fixed in their functions and activities. There has been considerable investment in these areas over the last twenty years and they now contain most of the Class A office space in the downtown. Large stable public and private sector organizations occupy this space and are likely to continue to do so for the next twenty years. The area whose future is less certain is the old downtown core.

Providence no longer has the retail dominance it once had thirty years ago. For the last thirty years suburban malls and strip highway shopping areas have been pulling retail sales out of Providence, especially from the downtown. In 1987 the City accounted for 12.7 percent of statewide retail sales, whereas in 1977 the City's share was 14.7 percent. Currently there is no large department store in the downtown, whereas, at one time there were four. Department stores are beneficial to a downtown because they attract shoppers who then utilize other nearby stores and services.

Some of the space in the retail core area is vacant. Many of the buildings in the area have historic preservation values. One solution for revitalizing the area is to convert some of the space to residential use, and to attract the appropriate retail and service activities, to serve the new residential uses. This strategy requires adequate parking, pedestrian circulation, and public safety services and facilities for the area.

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PROVIDENCE 2000:
THE COMPREHENSIVE PLAN

PROPOSED DOWNTOWN PROVID

City Plan Commission
Department of Planning and Development
100 Westminster St.
Providence R.I. 02908

3

The attraction values of this area for residential purposes include walking to work in the downtown, nearby educational and cultural facilities, nearby links to regional transportation facilities, and the existence of many historically and architecturally important buildings. Market studies have shown that there may be a future demand for up to 2000 housing units downtown. Many of these could and should be located in the old downtown core area.

A major new initiative for downtown planning is the Capital Center (Figure 3.10). This 60 acre project, which is really a series of individual projects, involves large scale development, the relocation of a major rail line, a rail station and two rivers, and the completion of the Civic Center Interchange from I-95, with new internal circulation roads. Overall the investments are expected to total \$750 million for private construction and \$140 million for public construction. The Capital Center is one of the most ambitious programs taken recently in moderate sized American cities.

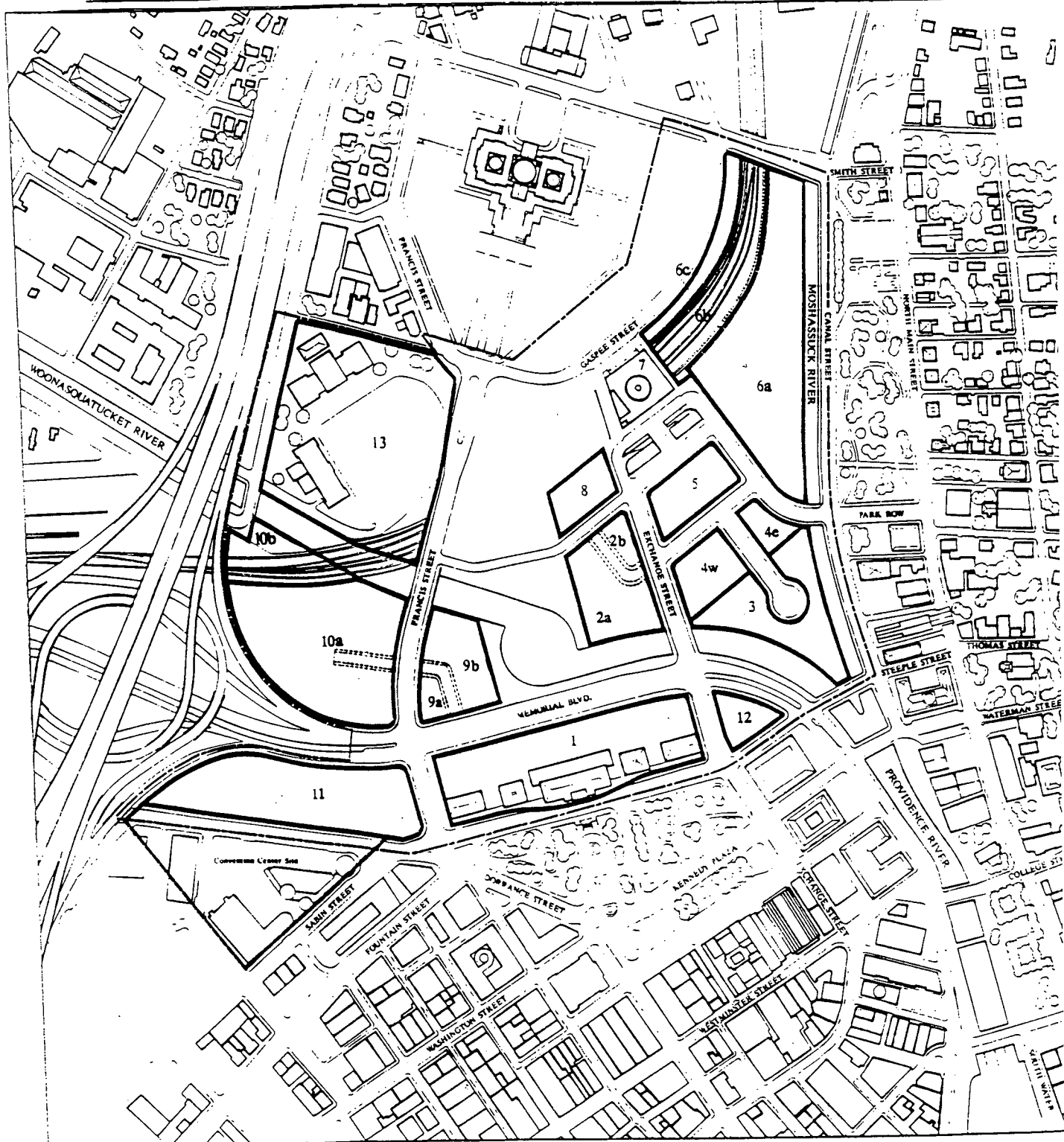
It will include convention facilities which, with the Providence Civic Center, will make Downtown Providence one of the premier east coast convention locations.

A number of objectives are served by the Capital Center project. These include providing room for expansion of the downtown, connecting the state office area on Smith Street with the downtown, featuring the State Capitol Building as a more significant design element and de-emphasizing the rail line as a barrier to future expansion.

Fifteen to twenty million dollars per year are expected to be realized by the City from property taxes from the Capital Center. The overall project will include 3.5 million square feet of office and retail space, about 1000 hotel rooms in four hotels, and 500 residential units. Over 200,000 square feet of public amenities, including an open amphitheater, are planned, as are a convention center and almost 12,000 parking spaces. A new railroad station has already been built. Figure 3.10 shows the overall plan for the Capital Center.

Another major new initiative for downtown is the proposed relocation of the Providence River Bridge (I-195) south of the hurricane barrier. This proposal will open up approximately sixty acres of land for development as well as reconnect the downtown with the rejuvenating jewelry district. While this proposal is just in the feasibility stage, the city supports this project in that it will complete the redevelopment of the city's downtown waterfront, open up land for development and public access to the water, and orient the city to the water. It will enable the city to move boldly into the twenty first century. It is initiatives like the Capital Center and the relocation of the Providence River Bridge that enable city leaders to reshape Providence's image for a more vibrant and economically strong downtown.

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Prepared by Stoddard, Orriss & Merrill

KEY

- PARCEL BOUNDARY ———
- CAPITAL CENTER SPECIAL DEVELOPMENT DISTRICT ———
- OPTIONAL STREET - - - - -

N.B. All parcel dedications are general in nature.
Precise parcel configurations must be obtained by survey.



<p align="center">PROVIDENCE 2000: THE COMPREHENSIVE PLAN</p>	
<p align="center">CAPITAL CENTER</p>	
<p align="center">City Plan Commission Department of Planning and Development 100 Westminster St. Providence R.I. 02908</p>	
	<p>3</p>

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WATERFRONT - The Providence waterfront consists of three distinct parts: the residential/commercial/open space from the Pawtucket city line to Corliss Landing; the Old Harbor area, which runs from Corliss Landing to the Crawford St. bridge; and the industrial waterfront from the Narragansett Electric Manchester Street Station to the Cranston city line. The waterfront area from Pawtucket to Corliss Landing is an important area for the city, however, it does not have the economic importance of the industrial waterfront.

The Providence Industrial Waterfront area is a major resource for several activities. The City of Providence owns and operates a modern municipal wharf (Port of Providence). New England's second largest deep water port, the Port of Providence is equipped to handle thousands-of-tons of product annually from all over the world. Its 40-foot deep channel accommodates large oil tankers; its facility includes nearly 5,000 feet of berths, 265,000 square feet of enclosed storage space, and 45 acres of open storage area. The Port's 27 public and private docks can handle bulk and general cargo; two (2) forty five-ton Gantry Cranes are capable of handling any form of containerized and heavy lift cargo. The Port of Providence has become an important regional distribution center for automobiles, steel, lumber, and petroleum products.

As it exists now, however, the Port of Providence is underutilized. Its capacity far exceeds its use, in terms of land area for storage and berthing. The City currently is investigating the Port's future potential. A Draft Plan for the future of the industrial waterfront has been prepared, and when brought into conformance with this comprehensive plan it may be adopted as a Comprehensive Plan Series report giving it full status as part of the comprehensive plan.

The industrial waterfront area must be considered primarily as an economic resource. Activities here are important to the city, the state, and to New England. Secondarily the area is important for the public facilities and utilities it contains. Energy is a particularly important industry in the industrial waterfront area. Over one-half of Rhode Island's electric power is generated at the Narragansett Electric South Street Plant, and the oil storage tanks in the area contain petroleum products that are distributed all over New England.

The municipal port area also is important because it provides access for activities functionally related to water, such as the Fields Point Wastewater Treatment Plant, and a number of marine shipping businesses.

The importance of the Port to the City, the region and the State cannot be underestimated. Without this critical area, essential goods would not be as easily moved to and through the City. Vital markets are maintained through port activities.

In order for the Port of Providence to realize these markets and perhaps even exceed them by becoming more competitive, it must maintain and upgrade its facilities, and the area must retain its character as a port. The future

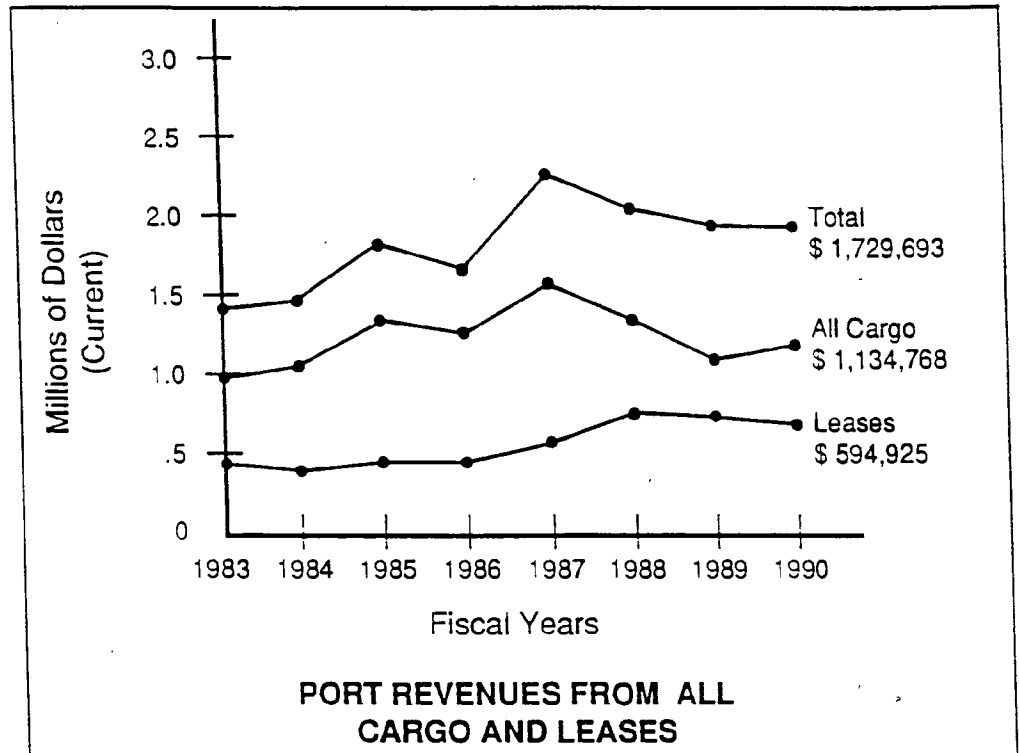


Figure 3.11

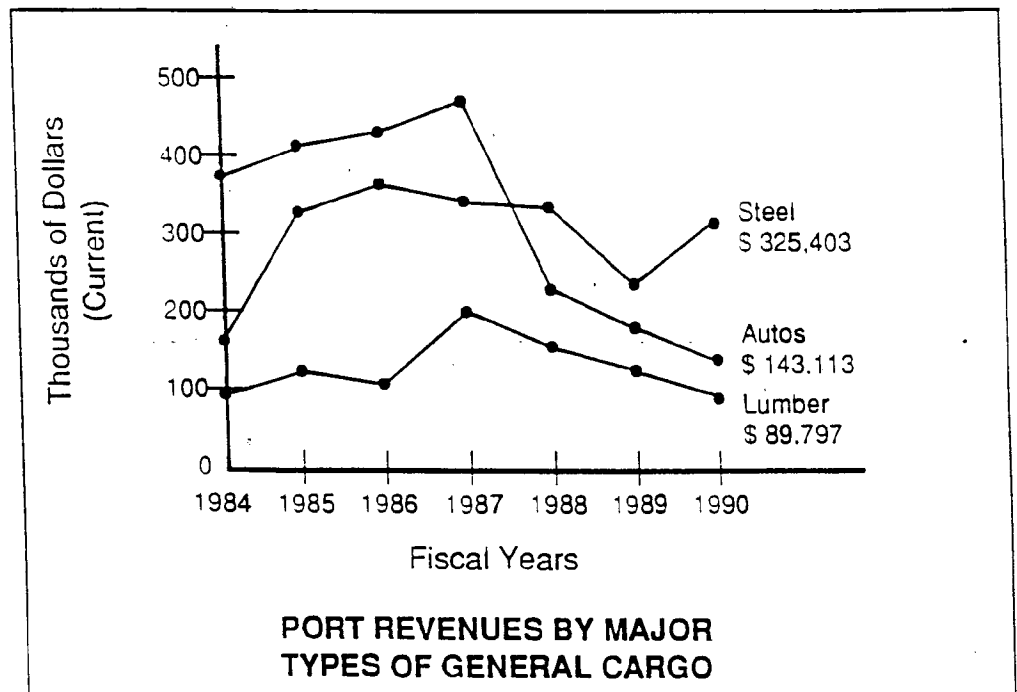


Figure 3.12

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economic benefits of doing this are substantial. By the year 2000 300-400 more jobs could be created and 10 to 15 million dollars in personal income could be newly created.

Facility maintenance and upgrading would be supported primarily by port revenues. Figures 3.11 and 3.12 show past and projected revenues for types of general cargo and from lessors. General cargo produces substantially more revenue than bulk cargo despite the greater tonnage of bulk cargo.

In general, the area is occupied by industrial facilities. These facilities tend to be similar in character and are functionally inter-linked. Because of the area's clearly defined edges and its relatively uniform and interrelated land use patterns, the industrial waterfront is particularly appropriate to identify as a single unit for purposes of planning.

A key land use/environmental issue faced by the Providence industrial waterfront is the potential for flooding. Just as certain hazards are inherent to industrial facilities, the issue of flooding is inherent to most waterfront districts. With the exception of the Washington Park neighborhood which is located on relatively high ground, most of the entire area is within a flood hazard zone, as defined by the Federal Emergency Management Agency. Southerly portions of the area are also within a "wave-velocity" zone, within which wave action would be expected to be particularly destructive during a storm event. While to some degree potential flooding certainly is an issue for the cargo and industrial facilities within the port area, the concern would be much greater if other more sensitive land uses were present here. This condition is yet another indication that land use management is an appropriate and effective means of minimizing the area's hazards and environmental dangers.

Existing zoning appears to have been successful in maintaining the waterfront's industrial character, however, it does not strongly promote the development of water dependent uses and does not limit the development of a variety of non-industrial uses. To promote appropriate industrial development in this area, there are three objectives which should be central to planning for the future of the Providence industrial waterfront. They are 1) allowing for further needed industrial activities 2) setting aside adequate land for buffering adjacent neighborhoods and to allow for public water access, and 3) limiting the location of potentially noxious uses such as incinerators and power generating plants.

Although zoning and the policies of these agencies influence land use in the port area, there has been no public program or strong proactive approach to land use management which applies specifically to the Providence industrial waterfront. A number of plans have been developed by various public agencies covering various geographic areas which include portions of the Providence industrial waterfront. Future planning for the area is based on the importance of the area for economic development in the City and the State, and on appropriately buffering the industrial areas from the surrounding neighborhoods. Additionally, key areas have been

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identified for providing public access and some mixed uses in the area to take advantage of key environmental features such as views.

NEIGHBORHOOD - An area often forgotten, is the neighborhood commercial area. While small, these neighborhood commercial areas service the adjacent residential areas. Over the past decades, we have seen these areas grow and expand when the economy was strong and slowly deteriorate in bad economic times. When the economy is strong, we see many requests for waivers to the zoning ordinance to expand into residential zones or to intensify commercial uses. As a result of these requests, neighborhood commercial areas are often expanded without taking into consideration the impact on the adjacent residential areas and the economic well-being of the commercial area.

In addition to commercial uses, many neighborhood commercial areas have residential uses located on the upper floors of the structure. Residential use is a good companion use for neighborhood commercial areas and should be encouraged.

In an attempt to better understand the importance of the neighborhood commercial area, the Department of Planning and Development has prepared a model neighborhood business plan. The plan is the department's first attempt to identify the problems that neighborhood commercial areas face and to develop a response to address these problems. It is held that strong neighborhood commercial areas help stabilize adjacent residential areas, while inappropriate commercial intrusions into neighborhoods are detrimental to their character and quality of life.

INDUSTRIAL DEVELOPMENT - Further industrial development is planned at several sites. These are:

Huntington Industrial Park

Project Area: 150 acres, including 25 acres of water area
Development Sites: 96.6 acres (18 sites)
Project Cost: \$ 5.5 million
Current Status: The project was completed with 18 plants. Recent subdivision has opened 7 additional parcels for development.

Silver Spring Industrial Park

Project Area: 37 acres
Development Sites: 31 acres (16 sites)
Project Cost: \$ 3.2 million
Current Status: 2 plants have been completed and are occupied. 5 more parcels have been committed to developers by the PRA. The other 9 sites are available for new developments.

Providence Industrial Park (Houghton Street)

Project Area: 20 acres
Available Area: 17.5 acres

Individual Industrial Sites Along North Main Street and in the Port of Providence

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The current status of development of the existing industrial parks, particularly in the Silver Spring Industrial Park, indicates that a demand for additional industrial sites exists. Therefore, the Providence Department of Planning and Development is searching for potential sites for industrial development.

A recent study by the State Office of Planning indicates that there is a scarcity of fully serviced "construction ready" sites for economic development throughout the state, including Providence. The City wants to be able to meet new demands for such space and is fully committed to devoting necessary efforts to provide the needed "construction ready" sites for both industry and commerce.

3.8.3 ISSUES AND TRENDS IN ECONOMIC DEVELOPMENT

The following issues form the basis for policy making in Providence's economic future.

CITYWIDE

- o Older commercial areas are decaying or becoming blighted. In many cases, the infrastructure is antiquated and in need of replacement and/or repair.
- o The economic orientation in the City of Providence has shifted from manufacturing to services.
- o Private investments have reinvigorated many areas of the city.

DOWNTOWN

- o The amount of parking is insufficient, particularly in the downtown, to satisfy the demand.
- o Need more activity in the downtown retail core including retail, housing and support services.
- o Need alternate modes of transportation to relieve pressure on available parking.

NEIGHBORHOOD

- o There will be continuing pressure to convert residential structures in neighborhoods into shops and office space.
- o In some parts of the City, the commercial activity is encroaching on the surrounding residential areas.

WATERFRONT

- o The waterfront areas must be addressed and developed on an individual basis, to recognize and retain the unique character of the Providence waterfront.
- o The Port of Providence maintains a negative image in the area, and is an unknown entity.

3.9 NATURAL RESOURCES AND ENVIRONMENTAL PROTECTION

3.9.1 EXISTING CONDITIONS

The City of Providence is an urbanized area, with only ten percent (10%) of its land area remaining vacant. Due to the intensity and extent of development of the City, the environmental issues and development constraints are much different from those of a rural, less-developed community. Natural resources and environmental protection considerations in Providence include: topography and soils, surface water and coastal resources; floodplain areas; wetlands; noise factors; air quality; and man-made hazards. Pollution related to urban land use activities is a particular problem that needs to be addressed in Providence. Urban related pollution includes both point source pollution such as chemical storage, leaking underground gas storage tanks, or hazardous materials; and non-point source pollution such as stormwater runoff, or lawn fertilizers. These pollute rivers, ponds and the ocean resources of the City and can negatively impact recreational activities and the overall quality of life for urban dwellers. This section of the Comprehensive Plan addresses those areas of concern which affect the impact of development on natural resources, as well as resource protection considerations which contribute to the character and livability of the City.

Topography - The City is characterized by a series of hills. Despite the slope, most of the hilly areas have been developed for urban land uses. When evaluating an area's suitability for development, slopes are primary concerns. Table 3.13 shows land use suitability for various degrees of slope. Typically, areas of slope that are greater than 15 percent are considered unsuitable for development. These areas are prone to erosion and are often more costly to develop or redevelop. The majority of vacant sites with steep slopes are located along the Seekonk River shoreline. Other steep slope sites are in areas that have already been developed. In general, slope has not been an important deterrent to land development, but it has helped to shape the land use pattern. For example, industrial development generally has occupied the low flat valley lands between the hills.

Surface Water Resources - The City of Providence is traversed by the West River, the Woonasquatucket River, the Moshassuck River and the Providence River. The Woonasquatucket and Moshassuck Rivers are channelized in downtown Providence. The Seekonk River, which flows into the Providence River and then into Narragansett Bay, forms the eastern boundary of the City. Canada Pond and Mashapaug Pond are large bodies of fresh water in the western portion of the City. Several ponds are located in Roger Williams Park in the southern portion of the City includ-

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ing Roosevelt Lake, Pleasure Lake, Deep Spring Lake, Fenner Pond and Bellefont Pond. Figure 3.15 shows surface water and other natural resource features in the City of Providence. The City is subject to flooding. Flood prone areas are shown in Figure 3.14 and are discussed in greater detail below.

TABLE 3.13
Slope Suitability for Development by Land Use
Providence, Rhode Island

Limitations	Suitability Rating	Residential	Commercial	Industrial Park
Slight	Optimum	0 - 6%	0 - 6%	0 - 2%
Moderate	Satisfactory	6 - 12%	6 - 12%	2 - 6%
Severe	Marginal	12 - 18%	12 - 18%	6 - 12%
Very Severe	Unsatisfactory	18% +	18% +	12% +

Adapted from:

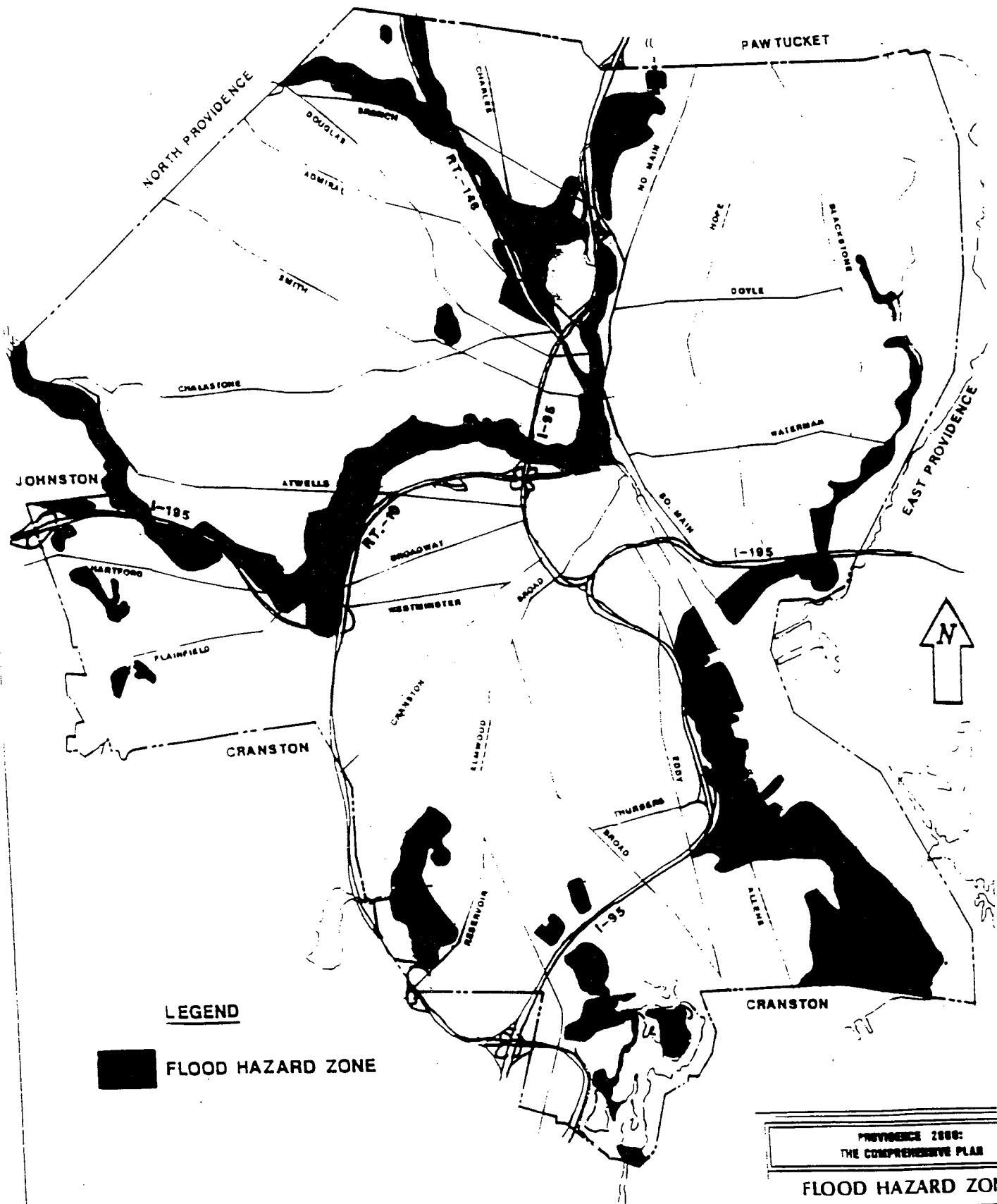
Kiefer, Ralph W. "Terrain Analysis for Metropolitan Fringe Area Planning," Journal of the Urban Planning Division, Proceedings of the American Society of Civil Engineers, December 1967. Moechnig, Howard. Inventory and Evaluation of Soils for Urban Development (St. Paul HRA C.P. District 6 - North End), Raamsey Soil and Water Conservation District.

Navigable waters within the boundaries of the City of Providence include the Providence and Seekonk Rivers. These rivers have been dredged for regular ship traffic. In addition to the commercial, industrial and cargo-related activities associated with the Port, there exist a number of regular recreational users of these two rivers, including crew teams and sailing groups. Navigable waters contribute to the cultural and coastal heritage of the City as well as providing economic development opportunities for the City, and thus deserve to be protected and enhanced whenever possible.

The water supply for the City of Providence is not dependent upon surface or groundwater resources within the boundaries of the City. The Scituate reservoir supplies water to the Providence metropolitan area; the watershed of the reservoir falls within municipalities in northern Rhode Island and southern Massachusetts. The City therefore is dependent on these municipalities to protect the integrity of the water supply.

While not located in the City, the Scituate Reservoir belongs to the Providence Water Supply Board and is a critical water resource for the City and surrounding areas. Figure 3.16 shows the areas from which water flows into the Scituate Reservoir. Most of the watershed lands immediately adjacent to the reservoir are owned by the Providence Water Supply Board.

However, these constitute a small portion of the entire hydrographic basin that feeds the reservoir. In recognition of the fact that more watershed land needs to be controlled in order to assure a continued supply of high quality water to the



LEGEND

 FLOOD HAZARD ZONE

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FLOOD HAZARD ZONE

City Plan Commission
Department of Planning and Development

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region, the R.I. General Assembly passed an act in 1989 authorizing use of eminent domain powers to acquire watershed land or development rights on that land.

Acquiring appropriate land and development rights to further protect the Scituate Reservoir will be one of the major environmental/water quality programs for the City in coming years.

Coastal Resources - The City of Providence is located on the northern end of Narragansett Bay. The Port of Providence extends 10 miles along the shores of the Providence River and is the state's principal general cargo and petroleum port. The Providence shipping channel is dredged to an authorized depth of 40 feet. Primary land uses along the coastline include industrial and commercial uses, public land, and the Fields Point Wastewater Treatment facility. Large segments of shoreline and water in the port area are in derelict condition and littered with abandoned piers and sunken barges.

The Coastal Resources Management Council (CRMC) is the primary agency involved in the planning and protection of all Rhode Island coastal areas and zones. Chapter 23 of the Rhode Island General Laws (RIGL) authorizes the Council to approve, modify, set conditions for, or reject any proposals for development or operation within, above or beneath the inland edge of the coastal feature. The waterfront area of the City of Providence is classified by CRMC as a Type 6 Industrial Waterfront and Commercial Navigation Channel, which is defined as water areas that are extensively altered in order to accommodate commercial and industrial water-dependent and water enhanced activities.

The CRMC published in 1984 a document entitled "Providence Harbor: A Special Area Management Plan." This document outlines specific policies and proposals for the Providence Harbor, and seeks to achieve five (5) major goals:

1. Maintain balanced and compatible shoreline uses;
2. Improve water quality;
3. Encourage port development;
4. Increase shoreline recreational opportunities and public access; and
5. Encourage coordination and consultation.

All development proposals which occur within at least two hundred (200) feet of the water's edge fall within the purview of the CRMC, and must conform to the policies determined by the Council.

Floodplain Areas - Floodplains are important natural features since they provide extra storage capacity during storms too large to be accommodated by a river/water body or too great to be absorbed into the ground. The City of Providence is subject to flooding partly due to the funnel-like shape of Narragansett Bay which amplifies the height of a storm surge as it moves up the Bay, resulting in the highest flood levels in the state occurring along the Providence River. To address this problem a

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hurricane barrier was built at Fox Point in 1966 which protects the downtown area. This barrier requires constant maintenance and improvement.

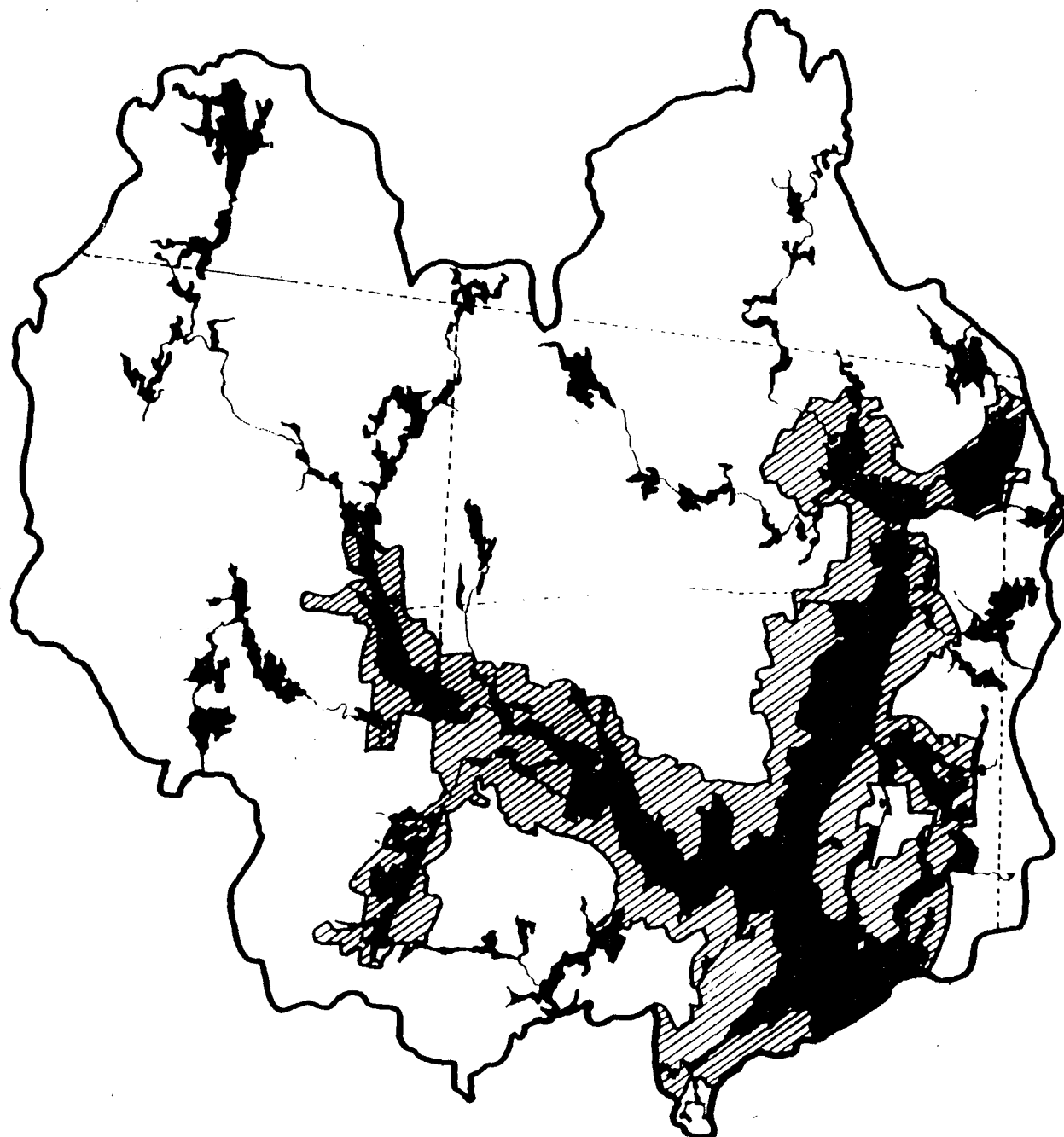
As shown in Figure 3.14 floodplain areas cover certain areas of the City and are influenced by: 1) hurricanes and strong storms along the waterfront, in areas not protected by the Hurricane Barrier at Fox Point; and 2) overflow from rivers, ponds and the accumulation of water in depressed areas due to sustained heavy rainfall and/or melting snow.

The Flood Insurance Rate Maps (FIRM), published by the Federal Emergency Management Agency (FEMA) in 1985, delineate four general flood zones. These maps are on file in the Providence Department of Planning and Urban Development. The Floodplain Management Guidelines (43 FR 6030) establish specific requirements of compliance with Executive Order 11988 by all federal agencies. Before any development may commence, the significance of a floodplain must be determined. Therefore, the project must conform with or significantly outweigh the following requirements of the Order to:

- Avoid direct or indirect support of floodplain development wherever a practicable alternative exists;
- Reduce the risk of flood loss; Minimize the impact of floods on human safety, health and welfare;
- Restore and preserve the natural and beneficial floodplain values.

Water Quality - Current Rhode Island Water Quality Standards are administered and enforced by the Department of Environmental Management (DEM), Division of Water Resources. Surface and groundwater resources are classified according to their quality and possible uses for consumption and recreation or other activities. The Seekonk River is classified as Class SC which is appropriate for boating, secondary recreational activities (i.e. not swimming), fish and wildlife habitats, and industrial cooling. The Providence River is also classified as Class SC. The Woonasquatucket River is a Class C river with the same uses considered appropriate. There are significant water quality problems associated with combined sewer overflows (CSOs) which discharge into the Moshassuck, West, Seekonk, Woonasquatucket and Providence Rivers. The cumulative discharges from these CSOs, into Narragansett Bay, over the last eight decades have resulted in the permanent closing of 5,600 acres of shellfish beds due to bacterial contamination, and the degradation of general water quality and aesthetic of the City's rivers. In addition, approximately 10,000 acres of shellfish beds are closed for seven days every time a rainstorm exceeds 0.5-in. of total rainfall in 24 hours.

Deteriorated water quality in the harbor is of serious concern. The waters of the Providence Harbor directly receive the discharges of homes, businesses, industry and storm water runoff. Protecting and preserving water quality should be taken



LEGEND



Public Water Supply Board



Water



LOCATION MAP



**PROVIDENCE 2000:
THE COMPREHENSIVE PLAN**

SCITUATE RESERVOIR WATERSHED

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**Figure
3.15**

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into consideration in relation to waterfront development options, particularly in relation to paving, drainage and runoff.

The Narragansett Bay Commission is committed to correcting the CSO problems and has the overall goal of improving the water quality of local rivers, as well as Narragansett Bay. The projects and programs underway to improve water quality are discussed further in the Community Services and Facilities section.

Wetlands - Wetlands are those areas that are "inundated by surface or groundwater with a frequency sufficient...to support vegetative or aquatic life." Wetlands include swamps, marshes, bogs and similar areas. The protection of wetlands is governed by Executive Order 11990, entitled "Protection of Wetlands."

The Rhode Island Department of Environmental Management (RIDEM) published rules and regulations which enforce the Fresh Water Wetlands Act, restricting wetlands alterations and development. Although the City is 90 percent developed, wetland areas still exist primarily within the base floodplain areas along the West River, the Woonasquatucket River, the Moshassuck River, the Seekonk River and Mashapaug Pond.

These areas provide a filtering function, and can contribute to the maintenance or enhancement of water quality. These are precious resources and should be protected from the impacts of urban development and associated activities.

Air Quality - Air quality is an important component of the quality of life for city residents. Air quality is measured by the concentration of pollutants in the air within a specified time interval. The concentrations are analyzed based on their effects on human health. The EPA maintains standards for classifying air quality in primarily urban areas. These standards are twofold: primary standards aim to safeguard human health; and secondary standards aim to safeguard human welfare. Each standard is defined by the concentrations of five potentially noxious elements. These are 1) Carbon Monoxide (CO), 2) Sulphur Dioxide (SO₂), 3) Total Suspended Particle Matter (TSP), 4) Nitrogen dioxide (NO₂), and 5) Oxidants represented by Ozone (O₃).

Providence is part of the Metropolitan Interstate Air Quality Control region (AQCR 120) which includes southeastern Massachusetts and all of Rhode Island. In the summer months, Providence fails to achieve the federally defined primary or secondary standards for three air pollutants, namely Ozone, Carbon Monoxide and total suspended particle matter. In fact Providence was cited as one of the nation's major cities with excessive Ozone levels. The Providence metropolitan area is equal to or better than national standards for Sulphur Dioxide and Nitrogen Dioxide.

In Providence, as in all urbanized areas, the primary source of air contaminants is motor vehicle emissions. Particularly in the summer months, when the air is humid, the air quality is more likely to be threatened, relating directly to

the number, type and speed of vehicles, the type of road, and the number of idling vehicles, particularly in parking lots. As an expanding city, Providence is experiencing increases in traffic volumes, as well as in the number of parked cars, particularly in the Downtown. Overall traffic speed downtown is slower, negatively impacting the quality of air throughout the City. Degraded air quality can also be attributed to industrial emissions, and other concentrated urban activities. Providence with the help of the state must take action to reduce ozone levels.

Noise - Noise pollution in dense urban settings impacts the living environment for inhabitants. The acceptable degree of noise at a location is determined by the level of outdoor day-night average sound level (DNL) in decibels (dB). The noise level assessment begins with an evaluation of the location's exposure to three (3) major sources of noise: aircraft, roadways and railways. These are combined to assess the total noise level for a location. The noise level may fall under one of three categories:

- a. Acceptable, (DNL < 65 dB);
- b. Normally unacceptable, (DNL is 65-75 dB). Barriers or special construction may be necessary;
- c. Unacceptable, (DNL > 75 dB). The construction costs of alleviating the noise level problem are prohibitive.

In Providence, the major sources of noise are traffic-related including: Interstate 95, Interstate 195, Route 146, Route 10 and major city thoroughfares.

Man-Made Hazards - Within the City of Providence, man-made environmental problems include: point pollution sources such as leaking underground storage tanks, industrial activities and by-products, transmission pipelines and loading facilities for hazardous materials; and non-point pollution sources such as urban runoff, litter and improperly disposed of household wastes.

Many of these hazards are located along the industrial waterfront area, in which an active port operates. The Port of Providence supplies not only the state with necessary energy products, but also a large region including portions of Massachusetts and Connecticut. Associated with these activities is the potential for chemical and petroleum spills; situations which are generally handled through established emergency spill and containment procedures. For example, the U.S. Coast Guard has a Spill Contingency Plan which includes an immediate response set of actions. The state also had immediate response mechanisms through the Department of Environmental Management.

The intensity of the hazards along this area of the waterfront, and the need to make best use of land use opportunities for the waterfront, prompted a study of the area. The Industrial Waterfront Plan for the area will include a section

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on hazards and environmental problems, and the necessary precautions for the safety of the residents of the City of Providence.

3.9.2 FUTURE TRENDS AND ISSUES

The City of Providence is highly urbanized, with extensive industrial, commercial and residential development concentrated within its borders. There are impacts associated with each of these land uses that could negatively effect the environment and natural resources, which include:

- o high traffic volumes and concentrations of vehicles impacting air quality and noise levels;
- o urban runoff, sedimentation, road salt, and litter contributing to the pollution of the city's rivers and Narragansett Bay, and negatively impacting recreation opportunities;
- o decrease in the amount of open space due to the continued development of the City; and
- o continued erosion of slopes contributing to excessive sedimentation of the wastewater system.

The Scituate Reservoir watershed, while not located in the city, is also of concern. The city and the Water Supply Board must work with the Town of Scituate to insure that any development that takes place within the watershed will not impact on water quality, now and in the future.

3.10 HISTORIC PRESERVATION AND CULTURAL RESOURCES

3.10.1 EXISTING CONDITIONS

Historic Preservation

The City of Providence is unique in its historic character and culture. Historically significant areas and structures appear throughout the City. The City recognizes that its rich historic and cultural resources are an asset, and need to be preserved and enhanced; that steps need to be taken to protect the City's heritage.

The downtown area, listed on the National Register of Historic Places, is rich in historic resources with its elaborate buildings and facades and open spaces. Hundreds of buildings and a number of districts in Providence are listed on the state as well as the national registers. The City has created several local historic districts to protect some of these assets. Examples of Providence's rich historic and cultural heritage include the State Capitol Building, the City Hall, College Hill Historic District, Roger Williams Park, and over twenty additional National Register historic districts and other various architectural points of interest.

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In the City of Providence the historic movement was initiated by various local private social organizations. This movement culminated in 1956 with the establishment of the Providence Preservation Society (PPS). The Society was formed by concerned citizens in response to widespread demolition, resulting from active urban renewal and highway construction programs.

In 1956, the PPS joined forces with the Providence Redevelopment Authority and applied for a federal pilot grant to explore ways to protect the architecture of College Hill. The primary result of the study was the designation of the College Hill Historic District, as well as the creation of the city's Historic District Commission. The Commission regulates all changes made to buildings within local historic districts.

Following the passage of the National Historic Preservation Act in 1966, a federal/state coalition was formed. In response to the 1966 legislation, the Rhode Island Historical Preservation Commission (RIHPC) was created in 1968. Over the years RIHPC has conducted surveys citywide to identify properties with historical and architectural significance. There are over 3,400 of these properties. A number of neighborhood reports have been completed, as well as a book entitled "Providence: A Citywide Survey of Historic Resources". To date the RIHPC has nominated several thousand buildings to the National Register of Historic Places including 25 historic districts and over 90 individual properties in Providence. Table 3.14 shows the location of the federally designated historic districts throughout the City. The coordination of and development review within these districts is the responsibility of the Rhode Island Historical Preservation Commission which implements the requirements of the National Historic Preservation Act. If a local district is included in a National District, the local historic district commission must review and approve all exterior renovations.

In addition to the national register districts, nearly 90 districts and individual properties in Providence have been identified as potentially eligible for nomination to the National Register of Historic Places. A number of other areas and properties within the city need further evaluation to determine their potential eligibility for nomination to the National Register of Historic Places and the State Register. These have been well documented by the Rhode Island Historical Preservation Commission.

The Providence City Council to date has designated seven areas as local historic districts (Figure 3.16). These districts fall under the purview of the Providence Historic District Commission. Structures within the boundaries of these districts may not be altered, repaired, moved, constructed or demolished without review and approval by the Historic District Commission. These districts are:

- o College Hill - the boundaries of this district have been amended twice. The district includes over half the National District; Benefit St. being its most renowned part.
- o Stimson Avenue - including Diman Place and the north side of Angell Street;

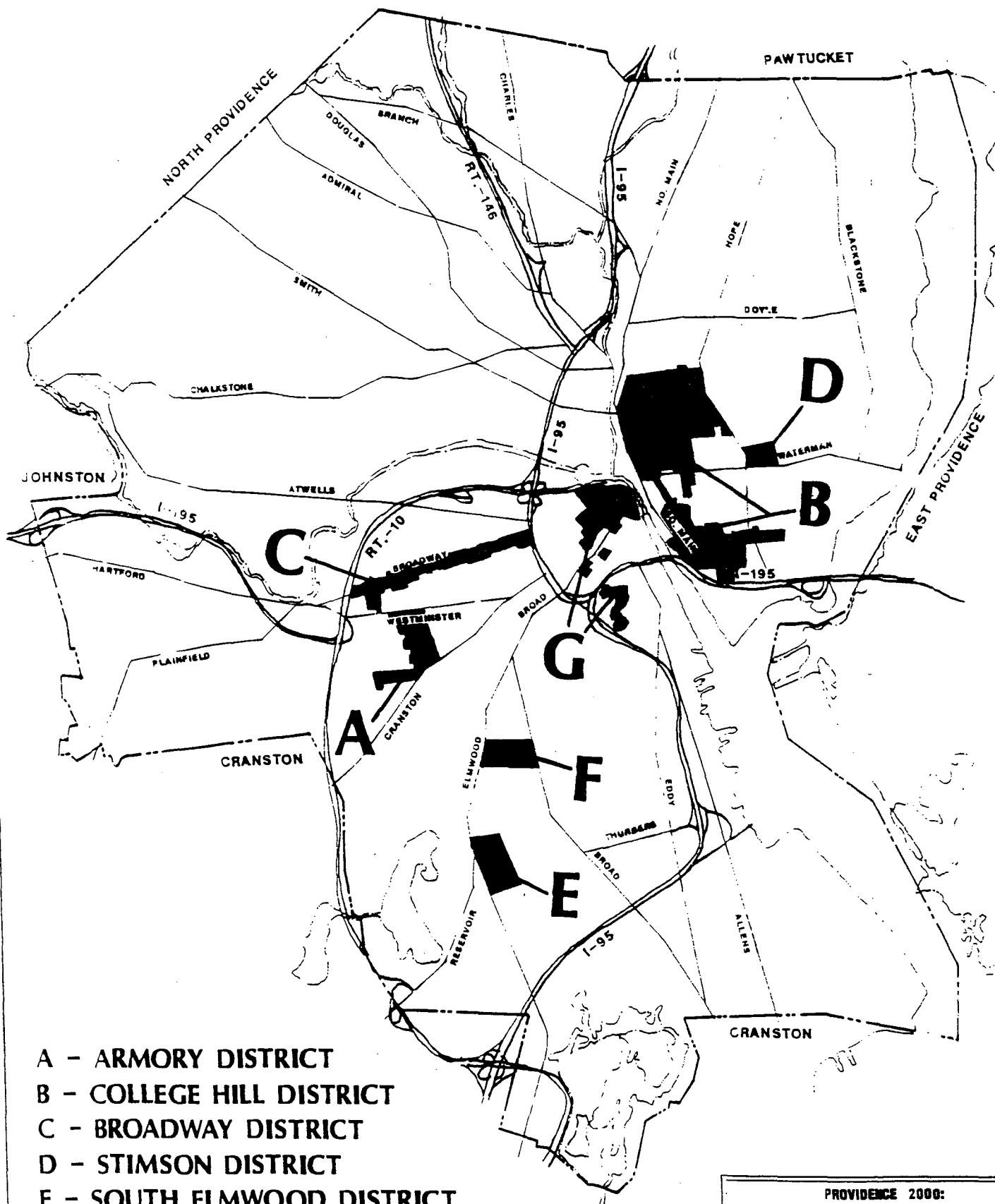
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- o Broadway - including the north and south sides of Broadway, from Rte. 95 to Rte. 10;

TABLE 3.14
NATIONAL REGISTER DISTRICTS
Providence, Rhode Island

1. Andrew Dickhaut Cottages Historic District
 2. Blackstone Canal Historic District
 3. Bridgham/Arch Street Historic District
 4. Broadway-Armory Historic District
 5. College Hill Historic District
 6. Custom House Historic District
 7. Downtown Providence Historic District
 8. Doyle Avenue Historic District
 9. Elmwood (northern section) Historic District
 10. Hope Street Historic District
 11. Moshassuck Square/American Screw Company Factories Historic District
 12. Oakland Avenue Historic District
 13. Olney/Alumni Avenue Historic District
 14. Parkis-Comstock Historic District
 15. Pekin Street Historic District
 16. Pine Street Historic District
 17. Power Street-Cooke Street Historic District
 18. Providence Jewelry Manufacturing District
 19. Rhodes Street Historic District
 20. Roger Williams Park Historic District
 21. Stimson Avenue Historic District
 22. Trinity Square Historic District
 23. Wanskuck Mill Village Historic District
 24. Wesleyan Avenue Historic District
 25. Parkis-Comstock Amendment Historic District
 26. Elmwood (southern section) Historic District
-

- o Armory - an area surrounding the old Armory and parade ground in the city's west end;
- o Downtown - parts of the national register district;
- o South Elmwood - the national register district and some adjacent properties; and,
- o North Elmwood - an area bounded by Broad Street to the east, Elmwood Avenue to the west, Whitmarsh Street to the North and Moore Street to the south.



- A - ARMORY DISTRICT
- B - COLLEGE HILL DISTRICT
- C - BROADWAY DISTRICT
- D - STIMSON DISTRICT
- E - SOUTH ELMWOOD DISTRICT
- F - NORTH ELMWOOD DISTRICT
- G - DOWNTOWN DISTRICT

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LOCAL HISTORIC DISTRICTS

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In June, 1988 the State Legislature passed an amendment to the Enabling Legislation (45-24.1) dealing with historic areas. The amendment, among other things, allows cities and towns to specify individual historically significant structures for protection and clarifies the powers and duties of local historic district commissions.

In all historic districts property owners are encouraged to adhere to the Secretary of the Interior's "Standards for Rehabilitation" and the "Guidelines for Rehabilitating Historic Buildings." Adherence to the standards is mandatory whenever federal funds are applied within the National Register historic districts.

Cultural Facilities and Programs

Cultural facilities in the City of Providence contribute greatly to the quality of life for City residents and residents of the whole state and region. One of the reasons Providence was selected by Newsweek Magazine in February, 1989 as one of America's best places to live and work is the abundance of high quality cultural facilities. Many businesses consider these facilities very important in being able to attract and hold employees. Providence has many cultural facilities for everyone to enjoy. We are indebted to our many educational institutions for adding to the quality of our cultural environment.

Libraries - Library services to the public are provided by an innovative private nonprofit organization which receives city, state and private support. The central/main library is located in the downtown area, and nine branch libraries are found in various neighborhoods of the City. This is discussed in greater detail in the community services and facilities section.

In addition to the central and branch libraries, there are fifteen other private and public libraries in the City. Brown University's John D. Rockefeller Jr. Library has a capacity of one and a half million volumes. Famous for rare collections are the Providence Athenaeum, the Annmary Brown Memorial, the John Carter Brown Library and the John Hay Library.

Theatres/Auditoriums/Civic Center - There are twelve theatres in the city including the Providence Center for the Performing Art which seats 3,200 people, the Veterans Memorial Auditorium which has a seating capacity of 2,200, and the nationally known Trinity Square Repertory Theatre. The Providence Civic Center which seats 13,500 was opened in 1972 and hosts sports, exhibitions and cultural events. A convention center is proposed as part of the civic center complex and should be completed by 1994.

Educational Institutions - In the City of Providence are facilities for seven colleges and universities including: Brown University; Rhode Island School of Design (RISD); Providence College; Rhode Island College; Johnson and Wales

University; Roger Williams College; and, The University of Rhode Island Extension. There are several vocational and technical institutions located in the City.

Museums, Landmarks and Attractions - In addition to the rich historic and architectural heritage of the City, there are several other cultural attractions of which the City is proud. These include:

- o Roger Williams Park - City park with a zoo, bird house, flower gardens and amusements as well as a natural history museum;
- o Annmary Brown Memorial - Museum of early printed books and European and American paintings;
- o Bell Gallery - Art gallery;
- o Museum of Art, RISD - Extensive collection;
- o Trinity Square Repertory Company - Resident performing company; and
- o Providence Center for the Performing Arts - Theater.
- o Veterans Auditorium - Home of the Rhode Island Philharmonic

There are a number of small organizations around the city, including the city and state archives, which could benefit from a central museum.

3.10.2 CHANGES IN HISTORIC PRESERVATION AND CULTURAL RESOURCES

Various plans and projects have been developed by the state, city, and private organizations concerned with historic preservation. In 1986, the Rhode Island Historical Preservation Commission completed an extensive review of the City's historic resources titled "Providence: A Citywide Survey of Historic Resources". The document provides an overview of the historical development of the City, an inventory of the historic resources by neighborhood, and a description of the architectural characteristics of the City. In addition to the citywide survey, the RIHPC has developed a series of neighborhood plans summarizing the physical and socioeconomic setting of each neighborhood and its historical development. Each report documents ongoing preservation programs, presents current preservation programs, and ends with assessments and recommendations. The following reports have been developed for Providence city neighborhoods or group of buildings: South Providence; Elmwood; Downtown Providence; Providence Industrial sites; The West Side; Smith Hill; and East Side.

In addition to the RIHPC historical reports, four other action-oriented plans have been developed by the City, and/or the Providence Preservation Society in cooperation with the

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City. These plans are intended to address critical historic areas under pressure from development, and have specific implementation recommendations. These include the following:

- o A Comprehensive Preservation, Development and Urban Design Plan for the Broadway Historic District: This plan was developed in 1986 and was the impetus for the local historic district. The primary recommendations revolved around the creation of a Neighborhood Advocacy Office and the stabilization of the neighborhood through: the installation of period lights and tree planting to restore the streets historic character; exterior building rehabilitation; acquisition of key parcels of land; various zoning changes; and the implementation of financing mechanisms for rehabilitation.
- o Smith Hill Historic Districts Preservation Plan: This plan consisted of an extensive survey and review of historic resources with the purpose of developing a rehabilitation and preservation plan for the neighborhood. Some of the major recommendations were:
 - 1) Target the Dickhaut Cottages Historic District for immediate action;
 - 2) Develop aggressive rehabilitation efforts in target areas;
 - 3) Initiate neighborhood improvement programs;
 - 4) Increase street tree planting in the neighborhood; and,
 - 5) Work to increase home ownership by encouraging owners to offer pending sale of their house to current tenants and by matching absentee landlords selling property to interested occupant landlords.
- o College Hill: A Demonstration Study of Historic Area Renewal - 1959 and 1967: This plan was the impetus for preservation in the city and has laid the groundwork for all efforts to date.
- o College Hill: A Growth Management Plan: This plan was developed in 1988/89 and has yet to be formally adopted by the City. Major recommendations included in the plan are:
 - 1) Revise land use and zoning regulation to protect historic buildings;
 - 2) Introduce the Main Street Program for Thayer Street; and,
 - 3) Coordinate all zoning, planning and code enforcement toward common preservation, reuse and development goals.

All of these plans need to be carefully reviewed in light of their citywide significance and where appropriate, their goals and objectives should be incorporated into the City's historic preservation and enhancement approach. An appropriate

implementation strategy should be developed for each of these plans, and responsibility for implementation clearly designated. Each of these plans need to be evaluated their conformance with this comprehensive plan and to bring them into conformance if necessary. These plans may then be adopted as either part of the Comprehensive Plan series or as Area Plans.

3.10.3 CURRENT ISSUES AND FUTURE TRENDS IN HISTORIC PRESERVATION AND CULTURAL RESOURCES

The city is at a cross road; how should preservation be pursued in the coming years. As a result, many issues have developed, how we address these issues will determine the direction of the city. These issues are:

- o The City of Providence is one of the region's most historically significant communities. Without proper care and safeguards continued development in the City threatens the integrity of historic structures and districts.
- o Demolition is counter to the preservation of the city's historic character. However, the reuse of historic buildings can be difficult and expensive. Innovative reuse of historic structures, such as the Masonic Temple, must be investigated. Demolition approval procedures need to be reviewed to insure time to examine options for the reuse of structures.
- o Historic residential areas need to be protected from the infringement of institutional uses. Institutions, while required to document their proposed growth plans, are not required to state how historic buildings will be used.
- o Lack of code enforcement is a serious problem in terms of protection of historic structures and historic areas.
- o The public is often not aware of the positive benefits associated with a strong preservation movement; these need to be made explicit to residents of the City.
- o There is no design review mechanism for development city wide.
- o There is no clear policy for the disposal of surplus property and the abandonment of public roads. As a result, historic buildings, important street patterns and the scale of neighborhood blocks are often lost.
- o Zoning requirements and maps have not been revised since the 1950's and do not relate to historic preservation goals, including land use classifications, height limitations and other factors. For example, in the historic downtown, the current height allowance of 300 feet is out of scale with the historic character of the district.

- o Historic preservation in the context of economic development is often a difficult activity. One of the unique attractions of the City of Providence is its rich heritage, which should be explicitly and sensitively evaluated and protected where appropriate.
- o Providence's stature as the capital city is at a cross road, cultural resources need to be protected and expanded. With the development of the convention center, the cultural base of the city needs to be expanded to make Providence more inviting for conventioners.

3.11 COMMUNITY SERVICES AND FACILITIES

The following section summarizes existing and future conditions of community services and facilities provided in the City of Providence. A map of community facilities and services is shown in Figure 3.17.

3.11.1 EXISTING AND FUTURE CONDITIONS

Water Supply

The Providence Water Supply Board serves the City of Providence, Cranston, Johnston, North Providence and portions of Warwick, East Providence, Smithfield and the Kent County Water Authority. The system is one of the country's best in regard to quality. It has a safe daily yield of 89 million gallons. Current daily consumption is about 74 million gallons.

The City of Providence receives its water from a 93 square mile surface water system which includes the Scituate Reservoir (in the Town of Scituate) and five smaller reservoirs. The portion of watershed that includes reservoirs owned by the City is 23.93 square miles, an area greater than the area of the City, itself. The available storage capacity of the Scituate Reservoir is 37 billion gallons at the spillway. The six reservoirs have a total available storage capacity of over 40 billion gallons and a total water surface area of 4,557 acres.

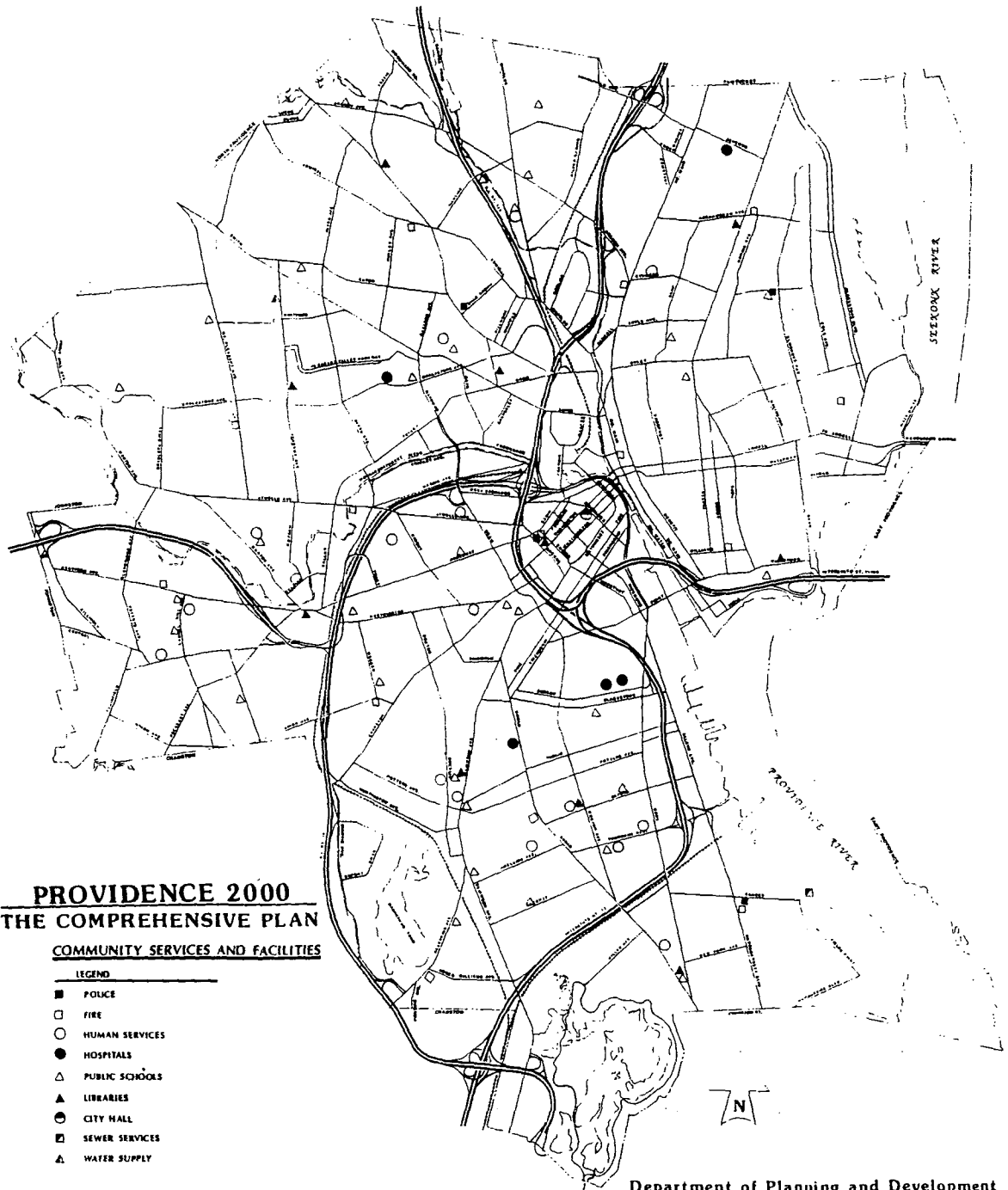
In 1962 the Providence Water Supply Board through its Scituate Reservoir system used approximately 45 million gallons of water daily; the current average usage level is nearing 75 million gallons a day, representing a 67 percent increase in water demand over 27 years. The daily output originally designed for of the plant, 105 million gallons, is often exceeded, and the volume of the water treated during maximum demand has occasionally reached 135 million gallons a day, with current plant capacity of 144 million gallons per day.

Thus, as the demand for water continues to increase, the draft from the reservoir increases and the amount of available water decreases. Although industrial and commercial consumption has decreased slightly, total water consumption is rising and nearing the "safe yield" mark, indicating a continued increase in residential consumption.

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COMMUNITY SERVICES AND FACILITIES

- LEGEND**
- POLICE
 - FIRE
 - HUMAN SERVICES
 - HOSPITALS
 - △ PUBLIC SCHOOLS
 - ▲ LIBRARIES
 - ⊙ CITY HALL
 - ▣ SEWER SERVICES
 - △ WATER SUPPLY



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**COMMUNITY SERVICES
 AND FACILITIES**

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The water system does include reserve storage, which would be particularly necessary in the case of system breakdowns or repairs. Three underground concrete reservoirs exist: the Neutaconkanut Reservoir in Johnston, the Aqueduct Reservoir in Cranston and the Longview Reservoir in North Providence. The

three reservoirs maintain an overall storage capacity of 1.2 days based on current average daily consumption, and a capacity of 0.7 days based on maximum daily consumption.

Table 3.15 delineates the user breakdown within the retail water system. As shown, from 1986 to 1987, more than 51 percent of the total retail water distribution was used by residential customers. A similar pattern existed in the City of Providence, where almost 48 percent of Providence water users were residential customers. Commercial customers represented almost 17 percent of the total water system, and almost 20 percent of Providence's users. And finally, industrial users comprised roughly 32 percent in the entire water supply system. Ultimately, the distribution of users among the user categories is similar between the City of Providence and the remainder of the retail system, which includes Providence, portions of Cranston, Johnston and North Providence.

The population served by the Providence Water Supply Board is predicted to increase by about 4% by the Year 2000. The Providence Water Supply Board is currently undertaking several studies or programs to include a comprehensive facilities need study; a safe yield study; a demand study; and a water conservation program. Reports from studies will provide input to a Capital Improvements Program which will address future system requirements.

TABLE 3.15
DISTRIBUTION OF RETAIL USERS - PROVIDENCE WATER SUPPLY BOARD
JULY 1, 1986 TO JUNE 30, 1987.

	Consumption in Cubic Feet	Percentage of City Total	Percentage of of System Total
CITY OF PROVIDENCE:			
Residential	453,908,257	47.7%	31.7%
Commercial	185,686,716	19.5%	13.0%
Manufacturing	307,902,391	32.3%	21.5%
Hydrants	4,612,350	0.5%	0.3%
TOTAL	934,109,714	100.0%	66.5%
TOTAL SYSTEM:			
Residential	738,069,965	NA	51.5%
Commercial	236,159,176	NA	16.5%
Manufacturing	450,866,532	NA	31.5%
Hydrants	6,661,454	NA	0.5%
TOTAL	1,431,757,127		100.0%

Source: Providence Water Supply Board

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The Scituate Reservoir watershed is an extremely sensitive and valuable resource, subject to potential contamination from many sources. Protecting the water quality of the Scituate Reservoir and its watershed is of top priority to the City. The recent state legislation enabling property taking by eminent domain for watershed protection is an important step toward meeting this objective.

Based on the population projections for Providence and the strains on the City's water distribution system, the long-term future growth and development of the City of Providence could well be limited or moderated by the availability of water. Water quality could also be a problem if the watershed of the Scituate Reservoir is significantly degraded.

Wastewater

The entire City is sewered. The wastewater treatment system is primarily owned and maintained by the state's Narragansett Bay Commission (NBC) which was formed in 1982. The NBC owns and is responsible for maintaining and operating the Field's Point Wastewater Treatment Facility; several pumping facilities; forty-five (45) miles of major interceptor lines; all flow regulators; and sixty five (65) combined sewer overflow (CSO) outlets which empty in the Providence River, Narragansett Bay and other surface water resources.

The City of Providence owns and maintains responsibility for all sewers upstream of flow regulators including 260 miles of smaller, feeder lines, and approximately 400 miles of laterals and mains (from the curb to the main).

City maintenance responsibilities include catch basin cleaning, as well as storm drain and combined sewer overflow maintenance. While billings for wastewater services go through the Narragansett Bay Commission, City projects in the wastewater system are funded by the City.

Like most older, metropolitan communities, Providence contains a predominantly combined sewer and stormwater system. Built around the turn of the century, the combined system often cannot meet the demands placed on it. During extended periods of rainfall, millions of gallons of sewage combined with stormwater discharges into the receiving waters of local rivers, because of overflow in the lines, termed "combined sewer overflow" (CSO). Of particular concern are the CSOs which empty into the Providence River in the vicinity of Field's Point, causing significant water quality and aesthetic problems. In order to address these problems, the Narragansett Bay Commission has compiled overflow studies performed by the city and has performed a number of area studies itself. The last area to be analyzed is the downtown; all the programmed studies should be completed by 1991.

The Narragansett Bay Commission, with the full support of the City of Providence, is committed to correcting the CSO problem and has the overall goal of improving the water quality of the local rivers and Narragansett Bay. Based on the findings of the studies, the Commission will prioritize the problem areas

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to be improved, so as to better comply with the Environmental Protection Agency's (EPA) water quality standards. All new development and redevelopment projects are required to include separate wastewater and stormwater lines, which will eventually tie into the state's combined interceptors. It is NBC policy, supported by the City of Providence that surface water drainage connections to the wastewater system will be strictly prohibited in the future, unless a combined sewer is the only means for stormwater disposal.

Given the future development predicted for the City of Providence, and its surrounding metropolitan areas, the pressure on the wastewater collection and treatment system can only increase.

As part of the State's Comprehensive Planning and Land Use Regulation Act, each state and quasi-state agency is required to develop a future plan for the agency. As part of the NBC's submission, the following points were made:

- o The NBC maintains authority over all connections to the sewer system including quantity and quality of wastewater discharged to the system.
- o The NBC has adopted a formal sewer connection permit application process to monitor and manage development within the NBC service area.

The approval of the sewer connection permits is not automatic, and the NBC is aiming to carefully monitor the expansion of its collection and treatment system. This could temper the development potential of the City in the long-term.

Solid Waste Collection and Disposition

Garbage is collected once a week and rubbish once a month. Approximately 90,000 tons of solid waste materials are sent by Providence each year to a landfill. Solid waste is collected and hauled by a private contractor to the sanitary landfill operated by the Rhode Island Solid Waste Corporation in Johnston.

The capacity of the landfill is limited. The Rhode Island Solid Waste Management Corporation has recommended the construction of three (3) new incinerator plants. A 24-ton-per-day incinerator already exists at Field's Point, on Providence's waterfront. Dormant for roughly six years, the facility is being upgraded in order to meet EPA standards.

In addition to the municipal solid waste collection and disposal program discussed above, a nonprofit citizens organization, Keep Providence Beautiful, was formed in 1982, with the goal of reducing litter in Providence by changing attitudes about litter, encouraging community pride, and by improving public and private cleanup efforts by providing permanent solutions to the litter problem in the City. Education and outreach programs are aimed at neighborhood groups, schools, municipality, and the business community. After four years in operation, the group has noted a 60 percent reduction in litter.

Recycling - Every city and town in Rhode Island is required to enact a recycling program in accordance with the guidelines specified by the Ocean State Cleaning and Recycling Program (OSCAR), administered by the Rhode Island Department of Environmental Management. With the mandatory recycling program, the State aims to decrease the amount of refuse dumped at the landfill by fifteen percent, and thus increase its life.

In response to this, the City of Providence has embarked on an extensive, citywide recycling program designed to significantly reduce the city's solid waste requiring landfill. Residents are required to separate glass, tin, newspaper, aluminum, and plastic soda and milk containers from the rest of their refuse. The recyclable materials are collected in specially designed 15 gallon bins, and are collected with regular trash. The biggest challenge facing the city will be encouraging the participation of the transient student and foreign-speaking community. It is anticipated recycling will reduce solid waste collection by 10% to 15% (8,000 to 12,000 tons per year).

Gas and Electricity

Natural gas in Providence is provided by the Providence Energy Corporation (PEC), a public utility which owns the Providence Gas Company, the North Attleboro Gas Company and the Newport America Corporation. The PEC distributes natural gas to more than 137,000 customers in Providence, Newport and twenty other communities in both Rhode Island and Massachusetts. Overall the PEC's service area encompasses roughly 360 square miles, and includes a population of more than 696,000 persons.

The natural gas business grew over the past few years due to the recent economic boom in southeastern New England. The average annual number of accounts rose by 16,000, or 13 percent, between 1983 and 1987. Capital expenditures more than doubled over the past four years.

The PEC is planning to expand its distribution of gas by connecting with both Tennessee Gas Pipeline Company and the proposed Champlain Pipeline. This would increase output by 60 million cubic feet per day.

Electricity in the City of Providence is provided by the Narragansett Electric Company and its wholesale affiliate, New England Power. Rhode Island as a whole is an integral part of the New England Power Pool; the electricity resources of the area are pooled in the interests of the consumers in the six New England states.

Over the past few decades Rhode Islanders have consumed more electricity than was produced instate. Narragansett Electric, therefore, plans to "repower" the Manchester Street station in Providence as the most economical and efficient way to increase electricity generation. The expansion of this station also creates the least environmental impact of all the sites under consideration. Reconstruction is scheduled to begin in 1992, with a scheduled completion date in 1995. Part of the "repowering" program will involve converting from oil to natural

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gas as the energy source for Narragansett Electric's Manchester Street Station. The plant will produce 450 kilowatts when complete. Narragansett Electric is mothballing the South Street generating station.

Human Services

Human services are provided to Providence residents through a combination of state, local and private organizations. These include the State Departments of Human Services, Health and Retardation, Health, Elderly Affairs, and the Institute of Mental Health. Local and other organizations include the Mayor's Drug Taskforce, and private organizations such as the Providence Communication Action Program, a consortium of multi-service centers, United Way, the Urban League and other private organizations.

Funding for these human service programs is from federal, state and private sources; while responsibilities for service delivery often overlaps depending on the location and type of the service provided.

The Providence Department of Planning and Development allocates and distributes Community Development Block Grants (CDBG) from the Federal Housing and Urban Development Agency. CDBG funds are allocated to the Providence Community Action Program, Inc. (Pro-CAP) and to the 11 separate multi-service centers which are organized as a consortium. The City administers Federal Department of Labor funds to support a service AIDS program.

The city, through several departments and support agencies is involved in: substance abuse programs; providing assistance to the elderly and homeless; acting as the City's representative in addressing the AIDS crisis; and, conducting a human services needs assessment.

The Providence Community Action Program, Inc. (Pro-CAP) is a nonprofit private organization that is aimed at fighting poverty at the local level. Pro-CAP provides a variety of services and programs, at different locations in the City and supported by federal, state and private funding. In 1989 it was estimated that at least one in every five city residents received help from a program administered by Pro-CAP. These programs include elderly/handicapped transportation, federal commodities distribution, emergency shelter/interim housing for women and families, weatherization and housing assistance services.

In addition to Pro-CAP there are several other private organizations that deliver human services in the City. There is a consortium of eleven multi-service centers located in the city. Each multi-service center is run independently, with its own Board of Directors, staff and funding/support. The Executive Directors of these multi-service centers all belong to an Executive Director Coordinating Committee, aimed at supporting one another and minimizing overlap. These centers provide services that are specifically required by the local community served by each center. Examples of these services include child care, counseling, information and comprehensive referral for social

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services, emergency food and clothing, language classes, senior citizen programs, youth programs, adult education programs, nutrition programs, specific health screenings, and general community services such as scouts and cadets. The centers respond as quickly as possible to changing needs, based on changing demographic characteristics of the serviced population.

The multi-service community centers include:

- o DaVinci Center for Community Progress;
- o Elmwood Community Center;
- o Federal Hill House Association;
- o Hartford Park Community Center;
- o Joslin Community Center;
- o Mount Hope Neighborhood Association;
- o Nickerson Community Center;
- o Silver Lake Annex Center;
- o Smith Hill Center;
- o Washington Park Community Center; and,
- o West End Community Center.

Funding for the multi-service centers is from a combination of the Child Care Food Program, CDBG funds, CSEG funds, VPTA funds, RI Department of Human Services, Legislature Circuits, Department of Elderly Affairs, United Way and fund raising and donations.

On any one funding round, the multi-service centers and Pro-CAP could all compete with each other for funds. Coordination of funding and services provided would strengthen the ability of the service providers to operate in the City.

Other agencies providing human services include the United Way, the Urban League, Vietnam Veteran's Association and the Visiting Nurses Association.

A significant portion of City residents receive some form of public assistance. Twelve percent of the population receive assistance for families with dependent children (AFDC); two percent receive General Public Assistance (GPA); seventeen percent receive food stamps, four percent receive social security insurance, and three percent receive medical assistance.

With the change in the demographic structure of the city, the demands on the human service delivery system is expected to increase significantly.

The critical issues facing City and private social and human service agencies include: the homeless; the changing needs of the new ethnic communities; location of group homes; funding for human and social service provision; affordable housing; adolescent pregnancy and teen parents; substance abuse; and, elderly programs.

Human services programs have adapted and continue to adapt to address these issues. Continued public and private sector fund raising efforts will be necessary to support human service programs, as will expanding the public/private network of agencies and support groups which serve as basic human service providers.

Police and Fire

The Providence Fire and Police Departments share a Headquarters Building at LaSalle Square. In this building are located: the Fire Protection Division, the Emergency Medical Division, the Fire Administrative Offices and the entire Police Department.

Fire - The Providence Fire Department has a force of 495 people, with 14 fire stations, 23 companies and 3 rescue units. In addition to the 19,750 square feet of the Headquarters Building, the Providence Fire Department facilities currently includes 14 firehouses throughout the city, the Division of Training facility on Reservoir Avenue, a repair shop and training tower on Dexter Street, a carpenter shop on Chad Brown Street and the Fire Alarm Bureau of Communications on West Exchange Street. Renovations to the 14 fire stations are underway or planned.

Fire fighting equipment includes 15 pumpers, 8 ladder trucks, one air supply wagon, one foam truck, 6 reserve pumpers, 3 rescue ladder trucks, 9 reserve rescue trucks and an emergency lighting truck. Response time to calls is generally good. Some problems result from peak hour traffic and congestion, which makes access difficult.

Police - The city's Police Department occupies 28,223 square feet of the Headquarters Building. The Department does not have any precinct stations or branch offices; the entire police protection unit is contained within the Headquarters Building. The Providence Police Department has 440 authorized police officers. The ratio of 2.6 offices per 1000 residents is higher than the average for similar size cities in the U.S. (2.4) and higher than nearby New England cities (2.3). Equipment includes patrol wagons, cruisers, and motorcycles all equipped with two-way radios. Regular patrols are maintained throughout the day within the City.

It has been proposed that the headquarter facility on LaSalle Square to be replaced in the near future by a larger, more modern combined police/fire facility. The existing building is too small and inefficient and lacks any potential for expansion. The court operations on the third floor sometimes cause security problems in the building. An evaluation of the space needs for the two departments indicated a need to increase the present square footage by roughly 50 percent. A preliminary study has been completed which identifies and analyzes the feasibility of potential sites for a new headquarters facility within downtown Providence. The proposed headquarters facility may contain: the Office of the Commission of Public Safety; the Municipal Court; the Civil Defense Agency; the Department of Traffic Engineering; the Fire Department; and, the Police Department. The new facility is expected to better meet the needs of the city in terms of fire and police protection, and a siting study is currently underway.

Hospitals and Emergency Treatment Centers

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There is no City Health Department. However, the City is supportive of the state and private health service initiatives serving city residents. The City's School Department services the School Health Program.

TABLE 3.16
HOSPITAL AND EMERGENCY SERVICE CENTERS

<u>Hospital</u>	<u>Bed Capacity</u>
Butler Hospital	120
Miriam Hospital	250
Women and Infant's Hospital	182 and 120 Bassinets
Rhode Island Hospital	726
Roger Williams Hospital	248
St. Joseph's Hospital (Prov. Unit)	263 and 16 Bassinets
Veteran's Admin. Hospital	353

There are seven hospitals located in Providence as shown in Table 3.16. There are seventeen nursing homes in the City. Given the City's changing demographic structure, the need for additional elderly care facilities may be necessary in the longer term.

Education

Public Schools - There are 30 schools in the City of Providence, which had an enrollment of approximately 19,800 students in the Fall of 1988 school year. The breakdown of grades is shown in greater detail in Table 3.17.

Class sizes are set by contract with the teachers union at an average of 26, and maximum of 29. Teachers are compensated when the number of students exceeds the class size maximum of 26 students. Space at the schools is at a premium and complex arrangements are necessary to ensure all the students are accommodated, with minimum busing, while still addressing mandatory desegregation requirements. Schools follow a feeder pattern from elementary through high school except for magnet programs.

Several different options are available to high school students, depending on their interests and intended career paths. Options include magnet schools, comprehensive high schools, alternative learning programs, and a Classical high school. Elementary magnet programs and an elementary and middle school gifted program are also offered.

Magnets and special purpose schools are designed to attract students by offering specialized programs, often related to specific careers. The intent is to attract students of all ethnic and social backgrounds. Comprehensive schools offer academic programs and a broad range of elective courses.

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TABLE 3.17
ESTIMATED PUBLIC SCHOOL ENROLLMENT
Fall 1988

<u>Grade</u>	<u>Attendance</u>
Kindergarten/Preschool	1,982
Grade 1-6	9,222
Grade 7-12	7,465
Other	<u>1,122</u>
TOTAL	19,791

Source: Providence School Department

In the Providence Schools additional demands are placed on the system due to the social and demographic needs. Due to the changes in the population of the City, the role of the School Department has expanded to include a range of social services. With the increase in foreign students, single parent households, dual parent working households, teen pregnancy and the drug problem, the school system has or is expected to provide services in addition to the traditional educational functions. As shown on Figure 3.18 projected age distribution of the population shows a slight increase in the 5 - 11 year age group as well the 12-16 year age group. These figures are based on the 1980 census and should be carefully evaluated when the 1990 census data is available. It will be very important to take accurate census survey on the recent influx of the southeast Asian students, which appears to be characterized by larger families with more school age children than is the norm for Providence.

In the 1989-1990 superintendent's budget, the following goals were established; to improve academic performance of each student; to develop student assignment patterns to insure quality integrated education; to enhance social service initiative; to reduce dropout rates; to increase opportunities for parental involvement; to increase the quality of educational services and staff recruitment; to expend external partnerships; restore the schools' facilities; and improved public information.

Additional services offered by the School Department to address changing needs include:

- o Counseling;
- o Cooperation with community centers in latchkey programs (before and after school care);
- o Breakfast and lunch programs;
- o Substance abuse programs;
- o Dropout prevention programs;
- o Parenting skills;
- o Day care at Central High School; and,
- o Outreach programs throughout the school system with community agencies.

The City's school facilities are in critical need of upgrading. The City of Providence has recently completed a comprehensive facilities needs analysis for the School Department's buildings and grounds. Based on the findings of this study the

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City School Department in cooperation with the Department of Public Buildings is currently embarking on an extensive facilities upgrading program called "Renaissance 2000" for corrective action for neighborhood schools. Renaissance 2000 is a comprehensive plan for the school system outlining \$107 million worth of improvements to existing facilities. Each school and facility was evaluated and recommendations made regarding extensive exterior and interior rehabilitation. Bonding has been approved in the amount of \$66 million.

Construction on certain projects has begun. The project is expected to take 12 years to implement and should be complete in the year 2000.

The City has developed a unique approach to providing a constituency for education. An Adopt-a-School partnership has been developed with the business community through the Greater Providence Chamber of Commerce with the goal of strengthening and enriching education in the Providence public schools. Almost all of the schools in the City have been adopted by a business or agency in the City. This program should be encouraged and expanded where appropriate.

The School Department is embarking on several new initiatives including:

- o Support update of a middle school alternative education program;
- o Improvement of the management of student enrollment with a computerized system for projections and seat availability;
- o Development of a teacher recruitment magnet program to encourage Providence students to pursue teaching as a career and to return and teach in the system;
- o Development of a public information program; and,
- o Development of programs to address "at risk" students, and expansion of the early childhood literacy programs (grades K, 1 and 2).

Private Schools - There are sixteen catholic diocesan schools in the City, ten independent private schools, seven private schools serving handicapped students, sixteen educational programs for very young students, two state operated schools and the central vocational-technical facility.

The Providence School Department has an excellent relationship with the parochial school system. The City is required by law to provide text books and busing services to these schools. In addition, the City provides diagnostic and nursing services, as well as special education services upon request.

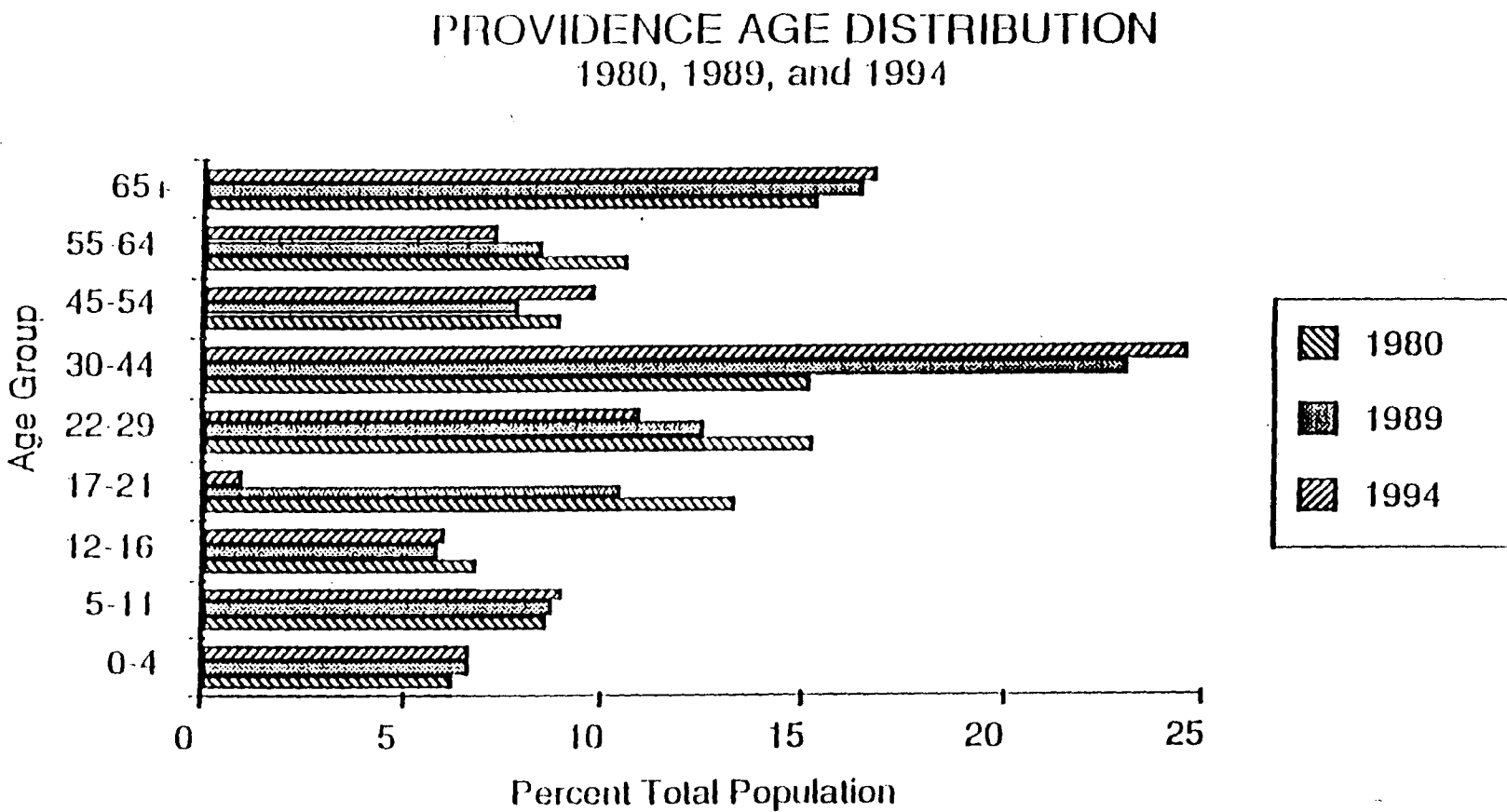


Figure 3.18

Colleges and Universities - There are six major colleges and universities in the City including:

Brown University
Rhode Island School of Design
Providence College
Rhode Island College
Johnson and Wales University
University of Rhode Island, Continuing Education

There are several technical vocational schools located in the City. In total, over 25,000 students are enrolled at these institutions serving communities in Rhode Island and southeastern New England.

Library Services

Citywide public library services are provided through a private nonprofit organization called the Providence Public Library. The Library receives partial funding from the state, the City, and also maintains an active fund-raising program, including private, corporate and foundation/endowment sources. Roughly thirty percent of the total library services budget comes from fund-raising activities.

The central/main library is located in the Downtown, while nine branch libraries are located in neighborhood areas throughout the City. To provide a wide range of services, the nine neighborhood libraries are divided into three clusters, each cluster containing a larger branch and two smaller branches. The cluster concept was developed to provide comprehensive library services under budget constraints. The larger branches provide a variety of programs, special materials and expanded hours. The smaller branches target children and senior citizens, with more limited adult services.

Library services at the smaller branches are limited as a result of funding. Most of the library buildings contain sufficient space for expansion of services in the future, except for the Rochambeau Library, which has been identified for possible expansion or new building construction.

Library services in Providence have a close cooperative arrangement with the schools, through a full-time schools coordinator. Recently, the Library has received increasing demand to augment school library services. The Library hopes to work more closely with the public schools in relation to curricula and collections, as well as project assignments. The Library does work with the public schools in providing preschool activities, such as story hours. This has become necessary due to the changing demographic structure of the City, including increases in single parents, working parents, and the growing ethnic communities (particularly Hispanic and southeast Asian).

An important goal of the Library system is to strengthen the role of the central library as a state and city information and education center, which can contribute to economic development statewide. The central branch library is an important re-

source for the business community, and the Library plans to develop necessary resources, making the business and academic community more aware of what facilities are available. The Library plans to encourage users to come in to the central branch library and use the facilities on the premises. At present the central branch library resources for in-person use are underutilized.

There are fifteen other private and public libraries in the city, including those at colleges and universities.

General Government

The administrative offices of City Government are housed in at least ten buildings, four of which are leased, located throughout the city. At present space requirements are adequately met for most departments, although there are various discrepancies in the quality of office space and equipment between departments and agencies.

The Police and Fire Departments, however, are in need of improved quarters, in order to operate more efficiently. As mentioned earlier, a new Public Safety Building is planned, to accommodate the space needs of the police, fire, public safety, as well as the Housing and City courts.

Personal and real property owned by the City is the responsibility of the Department of Public Properties. These include buildings, real estate, schools, civic property and any property associated with a city agency. The Department is currently involved with the renovation of the schools, planning of the Public Safety building, renovation of 14 fire stations, and the renovation of four recreation facilities including, the Joslin, Danforth, South Providence, and Zuccolo facilities.

To assist with the development and maintenance of public buildings, the City established the Providence Building Authority, which has the power to float bonds, and does not require a City referendum for securing funding for public projects.

3.11.2 CURRENT ISSUES AND FUTURE TRENDS IN COMMUNITY SERVICES AND FACILITIES

In each of the community services and facilities provided in the City of Providence, there are problems and issues to be resolved relating to current levels of service, and accommodating future demands and community needs.

The following summarizes the issues and problems either discussed in the previous sections, or raised by the public at various public meetings held as part of the plan development process.

- o The Providence water supply system is in need of upgrading and improvement in order to provide adequate service to current and future residents. The Scituate Reservoir, which serves most of the state's population, as well as the

City of Providence, is vulnerable to potential contamination, and thus should be a priority for protection.

- o The allocation of potable water for industrial uses must be reevaluated given increased residential demand.
- o The wastewater system serving the City of Providence needs to address the problem of combined sewer overflows (CSOs) which flow into the Providence River during and after storm events, resulting in extensive pollution in the vicinity of Field's Point.
- o Due to the changing demographic characteristics of the City, with increasing numbers of female-headed households, southeast Asian and other ethnic minorities, and elderly residents in the City, the human service delivery system will have to identify the extent of these changes and respond accordingly. This will be difficult given the fiscal difficulties of the federal, state and local governments.
- o The existing buildings in which the fire and police headquarters are located are antiquated and do not meet the expansion or safety needs of these two city departments. Many of the fire stations located throughout the City are in need of renovation; and the communications and records equipment for both departments require significant improvement. Currently, the Police Department is located in one central place in the City; with no other stations distributed in the City. With the changing demographic structure of the City, this situation needs to be evaluated for appropriateness. In addition, concern at public meetings was expressed over the perceived lack of police patrols in the neighborhoods.
- o Hazardous materials sites throughout the city pose a potential risk to the citizens. Continual evaluation of the cities ability to handle accidents at these sites must be conducted by the Fire Department, including staffing and equipment needs.
- o The School system needs to continue its facilities renovation and program upgrading projects, to address the changing needs of City students.
- o Evaluate the impact of the pilot program of school based management for possible implementation city wide.
- o The public library system is facing a problem in terms of usership particularly at the central location, due to parking, security, and personnel.
- o Maintenance of all public facilities has proven to be a problem. Explicit management procedures and maintenance budgets should be adopted to insure regular facility upkeep and modernization.

- o Changing demographic conditions create new demands for restructuring public safety services. Outreach and intervention programs in subjects like drug education are increasingly necessary.

These issues and problems need to be addressed both at the Citywide and the neighborhood level to ensure appropriate provision of community services, facilities and programs.

3.12 OPEN SPACE, PARKS AND RECREATION

Changes in American society have influenced attitudes and life-styles greatly. Specifically, attitudes toward recreation have altered, and emphasis is being placed on the provision of recreational facilities and open spaces.

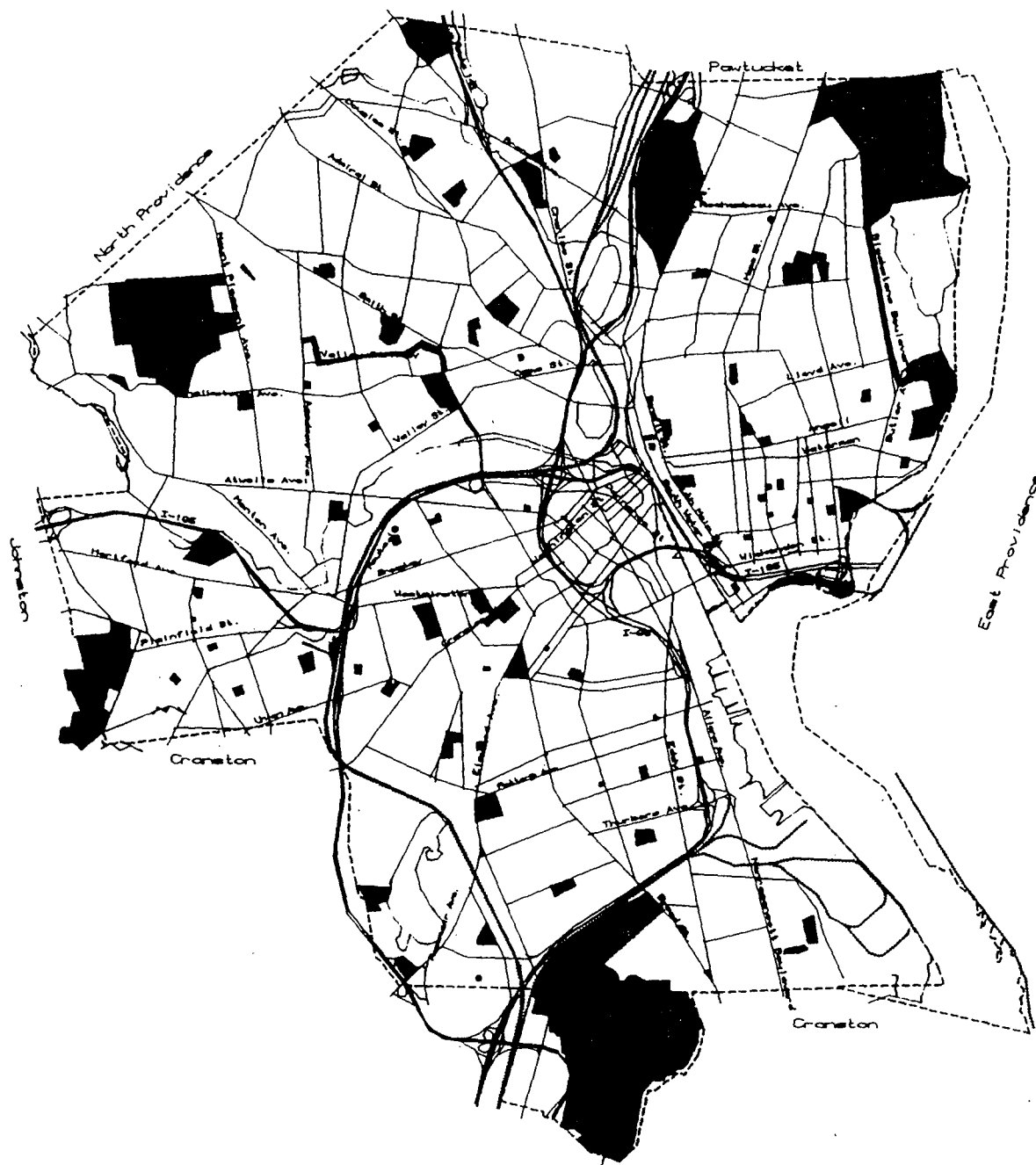
3.12.1 EXISTING CONDITIONS

Providence is fortunate to have one of the most diversified public park and recreation systems in New England. In addition to the traditional athletic facilities itemized in Table 3.18, the 1,100 acre city park and recreation system contains the 435 acre Victorian-era Roger Williams Park; 7 miles of boulevards; 2 waterfront parks; public plazas; a municipal golf course; and 28 historic statues.

The total number of city-controlled park, recreation, and open space sites is 148. These 148 sites include school sites, playgrounds, multipurpose athletic sites, plazas, passive green spaces, a golf course, historic sites, pools, and indoor recreation centers. With the exception of a few neighborhoods, where there are specific park and recreation deficiencies, municipal park and recreation facilities are well distributed throughout Providence neighborhoods. A map of parks and open space is shown in Figure 3.19.

The jewel of the municipal park system is Roger Williams Park. This 435 acre facility, not only serves the City's southside neighborhoods, but is also a statewide recreational resource. Roger Williams Park is one of the few late nineteenth century urban parks that remains largely unchanged from its Victorian prime. The entire park is on the National Register of Historic Places. See Table 3.19 for a listing of the major facilities and park features in Roger Williams Park.

In addition to the municipal park and recreation facilities in the city, Providence is fortunate to have several state and private areas accessible to the general public. Rhode Island College, the State House Grounds, and J.T. Owens Fields are state-owned areas heavily used by Providence residents. Providence is also the home of the state's only national park, the Roger Williams Memorial National Park, which is a passive recreation area, located downtown.



- KEY:**
- Roads
 - Highways
 - Railroads
 - - - City Boundaries
 - Shoreline
 - - - Harbor Line



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THE COMPREHENSIVE PLAN**

PARKS & OPEN SPACE

City Plan Commission
Department of Planning and Development
400 Westminster St.
Providence R.I. 02908

3.19

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TABLE 3-18

OUTDOOR ATHLETIC FACILITIES AND INDOOR RECREATION CENTERS
CITY OF PROVIDENCE

OUTDOOR ATHLETIC FACILITIES

Basketball Courts	26	Basketball Courts - Lighted	7
Bocce Courts	1	Football Fields	6
Playgrounds	44	Soccer Fields	9
Street Hockey Courts	1	Swimming Pools	7
Tennis Courts	32	Little League Fields	14
Softball Fields	20	Baseball Fields	10
Handball Courts	1	Jogging Tracks	4
Volleyball Courts	3		

INDOOR RECREATION CENTERS

<u>Center</u>	<u>Neighborhood</u>
Danforth	Smith Hill
Joslin	Manton/Olneyville
R. F. Kennedy	Elmhurst
Martin Luther King	South Providence
Davey Lopes	South Providence
Zuccolo	Federal Hill

Source: Recreation Department and Parks Department, Annual Reports - 1988

TABLE 3-19

ROGER WILLIAMS PARK FACILITIES AND FEATURES

Facilities

- o Largest Zoo in New England - average annual attendance 425,000
- o Museum of History - only one in region
- o Casino - 150 events per year
- o Temple to Music and Bandstand
- o Boathouse
- o Betsey Williams Cottage
- o C.H. Smith Greenhouse Complex - open 365 days per year
- o New Carousel Building

Features

- | | |
|----------------------|---------------------------|
| o 435 total acres | o 230 species of trees |
| o 115 acres of lakes | o 3 formal flower gardens |
| o 10 miles of roads | o 5 historic bridges |
| o 9 historic statues | |

Existing Management Responsibilities - Responsibilities for the management of the Providence park and recreation system are fragmented among four city agencies (Table 3.20). In general, the Parks Department has responsibility for maintenance and capital improvements for the majority of sites in the City. School grounds are maintained by the School Department, except for the larger school sites and all of the school athletic grounds which are maintained by the Parks Department. The Pub-

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lic Property Department has a major maintenance role with responsibility for the recreation centers and all of the city's pools.

The Parks Department and the Recreation Department share programming responsibilities for the parks and recreation sites. The Recreation Department is responsible for coordinating all formal athletic permits; running athletic clinics; providing youth recreation activities at the indoor recreation centers and selected outdoor parks; operating a summer lunch program at scores of indoor and outdoor sites; and providing youth and elderly transportation to certain events.

The Parks Department focuses on cultural, artistic, and musical programs primarily geared to adults and primarily in Roger Williams Park. In addition, the Parks Department provides logistical support, such as sound systems and staging, to all of the Downtown and neighborhood festivals each year (see Table 3.21).

TABLE 3-20
MANAGEMENT OF PROVIDENCE PARK AND RECREATION SYSTEM

TYPE OF FACILITY	RESPONSIBILITY			
	PARKS DEPT.	RECREATION DEPT.	SCHOOL DEPT.	PUBLIC PROPERTY DEPT.
<u>OUTDOOR</u>				
o Pools		Recreation Programming		Capital improvements, maintenance
o Conley Stadium			Capital improvements, maintenance, athletic programming	
o All other parks, recreation sites, school athletic sites (120 sites)	Capital improvements, maintenance, special event programming	Athletic & recreation programming; summer lunch program		
<u>INDOOR</u>				
o Recreation Centers		Athletic & recreation programming		Capital improvements, maintenance
o School Gyms			Capital improvements, maintenance, athletic programming	

3.12.2 CHANGES IN OPEN SPACE, PARKS AND RECREATION

Park, Recreation and Open Space Plan - In June of 1991, the Parks Department with assistance from the Department of Planning and Development (DPD), through the City Plan Commission, developed the "Park, Recreation and Open Space Plan, 1991-1995." The Plan has been approved as Plan Number 1 of the Comprehensive Plan Series of Providence 2000. The Plan addresses the citywide needs in terms of recreation and open space. Included in the Plan is an inventory of the recreation facilities in Providence by neighborhood and ownership.

Although the City's Recreation Plan was primarily based on 1980 Census information, the general findings and recommendations remained valid in the 1980's. For example, the Plan determined that the majority of the City's active recreation facilities were not ideally designed for use by adult, female or elderly residents. As shown in a previous section of this Plan, the proportion of minorities in the City is expected to increase to over twenty percent of the total population by 1993. In addition, the number of households is projected to increase, while average household size is expected to decrease between 1980 and 1993. Finally, as the household size steadily decreases, the number of female-headed households is expected to increase to the year 2000.

TABLE 3-21
RECREATION AND PARK PROGRAMMING

Recreation Department Programs

- | | |
|---------------------------|---------------------------|
| o Kickball | o Scatterball |
| o Whiffleball | o Youth Basketball League |
| o Nerf Football | o Street Hockey |
| o Volleyball | o Arts and Craft |
| o Table Games | o Table Tennis |
| o Pocket Billiards | o Checkers |
| o Swimming | o Adult Flag Football |
| o Soccer League | o Youth Athletic Clinics |
| o Adult Basketball League | |

Parks Department - Roger Williams Park Programs

- | | |
|--------------------------|--------------------------|
| o Arbor Day | o Planetarium Shows |
| o Bandstand Music Series | o Museum Lectures |
| o Temple to Music Series | o Zoo Education Programs |
| o Annual Flower Shows | o Zoo School Tours |
| o Christmas Festivals | o Zoo Special Events |

Parks Department - Neighborhood and Citywide Events

- | | |
|------------------------------|------------------|
| o 4th of July | o Jazz Festivals |
| o Ethnic/Religious Festivals | |

Source: Providence Parks and Providence Recreation Department
Annual Report - 1988

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Based on the Recreation Plan, the City has been developing facilities and programming and redressing imbalances in the provision of recreation facilities for all of Providence's residents. Furthermore, the Plan recommends eliminating the gap in services for senior citizens and the handicapped. In terms of passive recreation, the Plan recommends rehabilitation of a number of existing sites, versus the expansion of active recreation facilities. An important component addressing elderly needs, is Camp Cronin, which is a city run summer camp for the elderly, located at Point Judith in the Town of Narragansett. While this facility is not within the municipal boundaries of the City, it forms an integral part of the recreational opportunities provided to city residents.

State Comprehensive Outdoor Recreation Plan - The State of Rhode Island has prepared a number of recreation and open space-related plans which affect the City of Providence. The primary one is the State Comprehensive Outdoor Recreation Plan, 1991-1995. The Plan identifies over-usage of the State's urban parks as a significant problem. One strategy for diffusing this concentrated usage is the State's plan to create a major linear park along the Blackstone River.

This planned linear park includes a number of public improvements intended to facilitate usage of the park while redistributing the concentrated populations in existing urban parks. It will serve to link recreation resources within the City as well as throughout the State. Included in the linear park plan are bikeways, camping areas, water-related recreation and archaeological and historically significant sites. The Park will be identified through the use of signs, visitor centers and landscaping.

In addition, RIDEM is proposing to provide a significant investment in Snake Den Park in Johnston which would offer recreational alternatives to the residents of Providence.

Providence Harbor - Special Area Management (SAM) Plan - The recreational potential of the Providence Harbor and its shoreline is large. The Special Area Management Plan, developed by the Rhode Island Coastal Resources Management Council, identifies specific areas of concern and suggests improvements and changes in policy. As the City of Providence prepares its own harbor, waterfront and Port master plans, the State's Harbor Plan will be used as a direct reference, and will be applied in relevant City policies and implementation programs. This will ensure the highest and best use of the area, while guaranteeing public benefit and access.

Bicycle Facilities Policy Document - The Rhode Island Department of Transportation (RIDOT) published in May, 1985 the "Rhode Island Bicycle Facilities Policy Document". The RIDOT intends to develop the Blackstone Bikeway through portions of the State and to eventually connect the system to the Massachusetts bikeway system. The bikeway would eventually join the Blackstone Linear Park system as well. This linear route will be an important link for the City; it will provide a connection for city resi-

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dents to the northern and east bay portions of the State as well as various types of recreation facilities, including hiking trails, camping sites and canoeing points.

Both the East Bay and Blackstone Bikeways would join at India Point Park in Providence where they would link up to the Harbor View Bike Path to Downtown Providence and a planned passenger and bicycle ferry that would go to the Bay Islands Park system.

Local and State, Open Space and Recreational Area Bonds State voters have strongly endorsed efforts to expand open space and to upgrade existing park and recreation facilities at the State and local level. Over \$100 million in funds have been authorized by the voters in November 1987 and November 1989 for these efforts. These funds are allocated not only to state initiatives but to local communities as well. Funds for the local programs must be committed by fiscal year 1992.

TABLE 3-22
PROJECTED PARK IMPROVEMENT PROGRAM 1988 - 1991

PROGRAM	CITY FUNDS	STATE FUNDS	OTHER	TOTAL
Neighborhood Parks	\$ 9,901,667	\$ 2,548,962		\$12,451,629
Open Space Acquisition	199,755	963,000		1,161,755
Street Tree Program	1,000,000			1,000,000
Roger Williams Park	2,125,108	3,069,000	\$801,232	5,995,340
Vehicles/Equipment	300,000			300,000
Bond & Interest Costs	1,473,470			1,473,470
TOTAL	\$15,000,000	\$6,580,962	\$801,232	\$22,382,194

Parks Department Renovation Projects - Spurred by the State Open Space and Recreation Area Bonds and by the complementary 1987, \$15 million Providence Open Space and Recreational Area Bond, the Providence Parks Department has launched a comprehensive program to renovate park and recreation sites in the city. Table 3.22 illustrates the funding for the current program.

The most ambitious aspect of the program has been the renovation of neighborhood facilities. Sixty-four neighborhood parks are being renovated over a three-year period. In addition, land is being purchased to expand facilities in the city. Canada Pond has been purchased for conservation, as well as a portion of land along Mashapaug Pond. Land along Cadillac Drive in Elmwood has been purchased to meet future recreation needs in that neighborhood.

Water Place Park, River Relocation - As part of the Capital Center development, the State is constructing a major new Downtown Park, known as Waterplace Park. This area will feature a basin and waterfall as its focal point and will anchor the northern end of a revitalized and relocated Downtown river system. Key components of this work include relocating the

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Woonasquatucket and Moshassuck Rivers, uncovering the Providence River, and constructing a River Walkway. This work is being funded by the Federal Highway Authority, the State and the City.

Anchoring the southern end of the revitalized upper Providence Harbor will be a renovated Corliss Landing area and a renovated India Point Park. The renovations at India Point Park have begun and include a new Ceremonial Dock and a new Ferry Dock. The latter presently serves the Block Island Ferry and will eventually serve the State Bay Islands Park System. Other improvements scheduled for completion at India Point include: a Ferry Terminal Building, sea wall renovation, lighting, new walkways, parking, and site amenities.

3.12.3 CURRENT ISSUES AND FUTURE TRENDS IN OPEN SPACE

While the Providence park and recreation system is undergoing the most comprehensive renovation program in its history, there are still issues that need to be addressed:

- o Population redistribution from one neighborhood to another, changes in the number of households, and changes in ethnicity affect recreation needs. Facilities and activities for female teens, adults, and families need to be developed.
- o Sixty-four neighborhood parks are presently being renovated. There remain several neighborhood parks that have either never received renovation or have remaining unfunded needs from previous renovation programs.
- o The need for some small parks, in light of population redistribution, should be addressed. The sale of underutilized park land could be used to fund park renovation programs.
- o Ongoing park renovations should consider the flexibility of a site to meet multiple needs. As large plots of land in Providence become scarce, existing athletic areas should be considered for multiple sports use.
- o Efforts should continue to identify open space conservation land that may be desirable to purchase as funds become available.
- o Remaining renovation needs at Roger Williams Park should be identified and prioritized as funds become available from the 1989 State Environmental Management Bond Issue.
- o The most pervasive and challenging issue facing the Providence park and recreation system in the 1990's is maintenance. The fiscal reality of attempting to maintain a large urban park system in Providence will not likely improve in the 1990's. City resources and funds will likely never be totally adequate, particularly since Providence park and recreation sites are heavily used by nonresidents. Non-City funds will need to be identified to supplement the City maintenance budget for parks and recreation sites.

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- o Encourage the development of an adopt a park program in the City's neighborhoods.

3.13 TRANSPORTATION, PARKING AND CIRCULATION

3.13.1 EXISTING CONDITIONS

Road Systems - There are 372 miles of streets and highways in Providence. About 14 miles of these are in the interstate highway system.

Providence contains a number of major road networks with statewide and regional significance. Interstate 95 runs north/south while Interstate 195 runs east/west. And a number of secondary and smaller routes run through the City which are utilized by interstate traffic, particularly to Massachusetts and Connecticut. A recent connection, the Civic Center Interchange connects the Capital Center to I-95, RI 195, and RI 10. That interchange also affords much better vehicle access to Downtown Providence, and has reduced some traffic on local streets downtown. Providence's strategic location at the head of Narragansett Bay is the reason why it was an early focus or hub of the road and railway system.

The Rhode Island Department of Transportation (RIDOT) has classified the highway and street systems throughout the state based upon the Federal Highway Administration's (FHA) standards. This "functional classification" of streets and highways focuses on the various functions that roads serve. Generally the two basic roadway functions are: access to property and travel mobility. Most roads perform both functions, but in varying combinations. This relationship ultimately determines the functional classification of a particular road. The three classifications - local, collector and arterial reflect the access/mobility relationship as described below. Figure 3.20 shows the major arterial routes in the City. In general roadways are classified according to the following criteria: local, emphasis on land access function; collector, relatively even balance between land access and through traffic; and arterial, emphasis on high level of mobility for through movement.

In urban areas (as defined by the U.S. Bureau of the Census) such as Providence, the functional system is broken down as follows:

1. Principal Arterial Street
 - a. Interstate
 - b. Connecting link of a rural principal arterial
 - c. Connecting link of a rural minor arterial
 - d. Other principal arterial (non-connecting link)
2. Minor Arterial Street
3. Collector Street
4. Local Street

RIDOT also has identified those road networks which receive federal aid for improvements as outlined in "Federal Aid Systems." New listings of federally-funded improvement recipients are published relatively regularly. But generally, Interstates 95 and 195 receive federal aid, as do Routes 1, 1A,

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10, 146, 44, 7, 14, 6, and RI 195. In addition, a significant number of smaller "urban routes" receive federal aid for road improvements.

A number of federal and state roadway improvements currently are programmed for Providence. These are prioritized in the Highway Improvement Program and Plan, published by RIDOT in July, 1987. These improvements will respond to many of the existing deficiencies for both through-city traffic as well as interstate travel. As development in Providence, particularly, residential activities, increases, demands on the existing road networks will intensify. Therefore, improvements and upgrading are necessary to facilitate inner-city vehicular traffic.

Other Modes of Transportation - The City of Providence contains all forms of transportation, for both people and cargo. As described earlier the city contains two major interstate highways, as well as a number of major routes. The highway system carries traffic through the State of Rhode Island to Connecticut and Massachusetts, and has a regional significance in terms of highway travel and transport.

The City of Providence maintains an active Port, equipped to handle thousands of tons annually from all over the world. The Port of Providence is the second largest deep water port in New England. It has become an important regional distribution center for imported automobiles, lumber and petroleum products. In addition the Port has serviced, and could service again, cruise ships and other water-related recreational facilities, including docking and mooring. Port development is covered in Section 3.8 of this plan.

Rail service to the port area serves the Municipal Wharf, the Providence Gas Company and a number of other industrial businesses, facilitating freight train traffic of more than 2,000 railroad cars per year in the area. Active Providence and Worcester Railroad lines cross Allens Avenue at several points and run along its center. The Railroad currently is planning to upgrade portions of these lines to improve overall service to and within the area.

The industrial waterfront is linked to the Atlantic Ocean, 27 miles away, by a navigational channel in the Providence River. The channel provides safe passage for deep draft vessels, and has been manually widened over the years. In the early 1970's the channel was deepened to 40 feet below mean low water from Narragansett Bay to Fields Point, and to 35 feet below mean low water from Fields Point to Fox Point. This allows deep draft ocean vessels to use the dock north of Fields Point.

Waterside access from the channel to the port area is provided by two types of facilities. The Municipal Wharf serves ships containing general and bulk cargo, while privately owned piers located north of the Municipal Wharf serve ships and barges carrying petroleum or other bulk cargo. The Municipal Wharf provides six berths varying in depth from 35 to 40 feet, deep enough for current shipping needs. The pier area north of the Municipal Wharf provides seven usable berths ranging in depth from 21 to 37 feet.

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Providence rail commuters and travelers are served by an extensive Massachusetts Bay Transportation Authority (MBTA) and Amtrack system. The present train station was constructed as the first element in the Capital Center project. The Providence bus station, while unfortunately no longer located in the downtown, provides service throughout the state and the region. The Rhode Island Public Transit Authority (RIPTA) provides city and state residents with regular bus service into Kennedy Plaza. Kennedy Plaza was redesigned in the early 1980's as an auto restricted zone, to separate bus traffic and bus users from regular downtown traffic.

Providence is the hub of RIPTA bus service and is well served by RIPTA routes (see Figure 3.21). Bus ridership is currently about 54,000 per day throughout the RIPTA system with about 30,000 riders going to and from downtown Providence every day. Overall ridership has declined from about 18,500,000 (annually) in 1984 to 15,700,000 in 1988 (a 15% loss). It is expected that increased downtown economic activities and continued population growth throughout Providence will help in attracting more people to use bus service.

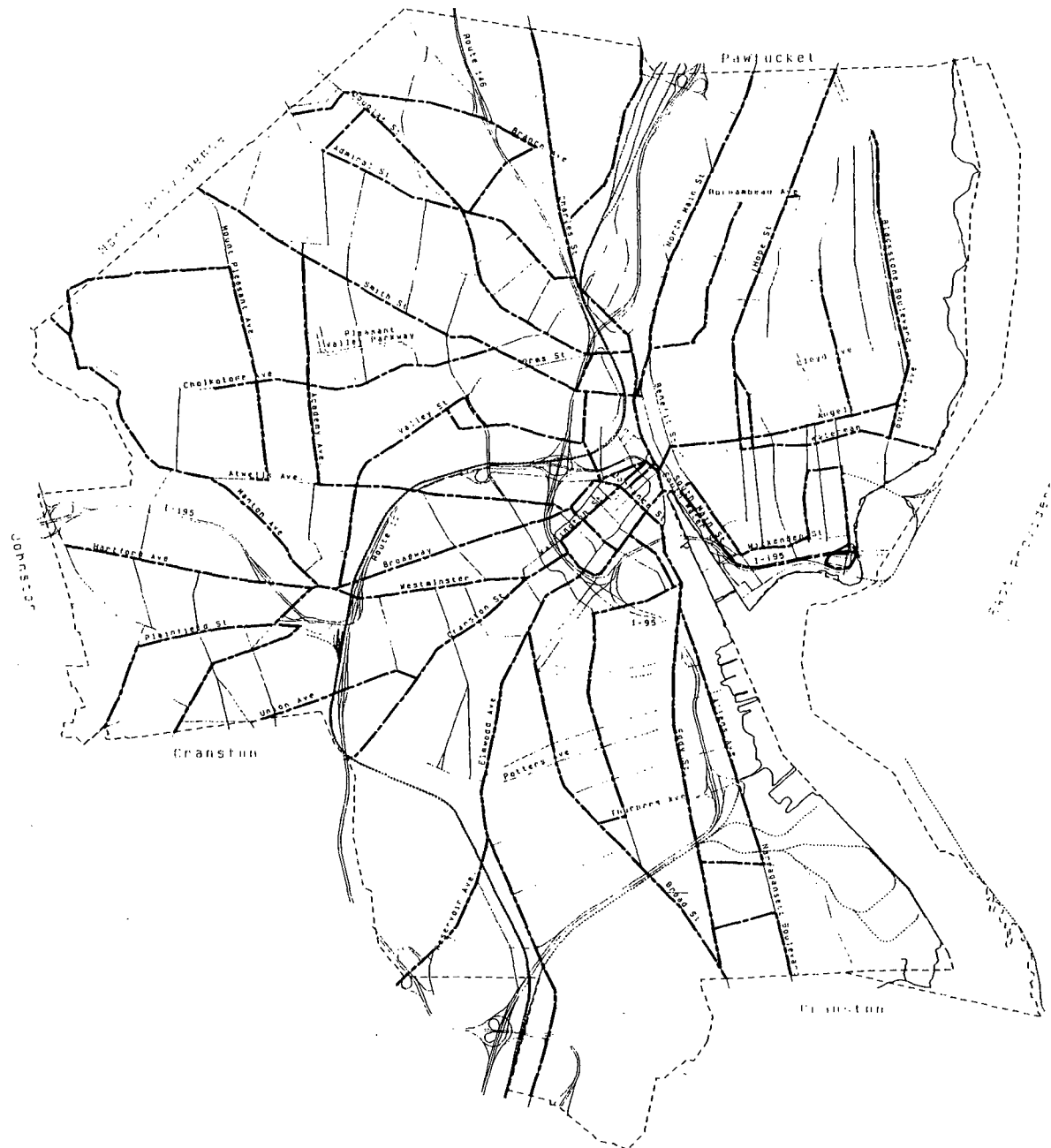
RIPTA has 253 buses and operates them at an average cost of \$3.03 per vehicle mile. The system cost per passenger is \$0.91 and costs are covered by the State (46%), the Federal Government (22%) user fees and miscellaneous sources (32%). The bus fleet has been, and will continue to be modernized through the purchase of new vehicles. All buses now are equipped with radios, and the next major capital investment of the system will be new and upgraded facilities for bus storage and maintenance, and for the RIPTA Transportation Department. These improvements will be made in the Elmwood Garage where the current facilities are.

The Bonanza Bus Company, which provides intercity bus service, recently moved its terminal from downtown to Smithfield Avenue just off of I-95. In its new location the terminal will provide free parking for 250 cars, and there will be a shuttle bus service from it to Kennedy Plaza downtown. The old downtown terminal site will be redeveloped for convention center use.

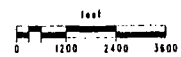
Providence is ten-miles north of T.F. Green Airport in Warwick, Rhode Island. The proximity of the state airport via I-95 provides airfreight as well as tourism potential for the City of Providence. In addition to the state airport in Warwick, Providence is in close proximity to two smaller airports: one in Smithfield/Lincoln and one at Quonset Point, in North Kingstown, Rhode Island.

Travel by water may also be part of the overall transportation system. A terminal for water transportation to the Bay Island Park is planned in Fox Point Park, and a water taxi from Downtown to communities along the bay is being examined.

The state Department of Transportation and the Department of Environmental Management, Division of Planning and Development, have prepared a plan for the Blackstone River Bikeway, a nineteen-mile bicycle route planned from the City of Providence to the Town of North Smithfield. According to the Planning Study and Preliminary Design Draft Report, published in



- KEY:
- Railroads
 - City Boundaries
 - Shoreline
 - Harbor Line
 - Bus Routes



PROVIDENCE 2000: THE COMPREHENSIVE PLAN	
RHODE ISLAND TRANSIT AUTHORITY LOCAL PROVIDENCE BUS ROUTES	
City Plan Commission Department of Planning and Development 400 Westminster St. Providence R.I. 02908	3.21

[illegible]

TOTAL ALL ZONES

12,295

12,944

- 649

000 - Supply
000 - Demand

000 (+) Surplus or
(-) Deficiency

PROVIDENCE 2000: THE COMPREHENSIVE PLAN	
DOWNTOWN PARKING STUDY	
City Plan Commission Department of Planning and Development 100 Westminster St. Providence R.I. 02908	3.22

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previously, the state DOT is in the process of making substantial improvements to the interstate highway system as well as to smaller routes. Ramps for Interstates 95 and 195 are being designed, constructed and relocated. Major resurfacing projects for Routes 146 and 10 are soon to commence. And reconstruction is planned for the Point Street and the Henderson Bridges in the City.

The Capital Center project represents the largest redevelopment project in the State's history. The project includes the relocation of the Woonasquatucket and the Moshassuck Rivers, as well as roadway improvements and new construction including Memorial Boulevard, the redesigned Francis Street overpass to the State House, the extension of (the existing) Exchange Street to the State House, and the Civic Center interchange for Interstate 95. Figure 3.10 in the Economic Development Section delineates the entire Capital Center project and downtown and shows these transportation improvements.

In the public meetings held to review the comprehensive plan, pedestrian circulation was an issue identified as needing improvement. Such facilities as sidewalks, new access ways, and covered arcades were identified as desirable to promote pedestrian circulation.

In some parts of the City it is very appropriate to provide pedestrian facilities. For example, as an extension of the Capital Center project, the City of Providence and the State of Rhode Island are involved in revitalizing the Promenade Center area of Providence. Located along the Woonasquatucket River, this area is bounded by Atwells Avenue, Valley Street, Prescott Street, West Park Street, Interstate 95 and Harris Avenue. This revitalization district is intended to allow and encourage pedestrian traffic in the area and facilitate vehicular traffic through the area. This, in turn is expected to aid in prompting private redevelopment of property in the area.

In some parts of the City pedestrian needs must be balanced with vehicle access needs. As an example, the Westminster Pedestrian Mall is now open to vehicular traffic. While the Westminster Mall will still provide for, and attract substantial pedestrian activity, it is being opened to vehicles in an attempt to revitalize the old retail district part of downtown, to improve the commercial environment, and to improve downtown traffic circulation. The intention is to increase visibility of, and access to, the buildings and establishments in the area, to retain existing businesses and offices, and to attract new ones.

Two studies were conducted which directly relate to the City's road network. First, a special committee was creating a Signage Plan for the City to facilitate access and visibility of points of interest, government buildings and historic sites within Providence. The second study deals with downtown lighting. This study will provide a plan for a properly lighted and safe downtown environment, to encourage night activity in Downtown Providence.

In the downtown area parking has to be handled differently because needs are much more intense, owing to the density of development. A 1987 study identified an existing demand of 12,944 parking spaces downtown (including the Capital Center, but excluding the Jewelry District). If existing buildings were fully occupied, as is planned, demand would increase to 14,581 spaces, indicating a deficit of 649 spaces considering existing building occupancy, and a deficit of 2,286 spaces, considering full building occupancy. If the year 2000 parking demand is considered, with new building and parking facilities that are planned, the deficit increases to 4601 spaces. Of those spaces 720 are now being built in the Capital Center on Parcel 5.

These additional facilities for parking have been recommended in the downtown parking study. These are a Fountain/Mathewson Site with 605 spaces, a site by the Garrahy Courthouse with 910 spaces, and a site in the Jewelry District with 375 spaces. These would account for 1890 new parking spaces, leaving a deficit of 1991 spaces by the year 2000 if all projects now envisioned are built and occupied by then. The Outlet Garage is being refurbished and will continue to provide 350 parking spaces downtown.

By the year 2010 the demand for downtown parking will have increased. Additional projects for parking must be considered. Specific projects should be evaluated in the next several years to meet the deficit. It is possible that enhanced public transportation will help to reduce some of the parking demand by the year 2010, so both modes of transportation should be considered in attempting to refine the estimate of needed parking spaces.

3.13.3 CURRENT ISSUES AND FUTURE TRENDS IN TRANSPORTATION

There are a number of issues that must be faced in the coming years to address transportation, parking and circulation in the city.

- o The roadway system in Providence barely satisfies the current transportation needs in the City. The new development proposed and under construction raises a real concern about the impacts of increased traffic and parking problems in downtown.
- o A number of large-scale roadway improvements are necessary to meet growing demands on the roads. These include both operations and management improvements as well as physical capacity expansion improvements. A major rehabilitation of I-195 (the Providence River Bridge) will be undertaken. The final location of the highway will have a major impact on the city.
- o Providence has a history of turning its back on the waterfront. In order to reverse this trend, the city should emphasize pedestrian access to the waterfront and discourage development or intensification of roadways abutting waterfront areas.

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- o Pedestrian improvements are increasingly desired by Providence residents and workers. Such improvements are needed to link changing and newly developing areas, and to encourage walking as a mode of transportation and as a leisure time activity.
- o Mass transit systems are constantly threatened by budgetary cuts and other potential funding problems.
- o Signage throughout the City is outdated and somewhat disorganized. Road networks are confusing. The City should enlist the help of private property owners and employers to address these issues.
- o Parking remains as one of the most significant problems throughout the City. In the neighborhoods, parking occurs on small side streets and often impedes the flow of traffic. Throughout smaller commercial areas, parking turnover is slow, or parking is not readily available for quick-stop shopping. In the downtown, the supply of affordable parking may not meet future needs.
- o An updated traffic study should be performed to identify potential problem areas throughout the City, but with particular attention paid to the downtown, and adjacent neighborhoods, where downtown workers tend to park their cars all day.
- o Citywide parking needs should be refined from previous studies, to assess existing and future parking problems and to recommend possible solutions. To further address the parking needs in Providence, incentives for utilizing the transit system, along with new parking facilities, should be actively pursued.
- o Future development should be encouraged to concentrate in areas in which roadway improvements are occurring or are planned.
- o Alternatives to driving, including water transit, light rail, walking, biking, and other means of commuting, should be encouraged through a cooperative campaign involving authorities from the City, the state, the business community, and the private transit companies.
- o Street abandonments are disruptive, disturbing the traffic flow and the potential for future development. Any request for a street abandonment must be carefully reviewed to determine its impact on present and future land use and traffic flow. Street abandonments should be discouraged, particularly in the downtown.

PROVIDENCE 2000:
4.0 PROVIDENCE -
TOMORROW

4.0 PROVIDENCE - TOMORROW

The city is the legacy we leave for the future. Each generation makes its contribution ... Our dream of how our city should be and could be for the next generation is presented in this plan. Such a plan is a statement of confidence, optimism and belief in ourselves, a statement that our city can change and become a better place.

Central City Plan, Portland, Oregon

We envision Providence as a great place in which to live and work, ...

The characteristics which make Providence special and unique - its scale and size, its natural and historical beauty, its cultural and educational institutions - will be preserved and enhanced. Of particular concern will be the preservation and enhancement of the city's twenty-five neighborhoods. Each neighborhood retains a special attribute, a unique style, for which it is known. Together the neighborhoods form a unified community, offering sights and events attracting people from throughout the state.

Preservation of historically significant structures and areas must be a priority, as new construction begins in all areas of the City, including the Downtown. Safe, affordable housing for all people is essential; the City must be committed to the provision of housing for everyone.

a city that cares, ...

But just as preserving our heritage must be a priority, preparing to address the changing needs of the city and its people is just as important. As the population of Providence continues to change, demand for special provision of public services and facilities will continue to increase. Growing special populations will be demanding additional social services and recreational, educational, cultural and health facilities, and the City will have to address these needs.

Current and future residents and businesses must be adequately protected against crime and fire, and as the City grows, the demand for these services will increase over the years.

Education is key in attacking the problems of drugs, crime and unemployment. Therefore, the public school system will be experiencing increasing demands for special provisions and services, to insure all city residents receive adequate schooling and obtain sufficient levels of job training.

with a strong tie to our natural environment, ...

We have started reclaiming our downtown waterfront through the Capital Center Project. We must build on this success to open the Old Harbor area with the relocation of I-195. New buildings on our downtown waterfront should be built to step down

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to the waters edge, preserving and enhancing views to and from the water. We must improve pedestrian access to the waterfront, both physically and visually. Water taxis from outside the hurricane barrier to Water Place should be developed. We must improve and expand our experience of the natural environment through the acquisition of natural areas and the preservation and restoration of our open spaces and parks. We must encourage the preservation of natural areas. We must continue to improve the urban environment by expanding our tree planting program, by requiring appropriate landscaping with all development and the development of urban farming.

a city that is the regions economic center, ...

Providence is the seat of State Government and is the heart of the region; it should be the largest and most vital employment center in the region. Providence is the regional center for administration, finance, professional services and government activities. Providence is a major center of culture and education. It houses one of a kind cultural, entertainment and ceremonial facilities. Here we are only a short walk from work, classes, dining, music, theater and home.

and its transportation hub, ...

Our roadway networks and transportation systems must better serve the needs of residents and employees, both in the City and throughout the state and region. For employment in Providence to grow, public transportation must expand and offer viable alternatives. And as the City experiences new growth and redevelopment, the roads must be able to support the levels of demand anticipated from this development, while still protecting the neighborhoods from inappropriate transportation uses.

a city where we work together;

The City of Providence has been experiencing significant levels of growth and change over the past five years. And while this growth has slowed, it has created additional demands on the existing city infrastructure and provision of services. The benefits of living and working in Providence are numerous, and yet these attributes are threatened by increased demand. Thus, the special characteristics of each area, each neighborhood, each structure, will have to be considered before any type of change is permitted.

Providence 2000: The Comprehensive Plan was started in response to the increased rate of growth over the past few years. But as the Plan evolved, it became increasingly clear that the Plan was necessary to set the vision for tomorrow, to direct growth, and to insure the most orderly and appropriate pattern of development for the future City of Providence. This plan sets forth the policy on which the city's future will be based. This plan consists of several key elements; over time, these elements will need to be expanded and addressed in more detail. In addition to these elements, the city's neighborhoods will face varying problems that impact their growth and development. Neighborhood plans, based on this comprehensive plan, will have to be developed to address these issues. This plan, *Providence 2000*, is the City's comprehensive plan, and the neighborhood and element plans that are developed as "Area

Providence 2000: The Comprehensive Plan
December 1992

Plans" or part of the "Comprehensive Plan Series" are the plans that carry out and implement the comprehensive plan for Providence.

Planning for the city does not stop with the preparation and adoption of this plan, *Providence 2000: The Comprehensive Plan*. This is the first step of an ongoing process. Providence 2000 sets the policy for growth and change in the city. Through the development of the Comprehensive Plan Series and the Area Plans, the policies in this comprehensive plan are carried out. This plan must also be reviewed and examined over time, to insure that this plan and its policies continue to set the framework for growth and change, to insure . . .

above all, that Providence is a livable city!

4.1 LAND USE PLAN

The purpose of the land use plan is to provide a guide for future land use and for the implementation of land use control regulations. It presents a description of future uses of land and the interrelationship among development trends, natural constraints upon growth, the transportation network and basic public services and facilities. It is upon this framework that decisions can be based which will determine the ultimate character of the town.

Comprehensive Plan, 1984
Middletown, Rhode Island

Land use is the component from which all other aspects of the City's comprehensive plan grows. Through land use, development is directed citywide and policies are set that will influence every other aspect of the City. The land use plan establishes the future amount and distribution of land uses and allocates scarce resources among competing activities. The land use plan for the City, (Figure 4.1: The collection of maps in the back envelope depicting residential and nonresidential land uses and the city's institutional uses) is based on present land uses and projects the land use pattern we hope to achieve.

The land use plan is the basis for the zoning ordinance. It is imperative that the zoning be based on land use goals that express the needs and desires of City residents and are consistent with good planning practice. Recent changes in land use present significant opportunities for zoning revisions. The number of variances and special exceptions granted over the past two decades is overwhelming and indicates an even more urgent need to address zoning in almost all areas of the City.

Finally, the plan takes into consideration the density of land uses and strives to obtain optimum density levels by increasing and decreasing density levels where appropriate. As Providence continues to grow and change, the goals of the Comprehensive plan must be maintained and protected. These goals are key to the protection of, and guidance for Providence's future. These goals will be reviewed and updated through the comprehensive plan process, as new plan elements or area plans are prepared, to ensure the validity of this plan.

Goals and policies for land use in the City are broken down into area and use classifications. These classifications are identified and discussed as follows:

AREA

A1 Citywide
A2 Downtown
A3 Neighborhood
A4 Waterfront

USE

U1 Residential
U2 Commercial
U3 Open Space &
Public Buildings
U4 Institutional Use
U5 Manufacturing
U6 Mixed Uses

4.1.1 LAND USE: GOALS AND POLICIES FOR AREAS

A1 CITYWIDE

As the capital city, Providence is the cross road and meeting place of the state; it is the economic, educational, cultural and political center of the state. The downtown financial district and the Port of Providence establish the City as a state and regional economic center. The development of the Capital Center and Convention Center serve to strengthen this position. Other economic opportunities will be sought to solidify this position.

The existence of prestigious institutions of higher education, such as Brown University, Johnson and Wales University, Rhode Island School of Design, Rhode Island College, and Providence College highlights the City's importance as an educational center.

The cultural attributes of the City are well documented: twelve theatres including the Providence Performing Arts Center, the Veterans Memorial Auditorium, and the Trinity Square Repertory Theatre; museums and landmark attractions such as the Roger Williams Park, the Rhode Island School of Design Museum of Art, the Annmary Brown Memorial and the David Winston Bell Gallery. These institutions all serve to promote Providence's position as the cultural center of the State. It is imperative that this position be maintained and enhanced.

Providence recognizes its importance as the seat of State Government. Through the Capital Center, River Relocation and the proposed Old Harbor Projects, Providence is improving its downtown image, strengthening its image as the state capital. Along with the city's efforts, the state must also recognize Providence as the state capital. To this end, the state must prepare a campus plan that directs the growth and expansion of state facilities and offices in Providence. This plan must also address the open space that surrounds state facilities, identifying use of the open space, expansion and maintenance responsibilities.

People make up a city. Over sixteen percent of the state's population, and more than forty two percent of its minority population live in Providence. The City consists of twenty five ethnically and culturally diverse neighborhoods. This ethnic and cultural diversity contributes to city's sense of place.

Providence's neighborhoods are known for their quality of life, including their rich and unique architecture. Each neighborhood has an identity and character. Efforts must be made to protect and conserve the neighborhoods as a whole and the unique character that each possess.

The city's neighborhoods are its lifeblood. To strengthen and preserve them, we must: reduce density, rehabilitate housing stock, construct new housing of the compatible scale and design and encourage home owner occupancy.

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Future development must be closely monitored to ensure that it enhances and promotes those qualities which Providence wishes to develop and maintain. New development must take into consideration natural and man made environmental constraints and must focus on preserving those aspects of our environment that we hold dear, including important views, vistas and corridors and our historic character. New development must conform to this comprehensive plan and as such shall be closely monitored.

Through Providence 2000, the city will protect and preserve all those qualities that serve to define it as a dynamic place in which to live, work, recreate and do business.

Providence is a very liveable city, we must work together to protect and improve the quality of this special city.

GOAL:

Develop a citywide land use plan that maintains and promotes Providence's position as the state capital and the economic, educational and cultural center of Rhode Island and recognizes the unique qualities of the city's neighborhoods.

POLICIES:

- A. Implement the Providence 2000 land use plan through revision of the city's zoning ordinance and map. All city departments, boards and commissions shall base all land use decisions on this Comprehensive Plan.
- B. Implement the goals and policies of this plan, "Providence 2000: The Comprehensive Plan", by completing neighborhood plans (Area Plans) that more thoroughly evaluate neighborhood issues and are adopted as part of the Comprehensive Plan.
- C. Preserve the character of Providence by protecting neighborhoods from: inappropriately scaled developments; ensuring low to medium density residential areas; and, inappropriate uses in residential and commercial areas, such as adult entertainment, by limiting their location.
- D. Encourage the location of new light industrial and commercial businesses in appropriate areas to encourage the development of more job opportunities for city residents.
- E. Establish a design review process. The process should be developed to ensure compatibility of the new development with the existing urban fabric and should minimize or mitigate any potential adverse impacts. The process should differentiate between downtown, waterfront and neighborhood developments. The process should spell out how design review will be carried out and that the approval authority may approve, reject or approve with stipulations any plan submitted for review.
- F. Preserve and enhance environmentally important features such as views, river and harbor front areas, and provide pedestrian access to environmentally important features.
- G. Coordinate federal and state plans with this comprehensive plan to ensure a regional planning framework.

- H. Evaluate all land use and development proposals, from rezoning to variance requests, in light of this comprehensive plan to ensure that the land use or development proposal conforms to this plan and helps the City realize its future.
- I. Coordinate the development of land use patterns with contiguous municipalities to ensure that adjacent land uses are compatible.
- J. Evaluate all development proposals to determine if they are sensitive to the visual and functional impact on neighboring uses.
- K. Encourage the state to prepare a campus plan for the use, maintenance and expansion of state facilities, offices and open space. The plan should call for the concentration of state offices in Providence since it is the state capital.

A2 DOWNTOWN

Downtown extends from the State House to the Waterfront: Interstate 95 to College Hill and consists of many parts: Capital Center, the Financial District, the Old Retail Core, the Jewelry District to name a few. Many changes are planned or underway including construction of a new hotel, a convention center and the relocation of Interstate 195. These changes will have a profound effect on the downtown.

Today, the Downtown is a contradiction. We have the potential of a Capital Center (created with the relocation of rail lines and rivers); Old Harbor (a planned redevelopment as a result of the relocation of I-195); the Convention Center (now under construction); and, the vitality of the visual and performance artists in Downtown. We have the strength and security of the financial district and the expansion of the Downtown into the Jewelry District and out Promenade Street with the development of the Foundry.

However, with all this development under construction or planned, the city's old retail core is dying. This area, known for its rich historic character and charm is vastly underutilized and is vitally important if the whole of Downtown is to succeed. Properly directed, as proposed in the Downcity Providence Plan, this area will be a major asset that will hold the various parts of Downtown together.

The diversity of Downtown is an asset. Each part of Downtown supports and grows from the success of the others. To continue this diversity and to encourage investment, a variety of activities will be encouraged in the Downtown.

Existing buildings are the foundation from which a revitalized Downtown grows. Reuse of buildings, rather than demolition will be the norm. Incentives will be developed to encourage reuse and to discourage demolition. Height zones of 45 to 300 feet will be established. By controlling the heights of new buildings, the City will be able to better direct the types of development that occurs in the downtown area and ensure that it is consistent with the buildings that currently exist in

terms of scale, design and character. As more activities and development occur in the downtown area, more people will live, work and visit, resulting in a renewal of the area.

We must be constantly aware of the development and economic trends that affect the region. These trends will cause the city to reexamine the plans set forth for growth and change in the Downtown. As the needs for office and retail space change as a result of the success of the Convention Center and the change in development trends, the city must be ready to respond. This does not mean that the basic premise for development in Downtown will change, but that the development guidelines for areas such as the Capital Center may have to be revised.

Goals and policies for the downtown are focused on reviving it through the adaptive reuse of many of the structures located within the area and the retention of the area's special character and charm.

GOAL:

Encourage continued investment within Providence's downtown while enhancing its attractiveness for work, recreation and living, its special natural, cultural and aesthetic features.

POLICIES:

- A. Encourage the Downtown's continued dominance in finance, government, professional services, culture, entertainment and as a business headquarters location with retail growth appropriate to this role.
- B. Promote the opportunities for new jobs and investment created by the new Convention Center and the relocation of I-195.
- C. Reinforce the Downtown's position and potential as the principal commercial, service, cultural and high density residential center in the city.
- D. Implement and enforce height zones in the City's downtown to control the density and type of development.
- E. Develop a plan that builds on and markets the strengths of the Downtown and its rejuvenation as a result of Capital Center, the Convention Center, the relocation of I-195, the old retail core and other fringe areas.
- F. Encourage development in the Downtown that recognizes the historic buildings and maintains the street facade and character of our architecturally significant city.
- G. Encourage mixed use development in the downtown to revitalize the area by allowing residential units in commercial buildings.
- H. Encourage the expansion of higher educational uses in areas of the downtown. By directing the limited expansion of educational uses, the downtown will benefit from the associated life and vitality.

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- I. Evaluate development in downtown in light of its impact on the historic character and on view corridors from and to surrounding neighborhoods.
- J. Develop a "Downtown District" as part of the zoning ordinance which recognizes: the existing building stock and development pattern; the mix of uses desired; and, the need to promote orderly growth and revitalization. The District will:
 - o permit a variety of uses (business, financial, institutional, public, quasi-public, cultural, residential and other related uses) that will encourage people to live, work and recreate downtown while limiting inappropriate uses, such as adult entertainment, that will detract from the desired environment;
 - o be divided into height zones ranging from forty five (45) feet to three hundred (300) feet;
 - o encourage revitalization and restoration of the historic core business area;
 - o establish design review regulations for rehabilitation and new construction that address building fabric and historic character;
 - o establish a downtown educational overlay zone to direct the location and expansion of limited educational uses; and,
 - o establish regulations that recognize the importance of and implement the Capital Center Plan, the Downcity Providence Plan and the Old Harbor Plan.
- K. Develop a zoning district for the former manufacturing areas adjacent to the downtown to foster the expansion of a variety of business, financial, institutional, public, quasi-public, cultural, residential, light manufacturing and other related uses.
- L. Review for conformance and adopt as part of this Comprehensive Plan:
 - o the I-195 / Old Harbor Plan 1992 insuring that the plan recognizes the historic low scale character of the city and encourages medium density mixed use development; and,
 - o Downcity Providence: Master Plan for a Special Time, insuring that the plan encourages the revitalization of the old retail core, protects the historic buildings and character and encourages mixed use development.

A3 NEIGHBORHOOD

Providence consists of twenty five distinct and unique neighborhoods which are the City's life blood. Twenty four of the neighborhoods are predominately residential in character; these neighborhoods must be preserved. A diversity of residential units will be encouraged to ensure that the needs of resi-

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dents for housing are met. The density of certain neighborhoods will be decreased to improve the quality of life. New construction and rehabilitation of existing housing units in the neighborhoods will be encouraged at the same scale and character of existing residential structures. Those land uses that support residential living such as commercial, public and institutional and open uses will be encouraged in designated areas with adequate buffering and screening. The land use policies of this Comprehensive Plan, as they relate to the neighborhoods, are established to maintain the uniqueness and diversity that characterizes each neighborhood, to protect the residential integrity of the neighborhoods and to maintain the pedestrian scale of the neighborhoods.

GOAL:

Preserve and protect the residential integrity of the City's neighborhoods by encouraging the development of compatible land uses that promote the livability and the quality of life aspects of the neighborhoods.

POLICIES:

- A. Preserve and reinforce the stability and diversity of the City's neighborhoods in order to attract and retain long term residents and businesses and ensure the City's residential quality and economic vitality.
- B. Establish a review process for institutional expansion to carefully define areas in which this expansion will be allowed with the participation of both institutional officials and neighborhood residents.
- C. Maintain or lessen densities and scale to retain the essential and desirable character of each neighborhood.
- D. Encourage provision of necessary services and facilities to each local community within safe walking distance. These may include schools, recreation, public safety and shopping areas.
- E. Promote the development of vacant land and adaptive reuse of buildings, eliminate blighting conditions in the neighborhoods and ensure better and more economical use of properties.
- F. Evaluate proposed land use changes for their sensitivity to visual and functional impacts on neighboring uses and position buffers between incompatible land uses where changes are not appropriate.
- G. Evaluate each new project for its compatibility with surrounding uses, scale and density, impact on the provision of human services, impact on pedestrian and vehicular movement and its effect on view corridors.

A4 WATERFRONT

Providence has only begun to recognize and respect the value of its waterfront. From the Capital Center Plan to the proposed Old Harbor Plan, the city has begun to acknowledge the

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role of its rivers in its growth and revitalization. This new found respect for the city's rivers should not end at downtown, but must include the waterfront of the whole city. Land use decisions must recognize and respect not only the neighborhood in which the use occurs, but the proximity of the city's rivers.

Providence's waterfront runs from Pawtucket to Cranston and consists of four separate and distinct parts: the Port of Providence which extends from Henderson Street to the Cranston city line; Old Harbor which is the area from Fox Point northerly to the confluence of the Moshassuck and Woonasquatucket Rivers which is discussed as part of the Downtown Section; Fox Point India Point, which is the area from Fox Point to the Henderson Bridge; and, the area extending from the Henderson Bridge to Pawtucket. The waterfront area as a whole is a diverse area that consists of a variety of land uses, from open space to industrial uses.

Much of the Waterfront area is currently underutilized, particularly the Port of Providence. This area fully utilized will help to maintain Providence's position as a state and regional economic center. The City must aggressively seek ways to attract additional industrial and commercial activities to the Port of Providence in order to spur the growth and development of this important area.

The Fox Point - India Point section of the waterfront should serve as a transitional area buffering the heavy industrial uses of the Port of Providence from the other land uses that exist along the waterfront. A mixture of residential, light industry and commercial activities should be encouraged in this area.

While a mixture of appropriately scaled uses within the waterfront area is encouraged the open space area extending from the Henderson Bridge to Pawtucket should be protected and preserved. The development of passive open space along the river's edge, particularly in this area of the waterfront, with a 100 foot buffer, should be encouraged so that the beauty of the waterfront can be preserved and enhanced. The comprehensive plan policies for the waterfront are concentrated on effectively utilizing land within the waterfront to achieve its optimum use for the social, physical and economic well being of the area.

GOAL:

Maintain and improve the quality of Providence's waterfront through coordinated development and promote the revitalization of the area.

POLICIES:

- A. Along the industrial waterfront, encourage and permit mixed use development along the waterfront to transition from heavy waterfront uses in the area of the port to adjacent residential neighborhoods.

- B. Ensure that all waterfront uses and development takes into consideration adjacent land uses. Residential and mixed use development along the waterfront should reflect the scale of the adjacent residential development.
- C. Encourage development along the waterfront that: preserves, enhances or creates pedestrian access to the waterfront; does not obstruct views or impede pedestrian access to the waterfront; and, promotes the most desirable use of the land and direction of building development to maintain and enhance the views from and to the city.
- D. Protect the waterfront environment through the development of appropriate environmental controls and controlling the type and density of development allowed.
- E. Encourage the renewal and strengthening of the industrial waterfront by limiting the area to water dependent uses.
- F. The City should create zoning districts in the waterfront area to promote the optimum use of land and the revitalization of the area, such as:
 - o Waterfront Residential/Commercial Mixed Use - A waterfront residential/commercial zone will consist of primarily medium density, low scale residential uses with a limited amount of neighborhood commercial uses as well as appropriately scaled mixed use developments.
 - o Waterfront Industrial/Commercial Mixed Use - A waterfront industrial/commercial zone will consist of primarily industrial uses with a limited amount of commercial uses.
 - o Waterfront Port/Maritime Industrial Use - A waterfront port/maritime zone will be created through the establishment of a waterfront port/maritime industrial zone to promote the Port of Providence and related maritime industrial and commercial uses within the waterfront area. The creation of this zone will serve to protect the waterfront as a resource for water dependent industrial uses; and to facilitate the renewed use of a vital waterfront.

4.1.2. LAND USE: GOALS AND POLICIES FOR USES

U1 RESIDENTIAL

Residential areas contribute significantly to the livability of the city. Providence residents have voiced strong support for protecting their neighborhoods from intrusions which affect the quality of life in their neighborhood.

The City has recognized the importance of providing a variety of residential types and densities to ensure a balanced choice of housing opportunities for City residents. Moreover, the City will make efforts to ensure that the residential integrity of the neighborhoods are preserved and protected from the encroachment of commercial, industrial and other uses considered detrimental to the fabric of a residential neighborhood.

GOAL:

Promote the development of a wide range of residential land uses to ensure a diversity of housing choices (type and density) for City residents, while limiting the amount and type of other land uses within primarily residential areas.

POLICIES:

- A. Allow for a range of housing types to accommodate increased population while improving and protecting the city's residential neighborhoods.
- B. Allow residential uses in neighborhood commercial areas to provide for mix of uses.
- C. Target vacant lots for housing or lot expansion depending on the need and density of the neighborhood.
- D. Residential uses should be maintained at current or lower levels of density and scale to protect the character of the neighborhoods and maintain adequate provision of community services.
- E. Preserve the residential quality of neighborhoods by controlling residential density and scale, and limiting commercial development to appropriate home occupations.
- F. Promote the development of a wide range of residential land uses by creating a range of residential zoning categories that should include:
 - o Single Family Residential- consisting of single family structures on a minimum of 6,000 square feet of land.
 - o Low Density Residential - consisting of 1-2 units with 2500-3000 square feet of land per dwelling unit on lots with a minimum of 5,000 square feet of land.
 - o Medium Density Residential - consisting of residential structures containing 1-3 units with 2,000-2750 square feet of land per dwelling unit on lots with a minimum of 5,000 square feet of land.
 - o High Density Residential - comprising residential structures containing one, two, three or more residential units with 1,200-2250 square feet of land per dwelling unit on lots containing a minimum of 5,000 square feet of land mainly surrounding the Downtown. Density in the old retail core of downtown may be much higher to bring life and vitality to the downtown.

U2 COMMERCIAL

Commercial opportunities are vital to the well being of every neighborhood; haphazard commercial development can destroy neighborhoods. Land use which provides optimum commercial and retail opportunities can be achieved by directing commercial growth to major arterial and select sites in the city. Commer-

cial land use will consist of land that is occupied by businesses that serve the commercial needs of consumers for retail shopping, professional services and so on. A variety of commercial land uses will be encouraged to ensure that residents' needs for convenience, retail and services are adequately met. Moreover, the location of commercial development will be closely monitored to ensure that it does not have an adverse effect upon the city's neighborhoods. Efforts will be made to promote the development of those types of commercial establishments that will satisfy neighborhood resident needs as well as citywide and regional needs.

GOAL:

Encourage and focus future commercial development along major arterials and in select areas to create a more clustered pattern and discourage strip development.

POLICIES:

- A. Allow for the continuation and enhancement of mixed commercial and residential areas in existing commercial areas as buffers to adjacent residential property.
- B. Encourage the development of essential commercial services and facilities in neighborhood clusters within walking distance of residents.
- C. Encourage and focus future commercial development along major arteries and in select areas to create a more clustered pattern and discourage strip development.
- D. Expand the role of established neighborhood commercial areas, strengthening these areas by encouraging the development of retail, office, service and residential uses which are compatible with surrounding areas.
- E. Promote the continuation and enhancement of mixed commercial and residential uses in existing commercial areas as buffers to adjacent residential property.
- F. Encourage the development of the following types of commercial zones to control and regulate the location of new commercial development and to ensure that the commercial needs of city residents are satisfied:
 - o Neighborhood Commercial - This zone is designed to serve local neighborhood needs and may contain convenience retail, services and professional office establishments, as well as residential uses. Buildings in this zone should be designed to be in character with the residential structures in the area, should be two story with residential uses on the second floor if possible and parking should be located on the side or in the rear of the structure. Design criteria shall also emphasize landscaping to keep the commercial uses more in character with a residential neighborhood. This zone, as established on the land use map, is located throughout the city along arterial roads.

- o Limited Commercial - This zone will be occupied by businesses that serve neighborhood needs for retail, services and professional office establishments. Commercial development in this zone will accommodate a wider variety of commercial uses than those contained within the neighborhood commercial designation. Efforts will be made to lessen any negative impacts associated with this type of development such as parking problems and traffic congestion. This zone, as established on the land use map, is located throughout the city along arterial roads.
- o General Commercial - This zone will be occupied by businesses that serve citywide needs for retail, service, and professional office establishments. These uses are normally located along arterial roads such as Elmwood Avenue, North Main Street and Reservoir Avenue.
- o Highway Commercial- This zone will be occupied by businesses that serve regional needs for retail and service. It will consist of shopping centers, automotive repair shops, and automotive dealerships.

U3 OPEN SPACE AND PUBLIC BUILDINGS

Open spaces are an integral component of residential life. Open space areas are critical for the public and private leisure activities of our citizens. From the small neighborhood park to the multifaceted Roger Williams Park and Zoo, open spaces are important contributors to the quality of life aspects of the City's neighborhoods.

Open space and public buildings land uses consist of areas committed to planned open space such as parks, playgrounds and cemeteries; and public buildings such as City Hall, public schools, police and fire stations. Open space areas have been designated to allow for the active and recreational needs of city residents. As the population of the city continues to change the recreational needs of city residents are also changing. Through the open space goal statement and policies presented in this plan the city will meet these changing needs and efforts will be made to ensure that these needs are addressed on an on-going basis.

As a developed city, most, if not all, of the city's public buildings needs are addressed. However, the need for a new or rehabilitated Police and Fire Headquarters facility and neighborhood police facilities need to be addressed. (See Section 4.6).

GOAL:

Preserve and protect existing open and public spaces in the city's neighborhoods, particularly along the rivers and waterfront to enhance the overall quality of life in the city.

POLICIES:

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- A. Provide opportunities for recreation and visual relief by preserving Providence's parks, playgrounds, golf courses, cemeteries and undeveloped city owned open space.
- B. Preserve open space along the city's waterbodies by creating open space corridors along rivers and ponds.
- C. Promote a diversity of recreational activities through the use of active open space in the City's parks, playgrounds and other recreational areas.
- D. Protect and preserve environmentally sensitive and significant areas.
- E. Provide and encourage the provision of a variety of active and passive recreation facilities geographically distributed to serve the present and future needs of City residents.
- F. Protect and preserve open space and public buildings and the integrity of the neighborhoods they are located in through the establishment of the following zones:
 - o Open Space Zone- A district designed to ensure that open space areas throughout the city are preserved and safeguarded from development.
 - o Public Building Zone- A district designed to preserve and protect public buildings throughout the City.
- G. Expand, if possible, the amount of public open space in Providence.

U4 INSTITUTIONAL USE

The presence of educational institutions contribute to the cultural and educational fabric of Providence, while our health care facilities provide vital services to the residents of Providence and Rhode Island. Provision must be made to provide for expansion opportunities which enhance their presence in the neighborhoods while not negatively impacting the residential quality of the city.

Institutional land uses are located throughout the city. Most institutional land uses are located within the residential sections of city neighborhoods and as they grow and expand they often infringe upon the residential qualities of the neighborhoods. The goal and policies for institutional land use are focused on allowing for the expansion and growth of these institutions while limiting the negative impacts associated with this growth.

GOAL:

Permit the expansion and growth of educational and health care institutions while limiting their encroachment and impact on residential neighborhoods.

POLICIES:

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- A. Plan for the development of institutions so that new growth does not impact or has minimal additional impacts on the City's neighborhoods.
- B. Expansion areas for institutional uses will be carefully defined in cooperation with the institution and the neighborhood. Expansion will be encouraged in commercial areas along major arterials.
- C. Require institutions to submit master plans to the City on a regular basis for review and approval. The plan should detail the present status of all land owned by the institution and proposals for growth.
- D. Encourage the limited expansion of educational institutions in the downtown. It must be noted that the benefits of educational institutions downtown must be weighed against the lost of tax revenue.
- E. Promote the development of an educational campus at the site of CCRI's Providence Campus to include a vocational education facility.
- F. Establish the following zoning overlay districts which: permit institutional growth and development; control and limit negative impacts on the neighborhoods; and, can only be used if an institution has an approved plan on file with the city:
 - o Health Care Institutions-This overlay zone will allow for the expansion of health care facilities in a planned manner while protecting the surrounding neighborhoods.
 - o Educational Institutions- This overlay zone will allow for the expansion of education facilities in a planned manner while protecting the surrounding neighborhoods.
 - o Downtown Educational Institutions - This overlay zone will allow the expansion of educational facilities in a planned manner downtown.
- G. Require institutions to address parking needs in the master plan and to minimize the impact of parking by not locating parking next to residential areas, where possible, and by adequately landscaping and buffering parking from adjacent uses.
- H. Institutions are encouraged to address their parking needs by developing parking garages to minimize the blight of parking lots spreading throughout the city's neighborhoods.
- I. Expansion of institutions into areas that are not presently zoned for such use should be control and evaluated for the impact on the tax base prior to approval.

U5 MANUFACTURING

It is vital for Providence to provide opportunities for industries and industrial expansion which will employ residents of Providence, while ensuring minimal impact on adjacent residential areas.

Manufacturing land uses consists of land that is occupied by industries such as jewelry and assembly companies. Manufacturing uses are located throughout the City with a number of industrial parks such as the Huntington Industrial Park and the Silver Lake Industrial Park. There has been a significant reduction in the amount of land occupied by industries in the last two decades. As manufacturing companies generally employ large numbers of people they help to establish the local economy, efforts will be made through this plan to encourage manufacturing firms to relocate back to the city.

GOAL:

Encourage the growth of industrial activities by preserving and expanding industrial land primarily for manufacturing purposes.

POLICIES:

- A. Promote the growth of industrial activities through the revitalization of the industrial waterfront.
- B. Promote the development of industrial parks to encourage a return of many manufacturing companies to the city and to guide industrial growth.
- C. Develop the following zones to permit and control the growth of manufacturing/industrial activities:
 - o Light industrial- This zone will accommodate a variety of manufacturing, assembly, storage of durable goods and related activities that do not pose toxic, explosive or environmental hazard in the city.
 - o Heavy industrial- This zone is devised to limit and control industrial activities that are potentially hazardous, noxious or incompatible with the other land uses existing within the city.

U6 MIXED USES

The City has many areas where land is occupied by a combination of uses, such as residential/commercial. This type of mix in uses is inevitable and should be encouraged in parts of the City. The concern is the extent of the mix in uses; the general purpose of the zone and how it is limited. By mixed use, we mean an area that is predominately residential where limited amounts of light commercial uses are permitted on the first floor only. These zones will be transitional nodes located throughout the City along major thoroughfares as buffers separating commercial, industrial and port areas from residential areas. The introduction of mixed use structures into a residential neighborhood is intended to preserve, protect and encourage the residential character of the neighborhood. These mixed uses are not to be carelessly introduced into residential areas.

GOAL:

Permit and control mixed use development which is primarily residential in nature along major thoroughfares and as buffers between commercial, industrial and port uses and residential areas. Mixed use development should not detract from the residential appeal of the neighborhood, but it may serve as a buffer zone between strictly residential uses and alternate uses existing within the neighborhoods.

POLICIES:

A. Promote the establishment of zoning techniques to allow various types of mixed use zones that will permit and control appropriate mixed use development in specified areas of the city:

- o Mixed Use - A mixed use district is designed to preserve the integrity of certain residential neighborhoods while permitting compatible professional uses. Compatible professional uses are those that will fit into the existing structures so as to preserve the residential character of the neighborhood, including its architecturally attractive and distinctive qualities; provide opportunities for people to live, work and receive professional services in the same area; and improve public safety by encouraging both day and night time occupancy in the area.
- o Mixed Use Downtown- This zone is intended to encourage revitalization and restoration of the historic core business area and to accommodate appropriate expansion of the downtown area. Compatible and appropriate mixed uses will be encouraged to promote residential, commercial, retail and other business activities; and to preserve and foster the economic vitality of the downtown.
- o Mixed Use Waterfront- This zone is intended to promote a balance among appropriately scaled residential, commercial and light industrial development with adjacent areas and surrounding residential neighborhoods; to enhance and create public access to the waterfront as a public resource for the benefit of present and future generations; and, to provide a transition between the Port/Maritime Industrial uses, waterfront industrial and commercial uses and surrounding neighborhoods. There are three types of mixed use waterfront districts in the city, those, like Fox Point, where residential abuts mostly commercial waterfront uses, those like Washington Park where the residential neighborhood abuts the heavy industrial waterfront and the area between the Washington and Henderson Bridges which is predominately residential in character with limited neighborhood commercial uses. The mixed use controls must be developed to respect the distinct nature of each of these types of waterfront areas.

4.2 THE HOUSING PLAN

Housing policy is an essential weapon in the city's struggle to maintain and perpetuate itself, to provide an attractive living environment which enhances the accomplishments and aspirations of its inhabitants, which provides a tax base and a business environment that will sustain and increase the chances of meaningful livelihood for all of its people.

Housing Policy and The Urban
Middle Class

Kristina Ford, 1984

Providence is committed to the creation and provision of safe, suitable and adequate housing for its residents that is available, affordable and accessible to all segments of the City's people. A key element is the creation of home ownership opportunities for the city's residents.

This plan emphasizes coordination of policies with the private sector and the state to achieve the City's housing objectives. Nonprofit organizations in the private sector are important contributors to the City's housing supply as a significant amount of housing in the City has been built or rehabilitated by these organizations. For this reason, the City must continue to work with nonprofit organizations and encourage collaborative efforts among them. The state is also involved in the process of providing and creating housing in the City as state agencies such as Rhode Island Housing and Mortgage Finance Corporation have ongoing programs that have had a significant impact upon housing in the City of Providence.

Many of the proposed goals and policies of this plan will require additional study. Specific strategies to address housing will be developed in the Housing Element of the Comprehensive Plan Series.

Housing policies and goals are broken down by area and special needs classifications. These classifications are identified and discussed as follows:

AREA

A1 Citywide
A2 Downtown
A3 Neighborhood
A4 Waterfront

SPECIAL NEEDS

SN1 Elderly
SN2 Affordable
SN3 Handicapped/Special Needs
SN4 Homeless

4.2.1 HOUSING: GOALS AND POLICIES FOR AREAS

A1 CITYWIDE

The City must stabilize its housing opportunities and supply by encouraging home ownership, the rehabilitation of sub-standard housing units and the construction of new infill

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housing on vacant lots. The City will encourage this process through innovative programs such as the Providence Redevelopment Agency's Special Vacant Lot Program and the newly established Providence Plan Housing Corporation. In addition to stabilizing the neighborhood housing stock, the City should, in coordination with state and federal agencies: provide a diversity of housing choices for all segments of the City's population; identify sites for assisted housing; plan and permit multifamily housing, especially in the Downtown Area; identify adaptive reuse projects in which housing is an appropriate reuse; and, develop programs which expand home ownership opportunities.

GOAL:

Provide for diversity in the type, density and location of housing within the City in order to provide an adequate supply of safe, sanitary housing at price levels appropriate to the financial capabilities of City residents.

POLICIES:

- A. Encourage and support equal access to housing throughout the city for all people regardless of race, color, sex, marital status, sexual orientation, religion, national origin or physical or mental handicap.
- B. Encourage and develop home ownership opportunities for all segments of the city's population.
- C. Promote a diverse housing market to meet increasingly specialized housing requirements including elderly, handicapped and student population.
- D. Provide housing shelters for homeless people and families. Provide services to enable those who want to, to get back into their own homes.
- E. Encourage housing opportunities for all income groups citywide.
- F. Provide transitional housing opportunities for people who are working but are unable to afford rental costs.
- G. Support strict code enforcement and encourage housing rehabilitation by providing funds for repairs to existing structures.
- H. Encourage innovative residential construction and design for cost-effective energy alternatives.
- I. Initiate residential design review where applicable with the City Plan Commission, the Zoning Board of Review and the Historic District Commission.
- J. Improve current housing court procedures to increase the effectiveness of the court.
- K. Recognize that low to medium density housing is the appropriate density for all income groups to reflect existing neighborhood character.

- L. Encourage the retention of the existing housing stock and discourage the demolition of housing units through a demolition delay ordinance.

A2 DOWNTOWN

According to the Providence Development Strategy there were approximately 1,200 housing units in the downtown area of the City in 1985. Of these 1,200 units, 430 were market-rate apartments in the Regency Complex, the remaining 770 units were publicly assisted or church sponsored housing for Senior Citizens. There are also a number of dormitory units for students of Johnson and Wales University. A major finding of this report is that there exists a demand for additional housing units in the downtown area, primarily for people who work in the downtown area. The report also emphasizes that the creation of additional housing units in the downtown area will serve as a catalyst to downtown revitalization. In addition, the creation of additional housing units in the downtown will aid the city in providing a diversity of housing choices, which is a citywide housing goal.

GOAL:

Recognizing the need for higher density residential development, provide a greater supply of high density housing in the Downtown.

POLICIES:

- A. Encourage higher density residential development downtown, to control housing costs by making more intensive use of well sited land and of existing buildings.
- B. Establish a special downtown zoning district to promote and control residential development.
- C. Encourage the development of housing in rehabilitated older commercial buildings and in new structures, where appropriate.
- D. Review and revise codes to ensure that regulations do not stand in the way of reusing existing buildings for housing.
- E. Encourage the development of housing opportunities for artists and craftsmen in the old commercial buildings that enables them to both live and work in the housing unit.

A3 NEIGHBORHOOD

A neighborhood is a place where people live, work, play; a community which is an important component of the city. The strength of the city comes from its neighborhoods and the neighborhoods strength comes from its residents. Key to maintaining and strengthening the neighborhoods is increasing home ownership opportunities and providing an adequate and diverse supply of housing choices.

The housing supply in the City's neighborhoods varies greatly. There are some neighborhoods that contain a wealth of housing choices from single family to multi-family units while others contain a very limited amount of housing choices. Just as the type of housing units vary from neighborhood to neighborhood so does the condition of housing. A housing policy of the City is to revitalize neighborhoods through the rehabilitation of existing housing stock and the development of sensitive infill housing.

GOAL:

Enhance and stabilize the existing housing stock and neighborhoods by encouraging housing rehabilitation and repairs as well as "infill" on vacant lots.

POLICIES:

- A. Encourage and develop neighborhood home ownership opportunities for all segments of the city's population.
- B. Preserve residential areas and structures.
- C. Revitalize underutilized residential structures and blighted areas to enhance and stabilize housing opportunities and neighborhoods.
- D. Intensify public services in specific neighborhoods of the city, including police protection, landscaping and maintenance.
- E. Encourage resident participation in housing development through the involvement of neighborhood groups and land bank organizations. Consider innovative techniques, such as land banking and acquisition, to protect residential areas from deterioration and from inappropriate nonresidential uses and to stimulate resident involvement in housing development programs.
- F. Identify specific sites in appropriate areas for new affordable homes, including scattered sites for new, affordable homes.
- G. Maintain and install appropriate infrastructure such as sidewalks, street trees, appropriate street lighting, signage and neighborhood parks.
- H. Maintain or lessen density of housing in all the neighborhoods.

A4 WATERFRONT

Housing is a major component of waterfront development in the City, in all but the industrial waterfront area. It can serve as a primary use or as a buffer between waterfront commercial and surrounding residential neighborhoods. Building bulk and density is an issue. A residential building must be elevated to be above the flood zone but not too tall to block view corridors from and to other parts of the city. Efforts will be made through this plan to ensure that residential housing units in the waterfront area are compatible in scale and density with other uses of land.

GOAL:

Encourage the development of appropriate scaled residential development along the waterfront that is sensitive to the views and vistas four surrounding neighborhoods and to public access to the water.

POLICIES

- A. Create zones along the waterfront to permit the development of housing that serves as a buffer and transitional zone between residential neighborhoods and nonresidential areas in the Port.
- B. Promote mixed use development to provide transitional zones between residential and nonresidential structures in the Port area of the waterfront.
- C. In waterfront areas that are not adjacent to the port, housing should be developed that is low scale and low to medium density.

4.2.2 HOUSING: GOALS AND POLICIES FOR SPECIAL NEEDS

A city is defined by its people. A well balanced city is composed of diverse individuals. Providence, like other well balanced cities realizes that a key to maintaining this diversity is through the provision of housing for all segments of its population. The development of handicapped, special needs, affordable and elderly housing will greatly enhance the city's ability to supply housing for this diverse population

SN1 ELDERLY

The elderly are impacted adversely by rising housing costs, such as the cost of property maintenance, taxes and the increasing cost of rental units. There is increasing demand for programs that will assist the elderly to maintain their homes and to provide a supply of affordable rental units. The City offers a number of housing programs to assist the elderly. Efforts must be made to provide additional programs to accommodate the increasing needs of the elderly for affordable housing.

GOAL:

Promote the maintenance and development of housing for the elderly, both owner occupied and rental, to insure that all elderly residents have access to safe and affordable housing.

POLICIES:

- A. Establish programs that will allow elderly homeowners to retain their homes.
- B. Promote programs that assist the elderly in maintaining their homes so that the elderly have safe and adequate housing.

- C. As the mortgages on subsidized elderly housing complexes mature and buildings can be removed from subsidy programs, work with and encourage the owners to maintain the structure as affordable housing for the city's elderly residents.

SN2 AFFORDABLE

Housing in the City has become less affordable as a result of increasing sales and rental costs and the inability of income to keep pace with these costs. Recently home and rental costs have stabilized but are still not affordable to a large segment of the population. This has created a demand for more housing for low and moderate income families. The city has in place a number of affordable housing programs and through the newly created Providence Plan Housing Corporation will be offering a wide spectrum of new programs. In addition, the city supports the development of affordable housing by offering tax reverted vacant lots to developers at a low cost through the city's Special Vacant Lot Program. The city will continue these programs and create additional programs to increase the supply of affordable housing in Providence.

GOAL:

Develop and promote programs and incentives that will increase the supply of affordable housing in the City, both owner occupied and rental.

POLICIES:

- A. Develop and promote programs that are designed to develop and increase the supply of affordable housing both new construction and rehabilitation.
- B. Promote a choice of housing opportunities for City residents to ensure that there is a sufficient supply of affordable housing units.
- C. Provide incentives to developers to encourage the development of affordable housing.
- D. Develop and promote programs such as the City of Providence Special Vacant Lot Program to make use of neglected city resources and to encourage the development of additional affordable housing.
- E. Preserve and enhance existing affordable housing initiatives and opportunities to maintain the existing supply of affordable housing.

SN3 HANDICAPPED/SPECIAL NEEDS

Handicapped and special needs housing is limited as a result of quantity, quality as well as the costs associated with adequately designed homes. Currently there are few programs that address the housing needs of the handicapped/special needs individuals. The city must work with federal, state and private

agencies to increase the number of housing programs for these individuals; to ensure that there is an adequate supply of housing for these individuals.

GOAL:

Establish programs that will increase the supply of handicapped accessible housing in the City and encourage the development of programs that will allow homeowners to make their homes handicapped accessible.

POLICIES:

- A. Encourage and support the rehabilitation of housing units to make them handicapped accessible.
- B. Provide incentives to developers to encourage the construction of handicapped accessible housing units.

SN4 THE HOMELESS

Homelessness in the City of Providence, like many other cities, is a fast growing phenomenon. Unfortunately, as the number of homeless has increased the solutions to the problem have not. Not only is the homeless population growing but the character of homelessness is also changing. Homelessness no longer affects only single individuals; an increasing number of families are now homeless.

GOAL:

Encourage the development of programs designed to meet the needs of the homeless for short and long term shelter. Establish programs that will aid the homeless in reestablishing themselves in their own residences.

POLICIES:

- A. Increase the number of temporary homeless shelters and transitional housing to accommodate the growing number of homeless people in the City.
- B. Encourage the development of programs that will assist the homeless in acquiring a permanent residence.

4.3 THE ECONOMIC DEVELOPMENT PLAN

The main strategic thrust of the Economics and Employment Component of the Comprehensive Plan of Development is to increase the ability of the City to respond to changing economic conditions.

*Comprehensive Plan 1984
Hartford, Connecticut*

The City's economic base is its lifeblood; it provides the framework upon which the City prospers and develops. The economic development component of this plan sets forth policies to guide the economic growth of the City. The primary objective of this component is to improve and expand employment opportunities for city residents and to broaden the City's tax base.

This plan emphasizes the importance of attracting and retaining business; of revitalizing existing industrial areas, particularly the port area. It encourages the implementation of programs that will enhance and stabilize the City's labor force. Economic Development goals and policies are broken down by area. These areas are identified and discussed as follows:

Area

- A1 Citywide
- A2 Downtown
- A3 Neighborhood
- A4 Waterfront

4.3.1 ECONOMIC DEVELOPMENT: GOALS AND POLICIES FOR AREAS

A1 CITYWIDE ECONOMIC DEVELOPMENT

The City contains a wealth of economic activities: industrial, retail, service, manufacturing, finance and insurance. Each of these activities contribute to the economic well being of the City. This plan focuses on expanding the number of economic activities that currently exist in the City by promoting Providence as a favorable place in which to work and conduct business. Another important aspect of the City's economic health is its neighborhood commercial districts. These are important elements in the urban fabric because they provide jobs and offer retail convenience to city residents.

In order to maintain a stable tax base and economy, to provide economic opportunities for all its residents and to preserve and build on the character of its neighborhoods, the City is committed to the following goals and policies:

GOAL:

Promote the significance of Providence as Rhode Island's capital city and a major Southern New England Regional economic and cultural center.

POLICIES:

- A. Continue the work of the economic development division of the Providence Department of Planning and Development in helping to finance private investment and implementing incentive programs that encourage employers to create and retain jobs in the City.
- B. Encourage existing business and industry expansion and relocation as appropriate.
- C. Discourage haphazard commercial and industrial development.
- D. Encourage additional industrial development to occur in the City, with a focus on lighter industrial uses. Reuse of existing industrial property is part of this policy designed to maintain and restore Providence's manufacturing activities.
- E. Promote the revitalization and renovation of neighborhood commercial districts.
- F. Promote industrial development by making needed public improvements, such as updating or replacing antiquated infrastructure.
- G. Encourage and promote tourism in the city through festivals, special events and by marketing the history and beauty of Providence.

A2 DOWNTOWN

Downtown has suffered from an outmigration of businesses. This outmigration has resulted in a downtown area that is underutilized; a number of old retail store buildings remain vacant. According to the Providence Development Strategy completed in 1986 by Carr, Lynch and Associates "the downtown office, retail and housing sectors are all lagging behind their full potential...A vigorous and imaginative sales campaign is needed in order to make corporate decision makers aware of the advantages of downtown Providence, so that it can compete more effectively for its share of the regional market". In addition to the outmigration of businesses, the downtown suffers from a lack of activity in the evenings and on weekends.

GOAL:

Promote the growth and revitalization of the downtown and foster the reestablishment of the area as the economic and cultural center of the State.

POLICIES:

- A. Promote the development of new retail, office, residential and limited institutional activities in the downtown.
- B. Encourage the expansion of downtown retailing and support services through cooperative marketing, management and maintenance efforts which can be achieved through a business management association and through the development of an economic development loan pool targeted to the downtown.

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- C. Ensure that all new construction and renovation downtown is sensitive to the area's scale and character. Innovative reuse of historic buildings should be encouraged whenever possible, to maintain Providence's significance as an historic city.
- D. Additional parking should be identified for the downtown business area. In addition to increasing the amount of parking spaces throughout the City, alternative means of public transportation must be encouraged to decrease the overall need for parking in the City.
- E. Restore downtown retail to its fullest potential based on office workers, and create a realistic increase in evening and weekend business based on city and suburban residents and tourists frequenting the downtown area.
- F. Promote activities, events and new attractions that will stimulate downtown activity in the evenings and weekends for citizens and tourists in the downtown area.
- G. Promote and encourage the development of housing in the downtown through revisions to codes and the development of primary and secondary loan pools that are willing to take risk.
- I. Experiment with limited free parking to encourage additional retail activity.

A3 NEIGHBORHOOD

Providence's neighborhoods contain a number of economic activities: retail, office, and industrial. These uses are important not only to the economic development of the neighborhoods but to the City. Neighborhood economic development policies concentrate on retaining those economic activities that assist the economic well being of neighborhood residents.

GOAL:

Maintain and strengthen neighborhood commercial activities and centers through programs that will assist neighborhood business owners in their day to day operations and to ensure their continued existence within the neighborhood.

POLICIES:

- A. Encourage existing neighborhood commercial district revitalization in appropriate locations and facilities.
- B. Encourage commercial districts to be appropriately related to surrounding neighboring residential areas.
- C. Encourage mixed use development including residential commercial along arterial roads and in appropriate areas to act as a buffer zone between alternate uses.

D. Identify blighted and overbuilt commercial strips in neighborhood areas and encourage their revitalization and reuse as commercial and or residential structures through economic development programs and the attraction of new businesses.

E. Develop design criteria for buffering residential areas from commercial and industrial areas.

A4 WATERFRONT

Industrial Waterfront

Like the downtown, the industrial waterfront from the Point Street Bridge south, particularly the Port of Providence, is currently underutilized. The capacity of the industrial waterfront far exceeds its use. The economic revival of the industrial waterfront needs to be encouraged from industrial and port activities to commercial activities, such as restaurants and other entertainment facilities. These activities will greatly enhance the economic potential of the industrial waterfront.

Examination of the future development potential of the industrial waterfront area from the Point Street bridge southerly to the Cranston/Providence line strongly supports a vision of the Providence Industrial Waterfront as a stable and expanding marine industrial district. This conclusion is the result of analysis of conditions within the area as well as within the region. The industrial waterfront area is uniquely positioned to capitalize on the undersupply of industrial space in the marketplace given its geographic location and physical attributes. At the same time, it is a relatively poor location for residential, retail, hotel and office activities given its land use context and physical condition.

Open space and residential uses are the predominate land uses on the Providence side of the Seekonk River. Therefore any additional industrial development in East Providence along the Seekonk River should be coordinated between the Cities of Providence and East Providence to minimize any potential adverse impacts. By State Law, the Seekonk River falls under the jurisdiction of the City of Providence. Communication and coordination amongst these communities will ensure proper industrial development in East Providence while not adversely affecting the quality of life in Providence's waterfront residential areas.

The following goals and policies have been established for the economic development of the City's industrial waterfront area, particularly, the Port:

GOAL:

Preserve and enhance the industrial economy and maritime character of the industrial waterfront area south of Point Street Bridge, particularly the Port of Providence, by attracting new water related industries and uses.

POLICIES:

- A. Improve access to the industrial waterfront area through roadway improvements that will better serve industrial access needs.
- B. Encourage the Rhode Island Department of Environmental Management to structure leases at the State Pier so as to regulate use, facilitate economic expansion, and allow for long-term investment by leases.
- C. Consider municipal acquisition of strategic vacant or underutilized sites to facilitate more appropriate redevelopment for maritime industrial uses.
- D. Assist prospective maritime industrial businesses in finding sites in the port at which to locate. Structure lease agreements to regulate land use, facilitate long-term investment, and mitigate environmental impacts.
- E. Pursue new markets such as cold storage, high value speciality foods, boat manufacturing, produce distribution and warehousing, and trucking.
- F. Create buffer uses between the industrial waterfront and adjacent residential areas. These buffer areas should be limited to light industry, commercial and residential uses.
- G. Minimize the impact of industrial activities in the waterfront area on water quality and natural resources.
- H. Establish an area-wide emergency response program.
- I. Divide into lots, vacant property for efficient development.
- J. Encourage and assist in the development and use of the existing free trade zones in the Port of Providence.

Commercial Waterfront

Additional economic growth and development can be encouraged in areas other than the industrial waterfront such as India Point, Fox Point, Wickenden Street and the Old Harbor area created with the relocation of I-195. The area of the waterfront from Downtown to the Washington Bridge is a commercial area with a strong residential base along the side streets. This area is prime for the development of non-industrial related commercial activities, such as restaurants, entertainment facilities, riverwalks and other water-related economic activities which recognize the neighborhood residential uses. The development of non-industrial economic activities along this portion of the waterfront will enhance and improve pedestrian access to the area and possibly strengthen it as a tourist attraction.

Limited commercial development is possible north of the Washington Bridge to Richmond Square, a prime residential area where limited commercial development is possible along the major arterials.

GOAL:

Promote and encourage the development of non-industrial economic activities in the waterfront area.

POLICIES:

- A. Foster the development of a marina and other non-industrial, water dependent uses at Fields Point. Consider a marina with a public boardwalk at the water's edge to include marina support (landside boat storage, boat lifts, public boat ramp, breakwater), restaurant and service retail uses, and associated parking.
- B. Ensure that new development does not block vistas and views.
- C. Coordinate the development of commercial activities along major arterials which promote and enhance pedestrian activities along the waterfront.

4.4 NATURAL RESOURCES AND ENVIRONMENTAL PROTECTION

The basis for ecological planning is that nature is finite; it has limitations which, if not respected, lead to environmental deterioration, and hence, to a lessening of the quality of life...The impact of human activities on nature must be regulated to the extent that is necessary to ensure all citizens, both present and future, of a clean, livable and satisfying environment.

Environmental Master Plan

Town of South Kingstown, 1975

The City of Providence is a developed community, with a comparatively small amount of vacant developable land area remaining. The majority of the development activity in the City is redevelopment or infill, based on Providence's already well developed infrastructure. Environmental considerations and protection of natural resources in Providence relate more to quality of life than to specific resource issues.

The protection of natural resources and the environment is a fundamental concern to the City; their importance to overall City development should not be underestimated. Policies are set in this plan to protect, conserve and enhance the City's natural resources and the environment, particularly those that have a direct impact upon the quality of life of City residents. Improvement and protection of water quality of the harbor and all other water resources and protection of open space are items identified as having a significant impact upon the quality of life of City residents.

Development proposals in Providence often are reviewed by the City Plan Commission and the zoning board of review; such review should ensure that the development proposals do not adversely impact the residents of Providence. These reviews and evaluations should include environmental assessments based on state and local requirements.

Goals and policies for natural resources and environmental protection are broken down by area. These areas are as follows:

AREA

- A1 Citywide
- A2 Downtown
- A3 Neighborhood
- A4 Waterfront

4.4.1 NATURAL RESOURCES AND ENVIRONMENTAL PROTECTION: GOALS AND POLICIES FOR AREAS

A1 CITYWIDE

The protection of natural resources and the environment is important to overall City development, for natural resources and the environment have a direct impact upon the quality of life.

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Those natural resources and environmental concerns that directly impact the quality of life of City residents include: topography and soils, surface water and coastal resources; floodplain areas; wetlands; noise factors; air quality and man made hazards. Policies are set to improve and protect these valuable resources to ensure that City residents are able to live safe and productively.

GOAL:

Protect and preserve the environment and the City's natural resources through innovative strategies and techniques.

POLICIES:

- A. Complete river relocation project of Woonasquatucket and Moshassuck Rivers as a part of the Capital Center Project. This project will open the rivers to public views and access through an extensive network of landscaped riverwalks, bridges, and resting areas.
- B. Create an accessible pedestrian oriented waterfront that will extend from Capital Center to the Providence and Seekonk Rivers.
- C. Work with RIDEM in efforts to develop parks and open spaces along the city's rivers, in particular the Providence River, including Corliss Landing, Promenade Center, and Capital Center. Eventually link these areas to other parks and communities by bikeways, walkways, and water taxis.
- D. Develop studies with the purpose of defining the extent of water pollution caused by CSOs and what is needed to bring the outflows into accordance with the Clean Water Act.
- E. Develop a Harbor Management Plan and establish a regional environmental protection policy and plan with the participation of surrounding cities and towns in an effort to clean up and maintain the harbor.
- F. Coordination with adjoining communities, the state and federal governments plans for projects and developments to insure that the proposals will not adversely impact air quality and environmentally sensitive and significant areas, and encourage consistency and conformance among all relative plans.
- G. Apply design standards in sensitive areas, particularly residential neighborhoods, to reduce the level of noise, odor, and vibration to eventually achieve federal standards throughout the City of Providence.
- H. Support the Providence Water Supply Board in its efforts to protect the watershed lands for the Scituate Reservoir, in order to protect the water supply for current and future residents. Include an overall water protection policy plan as an environmental program element.

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- I. In cooperation with the Sharpe Tree Fund, implement a tree planting program to increase the City's supply of trees and to improve the overall appearance of the City's built environment and adopt, as part of this plan, the comprehensive city tree plan prepared by the city forester.
- J. Reduce detrimental noise pollution.
- K. Protect environmentally significant and/or sensitive areas from development, including wetlands and conservation areas.
- L. Encourage stringent guidelines by RIDEM to provide research, monitoring and controls to help Providence address its air pollution problem.
- M. Develop a citywide traffic plan which will focus on improving circulation throughout the city, minimizing negative impacts on air quality.
- N. Encourage alternate modes of transportation.

A2 DOWNTOWN

In Providence as in other urbanized areas, a primary source of air pollution is motor vehicle emissions. Downtown is adversely affected by this problem due to traffic congestion. Noise pollution is another problem that stems from heavy traffic and congestion.

GOAL:

Protect and improve the environment by decreasing air pollution caused by motor vehicle emissions and other sources and reduce noise pollution.

POLICIES:

- A. Improve air quality by reducing the number and types of pollutants that enter the air.
- B. Develop a plan for protection of the environment that focuses on air, noise, man-made and other types of pollution. Include in that plan a special section for downtown.
- C. Relocate I-195 south of the hurricane barrier to improve traffic flow, open up the City's waterfront and to help improve air quality.
- D. Maintain city ownership of secondary roads in downtown to minimize traffic congestion caused by abandoned roads and to allow for alternate routes during periods of heavy traffic.

A3 NEIGHBORHOOD

Noise pollution, air quality concerns, point pollution, non-point pollution and water quality all have a direct impact upon neighborhood residents and their quality of life. Policies

on the neighborhood level for natural resources and the environment are centered on improving the quality of these resources and the environment so that City residents are afforded an acceptable quality of life. Efforts to improve the environment include strengthening the City's tree planting program, the promotion of community gardens throughout the neighborhoods and other programs that are concerned with improving the character and quality of the City's built environment.

GOAL:

Protect and improve the neighborhood environment in the City by protection of open space and the natural environment and reduction and control of noise and air pollution.

POLICIES:

- A. Establish planning and development guidelines to promote and increase open space, greenspace, landscaping, and trees and natural vegetative areas instead of paved areas.
- B. Decrease man-made threats to the neighborhood environment through more stringent enforcement of city and state environment laws and regulations.
- C. Develop and enforce performance standards to reduce the level of noise, odor, and vibration to eventually achieve federal standards throughout the City of Providence.
- D. Promote and strengthen the City's tree planting program to increase the number of trees in the City by at least 1,000 per year.
- E. Support and encourage neighborhood groups in the development of community gardens throughout the City.

A4 WATERFRONT

Providence's entire waterfront area is rich in natural resources. In recent years, however, the waterfront has been neglected. The result of this neglect is a waterfront plagued with a number of environmental constraints. Environmental issues that affect the areas natural resources include air quality, odors, pollution of the water and noise. Such concerns arise from various sources such as truck traffic, materials processing, sewage treatment and a range of related industrial activities. Most of the aforementioned issues impact the Port area of the waterfront, but they also have an impact on the balance of the waterfront area. Providence must reclaim its waterfront through the protection of its vast resources. Through this plan the waterfront will be proactively preserved and environmental protection policies will be set that will reclaim and protect the natural resources and environment of the waterfront.

GOAL:

Protect and preserve the natural environment along the waterfront by decreasing air and water pollution along the developed waterfront.

POLICIES:

- A. Enhance and protect water quality in the harbor and other waterways.
- B. Decrease the existence and creation of unnecessary point and non-point pollution sources.
- C. Protect shore areas, waterways and waterbodies, examples of the city's natural heritage, from harmful effects of development.
- D. Protect water quality from impacts of shipping and commercial activities in the Port of Providence.
- E. Promote shoreline recreational access and usage and develop and maintain open space areas along the waterfront.
- F. Promote the development of programs that will upgrade the water quality of the Providence River, Seekonk River and Narragansett Bay through addressing the problems caused by combined sewer overflows, to allow direct and extensive recreational and commercial (fishing) use of the surface water resources.
- G. Develop recreational plans in collaboration with the state and the City of East Providence for uses of the Seekonk River to ensure respect for competing uses.
- H. Control and limit commercial traffic (other than modes of transportation) north of the Hurricane Barrier on the Providence River and on the Seekonk River.
- I. Review applications and establish control of docks, and other maritime facilities which fall under the jurisdiction of the City of Providence ensuring compatibility with established recreational uses.
- J. As part of the Harbor Management Plan, establish a no wake zone on the Seekonk and other rivers in the city, where appropriate, to protect small boat traffic and established recreational uses.

4.5 HISTORIC PRESERVATION AND CULTURAL RESOURCES

The past is not the property of historians; it is a public possession. It belongs to anyone who is aware of it, and it grows by being shared. It sustains the whole society, which always needs the identity that only the past can give.

*Dr. Walter Havinghurst,
Miami University*

Providence's rich historic legacy, resources and opportunities have been recognized. Residents have a sense of stewardship which is focused on preserving that legacy and making the appropriate use of historic and cultural resources. These resources are vast contributors to the sense of place and quality of life that Providence possesses and wishes to maintain.

Historic preservation is closely related to other citywide planning activities, such as economic development, community services and facilities, open space and recreation. The city's historic character is an attraction for new residents that often results in new economic opportunities for the city and the need for additional services, facilities and open space. For these reasons, it is important that historic preservation and cultural resource activities be recognized as a major factor in all City activities.

The extent of the remaining historical properties and assets in Providence makes the preservation movement a priority. And while public policy regarding preservation is vital, the private sector must commit to preserving the historically and architecturally significant areas and structures, as well. The following is a combination of goals articulated by the Rhode Island Historical Preservation Commission (RIHPC), the City, and the Providence Preservation Society. These goals are intended to reinforce and support on-going historic preservation activities and to proactively protect, preserve and enhance the City's historic resources.

Goals and policies for the historic preservation and cultural resources element of the comprehensive plan are identified and discussed as follows:

HISTORIC PRESERVATION

- A1 Citywide
- A2 Downtown
- A3 Neighborhood
- A4 Waterfront.

CULTURAL RESOURCES

- C1 Citywide
- C2 Downtown
- C3 Neighborhood

4.5.1 HISTORIC PRESERVATION: GOALS AND POLICIES

A1 CITYWIDE

Preservation shall be a major component of life, at all levels, in the City of Providence. To date, while the importance of preservation has been recognized by many, its potential

to strengthen and improve the health of the city has not yet been realized. The recognized value of the City's historic fabric makes preservation a priority.

The City of Providence is one of the region's most historically significant communities as evidenced by the existence of twenty six national historic districts and six local historic districts within the City. The City's historic heritage and architecture will be broadly promoted to enhance its attractiveness as a tourist attraction. This will create additional economic opportunities for the City and aid the City in its revitalization of key neighborhoods located within national and local historic districts.

Efforts will be made to protect and to preserve Providence's historically significant buildings and to lessen the incidence of demolition of these structures. Adaptive reuse of these buildings in lieu of demolition will be encouraged. The historic integrity of key neighborhoods and locations throughout the City will also be preserved through the development of a design review mechanism for historic properties.

The historic potential of the City is explicitly acknowledged, and the following goals and policies are intended to reinforce and support the on-going historic preservation activities and to proactively protect, preserve and enhance the City's historic resources.

GOAL:

Promote preservation of historically and architecturally significant buildings in the city of Providence. Recognize the importance of preservation and the role it can play in strengthening and improving the City.

POLICIES:

- A. Establish a partnership between city, state and private organizations to establish an organized public information campaign, to improve the public's awareness regarding the historic significance of structures and areas in the city.
- B. Develop additional incentives for the rehabilitation of structures with architectural or historic merit.
- C. Encourage owners of historic structures to apply for federal and state tax relief when rehabilitating buildings.
- D. Encourage the implementation of innovative preservation techniques such as adaptive reuse, tax incentives and demolition delay for buildings with historic significance rather than demolition of such buildings.
- E. Develop design maintenance standards for historic properties requiring that replacement features be identical or very similar to original features.

- F. Review preservation plans developed by the RIHPC and other organizations and make recommendations for their implementation and incorporation into the Comprehensive Plan Series, including designation of responsible parties, identification of funding and setting schedules for action. Integrate these recommendations with those made in City studies and plans, thereby creating a consolidated approach to each area of the City.
- G. Require institutions to identify historic buildings and present plans for their use.

A2 DOWNTOWN

Providence's downtown area is well known for its historic character and charm. In fact, this area is listed on the National Register of Historic Places. A significant amount of the historic and architecturally significant buildings located within the area, however, are currently vacant or underutilized, as a direct result of the out migration of many businesses from the downtown. Adaptive reuse and revitalization of these buildings is necessary to maintain the downtown's historic character and charm. Downcity Providence, a recent planning effort to revitalize the Policies for the Downtown are focused on preserving these buildings and encouraging the adaptive reuse of these structures to ensure their continued existence.

GOAL:

Protect and preserve historically significant buildings in the downtown area and promote the area's rich historic and cultural heritage.

POLICIES:

- A. Encourage preservation of historically significant buildings in the downtown through adaptive reuse, revitalization of the area and demolition control.
- B. Establish design review criteria to encourage the preservation of the historic character of the area.
- C. Protect and preserve the area through the use of zoning, easements and other historic preservation tools.
- D. Promote the historic character and charm of the downtown to attract tourism and other economic opportunities for the area.
- E. Protect historic streetscapes and restrict heights in designated areas.
- F. Discourage street and alley abandonments in the downtown.

A3 NEIGHBORHOOD

Many neighborhoods within the City of Providence are well known for their historical legacy. Neighborhoods such as Elmwood, College Hill and Smith Hill contain a variety of his-

torical structures and institutions which add to the character and appeal of these neighborhoods. These neighborhoods must be proactively preserved and protected to ensure the historic character and design of the neighborhoods. Efforts must be made to educate city residents regarding the historical character and inherent value of their neighborhoods. The city will promote the attributes and preservation of historic structures and cultural resources located within its neighborhoods.

GOAL:

Encourage growth that preserves the historic and architectural character of Providence's neighborhoods, many of which are on the National Register of Historic Places, while providing city services and accommodating housing needs.

POLICIES:

- A. Extend local historic district boundaries and create new local historic districts which are less restrictive, in accordance with neighborhood interests and recommendations.
- B. Expanded existing and new local historic districts should be evaluated for different levels of historic district controls.
- C. Encourage the preservation of Providence's historic neighborhoods and enhance their livability as appealing places for families of varied income levels to live.
- D. Develop standards for surplus property and street abandonments to eliminate inappropriate uses and creation of large scale blocks which are inappropriate in our neighborhoods.

A4 WATERFRONT

The City of Providence developed around its waterfront; its historic character evolved from the City's waterfront heritage. While Providence's waterfront is well known for its historic character, very little of that historic character still exists. With the development of Capital Center, steps to recognize the historic waterfront are being taken with the development of Waterplace Park. Future development should, where possible, recognize the waterfront's historic character.

GOAL:

Increase awareness of the historical significance of the City's waterfront through preservation and redevelopment.

POLICIES:

- A. In planning for the redevelopment of the Old Harbor District when Interstate 195 is moved south of the hurricane barrier, the historic character and fabric of Providence's waterfront should be recognized and included in the plan.

- B. Develop design guidelines for the waterfront which incorporate provisions for views corridors and setbacks.
- C. Develop a brochure that documents the history of the waterfront and its significance to the City of Providence so that the citizens are aware of the waterfront's historic heritage and charm.
- D. Protect and preserve the waterfront by ensuring that all new development is in compliance with the historic character of the waterfront.
- E. Strengthen the City's cultural ties to the waterfront through the Capital Center Project and the redevelopment of Old Harbor and Corliss Landing.

4.5.2 CULTURAL RESOURCES: GOALS AND POLICIES

C1 CITYWIDE

Providence is fortunate to have diverse cultural activities and attractions. The number of public and private libraries, theaters, auditoriums, museums, educational institutions, a civic center, landmarks and attractions are a part of the City's inventory of cultural resources and opportunities. Providence's cultural resources should be protected and expand to ensure that it retains its rich cultural heritage and opportunities. As the City plans to build its tourist base and to promote the City as an attractive place in which to hold conventions, the City must expand and enhance its cultural base to ensure its attractiveness.

GOAL:

Promote and enhance the City's cultural attributes to increase the City's attractiveness as a tourist and conventioners hub.

POLICIES:

- A. Investigate and encourage the development of joint marketing possibilities for concert halls, theaters, other facilities for the performing arts and performing arts groups and organizations.
- B. Support the enhancement of the Roger Williams park and Zoo as a city and regional cultural resource.

C2 DOWNTOWN

Many cultural attractions exist within the downtown area. These attractions include: the Trinity Square Repertory Theatre, the Providence Center for the Performing Arts, the Veterans Auditorium and the RISD Museum of Art and several small performing arts groups. Additional cultural attractions in the downtown will serve to further establish the area as a cultural center for the state and region. As more and varied cultural

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attractions are created in the area, activity in the downtown will be increased which is one component that will lead to the revitalization of the downtown.

GOAL:

Encourage and promote the development of additional cultural facilities in the downtown area and enhance the areas attractiveness as a cultural center.

POLICIES:

- A. Promote the development of an arts and entertainment district and encourage the intensification of cultural events in the downtown.
- B. Promote the areas attractiveness as a cultural center, with appropriate joint marketing.
- C. Evaluate, modify if necessary and adopt the Providence Foundations' Arts and Entertainment District Plan as an element of the Comprehensive Plan Series.
- D. Support the development of a museum/archives center in Downtown.

C3 NEIGHBORHOOD

Cultural resources at the neighborhood level consists of branch libraries, community centers, museums and other attractions. These resources serve to define quality of life aspects within the neighborhoods. Neighborhood groups also play an essential role in defining the quality of life aspects within the neighborhood. In essence, the more cultural resources and neighborhood groups existing within a given neighborhood the more attractive the neighborhood is for residential living. The city will protect and preserve cultural resources at the neighborhood level through the following goals and policies.

GOAL:

Encourage neighborhood groups and others to provide a variety of ethnic, cultural and entertainment activities for city residents.

POLICIES:

- A. Coordinate cultural resources at the neighborhood level.
- B. Promote the various programs and activities sponsored by neighborhood groups and community centers.
- C. Encourage additional cultural activities at the neighborhood level including fairs, festivals and concerts.
- D. Encourage the development of additional programs and activities at the various community centers to ensure that the diverse needs of city residents are effectively met.

C4 WATERFRONT

The City's waterfront is a valuable resource that should be accessible to all City residents. The promotion of cultural activities and events along the waterfront can significantly increase accessibility to and from the waterfront. The City will encourage the promotion of such events and will work with community groups and others to plan appropriate activities for the waterfront.

Additionally, the city will establish a cultural zone along the waterfront which will be the site of long term cultural attractions such as museums, riverwalks, and other activities. Goals and policies for the City's waterfront are centered on improving the waterfront's accessibility and stimulating an appropriate amount of cultural activities for the long term enjoyment of city residents and as an attraction for tourists.

GOAL:

To improve and enhance pedestrian access to and from the City's waterfront and to promote the waterfront's attractiveness as a cultural resource.

POLICIES:

- A. Work to develop a wide range of cultural attractions in India Point and along the Providence River from Fox Point to Downtown.
- B. As part of the plan for the relocation of I-195, locate historic and cultural activities in some of the land that is freed as part of the highway relocation.

4.6 COMMUNITY SERVICES AND FACILITIES PLAN

Shall provide an inventory of existing and forecasted needs for facilities and services used by the public such as, but not limited to, educational facilities, public safety, water, sanitary sewers, libraries and community facilities.

*Rhode Island Comprehensive Planning and Land Use
Regulation Act (R.I.G.L. 45-22.2)*

Changes in land use, demographic distribution of the population, and the evolving economic situation in the City will have an impact on the demand, location and level of service for community services and facilities that will be needed to adequately serve city residents. Providence faces the same problem as other urban areas including drug use, unemployment, crime and a high drop out rate.

To address these concerns the Mayor has set forth a series of goals to make the city a better place. These will be stressed through the goals and policies of this comprehensive plan. They include eliminating drugs from the City's neighborhoods, equipping social service agencies with the tools and resources required to meet the needs of City residents for social services, improving the school system, supporting and encouraging organizations such as churches, libraries and civic organizations that contribute to the quality of life.

Community services and facilities must be designed to meet the public's needs. Community services and facilities directly impact the ability of a communities citizens to live in a safe and adequate environment. Changes in the land use, demographic distribution of the population, and the evolving economic situation in the city have an impact on the demand, location and level of service for community services and facilities. Policies should strive to ensure the equitable provision of community services and facilities citywide. Policies for these systems and facilities will be presented on a citywide level in this component of the plan. These policies pertain not only to the systems and facilities as they currently exist, but also to their future development and improvement. The community services and facilities of the city are identified and discussed as follows:

Community Services and Facilities

CS1 Water Supply System	CS6 Police, Fire and
CS2 Wastewater	Public Safety
CS3 Solid Waste Collection	CS7 Health Care
And Disposition	
CS4 Gas and Electricity	CS8 Schools
CS5 Human Services	CS9 Library Services
	CS10 General
	Government

4.6.1 COMMUNITY SERVICES AND FACILITIES: GOALS AND POLICIES

CS1 Water Supply System

The water supply system of the city, which is one of the best water quality systems in the country, should be protected and preserved to ensure a safe and adequate supply of water. It should be reemphasized that this system serves not only the City of Providence, but Cranston, Johnston, North Providence and portions of Warwick, East Providence, Smithfield and the Kent County Water Authority. As a result, the City must participate in collaborative efforts with cities and towns that utilize the same water supply system to ensure that there is shared responsibility in maintaining the system and providing for its protection.

Currently the system is in need of upgrading and improvements to ensure that it will be able to continue to provide adequate service to current and future users. Goals and policies for the water supply system are focused on protecting, preserving and enhancing the system to ensure its continued safe and efficient operation and to maintain its status as one of the best systems in the country.

GOAL:

Provide for a safe and adequate water supply system that is able to serve residential, commercial and other users.

POLICIES:

- A. Address storage and distribution problems in order to cope with predicted long-term growth in the service region and population served.
- B. Implement a watershed protection plan for the entire Scituate Reservoir watershed area.
- C. Conduct studies of water system demand, safe yield, and facilities needs to ensure that future needs for water are met.
- D. The Providence water distribution system should be regularly improved with the installation of state of the art equipment and infrastructure.
- E. Discourage industrial use of potable water when other water sources can be made available or technology can minimize the need.
- F. Protect and preserve the watershed land of the Scituate Reservoir by mandating additional regulations to restrict pedestrian and vehicular access to the reservoir.
- G. Continue to support all watershed protection efforts, including use of the power of eminent domain to acquire property rights.

CS2 Wastewater

Wastewater in the City of Providence is collected by a series of lateral and interceptor sewers which carry sewage by gravity or pumped pressure to the sewage treatment facilities at

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Fields Point. The City of Providence, like many older cities, contains a predominately combined sewer and storm water system. This system on occasion has problems when the combined sewer overflows into the Providence River during and after storm events, resulting in extensive pollution.

The Narragansett Bay Commission (NBC) is primarily responsible for maintaining and operating the city's wastewater treatment system. While the City is primarily responsible for maintaining its wastewater treatment facilities. The NBC is committed to correcting the problems caused by combined sewer and storm water systems and improving the water quality of local rivers and the Narragansett Bay. The goals and policies of the city are focused on helping the NBC achieve its objectives and ensuring the continued operation of the wastewater system.

GOAL:

Provide for an efficient and sanitary wastewater treatment system that adequately services the entire City.

POLICIES:

- A. Improve water quality in Narragansett Bay through resolving the CSO problems.
- B. Ensure effective operation of existing facilities and equipment through on-going maintenance and repair when needed.
- C. Ensure effective operation of sewer system through sewer system improvements which include: Combined Sewer Overflow mitigation projects, outlying sewer and pump station projects, and vehicle and equipment purchases.
- D. Continue the policy of the city funding improvements in the wastewater lines that are its responsibility.
- E. Ensure that all new development and redevelopment projects include separate wastewater and storm water lines.

CS3 Solid Waste Collection and Disposition

As the central landfill in Johnston nears capacity, alternate sites for landfills and new methods of disposing of solid waste must be generated. Current efforts to reduce the amount of disposable solid waste include a recycling program administered by the State Department of Environmental Management, plans to construct three new incinerator plants, and rehabilitation of an existing incinerator plant which has been dormant for years. Through this plan, efforts will be made to substantially reduce the amount of solid disposable waste in the city.

GOAL:

Reduce the amount of waste that is disposed of by landfill through recycling programs, and encourage other viable methods of solid waste reduction and disposal.

POLICIES:

- A. Encourage and support recycling programs to reduce the amount of disposable solid waste.
- B. Encourage and support groups such as Keep Providence Beautiful to reduce litter and dumping in the city's neighborhoods and to promote the proper disposal of solid waste.
- C. Encourage area businesses and industries to use recyclable products.

CS4 Gas and Electricity

Gas and Electricity are provided to the residents of the City of Providence. Gas is provided by the Providence Energy Corporation, a public utility which owns the Providence Gas Company; while electricity is supplied by the Narragansett Electric Company and its wholesale affiliate, New England Power. Through the New England power pool, the electricity resources of six New England states are pooled in the interests of consumers. There has been an increase in demand for both services in recent years. This increase in demand has led to concerns regarding the City's and the State's ability to adequately meet resident needs for these vital utilities. Through the goals and policies of this comprehensive plan the future needs of city residents for these vital services will be addressed.

GOAL:

Provide for the gas and electricity needs of City residents and the State by supporting the expansion of these utilities in a way that lessens the impact on the environment.

POLICIES:

- A. Work with Narragansett Electric and Providence Gas by providing them with city plans for growth and change as they plan for the future utility needs of city and state residents.
- B. Support Narragansett Electric's plans to "repower" the Manchester Street station in Providence as the most economical and efficient way to increase electricity generation.
- C. Support the Providence Energy Corporation plans to expand its distribution of gas by connecting with both Tennessee Gas Pipeline Company and the proposed Champlain Pipeline.
- D. Prohibit development of private generators using coal or oil.
- E. Encourage utility companies to use best and most advanced technology to minimize environmental impacts on air quality.
- F. Require that utility companies prepare plans for future growth and development. Ensure that these plans are consistent with this comprehensive plan.

CS5 Human Services

The need for human services in the City is constantly changing as new issues impact city residents and as the demographic composition of the City evolves. Collaborative efforts between city, state, local and private organizations must be made in order to meet the changing and growing needs of city residents. Organizations such as Providence Community Action Program and the multi-service community centers have played key roles in meeting the human service needs of city residents. Despite the provision of these vital services, a number of issues continue to adversely affect city residents: homelessness; adolescent pregnancy and teen parents; substance abuse to name a few.

GOAL:

Assure that Citywide community services and facilities achieve standards which maintain and improve existing quality and address current deficiencies, accommodate the effects of future growth and development.

POLICIES

- A. Encourage City support for existing human service delivery centers, such as the twelve neighborhood community centers.
- B. Create a comprehensive human services plan, including a needs assessment, of human services provision and delivery.
- C. Support public and private agencies, specifically to address changing needs of the city's population.
- D. Continue and expand the network of public and private social service providers, insuring coordination of services, both in terms of type and distribution.
- E. Provide assistance where possible to the community centers consortium.
- F. Consult national standards for provision of community services and facilities and evaluate providers and apply standards where applicable.

CS6 Police, Fire and Public Safety

Public safety is of the utmost importance. City residents should feel safe anywhere in the city and at all hours of the day and night. The Providence Police and Fire Departments are charged with ensuring a safe and secure atmosphere for city residents. In addition, the City utilizes a number of emergency response systems and teams to provide for and ensure the safety of its citizens. As a result, goals and policies of this comprehensive plan, as they relate to police, fire and public safety, are focused on ensuring the highest quality police and fire protection and planning and supplying facilities that reinforce these functions.

GOAL:

To ensure the safety and welfare of City residents through the provision of fire and police protection and to make sure that these departments have adequate resources and knowledge to perform these vital services.

POLICIES:

- A. Work with police and fire to develop new techniques that better serve the changing population of Providence such as community policing and interpretive services.
- B. Consider development of branch police stations, possibly in combination with fire stations, as necessitated with changes in population distribution and density.
- C. Develop programs, including education, to address the drug problem in the city.
- D. Provide modern facilities for the administration and training of fire and police personnel through new construction or rehabilitation of facilities such as the public safety building.
- E. Promote ongoing training and certification of police and fire personnel.
- F. Conduct a comprehensive safety study/analysis for the City to determine and assess current and future safety needs of city residents and implement a plan to address these needs.
- G. Conduct a study to determine the location and extent of hazardous materials within the city and implement a strategy to reduce or eliminate these hazardous materials. Ensure that emergency readiness exists to react to any hazardous material emergency including acquisition of appropriate equipment and the establishment of evacuation plans.

CS7 Health Care

A. Hospitals and Emergency Treatment Centers

There are several medical institutions in the city that serve the needs of residents and the state. It is essential that these institutions be able to expand to properly serve the people of Rhode Island, however, it is essential that this expansion not adversely impact the city's neighborhoods. To this end, the city will work with these institutions to assist them in the development of their master plans for growth, so that they can continue to meet the health needs of the city's residents while not adversely impact the city's neighborhoods.

GOAL:

Work with the medical institutions in the city to assist them in developing their master plan for growth and expansion to insure that new development does not adversely affect the city's neighborhoods.

POLICIES:

- A. Require that every medical institution prepare a facilities master plan and work with them to minimize impact on the city's neighborhoods.
- B. Revise, in cooperation with medical institutions, the requirements for the institutional master plan to insure that the plan allows the city to clearly evaluate the impacts that expansion will have on the city's neighborhoods.
- C. Support the growth and expansion of medical facilities to serve the city and state while minimizing the impact on surrounding neighborhoods.
- D. Require hospitals and health care facilities to file five year plans with the city, so that the city can effectively coordinate their plans for expansion with the needs of city residents.
- E. Support private efforts to supply mobile vans to meet the health needs of those unable to utilize existing medical facilities.

B. Heath Care

Health services in Providence are provided by private institutions which are regulated by the Rhode Island Department of Health. The effective delivery of health care to all the residents of the city is vital to the quality of life in the city. This is especially challenging given the cultural diversity existent in our city.

GOAL:

Work with private health providers and Federal, State and local agencies to achieve efficient and cost effective delivery of health care to all the residents of Providence.

POLICIES:

- A. Evaluate the delivery of health care in Providence.

CS8 Schools

Providence must be committed to achieving excellence in our school system. Presently, we are faced with a significant drop out rate and declining test scores. Students do not feel safe in the school facilities. We are losing our best and brightest students, our young families who have a choice and are not giving the children of Providence a chance to succeed. The education of our children must be the most important issue to our school administrators and teachers.

Providence must be committed to ensuring that all school age children receive a quality education; quality education is the key to attracting new industries and stabilizing our neighborhoods. The school system in recent years has been evolving from primarily an educational system to a system that not only

educates the City's children but provides other services crucial to their future development. These services include counseling; cooperation with community centers in latch key programs; substance abuse programs; parenting skills and other needed services. Providers of community services should be encouraged to pick up these essential programs so that the school system can concentrate on its primary purpose, the education of the city's youth.

The Providence schools are multi-cultural and multiracial. Recognizing this pluralism is vital to insuring a good education for all students. The fact that the students are of a mixed culture and race demands that the curriculum reflect the learning styles and ethnic cultures of all children. By recognizing this pluralism, the schools insure that all children have a right and access to the best education possible, regardless of culture, special needs, disabilities or limited English ability.

While the school system strives to meet the educational and other needs of students, improvements to the system must be made to ensure its effectiveness. Improvements such as an upgrading and repair of school facilities as outlined in the Renaissance 2000; improvement of the management of student enrollment; and development of programs to address at "risk" students, and expansion of the early childhood literacy programs grades K, 1 and 2.

In addition to meeting the physical needs of school facilities, the city needs to investigate empowering the principals, teachers and parents to directly manage the educational program in the neighborhood schools.

A review of the curriculum is necessary to determine its adequacy for preparing high school graduates to be productive members of society. Curriculum development should be done in consultation with local and state business leaders.

The Mayor has recently announced the Providence Plan, his initiative to create new hope and new opportunity for the people of Providence. A main thrust of the plan is to prepare today's children for tomorrow's jobs. The plan pointed out that effective schooling is the best and least expensive anti-poverty program the city can have. To this end, the plan sets forth four major goals:

- o develop a new vocational education high school in the southside of the city;
- o hire minority school teachers to serve as role models for minority students;
- o reward post-high school scholarships to students who make responsible choices in their lives and graduate from high school; and,
- o establish a public service academy at the city's high schools in order to educate future police officers, firefighters and school teachers.

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The Providence Public Education Fund is undergoing a study of the Providence Education System. Providence Blueprint for Education (PROBE), a study being completed by the Education Fund, will be released in early 1993 and should provide a cogent analysis of the current educational system and provide a guide for change to revitalize the schools.

GOAL:

To educate the citizen's of Providence and to prepare them for life in our changing society.

POLICIES:

- A. Develop a plan to bring educational excellence to the Providence School System, placing the needs and safety of the students first.
- B. Develop an educational curriculum to prepare the youth of the city for entering the work place or continuing their education.
- C. Increase private and semiprivate sponsorship of public schools and their programs.
- D. Implement needed improvements to school facilities cited in the Renaissance 2000 plan.
- E. Encourage and support the School Departments plans to expand the number of programs offered, to specifically meet the needs of the students.
- F. Involve parents in all aspects of the educational process, continuing evaluation of school based management.
- G. Work in cooperation with the state to locate a vocational education high school in the southside of Providence.

CS9 Library Services

Library services for the city are currently provided through a private nonprofit organization, the Providence Public Library. This organization is faced with a number of problems that affects its ability to effectively service city residents. These problems include inadequate funding, an inability to provide a complete set of services at all branch locations and underutilization by users particularly at the Main Library.

The library is a great resource not only to city residents, but to the school department and the business community. The City recognizes the importance of the library as an educational and cultural asset.

GOAL:

Encourage and promote the library's attributes and services and the continuation of these services.

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POLICIES:

- A. Encourage statewide financial support for the Providence Public Library.
- B. Encourage the library to improve access to the Libraries through the provision of adequate parking for cars and schools buses, and increase security measures particularly at the branch libraries.
- C. Encourage the library to continue coordination with the school department in order to plan ahead for curricula and project material needs.
- D. Encourage the library's provision of special vans to service school and library needs, focusing on poor areas.
- E. Encourage strengthening the role of the central library as a state and city library through enhancement of services provided, improvement of access to the facility, and through out reach programs.
- F. Encourage and promote coordination between the city and the library, and identify funds to provide additional security staff for the branch libraries.

CS10 General Government

The administrative offices of City Government are housed in a number of buildings throughout the City. Some of these buildings are in great need of repair, such as the building that currently house the police and fire departments. Policies for the comprehensive plan are focused on repairing these buildings where feasible and constructing new buildings where necessary. The intent is to have a City Government that runs efficiently and smoothly from adequate and safe facilities.

GOAL:

Maintain and improve where needed government buildings and offices to ensure that the administration of the City operates effectively and efficiently.

POLICIES:

- A. Provide adequate space and facilities required for the efficient functioning of city departments and agencies matching program needs with space requirements for all city departments and agencies.
- B. Increase amount of city owned premises (to house city departments and agencies) and increase the permanency of quarters, thereby improving efficiency. Investigate the possibility of developing a government center.
- C. Establish a sound maintenance program for all city-owned property and buildings to reduce the need for future major capital expenditures.
- D. Study the feasibility of fees and assessments for basic service provision and improvement in citywide services.

4.7 THE OPEN SPACE, PARKS AND RECREATION PLAN

Recreation covers a broad spectrum of events, activities, scenes and locations. It is much more than just sports events. It is the complete array of experiences that refresh the human spirit.

*Guidelines for Recreational
Development 1975-1980
CPC 1976*

A number of advances have been made regarding the provision of recreation and open space facilities in Providence over the past few years. At the federal, state and local levels, recreation and conservation have become priority issues. Recent legislation and funding programs prove that governments and public agencies are recognizing the intensity of demand for recreational areas, as well as the dire need to protect environmentally sensitive and significant areas.

While public, quasi-public and private services and programs recently have been expanded, additional recreation services are necessary in Providence. As the city's population increases, so will the demand for amenities and necessities such as recreation facilities. The next ten years will be crucial as demographic features change and the rate of development increases in the City of Providence.

The open space, parks and recreation plan examines the changing needs for recreation open space, parks and recreational facilities within the city. Efforts will be made through the development of this component to address current deficiencies. An examination of the city's future needs will also be assessed through this plan.

The Park, Recreation and Open Space Plan 1991-1995, report number one of the Comprehensive Plan Series of Providence 2000 has been completed as an amendment to this comprehensive plan. This plan covers the open space, parks and recreational needs of the city on a more specific level than addressed herein. Combined with the Providence 2000: The Comprehensive Plan, the recreation plan will accomplish the following important administrative objectives:

- o Provide the city with continuing eligibility to apply for and receive Federal and State park, recreation and open space grants.
- o Place the city in compliance with the 1988 Comprehensive Planning Act with respect to park, recreation and open space.
- o Coordinate and encompass state plans for the provision of outdoor recreation in Providence.

4.7.1 PARK, RECREATION AND OPEN SPACE: GOALS AND POLICIES FOR AREAS

A1 CITYWIDE

Although the City of Providence has one of the most diversified public park and recreation systems in New England, the system does not fully meet the needs of all city residents, particularly adults, females and the elderly. Moreover, this system must be adapted to meet the changing needs of city residents as evidenced by changes in the demographic composition of the city. The City, through this plan, will ensure that the existing system is modified and adjusted as needed to meet the changing needs of all city residents.

GOAL:

Provide for a park and recreation system that will adequately address resident needs for recreation and open space on an ongoing basis through promoting diversity in the existing system.

POLICIES:

- A. Provide a variety of active and passive recreation facilities geographically distributed to serve present and future needs of the city.
- B. Ensure that both the indoor and outdoor recreational needs of city residents are addressed through the establishment of indoor recreational facilities within the city.
- C. Efforts should be made to address current gaps in the parks and recreation programs to ensure that all residents needs are adequately addressed.
- D. Provide for the ongoing maintenance of all city recreational and park facilities and where necessary the rehabilitation of parks and recreational facilities.
- F. Provide for the recreational needs of special populations such as the handicapped, particular ethnic groups and the elderly by designing programs to encourage their use of the system.
- G. Encourage the conservation and preservation of environmentally sensitive recreational facilities such as the Roger Williams Park and the Mashpaug Pond Area.
- H. Encourage public participation in the planning of park and recreational activities to ensure that residents are adequately served.
- I. Protect important vistas throughout the city from future development.
- J. Develop recreation programs and facilities that are directly responsive to the changing needs of the population, and focus on target groups such as minorities, the elderly and the handicapped.

- K. Support all federal and state recreation-related plans that carry out Providence's plans and policies, and incorporate them into all local plans.
- L. Encourage pedestrian access to and passive use of the city's conservation areas.

A2 DOWNTOWN

The Downtown area currently has a number of recreational facilities such as the Biltmore Park, Kennedy Plaza, Burnside Park, Abbott Park, Cathedral Square and Trinity Mews. These facilities currently serve the recreational needs of downtown workers for passive recreation. As the city prepares for the revitalization of the downtown area, the provision of additional and varied parks, open space and recreational facilities will be an integral component of downtown revitalization. The relocation of the Woonasquatucket and Moshassuck Rivers will provide additional recreational activities in the downtown area. The movement of these rivers will create vistas and will allow for boating activities and serve as a tourist attraction in the downtown area.

GOAL

Provide recreational space and activities in the Downtown area that can be utilized by downtown workers and residents and ensure that these sites serve their intended function.

POLICIES

- A. Protect and preserve existing recreational facilities in the downtown area.
- B. Encourage the development of additional passive recreational sites in the downtown area as needed for workers and residents.
- C. Maintain the existing facilities.
- D. Encourage the development of recreational facilities and activities that will attract tourist and others to the downtown area.
- E. Encourage recreational activities on the rivers in the downtown area.
- F. Promote the restoration through public/private cooperation of historic public sculptures.
- G. Establish a park for children of families near or in the downtown.
- H. Encourage the state to prepare a downtown master plan for the open space that has or will be created as a result of the Capital Center and Old Harbor Plans.

A3 NEIGHBORHOOD

Providence is a very diversified city with twenty five distinct and unique neighborhoods. As each neighborhood is different so are the needs of the residents of each neighborhood for open space, parks and recreation. Through the goals and policies presented in this plan the city will address the needs of each neighborhood. Programs and facilities will be created to meet the specific needs of each neighborhood. In addition, the city will program improvements to the existing open space, parks and recreational facilities in the city's twenty five neighborhoods.

GOAL:

Improve the existing open space, parks and recreational facilities in the neighborhoods through the development of additional facilities in the neighborhoods where needed, changes in programming to meet neighborhood resident needs and a maintenance program designed to improve the existing system.

POLICIES:

- A. Promote the development of additional open space, parks and recreational facilities in neighborhoods where there is a demonstrated need for these systems.
- B. Encourage resident participation in planning for improvements to existing systems in the neighborhoods and in planning for the development of additional neighborhood systems.
- C. Provide for a diversity of recreational facilities and services in the neighborhoods to ensure that the varying needs of residents are adequately addressed in contiguous areas.
- D. Promote a policy of replacing lost greenspace as a part of redevelopment projects.
- E. Provide for a program of ongoing improvements and maintenance for the existing parks and recreational facilities in the City.
- F. Invest in park and recreation sites in "turn around" areas of the City to help provide amenities to redeveloping neighborhoods.

A4 WATERFRONT

The recreational potential of the Waterfront, particularly the Old Harbor section and the section that extends from the Henderson bridge to Pawtucket, has been largely ignored in the past. Through this comprehensive plan and other related documents such as the Providence Harbor-Special Area Management Plan and the State Comprehensive Outdoor Recreation Plan the recreational potential of the waterfront will be assessed, developed and promoted.

The City will work with the state, the Rhode Island Department of Transportation and other interested parties to increase and enhance recreational facilities in the area. Current plans include development of bikeways and a revitalization of the India Point Park. The following goal statement and policies will guide the City in developing the open space, parks and recreational potential of the waterfront area.

GOAL:

Encourage the protection and expansion of open space, parks and recreational areas in the waterfront and improve the areas accessibility.

POLICIES:

- A. Improve pedestrian access to the waterfront area.
- B. Promote the areas appeal as a recreational site through the development of a recreation plan for the waterfront area.
- C. Support state efforts to develop Water Place park.
- D. Continue with plans to study the City's industrial waterfront area.

4.8 THE TRANSPORTATION, PARKING AND CIRCULATION PLAN

The transportation network, which provides for access and communication among the interrelated functional systems of the City, has been and will continue to be the single most important influence over the City's structure.

*The Comprehensive Plan 1966
Chicago, Illinois*

Providence, like most developed cities, contains transportation networks of statewide as well as regional importance. Yet as development continues at increased rates particularly in the downtown area- the road system as it exists can not support the newly generated traffic, and the other modes of transportation will have to expand their services in order to satisfy increased demand. The majority of development projects in Providence include both improvements to the quality of existing roads as well as the construction of new roads. For example, the Capital Center project includes the creation of Memorial Boulevard, the relocation of the Mohassuck and Woonasquatucket Rivers, the reconstruction of Exchange Terrace, the continuation of Exchange Street to the State House and the construction of the Francis Street overpass. In the same geographic area, the construction of the new Civic Center Interchange to I-95 is also an important improvement. In most cases the state DOT is involved.

While the state maintains a prioritized list of planned roadway improvements, a number of improvements are planned at the local level, as well. Through improvements in the existing roadway system the citizens of Providence will be provided with a safe and adequate transportation and circulation system.

The following delineates the goals and policies for transportation facilities within Providence. These goals have been broken down according to the areas as follows:

- A1 Citywide
- A2 Downtown
- A3 Neighborhood
- A4 Waterfront

4.8.1 TRANSPORTATION: AREA GOALS AND POLICIES

A1 CITYWIDE

The city will direct its transportation policies toward improving the existing road system and the circulation pattern of the city where necessary. Since the city contains a number of roads of regional significance such as I-95, I-195, Route 1 and Route 146 the city will work closely with the state and other communities in implementing plans for improvement and

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maintenance of these roads. In addition the city will promote and encourage the development and use of transportation modes other than the automobile to reduce congestion, circulation, parking and pollution problems in the city.

GOAL:

Promote an efficient and balanced urban transportation system to encourage energy conservation, reduce air pollution and traffic congestion, lessen the impact of vehicular traffic on residential neighborhoods, and improve access to employment and commercial centers.

POLICIES:

- A. Conduct a citywide traffic study including all modes of transportation.
- B. Continue to improve the arterial street system within the City, in cooperation with the State Transportation Improvement Program.
- C. Discourage street and alley abandonments citywide.
- D. Encourage mass transit use to reduce air pollution caused by automobiles and to alleviate the needs for additional parking in downtown.
- E. Continue to support and encourage the provision of special needs transportation services, such as those for elderly and handicapped persons.
- F. Maintain the city's roadway system to ensure that it is able to handle present and future traffic demands.
- G. Coordinate signage throughout the City to improve circulation of traffic.
- H. Continually review and monitor traffic and development data to assess the adequacy of the existing system and to make recommendations for improvement.
- I. Relocate I-195 south of the Hurricane Barrier to improve traffic flow within the city.
- J. Foster the highway improvements proposed on the Transportation and Circulation Plan map.
- K. Direct commercial and institutional traffic and parking to major arterials.

A2 DOWNTOWN

The downtown is adversely affected by the perception of parking and circulation problems that severely limits its ability to attract people to the area for activities other than work. The Downtown Parking Garage Marketing Study for Providence by Wilbur Smith and Associates noted a deficiency of 649

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parking spaces in the downtown in 1987. The study also noted a possible deficit of 2,286 parking spaces if all buildings in the downtown were fully occupied.

Circulation in the downtown area is another problem which must be addressed. There is currently a lot of congestion in the area due to the large number of vehicles entering the downtown and inadequate signage (signage that is not readily visible to motorists). These problems must be addressed to improve access to the downtown.

GOAL:

Promote the continual improvement of the interstate system around the city with the relocation of I-195 (Providence River Bridge) south of the hurricane barrier to improve access and circulation in the downtown area .

POLICIES:

- A. With the relocation of I-195, develop an integrated traffic system for the smooth flow of automobile, mass transit, pedestrians and other alternate modes of transportation throughout the downtown.
- B. Review the provision of parking as part of general downtown development plans, at competitive and reasonable rates.
- C. Promote improved access to the downtown area by providing a system of roads that are safe and efficient.
- D. Encourage pedestrian travel in the downtown area by providing walkways, corridors and safe intersections.
- E. Encourage mass transportation and alternate modes of transportation in the downtown.
- F. Encourage the development of efficient interface of all modes of traffic in the Central Business District.
- G. To encourage mass transit, promote the development of a bus station in the downtown.
- H. Incorporate the Capital Center project road system into the entire downtown circulation system, including pedestrian traffic movements.

A3 NEIGHBORHOOD

Traffic flow must be studied in the city's neighborhood to determine the implications of traffic on neighborhood land uses and pedestrian movement from one area to another. Where traffic flow problems exist that adversely affect residential land use and pedestrian flow, the city must make necessary improvements to protect this residential character.

Pedestrian travel in the neighborhoods must be improved. Many of the city sidewalks are in need of resurfacing. The city needs to support the Rhode Island Public Transit Authority (RIPTA) Bus Service Network to ensure a viable and affordable means of transportation for those residents of the city who do not own automobiles. Efforts will be made through the goals and policies presented here to improve the existing circulation system within the neighborhoods and to promote safe, orderly and efficient modes of transportation in the city's neighborhoods.

GOAL:

Create and maintain city traffic patterns that protect the livability of Providence's established residential neighborhoods while improving access and mobility Citywide and discourage development that would adversely impact on traffic and pedestrian movement.

POLICIES:

- A. Ensure safety of neighborhood streets for pedestrians through signage, traffic flow management and density controls.
- B. Evaluate existing traffic patterns in the neighborhoods and make recommendations for alterations and improvements where necessary.
- C. Evaluate existing road conditions in the neighborhoods and make improvements where needed.
- D. Continue to work with RIPTA in programs to maintain and increase transit ridership.
- E. Promote a variety of modes of transportation throughout the City to increase resident mobility.
- F. Discourage the use of neighborhood streets for intercity travel, commercial and institutional traffic.

A4 WATERFRONT

Transportation, parking and circulation policies for the waterfront are directed towards improving access, including pedestrian access. Access to the waterfront, in particular the Port area, will be improved by increasing the ways in which individuals can get to the waterfront and by improving existing routes or egresses to the area. The City will work with the State Department of Transportation to evaluate a range of alternative roadway improvements to enhance area access to and from I-95, which is a primary route to the waterfront area. In addition, the city will encourage and promote pedestrian access to the Old Harbor section, and the area extending from the Henderson Bridge to Pawtucket, and discourage development or intensification of roadways abutting these waterfront areas. Through the goals and policies established for transportation, circulation and parking on the waterfront the city will promote an orderly growth and revitalization of the waterfront area.

GOAL:

Encourage and improve pedestrian access to the waterfront.

POLICIES:

Residential Waterfront

- A. Encourage the development of walkways and corridors to improve pedestrian access to the waterfront.
- B. In residential waterfront areas, encourage the area along the waterfront to be used passively and not for vehicular access.

Industrial and Commercial Waterfront

- A. Encourage the development of marine related land use facilities with the Port of Providence and other agencies.
- B. Coordinate planning for the area with pending, ongoing and future infrastructure improvement projects undertaken by City, State and Federal agencies.
- C. Develop plans for the improvement of the area's local road system by increasing road widths so that trucks can access the area more freely.
- D. Establish a publicly accessible water dependent area, such as a marina, at the southern tip of Fields Point.
- E. Promote and coordinate the planning and development of marine related land use facilities with the Port of Providence and other agencies.

PROVIDENCE 2000:
5.0 PROVIDENCE 2000:
AN ACTION PROGRAM

5.0 PROVIDENCE 2000: AN ACTION PROGRAM

A statement which defines and schedules for a period of five years or more the specific public actions to be undertaken in order to achieve the goals and objective of each element of the comprehensive plan.

*Rhode Island Comprehensive Planning and
Land Use Regulation Act
R.I.G.L. 45 - 22.1*

Providence 2000: An Action Program, is the final component of the comprehensive plan. This action program consists of a series of steps devised and scheduled to implement the goals and policies identified within Providence Tomorrow. The action program is broken down into four specific sections: Implementation, The Work Program, The Capital Improvement Program and The Plan Summary.

5.1 IMPLEMENTATION

The goals and policies of the city as outlined in Providence 2000: The Comprehensive Plan will direct and coordinate future growth and development in the city. In essence these goals and policies are the direction for implementation. As a result all city plans must be reviewed to ensure their conformance with the goals and policies of Providence 2000: The Comprehensive Plan.

Implementation of this plan involves first and foremost identification of the persons, agencies and departments responsible for implementation. These persons must be clearly identified to ensure that the plan becomes a reality. A listing of the various parties involved in the implementation and what their responsibilities and obligations will be are included in Appendix A.

Second, a process for implementation must be established to ensure that this plan serves as the blueprint for growth and development as it is intended. Thus, a review process must be established to ensure that all city plans are in conformance with this plan.

Finally, procedures must be established whereby this plan and other supporting plans are updated as the goals and policies of the city change and evolve over time.

5.2 ENFORCEMENT OF THE PLAN

A comprehensive plan is developed and adopted to direct growth and change. Therefore it is essential that the plan be followed if the goals of the city are to be achieved. Section 1014 of the Providence City Charter requires that no zoning ordinance shall be amended, no capital improvement shall be funded nor shall any development proposal, whether private or

public, be approved unless it conforms with the Comprehensive Plan. R.I.G.L. 45-22.2-13 (C) requires that all land use decisions by the city shall be in conformance with its comprehensive plan.

The provisions of the city charter and state law make the comprehensive plan a strong document. Regardless how strong the language, interpretation and enforcement of the provisions of this plan is the key to how the plan is implemented. Therefore, it is essential that the people of the city of Providence are vigilant. Only through the supervision of the citizens of Providence, can we be assured that the plan is carried out to the fullest. The people of Providence are the enforcement agents for the city's Comprehensive Plan.

5.3 THE WORK PROGRAM

The work program consists of a series of scheduled activities and tasks that will be carried out in executing The Providence 2000: The Comprehensive Plan. The following charts which

comprise the implementation strategies and timing priorities, the work program, of the Comprehensive Plan is organized, for each plan element, according to the following scheme:

Column One: Recommendation on specific action or task that should be carried out to achieve the goals and objectives of this plan.

Column Two: Timing sets a time frame for the completion of a particular task or activity.

- o Immediate - An activity with an immediate time frame has been started or will be started within the next two to three months. The expected date of completion for this activity is one year.
- o Short-term - A project or task with a short-term time frame will be started within one year and will be completed within two years.
- o Midterm - A midterm date is for projects that begin within one to two years and is completed within three years.
- o Ongoing - A project with an ongoing time frame is one that has been started or will be started within the next two to three months. It is a project that does not have a completion date, because it is a continuous activity.

Column Three: Lead Jurisdictional Agencies indicates those agencies that will be primarily responsible to initiate the implementation action as indicated in the recommendation.

Column Four: Other Participating Agencies Other agencies and individuals who are integral to performing the specific tasks and actions required to achieve the recommended or desired results. Citizen input will be sought in the development of all implementation strategies.

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5.2.1 LAND USE
IMPLEMENTATION STRATEGIES AND TIMING PRIORITIES

Recommendation	Timing	Lead Jurisdictional Department or Agency	Other Participating Agencies
1. Bring zoning and land use into conformance with the land use plan of this comprehensive plan and any adopted elements.	immediate	DPD, City Council, City Plan Commission	Mayor's Office Department of Inspections & Standards
2. Develop Area Plans as part of the Comprehensive Plan, which are plans specific to certain parts of the city such as: <ul style="list-style-type: none"> o A Downtown Plan o Neighborhood Specific Plans 	ongoing	DPD, City Plan Commission	Neighborhood Groups, Civic Organizations City Council
3. Develop the Comprehensive Plan Series, which are issue specific plans which include the following: <ul style="list-style-type: none"> o Housing Plan o Transportation, Parking and Circulation Plan o Natural Resources and Environmental Protection o Harbor Management Plan 	midterm	DPD, City Council, City Plan Commission	Department of Inspection & Standards, Civic Organizations, Mayor's Office
4. Implement a design review process for the review and approval of projects in the city.	midterm	DPD, City Council, City Plan Commission	Department of Inspection & Standards, Civic Organizations, Mayor's Office
5. Survey and identify environmentally important features within the City and develop a plan to preserve these features.	midterm	DPD, City Plan Commission	DEM, EPA Environmental Organizations
6. Evaluate all rezoning and variance requests for conformance with this plan.	ongoing	DPD, City Plan Commission	City Council Zoning Office

Column Four: Other Participating Agencies Other agencies and individuals who are integral to performing the specific tasks and actions required to achieve the recommended or desired results. Citizen input will be sought in the development of all implementation strategies.

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5.2.1 LAND USE
IMPLEMENTATION STRATEGIES AND TIMING PRIORITIES

Recommendation	Timing	Lead Jurisdictional Department or Agency	Other Participating Agencies
1. Bring zoning and land use into conformance with the land use plan of this comprehensive plan and any adopted elements.	immediate	DPD, City Council, City Plan Commission	Mayor's Office Department of Inspections & Standards
2. Develop Area Plans as part of the Comprehensive Plan, which are plans specific to certain parts of the city such as: <ul style="list-style-type: none"> o A Downtown Plan o Neighborhood Specific Plans 	ongoing	DPD, City Plan Commission	Neighborhood Groups, Civic Organizations City Council
3. Develop the Comprehensive Plan Series, which are issue specific plans which include the following: <ul style="list-style-type: none"> o Housing Plan o Transportation, Parking and Circulation Plan o Natural Resources and Environmental Protection o Harbor Management Plan 	midterm	DPD, City Council, City Plan Commission	Department of Inspection & Standards, Civic Organizations, Mayor's Office
4. Implement a design review process for the review and approval of projects in the city.	midterm	DPD, City Council, City Plan Commission	Department of Inspection & Standards, Civic Organizations, Mayor's Office
5. Survey and identify environmentally important features within the City and develop a plan to preserve these features.	midterm	DPD, City Plan Commission	DEM, EPA Environmental Organizations
6. Evaluate all rezoning and variance requests for conformance with this plan.	ongoing	DPD, City Plan Commission	City Council Zoning Office

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5.2.1 LAND USE
IMPLEMENTATION STRATEGIES AND TIMING PRIORITIES (CONTINUED)

7. Develop and adopt site plan review and other mechanisms to insure conformance with the comprehensive plan and protect the integrity of residential areas.	Ongoing	DPD, City Plan Commission	Neighborhood Organizations Department of Inspections & Standards
8. Submit Providence Redevelopment plans to the City Plan Commission to ensure compliance with this Comprehensive Plan.	Ongoing	DPD, City Plan Commission	Mayor's Office PRA
9. Review federal and state comprehensive plan guidelines on an ongoing basis to ensure the City's compliance with federal and state guidelines and the City's regional planning framework.	Ongoing	DPD, City Plan Commission	Mayor's Office
10. Collaborate with hospitals health care facilities and educational institutions in developing their five year plans to ensure that they are consistent with the needs of city residents. The city should participate in this endeavor by accomplishing the following: <ul style="list-style-type: none"> o Refine institutional master plan ordinance. o Work with institutions in the preparation of their master plans. o Establish an ongoing review process for the review of institutional master plans. o Revise institutional zoning ordinance. 	Ongoing	DPD, City Plan Commission	Mayor's Office Neighborhood Groups City Council

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5.2.1 LAND USE
IMPLEMENTATION STRATEGIES AND TIMING PRIORITIES (CONTINUED)

11. Review major projects for their impact on Providence and the Comprehensive Plans of the adjacent communities for their impact on the goals of this comprehensive plan.	ongoing	DPD, City Plan Commission	Neighborhood Organizations, Department of Inspections & Standards
12. Develop a coordinated data system (geographic information system) that links all departments and tracks the use, infrastructure, service, taxes, canvassing records and other applicable data.	ongoing	DPD, Assessor, Mayor, Council all departments	

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5.2.2 HOUSING
IMPLEMENTATION STRATEGIES AND TIMING PRIORITIES

Recommendation	Timing	Lead Jurisdictional Department or Agency	Other Participating Agencies
<p>1. Develop a series of housing plans which address critical issues such as affordability and availability of housing, homelessness, transitional and special needs housing. Include the following plans in this series:</p> <ul style="list-style-type: none"> o The Providence Plan o The Comprehensive Housing Assistance Strategy o Institutional Housing Plan 	Immediate	DPD, City Plan Commission, Mayor's Office	HUD, RIHMFC, Non-Profit and Private Development, Neighborhood Groups and PHA and the City Council
<p>2. Develop housing programs to meet the emerging and diverse needs of city residents including home-ownership programs and programs to encourage the development of citywide affordable housing that matches the scale and diversity of the neighborhoods.</p>	Ongoing	DPD, City Plan Commission, Mayor's Office	HUD, RIHMFC, Non-Profit Organizations, PHA and the City Council
<p>3. Develop a plan to improve and upgrade the city's existing housing stock through rehabilitation programs and grants. Include a program to assist nonprofit and private developers in acquiring and rehabilitating abandoned and deteriorating housing units as an element of this plan.</p>	Ongoing	DPD, City Plan Commission, Mayor's Office	HUD, RIHMFC, Non-Profit and Private Organizations, Neighborhood Groups, and the City Council.
<p>4. Evaluate and update, where necessary, Providence Housing Authority, Department of Inspections and Standards and the Housing Courts, policies, standards and regulations.</p>	Immediate	Department of Inspections & Standards, Mayor's Office	DPD, PHA, Neighborhood Housing Group, City Plan Commission

5.2.2 HOUSING
IMPLEMENTATION STRATEGIES AND TIMING PRIORITIES (CONTINUED)

5. Continue and enhance programs such as the Special Vacant Lot Program to promote the development of infill housing.	Ongoing	DPD, City Plan Commission	Non-Profit Organizations, City Council, PRA, Mayor's Office
6. Create a housing coordinator position within DPD to oversee housing programs and projects and to coordinate strategies between the various housing groups.	Immediate	DPD, City Plan Commission	Mayor's Office

5.2.3 ECONOMIC DEVELOPMENT
IMPLEMENTATION STRATEGIES AND TIMING PRIORITIES

Recommendation	Timing	Lead Jurisdictional Department or Agency	Other Participating Agencies
1. Develop an economic development plan, which includes marketing, and concentrates on attracting new industries and jobs to Providence.	short-term	DPD, City Plan Commission	State, Civic Organizations, Mayor's Office, Greater Providence Convention and Visitors Bureau
2. Develop a program to encourage and promote the revitalization, renovation and strengthening of neighborhood commercial districts.	short-term	DPD, City Plan Commission	Civic Organizations, Community Groups, Mayor's Office, Greater Providence Convention and Visitor's Bureau
3. Develop a plan for downtown Providence designed to encourage and stimulate activity in the area including the development of new retail, office residential, educational and entertainment activities, the convention and civic centers.	midterm	DPD, Mayor's Office, City Plan Commission	Civic Organizations, State and Greater Providence Convention and Visitor's Bureau
4. Develop a tourism plan for the City which promotes its many attributes.	short-term	DPD, City Plan Commission	Mayor's Office, State and Greater Providence Convention and Visitor's Bureau
5. Develop an industrial development plan for the City. Identify all sites suitable for industrial development within this plan and highlight the relative advantages of each site. Use this plan as a tool to attract industry to Providence.	midterm	DPD, City Plan Commission, Port Commission	Mayor's Office, State, Civic Organizations

5.2.3 ECONOMIC DEVELOPMENT
IMPLEMENTATION STRATEGIES AND TIMING PRIORITIES (CONTINUED)

Recommendation	Timing	Lead Jurisdictional Department or Agency	Other Participating Agencies
6. Survey citywide commercial areas and target these areas for mixed use development where appropriate.	short-term	DPD, City Plan Commission	Mayor's Office
7. Complete a comprehensive survey of the industrial port area. Identify sites within the area for future growth and development.	short-term	DPD, City Plan Commission and Port Commission	Mayor's Office

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5.2.4 NATURAL RESOURCES AND ENVIRONMENTAL PROTECTION
IMPLEMENTATION STRATEGIES AND TIMING PRIORITIES

Recommendation	Timing	Lead Jurisdictional Department or Agency	Other Participating Agencies
1. Develop a special plan for natural resources and environmental protection that focuses on the preservation and enhancement of the City's natural resources and environment. Adopt this plan as a part of Providence 2000: The Comprehensive Plan Series.	midterm	DPD, City Plan Commission	DEM, Water Resources Board, Save the Bay, Narragansett Bay Commission, Mayor's Office
2. Develop a plan that concentrates on developing natural open space areas and the planting of trees and other vegetation to promote public awareness/access to natural areas.	midterm	DPD, City Plan Commission	DEM, Civic Organizations, Neighborhood Groups, and Mayor's Office
3. Request and cooperate with state agencies in the development and implementation of environmental protection plans which focuses on reducing pollution, improving air and water quality and reducing point and non-point source pollution.	short-term	DPD, City Plan Commission	DEM, Water Resources Board, Narragansett Bay Commission, Mayor's Office, and Save the Bay
4. Create and implement a performance standards ordinance that promotes the reduction of noise levels, odor, vibrations and other nuisances in residential neighborhoods.	midterm	DPD, City Plan Commission, City Council	DEM, Neighborhood Groups, Mayor's Office, State
5. Develop a plan that promotes shoreline recreational access and usage and maintenance of open space areas along the waterfront.	midterm	DPD, City Plan Commission, City Council	Civic Organizations, Neighborhood Groups, Mayor's Office, the State, City Council

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5.2.4 NATURAL RESOURCES AND ENVIRONMENTAL PROTECTION
IMPLEMENTATION STRATEGIES AND TIMING PRIORITIES (CONTINUED)

6. Work closely with state agencies to ensure that the proposed East Bay Bikepath, Riverwalk, and Waterplace Park are appropriately designed and sited.	midterm	DPD, City Plan Commission	Department of Parks and Recreation
7. Develop a plan to promote conservation areas along waterways. Include the development of jogging and walking trails along these an element of this plan.	midterm	DPD, City Plan Commission,	Mayor's Office, DEM
8. Work with the Public Safety Department to insure that laws regarding the reporting of hazardous materials are being adhered to and that a citywide hazardous materials emergency response plan is developed.	Immediate	DPD, City Plan Commission Department of Public Safety	Mayor's Office, DEM
9. Work with the town of Scituate and the Water Supply Board to ensure that adequate land use controls are developed to protect the Scituate Reservoir Watershed.	Immediate	DPD, City Plan Commission, Water Resources Board	Department of Public Safety
10. Develop a citywide plan for community gardens.	Midterm	DPD, City Plan Commission	Neighborhood Groups, Mayor's Office
11. Evaluate all traffic improvement projects for their impact on the natural environment and support those projects, like the relocation of Interstate I-95, which will help reduce noise and air pollution in the City.	short-term	DPD, City Plan Commission	Departments of Public Works and Public Safety, DEM, Mayor's Office

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5.2.5 HISTORIC PRESERVATION AND CULTURAL RESOURCES
IMPLEMENTATION STRATEGIES AND TIMING PRIORITIES

Recommendation	Timing	Lead Jurisdictional Department or Agency	Other Participating Agencies
HISTORIC			
1. Adopt and implement <u>A Plan for Preservation</u> , the City's recently completed preservation plan as a part of Providence 2000: The Comprehensive Plan Series.	short-term	DPD, City Plan Commission	Historic District Commission, Rhode Island Historical Preservation Commission, City Council
2. Develop a public awareness program designed to educate and inform people of the historic significance of structures and areas in the City.	midterm	Historic District Commission, City Plan Commission	DPD, Providence Preservation Society, Rhode Island Historical Preservation Commission.
3. Establish a plan to promote the historic character and cultural attributes of the downtown to attract tourism and other economic opportunities to the area.	short-term	DPD, City Plan Commission & Historic District Commission	Mayor's Office, State, Providence Preservation Society, Rhode Island Historical Preservation Commission
4. Include Historic Preservation as an element in future neighborhood plans to ensure that the City's historic structures are proactively preserved and enhanced.	ongoing	DPD, City Plan Commission	Neighborhood Groups, City Council
5. Develop a brochure that documents the historical significance of the City.	midterm	DPD, City Plan Commission	Providence Preservation Society, Rhode Island Historical Preservation Commission
6. Develop a Historic District Commission handbook to serve as an information and reference source for individuals concerned with properties located in local Historic Districts.	short-term	Historic District Commission, DPD, City Plan Commission	Mayor's Office

5.2.5 HISTORIC PRESERVATION AND CULTURAL RESOURCES
IMPLEMENTATION STRATEGIES AND TIMING PRIORITIES (CONTINUED)

7. Develop a plan for the Old Harbor District (that area freed by the relocation of I-195) to maintain the historic character of the front including scale and diversity and preserving views to and from the water.	ongoing	DPD, City Plan Commission, RIDOT	Mayor's Office, City Council
8. Evaluate City expenditures to determine impact on historically and architecturally significant city owned structures and properties.	ongoing	DPD, Historic District Commission	City Plan Commission, Mayor's Office
9. Evaluate building height, streets and alleys and street-scapes in historic areas to determine how to protect the historic character of the area through the use of height controls, view corridor restrictions, and design review. Retain public alleys and streets.	ongoing	DPD, Historic District Commission	City Plan Commission, Mayor's Office
CULTURAL RESOURCES			
10. Continue to support community centers, neighborhood groups and others that provide cultural, ethnic and recreational activities to city residents.	ongoing	Mayor's Office	DPD, City Council
11. Develop and adopt an Arts and Entertainment Plan for the City of Providence which addresses the needs of both large and small art groups.	short-term	DPD, Mayor's Office City Plan Commission	Cultural Organizations and Community Groups

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5.2.6 COMMUNITY SERVICES AND FACILITIES
IMPLEMENTATION STRATEGIES AND TIMING PRIORITIES

Recommendation	Timing	Lead Jurisdictional Department or Agency	Other Participa Agencies
WASTEWATER			
1. Work with the NBC as they study the sanitary wastewater treatment system and address CSO problems and other problems identified through the study.	short-term	Narragansett Bay Sewer Commission	DEM, City, State, DPD
SOLID WASTE			
2. Create and implement a solid waste disposal plan that includes recycling, and other viable methods of solid waste reduction and disposal.	midterm	DPW, DPD	DEM, State, and other City Departments & Agencies City Plan Commission
3. The Department of Public Works shall develop a sewer maintenance plan for the city.	short-term	DPW	DPD, City Plan Commission
HUMAN SERVICES			
4. Develop a comprehensive human services plan to evaluate the delivery of services by public and private providers and to coordinate these reviews where possible.	short-term	Mayor's Office DPD	Neighborhood Groups, PROCAP Community Cent City Plan Commission
PUBLIC SAFETY			
5. Rehabilitate the existing or construct a new public safety building in the downtown.	midterm	Department of Public Safety, Mayor's Office, DPD	City Council
6. Design and implement a public safety plan to address:	short-term	Department of Public Safety, Mayor's Office	DPD, City Plan Commission, Neighborhood Groups, City Council

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5.2.6 COMMUNITY SERVICES AND FACILITIES
IMPLEMENTATION STRATEGIES AND TIMING PRIORITIES (CONTINUED)

<p>a) emerging readiness to deal with hazardous materials in the City.</p> <p>b) to develop neighborhood policing.</p> <p>c) to work with neighborhood groups to address crime and drug problems.</p> <p>d) to address needs of emergency rescue teams.</p>			
<p>7. Work with providers to ensure health care availability for all citizens of Providence.</p> <p>GENERAL GOVERNMENT</p>	ongoing	DPD, City Plan Commission	Mayor's Office
<p>8. Inventory and rate condition of all city buildings and implement a plan for improvements where needed.</p>	short-term	DPW	DPD, City Plan Commission
<p>9. Develop a facility plan that evaluates the leasing of office space versus the development of a government center office building for municipal offices.</p> <p>SCHOOLS</p>	short-term	DPD, City Plan Commission	Mayor's Office, Finance Department
<p>10. Develop and implement a plan to bring excellence to the Providence School system.</p>	immediate	School Department, Mayor's Office	City Council, DPD, City Plan Commission
<p>11. Encourage the school department to coordinate with the public library to develop services for school age children.</p>	immediate	School Department, Mayor's office	City Council, DPD, City Plan Commission
<p>12. Work with school department to develop an educational curriculum to prepare the youth of the city for tomorrow.</p>	immediate	School Department, Mayor's Office	City Council, DPD, City Plan Commission

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**5.2.7 PARK, RECREATION AND OPEN SPACE
IMPLEMENTATION STRATEGIES AND TIMING PRIORITIES**

Recommendation	Timing	Lead Jurisdictional Department or Agency	Other Participating Agencies
1. Adopt and implement the 1991 Parks, Recreation and Open Plan as a plan element of Providence 2000: The Comprehensive Plan Series.	Immediate	Dept. of Parks and Recreation, DPD City Plan Commission	City Council, Community Centers, Neighborhood Groups, Mayor's Office
2. Adopt a Citywide indoor recreation plan and include a recreation element in all neighborhood plans and Providence Redevelopment Agency Plans reflecting neighborhood and special needs for recreation.	ongoing	DPD, City Plan Commission	Civic Organizations, Mayor's Office, State
3. Implement a schedule of improvements for parks and recreation facilities.	ongoing	Department of Parks and Recreation, City Plan Commission	DPW, and other City Departments, Public Works
4. Coordinate all park, open Space and recreation plans with City, State, school and private agencies.	ongoing	Department of Parks and Recreation, City Plan Commission	DPW, and other City Departments, Public Works
5. Increase pedestrian access to recreational facilities and activities along the waterfront to points such as India Point and Waterplace Park.	midterm	Department of Public Works, Department of Parks and Recreation	DPD, City Plan Commission, Mayor's Office
6. Develop conservation and protection plans for environmentally sensitive areas and along rivers and parks.	short-term	DPD, City Plan Commission	Department of Parks and Recreation

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**5.2.8 TRANSPORTATION PARKING AND CIRCULATION
IMPLEMENTATION STRATEGIES AND TIMING PRIORITIES**

Recommendation	Timing	Lead Jurisdictional Department or Agency	Other Participating Agencies
1. Relocate I-195 south of the Hurricane Barrier.	short-term	DOT, state	DPD, City Plan Commission, other City departments and agencies.
2. Work with state agencies to increase the use of mass transit and to make mass transit more attractive to commuters and those attending cultural, educational and recreational events within the city.	midterm	RIPTA, DOT	DPD, City Plan Commission, other City departments Lung Association
3. Update existing downtown transportation and circulation plans. Adopt and include as a plan element of Providence 2000: The Comprehensive Plan Series.	midterm	DPD, City Plan Commission	DOT, RIPTA, State and other City Departments, Public Works Department
4. Update existing parking plans for the downtown, evaluate and implement if feasible municipal parking and rate structures to encourage retail activity.	midterm	DPD, City Plan Commission	DOT, RIPTA, State and other City Departments, Public Works Department, Off Street Parking
5. Conduct a comprehensive survey of traffic, parking and circulation conditions in the neighborhoods.	midterm	DPD, City Plan Commission	DOT, RIPTA, State and other City Departments
6. Work with the state to evaluate and develop if feasible water based transportation to and within the City of Providence.	midterm	RIPTA, DOT	DPD, City Plan Commission and other City departments
7. Coordinate transportation improvement projects with the state.	ongoing	DOT, DPD, City Plan Commission	Mayor's Office, DPW

5.2.8 TRANSPORTATION PARKING AND CIRCULATION
IMPLEMENTATION STRATEGIES AND TIMING PRIORITIES

Recommendation	Timing	Lead Jurisdictional Department or Agency	Other Participat Agencies
8. Request that the City Council establish a policy prohibiting street abandonments in the downtown.	short-term	DPD, City Plan Commission	Other City Departments
9. Ban, where feasible, heavy commercial traffic in the residential areas of the neighborhoods and route commercial traffic to major thoroughfares.	midterm	DPW, DPD,	City Plan Commission, othe City departments
10. Implement the traffic improvements identified on the Traffic and Circulation Plan Map.	long term	DPD, DPW, RIDOT	

5.4 THE CAPITAL IMPROVEMENT PROGRAM

The capital improvement program is an important tool that will be used to carry out Providence 2000: The Comprehensive Plan. The capital improvement program is a policy statement that serves to establish the City's goals for capital development for a six year period. The capital improvement program also offers a base from which future costs to the city can be programmed so that sound financial decisions can be made.

Seen as a process, the capital improvement program is intended: to set a city's goals regarding physical development and maintenance; to translate those goals into criteria; to measure and compare project requests submitted from all departments and place them in priority based on how the projects meet the established city goals; to present a document reflecting that analysis with recommendations; and to prepare a capital improvement program which sets forth projects that should be funded and details the proposed funding mechanism for those projects.

Currently, the city's capital improvement program process is not working as intended. Thus, improvements are currently being proposed for the program process. As a result, a capital improvement program will not be an element of this comprehensive plan. Instead, A Plan to Improve the Capital Improvement Program Process will be completed as Report No. 2 of the Comprehensive Plan Series. This report is intended to improve and regulate the capital improvement program process. A capital improvement program report will be completed once the program process is improved.

PROVIDENCE 2000:
APPENDIX

APPENDIX A: Listing of Responsible Parties Involved in the
Implementation of Providence 2000: The
Comprehensive Plan

Administrative Offices:

- o City Council - The City Council is responsible for holding a series of public meetings, reviewing and adopting the Providence 2000: The Comprehensive Plan.
- o The Mayor's Office - The Mayor's Office is responsible for reviewing the Comprehensive plan submitted by the City Plan Commission and forwarding the plan to the City Council for adoption.

City Departments:

- o Department of Planning and Development - is the Department charged with ensuring the physical growth and development of the City. To this end, the Department performs the following functions: 1) assists the City Plan commission in the preparation of the Comprehensive Plan, 2) reviews and makes recommendations regarding the implementation of the comprehensive plan to the City Council, The Providence Redevelopment Agency and other City agencies and 3) develops and periodically reviews the six year capital improvement program. The Department of Planning and Development, in collaboration with the City Plan Commission, is responsible for preparation of the comprehensive plan in accordance with the Mayor's plan for the City's long range growth and development.
- o Department of Public Works - The Department of Public Works is responsible for local road and sidewalk reconstruction and maintenance. As a result, this department will play a key role in the implementation of recommendations made to address the City's the parking, circulation and transportation needs as identified in the element chapter.
- o Department of Public Safety - The Department of Public Safety is responsible for ensuring the safety of all city residents. The Department is comprised of three subdepartments: the Police Department, the Fire Department and the Department of Communications. The goals and policies of the comprehensive plan that relate to the safety and well being of city residents will be achieved through the Department of Public Safety.
- o Department of Recreation - is responsible for the planning and administration of recreation programs in the city for all age groups, and for such other programs and services as may from time to time be place under its jurisdiction. This department will play a key role in implementing the recommendations made to attain the goals and policies of the park, recreation and open space element.

- o Department of Public Property - The Department of Public Property has jurisdiction over all land owned by the City which does not come under the jurisdiction of the Department of Public Parks and all other buildings and structures owned by or under the control of the city. The Department is responsible for the maintenance, planning design, construction, alterations and repairs to all city property under its jurisdiction. This department will be involved in the addressing many of the issues identified in the of the Community Services and Facilities element of the plan.
- o Department of Inspection and Standards - is responsible for all inspection functions carried on by the City including, but not limited to: electrical inspection, plumbing, mechanical inspection, gas and drainage inspection, building inspection, and minimum housing code enforcement and inspection. In addition, the department has general administrative responsibilities for the Zoning Board of Review, the Housing Board of Review, and the responsibility of providing to said Boards necessary staff and professional assistance. The Department of Inspection and Standards will be involved in implementing the recommendations derived from the goals and policies of the housing element of the comprehensive plan.
- o Department of Sewer Management - The Department of Sewer Management is responsible for the operation, maintenance and necessary reconstruction of the sewer and storm drain systems of the City, the sewage treatment plant or plants. Additional responsibilities of the Department include ensuring the City's compliance with state and federally mandated standards for wastewater disposal. This department will be chiefly responsible for addressing the CSO problems and other problems with the City's sewer system identified in this comprehensive plan.
- o Department of Traffic Engineering - The Department of Traffic Engineering is a division of the Department of Public Works. This Department is charged with ensuring the orderly flow of traffic through the City Streets and as result it performs the following functions: 1) collects and analyzes all traffic, physical and economic data to estimate future, street and highway traffic characteristics and needs, including parking needs; 2) prepares and submits to the Mayor plans for the proper location, function and operation of city highways, parking terminals and appurtenances; 3) establishes rules and regulations governing the use of public highways and public off street parking facilities, which may be parking lots, garages, or other structures. The recommendations made to achieve the transportation, parking and circulation goals and policies of Providence 2000: The Comprehensive Plan will be carried out by this department in collaboration with other key departments.
- o Finance Department - The Finance Department is charged with ensuring the sound and prudent financial operation of the City. Included in this mandate are the following responsibilities: 1) development of a six year capital

improvement program for the City (in collaboration with the Department of Planning and Development and the City Plan Commission); 2) preparation of an annual operating budget for the City; 3) preparing at the end of each fiscal year a complete financial statement and report of the financial transactions of the City for the year; 4) to describe the format, form and content of the records and accounts of the funds in the charge of the City Treasurer and 5) to determine, with the approval of the Board of Investments Commissioners, a listing of financial institutions within which City funds may be deposited. The responsibilities of this department as they relate to this Comprehensive Plan are to ensure that the city has the financial resources to carry out this plan and that these resources are properly allocated through a capital improvement program.

Agencies, Boards and Commissions:

- o Board of Park Commissioners - This Department has jurisdiction over all green space-open space areas of the City, all parks including Roger Williams Park Zoo and Roger Williams Park Museum, the North Burial Ground and other City-owned or controlled cemeteries, public recreational areas of all types including those on or adjacent to school property and all forestry functions including the setting out, care and removal of streets of the City as well as on the properties for which it is responsible. The Board in collaboration with the Department of Recreation will be responsible for implementing the goals and policies of the Park, Recreation and Open Space element of this Comprehensive Plan.
- o City Plan Commission - The City Plan Commission works closely with the Department of Planning and Development in the following activities: 1) preparation of the City's comprehensive Plan, 2) review and approval of the Capital Improvement Program and 3) submission of advisory opinions and recommendations on all zoning amendments. The City Plan Commission will review this plan and ensure that it accurately reflects the goals and policies of the City.
- o Port Commission - The Port Commission is charged with ensuring the orderly development and growth of the port through planning, construction, and maintenance of all needful berths, docks, structures and facilities, and through the encouragement to the maximum extent possible of use of the same by shippers and the maritime industry generally. As the Port of Providence is vital to the City's economic development and growth, the Port Commission will be responsible for implementing many of the suggestions indicated in the Economic Development Component of the City's Comprehensive Plan.

State Agencies and Other Boards, Commissions and Agencies

Providence, as the capital city of the state, must maintain its position as the cultural, educational, economic, entertainment and governmental center of the state. In order to

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maintain this position and to grow and prosper, the city must coordinate many of the goals and policies indicated in this comprehensive plan with state agencies and other boards, commissions and agencies. The following state agencies and non-city related boards, commissions and agencies are integral to the implementation of the Providence 2000: The Comprehensive Plan:





- o Department of Economic Development
- o Department of Environmental Management
- o Department of Transportation
- o Water Resource Board

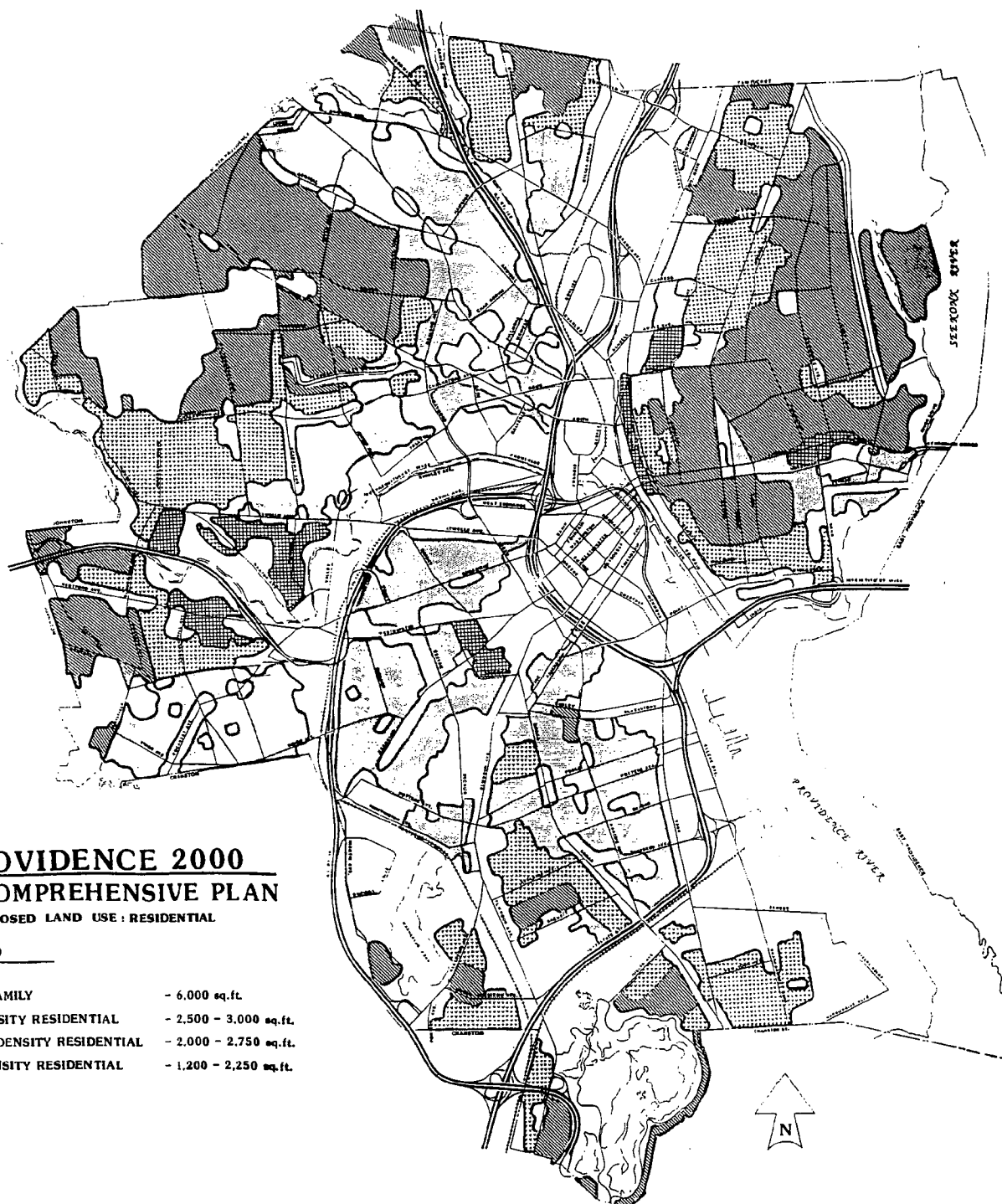
Citizens of Providence

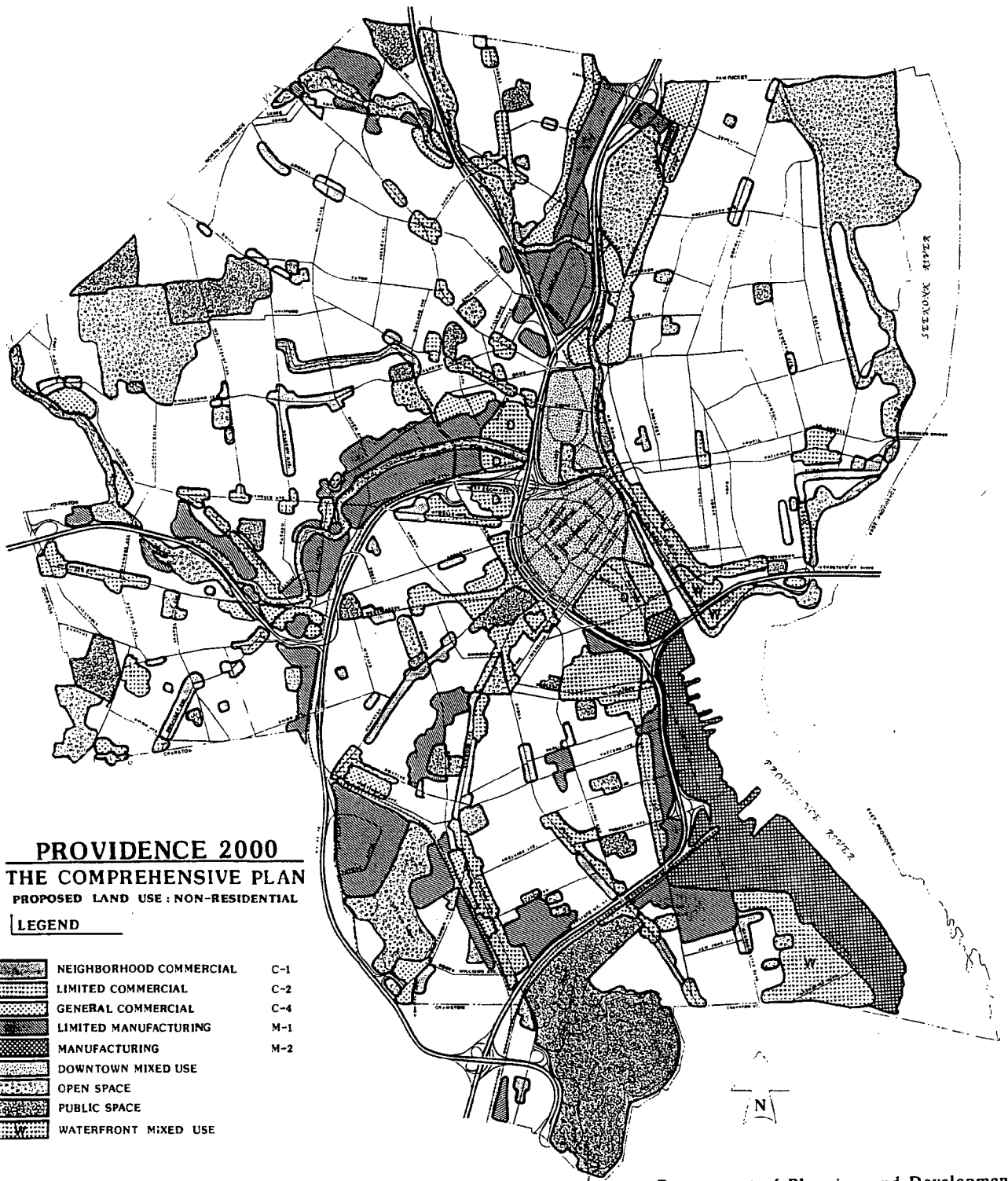
The citizens of Providence are vital to the comprehensive planning process. For the purpose of the planning process is to improve the quality of life aspects of city residents. Thus, the citizens must participate. Review of Providence 2000: The Comprehensive Plan during the sixty day review process is but one of the ways that the city residents will be involved in implementing the comprehensive plan. Additionally, the citizens will participate in the implementation of many of the element recommendations contained in the work program.

PROVIDENCE 2000 **THE COMPREHENSIVE PLAN** PROPOSED LAND USE: RESIDENTIAL

LEGEND

	SINGLE FAMILY	- 6,000 sq.ft.
	LOW DENSITY RESIDENTIAL	- 2,500 - 3,000 sq.ft.
	MEDIUM DENSITY RESIDENTIAL	- 2,000 - 2,750 sq.ft.
	HIGH DENSITY RESIDENTIAL	- 1,200 - 2,250 sq.ft.



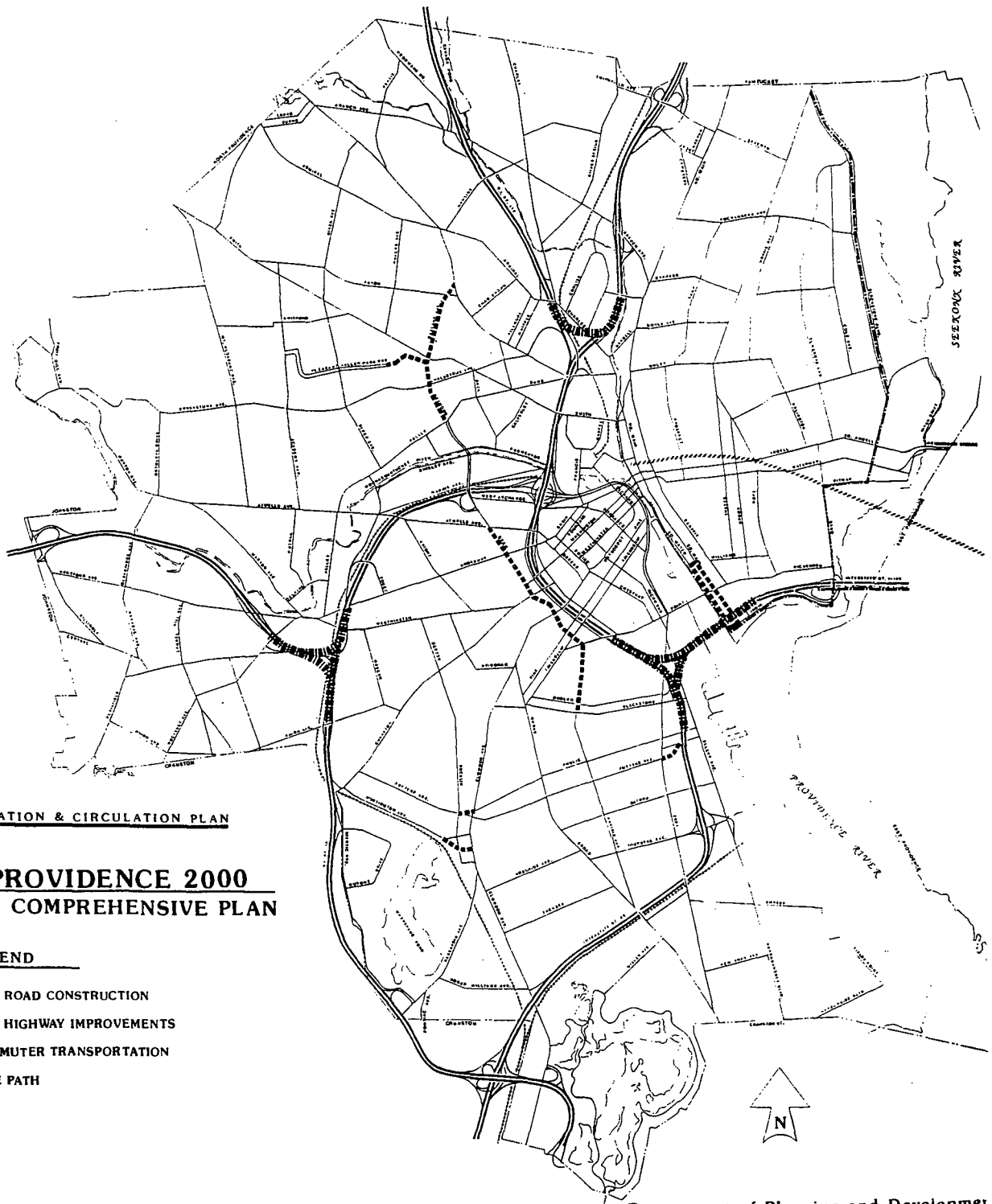


TRANSPORTATION & CIRCULATION PLAN

**PROVIDENCE 2000
THE COMPREHENSIVE PLAN**

LEGEND

- NEW ROAD CONSTRUCTION
- ||||| NEW HIGHWAY IMPROVEMENTS
- ////// COMMUTER TRANSPORTATION
- BIKE PATH



PROVIDENCE 2000:
BIBLIOGRAPHY
(TO FOLLOW)