GUIDANCE HANDBOOK #8:

PLANNING FOR SERVICES & FACILITIES

Revised June 2018

The general assembly hereby establishes a series of goals to provide overall direction and consistency for state and municipal agencies in the comprehensive planning process [...] 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.

The Rhode Island Comprehensive Planning and Land Use Regulation Act, RIGL subsection 45-22.2-3(c)(1)

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INTRODUCTION

This handbook is meant to be an accompaniment to the Rhode Island Comprehensive Planning Standards Manual ("the Standards Manual"), providing additional information on the service and facility-related standards contained within the manual, as well as general guidance on planning for services and facilities. The Rhode Island Comprehensive Planning Standards Manual and the other guidance handbooks in the series can be found online at http://www.planning.ri.gov/publications/comprehensive-planning-materials.php.

This manual is split into two sections. Section 1 - General Information on Planning for Services and Facilities provides general information, including the purpose of doing so, relevant documents to review and ways to connect services and facilities and the other topical areas. Section 2 - Fulfilling the Standards provides information on satisfying the specific requirements presented in the Rhode Island Comprehensive Planning Standards Manual.

NOTES

In some cases, this guidebook presents "notes" that are relative to the content being discussed. Each note that occurs within the text will be tagged with a symbol to alert the reader to the note's purpose, as shown below.

This symbol is used to identify references to the Rhode Island General Laws (RIGL). Blue text within this note provides a link to the actual RIGL citation.

This symbol alerts the reader to something that is required for State approval.

This symbol alerts the reader to potential data sources.

The text following this symbol provides additional suggestions to enhance comprehensive plans.

This symbol alerts the reader to sample goals, policies and actions that would fulfill the requirements.

This symbol indicates general information that is secondary to the main point of the text, but could be helpful to the municipality.

This symbol alerts the reader to a cross-reference within the guidebook series. If a concept is mentioned in the text area and more information on the concept is available elsewhere in the guidebook series, this note will point the reader to where to find it.

This handbook includes standards for complying with the requirements of the Comprehensive Planning Act. A standard may: 1) reiterate a requirement found in the Act; 2) provide specifics to clarify a requirement of the Act; 3) describe processes that if followed will help ensure State approval; or 4) identify information that while not specifically required by the Act, has been identified as vital to supporting the intents of the Act. Those standards that describe processes or information not *required* by the Act are listed as recommendations.

SECTION 1. GENERAL INFORMATION ON PLANNING FOR SERVICES & FACILITIES

WHAT ARE SERVICES & FACILITIES?

Services and facilities refer to a range of local government services and public facilities for which a municipality is responsible. These include, but are not limited to, educational facilities, public safety facilities, libraries, indoor recreation facilities, community centers, water supply, and the management of wastewater, storm water, and solid waste.

Although water supply is a basic service provided by most municipalities, it is a complex topic that includes ensuring adequate supply, delivering water to consumers and maintaining potable water quality. Due to the extent of the additional considerations, the standards for comprehensive plans related to planning for water have been presented in Guidance Handbook #10 - Planning for Water Supply.

Similarly, indoor and outdoor recreation opportunities are also basic services that municipalities provide, but due to the intricacies involved, it has been presented in Guidance Handbook #3 - Planning for Recreation.

WHY INCLUDE SERVICES & FACILITIES?

There are two primary reasons for planning for services and facilities within a comprehensive plan. First, community services and facilities directly impact the ability of a community's citizens to live in a safe, adequate and healthy environment. Anticipating and preparing for the needs and safety of the residents is essential to ensuring a high quality of life in your community. Second, for the State to grow in a sustainable way, future growth, development, and redevelopment must align with the provision of services and facilities to the community. It is essential that growth patterns reflect existing and future levels of services and facilities, with most development occurring where investments in infrastructure have already been made.

This topic represents a significant aspect of the local comprehensive plan in planning for the changes in municipal infrastructure required to provide basic facilities and services for future population and land use patterns. By careful planning and the judicious allocation of local resources, the level of services and facilities can be matched to the physical, economic, and social needs of the community.

> The required content for related to services and facilities stems from the Rhode Island Comprehensive Planning and Land Use Regulation Act, RIGL subsections 45-22.2-6(b)(2), 45-22.2-6(b)(8) and 45-22.2-6(b)(12).

A NOTE ON SOLID WASTE RECYCLING & DIVERSION

The Rhode Island General Laws require each municipality that contracts with the Rhode Island Resource Recovery Corporation (RIRRC) to plan for increased solid waste recycling and diversion. Specifically, municipalities are required to create a plan by which a minimum 35% of their solid waste will be recycled and a minimum of 50% will be diverted:

All municipalities that contract with the corporation for the disposal of solid waste shall prepare as an addendum to its fiscal year 2010 contract with the corporation and any contracts with the corporation

for the subsequent years a plan that includes a description of the process by which thirty-five percent (35%) of its solid waste will be recycled and fifty percent (50%) of its solid waste will be diverted beginning July 1, 2012. This addendum shall include a residential and municipal waste stream evaluation, a plan for the reduction of solid waste and recyclables generated and the process by which recyclable materials are to be segregated. […]

<div align="right">The Rhode Island Resource Recovery Corporation Act, RIGL subsection 23-19-13(e)(3)</div>

Municipalities are encouraged to review their Solid Waste Recycling and Diversion Plan and integrate all of the relevant information within their comprehensive plans. Most importantly, municipalities must ensure that the comprehensive plan is consistent with any plans filed with the Rhode Island Resource Recovery Corporation to comply with the law cited above.

> See the Refuse Disposal Act, RIGL subsection 23-18.9-1(a)(3) and the Rhode Island Resource Recovery Corporation Act, RIGL subsection 23-19-13(e)(3).

RELEVANT STATE GOALS AND POLICIES

Every comprehensive plan must be consistent with and embody the State's goals and policies for services and facilities as found in the State Guide Plan and the laws of the State. The goals and policies listed below represent the main themes of the State's goals and policies for services and facilities and are intended to provide focus as to which aspects of the State's goals and policies are most important for local comprehensive planning.

> See the Rhode Island Comprehensive Planning and Land Use Regulation Act, RIGL subsections 45-22.2-6(b)(1) and 45-22.2-9(d)(3).

FROM THE STATE GUIDE PLAN

First class supporting infrastructure that protects the public's health, safety, and welfare, fosters economic well-being, preserves and enhances environmental quality, and reinforces the distinction between urban and rural areas.

<div align="right">Land Use 2025: Rhode Island's State Land Use Policies and Plan, Goal 4, page 5-14</div>

Locate new infrastructure in appropriate areas.

<div align="right">Land Use 2025: Rhode Island's State Land Use Policies and Plan, Objective 4D, page 5-16</div>

Ensure that public facilities and properties exemplify best practices of community design.

<div align="right">Land Use 2025: Rhode Island's State Land Use Policies and Plan, Objective 3F, page 5-12</div>

Maintain fully functional water and sewer systems; focus development to maximize the investment and capacity of these community assets.

<div align="right">Land Use 2025: Rhode Island's State Land Use Policies and Plan, Objective 4A, page 5-14</div>

Evaluate the capacity of the existing systems and natural resources to serve the planned build-out of the State.

Land Use 2025: Rhode Island's State Land Use Policies and Plan, Strategy 4A1, page 5-14

Ensure that wastewater collection and treatment systems and facilities are properly maintained, operated, and upgraded or expanded in accordance with community plans in order to reduce water quality impacts and accommodate desired focused growth within urban areas.

Land Use 2025: Rhode Island's State Land Use Policies and Plan, Strategy 4C1, page 5-15

In areas without public wastewater treatment systems, ensure that wastewater is properly managed to protect & enhance water resources.

Land Use 2025: Rhode Island's State Land Use Policies and Plan, Strategy 4C5, page 5-15

Provide educational and training opportunities to active a 21st -century workforce.

Rhode Island Rising: A Plan for People, Places, and Prosperity, Goal 1, page 46

FROM THE RHODE ISLAND GENERAL LAWS

Comprehensive planning is needed to provide for the coordination of growth and the intensity of development with provisions for services and facilities.

Rhode Island Comprehensive Planning and Land Use Regulation Act, RIGL subsection 45-22.2-3(a)(5)

Whereas, it is the intent of the general assembly by enactment of this act to: Ensure that adequate public facilities are available to serve new growth and development;

Rhode Island Development Impact Fee Act, RIGL subsection 45-22.4-2(c)(1)

Each city and town is required to make provision for the safe and sanitary disposal of all refuse which is generated within its boundaries, including refuse from commercial and industrial sources, but excluding refuse from sources owned or operated by the state or federal governments, hazardous waste as defined in chapter 19.1 of this title and any refuse which is not acceptable at a facility provided by the Rhode Island resource recovery corporation under chapter 19 of this title. [...]

Refuse Disposal, RIGL subsection 23-18.9-1(a)(1)

Beginning July 1, 2012 every city or town that enters into a contract with the Rhode Island resource recovery corporation to dispose of solid waste shall be required to recycle a minimum of thirty-five percent (35%) of its solid waste and to divert a minimum of fifty percent (50%) of its solid waste.

Refuse Disposal, RIGL subsection 23-18.9-1(a)(3)

The general assembly finds that stormwater, when not properly controlled and treated, causes pollution of the waters of the state, threatens public health, and damages property. [...] Therefore, to help alleviate existing and future degradation of the state's waters and the associated risks to public health and safety, and to comply with state and federal stormwater management requirements, stormwater conveyance systems must be maintained and improved. [...]

Rhode Island Stormwater Management and Utility District Act of 2002, RIGL section 45-61-2

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Appropriate treatment of sewage disposed into the ground is essential to the protection of public health and the environment, particularly in relation to Narragansett Bay and the rest of the state's coastal region, and public drinking water resources.

<div align="right">Rhode Island Cesspool Act of 2007, RIGL subsection 23-19.15-2(8)</div>

[..] every city or town shall establish and maintain [..] a sufficient number of schools in convenient places under the control and management of the school committee and under the supervision of the board of regents for elementary and secondary education. [..]

<div align="right">RIGL Title 16, Education, subsection 16-2-2(a)</div>

OTHER RELEVANT DOCUMENTS

Before beginning an assessment of existing conditions, needs and trends, and before developing new goals, policies, and actions, communities should review other state and local plans and other documents that are relevant to planning for services and facilities, including:

- Any local stormwater management plans that may be available;
- Any local wastewater management plans that may be available;
- Any local school district plans that may be available;
- Any other local services and facilities plans that may be available;
- The "Rhode Island Comprehensive Solid Waste Management Plan," available at http://www.planning.ri.gov/documents/guide_plan/swmp07.pdf;
- The RI Department of Environmental Management's "Rhode Island Stormwater Design and Installation Manual," available at http://www.dem.ri.gov/programs/benviron/water/permits/ripdes/stwater/t4guide/desman.htm;
- The RI Department of Environmental Management's rules and regulations for solid waste management and municipal recycling, available at http://www.dem.ri.gov/pubs/regs/index.htm; and
- The RI Department of Environmental Management's "Rules Establishing Minimum Standards Relating to Location, Design, Construction, and Maintenance of Onsite Wastewater Treatment Systems," available at http://www.dem.ri.gov/pubs/regs/regs/water/owts12.pdf.

STAKEHOLDERS TO INCLUDE

In addition to the general public, when discussing how best to plan for services and facilities, municipalities may benefit from involving:

- Superintendent of schools;
- Local library officials;
- Representatives from the Police Department;
- Representatives from the Fire Department;
- Emergency Services officials;

- Representatives from the Public Works Department;
- Representatives from the Rhode Island Resource and Recovery Corporation; and
- Representatives from the Rhode Island Department of Environmental Management.

MAKING CONNECTIONS THROUGHOUT THE PLAN

Though there are several specific topics that are required to be addressed within a comprehensive plan, it is important that municipalities not consider the topic areas in as segregated elements, but rather as pieces of a larger system. Everything within a community is connected in diverse and varied ways, all of which should be considered when crafting a comprehensive plan.   The information provided below is intended to highlight a few of the ways that municipalities should think about the connected nature of the topic areas.

RELATIONSHIP TO LAND USE

The designation of land for future use on the Future Land Use Map (FLUM) should reflect the quantity, quality, and location of a community's existing and proposed services, facilities and infrastructure.   To this end, when crafting the FLUM, the community should be mindful of which areas of the municipality currently have access to services and facilities and which areas do not. Increasing development in areas that are not served by facilities and infrastructure will increase the cost of service, which will likely impact other aspects of the community's fiscal health.

RELATIONSHIP TO NATURAL HAZARDS AND CLIMATE CHANGE

Natural hazards and climate change should be a lens through which all of the comprehensive plans assessments, goals and policies are viewed, including those related to services and facilities. When assessing existing and future needs related to the provision of services, consideration should be given to whether facilities and infrastructure are likely to be impacted by natural hazards and climate change. Additionally, communities should consider whether to enact policies for locating future facilities and infrastructure outside of exposed areas and/or for including resiliency measures in facility and infrastructure retrofits and repairs.

SECTION 2. FULFILLING THE STANDARDS

IDENTIFY EXISTING AND PROPOSED SEWER SERVICE AREAS ON A MAP BY SHOWING, AS SEPARATE AREAS IF APPLICABLE:

a. Areas that currently have access to a sewer line, regardless of whether the buildings within the area are in fact connected to the sewer system; and

b. *(Recommend including the following as appropriate)* Areas to which sewer access is planned within the 20-year planning horizon of the comprehensive plan.

For communities that have sewer systems or propose to install a sewer system within the 20-year planning horizon of the comprehensive plan, it is important to map the existing and proposed sewer service areas in order to aid in aligning future land uses with infrastructure investments.

If applicable, the map should also show the relative location of the State's Urban Services Boundary as set forth in Land Use 2025. If the entire community is within the Urban Services Boundary, it is not necessary to depict the boundary visually on the map (for example with hatching), but simply to make a statement to that effect in the plan. Communities without sewer systems need not include a sewer service area map; unless a sewer system is proposed within the 20-year planning horizon of the comprehensive plan.

CRAFT A BETTER PLAN

Though not required, it may be helpful to color code proposed sewer service areas by expected time frame for completion.

DATA SOURCES

For more information on mapping for comprehensive plans, please visit
www.planning.ri.gov/publications/comprehensive-planning-materials.php

The following RIGIS data sets are recommended for this standard:

DATA SET NAME	DOWNLOAD LINK
Sewered Areas	http://www.rigis.org/datasets/sewered-areas
Sewer Lines	http://www.rigis.org/datasets/sewer-lines
Urban Services Boundary	http://www.rigis.org/datasets/urban-services-boundary

Additionally, communities may want to use data from the local sewer authority.

STANDARD 8.2

IDENTIFY EXISTING SIGNIFICANT PUBLIC INFRASTRUCTURE AND FACILITIES ON A MAP, BY SHOWING AND CLEARLY LABELING THE FOLLOWING, IF PRESENT WITHIN THE MUNICIPALITY:

a. All municipally-owned and/or operated buildings, including but not limited to city/town hall, administration buildings, schools, community and/or senior centers, libraries, fire stations, police stations, etc.;

b. Solid waste transfer stations and municipal compost or refuse disposal sites; and

c. Wastewater treatment plants.

The comprehensive plan must include a map of the municipality's significant public infrastructure and facilities.

⭐ CRAFT A BETTER PLAN

Additionally, though not required, communities may wish to map other types of infrastructure, such as:

- State- and federally-owned infrastructure and facilities;
- Electrical transmission lines;
- Natural gas transmission lines;
- Correctional institutions;
- Dams; and
- Hospitals.

📖 DATA SOURCES

For more information on mapping for comprehensive plans, please visit www.planning.ri.gov/publications/comprehensive-planning-materials.php

The following RIGIS data sets are recommended for this standard:

DATA SET NAME	DOWNLOAD LINK	ADDITIONAL NOTES
Correctional Institutions	http://www.rigis.org/datasets/correctional-institutions	This data set is optional.
Dams	http://www.rigis.org/datasets/dams	This data set is optional.
Electrical Transmission Lines	http://www.rigis.org/datasets/electrical-transmission-lines	This data set is optional.
Emergency Medical Service Stations	http://www.rigis.org/datasets/emergency-medical-services	n/a

DATA SET NAME	DOWNLOAD LINK	ADDITIONAL NOTES
Fire Stations	http://www.rigis.org/datasets/fire-stations	n/a
Hospitals	http://www.rigis.org/datasets/hospitals?geometry=-72.663%2C41.324%2C-68.315%2C42.042	This data set is optional.
Law Enforcement	http://www.rigis.org/datasets/law-enforcement	It is necessary only to map municipal law enforcement sites identified in this data set. All other law enforcement sites are optional.
Libraries	http://www.rigis.org/datasets/libraries	It is necessary only to map municipally-owned libraries identified in this data set. All other libraries are optional.
Natural Gas Transmission Lines	http://www.rigis.org/datasets/natural-gas-transmission-lines	This data set is optional.
Active Solid Waste Sites	http://www.rigis.org/datasets/active-solid-waste-facility-sites	n/a
Schools	http://www.rigis.org/datasets/schools	n/a
Sewer Pumping Points		This data set is from 1995 and contains a significant margin of error (+/- 100 meters) in identifying specific sites.
Town and City Halls	http://www.rigis.org/datasets/city-and-town-halls	n/a

Additionally, communities may want to use data from municipal departments.

DESCRIBE THE PUBLIC SERVICES PROVIDED TO THE COMMUNITY AND THE ASSOCIATED FACILITIES AND INFRASTRUCTURE BY:

a. Describing the municipal solid waste management system. *(Recommend using i through vii to fulfill this standard)*

    i. The method(s) by which municipal solid waste is collected (picked-up curbside, dropped-off by residents at a transfer station, dropped-off by residents at Rhode Island Resources Recovery Corporation or a transfer station, some combination of methods, etc.);

    ii. The types of municipal solid waste that are collected by each identified method;

    iii. The permitted capacity of local transfer stations, the current estimates of transfer station usage, and whether the transfer station is municipally-owned or private;

    iv. The types of municipal solid waste (mixed refuse, recyclables, etc.) that are currently being brought to the Rhode Island Resource Recovery Corporation;

    v. The types of municipal solid waste that are being sent somewhere other than the Rhode Island Resource Recovery Corporation;

    vi. The current rates of solid waste recycling and diversion, the process by which recyclables are segregated from the waste stream, and the municipal plan for achieving a minimum 35% recycling and minimum 50% diversion rate; and

    vii. The current ways in which the solid waste management system is being funded.

b. Describing the wastewater management system, including:

    i. The wastewater infrastructure for which the municipality is responsible, if any;

(Recommend using ii through v to fulfill this standard)

    ii. The current usage and capacity of any municipally-operated wastewater management systems;

    iii. The ways in which any municipally collected wastewater is treated and dispensed;

    iv. Any plans for improvements in the management of wastewater; and

    v. Any current municipal regulations regarding the use of on-site wastewater treatment systems.

c. Describing the municipal approach to stormwater management, including:

(Recommend using i through v to fulfill this standard)

    i. The municipality's maintenance program for stormwater infrastructure;

    ii. The adequacy of funding for the maintenance program;

    iii. Identification of any areas regularly subjected to flash flooding during storm events due to overwhelmed or unmaintained infrastructure;

    iv. Any plans for improvements in the funding for or management of stormwater; and

    v. Any current municipal regulations or standards regarding stormwater management.

d. Describing the public safety and emergency services *(inclusion of "emergency services" is recommended)* provided to the community, as well as the facilities and infrastructure associated with these services, including:

(Recommend using i through iv to fulfill this standard)

    i. The ways in which public safety and emergency services are provided to the community;

    ii. The respective numbers of police stations, fire stations, and public ambulatory service facilities located within the municipality;

  iii. The general disbursement of public safety facilities throughout the municipality; and

  iv. Any plans for improvements in the provision of public safety and emergency services.

 e. *(Recommended)* Describing all aspects of the public educational system, including:

  i. A description of the overall public educational system; and

  ii. Overall school system enrollment figures per grade and capacity per grade.

 f. For municipalities that provide library services, describe the public library system, including:

  i. The number of public library facilities within the municipality; and

  ii. The general disbursement and accessibility of public library facilities throughout the municipality.

 g. For municipalities that provide community and/or senior centers, describe the services provided *(recommended)* and associated facilities, including:

  i. The number of community and/or senior centers within the municipality; and

  ii. The general disbursement and accessibility of the centers throughout the municipality.

SOLID WASTE MANAGEMENT
(Standard 8.3a)

Commonly known as trash, garbage, or rubbish, the term solid waste refers to everyday items that are discarded.   Municipalities are required to make provision for the safe and sanitary disposal of all solid waste which is generated within its boundaries and to ensure that solid waste is separated into recyclable and non-recyclable components before the material is disposed of in any State-owned facility.   Most municipalities address these responsibilities by providing solid waste collection directly or by contract. However, in some communities, individual residents hire private haulers to collect their solid waste or residents are required to bring their waste directly to a disposal site or transfer station. While the solid waste that is managed by municipalities comes primarily from residential sources, many municipalities also provide for collection and disposal of solid waste from schools and other municipal facilities.

As of 2014, all but one of the State's municipalities bring their mixed refuse solid waste to the Rhode Island Resource Recovery Corporation's (RIRRC) sanitary landfill for disposal. If Rhode Island keeps throwing away trash at the 2015 rate, RIRRC's landfill will be full by 2038.   Municipalities must consider what can be done to extend the life of the landfill, including facilitating greater levels of recycling and composting of appropriate materials, and must recognize that the landfill will not be open indefinitely. The comprehensive plan is the most appropriate municipal document to address these issues as it takes a long-term view, setting goals and policies based on a 20-year or greater planning horizon.

At a minimum, the types of solid waste that must be considered within a comprehensive plan include:

- Mixed refuse;
- Mixed recyclables;
- Yard waste;
- Hard to dispose of items, such as mattresses, furniture, e-waste, Styrofoam, textiles; and construction and demolition debris.

A great amount of data is available from the Rhode Island Resource Recovery Corporation. See the Data Sources list below.

WASTEWATER MANAGEMENT
(Standard 8.3b.)

To receive State approval, comprehensive plans must describe the wastewater management system. The management of wastewater, or water that has been adversely affected, varies by municipality. Some municipalities collect wastewater within a sewer system, others rely on property owners to manage their own wastewater collection and treatment and some use a combination of the two.

STORMWATER MANAGEMENT
(Standard 8.3c.)

Comprehensive plans must describe the municipal approach to stormwater management. All municipalities, regardless of size or density, must manage some aspects of stormwater collection and treatment. The description must also include any Low Impact Development (LID) approaches to stormwater management.

PUBLIC SAFETY AND EMERGENCY SERVICES
(Standard 8.3d.)

Public safety and emergency services and facilities include police, fire, and ambulatory services provided by the municipality. Comprehensive plans must describe the public safety and emergency services provided to the community, as well as the facilities and infrastructure associated with these services.

EDUCATIONAL FACILITIES
(Standards 8.3e.)

Comprehensive plans must describe all aspects of the public educational system.   Comprehensive plans must provide a comprehensive overview of the publicly-operated educational system present within the community, from kindergarten through twelfth grade.

LIBRARIES
(Standard 8.3f.)

Many communities provide library services to their residents.   For municipalities that provide such services, comprehensive plans must describe the public library system.

COMMUNITY AND SENIOR CENTERS
(Standard 8.3g.)

Many communities also provide community or senior centers and related services to their residents. For municipalities that provide such services, comprehensive plans must describe the services provided and associated facilities.

CRAFT A BETTER PLAN

Additionally, while not required, it may be beneficial to the community for the comprehensive plan to also discuss:

- The handling of other types of solid waste, such as food waste and household hazardous waste;
- Any privately-owned K through 12 educational facilities that exist within the municipality;
- Any institutions of higher education located within the municipality;
- The current estimated usage rates of the public library facilities; and
- Any library facilities that are not publicly-operated, such as those operated by community groups or private schools.

DATA SOURCES

To fulfill this standard, communities may want to use the following data sources:

- Rhode Island Resource Recovery Corporation municipal annual and monthly reports, which are provided to the municipality's department of public works and are available through RIRRC.
- Local data from the department of public works.
- Input from the general public and other key stakeholders.
- Data from the local sewer authority.
- Discussions with the local public works official.
- Discussions with the local police, fire, and emergency personnel.
- Discussions with local public school personnel.
- Discussions with local private school personnel.
- Discussions with local public library personnel.
- Discussions with representatives from other local libraries.
- Discussions with community and/or senior center personnel.

STANDARD 8.4

ANALYZE EXISTING AND FUTURE NEEDS FOR ADDITIONAL TYPES AND HIGHER LEVELS OF SERVICES, FACILITIES AND INFRASTRUCTURE BY:

a. Providing an assessment of public school needs, including:
    (Recommend including i. through iv. to fulfill this standard)

    i. Enrollment projections by grade level forecasted over a 10-year period;

    ii. Comparison of enrollment projections and existing school capacity by grade level;

    iii. Discussion of any existing or anticipated future issues with school capacity, whether the issues are related to over or under enrollment; and

    iv. Discussion of any existing or anticipated future issues with the condition of existing school facilities.

b. Providing an assessment of the current and anticipated future quality of the services currently provided to the community by including, for each service for which a description is required by Standard 8.3 (except schools):
    (Recommend including i. through iii. to fulfill this standard)

    i. Discussion of whether residents are able to adequately access the service;

    ii. Discussion of the effectiveness of the service at achieving desired outcomes; and

    iii. Identification of any existing and future major issues related to administration of the service.

c. Discussing any existing and future issues related to the condition and/or capacity of facilities and infrastructure for each service.

All comprehensive plans must present an analysis of existing and future needs related to services and facilities. For all categories of service except for schools, and in the absence of State or national standards, this assessment is primarily qualitative and should be based on the needs identified by municipal staff and residents. The school assessment should be based on a projection of school enrollment, as explained below. The community should consult local departments directly responsible for the provision of services and infrastructure maintenance for input on needs. Input from residents can be ascertained either through a community survey, during public workshops, or through other types of community engagement.

> For more information on methods of garnering public input, see Guidance Handbook #15 - The Comprehensive Planning Process.

NEEDS RELATED TO THE PUBLIC SCHOOL SYSTEM
(Standard 8.4a.)

Comprehensive plans must assess existing and future needs related to the public school system. The focus of this assessment should relate to the condition and adequacy of school facilities, rather than the quality of service.

NEEDS FOR ALL OTHER TYPES OF SERVICES AND FACILITIES
(Standards 8.4b. and 8.4c.)

For each service and facility category listed under Standard 8.3, except for schools, there are two areas of existing and future need that must be assessed within a comprehensive plan:

- Quality of service; and

- Condition and capacity of facilities and infrastructure.

For all service and facility categories, except for schools as described above, the assessment of future needs must span the 20-year planning horizon of the comprehensive plan.

When assessing quality of service, it may be helpful for communities to consider the following guiding questions:

- Which services and facilities are intended to serve the entire municipality? Which resource-types are intended to serve certain sectors of the population?

- Will the current level of service meet the needs of the projected population over the next twenty years?

- Are any areas or proportions of the population underserved by existing services and facilities?

- Will changes in demographics over the 20-year planning horizon make it necessary to adjust the distribution of services?

- Are there any areas of the community for which greater levels of development are being targeted?

It is imperative that communities assess existing and anticipated future issues related to the condition and capacity of facilities and infrastructure so that the municipality can adequately meet resident needs over the 20-year planning horizon.   Changing population and land use patterns may call for changes in the provision of services or changes to facilities and infrastructure.   When assessing condition and adequacy of facilities, communities should consider the following guiding questions:

- Will changing needs require a redistribution of facilities in the community?

- Will new areas of the community be targeted for increased services and therefore require new or upgraded facilities and infrastructure?

- Will any existing facilities and infrastructure require expansion or will additional facilities be required over the 20-year planning horizon?

- Is there a program in place to fund maintenance to existing facilities and infrastructure?

- Are any facilities or infrastructure likely to be impacted by natural hazards over the 20-year planning horizon?

DATA SOURCES

To fulfill this standard, communities may want to use the following data sources:
- Reports and/or strategic plans compiled by the local school department.
- Discussions with local department heads, school department personnel, and other personnel.
- Discussions with residents and other key stakeholders.

INCLUDE GOALS THAT EMBODY THE STATE'S GOALS FOR SERVICES AND FACILITIES AND POLICIES TO SUPPORT EACH GOAL

The goals and policies of the State call for public services and facilities that are fully functional, sufficient to meet local needs, environmentally friendly, and located appropriately. Additionally, the State Guide Plan calls for focused growth and development so that community investments in services and facilities can be maximized.

The goals included in the comprehensive plan should cover all of the categories of services and facilities described within this chapter. Some municipalities may choose to have a single, over-arching goal for services and facilities, while others choose to provide a goal statement for each type of service. Either option is acceptable and the community should determine which method will best serve the community's priorities.

The goals and policies that may be appropriate for a community's comprehensive plan will depend on the context of the municipality, including the locations of existing development, the anticipated future population and build-out projections, and the current state of services, facilities and infrastructure.

> For more information on the difference between goals, policies and implementation actions, see Guidance Handbook #1 - The Comprehensive Plan 101.

SAMPLE GOALS

- Provide a high quality of public services to the community that protect the health, safety, and welfare of all residents.
- Provide orderly and efficient arrangement of public services and facilities that support the existing and future needs of the community.
- The municipality will achieve or exceed a 35% recycling rate.
- The municipality will achieve or exceed a 50% diversion rate.
- Maintain high quality public facilities and services to meet the evolving needs of residents of all ages.
- Provide an efficient and sanitary wastewater treatment system that adequately serves the entire community and operates in full compliance with all state and federal standards.
- Provide high quality educational facilities that meet the current and future needs of students.
- Provide high quality library facilities that meet the current and future needs of residents.

SAMPLE POLICIES

GENERAL

- Encourage cooperation among municipal departments to utilize staff and resources efficiently in the provision of services.
- Discourage future construction of municipally-owned facilities within projected flood and sea level rise areas.
- Coordinate with abutting communities to determine if shared facilities and/or services may increase effectiveness.
- Continually evaluate facilities and services to determine if needs exist related to the quality of service and the condition of facilities.
- Utilize Health Impact Assessments (HIA) to help make community decisions about services and facilities.
- Prohibit future construction of town-owned facilities within the projected sea level rise areas.
- Restrict development of public lands within Special Flood Hazard Areas.
- Integrate green building strategies into existing municipal facilities, and require green building standards as defined by the U.S. Green Building Council (USGBC) for future construction and/or building retrofits.

SOLID WASTE MANAGEMENT

- Properly manage closed landfills to prevent negative impacts on the surrounding population and ecosystems.
- Promote recycling of recyclable materials within all municipal buildings.
- Site, design, build, maintain, and operate public facilities to be compatible, as far as possible, with the character of the neighborhood in which they are located.
- Work with local retailers to enact programs for the collection of household hazard waste.
- Maintain an up-to-date website with information about the recycling and diversion programs available to residents.
- Coordinate with state and federal agencies to monitor the stability of closed landfills and work with state and non-governmental organization partners to assess short-term risk from storm events and long-term risk from incremental sea level change.

WASTEWATER MANAGEMENT

- Support sustainable systems and programs for the safe, efficient, and effective collection and treatment of sewerage and recovery of water.
- Utilize best management practices for wastewater treatment systems to improve water quality.
- Maintain existing levels of wastewater services and recommend upgrades, above the minimum standard, to enhance public health and the environment.

- Discourage sewer extensions to areas where development can be adequately served by onsite wastewater treatment.
- Educate the public about the risks associated with the exposure to untreated wastewater and the value of treated effluents for the different end uses.
- Coordinate the policies of area water suppliers with wastewater management needs.
- Expand sewer service areas to those neighborhoods where small house lots, shallow depth to groundwater, and soil conditions have resulted in significant failure of old cesspools and individual sewage disposal drain fields
- Encourage new development to implement alternative wastewater disposal methods.

STORMWATER MANAGEMENT

- Utilize best management practices for stormwater treatment systems to improve water quality.
- Consider stormwater runoff impacts when determining the amount of pavement to install at public buildings and other public parking areas.
- Consider the use of pervious pavement at public buildings and other public parking areas.
- Promote innovative standards for drainage design by encouraging the use of Low Impact Design/Development techniques, flexible paving surface requirements to reduce impervious surfaces (e.g. roads, walkways, parking areas, etc.), and incentives that promote on-site infiltration and treatment.
- Explore "Green Solutions" to prevent groundwater pollution, as a result of stormwater runoff and sewage overflow.
- Consider stormwater reuse through the installation of rain barrels, cisterns, or other water storage and reuse infrastructure at public buildings.
- Provide adequate, efficient and environmentally sensitive programs and practices to manage stormwater runoff and mitigate adverse impacts on receiving waters, including water quality, flooding, and erosion and sedimentation.
- Work with upstream communities to improve the control and treatment of stormwater runoff to minimize downstream flooding.
- Include programs for the maintenance of and capital improvements to existing system infrastructure (collection, pumping, and treatment facilities) and the prioritized expansion of the collection system to areas not presently served.

PUBLIC SAFETY AND EMERGENCY SERVICES

- Support all public safety departments so that they are able to meet best-practice standards.
- Encourage discussion between the various entities providing public safety and emergency services to the community to ensure full coverage and a high quality of service.
- Encourage emergency response providers to improve inter-departmental coordination and sharing responsibilities during emergency responses and incident command post procedures.

- Ensure staff is trained to coordinate, request, procure, negotiate or acquire resources to support emergency response and recovery activities following natural hazards.

- Encourage fire districts to "right-size" equipment to handle more compact development and alternate street design, or make accommodations to facilitate those designs.

- Require fire districts to participate in training programs to meet state mandates.

- Maintain a level of police performance which meets the Police Chief's Association standards.

- Explore social media as a way to disseminate crime prevention tips and share information effectively with the community.

- Consider the impact of new development on all types of public safety response capacities and ensure the appropriate service levels will be met.

- Prohibit future construction of emergency management facilities within Special Flood Hazard Areas and projected sea level rise areas.

- Provide adequate funding to publicly-operated public safety and emergency services to meet the equipment standards promulgated under state law.

EDUCATIONAL FACILITIES

- Prioritize funding to school facility update and rehabilitation projects to maintain school buildings that can support the needs of a 21st century student body.

- Meet or exceed the Board of Regents standards for education facility construction approval and funding.

- Support updating and/or retirement of school facilities to keep pace with changes within the school-age population and with the defined educational programs of the school system.

- Ensure that new and rehabilitated schools are models of environmental sustainability, design excellence, and historic preservation.

- Explore opportunities for the creation of joint-use facilities such as athletic, recreational, and libraries, with community organizations.

- Provide adequate programs to serve the needs of the community, including individualized education programs (IEP) and English as a second language programs (ESL).

- Improve pedestrian and bicycle access to schools from the surrounding neighborhoods.

- Encourage a diverse mix of educational and nonprofit institutional venues that will showcase, sell, and provide opportunities for artists to engage at multiple levels.

- Partner with local colleges and universities to prepare primary, secondary, and continuing educational curriculums, to develop and retain highly qualified teachers and to upgrade educational materials on a regular basis.

- Work with local businesses, institutions for higher education, and non-profit agencies to develop school-to-career programs and cooperative work experiences to demonstrate the practical application of academic knowledge and prepare students to join the workforce.

- Assess student/teacher ratios at all grade levels and strive for higher utilization rates that may enable staff adjustments.

LIBRARIES

- Meet or exceed the Office of Library & Information Service's Minimum Standards and Regulations for Rhode Island Public Libraries.

- Maintain accessible, safe, secure, energy-efficient, and adequately sized buildings to house library collections and services.

- Ensure the library's special collections are accessible to the public while protecting them from harm.

- Provide library users with efficient access to a variety of broadband opportunities.

- Assist all library patrons, including those with special requirements/needs, in using collections and services.

- Recognize the library as a cultural center and as a resource for life-long learning.

- Promote reading and literacy programs.

- Grow, update, and adjust library holdings and services to adapt to demographic changes in the community, particularly for the aging population and increasing ethnically diverse populations that require more multi-lingual offerings.

COMMUNITY AND SENIOR CENTERS

- Support programs that help senior citizens age in place.

- Prioritize funding to community and senior center programs to diversify offerings.

- Provide a full complement of programs and services that consist of healthy, recreational, educational, and social experiences in a welcoming environment.

- Ensure adequate funding for and access to programs, services, and facilities for senior citizens, are commensurate with the level of population served.

- Establish an 'active maintenance and rehabilitation program' to upgrade existing community center sites and facilities.

- Coordinate and centralize senior citizen programs and facilities to offer community-based, rather than institutional services.

- Help veterans transition back to civilian life by offering residential, economic, and social stability programs.

- Design community centers to provide a range of indoor recreational and social activities, especially for seniors, handicapped persons, and other groups with special recreation needs or with limited physical capabilities.

- Establish public/private partnerships that can supply funding and other necessary resources to assist disadvantaged individuals and families satisfy basic needs for food, housing and clothing (for themselves and dependents), financial literacy, employment, and child and senior care.

- Provide effective case management that can advocate for expanded adult day care and child day care services and facilities.

- Provide opportunities to reduce senior citizen reliance on costly private transportation by attempting to secure alternative modes of transportation.

- Provide effective emergency services and programs such as: on-site clinical healthcare, food bank access, heating assistance, and weatherization.

STANDARD 8.6.

Include implementation actions within the Implementation Program that address:
(Recommend including a. and b. as appropriate)

    a. Achieving a minimum 35% solid waste recycling rate and a minimum 50% solid waste diversion rate.

    b. Implementing low-impact development standards for stormwater management.

    c. Meeting existing and future needs for services and facilities.

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a. Achieving a minimum 35% solid waste recycling rate and a minimum 50% solid waste diversion rate.

As noted earlier, the Rhode Island General Laws call for municipalities to achieve a minimum 35% solid waste recycling rate and a minimum 50% solid waste diversion rate. The comprehensive plan should include implementation actions that would help to achieve the recycling and diversion thresholds. To determine the implementation actions that might be best for the community, the following guiding questions should be considered:

- What programs can be enacted to increase recycling or diversion of recyclable materials?
- How can the municipality encourage greater recycling of commercial waste? Plastic bags? Clothing?
- How can the municipality spread the message of recycling to all segments of the population?
- Is the community utilizing the resources and assistance of the Rhode Island Resource Recovery Corporation in managing solid waste?
- Are there any materials not currently being brought to the Rhode Island Resource Recovery Corporation that should be?

 SAMPLE IMPLEMENTATION ACTIONS

- Hire a recycling coordinator to assist with municipal recycling and diversion programs.
- Identify a site that would be appropriate for a municipal compost facility.
- Educate the public about the RI RRC recycling program by setting up informational tables at public events.
- Educate school-aged children about recycling and diversion through a school educational program.
- Perform a waste composition study to identify the types of solid waste that could be but are not currently being recycled and/or diverted.
- Implement and fully fund programs to increase recycling rates at municipal and school facilities.
- Develop a pilot program to encourage residential composting.
- Adopt a pay-as-you-throw policy for residential solid waste collection.

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b. Implementing low-impact development standards for stormwater management.

The RI Department of Environmental Management's new Rhode Island Stormwater Design and Installation Standards Manual (available at http://www.dem.ri.gov/pubs/regs/regs/water/swmanual.pdf) requires Low Impact Development (LID) for all sites, representing a fundamental shift in how development projects are planned and designed.   LID is a more comprehensive approach to managing stormwater that uses site planning and design techniques that store, infiltrate, evaporate, and detain runoff as close as possible to the point where precipitation reaches the ground.   LID can be used to accommodate growth while reducing the environmental impact of site development. Many of the LID concepts employ non-structural on-site treatment that can reduce the cost of infrastructure while maintaining or even increasing the value of the property relative to conventionally-designed developments.

To demonstrate that the municipality is beginning to implement RIDEM's Rhode Island Stormwater Design and Installation Standards Manual, comprehensive plans should include policies and implementation actions that would implement LID techniques.   The Rhode Island Low Impact Development Site Planning and Design Guidance Manual (available at http://www.dem.ri.gov/programs/bpoladm/suswshed/pdfs/lidplan .pdf) was developed to provide examples for local planning officials of how their ordinances may be amended to avoid and reduce the impacts from development and encourage the more effective implementation of LID practices. These recommended site planning and design techniques can also help preserve community character, reduce flooding, and reduce municipal operation and maintenance costs.   Communities are encouraged to use the RI LID Site Planning and Design Guidance Manual to determine the implementation actions that are best suited to their context.

SAMPLE IMPLEMENTATION ACTIONS

- Adopt low-impact development standards for all new development.
- Amend the local land development and subdivision regulations to include low-impact development standards based on performance metrics.
- Amend the local land development and subdivision regulations to provide density bonuses or other incentives when low-impact development techniques are used.

c.   Meeting existing and future needs for services and facilities.

The required assessments outlined in this chapter should help municipalities identify their existing and future needs related to services and facilities. To this end, the comprehensive plan must include implementation actions that would help to meet identified needs. The comprehensive plan does not have to address all of the identified needs with implementation actions in order to receive State approval, but must address those needs that are of greatest importance to the municipality.

To determine which implementation actions are appropriate, the municipality must first identify the needs that are of greatest importance and therefore require action. To identify the needs of greatest importance and the implementation actions that would best address identified needs, consider the following guiding questions:

- What priority issues were identified for each type of service?

- Are there any low-hanging fruit that could be addressed with little to no cost?

- Is there a dedicated funding stream for the upkeep and maintenance of all facilities and infrastructure, including wastewater and stormwater?

- Does the municipality have regulations regarding the management of wastewater and/or stormwater for new development?

- Does the municipality collect impact fees from new development? Have the impact fees collected historically been sufficient in meeting new needs?

- Are there any changes to the administration of services that could better serve identified needs?

✎ SAMPLE IMPLEMENTATION ACTIONS

GENERAL

- Maintain a database with record of flood impacts on municipal properties and structures.

- Prepare long-range plans for all municipal properties and related structures that are identified as potentially inundated under future sea level rise scenarios or coastal flood conditions.

WASTEWATER MANAGEMENT

- Develop a homeowner education program to discourage the disposal of environmentally harmful chemicals such as cleaners, solvents, paint, acid, and the like in on-site sewage disposal systems and the municipal sewer system.

- Amend the community's Wastewater Management Ordinance to require the immediate retrofitting of cesspools.

- Conduct a sewage pump station infiltration and inflow analysis to determine whether infiltration is an issue.

- Identify and eliminate sources of infiltration and inflow to free up additional capacity for treatment plants.

- Adopt a Wastewater Management Plan for areas not serviced by sewers and investigate other methods to prevent groundwater and surface water contamination.

- Establish a Wastewater Management District to ensure that Onsite Wastewater Treatment Systems (OWTS)/septic systems are inspected and properly maintained, repaired, and replaced.

- Flood-proof selected sewage pump stations to mitigate damage due to sewage backups.

- Revise building codes to spur wastewater reuse systems, roof catchments, rain barrels, and other methods to minimizing groundwater use.

- For areas that are susceptible to future sea level change and storm surge, evaluate the long-term viability of maintaining residences in these areas and if installing sewers are a feasible option over the long-term.

- Maintain a record or database of damage and/or improvements of on-site wastewater treatment systems (OWTS) in Special Flood Hazard Areas and consider long-term viability of OWTS systems on properties that are projected to be inundated by sea level rise scenarios over the design life of the system.

- Implement a periodic review of permits for OWTS systems on repetitive loss properties and/or on parcels that are within the projected sea level rise scenario areas.

- In coordination with RIDEM, evaluate any Total Maximum Daily Load (TMDL) issues in Narragansett Bay related to OWTS systems within Special Flood Hazard Areas.

- Investigate new technologies for toilets (i.e., low-flow, composting toilets, or "eco-toilets") that could be installed in public facilities or in private residences that reduce the volume of water required and waste output.

STORMWATER MANAGEMENT

- Create a database of storm drains in the municipality that are located within the projected sea level rise scenarios and monitor during flood events and/or extreme high tides.

- Pursue funding for a comprehensive stormwater management study for areas exposed to flooding and/or sea level rise.

- Revise land development regulations to include low impact design/development and other measures to reduce the impact of stormwater on receiving waters.

- Inventory, map, and monitor community-owned stormwater infrastructure to detect and eliminate illicit discharges on receiving waters and report compliance to the Rhode Island Pollutant Discharge Systems program.

- Conduct a program to educate the public on the problems associated with impaired stormwater quality, the conditions which contribute to impaired water quality, and the actions which can be taken by the community both individually and as a whole to improve the quality of stormwater runoff.

PUBLIC SAFETY AND EMERGENCY SERVICES FACILITIES

- Implement a Community Interaction Safety Program, maintained and operated by local residents and businesses, to expand efforts related to fire safety, neighborhood crime watch, elderly awareness, and drug abuse prevention.

- Conduct an assessment of the barriers that exist within the municipality to accessing medical, behavioral, and specialty health care services, and identify potential solutions.

- Review the code enforcement program and property standards system to identify any existing issues and provide recommendations that will facilitate the resolution to code issues that threaten the use and enjoyment of neighboring properties and the general quality of life of the surrounding community.

- Establish an incentive-based recruitment program to attract and retain volunteer firefighters.

- Implement a program that will create a police presence in the public schools to enforce security, as necessary and to strengthen the relationships between the police department, school staff, and students.

EDUCATIONAL FACILITIES

- Undertake a full educational system assessment to determine whether consolidation, building upgrades, programmatic initiatives or other investments are necessary to maintain a functional, modern school system.

- Review and update all School Department policies and make updated policy documents available in all libraries and/or on-line.

- Conduct comprehensive five-year evaluations that are in line with the Rhode Island Basic Education Program.

LIBRARIES

- Annually assess library needs according to internal standards of performance based on usage.

- Develop and implement an asset protection schedule for capital improvement projects at the library.

- Expand and renovate library facilities and parking areas to meet the community's needs for library services at the following locations: (list).

- Study options to increase collection space; and, remove limitations that constrain the location of shelving and limit the total number of books that can be shelved on each floor.

- Develop an educational outreach program that offers local schools/teachers curriculum support.

COMMUNITY AND SENIOR CENTERS

- Conduct a community survey to determine needs and preferences in community center services.

- Review the impact of potential future growth on community and senior centers and, make sure appropriate service levels will be met.

- Develop a plan for senior services that includes a grassroots "village" program to help seniors age in place.