

City Planning Department



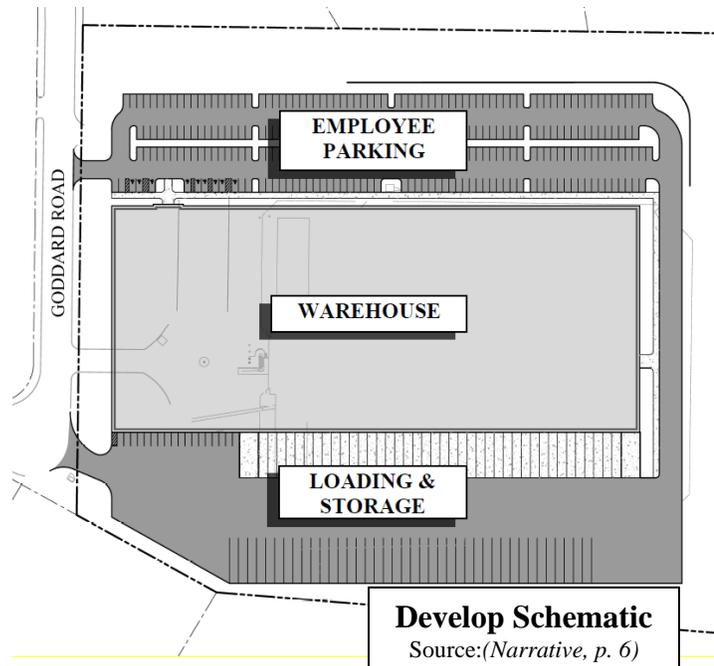
Memo

To: Cranston City Plan Commission
From: Jason M. Pezzullo, MCP, MPA, AICP – Planning Director
Date: September 29, 2022
Re: “20 Goddard Drive Warehouse” - Major Land Development - Preliminary Plan

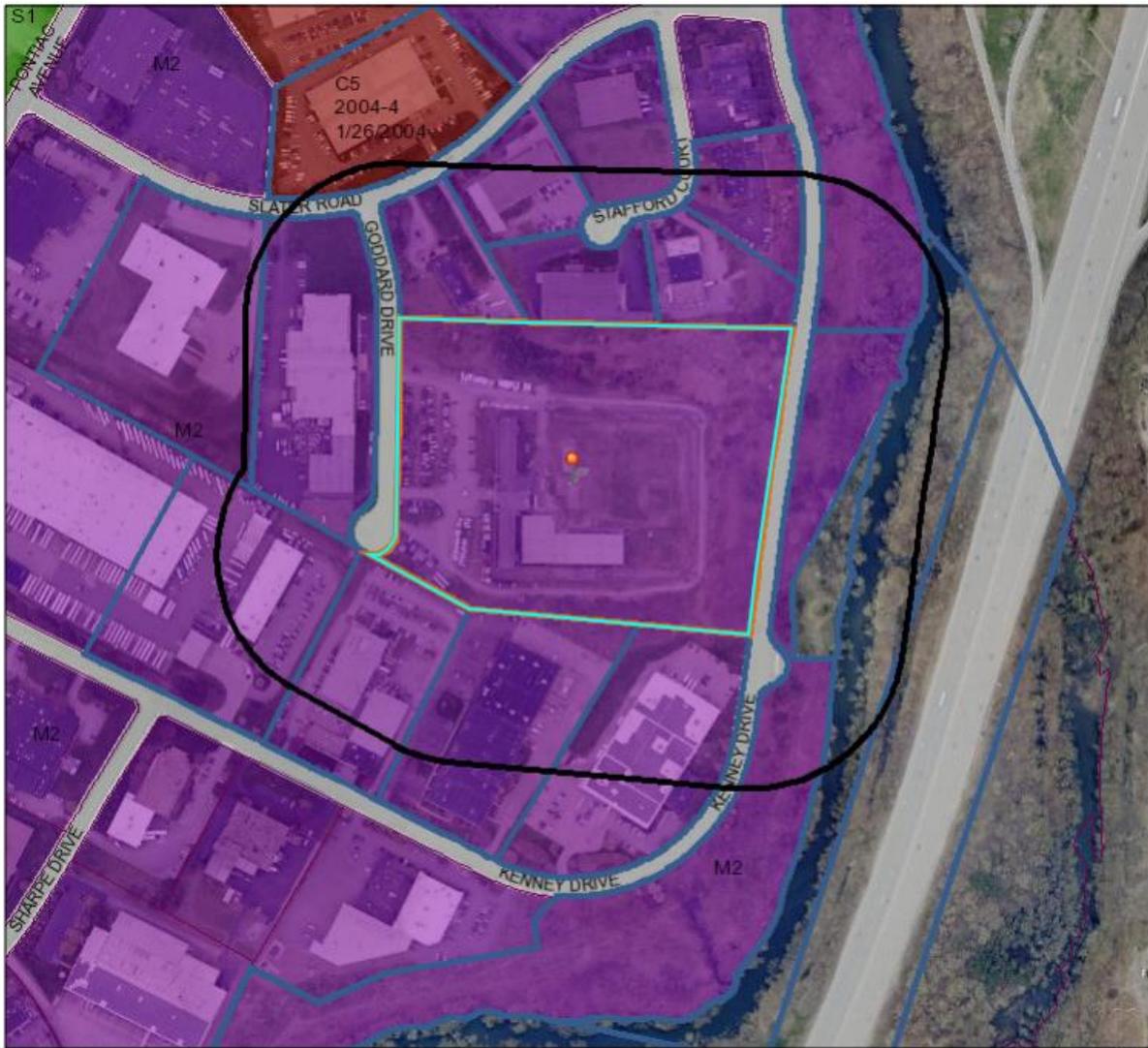
Owner/App: 20 Goddard, LLC
Location: 20 Goddard Drive, AP 13, Lot 39
Zone: M-2 (General Industry)
FLU: Government/Institutional

I. Proposal Summary

- The applicant seeks to raze the former Donald Price Correction Facility on the 16.84-acre parcel and construct one (1) industrial warehouse building approximately 210,000 ft².
- A tenant is not known at this time, but the project proposes the construction of a warehouse which is use allowed by-right in the M-2 zoning district.
- The warehouse is being proposed will be located relatively central to the parcel with 295 employee parking spaces mainly to the north and storage/loading areas to the south of the building.
- Ingress/egress will continue to be from Goddard Drive, but the central access will be removed and replaced by one northern and one southern access point. There is no proposed access to Kenney Drive to the east.
- The project will be serviced by public water and sewer.
- Stormwater is to be collected by a closed drainage system and treated on the eastern portion of the site.
- Landscaping, pedestrian features, lighting and other amenities are proposed.
- The Comprehensive Plan – FLUM designates the property as *Government/Institutional*, but a Comprehensive Plan amendment is NOT required because the zoning governs the permissible uses.



ZONING MAP

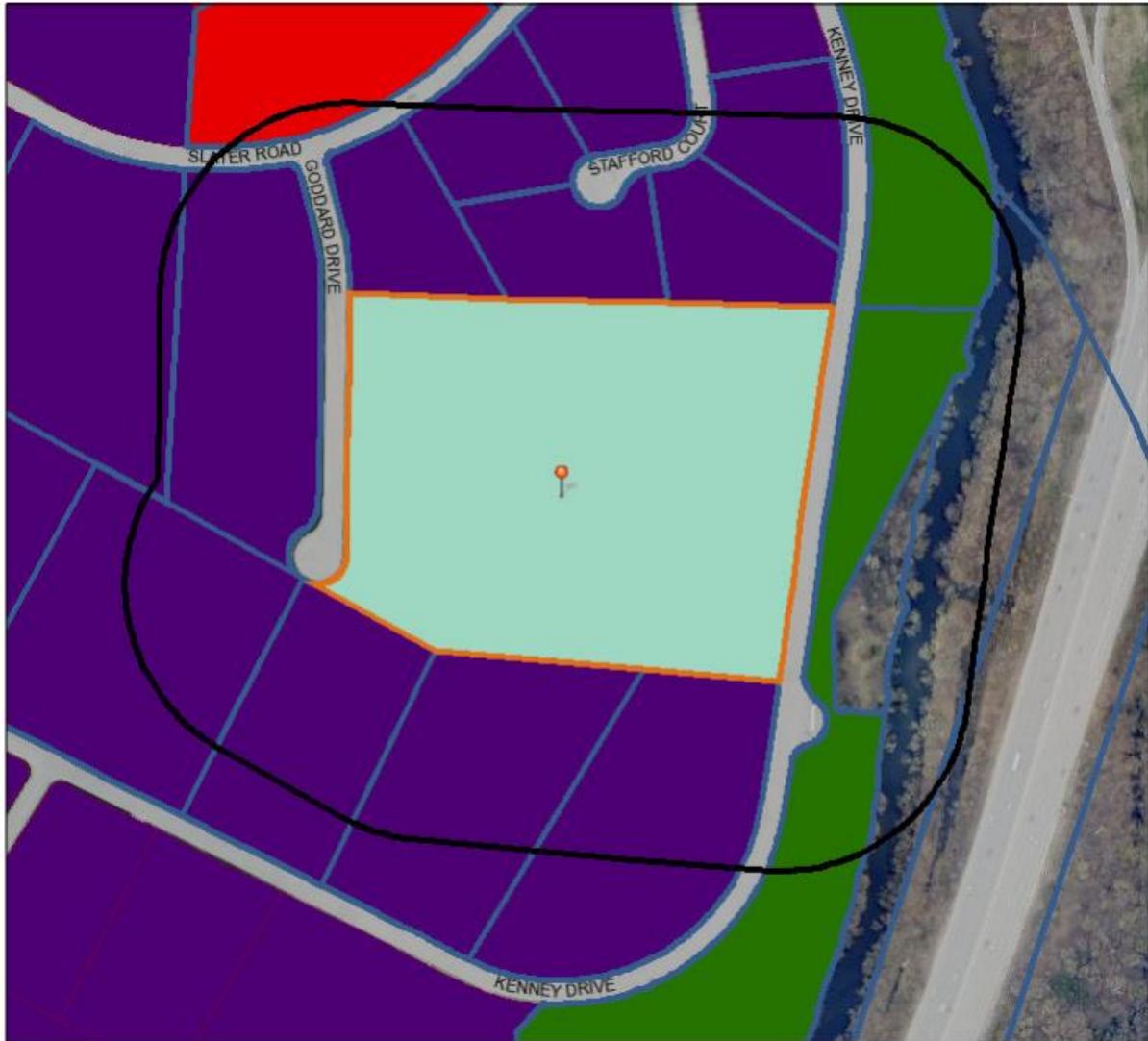


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City of Cranston

FUTURE LAND USE MAP



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NEIGHBORHOOD AERIAL (400 ft. radius in black)



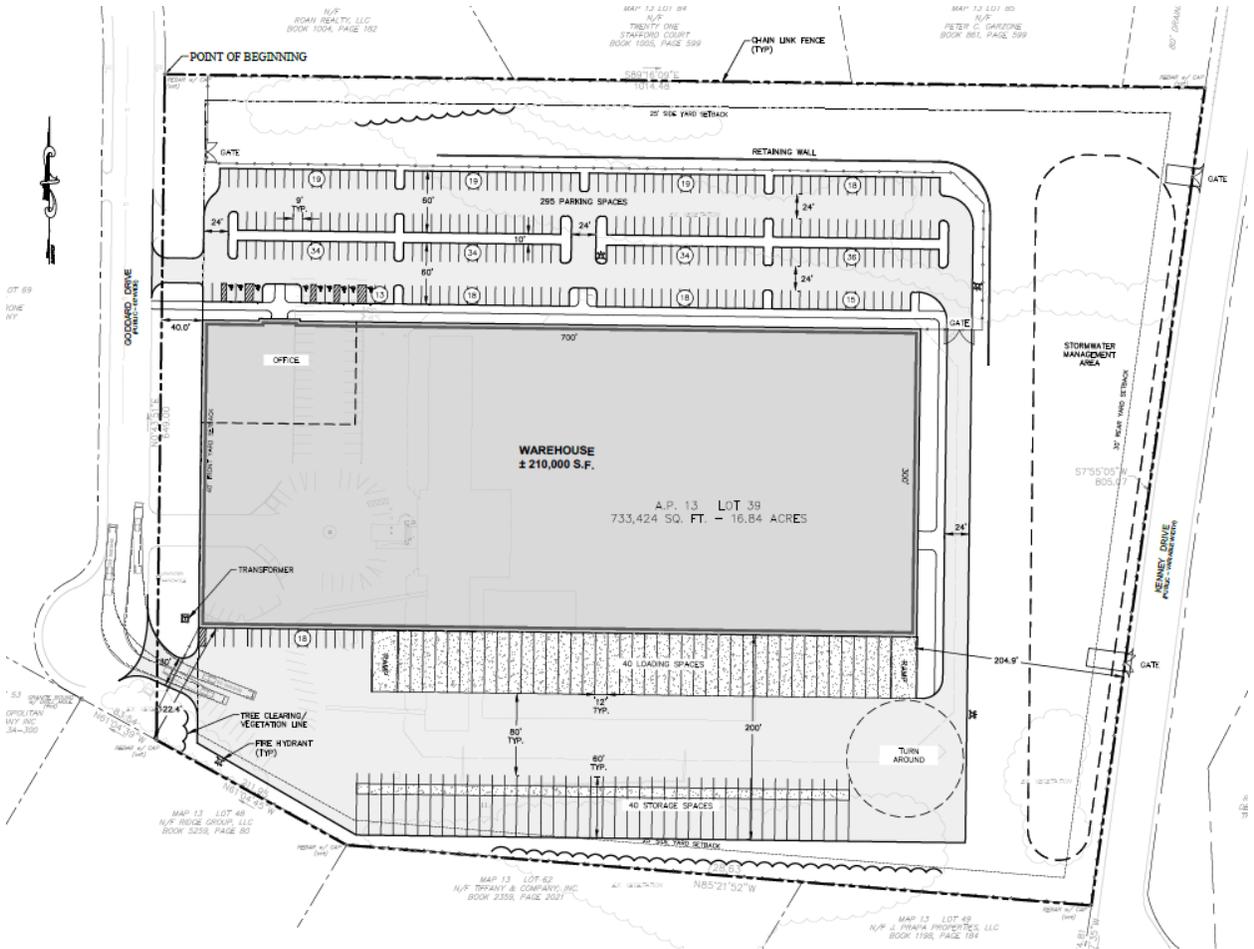
3-D AERIAL (facing east)



STREET VIEW (Goddard Dr facing east)



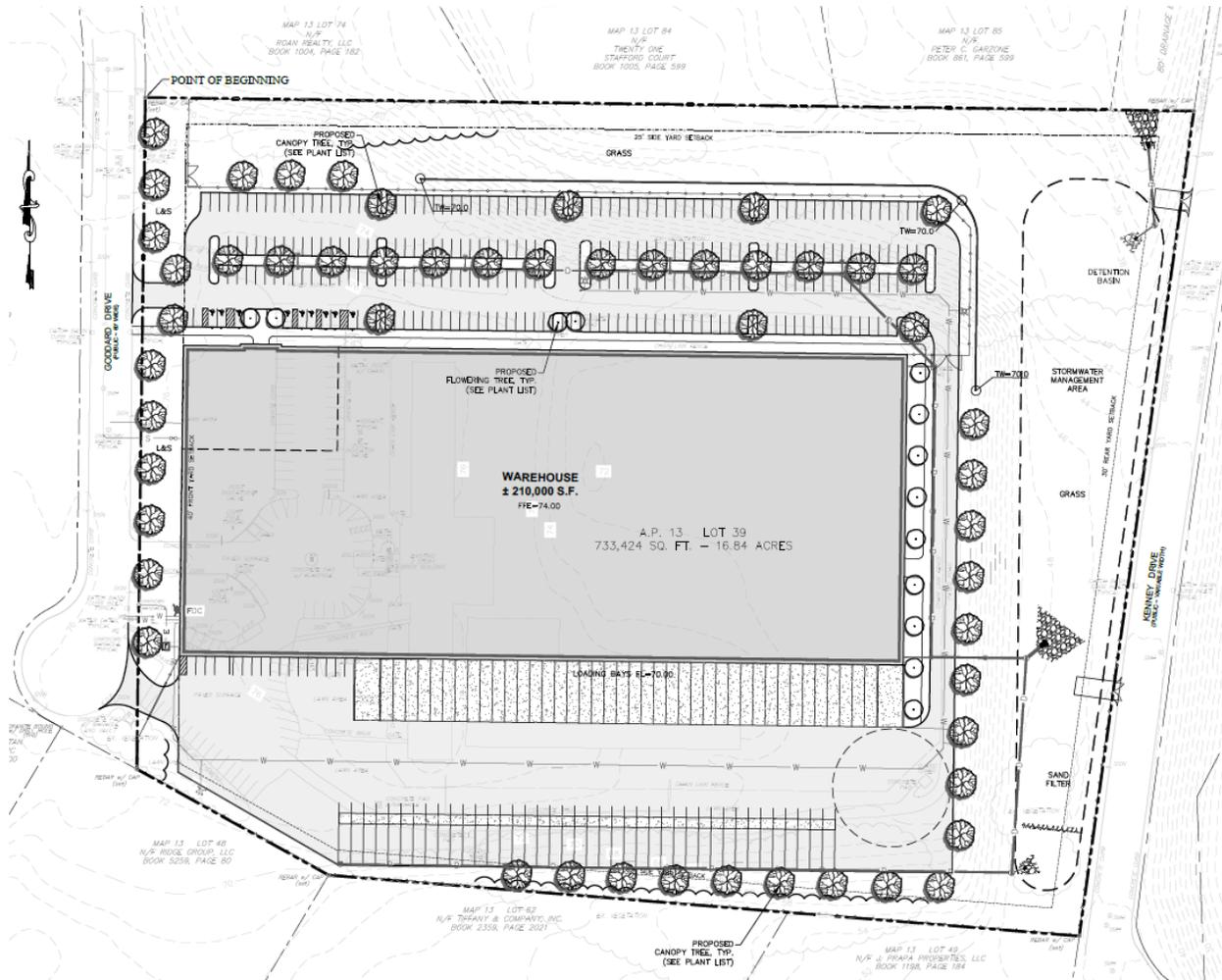
SITE PLAN



| DEVELOPMENT SUMMARY ASSESSORS MAP 13, LOT 39 ZONING: INDUSTRIAL M-2 (M2) | | | |
|--|-------------|-------------------------------|-------------------------------|
| DESCRIPTION | REQUIRED | EXISTING | PROPOSED |
| SITE DATA | | | |
| LOT AREA | 60,000 S.F. | 733,424 S.F. (± 16.74 Ac.) | 733,424 S.F. (± 16.74 Ac.) |
| DIMENSIONAL REQUIREMENTS | | | |
| FRONTAGE | 200' | 649' | SAME |
| FRONT YARD | 40' | >40' | ±40.0' |
| REAR YARD | 30' | >40' | ±204.9' |
| SIDE YARD | 25' | >25' | ±122.4' |
| MAX. LOT COVER | 60% | <60% | 28.6% (1) |
| MAX. BLDG HEIGHT | 35' | <35' | <35' |

| LANDSCAPE REQUIREMENTS | |
|--|---------------------------------------|
| LANDSCAPE REQUIRED | PROPOSED |
| 15 PERCENT OF DEVELOP PARCEL | >15% |
| PARKING REQUIREMENTS | |
| PARKING REQUIRED | PROPOSED |
| ESTABLISHMENTS PROCESSING: 1 SP FOR EACH EMPLOYEE OR 1 SP FOR EACH FOUR EMPLOYEES AT MAX. EMPLOYMENT (2) | 295 SPACES (3) |
| LOADING REQUIREMENTS | |
| LOADING REQUIRED | PROPOSED |
| NON-RESIDENTIAL: 1 PER BUILDING | 40 LOADING BASES 40 STORAGE SPACES |

LANDSCAPE PLAN



PLANT LIST:

| CANOPY TREES | | | | |
|--------------|---|------|----------------|------|
| KEY | BOTANICAL NAME COMMON NAME | QTY. | SIZE | NOTE |
| AR | ACER RUBRUM 'SUNSET' RED SUNSET SWAMP MAPLE | 23 | 2'-2.5' CAL | |
| NS | NISSA SYLVATICA BLACK TUPELO | 9 | 2'-2.5' CAL | |
| QP | QUERCUS PAUSTRIS PIN OAK | 12 | 2'-2.5' CAL | |
| TC | TRIA CORDATA 'GREENSPIRE' GREENSPIRE LITTLELEAF LINDEN | 22 | 2'-2.5' CAL | |

| FLOWERING TREES | | | | |
|-----------------|--|------|----------------|------|
| KEY | BOTANICAL NAME COMMON NAME | QTY. | SIZE | NOTE |
| FV | FRUNUS YEDENSIS YOSHINO CHERRY | 6 | 7'-8' CLUMP | |
| AC | AMELANCHER CANADENSIS SHADBLOW SERVICEBERRY | 7 | 7'-8' CLUMP | |

| EVERGREEN/ DECIUOUS SHRUBS | | | | |
|----------------------------|---|------|------------------|------|
| KEY | BOTANICAL NAME COMMON NAME | QTY. | SIZE | NOTE |
| AD | AZALEA DELAWARE VALLEY WHITE WHITE AZALEA | 10 | # 3 CONTAINER | |
| BS | BUXUS SEMPERVIRENS 'VARDAR VALLEY' VARDAR VALLEY BOXWOOD | 16 | # 3 CONTAINER | |
| CS | CORNUS SERICEA 'KELEY' REDWING DOGWOOD NELSON | 10 | # 2 CONTAINER | |
| IS | ILEX GLABRA 'COMPACTA' COMPACT HICKBERRY | 23 | # 3 CONTAINER | |
| HI | HAYAMENUS INTERMEDIA 'RUBY GLOW' RUBY GLOW WITCHHAZEL | 4 | # 5 CONTAINER | |
| HM | HYDRANSEA M. 'ENDLESS SUMMER' ENDLESS SUMMER HYDRANGEA | 12 | # 3 CONTAINER | |
| RR | ROSA RADCON 'KNOCK OUT PINK' PINK KNOCK OUT ROSE | 15 | # 2 CONTAINER | |
| SH | SARCOCODON HOOKERIANA SWEET BOX | 14 | # 2 CONTAINER | |

| PERENNIALS/GROUNDCOVERS/ VINES | | | | |
|--------------------------------|--|------|-----------------|--------|
| KEY | BOTANICAL NAME COMMON NAME | QTY. | SIZE | NOTE |
| HF | HOSTA FIRE AND ICE FIRE AND ICE HOSTA | 12 | #2 CONTAINER | |
| HS | HEVERGALUS STELLA DE ORO STELLA DE ORO DAYLILY | 54 | #2 CONTAINER | |
| NF | NEFETA FAASBENII WALKERS LOW WALKERS LOW CATMINT | 20 | #2 CONTAINER | |
| RH | REBECKIA NIITA BLACK EYED SUSAN | 16 | #2 CONTAINER | |
| VM | VINCA MINOR BOWLER COMMON PERIWINKLE | 37 | PLANT * | S.P.C. |
| SS | SCHIZACHYRIUM SCOPARIUM THE BLUES LITTLE BLUESTEM | 14 | #2 CONTAINER | |

II. Documents which are part of the Preliminary Plan Application

1. Preliminary Plan application with letter of submission by Robert Murray;
2. Application filing fees;
3. Plan set entitled "20 Goddard Drive Warehouse," prepared by Samuel S. Hemenway, PE and Samuel A. White, PLS of Garofalo & Associates, Inc. signed and stamped with a date of July 18, 2022;
4. Preliminary Plan checklist;
5. Preliminary Plan Narrative by Garofalo & Associates, Inc, as revised July 7, 2022;
6. 100' radius map, list of abutters;
7. An affidavit confirming notice to abutters was sent on September 9, 2022 signed by Robert D. Murray, Esq.;
8. Master Plan decision letter dated June 10, 2022;
9. Development Plan Review Approval letter dated August 4, 2022
10. Letter regarding sewer availability signed by Edward Tally, Environmental Program Manager of the City of Cranston dated May 13, 2022;
11. Letter regarding water availability from Providence Water dated May 11, 2022;
12. WQC/STW and RISPES Permit from the RI Department of Environmental Management dated August 12, 2022;
13. RI Historic Preservation and Heritage Commission Letter dated May 25, 2022;
14. Project Narrative and Stormwater Management Report for 20 Goddard Drive prepared by Garofalo & Associated dated May, 2022 (revised July 18, 2022)
15. Soil Erosion and Sediment Control Plan for 20 Goddard Drive prepared by Garofalo & Associated dated May 25, 2022

16. Stormwater Management System Operation and Maintenance Plan 20 Goddard Drive Warehouse prepared by Garofalo & Associated dated May, 2022

17. Certificate of Municipal Leans issued August 24 2022.

III. Surrounding land use and context

Analysis using Geographic Information System (GIS) and other resources indicates that:

1. The subject parcel is located in southeastern Cranston in the Howard Industrial Park just west of Route 95 and south of Route 37, with frontage on Goddard Drive and Kenney Drive;
2. The land uses east of Pontiac Ave are all industrial with the sole exception of the Tasca car dealership and Tasca Truck Center which were rezoned to C-5 in 1998 and 2004, respectively. The Pastore Complex is located on the west side of Pontiac Ave;
3. There are no wetlands or other significant natural features on the subject property;
4. The property is free of any regulated floodplains or historic/cultural districts [see letter from RI Historic Preservation and Heritage Commission];
5. The 2018 Natural Heritage Map does not show any known rare species located on or near the site;
6. The site has minimal topography in the western and central portions of the site but considerable slopes in the northern, southern and eastern edges of the site. A retaining wall is proposed to the north/northeast of the parking area.

IV. Staff / Agency Comments

Pursuant to RIGL 45-23-41 A3, these plans were distributed for comment to the Public Works Department, Engineering Division, Bureau of Traffic Safety, Building and Inspections Department, Conservation Commission and the Fire Department.

- The Fire Department provided no additional comment than that were made a DPR.
- Public Works has requested that the water and sewer lines be capped when the prison is demolished and that the Stormwater Management System Operation and Maintenance Plan be recorded in the Land Evidence.

V. Interests of Others

- There was a pre-application held at the Plan Commission meeting on May 3, 2022. No public comments were received.
- A Public Informational Meeting was held by the Plan Commission on June 7, 2022 on a Master Plan application for this project no public comments were received at the meeting.
- A Public Meeting was held by the Development Plan Review Committee [DPRC] on August 3, 2022 on a DPR application for this project no public comments were received at the meeting.
- An e-mail from Cornelis J. de Boer, AIA, with a RIHA historical analysis attached, inquiring as to

- if applicants considered reusing the existing complex as a warehouse,
- if the environmental impacts created by demolition have been considered and
- if decorative material can be salvaged.

Staff would note that the Department is in receipt of a letter from the RI Historic Preservation and Heritage Commission stating that it considers “this property to have low sensitivity for archaeological resources and do not recommend a survey be conducted prior to the development of these lots.”

VI. Planning Analysis

The following observations indicate the relatively straightforward nature of the “20 Goddard Drive Warehouse” Major Land Development Preliminary Plan application:

- No zoning map change or Comprehensive Plan amendments are proposed or required;
- No zoning relief or waivers are proposed or required;
- The subject site is located within the Howard Industrial Park and there are no residential uses in the area;
- Conforming industrial uses are intended. Deviation from conforming uses would be fully subject to city review process and regulations; and
- The site is located near highway access to Route 95 and Route 37, minimizing potential traffic impacts on local roads.

Staff offers the following analysis by category:

Land Uses & Zoning:

1. The intended warehousing use is a by-right use under the existing M-2 zoning. The project narrative, submitted with this application, states “The proposed development the construction of an industrial warehouse on the site of the (former) Department of Corrections Medium Security Facility.”
2. An end user is unknown as of this application, but one is not required at the Preliminary Plan phase. Staff is confident that the proposal meets the requirements for a Preliminary Plan level of review. The city and staff have all the tools necessary to review for compliance with all City requirements as tenant(s) are identified.
3. The proposal is compliant with all M-2 zoning requirements.
4. The abutting land uses are all industrial. Any allowed use in M-2 should be compatible with the surrounding uses in the industrial park.

Traffic Impacts:

1. The applicant provided a traffic study by BETA Group, LLC as part of the Master Plan application for this project. The study was noted in the Department's Master Plan Report and noted at the Public Informational Meeting. The study concludes, *"The proposed warehouse facility project was determined to have adequate and safe access to a public street, and will not have an adverse impact on public safety and welfare in the study area"*
2. The City's Traffic and Safety Bureau has reviewed the proposal and concurs with the findings of the traffic impact study including evaluation/improvements at the Pontiac/Kenney traffic signal.

Off-Street Parking:

1. The site plan shows 295 parking spaces, 40 loading areas and 40 trailer storage spaces. The off street parking requirement in Code Section 17.64.010.(1)(21) is *"one space for each employee-used vehicle or one space for each four employees employed at maximum employment, whichever is greater; plus space for every company owned and operated vehicle plus spaces for customers' vehicles as determined appropriate by the inspector of buildings."* Review for compliance with the requirements can only be conducted when an end user and further information is supplied to the city. However, it is more likely that the parking is conservatively estimated rather than insufficient. Table Note #3 on the site plan states, *"A portion of the parking shown may be reserved as future expansion based on final tenant requirements."*
2. Proposed parking for the project was part of a Development Plan Review application. The DPRC found parking to be adequate and approved the project. The project received a DPR approval on August 3, 2022.

Environmental/Cultural Impacts:

1. The site was previously developed as a state corrections facility. There is no reason to believe that there are environmental concerns on the subject site.
2. "Environmental Protection Note" #2 states that "The project site is not documented by the Rhode Island Department of environmental Management (RIDEM) geographic information system (GIS) mapping as being within an area containing hazardous environmental conditions."
3. No habitats will be impacted and no tree removal is required.
4. The project is located within Zone "X" (areas outside the 0.2% annual floodplain) on the F.E.M.A. Flood Insurance Rate Map.
5. There are no wetlands on site.
6. The Rhode Island Natural Heritage Survey maps indicate that the project is not within a natural heritage area.
7. RI Historic Preservation and Heritage Commission has reviewed the property and concluded that it to have "low sensitivity for archaeological resources...."
8. Proposed grading, drainage and erosion control for the project was part of a

Development Plan Review application. The DPRC found the proposed activities to be adequate and approved the project. The project received a DPR approval on August 3, 2022.

Landscaping & Buffering:

1. The applicant has provided a landscape plan which indicates that more than 15% of the site is landscaped, meeting or exceeding the City's requirement.
9. Proposed landscaping for the project was part of a Development Plan Review application. The DPRC found proposed landscaping to be adequate and approved the project. The project received a DPR approval on August 3, 2022.

Economic Impacts:

1. The number of jobs created is unknown at this time;
2. Tax revenue estimates are not available at this time, but it should be noted that the previous use exempt from local taxes so any private use of the set will increase the tax benefit of this property.

Utilities:

1. The subject site has available public water and sewer.

Easements:

1. There are no existing or proposed easements on site.

Sidewalks:

1. No sidewalks are proposed, and no sidewalks are required. No waivers are needed.
2. There are no sidewalks on Goddard Drive.

Comprehensive Plan Analysis:

1. The City Plan Commission determined that the proposed project would be consistent with the Comprehensive Plan as part of its approval of the Master Plan.
2. The Comprehensive Plan – FLUM designates the property as *Government/Institutional*, but a Comprehensive Plan amendment is NOT required because the zoning governs the permissible uses.
3. The site was designated as *Government/Institutional* because, when the Comprehensive Plan was adopted, the property was owned by the State of Rhode Island and was used as a prison. Subsequent to adoption of the Comprehensive Plan, the State has declared the site surplus and sold the site to a private developer. A land use classification of *Government/Institutional* is effectively defunct.

4. The City Plan Commission determined that the proposed project would be consistent with the Comprehensive Plan as part of its approval of the Master Plan.
5. Staff finds this proposal to be consistent with Land Use Goal (LUG)-4, “*Ensure that sufficient land is properly zoned and provided with adequate infrastructure to provide for the City’s future industrial development needs.*” This contributes to the reason why staff would NOT recommend the property be rezoned to be consistent with the FLUM.
6. Staff finds this proposal to be consistent with Land Use Policy (LUP)-4.2, “*Protect the capacity and integrity of roads, sewers and water systems serving the Howard and Western Cranston Industrial Parks, in order to preserve these areas as resources for long-term industrial development*” (p. 8). This project will comply with the sewer and water system permitting process and acts to fulfill the industrial development goals of the city.
7. Staff finds this proposal to be consistent with Land Use Goal (LUG)-5, “*Ensure that redevelopment of major sites for economic development incorporates the protection of environment and neighborhood character*” (p. 8) This project solidifies the industrial nature of the area and has no anticipated environmental impacts.
8. Staff finds this proposal to be consistent with the “*Rhode Island Comprehensive Planning and Land Use Regulation Act Goal: To promote an economic climate which increases quality job opportunities and overall economic well-being of each municipality and the state*” (p. 11) which is incorporated into the Comprehensive Plan Economic Development Goals. Reducing prisons and creating jobs certainly speaks to the overarching goal, as well as the following Economic Development Goals:
 - EDG-1A Preserve and increase employment opportunities for Cranston residents.
 - EDG-1B Maintain and increase the quality of job opportunities – in terms of wages, skill requirements, and working conditions – available to Cranston residents.
 - EDG-2 Attract capital into the Cranston area and expand the City’s economic base.
 - EDG-3 Add to the City’s taxable property base by constructing industrial and commercial structures which are properly designed and sited in keeping with environmental, planning and design considerations.
 - EDG-4 Revitalize underused areas of the City for uses that are in keeping with the needs and values of the community.
 - EDP-4.1 Continue the City’s active role in seeking the redevelopment of major industrial and institutional sites for economic development.

Conclusion:

1. This application is a “by-right” use under zoning and is consistent with the Comprehensive Plan goals and policies.
2. Staff is supportive about the economic and fiscal impacts of this proposal. The transfer of the property from the State to private ownership will generate new industrial tax base at a critical time;

3. Staff does **not** make negative findings on the traffic impacts of the proposal.
4. The site is adequately serviced by utilities [water, sewer and electricity].
5. Details about the parking, landscaping, lighting and drainage are included as part of the Preliminary Plan Application and are adequately addressed. In addition, details about the parking, landscaping, lighting and drainage have been reviewed by the DPRC as part of the development plan review process and the DPRC has found them to be adequate and has approved the project.

VII. Findings of Fact

An orderly, thorough and expeditious technical review of this Preliminary Plan has been conducted. Property owners within a 100' radius have been notified via certified mail with return requested, a display ad was published in the Cranston Herald and the meeting agenda has been properly posted.

Staff has reviewed this Preliminary Plan application for conformance with required standards set forth in RIGL Section 45-23-60, as well as the City of Cranston's Subdivision and Land Development Regulations and finds as follows:

RIGL § 45-23-60. Procedure – Required findings. (a)(1) states, “The proposed development is consistent with the comprehensive community plan and/or has satisfactorily addressed the issues where there may be inconsistencies.”

1. The City Plan Commission determined that the proposed project would be consistent with the Comprehensive Plan as part of its approval of the Master Plan.
2. The Comprehensive Plan – FLUM designates the property as *Government/Institutional*, but a Comprehensive Plan amendment is NOT required because the zoning governs the permissible uses and because of a change in ownership and use of the site.
3. The proposal is consistent with Land Use Goal (LUG)-4, “*Ensure that sufficient land is properly zoned and provided with adequate infrastructure to provide for the City’s future industrial development needs.*”
4. The proposal is consistent with Land Use Policy (LUP)-4.2, “*Protect the capacity and integrity of roads, sewers and water systems serving the Howard and Western Cranston Industrial Parks, in order to preserve these areas as resources for long-term industrial development*” (p. 8). This project will comply with the sewer and water system permitting process and acts to fulfill the industrial development goals of the city.
5. The proposal is consistent with Land Use Goal (LUG)-5, “*Ensure that redevelopment of major sites for economic development incorporates the protection of environment and neighborhood character*” (p. 8) This project solidifies the industrial nature of the area and has no anticipated environmental impacts.
6. The proposal is consistent with the “*Rhode Island Comprehensive Planning and Land Use Regulation Act Goal: To promote an economic climate which increases quality job opportunities and overall economic well-being of each municipality and the state*” (p. 11) which is incorporated into the Comprehensive Plan Economic Development Goals. Reducing prisons and creating jobs certainly speaks to the overarching goal, as well as the following Economic Development Goals:

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- EDG-3 Add to the City’s taxable property base by constructing industrial and commercial structures which are properly designed and sited in keeping with environmental, planning and design considerations.
- EDG-4 Revitalize underused areas of the city for uses that are in keeping with the needs and values of the community.
- EDP-4.1 Continue the City’s active role in seeking the redevelopment of major industrial and institutional sites for economic development.

RIGL § 45-23-60. Procedure – Required findings. (a)(2) states, “The proposed development is in compliance with the standards and provisions of the municipality’s zoning ordinance.”

1. The proposal is compliant with the allowed uses and zoning regulations in the M-2 zoning district. No relief or waivers are required.

RIGL § 45-23-60. Procedure – Required findings. (a)(3) states, “There will be no significant negative environmental impacts from the proposed development as shown on the plan, with all required conditions for approval.”

1. No evidences have been received to indicated that there are environmental concerns on the subject site.
2. “Environmental Protection Note” #2 states that “The project site is not documented by the Rhode Island Department of environmental Management (RIDEM) geographic information system (GIS) mapping as being within an area containing hazardous environmental conditions.”
3. No habitats will be impacted, and no significant tree removal is required.
4. The project is located within Zone “X” (areas outside the 0.2% annual floodplain) on the F.E.M.A. Flood Insurance Rate Map.
5. There are no wetlands on site.
6. The Rhode Island Natural Heritage Survey maps indicate that the project is not within a natural heritage area.
7. The RI Historic Preservation and Heritage Commission has reviewed the property and concluded that it to have low sensitivity for archaeological resources.
8. The project has received a WQC/STW and RISPES Permit from the RI Department of Environmental Management.
9. The DPRC has reviewed the proposed grading, drainage, landscaping and erosion control for this project and has found the measures proposed to be adequate and has approved this project. The project received a DPR approval on August 3, 2022.

RIGL § 45-23-60. Procedure – Required findings. (a)(4) states, “The subdivision, as proposed, will not result in the creation of individual lots with any physical constraints to development that building on those lots according to pertinent regulations and building standards would be impracticable. (See definition of Buildable lot). Lots with physical constraints to development may be created only if identified as permanent open space or permanently reserved for a public purpose on the approved, recorded plans.”

1. The proposed Major Land Development does not propose any new lots or subdivision.

RIGL § 45-23-60. Procedure – Required findings. (a)(5) states, “All proposed land developments and all subdivision lots have adequate and permanent physical access to a public street. Lot frontage on a public street without physical access shall not be considered in compliance with this requirement.”

1. The subject property has adequate and permanent physical access to a public right-of-way through conforming lot frontage on Goddard Drive. The proposed access points have been reviewed by the city’s Bureau of Traffic Safety and has been reviewed as part of the development plan review process. Access have been determined to be adequate.

VIII. Recommendation

Staff finds this proposal consistent with the standards for required Findings of Fact set forth in RIGL Section 45-23-60, the Comprehensive Plan, and the City of Cranston’s Subdivision and Land Development Regulations. Therefore, staff recommend that the City Plan Commission adopt the Findings of Fact documented above and **approve** the Preliminary Plan submittal, subject to the following conditions:

IX. Recommended Conditions of Approval

1. Prior to the issuance of any certificate of occupancy, the applicant shall repave Goddard Drive curb to curb along the portion where the property has frontage.
2. The water and sewer lines shall be capped when the prison is demolished.
3. The Stormwater Management System Operation and Maintenance Plan shall be recorded in the Land Evidence.
4. Final Plans shall be processed administratively.