

GLOUCESTER 2040

Comprehensive Community Plan

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INTRODUCTION

A Comprehensive Plan is a document that sets the vision of the community by outlining long range goals and accompanying policies and actions to achieve them. In Rhode Island, Comprehensive Planning is governed by Chapter 45-22.2 (as amended) of the Rhode Island General Laws (RIGL), entitled the “Rhode Island Comprehensive Planning and Land Use Act” (the Act). The Act sets forth the following goals for the comprehensive planning system and process. The goals are intended to guide both State and municipal actions to fulfill the requirements of the Act. The goals are to:

1. To promote orderly growth and development that recognizes the natural characteristics of the land, its suitability for use, the availability of existing and proposed public and/or private services and facilities, and is consistent with available resources and the need to protect public health, including drinking water supply, drinking water safety, and environmental quality.
2. To promote an economic climate which increases quality job opportunities and the overall economic well-being of each municipality and the state.
3. To promote the production and rehabilitation of year-round housing and to preserve government subsidized housing for persons and families of low and moderate income in a manner that: considers local, regional, and statewide needs; that achieves a balance of housing choices for all income levels and age groups, recognizes the affordability of housing as the responsibility of each municipality and the state; takes into account growth management and the need to phase and pace development in areas of rapid growth; and facilitates economic growth in the state.
4. To promote the protection of the natural, historic and cultural resources of each municipality and the state.
5. To promote the preservation of the open space and recreational resources of each municipality and the state.
6. To provide for the use of performance-based standards for development and to encourage the use of innovative development regulations and techniques that promote the development of land suitable for development while protecting our natural, cultural, historical, and recreational resources, and achieving a balanced pattern of land uses.
7. To promote consistency of state actions and programs with municipal comprehensive plans, and provide for review procedures to ensure that state goals and policies are reflected in municipal comprehensive plans and state guide plans.
8. To ensure that adequate and uniform data are available to municipal and state government as the basis for comprehensive planning and land use regulation.

9. To ensure that municipal land use regulations and decisions are consistent with the comprehensive plan of the municipality, and to ensure state land use regulations and decisions are consistent with state guide plans.
10. To encourage the involvement of all citizens in the formulation, review, and adoption or amendment of the comprehensive plan.

When the General Assembly adopted the Act in 1988, it created a reciprocal system, where State goals and policies are reflected in local plans and local plans have the ability to guide State actions. The Act requires that adopted comprehensive plans be submitted to the Rhode Island Division of Planning for review and that the Division of Planning review adopted comprehensive plans for consistency with the goals and intent of the Act and the State Guide Plan. The State Guide Plan is Rhode Island's centralized and integrated long-range planning document. The State Guide Plan is not a single document but a collection of plans that have been adopted over many years. It comprises many separately published elements covering a range of topics. Prior to the Act, the State delegated land use authority to the municipalities but there was no formal connection between the State Guide Plan and municipal comprehensive plans. The reciprocal comprehensive planning system:

- Maintains municipal discretion in land use decision-making;
- Requires local comprehensive plans to meet certain minimum standards;
- Requires zoning to conform to the comprehensive plans;
- Creates an incentive for municipalities by obliging the State to conform its programs and actions to municipal plans that were certified as being consistent with State goals and policies; and
- Requires that all municipalities review and amend their Plans not less than every ten years.

The Act was amended in 2011. The amendments to the Act clarify and expand the required contents of comprehensive plans. Municipalities are required to revise their plans as needed and have them approved by the State by July 1, 2017.

The Town first adopted a comprehensive plan in 1986, and completed amendments in 1994, 2001 and 2008. Since the first plan adoption, the Town has made great strides in implementing important policies through the adoption of development plan review, planned districts, mixed use village zoning, conservation development, and other important improvements to the Town's regulations. In those early plans, it was clear that the residents of Gloucester place great importance on retaining rural character and maintaining the Town's sense of place through a balanced approach to accommodating growth while preserving and conserving the community's most desirable attributes, a theme that continues to run through this current Plan.

Development History

Native Americans migrated through the area now known as Glocester for thousands of years before the first European settlers arrived. These people were generally associated with Nipmuc migratory tribes that hunted, fished, gathered forest products and may have cultivated crops. Roger Williams received a deed to land in 1638 from the Narragansett tribe that included much of the area known today as Providence County. In 1660 this deed was surveyed to determine its boundary.

The first evidence of permanent settlements occurred in what is now Glocester before 1700. These first settlers concentrated their work on land clearing and cultivation. Agriculture related endeavors were the predominant economic activity during this early period. As settlements increased in Providence, calls for political independence from the then-Town of Providence increased. In 1731, a division from the Town of Providence occurred that established a new town called "Gloucester." At first the Town name used the English spelling to honor the Duke of Gloucester, after whom the Town was named. Shortly after its founding, a dispute with England resulted in the Town changing the spelling to Glocester in a desire to differentiate them from England. This division included the area which comprises present day Burrillville. In 1806, however, Burrillville was established as its own separate town. Thus, the boundaries of Glocester were instituted to their present configuration.

The town's population grew rapidly in the early nineteenth century. Prosperous villages called Harmony and Chepachet evolved along Putnam Pike, the Town's primary roadway. As the century progressed, the agricultural economy was being augmented by village-center teaming and trading commerce. Manufacturing and services began to have an economic presence in the town centers. Glocester began to evidence many of the national trends caused by the industrial revolution. Operating farms suffered from neglect as rural areas experienced population loss to villages and cities. Some of the manufacturing activities that located in Glocester included gristmills, sawmills, an oil mill, a tannery and textile operations.

Two matters of particular historical interest occurred mid-nineteenth century in Glocester; the Gold Mine endeavor, and the Dorr Rebellion. Several attempts were made to recover gold from the Durfee Hill area. Although little gold was reported to have been found, the operation continued to the end of the nineteenth century. The Dorr Rebellion occurred when Thomas Dorr and some of his followers took up arms against the established state government in 1842 over suffrage philosophy disagreements. The event caused the then-state militia to march into Chepachet and disband the rebels. Acote's Hill marks the location of this historically significant altercation.

Many technological changes occurred in the early twentieth century that would have a lasting impact on Gloucester, including private electric plants in the 1920's by Steere and Hawkins. Without exception, the invention of the automobile and its subsequent evolution has impacted the town in numerous ways. First the trolley, then automobiles brought people to the Gloucester in record-setting numbers. Growth rates of up to 50 percent a decade were measured with the advent of transportation improvements, both roadways and automobiles. People were said to have sought out Gloucester for its bucolic setting, fine dining and accommodations and many recreational opportunities. However, by mid-century many of these new residents commuted to urban areas for employment. The once numerous farms were converted to residential development as village manufacturing ceased to operate. By the late-twentieth century, the town's economic base had shifted to a service dependent economy. More and more residents traveled to the suburban and urban markets to obtain financially meaningful employment opportunities.

The Statewide Setting

The state of Rhode Island still maintains a distinction between its urban centers and their rural natural surrounding areas. It is one of most defining features of the State. The State's Land Use Plan, Land Use 2025 identifies an Urban Services Boundary. This boundary was based on an analysis that showed the capacity of the area to sustain future growth. Land Use 2025 aims to concentrate growth within the Urban Services Boundary and other locally designated centers within the rural areas. This policy of appropriate growth within the urban areas allows for better preservation in the rural areas. Gloucester lies outside the Urban Services Boundary but includes a potential rural growth center in Chepachet Village.

Plan Background

The Act specifies the required content of a Comprehensive Plan and the Rhode Island Division of Planning's Statewide Planning Program has published a Comprehensive Planning Standards Manual to assist municipalities in the incorporation of state goals and policies into comprehensive plans. This Manual was adhered to in developing this Plan. The Planning Board led the Comprehensive Plan process with assistance from Town staff, other Town Boards and residents. Gloucester residents were invited to attend Planning Board workshops to discuss ideas for the future. Meetings were held with business owners, artists, and farm owners. Specific input from residents is incorporated throughout this Plan in the twenty year vision for Gloucester and throughout the goals, policies and actions.

A TWENTY YEAR VISION FOR GLOCESTER

It's July 1, 2040 and Glocester is a thriving community that has maintained its rural atmosphere and has harnessed the potential of its many economic and cultural assets to insure a vibrant, livable, sustainable community for its residents and businesses.

About thirty years before this date, the United States had been in the grip of a severe recession that brought economic hardship and unemployment to record levels, especially in Rhode Island. At that time, Glocester was less affected by unemployment, having a lower unemployment rate than the state as a whole. However, most residents still commuted to other towns to work, to shop or to visit. But a trend was developing where the resident labor force was working in the town. That trend was encouraged, and now twenty years later, a larger percentage of residents work in town than was the case in 2018.

With the Great Recession of 2008 a distant memory, Glocester remains resilient to the ups and downs of regional and national economic trends. Fewer residents commute elsewhere to earn a living and Glocester remains a community infused with a sense of history and culture. Most residents meet their daily needs by shopping at local businesses and purchasing food at local markets filled with locally grown produce.

Glocester's forward-looking policies have encouraged a vigorous creative economy that promotes locally-based businesses and service industries, including a growing agricultural sector, a thriving arts community, and companies that specialize in innovative technologies.

Glocester's robust 2040 economy attracts young families to the town and allows older residents to remain in their homes. Chepachet, the largest and most prominent of the villages, has been the seat of government and a bustling trading center since the 18th century all the way through to the 21st century. It has maintained its traditional character and human scale and continues to thrive. Its eastern neighbor, Harmony, also continues to flourish.

In addition to the village centers, neighborhoods that cluster around Waterman Lake, Echo Lake, Lake Washington, Bowdish Reservoir, Ponagansett Reservoir and Spring Grove continue to provide decent and affordable housing for families of all ages. The housing stock has been well-maintained as reflected in the pride of ownership that this generation has inherited from the last.

Glocester is one of the best small towns in America: a vibrant, livable, sustainable community for residents of all ages and income levels. This is a vision for Glocester that was set in 2018. This vision can happen if Town's leaders implement the actions outlined in this plan, which combine preservation of the past with innovation into the future.

GOALS, POLICIES, ACTIONS & IMPLEMENTATION PROGRAM

The goals, policies and implementation actions articulated below provide a framework for achieving the vision articulated above. Each section of the plan provides the context, data, and analysis that support the formulation of the goals, policies and implementation actions. In addition, the responsible party for each action is identified and a timeframe for initiating that action is provided. For Gloucester’s Comprehensive Plan, the following was used as a guide:

Goal: A desired outcome. Goals are simple, broad, high-reaching.

Policy: Statements that guide policy makers towards decisions that achieve the goal.

Action: Specific, measurable acts whose implementation will bring the municipality closer to achievement of its goals.

Responsible Party: Person, board or agency responsible for initiating the named action or coordinating with outside agencies on the named action.

Timeframe: Ongoing, Short term (1-3 years), Medium term (4-6 years), Long term (7-10 years)

I. Land Use

Goal

1. Preserve the rural character of Gloucester for future generations while enhancing services and facilities, housing, open space and recreation, natural and cultural resources, circulation and economic development.

Policies

1. Protect, enhance and maintain the unique natural and historical features of Gloucester while allowing for appropriate development to occur.
2. Encourage responsible land use decisions by public officials and public bodies.
3. Allow renewable energy production facilities in appropriate areas.

Actions

1. Amend the current zoning map into consistency with the Future Land Use Map, including the creation of the new Protected Open Space zoning district, within 48 months of local Comprehensive Plan adoption.

Responsible Party: Town Planner, Planning Board

Timeframe: Short term

2. Explore the expansion of mixed-use zoning beyond Chepachet Village to other areas of the Town.

Responsible Party: Town Planner, Planning Board

Timeframe: Medium term

3. Explore zoning, subdivision and/or land development regulations that:
 - a) protect and promote agricultural uses and prevent their displacement or limitation by residential uses;
 - b) update and streamline the existing conservation development, rural residential compound and planned district regulations;
 - c) incentivize permanent dedication of open space for the purposes of protecting groundwater resources;
 - d) expand home occupations in residential zones;
 - e) expand and define accessory uses on farm and forest land;
 - f) promote shared vehicular access for commercial development;
 - g) update regulations and promote educational activities related to landscaping, drainage, impervious surface cover;
 - h) expand allowable renewable energy production facilities; and
 - i) enable local land use regulatory bodies to establish connecting parks as part of a development approval process.

Responsible Party: Town Planner, Planning Board, Town Council

Timeframe: Short term

4. Explore techniques to protect the Town's groundwater resources.

Responsible Party: Community Resources Commission, Planning Board

Timeframe: Medium term

5. Encourage local officials involved with planning, zoning or land use regulations or development decisions to attend educational workshops on land use practices.

Responsible Party: Town Planner, Planning Board, Zoning Board, Conservation Commission, Town Council, Historic District Commission

Timeframe: On-going

6. Update all subdivision regulations checklists.

Responsible Party: Town Planner, Planning Board

Timeframe: Short term

7. Develop a GIS database of agricultural land uses.

Responsible Party: GIS Analyst

Timeframe: Short term

II. Natural, Historic and Cultural Resources

Goal

1. Preserve, enhance and conserve the many natural, historic and cultural resources that provide the foundation of the Town's unique character and sense of place.

Policies

1. Prevent the loss, destruction or misuse of natural, historic and cultural resources.
2. Promote the wise and efficient use of natural resources that are vital to the Town's future development.
3. Promote and support non-profit, state and other agencies in their efforts to educate the community on the proper ways to preserve and manage cultural, historical and natural resources.

Actions

1. Explore performance standards within land use regulations that limit site disturbances and alterations affecting critical natural, historic or cultural resources in line with the *Rhode Island Low Impact Development Site Planning and Design Guidance Manual*.
Responsible Party: Town Planner, Planning Board
Timeframe: Medium term
2. Consider an update of the objectives, criteria and standards for review of Historic District zoning requirements.
Responsible Party: Historic District Commission, Building Official
Timeframe: Medium term
3. Consider a project to identify and prioritize all cultural, natural and historic resources for permanent preservation or other type of conservation using available resources including the *RI Wildlife Action Plan* as a guide.
Responsible Party: Community Resources Commission, Historic District Commission
Timeframe: Medium term
4. Maintain Town compliance with the R.I. Soil Erosion and Sediment Control Act and continue to administer the Act locally.
Responsible Party: Building Official
Timeframe: On-going
5. Explore zoning, subdivision and/or land development regulations that:

- a) allow flexible building-lot envelopes that preserve sensitive natural or historic resources, such as woodlands, wetlands, stone walls, cemeteries and wildlife habitats; and
- b) encourage special or sensitive feature preservation, such as solar access, ridge line protection, scenic vistas and farmland use;

Responsible Party: Town Planner, Planning Board

Timeframe: Long term

- 6. Explore land use techniques that encourage the conservation of the Town’s farm and forestland including the purchase of development rights, promotion of the Farm, Forest, and Open Space program, innovative zoning techniques, and outright purchase.

Responsible Party: Town Planner, Planning Board, Town Council

Timeframe: Long term

- 7. Cooperate with the RI Historical Preservation and Heritage Commission in any efforts to catalog and preserve the significant historical, cultural and archeological sites and resources within the Town.

Responsible Party: Historic District Commission, Building Official

Timeframe: On-going

- 8. Support efforts to maintain and preserve the Town’s historic cemeteries.

Responsible Party: Historic District Commission, Conservation Commission, Town Planner, Planning Board

Timeframe: On-going

- 9. Continue to participate in programs that allow the state to protect, acquire, and preserve natural, cultural or historic resources.

Responsible Party: Town Planner

Timeframe: On-going

- 10. Consider adopting a “dark sky” policy in line with the International Dark-Sky Association for the Town (<http://www.darksky.org/>).

Responsible Party: Town Planner

Timeframe: Long term

III. Open Space and Recreational Resources

Goal

- 1. Provide active and passive recreation opportunities for citizens of all ages in the Town of Gloucester.

Policies

1. Establish and support the use of innovative land use strategies for the conservation of passive and active recreational resources.
2. Support regional and statewide efforts to preserve open space and recreation resources in the Town.
3. Promote cooperation and coordination between educational facilities and the Town for generalized recreation use.
4. Support the efforts of the Gloucester Land Trust to acquire and maintain open space areas throughout the Town and link those sites into a comprehensive greenbelt system.

Actions

1. Involve the Recreation Commission, Conservation Commission and Gloucester Land Trust on all projects involving open space, recreation and conservation actions.
Responsible Party: Town Council
Timeframe: On-going
2. Explore measures that will control or reduce the financial burden upon Gloucester residents to manage open space, conservation and indoor and outdoor recreation activities.
Responsible Party: Town Council, Gloucester Land Trust
Timeframe: On-going
3. Explore the feasibility of creating a connected system of paths among significant historic and recreation sites and areas.
Responsible Party: Recreation Director, Recreation Commission, Conservation Commission, Gloucester Land Trust
Timeframe: Medium term
4. Use conservation easements, purchase of development rights and other methods to provide access to open space, conservation and recreation areas and sites.
Responsible Party: Town Council, Gloucester Land Trust
Timeframe: On-going
5. Continue to apply for grants from RIDEM for open space and recreation acquisition and development.
Responsible Party: Town Planner, Gloucester Land Trust
Timeframe: On-going
6. Continue to make incremental upgrades to the facilities at Gloucester Memorial Park.
Responsible Party: Recreation Director, Town Council
Timeframe: Short term

7. Continue to explore the feasibility of a new recreational facility near Ponaganset Middle School.

Responsible Party: Recreation Director, Recreation Commission

Timeframe: Long term

IV. Transportation

Goal

1. Maintain and expand a safe and efficient multi-modal circulation system reflective of the Town's rural character.

Policies

1. Establish road design and use standards that support the preservation of the Town's character and provide orderly and safe circulation movements.
2. Limit and manage commercial access points along all roadways.
3. Create road design and maintenance procedures that preserve, restore and enhance the natural environment compatible with roadways.

Actions

1. Consider the adoption of a local access management ordinance to limit and manage the quantity, location and design of access points and encourage shared access for commercial development.

Responsible Party: Town Planner, Planning Board

Timeframe: Medium term

2. Work to update the Town's road inventory in GIS to show ROW width, maintenance responsibility, plowing responsibility, etc.

Responsible Party: GIS Analyst, DPW Director, Town Clerk

Timeframe: Medium term

3. Review the Town's road design standards to ensure that environmental quality and aesthetics are adequately addressed, including road-width standards in minor subdivisions, flexible access standards for special types of developments distinguishing between private access driveways and private roads, and an equitable policy for converting private roads to public roads with standards and procedures for public acceptance.

Responsible Party: Town Planner, Planning Board

Timeframe: Short term

4. Participate in the State’s Transportation Improvement Program process to ensure that state roads in the Town are adequately maintained and improved.
Responsible Party: Town Planner, DPW Director
Timeframe: On-going
5. Continue an asset management approach to maintain the Town’s local roadway system.
Responsible Party: DPW Director
Timeframe: On-going
6. Regularly communicate with the Rhode Island Public Transit Authority to ensure the appropriate level of bus transit service in the Town.
Responsible Party: Town Planner
Timeframe: On-going
7. Provide input on all RIDOT projects to ensure that they are appropriately scaled to the character of the Town, respect historic structures, districts, and landscapes, and maintain vegetative covers and tree canopies.
Responsible Party: DPW Director, Town Planner, Town Council
Timeframe: On-going
8. Look for opportunities to expand and improve the walkability and bikability of Chepachet Village.
Responsible Party: Recreation Director, Recreation Commission, DPW Director
Timeframe: Medium Term
9. Work with the Rhode Island Department of Transportation to implement upgrades to major thoroughfares in Town, including US 44.
Responsible Party: DPW Director
Timeframe: On-going

V. Services and Facilities

Goal

1. Provide a well-planned, economically sound and functionally adequate community facility and service network for Glocester’s current and expected future population needs.

Policies

1. Support the School Committee’s efforts to provide every school-age child access to high-quality educational experience and environment.
2. Ensure that public safety services are adequate throughout the Town.

3. Support efforts to regionalize community facilities and services when deemed appropriate and feasible.
4. Support the Town's libraries in their implementation of the Gloucester Libraries Long Range Plan.
5. Provide administrative services adequate to meet the Town's needs.
6. Maintain a Department of Public Works adequate to maintain the Town's infrastructure including the roadway network, solid waste disposal, Stormwater management, and other necessary functions.
7. Consider energy efficiency on all capital projects and purchases.

Actions

1. Annually evaluate needs for local government services and facilities, municipal and educational, and articulate them in the Town Budget, the Capital Budget and the Capital Improvement Program.
Responsible Party: Budget Board, Town Council, Finance Director
Timeframe: On-going
2. Implement the 5-year improvement program using Rhode Island Department of Education funds for upgrades to the Town's elementary schools.
Responsible Party: Gloucester School Department
Timeframe: Short and Medium term
3. Coordinate and evaluate the provision of all public safety services, paid and volunteer, through support of the Public Safety Committee, to ensure that service coverage and response times meet optimum levels.
Responsible Party: Safety Commission
Timeframe: Short term
4. Encourage the continuation of the present volunteer firefighter system.
Responsible Party: Town Council
Timeframe: On-going
5. Consider a wellhead-protection program that includes potential pollution source inventory, protection strategies and contingency plans, all in accordance with the Rhode Island Department of Environmental Management, Wellhead Protection Program.
Responsible Party: Town Planner
Timeframe: Long term
6. Evaluate changes to the Town's current solid waste disposal system including pay as you throw, charges for bulky items and electronic recycling.
Responsible Party: DPW Director, Town Council
Timeframe: Short term

7. Continue to improve the Capital Improvement Program (CIP) involving all Town departments and agencies, with approvals by the Planning Board for Comprehensive Plan consistency and by the Town Council for policy decisions.
Responsible Party: Planning Board, Town Planner
Timeframe: On-going
8. Implement regulatory and educational policies to increase the Town's recycling rate to a minimum of 35%.
Responsible Party: DPW Director, Town Council
Timeframe: Short term
9. Maintain compliance with the US EPA Phase II Stormwater regulations through implementation of the Gloucester Stormwater Management Program Plan (SWMPP).
Responsible Party: Town Planner, DPW Director
Timeframe: On-going
10. Create a GIS database of publically and privately owned Stormwater structural Best Management Practices.
Responsible Party: GIS Analyst, DPW Director, Town Planner
Timeframe: Medium term

VI. Economic Development

Goal

1. Encourage economic development that aligns with the Town's rural character and also expands and diversifies the Town's tax base.

Policies

1. Broaden and diversify the Town's economic base to reduce the residential sector's property tax burden.
2. Encourage the growth of economic activities that have a market focus at the neighborhood or local levels.
3. Recognize, preserve, protect and enhance the historical pattern of Town development by concentrating properly scaled and designed economic activities in designated, commercially zoned areas.
4. Prevent highway strip development from occurring within the Town.
5. Prevent the negative effects of economic growth, including environmental degradation and dramatic changes to community character, from occurring in the Town.

6. Allow for alternative means of employment opportunities to be available to citizens, such as home occupations that are technology-dependent and which cause no noticeable disruption to the living environment of residential areas.
7. Support tourism initiatives that promote the historical, environmental, aesthetic and cultural aspects of the Town particularly in Chepachet Village.
8. Support appropriate regional economic development initiatives that complement the Town's economic development goals.
9. Support the efforts of the Gloucester Business Association to attract business to the Town.

Actions

1. Undertake tourism promotion efforts that recognize and promote Gloucester's natural features, including appropriate Land Trust properties, and desirable living environment for active and passive recreational endeavors.
Responsible Party: Town Council, Community Resources Commission, Gloucester Land Trust
Timeframe: Short term
2. Partner with interested organizations in promoting the unique artisan and antique businesses in Chepachet Village.
Responsible Party: Town Council, Gloucester Business Association
Timeframe: Short term
3. Explore zoning, subdivision and/or land development regulations that:
 - a) expand home occupations in residential zones;
 - b) maintain and streamline the design criteria for commercial development;
 - c) maintain and streamline the development plan review process;
 - d) maintain and streamline the regulations in the Village Overlay District;
 - e) create a commercial cluster district to encourage compact development outside village areas;
 - f) encourage the continued development of Chepachet Village as an arts district;
 - g) allow food trucks during special events;
 - h) support agricultural activities including expanded accessory uses on farms; and
 - i) expansion of equestrian uses in agricultural zones.Responsible Party: Town Planner, Planning Board
Timeframe: Short term
4. Explore avenue to fund business investment with low interest loans that will encourage store owners to invest in their building façades and encourage civic improvements such as streetscaping, tree planting, planters, banners, appropriate signage, lighting and other general amenities.

Responsible Party: Historic District Commission

Timeframe: Short term

VII. Natural Hazards and Climate Change

Goal

1. Protect the health, safety and welfare of the citizens of Gloucester.

Policies

1. Protect residents from the effects of natural hazards.
2. Reduce property damages caused by natural hazards.
3. Protect ongoing operations of critical facilities.
4. Consider climate change in local decision making as appropriate.
5. Encourage stormwater drainage improvements that reduce runoff and increase the permeability of the built environment.

Actions

1. Maintain and update the Town's Local Natural Hazard Mitigation Plan at least every 5 years and Emergency Operations Plan.

Responsible Party: Emergency Management Director

Timeframe: Medium term

2. Pursue available funding to implement the actions in the Local Hazard Mitigation Plan.

Responsible Party: Emergency Management Director

Timeframe: Short and Medium term

3. Continue to enforce the special flood hazard area land use regulations outlined in the Zoning Ordinance.

Responsible Party: Building Official

Timeframe: On-going

4. Partner with property owners to compile dam emergency action plans for high and significant hazard dams.

Responsible Party: Emergency Management Director

Timeframe: Long term

5. Continue to use the town wide VHF system as back up communication during natural hazards.

Responsible Party: Emergency Management Director, Fire Chiefs, Police Department, DPW Director

- Timeframe: On-going
6. Require installation of a dry hydrant system as a tool for fire- fighting in new developments where deemed necessary by the local Fire Chief.
Responsible Party: Town Planner, Planning Board, Fire Chiefs
Timeframe: On-going
 7. Continue the Town’s systematic catch basin cleaning program.
Responsible Party: DPW Director
Timeframe: On-going
 8. Begin a systematic tree trimming program on local roads and cooperate with the Rhode Island Department of Transportation on tree trimming on state roads.
Responsible Party: DPW Director
Timeframe: On-going
 9. Continue to use the CodeRED emergency notification system.
Responsible Party: Police Department
Timeframe: On-going
 10. Distribute potable water and food during extended power outages.
Responsible Party: Emergency Management Director
Timeframe: On-going
 11. Continue to maintain the local special needs registry.
Responsible Party: Fire Chiefs, Police Department
Timeframe: On-going

VIII. Housing

Goal

1. Provide a full range of safe and affordable housing options for the current and future residents of Gloucester.

Policies

1. Encourage the upgrade of deteriorating and substandard housing.
2. Recognize, restore, preserve and enhance the historical nature and design of Gloucester’s housing stock.
3. Encourage retention of low-density housing development throughout most of the Town, while allowing other appropriate density, including mixed use, in the village areas as illustrated on the Future Land Use map.
4. Balance the creation of a diverse housing stock with the environmental constraints to development prevalent in town.

Actions

1. Revisit Gloucester's inclusionary housing regulations, including density bonuses and fee in lieu of housing, and revise the ordinance as necessary.
Responsible Party: Town Planner, Planning Board, Affordable Housing Advisory Board
Timeframe: Short term
2. Work with the State and the General Assembly to recognize existing affordable units under the requirements of RIGL 45-53 including mobile homes, in-law apartments, and housing units continuously assessed at or below the price determined by Rhode Island Housing deemed to be affordable by a family between 80%-120% of the area median income.
Responsible Party: Town Planner
Timeframe: Short and Medium term
3. Work with the State and the General Assembly to revise the definition of "consistent with local needs" to recognize such factors as local public infrastructure availability, land capacity, and growth rate.
Responsible Party: Town Planner
Timeframe: Short and Medium term
4. Work with the State and the General Assembly to revise the comprehensive permit process so that the Town can realistically implement its own context-sensitive vision for low and moderate income housing that accurately reflects local conditions and needs.
Responsible Party: Town Planner
Timeframe: Short and Medium term
5. Work with the State and General Assembly to find a more equitable way to accommodate low and moderate income rental developments without creating an undo tax burden on the entire community's tax base.
Responsible Party: Town Planner
Timeframe: Short and Medium term
6. Review the Town's tax sale process to determine if there is an opportunity to create affordable housing.
Responsible Party: Town Planner, Tax Collector, Affordable Housing Advisory Board, Planning Board
Timeframe: Short term
7. Revisit the tax exemptions currently offered and explore additional exemptions to determine if there is an opportunity to use these subsidies to count additional units under the provision of RIGL 45-53.
Responsible Party: Town Planner
Timeframe: Short term

8. Evaluate the following zoning, subdivision and/or land development regulations to determine if updates are warranted:
 - a) Residential compounds;
 - b) Planned Districts;
 - c) Conservation Development;
 - d) Village Districts;
 - e) Mixed Use requirements; and
 - f) In-law apartments.

Responsible Party: Town Planner, Planning Board

Timeframe: Short term

9. Evaluate the effectiveness of the Affordable Housing Board in assisting to implement the housing actions outlined above and update the mission of the Board accordingly.

Responsible Party: Town Council

Timeframe: Short term

10. Incorporate the Town's deed restricted affordable housing into a GIS database.

Responsible Party: GIS Analyst

Timeframe: Short term

11. Identify funding sources and a process for rehabilitation and improvement of the existing housing stock into market rate and low and moderate income housing.

Responsible Party: Town Planner

Timeframe: On-going

DEMOGRAPHIC PROFILE

The demographic profile for the Town includes baseline data which is relevant to multiple elements of the comprehensive plan. This baseline information includes data on population and population projections, race, ethnicity, education, income and age.

The population growth rate in Glocester for the fifty year period 1960 - 2010 was about 195 percent; an almost tripling of the population over the past half century. The Rhode Island Division of Planning's Statewide Planning Program completed population projections for all municipalities. Glocester's projections are shown for the years 2020 through 2040. The projections indicate a much slower rate of growth for the next thirty years than for the previous decades. Whereas Glocester grew by 195% from 1960 to 2010, it is expected to only grow by 3% by 2040. The State's population projections show that the state as a whole will continue to have very slow population growth through 2040.

Table 1 - Population and Projections, 1960-2040

Year	Persons	Numerical Change	Percent Change
1960	3,300		
1970	5,200	1,900	57.6%
1980	7,550	2,350	45.2%
1990	9,227	1,677	22.2%
2000	9,948	721	7.8%
2010	9,746	-202	-2.0%
2015	9,897	151	1.5%
2020	9,820	77	0.8%
2025	9,957	137	1.4%
2030	10,057	100	1.0%
2035	10,102	45	0.5%
2040	10,080	-22	-2.2%

Source: US Census, American Community Survey (1960-2015), RI Population Projections, RI Statewide Planning Program, 2013 (2020-2040)

Table 2 - Population Race, 2015

Race	Population	% of Population
White	9,594	96.9%
Black or African American	44	0.4%
American Indian & Alaskan Native	0	0.0%
Asian	53	0.5%
Native Hawaiian & Other Pacific Islander	0	0.0%
Other	61	0.6%
Two or More Races	145	1.5%
Total	9,897	

Source: American Community Survey DP05, 2015.

Table 3 - Population Ethnicity, 2015

Ethnicity	Population	% of Population
Hispanic or Latino (any race)	190	1.9%
Not Hispanic or Latino	9,707	98.1%
Total	9,897	

Source: American Community Survey DP05, 2015.

Table 4 - Educational Attainment, 2015

Educational Attainment	Population 25-Years & Older	% of Population 25-Years & Older
Less than 9 th grade	190	2.7%
9 th to 12 th grade, no diploma	418	5.9%
High School Diploma or GED Equivalency	1,966	27.7%
Completed Some College	1,461	20.6%
Associate Degree	755	10.6%
Bachelor's Degree	1,519	21.4%
Master's Degree	574	8.1%
Professional Degree	128	1.8%
Doctorate Degree	80	1.1%
Total	7,091	

Source: American Community Survey B15003, 2015.

Table 5 - Household Income, 2015

Median Household Income	\$82,368
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Household Income	Households	% of Occupied Households
Less than \$10,000	92	2.5%
\$10,000 to \$14,999	123	3.4%
\$15,000 to \$24,999	217	6.0%
\$25,000 to \$34,999	284	7.8%
\$35,000 to \$49,999	318	8.8%
\$50,000 to \$74,999	522	14.4%
\$75,000 to \$99,999	631	17.4%
\$100,000 to \$149,999	897	24.8%
\$150,000 to \$199,999	443	12.2%
\$200,000 or more	97	2.7%
Total	3,624	

Source: American Community Survey DP03 & DP04, 2015.

Table 6 – Population Age, 2015

Age	Population	% of Population
Under 5 years	372	3.8%
5 to 9 years	525	5.3%
10 to 14 years	627	6.3%
15 to 19 years	467	4.7%
20 to 24 years	815	8.2%
25 to 34 years	956	9.7%
35 to 44 years	1,210	12.2%
45 to 54 years	1,800	18.2%
55 to 59 years	938	9.5%
60 to 64 years	814	8.2%
65 to 74 years	868	8.8%
75 to 84 years	283	2.9%
85 years & over	222	2.2%
Total	9,897	

Source: American Community Survey DP05, 2015.

LAND USE

The Land Use Plan is the cornerstone of the comprehensive plan and connects all other elements of the plan. It provides an overview of how the Town plans to protect, develop, use and manage its finite land resources. As defined by the State Planning Council's Guidance Handbook #13, Planning for Land Use, planning for land use implies creating a balance of uses that is appropriate for achieving the community's goals and is reflective of the natural characteristics of the land, its suitability for use, and the availability of existing and proposed public and/or private services and facilities. Land use planning must also be consistent with available resources and the need to protect public health, safety and welfare.¹

The land use plan is an opportunity to look at the existing land uses in Town, assess the future development capacity based on the existing zoning and create a future land use map based on these findings. The Town must then address any inconsistencies between the existing zoning districts and not only the Town's future land use map but for neighboring municipalities as well.

Existing Conditions

Prior to 1965 when Gloucester adopted its first zoning ordinance, land use, intensity and location were primarily determined by matters of commerce and personal choice. Villages grew near areas of manufacturing activity and/or transportation systems. Farms were scattered throughout the remainder of the community. Most of the land remained fallow or unimproved due to its physical limitations for farming or community development. High water tables, wetlands, slope and stoniness were the dominating features characteristic of Gloucester's land that constrained and directed development activities.

The first zoning effort sought to establish a logical assembly and order of land uses. Due to the low-intensity development and rural nature of the Town's historical development, the land area was zoned for low-density residential use with a small allowance for commerce uses around the village centers. Several evolutionary amendments were made to this original zoning ordinance, however, the historical pattern of low density and agricultural development has been carried forward into the current zoning ordinance. The table below outlines the current land uses in Gloucester. Refer also to Map 1 – Existing Land Use.

¹ Guidance Handbook Number #13, Planning for Land Use, RI Comprehensive Planning Standards, January 2016.

Table 7 – Existing Land Use, 2017

Land Use	Acres	% of Area
Active Recreation	170.32	0.47%
Cemeteries	88.43	0.24%
Commercial	439.64	1.21%
Industrial	540.98	1.48%
Institutional	1,211.63	3.32%
Mixed Use	355.96	0.98%
Protected Open Space	5,516.12	15.13%
Residential < 1 acre*	765.28	2.10%
Residential 1-2 acres*	728.92	2.00%
Residential >2 acres*	15,594.91	42.76%
Right-of-way	473.82	1.30%
Undeveloped	8,882.57	24.36%
Water	1,700.50	4.66%
Total	36,469.10	100.00%

Source: Town of Gloucester GIS, 2018. * Includes agricultural uses.

Existing Zoning

Table 8 - Existing Zoning Districts

Zoning District	Use	Description
A-4	Agricultural – Residential	This district is intended for agricultural use and low-density single family dwellings, detached structures, located on lots containing a minimum lot area of 4 acres.
A-3	Agricultural – Residential	This district is intended for agricultural use and low-density single family dwellings, detached structures, located on lots containing a minimum lot area of 3 acres.
R-2	Residential	This district is intended for single family dwellings, detached structures, located on lots containing a minimum lot area of 2 acres.
B-1	Neighborhood Commercial	This district is intended for commercial uses that primarily serve local neighborhood market needs for convenience retail, services and professional office establishments.

B-2	Highway Commercial	This district is intended for commercial uses that serve Town-wide or regional market needs for retail, services and professional office establishments.
I	Industrial	This district is intended to provide for general manufacturing and industrial uses.

Source: Gloucester Zoning Ordinance, 2018.

In addition, the Town has several overlay, floating, or special-purpose designations that are superimposed on existing zoning district(s) or portion(s) thereof, providing specific requirements and standards, in addition to or in place of the otherwise applicable and/or existing regulations. Refer also to Map 2 – Existing Zoning. These districts exist as follows:

- Historic District - This district is structured in accordance with Title 45, Chapter 24.1, of the Rhode Island General Laws, as amended, to preserve districts and specific buildings of the Town of Gloucester which reflects elements of its cultural, social, economic, political, and architectural history, to stabilize and improve property values in the historic districts, to preserve specific buildings, to foster civic beauty, to strengthen the local economy and to promote the use of such districts and specific buildings for the education, pleasure and welfare of the residents of the Town of Gloucester.
- Flood Hazard Area - This district is established to govern the development and use of land subject to flood hazards, as defined as wholly or partly within Zone A and Zones A1-A30 as identified on the Flood Insurance Rate Map as part of the Flood Insurance Study, which also includes the Flood Boundary and Floodway Map, compiled by the Federal Emergency Management Agency.
- Planned District - This district is intended to encourage and provide a means for effectuating desirable residential, industrial and commercial development, and conservation in the Town of Gloucester. It permits variations in siting mixed land uses and/or varied dwelling types; to preserve open space for community facilities and aesthetic considerations; and to provide more efficient and economical services and facilities to the residents of the area.
- Village Overlay District - This district is intended to provide flexibility for housing, new business and business expansion with the need for minimal variances or special use permits. The Village Overlay District unifies under one district the current zoning in the existing commercial, agricultural and residential districts and provides for revitalization of the village center. The Village Overlay District is intended to promote walkability within the village and the development of pedestrian scale mixed uses that would complement the existing village fabric.

Land Capacity Analysis

A land capacity analysis is a planning technique to project and gauge when all available land will be consumed by various land uses. This information can help formulate land use policy into the future. A word of caution is needed on the use of the land-capacity model. The variables entered into the model will affect the outcome. Care has been taken to use reasonably accurate and realistic values to perform this function. However, it is not represented that the buildout predicted by this analysis is the only possible or most probable scenario. This analysis is intended to be a planning function to establish one potential scenario and identify the future growth and planning issues related to that particular outcome.

For the purposes of this model, the following assumptions have been established:

- All land not currently used for residential, commercial, cemetery, industrial, institutional or dedicated open space was defined as developable.
- To determine the development potential of the undeveloped land listed in the first assumption, current environmental regulations and conditions were considered to remove unusable land. This included wetlands, water bodies, steep slopes, soils with limited development potential and flood zones.
- Residentially zoned land could be fully developed despite issues regarding access, water supply and property ownership.
- An average household size of 2.73 persons per dwelling unit as defined in the 2015 American Community Survey was utilized.
- Existing minimum lot sizes per zoning district were used to determine lot availability per zoning district.
- Municipal water and sanitary sewer services are not and will not be made available in the future.
- Nonconforming lots of record were not included in this analysis since they constitute a minimal impact in the model's outcome.
- No zone changes would occur in the future to alter the current allocation or intensity of land use by zone.

The land-capacity analysis involved the following steps:

1. Mapping of environmental constraints, such as water bodies, wetlands, steep slopes and flood hazard zones. The principal source for this information was the data from RIGIS and the Town GIS;
2. The developed and constrained land was removed from the total acreage of the zoning district to estimate the acreage of potentially developable land in Town;
3. An allowance of 30 percent was assigned to account for roads and utilities

- supporting development;
4. An estimate of future dwelling units was then made, by dividing the net buildable area by the minimum lot size for the particular zoning district, and;
 5. A calculation of the potential buildout population was then established by multiplying the number of dwelling units times the average household size from the 2015 ACS of 2.73.

Table 9 - Land Capacity Analysis

Zoning District	Current Acres	Constrained Land*	Net Developable Land	Dwelling Units	Population
A-4 – 4 Acres	29,767	26,079	3,688	922	2,517
A-3 – 3 Acres	5,110	4,568	542	181	494
R-2 – 2 Acres	957	856	101	51	139
Total				1,154	3,150

Source: Gloucester Planning Office, 2017. *Developed land, protected open space, waterbodies, wetlands, steep slopes, flood zones, and a 30% design factor.

Based on this land-capacity projection, Gloucester can expect its buildout population to be 13,047. This is based on the 2015 population of 9,897 plus the projected 3,150 that the land capacity analysis illustrates. Since 2006, Gloucester has averaged 17.4 new units of housing per year. Based on that average, it will take the Town approximately 66 years to reach total buildout. Again, this projection is meant to be cursory only and used as a planning tool to assist the Town in setting broader policy for land use and housing into the future.

Future Land Use

According to the land capacity analysis, Gloucester can expect to experience modest demand for land consumption into the future. Without drastic changes in policy and infrastructure, this demand for land will be predominantly for residential housing. As outlined above, much of the remaining undeveloped land area is characterized by natural resources features that limit or prevent environmentally sound development practices.

Based on its analysis, the Town has created a future land use map to illustrate which land uses would be supported in specific locations throughout the Town. Refer to Map 3 – Future Land Use. This map is not a zoning map that lists specific properties and allowed uses. Rather, it offers future land use by area. This map is consistent with the future land use map included in

the Land Use 2025: Rhode Island’s State Land Use Policies and Plan. The inconsistencies between the future land use map for the Town and the current zoning map are outlined in Table 10 below and shown on Map 4 – Land Use Inconsistencies. The circled areas shown on Map 4 do not represent the only land use inconsistencies. The circles call attention to the areas where the inconsistencies are smaller and harder to notice at the scale of the map.

Table 10 – Future Land Use Map Inconsistencies

Location – Plat/Lot	Site Name	Current Zone	Future Land Use Designation
17-108		B-2 - Highway Commercial / A-4 - Agricultural Residential	Commercial
10A-14		R-2 - Residential / B-2 - Highway Commercial	Residential 1-2 acres
17-111		A-4 - Agricultural Residential	Commercial
10D-13		A-4 - Agricultural Residential / B-2 - Highway Commercial	Commercial
14-13		A-4 - Agricultural Residential	Commercial
14-14		A-4 - Agricultural Residential / B-2 - Highway Commercial	Commercial
17-36		A-4 - Agricultural Residential	Commercial
19-124		A-3 - Agricultural Residential	Commercial
14-16		A-4 - Agricultural Residential / B-2 - Highway Commercial	Commercial
14-17		A-4 - Agricultural Residential / B-2 - Highway Commercial	Commercial
17-106		B-2 - Highway Commercial / A-4 - Agricultural Residential	Commercial
4-4	George Washington	A-4 - Agricultural Residential	Protected Open Space
4-2	George Washington	A-4 - Agricultural Residential	Protected Open Space
13-151	Steere - Comber	A-4 - Agricultural Residential	Protected Open Space
9-118	Sprague Farm	A-4 - Agricultural Residential	Protected Open Space
8-11	Sprague Farm	A-4 - Agricultural Residential	Protected Open Space
8A-11	Durfee Hill	A-4 - Agricultural Residential	Protected Open Space
7-19	Sprague Farm	A-4 - Agricultural Residential	Protected Open Space
4-18	Durfee Hill	A-4 - Agricultural Residential	Protected Open Space
2-30	Durfee Hill	A-4 - Agricultural Residential	Protected Open Space
14-153	Scotston Town Forest	A-4 - Agricultural Residential	Protected Open Space
3-7	Killingly Pond	A-4 - Agricultural Residential	Protected Open Space
1-79	Kwandrans	A-4 - Agricultural Residential / B-2 - Highway Commercial	Protected Open Space
10-32	Sprague Farm	A-4 - Agricultural Residential	Protected Open Space

16-32	Seldom Seen Farm	A-4 - Agricultural Residential	Protected Open Space
1-40	Kwandrans	A-4 - Agricultural Residential	Protected Open Space
7-96	Sprague Farm	A-4 - Agricultural Residential	Protected Open Space
4-32	Durfee Hill	A-4 - Agricultural Residential	Protected Open Space
7-130	Sprague Farm	A-4 - Agricultural Residential	Protected Open Space
8-18	Sprague Farm	A-4 - Agricultural Residential	Protected Open Space
17-121	Philps Farm	A-4 - Agricultural Residential	Protected Open Space
7-81	Durfee Hill	A-4 - Agricultural Residential	Protected Open Space
17-116	Steere Hill Farm	A-4 - Agricultural Residential	Protected Open Space
7-100	Durfee Hill	A-4 - Agricultural Residential	Protected Open Space
7-94	Sprague Farm	A-4 - Agricultural Residential	Protected Open Space
8-16	Durfee Hill	A-4 - Agricultural Residential	Protected Open Space
7-147	Sprague Farm	A-4 - Agricultural Residential	Protected Open Space
2-28	Durfee Hill	A-4 - Agricultural Residential	Protected Open Space
4-19	Durfee Hill	A-4 - Agricultural Residential	Protected Open Space
8-9	Sprague Farm	A-4 - Agricultural Residential	Protected Open Space
14-253	Le Plat	A-4 - Agricultural Residential	Protected Open Space
8-17	Durfee Hill	A-4 - Agricultural Residential	Protected Open Space
7-97	Sprague Farm	A-4 - Agricultural Residential	Protected Open Space
7-125	Sprague Farm	A-4 - Agricultural Residential	Protected Open Space
11-219	Hopkins Woodland	A-3 - Agricultural Residential	Protected Open Space
17-112	Heritage	A-4 - Agricultural Residential	Protected Open Space
4-3	George Washington	A-4 - Agricultural Residential	Protected Open Space
17-1	Garrity Woodland	A-4 - Agricultural Residential	Protected Open Space
2-27	Durfee Hill	A-4 - Agricultural Residential	Protected Open Space
8-28	Durfee Hill	A-4 - Agricultural Residential	Protected Open Space
4-10	Durfee Hill	A-4 - Agricultural Residential	Protected Open Space
7-92	Sprague Farm	A-4 - Agricultural Residential	Protected Open Space
8-35	Sprague Farm	A-4 - Agricultural Residential	Protected Open Space
14-229	Scotston Town Forest	A-4 - Agricultural Residential	Protected Open Space
4-16	Durfee Hill	A-4 - Agricultural Residential	Protected Open Space
7-15	Burton Woodland (A)	A-4 - Agricultural Residential	Protected Open Space
8A-6	Durfee Hill	A-4 - Agricultural Residential	Protected Open Space
8A-4	Durfee Hill	A-4 - Agricultural Residential	Protected Open Space
8A-5	Durfee Hill	A-4 - Agricultural Residential	Protected Open Space
8A-13	Durfee Hill	A-4 - Agricultural Residential	Protected Open Space
8A-2	Durfee Hill	A-4 - Agricultural Residential	Protected Open Space
4-19-A	Durfee Hill	A-4 - Agricultural Residential	Protected Open Space
7-102	Durfee Hill	A-4 - Agricultural Residential	Protected Open Space
8-7	Sprague Farm	A-4 - Agricultural Residential	Protected Open Space
8-10	Sprague Farm	A-4 - Agricultural Residential	Protected Open Space

3-17	Killingly Pond	A-4 - Agricultural Residential	Protected Open Space
4-15	Durfee Hill	A-4 - Agricultural Residential	Protected Open Space
4-23	Durfee Hill	A-4 - Agricultural Residential	Protected Open Space
1-32-A	Hawkins Pond	A-4 - Agricultural Residential	Protected Open Space
4-14	Durfee Hill	A-4 - Agricultural Residential	Protected Open Space
4-13	Durfee Hill	A-4 - Agricultural Residential	Protected Open Space
7-101	Durfee Hill	A-4 - Agricultural Residential	Protected Open Space
7-93	Sprague Farm	A-4 - Agricultural Residential	Protected Open Space
16-164	Seldom Seen Farm	A-4 - Agricultural Residential	Protected Open Space
7-129	Sprague Farm	A-4 - Agricultural Residential	Protected Open Space
1-33	Site Name Unknown	A-4 - Agricultural Residential	Protected Open Space
16-163	Seldom Seen Farm	A-4 - Agricultural Residential	Protected Open Space
11-212	Scotston Town Forest	A-4 - Agricultural Residential	Protected Open Space
2-23	Durfee Hill	A-4 - Agricultural Residential	Protected Open Space
7-127	Sprague Farm	A-4 - Agricultural Residential	Protected Open Space
4-33	Durfee Hill	A-4 - Agricultural Residential	Protected Open Space
3-9	Killingly Pond	A-4 - Agricultural Residential	Protected Open Space
1-1	Pulaski	A-4 - Agricultural Residential	Protected Open Space
7-18	Sprague Farm	A-4 - Agricultural Residential	Protected Open Space
8-16-A	Sprague Farm	A-4 - Agricultural Residential	Protected Open Space
1-32	Hawkins Pond	A-4 - Agricultural Residential	Protected Open Space
2-25	Durfee Hill	A-4 - Agricultural Residential	Protected Open Space
2-26	Durfee Hill	A-4 - Agricultural Residential	Protected Open Space
7-20	Sprague Farm	A-4 - Agricultural Residential	Protected Open Space
16-39	Seldom Seen Farm	A-4 - Agricultural Residential	Protected Open Space
2-10	Babbits Corner	A-4 - Agricultural Residential	Protected Open Space
16-34	Seldom Seen Farm	A-4 - Agricultural Residential	Protected Open Space
7-81-A	Durfee Hill	A-4 - Agricultural Residential	Protected Open Space
4-12	Durfee Hill	A-4 - Agricultural Residential	Protected Open Space
7-99	Durfee Hill	A-4 - Agricultural Residential	Protected Open Space
7-11	Sprague Farm	A-4 - Agricultural Residential	Protected Open Space
16-83	Seldom Seen Farm	A-4 - Agricultural Residential	Protected Open Space
4-22	Durfee Hill	A-4 - Agricultural Residential	Protected Open Space
2-31	Durfee Hill	A-4 - Agricultural Residential	Protected Open Space
7-98-B	Sprague Farm	A-4 - Agricultural Residential	Protected Open Space
7-103	Durfee Hill	A-4 - Agricultural Residential	Protected Open Space
2-29	Durfee Hill	A-4 - Agricultural Residential	Protected Open Space
7-95	Sprague Farm	A-4 - Agricultural Residential	Protected Open Space
7-128	Sprague Farm	A-4 - Agricultural Residential	Protected Open Space
14-90	Signe Phillips	R-2 - Residential	Protected Open Space
11-78	Burton Woodland (B)	A-4 - Agricultural Residential	Protected Open Space

7-126	Sprague Farm	A-4 - Agricultural Residential	Protected Open Space
8-15	Sprague Farm	A-4 - Agricultural Residential	Protected Open Space
7-13	Sprague Farm	A-4 - Agricultural Residential	Protected Open Space
8-30	Sprague Farm	A-4 - Agricultural Residential	Protected Open Space
8-8	Sprague Farm	A-4 - Agricultural Residential	Protected Open Space
8-29	Durfee Hill	A-4 - Agricultural Residential	Protected Open Space
4-17	Durfee Hill	A-4 - Agricultural Residential	Protected Open Space
8-20	Sprague Farm	A-4 - Agricultural Residential	Protected Open Space
8A-12	Durfee Hill	A-4 - Agricultural Residential	Protected Open Space
8-14	Sprague Farm	A-4 - Agricultural Residential	Protected Open Space
3-8	Killingly Pond	A-4 - Agricultural Residential	Protected Open Space
9-70	Dark Swamp	A-4 - Agricultural Residential	Protected Open Space
3-16	Killingly Pond	A-4 - Agricultural Residential	Protected Open Space
9-71	Sprague Farm	A-4 - Agricultural Residential	Protected Open Space
5-84	Killingly Pond	A-4 - Agricultural Residential	Protected Open Space
3-5	Killingly Pond	A-4 - Agricultural Residential	Protected Open Space
3-15	Killingly Pond	A-4 - Agricultural Residential	Protected Open Space
5-83	Killingly Pond	A-4 - Agricultural Residential	Protected Open Space
5-99	Killingly Pond	A-4 - Agricultural Residential	Protected Open Space
5-98	Killingly Pond	A-4 - Agricultural Residential	Protected Open Space
3-23	Killingly Pond	A-4 - Agricultural Residential	Protected Open Space
3-23	Killingly Pond	A-4 - Agricultural Residential	Protected Open Space
5-96	Killingly Pond	A-4 - Agricultural Residential	Protected Open Space
9-42	Pray Hill	A-4 - Agricultural Residential	Protected Open Space
9-46	Pray Hill	A-4 - Agricultural Residential	Protected Open Space
5-87	Pray Hill	A-4 - Agricultural Residential	Protected Open Space
2-13	Babbits Corner	A-4 - Agricultural Residential	Protected Open Space
11-221	Hopkins Woodland	A-3 - Agricultural Residential	Protected Open Space
8-5-A	Sprague Farm	A-4 - Agricultural Residential	Protected Open Space
11-33	Scotston Town Forest	A-4 - Agricultural Residential	Protected Open Space

Source: Town of Gloucester GIS, 2018.

Based on the comprehensive planning process used to establish this plan, the future land use map is reflective of the Town's general existing patterns of development. The Town wishes to retain and enhance its rural character, including low density residential and agricultural development throughout much of the Town with more concentrated mixed use development in Chepachet Village. Limited expansion of existing commercial areas is also identified on the map. For those locations with a commercial or residential future land use designation, the Town will propose rezoning those areas to an existing zoning district. For those locations with a protected open space future land use designation, the Town will propose the creation of a new

zoning district with uses consistent with protected open space such as passive recreation, conservation, etc.

This element also considered the land use of the surrounding communities and their comprehensive plans. Direct notice of the Town Council hearing to consider the adoption of this comprehensive plan was sent to the surrounding communities to solicit their input. No comments were received from abutting communities. Each abutting community's land use was also considered and determined to be compatible with the Town's future land use map.

NATURAL, HISTORIC AND CULTURAL RESOURCES

During the comprehensive community planning process, Gloucester's residents identified several attributes that contribute to the Town's unique nature, including the Town's natural resources, cultural and historical resources.

Natural Resources

Gloucester's natural resources have played an important role in the Town's development, settlement pattern, and the character of the Town. Throughout earlier comprehensive planning processes, many expressed a belief that Gloucester's residential attractiveness and the community's sense of place are inextricably linked to the natural environment. The earliest settlers depended on farming, hunting and fishing as life sustaining activities. To the early manufacturers, the area's water resources provided a plentiful source of power for mill machinery. During the twentieth century, seekers of outdoor recreational pursuits enjoyed the abundant water bodies and woodlands located throughout the Town. Farmers, though, had to contend with stony and wet soils that weakened their ability to establish and maintain adequate tillable acreage and crop yields. Some Gloucester homeowners are troubled by wet basements, poor site drainage, stony yards and large areas of unusable property due to the local features of the natural environment.

In order to establish effective policies to protect the Town's natural, cultural and historical resources, a proper assessment of the existing conditions is first required. Refer also to Map 5 – Natural Resources.

Water Resources

Of the 36,469 acres of area that comprise the Town of Gloucester, 1,700 acres are surface water and 2,405 acres are wetlands, accounting for 6.6% of the Town's total area. Flood storage capacity areas or flood plains, which constitute 2,382 acres and 6.5% of the Town are another important local water resource. The proper functioning of these resources is critical to the environmental health of the community and safety of its citizens. 10,631 acres, or 29% of the Town lies within the Scituate Reservoir watershed. The Providence Water Supply Board is the owner and operator of the Scituate Reservoir water supply and distribution system. In addition to these surface water resources are the subsurface or groundwater resources. The Town does not provide a public water supply or distribution network. All potable water in Gloucester is obtained from groundwater, captured and distributed by private individuals or firms. Water quality preservation and enhancement including groundwater protection are of paramount importance to the well-being of Gloucester's citizens and the nearly 60 percent of the State's population supplied water from the Scituate Reservoir. Refer also to Map 6 – Water Resources.

Surface Water

Watersheds are areas serving as the exclusive drainage basins for a particular surface water body. For example, the Scituate Reservoir watershed is a drainage basin where all precipitation that falls in that area is collected and eventually drained into the Scituate Reservoir. Thus, it is important to understand that the watershed area forms the geographic basis for land use and pollution-prevention policies and programs. In Gloucester, there are eight watersheds, two of which (Barden Reservoir-Ponaganset River and Moswansicut Pont-Huntinghouse Brook) contribute to the larger Scituate Reservoir.

Within the watershed area is a dynamic natural water resource system comprised of rivers, streams, creeks, ponds, lakes, wetlands and floodplains. A stream, creek, pond or lake is an important part of the hydrological cycle. That is a process where precipitation from the atmosphere falls onto the earth; percolates into groundwater preserves; runs off or leaches from the ground water reserves into surface water bodies or wetlands; and is evaporated by the sun or transpired by plants back into the atmosphere. Surface water bodies, streams, creeks and wetlands serve two parts of this cycle. First, they serve to drain the surface of the land and, second, they are interconnected with groundwater movement. Refer also to Map 7 – Watersheds.

Streams, creeks, ponds and lakes are prevalent throughout Gloucester due to the natural and altered environment. In the Town’s early history, waterways were important sources of power for manufacturing mills. Several of the Town’s large waterbodies, such as Keech and Spring Grove Ponds, Waterman, Pascoag, Smith & Sayles, Burlingame, Bowdish and Ponaganset Reservoirs, were originally created for this purpose. Later, many of these same waterbodies, along with other natural waterbodies, were used as sources of outdoor recreation activities. Swimming, fishing, boating and the scenic views were sought out by many seasonal visitors to the Town.

Inland surface water resources have been classified by the Rhode Island Department of Environmental Management (RIDEM) regarding use and water quality. See table below for the five levels of freshwater water- quality classification.

Table 11 – Freshwater Quality Classifications

Classification	Description
AA	These waters are designated as a source of public drinking water supply or as tributary waters within a public drinking water supply, for primary and secondary contact recreational activities and for fish and wildlife habitat. These waters shall have excellent aesthetic value.
A	These waters are designated for primary and secondary contact recreational

	activities and for fish and wildlife habitat. They shall be suitable for compatible industrial processes and cooling, hydropower, aquacultural uses, navigation, and irrigation and other agricultural uses. These waters shall have excellent aesthetic value.
B	These waters are designated for fish and wildlife habitat and primary and secondary contact recreational activities. They shall be suitable for compatible industrial processes and cooling, hydropower, aquacultural uses, navigation, and irrigation and other agricultural uses. These waters shall have good aesthetic value.
B1	These waters are designated for primary and secondary contact recreational activities and fish and wildlife habitat. They shall be suitable for compatible industrial processes and cooling, hydropower, aquacultural uses, navigation, and irrigation and other agricultural uses. These waters shall have good aesthetic value. Primary contact recreational activities may be impacted due to pathogens from approved wastewater discharges. However all Class B criteria must be met.
C	These waters are designated for secondary contact recreational activities and fish and wildlife habitat. They shall be suitable for compatible industrial processes and cooling, hydropower, aquaculture uses, navigation, and irrigation and other agricultural uses. These waters shall have good aesthetic value.

Source: RIDEM, Water Quality Regulations, 2009.

The classifications of the Town’s major water bodies are summarized below by river basin.

Table 12 - Classification of Surface Waterbodies by River Basin

Water Body	Classification	Water Body	Classification
Blackstone River Basin			
Brandy Brook	B	Burlingame Reservoir	B
Chepachet River	B	Cherry Valley Pond	B
Keech Pond	B	Mowry Paine Brook	B
Pascoag Reservoir	B	Peckham Brook	B
Saunders Brook	B	Shingle Mill Pond	B
Smith & Sayles Reservoir	B	Spring Grove Road	B
Stingo Brook	B	Sucker Brook	B
Woonasquatucket River Basin			
Cutler Brook	B	Nine Foot Brook	B
Shincott Brook	B	Waterman Reservoir	B

Thames River Basin			
Bowdish Reservoir	B	Brown Brook	B
Cady Brook	B	Clarkville Pond	B
Hawkins Pond	B	Killingly Pond	B
Lake Washington	B	Mowry Meadow Brook (Shady Oak Brook)	B
Pawtuxet River Basin			
Allen Richard Brook	AA	Coomer's Lake	AA
Dolly Cole Brook	AA	Hannah Brook	AA
Hunt Brook	AA	Huntinghouse Brook	AA
Killy Brook	AA	Lake Aldersgate	AA
Mosquitohawk Brook	AA	Peep-toad Brook	AA
Ponagansett Reservoir	AA	Windsor Brook	AA

Source: RIDEM, Water Quality Regulations, 2009.

The Town of Glocester through its Conservation Commission has been an active and supportive partner with URI's Cooperative Extension's Watershed Watch Program since its inception in 1988. The Watershed Watch Program provides roughly 90% of Rhode Island's lake baseline data. Lakes are monitored on a weekly basis by resident volunteers from May to October, providing a steady stream of valuable water quality data to URI for analysis. This analysis includes field testing for water clarity, water temperature, dissolved oxygen, and algae. Laboratory testing includes nutrients, bacteria, algae, pH & alkalinity, and chlorides. Results are available at local libraries or the Watershed Watch website - www.uri.edu/ce/wq/ww.

Groundwater

As previously explained, groundwater is an integral component of the hydrologic cycle. Groundwater is contained in underground reservoirs called aquifers. Groundwater typically returns to the surface through wells and leeching into lakes, streams, ponds and wetlands. Thus, groundwater moderates surface-water flow by absorption during wet periods and discharge during dry periods. In addition to serving as reservoirs, aquifers also serve to filter water as it percolates from and to the surface.

In Glocester, 100 percent of the potable water supply is obtained from groundwater sources. Thus, aquifers are an important public resource. RIDEM has estimated that the Town's primary groundwater reservoir occupies approximately 900 acres, with an associated recharge area of over 5,000 acres. This one aquifer area lies beneath about 16 percent of the Town's total land area. Other aquifers have been catalogued and evaluated by the Environmental Protection

Agency (EPA) and the US Geological Survey. They include aquifers surrounding the Keech Pond, Smith & Sayles Reservoir, Chepachet River, and Pascoag Reservoir.

Since groundwater is the exclusive water supply source for Glocester's residents, extreme care must be exercised not to pollute aquifers through inappropriate land-use practices. RIDEM has established a Wellhead Protection Program to "prevent contamination of groundwater resources that are used by public drinking water systems." This action is required by the EPA through the federal Safe Water Drinking Act. RIDEM and the RI Department of Health (RIDOH) define the term "Public water system" as a system for the provision to the public of water for human consumption through pipes or other constructed conveyances, if such system has at least fifteen (15) service connections or regularly serves at least twenty-five (25) individuals daily at least sixty (60) days out of the year.

Pollution sources can include those naturally occurring, contaminated surface water runoff and faulty septic systems. Glocester has no public sewerage collection system or treatment facility. All septic waste is treated through cesspools or on-site wastewater treatment systems.

Rhode Island Water 2030 (State Guide Plan Element 721) establishes coordinated procedures for the State of Rhode Island's response to severe drought episodes. It outlines the responsibilities of state, federal and local entities involved in water resources management, and defines the roles these key entities are to play in the state's response to a long-term drought. Although the Town relies solely on individual wells for its water supply source, it recognizes that municipal governments have a key role, particularly in public education, local water conservation regulation, and enforcement and will cooperate with state agencies and local water suppliers as required in developing coordinated response actions.

Wetlands

Wetlands are generally defined as transitional areas between dry land and open water. They are areas of even topography, poor drainage and standing water, either on a seasonal or year-round basis. There are several federal and state agencies that define and regulate wetland areas. No universally accepted definition of a wetland exists. Every wetland is identified and ranked by the RI DEM based on its vegetation, water type, size, depth, soil type and wildlife habitat. Only a site specific evaluation by a trained professional can properly identify and define a wetland area. In addition, every wetland is ranked according to its ecological viability. Wetlands also affect the quality of water, the quantity of water and are important resources for overall environmental health and diversity. Destruction, loss or pollution of wetlands threatens the public safety and general welfare of the community. Approximately 2,405 acres of the Town's land area is comprised of wetlands. Refer also to Map 8 – Wetlands.

Floodplains

A floodplain or flood hazard area is defined as an area that has a one percent (1%) or greater chance of inundation in any given year, as delineated by the Federal Emergency Management Agency (FEMA) pursuant to the National Flood Insurance Act of 1968, as amended (P.L. 90-448), 42 U.S.C. 4011 et seq. FEMA requires local communities to regulate development within the 100-year floodplain for homeowners to qualify for federally subsidized flood insurance. The Town has adopted a set of regulations to meet the FEMA requirements. The Gloucester Zoning Ordinance regulates development within all flood-hazard areas in the Town. The Gloucester Building Official is given authority to require a development permit for construction within a flood-hazard zone. Special building code standards apply to structures erected in a flood-hazard area. Additional building standards are contained in the RI State Building Code. Approximately 2,382 acres of the Town's land area is comprised of floodplains. Refer to also to Map 9 – Flood Hazard Areas.

Habitat Assets

Per RIGL 20-37-2, RIDEM is responsible for approving lists of plant and animal species that are of conservation interest in Rhode Island. Various state and federal regulations are based on these lists. A four-party collaboration consisting of RIDEM, University of Rhode Island, The Nature Conservancy, and the Rhode Island Natural History Survey assist RIDEM by gathering and reviewing data on species occurrences in the state and region and listing species of likely conservation interest in Rhode Island. Several sites in Gloucester are noted as Natural Heritage Areas, which include Rhode Island's rarest and most vulnerable natural features. Refer also to Map 10 – Habitat Assets.

Shady Oak Brook Tree Farm

The Gloucester Conservation Commission is the steward of the Town's Shady Oak Brook Tree Farm and the abutting Williams Mill Conservation Area. The Commission ensures that the area is maintained and monitors the hybrid American Chestnut trees, reporting to the American Chestnut Foundation. A scientist from the Foundation periodically conducts an inspection of the hybrid trees and, thus far, has been pleased with their growth. The Conservation Commission also purchases street trees for the Farm which are available for Town-owned properties and non-profit organizations upon request.

As evidenced above, the Town is rich in natural resources. The Town is particularly sensitive to issues facing the prominent natural resources, which have been outlined below.

Threats to Natural Resources

Onsite Wastewater Treatment Systems

All septic waste is treated and stored in cesspools or Onsite Wastewater Treatment Systems (OWTS), formerly known as Individual Septic Disposal Systems (ISDS). These waste systems are located in the ground and have a potential to contaminate ground and surface water if improperly operated, functionally obsolescent or improperly installed or designed. Cesspools have been outlawed and can no longer be installed. Only pre-existing cesspools may be used to treat and store septic wastes. Poor design, siting, installation or maintenance can result in an OWTS failure.

The Town completed a Wastewater Management Facilities Plan in 1997. This report comprehensively covers the issue of wastewater management in the Town, complies with the RIDEM guidelines for facility plan adoption, and has been accepted as a qualified facilities plan. Several of the recommendations of this study have been incorporated into this comprehensive plan. In the past, the Town has pursued attempts to connect with the Burrillville sewer system, a plan that has not come to fruition at this time due to the high cost; however the Town can purchase capacity from Burrillville in the future.

Stormwater Management

Drainage from land development areas sometimes carries suspended particulate matter that is contaminated. This pollution can range from mere soil particles to soil particles containing metals or chemicals. Most often, this runoff is directed to existing drainage systems to be carried away. Surface water runoff pollutants can contaminate groundwater and the drainage system. For example, a study of Lake Washington determined that non-point source pollution has degraded the water quality of the lake. Although the prime source of pollution was identified as septic system leachate into the lake, surface water runoff was determined to be a contributing pollution source. Similar outcomes to other water resources are possible if surface runoff is polluted and not properly contained and treated. A net zero additional runoff standard has been incorporated into Town Subdivision Regulations.

The Federal Water Pollution Control Act (commonly referred to as the Clean Water Act (CWA)) prohibits the discharge of any pollutant to waters of the United States from a point source unless the discharge is authorized by a National Pollutant Discharge Elimination System (NPDES) permit. The NPDES program is designed to track point sources and require the implementation of the controls necessary to minimize the discharge of pollutants. Initial efforts to improve water quality under the NPDES program primarily focused on reducing pollutants in industrial process wastewater and municipal sewage. These discharge sources were easily identified as responsible for poor water quality.

RIDEM has been the delegated authority to implement the NPDES program in Rhode Island (referred to as RIPDES). The EPA's Storm Water Phase II Rule requires operators of Municipal Separate Storm Sewer Systems (MS4) to obtain permits and establish a storm water management program that is intended to improve water bodies by reducing the quantity of pollutants that can enter storm sewer systems during storm events.

The Phase II Rule requires an operator of a regulated small MS4 to apply for a RIPDES permit. The RIPDES application must include a Storm Water Management Program Plan (SWMPP) that describes the Best Management Practices (BMPs) for each of the following six minimum measures:

1. Public Education and Outreach
2. Public Involvement/Participation
3. Illicit Discharge Detection and Elimination
4. Construction Site Runoff Control
5. Post Construction Runoff Control
6. Pollution Prevention/Good Housekeeping

The Town of Glocester is considered to be a small MS4, one of six municipalities in the State with a population of 1,000 to 10,000 and considered to be located within an urbanized area. In compliance with the RIPDES program general permit, the Town issues an annual report outlining steps taken in each of six minimum measures listed above.

Erosion and Sediment Control

Without the proper site preparation, it is possible for excessive quantities of soil to erode from housing and commercial developments, industrial areas, recreational facilities and roads. This erosion results in costly repairs to gullies, washed out fills, roads, and embankments. The resulting sediment clogs the storm sewers, road ditches, and muddies streams, leaves deposits of silt in ponds and reservoirs and is considered a major water pollutant.

The Town has adopted an Erosion and Sediment Control Ordinance to prevent soil erosion and sedimentation from occurring as a result of development by requiring proper provisions for water disposal, and the protection of soil surfaces during and after construction. This ordinance is applicable to any situation involving any disturbances to the terrain, topsoil or vegetative ground cover on any property within the Town as determined by the Building Official.

Underground Storage Tanks

Underground storage tanks were routinely used to house a variety of liquid products for personal or business consumption. The older style tanks were typically a single-walled iron or

steel cylinder. Most often, fuel products such as gasoline, diesel fuel or home-heating fuel were stored in these tanks. Due to their design and construction, these tanks were susceptible to leakage, thus contaminating of the nearby soil. In some instances, the leakage was so great that groundwater and surface water sources were contaminated. In response to this public and environmental health crisis, the RIDEM initiated the Underground Storage Tank Program.

This program exempts all residents and farms with storage tanks of less than 1,100 gallons in size. All other storage tank users and owners must register their tanks and provide such information as the age, composition material, spill provisions and proximity to waterbodies, proof of ownership, and a site drawing. Underground storage tanks pose special problems to the community because a leak can go undetected for many years or until serious harm is caused. When needed, the Town refers property owners to RIDEM's Leaking Underground Storage Tank Program for assistance.

Junkyards and Abandoned Vehicles

Uncontrolled spillage of fluids such as gasoline, motor oil, brake fluid, transmission fluid and anti-freeze coolant are potential pollution sources. These uses are regulated by both the State and the Town. While there are no licensed automobile junkyards located in the Town and the Zoning Ordinance prohibits the location or operation of a junkyard anywhere in Town, the accumulation of this type of material is sometimes found on private property. The Building Official is effective in enforcing the Town's Code of Ordinances to ensure that this activity does not result in natural resource pollution.

Salt Storage Areas

Salt storage areas and road de-icing practices that employ salt are activities that have the potential to cause pollution of surface and groundwater resources. Actions to reduce or prevent salt contamination include: covering salt storage piles, placing salt piles on impervious surfaces, containing and treating salt-laden surface runoff from salt storage areas, use of salt substitutes for de-icing of roads in areas susceptible to contamination and careful application of salt by application crews. The Town has two (2) salt sheds that are both three-sided cement block buildings with roofs. All crews are directed to keep salt application concentrated on the center of the roadway.

Other Pollution Sources

Many households and small businesses contribute to pollution of the natural environment. Improper disposal of paints, household cleaning chemicals, solvents and waste oil can cause serious environmental pollution. In addition, improper application of fertilizers, herbicides and pesticides can dramatically affect the water quality and the ecological viability of impacted areas. Proper disposal of household hazardous wastes and the careful application of lawn and garden chemicals are necessary to prevent environmental pollution or health threats. Natural

or less toxic substitutes for these intended applications are available that are as effective as the more toxic varieties. The Town includes educational information related to proper disposal on of various materials on its website as a resource for residents.

Historic and Cultural Resources

Glocester was inhabited by Native American Nipmucs well before the first European settlers arrived. In 1638, Roger Williams received a deed from the Narragansett Tribe for land that included the area known today as Glocester. The Town has had a rich history since its first European settlements occurred in the early eighteenth century. Many of the events and circumstances that have shaped Glocester are detailed in two reports: The Historical and Architectural Resources of Glocester, Rhode Island, prepared by the RI Historical Preservation Commission (1980), and, Glocester, The Way Up Country, compiled by the Glocester Bicentennial Commission (1976).

National Register of Historic Places

The Historical and Architectural Resources of Glocester report identified historically significant buildings, sites and areas. This inventory serves as the primary source for all local historical preservation efforts. Several sites/districts of historical significance are included on the National Register of historic Places and other sites/districts have been identified as eligible for listing on the National Register. The National Register listing is assembled and maintained by the U.S. Department of the Interior. National Register properties gain recognition, protection, and financial assistance for preservation or restoration. In Glocester, there are five (5) national register listings. Refer also to Map 11 – Historic and Cultural Resources.

Table 13 - National Register of Historic Places

Resource	Location	Date Designated
Chepachet Village Historic District	Following Putnam Pike (Route 44) from its intersection with Route 102 on the north and on the south	3/13/71
Glocester Town Pound	Pound Road and Chopmist Hill Road	9/22/70
Harmony Chapel and Cemetery	Putnam Pike (Route 44), Harmony	6/25/80
Manton-Hunt-Farnum Farm	Putnam Pike (Route 44)	10/3/85
Cherry Valley Archaeological Site	Victory Highway	11/1/84

Source: RI Historical Preservation & Heritage Commission, National Register, Rhode Island Properties Inventory, 2016.

In addition, over 150 properties were identified in the Historical and Architectural Resources of Glocester report as meriting further consideration regarding their historical significance and potential to be determined eligible for listing on the National Register.

Chepachet Village Historic District

The Town has established a historic district in the village of Chepachet in order to ensure the protection of historic properties and allow compatible development in the village. The Historic District Commission (HDC) was created to review development proposals in the district. The HDC currently uses US Department of Interior standards for historic preservation to evaluate development proposals. While the standards discourage modern materials, consideration is given to incorporating compatible material that conserve energy and meet historic preservation goals.

Archeological Resources

Another facet of the historical resources inventory is archeological resources. The Rhode Island Historic Preservation and Heritage Commission (RIHPHC) maintains an inventory of noteworthy archeological sites. Most sites have not been thoroughly investigated and may contain significant artifacts. To protect these sites, they are illustrated as 20-acre blocs to obscure the actual site location. One site, the Cherry Valley Archeological Site [(RI-279), Victory Highway (11/1/84)], is the only archeological site in Glocester on the National Register. Other archeological sites may be eligible for placement on the Register once further site research is completed. The RIHPHC has identified several such archaeological sites including: the Juniper House Site, Acotes Hill, Gold Mine, Cutler Farm, Farnum Hotel, Cutlers Stand or Barn and Tavern Site, and Barnes Barn & Acid Works.

John H. Chafee Blackstone Valley National Heritage Corridor

Other significant historical or archeological features in the Town include cemeteries, farm roads and stone walls. In addition, Glocester is one of 25 cities and towns in Rhode Island and Massachusetts that encompasses the John H. Chafee Blackstone River Valley National Heritage Corridor. The Heritage Corridor was established in 1986 for the purpose of “preserving and interpreting for the educational and inspirational benefit of present and future generations the unique and significant contributions to our national heritage of certain historic and cultural lands, waterways and structures within the Blackstone Valley in order to provide a management framework to assist the states....and their units of local government in the development and implementation of integrated cultural, historical, and land resource management programs in order to retain, enhance, and interpret the significant values of the

lands, waters and structures of the Corridor.”² The law was amended in 2014 to establish the Blackstone River Valley National Historical Park and extend the authorization of the Heritage Corridor through the end of Fiscal Year 2021. The entity charged with coordinating the activities of the Park and Corridor is the Blackstone River Valley National Heritage Corridor, Inc.

Historical Cemeteries

The Rhode Island Historical Cemetery Commission is a permanent advisory commission to study the location, condition, and inventory of historical cemeteries in Rhode Island and to make recommendations to the General Assembly relative to historical cemeteries in Rhode Island. The Commission recognizes approximately 136 historical cemeteries in the Town of Glocester. Some of the original inhabitants of Glocester are buried in these cemeteries in graves dating back to the mid 1700's. The historical cemeteries in Glocester reflect the history of the town and the family heritage of many Town residents. The names of these cemeteries, their number listing and their locations in the Town are available from a database maintained by the Rhode Island Historical Cemetery Commission.

Threats to Historic and Cultural Resources

Glocester's cultural and historical resources are continually threatened by natural and man-made activities. Weather, storms, and natural disasters pose a natural threat to these resources. Developments that are not context sensitive are the man-made threats to the cultural and historical resources. Regulations to protect and manage the cultural and historical resources of Glocester are important to assure their future existence. Private preservation efforts alone may not be sufficient to protect these resources. As previously outlined, the Town currently has historic district zoning in Chepachet Village to regulate the alteration, repair, or destruction of its historical and cultural resources.

² Public Law 99-647, November 10, 1986

OPEN SPACE AND RECREATIONAL RESOURCES

The preservation of conservation areas contributes, in large part, to the quality of life for Gloucester residents. Gloucester's conservation areas enhance the Town's character and provide for the passive and active recreational needs of residents. Many of the protected Town owned open space areas were secured by the Gloucester Land Trust. Through the efforts of the Town Council, the Gloucester Land Trust was established by the Rhode Island Legislature in 1987. The Trust is dedicated to the preservation of Gloucester's natural resources, rural heritage, and scenic beauty as an environmental, educational, and recreational resource for all who live, work, or visit in the Town of Gloucester. Its members recognize the historical significance and cultural heritage of the community and endeavor to protect it for the education and enjoyment of present and future generations.

In addition to the more passive types of recreational activities generally supported by the open space and conservation areas secured through the Gloucester Land Trust, the Town also has active recreational needs. These may include those related to organized teams or that require specialized equipment, including soccer and ball fields, tennis, swimming, etc.

Existing Resources

The Town has a rich variety of outdoor recreation opportunities. People with outdoor interests can usually find a place to enjoy themselves in Gloucester. In addition to this listing of formal sites, many of the large tracts of private property offer recreation opportunities to individuals. For example, many private property owners allow hunting on their property by permission. Residents and visitors enjoying the sport of mountain or off-road biking use some private dirt roads in the Town. In addition, Gloucester's many lakes offer opportunities to boaters.

Of the 36,469 acres of area that comprise the Town, 8,882 acres are listed as undeveloped, more than 24 % of the Town's entire area. 1,700 acres, or over 4% is classified as water bodies. Of all the parcels of land containing development, over 17,000 acres, or almost 47%, is in residential use. Some of this residential development is considered high density, particularly around several of the lakes and ponds, comprising about 2.1% of the Town's area.

Approximately 2,190 acres are in commercial, industrial and institutional uses, or about 6% of the Town's area. While this development pattern helps to define Gloucester's rural character, it also makes the creation of neighborhood planning districts impractical; therefore the Town will be treated as one planning area with no geographic or neighborhood planning districts.

Of the approximately 9,897 persons residing in Gloucester in 2015, about 2,000 were 19 years old or younger, representing about 20 percent of the Town's total population. Typically, this

age group is used to determine whether recreation resources opportunities are adequate. However, over the past two decades more persons have remained active in outdoor recreation and conservation activities well beyond their teenage years. Age has begun to have less influence on the overall demand for outdoor active and passive recreational facilities. Rather, age became more of a determinant regarding specific facility demand (e.g. need for ballfields, soccer fields, etc.).

The Town employs a part-time Recreation Director who oversees activities at 2 Town beaches, 3 parks and various other locations. Within the parks are 4 baseball/ softball fields, 4 tennis courts, 3.5 basketball courts, 3 playgrounds, 1 skate park, 1 street hockey court and walking trails. The Director also oversees a large open pavilion. The Town also uses the facilities at the schools for basketball, tennis and baseball programs. About 678 acres of land is in multi-use or active recreation in the Town.

Table 14 – Recreational Resources by Use Type

Use Type	Area (acres)
Open Space/Conservation	5,516.12
Multi-Use/Active Recreation	678.50
Educational	277.06
Campgrounds	429.48
Religious Facilities	246.99
Golf Courses	190.78
Sportsman Club	19.01
Town Beach/Boat Ramps	6.45
Total	7,364.39

Source: Town of Gloucester GIS, 2017.

Table 15 – Recreational Resources by Ownership

Ownership	Area (acres)
State	3,261.82
Town	405.97
Regional School District	215.07
Private	2,298.88
Land Trust	2,630.73
Total	7,364.39

Source: Town of Gloucester GIS, 2017.

Table 16 – Town-Owned Recreational Sites

Recreational Resource	Acreage	Facilities
Glocester Heritage Park	116.66	Walking trail, playground (swing set only)
Glocester Memorial Park	26.80	2 tennis courts, 2 basketball courts, 3 baseball/softball fields, playground, skatepark
West Glocester Elementary School	25.67	Playground
Fogarty Memorial Elementary School	36.31	Playground, Walking trails
Windsor Park	18.01	2 tennis courts, 1.5 basketball courts, baseball/softball field, playground, street hockey court
Chepachet River Park	17.21	Walking trails
DiFonzo Beach	1.22	Beach
Irons Beach	1.82	Beach
Babbits Corner Open Space	162.27	Passive recreation
The Pavilion at Kent Field	1.49	Open air pavilion, special events
Total	407.46	

Source: Town of Glocester GIS, 2018.

Conservation efforts by the Town and the Glocester Land Trust have resulted in the acquisition and conservation of several unique habitats and visually distinctive landscape features. The intent of both groups is to establish links between the various conservation sites to afford citizens an uninterrupted natural experience. The Town has attempted to provide a wide variety of active and passive recreational opportunities. There is approximately 5,516 acres of protected open space in the Town, or about 15% of the total land area.

The Ponaganset Reservoir and its tributaries are part of the Providence Water Supply Board's Scituate Reservoir supply network. Other smaller streams and wetland networks also act to direct water to the Scituate Reservoir. Twenty nine percent of the Town's total area is estimated to lie within the Scituate Reservoir watershed. In addition, Glocester Memorial Park, the DiFonzo Beach and several other Town park system properties lie within an important groundwater aquifer associated with the Chepachet River. Limited recreation and conservation uses of these properties are appropriate to protect and preserve these drinking water supplies.

Analysis of Need

There are three areas of recreational need that must be assessed within a comprehensive plan: geographic distribution of recreational resources, suitability of recreational options, and access to recreation.

As discussed previously, the development pattern that helps to define Gloucester's rural character also makes the creation of neighborhood planning districts impractical; therefore the Town will be treated as one planning area with no geographic or neighborhood planning districts. Also important to note is that as part of its effort to protect and preserve open space, the Town has adopted conservation development planning techniques in its zoning ordinance and land development regulations. These techniques can preserve anywhere from 50 to 70 percent or more of the land being developed as permanent, protected open space. The Town also works to provide for the effective use and management of these open spaces by the appropriate public, nonprofit or private entity. This type of open space preservation also helps to ensure the geographic dispersion of open space areas. An analysis of the map of the Town's recreational resources illustrates that there are many areas of active and passive recreational opportunities of the Town's residents. Refer also to Map 12 – Recreation Resources.

Suitability of and Access to Recreational Resources

The recreational opportunities offered to the Town's residents are suitable for the current population. While no recreational facilities have long waiting lists for access, they have high usage rates that can be met. Most types of recreational activities can be accommodated within the Town and active and passive recreational areas have adequate public access and parking. The demographics are not changing in way that would dramatically alter the types of recreational resources needed in Town; however, there does seem to be continued demand for new playground facilities.

Moving into the future, the Town will be focused on ensuring that the existing facilities are maintained and incrementally upgraded and remain accessible to the Town's residents and their organized sports leagues. One such facility that is continuously monitored is the use of Acote's Field, a complex of baseball fields. This facility is on land owned by the neighboring cemetery but is used by the Town's Little League Program. Without the use of Acote's Field, the Town would not have a recreational facility to support the Little League Program. While this is an issue that is monitored, there is no reason to assume this facility will not continue to be available for the Town's needs.

Over the past several years, the Town has been making systematic and incremental improvements to its existing parks resurfacing courts and repairing other support facilities. The Town will continue to maintain its resources. On-going and proposed future improvements include:

- Increased special events at a newly installed open air pavilion at property in Chepachet known as Kent Field. The facility has restrooms, an enclosed bulletin board and is available for community events. The project was funded through a grant from the Rhode Island Department of Environmental Management and Town funds.
- Improvements at Gloucester Memorial Park including upgrades to the ball fields, repair of the tennis and basketball courts and a new playground. The upgrades to the ball fields including irrigation are proposed using grant funds from the Rhode Island Foundation.
- Recreation Park near the new Middle School: There is a preliminary design for the development of an 18 acre lot that abuts the property of the new Ponaganset Middle School. The design includes a baseball field, a softball field, basketball and tennis courts, a playground, a walking/cross country trail, and a concession stand. All fields and courts may be lighted. The Recreation Commission is seeking to fund this entire project through grants and donations. They may join forces with the Town of Foster, and make this a dual-town recreation facility that can be used by the public, the Regional Middle School during the day, and town leagues at night.
- In coordination with the Gloucester Land Trust, the Town will continue its efforts to obtain and preserve important open space for conservation, preservation, and/or public use and enjoyment. Linkage of open space and recreational parcels to create a greenbelt is seen as an important objective towards promoting a systematic program of open space acquisition and use.

TRANSPORTATION

The circulation system is the means to connect places, people and goods. Thus, the circulation system serves local, regional and state transportation needs. The transportation system includes various modes of circulation and is an integral component of the comprehensive community plan.

The earliest “roads”, Snake Hill Road and Putnam Pike in Glocester were laid out in the 1700s, the latter following the Native Americans’ Great Wilderness Path. These ways were used by farmers and travelers for commerce and pleasure. Toll roads were privately maintained with toll houses along the route. Two such places existed on the Putnam Pike, Route 44; one was in Harmony, another, in West Glocester across from Cady’s Tavern. By 1914, electric trolleys operated between Providence and Chepachet. Eventually though, the automobile displaced all other modes of transportation. It was the automobile and the supporting transportation network improvements that caused dramatic change to the historical settlement patterns and population of the Town.

Existing Transportation Network

The Town uses a systematic maintenance and improvement process to manage its roadways. All roads are catalogued and evaluated for condition by the Department of Public Works. An annual work program maintains and upgrades roads determined to be in need. This listing is contained in the Town’s Capital Improvement Program and its operating and capital budgets prepared by the Budget Committee and Town Council and submitted to the Town Meeting for consideration and action. According to pavement management system data maintained by the Department of Public Works, there is a total of 147 linear miles of roadway in Town. Approximately 77 miles are Town-owned roads, 30 miles are privately-owned roads, and 38 miles are state-owned roads. There is an additional 2 miles of park-access roads.

The highest traffic volumes in the Town exist in Chepachet, at the intersections and overlaps of RI 102 & US 44, with average daily traffic counts of 15,800 vehicles. Individually, these two roadways are also the most traveled in the Town with traffic volumes ranging from 5,100 to 15,500 for US 44 and 5,100 to 15,800 for RI 102. Overall, US 44 has the highest average traffic volumes of any roadway in the Town.³ In addition to having the highest traffic volume, this intersection also has the highest vehicular accident rate. The Town is currently working with RIDOT for the installation of a roundabout at the intersection of US 44/RI 102 and RI 100. It is anticipated that this roundabout will increase traffic flow through this area and decrease accidents. Construction is expected to be completed in 2018.

³ Rhode Island Statewide Planning Program, Highway Functional Classification, 2005-2015, Technical Paper 155.

There is no rail, marine or terminal facilities located in Glocester. US 44 serves a regional commerce function as an alternative east - west route between the Providence and Hartford metropolitan market areas. Refer also to Map 13 – Transportation.

Public Transportation

According to the 2015 American Community Survey, about 1.9% of the Town’s residents live in a household without a private vehicle. About 0.8% of the working population in Glocester use public transit for commuting and 0.5% of the working population bike or walk for commuting purposes.

Bus transportation is offered by the Rhode Island Public Transit Authority (RIPTA). Bus # 9 travels between Pascoag and Kennedy Plaza Providence, with a stop in Chepachet only on weekdays. There are 5 inbound lines and 6 outbound lines. In addition, there are no pedestrian nor bicycle trails available for uses other than recreation.

Transportation is also available to elderly residents of the Town through the Statewide Ride program. In addition, the Glocester Human Services Department provides transportation for Town residents aged 60 years of age and older and the disabled.

Future Transportation Needs

As outlined previously, the Town expects slow population growth therefore it is unlikely that the Town’s road network will be expanded. The future challenge will be in maintaining the Town’s existing roads, particularly keeping up with pavement management and pavement preservation needs. The Town will continue to work with the State to minimize curb cuts on heavily traveled roadways to avoid unsafe travel conditions. In addition, a focus for the Town can be on providing safe walking and biking routes in Chepachet Village.

SERVICES AND FACILITIES

This element of the Plan provides an inventory of services and public facilities for which the municipality is responsible including educational facilities, public safety, libraries, public works, and other community facilities and services. Recreation, open space and circulation facilities are discussed in separate elements. The public services and facilities are evaluated for their effectiveness in serving the Town's current and future residents. Refer also to Map 14 – Community Facilities.

Educational Facilities

The Town is committed to maintaining the high quality of public education, allocating approximately 71% of the operating budget to education for FY 2017. The Town's education function is a two-tiered structure: the local Gloucester School Department and the Foster-Glocester Regional School District (FGRSD), which includes the Ponaganset Middle School and Ponaganset High School. The Gloucester School Department operates two elementary schools, Fogarty and West Gloucester elementary schools comprised of Grades Pre- Kindergarten through 5. Grades 6 through 12 are served by the FGRSD of which the Town of Gloucester and the Town of Foster are member communities. The FGRSD was incorporated and its fiscal authority established by Acts of the General Assembly in 1958 and 1959. Both the middle and high schools are physically located in the Town of Gloucester near the border joining the Towns of Gloucester and Foster.

The general administration of the Gloucester School Department is directed by a six-member School Committee whose members are elected at-large with three members being elected at each regular biennial election. These six members of the Gloucester School Committee along with the three School Committee members from the Town of Foster are ex-officio members of the FGRSD Committee.

The two School Committees determine and control all policies affecting the administration, maintenance and operation of the public schools in the Town. The School Committees appoint a Superintendent as their chief administrative officer and such other administrative officers as are considered necessary, and submit detailed budgets of expenditures and revenues to the voters at the public hearing and Annual Budget Referendum. The FGRSD Financial Town Meeting is held each year and its budget is adopted at that meeting. The Town of Gloucester Budget Referendum is then held each year and the budget for the Gloucester elementary schools is adopted at that meeting. Once the school budgets have been approved, the School Committees determine the allocations of the amounts appropriated. The Town Charter provides that, based on budget estimates submitted by the Gloucester School Committee, the

Town Council establishes the Gloucester School Department's appropriation in total only, and that the School Committee determines the specific allocation of the amounts appropriated.

The Fogarty Memorial and West Gloucester elementary schools were constructed in 1975 and 1991 respectively. In the November 2, 2004 general election, the voters of the Towns of Foster and Gloucester approved a \$45,720,000 bond to finance the acquisition of land for and the construction of a new middle school and for the renovation of the Ponaganset High School and connection and conversion of the existing Ponaganset Middle School into additional space for the high school. The work was completed in September 2010. The Ponaganset Middle School building was completed in August 2007. The Ponaganset High School South building was constructed in 1960 and the Ponaganset High School North building was constructed in 1965. Both the North and South buildings were renovated in 2010.

All four schools have been recognized by education peers as providing an excellent educational environment. Standardized national test score averages at the elementary, middle and high schools are all above the state and national averages. The Ponaganset Middle School was selected as one of four in the state to be a training and demonstration site for the Rhode Island Middle Grades Statewide Network and Training Project, a three-year program is designed to plan for the needs of children aged 10 to 15 that are students in the middle school. In addition, the US Department of Education selected the Ponaganset Middle School as one of five sites in New England to serve in a five-year program as a technology education demonstration center.

The FGRSD provides data on current and projected school enrollment for grades 6-12 to assist school administrators in their operational and facility planning. The Gloucester School Department provides data on current and projected school enrollment for grades K-5.

Table 17 - Total School Enrollment

Year	Grades K-5	Grades 6-12	Enrollment	% Change
2006-07	673	1601	2274	-
2007-08	664	1550	2214	-2.7%
2008-09	625	1441	2066	-7.2%
2009-10	596	1383	1979	-4.4%
2010-11	584	1296	1880	-5.3%
2011-12	579	1233	1812	-3.7%
2012-13	559	1192	1751	-3.5%
2013-14	526	1152	1678	-4.4%
2014-15	529	1121	1650	-1.7%
2015-16	545	1155	1700	+2.9%

Source: RI Department of Education, Enrollment data, 2016

Table 18 - Projected School Enrollment

Year	Grades K-5	Grades 6-12	Projected Enrollment	% Change
2016-17	544	1,088	1632	-4.0%
2017-18	534	1,099	1633	+0.1%
2018-19	528	1,109	1637	+0.3%
2019-20	532	1,077	1609	-1.7%
2020-21	523	1,056	1579	-1.9%
2021-22	515	n/a	n/a	n/a
2022-23	511	n/a	n/a	n/a
2023-24	508	n/a	n/a	n/a
2024-25	507	n/a	n/a	n/a
2025-26	511	n/a	n/a	n/a

Source: Glocester, RI, Demographic Information, Enrollment Projections, New England School Development Council, 2016 and Foster-Glocester Regional School District, 2017.

The Fogarty Memorial Elementary School has a capacity of 350 students and a current utilization rate of 89% and the West Glocester Elementary School has a capacity of 372 students and a current utilization rate of 62%. The total capacity of both schools is 722 students. Based on the existing school capacity and the enrollment projections, the Glocester elementary schools will have adequate space to accommodate the needs of the Town’s elementary school aged children over the next decade. No future issues with school capacity related to over or under enrollment are anticipated. The Ponaganset Middle School has a capacity of 875 students and a utilization rate of 54% and the Ponaganset High School has a capacity of 1,100 students and a utilization rate of 62%. The total capacity of both schools is 1,975 students. Based on the existing school capacity and the enrollment projections, Ponaganset Middle and High Schools will have adequate space to accommodate the needs of the Town’s secondary school aged children over the next decade. No future issues with school capacity related to over or under enrollment are anticipated.

The Town is partnering with the Glocester School Department to utilize RIDE funds and embark on a five year improvement program for the Town’s elementary schools. These improvements will be focused on water infiltration and distribution improvements and HVAC upgrades. After the completion of the new Middle School and extensive renovations to the High School, the secondary schools are in good condition and comply with safety, ADA and educational space requirements. The primary focus is now ensuring adequate funds are available for the continued maintenance of the new and newly renovated educational facilities.

Public Safety Facilities and Services

Police

The Police Department is responsible for the preservation of the public peace, prevention of crime, apprehension of criminals, protection of the rights of persons and property, and the enforcement of the statutes of the State and the Ordinances of the Town. The Police Department also assists other Town Departments and Officials in the performance of their duties where required. The Town's police force consists of fifteen (15) officers and is currently in a recruit selection process for one officer for the January 2017 Municipal Academy. The Chief of Police is the Town's Public Safety Officer. There is one police station in Town which was constructed in 1990.

Residents can adequately access the police services through two (2) emergency 911 lines and three (3) non-emergency lines directly into the Police Department. Communication can also be gained through the police web site and a confidential tip line. If the Town were to grow more quickly than indicated by the population projections, there may be a need to increase personnel to meet increased calls for service or if new or particularly complex investigations occur. Given the projections outlined in this comprehensive plan, the police force at this time is adequate for fulfilling its responsibilities to community residents.

Office of Animal Control

The Town supports the operation of a municipal animal shelter located adjacent to the Town's transfer station, in accordance with the RIDEM Standards for Animal Health. The Office of Animal Control has 1 full- and 3 part-time Animal Control Officers. They are responsible for the care of animals in their control, encouraging their adoption, and protection of the public against stray and wild animals. In 2014, the animal control facility was completely upgraded including the offices and the cat room. While the recently upgraded facility and staffing is appropriate for the current and future administration of the services, the operators of the facilities hope to install a separate quarantine area for increased safety of the animals.

Fire Districts

Glocester provides neither fire nor rescue response service. These functions are offered by three private fire districts: Harmony, Chepachet and West Glocester, which were created by State statute. The three fire districts are responsible for the acquisition and maintenance of fire equipment, facilities and stations in the respective areas served by the districts. There is one station in each of the Harmony and Chepachet districts. There are two stations in the West Glocester district. The districts are independent of the Town of Glocester and the Town is not directly responsible for their expenditures nor does the Town derive any income from their

operations. By statute, the fire districts have separate ad valorem taxing powers on the real property situated in the area served by each district. The fire companies are staffed with volunteers, per diem EMT's, and a full-time employee.

Establishing a municipal fire department to supplement or replace the existing volunteer services has been considered by the Town in the past. However, there was no support to undertake the expenses related to the establishment and maintenance of a municipal fire department. Thus, the Town has elected to leave the current fire and rescue service functions in place. The Town Council has determined that the current supply of public safety services meets the existing demand. As the Town moves into the future, the independent fire stations will strive to maintain and replace equipment as needed, continue to maintain the stations and work to recruit new volunteers to ensure appropriate service and response times.

Emergency Management Agency

The Emergency Management Agency (EMA) director is responsible for preparing for emergency situations such as hurricanes, snow storms, and other manmade or natural disasters. The position is a part-time position. Using technology and digital means, the residents are able to contact the EMA director should questions arise. In times of an emergency, the EMA Director is centrally located at the town's emergency operations center to provide guidance and support. Further, the town's police chief is readily available during normal working hours.

The EMA office has been able to achieve desired outcomes, but like many small towns with part-time or volunteer EMA directors, achieving those goals can be difficult. Much work behind the scenes must be accomplished, such as interfacing with the RI Emergency Management Agency and revising required plans. Depending on how state and federal requirements change, the issue of a part time EMA Director may need to be reconsidered. As the Town considers future renovations to existing structures, consideration can be given to establishing a dedicated EOC.

Other Town Facilities and Services

Town Hall

The Town Hall building was built in 1935 as a school. It became a Town Hall in 1992. The current facility provides space for the various activities of the local government to function. The two meeting rooms in this building are used by various bodies, boards, commissions and groups. Since 2008, the building has undergone numerous improvements in order to improve energy efficiency and improve comfort for its occupants. Many basic functions of Town operation are located in Town Hall including the Tax Assessor and Collector, the Town Clerk and

the Building and Planning Departments. Modest upgrades will continue into the future and the space is adequate to serve the needs of the Town and its residents.

Libraries

The Town of Gloucester has two libraries: Gloucester Manton Free Public Library and Harmony Library in the villages of Chepachet and Harmony, respectively. The libraries operate independently from Town government however the Town does contribute funding to the facilities as a part of the regular budget. Each library is governed by a Board of Trustees. In 2011, the Boards of Trustees entered into an agreement whereby both libraries are sharing the services of one full-time Director and one full-time Children's Librarian. The Boards of Trustees adopted a Gloucester Libraries Long Range Plan for 2014-2017. This plan outlines how the Gloucester libraries will continue to meet the needs of the community and the standards set forth by the Office of Library and Information Services.

The Gloucester Manton Free Public Library offers a collection of over 30,000 items and the Harmony Library offers over 50,000 items. As members of Ocean State Libraries and the Library of Rhode Island, they both provide and promote open access to a broad range of informational, educational, cultural, and recreational materials. The libraries offer a total of 32 public-use computers, 8 hand-held devices, remote access to reference materials, wireless access to the internet, and access to digital media downloads (eBooks and audio books). Both libraries serve a total of 42,000 visitors per year. Over 3,200 Gloucester residents are registered borrowers of its libraries.

In addition, the Gloucester Libraries are members of the Ponaganset Regional Libraries Network. The network was established in 1992 to promote the awareness of library resources and services available to the residents and students of the Towns of Foster and Gloucester. This mission is achieved through resource sharing and interlibrary cooperation of the schools and public libraries. Other members of the network include: Ponaganset High School, Ponaganset Middle School, Fogarty Memorial School, West Gloucester Elementary, Captain Isaac Paine School, Foster Public Library and Tyler Free Library.

The two locations enable residents to adequately access the Town's libraries. The mission of the Gloucester libraries is to promote free and open access to information, knowledge, and creative works from a diverse perspective and as established, the libraries are satisfying this charge. Moving into the future, the libraries will continue to assess the need for capital repairs, renovations, and upgrades to the facilities. The libraries remain committed to identifying and implementing these technologies that best serve the information, education and recreational needs of our community.

Public Works

The Department of Public Works (DPW) is responsible for maintenance of the Town's roads throughout the year, including storm water management and snow plowing; maintenance of the Town's vehicle fleet, including that of the Police Department; maintenance of Town-owned buildings and grounds, parks and beaches, with the exception of the Regional school facilities, operation of the municipal transfer station, and performance of construction services for special projects. The regular department staff is adequate for normal situations. However, during snowstorms and other isolated incidents, additional staff and equipment are retained on a temporary basis.

Stormwater

The Town of Gloucester is committed to responsible Stormwater management. The Town has several Ordinances that are directly related to effective stormwater management including:

- Drainage – preventing any water from discharging onto a public street (Chapter 162).
- Erosion and Sediment Control - preventing soil erosion and sedimentation from occurring within the Town of Gloucester by requiring proper provisions for water disposal, and the protection of soil surfaces during and after construction (Chapter 177).
- Earth Removal - providing for the regulation, control and licensing of earth removal (Chapter 166).
- Subdivision of Land – regulating the development of land within the Town (Chapter 300).
- Zoning Ordinance – regulating the use of land (Chapter 350).
- Stormwater Management – regulating illegal discharge and illicit connections into the municipal Stormwater drainage system (Chapter 243).

The Town sweeps its streets one time per year. Immediately following the street sweeping, the Town hires a private company to clean all the catch basins, which are inventoried and mapped. The Town has not identified any areas that are regularly subjected to flash flooding during storm events due to overwhelmed or unmaintained infrastructure. In addition, the Town fulfills all its requirements related the Rhode Island Pollution Discharge Elimination System (RIPDES) program general permit for Storm Water discharges from small municipal separate storm sewer systems by filing a Phase II Storm Water Annual Report each year. The Town foresees no major issues related to its Stormwater management program and plan to continue with regular maintenance of infrastructure, equipment and facilities.

Solid Waste

The Town operates a municipal transfer station on Chestnut Hill Road. Debris that cannot be composted or recycled is separated and transported for disposal at the RI Resource Recovery Corporation's landfill in Johnston. Recyclables are also separated and delivered to the Material Recycling Facility at the Johnston site. Since the Town does not provide trash or recyclable collection services, most residents haul their waste to the transfer station. Commercial trash haulers are available to those who are unwilling or unable to haul waste themselves.

Table 19 – Transfer Station - Required Recycling

Materials			
Paper	Cardboard	Bottles	Cans
Freezers	Mixed rigid plastic	Air conditioners	Refrigerators
Paint	Computer related items	Automotive engine oil and oil filters	Antifreeze
Automotive batteries	Clothing	Metal	Propane tanks
	Light bulbs and ballasts	Mattresses and box springs meeting the criteria of recycling	

Source: Gloucester Department of Public Works, 2017.

The transfer facility also collects the following types of refuse:

- Regular household trash
- Furniture
- Carpeting
- Non-recyclable mattresses and box springs (extra fee)
- Tires (extra fee)
- Yard Waste

The Town does not accept the following types of materials:

- Plastic bags
- Building materials
- Televisions/computer monitors and towers/laptops
- Brush
- Animal Waste
- Tanks (oxygen, acetylene, or gas of any kind) except propane as noted above
- Hazardous waste

The transfer facility is open 6 days per week, 8 hours per day, the most of any municipal transfer station in the State. The facility was completely renovated with new trash compactors and a rebuilt building in 2015. It is designed to accommodate approximately 25 tons of solid waste per day and 8 tons of recycling per day. This capacity is sufficient to meet the current and future needs of the Town. In 2015, the Town generated 4,048 tons of waste. The Town has a diversion rate of 36.5%, a mandatory recycling rate of 34.3% and Materials Recycling Facility recycling rate of 30.9%. The Town is constantly working to increase its recycling and diversion rates. The Public Works Department maintains its website outlining which items are recyclable and the Town Council has recently formed a Transfer Station Subcommittee to work to formulate ideas that Town can implement to increase recycling and diversion rates.

Senior Center

The Town has a senior center building which was completed in January 2007. The Senior Center offers variety of services and activity. Lunch is served five days per week for a small fee. Activities such as exercise classes, dancing, card playing, pool and art classes are also offered. The facility and activities meet the needs of Gloucester's residents and the Center is widely utilized. While the Senior Center does not currently provide transportation, it is an option that they hope to explore in coming years.

Human Services

The Human Services Department provides transportation for medical appointments and shopping trips for senior citizens and citizens with disabilities who are residents of Gloucester. It also operates a food pantry and provides information assistance and emergency energy funds for residents in need. In addition, the department assists residents with finding affordable property rentals as needed. Based on the services provided, residents are able to adequately access the services. The Department uses a van that seats 10 people and a new car available for transportation services which are very effective in achieving the department's goals related to transport. Donations, food drives and limited purchases are adequate related to the needs of the food pantry. The emergency energy fund is monetized through donations and is generally able to meet the requests and needs of residents. While the department is thriving, its small staff sometimes impacts the delivery of service. An additional staff person in the future may assist in meeting those needs.

Sewer

The Town does not offer any sanitary sewer services. All waste is either contained in cesspools or treated and stored in an individual Onsite Wastewater Treatment System (OWTS).

Water

The Town has no public water supply system. Potable water is obtained from private or public well supplies. The term public well is defined by the Rhode Island Department of Health (RIDOH) as any well that, “provides drinking water to fifteen or more service connections, or regularly serves an average of at least twenty-five individuals daily at least sixty days of the year.” A privately owned well may be regulated as a public well, but is not part of a municipal water supply system.

Energy

The Town strives to make sound energy consumption and production decisions for electricity, heating and cooling and transportation. Increasing energy efficiency reduces greenhouse gas emissions which is one way the Town can plan for climate change mitigation. The Town has been very proactive in promoting energy efficiency within its own facilities. In 2011, the Town went out to bid on a geothermal heating/cooling system. The Town was awarded funding through the RI Energy Efficiency Block Grant Program for this project, which significantly reduces the consumption of fuel oil for heating and electricity. Through the installation of 18 wells and the installation of a ground loop geothermal heating /cooling system, the Town has saved an estimated \$19,000 since its completion in 2012. In 2015, after successfully completing three winters with geothermal heat, the boilers in Town Hall were dismantled and removed from the building. In addition, the Town purchases Energy Star certified equipment when feasible and considers energy efficiency in all capital projects and purchases. As described previously, the Town’s elementary schools are also about to undertake major capital improvements, many of which are related to increasing energy efficiency.

In addition to the energy efficient policies the Town employs internally, regulations to allow for alternative energy development within the Town are in place. The Town allows residential solar facilities by right and commercial solar facilities by right or special use permit in most zones in Town subject to a defined review process and performance standards outlined in the zoning ordinance. Several solar facilities have already been permitted and constructed in Town and it is expected that the Town will see more apply for approval over the next several years.

ECONOMIC DEVELOPMENT

In its early history, economic opportunities in Gloucester were linked to the land. Its early development was based on subsistence farming; this skill later evolved to an export market of food supplies for the Providence area population. As a transportation network developed to move the farm goods rapidly and conveniently from the Town to the marketplace, ancillary economic opportunities were created to support and supply the persons moving the goods to market. Taverns offered travelers food and rest while on their journeys.

In the nineteenth century, a change manifesting itself throughout the region began to occur in Gloucester - the industrial revolution. This change signified a shift from the agrarian economy of the early settlers to a manufacturing economy that was primarily located in developed urban areas. This new economy also required a large pool of skilled laborers to support their manufacturing operations. Many farm operations in Gloucester were abandoned as settlers moved to areas where economic opportunities were available. Some persons stayed to continue working on the farms or seek employment in one of the several manufacturing operations located in the Town. Local employment opportunities were few; as a result, Gloucester witnessed a dramatic loss of population into the early-twentieth century.

Transportation system improvements related to technological advancements had, without exception, the most dramatic effect on the Town's current economic situation. In the early twentieth century, people from the metropolitan areas ventured to Gloucester to enjoy its bucolic setting and outdoor recreation opportunities. Most of these people, however, resided in urban areas and ventured to Gloucester only for seasonal and temporary visits. Still, a small and prosperous service economy began to emerge that supplied these visitors with provisions and comfort.

By the mid-twentieth century, the automobile allowed people to move further away from the centralized employment areas. During this same period, the basic functions of the American economy were beginning to experience dramatic alteration. America was shifting from a manufacturing to a service economy. This change allowed many employment opportunities to be relocated from urban areas due to the changing nature of the labor pool needs. Many of the mature suburban communities experienced economic base expansion as professional office centers, retail shopping plazas and food industry facilities found locations in these areas. Populations increased in the suburban and rural areas as a result of this urban decentralization and local government responsibilities expanded proportionately. From 1960 to 2000,

Glocester's population nearly tripled going from 3,300 to 9,746. This occurred while the City of Providence was seeing population loss. People were moving from the centers of employment to primarily undeveloped outlying areas and commuting became more common.

The property tax, a value-based ad valorem tax, was the principal financing mechanism for local government. Although federal and state governments have provided periodic financial assistance to municipal government, local tax revenues are the primary financing source. All local property (this includes real, personal and inventory properties) is valued, then annually taxed at a rate determined necessary to properly finance local government operations. A community economic base is composed of three principal sectors: residential, commercial, manufacturing. The municipal tax burden is proportionately distributed according to the local land use and development pattern. In an effort to reduce the property tax burden upon the residential sector, many Rhode Island communities endeavor to attain a pattern of local land use and development that includes about 30 percent of commercial and manufacturing activities. To achieve this objective, some communities take advantage of existing locational demand while others attempt to create demand through locational incentives.

Existing Conditions

The Town's existing land use map (Map 1 – Existing Land Use) provides a general picture of the types of economic activity that exists in Glocester. Just 2.7% of the Town's area is dedicated to commercial and industrial uses and 1.0% to mixed use development. The majority of the Town's tax base is made up of residential uses, with limited commercial and industrial operations. As mentioned previously, much of the Town's land is constrained by natural features or lack of public services, including water and sewer.

FM Global is the Town's single largest tax payer. FM Global is Rhode Island's largest private company and one of the world's largest commercial and industrial property insurers. The company specializes in engineering-driven underwriting and risk management solutions and property loss prevention research. Operating in more than 130 countries, FM Global has a major presence in Rhode Island with its Johnston headquarters. The company's Glocester campus occupies about 1,500 acres of which about two thirds are in Glocester and one third in Killingly CT. It is home to FM Global's Research and Approvals Divisions. Most of the site is preserved in a state of natural woodlands; the main plant facility occupies less than 18 acres. At this facility scientists and engineers work in four main laboratories: Fire Technology, Natural Hazards, Electrical Hazards and Fire Protection. Each is equipped with advanced technology. Other prominent campus features include a remote testing area, where state-of-the-art

explosion hazard research is conducted, and an explosion bunker specially designed to help understand the damaging effects of a combustible dust explosion.

In 2003, the company spent approximately \$89 million in refurbishing and replacement of their facilities and expanded their operations. At that time, they entered into a 20 year payment-in-lieu-of-taxes (PILOT) agreement with the Town. Total payments from that original agreement will amount to \$27,937,500. Included in the agreement was the transfer to the Town of 98 acres of land to be used for public purposes. The company expanded their facilities again in the summer of 2009, spending another \$45 million. With that expansion, the PILOT agreement was amended. An additional \$6,718,626 will be paid from this phase of the agreement and total payments from the PILOT will amount to \$34,656,126.

Table 20 - Employment, 2016

Employment	2006	2009	2014
Total Private & Government	1,666	1,629	1,511
Total Private Only	1,156	1,136	1,050
Government	509	493	460
Health Care & Social Assistance	288	378	230
Retail Trade	200	182	178
Accommodation & Food Services	134	138	168
Construction	148	131	137
Transportation & Warehousing	73	64	81
Professional & Technical Services	71	77	73
Administrative Support & Waste Management	84	24	48
Other Services	49	42	37
Finance & Insurance	29	22	28
Arts, Entertainment, & Recreation	19	24	15
Wholesale Trade	10	6	6
Real Estate & Rental & Leasing	*	4	5
Information	18	20	*
Manufacturing	29	*	*
Agriculture, Forestry, Fishing & Hunting	*	*	*
Educational Services	*	*	*
Management of Companies & Enterprises	*	*	0
Utilities	0	0	0

Source: State of the State, Rhode Island Department of Labor and Training, 2016. *Data not shown due to possibility of identifying specific employer.

Table 21 - Annual Average Labor Force Estimates, 2016

	2006	2009	2015
Employment	6,329	5,922	5,662
Unemployment	255	583	274
Unemployment Rate	3.9%	9.0%	4.6%
Total Labor Force	6,584	6,505	5,936

Source: State of the State, Rhode Island Department of Labor and Training, 2016.

According to the Rhode Island Department of Labor and Training’s State of the State publication (2016), employment growth in Rhode Island was up 1.8% between 2013-2014 while it was down 0.7% in Gloucester. In 2015, the unemployment rate in Rhode Island was 6.0%, while it was 4.6% in Gloucester, which was the 6th lowest in the State. Between 2009 and 2014, employment in Gloucester declined by 118 jobs (-7.2%). Private sector employers reported a loss of 86 jobs (-7.6%) while public sector employment fell by 33 jobs (-6.7%). In comparison, statewide total employment grew by 14,900 jobs (+3.3%). About one in eight (13.3%) of Gloucester residents worked in Gloucester while 16.1% worked outside of Rhode Island.

Table 22 – Resident Employment, 2016

	2010
Other Rhode Island Town	70.6%
Massachusetts	13.8%
Hometown	13.3%
Connecticut	2.0%
Elsewhere	0.3%

Source: State of the State, Rhode Island Department of Labor and Training, 2016.

As previously outlined, Gloucester’s economic base is small and concentrated on the non-basic services sector. The typically lower-paying employment opportunities available in these sectors are not adequate for persons to reside in a median-priced Gloucester home, even should there be a two-income, average wage-earner household. The bulk of Gloucester’s civilian labor force must commute to other labor market areas to find adequate income employment opportunities. It is the regional market that provides Gloucester’s labor force with gainful employment opportunities and adequate income to assure economic survival.

Table 23 - Median Household Income, 1990-2015

	1990	2000	2014	2015
Median Household Income	\$40,000	\$57,537	\$82,193	\$82,368

Source: State of the State, Rhode Island Department of Labor and Training, 2016 (1990-2014), ACS, DP03, 2015.

Even with a small economic development base and scarce public infrastructure and services, the Town continues to strive to further support opportunities for growth and expansion.

Chepachet Village

Concentrating land uses in well-designed centers is a tenet of good planning and a basic recommendation of Land Use 2025. In rural areas, these centers should be surrounded by natural areas, farmland, or open spaces and have a commercial area in the core for neighborhood scale goods and services. One potential center illustrated on the Future Land Use 2025 map is Chepachet Village. Chepachet is the economic center of the Town offering retail and services to residents and visitors. Major infrastructure investments have been made in the Village including period lighting and roadway and sidewalk improvements. A roundabout replacing the existing stop light is expected to be completed in 2018.

In an effort to encourage and enable increased economic activity in the Village, the Town adopted a Village Overlay District. This district is intended to provide flexibility for housing, new business and business expansion with the need for minimal variances or special use permits. The Village Overlay District unifies under one district the current zoning in the existing commercial, agricultural and residential districts and provides for revitalization of the village center. The Village Overlay District is also intended to promote walkability within the village and the development of pedestrian scale mixed uses that would complement the existing village fabric. One of the main issues hindering the continued development of Chepachet Village remains the lack of public infrastructure.

Agriculture

Town is home to many working and cooperative farms. Gloucester farmers raise chickens, sheep, hay, garden and orchard products and other popular produce that are either sold on premises, or in farmers markets or shipped to markets throughout the northeast. Refer to Map 15 – Agriculture for prime agricultural soils and protected farm land in Gloucester and Table 24 for an Inventory of Farms in Gloucester.

Table 24 - Farm Inventory

Farm	What's Growing	Location	Distribution
Barden Family Orchard	Apples, Blackberries, Blueberries, Nectarines, Peaches, Plums, Raspberries, Corn, Eggplant, Gourds, Pumpkins, Squash, Tomatoes, Apple Cider	56 Elmdale Road	Pick your Own, Farm Stand
Bally Duff Farm	Beef, hay, Roving, Wool, Cows, Sheep	96 Farnum Road	Wholesale
Baxter Farm	Beets, Broccoli, Cabbage, Carrots, Greens, Corn, Cucumbers, Eggplant, Peppers, Potatoes, Squash, Tomatoes, Herbs, Eggs	Harmony	Community Support Agriculture (CSA)
Big Train Farm	Arugula, Greens, Beets, Broccoli, Cabbage, Carrots, Edible Flowers, Beans, Garlic, Green Beans, Okra, Onions, Parsnips, Potatoes, Squash, Tomatoes, Herbs, Honey, Eggs, Vegetable Starts	1012 Snake Hill Road	CSA, Wholesale
CapStem Farm	Mushrooms	27 Stirling Drive	Wholesale
Cedar Knoll Farm	Lamb	7 Old Harmony Road	Wholesale
Central Nurseries, Inc.	Daylillies, Mums, Nursery Stock, Perennials	55 Victory Highway	Wholesale
Dandy Acres Llama Farm	Fleeces, Wool	1486 Snake Hill Road	Farm Tours by appointment
Deep Roots Farm	Livestock		
Elwood Orchard	Apples, Nectarines, Peaches, Pears, Plums, Garlic, Pumpkins, Shallots, Squash, Honey, Mums, Apple Cider	58 Snake Hill Road	Farm Stand
Harmony Farms	Apples, Blackberries, Blueberries, Peaches, Raspberries, Pumpkins, Honey, Jam and Jelly	359 Saw Mill Road	Pick your Own, Farm Stand

Harmony Hill Farm	Cucumbers, Eggplant, Green Beans, Peppers, Pumpkins, Squash, Tomatoes, Eggs, Firewood, Manure, Hay, Pasture Grains, Jam and Jelly, Bread, Granola, Chickens, Pigs	456 Putnam Pike	Farm Stand
Harmony Hill Nursery	Christmas Trees, Mulch, Nursery stock	281 Absalona Hill Road	Farm Stand, Wholesale
Harris Farm	Apples, Peaches, Hay	32 Harris Way	Wholesale
Hersey's Tree Farm	Christmas Trees	243 Tarklin Road	Wholesale
Hocus Pocus Farm	Arugula, Beets, Broccoli, Brussel Sprouts, Cabbage, Carrots, Cauliflower, Greens, Edible Flowers, Garlic, Radishes, Tomatoes, Squash, Turnips, Herbs, Cut Flowers	87 Reservoir Road	CSA, Farm Stand
Howard Farm	Corn, Peppers, Tomatoes, Beef, Pork, Firewood, Manure, Pigs	97 Howard Lane	Farm Stand
Knight Farm	Apple, Peaches, Pears, Broccoli, Corn, Tomatoes, Herbs, Mums, Apple Cider, Coffee, Donuts, Muffins, Pies, Popcorn	1 Snake Hill Road	Farmer's Market (May-Oct), Restaurant
Lightning Ridge Farm, Inc.	Arugula, Greens, Cucumbers, Pease, Spinach, Tomatoes, Herbs, Honey, Cut Flowers, Vegetable Starts	519 Putnam Pike	Farm Stand
Long Entry Farm	Beets, Cabbage, Cucumbers, Eggplant, Green Beans, Lettuce, Onions, Peppers, Potatoes, Greens, Tomatoes, Squash, Herbs, Eggs, Brad, Pies	215 Long Entry Drive	CSA, Wholesale
Maybe Tomorrow Farm	Lamb, Manure, Fleeces, Roving, Sheepskin, Wool, Yarn	494 Evan Road	Farm Tours by appointment

Peterson Farm	Christmas Trees, Wreaths	451 Putnam Pike	Farm Stand
Pine Willow Farm	Celery, Cucumbers, Eggplant, Escarole, Garlic, Peppers, Tomatoes, Zucchini, Herbs, Eggs, Beef, Chicken, Turkey, Vegetable Starts	191 Pray Hill Road	Farm Stand
Ruby's Goat Farm	Eggs, Goat Milk, Firewood	1225 Snake Hill Road	Wholesale
Skydog Farm	Arugula, Beets, Greens, Cucumbers, Edible Flowers, Garlic, Onions, Tomatoes, Herbs, Potted Flowers, Pesto	519 Putnam Pike	Wholesale
The Farm	Blueberries, Pears, Raspberries, Strawberries, Broccoli, Carrots, Cauliflower, Eggplant, Garlic, Peppers, Potatoes, Sweet Potatoes, Tomatoes, Squash, Herbs, Cut Flowers	463 Tourtellot Hill Road	CSA
Wickford Apiaries	Honey	53 Anan Wade Road	Wholesale

Source: Farm Fresh RI, <http://www.farmfreshri.org/>, 2017.

The Town's regulations are very generous towards maintaining the viability of agricultural operations. Orchards, nurseries, raising field crops, truck farming, commercial flower growing, horseback riding and training, keeping of animals for recreation or educational purposes, apiaries, housing for agricultural laborers, and many uses accessory to the agricultural business are allowed by right in the agricultural and residential zones, which comprise the vast majority of the Town. In addition, the commercial raising of animals and structures for the display and sale of products are allowed by special use permit. The Town is currently considering further expansion of the uses allowed in association with agricultural operations to further expand their profitability and attractiveness within the Town.

Home Occupations

Home occupations can provide an opportunity to grow the business base in Town, allowing residents to use their home to operate a business, provided that appropriate standards are established to protect the integrity of residential areas from undesirable business activities.

Such standards to consider include (but are not limited to) hours of operation, noise mitigation, façade treatment, etc.

Glocester Business Association

The Glocester Business Association is an independent, non-profit organization. The purpose of the association is to establish an organization of business persons thoroughly representative of the business and professional interests of the Town of Glocester; promote and encourage the creation and expansion of business and professional organizations in the Glocester region; establish a business climate favorable to Glocester-based business and professional enterprises; encourage active participation by local and regional business people and organizations and by Glocester citizens in all things related to Glocester business, professional, and industrial development; and unite the members of the Glocester business community and to promote a greater sense of business and social unity and esprit among the GBA membership. In partnership with the Association, the Town can explore local economic or regulatory issues affecting the business and industry sectors within the municipality.

NATURAL HAZARDS AND CLIMATE CHANGE

A natural hazard is an event or series of events caused by forces of nature and that have a negative impact on the residents, infrastructure or the environment. It is important that the Town plan for these natural hazards as they cannot be prevented. This also includes identifying and planning for the effects of climate change.

Priority Natural Hazards and Climate Change Trends

Through a preliminary community vulnerability assessment, the Town of Glocester is most susceptible to the following natural hazards and long term climate change effects: hurricanes, heavy rains and riverine flooding, nor'easters and snowstorms, high wind events, significant lightning storms and dam breach. According to the National Climate Assessment (2014) from the US Global Change Research Program, the Northeast has experienced a greater recent increase in extreme precipitation than any other region in the U.S.; between 1958 and 2010, the Northeast saw more than a 70% increase in the amount of precipitation falling in very heavy events (defined as the heaviest 1% of all daily events). This increase creates increased risk, particularly riverine flooding. Below is an overview of the natural hazards most likely to affect the Town. More information can be found in the Town's Strategy for Reducing Risks from Natural Hazards Plan.

Hurricanes

Although Rhode Island has not been hit by extremely intense hurricanes (Category 4 or 5) as seen in other parts of the East Coast, there have been major hurricanes that have caused extensive damage to the State. The town is located many miles inland and disruption is normally limited to downed trees and heavy rain which places this storm event as a low risk priority for the Town.

Heavy Rains and Riverine Flooding

Glocester is at the headwaters of four watersheds (Blackstone, Woonasquatucket, Quinnebaug, and the Pawtuxet) and is not subject to major flooding as some of Rhode Island's coastal communities have experienced in the past few years. It has several bodies of water, including rivers and streams that are subject to flooding during periods of heavy rain. Most of these areas are classified as being in an A-Zone which is an area that would be inundated by a 100-year flood event, but not subject to velocity wave impact. Damage impact in these situations has been limited to road closures; individual property damage, and in some extreme cases has led

to weakened dams breaching. Heavy rains and riverine flooding are considered a medium risk priority for the Town.

Nor'easters and Snowstorms

The National Weather Service defines a nor'easter as a storm along the East Coast of North America, so called because the winds over the coastal area are typically from the northeast. These storms may occur at any time of year but are most frequent and most violent between September and April. These storms progress generally northeastward and typically attain maximum intensity near New England and the Maritime Provinces of Canada. They nearly always bring precipitation in the form of heavy rain or snow, as well as winds of gale force, rough seas, and, occasionally, coastal flooding to the affected regions.⁴

Historically, Nor'easters/Snowstorms have resulted in hazardous road conditions, power outages, the closing of schools/businesses, minor accidents and highway travel disruptions. With each winter, there is a strong likelihood that at least one heavy snowstorm and/or nor'easter will hit Rhode Island. The National Weather Service issues Winter Storm Warnings (snow, sleet, or ice expected – take action), Winter Storm Watches (snow, sleet, or ice possible – be prepared), and winter weather advisories (wintery weather expected – exercise caution). The geographical location of Glocester in the northwest corner of the state and overall higher elevation increases the likelihood of snowstorms intensity. Glocester generally has more snow events than some other communities in the state.⁵ Nor'easters and snowstorms are medium risk priorities for the Town but are limited to the winter months.

High Wind Events

The National Weather Service of the National Oceanic and Atmospheric Administration defines a high wind event as sustained winds 40 mph or greater lasting 1 hour or longer, or winds of 58 mph or greater for any duration.⁶ National climatic events such as high gale winds, tropical storms, thunderstorms, nor'easters, hurricanes, and low-pressure systems produce wind events in Rhode Island. Damages from winds events range from power outages, property damage to vehicles and buildings and fallen trees/limbs. These events can occur at any time of the year, but are mostly associated with other storm events. High wind events are medium risk priorities for the Town.

⁴ National Weather Service, National Oceanic and Atmospheric Administration, 2017.

⁵ National Weather Service, National Oceanic and Atmospheric Administration, 2017.

⁶ National Weather Service, National Oceanic and Atmospheric Administration, 2017.

Significant Lightning Storms

Lightning is a giant spark of electricity in the atmosphere between clouds, the air, or the ground. In the early stages of development, air acts as an insulator between the positive and negative charges in the cloud and between the cloud and the ground. When the opposite charges build up enough, this insulating capacity of the air breaks down and there is a rapid discharge of electricity - lightning. The flash of lightning temporarily equalizes the charged regions in the atmosphere until the opposite charges build up again. Lightning can occur between opposite charges within the thunderstorm cloud (intra-cloud lightning) or between opposite charges in the cloud and on the ground (cloud-to-ground lightning).⁷ Significant lightning is possible in all locations in town and during all months of the year and is considered a medium risk priority.

Dam Breaches

A dam is a barrier across flowing water that obstructs, directs or slows down the flow, often creating a lake. The impact of a failure can often be catastrophic, usually resulting in a very large amount of water suddenly released into the area downstream. Dam breach can be caused by a number of reasons including flooding that exceeds the capacity of the dam, structural failure of the dam construction materials, movement or failure of the foundation supporting the dam, soil erosion along the embankment around dams, and inadequate maintenance. The Town of Glocester has 51 dams. These dams are identified by the Rhode Island Department of Environmental Management (RIDEM) in a dam inventory. Nine (9) dams in Glocester are considered high hazard, which means failure or misoperation will result in a probable loss of human life. Ten dams in Glocester are considered significant hazard, which means failure or misoperation results in no probable loss of human life but can cause major economic loss, disruption of lifeline facilities or impact other concerns detrimental to the public's health, safety or welfare. The remaining dams are considered low hazard, which means failure or misoperation results in no probable loss of human life and low economic loss. Dam breaches are considered a low risk priority for the Town.

Vulnerability

Extended power loss during any natural disaster is a primary concern in Town as all residents depend on well water, but special needs and elderly populations are most at risk. The Police Department maintains a special needs registry, a list of residents with special needs registered with the Rhode Island Department of Health. The Police Department and/or Fire Departments call and/or visit residents on the registry prior to any major event to ensure that an emergency

⁷ The National Severe Storms Laboratory, National Oceanic and Atmospheric Administration, 2017.

plan is in place. The Departments also conduct post-disaster follow up after an extended power outage.

There are two approved mass care facilities located in Town. They are the Ponaganset High School and Fogarty Elementary School. Both are approved shelters by the American Red Cross that can operate as mass care facilities with a total capacity of 994. Although not Red Cross approved, alternate shelters can also be made available at Ponaganset Middle School (capacity 200) and West Gloucester Elementary School (capacity 200) and Town Hall (capacity 50).

The Town also participates in CodeRED, which enables town officials to communicate time-sensitive, personalized messages via voice, email and text. CodeRED is used for significant incidents and events where the timely notification of an affected population or geographic area is essential. The CodeRED system is used during major emergencies, very large scale utility outages, floods, local hurricane information, disasters, evacuation information, and other emergency alerts. CodeRED delivers the message through a high-speed telephone calling system to a phone number in the CodeRED database. Town staff will access CodeRED via a secure portal on the web. A 'call area' will be marked identifying street addresses. Telephone numbers will be matched up electronically to these addresses through the use of Geographical Information Systems (GIS). A pre-recorded message will be sent out via the telephone with information about the incident and possibly instructions for action to be taken.

The Town takes several additional steps to protect residents and property from the effects of natural hazards including an annual catch basin cleaning program to ensure optimal water capacity, cooperation with the Rhode Island Department of Transportation on tree trimming on state roads to protect electrical wires, distribution of potable water and food during extended power outages, and enforcement of the special flood hazard area land use regulations.

HOUSING

Although Gloucester was established early in our nation's history, it was not until the past four decades that the Town experienced significant growth. Gloucester's population tripled from 3,300 in 1960 to over 9,900 in 2000 during this growth period. The growth has leveled off and the Town's population is likely to remain at or about 10,000 through the year 2040.

Almost half of the Town's area is dedicated to residential use. This development has occurred mostly along existing roadways on frontage lots, spatially located throughout the Town, with the exception of the village areas. Although the Land Use Section identified about 9,000 acres of land remaining for development, access to this land is difficult in many instances. This section will assess existing and future housing needs for all populations within the Town.

Existing Conditions

The Town of Gloucester has 4,059⁸ units, an increase of 273 units⁹ since 2000. Of the total housing units, 3,624, or 89.3% are occupied, while 435 or 10.7% are vacant¹⁰. 3,881 units, or 95.6% of the total housing units are year round, while 178 or 4.4% of total housing units are seasonal housing units¹¹. 3,707, or 91.3% of total housing units are single family houses, while 259, or 6.4% of total housing units are multi-family and 93, or 2.3% are classified as other types of housing units.¹² 91.7%, or 3,324 of occupied housing units are owner occupied and 300, or 8.3% are rental housing units.¹³ The median age of housing units is 46 years, and the median year built is 1970.¹⁴

As can be seen from the above information, Gloucester's housing stock is aging, owner occupied single family homes. The rate of housing growth in Gloucester has mirrored than of its population growth over the past 10 years and remained relatively flat.

⁸ 2015 ACS DP04

⁹ 2000 Census H0001

¹⁰ 2015 ACS DP04

¹¹ 2010 Census DP-1 and 2015 ACS DP04; percent of seasonal housing units from 2010 Census applied to 2015 ACS total housing unit figure.

¹² 2010 Census DP-1 and 2015 ACS DP04; percent of seasonal housing units from 2010 Census applied to 2015 ACS total housing unit figure.

¹³ 2015 ACS DP04

¹⁴ 2015 ACS B25035

Table 25 - Annual Construction, New Homes, 2006-2015

Year	Units
2006	24
2007	19
2008	15
2009	13
2010	15
2011	20
2012	19
2013	13
2014	17
2015	19
Total	174

Source: Gloucester Building and Zoning Department, 2016.

The median sales price has fallen and risen with the rise and fall of the economy over the past 10 years, while the median rental prices have remained relatively steady.

Table 26 - Median Home Sale Price, 2000-2015

	2000	2005	2010	2015
Median Home Sale Price	\$144,629	\$315,000	\$199,000	\$230,000

Source: Riliving.com, 2000, HousingWorks RI, Housing Fact Books, 2006, 2011, 2015.

Table 27 - Median Rental Price, 2005-2014

Year	1 Bedroom	2 Bedroom	3 Bedroom
2005	\$1,102		
2006		\$1,172*	
2007		\$1,142*	
2008		\$1,232*	
2009		\$1,170*	
2010		\$1,165*	
2011		\$1,150*	
2012		\$1,176*	
2013		\$1,154*	\$1,636
2014		\$1,238*	\$1,905

Source: 2 bedroom statistics from HousingWorks RI, Housing Fact Books 2007-2015, *Statewide average, insufficient local data; all others from RI Housing Rent Study, 2014.

As previously discussed, the development pattern of housing in Gloucester is mostly single family homes on very large lots. While there are no areas in Town with public sewer and water, there are some areas of Town that are more densely developed. The more densely developed areas include the historic Chepachet Village area and the areas surrounding the several large lakes in Town. The general condition of the Town's housing is safe and of high quality. Over the past several years, there have been some issues with deteriorating conditions of homes that have been foreclosed upon. Many of these homes have been renovated or demolished. There was no real locational concentration of these issues.

Housing Affordability

Affordable housing is used to describe housing for which households pay no more than 30% of their income on housing. In this Comprehensive Plan, the term "low and moderate" income housing is used to describe housing that has been subsidized and deed restricted for a term not less than 30 years consistent with RIGL 45-53. Local comprehensive plans must address affordable housing and include specific strategies to provide low and moderate income housing consistent with local needs. RIGL 45-53-3 defines consistent with local needs as reasonable in view of the state need for low and moderate income housing, considered with the number of low income persons in the city or town affected and the need to protect the health and safety of the occupants of the proposed housing or of the residence of the city or town, to promote better site and building design in relation to the surroundings, or to preserve open spaces, and if the local zoning or land use ordinances, requirements, and regulations are applied as equally as possible to both subsidized and unsubsidized housing. Local zoning and land use ordinances, requirements, or regulations are consistent with local needs when imposed by a city or town council after comprehensive hearing in a city or town where:

- i. Low or moderate income housing exists which is:
 - a. in the case of an urban city or town which has at least 5,000 occupied year-round rental units and the units, as reported in the latest decennial census of the city or town, comprise twenty-five percent (25%) or more of the year-round housing units, is in excess of fifteen percent (15%) of the total occupied year-round rental units; or
 - b. in the case of all other cities or towns, is in excess of ten percent (10%) of the year-round housing units reported in the census.
- ii. The city or town has promulgated zoning or land use ordinances, requirements, and regulations to implement a comprehensive plan which has been adopted and approved

pursuant to chapters 22.2 and 22.3 of this title, and the housing element of the comprehensive plan provides for low and moderate income housing in excess of either ten percent (10%) of the year-round housing units or fifteen percent (15%) of the occupied year-round rental housing units as provided in subdivision (2)(i).¹⁵

While the affordability analysis required for the Comprehensive Plan using the criteria of RIGL 45-53 is included below, it is necessary to point out the following issues the Town has with the analysis:

1. The definition of “consistent with local needs” included in RIGL 45-53 sets a one size fits all for most Towns requiring at a minimum, that 10% of the year round housing units meet the RIGL 45-53 definition of low and moderate income housing. This definition does not take into consideration key differences across municipalities including access to public water, access to public sewer, access to public transportation, land capacity, local growth rates, and other existing state policy.
 - a. Gloucester is one of about a quarter of municipalities in the state that has no public water and sewer, which severely limits its ability to accept dense development. The Town functions 100% using onsite wastewater treatment systems and well water.
 - b. When accommodating development, which must include private wells and onsite wastewater treatments systems, wetlands and other constraints to development must also be considered. Approximately 30% of the Town’s remaining developable land in residential zones is wetlands or steep slopes
 - c. Gloucester currently has about 4,059 housing units of which 3,881 are year round, with 84 units meeting the definition of low and moderate income housing according to RIGL 45-53, or about 2.2%. Over the past 10 years, the Town has averaged about 17.4 new homes per year. The gap between the current low and moderate income housing mandate of 10% and the current units meeting the RIGL definition of low and moderate income housing units is 304 units. The forecasted gap at build-out is 420 units. (3,881 current year round units + 1,154 additional units to build-out = 5,035 total units in Gloucester at build-out. 5,035 *10% mandated low and moderate income housing units = 504 units – 84 existing low and moderate income units = 420 additional low and moderate income housing units required at build-out). The Town is expected as part of its comprehensive planning process to account for how each of those 420 units will be constructed within the build-out of the plan, which is 66 years. According to the State’s own population projections, the Town’s growth rate will be very flat.

¹⁵ RIGL 45-53-3 (4)

Absorbing 420 low and moderate income housing units into the Town with essentially a flat population growth rate and an average of 17.4 new units constructed per year translates into 40% of all new housing built per year meeting the definition of low and moderate income housing to meet the low and moderate income housing mandate at build-out, which is unrealistic.

2. The current RIGL 45-53 definition of low and moderate income housing allows municipalities to only count housing units as low and moderate income units when they are subsidized by a federal, state, or municipal government subsidy and deed restricted for at least 30 years. This narrow definition drastically undercounts the affordable units that actually exist within a municipality. Mobile homes, in-law apartments and housing units continuously assessed at or below the price determined by Rhode Island Housing deemed to be affordable by a family earning between 80%-120% of the area median income should count as low and moderate income housing units.
3. The current law does not take into account the diversity among the State's municipalities. By using a one size fits all approach to establishing local needs, the current law forces communities to set unrealistic low and moderate income housing policies that are not based on actual development factors such as availability of services, growth rates and environmental constraints. In addition the current law removes the ability to count units that are actually satisfying low and moderate housing needs that a more rural community can accommodate and does not take into consideration the overall affordability of the housing stock within the community.

Mandated Low and Moderate Income Housing Threshold

In Gloucester, low and moderate income housing in excess of ten percent of year round housing units reported in the census is the current standard for establishing the amount of low and moderate income housing consistent with local needs according to RIGL 45-53. This section is meant to provide a snapshot of the Town's current affordability based on housing costs and incomes, assess the Town's existing and future housing needs, including the need for affordable housing, and outline how the Town will meet the State-mandated 10% low and moderate income housing threshold.

There are 1,089 cost burdened households in the Town of Gloucester, or 30.5% of total households¹⁶. Households that are cost burdened are those paying more than 30% of their income on housing. There are 524 households, or 14.7% of total households, that are severely housing cost-burdened, meaning they are paying more than 50% of their income on housing¹⁷.

¹⁶ 2013 American Housing Survey (AHS), queried at http://www.huduser.gov/portal/datasets/cp/CHAS/data_querytool_chas.html

¹⁷ Ibid

There are 595 low and moderate income households that are housing cost burdened, or 71.3% of total low and moderate income households¹⁸. 375, or 44.9% of all low and moderate income households are severely cost burdened¹⁹. There are 104, or 17.5% of total low and moderate income cost-burdened household that are renting²⁰. 495, or 83.2% of total low and moderate income cost burdened households own their home²¹.

Above is an overview of the current housing affordability in Glocester. The next portion of this analysis will assess the existing and future housing needs, including the need for affordable housing within the Town.

Existing and Future Housing Need

The information outlined above is the basis for performing the mandated analysis of low and moderate income (LMI) housing thresholds according to RIGL 45-53 and the Rhode Island Statewide Planning Program Comprehensive Planning Standards. The population in Glocester at the 20 year planning horizon, 2040, is expected to be approximately 10,080.²² The current population in Glocester is 9,897.²³ The average household size in Glocester is 2.73.²⁴ Approximately 67 units will be needed to house the future population at the end of the 20 year planning horizon. Historically, the population has changed very little in terms of ethnicity and household size. The average income appears to be rising and, consistent with the rest of the state and region, the population is aging. The Town recently approved 70 condominium units to house residents 55 and over. This type of development is very consistent with what is necessary to accommodate the aging population of the Town. Based on the demographic information provided earlier in the plan and the housing need projections outlined above, the current housing stock, made up of predominately single family homes with limited condominium and multi-family development, appears sufficient to meet the Town's overall housing needs for the future population at the 20 year planning horizon.

As outlined previously, approximately 33.1% of total households in Town are considered cost burdened. Households that are cost burdened are those paying more than 30% of their income on housing. The table below shows the median household income in Glocester and outlines the affordability of purchasing a median priced home or renting a 2 bedroom apartment.

¹⁸ Ibid

¹⁹ Ibid

²⁰ Ibid

²¹ Ibid

²² RI Population Projections, RI Statewide Planning Program, 2013 (2020-2040)

²³ 2015 ACS DP05

²⁴ 2015 ACS B25010

Table 28 - Housing Price and Income, 2000-2015

	2000	2005	2010	2015
Median Household Income	\$57,537	*	\$82,193	\$82,368
Median Home Sale Price	\$144,629	\$315,000	\$199,000	\$230,000
Approximate annual income to affordably purchase a median priced home	\$45,153	\$100,552	\$59,584	\$69,704
2 Bedroom apartment average rent	**	\$1,147***	\$1,165***	\$1,238***
Income needed per year to affordably rent a 2 bedroom apartment at average rent	**	\$45,880	\$46,660	\$49,520

Source: State of the State, Rhode Island Department of Labor and Training, 2016 (1990-2014), ACS, DP03, 2015 (2015), Riliving.com, 2015, HousingWorks RI, 2006, 2009, 2010, 2015 Housing Fact Books. *Date not available ** Insufficient data to determine rental costs. *** Statewide average, insufficient local data

The Rhode Island Emergency Shelter Information Project, a consortium of the RI Emergency Food and Shelter Board, United Way of Southeastern New England and the RI Department of Human Services, defines a homeless person, “...as anyone who received emergency shelter, for whatever reason or whatever length of time.” While the majority of homeless find themselves living within the major cities, there is a growing population of rural homeless, especially in the southern region of the state. As shelters continue to be full, these homeless find themselves living in camp grounds in the summer and motels in the offseason. Emergency motel vouchers are the primary response to family homelessness.²⁵ There has been no recent census of the homeless population in Glocester. Glocester does not currently have shelter beds for the homeless population. According to the Rhode Island Coalition for the Homeless, the last time the Emergency Shelter Annual Report included the city/town of last residence for shelter clients was 2007-2008. At that time, 5 clients reported Glocester as their last residence, a total of 0.1% of the homeless population utilizing shelters that year.²⁶

Those most at risk for homelessness are those severely cost-burdened low and moderate income households, meaning they are paying more than 50% of their income on housing. In Glocester, there are 375 low and moderate income households are severely cost burdened households, or 10.3% of total year round households. As outlined previously, the Town’s Human Services Department operates a food pantry and provides information assistance and emergency energy funds for residents in need. In addition, the department assists residents with finding affordable property rentals as needed.

²⁵ State of Rhode Island, Consolidated Plan, 2010-2015

²⁶ Rhode Island Emergency Shelter Information Project, Annual Report July 1, 2007-June 30, 2008

Meeting the Mandated Low and Moderate Income Housing Threshold

The Town of Glocester has not met its mandated low and moderate income housing threshold, 10% of year round housing units as outlined in RIGL 45-53. Currently, 2.2% of the Town’s year round housing units meet the RIGL 45-53 definition of a low and moderate income unit.

Table 29 - Data Point Calculations for Assessing Progress toward the 10% Threshold

Data Point	Calculation
Existing LMI housing units	84 units, or 2.2% of total units
Existing LMI housing units by population served	Family Units – 7 or 8.3% of LMI units Elderly Units – 62 or 73.8% of LMI units Other LMI Units – 15 or 17.9% of LMI units
The 10% threshold	$3,881 \times 10\% = 388$ units
The existing deficit	$388 - 84 = 304$
The forecasted 10% threshold at build-out	$3,881 + 1,154 = 5,035$ units $5,035 \times 10\% = 504$ units 504 projected units-84 existing units=420
The forecasted deficit at build-out	420 units

Source: Low and Moderate Income Homes by Community, Rhode Island Housing, 2015.

The Town has seven (7) LMI family units. These were created as a result of the Town’s Pilot Mobile Home Replacement Program. This program, which was initiated in 2005, used CDBG funds to replace substandard mobile homes, providing affordable housing opportunities for low and moderate income families in Glocester. All seven (7) of those units are home ownership units and are deed restricted for those making 80% of the Area Median Income or less. The Town has 62 LMI elderly units, all of which are rental units. These units are managed by the Glocester Housing Authority at the Laurel Crest and Pine Meadows developments. The remaining 15 LMI units are group home beds. There are six (6) beds at 153 Tourtellot Hill Road, six (6) beds at 5 Harmony Hill Road, and three (3) beds at 2 Highland Avenue.

The Town of Glocester has taken concrete steps to encourage the preservation and development of low and moderate income housing. Below please find an inventory of those strategies.

1. Adopted an inclusionary housing ordinance to require the development of affordable housing as part of overall development taking place in the Town. There are several approved developments that include over a dozen designated affordable units, which

are in the process of being constructed but have not appeared in the Town's inventory at this time. While this method has not yet shown additional affordable units, as construction of approved development plans continues, deed restricted low and moderate income units will be constructed and added to the Town's inventory. Inclusionary zoning remains a key aspect of the Town's low and moderate income housing production strategy.

2. Adopted a Village Overlay District in 2012 which encourages denser mixed use development in the Chepachet Village area.
3. Converted housing within existing mobile home parks to LMI units. There are three (3) mobile home parks that contain a total of 127 units of housing [The Village on Chopmist Hill (78), Davis Mobile Home Park (39), and Sunset Cove (10)]. The Town has pursued and continues to pursue strategies to be able to count these units to meet its low and moderate income housing threshold. The Town has provided subsidies through CDBG for the rehabilitation and replacement of mobile home units, resulting in the creation of seven (7) LMI units. The Town has also been willing to work with park owners to create mobile home cooperatives owned by residents.
4. Established the Affordable Housing Advisory Board to act as a catalyst for the creation of permanent affordable housing with the Town. While this Board has been dormant more recently, it is expected to be revived with the update of the Comprehensive Plan to consider and work towards the implementation of the articulated affordable housing strategies.
5. Granted tax exemptions to elderly, low-income individuals and people with disabilities. In 2016, the town exempted 520 elderly property owners averaging \$2,070. In addition, there is an exemption given to 3 legally blind individuals averaging \$1,552. Finally, there is a low-income exemption given out to 211 property owners. These exemptions are not counted toward the 10-percent requirement because they do not have a 30-year deed restriction and they are not given out for the creation or rehabilitation of housing but they do assist in improving overall housing affordability in the Town.

Although the construction of 420 low and moderate income units over the 66 year anticipated build out of the Town is unrealistic given that it would constitute about 40% of all new development per year for 66 years, it is required that the Town show the construction of 420 low and moderate income housing units over the 66 year build-out of the Comprehensive Plan; therefore the Town puts forward the following strategies and timeline to meet the 10% threshold:

1. Inclusionary Zoning - The Town has developed an Affordable Housing Ordinance mandating the inclusion of 10% low and moderate income housing in all subdivision and residential land developments within Town. The Town recognizes that several

updates to this ordinance must be made to come into compliance with RIGL 45-24-46.1, including the provision of density bonuses or other incentives that will offset differential costs of below market rate units. In addition, zoning ordinances may now provide required affordable housing on-site or through an alternative method of production, such as off-site construction or rehabilitation, donation of land, and/or the payment of a fee in-lieu of the construction of the units.

- a. New Housing Construction - There are several approved developments that include over a dozen designated affordable units, which are in the process of being constructed but have not appeared in the Town's inventory at this time. While this method has not yet shown additional affordable units, as construction of approved development plans continues, deed restricted low and moderate income units will be constructed and added to the Town's inventory. In addition, the changes required to come into compliance with State law will also accelerate affordable housing production. Inclusionary zoning remains a key aspect of the Town's low and moderate income housing production strategy. Anticipated number of units – 2-3 per year for 66 years, or 132 - 198 total units.
 - b. Fee in lieu – The Town's inclusionary ordinance currently discourages the collection of a fee in lieu of housing unit construction. The Town will proactively work with RI Housing and area non-profits to assess the feasibility of collecting the fee in lieu and transferring the payments to a qualified non-profit for the purpose of developing affordable housing in Gloucester including the rehabilitation and conversion of existing housing stock in Town to LMI units. Anticipated number of units – 1-2 per year for 66 years, or 66 - 132 units.
2. Mobile Home Conversion - There are three (3) mobile home parks that contain a total of 127 units of housing. The Town has pursued several strategies to be able to count these units to meet its low and moderate income housing threshold, most recently through the Special Legislative Commission on the Low and Moderate Income Housing Act. The Town has provided subsidies through CDBG for the rehabilitation and replacement of mobile home units, resulting in the creation of seven (7) LMI family units. The Town has also been willing to work with park owners to create mobile home cooperatives owned by residents. The Town will continue to pursue strategies to count the remaining 120 mobile homes as LMI units. Anticipated number of units – 120 units over 66 years.
 3. Tax Sale Properties - The Town will assess establishing a procedure for tax sale properties to be sold to non-profit developers for affordable housing development. This method could give right of first refusal to non-profit housing developers to purchase these properties with deed restrictions that future use and/or development would

create LMI housing units. Anticipated number of units – 1 unit every other year over 66 years, or 33 units.

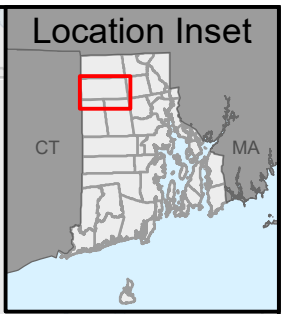
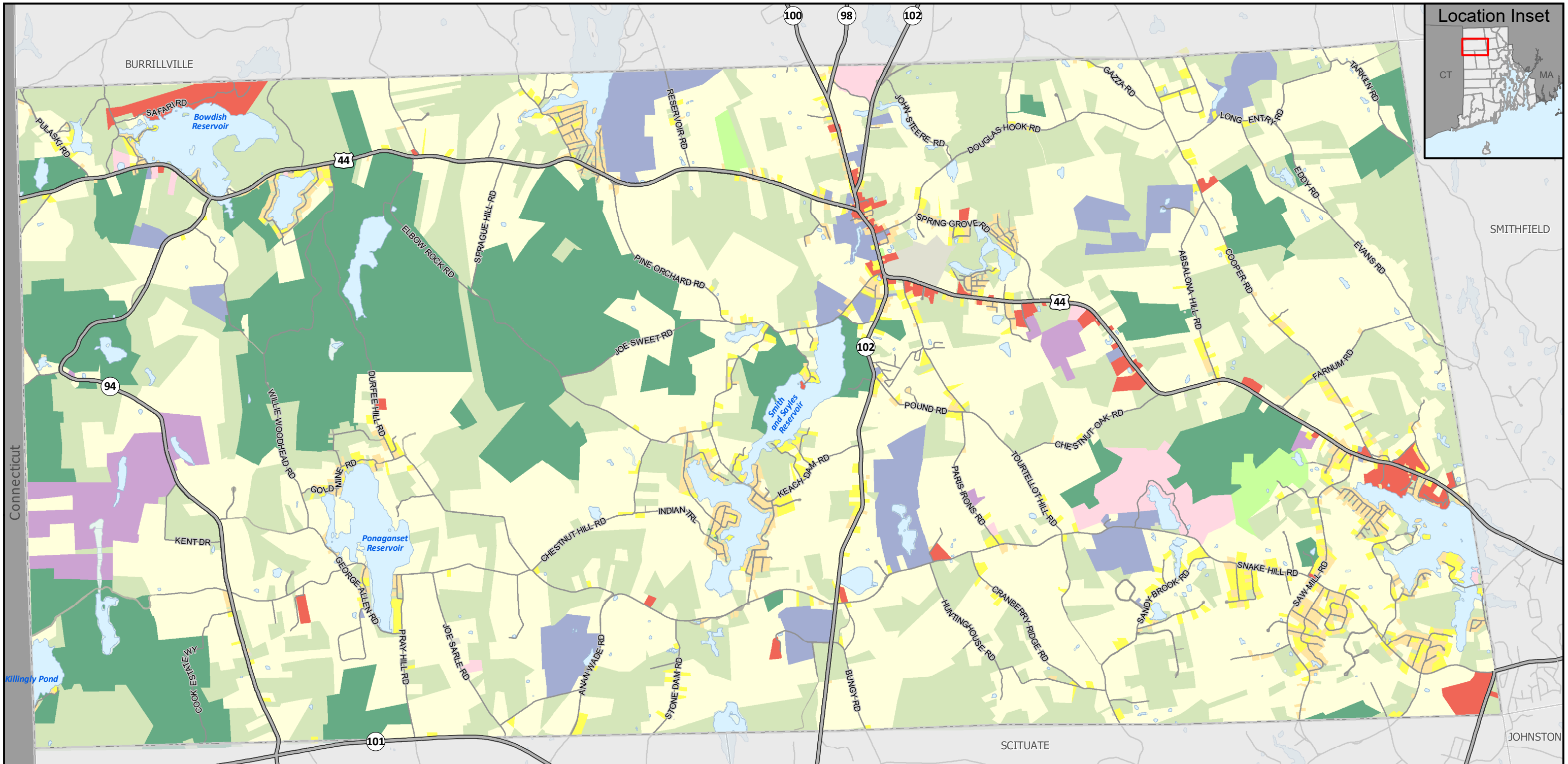
4. Tax Exemptions - The town currently grants tax exemptions to elderly, low-income individuals and people with disabilities. In 2016, the town exempted 520 elderly property owners averaging \$2,070. In addition, there is an exemption given to 3 legally blind individuals averaging \$1,552. Finally, there is a low-income exemption given out to 211 property owners. These exemptions are not counted toward the 10-percent requirement because they do not have a 30-year provision, and they are not given out for the creation or rehabilitation of housing. The Town will continue to examine the exemptions and work toward methods of using them to convert units to LMI units or examine a new exemption that assists in the conversion of existing units to LMI units. Anticipated number of units – 1 unit every other year over 66 years, or 33 units.
5. In-Law Apartments – The Town currently allows in-law apartments by special use permit for family members. RIGL 45-24-37 was recently expanded to allow in-law apartments without a special use permit for not only the disabled but those 62 and older. New housing demand will outpace population growth because of shrinking household size. RI residents 65 and older are expected to grow by about 40% regardless of the economic growth of the state. Housing cost burdened elderly are expected to grow at a faster rate than other types of households. Having access to family and community is critical to senior households. 94% of new households will be at 120% AMI or lower and the 2 largest groups are elderly and millennials²⁷. Both of these groups are good fits for in-law apartments. The Town will continue to pursue strategies, including working with the Special Legislative Commission on Low and Moderate Income Housing, to count these as LMI units. Anticipated number of units – 1 per year over 66 years, or 66 units.

Table 30 - Strategies for Meeting the 10% Mandated LMI Threshold, 2017-2083

Strategy	Anticipated Unit Construction
Inclusionary Zoning	Housing Construction – 132-198 units Rehab using fee in lieu – 66-132 units
Mobile Home Conversion	120 Units
Tax Sale Properties	33 Units
Tax Exemptions	33 Units
In-Law Apartments	66 Units
Town of Glocester Forecasted LMI Deficit	420 Units
Anticipated LMI Units through Strategies	450 – 582 Units


²⁷ Projecting Future Housing Needs Report, HousingWorks RI, 2016 (Pg. 20)

MAPS



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RIGIS

Town of Glocester, 3/12/18
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Map Legend

Existing Land Use	Industrial	Features
Residential < 1 Acre	Mixed Use	Highways
Residential 1-2 Acres	Active Recreation	Roads
Residential > 2 Acres	Institutional	Boundaries
Protected Open Space	Cemeteries	Glocester
Undeveloped	Transportation	RI Municipal
Commercial	Water	Other States

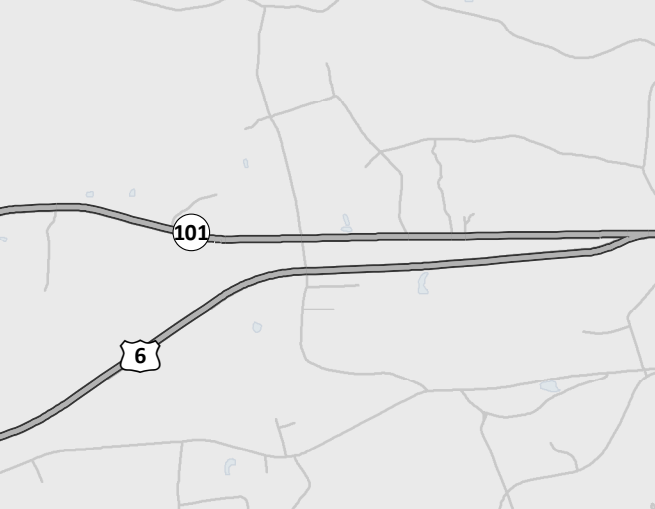
MAP 1

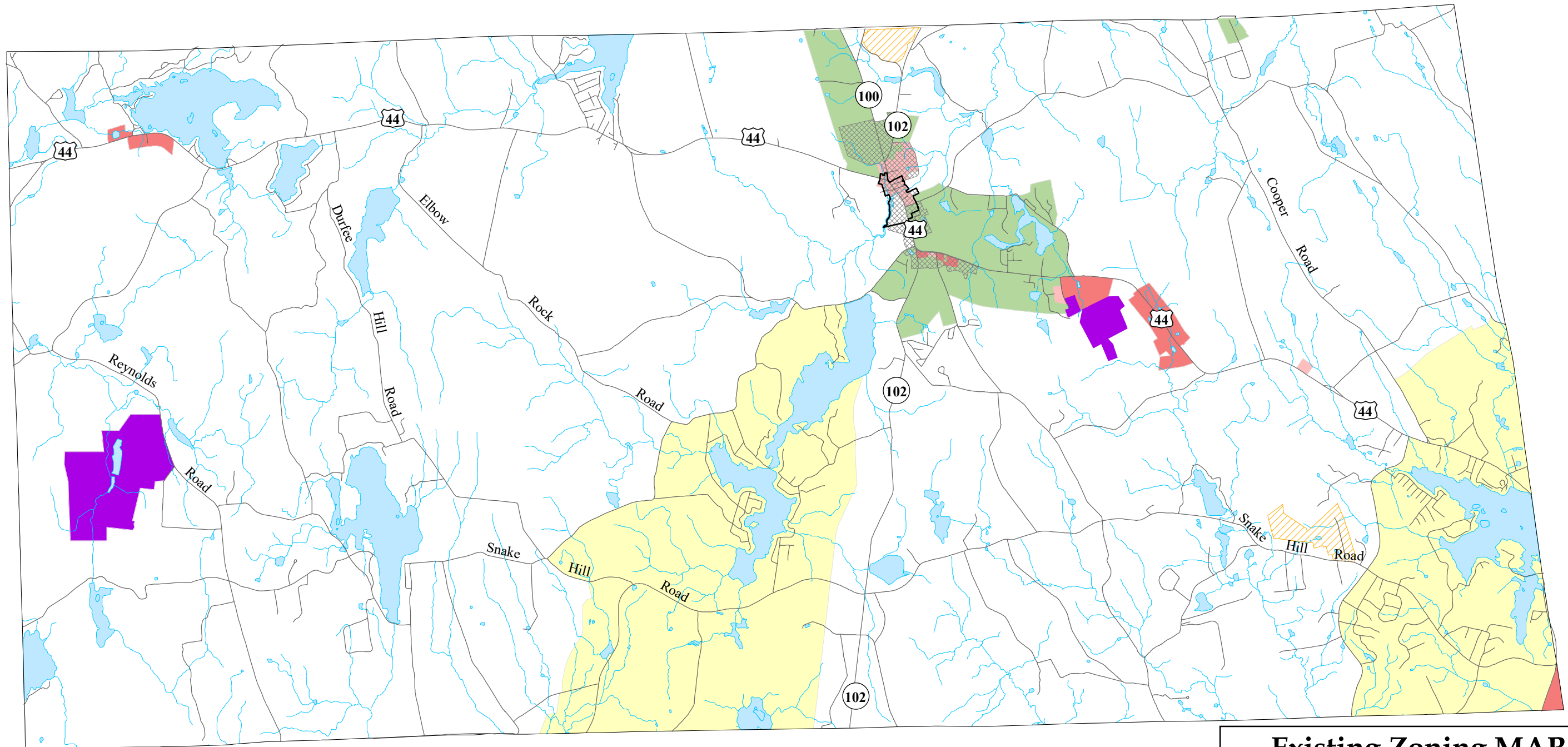
EXISTING LAND USE

TOWN OF GLOCESTER

RHODE ISLAND

Comprehensive Plan, 2017



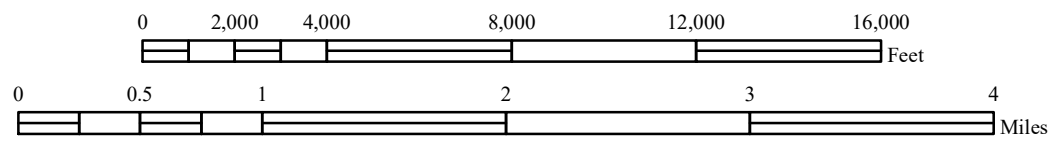


Legend

- Town Boundary
- Road Centerlines
- Rivers & Streams
- Lakes and Ponds
- Planned District
- Village Overlay District
- Village Overlay Center District

Zoning Descriptions - Zoning Requirements

- A-3 - Agricultural Residential 3 Acres - 3 Acres, 300 Feet Frontage
- A-4 - Agricultural Residential 4 Acres - 4 Acres, 350 Feet Frontage
- R-2 - Residential 2 Acres - 2 Acres, 250 Feet Frontage
- B-1 - Neighborhood Commercial - 0.5 Acres, 120 Feet Frontage
- B-2 - Highway Commercial - 0.5 Acres, 120 Feet Frontage
- I - Industrial - 2 Acres, 200 Feet Frontage



Existing Zoning MAP 2

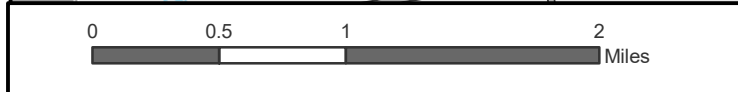
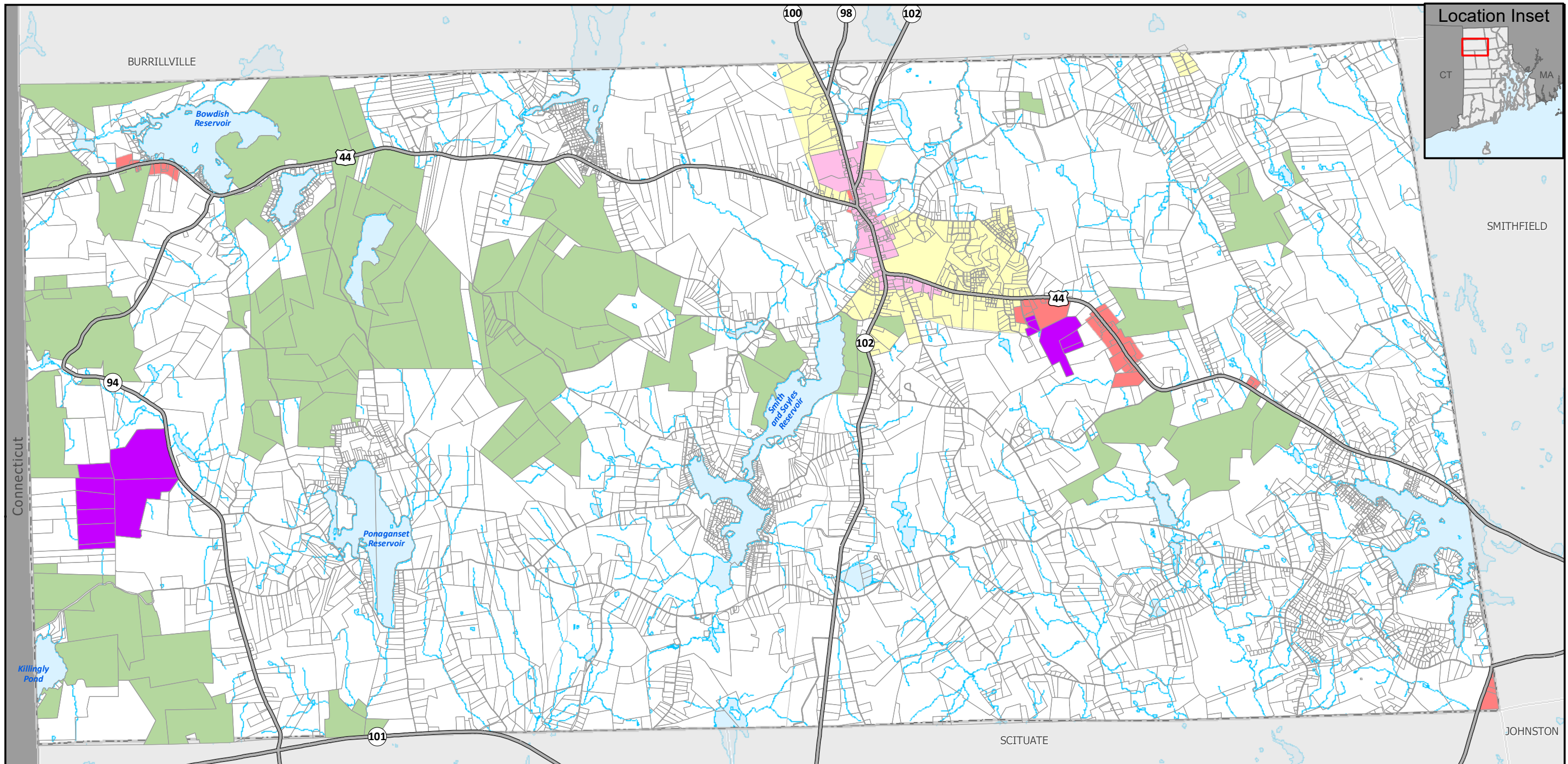
Town of Glocester, Rhode Island

Data Sources: Zoning and Planned District developed by the Town of Glocester. Town Boundary, Roads, Lakes & Ponds, and Rivers & Streams acquired from RIGIS.

Map produced by the Town of Glocester, March 2015.
This map is for planning purposes only.

Amendments

- September 21, 2006 - Assessors Plat 17 Lot 110 Changed from A4 to B2.
- August 18, 2011 - Assessors Plat 10c Lot 35 and Lot 43 changed from R2 to B2.
- March 20, 2014 - Assessors Plat 14 Lot 10, Lot 11 changed from R2 to B2, Lot 12 changed from R2 and A4 to B2. Lot 18, Lot 19 and Lot 20 changed from A4 to Industrial.
- May 15, 2014 - Assessors Plat 10 Lot 105, Lot 106, Lot 106A, Lot 116 changed from A4 to a Planned District.
- November 6, 2014 - Assessors Plat 14 Lot 15 changed from A4 to B2.



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RIGIS

Town of Glocester, 4/1/17
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Map Legend

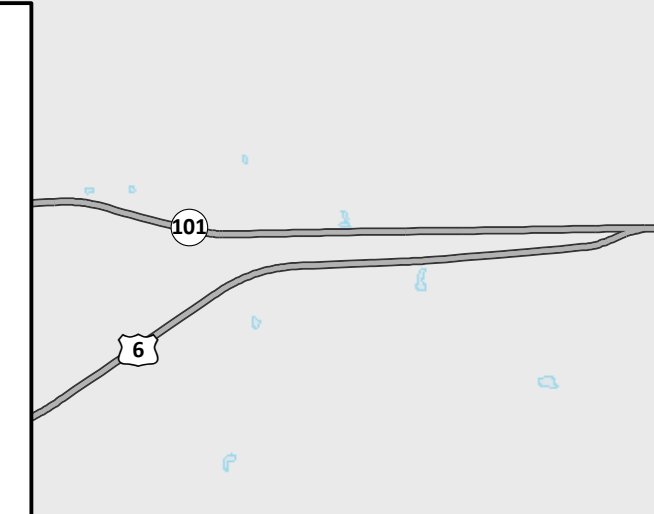
Land Use

- Agricultural/Residential ≥ 3 Acres
- Residential ≥ 2 Acres
- Commercial
- I - Industrial
- Mixed Use
- Proposed Open Space District

- Water
- Rivers and Streams

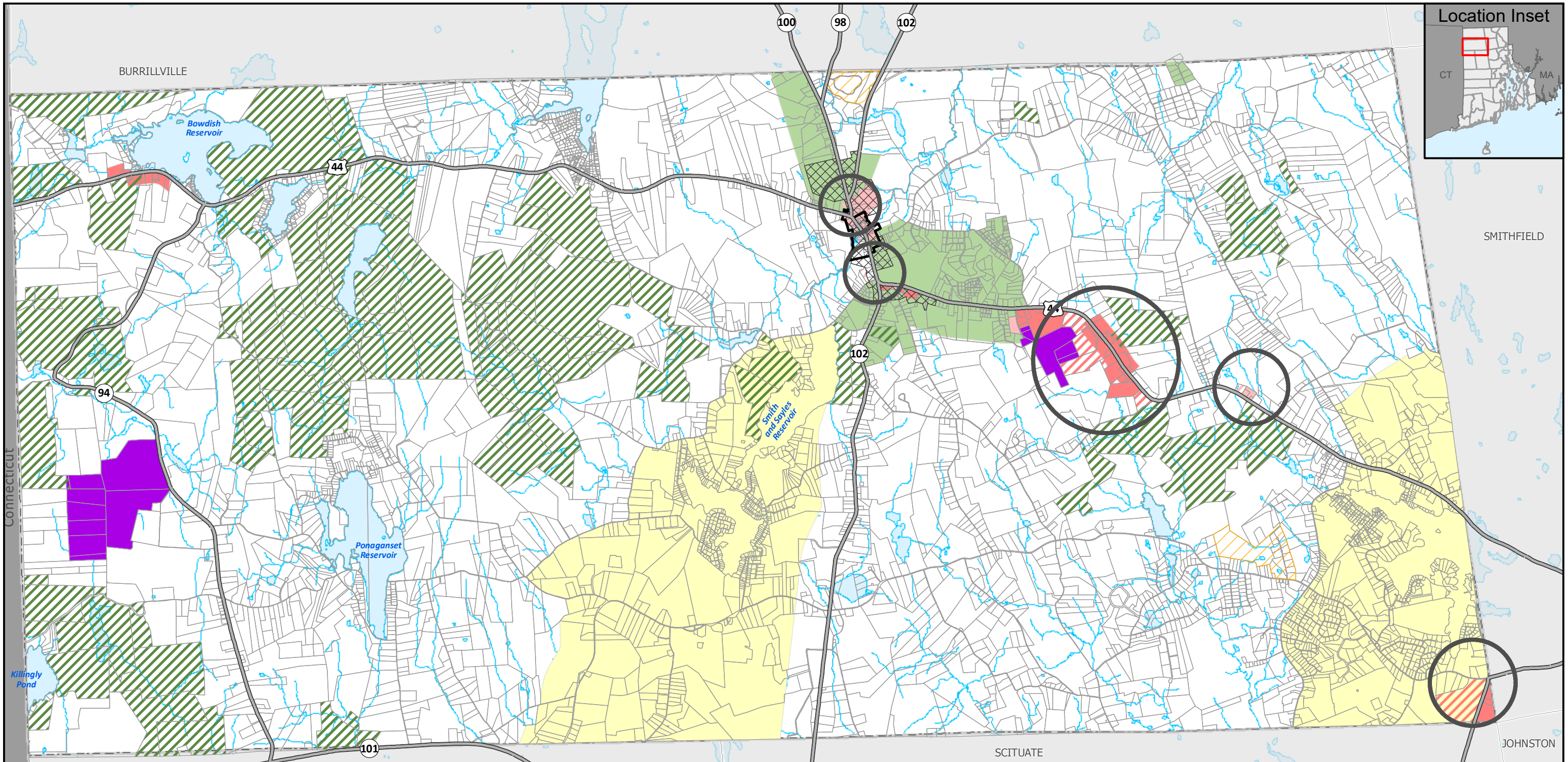
Boundaries

- Glocester
- RI Municipal
- Other States
- Parcel Boundaries




MAP 3
FUTURE LAND USE

TOWN OF GLOCESTER
RHODE ISLAND
Comprehensive Plan, 2017



0 0.5 1 2 Miles

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RIGIS

Town of Gloucester, 4/1/17
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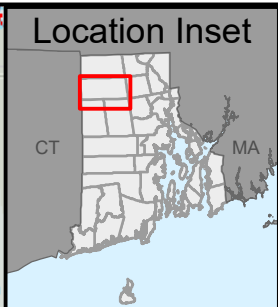
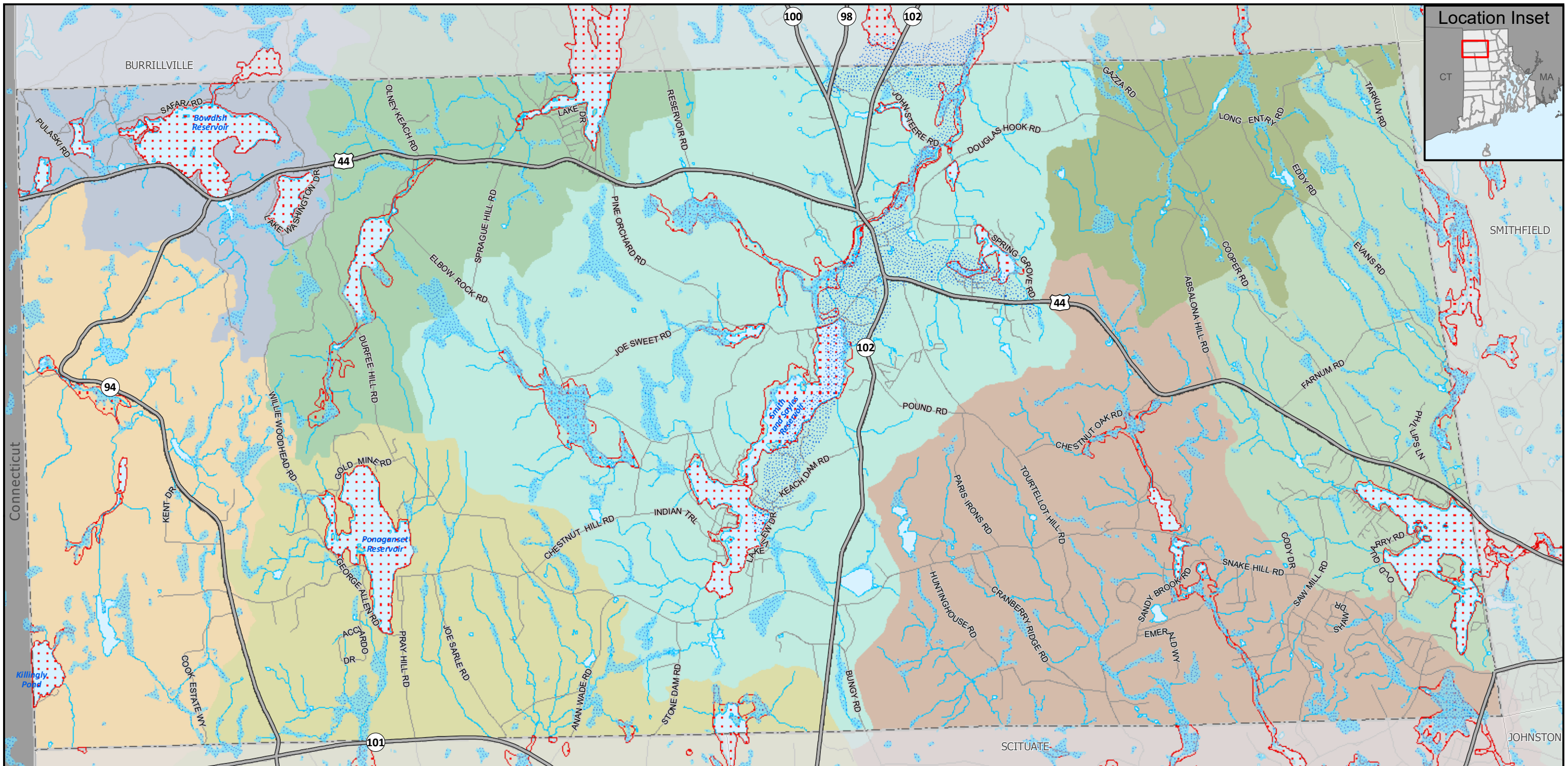
Map Legend

Zoning	Village Overlay Center District	Water
A-3 - Agricultural Residential	Village Overlay District	Rivers and Streams
A-4 - Agricultural Residential	Planned District	Boundaries
R-2 - Residential	Future Zones / Land Uses	Gloucester
B-1 - Neighborhood Commercial	Proposed B-1	RI Municipal
B-2 - Highway Commercial	Proposed B-2	Other States
I - Industrial	Proposed R-2	Parcel Boundaries
	Proposed Open Space District	

MAP 4 LAND USE INCONSISTENCIES

TOWN OF GLOUCESTER RHODE ISLAND

Comprehensive Plan, 2017



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RIGIS

Town of Glocester, 4/1/17
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Map Legend

- Wetlands
- Aquifers

Watersheds (HUC Level 12) *

- Barden Reservoir-Ponaganset River
- Branch River
- Chepachet River
- Clear River
- Lower Fivemile River
- Moswansicut Pond-Huntinghouse Brook
- Upper Fivemile River
- Woonasquatucket River

Flood Hazard

- 1-Percent Annual Chance Flood
- 0.2-Percent Annual Chance Flood

Features

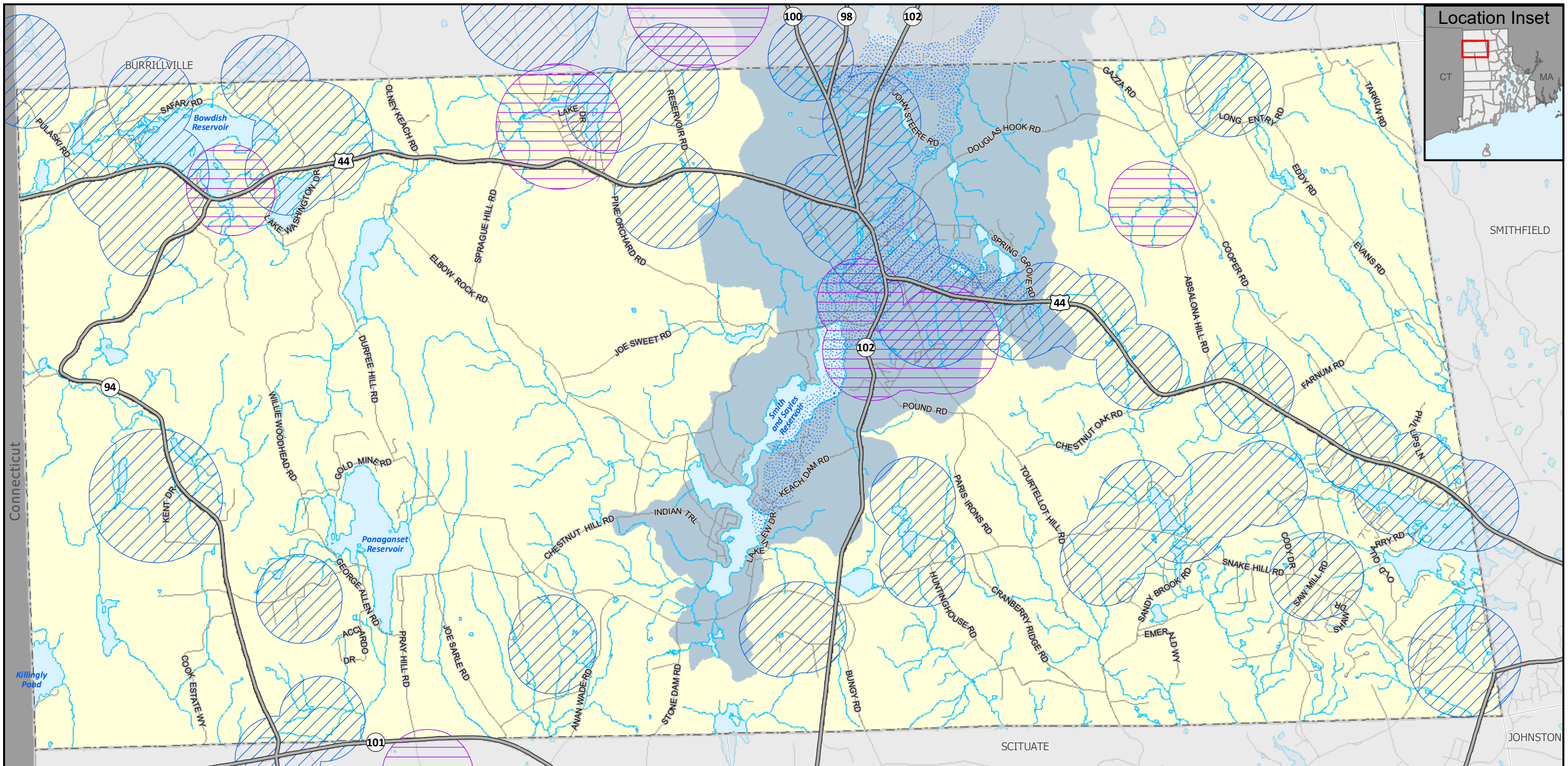
- Highways
- Roads
- Waterbodies
- Rivers and Streams

Boundaries

- Glocester
- RI Municipal
- Other States

**MAP 5
NATURAL RESOURCES**

**TOWN OF GLOCESTER
RHODE ISLAND
Comprehensive Plan, 2017**



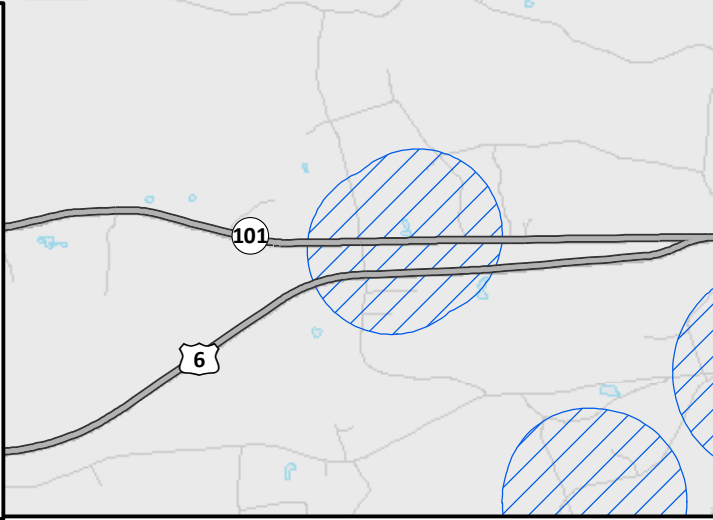
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Town of Glocester, 4/1/17
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Map Legend

Aquifers	Highways
Groundwater Recharge Areas	Roads
Non-Community Wellhead Protection Areas	Boundaries
Community Wellhead Protection Areas	Glocester
Waterbodies	RI Municipal
Rivers and Streams	Other States



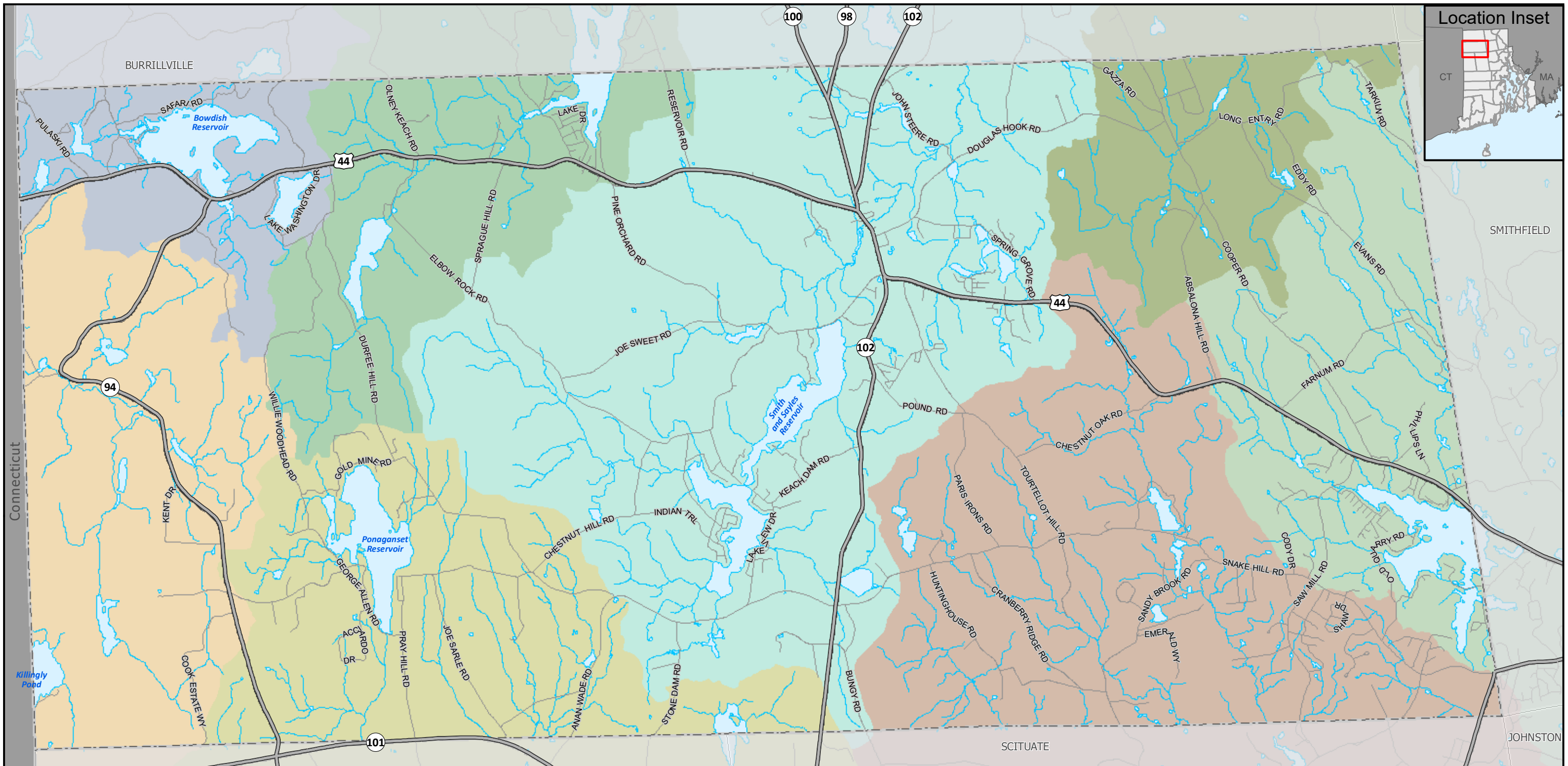
MAP 6

WATER RESOURCES

TOWN OF GLOCESTER

RHODE ISLAND

Comprehensive Plan, 2017



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Town of Glocester, 4/1/17
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Map Legend

Watersheds (HUC Level 12)

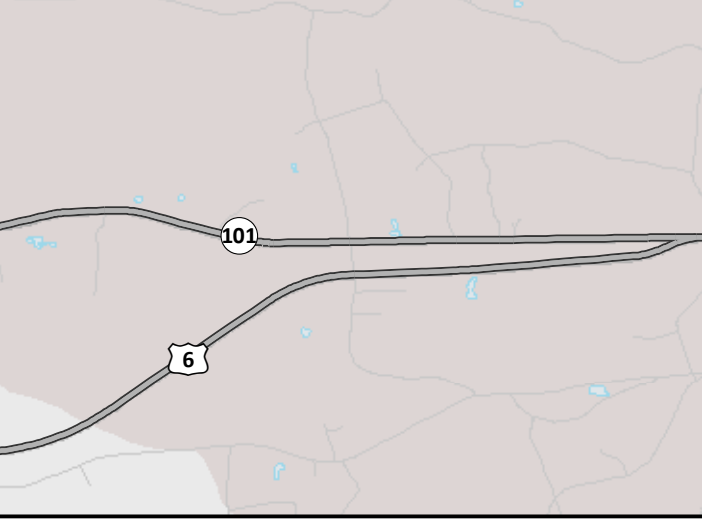
- Barden Reservoir-Ponaganset River
- Branch River
- Chepachet River
- Clear River
- Lower Fivemile River
- Moswansicut Pond-Huntinghouse Brook
- Upper Fivemile River
- Woonasquatucket River

Features

- Highways
- Roads
- Waterbodies
- Rivers and Streams

Boundaries

- Glocester
- RI Municipal
- Other States



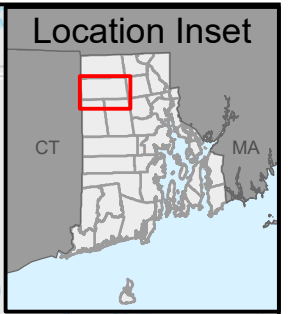
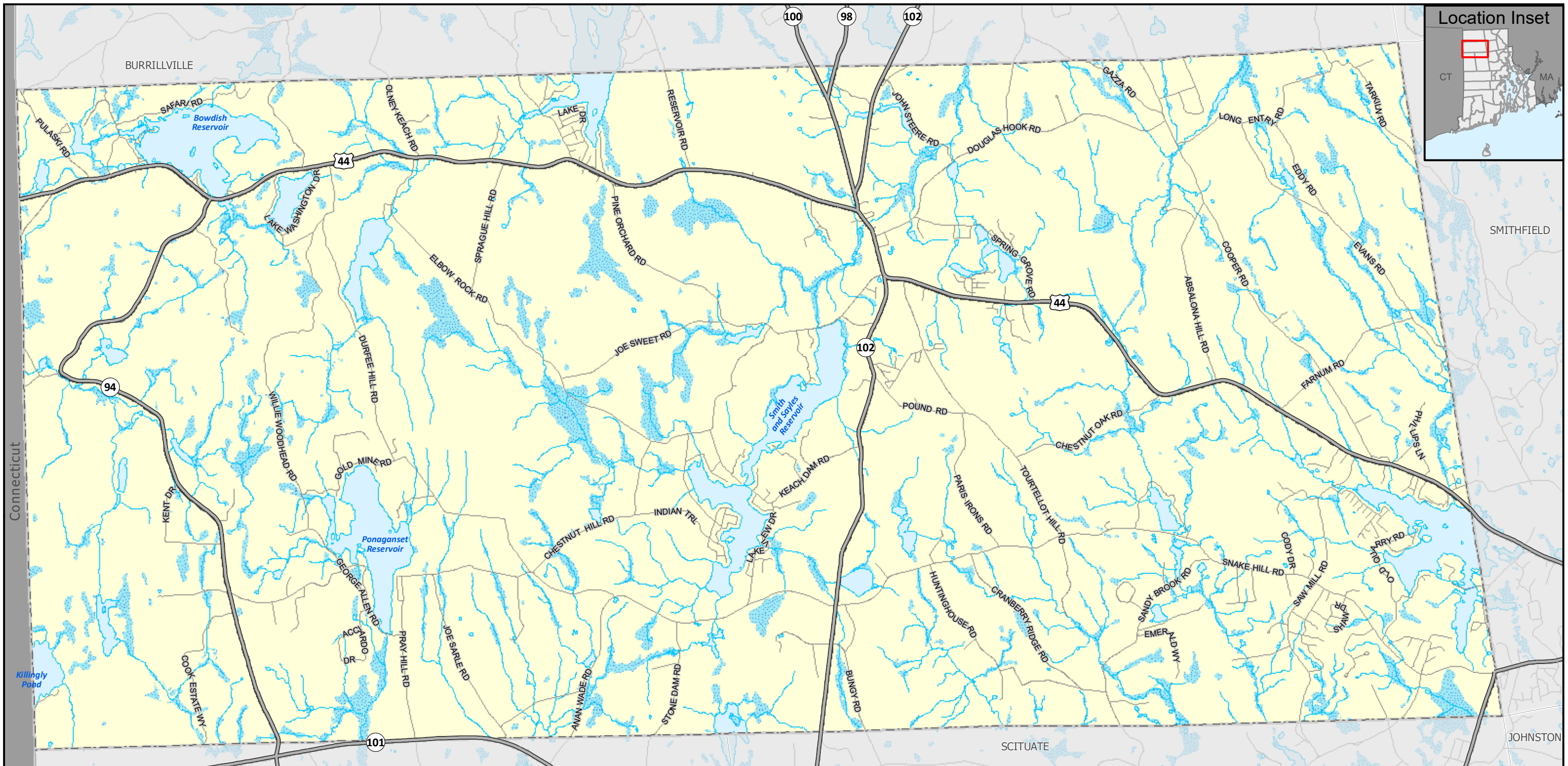
MAP 7

WATERSHEDS

TOWN OF GLOCESTER

RHODE ISLAND

Comprehensive Plan, 2017



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RIGIS

Town of Glocester, 4/1/17
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Map Legend

- | | |
|--------------------|-------------------|
| Wetlands | Boundaries |
| Waterbodies | Glocester |
| Rivers and Streams | RI Municipal |
| Highways | Other States |
| Roads | |

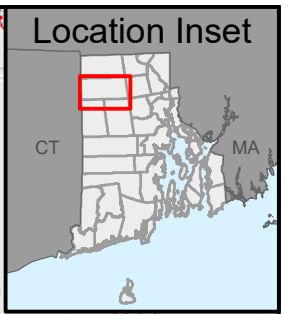
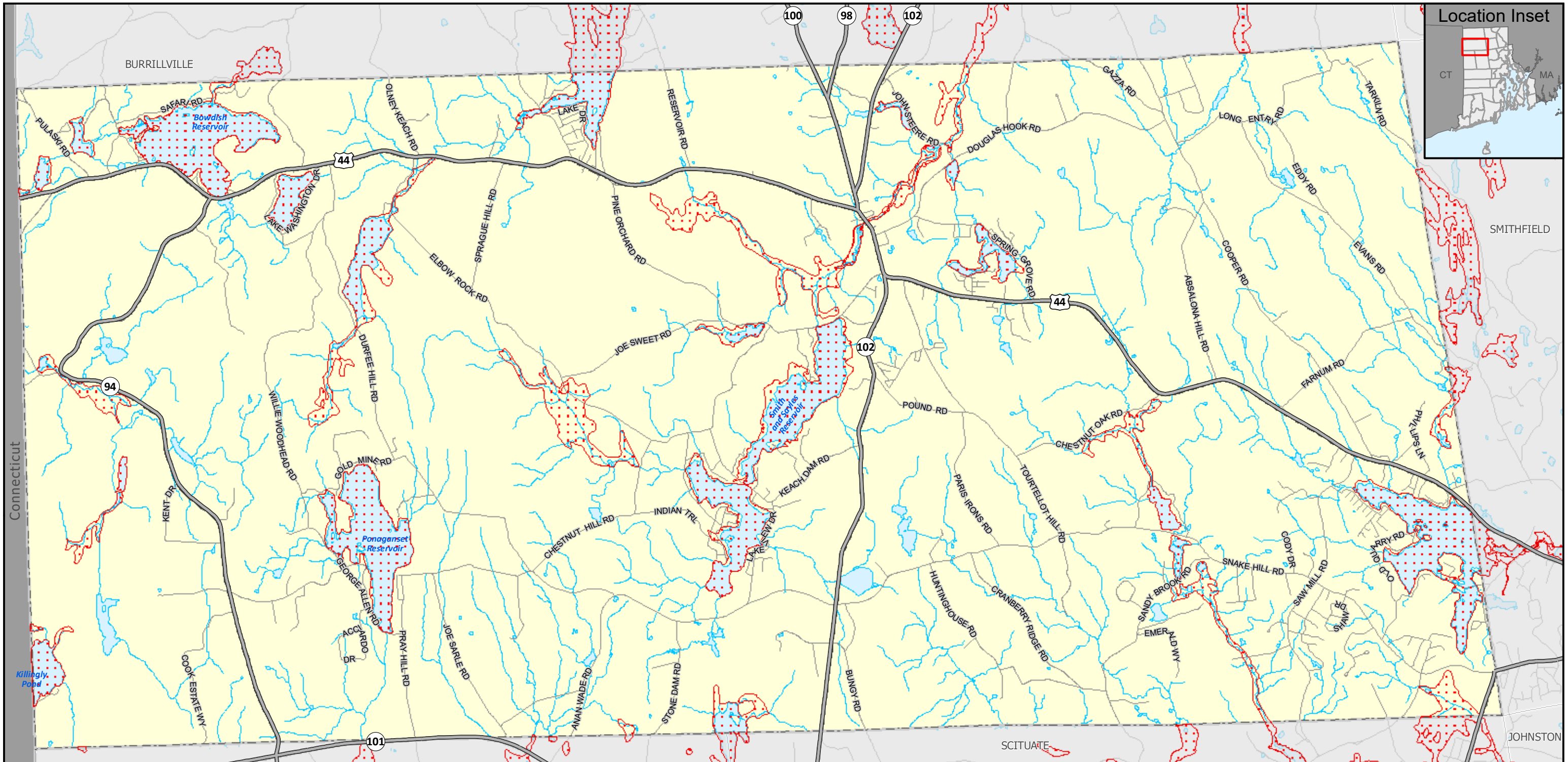
MAP 8

WETLANDS

TOWN OF GLOCESTER

RHODE ISLAND

Comprehensive Plan, 2017



0 0.5 1 2 Miles

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Town of Glocester, 4/1/17
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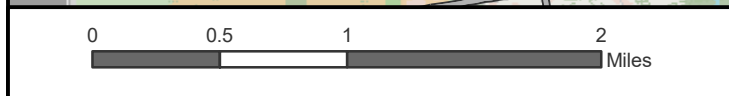
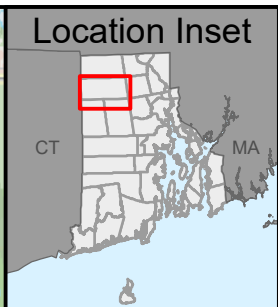
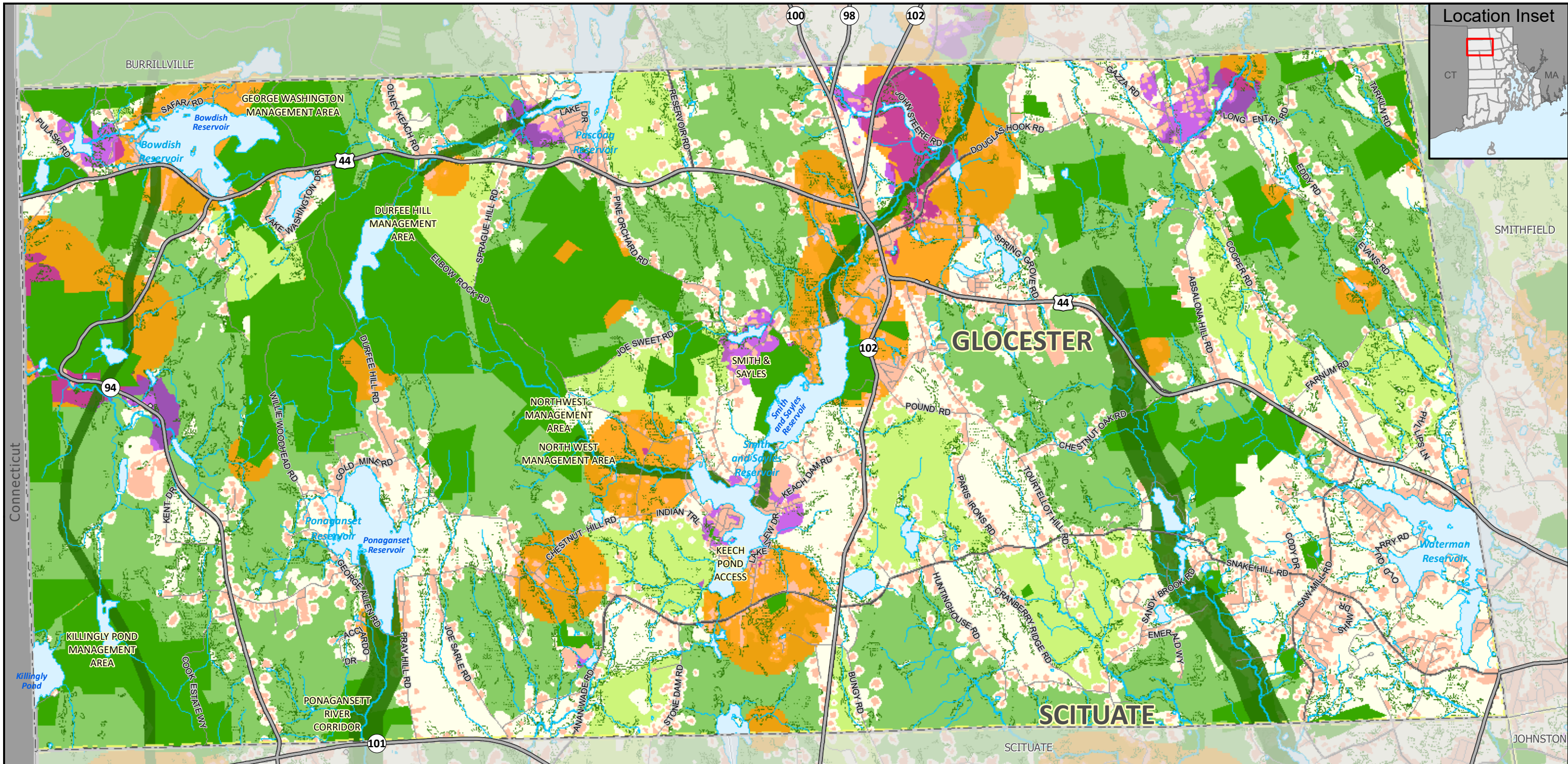
Map Legend

1-Percent Annual Chance Flood	Glocester
0.2-Percent Annual Chance Flood	RI Municipal
Highways	Other States
Roads	
Waterbodies	
Rivers and Streams	

MAP 9 FLOOD HAZARD AREAS

TOWN OF GLOCESTER RHODE ISLAND

Comprehensive Plan, 2017



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Map Legend

Green Assets Mapping

- Dark Green: Areas Already Protected
- Light Green: Unfragmented Forest Blocks (500 acres or more)
- Medium Green: Unfragmented Forest Blocks (250 < 500 acres)
- Orange: Natural Heritage Areas
- Purple: Ecological Land Units (Best & Better)
- Dark Green Line: Major Corridors
- Light Green Line: Minor Corridors

Wetlands and Hydric Soils

- Light Green: Wetlands and Hydric Soils

Developed Areas

- Light Orange: Developed Areas

Boundaries

- Yellow: Gloucester
- Grey: RI Municipal
- Dark Grey: Other States

Features

- Thick Grey Line: Highways
- Thin Grey Line: Roads
- Blue Line: Water
- Blue Wavy Line: Rivers and Streams

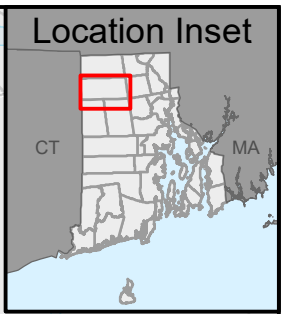
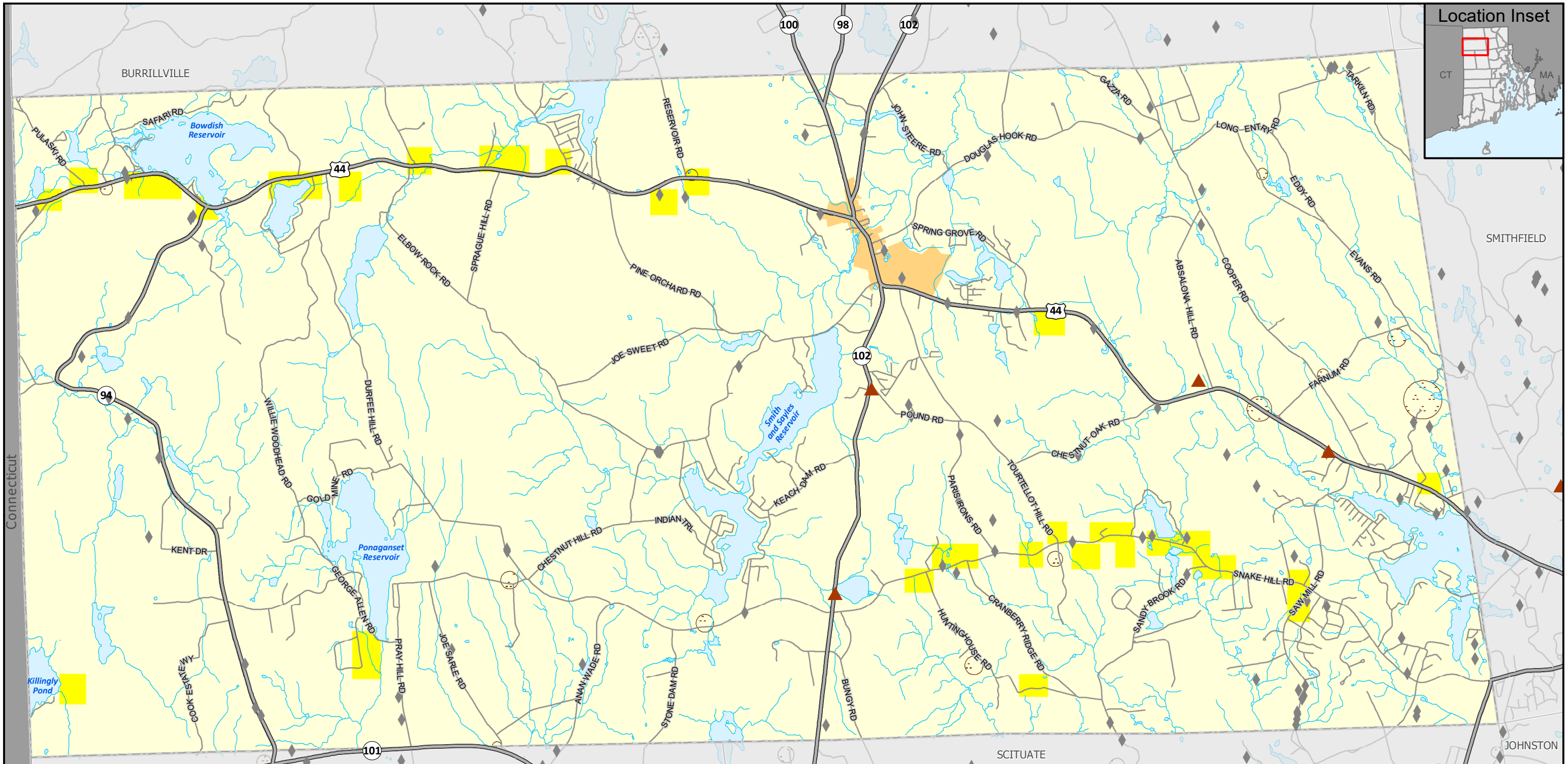
MAP 10

HABITAT ASSESTS

TOWN OF GLOCESTER

RHODE ISLAND

Comprehensive Plan, 2017



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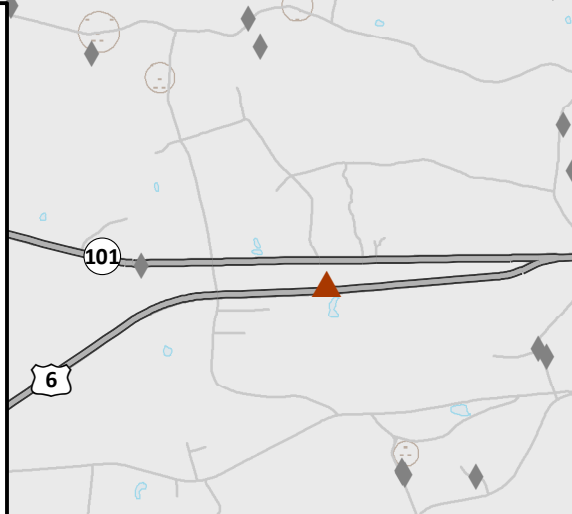


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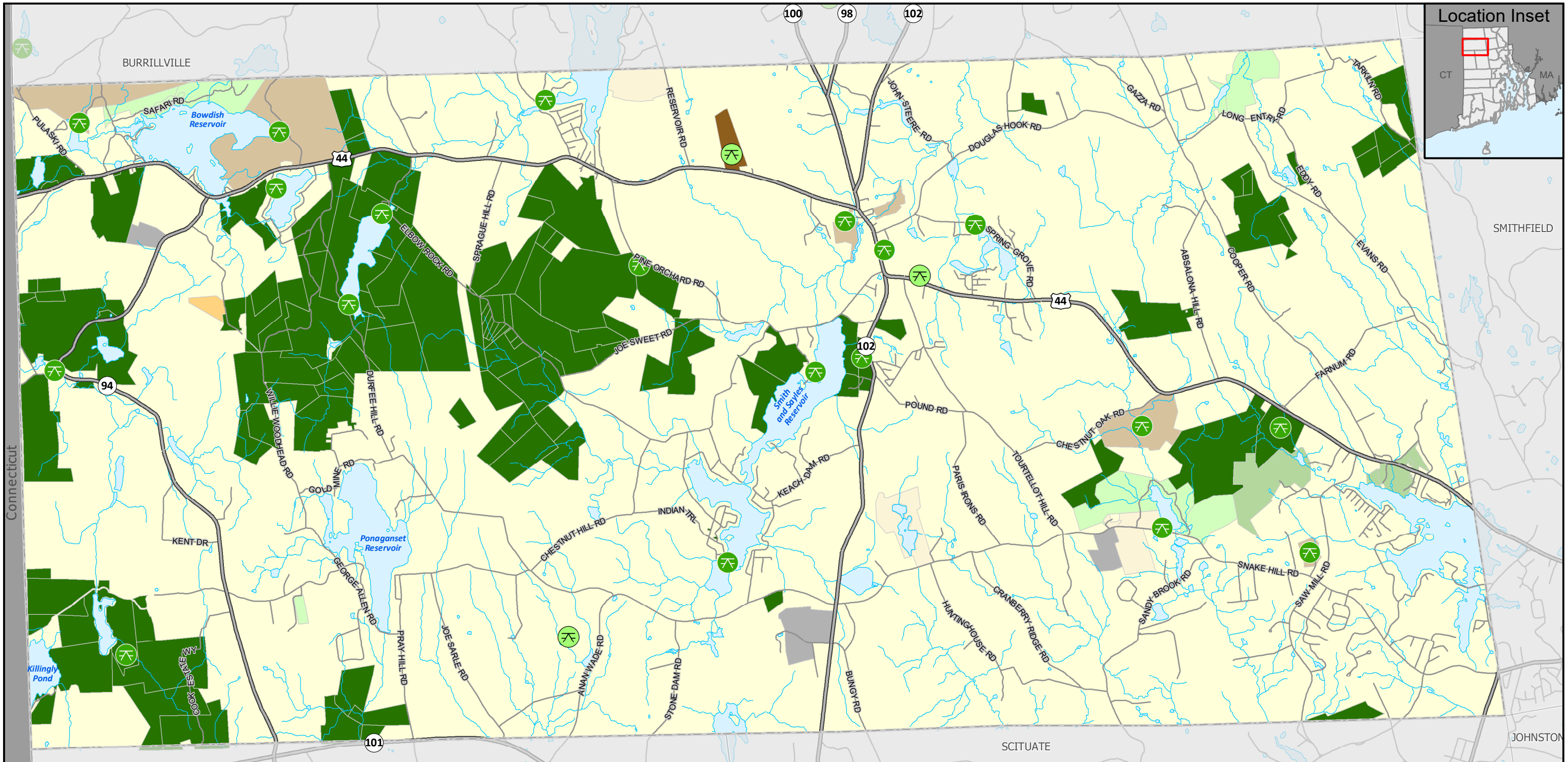
Town of Glocester, 4/1/17
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Map Legend

- | | | |
|------------------------------------|----------------------|-------------------|
| Historic/Cultural Resources | Features | Boundaries |
| ▲ Historic Sites | ⤵ Highways | ⊕ Gloucester |
| ◆ Historic Cemeteries | ⤵ Roads | ⊕ RI Municipal |
| ■ Historic District | ⊕ Water | ⊕ Other States |
| ○ Historic Candidate Sites | ⤵ Rivers and Streams | |
| ■ Masked Archeology Sites | | |




MAP 11
HISTORIC AND CULTURAL RESOURCES
TOWN OF GLOCESTER
RHODE ISLAND
Comprehensive Plan, 2017



0 0.5 1 2 Miles

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RIGIS

Town of Glocester, 3/12/18
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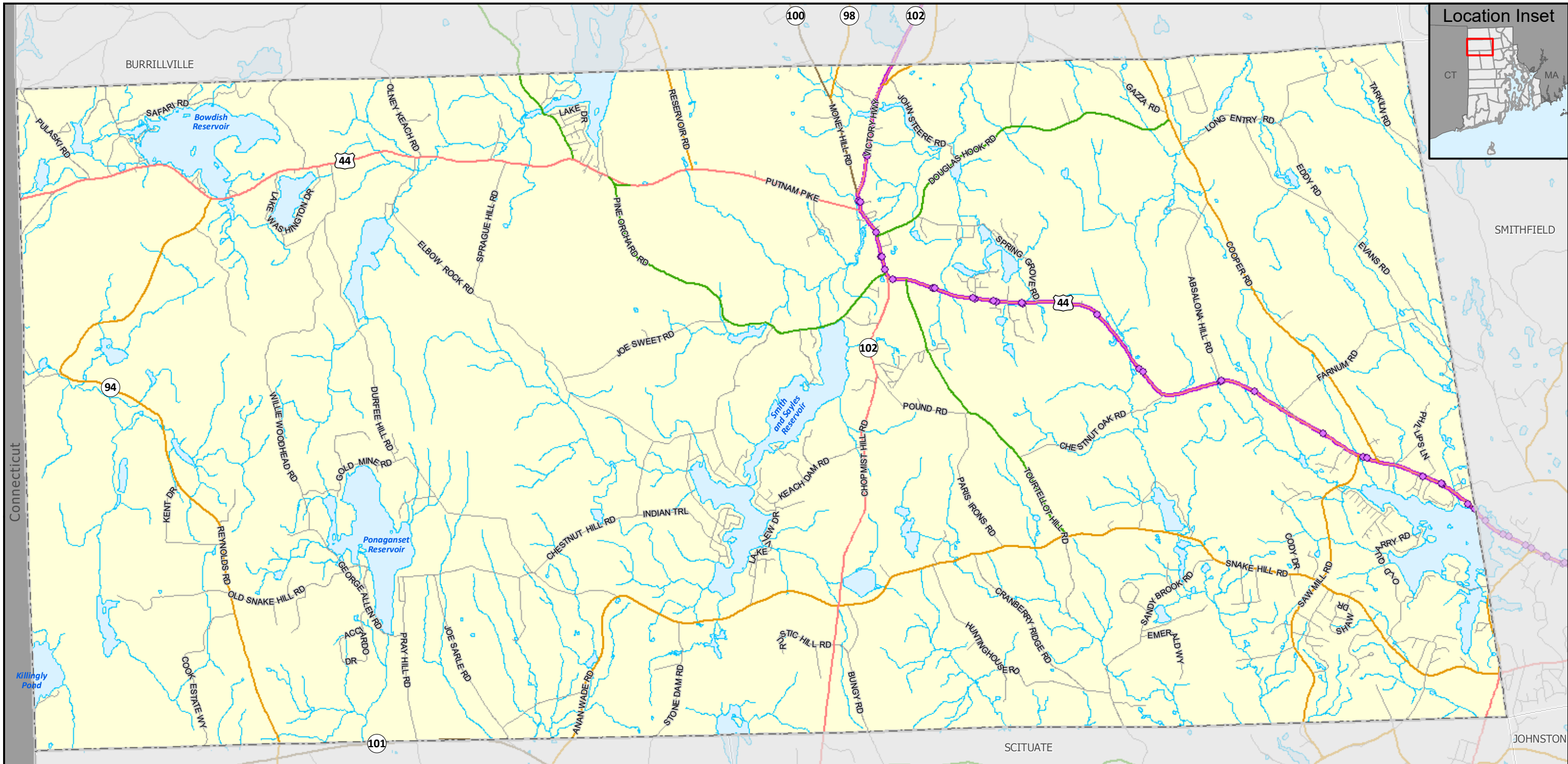
Map Legend

Recreation Sites		Features		Boundaries	
	Publicly Owned		Golf Courses		Glocester
	Other		Multi-Use Facilities		RI Municipal
	Protected Open Space		Recreation		Other States
	Campgrounds		Religious Camp		
	Educational Facilities		Special		
			Town Beach		
			Boat Ramps		
			Highways		
			Roads		
			Water		
			Rivers and Streams		

MAP 12 RECREATION RESOURCES

TOWN OF GLOCESTER RHODE ISLAND

Comprehensive Plan, 2017



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Town of Glocester, 4/1/17
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Map Legend

Transportation Features

- RIPTA Bus Stops
- RIPTA Bus Routes

Roadway Functional Class

- Interstate
- Principal Arterial - Other Freeways and Expressways

- Principal Arterial - Other
- Minor Arterial
- Major Collector
- Minor Collector
- Local

Features

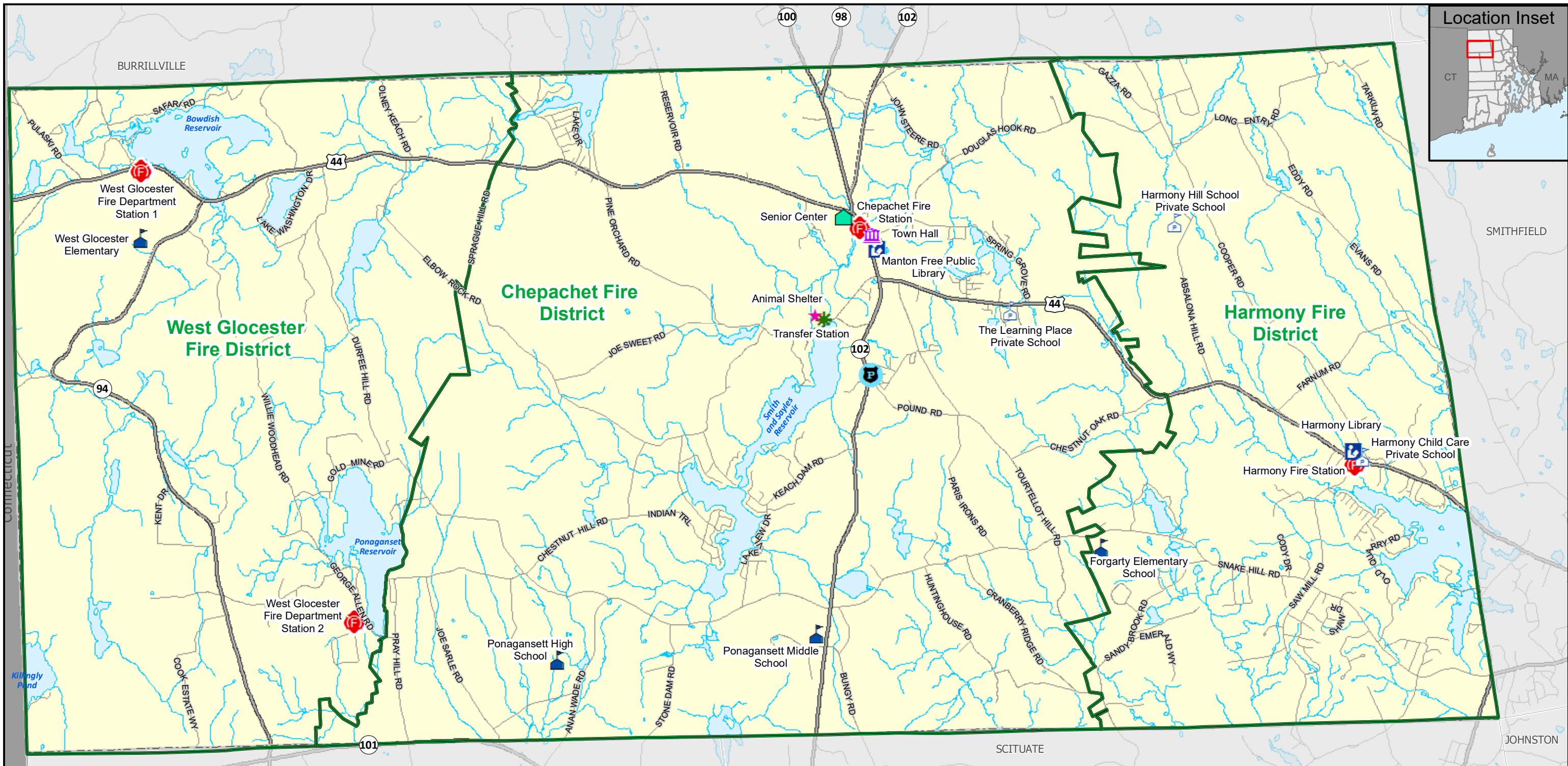
- Water
- Rivers and Streams

Boundaries

- Glocester
- RI Municipal
- Other States

MAP 13
TRANSPORTATION

TOWN OF GLOCESTER
RHODE ISLAND
Comprehensive Plan, 2017



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RIGIS

Town of Glocester, 4/1/17
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Map Legend

Community Facilities

- Town Hall
- Municipal Police
- Other Law Enforcement
- Fire Stations
- Fire Districts
- Private School
- Public School
- Public Libraries
- Other Libraries
- Animal Shelter
- Senior Center
- Transfer Station

Features

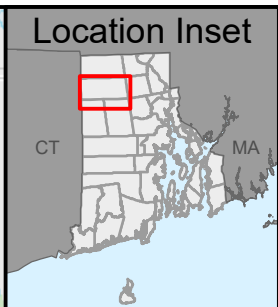
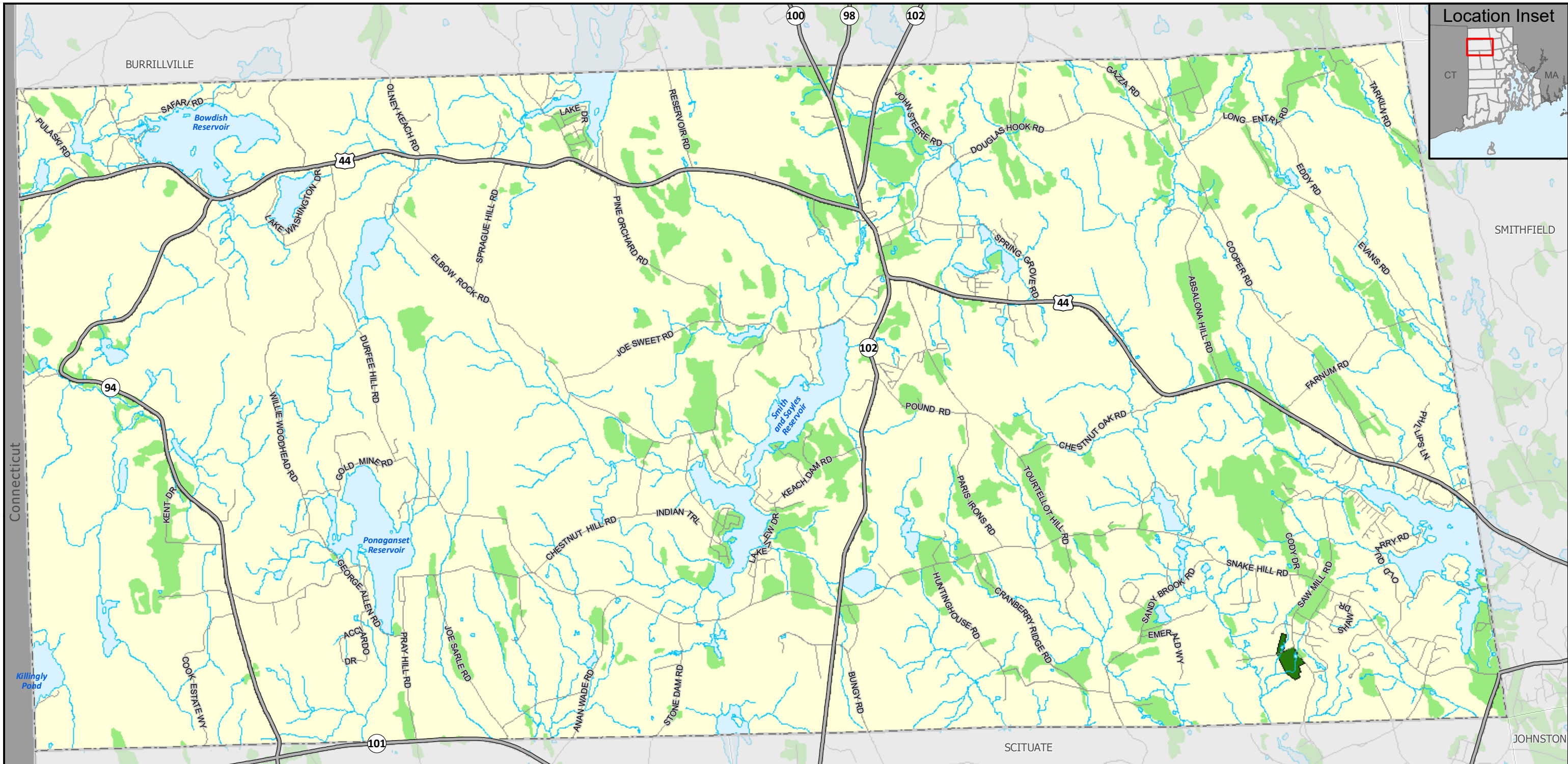
- Highways
- Roads
- Water
- Rivers and Streams

Boundaries

- Glocester
- RI Municipal
- Other States

MAP 14 COMMUNITY FACILITIES

TOWN OF GLOCESTER
RHODE ISLAND
Comprehensive Plan, 2017



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Map Legend

Agriculture	Boundaries
Prime Agricultural Soils	Glocester
Protected Farm Land	RI Municipal
Features	Other States
Highways	
Roads	
Water	
Rivers and Streams	

MAP 15 AGRICULTURE

TOWN OF GLOCESTER RHODE ISLAND

Comprehensive Plan, 2017