

# CITY PLANNING DEPARTMENT



## Memorandum – Unified Development Review

**To:** City Plan Commission  
**From:** Brianna Valcourt, M.Arch | Senior Planner  
**Date:** May 27, 2026  
**RE:** Elena Village: 44 Village Avenue– Assessors Plat 12/3, Lot 2499  
**Minor Subdivision with Dimensional Variance – Unified Development Review**

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**Owner/Applicant:** Mario and Lori-Ann Carlino  
**Location:** 44 Village Avenue  
**Zoning:** A-12 – Single Family Residential (12,000 sq. ft.)  
**FLUM Designation:** Single Family Residential 3.63 to 1 Units Per Acre  
**Neighborhood:** Thornton  
**Certified Complete:** May 11, 2026  
**Decision Due:** August 9, 2026

### I. Proposal

The subject property is located at 44 Village Avenue, Assessors Plat 12/3, Lot 2499. The applicants and property owners are Mario and Lori-Ann Carlino, 45 Traymore Street, Cranston, RI 02920. The property is zoned A-12 (Single-family dwellings on 12,000 sq. ft.)

The Proposal is to subdivide the one (1) existing lot into two (2) lots, for the existing single-family dwelling to remain on "Parcel 1" and construct a new single-family dwelling on "Parcel 2". The proposal is to reconfigure a total of 20,098 sq. ft., for the existing dwelling to remain on 8,097 sq. ft. and the new dwelling to contain 12,001 sq. ft. The existing dwelling is fronting Village Avenue, and the new dwelling is proposed to have frontage on Elena Street. The proposal will be serviced by public water and sewer.

- |                                     |                            |
|-------------------------------------|----------------------------|
| o <u>Existing</u>                   | o <u>Proposed</u>          |
| o AP 12 Lot 2499: 20,098 sq. ft.    | o Parcel 1: 8,097 sq. ft.  |
| o Record Lot 524: +/-20,400 sq. ft. | o Parcel 2: 12,001 sq. ft. |

Required relief includes relief from provisions of the Zoning Ordinance including §17.20.120 – *Schedule of Intensity Regulations*:

#### ***Parcel 1: Existing Dwelling***

- |  |   |
|--|---|
| o <u>Parcel 1: Minimum Land Area</u>     | o <u>Parcel 1: Minimum Frontage/Width</u> |
| o Required: 12,000 sq. ft.               | o Required: 100 ft.                       |
| o Proposed: 8,097 sq. ft.                | o Village Ave: 94.93 ft.                  |
| o <b>Relief Requested: 3,903 sq. ft.</b> | o Elena St: 83.62 ft.                     |

#### ***Parcel 2: Proposed Dwelling***

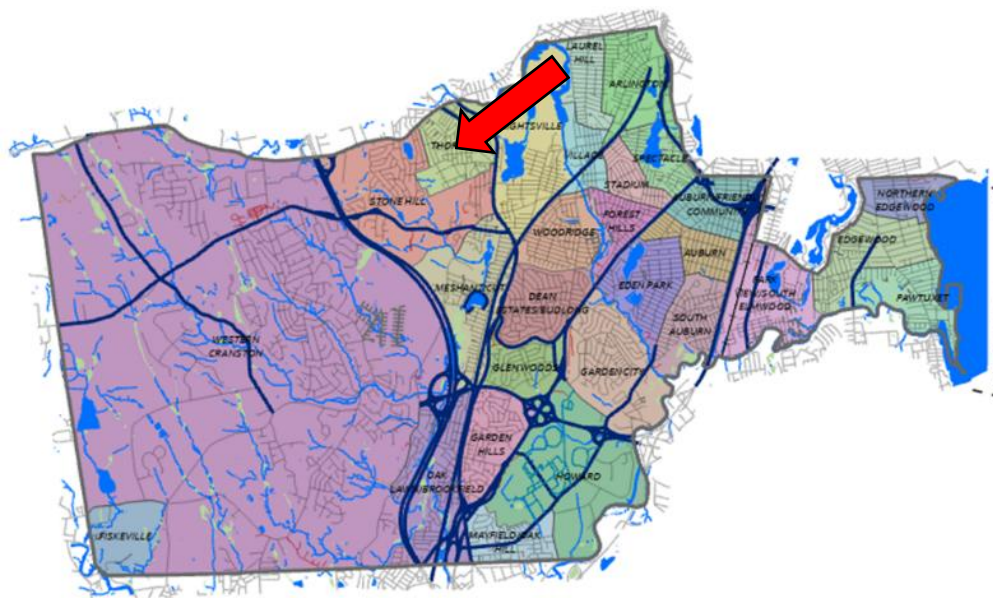
- |                                      |   |
|--------------------------------------|---|
| o <u>Parcel 2: Minimum Land Area</u> | o <u>Parcel 2: Minimum Frontage/Width</u> |
| o Required: 12,000 sq. ft.           | o Required: 100 ft.                       |
| o Proposed: 12,001 sq. ft.           | o Proposed: 115.21 ft.                    |

## II. Surrounding Land Use & Context

Analysis using the Cranston Geographic Information System and the FEMA Flood Map Service Center indicates that:

1. The subject property is located west of Atwood Avenue and east of Stone Hill Elementary School.
2. The surrounding area is majorly A-12 and A-8 residential lots; surrounded by a large amount of municipal school land.
3. Development in the area consists primarily of Single-Family Residential.
4. The A-12 development surrounding Elena Street has a low presence of residential dwellings on undersized lots. The adjacent A-8 zone to the west of Elena Street is consistent with lot sizes slightly above 8,000 sq. ft.
5. The subject property is unique in having a surplus of land and frontage, enough to yield proper access to a new dwelling.
6. The subject property is outside of any regulated resource areas under jurisdiction of the Rhode Island Department of Environmental Management, (RIDEM).
7. The subject property is outside of any identified historic / cultural districts under the jurisdiction of the Local Historic District Commission, State Historical Preservation Commission, State, or National Registers of Historic Places.
8. There is a presence of stone walls on and surrounding the property which could warrant preservation or relocation during the development process.
9. The subject property is identified as "Zone X – Area of Minimal Flood Hazard" on FEMA Flood Map Panel 44007C0311H, and outside of any regulated floodplain or flood hazard districts, effective October 2, 2015.

### LOCATION MAP



# ZONING MAP



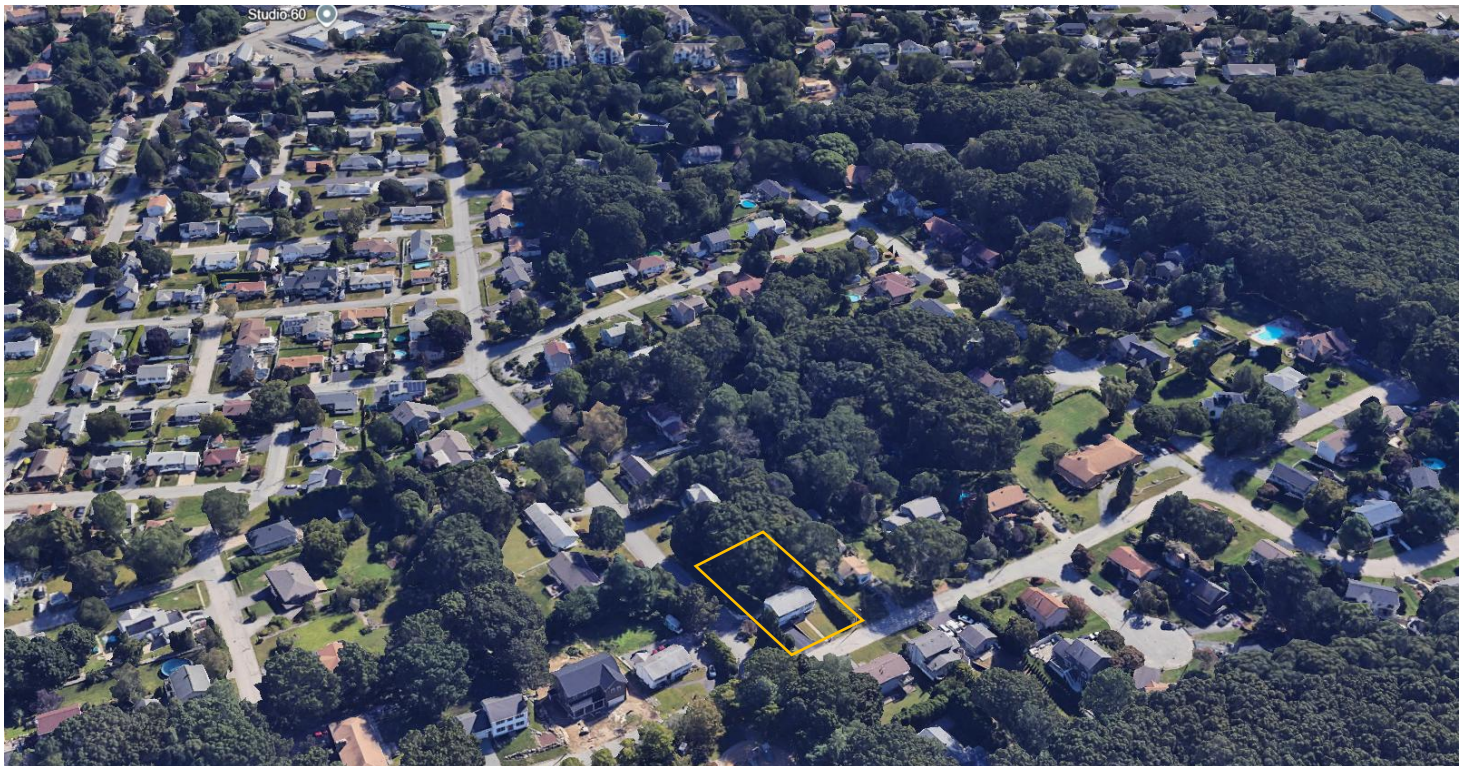
# FUTURE LAND USE DESIGNATION MAP



**3D AERIAL VIEWER**



**GOOGLE EARTH**



**AERIAL PHOTOS**



**STREET VIEWS**



*View towards proposed 12,000 sq. ft. Parcel 2 at 0 Elena Street (Google 2025)*



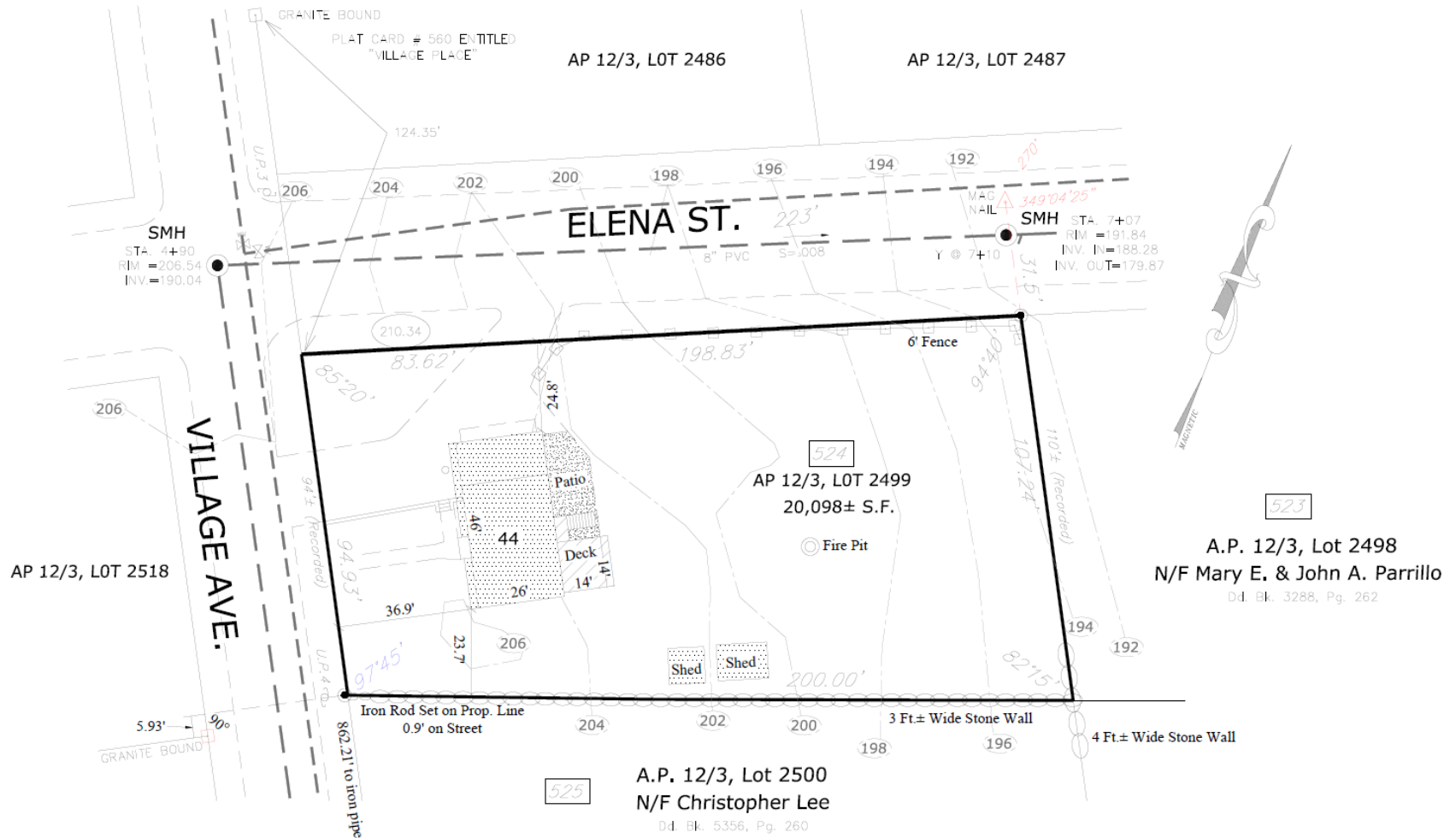
*View towards proposed 12,000 sq. ft. Parcel 2 at 0 Elena Street (Google 2025)*



*View of Single-family home at 44 Village Ave (Google 2025)*

**EXISTING CONDITIONS: SITE PLAN**

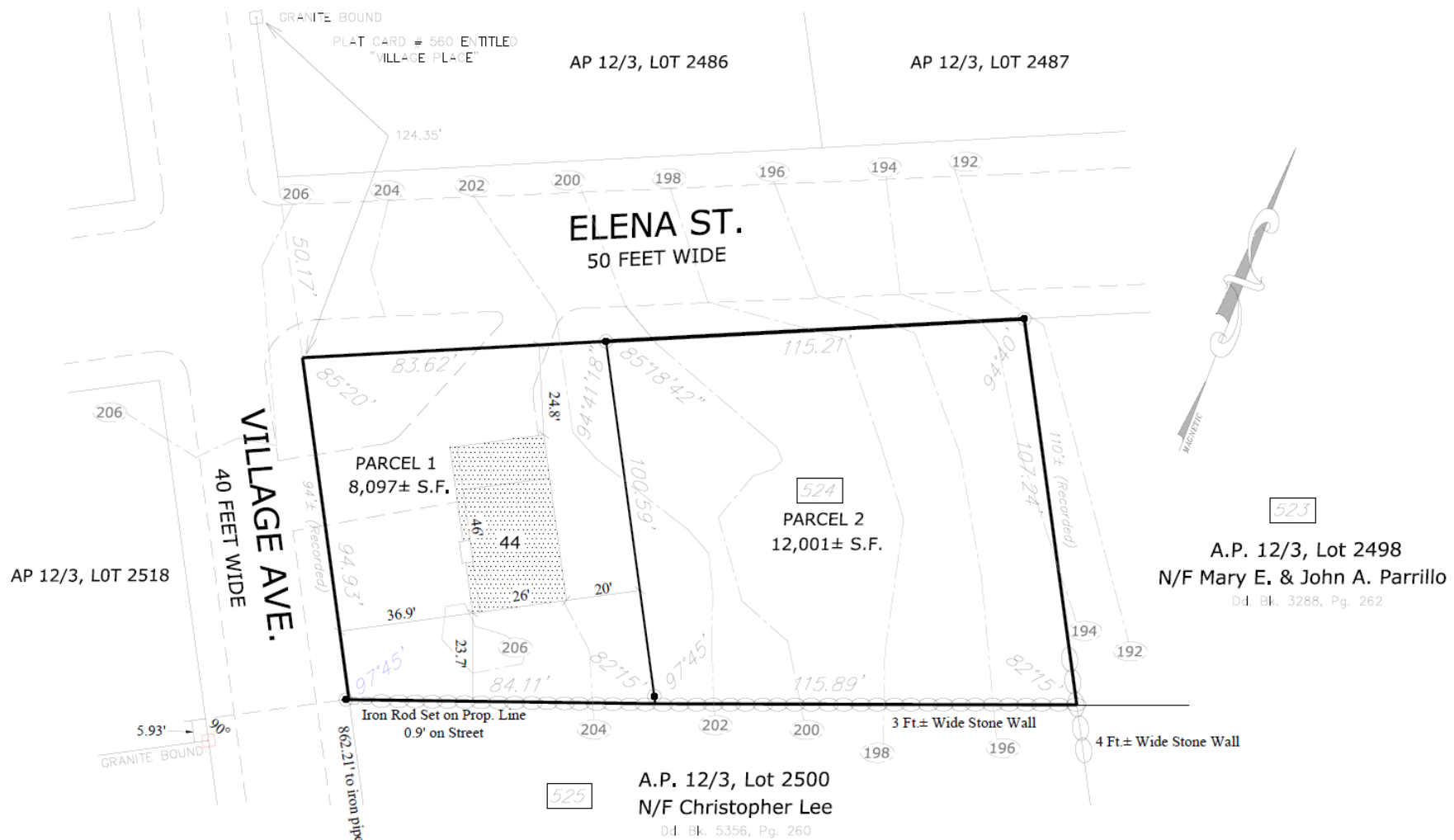
*Image cropped and zoomed, full site plan posted online in Application Materials*



**Elena Village: 44 Village Avenue**

**PROPOSED CONDITIONS: SITE PLAN**

*Image cropped and zoomed, full site plan posted online in Application Materials*



### III. Requested Waivers

None

### IV. Public Comment

Public comment was received from abutting property owner Mary Parrillo of 260 Elena Street, expressing concerns regarding existing site conditions and potential impacts associated with the proposed subdivision. The abutter noted the presence of stone walls on and around the subject area, including potentially along the shared property boundary, and stated that the walls may be historically significant and should be carefully considered for preservation during any site work or development activity. Additional concerns were raised regarding drainage and flooding conditions in the neighborhood. According to the abutter, a brook historically located near the subject and surrounding properties was previously filled for construction purposes, which she believes has contributed to recurring flooding issues affecting nearby residences, including 250 and 260 Elena Street. The abutter reported past flood events resulting in significant water intrusion, property damage, mold remediation, and replacement of mechanical systems through FEMA-related assistance. These comments may warrant consideration of drainage patterns and stormwater mitigation requirements associated with the proposed development.

### V. Municipal Review

Pursuant to RIGL §45-23-37, these Plans and submitted documents were distributed for comment to the following agencies.

1. Department of Public Works
  - a. Engineering Division: No comments provided.
  - b. Traffic Safety Division: No comments provided.
  - c. Sewer Division: No comments provided.
2. Department of Building Inspection & Zoning Enforcement: Building Official: Mr. Stanley Pikul: no comments provided.
3. Fire Department: Mr. Armand Niquette, Fire Marshal: no comments provided.

### IV. Planning Analysis

#### Consistency with the Comprehensive Plan

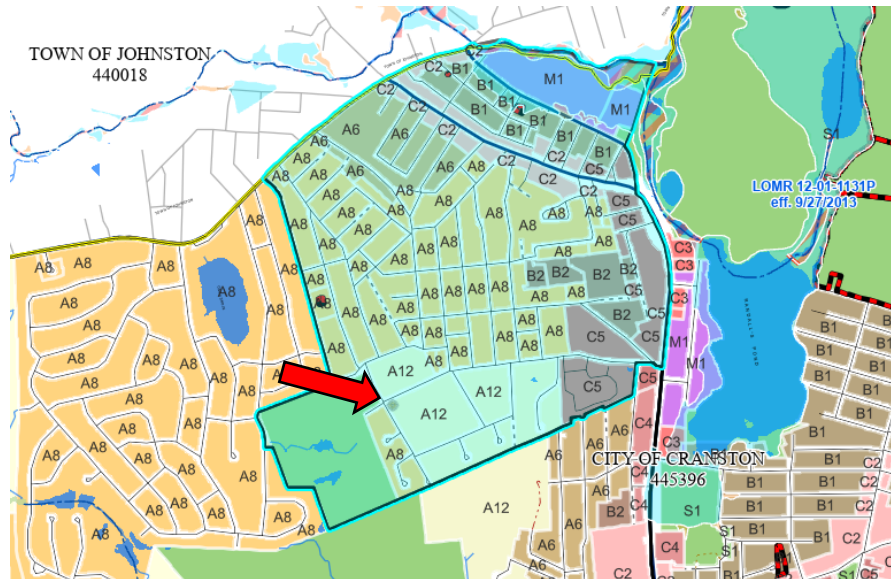
- o Per the Comprehensive Plan, the A-12 zoning district is an appropriate zoning classification for the proposed use of single-family residential units.
- o The proposed density is generally consistent with the Future Land Use Map (FLUM) designation of Single Family Residential 3.63 to 1 Unit Per Acre.
  - o The proposed subdivision is aligned with the existing neighborhood density (4.73 U/a).
  - o The subject lot's existing density (2.17 U/a) is within the density prescription of the FLUM.
  - o The subject lot's proposed density (4.33 U/a) is above the density prescription of the FLUM.
- o The proposal is consistent with the following Goals, Policies, and Actions of the 2024 Comprehensive Plan.
  - o Because the proposal mirrors the existing use and residential character of development in the Thornton neighborhood, it is consistent with the following Goals and Policies:
    - o **Goal LU-6**: Protect and stabilize existing residential neighborhoods.
      - **Policy LU-18**: Preserve the existing density of established neighborhoods.
    - o **Goal H-2**: Permit a variety of residential development types to achieve multiple community objectives.
      - **Policy H-1**: Maintain zoning densities that reflect planned municipal service levels and natural resource constraints.
      - **Policy H-3**: Enact flexible development standards that attain desired community objectives, but also provide a wide range of building types, uses, subdivisions, and site plans.

- **Goal H-4:** Promote housing opportunity for a wide range of household types and income levels.
  - **Policy H-4:** Provide housing resources to support the range of jobs that reflects the City’s economic base, and encourage the development of housing at levels that are consistent with household purchasing power.
  - **Policy H-6:** Maintain a varied housing stock, with units of different age, size and type that are affordable to a wide range of incomes.

Consistency with the Surrounding Area

- The proposal does not impose undue nuisances and is not out of character beyond any other uses on this site or within the surrounding area.
  - The Thornton neighborhood is majorly A-8 zoned parcels and although the subject parcel is zoned A-12, this proposal abuts the A-8 zoned parcels.
  - This proposal is consistent with the existing uses and consistent with the density of the surrounding area – Thornton’s A-8 and A-12 zones.
  - The housing composition of A-12 zoned parcels in the Thornton neighborhood is dominated by single-family structures.

**NEIGHBORHOOD MAP: THORNTON**



**Density Analysis Chart**

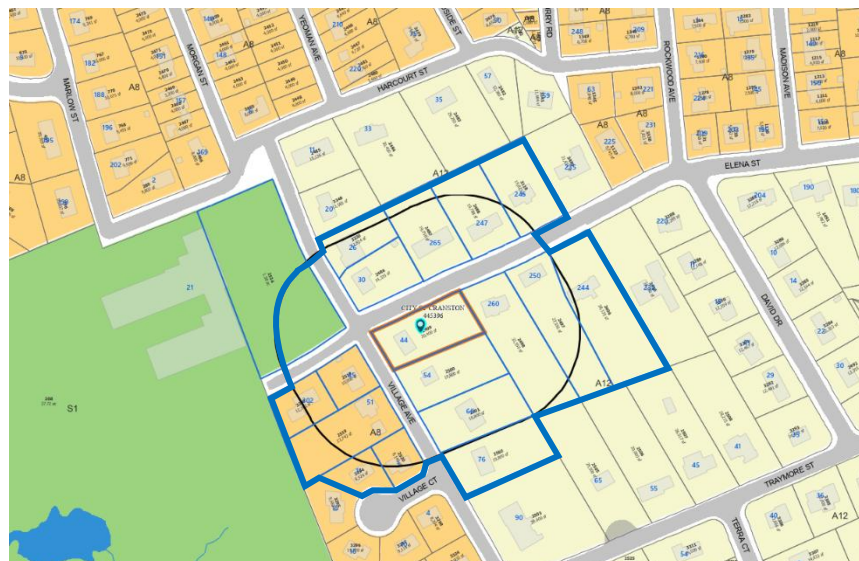
Density Analysis	Current Density	Project Density	Resulting Density	Change in Density
200' Radius Density	2.27	4.33	<b>2.39</b>	+0.12
Neighborhood Zone Density	2.27	4.33	<b>2.30</b>	+0.03
Thornton Density	4.731	4.33	<b>4.735</b>	+0.004
<b>FLUM</b>			<b><u>3.63 to 1</u></b>	

- o Staff performed calculations which inform the analysis of a proposed development compared to the 200ft Radius and zoning classification.
  - o Total: 16 lots
    - Of the 16 lots within 200ft Radius, the average density is 2.27 U/a.
    - Of the 16 lots within 200ft Radius, all the lots are conforming in lot area. More specifically, most of these lots are oversized but lack additional frontage to satisfy the support of a subdivision and additional dwelling, while the subject lot is unique in having adequate frontage for a subdivision due to its corner location, larger-than-required lot size and width.
    - If this proposal were approved, the resulting density of all residential lots within 200ft Radius would be 2.39 Units Per Acre.
  - o A-12: 11 lots (69%)
    - Of the 11 lots zoned A-12 within 200ft Radius, the average density is 1.97 U/a.
    - If this proposal were approved, the resulting density of A-12 zoned lots within 200ft Radius would be 2.14 Units Per Acre.
  - o The density of the proposed subdivision is 4.33 Units per Acre, which is slightly higher than the FLUM density of 3.63 to 1 Units per Acre.
    - If this project was approved, the density would continue to meet the FLUM designation within 200ft Radius for all residential lots and the A-12 zoned lots alone; density levels would rise by 0.12 u/a in all residential lots within 200ft Radius and by 0.17 u/a in A-12 zoned lots within 200ft Radius.
  - o The A-12 lots that fall within this 200ft Radius are located on a much larger block than Thornton's other A-12 lots, making for overly deep lots with standard widths. This indicates the reason that average density of A-12 within 200ft is 1.97 U/a while the Neighborhood Zone Density is 2.27 U/a.

**Lot Size Analysis Chart**

Lot Size Analysis	# of lots	Median (sq. ft)	Average (sq. ft)	Density (U/a)	FLUM (U/a)
200' Radius (all residentially zoned lots)	16	19,794	19,172	2.27	7.26 to 3.64
200' Radius (only A-12 zoned lots)	11	19,800	22,195	1.97	3.63 to 1
<b>Existing Lot</b>	1	-	20,098	2.17	Within FLUM
<b>Proposed Lots</b>	2	-	10,049	4.33	Above FLUM

**200FT RADIUS MAP**



- o Access to the new single-family development will be achieved via Elena Street and the existing single-family home will remain accessible from Village Ave.
  - o The north side of Elena Street has seven homes with frontage on Elena Street and the south side, where the new development is proposed, has six homes with frontage on Elena Street. With the same distance of street frontage, the lot lines can be reconfigured to yield an additional lot on the south side of Elena Street while preserving the existing density.
  - o The lot being proposed for new development is the only lot with 200ft of frontage on Elena Street, all other lots have an average of 100ft of frontage. The 200ft of frontage makes the subject lot unique in having sufficient frontage and lot width to yield an additional developed lot while still maintaining the rhythm of development and built character of Elena Street.

**AERIAL VIEW OF ELENA STREET**



**V. Additional Matters**

The following matter pertains to **Building Permit**, which follows the approval of final plan:

- Any new development must comply with the following regulations:
  - o The Code of The City of Cranston: Stormwater ordinance – “Water Discharge II”
    - § 12.04.120 Discharges to city streets: No private property owner within the city shall discharge water onto a public roadway, directly and/or indirectly so as to create a health safety and/or welfare concern, including but not limited to a road hazard for motorists and persons utilizing the roadway and/or causes damage to the roadway and/or adjoining fixtures. Person(s) violating any of the provisions of this section must correct said violation(s) or provide a suitable plan of action for remediation subject to the approval of the public works director within five days of receiving notice from the director of public works or his or her designee. Failure to comply with said notice will result in a seventy-five dollar (\$75.00) fine each day the violation(s) remains uncorrected. In addition, the director of public works may, at any time use whatever means is necessary to stop said discharge of water when he or she deems it necessary for the public health, safety and welfare. The director of public works may also charge the property owner for any damages to the infrastructure and for any costs incurred by the department to address safety issues created by the discharge. (Ord. 04-42 § 1; Ord. 06-24 § 1)
      - New developments can mitigate the existing flooding by providing on-site stormwater management that deters additional water runoff.
  - o New developments are encouraged to control stormwater on-site to prevent increase in net runoff from before construction to after construction. On-site stormwater management could be accomplished with underground infiltration techniques, as an example. It’s important to note that during flash flooding events any onsite mitigation will likely become overwhelmed,

and the subsequent overflow will contribute stormwater to the public roadway.

## **VI. Findings of Fact:**

An orderly, thorough, and expeditious staff review of this Preliminary Plan has been conducted. Property owners within a 400' radius have been notified via certified mail and the meeting agenda has been properly posted.

### A. Unified Development Review

*Staff Note: RIGL § 45-24-41.(d)(2) is not listed as a finding of fact as it cannot be used to deny requests for dimensional relief for projects being reviewed under Unified Development Review. This is due to the signing of HB5794B / S1086Aaa on June 27, 2025 which amended RIGL § 45-24-46.4.*

Staff has reviewed this Preliminary Plan application for conformance and consistency with the required Findings of Fact in accordance with RIGL §§ 45-23-50.1, 45-24-41 and 45-24-46.4, as well as Section VII of the Subdivision & Land Development Regulations and finds as follows:

*RIGL § 45-24-41. General provisions – variances. (d)(1) states, “That the hardship from which the applicant seeks relief is due to the unique characteristics of the subject land or structure and not to the general characteristics of the surrounding area; and is not due to a physical or economic disability of the applicant, excepting those physical disabilities addressed in § 45-24-30(a)(16);”*

- o The hardship from which the applicant seeks relief is due to the unique characteristics of the subject land or structure and not to the general characteristics of the surrounding area because:
  - o While the proposed lot area does not conform to the A-12 zoning requirements, there is sufficient lot area to add a new house and driveway while still maintaining the rhythm of development and built character of Elena Street.
  - o The 200ft of frontage makes the subject lot unique in having sufficient frontage and lot width to yield an additional developed lot that matches the existing uses and density of the surrounding area – Thornton’s A-8 and A-12 zones.
  - o The subject lot is unique in having adequate frontage for a subdivision due to its corner location, oversized lot and larger-than-required lot width.

*RIGL § 45-24-41. General provisions – variances. (d)(3) states, “That the granting of the requested variance will not alter the general character of the surrounding area or impair the intent or purpose of the zoning ordinance or the comprehensive plan upon which the ordinance is based.”*

- o The proposed single-family use and 4.33 Unit Per Acre density are generally consistent with the Future Land Use Map designation “Single Family Residential 3.63 to 1 Units Per Acre.”
  - o The proposal for 0 Elena Street is aligned with the neighborhood density and character.
  - o The proposal seeks to create a new lot with 100ft of frontage which is consistent with the comprehensive plan, zoning ordinance and the A-12 zoned lots in the surrounding area.
  - o Of the 16 lots within the 200ft Radius, all the lots are conforming in lot area and in fact oversized, but do not share the same characteristic as the subject corner lot which exceeds the minimum frontage/width to yield an additional lot that matches the general character of the surrounding area.

*RIGL § 45-24-41. General provisions – variances. (e)(2) states, “In granting a dimensional variance, that the hardship suffered by the owner of the subject property if the dimensional variance is not granted amounts to more than a mere inconvenience, meaning that relief sought is minimal to a reasonable enjoyment of the permitted use to which the property is proposed to be devoted. The fact that a use may be more profitable or that a structure may be more valuable after the relief is*

*granted is not grounds for relief. The zoning board of review, or, where unified development review is enabled pursuant to § 45-24-46.4, the planning board or commission has the power to grant dimensional variances where the use is permitted by special-use permit.”*

- o The requested variances and subdivision are required to allow an additional home to be built on the property.

#### **B. Subdivision & Land Development Review**

Staff has reviewed this Preliminary Plan application for conformance and consistency with the required Findings of Fact in accordance with RIGL § 45-23-60 as well as the Subdivision & 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 plan and/or has satisfactorily addressed the issues where there may be inconsistencies.”*

- o The proposed single-family use and 4.33 Unit Per Acre density are generally consistent with the Future Land Use Map designation “Single Family Residential 3.63 to 1 Units Per Acre.”
- o The proposal mirrors the existing uses, density, and character of development in the Thornton neighborhood, and therefore is consistent with the following Goals and Policies:
  - o Goal LU-6
  - o Policy LU-18
  - o Goal H-2
  - o Policy H-1
  - o Policy H-3
  - o Goal H-4
  - o Policy H-4
  - o Policy H-6

*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.”*

- The Proposal requires and seeks dimensional zoning relief for which if granted, will establish compliance with the Zoning Ordinance.

*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 **final** plan, with all required conditions for approval.”*

- This finding pertains to the final plan, but no significant negative environmental impacts from the proposed development are predicted because:
  - o The location of a new single-family home on this parcel creates a new residential unit with minimal environmental impacts and where it can utilize existing urban infrastructure.
  - o The Proposal will be subject to all state and local regulations pertaining to environmental impacts and wetlands including the municipal requirement for no additional net stormwater discharge onto public streets.
  - o RIDEM's Natural Heritage Map shows that there are no known rare species located on the site.

*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.”*

- The Proposal will not result in the creation of individual lots with such physical constraints to development that building on those lots according to pertinent regulations and building standards would be impracticable.
- The proposed lot would become a buildable lot where construction for single-family residential use is permitted on the site without physical constraints to development or regulations.

*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.”*

- The proposed new lot will have adequate permanent physical access to an improved public city street, Elena Street.
- The Proposal provides for safe and adequate local circulation for vehicular traffic.

**VII. Recommendations – Minor Subdivision with Variances**

Staff finds this Proposal consistent with the Comprehensive Plan, the Zoning Ordinance, and the standards for required Findings of Fact set forth in RIGL § 45-24-41, RIGL § 45-23-60 and Section III(L) of the Subdivision & Land Development Regulations. Staff therefore recommends that the City Plan Commission adopt the Findings of Fact documented above and **APPROVE** the Unified Development Review of this subdivision with the following variances.

1. **Parcel 1**, with the existing single-family house, will be granted zoning relief to have a lot size of 8,097 sq. ft. where 12,000 sq. ft. is required.

**VIII. Recommended Conditions of Approval**

Approval of the variance(s) shall be conditioned on approval of the Final Plan of the minor subdivision as required by RIGL § 45-23-50.1 (b)(1).

The Final Plan submittal shall be subject to the following:

1. Curb-to-curb pavement restoration shall occur as needed in accordance with and to the satisfaction of the Department of Public Works.
2. Payment of the Eastern Cranston Capital Facilities Development Impact Fee of \$593.46.

Respectfully Submitted,

*Brianna L. Valcourt*

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Brianna Valcourt, M’Arch  
Senior Planner / Administrative Officer

**Cc:** City Planning Director  
File