

IX. IMPLEMENTATION ELEMENT

TOWN OF SOUTH KINGSTOWN, RI

COMPREHENSIVE PLAN

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List of Technical Appendices *

IX.A1.0 1992-1998 Capital Improvement Program

For revised implementation Element IX, Sections A1, C1

See amendment dated 10/28/96 in addenda
For revised Implementation Element IX, Section F

See amendment dated 10/4/97 in addenda

*Technical Appendices are found in a separate document

For revised Implementation Element IX, Section D
See amendment dated 10/9/07 in addenda

A. Introduction

The Implementation Element of this Comprehensive Plan contains the actions necessary to implement the goals and policies detailed in each of the Plan's elements. These implementation recommendations are discussed in more detail at the end of each of the elements in this Plan.

As required by the Rhode Island Handbook on the Local Comprehensive Plan, Section IV.B.9., the actions recommended for implementation include considerations of the assignment of responsibility within local government and an assessment of funding sources and the time frame for implementation of each action.

1. Time Frame of Recommended Action

According to the Rhode Island Comprehensive Planning and Land Use Regulation Act, the implementation portion of this Comprehensive Plan must cover a period of at least five years. Thus, many of the recommendations are prioritized based on a five year program of action. However, several recommendations identify long-range needs and actions for which no particular time frame has been identified. For example, many of the land use and natural resource recommendations are intended to provide continuous guidance for the Town.

Each of the recommended actions contained in this Implementation Element fall under one of the following categories: Regulatory Actions, Administrative Actions, and Capital Improvements. These are briefly described below:

- Regulatory Actions

Regulatory Actions include amendments to existing ordinances or the adoption of new ordinances or codes needed to implement the proposed Land Use Plan and Map and the land use goals and policies of this Comprehensive Plan. In particular, the South Kingstown Zoning Ordinance and Zoning Map must be revised to conform to the Land Use Element of the Comprehensive Plan within eighteen (18) months of the adoption of the Final Plan by the Town, and its subsequent approval by the State.

In addition, recommended regulatory actions could include amendments to the South Kingstown Subdivision Rules and Regulations, revisions to the general ordinances of the Town, or recommendations for deed restrictions or other regulatory tools.

- Administrative Actions

Administrative Actions include recommended actions by Town officials and quasi-public or private agencies. It can also include coordination recommendations between local and State agencies. These recommended actions relate to improved public services, additional staffing or funding, and new procedures or programs for addressing the policies in any of the Plan Elements.

For revised Implementation Element II Section A.1.
 See amendment dated 10/28/96
 in agenda

- Capital Improvements

Capital Improvement Actions refer to the Town's six-year Capital Improvements Program (CIP). This addresses actions and funding needed for improvement of public services and facilities.

Information from the Town's CIP for Fiscal Year 1992-93 to Fiscal Year 1997-98 has been included in Section B of this Element. As permitted by the Rhode Island Comprehensive Planning & Land Use Regulation Act, the general format of the Town's Six-Year Capital Improvement Program is used as a foundation for the Capital Improvement portion of the Implementation Element.

B. Capital Improvement Program

As noted in the introduction to this Element, the Act permits use of the Town's existing Capital Improvement Program (CIP) for the implementation of Capital actions recommended in the Comprehensive Plan. Adopting the existing CIP format insures consistency between the six-year CIP and the Comprehensive Plan by stressing funding for projects already slated by various Town departments through the Town's ongoing budget process.

The Town's 1992-1998 Capital Improvement Program provides a list of capital projects scheduled to be undertaken during the six-year planning period. It is a planning document designed to identify and prioritize the Town's capital improvement needs over the six-year period, to develop project cost estimates, and to target available funding sources. Capital projects include the acquisition, development, or repair of facilities and infrastructure with a cost of at least \$10,000 and a useful life of five years or more.

There are two components to the Capital Improvement Program. One component presents major facilities development and improvement projects that will be financed by long-term debt obligations and other sources including grants, user fees, and special assessments. The second component includes those projects funded on a pay-as-you-go basis through the annual operating budget as a capital budget appropriation. Authorization to carry out debt-funded projects requires voter approval. Funding for capital budget projects is an element of the annual operating budget and is acted upon by voters at the annual financial town meeting.

1. Capital Improvement Plan

Table 1 presents both the type and the proposed cost of the major facilities and infrastructure projects that are slated to be carried out through fiscal year 1997-98. The total estimated cost of these facility improvement and expansion projects during this period is \$42,733,284. Based on current financial projections, new bonded debt in the amount of \$33,094,110 will be required to fully implement the proposed capital improvement plan.

It is noted that the implementation schedule for the proposed projects is influenced by one or more of the following variables: local fiscal conditions, availability of grant funds, and State regulatory and permit review.

Table 1

LONG-TERM DEBT FINANCED CAPITAL IMPROVEMENTS

FY 1992-93 through FY 1997-98	Project Costs	Bond Funds	Grants/Other
OPEN SPACE/RECREATION PROGRAMS			
Weeden Farm Development	257,430	90,000	167,430
O'Brien Property Development	260,000	260,000	0
Neighborhood Guild Addition	1,000,000	1,000,000	0
Park Development/Renovation	1,650,000	850,000	800,000
Subtotal	3,167,430	2,200,000	967,430
GENERAL MUNICIPAL PROGRAMS			
Public Safety Facility	4,500,000	4,500,000	0
Road Improvement Program	1,000,000	1,000,000	0
Kingston Free Library	606,959	225,000	381,959
Town Hall Land Acquisition	150,000	150,000	0
Subtotal	6,256,959	5,875,000	381,959
SCHOOL FACILITIES			
Peace Dale Expansion	7,160,000	7,160,000	0
Matunuck Addition	610,000	610,000	0
High School Expansion	10,000,000	10,000,000	0
Junior High School Expansion	2,500,000	2,500,000	0
Subtotal	20,270,000	20,270,000	0
UTILITIES PROGRAM			
Middlebridge Wastewater Treatment Plant Expansion 2	2,575,000	949,110	1,625,890
Composting Facility	6,938,895	2,300,000	4,638,895
Subtotal	3,525,000	1,500,000	2,025,000
TOTAL SIX YEAR PROGRAM	42,733,284	33,094,110	9,639,174

Note: 1) Through 6/30/91 voters have approved \$ 18.3 million in bonding authority for these projects. Additional bonding authority in the amount of \$ 14.8 million is required to implement all listed projects.

The impact on municipal financial conditions resulting from the debt issuance to fund the CIP is shown on Table 2. This debt summary provides an overview of the change in the level of bonded indebtedness between FY1987-88 and FY1998-99, the final year of the current CIP. In general terms, the table shows that the Town's gross bonded indebtedness is expected to grow from \$13.4 million in FY1987-88 to \$35.7 million in FY1994-95.

The table also shows that increase in the community's debt burden coincides with constant growth in population. However, it is clear that population growth does not "pay its own way" since debt burden is increasing at a significantly faster rate than population growth. This is underscored by the fact that annual debt service costs are projected to rise to a peak of \$5.2 million in FY1995-96 up from \$1.5 million in FY1987-88, representing a 240.6 percent increase. By comparison, population is expected to grow at an annual rate of 2 percent, or a total of 16 percent over the same period. As a measure of debt burden which controls for population change, the level of per capita debt is shown to increase from \$567 in FY87-88 to a peak of \$1,350 in FY94-95, a 138.1 percent increase.

The significance of these changes in debt burden is reflected in the community's overall fiscal capacity. A sharp increase in annual debt service costs limits the Town's ability to afford other non-debt related expenditures. As shown on Table 2, the share of the Town's annual general fund expenditures allocated to debt service is anticipated to increase from 6.75 percent in the base year to 11.83 percent in FY1995-96. In direct costs, this represents an increase in annual debt service expenditures amounting to \$3.6 million.

2. Capital Budget

Table 3 represents the Town's FY1992-93 operating budget which includes funding for seventeen municipal capital budget programs in the amount of \$665,000. These funds are allocated among recreation, public works, public safety, and general government services. Additionally, the education budget includes \$225,000 for the repair, replacement, and refurbishment of school facilities.

Table 4 provides a breakdown of capital budget projects by function (i.e. recreation, public works, etc.) which are planned for implementation during the six-year period.

3. Need for Growth Management

As noted, the need for expanded facilities and infrastructure improvements is strongly influenced by the rate and the type of growth, both residential and nonresidential. Consequently, the Town has included specific goals and strategies in this Comprehensive Plan to ensure that the rate of new development does not strain the Town's ability to provide necessary facilities and services. Regulating the rate and location of new development is also imperative to maintain environmental quality and preserve the character of the Town.

Table 2
DEBT SUMMARY FY 1987-88 to FY 1998-99

	1987-88	1988-89	1989-90	1990-91	1991-92	1992-93
POPULATION	23,656	24,138	24,631	25,124	25,626	25,883
ASSESSMENT VALUE (000's)	768,134	815,416	853,890	884,060	906,445	921,945
PROJECTED MARKET VALUE (000's)	1,266,086	1,556,435	1,768,255	1,750,614	1,794,941	1,825,634
GROSS BONDED DEBT	13,405,000	15,030,000	15,400,000	17,065,000	24,285,360	24,402,905
TOTAL DEBT SERVICE	1,513,040	1,948,258	2,195,806	2,441,366	2,773,170	2,975,537
GROSS DEBT PER CAPITA	567	623	625	679	948	943
GROSS DEBT TO ASSESSMENT VALUE	1.75%	1.84%	1.80%	1.93%	2.68%	2.65%
GROSS DEBT TO FULL VALUE	1.06%	0.97%	0.87%	0.87%	1.16%	1.34%
GENERAL GOVERNMENT EXPENDITURES	22,399,420	25,448,956	27,406,613	30,522,136	33,231,027	35,557,199
TOTAL DEBT SERVICE TO GENERAL FUND	6.75%	7.66%	8.01%	8.00%	8.35%	8.37%
	1993-94	1994-95	1995-96	1996-97	1997-98	1998-99
POPULATION	26,142	26,403	26,667	26,934	27,203	27,475
ASSESSMENT VALUE (000's)	949,603	978,091	1,007,434	1,037,657	1,068,787	1,100,851
PROJECTED MARKET VALUE (000's)	1,880,403	1,936,815	1,994,919	2,054,767	2,116,410	2,179,902
GROSS BONDED DEBT	27,910,200	35,647,495	34,794,790	33,892,085	34,793,880	32,280,675
TOTAL DEBT SERVICE	3,529,155	4,444,009	5,153,341	5,066,359	5,002,476	4,913,088
GROSS DEBT PER CAPITA	1,068	1,350	1,305	1,258	1,279	1,175
GROSS DEBT TO ASSESSMENT VALUE	2.94%	3.64%	3.45%	3.27%	3.26%	2.93%
GROSS DEBT TO FULL VALUE	1.48%	1.84%	1.74%	1.65%	1.64%	1.48%
GENERAL GOVERNMENT EXPENDITURES	38,046,203	40,709,438	43,559,098	46,608,235	49,870,812	53,361,768
TOTAL DEBT SERVICE TO GENERAL FUND	9.28%	10.92%	11.83%	10.87%	10.03%	9.21%

Table 3

1992-93 Capital Budget

RECREATION PROGRAM

Utility Vehicle	17,000
Tractor	10,000
Playground Equipment	10,000
Park Rehabilitation	20,000
Marina Park	5,000

Subtotal **62,000**

PUBLIC WORKS PROGRAM

Road Improvements	119,000
Drainage Improvements	45,000
Upgrading Bridges	100,000
Sidewalk Program	35,000
Equipment Acquisition	130,000

Subtotal **429,000**

PUBLIC SAFETY

Communications Upgrade	10,000
Data Management	8,000
Roof Repair	6,000

Subtotal **24,000**

GENERAL GOVERNMENT

Revaluation Reserve	150,000
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Subtotal **150,000**

GENERAL FUND TOTAL **665,000**

Table 4

TOWN COUNCIL RECOMMENDED CAPITAL IMPROVEMENT PROGRAM

FISCAL YEAR	1992-93	1993-94	1994-95	1995-96	1996-97	1997-98	TOTAL
<i>Recreation Programs</i>							
Truck W/PLW	17,000	0	0	\$ 15,000	\$ 12,000	\$ 0	\$ 44,000
Dump Truck	0	0	20,000	0	0	0	\$ 20,000
Playground Equipment FD	10,000	10,000	10,000	10,000	10,000	10,000	\$ 60,000
Tri-Pond Park Improvements	0	10,000	0			20,000	\$ 30,000
Park Rehabilitation	20,000	20,000	20,000	20,000	20,000	20,000	\$ 120,000
Maintenance Tractors (2)	10,000	0				0	\$ 10,000
Fagan Park Basketball Court	0	10,000	0	0	0	0	\$ 10,000
Saugatucket Park Basketball	0	0	10,000	0	0	0	10,000
Brousseau Park Basketball	0	0	0	17,500	17,500	0	35,000
Computer Upgrade	0	18,000	0	0	0	0	\$ 18,000
Greenway System Study		20,000	20,000				\$ 40,000
Marina Park Improvements	5,000	0	0	0	0	20,000	\$ 25,000
<i>Recreation Project Subtotal</i>	\$ 62,000	\$ 88,000	\$ 80,000	\$ 62,500	\$ 59,500	\$ 70,000	\$ 422,000
<i>Public Works Projects</i>							
Paving Element	47,000	80,000	\$ 85,000	\$ 85,000	90,000	90,000	\$ 477,000
Reconstruction Element	32,000	0	85,000	0	90,000	0	207,000
Upgrading Element	30,000	30,000	30,000	30,000	30,000	30,000	\$ 180,000
Hazard Correction	10,000	60,000	0	60,000	0	80,000	\$ 210,000
Equipment Acquisition	130,000	177,000	220,000	165,000	175,000	175,000	\$1,042,000
Drainage Improvements	45,000	75,000	100,000	130,000	150,000	140,000	\$ 640,000
Bridge Improvements	100,000	125,000	125,000	155,000	165,000	150,000	\$820,000
Sidewalk Program	35,000	54,000	55,000	55,000	60,000	60,000	\$ 319,000
Autocad Software	0	0	0	0	0	0	\$ 0
Fuel System Upgrade	0	0	40,000	45,000	0	0	\$ 85,000
<i>Public Works Subtotal</i>	\$ 429,000	\$601,000	\$740,000	\$725,000	\$760,000	\$725,000	\$3,980,000
<i>Police Programs</i>							
Communications Upgrade	\$ 10,000	\$ 0	\$ 10,000	\$ 10,000	\$ 10,000	\$ 0	\$ 40,000
Base Station Replacement	0	0	10,000	10,000	0	10,000	\$ 30,000
Photography Equipment	0	0	0	0	10,000	0	\$ 10,000
Dictaphone Equipment	0	0	0	0	0	10,000	\$ 10,000
Data Management Enhancement	8,000	0	10,000	10,000	10,000	10,000	\$ 48,000
Roof Repair	6,000	0	0	0	0	0	\$ 6,000
Harbor Craft Acquisition	0	0	10,000	0	10,000	0	\$ 20,000
<i>Police Subtotal</i>	\$ 24,000	\$ 0	\$ 40,000	\$ 30,000	\$ 40,000	\$ 30,000	\$ 164,000
<i>Emergency Medical Management</i>							
EMS Rescue Vehicle	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0	\$ 80,000	\$ 80,000
<i>EMS Subtotal</i>	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0	\$ 80,000	\$ 80,000
<i>Library Programs</i>							
Kingston Library	\$ 0	\$ 60,000	\$ 0	\$ 0	\$ 0	\$ 0	\$ 60,000
<i>Library Subtotal</i>	\$ 0	\$ 60,000	\$ 0	\$ 0	\$ 0	\$ 0	\$ 60,000
<i>General Government</i>							
Property Revaluation	\$150,000	\$176,000	\$ 0	\$ 0	\$ 0	\$ 0	\$326,000
Computer System Upgrade	0	0	10,000	10,000	10,000	10,000	\$ 40,000
Pool Car Purchase	0	10,000	0	0	0	10,000	\$ 20,000
<i>General Government Subtotal</i>	\$150,000	\$186,000	\$ 10,000	\$ 10,000	\$ 10,000	\$ 20,000	\$386,000
FUND TOTAL	\$665,000	\$935,000	\$870,000	\$827,500	\$869,500	\$925,000	\$5,092,000

The key to proper growth management planning is the phasing of development permission consistent with the availability of required services, facilities, and infrastructures. For this reason, the Town's Capital Improvement Program is a critical component of growth management planning. Should growth rates exceed the Town's fiscal capacity to fund capital improvements, the other goals of the Plan cannot be achieved. For example, if the school population exceeds stated projections, the Town may have to defer park and recreation development in order to build more schools. If new development surpasses the programmed capacity of the regional wastewater treatment facility, plant expansion may be required sooner than planned and thereby affect scheduled improvements in other programs.

The adoption of the Capital Improvement Program is linked to a reasonable growth projection measured against feasible financing capacity. The CIP is intended to support and validate the other techniques and recommendations of the Plan which are geared toward the growth management necessary to accomplish the Plan's overall goals. The recommended capital improvements in the first five years of the Comprehensive Plan are consistent with the current six-year CIP. Annual revisions will be made to the CIP by the Town Council as local fiscal conditions and program needs require. In future years, the Comprehensive Plan will serve as a policy guide in the preparation and adoption of the Capital Improvement Program.

C. Timing and Schedule of Required Actions

The Act provides that "...the implementation program must detail the timing and schedule of municipal actions required to amend the Zoning Ordinance and map to conform to the Comprehensive Plan." Section 45-22.2-5 (A) 4) of the Act further provides that the Town shall conform its Zoning Ordinance and map to its Comprehensive Plan within eighteen (18) months of plan adoption and approval. The Plan is not considered to become effective until it has been approved by the State of Rhode Island pursuant to the methods set forth in the Act.

Furthermore, the Rhode Island Zoning Enabling Act of 1991 (Section 45-24) requires that all lawfully adopted zoning ordinances shall be brought into conformance with the Zoning Act by July 1, 1993. Upon adoption of this Plan by the Town Council, the Town will forward the Plan to the State for review as required by the Act. It will also immediately begin the process of revising its Zoning Ordinance and map to conform to the Zoning Enabling Act prior to July 1993. Many of the other regulatory actions required to implement all of the recommendations of the Plan will require extensive research. These actions cannot be realistically enacted and implemented within this 18-month time frame.

5-Year Implementation Program

The following list indicates the major actions which will be undertaken in order to implement the recommendations of the Comprehensive Plan. They are listed by specific year in which the action will be undertaken. Priorities are stated only by year. Within each year no priority is indicated. Please refer to the individual Element for a complete discussion of each action.

For revised Implementation Program

Element IV, Section C1.

See amendment dated 10/28/96

Amendment 10/28/96

1992

- Adoption of new Subdivision Regulations
- Affordable housing initiatives
- Site plan review ordinances/procedures
- Soil Erosion and Sediment Control Ordinance
- Historic District Commission/ordinance
- Harbor Management Plan adoption
- Growth management program development
- Ministerial Road scenic highway implementation

7/1/93

- Adoption of Zoning Regulations and Zoning Map to comply at least with minimum requirements of the State Zoning Enabling Act
- Affordable housing zoning provisions

1993

- Growth Management Program Development
- Special Management District Master Plans
 - Kingstown Road
 - Route 1
- Agricultural and Natural Resources Overlay Zoning
- Special Management District zoning
- Groundwater Protection Program
- Wastewater Management District
- Water Supply Management Plan
- Designation of portions of Route 1 as a scenic highway

1994

- Adoption of Growth Management Regulations
- Highway Overlay District zoning
- Special Management District Master Plans
 - Main Street
 - Highway Commercial Areas
- Main Street Revitalization Plan
- Greenway feasibility study
- Agricultural Overlay Zone
- Village Area Master Plans
- Amend Earth Removal Ordinance
- Amend the Wastewater Management Ordinance to provide for extension of public sewers to West Kingston

1995

- Main Street Revitalization Implementation
- Village Area Master Plans
- Greenway Implementation

1996

- Village Area Master Plans
- Tree ordinance
- Cultural resources protection ordinance
- Implement National Trust's Main Street Center programs

Ongoing Programs & Initiatives

The following actions will be implemented by the Town on an ongoing basis:

- Implementation of the Capital Improvement Program. The CIP is updated annually.
- Establish additional National Register sites and districts.
- Coordinate with Town, State and private conservation groups to fund purchase of development rights to farmlands and other conservation easement and acquisition programs.
- Maintain a current inventory of commercial and industrial buildings and land which are underutilized or vacant.
- Work toward a mandatory recycling program in the Town.
- Revisions to Town Charter.
- Continue plans to interconnect all the Town's water systems.
- Develop a formal public grounds maintenance program.
- Address stormwater problems in the Narrow River Watershed through the Aqua Fund grant to tri-town area.
- Identify, develop, and maintain public shoreline access points.
- Develop a network of bike paths, beginning with the abandoned Narragansett Pier Railroad R.O.W. as well as through the subdivision process to link neighborhoods.
- Develop and implement a Master Plan for Marina Park.
- Develop a Master Plan for the O'Brien property.
- Work with RIDOT and the Kingston Station Committee to restore the Kingston Railroad Station.
- Investigate funding sources for a land-based marine pump-out facility in Point Judith Pond.
- Review inventory of Town-owned land to identify appropriate sites for affordable housing units.
- Review plans for highway and transportation improvements by RIDOT, and submit formal comments to the State.
- Review stormwater management practices for compliance with current stormwater management guidelines and regulations of the RIDEM.

~~river Plan~~ Implementation
Element (X, Section)
amendment dated 10/9/02 in
addendum